



Chapter 1:



Foundation for the Revitalization of OceanLake



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“Each community boasts a unique combination of assets upon which to build its future.”

– Building the Community from

A. INTRODUCTION

This chapter provides a description of the planning framework, community involvement process, key findings and observations, and existing policy support upon which this plan is based.

B. PLANNING PROCESS

To effectively revitalize and rediscover the “heart” of Lincoln City through *The OceanLake Redevelopment Plan*, a comprehensive planning process and intensive community participation program were employed. The thirteen-month process included numerous community workshops and presentations, a variety creative outreach activities, and countless citizen volunteer hours. The following summarizes the key elements and



the milestones of the OceanLake Redevelopment Project planning approach.

I. Developing the Information & Public Participation “Infrastructure”: October 2001 – December 2001

The foundation for the OceanLake District Redevelopment Project was constructed during this phase. The focus was to establish the public participation infrastructure needed to conduct a successful redevelopment project and to develop the baseline information necessary to understand the area’s physical, social, environmental, community facilities, and public policy issues.

Initially, the following were among the many pertinent documents, plans, and prior initiatives related to OceanLake were reviewed to develop a basic understanding of the area:

- ◆ Preliminary OceanLake Streetscape Palette (2000)
- ◆ Taft Redevelopment Plan: Rediscovering the Village (2000)
- ◆ Lincoln City Comprehensive Plan (1998)
- ◆ Lincoln City Zoning Ordinance (1984)
- ◆ Oregon Coast Highway 101: Visual Quality Study (1981)
- ◆ Lincoln City Urban Renewal Plan (1988)
- ◆ Walkable Communities Inc. report for OceanLake District (1998)



Field reconnaissance and additional studies needed to supplement and support the existing data for OceanLake were also completed in order to create a complete baseline understanding of parking, traffic, pedestrian conditions, and existing land use. Among the information documented were: existing architectural context and styles; existing land uses; urban design and land use opportunities and constraints; general infrastructure conditions; and basic economic and consumer trends for the OceanLake area. A traffic study and public parking utilization study were also prepared for the OceanLake area.





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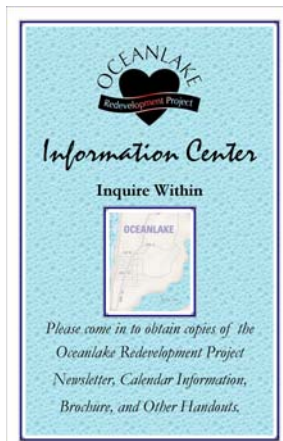
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An additional focus of this phase was to lay the groundwork for continuous public outreach and participation process during the project. A component essential to making the community participation process as meaningful as possible was the development of specific OceanLake Redevelopment Project outreach tools that were used throughout the entire planning process. Included among these important tools were:



◆ OceanLake Redevelopment Project website - a highly graphic project website established to provide convenient 24-hour access to project information, including upcoming meeting dates, a project calendar, contact information, presentations, conceptual drawings, etc.

◆ Redevelopment Project Information Brochure - a general information and outreach brochure prepared to introduce interested parties to the project and its goals



◆ OceanLake Redevelopment Project Information Centers - with the assistance of OceanLake Merchants Association, six project information centers were established to provide easy community access to project information. The following volunteered their OceanLake business to host the centers: Paws on the Sand, Bijou Movie and Coffee Lounge, Bob's Beach Books, Oregon Country Arts, Café Roma, and Real Estate 100

◆ "Who Ya Gonna Call" Cards - small cards that identified all project team members, and their phone numbers and email addresses distributed throughout the community

◆ OceanLake Redevelopment Project T-Shirts - to develop a true spirit of teamwork and cooperation, t-shirts with a Redevelopment Project logo were prepared distributed to key participants and stakeholders and later also provided to Immersion Week. participants



◆ OceanLake Redevelopment Project Newsletter - first of four project newsletters was prepared and distributed. The newsletters all highlighted important milestones in the project and were used to keep the community informed and engaged

Laying the groundwork for success also included brief introductory meetings with key groups and individuals to introduce project team and establish communication and involvement preferences. Initial contact was made through the following:



- ◆ attendance at a regular OceanLake Merchants Association (OMA) meeting
- ◆ meeting with Oregon Department of Transportation (ODOT) representatives
- ◆ meeting with key Oregon Department of Land Conservation & Development (DLCD)
- ◆ meeting with key City and Urban Renewal Agency Staff Team Members
- ◆ project Reception with Local Elected Officials and other Key City Leaders
- ◆ brief presentation to Urban Renewal Agency Advisory Board
- ◆ meeting with key members of arts community to discuss the potential role for public art in the project
- ◆ briefings with local media

