



# Oregon

Theodore R. Kulongoski, Governor

Department of Land Conservation and Development

635 Capitol Street, Suite 150

Salem, OR 97301-2540

(503) 373-0050

Fax (503) 378-5518

[www.lcd.state.or.us](http://www.lcd.state.or.us)

## NOTICE OF ADOPTED AMENDMENT

April 7, 2008

TO: Subscribers to Notice of Adopted Plan  
or Land Use Regulation Amendments

FROM: Mara Ulloa, Plan Amendment Program Specialist

SUBJECT: City of Florence Plan Amendment  
DLCD File Number 001-08



The Department of Land Conservation and Development (DLCD) received the attached notice of adoption. Due to the size of amended material submitted, a complete copy has not been attached. A copy of the adopted plan amendment is available for review at the DLCD office in Salem and the local government office.

Appeal Procedures\*

### **DLCD ACKNOWLEDGMENT or DEADLINE TO APPEAL: April 21, 2008**

This amendment was submitted to DLCD for review 45 days prior to adoption. Pursuant to ORS 197.830 (2)(b) only persons who participated in the local government proceedings leading to adoption of the amendment are eligible to appeal this decision to the Land Use Board of Appeals (LUBA).

If you wish to appeal, you must file a notice of intent to appeal with the Land Use Board of Appeals (LUBA) no later than 21 days from the date the decision was mailed to you by the local government. If you have questions, check with the local government to determine the appeal deadline. Copies of the notice of intent to appeal must be served upon the local government and others who received written notice of the final decision from the local government. The notice of intent to appeal must be served and filed in the form and manner prescribed by LUBA, (OAR Chapter 661, Division 10). Please call LUBA at 503-373-1265, if you have questions about appeal procedures.

**\*NOTE: THE APPEAL DEADLINE IS BASED UPON THE DATE THE DECISION WAS MAILED BY LOCAL GOVERNMENT. A DECISION MAY HAVE BEEN MAILED TO YOU ON A DIFFERENT DATE THAN IT WAS MAILED TO DLCD. AS A RESULT YOUR APPEAL DEADLINE MAY BE EARLIER THAN THE ABOVE DATE SPECIFIED.**

Cc: Gloria Gardiner, DLCD Urban Planning Specialist  
Dave Perry, DLCD Regional Representative  
Sandra Belson, City of Florence

<paa> ya/

FORM 2

# DLCD

## Notice of Adoption

THIS FORM **MUST BE MAILED** TO DLCD  
**WITHIN 5 WORKING DAYS AFTER THE FINAL DECISION**  
PER ORS 197.610, OAR CHAPTER 660 - DIVISION 18

In person  electronic  mailed

DATE STAMP

**DEPT OF**

**APR 01 2008**

**LAND CONSERVATION AND DEVELOPMENT**

For DLCD Use Only

Jurisdiction: **Florence**

Local file number: **Ord. No. 6, Series 2008**

Date of Adoption: **3/24/2008**

Date Mailed: **3/29/2008**

Was a Notice of Proposed Amendment (Form 1) mailed to DLCD? **Yes** Date: 1/9/2008

Comprehensive Plan Text Amendment

Comprehensive Plan Map Amendment

Land Use Regulation Amendment

Zoning Map Amendment

New Land Use Regulation

Other:

Summarize the adopted amendment. Do not use technical terms. Do not write "See Attached".

An ordinance for the adoption of housekeeping amendments to the Florence Realization 2020 Comprehensive Plan text; Comprehensive Plan Map; Appendix 11, Utilities And Facilities; and Appendix 12, Transportation System Plan; Amendments to Florence City Code Title 1 Chapter 10: Comprehensive Plans; and declaring an emergency.

Does the Adoption differ from proposal? Yes, Please explain below:

Additional text edits were added in Exhibits B-1 and B-2, Additional map changes are shown in Exhibit C and in the final Comp Plan Map; and Exhibits D, E, and F were added. All of these changes are housekeeping amendments in keeping with the proposal submitted to DLCD.

Plan Map Changed from: **Various**

to: **Various**

Zone Map Changed from: **NA**

to: **NA**

Location: **Throught UGB**

Acres Involved: **0**

Specify Density: Previous: **NA**

New: **NA**

Applicable statewide planning goals:

|                                     |                                     |                          |                          |                          |                          |                          |                          |                          |                                     |                                     |                                     |                          |                          |                          |                          |                          |                          |                          |
|-------------------------------------|-------------------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|-------------------------------------|-------------------------------------|-------------------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| <b>1</b>                            | <b>2</b>                            | <b>3</b>                 | <b>4</b>                 | <b>5</b>                 | <b>6</b>                 | <b>7</b>                 | <b>8</b>                 | <b>9</b>                 | <b>10</b>                           | <b>11</b>                           | <b>12</b>                           | <b>13</b>                | <b>14</b>                | <b>15</b>                | <b>16</b>                | <b>17</b>                | <b>18</b>                | <b>19</b>                |
| <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

Was an Exception Adopted?  YES  NO

Did DLCD receive a Notice of Proposed Amendment...

45-days prior to first evidentiary hearing?

Yes  No

*DLCD #001-08 (16644)*

If no, do the statewide planning goals apply?

Yes  No

If no, did Emergency Circumstances require immediate adoption?

Yes  No

**DLCD file No.** \_\_\_\_\_

Please list all affected State or Federal Agencies, Local Governments or Special Districts:

Local Contact: **Sandra Belson**

Phone: (541) 997-8237 Extension:

Address: **PO Box 340**

Fax Number: **541-997-4109**

City: **Florence**

Zip: **97439**

E-mail Address:

**sandra.belson@ci.florence.or.us**

## **ADOPTION SUBMITTAL REQUIREMENTS**

This form **must be mailed** to DLCD **within 5 working days after the final decision**  
per ORS 197.610, OAR Chapter 660 - Division 18.

1. **Send this Form and TWO Complete Copies** (documents and maps) of the Adopted Amendment to:

**ATTENTION: PLAN AMENDMENT SPECIALIST  
DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT  
635 CAPITOL STREET NE, SUITE 150  
SALEM, OREGON 97301-2540**

2. **Electronic Submittals:** At least **one** hard copy must be sent by mail or in person, but you may also submit an electronic copy, by either email or FTP. You may connect to this address to FTP proposals and adoptions: **webserver.lcd.state.or.us**. To obtain our Username and password for FTP, call Mara Ulloa at 503-373-0050 extension 238, or by emailing **mara.ulloa@state.or.us**.
3. **Please Note:** Adopted materials must be sent to DLCD not later than **FIVE (5) working days** following the date of the final decision on the amendment.
4. Submittal of this Notice of Adoption must include the text of the amendment plus adopted findings and supplementary information.
5. The deadline to appeal will not be extended if you submit this notice of adoption within five working days of the final decision. Appeals to LUBA may be filed within **TWENTY-ONE (21) days** of the date, the Notice of Adoption is sent to DLCD.
6. In addition to sending the Notice of Adoption to DLCD, you must notify persons who participated in the local hearing and requested notice of the final decision.
7. **Need More Copies?** You can now access these forms online at **http://www.lcd.state.or.us/**. Please print on **8-1/2x11 green paper only**. You may also call the DLCD Office at (503) 373-0050; or Fax

**CITY OF FLORENCE**  
**Ordinance No. 6, Series 2008**

**AN ORDINANCE FOR THE ADOPTION OF HOUSEKEEPING AMENDMENTS TO THE FLORENCE REALIZATION 2020 COMPREHENSIVE PLAN TEXT; COMPREHENSIVE PLAN MAP; APPENDIX 11, UTILITIES AND FACILITIES; AND APPENDIX 12, TRANSPORTATION SYSTEM PLAN; AMENDMENTS TO FLORENCE CITY CODE TITLE 1 CHAPTER 10: COMPREHENSIVE PLANS; AND DECLARING AN EMERGENCY.**

**WHEREAS**, the Florence City Council adopted the Realization 2020 Comprehensive Plan on January 14, 2002 and amended the Plan by Ordinances in 2002, 2003, 2004, 2006, 2007, and 2008 and all adopted amendments have been incorporated into the *January 2008 Reprint* of the Plan;

**WHEREAS**, the Planning Commission initiated housekeeping amendments to the Comprehensive Plan text and Map on October 9, 2007, through approval of Resolution 07 33 CPA 03;

**WHEREAS**, housekeeping amendments to the text of the Comprehensive Plan are necessary in order to make the text internally consistent; to improve readability, clarity, and function of the Plan; and to remove references that are outdated or will be outdated;

**WHEREAS**, housekeeping amendments to the Comprehensive Plan Map are necessary in order to make the Map consistent with the text and the intent of the Comprehensive Plan;

**WHEREAS**, housekeeping amendments to the Comprehensive Plan Appendix 12, Transportation System Plan (TSP), are necessary in order to make the TSP a self-contained document that continues to be part of the Comprehensive Plan and is physically located, as a whole, in Appendix 12 of the Comprehensive Plan; to make the TSP internally consistent and consistent with the Comprehensive Plan; to improve readability, clarity, and function of the TSP; and to remove references that are outdated or will be outdated;

**WHEREAS**, housekeeping amendments to the Comprehensive Plan Appendix 11, the Florence Stormwater Management Plan, are necessary in order to make it consistent with changes to the *North Spruce Street Local Improvement District Design*, July 2006 Report adopted by City Council motion on September 5, 2006;

**WHEREAS**, housekeeping amendments to the Comprehensive Plan Appendix 11, are needed to incorporate the *North Spruce Street Local Improvement District Design*, July 2006, into Appendix 11;

**WHEREAS**, the Planning Commission and City Council held a joint work session and public hearing on March 5, 2008 and, at the request of a citizen, left the record open for written comment for seven days and no written comments were submitted during this time; the Planning Commission met on March 18, 2008, deliberated, and approved

Resolution 08 04 CPA 01, recommending adoption of the proposed amendments; and the City Council met and deliberated on the proposed amendments on March 24, 2008;

**WHEREAS**, the City sent notice of the proposed Comprehensive Plan Amendments to the Department of Land Conservation and Development on January 9, 2008, not less than 45 days prior to the first evidentiary hearing of March 5, 2008; the hearing was noticed in the Siuslaw News on February 23 and 27 and March 1, 2008, and notice was mailed to all owners of property in areas #4, #5, and #6, as shown in the map in Exhibit C, and to all property owners within 300 feet of these areas as required by state law and the Florence Comprehensive Plan and Florence City Code;

**WHEREAS**, the Planning Commission and City Council found the proposed Comprehensive Plan amendments consistent with applicable criteria in the Florence Realization 2020 Comprehensive Plan, Florence City Code, Statewide Planning Goals, and Oregon Revised Statutes; and

**WHEREAS**, Florence City Code Title 1, Chapter 10, Comprehensive Plans, is out of date and requires amendment to make the Code consistent with the updated Comprehensive Plan;

**THE CITY OF FLORENCE ORDAINS AS FOLLOWS:**

**Section 1.** Adoption of Findings of Fact in Exhibit A;

**Section 2.** Adoption of amendments to the Florence Realization 2020 Comprehensive Plan text as shown in Exhibit B, Exhibit B Addendum #1, and Exhibit B Addendum #2 and the following additional text changes: change the word "Uniform" to "Adopted" Building Code throughout the Plan and deleting references to particular sections of the Uniform Building Code;

**Section 3.** Adoption of amendments to the Florence Realization 2020 Comprehensive Plan Map as shown in Exhibit C and the revised Florence Comprehensive Plan Map, March 24, 2008;

**Section 4.** Adoption of amendments to the Florence Realization 2020 Comprehensive Plan, Appendix 12, Transportation System Plan, as shown in Exhibit D;

**Section 5.** Adoption of amendments to the Florence Realization 2020 Comprehensive Plan, Appendix 11, Utilities and Facilities, Stormwater Management Plan, as shown in Exhibits E and F; and

**Section 6.** Amend Florence City Code Title 1, Chapter 10, Comprehensive Plans, as follows:

**1-10-1: ADOPTED:** The Florence Realization 2020 Comprehensive Plan, adopted January 14, 2002, as amended, is hereby adopted by reference. (Ord. No. 6, Series 2008, 3-24-08)

**1-10-2: COASTAL RESOURCES MANAGEMENT PLAN ADOPTED; AMENDMENTS:**

- A. The Coastal Resources Management Plan, as adopted and amended by Lane County, is herein adopted by reference.
- B. The Management Units concerning the areas within the City Urban Growth Boundary, are adopted by the City. The remaining Management Units, being outside the City Urban Growth Boundary, are recognized by the City.
- C. The exact locations and configurations of dredge material disposal sites, included as overlays in various management units in the Florence Comprehensive Plan, are to be determined by reference to the Siuslaw River Dredged Material Disposal Plan, as amended. (Ord 667, 5-17-82; Ord. No. 6, Series 2008, 3-24-08)

**1-10-3: DREDGED MATERIAL DISPOSAL PLAN ADOPTED; AMENDMENTS:**

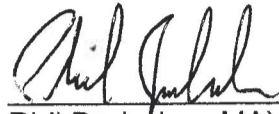
- A. The Dredged Material Disposal Plan,, as amended by Lane County, is hereby adopted by reference. (Ord. 668, 5-17-82; Ord. No. 6, Series 2008, 3-24-08)
- B. The following dredge material disposal sites, being within the City Urban Growth Boundary, are adopted by the City: 1,2,3,12,14,19, and 19A, and the following dredge material disposal sites, being outside the City Urban Growth Boundary, are recognized by the City: 1A, 8, 22, 23, 25, 25A, 27, 31, 32, 34, 35, 36, 37, 38, 39, 40, 42, 43, 44, 45, 47 and 48. (ORD. 668, 5-17-82; Ord. No. 6, Series 2008, 3-24-08)

**Section 7.** In as much as it is necessary for the immediate preservation of the peace, health, and safety of the citizens of Florence that this Ordinance shall have immediate effect, an emergency is hereby declared to exist and this Ordinance shall be in full force following its adoption by the City Council and approval by the Mayor.

Passed by the Florence City Council this 24 day of March, 2008.

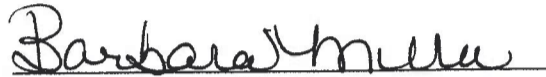
AYES: 5 - Councilors Burns, Holman, Roberts Xavier & Mayor Brubaker  
NAYS:  
ABSTAIN:  
ABSENT:

APPROVED BY THE MAYOR, this 24 day of March, 2008.



\_\_\_\_\_  
Phil Brubaker, MAYOR

ATTEST:

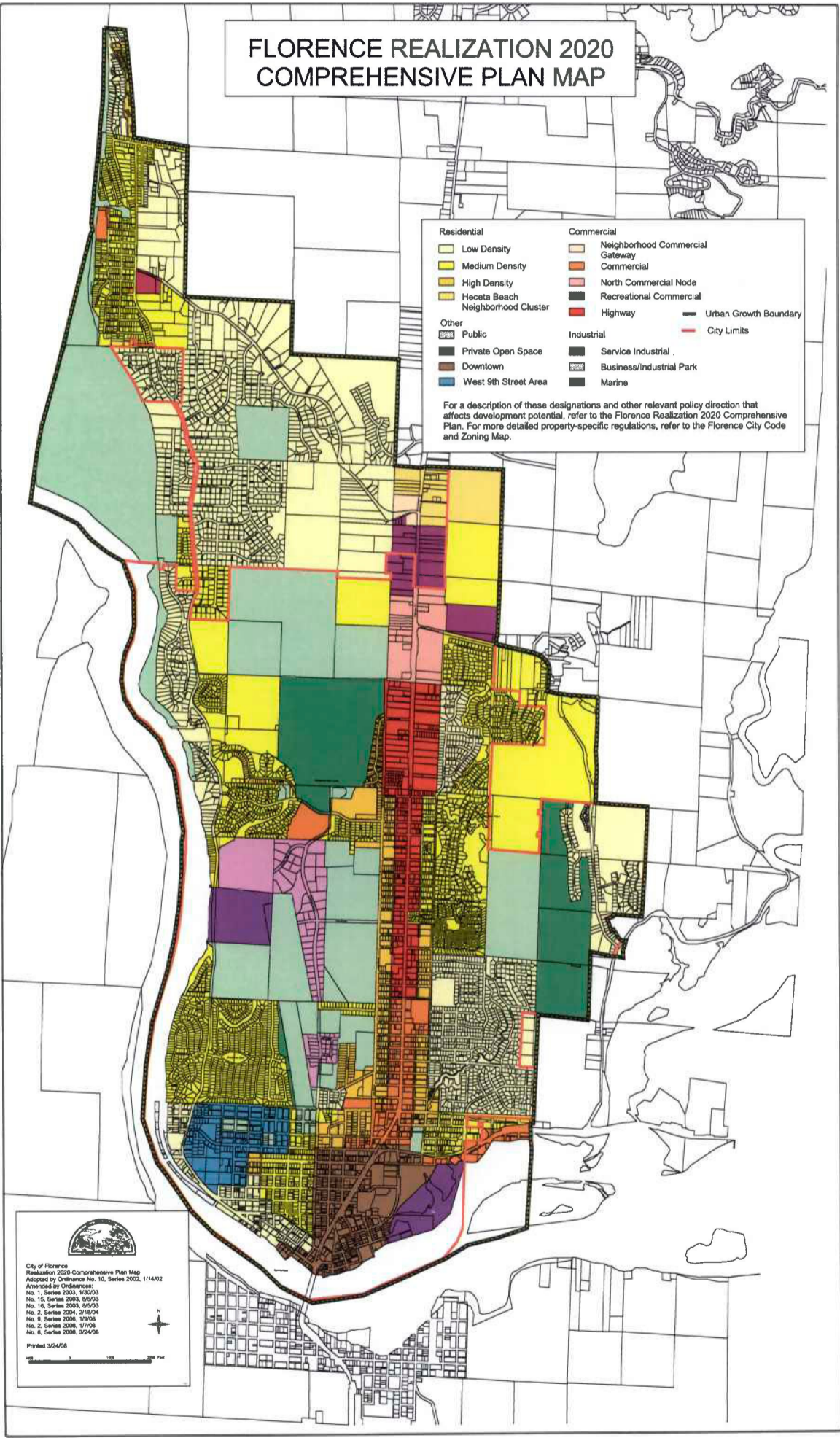



\_\_\_\_\_  
Barbara Miller, City Recorder

# FLORENCE REALIZATION 2020 COMPREHENSIVE PLAN MAP

|                                   |                          |
|-----------------------------------|--------------------------|
| <b>Residential</b>                | <b>Commercial</b>        |
| Low Density                       | Neighborhood Commercial  |
| Medium Density                    | Gateway Commercial       |
| High Density                      | North Commercial Node    |
| Heceta Beach Neighborhood Cluster | Recreational Commercial  |
| <b>Other</b>                      | Industrial               |
| Public                            | Service Industrial       |
| Private Open Space                | Business/Industrial Park |
| Downtown                          | Marine                   |
| West 9th Street Area              | Highway                  |
|                                   | Urban Growth Boundary    |
|                                   | City Limits              |

For a description of these designations and other relevant policy direction that affects development potential, refer to the Florence Realization 2020 Comprehensive Plan. For more detailed property-specific regulations, refer to the Florence City Code and Zoning Map.




  
 City of Florence  
 Realization 2020 Comprehensive Plan Map  
 Adopted by Ordinance No. 10, Series 2002, 1/14/02  
 Amended by Ordinances:  
 No. 1, Series 2003, 1/20/03  
 No. 15, Series 2003, 9/5/03  
 No. 16, Series 2003, 9/5/03  
 No. 18, Series 2003, 9/5/03  
 No. 2, Series 2004, 2/18/04  
 No. 3, Series 2005, 1/8/05  
 No. 4, Series 2006, 1/7/06  
 No. 5, Series 2008, 3/24/08  
 No. 6, Series 2008, 3/24/08  
 Printed 3/24/08



Ord 6, Series  
2008

**EXHIBIT "A"  
CITY OF FLORENCE  
FINDINGS OF FACT**

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**I. PROPOSAL DESCRIPTION**

**Proposal**

The requested action is to adopt housekeeping amendments to the Florence Realization 2020 Comprehensive Plan. These amendments are to clarify existing, adopted policy and not to adopt new policy. The following four specific categories of amendments are proposed:

- Exhibit B: Comprehensive Plan Text Amendments
- Exhibit C: Comprehensive Plan Map Amendments
- Exhibit D: Transportation System Plan (TSP) Amendments
- Exhibit E: Stormwater Management Plan Amendments
- Exhibit F: Stormwater Design Report for Spruce Street LID, July 2006

**Exhibit B: Comprehensive Plan Text Amendments**

Proposed amendments to the Comprehensive Plan text are shown in legislative format in the attached Exhibits:

- *Exhibit B: Comprehensive Plan Text Amendments, February 2008;*
- *Exhibit B Addendum #1, Additional and Revised Housekeeping Amendments to the Florence Realization 2020 Comprehensive Plan Text March 5, 2008; and*
- *Exhibit B Addendum #2, Additional and Revised Housekeeping Amendments to the Florence Realization 2020 Comprehensive Plan Text, March 24, 2008*

These amendments to the text of the Comprehensive Plan are proposed in order to achieve the following objectives:

- to make the text internally consistent;
- to improve readability, clarity, and function of the Plan; and
- to remove references that are outdated or will be outdated, e.g., "by 2001."

Please note that Exhibit B uses, as the original text, the *Realization 2020 Comprehensive Plan for the City of Florence, Oregon, January 2008 Reprint*. This 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 was 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 in the front of the Plan for convenient reference.

The most extensive text edits are to Chapter 2, Land Use, and Chapter 12, Transportation. Regarding Chapter 2, for the most part, the proposed edits clarify what is a Plan designation versus a zoning classification. The edits also propose re-organization of the text so that, for example, all of the discussion and description for each Plan designation category can be found in one place.

Regarding Chapter 12, in the original Plan as it was adopted in 2002, the entire Transportation System Plan (TSP) (minus the appendices to the TSP) was inserted into Chapter 12 of the Comprehensive Plan. This added 118 pages to the Comprehensive Plan and impaired the functionality of both Plans. To achieve consistency between Chapter 12 and the rest of the Comprehensive Plan, this proposal leaves the policy framework and TSP Map in Chapter 12 of the Comprehensive Plan in a format that is consistent with other Plan chapters, and replaces the entire TSP into a separate document with the appendices (under separate cover in the digital file).

### **Exhibit C: Comprehensive Plan Map Amendments**

All proposed amendments to the Comprehensive Plan Map are housekeeping amendments and are intended to make the Map consistent with the Plan text or the intent of the Comprehensive Plan. All Plan Map amendments are presented in Exhibit C and the specific areas on the Plan Map proposed for change are presented in the map in Exhibit C-1. These changes will be reflected on the adopted Comprehensive Plan Map, (Map 2-1 in Exhibit B), once they are adopted.

Two types of Plan Map amendments are proposed in Exhibit C-1: **Plan Designation Corrections** and **Plan Designation Changes**. Fourteen Areas are shown in the map in Exhibit C-1. Areas #4, #5, and #6 are Plan Designation *Changes*; all of the other Areas are Plan Designation *Corrections*.

### **Plan Designation Corrections**

#### **Exhibit C-1: Areas #1, #2, #3 and Areas #7 through #14**

Three non-existent Plan designations are assigned to specific properties in the Plan Map: Limited Industrial, Manufactured Housing, and Multi-family Residential. This category of Plan Map amendment corrects the Plan Map for areas assigned these designations so that the designation matches the designation in the Plan text. For example, there is no Plan designation category Multi-family Residential in the Plan text. Properties that show this erroneous designation on the Plan Map will show a designation of Medium Density Residential which matches the zoning for these properties and the description of this designation in the text.

*Plan Designation Corrections* are legislative amendments because they apply to whole Plan designation categories. As stated above, these designations show on the Map but do not in fact exist.

### **Plan Designation Changes**

#### **Exhibit C-1: Areas #4, #5 and #6:**

Areas proposed for a Plan Designation *Change* are proposed to change from one adopted Plan designation to another. For Area #4, the proposal is to change the Plan designation from Medium Density Residential to High Density Residential to reflect the existing parcel sizes and Multi-family zoning for these properties. For Areas #5 and #6, the proposal is to change the Plan designation from Low Density Residential to Medium Density Residential to be consistent with the description or intent of the Medium Density Plan designation in the Plan text.

