

# **Realization 2020 Comprehensive Plan**

**For the City of Florence, Oregon**



**January 2008 Reprint**

This January 2008, *Realization 2020 Comprehensive Plan for the City of Florence, Oregon* is a reprint of the original Plan adopted by the City of Florence on January 14, 2002. This document is different from the original Plan. It has been reformatted consistently throughout and it incorporates all adopted amendments to the text and maps since adoption. A table listing all of the adopting ordinances is included on the following pages of this Plan for convenient reference.

**Florence Realization 2020 Comprehensive Plan  
Local Adopting Ordinances**

Ordinance Number	Dates of Adoption		Ordinance Title and Summary
	City of Florence	Lane County	
No. 1 Series 2002	1/14/02	To be scheduled.	<i>An Ordinance Amending The City Of Florence 1988 Comprehensive Plan By Changing The Title To The Florence Comprehensive Plan – Realization 2000/2020, And Adopting Sections Titled Introduction, The Community, Plan Adoption, Amendments Review And Implementation, Comprehensive Plan Effectiveness And Organization, Coordination With Agencies, Population, Definitions. Plan updated and new Plan sections adopted to comply with 1995 Periodic Review.</i>
No. 2 Series 2002	1/14/02	To be scheduled.	<i>An Ordinance Amending The City Of Florence 1988 Comprehensive Plan By Adopting Chapter 1 – Citizen Involvement. Plan updated and new Plan sections adopted to comply with 1995 Periodic Review.</i>
No. 3 Series 2002	1/14/02	To be scheduled.	<i>An Ordinance Amending The City Of Florence 1988 Comprehensive Plan By Adopting Chapter 2 – Land Use. Plan updated and new Plan sections adopted to comply with 1995 Periodic Review.</i>
No. 4 Series 2002	1/14/02	To be scheduled.	<i>An Ordinance Amending The City Of Florence 1988 Comprehensive Plan By Adopting Chapter 5 – Open Space, Scenic, historic and Natural Resources. Plan updated and new Plan sections adopted to comply with 1995 Periodic Review.</i>
No. 5 Series 2002	1/14/02	To be scheduled.	<i>An Ordinance Amending The City Of Florence 1988 Comprehensive Plan By Adopting Chapter 9 – Economic Development. Plan updated and new Plan sections adopted to comply with 1995 Periodic Review.</i>
No. 6 Series 2002	1/14/02	To be scheduled.	<i>An Ordinance Amending The City Of Florence 1988 Comprehensive Plan By Adopting Chapter 11 – Utilities and Facilities. Plan updated and new Plan sections adopted to comply with 1995 Periodic Review.</i>
No. 7 Series 2002	1/14/02	To be scheduled.	<i>An Ordinance Amending The City Of Florence 1988 Comprehensive Plan By Adopting Chapter 12 – Transportation Systems Plan. Plan updated and new Plan sections adopted to comply with 1995 Periodic Review.</i>
No. 8 Series 2002	1/14/02	To be scheduled.	<i>An Ordinance Amending The City Of Florence 1988 Comprehensive Plan By Adopting Chapter 14 – Urbanization. Plan updated and new Plan sections adopted to comply with 1995 Periodic Review.</i>
No. 9 Series 2002	1/14/02	To be scheduled.	<i>An Ordinance Amending The City Of Florence 1988 Comprehensive Plan By Adopting Chapters 6 – Air, Water and Land Quality, Chapter 7 – Development Hazards and Constraints, Chapter 10 – Housing Opportunities, Chapter 13 – Energy Facilities and Conservation, Chapter 16 – Estuarine Resources, Siuslaw Estuary and Shorelands, Chapter 17 – Coastal Shorelands, Ocean and Lake Shorelands, and Chapter 18 – Beaches and Dunes. Plan updated and new Plan sections adopted to comply with 1995 Periodic Review.</i>

**Florence Realization 2020 Comprehensive Plan  
Local Adopting Ordinances**

Ordinance Number	Dates of Adoption		Ordinance Title and Summary
	City of Florence	Lane County	
No. 10 Series 2002	1/14/02	To be scheduled.	<i>An Ordinance Amending The City Of Florence 1988 Comprehensive Plan By Adopting the 2000/2020 Comprehensive Plan Land Use Map. Comprehensive Plan Map updated and a new Map was adopted to comply with 1995 Periodic Review.</i>
No. 1 Series 2003	1/30/03	Not applicable: site is inside City limits	<i>An Ordinance Amending The 1988 And 2000/2020 Comprehensive Plan Maps Of The City Of Florence From Limited Industrial To Medium Density Residential And Open Space For Property Located West Of The Florence Municipal Airport Described As Tax Lot 101, Lane County Assessor's Map 18-12-27-10. Post-Acknowledgement Plan Map amendment.</i>
No. 14 Series 2003	8/4/03	To be scheduled.	<i>An Ordinance Amending Chapter 12- Transportation Systems Plan and Appendix 12 of the Florence 2000/2020 Comprehensive Plan. Comprehensive Plan was updated to comply with 1995 Periodic Review. Amendments include incorporation of the Access Management Plan for Highway 101 between the Siuslaw River Bridge and the Highway 101/126 Intersection; incorporation of the LCOG traffic study related to density of development in the North Commercial Node and inclusion of that study in Appendix 12; and those amendments include deletion of all references and maps related to the extension of 18<sup>th</sup> Street east of its current terminus; and additional amendments in Exhibit A.</i>
No. 15 Series 2003	8/5/03	10/27/04	<i>An Ordinance Amending The 2000/2020 Florence Comprehensive Plan Urban Growth Boundary. Post acknowledgement Plan Map amendment to retain in the UGB the area south of Munsel Lake Road and the 80-acre Ocean Dunes property and to specifically exclude from the UGB the Hatch Tract.</i>
No. 16 Series 2003	8/5/03	Not applicable: site is inside City limits	<i>An Ordinance Amending The 2000/2020 Comprehensive Plan Map And Official Zoning Map. Post acknowledgement Plan map amendment to change from Neighborhood Commercial to MDR Lot B, Siuslaw Village.</i>
No. 2 Series 2004	2/17/04	Not applicable: site is inside City limits	<i>An Ordinance Amending The Comprehensive Plan Map Amendment From HDR To Commercial And Zoning Map Designation Of Commercial District For The Lots Identified As Map No. 18-12-22-12, Tax Lots 12700 Through 15100. Post acknowledgement Plan map amendment and zoning map amendment for area in southwest corner of Kingwood and 35<sup>th</sup>.</i>
No. 4 Series 2004	3/15/04	To be scheduled.	<i>In The Matter Of Amending The 2000/2020 Florence Comprehensive Plan, Chapters 2 And 14, And Appendices 2 And 14, Incorporating The Florence Residential Buildable Land Analysis, August 2003. Post acknowledgement Plan text amendment to update the Residential Buildable Lands Analysis and extending the planning period for residential lands and population to 2025.</i>
No. 6 Series 2004	5/17/04	To be scheduled.	<i>An Ordinance Amending The Lane County Rural Comprehensive Plan Coastal Resources Management Plan And The Florence</i>

**Florence Realization 2020 Comprehensive Plan  
Local Adopting Ordinances**

Ordinance Number	Dates of Adoption		Ordinance Title and Summary
	City of Florence	Lane County	
			<i>Comprehensive Plan 2000/2020.</i> Post acknowledgement Plan text amendments to Chapter 16 and Appendix 16 of the Comprehensive Plan.
No. 7 Series 2004	5/17/04	9/19/07	<i>An Ordinance Amending The Siuslaw River Dredged Material Disposal Plan.</i> Post acknowledgement Plan amendment to Appendix 16 of the Comprehensive Plan to remove DMDP Sites 15 and 16 from the map.
No. 1 Series 2006	2/07/06	To be scheduled.	<i>An Ordinance Amending The 2000/2020 Comprehensive Plan, Adding Definitions for "Private Open Space" and "Public" Plan Map Designations.</i> Post acknowledgement Plan "housekeeping" text amendment.
No. 8 Series 2006	11/20/06	To be scheduled.	<i>An Ordinance Amending The City's Transportation Systems Plan Which Is Adopted As Part Of The City's Comprehensive Plan, Chapter 12, "Transportation," To Change The Recommended Signalization Of 27<sup>th</sup> Street At Highway 101, To Signalizing 30<sup>th</sup> Street And Highway 101.</i> Post acknowledgement Plan text amendment to implement the 2006 Florence/US 101 Pedestrian Safety Study.
No. 9 Series 2006	1/8/07	Not applicable: site is inside City limits	<i>An Ordinance Amending The 2000/2020 Comprehensive Plan Map From LDR To MDR And Zoning Map Designation From Restricted Residential To Single Family Residential District For Property Described As Map No. 18-12-15-00, Tax Lot 200 (Sandranch).</i> Post acknowledgement Plan Map and Zoning Map amendment for Sand Ranch area along Munsel Lake Road west of Highway 101.
No. 3 Series 2008	1/7/08	Not applicable: study area is inside City limits	<i>An Ordinance For The Adoption Of An Amendment To The Florence Realization 2020 Comprehensive Plan And Transportation System Plan And Adoption Of The Rhododendron Drive Integrated Transportation Plan Into Appendix 12 Of The Comprehensive Plan.</i> Post acknowledgement Plan text and TSP amendment.
No. 2 Series 2008	1/7/08	Not applicable: site is inside City limits	<i>An Ordinance For The Adoption Of An Amendment To The City Of Florence Realization 2020 Comprehensive Plan Map Designation From Low Density Residential To Medium Density Residential And An Amendment Of The Zoning Map Changing The Zoning From Restricted Residential To Single Family Residential For Properties In An Area West Of Xylo Street; East Of Vine Street; North Of Highway 126; And South Of 12<sup>th</sup> Street.</i> Post acknowledgement Plan Map amendment.

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## **Introduction**

### **Chapters:**

- 1. Citizen Involvement**
- 2. Land Use**
  - a. Issue Paper #1 - Commercial and Industrial Land Uses, July 1997
  - b. Industrial Lands Inventory, October 2001
  - c. Florence Residential Buildable Land Analysis, adopted March 15, 2004
  - d. Florence Downtown Implementation Plan, Sept. 1999
  - e. Florence Downtown Plan - Phase I Implementation, Final Summary Report, August 2001 - portions adopted by the City Council Access Management Plan for Highway 101 in Downtown Florence, adopted August 4, 2003.
- 3. Agricultural Lands (Not applicable to Florence)**

4. **Forest Lands (Not applicable to Florence)**
5. **Open Spaces, Scenic & Historic and Natural Resources**
  - a. Periodic Review Work Task #7 - Natural Resources, Open Space & Recreation
  - b. City of Florence Local Wetlands and Riparian Area Inventory, 1997
  - c. North Florence Dunal Aquifer Study, Final Report June 1982
  - d. EPA Resource Document: For Consideration of the North Florence Dunal Aquifer as a Sole Source Aquifer, August 1987
  - e. Listing of fish and wildlife species listed in the *Oregon List of Threatened or Endangered Fish and Wildlife Species*
  - f. City of Florence Visual Management Plan - 1992
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6. **Air, Water and Land Resources Quality**

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7. **Areas Subject to Natural Disasters and Hazards**
  - a. National Flood Insurance Program - Flood Insurance Rate Maps, June 1999
  - b. Environmental Constraints Map
  - c. Soils Map, USDA Soil Survey of Lane County Area, September 1987
  - d. Earthquake Hazard Maps for Oregon, DOGAMI, 1996 (under separate cover)
  - e. Relative Earthquake Hazard Maps for selected coastal communities, DOGAMI, 1999 (Large maps available at City Hall, Community Development Dept.)
  - f. Tsunami Inundation Zones - Florence
  - g. Siuslaw Valley Fire/Rescue Disaster Plan
8. **Recreational Needs (combined with Goal 11)**
9. **Economic Development**
  - a. Greater Florence Area Strategic Plan for Community Economic Development, March 1998
10. **Housing Opportunities (see Plan Chapter Introduction: Population; and Chapters 2 and 14)**
11. **Utilities and Facilities**
  - a. City of Florence: Wastewater Facilities Plan, Brown and Caldwell, Oct. 1997
  - b. City of Florence: Water Facilities Plan, Sept. 1998 (under separate cover)
  - c. City of Florence Wellfield and Water Treatment Expansion Project, February, 2001
  - d. Brown and Caldwell Presentation to City Council on Water System, Oct. 29, 2001 (audio tape) (under separate cover)
  - e. City of Florence: Stormwater Management Plan, Oct. 2000
  - f. Florence Parks System Planning Report 1987, a Recommended Guide to Park Development

**12. Transportation Systems Plan**

- a. Existing Conditions
- b. Population and Employment
- c. Travel Forecasts for Proposed Plan changes in the North Commercial/Limited Industrial Area
- d. Policy Framework
- e. Glossary of Terms
- f. Oregon Highway Plan, 1999
- g. Interim Corridor Strategy, Highway 126 West, April 1998
- h. Florence Municipal Airport Layout Plan Report, October 1997
- i. City of Florence Transit Plan, December 2000
- j. Lane County Capital Improvement Plan 2002 - 2006, September 2001
- k. Oregon Bicycle and Pedestrian Plan, June 1995
- l. Pacific Coast Scenic Byway Corridor Management Plan for US 101 in Oregon, December 1997
- m. Scenic Byway Management Plan for the Yachats and North Dunes Regions of the US 101 Corridor in Oregon, December 1997
- n. Access Management Plan for Highway 101 in Downtown Florence, October 2002
- o. Florence North Commercial Area Traffic Analysis, LCOG - April 2002
- p. *Rhododendron Drive Integrated Transportation Plan (RDITP)*, June 2007

**13. Energy Facilities and Conservation**

**14. Urbanization**

- a. Periodic Review Work Task #1 - Urban Growth Boundary Study
- b. Florence Residential Buildable Land Analysis, adopted March 15, 2004
- c. Analysis of UGB Expansion
- d. Area of Interest and Lane County/City of Florence
- e. Joint Agreement for Planning Coordination between Lane County and the City of Florence, February 2002

**15. Willamette River (not applicable to Florence)**

**16. Estuarine Resources**

- a. Lane County Coastal Resource Inventory , Oct. 1978
- b. Lane County Coastal Resources Management Plan, Revised 1991-2007
- c. Siuslaw River Dredged Material Disposal Plan, November 1978, as amended
- d. An Evaluation of Effects of Severe Bank Erosion on the Benthic Macro-invertebrate Community and General Habitat Conditions Near Shelter Cove, Siuslaw River Estuary, Oregon, October 2001

**17. Coastal Shorelands**

**18. Beaches & Dunes**

**19. Ocean Resources**

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## **Funding for Transportation Plan**

This project was funded by the Transportation and Growth Management (TGM) Program, a joint program of the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development. The TGM Program relies on the funding from the federal Transportation Efficiency Act for the 21st Century (TEA-21) and the Oregon Lottery. This report does not necessarily reflect the views or policies of the State of Oregon.

## **Part I: Goals, Objectives, Policies, Recommendations and Background**

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## Introduction

It is the intent of this Plan to:

- Establish a coordinated land use planning process and policy framework to guide land use decisions and related actions;
- Assure an adequate factual basis for those decisions and actions; and
- Comply with the applicable requirements of state law.

The purpose of this Plan is further intended to:

- Provide the Florence City Council with a definite set of policies to guide future development of the community;
- Enable the Council to view specific projects against desirable long-range development decisions;
- Provide a suitable forum for public discussion;
- Convey community concerns regarding physical development problems and opportunities as they relate to social and economic issues; and
- Provide a framework by which standards may be applied to achieve a viable and aesthetically pleasing community.

In formulating this Plan, information was gathered on the physical features of the community, existing land use, population, and employment. The findings were then evaluated, taking citizens' concerns into account, to project population estimates, future land use, and public improvements in community facilities and services. The results were then coordinated to arrive at the goal and policy statements.

As part of this planning process, an area has been identified which is suitable for expansion of the present city limits to accommodate planned population growth and development through the Year 2020. This area is located beyond the City limits and is bounded at its extremes by the Urban Growth Boundary (UGB). An area beyond this has also been identified as an Area of Interest. The City and the County have interests in both the lands within the UGB and those in the Area of Interest. However, only those lands within the UGB are contemplated for annexation to the City of Florence and provision of City services during this planning period.

This Plan reflects an update and refinement of the 1988 City of Florence Comprehensive Plan. The most significant changes are contained in the following chapters of the Plan: 2-Land Use, 5-Natural Resources, 9-Economic Development, 11-Utilities & Facilities, and 12- Transportation Systems Plan.



## **The Community**

The City of Florence is located on the site of the former Indian community of Osceola, meaning “Big Water.” Traders of the Hudson Bay company made the first recorded visit by white men to the Siuslaw Valley in the early 1850’s. The Indian reservation was first opened to white settlers in the 1870’s. The early settlement, said to be named for the wrecked sailing ship, “Florence”, soon recognized its economic potential in available lumber and related resources and large salmon runs. The City developed along the ridge between Quince Street and the river wharf.

Dave Duncan built the first sawmill in 1878. Captain W.A. Cox arrived on the Siuslaw in 1879 and was one of the first captains to navigate a vessel across the Siuslaw River bar. C.W. Hurd arrived in 1883 and helped secure the first school district in the Siuslaw area. William Kyle arrived in 1884 to open his mercantile store, and in 1903, loaded his three-masted schooner “Bella” with 100,000 feet of lumber, 5,000 cases of canned salmon and 250 barrels of salt salmon. His cannery, the second in the city, produced 350 cases of salmon daily at a retail cost of \$5.00 per case! Coastal trade between 1900 and 1903 was so active that the “Eugene Morning Register” accounts for 160 ships and 129 steamers which called on the Florence Port for lumber, salmon and furs.

In 1883, the town had reached a population of 200 people. The first subdivision was recorded in 1887, extending along the north bank of the Siuslaw River. It included 98 commercial and industrial lots and 41 residential sites along Bay Street, First and Second, Laurel, Kingwood, Juniper and Ivy Streets. In the same year, the Morse Addition was recorded between Fourth and 37th Streets to accommodate 3,058 lots. Platting south of the river soon followed. Throughout this time, land speculation was rampant, but population growth was slow.

Florence became an incorporated city in 1893. In 1913, the City Council outlined an ambitious plan for the future:

1. To “build” a City wharf that would be modern and adequate.
2. To construct and man a lifesaving station.
3. To install a telephone system, especially between Florence and Mapleton.
4. To build needed houses quickly for many families in Florence who were still living in tents.
5. To gravel the streets as the planks were too expensive to maintain.<sup>1</sup>

## **Plan Adoption, Amendments, Review and Implementation**

Community-wide goals, policies and recommendations provide the basic framework for the Comprehensive Plan. As such, they are primarily directed to the City government, which has the responsibility for their adoption, implementation, review and update.

Adoption of the Plan represents a commitment by the City to attempt the achievement of what the Plan proposes and is considered by other governmental units, the courts and the public to be a

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<sup>1</sup> Lane County Historian, Lane County Historical Society, Vol. XVI, No 2, Summer 1971.

statement of policy. City ordinances covering development and land use must be consistent with the intent of the Plan. Federal, State, County and Special District land use actions must also be consistent with the Plan.

Amendments to the Plan may be initiated by citizens, citizen groups, the Citizen Advisory Committee, the Planning Commission or the City Council. In any amendment proceedings, the City Council shall obtain the recommendation of the Planning Commission and the Citizen Advisory Committee before taking action on a proposed major amendment. Minor changes which do not have significant effects beyond the immediate area of the change require the recommendation of the Planning Commission. Minor changes may be initiated at any time. Notice of a public hearing for a proposed plan amendment shall be required at least 45 days prior to the first Planning Commission hearing.

A review of the Plan shall be conducted by the City when Notice of Periodic Review is received from DLCD (Department of Land Conservation and Development). The Citizen Advisory Committee and the Planning Commission shall provide the framework for Plan Review subject to the specific requirements of the Periodic Review Work Tasks Agreement between the City and DLCD. The City Council may recommend amendments and upgrades as part of the Plan Review process.

Required inventory information that was not available during the development of this Plan shall be incorporated into this Plan as it becomes available through the Periodic Review and update process.

Implementation of the Plan takes many forms. The most obvious are zoning, subdivision, design review and special land use ordinances. These ordinances must conform to the Plan. The zoning ordinance is more detailed and specific than the Plan. It regulates and restricts specific uses, provides standards for application to development permits and controls the density of population and/or uses in given areas. It also outlines such requirements as height, placement of structures, lot size, amount of open space and other factors. Other implementation measures include public facilities plans and construction, capital improvement budgets, annexation, extension of services, enforcement of the building code, economic development plans, special area plans, and a myriad of other techniques.

## **Comprehensive Plan Effectiveness and Organization**

The Comprehensive Plan consists of:

1. Goals, Policies, Recommendations and Background Information arranged according to the LCDC (Land Conservation and Development Commission) goals and guidelines.
2. Appendices, arranged according to LCDC goals and guidelines, which contain detailed studies, data, implementation plans, facilities plans, agreements and other pertinent information and documents necessary to support the Goals, Policies and Recommendations.
3. The Official Comprehensive Plan Map which is on file at City Hall.

## **Definitions**

### **Goals**

Goals are general statements of intent. They describe the kind of community and environment desired by the City. Generally a goal reflects an ideal that will not change or be invalidated as a result of future developments. In many cases, a stated goal may seem unachievable, but is intended to indicate a direction for continuing effort rather than a point to be reached.

### **Objectives**

Specific ends or targets which would aid in achieving the Goals. Objectives also describe more specific directions in which the City wishes to progress.

### **Policies**

Policies are the positions the City will take in order to reach the Goals. Policies are more specific and are subject to interpretation by the Planning Commission and City Council. They are intended to be used on a day-to-day basis and deal with particular aspects or ramifications of the broad goal stated for each category.

### **Recommendations**

Recommendations are particular actions that should be initiated and implemented to assist in achieving the goals and policies set forth.

### **Shall**

Used in laws, regulations and directives to express what is mandatory.

### **Should**

Used to express what is probable or expected.

The Comprehensive Plan is applicable to all properties within the City of Florence and to properties within the Florence Urban Growth Boundary located outside the City limits. Land which is in the unincorporated area of Lane County, but within the City's Urban Growth Boundary, shall be managed as provided for in the City of Florence and Lane County Joint Management Agreement included in Appendix 14 of this Plan.

## **Coordination with Agencies**

It is the intent of the City of Florence to:

1. Coordinate land use planning actions with affected public agencies and jurisdictions.

2. Work with affected local, County, State and Federal agencies when the Comprehensive Plan is revised and when actions are carried out under the Plan.
3. Assure that the growth and development occurring under actions of those agencies are consistent with the Florence Comprehensive Plan.
4. Cooperate with Lane County on changes to the City's Urban Growth Boundary, and to the greater Area of Interest Boundary, and on management of activities in the unincorporated lands within those boundaries.

The City will participate in regional efforts surrounding such issues as telecommunications, transportation, coastal issues, energy, economic development, provision of services, and any other issues which are of benefit to the City as well as the region.

## **Population**

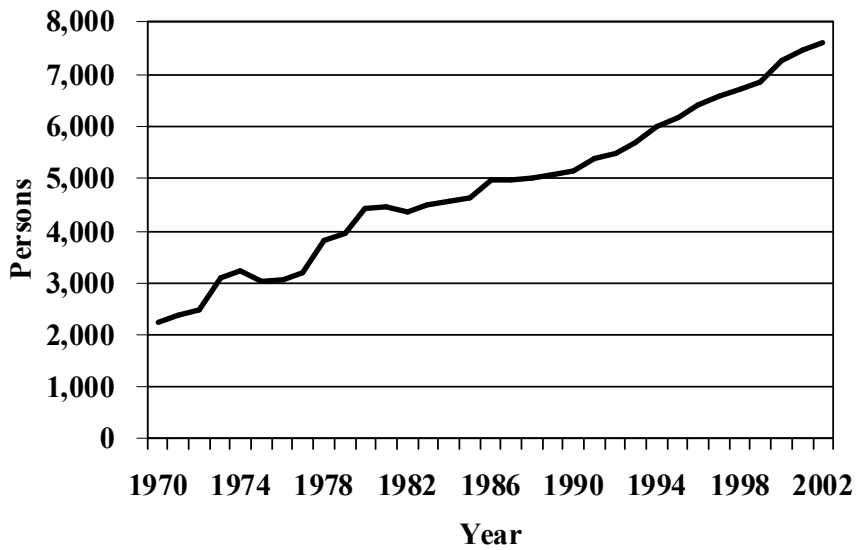
Population history and projections are a critical piece of the data upon which Comprehensive Plans are based. Population history is formed by the population counts taken by the US Census every 10 years, together with annual population estimates provided by The Population Research Center of the College of Urban and Public Affairs at Portland State University. The Population Research Center is designated as the official agency to provide annual population estimates between Census counts.

The Population Research Center determines city population estimates based on changes in housing stock, and population in annexed lands. Cities complete an annual report which includes the number of single family units, multi-family units and mobile homes added during the year, as well as the number of persons in group quarters. The population of annexed lands at the time of annexation is also reported.

Table P-1 and the graph below provide historic population data. These data and the population projections below were updated in March 2004 with the adoption of Comprehensive Plan amendments to incorporate the updated "Florence Residential Buildable Land Analysis" into the Plan and into Appendices 2 and 14; and in 2007 to include the latest population estimates from Portland State University.

In the last 32 years, the population of the City of Florence increased substantially. During the 1970's, the population almost doubled, increasing by 96 percent. Population growth fell off during the 1980's increasing by only 17 percent. Between 1990 and 2000, the population of the City of Florence again increased faster than Lane County as a whole; the city grew at an annual average rate of 3.5 percent compared to the county rate of 1.3 percent.

### Population within Florence City Limits



**Table P-1. Historic Population Data**

Year	Population	Year	Population
1980	4,411	1993	5,705
1981	4,475	1994	6,005
1982	4,375	1995	6,185
1983	4,505	1996	6,400
1984	4,565	1997	6,570
1985	4,645	1998	6,715
1986	4,960	1999	6,865
1987	4,980	2000	7,263
1988	5,020	2001	7,460
1989	5,075	2002	7,600
1990	5,162	2003	7,780
1991	5,380	2004	7,830
1992	5,475	2005	8,185
		2006	8,270

Source:

1. Population Research Center, PSU
2. Annexations
3. 2000 U.S. Census

## Projected Population for Florence City Limits

### Population within the Florence City Limits

Year	Lane County Population	Population within Florence City Limits	Percent of Lane County Population
1980	275,226	4,411	1.6
1990	282,912	5,190	1.8
2000	322,959	7,263	2.3
2025	413,300	13,460	3.3

In 1970, Florence City population was approximately 1 percent of Lane County's population. This increased to 2.3 percent in 2000. Projecting this trend into the future with consideration of recent growth, it is projected that the population of the city will be 3.3 percent of Lane County's 2025 population at approximately 13,460 persons.

### Population Outside Florence City Limits Within the Florence Urban Growth Boundary

In 2000, an estimated 1,488 people lived outside the city limits. Review of residential building permits issued in this area over the past five years showed an average of approximately 25 permits issued per year. Continuation of this rate over the 22-year period from 2003 through 2025 would result in 550 permits. However, since annexation of land within the UGB is likely to occur prior to 2025, the assumed total number of permits was reduced in this analysis by 20% to 440. Using this building permit assumption and subtracting vacant units based on the 2000 vacancy rate and then dividing by the assumed average household size results in a 2025 population of an additional 652 persons outside the Florence City limits and within the UGB. This results in a 2025 projection of 2,140 persons in this area.

### Projected Population in the Florence Urban Growth Boundary

It is estimated that the population within the Florence urban growth boundary increased from 6,334 to 8,750 between 1990 and 2000, equivalent to a 3.3 annual average rate of growth. Adding the 2025 projected Florence City population of 13,460 with the projected population outside the city inside the UGB results in a 2025 population of 15,600. The total 2025 UGB population was thus projected to be 15,600, about 3.8% of the projected Lane County population.

### Population within the UGB

Year	Florence UGB Population	Lane County Population	Percent Florence UGB of Lane County
2000	8,750	322,959	2.7
2025	15,600	413,230	3.8



# **Chapter 1**

## **Citizen Involvement**

### **Goal**

To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

### **Objectives**

1. To encourage citizen input in the preparation of plans, implementation measures and plan revisions.
2. To take into account the desires, recommendations and needs of citizens during the planning process.

### **Policies**

1. The Planning Commission shall act as the City's Committee for Citizen Involvement. (Approved by LCDC, March 1, 1976.)
2. A Citizen Advisory Committee, appointed by the City Council, shall serve in an advisory capacity to the Florence Planning Commission to assure the broadest input during periodic review and post acknowledgment Plan and zoning amendments.
3. The City Council shall ensure that a cross-section of Florence citizens is involved in the planning process, primarily through their appointments to the Planning Commission, Design Review Board, Citizen Advisory Committee and other special committees.
4. Official City meetings shall be well publicized and held at regular times. Agendas will provide the opportunity for citizen comment.
5. Records of all meetings where official action is taken shall be kept at City Hall and made available on request to the public.
6. Planning documents and background data shall be available to interested citizens.
7. The Citizen Involvement Program shall be reviewed annually.
8. Citizen involvement shall be assured in the review and update of the Comprehensive Plan.



## **Recommendations**

1. Funds for citizen involvement purposes should be considered as a part of each year's budget for the Planning Commission.

## Chapter 2 Land Use

### Goal

To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for those decisions and actions.

### Policies

1. Designation and location of land uses shall be made based on an analysis of documented need for land uses of various types, physical suitability of the lands for the uses proposed, adequacy of existing or planned public facilities and the existing or planned transportation network to serve the proposed land use, and potential impacts on environmental, economic, social and energy factors.
2. Land use plans and actions of special districts, County, State and Federal agencies shall be consistent with the City of Florence 2000 - 2020 Comprehensive Plan, as amended.
3. The quality of residential, commercial and industrial areas within the City shall be assured through the enforcement of City zoning, design review, applicable conditions of development approval, parking and sign ordinances, and the enforcement of building, fire, plumbing and electrical codes.
4. Landowner requests for Plan amendments shall meet the following criteria in order for action to be initiated:
  - a. Be based on new information that was either unavailable or overlooked at the time of Comprehensive Plan adoption;
  - b. Include any changes necessary to maintain consistency with City, County, and regional goals, objectives, and functional plans; and
  - c. Be of such a nature that action is required prior to the next scheduled major revision of the Plan.
5. The City shall periodically review its Comprehensive Plan, consistent with State regulation, to determine whether it continues to reflect the public needs and desires, whether there has been a substantial change in circumstances including, but not limited to, the conditions, findings, or assumptions upon which the Plan was based, or whether it is no longer consistent with one or more statewide planning goals. Where it is found that the Plan no longer meets one or more of the above objectives, the City shall pursue a timely amendment of the Comprehensive Plan under the State's Periodic Review guidelines.
6. The City shall conduct an internal review at least once every three years to assess the capacity of sewer, water and stormwater systems including three-year projections of additional consumption using a 3 percent growth rate.

7. The City shall determine estimated additional usage and the impacts of proposed development upon maximum capability for sewer, water and stormwater systems. This information to be included in subdivision and design review staff reports.

## **Recommendations**

1. The City should develop and make available to the public mapping resources through a partnership effort with the Lane Council of Governments (LCOG) and other appropriate agencies.
2. The City should continue to perform appropriate studies and projects, utilizing grants and other funding mechanisms, to improve how land is utilized for meeting the objectives of the Plan.
3. A performance bond, a hold-harmless agreement, or other acceptable financial guarantee should be a standard condition of approval for any development which employs unique or unusual engineering or slope stabilization practices to achieve an element or aspect of that development which is determined by the City to be key to the decision of approval.
4. The City should develop and implement a strategy by the end of Fiscal Year 2002 for enforcement of the provisions of the Zoning Ordinance, applicable development standards and hearing body approvals, and other appropriate Florence City Codes.
5. The City should work with owners and appropriate public, private and nonprofit agencies to bring dilapidated buildings and hazardous structures up to City standards. The City should have the option of condemning, or eliminating through strict enforcement of the appropriate codes, those buildings and structures which cannot, or whose owners will not, be brought into conformance with standards.
6. The City should move to adopt a grading ordinance by the year 2002, which governs land disturbance activities coincidental with the issuance of City development approvals.
7. Land clearing and grading should be prohibited in advance of complying with the City's vegetation clearing permit provisions or issuance of a building permit.
8. By the end of the year 2002, the City should develop a method for determining what measures should be taken, together with a schedule for action, to prevent reaching maximum capacity levels of sewer, water and stormwater services in advance of scheduled phasing.
9. The City should facilitate a public review of capacity of such urban services as traffic flow, schools, fire, police, and parks in conjunction with the review of City service capacities under Policy 6, General Policies of this Chapter.

## **Background**

Discussion of the projected 20-year Land Use Plan for lands within the Florence UGB is divided into the following general sections: Residential, Commercial, Industrial, and Other Plan designations. The Land Use Plan is accompanied by a Land Use Map. The 2000-2020 Land Use Plan provides analysis and discussion of anticipated issues for each section, as well as presenting important goals, policies and recommendations for consideration by all using the Plan. For a more complete discussion of the inventory and analysis forming the Land Use Plan, see Appendix 2.

The Land Use Plan portrays where and how development is envisioned to occur over the 20-year planning period. Most of that development is to occur on urban lands within city limits. The Land Use Plan Map (Map 2-1) includes separate designations for the various categories of land use. The 2000-2020 Land Use Plan and Map also includes “post acknowledgment” amendments to the 1988 Comprehensive Plan previously approved by the Florence City Council, the Lane County Board of Commissioners, and accepted by the State’s Land Conservation and Development Commission (LCDC). This Plan also addresses new economic and land use trends, and facilitates new objectives for the growth, development and continued livability of the Florence area.

Florence is growing in population, primarily those individuals 65 years of age and older, and is growing faster than Lane County and most other coastal communities in Oregon. Between 1980 and 1990, population growth was 1.5% average annual growth. Its population growth rate since 1990 has exceeded 3.5% average annual increase, although that rate is not projected to be sustained through the 20-year planning period. Florence continues to survive economically as an ideal retirement spot and as a seasonal tourist destination. Recently it has also attracted businesses and retail development who see an opportunity for Florence to serve a more regional role. Certainly, Florence is distant from its nearest cities, i.e., Eugene to the east, Yachats, Waldport and Newport to the north and Reedsport to the south. Rural communities like Glenada, Dunes City, Mapleton, Swisshome, and Deadwood, as well as those populated subdivisions surrounding area lakes, depend on Florence for meeting their daily shopping needs, medical facilities, and other commercial services. The completion of the Pacific View (Kingwood) Business Park, and improvements to the Municipal Airport also serve to attract businesses.

The 20-year Land Use Plan has been developed to accommodate continued growth at a reasonable rate, allowing development to occur consistent with expected demand, directing it to urban areas with suitable transportation and other public infrastructure, while protecting critical resource lands within the city limits and within the urbanizable lands. The Plan encourages conversion of lands from less intensive uses to more intensive uses in appropriate areas, and assumes full utilization of vacant, undeveloped or underdeveloped lands within the UGB. This 20-year Land Use Plan should be reviewed at least once during the 20-year period covered by this plan to determine its adequacy in continuing to accommodate population or employment trends, possible economic shifts, or other anticipated occurrences of a significant magnitude that might affect the 2000 -2020 Comprehensive Plan.

# Residential

## Goal

To create residential living environments that satisfy a wide variety of local and regional population needs and desires and which add long-term community value.

## Policies

1. The City shall encourage the use of residential planned unit development subdivisions and may trade off some conventional zoning requirements and density limitations in order to achieve:
  - high quality, innovative residential lot and building design,
  - incorporation of unique land forms into the final subdivision design,
  - significant open space not otherwise achievable through a conventional design,
  - on-site amenities reflecting the need for both active and passive recreational facilities,
  - natural resource protection, where identified as part of a preliminary site investigation report,
  - a mix of dwelling unit types and densities, and a mix of residential, commercial, and recreational uses, where appropriate.
2. The City shall initiate an evaluation of its residential ordinances within two years of adoption and acknowledgment of this Plan with respect to increasing residential densities through the use of smaller lot sizes, encouraging cluster developments, and providing developers with density bonus options based on public benefit criteria.
3. Where conventional subdivision techniques are employed for a residential development, no more than the base level of density under the applicable zoning district shall be considered available.
4. Residential developers shall expect, in order to obtain subdivision approval, to provide streets of a suitable width and cross-section, sidewalks, other transportation facilities consistent with the Transportation System Plan, conveyance of natural drainage flows through the site, stormwater management systems, appropriate traffic safety signs and street lights, and normal and incidental public and quasi-public utilities including water, sanitary sewer, stormwater, and underground electric, cable, telephone and potentially fiber optic cable.
5. Residential development shall be discouraged in areas where such development would constitute a threat to the public health and welfare, or create excessive public expense. The City continues to support mixed use development when care is taken such that residential living areas are located, to the greatest extent possible, away from areas subject to high concentrations of vehicular traffic, noise, odors, glare or natural hazards.

6. Existing residential uses in residential zoning districts and proposed residential areas shall be protected from encroachment of land uses with characteristics that are distinctly incompatible with a residential environment. Existing residential uses in commercial and industrial zones shall be given the maximum practicable protection within the overall purposes and standards of those districts.
7. The use of upper levels of commercial structures for residential living shall be encouraged where such a mix will add to the overall vitality of the immediate area.
8. An adequate supply and mix of housing types (single family, duplex, multiple family) shall be maintained throughout the 20-year planning period for all projected ages and income levels.
9. The City shall permit a manufactured home to be located in any residential area in accordance with Oregon law, the provisions of the City's zoning code and applicable building and specialty codes.
10. Single family residential uses (including manufactured homes) shall be located in low and medium density residential areas, and shall be discouraged from high density residential areas to protect that land for the intended uses.
11. New residential subdivisions shall dedicate rights-of-way and construct pedestrian and bicycle trails in accordance with the City's Transportation System Plan or where the extension of an existing pedestrian and bicycle facility is warranted as a logical extension of that city wide transportation system.

## **Recommendations**

1. During construction of residential infrastructure for new subdivisions, clearing and grading activities should be limited to that work required to build streets, water and sewer lines, electric, cable and phone, and stormwater management improvements, leaving residential lots, common areas and other open space undisturbed until subsequent City approvals are obtained for housing development.
2. Where multiple family residential densities and uses are appropriate within city limits, use of such lands for new single family residential development should be prohibited by zoning.
3. Development standards should be amended as necessary to encourage the protection of significant natural land forms, historic drainage patterns, and large areas of significant native vegetation or individual specimen trees.
4. City Codes should be amended to encourage innovative housing types and subdivision layouts which embrace new trends in residential living and promote neighborhoods within the Florence community.

## **Residential Plan Designation Categories and Background**

The 20-year Land Use Plan Map designates lands Residential that are appropriate for residential land uses and development within the UGB. The *Florence Residential Buildable Land Analysis*, adopted March, 2004, (Appendix 2 and Appendix 14) concluded that those lands so designated comprise a sufficient supply of buildable lands to accommodate all expected types of housing and all anticipated income levels for the 20 year planning period, as required by State law. Not all lands designated Residential on this Map are necessarily buildable. It is understood, and acknowledged in the *Residential Buildable Land Analysis*, that physical and environmental constraints do exist. A comparison of this Map should be made with the Environmental Constraints Map found in Chapter 7 to identify possible constrained areas. It is further understood that onsite work may be required of an owner or developer to identify more precisely the location and degree of any potential physical and environmental constraints. Even discounting non-buildable lands, the 2004 study concluded that a sufficient supply of buildable lands remains to satisfy the expected residential housing demand for the 20-year planning period.

However, by 2000, it was becoming apparent that the high growth rate in Florence was utilizing residential lands at an accelerated rate. The City debated whether to prepare an updated Residential Lands Analysis at that time or to continue with a much delayed completion of periodic review. It was decided to complete periodic review and to deal with the need for expanded residential lands as a post-acknowledgment Plan amendment. The updated analysis was adopted in March, 2004 and is included in Appendix 2.

The areas designated Residential on the Land Use Map have been changed from that of the 1988 Comprehensive Plan. Approximately nine acres of land previously designated Marine and Especially Suited for Water Development (ESWD) have been redesignated Residential. That action was co-adopted by the City and County in 1996 and later acknowledged by the State. A total of 160 acres of residentially designated land has also been added to the UGB as previously explained, in the Munsel Lake and Ocean Dunes areas of Florence. In all, approximately 170 acres of residential land have been added to the Residential designation.

Some residential designations have also been modified or deleted from the 1988 Land Use Map. Approximately 65 acres of residentially designated lands have been recommended for mixed use development for office/institutional/associated limited commercial together with medium and high density residential uses within the West 9th Street Area. Approximately 30 acres of land abutting Highway 101 near its intersection with Munsel Lake Road are now recommended for commercial use within the North Florence Commercial Area. Other lands not specifically designated Residential are also available for meeting the future residential land needs. For example, the Plan's Waterfront designation promotes a mix of residential and retail/tourist commercial uses. Already successfully underway in the Old Town area of Florence is the development of upper level residential apartments along with new or redeveloped commercial uses in many locations. As an implementation measure, the City's Waterfront zoning district provides for this mix. Mixed use developments are also provided for in the new Mainstreet designation and zoning district and in the existing commercial designation and Commercial Zoning District. Additional lands have been designated for high density housing.

The Residential designation on the 1988 Plan did not differentiate between residential housing types and densities, yet density is important to the success of the Comprehensive Plan in many ways. Single-family residences, duplexes, triplexes, fourplexes, apartments and condominiums are all covered by the Residential designation, although the type of dwelling that is actually established is largely determined by underlying zoning.

The 2000-2020 Plan differentiates between residential housing densities as noted below:

### **Low Density Residential**

**The Low Density designation** is intended for areas where existing lot sizes are in the neighborhood of 9,000 square feet or larger, and for areas where environmental constraints preclude smaller lots. The corresponding zoning district is Restricted Residential. This designation provides primarily for single family homes and for manufactured homes meeting certain minimum standards. This designation comprises approximately 1,009 acres.

A portion of these lands includes privately owned sand dunes suitable for non-motorized sand related recreational activities. Since the ownership also has a sand mining permit, the life of this resource and associated recreational use is time limited. Sand mining and non-motorized recreational uses would most appropriately be included as a Conditional Use in the Restricted Residential District. Access to Highway 101 will likely be limited by ODOT. Any plans should include provision for access via the extension of Oak Street and West Munsel Lake Road.

### **Medium Density Residential**

**The Medium Density designation** is intended for areas where existing lot sizes are in the neighborhood of 5,000 – 6,500 square feet, and for the majority of developable land remaining in the City, as well as urbanizable lands east of Highway 101. The corresponding zoning districts are Single Family Residential and Manufactured Home. Single family homes and manufactured homes meeting certain minimum standards are allowed. Duplexes are a conditional use. This designation comprises approximately 1,413 acres.

### **High Density Residential**

**The High Density designation** is intended for areas which are already developed as multi-family uses, and for development and redevelopment areas close to parks, schools and shopping. Lot sizes are, or would be, less than 5,000 square feet per unit. The applicable zoning districts are Multi-family and Mobile/Manufactured Home. The Mobile/Manufactured Home District allows single-wide units in mobile home parks. This designation comprises approximately 203 acres.



## **Heceta Beach Neighborhood Cluster**

Lands surrounding the junction of Heceta Beach Road and Highway 101 are designated the Heceta Beach Neighborhood Cluster. In addition to the Neighborhood Commercial Gateway District at the northwest corner of the intersection, other lands are designated for medium and high density housing to meet the need for such housing within the community. In order for such housing to be built economically enough to allow pricing in the less than \$100,000 per unit range, it is necessary to designate sufficient land to allow economies of scale to apply to the construction. Residential lands designated on the Comprehensive Plan Map within the Heceta Beach Neighborhood Cluster will be available for the development of a mix of housing units at densities not exceeding 6000 square feet per unit. Housing developments may include a mix of duplexes, triplexes, townhouses and multi-family units, as well as single family units, with a mix of owned and rented units. The location of the various types of housing units should be planned around the capability of the land in a manner which allows natural features such as significant wetlands become an open space feature within the housing complexes. Access shall be to streets other than Highway 101, and shall be designed to utilize the parallel local collector streets, Oak Street on the west, and Spruce Street on the east. The Heceta Beach Road intersection with Highway 101 will be signalized when warrants are met, and shall be designed with curb extensions to allow safe pedestrian crossing on all legs of the intersection. Traffic signals and pedestrian crossings require approval by the State Traffic Engineer.

New housing starts have been occurring since the 1988 Plan in all dwelling categories: single family detached and manufactured homes, duplexes, triplexes and fourplexes, and apartments and condominiums. However, the largest preference is for single family residences, either stick-built or manufactured homes, on individual lots. Now that Oregon law treats both housing types alike, the 2000-2020 Plan no longer differentiates between the two. Annexations within the UGB will continue to increase the City's inventory of residential lots available for development. Several large multiple unit developments have been established since 1988. These are primarily to respond to an elder apartment/assisted-living market, although a 48-unit low and moderate housing development was completed in late 1999.

City code allows planned unit development in all residential districts. Greentrees (approximately 500 manufactured/mobile homes) and Florentine Estates (approximately 400 manufactured homes) are both PUDs. Use of the PUD ordinance also provides for innovative housing such as the Cottages at Ocean Dunes and Marine Manor – 18 zero-lot line, single family units. These PUDs are consistent with SMART development concepts of narrow streets, increased density and neighborhood amenities.

Some residential subdivisions, both inside city limits and within urbanizable lands which were developed prior to 1995, have experienced infrastructure problems, stormwater deficiencies, slope failures, flooding due to high groundwater tables and invasive weed infestations. An objective of this Plan is to insure a more consistent application of development standards to future residential developments so as to avoid these problems of the past. Regardless of the type of residential development or subdivision, minimum development standards need to be provided and public or private facilities adequately maintained for the life of that development.

## **Commercial**

### **Goal**

To utilize appropriately designated land for the development of commercial businesses and establishments in a manner that provides for the needs and desires of the Florence resident, tourist, and regional marketplace while enhancing the attractive nature of this coastal community.

### **Policies**

1. The City shall maintain an adequate inventory of commercial lands for the planning period to accommodate a sustainable level of commercial goods, services and trade to Florence and surrounding area residents, tourists, and to a limited extent, regional markets.
2. In order to provide for timely expansion and growth of commercial development, the City shall undertake Comprehensive Plan review required by state law.
3. The City shall promote the efficient use of available lands designated for the establishment of commercial uses.
4. The City shall encourage commercial developments which enhance their surroundings through the on-site use of attractive architecture, relative scale, abundant landscaping, vehicular access improvements and appropriate signage.
5. The City shall consider landowner and merchant incentives for revitalizing older commercial areas, employing adaptive reuse techniques, and reintroducing stores and services where supporting infrastructure, compatible uses, and vehicular and pedestrian access exists.
6. All commercial developments shall be expected to meet a minimum level of improvement and development standards, either initially or at the time of reuse or redevelopment.
7. Commercial areas shall be planned in relation to the capacity of existing and future transportation systems and public infrastructure (sewer, water, stormwater).
8. Any northward expansion of commercially designated lands along Highway 101 and eastward along Highway 126 shall be consistent with the land use element of the Comprehensive Plan.
9. Commercial facilities along highways and arterials shall be designed to avoid congestion through alternative local street access or consistent with the City's access management guidelines found within its Transportation Systems Plan.
10. Within the Old Town area, commercial redevelopment or infill shall encourage compatibility with the character of the surrounding area, including architectural characteristics,

the unique physical nature of the Old Town area, and views of the Siuslaw River, and shall not adversely impact the development potential of adjoining properties.

11. Development on the Middle School sites shall be consistent with the Florence Downtown Implementation Plan, September 1999.

## **Recommendations**

1. In order to encourage the revitalization and redevelopment of older commercial areas, the City should initiate and entertain constructive amendments to its ordinances and standards.
2. Within the Old Town area, the commercial core area south of 21st Street, and in the West 9th Street area, the City should encourage the mixed use of commercial buildings with residential living opportunities on the upper floor(s).
3. The City should ensure that vacant commercial lands are efficiently utilized by encouraging parcel consolidation, proper subdivision design, and redirecting inappropriate uses to more compatibly planned and zoned lands within the Florence area.
4. The City should discourage the establishment of itinerant businesses that do not meet the same design standards as permanent commercial uses.
5. The City should rely on its site design guidelines and standards for objectively evaluating each new development proposed pursuant to its design review process.
6. Commercial developments, commercial planned unit developments, and commercial subdivisions should include adequate provisions for pedestrian and bicycle access including sidewalks, bike lanes, bike racks, benches and appropriate safety signage and lighting.
7. Local improvement districts for streets, sidewalks, curbs and gutters, parking and other public improvements should be encouraged in commercial areas for the purpose of rejuvenating commercial neighborhoods.
8. Neighborhood commercial development should be permitted in residential areas where a need exists, if properly situated, and subject to appropriate neighborhood commercial zoning.
9. Heavy commercial uses such as contractors' yards; sand, gravel and landscape material supply yards (wholesale and retail), lumber yards, concrete batch plants, truck and equipment rental and leasing with outside storage of vehicles and equipment, salvage operations and other similar uses should be encouraged to locate or relocate in the Airport Business Park or in the Limited Industrial/ Commercial District on Highway 101. Expansions of such uses in other districts should be limited to expansions on the existing site only.

- 10. Commercial developments should provide minimum a landscaped buffer and/or a minimum six foot high solid wood fence or architectural block wall as provided in the table below when proposed abutting land planned or used for residential development.

Adjoining Land Use / Zoning	Landscaped Buffer	Fence or Wall
Abutting single family zoning or use	35 Feet	6' solid wood fence or architectural block wall
Abutting duplex, triplex or townhouse zoning or use	25 Feet	6' solid wood fence or architectural block wall
Abutting multiple family or condominiums	15 Feet	6' solid wood fence or architectural block wall

- 11. The City should initiate an ordinance revision by 2002 which requires that any change in commercial use, redevelopment, or reopening of a vacant commercial use, will comply with at least the minimum zoning ordinance provisions in effect at that time.
- 12. Waterfront commercial development within Old Town should be architecturally compatible with existing waterfront buildings and structures in terms of scale, massing, building materials, and signage, and should maintain reasonable views of the Siuslaw River by the general public through the groupings of buildings, reasonable height limitations, and pedestrian access. Parking should be in commonly owned interior parking lots where possible.
- 13. The City will work with the School District and the Port of Siuslaw for redevelopment of the Middle School site and may provide infrastructure to help meet the City's goals of an anchor hotel development.

**Commercial Plan Designation Categories and Background**

Lands within the City are designated for commercial uses and developments on the Land Use Plan Map.

**Neighborhood Commercial Gateway**

Within urbanizable lands outside city limits, pre-existing commercial uses in Lane County near the intersection of Highway 101 and Heceta Beach Road are designated Neighborhood Commercial Gateway District. The purpose of this District is to provide small scale shopping and service opportunities for neighboring residential developments, while being designed in a way which provides a pleasant North Gateway entrance into Florence.

Expansion of this pre-existing commercial area is not recommended for the 20-year planning period. New commercial development is to occur within city limits where vacant lands and urban services are available. No other urbanizable lands are designated in this Plan for commercial use. The Commercial designation at Driftwood Shores and the adjacent parking area and the tavern located at 88274 Rhododendron Drive are retained in this Plan.

Inside City limits, commercial lands are designated Commercial, Highway, North Commercial, Mainstreet and Waterfront on the Land Use Map. Another commercial designation has been added in the West 9th Street Area titled “Professional Office/ Institutional”.

## **Commercial**

An area between approximately Highway 126/9th Streets and 21st Street is designated Commercial on the 2000-2020 Land Use Map. This area straddles Highway 101, varying in depth from one to two blocks east and west. Retail and service commercial uses are appropriate for this area, as are professional offices and motels. Residential, in the form of second-story apartments over ground floor commercial, is also an appropriate accessory use. Commercial uses should be conducted primarily within a building, facilitate both vehicular and pedestrian access, and relate to surrounding buildings in terms of scale and street orientation. Architectural and site design guidelines are appropriate for both new development and redevelopment.

Also included in the Commercial Designation are lands north and south of Highway 126 and east of Quince Street. These are lands designated Highway in the 1988 Comprehensive Plan and designated for commercial use by Lane County. Retail and service commercial, professional offices, lodging and restaurant establishments are appropriate uses for this area. Upper story residences are encouraged where they can be protected from highway impacts.

## **North Commercial Node**

A new area within city limits has also been designated Commercial on the Land Use Map. The North Commercial Node (NCN) has been established to address recent interest in regional commercial development where opportunities exist for large single parcels or consolidation of vacant parcels. Available parcels in existing commercial districts are less conducive for such large retail developments due to parcel sizes, multiple ownerships, and existing viable developments. The NCN establishes a second core commercial area for conveniently serving the northern residential developments. A more detailed discussion of the North Commercial District is found under Specific Plans in this chapter of the Comprehensive Plan.

Large retail and service commercial uses are appropriate for lands designated NCN, as are professional offices and motels. Residential use of lands designated NCN should be discouraged except in conjunction with commercial uses. Highway commercial uses are

typically more auto-oriented due to their proximity to Highway 101. Existing and proposed heavy commercial uses not dependent on Highway 101 frontage should be encouraged to utilize lands designated Industrial rather than occupying lands designated NCN.

## **Highway**

No changes have been made to the areas within city limits designated Highway Area on the 2000-2020 Land Use Plan, with three minor exceptions. Lands within the North Commercial Node (NCN) lands abutting Highway 126 east of Quince Street and certain lands located between Pine and Oak Streets were previously designated Highway.

## **Waterfront**

Under the guidance of the Downtown Implementation Plan, the Waterfront District has been expanded, and the language in the implementing Zoning District revised to provide for: building alignment at the rear of sidewalks, wider sidewalks, interior parking lots, and architectural guidelines. No changes are proposed to the Port of Siuslaw property designated Waterfront/ Marine, consistent with the ESWD amendments adopted by the City and County in 1996 and later acknowledged by DLCD. This action increased the area designated Waterfront. Lands designated Waterfront on the 2000-2020 Land Use Map are suitable for retail, office, and service commercial uses, hotels, bed and breakfast uses, and other tourist-oriented establishments. Residential use of lands in the form of second story apartments over ground floor commercial uses is strongly encouraged. During the early part of the 20-year planning period, the Port of Siuslaw's boardwalk project near Nopal Street should be completed and have very positive effects on the Old Town area, while providing convenient access to views of the Siuslaw River estuary.

Within the area covered by the Downtown Implementation Plan (adopted Sept. 1999), three key properties within several hundred yards from one another are expected to be available for redevelopment during the 20-year planning period. Two of those properties, located on Quince Street, are owned by Siuslaw School District 97J, and contain the middle school, high school football field and school bus barns. The bond measure for the funding of the new facilities passed, and plans for the new site have received master plan approval from the City. The District has begun construction at their intended site between the elementary and high schools on Oak Street with completion planned in 2002. In addition, the old elementary school site, located along 6th Street near Highway 101, was sold by the School District to a private developer who has utilized the facility for a series of small scale commercial uses. It is likely, however, that the old school site will attract a redevelopment proposal due to its size, single ownership, and clear visibility from Highway 101.

Under the guidance of the Downtown Implementation Plan, the City should work closely with Siuslaw School District 97J to plan for the redevelopment and marketing of the middle school site. Because this site lies immediately east of the Florence Events Center and provides scenic views of the Siuslaw river estuary, its highest and best use might be a high quality hotel development. Such a tourist related development could increase use of

the Events Center as Florence's premier conference facility and house visitors in close proximity to Florence's Old Town shops and restaurants, cultural activities and scenic resources. A more detailed discussion of the Downtown Plan is found under Specific Plans in this chapter.

Also included in the Waterfront District is the proposed Siuslaw River Bridge Interpretive Wayside located at the west end of Bay Street under the Bridge.

## **Mainstreet**

Also under the guidance of the Downtown Implementation Plan, a new commercial district, the Mainstreet District, is established. This District applies to lands previously designated Commercial lying between the Siuslaw River Bridge and Highway 126 along both sides of Highway 101. The purpose of this District is to encourage the redevelopment of this section of Highways 101 and 126 as a more traditional downtown commercial area, rather than as a highway-oriented commercial center. Retail and service uses, restaurants, lodging facilities, community buildings and other similar uses are appropriate uses in this District. As properties redevelop, the goal is to relocate buildings to the rear of the sidewalks, provide for wider sidewalks and pedestrian amenities, provide for on-street parking and shared interior parking lots, and establish architectural guidelines. Residential use of upper stories is encouraged. Remaining Highway lands on Highway 126 are redesignated Commercial.

## **Professional Office/Institutional**

The West 9<sup>th</sup> Street planning area west of Kingwood Street has been redesignated from Residential to Professional Office/Institutional. Medium and high density residential use of part of that area is envisioned. The also recognizes the trend of development of professional office, government and institutional uses which has occurred with the establishment of the Peace Harbor Hospital in late 1989, the Health Associates office complex, and the Florence Justice Center in 1996. A more detailed discussion of recommendations for that planning area is found in the Specific Plans section of this chapter.

## **Industrial**

### **Goal**

To develop industrially planned and zoned lands within the Florence area for suitable research and development, manufacturing, processing, assembly, storage and distribution, construction and development-related uses, and airport-related uses.

### **Policies**

1. The City shall encourage development of the City's Pacific View (Kingwood) Business Park which has been planned, zoned and for which infrastructure is provided, to readily

accommodate suitable light industrial, and research and development uses and to provide for businesses and industries which provide family wage year-round employment.

2. The City shall encourage development of the Port of Siuslaw's industrial lands located west of Pacific View Business Park. The City will work with the Park through a cooperative effort in planning, marketing, and providing infrastructure whenever it is in the City's interest to do so.
3. The City shall encourage continued use of the City's Airport Industrial Park for location and operation of heavy commercial and light industrial uses.
4. The City shall maintain lands planned and zoned for industrial uses within Industrial zones free from the encroachment of incompatible land uses such as residential, public or private schools and day care centers, active parks, or retail use as a principal use.
5. The City shall encourage development of heavy commercial uses, such as the construction and development industries, within industrially planned and zoned lands.
6. New industrial development shall observe the City's performance standards regulating noise, glare, dust, odor, and fire hazards to insure that the City's clean air, water and other natural resources are not adversely affected by such development.

## **Recommendations**

1. The City should continue to support lands within City limits planned and zoned for industrial developments by providing adequate vehicle access, water, sanitary and storm sewer, and prevent the encroachment of incompatible land uses which could limit the effectiveness of such areas to attract development as planned. Developers may be required to share a portion of those costs on a pro-rated basis.
2. The City should continue to provide municipal airport access to adjoining industrial uses as a feasible alternative mode of transporting manufactured goods and supplies to and from the Florence area.
3. Industrially-related traffic, typically involving heavy vehicles, should not be routed to and from industrial areas through residential neighborhoods and commercial core areas with the exception of Highways 101, 126/9th Street, Kingwood, 27th and 35th Streets.
4. Sufficient site planning should be conducted as part of development of an industrially zoned property to allow for adequate on-site circulation, parking and loading for autos and heavy vehicles, access for emergency vehicles, and stormwater drainage to provided facilities.
5. Where industrial sites front on Kingwood Street or Pacific View Drive or Highway 101, adequate measures should be taken by developers to landscape the lot frontage, and, when present, incorporate native vegetation into such plans.



