

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

Table 11-D1 Summary of Existing Park System

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

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

Standards for Park Systems

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

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

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

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

Table 11-D-2. Types of Parks

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

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

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

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

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

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

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

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

Telephone Services and Telecommunications

Telephone Services

Goal

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

Policies

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

Recommendations

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

Background

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

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

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

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

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

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

Public Safety and Health-Related Services

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

Goal

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

Policies

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

Recommendations

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

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

Fire Protection

Background

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

Service Level Urban

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

Service Level Rural

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

Police Services

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

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

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

Health Care

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

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

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

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

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

Chapter 12 Transportation

Goals

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

Policies

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

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

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

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

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

Background

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

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

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

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

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

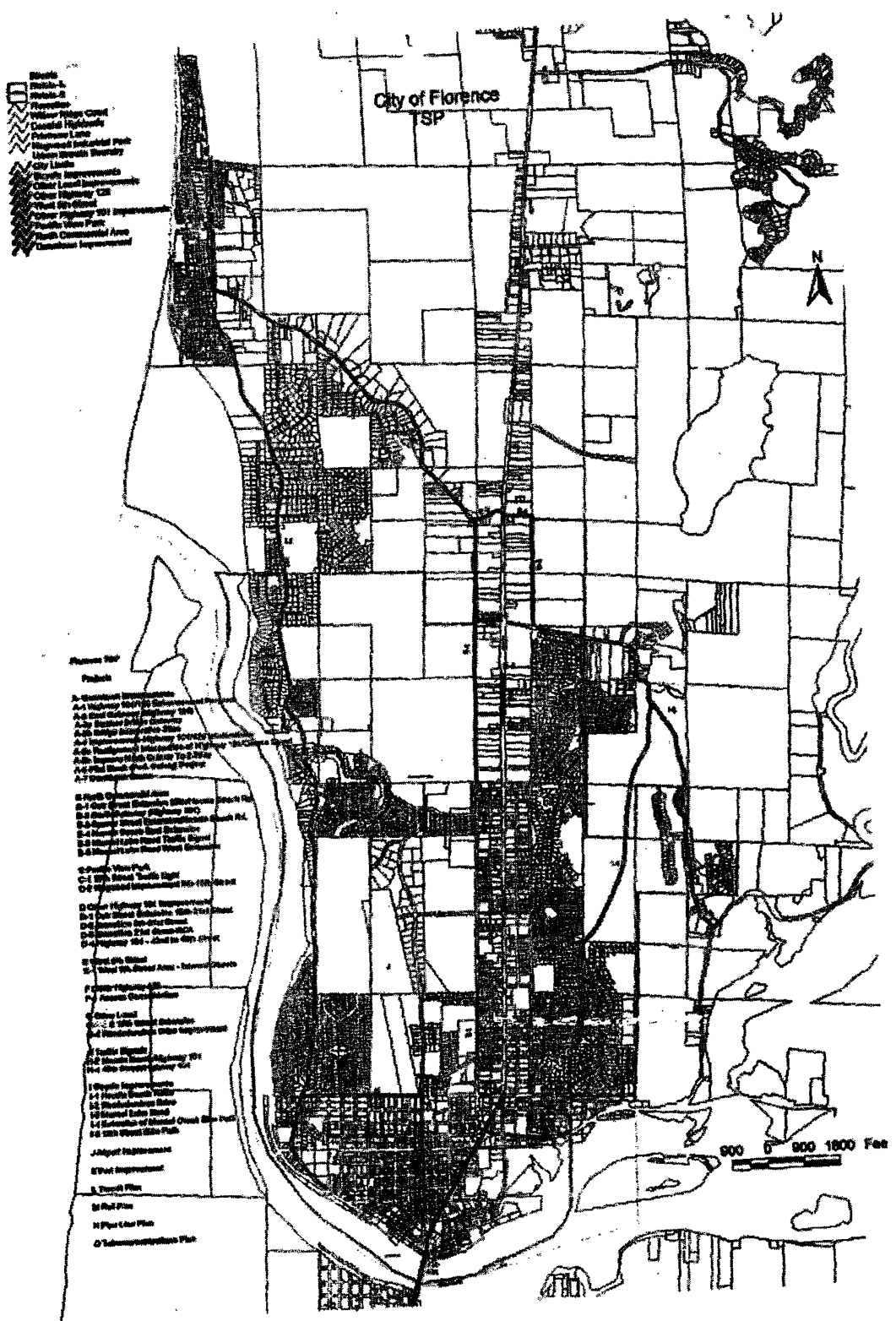
- Florence Airport Gateway
- Siuslaw River/Port of Siuslaw Gateway.

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

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

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

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



Chapter 13

Energy Facilities and Conservation

Goal

To encourage economical energy systems and conserve energy.

Objectives

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

Policies

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

Recommendations

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

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

Chapter 14 Urbanization

Goal

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

Policies

1. Conversion of lands within the UGB outside City limits shall be based on consideration of:
 - a. orderly, economic provision for public facilities and services;
 - b. availability of sufficient land for the various uses to insure choices in the market place;
 - c. conformance with the acknowledged Florence Comprehensive Plan;
 - d. encouragement of development within urban areas before conversion of urbanizable areas; and
 - e. consistency with state law.

2. Establishment and change of the UGB shall be a cooperative process between the City and the County. Boundary changes shall be considered only on an annual basis. Applications for boundary changes shall include documentation that the following criteria are met:
 - a. The proposed change provides for a demonstrated need to accommodate long-range urban population growth requirements consistent with LCDC goals.
 - b. The proposed change is based on a demonstrated need for housing, employment opportunities and livability.
 - c. The proposed change is necessary for, and/or will not hinder, orderly and economic provision of public facilities and services.
 - d. Maximum efficiency of land uses within and on the fringe of the existing urban area has already been provided for, and the boundary change will continue to provide maximum efficiency of land use.
 - e. An environmental, energy, economic and social consequences analysis has been performed showing that the land is suitable for urbanization and development of City-planned land uses and densities and that the annexation will be cost-effective for the City.

