FLORENCE REALIZATION 2020 COMPREHENSIVE PLAN

September 2013 Update

This 2013 update of the Florence Realization 2020 Comprehensive Plan incorporates all Plan amendments made as of September 2013.

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

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

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- To remove references that are outdated or will be outdated, e.g., "by 2001."

In 2009, this Plan was amended for compliance with Statewide Planning Goals 16, 17, and 18 to complete Periodic Review Work Task 6.

In April 2010, the City adopted a minor housekeeping amendment to Chapter 2 in terms of the reference of the Port-owned 40 acres.

In February 2011, the City adopted amendments to multiple Chapters related to an update to the Parks and Recreation Master Plan.

In March of 2011, the City adopted new sign regulations that amended the "Florence Downtown Architectural Design Guidelines" related to signage and some changes to references of the Pacific View Business Park.

In September of 2011, the City adopted amendments to the Introduction, Chapter 11, and the Florence Stormwater Management Plan in Appendix 11. These legislative amendments were initiated in order to achieve consistency with the Florence Stormwater Design Manual, approved by the City Council in December 2010. In addition, the amendments: streamlined, simplified, and achieved consistency in stormwater management administration; made the Comprehensive Plan (Plan) policies consistent with the Guiding Principles of the Siuslaw Estuary Partnership; clarified which portions of the Plan and Appendices are part of the Comprehensive Plan; incorporated into the Plan the Lane County coordinated population projections for Florence and the Florence 2011 Water Master Plan Update; made the Plan consistent with the minimum requirements of Statewide Planning Goal 11, Public Facilities and Services; updated Chapter 11 as it relates to Public Safety policies and recommendations; and made various clarifying edits to Plan text and format.

In December 2012, the City adopted amendments to multiple Chapters related to an update to the Transportation System Plan.

In September 2013, the City adopted amendments to multiple Chapters related to the implemen-

tation of the Aquifer Protection Plan, Florence Area Local Wetland and Riparian Area Inventory, and Significant Wetlands and Riparian Corridors Plan.

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

Florence Realization 2020 Comprehensive Plan
Local Adopting Ordinances, Updated April 2011

Ordinance Number	Dates of Adoption		Ordinance Title and Summary
	City of Florence	Lane County	
No. 1 Series 2002	1/14/02	12/1/10	*An Ordinance Amending The City of Florence 1988 Comprehensive Plan by Changing the Title to the Florence Comprehensive Plan – Realization 2000/2020, and Adopting Sections Titled Introduction, The Community, Plan Adoption, Amendments Review and Implementation, Comprehensive Plan Effectiveness and Organization, Coordination With Agencies, Population, Definitions.* Plan updated and new Plan sections adopted to comply with 1995 Periodic Review.
No. 2 Series 2002	1/14/02	12/1/10	*An Ordinance Amending the City of Florence 1988 Comprehensive Plan by Adopting Chapter 1 – Citizen Involvement.* Plan updated and new Plan sections adopted to comply with 1995 Periodic Review.
No. 3 Series 2002	1/14/02	12/1/10	*An Ordinance Amending the City of Florence 1988 Comprehensive Plan by Adopting Chapter 2 – Land Use.* Plan updated and new Plan sections adopted to comply with 1995 Periodic Review.
No. 4 Series 2002	1/14/02	12/1/10	*An Ordinance Amending the City of Florence 1988 Comprehensive Plan by Adopting Chapter 5 – Open Space, Scenic, Historic and Natural Resources.* Plan updated and new Plan sections adopted to comply with 1995 Periodic Review.
No. 5 Series 2002	1/14/02	12/1/10	*An Ordinance Amending the City of Florence 1988 Comprehensive Plan by Adopting Chapter 9 – Economic Development.* Plan updated and new Plan sections adopted to comply with 1995 Periodic Review.
No. 6 Series 2002	1/14/02	12/1/10	*An Ordinance Amending the City of Florence 1988 Comprehensive Plan by Adopting Chapter 11 – Utilities and Facilities.* Plan updated and new Plan sections adopted to comply with 1995 Periodic Review.
No. 7 Series 2002	1/14/02	12/1/10	*An Ordinance Amending the City of Florence 1988 Comprehensive Plan by Adopting Chapter 12 – Transportation Systems Plan.* Plan updated and new Plan sections adopted to comply with 1995 Periodic Review.
No. 8 Series 2002	1/14/02	12/1/10 with differences	*An Ordinance Amending the City of Florence 1988 Comprehensive Plan by Adopting Chapter 14 – Urbanization.* Plan updated and new Plan sections adopted to comply with 1995 Periodic Review.

