

### HISTORIC BUILDINGS LIST

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

## **Chapter 6**

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

#### **Objective**

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

#### **Policies**

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

“208” nonpoint (water pollution) source planning and “303e” river basin planning, as applicable.

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

## **Recommendations**

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

## **Chapter 7**

# **Development Hazards and Constraints**

### **Objectives**

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

### **Policies**

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

### **Recommendations**

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

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

## **Background**

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

## **Flooding**

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

## **Tsunami**

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

## **Coastal Erosion**

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

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

## **Landslides**

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

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



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



## **Chapter 9**

### **Economic Development**

#### **Goal**

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

#### **Policies**

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

#### **Recommendations**

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

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

## **Background**

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

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

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

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

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

Included below are the Community Vision Statements from that document.

#### **Basic Services**

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

#### **Economic Opportunities**

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

#### **Diversified Development**

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

#### **Local Character and Attractions**

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

#### **Future Orientation**

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

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

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

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

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

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

In 1996, the City received funds for construction of an industrial park in another area of Kingwood, north of the downtown area, and adjacent to the airport. Construction of the park is complete. Improvements include streets, curbs, sidewalks, street lights, water, sewer and storm drainage. An industrial subdivision has been approved and recorded resulting in 54 serviced lots available for business park and light industrial development. This subdivision has recently been renamed Pacific View Business Park. Immediately adjacent to the Pacific View Business Park is 40 acres of land belonging to the Port of Siuslaw which is zoned Limited Industrial, and which is accessed and serviced via Pacific View Drive. In 1999, the City appointed an Economic Development and Marketing Committee, which includes representatives of the Chamber of Commerce,

the Port of Siuslaw, and Lane Community College. That committee has prepared a strategic plan for marketing the community, which includes:

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

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

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

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

The maintenance and improvement of the river channel and the jetties are essential to the continued health and future growth of the Port, and of water-related and water-dependent activities. The Siuslaw Estuary is classified as a "shallow draft development estuary." A portion of the Siuslaw River is a "federally designated waterway." The channel requires periodic dredging to maintain a navigable channel and a turnaround basin at Florence. The rough bar conditions at the mouth of the river have been a detriment to the Port and have led to the loss of commercial fishing to other ports over the years. Small ports are struggling to survive because of the cost of maintenance dredging and other economic pressures. For the period 1990 - 1994, the average cost for dredging the Siuslaw channel was \$502,000. The cost of the 2001 channel dredging was approximately \$822,000. The Corp of Engineers, who have traditionally provided maintenance dredging at ports, is under pressure to recoup the cost of dredging and to consider cost effectiveness of their dredging activities. Smaller ports, with less activity than the larger commercial ports, are at a severe disadvantage when competing for scarce dredging funds. The City has supported past dredging efforts, and will continue to do so for the foreseeable future, due to the importance of the Port and waterfront to the economy of the community.

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

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

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

## **Chapter 10**

### **Housing Opportunities**

#### **Goal**

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

#### **Objectives**

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

#### **Policies**

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

## **Recommendations**

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

## **Background**

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

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

## **Chapter 11**

### **Utilities and Facilities**

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

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

### **Wastewater Collection and Treatment**

#### **Goal**

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

#### **Policies**

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

#### **Recommendations**

1. The City should continue to hire qualified personnel to operate the wastewater system. Training will be provided as necessary or required to ensure that all operating personnel are fully qualified.
2. The City should evaluate the operation of the wastewater system on an annual basis, and make any adjustments necessary in budgets, staffing and capital expenditures to ensure that the system is operated in compliance with DEQ permits.
3. Every five years, the City should evaluate the existing capacity of the wastewater treatment facility (WWTF), in order to plan for timely additions to the WWTF.

4. The City should digitize the wastewater treatment collection system into its GIS system, so that landowners, developers, City staff and private utility companies know the location, size and capacity of the various components of the system.
5. Inflow should be completely eliminated from the collection system.
6. A program for annual inspection and scheduled maintenance of the collection system should be developed and adopted to reduce infiltration of stormwater into the system, and to prevent spillage of raw sewage from the collection system.
7. Because land application in western Lane County is made difficult by land uses, topography and amount of rainfall, the City should pursue other options for disposal of biosolids.
8. The City should prepare a schedule, together with associated costs, for the anticipated construction of the sewer main serving the North Florence area, of the Munsel Lake Road trunk, and of any other anticipated construction or major upgrade of sewer mains. This schedule will be updated as development occurs in order that construction can proceed in a timely manner.

## **Background**

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

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

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

## **Water System Supplies and Needs**

### **Goal**

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

### **Policies**

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

### **Recommendations**

1. The City should identify and prepare a schedule, together with associated costs, for necessary improvements to the water treatment facility located north of 24th Street for the 20-year planning period.
2. The City should prepare a plan for the systematic upgrade of water lines in older parts of the City with a goal of upgrading all lines to modern standards by the year 2020.
3. The City should continue to pursue a variety of water sources, which taken together, will meet the anticipated need for potable water for the 2020 period and beyond.
4. The City should pursue ownership of private lands containing the proposed future well-fields.
5. The City, in anticipation of having to rely more heavily on water from wells, should initiate development of a wellhead/aquifer protection plan in order to assure that the aquifer, and the area around the wellheads is managed with a goal of maintaining the aquifer as a source of domestic water meeting state and federal standards for potability.

6. The City should work with local landscaping firms and the media to provide education in water conservation measures, especially as related to outdoor use during summer months.
7. The City should work with qualified public/private agencies to provide education about measures and practices for preventing the entrance of contaminants into the sole source aquifer.

## **Background**

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

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

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

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

The "Expansion Project" Plan provides for the following:

### **Summer 2001**

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

### **Summer 2002**

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

- obtaining a groundwater use permit from the Oregon Water Resources Department for an additional 1.9 mgd;

- constructing five new production wells;
- providing associated improvements to the water treatment plant

### **Summer 2008**

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

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

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

## **Stormwater Management**

### **Goal**

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

### **Policies**

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

improvements, commercial and industrial development or other developments which may impact storm drainage patterns.

6. Stormwater shall be managed to protect water quality of streams, rivers, and other water-bodies.
7. Stormwater management shall be consistent with the City's adopted Stormwater Management Plan.

## **Recommendations**

1. The City, in anticipation of having to rely more heavily on water from wells, should initiate development of a wellhead/ aquifer protection plan in order to assure that the aquifer, and the area around the wellheads, is managed with a goal of maintaining the aquifer as a source of domestic water meeting state and federal standards for potability.
2. The City should maintain the Flood Damage Prevention chapter of City Code (Title 4, Chapter 4) in continuing conformance with the requirements of the Federal Emergency Management Agency (FEMA) in order to retain eligibility for flood insurance for property owners located in the floodplain.