2. Project Immersion Week: January 8 – January 14, 2002

Immersion Week was the most intensive public involvement effort that occurred during the planning process with over 70 different opportunities to participate. Approximately 2000 Immersion Week invitations were mailed directly to property owners and residents in the OceanLake area. Additionally, the newspapers, radio, and project website provided more publicity for Immersion Week. The participants throughout the week include the Lincoln City Urban Renewal Agency, Lincoln City Staff, OceanLake Merchants Association, Urban Renewal Agency and Advisory Board, Planning Commissioners, Oregon Department of Transportation, Oregon Coast Community College, and countless community residents, seasonal residents, business owners, and property owners. A vision for the future of OceanLake began to emerge at the end of the many Immersion week activities that included:

- ◆ Open Door at Urban Renewal –informal opportunity each morning to meet with members of the consultant design team and Urban Renewal Agency staff



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- ◆ Door to Door Interviews with Merchants and Residents – drop-in interviews by members of the consultant design team to share information and receive input
- ◆ One-on-one interviews – individual interviews with key stakeholders to acquire and share information
- ◆ Main Street Workshop #A: How to Revitalize a Business District – presented Main Street revitalization principles of design, organization, promotion, and economic restructuring
- ◆ Main Street Workshop #B: Incorporating Public Art into OceanLake – presentation and community brainstorm on unique public art features for OceanLake
- ◆ Main Street Workshop #C: Resources for Small Businesses – presentation on storefront design and promotion ideas and an Oregon Coast Community College presentation on available resources
- ◆ East of Highway 101 Neighborhood Focus Group – focus group aimed at discussing issues and ideas specific to residents living on the east side of Highway 101
- ◆ West of Highway 101 Neighborhood Focus Group – focus group aimed at discussing issues and ideas specific to residents living on the west side of Highway 101
- ◆ Lodging Business Focus Group – focus group aimed at discussing issues specific to issues and ideas specific to hotel owners in the OceanLake area
- ◆ ODOT Focus Group – focus group with key ODOT representatives to explore Highway 101 issues and possibilities
- ◆ Mini-Design Charrette at Taft Middle School - using markers, construction paper, and creative energy, students redesigned a vacant lot along Highway 101
- ◆ The State of OceanLake: Community Workshop I – a presentation of existing conditions, constraints, and opportunities, as well as a visioning exercise
- ◆ OceanLake Community Walk – short group walk to observe challenges and opportunities first-hand
- ◆ OceanLake Hands-On Design Charrette: Community Workshop IIa – over 60 community members (including several youth) engaged in an



all-day interactive mapping and design exercise with each team focused on a particular topic (image, streetscape & gateways: circulation & parking, land use, pedestrians & public space; and public art)

- ◆ OceanLake Design Charrette Concept Presentations: Community Workshop IIb – presentations by community teams on their design alternatives followed by group consensus activities
- ◆ Draft Vision for OceanLake's Redevelopment: Community Workshop III – formal presentation by the design team on the findings from the week and the resultant draft vision
- ◆ Community Presentations – presentations made to the Rotary Club and to alternative high school students to provide information and receive input
- ◆ Radio participation – design team participated in two KBCH morning radio shows where listeners were encouraged to call in with questions and comments



3. Explore Circulation Alternatives & Develop Vision Details: January 2002 – June 2002

During the Immersion Week, numerous ideas and issues pertaining to OceanLake's circulation system were identified by the community. Among the priorities identified: the need to improve the pedestrian, bicycle, and vehicular conditions in OceanLake, including a long-term Highway 101 solution; a desire to expand the OceanLake commercial core into a more traditional downtown district; the necessity to provide economic development opportunities that currently do not exist; and, the importance of improving the image of OceanLake and Lincoln City. One of the most significant outcomes was the concept of undertaking a major change to Highway 101 through the creation of a "couplet" street system in the core area of OceanLake. (A couplet is typically a system of parallel one-way streets that are connected at two end points to two-way streets). The following briefly describes the community dialogue that took place to further explore Highway 101 circulation alternatives and develop the vision plan design details:



- ◆ Building A Highway 101 Couplet for OceanLake: A Panel to Review the Pros, Cons, Implications and Possibilities (February 25, 2002) – a panel of transportation, development, real estate, and land use experts to explore the OceanLake couplet concept in further detail in a community forum



