

FLORENCE REALIZATION 2020 COMPREHENSIVE PLAN



July 2008

A Complete Copy of This Document Can Be
Viewed In Florence At City Hall, And At The
County Administration Office Or The Land
Management Division Office, Both Located At:
125 E 8th Avenue, Eugene

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

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

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- To remove references that are outdated or will be outdated, e.g., “by 2001.”

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

**Florence Realization 2020 Comprehensive Plan
Local Adopting Ordinances, Updated August 13, 2008**

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

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

**Florence Realization 2020 Comprehensive Plan
Local Adopting Ordinances, Updated August 13, 2008**

Ordinance Number	Dates of Adoption		Ordinance Title and Summary
	City of Florence	Lane County	
No. 6 Series 2004	5/17/04	2/22/06	<i>An Ordinance Amending The Lane County Rural Comprehensive Plan Coastal Resources Management Plan And The Florence Comprehensive Plan 2000/2020. Post acknowledgement Plan text amendments to Chapter 16 and Appendix 16 of the Comprehensive Plan. Co-adopted by Lane County in 2006.</i>
No. 7 Series 2004	5/17/04	9/19/07	<i>An Ordinance Amending The Siuslaw River Dredged Material Disposal Plan. Post acknowledgement Plan amendment to Appendix 16 of the Comprehensive Plan to remove DMDP Sites 15 and 16 from the map.</i>
No. 1 Series 2006	2/07/06	To be scheduled.	<i>An Ordinance Amending The 2000/2020 Comprehensive Plan, Adding Definitions for "Private Open Space" and "Public" Plan Map Designations. Plan updated and new Plan definitions adopted to comply with 1995 Periodic Review.</i>
No. 8 Series 2006	11/20/06	Not applicable: site is inside City limits	<i>An Ordinance Amending The City's Transportation Systems Plan Which Is Adopted As Part Of The City's Comprehensive Plan, Chapter 12, "Transportation," To Change The Recommended Signalization Of 27th Street At Highway 101, To Signalizing 30th Street And Highway 101. Post acknowledgement Plan text amendment to implement the 2006 Florence/US 101 Pedestrian Safety Study.</i>
No. 9 Series 2006	1/8/07	Not applicable: site is inside City limits	<i>An Ordinance Amending The 2000/2020 Comprehensive Plan Map From LDR To MDR And Zoning Map Designation From Restricted Residential To Single Family Residential District For Property Described As Map No. 18-12-15-00, Tax Lot 200 (Sandranch). Post acknowledgement Plan Map and Zoning Map amendment for Sand Ranch area along Munsel Lake Road west of Highway 101.</i>
No. 2 Series 2008	1/7/08	Not applicable: site is inside City limits	<i>An Ordinance For The Adoption Of An Amendment To The City Of Florence Realization 2020 Comprehensive Plan Map Designation From Low Density Residential To Medium Density Residential And An Amendment Of The Zoning Map Changing The Zoning From Restricted Residential To Single Family Residential For Properties In An Area West Of Xylo Street; East Of Vine Street; North Of Highway 126; And South Of 12th Street. Post acknowledgement Plan Map amendment.</i>
No. 3 Series 2008	1/7/08	Not applicable: study area is inside City limits	<i>An Ordinance For The Adoption Of An Amendment To The Florence Realization 2020 Comprehensive Plan And Transportation System Plan And Adoption Of The Rhododendron Drive Integrated Transportation Plan Into Appendix 12 Of The Comprehensive Plan. Post acknowledgement Plan text and TSP amendment.</i>

**Florence Realization 2020 Comprehensive Plan
Local Adopting Ordinances, Updated August 13, 2008**

Ordinance Number	Dates of Adoption		Ordinance Title and Summary
	City of Florence	Lane County	
No. 6 Series 2008	3/24/08	To be scheduled.	<i>An Ordinance For The Adoption Of Housekeeping Amendments To The Florence Realization 2020 Comprehensive Plan Text; Comprehensive Plan Map; Appendix 11, Utilities And Facilities; And Appendix 12, Transportation System Plan; Amendments To Florence City Code Title 1 Chapter 10: Comprehensive Plans; And Declaring An Emergency. Post acknowledgement Plan housekeeping amendments to correct scrivener errors, achieve internal consistency, and improve clarity and function. Comprehensive Plan reprinted with March 2008 date.</i>