3. Annexed properties shall pay system development charges as required by City Code.

Recommendations

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

Background

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

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

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

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

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

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

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

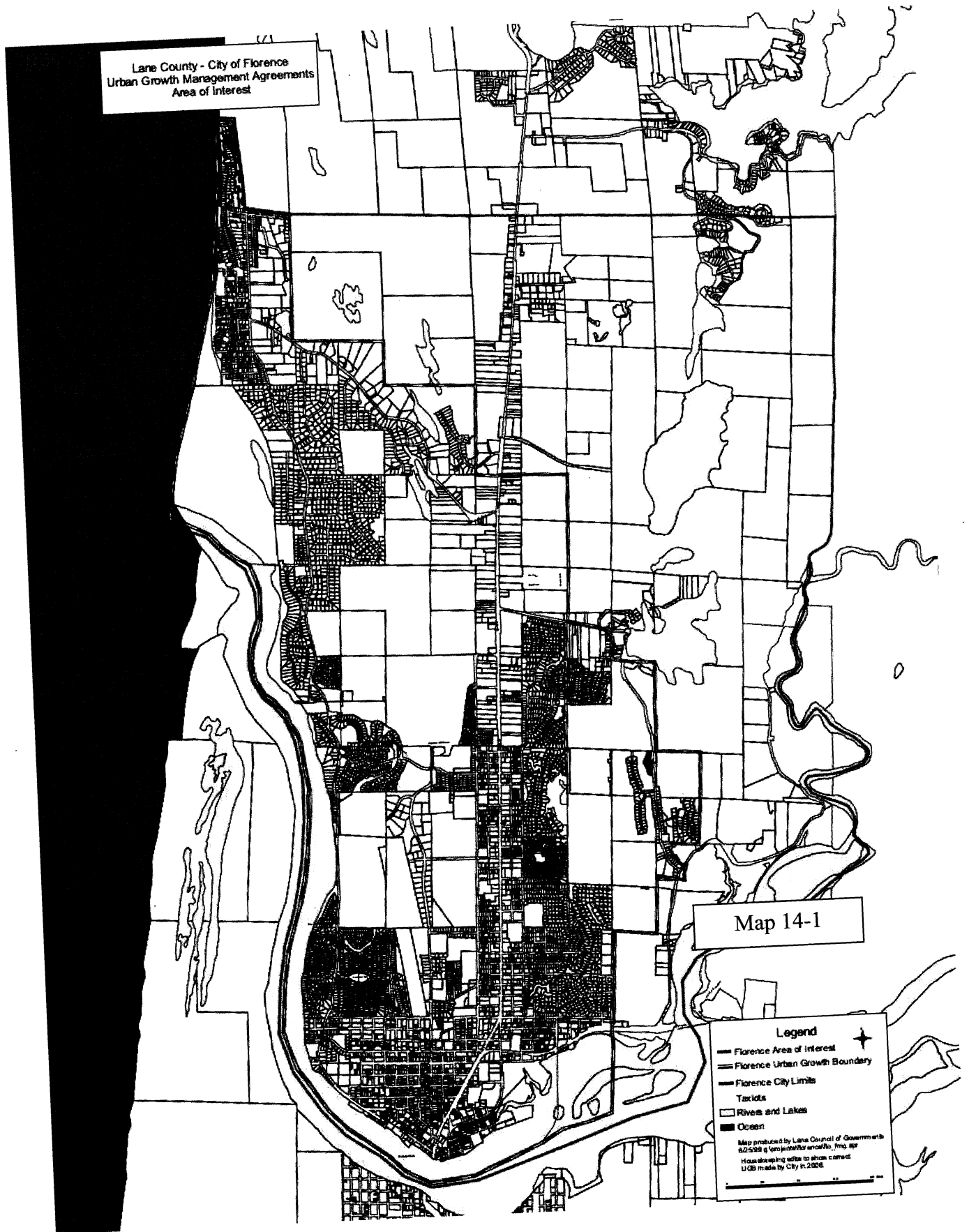
As part of Periodic Review of the Florence Comprehensive Plan in 2002, the UGB was expanded to the northeast to accommodate land near Munsel Lake, and expanded to the southeast to accommodate a second 80 acres of the Ocean Dunes Planned Unit Development. These expansions were approved by Lane County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

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

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

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

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



Chapter 15
Willamette River

(Not Applicable to Florence)

Chapter 16

Estuarine Resources

Siuslaw Estuary and Shorelands

Objectives

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

Policies

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

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

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

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

Recommendations

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

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

Background

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

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

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

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

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

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

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

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

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

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

Natural Resources Conservation

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

Residential Development

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

Mixed Use

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

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

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

Chapter 17

Coastal Shorelands: Ocean and Lake Shorelands

Objectives

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

Policies

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

Chapter 18

Beaches and Dunes

Objectives

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

Policies

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

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

Recommendations

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

Chapter 19
Ocean Resources

(Not Applicable to Florence)

Florence Transportation System Plan



Florence Realization 2020 Comprehensive Plan Appendix 12

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 Transportation System Plan (TSP)*, (*Florence Realization 2020 Comprehensive Plan Appendix 12*) is a reprint of the original TSP adopted by the City of Florence on January 14, 2002. This document is different from the original TSP. It has been reformatted consistently throughout and it incorporates all adopted amendments to the text and maps since adoption. A table listing all of the adopting ordinances is included in the front of the *Florence Realization 2020 Comprehensive Plan* for convenient reference.

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

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

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

Funding for the Transportation System Plan

The Transportation System Plan in Appendix 12 of the Florence Comprehensive Plan was funded by the Transportation and Growth Management (TGM) Program, a joint program of the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development. The TGM Program relies on the funding from the federal Transportation Efficiency Act for the 21st Century (TEA-21) and the Oregon Lottery. This Transportation System Plan does not necessarily reflect the views or policies of the State of Oregon.

TSP CLARIFICATIONS

June 17, 2008

The following clarifications to the Florence Transportation System Plan were identified by Lane County staff and officials during the co-adoption of the Florence Realization 2020 Comprehensive Plan in the year 2008. These clarifications will be proposed for formal incorporation as "Housekeeping Amendments" to the TSP as part of the next set of substantive TSP amendments processed by the City. In the interim, this sheet of "TSP Clarifications" will be inserted into the front of the TSP, both hard copy and digital files.

1. "Scenic Drive" is not a functional class but is a category of roadway that is more descriptive of its characteristics than the engineering technical term, "functional class."
2. Access management is not a road design standard. It should be a stand-alone section in the Plan. It is a separate category of surface transportation management. As the TSP describes, it concerns limiting driveways and other intersections depending on the functional class of the road (less intersections are allowed on arterials, typically, than on local roads). Road design standards are typically clear and objective while access management is often determined on a case by case basis, depending on the speed limit, traffic pattern, visibility issues, and topography.
3. Policy 3, second row on page 17 refers to City "Code" provisions.
4. Page 59-60, Table 12-5-B2: The 4th column includes a "C" in the heading, for "Lane County." As noted in the asterisked footnote, there is no longer a "C" category. The Heading and five projects need to have the "C" deleted as a funding source.
5. Lane County SRS funding expired in 2006 and the Capital Projects Partnership Program has been eliminated. A one-time congressional reauthorization occurred in 2007 and may occur in 2008. Beyond 2008 it is almost certain that this funding source will disappear. Lane County Transportation Planning believes it is important that this information be included in the TSP in this section so as to reduce confusion among the public about this issue. Also, the tables on the subsequent pages should include a preamble that states, "The following Tables Show Information about Transportation Project Funding through FY 2005."
6. Page 65: The text on this page should refer to County funding in the past tense.

