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TOLEDO COMPREHENSIVE LAND USE PLAN

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Adopted in Compliance with Oregon Revised Statutes, Chapter 197 by Ordinance No. 1146 November 1, 1982

PLANNING COMMISSION AND CITY COUNCIL IMPLEMENTATION

Acknowledged by LCDC on April 22, 1983

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INTRODUCTION

The City of Toledo is, and has historically developed as the industrial center of Lincoln County. Situated along the Yaquina River (thirteen river miles from the Pacific Ocean), Toledo's proximity to barge, rail and highway routes makes it the most logical location in the area for future industrial activity. Highway 20 connects Toledo with the Willamette Valley and is a major truck route. The City is also the terminus of a railroad which is an important transportation network for the local wood products industry. It is anticipated that the existence of the railroad will help attract a diversified industrial base. The Yaquina River is currently used as a log storage and transportation route as well as providing support for a relatively new local industry, boat building and repair. The river is an important transportation route and a critical resource in the City's future growth.

Toledo is situated atop an area which is subject to a variety of environmental hazards, such as steep slopes and landslide topography. Additionally, much of existing, built-upon Toledo, as well as its urbanizable area, is influenced by the H.U.D.'s one-hundred year flood projections. These hazard areas dictate location, type and density of development.

Much of the area under the influence of a one-hundred year flood is situated along the Olalla Slough, east of the present city limits. This land is currently in use as pasture land. In addition, the slough lends itself to fishing and small boating and is a popular local recreation site. This area will remain, for the most part, in agricultural and public use.

It is projected that Toledo's population may more than double (to 8,106) by the year 2000. Adequately providing for urban growth at this rate will be a continual challenge to the City. Providing the full

array of urban services; supporting economic growth and diversification; and maintaining and enhancing Toledo's "liveability" will require continual planning. It is the purpose of this document to give the City the tools necessary to carry out this task. The Mayor and Council, through their appointed Planning Commission, City Manager and Staff will have the responsibility for managing the City's growth. To assist in this task, it is the objective of this plan to:

- (1) Make Toledo a better place to live and work by designating appropriate additional residential, commercial and industrial lands as well as lands for open space and recreational purposes.
- (2) Guide the orderly, timely and cost efficient extension and expansion of public facilities and services.
- (3) Minimize conflicts which can occur among various land uses and resources.
- (4) Restore areas of the City, primarily at its core, for greater commercial and residential use.
- (5) Maintain the safety of life and property by directing intense development away from hazardous areas.
- (6) Maintain and enhance the transportation system serving the City.
- (7) Create and maintain a healthy, diversified industrial base with supporting commercial facilities to meet the needs of Toledo residents.
- (8) Encourage the availability of adequate numbers of housing units at varied price ranges and rent levels in order to allow for flexibility of housing location, type and density.
- (9) Preserve areas especially suited for water-dependent uses for those uses.
- (10) Provide for continuing citizen involvement.

This document is intended to serve the City for a twenty-year period. It is expected that it will be reviewed and amended as time progresses and circumstances change. Still, since it is a comprehensive plan, it is anticipated that it will, for the most part, serve the City's needs without major adjustments through the end of the planning period.

Toledo's Comprehensive Land Use Plan is a response to Oregon Revised Statutes Chapter 197 and Oregon's Statewide Planning Goals and Guidelines. Although all the goals are addressed in the plan, it is organized so as to be most useful to the City. The City has also put together additional supporting and implementing data. The Inventory contains factual information on all aspects of Toledo. It contains many reports, studies, statistics, results of interviews, maps and any other information useful to Toledo's planning effort. It is kept in a three-ring binder and will be expanded as new or additional information is obtained. Inventory maps are referenced.

The City has also adopted development ordinances which attempt to codify the City's land use requirements. The purpose is to implement the Comprehensive Plan.

These documents (Comprehensive Plan Text, Inventory inclusive of maps, and ordinances) considered together will be the means by which the City's growth is guided for the next twenty years.

PLANNING FOR PUBLIC FACILITIES AND SERVICES

People come together and form municipalities in order to accomplish together what cannot be accomplished individually. This mutual accomplishment is, for the most part, seen in a city's public services and facilities. Providing reliable, quality and efficient services and facilities over the years requires continual evaluation and planning.