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Part II: Comprehensive Plan Appendices

(Located in binder in Community Development Department, Florence City Hall)

Introduction

Chapters:

- 1. Citizen Involvement
- 2. Land Use
 - a. Issue Paper #1 - Commercial and Industrial Land Uses, July 1997
 - b. October 2001 Industrial Lands Inventory (updates Industrial Land Use portion of July 1997 Study)
 - c. Florence Residential Buildable Land Analysis, adopted March 15, 2004
 - d. Florence Downtown Implementation Plan, September 1999
 - e. Florence Downtown Plan - Phase I Implementation, Final Summary Report, August 2001 - portions adopted by the City Council
 - f. Access Management Plan for Highway 101 in Downtown Florence, adopted August 4, 2003.
- 3. Agricultural Lands (Not applicable to Florence)
- 4. Forest Lands (Not applicable to Florence)
- 5. Open Spaces and Scenic, Historic, and Natural Resources
 - a. Periodic Review Work Task #7 - Natural Resources, Open Space and Recreation
 - b. City of Florence Local Wetlands and Riparian Area Inventory, December 30, 1996
 - c. North Florence Dunal Aquifer Study, Final Report, June 1982
 - d. EPA Resource Document: For Consideration of the North Florence Dunal Aquifer as a Sole Source Aquifer, August 1987
 - e. Listing of fish and wildlife species listed in the *Oregon List of Threatened or Endangered Fish and Wildlife Species*
 - f. City of Florence Visual Management Plan - 1992
 - g. Historic Structures Inventory
- 6. Air, Water and Land Resources Quality
(See related documents in other chapters)
- 7. Areas Subject to Natural Disasters and Hazards
 - a. National Flood Insurance Program - Flood Insurance Rate Maps, June 1999 (under separate cover)
 - b. City of Florence Hazards Map

7. **Areas Subject to Natural Disasters and Hazards (continued)**
 - c. City of Florence and Urban Service Area Soils Map, USDA Soil Survey of Lane County Area, September 1987
 - d. Relative Earthquake Hazard Maps for selected coastal communities, DOGAMI, 1999 (Large maps available at City Hall, Community Development Department.)
 - e. Tsunami Inundation Zones - Florence
 - f. Siuslaw Valley Fire/Rescue Disaster Plan (under separate cover)
8. **Recreational Needs (Combined with Goal 11)**
9. **Economic Development**
 - a. Greater Florence Area Strategic Plan for Community Economic Development, March 1998
10. **Housing Opportunities (See Plan Chapter Introduction: Population; and Chapters 2 and 14)**
11. **Utilities and Facilities**
 - a. City of Florence: Wastewater Facilities Plan, Brown and Caldwell, October, 1997 (under separate cover)
 - b. City of Florence: Water Facilities Plan, September 1998 (under separate cover)
 - c. City of Florence Wellfield and Water Treatment Expansion Project, February, 2001
 - d. City of Florence: Stormwater Management Plan, October 2000 (under separate cover)
 - e. Florence Parks System Planning Report 1987, A Recommended Guide to Park Development
12. **Transportation System Plan**
13. **Energy Facilities and Conservation**
14. **Urbanization**
 - a. Periodic Review Work Task #1 - Urban Growth Boundary Study
 - b. Florence Residential Buildable Land Analysis, adopted March 15, 2004
 - c. Analysis of UGB Expansion
 - d. Area of Interest and Lane County/City of Florence
 - e. Joint Agreement for Planning Coordination between Lane County and the City of Florence, February 2002
15. **Willamette River (Not applicable to Florence)**
16. **Estuarine Resources**
 - a. Lane County Coastal Resource Inventory , October 1978, as amended to-date (under separate cover)
 - b. Lane County Coastal Resources Management Plan, Revised 1991-2007, as amended to-date (under separate cover)