## **Background**

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

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

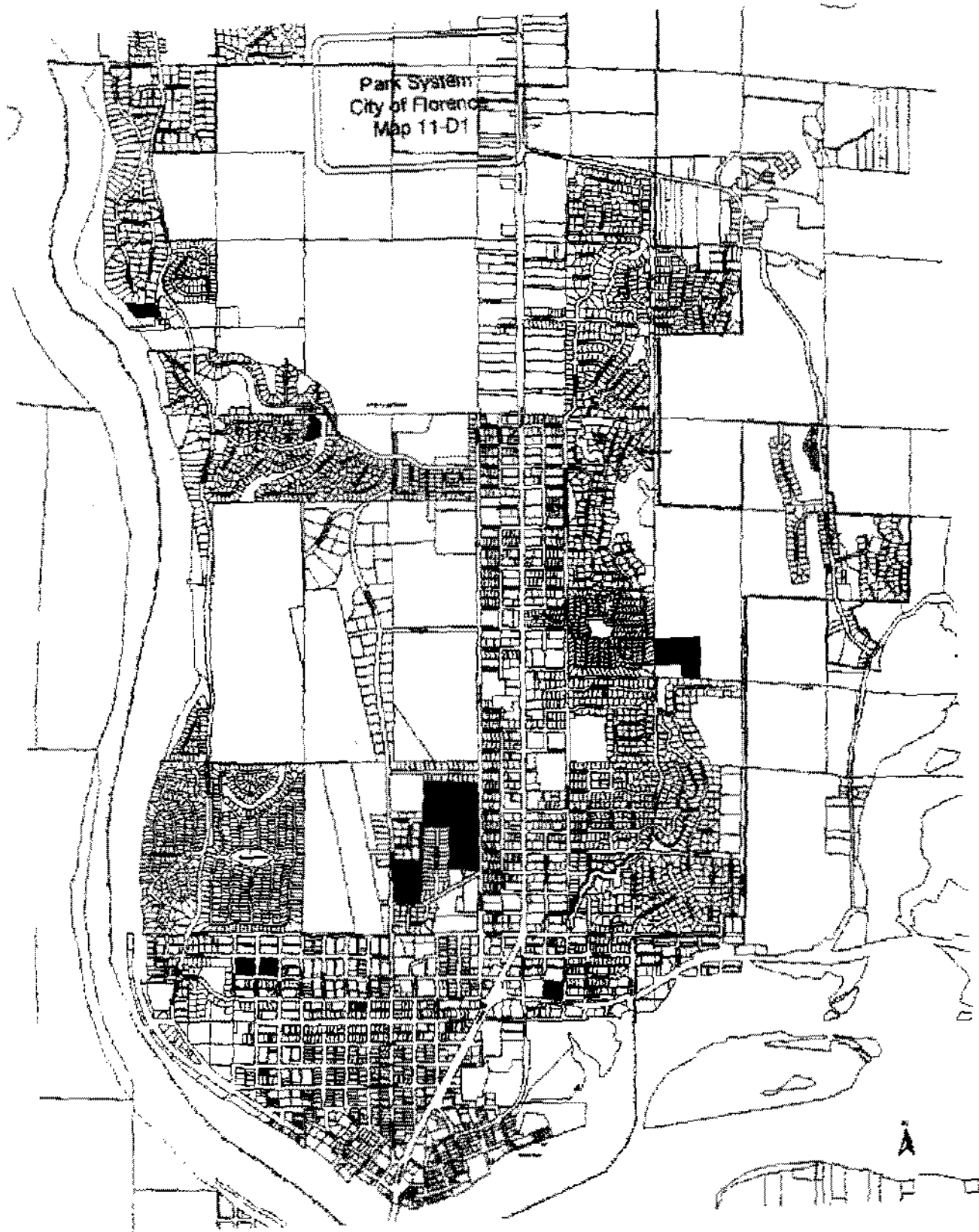
## **Parks, Recreation and Open Space**

### **Goal**

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

## Policies

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



10. The City shall coordinate the provision of public recreation areas and open space in the City with the protection of unique natural features to provide educational, social, environmental and economic benefits to the Florence area and greater coastal region.

## **Recommendations**

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

8. The City should explore the use of a land conservancy to further the protection of greenway, estuary, landmark and other open space lands.
9. The City should establish a program to solicit private gifts and donations to establish and maintain a high quality park system in Florence.

## **Background**

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

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

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

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

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

Discussions are ongoing with City staff and the City Council about which parklands would become District responsibilities. The District Committee has supported accepting regional facilities such as Miller Park and possibly the undeveloped 40-acre County park parcel in the UGB. Some

citizens and City officials support turning all City parks over to the district, in order to eliminate a funding sector of the City budget. Map 11-D1 shows the parks in Table 11-D1.

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

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

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

### **Standards for Park Systems**

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

The minimum overall recommended standard is a core system of parks with a range of 6.25 to 10.5 acres of parkland /1000 population. The 2000 population within city limits was about

7,263. Therefore, according to NRPA standards, Florence should have between 45 and 76 acres of parkland. The projected 2025 population for the city limits is 13,460. Using the same recommended range, Florence should have between 84 and 141 acres of parkland by 2025.

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

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

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

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

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

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

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

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

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

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

# **Telephone Services and Telecommunications**

## **Telephone Services**

### **Goal**

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

### **Policies**

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

### **Recommendations**

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

### **Background**

Local telephone service, as well as connections to other services such as long distance service, is provided to the Florence area by Quest. Quest provides "basic telephone service" at the flat rate fee. The Oregon Administrative Rules of the Oregon Public Utility Commission (PUC), as amended over time, provide policy requirements for this service.

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

In winter, 2000, the City's Economic Development and Marketing Committee became concerned that sales of lots in Pacific View Business Park would be affected by inadequate telephone and Internet service, after hearing reports from Committee members and others about difficulty in obtaining service from U.S. West. US West representatives were invited to meet with the public, explaining their plans for service, and answer questions. Two meetings occurred; company representatives provided the following information:

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

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

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

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

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

### **Goal**

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

### **Policies**

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

### **Recommendations**

1. Implementation of the City's Downtown Improvement Plan calls for eventual relocation of the fire station located adjacent to City Hall. Careful consideration must be given to continuing an adequate fire protection level of service, especially in the older sections of the City south of Highway 126/Ninth Street.
2. Improvements to the City's water distribution system should include required fire flows as determined under the Uniform Fire Code and/or American Water Works Association.