*Plan Designation Changes* are quasi-judicial changes because they affect a small, defined area rather than all properties in a category.

#### **Area #4**

The proposal is to change the Plan designation from Medium Density Residential to High Density Residential to reflect the existing parcel sizes and Multi-family zoning for these properties. This area is a total of 3.06 acres, located in southwest Florence, south of 9<sup>th</sup> Street, north of 7<sup>th</sup> Street, between Fir and Greenwood Streets. The area includes ten tax lots in multiple ownerships. The land is vacant. The parcels were platted as part of the Miller's Subdivision at

parcel sizes approximately 3,125 square feet. The entire area has historically been zoned Multi-family residential. The High Density Residential Plan designation is consistent with the zoning and intended use for these properties.

#### **Area #5**

The proposal is to change the Plan designation from Low Density Residential to Medium Density Residential to be consistent with the description of the Medium Density Plan designation in the Plan text.

This 30.18 acre area is the area currently designated Low Density Residential in the UGB that lies south of 12<sup>th</sup> Street, north of the commercial area along Highway 126, east of Spruce Street, and, between 11<sup>th</sup> and 12<sup>th</sup> Streets, east of Tamarack. There are numerous tax lots in numerous ownerships. There is a mix of vacant land and residential land uses, including single family and mobile homes and multi-family. The area has a mixture of zoning, including Single-family, Restricted Residential, and Multi-family.

The parcels in this area were originally platted as part of the Gallagher's and the East Dunes Subdivisions and the original parcels were, for the most part, around 3,100 square feet. The area lacks cohesiveness in planning for land use, transportation access, and facilities. A "Special Area Plan" for the undeveloped portions of this area, both inside and outside the City limits in the UGB, is recommended, and, a Plan designation of Medium Density Residential is recommended in order to achieve consistency with the text of the Comprehensive Plan and to provide for a more consistent development pattern to be planned in this area.

The City should pursue grants to prepare a Special Area Plan for this area that puts in place a viable local street network and a cohesive plan for water, wastewater, and storm-water facilities. As the area develops, the uniformity of design afforded by the Medium Density Plan designation will provide a useful guide for these other plans to be developed and, as properties in this area apply incrementally for partitioning or re-platting, they will be required to address issues of access and facilities and utilities.

### **Area #6**

The proposal is to change the Plan designation from Low Density Residential to Medium Density Residential to be consistent with the historical zoning of these properties and the intent of the Medium Density Plan designation in the Plan text.

This 2.04 acre area is the area in northeast Florence currently designated Low Density Residential in the UGB that lies east of 37<sup>th</sup> Street, east of Spruce Street, south of Munsel Creek Drive. Two of the tax lots are developed with a single family home and the other is vacant land. The lots range in size from 13,504 square feet to about one acre.

These lots are in three separate ownerships lying outside of platted subdivisions, with the Medium Density Residential Florentine Estates adjacent to the south and Medium Density to the east. Development of these lots for standard single family development is recommended, given their historical zoning of Single-family Residential, their location outside of any low density subdivision and their proximity to the adjacent Medium Density development to the south, east, and northeast.

### **Exhibit D: Transportation System Plan (TSP) Amendments**

Amendments to the Transportation System Plan (TSP) are proposed in order to achieve the following objectives:

- to make the TSP a self-contained document that continues to be part of the Comprehensive Plan and is physically located, as a whole, in Appendix 12 of the Comprehensive Plan;
- to make the TSP internally consistent and consistent with the Comprehensive Plan;
- to improve readability, clarity, and function of the TSP; and
- to remove references that are outdated or will be outdated, e.g., "by 2001."

This separate TSP document (Exhibit D) continues to be adopted by reference into the Comprehensive Plan; the proposal is to physically locate the entire TSP in a separate document. Housekeeping text edits are proposed to the TSP and to Chapter 12 and the proposed edited versions of the TSP and Chapter 12 are included in this packet of Comprehensive Plan housekeeping amendments.

**Exhibit E: Stormwater Management Plan Amendments**

Amendments to the Stormwater Management Plan are proposed to make it consistent with adopted changes to the North Spruce Street Local Improvement District Design (Exhibit F).

**Exhibit F: Stormwater Design Report for Spruce Street LID, July 2006**

This proposal is to adopt Exhibit F, *Stormwater Design Report for Spruce Street LID*, July 2006 as part of Appendix 11 of the Florence Realization 2020 Comprehensive Plan. This report was approved by City Council motion on September 5, 2006, as the design for the stormwater system in the north east Florence UGB.

On page 4 of Exhibit F, there is a discussion of the "Congruity with Stormwater Master Plan." The report states, "In designing the proposed stormwater system, an effort was made to ensure that the data, parameters, and assumptions made were consistent with information published in Florence's Stormwater Master Plan. Basin boundaries, modeling parameters, and assumptions about physical properties of the watershed were retained. Deviations were only made when errors were discovered or more precise information was acquired.

The original strategy outlined in the SWMP to serve the area included a plan to bypass water that currently floods Florentine Estates. Stormwater that currently overtops Munsel Lake Road was planned to be routed east along Munsel Lake Road and then be piped south to Munsel Creek upstream of the existing Florentine Estates outfall. While attempting to implement this plan local residents raised concerns about flooding and lack of capacity in the downstream sections of Munsel Creek. In addition, the area along Highway 101 to the west was planned to be served by another set of storm drain pipes, also draining into Munsel Creek in the vicinity of Spruce Street and 37<sup>th</sup> Street.

In order to alleviate concerns of flooding in the original plan, the present design was proposed as an alternative. It combines the two recommended stormwater systems proposed in the Master Plan. Not only does this reduce the possibility of flooding upstream of 37<sup>th</sup> Street, but it also provides substantial cost savings over constructing two separate systems."

## II. NARRATIVE

When the Realization 2020 Comprehensive Plan Map was adopted on January 14, 2002 through City Council Ordinance No. 10, Series 2002, a thorough consistency analysis of the Map and the Comprehensive Plan text was necessary to ensure that all of the intended changes stated in the text were reflected on the adopted Comprehensive Plan Map and Zoning Map. Once that process was completed, the Comprehensive Plan and other planning documents were to be referred to Lane County for co-adoption, as per the *Joint Agreement for Planning Coordination between Lane County and the City of Florence*.

Following adoption of the Comprehensive Plan, several ordinances were adopted to bring the zoning map into consistency with the Comprehensive Plan and to make "housekeeping" edits to the Comprehensive Plan text and Map. In addition, the text, as adopted, contains internal inconsistencies and "scrivener errors" that make implementation of the Plan ambiguous and somewhat subjective. The amendments in this proposal are needed in order to complete this task. Once these housekeeping amendments are adopted by the City, the Lane County Planning Commission and Board of Commissioners will be asked to review and co-adopt the planning documents, as they apply to the County's joint planning coordination role.

This proposal is to adopt Comprehensive Plan housekeeping amendments to correct as many inconsistencies and scrivener errors as can be identified through an extensive analysis. The Planning Commission initiated these housekeeping amendments by resolution on October 9, 2007, as per Florence City Code (FCC) Title 10, Chapter 1, Section 3-C:

*"A legislative change in zoning district boundaries, in the text of this Title, Title 11 or in the Comprehensive Plan may be initiated by resolution of the Planning Commission or by a request of the Council to the Planning Commission that proposes changes be considered by the Commission and its recommendation returned to the Council."*

The January 2008 reprint of the Comprehensive Plan contains changes to the text and Map that have been adopted by the Florence City Council and acknowledged by the Department of Land Conservation and Development. Changes to the text and Map that have not been formally adopted must go through a formal adoption process. This formal adoption step is necessary because many of the edits are to bring the Map into consistency with the Comprehensive Plan text or scrivener edits, and such changes cannot be

made without formal review and adoption by the City. As required by state law, notice to the Department of Land Conservation and Development (DLCD) was given 45 days prior to the first hearing and, following adoption, post-adoption notice must be sent to DLCD because the amendments have been submitted as post-acknowledgement amendments.

The Appendices to the Comprehensive Plan also needed to be updated to reflect adopted amendments to the Plan and inconsistencies with the Plan text needed to be addressed. The Appendices have been reformatted and restructured so that they contain only the currently adopted versions of technical reports. Housekeeping amendments are proposed to Appendix 12, the Transportation System Plan (Exhibit D). Housekeeping amendments are also proposed to Appendix 11, Utilities and Facilities. One set of amendments to Appendix 11 amends the Stormwater Management Plan to reflect changes to the design of the Spruce Street LID, approved by the City Council on September 5, 2006 (see Exhibit E). The second amendment to Appendix 11 of the Comprehensive Plan is to adopt the report, *Stormwater Design Report for the Spruce Street LID*, July 2006, into Appendix 11 (see Exhibit F).

Please note that the proposed edits are housekeeping edits only and they do not purport to set new policy direction. Following adoption, these planning documents will be referred to Lane County local officials for co-adoption as per the *Joint Agreement for Planning Coordination between Lane County and the City of Florence*.

### III. NOTICE AND REFERRALS

#### 1. Notice:

Notice of the proposed Comprehensive Plan Amendments was sent to DLCD on January 9, not less than 45 days prior to the first (Planning Commission) evidentiary hearing as required by state law. The hearing was noticed in the Siuslaw News on February 23, February 27, and March 1, 2008, as required by state law and the Florence Development Code.

Owners of property affected by the proposed Comprehensive Plan Map Changes in Areas #4, #5, and #6 in Exhibit C received notification of the hearing in accordance with state law. These three areas are proposed for quasi-judicial housekeeping changes in Plan Designation because the proposal is to change the designation on these properties from one Plan designation to another. The proposal to amend the Map for the remaining Areas shown in Exhibit C-1 is a legislative process because these Areas do not currently



have a Plan designation that is recognized in the Plan text and the proposal is for those Areas to be appropriately labeled on the Map.

**2. Referrals:**

Referrals were sent to the Oregon Department of Transportation, Florence Police Department, Central Lincoln Public Utility District, Qwest, Charter Communications, Florence Public Works Department, Florence U.S. Postal Service, the Siuslaw Valley Fire and Rescue District, the Confederated Tribes of Coos, Lower Umpqua and Siuslaw Indians, and Lane County Land Management.

**IV. APPLICABLE CRITERIA**

- 1. Realization 2020 Florence Comprehensive Plan**  
Plan Adoption, Amendments, Review and Implementation; and various sections of the Plan as they pertain to proposed house-keeping edits (see Findings).
- 2. Florence City Code (FCC) Title 10: Zoning Regulations**  
Chapter 1: Zoning Administration, Sections: 10-1-1-5  
Land Use Hearings; Section 10-1-2-2,  
Change of Boundaries on Zoning Map; 10-1-3  
Amendments and Changes.
- 3. Oregon Revised Statutes:** ORS 197.175; ORS 197.610;  
ORS 197.763; ORS 227.186.
- 4. Statewide Land Use Planning Goals:** Goal 1 – Citizen Involvement, Goal 2 – Land Use, Goal 10 – Housing, Goal 11 – Public Facilities and Services, Goal 12 - Transportation

**V. FINDINGS**

Applicable criteria are shown in bold and findings are in plain text below for each of the following categories of housekeeping amendments:

- Exhibit B: Comprehensive Plan Text Amendments
- Exhibit C: Comprehensive Plan Map Amendments
- Exhibit D: Transportation System Plan (TSP) Amendments
- Exhibit E: Stormwater Management Plan Amendments
- Exhibit F: Stormwater Design Report for Spruce Street LID, July 2006

Unless a specific Exhibit or portion of an Exhibit is cited, the following criteria and findings apply to all categories of amendments (“the proposal”).

## **Realization 2020 Florence Comprehensive Plan Introduction:**

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

**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.**

The proposal is consistent with this Comprehensive Plan text because:

- The proposal was initiated by Planning Commission Resolution PC 07 33 ZC 03-1 on October 9, 2007;
- These are minor amendments because they are housekeeping amendments that do not have significant effects beyond the immediate area of the change;
- The Planning Commission will make a recommendation to the City Council; and
- Notice of the public hearing was sent to DLCD at least 45 days prior to the date of the first Planning Commission hearing.

### **Population**

The data on population in the Florence Realization 2020 Comprehensive Plan and the population projections were updated in March 2004 with the adoption of Comprehensive Plan amendments to incorporate the updated "Florence Residential Buildable Land Analysis" into the Comprehensive Plan and into Appendices 2 and 14. The updated analysis concluded:

**"This analysis indicates that there is enough buildable residential land supply within the Florence urban growth boundary to meet the projected 22-year housing demand."**

### **Finding:**

The proposal is consistent with this conclusion because the housekeeping amendments in Exhibits B, C, D, E, F and the Plan Designation Corrections in Exhibit C do not affect the buildable lands supply: the Buildable Lands Analysis in Appendices 2 and 14 of the Plan assumed the Plan

designations as they are proposed in these housekeeping amendments.

The Plan Designation Changes in Exhibit C: Areas #4, #5, and #6 are also consistent with this conclusion as follows:

- For Area #4, the proposal changes the designation of 3.06 acres from Medium Density Residential to High Density Residential. The parcel sizes and zoning are appropriate for multi-family uses, consistent with the Comprehensive Plan text.
- For Areas #5 and #6, the proposal changes the designation of 30.18 acres and 2.04 acres, respectively, from Low Density Residential to Medium Density Residential; these changes allow the potential for residential units of the same type (single family housing) without subtracting from the inventory of other types of residential land or from the supply of land in other land use categories. The result will have no effect on the buildable lands inventory for the City. In other words, the re-designation of the subject properties will increase the potential supply of single-family residential units within the Florence city limits, further substantiating this conclusion of the supply and demand analysis.

The net effect of the proposed changes would be to allow the potential development of additional single family units that would not be allowed under the Restricted Residential zoning classification that implements the current Low Density Residential Plan designation for these properties. In the Restricted Residential zoning classification, the minimum lot size is 9,000 square feet; and in the Single Family Residential classification, the minimum lot size is 6,000 square feet (6,500 for newly platted lots). Thus, some of the parcels that are subject to this request could potentially be re-zoned and partitioned to create additional lots under the Single-family zoning classification, adding additional housing of this type without subtracting housing from another housing category.

## Chapter 2: Land Use

### 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.** (Florence Realization 2020 Comprehensive Plan, page 15)

**Exhibit B: Comprehensive Plan Text Amendments**

The proposal is consistent with this policy in Chapter 2 of the Comprehensive Plan because the proposal is for housekeeping amendments to the Plan text in order to achieve the objective of making the Plan internally consistent.

**Exhibit C: Comprehensive Plan Map Amendments**

The Plan Map Amendments in Exhibit C are consistent with this policy in Chapter 2 of the Comprehensive Plan because the proposal is for housekeeping amendments to the Plan Map in order to achieve the objective of making the Plan Map consistent with the Plan text.

The Plan Map Amendments in Exhibit C are consistent with this policy in Chapter 2 of the Comprehensive Plan text, as follows:

1. Remove the following text and designations from the Map legend:
  - Streets
  - Flotlots-N
  - Flolots-S
  - Wetlands
  - Airport
  - Limited Industrial
  - Manufactured Housing
  - Multi-Family Residential
  - Neighborhood Commercial
  - Water

**Findings:**

- Descriptive text in the legend that is proposed for deletion (e.g., street outline, wetlands, water, etc.), serves to obscure the underlying Plan designation and should be located on a separate map.
- There is no Plan designation “Airport” or “Limited Industrial” identified in the Comprehensive Plan text.
- The Manufactured Housing designation was specifically deleted from the Comprehensive Plan Map with the adoption of the 2020 Realization Comprehensive Plan. The Plan states:

*“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.” (Realization 2020 Comprehensive Plan, January 2008 Reprint, page 22)*

- The Multi-Family Residential District is specifically referenced in the Comprehensive Plan as a zoning district, not a Plan designation; and the Plan text specifically refers to these areas as appropriately designated High Density Residential, as follows.

*“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.” (Realization 2020 Comprehensive Plan, January 2008 Reprint, page 21)*

- There are no text references in the Comprehensive Plan to Neighborhood Commercial as a Plan category. It is an adopted zoning district (FCC 10-14).

2. Add the following Plan designation category to the Comprehensive Plan Map legend: “Business/Industrial Parks.”

**Finding:**

The Comprehensive Plan text identifies this Plan designation category, as follows:

*“Business/Industrial Park*

*Other industrial lands include the 14-acre Airport Business Park, and the 70-acre Pacific View (Kingwood) Business Park.” (Realization 2020 Comprehensive Plan, January 2008 Reprint, page 31)*

3. Change the titles of the following Plan designation categories in the Map legend to match the titles in the Plan text:
  - “Downtown District” to “Downtown”
  - “Highway Commercial” to “Highway”

- “Neighborhood Commercial /Gateway” to “Neighborhood Commercial Gateway”
- “North Commercial Area” to “North Commercial Node”
- “Service/Industrial” to “Service Industrial”

**Finding:**

The proposal is consistent with the Comprehensive Plan because the proposed titles are consistent with the Plan text.

4. Correct the Comprehensive Plan Map to apply Plan designations to specific properties affected by the above changes to the legend, and for consistency with the Plan designation descriptions in the Plan text, as described below and shown in the map in Exhibit C-1.
  - a. Manufactured Housing: re-designate to “Medium Density Residential.” See Exhibit C-1, Areas #1, #2, #3 and Area #7.

**Finding:**

The proposal is consistent with the description of the Plan designation in the Comprehensive Plan, below.

*“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 Mobile Home / 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.”*  
(Realization 2020 Comprehensive Plan, January 2008 Reprint, page 21)

- b. Multi-Family Residential: re-designate to “High Density Residential.” See Exhibit C-1, Areas #8, #9, #10 and #11.

**Finding:**

The proposal is consistent with the description of the Plan designation in the Comprehensive Plan, below.

*“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." (Realization 2020 Comprehensive Plan, January 2008 Reprint, page 21)

- c. Limited Industrial: Re-designate these properties to "**Business/Industrial Park**." See Exhibit C-1, Areas #12 and #13.

**Finding:**

The proposal is consistent with the description of the Plan designation in the Comprehensive Plan, below.

*"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." (Realization 2020 Comprehensive Plan, January 2008 Reprint, page 31)*

- d. Airport: Re-designate this property to "**Public**," consistent with the description of the Plan designation in the Comprehensive Plan, below. See Exhibit C-1, Area #14.

**Finding:**

The proposal is consistent with the description of the Plan designation in the Comprehensive Plan, below.

*"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." (Realization 2020 Comprehensive Plan, January 2008 Reprint, page 32)*

- e. Neighborhood Commercial: No re-designation of specific properties is proposed.

**Finding:**

The proposal is consistent with the Comprehensive Plan because the Plan text contains no description or discussion of a "Neighborhood Commercial" Plan designation; and the Plan Map applied this designation to only one property at the southeast corner of 35<sup>th</sup> Street and Rhododendron Drive and that property was re-designated to Medium Density Residential by Ordinance No. 16, Series 2003, August 5, 2003.

5. Change the Plan designations of specific properties in three areas (Areas #4, #5, and #6 in Exhibit C-1) to make the Comprehensive Plan Map designation consistent with the Comprehensive Plan text description and the intended development for these properties.
  - a. Medium Density Residential: Change the designation of one specific area with a Medium Density Residential Plan designation in the Florence UGB to **"High Density Residential."** **See Exhibit C-1, Area #4.**

**Findings:**

**Area #4: North of 7<sup>th</sup> and west of Greenwood**

The proposal is consistent with the description of the Plan designation in the Comprehensive Plan, below and the historic development patterns and zoning in this area. The approximately 3,120 square feet parcels in this area were originally platted as part of Miller's Partition; the entire area is currently zoned Multi-family Residential; and the area is adjacent to the West 9<sup>th</sup> Street Mixed Use area. The Plan designation of High Density Residential is consistent with these densities, location, and zoning, as follows:

*"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." (Realization 2020 Comprehensive Plan, January 2008 Reprint, page 21)*

- b. Low Density Residential: Change the designation of two specific areas with a Low Density Residential Plan designation in the Florence UGB to **"Medium Density Residential,"** **See Exhibit C-1, Areas #5 and #6.**



**Findings:**

**Area #5: South of 12<sup>th</sup> Street in Southeast Florence UGB**

The proposal for Area #5 is consistent with the description of the Plan designation in the Comprehensive Plan, below and the pre-existing development patterns in this area. The parcels in this area were originally platted as part of the Gallagher's and the East Dunes Subdivisions and the original parcels were, for the most part, around 3,100 square feet. The historic zoning for properties inside the city limits in this area is predominantly Single-family residential and the area is developed with a mix of single family homes, manufactured homes, and some multi-family.

*"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 Mobile Home / 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." (Realization 2020 Comprehensive Plan, January 2008 Reprint, page 21)*

**Area #6 South of 37<sup>th</sup> Street, East of Spruce Street in Northeast Florence UGB**

The proposal for Area #6 is consistent with the description of the Plan designation in the Comprehensive Plan, above. This 2.04 acre area contains three tax lots historically zoned Single-family Residential. The lots lie adjacent to 37<sup>th</sup> Street. Two of the tax lots are each developed with a single family home and the other is vacant land. The lots range in size from 13,504 square feet to about one acre. These lots are in three separate ownerships lying outside of platted subdivisions, with the Medium Density Florentine Estates adjacent to the south. Development of these lots for standard single family development is recommended, given their location outside of the Low Density subdivision to the north, their location near 37<sup>th</sup> Street, their historic zoning for Single-family Residential, and the fact that the lands immediately adjacent to the south, east, and northeast are all Medium Density. This is consistent with the Plan text because these lands are part of the "majority of developable land remaining in the City."

6. Organize the labels for the Plan designation categories in the Plan Map legend into broad categories consistent with the Plan text, as follows:

**Comprehensive Plan Map Designations**

|  |   |   |
|--|---|---|
| <p><b>Residential</b></p> <ul style="list-style-type: none"> <li>• Low Density</li> <li>• Medium Density</li> <li>• High Density</li> <li>• Heceta Beach Neighborhood Cluster</li> </ul> | <p><b>Commercial</b></p> <ul style="list-style-type: none"> <li>• Neighborhood Commercial-Gateway</li> <li>• Commercial</li> <li>• North Commercial Node</li> <li>• Recreational Commercial</li> <li>• Highway</li> </ul> | <p><b>Industrial</b></p> <ul style="list-style-type: none"> <li>• Service Industrial</li> <li>• Business/Industrial Park</li> <li>• Marine</li> </ul> |
| <p><b>Other</b></p> <ul style="list-style-type: none"> <li>• Public</li> <li>• Private Open Space</li> <li>• Downtown</li> <li>• West 9<sup>th</sup> Street Area</li> </ul>              | <p>City Limits<br/>Urban Growth Boundary</p>  |   |

**Finding:**

These changes are consistent with Chapter 2 because they are housekeeping amendments that achieve the stated objective of improving the readability and functionality of the Plan.

**Exhibit D: Transportation System Plan (TSP) Amendments**

The proposal is consistent with Chapter 2 of the Comprehensive Plan because the proposal is for housekeeping amendments to the TSP text and Map in order to achieve the objective of making the Plan internally consistent.

**Exhibits E and F: Stormwater Management Plan Amendments**

These amendments are consistent with Chapter 2 because the amendments to the Stormwater Management Plan and Comprehensive Plan Appendix 11 are proposed to make these documents consistent with City Council-approved changes to the North Spruce Street Local Improvement District Design (Exhibit F), adopted by City Council motion on September 5, 2006.