- c. Siuslaw River Dredged Material Disposal Plan, November 1978, as amended to-date (under separate cover) (refer to web link: <http://www.co.lane.or.us/Planning/DMDP/DMDP.htm>)
- d. An Evaluation of Effects of Severe Bank Erosion on the Benthic Macro-invertebrate Community and General Habitat Conditions Near Shelter Cove, Siuslaw River Estuary, Oregon, October 2001
- e. Shelter Cove Subdivision, Historic Erosion Report, Lower Siuslaw Estuary, Florence, Oregon, November 2001

17. Coastal Shorelands

18. Beaches & Dunes

19. Ocean Resources

Acknowledgments

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

Introduction

It is the intent of this Plan to:

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

The purpose of this Plan is further intended to:

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

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

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

This Plan reflects an update and refinement of the 1988 City of Florence Comprehensive Plan and edits made in 2008 to make the Plan internally consistent and the Plan Map consistent with the Plan text. The most significant changes are contained in the following chapters of the Plan: 2-Land Use, 5-Natural Resources, 9-Economic Development, 11-Utilities & Facilities, and 12-Transportation System Plan.

The Community

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

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

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

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

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

Plan Adoption, Amendments, Review and Implementation

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

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

¹ Lane County Historian, Lane County Historical Society, Vol. XVI, No 2, Summer 1971.

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

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

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

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

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

Comprehensive Plan Effectiveness and Organization

The Comprehensive Plan consists of:

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

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

Definitions

Goals

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

Objectives

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

Policies

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

Recommendations

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

Shall

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

Should

Should is used to express what is probable or expected.

Coordination with Agencies

It is the intent of the City of Florence to:

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

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

Population

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

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

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

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

Population within Florence City Limits

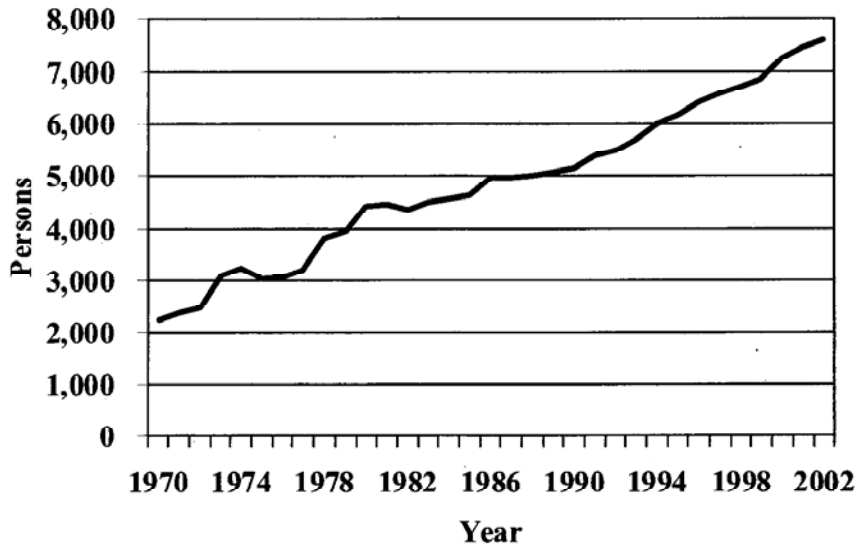


Table P-1. Historic Population Data

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

Source:

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

Projected Population for Florence City Limits

Population within the Florence City Limits

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

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

Population Outside Florence City Limits Within the Florence Urban Growth Boundary

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

Projected Population in the Florence Urban Growth Boundary

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

Population within the UGB

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

Chapter 1

Citizen Involvement

Goal

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

Objectives

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

Policies

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

Recommendations

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

Chapter 2 Land Use

Goal

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

Policies

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

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

Recommendations

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

Background

Discussion of the projected 20-year Comprehensive Plan (Plan) for lands within the Florence UGB is divided into the following general Plan designation categories: Residential, Commercial, Industrial, and Other Plan designations, and a section on Specific Plans. The Comprehensive Plan is accompanied by a Comprehensive Plan Map (Plan Map), Map 2-1. The Comprehensive Plan provides analysis and discussion of anticipated issues for each category, as well as presenting the relevant goals, policies and recommendations. For a more complete discussion of the inventory and analysis in each of these categories, see the adopted land analyses in Appendix 2.