6. Industrial developments should provide a landscaped buffer and/or a minimum 6 foot high solid wood fence or architectural block wall as proposed in the table below when proposed abutting land planned or used for residential development.

<b>Adjoining Land Use / Zoning</b>	<b>Landscaped Buffer</b>	<b>Fence or Wall</b>
Abutting single family zoning or use	35 Feet	6' solid wood fence or architectural block wall
Abutting duplex, triplex or townhouse zoning or use	25 Feet	6' solid wood fence or architectural block wall
Abutting multiple family or condominiums	15 Feet	6' solid wood fence or architectural block wall

## **Industrial Plan Designation Categories and Background**

The Land Use Plan designates lands suitable for industrial land uses and development. Those lands are shown on the Land Use Map east and west of Highway 101, north of the City limits, lands near the Florence Municipal Airport, on lands owned by the Port of Siuslaw and Lane County and lands owned by private owners and the City of Florence.

The July 1997 Commercial and Industrial Land Use Analysis concluded that there were sufficient industrially designated lands for the 20 year planning period. By 2000, it had become apparent that, while adequate industrial acreage existed, there were no designated lands for relocation/expansion of existing industrial uses requiring large land area such as concrete batch plants, excavating contractors and other primarily construction related businesses. A revised Industrial Lands Inventory (Appendix 2) was prepared, resulting in the designation of lands along Highway 101 north of the present (2000) City limits for such land extensive industrial uses.

### **Service Industrial (SI)**

In the UGB north of the present city limits, industrially planned lands are designated Service Industrial (SI) in the area located between the North Commercial Node and the Heceta Beach Neighborhood Cluster along Highway 101. The purpose of the SI is to provide lands for construction and development service businesses and related uses, while continuing the North Gateway theme begun in the Neighborhood Commercial Gateway District. There are no other appropriate or available lands within the City or the UGB for these uses. The use of heavy vegetation and berms will be used to separate the business/office structures along Highway 101 from the processing, storage, maintenance, and other more industrial functions to be located at the rear of the berms. Access to these

sites shall be by shared driveways onto Highway 101 in the short term, and via Oak and Spruce Streets in the long term after these streets are developed.

A portion of these lands includes privately owned sand dunes suitable for non-motorized sand related recreational activities. Since the ownership also has a sand mining permit, the life of the resources and associated recreational use is time-limited. Recreational use would most appropriately be included as a conditional use in the SI Zoning District. Access to Highway 101 will likely be limited by ODOT. Any plans should include provision for access via West Munsel Lake Road and Oak Street.

## **Business/Industrial Park**

Other industrial lands include the 14-acre Airport Business Park, and the 70-acre Pacific View (Kingwood) Business Park. Kingwood Street runs from 9th Street north through these two parks, and terminates at 35th Street. Kingwood Street, Ninth, 27th, and 35th Streets provide vehicular access to these two parks. The Pacific View Business Park is an economic development effort of the City and is intended to attract uses that bring family wage jobs to Florence in an effort to replace some of those jobs lost as a result of declines in the timber and fishing industries. Lots within this park in the area of Pacific View Drive north of 27th Street are intended for research and development, professional office, and other light industrial uses that may wish to take advantage of the scenic views of the Pacific Ocean and the Siuslaw River to the west. Pacific View Business Park has some Federal Aviation Agency stipulations regarding leasing of certain lots, and a portion of the park is subject to the City's airport overlay district zoning regulations restricting height of buildings.

The Port of Siuslaw obtained 40 acres west of the City's Pacific View Business Park from Lane County in 1998 for economic development purposes. The Port's plans for development of this property will continue to develop during the 20-year planning period. Development of the Port-owned 40-acre site shall be sensitive to the adjoining residential land uses to the north and to the west, and shall observe any height limitations imposed in the airport clear and transitional zones. Access to this property shall be from the east, resulting from the extension of Pacific View Drive within the Pacific View Business Park. Undisturbed buffers of 100 feet shall lie between proposed industrial uses and those adjoining residential developments (beginning at the property line). Although zoned Limited Industrial, use of the City's planned unit development ordinance should be encouraged to promote a high quality, coordinated development of these uplands promoting extremely significant estuary, dune and ocean views. Reductions in buffers up to 50% may be considered for research and development or office uses which address compatibility issues with adjoining properties through high quality architecture, significant landscaping and screening, protection and use of existing vegetation or dunal formations, and compatible building massing.

Roughly 30 acres of privately owned industrially planned property lies west of the airport, backing up to the Greentrees residential PUD. This land is currently without public street access, as 12th Street is unopened, and contains only half of the necessary public street right-of-way. If access is provided to this private land for industrial purposes, it should

come via 12th Street from Kingwood Street. Access should not be provided via Rhododendron Drive due to the scenic designation of Rhododendron, the residential nature of that street, and the close proximity of that street extension to Greentrees residential PUD. Should this land not develop industrially as planned, a more appropriate designation should be considered as part of subsequent Plan updates, or the City might consider its public acquisition to serve as a long-term buffer to airport uses.

## **Marine**

The remaining industrial areas are the Marine District lands owned by Lane County located south of the Port's 40 acre Limited Industrial site, and the Waterfront/Marine lands owned by the Port of Siuslaw and by private owners in Old Town. These lands are intended for development of water-dependent industrial, recreational and commercial uses and associated water related uses.

## **Other Plan Designations**

### **Goal**

To recognize there are a number of land use types that do not fit into the Residential, Commercial, or Residential land use designations.

### **Policies**

1. The City should recognize unique land uses, sites, and/or ownership patterns and should provide for flexibility in the land use system to address unique situations while remaining consistent with City goals and policies.
2. Establishment of additional land use designations shall follow standard government process as set forth in this Comprehensive Plan, local ordinances, and state statute.

### **Public**

is intended to identify existing public and semi-public uses including public parks, schools, community colleges, cemeteries, and other public buildings as well as major utility facilities. Planned locations for such facilities are also included within this designation; however, future sites and public facility developments may take place within other plan designations subject to need and appropriate review.

### **Private Open Space**

is intended to identify areas where the predominant character is a less intense development pattern consisting of natural uses or open areas. Uses may include crop production, recreation, animal grazing, fish and wildlife habitat, etc... If development occurs in these areas, it shall be in such a manner that maintains the natural features of the site. Natural features include but are not limited to drainage ways, wetlands, scenic vistas, historic ar-

eas, groundwater resources, beaches and dunes, sensitive species, etc... Development within a Private Open Space area may occur subject to the Planned Unit Development process.

## **Specific Plans**

Within city limits, several key planning areas require additional study and guidance for their development over the 20-year planning period. These are:

- North Commercial Node
- West 9th Street Area
- Florence Downtown
- Pacific View Business Park

## **Land Use Plan - North Commercial Node (NCN)**

The North Commercial Node (NCN) is located around the four corners of the intersection of Highway 101 and Munsel Lake Road with an extension to the east accessing to Munsel Lake Road. The area is bounded on the north by two “gateway” type districts – the Heceta Beach Neighborhood Cluster/Neighborhood Commercial Gateway District, and the Service Industrial District. Both of these districts contain standards for increased landscaping and buffering in order to create and maintain a pleasant North Gateway entrance to Florence. The North Gateway is complemented by the East Gateway on Highway 126 and the South Gateway on Highway 101 at the Siuslaw River Bridge, both of which are part of the Downtown Implementation Plan.

The goal of the NCN is to provide locations for large retail facilities and associated uses, while providing for a continuation of an aesthetically pleasing north entrance to Florence. Attention to building and site design, as well as provision of carefully designed and located landscaping should provide a pleasing entrance while still allowing large retail establishments. Subdivisions of existing parcels will not be permitted, except as part of a master plan for an entire parcel or parcels.

Residential development at urban densities has already occurred generally in the area north of 30th Street. This development is anticipated to continue at higher densities over the 20-year planning period as public sewer is extended and annexations occur. The City is attempting to distribute business and commercial activity in discrete areas around the community in locations which will reduce travel time on state and local roadways by locating those areas near concentrations of housing. Several areas have been so designated, such as the West 9th Street Professional Office/Institutional Mixed Use area, the Florence Downtown Mixed Use Area, the Pacific View Business Park, and now the North Commercial Node.

Testimony during the Fred Meyer hearings indicated a need for shopping facilities providing general merchandise of a day-to-day nature such as clothing and general household merchandise. The City has not done a detailed market analysis to determine the exact need for such facilities, but did analyze lands available which provided a reasonable selection of sites for the planning period.

Analysis of available commercial lands for larger lot commercial development has determined that large tracts of vacant and underutilized land with suitable highway access are, for the most part, located in the NCN. The approval of the Fred Meyer development also set the framework for traffic improvements at the Highway 101/Munsel Lake intersection which support additional commercial development, as well as for extension of parallel local roads (Oak and Spruce Streets) for local access. Lands identified in the NCN total approximately 85 acres, of which approximately 57 acres are available for development.

Five potential redevelopment sites for large retail uses were also identified, two of which are within the Downtown area, and a third of which abuts the Downtown. None of the five sites are currently available, but could be at a future date. These sites total approximately 40 acres and are presently zoned Commercial or Highway Commercial. Consolidation of lots may be required in order to obtain the desired acreage for redevelopment for large retail uses.

Appropriate uses in the NCN are large retail stores that may incorporate restaurants, banks, health clubs, movie theaters, professional offices, services such as dry cleaners and photomats, and lodging facilities. Service stations, car washes, fast food restaurants and other auto-oriented uses should be integrated into larger commercial centers. Due to the limited large lot commercial land base and the need to carefully plan for traffic circulation, these auto-oriented uses will be limited to those included as part of a master plan for the entire parcel. Mixed use development is encouraged in the NCN where impacts of noise, light and traffic can be buffered from residential uses.

New auto, manufactured home and RV sales lots are inappropriate land uses within the NCN, as are major auto repair, warehousing, manufacturing, outdoor storage, and other heavy commercial and light industrial uses. Ample supplies of suitably zoned land for these uses are available in other areas throughout town. Some of these uses currently exist within the NCN, and can continue to operate in accordance with City regulations.

Other key components of the NCN involve parcel size, transportation and other infrastructure, natural resource and environmental considerations. Parcels within the NCN shall not be further subdivided except as part of an approved planned commercial development. Large parcels are the primary asset of the NCN. Consolidation of smaller existing parcels to create sites with adequate room for proper design, shared access considerations, and landscaping is highly desirable. Landowners of such parcels should be provided some flexibility through the City's planned unit development process, to achieve a reasonable plan of development.

The following transportation improvements are anticipated to occur during buildout of the NCN. Consistent with the City's Transportation Systems Plan (TSP), Highway 101 will be widened through the NCN to no more than four travel lanes, two northbound, two southbound, a center turning lane and appropriate deceleration turning lanes and bike lanes. The intersection of Highway 101 and Munsel Lake Road shall be signalized subject to approval by the State Traffic Engineer. Munsel Lake Road should be extended to the west across Highway 101 to serve as the fourth leg of this major intersection. The western leg of Munsel Lake Road will provide parcels on the west side of Highway 101 with full turning movements. This future right-of-way is currently encumbered by an existing manufactured home sales lot, but can be obtained through a

variety of methods. The City will also investigate funding assistance through ODOT and other State and Federal sources.

Spruce Street south of Munsel Lake Road shall be designed and built as part of the development of those parcels in the NCN. Due to the location of abutting residential development to the east, together with the configuration of the affected parcels, a full urban section will not be required. Rather, an internal, public connection between an access point on Highway 101 and an access point on Munsel Lake Road will be required at the time of development. The location of the internal connection shall be flexible, but it shall minimize impacts on Florentine Estates, and shall be designed to carry 2-way traffic through the site. No land for street right-of-way will be required of Florentine Estates to the east, and impacts to residential uses created by the extension of Spruce Street will require appropriate buffers and other mitigation measures.

A northern extension of Spruce Street, beginning at the north boundary of Munsel Lake Road north to intersect with the eastern extension of Heceta Beach Road will provide parcels on the east side of Highway 101 with suitable local street access. Some right-of-way has already been dedicated for this northern extension. Additional right-of-way needs to be obtained concurrent with approval of developments. Street construction needs to occur concurrently with development of abutting properties, or a non-remonstrance agreement signed for future street construction.

A northern extension of Oak Street, beginning at 37th Street and first intersecting with a new east-west connector south of Fred Meyer, extending north to connect to the westerly extension of Munsel Lake Road, and eventually extending north to Heceta Beach Road, will provide parcels on the west side of Highway 101 with suitable local street access. No right-of-way is currently dedicated for this extension, and again additional right-of-way needs to be obtained concurrent with approval of developments. Construction of Oak Street may be pursued by the City, in a cooperative effort with landowners, developers and ODOT.

The City has obtained funding for Phase I of the Oak Street extension from 37th to 46th Streets, south of Fred Meyer. Construction should begin in Spring 2002 with completion by Fall 2002. The City should continue to pursue funding for the remaining phases.

The new east-west street at the south side of the Fred Meyer site, together with a similar east-west connector at the south end of the parcels in the southeast quadrant, will tie both Oak and Spruce Streets to Highway 101 at a second signalized intersection. The location of the east-west connector in the southeast quadrant is currently the site of the Community Baptist Church. This connector cannot be constructed until the church is relocated. It is anticipated that this connection, and that provided by Munsel Lake Road, will preclude the need for direct access to Highway 101, will provide opportunities for safe pedestrian movement across Highway 101 between the various commercial uses, and allow safe turning movements on and off this State major arterial highway. The signal will not be installed until ODOT signal warrants are met and will not necessarily require redevelopment of the church parcel.

Preliminary engineering of this street network should occur early in the planning period to determine ultimate alignments and right-of-way needs. All roads and streets, including Highway 101, shall be developed to an urban section, including curbs, gutters and sidewalks. All intersec-

tions shall include pedestrian crosswalks, and pedestrian refuge areas, as determined appropriate by the City and ODOT. Bicycle lanes shall be provided along Highway 101, Munsel Lake Road, the northern extensions of Oak and Spruce Streets, and the new east-west street.

Other infrastructure improvements which need to occur to fully accommodate planned development within the NCN include construction of the North Florence sanitary sewer transmission main west of Highway 101. The timing for construction of the interceptor will be determined by the pace of development and annexation in the northern part of the Urban Growth Boundary. A second sanitary sewer main proposed within Munsel Lake Road may serve portions of this area as well. There is no schedule for development of this main. Storm drainage improvements will be necessary due to a relatively high water table and to stormwater flows through this area. The City's Stormwater Management Plan will determine the timing, size and location of those facilities.

Buildings within the NCN shall be interesting architecturally and shall use materials and color patterns that invite, not demand, attention. Corporate images shall not dictate local design decisions. Ample landscaping shall be employed on all sites. Landscaping shall be used to minimize the view of parking lots from Highway 101 and other abutting streets, and shall be designed to continue the North Gateway concept begun at the Heceta Beach Road/Highway 101 intersection. This does not intend that the specifics of site design of the Neighborhood Commercial Gateway District or the Service Industrial District would be applied here, but rather that a Gateway appearance be maintained. Where the NCN abuts residentially planned or developed land, effective undisturbed or landscaped buffers shall be incorporated into commercial or other non-residential development plans, as well as the use of attractive barriers or walls.

## **Land Use Plan – West 9th Street**

The 9th Street area of Florence is an important component of the 2000 Comprehensive Plan because it is one of the last relatively undeveloped areas within the older part of the City. It is platted into blocks and relatively small lots created for residential development. Public street rights-of-way are platted in grid-like fashion throughout, although many remain unopened. Because of its high development value to the community, it merits special planning attention.

The 9th Street area lies west of Highway 101 and was divided into commercial and residential land use plan designations for the 1988 Comprehensive Plan. The line previously used to divide residential and commercial plan and zoning designations was Maple Street, although in actuality, that line was crossed many times by non-residential developments.

The Peace Harbor Hospital was constructed west of that line in 1990 near 9th and Elm Streets. Due to that development, other professional (medical) office buildings have been established west of that line. In addition, the city owns several vacant blocks of land in the 9th Street area, and in 1997, constructed the Florence Justice Center, a city/county combined police station, sheriff's office, city and county courthouse, and city detention facility. All of this non-residential development was permitted conditionally under the City's multiple family residential zoning district and also west of the Plan's residential/commercial dividing line. The residential plan designation and dividing line shown on the 1988 Comprehensive Plan Map are no longer practical for serving the long-term planning needs for this area.

For planning purposes, the 9th Street area is formed by Ivy Street on the east and Rhododendron Drive on the west, and is shown on the 2000 Comprehensive Plan Land Use Map. Ninth Street West is further divided into planning subareas in several cases to address specific development issues.

### **9th Street West**

Professional office development is a desirable local preference, and a shift from residential to professional office/institutional is reflected on the Comprehensive Plan Land Use Map. In addition to office use, sit-down restaurants, deli's, and other support services such as copy centers, pharmacies and day-care centers are also conditionally permitted land uses if clearly incidental to the principal office or institutional use. Apartments on upper levels of these commercial buildings can also add to the activity level within the planning area and should be a requirement of any retail or service commercial use proposed for the planning area.

Public space in the form of government buildings, parks for passive recreation, and pedestrian trails, is key to the mix within this professional office/institutional designation. City Hall may be relocated to this area in the future and should be designed as part of a larger government campus consisting of the Justice Center, City Hall, public parking and adjoining public park land north of 9th Street. The City should undertake a master planning process for this campus, and should encourage adjoining properties to enhance rather than detract from that campus master plan.

Continued residential development in the northerly sections of the 9th Street West planning area should achieve relatively high densities. Although some single-family development has already started to occur at Juniper and 9th Street, single family or manufactured homes are not considered an efficient use of this available space. Townhouses and garden apartments, when proposed as part of a planned residential development, are strongly encouraged within the 9th Street West area. Senior-oriented developments like the Spruce Point assisted living project are also appropriate. Any Restricted Residential or Single Family Residential District zoning should be removed from this western planning area, and the City's planned unit development process should be utilized to yield innovative, high quality, urban developments.

Office developments along 9th Street have sited on relatively large (½ acre or more) lots to accommodate generous street setbacks for buildings, berming to hide surface parking, and attractive landscaping. Office developments adjoining low-density residential development have used solid fencing and landscaped buffers of 25' to aid in compatibility. Future developments should demonstrate compatibility with adjoining land uses through the use of attractive architecture, vegetative buffers, significant building setbacks from streets and trails, low-profile exterior lighting for buildings and parking lots, berms to hide parking and extensive site landscaping. Natural contours should be observed in site design, and protection of significant vegetative stands should be encouraged through the City's design review process and vegetation clearing permit requirements. Paved trails and sidewalks should provide convenient access between office, commercial, residential and public uses.

A significant drainage way enters the 9th Street West planning area at the southern boundary of the City airport between Greenwood Street right-of-way and Fir Street right-of-way. It continues



south through the planning area and, after leaving the area, eventually outfalls to the Siuslaw River. A second drainage way, a smaller tributary of the above described drainage way, borders this planning area at the southern airport boundary between Juniper and Ivy Street rights-of-way and continues south to 9th Street. At 9th Street, this natural drainageway is culverted, and a pipe conveys this drainage west under 9th Street to its outfall with the larger drainage way. A small wetland where this tributary enters the culvert at 9th Street is reflected in the City's 1996 Local Wetlands and Riparian Inventory. Both of these drainage ways are also shown as riparian areas on this inventory.

These drainage corridors create challenges for street improvements based on the platted right-of-way, and a street network, which avoids impacting these features, is necessary. These corridors have evolved into environmental features worth protection, and shall be incorporated as greenways in the overall build-out plan, rather than being piped or paved over. A paved trail with one or more bridge crossings will parallel the main greenway and provide pedestrian and bicycle access from Rhododendron Drive to the City's future park land north of 9th Street.

North and south through-street connections within the 9th Street West planning area include Elm Street, Hemlock Street, and 10th Street between Driftwood and Elm Streets. 9th Street shall be the only east-west through street connection within this planning area. 12th Street, from Rhododendron Drive east to the creek, should not be opened except for a bicycle trail. 12th Street, east of the creek, should be opened to Kingwood Street to provide the industrially planned and zoned property to the north suitable heavy vehicle access. This street connection will require FAA approval, as it crosses airport property and the airport glide path. In any case, industrial traffic shall not be routed via Greenwood or Hemlock Streets to 9th Street. Other street recommendations are found in the subarea planning sections.

### **9th Street West Subarea Recommendations (see subarea map):**

#### **Subarea 1**

This L-shaped area lies west of the City's property reserved for the airport landing glide path, and northeast of the Justice Center. It is bounded on the east by Ivy Street, contains four full blocks, is currently undeveloped and is suitable for medium and high density residential development. The block adjacent to 9th Street may also be developed with office uses. Hemlock Street shall run north-south through the subarea, providing access to 9th Street and 12th Street. Greenwood Street shall not be extended north of 11th Street, in order to allow consolidation of the small parcel west of Greenwood Street right-of-way with the larger Block 8. Ivy Street shall remain unopened due to environmental impacts if this street was constructed. 10th Street and 11th Street should not be built to cross the eastern drainage way, nor should they be extended west across the western drainage way. A suitable buffer should be maintained between this and the industrially planned and zoned property to the north opposite 12th Street. The drainage ways bordering the west side, and also the east side, of this area, are to be protected with undisturbed buffers of 50' and 25' respectively.

## **Subarea 2**

This rectangular shaped area lies between the 11th and 12th streets rights-of-way on the northwest corner of the 9th Street West planning area. It contains approximately four full blocks and is currently undeveloped. A large vegetated sand dune is located in the eastern half of the subarea, and any development of this subarea should work with that feature rather than eliminate it. Medium to high-density residential development is suitable for this subarea, utilizing the City's planned unit development (PUD) process. Office development may also be appropriate, provided vehicular access is obtained internal to the subarea, and not directly from Rhododendron Drive.

Any development should also be sensitive to the City's park land property located on Blocks 58 and 59. 12th Street should not be opened. 11th Street may be opened from Rhododendron Drive to provide access to this subarea, but should either be terminated at Driftwood Street right-of-way or drawn northward away from the City's park land. 11th Street shall not cross the drainage way. Driftwood Street may also be opened to 10th Street, where access from 10th can then be provided to 9th Street via Elm Street. Driftwood Street will remain unopened from 10th Street to 9th Street.

A suitable undisturbed buffer shall be maintained between this property and the Greentrees residential mobile home planned unit development to the north. The drainage way bordering the east side of this subarea is to be protected with an undisturbed buffer of 50'. A 6' wide bicycle trail paralleling this greenway shall be constructed as part of an adjoining development in accord with the trail plan. In addition, a bike trail from Rhododendron Drive to a bridge crossing of this greenway shall also be constructed as part of an adjoining development in accord with the trail plan.

## **Subarea 3**

This rectangular shaped area on the western edge of the 9th Street West area, between the Peace Health medical complex and Rhododendron Drive. It slopes upward from Rhododendron Drive. Formerly planned and zoned for large lot residential development, it is now planned for medium or high density residential development. It may also be appropriate for office development, hospital or clinic expansion or medical complexes, provided vehicular access is obtained internal to the subarea rather than from Rhododendron Drive. The Ninth Street right-of-way, currently unopened, may either be opened to provide access, or vacated as part of an alternatively proposed street or access plan.

## **Subarea 4**

This area lies south of 9th Street and immediately east of the Peace Health medical complex. Its eastern boundary is formed by the eastern edge of the greenway, and its southern boundary is 6th Street. The 3.5 block subarea is bordered by the major north-south drainage way. A medical office building currently exists in the northwest corner of this subarea, which is otherwise undeveloped and heavily vegetated. Office or medium to high density residential development is appropriate within this subarea.

Elm Street shall run north-south through the subarea providing access to 9th Street and Rhododendron Drive. Greenwood Street shall also run north-south through this subarea, providing access to 9th Street, but not to Rhododendron Drive to the south. Fir Street will be left unopened due to environmental impacts of constructing that portion. It may be vacated, provided the drainage way is placed in a protective easement or dedicated to the City as park land. 8th Street will intersect with Greenwood Street, but shall remain unopened from Greenwood to Elm Street.

The drainage way is to be protected with an undisturbed buffer of 50'. A 6' wide bicycle trail paralleling this greenway shall be constructed as part of an adjoining development in accord with the trail plan.

## **Land Use Plan – Downtown District**

The Florence Downtown is an important part of the community historically, culturally and economically. Historically, it is the site of the earliest settlement in the Florence area. Oriented to the river, the Old Town area was a thriving community related to the logging and fishing industries. Many of the original buildings are still in use. Their design sets a character within which newer buildings have been placed generally in a compatible manner. Culturally, the Florence Downtown is still the center of the community. Besides the attractions of Old Town, the Downtown area contains major grocery stores, the Events Center, the post office, financial institutions, the Chamber of Commerce, a mix of commercial uses and City Hall. Economically, it is still an important area of commerce, and the Downtown Plan seeks to strengthen this commercial core by creating a pedestrian friendly character to the area and by providing safer pedestrian connections across Highway 101.

The long term goal is to create a “Mainstreet” character for the area, with streets designed to encourage pedestrian use by: widening sidewalks and providing safer pedestrian crossings, providing for on-street parking, locating building fronts at the back of the sidewalk, providing for parking in the interior of blocks, encouraging two, three and sometimes four story buildings, encouraging mixed use development with residential units on the upper stories, retaining key public uses in the downtown, providing design guidelines to assist property owners in designing new or redeveloped structures in the historic character of the community, and developing a Downtown Green and other landscaping appropriate to a Mainstreet character.

The Florence Downtown is described as the area bounded by Highway 126/9th Street on the north, Kingwood on the west, and the Siuslaw River on the south and east. On the north boundary, the area loops north to include the Quince Street area north of Highway 126 including its intersection with Highway 101.

In 1998, after working with Downtown merchants on a parking study, and on other concerns, the City realized that an overall plan for the future of the area was necessary in order that incremental improvements would fit into an overall master plan. The City obtained a Transportation and Growth Management (TGM) grant to hire consultants to work with the community to prepare an areawide plan for the Downtown. Lennertz, Coyle, and Associates were chosen, and a Downtown Committee was formed. The consultants worked closely with the community through a series of workshops and charrettes to develop a draft Downtown Plan which was presented to the City

Council in final draft form on June 30, 1999. The Council and the Downtown Committee worked on condensing the Plan into a Downtown Implementation Plan, which was then adopted by the Council on September 20, 1999

The goal of the *Downtown Implementation Plan* is “to revitalize the downtown area as the primary cultural, tourist, commercial and community core to serve all of Florence’s citizens and visitors.”

The objectives of the *Downtown Implementation Plan* are:

1. To develop a unified downtown consisting of the neighborhoods and commercial districts on both sides of Highway 101, south of Highway 126 and 9th Street, east of Kingwood Avenue, and west of the Port property along the Siuslaw River estuary.
2. To revitalize deteriorating sections of the downtown area.
3. To enhance the downtown through the promotion of mixed-use development, pedestrian and bicycle accessibility, provision of useful public space, and attractive site and architectural design to create one of Florence’s special places.
4. To provide safe, convenient and attractive choices for people to walk, bike, and drive throughout the downtown. Such connections should tie together downtown attractions such as the Florence Events Center, Old Town, the Boardwalk, the Downtown Green, the Post Office, parks, lodging establishments and retail businesses.
5. To facilitate public/private partnerships to carry out the plan.
6. To achieve a balanced transportation/land use solution for Highway 101 that maintains its historic function as both the Coast’s primary transportation route, and as the center of Florence’s downtown.
7. To develop safe, convenient and attractive public parking areas to accommodate visitors and residents accessing the downtown from Highway 101 and adjacent neighborhoods.
8. To ensure that the transportation objectives of the downtown plan are consistent with the Transportation System Plan (TSP), the Oregon Highway Plan, and ODOT’s adopted plans for Highway 101 and Highway 126.
9. To identify suggested transportation improvements needed to facilitate redevelopment of the downtown area consistent with land use and retail market strategies.
10. To encourage mixed-use development that enables citizens to live, work, shop, and recreate all within easy walking distance within the downtown.

11. To improve access to and visibility of Old Town from Highway 101.

The *Downtown Implementation Plan* divides the downtown into several subareas determined by their specific characteristics and provides direction for activities necessary in each subarea in order that the overall Plan goal and objectives can be accomplished.

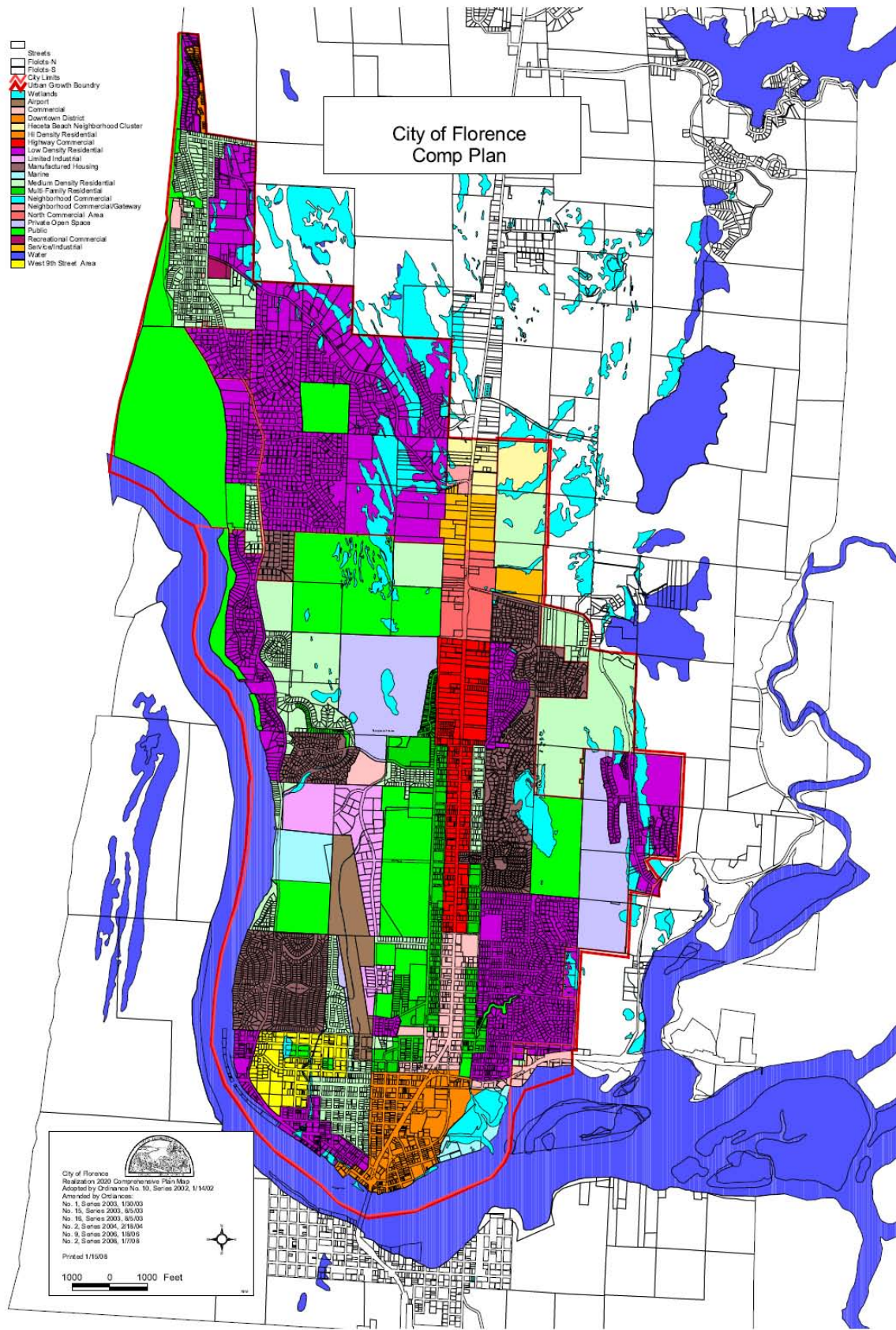
Those subareas are:

1. Commercial Transition Area
2. Highways 101/126/Quince/Spruce intersections/Highway 126 Gateway
3. 9th Street/Kingwood Neighborhood
4. The Downtown Green/Mainstreet
5. Events Center District
6. Siuslaw Bridge Gateway
7. Old Town

Specific policies regarding land use and transportation for each subarea are contained in the *Florence Downtown Implementation Plan, September 1999* which is hereby incorporated into this Comprehensive Plan as the detailed plan for the Downtown area.

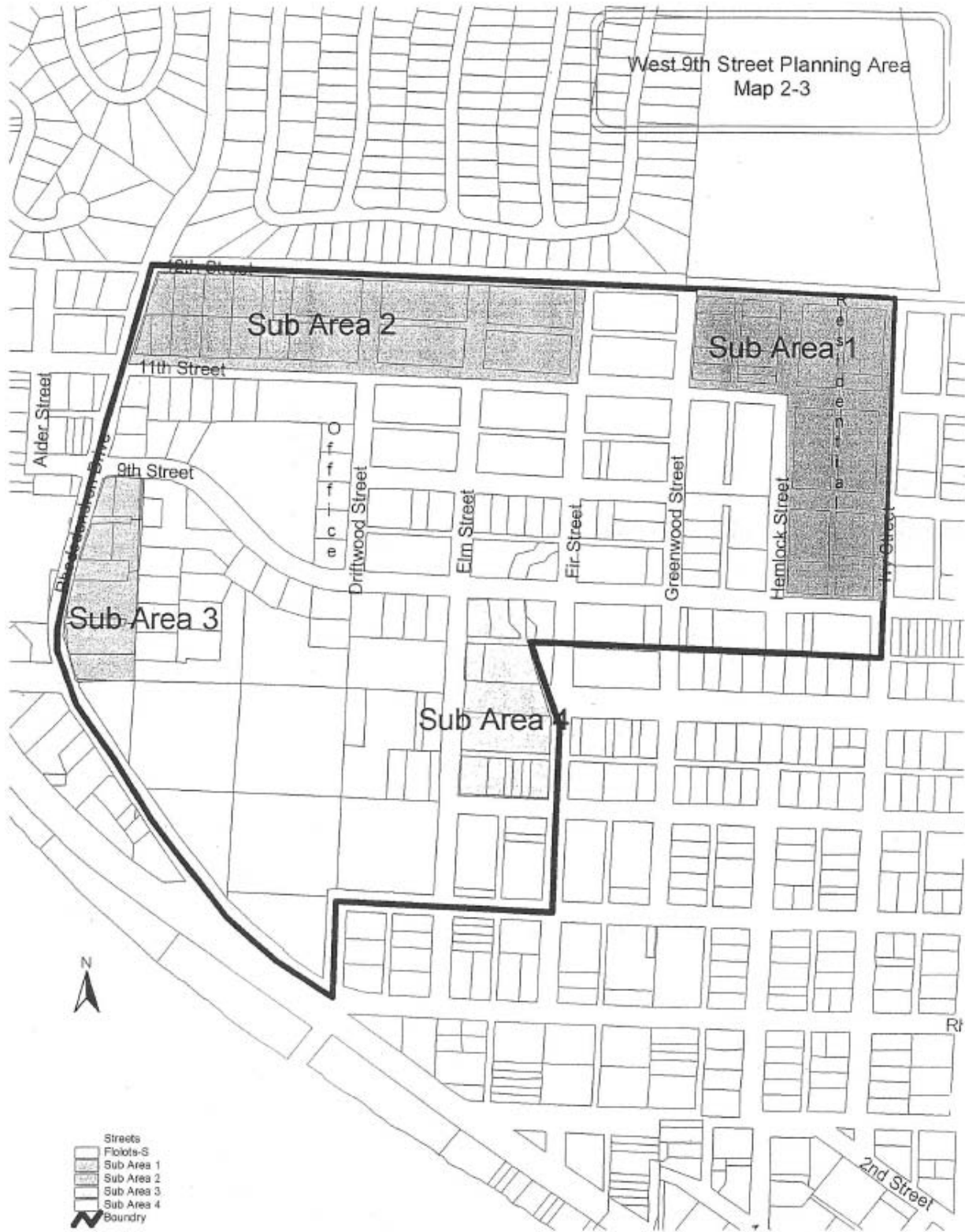
The *Downtown Implementation Plan* also establishes the following priorities for implementation of the DIP:

- Construct the Downtown Green.
- City participation in land acquisition of the Middle School site.
- Stripe on-street parking spaces on Highway 101.
- Streetscape:
  - Extend the “historic” street light program now in Old Town to the Mainstreet.
  - Install irrigation and street trees in the Siuslaw Bridge Gateway area along Highway 101.
- Complete a pilot “parking courtyard” in Old Town. (12-18 months)
- Establish an estuary trail connecting the Boardwalk to the Munsel Creek Bikepath.
- Identify and obtain key lots in Old Town for parking, and to maintain views where practicable.
- Locate a parking lot under the bridge. Combine with a Scenic Byways Bridge Interpretive Site.
- Amend the Comp Plan to include Downtown Implementation Plan. Amend codes as necessary. Make Retail and Merchandising Guidelines and Architectural guidelines available. Maintain notebooks of architectural characteristics for the use of applicants.
- Create a pilot block project with decreased width crosswalks, wide sidewalks, on-street parking, and incorporate the in-street pedestrian activated crosswalk lighting.
- Wage an effective campaign to obtain construction of the Highways 101/126 and Quince/Spruce intersections. in the next two years.





West 9th Street Planning Area  
Map 2-3





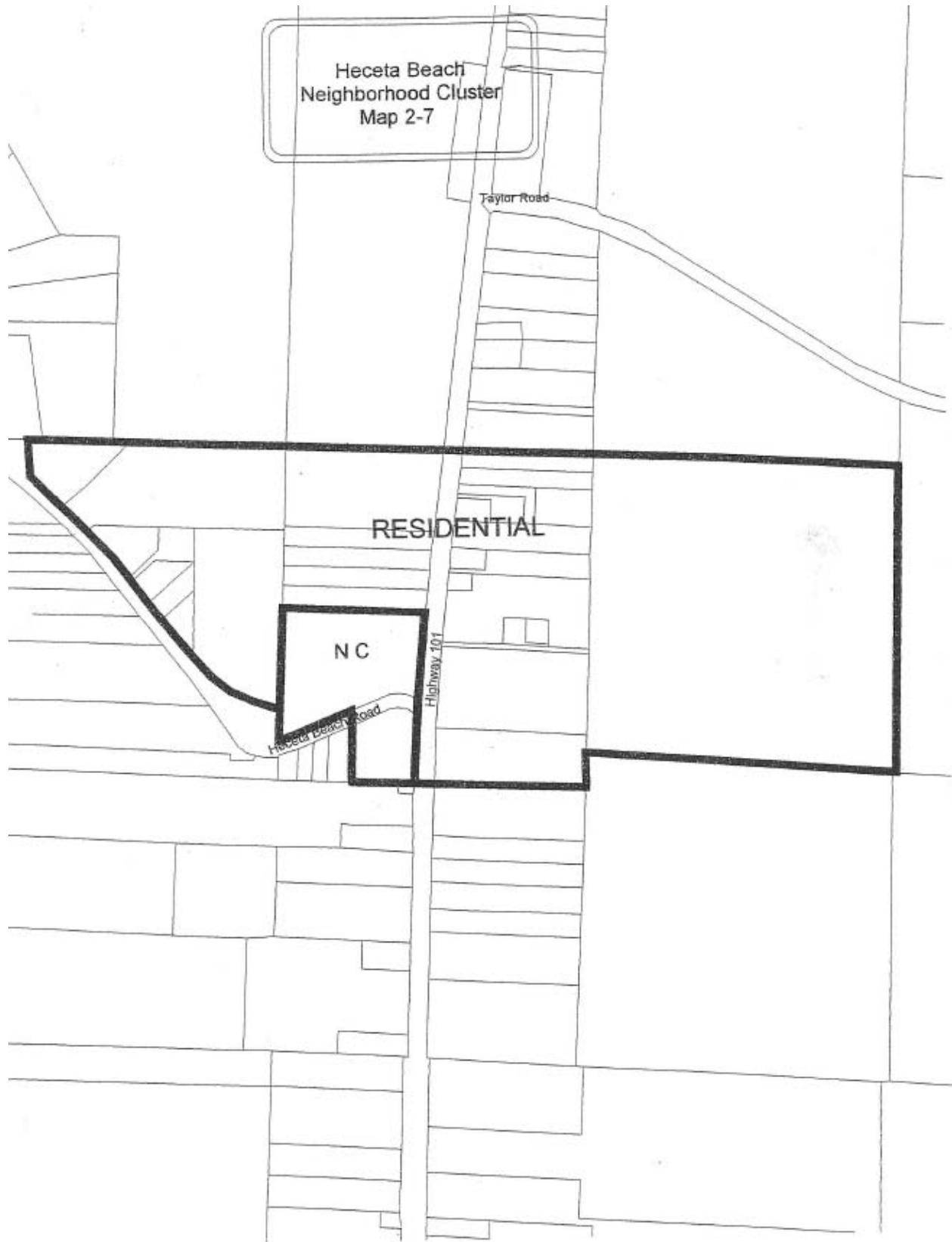




Florence Downtown  
Map 2-5







**Chapter 3**  
**Agricultural Lands**

**(Not Applicable to Florence)**



## **Chapter 4 Forest Lands**

**(Not Applicable to Florence)**





## **Chapter 5**

# **Open Spaces, Scenic, and Historical and Natural Resources**

Florence's 20-year plan focuses on existing natural resources and their protection, which Oregon law now requires. This plan presents inventories of those selected resources, an understanding of each resource's environmental role in defining Florence's future, the identification of ways in which to protect those resources and to develop a local implementation program.

### **Goal**

To conserve natural resources such as wetlands, riparian areas, groundwater supplies, beaches and dunes, air and water, and wildlife habitat in recognition of their important environmental, social, cultural, historic and economic value to the Florence area and the central Oregon Coast.

### **Wetlands**

#### **Objectives**

1. To maintain an accurate inventory of wetlands for use in land use planning and development review.
2. To protect significant wetlands for their critical value in maintaining surface and groundwater quality and quantity, providing wildlife habitat, performing flood control, and enhancing the visual character of the Florence community.

#### **Policies**

1. For the purpose of land planning and initial wetland identification, the City and Lane County shall rely on the 1997 Florence Local Wetland and Riparian Area Inventory, approved by the Oregon Division of State Lands, and as amended hereafter.
2. Disturbance of significant<sup>2</sup> wetlands for land development activities shall be permitted within the Florence UGB only as determined by the permitted provisions of permits issued by the Division of State Lands and/or the Army Corps of Engineers.

The City shall consider formal wetland delineation reports approved by the Oregon Division of State lands as a valid source of wetland information specific to a land use action or limited land use action. Such reports, if approved by DSL, will be incorporated by reference into the City's 1997 Local Wetland and Riparian Area Inventory.

3. No significant wetland as defined by the 1997 Florence Local Wetland and Riparian Area Inventory shall be drained by re-routing of natural drainage ways.

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<sup>2</sup>Significant wetlands as identified by the 1997 Florence Local Wetland and Riparian Area Inventory.

## Recommendations

1. As the City's buildable lands begin to fill-in and prior to moving the UGB limit outward, the City should consider conducting an analysis of the economic, social, environmental, and energy (ESEE) consequences that could result from a decision to allow, limit, or prohibit a conflicting use for each of the locally identified significant wetlands. From this analysis, lesser quality wetlands may be found eligible for partial or full development.
2. The City should coordinate with the Oregon Division of State Lands (DSL), the U.S. Army Corps of Engineers (ACE), and other appropriate state and federal agencies in the identification, protection and, where appropriate, mitigation of impacts to local wetland resources.

## Background

In 1996, Florence's local wetland inventory was conducted and included all UGB land and some land outside where UGB expansion was anticipated. In January 1997, the Division of State Lands officially accepted the Florence Local Wetland Inventory (LWI), replacing the National Wetlands Inventory (NWI) prepared many years ago for identifying such resources in the Florence area. The Florence inventory is helpful for at least two reasons:

1. It helps determine for planning purposes what land is "buildable" and what was not due to the anticipated presence of wetlands.
2. It will help the City and County review development proposals and identify when a wetland might possibly be impacted as a result of such development.

The LWI will also help the City's and County's required DSL notification when a land use action is proposed near an identified wetland.

After the City's Periodic Review work program was approved in November 1995, the State adopted amendments to Statewide Planning Goal 5. Goal 5 requires conservation of a variety of natural resources, including wetlands and riparian areas. The amendments included the LWI requirement, a requirement for the City to make determinations of local significance for identified wetland resources, and a requirement that the City and County protect those significant wetland resources.

The analysis and results of the City's determination of local significance for Florence's wetlands are included in Appendix 5, City of Florence Local Wetlands and Riparian Area Inventory, 1997.

Once local wetlands are identified and evaluated as to their significance, the Statewide Planning Goal 5 provides local jurisdictions with two planning options for mandated protection of wetlands. This protection must occur in addition to that protection provided by current State and federal regulations.

Under option one, Florence can use the “safe harbors” provisions of Oregon law. By adopting a safe harbors ordinance, restrictions are placed on grading, excavation, placement of fill and removal of vegetation within all locally significant wetlands within the Florence UGB.

Or, under option two, by conducting an economic, social, environmental and energy (ESEE) analysis, Florence may further refine its wetland protection program by allowing, limiting, or prohibiting conflicting uses of wetland resources depending on that analysis. The ESEE process is relatively intensive, especially in Florence’s case, where 270 wetlands totaling 572.25 acres are identified by the LWI.

While it may be desirable for Florence to conduct an ESEE analysis for its significant wetland resources in the future, staff has identified sufficient “buildable lands” within the existing UGB to meet the City’s residential, commercial, and industrial land needs. As such, the most expedient and effective path at this point to comply with Goal 5 and protect significant wetlands is adoption of a safe harbor ordinance by the City and Lane County.

However, since adoption of a safe harbor ordinance is not required of this periodic review, the City has chosen not to adopt such an ordinance at this time, but to continue to rely on DSL/ACE permits for wetland protection.

## **Riparian Areas**

### **Objectives**

1. To maintain an accurate inventory of riparian corridors for use in land use planning and development review.
2. To protect significant riparian corridors for their critical value in maintaining surface and groundwater quality and quantity, for providing wildlife habitat, for performing flood control, and for enhancing the visual character of the Florence community.

### **Policies**

1. For the purpose of riparian area identification, the 1997 Florence Local Wetland and Riparian Area Inventory shall serve the needs of the City and Lane County in land use planning and riparian area identification.
2. Riparian areas shall be prevented from permanent alteration by grading or the placement of structures or impervious surfaces, except for the following uses provided they are designed to minimize intrusion into the riparian area:
  - a. streets, roads and paths,
  - b. drainage facilities,
  - c. utilities and irrigation pumps,
  - d. water-related (outside of coastal shoreland areas) and water-dependent uses,

- e. replacement of existing structures in the same location that do not disturb additional riparian surface area.
3. While not required to adopt safe harbor policies and ordinances under the requirement of this periodic review, the City has chosen to modify the riparian setback on Munsel Creek to require a 50 foot minimum setback from the thread of the creek, which must include at least 15 feet from the top of the bank. The minimum must be increased as necessary to meet the 15 foot requirement.
4. The riparian setback from the Siuslaw River shall be 50 feet from the top of the cut bank.
5. The retention of native vegetation in riparian areas is critical to their function. Therefore, the City shall adopt effective regulations ensuring the retention, or if necessary, the re-planting of native species in riparian areas and may include conditions regarding fertilizer and pesticide runoff.

## **Background**

The City's LWI also included a riparian area inventory. A riparian area can be best defined as a buffer of variable width between an aquatic resource and an upland area. The buffer is typically vegetated, and provides several beneficial functions to the lake or stream.

Those functions are:

1. Acts as a natural filter of stormwater, limiting pollution of streams and waterways.
2. Cools stream temperatures in summer and traps heat in winter when canopy is sufficient to screen all or part of the stream channel.
3. Holds the stream bank in place and therefore reduces erosion.
4. Adds controls to flood velocities of streams and drainage ways.
5. Provides valuable wildlife habitat.
6. When properly integrated into a development design or recreational greenway, riparian buffers yield aesthetic benefits as well.

To some extent, Florence has been protecting its riparian areas within City limits prior to 1988, through the Munsel Creek and drainage way setback restrictions found in Florence City Code, Title 10, Chapter 7, Special Development Standards.

While not required by periodic review, the City realizes the importance of riparian buffers and has chosen to increase the protection of the riparian area on Munsel Creek which has been classified as a salmon stream and which is a teaching/management area for the Salmon and Trout Enhancement Program (STEP).

On the Siuslaw River, the riparian setback will remain at 50 feet from the top of the bank. Existing development is grandfathered. Expansions of existing development and new development must provide for the required setback, or request a variance and include provisions to mitigate the proposed intrusion into the setback.

## **Groundwater Resources**

### **Goal**

To protect the quality and quantity of North Florence Dunal Aquifer, which has been designated a sole source aquifer by the Federal Environmental Protection Agency and which serves as a drinking water source for the City of Florence.

### **Objectives**

1. To maintain recharge of the aquifer.
2. To protect the quality of water which recharges the aquifer.
3. To provide watershed/wellhead protection measures to protect water quality in the aquifer.

### **Policies**

1. The City shall implement the recommendations of the Stormwater management Plan regarding protection of the aquifer for the City's wellfield(s).
2. The City shall prepare and adopt a Wellhead Protection Program to protect the aquifers for the existing and potential wellfields, which supply drinking water for the residents of the City.

### **Recommendations**

1. The City should explore funding sources for delineation of the aquifer for the current wellfield, as well as a more precise estimation of the extent of the aquifers for the potential wellfields identified by Brown and Caldwell.
2. The City should continue to support attempts by Heceta Water District and Lane County to protect the water quality of Clear and Collard Lakes.
3. The City should identify possible contaminants in the areas of the aquifers, and identify alternative sites for those businesses, if possible, and/or work with the County and those businesses to reduce the use of and to provide for safe disposal of potential contaminants.
4. The City should work with the Department of Health to identify areas of failing onsite sewage disposal systems in the UGB, and pursue annexation and provision of municipal sewer to those areas, with the areas having the potential for contamination of the aquifer having the highest priority.
5. The City should investigate the issue of dry wells and sumps for stormwater disposal relative to its potential for contamination of groundwater and attempt to reconcile the State

Plumbing Code requirements with Federal prohibitions on discharge of stormwater to surface waters.

## **Background**

Florence's groundwater resource has been designated by the Federal Environmental Protection Agency as a sole-source aquifer, one of the few in the State. Its present quality and quantity are critical to Florence's future, and sound management is essential to avoidance of irreparable harm to that important natural resource. The documents titled North Florence Dunal Aquifer – Modeling and Analysis by Ott Water Engineers, 1982 and the August 1987 EPA Resource Document for Consideration of the North Florence Dunal Aquifer as a Sole Source Aquifer, are included in Appendix 5-C as documentation for the North Florence Dunal Aquifer.

The City's municipal wellfield is located on 80 acres adjacent to the Ocean Dunes golf course. The wellfield consists of seven production wells whose water source is the North Florence Dunal Aquifer. These wells were constructed beginning in the mid-60's with the last four wells constructed in 1994, and range in depth from 120 feet to 182 feet. The untreated water has high levels of iron and some manganese, and is treated to reduce these levels to acceptable concentrations to meet drinking water standards.

Clear Lake is one of a series of fresh water lakes located north of Florence which may serve as future water sources. The City has received water from Clear Lake through an agreement with the Heceta Water District. The City, Lane County and the Water District have, until recently, been negotiating on the construction of a filtration plant on Clear Lake. This is necessary to meet federal drinking water standards for surface water sources. However, homeowners on Clear Lake challenged this effort, and the City has decided not to pursue this effort at this time. An agreement between the District, Lane County and a Clear Lake landowner limits withdrawals from Clear Lake to 1 mgd after March 2002.

In the absence of an agreement for future water supply from Clear Lake, the City's Water Facilities Plan, (Brown & Caldwell, September 1998) was updated (See Chapter 11, and Appendix 11) to provide for up to five new wells near the existing wellfield, with future well locations identified north and south of Heceta Beach Road. The City may work with Heceta Water District to obtain future withdrawals from Clear Lake up to sustainable levels.

The Water Facilities Plan recommends that, "to preserve groundwater quality, the potential wellfield capture zones should be protected from industrial development or other activities that may release contaminants to the subsurface." In another section of the City's Water Facilities Plan, Brown and Caldwell recommends that, "given the potentially rapid recharge and the highly transmissive sands in the study area, a wellhead protection program is recommended for Florence's existing wellfield and any future wellfields."

Protection of Oregon's groundwater resources is the primary goal of the Oregon Wellhead Protection Program. This is a voluntary program administered jointly by the Department of Environmental Quality and the Health Division. Under this program, a community:

- identifies the recharge area for its groundwater supplies,

- determines the potential sources of contamination,
- makes decisions about how the groundwater resource will be managed.

DEQ is responsible for:

- certifying a community's Wellhead Protection Plan,
- assisting in the inventory of possible contaminant sources,
- assisting in development of management strategies.

The Health Division is responsible for:

- certifying the delineation of Wellhead Protections Areas,
- providing assistance in developing a Water Contingency Plan,
- planning for new groundwater sources.

Oregon's voluntary Wellhead Protection Program was approved in 1996, following defeat in the Legislature in 1993 of a proposal for a mandatory Wellhead Protection Program. Since it is a relatively new program, only a few communities have certified wellhead protection programs. Among them are Junction City and Coburg, both small cities.

Applicable rules and regulations include:

- (Wellhead Protection Plans) ORS 468.035, 468B.015(2), 468B.150-180 and implementing OAR Sections 340-40-140 – 340-40-210,
- (Voluntary Wellhead Protection Program, delineation of Wellhead Protection Areas) ORS 448.123(1)(a), 448.131(2)(a)(b), 448.160, 672.525 and implementing OAR Sections 333-61-020, 333-61-050, 333-61-057, 333-61-065.

## **Beaches and Dunes**

### **Goal**

To better understand the functions of dunes and patterns of dune movement in order to incorporate that knowledge into land use decisions.

### **Objectives**

1. To work with federal agencies to resolve issues relative to dune destabilization and its effects on pre-existing developments.
2. To provide opportunities for the public to view and to understand the importance of dunal ecology and structure in the overall natural history of the Florence area.
3. To prepare for the eventual annexation of coastal areas within the UGB that have failing onsite sewage systems.
4. To prepare for the City's responsibility after annexation, to review development proposals consistent with the requirements of State Land Use Goal 18.



## **Policies**

1. The City shall rely on Lane County's Beaches and Dunes Combining Zone for evaluation of beach and coastal dunes plans and actions in the UGB until such time as those areas are annexed into the City.
2. The City shall develop a Beach and Dunes Overlay Zone prior to annexation of these coastal resources.
3. The City shall support stabilization of dunes in those cases where stabilization is necessary to protect land uses approved under applicable City codes and which are in conformance with those approvals.
4. The City shall work to maintain existing beach access points, and will discourage beach access at points that will cause severe damage to dunal resources.
5. The City shall support maintenance of open dunes characteristic of the Florence area where these dunes do not impact residential and commercial development.

## **Recommendations**

1. The City should continue to work with federal agencies and private landowners to solve problems with blowing and from destabilized sand dunes.
2. The City should work with the state and with landowners and businesses to accomplish health hazard annexations as those become necessary.
3. The City should provide for educational opportunities for the public to learn about and understand dunal ecology.
4. As part of preparation of the City's Coastal Resources Management Plan, the City should review model ordinances from other communities and from DLCD, and adopt an overlay district to provide necessary protection to beach and dune resources.

## **Background**

Florence's ocean beaches are limited to the far northwest corner of the UGB, north of the North Jetty. This readily accessible beach area may fall within City limits during the planning period. The majority of this area is intensively developed with vacation homes and cabins on small lots. This is an area with failing onsite sewage disposal systems. Fortunately, domestic water is provided by Heceta Water District so that outbreaks of illnesses from contaminated drinking water have been avoided. However, recent deaths from E. coli contaminated water in Washington State and in New York State point to the potential seriousness of this situation. During portions of the year, drainage from failing systems is incorporated into storm drainage and crosses beach areas as it drains into the ocean. Once the improvements to the Florence Wastewater Treatment Plant

have been completed, there will undoubtedly be pressure by the State Health Department for a health hazard annexation of this area.

For now, Lane County manages this area. The County uses a Beaches and Dunes Overlay District to review development proposals. This District is part of the implementation of the County's Coastal Resources Management Plan. The City, as part of its Coastal Resources Management Plan under LCDC Goal 17, will need to adopt a similar implementing district once the area has been annexed. The details of this will be further addressed under Plan provisions for Goal 17.

Numerous other beach access points exist to the south within minutes of Florence on State and federally owned coastal shorelines. The Oregon Dunes National Recreation Area is known internationally, and attracts visitors from all over the world. It is also the site of studies and projects exploring ways to best manage this resource in keeping with its natural history and heritage, while still encouraging the public to use and enjoy the resource.

Florence is developed upon sand dunes, and although most have naturally stabilized or stabilized as a result of man-induced actions, a few sizable open dunes still advance and shift due to heavy onshore winds in both the summer and winter.

Conflicts are beginning to occur as the result of the recent federal policy to destabilize dune areas in their ownership by removing nonnative plant materials such as European beachgrass. Developments on abutting private lands that were constructed during the time when the policy was to stabilize dunes are now being impacted by blowing sand as vegetation is removed. This issue affects the City directly as the potential owner of a parcel west of Highway 101 near Munsel Lake Road presently owned by the US Bureau of Land Management. In August, 1998, BLM issued a Notice of Realty Action which determined that the 40 acre parcel was approved for conveyance to the City of Florence without monetary consideration to be managed for open space and recreation.

The attached Findings of No Significant Impact on the City's Recreation and Public Purposes Patent Application OR 54174 approves the City's application with conditions prohibiting vegetative dune stabilization and limiting development actions.

The City has determined that the conditions within the Findings approval are not acceptable as written, but supports further negotiations for City ownership of this resource.

## **Rare, Threatened, Endangered and Sensitive Species**

(RTESS)

### **Goal**

To identify and protect known sites and/or habitat of rare, endangered and sensitive species within the City and the UGB.

## **Objectives**

1. To obtain data to allow GIS mapping of known sites/habitat of rare, threatened, endangered and sensitive species (RTESS), while understanding that this information is somewhat generalized to protect the resource.
2. To monitor the plans for protection of the western snowy plover being developed by federal and state agencies, and to understand how it may impact areas within the UGB and to take appropriate action to protect both the resource and the interest of citizens and visitors to the Florence area.
3. To work with property owners, private conservation agencies, the state and federal agencies to identify ways to protect and/or mitigate for RTESS Rare, Threatened, Endangered and Sensitive Species resources, while still providing landowners a value/use for their land.
4. To be able to provide information about known RTESS sites to prospective developers at the pre-application stage or earlier so as to understand their impact on a proposed development, and to incorporate protection measures or to identify other alternative uses for the property.
5. To work with state and federal agencies to educate the public about RTESS resources in the community and the ways that these resources can be protected.