## Realization 2020 Comprehensive Plan, Continued

### Additional Findings Relevant to Exhibit C-1, Plan Designation Changes, Areas #4, #5, and #6:

#### Chapter 2, Land Use

##### 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.** (Florence Realization 2020 Comprehensive Plan, page 15)

The proposal is consistent with these criteria because the Plan designation of High Density Residential for the properties located in Area #4 and of Medium Density Residential for the properties located in Areas #5 and #6 is based on:

- an analysis of documented need for land uses of various types: the properties are located within the Florence Urban Growth Boundary and are designated for residential use with the designation of Medium and Low Density Residential. Designation to High from Medium Density Residential will achieve consistency with the existing parcel size and zoning of these properties; designation to Medium from Low Density will allow additional single family residential units to occur, although at potentially smaller lot sizes than would be allowed with the zoning of Restricted Residential, meeting the City's future need for housing.
- physical suitability of the lands for the uses proposed: no change in use is proposed in this application; the allowed uses in the Restricted Residential zoning district are the same as in the Single-family Residential zoning district and the existing use for the High Density proposal is the same as the future allowed use.
- adequacy of existing or planned public facilities and the existing or planned transportation network to serve the proposed land use: the allowed uses in the Restricted Residential zoning district are the same as in the Single-family Residential zoning district and the parcel sizes and zoning for the High Density proposal is the same as the future allowed use. In addition, this

proposal recommends a Special Area Plan be developed for Area #5 in order to address the transportation needs and utilities and facilities in a comprehensive, cohesive manner. As incremental partitioning occurs prior to the preparation of this plan, developers will be required by the Florence City Code to address issues of access and public facilities as part of any land division application.

- potential impacts on environmental, economic, social and energy factors: parcels in Area #4 and Area #6 are already zoned for the uses that would be allowed with this change; and there is no evidence to indicate that development of the subject properties in Area #6 at the densities allowed in the Single-family Zoning District would have environmental, economic, social or energy impacts that would exceed acceptable levels.

## RESIDENTIAL

### Policies

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.** (Florence Realization 2020 Comprehensive Plan, page 18)

The proposal is consistent with this policy because the end result of the re-designations will be to potentially increase residential densities with the High Density designation for Area #4 and with smaller lot sizes allowed in Areas #5 and #6.

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.** (Florence Realization 2020 Comprehensive Plan, page 18)

The proposal is consistent with this policy because the re-designation of these properties is the action proposed to allow the potential for increased densities and no densities greater than the base level under the applicable zoning district will be considered.

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.** (Florence Realization

2020 Comprehensive Plan, page 19)

The proposal is consistent with this policy because the proposed re-designations are High Density and Medium Density Residential, consistent with the existing development patterns in these areas.

**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 district is 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. (Florence Realization 2020 Comprehensive Plan, page 21)**

The proposal is consistent with this policy because the subject properties in Area #5 are assigned a variety of residential zoning classifications, primarily Single-family Residential, and they were smaller than 6,500 square feet at the time they were platted; and the lots in Area #6 are zoned Single-family and are surrounded by Medium Density Residential areas to the south, east, and northeast and are part of the “majority of developable land remaining in the City.”

**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. (Florence Realization 2020 Comprehensive Plan, page 21)**

The proposal is consistent with this policy because the subject parcels in Area #4 are assigned a zoning classification of Multi-family Residential; are located adjacent to the West 9<sup>th</sup> Street mixed use area; and they were smaller than 5,000 square feet at the time they were platted;

## **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. (Florence Realization 2020 Comprehensive Plan, page 101)**

The proposal is consistent with this goal because the potential additional housing units allowed with the amended designations will allow for the provision of more cost effective collection and treatment of wastewater than would be provided at the lower densities that would be allowed with the current designations; and there is sufficient capacity in the municipal wastewater treatment and collection system to serve development at the allowable densities. Area #6 can be served from an existing 8-inch sewer at 37<sup>th</sup> and Spruce Streets. The Florence Public Works Department reports that the applicant for any development proposal in Area #5 will need to show how sanitary sewer service will be provided; the existing 8-inch sewer line has capacity; and there are a number of options to provide sewer service to this area. Area #4 can be served with lines that now serve the existing, adjacent residential development. Ultimate alignment and connection of sewer system will be determined as development occurs; and, in Area #5, a Special Area Plan is proposed to address the system needs in the long term.

## **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.** (Florence Realization 2020 Comprehensive Plan, page 102)

The proposal is consistent with this goal because the proposal will allow the City 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.

Adjacent development in Area #4 is already served and for Areas #5 and #6, the potential additional single family units allowed with the increased minimum densities will allow for the provision of more cost effective delivery of water for domestic needs and fire protection than would be provided at the lower densities under the current Plan designation; and there is sufficient capacity in the municipal water system to serve development at the densities allowed in the proposed Plan designation.

The Florence Public Works Department provided the following information related to these criteria: Area #6 can be served in the same manner as the surrounding properties; Area #5 can be served from various 6-inch and smaller water mains, some of which are looped and some not. As development occurs, water mains with a minimum diameter of 8-inch need to be extended "to and through" in order to create a grid system that has the capacity to provide not only domestic water service but also fire protection.

In addition, a Special Area Plan (i.e., "refinement plan") for Area #5 is recommended to address all land use and facility design issues in the undeveloped portions of this Area.

## **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 water bodies." (Florence Realization 2020 Comprehensive Plan, page 105)**

The proposal is consistent with this goal and these policies because the stormwater system of the City, reflected in the adopted Stormwater Management Plan, enhances and maintains livability through balanced solutions to stormwater management in a cost-effective manner and, as reported by the Florence Public Works Department, stormwater will be addressed as the parcels develop or redevelop; and the City will require the developers to demonstrate their ability to comply with the City of Florence Stormwater Management Plan, including compliance with all of the following:

- the City will encourage on-site retention of stormwater; and, if water flows are in excess of that generated on-site, or site conditions make this physically impracticable, a combination of piped systems and natural drainage systems will be installed to carry stormwater off-site to approved collection or dispersion facilities;
- the quality and quantity of recharge to the City's sole source aquifer will be maintained consistent with use of the aquifer as a domestic water source;
- the City will ensure that adequate measures are available to provide, or to require developers and homeowners to provide, on-going maintenance;
- City approved provision for controlling storm run-off shall be made before development takes place in areas that have drainage problems;
- storm drainage facilities, as approved by the City, 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; and such facilities will be a part of all developments and street construction in this area; and
- Stormwater will be managed to protect water quality of streams, rivers, and other waterbodies.

Regarding Area #4, there is a major drainage ditch on the west side of this area. Development in this area will need to address the special conditions of having a significant natural drainage system.

## **PARKS, RECREATION AND OPEN SPACE**

### **Policies**

- 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.** (Florence Realization 2020 Comprehensive Plan, page 107)

The proposal is consistent with this policy because the subject parcels are currently designated for residential use in the Florence Realization 2020 Comprehensive Plan; and they were previously designated for residential use in the 1988 Florence Comprehensive Plan, prior to and following annexation to the City.

## **PUBLIC SAFETY AND HEALTH RELATED SERVICES**

### **Policies**

- 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.** (Florence Realization 2020 Comprehensive Plan, page 116)

The proposal is consistent with this policy because for any new streets proposed, street names and addresses will be assigned so as not to duplicate existing street names or have similar sounding names; and all new street names will be reviewed by the Fire Marshall.

## **Chapter 12 TRANSPORTATION**

The proposal is consistent with the Transportation System Plan because:

- no change in use is proposed and the proposal will result in the potential increase of single family residential units, an allowed use in the existing zoning districts;
- the areas are served by access to major arterials, and several local streets, and, in Area #5, a Special Area Plan is proposed to address local transportation network issues;
- the demonstration of adequate transportation access will be required as part of any partitioning proposal in these areas and transportation impact analyses will be required as part of the processing of any proposal that is likely to result in an appreciable impact to the transportation system.

## **FLORENCE CITY CODE (FCC) TITLE 10: ZONING REGULATIONS**

### **CHAPTER 1: ZONING ADMINISTRATION**

### **SECTION 3: AMENDMENTS AND CHANGES**

### **FCC 10-1-3-C: LEGISLATIVE CHANGES**

1. **Initiation: A legislative change in zoning district boundaries, in the text of this Title, Title 11 or in the Comprehensive Plan may be initiated by resolution of the Planning Commission or by a request of the Council to the Planning Commission that proposes changes be considered by the Commission and its recommendation returned to the Council.**
2. **Notice and Public Hearing: Such notice and hearing as prescribed by state law and the Comprehensive Plan then in effect. (Amd. by Ord. 30, Series 1990).**

The proposal is consistent with the criteria in FCC 10-3-C because:

- Exhibits B, C, D, E, F and the Plan Designation Corrections in Exhibit C are legislative changes to the Comprehensive Plan, affecting a large number of properties with broad policy application;
- The Planning Commission initiated the process by Resolution;
- Notice of the public hearing was sent to DLCD at least 45 days prior to the first Planning Commission hearing, consistent with the Comprehensive Plan and state law.

#### **FCC 10-3-B: QUASI-JUDICIAL CHANGES**

1. **Initiation: A quasi-judicial zoning change and related Comprehensive Plan changes may be initiated by application of a property owner within the affected area, by a person having substantial ownership interest in the property, by resolution of the Planning Commission or motion of the City Council, and also by individual citizens or citizen groups during Plan update as provided in The Comprehensive Plan.**
3. **Notice and Public Hearing: Notice and public hearing for quasi-judicial changes to this Code and the Comprehensive Plan shall be in accordance with Code Section 10-1-1-5.**

The proposal is consistent with the criteria in FCC 10-3-B, subsections #1 and #3 because:

- The Plan Designation Changes in Areas #4, #5, and #6 in Exhibit C are quasi-judicial Comprehensive Plan changes that affect a discreet number of properties in a small, defined area;
- The proposal was initiated by Planning Commission Resolution; and
- Notice of the proposed change was provided in accordance *with Code Section 10-1-1-5*:

**FCC 10-1-1-5: LAND USE HEARINGS:**

- A. Hearings are required for quasi-judicial land use matters requiring Planning Commission review.**
- B. Notification of Hearing:**
  - 1. At least twenty (20) days prior to a quasi-judicial hearing, notice of hearing shall be provided to the applicant and to all owners of record of property within 100 feet of the subject property, except in the case of hearings for Conditional Use Permits, Variance, Planned Unit Development and Zone Change, which notice shall be sent to all owners of record of property within 300 feet of the subject property.**
  - 2. For a zone change application, notice of hearing shall be published three (3) times in a newspaper of general circulation, the last not more than ten (10) days prior to the date of the hearing.**

The proposal is consistent with these criteria as they apply to the Plan Designation Changes in Areas #4, #5, and #6 in Exhibit C because:

- the Planning Commission held a public hearing on the request;
- notice was sent to all owners of record of property within 300 feet of the subject property; and
- notice of the hearing was published three (3) times in the Siuslaw News, a newspaper of general circulation, the last not more than ten (10) days prior to the date of the hearing.

**OREGON REVISED STATUTES**

**ORS 227.186 NOTICE TO PROPERTY OWNERS OF HEARING ON CERTAIN ZONE CHANGE; FORM OF NOTICE; EXCEPTIONS; REIMBURSEMENT OF COST.**

- (3) Except as provided in subsection (6) of this section, at least 20 days but not more than 40 days before the date of the first hearing on an ordinance that proposes to amend an existing comprehensive plan or any element thereof, or to adopt a new comprehensive plan, a city shall cause a written individual notice of a land use change to be mailed to each owner whose property would have to be rezoned in order to comply with the amended or new comprehensive plan if the ordinance becomes effective.**

The proposal is consistent with ORS 227.186 as it pertains to the Plan Designation Changes in Areas #4, #5, and #6 in Exhibit C because:

- at least 20 days but not more than 40 days before the date of the Planning Commission hearing (first hearing) on the adopting ordinance to amend the comprehensive plan map, the City mailed a written individual notice of a land use change to the owners of each of the properties included in this part of the proposal;
- the notice was approved by the City and described in detail how the proposed ordinance would affect the use of the properties;
- the notice contained the text required in ORS 227.186; and
- the proposal is to adopt an ordinance that will limit or prohibit land uses previously allowed in the affected zone.

**ORS 197.610: LOCAL GOVERNMENT NOTICE OF PROPOSED AMENDMENT OR NEW REGULATION; EXCEPTIONS; REPORT TO COMMISSION.**

**(1) A proposal to amend a local government acknowledged comprehensive plan or land use regulation or to adopt a new land use regulation shall be forwarded to the Director of the Department of Land Conservation and Development at least 45 days before the first evidentiary hearing on adoption. The proposal forwarded shall contain the text and any supplemental information that the local government believes is necessary to inform the director as to the effect of the proposal. The notice shall include the date set for the first evidentiary hearing.**

The proposal is consistent with ORS 197.610 because notice to DLCD was sent on January 9, 2008, at least 45 days prior to the March 5, 2008 (first) Planning Commission public hearing and the notice contained the information required in this statute.

**ORS 197.175: CITIES' AND COUNTIES' PLANNING RESPONSIBILITIES; RULES ON INCORPORATIONS; COMPLIANCE WITH GOALS.**

**(2) Pursuant to ORS Chapters 195, 196 and 197, each city and county in this state shall: (a) Prepare, adopt, amend and revise comprehensive plans in compliance with goals approved by the commission;**

The proposal is consistent with ORS 197.175 because this staff report contains findings to conclude that the proposed comprehensive plan revisions are in compliance with the goals approved by the commission. Statewide Planning Goals 1, 2, 10, 11, and 12 apply to this proposal. A finding of "Not Applicable to this Proposal" is incorporated into these findings for all other Statewide Planning Goals not specifically cited below.

## **Statewide Planning Goals**

### **Goal 1: Citizen Involvement [OAR 660-015-0000(1)]**

- 3. Citizen Influence -- To provide the opportunity for citizens to be involved in all phases of the planning process.**

**Citizens shall have the opportunity to be involved in the phases of the planning process as set forth and defined in the goals and guidelines for Land Use Planning, including Preparation of Plans and Implementation Measures, Plan Content, Plan Adoption, Minor Changes and Major Revisions in the Plan, and Implementation Measures.**

The proposal is consistent with Statewide Planning Goal 1 because the proposal was advertised three times in the Siuslaw News on February 23 and 27 and March 1, 2008; notice was mailed to owners of the properties in Areas #4, #5, and #6 in Exhibit C and to property owners within 300 feet of these properties; and citizens were given the opportunity to comment on the proposal in writing or in person at public hearings before the Planning Commission and the City Council.

The Planning Commission and City Council held a joint work session and public hearing on March 5, 2008, heard public testimony, and, at the request of a citizen, left the record open for written comment for seven days and no written comments were submitted during this time; the Planning Commission met on March 18, 2008, deliberated, and approved Resolution 08 04 CPA 01, recommending adoption of the proposed amendments; and the City Council met and deliberated on the proposed amendments on March 24, 2008.

### **Goal 2: Land Use [OAR 660-015-0000(2)]**

**All land-use plans and implementation ordinances shall be adopted by the governing body after public hearing and shall be reviewed and, as needed, revised on a periodic cycle to take into account changing public policies and circumstances, in accord with a schedule set forth in the plan. Opportunities shall be provided for review and comment by citizens and affected governmental units during preparation, review and revision of plans and implementation ordinances.**

The proposal is consistent with Goal 2 because the proposed revisions to the Comprehensive Plan Map are to correct scrivener errors and achieve consistency with the Plan text; and citizens and affected governmental units have been provided an opportunity for review and comment on the proposal.

### **Goal 10: Housing [OAR 660-015-0000(10)]**

**To provide for the housing needs of citizens of the state.**

**Buildable lands for residential use shall be inventoried and plans shall encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density.**

The proposal is consistent with Goal 10 because the proposed change in Plan designation and zoning will allow higher residential densities which will increase the number of single family residences, a needed housing unit type, at a price range that is more affordable than units built on larger lots.

**Goal 11: Public Facilities and Services [OAR 660-015-0000(11)]**

**To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.**

The proposal is consistent with Goal 11 because the properties in Areas #4, #5, and #6 in Exhibit C are within the Florence Urban Growth Boundary and will be served in accordance with City facility management consistent with the Comprehensive Plan and for areas now outside the city, with annexation and service policies. Key facilities and services can be provided to the areas upon development, including water, wastewater, stormwater, and transportation, consistent with the policies in the Florence Realization 2020 Comprehensive Plan.

The proposal in Exhibit E and F to amend the Stormwater Management Plan and Appendix 11 of the Comprehensive Plan, respectively, will make that Plan consistent with approved amendments, consistent with Goal 11.

**Goal 12: Transportation [OAR 660-015-0000(12)]**

**To provide and encourage a safe, convenient and economic transportation system.**

**OAR 660-012-0060**

**Plan and Land Use Regulation Amendments**

**(1) Where an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation would significantly affect an existing or planned transportation facility, the local government shall put in place measures as provided in section (2) of this rule to assure that allowed land uses are consistent with the identified function, capacity, and performance standards (e.g. level of service, volume to capacity ratio, etc.) of the facility. A plan or land use regulation amendment significantly affects a transportation facility if it would:**

**(a) Change the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan);**

**(b) Change standards implementing a functional classification system; or**

**(c) As measured at the end of the planning period identified in the adopted transportation system plan:**

**(A) Allow land uses or levels of development that would result in types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility;**

**(B) Reduce the performance of an existing or planned transportation facility below the minimum acceptable performance standard identified in the TSP or comprehensive plan; or**

**(C) Worsen the performance of an existing or planned transportation facility that is otherwise projected to perform below the minimum acceptable performance standard identified in the TSP or comprehensive plan.**

The proposal is consistent with Goal 12 and these provisions in the Transportation Planning Rule because the proposal corrects map errors in an adopted Comprehensive Plan, adopts housekeeping amendments to the TSP to make it internally consistent and consistent with the Comprehensive Plan, and the additional single family residences allowed by the proposed Plan map changes in Areas #5 and #6 will not significantly affect a transportation facility, as follows:

(a) They will not cause a change in the functional classification of an existing or planned transportation facility;

(b) they do not change standards implementing a functional classification system; or

(c) as measured at the end of the planning period identified in the adopted transportation system plan:

(A) they do not allow land uses or levels of development that would result in types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility;

(B) they do not reduce the performance of an existing or planned transportation facility below the minimum acceptable performance

standard identified in the TSP or comprehensive plan; or

(C) they do not worsen the performance of an existing or planned transportation facility that is otherwise projected to perform below the minimum acceptable performance standard identified in the TSP or comprehensive plan.

## **VI. CONCLUSION**

The proposal to adopt housekeeping amendments to the Realization 2020 Comprehensive Plan Text and Map and the Transportation System Plan and Stormwater Management Plan is consistent with applicable criteria in Florence Realization 2020 Comprehensive Plan, Florence City Code, Oregon Revised Statutes, and Statewide Planning Goals.



**EXHIBIT B:  
PROPOSED COMPREHENSIVE PLAN  
TEXT AMENDMENTS**

**Florence Realization 2020  
Comprehensive Plan  
For the City of Florence, Oregon**



**February 2008**

**EXHIBIT B:  
PROPOSED COMPREHENSIVE PLAN  
TEXT AMENDMENTS**

**Florence Realization 2020  
Comprehensive Plan  
For the City of Florence, Oregon**



**February 2008**

This 2008 Update of the December, 2007, Florence 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.

In 2008, "housekeeping edits" to this Comprehensive Plan (Plan) were adopted in order to achieve the following objectives:

- To make the Plan text internally consistent;
- To make the Plan Map consistent with the Plan text;
- To improve the readability, clarity, and function of the Plan; and
- To remove references that are outdated or will be outdated, e.g., "by 2001."

This Plan will be modified in the future by incorporating adopted amendments and listing the adopting ordinances in the Plan.

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  - a. Issue Paper #1 - Commercial and Industrial Land Uses, July 1997
  - b. October 2001 Industrial Lands Inventory, October 2001 (replaces Industrial Land Use portion of July 1997 Study)
  - c. Florence Residential Buildable Land Analysis, adopted March 15, 2004
  - d. Florence Downtown Implementation Plan, September, 1999
  - e. Florence Downtown Plan - Phase I Implementation, Final Summary Report, August 2001 - portions adopted by the City Council
  - f. 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 &and Recreation
  - b. City of Florence Local Wetlands and Riparian Area Inventory, ~~1997~~ December 30, 1996
  - 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*
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  - c. City of Florence and Urban Service Area Soils Map, USDA Soil Survey of Lane County Area, September 1987
  - d. Relative Earthquake Hazard Maps for selected coastal communities, DOGAMI, 1999 (Large maps available at City Hall, Community Development Department.)
  - e. Tsunami Inundation Zones - Florence
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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-ober~~, 1997 (under separate cover)
  - b. City of Florence: Water Facilities Plan, ~~September~~, 1998 (under separate cover)
  - c. City of Florence Wellfield and Water Treatment Expansion Project, February, 2001
  - d. City of Florence: Stormwater Management Plan, ~~Oct-ober~~ 2000 (under separate cover)



- e. 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

**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 , October 1978, as amended to-date (under separate cover)
- b. Lane County Coastal Resources Management Plan, Revised 1991-2007, as amended to-date (under separate cover)
- c. Siuslaw River Dredged Material Disposal Plan, November 1978, as amended to-date (under separate cover) (refer to web link: <http://www.co.lane.or.us/Planning/DMDP/DMDP.htm>)
- 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

- e. Shelter Cove Subdivision, Historic Erosion Report, Lower Siuslaw Estuary, Florence, Oregon, November 2001

**17. Coastal Shorelands**

**18. Beaches & Dunes**

**19. Ocean Resources**

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### **Florence City Council 2000-2001**

|                          |                          |
|--------------------------|--------------------------|
| Alan Burns, Mayor        | Dianne Burch, Councilor  |
| Lonnie Iholts, President | Della Weston, Councilor  |
| Dave Braley, Councilor   | Phil Brubaker, Councilor |
| Donna Lee, Councilor     |                          |

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| Dave Franzen  | Dennis Adkins  | Mary Kay Manwill |
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~~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.~~

Note: The above text was moved to the TSP, a separate document.

## 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 and edits made in 2008 to make the Plan internally consistent and the Plan Map consistent with the Plan text. 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 to the Oregon Department of Land Conservation and Development (DLCD) 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.

This Comprehensive Plan is applicable to all properties within the Florence Urban Growth Boundary (UGB). Planning and development of land in the UGB that is in the unincorporated area of Lane County shall be a cooperative effort between Lane County and the City as specified in the Joint Agreement for Planning Coordination Between Lane County and the City of Florence, February 2002, included in Appendix 14 of this Plan.

## **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**

Objectives are 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**

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

### **Should**

Should is 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.~~



## 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~~ Realization 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 is 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, t~~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-Comprehensive Plan (Plan) for lands within the Florence UGB is divided into the following general Plan designation categories sections: Residential, Commercial, Industrial, and Other Plan designations, and a section on Specific Plans. The Land Use Plan-Comprehensive Plan is accompanied by a Land Use Comprehensive Plan Map (Plan Map), Map 2-1. The 2000-2020 Land Use Plan-Comprehensive Plan provides analysis and discussion of anticipated issues for each section category, as well as presenting the relevant important goals, policies and recommendations, for consideration by all using the Plan. For a more complete discussion of the inventory and analysis in each of these categories, forming the Land Use Plan, see the adopted land analyses in Appendix 2.

The Land Use Plan-Comprehensive 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-Comprehensive 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. The text and policies and Comprehensive Plan Map contained in the City’s first comprehensive plan, updated in 1988, along with the Plan designation categories and relevant policies, were completely updated when the Realization 2020 Comprehensive Plan was adopted by the Florence City Council on January 14, 2002, and subsequently acknowledged by the Oregon Department of Land Conservation and Development (DLCD).

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, the population increased by an annual average of about growth was 1.5%, average annual growth. The annual average 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-Comprehensive 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~~ Comprehensive 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 fol-~~ lowing 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~~ Comprehensive 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,~~ ~~b~~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 ~~address~~ deal with the need for an 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 ~~Plan~~ 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 re-designated 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~~ Comprehensive Plan Map. Approximately 65 acres of residentially designated lands have been ~~re-~~ recommended ~~re-designated to provide~~ 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~~ designated for commercial use within the North ~~Florence Commercial Area~~ Node. Other lands not specifically designated Residential are also available for meeting the future residential land needs. For example, the Plan's ~~Waterfront~~

Downtown 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-Marine 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 eCommercial 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~~Realization 2020 Comprehensive Plan differentiates between residential housing ~~designations densities as noted below:~~ The Residential Plan designations shown on the Plan Map are: Low Density Residential, Medium Density Residential, Highway Density Residential, and Heceta Beach Neighborhood Cluster. These designation categories are defined below.