The Comprehensive Plan portrays where and how development is envisioned to occur over the 20-year planning period. Most of that development is to occur on urban lands within city limits. The Comprehensive Plan Map (Map 2-1) includes separate designations for the various categories of land use. The text and policies and Comprehensive Plan Map contained in the City's first comprehensive plan, updated in 1988, along with the Plan designation categories and relevant policies, were completely updated when the Realization 2020 Comprehensive Plan was adopted by the Florence City Council on January 14, 2002, and subsequently acknowledged by the Oregon Department of Land Conservation and Development (DLCD).

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

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

Residential

Goal

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

Policies

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

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

Recommendations

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

Residential Plan Designation Categories and Background

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

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

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

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

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

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

Low Density Residential

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

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

Medium Density Residential

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

High Density Residential

The High Density Residential designation is intended for areas which are already developed as multi-family uses, and for development and redevelopment of areas close to parks, schools and shopping. Lot sizes are, or would be, less than 5,000 square feet per unit. The applicable zoning district is Multi-family.

Heceta Beach Neighborhood Cluster

The Heceta Beach Neighborhood Cluster Plan designation applies to lands surrounding the junction of Heceta Beach Road and Highway 101. In addition to the area designated Neighborhood Commercial Gateway at the northwest corner of the intersection, other lands are intended for medium and high density housing to meet the need for such housing within the community. In order for such housing to be built economically, it is necessary to designate sufficient land to allow economies of scale to apply to the construction.

The implementing zoning districts are Multi-family along Highway 101 and Single-family. Residential lands designated on the Comprehensive Plan Map within the Heceta Beach Neighborhood Cluster will be available for the development of a mix of housing units at densities not exceeding 6,000 square feet per unit. Housing developments may include a mix of duplexes, triplexes, townhouses and multi-family units, as well as single family units, with a mix of owned and rented units.

The location of the various types of housing units should be planned around the capability of the land in a manner which allows natural features such as significant wetlands to become an open space feature within the housing complexes. Access shall be to streets other than Highway 101, and shall be designed to utilize the parallel local collector streets, Oak Street on the west, and Spruce Street on the east. The Heceta Beach Road intersection with Highway 101 will be signalized when warrants are met, and shall be designed with curb extensions to allow safe pedestrian crossing on all legs of the intersection. Traffic signals and pedestrian crossings require approval by the State Traffic Engineer.

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

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

Some residential subdivisions, both inside city limits and within urbanizable lands that were developed prior to 1995, have experienced infrastructure problems, stormwater deficiencies, slope failures, flooding due to high groundwater tables and invasive weed infestations. An objective of this Plan is to insure a more consistent application of development standards to future residential

developments so as to avoid these problems of the past. Regardless of the type of residential development or subdivision, minimum development standards need to be provided and public or private facilities adequately maintained for the life of that development.

Commercial

Goal

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

Policies

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

10. Within the Old Town area, commercial redevelopment or infill shall encourage compatibility with the character of the surrounding area, including architectural characteristics, the unique physical nature of the Old Town area, and views of the Siuslaw River, and shall not adversely impact the development potential of adjoining properties.
11. Development on the Middle School sites shall be consistent with the Florence Downtown Implementation Plan, September 1999.

Recommendations

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

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

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

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

Commercial Plan Designation Categories and Background

Lands within the Urban Growth Boundary (UGB) are designated for commercial uses and developments on the Comprehensive Plan Map. Additional opportunities for commercial development are the areas designated West 9th Street Area and Downtown on the Comprehensive Plan Map. These areas are described in the sections of this Chapter that discuss "Other Plan Designations" and "Specific Plans."

