

# OceanLake

Volume 1

## The OceanLake Redevelopment Plan



Prepared by RBF Consulting's Urban Design Studio in association with  
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*A Lincoln City Urban Renewal Agency and OceanLake Community Project*



# Redevelopment Plan



# Preface





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## *Preface*

OceanLake is a community rich with heritage, natural amenities, unique neighborhoods, and a historic business district recognized as the “Heart of Lincoln City.”

The OceanLake Redevelopment Project provides the community with an opportunity to evaluate its current conditions, address issues, define a vision for the future, and implement the ideas that will lead it into the future. Renewing elements of communities and introducing new features always requires choices. The best choices, however easy or difficult, are rooted in community values. If community values are respected, choices can be made with more certainty about the future and respect for the past. For OceanLake, community values are viewed as the criteria through which progress should occur and the benchmarks against which progress should be measured.

The OceanLake Redevelopment Plan is one rooted in community values and one that is based on both simple and difficult choices. It is a plan of optimism, but based in a reality of what can be. It is a plan that relies on steadfast leadership and hard work. It is a plan that looks not only at solving problems for the long-term, but also creating new short- and long-term opportunities. The OceanLake Redevelopment Plan is a plan conceived by the community and one whose implementation is limited only by the will of the community.



# *Acknowledgements*





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## *Acknowledgements*

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# *User's Guide*





*"It is in the shelter of each other that the people live  
- Irish Proverb*

# *User's Guide to the OceanLake Redevelopment Plan*

## **A. INTRODUCTION**

The User's Guide to the OceanLake Redevelopment Plan provides background information on the OceanLake District, the redevelopment project, and the planning document. It is intended to provide interested persons with straightforward guidance for optimizing the use of the plan in revitalizing the OceanLake District.



Lincoln City's Location along the Oregon Coast

Lincoln City covers an eight-mile stretch along the Oregon Coast. The city is comprised of several commercial and neighborhood districts that were brought together and incorporated in 1965 as the City of Lincoln City. These include: Oceanlake, Taft and Wecoma Beach, Delake, Nelscott, and Cutler City.



In 1988, The Year 2000 Development Plan: An Urban Renewal Plan and Program of the City of Lincoln City, Oregon was adopted by the Lincoln City Council. The plan was created to eliminate blight and depreciating property values within a defined urban renewal district that covers approximately 18% of the incorporated area of Lincoln City. The stated mission of The Year 2000 Development Plan is to generate job-producing private investments that will improve property values and visual quality in a manner compatible with the City's natural and built environments. A driving strategy for implementing this mission is to utilize the funding generation benefits of tax-increment financing or TIF to encourage private investment.

Since 1988, tax-increment financing has generated a considerable amount of money earmarked for redevelopment projects. To more clearly articulate the community's desired urban renewal activities, and to strategically direct TIF funds to leverage private sector investment, the Lincoln City Urban Renewal Agency determined that revitalization plans should be prepared for each of the City's commercial and neighborhood districts or "pearls". In late 1999, the first redevelopment planning process was initiated in the village of Taft. The OceanLake Redevelopment Plan represents the second "pearl" to be revitalized through a community planning process initiated in November 2001.



### What is Tax-Increment Financing?

The general concept of tax-increment financing or TIF is to use the future growth in property tax revenues generated within an urban renewal area to finance the urban renewal activities themselves.

Specifically, tax-increment financing for Lincoln City urban renewal is authorized by Chapter 457 of the Oregon Revised Statutes. This guidance provides that tax proceeds, if any, realized from an increase in the taxable assessed value of real and personal property within the Lincoln City Urban Renewal District above that existing on the Lincoln County tax roll prior to October 27, 1988 (date of approval of *The Year 2000 Development Plan: An Urban Renewal Plan and Program of the City of Lincoln City, Oregon*) shall be paid into a special fund to administer and implement the Urban Renewal Plan. Tax-increment financing has a maximum life span of twenty-five years, which translates into a termination date of 2013 for this funding mechanism.



## B. AN HISTORICAL PERSPECTIVE OF OCEANLAKE<sup>1</sup>



*A Look Back At OceanLake . . .* For centuries Native Americans enjoyed the abundance and faced the challenges of the Oregon central coast. The Tillamook and closely related bands Nehalem and Nestucca lived around the Nehalem and Salmon Rivers in present Tillamook/Lincoln Counties; they were the largest Coast Salish group south of the Columbia. Tillamook translates as "Land of Many Waters". Siletz was the southernmost Salish tribe who lived mainly on the river which bears their name. The Northwest Indians were the only tribes in North America to build homes of wood. Because of their skill in building and handling canoes, they were often called the "Canoe Indians". They generally lived in cedar plank houses facing rivers or the sea and have a tradition of wood-carving art.