### **Low Density Residential**

The Low Density Residential 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 Residential 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~~ is 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 Residential designation is intended for areas which are already developed as multi-family uses, and for development and redevelopment of 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 is~~ 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**

The Heceta Beach Neighborhood Cluster Plan designation applies to lands surrounding the junction of Heceta Beach Road and Highway 101 (Map 2-2). ~~are designated the Heceta Beach Neighborhood Cluster.~~ In addition to the area designated Neighborhood Commercial Gateway ~~District~~ at the northwest corner of the intersection, other lands are ~~designated~~ intended 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.

The implementing zoning districts are Multi-family along Highway 101 and Single-family. 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 6,000 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~~ Comprehensive 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 eCode 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~~that 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 Aarea, 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 is 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 |

11. The City should initiate an ordinance revision ~~by 2002 which that~~ requires ~~that~~ any change in commercial use, redevelopment, or reopening of a vacant commercial use, ~~will~~ 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~~ Urban Growth Boundary (UGB) are designated for commercial uses and developments on the ~~Land Use Plan~~ Comprehensive Plan Map. Additional opportunities for commercial development are the areas designated West 9<sup>th</sup> Street Area and Downtown on the Comprehensive Plan Map. These areas are described in the sections of this Chapter that discuss “Other Plan Designations” and “Specific Plans.”

Commercial designations on the Comprehensive Plan Map are Neighborhood Commercial Gateway, Commercial, North Commercial Node, Recreational Commercial, and Highway. These Plan designation categories are defined as follows.

### Neighborhood Commercial Gateway

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

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

Two areas are designated Commercial in the Plan Map. One of these areas is An area between approximately Highway 126/9th Streets and 21st Street, is designated Commercial on the 2000-2020 Land Use Map. This area straddles the east and west side of Highway 101, and 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.

The second area designated Commercial Also included in the Commercial Designation are lands north and south of Highway 126 and east of Quince Street. These are lands were designated Highway Commercial in the 1988 Comprehensive Plan Map and designated zoned 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.

The implementing zoning district for the Commercial Plan designation is the Commercial District.

### **North Commercial Node**

A new area within city limits has also been designated for cCommercial uses on the Land Use-Plan Map. The North Commercial Node (NCN) (Map 2-3) 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 Node Plan designation 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.

The implementing zoning district for the North Commercial Node Plan designation is North Commercial District.

### **Recreational Commercial**

The Recreational Commercial Plan designation was applied to one property in the UGB when the Realization 2020 Comprehensive Plan was adopted. This property, located in the southeast corner of Heceta Beach Road and Rhododendron Drive, was developed as a campground/recreational vehicle park and a small store at the time of Plan adoption. No other Plan designation fit this combination of land uses, and thus the Recreational Commercial designation was created in the legend of the Comprehensive Plan Map. This property is currently zoned by Lane County because it lies outside city limits. A City zoning classification of Neighborhood Commercial District will be applied to this property at such time as it is annexed to the city.

## Highway

The Highway Plan designation applies to lands east and west of Highway 101, north of 21<sup>st</sup> Street and south of the North Commercial Node. This is the same area designated Highway Commercial in the 1988 Comprehensive Plan Map, except for three areas: 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 (now designated Commercial), and certain lands located between Pine and Oak Streets that were previously designated Highway. The implementing zoning district for the Highway Plan designation category is Highway District.

**Note: the following text was moved to the “Other Plan Designations” section of this Chapter under the headings “Downtown” and “West 9<sup>th</sup> Street Area” Plan designations.**

## 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, and 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~~that 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~~ Comprehensive Plan designates lands suitable for industrial land uses and development. Those lands are shown on the ~~Land Use Plan~~ 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.

Industrial designations on the Comprehensive Plan Map are: Service Industrial, Business/Industrial Park, and Marine. These designation categories are defined below.

#### **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 He-

ceta Beach Neighborhood Cluster along Highway 101 (Map 2-4). The purpose of the SI Service Industrial designation 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 designation. There are no other appropriate or available lands within the City or the UGB for these uses. ~~The use of h~~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 Service Industrial Zoning District, the implementing zoning district for this Plan designation. 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**

The Business/Industrial Park designation applies to ~~Other industrial lands include~~ the 14-acre Airport Business Park, and the 70-acre Pacific View (Kingwood) Business Park, and the 40 acres west of the City's Pacific View Business Park owned by the Port of Siuslaw. The three implementing zoning districts for these Plan designations are, respectively: Industrial Park District, Pacific View Business Park District, and Limited Industrial District. In addition, a portion of some of these areas is subject to the City's Airport Overlay District.

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, re-

sulting 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 located~~ west of the airport, backing up to the Greentrees residential PUD, was previously designated Industrial in the Comprehensive Plan Map. This area was re-designated to Medium Density residential and Private Open Space after the Realization 2020 Comprehensive Plan was adopted. 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 ~~designated~~ the Marine in the Comprehensive Plan Map. These include: District lands zoned Marine owned by Lane County located south of the Port's 40 acre Limited Industrial site, and the lands zoned Waterfront/Marine owned by the Port of Siuslaw and private owners located east of the area designated Downtown in the Comprehensive Plan Map. 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 that there are a number of land use types that do not fit into the Residential, Commercial, or ~~Residential Industrial Comprehensive Plan 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.

## **Other Plan Designation Categories and Background**

The following Comprehensive Plan designation categories are shown in the Plan Map and described below: Public; Private Open Space; West 9<sup>th</sup> Street Area; and Downtown.

### **Public**

The Public designation is intended to identify existing public and semi-public uses including the airport, 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. The implementing zoning districts for this Plan designation are: Open Space District and Public Use Airport Zone (for the airport). In addition, the Public Use Airport Safety and Compatibility Overlay Zone applies to the airport and to lands near the airport as defined in the description of the Overlay Zone in Title 10 of the Florence City Code.

### **Private Open Space**

The Private Open Space designation 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., and other similar uses. 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 areas, groundwater resources, beaches and dunes, and habitat for sensitive species, etc. Development within a Private Open Space area may occur subject to the Planned Unit Development process.

**Note: the following West 9<sup>th</sup> Street Area and Downtown Plan designation descriptions were moved here from other sections of Chapter 2 and edited for clarity. This is not new policy.**

### **West 9<sup>th</sup> Street Area**

For planning purposes, the West 9th Street Area Plan designation applies to the area bordered by Ivy Street on the east and Rhododendron Drive on the west, and

its boundary is shown on the ~~Realization 2020~~2000 Comprehensive Plan Land Use Map 2-1 and Maps 2-5 and 2-6. Lands within the West 9<sup>th</sup> Street Area are zoned Professional Office/Institutional, except for the two areas that are zoned Open Space. A Plan designation of Public applies to these two Open Space areas.

The West 9<sup>th</sup> Street ~~planning~~ area west of Kingwood Street has been ~~re-designated~~zoned from Residential to Professional Office/Institutional. Medium and high density residential use of part of that area is envisioned. The Comprehensive Plan 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 the West 9<sup>th</sup> Street Area is found in the Specific Plans section of this chapter.

Professional office development is a desirable local preference for land uses in this Plan designation, and a shift from residential to professional office/institutional uses is reflected on the Zoning Map. ~~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 West 9th Street West Area ~~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 West 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 West 9th Street Area 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 of the Specific Plans section of this chapter.

## **Downtown**

The Comprehensive Plan designation Downtown applies to the area identified as Downtown in the Comprehensive Plan Map. This designation applies to the area bounded by Highway 126/9<sup>th</sup> Street on the north, Kingwood Street 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.

The area designated Downtown on the Realization 2020 Comprehensive Plan Map has three implementing zoning districts: Old Town District, Mainstreet District, and Waterfront-Marine (for the area west of the Marine designation in the Downtown area). Policy guidance for development in this Plan designation is presented below and is further discussed in the Specific Plans section of this chapter and in the Downtown Implementation Plan which has been incorporated by reference into this Comprehensive Plan and is physically located in Appendix 2.

Under the guidance of the Downtown Implementation Plan, the Waterfront Zoning District has been expanded and renamed “Old Town District,” and the language in the implementing Zoning District has been 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~~zoned 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~~zoned Waterfront. Lands designated-zoned Waterfront on the ~~2000-2020 Land Use~~ Zoning 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 September 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 6<sup>th</sup> 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~~Old Town Zoning District is the proposed Siuslaw River Bridge Interpretive Wayside located at the west end of Bay Street under the Bridge.

Also under the guidance of the Downtown Implementation Plan, a new commercial zon-ing district, the Mainstreet District, is established. This zon-ing dDistrict 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 re-development 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 guide-lines. Residential use of upper stories is encouraged.

## Specific Plans

~~Within city limits,~~Several key planning areas within city limits require additional study and guidance for their development over the 20-year planning period. The first three of These are designated in the Comprehensive Plan Map as a Plan designation. The fourth, the Pacific View Business Park, is a zoning district:

- North Commercial Node
- West 9<sup>th</sup> Street Area
- ~~Florence~~-Downtown
- Pacific View Business Park

### ~~Land Use Plan~~ North Commercial Node (NCN) Planning Area

The North Commercial Node (NCN) is shown as a Comprehensive Plan designation in the Com-prehensive Plan Map, and is described in the Commercial section of this chapter. Lands  
tracnated North Commercial Node are 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~~three “gateway” type ~~districts~~Plan designation  
areas: ~~the~~ Heceta Beach Neighborhood Cluster, ~~Neighborhood Commercial Gateway, District,~~  
~~and the~~ Service Industrial ~~District.~~ AllBoth of these ~~districts~~designations 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 30<sup>th</sup> 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~~ identified, including such as the West 9<sup>th</sup> Street Area Professional Office/Institutional Mixed Use area, the Florence Downtown, Mixed Use Area, the Pacific View Business Park District, 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 encourage 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 37<sup>th</sup> 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 37<sup>th</sup> to 46<sup>th</sup> 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 intersections 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 designation~~ or the Service Industrial ~~District designation~~ 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 9<sup>th</sup> Street Planning Area**

| The West 9<sup>th</sup> Street Planning Area of Florence is shown as a Plan designation on the Comprehensive Plan Map. The policies guiding development of this area are described in this section

and in the Plan designation section of this chapter. This area 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 West 9<sup>th</sup> Street Planning Area lies west of Highway 101. In the 1988 Comprehensive Plan, and the area was divided into commercial and residential land use plan Comprehensive Plan designations, for the 1988 Comprehensive Plan. The line previously used to divide residential and commercial plan designations and zoning district boundaries 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 9<sup>th</sup> 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 9<sup>th</sup> Street area, and in 1997, the City 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, west of the Plan's residential/commercial dividing line, was permitted conditionally under the City's mMulti-ple-family Rresidential zZoning dDistrict, 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 West 9<sup>th</sup> Street Planning Area is formed by Ivy Street on the east and Rhododendron Drive on the west, and its boundary is shown on the 2000 Comprehensive Plan Land Use Map. Ninth Street West is further divided into several planning subareas in several cases to address specific development issues. Maps of these subareas are included in this chapter, but are not shown on the Comprehensive Plan Map.

### **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 9<sup>th</sup> 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 9<sup>th</sup> Street West planning area should achieve relatively high densities. Although some single family development has already started to occur at Juniper and 9<sup>th</sup> 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 9<sup>th</sup> 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 9<sup>th</sup> 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 9<sup>th</sup> 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 9<sup>th</sup> Street. At 9<sup>th</sup> Street, this natural drainageway is culverted, and a pipe conveys this drainage west under 9<sup>th</sup> Street to its outfall with the larger drainage way. A small wetland where this tributary enters the culvert at 9<sup>th</sup> 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 9<sup>th</sup> Street.

North and south through street connections within the 9<sup>th</sup> Street West planning area include Elm Street, Hemlock Street, and 10<sup>th</sup> Street between Driftwood and Elm Streets. 9<sup>th</sup> Street shall be the only east west through street connection within this planning area. 12<sup>th</sup> Street, from Rhododendron Drive east to the creek, should not be opened except for a bicycle trail. 12<sup>th</sup> 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 9<sup>th</sup> Street. Other street recommendations are found in the subarea planning sections.

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

#### **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 West 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 Green-trees 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 Rhododen-

dron 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 West 9th Street West Planning 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 feet.<sup>2</sup>. A 6 foot<sup>2</sup> 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 Planning Area**

The Downtown Planning Area is shown on the Comprehensive Plan Map as the Downtown Plan designation. The policies guiding development of this area are described in this section, in the section titled, Downtown under “Other Plan Designations,” and in the *Downtown Implementation Plan*, adopted into Appendix 2 of this Comprehensive Plan.

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 Implementation 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, and later incorporated by ordinance into Appendix 2 of the Comprehensive Plan.

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 ~~was officially~~ 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 Plan:

- 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 Comprehensive Plan to include Downtown Implementation Plan. Amend codes as necessary. Make Retail and Merchandising Guidelines and Architectural ~~g~~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.~~

## Chapter 5

### Open Spaces, Scenic, ~~and Historic,~~ 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.

This chapter provides policy direction for the following specific resources:

- Wetlands
- Riparian Areas
- Groundwater Resources
- Beaches and Dunes
- Rare, Threatened, Endangered, and Sensitive Species
- Native Vegetation
- Mineral and Aggregate Resources
- Scenic Resources and Visual Quality
- Historic Resources

#### **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.

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~~that 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~~that 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 for which the 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 well-field 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, and the City of Springfield.

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.

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### 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

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Both show a retention of healthy native species in a way ~~which~~that 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 Resources**

### **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.



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3. The City shall retain ownership of City owned lands outside platted subdivisions, ~~which~~ that provide scenic viewpoints. These lands are shown on Map\_5-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~~ that 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.

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### 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

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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 Limited 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.

## **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 Growth Boundary.

### **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.

## Chapter 11 Utilities and Facilities

This chapter provides background and policy direction for the following utilities and facilities:

- Wastewater Collection and Treatment
- Water System Supplies and Needs
- Stormwater Management
- Parks, Recreation and Open Space
- Telephone Services and Telecommunications
- Public Safety and Health-related Services

### 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.

## **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 20-year planning 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 ~~planning 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 fa-

cilities 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.
7. Stormwater management shall be consistent with the City's adopted Stormwater Management Plan.

### **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.~~
- 3.1. 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.
- 4.2. 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~~ identified 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~~ The October 2000 Stormwater Plan was accepted by the City Council on November 6, 2000 ~~and it~~ The Stormwater Plan, October 2000, was adopted as part of Appendix 11 of incorporated in this Comprehensive Plan ~~in Appendix 11~~ when the Realization 2020 Comprehensive Plan was adopted in 2002. The City



Council subsequently took separate, formal action approving the October 2000 Stormwater Plan by adopting Resolution 8, Series 2004, on March 15, 2004.

In July 2006, Branch Engineering prepared the report, "Stormwater Design Report for Spruce Street LID." This report modified the design for the stormwater system in the northeast section of the Florence UGB. This report was approved by City Council motion on September 5, 2006 and formally incorporated into Appendix 11 of the Comprehensive Plan as part of the housekeeping amendments adopted in 2008.

## **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<sup>AD</sup> 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.

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**

| Park                   | Location                | Acres | Park Type        | Development Status  | Activities    |
|------------------------|-------------------------|-------|------------------|---------------------|---------------|
| 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,I,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~~The 2000 population within city limits was about ~~7,340~~7,263. Therefore, according to NRPA standards, Florence should have ~~from 43~~between 45 and 73 acres of parkland. The projected ~~2020~~2025 population for the city limits is ~~12,771~~13,460. Using the same recommended range, Florence should have ~~from 79 to 133~~between 84 and 141 acres of parkland by 2025.

As shown on the table above, Florence currently has 57.3 acres of parkland that is within the range~~about mid-range in the~~ of standards for the area within city limits. 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.   |

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

|                              |   |
|------------------------------|---|
| <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 multi-purpose, 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.  |

## **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 Administrative Rules of the Oregon Public Utility Commission (PUC), as amended over time, provide policy requirements for this service. ~~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

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

This section of the Comprehensive Plan provides the goal, policies, recommendations, and background for public safety and health-related services. The background contains a discussion of fire protection, police services, and health care in three individual sections.

### **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.

### **Police Services**

Until 1997, police services were housed in a facility on Spruce Street. As the community grew and the demands on police 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 West 9<sup>th</sup> Street Area, a mixed use area (professional office, institutional, and 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~~ to 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~~

**Goals**

1. To create a safe transportation system.
2. To operate transportation facilities at a level of service that is cost-effective and appropriate for the area served.
3. To develop systematic annual maintenance plans for streets, bike, pedestrian and air facilities.
4. To create a transportation network to support existing and proposed land uses.
5. To meet the needs of land development while protecting public safety, transportation operations and mobility of all transportation modes.
6. To provide a balanced transportation system that provides options for meeting the travel needs of all modes of transportation.
7. To enhance the quality of life for citizens and visitors by providing adequate access to residences, employers, services, social and recreational opportunities.
8. To minimize transportation-related energy consumption by using energy efficient modes of transportation for movement of goods, services and people where possible.
9. To provide economic health and diversity through the efficient and effective movement of goods, services and people.
10. To minimize the impacts on natural and cultural resources when constructing transportation facilities and should encourage non-polluting transportation alternatives.
11. To choose transportation facilities which balance the requirements of other transportation goals with the need to minimize air, water and noise pollution.
12. To provide for adequate parking facilities in conjunction with other transportation facilities, as appropriate.
13. To collaborate and coordinate with state, county and other agencies during long range planning efforts, development review, design and construction of transportation projects.

## **Policies**

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.
2. Vision clearance provisions shall be enforced.
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.
4. The City shall develop systematic annual maintenance plans for streets, bike, pedestrian and air facilities.
5. The City shall continue to pursue grant and loan funds to supplement local transportation facility funds.
6. 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.
7. The City shall continue to pursue grant and loan funds to supplement local transportation facility funds.
8. 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.
9. 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.
10. 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.
11. 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.
12. The City shall consider the potential to establish or maintain bikeways and/or walkways prior to vacating any public easement or right-of-way.

13. 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.
14. 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.
15. Streets shall be designed to efficiently and safely accommodate emergency service vehicles.
16. The North, South and East Gateways shall be pursued as soon as funding can be obtained.
17. City policies shall discourage the placement of streets serving primarily commercial or industrial development from negatively impacting adjoining residential development.
18. Encourage placement of streets that minimizes negative impacts in residential development.
19. 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.
20. The City shall promote the use of telecommunications, transit and rail facilities as energy efficient alternatives to vehicular transport.
21. 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.
22. The City shall continue to be advocates for the provision of effective telecommunications facilities in Florence, including provision of quality basic telephone service.
23. 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.
24. 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.
25. Stormwater shall be required to have appropriate pre-treatment prior to discharge.
26. 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.
27. 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.

28. The City shall continue to discourage new residential uses, schools, hospitals, and similar facilities in the approach zones of the airport.
29. On-site parking for motor vehicles shall continue to be provided, unless another adopted City plan expressly provides otherwise.
30. The policies and direction of Downtown Implementation Plan regarding the provision of on-street parking shall be implemented.
31. Appropriate bicycle parking facilities shall be provided at places of employment, at business and at public buildings.
32. 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.
33. 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.
34. The City shall notify ODOT, DLCD and Lane County of any proposed changes or amendments to this Transportation System Plan.

## Background

The City of Florence, Oregon has adopted 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. The adopted TSP is incorporated into this Comprehensive Plan and is physically located in Appendix 12. The TSP is 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's is located on the Oregon Coast, makes it an attractive destination for tourists and summer vacationers with the associated traffic impacts, is significantly affected by summertime tourist traffic. In addition, Florence is experiencing growth pressures from both development and increasing traffic. To address these issues, the TSP is 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 TSP 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 TSP, 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 TSP study.

The ~~plan~~ TSP 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.

To address the requirements of the Transportation Planning Rule, ~~the~~ 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 that~~ 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, the ~~TSP is report~~ TSP 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 ~~plane~~ TSP is organized by geographic planning areas. It recommends 68 multi-modal transportation system improvements distributed among these planning areas. For more detailed descriptions of transportation planning projects and funding, refer to the TSP in Appendix 12.

## 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~~that 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~~that 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~~that 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; and
  - 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~~of 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 and development of ~~at~~ City-planned 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 coordi-

nated 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.

## Page 254

### 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 (Coastal 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 ~~p~~Plan amendment for future uses requiring a Development designation.

## Page 255

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, Residential Development, and Mixed Use. They are described below.

### **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 on 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.

## Page 260

### 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 eaffect 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.

**EXHIBIT B ADDENDUM #1**  
**Additional and Revised Housekeeping Amendments to the**  
**Florence Realization 2020 Comprehensive Plan Text**  
**March 5, 2008**

The following proposed amendments to the Florence Realization 2020 Comprehensive Plan text were distributed to local officials and the public and submitted into the record of the March 5, 2008 public hearing before the Planning Commission and City Council.

**Page 21**

Change "Highway Density" to "High Density:"

The 2000-2020 Realization 2020 Comprehensive Plan differentiates between residential housing designations densities as noted below. The Residential Plan designations shown on the Plan Map are: Low Density Residential, Medium Density Residential, High Density Residential, and Heceta Beach Neighborhood Cluster. These designation categories are defined below.

**Page 55**

Insert #3 to the third policy under the Wetlands category and renumber subsequent policy sequentially, as follows:

**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>1</sup> wetlands for land development activities shall be permitted within the Florence UGB only as determined by the permitted

<sup>1</sup> Significant wetlands as identified by the 1997 Florence Local Wetland and Riparian Area Inventory.



provisions of permits issued by the Division of State Lands and/or the Army Corps of Engineers.

3. 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.
34. 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.

### Page 122

Chapter 12: Transportation: the TSP Map remains inserted in the Comprehensive Plan. The remainder of Chapter 12 is as proposed in Exhibit B.

### Page 243

Amend Comprehensive Plan Chapter 14, Urbanization, Policy #1, as follows:

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.
  - e. Consistency with state law.

Amend Recommendation #4, as follows:

4. The City and Heceta Water District ~~must~~should negotiate an agreement ~~for the provision of water following annexation~~ that spells out how water service will be provided.

### Page 246

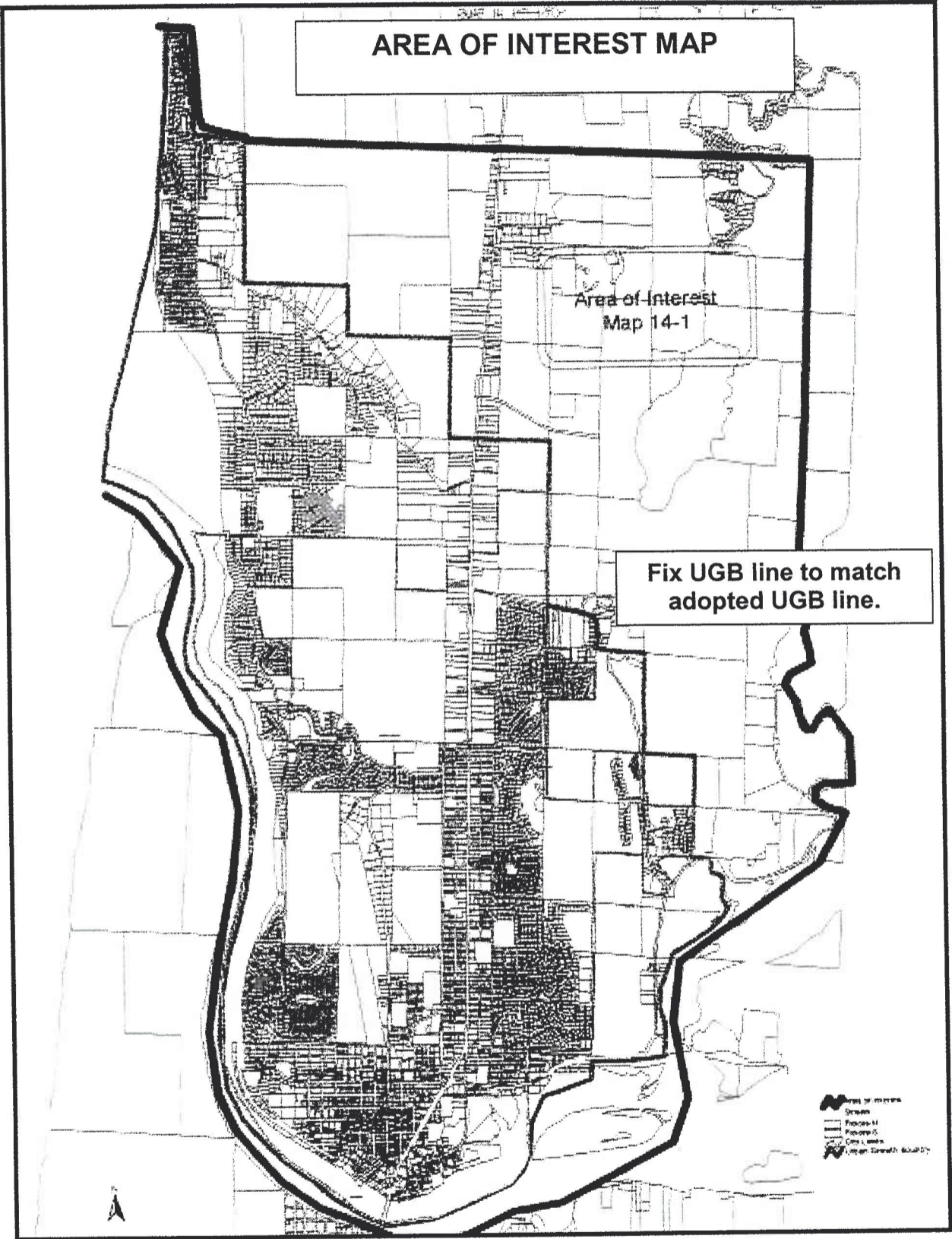
Last sentence, revise as follows to reflect recent decision by the City Council to provide contract police service to the casino:

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.~~

**Page 247**

| Amend the Area of Interest Map, Map 14-1, attached, to show the correct UGB, as reflected in the updated Comprehensive Plan Map.