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

Neighborhood Commercial Gateway

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

Expansion of this pre-existing commercial area is not recommended for the 20-year planning period. New commercial development is to occur within city limits where vacant lands and urban services are available.

Commercial

Three areas are designated Commercial in the Plan Map. The Commercial designations at Driftwood Shores and the adjacent parking area and the tavern located at 88274 Rhododendron Drive are retained in this Plan. Another of these areas is between approximately Highway 126/9th Streets and 21st Street, straddling the east and west side of Highway 101 and varying in depth from one to two blocks. Retail and service commercial uses are appropriate for this area, as are professional offices and motels. Residential, in the form of second-story apartments over ground floor commercial, is also an appropriate accessory use. Commercial uses should be conducted primarily within a building, facilitate both vehicular and pedestrian access, and relate to surrounding buildings in terms of scale and street orientation. Architectural and site design guidelines are appropriate for both new development and redevelopment.

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

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

North Commercial Node

A new area within city limits has also been designated for commercial uses on the Plan Map. The North Commercial Node (NCN) (Map 2-2) has been established to address recent interest in regional commercial development where opportunities exist for large single parcels or consolidation of vacant parcels. Available parcels in existing commercial districts are less conducive for such large retail developments due to parcel sizes, multiple ownerships, and existing viable developments. The NCN establishes a second core com-

mercial area for conveniently serving the northern residential developments. A more detailed discussion of the North Commercial Node Plan designation is found under Specific Plans in this chapter of the Comprehensive Plan.

Large retail and service commercial uses are appropriate for lands designated NCN, as are professional offices and motels. Residential use of lands designated NCN should be discouraged except in conjunction with commercial uses. Highway commercial uses are typically more auto-oriented due to their proximity to Highway 101. Existing and proposed heavy commercial uses not dependent on Highway 101 frontage should be encouraged to utilize lands designated Industrial rather than occupying lands designated NCN.

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

Recreational Commercial

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

Highway

The Highway Plan designation applies to lands east and west of Highway 101, north of 21st Street and south of the North Commercial Node. This is the same area designated Highway Commercial in the 1988 Comprehensive Plan Map, except for three areas: lands within the North Commercial Node (NCN), lands abutting Highway 126 east of Quince Street (now designated Commercial), and certain lands located between Pine and Oak Streets that were previously designated Highway. The implementing zoning district for the Highway Plan designation category is Highway District.

Industrial

Goal

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

Policies

1. The City shall encourage development of the City's Pacific View (Kingwood) Business Park, which has been planned and zoned, and for which infrastructure is provided, to readily accommodate suitable light industrial, and research and development uses and to provide for businesses and industries that provide family wage year-round employment.
2. The City shall encourage development of the Port of Siuslaw's industrial lands located west of the Pacific View Business Park. The City will work with the Port through a cooperative effort in planning, marketing, and providing infrastructure whenever it is in the City's interest to do so.
3. The City shall encourage continued use of the City's Airport Industrial Park for location and operation of heavy commercial and light industrial uses.
4. The City shall maintain lands planned and zoned for industrial uses within Industrial zones free from the encroachment of incompatible land uses such as residential, public or private schools and day care centers, active parks, or retail use as a principal use.
5. The City shall encourage heavy commercial uses, such as contractors' yards; sand, gravel and landscape material supply yards (wholesale and retail); lumber yards; concrete batch plants; truck and equipment rental and leasing with outside storage of vehicles and equipment; salvage operations; and other similar uses should be encouraged to locate or relocate in the Airport Industrial Park or in the Service Industrial District on Highway 101. Expansions of such uses in other districts should be limited to expansions on the existing site only.
6. New industrial development shall observe the City's performance standards regulating noise, glare, dust, odor, and fire hazards to insure that the City's clean air, water and other natural resources are not adversely affected by such development.

