CITY OF FLORENCE

COMPREHENSIVE PLAN

PART I: GOALS, OBJECTIVES, POLICIES AND RECOMMENDATIONS

PRELIMINARY DRAFT

DECEMBER, 1979

COMPREHENSIVE PLAN
for
THE CITY OF FLORENCE

CITY COUNCIL:

Roger W. McCorkle, Mayor
Wilbur E. Ternyik, Council President
Carolynda M. Erskine
Delbert L. Phelps
Elson C. Shields

PLANNING COMMISSION:

Gregory M. Anderson, Chairman
Clarice M. English, Vice Chairman
Mickey C. Barnum
Gary C. Freshour
Carlos A. Pearson, Jr.
Merlyn R. Shirley
Zane I. Ziemer

CITIZENS' ADVISORY COMMITTEE:

Gordon L. Miller
Louise R. Coopey
Harland C. Ivie
Mavis L. Shortlidge
Edward D. Hagle

Published by the City of Florence (with the cooperation and assistance of the Lane Council of Governments)

Acknowledgement- Prepared by the City of Florence Planning Commission and the staff of the City of Florence. The preparation of the Plan was financed in part through a Planning Assistance Grant under the Coastal Zone Management Act of 1972, administered by the Office of Coastal Zone Management of the National Oceanic and Atmospheric Administration. The preparation of the maps included in this Plan was financed in part through a comprehensive planning grant from the Department of Housing and Urban Development, under the provisions of Section 701 of the Housing Act of 1954, as amended.

TABLE OF CONTENTS

FLORENCE COMPREHENSIVE PLAN

FOREWORD

It is the intent of this plan to: (1) establish a coordinated land use planning process and policy framework to guide land use decisions and related actions; (2) assure an adequate factual basis for those decisions and actions; and (3) comply with the Oregon Land Use Act (ORS 197.010) and Oregon's Coastal Management Program.

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; to enable the Council to view specific projects against desirable long-range development decisions; to provide a suitable forum for public discussion; to convey community concerns regarding physical development problems and opportunities as they relate to social and economic issues; and to 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.

An area has been identified within which the City's future development can best be accommodated. Appropriately called an "Urban Service Area," it illustrates a public decision in terms of geographic expansion, population distribution, anticipated land uses, and expenditures of capital for needed services and facilities. SPECIAL NOTE: *For the purposes of this Plan, the "Florence Area" includes the area within the City limits and the Urban Service Boundary.*

This Plan reflects an update and refinement of the original Florence Comprehensive Plan, adopted December 15, 1975. The Goals and Policies have not changed significantly; however, the Plan has been reorganized and updated, and additions have been made to accommodate the Coastal Goals requirements.

All Statewide and Coastal Goals have been considered in the preparation and adoption of this Plan. Statewide Goal #3 (Agricultural Lands) and Goal #4 (Forest Lands) are not included in this Plan due to a finding that they are not applicable. (See page , Technical Report.)

(Exceptions have been taken to the Goals in the following instances:)

INTRODUCTION

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, and the early settlement, said to be named for the wrecked sailing ship, "Florence," soon recognized its economic potential in available lumber and resources and large salmon runs. The City developed along the ridge between the present Siuslaw Middle School on Quince Street and the river wharf.

Dave Duncan built the first sawmill in 1878, William Kyle arrived in 1884 to open his mercantile store, and in 1902 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 169 ships and 129 steamers which called on the Florence Port for lumber, salmon and fur.

In 1883, the town had reached a population of 200 people, and 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, and 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, and 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 life-saving 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."*

*Lane County Historian, Lane County Historical Society, Vol. XVI, No. 2, Eugene, Oregon, Summer 1971.

PLAN ADOPTION, AMENDMENTS, REVIEW AND IMPLEMENTATION

Community-wide goals, objectives, 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, following public hearings and acknowledgment of compliance by the Land Conservation and Development Commission, confers legal status to the Plan. City ordinances covering development and land use should be consistent with the intent of the Plan. Federal, State, County and Special District land use actions must also be consistent with the Plan. 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 statement of policy.

Amendments to the Plan are allowed, providing a public need and justification are established, and a factual basis is shown for the change. State law requires 30 days' notice of the public hearings on a proposed change. Normally, minor changes should be made no more than once a year. (Minor changes are described as changes which do not have a significant effect beyond the immediate area of the change.) The knowledge and participation of the City, County and affected property owners are required for a change in the Urban Service Boundary. Adequate findings of fact to support the change must be made by both the City and County.

Review and update of the Plan should be conducted by the City on a periodic basis. Due to the rapid growth taking place in the Florence area at this time, a review in two years is suggested and thereafter every three years unless unanticipated conditions should require an update every two years. Any important changes in the factual data (such as housing needs) on which this Plan is based may require a revision. Planning is a continuing process. Conditions change and new information may be available which would indicate that revision is appropriate, or possible improvements to the Plan may become apparent during the implementation process.

Implementation of the Plan takes many forms. The most obvious would be zoning, subdivision 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 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, annexations, extension of services, enforcement of the building code, economic development plans, etc.

PLAN ORGANIZATION

The Comprehensive Plan is applicable in the City of Florence and the Florence Urban Service Area, which is described under the Florence Urban Service Area, Section VIII, and illustrated on the Land Development Plan. Land which is in the unincorporated area of Lane County, but within the City's Urban Service Area, shall be regulated as provided in the City of Florence and Lane County Joint Management Agreement for the Urban Service Area and the Florence Urban Service Area element of this Plan, Section VIII.

The Plan consists of: (1) goals, objectives, policies, and recommendations arranged by subject; (2) plan background information and findings located in the Technical Report document; (3) general maps which have been reduced and included in the Plan and Technical Report for reference purposes; and (4) official maps which are on file at the City Hall. No section of the Plan is complete by itself and the document must be reviewed as a whole. Where there are apparent inconsistencies between the policies and the Land Development Plan map, the policies shall control.

General and specific provisions for each element of the Plan have been grouped under the followng defined categories:

Goals: General statements of intent; statements describing 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 is obviously unachievable and is intended to indicate a direction for continuing effort rather than a point to be reached.

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

Policies: The positions the City will take in order to reach stated objectives. 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: Particular actions that should be initiated and implemented to assist in achieving the Goals, Objectives and Policies set forth.

Plan background information and findings are contained in the Comprehensive Plan Technical Report under separate cover. The Technical Report covers a variety of subjects, serves as a technical appendix to this Plan, and

is to be considered an integral part of the Plan. Certain findings have been made which serve as a basis for the Policies and Recommendations which have been adopted within this Plan.

The Land Development Plan and other maps contained in this document are, by necessity, of a size not as descriptive or precise as may be required for site specific application. The official land use designations and zoning maps, drawn to a larger scale, are available and on file at City Hall and should be consulted for specific land use designations. Other maps used as a basis for this Plan cover: Soils, topography, HUD Interim Flood Hazard Zone, etc. The Technical Report contains a listing of detailed maps available at City Hall.

For clarity and precision, certain words and terms have been defined and are included in the Glossary, page .

COORDINATION WITH AGENCIES

It is the intent of the City of Florence to:

1. Coordinate land use planning actions with affected public agencies and jurisdictions;
2. Work with affected local, State and Federal agencies when the Comprehensive Plan is revised and when actions are carried out under the Plan;
3. Assure that the growth and development effected by those agencies' actions are in keeping with the Florence Comprehensive Plan; and
4. Cooperate with Lane County on the establishment and change of the Urban Service Boundary and the management of the area within the boundary.

The City will participate in regional planning efforts in those instances where proposed actions or lack of actions will affect the City.

POPULATION

This Plan does not attempt to establish control over the rate of growth except in an indirect manner such as the availability of public facilities. Rather, the Plan is based on an attempt to gauge the growth that is likely to occur and deal with the projected increase in population by controlling the manner in which future development may take place.

Many factors have been considered in projecting the growth figures. They include: the economic health of the community; the rapid growth the City has experienced in the past five years; the growth created by the influx of retirees to this area; the economic impact of the proposed jetty expansion on the community; the increase in second (vacation) homes in the area; the growth rate of the surrounding area, including

Dunes City; the increasing demand for tourist facilities partially brought about by the creation of the Oregon Dunes National Recreation Area and the Sutton Creek Complex planned by the U.S. Forest Service; and the proximity to the growing Eugene-Springfield area as it produces a demand for recreational and tourist facilities and needs.

The population (including part-time residents) in the Florence area is expected to reach 15,000 to 17,500 by the year 2000. While the rate of growth is based on the best assessment at this time, there is no assurance that it will take place.

Some of the factors which may have the greatest influence (up or down) on the growth rate are: The national economy, energy shortage, the Siuslaw National Forest Management Plan, the jetty extension, completion of the projected regional sewerage facilities, the price of housing in Southern California, the comparative price of land in this area with other areas, and the financial ability of the City to provide services and public facilities.

GENERAL GOALS AND OBJECTIVES

I. Quality of Life

Goal: To maintain a high quality of life, prized by the citizens of Florence, that is in harmony with the natural environment.

Objectives:

1. To encourage economic development which will increase employment opportunities in order to provide the citizens the wherewithal to remain in Florence and enjoy the special qualities the community offers.

2. To strive for an environment which is functional, visually attractive, and allows for innovative responses to local conditons.

3. To recognize the existing natural and architectural assets of the community and encourage development that enhances and is compatible with those assets.

Policies: *Special Note: Over and over, throughout this Plan, special emphasis has been placed on using restraint in the removal of natural vegetation, wherever possible, as the City develops. Due to the physical environment (sandy soils, wind and heavy rainfall) and the desire of the people to retain an aesthetically pleasing community, the importance of retaining as much as possible of the native vegetation (such as the shorepines, wax myrtles, huckleberry, salal, and the magnificent rhododendrons) cannot be over-emphasized! In addition to its beauty, the natural vegetation which 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.*

1. Open space should be used to protect and enhance the character and identity of the community and serve as a buffer between imcompatible land uses. Multiple use of these open space areas should be considered, provided the uses are compatible. (Public utility easements and bicycle paths are an example.)

2. Important scenic views of the river, dunes, ocean and jetty area should be identified and protected. Scenic area designations should be considered only in those locations where visual qualities are found to be a community asset and there is a need to recognize and protect them, however.

3. Establishment of visual access corridors should be considered during the permit process for nonindustrial areas bordering the river and ocean, and when visual access is threatened by the cumulative effect of development.

4. Existing public access should be protected to the beach, the river, Munsel Lake and public land.

5. The preservation and restoration of significant historical or unique buildings, structures, and sites, especially in the Old Town area, should be encouraged.

6. In order to enhance the "Coastal Village" atmosphere, the Design Review Board should provide monitoring of construction in all districts, with the exception of single family homes. This process should consider the harmonious blending of the old and new, existing and proposed developments, and the man-made and natural environment.

7. When planning and management activities are likely to impact properties included or eligible for inclusion in the National Register of Historic Places, the State Historic Preservation Officer shall be consulted concerning action to avoid adverse impacts on the properties. Adverse impacts to those properties resulting from public and private actions will be avoided where possible.

8. City Codes and ordinances shall be enforced. Those which will assist in the upgrading of the City include: building, fire, plumbing and electrical codes; and zoning, design review, sign, parking, revegetation, dog control, and subdivision ordinances.

Recommendations:

1. The scenic view from Harbor Vista Park should not be degraded or spoiled by inharmonious development. An appropriately screened aquaculture site and the Port of Siuslaw's proposed Harbor of Refuge are considered compatible with the protection of the aesthetic value of this area.

2. The City should encourage the State of Oregon to provide a visual access corridor and a small parking area at the south end of the Highway 101 bridge on the west side of the highway.

3. Conditions should be eliminated which contribute to blight, neglect and unsightliness, such as shacks, abandoned vehicles and machinery, dilapidated signs or fences, open storage and debris.

4. Every effort should be made to locate power and utility lines underground.

5. A tree planting program should be developed for city streets.

6. Excessive noise shall be abated in accordance with State Statutes.

7. Outdoor drinking fountains, public restrooms, park benches and litter cans should be provided where appropriate.

8. Roadway and business signs, traffic signals, overhead wires and utility poles should have an uncluttered appearance and be subordinate to their setting.

9. Developers should be encouraged to retain trees and natural vegetative covering, by such means as flexibility in setback requirements and clustering of lots.

II. Citizen Involvement

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

Objectives:

1. To encourage citizen input in the preparation of plans, implementation measures, and plan revisions.

2. To take into account the desires, recommendations, and the needs of citizens during the planning process.

Policies:

1. The Planning Commission shall act as the City's Committee for Citizen Involvement. (Approved by LCDC, March 1, 1976.)

2. A Citizens' Advisory Committee, appointed by the City Council, shall serve in an advisory capacity to the Florence Planning Commission to assure the broadest input in the planning process.

3. The City Council shall insure that a cross-section of the Florence citizens are involved in the planning process, primarily through their appointments to the Planning Commission, Design Review Board, Citizens' Advisory Committee and other special committees.

4. Official City meetings shall be well publicized and held at regular times. Agenda will provide the opportunity for citizen comment.

5. Records of all meetings where official action is taken shall be kept at City Hall and made available on request to the public.

6. Planning documents and background data shall be available to interested citizens.

7. The Citizen Involvement Program shall be reviewed annually by the Citizens' Advisory Committee, Planning Commission and City Council.

8. Citizen involvement shall be assured in the review and update of the Comprehensive Plan.

Recommendation:

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

III. Housing Opportunities

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

Objectives:

1. To support a variety of residential types and new concepts that will encourage housing opportunities to meet the housing needs for households of varying incomes, age, size, taste, and life style.

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 should 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.

Recommendations:

1. Housing programs to meet the needs of the City's elderly and low-income families should be pursued.

2. The City recognizes mobile homes and multiple family dwellings as an important part of the overall housing stock if well situated.

3. The rehabilitation of substandard housing will be encouraged as a method to meet the high costs of housing and to conserve the housing stock.

4. Unsafe or unhealthy housing conditions should be eliminated.

5. The City should encourage innovative design techniques (such as clustering, town houses or condominiums) in appropriate areas, as a method to preserve open space, to lower the costs of housing and public facilities, and to maintain vegetative cover.

6. The City should adopt and enforce a fair housing ordinance that forbids discrimination in the rental, sale or financing of housing based on race, sex, color, religion, national origin, age, or marital status.

IV. Economic Development

Goal: To diversify and improve the economy of Florence, recognizing that our coastal economy needs special attention.

Objectives:

1. To consider the economic impact of all land use actions.

2. To increase year-round employment opportunities and reduce unemployment, reduce out-migration of youth and accommodate the growth of the local labor force.

3. To encourage economic development and employment opportunities by providing a sufficient amount of commercial, industrial and marine zoned land and by making available adequate public services and facilities to serve the economic needs of the community.

4. To encourage commercial activity and nonpolluting industrial development which are compatible with the marine orientation, natural resources and residential character of the area.

5. To protect those areas suitable for commercial and industrial development from encroachment of incompatible land uses.

6. To encourage the clustering of commercial uses, intended to meet the business needs of area residents and highway travelers, in designated areas to prevent the undesirable effects of linear commercial development.

7. To plan for adequate public services and facilities to support economic growth and encourage those uses which will have a minimal impact on existing municipal services.

Policies:

1. The jetty extension project and adequate dredging of the river channel are of utmost importance to the economic development of the community since all facets of the economy are affected by these conditions.

2. The development of the Florence area's resort atmosphere and recreational opportunities that would attract long-staying visitors year round should be encouraged.

3. The City should plan for economic growth with emphasis on the fishing industry, tourism, light industrial development, recreational and residential development. Areas within the Florence area for vacation home sites, recreational vehicle parks and resort facilities should be provided.

4. The City will support the State of Oregon, Lane County and the Port of Siuslaw in their efforts to attract industry, including water-dependent or related industry, which is compatible with the environment and is supportive of the renewable resources of the area.

5. Labor-intensive light industry which will provide year-round employment while having a minimal impact on municipal services and the physical environment, should be encouraged.

6. Commercial and industrial activities which are water-dependent should be encouraged within the marine zoned districts. The City, County, and Port of Siuslaw should cooperate to determine the best uses of the Siuslaw River shorelands.

Recommendations:

1. The City should encourage, support and assist the Port of Siuslaw in revitalizing the commercial fishing industry and increasing the sports fishing industry by taking those actions outlined in the Economic Development Section of the Technical Report.

2. State and County efforts to develop regional economic information for the coastal section of Lane County are necessary to do adequate planning.

3. The Port of Siuslaw is encouraged to take positive steps to promote the overall economic growth of the area.

4. Land areas, where applicable, are to be designated for water-related and/or water-dependent uses.

5. The City should consider taking those actions outlined in the Industrial Development, Tourism and Lumber Industry Position Papers contained in the Technical Report.

6. The current study of the depths and boundaries of the aquifer underlying the Florence area should determine the potential supply of groundwater. It is expected that very large quantities of groundwater can be withdrawn with safety. If this proves to be true, the City should capitalize on this exceptional natural resource by attempting to attract industry which has a requirement for water.

7. The City should pursue the development of the airport light industrial park. Only labor intensive uses should be allowed to locate there. Federal funding has been approved for the extension of Kingwood Street and provision for water and sewer lines.

V. Recreation Needs

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

Objectives:

1. To provide recreational opportunities which best serve the residents of the City and enhance the City's environment.

2. To develop neighborhood parks, community parks, recreational facilities and urban open space corridors, and to institute a plan for financing park acquisition and development.

Policies:

1. The City, within its financial capabilities, shall continue to develop, improve, dedicate, and maintain existing park areas throughout the City.

2. The City recognizes the importance of providing recreational opportunities for young people as an incentive to live in the community.

3. Provisions for maintenance and supervision of park and recreational facilities shall be given serious consideration before additional facilities are approved.

4. Parks and/or open space shall be provided for in each new neighborhood.

5. State and County efforts to develop bicycle paths from the City to nearby recreation areas should be encouraged.

6. Limited recreation facilities for tourists and townspeople shall be considered, but large-scale, amusement-type facilities with major impacts are not felt to be compatible with the character of Florence.

7. The Oregon Dunes National Recreational Area and Lane County shall be encouraged to provide adequate access points for individuals to enjoy the many recreational advantages the area offers, and for recreational vehicles to reach the dune area.

Recommendations:

1. The City should explore and pursue various funding options to further this goal. Various options include: State and Federal funding, sinking funds in order to accumulate matching funds for state and federal programs, recreation district, user fees, and private donations.

2. The State Comprehensive Outdoor Recreational Plan should be consulted as a guide for planning recreation areas and facilities.

3. Corridors or linear parks and bicycle paths should be designated, where appropriate, to connect the various local parks, neighborhoods, and schools of the community.

4. The community and the school district should work together to develop sites and facilities as joint-use park/playgrounds. An area which is adequate in size to develop a community park with recreation facilities should be located. (Locating the park-type recreation facilities on school district undeveloped property would alleviate the necessity of the community acquiring more land for park purposes. The property could be utilized by school children during school hours and the general public when schools are not in operation.)

Undeveloped Property

5. Needed facilities include ball fields, tennis courts, and other facilities, such as a community center and swimming pool when funding is available. An area with good access, adequate drainage, wind buffers from west winds, sufficient area for parking and compatibility with the surrounding area is needed. The community should set priorities for the sequence in which facilities should be developed and provide for maintenance and supervision of the area.

6. In the creation of parks and public recreation facilities, consideration should be given to wind and rain shelters to enhance enjoyment of the coastal environment throughout the year.

7. The City should establish a long-range acquisition and development plan for park and recreation areas with priority given to those areas possessing special physical features and/or subject to future development.

8. The proposed Harbor of Refuge near the jetty should be developed in such a way that it benefits the commercial and sports fishing industry and local residents primarily. Large-scale disruptive activities, such as recreation vehicle areas or commercial activities, should be avoided. Parking lots, if properly screened, and an aquaculture site are considered appropriate uses in that area.

9. A "rest area" for tourists and residents should be developed where there is adequate space for public restrooms, a small play area for children, and parking.

VI. Energy Facilities and Conservation

Goal: To encourage economical energy systems and conserve energy.

Objectives:

1. To encourage the use of renewable energy sources.

2. To promote land use development and transportation planning policies which will conserve energy.

Policies:

1. Energy conservation shall be considered when services are extended and public facilities are upgraded.

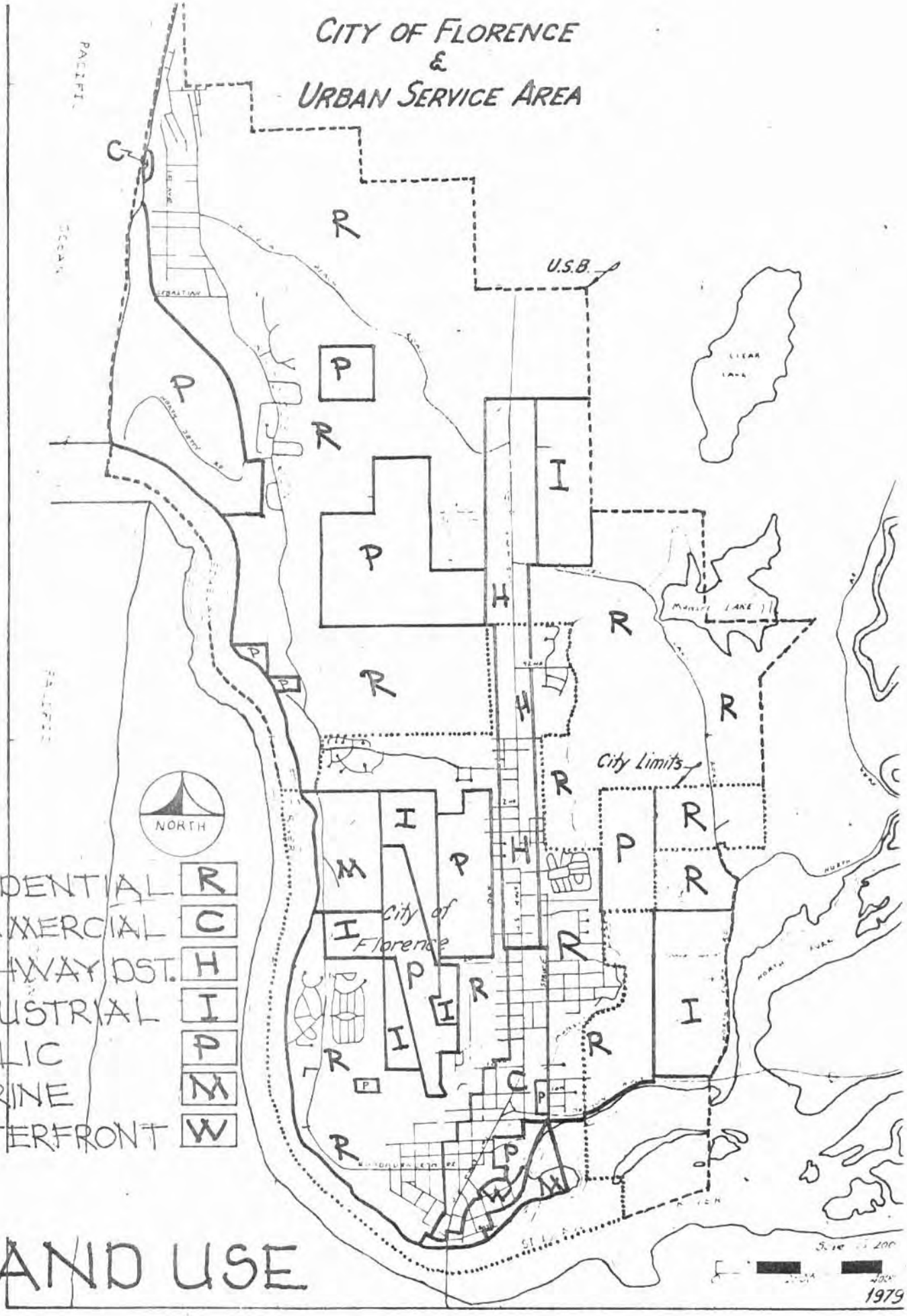
2. Use of solar, wind and forest waste energy sources shall be encouraged as a means to conserve existing energy supplies.

3. Energy conservation shall be one of the considerations when planning for transportation systems and land use density requirements.

Recommendations:

1. Development ordinances should allow for flexibility in design to accommodate solar and wind sources of energy.

2. Solar access rights and opportunities should be protected in new development through the 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.


CITY OF FLORENCE
&
URBAN SERVICE AREA
U.S.B.
City Limits
City of Florence
NORTH
RESIDENTIAL R
COMMERCIAL C
HIGHWAY DST. H
INDUSTRIAL I
PUBLIC P
MARINE M
WATERFRONT W
LAND USE
1979

3. Wind energy devices should be allowed and encouraged in areas where visual and noise impacts can be kept to a minimum.

4. Buffers of trees and foliage provide a natural wind break which acts to conserve energy. These benefits should be considered before removing vegetation wherever residential development is planned.

5. Along with the economic and recreational benefits, the proposed jetty extension project should be promoted for the purpose of providing low energy-consumptive barge traffic. Down river moorages would also reduce fuel consumption for river traffic.

6. The increased use of new, energy producing products from woodwaste should be encouraged.

7. Overhead high-voltage power transmission lines will be discouraged from passing through residential neighborhoods until radiation emission standards have been established by the U.S. Government which set allowable safety levels of radiation.

8. Energy facilities, such as gas pipelines, wind and solar power facilities and electric transmission lines which do not significantly affect the public health and safety, air, water or land quality, should be allowed.

VII. Land Use - General

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.

Objectives:

1. To maintain inventories of the physical and man-made environment, population and economic characteristics of the area to aid in land use planning.

2. To determine the land requirements for projected economic development and population growth.

3. To identify lands suitable for development and areas where development should be restricted.

4. To be guided by social, economic and environmental considerations and long-range benefits and costs when making land use decisions.

5. To provide orderly development in those areas best suited for urban use while recognizing that land is a limited resource to be well planned rather than wasted.

6. To discourage urban development in high risk hazard areas and areas where public facilities and services cannot be made avail-able.

7. To classify land uses into categories of similar activities.

8. To provide a method for setting special requirements and standards as conditions for development; i.e., performance bonds, site investigations in areas with special physical constraints, design review, and conditional use permits.

Policies:

1. The needs and desires of the people of Florence shall be considered in the application of all development policies.

2. Vacant land where services are available or in close proximity should be favored for development.

3. The relatively flat, older, stabilized sand areas, which have sufficient elevation to be above drainage or wet areas, provide the best opportunities for development with proper management.

4. All property should have legal access to a public street as a condition of development.

5. Adequate public facilities and streets to serve a proposed development must be assured prior to development.

6. Standards for slopes, vegetation removal, erosion control and drainage should be applied to all development.

7. Off street parking shall be provided in connection with all land development.

8. City-owned land will be set aside for public use unless it is exchanged for land of equal value or it is determined there is no long-term public need for the land.

9. Any exchange of private land for public land within the Florence Area of Interest is opposed as a general policy of the City, due to the large amount of land in Western Lane County which is in public ownership. Removal of private land from the tax rolls creates a hardship for the local governments and citizens. All public land acquisitions, disposals and exchanges within the City's Area of Interest should be referred to the City for comment.

10. Performance bonds shall be required for any development where special conditions of development have been placed by the City. Performance Bonds

11. The plans and actions related to land use by special districts, County, State and Federal Agencies shall be consistent with the Comprehensive Plan.

12. Public use may be permitted as a conditional use in any zoning district of the City following public hearing.

Recommendations:

1. The amount of vacant land within the City should be reduced by encouraging the consolidation of existing substandard lots, where feasible, to allow development to take place.

2. Dilapidated buildings and hazardous structures should be condemned and eliminated through strict enforcement of the appropriate codes.

3. The City should consider assisting commercial districts in accommodating off-street parking requirements. The Bay Street area has an immediate need, and a public parking lot in the commercial section along Highway 101 between the bridge and the intersection of Highway 126 may become necessary in the future.

4. When approving any development, particular attention should be paid to flood hazards; erosion potential; steep slopes; low wet areas with inadequate drainage; open or conditionally stable sand areas; and the area along the riverfront.

5. Zoning standards should require appropriate screening or buffering to separate residential areas from incompatible uses.

6. Panhandle lots will be discouraged except under unusual circumstances. The need for panhandle lots within the City is not anticipated due to the present platting of the land. Land partitions should be planned to avoid any future need for panhandle lots within the Urban Service Area.

7. Lot size and coverage, building height and setback requirements should be applied to all development.

8. In order to insure that development is timely, orderly and efficient, the City and County should recognize the following priorities in reviewing development proposals:

    A. Land currently subdivided and served by public facilities within the City limits: This land has the highest priority because it is efficiently serviced, and its owners are paying property taxes within the City for the maintenance of those services. Individual single family residential use requires only building permit approval unless it is in a potential hazard area. Other uses must be reviewed through the planning process and/or design review process.

B. Unplatted land within the City limits with available services: This land will be reviewed through the planning process. Attention should be given to potential building limitations caused by physical constraints.

C. Platted land outside the City but within the Urban Service Area: If water and sewer services are available, these areas may be developed on a lot by lot basis with County approval. Large developments, commercial or industrial uses, rezoning requests, conditional use permits, PUD's or subdivisions shall be reviewed by the City.

D. Unplatted land outside the City limits but within the Urban Service Area: These areas may be developed if services are available. Development or subdivision of these areas shall be through the Lane County planning process. The City shall be included in the review of development proposals listed in "C" above.

E. In areas outside the City but within the Urban Service Area, where a public water system is available but connection to the City sewer system is not feasible, land may be developed on an interim/low density basis providing: (a) the development is consistent with the long-range sewerage plan for the area; (b) the interim sewerage facilities will not adversely affect other properties relative to water pollution; (c) the property will not be preempted from later inclusion into the Florence sewage system; and (d) the orderly provision of other services and facilities is assured. When constructing structures on larger lots, the placement of those structures should provide for possible partitioning of the land in the future.

Land Use - Residential

Objective:

To provide residential living areas which are safe and convenient and will contribute to the Housing Goal.

Policies:

1. Existing and proposed residential areas shall be protected from encroachment of land uses with characteristics that are distinctly incompatible with a residential environment.

2. Residential densities should be suited to the topography, drainage and other physical conditions.

3. All residential subdivisions shall be required to provide public street access for each house lot, paved streets, sidewalks, curbs and gutters and public facilities which conform to city standards. Bicycle path easements and open space requirements may be placed on the development.

4. Residential development shall be discouraged in areas within the City and Urban Service Area where such development would constitute a threat to public health and welfare or create excessive public expense.

5. The City should revise its land development regulations to permit changes in residential areas which reflect the changing social and economic needs of residents.

Recommendations:

1. Local improvement districts for streets, sidewalks, curbs and gutters, and other public improvements should be encouraged for the purpose of rejuvenating residential neighborhoods.

2. Zoning for multiple family dwellings and mobile homes shall be established in the Florence area. These zones should be located so that: Locations are convenient to community facilities, and the higher densities and traffic levels are compatible with the surrounding areas.

3. Planned recreational and retirement developments that make good use of the land should be encouraged.

4. Density requirements or other restrictions may be placed upon residential developments, based on slope, soils, drainage or other hazards to development.

5. Residential development should be encouraged to locate in vacant areas which are already zoned, serviced and developed for residential use.

6. Neighborhood commercial development may be allowed in residential areas where a need exists and if properly situated.

7. Residential development standards are established to provide a quality environment at varying density levels. These criteria shall be applied in all situations except where a use is allowed due to special conditions. Replacement of pre-existing, nonconforming single family residences in nonresidential districts will be subject to a conditional use permit. The following criteria should be applied to the various categories of residential development:

A. Single Family Development

1. is intended for low and medium density use.
2. should not be constructed in commercial, industrial, mobile home, waterfront or marine zoning districts.
3. may be constructed in multi-family residential zoning districts as a conditional use

B. Multi-family Developments

1. are intended for medium and high density development.
2. should not be constructed in single family, commercial, industrial, mobile home, waterfront and marine districts.
3. should not be so large in bulk or density as to interfere unduly with an established single family area.
4. are appropriate near major streets.
5. should have a minimal effect on the traffic carrying capacity of any street.
6. may be suitable as a transitional use between single family dwellings and more intense uses.
7. are considered appropriate near the commerical areas of the City.
8. should include ample open space and other common conveniences and facilities.
9. may be required to provide buffers or screening.

C. Mobile Home Development (Districts, Subdivisions, PUD's or Mobile Home Parks)

1. are intended for medium and high density development.
2. should not be constructed in single or multi-family, commercial, industrial, waterfront and marine districts.
3. must be located so that they are compatible with non-residential uses.
4. are considered appropriate on larger parcels of land.
5. are appropriate near major streets or roads.
6. should have a minimal effect on the traffic carrying capacity of any street.
7. should include ample open space for residents and may be required to provide other conveniences and amenities.
8. may be required to provide buffers or screening.

D. Residential Planned Unit Developments (PUD's)

1. may be required to conform to established density standards in the vicinity.
2. will be required to undergo special review by the Planning Commission and Design Review Board.

3. will be expected to provide usable open space, community facilities and other special amenities.
4. will be permitted to provide flexibility in site design.

Land Use - Commercial

Objectives:

1. To provide for adequate expansion and growth of commercial development which meets local, regional, and travel/recreational needs.

2. To encourage commercial development which enhances the positive aspects of the community.

Policies:

1. It is recognized that additional commercial land and development will be needed as growth is experienced.

2. Commercial areas should be planned in relation to the capacity of existing and future transportation systems and public facilities.

3. The quality of commercial areas should be assured by the enforcement of zoning, design review, parking and sign ordinances, and the enforcement of building, fire, plumbing and electrical codes.

4. Commercial facilities along highways and arterials should be designed to avoid congestion, where feasible, while still providing for needed commercial growth.

5. A potential need for commercial development in the 1½ block area bordering either side of Highway 101 has been identified. While this area will not be needed for commercial development in the immediate future, a long term need is expected to develop.

Recommendations:

1. Priority for commercial land use should be directed toward the town center. Small scale neighborhood commercial centers, such as in the Heceta Beach area and Heceta Junction area, should be allowed.

2. Declining commercial buildings should be either upgraded or eliminated through: (a) enforcement of the appropriate codes, or (b) condemnation of substandard buildings.

3. 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.

4. Minimum design standards should be applied to new business structures.

5. Controls of outdoor advertising should be enforced.

6. Planting of trees along streets should be encouraged in the commercial area.

Land Use - Industrial

Objectives:

1. To encourage industrial development that does not detract from the positive aspects of the community.

2. To provide light industrial development by making available industrial zoned land and adequate public services and facilities.

Policies:

1. Industries locating in the area should be compatible with the residential character and natural resources of the area.

2. Industrial sites should relate to existing or proposed transportation, utility systems, and surrounding land use.

Recommendations:

1. The City, in cooperation with Lane County, should identify additional industrial development locations in the Florence area.

2. The light industrial zoned areas within the City should have priority for development since water, sewer and streets are nearby and other public services are available.

3. The large undeveloped area northeast of the junction of Munsel Lake Road and Highway 101 and a portion of the area along North Fork Road (which is northwest of the intersection of that road and Highway 126) have the most potential within the Urban Service Area for industrial zoning. Both areas are out of the anticipated major residential growth areas. They are also on the east side of the urban area where prevailing winds would carry any odor or smoke emissions away from the population center. They are both located near state highways and are in relatively large parcels. There are a few existing residential units and an Indian Cemetery which must be considered in developing the North Fork area for industrial uses. Industrial use in this area could discharge treated wastes to the North Fork of the Siuslaw and not burden the city sewer plant. Water supply should not be a serious problem in either case. The SE1/4 of the NE1/4 of Section 15, T18S, R12W, W.M. (presently in BLM ownership) should be reserved for industrial use, also.

4. The City should consider the enactment of additional industrial performance standards for the regulation of noise, glare, dust, odor and fire hazards to insure that air, water and land quality are not adversely affected by industrial development.

Land Use - Siuslaw Estuary and Shorelands

Objectives:

1. To improve management of the estuarine resources and conserve and enhance the natural resource values of the estuary.

2. To increase understanding of the natural and economic values of the estuary and their usefulness to man.

3. To improve and diversify the economy of the Siuslaw River region.

4. To reconcile conflicting estuarine uses.

5. To classify the estuary and shorelands into management units for planning purposes in order to establish policies and priorities for the uses of the estuary.

6. To maximize the opportunities for use of the estuary as a primary mode of transportation.

Policies:

1. Elements of the aquatic environment, such as the estuary, marshes, mud flats, lagoons, riparian vegetation, wildlife habitats and resources, should be considered areas of sensitive environmental concern. Development of these areas is permitted within development management units when the economic benefits are weighed against the environmental costs. The alteration of the aquatic environment should be measured against economic benefits to the community and the productivity of the above natural resources of the <u>total</u> estuary when determining the classification of the management units. The degree of protection provided for these resources in the remainder of the estuary and its shorelands should be kept in mind.

2. Restoration of areas of heavy erosion and sedimentation which have an adverse effect on the quality of the estuarine system or which are threatening existing man-made development is allowed and encouraged. Non-structural treatment, such as bank shaping, vegetation, or sand nourishment shall be preferred over structural protection, such as revetments, bulkheads, or groins. Structural controls are allowed if conditions warrant.

3. The Siuslaw River jetty extension improvements are considered vital to support the economy of the area.

4. It is essential to the economy of the Siuslaw River region that adequate dredged material disposal sites should be provided and protected for the entire estuary in order for navigation to continue. Dredged Material Disposal Sites

5. Dredged or fill materials may be placed on intertidal or tidal marsh areas in conservation or development management units when part of an approved fill project. The effects of this material being placed in an intertidal or tidal marsh should be mitigated. State approved mitigation procedures should be followed for all dredge or fill activities in intertidal or tidal marsh areas.

6. In order to protect the navigability of the river, sites (with the exception of designated "stockpile" sites) included in the adopted Dredged Material Disposal Plan shall be retained for that use until such time as the filling capacity has been reached or the site is removed in an adopted, revised dredged material disposal plan for the estuary (following a public hearing). At that time the permitted uses will be the same as those allowed in that zoning district.

7. Temporary use of dredged material disposal sites will be permitted, providing no permanent facilities or structures are constructed or no man-made alterations take place which would prevent the use of the land as a disposal site, and the use is consistent with other policies contained in the comprehensive plan and zoning ordinance.

8. Sites designated for "stockpile" use, where the spoils will be hauled away and the site used again for spoils, shall be retained and designated as a disposal site until such time as an appropriate alternative for disposal is designated in an adopted, revised Dredged Material Disposal Plan for the estuary.

9. Federal and state water quality standards shall be considered during all phases of dredged material disposal activity.

10. A 50-foot strip of vegetation shall be maintained, where possible, along the Siuslaw River except in Development MU's which have been designated for water-dependent/related uses. Access to the river will be allowed by owners of riparian property.

11. The City will participate in the preparation and adoption of the Siuslaw Estuarine Plan and will amend, if necessary, its estuarine and shorelands policies in the Comprehensive Plan within the Urban Service Area to be consistent with the mutually agreed to over-all Siuslaw Estuarine Plan. This shall be done prior to Lane County's submission for acknowledgement of their Comprehensive Plan.

12. Existing uses and activities will be allowed to continue in shorelands MU's.

13. Water-related and nondependnet/nonrelated uses not requiring fill (e.g., on pillings) are allowed in development management units on a conditional basis, when the use is consistent with the resource capabilities of the area and the purposes of the M.U.

14. The placing of riprap in development MU's is allowed to protect an existing or permissable use when nonstructural solutions are inadequate and adverse impacts are minimized. Riprap may be placed in conservation MU's subject to the above findings and when it is consistent with the resource capabilities of the area and the purpose of maintaining conservation MU's.