The City of Toledo has historically demonstrated that it is a very conscientious municipality in this regard. The City will continue to plan for and develop an orderly and efficient arrangement of public, urban-level facilities and services to serve as a framework to future urban development within its Urban Growth Boundary. This will be accomplished through capital expenditures and through cooperation with pertinent agencies and jurisdictions. The City may also require new development to pay its share of increased demand upon city services and facilities. Services and facilities will be provided in a comprehensive manner so that, as areas grow, there will be an appropriate level of urban services to serve them. Information regarding the City's water and sewer systems is contained in the Inventory. As new information becomes available it will be added to the Inventory. Options for financing public improvements are also inventoried. As improvements become necessary, these various financing strategies will be considered. This section of the plan will address the various public facilities and services found within the City's Urban Growth Boundary.

Forecasted Population:

The Inventory contains detailed information as to methods and results of population projections. The City is, at this time, planning for an optimum population of 8,106 by the year 2000. This represents more than double the City population in 1980. For ease of calculation and language, this plan will proceed assuming a "doubling" of the 1980 population (3,450). This projection is significant in that it affects every aspect of the Plan. If and when circumstances change in the future, this projection will be amended; in light of such an amendment, other elements of the Plan which are derived from this projection will

also require amendment.

City Sewer System:

As the Inventory notes, the City's sewage treatment system and facilities are being improved to a capacity sufficient to serve the City's needs to the year 2000. The City Council will continue to monitor the system and all related operations to insure they are adequate to meet City needs. All proposals for development will be evaluated in light of their increased demand on the system in order to insure the City's ability to provide the service. No sewer service will be extended beyond the Urban Growth Boundary.

Water Service:

The Inventory contains considerable information as to the source (current and potential) of city water, treatment and users. Like any city, the assurance of an adequate future water supply is critical. The City is already looking towards increased or additional impoundments as possible future sources. Impoundment is preferred to seeking new water rights, since water rights are interruptable during low river flows.

The biggest users of treated city water are Georgia-Pacific Corporation (which is asked to curtail its use of city water during peak use seasons) and the Seal Rock Water District. The City currently contracts with the Seal Rock Water District to provide it with up to one-million gallons per day of surplus water. It is likely that, without major improvements to the Siletz intake line, the availability of surplus water will diminish.

Some industrial processes (fish packing, for example) require considerable amounts of water. The City will consider such potential water users in planning for additional water sources and in evaluating adequacy of water supply.

The City does supply raw water to a limited number of residences

between water sources and the City treatment facility. This practice will not be expanded. City policy (Resolution No. 606, see Inventory) is to allow water hook-ups outside the City and inside the Urban Growth Boundary only after receiving a signed consent to annex agreement.

Police and Fire Protection:

The Toledo Police and Fire Departments are located in a new Public Safety Building on East Highway 20. It is anticipated that this facility will serve the City's needs through the twenty-year planning period.

As in nearly every other small city, crime in Toledo is on the rise. As the City grows, both in population and geographical size, the need for expansion within the Police Department will continue to increase. (See Inventory for projections). The City will need to evaluate the adequacy of police protection when making land use decisions. The Police Department will be contacted prior to any city actions relating to land development so that the department can provide the City with information as to traffic patterns, security and crime prevention. The Police Department also works closely with the Board of Police Standards and Training developing techniques for evaluating and predicting traffic patterns and hazards, methods of crime prevention, community education, etc. As such information is developed, it will be added to the Inventory and considered in future planning.

The Toledo Fire Department has a full time Fire Chief, a dedicated group of volunteer fire personnel and a volunteer Quick Response Team for medical emergencies. Currently, the City's 911 (emergency) line is answered by the police dispatcher so that all fire calls are first handled through the Police Department. It is anticipated that this system will remain adequate for city purposes for at least the near future. The Fire Department also presently contracts with the Toledo

Rural Fire Protection District to respond to fires outside the City. As the area grows, the City will need to evaluate its fire protection program to determine the need for additional salaried personnel. The City will contact the Department prior to any city actions relating to land development so that department personnel can comment as to adequate access for fire equipment, need for hydrants, fire prevention, etc.

Parks and Recreation and Library:

The City's library and its program for recreation (including the City swimming pool) are probably the most well-used and visible aspects of the City. As the Inventory statistics show, both these departments offer many varied, well-attended and well-received programs. These activities are enjoyed by all age groups, income levels, and interest areas. They will need to be expanded in the future to keep pace with the City's growing population.

The City pool is used year round by citizens, school groups and for private classes. The use of the pool is high and the major operating expense is related to heating, especially water. The City is currently exploring methods of heating water via a solar heating system. It is anticipated that such a system would pay for itself in three years and therefore could become a major factor in determining the City's future financial ability to continue maximum usage of the facility. The City will pursue any option to reducing pool use time in order to keep this recreational facility available to the public. Additionally, the City will need to evaluate the adequacy of the physical size and lay-out of the facility. This should take place during the next scheduled plan review.