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- ◆ Main Street Panel (March 25, 2002) – a panel to discuss the Main Street program and downtown management and its potential in OceanLake
- ◆ Vision Plan Community Workshop (March 26, 2002) – presented vision plan concepts to community; also engaged them in a visual community image survey to identify design priorities and level of comfort with couplet concept
- ◆ Circulation Workshop with Urban Renewal Agency (May 20, 2002) – half-day Urban Renewal Agency workshop focused on the couplet concept
- ◆ Public Art Committee (multiple meetings) – ongoing meetings of the newly formed public art committee to explore and plan potential projects in OceanLake
- ◆ Six Urban Renewal Agency meetings included discussions and presentations regarding the Redevelopment Plan, and couplet in particular, on the agenda (February 25; March 11 & 25; April 8; and June 10 & 24)

4. Draft Plan Development: July 2002 – August 2002

During this phase, a complete draft of the OceanLake Redevelopment Plan and Appendix was compiled for review and validation by the community. The preceding several months of reconnaissance, research, and community outreach were carefully consolidated to create a plan that would be implementable.

5. Final Plan Development: September 2002 – October 2002

Based on feedback and direction from the community, a final version OceanLake Redevelopment Plan will be developed. The Plan represents a renewed vitality for OceanLake as depicted by the community – either with or without a couplet. Final feedback will be obtained through the following venues:

- ◆ Urban Renewal Agency & Community Workshop (September 16, 2002)
- ◆ Final presentation to Urban Renewal Agency



C. PLANNING CONTEXT

This section introduces a summary of basic urban planning and design findings related to the OceanLake Redevelopment Project. The findings presented do not include an exhaustive discussion of existing conditions, but focus more on presenting information collected and/or prepared that supports the vision for OceanLake and that could be helpful in implementing the vision. The findings are organized into five primary subsections:

- ◆ Demographics/Economics
- ◆ Land Use
- ◆ Urban Design
- ◆ Circulation
- ◆ Parking

I. Demographics & Economics Findings

Demographic and economic data is not readily available for OceanLake. Consequently, the focus of the following findings is on Lincoln City.

According to the 2000 Census, Lincoln City has a population of approximately 7,400 and has approximately 4,600 households – for an average of 1.6 persons per household. The community’s residents generally fall into the following three consumer groups based on their lifestyles (according to CACI Marketing Systems):

- ◆ +/-49% of Lincoln City households are classified as “Retirement Styles” – This lifestyle category includes 6 specific sub-categories but generally includes households of active seniors who enjoy small town living and represent a range of income and assets.
- ◆ +/-45% of Lincoln City households are classified as “Heartland Communities” – This lifestyle category generally includes rural or small town households who are of average income, middle aged, often self-employed, having few children, and enjoy the outdoors.
- ◆ +/-6% of Lincoln City households are classified as “Newly Formed Households” – This lifestyle category generally includes a mix of household types (including single parents, single-person, and shared households), with



and without children, of moderate income, and enjoy outdoor tourist-oriented activities.

In addition to the characteristics of the community's households, visitors to Lincoln City contribute significantly to the local economy and vitality of the City. During the Taft Redevelopment planning process (June 23, 2000), an analysis of the previous studies provides some general insights about the "average visitor" to Lincoln City, who might be described as follows:

- ◆ 43.4 years of age
- ◆ College educated
- ◆ Married with children
- ◆ Minimum annual household income of \$50,000

Excerpts from the various studies that are consistent also indicate the following findings:

- ◆ The average party size was 3.3 people; most were families (study results varied slightly).
- ◆ Variations of the "average visitor" were apparent at specific times of the year:
 - Summer, Holidays, Spring Break: families with children
 - Fall and Winter: older couples without children (average 52.5 years old)
 - Mid-Week Year Round: young professionals
- ◆ More than half of all Lincoln City visitors were Oregon residents, predominately from the Portland metro area (82% of Portland residents have visited Oregon coast during the past two years, with Lincoln City, most popular, and Seaside second most popular) and the Willamette Valley. Almost one-quarter was from Washington, and nearly ten percent were from Idaho and California.
- ◆ Improvements most desired by visitors to enhance their stay were additional parking areas, easing of traffic congestion on Highway 101, better access to the beach, upgrading of existing structures and facilities, an increase of activity options and improved signage.



Based on a meeting facilitated by the Lincoln City Urban Renewal Agency in December 2001, focused on the status of the OceanLake economy, a number of helpful findings were revealed that underscore the importance of accommodating the needs of both Lincoln City residents and visitors.