3. Street grades, widths and curve radii shall conform to the Uniform Fire Code (subject to City modifications).
4. The Police Department should continue its educational work with citizens through such programs as the DARE program, the Domestic Violence program, the Police Auxiliary and Ride with an Officer program.
5. The City should work towards providing police staffing consistent with standards for communities of its size in Oregon.
6. The City should continue to support expansion of the hospital, medical offices and ambulance services in the West 9<sup>th</sup> Street Professional/Institutional District.

## **Fire Protection**

### **Background**

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

#### **Service Level Urban**

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

#### **Service Level Rural**

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

## **Police Services**

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

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

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

## **Health Care**

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

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

Peace Harbor Hospital is a full-service, 21-bed acute care facility and Level IV Trauma Center. Peace Harbor provides a range of services to residents and visitors in western Lane County, including emergency and inpatient medical and surgical services, intensive and cardiac care services, labor and delivery, and state-of-the-art diagnostic and therapeutic services.

The medical staff includes more than 60 resident and visiting physicians representing a broad range of specialties. The facility has undergone several expansions, the most recent in 2000. Over 8000 square feet were added for cardiac rehabilitation, nuclear treatment, magnetic reso-

nance imaging, and expansion of existing services. Health Associated of Peace Harbor is a multi-specialty medical group of physicians and allied professionals, including a midwife and nurse practitioners located adjacent to the hospital. Health Associates' services include primary care, women's and children's health care (including obstetrics), and orthopedics.



## **Chapter 12 Transportation**

### **Goals**

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

### **Policies**

1. City street standards shall promote street design which provides for adequate lane widths, curvature and grades to create a street network which provides safe transportation at all seasons of the year.

2. Vision clearance provisions shall be enforced.
3. The City shall work with ODOT to improve safety of existing crosswalks on state highways, and to cooperate in the location of additional crosswalks in safe locations.
4. The City shall develop systematic annual maintenance plans for streets, bike, pedestrian and air facilities.
5. The City shall continue to pursue grant and loan funds to supplement local transportation facility funds.
6. The City shall continue to require new development to pay its share of costs of development of, or improvements to, transportation facilities which will serve the proposed development.
7. The City shall continue to pursue grant and loan funds to supplement local transportation facility funds.
8. The City shall continue to require new development to pay its share of costs of development of, or improvements to, transportation facilities which will serve the proposed development.
9. The City shall protect the function of existing and planned transportation systems as identified in this Plan through application of appropriate land use and access management techniques.
10. At the time of land development or land division, the City shall require right-of-way or easements consistent with the adopted TSP in order to maintain adequate street widths, bikeways and walkways and to accommodate transit facilities.
11. New development shall gain access primarily from local streets. Driveway access onto arterials and collectors shall be evaluated based on access options, street classifications and the effects of new access on the function, operation and safety of surrounding streets and intersections. Land development shall not encroach within setbacks required for future expansion of transportation facilities.
12. The City shall consider the potential to establish or maintain bikeways and/or walkways prior to vacating any public easement or right-of-way.
13. Convenient access for motor vehicles, transit, bicycles and pedestrians shall be provided to major activity centers, including public buildings and schools, shopping areas, parks and places of employment.
14. Streets, bikeways and walkways shall be designed to meet the needs of pedestrians and cyclists to promote safe and convenient bicycle and pedestrian circulation within the community. To promote bicycling and walking, all new collector and arterial streets

should have bicycle lanes, and all new streets, except short, very low volume local streets, should have sidewalks.

15. Streets shall be designed to efficiently and safely accommodate emergency service vehicles.
16. The North, South and East Gateways shall be pursued as soon as funding can be obtained.
17. City policies shall discourage the placement of streets serving primarily commercial or industrial development from negatively impacting adjoining residential development.
18. Encourage placement of streets that minimizes negative impacts in residential development.
19. The City shall encourage demand management programs such as park-and-ride facilities and vanpools to reduce single occupancy vehicle trips, especially to and from Eugene.
20. The City shall promote the use of telecommunications, transit and rail facilities as energy efficient alternatives to vehicular transport.
21. The City shall strongly promote a feasibility study to identify solutions to the deficient rail overpass in Cushman, and support implementation of the chosen alternative.
22. The City shall continue to be advocates for the provision of effective telecommunications facilities in Florence, including provision of quality basic telephone service.
23. The City shall continue to pursue the cooperative effort of coastal cities and counties to bring a natural gas pipeline north on the coast to Florence and other communities.
24. Design and construction of transportation facilities shall be responsive to topography and should minimize impacts on natural resources such as streams, wetlands and wildlife corridors.
25. Stormwater shall be required to have appropriate pre-treatment prior to discharge.
26. The City shall amend the City Code as appropriate to include processes for identification, inventory, classification, and conflict resolution on sites which contain cultural resources.
27. As the use of the airport increases, and night operations become a reality, the City shall work with neighboring residential uses to resolve issues of noise and vibration.
28. The City shall continue to discourage new residential uses, schools, hospitals, and similar facilities in the approach zones of the airport.
29. On-site parking for motor vehicles shall continue to be provided, unless another adopted City plan expressly provides otherwise.
30. The policies and direction of Downtown Implementation Plan regarding the provision of on-street parking shall be implemented.

31. Appropriate bicycle parking facilities shall be provided at places of employment, at business and at public buildings.
32. The City shall notify ODOT of all project proposals and development applications adjacent to state highways. The City should notify Lane County of all project proposals and development applications adjacent to county roads.
33. The City shall notify ODOT and Lane County of all major development proposals which will generate more than 50 trips during an average peak hour or which require a traffic study.
34. The City shall notify ODOT, DLCD and Lane County of any proposed changes or amendments to this Transportation System Plan.

## **Background**

The City adopted a Transportation System Plan (TSP), as required by the State's Transportation Planning Rule (TPR) and as part of the City's update of its Comprehensive Plan. The adopted TSP is incorporated into this Comprehensive Plan and is physically located in Appendix 12. The TSP summarizes the technical analyses that have been performed in the development of the TSP, including coordination with the affected agencies.

The City of Florence's location on the Oregon Coast makes it an attractive destination for tourists and summer vacationers with the associated traffic impacts. In addition, Florence is experiencing growth pressures from both development and increasing traffic. To address these issues, the TSP is based on an evaluation of future growth and includes recommendations for appropriate transportation improvements to serve that growth while maintaining and enhancing the character of the city. The TSP recognizes that state roadways must be used efficiently and an effective facilities management plan must be developed to allow the City's street system to operate effectively as in-fill development continues within the Urban Growth Boundary.