Recommendations:

Dredged Material Disposal Sites

1. Dredged material disposal sites should be constructed to allow for proper detention of surface water runoff, to allow settling of turbid water and to provide dikes for controlling the rate of runoff.

2. Timing of dredging activities should take into account the Corps of Engineers' guidelines on this subject to avoid interfering unnecessarily with productive elements of the estuary, such as fish runs and spawning activity.

3. Revegetation of filled disposal sites should occur as soon as is practicable in order to retard wind erosion and to restore wildlife habitat value to the sites. The Port of Siuslaw or Corps of Engineers should be responsible for revegetation projects.

4. The possibility of building up man-made clam beds with dredged spoil materials and thereby increasing the productivity of the river for clam harvesting should be explored.

5. The embayment near the mouth of the river (RM 1.5) on the south shore should be watched closely and measures should be taken to halt erosion in this area. A small strip of land behind the foredune, and the foredune, are all that separate the river from the ocean. There is a real possibility of the south spit being breached in this area in the future if erosion continues. The use of this area for in-water disposal of dredged materials should be considered, since it would have a positive effect in providing a site for future disposal of dredged materials as well as correcting a potential problem. Treatment of the outlet from the deflation plain to the south may be required.

6. The NRA and Lane County are encouraged to continue efforts made in the past to stabilize the sand areas along the south bank of the river from the point of stabilization at approximately RM 4.0 to the mouth of the river. The southwest winds continue to move substantial amounts of sand into the river which requires dredging at considerable cost to the taxpayers to keep the channel open. The open dune west of the Highway 101 bridge should not be stabilized, in order that its aesthetic value is retained.

7. In selecting ocean sites for the disposal of dredged sediments, sites that allow for the nourishment of eroding beaches shall be preferred when disposal in those areas will not contribute to littoral drift into the area of the Siuslaw navigation channel.

8. Basic biological research and mapping of the benthos and significant characteristics of the Siuslaw should be continued in order to have a better understanding of the productivity of the river and to aid in establishing estuarine mitigation sites. The City should not approve additional studies of the estuary which are conducted at public expense and do not add to the knowledge which is now available. Research and Mapping

9. All development in Shoreland MU's shall have final City Council approval following review of the Planning Commission, to insure that the intent of this Plan is followed.

10. Upland areas which might be appropriate for additional, convenient dryland storage of sport fishing boats should be encouraged in order to minimize the amount of water storage area and water-dependent shoreland area used for this purpose in the future.

11. Individual private docks should be discouraged with preference given to docks which will be used for commercial or public recreational uses.

12. Possible estuarine mitigation sites include: Mitigation Sites

    A. Old dredged material disposal sites located near the confluence of the North Fork of the Siuslaw and the Siuslaw River could be lowered to the intertidal level. A marsh creation project in this area would compensate for any marsh land removed along the river in this area due to filling with dredged materials.

    B. Creation of additional calm beds on the southern bank of the river in the area between RM 4.5 and RM 6, and also between RM 1 and and RM.5, would compensate for any filling in these general areas.

C. Additional mitigation sites may be designated in other management units when more detailed biological and physical information is available to determine the suitability of the sites.

13. The Siuslaw estuary is classified as a "shallow-draft development estuary" by the Land Conservation and Development Commission. (Shallow draft development estuaries have maintained jetties and a main channel (not entrance channel) maintained by dredging at 22 feet or less). Development or alteration is allowed on development estuaries for navigation and other public, commercial or industrial water-dependent uses which are consistent with the State Estuarine Resources Goal. The Goal sets limits on intensity of development on all estuaries. Development estuaries are required to have natural and conservation, as well as development, management units (MU's).

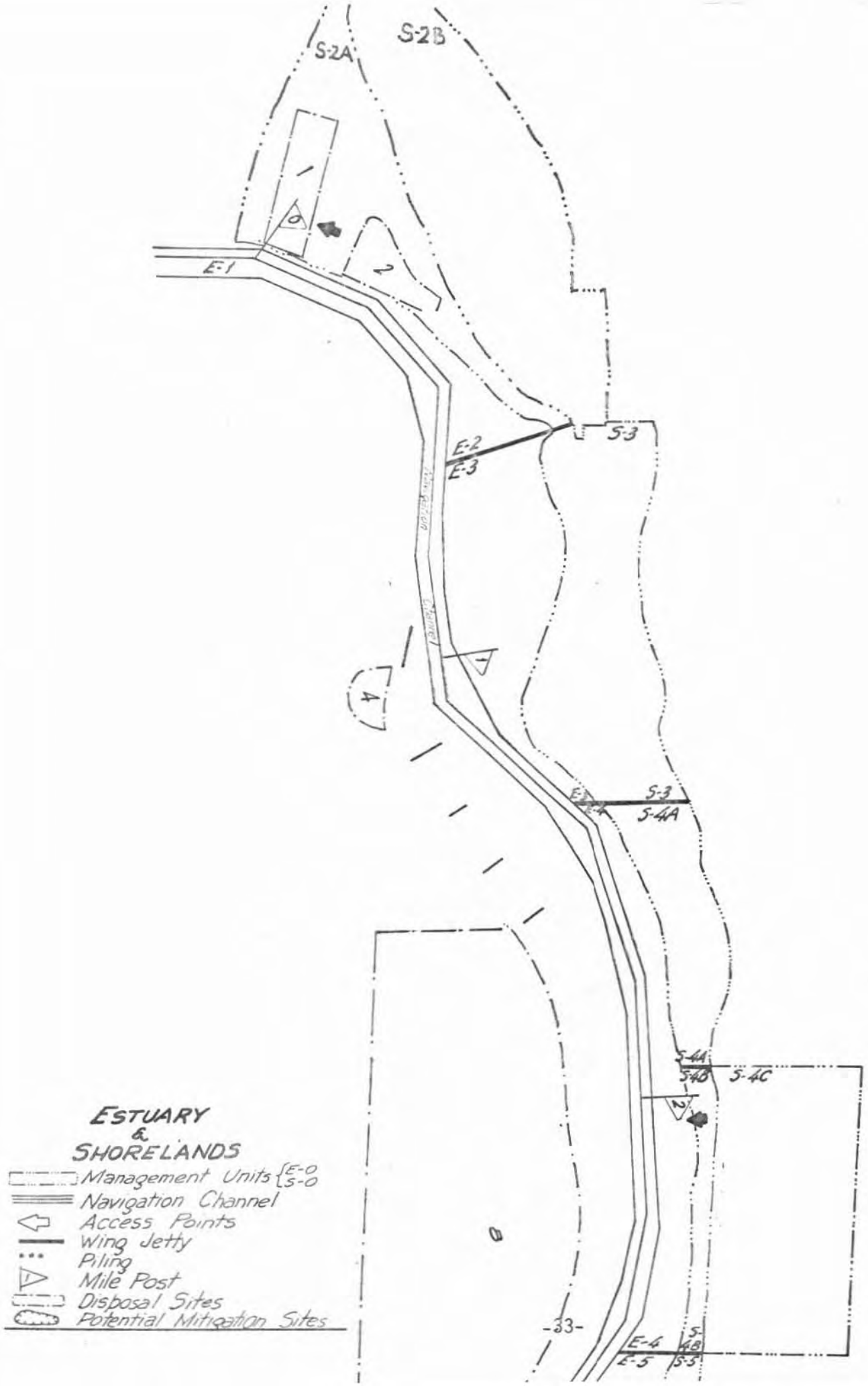
In designating management units, the following considerations were taken into account: (1) Adjacent upland characteristics and existing land uses, (2) compatibility with adjacent uses, (3) energy costs and benefits, and (4) the extent to which the limited water surface area of the estuary shall be committed to different surface uses. Additional information on the Siuslaw estuary is located in the Technical Report.

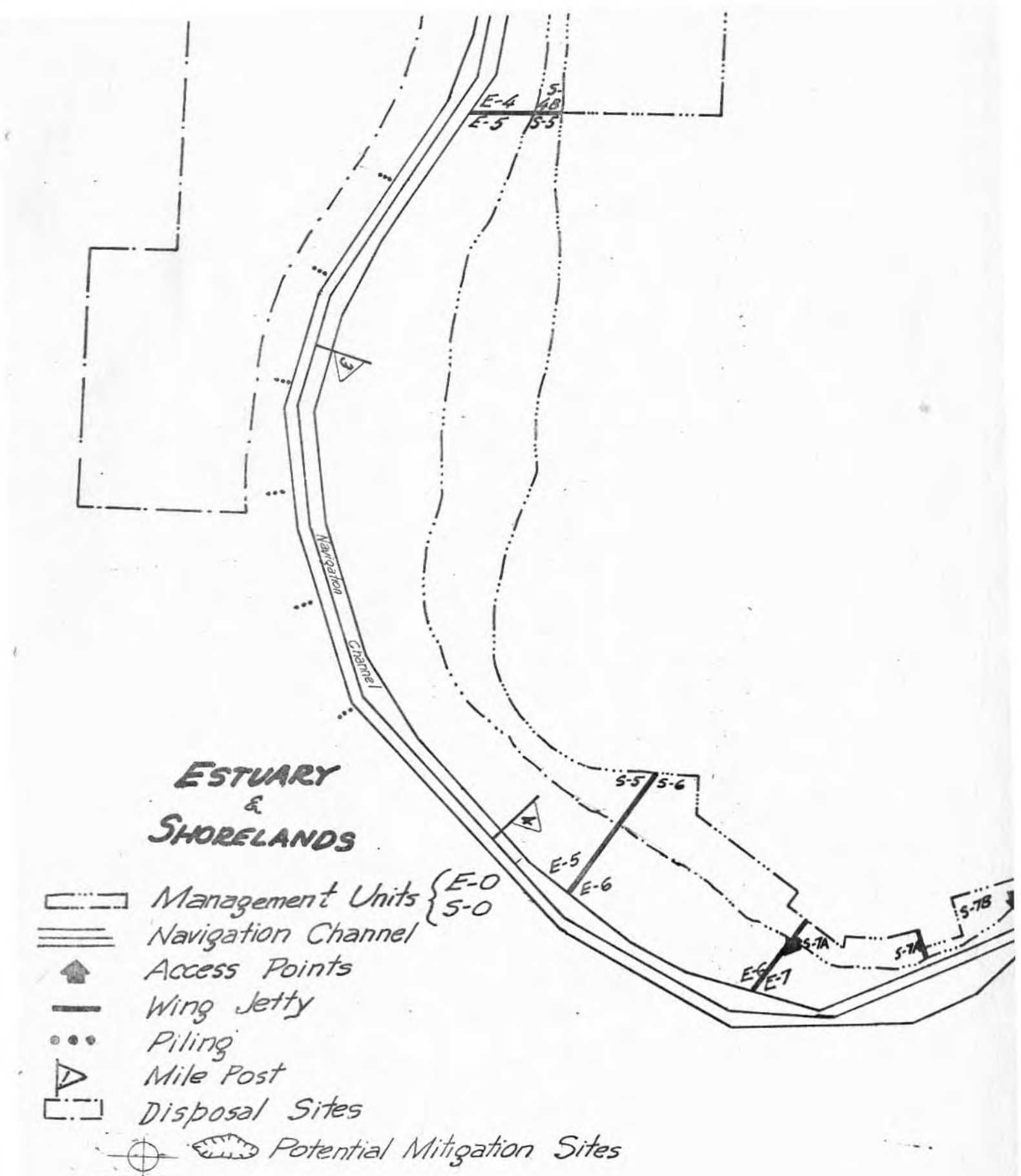
It is reasonable to expect and provide for needed development along the waterfront as the City grows. The proximity of the urban area to the mouth of the river and the need to maintain and support the local economy and recreational needs of the community are the basis for this position.

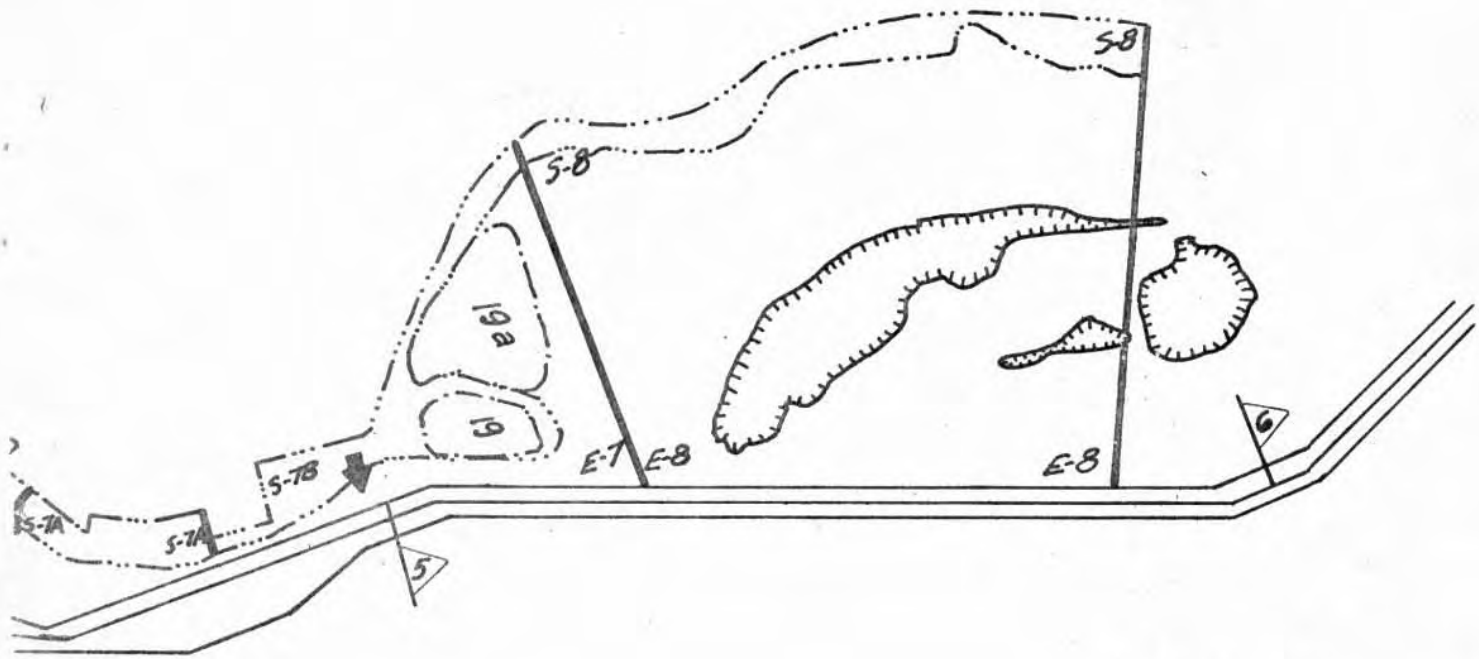
When designating MU's, the percentage of the total estuarine area which borders the Florence area and the natural resource value of that area have been compared to the total surface area and known natural resources of the estuary. A substantial amount of the estuary outside the Florence area is expected to be classified by Lane County into natural or conservation MU's. Areas where existing and potential industrial and recreational sites are or could be located are expected to be classified into development MU's by the County. These actions are appropriate.

It is also appropriate and consistent with the estuarine classification system and the State Estuarine Resources, Shorelands, Recreation, Energy, Housing, Economic, and Urbanization Goals that a majority of the estuary and shorelands within the Florence Urban Service Boundary should be classified into development MU's.

An overlay zone has been designated for the shorelands area along the Siuslaw River, Munsel Lake and along the ocean. Special restrictions and uses are placed on the use of this land.


S-2A
S-2B
1
2
E-1
E-2
E-3
S-3
4
S-3
S-4A
S-4A
S-4B
S-4C
2
E-4
E-5
S-4B
S-5
ESTUARY
&
SHORELANDS
Management Units {E-0 S-0
Navigation Channel
Access Points
Wing Jetty
Piling
Mile Post
Disposal Sites
Potential Mitigation Sites


E-4
E-5
5-
4B
S-5
Navigation
Channel
S-5
S-6
E-5
E-6
S-7B
S-7A
S-7A
E-6
E-7
ESTUARY
&
SHORELANDS
Management Units
E-0
S-0
Navigation Channel
Access Points
Wing Jetty
Piling
Mile Post
Disposal Sites
Potential Mitigation Sites



ESTUARY & SHORELANDS

- Management Units { E-0 / S-0
- Navigation Channel
- Access Points
- Wing Jetty
- Piling
- Mile Post
- Disposal Sites
- Potential Mitigation Sites

With the above in mind, and taking into account the LCDC requirements, the following Estuarine and Shoreland MU's and permitted uses are established. ("X" designates the use as permitted within the MU.)

MANAGEMENT UNIT - 1
(Navigation channel and jetties)

Estuary 1 - Development

The main navigation channel of the estuary and the jetties, beyond the beach zone line, are designated a development management unit. All estuarine MU's extend to the navigation channel which may change as river conditions change over the years.

MANAGEMENT UNIT - 2
(Jetty area)

Estuary 2 - Development
Shoreland 2A - Development = Limited water-dependent/related uses (see uses and recommendations)
Shoreland 2B - Conservation

Description of area:

Estuary - From the point where the jetties cross the beach-zone line to a point where the northwestern boundary of Tax lot 100, T18-R12W-S16 intersects with the river.

This area includes the north jetty which must be maintained and the entrance channel which is essential for navigational needs. It also includes some sand flats and clam beds. More productive piddock and gaper clam beds are upriver from the north jetty area in MU3.

Shoreland 2A and 2B - This area includes all of the land in the Division of State Land ownership, Tax lot 500, T18-R12W-S9. Shoreland 2A includes that portion of this parcel of land which is south and west of the deflation plain as shown on Soil Conservation Service Maps. Shoreland 2B includes the remaining land. Ownership of this MU is being challenged in court at the present time.

Existing development consists of the jetty, navigational aids, a public road, a large parking area, restrooms and a Coast Guard observation tower. A permit has been issued for an aquaculture site; temporary release facilities have been constructed there. Lane County leases this area from the State of Oregon.

Two small lakes are located on the northeastern portion of this area. The sand is mainly conditionally stabilized with low hummocks and an area of deflation plain. Part of the area is made up of stabilized sand

in heavy shorepine. The area is also vegetated by beachgrass, scotch broom and lupine. There is a moderate amount of wildlife on this parcel of 230 acres, although no unique species are known to exist in the area. Birds, small mammals and bear use this MU.

The foredune near the north jetty parking lot was breached by a severe storm in 1977. Riprap has been placed in this area along the beachfront to protect the area and the parking lot. This area is aesthetically important as viewed from above at Harbor Vista Park and by many visitors who use the area to view the jetty, to fish, or to walk on the beach.

Allowed uses and priorities:

	Shoreland		Estuary
	A	B	
Maintenance of the entrance and navigation channel	-	-	X
Jetty maintenance and extension	X	-	X
Navigational aids	X	X	X
Active restoration measures	X	X	X
Disposal of dredged material (Sites 1 and 2)	X	-	X
Aquaculture (release/recapture facilities)	X	X	X
Moorage area, including dredge and fill required for creation and maintenance	X	-	X
Low-intensity recreation	X	X	X
Approved sewerage outfall	X	X	X
Parking facilities for above uses	X	-	-
Salvage	-	-	X
Support facilities for above moorage area	X	-	X
Limited commercial facilities related to above moorage area	X	-	X
Water storage area for water-dependent uses	-	-	X

Recommendations:

Maintenance of the jetties and the navigation channel are of the highest priority, followed closely by the proposed extension of the jetties. The economy of the region is heavily dependent upon the continued navigability of the river. An area suitable for stockpiling of jetty rock will be needed at the time the jetties are extended.

With the exception of the above development which affects the southern portion only, this area should be retained in as natural a state as possible to conserve the aesthetic and biological attributes of the area. The aesthetic impact of a permitted use should be considered in

the design of any development which takes place in this MU. The allowed uses would not disturb the small lakes. Nature trails would be appropriate in Shoreland MU 2B.

One of the best opportunities and locations for a moorage area to fill the anticipated need for additional moorage, when the jetty is extended, is the location inside the present jetty in the southeast portion of MU 2A. Downriver moorage facilities will assist in conserving energy. (See Port of Siuslaw schematic drawings for the proposed moorage in Technical Report.

MANAGEMENT UNIT - 3
(Cannery Hill)

Estuary 3 - Conservation

Shoreland 3 - Development = Residential, Recreation, limited Commercial with conditions. Nondependent/nonrelated uses allowed (Low density prior to sewerage service)

Description of area:

Estuary - From the southern border of MU2 to the northern boundary of the Coast Guard Station, Tax lot 300, T18-R12W-S15. This MU is approximately 3/4 mile in length.

The channel is mainly located near the opposite shore. The jetty has deteriorated along parts of this area and there are several areas where erosion and sedimentation are taking place at a fairly high rate.

This MU is best characterized as having sandy subtrate with no significant marsh lands and few points where high intensity, water-dependent activities could be carried out due to the steepness of the terrain along the shoreline. It contains a major area of piddock and gaper clam beds.

Shoreland - This MU includes the area west of Rhododendron Drive from the southern boundary of MU2, south to the northern boundary of the Coast Guard property. The area is in private ownership except for Tax lot 200, T18-R12W-S15, which is in the Corps of Engineers ownership.

The upland portion of this land is characterized as being stabilized dune. Severe erosion and slumping occur along the high cutbanks in this area. Existing development includes several residences, but the majority of the area remains undeveloped.

Allowed uses and priorities:

	Shoreland	Estuary
Maintenance of the navigation channel	-	X
Navigational aids	X	X
Active restoration measures	X	X
Water-dependent recreation	X	X
Protection of clam beds	-	X
Estuarine mitigation sites	-	X
Groin construction and bank stabilization measures	X	X
Water-dependent uses consistent with this MU	X	X
Residential use	X	-
Commercial development with special conditions	X	-
Water storage areas for water-dependent recreational use	-	X
Salvage	-	X

Recommendations:

Estuary - This portion of the estuary should remain in a relatively undeveloped state. Water-dependent recreational facilities would be appropriate for this area if engineering capability makes access feasible. The clam beds should be protected. Groin construction and jetty maintenance may be necessary in the future to protect the river from further sedimentation caused by erosion of the river cutbanks. Upland drainage measures may also curb the amount of erosion that takes place along the cutbank areas.

Shoreland - This area has an exceptional view of the river, ocean and jetty area, and the scenic values should be recognized in future development of the area. Special care should be taken to provide setbacks for development along most of this MU due to the hazards of erosion and slumping near the cutbanks. Only a minimal amount of vegetation should be removed in the setback area. Stabilization measures should be taken, if possible, to prevent further wind, rain and river erosion of the cutbanks.

Commercial uses which are compatible with residential development might be considered for this area. Any development should be of a low-density nature prior to sewerage service.

MANAGEMENT UNIT - 4
(Coast Guard and
Siuslaw Pacific)

Estuary 4 - Development

Shoreland 4A - Development = Marine-water-dependent
Residential - nondependent/nonrelated with conditions

Shoreland 4B - Development = Marine, water-dependent/related

Shoreland 4C - Development = Marine, water-related

Description of area:

Estuary - From the southern border of MU3 to the point where Rhododendron Drive leaves the river (includes the northern half of Tax lot 1100, T18-R12W-S22). This MU is approximately one mile in length and is characterized by having deep water adjacent to the shoreline. The Coast Guard docks and Siuslaw Pacific Moorage are the only development in this MU. It contains no known significant biologically productive areas or habitats. The substrate is primarily sand except for an intertidal area in the southern half where a shelf or hardpan occurs near the shoreline and a small area of cobble/gravel substrate occurs near the Siuslaw Pacific Moorage.

Shoreland 4A - This area includes that portion of the SW 1/4 of the SW 1/4 of T18-R12W-S15, and the NW 1/4 of the NW 1/4 of T18-R12W-S22 which lies west of County Road #65 and Rhododendron Drive. The property is in private ownership and undeveloped except for the Coast Guard Station at the northern end.

Older stabilized soil conditions make up the majority of the area, except for a small area of open sand and the eroding banks along the river. Small areas of low salt marsh occur along this MU.

Shoreland 4B - This area includes the area west of Rhododendron Drive of the SW 1/4 of the NW 1/4 of T18-R12W-S22 and NW 1/4 of SW 1/4 T18-R12W-S22. This area is in private ownership.

The only development in this area is the Siuslaw Pacific Moorage and extensive riprap along the southern half which is needed to protect the road from river erosion. This area is within the City limits. A narrow strip of low salt marsh occurs along a portion of the northern half of this MU.

Shoreland 4C - This area includes the two 1/16th Sections (SE 1/4 of the NW 1/4 and the NE 1/4 of the SW 1/4 of T18-R12W-S22) which are in public ownership and the area east of Rhododendron Drive of the property described in Shoreland MU4B, which is in private ownership. The only development within this area is a small, relatively undeveloped recreational vehicle park.

The area includes open sand areas, conditionally stable sand areas, hummocks, and a natural drainageway at the north.

Allowed uses and priorities:

	Shoreland A	Shoreland B	Shoreland C	Estuary
Maintenance of the navigation channel	-	-	-	X
Navigational aids	X	X	-	X
Water-dependent commercial, recreational and industrial uses and activities	X	X	-	X
Dredge or fill to support the above uses	X	X	-	X
Water storage areas where needed for water-dependent uses	-	-	-	X
Water-related uses not requiring fill in estuary (with conditions)	X	X	X	X
Residential use	X	-	-	-
Active restoration measures	X	X	-	X

Recommendations:

Estuary - The river channel follows the shoreline for most of this MU and is considered appropriate for development. Water-dependent development is not considered appropriate for a major portion of the area along Shoreland MU4A, due to the steepness of the terrain, which would prohibit access. Where access can be safely developed, however, marine uses are appropriate.

Shoreland 4A - It is appropriate to allow residential development and commercial development with special conditions at medium density when the City is able to provide sewerage capacity to serve this area. Where access can be developed to the river, zoning for marine uses is appropriate if buffering is provided for residential areas. Setbacks to avoid areas where erosion may contribute to slumping will be necessary.

Shoreland 4B - This area is partially developed with moorage facilities, a boat ramp and lift. It should be reserved for water-dependent uses. Water-related uses may be allowed under special conditions.

Shoreland 4C - This area is across Rhododendron Drive from Shoreland MU4B and should be retained for water-related marine uses which support that area. Adequate dune stabilization measures should be taken before further development occurs. Buffering should be required for uses which are not compatible with adjoining residential areas. Setbacks should also be required for the drainageway. Height limitations will be imposed in the airport clear and transitional zone. It is suggested that the Port of Siuslaw consider seeking an arrangement with the County for the use of this land.

MANAGEMENT UNIT - 5
(Greentrees)

Estuary 5 - Development

Shoreland 5 - Development = Residential - nondependent/nonrelated with conditions Commerical - nondependent/nonrelated Recreation - water-dependent with conditions

Description of area:

Estuary - From the southern boundary of MU4 to the Florence sewerage treatment plant. This MU is over one and one-quarter miles long. The channel swings away from most of this MU to the opposite shore. No development has taken place on the estuary.

Erosion from the cutbank areas contributes sand sedimentation to the estuary. There are no significant wildlife or intertidal marsh areas in this area. The subtrate is sand.

Shoreland - This area includes all of the land west of Rhododendron Drive from the southern boundary of MU4 to the Florence sewerage facilities. This MU is in private ownership except for: Port of Siuslaw ownership of a strip of land bordering the southern part of this MU, part of which is in the intertidal area; Lot 5300, which is in Lane County ownership; and the area surrounding the sewerage plant which is owned by the City.

The parcel of land north of Greentrees is undeveloped and is bordered by a high bank at the river. The soils in this area contain a dune complex of varying degrees of stabilization, including open sand, and conditionally stabilized and younger semi-stabilized dunes.

Greentrees (a mobile home P.U.D.) extends along the river for over one-half mile. It includes private access to the river for residents from both sides of Rhododendron Drive. Residential development is scattered in the area between Greentrees and the City's sewerage facilities. Water and sewer service is available for this MU.

Allowed uses and priorities:

	Shoreland	Estuary
Maintenance of the Navigation channel	-	X
Navigational aids	X	X
Water-dependent recreational uses	X	X
Active restoration measures	X	X
Dredge or fill as required for water-dependent recreation activities	-	X
Disposal of dredged material (Site 13 and 14) (including subtidal areas for in-water disposal)	X	X
Water storage areas for recreational uses	-	X
Residential use	X	-
Commercial with conditions	X	-

Recommendations:

Estuary: The steepness of the terrain along some of this area limits access. Where the terrain is suitable and access can be established, water-dependent recreational uses would be appropriate. Dredged material disposal sites are appropriate in this area if measures are taken to control the return of the spoils materials to the channel.

Shoreland: Since residential development already exists along most of this MU, any high-intensity, water-dependent recreational development such as a small boat moorage or public boat ramp, should be compatible with the adjoining residential development. Placement of dredge spoils in areas along this MU would serve the purpose of protecting existing structures and providing additional needed space to dispose of spoils. Buffers may be required to separate residential zoning from recreational uses. Parking areas could be a limiting factor for any public moorage facility and would probably need to be located on the east side of Rhododendron Drive. Building setbacks from the river will be required in this MU, due to the erosion of the riverbank and must be reviewed carefully. Steps to control erosion at the northern end of this MU should be taken before development takes place near the river.

MANAGEMENT UNIT - 6
(Bay Bridge)

Estuary 6 - Development

Shoreland 6 - Development = Residential - non-dependent/nonrelated Recreation - water-dependent

Description of area:

Estuary - From the eastern boundary of MU5 to the western boundary of Tax Lot 7900, T18-R12W-S34-12, near Kingwood Street. The channel is nearer the opposite shore in this MU. Existing development consists of

a private marina which requires dredging. There is a small area of tidal marsh, a small mud clam bed and a small area of seagrass near the Ivy Street pump station. The substrate is primarily sand.

Shoreland - This MU extends from the eastern boundary of MU5 to the western boundary of Tax Lot 7900, T18-R12W-S34-12, near Kingwood Street. The inland extent of the area includes that area south of the following boundary: starting at Rhododendron Drive east to the point where Greenwood Street would cross Rhododendron Drive; then south along that line to First Street; then east to Juniper Street; then south to Bay Street; and east along Bay Street to the western boundary of Tax lot 7900 near Kingwood Street. A condominium development has been approved and is being built in this MU.

This MU is mostly developed in single family homes. Public access is available at the City's Ivy Street pump station. The Port of Siuslaw and the City of Florence have small parcels of property in this MU. Some of the rights-of-ways in this area have not been developed. The terrain is low and accessible to the river. Water and sewer services are available.

Allowed uses and priorities:

	Shoreland	Estuary
Maintenance of the river channel	-	X
Navigational aids	-	X
Water-dependent recreational	X	X
Dredge or fill as required for water-dependent recreation activities	-	X
Active restoration measures	X	X
Disposal of dredged material (Site 15)	X	-
Water storage areas for water-dependent recreational use	-	X
Residential use	X	-
Approved sewerage outfall	X	X
Public Facility (sewerage plant)	X	X

Recommendations:

Estuary - Moorage facilities for recreational boats are considered appropriate in this area. Commercial or industrial uses are not considered appropriate, due to the proximity to residential development.

Shoreland - Any water-dependent recreational use should be compatible with existing development. Adequate parking areas for moorages could be an inhibiting factor in the development of moorages.

MANAGEMENT UNIT - 7
(Old Town and Port of Siuslaw)

Estuary 7 - Development

Shoreland 7A - Development = Commercial nondependent/ related allowed

Shoreland 7B - Development = Industrial, Commercial, Recreation - water-dependent. Water-related with conditions

Description of area:

Estuary - From the eastern boundary of MU6 to the Munsel Creek outlet. The channel and turning basin follow this shoreline for most of its length. Development in this area includes the Highway 101 bridge, permits for utility cable crossings, the City dock at the end of Laurel Street, piers, turning basin, Port of Siuslaw moorage facilities and dock, a boat ramp, marina, and a spoils stockpiling site.

The substrate is primarily sand in the main part of the river, and mixed sand and mud in the tideflat area. No significant areas of wetlands occur in the area along MU7A, although a small amount of salt marsh is found near the bridge. The habitat of the area north of the Port property is characterized as being primarily immature high salt marsh.

Shoreland 7A - This MU is part of the historic "Old Town" waterfront area. It extends from the eastern boundary of MU6 to Maple Street and includes that area from the shoreline to Bay Street at the western boundary; then east along Bay Street to the Highway 101 Bridge; then to First Street between Highway 101 and Laurel Street; and to the alley north of Bay Street between Laurel and Maple Streets. Existing ownership and uses in this area are primarily private, commercial business, except for the City's Mini-park at the end of Laurel Street and the pump station at Maple Street. Riprap has been placed along most of this area to halt erosion.

This area contains the Kyle Building which received Bicentennial funds for restoration. There are additional buildings and sites in this area which date back to the early beginnings of the City. The old ferry slip was located at the site of the Mini-park. The old Mapleton railroad station has been relocated to Bay Street and restored.

Shoreland 7B - This area extends from Maple Street to the outlet of Munsel Creek. The northern boundary follows Bay Street to Nopal Street; then north on Nopal to First Street; then east along First Street to Harbor Street, where it intersects with the Port of Siuslaw property. It then follows a northeasterly direction along the top of the bank of the school property to the point where it would intersect with Munsel Creek.

This area is owned, for the most part, by the Port of Siuslaw and School District 97J. Most of the marshland and tideflats are in one parcel of private ownership. The land east of Harbor Street was formed by dredged spoils and landfill from the present site of City Hall.

Allowed uses and priorities:

	Shoreland 7A	Shoreland 7B	Estuary
Maintenance of the river channel and turning basin	-	-	X
Navigational aids	X	X	X
Water storage areas where needed for water-dependent uses	-	-	X
Nonwater-dependent/related uses requiring riprap for protection of existing uses	X	-	X
Water-dependent public, commercial or industrial uses and activities	X	X	X
Water-related public, commercial or industrial uses and activities (with special conditions)	X	X	X
Dredge or fill as required for water-dependent uses	X	X	X
Disposal sites for dredged materials (Sites 19 and 19A)	-	X	X
Active restoration measures	X	X	X
Aquaculture (release/recapture facilities)	-	X	X
Communication facilities (with conditions)	X	X	X

Recommendations:

Estuary - The channel follows the shoreline for most of this MU, and is considered appropriate for development. Existing development in Shoreland MU7A will preclude extensive water-dependent development in this portion of the estuary; however, a small area of the shoreland east of the bridge is not developed at this time, and water-dependent uses which do not conflict with the existing uses should be allowed. The area on either side of the bridge may be appropriate for dredged material disposal at some point in the future. Mitigation would be required for any filling where marsh grasses or benthic communities might be adversely affected by the filling action.

Shoreland 7A - Existing development in the Old Town area would make it unlikely for extensive water-dependent uses to occur here. Maintaining the bayfront character is a limitation which should be recognized in the development of this MU. Public, pedestrian and visual access should be provided, to the extent possible, when development takes place.

Shoreland 7B - This area will probably continue to be the primary commercial and industrial marine-related center on the bay. Access, terrain, proximity to deep water, compatibility with existing uses, and ownership patterns would support this reasoning. About one-third of this MU is already developed into water-dependent/related uses. It is important to the future economy of the Florence area that this area be reserved for high-intensity recreation, commercial and industrial water-dependent/related uses. Water-related uses should be reviewed carefully by the Planning Commission to insure that this portion of the shoreland is protected for future need for water-dependent uses.

Due to the proximity of the MU to the North Fork shoals, the mainturning basin and the lack of suitable dredged sites near those shoals, a dredged material disposal "stockpile" site has been designated in this MU. The location of that site is critical; however, in the siting of the spoils area, consideration should be given to the need for future requirements for water-dependent industrial uses.

Improvements to the jetty which would allow more year-round, all-weather bar crossings is expected to increase the damand for marine-related uses and the needs of the fishing industry. This area has the highest potential for meeting those needs.

Appropriate uses in this MU would include: fish receiving stations and processing facilities, marinas/moorages, boat repair and servicing, cold storage facilities, dock facilities for transshipment, marine ways and a possible aquaculture release/recapture facility at Munsel Creek.

Because of the limited size of the area, the use of this space should be utilized prudently.

Extensions of sewerage, water and road improvements will be necessary to serve part of this area. Filling of the area west of Munsel Creek would provide needed access and an area for dredge spoils and additional land for water-dependent uses. (Site investigations by qualified soils engineers should be performed, using core samples prior to allowing heavy, load-bearing structures onto filled land.)

MANAGEMENT UNIT 8
(Munsel Creek/North Fork)

Estuary - Conservation

Shoreland - Conservation = Limited nondependent/related development, including Commercial uses, allowed with conditions

Description of area:

Estuary - From Munsel Creek outlet to the eastern boundary of the Urban Service Boundary. This MU includes tideflats and tidal marshland, and also a productive eelgrass bed. This area contains a large tideflat where mudclams are found. Several man-made islands are located within this area, most of which are in Port of Siuslaw ownership. The entire area has significant natural value in the several types of marsh grasses which occur here, including sedges, immature and mature high marsh, and bulrush.

Most of the tideland area is floodplain alluvium, and the subtidal area is sand. An immature high salt marsh is located below the dairy products warehouse. The large island and the peninsula below the North Fork Bridge are mature high marsh areas. The area between the dairy warehouse and the peninsula contains bulrush and sedge. Tax Lot 300 just west of the Highway 126 bridge and the North Fork of the Siuslaw has been donated by a private individual to the State of Oregon. This area contains productive marshland.

Recreational use of this area is high because of the productive clam beds located here. Waterfowl and shorebirds are found over most of this MU.

Shoreland - From the channel of Munsel Creek to the eastern boundary of the Urban Service Boundary (near North Fork Bridge), and bordered on the north by Highway 126. This MU is mainly in private ownership and contains the dairy warehouse and several residences. The steep banks along the highway are mostly stabilized sand and riprap. Electric transmission lines cross the river in this MU.

Allowed uses and priorities:

	Shoreland	Estuary
Maintenance of the navigation channel	-	X
Navigational aids	-	X
Low-intensity water-dependent recreation	X	X
Active restoration measures	X	X
Nondependent uses not requiring fill (with conditions)	X	-
Aquaculture (release/recapture facilities)	X	X
Commercial facilities (with conditions)	X	-
Estuarine mitigation sites	-	X
Research sites	X	X
Communication facilities, with conditions	X	X

Estuary - This area is significant for its natural and aesthetic resource value, aquatic and wildlife habitats and the productivity of the eelgrass beds. This area has been designated a Conservation MU due to the proximity of the area to the developed areas to the north and west, and also the nearness to Highway 126.

Shoreland - Any allowed use in this area should be designed to protect the natural and scenic resources of the area. Adequate access for the public to use this area for clam digging should be provided. Most of this area will remain undevelopable due to the shallow depth of the land area between the road and the river.

LAND USE - OCEAN AND LAKE SHORELANDS

Objectives:

1. To improve management of the shorelands bordering the ocean and lakes by classifying these shorelands into management units and establishing policies and priorities for uses within these areas.

2. To conserve and enhance the natural resource and recreational values of these shorelands.

3. To avoid predictable, natural hazards which may occur in these areas.

Policies:

1. Shorelands along the ocean and Munsel Lake shall consist of a strip (measured on a horizontal plane) of fifty (50) feet from mean high water.

2. Allowed uses within these Management Units shall consist of residential and water dependent recreational uses.

3. A fifty (50) foot minimum building setback from the high water mark should be required along the ocean beach.

4. Building on foredunes which extend inland beyond the fifty (50) foot setback should be prohibited except in established neighborhoods on pre-existing platted land. A site investigation report should be required in these instances, which would establish the safety of allowing structures to be built in these areas.