The City library facility is also widely used by various groups of people. It is of critical importance to the City since it provides a wide variety of opportunities at little or no cost to individuals.

Although the facility is new, its high usage indicates a need to evaluate the adequacy of the building. This should take place at least half-way into the planning period.

The Inventory includes the various activities offered through the City Parks and Recreation Department. Considered as a whole, the Department touches the lives of nearly all Toledo residents. The upkeep and expansions of city parks and recreational services and facilities is an important function of this department. The future recreational needs for the City of Toledo to the year 2000 are inventoried. Existing facilities will be maintained and needs met through the planning period as finances allow. Various methods of financing public facilities are also inventoried and will be considered in attempting to meet these needs.

The city is currently viewing Olalla Slough and its shore area as having a high potential for recreational use. Currently, there is limited access to the slough for fishing and boating. The City will closely evaluate establishing a city park to provide greater access to and recreational use of the slough and shoreland area.

City Street System and other Transportation Modes:

The Inventory contains information as to existing modes of transportation and identified needs. It is important to the City's future to avoid principal reliance upon any one mode of transportation; minimize adverse social, economic and environmental impacts and costs; conserve energy; meet the needs of the transportation disadvantaged; and facilitate the flow of goods and services in order to strengthen the local and regional economy. Naturally, all this needs to be accomplished in compliance with the Comprehensive Plan in its entirety. The City will apply this criteria to future land use actions and decisions.

The City has received approval of a grant to acquire a van for the Toledo/Siletz senior citizens. The van will provide service to east county seniors. There is considerable need for such a service in the area and the City will continue working with the Lincoln County Council on Aging, as much as possible, to provide for those needs.

The City has recently completed two major street projects which have been planned for quite some time. It is anticipated that these improvements will serve their respective areas of town without alteration at least half-way (1990) through the planning period. However, the City will need to consider adequate streets to other developing areas of Toledo. Of particular importance will be the maintenance of an adequate north/south arterial to serve the urbanizing area to the north and east of Olalla Slough. Sturdevant Road (now a County road) presently serves that purpose. In the future, it may need to be widened or lengthened to accommodate an increased traffic flow. In such an event, a bike path will be established. Additionally, physical and visual access to Olalla Slough will be protected.

The City is currently considering methods of improving business Highway 20 and its intersections as it winds through Toledo. The City is also considering negotiations with Lincoln County regarding county roads within the Urban Growth Boundary. Most are substandard and in need of improvement to city standards before being added to the network of city streets.

The City has a limited network of bicycle paths. Local terrain makes bicycle riding impractical in many areas of town. However, when and where feasible, the City will continue to expand its bike path system.

The channel of the Yaquina River provides water access to Toledo

which is used primarily for industrial purposes, although many local boaters use the area for recreation. Maintenance of the channel and continued and expanded use thereof will be encouraged by the City. It may become feasible in the future to return to an historical use of the channel, that of transporting passengers to and from sites along the river.

The Southern Pacific railroad line that ends in Toledo is another transportation mode currently dominated by industrial use. It is anticipated that it will continue to grow in importance in the future, not only for industrial users but potentially for passengers as well. The City will monitor this transportation mode in order to optimize its use.

The State of Oregon, Aeronautics Division, maintains an airport adjacent to, but outside, the Urban Growth Boundary. Development on the hillside to the east of the facility which is inside the Urban Growth Boundary could interfere with the airport operation. The City will not allow development in the Airport Influence Area which could conflict with the airport as noted in the Inventory. The Aeronautics Division will be given an opportunity to comment on all development proposals in the Airport Influence Area as identified in the Revised Airport Layout Plan Report. Due to the many constraints associated with the airport site, the City encourages the Aeronautics Division to relocate the facility to a more feasible location.

In order to maintain and enhance the City's transportation system, the following considerations will be given to future land use actions and decisions:

- (1) The City will work with other public agencies in providing a transportation system suited to the needs of the elderly and handicapped.

- (2) Development proposed in areas with less than adequate streets will be required to improve such streets in accordance with increased traffic brought about by the development.
- (3) Proposed new streets shall be laid out so as to follow existing topography and tie into other existing streets.
- (4) The Police Department and Public Works Department will be relied upon to inform city decision makers of hazardous or substandard street conditions.
- (5) City lands and rights-of-way represent potential resources for land acquisition or exchange as well as allowing for street or park expansion or creation. The City discourages the vacation of city streets or ways or any other publicly dedicated land.

Services and Facilities - Cooperation with other Jurisdictions:

Solid Waste

Toledo will work with Lincoln County in a continuing effort to manage solid waste (including inert waste) disposal. As it becomes feasible, the City will evaluate recycling as an alternative to present disposal methods.