Two dominant subsistence and material resources among the Salish were salmon and red cedar, and they excelled in basketry and textiles. They were essentially a river and bay people in a heavy forest area with a moist, mild climate. Lewis and Clark estimated the group at 2,200 in 1805, but they had declined to 200 by 1900.

Little by little, one family at a time, in-lander pioneers discovered the beauty and bounty of the central Oregon coast, and specifically the area which would become OceanLake, and became residents, partaking of the joys and hardships of early coastal living.

The tourist business in OceanLake started on August 14, 1837, when Rev. and Mrs. Jason Lee and Mr. and Mrs. Cyrus Shepard and their guide Joseph Gervais left Mission House on the banks of the Willamette River and set out on horseback for the Coast. They traveled the Salmon River Trail. On August 18 at 5:00 PM they reached a beautiful camp site in a

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<sup>1</sup> Prepared by Jean Celia, Lincoln City Urban Renewal Agency. With thanks to the Lincoln County Historical Museum, and the Pioneer History of North Lincoln County, Oregon, Volumes I, II, and III, and Steve M. Wyatt, historian.



small grove of evergreens which overlooked the ocean. Here the two couples enjoyed a belated honeymoon until August 26.

And the name "OceanLake"? One story claims the name OceanLake was first used by Mrs. Helen Warren for the area uniquely situated between the Pacific Ocean and Devils Lake. Another claims OceanLake was named in 1926 by A. C. Deuel, OceanLake's first postmaster. Mr. Deuel served OceanLake from March 15, 1927, until January 1, 1928, and was succeeded by Roy M. Heath, Glen W. Ripley, and Richard J. Collins. Another story claims that Booster Club members suggested "Why don't you name it Oceanlake? We have ocean on one side and a lake on the other."



In the mid 1920's and early 1930's, Herbert Rexroad, one of the earliest business men to settle in OceanLake, operated a campground in the grove believed to have been the exact spot where Jason Lee and his party camped. An impressive commemoration ceremony took place on Sunday afternoon, August 29, 1937, in honor of the double honeymoon of the town's "first tourists".

There are many stories of early visitors camping, such as in this spot "nestled between a hill of shore pine and salal and a high dune near what is now the D-River but at that time was just called 'the outlet of Devils Lake'." The fee charged by owner Henry Hostetler was \$.50 a night. And stories of staying in White's Cottages (now the location of the Seagull Motel) for \$1.50 a night. And stories of fishing in "this lake full of fish". And stories of neighbors helping each other and of a community being borne in the wilds and isolation and beauty of the central Oregon Coast.



A few of the early families to influence the OceanLake area of Lincoln City include: Albert, Allen, Bishop, Burton, Collins, Cooper, Dodd, Everest, Farr, Franklin, Hasselbrink, Heater, Hicks, Hooker, Hoyt, Kangiser, Langford, Logan, Luckey, Maynard, McMillen, Mercier, Merritt,



Morgan, Raymond, Rexroad, Sarver, Tooze, Warren, Webb, White, and many others.

Mr. and Mrs. Herbert Rexroad and Mr. and Mrs. Edgar L. Hoyt bought 82 acres of land in 1924 from Howard and Merle McMillen in what is now the main business center of OceanLake. Rexroad and Hoyt were major developers of OceanLake. All the streets in the town site were named by the two families, with such streets as Rex Avenue (for the Rexroads) and Columbus Street (for Mrs. Hoyt's father). Rex Edwin Dodd, it is said, was "the first white baby born in OceanLake. It was August, 1928." He was born three months after the Dodds arrived in OceanLake and was named for developers Mr. Rexroad and Mr. Hoyt.



Much of OceanLake is known as Raymond Addition, named for Father Charles Raymond's tract of land. One account states that Father Raymond purchased the property in the 1920's. Another says that Mary P. Sax brought Father Raymond to the coast from McMinnville to establish a Catholic church in OceanLake. Mary purchased the property with her money and put it all in Father Raymond's name for personal reasons. The result was that Father Raymond owned the land and was the first pastor of the St. Augustine Catholic Church; construction was begun on the

Church in 1924, and it was dedicated by Monsignor Lane on May 30, 1925. The church was started before the highway was built.