VIII. Florence Urban Service Area

Goal: To provide for an orderly and efficient transition from rural to urban land use and to provide the necessary facilities and services to meet the housing, employment, livability and other needs to accommodate the long-range population growth of the community.

Objectives:

1. To establish a boundary to identify the area where the need for urban level of services is projected and services are expected to be provided by the year 2000.

2. To develop a cooperative process between Lane County and the City of Florence for the establishment and change of the Urban Service Boundary.

3. To cooperate with Lane County to develop policies and regulations to manage land development within the Urban Service Area.

4. To encourage development to occur within the City limits with controlled outward growth.

Policies:

1. Applicable development policies and recommendations found in other elements of this Plan shall be followed when allowing development to occur within the Urban Service Area.

2. All appropriate shoreland, estuarine, and beach and dunes development policies and recommendations contained in other elements within this Plan shall apply to lands within the Urban Service Area.

3. Land which is developed within the Urban Service Area may be annexed to the City by the year 2000. Annexation

4. Annexations for those areas within the Urban Service Area should be considered only when the City Council deems such annexation is in the best interest of the City. It is the intent of the City to limit annexations to those areas to which the City can provide services without placing an excessive demand on existing city services or a financial burden on city residents.

5. Availability of water, sewers and streets as well as the application of other land use development criteria shall determine the density of development within the Urban Service Area. Density

6. Medium to high density development shall be allowed only if adequate water and sewer capacity is available and the proposed development meets all other development criteria.

7. Density levels within the Urban Service Area shall not be allowed to reach the level which would require the master sewerage extension plan to be revised in order to relieve health hazards caused by failing septic systems.

8. The minimum standard for parcel size for residential development in the Urban Service Area shall be limited to 19,000 square feet in the interim prior to extension of sewerage service. Each parcel should meet basic requirements, including site investigations, as provided for in the Plan as well as water pollution control standards, road standards and other applicable requirements. Ultimate minimum parcel sizes for single family residential development should be limited to 9,000 square feet.

9. Some land within the Urban Service Area boundary may not be appropriate for urban density, which may not become obvious until later, specific evaluation. This land includes: (1) that which is unavailable for urban development due to severe environmental constraints, and (2) that which is not necessary to supply the long-range urban land use needs of the community.

10. In order to insure that development is timely, orderly and efficient, the City and County should recognize the following priorities in reviewing development proposals:

    A. Land currently subdivided and served by public facilities within the City limits: This land has the highest priority because it is efficiently serviced, and its owners are paying property taxes within the City for the maintenance of those services. Individual single family residential use requires only building permit approval unless it is in a potential hazard area. Other uses must be reviewed through the planning process and/or design review process.

    B. Unplatted land within the City limits with available services: This land will be reviewed through the planning process. Attention should be given to potential building limitations caused by physical constraints.

    C. Platted land outside the City but within the Urban Service Area: If water and sewer services are available, these areas may be developed on a lot-by-lot basis with County approval. Large developments, commercial or industrial uses, rezoning requests, conditional use permits, PUD's or subdivisions shall be reviewed by the City.

    D. Unplatted land outside the City limits but within the Urban Service Area: These areas may be developed if services are available. Development or subdivision of these areas shall be through the Lane County planning process. The City shall be included in the review of development proposals listed in "C" above.

E. In areas outside the City, but within the Urban Service Area, where a public water system is available but connection to the City sewer system is not feasible, land may be developed on an interim/low density basis providing: (1) the development is consistent with the long-range sewerage plan for the area; (2) the interim sewerage facilities will not adversely affect other properties relative to water pollution; (3) the property will not be preempted from later inclusion into the Florence sewage system; and (4) the orderly provision of other services and facilities is assured. When constructing structures on larger lots, the placement of those structures should provide for possible partitioning of the land in the future.

11. Only limited commercial development within the Urban Service Area should be allowed prior to the availability of sewerage service.

12. Future revisions of the Land Development plan should provide for more intensive land uses within the Urban Service Area as services are made available.

13. Most of the public land within the Urban Service Area shall be held in public reserve for future uses, such as; parks, public facilities, recreation facilities or open space. Any acquisitions, disposals or exchanges of public land should not occur without a public hearing. Public Lands

14. Criteria for establishing the Urban Service Boundary:

A. Land that can be provided public facilities or services in an orderly and cost-efficient manner as it progresses through the transition from rural to urban land use.

B. Land that provides sufficient land area for various uses to insure choices in the market place and life styles.

C. Land that provides for positive environmental, economic, energy and social benefits.

D. Land which can replace previously buildable land lost to development by the LCDC requirements.

E. Land which can accommodate a continuity of areas even though certain land is only suitable as "open space."

F. Land which, if allowed to develop to an urban density in an uncontrolled manner, will adversely affect the livability of the community.

G. Land which, due to past practices, will cause health, safety or financial burdens on units of government if not included.

H. Land which will provide solutions to areawide problems--i.e., lack of public facilities and services, such as areawide storm drainage, water systems, and sanitary sewers.

15. Description of Florence Urban Service Area - December 31, 1979:

The boundary of the Florence Urban Service Area is defined by natural topographical limits which provide for natural drainage from north to south (the "basin concept"); by U.S. Government land on the north; by the ocean and Siuslaw River at the west; the Siuslaw River at the south; and generally by a high ridge at the east which divides the North Fork of the Siuslaw River from the natural drainage area.

A site specific description of the Florence Urban Service Boundary may be found in the Technical Report, page .

16. In addition to the above, the following development criteria, agreed upon by the City and County, shall be applied to proposed development: Development Criteria

A. Land Use Patterns

1. Infilling of accessible, buildable vacant areas that are served by water and sewer systems should be encouraged.

2. Most commercial and industrial development should occur in designated areas served by public facilities and where their use would have the least impact on surrounding uses and the physical environment. Intensive commercial and industrial complexes should occur only if public water and sewers are available to the site. Additional industrial development locations and performance standards will be developed in cooperation with Lane County.

3. Setbacks and clustering of commercial development along Highway 101 are encouraged in order to avoid increased congestion, safety hazards, the cluttered appearance of linear development and the destruction of vegetation along the highway caused by many entrances.

4. Land along the river which falls within "development," marine-oriented shoreland management units shall be considered available for development, provided development criteria, included in the Shorelands section of this Plan, are met.

5. Mobile homes shall be allowed to develop at low density prior to extension of services.

6. Factors such as flow of traffic, conflict with existing nearby uses and adequacy of public servies (i.e., fire protection, police protection and schools) should be considered before development is permitted so as to avoid later problems.

B. Transportation

1. Any road improvement or construction should be approved only if it can be demonstrated that such improvements support, and are compatible with, the recommendations of this Plan relating to land use, density, environmental protection and public facilities.

2. Further development of County collectors and minor arterials should be limited to those areas which have been designated by the City to receive sewerage service within the near future. Emphasis should be placed on developing improved and more efficient local street systems.

3. City standards should be applied to roads developed or improved within the Urban Service Area when those standards exceed those of the County. Upon annexation, the City will not assume ownership responsibility for those streets which do not meet city standards.

4. The City should coordinate road improvements with the County's Five Year Capital Improvement Program for county roads.

5. An airport obstruction zoning ordinance should be adopted by the City and County which is consistent with the Florence Airport Master Plan recommendations.

C. Sewer and Water Service

1. All new medium and high density residential development which occurs within the Urban Service Area shall be connected to a community water supply system.

2. Upon completion of the regional sewerage treatment facility, sewers may be extended to land within the Urban Service Area to allow property to be developed to urban density prior to annexation. Any extension shall be based upon an adopted sewerage extension plan for the area. Approved disposal systems are acceptable on an interim basis prior

to sewer service, providing the feasibility exists for later connection when the system is available. Any development which occurs on a septic system must connect to sewerage services within 90 days of availability. Alternate forms of sewage disposal should be considered and allowed when their use is accepted by the Department of Environmental Quality.

3. The extension of systems outside the City limits should occur only after the service needs within the limits of the City can be met.

4. Total costs of the extension of service shall be borne by the benefitted property owners. City of Florence standards shall apply to all sewer extension and connections within the Urban Service Area. Only the City shall authorize the numbers, types, volumes and service charges of service connections.

5. Public sanitary sewerage systems represent a significant financial investment in treatment plant, interceptors, and trunk and lateral service lines; therefore, systems enlargement charges shall be established by the City for any extension of services.

6. The recipient of city sewerage service must agree to annex to the City when contiguous, provided the City Council deems annexation is in the best interest of the City.

7. Development proposals must be measured against available water storage capacity to provide adequate water for fire protection.

D. Topography, Geology, Soils and Slopes

1. Due to the topography and soil conditions of certain areas within the Urban Service Boundary, a site investigation by a qualified expert (such as an engineering geologist, a soil scientist, a vegetation specialist, or an individual recognized or qualified to conduct site evaluations based on education, experience or knowledge for the type of conditions evaluated) should be required to determine suitability for private development or public improvements. These areas include: Areas within the Interim Flood Boundary, open or conditionally stable sand areas, areas where standing water exists during part of the year, areas with excessive slopes, and areas

subject to severe erosion along the river, ocean or Munsel Lake. Construction may be permitted, subject to other development requirements, if a favorable site report is submitted specifying the method of construction, revegetation schedule or other requirements imposed in the review of the proposal.

2. Proposed land uses should be carefully reviewed to ensure that significant drainage or hydraulic flow patterns are not adversely affected by development.

3. Erosion control standards and regulations shall be established and applied to proposed developments.

4. No development or improvement shall take place on open or conditionally stable sand formations before an adequate site investigation by a qualified person determines that the site is adequately stabilized and the stabilization effort will not contribute to sand movement into other areas and thereby create adverse conditions.

5. Removal of vegetation from stabilized sand areas, where the consequent shifting sands will encroach upon and adversely affect other properties, should be prohibited or at least controlled.

6. Any new development near river terraces (cutbacks) should not be located closer than 50 feet from the edge of the terrace.

7. For those areas that have excessive slopes (generally exceeding 12 percent) and/or constitute a geological hazard, the proposed development shall be keyed to the degree of hazard and to the limitation on the use imposed by such hazard. Accepted engineering practices shall determine the extent of development allowed. The extent of development shall be consistent with that which is otherwise allowable in the Plan. Intensive development should be discouraged in sand areas on slopes of more than 6 percent unless special conditions exist which minimize the risks.

8. Setback requirements beyond the strip of vegetation may be imposed along the river, ocean, Munsel Creek, or Munsel Lake in those areas where a natural hazard exists or the area is affected by hydraulic action. (See E-3 and E-4.)

E. Water Quality

1. New developments must be carefully reviewed to ensure they do not contribute to water quality problems, whether through waste treatment systems, individual septic tank drainfields or erosion. Compliance with the Department of Environmental Quality disposal system requirements should be assured. DEQ approval/permit issuance is administered by Lane County.

2. Land use decisions which affect the water quality of Munsel Lake, Munsel Creek and the Siuslaw River must be cognizant of their ecological and recreational significance. The same consideration in regard to maintaining good water supply for residential use is doubly important.

3. A 25-foot strip of vegetation should be maintained along Munsel Creek and a 50-foot strip of vegetation should be maintained along Munsel Lake. (This should be measured on a horizontal plane.) Access to the Creek and Lake will be allowed. Trespass over private property in the area of protected vegetation is subject to prosecution for trespass by owners of this land.

4. A 50-foot strip of vegetation shall be maintained, where possible, along the Siuslaw River. (See Estuarine Policy #10).

Recommendations:

1. The City and County shall review and comment on, or approve, as the case may be, development proposals within the Florence Area and Florence Area of Interest as provided for in the current City/County Joint Management Agreement.

2. City subdivision development standards should be applied, where feasible, when Lane County standards are less rigorous than those of the City.

3. The City should develop a master sewerage extension plan for the Urban Service Area. The Plan should include provisions for treatment, collection and transmission facilities. It should also include a timetable for the projected phasing and location of the extension of sewers.

4. Cooperative efforts should be taken by the City, County and the Soil Conservation District to: (1) stabilize sand areas, especially where sand encroachment poses a hazard to public or private development or improvements, and (2) construct flood water control projects, when economically feasible, to alleviate the presence of ponding caused by storm runoff which poses a hazard to development in certain areas.

5. The County is encouraged to designate the West Lane Planning Commission to perform review and approval for all subdivisions, partitions, and PUD proposals within the Florence Area of Interest.

IX. Public Facilities, Services and Transportation

Goal: To plan and develop a timely, orderly and efficient arrangement of public facilities, services and transportation systems to serve as a framework for urban development.

Policies:

1. A public street, water supply or sanitary sewerage system of Florence should not be used to encourage development in areas where development would constitute a threat to public health and welfare or create excessive public expenses; e.g., flood plains, excessively steep slopes or areas where severe development problems exist.

2. A five-year Capital Improvement Program should be developed and reviewed annually. The City should consider the following needs to meet future growth and maintain existing services and facilities: Water supply, water storage, sewerage facilities, storm sewer and drainage system, city buildings, street system, library, recreational facilities, police and fire protection equipment, air facilities, and street maintenance and public works equipment. The program should also provide for the location of the proposed improvements and the priority and general timing of those improvements.

Capital Improvement Program

3. Systems enlargement fees for streets, sewers and water facilities will be charged for installing, constructing and extending extra capacity streets, sewers and water facilities. A systems connection fee will be collected for new capital expenditures in the area of water, sewer, street, fire and police services.

System Enlargement Fees

IX-(A) Public Facilities and Utilities

Objective: To provide for properly planned water supply and sewerage facilities, solid waste disposal and storm drainage to meet future population and economic development needs and to avoid health problems.

Policies:

1. The first priority in the provision of public water and sanitary sewers is to furnish all residents of Florence with an adequate level of water for domestic use and fire protection, and sewerage service which complies with prevailing health regulations.

2. Public facilities may be extended outside the City limits in accordance with the criteria outlined in the Florence Urban Service Area section of this Plan (page). Sewer and Water

3. The size of water and sewer lines should be adequate to serve projected densities of the area.

4. All water supply systems should be required to provide fire flow capacities and fire hydrants for fire protection.

5. No residential, commercial or industrial development shall be permitted within the City of Florence unless sewer and water systems are available to the property.

6. Lane County and the City should cooperate to provide for and control solid waste disposal. Sites for inert waste material and hazardous waste disposal should be provided. Lane County should secure an alternate landfill site to cover the landfill needs during the planning period. Solid Waste

7. Underground public utility lines will be required for new installations and extensions. When existing lines are replaced, they should be installed underground except where a severe cost differential is proven. Public Utility

8. Natural drainageways should not be adversely filled or altered. Wherever possible in subdivision design, natural drainageways shall be used and structures shall be set back sufficiently to protect the capacity of the drainageway. Normally, high density development is not appropriate in close proximity to natural drainageways. Storm Drainage

9. Wet areas with standing water throughout part of the year, which are not served by storm sewers or a drainage system, should not be filled unless adequate provision is made for drainage of the area and the fill will not adversely affect neighboring properties.

10. Adequate provision for controlling storm run-off shall be made before development takes place in areas that have drainage problems. This may be accomplished through larger lot sizes, use of special facilities such as holding ponds, reduced lot coverage, or other methods.

Recommendations:

1. Adequate water storage should be provided.

2. The City should support the County's effort to determine the capacity of the aquifer north of the Siuslaw to supply long-range water needs for municipal use. The results of this hydrologic study should determine whether future water supplies will be produced by deep wells and/or surface sources. Water Supply and Storage

3. The Regional Sewerage Facility should be completed as soon as possible to provide for the rapid population growth in the Florence area. EPA sewerage works funds should be pursued for completion of the Regional Sewerage Facility.

4. Mapping of public facility systems should be kept current. Mapping

5. Collection systems for the recycling of solid waste materials will be encouraged in order to conserve energy and natural resources. Solid Waste

6. Construction of the proposed Soil Conservation Service flood control system should take place at the earliest possible time. First priority should be given to the project which would provide storm runoff for the area west of the School District property and down the west side of the airport to the river. The construction of the project east of Highway 101, which would drain into Munsel Creek, should take place next, followed by a storm runoff project in the Heceta Beach area. Storm Drainage

7. Adequate storm drainage facilities, which may include culverts, drywells, catchment basins, natural or surface channel systems or pipelines, as approved by the City Engineer, should be a part of all subdivisions, planned developments, street construction or improvements, or other developments which may impact storm drainage patterns.

8. Stream flows for Munsel Creek should be monitored to establish the capacity of the stream to contain future runoff.

9. The channel of Munsel Creek should be kept free of dead trees, debris, and beaver dams which obstruct the free flow of the water, in order to avoid flooding in certain areas along its bank.

10. Trimming of trees under public utility lines shall be controlled to only those limbs which interfer with the lines. Public Utility Lines

IX-(B) Public Services

Objective: To plan for social and public services to accommodate the future growth and needs of the community.

Fire Protection - Policies and Recommendations:

1. All development should be keyed to the adequacy of the water supply system to provide fire protection, and to the road system to allow for fire department equipment access.

2. The City should continue its "out-of-city" mutual aid agreement with the Siuslaw Rural Fire District.

3. Fire hydrants should be properly spaced before development is permitted.

4. Building heights should be controlled to the degree necessary to provide fire protection with existing equipment.

5. Small amounts of the gorse plant are growing in the Florence area. The presence of gorse should be watched closely and steps should be taken to eradicate the plant before it spreads and becomes a significant fire hazard.

6. Fire breaks should be part of any large-scale vegetative plantings of legumes, and woody plants should be established as soon as practicable in order to minimize the danger of beach grass fires.

7. All development should have and use road names and numbers. Each house should have the number clearly visible from the road.

8. Roads should not be excessively steep. Fire equipment moves with difficulty on grades exceeding 12 percent. This may be exceeded for short distances where ground conditions make more gentle grades impractical. Adequate turn-arounds for emergency fire vehicles shall be provided for dead end streets and also cul-de-sacs.

9. Dead vegetation and construction debris should be removed from all new developments and new or improved rights-of-way.

10. Public power utility lines should be kept free of only those tree limbs which might cause fires.

Police Protection and Traffic Safety - Recommendations:

1. The State and County are encouraged to maintain police forces which are adequate to control crime, preserve peace and protect citizens and property in Western Lane County. The presence of many tourists and vacation-type homes in the Florence vicinity requires a greater amount of police protection than would be required ordinarily by the existing population.

2. Traffic safety measures, including speed control, stop signs, and crosswalks, should be reviewed periodically to ensure that changing conditions are reflected in those measures.

3. The City should establish standards for curb cuts, vision clearance and other public traffic safety measures in all areas of the City.

4. Curb cuts onto the State highways should be reviewed particularly with safety in mind with the State Department of Transportation.

5. Traffic lights should be installed at major intersections as growth increases. (See Transportation Element)

6. The protective street lighting program should be continued.

City Library - Recommendations:

1. A new site and additional space for the City Library should be provided as growth occurs.

2. It is anticipated that City Hall will be required to expand to accommodate additional services required by growth. At that time, the City Library should be relocated to a convenient site which provides adequate space for parking.

City Hall

Schools - Recommendations:

1. The Siuslaw Lower Elementary School is scheduled to be replaced in the early 1980's. It is projected that the new elementary school building will be built at the site of the present Rhododedron School. The School District Adminsitrative offices are expected to move to the Upper Elementary School. Future use of the site of the present Lower Elementary School should be carefully considered.

2. The possibility of using a portion of the School District property between the Rhododendron School and the High School for a public recreation area to be used by the students and the general public should be explored. Various possibilities exist for financing the improvements, maintenance and supervision costs.

Health and Social Services - Recommendations:

1. The Florence community depends on the Lane County Human Resource Center for a large number of social services offered by Lane County and the State of Oregon. Until such time when the City grows and can support these services, it is appropriate that these needed services be supported by the County and State.

2. Western Lane Hospital District should be encouraged to keep pace with the projected growth in the area by providing adequate services and numbers of hospital beds to meet the needs of the community.

IX (C) Transportation

Objectives:

1. To provide for an efficient and safe transportation system to facilitate the movement of goods and to give mobility to all citizens. All transportation systems should be considered, including air, water and land.

2. To minimize adverse social, economic, energy and environmental impacts in the design of transportation systems.

3. To improve the flow of traffic, to reduce traffic hazards, and to reduce conflicts between traffic on local streets and Highway 101.

4. To establish priorities for the sequence of improving City Streets and other byways.

Policies and Recommendations:

1. The City endorses the State's efforts to widen and improve Highway 101 to include turning lanes, sidewalks, curbs and gutters, bicycle lanes--i.e., Oregon Coast Bicycle Route, improvements and speed control. Highways

2. Curb cuts to Highway 101 should be carefully controlled to allow only essential entry onto the highway. Considerable pressure for development along the highway is apt to occur upon completion of the scheduled widening of Highway 101. Adequate setbacks and "clustering" of commercial development are encouraged in order to avoid increased congestion, safety hazards, the cluttered appearance of linear development, and the destruction of vegetation caused by many entrances onto the highway.

3. Consideration should be given to installing traffic control signals at points along Highway 101, including, but not limited to, Rhododendron Drive, 30th Street, 35th Street, Munsel Lake Road and Heceta Beach Road.

4. The City supports the proposed program of the State Department of Transportation to widen and improve the safety of Highway 126 between Florence and Eugene.

5. Ease of movement and safety for pedestrians and bicyclists should be encouraged. Bikeways and Pedestrians

6. A bike path plan should be developed which would encourage the use of bicycles and provide safe routes between residential areas and major activity areas, such as schools, parks and the commercial center of town.

7. Subdivision developers may be required to provide easements for pedestrian/bicycle paths to provide connections to the existing or future pedestrian/bikeway system.

8. Sidewalks should be encouraged in all areas and are required for new street and land development in residential and commercial areas except under unusual circumstances.

9. The City should continue the orderly development of protective street lighting programs. Lighting

10. The City should consider some limited form of public transit for its citizens at such time when population growth makes it practicable. Public Transit

11. Unauthorized off-road vehicle use should be discouraged on open sand areas within the Urban Service Area and the City limits. ORV's

12. The Department of Transportation should permanently provide a traffic counter in the Florence area, and the City should consider purchasing a counter to use on local streets as traffic increases. Traffic Counters

13. Consideration should be given to future needs for river access to accommodate recreational and marine uses as well as transshipment of goods when streets are developed or improved. River Access

14. Regulations for speed control, weight limits and routes should be established for truck traffic on local and collector streets.

15. Use and development of the Florence Airport and control of land uses in the area of the airport will be in accordance with an Airport Master Plan. The Airport Master Plan shall be included by this reference as an element in this Comprehensive Plan.

16. The City should require a disclosure statement from any individual selling land for residential use which falls within the 60 to 65 DBA noise contour.

17. Changes recommended in the Airport Master Plan for the Airport Operation and Vicinity District should be incorporated in the zoning ordinance.

18. The Stage I development included in the actions should be implemented.

Streets and Roads

Policies:

1. Street systems should be planned in conjunction with the extension of public facilities in order to be efficient and cost effective.

2. Streets shall be accepted into the City system when they meet City standards and utilities which require street excavation are installed.

3. City street standards shall apply to all construction or major improvements of streets sponsored by the City, County or adjacent property owners. In order to vary from these standards, the party proposing the street or road improvement should show to the satisfaction of the City Council why a lesser improvement is adequate, based on topography or other unusual circumstances.

4. New developments, including subdivisions and PUD's, will be required to provide paved streets, curbs and gutters and, except under unusual circumstances, sidewalks.

5. Construction costs of streets in new subdivisions, PUD's, and rights-of-way where no street existed previously shall be the responsibility of the adjacent property owner or developer except for streets where the City requirements exceed the minimum standards.

6. When the City imposes street improvement requirements which exceed the established minimum requirements and benefit more than one development, the City should assume the costs of the additional requirements.

7. Residences, with the exception of subdivisions and PUD's, may be allowed on unpaved streets which are improved to minimum City standards providing the property owner agrees, as a condition of development, to sign a waiver of remonstrance for future street improvements.

8. The City shall encourage local improvement programs to bring substandard streets, sidewalks, curbs and gutters up to minimum standards.

9. Street construction procedures should not contribute significantly to increased erosion and sedimentation of surface water.

10. Storm drainage, as determined by the City Engineer, may be required for street improvement and construction.

11. Dead end streets shall have adequate turn arounds for emergency vehicles.

12. Encroachment permits should be required for the installation of any underground utility or other work, in a city right-of-way. The City will require reasonable efforts to improve or restore the road or right-of-way during and after construction. These efforts shall include the protection of trees from unnecessary removal or damage.

13. Whenever possible, future subdivisions should be designed so that private residential entrances do not enter onto major streets. These entrances should be discouraged on collector streets and prohibited on primary or secondary arterials. (See Technical Report for definition and classification of streets.)

Recommendations:

1. The following major street improvement projects should be carried out as growth takes place in the Florence area:

   A. Improve and extend Oak and/or Pine and Spruce Streets to provide better traffic circulation and to relieve traffic volumes and congestion entering Highway 101.

   B. Open and construct 9th Street through to Rhododendron Drive in order to allow development of the area and relieve traffic congestion on Rhododendron Drive.

   C. Extend Kingwood Street from the airport north to open additional industrial land.

   D. Extend 18th Street from Kingwood extended east to Oak Street.

   E. Extend 42nd Street through to Munsel Lake Road (a distance of approximately 1/2 mile).

   F. Extend 27th Street west from Oak Street to Kingwood Street extended in order to provide better access to the light industrial land and the airport.

   G. Consider opening and extending 30th, 35th and 18th Streets to the east, and Yew Street from 18th Street southerly to Route 126.

   H. Consider a future street which would connect Rhododendron Drive and Highway 101 at a point in the vicinity of Munsel Lake Road. This street would provide a projected need for an east-west link between Rhododendron Drive and Highway 101, would not seriously disrupt existing development, would

provide a convenient tie-in with Munsel Lake Road, would relieve future traffic loads on Heceta Beach Road and 35th Street, and would provide access to public open space land.

I. Consider extending 42nd Street west to Rhododendron Drive from Highway 101.

J. Consider a north/south street running from the proposed West 42nd Street to Heceta Beach Road in order to allow property in this area to develop. This street should be located to the west of the wet areas which lie west of the large open dune west of Highway 101.

2. Future platting of streets should follow a grid pattern when topography of the land lends itself to this system. This provides for more economical installation of public facilities and allows for the "looping" of water services for better water pressure. In the event that topography or other conditions do not lend themselves to a grid street system, streets should conform as much as practicable to the existing topography.

3. Road cuts should be made so as to avoid future soil slippage or serious erosion problems, and open sand areas should be restabilized as soon as practicable.

4. Paving with impermeable materials contributes to storm run-off. Consideration of the cumulative effects of development on storm runoff should be made when improving streets, parking lots, or driveways and when fill is required in the construction of streets. Storm Runoff

5. Nonessential platted streets and alleys should be identified, especially where topography or other circumstances make future street improvement inappropriate or impractical, and the appropriateness of dedicating these areas for pathways, greenways, open space or drainages should be considered before vacating them. Street Vacations

6. The vacation of any street which provides access to the river should be discouraged except where a natural hazard exists or when the opening of a street would contribute to severe erosion along the river.

7. Pedestrian safety should be considered when adding to or modifying street systems.

X. Physical Environment and Land Use Constraints

Goal: To conserve natural resources and encourage their wise management, proper development and use; and to avoid natural hazards.

X-(A) Natural Resources

Objective: To conserve natural resources on public lands where no conflicting uses for such resources have been identified.

Policies:

1. The reduction of vegetative cover should not contribute to uncontrolled increases in levels of storm run-off or rates of erosion.

2. Policies contained in the Beach and Dunes section of this Plan should be consulted as far as the removal or stabilization of sand and vegetation are concerned.

Recommendations:

1. The City should consider a tree and vegetation removal ordinance which would address the preservation and maintenance and/or require permits for the cutting of trees of a certain diameter and height.

2. A vegetation buffer should be retained as appropriate to the uses permitted along Rhododendron Drive and other major roads as a condition of development.

3. Methods of conserving water resources should be considered in all use and development proposals and decisions.

4. Natural buffers should be retained on public land or in "common" open space, whenever possible.

5. Productive marine habitat should be conserved in public waters in the Florence area.

6. Wetlands, wildlife habitat and open sand dunes should be conserved on public property in those areas where public facilities will not be required. Open sand dunes may be stabilized in accordance with the Beach and Dune policies of this Plan.

7. The 80 acres of land in city ownership east of Coast Village Campground should not be developed until such time as it is determined the aquifer is able to absorb development on that ground without harming the quality and supply of water provided by the two city wells in that area.

X(B) Air, Water, and Land Quality

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

Policies:

1. The City supports regional efforts to control environmental pollution through its compliance with state and federal standards.

2. Department of Environmental Quality permits will be reviewed to insure that proposed activities are consistent with the Comprehensive Plan. The City will respond only in those instances where there may be a conflict.

3. Water recharge areas, lakes, and streams which have a direct bearing on the quality of the water resources should be protected to insure the continuous quality and quantity of public water supplies.

4. Site construction procedures should not contribute to serious erosion and sedimentation of lakes, impoundments, or waterways.

5. Solid, liquid, gaseous and industrial waste discharges and/or disposal from septic tanks and/or sewers must not contaminate land, air, and water resources.

6. The City will cooperate with Lane County for efficient and safe disposal of solid waste.

Recommendations:

1. Erosion should be controlled through Chapter 70 of the Uniform Building Code, and through policies designated to reduce erosion of cleared sites.

2. Planning for future public facility needs, including the Regional Sewerage Facility, should be continued.

3. The City must also insure that its drinking water supply continues to conform with the Safe Drinking Water Act.

4. The County should be encouraged to maintain domestic water quality standards for Clear Lake and Munsel Lake.

5. Regular street sweeping should be carried out in order to protect the estuary by diminishing the amount of sand and pollutants entering the storm sewer system.

6. Estuary sedimentation originating from non-point sources such as urban runoff, road building and streambank erosion should be identified and controlled.

7. Restoration projects which serve to revitalize, return, or replace previously existing attributes of the estuary should be encouraged. Particular emphasis should be given to projects that revitalize aquatic habitat, including the lowering of dredge spoils islands, marsh creation, shoreland vegetation planting for erosion control, and dredging to re-establish former depths and flushing patterns.

X(C) Development Hazards and Constraints

Objectives:

1. To protect life and property from natural disasters and hazards.

2. To retain areas subject to uncontrollable flooding, ponding or severe soil erosion in open space until control can be established.

Policies:

1. To restrict or prohibit development in known areas of natural hazard or disaster in order to reduce the hazard of loss of life and economic investments, the costs of expensive protection works, and public and private expenditures for disaster relief.

2. Prior to development taking place in known areas of potential natural hazard, applicants shall provide a site investigation report which clearly determines the degree of hazard present and receive City approval for the measures to be taken to reduce the hazard.

3. Prior to the issuance of the final U.S. Department of Housing and Urban Development (HUD) Floodplain map, residential development shall be discouraged in the area along the river within the 8.44 foot elevation line as defined on the topographical maps on file in City Hall. As specified in the Building Code, the HUD Flood Insurance regulations and standards shall be followed for that area within the boundary line established in the HUD Interim Flood Boundary Map. Following the final designation of the flood boundary, all development should conform to the HUD Flood Insurance requirements in flood-prone areas.

4. At a minimum, structures should be prohibited within the area along the ocean beach and the interdune areas along the beach which have a ground elevation below 20 feet above mean sea level. This is determined by adding the highest predicted tidal flooding to storm surges or the highest probable tsunami.

Recommendations:

1. A mandatory minimum building setback or "encroachment line" of 50 feet, or a distance determined by the Planning Commission by review of the special conditions of the proposed site or use, should be established along the estuary, ocean frontage, Munsel Lake and Munsel Creek in areas where serious erosion hazards, slide potential or possible flood damage are likely to occur. Structures may be prohibited within this area in order to offer protection from those hazards. No development shall take place beyond this line unless by accepted engineering practices or treatment it can be demonstrated that it is advisable to allow development to take place. Setbacks

2. Before construction begins, consideration should be given to the width of natural vegetation buffers to minimize the hazards of blowdowns. Width or Buffers

3. Grading and excavation should, wherever possible, complement the natural configuration of the topography. Slopes

4. For those areas that have excessive slopes and/or conditions which constitute a geological hazard, proposed developments shall be keyed to the degree of hazard and to the limitation on the use imposed by such hazard. Accepted engineering practices shall determine the extent of development allowed.

5. Topographical maps, to complete the existing set of maps, should be obtained for the balance of the Florence area, when possible.

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

X-(D) Beach and Dune Areas

Objectives:

1. To improve management of the beach and dune areas by classifying these areas into management units and establishing policies and implementation measures for managing these areas consistent with the natural limitations.

2. To reduce the hazard to human life and property from natural or man-induced actions associated with these areas.

Policies:

1. Due to the sandy soils and the fragile nature of the vegetative covering, care shall be taken during construction to minimize the amount of grading, excavation, removal of trees and other natural vegetation in order to insure the stability of the soils. All open sand area (pre-existing or newly created) shall be planted or stabilized as soon as practicable after construction is completed. Using accepted revegetation techniques, sand areas shall be returned to their previous level of stability, or at least to a conditionally stable level, following completion of construction.

2. During extended construction periods, temporary sand stabilization measures shall be employed to minimize sand movement and erosion caused by the removal of ground cover and soil.

3. Site investigation reports should describe and analyze topography; past, present and forseeable erosion; geologic conditions such as soils characteristics; ground and surface water conditions, including potential for flooding; potential impacts of construction on site and nearby areas, including ground stability, and alterations to drainage and ground water; and alternate design and/or site plans which would minimize hazard damages both to the proposed development and to nearby property. The degree of analysis required shall be appropriate to the risk presented by the site and the proposed project.

4. No development or improvement shall take place on open or conditionally stable sand formation before an adequate site investigation by a qualified person determines that the site is adequately stabilized and the stabilization effort will not contribute to sand movement into other areas and thereby create adverse conditions.

5. 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 affect other properties, should be prohibited or at least controlled.

6. Open space designations of open dune sand within the Florence area shall not be required on private property. Stabilization efforts shall not be prohibited except where stabilization measures will have a detrimental impact on adjoining properties.

7. Sand removal shall be prohibited in the foredune area of the beach.

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.

Sand Removal

9. Slope standards should be applied to areas where sand is being removed to avoid over-steepened slopes which create a hazard of cave-ins on unsuspecting visitors to the areas.

10. Sand removal or filling may take place in limited amounts for construction site preparation where the removal or fill will not cause ponding or erosion, or adversely affect neighboring properties.

11. Sand removal may take place to improve the aesthetic value of an area.

12. Breaching of foredunes shall be prohibited except in emergency situations or on a temporary basis to increase the sand supply inland.

13. The "excavation or grading" sections of the Uniform Building Code, Chapter 70, shall be enforced.

14. Any beach or river front erosion protection programs necessary for existing waterfront development should be planned to take into consideration adjoining properties as well.

15. Beach nourishment, including the disposal of appropriate dredged materials, should be evaluated as a shoreline erosion control technique in preference to structural protection.

16. 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.

GLOSSARY

(Definitions for Purposes of this Plan)

Accommodate: The ability to adapt to changes which occur; particularly, the ability of the community to meet the needs of the future population.

Accretion: The build-up of land along a beach or shore by the deposition of waterborne or airborne sand, sediment, or other material.

Adversely Affect: Something that is unfavorable in its impact on another individual or on the land.

Anadromous: Oceanic or estuarine fish species that enter fresh water to spawn.

Aquifer: A water-bearing stratum of permeable rock, sand or gravel.

Beach: Gently sloping areas of sand that extend landward from the low water line to a point where there is a definite change in the material type or landform, or to the line of vegetation.

Benthic: Living on or within the bottom sediments in water bodies.

Buffer: A separation between two incompatible uses or a street and adjoining development to reduce negative impacts (such as air, noise, pollution or appearance). The separation may be open space, natural vegetation or a man-made structure.

Buildable Lands: Lands in urban or urbanizable areas that are suitable, available and necessary for residential use.

Cluster: A grouping of development. Specifically, the locations of structures on a given site in one area leaving the remainder of the land in open space.

Compatible: The ability of different uses to exist in harmony with each other. "Making uses compatible with each other" implies site development standards which regulate the impact of a more intensive use on a less intensive one.

Conserve: To manage in a manner which avoids wasteful or destructive uses and provides for future availability.

Cutbanks: River terraces possessing steep slopes and subject to erosion and sloughing. Very active erosion usually occurs where the active flow of the main channel is directed toward the bank.

Density: Low - Up to 4.84 units per net acre (Urban Service Area prior to services).
Medium - 4.84 to 7.26 units per net acre (single family residential, R-1 and R-2).
High - Up to 20 units per net acre (multiple-family residential).

Develop: To bring about growth or availability; to construct or alter a structure, to make a physical change in the use or appearance of land, to divide land into parcels, or to create or terminate rights of access.

Drainageway: The bed and banks of a waterway used to discharge surface waters from a given area. It also includes adjacent areas necessary to preserve and maintain the drainage channel.

Dredged Materials Disposal Site: A site which has been designated for future disposal of dredged material in the Siuslaw Dredged Material Disposal Plan. These sites may not be used for any purpose which would interfere with future dredged disposal needs.

Ensure (Insure): Guarantee; make sure or certain something will happen.

Erosion: The weathering and displacement of rock and so8l by the force of moving water, wind and gravity.

Estuary: A body of water semi-enclosed by land, connected with the open ocean, and within which salt water is usually diluted by freshwater derived from the land. The Estuary includes: (a) Estuarine water; (b) Tidelands; (c) Tidal marshes; and (d) Submerged lands. Estuaries extend upstream to the head of tidewater. (The landward extent of the estuarine management units is the line of non-aquatic vegetation or the mean higher high water line where that line cannot be determined.)

Fill: The placement by man of sand, sediment or other material, usually in submerged lands or wetlands, to create new uplands or raise the elevation of land. Other activities and uses, such as diking, jetties, groins, breakwater (nonfloating) and dredge material disposal (nonflow lane), can also be considered as fill if they: (a) Involve the human placement of materials; and (b) Create new uplands or raise the elevation of land.

Finding: A conclusion reached after examination or investigation of facts. Also, a statement of fact.

Findings of Fact: Related to land use decisions, must include the following: (1) the criteria, policies or standards in the Plan or Ordinance which is applicable; (2) the facts used in making the land use decision; and (3) why the decision will serve the appropriate goals, policies or standards.

Flood (100 Years): A flood with the chance of occurrence of one percent in any given year. This is the flood of major concern in developing the urban form.

Floodplain: All land located within the normal area of the (100 year) flood. The area of shorelands extending inland from the normal yearly maximum stormwater level to the highest expected stormwater level in 100 years, and those lands defined as "Special Flood Hazard Areas" by the Federal Department of Housing and Urban Development.

Florence Area: For the purposes of this Plan, the "Florence Area" includes the City and the area within the Urban Service Boundary.

Florence Area of Interest: That area within which the City has a legitimate interest in land use decisions which may significantly affect the City. This area extends beyond Lily Lake to the north, to approximately River Mile to the east, and south to the boundary of Honeyman State Park. (See map, page 72, in Lane County Coastal Subarea Plan and map on file in City Hall for exact boundaries.)

Groundwater: Water in the zone of saturation beneath the surface of the earth.

Hardpan: A layer of hard soil usually formed by clay particles cemented by iron oxide or calcium carbonate.