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

The City of Florence recognizes the importance of the five existing transportation gateways to the community:

- East Highway 126 Gateway
- North Florence Highway 101 Gateway
- Siuslaw River Bridge/South Highway 101 Gateway

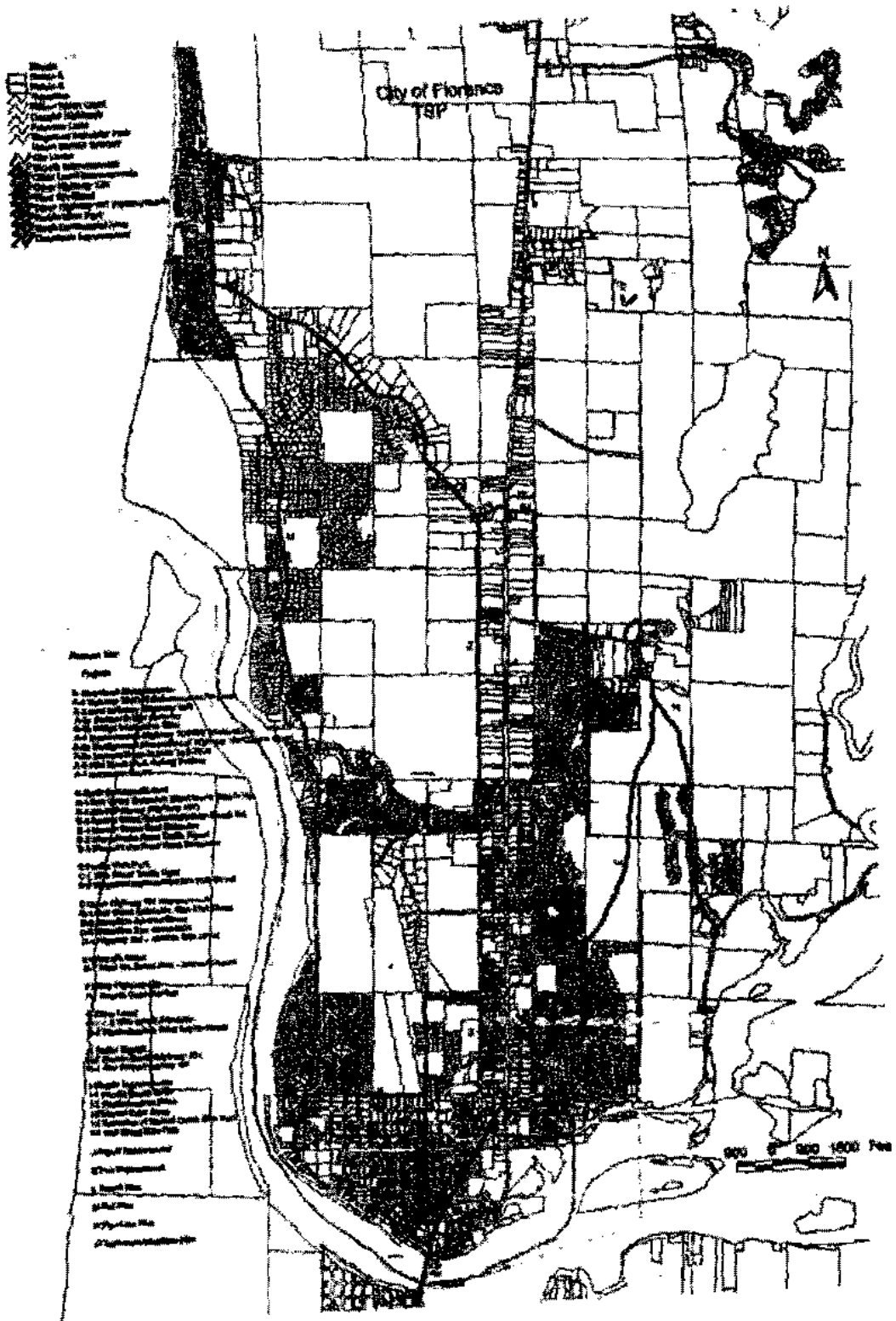
- Florence Airport Gateway
- Siuslaw River/Port of Siuslaw Gateway.

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

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

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

The TSP is organized by geographic planning areas. It recommends 68 multi-modal transportation system improvements distributed among these planning areas. For more detailed descriptions of transportation planning projects and funding, refer to the TSP in Appendix 12.



## **Chapter 13**

### **Energy Facilities and Conservation**

#### **Goal**

To encourage economical energy systems and conserve energy.

#### **Objectives**

1. To encourage the use of renewable energy resources.
2. To promote land use development and transportation planning policies that will conserve energy.

#### **Policies**

1. Energy conservation shall be considered when services are extended and public facilities are upgraded.
2. Use of solar, wind and forest waste energy sources shall be encouraged as a means to conserve existing energy supplies.
3. Energy conservation shall be one of the considerations when planning for transportation systems and land use density requirements.

#### **Recommendations**

1. Development ordinances should allow for flexibility in design to accommodate solar and wind sources of energy.
2. Solar access rights and opportunities should be protected in new development through use of variable height limits, setbacks, and selective tree removal as appropriate. The siting of buildings should take advantage of good solar exposure wherever possible. The visual impact of solar devices should be minimized.
3. Wind energy devices should be allowed and encouraged in areas where visual and noise impacts can be kept to a minimum and where there is no chance for accidental contact with existing overhead lines.
4. Buffers of trees and foliage provide a natural windbreak that acts to conserve energy. These benefits should be considered before removing vegetation wherever residential development is planned.
5. Continued dredging of the channel of the Siuslaw River should be aggressively pursued for the economic and recreational benefits to the community.

6. The increased use of new, energy producing products from wood waste should be encouraged.
7. High Voltage, overhead power transmission lines should be discouraged from passing through residential neighborhoods until health standards have been established by the US government.
8. Energy facilities such as gas pipelines, wind and solar power facilities, and electric transmission lines that do not significantly affect the public health and safety, air, water or land quality, or wildlife, should be allowed.
9. The conservation, restoration, and rehabilitation of older buildings and neighborhoods should be encouraged.

## **Chapter 14 Urbanization**

### **Goal**

To provide for an orderly and efficient transition from County/rural land uses to City/urban land uses.

### **Policies**

1. Conversion of lands within the UGB outside City limits shall be based on consideration of:
  - a. orderly, economic provision for public facilities and services;
  - b. availability of sufficient land for the various uses to insure choices in the market place;
  - c. conformance with the acknowledged Florence Comprehensive Plan;
  - d. encouragement of development within urban areas before conversion of urbanizable areas; and
  - e. consistency with state law.
  