## **Policies**

1. The City shall work with appropriate state agencies to maintain a current listing and location of RTESS resources.
2. The City shall work with the media, the school system, the Siuslaw Watershed Council, the Salmon and Trout Enhancement Program (STEP) and other resources to provide education about the importance of these resources.
3. The City shall provide potential developments with information about retention of such sites early in discussions about development plans, in order to ensure that site designs provide for retention of the RTESS resource, or mitigation if that should be appropriate as determined in consultation with the appropriate state agencies.
4. The City shall investigate the use of conservation easements and Transfer of Development Rights programs as mechanisms to protect RTESS resources.
5. Where sufficient information is available to determine the location, quality and quantity of habitat areas, the City shall protect the sites through the standard Goal 5 process under OAR 660-23-040/050.

## Recommendations

1. The City needs an accurate and current inventory of RTESS sites, in order to provide guidance and direction to landowners. The City should work with the state to prepare this inventory.
2. Once the extent of the RTESS inventory is known, then those sites should be protected through the standard Goal 5 process under OAR 660-23-040/050.
3. After an extensive public process, the City should adopt such measures as are determined to be effective in protecting RTESS resources, while recognizing the rights of the property owner.
4. The City should continue to pursue an estuary trail connecting the Boardwalk with the Munsel Creek bike/pedestrian path. The Siuslaw River Estuary is the location of a variety of wildlife habitats and species. A properly signed interpretative trail will provide education on a wildlife system (the estuary), as opposed to isolated site-specific education.

## Background

Oregon supports a greater diversity of fish and wildlife than most other states. Nearly 800 vertebrate species live within Oregon's many habitat types. The Wildlife Diversity Program of the Oregon Department of Fish and Wildlife is aimed at conserving Oregon's rich diversity of wildlife. It does this through identification and management of fish and wildlife species and their habitats. The program also seeks to inform and educate people about wildlife, and to encourage recreational opportunities involving wildlife.

The Wildlife Diversity Program emphasizes protection and management of the 88% of the state's native fish and wildlife species that are not hunted, angled or trapped. These are classified as "non-game" species. The Department also has responsibilities to manage game species which are currently protected such as the several species of salmon protected under federal regulations.

OAR 660-23-110(4) defines wildlife habitat to include:

- threatened or endangered species habitat (more than incidental use),
- sensitive bird nesting, roosting or watering sites for osprey or great blue heron,
- habitat essential to achieving policies of population objectives in wildlife species management plans adopted by Oregon Fish and Wildlife Commission,
- areas mapped by ODFW as habitat for wildlife species of concern or habitat of concern.

Conserving the diversity of wildlife species and their habitats is not only critical to the continued health of lands and waters within and beyond that state's borders, it also enriches the lives of Oregonians who enjoy wildlife in their backyards or in their travels. Many tourists are attracted to the state due to its variety of fish, wildlife, coastal/intertidal species and natural areas such as the Darlingtonia Bog just north of the City and the Oregon Dunes National Recreation Area to the south.

The Oregon Department of Fish and Wildlife has developed the Oregon Wildlife Diversity Plan to provide a blueprint for addressing the needs of native fishes, amphibians, reptiles, birds and mammals. It contains information on all species and habitats in the state. The Diversity Plan was first adopted in 1986, and updated in November 1993 and in January 1999.

The Oregon List of Threatened and Endangered Fish and Wildlife Species and also a listing of Fish and Wildlife Species listed under the Federal Endangered Species Act, but not under the Oregon Endangered Species Act, are included in Appendix 5 of this Plan.

The mapping shows that some upland and estuarine areas within the UGB provide valuable wildlife habitat to several native and nonnative species of birds, mammals, fish, and shellfish.

### **Methods of Protecting Species and Habitat**

The first step in protection is identifying the location of the species, and the extent of its habitat needs. Once this information is known on a site-specific basis, then landowners and City officials can evaluate future uses of the land. Where sufficient information is available to determine the location, quality and quantity of habitat areas, the sites must be protected through the standard Goal 5 process under OAR-23-040/050.

An example of this process is the Federal Plan for protection of Snowy Plover. Currently (2001) in the hearing stage, the recommendations of this Plan would prohibit human activity over large areas of open beach sands in the vicinity of Florence and other coastal communities, creating conflicts between protection of the resource and the economic need for tourism.

In many cases, species/habitat are located in an already protected resource such as a significant wetland, an estuary or a stream corridor. Protection of that resource also provides protection of the RTESS. In cases where the identified site is not in a protected resource area, then other methods of protection must be investigated.

If essential habitat such as trails to food or water sources, or nesting sites are identified, sometimes the site can be developed as a PUD by including the protected habitat within the open space of the PUD, and including in the CC&Rs, specific restrictions about the use of the area. This is similar to the approach used by the Wild Winds PUD to protect the riverbank above the riprap from loss of vegetation and erosion. For example, wetlands and their required buffer can be included as part of the open space requirement as long as the CC&Rs have clear provisions for protection of the resource.

Another technique not currently used in Florence is the transfer of development rights. This technique can be used on sites, which are severely restricted by the extent of the physical location of the resource, or the restrictions placed on the habitat to ensure the survival of the RTESS species. In these cases, an evaluation can be made of reasonable development expectations under current zoning, and then that development actually transferred to another site usually within the same ownership. This technique requires education of the public in understanding that protection of a RTESS resource may cause increased density of development on another site.

A variation of this method is purchase of development rights. This technique has been used for years by states, communities, and resource conservation organizations in the eastern United States to save farmland, open space and RTESS species. This technique involves an appraisal of the property to establish the value of the development rights, which are then purchased from the landowner, leaving the land undeveloped. Sometimes limited development, such as homesites for an owner and immediate family, is negotiated as part of the agreement, and the value of the development rights adjusted accordingly. In some cases, once the value of the development rights is established, the development rights are donated, and the landowner receives a tax break for the donation.

Where information about location, quality or quantity of habitat is lacking, the Comprehensive Plan must include policies indicating that the Goal 5 process will be conducted when adequate information is available.

## **Native Vegetation**

### **Goal**

To develop an effective program to retain native vegetation on public and private lands.

### **Objectives**

1. To identify key species to be retained.
2. To develop effective ways to allow retention which provides for long term health of the vegetation, but which also enhances the development of residential, commercial, industrial and public properties.
3. To develop an effective replacement for the existing vegetation clearing permit.

### **Policies**

1. Native vegetation is part of the character of the community. Retention and enhancement of native vegetation provides for continuation of the unique character of the community. Therefore, the City shall work with local landscaping companies to develop a way of integrating native vegetation into site plans, with emphasis placed on retention of existing native materials and reduction in the use of water for irrigation.
2. City Code currently requires minimal landscaping. The City shall evaluate its codes, to determine whether landscaping requirements need to be increased. The integration of native vegetation into site plans should reduce costs of additional landscaping as well as the need for irrigation once plantings are established.
3. The City shall continue to require vegetative stabilization of steep slopes and cutbanks. The emphasis will be on the use of native plant materials where possible. However, since slope/bank stability is the paramount concern in these situations, the City will approve the

plant materials that best stabilize the slope/bank, even if they are not native plant materials.

4. To eradicate or at least control, noxious and undesirable non-native vegetation.

## **Recommendations**

1. The City should work with local landscaping firms and nurseries to develop an effective program for the retention of native vegetation, which includes its incorporation into more formal landscaped site plans, as well as providing ways of using only native vegetation in ways which enhance site planning and conserve water.
2. The City should review its Code to incorporate this new program by the end of 2002.
3. The City should provide educational materials and seminars to property owners and developers to foster understanding of the new program.
4. The City should review its Code to determine whether current landscaping requirements are adequate to provide for the desired visual quality of the community, and recommend Code amendments in those areas where increased landscaping is determined to be necessary. Incorporate the use of native vegetation into any increased landscaping requirements.
5. At the end of each year for 5 years, the City should evaluate the effectiveness of the new program, and in conjunction with community representatives, make such amendments in the program as are necessary to meet the overall goal of effective retention of native vegetation.
6. The City should provide education to landowners about the necessity for eradication of noxious species, and in cooperation with other agencies, perhaps provide an annual eradication event where landowners can dispose of such materials in a way which does not cause them to spread further.

## **Background**

Due to the difficult physical environment (sandy soils, wind and heavy rainfall) and the desire of the citizens of Florence to retain an aesthetically pleasing community, the importance of retaining as much as possible of the native vegetation such as the shore pines, wax myrtles, huckleberry, and native rhododendrons cannot be overemphasized. Florence is "The City of Rhododendrons".

From an aerial view, much of Florence remains vegetated with indigenous trees, plants, and shrubs. And, fortunately, the UGB contains a good amount of public lands, which, if continued to be set aside as natural areas, will protect some significant stands of indigenous vegetation. In some areas of Florence, natural vegetative stands are provided by unopened public rights-of-way, providing convenient and attractive areas of native vegetation within residential and commercial areas.

In addition to its beauty, the natural vegetation that has adapted to the environment acts as a windbreak, a soil stabilizer to prevent erosion, and a noise and visual buffer between various land uses. Replacing vegetation destroyed during construction is an expensive substitute not easy to achieve in this environment. It takes time to grow natural vegetation if starting with new plant materials, while transplanting of mature plants is successful generally only when the operation is planned in advance and supervised by professional nursery personnel.

In 1988, the City adopted a vegetation clearing ordinance as part of Florence City Code, Title 4, Chapter 6 to further the policy of native vegetation protection, in addition to providing for re-vegetation and protecting property from storm run-off and wind erosion. This ordinance does not preclude clearing of vegetation, but requires issuance of a vegetation clearing permit by the City's Design Review Board or staff prior to beginning clearing. Development of single-family and duplex residences are exempt from the permit requirements, unless located near a protected corridor as defined in the ordinance.

However, in spite of requirements of the Code, City efforts to minimize excessive removal of natural vegetation have been relatively unsuccessful. While some developers and builders have attempted to adjust their designs to save some stands of native vegetation, others, through massive clearing, grading and re-contouring, have removed significant native vegetation and substituted more urban-like landscapes, partially at the urging of City staff. The existing ordinance, especially when combined with the lack of requirements for landscaping or vegetation retention in many of the City's zoning districts, and any clear direction on what the goals for retention of native vegetation actually are, contributes to the general discontent.

Where developers have attempted to save areas of native vegetation, there is often little understanding of how to effectively incorporate these species into a site design. Rather, the areas are often buffer areas "left over" at the perimeter of the lot after the site is cleared for building. In some cases, the desire of a developer for a more tailored look has worked against the retention of native vegetation, since there appears to be little understanding in the community of how to effectively combine native species with more formal landscaping. Two of the best examples of effective use of native vegetation in the community are the plantings in the Siuslaw Valley Bank block and at Windsong Apartments on Spruce Street.

Both show a retention of healthy native species in a way which enhances a commercial facility, and yet incorporates a more "landscaped" effect around the front entrance. Their sites provide an example to other businesses about how to incorporate both techniques on a single site.

In about 1996, the City had begun to work with local landscaping firms to develop a better program, but this effort was abandoned due to work loads, and lack of staffing. The City should begin this effort again, with a goal of adopting an effective program during 2002.

In some cases, established invasive plant communities have also spread into new developments due to reduced plant competition, leading to unsightly and sometimes harmful weeds. Of special concern is the spread of Scotch broom and gorse, which is carried naturally to some extent, but is also introduced to new areas as topsoil and sand are moved from site to site. Due to the high natural oil content, such proliferation can create high fire-hazard conditions. City Code currently



states that, “No owner or person in charge of property shall permit weeds or other noxious vegetation to grow upon his property.” The City should actively enforce this ordinance.

## **Mineral and Aggregate Uses**

### **Goal**

To identify and protect sources of aggregate, if any, and to develop appropriate conditions for approval of extraction activities.

### **Objectives**

1. To identify and map known and potential sites of aggregate resources.
2. To provide opportunities for the continuation of commercial sand mining operations.
3. To cooperate with Lane County in siting and development of aggregate resource sites in the joint Area of Interest.

### **Policies**

1. The availability of sand and aggregate resources is important to the economy of the area. Therefore, the City shall take all possible measures, within the overall guidance of the Comprehensive Plan, to ensure the continuation of existing operations.
2. The aquifer that supplies much of the City’s drinking water is in an area that could be impacted by current sand mining operations. Existing or new operations located within the watershed of the aquifer shall be operated at all times in a way that minimizes the entrance of pollutants into the water table.
3. Sand is a mineral resource. However, the sand dunes are also part of our natural heritage. This Plan provides for protection of sand dunes on lands designated Public such as the BLM lands west of the Fred Meyer site. This plan does not provide for the protection of sand dunes on private property within the City limits except as specifically noted in other chapters of the Plan. It does, in other sections, provide policies, which direct how development in areas of dunes can be accomplished safely, and without hazard to surrounding properties.
4. The Dredge Disposal Site (number 19, River Segment 3) located on Port of Siuslaw land is recognized as a mineral and aggregate site subject to the conditions in the Siuslaw River Dredged Material Disposal Plan, November 1978.

### **Recommendations**

1. The City should work with Lane County on permitting of aggregate resources within the joint “Area of Interest”.

2. The City should research ordinances of other jurisdictions, and draft an amendment to City Code to allow sand mining as a conditional use subject to special conditions regarding noise, dust, hours of operation, traffic movement, site reclamation and other conditions as appropriate.
3. The City should determine whether adoption of an Industrial Zone for mineral, aggregate and similar industrial uses is appropriate in the City.

## **Background**

There are no identified aggregate resource areas within the City or the UGB. Aggregate and gravel must be trucked in from sources in western Lane County, Douglas County and from the Willamette Valley.

The City and the UGB are developed on sand dunes, and at least one commercial sand mining operation exists within the UGB. However, the City has no provision within its current zoning to allow continuation of this operation (except as a nonconforming use), or for location of new sites. The only industrial zone is the Limited Industrial (LI) Zone in the Airport Industrial Park/Pacific View Business Park. Excavation/mining of sand and aggregate is not a permitted or conditional use in that district.

Another potential resource is dredge disposal sites, particularly those on public lands. The Port of Siuslaw has requested that Dredge Disposal Site Number 19 located on Port property, be designated a mineral and aggregate resource (See map and Conditions in Appendix 16 of this Plan. Dredged material sites are shown on Map 5-G-1).

Two possibilities for addressing mineral and aggregate extraction in zoning are:

1. to adopt an Industrial Zone which allows mining operations, as well as other outdoor bulk storage/production industrial uses; or
2. to amend zoning districts as appropriate to allow mineral and aggregate extractions as conditional uses subject to special conditions relative to noise, dust, hours of operation, traffic movements, and site reclamation.

## **Scenic Resources/Visual Quality**

### **Goal**

To maintain the scenic quality of the community for the benefit of residents and visitors.

### **Objectives**

1. To identify scenic resources within the City and surrounding areas.

2. To evaluate their importance to the greater community, and to prioritize the need to ensure the continuation of those scenic resources.
3. To pursue opportunities to purchase or to provide protection through less than fee simple agreements for protection of key scenic resources.
4. To establish guidelines to better provide for visual, and/or physical access to scenic resources.
5. To work with state and federal agencies to provide for the continuation of scenic resources on their lands.
6. To maintain and improve the visual quality of the community, using the Florence Visual Management Plan as a guide.

## **Policies**

1. Important scenic views of the river, dunes, ocean and jetty area shall be identified and protected. Key scenic resources were identified by the Florence Visual Management Plan, and are shown on Map 5-H1. During pre-application conferences, and review by the Planning Commission/ Design Review Board, strong consideration shall be given to designing of proposed development to maintain view corridors to identified scenic resources. This is particularly important in Old Town and along the river shoreline. The use of scenic easements shall be researched, and implemented, if appropriate. Development on the Siuslaw Estuary shall be in conformance with the Lane County Coastal Resources Management Plan.
2. The City shall continue to work towards implementation of the Pacific Coast National Scenic Byways Management Plan.
3. The City shall retain ownership of City owned lands outside platted subdivisions, which provide scenic viewpoints. These lands are shown on Map5-H2.
4. The City shall work with utility companies to place utility lines underground or in less visible locations, especially where they conflict with scenic or visual quality goals and objectives.
5. The City shall work with ODOT to implement gateway plans early in project planning when improvements are planned for Highways 126 and 101.
6. The City shall work with landowners, developers and local landscaping companies to enhance the quality of our main thoroughfares through improved landscaping, including use/retention of native species as appropriate.
7. The City shall continue to implement goals, policies and objectives in the Florence Downtown Implementation Plan concerning scenic resources.

## **Recommendations**

1. The City should work with landowners and developers to encourage design of view lots and/or roadways in ways which allow the general public to view the river, ocean and dunes without impinging on the privacy of homeowners, or the ability of a business to operate in a normal manner.
2. The City should explore the use of scenic easements to preserve high priority scenic resources.
3. The City should consider initiating a program of annual awards for outstanding building design, and outstanding landscape design and maintenance.
4. The City should implement the recommendations of the Downtown Plan relative to use of architectural guidelines for design of new buildings, and for renovation of structures in the Downtown, and should work with the Port of Siuslaw to make sure that architectural guidelines of both agencies are compatible.
5. The City should continue to pursue funding and construction of a Scenic Bicycle Loop route from Heceta Beach Road along Rhododendron Drive to the Bridge and/or Old Town.
6. The City should actively support retention of the historic and scenic Siuslaw River Bridge and of Bridge of Interpretive sites.
7. The City should work with developers and utility companies to develop a plan for underground utilities or relocation of utility lines in a less visible location in key areas.
8. The City should pursue funding opportunities for enhancement of scenic resources.

## **Background**

Scenic resources are an important component of the quality of life for Florence area residents. They also are a significant factor in the economic life of the community. Like most coastal communities, the river and the ocean are the most important scenic assets in Florence. The harbor and the Siuslaw River Bridge are much photographed resources, and serve as a scenic resource for businesses and homes located south of the City in the Grenada area, as well as for local residents, businesses and visitors.

The high demand for homesites along the river, and near the beach is evident in the prices which such lots and homes command. However, these same dwellings, as well as commercial development along the river can effectively block views for the general public. Fortunately, there are some areas along Rhododendron that are not large enough to be developed, and are in public ownership, thus assuring views from those sites. The North Jetty area, currently in the County, will, at some time be annexed into the City. This area and the adjacent campground provide both views and physical interaction with the resource. The City should work with landowners and developers to preserve views where possible by careful design of buildings on view sites.

The exceptional scenic quality of the coast has resulted in the designation of Highway 101, the Coast Highway, as a National Scenic Byway for its entire length in Oregon. It is also the location of the Oregon Coast Bike Trail. The City recently applied for Enhancement Program funds for construction of a scenic loop route for the Oregon Coast Bike Trail beginning at 35th Street, and traveling south along Rhododendron to Highway 101 and the Bridge, but was not successful in this application. The Transportation Systems Plan includes provision of bikelanes on Rhododendron Drive as one of the planned transportation projects. The long-range plan is to complete a scenic loop route via Heceta Beach Road, and to intersect this loop with a connection to the proposed Sutton Lake Bike Loop.

The City has also applied for National Scenic Byway funds for construction of Siuslaw Bridge Interpretive Waysides.

Our native vegetation is a scenic resource, especially the native rhododendrons. The Native Vegetation Section of this Chapter provides recommendations for preservation and/or replacement of native plant materials.

The sand dunes are also a scenic resource, both those within the community such as that west of the Fred Meyer site, as well as those located across the river. The Oregon Dunes National Recreation Area located just south of Florence provides ample opportunity to view and experience this resource.

And finally, our community itself is a scenic resource. Old Town is an eclectic mix of building styles, placement and function, all of which combine to create a unique resource. Highway 101, a National Scenic Byway, offers the visitor views of our community. Over the past several years, as properties have redeveloped, the aesthetic quality of the Highway 101 experience has improved, but there is still room for improvement. Several citizens and landowners have urged the City to encourage the use of more native materials planted in more natural settings such as in the Siuslaw Valley Bank block. They are concerned that some of the more formal landscaping, if repeated along the entire Highway 101 corridor, will result in a street which looks like a street in any town, and not a street that is uniquely Florence. The Downtown Plan contains provisions for improving the aesthetics of Highway 101 from the Bridge to Highway 126. In addition, the placement of utility lines underground, or in less visible locations would also enhance the visual quality of our main streets.

Maintenance of buildings and landscaping is a critical factor in maintaining scenic quality. A building can be a beautiful structure, but if it is not maintained, and/or the landscaping is neglected, then the overall quality of the site, and of the surrounding neighborhood declines.

## **Historic Resources**

### **Goal**

To identify and protect the historic resources within the community.

## **Objectives**

1. To identify the historic resources in the community.
2. To evaluate the quality of these resources, and their importance in maintaining the character of the community.
3. To prepare a plan for retention/rehabilitation of those resources determined to be valuable to the community, including funding resources for implementation of the plan.

## **Policies**

1. Historic resources are important in maintaining the community's character. The City shall work with building owners on renovations and expansions, which are compatible with the historic character of buildings. This includes understanding any special provisions in state regulations and in the UBC which allow some flexibility in standards in exchange for preservation of historical integrity.
2. The City should research formation of a Historic District and have discussions with building owners and businesses about the feasibility of such formation.
3. The City shall work to incorporate any identified essential historic elements in the Architectural Guidelines that are part of the adopted Downtown Implementation Plan.
4. The City shall maintain a working relationship with the Siuslaw Pioneer Museum, which is the repository of much of the history of the Florence area.

## **Recommendations**

1. The City should prepare a complete inventory of historic resources using local, state and federal guidelines, including the extensive resources of the Siuslaw Pioneer Museum.
2. Whether a historic district is formed or not, the City should work with the Historical Society and other interested parties to prepare brochures for a "walking tour" of historic structures in the downtown.
3. The City should amend the Downtown Architectural Guidelines to include identified essential historic features.

## **Background**

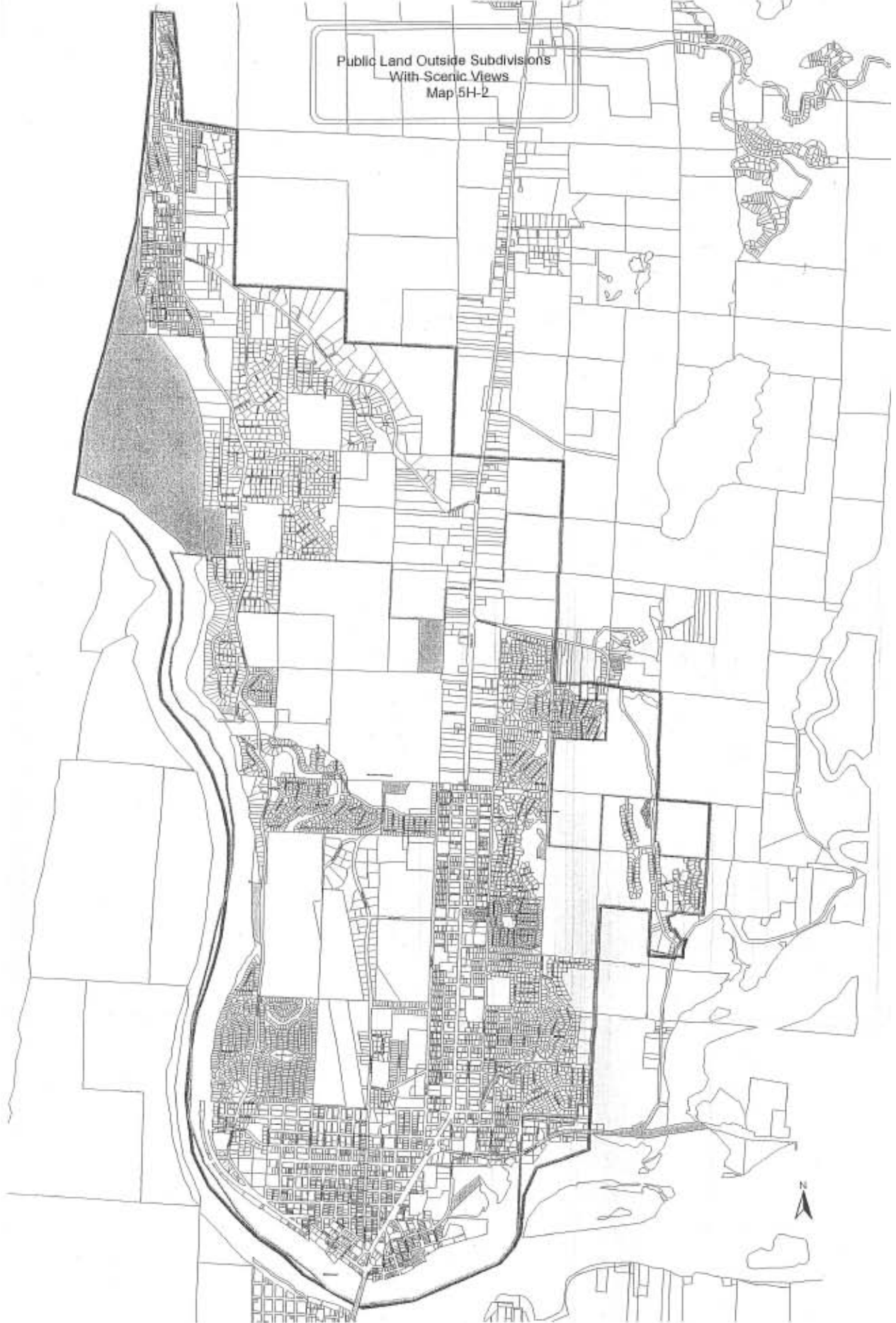
In the early and mid-'80s', an inventory of historic buildings was completed. This inventory included 40 buildings (See Appendix 5-I). In addition to the buildings on this list, a historic building was moved from Mapleton in the mid-1990's and placed at 2nd and Harbor. The City is fortunate in that many of these structures have been maintained with attention to their historic importance, and so retain their historic integrity.

The Siuslaw River Bridge, completed in 1936, is now more than 50 years old, and so becomes a historic resource. The bridge is listed on the National Register of Historic Places. Policies throughout this Plan support retention of this bridge, rather than replacement by a modern bridge. At such time as additional capacity is needed on the bridge, those policies suggest a parallel span at the same elevation, constructed to the west of the existing bridge, to maintain the scenic integrity of the historic bridge.

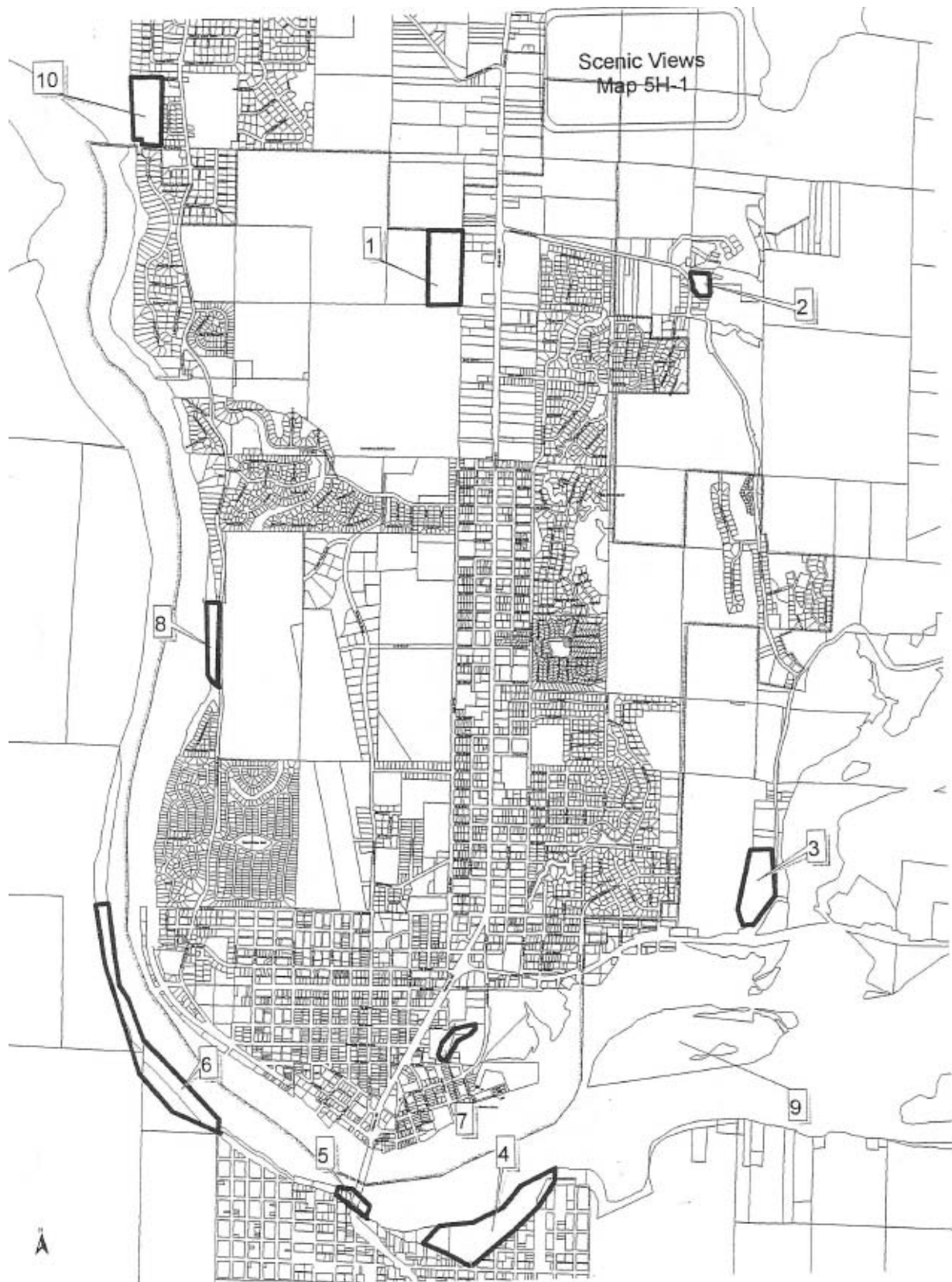
In addition to buildings and structures, there are historic sites. The site of the Ferry landing, and the pilings in the river which were part of early logging operations in the community are part of the town's history. A new booklet documenting the historic cemeteries of the area was completed in 2000. There is supposedly an historical marker on Rhododendron near the intersection with 9th Street. Native American artifacts have been located at several sites in the area. There are undoubtedly other sites that are not mentioned here.

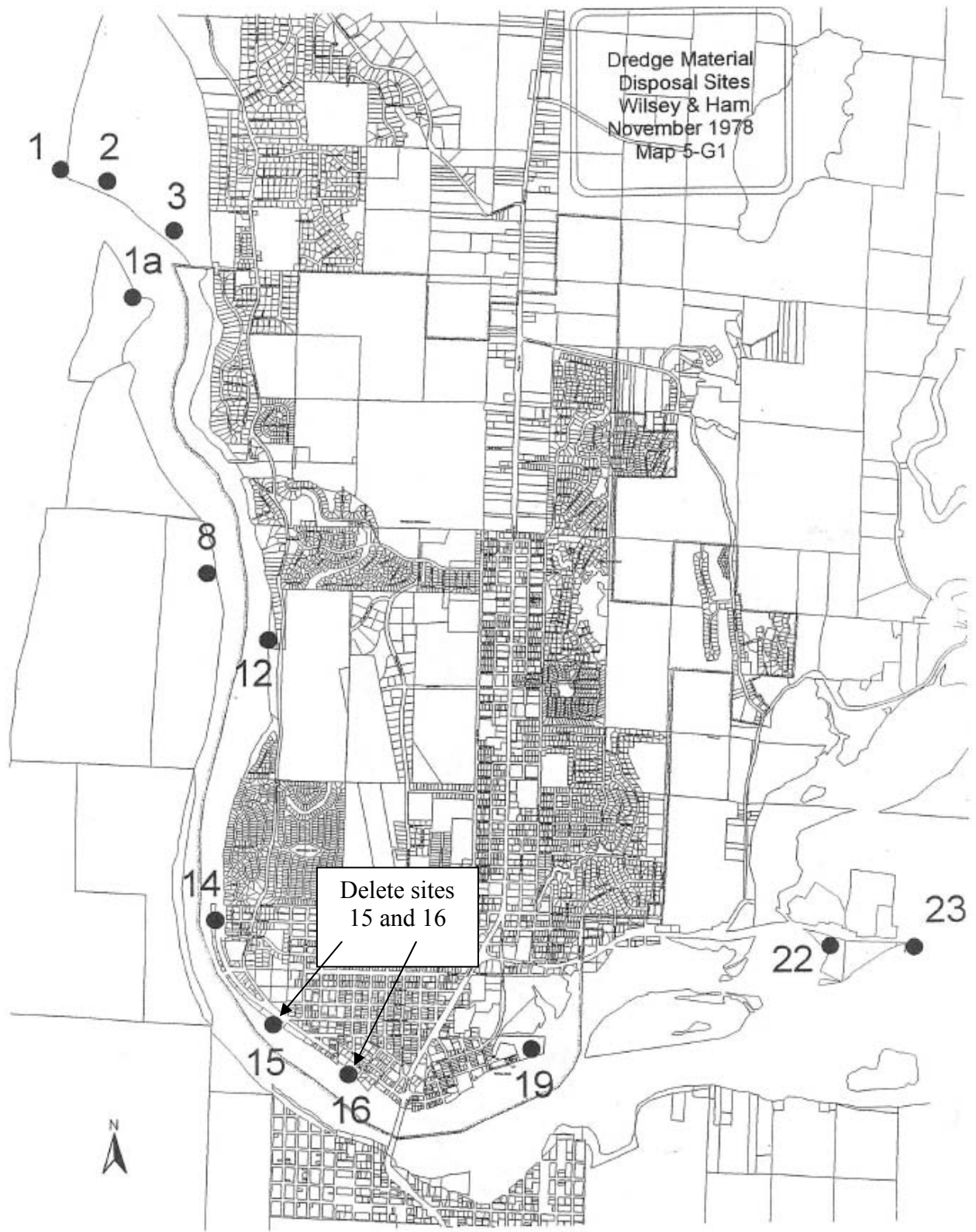
The inventory work completed in the mid-80's was apparently performed to establish a Historic District in the area where the concentration of buildings was located. However, there is little in the file to determine why this project was terminated. Designation as a Historic District provides an attraction for visitors. Given the care that has been taken in the past in building, renovation and restoration in the area, designation as a District would not impose additional hardships on owners and might result in a decrease in property taxes, as well as eligibility for specialized funding sources for renovation and rehabilitation.

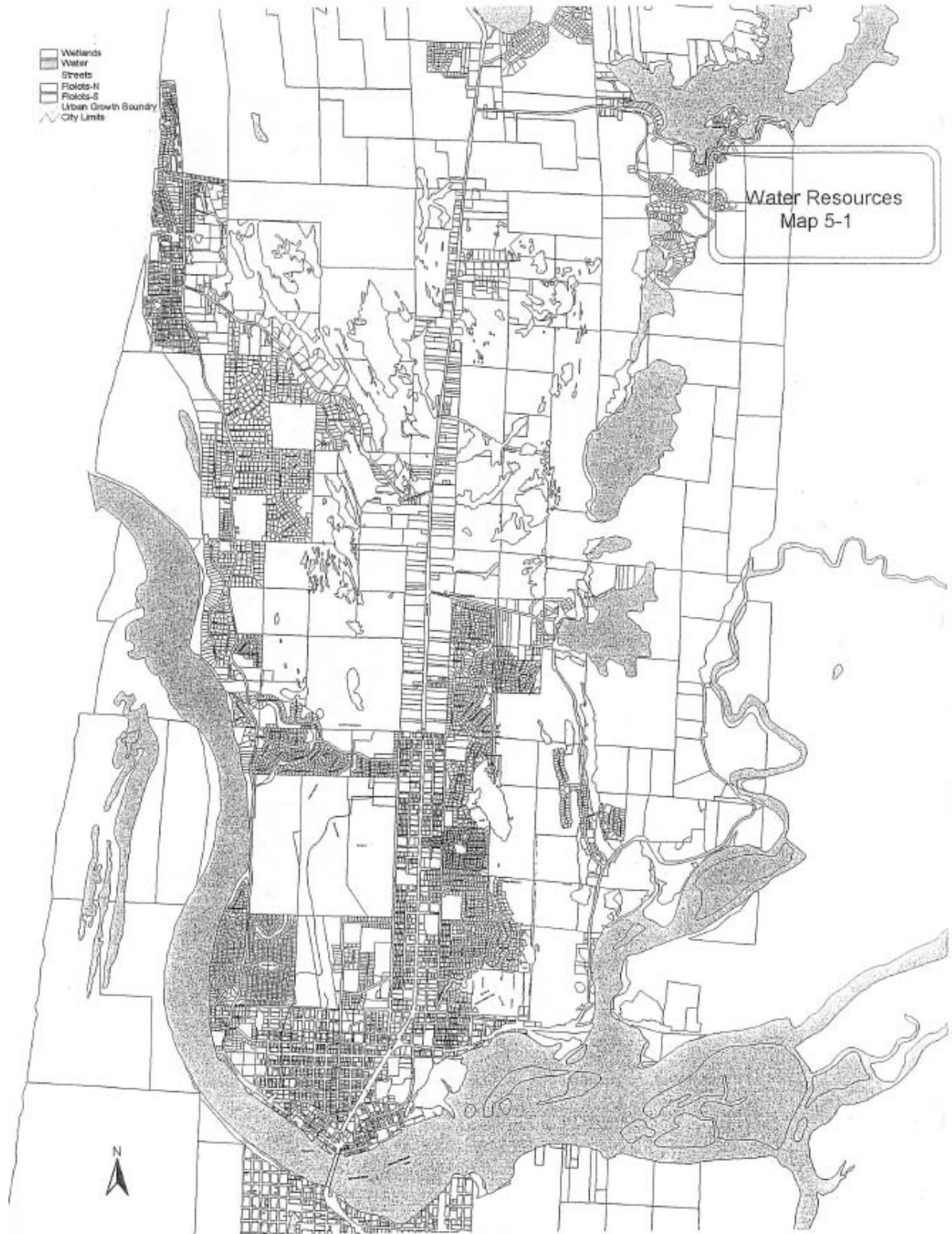
Public Land Outside Subdivisions  
With Scenic Views  
Map 5H-2

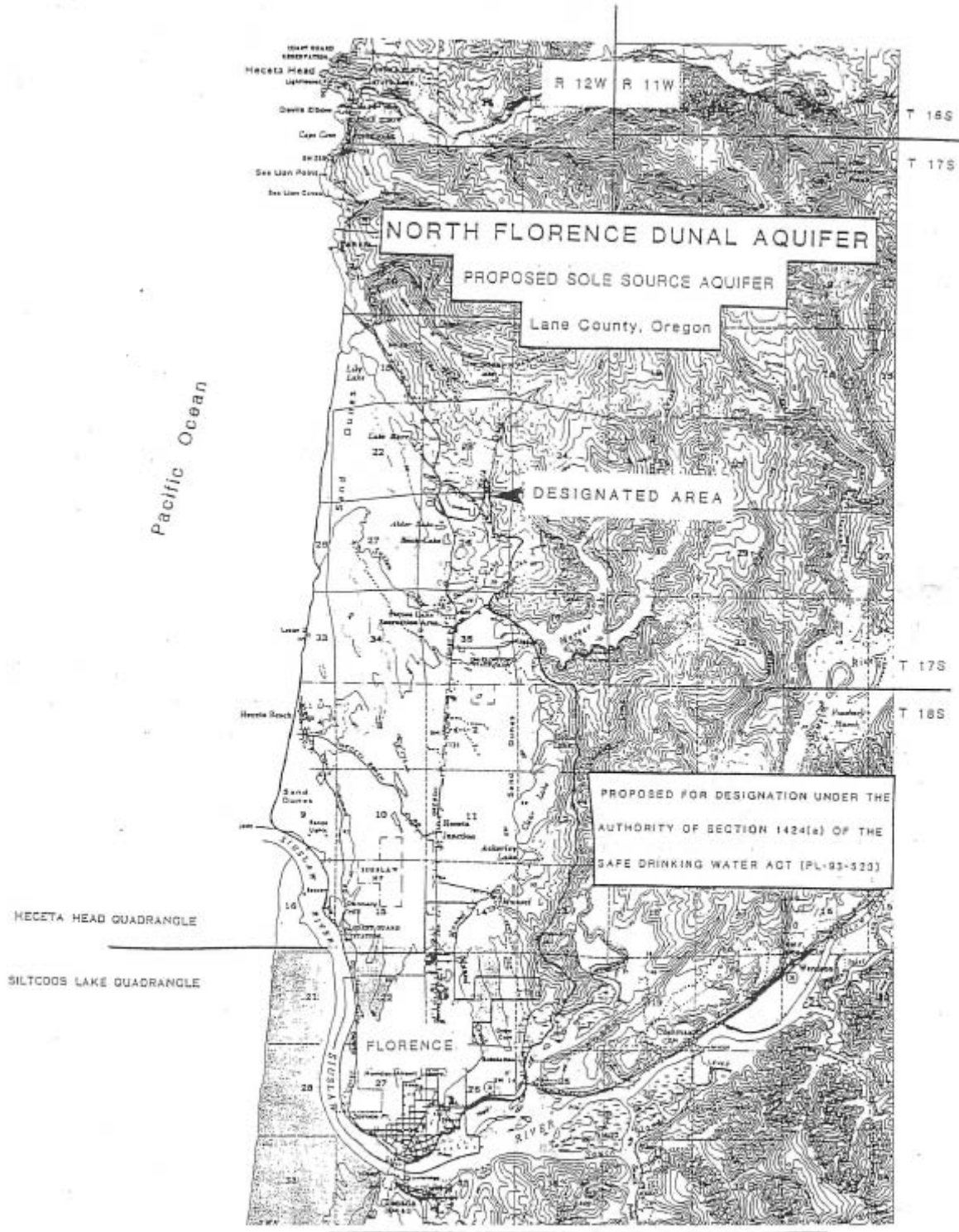




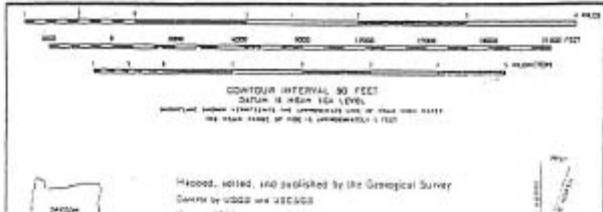


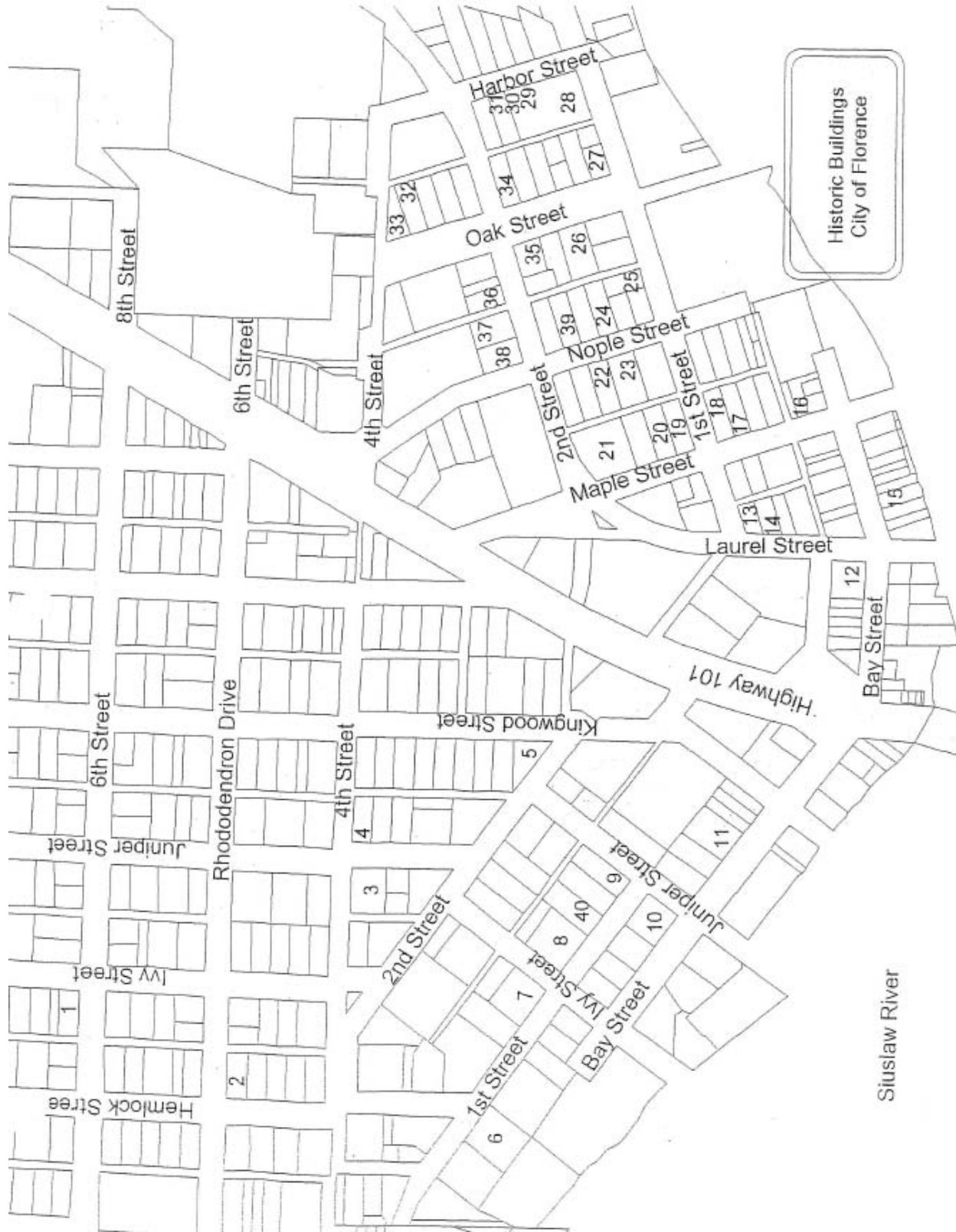






HECETA HEAD QUADRANGLE  
 SILTCOOS LAKE QUADRANGLE





### HISTORIC BUILDINGS LIST

1. 609 Ivy	Rezar House	1906
2. 464 Hemlock	Dr. Tatum	1917-1918
3. 439 Juniper	Hunt House(Parsons)	1917-1918
4. 458 Junipe	Joe Rawson	1917-1918
5. 333 Kingwood	Old Christian Church	
6. 898 1 <sup>st</sup> Street	Anne Dudley House	1900
7. 975 1 <sup>st</sup> Street	Bryon Murray(Howell)	moved 1934
8. 1025 1 <sup>st</sup> Street	Bergman(Lutero)	1916
9. 1089 1 <sup>st</sup> Street	Emma Kyle(Johnson)	1916
10. 207 Juniper	Brynd House(Neilson)	1917
11. 1155 Bay Street	Edwin Kyle(Seaver)	1914
12. 1297 Bay Street	Kyle Building	1901
13. 196 Laurel		1905
14. 180 Laurel		1905
15. 1336 Bay Street	(Noble)	1896
16. 128 Maple	(Noble)	1905
17. 168 Maple	Florence Rooms	1916
18. 184 Maple	Masonic Lodge	1916
19. 216 Maple	Johnson House	1896-1900
20. 232 Maple	David House(Carlson)	1913
21. 278 Maple	Old Grade School (Callison Building)	1916
22. 259 Nopal	Ben	1900
23. 239 Nopal		1916
24. 232 Nopal	Bowman House	1902
25. 1537 1 <sup>st</sup> . Street	(Kelly Lamb)	1905
26. 239 Oak	Johnson	1908-1910
27. 1613 1 <sup>st</sup> . Street	Lanny Nivens	
28. 1675 1 <sup>st</sup> Street	Mortuary Residence (formerly a parsonage)	
29. 227 Harbor		
30. 241 Harbor		
31. 273 Harbor		
32. 350 Oak		1905
33. 394 Oak		1905
34. 1608 2 <sup>nd</sup> St.	Park's Groceries	
35. 1584 2nd. St		
36. 1561 2 <sup>nd</sup> St.	(Riggs)	
37. 1539 2 <sup>nd</sup> St.		
38. 1515 2 <sup>nd</sup> Street		
39. 264 Nopal		
40. 1049 1 <sup>st</sup> Street		



## **Chapter 6**

### **Air, Water and Land Quality**

#### **Objective**

To maintain the quality of the air, water, and land resources through control of waste and process discharges from future development.

#### **Policies**

1. The City shall support regional efforts to control environmental pollution through its compliance with state and federal standards. Department of Environmental Quality permit referrals will be reviewed to insure that proposed activities are consistent with the Comprehensive Plan.
2. Water recharge areas, lakes, and streams which have a direct bearing on the quality of the water resources shall be protected to insure the continuous quality and quantity of public water supplies.
3. Site construction procedures shall not contribute to serious erosion and sedimentation of lakes, impoundments or waterways.
4. Dunal resources shall be protected while at the same time development in urban areas is protected from sand encroachment.
5. Solid, liquid, gaseous and industrial waste discharges and/or disposal from septic tanks and/or sewers shall not contaminate land, air, and water resources.
6. The City shall cooperate with Lane County for efficient and safe disposal of solid wastes.
7. The City shall manage land use in the Airport Noise Corridor(s) to avoid conflicts, according to the Florence Airport Master Plan. Additional noise insulation standards may be applied to residential development within the LDN 55+ noise contour as provided in the Airport Master Plan. The Airport Noise Corridors are defined in the Airport Master Plan found in Appendix 12 of this Plan.
8. The City shall also ensure that its drinking water supply continues to conform with the Safe Drinking Water Act.
9. The City shall meet all applicable standards relating to air quality, water quality and noise pollution.
10. Florence shall coordinate with Lane County, Lane Council of Governments, the State Department of Environmental Quality, State resource agencies and Federal agencies in “208” nonpoint (water pollution) source planning and “303e” river basin planning, as applicable.



11. All future development within the unincorporated portion of the Florence Urban Service Boundary shall be coordinated with the State Department of Environmental Quality to insure that the development will not degrade the North Florence Dunal Aquifer, negatively impact the beneficial uses of the water resource, or violate drinking water standards. The City of Florence and Lane County will coordinate their respective roles through a Joint Management Agreement.

## **Recommendations**

1. Erosion should be controlled through the City Code and the Uniform Building Code, as applicable, and through policies designated to reduce erosion of cleared sites.
2. Planning for future public facility needs that protect water quality should be continued.
3. The County should be encouraged to maintain domestic water quality standards for Clear Lake and Munsel Lake.
4. Regular street sweeping should be carried out in order to protect the estuary by diminishing the amount of sand and pollutants entering the storm sewer system.
5. Estuary sedimentation originating from nonpoint sources such as urban runoff, road building, and streambank erosion should be identified and controlled.
6. Restoration projects which serve to revitalize, return or replace previously existing attributes of the estuary should be encouraged. Particular emphasis should be given to projects that revitalize aquatic habitat, including the lowering of dredge spoil islands, marsh creation, shoreland vegetation planting for erosion control, and dredging to re-establish former depths and flushing patterns.
7. The encroachment of sand, either by wind, water, or other agent, onto developed lands should be prohibited, and violators cited under nuisance procedures.

## **Chapter 7**

### **Development Hazards and Constraints**

#### **Objectives**

1. To protect life and property from natural disasters and hazards.
2. To retain areas subject to uncontrollable flooding, ponding or severe erosion in open space until control can be established.

#### **Policies**

1. The City shall restrict or prohibit development in known areas of natural hazard or disaster in order to minimize risk to citizens, reduce the hazard of loss of life and economic investments, the costs of expensive protection works, and public and private expenditures for disaster relief.
2. Prior to development taking place in known areas of potential natural hazard, applicants shall provide a Site Investigation Report which clearly determines the degree of hazard present and receive City approval for the measures to be taken to reduce the hazard.
3. All new development shall conform to City Code, the Uniform Building Code and Flood Insurance Program requirements in flood-prone areas.
4. For those areas that have excessive slopes or conditions which constitute a geological hazard, proposed developments shall be keyed to the degree of hazard and to the limitation on the use imposed by such hazard. Accepted engineering practices shall determine the extent of development allowed. The City may require a professional engineer's report to fulfill this requirement.
5. The City shall participate in a Western Lane emergency preparedness plan and its implementation.

#### **Recommendations**

1. Before construction begins, consideration should be given to the width of natural vegetation buffers to minimize the hazards of blowdowns.
2. Grading and excavation should, wherever possible, complement the natural configuration of the topography.
3. Topographical maps, to complete the existing set of maps, should be obtained for the balance of the Florence area, as soon as possible.

4. The possibility exists of one-to two foot layers of compressible soils in the subsurface throughout this area. The construction of heavy load-bearing buildings should be preceded by proper engineering investigation, including core samples, to avoid differential settling of structures. When better understanding of the compressibility of the soils in the area is gained, this requirement may be waived.

## **Background**

The City's Periodic Review Work Order does not require revisions relating to State Land Use Goal 7 – Development Hazards and Constraints. However, much has changed since the Periodic Review Order was signed in 1995. Flooding, tsunami warnings, and severe riverbank erosion in some areas have given this Goal a higher priority.

## **Flooding**

In June, 1999, the revised Federal Emergency Management Agency (FEMA) flood area maps became effective together with a requirement for elevation certificates for structures in the floodplain. The FEMA maps included an expanded North Fork floodplain impacting residences and businesses on Lowe Munsel Creek Road. According to local knowledge of historic flooding trends over the past 50 or more years, the FEMA maps include areas which have never flooded. The City is working with FEMA and property owners to apply for an areawide map correction. Several landowners have already applied for and received individual map amendments for their properties. The Maps, June 1999, are recognized as the official floodplain maps and are included by reference in Appendix 7 of this Plan, subject to any revision agreed to in resolution of the North Fork area of dispute. The City's Floodplain Ordinance was updated to meet federal requirements in 1999. The amendments were approved by the State Flood Management Office. Elevation certificates are required as part of application for a building permit. Groundwater flooding is addressed under stormwater which is covered in Chapter 11, Utilities and Facilities Management.

## **Tsunami**

The State has prepared and distributed maps of potential Tsunami impact areas. Florence could be heavily impacted. The Tsunami Inundation Zones map, included in Appendix 7 of this Plan, shows the area of impact, and includes disaster information. Evacuation Centers have been identified and evacuation routes posted. The community has a Centralized Emergency Notification System (CENS), and is also working with other coastal communities to develop a consistent warning system for the benefit of residents and visitors. The area of potential impact is severe, extending from the river north 14 blocks to approximately 15<sup>th</sup> Street and inundating Rhododendron Drive over much of this length. This area contains the hospital, the Justice Center, City Hall, Old Town, both commercial and residential properties, and most of the elderly and/or assisted housing facilities in the community. Emergency drills are held periodically in order to maintain preparedness.

## **Coastal Erosion**

The unique geology of the Florence area contributes to coastal erosion. Florence is located on a deep sand deposit in a sandstone basin. The sand layer contains a large aquifer which flows south and west through the sands to the Siuslaw River. A significant amount of the groundwater flow, particularly in high rainfall years, occurs at the junction of the sand and sandstone layers. As water exits along this sandstone layer at the base of sand banks, it carries sand away, causing upper sand layers to slough in significant amounts. Due to the steepness of these slopes and the normal erosion caused by wind and rains, it is difficult to establish and maintain vegetation on these slopes.

Since 1980, the City has required a 50 foot setback from the top of the bank of the Siuslaw River. Variances to the 50 foot setback can be requested with an engineering study. If granted, a set of conditions is attached which prohibit removal of vegetation, direct storm drainage away from the bank, restrict physical access and provide for special construction measures adjacent to the setback.

## **Landslides**

Only one area in the City or the Urban Growth boundary is subject to non-coastal landslides. This is an area of about 80 acres located east of Munsel Lake Road primarily in Bohannon-Preacher-Slickrock soils. Slopes in some area approach 70 percent and minor landslides have occurred in the past. Forty acres of the site are developed as a residential PUD. Sections of the internal street system have grades in excess of 10 percent, making emergency and service vehicle access difficult. Engineering studies have been required for each phase of the development, and engineering foundations have been required for many of the dwellings.

A Site Investigation Report may be required if the Hazards Maps or Natural Resources Conservation Services Soils maps show potential for landslide or coastal erosion/sloughing. The Hazards Map from the 1988 Comprehensive Plan is included in Appendix 7 of this Plan as the indicator of need for a Site Investigation Report.



**Chapter 8**  
**Recreational Needs**  
(Combined with Goal 11)



## **Chapter 9**

### **Economic Development**

#### **Goal**

To embrace a stable, prosperous business environment focused on industry diversity, yielding family income sufficient to support education, recreation, social and cultural opportunities, comprehensive health services, affordable housing and public safety while preserving the environment and its natural beauty.

#### **Policies**

1. The City shall encourage actions and activities that promote the availability of new employment in the community, especially family wage jobs.
2. The City shall support efforts to obtain technical and employability skills needed by existing and prospective employers.
3. The City shall work with appropriate parties to increase tourism revenues.
4. The City shall work to improve networks of all kinds within the county, the region, and the state in support of economic and business development.
5. The City shall develop incentive programs to assist businesses with expansion, relocation and/or upgrading of existing storefronts and landscaping.

#### **Recommendations**

1. The City should complete the City's website for use, among other purposes, to promote business and economic development opportunities in the Florence area.
2. The City should continue to implement the Florence Downtown Implementation Plan in order to preserve and enhance the Downtown area.
3. The City should continue to support anchor tourism destinations such as our local golf resorts, Old Town, water-related recreational opportunities, and expanded shopping opportunities.
4. The City should develop and implement an effective marketing strategy for the Pacific View Business Park.
5. The City should continue to support the mission of the Port of Siuslaw to create quality jobs and businesses through the development of Port facilities.



6. The City should work with the FAA to continue to improve the airport to enhance utility for general and commercial uses.
7. The City should encourage and support the Port of Siuslaw in nurturing water-related tourism and recreation, fishing of all kinds including aquaculture, and water-dependent commercial and industrial activities, and to diversify into light industry and manufacturing, high technology related businesses and other non-water-dependent activities.
8. The City should continue to work to improve vehicular access connecting Florence to other communities, particularly on Highway 126.
9. The City should continue to work to improve telephone and telecommunication services to the community, utilizing the most current technologies available.
10. The City should support increased opportunities for continuing education and specific workforce training in Florence.

## **Background**

As we begin the new millennium, the City of Florence is poised to begin a period of well-planned, coordinated economic growth which will provide adequate opportunities for a variety of economic activities vital to the health, welfare and prosperity of the people of Florence and its surrounding area. Florence serves as a shopping, service and employment center for residents of Florence, the areas within the UGB, and residents of western Lane County, as well as its neighboring communities along the coast. Florence also attracts a large number of visitors to the area, some of whom eventually return to become residents and, sometimes local business owners as well.