Florence Realization 2020 Comprehensive Plan
Local Adopting Ordinances, Updated April 2011

Ordinance Number	Dates of Adoption		Ordinance Title and Summary
	City of Florence	Lane County	
No. 9 Series 2002	1/14/02	12/1/10	*An Ordinance Amending the City Of Florence 1988 Comprehensive Plan by Adopting Chapters 6 – Air, Water and Land Quality, Chapter 7 – Development Hazards and Constraints, Chapter 10 – Housing Opportunities, Chapter 13 – Energy Facilities and Conservation, Chapter 16 – Estuarine Resources, Siuslaw Estuary and Shorelands, Chapter 17 – Coastal Shorelands, Ocean and Lake Shorelands, and Chapter 18 – Beaches and Dunes.* Plan updated and new Plan sections adopted to comply with 1995 Periodic Review. Note: Ord. No. 9, Series 2002 was amended by Ordinance No. 10, Series 2009 to repeal City adoption of the Lane County Coastal Resources Management Plan.
No. 10 Series 2002	1/14/02	12/1/10	*An Ordinance Amending the City Of Florence 1988 Comprehensive Plan by Adopting the 2000/2020 Comprehensive Plan Land Use Map.* Comprehensive Plan Map updated and a new Map was adopted to comply with 1995 Periodic Review.
No. 1 Series 2003	1/30/03	Not applicable: site is inside City limits	*An Ordinance Amending the 1988 And 2000/2020 Comprehensive Plan Maps of the City Of Florence from Limited Industrial to Medium Density Residential and Open Space for Property Located West of the Florence Municipal Airport Described as Tax Lot 101, Lane County Assessor's Map 18-12-27-10.* Post-Acknowledgement Plan Map amendment.
No. 14 Series 2003	8/4/03	12/1/10	*An Ordinance Amending Chapter 12- Transportation Systems Plan and Appendix 12 of the Florence 2000/2020 Comprehensive Plan.* Comprehensive Plan was updated to comply with 1995 Periodic Review. Amendments include incorporation of the Access Management Plan for Highway 101 between the Siuslaw River Bridge and the Highway 101/126 Intersection; incorporation of the LCOG traffic study related to density of development in the North Commercial Node and inclusion of that study in Appendix 12; and those amendments include deletion of all references and maps related to the extension of 18th Street east of its current terminus; and additional amendments in Exhibit A.
No. 15 Series 2003	8/5/03	10/27/04	*An Ordinance Amending the 2000/2020 Florence Comprehensive Plan Urban Growth Boundary.* Comprehensive Plan was updated to comply with 1995 Periodic Review work task #1 to retain in the UGB the area south of Munsel Lake Road and the 80-acre Ocean Dunes property and to specifically exclude from the UGB the Hatch Tract. Lane County co-adopted work task #1.
No. 16 Series 2003	8/5/03	Not applicable: site is inside City limits	*An Ordinance Amending the 2000/2020 Comprehensive Plan Map and Official Zoning Map.* Post acknowledgement Plan map amendment to change from Neighborhood Commercial to MDR Lot B, Siuslaw Village.

Florence Realization 2020 Comprehensive Plan
Local Adopting Ordinances, Updated April 2011