2. Establishment and change of the UGB shall be a cooperative process between the City and the County. Boundary changes shall be considered only on an annual basis. Applications for boundary changes shall include documentation that the following criteria are met:
  - a. The proposed change provides for a demonstrated need to accommodate long-range urban population growth requirements consistent with LCDC goals.
  - b. The proposed change is based on a demonstrated need for housing, employment opportunities and livability.
  - c. The proposed change is necessary for, and/or will not hinder, orderly and economic provision of public facilities and services.
  - d. Maximum efficiency of land uses within and on the fringe of the existing urban area has already been provided for, and the boundary change will continue to provide maximum efficiency of land use.
  - e. An environmental, energy, economic and social consequences analysis has been performed showing that the land is suitable for urbanization and development of City-planned land uses and densities and that the annexation will be cost-effective for the City.
  
3. Annexed properties shall pay system development charges as required by City Code.

## **Recommendations**

1. The City should work with DEQ, property owners and the County to develop an orderly plan for annexations due to failing on-site sewage systems. Such plans should be coordinated with the construction of the City's sewer interceptor line to the Heeeta Beach Road area, and any necessary pump station installations or improvements. On-site sewage systems should be properly decommissioned upon annexation.
2. Agreements for the eventual upgrade of public facilities to City standards should be made with all interested parties prior to annexation.
3. Annexed lands should be zoned according to the zoning district corresponding to the residential designation shown on the City's Comprehensive Plan for those lands.
4. The City and Heceta Water District should negotiate an agreement that spells out how water service will be provided.
5. An agreement for the provision of fire and rescue service following annexation should be executed between the City and the Siuslaw Rural Fire Protection District #1.

## **Background**

In simple terms, an urban growth boundary (UGB) is the outer limit of urban development that can occur during the 20-year planning period. The UGB consists of land inside the city limits which is the urban area and land outside of those limits which is reserved for expansion of the urban area over time. Land outside city limits is typically not served by public utilities and public services until annexation occurs. It is said to be "urbanizable".

However, almost all of the UGB lands outside the city limits are, or can be, served by Heceta Water District. Provision of municipal water has allowed lot sizes in the range of 1/3 acre or less, subject to approval of on-site sewage treatment facilities. Because of the high seasonal water table in some of this area of newer development, there are failing on-site sewage disposal systems. While some of these lots are vacant, and some are large enough to be partitioned upon provision of municipal sewer, much of this area will remain large lot residential, at least during the 20-year planning period. Since the City has few areas of large lot residential development, annexation of these already developed areas will continue to provide for a range of housing types and costs within the City.

Lots in the area of the far northwest part of the UGB are smaller, and are developed with small, older vacation cottages, many of which have older, failing on-site sewage disposal systems. While some new development, and upgrades of older cottages has occurred, provision of municipal sewer is likely to result in major upgrading or redevelopment of many of these sites due to their proximity to the ocean.

Florence's existing UGB has amply accommodated Florence's urban growth needs for nearly two decades. The UGB is depicted on the Comprehensive Plan Map. Lane County has regulatory jurisdiction over Florence's urbanizable lands, therefore a successful partnership between the

County and the City is key to the integrity of the Florence Comprehensive Plan. The City and the County have signed a *Joint Agreement for Planning Coordination Between Lane County and the City of Florence*, effective February 21, 2002, that applies to development within the UGB, as well as to an Area of Interest outside the UGB. The Area of Interest is shown on Map 14-1. The Agreement is included in Appendix 14 of this Plan.

As part of periodic review, Oregon law requires the City and the County to ensure that the UGB contains a 20-year supply of buildable lands. To make that determination, population projections are prepared and then translated into expected housing needs based on household size, vacancy rates and income levels. An inventory of vacant and under-utilized lands within the UGB is then completed. Discounting from the total all environmentally constrained lands, a match of housing needs and buildable lands is made. If sufficient land is not available to accommodate the 20-year projected demand, the UGB is typically adjusted outward to obtain a sufficient supply. In addition, development densities inside the UGB can also be increased through regulatory, incentive and other means to allow for more efficient land utilization, often minimizing the UGB expansion.

Appendix 14 presents the above-described analysis conducted in 2003 and adopted by the City Council in March, 2004. The study, the *Florence Residential Buildable Land Analysis*, concluded that there is a sufficient supply of residential land to meet the housing needs within the Florence UGB to the year 2025. A discussion of this analysis is contained in Chapter 1, Introduction, Population; and Chapter 2, Land Use, Residential.