In spring 1995, the Greater Florence Area Chamber of Commerce's Economic Development Committee and the City of Florence jointly initiated a community based strategic planning process for community economic development. The Siuslaw Healthy Communities Alliance joined the effort in 1996. The strategic planning process was facilitated by Rural Development Initiatives, Inc. (RDI) and was funded by the City of Florence and grants from the Oregon Economic Development Department and the Department of Land Conservation and Development, and by the US Forest Service.

The planning effort included an assessment of the community's strengths, weaknesses, opportunities and threats (SWOT). ECO Northwest provided statistical data in its report, "Forecasts for Employment, Population and Housing for the City of Florence." A Citizen Draft Review Vision Statement was prepared with broad citizen involvement, and mailed to all Florence households for review and comment.

In late 1996 and early 1997, RDI facilitated two public forums on transportation and property development, as well as eight public meetings to identify goals, strategies, and action plans to implement the vision which had been prepared earlier. The final draft identified five value statements or themes, which dealt with Basic Services, Economic Opportunities, Diversified Development, Local Character and Attractions, and Future Orientation.

The draft was presented to the City Council, and was “endorsed” on May 18, 1998, but not officially adopted due to conflicts over some of the policies and goals. The draft was adopted by the City Council in June 2000. Many of the goals have been, or are being realized through the City’s continuing efforts in economic development. The Greater Florence Area, Strategic Plan for Community Economic Development, March 1998 is included in Appendix 9 of this Plan.

Included below are the Community Vision Statements from that document.

### **Basic Services**

We value a community where people have access to what they need in order to lead productive and satisfying lives in our community. We recognize that health care, housing, clean water and other basic needs should be available to everyone and that they are essential to the overall health of the community.

### **Economic Opportunities**

We value economic independence and the employment (including family wage jobs) that will help people achieve it. We want our young adults to see economic opportunities in Florence that will allow them to stay in the community or return after college and earn a living if they choose to do so. We value year-round stability and sustainability in our economy.

### **Diversified Development**

Different types and levels of development are appropriate in different geographic segments of the community. Development should be dispersed throughout the area, rather than focused in one part of town, in order to avoid traffic congestion and economic imbalance. We value convenience of getting quickly and easily from place to place. We want people of all ages to have reasonable transportation alternatives. Quality of life should be available throughout the community.

### **Local Character and Attractions**

We value safety, familiarity, friendliness and a supportive environment for children. Neighborliness is important to us. We want to maintain close, positive social relationships and a unique identity as we grow in population. We also value significant natural and built features of our community’s physical environment. Our historic bridge, dunes, forests, river and magnificent views, along with Old Town, the Events Center, and developing recreational and shopping attractions help draw visitors to our area. We want to maintain environmental quality and the coastal character of our town, while providing a mix of attractions that increase economic stability.

### **Future Orientation**

We realize that nothing stays the same forever, and acknowledge that growth and change are signs of health. We value positive changes to our community which bring about an improved quality of life for our citizens. Promoting a successful future for the Florence area is among our most important responsibilities.

Many facets of these vision statements are being implemented by actions of the City and its citizens and committees.

The City, as part of its Periodic Review process, has prepared an inventory and analysis of commercial and industrial lands (Issue Paper # 1, Appendix 2). This paper concluded that the amount of commercial and industrial zoned lands is adequate for the 20-year planning period. However, as work continued on the Comprehensive Plan over a period of six years, it became clear that there is a need for zoning of land, specifically for land-extensive existing industrial uses, that may need to relocate over the next 20 years as newly designated uses take their place.

One option is the designation of additional lands along Highway 101 north of Munsel Lake Road as Service Industrial in order to provide lands for construction companies, and for businesses involved in sand and gravel, aggregate, building materials and other similar development related businesses. This designation is not intended for general retail commercial use. These lands are currently in the UGB outside City limits. Annexation would be required before those lands could be rezoned from the present County zoning districts. Access points to Highway 101 would need to be combined in order to meet ODOT access guidelines. After Oak and Spruce Streets are developed to the east, and west, respectively, of this area, then access would be directed to those streets, with access to Highway 101 at a signalized intersection. Direct access to Highway 101 would be limited to right-in, right-out only, from the prior combined driveways.

The City has also been active in preparing plans for economic activities in other areas of the City. In 1999, after many public meetings, the City amended the 1988 Comprehensive Plan to include the West 9th Street Area Plan and adopted the implementing zone, the Professional Office/Institutional Zone. Goals, policies, recommendations and background materials are included in Chapter 2 - Land Use.

In 1998, the City received TGM funds for preparation of a plan for the Downtown Area. Consultants were hired, a Downtown Steering Committee was formed, many meetings and forums were held, and a final draft plan was presented to the Planning Commission and the City Council in June 1999. Revisions were suggested and made, resulting in adoption of the Florence Downtown Implementation Plan in September 1999. This Plan covers the area of the City south of Highway 126 and east of Kingwood. Goals, policies, recommendations and background materials are included in Chapter 2 - Land Use and in Appendix 2. Since the adoption of the Plan, additional TGM funds have allowed preparation of preliminary engineering plans for the Downtown Green and Highway 101 Pilot Blocks (2001). An application for National Scenic Byway funds has been submitted for the Siuslaw River Bridge Interpretive Waysides.

In 1996, the City received funds for construction of an industrial park in another area of Kingwood, north of the downtown area, and adjacent to the airport. Construction of the park is complete. Improvements include streets, curbs, sidewalks, street lights, water, sewer and storm

drainage. An industrial subdivision has been approved and recorded resulting in 54 serviced lots available for business park and light industrial development. This subdivision has recently been renamed Pacific View Business Park. Immediately adjacent to the Pacific View Business Park is 40 acres of land belonging to the Port of Siuslaw which is zoned Light Industrial, and which is accessed and serviced via Pacific View Drive. In 1999, the City appointed an Economic Development and Marketing Committee, which includes representatives of the Chamber of Commerce, the Port of Siuslaw, and Lane Community College. That committee has prepared a strategic plan for marketing the community, which includes:

- preparation of a marketing packet which can be used by all participating agencies,
- designation of Pacific View Business Park, the adjacent 40-acre Port parcel, and Port lands on the waterfront, as an Enterprise Zone,
- provision of improved telephone and fiber optic service,
- a concerted effort to maintain and grow existing businesses.

The marketing packet is completed. The City has voted to apply to become the Florence Enterprise Zone and that application has been approved by the state. The City has joined the Fiber South Consortium, which is working to provide improved fiber optics for the region. Revisions have been made to industrial zoning in the Pacific View area to better differentiate the areas for different uses. The City, the Chamber, LCC and local banks are working together to retain and expand local businesses. The City has also established a small revolving loan fund to aid in business retention and expansion. Goals, policies, recommendations and background materials are included in Chapter 2, Land Use.

A commercial cluster of lands has been designated on Highway 101 in the area of Munsel Lake Road. Identified as the North Commercial Node, this area is appropriate for larger retail uses, and associated uses such as restaurants, hotels, motels, service businesses, and possibly service stations. Goals, policies, recommendations and background materials are included in Chapter 2 - Land Use.

Historically, the Siuslaw River and the Port facilities were the base for economic growth and development in the early years of the City. At the present time, the Port of Siuslaw provides moorage, launching, storage and other services for commercial and recreational fishing boats. The Port and the related Old Town Waterfront District draw tourist and waterfront business to the City.

The maintenance and improvement of the river channel and the jetties are essential to the continued health and future growth of the Port, and of water-related and water-dependent activities. The Siuslaw Estuary is classified as a “shallow draft development estuary.” A portion of the Siuslaw River is a “federally designated waterway.” The channel requires periodic dredging to maintain a navigable channel and a turnaround basin at Florence. The rough bar conditions at the mouth of the river have been a detriment to the Port and have led to the loss of commercial fishing to other ports over the years. Small ports are struggling to survive because of the cost of maintenance dredging and other economic pressures. For the period 1990 - 1994, the average cost for dredging the Siuslaw channel was \$502,000. The cost of the 2001 channel dredging was approximately \$822,000. The Corp of Engineers, who have traditionally provided maintenance dredging at ports, is under pressure to recoup the cost of dredging and to consider cost effective-

ness of their dredging activities. Smaller ports, with less activity than the larger commercial ports, are at a severe disadvantage when competing for scarce dredging funds. The City has supported past dredging efforts, and will continue to do so for the foreseeable future, due to the importance of the Port and waterfront to the economy of the community.

Goals, policies, and recommendations regarding the provision of an infrastructure sufficient to serve planned growth and development are included in Chapter 11 - Public Utilities and Facilities.

Relevant goals, policies and recommendations regarding Oregon Statewide Planning Goal 5 resources are included in Chapter 5 - Natural Resources.

In summary, for a community of its size, the City of Florence has initiated an ambitious, well-planned and coordinated series of plans to guide commercial and industrial development in the community throughout the planning period.

# **Chapter 10**

## **Housing Opportunities**

### **Goal**

To provide the opportunities and conditions to meet housing needs within the City of Florence and the Urban Service Area.

### **Objectives**

1. To support a variety of residential types and new concepts that will encourage housing opportunities to meet the housing needs for households of varying incomes, ages, size, taste and lifestyle.
2. To maintain a high standard of housing construction through enforcement of the Building Code.
3. To maintain a livable environment by placing open space requirements in residential areas.

### **Policies**

1. The Zoning Ordinance shall provide for varying density levels, land use policies, and housing types in support of this goal.
2. City codes and standards shall be enforced for the purpose of maintaining and upgrading the housing supply.
3. Sufficient land within the Florence area shall be made available for high density housing development where public services are adequate and where higher densities and traffic levels will be compatible with the surrounding area.
4. The City shall implement policies and practices that insure equal housing opportunity for all the City's residents.
5. The City shall recognize mobile homes and multiple family dwellings as an important part of the overall housing stock if well situated.
6. The rehabilitation of substandard housing shall be encouraged as a method to meet the high costs of housing and to conserve the housing stock.

## **Recommendations**

1. Housing programs to meet the needs of the City's elderly and low-income families should be pursued.
2. Unsafe or unhealthy housing conditions should be eliminated.
3. The City should encourage innovative design techniques (such as clustering, townhouses or condominiums) in appropriate areas, as a method to preserve open space, to lower the costs of housing and public facilities, and to maintain vegetative cover.
4. The City should adopt and enforce a fair housing ordinance that forbids discrimination in the rental, sale or financing of housing based on race, sex, color, religion, national origin, age, or marital status.

## **Background**

In 2004, the City Council amended this Realization 2020 Comprehensive Plan to incorporate an updated residential land analysis: the *Florence Residential Buildable Land Analysis*, adopted March 15, 2004. This updated analysis is part of this Comprehensive Plan and is physically located in Appendix 2. This analysis concluded that there was adequate land available to meet residential needs for the 20-year planning period. .

The sections in this Plan related to population and population forecasts have been updated to include data and projections from the most recent analysis adopted by the City and acknowledged by the State Department of Land Conservation and Development (DLCD).

## **Chapter 11**

### **Utilities and Facilities**

#### **Wastewater Collection and Treatment**

##### **Goal**

To provide cost effective collection and treatment of wastewater consistent with projected population growth and development needs.

##### **Policies**

1. The City shall upgrade and maintain the wastewater treatment plant and collection system to a standard that prevents untreated sewage overflows into the Siuslaw River.
2. The City shall implement funding mechanisms sufficient to ensure systematic upgrades to the WWTP and collection system so that the City remains in compliance with its DEQ permits.
3. The City shall complete the proposed stages of an improved collection system in advance of need in order that the wastewater system maintains adequate capacity for proposed development.

##### **Recommendations**

1. The City should continue to hire qualified personnel to operate the wastewater system. Training will be provided as necessary or required to ensure that all operating personnel are fully qualified.
2. The City should evaluate the operation of the wastewater system on an annual basis, and make any adjustments necessary in budgets, staffing and capital expenditures to ensure that the system is operated in compliance with DEQ permits.
3. Every five years, the City should evaluate the existing capacity of the wastewater treatment facility (WWTF), in order to plan for timely additions to the WWTF.
4. The City should digitize the wastewater treatment collection system into its GIS system, so that landowners, developers, City staff and private utility companies know the location, size and capacity of the various components of the system.
5. Inflow should be completely eliminated from the collection system.



6. A program for annual inspection and scheduled maintenance of the collection system should be developed and adopted to reduce infiltration of stormwater into the system, and to prevent spillage of raw sewage from the collection system.
7. Because land application in western Lane County is made difficult by land uses, topography and amount of rainfall, the City should pursue other options for disposal of biosolids.
8. The City should prepare a schedule, together with associated costs, for the anticipated construction of the sewer main serving the North Florence area, of the Munsel Lake Road trunk, and of any other anticipated construction or major upgrade of sewer mains. This schedule will be updated as development occurs in order that construction can proceed in a timely manner.

## **Background**

In January 1996, DEQ issued a Notice of Noncompliance notifying the City of violations of the City's NPDES Permit. In April 1996, a Mutual Order and Agreement (MOA) was signed by the City and DEQ. The MOA set forth conditions for notification procedures for sewage overflows, and provided a schedule for preparation of a draft facilities plan for upgrading the existing plant. Brown and Caldwell began preparation of an upgrade plan in August 1996, and the plan was completed in October 1997. Construction began on plant upgrades in June 1999, with substantial completion planned by October 2000. The plant is being upgraded in phases, with the current phase sized to serve a population of approximately 12,500. The later phases, which can be constructed in carefully reserved sites at the existing plant, will serve a population of up to 25,000.

Improvements to the collection system are planned following completion of the treatment plant improvements. The most major of these is a trunk line to be constructed to serve the north Florence area and portions of the UGB, after annexation. The routing of that trunk line has not been finally determined, but the goal is to site the line on public property to the extent possible. Extensive repairs/replacement are also needed on the Rhododendron Street pressure line. Demand and funding will determine which major line is constructed initially.

The Wastewater Facilities Plan, October 1997, prepared by Brown and Caldwell, contains detailed information about the planned wastewater facilities. It is included in this Comprehensive Plan as Appendix 11.

## **Water System Supplies and Needs**

### **Goal**

To continue to provide an adequate supply of potable water for domestic, business, and industrial needs, as well as sufficient water for fire protection, all in a cost effective manner.

## **Policies**

1. The City shall continue to operate and upgrade the current facilities in a way that consistently provides high quality potable water for all needs in the community.
2. The City shall identify new sources of water to meet anticipated demands during the 2000-2020 period, and will provide treatment as appropriate for those sources.
3. The City shall pursue strategies to protect domestic water sources.
4. The City shall continue to pursue cooperative agreements in the interests of providing the most cost-effective system for supplying potable water.
5. The City shall continue to maintain and upgrade the distribution system as necessary to meet anticipated demand.
6. The quality and quantity of recharge to the City's sole source aquifer shall be maintained consistent with use of the aquifer as a domestic water source.

## **Recommendations**

1. The City should identify and prepare a schedule, together with associated costs, for necessary improvements to the water treatment facility located north of 24th Street for the 2000 - 2020 period.
2. The City should prepare a plan for the systematic upgrade of water lines in older parts of the City with a goal of upgrading all lines to modern standards by the year 2020.
3. The City should continue to pursue a variety of water sources, which taken together, will meet the anticipated need for potable water for the 2020 period and beyond.
4. The City should pursue ownership of private lands containing the proposed future well-fields.
5. The City, in anticipation of having to rely more heavily on water from wells, should initiate development of a wellhead/aquifer protection plan by 2002 in order to assure that the aquifer, and the area around the wellheads is managed with a goal of maintaining the aquifer as a source of domestic water meeting state and federal standards for potability.
6. The City should work with local landscaping firms and the media to provide education in water conservation measures, especially as related to outdoor use during summer months.
7. The City should work with qualified public/private agencies to provide education about measures and practices for preventing the entrance of contaminants into the sole source aquifer.

## **Background**

The City is currently supplied with water from a well system that produces relatively high levels of iron. Chemicals are added to oxidize the soluble iron. The facility produces an average of 1.0 million gallons per day (mgd) with a peak capacity of 1.8 mgd. Storage is provided in four reservoirs, an elevated 250,000 gallon tank near the City shops which is slated for demolition; a 500,000 gallon steel tank on the east hills and two 2,000,000 gallon tanks located adjacent to Sandpines.

The City has relied heavily upon Heceta Water District for water supplies to supplement their production. Annually, over half of the District's production is sold to the City. The maximum daily flow of this facility is 2.0 mgd. A recent agreement between Heceta and other parties, not including the City, limits withdrawals from Clear Lake to 1.0 mgd. The District has four reservoirs totaling about 1.8 million gallons. The City may work with Heceta Water District to obtain future withdrawals from Clear Lake up to sustainable units.

The City's Facilities Plan identifies 7.0 mgd as the target demand when planning for adequate water supplies for the 2000–2020 period. Two options were identified in the Facilities Plan. Option 1 includes an expanded City treatment plant, a Clear Lake filtration/treatment plant and new groundwater sources and treatment. Option 2 excludes the Clear Lake source and plant.

The City and Heceta Water District had signed a cooperative agreement to move forward with the filtration/treatment plant. However, due to opposition by landowners on Clear Lake, the City has decided not to move forward on this option at this time, but to expand the City's wellfield (Option 1). Option 1 has been revised by the "Wellfield and Water Treatment Expansion Project," Brown and Caldwell, February 26, 2001.

The "Expansion Project" Plan provides for the following:

### **Summer 2001**

Develop the capability to supply 2.0 mgd net to the City's water distribution system by rehabilitation and optimization of the existing wellfield and treatment plant projected 2.2 mgd gross production with 2.0 mgd net capability.

### **Summer 2002**

Develop the capability to supply 3.0 mgd net to the water distribution system by:

- obtaining a groundwater use permit from the Oregon Water Resources Department for an additional 1.9 mgd;
- constructing five new production wells;
- providing associated improvements to the water treatment plant

## **Summer 2008**

Develop new groundwater source and water treatment facility to meet future demands.

The 1988 City of Florence Water Facilities Plan, prepared by Brown and Caldwell, identifies potential new wellfields for expansion on public lands west of Highway 101, both north and south of Heceta Beach Road. It has not been determined whether these sites are available or can be permitted for development of domestic water facilities.

Detailed recommendations and information about future water facilities and supplies are contained in the City of Florence Water Facilities Plan, September 1998 prepared by Brown and Caldwell, and in the 2001 Wellfield and Water Treatment Expansion Project, which are included as Appendix 11 of this Comprehensive Plan.

## **Stormwater Management**

### **Goal**

To provide a stormwater system that enhances and maintains livability through balanced, cost-effective solutions to stormwater management.

### **Policies**

1. The City shall encourage on-site retention of stormwater. However, in instances where flows are in excess of that generated on-site, or where site conditions make this physically impracticable, a combination of piped systems and natural drainage systems may carry stormwater off-site to approved collection or dispersion facilities.
2. The quality and quantity of recharge to the City's sole source aquifer shall be maintained consistent with use of the aquifer as a domestic water source.
3. Maintenance of stormwater facilities is critical to their functioning, especially with natural systems. The City shall ensure that adequate measures are available to provide, or to require developers and homeowners to provide, on-going maintenance.
4. City approved provision for controlling storm run-off shall be made before development takes place in areas that have drainage problems.
5. Storm drainage facilities, as approved by the City, which may include culverts, drywells, catchment basins, pretreatment facilities, natural or surface channel systems or pipelines, or other facilities developed with accepted engineering practices and standards. Such facilities shall be a part of all subdivisions, planned unit developments, street construction or improvements, commercial and industrial development or other developments which may impact storm drainage patterns.

6. Stormwater shall be managed to protect water quality of streams, rivers, and other waterbodies.

## **Recommendations**

1. The City should prepare and adopt a stormwater management plan which integrates multiple objectives including piped and natural drainage systems, drainage and flood control, water quality protection, land resource management, wellhead protection and erosion/sedimentation control into a coordinated management framework.
2. The City should update existing regulations, and adopt new regulations as necessary to implement the stormwater management plan. This includes implementation of Best Management Practices (BMPs) and specific requirements for continuing maintenance of stormwater facilities.
3. The City, in anticipation of having to rely more heavily on water from wells, should initiate development of a wellhead/ aquifer protection plan by 2002 in order to assure that the aquifer, and the area around the wellheads, is managed with a goal of maintaining the aquifer as a source of domestic water meeting state and federal standards for potability.
4. The City should maintain the Flood Damage Prevention chapter of City Code (Title 4, Chapter 4) in continuing conformance with the requirements of the Federal Emergency Management Agency (FEMA) in order to retain eligibility for flood insurance for property owners located in the floodplain.

## **Background**

Stormwater management has become an increasingly important issue in Florence as climatic cycles return to a period of high rainfall, and as developments in the City have been experiencing severe stormwater inundation problems. The City contracted with Brown and Caldwell to prepare a Stormwater Management Plan. The consultants, working with the City's Stormwater Committee and residents of the community, to identify known problem areas, and performed groundwater-modeling studies. A range of solutions was prepared, together with ordinances and regulations necessary to implement the plan.

A preliminary draft of the Stormwater Plan was completed in April 2000. The final Stormwater Management Plan was completed in October 2000, and approved by the City Council on November 6, 2000. The Stormwater Plan, October 2000, is incorporated in this Comprehensive Plan in Appendix 11.

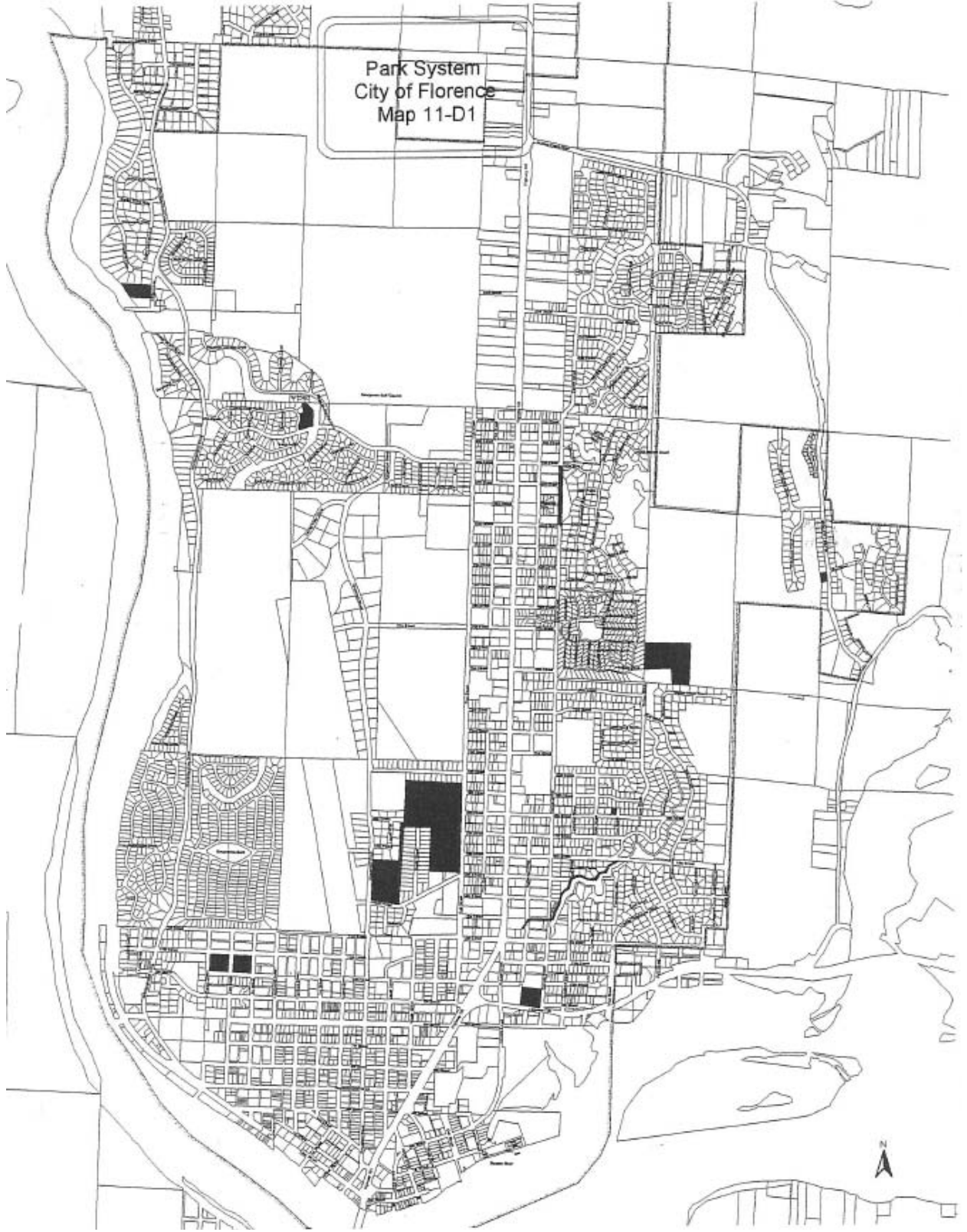
## **Parks, Recreation and Open Space**

### **Goal**

To provide a variety of recreational opportunities and to provide open space and protect unique areas of the City.

## Policies

1. The City shall explore various short and long-term funding options primarily for maintaining existing parks and, as funds are available, for expanding the Florence parks system. This could include formation of a regional parks and recreation district.
2. The City shall explore parks and open space funding through sources such as grants, systems development charges, use of a special levy, proceeds from street and right-of-way vacations and other available funding mechanisms. Where desirable, partnerships with federal, state, county and regional agencies, non-profit organizations, and private interests shall be formed to help secure and possible finance land acquisition and facility development.
3. The City shall continue to encourage and support the adoption of public parks within City limits by various organizations and private interests to maintain the important role of such facilities in providing the public with access to active and passive recreational opportunities, until such time as a Parks and Recreation District is formed.
4. The City shall encourage the efforts of the Siuslaw School District 97J, recognized organizations and institutions, and private sector interests to provide coordinated recreation programs and facilities for Florence area youth.
5. The City shall encourage and support public/private efforts to insure permanent public access and views of the Siuslaw River and its scenic estuary.
6. Within the Florence urban growth boundary, the City and Lane County shall designate lands for possible park development purposes. Lands so designated shall be reserved for future park system expansion upon annexation.
7. Designated greenways, linear parks, and bicycle and walking paths shall be developed to connect the various parks, residential areas, businesses, and public places through a community-wide trail network, consistent with the recommendations of the transportation systems plan and parks and open space CIP.
8. Federal, State, County and City efforts to develop bicycle paths connecting the City to nearby recreation areas shall be supported.
9. The City shall ensure that the public parks system is accessible to all residents and visitors.
10. The City shall coordinate the provision of public recreation areas and open space in the City with the protection of unique natural features to provide educational, social, environmental and economic benefits to the Florence area and greater coastal region.



## Recommendations

1. The City should cooperate with the Parks and Recreation District, if formed, in identifying park and open space areas within the City and the Urban Growth Boundary, to be included in a regional parks and open space plan. The City and the District should work to ensure a smooth transition on operations and maintenance for properties transferred to the District. The City should update the existing capital improvement plan for parks and open space to include the 20-year planning period. Such a plan would require sources of funding, such as grants or for the establishment of a parks systems development fee. If open space resources are not included as a function of the District, then the City should develop an open space plan, and pursue conservancy options for purchase and maintenance of such properties.
2. In order to provide the public with increased and unrestricted access to the Siuslaw River and its estuary, the City should develop its public street rights-of-way which terminate at the River as river access parks, which may include parking to meet Old Town parking needs as appropriate.
3. The City should support efforts of the Port of Siuslaw to maintain the Boardwalk as a permanent public access for views of the Siuslaw River and its estuary.
4. The City should pursue establishment of an estuary trail connecting the Boardwalk with the Munsel Creek bike/pedestrian trail.
5. When the City's public works shop, water tower, and public works garage are removed from their Spruce Street location, the City should convert that property, consistent with the deed of dedication, into additional recreational space. Access to Munsel Creek for the Florence Salmon and Trout Enhancement Program (STEP) should be maintained.
6. The City should continue to apply for transportation enhancement funds, or other available funds to develop bicycle paths connecting the City to nearby recreation areas, particularly for:
  - a. a bike path on Rhododendron Drive connecting the Sutton Lake area to the Siuslaw River Bridge,
  - b. additions to the Munsel Creek bike/pedestrian trail,
  - c. development of a bike/pedestrian system in the West 9th Street area.
  - d. development of routes connecting with the Oregon Dunes National Recreation Area.
7. The City should review the listing of rights-of-way suitable for neighborhood parks prior to vacating public rights-of-way.
8. The City should explore the use of a land conservancy to further the protection of greenway, estuary, landmark and other open space lands.
9. The City should establish a program to solicit private gifts and donations to establish and maintain a high quality park system in Florence.



## Background

Parks and greenways were recognized early as important to the livability of Florence. Shortly after 1900, a greenbelt along a portion of Munsel Creek was dedicated for park use in perpetuity. Other lands were similarly dedicated by far-sighted residents. In recent years, some additional land has been added to the park system as the value of public parklands has been increasingly recognized. In addition, public funds and citizen volunteerism have combined to develop portions of the system to better serve Florence citizens. Examples include the Munsel Creek Bike Path, Pocket Park, Gallaghers Park and Miller Park.

Although the existing park system is substantial and recent developments efforts impressive, much remains to be done to insure an adequate, attractive and useful park system for the current and future residents of Florence, including the area within the Urban Growth Boundary.

Unfortunately, the impetus and enthusiasm of the late 1980's and early 1990's has been tempered with the passage of Ballot Measure 5, and subsequent fiscal problems for the City. Park maintenance has suffered, even with the dedicated efforts of parks volunteers. Development of new facilities in existing parks, as well as development of new park areas, has been non-existent. However, a Parks Capital Improvement Plan was adopted by the City Council in 1998, and is incorporated in this Plan in Appendix 11.

In 1999, the City's Parks and Recreation Committee recommended a Parks Systems Development Fee as a mechanism to establish a stable funding source for park acquisition and development. This proposal was considered by the City Council, but was not supported. Lane County is also proposing a county wide parks systems development charge which has not been supported by the City of Florence or most other cities in the County.

Current efforts revolve around the effort of a private committee, the Parks and Recreation District Committee, to form a regional parks and recreation district that would include some or all of the City's existing parklands, as well as the construction of an aquatic center. The City Council has supported, in concept, the request by the District Committee to locate the aquatic center in Singing Pines Park at the corner of Airport Road and Kingwood. The Parks and Recreation District Committee had planned to place measures on the November 2000 ballot for formation and initial funding of the District. However, a survey completed early in 2000 showed that passage of the ballot measures was in question, and the Committee has decided to wait before pursuing approvals. Recently (2001) the Parks and Recreation Committee joined with the Florence Boys' and Girls' Club to plan a shared facility, still proposed for Singing Pines Park.

Discussions are ongoing with City staff and the City Council about which parklands would become District responsibilities. The District Committee has supported accepting regional facilities such as Miller Park and possibly the undeveloped 40-acre County park parcel in the UGB. Some citizens and City officials support turning all City parks over to the district, in order to eliminate a funding sector of the City budget. Map 11-D1 shows the parks in Table 11-D1.

**Table 11-D1 Summary of Existing Park System**

<b>Park</b>	<b>Location</b>	<b>Acres</b>	<b>Park Type</b>	<b>Development Status</b>	<b>Activities</b>
Elm Street	605 10th Street	3.0	Neighborhood	Not developed	B,C,F
Gallaghers	949 Spruce	3.5	Special Use	Mostly developed	A,B,K
Miller	Oak Street	19.8	Sports Complex	Mostly developed	A,C,F,G,H,I,K
Hurd Memorial	Eden Way	1.6	Special Use	Developed	A,B,C,H,K
Old Town	1290 Bay St.	.2	Minipark	Developed	B,E,K
Munsel Creek Bike Path	Quince to W. Park Drive	3.3+	Connector Trail	Partially developed	B,C,D
Munsel Creek Greenway	27th & Willow	18.0	Natural Resource	Partially developed	A,B,C,D,F,K
Munsel Road	Munsel Lake Rd.	.2	Minipark	Mostly developed	F,J
Pepperoaks	34th Place	1.5	Minipark	Not developed	F
Pocket	2305 18th St.	.2	Minipark	Mostly developed	F,J,K
Singing Pines	1295 Airport Rd.	6.0	Neighborhood	Partially developed	A,B,C,F
Rolling Dunes	35th & Siano Lp.	1.6	Special Use	Developed	A,I,J,K

Activity code: A-picnicking, B-sightseeing, C-walking/jogging, D-bike riding, E-fishing, F-playground, G-baseball/softball, H-fitness trail, I-tennis, J-other organized sports, K-other.

**Standards for Park Systems**

The National Recreation and Park Association (NRPA) has established basic standards for communities to use when evaluating the need for parks. These standards are recommended goals, not requirements.

The minimum overall recommended standard is a core system of parks with a range of 6.25 to 10.5 acres of parkland /1000 population. Our 2000 population is about 7,340. Therefore, according to NRPA standards, Florence should have from 43 to 73 acres of parkland. The projected 2020 population is 12,771. Using the same recommended range, Florence should have from 79 to 133 acres of parkland by 2020.

As shown on the table above, Florence currently has 57.3 acres of parkland that is about mid-range in the standards. Beyond this general standard, there are more specific descriptions for the various types of parks in Table 11-D-2.

**Table 11-D-2. Types of Parks**

<b>Miniparks</b>	Used to address limited, isolated or unique recreational needs. Recommended size may vary between 2500 square feet and one acre.
<b>Neighborhood</b>	Neighborhood park remains the basic unit of the park system and serves as the recreational and social focus of the neighborhood. Focus is on informal active and passive recreation. Recommended optimal size is five to 10 acres.
<b>School Park</b>	Depending on circumstances, combining parks with school sites can fulfill the space requirements for other classes of parks, such as neighborhood, community, sports complex and special use.
<b>Community Park</b>	Serves broader purpose than neighborhood park. Focus is on meeting community-based recreation needs, as well as preserving unique landscapes and open spaces. Recommended size usually between 30 and 50 acres.
<b>Sports Complex</b>	Consolidates heavily programmed athletic fields and associated facilities to larger and fewer sites strategically located throughout the community. Recommended size is usually a minimum of 25 acres, with 40 to 80 acres being optimal.
<b>Special Use Park</b>	Covers a broad range of parks and recreation facilities oriented toward single purpose use.
<b>Park Trail</b>	Multipurpose trails located within greenways, parks and natural resource areas. Focus is on recreational value and harmony with natural environment. May be hard-surfaced single purpose, hard-surfaced multipurpose, or pedestrian nature trails.
<b>Connector Trail</b>	Multipurpose trails that emphasize safe travel for pedestrians to and from parks and around the community. Focus is as much on transportation as it is on recreation.
<b>Natural Resource Park</b>	Lands set aside for preservation of significant natural resources, remnant landscapes, open space and visual aesthetics/buffering.

Florence parks are generally smaller than the above standards, perhaps reflecting a unique population with a 2000 median age of 55.8 years.

In 1987, the Florence Parks and Recreation Commission prepared an extensive Parks report as part of the preparation of the 1988 Comprehensive Plan. That report included an inventory of existing parkland, an assessment of needs and detailed recommendations for meeting the needs identified. Table 11-D-3 provides an assessment of 1988 parks relative to recommended park standards and shows present deficiencies in neighborhood and linear parks and a near term need in community parks.

**Table 11-D-3. Existing System Relative to Parks Standards**

<b>Park Type</b>	<b>Current Number</b>	<b>Current Rate Per 1000 People</b>	<b>NRPA Recommended Rate Per 1000 People</b>
<b>Neighborhood</b>	4 parks	.9 parks	2.0 parks
<b>Special Use</b>	3 parks	.7 parks	.35 parks
<b>Community</b>	1 park	.2 parks	.15 parks
<b>Linear</b>	.6 miles	.1 miles	1.0 miles
<b>Conservancy</b>	498 acres	72.2 acres	80 acres

Part II of the report, *Technical Report and Action Plan*, was not adopted. The report concludes that a likely source of land for neighborhood parks is undeveloped rights-of-way, and provides a detailed inventory of rights-of-way that meet this purpose. This inventory should be reviewed when requests for vacation of right-of-way are received, even if there are no funds to develop additional neighborhood parks at this time. If this approach is used however, care must be taken to integrate surrounding development with eventual development of a neighborhood park, so that the neighborhood works as a unit. (See Appendix 11 )

The report also includes detailed lists of properties necessary to complete the Munsel Creek Greenway and to provide a system of linear corridors through the City. The report further identifies prominent landmarks, and Siuslaw riverfront and estuary properties important to the recreation and open space needs of the City. Many of the estuary properties are already in public ownership. (See Appendix 11)

The report also includes detailed recommendations for improvements at each of the existing parks. While several of these are outdated in that the work has been completed, the recommendations should be updated so that a current list can be provided to the Parks and Recreation District, or used by the City if it is determined that some or all parks remain the City's responsibility.

# **Telephone Services and Telecommunications**

## **Telephone Services**

### **Goal**

To secure residential and business telephone services equivalent to that found at any given time in similar size communities in the I-5 corridor.

### **Policies**

1. The City shall pursue parity in telephone service as an essential element for the City to be competitive in attracting business to the community.
2. The City shall pursue high quality digital telephone service as an essential element for the economic health and continued economic development of the community.
3. Due to the isolation of the community geographically and its location in a high hazard tsunami zone, taken together with the large number of senior citizens in the community, the City shall pursue reliable telephone service as an essential element for the health and safety of the community.
4. The City shall work to ensure telecommunication services in Pacific View Business Park on a parity with competing business/industrial parks.

### **Recommendations**

1. The City should work with the Public Utility Commission, providers of telephone service, local telecommunications providers, other coastal communities, and legislators to secure residential and business telecommunication service equivalent to that found in similar size communities in the I-5 corridor.
2. As part of this effort, the City should work towards a goal of providing similar services at similar costs to those paid by telephone subscribers in the I-5 corridor.
3. The City should work with local media to share information about progress in attaining these goals.

### **Background**

Local telephone service, as well as connections to other services such as long distance service, is provided to the Florence area by Quest. Quest provides “basic telephone service” at the flat rate fee. The Oregon Public Utility Commission (PUC) is proposing an Oregon Administrative Rule (OAR) amendment to define “basic telephone service” as:

*Retail telecommunications service that is single party, has voice grade or equivalent transmission parameters and tone-dialing capacity, provides local exchange calling, and gives customers access to but does not include:*

- *Extended area service (EAS)*
- *Long distance services*
- *Relay services for the hearing and speech impaired*
- *Operator services for such call completion assistance, special billing arrangements, service and trouble assistance and billing inquiry*
- *Directory assistance*
- *Emergency 9-1-1 services, including E-9-1-1 where available*

*The following are classified as “basic telephone service”:*

- *Residential single party flat rate local exchange service, commonly known as “R-1” service*
- *Business single party flat rate local exchange service, commonly known as “B-1” or “simple” business service*
- *Residential single party measured local exchange service, including local exchange usage*
- *Business single party measured local exchange service, including local exchange usage*
- *Private branch exchange (PBX) trunk service*
- *Multiline or “complex” business service*
- *Public access line (PAL) service*

*Services that are not considered “basic telephone service” include, but are not limited to, the following:*

- *Integrated Services Digital Network (ISDN) service*
- *Digital subscriber line service, also known as xDSL service*
- *Frame relay service*
- *Centrex service*
- *Private line, or dedicated point-to-point service*
- *Packet switched service*
- *Foreign exchange service*
- *Multi-party service, such as two-party and four-party suburban service*
- *Custom calling features, such as call waiting and caller ID*
- *Any package of services, including any package which contains a basic telephone service*

OAR Chapter 860, divisions 023 and 034 contain Minimum Service Quality Standards for providing Retail Telecommunications Services.

In winter, 2000, the City’s Economic Development and Marketing Committee became concerned that sales of lots in Pacific View Business Park would be affected by inadequate telephone and Internet service, after hearing reports from Committee members and others about difficulty in obtaining service from U.S. West. US West representatives were invited to meet with the public,

explaining their plans for service, and answer questions. Two meetings occurred; company representatives provided the following information:

- Florence currently has a DMS 10 digital switch. It is not at capacity. When it is at capacity, it will be replaced with a DMS 100 switch.
- Wire size, wire quality and distance from the wire center all affect modem speed. Speed can be guaranteed only with an ISDN line or a T-1 line.
- No date has been set to install DSL service in Florence, nor is it contemplated anytime soon.
- Improving equipment that brings calls to the switch will improve services to those neighborhoods experiencing problems - particularly south and north of the City limits.
- Company representatives denied that there was any call blockage, or any problems with responding to requests for new service or for repairs.

Citizens and business people attending those meetings indicated that there was a problem with call blocking, with no dial tone, with static on the line, and with obtaining new service in a reasonable amount of time. Citizens also requested expanded services such as call waiting, call forwarding, etc., and were informed that those services would be available in Florence in Spring 2000.

During this same period, the City was exploring ways to obtain improved fiber optics service. The City joined Coast Net to explore working with central Lincoln PUD to bring fiber from the BPA main line near Cushman. This effort was unsuccessful due to funding problems and changes in regulations governing provision of fiber. The City then joined Fiber South Consortium, a group of 18 cities and counties formed to facilitate access to broadband, high speed fiber optics facilities. Fiber South consortium has leased eight dark optical fibers from BPA. Fiber South Consortium together with Regional Fiber Consortium, (a group of nine cities and counties also formed to facilitate access to broadband, high-speed fiber optic facilities for its members) has contracted with Preferred Communications, Inc., N.W. (PCINW) to connect member communities to the fiber optic network and to provide access for local governments to the Ether net system. The PCINW Development Plan shows completion of this work by mid-year 2003. Service to Florence is scheduled within the first year of the contract. Once fiber optic capability is available at a Point of Presence, private companies will provide for distribution within the community. Florence does not have a telecommunications Plan to guide provision of fiber optics in the community. A Telecommunication Plan would provide detailed direction on the role the City should play in facilitating the development of a telecommunications infrastructure in the City, identify major regulatory and legislative issues to be addressed, and set out City policy on how the City will use telecommunications to disseminate information, improve interaction with citizens, and improve the quality of City services.

## **Public Safety and Health-Related Services**

### **Goal**

To maintain public safety services at levels necessary to provide quality services to present and future residents and visitors.

## **Policies**

1. The City shall continue to pursue cooperative agreements for fire protection with the Siuslaw Rural Fire Protection District No. 1, including eventual inclusion in the District.
2. The City shall maintain adequate water pressure and supply system to meet the standards of the National Fire Protection Association and/or American Water Works Association.
3. The City shall work to build and maintain its police services at parity with similar size communities in Oregon.
4. The City shall continue to pursue opportunities for cooperative law enforcement efforts, including shared use of the Florence Justice Center.
5. The City shall continue to cooperate with other public safety agencies in provision of emergency management service according to the Western Lane County Emergency Management Plan, included in Appendix 11 of this plan.
6. The City shall support retention and expansion, as needed, of Peace Harbor Hospital, medical offices and ambulance services consistent with the needs of the Florence area population.
7. Street names and addresses shall be assigned so as not to duplicate existing street names or have similar sounding names to assist emergency responders in locating addresses in times of needs. All new street names shall be reviewed by the Fire Marshall.

## **Recommendations**

1. Implementation of the City's Downtown Improvement Plan calls for eventual relocation of the fire station located adjacent to City Hall. Careful consideration must be given to continuing an adequate fire protection level of service, especially in the older sections of the City south of Highway 126/Ninth Street.
2. Improvements to the City's water distribution system should include required fire flows as determined under the Uniform Fire Code and/or American Water Works Association.
3. Street grades, widths and curve radii shall conform to the Uniform Fire Code (subject to City modifications).
4. The Police Department should continue its educational work with citizens through such programs as the DARE program, the Domestic Violence program, the Police Auxiliary and Ride with an Officer program.
5. The City should work towards providing police staffing consistent with standards for communities of its size in Oregon.



6. The City should continue to support expansion of the hospital, medical offices and ambulance services in the West 9<sup>th</sup> Street Professional/Institutional District.

## **Fire Protection**

### **Background**

The Siuslaw Valley Fire and Rescue is the new fire agency that emerged from the consolidation contract between the Siuslaw Rural Fire Protection District No.1 and the City of Florence Fire Department. The consolidation of the two fire departments was the result of an intergovernmental agreement for a contract for fire protection between the City of Florence of the Siuslaw Rural Fire Protection District No. 1. The organizational vision is to provide emergency services at the level of a career department staffed by volunteers. Because the agency provides protection to both rural and urban communities, the service level is separate and distinct.

#### **Service Level Urban**

- To provide two staffed fire engines from separate remote fire stations, the first engine within five minutes and the second within seven minutes. This would require a benchmark of two fire stations within the urban boundaries with future fire stations as urban growth dictates.
- To provide fire prevention, protection, engineering, and public education services as required by the growth of the community.
- To facilitate and coordinate the disaster planning and response efforts of all community service agencies.

#### **Service Level Rural**

- To provide fire station location as required by the grading schedule of the Insurance Services Office so as to have a fire station within five miles of most rural locations.
- To provide fire prevention, protection, engineering, and public education service as required by the growth of the community.
- To facilitate and coordinate the disaster planning and response efforts of all community service agencies.

## **Police Services**

Until 1997, police services were housed in a facility on Spruce Street. As the community grew and the demands on policy service increased, both from a service and from a regulatory standpoint, the facility became unsuitable for police operations.

In July 1995, the Planning Commission approved an application for a new facility, the Florence Justice Center, to be located at 9<sup>th</sup> and Greenwood Streets. The building was completed by the end of 1996, and occupied in early 1997. The facility is designed to house police services and the court functions and is sized to meet these needs for at least the duration of the planning period (2020).

Police personnel include regular officers, communications officers to man “911” center, reserve officers, a police auxiliary and an officer in the schools and a domestic violence officer. The department has mutual aid agreements with the Lane County Sheriff’s Department and the Oregon State Police. Staffing levels are less than generally accepted standards for a community of its size within Oregon. The police department is also working with SRFPD #1 and other agencies on emergency/disaster planning.

## **Health Care**

PeaceHealth’s presence on the central Oregon coast dates to 1979, when Western Lane Hospital District contracted with Peace Health to provide management services for publicly owned Western Lane Hospital. PeaceHealth (a health care ministry of the Sisters of St. Joseph of Peace) already owned and operated Sacred Heart Medical Center in nearby Eugene, along with three other hospitals in Alaska and Washington.

By the late 1980s, however, community leaders recognized that the 1956 hospital was no longer adequate to meet residents’ needs. Florence civic leaders approached Peace Health with a request to build and operate a new facility. PeaceHealth’s governing board agreed, and local leaders launched a fund-raising campaign to build the new hospital. Aiming at \$500,000, they succeeded in raising \$1.2 million from local residents. The doors of Peace Harbor Hospital opened on July 14, 1989. The hospital is located on 9<sup>th</sup> Street near Rhododendron Drive in an area which has developed as a medical services center for the community. The Comprehensive Plan recognized this growth by changing the land use designation from residential to mixed use (professional office/institutional/residential) to encourage continued location of medical facilities in the area.

Peace Harbor Hospital is a full-service, 21-bed acute care facility and Level IV Trauma Center. Peace Harbor provides a range of services to residents and visitors in western Lane County, including emergency and inpatient medical and surgical services, intensive and cardiac care services, labor and delivery, and state-of-the-art diagnostic and therapeutic services. The medical staff includes more than 60 resident and visiting physicians representing a broad range of specialties. The facility has undergone several expansions, the most recent in 2000. Over 8000 square feet were added for cardiac rehabilitation, nuclear treatment, magnetic resonance imaging, and expansion of existing services. Health Associated of Peace Harbor is a multi-specialty medical group of physicians and allied professionals, including a midwife and nurse practitioners located adjacent of the hospital. Health Associates’ services include primary care, women’s and children’s health care (including obstetrics), and orthopedics.



# **Chapter 12**

## **Transportation**

### **Transportation Systems Plan**

Prepared with the assistance of the Lane Council of Governments

## **Executive Summary**

The City of Florence, Oregon has developed a Draft Transportation System Plan (TSP), as required by the State's Transportation Planning Rule (TPR) and as part of the City's update of its Comprehensive Plan. Adoption of a final TSP will occur as part of adoption of the City's Comprehensive Plan. This document summarizes the technical analyses that have been performed in the development of the TSP, including coordination with the affected agencies.

Because the City of Florence is located on the Oregon Coast, it is significantly affected by summertime tourist traffic. In addition, Florence is experiencing growth pressures from both development and increasing traffic. To address these issues, this plan is based on an evaluation of future growth and includes recommendations for appropriate transportation improvements to serve that growth while maintaining and enhancing the character of the city. The plan recognizes that state roadways must be used efficiently and an effective facilities management plan must be developed to allow the City's street system to operate effectively as in-fill development continues within the Urban Growth Boundary.

To minimize the adverse economic, social, energy and environmental impacts of further development in Florence, development of this plan, and land use and transportation alternatives have been considered in combination with facilities management strategies. To maintain consistency and address further development of the local system, the findings, recommendations and policies of the U.S. 101 Oregon Coast Highway study were incorporated into this study. The plan also takes into account the complex system of state, county, and City roads, Port of Siuslaw facilities, rail, air, bike, pedestrian, transit and other alternative modes, and recognizes that implementation of the TSP will require inter-jurisdictional cooperation. The City of Florence recognizes the importance of the five existing transportation gateways to the community:

- East Highway 126 Gateway
- North Florence Highway 101 Gateway
- Siuslaw River Bridge/South Highway 101 Gateway
- Florence Airport Gateway
- Siuslaw River/Port of Siuslaw Gateway.

A Comprehensive Plan that embraces coordinated and systematic development of all gateways is vital to achieving an efficient transportation system.

- Streets
- Flakts-A
- Flakts-B
- Flareline
- Willow Ridge Court
- Coastal Highlands
- Primrose Lane
- Kingwood Industrial Park
- Urban Growth Boundry
- City Limits
- Bicycle Improvements
- Other Local Improvements
- Other Highway 126
- West 9th Street
- Other Highway 101 Improvements
- Pacific View Park
- North Commercial Area
- Downtown Improvement

City of Florence  
TSP



Florence TSP  
Projects

- A- Downtown Improvements
  - A-1 Highway 101/126 Enhancement Program
  - A-2 East Gateway (Highway 126)
  - A-3o Stanley Bridge Gateway
  - A-3b Bridge Interpretive Sites
  - A-4 Improvements-Highway 101/126 Intersections
  - A-5a Realignment Intersection of Highway 101/Galena Street
  - A-5b Improve North Curves To 2-Way
  - A-6 Pilot Block (Ped. Safety) Project
  - A-7 Downtown Green
- B North Commercial Area
  - B-1 Oak Street Extension 37th/Heceta Beach Rd
  - B-2 North Gateway (Highway 101)
  - B-3 Spruce Street Extension/Heceta Beach Rd.
  - B-4 Heceta Beach East Extension
  - B-5 Marshall Lake Road Traffic Signal
  - B-6 Marshall Lake Road West Extension
- C Pacific View Park
  - C-1 27th Street Traffic Light
  - C-2 Kingwood Improvement 96-15th Street
- D Other Highway 101 Improvements
  - D-1 Oak Street Extension 15th-21st Street
  - D-2 Transition 96-21st Street
  - D-3 Transition 21st Street-NCA
  - D-4 Highway 101 - 42nd to 46th Street
- E West 9th Street
  - E-1 West 9th Street Area - Internal Streets
- F Other Highway 126
  - F-1 Access Consolidation
- G Other Local
  - G-1-2-3 18th Street Extension
  - G-4 Rhododendron Drive Improvement
- H Traffic Signals
  - H-2 Heceta Beach/Highway 101
  - H-4 46th Street/Highway 101
- I Bicycle Improvements
  - I-1 Heceta Beach Trail
  - I-2 Rhododendron Drive
  - I-3 Marshall Lake Road
  - I-4 Extension of Marshall Creek Bike Path
  - I-5 12th Street Bike Path
- J Airport Improvement
- K Port Improvement
- L Transit Plan
- M Rail Plan
- N Pipe Line Plan
- O Telecommunications Plan

Delete G-1



To address the requirements of the Transportation Planning Rule, this TSP addresses not only automobile and truck travel in the study area, but also alternative travel modes, such as pedestrian, bicycle, and public transit. Each mode was evaluated to determine how the level of service for the mode can be improved to allow development of a multi-modal transportation system with efficient interconnections to transportation systems within Florence, and to other transportation systems in the Lane County region. In addition, opportunities for new development patterns which encourage pedestrian, transit and bicycle travel were evaluated to allow the City to develop an effective transportation system within Florence that does not rely exclusively on any one mode of transportation.

Finally, this report includes an evaluation of funding approaches for the existing and future transportation system, and identifies financial constraints and opportunities. Recommendations for a Transportation Financing Program are included in Section 5 of the TSP.

This plan is organized by geographic planning areas. It recommends 68 multi-modal transportation system improvements distributed among these planning areas. The Planning Areas and their accompanying improvements include:

## **Project Summary**

### **Florence Downtown Implementation Plan** (adopted 9/20/99)

1. **Highway 101/126 Enhancement Program.** The Highway 101/126 Enhancement Program is focused on developing pedestrian amenities and parking in the downtown area between the Siuslaw River and the Highway 101/126 intersection and between the Highway 101/126 intersection and the East Gateway.
2. **East Gateway (Highway 126).** In accordance with the *Oregon Coast Highway Corridor Master Plan*, a gateway (monument type) entrance should be developed at Highway 126 near the east City limits.
3. **Siuslaw River Bridge/Highway 101.** The priorities of the Florence Downtown Implementation Plan related to the bridge include:
  - a. location of a parking lot under the Siuslaw River Bridge to be combined with a Scenic Byway Bridge Interpretative Site
  - b. installation of irrigation and street trees in the Siuslaw Bridge Gateway along Highway 101.
  - c. continuing maintenance and preservation of the Bridge, including cathodic protection.
4. **Highway 126/Highway 101 Intersection.** Location of ODOT safety project scheduled for construction in 2002. The project will configure lanes to improve the safety of traffic movements on Highway 126 between Highway 101 and Spruce Street

5. **Quince Street Improvements.** Proposed improvements are the realignment of the intersection of Highway 101 and Quince Street, and the reconstruction of North Quince Street as a full urban section to allow use of Quince Street as an alternate route through downtown.
6. **Highway 101 Pedestrian Crossing Pilot Project.** This project, located between 6th and 8th Streets on Highway 101, is proposed to increase the safety of pedestrian crossings of Highway 101.
7. **The Downtown Green and the realignment of the intersections of 2nd Street with Highway 101.** Construction of the Downtown Green is the highest priority of the Downtown Implementation Plan. It will provide the main entrance to both the Mainstreet and the Old Town areas, and is also the entrance/exit for the Quince/2nd Street alternate route connecting Highways 101/126.
8. **Access Management Plan.** This Plan, developed by abutting property owners, the City, and ODOT, is an integrated plan for access points to Highway 101 for the section of highway located between the Siuslaw River Bridge and the Highway 101/126 intersection. It is consistent with the ODOT Access Management Rules and supports the Mainstreet concept in the Downtown.

## **North Florence Transportation Planning Area**

This area includes the North Commercial Zoning District, the Service Industrial District, the Neighborhood Commercial Gateway District, and associated residential districts and streets and highways. (See Map12-B-1) The three zoning districts, taken together, provide the North Gateway to Florence. The area is served by Highway 101, intersected by Munsel Lake Road and Heceta Beach Road, and served by the parallel local streets, Oak and Spruce.

1. **Highway 101.** The cross section of Highway 101 within the North Commercial Node shall be limited in width consistent with the North Gateway concept and need for safe pedestrian/bike crossing.
2. **Oak Street North Extension (37th Street to Heceta Beach Road).** Oak Street is proposed to be extended from its current terminus at 37th Street to the west extension of Munsel Lake Road within the North Commercial Node, and then further to the north abutting the proposed Service Industrial District to Heceta Beach Road. The extension is proposed in phases:
  - Phase 1: 37<sup>th</sup> to 46<sup>th</sup> Streets
  - Phase 2: 46<sup>th</sup> Street to City Boundary
  - Phases 3 and 4: City boundary to Heceta Beach Road
3. **North Highway 101 Gateway.** Similar to the eastern and southern gateways, this gateway would serve as a formal City entrance to welcome travelers to the community.

4. **Spruce Street North Extension (approximately 46th Street to Heceta Beach Road).** The construction of Spruce Street between 46th Street and Heceta Beach Road would augment the parallel, north-south collector system to serve the local circulation needs of commercial, limited industrial and residential uses, and to decrease local traffic demands on Highway 101. Spruce Street between 46th and Munsel Lake Road may not be a full urban section due to constraints of abutting residential development and the size/geometrics of the abutting commercial parcel.
5. **Heceta Beach Road Extension (Highway 101 to Spruce Street).** With the extension of Spruce Street from Munsel Lake Road to the vicinity of Heceta Beach Road, the Heceta Beach Road/Highway 101 intersection should be modified to a four-leg intersection and Heceta Beach Road extended east to Spruce Street. The design of the alignment should avoid existing residential development directly east of the current Heceta Beach intersection.
6. **Munsel Lake Road/Highway 101 Traffic Signal.** Continued growth along the Munsel Lake Road corridor will more likely than not generate the need for a traffic signal at the intersection of Munsel Lake Road and Highway 101 during the next 10 years. Signal warrants will need to be met prior to installation.
7. **Munsel Lake Road Extension, Highway 101 west to Oak Street.** The extension of Munsel Lake Road west of Highway 101 to Oak Street will provide a necessary link in the Oak/Spruce/Highway 101 couplet, and will allow access at a signalized intersection for traffic entering the highway from the parallel local streets.

### **Pacific View Business Park**

The Pacific View Business Park is composed of 54 fully serviced lots located on Kingwood/Pacific View Drives which are available for industrial or business park uses. Also included in this designation is a 40-acre undeveloped parcel owned by the Port of Siuslaw which will be accessed, and serviced through connection with the infrastructure in the Pacific View Park.

1. The two blocks of 27<sup>th</sup> Street between Highway 101 and Oak Street will need to be improved to the standards of the more recent constructed section.
2. **Ninth Street/Kingwood Street.** A comprehensive study of optimal access for the Business/Industrial Parks on Kingwood needs to be completed to guide future transportation improvements serving the parks.



## Highway 101 – Other Improvements

1. **Oak Street Connection (15th Street to 20<sup>th</sup> Street).** This north-south route would provide improved local access to a number of uses including Rhododendron Elementary School, Siuslaw High School, Lane Community College, the new middle school, County shops, the main fire station at 26th Street, the Elks Lodge, the Florence Business Center and residential uses. This extension would complete the west side north south local route to relieve the need for local travelers to access Highway 101 for local trips.
2. **Highway 101/12<sup>th</sup> Street Intersection.** This intersection is hazardous due to its alignment. A study needs to be completed on options for improvement, including the extension of 12<sup>th</sup> to Kingwood.
3. **Transition Commercial area, Highway 126/9th Street to 21st Street.** This area would serve as a transition area between the more arterial functions of Highway 101 north of the 21st Street signal, and the Mainstreet character of Highway 101 in the Downtown.
4. **Highway 101 north of the 21st signal extending to the North Commercial Node.** This section of Highway 101 will continue to function more as an arterial section. Due to the larger size of the lots, businesses will continue to be larger, even with redevelopment, and will likely rely more on auto-oriented businesses.
5. **Highway 101 between 42nd and 46th Streets.** This section of the highway should be improved to a full urban section prior to, or as part of, the siting of large retail developments in the North Commercial Node.
6. **Storm Drainage Improvements.** Increased capacity in the storm drainage system is needed on Highway 101 from Heceta Beach Road south to at least 42nd Street, as determined by the City's Stormwater Management Plan.