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- a. Existing Conditions
- b. Population and Employment
- c. Travel Forecasts for Proposed Plan changes in the Service Industrial Area
- d. Policy Framework
- e. Glossary of Terms
- f. Oregon Highway Plan, 1999 (under separate cover) (refer to web site:
http://www.oregon.gov/ODOT/TD/TP/orhwyplan.shtml#1999_Oregon_Highway_Plan)
- g. Interim Corridor Strategy, Highway 126 West, April 1998 (under separate cover)
- h. Florence Municipal Airport Layout Plan Report, October 1997
- i. City of Florence Transit Plan, December 2000
- j. Lane County Capital Improvement Plan 2002 - 2006, September 2001, as updated (refer to web site: <http://www.co.lane.or.us/TransPlanning/CIP.htm>)
- k. Oregon Bicycle and Pedestrian Plan, June 1995
- l. Pacific Coast Scenic Byway Corridor Management Plan for US 101 in Oregon, Dec. 1997
- m. Scenic Byway Management Plan for the Yachats and North Dunes Regions of the US 101 Corridor in Oregon, December 1997 (under separate cover)
- n. Access Management Plan for Highway 101 in Downtown Florence, October 2002
- o. Florence North Commercial Area Traffic Analysis, LCOG, April 2002
- p. *Rhododendron Drive Integrated Transportation Plan (RDITP)*, June 2007 (under separate cover)

Executive Summary

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

Because the City of Florence is located on the Oregon Coast, it is significantly affected by summertime tourist traffic. In addition, Florence is experiencing growth pressures from both development and increasing traffic. To address these issues, this plan is based on an evaluation of future growth and includes recommendations for appropriate transportation improvements to serve that growth while maintaining and enhancing the character of the city. The plan recognizes that state roadways must be used efficiently and an effective facilities management plan must be developed to allow the City's street system to operate effectively as in-fill development continues within the Urban Growth Boundary.

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

- East Highway 126 Gateway
- North Florence Highway 101 Gateway
- Siuslaw River Bridge/South Highway 101 Gateway
- Florence Airport Gateway
- Siuslaw River/Port of Siuslaw Gateway.

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

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

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

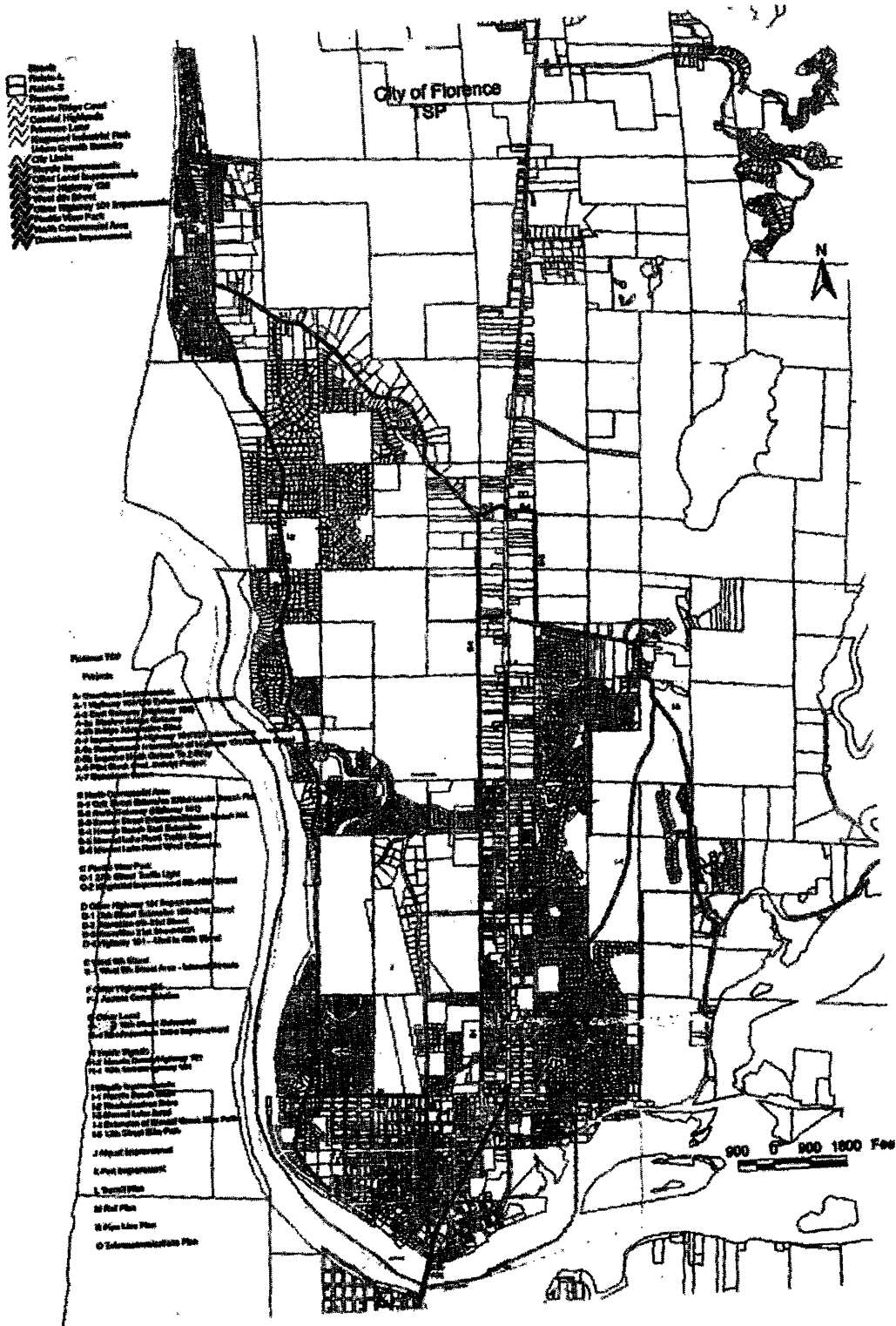
This plan is organized by geographic planning areas. It recommends 68 multi-modal transportation system improvements distributed among these planning areas. The Planning Areas and their accompanying improvements are presented below.

Project Summary

Florence Downtown Transportation Planning Area

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

1. **Highway 101/126 Enhancement Program.** The Highway 101/126 Enhancement Program is focused on developing pedestrian amenities and parking in the downtown area between the Siuslaw River and the Highway 101/126 intersection and between the Highway 101/126 intersection and the East Gateway.
2. **East Gateway (Highway 126).** In accordance with the *Oregon Coast Highway Corridor Master Plan*, a gateway (monument type) entrance should be developed at Highway 126 near the east City limits.
3. **Siuslaw River Bridge/Highway 101.** The priorities of the Florence Downtown Implementation Plan related to the bridge include:
 - a. location of a parking lot under the Siuslaw River Bridge to be combined with a Scenic Byway Bridge Interpretative Site
 - b. installation of irrigation and street trees in the Siuslaw Bridge Gateway along Highway 101.
 - c. continuing maintenance and preservation of the Bridge, including cathodic protection.
4. **Highway 126/Highway 101 Intersection.** Location of ODOT safety project scheduled for construction in 2002. The project will configure lanes to improve the safety of traffic movements on Highway 126 between Highway 101 and Spruce Street
5. **Quince Street Improvements.** Proposed improvements are the realignment of the intersection of Highway 101 and Quince Street, and the reconstruction of North Quince Street as a full urban section to allow use of Quince Street as an alternate route through downtown.