Historical Sites: Those designated sites, buildings, structures and artifacts which have a relationship to events or conditions of the human past.

Hydraulic: Relating to the movement or pressure of water.

Hydrologic: Relating to the occurence and properties of water.

Impact: The consequences of a course of action; the effect of a goal, guideline, plan or decision.

Include: To consider as part of a whole. (It is not the intent in this Plan to restrict the meaning or to imply it is all-inclusive.)

Intertidal: Between the levels of mean lower low tide (MLLT) and mean higher high tide (MHHT).

Light Industry: That industrial activity which by its nature does not create noise, odor, or other negative manifestations adversely affecting other properties.

Livability: Those aspects of the community perceived by the City's residents which make Florence a "nice place to live."

Maintain: Support, keep and continue in an existing state or condition without decline.

Management Unit: A distinct geographic area, defined by biophysical characteristics and features, within which particular uses and activities are promoted, encouraged, protected or enhanced, and others are discouraged, restricted, or prohibited.

Mitigate: To provide measures which will enable an estuarine area to develop similar fauna and flora to compensate for areas where intertidal marshes are filled.

Natural Hazard: Land having a natural characteriatic or combination of characteristics which, when developed, could endanger the public health, safety or general welfare.

Natural Resources: Air, land and water and the elements thereof which are valued for their existing and potential usefulness to man.

Open Space: Land used for parks and recreation uses as well as areas used for open areas undeveloped for use. It includes open landscaped areas on the same tract with residential, commercial and industrial development and utility rights-of-way, excluding areas devoted to buildings and automobile circulation. It may also include the open areas on large tracts reserved, but not fully used, for other purposes, such as the airport and golf courses.

Pedestrian Way: A walk or path designed to provide safe, direct, convenient access for pedestrians.

Planning Period: The period from the present to the year 2000.

Performance Standard: A land development regulation tool in which development standards are based upon established criteria related to the effect of the development on the land or on abutting properties.

Pollution: The violation or threatened violation of applicable state or federal environmental quality statutes, rules and standards.

Preserve: To save from change or loss and reserve for a special purpose.

Program: Proposed or desired plan or course of proceedings and actions.

Protect: To save for future intended use or shield from loss or destruction.

Provide: Prepare, plan for, and supply what is needed.

Public: Lands owned by local, state or federal government used for purposes which benefit the public health, safety or general welfare or otherwise service the needs of society.

Public Facilities and Utilities: Refers to key facilities and to appropriate types and levels of the following: fire protection, police protection, schools, sanitary facilities, storm drainage facilities, government administrative services, recreational facilities and services, energy and communications services, and other services deemed necessary by the community for the enjoyment of urban life.

Recreation (High Intensity): Uses specially built facilities, or occurs in such density or form that it requires or results in a modification of the area or resources. Campgrounds, golf courses, public beaches and marinas are examples of high intensity recreation.

Recreation (Low Intensity): Does not require developed facilities and can be accommodated without change to the area of resources, e.g., boating, hunting, hiking, wildlife photography and beach or shore activities can be low intensity recreation.

Residential Area: A given area of the community in which the vastly predominant character is residential. Uses which support residential activity may be permitted as conditional uses in residential areas.

Restore: Revitalizing, returning, or replacing original attributes and amenities, such as natural biological productivity or aesthetic and cultural resources which have been diminished or lost by past alterations, activities or catastrophic events.

Riparian Vegetation: Vegetation situated on the edge of the bank of the river or other body of water which contributes to the water quality by controlling erosion of the banks, and lowering temperature levels of the water.

Salt Marsh: A tidal wetland supporting salt-tolerant vegetation.

Shopping Area, Neighborhood Commercial: A shopping area oriented toward serving a very small residential section. Such areas are typically small and provide a very limited range of functions such as a laundromat or minimart. Because of their location within residential areas, very strict site development standards would be applied to the location of these areas.

Shoreland Area: An identified area, indicated on the Development Map, which border the estuary, ocean or Munsel Lake and for which management units have been established.

Site Investigation: An investigation by a recognized authority or expert to determine the suitability for development and/or to specify the special requirements which must be addressed prior to development. (A specialist or expert for site investigations could be a vegetation specialist, a soil scientist, a geologist or an individual recognized and qualified to condut site evaluations based on overall education, experience and knowledge for the type of condition being evaluated.)

Standards: Requirements, generally expressed in quantifiable terms, which regulate the use of land. Most standards are found in the zoning, subdivision or other implementing ordinances. The requirements must be followed unless the Planning Commission or City Council grants a variance to them.

Structure: Anything constructed or installed or portable, the use of which requires a location on a parcel of land.

Substrate: The medium upon which an organism lives and grows. The surface of the land or bottom of a water body.

Subtidal: Below the level of mean lower low tide (MLLT).

Surface Water: Water above the surface of the earth.

Tidal Marsh: Wetlands from lower high water (LHW) inland to the line of non-aquatic vegetation.

Tsunami: "Tidal" or seismic sea waves produced by submarine earth movement or volcanic eruption.

Upland Areas: Land beyond or inland from land identified as "shorelands." These areas are not adjacent to river or ocean.

Unbuildable: Land which because of its natural character or location is unsuitable for urban development.

Underdeveloped: Land which is not developed to its highest economic potential. Included are lands zoned for apartments which are used for single-family homes, or land zoned for commercial use used for residential purposes.

Urban Land: Those places which are developed to such a degree that urban services are needed. Generally, this includes all lands within the corporate boundaries of the City and land adjacent to that boundary where significant development has taken place.

Urban Service Area: That area outside the City limits and within the Urban Service Boundary.

Urban Services: Those facilities and utilities necessary to permit development at densities greater than one unit per 19,000 square feet.

Urbanizable: Those lands within the urban service boundary which are determined to be necessary and suitable for expansion of the urban area. (See criteria for establishing Urban Service Boundary, page .)

Urbanizing Area: The area within the urban growth boundary which is in the process of being urbanized.

Water-Dependent: A use or activity which can be carried out only on, in or adjacent to water areas because the use requires access to the water body for water borne transportation, recreation or source of water.

Water-Related: Uses which are not directly dependent upon access to a water body, but which provide goods or services that are directly associated with water-dependent land or waterway use, and which, if not located adjacent to water, would result in a public loss of quality in the goods or services offered.

COMPREHENSIVE PLAN

PART II: TECHNICAL REPORT AND FINDINGS

Preliminary Draft
December, 1979

TECHNICAL REPORT AND FINDINGS FOR COMPREHENSIVE PLAN
FOR
THE CITY OF FLORENCE

CITY COUNCIL:

Roger W. McCorkle, Mayor
Wilbur E. Ternyik, Council President
Carolynda M. Erskine
Delbert L. Phelps
Elson C. Shields

PLANNING COMMISSION:

Gregory H. Anderson, Chairman
Clarice M. English, Vice-chairman
Mickey C. Barnum
Gary G. Freshour
Carlos A. Pearson, Jr.
Merlyn R. Shirley
Zane I. Ziemer

CITIZENS' ADVISORY COMMITTEE:

Gordon L. Miller
Louise R. Coopey
Harland C. Ivie
Mavis L. Shortlidge
Edward D. Hagle

Published by the City of Florence
(with the cooperation and assistance of the Lane Council of Government)

Acknowledgement - Prepared by the City of Florence Planning Commission and the staff of the City of Florence. The preparation of the Plan was financed in part through a Planning Assistance Grant under the Coastal Zone Management Act of 1972, administered by the Office of Coastal Zone Management of the National Oceanic and Atmospheric Administration. The preparation of the maps included in this Plan was financed in part through a Comprehensive Planning Grant from the Department of Housing and Urban Development, under the provisions of Section 701 of the Housing Act of 1954, as amended.

TABLE OF CONTENTS

FOREWORD

The technical report is adopted as part of the Comprehensive Plan for the City of Florence. The organization of the doucment parallels that of the Comprehensive Plan. Background Information and findings are included which form the basis for the goals, objectives and policies in the plan.

BACKGROUND INFORMATION AND INVENTORIES

The findings which are contained in this report are based upon citizen input as well as detailed studies of the community and its land use patterns, population trends and characteristics, housing characteristics, natural character of the land, public facilities and utilities, transportation, and open space and recreation needs. The studies listed in the Supporting Documents and Reference Materials (appendix) form a large portion of the inventory and background information of this plan.

A glossary of terms may be found in the Comprehensive Plan.

A. AGENCY COORDINATION

The following agencies or jurisdictions have been contacted for assistance and/or review of the Plan:

1. All local Districts and Municipalities - (including Dunes City).

2. Lane County, L-COG and Lane County Boundary Commission.

3. The State of Oregon, Departments of Energy, Fish and Wildlife, Land Conservation and Development, State Land Board, Water Resource, Transportation Parks Branch, Environmental Quality, Geology and Mineral Industries, Soil and Water Conservation, Economic Development, Historic Preservation Office, Housing Division, and Emergency Services Division.

4. Federal Agencies: U.S. Forest Service, Department of Agriculture, Bureau of Land Management, Department of Interior, U.S. Corps of Engineers, U.S. Soil Conservation Service, U.S. Fish and Wildlife Service, Farmers Home Administration, U.S. Department of Housing and Urban Development and U.S. Marine Fisheries.

While certain agencies have been involved during the planning process, others have only supplied data. All agencies have been given the opportunity to review and comment on the draft Comprehensive Plan.

The City is a member of the following organizations and associations: L-COG, Lane Economic Improvement Association, Oregon Coastal Zone Management Association, the local Chamber of Commerce and the Home Builders Association.

B. IMPLEMENTATION

Among the various measures which the City will use to implement this plan are enforcement or implementation of the following:

- Zoning Ordinance (including PUD's and Mobile Homes)
- Subdivision Ordinance
- Design Review Ordinance
- Building, fire, plumbing, and electrical codes
- Parking Ordinance
- Sign Ordinance
- Joint City/County Management Agreement for the Urban Service Area
- Planning Commission with review and approval powers over land use activities (advisory to the City Council)
- Citizen Involvement Program
- The Design Review Board (review and approval powers over design of proposed development)
- Systems Enlargement Fees
- Local Improvement Districts
- Industrial performance standards
- Housing assistance programs
- Capital Improvement program and annual budgeting process
- Site Investigation Reports
- Coordination with other agencies, especially through L-COG, for: (1) allocation of discretionary Community Development Block Grant funds; and (2) Allocation of assisted housing through HAP and areawide HOP
- A-95 clearinghouse activities through L-COG
- Annexation policies
- Public Facilities plans
- HUD Flood Insurance Program
- Plan for park acquisition and development
- Implementation of the Airport Master Plan
- Support of highway improvement programs
- Support of Port of Siuslaw's efforts for economic development
- Review and update of Comprehensive Plan
- State and Federal permit review

C. DESCRIPTION

Florence, population 3,900, is located at the western end of Lane County. It is nearly equidistant from the Washington and California borders of Oregon. Because it is the major commercial center west of the Coast Range in the County, it serves a community much larger than the immediate surroundings. It is located at the intersection of Highways 101 and 126.

Timber, tourism, recreation, fishing and retirement comprise the main economic enterprises in the community. The valleys of western Lane County support dairy and cattle farms. Other areas of concentrated population west of the Coast Range include Dunes City, Mapleton, Cushman, Heceta Beach and the areas surrounding several of the lakes. Florence is located 59 miles west of the metropolitan area of Eugene-Springfield.

The geographic setting of Florence is characterized as a low, sandy area located at the mouth of the Siuslaw River. The natural vegetation consists primarily of shorepine, salal, wax myrtle, huckleberry, rhododendrons and scotch broom.

The governing body is made up of a mayor and four council members. The City has a mayor/council/city manager form of government.

City Assessed Valuation

1976 - $33 million
1977 - $48 million
1978 - $60 million

Family Income Profile

The median household income was $7,092 in 1976 for the Coastal subarea of Lane County, or $2,472 less than the County median (from Lane County Housing Market Analysis).

D. POPULATION

Any analysis of the population figures to arrive at projected needs for facilities, services or land use needs should take into account the significance of added "part time" resident population associated with summer or second homes and the large "transient" population generally associated with summer or weekend recreation on the coast.

The July 1, 1978, population estimate of the City of Florence was 3,900 and there were 1,856 registered voters. This figure is considered to be very conservative when the building permits for the last five years are taken into account and the figure is compared against those increases shown in public utility connections within Florence.

In 1978, there were 1,955 electrical connections within the City and 565 within the Urban Service Area. The Telephone Company connections gained at the rate of 12 percent during the first nine months of 1977. The PUD reported a 5.1 percent gain during the period from September, 1976, to September, 1977.

The population growth of Florence since the turn of the century is shown in the table below.

POPULATION FOR CITY OF FLORENCE

1910 -	311
1920 -	317
1930 -	338
1940 -	458
1950 -	1,026
1960 -	1,642
1970 -	2,193
1975 -	3,100
1978 -	3,900

Sources: U.S. Census, Portland State University Center for Population Research.

Permanent Residents

From 1970 to 1978 population increase was 1,707 people. This was an increase of 213 people per year or 9.73 percent of the 1970 population. Applying this annual increase to the 30 years from 1970 to 2000 yields a population increase of 6,401 people for the City.

A second component of population increase is the community of Heceta Beach and the remainder of the unincorporated area within the Urban Service Boundary. The 1976 lands use survey show 451 single family

units in this area. Applying the current persons per household (2.81) and the same growth rate, 9.73 percent, yields an estimated base year population of 803 people and a 30 year population increase of 2,344 people. It is inteded, of course, that over the planning period, the area within the County will be annexed into the City.

The table below shows projected population for the planning period. The column titled "Total Permanent Population" is the sum of the two components of increase discussed above. The total population within the Urban Service Boundary (both City and Unincorporated area) provides the base population for projecting growth at the rate of 9.73 percent.

Part-Time Residents

Part-time residents are people with second homes or recreational lots but have a permanent home elsewhere. While these people may spend little time in Florence, they do have an impact on land use. Second homes and recreational subdivision require land and services just as full-time residence do. Very often second homes or vacation lots are converted to permanent residences when the owner retires or wants to sell for a profit.

The second home population was estimated for the City of Florence only since second homes here unavailably included in the 451 homes counted in the unincorporated area. The method used was to compare the population projected by multiplying the number of housing units for 1976 by the persons per household (2.81). This projected population was compared with the actual 1976 permanent population. The difference between the two was the part-time (second home) population.

1976 projected population (1,418 units times 2.81)	equals	3,985
1976 permanent population (from the table below)	minus	3,279
difference - second home population		706

The recreational lot population could not be estimated directly. There are literally hundreds of small lots in the area without homes. In addition there is at least one planned unit development which was developed specifically for this purpose. The assumption was made that an equal number of people have recreational lots as have second homes. This is a conservative assumption. Since more people can afford just a lot rather than a lot with a second home.

Popluaton Projection to the Year 2000

	FULL-TIME RESIDENTS			PART-TIME RESIDENTS		
Year	City of Florence	Unincorporated Area Within USB	Sub-Total	Second Home Population	Vacation Lot Population	Sub-Total
1970	2,193	803	2,996	446	446	892
1975	3,100	1,194	4,294	663	663	1,326
1976	3,279	1,271	4,584	706	706	1,412
1978	3,900	1,417	5,317	793	793	1,586
Change '70 to '78	1,707	614	2,321	347	347	694
Yearly change	213.4	76.8	290	43.3	43.3	86.6
Percent	9.73%	9.73%	9.73%	9.73%	9.73%	9.73%
30 year increase	6,401	2,344	8,745	1,300	1,300	2,600
Plus 70 population	2,193	803	2,996	446	446	892
2000	8,594	3,147	11,741	1,746	1,746	3,492
1976 to 2000 increase	5,315	1,876	7,191	1,040	1,040	2,080

Persons Per Households

1975	2.84
1976	2.81
1979	2.71
1980	2.61
2000	2.35

Source: L-COG "Population, Households and Employment" City and County factors are projected to be the same.

Summary:

Population has been projected on a straight line basis at the historical rate of 9.73%. Historical population estimates are from the U.S. Census and Portland State University. The 1978 figure is the latest one used because there have been revisions to the 1979 figure and a final one is not available. Land use and housing data provided by Lane Council of Governments was used to project components of population which were not directly available.

For the Year 2,000:

- permanent population will be 11,741
- permanent plus second home population will be 13,487
- all permanent plus part-time population will be 15,233

I. QUALITY OF LIFE

According to the Florence survey, the City residents consider Florence a "good place to live" and most plan to remain. The sentiment is strong to preserve the quality of life which is presently enjoyed. Those who have chosen this community as their home place great value on preserving those features such as "small town atmosphere," and the natural beauty of the area, as well as conserving the land, water and physical features which make this town unique. At the same time, the community is aware of the need to create a stronger economy with more employment opportunities to make it possible for them to remain here and enjoy a good life.

Although the physical environment is harsh in some respects (heavy rainfall, fragile soil covering for the vegetation, heavy summer and winter winds, and an abundance of sand), the Florence people see these physical obstacles as challenges which can be met with wisdom and perseverance.

These obstacles have other qualities which brought many of the newer residents to the Florence area and are the reasons the "old timers" have chosen to remain. The heavy rainfall contributes to the lush vegetation and beautiful forests that surround the City and provide employment for so many; the climate is temperate; the fragile soil covering produces magnificent rhododendron plants in whose honor the City has held a festival each spring for the past 72 years. The winter winds bring in the Japanese floats and driftwood for collectors and the beauty of a changing sand dune is not reserved for tourist eyes alone. It is difficult to find a compensating factor for the summer winds; but then no place is perfect!

II. Citizen Involvement

The citizen involvement program was accepted by the Department of Land Conservation and Development in December of 1977. The Program is reviewed annually in July.

The Citizen Advisory Committee (CAC) has been active in meeting with local organizations and in soliciting their support and interest in the process of bringing the City's Comprehensive Plan into conformance with the Statewide goals. Twenty-six local organizations allowed the committee members the opportunity to speak before their membership. Several groups had a speaker more than once. Excellent news coverage was provided the committee. A poster contest was sponsored in the Middle School which was entitled "Florence in the Year 2000." The posters were then displayed by local merchants.

Functional groups were established (outside of the CAC membership) to study specific LCDC Goals. The economic development group assisted in the development of a series of meetings with representatives from business and government, and local citizens. These meetings were organized into "structured brainstorming sessions," with the assistance of a representative from the Department of Economic Development. Position papers covering economic development in the fishing, lumber and tourism industries as well as industrial development potential were prepared as a result of those sessions.

The CAC has held weekly and then bi-weekly meetings since their inception. The members of the CAC also participated in the Comprehensive Plan Review Committee which consisted of the City Council members, Planning Commission members and the CAC. This group reviewed the "discussion draft" of the comprehensive plan. A staff member met regularly with the CAC and informed them on the issues which had to be addressed in the preparation of the comprehensive plan.

The original Siuslaw Estuary Planning Task Force was composed of many citizens as well as representatives of resource agencies and local governments.

A community attitude survey was distributed to all residents and businesses along with their water bills in October of 1978. The survey forms were also made available to residents within the Urban Service Area. There were 584 forms returned. A summary of the returns from the City residents is included.

The City Council, Planning Commission, CAC and City staff reviewed the questions prior to printing the form. A high school social studies class, along with members of the Citizen Advisory Committee, assisted in the compilation, publicity, distribution, collection and tabulation of the survey. Printing and postage costs were minimal. The number of forms returned is estimated to cover over 30 percent of the households in the City.

Over 100 persons assisted in the preparation of the previous Comprehensive Plan which was adopted December 15, 1975.

III. Housing

Florence has a variety of housing types which reflect the City's position as Lane County's major coastal city and only port. The city houses those people and their families who work in retail commerce and services, the fishing industry, and the tourist industry. Retirees make up a large population; approximately 18 percent of all households are low income elderly. Almost all of the female-headed households requiring assistance are elderly. No minority households requiring assistance have been counted.

The City of Florence is also a bedroom community for several mills located near Cushman, Mapleton and Gardiner. Only 65 percent of the workforce residing in the City works in the City according to the recent citizen survey. For example, approximately 40 percent of the employees at the International Paper Company in Gardiner live in Florence; the recent announcement of 250 new positions at the plant indicates that the City may have to accommodate 100 new residents.

Citizen attitudes toward housing types were shown in the recent citizen survey. Of the people responding, 69 percent said they lived in a single family home but only 52 percent said they preferred a single family home. Twenty-two percent said they lived in a mobile home and 33 percent said they would prefer a mobile home. Seven percent said they lived in an apartment and 12 percent said they would prefer an apartment.

While the citizen survey was not a scientific sample, it was answered by almost 30 percent of the households in the City. The survey shows a desire on the part of the citizens of Florence for a variety of housing types. The existing housing listed below shows that, in fact, the percentage of mobile homes and apartments to the total housing stock has increased since 1970.

EXISTING AND PROJECTED HOUSING

Estimated Number of Units

The total population requiring housing is the permanent plus second home population, or 13,487 (See Section D). Dividing the population by the persons per household projected for the year 2000 (13,487 divided by 2.35) equals 5,739. Adding a two percent vacancy factor equals 5,854 units.

Housing Mix:

The table below shows the historical and predicted housing mix. The future housing mix is assumed to stay at the 1979 ratio.

	1970	1975	1976	1979	2000
Single Family	83%	63%	61%	55.5%	56%
Mobile Home	5%	18%	21%	28.4%	28%
Multi-Family	12%	19%	18%	16.1%	16%

Source: Historical percentages from 1970 Census, updated with building permit data. See table below "Estimated Number of Housing Units."

The above percentages were applied to the projected number of housing units (5,854) to estimate number of units by type.

ESTIMATED NUMBER OF HOUSING UNITS

Type	1970[1]	1975[2]	1976[2]	1979[2]	2000	Projected Increase 1976-2000
Single Family Homes	678	891	862	1,055	3,278	2,416
Mobile Homes	42	255	298	539	1,639	1,341
Multi-Family Units	93	260	258	307	937	677
TOTAL	813	1,406	1,418	1,901	5,854	4,436

[1]From 1970 Census, First County Summary Tape, Tabulation #27

[2]Estimate from building permit data

HOUSING CONDITION

Lane County appraises all one, two, three and four-unit structures (except mobile homes) at least once every six years. During this process, the appraiser fills out a Residential Appraisal Characteristics (RAC) data sheet on each dwelling appraised. Physical condition of the dwelling is one of many variables on the RAC sheet. The instructions to the appraiser on how to rate condition are as follows:

1. (Very poor) means worn out. Every normal repair and overhaul is needed on painted surfaces, roofing, plumbing, heating, etc. Found only in extraordinary circumstances.

2. (Poor) means badly worn. Much repair is needed. Many items need refinishing or overhauling.

3. (Fair) means evidence of deferred maintenance in that minor repairs and refinishing are needed.

4. (Average) means no obvious maintenance required, but neither is everything new.

5. (Good) means everything well-maintained, items having been overhauled and repaired as soon as they showed signs of wear.

6. (Excellent) means everything that can normally be repaired or refinished has just been fixed, such as new roofing, new paint, furnace overhauled, etc.

In the above rating system, ratings 1, 2 and 3 are judged to be substandard and ratings 2 and 3 are judged to be suitable for rehabilitation.

Of 890 dwellings appraised the ratings were as follows:

		Number	Percent
1.	Very Poor	24	0
2.	Poor	24	3
3.	Fair	219	25
4.	Average	400	45
5.	Good	134	15
6.	Excellent	113	12

According to the 1976 Florence Housing Assistance Plan, the City has 250 substandard units; this amounts to approximately 17 percent of the existing housing stock. All of these units are suitable for rehabilitation.

Owner Occupied	148
Renter Occupied	85
Vacant, but available	8
Seasonal and other vacant (not available)	9
TOTAL substandard	250

Several programs listed at the end of this section can assist the property owners in the rehabilitation of these units.

VACANCY RATES

Vacant houses and apartments are needed to provide a choice of location and price ranges to housing consumers. If there are few vacancies, prices tend to rise. "Desirable" vacancy rates, according to the U.S. Department of Housing and Urban Development, Economic and Marketing Analysis Division are listed on the following page:

RANGE OF DESIRABLE VACANCY RATES

Tenure	5% or More Rapid Growth	1% to 5% Moderate Growth	Less than 17% Slow Growth
Owner-occupied	1½ - 2%	1 - 1½%	Less than 1%
Renter-occupied	6 - 8%	4 - 6 %	Less than 4%

The Florence Housing Assistance Plan estimates vacancy rates of 1.6 percent for owner occupied units and 7.0 percent for rental units. These figures were estimated from the 1960 and 1970 Census and the yearly Postal Vacancy Surveys.

These rates are within the recommended ranges for a rapidly growing community. Further breakdown of vacancy rates by rent and cost level are not available. The vacancy data indicates that on an aggregate basis, growth in housing supply is keeping pace with housing demands.

LOW INCOME HOUSEHOLDS

The Florence Housing Assistance Plan (1976) inventories the number and type of low income households in Florence. This data is included in the appendix.

INCOME AND HOUSING COST

The need for more units in varying price ranges can be estimated through a housing gap analysis. The gap is the difference between supply and demand. Supply is the distribution of units available at various levels of cost (monthly payment or rent). Demand for housing at various levels of cost is determined from the assumption that households can spend up to 25 percent of their income for housing.

In the tables below, percentages are used rather than numbers of units/ households because the data is from a sample survey. Data for rentals and owner occupied housing is shown separately.

GAP ANALYSIS: RENTALS

Monthly Housing cost $	Monthly Income $	Supply (% of Units)	Demand (% of Households)
0 - 74	0 - 299	0	12
75 - 149	300 - 599	50	50
150 - 225	600 - 899	31	19
226 - 300	900 -1199	6	6
300 +	1200 +	13	13
		100%	100%

The gap analysis above indicates that there is an adequate supply of housing for all but the lowest income level. Since it is unlikely that the private market can supply housing at rents less than $75 per month, programs such as HUD Section 8 rental assistance or FmHA Section 515 might be appropriate (see on the following page).

GAP ANALYSIS: OWNER OCCUPIED

Monthly Housing cost $	Monthly Income $	Supply (% of Units)	Demand (% of Households)
0 - 74	0 - 299	11	7
75 - 149	300 - 599	27	21
150 - 225	600 - 899	31	28
226 - 300	900 -1199	21	23
300 +	1200 +	10	21
		100%	100%

The table above does not show a need for additional low cost owner-occupied housing. However, this does not take into consideration that many low/moderate income renters might want to buy a home if such units were made available through the FmHA Section 502 program, for example.

HOUSING PROGRAMS

The following County, State and Federal programs are available to help meet housing needs in Florence. It is recognized that some of the programs may not be applicable to the City of Florence and that government programs cannot do the job alone. The initiative of the individual property owner and the private business sector will be needed to provide a majority of the needed housing units in the next twenty years.

County Programs: The City of Florence can assist qualifying property owners in making needed improvements by informing them of the home repair and weatherization program being administered by Lane County through Human Resource Center, Courthouse, Florence, Oregon, 997-8217. A brief summary of the two elements in the program follows:

Weatherization Program: Provides assistance including new or additional attic insulation; weather stripping of doors and windows; storm doors and windows; threshold repair or replacement; replacement of broken glass; reputty sashes; repair or caulk walls and ceilings; repair floors to stop air infiltration; roof repair or replacement; reduce under-house air circulation. Those eligible are owner-occupants of a home located anywhere in Lane County which does not exceed a 1975 assessment value of $15,000, and whose gross family income of all persons 18 and over fits within the income limits of the program.

Home Repair Program: Provides assistance with the cost of labor and materials up to $500 for minor structural repairs, minor electrical, plumbing and heating repairs, modification of home for occupancy by disabled persons, and providing and installing smoke detection devices. Applicants who are the owner-occupant of a house located within Lane County outside the corporate limits of the cities of Eugene and Springfield and not exceeding a 1975 assessment value of $15,000, and whose income limits of this program can qualify for assistance. However the following costs may be deducted when determining income: (1) extraordinary medical expenses which are required on a continuing basis and (2) child care expenses necessary to permit employment of a member of the household.

In addition, the City of Florence should encourage Lane County, as a jurisdiction best suited to realize economies of scale in program administration, to initiate a major rehabilitation program in Lane County and all of the small cities, which would first be directed at those dwelling units in most need of repair.

State Programs: Several State programs are available to help lower income households. These are summarized below.

1. 1973 Revenue Bonding Programs - The State Housing Division provides long-term financing for construction or substantial rehabilitation of housing for lower income households. This program is used in combination with the Federal Section 8, Rent Subsidy Program.

2. State Homeowners Program - Low interest loans are provided to moderate income persons for the purpose of buying a home.
3. Homeowner and Renter Property Tax Refund Program -This program allows a partial refund of property taxes for low and moderate income owner and renter households.

4. Elderly Rental Assistance Program - This program provides monthly payments to qualified elderly persons.

5. Repair Incentive/Deferred Maintenance - This program allows homeowners to make specific repairs to their homes without increasing their property taxes.

6. Rental Rehabilitation/Tax Exemption - This program allows owners of substandard rental units built over 25 years ago to defer for five years the increased taxes that result from the rehabilitation of the structure.

7. Elderly Housing Development - Rent subsidies for low income elderly are provided through tax exemptions on new construction. The developer is given total exemption on a housing project in exchange for reduced rents on 40 percent of the units.

8. Residential Use Tax Deferral - Owners of single family residences on land zoned for a higher use can defer a portion of their taxes indefinitely.

9. Deferred Collections of Property Taxes for the Elderly - Taxes can be deferred by an elderly person until the property changes ownership.

Federal Programs: Assistance programs available through the Farmer's Home Administration (FmHA) should be publicized by the City. These programs include FmHA 502, Rural Housing Loans which are intended to assist rural nonfarm and farm citizens obtain decent, safe and sanitary dwellings. FmHA 502 loans bring homeownership opportunities to those who could not otherwise afford these; FmHA acts as a lender of last resort. FmHA 504 Rural Home Repair Loans, are intended to assist low income rural homeowners, including those on leasehold lands, to make repairs and improvements which will make their dwellings safe and sanitary by removing hazards to the health of the occupants. However, the dwelling does not necessarily have to be brought up to minimum property standards. To qualify for a FmHA 504 loan, an applicant must: (a) own and occupy a dwelling located in a rural area; (b) be without sufficient income to qualify for a Section 502 Rural Housing Loan and have no reasonable prospect of increasing income; (c) have sufficient income including any welfare payments to repay the loan; and (d) need to make repairs and improvements to the dwelling in order to make it safe and sanitary and remove hazards to the health of the applicant, family or community. FmHA 515, Rural Rental Housing Loans, are intended to provide economically designed and constructed rental housing for low to moderate income families and senior citizens. The units are to be developed, purchased, owned and operated by eligible borrowers including individuals, public or private nonprofit corporations, a public body, a consumer cooperative, a profit corporation, or an individual or organization operating on a limited profit, partnership or limited partnership basis.

HUD provides housing assistance payments to qualified households through its Section 8 programs. Low income households paying more than 25 percent of their income in rent can qualify for rent subsidies. Federal money must be allocated to specific rental units on a long term basis before individual households can obtain this assistance. To be accepted as an apartment development, units are usually built specifically for this program.

PROGRAM APPLICABILITY TO HOUSING PROBLEMS

Rehabilitation or improvement of substandard owner-occupied units

- County Weatherization Program - (low-income, assessed value less than $15,000)
- Home Repair Program - (low-income, assessed value less than $15,000).
- State Repair Incentive/Deferral of Taxes for Maintenance
- FmHA 504 Rural Home Repair Loans

Rehabilitation or improvement of substandard rental units

- State Revenue Bonding Program (Rehabilitation Project)
- State Rental Rehabilitation/Tax Exemption

Low-Income Elderly

- State Elderly Rental Assistance Program
- State Elderly Housing Development
- State Deferred Collections of Property Taxes

All low income and moderate income (including elderly, handicapped, female-headed households, other families)

- State Property Tax Refund Program (low and moderate income)
- State Homeowner's Program (moderate income)
- Federal Section 8 Rent Subsidy (low income)
- FmHA Rural Housing Loans (low and moderate income)
- FmHA Rural Rental Housing Loan (low and moderate income)

Assisted Rentals for low income

- State Revenue Bonding Program
- FmHA Rural Rental Program
- HUD Section 8 Program

The City of Florence Housing Assistance Plan calls for construction of new houses and rental units through FmHA programs. It should be noted that while the terms on FmHA loans are very favorable compared with other sources, the availability of funds for FmHA Loans is very limited. The State Revenue Bonding program should not be overlooked as a source of funds for rentals when FmHA money is not available. The above program is likely to be used in combination with the HUD Section 8, Rent Subsidy Program.

The City intends to subdivide an eight acre parcel immediately adjacent to and directly west of Casa Del Mar Subdivision on the south side of 35th Street. The purpose of the subdivision is to provide an area for low-cost, single-family housing. The City is to receive financing through a Community Development Block Grant Fund to fully improve the subdivision with paved streets, vertical curb and gutter, sidewalks, water, sewer, and storm drainage. Farmers Home Loan Administration is expected to provide financing to applicants who can qualify. The subdivision will accommodate 32 low-income houses.

IV. Economic Development

Florence's economy is based on tourism and recreation, commercial fishing, retirement, and several mills located outside of the City. Also, the City serves as a commercial center for coastal Lane County.

Industry: At the present time there is little significant industry within the City of Florence. Many residents work in plants located outside the City. The Murphy Veneer Plant at Cushman, the Davidson Industries and Champion International mills near Mapleton, and the International Paper Company mill at Gardiner employ most of the City's millworkers. Several small mills on the North Fork of the Siuslaw and on the Siuslaw River employ small numbers.

Recognizing the seasonal nature of its economy, the City is attempting to diversify. The City is developing a 10 acre industrial park at the Florence Airport. A Community Development Block Grant of $30,000 is designated for use to extend water and sewer lines and extend a street through the industrial park property. Sites will be sold for light industries with preference given to those who will provide the most jobs.

The City needs an industrial tax base as well as a wider variety of employment opportunities. To encourage the development of more industry in Florence, a choice of sites is provided in this Plan. Also, extra acreage needs to be provided because of erosion and drainage problems which limits development in many areas, as shown by the Soil Conservation Scenic Maps. A description of the industrial areas designated in this Plan along with an estimate of the buildable area is shown below. The following descriptions refer to areas shown on the "Land Use" map.

Airport Sites: North and Northeast of the airport is an area of approximately 65 acres. All of this area consists of Yaqhina Soils which has drainage problems and requires a site investigation report.

Southeast of the airport is an area of approximately 18 acres, ten acres of which is being developed as a light industrial park by the City. This area also consists of Yaqhina soils.

Southwest of the airport is an area of approximately 32 acres, approximately half of which has slopes greater than 12 percent.

West of the airport is an area of approximately 40 acres. This site is now a solid waste landfill site owned by Lane County. This area is designated industrial, although it is recognized that it may not be available for other uses (than a landfill site) during the planning period.

North Florence: This area, which is north of Munsel Lake road, encompasses approximately 120 acres. About half of this area has slopes over 12 percent or drainage problems.

North Fork Site: This area, which is west of North Fork Road and north of Highway 126, is approximately 160 acres. This site includes slopes over 12 percent, the eastern edge of a large dune (which is advancing) and a possible marsh. The buildable area, which includes area on the open dune is approximately 90 acres.

INDUSTRIAL AREA

Site	Approximate Acreage	Problems	Buildable Area
Airport			
North/Northwest	65	Drainage	Unknown
Southeast	18	Drainage	10
Southwest	32	Slope	16
West	35	Landfill site	Not available
Subtotal	150		26
North Florence	120	Slope, drainage	60
North Fork Site	160	Slope	90
Total	430		176

Although industrial acreage in excess of the projected need has been designated (see Land Use Industrial), a majority of the designated area has development constraints. The estimated buildable area of approximately 176 acres has been provided to allow some choice of sites to potential industry. Essentially, this Plan provides two large areas, North Florence and North Fork, and four smaller areas adjacent to the airport.

Commercial Fishing: The importance and potential of Florence's fishing industry is discussed in Appendix __, "Fishing Industry Position Paper." In general, the success of the three aquaculture operations and the improvement of the Siuslaw jetty would lead to a considerable expansion of this industry in Florence. The paper includes:

> Some of the facilities that would be expected and needed to locate in the area and on the river to accommodate the industry are: an ice plant, cold storage facilities, moorage for large vessels, processing facilities (and/or buying stations) which could employ 75 to 100 people, a full-time Highway 101 bridge tender, gear storage areas, net shops, boat repair and servicing and an additional supply of water if shrimp processing were considered.

The proposed jetty extension (see below) is considered essential to the future growth of the commercial fishing and ralated industries as well as recreational fishing and barge traffic on the river.

Retirement: A significant proportion of Florence's population, ___ percent, is retired people. They come here because of the pleasant environment and the recreation opportunities. Retired people have savings, retirement, social security, investments and other sources of income which they spend in the local economy.

Retirement as an "industry" is non-polluting and not dependent on raw materials or markets. As long as the high quality of the natural and man-made environment is preserved, the number of retired people can be expected to increase. The retirement community adds economic stability to Florence, which helps to offset the seasonal nature of the other prime sources of income (forestry, tourism, and fishing).

Recreation and Tourism: The principal attractions of the Florence area for recreation and tourism are: Fishing, boating, swimming, camping, the natural landscape (beaches, dunes, forests, river, and ocean), wildlife, and the City of Florence itself. Honeyman State Park and the Dunes National Recreation Area attract thousands of visitors to the area each year.

Florence has a wide variety of commercial establishments which serve visitors as well as the resident population. These include:

- 26 restaurants
- 7 motels
- 2 marinas
- 6 grocery and health food stores
- 7 antique, art galleries and book stores
- 16 florist, gift, craft stores

In addition, several recreational vehicle and mobile home subdivisions, parks, and PUD's have been built which cater to the second home and recreational market.

MATERIALS AND ENERGY

Florence has no special advantage with respect to raw materials or supply of energy. Timber is the major raw material in the area. Mills tend to locate outside the City where shipment in and out of the plant is easiest. Douglas fir is used almost exclusively for dimensional lumber and plywood. There is known potential for other wood products manufacturing, including further processing of wood by-products and hardwoods.

LABOR MARKET

As noted above, the City of Florence does provide a labor pool for several of the mills in the area. As the largest City in Coastal Lane County, Florence is able to provide the services and amenities of a small city. Also, Florence has sufficient buildable land to accommodate these people and their homes.

The unemployment caseload at the State Department of Unemployment in Florence ranged from 131 to 290 people in 1977, and 55 to 286 people in 1978. The overall unemployment rate in 1978 was compared with statewide. The City of Florence recognizes the need to develop a larger and more diverse economic base to provide more stable employment opportunities. To do this, land should be set aside for future industrial use and all segments of the City's economy should be encouraged.

TRANSPORTATION

Roads: Florence is located on Highway 101, the coast highway. Highway 126 provides a connection to I-5 and Eugene. Greyhound Bus Company, a motor transport company, and a taxi company service the City.

Railroads: The Southern Pacific Railroad has a line which runs from Eugene to Cushman, several miles east of Florence, and then South to Reedsport. The railroad is essential to the major mills in the area to transport their finished products to market.

Airport: The City has an airport which is suitable for light planes, executive, and small utility aircraft. Since Florence is somewhat distant from Oregon's population center, the airport is a definite asset to local business people. An expansion of the current runway is planned.

Port: The Siuslaw River and its port facilities are probably the single most important reason for the existence of Florence. The port provides moorage, launching, storage and other services for recreational and commercial fishing boats. The port and the related "old town" waterfront district draw tourist and recreational business to the City.