- ◆ OceanLake’s Niche is its eclectic, mix of goods and services
- ◆ OceanLake’s Market is comprised of repeat customers and local residents, first, and visitors, second.
- ◆ OceanLake’s Needs include: Bike Shop, Specialty Meat Shop, TV/Small Appliance Shop, Music Store, Convenience Store, Oregon Wine and Cheese Store, Ocean View Restaurant, Sporting Goods Store, and Children's Store

Accommodating and tapping the markets available to OceanLake is an important – if not essential – component to revitalizing OceanLake.

2. Land Use Findings

From its origins as a coastal recreational stopover, OceanLake has evolved into four distinct “districts”: the highway commercial strip, the oceanfront; the residential area between the oceanfront and the highway; and the residential area east of the highway. OceanLake has always contained a mix of uses to serve both the local community and visitors (see Figure A). Over time, the specific mix of uses has changed due to changes in the local and regional economies. Today, as Figure B illustrates, OceanLake includes a general pattern of commercial, residential, and tourist-serving land uses. In general terms, commercial and mixed uses are located within the Highway 101 corridor or nearby on intersecting streets. Lodging accommodations are situated mainly along NW Harbor Avenue, along the Pacific Ocean. Residential uses, some of which are vacation dwellings, comprise most of the remainder of OceanLake’s existing land use pattern. Largely absent from the core of OceanLake are civic uses and public spaces.



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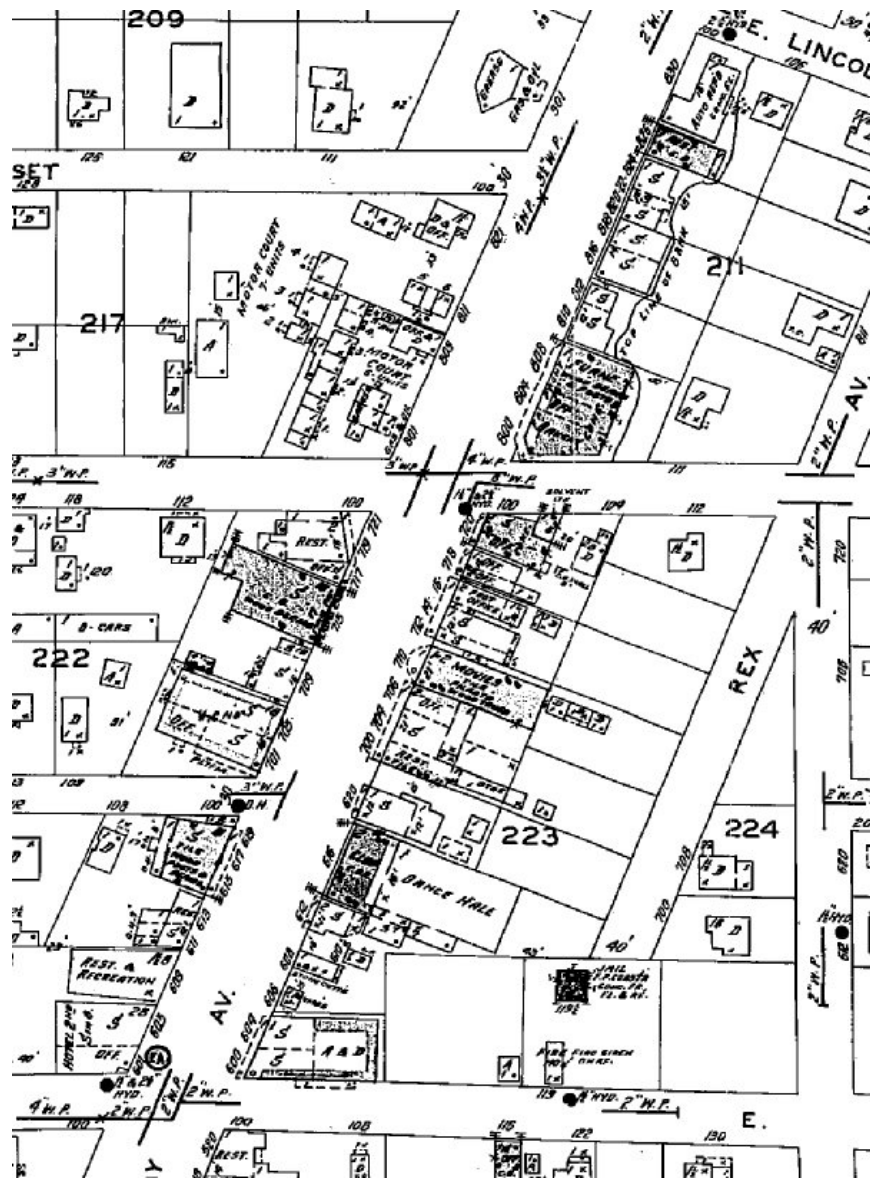