6. **Highway 101 Pedestrian Crossing Pilot Project.** This project, located between 6th and 8th Streets on Highway 101, is proposed to increase the safety of pedestrian crossings of Highway 101.
7. **The Downtown Green and the realignment of the intersections of 2nd Street with Highway 101.** Construction of the Downtown Green is the highest priority of the Downtown Implementation Plan. It will provide the main entrance to both the Mainstreet and the Old Town areas, and is also the entrance/exit for the Quince/2nd Street alternate route connecting Highways 101/126.
8. **Access Management Plan.** This Plan, developed by abutting property owners, the City, and ODOT, is an integrated plan for access points to Highway 101 for the section of highway located between the Siuslaw River Bridge and the Highway 101/126 intersection. It is consistent with the ODOT Access Management Rules and supports the Mainstreet concept in the Downtown.

North Florence Transportation Planning Area

This area includes the following areas designated on the Comprehensive Plan Map along Highway 101 in the north Florence UGB: North Commercial Node, Service Industrial, Neighborhood Commercial Gateway, and associated residential districts and streets and highways. The three Plan designation areas, taken together, provide the North Gateway to Florence. The area is served by Highway 101, intersected by Munsel Lake Road and Heceta Beach Road, and served by the parallel local streets, Oak and Spruce.

1. **Highway 101.** The cross section of Highway 101 within the North Commercial Node shall be limited in width consistent with the North Gateway concept and need for safe pedestrian/bike crossing.
2. **Oak Street North Extension (37th Street to Heceta Beach Road).** Oak Street is proposed to be extended from its current terminus at 37th Street to the west extension of Munsel Lake Road within the North Commercial Node, and then further to the north abutting the Service Industrial area to Heceta Beach Road. The extension is proposed in phases:
 - Phase 1: 37th to 46th Streets
 - Phase 2: 46th Street to City Boundary
 - Phases 3 and 4: City boundary to Heceta Beach Road
3. **North Highway 101 Gateway.** Similar to the eastern and southern gateways, this gateway would serve as a formal City entrance to welcome travelers to the community.
4. **Spruce Street North Extension (approximately 46th Street to Heceta Beach Road).** The construction of Spruce Street between 46th Street and Heceta Beach Road would augment the parallel, north-south collector system to serve the local circulation needs of commercial, limited industrial and residential uses, and to decrease local traffic demands on Highway 101. Spruce Street between 46th and Munsel Lake Road may not be a full

urban section due to constraints of abutting residential development and the size/geometrics of the abutting commercial parcel.

5. **Heceta Beach Road Extension (Highway 101 to Spruce Street).** With the extension of Spruce Street from Munsel Lake Road to the vicinity of Heceta Beach Road, the Heceta Beach Road/Highway 101 intersection should be modified to a four-leg intersection and Heceta Beach Road extended east to Spruce Street. The design of the alignment should avoid existing residential development directly east of the current Heceta Beach intersection.
6. **Munsel Lake Road/Highway 101 Traffic Signal.** Continued growth along the Munsel Lake Road corridor will more likely than not generate the need for a traffic signal at the intersection of Munsel Lake Road and Highway 101 during the next 10 years. Signal warrants will need to be met prior to installation.
7. **Munsel Lake Road Extension, Highway 101 west to Oak Street.** The extension of Munsel Lake Road west of Highway 101 to Oak Street will provide a necessary link in the Oak/Spruce/Highway 101 couplet, and will allow access at a signalized intersection for traffic entering the highway from the parallel local streets.

Pacific View Business Park Transportation Planning Area

The Pacific View Business Park is composed of 54 fully serviced lots located on Kingwood/Pacific View Drives which are available for industrial or business park uses. Also included in this designation is a 40-acre undeveloped parcel owned by the Port of Siuslaw which will be accessed, and serviced through connection with the infrastructure in the Pacific View Park.

1. The two blocks of 27th Street between Highway 101 and Oak Street will need to be improved to the standards of the more recent constructed section.
2. **Ninth Street/Kingwood Street.** A comprehensive study of optimal access for the Business/Industrial Parks on Kingwood needs to be completed to guide future transportation improvements serving the parks.

Highway 101 – Other Improvements

1. **Oak Street Connection (15th Street to 20th Street).** This north-south route would provide improved local access to a number of uses including Rhododendron Elementary School, Siuslaw High School, Lane Community College, the new middle school, County shops, the main fire station at 26th Street, the Elks Lodge, the Florence Business Center and residential uses. This extension would complete the west side north-south local route to relieve the need for local travelers to access Highway 101 for local trips.
2. **Highway 101/12th Street Intersection.** This intersection is hazardous due to its alignment. A study needs to be completed on options for improvement, including the extension of 12th to Kingwood.

3. **Transition Commercial area, Highway 126/9th Street to 21st Street.** This area would serve as a transition area between the more arterial functions of Highway 101 north of the 21st Street signal, and the Mainstreet character of Highway 101 in the Downtown.
4. **Highway 101 north of the 21st signal extending to the North Commercial Node.** This section of Highway 101 will continue to function more as an arterial section. Due to the larger size of the lots, businesses will continue to be larger, even with redevelopment, and will likely rely more on auto-oriented businesses.
5. **Highway 101 between 42nd and 46th Streets.** This section of the highway should be improved to a full urban section prior to, or as part of, the siting of large retail developments in the North Commercial Node.
6. **Storm Drainage Improvements.** Increased capacity in the storm drainage system is needed on Highway 101 from Heceta Beach Road south to at least 42nd Street, as determined by the City's Stormwater Management Plan.

West 9th Street Transportation Planning Area

This recently designated area is intended for development of professional offices, continuation of institutional uses primarily related to health care, and development of medium and high density mid and upper range residential units.

1. **Improvements in Local Street Network** The intent is that the designated internal street network will be improved to local street standard as part of the private development of abutting lands.

Other Highway 126 Improvements

The 1997 *Highway 126 West Interim Corridor Strategy* is included in Appendix 12 as guidance for Highway 126 improvements.

1. **Highway 126 Corridor Plan.** The recommendations for the Plan should be implemented. These include:
 - a. Widening bridges
 - b. Adding passing lanes
 - c. Constructing improved Highway 101/126 and Highway 126/Quince/Spruce intersections
 - d. Safety improvements at Cushman, Badger Mountain and Tiernan
 - e. Developing a transportation system that supports the Florence economy
2. **Highway 126 Access Plan.** Several operational and safety concerns related to the existing side-street access points and high travel speeds are focused in the one mile segment of Highway 126 between North Fork Siuslaw Road and Highway 101. The right turn lane from Highway 101 to Highway 126 encourages relatively high speeds through the large radius corners on the northbound-eastbound and westbound-northbound movement.