Franchised Utilities

The Inventory contains a listing of franchised utilities and the term of existing agreements. The City will monitor the performance of those utilities to insure they are operated to meet the needs of Toledo residents.

Schools

The City will expect the Lincoln County School District to insure a quality education and facilities to Toledo youth. In addition, the City expects the District to maintain and improve its local facilities and make them available for public use. The replacement of a junior

high school and elimination of congestion at the high school is a major city concern. The City will cooperate fully with the District in establishing another school inside Toledo's Urban Growth Boundary.

Health Services

The City of Toledo will work with the New Lincoln Hospital District, as appropriate, to insure that quality, affordable health care is available to city residents.

Conclusion:

The provision of public facilities and services is one of the most important functions performed by the City. The City will continue to pursue an efficient and reliable system of such services. Future development within the Urban Growth Boundary will be evaluated, to a large extent, upon the ability of the City to provide a complete array of services and facilities in a timely, orderly and economic fashion.

PLANNING FOR A HEALTHY ECONOMY

The Inventory contains considerable information regarding possible and desired future economic conditions. Currently, the local economy is dominated by the wood products industry. Toledo currently houses three such mills and it is anticipated that they will continue and expand their operations throughout the planning period. Boat building and repair is an industry which is relatively new to the City. To the degree that the fishing industry in western North America continues or grows, the boat building industry should remain healthy. As the Inventory shows, Toledo residents feel a strong need for a more comprehensive commercial sector. There is a desire for retail businesses which do not now exist.

Creating and maintaining a healthy, stable, diversified local economy is an objective of this Plan. The City will seek methods and

funds to assist it in meeting that objective. This will not be an easy task, since cycles are part of our economic system. However, the City has identified its intended direction and this Plan will guide it accordingly. It is critical that the Inventory represents the most current comprehensive information available. City policy, then, can always be formed based on the best information in order to carry out city objectives - a healthy, diversified industrial base with supporting commercial facilities to meet the needs of Toledo residents.

It is important to remember that such inventory information and subsequent city policies and actions significantly affect all other elements of the Plan. Activity in the industrial sector, for example, affects the need for housing, expanded public facilities and services, recreational needs, etc. It will also, most likely, impact the commercial sector. Therefore, the City will pay particular attention to this aspect of planning in light of its overall influence in Toledo.

Industry:

The Inventory contains projections of acreage needed to meet Toledo's industrial needs through the year 2000. These projections represent an expectation of continued growth in the wood products industry, an assumption that this industry required significantly more land than represented through most model calculations, a perceived need for a diversified industrial base and a need for an opportunity to develop water dependent industries. The future will tell the accuracy of these projections. If, in the future, projected needs do not reflect actual circumstances, the Inventory and Plan will be amended to more accurately reflect existing conditions through time.

As the Inventory notes, there is not now sufficient industrial land within the Urban Growth Boundary to meet projected needs. This issue

will be reviewed and analyzed during plan updates. Sites appropriate for such consideration include Dredge Material Disposal Site #22, and the area containing the Toledo State Airport and Port of Toledo Public Boat Launch.

There is a critical need for continued and growing industrial activity in Toledo. The City has grown as an industrial center and it is the most valuable activity in the area. The City will pursue growth in this segment while acknowledging state and federal environmental standards.

Commercial Activity:

As indicated earlier, citizens of Toledo perceive a great need for expanded commercial (retail) activity. Presently, Toledo has several small retail establishments scattered along Main Street and Business Highway 20. In order to insure that these areas become viable commercial areas, the City will have to analyze the current situation and develop standards for future development.

Toledo's Main Street is currently a mixture of viable retail establishments and vacant buildings. Many of the existing buildings, both occupied and vacant, are in need of repair and enhancement. The entire downtown core will benefit from such rejuvenation which would greatly enhance the Main Street area as a commercial district and significantly improve the overall appearance of the town. The City will continue to encourage and support the pursuit of funds for the improvement of the Main Street area.

Business Highway 20 is the second established commercial area in the City. The Land Use Map indicates those areas planned for commercial development. This route meanders through town and currently has several somewhat hazardous intersections ("A" Street, Lincoln Way, Main Street). In addition, sections of the route are in need of standard maintenance (ashpalt, curbs, striping, sidewalks, or widening). Since

the completion of the Highway 20 Bypass, the business route has been considered by the Department of Transportation as a low priority for this type of work. For commercial activity to flourish in the area, the quality of business Highway 20 will need to be improved. The City expects cooperation from the Oregon Department of Transportation to this end. Additionally, proposed new development along Business Highway 20 will be accompanied by a plan for controlling access to the Highway, assuring safe ingress/egress (i.e., turning lanes, frontage lanes, intersection design, traffic sign or light, etc.) and setbacks adequate to insure vision clearance.