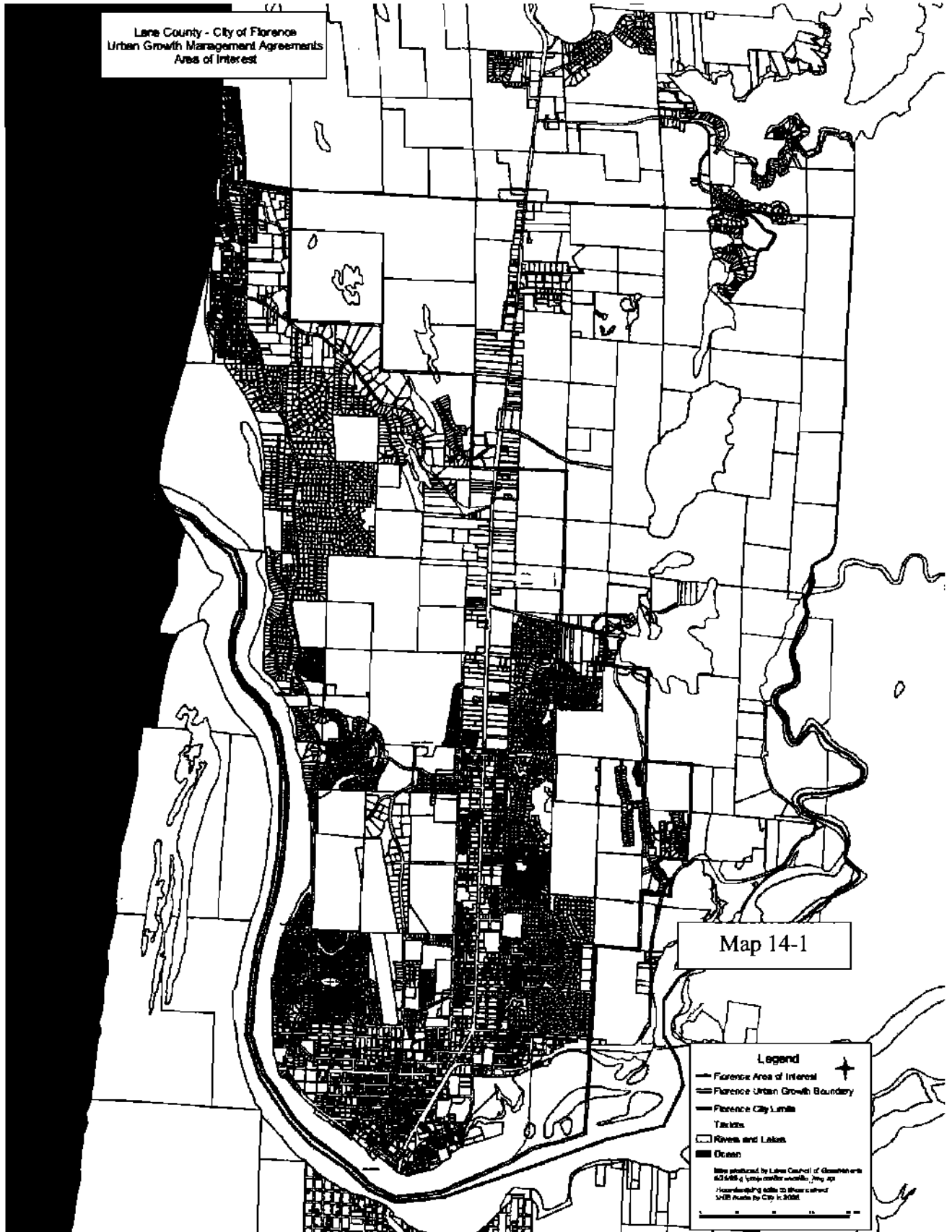
As part of Periodic Review of the Florence Comprehensive Plan in 2002, the UGB was expanded to the northeast to accommodate land near Munsel Lake, and expanded to the southeast to accommodate a second 80 acres of the Ocean Dunes Planned Unit Development. These expansions were approved by Lane County and acknowledged by the Oregon Department of Land Conservation and Development (DLCD). The UGB, as revised, is shown in the Comprehensive Plan Map. The City's required economic, social, environmental and energy (ESEE) analysis of these expansions can be found in Appendix 14 of this Plan.

The Munsel Lake adjustment was made to address several important infrastructure and environmental issues. First, Munsel Lake Road, a County maintained road, runs through the area proposed for the UGB addition. Lane County desires the City to assume maintenance of this street, therefore it should be within City boundaries. Secondly, to serve lands within the current UGB, a sanitary sewer force main would need to run outside of the UGB, following Munsel Lake Road, to an interceptor proposed for Highway 101 to the west. However, such utility extensions outside a UGB are not encouraged by the State.

The 80-acre Ocean Dunes adjustment addresses a jurisdictional issue and a transportation issue. The Ocean Dunes residential planned unit development lies within city limits and benefits from public services. It includes an 18-hole public golf course that provides recreational opportunities to the City in addition to providing residents with golf course frontage lots. However, part of the Ocean Dunes golf course is located in Lane County, outside the UGB. Development of the golf course community often requires the developer to satisfy both the City and the County, each with their own regulatory procedures and priorities. Adding these 80 acres to the UGB will bring the entire Ocean Dunes development into the UGB, and most likely into the City upon annexation.

Increased opportunities for residential golf course frontage lots will also occur in Florence through this UGB expansion and annexation, thereby adding to residents' housing choices and further promoting the tourist and retirement industries upon which Florence depends for economic development.

During Periodic Review, consideration was given to including in the UGB the "Hatch Tract," an area adjacent to the southern edge of the Ocean Dunes UGB expansion area. This UGB expansion was not approved. This consideration was in response to the pending location of a casino in the area by the Confederated Tribes of Coos, Lower Umpqua and Siuslaw Indians. According to the December 2001 U.S. Department of Interior Memorandum regarding the Confederated Tribes of Coos, Lower Umpqua and Siuslaw Indians vs. Babbit, the location of the casino was outside City jurisdiction to decide. The City did proceed with a Comprehensive Plan amendment that would have allowed the extension of wastewater service to the casino outside the UGB, but that amendment was found by the Land Use Court of Appeals to be inconsistent with Statewide Planning Goals and was never finalized. The casino property on the "Hatch Tract" is not within the Florence UGB.





# **Chapter 15**

## **Willamette River**

**(Not Applicable to Florence)**



# Chapter 16

## Estuarine Resources

### Siuslaw Estuary and Shorelands

#### Objectives

1. To improve management of the estuarine resources and conserve and enhance the natural resource values of the estuary.
2. To increase understanding of the natural and economic values of the estuary and their usefulness to man.
3. To improve and diversify the economy of the Siuslaw River region.
4. To reconcile conflicting estuarine uses.
5. To classify the estuary and shorelands into management units for planning purposes in order to establish policies and priorities for the uses of the estuary.
6. To maximize the opportunities for use of the estuary as a primary mode of transportation.

#### Policies

1. The *Lane County Coastal Management Plan*, (Appendix 16-1) and amendments shall serve as the definitive document for actions related to Goal 16 Estuarine Resources.
2. Should any conflicts exist between these general policies relating to the Siuslaw Estuary and Shorelands and those policies relating to specific management units, the policies relating to the specific management units shall prevail.
3. Restoration of areas of heavy erosion and sedimentation which have an adverse effect on the quality of the estuarine system or which are threatening existing man-made development is allowed and encouraged where permitted in the applicable management unit. Non-structural treatment, such as bank shaping, vegetation, or sand nourishment shall be preferred over structural protection, such as revetments, bulkheads or groins. Structural controls shall be allowed if conditions warrant.
4. It is essential to the economy of the Siuslaw River region that adequate dredged material disposal sites shall be provided and protected for the entire estuary in order for navigation to continue.
5. In order to protect the navigability of the river, sites (with the exception of designated "stockpile" sites) included in the adopted Dredged Material Disposal Plan shall be retained for that use until such time as the filling capacity has been reached, such determination to be based upon recommendation of the Army Corps of Engineers and other in-

terested agencies and persons, or the site is removed in an adopted, revised Dredged Material Disposal Plan. The removal of any applicable dredge material disposal site protection overlay zoning shall require positive findings by the City that one or both of these conditions are met, following public hearing. Following removal of such zone the permitted uses on the site will be the same as those allowed in the underlying zoning district. Rezoning of the underlying zoning district may be considered at the same time as removal of the overlay zoning, in accordance with other applicable plans.