As the town grew, so did commerce and local businesses, such as White's Cottages, located next to the Raymond Avenue ramp to the beach. The post office, Allen's Grocery, and the OceanLake Dance Hall played important roles in the development of OceanLake. Warren's Cottages, the DeLake Grade School, Alice Merritt's General Line of Antiques on Raymond Street, and Bishop's Variety Store (now at the Café Roma location) located next to the post office were early



enterprises in OceanLake. The post office then moved next to the Lakeside Theatre (now the Bijou).

The Coaster Building (now the Rocking Horse Mall), the Tip Top Fountain Lunch a few doors south of the Lakeside Theatre, Eva and Floyd Cooper's Gift Shop and Art Studio, then becoming Cooper's Gift Shop and Rental Library (with ten thousand books!) a block or so north of the Tip Top, and Johnson's Sweet Shop (now the Old Oregon Tavern) were also thriving businesses in OceanLake.



Maynard's Café, Mrs. Albert's Rooming House (now the site of Read's Candy Shop), and The Fisherman's Wharf seafood place run by Percy and Hazel Sarver on the Copeland Lumber site also contributed to the vitality of OceanLake. In the same block as the Tip Top Fountain Lunch was the Vanity Cleaners and Dr. Jenkins, dentist. The city hall was the little building east of the lumber yard. Court was held there, and the OceanLake Fire Department and the jail were across 15th Street.

OceanLake was the first of the incorporated towns in what is now Lincoln City; it was incorporated on November 3, 1945. Lyle Hasselbrink served on the first Council, along with Kenny Morgan, Louie Schellenberger, Linc Kyle, and J. Cowles. This election was in January of 1946; Kenny Morgan was OceanLake's first mayor. DeLake was the next incorporated area, followed by Taft.

Widening and improving of Hwy 101 was begun shortly after incorporation, and that project was completed and dedicated in October, 1946. In later years a divider was installed on Hwy 101, then taken out. Floyd Cooper was "hit by a car shortly after the divider was taken out of the highway," killed right in front of the Tip Top Fountain Lunch. From the incorporation of OceanLake to the present date, changes to Hwy 101 are a fact of life, always trying to make travel safer, whether it is by vehicle, on bicycle, or on foot.





In 1837 there were no permanent residents and five tourists in OceanLake. The population had grown in 1950 to 686. Today the OceanLake area has nearly 1,000 households, including permanent residents and other home owners.

### C. OVERVIEW OF THE PLAN

The OceanLake Redevelopment Plan is a tool to help both revitalize and celebrate Lincoln City's historic heart, improving the experience for both residents and visitors. Based upon the community's vision, *The OceanLake Redevelopment Plan* provides the framework for aesthetic, economic, and safety enhancement, and includes specific improvement projects, policies, and implementation strategies. In addition to this Users Guide, the Plan contains the following key components:

#### *Volume 1 - The OceanLake Redevelopment Plan*

- ◆ **Chapter 1 – Foundation for the Revitalization of OceanLake:** This chapter provides a description of the planning process, key urban design, land use, and circulation findings and observations, and the community values and goals upon which this plan is based.
- ◆ **Chapter 2 – A Community Vision for OceanLake:** This chapter articulates a vision for the OceanLake District that is based on the ideas, information, values, and opinions gathered during the planning process. This chapter describes the recommended public improvements and programs that will enhance livability and economic vitality in OceanLake.
- ◆ **Chapter 3 – Implementing the Vision for OceanLake:** This chapter sets forth a very basic implementation program, including a list of projects and/or implementation steps potential funding sources for each, and order of magnitude costs as appropriate for implementing the OceanLake vision.
- ◆ **Appendices:** The *OceanLake Redevelopment Plan* is supported by seven appendix documents, organized into four volumes, a number of implementation tools and resources, including recommended zoning ordinances, a set of design guidelines, design details for select projects, examples and references from other communities, an extensive list of potential implementation resources, and the couplet concept.





The four-volume *Appendix of Implementation Tools and Resources* includes the following:

*Volume 2*

**Appendix I - OceanLake District Zoning Districts and Development Standards**

This Appendix provides recommended zoning districts and accompanying development regulations and incentives for guiding land uses and new development consistent with the community's vision for OceanLake. The recommended provisions will require review, modifications, and adoption by the City of Lincoln City prior to taking effect. The Appendix includes:

- OceanLake Mixed-Use Zone (OMU)
- OceanLake Recreational-Commercial Zone (ORC)
- OceanLake Cottage Commercial Zone (OCC)
- Sidewalk Café ordinance

*Volume 3*

**Appendix II - OceanLake District Design Guidelines**

The OceanLake Design Guidelines provides both architectural and site planning design guidance consistent with the architectural context and vision depicted in the Redevelopment Plan. The document is intended to assist local elected and appointed officials, City staff, property owners, and other individuals involved or interested in the design process. The Guidelines may be used only as a resource or be formally adopted as a policy document.