## West 9th Street Planning Area

This recently designated area is intended for development of professional offices, continuation of institutional uses primarily related to health care, and development of medium and high density mid and upper range residential units.

1. **Improvements in Local Street Network** The intent is that the designated internal street network will be improved to local street standard as part of the private development of abutting lands.

## Other Highway 126 Improvements

The 1997 *Highway 126 West Interim Corridor Strategy* is included in Appendix 12 as guidance for Highway 126 improvements.

1. **Highway 126 Corridor Plan.** The recommendations for the Plan should be implemented. These include:
  - a. Widening bridges
  - b. Adding passing lanes
  - c. Constructing improved Highway 101/126 and Highway 126/Quince/Spruce intersections
  - d. Safety improvements at Cushman, Badger Mountain and Tiernan
  - e. Developing a transportation system that supports the Florence economy
2. **Highway 126 Access Plan.** Several operational and safety concerns related to the existing side-street access points and high travel speeds are focused in the one mile segment of Highway 126 between North Fork Siuslaw Road and Highway 101. The right turn lane from Highway 101 to Highway 126 encourages relatively high speeds through the large radius corners on the northbound-eastbound and westbound-northbound movement.
  - Access Consolidation: Existing access points along Highway 126 would be consolidated, by gradual implementation of an access management strategy.
3. **Culvert Replacement.** The replacement of the Munsel Creek culvert should be designed to meet fish passage standards and to allow the Estuary Trail to pass under Highway 126 to connect to the Munsel Creek Bike Path.
4. **Improvements to the Highway 126/North Fork Road Intersection.** The development of the proposed casino on Native American lands adjacent to this intersection will require a traffic study funded by casino developers to identify needed improvements. Since this area is part of the East Gateway, the City will need to be involved in the negotiations on the eventual configuration of this intersection, and associated Highway 126 improvements.

## Other Local Street Improvements

1. **East-West Connection Highway 101 to North Fork Road.** This connector may need to be constructed in the future to mitigate congestion on Munsel Lake Road.
2. **Rhododendron Drive Improvements.** As development and redevelopment occurs along Rhododendron, the street should be improved to full urban standards, including curbs, sidewalks and bike lanes. Left turn lanes should be added at Greentrees, 35<sup>th</sup>, 9<sup>th</sup> Streets and eventually at Heceta Beach Road, with corresponding left turn lanes installed on 35<sup>th</sup> and 9<sup>th</sup> Streets and Heceta Beach Road. Since Rhododendron Drive is also a scenic drive in

that it abuts the river, and is bordered by mature growth shore pine and native rhododendrons, the intent is to preserve the street as a two-lane street in the same alignment, (except for the two recommended left turn lanes), maintaining as much of the existing vegetation as possible. For more specific management and design guidelines, refer to the Rhododendron Drive integrated Transportation Plan (RDITP), June 2007. The RDITP shall serve as the definitive document for improvements related to Rhododendron Drive.

3. **Pavement Management Plan.** This program, begun in 2000, will provide an annual plan for pavement maintenance and improvements, based on a system wide analysis of pavement conditions.
4. **Storm Drainage Improvements.** Storm drainage improvements are necessary as determined by the City's Stormwater Management Plan.

### Signalization Improvements

1. **30th Street/Highway 101 Traffic Signal.** The intersection of 30th Street and Highway 101 has been identified by staff, consultants, and the City of Florence Street Improvement Task Force as an appropriate location for a traffic signal. 30<sup>th</sup> Street in 2006 met one of the necessary warrants for a traffic signal.
2. **Heceta Beach Road/Highway 101 Traffic Signal.** A traffic signal will more likely than not be required at the intersection of Heceta Beach Road and Highway 101 with the completion of the Spruce Street North Extension.
3. **Munsel Lake Road/Highway 101 Traffic Signal.** Continued growth along the Munsel Lake Road corridor will generate the need for a traffic signal at the intersection of Munsel Lake Road and Highway 101 during the next 5 - 10 years.
4. **46th Street/Highway 101 Traffic Signal.** It is possible that traffic congestion in the area of this intersection may generate a need for a traffic signal at some future date.
5. **Second Street/Highway 101 Traffic Signal.** The Downtown Green Refinement Plan recommends installation of this traffic signal as soon as possible.
6. **Highway 126/North Fork Road.** The potential for a traffic signal in relation to the proposed casino should be included in the traffic study identifying needed highway/intersection improvements.
7. **Traffic signal timing** within the Florence Downtown at Highway 101 and Second Street, Rhododendron Drive and Highway 126 should be synchronized to allow smooth flow of traffic thus increasing capacity.

## Bicycle Plan Improvements

1. Heceta Beach Road Bikelane Modifications
2. Rhododendron Drive Bikelane Modifications (See the *Rhododendron Drive Integrated Transportation Plan*, June 2007)
3. Munsel Lake Road-North Fork Road Bikelane Modifications
4. Extension of Munsel Creek Bikepath
5. 12<sup>th</sup> Street Bike Path connecting Kingwood and Rhododendron Drive

## Pedestrian Improvements

1. **Highway 101 Pedestrian Crossing Pilot Project.** See description under Downtown Implementation Plan.
2. **Other Highway 101/126 Pedestrian Crossings.** Present and future crosswalks located at non-signalized intersections are hazardous to pedestrians on arterial highways. The traveling public does not expect crosswalks in these locations.
3. **Siuslaw River Estuary Trail.** This trail is proposed as part of the Downtown Implementation Plan, and is also a priority of the Port of Siuslaw. The proposed trail will connect the Port's Boardwalk to Highway 126, and eventually, when the Munsel Creek culvert is replaced, through a bike path set into the culvert to connect to the Munsel Creek Bike Path.
4. **Public Access to Public Lands north of Sandpines and west of Fred Meyer.** The extension of Oak Street north from 37th Street, together with accompanying bike lanes and sidewalks, will provide public access to these public lands which contain dunal formations and extensive wetland resources.
5. **Pedestrian/Sidewalk Master Plan.** The City will develop a Sidewalk/Pedestrian Master Plan, together with policies and prioritization for identified pedestrian/sidewalk improvements.

## Airport Plan Improvements

The Florence Municipal Airport is one of five transportation gateways into the community. This gateway serves as a formal City entrance to welcome commercial and general aviation air traffic. Recommended improvements are:

1. Florence Airport Gateway
2. Extend Runway 15-33 a distance of 430 feet
3. Extend the parallel taxiway
4. Relocate/elevate the airport beacon
5. Expand the Main Apron
6. Establish a non-precision GPS approach
7. Construct a taxiway extension from the north end of the parallel taxiway

8. Install taxiway reflective markers
9. Provide fencing for the airport perimeter
10. Installation of an AWOS system
11. City should work with private providers to improve connections to the Eugene Airport.
12. Purchase of private lands abutting the airport to provide additional buffer to airport activities.

## **Port of Siuslaw Water-Related Transportation Improvements**

The Siuslaw River/Port of Siuslaw Gateway serves as a formal City entrance to welcome commercial, recreational and general waterway navigation traffic. The improvements listed below, together with recent improvements, will provide improved facilities and enhance the Gateway function of the Port.

1. Port of Siuslaw Gateway
2. Maintain Federal Navigation Channel
3. Rehabilitate the Old Town Wharf
4. Dredge West and East Moorage Basins
5. Rehabilitate East Moorage Basin
6. Establish a Downriver Boat Launch Facility
7. Install infrastructure at Port Industrial Park

## **Transit Plan**

LCOG has recently completed a *Community Transit Plan* for the City of Florence. The Transit Plan includes short-term and long-term Goals as well as organizational strategies and is included in Appendix 12 as the adopted City Transit Plan. The overall goals of the Transit Plan are:

1. Provide transit service that meets the widest possible range of community needs within funding constraints.
2. Maximize service efficiency while maintaining standards for safety and reliability.
3. Provide and manage local transit services in an efficient and cost effective way.
4. Maintain a high level of customer service and good rider and community relations.
5. Plan for short term and long term needs.

## **Rail Plan**

1. **Improvement to the Highway 126 rail overpass at Cushman.** The City should work with ODOT, railroads and other involved parties to ensure that a study be performed in the next two years of alternatives available for correcting the problems at the overpass.
2. **Connections to passenger rail service.** The City should work with private providers to improve connections to passenger rail service in Eugene.

## **Pipeline Plan**

The City of Florence, together with other coastal communities and counties to our south, is exploring the possible extension of a natural gas pipeline north along the coast to the Florence area. Recommended needs relative to this possibility are:

1. **Feasibility Study.** Provision of transportation/economic development funds for an analysis of the feasibility of extension of natural gas service to the Florence area, including a cost analysis, and identification of potential funding resources for engineering and construction.

## **Telecommunications Plan**

1. The City should continue to work for improvement of rural telecommunications services in the Florence area.
  - The City should maintain membership in Fiber South Consortium or a successor in order to have a voice in the provision of telecommunications services to the Florence area.
  - The City should continue to support the efforts of BPA and Central Lincoln PUD or their successors, as approved by Fiber South Consortium or its successor, to provide high speed, broadband fiber optic cable to the Florence area.
  - The City should continue to support improved basic telephone service to the Florence area.

## **Functional Roadway Classifications**

The purpose of classifying roads within the study area is to provide a balanced transportation system that facilitates mobility for all modes at acceptable levels of service while providing sufficient access to adjacent land uses and ensuring neighborhood livability.

- Arterials
- Collectors
- Local Streets
- Scenic Drives

## **Roadway Design Standards**

Roadway design standards are based on the functional and operational characteristics of streets and are necessary to ensure that the system of streets, as it develops, will be able to safely and efficiently serve the traveling public.

- Typical Roadway Sections
- Alignment and Operational Characteristics
- Access Management

## **Section 1: Introduction**

### **Overview**

The Florence Transportation System Plan (TSP) is the long-range policy document that guides transportation planning within Florence's urban growth boundary (UGB) for the next 20 years. The plan will be updated during periodic review or when needed. The goals and policies are part of Florence's Comprehensive Plan. Ordinance amendments that implement the plan will also be adopted. The City will base its transportation system capital improvements on this plan. Refinements may supplement the plan with more detail and specific information on issues, policies, and projects. These refinement plans must be consistent with the Transportation System Plan.

### **Plan Context**

The City of Florence has considerable growth potential within the City limits and UGB. Long-range comprehensive planning is a tool for looking ahead into the future and shaping growth of an area. Transportation planning is one facet of Florence's long-range plan. Local comprehensive plans must be consistent with the statewide planning goals. Oregon's Statewide Planning Goal 12: Transportation is "To provide and encourage a safe, convenient and economic transportation system." Goal 12 goes on to state, "A transportation plan shall:

1. consider all modes of transportation including mass transit, air, water, pipeline, rail, highway, bicycle and pedestrian,
2. be based upon an inventory of local, regional and state transportation needs,
3. consider the differences in social consequences that would result from utilizing differing combinations of transportation modes,
4. avoid principal reliance upon any one mode of transportation,
5. minimize adverse social, economic and environmental impacts and costs,
6. conserve energy,
7. meet the needs of the transportation disadvantaged by improving transportation services,
8. facilitate the flow of goods and services so as to strengthen the local and regional economy; and
9. conform with local and regional comprehensive land use plans."

This transportation plan is intended to meet all of the requirements of the state's Transportation Planning Rule, Oregon's Administrative Rule 660 Division 12 that implements Goal 12.

### **Planning Assumptions**

The transportation plan assumes the same plan designations as Florence's Comprehensive Plan when forecasting future land development.

The transportation plan includes lands within the present City limits and lands within the UGB outside City limits. The base year for the population data is 1998 when there were an estimated 6,715 people in Florence. The base year for the employment data is 1996 when there were 3,030 jobs in Florence. The horizon year, or planning year is 2020. The projected population for 2020 is 15,400 people and the projected employment is 6,538 jobs. See Appendix 2 for more detail on the population and employment projections and allocation of future housing units and job to vacant land.

There were 4,638 housing units within the UGB in 1998. The projected number of housing units for 2020 is 7,908, an additional 3,270 units. The 2000 Census shows 4,174 housing units in the City.

## **Planning Process**

The TSP is based on public involvement and citizen review to ensure that the goals of the TSP reflect the values of the community.

To assist the City, county, and state jurisdictions in meeting the requirements of the TPR, the City of Florence, Lane County, and ODOT initiated the original transportation study in January 1995. At that time a technical advisory committee was formed to guide the study process. The following entities were represented on the committee: the City of Florence, the Lane County Organization of Governments (LCOG), ODOT, the Oregon Department of Land Conservation and Development (DLCD), and Lane County. Four advisory committee meetings were held with these representatives to review technical memoranda prepared throughout the study, to elicit any additional concerns, and to incorporate the agencies' input into the study. A public meeting was also held to obtain input on proposed land use and transportation alternatives.

As one of its first tasks, the advisory committee adopted a specific set of goals and objectives for this study, which are listed in Section 2. Also included are the goals for the segment of Highway 101 serving Florence as they are identified in the Coast Highway Corridor Study. The overall TPR goals that guided this study, as well as county and City development plans and the Oregon Highway Plan also were used in developing the study goals and criteria. Staff conducted a system-wide inventory that provided a basis for determining transportation system needs. At some time following the completion of this study, ODOT determined that the study was not complete, and provided additional funds to LCOG to bring the TSP into fuller compliance with the revised transportation planning rule.

In 1999, LCOG prepared a revised TSP, including modeling of proposed land uses and trips generated. The draft was forwarded to the City, where it has been further revised to include the recommendations of the PC/CAC made since the draft was prepared by LCOG.



## **Plan Monitoring and Performance**

The TSP is the guiding framework for transportation policies, actions, and investments in Florence for the next 20 years. Transportation projects, improvements, and refinement studies must be consistent with the goals, policies, and projects listed in the plan and consistent with state laws. To develop this plan, assumptions on growth and development, population, employment, and travel behavior patterns were made. These assumptions may need to be adjusted and the plan amended over time. Because conditions change over time, some flexibility has been built into the plan. The adopted plan will become part of the Comprehensive Plan for Florence which will be reviewed on a routine basis through the periodic review process. It is during this time that the plan assumptions, policies, and implementation actions will be re-evaluated.

## **Plan Organization**

The remaining sections of this chapter are summarized below.

### **Section 2: Goals and Policies**

The transportation goals are listed. These broad statements of philosophy were developed by the Planning Commission and the Citizen Advisory Committee and guided the development of the TSP. The policies provide a specific course of action that will move the community toward the attainment of its goals.

### **Section 3: Modal Maps**

These maps graphically portray the street plan, bicycle plan, pedestrian plan, and public transportation plan.

### **Section 4: Implementation Actions**

There are four types of implementation actions that are described in this section. The capital improvements section lists projects and improvements. Each project and improvement is accompanied with a brief project description. The ordinance revisions section describes changes that will need to be made in Florence's Land Division and Land Development Ordinances to implement the adopted policies. The third section includes education strategies. The last section consists of areas of further study.

### **Section 5: Financing Strategies**

Existing and potential funding sources are described that would pay for the capital improvements, educational efforts, and further studies that were identified in the previous section.

## **Appendices**

Included in Appendices Section:

### **Appendix 12-A: Existing Conditions**

This appendix describes all components of the transportation system. It includes a database and maps for the existing street, sidewalk, bicycle system, and transit system. Also included is an accident summary, a description of existing land uses, and natural and cultural features.

### **Appendix 12-B: Population and Employment Projections**

Data on current population and employment for Florence is presented. The appendix also includes the methodology for the population and employment projections, and explains how those projections have been allocated to the various Transportation Analysis Zones.

### **Appendix 12-C: Needs Analysis**

This needs analysis includes information based on the existing conditions, traffic projections based on the population and employment projects, and issues raised by the Planning Commission, Citizen Advisory Committee, City staff, and the general public.

### **Appendix 12-D: Policy Framework**

This appendix describes what other government policies affect local transportation planning.

### **Appendix 12-E: Glossary**

The glossary defines transportation-related words that may be used in this document or in discussions about the TSP.

## **Section 2: Goals and Policies**

Goals are broad statements of philosophy that describe the hopes of the people of the community for the future of the community. Each goal is developed around a topic area. A goal may never be completely attainable, but is used as a point toward which to strive. The goals guided the development of the transportation system plan and should be used to monitor future transportation strategies and improvements. Policies are statements that provide a specific course of action moving the community toward the attainment of its goals. Policies have the force of law. Each new capital improvement project, land use application, or implementation measure must be consistent with the policies. Once adopted, the goals and policies will become part of Florence's Comprehensive Plan.

<b>Goal</b>	<b>Policies</b>
To create a safe transportation system.	<ol style="list-style-type: none"> <li>1. City street standards shall promote street design which provides for adequate lane widths, curvature and grades to create a street network which provides safe transportation at all seasons of the year.</li> <li>2. Vision clearance provisions shall be enforced.</li> <li>3. The City shall work with ODOT to improve safety of existing crosswalks on state highways, and to cooperate in the location of additional crosswalks in safe locations.</li> </ol>
To operate transportation facilities at a level of service that is cost-effective and appropriate for the area served.	<ol style="list-style-type: none"> <li>1. The City shall develop systematic annual maintenance plans for streets, bike, pedestrian and air facilities.</li> <li>2. The City shall continue to pursue grant and loan funds to supplement local transportation facility funds.</li> <li>3. The City shall continue to require new development to pay its share of costs of development of, or improvements to, transportation facilities which will serve the proposed development.</li> </ol>
To develop systematic annual maintenance plans for streets, bike, pedestrian and air facilities.	<ol style="list-style-type: none"> <li>1. The City shall continue to pursue grant and loan funds to supplement local transportation facility funds.</li> <li>2. The City shall continue to require new development to pay its share of costs of development of, or improvements to, transportation facilities which will serve the proposed development.</li> </ol>
To create a transportation network to support existing and proposed land uses.	<ol style="list-style-type: none"> <li>1. The City shall protect the function of existing and planned transportation systems as identified in this Plan through application of appropriate land use and access management techniques.</li> </ol>
To meet the needs of land development while protecting public safety, transportation operations and mobility of all transportation modes.	<ol style="list-style-type: none"> <li>1. At the time of land development or land division, the City shall require right-of-way or easements consistent with the adopted TSP in order to maintain adequate street widths, bikeways and walkways and to accommodate transit facilities.</li> <li>2. New development shall gain access primarily from local streets. Driveway access onto arterials and collectors shall be evaluated based on access options, street classifications and the effects of new access on the function, operation and safety of surrounding streets and intersections. Land development shall not encroach within setbacks required for future expansion of transportation facilities.</li> </ol>

Goal	Policies
To provide a balanced transportation system that provides options for meeting the travel needs of all modes of transportation.	<ol style="list-style-type: none"> <li>1. The City shall consider the potential to establish or maintain bikeways and/or walkways prior to vacating any public easement or right-of-way.</li> <li>2. Convenient access for motor vehicles, transit, bicycles and pedestrians shall be provided to major activity centers, including public buildings and schools, shopping areas, parks and places of employment.</li> <li>3. Streets, bikeways and walkways shall be designed to meet the needs of pedestrians and cyclists to promote safe and convenient bicycle and pedestrian circulation within the community. To promote bicycling and walking, all new collector and arterial streets should have bicycle lanes, and all new streets, except short, very low volume local streets, should have sidewalks.</li> </ol>
To enhance the quality of life for citizens and visitors by providing adequate access to residences, employers, services, social and recreational opportunities.	<ol style="list-style-type: none"> <li>1. Streets shall be designed to efficiently and safely accommodate emergency service vehicles.</li> <li>2. The North, South and East Gateways shall be pursued as soon as funding can be obtained.</li> <li>3. City policies shall discourage the placement of streets serving primarily commercial or industrial development from negatively impacting adjoining residential development.</li> <li>4. Encourage placement of streets that minimizes negative impacts in residential development.</li> </ol>
To minimize transportation-related energy consumption by using energy efficient modes of transportation for movement of goods, services and people where possible.	<ol style="list-style-type: none"> <li>1. The City shall encourage demand management programs such as park-and-ride facilities and vanpools to reduce single occupancy vehicle trips, especially to and from Eugene.</li> <li>2. The City shall promote the use of telecommunications, transit and rail facilities as energy efficient alternatives to vehicular transport.</li> </ol>
To provide economic health and diversity through the efficient and effective movement of goods, services and people.	<ol style="list-style-type: none"> <li>1. The City shall strongly promote a feasibility study to identify solutions to the deficient rail overpass in Cushman, and support implementation of the chosen alternative.</li> <li>2. The City shall continue to be advocates for the provision of effective telecommunications facilities in Florence, including provision of quality basic telephone service.</li> <li>3. The City shall continue to pursue the cooperative effort of coastal cities and counties to bring a natural gas pipeline north on the coast to Florence and other communities.</li> </ol>

Goal	Policies
To minimize the impacts on natural and cultural resources when constructing transportation facilities and should encourage non-polluting transportation alternatives.	<ol style="list-style-type: none"> <li>1. Design and construction of transportation facilities shall be responsive to topography and should minimize impacts on natural resources such as streams, wetlands and wildlife corridors.</li> <li>2. Stormwater shall be required to have appropriate pre-treatment prior to discharge.</li> <li>3. The City shall amend the City Code as appropriate to include processes for identification, inventory, classification, and conflict resolution on sites which contain cultural resources.</li> </ol>
To choose transportation facilities which balance the requirements of other transportation goals with the need to minimize air, water and noise pollution.	<ol style="list-style-type: none"> <li>1. As the use of the airport increases, and night operations become a reality, the City shall work with neighboring residential uses to resolve issues of noise and vibration.</li> <li>2. The City shall continue to discourage new residential uses, schools, hospitals, and similar facilities in the approach zones of the airport.</li> </ol>
To provide for adequate parking facilities in conjunction with other transportation facilities, as appropriate.	<ol style="list-style-type: none"> <li>1. On-site parking for motor vehicles shall continue to be provided, unless another adopted City plan expressly provides otherwise.</li> <li>2. The policies and direction of Downtown Implementation Plan regarding the provision of on-street parking shall be implemented.</li> <li>3. Appropriate bicycle parking facilities shall be provided at places of employment, at business and at public buildings.</li> </ol>
To collaborate and coordinate with state, county and other agencies during long range planning efforts, development review, design and construction of transportation projects.	<ol style="list-style-type: none"> <li>1. The City shall notify ODOT of all project proposals and development applications adjacent to state highways. The City should notify Lane County of all project proposals and development applications adjacent to county roads.</li> <li>2. The City shall notify ODOT and Lane County of all major development proposals which will generate more than 50 trips during an average peak hour or which require a traffic study.</li> <li>3. The City shall notify ODOT, DLCDC and Lane County of any proposed changes or amendments to this Transportation Systems Plan.</li> </ol>

### Section 3: Modal Plans

This section provides a plan for each of the transportation modes. Where applicable, the plan includes a map that graphically describes the location of existing and proposed transportation facilities. It also includes a map showing capital improvement projects. They are to be used in conjunction with the policies of Section Two and implementation actions of Section Four.

To address transportation deficiencies, several transportation system improvements are recommended within the City of Florence, including:

1. Highway/Street Improvements
  - a. Signalization Improvements
  - b. Roadway Design Standards
  - c. Circulation Plan and Functional Classifications
2. Bikeway Plan
3. Pedestrian Plan
4. Air Plan
5. Rail Plan
6. Water Transportation Plan
7. Transit Plan
8. Pipeline Plan
9. Telecommunications Plans

## **Transportation System Improvements**

Transportation system improvements are needed to achieve acceptable transportation networks within, and serving, the City of Florence. There is a partial street grid pattern within the City of Florence, particularly in the older sections of the community platted in the early 1900s. However, the traffic within the City is mostly focused on the loop road system created by Highway 101, Rhododendron Drive or Kingwood, and 9th Street-Highway 126. As the area to the north of the City continues to develop, it is important to provide a transportation network that will offer alternative routes for local traffic. Transportation system improvements need to accomplish acceptable levels of operation in all modes throughout the planning period. The Florence Transportation Systems Plan is organized by geographic planning area, rather than by modal category, in order to provide an integrated transportation system within each area.

## **Detailed Project Descriptions**

### **Florence Downtown Implementation Plan, adopted September 20, 1999**

(adopted 9/20/1999) (Map 12-A-1)

#### **1. Highway 101/126 Enhancement Program**

The Highway 101/126 Enhancement Program is focused on developing pedestrian amenities and parking in the downtown area located between the Siuslaw River and the intersection of Highways 101 and 126. This program would include the construction of curb extensions, street lighting, planters, directional signing, on-street parking and traffic control devices, and would identify interior parking areas strategically placed within walking distance of downtown businesses to meet parking needs during the busier parts of the year. Initiation to begin with construction of pilot blocks on Highway 101 between 6th and 8th Streets, and incorporating safety improvements relative to existing pedestrian crossings. Investiga-

tion of designation as an Special Transportation Area (STA)<sup>4</sup> for the Highway 101/126 corridor within the Downtown area is important for the success of the Downtown Plan and should be pursued in cooperation with ODOT.

## **2. East Gateway (Highway 126) (Map 12-A-2)**

In accordance with the *Oregon Coast Highway Corridor Master Plan*, a gateway (monument type) entrance should be developed at Highway 126 near the east City limits. This Gateway begins naturally with the Rhododendron Gardens at Gallagher Park and the vegetative corridor formed by the crossing of Munsel Creek. This gateway would serve as a formal City entrance from the east to welcome travelers and to provide drivers with a definitive indication of changing travel characteristics (e.g., speed, cross traffic, pedestrians, congestion) as they enter the City. The Gateway will also calm traffic to reduce vehicle speeds.

## **3. Siuslaw River Bridge/Highway 101 (Map 12-A-3)**

The Siuslaw River Bridge is a very important feature of the Florence Downtown Plan. This historic bridge, designed by Conde B. McCullough, has been admired for decades by locals and visitors. More than a critical transportation link, the architecture and setting in the beautiful Siuslaw River estuary make this bridge unique. The Bridge is listed on the National Register of Historic Places. The Pacific Coast Scenic Byway Plan highlighted four projects to be forwarded to the CPACT Subcommittee from the Yachats/North Dunes Regional Planning Group. The first priority was the Siuslaw River Bridge Walk. This project includes a pedestrian loop across and under the bridge, a viewpoint for the bridge, Old Town and the estuary, interpretation, and parking. The Scenic Byway Plan sets forth several Management Goals and Strategies for the Bridge. Project. These are:

- Enhancement
- Rehabilitate/improve facilities
  - Preserve the bridge by implementing the cathodic protection system
  - light the bridge aesthetically and for safety
- Access
  - Provide parking for pedestrian access to the bridge
  - Develop a pedestrian loop across the bridge
  - Provide opportunities to view the bridge
  - Improve safety at south entrance to the bridge
- Interpretation
  - Interpret bridge and area history

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<sup>4</sup> STA - Designated compact district located on a state highway within an urban growth boundary in which the need for appropriate local access outweighs the considerations of highway mobility exception designated Freight Highways where accessibility and mobility needs are balanced.

- Provide interpretation on bridge history, history of Florence area and natural and human history of the Siuslaw estuary at viewpoints adjacent to the bridge and at bridge/estuary viewpoints in Old Town.
- Awareness
  - Alert drivers to safety hazard at bridge entrance on south side. Provide sign south of curve leading to bridge to slow traffic and alert drivers to safety hazard at bridge entrance on south side
  - Sign interpretation and viewing opportunities. Provide signage for bridge walk at parking areas and at entrances to bridge. Provide signage on road regarding interpretation and bridge walk
  - Provide information on historic bridge at appropriate locations and in tourist documents. Develop marketing information for historic bridge
- Stewardship
  - Manage traffic to preserve the historic Siuslaw River Bridge. The bridge was constructed in 1936 and is on the National Register of Historic Places.
  - City supports retention of the Bridge, not replacement
  - City requests that the Bridge receive cathodic protection before serious deterioration has occurred
  - At such times as additional capacity is needed on the Bridge, the City recommends a parallel span located on the wet side of the existing bridge to maintain the scenic integrity of the historic bridge.

The priorities of the *Florence Downtown Implementation Plan* related to the bridge include:

- location of a parking lot under the Siuslaw River Bridge to be combined with a Scenic Byway Bridge Interpretative Site,
- installation of irrigation and street trees in the Siuslaw Bridge Gateway along Highway 101.

The Siuslaw River Bridge Gateway would be located between the north end of the Bridge and the proposed Downtown Green to be located at Highway 101 and Maple/2<sup>nd</sup> Streets. The Downtown Green project includes realignment of 2<sup>nd</sup> Street west of Highway 101 to form right angle intersections with the realigned 2<sup>nd</sup> Street intersections on the east side of Highway 101.

**Siuslaw River Bridge Gateway/South Gateway** includes:

- Signage welcoming the traveling public to Florence Mainstreet
- Installation of street trees and historic street lighting beginning as close to the north side of the bridge as possible
- Limiting 1st Street to right-out only



- Working with ODOT to insure that rewiring of the Bridge includes provision for architectural/holiday lighting
- Planning for long-term preservation of the Bridge, with installation of a cathodic protection system
- Planning for long term preservation of the bridge by planning for a parallel bridge to carry additional lanes of traffic as demand warrants.

**Scenic Byway Bridge Interpretative Site and associated parking.**

- Relies on the direction of the *Pacific Coast Byway Plan* for the detailed implementation strategy.

**4. Highway 126/Highway 101 Intersection**

The Highway 126/Highway 101 intersection is the location of several existing safety problems related to the large intersection area, proximity of private driveway and public street access points, and high number of vehicle turning movements. This intersection is currently scheduled for construction in 2001. The City strongly supports implementation of the safety project during 2001/2002.

**5. Quince Street Improvements**

**a. Highway 101/Quince Street Intersection**

- Realign the intersection of Highway 101 and Quince Street to provide two-way travel on Quince, thus providing an alternate route into the Old Town area. Preliminary engineering should include investigation of all viable options, including placement of a traffic signal at Quince and Highway 126 when signal warrants are met.

**b. Improve Quince Street as necessary to provide an alternate route to and from the Old Town and incidentally a secondary connection between Highways 101 and 126**

- Retain the Old Town character of Quince Street, including sidewalks, plantings and historic lighting.
- Retain/provide on-street parking
- Provide appropriate signage to make Quince the through street
- Provide left turn pockets where appropriate and possible, given available funding sources
- Integrate Quince Street plans with the plans for the safety improvements in the area of the Highway 101/126 intersection, particularly with respect to left and right turn lanes
- Investigate location of a traffic signal at Highway 126 and Quince Street at such time as demand warrants such location

- Apply for Local Street Networks funds for preliminary engineering and construction of improvements

## **6. Highway 101 Pedestrian Crossing Pilot Program**

The pedestrian crossing/local street improvement program was developed to address concerns about the safety of pedestrians crossing Highways 101 and 126, and to provide a better access control and circulation system with the local street system, consistent with the Downtown Plan. The pilot project is proposed to feature wider sidewalks with bulb-outs, crosswalks with demand activated light bars, and marked on-street parking on Highway 101. These blocks, located between 6<sup>th</sup> and 8<sup>th</sup> Streets, have been chosen because they have existing, heavily used crosswalks connecting low and moderate income housing complexes, the post office and a financial institution on the west side of Highway 101 with major grocery stores and other daily shopping destinations on the east side of the highway. A center median is not proposed.

Highway 101 is a state highway under the jurisdiction of the Oregon Department of Transportation (ODOT). According to ODOT, the existing crosswalks are included in the Downtown Implementation Plan (September 1999) which was funded by a TGM grant in consultation with ODOT staff. The Access Management Plan (October 2002) also shows Highway 101 crosswalks with pedestrian refuges at 6<sup>th</sup> and 8<sup>th</sup> Streets, and a crosswalk at 7<sup>th</sup> Street, all within the Pilot Blocks. FHWA has just included lighted crosswalk systems in the latest edition of the Manual on Uniform Traffic Control Devices (MUTCD). The City will need to work closely with ODOT to implement the conceptual crosswalk plans.

In the Downtown Implementation Plan, access control is proposed by the use of on-street parking, and by location of strategically placed parking courtyards in the interior of blocks paralleling Highway 101 and other major local streets in the Downtown. These parking courtyards will access to side streets, which will then intersect with Highway 101. As properties redevelop, together with interior parking courtyards, individual access points to Highway 101 will be eliminated consistent with the access Management Plan for Highway 101 in Downtown Florence, October 2002. As the need for a continuous center turn lane decreases, the remaining center turn lane can and should be landscaped to create more of a boulevard appearance in the Downtown. Because of the need for local businesses to re-evaluate their business plans to be able to compete with major outside retailers, we expect the pattern of re-development in the Downtown to occur at a faster pace than might occur under normal business conditions, therefore meeting the goals of ODOT to maintain/increase through capacity on Highway 101 by implementation of access management plans.

## **7. The Downtown Green and the realignment of 2<sup>nd</sup> and Maple Streets to 90° intersections with Highway 101**

The Downtown Plan's highest priority is design and construction of the Downtown Green. The Green is proposed to be located in the vicinity of the Maple Street/Highway 101 inte-

section between the existing City Hall and Pro Lumber. Conceptual design in the September 1999 *Downtown Implementation Plan* shows a pentagon of approximately 1-acre bounded by Maple and 2<sup>nd</sup> Streets to form 90° intersections with Highway 101. The Green is proposed to embody the Mainstreet concepts of wider sidewalks, on-street parking on Highway 101, and curb extensions with crosswalk(s) across Highway 101 to the corresponding intersections of Laurel and 2<sup>nd</sup> Streets on the west side of the highway.

A Refinement Plan for the Downtown Green and the Pilot Blocks was completed and adopted by the City Council in Summer 2001. The Refinement Plan is included by reference in Appendix 12 of the TSP. The 2001 Refinement Plan provides for the extension of 2<sup>nd</sup> Street to Highway 101 at a future signalized intersection, and improvement of 2<sup>nd</sup> Street west of Highway 101 to form a four way intersection. The City has received funding from Land County for the construction of the east leg of the 2<sup>nd</sup> Street Extension. Construction is anticipated in 2003. Maple is not proposed to be realigned, but will have on-street parking. The process for determining uses on the Green was a community-wide effort since the Green is the point of entrance into the main part of the Mainstreet District, and also the point of entrance to Old Town and the Quince Street alternative transportation route between Highways 101 and 126. The purpose of the Siuslaw Bridge Gateway project is to provide the boulevard leading to the Green, or for southbound travelers, to provide a pleasant final view of the community, as well as a boulevard featuring the Bridge.

## **8. Access Management Plan**

The September 1999 Florence Downtown Implementation Plan includes the following policies:

- a. Recognize the portion of Highway 101 located between the Siuslaw River Bridge and Highway 126 as the City's retail core, and "Mainstreet" of the new downtown Florence.
- b. Design streetscapes and buildings to support the pedestrian-oriented Mainstreet character by implementing transportation and land use changes.

In April, 2000, the Oregon Administrative Rules were amended to include Division 51, titled, Highway Approaches, Access Control, Spacing Standards and Medians. During this same period, a Phase I Implementation Plan for the Downtown Green and the Pilot Blocks was being developed by Parsons, Brinkerhoff under a TGM grant. Their work included an Access Management Plan consistent with the newly adopted Division 51 standards. Because platted blocks in Florence are smaller than in many communities and do not meet the access spacing standards in the Division 51 rules, the resulting draft plan resulted in closure of all private in this section of Highway 101. That draft plan was, of course, unacceptable to the businesses located in that area, and was not adopted. The resulting discussion provided education about the new Division 51 rules, including the growing understanding that applications to ODOT for access by individual businesses would likely not meet the spacing standard, and would be denied. It was also learned that the Division 51 rules allow for a

community to develop a formal Access Management Plan which provides guidance to ODOT and the local government in maintaining through traffic on a highway of statewide significance while providing reasonable access to abutting properties.

A local Access Management Plan Task Force comprised of a cross-section of abutting property owners was appointed by the City Council and worked with ODOT and local staff to develop an Access Management Plan for the section of Highway 101 located between the Siuslaw River Bridge and the intersection with Highway 126. Public meetings were held, revisions were made, and a final draft Plan was presented to the Council for adoption.

The City Council adopted the Access Management Plan on October 21, 2002 and forwarded it to ODOT for approval and for execution of an IGA for implementation. The Access Management Plan for Highway 101 in Downtown Florence, October 2002 is hereby included as Appendix 12-N of the City of Florence 2000/2020 Comprehensive Plan

## **North Florence Transportation Node**

This area includes the North Commercial Node, the Service Industrial District, the Neighborhood Commercial Gateway District, the Heceta Beach Neighborhood Cluster, and associated residential zoning and streets and highways. These districts, taken together, provide the North Gateway to Florence. The area is served by Highway 101, a major arterial state highway, intersected by Munsel Lake Road and Heceta Beach Road (local arterials), and served by the parallel local arterial streets, Oak (north of 35<sup>th</sup> Street) and Spruce (north of Munsel Lake Road).

### **1. Highway 101**

#### **a. North Commercial Node (NCN)**

Highway 101 will need to be expanded within the NCN during this planning period in order to create capacity for the intended larger retail businesses, and associated service, food and lodging facilities. However, in order to maintain the North Florence Gateway concept, expansion shall be limited to a cross-section of two northbound and two southbound travel lanes, a center lane, bike lanes and a single deceleration/right turn lane on each side of the highway. Volume to capacity (v/c) ratios shall be maintained as required by OAR 660-012, the transportation Planning Rule.

LCOG performed a traffic analysis of this highway configuration using traffic volumes typical of large retail establishments and their companion uses, and determined that the uses, as proposed, would not exceed the v/c ratios in the Rule. Traffic volumes will need to be monitored to determine whether the v/c ration requirements continue to be met.

Any reductions in development levels on parcels in the NCN necessary to maintain the v/c ratios shall be apportioned to those properties on a pro rata basis. Parcels

benefitting from transportation improvements in the NCN will be required, as part of development approvals, to sign a non-remonstrance agreement for Highway 101 improvements and to contribute to the cost of those improvements. Construction of sidewalks, curbs and stormwater facilities shall be required as part of development approvals of abutting properties. Unused portions of the center lane may be planted to enhance the Gateway character of the NCN.

**b. Service Industrial**

This area is located immediately north of the NCN with an extension to the east, and is served by Highway 101 and the parallel local streets, Oak and Spruce Streets. The uses contemplated for the Service Industrial designation require large lots. Partitioning or subdivision of lots is discouraged, and combination of smaller lots into larger lots which better meet the puposes fo the Service Industrial designation is strongly encouraged.

Primary access to this district shall be from the parallel local street system, with access to Highway 101 at signalized intersections at Munsel Lake Road and Heceta Beach Road. Until the parallel street system is constructed, access to Highway 101 shall be via combined driveways subject to ODOT approval under the ODOT Access Management Rules. Based on traffic modeling performed by LCOG, it is not anticipated that the existing improved cross-section of Highway 101 will not need to be expanded during this planning period. The modeling was based in part on certain assumptions about traffic volumes. Traffic volumes will need to be monitored to determine whether the LCOG model continues to be valid. Non-remonstrance agreements for future improvements on Highway 101 will be required at the time of development approvals. The TSP supports the addition of bike lanes, sidewalks, curbs and storm water improvements, and street lighting on Highway 101.

**c. Heceta Beach Neighborhood Cluster**

This district is located immediately north of the Service Industrial District, and surrounds the intersection of Heceta Beach Road and Highway 101. This districtis intended for a mix of high and medium density residential development service by a Neighborhood Commercial Center, portions of which are existing. Access shall be primarily to Heceta Beach Road, and to the extension of Spruce Street. Highway 101 is not anticipated to require expansion of the existing improved cross-section during the planning period, with the exception of the addition of the bike lanes, sidewalks, curbs and stormwater facilities, and street lighting. Benefitting properties shall participate in the costs of these improvements.

Traffic volumes will need to be monitored to determine whether this projection continues to be valid. Non-remonstrance agreements for future improvements on Highway 101 will be required at the time of development approvals.

Pedestrian crossings shall be installed on all legs of the intersection of Heceta Beach Road and Highway 101 either at the time of the extension of Heceta Beach Road to the east of Highway 101, or the installation of the traffic signal at the Heceta Beach Road/Highway 101 intersection. If significant residential development precedes the installation of the traffic signal, developers of residential projects may be required to contribute to the cost of a lighted crosswalk system, and/or the installation of the traffic signal. Traffic signals and pedestrian crossings require approval by the State Traffic Engineer.

## **2. Oak Street North Extension (37th Street to Heceta Beach Road)**

Oak Street is proposed to be extended from its current terminus at 37th Street to the west extension of Munsel Lake Road within the North Commercial Zoning District, and then further to the north abutting the proposed Limited Industrial/Commercial District to Heceta Beach Road. The City applied for Local Street Networks funds during the 2000 funding cycle, and received funding for the construction of Oak Street between 37<sup>th</sup> and 46<sup>th</sup> Streets. The City will continue to seek funding for the remaining phases. This parallel local street will serve traffic generated by abutting residential developments, as well as the commercial and industrial traffic generated from those zones. This link will minimize short trips, and the number of turning movements at many two-way stop controlled intersections on Highway 101.

## **3. North Highway 101 Gateway**

Similar to the eastern and southern gateways, this gateway would serve as a formal City entrance to welcome travelers and to provide drivers with a definitive indication of changing travel characteristics (e.g., speed, cross traffic, pedestrians, congestion) as they enter the City. The Gateway will also serve to calm traffic to reduce vehicle speeds. Figure 12B-2 provides an illustration of the proposed northern Highway 101 Gateway design concept.

The North Gateway is included in the larger Heceta Beach Neighborhood Cluster (HBNC). The HBNC includes a Neighborhood Commercial area in the northwest and southwest quadrants of the intersection of Heceta Beach Road and Highway 101 surrounded by higher density residential use. Primary access is proposed via Spruce and Oak Streets and Heceta Beach Road.

## **4. Spruce Street North Extension (approximately 46th Street to Heceta Beach Road)**

The construction of Spruce Street between 46th Street and Heceta Beach Road would augment the parallel, north-south collector system to serve the local circulation needs of commercial, limited industrial and residential uses, and to decrease local traffic demands on Highway 101. The section between 46th Street and Munsel Lake Road need not be a full urban section street due to the constraints of abutting residential development and the size of the commercial parcel to the west. However, construction of a street link between the signalized intersections at 46th Street and at Munsel Lake Road precludes the need for di-

rect access to Highway 101 by commercial development on the abutting parcel. Construction should occur as part of abutting development.

**5. Heceta Beach Road Extension (Highway 101 to Spruce Street)**

With the extension of Spruce Street from Munsel Lake Road to the vicinity of Heceta Beach Road, the Heceta Beach Road/Highway 101 intersection should be modified to a four-leg intersection and Heceta Beach Road extended to Spruce Street. This extension of Heceta Beach Road will allow local traffic to travel north-south along Spruce Street to access the northeast part of Florence. Additionally, this improvement will enhance access to Spruce Street and increase its use as a parallel north-south route, which will reduce the demand on Highway 101. A traffic signal will more likely than not be required at the intersection of Heceta Beach Road and Highway 101 with the completion of the Spruce Street North Extension. The signal will need to meet signal warrants prior to installation. The alignment of this extension should avoid existing residential development east of Highway 101.

**6. Munsel Lake Road/Highway 101 Traffic Signal**

Continued growth along the Munsel Lake Road corridor will more likely than not generate the need for a traffic signal at the intersection of Munsel Lake Road and Highway 101 during the next 5-10 years. Signal warrants will need to be met prior to installation. Traffic signals require approval by the State Traffic Engineers.

**7. Munsel Lake Road Extension, Highway 101 west to Oak Street**

The extension of Munsel Lake Road west of Highway 101 to Oak Street will provide a necessary link in the Oak/Spruce/Highway 101 couplet, and will allow access at a signalized intersection for traffic entering the highway from the parallel local streets.

**8. Munsel Lake Road**

Munsel Lake Road is presently (2001) a County Road. Within the Planning Period, it is anticipated that the jurisdiction will transfer to the City. Munsel Lake Road is classified as both a minor arterial and a scenic road. As abutting development occurs, the street will be improved to urban standards including curbs, sidewalks and bike lanes. However, since it is also a scenic road, street standards may be modified as necessary to maintain scenic values. The proposed location of a casino near the intersection of North Fork Road and Highway 126 may impact Munsel Lake Road, since that street provides a link from Highway 101 to the casino site.

**Pacific View Business Park**

Ninth Street, 27th Street and 35th Street will likely be the primary access points for the Airport Industrial Park and the Pacific View Business Park (formerly Kingwood Industrial/Business Park).

Ninth Street is the west extension of Highway 126 transporting materials and products to and from the I-5 Corridor. 35th Street is the northern access point to Kingwood Drive, and will likely be an employee and client access route. It is less well suited for truck traffic because of its configuration, and because it traverses residential neighborhoods. Truck traffic heading south on Highway 101 will either use the signalized intersection at 35th Street, or the intersection at 30th Street to access Kingwood. Truck traffic heading north on Highway 101 will more likely than not access Kingwood Street via the signalized intersection at 9th Street.

1. **The two blocks of 27th Street between Highway 101 and Oak Street** will need to be improved to the standards of the more recent constructed section.

2. **Ninth Street/Kingwood Street**

Kingwood Street north of 15th Street was constructed to full urban standards as part of the construction of the Pacific View (Kingwood) Business Park. The section of Kingwood between 9th and 15th Streets is not fully improved. A study needs to be performed to determine the optimal access routes for the business and industrial parks, and to identify any needed street improvements.

3. **Access points** through residential developments such as 20<sup>th</sup> Street, shall continue to be discouraged. However, a direct access to Kingwood from the County shop site is supported.

## **Highway 101 - Other Improvements**

Highway 101 between its intersection with Highway 126 and with 46th Street serves both as a highway of statewide and national significance, and as a local street. It is bordered for that entire length with either the Commercial Zoning District or the Highway Zoning District. Businesses of many types abut, and access directly to the highway. One signalized intersection exists at 21st Street, serving the elementary school, and a shopping center, and a second light was installed at 35th Street in 2000. Unofficial crosswalks exist at unsignalized intersections at 15<sup>th</sup> and 30<sup>th</sup> Streets. The 30<sup>th</sup> Street crosswalk serves the high school. It was the site of a vehicle/pedestrian accident resulting in the death of a student pedestrian in 2001.

Highway 101 is a 5-lane cross-section with sidewalks, curbs and gutters between its intersection with Highway 126 and approximately 42<sup>nd</sup> Street where it narrows to a 3-lane rural cross-section with shoulders and no sidewalks. The 3-lane section is a rural section with shoulders and no sidewalks. This section of the highway between 42<sup>nd</sup> Street and the north City limits includes the North Commercial Node. Improvements to the east side of Highway 101 from 42<sup>nd</sup> Street north must be consistent with the policies in the NCN which limit future cross-section improvements to one additional northbound lane, and one right turn lane only, with accompanying bike lane, sidewalks, curb, and gutter.

Parallel local streets, Oak and Spruce, exist for much of this section of Highway 101. Spruce Street extends from Highway 126 north to approximately 33rd Street where it detours west to



Redwood Street to avoid a sand dune, then returns to Spruce Street at 35th Street, extending north to approximately 45th Street. At this point, development prevents any further extension to the north as a continuous street.

Oak Street extends from 21st Street north to 37th Street, where it terminates in lands owned by the Sandpines development. Oak Street cannot be extended north from 9th Street because its intersection with 9th Street coincides with the intersection of 9th Street and Highway 126. Undeveloped Oak Street right-of-way exists beginning at 10th Street, and extending north to 15th Street. The section of ROW between 12th Street and 15th Street traverses a high dune abutted by development. 10th and 11th Streets are minor local streets, and 12th Street is not a through street. Oak Street from 15th Street to 21st Street is the location of a bicycle path which abuts Miller Park. The area is level, and is an area of older dwellings redeveloping to an area of multi-family units. 15th Street is a through street connecting Highway 101 with Kingwood Street.

The character of Highway 101 in this section is that of a major arterial highway. The highway is designed as a “highway” and not as a “street”. It is designed to meet its major purpose, which is to move the through traveler through Florence at a reasonable speed, and without undue impedance from abutting uses. However, this section of Highway 101 is located between the north and south gateways to Florence, and begins just north of the “Mainstreet” section of Highway 101 in the Florence Downtown. Its character is not consistent with City policies and plans for the remainder of the highway within Florence.

Existing development patterns have developed as history and/or zoning district standards have allowed. The section of Highway 101 between the intersection of Highway 126 and about the 21st Street signal are zoned Commercial. The resulting development is generally smaller scale uses, located near the back side of the sidewalks, often with combined access points to Highway 101. Since commercial zoning extends back one block on each side of the highway, there is often a second layer of commercial uses behind the front businesses. This area, with a few modifications, could become a slightly relaxed extension of the Downtown area. Access management could further implement shared access points, preferably to side streets or alleys, and additional landscaping and extension of the Downtown historic lighting program, combined with existing sidewalks, would extend the pedestrian streetscape character through this area. An added amenity which would encourage this character is on-street parking. The highway cross-section in most areas is wide enough to allow marking of on-street parking spaces.

The section of Highway 101 between about 21st Street and 42nd Street generally abuts larger lots with a highway orientation. Auto dealers, fast food restaurants, larger sit-down restaurants, lodging facilities, larger retail, RV parks and similar uses comprise much of the commercial business fronting this section. Buildings are set back further from the street, and there is less attention to landscaping the highway frontage. Alleys are generally undeveloped. A business often controls a half, or full block frontage. Because of this ownership pattern, it should be easier to require access from side streets. The extensive frontages allow ample opportunity for a shopper to identify the business in time to make the correct turn. On-street parking is not appropriate in this section of Highway 101. However, parking lots now located in the front yards of buildings should be re-

cated to the side and rear of the lots as properties redevelop, and the frontages improved with increased landscaping.

The section of the highway between about 42nd Street and 46th Street should be improved to a full urban section, preferably before the siting of the next large retail commercial development in the North Commercial Node.

Access management is also a goal of the TSP. Reducing the number of driveways accessing directly to Highway 101 will provide more unbroken landscaped frontages thus improving the appearance of the corridor, while also maintaining through capacity on the highway. Access should be restricted to side streets and to existing alley openings in mid-block. Initially, as properties redevelop and access to side streets or to alleys is unavailable, properties will be strongly encouraged to share access with abutting sites. Right-in, right-out only access may be allowed on a case-by-case basis. Elimination of the need for a continuous left turn lane in Highway 101 may provide enough additional right-of-way to enhance on-street parking.

**1. Oak Street Connection (15th Street to 21st Street)**

This north-south route would provide improved local access to a number of uses including Rhododendron Elementary School, Siuslaw High School, Lane Community College, the new middle school, County shops, the main fire station at 26th Street, the Elks Lodge, the Florence Business Center and residential uses. This extension would complete the west side north-south local route to relieve the need for local travelers to access Highway 101 for local trips. The existing bike path could be incorporated into the street design, or could remain a separated bikeway within Miller Park due to the large number of students who use this path.

**2. Highway 101/12<sup>th</sup> Street Intersection**

12<sup>th</sup> Street serves as a commercial collector street. It abuts the Florence Elk's Lodge, the Florence Business Center ( a business incubator), the Siuslaw Area Women's Center, the Church of the Nazarene, and several small, commercial establishments. 12<sup>th</sup> Street is not a through street. Its intersection with Highway 101 is hazardous due to the alignment of the highway. A traffic study should be completed to determine the best option for 12<sup>th</sup> Street improvements.

**3. Transition Commercial area, Highway 126/9th Street to 21st Street**

This area would serve as a transition area between the more arterial functions of Highway 101 north of the 21st Street signal, and the Mainstreet character of Highway 101 in the Downtown. Speed will decrease at the 21st Street signal, combined access, preferably to side streets, and installation of historic lighting will occur incrementally, as redevelopment occurs. Sidewalks will be required of development or redevelopment where none presently exist, and buildings will be encouraged to locate near the back of the sidewalk, with increased landscaping. Monument signs, as opposed to free-standing pole signs, will be en-

couraged in this section. The use of on-street parking on Highway 101 will be pursued in order to better serve businesses, to further traffic calming, and to provide a protective barrier for pedestrian movement. The intersection of Highway 101 and Quince Street occurs within this section of the highway. Its design will need to be integrated with this transition character.

#### **4. Highway 101 north of the 21st signal extending to the North Commercial Node**

This section of Highway 101 will continue to function more as an arterial section. Due to the larger size of the lots, businesses will continue to be larger, even with redevelopment, and will likely rely more on auto-oriented businesses. On-street parking on Highway 101 is not contemplated in this section, nor is unreasonable speed reduction. Parallel local streets will carry many local trips, freeing Highway 101 for through traveler use. As businesses redevelop, access management should require reduced access directly to the highway. Access should be to side streets, with emphasis on signalized intersections, where available. Access to the local street network at the rear of the properties should also be encouraged to increase local usage of the local street network.

#### **5. Highway 101 between 42nd and 46th Streets**

This section of the highway should be improved to a full urban section prior to, or as part of, the siting of large retail developments in the North Commercial Node.

#### **6. Storm Drainage Improvements**

Increased capacity in the storm drainage system is needed on Highway 101 from Heceta Beach Road south to at least 42<sup>nd</sup> Street, as determined by the City's Stormwater Management Plan.

### **West 9th Street Planning Area**

This recently designated area is intended for development of professional offices, continuation of institutional uses primarily related to health care, and development of medium and high density mid and upper range residential units. 9th Street has been developed to full urban standard throughout this area. The Comprehensive Plan amendment which designated this area includes a local street network throughout the area between 9th and 12th Streets, and between Rhododendron Drive and Ivy Street. All rights-of-way exist as platted in historic subdivisions during the early years of Florence history. Many of these ROWs are not proposed to be opened as public streets. Part of the reason for this is to preserve the two stream corridors which traverse this area from north to south. The existence of a large dune in the northwest corner of this area resulted in a designation as Residential PUD, with the internal road network to be developed as part of any PUD. The goal is to preserve as much of the dune as possible.

## **1. Improvements in Local Street Network**

The intent is that the designated internal street network will be improved to full urban standard as part of the private development of abutting lands. If this is not practicable, then developers will be required to sign non-remonstrance agreements for future improvements. Map 12-E-1 illustrates the proposed internal street network.

## **Other Highway 126 Improvements**

### **1. Highway 126 Corridor Plan**

The 1997 Highway 126 Interim Corridor Strategy includes recommendations for several categories of improvements on Highway 126. The Corridor has preservation, safety and modernization needs. The Corridor provides the major link between Florence and I-5. Improvements are essential for economic, mobility and safety reasons. The most critical needs are the widening of several substandard width bridges and the additions of passing lanes and/or pullouts. The City needs to continue to work with ODOT to make these improvements a high priority.

Within the city, the intersections of Highways 101/126 is of concern. The intersection is projected to operate a Level Of Service F by as early as 2015 and occasionally operates at the LOS during summer weekends in 2001. The City and ODOT need to begin discussions about the design of an improved intersection by 2005.

### **2. Highway 126 Access Plan**

Several operational and safety concerns related to the existing side-street access points and high travel speeds are focused in the one mile segment of Highway 126 between North Fork Siuslaw Road and Highway 101. The completion, in 2002, of a long anticipated safety project on Highway 126 between Highway 101 and Tamarack Street has provided much needed left turn refuges at Spruce and Quince Streets and has removed the free right turn lane northbound from Highway 101 to Highway 126. The Highway 101/126 intersection has been reconstructed to provide a left turn lane from Highway 126 southbound, and brings all northbound Highway 101 lanes under the control of the traffic signal at the intersection. The Level of Service appears to have improved drastically at many of these intersections. However, monitoring of volumes and service levels, as well as accident rates and severity will be needed to verify performance of the improvements.

The safety project currently planned by ODOT for construction in 2001 for the section of Highway 126 between Spruce Street and the Highway 101 intersection will greatly improve access and speed problems in this section. Future redevelopment of the Dunes Village shopping center should include closing of access points directly to Highway 126. Closing of the access point closest to the Highway 101 intersection should occur as part of the safety project.

The Spruce Street/Highway 126 intersection currently operates at Level of Service (LOS) A and will continue to operate acceptably in year 2020 with the addition of the left turn lane on Highway 126 which is part of the safety project.

To mitigate the current safety and operational deficiencies along Highway 126 between North Fork Siuslaw Road and Highway 101, additional access management will become necessary. Several years ago, two options were studied, an 8th/9th Street one-way couplet, or consolidation of existing access points on the highway. The couplet is not supported locally. This TSP instead supports consolidation of access points.

**a. Access Consolidation**

Existing access points along Highway 126 would be consolidated, by gradual implementation of an access management strategy.

**3. Culvert Replacement**

At a future date, capacity improvements, together with the requirements for improved fish passage in Munsel Creek, will dictate the replacement of the Munsel Creek Culvert. The reconstruction may or may not include a culvert structure. However, the crossing structure must be designed to include the passage of the Siuslaw Estuary Trail under Highway 126 to connect to the Munsel Creek Bike/Ped Path and its planned extension to Munsel Lake.

**Other Local Street Improvements**

**1. East-West Extension (Highway 101 to Munsel Lake Road)**

The development of an east-west collector street south of Ocean Dunes Golf Course will provide access to the heart of the community and provide an alternative access to the Spruce/Highway 126 and the Highway 101/Munsel Lake Road intersections. The proposed street will serve existing and anticipated residential development in the vicinity, as well as providing a secondary access for the proposed casino site. The location must be carefully chosen to avoid impacting the wetland area east of Willow Dunes and Creekside Pines.

**2. Rhododendron Drive Improvements**

For specific management and design guidelines, refer to the *Rhododendron Drive Integrated Transportation Plan* (RDITP), June 2007. The RDITP shall serve as the definitive document for improvements related to Rhododendron Drive.

Rhododendron Drive west of Greenwood Street is a paved rural section road with shoulders and drainage ditches. It serves several large subdivisions located off Rhododendron in the City, as well as a significant portion of the developed subdivisions in the UGB area outside the City. Rhododendron Drive is intersected by only two City streets, 9th Street, and 35th Street. Topography and the location of the airport have precluded any other east-west con-

nections. As development, and redevelopment occurs along Rhododendron, the street should be improved to include curbs, sidewalks and bike lanes, unless otherwise indicated in the RDITP. Left turn lanes should be added at 35th and 9th Streets on both Rhododendron Drive and the intersecting streets. Since Rhododendron Drive is also a scenic drive in that it abuts the river, and is bordered by mature growth shore pine and native rhododendrons, the intent is to preserve the street as a two-lane street in the same alignment, (except for the two recommended left turn lanes), maintaining as much of the existing vegetation as possible. Consideration should be given to routing sidewalks around significant groves of rhododendrons or mature trees where feasible. Street lighting is needed at 9th and 35th Streets, but should be carefully placed in other locations along the street so as not to detract from the night views along the river. The Rhododendron Drive/Heceta Beach Road intersection should also have left turn lanes on all legs of the intersection.