FIGURE A: Historic Map of OceanLake

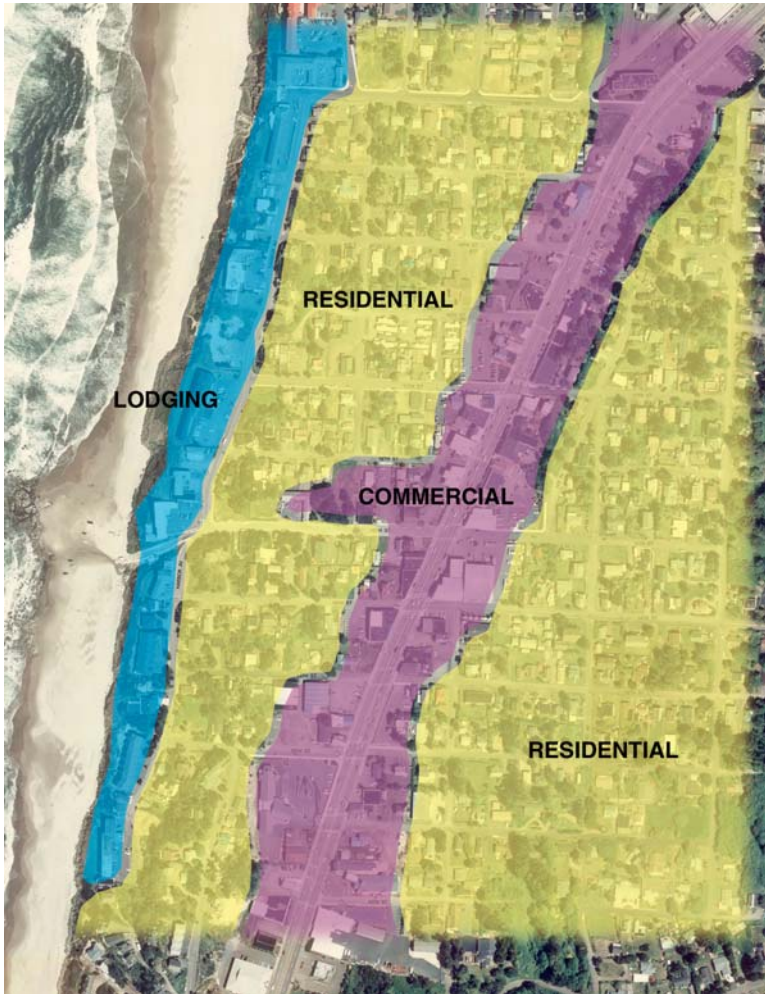
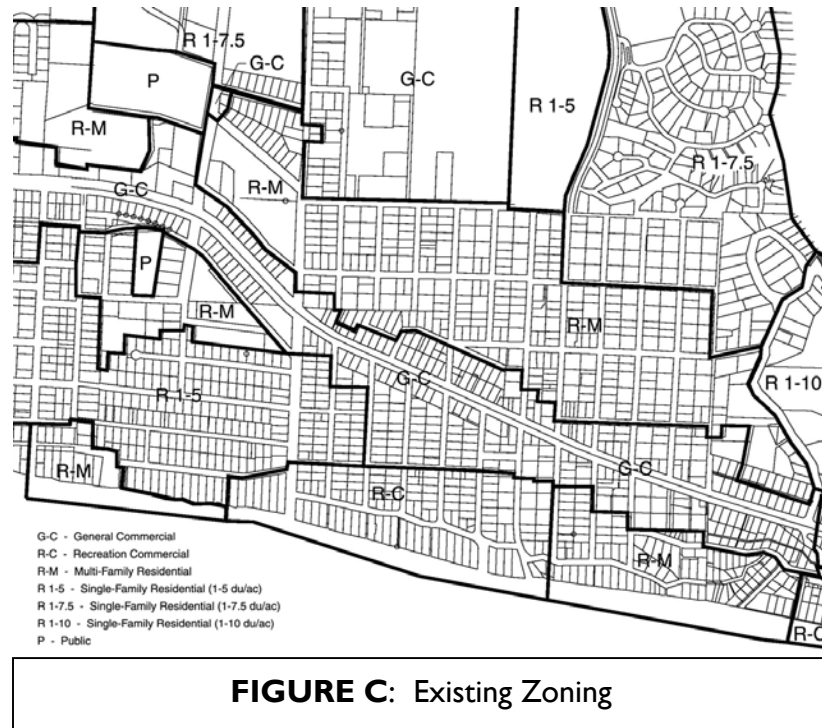