Ordinance Number	Dates of Adoption		Ordinance Title and Summary
	City of Florence	Lane County	
No. 2 Series 2004	2/17/04	Not applicable: site is inside City limits	*An Ordinance Amending the Comprehensive Plan Map Amendment from HDR to Commercial and Zoning Map Designation of Commercial District for the Lots Identified As Map No. 18-12-22-12, Tax Lots 12700 Through 15100.* Post acknowledgement Plan map amendment and zoning map amendment for area in southwest corner of Kingwood and 35th.
No. 4 Series 2004	3/15/04	10/27/04	*In The Matter Of Amending the 2000/2020 Florence Comprehensive Plan, Chapters 2 and 14, and Appendices 2 And 14, Incorporating the Florence Residential Buildable Land Analysis, August 2003.* Periodic Review Work Task #1 to update the Residential Buildable Lands Analysis and extending the planning period for residential lands and population to 2025. Lane County co-adopted Periodic Review Work Task #1.
No. 6 Series 2004	5/17/04	2/22/06	*An Ordinance Amending the Lane County Rural Comprehensive Plan Coastal Resources Management Plan and the Florence Comprehensive Plan 2000/2020.* Post acknowledgement Plan text amendments to Chapter 16 and Appendix 16 of the Comprehensive Plan. Co-adopted by Lane County in 2006. Note: Ord. No. 6, Series 2004 was amended by Ordinance No. 10, Series 2009 to repeal City adoption of the Lane County Coastal Resources Management Plan.
No. 7 Series 2004	5/17/04	9/19/07	*An Ordinance Amending the Siuslaw River Dredged Material Disposal Plan.* Post acknowledgement Plan amendment to Appendix 16 of the Comprehensive Plan to remove DMDP Sites 15 and 16 from the map.
No. 1 Series 2006	2/07/06	12/1/10	*An Ordinance Amending the 2000/2020 Comprehensive Plan, Adding Definitions for "Private Open Space" and "Public" Plan Map Designations.* Plan updated and new Plan definitions adopted to comply with 1995 Periodic Review.
No. 8 Series 2006	11/20/06	Not applicable: site is inside City limits	*An Ordinance Amending the City's Transportation Systems Plan Which Is Adopted as Part of the City's Comprehensive Plan, Chapter 12, "Transportation," to Change the Recommended Signalization of 27th Street at Highway 101, to Signalizing 30th Street and Highway 101.* Post acknowledgement Plan text amendment to implement the 2006 *Florence/US 101 Pedestrian Safety Study.*
No. 9 Series 2006	1/8/07	Not applicable: site is inside City limits	*An Ordinance Amending the 2000/2020 Comprehensive Plan Map from LDR to MDR and Zoning Map Designation from Restricted Residential to Single Family Residential District for Property Described as Map No. 18-12-15-00, Tax Lot 200 (Sand Ranch).* Post acknowledgement Plan Map and Zoning Map amendment for Sand Ranch area along Munsel Lake Road west of Highway 101.

Florence Realization 2020 Comprehensive Plan
Local Adopting Ordinances, Updated April 2011

Ordinance Number	Dates of Adoption		Ordinance Title and Summary
	City of Florence	Lane County	
No. 2 Series 2008	1/7/08	Not applicable: site is inside City limits	*An Ordinance for the Adoption of an Amendment to the City of Florence Realization 2020 Comprehensive Plan Map Designation from Low Density Residential to Medium Density Residential and an Amendment of the Zoning Map Changing the Zoning from Restricted Residential to Single Family Residential for Properties in an Area West of Xylo Street; East of Vine Street; North of Highway 126; and South of 12th Street.* Post acknowledgement Plan Map amendment.
No. 3 Series 2008	1/7/08	Not applicable: study area is inside City limits	*An Ordinance for the Adoption of an Amendment to the Florence Realization 2020 Comprehensive Plan and Transportation System Plan and Adoption of the Rhododendron Drive Integrated Transportation Plan into Appendix 12 of the Comprehensive Plan.* Post acknowledgement Plan text and TSP amendment.
No. 6 Series 2008	3/24/08	12/1/10	*An Ordinance for the Adoption of Housekeeping Amendments to the Florence Realization 2020 Comprehensive Plan Text; Comprehensive Plan Map; Appendix 11, Utilities And Facilities; and Appendix 12, Transportation System Plan; Amendments to Florence City Code Title 1 Chapter 10: Comprehensive Plans; And Declaring An Emergency.* Post acknowledgement Plan housekeeping amendments to correct scrivener errors, achieve internal consistency, and improve clarity and function. Comprehensive Plan reprinted with March 2008 date. Note: Ord. No.6, Series 2008 was amended by Ordinance No. 10, Series 2009 to repeal City adoption of the Lane County Coastal Resources Management Plan.
No. 3, Series 2009	2/17/2009	Not applicable: site is inside City limits	*An Ordinance for the Adoption of an Amendment to the City of Florence Realization 2020 Comprehensive Plan Map Designation from Medium Density Residential to High Density Residential for Property that Includes the Laurelwood Homes Community Center on a Portion of MR 18-12-27-41 TL0800 in an Area North of 11th Street West of Laurelwood Court and East of Maple Street.* Post-Acknowledgement Plan Map amendment.
No. 10 Series 2009	9/28/09	To be scheduled	*An Ordinance Adopting Amendments to the Florence Realization 2020 Comprehensive Plan ("Comprehensive Plan") Text and Maps, and to Florence City Code Text and Zoning Maps, to Complete Periodic Review Work Task 6: Coastal Element, for Compliance with Statewide Planning Goals 16, 17, and 18.* Amendments for compliance with State Goals 16, 17 and 18 to complete Periodic Review Work Task 6.