The maintenance and improvement of the river channel and the jettys are essential to the continued health and future growth of the port. The Siuslaw estuary is classified as a "shallow draft development estuary." As such, it requires periodic dredging to maintain a navigable channel and a turn-around basin at Florence. The frequently rough bar conditions at the river mouth have been a detriment to the port and have led to the loss of commercial fishing to other ports over the years. In 1978, Lane County licensed 248 commercial fishing boats (12 percent of all commercial boats in the State), but the port landed only one percent of the State's catch.

The Port of Siuslaw and the Army Corps of Engineers have proposed a jetty extension project which would prevent the current buildup of bar sand at the rivermouth. The jetty improvements are the key to the growth of the commercial and recreational fishing industry in Florence along with the possible location of fish processing and other related industries in Florence. Demand for land which is in close proximity to deep water and is close to land transportation routes is expected to increase dramatically when the jetty extension project is completed.

At least one mill uses sea-going barges as an alternative and supplement to rail transportation. Since barge transportation is the cheapest and most energy efficient form of transportation, there is a potential for an increase of such traffic on the river. The possibility exists for the future development of a trans-shipment point from barge to rail transport. Returning barges, which now come back empty after delivering lumber to other ports could bring back raw materials or partially processed materials for an industrial plant located at the trans-shipment point. The possibility for warehousing or storage in conjunction with such a facility is also possible.

The Port of Siuslaw is at a threshold of future growth and development. The completion of the jetty extension will open up many new possibilities (listed above and in the appendix) which will benefit Florence and the economy of the State.

MARKET FORCES

The City of Florence exists because of its proximity to fishery and timber resurces and its river port facilities. The unique beauty and recreational opportunities attract people for recreation, tourism and retirement.

RESOURCES

As stated above, the Florence area's fishery, timber, and scenic resources are essential to the City's economy and contribute to the economy of the State. In large part, these resources are located outside the City or, its potential area of growth. The nine square miles, which represent the maximum area of growth for the next twenty years, are small when compared to the large resource areas on the Oregon Coast. It is proper then that within Florence's Urban Service Area, urban development has the higher priority while outside this urban area, conservation and protection of resources should have the higher priority.

In some areas, especially the estuary and shorelands, there will be conflicts between development needs and preservation of resources. This Plan has attempted to strike an appropriate balance between the two.

LAND AVAILABILITY

The City of Florence recognizes the need to reserve land for future industrial development. Specifically needs have been identified for: industrial land in conjunction with port facilities which would be used for water-dependent and water-related industries; land for light industry to help diversify the economy; and other land for industrial use. (See Land Use-Industrial.)

POLLUTION CONTROL

At present there are no significant problems with industrial air, water, or noise pollution in Florence. The maintenance of a high quality environment is essential to protect the fishery resource of the Siuslaw estuary, recreation and tourism, and the retirement community. All of these essential parts of Florence's economy and its contribution to the economy of the State depend on pollution control. Also, the protection of the dunal aquifer and coastal lakes which supply the domestic water for the City is essential.

The City's zoning ordinance provides that any industrial use which would be "hazardous, obnoxious, offensive or unsightly by reason of emission of odor, sound, vibration, radioactivity, electrical interference, flare, liquid or solid wastes, smoke or other air pollutants" is a conditional use. Conditions for approval would be compliance with State and Federal laws, and establishment of appropriate setbacks, buffers.

FLORENCE'S ECONOMIC DEVELOPMENT PROGRAM

The City has taken an activist role in economic development.

1. The City is working with the Port of Siuslaw to plan and develop the area's marine potentials. The City is working with the port to plan for dredge spoil disposal and jetty extension, and land for port expansion.

2. The City is developing some of its own land for industrial use, allocating Community Development Block Grants for site improvements.

3. The City has hired a consultant to develop an airport master plan, and has planned for airport expansion.

4. The City has joined the Lane County Economic Improvement Commission, which acts to review and prioritize economic development projects for possible funding by the Economic Development Administration.

5. The City has allocated additional land for industrial use.

V. Recreation

REGIONAL FACILITIES

The Florence area abounds in recreational and outdoor sports opportunities.

Campgrounds:

- Dunes National Recreation Area - 12 campgrounds with capacity for 1,000 persons
- Sutton Lake (Forest Service)
- Harbor Vista County Park - 38 campsites
- Honeyman State Park - 400 campsites
- Carl G. Washburn State Park - 58 campsites

Boat Launching:

The following lakes have boat launching sites:

- Mercer Lake - county (2)
- Munsel Lake - county
- Woahink Lake - state (2)
- Cleawox Lake - state
- Sutton Lake - Siuslaw National Forest
- Siltcoos Lake - County (3), private (4)

The following is a list of public and private boat launching sites on the north shore of the Siuslaw River:

- Siuslaw Pacific Moorage, River Mile 5
- Bay Bridge Marina, River Mile 4.8
- Holiday Marina, River Mile 5.4
- Waterland Marina, River Mile 5.4
- Houghton Landing, North Fork
- Bender Landing, North Fork
- Midway Dock Landing, River Mile 10.8
- Proposed Harbor of Refuge, River Mile 0.5

Shore Fishing:

Among the areas of public access which provide opportunities for fishing are the north and south jetties, the Bay Street Mini Park and a public fishing pier scheduled to be constructed by the Port of Siuslaw and Lane County at River Mile 1.3 on the south bank.

LOCAL FACILITIES

The abundance of nearby regional parks does not fullfill the recreational requirements for community or neighborhood parks for reasons of the function of the latter, such as provisions for ball fields, covered recreation areas, pools, tennis courts, play equipment, etc., for various

age groups within walking distance from their homes; school playgrounds are not considered in determining city-wide minimum park and recreation lands because of their inaccessibility to the general public during the day.

The following may serve as a general guide for the future distribution of local park lands:

1. One neighborhood park serving about 2-4,000 residents within an approximate service radius of 1/2 mile, the average requirements being three acres if the proposal is adjacent to or in close proximity to an elementary school, or five acres if the site is not in proximity to an elementary school. Recreational amenities may include: play equipment, small picnic areas, a ball diamond, etc.

2. One community park, serving about 10,000 residents within an approximate service radius of one mile, the average requirements being nine acres if the site is adjacent to or in close proximity to a junior or senior high school, or 12 acres if the proposed park is not in proximity to a junior or senior high school. Recreational amenities offered may include: swimming pools, tennis courts, shelters for large group picnics, play-fields for softball or baseball, parking areas, community center.

In addition to the existing and proposed parklands, it is recommended that the rights-of-way of the anticipated city-wide drainage channels and dedicated street rights-of-way become an integral part of an open space program with provisions for bike, hiking, and riding trails to serve as a direct link between the various recreation areas.

City Parks: The following table shows existing city parks:

CITY PARKS INVENTORY

Park	Area	Improvements	Location Address
Gallagher's	3 1/2 Acres	Bike path, walking trails, landscaping	940 Spruce Street
Singing Pines	7 Acres	Picnic tables and firepits	1295 Airport Road
Pocket (18th and Vine Street)	10,320 sq. ft.	Playground	2305 18th Street
Mini-park (Riverfront)	7,000 sq. ft.	Gazebo, dock, and landscaping	1290 Bay Street
Elm Street Park	129,600 sq. ft.	None	605 10th Street
Munsel Road Park	-	Play equipment and basketball court	Munsel Lake Rd.

Private recreation facilities in the Florence Area consist of:

- a 9 hole golf course
- bowling lanes
- movie theater
- tennis courts
- health spa
- planned racquetball club with swimming pool
- dune buggy rides
- airplane rides (sea-plane flights, also)
- horseback riding
- marinas
- sport fishing
- picnic areas
- campgrounds

Shorefront Access:

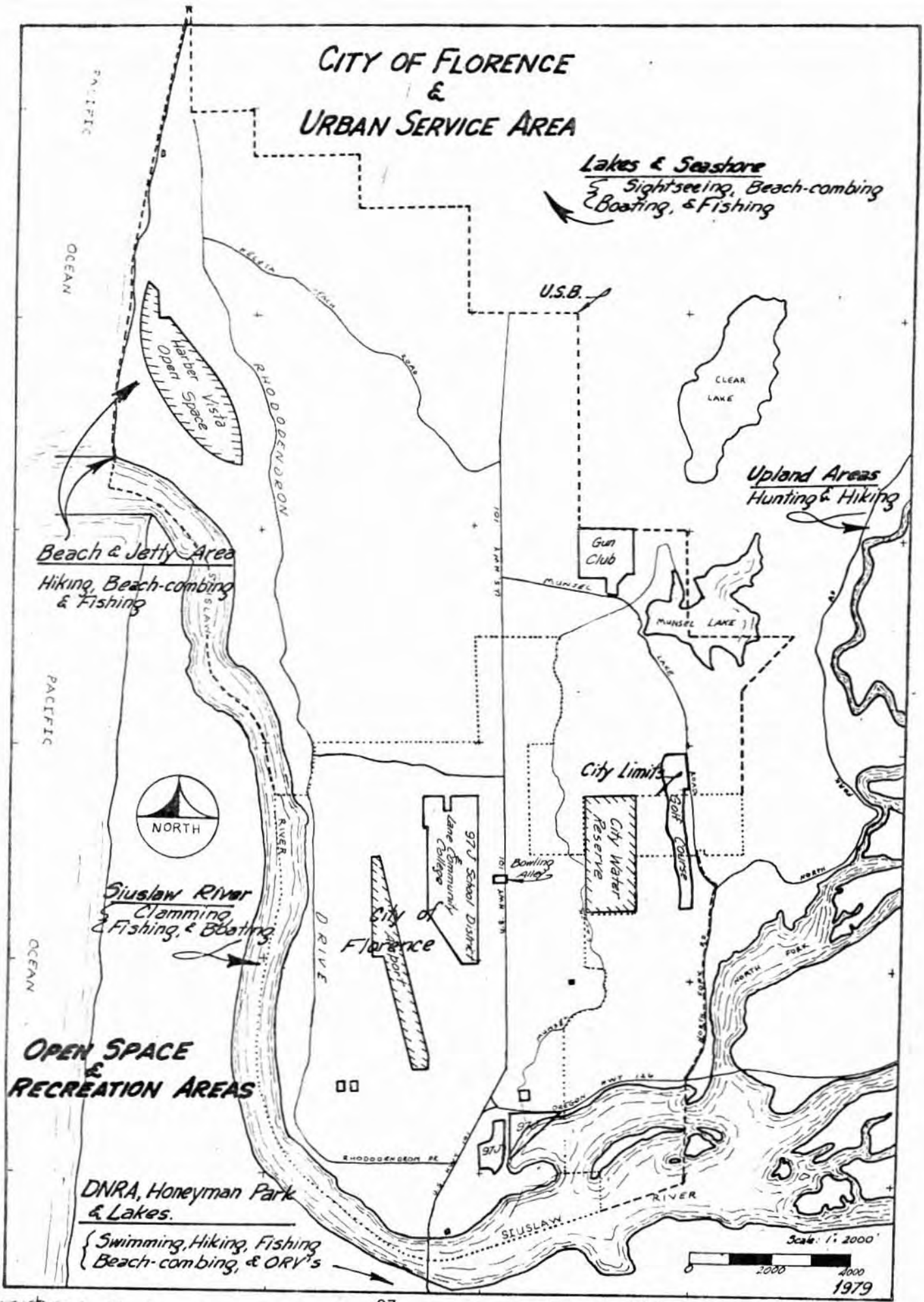
Federal and State Funding is available on a limited basis to acquire shorefront access. Methods to acquire access include outright acquisition, condemnation, or exchange of land. While funding may be difficult to obtain it is important that existing accesses (street-rights-of-way and public lands) should be protected. Private property rights and trespass laws should be enforced, however. Additional public access for anglers may be required in the future when the jetty improvements are completed. Visual or physical access to public areas across private property may be negotiated through the use of the open space special tax assessment law. Present public access is illustrated on the Estuary and Shorelands Map.

Churches, Clubs and Service Organizations:

The City is served by 12 churches or more. One day-care center provides child care. A Head Start program was initiated in Florence in 1978. Numerous fraternal, civic and social clubs are available for citizens of this area to join. Among them are: Elks Lodge, Moose Lodge, Masonic Temple, VFW, American Legion, Grange, Lions Club, Rotary, Junior Chamber of Commerce, Business and Professional Women, Soroptomists, Chamber of Commerce, Girl and Boy Scouts, Camp Fire Girls, AARP, Senior Citizens, Boosters Club, Friends of the Library, Arts and Crafts Council, Audobon Club, Square Dance Clubs, Oregon REACT Club, Softball Leaque, Vikings Booster Club, bowling leagues, Odd Fellows, Rebecca, Job's Daughters, Theta Rho, Order of DeMolay, Old Town Civic Association, Cal-Ore Club, Rod and Gun Club, Eastern Star, Women of Moose, Florence Garden Club, Kiwanis Club.

STATEWIDE PLANNING

The Oregon Statewide Outdoor Recreation Plan analyses needs at a statewide and county-wide level.


CITY OF FLORENCE
&
URBAN SERVICE AREA
Lakes & Seashore
Sightseeing, Beach-combing
& Boating, & Fishing
PACIFIC
OCEAN
U.S.B.
Harbor Vista
Open Space
RHODODENDRON
CLEAR
LAKE
Upland Areas
Hunting & Hiking
Beach & Jetty Area
Hiking, Beach-combing
& Fishing
Gun
Club
MUNSEL
MUNSEL LAKE
NORTH
RIVER
Siuslaw River
Clamming
& Fishing, & Boating
City Limits
Golf Course
City Water
Reserve
97J School District
Lane Community College
Bowling
Alley
City of
Florence
Airport
DRIVE
OCEAN
OPEN SPACE
&
RECREATION AREAS
DNRA, Honeyman Park
& Lakes.
{ Swimming, Hiking, Fishing
Beach-combing, & ORV's
SIUSLAW
RIVER
Scale: 1: 2000'
2000
4000
1979

Special Needs: The statewide plan identified eight special needs which have no precise standards but are in high demand. Two of these needs are especially applicable to Florence; access to fishing areas, and access to ocean shores. Opportunities for fishing and access to shorelands are inventoried above and in the shorelands inventory. Also listed in the statewide plan is the need for resource areas at low altitudes and near urban centers. Tidelands, wetlands and shorelands of the Siuslaw estuary are valuable recreation resources for clamming, fishing, observing wildlife, and general enjoyment of a beautiful setting.

Countywide Needs: On a countywide basis, the most needed recreational facilities are:

- swimming pools
- walking trails
- hiking trails
- biking trails
- bridle trails
- tennis courts
- all purpose courts
- ORB trails
- neighborhood, community parks
- district, regional parks

Coast Bike Trails:

Florence is planning for a north/south bikeway on Oak Street which could possibly provide a link in the Coast Bike Trial.

VI. Energy Facilities and Conservation

No energy facilities exist within the Florence area at present except for the electric transmission lines, and the P.U.D. substation near North Fork Road and Highway 126. A relatively small amount of petroleum products are stored at the Chevron site at 1839 Highway 101, and the Texaco site at 398 Highway 101.

With the expected energy shortages and increased costs of energy, the pressure for development of alternative sources of energy are expected to increase. The most likely future sources of supplemental energy for the coastal area appear to be wind, solar power, and the use of biomass from wood products for electrical generation. Technical advances are taking place in each field of energy production which may reduce the costs of each new source and prove the feasibility of using them in this area during this planning period.

Wind facilities are currently technologically feasible and the coast is recognized as being a high potential area in Oregon. A wind power anemometer is located at the Coast Guard Station in Florence. A considerable amount of public and private money is currently expended on wind power research. This area may be a prime user of wind power when it becomes economically feasible to produce. Use of residential to community-sized wind generators is expected on the coast in the near future. A wind generator is planned on a headland north of Florence in the immediate future. The "Energy Facilities in the Oregon Coast" DLCD, August, 1978, indicates that wind energy on the coast in this area has a great potential for development.

Solar electricity from photovoltaic cells is currently technologically feasible but so costly that it isn't practical at the present time. Rapid advancements may change this assessment in the near to mid-future.

Biomass is likely to be utilized for the production of electricity in industrial co-generation facilities. New separate facilites generating electricity from biomass are considered unlikely, however. By-products from woodwaste are now being used to produce steam at the International Paper Company plant in Gardiner. The potential for using large quantities of alder and other wood waste products from logging residues and dead timber appears to be very possible; however, technical advances are necessary to make it profitable to apply bioconversion to wood waste materials. Also, regulatory barriers exist which must be resolved.

Natural gas is being stored at a site in Newport. It is possible that a pipeline might be installed over the fifty miles distance to supply natural gas to the Florence area if electricity supplies to this area were to be reduced.

The Central Lincoln Peoples' Utility District supplies this area with electricity and operates within the City limits on a franchise agreement. Electricity rates are relatively low. Rates are expected to rise, however, as higher costs are passed onto the district by the Bonneville Power Administration (BPA). The present P.U.D. contract with BPA expires in 1984.

The boundaries of the District in Lane County encompass the following area: from the Lincoln County line to the Douglas County line and east beyond Swisshome and to the tunnel on Route 126.

The district had 4,829 residential, 678 commercial, 16 industrial and 8 street lighting district customers in June, 1979, in Lane County. The assessed valuation for the Central Lincoln P.U.D. was $182 million for the area within Lane County on January 1, 1979. Additional high voltage transmission lines remain a possibility and will be required as growth is experienced in this area.

Three offshore wells were drilled on the continental shelf about 16 miles offshore from Florence in 1965. No production wells were established. Since records of wells drilled on Federal lands are not released to the public, the productivity is unknown. Seven major oil companies hold leases with the United States Bureau of Land Management in this area. Prospects for commercial deposits of oil and gas offshore from Lane County are considered fair to good.

Only one significant well has been drilled in Western Lane County. The deepest hole in Oregon (1288') was drilled by Sinclair Oil in the Mapleton area. The hole was abandoned as a dry test. Hydrocarbon deposits may exist in the middle and lower Eocene Marine sediments.

Energy facilities controlled by the Energy Facility Siting Council (EFSC) include: nuclear power facilities siting, high voltage transmission lines, electric power plants with over 25 megawatts capacity, solar collecting facilities using more than 100 acres of land or providing more than 25 megawatts of power, and pipelines 5 miles or longer.

It is state policy that local comprehensive plans are the basic consideration in the siting of energy facilities. EFSC and all state agencies issuing permits affecting land use do so only if the proposed use or activity is in conformance with the local comprehensive plan. Similarly, federal consistency with the OCMP means that federal actions must be consistent with local plans. The Coastal Energy Impact Program (CEIP) is available to assist local governments in energy siting within the coastal zone.

The impacts of the above energy facilities should be carefully reviewed.

ENERGY CONSERVATION

The Central Lincoln P.U.D. conducts an "Energy Conservation and Weatherization Program" which provides customers, on request: heat loss data; advice on insulation; power use information on electrical equipment; and information concerning government weatherization programs and low cost weatherization loans.

Individual efforts toward energy conservation efforts in gasoline and electrical consumption should be encouraged. These can range from taking the form of adding insulation and weatherproofing to homes to the use of solar or wind power and the siting of new homes and buildings to receive the most benefit from the sun's rays.

The protection of homes from the western winds by retaining the natural vegetation can have a significant effect on the amount of energy consumed.

Special assessment districts can be created for the purpose of installing underground utility lines.

VII. Land Use

This section describes the land uses designated in the plan diagram, inventories existing land use, projects future land use, and inventories buildable lands within the urban service area.

LAND USE DESTGNATIONS

Residential: Residential use are divided into three levels of density: low, medium and high. The following table describes these in terms of the primary uses which would be allowed and where they can be applied through zoning.

	Designation Criteria	Primary Uses
Low Density Residential Up to 4.84 units per net acre	- Areas not already committed to a more dense development pattern. - Areas with potentially severe development constraints.	- Single family residences, either conventional homes or mobile home
Medium Density Residential Up to 7.26 units per net acre	- Areas already committed to standard city lots as small as 6,000 sq. ft. - Areas close in to the city center which are already partially developed.	- Single family residences either conventional homes or mobile home.
High Density Residential Up to 20 units per net acre	- Areas adjacent to commercial public and other services. - Areas where a more dense development pattern is established. - Areas close to a major street. - Areas where a high level of service can be provided - May be transitional between single family and more intense uses.	- Apartments, townhouses.

The residential designations low, medium and high are described relative to the specific conditions and needs of Florence. The "units per acre" are net; that is, for any undeveloped area approximately 30 percent would be added to the net acreage for utilities, roads, parks, neighborhood stores, schools, and other quasi-public uses. For example, 4.84 units per net acre translates to 3.72 units per gross acre.

High density residential is intended to provide land for multi-family housing. The Plan must provide at least as much area as the projected need plus existing multi-family use. Since the City's zoning ordinance allows single family units in the multiple family zone, extra land must be designated in the Plan.

Medium density residential reflects a pattern of single family development which already exists. This consists of neighborhoods of 6,000 minimum square foot lots. While these areas are intended to be retained at this density, new residential development is planned for a lower density.

Low density residential provides for minimum lot sizes of 9,000 square feet. New single family residential is intended to be built at this low density as a maximum. This density is designated for the majority of the urbanizable area due to the severe development constraints of the area. As described in Section X. "Physical Environment and Land Use Constraints," it is not expected that all of the area will be built at the maximum allowable density.

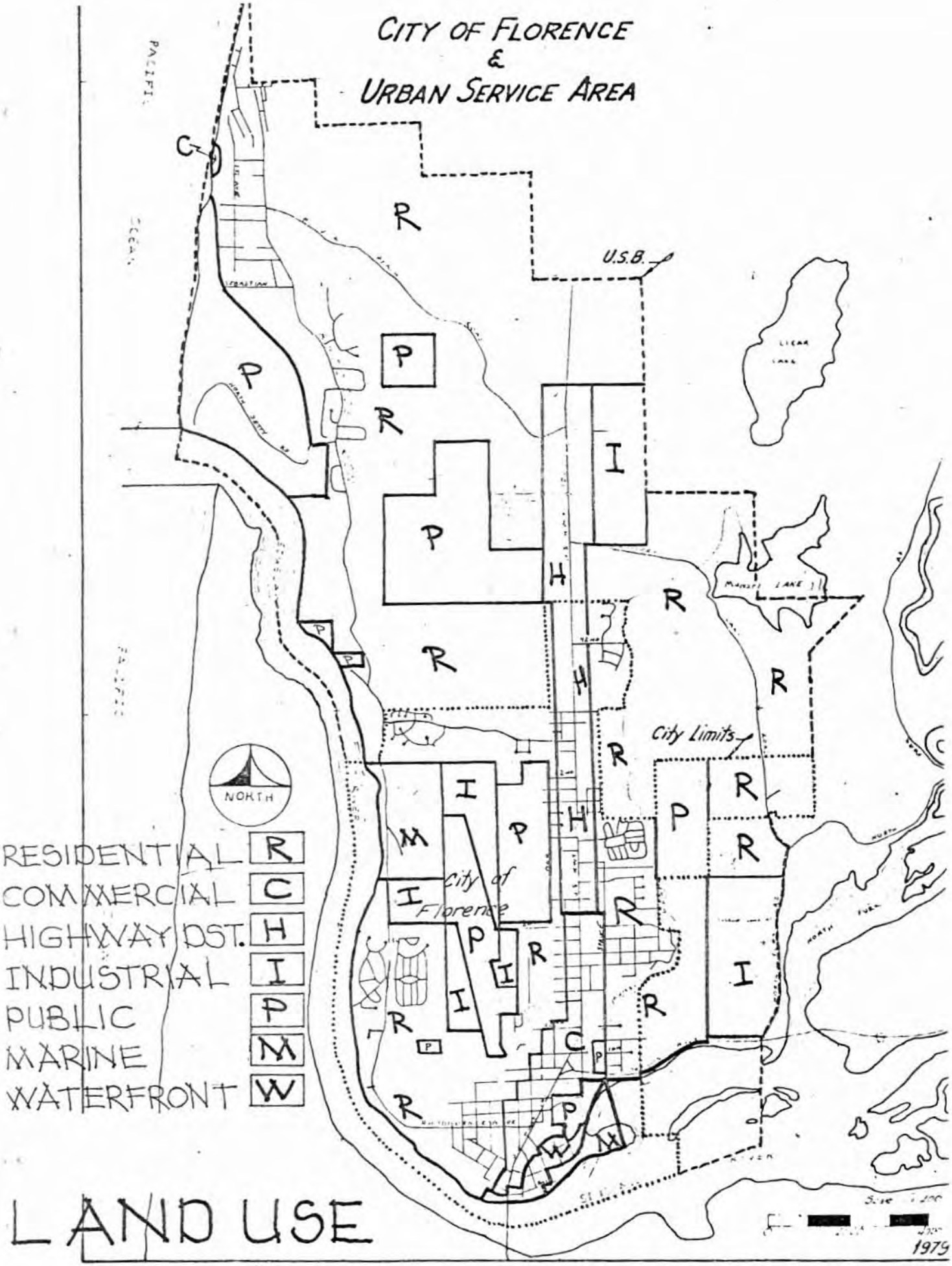
Commercial: The commercial area of Florence has developed primarily south of 21st Street on either side of Highway 101. This Plan encourages the further development of a downtown commercial area in this location. In-filling on the side streets and improvement of the streets themselves will reduce the orientation to the highway.

Future development in the north area of Florence is expected to generate a need for an additional shopping area. The area at the intersection of Highway 101 and Heceta Beach Road already has some commercial development. One drawback is that this site is in many ownerships. If, at some future date, a shopping center developer wishes to suggest an alternate site which can be developed according to a single plan, such a site should be considered.

Industrial: At present Florence has virtually no industry. Provision of adequate industrial sites is essential to the future growth of the community. The following criteria were used for selection of industrial sites:

- located on an arterial, or on a feeder or collector which runs through a non-residential area
- site should be buffered from residential use on at least one side
- where site is adjacent to residential use, site must be large enough or topography such that industrial use can be buffered
- site should be in large parcels, not divided into many ownerships

Highway Area: Many businesses desire to locate on Highway 101 or 126. To discourage strip development but still provide locations for businesses a highway area has been designated. This area is intended for mixed uses, including both commercial and multiple family residential uses. Lot coverage, setbacks and other development standards are more stringent than in the commercial area.


CITY OF FLORENCE
&
URBAN SERVICE AREA
U.S.B.
City Limits
City of Florence
NORTH
RESIDENTIAL R
COMMERCIAL C
HIGHWAY DST. H
INDUSTRIAL I
PUBLIC P
MARINE M
WATERFRONT W
1979

LAND USE

Waterfront: The Siuslaw Waterfront, particularly along and adjacent to Bay Street, could be one of the City's most valuable assets and challenging opportunity areas. If carefully planned and developed, it could add much charm and prosperity to Florence.

Bay Street is now undergoing a revival after many years of neglect. Provisions for sales and services to an ever-increasing number of sport fishermen have been neglected and the few remaining facilities have been unable to generate their full potential economic benefit for the City. Other ports outside of Lane County have captured the majority of Lane County's ocean sport fishermen and are providing marinas with docking facilities, moorage bays, charter boat accommodations, services, supplies, and etc.

In order to enjoy a larger share of this activity and income presently lost to other counties, Lane County, the Port of Siuslaw and the City of Florence should increase their efforts to strengthen the area's economic potential as a major resort community and sport-fishing center by cooperatively encouraging the appropriate federal and state agencies to resolve at an early date the issue of badly needed improvements of the jetties and bar conditions at the mouth of the river. Should these conditions be resolved, many of the following proposals may not be realized. Concurrently, the City of Florence should initiate an imaginative and inspirational total plan for the renewal and restoration of the waterfront to allow for a wide variety of mixed uses, including specialty stores, professional offices, residential units, overnight accommodations, restaurants, peripheral parking areas, and complete boating and fishing facilities, including marinas with docking facilities, moorage bays, charter boat accommodations, services, and supplies, extensive walkways, trees, open space and wind shelters, all arranged so as to provide for a stimulating and pedestrian-oriented atmosphere conducive to a variety of activities and social interaction. Toward this end, the City should, in cooperation with the Port of Siuslaw, begin to provide a parking district for the Bay Street area for the water-front property owners to alleviate present parking problems in that area.

Marine: As the only port in Lane County, Florence has the opportunity to further develop marine uses. Such uses would be facilities and services related to recreational fishing and boating, commercial fishing and seafood processing, industries requiring close access to the barge channel, and other water-dependent commercial and industrial uses.

The criteria for designation as marine are:

- have pier or moorage facilities
- be close to the navigation channel
- have good truck access
- have land available for further development

Two areas in Florence meet those criteria, and should be reserved for marine use, the Port of Siuslaw Holiday Marina area and the Siuslaw Pacific Moorage and surrounding area. The area east of Rhododendron Drive from Siuslaw Pacific Moorage may not be available as it is now

owned by Lane County and will be used in the forseeable future as a dump site. This land may be retained by Lane County as a park or the filled areas may prove too "soft" to support industrial buildings. However, the future conversion of this area to marine use should be retained as an option to be exercised after the site is no longer needed as a land fill.

Public Land: The following major tracts of land are included in this category:

U.S. Coast Guard	Safety and Rescue Station
Army Corps of Engineers	North Jetty Area
Division of State Lands	Beach and Dunes adjacent to North Jetty
Lane County	Harbor Vista Park
Lane County	Park at Heceta Beach
Lane County	Areas south of Heceta Beach Road
City of Florence	City Airport
City of Florence	City well reserve
	Park South of Greentrees
School District	School site on Laurel
School District	High School Campus near 30th
Lane Community College	Campus north of 30th

Estuary and Shorelands: These critical areas are divided into management units. Goals and policies relating to the use of these areas are set forth in Part I of this plan.

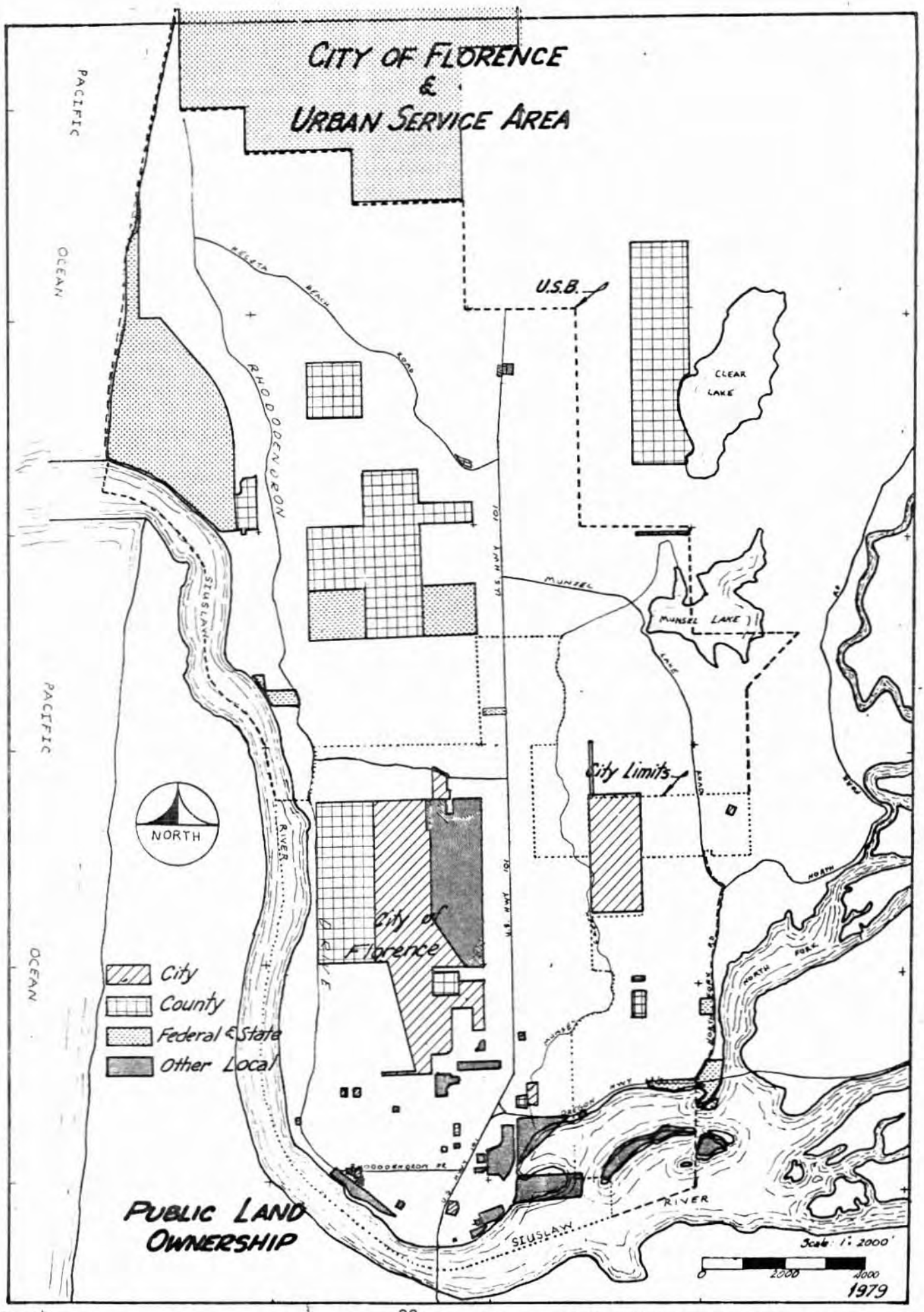
EXISTING LAND USE

The following table shows the breakdown of land uses within the Urban Service Area:

	Acreage, 1976		
	City	USB	Total
Residential	267.33	272.43	539.76
Single Family Homes	212.37	228.00	
Mobile Homes	45.39	43.63	
Multi-Family	9.57	0.80	
Commercial	52.79	36.39	89.18
Industrial	1.02	2.01	3.03
Public/Quasi-Public	957.73	950.94	1,908.67
Undeveloped	969.14	2,670.88	3,640.02
Water	317.03	303.11	620.14
Total	2,565.04	4,235.76	6,800.80

LAND NEEDS FOR FUTURE DEVELOPMENT

Land needs for residential, commercial and industrial uses are estimated in the housing and economic development sections. The results are summarized below. An additional 30 percent is shown for streets, utilities, governments, schools and parks.


CITY OF FLORENCE
&
URBAN SERVICE AREA
PACIFIC
OCEAN
U.S.B.
CLEAR
LAKE
RHODODENDRON
SIUSLAW
RIVER
MUNSEL
MUNSEL LAKE
City Limits
City of
Florence
NORTH
City
County
Federal & State
Other Local
PUBLIC LAND
OWNERSHIP
SIUSLAW
RIVER
Scale: 1" = 2000'
2000
4000
1979

Residential: The projected number of housing units for the end of the planning period (the year 2000) was determined by dividing the total population by the projected persons per household. A two percent vacancy factor was added. Housing types were split according to the existing percentages (1979).

For estimating land needs, it was assumed that low and medium density consist of single family homes and mobile homes. Since the medium density is intended for only infilling of areas already developed in 6,000 square foot lots, 10 percent of the total single family and mobile homes were assigned to this category.

Low Density Units Per Net Acre (4.06) is the average density for single family homes within the city limits for 1976 (862 units divided by 212.27 acres). Medium Density Units Per Net Acre (7.26) is the maximum density for 6,000 square foot lots (43,560 square feet per acre divided by 6,000 square feet per unit). High Density is set arbitrarily at 15.0 Units per Net Acre; this is a modest apartment density.

Land needs were then projected by dividing the number of projected units by the estimated carrying capacity. The resulting acreages were multiplied by 30 percent to determine how much land should be added for public and quasi-public uses.

RESIDENTIAL LAND NEEDS

	Projected Increase 1976-2000: Dwelling Units	Units Per Net Acre	Net Acres Needed to 2000
Low Density	3,381	4.06	833
Medium Density	376	7.26	52
High Density	679	15.00	45
TOTAL	4,436		930

NEW LAND NEEDED FOR PUBLIC/QUASI-PUBLIC USES (30 PERCENT) 279 ACRES

Recreational (Camping) Lots: Florence has at least one planned unit development designed specifically for recreational use. Full services are provided to individual lots which can accommodate a motor home or trailer. Permanent residence is not allowed. Assuming that among part-time residents an equal number will choose to own recreational lots as will choose and build a vacation home. Dividing the estimated population increase from Section D by projected household size equals the number of projected lots (1,300 divided by 2.35 equals 553 lots). Dividing the number of lots by the Low Density Units Per Net Acre equals the projected net acres needed (553 divided by 4.06 equals 136 acres).

NEW LAND NEEDED FOR PUBLIC/QUASI-PUBLIC USES 33 ACRES (30 PERCENT)

Commercial: Need for commercial land is estimated by multiplying the projected population by the existing commercial acreage per capita (1976).

- 89.18 acres divided by 5,996 people eqals .015 acres per person
- .015 commercial acres per capita times 9,271 projected population increase to year 2000

- equals 139 commercial acres needed, year 2000.

- NEW LAND NEEDED FOR PUBLIC/QUASI-PUBLIC USES: 42 ACRES (30 PERCENT).

Industrial: Need for industrial land is estimated from several factors: labor force participation rates, percentage employment in manufacturing, and employees per acre.

- Permanent Population	11,741
- Labor Force Participation	40 percent (SOURCE: L-COG)
- Projected Labor Force	4,696
- Percent Employed in Manufacturing	19 percent (892 persons)
- Employees Per Acre	Low 10 High 25
- Acreage Needed	Low 36 Acres High 89 Acres
- Minus existing acreage, 3.03	Low 33 Acres Needed High 86 Acres Needed

MAMIMUM NEW LAND NEEDED FOR PUBLIC/QUASI-PUBLIC USES: 26 ACRES (30%).

ADDITIONAL INDUSTRIAL RESERVE: 90 ACRES

Public/Quasi-Public: This has been estimated separately for residential, commercial, and industrial uses. This land is required for the urban infrastructure which supports new development. Land needed to support:

Residential	279
Commercial	42
Industrial	28
Recreational	33
TOTAL PUBLIC/QUASI-PUBLIC	382

Summary:

Total land needs for new development are estimated as follows.

Residential	930
Low	
Medium -	
High	
Commercial	139
Industrial	176
Recreational	109
Public/Quasi-Public	382
10% for Market Control	178
TOTAL	1,914

The following table shows the distribution of land uses existing and planned, within the Urban Service Boundary.

Land Use	ACRES Existing	ACRES Planned	%
Residential	540	1,579[1]	23
Commercial	89	228	3
Industrial	3	179	3
Public	906	1,035	15
Transportation	683	942[2]	14
Open	3,960[4]	2,218[3-4]	
Water	620	620	9
TOTAL	6,801	6,801	100

[1]Includes recreational lots.

[2]Assumes that 2/3 of the new public/quasi-public land is in streets.

[3]Includes 178 acres included in new development needs for market control.

[4]Includes 320 acres of land shown as public, but not intended for development.

The large percentage of open land shown in the table above is due to the fact that a large portion of the land in the Florence area has erosion or drainage problems. (See Development Hazards and Constraints.)

VIII. Florence Urban Service Area

DESCRIPTION OF FLORENCE URBAN SERVICE AREA

The boundary of the Florence Urban Service Area is defined by natural topographical limits which provide for natural drainage from north to south (the "basin concept"); by U.S. Government land on the north; by the ocean and Siuslaw River at the west; the Siuslaw River at the south; and generally by a high ridge at the east which divides the North Fork of the Siuslaw River from the natural drainage area.