### **3. Pavement Management Plan**

This program, begun in 2000, will provide an annual plan for pavement maintenance and improvements, based on a system wide analysis of pavement conditions.

### **4. Storm Drainage Improvements**

Storm drainage improvements are necessary as determined by the City's *Stormwater Management Plan*.

## **Signalization Improvements**

The traffic signal timing capability for the section of Highway 101 through the City of Florence was analyzed to determine the compatibility of needed intersection control improvements inside the city. Currently, there are four signalized intersections within the City of Florence, all of which are located along Highway 101 at: Rhododendron Drive, Highway 126, 21st Street and 35th Street. The primary factors considered by ODOT in determining the location of new traffic signals on state highways are signal warrants, safety, spacing, integration with crosswalks, and cost.

Proposed Signalization Improvements:

#### **1. 30th Street/Highway 101 Traffic Signal**

In 2006, the City adopted the Florence Pedestrian Study. This study recommended the signalization of 30<sup>th</sup> Street and Highway 101. City staff, consultants, the City's Street Improvement Task Force and the general public indicated that 30<sup>th</sup> Street is the more appropriate location for a traffic signal, and 30<sup>th</sup> Street provides greater connectivity and connections to the eastern neighborhoods.

#### **2. Heceta Beach Road/Highway 101 Traffic Signal**

A traffic signal will more likely than not be required at the intersection of Heceta Beach Road and Highway 101 with the completion of the Spruce Street North Extension. The signal will need to meet signal warrants prior to installation.

**3. Munsel Lake Road/Highway 101 Traffic Signal**

Continued growth along the Munsel Lake Road corridor will generate the need for a traffic signal at the intersection of Munsel Lake Road and Highway 101 during the next 5 - 10 years. Signal warrants will need to be met prior to installation.

**4. 46th Street/Highway 101 Traffic Signal**

It is possible that traffic congestion in the area of this intersection may generate a need for a traffic signal at some future date. Traffic delays and congestion will need to be monitored so that a signal can be anticipated well in advance of a LOS of F. Signal warrants will need to be met prior to installation.

**5. Downtown Green Traffic Signal**

The Summer 2001 Refinement Plan for the Downtown Green supports the installation of a traffic signal at the intersection of 2<sup>nd</sup> Street and Highway 101.

**6. Highway 126/North Fork Road**

Development of a casino on 100 acres of land near the intersection of North Fork Road and Highway 126 may create the need for a traffic signal. The casino developers should prepare a traffic study identifying impacts and proposing mitigating measures including a need for a signal.

## **Bicycle Plan Improvements**

### **Classification of Bicycle Facilities**

**Bicycle Path**

A facility separated from motor vehicle traffic by an open space or barrier, either within the roadway right-of-way or within an independent right-of-way. They are typically used by pedestrians, joggers, skaters and bicyclists as two-way facilities. Bicycle paths are appropriate in corridors not well served by the street system (if there are few intersecting roadways), to create short cuts that link destination and origin points, and as elements of a community trail plan. Bike paths are generally synonymous with Multi-Use Paths in the ODOT Bicycle and Pedestrian Plan (Draft 1995).

**Bicycle Lane**

A portion of the roadway designated for preferential use by bicyclists. Bike lanes are appropriate on City arterials and collectors. Bike lanes must always be well marked to call attention to their preferential use by bicyclists. Striped on-

street bike lanes should be provided on all arterial streets and on collector streets in the following situations: collector streets that have daily volumes of more than 3,000 vehicles; where the collector street directly connects major residential areas with schools or parks; and where it may be necessary to ensure safe bicycle travel.

For facilities on Rhododendron Drive, see the *Rhododendron Drive Integrated Transportation Plan* (RDITP), June 2007.

### **Bikeway**

On a bikeway, bicyclists and motorists share the same travel lanes. A motorist will usually have to cross over into the adjacent travel lane to pass a bicyclist. Bikeways are common on neighborhood streets and on rural roads and highways. Bikeways are generally the same as “shared roadways” in the ODOT Bicycle and Pedestrian Plan.

The inventory of existing bicycle facilities, by type, is shown on Map 12-I-1.

Design guidelines for each of these facility types are included in Appendix X, as shown in the State of Oregon Bicycle Facilities Master Plan. Design of bicycle facilities should conform with *Design for Development of New Bicycle Facilities* by the American Association of State Highway and Transportation Officials (AASHTO).

Local bicycle system improvements should also be consistent with the *State of Oregon Bicycle Facilities Master Plan*. It should be noted that Highways 101 and 126 are State designated bike routes.

Bicycle pathway signing should conform with the *Manual on Uniform Traffic Control Devices* (MUTCD) and the Oregon supplement to this document.

## **Recommended Improvements**

### **1. Heceta Beach Road Bikelane Modifications**

This street is currently a narrow 26-28 foot roadway with no shoulders. Heavy vegetation adjacent to the street provides a scenic “feel” to the traveler, and also makes widening difficult. A five-foot striped bike lane should be provided on both sides, resulting in a 34-foot wide cross-section.

### **2. Rhododendron Drive Bikelane Modifications**

Similar to Heceta Beach Road, this street is currently 26-28 feet wide with no shoulders. A five-foot striped bike lane should be provided on each side, resulting in a 34-foot wide cross-section. Heceta Beach Road and Rhododendron Drive could serve as a scenic route for coast highway bicyclists. When bike lanes are completed on Heceta Beach Road and Rhododendron Drive, the coast highway bike route should be redesignated to these streets.



There is a potential for a future connection to the north with bikepaths at the USFS Sutton Lake recreational facilities. Addition of bikelanes to Kingwood Street south of Rhododendron Street would provide a connection to Old Town and to Highway 126 without accessing Highway 101.

### **3. Munsel Lake Road Bikelane Modifications**

Provide five-foot bike lanes on both sides of the roadway resulting in a 34-foot wide cross-section. This bikepath provides an alternate connection of Highways 101/126 that avoids much of the developed section of Highway 101 within the City limits. In the future, it would also connect to Rhododendron Drive via Oak Street and either Heceta Beach Road or 35th Street, or directly to Heceta Beach Road via Spruce Street. Care must be taken in design and construction to maintain scenic values.

### **4. Munsel Creek Bike/Pedestrian Path**

This bikepath is developed between Quince Street on the south and 25th Street on the north. Between 16<sup>th</sup> and 25<sup>th</sup> Streets, the path follows Willow Loop and 23<sup>rd</sup> Street to connect to the stream corridor on Willow Street. The Downtown Implementation Plan includes a plan for development of an estuary trail connecting the Port of Siuslaw Boardwalk in Old Town with the south end of the Munsel Creek Bikepath. Development of the estuary trail is also a goal of the Port. The plan envisions the trail being carried under Highway 126 in an oversize, open bottomed culvert similar to several already constructed around the state. Extension of the Munsel Creek Bikepath to the north is also proposed. The Munsel Lake Boat Launch and Lake Access Area on Munsel Lake Road is a logical destination for water habitat and related trails. The bikepath is proposed to be extended from its termination point west of the City wellfields through City lands to City owned overlook over the Florentine Estates wetland and then east across City land to the service road for the wellsites north of City lands. The last section from the service road to Munsel Lake Road will require negotiation with private developers for acquisition of easements or ownership of right-of-way.

### **5. 12th Street Bikepath connecting Rhododendron Drive and Kingwood Street**

12th Street south of Greentrees PUD will not be opened. A vegetated buffer will be maintained adjacent to Greentrees, and a bikepath will be developed in the south side of the ROW to the east edge of Greentrees. At this point, 12th Street will be developed to provide access to the industrial land west of the airport. This improvement will include bike lanes which will connect the 12th Street bikepath to bike lanes on Kingwood.

## **Pedestrian Improvements**

### **1. Highway 101 Pedestrian Crossing Pilot Project**

See description under Downtown Implementation Plan.

## **2. Other Highway 101/126 Pedestrian Crossings**

Present and future crosswalks located at non-signalized intersections are hazardous to pedestrians on arterial highways. The traveling public does not expect crosswalks in these locations, and does not use due caution when approaching them. Conversely, the pedestrian needs conveniently placed crosswalks to access both sides of the highway. The City must work with ODOT to design a crosswalk solution which increases safety for the pedestrian, but does not unduly impede traffic on the highway.

## **3. Siuslaw River Estuary Trail**

This trail is proposed as part of the Downtown Implementation Plan, and is also a priority of the Port of Siuslaw. The proposed trail will connect the Port's Boardwalk to Highway 126, and eventually, when the Munsel Creek culvert is replaced, through a bike path set into the culvert to connect to the Munsel Creek Bike Path. The proposed path will connect future development on the Middle School site in Old Town with the Boardwalk. The trail will feature interpretative signage about estuarine formation, maintenance, wildlife species and habitat, and other pertinent data.

## **4. Public Access to Public Lands north of Sandpines and west of Fred Meyer**

The extension of Oak Street north from 37th Street, together with accompanying bike lanes and sidewalks, will provide public access to these public lands which contain dunal formations and extensive wetland resources. Access could also be provided from Rhododendron Drive through a willing owner easement over private property. Development of a trail system through these public lands is a project for the distant future, and may become an action of the Parks and Recreation District, should such be formed.

## **5. Sidewalk Master Plan**

All new subdivisions must provide sidewalks on at least one side of local streets, and on both sides of collectors and arterials. Infill sidewalks will generally be provided by property owners as part of redevelopment of abutting properties, or through the formation of Local Improvement Districts. All sidewalk improvements will be ADA compliant. Sidewalk maintenance is the responsibility of the abutting property owner. There are several areas of existing, structurally deficient sidewalks some of which are in the Downtown Area. There are also areas where infill is necessary. Recent sidewalk improvement projects have been accomplished through a public/private partnership with the City contributing a portion of the costs in order to reduce assessments to abutting property owners.

## **6. Rhododendron Drive**

See the *Rhododendron Drive Integrated Transportation Plan (RDITP)*, June 2007.

## **Airport Plan Improvements**

The Florence Municipal Airport is one of five transportation gateways into the community. This gateway serves as a formal City entrance to welcome commercial and general aviation air traffic. It is important to both the tourist industry, and to the future of the Pacific View Business Park, that the airport present a welcoming and modern aspect in its operations and facilities. Projected improvements at the Florence Municipal Airport are governed by the October 1997 Airport Layout Plan. The Plan provides a 20-year Facility Requirement Plan. Improvements recommended by the Plan are:

### **1. Airport Gateway**

The Florence Municipal Airport serves as a transportation gateway for persons arriving by air. The improvements listed below will provide for modernization and upgrading of the facility to enhance its gateway function. In addition, improvements to the FBO should move in the direction of providing facilities for visitors and business people using the airport, separate from operations and meeting rooms.

### **2. Extend Runway 15-33 430 feet**

Extend Runway 15-33 430 feet to the north for a total length of 3430 feet in order to accommodate 100% of the general aviation fleet (aircraft with fewer than 10 seats). Install a precision approach path indicator (PAPI) when the extension is complete, and the existing terrain obstructions are eliminated. The extension is not intended to accommodate larger aircraft but will provide an additional margin of safety for the class of aircraft currently using the airport.

### **3. Extend the parallel taxiway**

Extend the parallel taxiway in conjunction with the runway extension, with an aircraft turnaround provided adjacent to the threshold.

### **4. Relocate/elevate airport beacon**

Relocate/elevate airport beacon to improve visibility for aircraft approaching the airport.

### **5. Expand the Main Apron**

Expand the Main Apron to accommodate additional aircraft parking and passenger loading/unloading adjacent to the fixed base operator (FBO) building. A second access taxiway should be incorporated into the apron design to improve aircraft flow through the parking, fueling and passenger loading/unloading areas.

### **6. Establish a nonprecision GPS approach and install an AWOS System**

Establish a nonprecision GPS approach and provide an Automated Weather Observation System (AWOS) to accommodate commercial and business aviation users, medivac flights, Coast Guard, the Port and others. The AWOS automatically records and constantly updates barometric pressure, ceiling, temperature, wind direction and velocity, dewpoint and related humidity. It can be accessed by an 800 number or a dedicated radio frequency.

**7. Construct a taxiway extension from the north end of the parallel taxiway**

Construct a 25' wide, 800 foot long taxiway extension from the north end of the parallel taxiway to serve the future Aviation Industrial Area.

**8. Install taxiway reflective edge markers**

Install taxiway reflective edge markers on the parallel taxiway and major access taxiways to improve safety of taxiing during night-time ground operations. Medium intensity taxiway edge lighting should be considered later in the current planning period.

**9. Provide for through-the-fence access to the airport for airport dependent businesses on abutting Kingwood lots, particularly leased lots.**

**10. Explore purchase of abutting lands to the south under the glidepath and to the west to reduce conflict with and to provide additional buffer areas for our port activities.**

## **Port of Siuslaw Water-Related Transportation Improvements**

The Siuslaw River is a navigable waterway that connects Florence to other inland communities as well as the Pacific Ocean. For 16.5 miles, the Siuslaw River is an officially designated federal waterway and is maintained as a navigation project by the US Army Corps of engineers with local sponsorship by the Port of Siuslaw. The remainder of the approximately 720 square mile Siuslaw river drainage basin falls within the district boundary of the Port of Siuslaw. Approximately 5 miles of the lower Siuslaw River system flows through the City of Florence.

The Highway 101 Siuslaw River Bridge crosses the river at River Mile (RM) 4.5. This drawbridge structure can be opened to accommodate waterborne commerce, primarily timber barges and fishing boats. As mentioned previously, the Central Oregon and Pacific Railroad line cross the river on the Cushman swing bridge at RM 8.2. State Highway 126 crosses the Siuslaw River in Mapleton at RM 22.5. The Mapleton bridge and shallow water upstream effectively limit waterborne commerce at that point.

Industrial activities on the navigable waterway include private industry shipping terminals at RM 6.5, 7.5 and 16. Tug, barge and marine construction services operate from a site at RM 6.5.

Within the City of Florence, the Port of Siuslaw operates a commercial shipping and seafood buying terminal at RM 4.8, commercial and recreational marinas at RM 5.0, a waterfront campground and parks, and multiple water-dependent, water-related leased or marketable properties.

The US Coast Guard Station Siuslaw and coast Guard Auxiliary Flotilla provide motor lifeboat service and safety patrols on the Siuslaw River and coastal waters. Station Siuslaw is located at RM 1.5 in the City of Florence. US Coast Guard Air Operations utilize the Florence Municipal Airport to support training and air/sea rescue operations.

The US Army Corp of Engineers maintains the federal waterway project on the Siuslaw River. Two rock jetties protect the mouth of the river. The authorized navigation waterway consists of an 18' deep x 300' wide entrance channel, a 16' deep x 200' wide channel to the Florence Turning Basin at RM5.0, and a 12' x 150' wide channel extending upriver to RM 16.5. At RM 15.8, the channel widens into a turning basin 12' deep x 300' wide. The project was first authorized in 1910 with several later modifications. Annual maintenance dredging is performed on the lower reaches of the river with smaller amounts of dredging taking place upriver at less regular intervals. The Port of Siuslaw sponsors the federal water project on the Siuslaw River and maintains the only authorized upriver dredged material disposal site.

Data from the mid-1990s shows that commercial vessels arrived and departed the port with an average of about 82,000 tons of cargo annually, consisting mostly of logs and fish. Value of cargo was approximately \$15,000,000 per year for the period of 1993-5. According to an annual report from the Oregon Coastal Zone Management Association (OCZMA),<sup>3</sup> 117 jobs with an annual payroll of \$2.3 million are directly attributable to port-enabled economic activities. Total related economic activity was estimated in the report to be about \$13.5 million.

The Port of Siuslaw has recommended several water transportation related improvements, including:

### **1. Port of Siuslaw Gateway**

The improvements listed below, together with recent improvements, will provide improved facilities and enhance the Gateway function of the Port. As the fishing industry, and water-based transport of wood products continues to decline, facility improvements which attract recreational users, as well as those persons traveling by boat for business or pleasure will become a greater part of the mix of facilities at the Port and will further enhance its gateway function.

### **2. Maintain the Federally Authorized Navigation Channel**

The US Army Corps of Engineers, who have traditionally provided maintenance dredging at the small Oregon coastal ports, are under pressure to recoup the cost of dredging, and to consider cost-effectiveness of their dredging activities. Smaller ports like the Port of Siuslaw that do not have the activity of large ports are at a disadvantage when competing

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<sup>3</sup> Navigation and Other Activities on Oregon Coastal and Columbia River Waterways and Harbors in 1996, The Research Group for OCZMA.

for diminishing dredging funds. The cost of dredging is beyond the resources of the Port district and supporting communities.

**3. Rehabilitate the Old Town Wharf**

Originally constructed during the 1960's and restored after a fire in the 1980's, the Old Town Wharf structure supports the seafood buying station, two hoists, the public transfer dock, and two waterfront restaurant facilities. Adjoining the Old Town Wharf is the Maple Street Landing and Transient Dock. The timbers in these structures are approaching the end of their design life and rehabilitation is necessary to maintain the economy dependent upon the structures.

**4. Dredge the West and East Moorage Basins**

The two marinas combined provide moorage for over fifty (50) year-round commercial fishing vessels and eighty (80) seasonal recreational vessels. Maintenance dredging is required periodically to maintain sufficient water depth in the marinas.

**5. Rehabilitate East Moorage Basin**

The East Moorage Basin provides the only operational public recreational marina on the Siuslaw River in Florence. The marina suffered severe storm damage in 1996. Partial repairs were completed in 1999, but full capacity has not been restored. Permanent repairs are needed to restore economic viability of the facility. A new landing needs to be constructed and twenty-four (24) substandard slips need to be rehabilitated.

**6. Establish a Downriver Boat Launch Facility**

The Port operated public boat ramp at RM 5.0 is the closest ramp to the ocean. The ramp is becoming capacity-limited due to the increased tourism activity and commercial development in the Old Town district of Florence. An additional ramp and transient boarding facility downriver will be needed to serve the increasing motorized boater traffic on the river. The facility should also be designed to provide additional access for non-motorized users.

**7. Install infrastructure at Port Industrial Park**

Extension of Pacific View Drive and related utility systems, plus addition of fiber optic cable, into an undeveloped 40-acre Port-owned parcel will provide up to 38 additional acres for industrial job creation in Florence. Access to the Siuslaw River will support water-dependent and water-related business and industrial development.

## **Transit Plan**

LCOG has recently completed a Transit Plan for the City of Florence, which provides direction for the planning period. The Plan recommends addition of selected public transit services, and the continuation of the taxi voucher program for qualified clients. The components of the proposed Transit Plan are:

### **Foundation Goals**

- Provide transit service that meets the widest possible range of community needs within funding constraints.
- Establish a visible and accessible transit service open to the general public that also targets the needs of people who are older or have disabilities.
- Provide for vehicle accessibility: full ADA compliance
- Develop and implement an advertising and marketing program to inform Florence residents of transit availability
- Do not displace existing transportation services that are efficient and effective
- Meet existing and future transit demand; expand transit service over time to meet increasing needs
- Respond to and modify service as necessary to effectively meet the needs of seniors and the disabled
- Maximize service efficiency while maintaining standards for safety and reliability
- Provide reliable service: good availability, short wait times
- Provide safe service: low/no vehicular accidents, no passenger loading accidents.
- Manage and provide local transit services in an efficient and cost effective way
- Maintain current levels of public funding (at a minimum)
- Adhere to an operations plan realistic to existing community resources
- Minimize operating costs: (cost per mile, costs per passenger)
- Maintain vehicles for safety and reliability
- Provide for a productive transit service: (passenger per vehicle mile)
- Minimize subsidy requirements: (fares and agency fees)
  - Balance costs and revenues: (avoid significant overruns)
  - Pursue a financing strategy to take advantage of state and federal funding opportunities
- Plan for the short-term (1 year) and the long term (ten years)
- Design a transit system to be attractive to future riders
- Address seasonal transportation needs
- Maintain a high level of customer service and good rider and community relations

### **Short-term Goals**

- Establish general public service by July 1, 2000 (to meet FTA Section 5311 funding requirements)

- Explore shuttle opportunities targeting (shopping ) trips from existing voucher program (shopper shuttles)
- Provide a combination bus-taxi system; establish a limited Dial-A-ride service
- Provide service to general public (workers) in combination with trips from voucher program
- Pursue (former) FACT vehicle available in Eugene

### **Long-term Goals**

- Develop a combination service: comprehensive deviated route for fixed route service and Taxi or Dial-A-Ride Service (door to door)
- Develop an Old Town summer tourist shuttle system; explore the use of trolleys
- Pursue a public transit service connection to Eugene, (fill inter-city gaps not served by Porter Stage Lines and Greyhound Bus Lines)
- Establish regional transit connections to the north, south and east of Florence
- Meet the City's long-term economic development goal (by serving tourists and the visiting population)
- Develop a Transit Center as part of service delivery system (transit hub or dispatch center)
- Provide transportation services for conferences at the Florence Events Center
- Provide for after-hours and/or evening transit service
- Determine feasibility of forming an independent transportation district or establishing a local-based subsidiary of Lane Transit District
- Provide effective service to the general public in Florence and surrounding communities
- Provide stable and consistent operation and service within a local transit environment

### **Rail Plan**

There is no rail service directly to Florence. The nearest rail freight facilities are in the Mapleton/Cushman area. Southern Pacific Railroad still maintains ownership of the facilities. Central Oregon Pacific Rail currently operates a commercial branch connecting Eugene to Coos Bay. This track parallels Highway 126 from the east, until it crosses Highway 126 and the Siuslaw River in Cushman to turn south to Coos Bay. Passenger rail is available in Eugene via AMTRAK with bus connections from Florence.

The potential of a barge/rail freight terminal in the Mapleton/Cushman area is a possibility realized by the Port of Siuslaw should the economies of transportation of goods make this a feasible option once again.

The rail overpass over Highway 126 at Cushman has less than the optimal 18' clearance. In addition, due to its elevation, and proximity to the Siuslaw River, the road is flooded often for several hours each day during high water/high tides. This situation creates a hazard to the traveling public, a serious disruption in emergency services, and a disruption to general transport of goods and services. Recommended rail improvements are:



## **1. Improvement to the Highway 126 rail overpass at Cushman**

The City should work with ODOT, the railroad and other involved parties to ensure that a study of alternatives available for correcting the problems at the overpass is performed in the next two years. Construction funds should be budgeted, and the situation corrected within the next 5 to 10 years.

## **2. Connections to passenger rail service**

Passenger rail connections are available in Eugene. Currently, a private bus service connects Florence and Eugene twice daily. AMTRAK has established a private bus connection to transport rail passengers to Eugene.

## **Pipeline Plan**

The City of Florence, together with other coastal communities and counties is exploring the possibility of extending a natural gas pipeline north along the coast to serve these cities and counties, including Florence. Natural gas will provide an alternative energy source for economic development, as well as for heating of homes and businesses. In 1999, voters in Coos County approved a ballot measure authorizing expenditures for building a natural gas pipeline from Roseburg into Coos County. The costs of such a project are high, and the likelihood of a second line being constructed to the coast is low. Natural gas is available to the north in Newport, from a pipeline in Lincoln County, but there is no additional capacity to serve areas south of Newport. If such an option is determined to be possible, pipeline routes, funding sources, and agreements about wholesale and retail provision of natural gas will need to be determined.

### **1. Feasibility Study**

Provision of transportation/economic development funds for an analysis of the feasibility of extension of natural gas service to the Florence area, including a cost analysis, and identification of potential funding resources for engineering and construction. This study needs to occur prior to the preliminary engineering work on the approved natural gas trunkline, so that, if needed, additional capacity can be included in the initial engineering.

## **Telecommunications Plan**

Telecommuting is becoming an increasingly popular method of working at home using telephone communications and home computers. Use of telecommuting technology will result in the reduction or even elimination of some auto and transit work travel; travel that typically occurs during the heaviest time periods. This plan recognizes this expanding mode of telecommuting as an effective means of decreasing the need for expanded or new conventional transportation system infrastructure. With the advent of internet services, goods and services can be provided without leaving the community. Due to the City's distance from the I-5 Corridor, and the less than ideal conditions of our connecting highways for the efficient transport of goods and materials, the need for expanded

telecommunications service is essential for continued economic development in the community. For these reasons, the Florence Transportation System Plan encourages the use of telecommunications as an alternative to other travel modes.

Fiber optic cable has been provided to the Florence area through the services of Bonneville Power Administration via their transmission lines located east of Florence. Central Lincoln PUD has made the connection from this main cable into Florence. Private providers will be the medium to distribute fiber optic capability to individual businesses and homes. The City is a member of the Fiber South Consortium which is overseeing provision of fiber and other new telecommunication technologies to the central coast area.

The provision of direct access to fiber optic capability will relieve some of the poor services now available only through Qwest. Internet speed is presently slow, and capacity is lacking at peak times to carry the demand. Qwest is not planning to provide DSL capability to Florence in the foreseeable future.

Basic telephone service is also poor, with call blocking, periods of no dial tone, and long waits for installation of new service. The City will continue to work to improve telephone and telecommunications services to the community, utilizing the most current technologies available. Chapter 11, Utilities and Facilities, of the Florence Comprehensive Plan has a detailed commentary on the scope of the problem.

Recommended improvements are:

**1. Improved basic telephone service**

The City should continue to work for improvement in basic telephone services in Florence.

**2. Fiber optic services**

- a. The City should maintain membership in Fiber South Consortium or a successor in order to have a voice in the provision of telecommunications services to the Florence area.
- b. The City should continue to support the efforts of BPA and Central Lincoln PUD or their successors, as approved by the Fiber South Consortium or its successor, to provide fiber optic cable to the Florence area.

## **Functional Roadway Classifications**

The purpose of classifying roads within the study area is to provide a balanced transportation system that facilitates mobility for all modes at acceptable levels of service while providing sufficient access to adjacent land uses and ensuring neighborhood livability. Currently, the City of Florence, Lane County, and ODOT each have their own roadway classifications and standards for roads within the City's planning area.

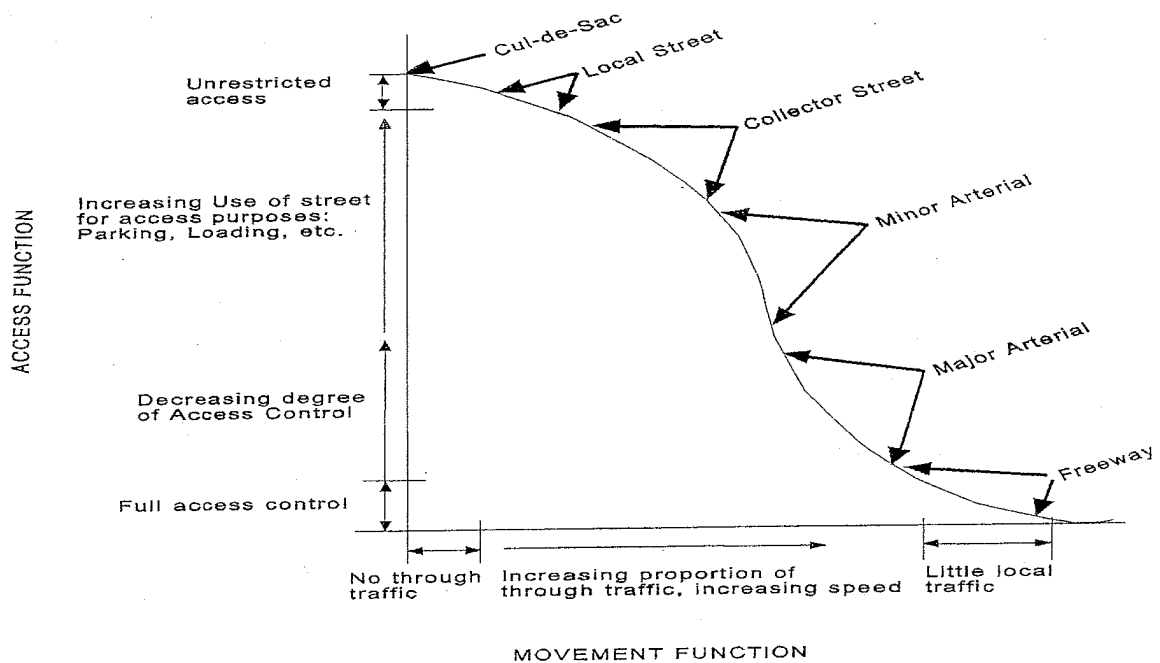
As part of the development of the Florence Transportation System Plan, roadway classifications and standards were identified that will provide consistency across jurisdictional boundaries. To classify roadways within the study area, each existing and recommended facility was examined to determine the level of land use accessibility and resulting transportation demand it will serve. Figure 12-Q-1 is an illustration of the relationship between land use, access control, travel movement, and the types of roadways best used to serve local access needs and carry local traffic at lower speeds. In addition, the facilities must accommodate various travel modes, including passenger vehicles, heavy trucks, transit, pedestrians, and bicycles. The facilities also must provide utility corridors (i.e., electricity, gas, telephone, cable, water) to serve the region and adjacent land uses.

The City of Florence and Lane County Road Standards, the City of Florence Bikeway Master Plan, and the existing right-of-way widths in the corridor were reviewed to determine the most appropriate functional roadway classifications and street standards for the corridor. The recommended roadway functional classifications include:

- major arterials
- minor arterials
- collectors
- local streets
- scenic drives.

The functional purpose of each classification is described below.

**Figure 12- Q-1. Relationship between Control of Access and Traffic Management**



## **Arterials**

The primary function of arterials is to provide through-movement for traffic, distributing it to collector streets and providing limited land access to minimize interruption to the arterial traffic.

The distinction between major and minor arterials is based upon the nature and volume of travel anticipated. Major arterial generally serve longer distance trips at higher speeds and volumes. Minor arterials serve generally slightly lower volume, lower speed travel.

Major arterial streets are characterized by a five lane roadway section, especially in the heavily urbanized area; pedestrian and bicycle pathways; signalization at intersections with other arterials and collector streets, as warranted.

Major Arterial Facilities Highway 101 and Highway 126

Minor arterial streets are characterized by a three lane roadway section; pedestrian and bicycle paths; and signalization at arterial and collector streets, as warranted.

Minor Arterial Facilities

- Rhododendron Drive (scenic drive) (See the *Rhododendron Drive Integrated Transportation Plan* (RDITP), June 2007)
- 35th Street
- Munsel Lake Road (scenic drive)\*
- Heceta Beach Road (scenic drive)\*
- North Fork Road
- Kigwood , 15<sup>th</sup> to 35<sup>th</sup> Streets
- Oak Street, north of 35<sup>th</sup> Street
- Spruce Street, north of Munsel Lake Road

\*Parts or all of these facilities are currently under jurisdiction of Lane County. Under the County transportation plan, these facilities are classified as Major Collectors.

## **Collectors**

The primary functions of collectors are to move traffic between arterial facilities and local streets, and to provide access to adjacent uses. Collector streets are characterized by a two or three-lane roadway section; sidewalks on both sides of the street; signalization of intersections with other collectors and arterials, if warranted; and bike lanes where:

- average daily traffic volumes exceed 3,000 vehicles per day (vpd)
- the collector street directly connects to a land use that generates significant bicycle traffic (e.g., a school or park)

- on any other street where separately striped bike lanes may be necessary to accommodate safe bike travel along the facility.

#### Collector Facilities

- Greenwood Street
- 42nd Street (Spruce to Highway 101)
- 43rd Street (Oak Street to Highway 101)
- 30th Street (Oak Street to Spruce Street)
- 27th Street (Kingwood Street to Highway 101)
- 21st Street (Oak Street to Spruce Street)
- 18th Street (Oak Street to Munsel Lake Road )
- 15th Street (Kingwood Street to Highway 101)
- Maple Street (Highway 101 to Bay Street)
- Bay Street (Kingwood Street to Harbor Street)
- 46th Street (Spruce to Oak)
- Ninth Street
- Quince Street between Highways 101 and 126
- Oak Street, south of 35<sup>th</sup> Street
- Spruce Street, south of Munsel Lake Road

**Local Streets** The function of local streets is to provide local access to private dwellings and businesses. Local streets are characterized by two travel lanes. Local streets should primarily serve passenger cars, pedestrian, and bicycle modes of travel. Transit and heavy truck traffic should be discouraged from using local streets.

Generic cross-sections for two types of local streets have been provided, Type A and Type B (both with parking). Type A – for local streets serving very few adjacent lane uses, due to their discontinuous nature or short length; Type B – for local streets that serve a higher role in terms of neighborhood circulation.

**Scenic Drive** The classification of “scenic drive” is an overlay over a basic classification such as arterial, collector or local street. Scenic drives may exhibit traffic volumes and speeds in the range intended for the underlying classification, but the scenic quality of these routes should be emphasized. Therefore, cross-sections and other standards of the underlying classification may be modified in order to be consistent with promoting the scenic value of the street to motorists. For example, overall paved width of scenic drives may be less than required in the underlying classification in order to minimize visual impacts.

It is recommended that scenic drives, whatever their underlying classification, be characterized by:

- a total paved width of 34 feet, including 24 feet for two travel lanes and 10 feet for striped bike lanes
- sidewalks as appropriate for promoting the scenic value of the street
- reduced speed
- turning lanes, as necessary

For facilities on Rhododendron Drive, see the *Rhododendron Drive Integrated Transportation Plan (RDITP)*, June 2007.

Scenic Drives - Portions of:

- Rhododendron Drive (See the *Rhododendron Drive Integrated Transportation Plan (RDITP)*, June 2007)
- Heceta Beach Road
- Munsel Lake Road

## Roadway Design Standards

Roadway design standards are based on the functional and operational characteristics of streets, such as travel volume, capacity, operating speed, and safety. They are necessary to ensure that the system of streets, as it develops, will be able to safely and efficiently serve the traveling public and allow for the orderly development of adjacent lands as well as the transportation infrastructure serving those lands.

The roadway design standards included in this Plan address the following typical parameters: Typical Roadway Section, Alignment and Operational Characteristics, and Access Management.

### Typical Roadway Sections

A typical roadway cross-section includes the following components:

- right-of-way
- number of vehicle travel lanes
- bicycle and pedestrian facilities
- drainage system
- other public amenities.

Figure 12-R-1 illustrates typical roadway sections for each of the functional classifications above. Each functional classification has design options to meet the needs of the adjacent land uses and the access demand along a given roadway.

For facilities on Rhododendron Drive, see the *Rhododendron Drive Integrated Transportation Plan (RDITP)*, June 2007.

## **Alignment and Operational Characteristics**

The safety and efficiency of travel on the corridor's roadways will be highly affected by the following alignment and operational characteristics:

- design
- operating speed
- horizontal and vertical curvature
- lane use
- parking use.

## **Access Management**

Access points on roadway sections need to be properly located to ensure safe and efficient travel along a given transportation facility. Access points should be placed appropriately to limit potential conflicting turning movements; weaving maneuvers over short distances; and congestion along facilities.

Because both Highway 101 and Highway 126 are considered Highways of Statewide significance, both highways are subject to access management planning. All access to Highway 101/126 needs to be coordinated with ODOT, and should be consistent with the newly adopted (2000) ODOT Access Management Standards.

## **City Access Management Standards**

In order to preserve the function of City arterials and collectors, and to promote safety of travelers, the City has established access management standards, more commonly referred to as driveway spacing standards. The City's standards are based on the American Association of State Highway and Transportation Officials (AASHTO) standards.

# **Section 4: Implementation Actions**

## **Introduction**

There are many ways to implement the goals and policies described in the second Section and to follow the modal plans described in Section 3.

### **1. Funding**

The City can fund projects that provide or improve transportation facilities. These system improvements are often the most visible parts of the plan. These projects are listed in the Capital Improvements and Maintenance Projects sections.

## **2. Education**

As people become more aware of their transportation options and the results of their choices, they may change some of the travel patterns and behaviors. This section lists topics about which Florence should share information with its citizens.

## **3. Non- capital City improvements**

Projects that are not Capital Improvements or Maintenance Projects, but which will require some dedication of City resources.

## **4. Code Revisions**

New development should be required to be consistent with the TSP. The maps in the previous Section show how the transportation systems will be extended in the future. The land division ordinance and land development ordinance set the standards for many things like street design, parking, and lot size and configuration. Code changes will need to be made to implement the TSP.

## **5. Studies and Research**

Further studies will be needed to implement some portions of the TSP.

# **Capital Improvements**

## **1. Highest Priority Projects**

The following projects are the highest priority and should be completed within the first five years of this plan. No priority is intended by the order of the listing.

- Highways 101/126 Intersection Improvements
- The Downtown Green and associated street realignments
- Highway 101 pilot block project
- Construction of a portion of the Oak Street extension
- Cathodic protection for the Siuslaw River Bridge
- Siuslaw River Bridge Interpretative Sites and associated parking
- Implementation of initial stage of City's Transit Plan
- Completion of the commercial portion of the Port's Boardwalk
- Determine feasibility of extending natural gas pipeline north to Florence
- Completion of portions of the Estuary Trail
- Extension of bikelanes on Rhododendron to Greentrees
- Preparation of Bicycle Master Plan
- Complete all proposed airport improvements, including Airport Gateway improvements.



- Other Highway 101 downtown transportation improvements

## 2. Medium Priority Projects

These projects will enhance Florence's transportation systems and will be prioritized once the projects of highest priority have been completed. They may be financed through a variety of methods including private assessments, system development charges, and public money. The cost estimates are for planning purposes only. More precise estimates should be done by an engineer prior to budgeting.

- Gateway Projects (Highway 126, Siuslaw Bridge, and Highway 101 North)
- Extension of Munsel Lake Road west to Oak Street
- Installation of traffic signal at Munsel Lake Road/Highway 101, as warranted
- Extension of Spruce Street north of Munsel Lake Road contingent on development of adjacent properties
- Determination of acceptable solution to situation of rail trestle/Highway 126 flooding in Cushman
- Extension of Oak Street contingent on development of adjacent properties
- Kingwood/9th Street improvements
- Lighting of the Siuslaw River Bridge
- Implementation of subsequent stages of the Transit Plan
- Extension of bikelanes on Rhododendron to River overview area
- Construction of 12th Street bike/pedestrian path connecting Kingwood and Rhododendron
- Implement West 9th Street Area street network as adjacent lands development
- Construct additional passing lanes on Highway 126
- Install Estuary Trail culvert under Highway 126
- Construction of Quince Street improvements

## 3. Potential Long Range Projects

These major projects will need to overcome some issues in order to be implemented. Planning and monitoring of the traffic situation needs to begin now for these to become a reality. The need for these projects will grow as traffic volumes increase. Each potential project will need additional analysis.

- East/West connection Highway 101/North Fork Road
- Provide additional highway capacity across the Siuslaw River on Highway 101 in a way which preserves the Siuslaw River Bridge as part of the transportation network
- Construction of natural gas pipeline to Florence
- Heceta Beach Road Bike lanes
- Extension of Rhododendron bike lanes to Sutton Lake area
- Study of 12<sup>th</sup>/Highway 101 options

## **Maintenance Projects**

These projects are relatively minor projects that can be done within the next five years. Other maintenance projects may be needed within the twenty-year planning period, so there should be a periodic monitoring of the condition of the transportation system in order to identify future maintenance projects.

## **Non-Capital Activities**

### **1. Bicycle System Maintenance Procedures**

As Florence expands its bicycle system, it may want to adopt maintenance procedures to ensure good pavement condition, visible striping and signage, and safe lanes unobstructed by leaves, gravel, and debris.

### **2. Support Bicycle and Pedestrian Funding**

Support the continuation of federal, state, and local funding mechanisms to implement bicycle and pedestrian projects.

### **3. Support Special Transportation Services**

Consider options for management of transit services, including special transportation needs.

### **4. Bicycle Parking**

The City will work with other agencies as needed to provide adequate bicycle parking in schools, parks, existing shopping and employment areas, and other destination areas to encourage increased use of bicycles.

## **Educational Efforts**

### **1. Transportation Demand Management**

The transportation management activities most likely to work for Florence residents are: carpooling; minimum work weeks/flex time; telecommuting; better bicycling and pedestrian facilities; and local transit.

### **2. Use of Alternative Modes**

- The City will provide better bicycling and pedestrian facilities through its capital improvements program.
- The City could also provide educational material on the benefits of alternative modes and sponsor events that highlight riding the bus, walking and bicycling.

- The City could work with local organizations and schools for suggestions for events that promote alternative modes.

## **Studies and Research**

Many additional studies will need to be done to implement the TSP. For example, preliminary engineering has to be done prior to most transportation facility construction. The Downtown Green and the Pilot Block studies will be underway in 2000. Studies on improvements to the Cushman trestle and the potential for an extension of a natural gas pipeline will occur at some time. The 12<sup>th</sup> and Oak Streets/Highway 101 study and a Ninth Street options study also need to be completed.

## **Plan and Ordinance Review and Recommendations**

### **1. City of Florence 2000 – 2020 Comprehensive Plan (Comprehensive Plan)**

The Draft 2000 Comprehensive Plan is organized in sections which correspond to the State Land Use Goals. Goal 12 and Chapter 12 of the Comprehensive Plan address transportation. An effort has been made to keep transportation-related policies within the transportation chapter, rather than spread them throughout the Plan. However, Chapter 2 of the Comprehensive Plan (Land Use) contains discussion about the road networks, access management, and transportation facilities necessary to support the various proposed land uses. Transportation goals and policies are included in this chapter. A short summary of this Plan will also be included in the Comprehensive Plan. The entire Transportation Systems Plan will be included in Appendix 12 of the Comprehensive Plan.

### **2. City Zoning, Subdivision, Site Design, and Streets Standards Ordinances and Handbooks**

The City's existing zoning ordinance requires review of parking, access and site circulation as part of Design Review, and as part of conditional uses. Design Review is applicable to all development except one and two-family dwellings. The Subdivision Ordinance requires that streets and sidewalks be provided in any subdivision of three or more lots. Improvements must be completed before the City will sign the final plat, or funds held in escrow for use by the City if the improvements are not completed. The City generally uses American Public Works Association handbooks and standards when reviewing subdivisions and inspecting construction of facilities. The City needs to review its ordinances and handbooks against State standards such as access management, and make any necessary revisions. There will be no time to do this work until after the adoption of the Transportation Systems Plan.

### **3. Oregon Coast Highway Corridor Master Plan**

Traffic volumes in Florence are among the highest along the Highway 101 corridor. There are numerous existing access points to the highway in Florence. As traffic volumes in-

crease, traffic conflicts and congestion are likely to increase. Key recommendations in the Coast Highway Corridor Master Plan include:

- consolidating access points
- developing a local circulation system to reduce the need for local traffic to use Highway 101
- developing a community design program for Florence (including parking strategies, pedestrian and landscape improvements, signage, view protection and enhancement, and gateways)
- implementing access management including access to Old Town
- identifying a threshold for determining when alternative modes such as local transit service would need to be expanded
- determining a threshold for capacity and strategy to meet demand for the Siuslaw River Bridge
- improving signage to beach loop routes.

**4. Pacific Coast Scenic Byway Corridor Management Plan of US Highway 101 and Scenic Byway Management Plan for the Yachats and North Dunes Region for ODOT**

These sources provide cities and counties guidance in maintaining a region's intrinsic qualities in balance with tourism and other economic development activities.

**5. Comprehensive Plan and Transportation System Plan**

These Plans provide policies and implementation measures consistent with the recommendations of these Plans.

## **Section 5: Financing Strategies**

### **Introduction**

The Goal 12 Transportation Planning Rule (OAR 660-12-040) requires that Transportation Systems Plans for cities with populations over 2,500 persons include a transportation financing program. Transportation financing programs must include:

- a list of planned transportation facilities and improvements;
- an estimate of the timing and costs of proposed projects; and
- an analysis of the ability of existing and potential funding mechanisms to fund proposed transportation improvements.

**Table 12-5-F1. Future Transportation System Improvements**

<b>Project #</b>	<b>Project Description</b>	<b>Estimated Cost</b>
A-1	Highway 101/126 Enhancement Program	See below
A-2	East (Highway 126) Gateway	\$25,000
A-3a	Siuslaw River Bridge (South) Gateway	\$25,000
A-3b	Pacific Coast Scenic Byway Bridge Interpretive Sites and Associated Parking	\$173,000
A-4	Highway 101/126 Intersection Improvements	\$500,000
A-5a	Realign Highway 101/Quince Street Intersection	\$440,000
A-5b	Improvements to Quince Street to provide parallel local alternative route <sup>4</sup>	\$720,000
A-6	Highway 101 Pedestrian Crossing Pilot Program	\$110,000
A-7	The Downtown Green and associated realignment of 2 <sup>nd</sup> Street Intersection with Highway 101	\$496,000
B-1	Oak Street North Extension – 37 <sup>th</sup> St. to 2000 City Limits <sup>5</sup> Oak Street North Extension – City limits to Heceta Beach Road <sup>6</sup>	\$1,985,000* \$936,000*
B-2	North (Highway 101) Gateway	\$25,000
B-3	Spruce Street North Extension (Munsel Lake Rd to Heceta Beach Rd)	\$900,000
B-4	Heceta Beach Rd Extension (Highway 101 east to Spruce)	\$340,000
B-5/H-3	Munsel Lake Road Traffic Signal	\$200,000
B-6	Munsel Lake Road West Extension (Highway 1010 to Oak Street)	\$240,000*
C-1/H-1	30 <sup>th</sup> Street Traffic Signal	\$175,000
C-2	Kingwood Improvements (9 <sup>th</sup> Street to 15 <sup>th</sup> Street)	\$225,000
D-1	Oak Street Connection (15 <sup>th</sup> Street to 21 <sup>st</sup> Street)	\$900,000
D-2	Transition Commercial – Highway 101 (Highway 101/126 to 21 <sup>st</sup> St)	\$0
D-3	Highway 101 Commercial (21 <sup>st</sup> St to 42 <sup>nd</sup> St)	\$0
D-4	Highway 101 between 42 <sup>nd</sup> and 46 <sup>th</sup> Streets	\$0
D-5	Highway 101 – Storm Drainage Improvements	\$1,556,000
E-1	West 9 <sup>th</sup> Street Local Street Network Improvements <sup>7</sup>	\$1,425,000
F-1a	Highway 126 Access Consolidation	\$0
G-2	18 <sup>th</sup> Street (Willow Loop to Highway 101)	\$0
G-3	18 <sup>th</sup> Street west of Highway 101 to Oak Street	\$0
G-4	Rhododendron Drive Improvements	\$1,800,000
G-5	Pavement Management Plan	\$20,000**
G-6	Storm Drainage Improvements – Local Streets	\$2,016,000

<sup>4</sup> Estimates assume \$300/linear foot of roadway (40' paved section, curb, gutter and sidewalk)

<sup>5</sup> Ibid

<sup>6</sup> Id.

<sup>7</sup> Id.

**Table 12-5-F1. Future Transportation System Improvements**

<b>Project #</b>	<b>Project Description</b>	<b>Estimated Cost</b>
H-2	Heceta Beach Road Traffic Signal	\$175,000
H-4	46 <sup>th</sup> Street Traffic Signal	\$175,000
I-1	Heceta Beach Bikelane Improvements	\$150,000
I-2	Rhododendron Bikelane Improvements	\$250,000
I-3	Munsel Lake Road Bikelane Improvements	\$150,000
I-4	12 <sup>th</sup> Street Bikepath between Rhododendron and Kingwood	\$90,000
I-5	Munsel Creek Bikepath Improvements	\$360,000
J-1	Pedestrian crossing improvements outside Pilot Block Program	\$110,000
J-2	Siuslaw River Estuary Trail	\$125,000
J-3	Public access to public lands north of Sandpines	Included in Oak St. Extension
J-4	Sidewalk Master Plan	\$10,000
K-1	Airport Gateway Improvements	\$200,000
K-2	Extend runway 15-33 a distance of 430 feet	\$1,900,000
K-3	Extend parallel taxiway	
K-4	Relocate / elevate airport beacon	
K-5	Expand the Main apron	
K-6	Establish a non-precision GPS approach	
K-7	Construct a taxiway extension from the north end of the parallel taxiway	
K-8	Install taxiway reflective edge markers	
L-1	Port of Siuslaw Gateway	
L-2	Maintain Federal Navigation Channel	\$822,000
L-3	Rehabilitate Old Town Warf	\$1,030,000
L-4	Dredge East and West Moorage Basins	\$154,000
L-5	Rehabilitate East Moorage Basin	\$265,000
L-6	Establish downriver boat launch facility	\$665,000
L-7	Install infrastructure in Port Industrial Park	\$1,172,000
M-1	Adopt Transit Plan	\$0
M-2	Continuaton of Taxi Voucher Program	\$57,935
M-3	Initiation of Shopper Shuttle	
M-4	Initiation of a General Public Transit Route in Conjunction with Shopper Shuttle	
N-1	Feasibility Study and Improvements to Rail Overpass on Highway 126 at Cushman	\$50,000
N-2	Improved connections to passenger rail	\$0
O-1	Feasibility Study for Extension of Natural Gas Pipeline to Florence area	\$75,000
P-1	Improved Basic Telephone Service	
P-2a	Membership in Fiber South Consortium or its Successor	\$0

\*+ROW Costs

\*\*\$20,000 initially, then \$2,000 per year

**Table 12-5-B2. Prioritized Funding Needs**

<b>Project #</b>	<b>Project Description</b>	<b>Estimated Cost</b>	<b>Funding Source(s) Identified F,S,C,L,P*</b>	<b>Funding Approved (y/n)</b>
<b>Highest Priority Projects (no order within list) 1-5 Years</b>				
A-4	Highway 101/126 Safety Improvements	\$900,000	F,S	Y
A-7	Downtown Green and associated street improvements	\$450,000	C,L	N, app submitted
A-6	Highway 101 Pilot Blocks	\$110,000	S	N
B-1	Construction of Oak Street (37 <sup>th</sup> – 46 <sup>th</sup> Street)	\$936,000	S,L	Y (Phase I)
	Cathodic Protection for the Siuslaw River Bridge		S	N
A-3b	Siuslaw Bridge Interpretive Waysides	\$312,770	F,L	N, app submitted
M	Implementation of Transit Plan	\$60,000	F	Y
L-2e	Completion of structures on the Boardwalk		F,S,P	N
O-1	Feasibility study for extension of natural gas pipeline north from Coos Bay to Florence	\$75,000	S	N
J-2	Completion of portions of the Estuary Trail	\$125,000	F,S,L	N
I-2	Bike/ped lanes on Rhododendron Drive to Green-trees	\$50,000	F,S	N
J-4	Preparation of Bicycle Master Plan		F,S,L	N
K-1-10	Complete airport Improvements	\$1,900,000	F	Y
	Lighting of the Siuslaw River Bridge		S,L	N
N-1	Determine acceptable solution to the height/flooding problems in Cushman	\$50,000	F,P	N
<b>Total Projected Cost</b>		<b>\$4,968,770.00</b>		
<b>Medium Priority Projects (no order within list) 5-15 Years</b>				
A-2, B-2, K-1, A-3a	Gateway Projects	\$75,000	F,S,L	N
B-6	Extension of Munsel Lake Road west to Oak St.	\$240,000	S,C,L,P	N
B-5/H-3	Traffic signal at Hwy 101/Munsel Lake Road	\$200,000	S,P	N
B-3	Extension of Spruce Street north of Munsel Lake Road	\$900,000	P,L	N
B-1	Phase 2 of Oak Street extension	\$936,000	S,L,P	N
B-1	Phase 3 of Oak Street extension	\$936,000	S,L,P	N
C-2	Kingwood/9 <sup>th</sup> Street improvements	\$225,000	S,C,L	N
	Transit Plan implementation	\$100,000 (est)	S,L,P	N
I-2	Extend bike/ped lanes on Rhody to Marine Manor	\$50,000	F,S,L	N
I-4	Construct 12 <sup>th</sup> Street bike/ped path	\$90,000	F,S,L	N

**Table 12-5-B2. Prioritized Funding Needs**

<b>Project #</b>	<b>Project Description</b>	<b>Estimated Cost</b>	<b>Funding Source(s) Identified F,S,C,L,P*</b>	<b>Funding Approved (y/n)</b>
	Implement West 9 <sup>th</sup> Street network	\$1,425,000	S,C,L,P	N
E-1	Construct passing lanes on Hwy 126		F,S	N
J-2	Replace culvert under Hwy 126, inc. provision for Estuary Trail		F,S	N
A-5a, A-5b	Construct Quince St. improvements	\$440,000	F,S,L,P	N
D-1	Identify options for 12 <sup>th</sup> Street/Oak/Kingwood connection	\$50,000	S,C,L	N
<b>Total Projected Cost</b>		<b>\$5,667,000.00</b>		
<b>Long Range Priorities (no order in list) 15-25 Years</b>				
	Add capacity to Siuslaw River Bridge		F,S	N
	Construct natural gas pipeline to Florence			N
I-1	Construct Heceta Beach Road bike/ped lanes	\$150,000	F,S,L	N
I-2	Extend bike/ped lanes on Rhody to Sutton Lake area	\$150,000	F,S,L	N
<b>Total Projected Cost</b>		<b>\$1,090,000.00</b>		

\*F-Federal, S-State, L-Local, P-Private

These tables need to be further broken down into a five year plan, and financing specifically targeted for completion of the proposed projects.

## Historical, Current and Projected Funding

### 1. State/Federal

The 1999 Oregon Highway Plan projects total state and federal highway revenues as follows:

<b>Table 12-5-C-1a</b>			
<b>Year</b>	<b>State</b>	<b>Federal</b>	<b>Total</b>
1998	\$346,983,057	\$184,257,079	\$531,240,136
1999	364,822,730	211,757,470	576,580,200
2000	369,977,182	217,371,205	587,348,387
2001	375,263,272	222,597,185	597,860,457
2002	381,364,362	227,419,252	608,783,614
2003	386,202,160	229,322,523	615,524,683
2004	392,805,296	279,526,785	672,332,081
2005	398,948,938	279,526,785	678,475,723
2006	405,115,216	279,526,785	684,642,001



<b>Table 12-5-C-1a</b>			
<b>Year</b>	<b>State</b>	<b>Federal</b>	<b>Total</b>
2007	410,579,143	279,526,785	690,105,928
2008	415,577,315	279,526,785	695,104,100
2009	420,216,752	279,526,785	699,743,537
2010	424,528,797	334,432,142	758,960,939
2011	427,621,303	334,432,142	762,053,445
2012	431,120,636	334,432,142	765,552,778
2013	434,492,387	334,432,142	768,924,529
2014	437,387,939	334,432,142	771,820,081
2015	440,453,086	334,432,142	774,885,228
2016	442,803,615	400,318,571	843,122,186
2017	445,689,041	400,318,571	846,007,612
<b>Total</b>	<b>\$8,151,952,226</b>	<b>\$5,777,115,420</b>	<b>\$13,929,067,646</b>

The main sources of these funds are state road user revenues and federal funds, primarily TEA-21 funds. State user revenues provide approximately 65% of transportation revenues for the state. Highway user revenues are distributed as follows: 60% state, 24% counties, 16% cities. TEA-21 will provide over \$246 million annually for transportation in Oregon for fiscal years 1998-2003. After this, Congressional authorization is required for further funding.

The 1999 *Oregon Highway Plan* also presents a Feasible Needs Analysis as follows:

<b>Table 12-5-C-1b</b>				
<b>Program</b>	<b>Average Annual Investment Assuming no Inflation (millions)</b>	<b>20-year total investment assuming no inflation (millions)</b>	<b>Average Annual Investment Assuming 3.3% Inflation (millions)</b>	<b>20-year total investment assuming 3.3% inflation (millions)</b>
Modernization	\$339	\$6,785	\$471	\$9,428
Preservation	172	3,436	239	4,774
Maintenance	159	3,180	221	4,419
Bridge	133	2,664	185	3,702
Safety	35	694	48	964
Operations	29	576	40	801
Special Programs	29	581	40	807
Construction support	67	1,339	93	1,861
Planning	30	590	41	820
Administration	8	160	11	222
Central Services Assessment	48	950	66	1,321

<b>Table 12-5-C-1b</b>				
<b>Program</b>	<b>Average Annual Investment Assuming no Inflation (millions)</b>	<b>20-year total investment assuming no inflation (millions)</b>	<b>Average Annual Investment Assuming 3.3% Inflation (millions)</b>	<b>20-year total investment assuming 3.3% inflation (millions)</b>
<b>Total</b>	<b>\$1,048</b>	<b>\$20,955</b>	<b>\$1,456</b>	<b>\$29,119</b>

2. **Lane County funds**

**Revenue**

County road funds are a combination of federal “timber” funds, federal aid, state fund exchange program, state highway user taxes and fees, interest and assorted other smaller sources. The passage of the Rural Schools and Community Self Determinations Act of 2000 has provided funding for road purposes greater than the levels anticipated under the previous Timber Receipt guarantee. Over the next 6 years, these funds should exceed the County operations, maintenance, preservation and modernization expenses identified in the Capital Improvement Plan (CIP) County funding strategy is to fund operations, maintenance and preservation costs of the County road system with user fees from the State Highway Fund, and to fund modernization and revenue sharing with ‘timber’ funds. County/City Road Partnership payments were decreased incrementally from \$5.09 million in FY 96 to \$2.5 million in FY 00, and are projected to remain at the \$2.5 million level throughout the period of the CIP.

The excess revenues have allowed the County to create the Roads Capital Project Partnership Program for unfunded safety and modernization projects of importance to Lane County communities. The County may also accelerate the replacement of road culverts to restore fish passage in order to comply with the Endangered Species Act listing the Coastal Coho and Spring Chinook as threatened species. Table 12-5-xxx shows historic and proposed general road fund revenue from FY 1998-99 to FY 2001-02.