**EXHIBIT B ADDENDUM #2**  
**Additional and Revised Housekeeping Amendments to the**  
**Florence Realization 2020 Comprehensive Plan Text**  
**March 24, 2008**

The following amendments to the Florence Realization 2020 Comprehensive Plan text were identified during and after the March 5, 2008 joint City Council-Planning Commission public hearing. The page numbers below reference the *Florence Realization 2020 Comprehensive Plan, January 2008 Reprint*.

**Throughout All Planning Documents**

Replace "Limited Industrial/Commercial District" with "Service Industrial" and either, "District" or "Plan designation," depending on the context.

Replace "Airport Business Park" with "Airport Industrial Park."

**Table of Contents**

**Chapter 2: Land Use**

Specific Plans

North Commercial Node (NCN) Planning Area

West 9<sup>th</sup> Street Planning Area

~~9<sup>th</sup> Street West~~

~~9<sup>th</sup> Street West Subarea Recommendations (see Subarea Map)~~

~~Florence Downtown Planning Area~~

**Page 16**

**Land Use**

**Recommendations**

- "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."
- "6. The City should move to adopt a grading ordinance ~~by the year 2002, which that~~ governs land disturbance activities coincidental with the issuance of City development approvals."

## Page 20

### Residential Plan Designations and Background

First paragraph, 5<sup>th</sup> sentence:

“A comparison of this Map should be made with the Environmental Constraints Map found in ~~Chapter~~Appendix 7 to identify possible constrained areas.”

## Page 24

### Commercial Recommendations

- “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-Service Industrial~~ District on Highway 101. Expansions of such uses in other districts should be limited to expansions on the existing site only.”

## Page 29

### Industrial Policies

- “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 Port~~ through a cooperative effort in planning, marketing, and providing infrastructure whenever it is in the City’s interest to do so.”
- “5. The City shall encourage ~~development of heavy commercial uses, such as the construction and development industries, 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 within industrially planned and zoned lands to locate or relocate in the Airport Business Park or in the Service Industrial District on Highway 101. Expansions of such uses in other districts shall be limited to expansions on the existing site only.~~ heavy commercial uses, such as the construction and development industries, 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 within industrially planned and zoned lands to locate or relocate in the Airport Business Park or in the Service Industrial District on Highway 101. Expansions of such uses in other districts shall be limited to expansions on the existing site only.”

## Page 26

### Neighborhood Commercial Gateway

Second paragraph under section heading, last sentence:

~~“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**

First paragraph, first sentence under section heading:

~~“Three areas are designated Commercial in the Plan Map. The Commercial designation at Driftwood Shores and the adjacent parking area and the tavern located at 88274 Rhododendron Drive are retained in this Plan. Another of these areas is. An area between approximately Highway 126/9th Streets and 21st Street, is designated Commercial on the 2000-2020 Land Use Map. This area straddles the east and west side of Highway 101, and varying in depth from one to two blocks, east and west.”~~

Second paragraph, first sentence under section heading:

~~“The third area designated Commercial. Also included in the Commercial Designation are lands north and south of Highway 126 and east of Quince Street.”~~

## **Page 31**

### **Business/Industrial Park**

~~“The Business/Industrial Park designation applies to Other industrial lands include the 4417-acre Airport Business/Industrial Park, and the 70-acre Pacific View (Kingwood) Business Park; and the 40 acres west fo the City’s Pacific View Business Park owned by the Port of Siuslaw. The three implementing zoning districts for these Plan designations are, respectively: Industrial Park District, Pacific View Business Park District, and Limited Industrial District. In addition, a portion of some of these areas is subject to the City’s Airport Overlay District.”~~

## **Page 33**

### **~~“Land Use Plan – North Commercial Node (NCN) Planning Area~~**

~~The North Commercial Node (NCN) is shown as a Comprehensive Plan designation in the Comprehensive Plan Map and is described in the Commercial section of this chapter. Lands designated North Commercial Node are 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.”~~

### **Page 35**

~~“The City has obtained funding for completed construction of 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.”~~

### **Page 36, West 9th Street Planning Area**

Second paragraph under section heading:

~~“The West 9th Street Planning Area lies west of Highway 101. In the 1988 Comprehensive Plan, the area and was divided into commercial and residential land use Comprehensive Plan designations for the 1988 Comprehensive Plan.”~~

### **Page 37**

First paragraph:

~~“For planning purposes, the West 9th Street Planning Area is formed by Ivy Street on the east and Rhododendron Drive on the west, and its boundary is shown on the 2000 Comprehensive Plan Land Use Map. The West 9<sup>th</sup> Ninth Street Area West is further divided into several planning subareas in several cases to address specific development issues. Maps of these subareas are included in this chapter but are not shown on the Comprehensive Plan Map.”~~

### **Page 38**

Second paragraph, second from last sentence:

~~A small wetland where this tributary enters the culvert at 9<sup>th</sup> Street is reflected in the City's ~~4996~~1997 Local Wetlands and Riparian Inventory.”~~

## EXHIBIT C PROPOSED COMPREHENSIVE PLAN MAP AMENDMENTS

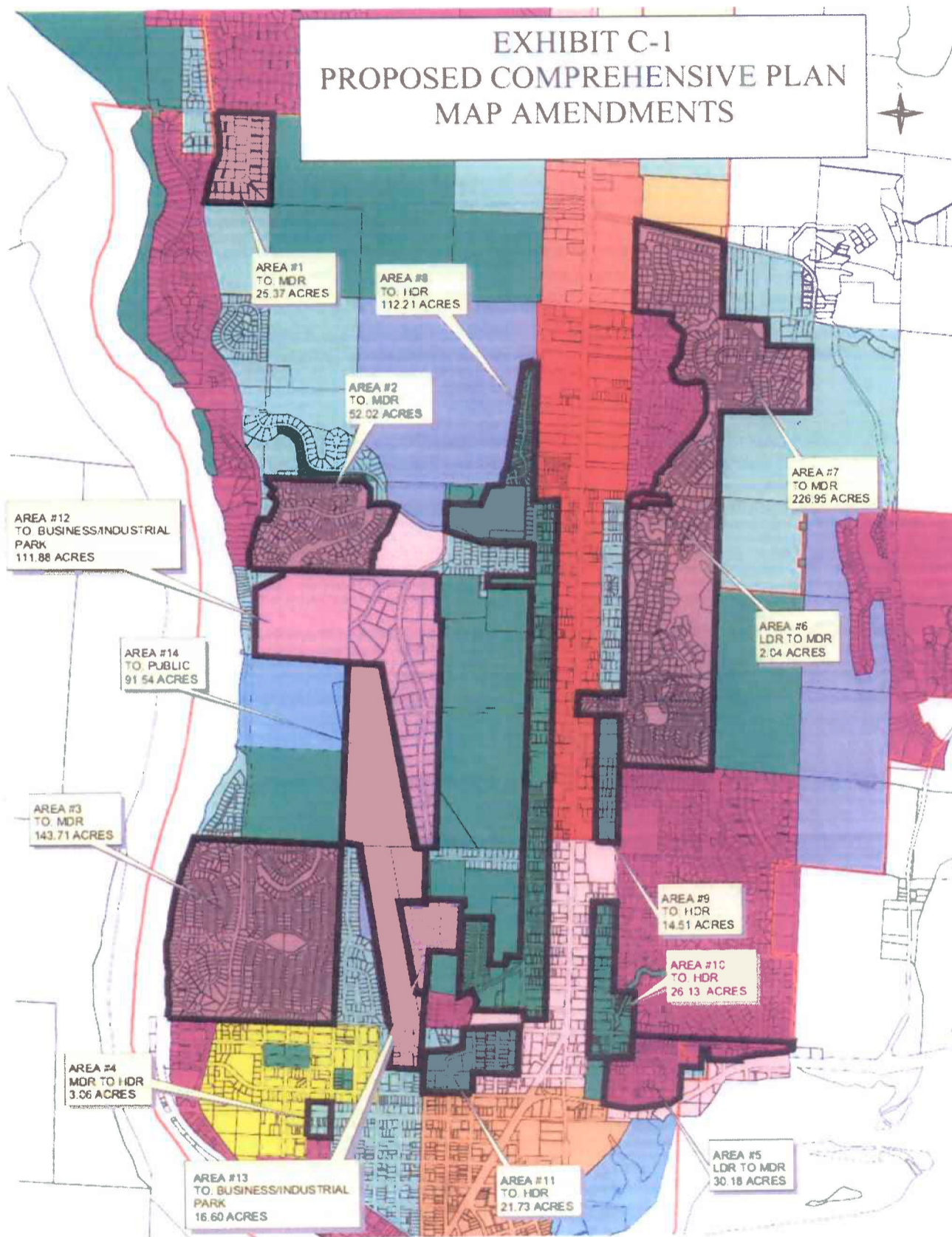
1. Remove the following text and designations from the Map legend:
  - Streets
  - Flotlots-N
  - Flotlots-S
  - Wetlands
  - Airport
  - Limited Industrial
  - Manufactured Housing
  - Multi-Family Residential
  - Neighborhood Commercial
  - Water
2. Add the following Plan designation category to the Comprehensive Plan Map legend: "Business/Industrial Parks."
3. Change the titles of the following Plan designation categories in the Map legend, as follows :
  - "Downtown District" to "Downtown"
  - "Highway Commercial" to "Highway"
  - "Neighborhood Commercial /Gateway" to "Neighborhood Commercial Gateway"
  - "North Commercial Area" to "North Commercial Node"
  - "Service/Industrial" to "Service Industrial"
4. Correct the Comprehensive Plan Map to apply Plan designations to specific properties affected by the above changes to the legend, as described below and shown in the map in Exhibit C-1.
  - a. Manufactured Housing: re-designate to **"Medium Density Residential," see Exhibit C-1, Areas #1, #2, #3 and Area #7.**
  - b. Multi-Family Residential: re-designate to **"High Density Residential," see Exhibit C-1, Areas #8, #9, #10 and #11.**
  - c. Limited Industrial: Re-designate to **"Business/Industrial Park," see Exhibit C-1, Areas #12 and #13.**
  - d. Airport: Re-designate to **"Public," see Exhibit C-1, Area #14.**



5. Amend the Comprehensive Plan Map to change the Plan designations of specific properties in three areas, **see Exhibit C-1, Areas #4, #5, and #6.**
  - a. Medium Density Residential: Change the designation of one specific area with a Medium Density Residential Plan designation in the Florence UGB to **“High Density Residential,”** **see Exhibit C-1, Area #4.**
  - b. Low Density Residential: Change the designation of two specific areas with a Low Density Residential Plan designation in the Florence UGB to **“Medium Density Residential,”** **see Exhibit C-1, Areas #5 and #6.**
6. Organize the labels for the Plan designation categories in the Plan Map legend into broad categories consistent with the Plan text, as follows:

**Comprehensive Plan Map Designations**

|  |   |   |
|--|---|---|
| <p><b>Residential</b></p> <ul style="list-style-type: none"> <li>• Low Density</li> <li>• Medium Density</li> <li>• High Density</li> <li>• Heceta Beach Neighborhood Cluster</li> </ul> | <p><b>Commercial</b></p> <ul style="list-style-type: none"> <li>• Neighborhood Commercial-Gateway</li> <li>• Commercial</li> <li>• North Commercial Node</li> <li>• Recreational Commercial</li> <li>• Highway</li> </ul> | <p><b>Industrial</b></p> <ul style="list-style-type: none"> <li>• Service Industrial</li> <li>• Business/Industrial Park</li> <li>• Marine</li> </ul> |
| <p><b>Other</b></p> <ul style="list-style-type: none"> <li>• Public</li> <li>• Private Open Space</li> <li>• Downtown</li> <li>• West 9<sup>th</sup> Street Area</li> </ul>              | <p>City Limits<br/>Urban Growth Boundary</p>  |   |



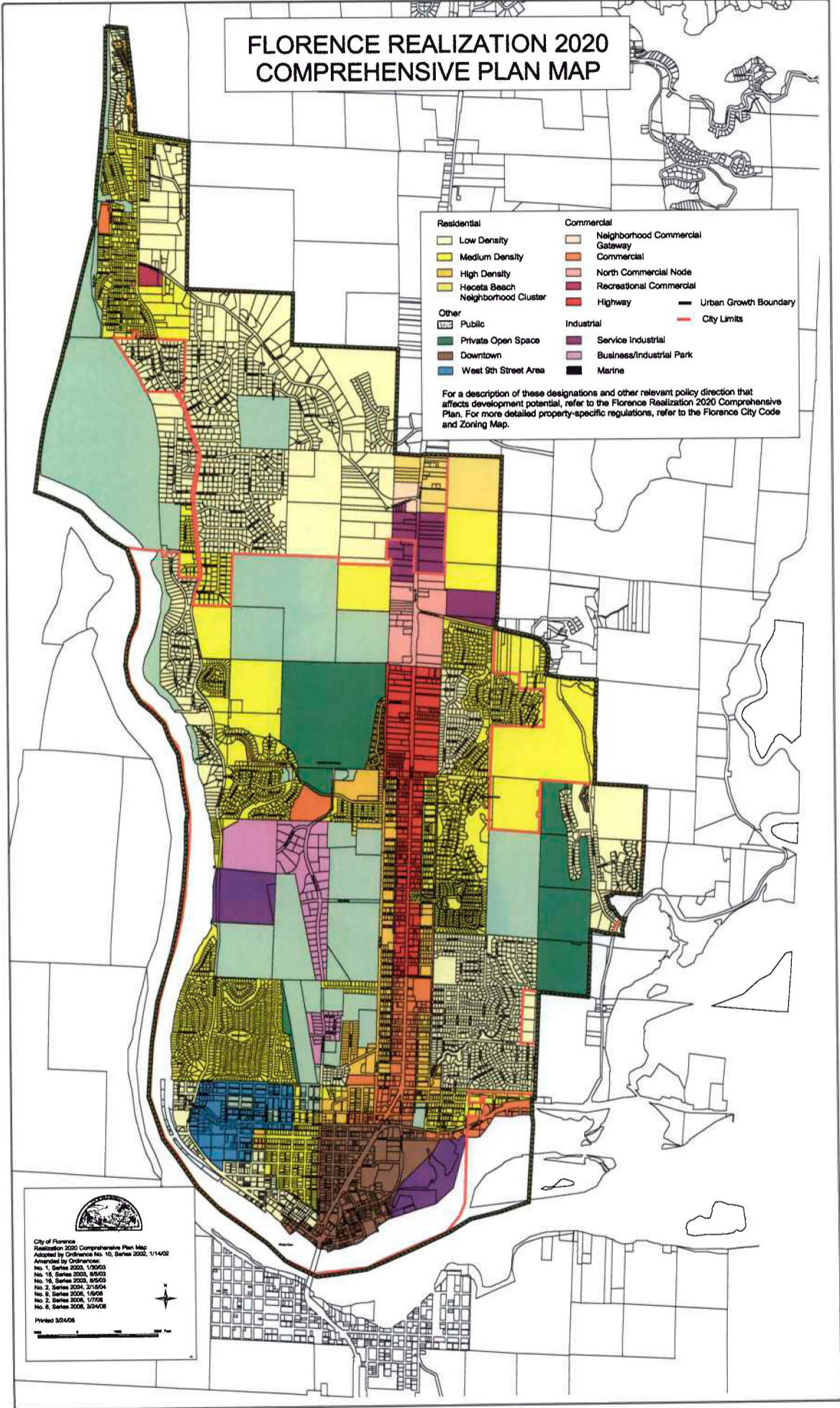
# FLORENCE REALIZATION 2020 COMPREHENSIVE PLAN MAP

- |                                   |                          |
|-----------------------------------|--------------------------|
| <b>Residential</b>                | <b>Commercial</b>        |
| Low Density                       | Neighborhood Commercial  |
| Medium Density                    | Gateway Commercial       |
| High Density                      | North Commercial Node    |
| Heceta Beach Neighborhood Cluster | Recreational Commercial  |
| <b>Other</b>                      | Highway                  |
| Public                            | Urban Growth Boundary    |
| Private Open Space                | City Limits              |
| Downtown                          | <b>Industrial</b>        |
| West 9th Street Area              | Service Industrial       |
|                                   | Business/Industrial Park |
|                                   | Marine                   |

For a description of these designations and other relevant policy direction that affects development potential, refer to the Florence Realization 2020 Comprehensive Plan. For more detailed property-specific regulations, refer to the Florence City Code and Zoning Map.



City of Florence  
 Realization 2020 Comprehensive Plan Map  
 Adopted by Ordinance No. 10, Series 2002, 1/14/02  
 Amended by Ordinances:  
 No. 1, Series 2003, 1/20/03  
 No. 18, Series 2003, 9/9/03  
 No. 18, Series 2003, 9/9/03  
 No. 2, Series 2004, 2/19/04  
 No. 3, Series 2004, 1/9/04  
 No. 2, Series 2004, 1/7/04  
 No. 8, Series 2008, 3/24/08  
 Printed 3/24/08

**EXHIBIT D:  
PROPOSED TRANSPORTATION SYSTEM PLAN (TSP)  
HOUSEKEEPING AMENDMENTS**

# **Florence Transportation System Plan**

**Florence Realization 2020  
Comprehensive Plan  
Appendix 12**



**February 2008**

## **Throughout document**

Delete the “s” in “Systems” in Transportation Systems Plan.

## **Back of Cover**

This 2008 Update of the *Florence Transportation System Plan (TSP)*, (*Florence Realization 2020 Comprehensive Plan Appendix 12*) is a reprint of the original TSP adopted by the City of Florence on January 14, 2002. This document is different from the original TSP. 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 in the front of the *Florence Realization 2020 Comprehensive Plan* for convenient reference.

In 2008, “housekeeping edits” to this TSP were adopted in order to achieve the following objectives:

- To make the TSP text internally consistent;
- To make the TSP Map consistent with the Plan text;
- To improve the readability, clarity, and function of the TSP; and
- To remove references that are outdated or will be outdated, e.g., “by 2001.”

This TSP will be modified in the future by incorporating adopted amendments and listing the adopting ordinances in the *Florence Realization 2020 Comprehensive Plan*.

## **Funding for the Transportation System Plan**

The Transportation System Plan in Appendix 12 of the Florence Comprehensive Plan 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 Transportation System Plan does not necessarily reflect the views or policies of the State of Oregon.

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- 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 (under separate cover) (refer to web site: <http://www.oregon.gov/ODOT/TD/TP/orhwyplan.shtml#1999> Oregon Highway Plan)
- g. Interim Corridor Strategy, Highway 126 West, April 1998 (under separate cover)
- 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, as updated (refer to web site: <http://www.co.lane.or.us/TransPlanning/CIP.htm>)
- k. Oregon Bicycle and Pedestrian Plan, June 1995
- l. Pacific Coast Scenic Byway Corridor Management Plan for US 101 in Oregon, December 1997 (under separate cover)
- m. Scenic Byway Management Plan for the Yachats and North Dunes Regions of the US 101 Corridor in Oregon, December 1997 (under separate cover)
- 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 (under separate cover)

## Page 121

### Executive Summary

The City of Florence, Oregon has ~~developed~~adopted a ~~Draft~~ Transportation System Plan (TSP), as required by the State's Transportation Planning Rule (TPR). The adopted TSP, as amended since adoption, is incorporated into the and as part of the City's update of its Comprehensive Plan as Appendix 12. Adoption of a final TSP will occur as part of adoption of the City's ~~Comprehensive Plan~~. This document~~Plan~~ summarizes the technical analyses that have been performed in the development of the TSP, including coordination with the affected agencies.

## Page 123

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~~are presented below.

### Project Summary

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

This area is identified in the *Florence Downtown Implementation Plan which was adopted on September 20, 1999 and incorporated into the Comprehensive Plan as part of Appendix 2 on January 14, 2002.*

## Page 124

### North Florence Transportation Planning Area

This area includes the following areas designated on the Comprehensive Plan Map along Highway 101 in the north Florence UGB: North Commercial Node, ~~Zoning District~~, the Service Industrial ~~District~~, the Neighborhood Commercial Gateway ~~District~~, and associated residential districts and streets and highways. (See Map 12-B-1) The three zoning districts~~Plan designation areas~~, 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 area District to Heceta Beach Road. The extension is proposed in phases:

- Phase 1: 37<sup>th</sup> to 46<sup>th</sup> Streets

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### **Pacific View Business Park Transportation Planning Area**

## **Page 126**

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

## **Page 132**

### **Planning Assumptions**

At the time the Comprehensive Plan was adopted, the transportation plan assumed the same plan designations as Florence's Comprehensive Plan when forecasting future land development. The Comprehensive Plan population and housing projections were updated in 2004 with the adoption of the Residential Buildable Lands Analyses (see Appendix 2). The TSP has not been updated to reflect these new data and analyses; it will be updated at the time of the next periodic review of the Comprehensive Plan or update of the TSP.

## **Page 133**

See Appendix 2 for more detail on the population and employment projections and allocation of future housing units and jobs 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~~ Council of Governments (LCOG), ODOT, the Oregon Department of Land Conservation and Development (DLCD), and Lane County.



## Page 134

The adopted plan ~~will become~~ is 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 the Florence's Land Division and Land Development Ordinances City Code Titles 10 and 11 to implement the adopted policies. The third section includes education strategies. The last section consists of areas of further study.

## Page 135

### 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. The Comprehensive Plan population projections were updated in 2004 with the adoption of the Residential Buildable Lands Analysis (see Appendix 2 of the Comprehensive Plan). The TSP has not been updated to reflect these new data. It will be updated at the time of the next periodic review of the Comprehensive Plan or update of the TSP.

### Appendix 12-C: Needs Analysis

This needs analysis includes information based on the existing conditions, traffic projections based on the population and employment projections, 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~~ The adopted goals and policies ~~will become~~ are part of Chapter 12 of Florence's Comprehensive Plan.

#### **Page 144**

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 Comprehensive Plan.

#### **Page 144**

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 access 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 Planning Area**

This area includes the areas along Highway 101 with the following Plan designations: North Commercial Node, ~~the Service Industrial District~~, Neighborhood Commercial Gateway ~~District~~, Heceta Beach Neighborhood Cluster, and associated residential zoning and streets and highways. These ~~districts~~areas, taken together, provide the North Gateway to Florence. The

## **Page 146**

### **c. Heceta Beach Neighborhood Cluster**

This ~~district~~area is located immediately north of the area designated Service Industrial ~~District~~, and surrounds the intersection of Heceta Beach Road and Highway 101. This ~~district~~area is intended for a mix of high and medium density residential development service by a Neighborhood Commercial Center, portions of which are existing.