Florence Realization 2020 Comprehensive Plan
Local Adopting Ordinances, Updated April 2011

Ordinance Number	Dates of Adoption		Ordinance Title and Summary
	City of Florence	Lane County	
No. 4 Series 2010	4/05/10	Not applicable: site is inside City limits	*In the Matter of Quasi-judicial Zoning Map Amendments and Legislative Amendments to the Florence City Code Title 10 and Comprehensive Plan Relating to Industrial Areas Within and Around the Pacific View Business Park and Declaring an Emergency*. This legislative housekeeping amendment to Realization 2020, Florence Comprehensive Plan, Chapter 2, Land Use, changed the reference to the zoning district of the Port property from "Limited Industrial" District to "Pacific View Business Park" District for consistency with the new zone. Post-acknowledgement Plan Text amendment.
No. 2 Series 2011	2/7/11	To be scheduled	*An Ordinance Adopting Amendments to the Florence Realization 2020 Comprehensive Plan Text and Maps, Florence City Code Titles 10 And 11, and the Florence Zoning Map for Consistency with the Florence Parks and Recreation Master Plan, 2011*. Post-acknowledgement Plan Text and Map amendment.
No. 4 Series 2011	3/21/11	Not applicable: site is inside City limits	*In the Matter of Legislative Miscellaneous Amendments to the Florence Realization 2020 Comprehensive Plan and Downtown Architectural Design Guidelines and Legislative Amendments to the Florence City Code (FCC) Titles 2, 4 and 10 to Adopt Sign Regulations and Various Miscellaneous Amendments*. This legislative housekeeping amendment to Realization 2020, Florence Comprehensive Plan, Chapter 2, Land Use, corrected references to the zoning district of the 40-acre Port property in the Pacific View Business Park to ensure consistency with the current zone, and to the Downtown Architectural Design Guideline amendments to allow greater flexibility in design options for storefront signage. Post-acknowledgement Plan Text amendment.
No. 18 Series 2011	9/19/11	To be scheduled	*An Ordinance Adopting Legislative Amendments to the Florence Realization 2020 Comprehensive Plan ("Comprehensive Plan"), Stormwater Management Plan, and Florence City Code Titles 9, 10, and 11 for Consistency with the Stormwater Design Manual, Various Housekeeping Amendments and Declaring an Emergency*. These legislative amendments streamlined, simplified, and achieved consistency in stormwater management administration; made the Comprehensive Plan (Plan) policies consistent with the Guiding Principles of the Siuslaw Estuary Partnership; clarified which portions of the Plan and Appendices are part of the Comprehensive Plan; incorporated Lane County coordinated population projections for Florence and the 2011 Florence Water Master Plan Update; made the Plan consistent with the minimum requirements of Statewide Planning Goal 11, Public Facilities and Services; updated Chapter 11 as it relates to Public Safety policies and recommendations; and made various clarifying edits to text and format. Post-acknowledgement Plan Text amendment.