Recommendations

1. The City should continue to support lands within City limits planned and zoned for industrial developments by providing adequate vehicle access, water, sanitary and storm sewer, and prevent the encroachment of incompatible land uses which could limit the effectiveness of such areas to attract development as planned. Developers may be required to share a portion of those costs on a pro-rated basis.
2. The City should continue to provide municipal airport access to adjoining industrial uses as a feasible alternative mode of transporting manufactured goods and supplies to and from the Florence area.
3. Industrially-related traffic, typically involving heavy vehicles, should not be routed to and from industrial areas through residential neighborhoods and commercial core areas with the exception of Highways 101, 126/9th Street, Kingwood, 27th and 35th Streets.

4. Sufficient site planning should be conducted as part of development of an industrially zoned property to allow for adequate on-site circulation, parking and loading for autos and heavy vehicles, access for emergency vehicles, and stormwater drainage to provided facilities.
5. Where industrial sites front on Kingwood Street or Pacific View Drive or Highway 101, adequate measures should be taken by developers to landscape the lot frontage, and, when present, incorporate native vegetation into such plans.
6. Industrial developments should provide a landscaped buffer and/or a minimum 6 foot high solid wood fence or architectural block wall as proposed in the table below when proposed abutting land planned or used for residential development.

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

Industrial Plan Designation Categories and Background

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

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

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

Service Industrial

In the UGB, industrially planned lands are designated Service Industrial in the area located between the North Commercial Node and the Heceta Beach Neighborhood Cluster along Highway 101. The purpose of the Service Industrial designation is to provide lands for construction and development service businesses and related uses, while continuing the North Gateway theme begun in the Neighborhood Commercial Gateway designation. There are no other appropriate or available lands within the City or the UGB for these uses. Heavy vegetation and berms will be used to separate the business/office structures along Highway 101 from the processing, storage, maintenance, and other more industrial functions to be located at the rear of the berms. Access to these sites shall be by shared driveways onto Highway 101 in the short term, and via Oak and Spruce Streets in the long term after these streets are developed.

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

Business/Industrial Park

The Business/Industrial Park designation applies to the 17-acre Airport Industrial Park; the 70-acre Pacific View (Kingwood) Business Park, and the 40 acres west of the City's Pacific View Business Park owned by the Port of Siuslaw. The three implementing zoning districts for these Plan designations are, respectively: Industrial Park District, Pacific View Business Park District, and Limited Industrial District. In addition, a portion of some of these areas is subject to the City's Airport Overlay District.

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

The Port of Siuslaw obtained 40 acres west of the City's Pacific View Business Park from Lane County in 1998 for economic development purposes. The Port's plans for development of this property will continue to develop during the 20-year planning period. Development of the Port-owned 40-acre site shall be sensitive to the adjoining residential

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

Roughly 30 acres of privately owned property located west of the airport, backing up to the Greentrees residential PUD, was previously designated Industrial in the Comprehensive Plan Map. This area was re-designated to Medium Density residential and Private Open Space after the Realization 2020 Comprehensive Plan was adopted.

Marine

The remaining industrial areas are designated Marine in the Comprehensive Plan Map. These include: lands zoned Marine owned by Lane County located south of the Port's 40 acre Limited Industrial site, and lands zoned Waterfront-Marine owned by the Port of Siuslaw and private owners located east of the area designated Downtown in the Comprehensive Plan Map. These lands are intended for development of water-dependent industrial, recreational and commercial uses and associated water related uses.

Other Plan Designations

Goal

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

Policies

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

Other Plan Designation Categories and Background

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

Public

The Public designation is intended to identify existing public and semi-public uses including the airport, public parks, schools, community colleges, cemeteries, and other public buildings as well as major utility facilities. Planned locations for such facilities are also included within this designation; however, future sites and public facility developments may take place within other plan designations subject to need and appropriate review. The implementing zoning districts for this Plan designation are: Open Space District and Public Use Airport Zone (for the airport). In addition, the Public Use Airport Safety and Compatibility Overlay Zone applies to the airport and to lands near the airport as defined in the description of the Overlay Zone in Title 10 of the Florence City Code.