A site specific description of the Florence Urban Service Boundary follows:

Beginning at the Northwest corner of Government Lot 3, Section 33, T17S, R12W of the Willamette Meridian; thence East of the Northeast corner of said Government Lot 3; thence South to the Southeast corner of Government Lot 4 of said Section 33; thence East to the Northeast corner of Section 4, T18S, R12W, WM; thence South to the Southwest corner of the Northwest 1/4 of the Northwest 1/4 of Section 3, T18S, R12W, WM; thence East to the Northeast corner of Southeast 1/4 of the Northwest 1/4 of said Section 3; thence South to the Northwest corner of the Southeast 1/4 of said Section 3; thence East to the Northeast corner of the Southeast 1/4 of said Section 3; thence South to the Southeast corner of said Section 3; thence East to the Northeast corner of the Northwest 1/4 of Section 11, T18S, R12W, WM; thence South to the Southeast corner of the Southwest 1/4 of said Section 11; thence East to the Northwest corner of Section 13, T18S, R12W, WM; thence South to the Southwest corner of the Northwest 1/4 of said Section 13; thence East to the Southeast corner of the Northwest 1/4 of said Section 13; thence Southwesterly to the Northeast corner of the Southwest 1/4 of the Southwest 1/4 of said Section 13; thence South to the Southeast corner of the Southwest 1/4 of the Northwest 1/4 of Section 24, T18S, R12W, WM; thence West to a point on the quarter section line 200 feet East of the Easterly border of County Road No. 1083, Section 24, T18S, R12W, WM; thence at right angles North a distance of 250 feet; thence at right angles West a distance of approximately 250.0 feet to the Easterly boundary of County Road No. 1083; thence in a Southeasterly direction following the Easterly boundary of County Road 1083 (Munsel Lake Road) to the intersection with the Westerly boundary of County Road No. 733 (North Fork Road); thence in a Southerly direction following the Westerly boundary of County Road No. 733 (North Fork Road) to the point it intersects with Oregon State Highway 126; thence West to the Westerly line of Section 25, T18S, R12W, WM; thence South along the Westerly boundary of said Section 25 to the Northern lane of the ship's channel; thence Westerly and Northerly along the Northern lane of the ship's channel to the projection of the line of vegetation as described in ORS 390.770, located in Section 9, T18S, R12W of WM; thence along said line in a Northerly direction to the point of beginning in Lane County, Oregon.

PLANNING CONSIDERATIONS

Growth Policy: This plan projects considerable growth for Florence during the planning period. This "pro-growth" policy must go hand-in-hand with sound fiscal management in extending city services and the protection of the natural resources which provide the economic foundation for the community and its desirability as a place to live.

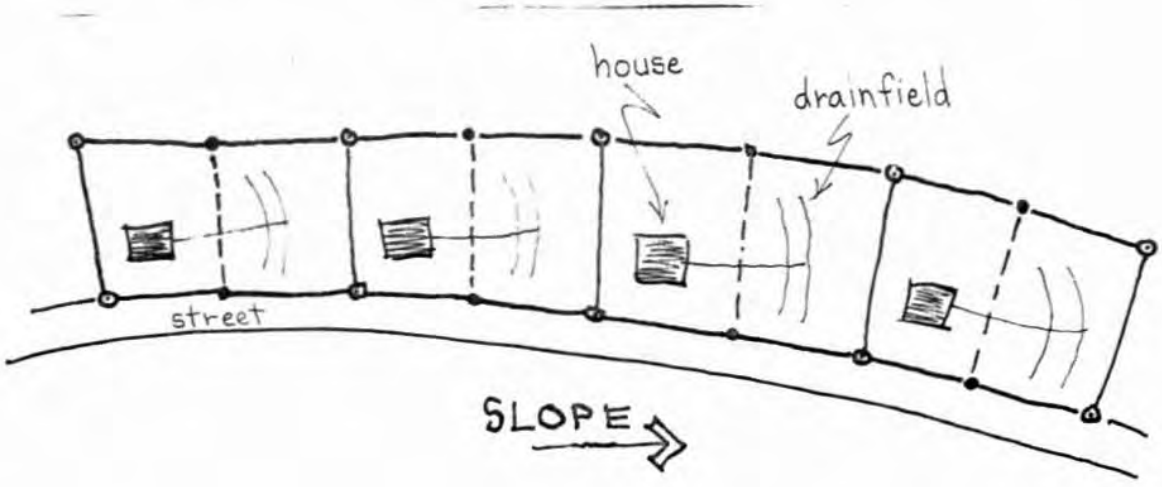
Population Needs: Projected population and land needs are the basis for establishment of the Urban Service Boundary.

Carrying Capacity: Due to the limited carrying capacity of the land, a substantial portion of the urbanizable area will remain undeveloped or will be developed at less than the maximum density allowed in the zoning ordinance. (See "Development Hazards and Constraints," page 79.)

Open Space and Recreational Needs: Adequate open space is provided in part due to the fact that severe constraints make high density development infeasible. Several large tracts of land now in public ownership are preserved as open space. Also, considerable recreational opportunities exist in the area due to coastal location. (See "Recreation;" "Open Space," page 61.)

DEVELOPMENT PRIOR TO ANNEXATION

Where Community Water Systems are Provided: In general, recommended minimum parcel size for urbanizable land is 19,000 square feet, where provision is made for later partitioning of lots into standard city lots, and where the carrying capacity of the site can support such a density. Platted streets, building setbacks and other standards should conform to the City of Florence Subdivision and Zoning Ordinances. When a development is proposed, the tentative plan submitted to the county would be required to show how lots would be divided into 9,000 square feet lots when sewers are provided to the area. This plan would look something like the diagram below, with alternate lots containing a building site or a septic field. At the time of annexation to the City (or when sewers are otherwise provided to the area), the subdivision could be replatted, or each lot could be partitioned by its owner.



While it is recognized that the 19,000 square foot lot size places some temporary burden on the developer and the homeowner, there are definite long-term benefits:

- These lots could later be divided into standard city lots with some extra to account for problems with topography, set backs, or future easements and rights-of-way.

- This will provide ultimately for a more compact and efficient pattern of urban growth. If lots are allowed to develop at the minimum size for septic system approval, it is likely that most lots will fall in the range of 12,000 to 15,000 sqare feet or greater. Once this is allowed to occur, it will be possible at a later date to divide these lots into standard City lots.

- The ultimate 9,000 square foot lot size will use up much less land, will reduce the cost of providing services, and will be more energy efficient.

- The ability to divide additional lots will provide an incentive for property owners to annex to the City and to connect to the sewer system.

- The soils which can support septic systems are also the soils which can best support urban development. It would be a misallocation of resources to allow these areas to develop at less than the maximum ultimate density. Once the well-drained and stabilized soils are used up, the open sand dunes and interdunal soils remain to bear the brunt of future development.

Administration: The City of Florence is prepared to participate in helping in the administration of these additional requirements. As provided in the City/County Joint Management Agreement, the City would review all tentative plans submitted to the County. As part of this review, the City could take responsibility for determining whether this requirement has been met and for assisting property owners in interpreting City development standards and other substantive portions of City ordinances which would be relevant.

The major work of re-platting or partitioning, conversion to sewers and provisions of full urban land services would be done after annexation and hence would not be the responsibility of the County.

Where Community Water Is Not Provided: Land which is partitioned should be maintained in parcels large enough to allow subdivision at a later date. Ten acres is recommended as an efficient size.

Where Community Water and Sewers Are Provided: Land which has urban services (mainly, water and sewer) can be developed to urban densities and should be developed according to City standards.

The above recommendations are based on the following considerations.

Forced Annexations: The City is concerned with planning for orderly growth. On two occasions, the City has been forced to annex small lot subdivisions which had dangerous health conditions due to failing septic systems. This places additional demand on the City's services and forces the City to provide full services further out from the City center. Such annexations establish a leap-frog pattern and reduce the overall efficiency of the urban pattern. With the City's limited sewage capacity, additional forced annexations could delay development of land already in the City.

Development Standards: Developments which will ultimately be annexed to the City should be developed to City standards. Otherwise, property owners will be faced at a later date with the need to form local improvement districts to upgrade streets and install sewers. Where streets were substandard, the City might have to acquire land from individual homeowners to obtain an adequate right-of-way, leaving substandard lots and inadequate setbacks. The worst of those problems can be avoided if the City's development standards are used at the time of development.

Public Health: Where public water is available but not public sewers, it has in the past been possible to develop at urban densities. A study of the River Road/Santa Clara area near Eugene is underway to determine the extent of problems there; a preliminary report did reveal contamination from septic fields. County and State staff are currently studying the area North of Florence. Of particular concern are areas of public access (such as Heceta Beach) which are adjacent to dense development.

Carrying Capacity: Where public water and sewer are provided, the carrying capacity of the land is determined largely by the nature of the dune sheet which Florence rests upon. A community which is built on sand, depends on the stabilizing vegetation to protect property from erosion. (See Development Hazards and Constraints.) This Plan attempts to balance the need to establish urban densities for efficiency with the need to stay within the carrying capacity of the land.

In an attempt to balance urban efficiency with carrying capacity, the City has established a minimum lot size of 9,000 square feet for new development. This minimum lot size is established in conjunction with a detailed site investigation procedure. The site review provides the final evaluation of carrying capacity on a site specific basis. The Comprehensive Plan performs several important functions in this regard.

- The Plan designates areas which will not be developed because of carrying capacity or need for other uses such as resource lands or recreation.

- The Plan flags for both the City and the land owner the specific concerns which should be addressed in the site investigation. The Plan maps, for example, show where unstabilized sand, steep slopes, flood hazards, and standing water exists.

- The Plan evaluates overall carrying capacity so that sufficient land can be provided for future growth.

AVAILABLE AND SUITABLE LANDS

The following table shows how much land within the city limits are the Urban Service Boundary are available to meet future development needs and are suitable for development. This can then be compared with the land needs presented in Section VII to determine whether sufficient land has been provided within the Urban Service Boundary.

ACRES WITHIN URBAN SERVICE BOUNDARY

	Within City Limits	Unincorporated Area	Total
Urban Service Area	2,565	4,236	6,801
Land Already Occupied - 1976	1,279	1,262	2,541
Water	317	303	620
Land Not Suitable for Development or Conditinally Suitable	449	1,450	1,899
Suitable Lands	520	1,221	1,741
Land Needs (from Section VII)	572	1,342	1,914
Conditionally Suitable Lands Needed	52	121	173

The table above shows that of the 1,899 acres which have potential erosion and drainage problems, 173 acres (or 9 percent) will be needed for development. This assumes that upon site investigation, 11 percent of the land shown in Section X as not suitable will turn out to be conditionally suitable for development.

It is likely that among 1,899 acres, 173 can be found which can sustain development. On the other hand, it should be considered whether more than 173 acres are likely to be developed, leading to less dense development overall.

It should be remembered that all of the area within the Urban Service Boundary is rated "least suitable" for development. Even the areas considered to be buildable have serious problems and some of the suitable on site specific examination. In sum, it is assumed that any unsuitable lands in excess of the 173 acres which are developed through the conditional use procedure will be offset by "suitable" lands which are found to be unbuildable.

Also, site investigation procedures which have been adopted are stringent. The added cost of draining swampy areas, stabilizing slopes or open sand, or engineering special foundations provides an incentive to concentrate development on the most suitable lands.

URBANIZATION SUMMARY

The following seven factors were considered in establishing the Urban Service Boundary:

1. Demonstrated Need: The justification for the Urban Service Boundary is based on projected land use needs shown above, topographical considerations (the basin concept) which establish a logical area, and the existence of development of urban densities at Heceta Beach, which forms the northern tip of the Urban Service Area.

2. Housing, Employment and Liveability: Projections for land needs for residential, commercial, industrial and public uses are shown above. Adequate land has been provided.

3. Provision of Public Facilities and Services: Public facilities and services are inventoried in Section IX, below. Considerations of water supply and sewage treatment capacity are addressed. The City is in the process of planning and seeking federal funding for establishment of a regional sewage plant in Florence to meet future needs. In addition, the City has begun a study to determine the most logical phasing of sewer service extensions. The Heceta Water District provides water service to Heceta Beach and along Heceta Beach Road to Highway 101. This area should be included in the Urban Service Area so that full urban services can be provided.

   Concerns about the development of land to urban densities prior to annexation have been discussed above. This plan has recommended minimum lot sizes and development standards which would promote orderly and efficient provision of facilities and service; this will be done by applying city standards at the time of development for subdivisions approved by Lane County.

4. Efficiency of Land Uses in or Near the Urban Area: This Plan recognizes that in general, "infilling" is more efficient than "leap-frogging." That is, land within the urban area should be developed before land is annexed for development. In any event, urbanizable land must be contiguous to the urban area to be annexed.

   The City requests Lane County to adopt policies stated in this Plan which would either (1) preserve land in parcels, 10 acres or more, which can be subdivided when full urban services are provided or (2) maintain a 19,000 square foot minimum lot size and provide a "redevelopment plan" for future division into standard city lots.

5. Environmental, Energy, Economic and Social Consequences: This Plan has preserved critical elements of the environment and still provided for economic growth. A compact form of growth has been established, consistent with the carrying capacity of the land. Socially, Florence is expected to remain largely the same, although the population will increase substantially.

6. Retention of Agricultural Land: Though the inventory identifies some class IV soils, this land has not been designated agricultural. Removal of the natural stabilizing vegetation and replacement with seasonal crops or even pasture could have disastrous consequences in terms of erosion. Also, the land has never been used for commercial agriculture.

7. Compatibility with Agricultural Activities: There are no farming activities in the area which would conflict with development.

PUBLIC FACILITIES

Groundwater Quality and Quantity: The City of Florence is fortunate to have large quantities of good quality water close by. In fact, the City is situated on part of a large aquifer which is capable of producing 50,000 acre feet of water for use a year, or 45 million gallons per day (gpd) according to Newcomb and Jackson. This amount is capable of being withdrawn and would still leave sufficeint protection against sea water intrusion into the aquifer. However, this withdrawal rate could have the detrimental effect of lowering the water table and affecting the growth of vegetation and removing the groundwater containment of certain lakes such as Clear, Munsel and Collard. However, a population of 17,515 at 125 gallons per person per day would use only 2.2 million gallons per day (gpd), which is less than 5 percent of the maximum possible production. The aquifers in the sand north and south of the Siuslaw are described as the largest body of fresh water in the region. The average depth of the northern sand aquifer is estimated to be 125 feet. The eastern boundarys of the sand deposit reaches the western sloping top of the bedrock at the point where the coastal hills begin to rise.

Recharge: An average annual rainfall in excess of 72 inches falls on this area. It is estimated that over 75 percent of that amount reaches the groundwater. This would account for 70,000 to 75,000 acre feet of recharge per year in the 30 square miles of the Florence dune lands. In order to maintain the westward flow of water and avoid salt water intrusion into the aquifer, 22,000 acre feet a year would be non-removable according to D'Arcy's equation. This would allow for 50,000 acre feet of possible consumption annually. The present maximum rate of withdrawal from the two City wells is approximately 864,000 (gpd). Newcomb and Jackson conclude that several tens of million gallons per day can be used without detrimental effects on the existing water resources. "In addition, there are great possiblilities for artificial recharging of the groundwater by routing surface water, which now wastes to the ocean, into recharge channels and basins in the dunes."

THE LANE COUNTY COASTAL WATER INVESTIGATION

This study, conducted by the Lane County Environmental Health Division in 1978/79, was designed to advise the County and the local jurisdictions on an ultimate water supply plan for all of Coastal Lane County, (Dunes City, Glenada, Florence, and North Florence). The study covered the present and future water requirements and present use; water supply (all sources); collection and distribution systems; cost estimates; financing; and options for future systems. The advisory committee, which was set up to monitor the results of this study and make recommendations, has not issued a final recommendation as of this date. The results of this study indicate that the best source of water for the total area is from the sand aquifers.

The Federal "208 Water Quality Grant is expected to be applied to a study of the water quality and quantity of the North Florence dunal sheet aquifer during the fiscal year 1979/80 and will be carried out by Lane County on a contract with the Oregon Department of Environmental Quality. By using seismic methods and shallow and deep test wells, it is expected that a more exact understanding of the aquifer depths and limits can be acquired as well as knowledge about the rates and directions of the water flow in the aquifer. This study should provide some of the solutions to potential problems outlined in the above study such as: rate of withdrawal which will have the least effect on the water level of the lakes; the vegetative ground cover; the movement of the groundwater as it relates to possible contamination by septic-tank disposal systems; possible aquifer recharge areas; and locations for future drillings for municipal water supplies. The study is expected to require one calendar year for completion and should assist in determining the potential of the aquifer to supply the long-range needs of the area for a portable water supply.

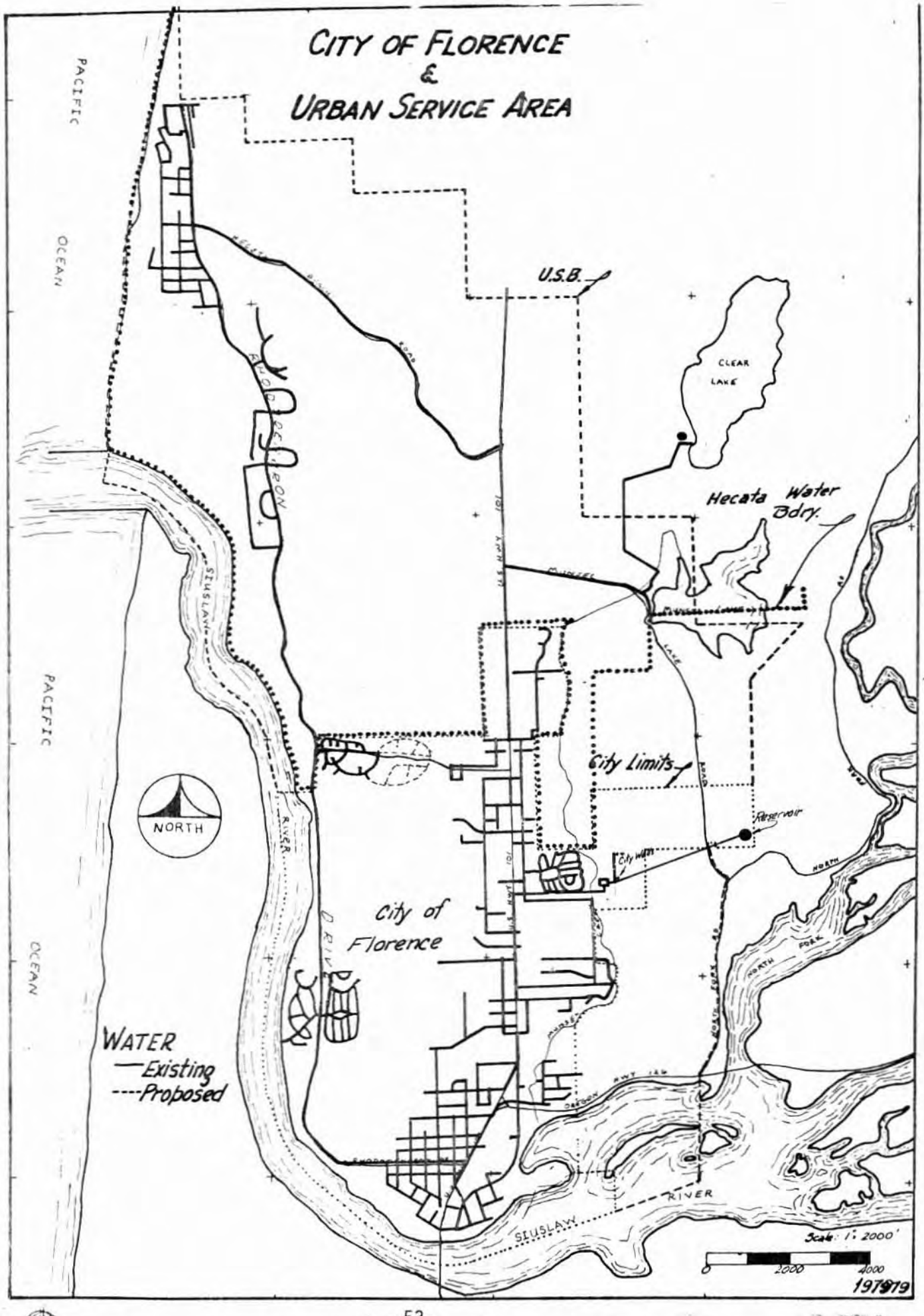
WATER PRODUCTION CAPACITY AND STORAGE

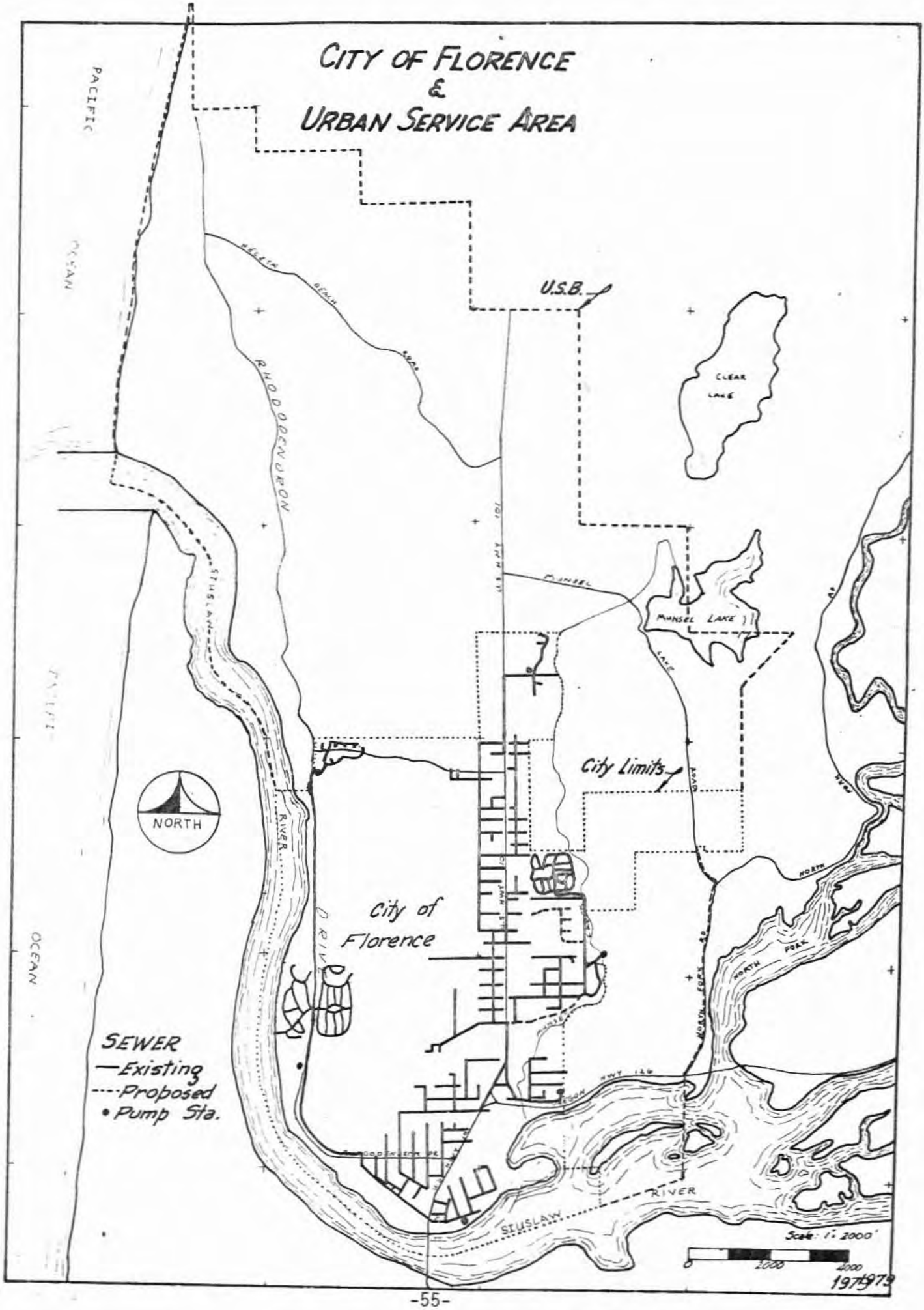
The City is presently served by two wells located east of Coast Village Campground which have a production capacity of 864,000 gallons per day (600 gpm). The City has had a storage capacity of 750,000 gallons since 1965, when a 500,000 storage tank was built. Both the production and storage capacity are felt to be inadequate to meet present needs.

The City used a total of 217.8 million gallons of water during 1978/79, and sold 187.2 million gallons. The difference is accounted for by flushing procedures which are carried out periodically and municipal usage. Municipal water consumption has almost doubled in the five years since 1974 when 114 million gallons were consumed. The average residential unit consumes 34 cubic feet of water per day during the month of maximum use. Any water supply must be geared toward the maximum daily usage. Heceta Water District supplies the balance of the City's needs during peak periods of water use.

The storage capacity is reaching a point where to achieve adequate pressure for fire safety standards it is imperative that an additional water tank be built before any new large demands can be placed on the system. A storage site on the large dune west of Oak Street and north of 35th Street is being contemplated for the installation of a 2,000,000 gallon water storage tank. This will alleviate the immediate storage need. An elevation of 167 feet is needed for an overflow elevation to accommodate the area. By providing 2,750,000 gallons of storage, however, the capacity remains inadequate to supply a three-day supply to meet peak periods and fire capacity needs.

An additional supply of at least four more wells are also needed which would produce a total of 2,590,000 gallons a day to make the City self sufficient in their water needs. (Each well produces 300 gpm.)


CITY OF FLORENCE
&
URBAN SERVICE AREA
PACIFIC
OCEAN
U.S.B.
CLEAR
LAKE
Hecata Water
Bdry.
SIUSLAW
RIVER
City Limits
Reservoir
City Water
City of
Florence
NORTH
WATER
Existing
Proposed
Scale: 1" 2000'
2000
4000
1979


CITY OF FLORENCE
&
URBAN SERVICE AREA
PACIFIC
OCEAN
U.S.B.
RHODODENDRON
CLEAR LAKE
MUNSEL LAKE
City Limits
NORTH
SIUSLAW
RIVER
City of Florence
SEWER
—Existing
----Proposed
• Pump Sta.
Scale: 1" 2000'
1974-1979

HECETA DOMESTIC WATER SUPPLY DISTRICT

The City's lines are tied into the Heceta District lines at two points - on Rhododendron Drive and on Highway 101. The City purchased 30.5 million gallons (4.07 mil.cu.ft.) during fiscal year 1978/79 from Heceta Water District. The peak amount purchased in any one month is 10.0 million gallons. Heceta Water District is utilizing approximately one-third of their total "allowed draw" from Clear Lake which is located about one mile northeast of the City limits. The balance of the water not used by Heceta's present pumping capacity and storage capacity are not adequate to fill the needs of the City. The development anticipated within the Heceta Water District boundaries, and allowed by the zoning of that area, will decrease the amount available to the City in the future.

Heceta Water District services an area of approximately seventeen (17) square miles. It has 957 customers and 38 miles of waterlines. The Heceta storage tanks have a capacity of 1,870,000 gallons. The District officers estimate that Clear Lake is capable of supplying 730,000,000 gallons per year to service 3,350 customers. The assessed valuation of the District as of January 1, 1979 was approximately $34 million. The District had a tax rate of 3.18 per $1,000 in 1978.

The Heceta Water District in Resolution 10-24-77 opposed the extension of water services by the City into any area encompoassed by its Urban Service Boundary that is also included within the boundary of the Heceta Water District. There are areas to the north and east of the City limits within the Urban Service Area which are not within the Heceta Water District, however.

The State Water Resources Board's water use policy statements have established use reservations for municipal use on Clear Lake. Woahink Lake is the only other coastal lake now designated for domestic water supply in the mid-coast basin.

WATER SYSTEM INPROVEMENT PROGRAM

The following projects should be incorporated into the City's capital improvement program.

- new storage reservoir of 2 to 4 million gallons
- additional wells
- additional connections to Heceta Water District
- replacement of 6 inch lines with 8 inch lines where growth is anticipated
- routine replacement of undersized lines as necessary.

SEWERAGE FACILITIES

Existing Plant: The City's present treatment plant is located on Rhododendron Drive and discharges into the main stem of the Siuslaw River at Mile 4.2 No domestic use withdrawal is located downstream from the discharge point. BOD and SS concentrations are monitored and required

not to exceed 20/20 in summer and 30/30 in winter. The treatment plant has just been expanded but only has capacity for a few years growth. The consulting firm at Parametrix has just done a facilities study and plan. The plan has determined that the existing plant can be expanded to provide treatment for a peak population of 17,515. This is the projected 2000 population. The plant has been selected as a regional receiving station for wastes from septic tanks and campgrounds in the Oregon coastal region between Reedsport and Yachats.

Collection System: The existing sanitary sewer system is shown on the accompanying map. The Parametrix study showed that the pressure main on Rhododendron Drive has additional capacity, while the older part of the system is at or near capacity in several places. A grant has been received for planning service extensions; this will be a important determinant in phasing future development.

Other Plants: The Pier Point Inn and Driftwood Shores have secondary treatment plants which discharge into the estuary. The Pier Point Inn is located in Glenada on the south side of the river. Driftwood Shores is located at Heceta Beach, within the Urban Service Boundary.

Drainage: The hydrology of the area is complex and influenced by the sand dune movements. The principal drainage channel is the Siuslaw River. Munsel Creek is the major local sub-drainage channel. The accompanying map indicates the approximate drainage area boundaries in the planning area.

No master plan for storm sewers and drainageways has been developed to provide drainage networks for the Florence Area. Curbs, gutters, catch basins and subsurface piping are needed in developed areas. The Soil Conservation District has preliminary plans for developing a drainage system for the area within the Urban Service Boundary.

SOLID WASTE

County Solid Waste Disposal Site: The regional sanitary land fill located on Rhododendron Drive within the City limits is the only disposal site for residents of Lane County within the Coastal Subarea. This operation is manned and the refuse is compacted and covered daily. During the hours of operation (Thursday through Monday, 10 a.m. to 6 p.m.) an attendant is on duty. Private garbage collection service is offered in the area for a contractual fee. The collectors pay a fee for the use of the sanitary landfill site. Individuals who haul their own refuse to the site do not pay a fee.

The Director of Lane County's Solid Waste Division estimates that the current site will be sufficient for another 12 to 15 years. The County should be making plans and acquiring land for an alternate site which will meet the environmental requirements and provide for maximum citizen convenience through their Solid Waste Management Plan.

Sludge from private septic tanks and waste disposal facilities is currently being disposed of at the site. The projected regional Sewerage Facility in Florence is being designed to accommodate this type of waste and is expected to be completed within the next 4 to 5 years.

Further efforts should be made to recycle solid waste materials and assure adequate safeguards for the disposal of inert and hazardous waste materials. The Solid Waste Management Plan for Lane County was approved by DEQ; August 10, 1973.

PUBLIC SERVICES

Fire Protection: There are two fire protection organizations that provide protection within the Florence Area. These are City of Florence Fire Department and the Siuslaw Rural Fire District.

Florence Volunteer Fire Department: The City of Florence has a fire insurance rating of "3" which is a favorable rating, and is supported by the following equipment: a 500 g.p.m. pumper with 300 gallon tank, a 750 g.p.m. pumper with a 500 gallon tank, a 350 gallon tanker with a 1,250 g.p.m. pump, a 1,250 g.p.m. pumper (1,975); and an equipment truck.

ANNUAL ACTIVITY REPORT FOR CALENDAR YEAR 1978

Number of calls where equipment was used	45	
Calls without equipment being used	11	
Average of men on each call	14	
Total man hours on alarms	455	
Man hours on drill and training		1,200
Man hours on truck, equipment and maintenance repair		750
Man hours on fire hall maintenance and repair		272
		2,222

Nearly 1 1/4 miles of hose were used during fires and wash downs. More than 1 1/4 miles of hose were used on drills and testing.

The Siuslaw No. 1 Rural Fire District: The Siuslaw No. 1 Rural Fire District serves an area from the County line in the south to Lily Lake on the north. Its eastward extension is generally three to five miles from the Pacific, except along the Siuslaw. There, it extends about one-half mile past Tiernan. Both Siuslaw No. 1 and the Florence Fire Department belong to the Southwestern Oregon Mutual Aid Association, headquartered in North Bend. Each District's equipment and personnel are available on-call to nearby districts who are faced with a fire beyond the home district's capacity to control. Both the Florence and the Siuslaw No. 1 Rural Fire departments will respond automatically to a fire in a public facility. This District also has a working arrangement with the Western Lane Forest Protective Association (headquartered in Veneta) whereby the equipment and personnel of each is available to the other in certain circumstances. One truck belonging to the West Lane District is kept in a Siuslaw No. 1 station and at least during the summer, one or two West Lane men are stationed on the Coast.

Police: Police protection in the Florence Area consists of five Oregon State Police Officers (including one Fish and Game Officer), five Lane County Sheriff's Deputies, and six City of Florence Police officers. Only one officer from each police force is on duty at any one time. The State and County officers patrol from the Lincoln County line to the Douglas County line and east to the Linslaw area. Each force is generally considered to be undermanned by at least one or two officers. The three police stations are tied together on a single communications system.

According to the County Coastal Subarea plan, the Lane County Sheriff is seeking to increase patrol services to the Subareas to meet present and anticipated needs. Additional growth in the area will require a greater level of police protection. The U.S. Coast Guard provide protection for water traffic on the estuary and outside the bar.

Library: The Florence Public Library has an inventory of approximately 12,000 volumes. This number is supplemented through intergovernmental library loans through the Oregon State Library, the Lane Council of Librarians, and through a pilot project, the Lane/Douglas Library Region.

The Library, tax supported by the City of Florence and by fees collected from non-residents, is an educational, informational, and recreational center for local citizens. Area residents outside the City limits may obtain a library card for a nominal fee. A Library Board is responsible for library policy. An organization of local residents, "The Friends of the Florence Library" actively supports special library projects and a lecture series, the "Florence Folk Forum." The Library also works closely with various citizens groups in support of the arts, such as the Florence Arts Council and the Arts and Crafts Association.

A major concern during the planning period will be the continued development of responsive interlibrary loan systems. Problems created by dependence upon interlibrary loans should be limited by formal loan agreements, delivery systems, and the development of a regional union catalog.

The Library is located in the north portion of City Hall. Population growth of the area will require additional space and facilities to accommodate the rapidly increasing usuage of library services. The need to provide more space for services furnished by City Hall is also expected to require that the library be relocated to a readily accessible site during the planning period. Building design should consider the multi-faceted nature of library service and include facilities for library and related programs. Adequate space and parking should also be considered.

Schools: The Florence area schools are operated by School District 97J. The District serves the area north to Big Creek and south to the Douglas County line and includes the North Fork Valley of the Siuslaw River, part way up the Siuslaw Valley to Mapleton, the Canary Road, Maple Creek and Fiddle Creek areas and Dunes City. Children are brought to school from these areas by 11 buses.

The three elementary schools, middle school and high school are all located within the City limits. Kindergarten was added to the school system in the 1977 school year. Enrollment figures for the District for the past ten years indicate a steady growth despite the falling birth rate and the increase in the percentage of retirees to the total population of the area. Kindergarten through 12 enrollment figures for 1978/79 were:

Kindergarten	99
One	129
Two	108
Three	111
Four	123
Five	97
Six	107

Seven	133
Eight	97
Nine	126
Ten	117
Eleven	107
Twelve	98
TOTAL	1,452

The Siuslaw Elementary School, a 28-room facility, is serving 447 students in grades K, 1 to 3. The building, located off Highway 101 between 6th and 7th Streets, was constructed in 1948 and is in fair condition. The School Board has indicated they plan to construct new facilities to house these grades at the Rhododendron School by 1985.

The Rhododendron Elementary School, constructed in 1963, is located at 22nd and Oak Streets. It has ten classrooms and serves students in grades four and five. The school site is considered adequate to meet future needs and will accommodate the addition of needed classrooms to replace those at Siuslaw Elementary School.

The Siuslaw Middle School on Quince Street, serves grades six, seven and eight and has an enrollment of 337 students. This building was constructed in 1951 for use as a high school and is in good condition. It has the capacity to meet anticipated student enrollments for the next several years.

The Upper Elementary School on Quince Street is part of the elementary complex of K-3. It is anticipated that this facility will be used exclusively for school administration in the future.

The Siuslaw High School was constructed in 1968 and is located at Oak and 30th Streets. It is located on the north end of the same tract of land as the Rhododendron Elementary School. The 24-classroom facility is now serving 448 students. No additions to this school are anticipated at this time and the site is adequate to meet projected needs. All of the schools are served by gymnasiums.

The School District property consists of approximately 116.12 acres. The total assessed value of the District was $153,146,113.00 in 1979. It had a tax rate of $12.17 per $1,000.

Siuslaw Area Skills Center: The Lane Community College was given a 20 acre site north of the High School on Oak Street to develop the Siuslaw Area Skill Center. This facility was built in 1976 and has sufficient land to expand beyond the expected needs of the planning period.

The Skills Center has no plans for expansion of their facilities other than a small service building. Schools and public buildings are used for the overflow of students which cannot be accommodated by the present facilities. The Center has had an average enrollment during the past three years of 350 students per term or a total of about 1,000 students enrolled per year.

The Center employs around 40 people in any given term. Approximately 100 individuals are on the payroll for at least one term during the school year. The Center spends over $100,000 in the community each year.

MEDICAL SERVICES

Hospital: The Western Lane Hospital is located on 12th Street between Maple and Nopal Streets on 3.0270 acres. The hospital, which was built in 1956, is partially supported by the Western Lane Hospital District which covers the Florence, Mapleton, Deadwood, and Swisshome areas. The District had an assessed value of $189,360,109 and a tax rate of $ .50 per $1,000 in 1978.

The 47 bed facility serves local as well as regional needs. It is served by a staff of 6 local doctors who are in general practice, 1 surgeon, 3 radiology consultants, 3 pathology consultants.

Major facilities provided by the hospital include 24 medical-surgical beds, labor and delivery room, operating room, coronary care units, laboratory, diagnostic x-ray, physical therapy, inhalation therapy, ambulance service, emergency room, and a 23 bed skilled nursing facility.

It is estimated that the present grounds can accommodate additional expansion. About half of the property is being used at present. At some point during the planning period of 20 years, it is anticipated that a new hospital building will be needed. A decision on whether to relocate the total facility might be necessary at that time.

Other Medical Services: The Florence survey taken in October, 1978, indicated that 82 percent of those responding, go to another city for all of their specialized medical care, and 38 percent go to another city for their hospital care. In addition to the above doctors, three optometrists and 5 dentists are located in Florence. The Siuslaw Care Center, a private facility located at 1951 - 21st Street, provides nursing care for 91 elderly and developmentally disabled individuals. The Department of Human Resources operates a health clinic at the County Annex.

COMMUNICATION

The City is served by three newspapers which report local news, The Siuslaw News, the Coos Bay World and The Eugene Register-Guard. In addition, two Portland newspapers are delivered in the area.

The Florence Cable TV supplies TV cable service to customers in this area. The company operates under a franchise granted by the City.

The telephone company, Pacific Northwest Bell, also operates under a franchise agreement with the City.

A 100,000 watt FM station was authorized by the FCC in 1977. Currently, three applicants are trying to gain the license to operate in Florence.

PLANNING, ZONING, AND SUBDIVISION

The City has an adopted subdivision ordinance, zoning ordinance, and building code. A planning commission, site review committee, planning and building department and staff provide services to the public.

TRANSPORTATION

Highways: Florence is served by two state highways--Oregon Coast Highway 101 which extends from Washington to California, and Highway 126, beginning in the City and extending through Eugene to Eastern Oregon. With the exception of Rhododendron Drive and 35th Street, which serves the community of Heceta Beach to the northwest, all other roads within Florence are local streets.