Outside the city limits, the City has designated land for commercial development. The relatively flat terrain, proximity to high traffic flow and size suited to creative development makes the area important for Toledo's future commercial expansion. It is anticipated that the present access to Highway 20 will suffice and that a frontage road would carry traffic through that commercial area. Access to Highway 229 will also be explored. The preferred use of the property is as a motel site.

Toledo's Potential for Water-Dependent Development:

Toledo's estuarine and shoreland characteristics will be more comprehensively discussed in a later section. Suffice it to say here, that Toledo's water surface and its shorelands are a valuable resource and provide considerable potential for future economic growth. The City and the Port of Toledo will work together to maximize the potential of this resource.

Natural Resource Lands:

Toledo has designated areas within its Urban Growth Boundary as Natural Resource if they are within the flood hazard area and in use as pasture land (with the exception of Publishers Paper Company's property)

or if they are of significant importance as habitat areas (i.e., Yaquina Bay Task Force Management Unit 33). It is judged that these lands are not needed for urban development. Rather, their higher value is as productive areas for food, pasture land or wildlife habitat. These uses are also important to Toledo's overall economy. The City will remove lands from the Natural Resource designation only upon a showing that the land has been reduced in its productive capability, that associated flood hazards can be adequately overcome and that there is a need for the land in an urban use that cannot be met by other lands within the Urban Growth Boundary.

This policy will not apply to Management Unit 33. Its future use is covered in the Yaquina Bay Task Forces' special policy regarding future log storage within the Management Unit.

This policy also will not apply to Georgia-Pacific's freshwater supply at Olalla Slough and 10th Street. This facility provides (with some supplementation by city water) the fresh water needed for the entire Georgia-Pacific complex. It is a resource critical to the local and regional economy. Consistent with state and federal permit requirements, the City will allow alterations to the Slough and shoreline to provide for increased pumping capacity and for improved screening of debris and filtering at the facility.

PLANNING WITHIN THE PHYSICAL ENVIRONMENT

The Inventory contains considerable information regarding Toledo's terrain physical resources, and environmental hazards. A clear picture of the physical environment, its assets, constraints and potential, is critical to intelligent planning. The physical environment can, to some degree, be altered for development purposes. However, for the most part, the City must work with these characteristics.

An objective of this plan is to identify those characteristics of the physical environment that impact development and to note the most appropriate action in light of these characteristics. In this way, development appropriate to the area can be insured. As new information is acquired, it will be added to the Inventory and maps so it can be considered in the City's land use actions and decisions.

Geologic Hazards:

The Inventory identifies geological hazards in the Toledo area. Those include steep slopes, landslide topography, high ground water table, and weak foundation soils. To the degree possible, the information is site specific (see maps) and has been presented in such a way so as to describe characteristics of different geological situations and discuss precautions most appropriate to those situations. This information is extremely valuable to future land use activities and will be considered as part of the City's future decisions.

In order to protect life and property from natural disasters and hazards, the City will need to carefully consider development proposed in areas with identified geologic hazards. Development proposed in such areas will carry the burden of proof for insuring that the proposed development can safely occur on the subject property. The City will follow the matrices (Tables 2-5) in Environmental Hazards Inventory by R.N.K.R. Associates to determine analysis and precautions appropriate to the hazards present and the development proposed. City staff will work with applicants in determining hazard areas and information necessary to accompany applications for land development. The City may require a bond to insure that necessary design and construction standards are completed.

The City has used a Planned Development (P.D.) overlay designation

in areas where large, undeveloped parcels of property can be anticipated to be put into residential use, but which also have identified geologic hazards. This will provide considerable flexibility to the developer to pursue maximum use of the land within existing geological constraints while providing the City the opportunity to review and revise development proposals.

The major threats to geological stability on existing lots in Toledo are from erosion and minor slope slippage. The Uniform Building Code, which is administered by the City building official, contains strict requirements governing drainage, footings and foundations, compaction, retaining walls and excavation. The implementation of the Uniform Building Code will protect life and property.

Flood Hazard Areas:

Toledo participates in the National Flood Insurance Program. Flood hazard areas within the Urban Growth Boundary have been identified and mapped and the City has a Flood Hazard Overlay Zone to cover those areas.