- **Access Consolidation:** Existing access points along Highway 126 would be consolidated, by gradual implementation of an access management strategy.
3. **Culvert Replacement.** The replacement of the Munsel Creek culvert should be designed to meet fish passage standards and to allow the Estuary Trail to pass under Highway 126 to connect to the Munsel Creek Bike Path.
 4. **Improvements to the Highway 126/North Fork Road Intersection.** The development of the proposed casino on Native American lands adjacent to this intersection will require a traffic study funded by casino developers to identify needed improvements. Since this area is part of the East Gateway, the City will need to be involved in the negotiations on the eventual configuration of this intersection, and associated Highway 126 improvements.

Other Local Street Improvements

1. **Rhododendron Drive Improvements.** As development and redevelopment occurs along Rhododendron, the street should be improved to full urban standards, including curbs, sidewalks and bike lanes. Left turn lanes should be added at Greentrees, 35th, 9th Streets and eventually at Heceta Beach Road, with corresponding left turn lanes installed on 35th and 9th Streets and Heceta Beach Road. Since Rhododendron Drive is also a scenic drive in that it abuts the river, and is bordered by mature growth shore pine and native rhododendrons, the intent is to preserve the street as a two-lane street in the same alignment, (except for the two recommended left turn lanes), maintaining as much of the existing vegetation as possible. For more specific management and design guidelines, refer to the *Rhododendron Drive Integrated Transportation Plan (RDITP)*, June 2007. The RDITP shall serve as the definitive document for improvements related to Rhododendron Drive.
2. **Pavement Management Plan.** This program, begun in 2000, will provide an annual plan for pavement maintenance and improvements, based on a system wide analysis of pavement conditions.
3. **Storm Drainage Improvements.** Storm drainage improvements are necessary as determined by the City's Stormwater Management Plan.

Signalization Improvements

1. **30th Street/Highway 101 Traffic Signal.** The intersection of 30th Street and Highway 101 has been identified by staff, consultants, and the City of Florence Street Improvement Task Force as an appropriate location for a traffic signal. 30th Street in 2006 met one of the necessary warrants for a traffic signal.
2. **Heceta Beach Road/Highway 101 Traffic Signal.** A traffic signal will more likely than not be required at the intersection of Heceta Beach Road and Highway 101 with the completion of the Spruce Street North Extension.

3. **Munsel Lake Road/Highway 101 Traffic Signal.** Continued growth along the Munsel Lake Road corridor will generate the need for a traffic signal at the intersection of Munsel Lake Road and Highway 101 during the next 5 - 10 years.
4. **46th Street/Highway 101 Traffic Signal.** It is possible that traffic congestion in the area of this intersection may generate a need for a traffic signal at some future date.
5. **Second Street/Highway 101 Traffic Signal.** The Downtown Green Refinement Plan recommends installation of this traffic signal as soon as possible.
6. **Highway 126/North Fork Road.** The potential for a traffic signal in relation to the proposed casino should be included in the traffic study identifying needed highway/intersection improvements.
7. **Traffic signal timing** within the Florence Downtown at Highway 101 and Second Street, Rhododendron Drive and Highway 126 should be synchronized to allow smooth flow of traffic thus increasing capacity.

Bicycle Plan Improvements

1. Heceta Beach Road Bikelane Modifications
2. Rhododendron Drive Bikelane Modifications (See the *Rhododendron Drive integrated Transportation Plan*, June 2007)
3. Munsel Lake Road-North Fork Road Bikelane Modifications
4. Extension of Munsel Creek Bikepath
5. 12th Street Bike Path connecting Kingwood and Rhododendron Drive

Pedestrian Improvements

1. **Highway 101 Pedestrian Crossing Pilot Project.** See description under Downtown Implementation Plan.
2. **Other Highway 101/126 Pedestrian Crossings.** Present and future crosswalks located at non-signalized intersections are hazardous to pedestrians on arterial highways. The traveling public does not expect crosswalks in these locations.
3. **Siuslaw River Estuary Trail.** This trail is proposed as part of the Downtown Implementation Plan, and is also a priority of the Port of Siuslaw. The proposed trail will connect the Port's Boardwalk to Highway 126, and eventually, when the Munsel Creek culvert is replaced, through a bike path set into the culvert to connect to the Munsel Creek Bike Path.
4. **Public Access to Public Lands north of Sandpines and west of Fred Meyer.** The extension of Oak Street north from 37th Street, together with accompanying bike lanes and sidewalks, will provide public access to these public lands which contain dunal formations and extensive wetland resources.

5. **Pedestrian/Sidewalk Master Plan.** The City will develop a Sidewalk/Pedestrian Master Plan, together with policies and prioritization for identified pedestrian/sidewalk improvements.

Airport Plan Improvements

The Florence Municipal Airport is one of five transportation gateways into the community. This gateway serves as a formal City entrance to welcome commercial and general aviation air traffic. Recommended improvements are:

1. Florence Airport Gateway
2. Extend Runway 15-33 a distance of 430 feet
3. Extend the parallel taxiway
4. Relocate/elevate the airport beacon
5. Expand the Main Apron
6. Establish a non-precision GPS approach
7. Construct a taxiway extension from the north end of the parallel taxiway
8. Install taxiway reflective markers
9. Provide fencing for the airport perimeter
10. Installation of an AWOS system
11. City should work with private providers to improve connections to the Eugene Airport.
12. Purchase of private lands abutting the airport to provide additional buffer to airport activities.

Port of Siuslaw Water-Related Transportation Improvements

The Siuslaw River/Port of Siuslaw Gateway serves as a formal City entrance to welcome commercial, recreational and general waterway navigation traffic. The improvements listed below, together with recent improvements, will provide improved facilities and enhance the Gateway function of the Port.

1. Port of Siuslaw Gateway
2. Maintain Federal Navigation Channel
3. Rehabilitate the Old Town Wharf
4. Dredge West and East Moorage Basins
5. Rehabilitate East Moorage Basin
6. Establish a Downriver Boat Launch Facility
7. Install infrastructure at Port Industrial Park

Transit Plan

LCOG has recently completed a *Community Transit Plan* for the City of Florence. The Transit Plan includes short-term and long-term Goals as well as organizational strategies and is included in Appendix 12 as the adopted City Transit Plan. The overall goals of the Transit Plan are:

1. Provide transit service that meets the widest possible range of community needs within funding constraints.

2. Maximize service efficiency while maintaining standards for safety and reliability.
3. Provide and manage local transit services in an efficient and cost effective way.
4. Maintain a high level of customer service and good rider and community relations.
5. Plan for short term and long term needs.

Rail Plan

1. **Improvement to the Highway 126 rail overpass at Cushman.** The City should work with ODOT, railroads and other involved parties to ensure that a study be performed in the next two years of alternatives available for correcting the problems at the overpass.
2. **Connections to passenger rail service.** The City should work with private providers to improve connections to passenger rail service in Eugene.