## **Page 147**

### **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, which ~~(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.

## Page 157

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 X12, as shown in the State of Oregon Bicycle Facilities Master Plan.

## Page 161

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.

## Page 174

### 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

## Page 176

### Plan and Ordinance Review and Recommendations

#### 1. ~~City of Florence~~ **Realization 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~~ is included in the Comprehensive Plan. The entire Transportation System Plan ~~will be~~ is included in Appendix 12 of the Comprehensive Plan.

## Page 187

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.

#### 4. **Other Funding ~~Services~~ Sources**

##### Airport Improvements

Federal Aeronautics Administration (FAA)  
Economic Development (several sources)

## Exhibit E Stormwater Management Plan Housekeeping Amendments

Page EX-4

Table EX-1. Priority Projects

| Priority ranking | Project identifier/description   | Study region | Estimated capital cost (\$)          |
|------------------|--|--------------|--------------------------------------|
| 1                | <b>CEN-A/Rhododendron channel:</b> Construction of permanent lined channel along Rhododendron Drive, terminating at 35 <sup>th</sup> St., flow then piped to large ravine to west. Would improve hydraulic capacity of collection system and lessen flooding potential.  | Central      | 331,000                              |
| 2                | <b>NE-A/Munsel Lake Road drainage and diversion:</b> <del>Creation of vegetated swale along north side of Munsel Lake Road to divert flows to the east; culvert under road; pipe along portion of the route near junction with Munsel Creek. See <i>Stormwater Design Report for Spruce Street LID</i>, July 2006, Florence Realization 2020 Comprehensive Plan Appendix 11.</del> | Northeast    | <del>249,000</del><br><u>800,000</u> |
| 3                | <b>SE-A/Pine Court pump station:</b> Pump intake set at elevation to maintain health of existing wetlands. When groundwater level exceeds this elevation, pump activated and flow discharged into Munsel Creek.  | Southeast    | 157,000                              |
| 4                | <b>SW-A/Greentrees ditch:</b> Construction of new channel to intercept runoff from property east of Greentrees development.  | Southwest    | 37,000                               |
| 5                | <b>NW-A/Rhododendron Dr. and North Jetty Rd. improvements:</b> Pump station, pipe, and ditch improvements to protect property in flood area and downstream. (Project is outside City limits; implementation would require cooperative effort of developers, neighborhood associations, homeowners, and Lane County.)   | Northwest    | 209,000                              |

Page 5-1

### Northeast Region

The Northeast Region covers an area extending from north of Munsel Lake Road to south of Florentine Estates, and from the ridge just to the west of Highway 101 to Munsel Creek to the east. Its southern boundary ends at approximately 35<sup>th</sup> Street. The area contains the Florentine Estates residential development, an auto salvage yard north of Munsel Lake Road, and undeveloped property north of the salvage yard and west of Florentine Estates.

Most of the area north of Munsel Lake Road drains to the southwest, where it enters the northwest corner of Florentine Estates. It flows through a combination of ponds and pipes through the Florentine Estates development and joins Munsel Creek near 45<sup>th</sup> Court.

### **Stormwater Design**

For the design of the stormwater system in this region, refer to the *Stormwater Design Report for Spruce Street LID, Florence OR, July 2006*, and Appendices A through C, approved by the Florence City Council on September 5, 2006 and incorporated into Appendix 11 of the Florence Realization 2020 Comprehensive Plan in March 2008.

#### **Recommendations**

Recommendations for the Northeast Region include three projects, as shown in Figure 5-2. The first project, NE-A, recommends creating a vegetated swale along the north side of Munsel Lake Road to divert flows to the east. The diversion route would limit flows through the existing undersized system in Florentine Estates. Because of the topography, the swale cannot extend all the way to Munsel Creek, but must be routed south along the eastern edge of Florentine Estates. This improvement will require a 36-inch-diameter culvert under the road. Because of cost and habitat considerations, it is recommended that the flows be conveyed in an open channel as far as possible toward Munsel Creek. A pipe will be required along a portion of this route near the junction with Munsel Creek, because of higher ground elevations near the creek. It is estimated that a 36-inch-diameter pipe will be required.

The second project, NE-B, involves several steps, the first of which is to survey the two Spruce Street culverts to confirm their negative slope. Then, the area should be monitored to determine if problems develop as upstream development occurs. Replacement of the existing culvert is not recommended at this time unless problems are reported, or unless the culvert replacements are undertaken as part of a future infrastructure project.

The third project, NE-C, is an extension of the conveyance improvements of project NE-A to allow development of privately owned land to the north of Munsel Lake Road. This recommendation calls for the construction of over 1,300 feet of open channel. Construction of Project NE-A must precede Project NE-C; otherwise, the Project NE-C improvement may increase the potential for flooding in Florentine Estates.

Projects NE-D and NE-E provide a storm water conveyance system to the commercial area along U.S. Highway 101. Project NE-D would run parallel to both sides of the highway and drain into the existing system near the east end of 42<sup>nd</sup> Street. Project NE-B is located downstream of Project NE-D and its completion is required prior to commencement of work on Project NE-D. Project NE-E would serve the area to the north of the intersection of Munsel Lake Road and U.S. Highway 101. Project NE-E ties in to the improvements in Project NE-C, as shown in Figure 5-2. Project NE-C improvements must be completed prior to commencement of Project NE-E.

Table 5-1 lists the details of the improvements recommended for the Northeast Region

conveyance system. The estimated capital costs are \$249,000 for Project NE-A, \$296,000 for Project NE-B, \$171,000 for Project NE-C, \$1,072,000 for Project NE-D, and \$508,000 for Project NE-E.

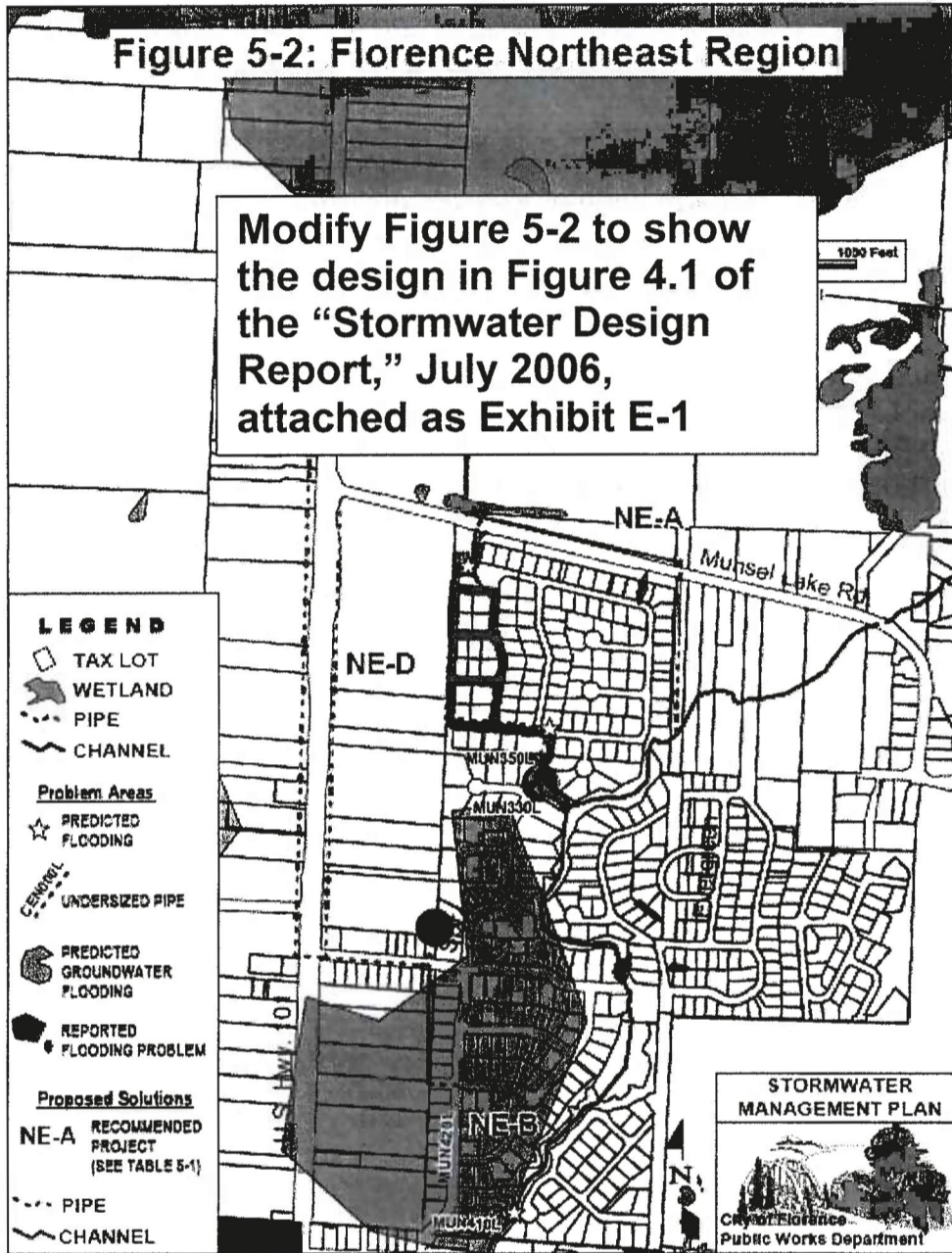
#### Next Steps

The importance of preserving existing wetland storage capacity should be emphasized in the undeveloped areas to the north of Munsel Lake Road. Preservation will help lessen future flooding problems, improve water quality in Munsel Creek, provide aquatic and wildlife habitat, and provide a source of high quality water as recharge to the aquifer.

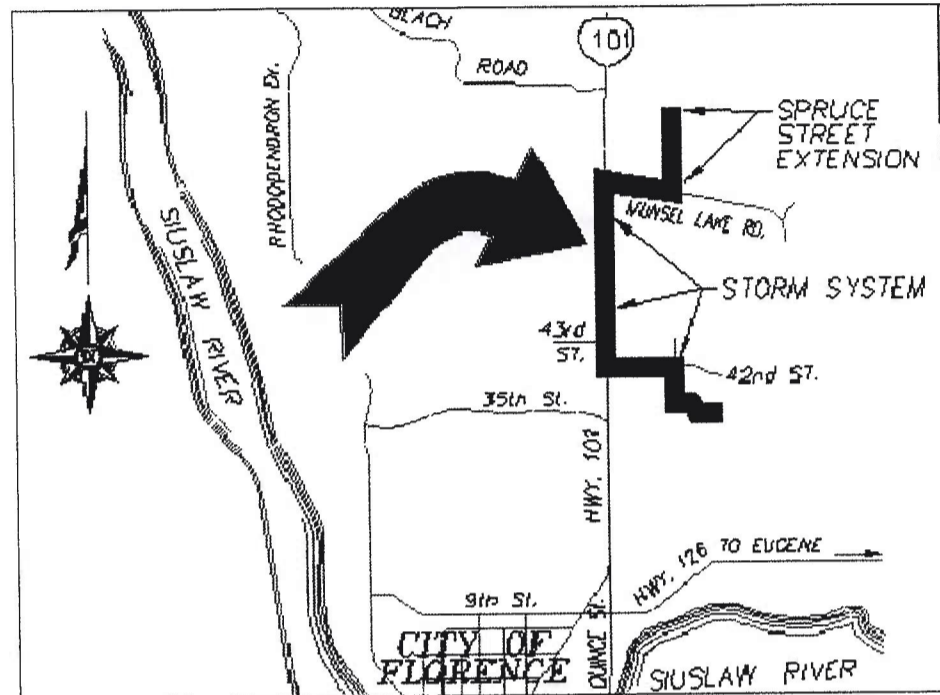
Preservation and possible enhancement of the natural area along the west edge of Florentine should be considered. Although larger flows will be diverted east along Munsel Lake Road, maintaining a low base flow through this natural area is important for preserving its habitat and natural resources.



Figure 5-2: Florence Northeast Region



**Exhibit E-1: Proposed Stormwater Design, Spruce Street Local Improvement District**



**Figure 4.1: Overview of Path of New Stormwater System.**

Exhibit F

# STORMWATER DESIGN REPORT

FOR

***SPRUCE STREET LID***  
FLORENCE, OR

July, 2006



EXPIRES 12-31-06

*Prepared For:*

**CITY OF FLORENCE**

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*PROJECT # 04-001E*

Z:\2004\04-001E - Florence Spruce Street LID\Final Storm Report 7-06\Design Report 2006\Stormwater Design Report\_Spruce LID.Doc

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## EXECUTIVE SUMMARY

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The stormwater system outlined in this report will serve not just the Spruce Street LID but also the entire northwest Munsel Creek drainage area. This became necessary after a number of concerns were raised during an initial attempt to follow the recommended improvements described in Florence's Stormwater Master Plan (SWMP). The suggested project outlined in the SWMP for the Spruce Street LID area was deemed inferior to the alternative developed in this study. This alternative combines two separate drainage projects into one larger project aimed to serve the remaining undeveloped areas in the upper Munsel Creek basin within Florence's Urban Growth Boundary.

Both of the original drainage schemes described in the SWMP discharged into Munsel Creek. The SWMP indicated that Munsel Creek had sufficient capacity to assimilate the increased flows without problems. However, numerous residents disputed that conclusion. Residents along the upper reaches of the stream provided photographs that documented flooding along the stream inconsistent with the SWMP findings. The proposed alternative system bypasses this problem area by combining it with another SWMP recommended drainage system along Highway 101. In addition to reducing the risk of flooding, the combination will result in sizeable cost savings over constructing two separate systems.

To ensure that the new plan would not threaten properties along Munsel Creek, the original SWMM computer model from the SWMP was re-created. The model was updated and adjusted to better reflect the hydraulic conditions within Munsel Creek. Drainage characteristics of the upper basin were updated with more accurate and precise parameters. The remainder of the model was left intact except for some slight changes to channel cross-sections, Mannings "n" values, and other stream parameters if research indicated changes were desirable. The model was run under existing conditions and provided reasonable results, so it was determined that it could be used as a tool to size pipes and determine the relative effects the new pipe system would have on the waterway. The model indicated that in some areas available capacity was more limited than reported in the Stormwater Master Plan.

It was assumed that as properties developed they would follow the City's stormwater ordinance and continue to discharge at predevelopment rates through the 25 year storm. The model was run under future conditions for the 25 and 100 yr storm. A slight increase in flows and velocity were shown with the new system but will not substantially increase the risk of flooding or erosion for downstream properties. Properties upstream of the proposed

outfall will actually experience a decrease in flow, velocity, and water depth. Modeling for the 100 year storm assumes detention facilities only detain water up to the 25 year peak flow rate with the rest traveling overland towards Munsel Creek. To ensure that developed runoff rates do not exceed predeveloped rates, hydrologic analyses for developing properties should be consistent with the analyses documented in this plan. This is necessary to ensure that sufficient capacity will remain for full buildout of the subject area.

# 1. Introduction

---

For over two years, the city of Florence has been working to provide municipal services to the northernmost extent of the city in the vicinity of Highway 101 and Munsel Lake Road. A high demand for serviced residential land has spurred the development of the Spruce Street Local Improvement District (LID). The original design report, "Highway 101 – North Vicinity Local Improvements District for Streets, Storm Drains, Sewers and Water Lines," was published May 3, 2004. The scope and extent of the project have evolved from the projects onset. This report summarizes relevant analyses, conclusions, and basis of design for the stormwater system.

While developing a stormwater system for the LID, it was determined that limited drainage capacity was available for the subject region. Munsel Creek serves as the primary drainage way for northeast Florence. This waterway was determined to have limited capacity for stormwater runoff. Therefore, in developing the stormwater system for the LID, a drainage strategy for the entire sub-basin was developed. The analyses, methodologies, and conclusions are included in this report to serve as a reference to planners, designers, and city officials as this area develops.

## 1.1. LID AREA

The Spruce Street LID is east of Highway 101 and will extend Spruce Street approximately 1150 feet north of Munsel Lake Road. The district includes seven parcels of land under five ownerships, and contains approximately 158-acres. A vicinity map of the proposed LID area is shown in Figure 1.1.

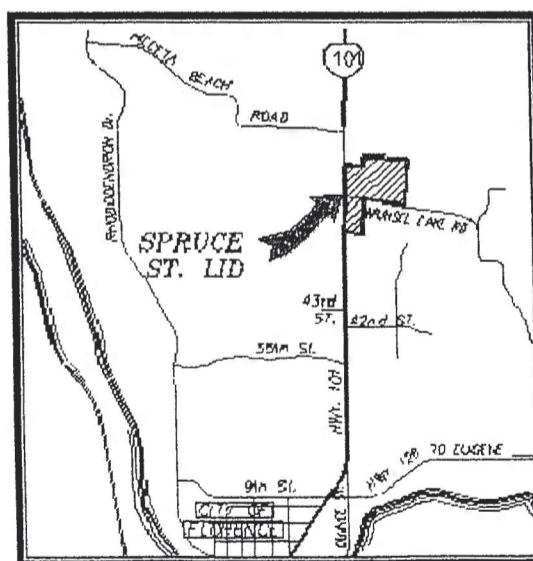


Figure 1.1: Vicinity Map of Spruce Street LID



## 1.2. LID PHASING AND FUTURE DEVELOPMENT

Future phases of the improvements would extend Spruce Street to the north along with a connector to Highway 101 at or beyond the Heceta Beach Road intersection. However, phase 1 is the only phase currently being pursued. The boundaries of phase 1 are shown in Figure 1.1. In addition, development is anticipated along the west side of 101 along a future Oak Street extension.

## 1.3. DESIGN PURPOSE AND INTENT

The stormwater system summarized and explained in this report strives to balance the many interests of this unique and dynamic area. The 3 primary objectives are listed below beginning with the highest priority:

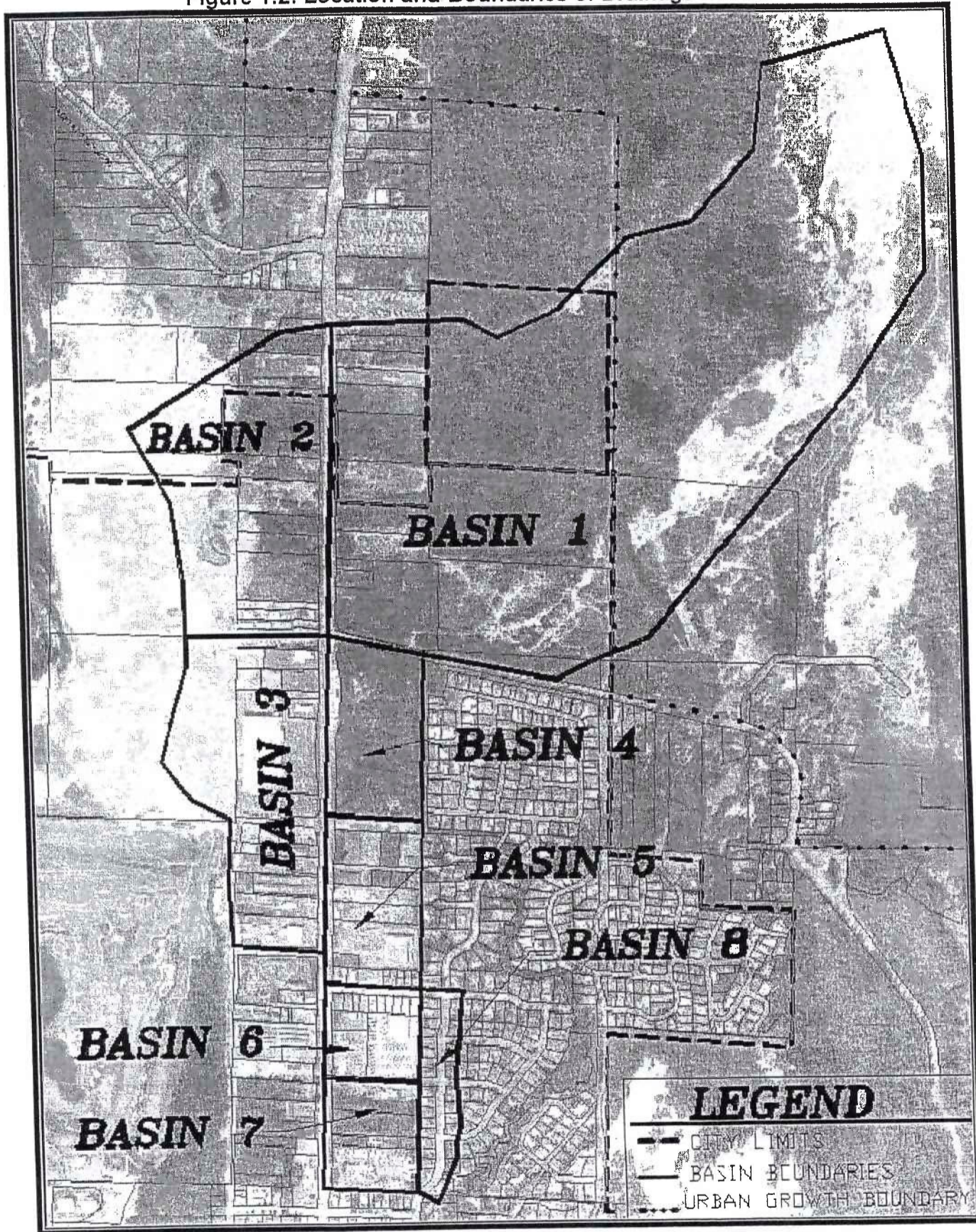
- 1) Safety and security
- 2) Minimizing risk to existing property
- 3) Providing stormwater service to areas identified for development in the city of Florence Comprehensive Plan.

This design is intended to provide adequate conveyance for a 25 year design storm event that statistically has a one in twenty-five or four percent chance of exceedance in any given year. The City's new stormwater ordinance requires that all new development maintain runoff to predevelopment levels. This plan is consistent with this policy.

## 1.4. STORMWATER SERVICE AREA

The stormwater system is designed to serve all undeveloped properties that lie both within the city of Florence's Urban Growth Boundary (UGB) and the upper Munsel Creek drainage basin. Drainage basins are based on areas delineated in the City's Stormwater Master Plan. However, some boundaries have been adjusted to better reflect the true drainage areas. The basins include the LID area, developed areas, and undeveloped areas. Figure 1.2 shows the boundaries of the drainage basins for this project.

Figure 1.2: Location and Boundaries of Drainage Basins



### 1.5. CONGRUITY WITH STORMWATER MASTER PLAN

In designing the proposed stormwater system, an effort was made to ensure that the data, parameters, and assumptions made were consistent with information published in Florence's Stormwater Master Plan. Basin boundaries, modeling parameters, and assumptions about physical properties of the watershed were retained. Deviations were only made when errors were discovered or more precise information was acquired.

The original strategy outlined in the SWMP to serve the area included a plan to bypass water that currently floods Florentine Estates. Stormwater that currently overtops Munsel Lake Road was planned to be routed east along Munsel Lake road and then be piped south to Munsel Creek upstream of the existing Florentine Estates outfall. While attempting to implement this plan local residents raised concerns about flooding and lack of capacity in the downstream sections of Munsel Creek. In addition, the area along Highway 101 to the west was planned to be served by another set of storm drain pipes, also draining into Munsel Creek in the vicinity of Spruce Street and 37<sup>th</sup> street.

In order to alleviate concerns of flooding in the original plan, the present design was proposed as an alternative. It combines the two recommended stormwater systems proposed in the Master Plan. Not only does this reduce the possibility of flooding upstream of 37<sup>th</sup> Street, but it also provides substantial cost savings over constructing two separate systems.

### 1.6. PROJECT FUNDING

The total Phase 1 Spruce Street LID improvement costs are estimated to be \$3,325,000.00. The project is proposed to be primarily funded through assessments levied to the benefited properties within the district. The costs associated with over sizing and off-site facilities is proposed to be funded with a combination of City System Development Charges (SDC) funds and stormwater utility user fees.

### 1.7 CONSTRUCTION SCHEDULE

Phase I of the Spruce Street LID is expected to be constructed within a year. No timetable has been set for additional development. However, it is expected that development will be rapid once city services are available to neighboring properties.