<b>Table 12-5-C-2a</b>				
<b>Type of Fund</b>	<b>1998-99</b>	<b>1999-00</b>	<b>2000-01</b>	<b>2001-02</b>
General Road Fund	\$33,508,925	\$35,550,744	\$75,229,900	\$77,420,771

The breakout of fund sources is shown below:

<b>Table 12-5-C-2b</b>				
<b>Source</b>	<b>1998-99 (000's)</b>	<b>1999-00 (000's)</b>	<b>2000-01 (000's)</b>	<b>2001-02 (000's)</b>
Federal Timber Receipts	\$15,532	\$14,903	\$14,620	\$18,744
State Highway User Taxes & Fees	13,894	14,304	13,740	13,922
Federal Aid/Exchange Programs	2,678	1,498	3,216	1,120
Investment Earnings	2,592	2,136	1,900	2,000
Reserve Transfers	37,723	41,460	40,802	40,872
Miscellaneous	2,089	1,542	1,312	763
<b>Total</b>	<b>\$74,508</b>	<b>\$75,843</b>	<b>\$75,230</b>	<b>\$77,421</b>

**Expenses**

The draft '01 – '05 Lane County CIP projects expenses by program as follows:

<b>Table 12-5-C-2c</b>						
<b>Annual Totals by Category</b>	<b>FY 00-01</b>	<b>FY 01-02</b>	<b>FY 02-03</b>	<b>FY 03-04</b>	<b>FY 04-05</b>	<b>5-Year Total</b>
Right-of-way	515,000	650,000	595,000	1,560,000	650,000	3,970,000
General Construction	11,740,000	6,550,000	2,400,000	12,600,000	9,500,000	42,790,000
Pavement Fund	2,300,000	2,300,000	2,300,000	2,300,000	2,300,000	11,500,000
Structures	2,125,000	905,000	1,860,000	0	0	4,890,000
Safety Improvements	635,000	625,000	125,000	125,000	0	1,510,000
Contingency	1,731,500	1,103,000	728,000	1,658,500	1,245,000	6,466,000
<b>Subtotal – County Projects</b>	<b>19,046,500</b>	<b>12,133,000</b>	<b>8,008,000</b>	<b>18,243,500</b>	<b>13,695,000</b>	<b>71,126,000</b>
Payments to other Government Agencies	2,800,000	2,500,000	2,500,000	2,500,000	2,500,000	17,875,000
Roads for Assisted Housing Projects	900,000	0	1,000,000	0	0	1,900,000

<b>Table 12-5-C-2c</b>						
<b>Annual Totals by Category</b>	<b>FY 00-01</b>	<b>FY 01-02</b>	<b>FY 02-03</b>	<b>FY 03-04</b>	<b>FY 04-05</b>	<b>5-Year Total</b>
Community & Economic Development Fund	3,175,000					3,175,000
<b>Subtotal Payments &amp; Special Projects</b>	\$6,875,000	\$2,500,000	\$3,500,000	\$2,500,000	\$2,500,000	\$17,875,000
<b>Total</b>	<b>25,921,500</b>	<b>14,633,000</b>	<b>11,508,000</b>	<b>20,743,500</b>	<b>16,195,000</b>	<b>89,001,000</b>

### 3. City of Florence

Table 12-5-C-3a below shows transportation revenues and expenditures in Florence from FY 96/97 to FY 01/02.

**Table 12-5-C-3a – Transportation Funding**

<b>Revenue</b>	<b>FY 96/97</b>	<b>FY 97/98</b>	<b>FY 98/99</b>	<b>FY 99/00</b>	<b>FY 00/01</b>	<b>FY 01/02</b>
Working Capital	\$74,424	722,003	-81,842	54,784	230,000	260,000
Interest	30,646	13,735	10,797	4106	7500	10,000
State Highway User Fees	255,882	280,247	291,751	303,139	311,000	315,000
State Grant	0	235,493				
Lane Co. Economic	0	964,021				
Lane Co. Timber	231,780	297,184	0	110,411	110,000	115,000
ISTEA/TEA-21	0	0	85,748	0	27,000	34,000
9 <sup>th</sup> St. Sidewalk	1040	372	587	443	400	2000
Oak Street Grant						936,000
Oak Street LID						577,000
Debt Proceeds	611,000	300,000	345,459			
Assessment Revenue	0	220,600				
General Fund transfer			0		65,000	30,000
SDCs	0	150,000	39,774	150,000	0	20,000
Water fund transfers	0	0	0	0	0	20,000
Sewer fund transfers	0	0	0	0	0	

**Table 12-5-C-3a – Transportation Funding**

<b>Revenue</b>	<b>FY 96/97</b>	<b>FY 97/98</b>	<b>FY 98/99</b>	<b>FY 99/00</b>	<b>FY 00/01</b>	<b>FY 01/02</b>
Street light fund transfers	1250	0	0	0	0	
State loan	0	0				
School District	0	0	0	15,000	139,000	0
Other	22,282	633	75	45,000	0	100
Total	\$		\$			

*Table 12-5-C-3a* indicates that funding received from the State Highway User Fund and from the County/City Road Partnership Program form the backbone of the City’s transportation program. Special projects such as the construction of Kingwood or of Oak Street have been funded with special grant/loan programs that are project specific. State highway funds have been increasing gradually, while County timber funds were decreasing. However, the passage of the federal Rural Schools and Community Self Determination Act has not only stabilized County road funding, but has provided another source of special funds for capital projects.

Florence also occasionally participates in the State’s Federal Aid/Exchange Program which provides an exchange of federal funds allocated to the City with state funds at \$0.94 to the dollar. This allows use of funds without the very strict operational requirements attached to federal funding.

Capital projects can be financed by a Local Improvement District (LID), in which the cost of the project is determined, and allocated to abutting property owners on a benefitted area basis. The City often participates in the cost, thus reducing the assessments to property owners. Sidewalk construction/replacement is an example of a use of an LID. The construction of Spruce Street north of Munsel Lake Road could be done through an LID.

Transfers from Systems Development Charges (SDC) are revenues from a fee assessed on new development in the City to pay for upgrades to systems made necessary by the new growth. A portion of the sewer plant improvements was paid by the sewer SDCs, and the Oak Street construction will include some street SDCs for oversizing of the street.

Increased expenditures on staffing and capital projects have allowed the City to keep up with new construction needs and slowly meet maintenance needs. In the early 1990’s, the City constructed 81 blocks of new street and overlaid or resurfaced over 100 blocks of existing streets. In the mid-90’s, Kingwood was constructed to encourage economic development, following the downturn in timber and fisheries employment. Oak Street construction in 2001/2002 will meet present and future residential and commercial needs.

The charts following this section provide information about some of the funding programs available for transportation needs. The City is well aware of the need for grants and loans for special projects. Since 1996, the City has obtained, or for some 2001 projects, has applied for the following special grants/loans for transportation projects:

**Table 12-5-C-3b**

<b>Grant/Loan Program</b>	<b>1996</b>	<b>1997</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>
County Economic Development	1,080,000(G)					
State Economic Development	611,000(L) 249,514(G)					
Transportation & Growth Management				58,000(G)		112,000(G)
Local Street Networks					936,000(G)	
USDA Rural Development					24,000(G)	
Strategic Reserve Fund						22,042(G)
Nat'l Scenic Byways						312,770(A)(G)
County Capital Project Partnership						475,000(A)(G)

Note: Grant amounts followed by A have been applied for. All others have been approved.  
G-grant, L-loan

**4. Other Funding Services**

Airport Improvements

Federal Aeronautics Administration (FAA)

Economic Development (several sources)

Waterway Related Resources

US Army Corp of Engineers

US Coast Guard

US Economic Development Administration

US Environmental Protection Agency

National Marine Fisheries

National Oceanic and Atmospheric Administration (NOAA)

**Table 12-5-G-2. Summary of Transportation Funding Programs: Federal Sources**

Program Name and Description	Potential for Florence
<p><u>ISTEA/TEA-21</u>                      ISTEA-21 is designed to provide flexibility in funding transportation projects. TEA-21 established several funding programs including the: (1) National Highway System, (2) Interstate Program; (3) Surface Transportation Program; (4) Congestion Management and Air Quality Improvements Program; and (5) National Scenic Byways Program.</p>	<p>As a grant/transfer program, TEA-21 provides opportunities to fund selected projects meeting the program’s funding criteria. As with all grants, cost to local residents are low, political acceptability is high, and financial capacity and stability are less predictable than for many local funding sources. Florence should coordinate with the ODOT Region 2 planner, and the Lane Council of Governments to identify projects that are suitable for funding under TEA.-21</p>
<p><u>Surface Transportation Program (STP)</u>                      The Surface Transportation Program was authorized by Title I of the ISTEA. The STP funds are allocated to the State and suballocated to cities and counties on a formula basis by the Transportation Commission. STP funds may be used for any road that is not functionally classified as a local or rural minor collector and must be included in the Transportation Improvement Program to receive STP funds.</p>	<p>Each eligible city is suballocated a portion of the State's STP funds. Cities can propose projects through their regional ODOT offices. The project sponsor (County, City, or State) must request inclusion of the project in the annual Transportation Improvement Program.                      The STP provides opportunities to fund selected projects that meet program criteria. Florence should coordinate with the ODOT Region 2 planner, and the Lane Council of Governments to identify projects that are suitable for funding under ISTEA.</p>
<p><u>Transportation Enhancement Program</u>                      The ISTEA includes provisions that require the State to set aside a portion of its Surface Transportation Program (STP) funds for projects that will enhance the cultural and environmental value of the State's transportation system. Eligible transportation enhancement projects must be directly related to the intermodal transportation system. This program funds enhancements including pedestrian and bicycle facilities; preservation of abandoned railway corridors; landscaping and other scenic beautification; control and removal of outdoor advertising; acquisition of scenic easements and scenic or historic sites; scenic or historic highway programs; historic preservation; rehabilitation and operation of historic transportation buildings, structures, or facilities; archaeological planning and research; and mitigation of water pollution due to highway runoff.</p>	<p>Enhancement project applications are submitted to the applicant's ODOT Region Manager. Proposed projects are then screened and prioritized by the Transportation Enhancement Committee. Approved projects receive funding under the State's transportation enhancement activities program. Transportation enhancement projects are selected as part of the State Transportation Improvement Program (STIP) development. This program provides opportunities to fund selected projects that meet program criteria. Florence may be able to secure funds through this program for the Downtown Enhancement Program and Bikeway Modifications. Florence should coordinate with the ODOT Region 2 planner, and the Lane Council of Governments to identify projects that are suitable for funding under ISTEA.</p>

**Table 12-5-G-2. Summary of Transportation Funding Programs: Federal Sources**

Program Name and Description	Potential for Florence
<p><u>Highway Enhancement System (HES)</u>                      The FHWA Highway Enhancement System Program provides funding for safety improvement projects on public roads. Safety improvement projects may occur on any public road and must be sponsored by a county or city. To be eligible for Federal aid, a project should be part of either the annual element of a Regional Transportation Plan or the annual listing of rural projects by ODOT, although they do not have to be part of the approved State Highway Improvement Program to receive HES funding.</p>	<p>The HES provides opportunities to fund selected projects that meet program criteria. The Highway 101/126 intersection appears to be eligible for HES funds. Florence should coordinate with the ODOT Region 2 planner, and the Lane Council of Governments to identify projects that are suitable for funding under ISTEA.</p>
<p><u>Timber Receipts (USFS)</u>                      The U.S. Forest Service and Bureau of Land Management share revenue from timber receipts with counties in Oregon. The share of forest revenues is no longer directly tied to the level of timber harvests. The outlook for forest revenues is a gradual decline due to the "spotted owl compromise" under which counties are guaranteed revenues on a schedule set by Congress that gradually reduces the total amount of payments to Lane County over the next decade to about \$25 million annually.</p>	<p>U.S. Forest Service revenues have permitted Lane County to make significant capital improvements to its road system. Forest revenues determine how many capital improvements Lane County can participate in. With respect to Florence, timber revenues get mixed in with other sources to the Lane County Road Fund. The County Road Fund provides shared revenue to the City of Florence and can be used to fund maintenance and improvements on County roads within the Florence UGB. There should be little debate about continuing to use this source of funding.</p>
<p><u>Community Development Block Grants (CDBG)</u>                      Community Development Block Grants (CDBG) are administered by the Department of Housing and Urban Development (HUD) and could potentially be used for transportation improvements in eligible areas.</p>	<p>CDBG has the potential to provide funding for eligible projects, but, the prospects for increased municipal revenues from CDBG are limited. Long-term stability of this source is uncertain. Cities have traditionally used CDBG funds for projects other than transportation. Although CDBG funds could be used for transportation, the City may have other priorities for this funding source. Overall potential of this source for transportation funding is low.</p>



**Table 12-5-G-3 Summary of Transportation Funding Programs: State Sources**

Program Name and Description	Potential for Florence
<p><u>State Highway Fund</u>                      The State Highway Fund is composed of gas taxes, vehicle registration fees, and weight-mile taxes assessed on freight carriers. In 1994, the state gas tax was \$0.24 per gallon. Vehicle registration fees were \$15 annually. Revenues are divided as follows: 15.57 percent to cities, 24.38 percent to counties, and 60.05 percent to the State Highway Division. The city share of the State Highway Fund is allocated based on population.</p>	<p>Florence has received an average of about \$247,000 annually from this source in recent years. Revenues from this source are relatively stable, but, because the State Highway Fund is not indexed for inflation, the relative share could decrease if taxes are not increased. The per capita allocation of State Highway Fund revenues will probably not increase significantly. The City should continue to use this source to fund street maintenance and other projects.</p>
<p><u>Special Public Works Funds (SPWF)</u>                      The State of Oregon allocates a portion of revenues from the state lottery for economic development. The Oregon Economic Development Department provides grants and loans through the SPWF program to construct, improve and repair infrastructure to support local economic development and create new jobs. The SPWF provides a maximum grant of \$500,000 for projects that help create a minimum of 50 jobs.</p>	<p>Cities and counties can use SPWF funds for transportation projects. These funds may be available for the Downtown Enhancement Program and other projects that support local economic development, such as developing infrastructure in office or industrial parks. As with all grant programs, stability and long-term potential of this source is uncertain. Florence should contact LCOG or OEDD to pursue funds through this source.</p>
<p><u>Transportation Access Charges</u>                      The most familiar form of a transportation access charge is a bridge or highway toll. Transportation access charges are most appropriate for high-speed, limited access corridors; service in high-demand corridors; and bypass facilities to avoid congested areas. Congestion pricing, where drivers are charged electronically for the trips they make based on location and time of day, is the most efficient policy for dealing with urban congestion. It not only generates revenue for maintenance and improvements, but also decreases congestion and the need for capital improvements by increasing the cost of trips during peak periods. The Oregon Revised Statutes allow ODOT to construct toll bridges to connect state highways and improve safety and capacity. The Statutes also allow private development of toll bridges. State authority for congestion pricing does not exist: new legislation would be required.</p>	<p>Toll roads are relatively uncommon in Oregon and would not receive public support unless the benefits (improved access, safety, or decreased travel times) were clearly perceived by users. Despite its clear benefits, congestion pricing will be a tough sell in Florence. Congestion pricing, if Florence chooses to pursue it, should cover all major roads and be viewed first as a congestion management strategy, and only secondarily as a revenue source.</p>

**Table 12-5-G-3 Summary of Transportation Funding Programs: State Sources**

Program Name and Description	Potential for Florence
<p><u>Bikeway Projects</u>                      ORS 366.514 requires at least one percent of the State Highway Fund received by the Highway Division, counties and cities be expended for the development of footpaths and bikeways. The Highway Division administers the bicycle funds, handles bikeway planning, design, engineering and construction, and provides technical assistance and advice to local governments concerning bikeways.</p>	<p>The bikeway program provides opportunities to fund bicycle and pedestrian projects that meet program criteria. However, 1% of Florence's share of the State Highway Fund, around \$2,000?3,000, will not meet the \$330,000 bikelane modification costs identified in Table 12-5-G2. The City should work with the ODOT Region 2 Planner to identify projects that are suitable for funding under this program.</p>
<p><u>Immediate Opportunity Fund</u>                      The Immediate Opportunity Fund is intended to support economic development in Oregon by providing road improvements where they will assure job development opportunities by influencing the location or retention of a firm or economic development. The fund may be used only when other sources of funding are unavailable or insufficient, and is restricted to job retention and committed job creation opportunities. To be eligible, a project must require an immediate commitment of road construction funds to address an actual transportation problem. The applicant must show that the location decision of a firm or development depends on those transportation improvements, and the jobs created by the development must be "primary" jobs such as manufacturing, distribution, or service jobs.</p>	<p>The fund is financed at \$5 million per year to a maximum of \$40 million through Fiscal Year 1996. The maximum amount available for a single project is \$500,000 or 10 percent of the annual program level.                      Matching funds are required by the Oregon Transportation Commission, and may be provided by either public or private sources. Donations of right-of-way can be considered to be part of the match. Preference is given to project proposals offering a match of 50 percent or more. The Immediate Opportunity Fund program provides opportunities to fund selected capacity increasing projects that aid in business retention or development. The City should contact their local OEDD representative to determine if they are eligible for grants under this program.</p>

Source: Compiled by ECONorthwest

If additional revenue sources are needed, Table 12-5-G4 shows the range of possibilities that the City could consider. A "local option" gas tax may be politically attractive because it places some of the burden on non-residents. In the last ten years, however, five cities sought voter approval of a local gas tax but only one succeeded--Woodburn. Local gas taxes are typically opposed with claims it will chase tourists away and force local gasoline dealers to close. A \$.01 or \$.02 per gallon gas tax may generate about \$100,000 in annual revenue. We do not have enough information to make an accurate estimate. A local option gas tax would require citywide voter approval.

**Table 12-5-G-4 Transportation Improvement Funding Programs: Local Sources**

Program Name and Description	Potential for Florence
<p><u>Special Assessments / Local Improvement Districts</u>                      Special assessments are charges levied on property owners for neighborhood public facilities and services, with each property assessed a portion of total project cost. They are commonly used for such public works projects as street paving, drainage, parking facilities, and sewer lines. The justification for such levies is that many of these public works activities provide services to or directly enhance the value of nearby land, thereby providing direct and/or financial benefit to its owners. Local Improvement Districts (LIDs) are a variation on special assessments designed to fund improvements that have local benefits. Through a local improvement district (LID), streets or other transportation improvements are constructed and a fee is assessed to adjacent property owners. The City of Florence has used LIDs to fund capital improvement projects.</p>	<p>Special assessments require property owners pay assessments for transportation infrastructure. If based on trip generation rates, this approach is somewhat equitable; however, individuals have different transportation needs and habits. Designing a fee structure that recognizes these differences would be difficult to administer. With respect to LIDs, as long as the projects directly benefit the local residents, LIDs are a relatively equitable means of funding transportation improvements. Florence should continue to use special assessments to finance transportation improvements wherever property owner support appears possible. Projects that appear to most benefit property owners are street extensions and connections, and the Downtown Enhancement Program.</p>
<p><u>Systems Development Charges (Impact Fees)</u>                      Systems Development Charges (SDCs) are fees paid by land developers intended to reflect the increased capital costs incurred by a municipality or utility as a result of a development. Development charges are calculated to include the costs of impacts on adjacent areas or services, such as increased school enrollment, parks and recreation use, or traffic congestion. Numerous Oregon cities and counties presently use SDCs to fund transportation capacity improvements. SDCs are authorized and limited by ORS 223.297 - 223.314. The City of Florence has generated over \$190,000 between FY90 and FY94 from street system development charges.</p>	<p>The basic principle for setting a transportation SDC is to charge each new development its proportional share of the cost of constructing enough new road and other system improvements to accommodate traffic from all new development causing the need for improvement. The financial capacity of a systems development charge depends on the volume of development and the amount of the SDC. Fees are seldom set to recover the full cost of developing off-site road capacity to accommodate the new development. Florence should continue to use transportation impact fees to finance transportation improvements, particularly street extensions and connections that allow properties to develop.</p>
<p><u>Local Gas Tax</u>                      A local gas tax is assessed at the pump and added to existing state and federal taxes. Tillamook and The Dalles are two Oregon cities that have a local gas tax. Multnomah and Washington Counties also have gas taxes.</p>	

**Table 12-5-G-4 Transportation Improvement Funding Programs: Local Sources**

Program Name and Description	Potential for Florence
<p><u>Street Utility Fee</u>                      Most city residents pay water and sewer utility fees. Street user fees apply the same concepts to city streets. A fee would be assessed to all businesses and households in the city for use of streets based on the amount of use typically generated by a particular use. For example, a single-family residence might, on average, generate 10 vehicle trips per day compared to 130 trips per 1000 square feet of floor area for retail uses. Therefore, the retail use would be assessed a higher fee based on higher use. Street service fees differ from water and sewer fees because usage cannot be easily monitored. Street user fees are typically used to pay for maintenance more than for capital projects. A street utility fee currently generates about \$1.3 million annually in Medford. The amount of the fee is based on the type of land use which relates to trip generation. Single-family residences pay \$2.00 per month in Medford. In Ashland, a fee of \$1.60 per month generates \$200,000 per year.</p>	<p>Florence could expect from \$105,254 to \$131,568 in revenue from a street user fee of \$2.00 per month for residences. With 2,741 residences in 1990 the residential share would be \$65,784 (12 x 2 x 2,741), and the commercial share would probably produce between 60 to 100 percent of the amount paid by residential properties, or \$39,470-\$65,784. They could be expected to increase at a rate comparable to population in Florence. Street utility fees could provide a stable revenue stream for the City. This is a relatively equitable approach that assesses fees based on trip generation. Implementing a Street Utility Fee would require voter approval, and political support for a Street Utility Fee would probably be low.</p>
<p><u>Property Taxes</u>                      Local property taxes could be used to fund transportation. The City policy, however, has been to use property taxes to fund public safety.</p>	<p>In Oregon and Florence, Ballot Measure 5 places a \$15 per \$1,000 in assessed value ceiling on property taxes. The potential for using property tax revenues for transportation purposes is limited in Florence more by the need for voter approval than by Ballot Measure 5.</p>
<p><u>Revenue Bonds</u>                      Revenue Bonds are bonds whose debt service is financed by user charges, such as service charges, tolls, admissions fees, and rents. If revenues from user charges are not sufficient to meet the debt service payments, the issuer generally is not legally obligated to levy taxes to avoid default, unless they are also backed by the full faith and credit of the issuing governmental unit. In that case, they are called indirect general obligation bonds. Revenue bonds could be secured by a local gas tax, street utility fee, or other transportation-related stable revenue stream.</p>	<p>The City could sell revenue bonds using one of several income streams pledged to repay the bonds. Bond underwriters analyze the reliability of the revenue stream when rating the bonds and assigning an interest rate. The City should use or develop an income stream that is indexed to transportation facility use before using revenue bonds to fund transportation projects.</p>

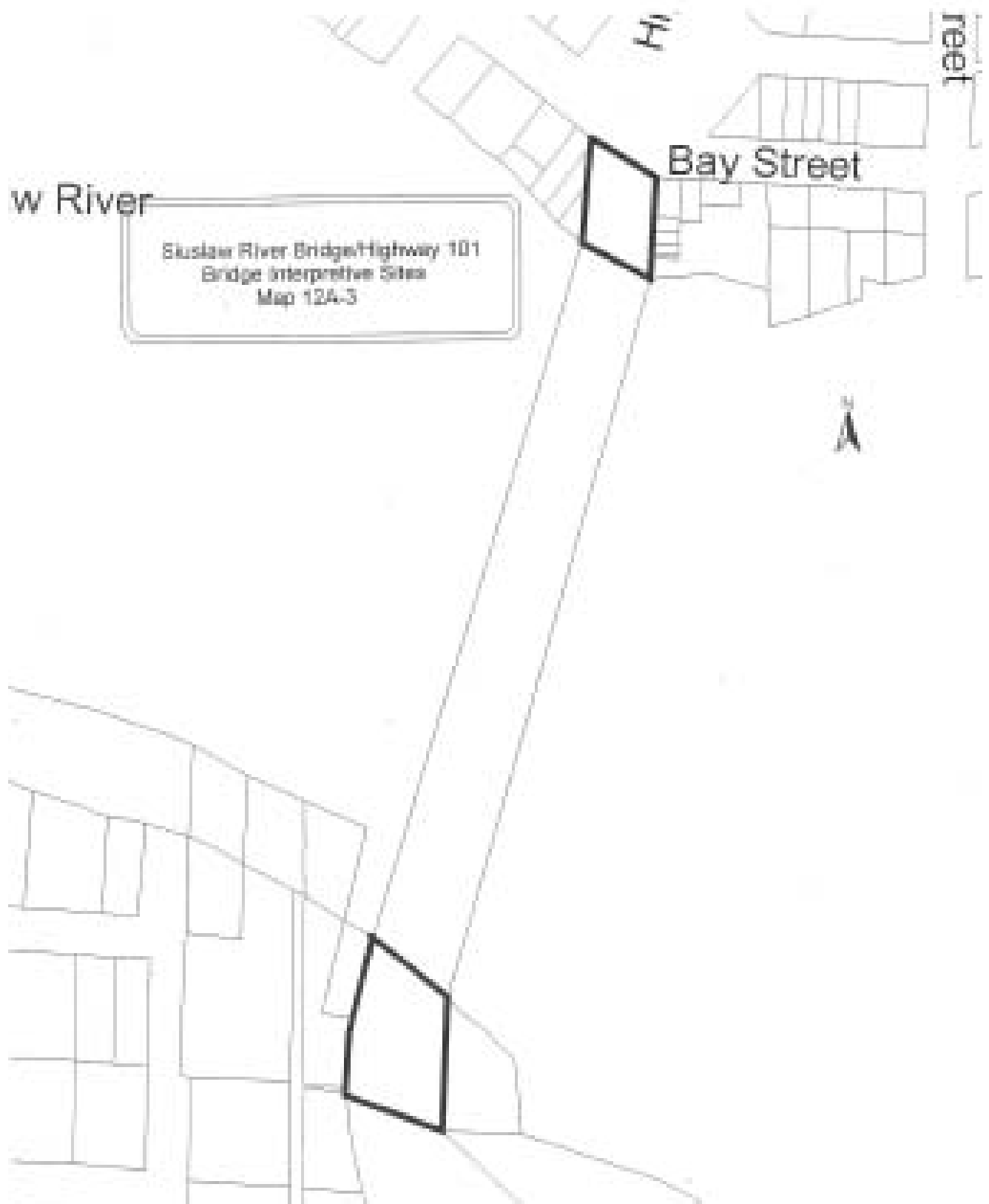
**Table 12-5-G-4 Transportation Improvement Funding Programs: Local Sources**

Program Name and Description	Potential for Florence
<p><u>General Obligation Bonds</u>                      General obligation (GO) bonds are financed by all taxpayers of the issuing governmental unit, which must pay the interest and principal on the debt as they come due. Municipal bonds are GO bonds issued by a local governmental subdivision, such as a city, and are secured by the full faith and credit of the issuing municipality. Oregon law requires GO bonds to be authorized by popular vote. The Oregon Bond Manual states that "In Oregon, a GO pledge means that all unrestricted resources of the issuer may be used to meet debt service, including an unlimited property tax on all taxable property within the district." GO bonds have the added benefit of falling outside the Measure 5 tax limitation.</p>	<p>The financial capacity of bonds would vary with each issuance. GO bonds provide a mechanism to raise millions of dollars for transportation projects. The City of Salem has used GO bonds for street maintenance.                      GO bonds are repaid with revenues generated from property taxes. Revenues used to repay bonds are not based on impacts to the transportation system and are less equitable than other funding mechanisms.                      Voters must approve GO bonds. GO bonds have had mixed results in recent elections.</p>
<p><u>Developer Installed Improvements</u>                      Developer installed improvements are financed either by development related conditional off-site improvements or through system development charges based on the number of vehicles generated by a new development.</p>	<p>The financial capacity of development installed improvements is based on proportional amount of transportation improvements which the city desires to be funded through new development. A system development charge ordinance would need to meet State system development charge guidelines for being fair and equitable, and be voted on by the City of Florence planning commission and city council.</p>

Source: Compiled by ECONorthwest





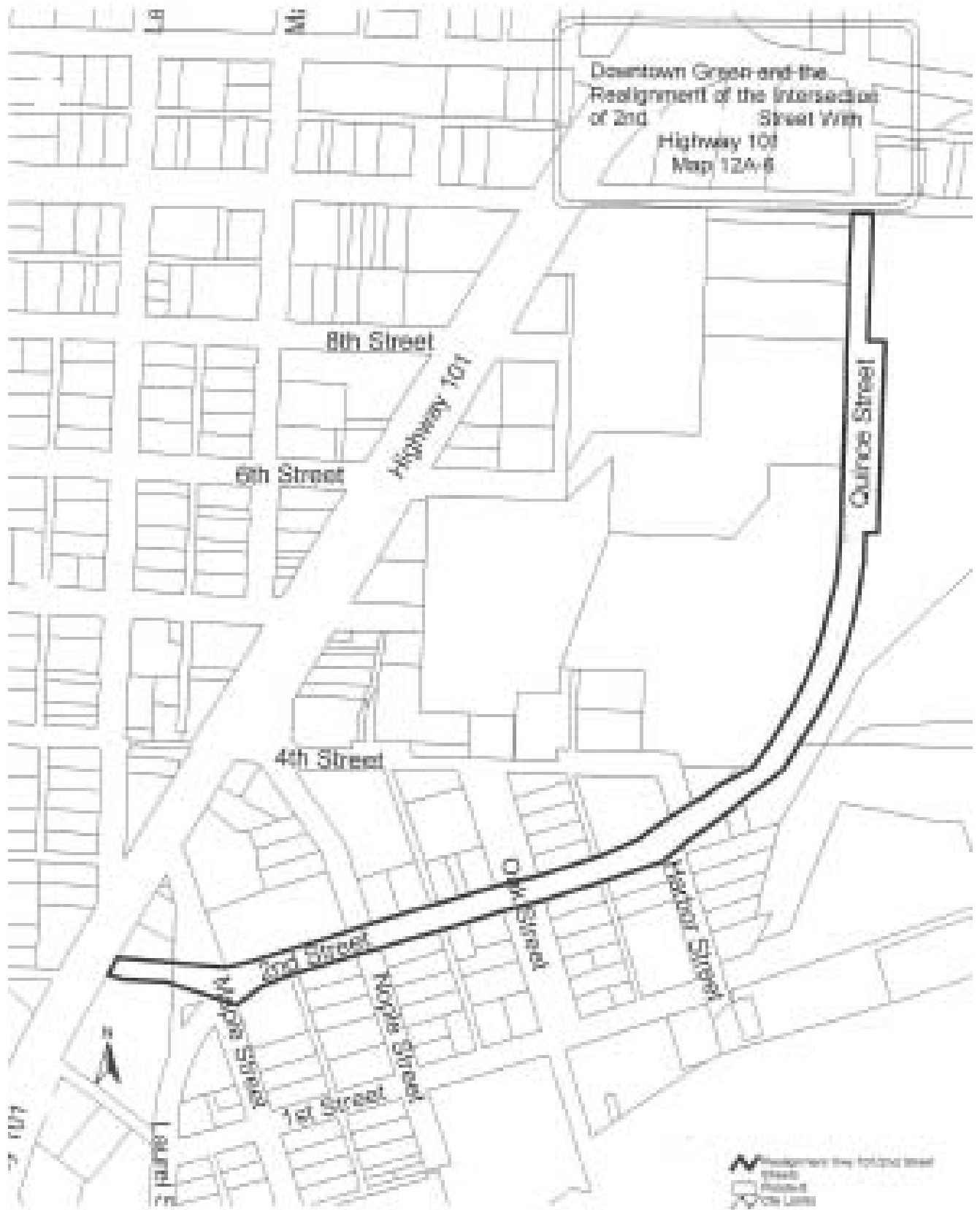














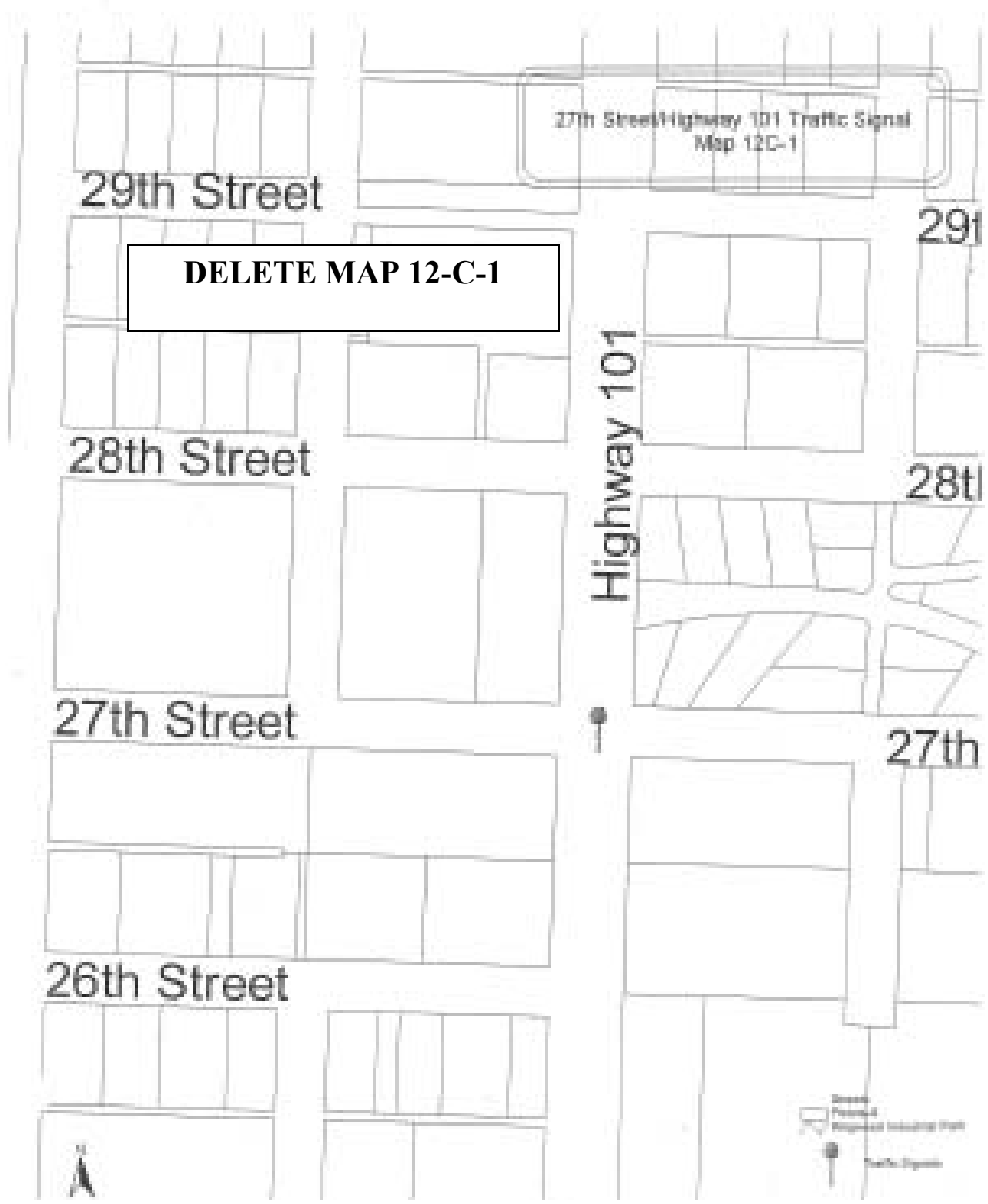


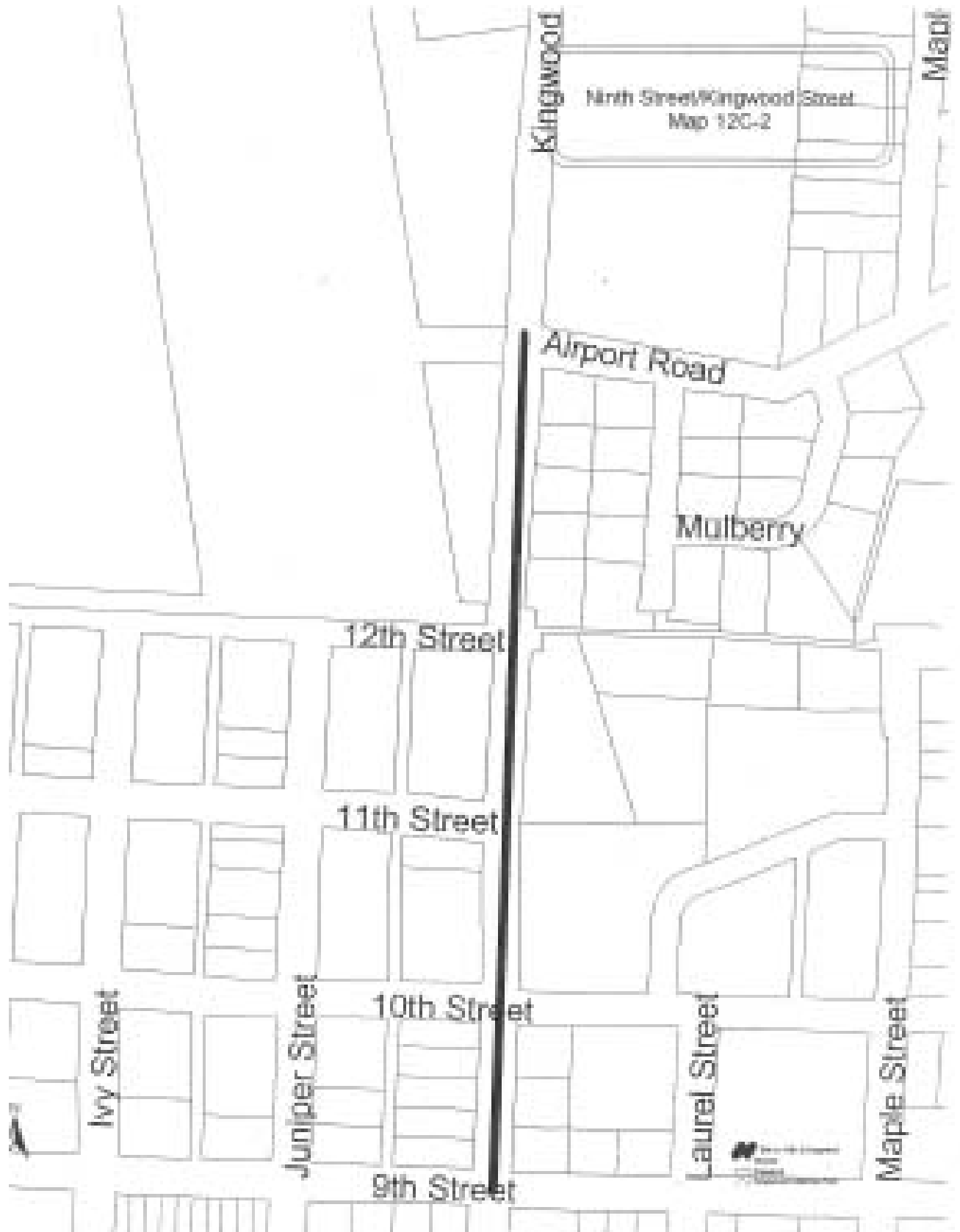












Oak Street Connection  
(15th Street to 21st Street)  
Map 120-1













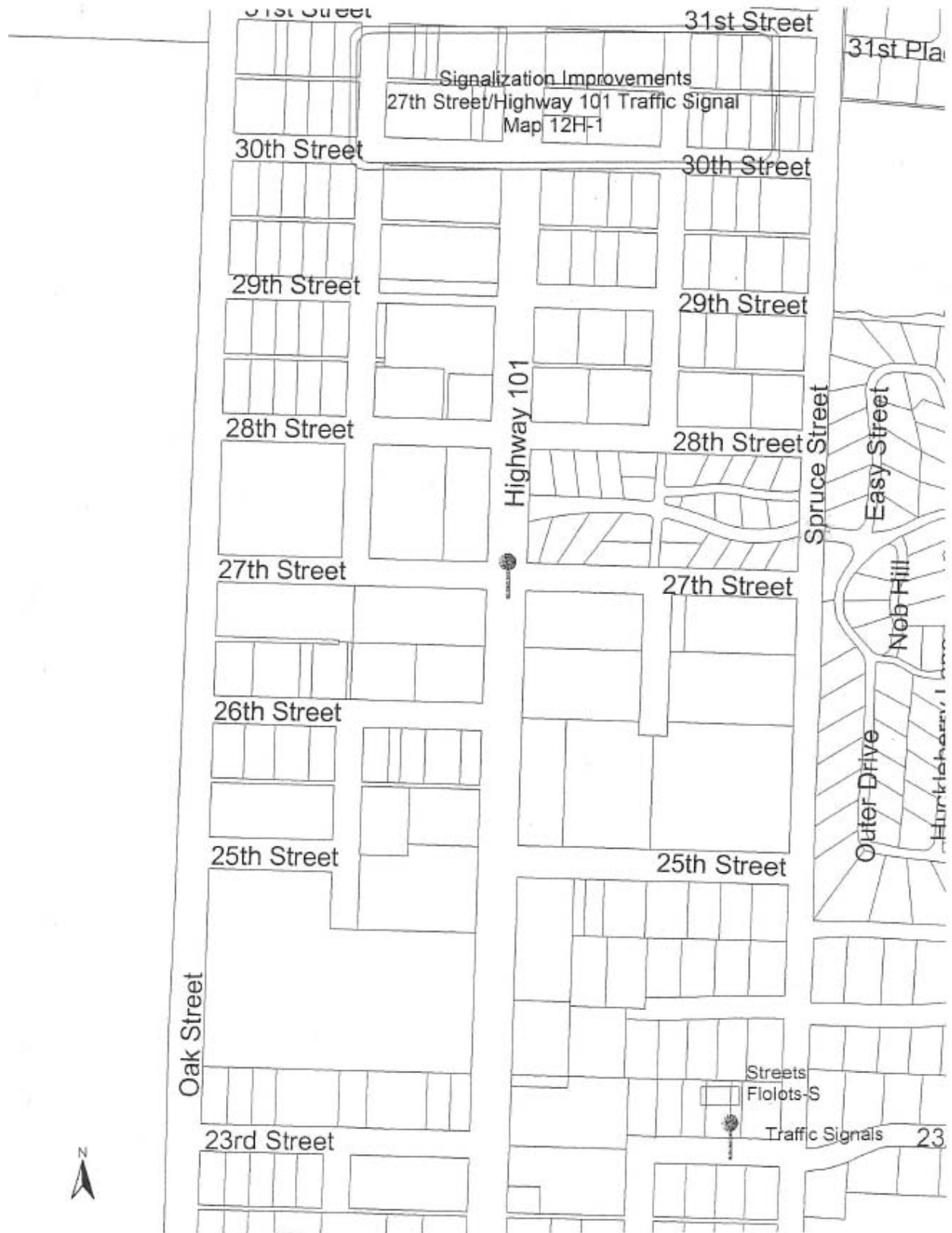










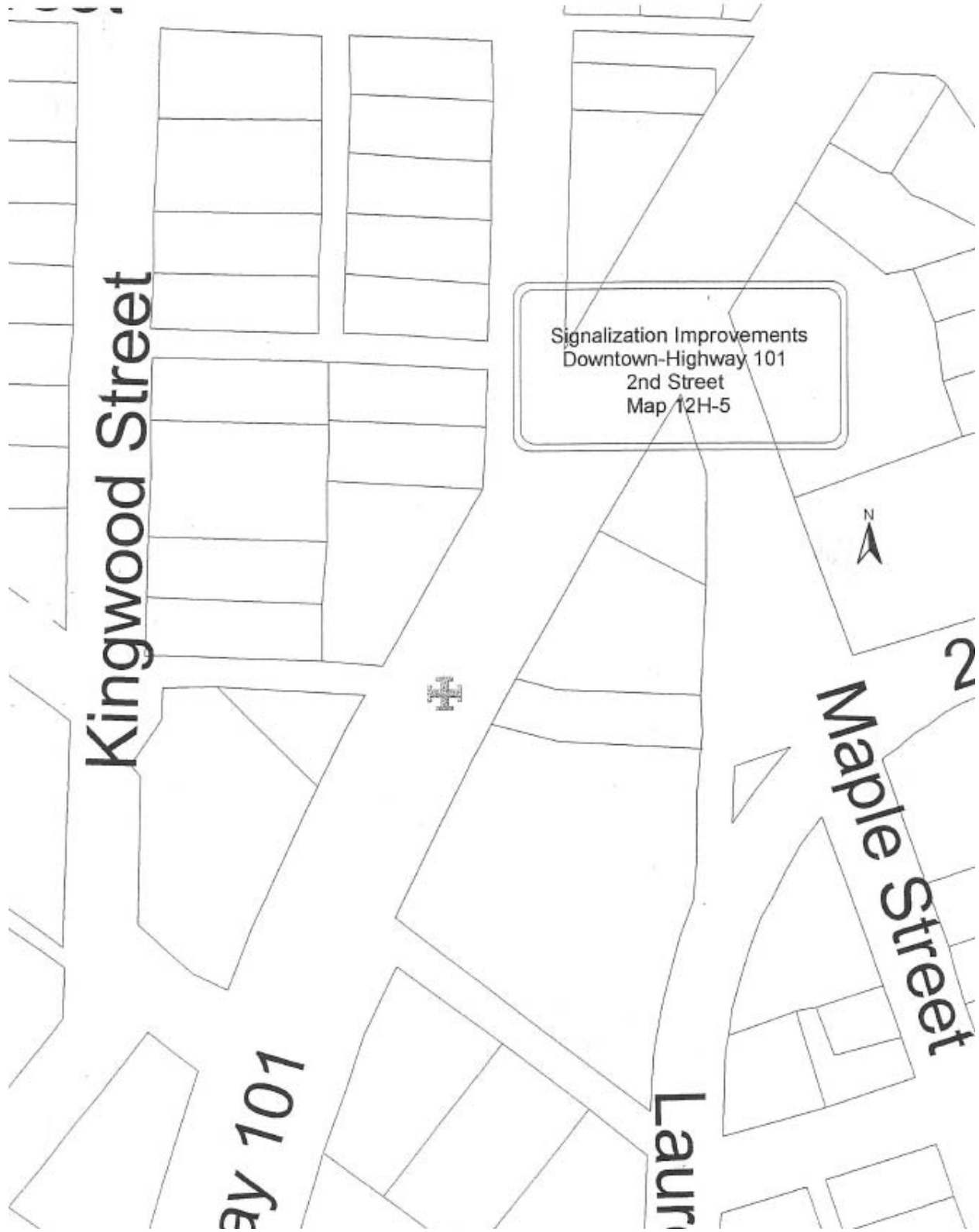








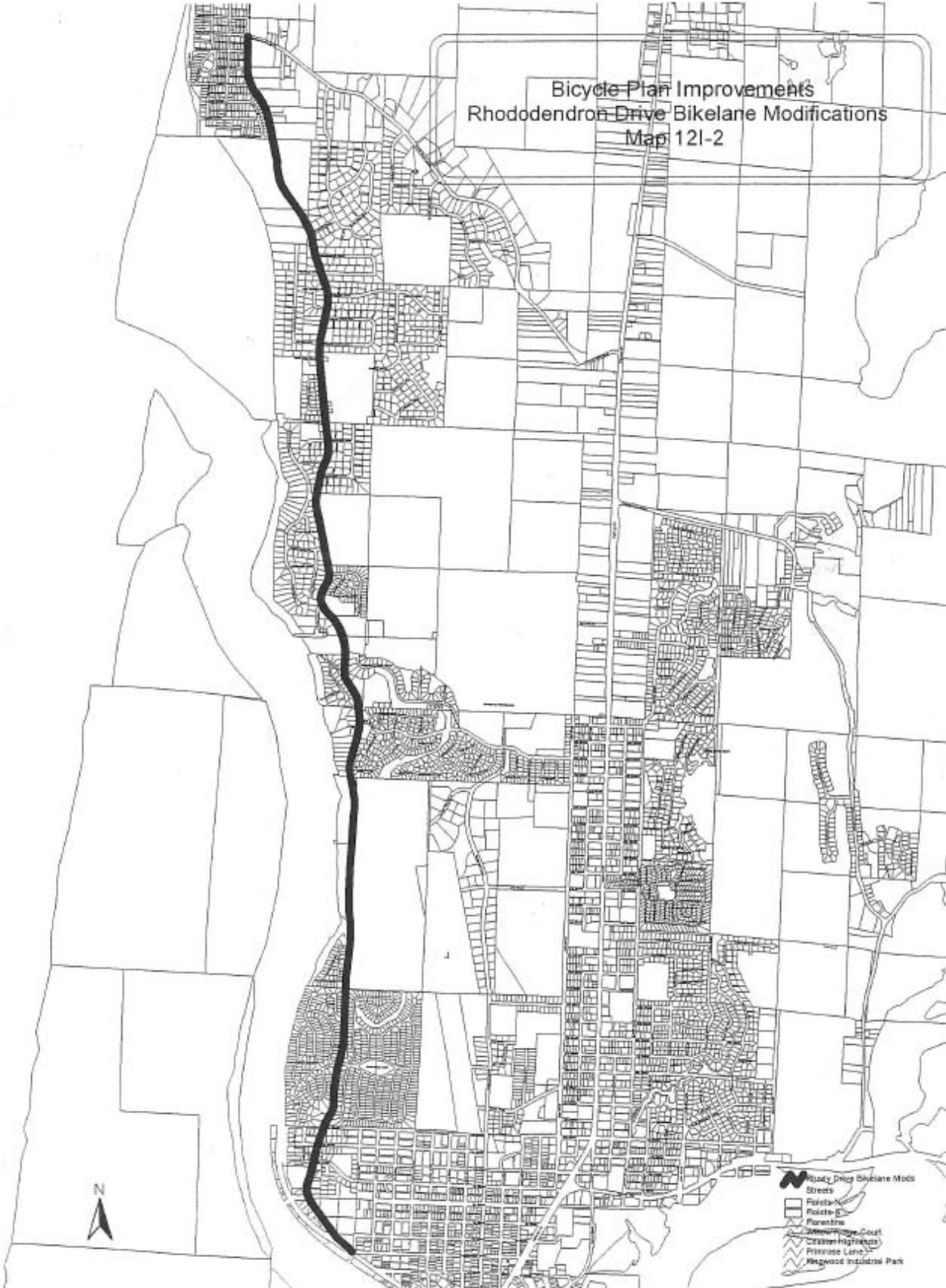




Bicycle Plan Improvements  
Heceta Beach Road Bikeline Modifications  
Map 12I-1

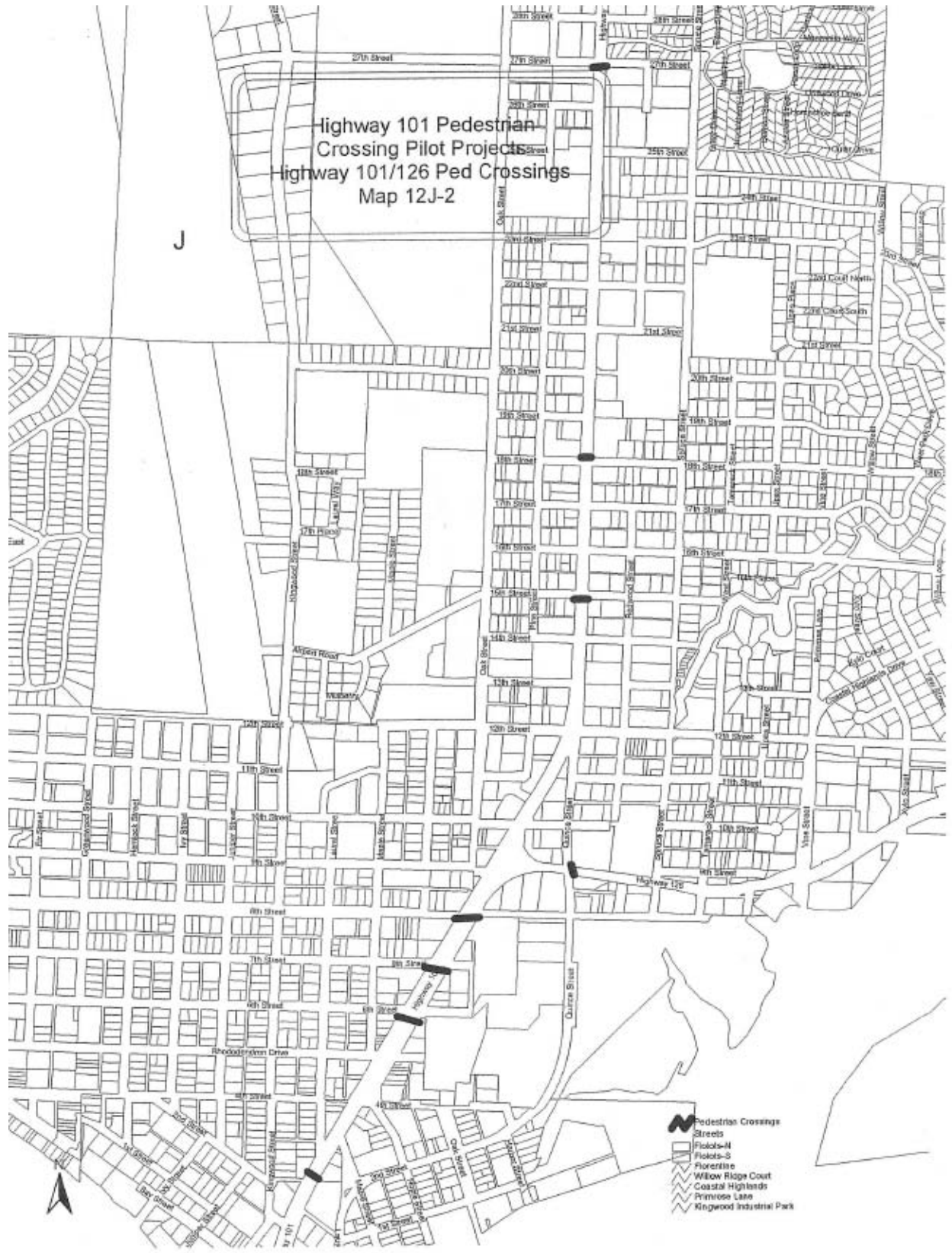


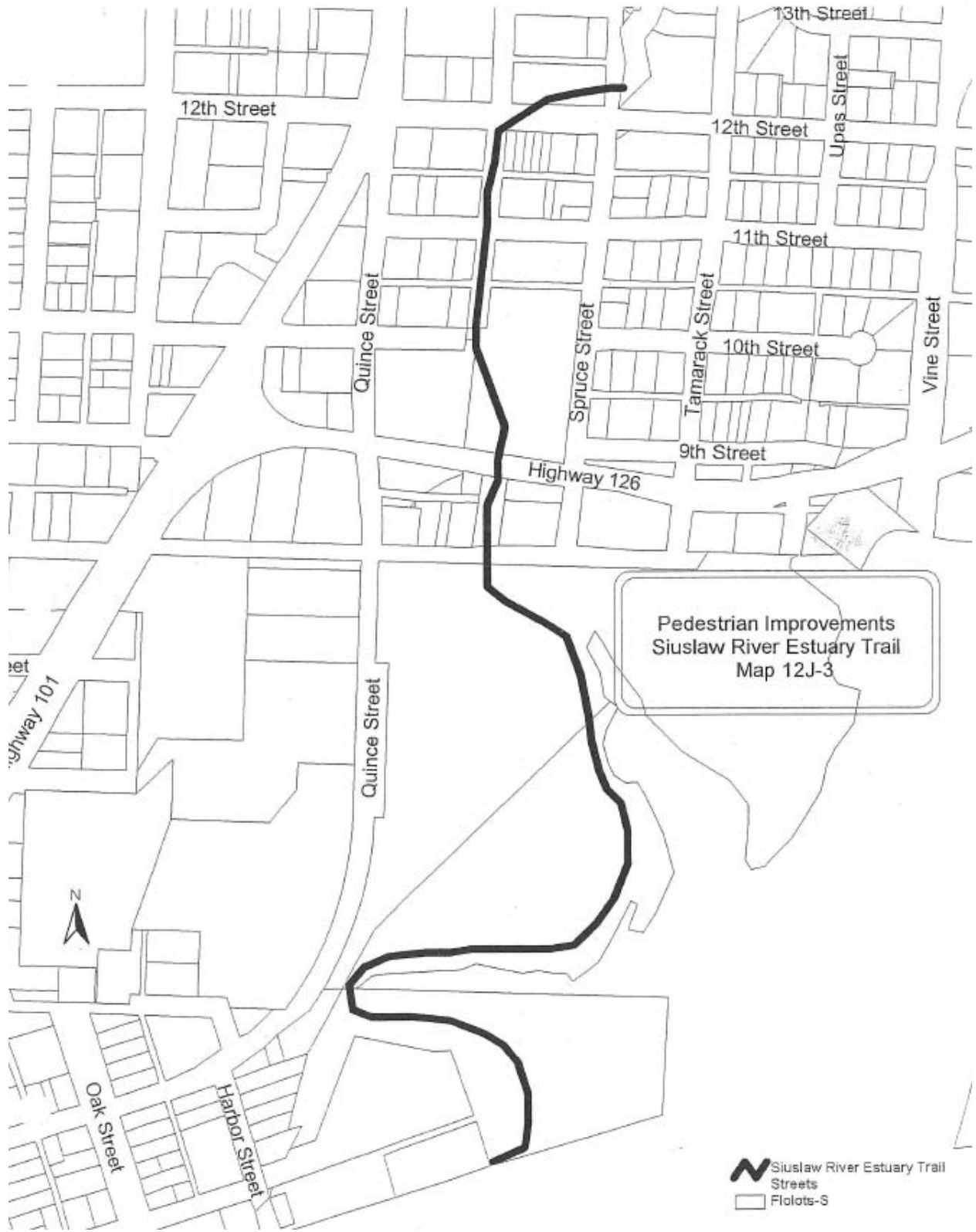
Bicycle Plan Improvements  
Rhododendron Drive Bikeline Modifications  
Map 12I-2









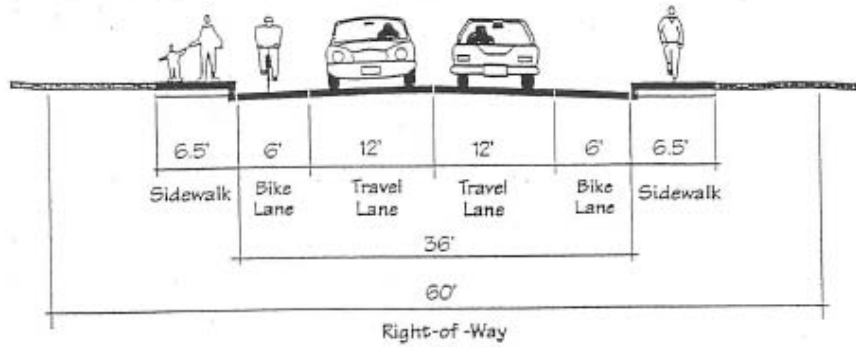




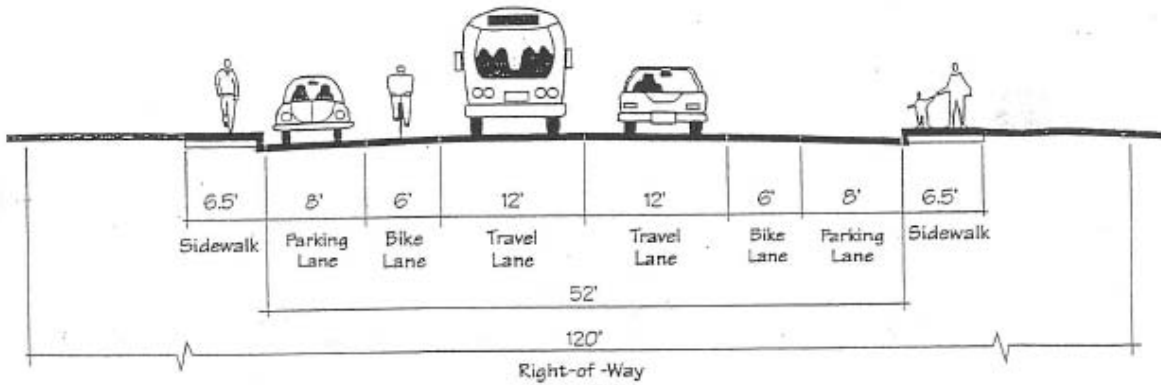


# Arterials

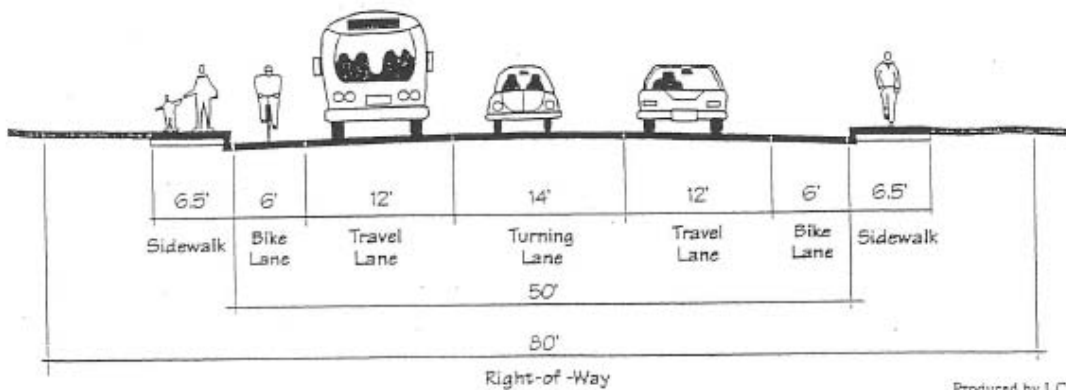
Minimum (no parking)