Highway 101 divides the City throughout its length. Beginning at the north end of the two-lane Siuslaw Bridge and extending for about 5,000 feet to 12th Street, the Highway is a four-lane facility. (In 1976, as many as 13,100 vehicles traveled this section daily. During the tourist season, traffic loads increased by 30 percent or more. Highway 101, north of 13th Street, is a two-lane road bordered by commercial, industrial, and residential development which is primarily dependent on the highway for access. Although the traffic loads are less than in the central city, the congestion hazards are greater. In 1976, the average daily figures on Highway 101 north of Route 126 progressively decreased from 10,400 to 4,700 at the northern city limits and to 3,900 north of Heceta Beach Road.

To accommodate the anticipated future traffic loads generated by community growth and increasing tourist travel, past discussions included such highway alternatives to Highway 101 as the construction of (1) an easterly bypass, and (2) a westerly highway skirting the City. Proposals for bypasses have been vigorously opposed by the community.

Therefore, to reduce congestion and traffic hazards along Highway 101 and to strengthen the future image of this major coastal route, the City should support the U.S. Highway 101 improvement project which is included in the Oregon Department of Transportation Six-Year Highway Improvement Program for Region 3. The widening project should begin at 9th Street and continue beyond the vicinity of the Heceta Beach Road Junction to the north.

As is the case with any highway-widening program, the construction of this route to an approximately 100 foot right-of-way will cause the demolition amd relocation of a number of commercial and light industrial establishments and residential structures. Every effort should be made to:

1. Ensure that certain critical highway improvements be implemented at an early date.

2. Require setbacks for all new developments so as not infringe upon the future right-of-way of Highway 101.

The proposed widening and improvement of Highway 101 will provide four traffic lanes, a turning lane, sidewalk, utility easement and shoulder. Elimination of the Oregon Coast Bicycle path from this stretch of road (from 9th Street to 37th Street),and relocating the bike path on Oak Street would eliminate the taking of as much property for the right-of-way, provide a safer route for bicycle riders, and provide a bike path for the students at the local schools.

Impact of Drainage: It is estimated that 22 acres of the highway right-of-way will be cleared and grubbed; of this amount, nearly all, 21.5 acres, will be paved. Most of the run-off will be diverted to Munsel Creek near its mouth.

Bus Transportation: The "Green Bus" was discontinued in 1979, which provided transportation from Florence to Eugene twice a week. This service was stopped when the number of bus patrons dropped to the point where it was no longer feasible to operate the bus.

The Greyhound Bus Company provides three buses each way, north and south, on Highway 101 daily. A bus shelter was constructed in 1979 at 21st Street and Highway 101 for passengers using the north-south inter-city bus travel.

Rail: The Southern Pacific Company operates a line which extends from Eugene to Coos Bay. The track is in poor repair at the present time. The possibility exists that spur tracks could be constructed to possible industrial sites in the area outside the City limits near Cushman or on the south side of the river near the South Slough. No passenger service is provided.

Taxi: A taxi operates within the City on a franchise agreement.

Air Service: Mahlon Sweet Airport in Eugene serves Lane County with four major airlines: United, Hughes Air West, Western and Air Oregon. Airports are also located at Lakeside, North Bend and Newport.

Transportation for the Elderly: Lane County Senior Services provides transportation services to those senior citizens who are unable to drive. This service is coordinated through the Senior Services Office at the Courthouse Annex. Transportation is also supplied to the elderly nutrition meal site at the Senior Booster Center.

Western Lane Hospital provides ambulance service in Western Lane County. The service is provided by individuals with emergency medical training.

Master Road Plan: Historically, many of the City's streets developed in an uncoordinated way. Early plats have small blocks with many streets which have never been developed. Some of these streets have been vacated by the City, the land being returned to private owners. Consideration to dedicating these areas for greenways, pathways, open space, or future utility rights-of-way should be given before vacating them.

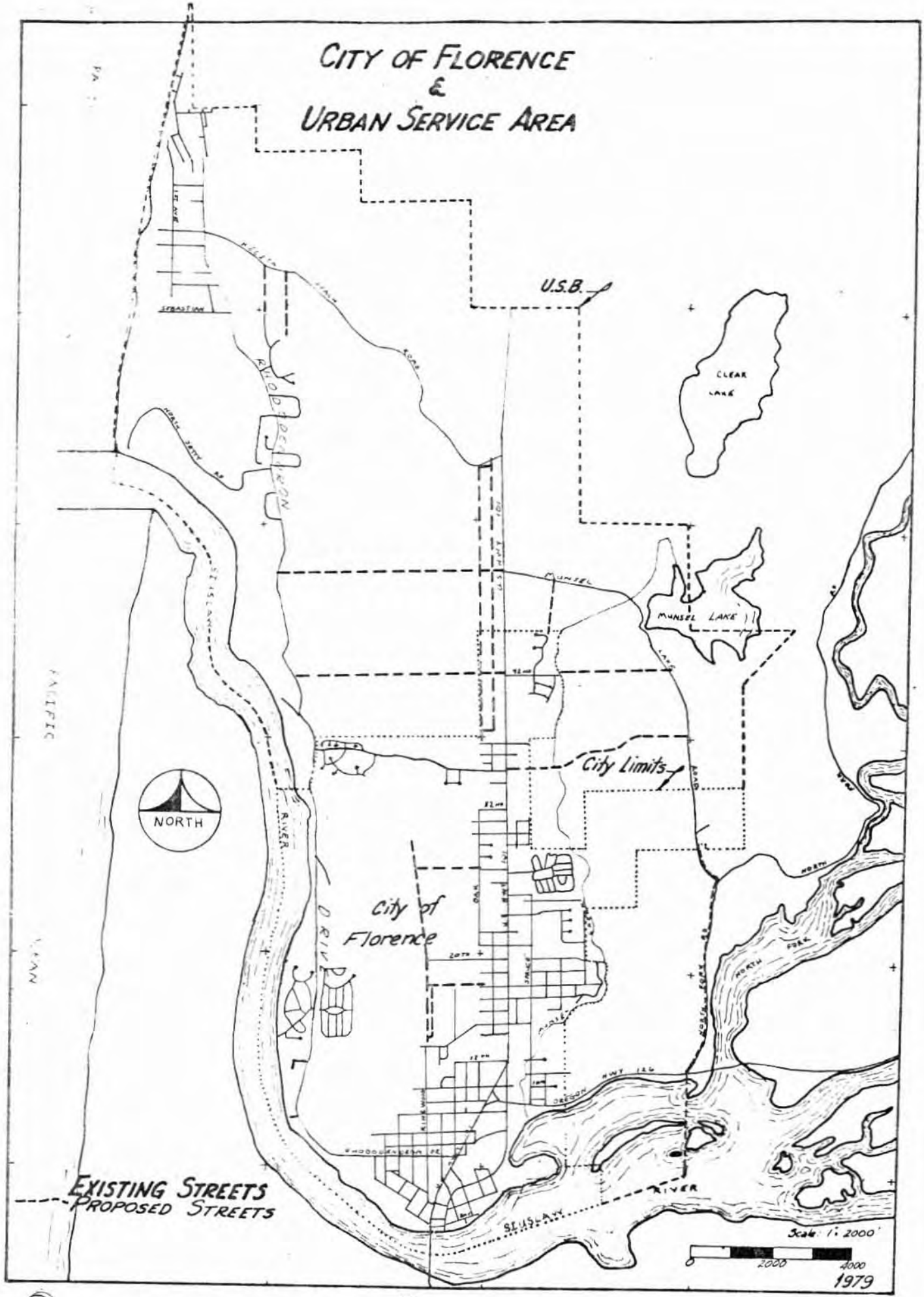
The City had 20 miles of streets and 226 intersections in 1975. Many of these streets remain in an unpaved condition. Local improvement districts are used to bring these streets up to City improved street standards.

The accompanying road plan map, in conjunction with the road classification system below is intended to provide for orderly development of roads in the City and within the Urban Service Area. This plan must be implemented through the City's subdivision ordinance and capital improvement program. Coordination with Lane County is essential.

Street Classification	Right-of-Way Width	Paving Width
Primary Arterials: U.S. Highway 101 State Highway 126	variable	variable
Secondary Arterials: Rhododendron Drive Munsel Lake Road North Fork Road Heceta Beach Road	60 feet	42 feet
Collectors: Oak Street Spruce Street 9th Street 35th Street 42nd Street (Hwy. 101 to Munsel Rd.) 42nd Street (Hwy. 101 to Rhododendron Dr.)	50-60 feet	34-42 feet
Feeders: Airport Road & West 15th St. Kingwood Street Bay Street Second and Quince Streets 18th Street (W. and E.) 25th (E. of Hwy. 101) 27th (W.)	50-60 feet	34 feet
Local: (all others)	50 feet	34 feet

Airport: The City has adopted an airport master plan to guide future development and operation of the airport. Of particular concern in this plan are the effects of the airport on neighboring land uses.

Airport Approach: An approach zone is established which limits height of potential obstructions and provides a clear zone at each end of the runway. The City should purchase property in private ownership in the South clear zone and County property which falls in the approach zone to the north. If the property which lies to the north cannot be purchased,


CITY OF FLORENCE
&
URBAN SERVICE AREA
U.S.B.
CLEAR LAKE
MUNSEL LAKE
City Limits
City of Florence
NORTH
SIUSLAW RIVER
EXISTING STREETS
PROPOSED STREETS
Scale: 1" = 2000'
2000
4000
1979

an easement or agreement should be secured from the County. An easement or agreement should also be secured from the County for the clear zone on the east side of Kingwood Street which falls to the west of the low-cost housing project. Lane County will need an airport obstructon ordinance similar to Florence.

Sound Contours: The Airport Master Plan shows where noise levels are predicted to be higher than can tolerated by certain uses such as residential. Industrial uses, open space, and public uses are designated in this plan to provide a buffer.

Other Considerations: 12th Street should not be opened and the remaining portion of this right-of-way should be retained for a utility easement only, since traffic and traffic lights along this route would interfere with the approach zone. Light industrial zoning of the 40 acres in which the County sanitary landfill falls would be compatible with the airport master plan. The Florence City Council has agreed to set aside money from the sale of industrial land near the airport for local matching funds for improvements recommended in the Airport Master Plan.

Airport Operations: From July 1, 1978, through January 24, 1979, the total average daily activities count was 22.77 daily or a total of 4,244 operations. This would average 8,300 operations per year.

X. Physical Environment and Land Use Constraints

GENERAL

Climate: The annual rainfall in Florence averages 72.2 inches per year. The highest recorded rainfall during the last 22 years for any three month period was for November, December, 1973, and January, 1974, when 60.85 inches were recorded. The highest rainfall for any one year since 1957 was 98.11 inches in 1968 and the lowest was 43.75 inches in 1976. The highest rainfall for any one month since 1957 was 26.03 for November, 1973. Approximately 91 percent of the annual average rainfall occurs between October 1, and May 31, leaving the summer months relatively dry. Summer rains consist of light rainstorms or "drizzle."

The lowest average monthly temperature is February, with 42.6 degrees Fahrenheit. The highest average monthly temperature is August, with 61 degrees Fahrenheit. The average annual temperature is 51.8 degrees Fahrenheit. The maximum temperature recorded in 1975 was 93 degree F on September 4, and the minimum was 24 degrees F on January 4. The climate is defined as temperature oceanic and is largely controlled by marine air masses which move inland from the ocean.

The prevailing winds are generally from the south and southwest during the winter, then gradually reversing to the north and northwest in the summer. Late fall, winter, and early spring rains are the result of warm, moist marine air masses encountering the higher relief and relatively cooler land surface. The air masses are forced to ascend and the resultant cooling intensifies the rainfall to about 60 to 90 inches annually throughout this coastal region. Snow and heavy freezing are rare. In the warmer months a narrow coastal fog belt often occurs.

Topography: The topography of the Florence Area is generally fairly level. The major exception is the area on the eastern rim of the Urban Service Boundary, southeast of Munsel Lake, which rises fairly abruptly from 160 to 400 feet evaluation in a distance of about 400 feet. The ground elevation within the majority of the Florence Area ranges from sea level to about 80 feet. Generally the slopes do not exceed ten percent; however, the leeward or advancing slope dunes may reach a slope of over 45 percent. There are several exceptional cases of stabilized dunes which reach elevations of 60 feet, or more, above the immediate surrounding area.

Vegetation: The mild winters and dry summers of the region give evergreen conifers the advantages over other tupes of vegetation and contribute to the enormous productivity of the forests which surround the Florence area. The forests are predominantly Douglas Fir; however, Sitka-Spruce occupies the narrow zone along the coast and Western Red Cedar and the Western Hemlock are also associated with the area, especially in the older stands with wetter conditions. Red Alder frequently colonizes in open areas until being displaced by the evergreen conifers.

Shorepine is the predominant species found in the Florence area. Rhododendrons, huckleberry, salal, manzanita wax myrtle and scotchbroom are also common in the area.

A. Natural Resources

AGRICULTURE

Agricultural capability was inventoried, using the land use survey prepared by L-COG in 1976 and the soils interpretations by the Soil Conservation Service. The land use survey contained no land in agricultural use within the urban service boundary. Soil interpretations are summarized below.

AGRICULTURAL CAPABILITY

Soil Type	Rating	Crops
Brallier	IV w	Pasture
Dunal Sand	VIII e	None
Heceta	IV w	Pasture
Westport	VI e	Pasture
Yaquina	IV w	Pasture
Netarts	VI e	None
Bohannon	VI e	None
Preacher/ Bohannon/ Slickrock	VI e	None

Although some of the soils in the area have a Class IV rating, this is qualified with the problems of wetness and potential erosion. Use of this land as pasture would require stripping the existing vegetation, which is composed of a wide variety of trees, shrubs and brush. In general, this land cannot support agricultural use due to the instability of the dunal sands when existing vegetation is disturbed.

FORESTRY

Forest lands were inventoried, using the L-COG land use survey and the soil interpretations by the Soil Conservation Service. The land use survey showed no timber lands within the Urban Service Area. The soils data, however, showed some areas with forest potential.

FORESTLAND CAPABILITY

Soil Type	Tree Species	Windbreak Performance	Woodland Wildlife Habitat	Site Index
Brallier	none	none	good	none
Dunal Sand	none	none	very poor	none
Heceta	Willow/Myrtle/Shore-pine	fair	poor	none
Westport	Sitka Spruce	fair	poor	none
Yaquina	Sitka Spruce/Douglas Fir	fair	fair	- (115 est.)
Netarts	Sitka Spruce/Shore-pine/Douglas Fir	fair	fair	30 (125-135 est.)
Bohannon	Douglas Fir	poor	good	3 (138)
Preacher/ Bohannon/ Slickrock	Douglas Fir/Hemlock	poor	good	2 (155-182)

Commercial Forestry: Only the area south of Munsel Lake and east of Munsel Lake Road has commercial timber. This is a steep ridge which faces west, toward the City. This area should be protected for either commercial or urban forestry uses.

Urban Forestry: The majority of the Florence area has either open sand or a mixture of various tree species, shrubs and brush. These areas are not particularly good for windbreaks or wildlife habitat. The main value of the vegetation is for sand stabilization, urban buffers and open space.

OPEN SPACES, SCENIC AND HISTORIC AREAS, AND NATURAL RESOURCES

Cultural Areas: Although the area did have a population of Indians in the early days, no specific sites of importance within the planning area have been identified.

Historic Areas: The waterfront district adjacent to the Port of Siuslaw is an historic area. Historic buildings include the Florence Grade School, Callison Building, Florence IOOF Lodge Hall, the Kyle Building and the following homes: John Bergman, Kennedy-Johnson, and Severy. The preceeding are listed in the Statewide Inventory of Historic Sites and Buildings.

Natural Areas: Areas identified as important habitats are largely the ones identified as estuary and shorelands.

Open Space: There exists considerable publicly-owned open space which is inventoried in the Recreation and Land Use-Public Sections. The estuary and shorelands as well as the lands which cannot be developed due to poor soils, contribute to provision of open space. The City maintains an 80 acre reserve where its wells are located.

There are several devices, which are used to preserve open space. These include estuary and shorelands overlay zones, other open space overlay zones, restrictive covenants on private cluster developments, and dedication of parkland to the City.

Scenic Areas: Scenic areas are numerous. Of particular value are the points of shoreland access which are shown on the shorelands and estuary map.

Mineral Resources: No known aggregate or mineral resources are found in the area with the exception of the large quantitities of dune sand. Policies and recommendations regarding sand removal are set forth in Part I.

SIUSLAW ESTUARY

Inventory:

NOTE: This inventory is largely a summary of the Wilsey and Ham Coastal Resource Inventory. Additional Information is included as noted.

The City of Florence, (including the Urban Service Area), is situated at the mouth of the Siuslaw River and borders the river from the mouth to River Mile 6. Due to the very significant present and future economic as well as environmental benefits derived from the river, the City is vitally affected by and concerned with the water quality of the river, the protection of its vital resources, and the protection of appropriate areas for future development.

The Siuslaw Estuary was classified a Shallow-draft Development Estuary in the Estuarine Classification system. This classification allows and requires development management units in appropriate urban areas to support the economic requirements of the locality and for non-dependent urban needs in areas not needed for water-dependent uses.

1. Physical Characteristics

a. Siuslaw Estuary Physical Description

Channel and Jetty: The Siuslaw channel is authorized by Congress and maintained by the U.S. Corps of Engineers at a depth of 16 feet by 200 feet wide, with additional widening at the bends, from the entrance channel to RM 5.5. The entrance channel is authorized at 18 feet deep by 300 feet wide from deep water in the ocean to a point 1,500 feet inside the outer end of the present north jetty. A turning basin 16 feet deep and 400 feet wide by 600 feet long, is located opposite the Port of Siuslaw dock at Florence. From RM 5.5 to RM 16.5 the authorized depth is 12 feet by 150 feet. Overdredging is allowed to insure channel depths are maintained between maintenance operations. The river is navigable to RM 19.

The north jetty is authorized at 7,500 feet and the south jetty is authorized at 5,700 feet. The proposed extension project which the Corps of Engineers has approved, would extend the north jetty 2,000 feet and the south jetty 2,500 feet (to the 30 foot ocean contour depth).

Dimensions: According to the Division of State Lands (1973) the estimated surface area of the estuary is 2,245 acres (MHT) and 1,489 acres (MLT). Tidelands are extensive upstream from Florence but nearly nonexistent in the lower section of the estuary. There are 756 acres of tidelands. By 1973, 40.63 acres of submersible lands had been filled. There are 1,458 acres of saltmarsh.

The drainage area covers an area of 790 square miles which consists of 91 percent forest land, four percent cropland, one percent rangeland and 4 percent of others. Total length of the river is 117.9 miles to the South Fork of the Siuslaw, which makes it the longest in the mid-coast basin. Its major tributary is the North Fork of the Siuslaw at RM 6.3. The North Fork has a length of 25.8 miles and drains 65 square miles. The elevations of the river range from sea level to 3,000 feet.

The surface area of the estuary makes it eighth in size on the Oregon Coast, but fifth in drainage area.

In comparing the Coast and Geodetic Survey maps for 1887 and 1971 for the area downriver from R.M.9, it is apparent that the surface area (and tidelands) have increased a great deal, perhaps by 30 percent.

Water depths of the estuary are shallow, ranging from 23 feet MSL average depth at the throat to an average lagoon depth below MSL of 7 feet. The navigation channel is dredged to a depth of 16 feet.

The river yields 2,300,000 acre feet of fresh water annually. The normal flow of the river at its mouth is estimated at 3,150 cfs. Extreme flows were recorded on January 27, 1970 at 32,300 cfs and August 30 and 31, 1970 at 70 cfs.

Tidal Influence: Tide water reaches to between RM 22.5 and 26 and to RM 6.9 of the North Fork of the Siuslaw. The mean tide range is 5.2 feet with a mean diurnal range of 6.9 feet and an extreme range of 11.0 feet.

The tidal prism (the total amount of water that flows into the estuary and out again with the movement of the tide) is estimated to be 276,000,000 cubic feet with a diurnal range of 366,000,000 cubic feet.

b. Water Characteristics

Salinity: This varies according to season. In January and May, the estuary is classified as a two-layered system with freshwater overlaying the denser salt water. During low tide in January, (when river flow is highest), freshwater has been recorded throughout the estuary as far downstream as River Mile 3. The estuary is classified as partially-mixed in March, and well-mixed in October. The salinity of the estuary varies, then from a maximum of 35 parts per thousand (pure seawater) to less than one part per thousand (freshwater) depending on the influences of tide and flow of freshwater. During the winter, salinity values are typically less than 20 parts per thousand over the entire estuary, except at the mouth. During the summer, the lower and middle reaches have salinity values near 30 parts per thousand.

Temperature: During the winter both the freshwater and seawater have low temperatures, so the entire estuary is cold. During the summer, the freshwater flow is greater than 20 degrees F so the temperature varies from a low at the river mouth to a high at the upper reach.

Dissolved Oxygen: The dissolved oxygen levels remain near saturation during the winter months, but periodically approach 6 mg/l in the middle and upper reaches during the summer. This is probably due to a combination of warmer temperatures, low freshwater flows and oxygen uptake by tidal flats.

Coliforms: Coliform counts often exceed DEQ standards for estuary waters (240 coliforms/100 mls). This occurs throughout the bay. The source is apparently agricultural runoff or possible sewage failures.

The following table summarizes the above factors and others which describe water quality.

WATER QUALITY DATA SUMMARY

	Lower Reach (RM 0-4)		Middle Reach (RM 4-8)	
Parameter	Winter	Summer	Winter	Summer
Salinity	H-M	H	M-L	H
Temperature	L	L	L	L-M
PH	H	H	H	M
Turbidity	L	L	L-M	L-M
BoD	L	L	L	L
Do	H	H-M	H	H-M

c. Substrate

From the Highway 101 bridge downstream to the mouth, large quantities of sand are deposited within the river. Sources of this sand deposition include littoral drift from the ocean, and windblown sand from the surrounding dunes. These sands make for a uniform substratum throughout the width of the river.

Above the Highway 101 bridge, the tidal and sub-tidal areas outside the channel are primarily composed of fine silts mixed with sands, and is considered mud substrate. Muds occur from the Highway 101 bridge upriver to Cox Island, and up the North Fork.

2. Biology

a. Benthic Flora and Fauna

Other than micro-organisms, seaweed and eelgrass are the main types of benthic flora. Areas with significant algae growth have been mapped; within the planning area, these are: along the north shore from Canary Hill for approximately one mile, and the tideflats between the highway 101 bridge, and the North Fork. A large eelgrass bed is also located in the mudflats between the Highway 101 bridge and the North Fork.

No quantitative survey of fauna (other than clams and crabs) has been done. Location of fisheries and other biological information is shown on the Estuary and Shorelands Map.

b. Fish and Wildlife Species

A wide variety of fish can be found in the estuary. These are listed in the accompanying table. In addition, the following shellfish are found:

soft-shell clam	battic clam
littleneck clam	sea mussel
gaper clam	dungeness crab
piddoc (rock oyster)	ghost shrimp
irus clam	mud shrimp

At present the estuary is closed to commercial harvesting of shellfish due to high coliform bacteria counts.

Key wildlife areas are shown on the accompanying map. These are not considered "significant areas," but they play an important role in the life history of certain species.

- On the north side of the north jetty, seals are regularly seen feeding in the waters. Because of the good accessibility, it offers an excellent opportunity for human observation.

- The northwest shoreline of Canary Hill is commonly used as a seal haul-out, according to Hutchinson. This is an area of easy access to land from the water with minimal disturbance from humans.

c. Shorebird Habitats

Approximately 200 whistling swans winter at the Siuslaw estuary. The swans feed on the north tideflats, between the Highway 101 bridge and the North Fork.

Aquatic birds including great blue herons, bald eagle, osprey, and band-tailed pidgeons are in the area, but nest on the south/shore and in the more remote areas.

In general the marshes and tidelands are habitats for migrating and resident shorebirds.

d. Recreational Fishing

Clamming and crabbing areas are shown on the accompanying map. A majority of the boat angling trips were made below the Highway 101 bridge. Of all shore angling trips, 75 percent were in the jetty area. The most often caught fish were:

By Boat	Number	On Shore	Number
staghorn sculpin	1,209	redtail surfperch	9,089
starry flounder	336	pile perch	5,100
redtail surfperch	313	staghorn sculpin	4,011
shiner perch	180	shiner perch	3,287
		pacific/herring	2,695
		stripped seaperch	2,041
		starry flounder	1,410
		Buffalo sculpin	1,202

e. Estuarine Wetlands

The Siuslaw estuary contains 756 acres of tideflats and approximately 1,458 acres of marshlands. The estuary contains one of the largest and most diverse marsh expanses in the coastal zone. These are shown on the Estuarine Wetlands Map.

f. Fish and Shellfish Spawning Areas

Marshlands (and mudflats) provide essential spawning and nursery grounds for fish, crustaceans and other marine life. No particular fish spawning areas were noted within the Florence Urban Service Boundary.

g. Significant Natural Areas

There are no significant natural areas found within the Florence Urban Service Boundary.

h. Commercial Aquaculture

The DOMSEA Company has an aquaculture operation located approximately 2/3 miles from the river mouth on the North bank.

3. Socioeconomic Characteristics

Economic Importance: The estuary is essential to the economy of Florence and the surrounding area as a fisheries resource, for sport fishing and boating, as a means of transportation for the timber industry, and as a scenic attraction for tourists. (See Economy Chapter.)

Land Uses and Man-Made Alterations: Present uses and development of the estuary within the Florence area include:

- Navigation channel used by tug and barge traffic, commercial fishing and sport fishing trips.
- City dock and mini-park east of Highway 101 bridge.
- Moorage facilities: Coast Guard Station docks at RM 1.9; Bay Bridge Marina at RM 4.8; Port of Siuslaw Holiday Harbor at RM 5.2; and Waterland Storage and RV Park Marina at RM 5.3.

- Laundary facilities and ramp at Siuslaw Pacific moorage and ramp at Waterland Marina.

- Treated sewerage outfall at RM 0.1 from Driftwood Shores Condominium and at RM 4.2 from the Florence sewerage treatment plant.

- Communication lines west of the Highway 101 bridge.

- Rip rap at reasonable locations within this segment of the river.

- Highway 101 bridge at RM 5.

- Electric transmission lines at RM 6.1 and RM 7.3 upstream from the bridge.

- Highway 126 bridge at the North Fork of the Siuslaw.

- Jetties at river mouth.

- Port facilities near "Old Town."

The following developments have been proposed:

- The Port of Siuslaw has proposed a small boat basin (Harbor of Refuge) be constructed near the mouth of the river. The proposed location is a 15 acre tidal flat, located at approximately RM 0.5, adjacent to the north jetty. The proposed basin would have a capacity of approximately 75 commercial boats, 250 sport boats, and 10 transient commercial boats. A launching ramp and other support services are expected to locate at the basin. (See schematic drawing in appendices).

- A fishing pier is proposed for the south bank of the river at RM 1.3 for use by pedestrians. This project is being cooperatively sponsored by Lane County and the Port of Siuslaw.

- The proposed jetty extension would extend the jetties to the 30 foot contour depth.

Public Access: In addition to the moorages and City dock listed above are the County Harbor Vista Park, and the State owned jetty area. Present access appears to be adequate. Ninety-three percent of those answering the City's citizen survey favored retaining all present access to the river and ocean beaches.

Historical or Archaeological Sites: (See Open Space, above.)

Existing Transportation Systems: The major transportation systems affecting the estuary are Highway 126 which runs along the north shore of the estuary from Florence to Mapleton and the Port and navigation channel. (See Transportation, Economy Chapters.)

Waterfront Communities: A historic, unique and scenic waterfront district is located between Highway 101, the Port of Siuslaw property and extending to the school district property in the north and east. This area contains many of the oldest buildings in the City. This waterfront area provides access to the estuary in an urban context and is a tourist area with shops and restaurants. This use is protected and encouraged through the adoption of a waterfront zoning district. (See Land Use-Waterfront.)

Transportation:

Dredge Spoils Disposal

The single most important impact on the estuary is the dredging of the navigation channel and depositing of dredge spoils. The roles of the various agencies involved in this are as follows:

Port of Siuslaw - provides sites for dredge spoil disposal.

Lane County - land use planning for estuary with the City; participating with the Port and the City of Florence to develop a dredge waste disposal plan.

City of Florence - land use planning for estuary with the County; participating with the Port and Lane County to develop a dredge waste disposal plan.

Army Corps of Engineers - responsible for actual dredging operation.

Division of State Lands - issues permits for dredges and fills.

State and Federal Resource Agencies - review proposed projects for impacts on fish and wildlife, water and land resources.

Four dredge spoils sites have been designated within the Urban Service Boundary. Two are located on or adjacent to the Port of Siuslaw property. Site 19 is a previously used site, which will be filled to capacity in the winter of 1980 maintenance dredging. As this land is leased to Waterland Marina and Storage, it will not be available for future use. Site 19A, located directly to the north, is provided for future use. Although the site is needed for future dredging of the Florence and North Fork schools, it should be noted that the site has not been approved by the State and Federal resource agencies and cannot be used until an acceptable mitigation plan is developed. The remaining two sites are the north jetty beach and the interdunal area east of the beach.

Site 19A - This is a high salt marsh located near RM 5.1. The site is needed because of the lack of upland sites in the area of the Florence and North Fork shores. The extra cost of pumping spoils to more distant sites (such as site 25), is estimated by the Army Corps of Engineers to be $120,000 every three years. This cost is more than can be borne by the Port. In addition, the use of sites 19 and 22 (which lies just upriver) as stockpile sites cannot be justified since neither is available as long term stockpile pile sites, and there is no demonstrated demand for use of these spoils as fill at locations within economic trucking distances.

Sites 1 and 2

Impact on the Estuarine System: The cumulative effect of dredge spoil fills by the Port of Siuslaw has been the loss of 24.4 acres of submersible land. The addition of the above sites and the possibility of future needs has been considered in relation to their cumulative effects on the estuary and to the economic viability of the Port. The Port has great potential due to its proximity to the offshore fishery. This plan assumes that the jetty extension will be completed within the planning period resulting in a dramatic increase in barge traffic, commercial fishing, water-dependent industrial, and other Port-related uses. (See Economy chapter.) As the Port develops, it can be expected to take on the burden of paying the extra cost of pumping spoils to upland sites or transporting them to the ocean. Further, the loss of resource land can be offset through mitigation. (See below.)

Dredging and filling projects for the purpose of maintaining the navigation channel and water access to piers and landings have a great potential impact on the estuary. Prior to 1975, the majority of fills in submersible lands were done by the City of Florence (7.1 acres) and the Port of Siuslaw (24.4 acres) all in 1968. According to the State Land Board (Bill Parks), a total of 40.75 acres of submersible or submerged land have been filled in the total estuary. A total of 40.63 acres of submersible land or five percent of the total tidal area have been filled. It should also be noted that large areas upstream from Florence's Urban Service Boundary have been diked, including significant areas on the North Fork of the Siuslaw. Although no acreage figures are available, the total area of salt marshes which have been diked is much larger than the area which has been filled. The impact of this diking is significant, although it cannot be quantified. (See mitigation.)

4. Mitigation

Mitigation means to return areas to the estuarine ecosystem to offset areas lost through dredging or filling. Specifically, mitigation sites are needed to offset the loss of Site 19A.

Proposed mitigation sites are the existing dredge spoil islands in Management Unit E-8. Compared with 19A, these islands (when lowered to the tidal level) would have virtually the same characteristics in terms of salinity regime, tidal exposure and evaluation, substrate type, current velocity and patterns, orientation to solar radiation and slope.

SHORELANDS

The area west of the Pacific Coast Highway and within 1,000 feet of the Siuslaw estuary was inventoried. This information is contained in several sections of this technical report and will not be repeated here; sections containing parts of this inventory are: Development Hazards and Constraints, Siuslaw Estuary, Economic Development, and Recreation Needs and Opportunities.

Designation of shorelands was made according to the following criteria:

- All area below 20 feet mean sea-level is subject to tidal flooding, storm surge or tsunami.
- All area within 50 feet of the mean high tide has potential for erosion.
- All foredunes are subject to erosion through wave undercutting.
- Existing marinas and shoreline parks and additional land required for supporting facilities should be retained.
- Siuslaw Pacific Moorage and the eighty acres east of Rhododendron Drive are suitable for water-dependent and water-related.
- Port of Siuslaw Holiday Marina and surrounding land which is available for water-dependent, water-related uses.
- The shoreline of Munsel Lake from the seasonal high water line, 50 feet inland should be protected from erosion.
- Areas west of Rhododendron Drive in Management Units S-3, S-4A and S-5 contain important view areas and hazardous cut-banks.
- Soils classified by the Soil Conservation Service as: beach sand or Heceta Fine Sand, identify beaches, foredunes and deflation plains.

These areas have been identified and divided into management units. An overlay zone will be used to control land use in these areas. Policies and recommendations governing the shoreland management units are contained in Part I of this plan.

The Wilsey and Ham Inventory lists no significant habitats or natural areas outside of the estuary. However, Munsel Lake is a habitat for several species of fish. This lake does not have any significant wetlands associated with it. Riparian vegetation is important, both for erosion control and as wildlife habitat. The area designated shorelands includes a 50 foot setback on the shore of the estuary and Munsel Lake.

- Areas west of Rhododendron Frive in Management Units S-3, 5-4A and S-5 contains important view areas and hazardous cut-banks.

- Soils classisfied by the Soil Conservation Service as: beach sand or Heceta Fine Sand identify beaches, foredunes, and deflation plains.

B. Air, Water and Land Quality

AIR QUALITY

Florence is not located in an air quality maintenance area.

Due to the coastal winds and proximity to the ocean, ventilation is excellent. Federal, State and County regulations control burning, slash burning and the monitoring of carbon monoxide.

It has been determined by using the carbon monoxide screening procedure in the DEQ publication DEQ Handbook for Environmental Quality elements of Oregon Local Comprehensive Plans (Air Quality Section) and supporting documentation that the roads within the City of Florence Comprehensive Plan area do not cause existing or future violations of the 8-hour carbon monoxide standard.

At 0.01 mile north of Rhododendron Drive and Highway 101, the ADT of all vehicles in 1976 was 13,100. The speed limit was 30 MPH. Based on this information and the screening procedure outlined by DEQ, there is a possibility that the 1990 volumes might violate the 8-hour CO standard in the future. However, due to the ventilation provided by coastal winds and the generally excellent air quality of the area, it has been determined by the DEQ that future violations of the DEQ standards are not anticipated.

It has been determined by using the guidelines in the DEQ publication DEQ handbook for Environmental Quality Elements of Oregon Local Comprehensive Plans (Air Quality Section) and support documentation that the City of Florence Comprehensive Plan does not appear to conflict with Class II PSD air quality standards.

Air Contaminant Discharge Permits and Indirect Source Construction Permits should be reviewed and the DEQ advised if the application is considered by the City to be in conflict with the Comprehensive Plan.

WATER QUALITY

The State Water Quality Management Plan identifies beneficial uses which should be protected: the public domestic water supply, industrial water supply, anadronomous fish passage, salonid fish rearing, salmonid fish spawning, resident fish and aquatic life, wildlife and hunting, fishing, boating, water contact recreation, aesthetic quality of water, commercial navigation and transportation.

The "208" Wastewater Management Program provides for water quality management by monitoring dischages from treatment plants.

The City's treatment plant meets the DEQ standards.

Siuslaw River--Assessment of Non-Point Sources Problem: The "208" Statewide nonpoint assessment identifies the Siuslaw River as having severe sedimentation problems. It also lists the Siuslaw as having additional water quality problems with elevated water temperatures, severe streambank erosion problems and low dissolved oxygen water quality problems in certain areas.

According to the composite mapping of problems perceived by DEQ, the North Fork of the Siuslaw has the most degradation.

Elevated water temperatures are related to low flows, high ambient air temperatures and stream corridor management. The Siuslaw has the most water temperature problems of any stream in the mid-coast basin.

The entire river and major tributaries are identified as having an elevated temperature problem with the exception of several small tributaries. The use most severely affected is the rearing of salmonid fish.

The DEQ identifies a severe streambank erosion problem along the North Fork of the Siuslaw, Indian Creek and Sweet Creek. A severe sedimentation problem exists in the main river and the North Fork of the Siuslaw. The upper tidewater of the estuary is perceived as having low dissolved oxygen water quality problems. This situation is viewed by the DEQ as being a "location of concern" not as a location with definite problems. Excessive debris is not perceived to be a problem in the river except in a couple of minor tributaries on the North Fork of the Siuslaw.

The North Florence area has been identified by the Department of Environmental Quality as having a potential groundwater pollution problem. The "208" North Florence Aquifer study being conducted by Lane County in conjuction with Oregon State University is intended to identify the sources and extent of possible pollution.

The 80 acres of City owned property east of Coast Village Campground should be designated as open space until such time as the "208" water quality study is completed. This study should assist in determining the need to retain the watershed for the City wells in an undeveloped state in order to protect the water supply.

NORTH FLORENCE GROUNDWATER STUDY

This study is to be funded by the "208" Water Quality Program. The Oregon Department of Environmental Quality has recognized the North Florence Dunal Sheet as a groundwater study area. This study is designed to identify and establish water quality data and sufficient aquifer characteristics to identify current pollution sources, predict future impact of development and develop strategies to protect and enhance water quality. The study will cover approximately 18 square miles of the dunal sheet from the Siuslaw River north to Heceta Head. This study will establish the amount of groundwater degradation, the direction, velocity and amount of groundwater flow; the source and sinks of contaminants in the groundwater, and strategies to deal with identified problems.

Munsel Creek: Flow data is sparse for Munsel Creek. Creeks in this area respond closely to the rain cycle, rising with the beginning of the rainy season, reaching maximum flow around mid-winter, and gradually tapering off as rainfall decreases, reaching extreme lows in late summer and early fall.

Munsel Creek, because of poor bottom conditions caused by impending dune sands, supports little aquatic life. Because large quantities of sand are continually moving down the creek and changing and burying the stream bottom, bottom organisms cannot permanently establish themselves. Therefore, fish have nothing of consequence to feed on. Indeed, the most notable characteristic of Mumsel Creek is its lack of observable aquatic life except for microorganisms (algae) growing on debris in the stream, even though the water is clear and apparently of good quality. The ODFW district biologist reports that only a few anadromous fish (coho, salmon and sea-run cutthroat trout) wander up Munsel Creek, and that a few resident cutthroat trout rear in the stream, probably on stray insects that drop down from overhanging vegetation. None of these fish spawn in the stream because of the unsuitable bottom conditions.

Munsel Creek carries high quality water, based on measurements taken in November and December, 1978. The only problems evident from the limited data available were (1) low oxygen saturations observed in the creek--this is largely due to low water temperatures at the time of sampling (cold water can hold considerable more dissolved gas before becoming saturated than warmer water), and (2) high dissolved iron content of Munsel Creek waters, as well as much evidence of iron hydroxide precipitates in the stream channel--this is undoubtedly due to the high iron content of adjacent dune sands, and acidic water conditions. Neither of the above two factors themselves would seriously inhibit aquatic productivity in the stream.

Implementation: This Comprehensive Plan should provide for water quality management by:

1. Limiting the size of lots in the Urban Service Area in the interim prior to sewerage service to 19,000 square feet maximum.

2. Encouraging Lane County to protect the water quality of Clear Lake, the source of the Heceta Water Districts water and a partial source of water for the City of Florence.

3. Designation that the area surrounding the sites of the City's two wells shall remain as open space.

4. Requiring erosion and sedimentation standards for run-off.

5. Providing set-backs and vegetation strips along the river, Munsel Lake and Munsel Creek.

6. Limiting annexations until the Regional Sewerage Facility is completed so as to protect the quality of wastewater discharge from the sewage treatment facility.