FIGURE B: Existing Land Use Map

Zoning is the main instrument used by communities to regulate the uses and development occurring on land. The core area of OceanLake includes 4 primary zoning districts, as shown in Figure C: G-C (General Commercial), R-C (Recreation Commercial), R-M (Multiple Family Residential), and R-I-5 (Single-Family Residential). Other zoning districts surrounding the core area include P (Public) and R-I-7.5 (Single-Family residential) While intended primarily for commercial-oriented development, it should be noted, portions of the land within the G-C and R-C zones are presently used for residential (permanent and seasonal) purposes. Additionally, several vacant and underutilized lots exist throughout OceanLake.



3. Urban Design Findings

OceanLake is largely organized by a grid system of streets, oriented North-South and East-West. Small lots and small buildings (1-2 stories) fill most every block within the community, with the exception being the larger scale development existing along NW Harbor and Highway 101 (see Figure D). The blocks vary in length and width, but collectively create a community that is generally compact in scale, making it easily navigable and generally very walkable. The topography slopes generally to the South and to the West (see Figure E), but OceanLake has only a limited number of unobstructed view opportunities to the Pacific Ocean. Highway 101 provides the primary access to OceanLake and also bisects the community into East and West halves. With the exception of NW 21st Street, none of the corridors in OceanLake include enhanced streetscape amenities. No notable landmarks or focal points exist within the OceanLake core area, nor does a clear transition (or edge) exist between Wecoma Beach (to the north of OceanLake) and DeLake (to the south of OceanLake). Opportunities abound to reinforce OceanLake's image and identity through urban design enhancements.



FIGURE D: Existing Building Footprints

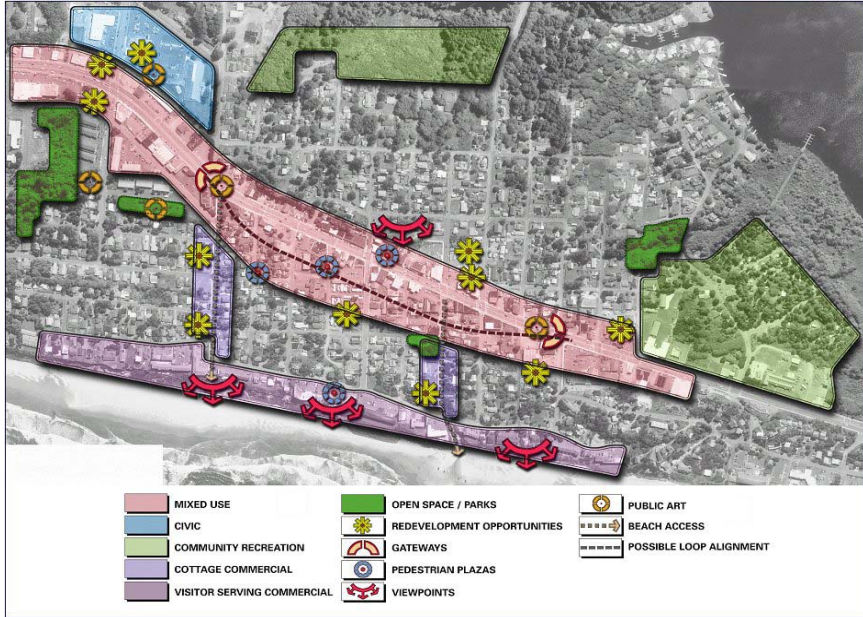


FIGURE E: OceanLake Urban Design Framework



4. Circulation Findings

Like the other 5 districts comprising Lincoln City, OceanLake's vehicular circulation system centers largely on, but by no means exclusively, Highway 101. While this major transportation corridor brings visitors, carries local products to outside markets, provides supplies to local businesses and serves as the main arterial through and between the City's districts, it also produces challenges. During peak tourist season and holidays, it becomes a bottleneck. The absence of protected turning areas and other design deficiencies within the OceanLake core often contribute to traffic congestion as well as a higher than average potential for accidents.¹ Over OceanLake's history, a number of ideas and improvements have been explore and/or installed (and, in some cases, later removed) to improve the performance of the highway. A summary of Highway 101 conditions through OceanLake includes:

- ◆ Constrained US 101 Right of Way (60' curb to curb)
- ◆ Nominal Parkway Width (7' – 10')
- ◆ Closely Spaced Local Street Intersections (250 feet)
- ◆ Driveway Access Points Add Additional Conflicts
- ◆ Mid-block/Uncontrolled Crosswalks
- ◆ No Median/Turn Movements Impede Through Movements
- ◆ On-Street Parking
- ◆ No Bike Lanes
- ◆ High Percentage of Truck Traffic 15%+

¹ According to the Lincoln City Public Works Department, between the years of 1995 and 2001, for example, the number of reported crashes between N. 22nd Street and N. 10th Street totaled 77 vehicle-vehicle crashes, 10 vehicle-pedestrian crashes, and 4 vehicle-bicycle crashes. Furthermore, according to the Lincoln City Police Department, the actual number of crashes is likely three times the number reported.



The local street network in OceanLake is often used by residents as an attempt to bypass to Highway 101. The street segments included in the bypass system generally used by locals include the following:

- ◆ N. 22nd Street
- ◆ Mast Place
- ◆ NW 21st Street
- ◆ Harbor Avenue
- ◆ NW 15th Street
- ◆ N. 14th Street
- ◆ NW 12th Street
- ◆ Inlet Avenue
- ◆ NW 2nd Street

Pedestrians and bicyclists are also affected by and dependent upon the streets and rights-of-way that accommodate vehicles. In general, the OceanLake core includes minimal improved sidewalks and pathways, with NW 21st Street, Highway 101, and the NW 15th Street beach access comprising the areas with the most sidewalks. No striped bike lane exists on Highway 101 through OceanLake, however local streets are used as bicycle routes.

5. Parking Findings

OceanLake's existing public and private parking was analyzed during Spring Break 2002 to determine parking capacity and utilization. A substantial report was prepared that provides the details of the analysis, entitled "Oceanlake Core Treatment Area Parking Capacity and Utilization Analysis" (May 13, 2002). Summarized findings from that analysis are presented below.

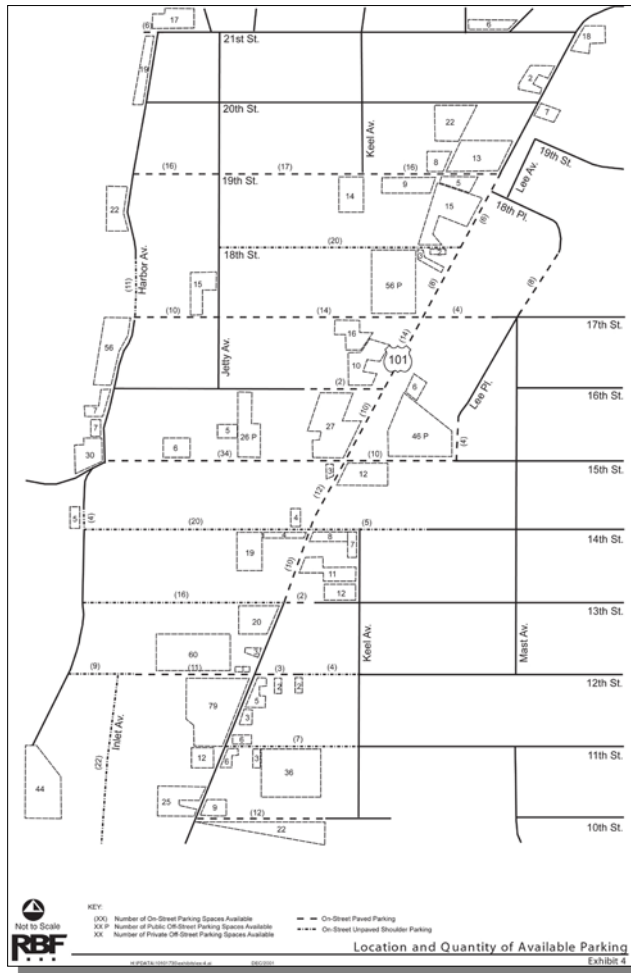
Parking in OceanLake is categorized by on-street parking and off-street parking. The on-street parking category is further broken down into on-street paved parking and on-street unpaved shoulder parking. The off-street parking is classified either public or private parking.



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The core area of OceanLake has 1,269 parking spaces, which consist of 229 on-street paved parking spaces, 118 on-street unpaved shoulder parking spaces, 128 off-street public parking spaces, and 794 off-street private parking spaces.