*Volume 4*

**Appendix III - OceanLake Design Details**

Details and renderings of important design elements and concepts are included in this Appendix to help provide the Lincoln City community with a jumpstart toward implementation. This Appendix includes detailed designs for new or rehabilitated parking areas, public plazas, parks, street sections, sidewalk features, etc.



## **Appendix IV - Supplemental Resources & References for Implementation**

This Appendix links the OceanLake Redevelopment Plan projects and programs to a variety of photographic examples, case studies, articles, and other resources to help illustrate elements of the OceanLake vision. It also provides references to additional resources to further assist in the implementation of the Redevelopment Plan recommendations. This Appendix is designed to be user-friendly and illustrative of what could occur in OceanLake. It is intended for use by local officials, city staff, and interested citizens.

## **Appendix V - Community-Based Resources for Implementation**

This Appendix identifies a number of different community resources potentially available to assist in the implementation of the OceanLake Redevelopment Plan. A list is included that summarizes the resourceful individuals, organizations, and groups identified through the OceanLake planning process. It is hoped that the community will work to further expand this initial list..

## **Appendix VI - Potential Funding Sources**

This Appendix provides a lengthy list of potential grants and additional funding resources that may be of assistance in implementing the OceanLake Redevelopment Plan. This Appendix also identifies a number of Oregon-based funding opportunities as detailed in the Foundation Databook.

## *Volume 5*

## **Appendix VII - Evolution of the Highway 101 Couplet Concept**

This Appendix provides a brief description the evolution of the Highway 101 Couplet, including the various couplet alternatives prepared for the OceanLake Redevelopment Project.



Together, *The OceanLake Redevelopment Plan* and *Appendices* provide excellent guidance and practical tools to achieve the enhancements and revitalization desired for the OceanLake District. A vision poster and promotional brochure were also prepared that highlight important elements of the vision and implementation tools for distribution throughout the community.

## D. HOW TO USE THE PLAN

*The OceanLake Redevelopment Plan* is for everyone. Some projects and actions identified in the Plan are simple and straightforward. Some solutions are longer term and more complex. And still other ideas are yet to be fully developed. It will take the entire community working together to make them happen. Each person in the community boasts different skills, levels of expertise, time, and energy that can be committed to this Plan. Each organization, agency, and group in the Lincoln City area possesses unique resources and skills that can be contributed to achieving the community vision.



**Divide and conquer.** The Plan is intended to be implemented by teams and committees of volunteers, businesses, local organizations, the Chamber of Commerce, Visitor and Convention Bureau, public agencies, as well as by the City of Lincoln City. Different groups can be working on different elements at the same time. Engage as many people and groups as possible (see Appendix V for an preliminary list of community-based resources). Most importantly, always collaborate!

**Coordinate Plan activities.** Each individual team, committee, organization, or group should emphasize coordination and collaborate with others throughout the implementation process. This collaboration helps maximize efforts for the common good and minimize hidden agendas.

**Use the Plan as a guide.** Remember, conditions change. Be prepared to change with them. Treat the Plan as a work in progress. If additional steps, actions, or systems are needed, add them. If some of the steps included in the Plan become unnecessary, modify or drop them.



**Include elements of the Plan in grant applications for outside resources.** The OceanLake Redevelopment Plan will demonstrate to grantors that the Lincoln City community is well organized and serious about improving the OceanLake District and will make Lincoln City more competitive with other jurisdictions.

**Share the Plan with desirable businesses and developers who may not have been involved in Lincoln City before.** Show them the methods and tools in this Plan and in its companion pieces to help recruit support for increasing the vitality of OceanLake.

**Record and track your activities.** Measure your performance. Follow up on your initial efforts. Wherever appropriate, refine and adjust your actions.

The flow chart on the following page outlines a basic process to effectively implementing *The OceanLake Redevelopment Plan*.



**Start Here** Read the User's Guide and review Chapters I and II to gain an understanding of the community's vision for OceanLake. Refer to the OceanLake Redevelopment Vision Poster for a more complete understanding of the vision.