6. Temporary use of dredged material disposal sites shall be permitted, providing no permanent facilities or structures are constructed or no man-made alterations take place which would prevent the use of the land as a disposal site, and the use is consistent with other policies contained in the Comprehensive Plan and Zoning Ordinance.
7. Sites designated for “stockpile” use, where the spoils will be hauled away and the site used again for spoils, shall be retained and designated as a disposal site until such time as an appropriate alternative for disposal is designated and the “stockpile” site is deleted in an adopted, revised Dredged Material Disposal Plan for the estuary.
8. Federal and state water quality standards shall be considered during all phases of dredged material disposal activity.
9. Existing uses and activities shall be allowed to continue in shorelands M.U.’s.
10. Water related and non-dependent/non-related uses not requiring fill (e.g. on pilings) shall be allowed in development management units on a conditional basis, when the use is consistent with the resource capabilities of the area and the purposes of the M.U.
11. The placing of riprap in development M.U.s shall be allowed to protect an existing or permissible use when nonstructural solutions are inadequate and adverse impacts are minimized. Riprap may be placed in conservation M.U.s subject to the above findings and when it is consistent with the resource capabilities of the area and the purpose of maintaining conservation M.U.s.
12. The City supports the construction of a marina at the North Jetty, contingent on the Port meeting the requirements of state and federal agencies and the criteria required for major dredging. When these plans are sufficiently developed, the City recognizes that an exception to Goal 16 must be taken. Should the marina be developed, support facilities and related commercial facilities shall be limited to provision of fuel, minor boat repairs, bait and tackle, off-loading of commercial catch, and other uses essential and directly related to the functioning of the moorage.
13. Groin construction and bank stabilization shall not be permitted in Estuarine Conservation Management Units except to protect a permitted use or public facility otherwise allowed in a Conservation Management Unit, where land use management practices and non-structural solutions are inadequate to protect the area.

14. Upon annexation of any land designated Prime Wildlife in the Coastal Resources Management Plan, the City Code shall be amended to include a Prime Wildlife Shorelands Combining District and the affected properties shall be so designated on the City's zoning map.

## **Recommendations**

1. Dredged material disposal sites should be constructed to allow for proper detention of surface water runoff, to allow settling of turbid water and to provide dikes for controlling the rate of runoff.
2. Timing of dredging activities should take into account the Corps of Engineers guidelines on this subject to avoid interfering unnecessarily with the productive elements of the estuary, such as fish runs and spawning activity.
3. Revegetation of filled disposal sites should occur as soon as is practicable in order to retard wind erosion and to restore wildlife habitat value to the sites. The Port of Siuslaw or Corps of Engineers should be responsible for revegetation projects.
4. The embankment near the mouth of the river (RM 1.5) on the south shore should be watched closely and measures should be taken to halt erosion in this area. A small strip of land behind the foredune, and the foredune, are all that separate the river from the ocean. There is a real possibility of the south spit being breached in this area in the future if erosion continues.
5. The Oregon Dunes National Recreation Area and Lane County are encouraged to continue efforts made in the past to stabilize the sand areas along the south bank of the river from the point of stabilization at approximately RM 4.0 to the mouth of the river. The southwest winds continue to move substantial amounts of sand into the river which requires dredging at considerable cost to the taxpayers to keep the channel open. The open dune west of the Highway 101 bridge should not be stabilized, in order that its aesthetic value is retained.
6. In selecting ocean sites for the disposal of dredged sediments, sites that allow for the nourishment of eroding beaches should be preferred when disposal in those areas will not contribute to littoral drift into the area of the Siuslaw navigation channel.
7. Basic biological research and mapping of the benthos and significant characteristics of the Siuslaw should be continued in order to have a better understanding of the productivity of the river and to aid in establishing estuarine mitigation sites. The City should not approve additional studies of the estuary which are conducted at public expense and do not add to the knowledge which is now available.
8. Upland areas which might be appropriate for additional, convenient dryland storage of sport fishing boats should be encouraged in order to minimize the amount of water storage area and water dependent shoreland area used for this purpose in the future.

9. Individual private docks should be discouraged with preference given to docks which will be used for commercial or public recreational uses.
10. The City should continue to monitor areas of severe bank erosion in developed areas to determine whether modifications can be made to Estuarine and Shorelands Management units to facilitate measures to control the erosion.

## Background

In 1976, the state adopted four coastal goals in addition to the original 15 statewide land use goals. The new goals contained specific requirements for coastal planning, resulting in the compilation of the *Lane County Coastal Resource Inventory* and the preparation and adoption of a *Lane County Coastal Resources Management Plan (Coastal Management Plan)* adopted in June 1980, and amended in 1982, 1983 and 1991. A separate study, the *Siuslaw River Dredged Material Disposal Plan*, adopted in 1978, provides for disposal sites, and policies for managing disposal of dredged materials from channel maintenance activities. Both plans are included in Appendix 16 of the Plan to provide detailed guidance for Goal 16 related activities.

Consistent with Goal 16 requirements and the designations of the Siuslaw River as a Shallow Draft Development Estuary, the *Coastal Management Plan* classified estuarine areas as either Natural, Conservation or Development Management Units.

The Natural Management Unit is designated to assure the protection of significant fish and wildlife habitats, the continued biological productivity within the estuary, provide for educational and scientific needs and to maintain a level of diversity essential to provide for a long-term, dynamic ecosystem which can withstand a variety of pressures. All major tracts of saltmarsh, tideflats and eelgrass and algae beds will be found in this MU, as they are the areas of primary biological productivity without which the health of the entire estuary could not be maintained.

Uses within the "Natural" MU shall be of a low-intensity, undeveloped nature stressing minimal human impact. Recreational clamming and fishing are examples of acceptable uses within this MU.

The primary purpose of the Conservation Management Unit is preservation of long-term use of renewable resources which do not require major alteration of the estuary. The majority of the Siuslaw River estuary is included in this MU to reflect the predominately rural, sparsely developed nature of this estuary.

Although certain commercial and recreational uses may be consistent with the resource capabilities and purpose of this MU, each proposal will be evaluated on its potential for maintenance and enhancement of biological productivity.

The Development Management Unit provides for navigational, public, commercial and industrial water-dependent needs. The dredged navigation channel and the jetties are designated Development MU essentially responding to the existing situation. It will be necessary to effect a Plan amendment for future uses requiring a Development designation.

Developmental activities can and have produced adverse effects on the Siuslaw Estuary. Sedimentation resulting from logging practices contributes to sedimentation of the dredge channel, necessitates more frequent dredging and adds to the turbidity of the water. Conversely, bank and streambed erosion can result when flow is constricted through the emplacement of bridge supports. In addition, industrial or residential development can cause further chemical and biological changes in the estuary.