Florence Realization 2020 Comprehensive Plan
Local Adopting Ordinances, Updated April 2011

Ordinance Number	Dates of Adoption		Ordinance Title and Summary
	City of Florence	Lane County	
No. 5, Series 2012	12/17/12	To be Scheduled	*An Ordinance adopting legislative amendments to the Florence Realization 2020 Comprehensive Plan, Florence City Code Title 10, and adopting and implementing the City of Florence 2012 Transportation System Plan.* Post-acknowledgement Plan Text and Map amendment.
No. 2, Series 2013	9/5/13	9/10/13 (PA 1299)	*An Ordinance for the adoption of amendments to the Florence Realization 2020 Comprehensive Plan and Florence City Code for aquifer protection and wetland and riparian corridors; and for housekeeping and internal consistency; and adopting a sever-ability clause.*

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Part II: Comprehensive Plan Appendices

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

Introduction

Chapters:

1. Citizen Involvement

2. Land Use

a. Issue Paper #1 - Commercial and Industrial Land Uses, July 1997
b. October 2001 Industrial Lands Inventory (replaces Industrial Land Use portion of July 1997 Study)
c. Florence Residential Buildable Land Analysis, adopted March 15, 2004
d. Florence Downtown Implementation Plan, September 1999
e. Florence Downtown Plan - Phase I Implementation, Final Summary Report, August 2001 - portions adopted by the City Council
f. Access Management Plan for Highway 101 in Downtown Florence, adopted August 4, 2003.

3. Agricultural Lands (Not applicable to Florence)

4, Forest Lands (Not applicable to Florence)

5. Open Spaces and Scenic, Historic, and Natural Resources

a. Periodic Review Work Task #7 - Natural Resources, Open Space and Recreation
b. 2013 Florence Area Local Wetland and Riparian Area Inventory, Pacific Habitat Services and Appendices
c. 2013 City of Florence Significant Wetlands and Riparian Corridors Plan and Appendices
d. North Florence Dunal Aquifer Study, Final Report, June 1982
e. EPA Resource Document: For Consideration of the North Florence Dunal Aquifer as a Sole Source Aquifer, August 1987
f. Aquifer Protection Plan for the North Florence Sole Source Dunal Aquifer, April 15, 2013 (not including contingency plan), and appendices
g. Certified Wellhead Delineations Report, February 2012, GSI Water Solutions, Inc.
h. Listing of fish and wildlife species listed in the *Oregon List of Threatened or Endangered Fish and Wildlife Species*
i. City of Florence Visual Management Plan - 1992
j. Historic Structures Inventory

6. Air, Water and Land Resources Quality

(See related documents in other chapters)

7. Areas Subject to Natural Disasters and Hazards

a. National Flood Insurance Program - Flood Insurance Rate Maps, June 1999 (under separate cover)
b. City of Florence Hazards Map
c. Natural Resources Conservation Service Soils Map
d. Relative Earthquake Hazard Maps for selected coastal communities, DOGAMI, 1999 (Large maps available at City Hall, Community Development Department.)
e. Tsunami Inundation Zones - Florence
f. Siuslaw Valley Fire/Rescue Disaster Plan (under separate cover)

8. Parks, Recreation, and Open Space

9. Economic Development

a. Greater Florence Area Strategic Plan for Community Economic Development, March 1998

10. Housing Opportunities (See Plan Chapter Introduction: Population; and Chapters 2 and 14)

11. Utilities, Facilities, and Services

a. City of Florence: Wastewater Facilities Plan, Brown and Caldwell, October, 1997, as amended (under separate cover)
b. City of Florence Water System Master Plan Update, 2011, as amended (under separate cover)
c. City of Florence Wellfield and Water Treatment Expansion Project, February, 2001 (under separate cover)
d. City of Florence: Stormwater Management Plan, October 2000, as amended (under separate cover)

12. Transportation System Plan

13. Energy Facilities and Conservation

14. Urbanization

a. Periodic Review Work Task #1 - Urban Growth Boundary Study
b. Florence Residential Buildable Land Analysis, adopted March 15, 2004
c. Analysis of UGB Expansion
d. Area of Interest and Lane County/City of Florence
e. Joint Agreement for Planning Coordination between Lane County and the City of Florence, February 2002

15. Willamette River (Not applicable to Florence)

16. Estuarine Resources

a. Lane County Coastal Resource Inventory , October 1978, as amended to-date (under separate cover)
b. Siuslaw River Dredged Material Disposal Plan, November 1978, as amended to-date