Maximum (on-street parking allowed)



Typical (with center turn lane)

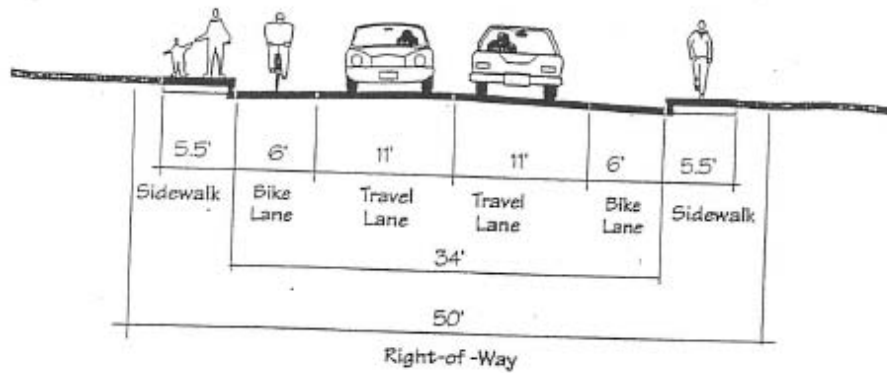


Produced by LCOG, 8/98

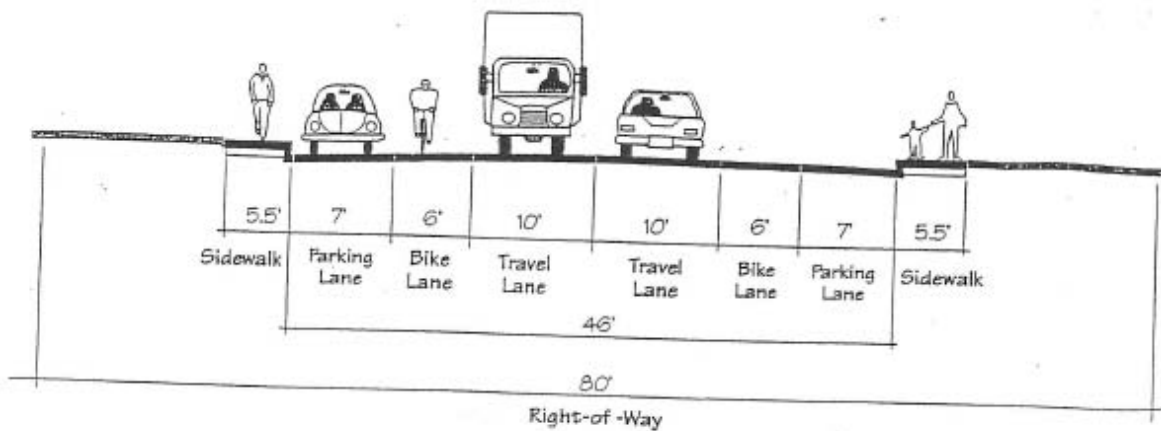
Transportation System Plan  
Figure - 1  
Proposed Street Standards

# Major Collectors

Minimum (with bike lanes and no parking)



Maximum (with bike lanes and on-street parking allowed)



Produced by LCOG, 8/96

## Transportation System Plan

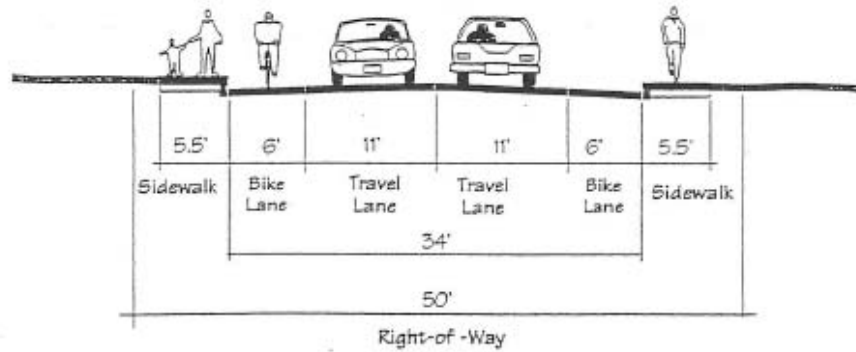
Figure - 2

Proposed Street Standards

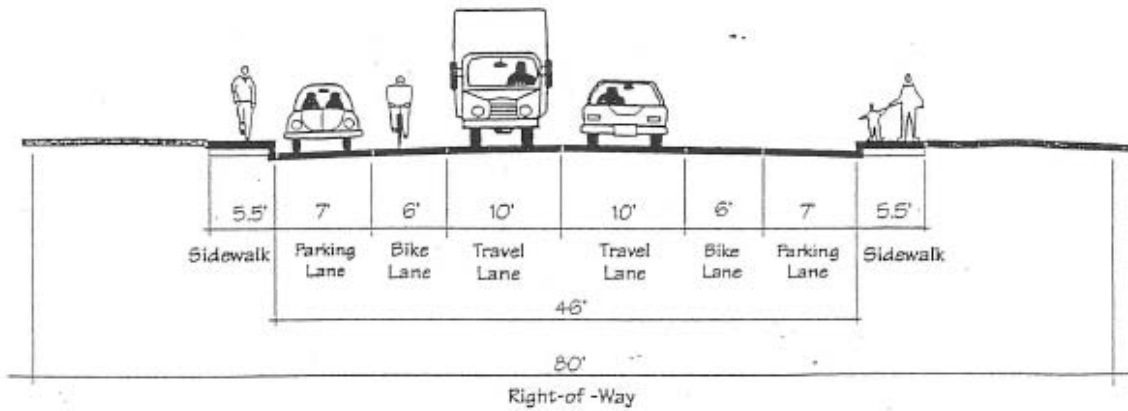
Part

# Minor Collectors

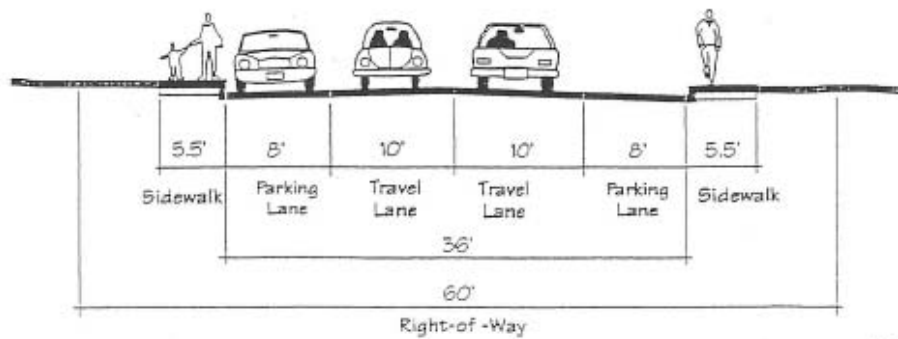
Minimum (with bike lanes\* and no parking)



Maximum (with bike lanes\* and on-street parking allowed)



Typical (without bike lanes)



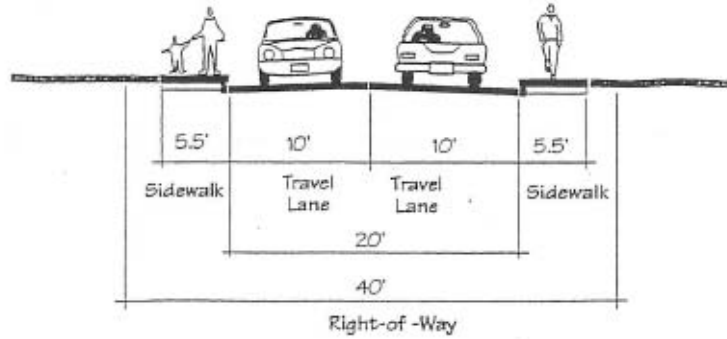
Produced by LCOG, 8/98

\*bike lanes required only if identified in bicycle plan

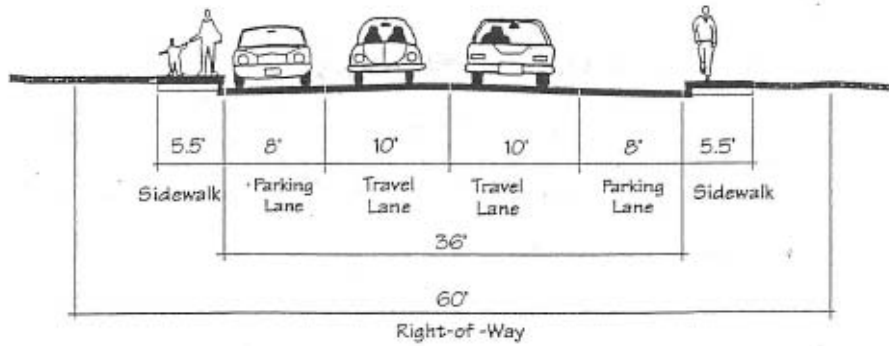
Transportation System Plan  
Figure - 3  
Proposed Street Standards

# Local Streets

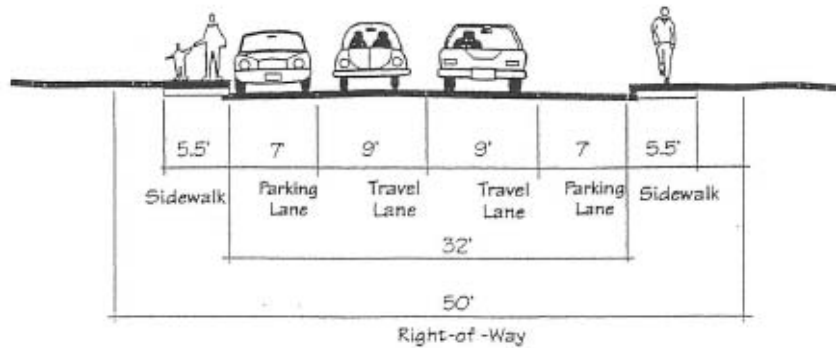
Minimum (no parking)



Maximum (on-street parking)



Typical (on-street parking)



Produced by LCOG, 8

Transportation System

Figure - 4

Proposed Street Standards

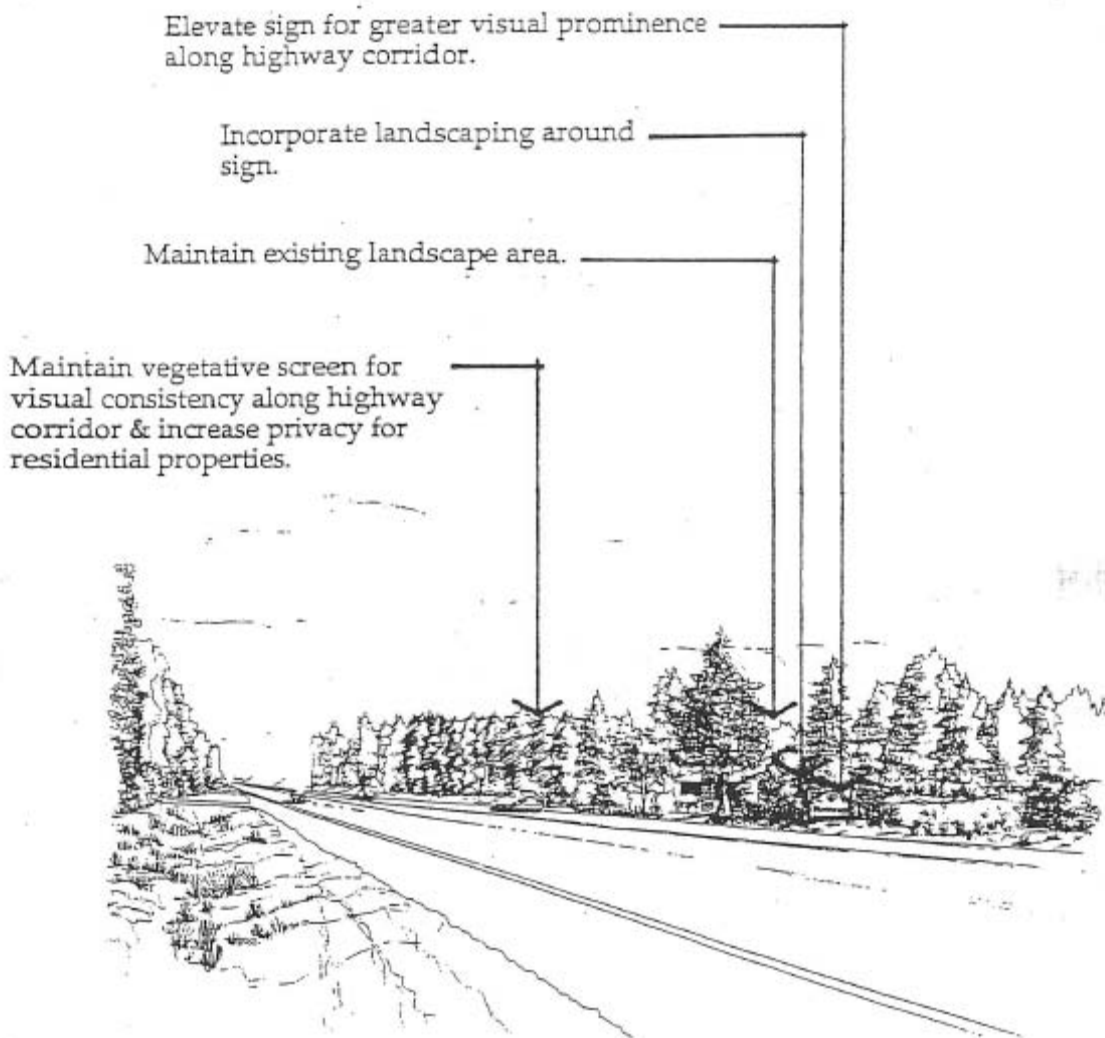


FIGURE 9 – Highway 101 - View southwest to sign location.

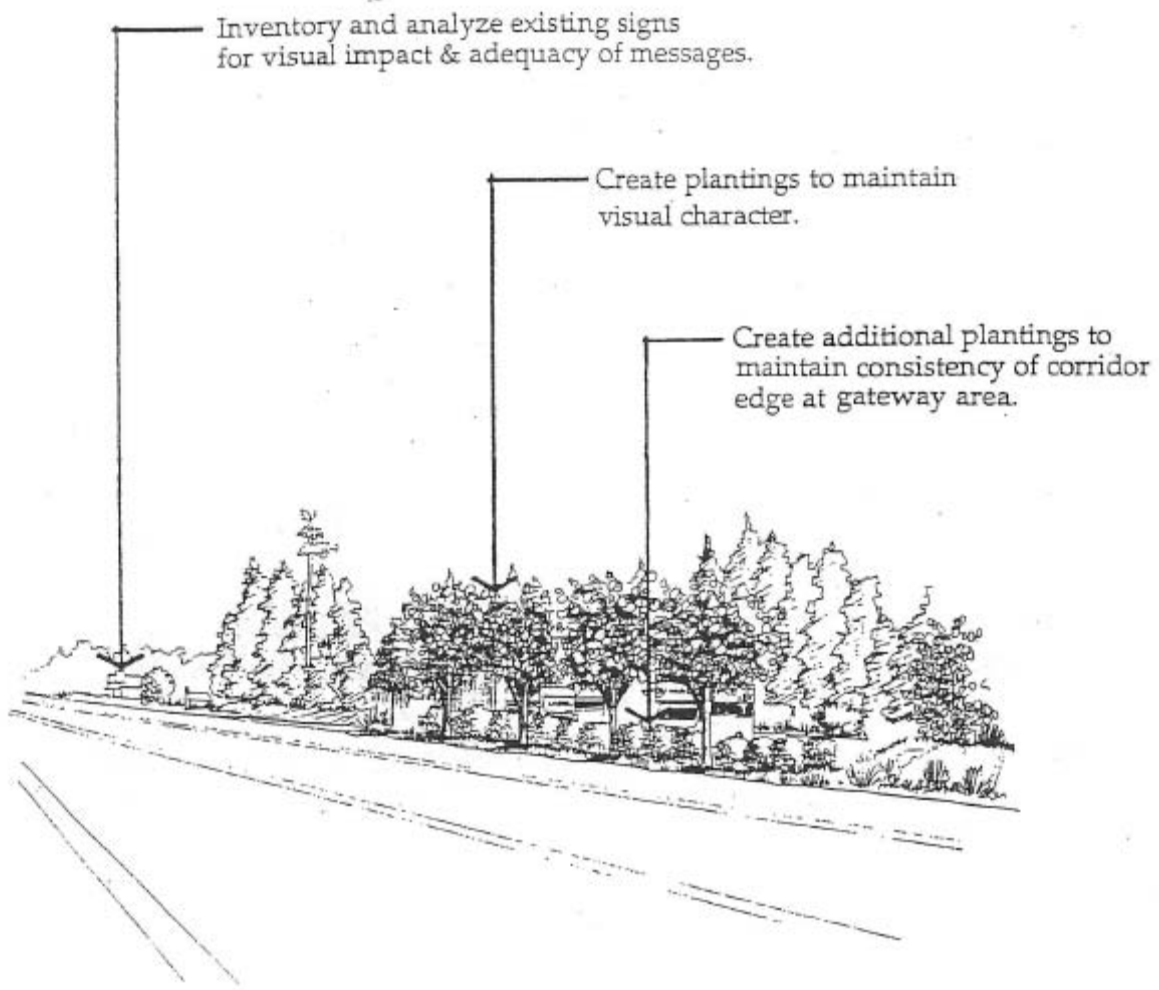


FIGURE 11 – Highway 101 - View northeast to auto-oriented commercial development.

Create "back-drop" planting to strengthen relationship of sign to the immediate vicinity.

Relocate welcome sign to this vacant dune site just west of the existing sign. This location provides the driver with a greater sense of entry & is in an area reflective of the landscape of much of Florence.

See Figure 7 for proposed landscape treatment of auto-oriented commercial property

Create foundation plantings to enhance sign/gateway feature.

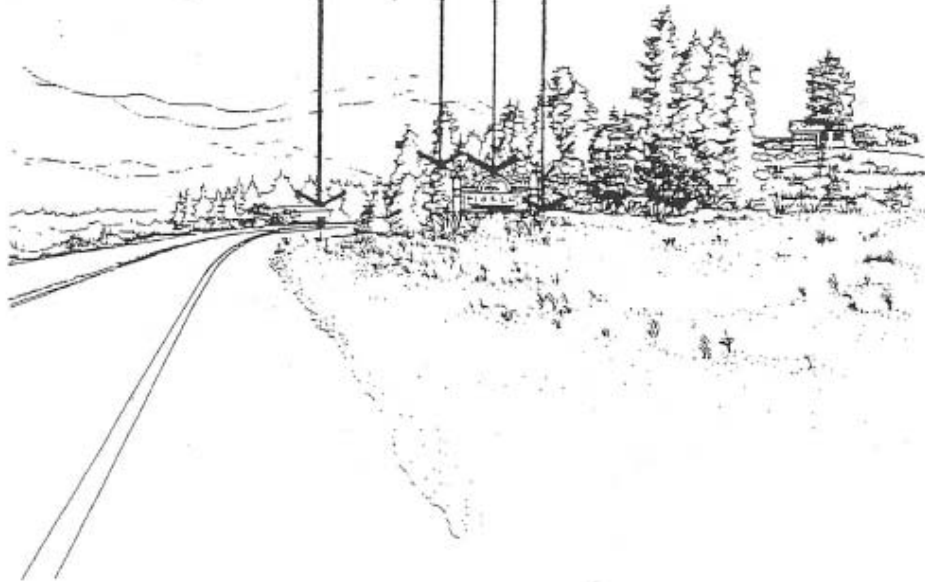


FIGURE 6 – Highway 126 - View northwest to proposed sign location.



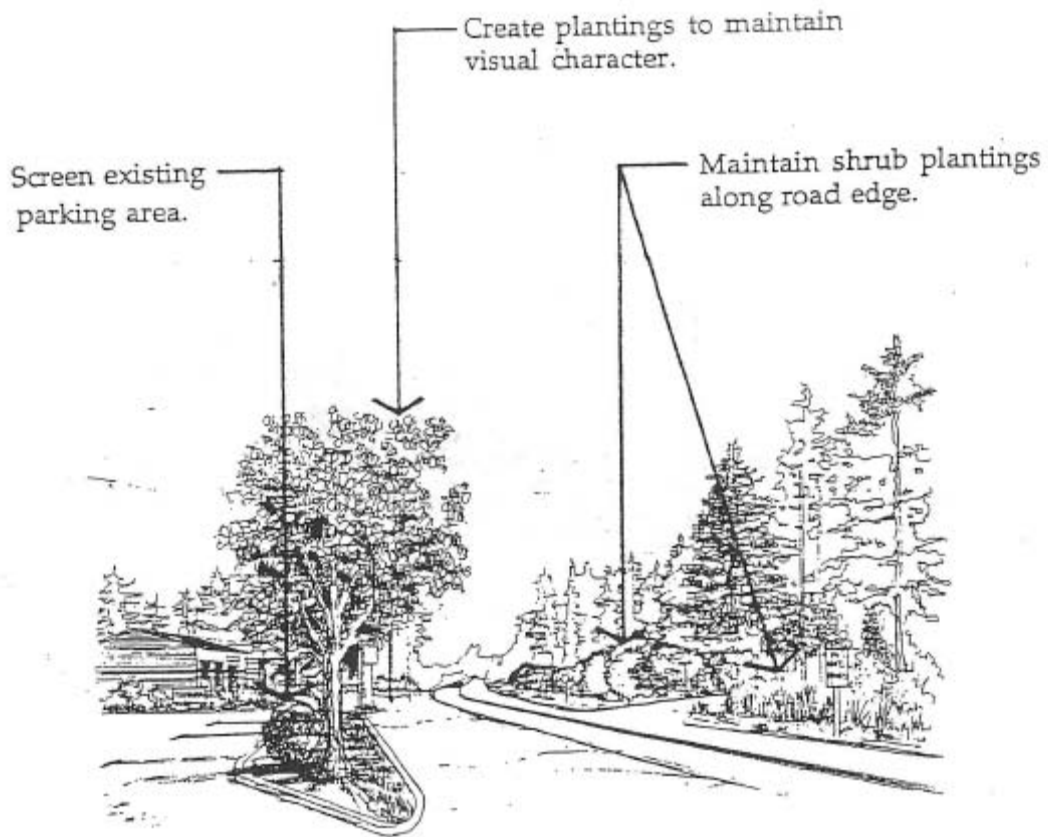


FIGURE 7 – Highway 126 - View southeast to auto-oriented commercial development.

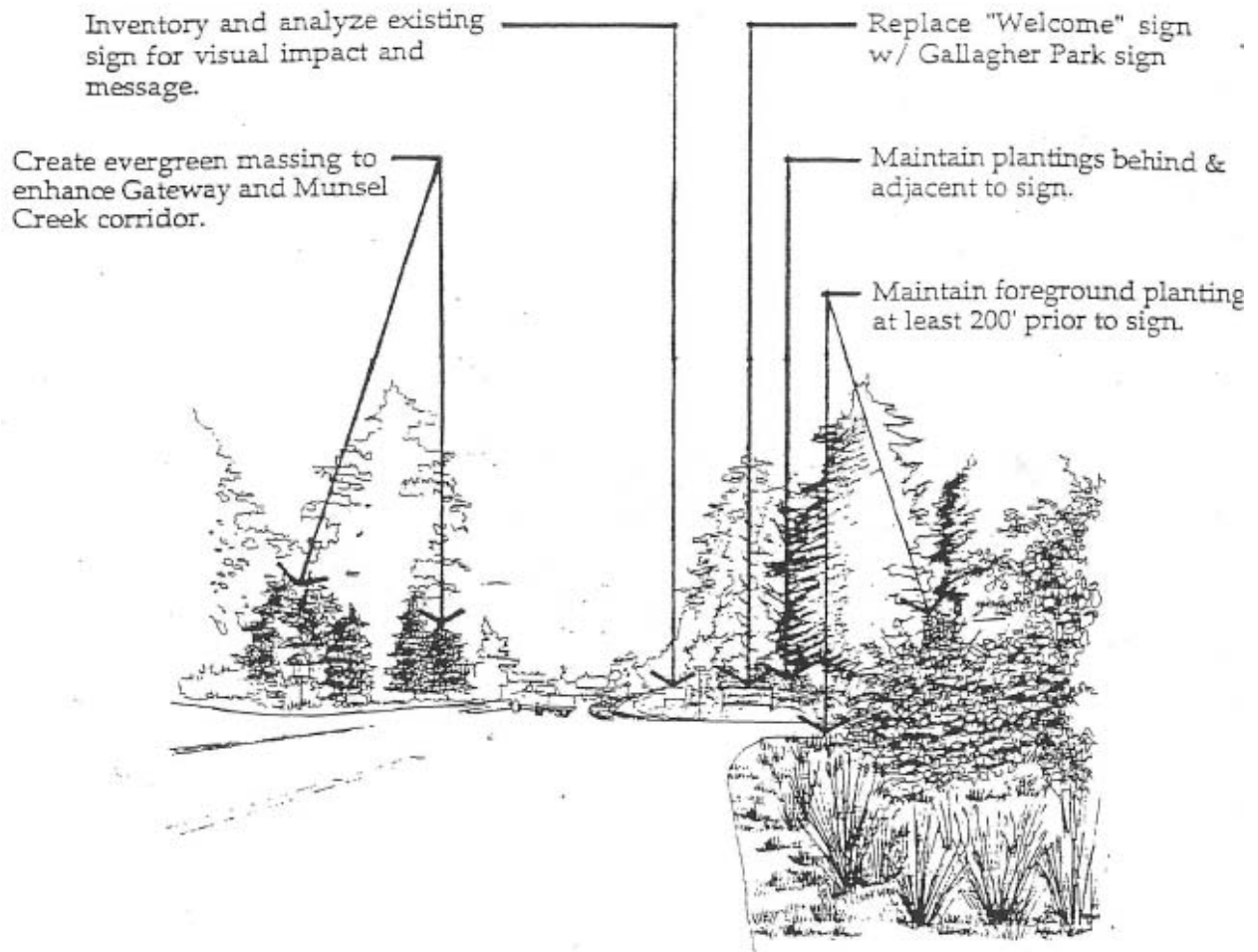


FIGURE 8 – Highway 126 - View west to intersection of Tamarack St. and Highway 126.

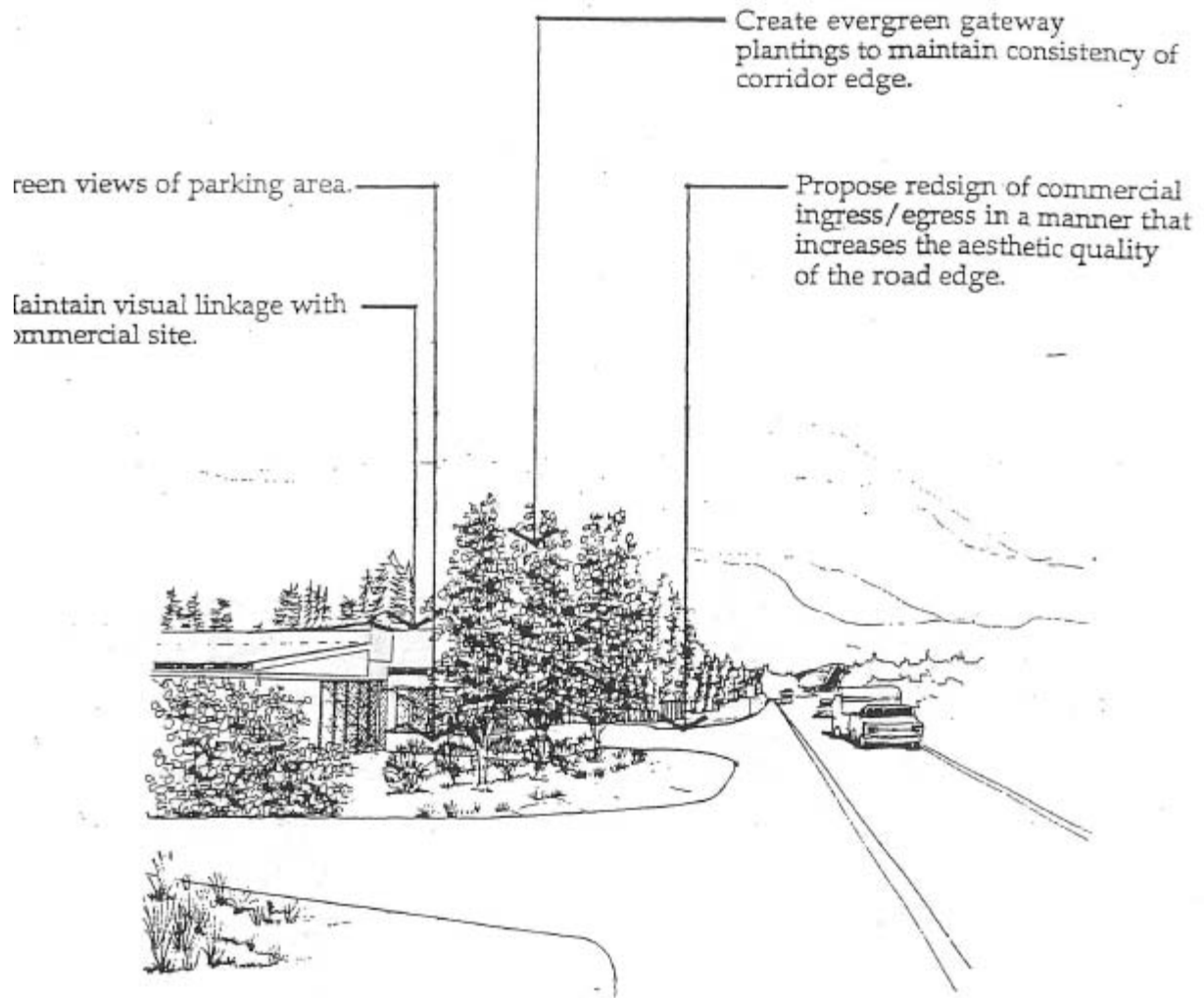


FIGURE 10 – Highway 101 - View northwest to auto-oriented commercial development.

## **Chapter 13**

# **Energy Facilities and Conservation**

### **Goal**

To encourage economical energy systems and conserve energy.

### **Objectives**

1. To encourage the use of renewable energy resources.
2. To promote land use development and transportation planning policies which will conserve energy.

### **Policies**

1. Energy conservation shall be considered when services are extended and public facilities are upgraded.
2. Use of solar, wind and forest waste energy sources shall be encouraged as a means to conserve existing energy supplies.
3. Energy conservation shall be one of the considerations when planning for transportation systems and land use density requirements.

### **Recommendations**

1. Development ordinances should allow for flexibility in design to accommodate solar and wind sources of energy.
2. Solar access rights and opportunities should be protected in new development through use of variable height limits, setbacks, and selective tree removal as appropriate. The siting of buildings should take advantage of good solar exposure wherever possible. The visual impact of solar devices should be minimized.
3. Wind energy devices should be allowed and encouraged in areas where visual and noise impacts can be kept to a minimum and where there is no chance for accidental contact with existing overhead lines.
4. Buffers of trees and foliage provide a natural windbreak which acts to conserve energy. These benefits should be considered before removing vegetation wherever residential development is planned.
5. Continued dredging of the channel of the Siuslaw River should be aggressively pursued for the economic and recreational benefits to the community.

6. The increased use of new, energy producing products from woodwaste should be encouraged.
7. High Voltage, overhead power transmission lines should be discouraged from passing through residential neighborhoods until health standards have been established by the US government.
8. Energy facilities such as gas pipelines, wind and solar power facilities, and electric transmission lines which do not significantly affect the public health and safety, air, water or land quality, or wildlife, should be allowed.
9. The conservation, restoration, and rehabilitation of older buildings and neighborhoods should be encouraged.

## **Chapter 14 Urbanization**

### **Goal**

To provide for an orderly and efficient transition from County/rural land uses to City/urban land uses.

### **Policies**

1. Conversion of lands within the UGB outside City limits shall be based on consideration of:
  - a. Orderly, economic provision for public facilities and services.
  - b. Availability of sufficient land for the various uses to insure choices in the market place.
  - c. Conformance with the acknowledged City of Florence Comprehensive Plan.
  - d. Encouragement of development within urban areas before conversion of urbanizable areas.
  
2. Establishment and change of the UGB shall be a cooperative process between the City and the County. Boundary changes shall be considered only on an annual basis. Applications for boundary changes shall include documentation that the following criteria are met:
  - a. The proposed change provides for a demonstrated need to accommodate long-range urban population growth requirements consistent with LCDC goals.
  - b. The proposed change is based on a demonstrated need for housing, employment opportunities and livability.
  - c. The proposed change is necessary for, and/or will not hinder, orderly and economic provision for public facilities and services.
  - d. Maximum efficiency of land uses within and on the fringe of the existing urban area has already been provided for, and the boundary change will continue to provide maximum efficiency of land use.
  - e. An environmental, energy, economic and social consequences analysis has been performed showing that the land is suitable for urbanization at City land uses and densities and that the annexation will be cost-effective for the City.
  
3. Annexed properties shall pay systems development charges as required by City Code.

### **Recommendations**

1. The City should work with DEQ, property owners and the County to develop an orderly plan for annexations due to failing on-site sewage systems. Such plans should be coordinated with the construction of the City's sewer interceptor line to the Heceta Beach Road

area, and any necessary pump station installations or improvements. On-site sewage systems should be properly decommissioned upon annexation.

2. Agreements for the eventual upgrade of public facilities to City standards should be made with all interested parties prior to annexation.
3. Annexed lands should be zoned according to the zoning district corresponding to the residential designation shown on the City's Comprehensive Plan for those lands.
4. The City and Heceta Water District must negotiate an agreement for the provision of water following annexation.
5. An agreement for the provision of fire and rescue service following annexation should be executed between the City and the Siuslaw Rural Fire Protection District #1.

## **Background**

In simple terms, an urban growth boundary (UGB) is the outer limit of urban development that can occur during the 20-year planning period. The UGB consists of land inside the city limits which is the urban area and land outside of those limits which is reserved for expansion of the urban area over time. Land outside city limits is typically not served by public utilities and public services until annexation occurs. It is said to be "urbanizable".

However, almost all of the UGB lands outside the city limits are, or can be, served by Heceta Water District. Provision of municipal water has allowed lot sizes in the range of 1/3 acre or less, subject to approval of on-site sewage treatment facilities. Because of the high seasonal water table in some of this area of newer development, there are failing on-site sewage disposal systems. While some of these lots are vacant, and some are large enough to be partitioned upon provision of municipal sewer, much of this area will remain large lot residential, at least during the 20-year planning period. Since the City has few areas of large lot residential development, annexation of these already developed areas will continue to provide for a range of housing types and costs within the City.

Lots in the area of the far northwest part of the UGB are smaller, and are developed with small, older vacation cottages, many of which have older, failing on-site sewage disposal systems. While some new development, and upgrades of older cottages has occurred, provision of municipal sewer is likely to result in major upgrading or redevelopment of many of these sites due to their proximity to the ocean.

Florence's existing UGB has amply accommodated Florence's urban growth needs for nearly two decades. The UGB is depicted on the Comprehensive Plan Map (Map 2-1). Lane County has regulatory jurisdiction over Florence's urbanizable lands, therefore a successful partnership between the County and the City is key to the integrity of the Florence Comprehensive Plan. The City and the County have signed a *Joint Agreement for Planning Coordination Between Lane County and the City of Florence*, effective February 21, 2002, that applies to development within the UGB, as well as to an Area of Interest outside the UGB. The Area of Interest is shown on Map 14-1. The Agreement is included in Appendix 14 of this Plan.

As part of periodic review, Oregon law requires the City and the County to ensure that the UGB contains a 20-year supply of buildable lands. To make that determination, population projections are prepared and then translated into expected housing needs based on household size, vacancy rates and income levels. An inventory of vacant and under-utilized lands within the UGB is then completed. Discounting from the total all environmentally constrained lands, a match of housing needs and buildable lands is made. If sufficient land is not available to accommodate the 20-year projected demand, the UGB is typically adjusted outward to obtain a sufficient supply. In addition, development densities inside the UGB can also be increased through regulatory, incentive and other means to allow for more efficient land utilization, often minimizing the UGB expansion.

Appendix 14 presents the above-described analysis conducted in 2003 and adopted by the City Council in March, 2004. The study, the *Florence Residential Buildable Land Analysis*, concluded that there is a sufficient supply of residential land to meet the housing needs within the Florence UGB to the year 2025. A discussion of this analysis is contained in Chapter I, Introduction, Population; and Chapter 2, Land Use, Residential.

As part of Periodic Review of the Florence Comprehensive Plan in 2002, the UGB was expanded to the northeast to accommodate land near Munsel Lake, and expanded to the southeast to accommodate a second 80 acres of the Ocean Dunes Planned Unit Development. These expansions were approved by Lane County and acknowledged by the Oregon Department of Land Conservation and Development (DLCD). The UGB, as revised, is shown in the Comprehensive Plan Map 2-1. The City's required economic, social, environmental and energy (ESEE) analysis of these expansions can be found in Appendix 14 of this Plan.

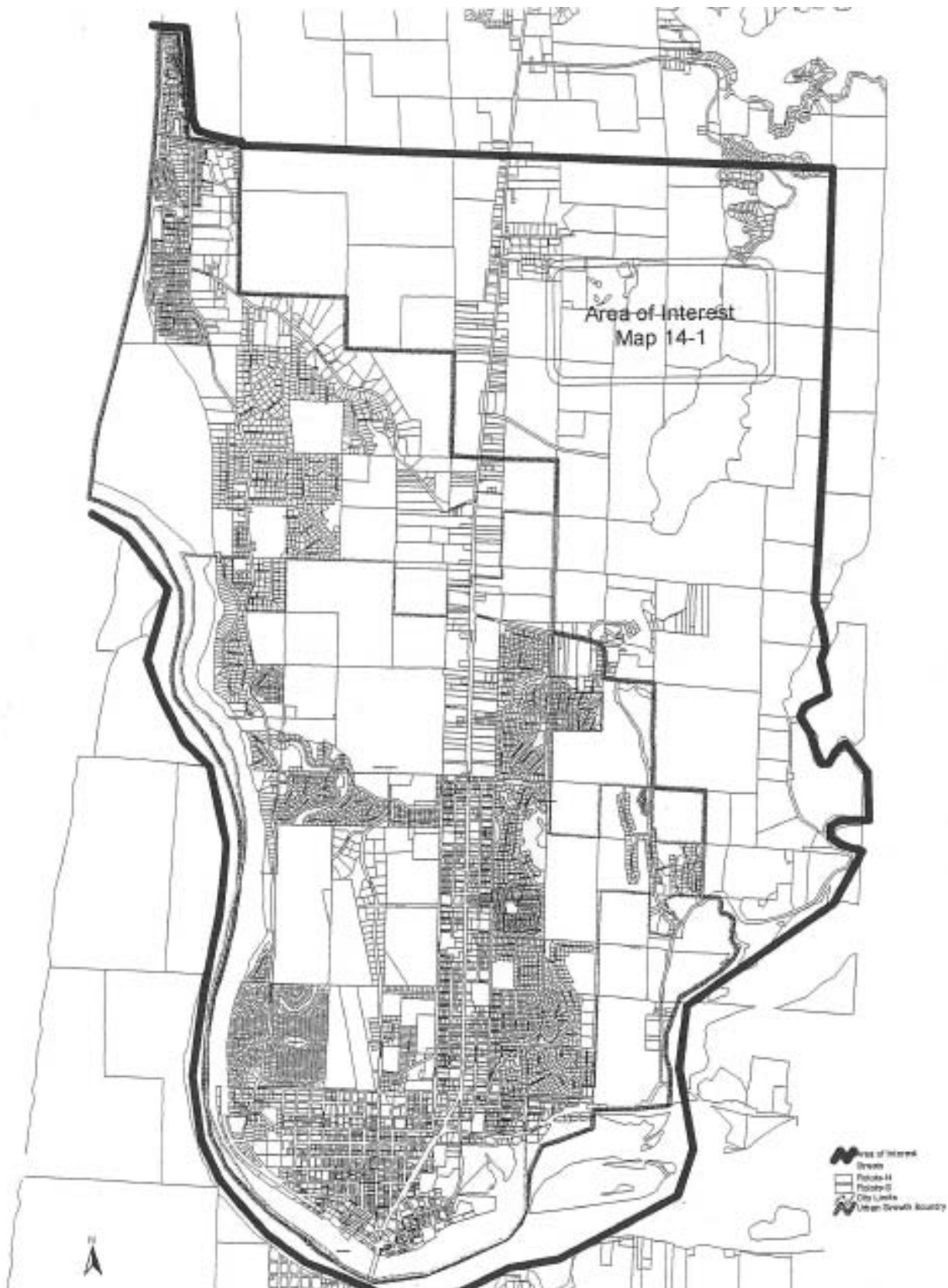
The Munsel Lake adjustment was made to address several important infrastructure and environmental issues. First, Munsel Lake Road, a County maintained road, runs through the area proposed for the UGB addition. Lane County desires the City to assume maintenance of this street, therefore it should be within City boundaries. Secondly, to serve lands within the current UGB, a sanitary sewer force main would need to run outside of the UGB, following Munsel Lake Road, to an interceptor proposed for Highway 101 to the west. However, such utility extensions outside a UGB are not encouraged by the State.

The 80-acre Ocean Dunes adjustment addresses a jurisdictional issue and a transportation issue. The Ocean Dunes residential planned unit development lies within city limits and benefits from public services. It includes an 18-hole public golf course that provides recreational opportunities to the City in addition to providing residents with golf course frontage lots. However, part of the Ocean Dunes golf course is located in Lane County, outside the UGB. Development of the golf course community often requires the developer to satisfy both the City and the County, each with their own regulatory procedures and priorities. Adding these 80 acres to the UGB will bring the entire Ocean Dunes development into the UGB, and most likely into the City upon annexation. Increased opportunities for residential golf course frontage lots will also occur in Florence through this UGB expansion and annexation, thereby adding to residents' housing choices and further promoting the tourist and retirement industries upon which Florence depends for economic development.



An added benefit of this adjustment should be the public right-of-way gained for an east-west street within Florence providing a much-needed alternative connector between Highway 101 and North Fork Road. Such street right-of-way should be requested of the landowner for dedication as part of future annexation or subdivision approvals. The Transportation Systems Plan provides a detailed discussion of this improvement and possible public street alignment.

During Periodic Review, consideration was given to including in the UGB the “Hatch Tract,” an area adjacent to the southern edge of the Ocean Dunes UGB expansion area. This UGB expansion was not approved. This consideration was in response to the pending location of a casino in the area by the Confederated Tribes of Coos, Lower Umpqua and Siuslaw Indians. According to the December 2001 U.S. Department of Interior Memorandum regarding the Confederated Tribes of Coos, Lower Umpqua and Siuslaw Indians vs. Babbit, the location of the casino was outside City jurisdiction to decide. The City did proceed with a Comprehensive Plan amendment that would have allowed the extension of wastewater service to the casino outside the UGB, but that amendment was found by the Land Use Court of Appeals to be inconsistent with Statewide Planning Goals and was never finalized. The casino property on the “Hatch Tract” is not within the Florence UGB and the City has no plans to extend services or facilities to the site.





# **Chapter 15**

## **Willamette River**

**(Not Applicable to Florence)**



# **Chapter 16**

## **Estuarine Resources**

### **Siuslaw Estuary and Shorelands**

#### **Objectives**

1. To improve management of the estuarine resources and conserve and enhance the natural resource values of the estuary.
2. To increase understanding of the natural and economic values of the estuary and their usefulness to man.
3. To improve and diversify the economy of the Siuslaw River region.
4. To reconcile conflicting estuarine uses.
5. To classify the estuary and shorelands into management units for planning purposes in order to establish policies and priorities for the uses of the estuary.
6. To maximize the opportunities for use of the estuary as a primary mode of transportation.

#### **Policies**

1. The *Lane County Coastal Management Plan*, (Appendix 16-1) and amendments shall serve as the definitive document for actions related to Goal 16 Estuarine Resources.
2. Should any conflicts exist between these general policies relating to the Siuslaw Estuary and Shorelands and those policies relating to specific management units, the policies relating to the specific management units shall prevail.
3. Restoration of areas of heavy erosion and sedimentation which have an adverse effect on the quality of the estuarine system or which are threatening existing man-made development is allowed and encouraged where permitted in the applicable management unit. Non-structural treatment, such as bank shaping, vegetation, or sand nourishment shall be preferred over structural protection, such as revetments, bulkheads or groins. Structural controls shall be allowed if conditions warrant.
4. It is essential to the economy of the Siuslaw River region that adequate dredged material disposal sites shall be provided and protected for the entire estuary in order for navigation to continue.
5. In order to protect the navigability of the river, sites (with the exception of designated “stockpile” sites) included in the adopted Dredged Material Disposal Plan shall be retained for that use until such time as the filling capacity has been reached, such determination to be based upon recommendation of the Army Corps of Engineers and other in-

terested agencies and persons, or the site is removed in an adopted, revised Dredged Material Disposal Plan. The removal of any applicable dredge material disposal site protection overlay zoning shall require positive findings by the City that one or both of these conditions are met, following public hearing. Following removal of such zone the permitted uses on the site will be the same as those allowed in the underlying zoning district. Rezoning of the underlying zoning district may be considered at the same time as removal of the overlay zoning, in accordance with other applicable plans.

6. Temporary use of dredged material disposal sites shall be permitted, providing no permanent facilities or structures are constructed or no man-made alterations take place which would prevent the use of the land as a disposal site, and the use is consistent with other policies contained in the Comprehensive Plan and Zoning Ordinance.
7. Sites designated for “stockpile” use, where the spoils will be hauled away and the site used again for spoils, shall be retained and designated as a disposal site until such time as an appropriate alternative for disposal is designated and the “stockpile” site is deleted in an adopted, revised Dredged Material Disposal Plan for the estuary.
8. Federal and state water quality standards shall be considered during all phases of dredged material disposal activity.
9. Existing uses and activities shall be allowed to continue in shorelands M.U.’s.
10. Water related and non-dependent/non-related uses not requiring fill (e.g. on pilings) shall be allowed in development management units on a conditional basis, when the use is consistent with the resource capabilities of the area and the purposes of the M.U.
11. The placing of riprap in development M.U.s shall be allowed to protect an existing or permissible use when nonstructural solutions are inadequate and adverse impacts are minimized. Riprap may be placed in conservation M.U.s subject to the above findings and when it is consistent with the resource capabilities of the area and the purpose of maintaining conservation M.U.s.
12. The City supports the construction of a marina at the North Jetty, contingent on the Port meeting the requirements of state and federal agencies and the criteria required for major dredging. When these plans are sufficiently developed, the City recognizes that an exception to Goal 16 must be taken. Should the marina be developed, support facilities and related commercial facilities shall be limited to provision of fuel, minor boat repairs, bait and tackle, off-loading of commercial catch, and other uses essential and directly related to the functioning of the moorage.
13. Groin construction and bank stabilization shall not be permitted in Estuarine Conservation Management Units except to protect a permitted use or public facility otherwise allowed in a Conservation Management Unit, where land use management practices and non-structural solutions are inadequate to protect the area.

14. Upon annexation of any land designated Prime Wildlife in the Coastal Resources Management Plan, the City Code shall be amended to include a Prime Wildlife Shorelands Combining District and the affected properties shall be so designated on the City's zoning map.

## **Recommendations**

1. Dredged material disposal sites should be constructed to allow for proper detention of surface water runoff, to allow settling of turbid water and to provide dikes for controlling the rate of runoff.
2. Timing of dredging activities should take into account the Corps of Engineers guidelines on this subject to avoid interfering unnecessarily with the productive elements of the estuary, such as fish runs and spawning activity.
3. Revegetation of filled disposal sites should occur as soon as is practicable in order to retard wind erosion and to restore wildlife habitat value to the sites. The Port of Siuslaw or Corps of Engineers should be responsible for revegetation projects.
4. The embankment near the mouth of the river (RM 1.5) on the south shore should be watched closely and measures should be taken to halt erosion in this area. A small strip of land behind the foredune, and the foredune, are all that separate the river from the ocean. There is a real possibility of the south spit being breached in this area in the future if erosion continues.
5. The Oregon Dunes National Recreation Area and Lane County are encouraged to continue efforts made in the past to stabilize the sand areas along the south bank of the river from the point of stabilization at approximately RM 4.0 to the mouth of the river. The southwest winds continue to move substantial amounts of sand into the river which requires dredging at considerable cost to the taxpayers to keep the channel open. The open dune west of the Highway 101 bridge should not be stabilized, in order that its aesthetic value is retained.
6. In selecting ocean sites for the disposal of dredged sediments, sites that allow for the nourishment of eroding beaches should be preferred when disposal in those areas will not contribute to littoral drift into the area of the Siuslaw navigation channel.
7. Basic biological research and mapping of the benthos and significant characteristics of the Siuslaw should be continued in order to have a better understanding of the productivity of the river and to aid in establishing estuarine mitigation sites. The City should not approve additional studies of the estuary which are conducted at public expense and do not add to the knowledge which is now available.
8. Upland areas which might be appropriate for additional, convenient dryland storage of sport fishing boats should be encouraged in order to minimize the amount of water storage area and water dependent shoreland area used for this purpose in the future.



9. Individual private docks should be discouraged with preference given to docks which will be used for commercial or public recreational uses.
10. The City should continue to monitor areas of severe bank erosion in developed areas to determine whether modifications can be made to Estuarine and Shorelands Management units to facilitate measures to control the erosion.

## **Background**

In 1976, the state adopted four coastal goals in addition to the original 15 statewide land use goals. The new goals contained specific requirements for coastal planning, resulting in the compilation of the *Lane County Coastal Resource Inventory* and the preparation and adoption of a *Lane County Coastal Resources Management Plan* adopted in June 1980, and amended in 1982, 1983 and 1991. A separate study, the *Siuslaw River Dredged Material Disposal Plan*, adopted in 1978, provides for disposal sites, and policies for managing disposal of dredged materials from channel maintenance activities. Both plans are included in Appendix 16 of the Plan to provide detailed guidance for Goal 16 related activities.

Consistent with Goal 16 requirements and the designations of the Siuslaw River as a Shallow Draft Development Estuary, the *Coastal Management Plan* classified estuarine areas as either Natural, Conservation or Development Management Units.

The Natural Management Unit is designated to assure the protection of significant fish and wildlife habitats, the continued biological productivity within the estuary, provide for educational and scientific needs and to maintain a level of diversity essential to provide for a long-term, dynamic ecosystem which can withstand a variety of pressures. All major tracts of saltmarsh, tideflats and eelgrass and algae beds will be found in this MU, as they are the areas of primary biological productivity without which the health of the entire estuary could not be maintained.

Uses within the "Natural" MU shall be of a low-intensity, undeveloped nature stressing minimal human impact. Recreational clamming and fishing are examples of acceptable uses within this MU.

The primary purpose of the Conservation Management Unit is preservation of long-term use of renewable resources which do not require major alteration of the estuary. The majority of the Siuslaw River estuary is included in this MU to reflect the predominately rural, sparsely developed nature of this estuary.

Although certain commercial and recreational uses may be consistent with the resource capabilities and purpose of this MU, each proposal will be evaluated on its potential for maintenance and enhancement of biological productivity.

The Development Management Unit provides for navigational, public, commercial and industrial water-dependent needs. The dredged navigation channel and the jetties are designated Development MU essentially responding to the existing situation. It will be necessary to effect a plan amendment for future uses requiring a Development designation.

Developmental activities can and have produced adverse effects on the Siuslaw Estuary. Sedimentation resulting from logging practices contributes to sedimentation of the dredge channel, necessitates more frequent dredging and adds to the turbidity of the water. Conversely, bank and streambed erosion can result when flow is constricted through the emplacement of bridge supports. In addition, industrial or residential development can cause further chemical and biological changes in the estuary.

When considering further development along the estuary, it will be necessary to review the individual and cumulative effects to determine further impacts both on the natural systems and the local economy.

The *Coastal Management Plan* also establishes Shoreland Management Units, of which only three are applicable within Florence and its UGB. These are:

### **Natural Resources Conservation**

This designation, when applied to lands within the Urban Growth Boundary of the City of Florence, is provided to allow for human activities consistent with long-term use of natural resources in harmony with natural systems of the coastal shorelands and waters. This designation is meant to ensure that all changes occur with recognition of and respect for those natural systems. Activities which conserve or enhance resources are encouraged, as well as recreation and public access to the coastal waters.

### **Residential Development**

This designation, when applied to lands within the city limits of Florence, recognizes that there are certain shoreline areas which have been committed to residential use by their development patterns over many years. The underlying assumption of this MU is that the residential character should remain undisturbed. Preservation and enhancement of riparian vegetation is a necessity along the estuary and coastal lakes, regardless of any development. Within the City of Florence, this plan designation shall be implemented through the Natural Resources Conservation Overlay District.

### **Mixed Use**

This designation recognizes the value of commercial and industrial activities to the area. Existing mixed uses are located in this MU where appropriate, including existing residential uses in close proximity to commercial or industrial uses. For development purposes, shorelands have been divided by LCDC Goal #17 into two categories: 1) urban and urbanizable lands; and 2) rural lands. Urban areas are managed by the City of Florence or Dunes City, and Lane County deals with urbanizable and rural shorelands. The very limited nature of available appropriate land for any public, commercial, or industrial activity of a water-dependent nature places a great burden the governing body to responsibly allocate any available lands for these uses. The long-term economic health of the area should dominate short-term personal gain.

An example of a mixed use area is the Waterfront/Marine District in Old Town, adopted as part of the Coastal Management Plan in 1991.

During this same time period and into the 1990's, there was extensive development of shorelands within Florence, some of which have developed severe bank erosion problems including potential for the loss of dwellings.

## **Chapter 17**

### **Coastal Shorelands: Ocean and Lake Shorelands**

#### **Objectives**

1. To improve management of the shorelands bordering the ocean and lakes by classifying these shorelands into management units and establishing policies and priorities for uses within these areas.
2. To conserve and enhance the natural resource and recreational values of these shorelands.

#### **Policies**

1. A fifty (50) foot minimum building setback from the high water mark shall be required along the ocean beach, except where a site investigation report shows that such a setback is not necessary.
2. Urban uses shall be prohibited from active foredunes, conditionally stable foredunes and areas subject to ocean flooding.



## **Chapter 18**

### **Beaches and Dunes**

#### **Objectives**

1. To improve management of the beach and dune areas by classifying these areas into management units and establishing policies and implementation measures for managing these areas consistent with the natural limitations.
2. To reduce the hazard to human life and property from natural or man-induced actions associated with these areas.

#### **Policies**

1. Due to the sandy soils and the fragile nature of the vegetative covering, care shall be taken during construction to minimize the amount of grading, excavation, removal of trees and other natural vegetation in order to insure the stability of the soils. All open sand area (pre-existing or newly created) shall be planted or stabilized as soon as practicable after construction is completed. Using accepted re-vegetation techniques, sand areas shall be returned to their previous level of stability, or at least to a conditionally stable level, following completion of construction for large parcels or tracts, stabilization of the entire area may not be necessary as determined after consideration of a Site Investigation Report.
2. During extended construction periods, temporary sand stabilization measures shall be employed to minimize sand movement and erosion caused by the removal of groundcover and soil.
3. Site investigation reports shall describe and analyze topography; past, present and foreseeable erosion; geologic conditions such as soils characteristics; ground and surface water conditions, including potential for flooding; potential impacts of construction on site and nearby areas, including ground stability, and alterations to drainage and ground water; and alternate design and/or site plans which would minimize hazard damages both to the proposed development and to nearby property. The degree of analysis required shall be appropriate to the risk presented by the site and the proposed project.
4. No development or improvement shall take place on open or conditionally stable sand formation before an adequate site investigation by a qualified person determines that the site is adequately stabilized and the stabilization effort will not contribute to sand movement into other areas and thereby create adverse conditions.
5. Open space designations of open dune sand within the Florence area shall not be required on private property. Stabilization efforts shall not be prohibited except where stabilization measures will have a detrimental impact on adjoining properties.

6. Sand removal shall be prohibited in the foredune area of the beach.
7. A site Investigation Report shall be required for major partitions and subdivisions on any unstable or conditionally stable dune, dunal areas with slopes over 12 percent, deflation plains, marshes and wetlands, or interdunal areas. These dune forms are represented on the Soils Map contained in the Appendix of this Plan.
8. Urban development shall be prohibited on active foredunes, or conditionally stable foredunes which are subject to ocean undercutting or wave overtopping, and on interdune areas that are subject to ocean flooding.
9. Breaching of foredunes shall be prohibited except in emergency situations, such as salvage operations, or on a temporary basis to increase the sand supply inland.
10. The “excavation or grading” sections of the Uniform Building Code, Chapter 70, shall be enforced.

## **Recommendations**

1. Slope standards should be applied to areas where sand is being removed to avoid oversteepened slopes which create a hazard of cave-ins on unsuspecting visitors in the area.
2. Sand removal or filling should take place in limited amounts for construction site preparation where the removal or fill will not cause ponding or erosion, or adversely effect neighboring properties.
3. Sand removal should take place to improve the aesthetic value of an area.
4. Any beach or river front erosion protection programs necessary for existing waterfront development should be planned to take into consideration adjoining properties as well.
5. Beach nourishment, including the disposal of appropriate dredged materials, should be evaluated as a shoreline erosion control technique in preference to structural protection.
6. Driftwood deposits should not be removed in any large quantity from the ocean beach fronting the foredune. The presence of the driftlogs provides a stabilizing effect on the foredunes.
7. Grading and vegetation removal should be kept to the minimum necessary for the placement of structures and accessways. Removal of vegetation from stabilized sand areas, where the consequent shifting sands will encroach upon and adversely effect other properties, should be prohibited or at least controlled.
8. Sand removal or stabilization measures should be encouraged in those areas where advancing dunes pose a hazard to developed or improved land or are threatening the destruction of significant areas of vegetation, drainage areas or surface water.

# **Chapter 19**

## **Ocean Resources**

**(Not Applicable to Florence)**