Pipeline Plan

The City of Florence, together with other coastal communities and counties to our south, is exploring the possible extension of a natural gas pipeline north along the coast to the Florence area. Recommended needs relative to this possibility are:

1. **Feasibility Study.** Provision of transportation/economic development funds for an analysis of the feasibility of extension of natural gas service to the Florence area, including a cost analysis, and identification of potential funding resources for engineering and construction.

Telecommunications Plan

1. The City should continue to work for improvement of rural telecommunications services in the Florence area.
 - The City should maintain membership in Fiber South Consortium or a successor in order to have a voice in the provision of telecommunications services to the Florence area.
 - The City should continue to support the efforts of BPA and Central Lincoln PUD or their successors, as approved by Fiber South Consortium or its successor, to provide high speed, broadband fiber optic cable to the Florence area.
 - The City should continue to support improved basic telephone service to the Florence area.

Functional Roadway Classifications

The purpose of classifying roads within the study area is to provide a balanced transportation system that facilitates mobility for all modes at acceptable levels of service while providing sufficient access to adjacent land uses and ensuring neighborhood livability.

- Arterials
- Collectors
- Local Streets
- Scenic Drives

Roadway Design Standards

Roadway design standards are based on the functional and operational characteristics of streets and are necessary to ensure that the system of streets, as it develops, will be able to safely and efficiently serve the traveling public.

- Typical Roadway Sections
- Alignment and Operational Characteristics
- Access Management

Section 1: Introduction

Overview

The Florence Transportation System Plan (TSP) is the long-range policy document that guides transportation planning within Florence's urban growth boundary (UGB) for the next 20 years. The plan will be updated during periodic review or when needed. The goals and policies are part of Florence's Comprehensive Plan. Ordinance amendments that implement the plan will also be adopted. The City will base its transportation system capital improvements on this plan. Refinements may supplement the plan with more detail and specific information on issues, policies, and projects. These refinement plans must be consistent with the Transportation System Plan.

Plan Context

The City of Florence has considerable growth potential within the City limits and UGB. Long-range comprehensive planning is a tool for looking ahead into the future and shaping growth of an area. Transportation planning is one facet of Florence's long-range plan. Local comprehensive plans must be consistent with the statewide planning goals. Oregon's Statewide Planning Goal 12: Transportation is "To provide and encourage a safe, convenient and economic transportation system." Goal 12 goes on to state, "A transportation plan shall:

1. consider all modes of transportation including mass transit, air, water, pipeline, rail, highway, bicycle and pedestrian,
2. be based upon an inventory of local, regional and state transportation needs,

3. consider the differences in social consequences that would result from utilizing differing combinations of transportation modes,
4. avoid principal reliance upon any one mode of transportation,
5. minimize adverse social, economic and environmental impacts and costs,
6. conserve energy,
7. meet the needs of the transportation disadvantaged by improving transportation services,
8. facilitate the flow of goods and services so as to strengthen the local and regional economy; and
9. conform with local and regional comprehensive land use plans.”

This transportation plan is intended to meet all of the requirements of the state’s Transportation Planning Rule, Oregon’s Administrative Rule 660 Division 12 that implements Goal 12.

Planning Assumptions

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

The transportation plan includes lands within the present City limits and lands within the UGB outside City limits. The base year for the population data is 1998 when there were an estimated 6,715 people in Florence. The base year for the employment data is 1996 when there were 3,030 jobs in Florence. The horizon year, or planning year is 2020. The projected population for 2020 is 15,400 people and the projected employment is 6,538 jobs. See Appendix 2 for more detail on the population and employment projections and allocation of future housing units and jobs to vacant land.

There were 4,638 housing units within the UGB in 1998. The projected number of housing units for 2020 is 7,908, an additional 3,270 units. The 2000 Census shows 4,174 housing units in the City.

Planning Process

The TSP is based on public involvement and citizen review to ensure that the goals of the TSP reflect the values of the community.

To assist the City, county, and state jurisdictions in meeting the requirements of the TPR, the City of Florence, Lane County, and ODOT initiated the original transportation study in January 1995. At that time a technical advisory committee was formed to guide the study process. The following entities were represented on the committee: the City of Florence, the Lane Council of Governments (LCOG), ODOT, the Oregon Department of Land Conservation and Development (DLCD), and Lane County. Four advisory committee meetings were held with these representatives to review technical memoranda prepared throughout the study, to elicit any

additional concerns, and to incorporate the agencies' input into the study. A public meeting was also held to obtain input on proposed land use and transportation alternatives.

As one of its first tasks, the advisory committee adopted a specific set of goals and objectives for this study, which are listed in Section 2. Also included are the goals for the segment of Highway 101 serving Florence as they are identified in the Coast Highway Corridor Study. The overall TPR goals that guided this study, as well as county and City development plans and the Oregon Highway Plan also were used in developing the study goals and criteria. Staff conducted a system-wide inventory that provided a basis for determining transportation system needs. At some time following the completion of this study, ODOT determined that the study was not complete, and provided additional funds to LCOG to bring the TSP into fuller compliance with the revised transportation planning rule.

In 1999, LCOG prepared a revised TSP, including modeling of proposed land uses and trips generated. The draft was forwarded to the City, where it has been further revised to include the recommendations of the PC/CAC made since the draft was prepared by LCOG.

Plan Monitoring and Performance

The TSP is the guiding framework for transportation policies, actions, and investments in Florence for the next 20 years. Transportation projects, improvements, and refinement studies must be consistent with the goals, policies, and projects listed in the plan and consistent with state laws. To develop this plan, assumptions on growth and development, population, employment, and travel behavior patterns were made. These assumptions may need to be adjusted and the plan amended over time. Because conditions change over time, some flexibility has been built into the plan. The adopted plan is part of the Comprehensive Plan for Florence which will be reviewed on a routine basis through the periodic review process. It is during this time that the plan assumptions, policies, and implementation actions will be re-evaluated.

Plan Organization

The remaining sections of this chapter are summarized below.

Section 2: Goals and Policies

The transportation goals are listed. These broad statements of philosophy were developed by the Planning Commission and the Citizen Advisory Committee and guided the development of the TSP. The policies provide a specific course of action that will move the community toward the attainment of its goals.

Section 3: Modal Maps

These maps graphically portray the street plan, bicycle plan, pedestrian plan, and public transportation plan.

Section 4: Implementation Actions

There are four types of implementation actions that are described in this section. The capital improvements section lists projects and improvements. Each project and improvement is accompanied with a brief project description. The ordinance revisions

section describes changes that will need to be made in the FlorenceCity Code Titles 10 and 11 to implement the adopted policies. The third section includes education strategies. The last section consists of areas of further study.

Section 5: Financing Strategies

Existing and potential funding sources are described that would pay for the capital improvements, educational efforts, and further studies that were identified in the previous section.