Private Open Space

The Private Open Space designation is intended to identify areas where the predominant character is a less intense development pattern consisting of natural uses or open areas. Uses may include crop production, recreation, animal grazing, fish and wildlife habitat, and other similar uses. If development occurs in these areas, it shall be in such a manner that maintains the natural features of the site. Natural features include but are not limited to drainage ways, wetlands, scenic vistas, historic areas, groundwater resources, beaches and dunes, and habitat for sensitive species. Development within a Private Open Space area may occur subject to the Planned Unit Development process.

West 9th Street Area

The West 9th Street Area Plan designation applies to the area bordered by Ivy Street on the east and Rhododendron Drive on the west, and its boundary is shown on the Realization 2020 Comprehensive Plan Map 2-1 and Maps 2-3 and 2-4. Lands within the West 9th Street Area are zoned Professional Office/Institutional, except for the two areas that are zoned Open Space. A Plan designation of Public applies to these two Open Space areas.

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

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

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

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

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

A significant drainage way enters the West 9th Street Area at the southern boundary of the City airport between Greenwood Street right-of-way and Fir Street right-of-way. It continues south through the planning area and, after leaving the area, eventually outfalls to the Siuslaw River. A second drainage way, a smaller tributary of the above described drainage way, borders this planning area at the southern airport boundary between Juniper and Ivy Street rights-of-way and continues south to 9th Street. At 9th Street, this natural

drainageway is culverted, and a pipe conveys this drainage west under 9th Street to its outfall with the larger drainage way. A small wetland where this tributary enters the culvert at 9th Street is reflected in the City's 1997 Local Wetlands and Riparian Inventory. Both of these drainage ways are also shown as riparian areas on this inventory.

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

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

Downtown

The Comprehensive Plan designation Downtown applies to the area identified as Downtown in the Comprehensive Plan Map. This designation applies to the area bounded by Highway 126/9th Street on the north, Kingwood Street on the west, and the Siuslaw River on the south and east. On the north boundary, the area loops north to include the Quince Street area north of Highway 126 including its intersection with Highway 101.

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

Under the guidance of the Downtown Implementation Plan, the Waterfront Zoning District has been expanded and renamed "Old Town District," and the language in the implementing Zoning District has been revised to provide for: building alignment at the rear of sidewalks, wider sidewalks, interior parking lots, and architectural guidelines. No changes are proposed to the Port of Siuslaw property zoned Waterfront-Marine, consistent with the ESWD amendments adopted by the City and County in 1996 and later acknowledged by DLCDC. This action increased the area now zoned Waterfront-Marine.

Lands zoned Old Town on the Zoning Map are suitable for retail, office, and service commercial uses, hotels, bed and breakfast uses, and other tourist-oriented establishments. Residential use of lands in the form of second story apartments over ground floor commercial uses is strongly encouraged. During the early part of the 20-year planning period, the Port of Siuslaw's boardwalk project near Nopal Street should be completed and have very positive effects on the Old Town area, while providing convenient access to views of the Siuslaw River estuary.

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

Under the guidance of the Downtown Implementation Plan, the City should work closely with Siuslaw School District 97J to plan for the redevelopment and marketing of the middle school site. Because this site lies immediately east of the Florence Events Center and provides scenic views of the Siuslaw river estuary, its highest and best use might be a high quality hotel development. Such a tourist-related development could increase use of the Events Center as Florence's premier conference facility and house visitors in close proximity to Florence's Old Town shops and restaurants, cultural activities and scenic resources. A more detailed discussion of the Downtown Plan is found under Specific Plans in this chapter.