7. Requiring regular street sweeping. This program permits the sand and contaminants from entering the storm system with run-off. The cost of sweeping is considerably less than treating the run-off.

LAND QUALITY

Solid Waste: Lane County operates a solid waste disposal (landfill) site on Rhododendron Drive, in accordance with the Lane County Solid Waste Management Plan. This site is likely to reach capacity in fifteen years. Lane County should designate an alternate site.

Erosion: Since the City of Florence is located on stabilized and unstabilized dunes, erosion is of particular concern. This plan deals with the erosion problem by identifying areas which should not be developed due to extreme hazard, requiring that protective vegetation be preserved, or requiring that proper stabilization be completed before building.

C. Development Hazards and Constraints

Potential development hazards and constraints have been inventoried and appropriate land use restrictions have been applied to protect life and property.

Stream Flooding: Areas subject to flooding have been mapped in conjunction with the National Flood Insurance Program. These areas are shown on the accompanying map and are protected in the shorelands overlay zone.

Tidal Flooding: The highest projected tide that can occur is the combination of the highest predicted tide and the highest observed storm surge. The area then below 10.4 feet mean sea level has the potential of tidal flooding. This area is also shown on the accompanying map and is protected in the shorelands overlay zone.

Tsunami: These are waves generated by earthquakes or particularly violent volcanic activity. The highest observed tsuanami (on the west coast) was 14 feet combined with the highest observed storm surge and tide produces a figure for the maximum possible tsunami of 24 feet above sea level. While 24 feet is a theoretical maximum, no such occurrence has ever been observed in the Florence area. Consequently an elevation of 20 feet above mean sea level has been used. The area below the 20 foot elevation is included in the shorelands area.

Munsel Creek - It is generally accepted that the possibility of future flooding along Munsel Creek exists if large quantities of storm water are diverted to the east side of Highway 101. In order to avoid possible flood damage in the future and to provide open space and protection of the water quality, a provision for the maintenance of vegetation and a set back requirement for building along the creek is recommended. When a hydrologic study has been completed and accepted which adequately addresses the implications of development in this area as it affects storm run-off, this requirement may be revised.

The development of sediment or detention areas and holding ponds to reduce rapid run-off should be explored. This method of flood control provides the added benefits of contributing to the replenishment of the aquifer as well as providing a relatively lower-cost method for the treatment of storm run-off.

Flood Control Projects such as the previously proposed project on the west side of Highway 101 should be encouraged as growth occurs.

National Flood Insurance Program: Subsidized insurance is available to Florence residents through the National Flood Insurance Acts of 1968. The City of Florence agreed to participate in the flood insurance program on March 3, 1975.

National Flood Insurance Program: Subsidized insurance is available to Florence residents through the National Flood Insurance Acts of 1968. The City of Florence agreed to participate in the flood insurance program on March 3, 1975.

Interim boundaries along the river, Munsel Creek, and the ocean have been established by the United States Department of Housing and Urban Development (HUD). The HUD Flood Boundary Map should be examined for any development within this area, and sites within this area should be subject to special site investigations by certified engineers. A 20 foot elevation line for the ocean shoreland has been indicated on the Estuary and Shorelands Inventory Maps. Topographical maps on file at City Hall should be consulted to determine whether any proposed development would fall within this hazard zone. A 100 year flood hazard study of the Siuslaw River is being conducted by Lane County. The results of this study will be used by HUD in establishing the final Flood Boundary Map. This is expected to be completed by March 31, 1980. At that time, this map should take precedence over any other Flood Boundary Maps.

Erosion and Deposition: The Florence area is subject to particular erosion problems since the whole area is built on stabilized and unstabilized dunes. This requires special attention to preserving existing vegetation and to require stabilization measures, where needed. A site review procedure has been developed for this purpose and is discussed in the Beaches and Dunes Section.

River Erosion: The cutbanks adjacent to the "Greentrees" development are of continuing concern. A dredge spoils site was proposed (site 13) to halt this erosion but was rejected by the State resource agencies. Further work must be done to correct this problem. In general, a 50 foot development setback has been established and included in the shorelands overlay zone.

Foredunes: Foredunes are subject to severe erosion during high storm tides and ocean flooding. Further development on foredunes should be prohibited and existing development should be designated a non-conforming use.

Landslides: The eastern edges of the open sand dunes are advancing and are identified on the accompanying map. The steep edges of the dunes and the land below are hazard areas and should be protected from development. The area of projected dune encroachment is shown on the accompanying map; this information was obtained from the publication Beaches and Dunes of the Oregon Coast, by the U.S. Soil Conservation Service.

Earthquakes: There are no known earthquake faults in the area.

High winds: Florence is located in an area where extreme wind speeds of 80 to 90 miles per hour are expected to recur on the average of 100 year intervals. Tie downs are required for mobile homes in this area.

Fire: The gorse plant, when allowed to proliferate and accumulate a large mass of dry material in an area, poses a fire hazard. Widespread growth of this plant should be controlled.

Slopes: Buildings on slopes greater than 12 percent require special attention to insure the stability of the foundation. Areas with slopes over 12 percent are shown, so that they are "flagged for the site review."

Development Suitability - Soils: The Soil Conservation Service and Lane County have devised a system for rating the suitability of soils for development purposes. A rating number from one to four is used, with one being the most favorable rating. This rating is based on the slope, wetness, depth to bedrock, shrink-swell potential, and other factors which affect foundations, roads, utilities, and natural hazards. Using this composite index virtually all of the City is rated "least suitable" (4) for development.

The severe conditions for development have two implications which affect this Plan as a whole:

- At the level of inventory which is possible over a large area, it is difficult to distinguish which areas are buildable and which are not. All areas are rated "least suitable." Experience indicates, however, that with proper treatment, part of this land is developable. Rather than identifying the areas which are developable through a site specific investigation of the whole planning area, this Plan establishes a site investigation procedure which will require a site specific investigation before development is approved. We have used the best information available to indicate which areas are likely to be buildable and which are not. The final determination, however, should be based on the site investigation.

- The carrying capacity of this land is limited by the need to preserve stabilizing vegetation, the need to provide for recharge of the dunal aquifer, and the need to avoid building on seasonally wet ground. The average density which is likely to be realized is less than the maximum permitted in the City's zoning code.

  The table on the following page shows the major soil types located within the planning area, and several factors which affect their capacity to sustain development. The information is compiled from the Coastal Geology of Lane County and Soil Conservation Service Soil Interpretations.

DEGREE OF LIMITATION FOR:

Soil Type	Dwellings Without Basements	Drainage	Roads	Utilities	Restrictive Features
Brallier	Sv	Sv	Sv	Sv	Floods
Dunal Sand	S-SV	not needed	Sv	Sv	Slope; erosion
Heceta	Sv	Sv	M	Sv	Wet; cutbanks cave
Westport	M-Sv	not needed	S-Sv	Sv	Slope
Yaquina	M-Sv	M	Sv	Sv	Wet; cutbanks cave
Netarts	Sl-M	not needed	M	M	Unstable fill; cutbanks cave
Bohannon	M-Sv	not needed	Sv	M	Slope
Preacher/ Bohannon/ Slickrock	Sl-Sv	not needed	M-Sv	M-Sv	Slope

Comments:

Brallier - These are wetlands which should not be developed due to their resource value and severe development constraints.

Dunal Sand - Development limitations on sand dunes can be slight to severe, depending on slope and whether adequate stabilization is done. These areas are superior to some of the other soil types in that there is no drainage problem.

Heceta - These are interdunal swales and deflation plains. The high water table and poor drainage make these soils generally unsuitable for development.

Westport - These are sand dunes which are covered with stabilizing vegetation. Conditions are moderate to severe, depending on slope (less than 12 percent.) The particular need here is to preserve existing vegetation and to stabilize soil which is disturbed. Drainage is not a problem. Areas with slopes greater than 12 percent should not be built on unless a site investigation determines the site to be buildable, with or without conditions.

Yaquina - These are somewhat poorly drained soils formed on an interdune position on old stabilized dunes. These areas are wet during the winter, but are better drained than Heceta. A site specific investigation would be required to determine location of swales and drainage channels.

Development is less acceptable on Yaquina soils although large portions of the urban and urbanizable area are composed of this soil type. According to the buildable lands inventory, some of these soils are needed for development. This includes the 83 acre "Buildable Lands Deficit" as well as land composed of Yaquina soils but already surrounded by or adjacent to development. It was assumed that in the latter case, the land is already committed to development and that infilling is desirable. Drainage work and/or some landfill may be needed before development can take place.

Netarts - These areas are old stabilized dunes. Soils are well-drained. The topography is undulating to hilly. Where slopes are less than 12 percent there are few development restrictions.

Bohannon; Preacher/Bohannon/Slickrock - These areas have no restrictions except slope and suitability for forestland. They occur east of Munsel Lake Road in areas which are largely unbuildable due to slope.

In summary, Brallier, Heceta, Bohannon and Preacher/Bohannon/Slickrock soils are not "buildable" and should be designated open space, although there could be isolated homesites which could be approved on a case-by-case basis. Yaquina and Westport with slopes greater than 12 percent have significant development constraints and should not be built on except where the surrounding area is already committed to development or where a site investigation shows a site to be buildable. The remaining soils, Dunal Sand, Westport less than 12 percent slope, and Netarts are all buildable, though subject to the constraints noted.

SUBSURFACE SEWAGE DISPOSAL SUITABILITY

All development within the City will be connected to the municipal sewage system. Within the Urban Service Boundary but outside the City limits, the County will continue to allow development on septic tanks.

The soils in much of this area are rated severe for septic drainfields by the Soil Conservation Service; this includes Brallier, Active Dune Sand, Heceta Fine Sand and Yaquina Loamy Fine Sand. Other soils are rated slight or moderate limitation including Westport, and Netarts.

Due to the fact that effluent travels very rapidly through sand and that many of these soils have a high groundwater level during the winter, special care should be taken to avoid health hazards and contamination of the dunal aquifer. Particularly important is the need to avoid concentrations of homes on small lots.

Where urban densities are allowed, particular attention must be paid to cumulative effect of development.

D. Beaches and Dunes

All of Florence, except for a small portion east of Munsel Lake Road, lies on a large dune sheet. As a result Florence is subject to development constraints which are particular to areas with stabilized and unstabilized dunes.

GEOLOGY

The City of Florence is located primarily in the Coastal Plain Physiographic province which is adjacent to the Pacific Ocean and joins the Coast Range Province on the east. It is comprised almost entirely of sand deposits overlying tyee bedrock. These sand deposits have migrated from the ocean, which in turn received its sand supply from the currents that move along the shore. The currents flow northward in winter and southward in summer. The sand is deposited from erosion along the shore and from sediment transported to the shore by the rivers and smaller streams. The sand areas are composed of fine-grained, wind blown sand and minor amounts of silt, clay and organic minerial. Bands of iron occur in the underlying sand.

Sedimentary Deposits: An unknown amount of land in this area contains sedimentary deposits composed of sand with thin layers of clay, silt and in some locations peat. These thin layers are found below the dunal sand areas and are probably the result of deposits left by the Siuslaw River in areas where it meandered over the past or are the remains of old deflation plains which have been covered over by migrating dunes. The areas affected by these deposits are not presently known.

More specific mapping of the areas affected by these soil characteristics is recommended as future well drillings are made and information is made available. At present, there have been no reported instances of subsidence of the land or building damage from settlement. However, since there is a possibility that this condition exists, it is recommended that for especially heavy foundation loads, subsurface drillings should be performed before building to determine load capacity.

BEACHES AND DEFLATION PLAINS

The shorelands section identifies beaches and areas subject to ocean flooding. These areas are in management units. Appropriate controls are established through an overlay zone to limit development which would be subject to natural hazards or would have adverse effects on the natural environment.

The beach area extends from the North Jetty to Heceta Beach. The North Jetty area is in public ownership, including the jetty, beach, deflation plain and Harbor View Park on the bluff above. In addition, a County park at Heceta Beach provides public access.

In general, no development should be allowed on beaches, foredunes or deflation plains behind the foredunes, if any. Use of these areas should be limited to natural habitat, recreation, aquaculture, dredge material disposal sites, or other uses which have minimal impact.

The community at Heceta Beach does include some development on foredunes. While no new encroachment on the beach and foredunes should be permitted, the existing community must be recognized.

DUNES AND INTERDUNAL AREAS

Since virtually all of the developable area in Florence consists of stabilized or unstabilized sand, special controls are needed to insure that proper practices are followed. Of particular concern are: the preservation of existing stabilizing vegetation, the establishment of stabilizing vegetation where needed, the protection of groundwater from drawdown, and seasonally high surface water.

To address these concerns, the City has established a site investigation procedure based on the publication by the OCZMA, "Beach and Dune Implementation Techniques: Site Investigation Reports" by Wilbur E. Ternyik. A site review will be required for all development within the City. To facilitate this potentially burdensome process, a simple checklist (Phase I, Site Investigation) will be used to identify areas which require further investigations. It is intended that the inventory data contained in this Comprehensive Plan, and supporting documents such as the Wilsey and Ham Coastal Inventory be used to complete the Phase I Checklist. In this way, the City Planning and Building Officials can quickly determine whether a Phase II Site Investigation Report is required.

If required, the Phase II Site Investigation Report will be financed by the developer. If it is determined that stabilization or other corrective measures are needed, a performance bond will be required and a time limit for re-establishment of protective vegetation will be imposed.

For sand areas other than older stabilized dunes (as identified on the Soil Conservation Inventory maps), the uses shall be approved or disapproved based, in part, on a site investigation report which has been prepared by a qualified sand specialist and provided to the City by the developer.

The report shall evaluate the capability of the site to support the proposed development without endangering life or property or having a significantly adverse effect on the environment of adjoining properties.

The report should describe:

1. the type of development proposed;

2. the temporary or permanent stabilization measures and the planned maintenance of the vegetation once it is established; and

3. the methods for protecting the surrounding area from adverse effects of the development and stabilization.

Development in sand area should avoid:

1. excessive damage to the existing vegetation including moisture loss and plant root damage;

2. exposure of stable and conditionally stable areas to erosion;

3. slope instability; and

4. pollution of groundwater or surface water.

Many uses may be possible on a particular sand site depending on the land-form type, the potential impact of the proposed use and the ability to alter the natural limitations of the specific site. The site investigation allows for flexibility in making the decisions related to use of these sand areas.

Management: Policies for use and management of dune and interdunal areas is based on inventory data from the U.S. Soil Conservation service; the following table "Major Impacts in Management" is summarized from Beaches and Dunes of the Oregon Coast.

Open Dune Sand: These areas can support urban development only after a vegetation stabilization program is completed. Before development can occur a complete site investigation report is necessary. Unstabilized dunes on private property within the Florence area should not be designated as open space nor will stabilization efforts be prohibited. This recommendation is based upon the need to protect adjoining built-upon lands from moving sand and the future need to confine buildable land to a compact area. With respect to drainage problems, the sand dunes are better building sites than many other areas of the City.

Wet Deflation Plain: As described above, these areas should be retained in open space. Development for recreation, aquaculture and similar uses require a full site investigation report.

Wet Interdune: As described above, some of these areas have been developed and additional development will be required to meet future needs. Since these areas have a low tolerance level for low density urban development, a full site investigation report is required prior to development.

Stabilized Dunes: Younger and older stabilized dunes have a medium to high tolerance to any level of urban development. These are the best soils for urban development. Where the soils map indicates slopes greater than 12 percent, a site investigation is needed. From the standpoint of natural carrying capacity these areas should have first priority for development. However, there are locational considerations which will affect staging as well. That is, some of these areas may be developed after some less desirable areas which are closer to existing services.

MAJOR IMPACTS IN MANAGEMENT

DENSITY		Urban Development DENSITY: Low	Medium	High	Water Table Alternative	Subsurface Disposal	Filling	Vegetative Removal	Vegetative Stabilization
Open Dune Sand	Dunal Sand	0	0	0	2	3A	-	-	1-2
Wet Deflation Plain	Heceta Fine Sand	1A	0	0	0	0	0	2	3
Wet Interdune	Yaquina	1A	0	0	1A	0	0	2	3
Younger stabilized Dunes	Westport	3	2	2	1	2A	2	2A	3
Older Stabilized Dunes	Netarts	3	3	3	2	1A	2	2A	3

- not applicable
0 no tolerance
1 tolerance level low
2 tolerance level medium
3 tolerance level high
A site specific

FISHING INDUSTRY POSITION PAPER*

The Siuslaw River is more centrally located than any other port to what is one of the most productive fishing grounds off the Oregon Coast---Heceta Banks and the ocean area surrounding it.

The Heceta Banks area, which is located approximately 30 miles west of the mouth of the Siuslaw, has consistently been one of the top salmon and bottomfish producing areas for Oregon commercial fishermen. An area known as the "mudhole", located just inside (east) of Heceta Banks, has also been a top shrimp producer. During the 1978 season, approximately one-half (25+ million pounds) of the total Oregon shrimp production was caught in this area.

In addition, the area on and around Heceta Banks provides a substantial portion of the foreign catch of pacific whiting (hake) taken off the Oregon Coast during the June-October period each year. Oregon fishermen fished commercially for this species for the first year in 1978. Two Oregon vessels landed approximately 856 tons of hake during the season. Most of these fish were processed by foreign (USSR) ships under a joint venture agreement. It is anticipated that pacific whiting will become one of Oregon's major commercial fisheries within the next five years.

The mouth of the Siuslaw is also centrally located to some of the finest dungeness crab fishing along the coast. It has been estimated that from 50,000 to 75,000 or more crab pots are currently being fished in the area between Yaquina Bay and Coos Bay.

Even though this vast resource exists at our doorstep, the commercial fishing industry in Florence has shown a dramatic drop over the past ten years. There were two receiving stations being supplied with over 1,200 tons each annually and ten charter boats were operating out of the Siuslaw ten years ago. There is only one receiving station handling about five percent of the earlier tonnage now and only two charter boats are located on the river. The impact of the industry on the economy today is represented by approximately 94 people who are actively engaged in fishing, crabbing and shrimping. Secondary economic benefits to the community are derived from expenditures in such areas as fuel, groceries and ice and from the operating marinas in the area.

The basic cause of this decline is the condition of the Siuslaw bar in comparison with other coastal bars. The boats are unable to make safe crossings except during a limited summer season and then only under ideal weather and sea conditions. The fishing vessels are being operated out of ports to the north and south where there are significantly better bar conditions. These ports have year-round favorable bar conditions and have experienced a large growth in the industry. Some of these ports are rapidly reaching their capacity in number of boats and processing plants they can support, however.

While commercial fishing has declined in Florence, sports fishing has had a steady increase to the point where in 1978 over 106,500 boat passenger days were spent on the river either crossing the bar or fishing in the river. According to Coast Guard figures, approximately 16,700 angler trips were made across the bar during 1978. The Port of Siuslaw reported 34,022 boat launchings for inland water and off-shore use. It is estimated that each passenger spends $14.50 in the area per day, which would account for over $1,500,000 income to this area. This is perhaps a conservative figure.

Lane County is the second county in the state in number of registered boat ownerships and the number is increasing at about 8% a year. These boaters would be apt to prefer the Siuslaw River for access to ocean fishing if there were dependable bar crossing conditions. Shorter driving distances as they relate to predicted energy shortages and higher gasoline prices would support this rationale.

With few exceptions, the future of the commercial fisheries appears favorable. Predictability, however, is somewhat difficult because of the cyclical nature of certain stocks such as dungeness crab and uncertain political and environmental factors affecting others such as salmon. Although shrimp production has increased rapidly over the past several years, there is some speculation based on production in other parts of the world that landings may level off or decrease in the future. Decreased fishing effort by foreign fleets for Pacific Ocean Perch, over the past several years has resulted in more viable stocks for our domestic fishermen.

The salmon harvest is steadily decreasing and the silver harvest in 1978 was one of the poorest seasons on record. Probable causes of these declines include over-fishing, lack of forest practices management in the spawning areas and the increase in the number of marine mammals due to the prohibition of harvesting them.

Implementation of the 200 mile fisheries limit is increasing domestic control over fisheries resources. However, the number of foreign fishing vessels has actully increased. Fisheries management plans are currently being developed for each species. Research and data to support these plans are not adequate at this time, however.

It is expected that aquaculture will have a great potential, but it remains unproven. There are three operations on the Siuslaw now. The largest operation, at the mouth of the river, expects to be employing 10 empolyees in their salmon ranching operation and will perhaps locate a processing plant here which would employ 15 to 20 persons to handle their operation in the future.

The future of sea ranching may depend upon the industry proving that commercial rearing will not harm the carrying capacity of the ocean and the natural production of fish. The industry must also show a fish survival rate which warrants the cost of production and convince the Oregon Fish and Wildlife Commission to relax their restrictions on licensing aquaculture operations. Salmon appears to be the most feasible fish to cultivate. A proving period of six to ten years will be necessary in order to determine the viability of the aquaculture industry and have any sizable economic impact on the community.

Pacific whiting, blue shark, dogfish, turbot, skate and anchovy are all underutilized species that may provide the basis for expansion of the commercial fishing industry in the future. Because it is an extremely perishable fish, whiting must be processed within a fairly short period of time after it is caught. Before whiting can be processed in volume at shore-based plants, therefore, technical improvements in both handling and storage aboard the vessel must be made. Until such time, much of the whiting caught by domestic fishermen will be processed by foreign vessels under joint venture agreements or by large (90 foot minimum) U.S. vessels with processing equipment aboard.

Foreign markets will probably continue to be very favorable for all fish. Special educational efforts to influence U.S. consumer acceptance of under-utilized species are needed in order to establish markets and therefore make it profitable to fish for them.

Greater utilization of fish by-products is a potential area for development if the fishing industry were to grow here. Whereas fish waste is a problem for the entire industry now, considerable research is taking place to develop technology whereby the whole fish will be utilized. Fish by-products are now being used by the industry for mink feed, fertilizer, fish food, pet food and certain extracted chemicals. The economic feasibility of using these by-products is expected to increase as a result of technological advances in this field.

The shellfish industry within the Siuslaw estuary is limited by the amount of tideflats and the low salinity of the water in the winter months. However, there is a potential for increasing the mud clam production by building up more mudflats, and commercial raft culture of oysters is a possibility in protected areas. The potential demand for shorefront for moorages and other water dependent uses on the estuary may preclude any increase in the areas reserved for shellfish production. Commercial harvesting of crab and clams in the estuary is now prohibited and production is limited to sports harvesting.

The fish, shrimp and crab currently being caught off the mouth of the Siuslaw are being taken to ports to the north and south of here. With favorable bar conditions, sufficient processing plants and supporting services, a substantial portion of the Oregon fishing fleet would probably use fish buying stations on the river and a smaller number would relocate their moorage on the Siuslaw River. Those starting to fish would be apt to locate here due to the crowded conditions at other ports. Congressional authorization of the jetty extension project is of paramount importance if that objective is to be realized. Also, adequate dredging of the entrance and channel by the Corps of Engineers is essential along with sufficient dredged material disposal sites. It is anticipated that the jetty extension project will take at least two years to complete after it is authorized and the money is appropriated for it.

Some of the facilities that would be expected and needed to locate in the area and on the river to accommodate the industry are: an ice plant, cold storage facilities, moorages for large vessels, processing facilities (and/or buying stations) which might employ 75 to 100 people, a full-time Highway 101 bridge tender, gear storage areas, net shops, boat repair and servicing and an additional supply of water if shrimp processing were considered.

Current facilities on the river include moorage for about 440 boats, of which about 100 can handle commercial boats; dryland boat storage; three boat hoists; one railway; and one fish receiving station.

The City of Florence along with the Port of Siuslaw, and in some instances Lane County and the State of Oregon, should consider taking the following actions in order to promote the fishing industry and realize the economic benefits:

1. Provide strong support for the jetty extension project as the most important factor in increasing the fishing industry in the Florence area.

2. Accept a dredged material disposal plan which will provide for anticipated long-range dredging needs.

3. Apply pressure to the Corps of Engineers and Congress to revise their formula to recognize recreational traffic as well as tonnage figures as a basis for dredging decisions.

4. Request Congress to restrict the foreign fishing catch within the 200 mile zone.

5. Establish a formal working relationship among the City, Port and West Lane County Planning Commission to plan waterfront areas and set aside adequate areas for marine uses.

6. Adopt zoning to protect areas for future water-dependent marine uses and the protection of marshes for native fish.

7. Explore the possibility of providing marine zoning along the south bank of the river.

8. Along with the Port, work with Lane County to rezone the area below Harbor Vista to allow permanent adult fish recapture facilities.

9. Promote and allow aquaculture operations when they are tied to local processing.

10. Support measures to increase fishing stocks, especially salmon, rather than limiting licenses; i.e., management of watersheds and enforcement of the Forest Practices Act.

11. Promote a conservative yet commonsense approach to the issue of estuarine mitigation until additional research data proves the value of habitat sites and salt marshes on the lower river.

12. Continue to support research programs (such as the Sea Grant Program) which will provide information for management of the ocean resources off the Oregon Coast and for determining the value of the salt marshes and fish habitat of the river.

13. Support measures to revise the Marine Mammal Protection Act to allow controlled harvesting of seals and sea lions.

14. Promote educational programs for fishermen; the general public, school children and government officials which should teach greater understanding of our renewable resources, quality control in the fishing industry, and consumer education on fish preparation and fish buying.

15. Apply pressure to keep Route 126 improvement on schedule.

16. Plan for the extension and upgrading of the airport to handle executive and customer travel as well as small cargo.

17. Draft a simplified document for use on the local level which would outline permit procedures. This guide should supplement the Waterway Development Handbook and identify the decision making process, permit agencies and their requirements.

18. Provide for a large increase in water supply if the City expects to attract a shrimp processing plant or ice plants. (Possibly an additional 250,000 gallons of water per day).

* Based on fishing industry economic development "brainstorming" session, October 17, 1978, attended by: Steve Burdick, Department of Economic Development; Bob Jacobson, Oregon State University Marine Extension Agent and Salmon Troller; Morrie Robertson, C.A.C.; Hollis de Henseler, C.A.C.; Paul Coyne, Manager, Port of Siuslaw; Floyd White, Eureka Fisheries; Trig Nordahl, Siuslaw Pacific Marina operator and Fisherman; Mickey Barnum, Florence Planning Commission; Ray Mans, Chairman, Florence Planning Commission; Wilbur Ternyik, Florence City Council and Port Commissioner; Richard Noble, Domsea Farms; Dewey Weaver, Domsea Farms; and Marilyn Adkins, Resource and Development Planner.

SECTION . BUILDING CONSTRAINTS OVERLAY DISTRICTS.

A. Purpose. The Building Constraints Overlay District is intended to restrict the use of lands which, due to potential problems of erosion, high water table, or seasonal wetness cannot tolerate urban development. This District requires that before any urban development may take place, a conditional use permit must be obtained. A site investigation report will be required as the basis for consideration of the permit and will provide information necessary to determine what conditions, if any, will be required for development.

B. Identification. The boundaries of this district are shown in the Florence Comprehensive Plan, "Soils Map", page ____. This District is defined as areas composed of the following soil types:

Mapping Symbol	Mapping Unit
21A	Brallier Muck
72K	Active Dune Sand
204A	Heceta Fine Sand
206D, 207H	Westport Fine Sand, 12-70% slope
225A	Yaquina Loamy Fine Sand
241D	Netarts Fine Sand 12-30% slope
570S, 577H	Bohannon, Preacher, Slickrock
585S, 586K	greater than 12% slope

Soils maps which may be made available by the U.S.Soil Conservation Service as well as a site specific map prepared by an engineering geologist, soil scientist or other qualified person, may be used in addition to the map cited above, to determine whether a given property lies within this District.

C. Permitted Uses. Only low intensity uses which will preserve existing vegetation, natural drainage and aquifer recharge areas, wildlife habitat, forestry uses, or scenic values are permitted outright in this District.

D. Conditional Uses. The Planning Commission, subject to the procedures and conditions set forth in Section 16, may grant a conditional use permit for all uses permitted (either outright or conditionally) in the underlying district.

E. Specific Approval Criteria. In addition to the general approval criteria set forth in Section 16.I, additional criteria shall apply to the consideration of a conditional use permit in this District, as set forth in the publication "Site Investigation Reports", published by the Oregon Coastal Zone Management Association. A site investigation report shall be required and the information contained in the report shall provide a basis for approval or denial of the request.

F. Conditions. In addition to the general conditions listed in Section 16.J and 16.K, special conditions may be required.

1. Land stabilization measures where potential for soil erosion exists.

2. Preservation as open space areas which are not developable due to factors such as excessive slope, poor drainage, fragile vegetative cover, or important wildlife areas.

3. Preservation of scenic areas, views, historic or archaeological sites.

4. Other conditions deemed necessary as a result of the Site Investigation Report.

5. Other conditions, standards, or requirements set forth for the underlying district.

SECTION ESTUARY AND SHORELANDS OVERLAY DISTRICT.

A. Purpose. The Estuary and Shorelands Overlay District is established to: protect wildlife habitat, scenic and other natural resources; limit development or other uses which, if allowed, would endanger life and property; provide and reserve sites for water-dependent and water-related uses. This District is composed of the Estuary and Shorelands Management Units adopted in the Florence Comprehensive Plan and provides the implementation of the policies adopted by the City of Florence with respect to those management units. This district is intended to add to rather than replace the requirements in the underlying district; all requirements of the underlying district must be met in addition to those provided for below.

B. Permitted Buildings and Uses. Permitted buildings and uses are those which are permitted in the underlying zone and are also listed as allowed uses in the applicable management unit adopted in the Florence Comprehensive Plan and which either (1) are low intensity uses which do not significantly or permanently alter the estuary or shoreland, or (2) are regulated by Federal or State legislation which pre-empts local decision-making.

1. Maintenance of the entrance and navigation channel.
2. Jetty maintenance and extension.
3. Navigational Aids (in the estuary).
4. Active Restoration measures.
5. Disposal of dredged material.
6. Low intensity recreation.
7. Approved sewerage outfall.
8. Salvage.
9. Water dependent recreation such as boating and fishing.
10. Clamming
11. Estuarine mitigation.
12. Groin construction and bank stabilization measures.
13. Other similar uses

C. Buildings and Uses Permitted Conditionally. The Planning Commission, subject to the procedures and conditions set forth in Section 16, may grant a conditional use permit for buildings and uses which are allowed in the applicable management unit but not permitted outright in Paragraph B. above.

D. Specific Approval Criteria. In addition to the general approval criteria set forth in Section 16.I, the following criteria shall apply to the consideration of a conditional use permit in this district.

1. The proposed use must be permitted (outright or conditionally) in the underlying zone.

2. The proposed use must be listed as an allowed use in the applicable management unit as adopted in the Florence Comprehensive Plan.

3. The proposed use must not conflict (irreconcilably) with a use listed higher in priority for the applicable management unit. Such conflict might be taking a site needed for a higher priority use, blocking critical access or line of sight.

E. Conditions. In addition to the general conditions listed in Sections 16.J and 16.K, special conditions may be required.

1. To preserve critical access or line of sight as for navigation aids or view.

2. To protect from hazards such as river and ocean flooding, tsunami, river bank and shoreline erosion, and land slides.

3. To protect wildlife habitats, scenic values, and foredunes or other critical landforms.

SECTION . MARINE DISTRICT (M)

A. Purpose. The Marine District is primarily intended to provide for water-dependent commercial, recreational and industrial uses. In addition, this District provides for certain water-related uses which are most appropriately located near a water-dependent use or in areas near the estuary. Such water-related uses may not be directly dependent upon access to a water body, but do provide or use goods or services that are directly associated with water-dependent uses. It is intended that this District be developed to benefit the economy of the Florence area, consistent with the Florence Comprehensive Plan and other plans which may be adopted by the City of Florence and the Port of Siuslaw.

B. Definitions. The following definitions apply to this Section only and, if conflicts exist, shall supersede other definitions contained in this ordinance.

ACCESS: Contact with or use of the water required for water-dependent uses.

AQUACULTURE: The propogation and harvesting of aquatic life.

COASTAL WATERS: Territorial ocean water of the continental shelf and the estuary.

DREDGED MATERIAL DISPOSAL SITE: A site identified as a dredged spoil site in the Siuslaw River Dredged Material Disposal Plan. A site is permanently designated until removed in a revised Siuslaw River Dredged Material Disposal Plan (or the site has reached its capacity to hold spoils material). Temporary use of the site is allowed .....(quote from section in Comprehensive Plan)

MARINA: Public or private piers, docks, boat launching and moorage facilities used for commercial or pleasure-craft, including fueling and other similar service activities.

MARINE REPAIR: An activity involving major alteration, disassembling, reassembly or other physical change or modification to water craft, including, but not limited to engine work, painting, welding, structural repair or modification and other similar uses.

MARINE SERVICE: A retail activity involving the sale of goods and services for consumption by the boating public, including, but not limited to, fuels and lubricants, maintenance activities not involving physical and structural change to the craft, and other similar uses.

MITIGATION SITE: A site (identified in the Comprehensive Plan) which is to be reserved for use to restore or create an area of similar biological potential in compensation for an area destroyed through dredge or fill activities.

RECREATION: An activity requiring water access for fishing, swimming, boating, etc. Although water access might be desired for a recreational purpose, it would not be required unless the use of the water body was an integral part of the activity.

REQUIRES: When applied to a use requiring water access, it is assumed that by its very nature (e.g., fishing, navigation, boat moorage), or at the current level of technology, the use cannot exist without water access.

SOURCE OF WATER: Water which must be appropriated for cooling, processing, or other integral functions of a permitted use.

WATER BORNE TRANSPORTATION: Uses of water access which are themselves transportation (e.g., navigation), which are necessary to support water-borne transportation (e.g., moorage, fueling, servicing of ships, terminal and transfer facilities), or which require the receipt of shipment of goods by water.

WATER-DEPENDENT: A use or activity which can be carried out only on, in or adjacent to water areas because the use requires access to the water body for water borne transportation, recreation or source of water.

WATER-RELATED: Uses which are not directly dependent upon access to a water body, but which provide goods or services that are directly associated with water-dependent land or waterway use, and which, if not located adjacent to water, would result in a public loss of quality in the goods or services offered.

C. Permitted Buildings and Uses. None of the uses intended for this District are permitted outright; all are conditional uses.

D. Buildings and Uses Permitted Conditionally. The Planning Commission, subject to the procedures and conditions set forth in Section 16, may grant a conditional use permit for the following uses:

Water-Dependent Uses

1. Aquaculture.
2. Bait and tackle shop (limited to 1,000 square feet).
3. Boat charter service.
4. Boat launching.
5. Dredge or fill activities, in connection with water-dependent uses, in intertidal or tidal marsh areas when their effects are mitigated according to state approved requirements.
6. Dry dock facilities for boat repair and maintenance and marine railway facilities.
7. Loading or unloading facilities for products and materials utilizing estaurine waters as a means of transportation.
8. Marina.
9. Marine service.
10. Moorage facilities.
11. Office in conjunction with a permitted use.
12. Public aids to navigation.
13. Public boat ramp.
14. Rental and fueling of marine equipment.
15. Wharves, docks and piers in conjunction with a permitted use.
16. Accessory buildings and uses normal and incidental to the buildings and uses permitted in this Section.
17. Other water-dependent buildings and uses similar to the above list, which shall not have any different or more detrimental effect on the area or estuary than the buildings and uses specifically listed.

Water-Related Uses

18. Caretaker's dwelling for an approved use when it is determined by the Planning Commission that the business requires the on-site residence of such a person.
19. Cold storage or ice processing plants for sea products.
20. Holding areas for transshipment of goods by water.
21. Laboratory for research of marine products or resources.
22. Manufacture of items to be used in the extraction and processing of resources found in coastal waters.
23. Manufacture or repair of boats, barges, ships and related marine equipment.
24. Manufacturing, assembling, processing, packing and wholesaling of sea products.
25. Public building or use which is essential to the physical, social or economic welfare of the area.
26. Public utility or communication facility.
27. Public water-related outdoor recreation area.
28. Restaurant.
29. Retail sales of marine equipment.
30. Retail sales of sea products in conjunction with seafood packing and processing.
31. Warehousing and storage facilities for marine equipment or sea products.
32. Other buildings or uses which are water-related, and similar to the above list, which shall not have any different or more detrimental effect on the area or estuary than the buildings and uses specifically listed.

E. Specific Approval Criteria. In addition to the general approval criteria set forth in Section 16.I, the following criteria shall apply to the consideration of a conditional use permit in this District.

1. The proposed use must be a water-dependent or water-related use.

2. Where the proposed location is within a management unit as defined in the Florence Comprehensive Plan, approval is subject to the "allowed uses and priorities" listed for that management unit. Where competition for limited land area exists, uses higher on the list have priority.

3. In the case of water-related uses, approval must be based on findings that:

   a. there are no alternative upland locations in other districts which would be suitable for the proposed use; and
   b. there are sufficient sites available to meet projected needs for water-dependent uses, especially sites adjacent to the estuary.

F. Conditions. In addition to the general conditions listed in Section 16.J and 16.K, special conditions may be required.

1. State and/or Federal permits for any dredge, fill, installation of pilings must be obtained, if applicable.

2. Structures or vegetative plantings may be required to prevent river bank erosion.

G. Property Development Standards.

1. Minimum Lot Area. The minimum lot area shall be twenty-five hundred (2500) square feet.

2. Minimum Lot Dimensions. The minimum lot width shall be fifty (50) feet.

3. Lot Coverage. One hundred percent lot coverage is permitted, exclusive of setback requirements.

4. Setback Requirements.

a. Front Yards are not required except where setbacks have been established for road widening or other purposes.
b. Side Yards are not required except:
   1. where setbacks have been established for road widening or other purposes;
   2. where the use abuts a residential district. In such instances a buffer may be required; and
   3. where required to preserve a visual corridor or public access to the river.
c. Shorefront Setback Requirements will be required for permanent structures in those instances where sound engineering practices require setback:
   1. to comply with the National Flood Insurance Program;
   2. to provide for shoreland stabilization or protection measures;
   3. to allow a buffer strip for areas of geological instability.

5. Building and Structural Height Limitations. The maximum building or structural height shall be twenty-eight (28) feet.

6. Fences, Hedges, Walls and Landscaping. The Design Review Board may require that a fence, hedge, wall or landscaping be maintained within the Marine District or with abutting Districts.

7. Parking and Loading Space. Refer to Ordinance No. 579 for specific parking requirements.

   a. Ingress and egress for parking and loading shall not endanger or impede the flow of traffic.
   b. The required off-street parking shall not be used for loading or unloading operations during regular business hours.

8. Visual Clearance. (Refer to Section 2B for definition.)

   a. At the intersection of two streets, minimum vision clearance shall be twenty (20) feet.
   b. At the intersection of an alley and a street, minimum clearance shall be ten (10) feet.

9. Signs. In accordance with the Florence Sign Ordinance No. 526.

10. A vegetative strip adjacent to the estuary shall be maintained, insofar as possible, consistent with permitted uses.

11. Utility Systems and Public Facilities. The necessary utility systems and public facilities must be available with sufficient capacity to serve the proposed use.

12. Design Review. All uses either permitted outright or conditionally, shall be subject to the Design Review provisions of this Ordinance.

H. Any applicant for a use shall furnish evidence of compliance with, or intent to comply with, appropriate permit and rule requirements of:

1. Port of Siuslaw;

2. Oregon State Department of Environmental Quality;

3. Division of State Lands;

4. United States Army Corps of Engineers; and

5. All other State and Federal agencies having interests applicable to the proposed use.