Appendices

Included in Appendices Section:

Appendix 12-A: Existing Conditions

This appendix describes all components of the transportation system. It includes a database and maps for the existing street, sidewalk, bicycle system, and transit system. Also included is an accident summary, a description of existing land uses, and natural and cultural features.

Appendix 12-B: Population and Employment Projections

Data on current population and employment for Florence is presented. The appendix also includes the methodology for the population and employment projections, and explains how those projections have been allocated to the various Transportation Analysis Zones. The Comprehensive Plan population projections were updated in 2004 with the adoption of the Residential Buildable Lands Analysis (see Appendix 2 of the Comprehensive Plan). The TSP has not been updated to reflect these new data. It will be updated at the time of the next periodic review of the Comprehensive Plan or update of the TSP.

Appendix 12-C: Needs Analysis

This needs analysis includes information based on the existing conditions, traffic projections based on the population and employment projections, and issues raised by the Planning Commission, Citizen Advisory Committee, City staff, and the general public.

Appendix 12-D: Policy Framework

This appendix describes what other government policies affect local transportation planning.

Appendix 12-E: Glossary

The glossary defines transportation-related words that may be used in this document or in discussions about the TSP.

Section 2: Goals and Policies

Goals are broad statements of philosophy that describe the hopes of the people of the community for the future of the community. Each goal is developed around a topic area. A goal may never be completely attainable, but is used as a point toward which to strive. The goals guided the development of the transportation system plan and should be used to monitor future transportation strategies and improvements. Policies are statements that provide a specific course of action moving the community toward the attainment of its goals. Policies have the force of law. Each new capital improvement project, land use application, or implementation measure must be consistent with the policies. The adopted goals and policies are part of Chapter 12 of Florence’s Comprehensive Plan.

Goal	Policies
To create a safe transportation system.	<ol style="list-style-type: none"> 1. City street standards shall promote street design which provides for adequate lane widths, curvature and grades to create a street network which provides safe transportation at all seasons of the year. 2. Vision clearance provisions shall be enforced. 3. The City shall work with ODOT to improve safety of existing crosswalks on state highways, and to cooperate in the location of additional crosswalks in safe locations.
To operate transportation facilities at a level of service that is cost-effective and appropriate for the area served.	<ol style="list-style-type: none"> 1. The City shall develop systematic annual maintenance plans for streets, bike, pedestrian and air facilities. 2. The City shall continue to pursue grant and loan funds to supplement local transportation facility funds. 3. The City shall continue to require new development to pay its share of costs of development of, or improvements to, transportation facilities which will serve the proposed development.
To develop systematic annual maintenance plans for streets, bike, pedestrian and air facilities.	<ol style="list-style-type: none"> 1. The City shall continue to pursue grant and loan funds to supplement local transportation facility funds. 2. The City shall continue to require new development to pay its share of costs of development of, or improvements to, transportation facilities which will serve the proposed development.
To create a transportation network to support existing and proposed land uses.	<ol style="list-style-type: none"> 1. The City shall protect the function of existing and planned transportation systems as identified in this Plan through application of appropriate land use and access management techniques.
To meet the needs of land development while protecting public safety, transportation operations and mobility of all	<ol style="list-style-type: none"> 1. At the time of land development or land division, the City shall require right-of-way or easements consistent with the adopted TSP in order to maintain adequate street widths, bikeways and walkways and to accommodate transit facilities.

Goal	Policies
transportation modes.	2. New development shall gain access primarily from local streets. Driveway access onto arterials and collectors shall be evaluated based on access options, street classifications and the effects of new access on the function, operation and safety of surrounding streets and intersections. Land development shall not encroach within setbacks required for future expansion of transportation facilities.
To provide a balanced transportation system that provides options for meeting the travel needs of all modes of transportation.	<ol style="list-style-type: none"> 1. The City shall consider the potential to establish or maintain bikeways and/or walkways prior to vacating any public easement or right-of-way. 2. Convenient access for motor vehicles, transit, bicycles and pedestrians shall be provided to major activity centers, including public buildings and schools, shopping areas, parks and places of employment. 3. Streets, bikeways and walkways shall be designed to meet the needs of pedestrians and cyclists to promote safe and convenient bicycle and pedestrian circulation within the community. To promote bicycling and walking, all new collector and arterial streets should have bicycle lanes, and all new streets, except short, very low volume local streets, should have sidewalks.
To enhance the quality of life for citizens and visitors by providing adequate access to residences, employers, services, social and recreational opportunities.	<ol style="list-style-type: none"> 1. Streets shall be designed to efficiently and safely accommodate emergency service vehicles. 2. The North, South and East Gateways shall be pursued as soon as funding can be obtained. 3. City policies shall discourage the placement of streets serving primarily commercial or industrial development from negatively impacting adjoining residential development. 4. Encourage placement of streets that minimizes negative impacts in residential development.
To minimize transportation-related energy consumption by using energy efficient modes of transportation for movement of goods, services and people where possible.	<ol style="list-style-type: none"> 1. The City shall encourage demand management programs such as park-and-ride facilities and vanpools to reduce single occupancy vehicle trips, especially to and from Eugene. 2. The City shall promote the use of telecommunications, transit and rail facilities as energy efficient alternatives to vehicular transport.
To provide economic health and diversity through the efficient and effective movement of goods, services and people.	<ol style="list-style-type: none"> 1. The City shall strongly promote a feasibility study to identify solutions to the deficient rail overpass in Cushman, and support implementation of the chosen alternative. 2. The City shall continue to be advocates for the provision of effective telecommunications facilities in Florence, including provision of quality basic telephone service. 3. The City shall continue to pursue the cooperative effort of

Goal	Policies
	coastal cities and counties to bring a natural gas pipeline north on the coast to Florence and other communities.
To minimize the impacts on natural and cultural resources when constructing transportation facilities and should encourage non-polluting transportation alternatives.	<ol style="list-style-type: none"> 1. Design and construction of transportation facilities shall be responsive to topography and should minimize impacts on natural resources such as streams, wetlands and wildlife corridors. 2. Stormwater shall be required to have appropriate pre-treatment prior to discharge. 3. The City shall amend the City Code as appropriate to include processes for identification, inventory, classification, and conflict resolution on sites which contain cultural resources.
To choose transportation facilities which balance the requirements of other transportation goals with the need to minimize air, water and noise pollution.	<ol style="list-style-type: none"> 1. As the use of the airport increases, and night operations become a reality, the City shall work with neighboring residential uses to resolve issues of noise and vibration. 2. The City shall continue to discourage new residential uses, schools, hospitals, and similar facilities in the approach zones of the airport.
To provide for adequate parking facilities in conjunction with other transportation facilities, as appropriate.	<ol style="list-style-type: none"> 1. On-site parking for motor vehicles shall continue to be provided, unless another adopted City plan expressly provides otherwise. 2. The policies and direction of Downtown Implementation Plan regarding the provision of on-street parking shall be implemented. 3. Appropriate bicycle parking facilities shall be provided at places of employment, at business and at public buildings.
To collaborate and coordinate with state, county and other agencies during long range planning efforts, development review, design and construction of transportation projects.	<ol style="list-style-type: none"> 1. The City shall notify ODOT of all project proposals and development applications adjacent to state highways. The City should notify Lane County of all project proposals and development applications adjacent to county roads. 2. The City shall notify ODOT and Lane County of all major development proposals which will generate more than 50 trips during an average peak hour or which require a traffic study. 3. The City shall notify ODOT, DLCD and Lane County of any proposed changes or amendments to this Transportation System Plan.