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

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

Specific Plans

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

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

North Commercial Node (NCN) Planning Area

The North Commercial Node (NCN) is shown as a Comprehensive Plan designation in the Comprehensive Plan Map, and is described in the Commercial section of this chapter. Lands designated North Commercial Node are located around the four corners of the intersection of Highway 101 and Munsel Lake Road with an extension to the east accessing to Munsel Lake Road. The area is bounded on the north by three “gateway” type Plan designation areas: Heceta Beach Neighborhood Cluster, Neighborhood Commercial Gateway, and Service Industrial. All of these designations contain standards for increased landscaping and buffering in order to create and maintain a pleasant north gateway entrance to Florence. The north gateway is complemented by the east gateway on Highway 126 and the south gateway on Highway 101 at the Siuslaw River Bridge, both of which are part of the Downtown Implementation Plan.

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

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

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

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

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

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

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

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

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

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

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

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

The City has completed construction of Phase I of the Oak Street extension from 37th to 46th Streets, south of Fred Meyer. The City should continue to pursue funding for the remaining phases.

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

Preliminary engineering of this street network should occur early in the planning period to determine ultimate alignments and right-of-way needs. All roads and streets, including Highway 101, shall be developed to an urban section, including curbs, gutters and sidewalks. All intersections shall include pedestrian crosswalks, and pedestrian refuge areas, as determined appropriate

by the City and ODOT. Bicycle lanes shall be provided along Highway 101, Munsel Lake Road, the northern extensions of Oak and Spruce Streets, and the new east-west street.

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

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

West 9th Street Planning Area

The West 9th Street Planning Area of Florence is shown as a Plan designation on the Comprehensive Plan Map. The policies guiding development of this area are described in this section and in the Plan designation section of this chapter. This area is an important component of the Comprehensive Plan because it is one of the last relatively undeveloped areas within the older part of the City. It is platted into blocks and relatively small lots created for residential development. Public street rights-of-way are platted in grid-like fashion throughout, although many remain unopened. Because of its high development value to the community, it merits special planning attention.

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

The Peace Harbor Hospital was constructed west of that line in 1990 near 9th and Elm Streets. Due to that development, other professional (medical) office buildings have been established west of that line. In addition, the city owns several vacant blocks of land in the 9th Street area, and in 1997, the City constructed the Florence Justice Center: a city/county combined police station, sheriff's office, city and county courthouse, and city detention facility. All of this non-residential development, west of the Plan's residential/commercial dividing line, was permitted

conditionally under the City's Multi-family Residential Zoning District. The residential plan designation and dividing line shown on the 1988 Comprehensive Plan Map are no longer practical for serving the long-term planning needs for this area.

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

West 9th Street Subarea Recommendations (See Subareas in Map 2-3):

Subarea 1

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

Subarea 2

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

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

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

Subarea 3

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

Subarea 4

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

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

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

Downtown Planning Area

The Downtown Planning Area is shown on the Comprehensive Plan Map as the Downtown Plan designation. The policies guiding development of this area are described in this section, in the

section titled, Downtown under “Other Plan Designations,” and in the *Downtown Implementation Plan*, adopted into Appendix 2 of this Comprehensive Plan.

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

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

In 1998, after working with Downtown merchants on a parking study, and on other concerns, the City realized that an overall plan for the future of the area was necessary in order that incremental improvements would fit into an overall master plan. The City obtained a Transportation and Growth Management (TGM) grant to hire consultants to work with the community to prepare an areawide plan for the Downtown. Lennertz, Coyle, and Associates were chosen, and a Downtown Committee was formed. The consultants worked closely with the community through a series of workshops and charrettes to develop a draft Downtown Plan which was presented to the City Council in final draft form on June 30, 1999. The Council and the Downtown Committee worked on condensing the Plan into a Downtown Implementation Plan, which was then adopted by the Council on September 20, 1999, and later incorporated by ordinance into Appendix 2 of the Comprehensive Plan.

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

The objectives of the *Downtown Implementation Plan* are:

1. To develop a unified downtown consisting of the neighborhoods and commercial districts on both sides of Highway 101, south of Highway 126 and 9th Street, east of Kingwood Avenue, and west of the Port property along the Siuslaw River estuary.
2. To revitalize deteriorating sections of the downtown area.

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

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

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

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

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

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