Utilization of OceanLake's parking capacity was calculated by counting each study area on-street segment parking space and off-street parking lot space for parked vehicles between 8:00 a.m. and 6:00 p.m. every two hours.

Existing Weekday Conditions

During weekday conditions, most of OceanLake's on-street parking spaces and off-street parking lot spaces are below 80 percent peak



parking utilization. One location, the Keel Avenue private off-street parking lot is at 100 percent utilization. The overall weekday peak parking utilization for the core area of OceanLake is 28 percent between 2:00 p.m. and 4:00 p.m. The overall peak parking utilization for each parking analysis category is:

- On-street Paved Parking - 27 percent between 2:00 p.m. and 6:00 p.m.;
- On-street Unpaved Parking - 12 percent between 10:00 a.m. and 12:00 p.m.;
- Off-street Public Parking - 35 percent between 2:00 p.m. and 4:00 p.m.; and
- Off-street Private Parking - 30 percent between 8:00 a.m. to 12:00 p.m. and 2:00 p.m. to 4:00 p.m.

All study area on-street parking spaces and off-street parking lot spaces are below 80 percent average parking utilization under existing weekday conditions. The overall weekday average parking utilization for OceanLake is 26 percent. The overall average parking utilization for each parking analysis category is:

- On-street Paved Parking - 24 percent;
- On-street Unpaved Parking - 10 percent;
- Off-street Public Parking - 25 percent; and
- Off-street Private Parking - 29 percent.

Existing Weekend Conditions

During weekend conditions, most of OceanLake's on-street parking spaces and off-street parking lot spaces are below 80 percent peak parking utilization. The overall weekend peak parking utilization for OceanLake is 24 percent between 2:00 p.m. and 6:00 p.m. The overall peak parking utilization for each parking analysis category is:

- On-street Paved Parking - 26 percent between 12:00 p.m. and 4:00 p.m.;
- On-street Unpaved Parking - 11 percent between 12:00 a.m. and 2:00 p.m.;
- Off-street Public Parking - 52 percent between 2:00 p.m. and 4:00 p.m.; and



- Off-street Private Parking - 29 percent between 8:00 a.m. and 10:00 a.m.

All OceanLake on-street parking spaces and off-street parking lot spaces are below 80 percent average parking utilization under existing weekend conditions. The overall weekend average parking utilization for OceanLake is 23 percent. The overall average parking utilization for each parking analysis category is:

- On-street Paved Parking - 22 percent;
- On-street Unpaved Parking - 10 percent;
- Off-street Public Parking - 35 percent; and
- Off-street Private Parking - 23 percent.

Based on the utilization rates surveyed, the existing parking supply is adequate for the current mix of land uses, development intensities, and attractions in OceanLake.

D. COMMUNITY VALUES AND GOALS

The Lincoln City community has expressed a number of values, goals, and objectives throughout the OceanLake Redevelopment Plan process. The following goals and objectives are based on community input received during Immersion Week as well as subsequent public meetings and hearings. These guiding principles were consulted during the development of the OceanLake Redevelopment Plan and should continue to be used to guide future development decisions in the OceanLake district.

◆ Vehicular Circulation

Create a safer, more efficient, and visually pleasing highway and local street system that provides for continued economic development and adequate parking and that respects both the commercial and residential character of OceanLake.



◆ **Pedestrians and Bicycle Circulation**

Cultivate an environment with easy, safe, and attractive options and amenities for pedestrian and bicycle circulation and provides strong connections from the OceanLake core to the beach, lodging, neighborhoods, and public parking.

◆ **Land Use and New Development**

Encourage a mix of residential, commercial, lodging, office, and public uses throughout OceanLake and encourage new development opportunities that strengthen OceanLake as a center for unique shopping, dining, arts, culture, recreation, and living.

◆ **Image, Design, & Architecture**

Convey a positive and cohesive, yet uniquely “OceanLake”, image through appealing architecture, consistent streetscape features, attractive signage, and careful attention to design detail.

◆ **Public Space and Parks**

Promote OceanLake as the social “heart” of Lincoln City by fostering increased socialization and interaction through public plazas, parks, and other gathering spaces. Preserve and enhance natural environmental features including views to the beach, trees, and parks.

◆ **Public Art**

Increase visual interest and celebrate the story of OceanLake and Lincoln City’s local history, culture, and natural environment through unique public art, interpretive features, and through the involvement of local artists and youth.

◆ **Public Parking**

Create a commercial core that provides ample, easily accessed public parking that encourages a “park once and walk” mentality.



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