(under separate cover) (refer to web link: http://www.co.lane.or.us/Planning/DMDP/DMDP.htm)

c. An Evaluation of Effects of Severe Bank Erosion on the Benthic Macro-invertebrate Community and General Habitat Conditions Near Shelter Cove, Siuslaw River Estuary, Oregon, October 2001
d. Shelter Cove Subdivision, Historic Erosion Report, Lower Siuslaw Estuary, Florence, Oregon, November 2001

17. Coastal Shorelands

18. Coastal Beaches and Dunes

a. Oregon Coastal Zone Management Association Report: Beaches and Dunes Handbook for the Oregon Coast

19. Ocean Resources

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

Introduction

It is the intent of this Plan to:

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

The purpose of this Plan is further intended to:

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

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

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

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

The Community

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

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

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

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

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

Plan Adoption, Amendments, Review and Implementation

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

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

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

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

Amendments to the Plan may be initiated by citizens, citizen groups, the Citizen Advisory Committee, the Planning Commission or the City Council. In any amendment proceedings, the City Council shall obtain the recommendation of the Planning Commission and the Citizen Advisory Committee before taking action on a proposed major amendment. Minor changes which do not have significant effects beyond the immediate area of the change require the recommendation of the Planning Commission. Minor changes may be initiated at any time. Notice to the Oregon Department of Land Conservation and Development (DLCD) of a public hearing for a proposed plan amendment shall be required at least 35 days prior to the first Planning Commission hearing.

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

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

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

Comprehensive Plan Organization and Contents

The following sections of this Comprehensive Plan are incorporated into, and are a part of this Comprehensive Plan. Changes to these sections of this Comprehensive Plan necessitate a Comprehensive Plan amendment, either at the time of the Comprehensive Plan amendment or as part of a required Periodic Review process, in accordance with applicable state law and Oregon Administrative Rules:

1. Goals, Policies, Recommendations, Population Projections, and Background Information arranged according to the LCDC (Land Conservation and Development Commission) goals and guidelines.

2. The Official Comprehensive Plan Map, which is incorporated into this Plan and is on file at City Hall, and other maps specifically adopted as part of this Plan in Plan policies.

3. Appendices, or portions of the Appendices, listed in Part II of the Table of Contents that are specifically adopted by reference as part of this Comprehensive Plan. These portions of the Appendices include:

   - Chapter 11: portions of the Public Facility Plan, as specifically described in Chapter 11; and
   - Chapter 12: portions of the Transportation System Plan, as specifically described in Chapter 12; and
   - Other portions of Appendices specifically adopted by reference in the Comprehensive Plan.

In addition, there are Appendices listed in Part II, arranged according to LCDC goals and guidelines, which contain detailed studies, data, implementation plans, agreements and other pertinent information and documents necessary to support the Goals, Policies and Recommendations. Changes to these documents do not necessitate a Comprehensive Plan amendment, except as stated in numbers 1, 2, and 3 of this section. These Appendices may be updated periodically and as required as part of State-mandated Periodic Review process; and any Maps or text that are adopted as part of this Comprehensive Plan will be incorporated into the Plan through Plan policy and the adopting Ordinance.

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

Coordination with Agencies

It is the intent of the City of Florence to:

1. Coordinate land use planning actions with affected public agencies and jurisdictions.

2. Work with affected local, County, State and Federal agencies when the Comprehensive Plan is revised and when actions are carried out under the Plan.

3. Assure that the growth and development occurring under actions of those agencies are consistent with the Florence Comprehensive Plan.

4. Cooperate with Lane County on changes to the City's Urban Growth Boundary and the Area of Interest Boundary, and on amendments to the Lane County Coastal Resources Management Plan (CRMP) and Dredged Materials Disposal Plan, and the Lane County Coastal Resource Inventory (co-adopted by the City), and on management of activities on the unincorporated lands within those boundaries. The Coastal Resources Inventory was adopted by Lane County in 1980 and it has not been updated since adoption. The City

strongly supports efforts by the State to conduct a systematic update of all coastal resources inventories in the State. In addition, the City will continue to seek grant funds to update the coastal resources inventory within the Florence UGB. In the interim, this Plan provides a process for incrementally updating the inventories as new inventory information becomes available through the permitting process.