Some expanded industrial development can be anticipated in identified Flood areas. The flood ordinance requirements will apply, but these areas are needed for expansion of already existing uses (i.e., the Toledo industrial area on the north side of the Yaquina River and the boat building area on the south side of the Yaquina River). Much of the remainder of property influenced by flooding potential is in use as pasture or agricultural land and it is anticipated that the majority of this land will remain in those uses.

Air, Land and Water Resource Quality:

The quality of Toledo's air, land, and water resources is inventoried. The extensive industrial activity in the Toledo area impacts these

resources. Future expansion of this industrial activity can also be expected to have an affect on these resources. The City will rely on state and federal agency standards to maintain and improve the quality of these resources. The City's sanitary outfall will also come under these requirements. The City will encourage the Port of Toledo to provide a sewage pump-out facility for boats.

Natural Resources, Scenic and Historical Areas and Open Space:

The Inventory identifies several natural resources and maps areas containing various resources within the planning area. These inventoried resources are:

1. The flood plain adjacent to Olalla Slough which is valuable as pastureland (Goal 4), upland wildlife habitat (no rare or endangered species were found) (Goal 5), open space (Goal 5), low intensity or seasonal recreational use (Goal 8), and to promote soil stability (Goal 7).
2. Waterleaf Trail in Arcadia Park is an important plant and wildlife habitat area, although no rare or endangered species have been identified.

Olalla Slough and the associated flood plain are designated Natural Resource. This designation acknowledges the value of the various identified resources and protects them. Recreational use of the area will not be allowed if it threatens any identified resources.

Waterleaf Trail is a valuable part of the City's parks and recreation system. Unfortunately, vandalism at the facility threatens the City's financial ability to maintain the area. However, the City appreciates the value of the Trail and will, within reasonable financial limits, maintain it for public use.

Historical sites have been inventoried. These sites will be identified by markers explaining their importance.

In the event that an archeological site is discovered within the Urban Growth Boundary, the City will comply with pertinent requirements of the Oregon Revised Statutes.

Open space in Toledo will be insured because of the City's topographical conditions. Some steep slopes exist which probably cannot be fully developed. This will provide open areas within the City. Identified Natural Resource areas also provide considerable open space for local residents to enjoy. Such topographical conditions will help protect and conserve open areas for public enjoyment.

HOUSING

The City has designated just over 300 acres of buildable residential land beyond the city limits. This, along with the vacant land within the city limits, is anticipated to be sufficient to meet the City's projected housing needs, as identified in the Inventory, until the year 2000. The City is committed to providing for needed housing through future zoning and annexation decisions. The City applies two residential land use designations in the Urban Growth Boundary. They are low-density and medium-density. The medium-density designation will be applied to sufficient acres to meet the need for multi-family housing identified in the Inventory. Upon annexation, lands designated medium-density will be zoned R-G. Lands designated low-density represent acres needed for traditional single-family homes and mobile homes. This property, when annexed, may be zoned R-S or R-G and either may have a P-D overlay. The R-G zone will be applied to sufficient areas within the low-density designation to meet the need for mobile homes as identified in the Inventory. This ratio of housing mix and subsequent land use designations and zoning may be re-evaluated in the future.

Most of the City's residential growth is planned to occur to the

north and east of the present city limits. These areas are, for the most part, away from the sight and sound of Toledo's industrial area and are in parcels large enough to accommodate orderly and efficient development.

The Inventory contains a comprehensive housing element prepared by Richard C. Ragatz & Associates. In that document, Toledo's current housing situation is assessed, future needs are analyzed and methods of meeting those needs are suggested. The methods suggested which seem most pertinent to Toledo are rehabilitation of existing housing, housing as part of the rejuvenation of the Main Street area, an open attitude toward mobile home placements throughout the City, and low-interest loans to home buyers. State and federal programs to address these needs are outlined. The City will pursue programs and policies to encourage the availability of adequate numbers of housing units at price ranges reflective of local economic conditions.

The Lincoln County Housing Authority administers public housing and rent subsidy programs. These programs are an important part of the City's overall available housing and help provide housing units at rent levels sufficient to allow flexibility in housing location, type and density. As new units are proposed, the City will avoid exceptionally high densities but will prefer that such units be scattered throughout various areas of town.

As new development is proposed for Toledo, it will be evaluated based on its need of and provision for recreational space, the degree to which it conforms to the existing land contours, its provision of various housing types, and when feasible, its use of alternative energy. Planned developments will be encouraged since they offer considerable flexibility in using the land to meet the City's housing needs and preferences.

Housing proposed in areas adjacent to timber production will set back 30 feet from the property in timber production.

ENERGY

As funds permit, the City will inventory its area for sites especially suited for the use of solar or wind energy. If sites are found, they will be designated, as feasible, for such use. Developments proposed in such areas would be encouraged to use the information the City compiled.