Section 3: Modal Plans

This section provides a plan for each of the transportation modes. Where applicable, the plan includes a map that graphically describes the location of existing and proposed transportation facilities. It also includes a map showing capital improvement projects. They are to be used in conjunction with the policies of Section Two and implementation actions of Section Four.

To address transportation deficiencies, several transportation system improvements are recommended within the City of Florence, including:

1. Highway/Street Improvements
 - a. Signalization Improvements
 - b. Roadway Design Standards
 - c. Circulation Plan and Functional Classifications
2. Bikeway Plan
3. Pedestrian Plan
4. Air Plan
5. Rail Plan
6. Water Transportation Plan
7. Transit Plan
8. Pipeline Plan
9. Telecommunications Plans

Transportation System Improvements

Transportation system improvements are needed to achieve acceptable transportation networks within, and serving, the City of Florence. There is a partial street grid pattern within the City of Florence, particularly in the older sections of the community platted in the early 1900s. However, the traffic within the City is mostly focused on the loop road system created by Highway 101, Rhododendron Drive or Kingwood, and 9th Street-Highway 126. As the area to the north of the City continues to develop, it is important to provide a transportation network that will offer alternative routes for local traffic. Transportation system improvements need to accomplish acceptable levels of operation in all modes throughout the planning period. The Florence Transportation System Plan is organized by geographic planning area, rather than by modal category, in order to provide an integrated transportation system within each area.

Detailed Project Descriptions

Florence Downtown Implementation Plan, adopted September 20, 1999 (adopted 9/20/1999) (Map 12-A-1)

1. Highway 101/126 Enhancement Program

The Highway 101/126 Enhancement Program is focused on developing pedestrian amenities and parking in the downtown area located between the Siuslaw River and the intersection of Highways 101 and 126. This program would include the construction of

curb extensions, street lighting, planters, directional signing, on-street parking and traffic control devices, and would identify interior parking areas strategically placed within walking distance of downtown businesses to meet parking needs during the busier parts of the year. Initiation to begin with construction of pilot blocks on Highway 101 between 6th and 8th Streets, and incorporating safety improvements relative to existing pedestrian crossings. Investigation of designation as an Special Transportation Area (STA)⁴ for the Highway 101/126 corridor within the Downtown area is important for the success of the Downtown Plan and should be pursued in cooperation with ODOT.

2. East Gateway (Highway 126) (Map 12-A-2)

In accordance with the *Oregon Coast Highway Corridor Master Plan*, a gateway (monument type) entrance should be developed at Highway 126 near the east City limits. This Gateway begins naturally with the Rhododendron Gardens at Gallagher Park and the vegetative corridor formed by the crossing of Munsel Creek. This gateway would serve as a formal City entrance from the east to welcome travelers and to provide drivers with a definitive indication of changing travel characteristics (e.g., speed, cross traffic, pedestrians, congestion) as they enter the City. The Gateway will also calm traffic to reduce vehicle speeds.

3. Siuslaw River Bridge/Highway 101 (Map 12-A-3)

The Siuslaw River Bridge is a very important feature of the Florence Downtown Plan. This historic bridge, designed by Conde B. McCullough, has been admired for decades by locals and visitors. More than a critical transportation link, the architecture and setting in the beautiful Siuslaw River estuary make this bridge unique. The Bridge is listed on the National Register of Historic Places. The Pacific Coast Scenic Byway Plan highlighted four projects to be forwarded to the CPACT Subcommittee from the Yachats/North Dunes Regional Planning Group. The first priority was the Siuslaw River Bridge Walk. This project includes a pedestrian loop across and under the bridge, a viewpoint for the bridge, Old Town and the estuary, interpretation, and parking. The Scenic Byway Plan sets forth several Management Goals and Strategies for the Bridge. Project. These are:

- Enhancement
- Rehabilitate/improve facilities
 - Preserve the bridge by implementing the cathodic protection system
 - light the bridge aesthetically and for safety
- Access
 - Provide parking for pedestrian access to the bridge
 - Develop a pedestrian loop across the bridge
 - Provide opportunities to view the bridge
 - Improve safety at south entrance to the bridge
- Interpretation

⁴ STA - Designated compact district located on a state highway within an urban growth boundary in which the need for appropriate local access outweighs the considerations of highway mobility exception designated Freight Highways where accessibility and mobility needs are balanced.

- Interpret bridge and area history
- Provide interpretation on bridge history, history of Florence area and natural and human history of the Siuslaw estuary at viewpoints adjacent to the bridge and at bridge/estuary viewpoints in Old Town.
- Awareness
 - Alert drivers to safety hazard at bridge entrance on south side. Provide sign south of curve leading to bridge to slow traffic and alert drivers to safety hazard at bridge entrance on south side
 - Sign interpretation and viewing opportunities. Provide signage for bridge walk at parking areas and at entrances to bridge. Provide signage on road regarding interpretation and bridge walk
 - Provide information on historic bridge at appropriate locations and in tourist documents. Develop marketing information for historic bridge
- Stewardship
 - Manage traffic to preserve the historic Siuslaw River Bridge. The bridge was constructed in 1936 and is on the National Register of Historic Places.
 - City supports retention of the Bridge, not replacement
 - City requests that the Bridge receive cathodic protection before serious deterioration has occurred
 - At such times as additional capacity is needed on the Bridge, the City recommends a parallel span located on the wet side of the existing bridge to maintain the scenic integrity of the historic bridge.

The priorities of the *Florence Downtown Implementation Plan* related to the bridge include:

- location of a parking lot under the Siuslaw River Bridge to be combined with a Scenic Byway Bridge Interpretative Site,
- installation of irrigation and street trees in the Siuslaw Bridge Gateway along Highway 101.

The Siuslaw River Bridge Gateway would be located between the north end of the Bridge and the proposed Downtown Green to be located at Highway 101 and Maple/2nd Streets. The Downtown Green project includes realignment of 2nd Street west of Highway 101 to form right angle intersections with the realigned 2nd Street intersections on the east side of Highway 101.

Siuslaw River Bridge Gateway/South Gateway includes:

- Signage welcoming the traveling public to Florence Mainstreet
- Installation of street trees and historic street lighting beginning as close to the north side of the bridge as possible
- Limiting 1st Street to right-out only
- Working with ODOT to insure that rewiring of the Bridge includes provision for architectural/holiday lighting