When considering further development along the estuary, it will be necessary to review the individual and cumulative effects to determine further impacts both on the natural systems and the local economy.

The *Coastal Management Plan* also establishes Shoreland Management Units, of which only three are applicable within Florence and its UGB. These are Natural Resources Conservation, Residential Development, and Mixed Use. They are described below.

### **Natural Resources Conservation**

This designation, when applied to lands within the Urban Growth Boundary of the City of Florence, is provided to allow for human activities consistent with long-term use of natural resources in harmony with natural systems of the coastal shorelands and waters. This designation is meant to ensure that all changes occur with recognition of and respect for those natural systems. Activities which conserve or enhance resources are encouraged, as well as recreation and public access to the coastal waters.

### **Residential Development**

This designation, when applied to lands within the city limits of Florence, recognizes that there are certain shoreline areas which have been committed to residential use by their development patterns over many years. The underlying assumption of this MU is that the residential character should remain undisturbed. Preservation and enhancement of riparian vegetation is a necessity along the estuary and coastal lakes, regardless of any development. Within the City of Florence, this plan designation shall be implemented through the Natural Resources Conservation Overlay District.

### **Mixed Use**

This designation recognizes the value of commercial and industrial activities to the area. Existing mixed uses are located in this MU where appropriate, including existing residential uses in close proximity to commercial or industrial uses. For development purposes, shorelands have been divided by LCDC Goal #17 into two categories: 1) urban and urbanizable lands; and 2) rural lands. Urban areas are managed by the City of Florence or Dunes City, and Lane County deals with urbanizable and rural shorelands. The very limited nature of available appropriate land for any public, commercial, or industrial activity of a water-dependent nature places a great burden on the governing body to responsibly allocate any available lands for these uses. The long-term economic health of the area should dominate short-term personal gain.

An example of a mixed use area is the Waterfront/Marine District in Old Town, adopted as part of the Coastal Management Plan in 1991.

During this same time period and into the 1990's, there was extensive development of shorelands within Florence, some of which have developed severe bank erosion problems including potential for the loss of dwellings.

## **Chapter 17**

### **Coastal Shorelands: Ocean and Lake Shorelands**

#### **Objectives**

1. To improve management of the shorelands bordering the ocean and lakes by classifying these shorelands into management units and establishing policies and priorities for uses within these areas.
2. To conserve and enhance the natural resource and recreational values of these shorelands.

#### **Policies**

1. A fifty (50) foot minimum building setback from the high water mark shall be required along the ocean beach, except where a site investigation report shows that such a setback is not necessary.
2. Urban uses shall be prohibited from active foredunes, conditionally stable foredunes and areas subject to ocean flooding.



## **Chapter 18**

### **Beaches and Dunes**

#### **Objectives**

1. To improve management of the beach and dune areas by classifying these areas into management units and establishing policies and implementation measures for managing these areas consistent with the natural limitations.
2. To reduce the hazard to human life and property from natural or man-induced actions associated with these areas.

#### **Policies**

1. Due to the sandy soils and the fragile nature of the vegetative covering, care shall be taken during construction to minimize the amount of grading, excavation, removal of trees and other natural vegetation in order to insure the stability of the soils. All open sand area (pre-existing or newly created) shall be planted or stabilized as soon as practicable after construction is completed. Using accepted re-vegetation techniques, sand areas shall be returned to their previous level of stability, or at least to a conditionally stable level, following completion of construction for large parcels or tracts, stabilization of the entire area may not be necessary as determined after consideration of a Site Investigation Report.
2. During extended construction periods, temporary sand stabilization measures shall be employed to minimize sand movement and erosion caused by the removal of groundcover and soil.
3. Site investigation reports shall describe and analyze topography; past, present and foreseeable erosion; geologic conditions such as soils characteristics; ground and surface water conditions, including potential for flooding; potential impacts of construction on site and nearby areas, including ground stability, and alterations to drainage and ground water; and alternate design and/or site plans which would minimize hazard damages both to the proposed development and to nearby property. The degree of analysis required shall be appropriate to the risk presented by the site and the proposed project.
4. No development or improvement shall take place on open or conditionally stable sand formation before an adequate site investigation by a qualified person determines that the site is adequately stabilized and the stabilization effort will not contribute to sand movement into other areas and thereby create adverse conditions.
5. Open space designations of open dune sand within the Florence area shall not be required on private property. Stabilization efforts shall not be prohibited except where stabilization measures will have a detrimental impact on adjoining properties.

6. Sand removal shall be prohibited in the foredune area of the beach.
7. A site Investigation Report shall be required for major partitions and subdivisions on any unstable or conditionally stable dune, dunal areas with slopes over 12 percent, deflation plains, marshes and wetlands, or interdunal areas. These dune forms are represented on the Soils Map contained in the Appendix of this Plan.
8. Urban development shall be prohibited on active foredunes, or conditionally stable foredunes which are subject to ocean undercutting or wave overtopping, and on interdune areas that are subject to ocean flooding.
9. Breaching of foredunes shall be prohibited except in emergency situations, such as salvage operations, or on a temporary basis to increase the sand supply inland.
10. The "excavation or grading" sections of the adopted Building Code shall be enforced.

### **Recommendations**

1. Slope standards should be applied to areas where sand is being removed to avoid oversteepened slopes which create a hazard of eave-ins on unsuspecting visitors in the area.
2. Sand removal or filling should take place in limited amounts for construction site preparation where the removal or fill will not cause ponding or erosion, or adversely effect neighboring properties.
3. Sand removal should take place to improve the aesthetic value of an area.
4. Any beach or river front erosion protection programs necessary for existing waterfront development should be planned to take into consideration adjoining properties as well.
5. Beach nourishment, including the disposal of appropriate dredged materials, should be evaluated as a shoreline erosion control technique in preference to structural protection.
6. Driftwood deposits should not be removed in any large quantity from the ocean beach fronting the foredune. The presence of the driftlogs provides a stabilizing effect on the foredunes.
7. Grading and vegetation removal should be kept to the minimum necessary for the placement of structures and accessways. Removal of vegetation from stabilized sand areas, where the consequent shifting sands will encroach upon and adversely affect other properties, should be prohibited or at least controlled.
8. Sand removal or stabilization measures should be encouraged in those areas where advancing dunes pose a hazard to developed or improved land or are threatening the destruction of significant areas of vegetation, drainage areas or surface water.

**Chapter 19**  
**Ocean Resources**

**(Not Applicable to Florence)**