Many aspects of energy conservation have been covered elsewhere in the Plan. Rehabilitation of existing housing should significantly reduce energy use within those units. The orderly and planned extension of public facilities and services will eliminate energy consumptive sprawl. Solar heating for the City pool would significantly reduce use of natural gas. Increased recycling is anticipated which will address larger energy issues. The use of bicycle and pedestrian ways could significantly decrease gasoline consumption for local residents. The more attractive these options are made, the more use they will receive. New bicycle and pedestrian ways, therefore, whether proposed as part of a private development or with public funds, will be encouraged to meander through an area, taking advantage of terrain or scenery, in order to encourage greater use.

The City will continue to monitor energy use within its buildings and explore methods of conservation and local generation. The Mill Creek Reservoir could potentially supply the City with significant amounts of hydro-power. This and other such ideas, will be explored by the City when appropriate.

YAQUINA ESTUARY AND SHORELANDS

Yaquina Estuary:

The City has worked with the Yaquina Bay Task Force in the development

of the Lincoln County Estuary Management Plan. The City adopts all parts of the plan relevant to the Yaquina estuary within the Urban Growth Boundary (Toledo Sub-area, and Management Units 31, 32, and 33). This includes Parts I-X of the Plan and Appendix A. Part X sets forth the procedure for implementing the Plan. The City will follow this procedure, so all references to the County Planning Department, County Planning Commission, or County ordinances are hereby deleted and substituted with city manager, Toledo Planning Commission and Toledo Zoning Ordinance. The City also adopts the Lincoln County Dredged Material Disposal Plan for River Segments 6 & 7 within the Urban Growth Boundary.

Shoreland Development:

The Inventory contains information regarding the various characteristics of Toledo's shoreland area. The shoreland map shows the shoreland boundary and sites especially suited for water-dependent development. There are no mitigation or restoration sites, no significant natural areas (other than Estuarine Management Unit No. 33) and no significant scenic resources within the shoreland boundary.

As the Inventory notes, the majority of Toledo's shoreland is already committed to uses which are not now water-dependent. Although the area and industry originally developed to take locational advantage of the water for storage and transportation, technological changes in the wood products industry have resulted in only limited need for water access in the industrial process. Sites within the mill complexes which lend themselves to the water-dependent aspects of the industrial process have been designated for water-dependent use. Other water-dependent sites are addressed in the Inventory. Identified water-dependent sites will be preserved, as needed, for those uses.

Riparian Vegetation and Shoreline Stabilization:

The shoreland map and Inventory note the location of riparian vegetation.

Alteration of riparian vegetation in conjunction with water dependent development is allowed. During the course of such development, the restoration and enhancement of riparian vegetation is encouraged. No alteration of riparian vegetation within 25 feet of mean higher high water (mhhw) for non-water-dependent purposes is allowed. All property owners are encouraged to restore and enhance riparian vegetation. The Oregon State Department of Fish and Wildlife can assist property owners in this regard.

The Estuary Management Plan sets forth standards governing shoreline stabilization. These standards shall apply to shoreline stabilization efforts both within the estuary and within the shoreland boundary. The conditional use procedure in the Toledo Zoning Ordinance will be used to implement these standards.

Dredged Material Disposal:

The Inventory document, Lincoln County Dredged Material Disposal Plan, discusses the projected dredging needs in the Toledo area, sites on which spoils can be deposited, the relative assets and liabilities relating to each site and a priority of use. Sites are also mapped. The City will protect these sites in order to retain sufficient land to meet the projected dredged material disposal needs. Regardless of the zoning of a particular site, no use will be allowed which precludes future use of the site for dredged material disposal unless the following procedure is followed.

Any person wishing to develop his property in a manner which would preclude its use for dredged material disposal shall submit a proposal

in writing to the City. The proposal shall set forth the intended use of the property and any alternative disposal sites or methods (with appropriate documents) considered by the applicant. The City shall then notify the Port District of the proposal in writing.

If the City determines, based on information in the Inventory or documents submitted by the applicant, that adequate alternative disposal sites are available to meet projected needs, and after 30 days of receipt of a complete proposal, the City shall notify the property owner that he may use his property consistent with city zoning and other city requirements. If no alternative sites or methods are found, the property will be protected.

The City encourages the Port of Toledo to notify it when dredging occurs so that the Inventory of needed dredging and site capacity can be kept up to date.