---

## 1.8 LARGE FORMAT FIGURES

Figures showing drainage basin boundaries and drainage category delineations are available in 18" x 24" format. They are included separate from the main report.

## 2. Drainage Basin Characteristics

---

### 2.1 TOPOGRAPHY

The Munsel Creek drainage area can be roughly described as the area from the Siuslaw River to Munsel Lake, constrained on the east and west by large sand dunes. Elevations vary from over 100 ft to sea level. USGS topographic maps show the general location of the surrounding dunes and waterways. Lane County topographic maps are also available showing 1 foot contours for much of the area. However, the accuracy of both maps is limited due to the thick vegetation and limited relief in low lying areas. In the vicinity of the Spruce Street LID, the general topography is flat with a large sand dune rising sharply to the east.

### 2.2 SOILS

The predominant soils in the northern Munsel Creek Drainage were obtained from the Lane County Soil Survey (NRCS, 1987). Site soils consist primarily of Yaquina Loamy Fine Sand and Waldport Fine Sand. In addition, some active dune land exists at the western and eastern extents of the drainage area. Below is a summary of the soil characteristics.

#### Yaquina Loamy Fine Sand (140)

- ❖ Deep, excessively drained soil located on stabilized sand dunes
- ❖ Moderately rapid permeability
- ❖ High groundwater table, 2 feet above or below ground surface.
- ❖ Corrosive to steel and concrete

#### Waldport Fine Sand (131)

- ❖ Deep, somewhat poorly drained soil located in low interdune areas
- ❖ Very rapid permeability
- ❖ Very susceptible to wind erosion if vegetation is removed.

### 2.3 VEGETATION

Undeveloped areas of this region consist of stabilized dunes and low interdune areas. Dense Dunal Climax Forest covers the majority of the area. Dominant tree species include Shore pine, Douglas fir, and Sitka spruce. Understory primarily consists of Pacific rhododendron, salal, and Evergreen huckleberry. Wetland areas have a Red alder overstory and a variety of grasses and shrubs, most notably Bog blueberry.

## 2.4 GROUNDWATER/ SURFACE RUNOFF RELATIONSHIP

This area of Florence has unique hydrologic characteristics. Groundwater and surface runoff are inextricably related. Groundwater in the area fluctuates seasonally and also annually. Nearly all precipitation on pervious surfaces infiltrates the soil and contributes to the groundwater. During above average rainfall years, high groundwater levels are experienced. Seasonally, extended wet periods can cause elevated groundwater levels that increase the rates of surface runoff.

Low areas without constructed or natural drainage facilities are often inundated with water much of the year. These areas expose the high groundwater table and create seasonal wetlands. Historically, drainage channels were dug to attempt to drain some of these areas.

### 3. Existing Conditions

---

In determining a stormwater solution for this area, thorough and extensive research was completed to understand existing conditions. A compilation of city records, as-built construction drawings, topographic maps, and anecdotal evidence provided a reasonably accurate idea of current drainage characteristics. Field research confirmed the accuracy of critical elements of the drainage system.

#### 3.1 PRE-DEVELOPMENT RUNOFF

The natural drainage of this area is predominated by infiltration of rainwater into the subsurface. The groundwater then flows south and west, eventually discharging in the Siuslaw River or the Pacific Ocean. Munsel Creek also intercepts groundwater flow and limited surface runoff and directs it towards the Siuslaw River. Before Anglo-American settlement the area would have experienced little runoff in low rainfall years but would have been very wet with ponded water and some surface runoff during wet years with high groundwater levels.

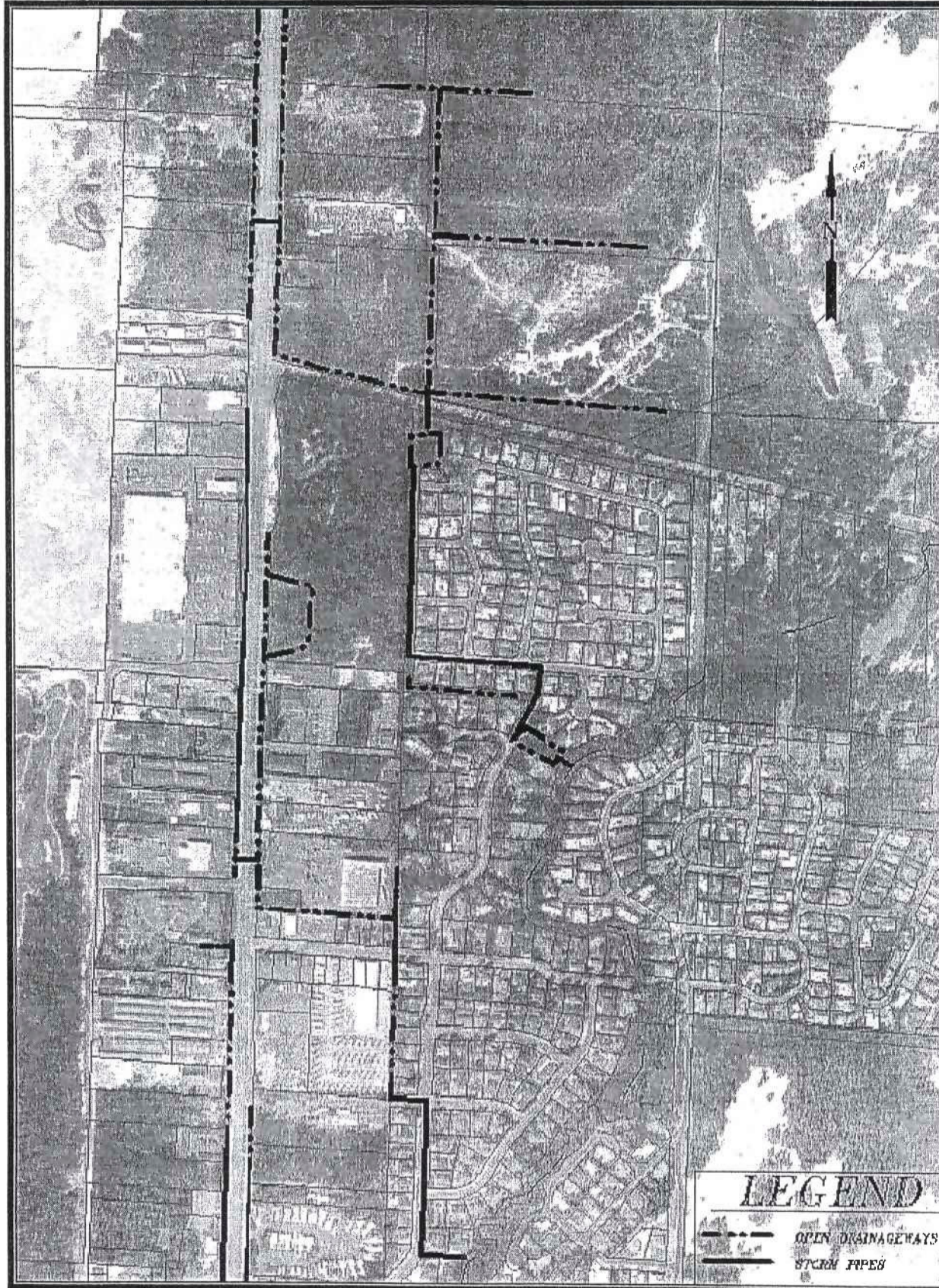
#### 3.2 EXISTING DRAINAGE FACILITIES

In the mid 20th century, a number of drainage channels were dug to convey groundwater and/or ponded surface water toward Munsel Creek. These drainage ditches still constitute the primary drainage facilities for this area. In addition, when Hwy 101 was constructed, large drainage ditches were dug on both sides of the road that eventually convey water to Munsel Creek. Most development along the highway utilizes these ditches and/or infiltrates stormwater on site.

One of these ditches previously passed through the western section of what is now Florentine Estates. This ditch was filled in and replaced with twin 18" storm pipes. Often these storm pipes are over-capacity and flooding is experienced in vicinity streets. Another ditch was also partially replaced with a 36" pipe during construction of the Surf Village Subdivision, which the SWMP identifies as undersized for future conditions.

The primary drainage facilities for the northern Munsel Creek Drainage are shown in Figure 3.1 below.

Figure 3.1: Major Drainage Facilities of the Northern Munsel Creek Drainage Basin





### 3.3 EXISTING PEAK RUNOFF RATES

Runoff rates were determined by inputting more accurate basin characteristics and conveyance properties into the SWMM model for the study area. Based on field research, anecdotal evidence, and other information sources the original Stormwater Master Plan parameters were improved and additional detail added in the subject area. It was determined that the modeling results from the Storm Water Master Plan underestimated existing peak runoff rates in some areas.

**Table 3.1: Existing 25 Year Peak Runoff Rates**

| Drainage Basin(s) <sup>1</sup> /Discharge Point                  | 25 year Peak Runoff Rate (cfs) |
|--|--------------------------------|
| Basin 1 <sup>a</sup> / NW Corner of Florentine Estates           | 51                             |
| Basin 2/ NW Corner of Florentine Estates                         | 5.0                            |
| Basins 3,4,5/ 18" pipe into channel at 42 <sup>nd</sup> street   | 17                             |
| Basin 6/ channel between 40 <sup>th</sup> and 42 <sup>nd</sup>   | 3.7                            |
| Basin 7/ 40 <sup>th</sup> street drain, private drains, flooding | 3.3                            |
| Basin 8/ 36" Spruce Street Storm Pipe                            | 1.8                            |
| <b>TOTAL</b>   | <b>81.8</b>                    |

1. Drainage basins are shown in Figure 1.2
- a. Also Includes Highway 101 Drainage

### 3.4 MUNSEL CREEK

Munsel Creek begins at the outlet of Munsel Lake. The outflow is controlled by a partially collapsed culvert. Neighbors report somewhat stable outflow save for occasional problems with the outlet becoming plugged by debris and beaver dams. Downstream, no other streams enter Munsel Creek but a number of pipes and channels drain into the creek. The stream channel in the upper reaches is fairly shallow compared to surrounding land but becomes heavily incised as it nears the Siuslaw River.

Munsel Creek has hydrology characteristics unique to Oregon coastal dune areas. The stream's discharge is highly dependent on groundwater levels. Large rainfall events can cause varying peak stream flows depending on the groundwater level. Compared to streams in other areas of Oregon, Munsel Creek flow rates are more stable. Maximum discharge occurs during large rain events when groundwater levels are also high.

In the past, residents who live near Munsel Creek have expressed concern regarding erosion and flooding. The Stormwater Master Plan does not



identify a likelihood of flooding but has identified a number of areas where stream bank erosion is possible.

## 4. PROPOSED STORMWATER SYSTEM

### 4.1 SUMMARY OF DESIGN

The new storm system will start at the northern extent of the Spruce Street LID as a constructed drainage swale and will eventually outfall along Spruce Street between Munsel Creek Drive and 37<sup>th</sup> street. It will employ a combination of open drainage channels and enclosed pipe systems to effectively convey future flows. The general path of the new stormwater system is shown in Figure 4.1 below. The preliminary construction drawings for the proposed stormwater system are included in Appendix A.

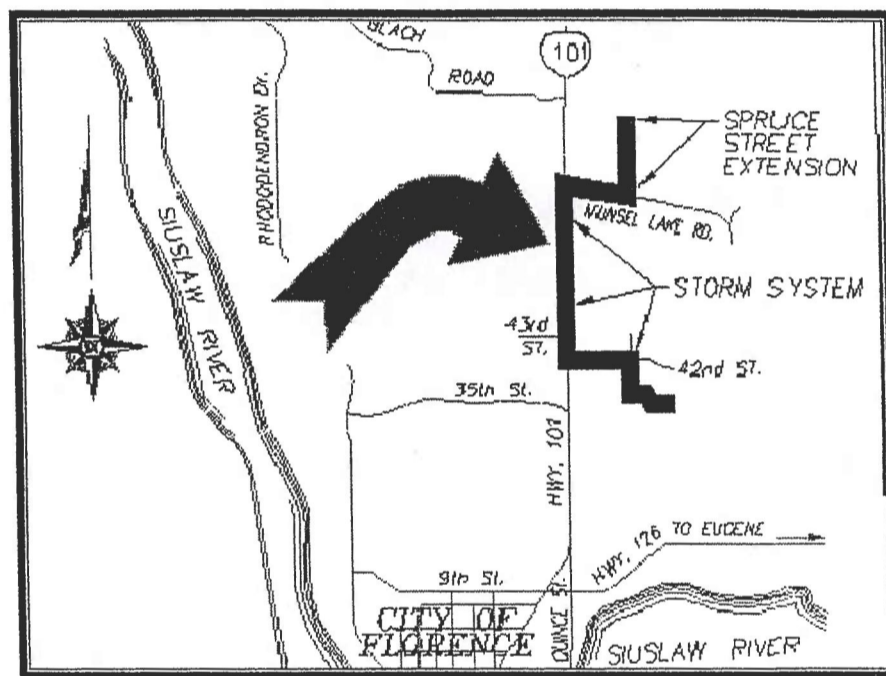


Figure 4.1: Overview of Path of New Stormwater System.

The storm system will begin as a large drainage swale that will run along the east side of Spruce Street south towards Munsel Lake Road where it will enter a flow splitter device. To sustain the health of adjacent wetland areas, 13 cfs will be allowed to continue into the Florentine Estates system. The rest will be diverted west to Highway 101. It will then be piped south along the east side of Highway 101 to 42<sup>nd</sup> street. The pipe will then head east and empty into an existing open channel.

At the end of this channel, at 40<sup>th</sup> street, a flow splitter manhole will be placed where approximately 20 cfs will be directed down the existing 36" pipe system. The remaining flow will be continued south through a new pipe system, cross through an existing easement to and across Spruce Street, and discharge parallel to the existing pipe outfall.

---

#### 4.2 42<sup>nd</sup> STREET OPEN CHANNEL

The existing open channel between 42<sup>nd</sup> and 40<sup>th</sup> street is overgrown with vegetation and other material. This channel will be cleaned out and re-graded to accommodate projected flows. The other existing channels will not be altered.

#### 4.3 ACCOMODATION OF EXISTING FLOWS

The new piping system was designed to accommodate existing flows into the Spruce Street storm system and flows being rerouted around Florentine Estates. However, it is not intended for existing development to increase current runoff rates. The new pipe will be buried in the ditch alongside Highway 101 but will not directly drain it. This drainage will still follow its current route and enter the system at 42<sup>nd</sup> street. By retaining the existing drainage the peak flowrate entering the new system will not be increased over current levels.

#### 4.4 OUTFALL TO MUNSEL CREEK

The outfall is located between Munsel Creek Drive and 37<sup>th</sup> street off of Spruce Street. An existing 36" concrete pipe discharges here and a utility easement already exists. This was the recommended location determined in the Stormwater Master Plan for the piping and drainage upgrades to conclude.

## 5. Modeling and Analysis

---

The entire Munsel Creek drainage basin was modeled using the Environmental Protection Agency's (EPA) Storm Water Management Model (SWMM). An extensive modeling effort re-created the original SWMM model used by Brown and Caldwell in their October 2000 Stormwater Management Plan. The model was then altered based on field research and anecdotal evidence so that output better matched reported conditions. This model was then used to assure that the new pipe system wouldn't have adverse effects on Munsel Creek and also to determine the capacity of the existing pipe network.

### 5.1 PRECIPITATION DATA

The design storm from the Stormwater Master Plan was used for modeling purposes. The storm is based on records from a large storm system with an approximate 50 year recurrence interval that occurred in November 1996. Multipliers listed in Table 5.1 were used to manipulate the data for each recurrence interval. All four storms were used when calibrating the model but all calculations for the new pipe system are based solely on the 25 yr storm.

**Table 5.1: Design Storm Recurrence Interval, Depth, and Multiplier.**

| Return Frequency<br>(years) | 24 hour Rainfall Depth | 11/96 (5.4 inch) Storm<br>Multiplier |
|-----------------------------|------------------------|--------------------------------------|
| 2                           | 3.46                   | 0.64                                 |
| 10                          | 4.48                   | 0.83                                 |
| 25                          | 5.06                   | 0.94                                 |
| 100                         | 5.95                   | 1.1                                  |

### 5.2 MODEL RE-CREATION AND CALIBRATION

A copy of the original XP SWMM model was obtained in electronic format. Due to trouble in running the model in its original format and to ensure its future usefulness, the model inputs were manually re-entered into SWMM5. The most recent version, v 5.0.008, released in July 2006, was utilized. The model was run unaltered to confirm that the outputs were similar to the values published in the Stormwater Master Plan. The new model outputs were generally within 5% of the previously reported values so it was accepted as an updated replica of the original model.

### 5.3 ALTERATIONS AND UPDATES TO MODEL

Multiple field trips, conversations with local residents, and researched information indicated some inaccuracies in the model that needed to be rectified. In particular, the Stormwater Master Plan's conclusion that Munsel Creek has significant additional capacity is contradictory to what has been experienced by neighbors of the stream. It was determined that many of the Manning's "n" values used in the original model were too low for real stream conditions. These values were increased to more appropriate levels and correspondingly reduced the projected capacity of many stretches of Munsel Creek. Many of the original stream cross sections were rough approximations from topographic maps and most sections were altered slightly based on site visits and photographs to more accurately reflect the shape of the stream channel.

Additionally, a base flow of 5 cfs was used in the original model, measured at a fish structure in early August. However, since the large rainfall events occur during the rainy winter season, it was determined that this base flow was insufficient. A field visit during November led to the conclusion that winter base flow was most likely closer to 10 cfs at the fish structure. The model was adjusted to reflect this increased flow.

The extensive research for the northern reach of the Munsel Creek drainage led to increased detail over the original model. Areas that were previously summarized by a set of general characteristics were split into many smaller areas with more accurate physical characteristics. Additional survey information was gathered as part of the project that included more accurate elevations of pipes and ground elevations. These values were updated in the model.

Flooding in Florentine Estates was reported in the SWMP. However, the modeling results published match poorly to actual conditions that would cause the flooding reported. The original model anticipated a 25 yr peak flow rate entering the Florentine Estates of 6.2 cfs, insufficient to cause the flooding reported. Basin characteristics were altered so that 25 year peak flow rates entering Florentine Estates is approximately 56 cfs which would more closely mimic the type of flooding that has been reported in the past including water overtopping Munsel Lake Road.

### 5.4 EXISTING CONVEYANCE SYSTEM CAPACITY

The existing pipe systems were modeled with varying flowrates under future conditions to iteratively determine the maximum capacity of each pipe

system. The pipes were allowed to surcharge but not cause surface flooding. The available capacity for the Florentine Estates system is 13 cfs and 20 cfs for the Spruce Street pipe network during the 25 year storm.

## 5.5 FUTURE PIPE SYSTEM

The pipe system was created based on two criteria: accommodating existing inflows to the system and rerouting stormwater that floods Florentine Estates. It results in approximately 43 cfs of capacity to reroute flows.

Existing developed basins were expected to continue producing storm runoff at current rates. Undeveloped regions were given new parameters based on expected development density based on land uses shown in Florence's Comprehensive Plan. All runoff greater than predevelopment flows was modeled to be detained and released at predevelopment rates. This model was run to double check the performance of the future pipe system.

The new drainage system was entered into SWMM. Table 5.2 below summarizes the major pipes and channels that were added to the SWMM model and their properties. Design flows are simply the cumulative runoff rates from each drainage basin. However, because each basin has a different time of concentration, peak flows do not all reach the outfall at the same time resulting in lower actual flows than design flows. More details of this drainage system are shown on the construction drawings in Appendix A.

**Table 5.2: Description and Design Capacity of Major Links (Pipes and Channels) Added to SWMM Model**

| Links  | Link Size | Pipe Type           | Slope (%)         | "n" value | Description   | Design Flow (cfs) <sup>a</sup> |
|--------|-----------|---------------------|-------------------|-----------|---|--------------------------------|
| MUN41A | 42"       | Arch SRP            | 0.28              | .011      | Munsel Creek outfall to Spruce Street   | 48                             |
| MUN411 | 30"       | Twin Arch SRP       | 2.39              | .011      | Under Spruce Street   | 48                             |
| MUN412 | 42"       | Arch SRP            | 0.35              | .011      | Spruce Street to 90 degree turn   | 48                             |
| MUN413 | 42"       | Arch SRP            | 0.35              | .011      | 90 degree turn to 40 <sup>th</sup> Street   | 48                             |
| MUN46A | 18"       | HDPE                | 1.0 <sup>c</sup>  | .012      | Existing pipe from start of 42 <sup>nd</sup> Street to open channel south of Bimart | n/a                            |
| MUN46B | n/a       | Trapezoidal Channel | 0.32 <sup>c</sup> | .08       | Existing open channel along Bimart's south property line                            | n/a                            |
| MUN46  | n/a       | Trapezoidal Channel | 0.55              | .03       | Open channel between 42 <sup>nd</sup> and ending at 40 <sup>th</sup> street         | 65                             |

|               |     |          |     |      |   |      |
|---------------|-----|----------|-----|------|---|------|
| <b>MUN461</b> | 48" | Arch CMP | .24 | .02  | Beginning of open channel at 42 <sup>nd</sup> Street to Hwy 101 | 44.5 |
| <b>MUN462</b> | 42" | HDPE     | .22 | .012 | Along Hwy 101: 42 <sup>nd</sup> St. halfway to Munsel Lake Rd   | 44.5 |
| <b>MUN463</b> | 36" | HDPE     | .40 | .012 | Along Hwy 101: Halfway Point to Munsel Lake Rd                  | 43   |
| <b>MUN464</b> | 30" | HDPE     | .36 | .02  | Highway 101 to Spruce Street Extension along Munsel Lake Rd.    | 38   |

- a. Discharge that links are sized to accommodate.  
c. No data exists. Estimate only.

### 5.6 MUNSEL CREEK CAPACITY

The primary reason for the re-creation of the Munsel Creek model was to confirm that the proposed stormwater system would not substantially increase flooding risk. The Stormwater Master Plan assumed that new development would not increase stream peak flow rates over pre-developed conditions. However, in rectifying existing drainage problems peak flows could potentially increase in Munsel Creek.

Under the Stormwater Master Plan's recommended future drainage projects, a 20 cfs increase in peak stream discharge was anticipated during the 25 year storm at the location of the proposed Spruce Street and 37th street outfall. The SWMP recommended project to create a bypass of Florentine Estates was apparently not included in the published values of future flows since flows downstream of the suggested outfall are not shown to increase. However, the existing Florentine outfall is shown to experience a 5 cfs increase during the 25 year storm under future conditions.

The updated model indicates that the capacity of Munsel Creek is limited only in the vicinity immediately downstream of the proposed outfall for the proposed stormwater system. The SWMP indicated that the downstream capacity at this point was 130 cfs. However, after modifications to the model the new capacity was determined to be 105 cfs. Munsel Creek is predicted to have a flow of 51 cfs immediately upstream of the outfall during the 25 year storm.

Under the new piping system a 25 year peak discharge at the Spruce Street outfall of approximately 69 cfs is predicted. Since this would exceed the downstream capacity, some temporary localized ponding at the outfall has been accounted for. The ponded water is predicted to remain more than 2.5 ft below the floor elevations of the houses adjacent to the outfall. However, the capacity of the floodplain was omitted to be conservative and water depth will



likely be lower than predicted. No flooding is predicted further downstream, however water does back up behind the three 30 inch culverts under Highway 126. Table 5.3 below shows the existing and future discharges to Munsel Creek at the two affected outfall locations.

**Table 5.3: Summary of Discharges to Munsel Creek during 25 Year Storm for affected outfalls**

|                     | Discharge Node | Description                | Discharge |
|---------------------|----------------|----------------------------|-----------|
| Existing            | JUNCT19        | Spruce Street Outfall      | 26        |
|                     | JUNCT22        | Florentine Estates Outfall | 49        |
| Future <sup>1</sup> | JUNCT19        | Spruce Street Outfall      | 69        |
|                     | JUNCT22        | Florentine Estates Outfall | 18        |

The community has expressed significant concern regarding the effects the new system will have on Munsel Creek, particularly during storm events larger than the 25 year design storm. All pipes have been sized to accommodate existing flows during the 25 year storm only and will not be able to convey flows from storms significantly larger. As a result, flows exceeding the 25 year flows will either be detained on site as localized flooding or travel overland towards Munsel Creek. The effects during the 100 year storm were modeled under a worse case scenario that, where possible, flows over the 25 year discharge rate flow overland into Munsel Creek. Tables 5.4 and 5.5 show the discharge, velocity, and change in water surface elevation for the entire length of the stream for the 25 and 100 year storms respectively. The percentage change is also shown for comparative purposes.

**Table 5.4: Projected Impacts on Munsel Creek Discharge, Velocity, and Water Depth during 25 Year Storm**

| Link  | Description                               | 25 yr Peak Flow Rates (CFS) |               |                     |            | 25 yr Peak Velocities (FPS) |               |                     |            | Increase in Water Depth (in) | Free-board (feet) |
|-------|---|-----------------------------|---------------|---------------------|------------|-----------------------------|---------------|---------------------|------------|------------------------------|-------------------|
|       |   | 2000 SWMP                   | 2006 Revision | Projected Build-out | % increase | 2000 SWMP                   | 2006 Revision | Projected Build-out | % increase |                              |                   |
| MUN01 | Hwy 126 to Siuslaw River                  | 115                         | 172.3         | 174.9               | 1.5%       | -2.07                       | 3.91          | 3.93                | 0.5%       | 0.0                          | 11.9              |
| MUN03 | 10th Street to Hwy 126                    | 101                         | 172.9         | 175.4               | 1.5%       | 1.85                        | 2.51          | 2.42                | -3.6%      | 1.8                          | 4.3               |
| MUN04 | Spruce Street to 10th                     | 98.9                        | 142.6         | 145.6               | 2.1%       | 3.53                        | 2.28          | 2.36                | 3.5%       | 3.2                          | 6.6               |
| MUN06 | 15th Pl to Spruce Street                  | 90.9                        | 146.3         | 149.5               | 2.2%       | 4.37                        | 4.06          | 3.92                | -3.4%      | 2.6                          | 7.7               |
| MUN09 | 18th Street to 15th Pl.                   | 91.8                        | 117.8         | 120.6               | 2.4%       | 3.61                        | 3.78          | 3.69                | -2.4%      | 1.7                          | 11.1              |
| MUN11 | E of Park Dr to 18th St.                  | 85.4                        | 118.6         | 121.3               | 2.3%       | 4.13                        | 4.26          | 4.29                | 0.7%       | 0.0                          | 7.1               |
| MUN12 | 23rd Street to E of Park Dr               | 85.7                        | 111.9         | 114.4               | 2.3%       | 3.19                        | 2.99          | 3.02                | 1.0%       | 0.0                          | 9.7               |
| MUN14 | Outer Dr to 23rd St                       | 85.9                        | 112.2         | 114.7               | 2.3%       | 2.92                        | 3.10          | 3.11                | 0.3%       | 0.0                          | 1.8               |
| MUN15 | Munsel Creek Greenway Park                | 82                          | 104.5         | 106.7               | 2.2%       | -1.94                       | 2.75          | 2.77                | 0.7%       | 0.0                          | 1.7               |
| MUN17 | Munsel Crk Lp To Munsel Crk Greenway Park | 59                          | 105.6         | 107.7               | 2.0%       | 1.11                        | 2.05          | 2.06                | 0.5%       | 0.8                          | 3.1               |
| MUN19 | Munsel Creek Lp                           | 60.9                        | 79.1          | 81.0                | 2.5%       | 4.16                        | 4.10          | 4.22                | 2.9%       | 0.0                          | 0.8               |
| MUN20 | Munsel Creek E of Munsel Crk Dr.          | 52.4                        | 81.0          | 50.5                | -37.6%     | 1.89                        | 3.06          | 2.20                | -28.1%     | -4.1                         | 0.8               |
| MUN22 | Florentine Estates to 42nd                | 27.9                        | 70.7          | 40.1                | -43.3%     | 1.76                        | 2.25          | 1.95                | -13.3%     | -8.6                         | 2.8               |
| MUN23 | Munsel Ck SE of Sherwood Lp               | 15.2                        | 20.3          | 20.3                | 0.0%       | 2.53                        | 2.06          | 1.55                | -24.8%     | -3.8                         | 3.5               |
| MUN25 | Florentine Estates                        | 15.2                        | 20.3          | 20.3                | 0.0%       | 2.39                        | 2.31          | 2.31                | 0.0%       | 0.0                          | 5.8               |
| MUN27 | Munsel Lk Rd to Florentine Estates Rd.    | 15.3                        | 20.3          | 20.3                | 0.0%       | 1.3                         | 2.31          | 2.31                | 0.0%       | 0.0                          | 2.0               |
| MUN29 | Nordahl Rd to Munsel Lk Rd                | 15.3                        | 20.3          | 20.3                | 0.0%       | 1.71                        | 1.76          | 1.76                | 0.0%       | 0.0                          | 2.0               |

**Table 5.5: Projected Impacts on Munsel Creek Discharge, Velocity, and Water Depth during 100 Year Storm**

| Link  | Description                               | 100 yr Peak Flow Rates (CFS) |               |                     |                    | 100 yr Peak Velocities (FPS) |                     |                        | Increase in Water Depth (in) | Free-board (feet) |
|-------|---|------------------------------|---------------|---------------------|--------------------|------------------------------|---------------------|------------------------|------------------------------|-------------------|
|       |   | 2000 SWMP                    | 2006 Revision | Projected Build-out | % increase in Flow | 2006 Revision                | Projected Build-out | % Increase in Velocity |                              |                   |
| MUN01 | Hwy 126 to Siuslaw River                  | 131                          | 188.41        | 191.1               | 1.4%               | 4.06                         | 4.08                | 0.5%                   | 0.0                          | 11.7              |
| MUN03 | 10th Street to Hwy 126                    | 112                          | 188.9         | 191.63              | 1.4%               | 2.54                         | 2.43                | -4.3%                  | 3.7                          | 2.6               |
| MUN04 | Spruce Street to 10th                     | 108                          | 159.61        | 162.61              | 1.9%               | 2.3                          | 2.45                | 6.5%                   | 3.2                          | 5.1               |
| MUN06 | 15th Pl to Spruce Street                  | 108                          | 164.33        | 168.78              | 2.7%               | 4.12                         | 4.13                | 0.2%                   | 1.3                          | 7.3               |
| MUN09 | 18th Street to 15th Pl.                   | 109                          | 130.71        | 135.28              | 3.5%               | 3.92                         | 3.96                | 1.0%                   | 0.0                          | 11.1              |
| MUN11 | E of Park Dr to 18th St.                  | 102                          | 131.54        | 136.23              | 3.6%               | 4.37                         | 4.44                | 1.6%                   | 0.0                          | 6.9               |
| MUN12 | 23rd Street to E of Park Dr               | 102                          | 123.4         | 128.02              | 3.7%               | 3.06                         | 3.13                | 2.3%                   | 1.7                          | 9.4               |
| MUN14 | Outer Dr to 23rd St                       | 102                          | 123.79        | 128.39              | 3.7%               | 3.15                         | 3.16                | 0.3%                   | 1.3                          | 1.6               |
| MUN15 | Munsel Creek Greenway Park                | 97.6                         | 114.39        | 119.13              | 4.1%               | 2.82                         | 2.85                | 1.1%                   | 0.6                          | 1.5               |
| MUN17 | Munsel Crk Lp To Munsel Crk Greenway Park | 69.9                         | 115.6         | 120.35              | 4.1%               | 2.14                         | 2.18                | 1.9%                   | 0.0                          | 3.0               |
| MUN19 | Munsel Creek Lp                           | 72                           | 84.14         | 91.04               | 8.2%               | 4.27                         | 4.59                | 7.5%                   | 0.4                          | 0.7               |
| MUN20 | Munsel Creek E of Munsel Crk Dr.          | 61.5                         | 87.43         | 76.09               | -13.0%             | 3.22                         | 2.93                | -9.0%                  | -0.9                         | 0.5               |
| MUN22 | Florentine Estates to 42nd                | 32.6                         | 75.58         | 67.32               | -10.9%             | 2.26                         | 2.23                | -1.3%                  | -2.4                         | 2.2               |
| MUN23 | Munsel Ck SE of Sherwood Lp               | 17.8                         | 22.87         | 22.87               | 0.0%               | 2.06                         | 1.44                | -30.1%                 | -1.3                         | 3.2               |
| MUN25 | Florentine Estates                        | 17.8                         | 22.88         | 22.88               | 0.0%               | 2.42                         | 2.42                | 0.0%                   | 0.0                          | 5.7               |
| MUN27 | Munsel Lk Rd to Florentine Estates Rd.    | 17.9                         | 22.88         | 22.88               | 0.0%               | 2.42                         | 2.42                | 0.0%                   | 0.0                          | 1.9               |
| MUN29 | Nordahl Rd to Munsel Lk Rd                | 17.9                         | 22.88         | 22.88               | 0.0%               | 1.85                         | 1.85                | 0.0%                   | 0.0                          | 1.9               |

## 5.7 GENERAL NOTES ABOUT MODELING

A few general notes about modeling:

- ✓ The model is a simplification of constructed drainage systems and a complex natural waterway. It provides a reasonable approximation of conditions and relative impacts but can not perfectly mimic actual responses to a storm event.
- ✓ The shape of channel cross sections were made more accurate but generally overall widths and depths of the channels were left unchanged
- ✓ All node elevations are the same as the original model except for where more accurate measurements were obtained
- ✓ All nodes, links, areas etc. retain original names from SWMP model except the extra 0 was dropped (i.e. MUN220 became MUN22)
- ✓ Parameters were coarsely estimated if results were not sensitive to the parameters accuracy (i.e. basin slope)
- ✓ Groundwater parameters in original model had little effect on peak runoff and were not included in revised basins.
- ✓ The SWMP indicates link MUN330 has a very shallow slope and a capacity of only 4 CFS however the link is shown graphically to be in the location of an existing pond and is only described as "Florentine Estates". This link was omitted and a pond added in its place to the model and the capacity is based on the remaining pipe network which is approximately 17 cfs. If flooding continues or this pipe is confirmed to exist it should be upsized to have sufficient capacity.

## 6. Capacity Allocation and Recommended Policy

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### 6.1 OVERVIEW OF PROPOSED POLICY

The city's existing stormwater policy is largely sufficient in regulating flows into the system. Recently adopted stormwater rules require post development flows to match pre-development flows. However, due to Munsel Creek concerns and need to ensure that capacity remains in the system, calculation of predevelopment flows needs to be carefully determined. Hydrologic/hydraulic analyses must be made using consistent assumptions as used in this report and as outlined in the following section.

Developed properties will be allowed their current runoff rates to existing surface and piped conveyance systems. As these properties redevelop, efforts should be made to understand how much runoff enters the existing drainage system and how much is retained onsite. This will ensure that post development runoff does not exceed what is currently being discharged. In addition, stormwater retention should be used whenever practicable to match pre-developed conditions. The Fred Meyer infiltration gallery is reported to be functioning properly and it has been assumed that it will not require access to the system in the future.

The policy outlined below should serve as a guide to development or redevelopment of all the areas shown to be within the overall drainage area. This should provide developers, designers, and city officials a reference for effectively and fairly utilizing this stormwater system.

### 6.2 CLASSIFICATION OF DRAINAGE AREAS

Based on aerial photos, mapping, and field research, land within each drainage basin is classified as one of four types. Table 6.1 shows each drainage basin previously outlined and the composition of land use within the basin. This is also shown graphically in Figure 6.1. Below is a description of the four land use classifications:

#### **TYPE 1: Outside of Urban Growth Boundary**

- ❖ Land outside of the city of Florence's current UGB
- ❖ Is comprised solely of the eastern part of Basin 1
- ❖ This area unavoidably contributes surface runoff to downstream basins that must be accounted for.

**TYPE 2: Undeveloped Properties Currently Draining Directly to Munsel Creek**

- ❖ Identified areas within Basins 1,2,3,4,and 7
- ❖ Generally drainage ditches were dug in the vicinity of these properties that allowed them to drain towards Munsel Creek
- ❖ High groundwater and surface runoff currently discharge into Munsel Creek

**TYPE 3: Developed Properties Draining to Munsel Creek**

- ❖ Includes lower basins that primarily drain into existing drainage system.
- ❖ Includes areas along Highway 101, properties adjacent to the 42<sup>nd</sup> street open channel, and residential development that directly drains into the existing pipe system

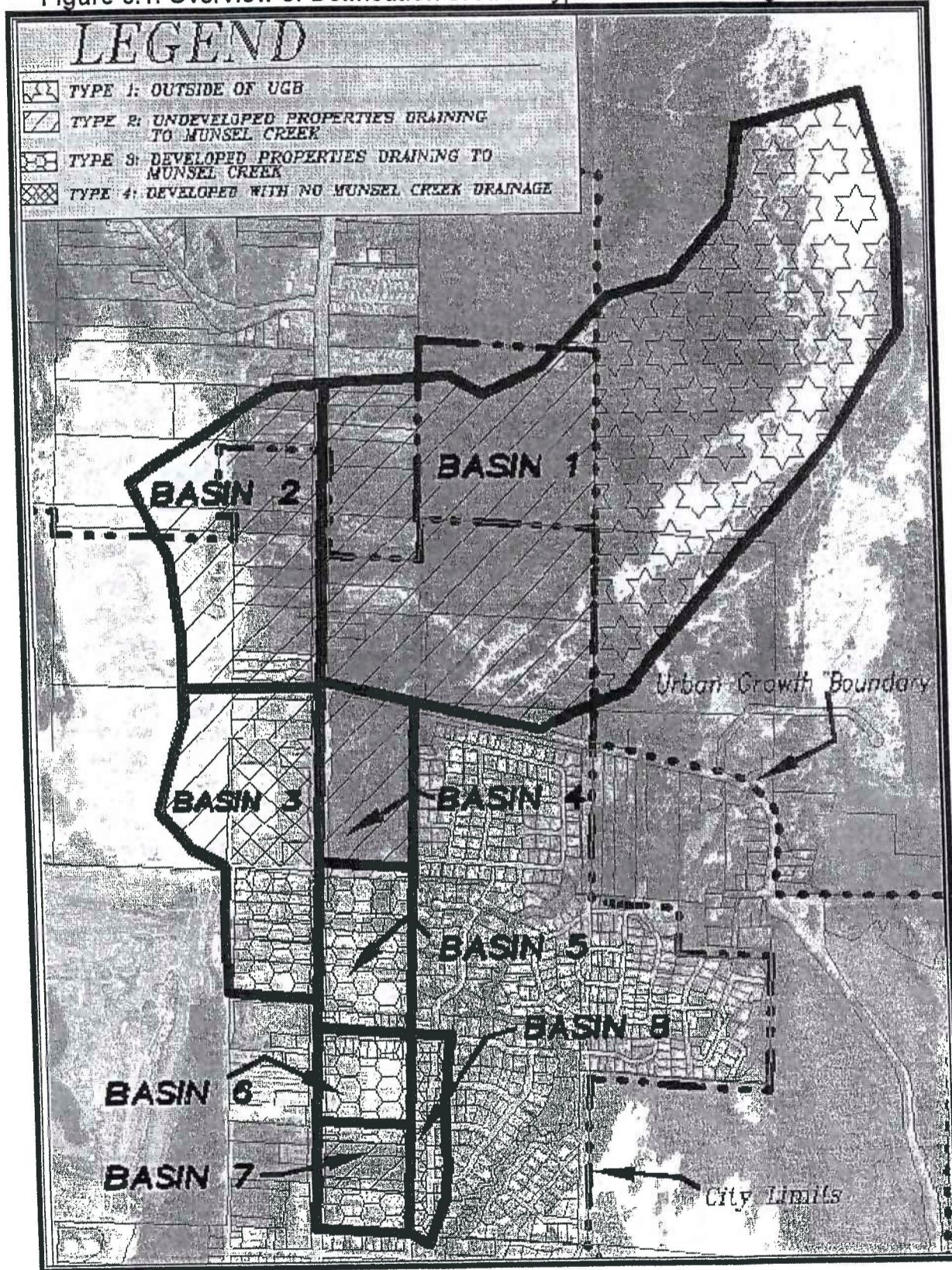
**TYPE 4: Developed Properties with No Munsel Creek Drainage**

- ❖ Includes properties that are developed but have independent drainage facilities.
- ❖ Fred Meyer property largest known qualifying area

**Table 6.1: Summary of Drainage Basin Composition by Area Classification**

|                | Total Area (acres) | TYPE 1 | TYPE 2 | TYPE 3 | TYPE 4 |
|----------------|--------------------|--------|--------|--------|--------|
| <b>Basin 1</b> | 242                | 60%    | 40%    | 0%     | 0%     |
| <b>Basin 2</b> | 52                 | 0%     | 100%   | 0%     | 0%     |
| <b>Basin 3</b> | 46                 | 0%     | 41%    | 32%    | 27%    |
| <b>Basin 4</b> | 18                 | 0%     | 100%   | 0%     | 0%     |
| <b>Basin 5</b> | 19                 | 0%     | 0%     | 100%   | 0%     |
| <b>Basin 6</b> | 10                 | 0%     | 0%     | 100%   | 0%     |
| <b>Basin 7</b> | 13                 | 0%     | 40%    | 60%    | 0%     |
| <b>Basin 8</b> | 9                  | 0%     | 0%     | 100%   | 0%     |

Figure 6.1: Overview of Delineation of Area Types within Drainage Basins



### 6.3 REQUIRED HYDROLOGIC ANALYSIS AND PARAMETERS

Computer modeling or the Santa Barbara Unit Hydrograph (SBUH) method should be required for all new development in Type 2 areas. This includes properties in Basins 1,2,3,4, and 7. Larger redevelopment projects in Type 3 areas should also be required to perform this analysis, at the city's discretion. This prevents the use of hand calculations that could potentially overestimate predevelopment runoff and cause capacity to be prematurely used up. Calculations utilizing the Rational Method are typically conservative and overestimate runoff. If all the properties overestimated runoff, combined discharges would exceed those predicted in this report and insufficient capacity would be available downstream. Therefore, if all properties generally use the same assumptions as used for the entire drainage basin, cumulative runoff should not differ drastically from the analysis performed for this report.

When determining an allowable discharge rate using the NRCS Type 1a synthetic design storm, an average runoff over the peak hour should be used to determine predevelopment runoff rates. Storms in Florence are not shaped exactly like the Type 1a storm; rather, storms have long periods of steady rainfall and a less sharply defined peak. By using the average over the peak hour, calculated pre-development runoff rates will better match runoff rates assumed for the design of this stormwater system.

All modeling for the report utilized the EPA's Stormwater Management Model (SWMM). This model is free and available for download at: [www.epa.gov/ednrmrl/models/swmm/](http://www.epa.gov/ednrmrl/models/swmm/) if the designer wishes to use this model. This or other computer models could be used using consistent parameters as outlined in this report. A CD at the end of this document includes all models used in this work, rainfall files, and a sample SWMM file with most of the parameters already entered so that it can be used to model individual sites. Table 6.2 summarizes the most important parameters used in SWMM modeling and all pre-development runoff calculations should use parameters consistent with these values.



**Table 6.2: Summary of Important Parameters Used in SWMM Modeling for Determining Predevelopment Flow Rates**

| Parameter                        | Value (units)                              |
|----------------------------------|--|
| <b>RAINFALL</b>                  |  |
| Design Storm                     | Multiplier of NOV. 1996 Storm              |
| <b>HORTON INFILTRATION</b>       |  |
| Maximum Infiltration Rate        | 5 (in/hr)                                  |
| Minimum Infiltration Rate        | 1.18 (in/hr)                               |
| Decay Constant                   | 2  |
| <b>SURFACE RUNOFF PARAMETERS</b> |  |
| Percent Impervious               | AREA OF WETLANDS, CHANNELS, SATURATED SOIL |
| Impervious "n" Value             | 0.011                                      |
| Pervious "n" Value               | 0.8  |
| Width                            | TOTAL SITE AREA/ LONGEST FLOW LENGTH       |
| Slope                            | AVERAGE SITE SLOPE                         |
| Depression Storage               | 0 (IN)                                     |

Hydrologic modeling and parameters were extended from the SWMP model but altered slightly to more accurately reflect true conditions. Infiltration parameters were taken from the SWMM user manual's recommendations for sandy soil. Though it has a reduced hydraulic conductivity over the original SWMP model's values it essentially remains that all rainfall that falls on pervious surfaces are modeled to infiltrate the soil. As a result, all existing runoff is assumed to originate on wetlands or areas that would be saturated during the peak of the design storm. For the model, this saturated area was approximated from wetland maps, aerial photos, and visual observations.

The appropriate way that the designer would conduct a hydrologic analysis would be to survey or visit the site, preferably in the winter, and note the areas with ponded water or evidence of ponded water. This area would be the equivalent to the impervious surface that would be input into a computer model or SBUH to determine existing runoff. The length of the flow path would be the longest distance from a point on the site to the discharge point.

Since the runoff from many properties travels a convoluted route before discharging into a major pipe or channel, the effect of these restrictions should be included in determining the pre-developed peak runoff rate. This is particularly true of properties in Basin 2 where current flow travels through numerous small, possibly damaged culverts and ditches before reaching the Florentine Estates discharge point. These effects should be accounted for in calculating the pre-development runoff rate.

This method is not an exact replication of the true hydrology but should provide a reasonable approximation, in most cases, of the existing site runoff. If this method significantly underestimates runoff from a given site, the designer can provide detailed analyses and evidence to support using a different method to calculate pre-development peak runoff.

#### 6.4 RECOMMENDED POLICY BY DRAINAGE AREA TYPE

##### **TYPE 1: Outside of Urban Growth Boundary**

- ❖ All new development needs to accommodate flows that originate from this area, approximate 25 yr flow of 25 cfs
- ❖ If developed in the future, predevelopment flows will be maintained requiring no new capacity.

##### **TYPE 2: Undeveloped Properties Currently Draining to Munsel Cr**

- ❖ Must discharge to the system at no more than existing pre-developed flow rates for the 2 through 25 year storms.
- ❖ Pre-development flow rates must be determined using Computer modeling or the Santa Barbara Unit Hydrograph method
- ❖ Parameters and methodologies used in analysis must be consistent with those outlined in this report.
- ❖ Rainfall data shall be based on 11/1996 data from Stormwater Master Plan or an average of the peak hour of runoff using the NRCS Type 1A synthetic storm.
- ❖ Existing downstream restrictions that increase travel time to discharge point listed in Table 3.1 and reduce peak runoff rates must be accounted for in pre-developed runoff rate calculations.

##### **TYPE 3: Developed Areas Using Existing Drainage**

- ❖ No improvements shall be made that would increase peak runoff rates to the storm drainage system over existing levels.
- ❖ Where feasible, properties should further reduce flows to match native, predevelopment runoff rates to the maximum amount practicable.

##### **TYPE 4: Developed Areas with no Munsel Creek Drainage**

- ❖ Maintain zero discharge to city system.

Table 6.2 summarizes the allotted 25 year flows to developable areas within each drainage basin. As these areas develop, the cumulative runoff rates should be less than or equal to the values shown below for the pipe system to have adequate capacity.

**Table 6.3: Allocated Discharge for New Development by Drainage Basin**

| BASIN   | Existing Peak Discharge Rates For Undeveloped Areas <sup>1</sup> (CFS) |
|---------|--|
| Basin 1 | 23   |
| Basin 2 | 4.5  |
| Basin 3 | 0.5  |
| Basin 4 | 1.4  |
| Basin 7 | 0.9  |

1. Undeveloped properties classified as Area 2 on Figure 6. Does not include highway drainage.

**APPENDIX**

**A**

**Preliminary Construction Plans**

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APPENDIX

**B**

**S W M M Modeling Results**



**APPENDIX**

**C**

**RESPONSE TO PUBLIC  
COMMENTS**

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N046J81006899  
**\$05.05**  
03/31/2008  
Mailed From 97439  
00 10 1379  
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**CITY OF FLORENCE**

250 Highway 101  
Florence, OR 97439

**TO:** ATTENTION: PLAN AMENDMENT SPECIALIST  
DEPARTMENT OF LAND CONSERVATION AND  
DEVELOPMENT

635 CAPITAL STREET NE, SUITE 150

SALEM, OREGON 97301-2540