URBANIZATION POLICIES

1. Toledo shall work with citizens and Lincoln County in the establishment, maintenance and amendment of urban growth boundaries. Establishment and change of the boundaries shall be based upon consideration of the LCDC Goal 14 requirements.
2. The City will not extend urban services beyond the Urban Growth Boundary except as provided in Resolution No. 606.
3. Developments within urban growth boundaries, but outside of city limits shall be allowed only when the property owner has agreed to accept and pay for (now or at some future date at the discretion of the service provider) service extension, installation, and hook-up fees at levels equal to those required within the City. Public facilities (water, sewer and streets) designs shall be approved by the City, special district or other private service provider prior to final approval.

4. Land use decisions affecting urban growth areas outside city limits shall be made after the affected city is given the opportunity to make a recommendation. The City and County Plans shall be coordinated for these areas.
5. Within city urban growth boundaries, subdivisions and partitions shall be to the city's urban densities as set out in the City's Plan designation for the affected property.
6. Within urban growth boundaries and outside of city limits, the Lincoln County land use designations shall apply prior to annexations. After annexations, the City land use designations shall apply.
7. Lincoln County shall comment on proposed annexations when cities have provided a description of the proposed area annexation to the County ten (10) days prior to applicable public hearings.
8. Lincoln County shall coordinate with cities and special districts on plans, public facility extensions and urban services delivery. Where necessary this will be done through inter-governmental agreement.

IMPLEMENTATION AND FUTURE PLANNING

This Plan is intended to serve the City as a guide to future development. It will be consulted in all actions and decisions by the City relating to land use.

Review and Update:

Since circumstances relating to the Plan do not always remain constant, periodic review of the Plan to determine its continuing accuracy and relevancy is necessary. The City will undertake such a review at least every five (5) years. The review will be initiated by the Planning Commission and adequate public notice will be given. The Plan, Inventory,

maps and implementing ordinances will be addressed during the review. Any changes desired by the Planning Commission will be processed per relevant city ordinances.

Plan Amendments:

A petition for plan amendment may be filed with the City by any person of legal age. The city council will be the decision making body. Any change must, of course, be consistent with L.C.D.C. Goals and Guidelines.

In addition, any applicant must show that circumstances have changed, that there is a public need for the amendment, and that the need cannot reasonably be met by any other method. In instances where an applicant can show, before six (6) months after acknowledgement of the Plan, that a mistake was made in the original Plan, that showing, along with proven compliance with LCDC Goals and Guidelines, will be sufficient to amend the Plan.

Citizen Involvement:

The Planning Commission will serve as the City's Advisory Committee for Citizen Involvement. The Planning Commission will, as part of its annual report to the Council, include an evaluation of citizen involvement in the planning process. The evaluation will contain methods of assuring effective two-way communication with the public; assuring that the process allows for citizen influence, beyond mere testimony, in the planning process; assuring that technical information is available to the public in understandable terms and assuring that citizens receive a response from decision makers as to the rationale behind decisions. Funds for these purposes will be made available through the Planning Commission's budget.

Role of the Planning Commission and City Council:

The Planning Commission will be the decision-making body for the following land use actions: exceptions, conditional uses, subdivision approval and other land divisions, zone change (map), creation of a street or way, and any other responsibility assigned to it by the City Council. Decisions of the Planning Commission will be final unless appealed to the City Council. Would-be appellants must pay appropriate fees, establish standing and show that new information is available that was not available to the Planning Commission in their decision. The hearing before the City Council will be de novo.

The City Council will be the decision-making body for the following land use actions: Comprehensive Plan change (map) or amendment (text), zoning and other ordinance amendment, street vacations, annexations and other responsibilities assigned to it as stipulated in the Oregon Revised Statutes. In these instances, the Planning Commission will be consulted for its recommendations.

The City Council will have the responsibility for major public facilities planning. This covers, for example, major improvements in the transportation system, expansion in water or sewer treatment facilities, capital improvements planning, etc. The Council may request review by the Planning Commission.

Planning Commission members are appointed by the Mayor. Due to the importance of the job and impact on the community, vacancies in the Planning Commission will be well publicized so that all interested persons may respond.

Implementation:

The provisions of this Plan will be implemented through city ordinances. These include a zoning ordinance, land division ordinance, flood ordinance,

the ordinance adopting this Plan, and others dealing with various aspects of land use. These ordinances will be amended or added to as circumstances warrant. The City also uses resolutions (for example, dealing with outside water users or establishing various fees and charges) to establish city policy. This tool will be used in the future as well.

Fire and building codes will also be a major tool for plan implementation.

Various state and federal funds will be pursued to assist in implementation. Currently, Toledo participates in an Urban Renewal Program established under O.R.S. 457. This is of considerable benefit to the City and will be continued if possible. The City is also pursuing a Community Development Block Grant to help implement the housing element of the plan.