Chapters 16, 17, and 18 of this Comprehensive Plan were updated in 2009 to comply with Statewide Planning Goals 16, 17, and 18. To the extent there are differences between the text of the Coastal Resources Inventory, or the CRMP, and this Plan, this Plan shall be relied upon as the more up-to-date source.

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

Population

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

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

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

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

Population within Florence City Limits

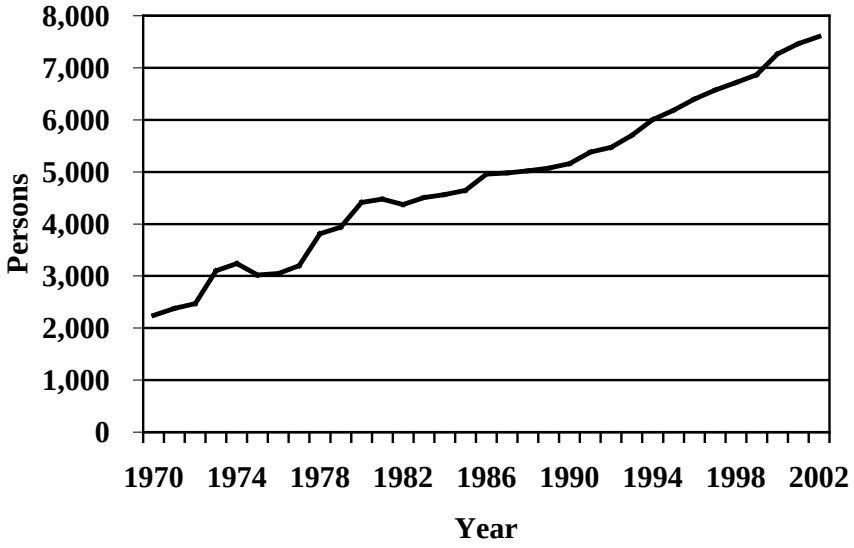

Table P-1. Historic Population Data

Year	Population	Year	Population
1980	4,411	1993	5,705
1981	4,475	1994	6,005
1982	4,375	1995	6,185
1983	4,505	1996	6,400
1984	4,565	1997	6570
1985	4,645	1998	6,715
1986	4,960	1999	6,865
1987	4980	2000	7,263
1988	5,020	2001	7,460
1989	5,075	2002	7,600
1990	5,162	2003	7,780
1991	5,380	2004	7,830
1992	5,475	2005	8,185
		2006	8,270

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

Projected Population in the Florence Urban Growth Boundary

On June 17, 2009, the Lane County Board of Commissioners adopted Ordinance PA 1255 which adopted population projections into the Lane County Rural Comprehensive Plan for all cities in Lane County. The population projections for the Florence Urban Growth Boundary are shown in the following table and are incorporated into this Comprehensive Plan to be used for all future

land use planning and facility planning within the UGB.

Projected Population within the UGB

Year	Florence UGB Population
2015	12,355
2020	13,747
2025	15,035
2029	16,065
2030	16,323
2035	17,434

Definitions

The following terms, as used in this Comprehensive Plan, are defined as stated below.

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

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

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

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

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

SHOULD. Should is used to express what is probable or expected."

The following definitions apply to terms used in this Comprehensive Plan and Florence City Code, Titles 10 and 11. These definitions are consistent with respective definitions contained in Statewide Planning Goals.

ACCRETION. The build-up of land along a beach or shore by the deposition of water-borne or airborne sand, sediment, or other material

ADVERSELY AFFECT. Something that is unfavorable in its impact on another individual or on the land.

AGRICULTURAL LAND. See definition in Goal 3, "Agricultural Lands."

ALTER THE ESTUARY. Actions which would potentially alter the estuarine ecosystem include dredging, fill, in-water structures, riprap, log storage, application of pesticides and herbicides, water intake or withdrawal and effluent discharge, flow-lane disposal of dredged material, and other activities which could affect the estuary's physical processes or biological resources.

ALTERATION. Any human-caused change in the environment, including physical, topographic, hydraulic, biological, or other similar environmental changes, or changes which affect water quality.

ALTERED SHORELINES. Includes shorelines with bulkheads, seawalls, riprap, or other physical structures, but do not include earthen, vegetated dikes.

ANADROMOUS. Referring to fish, such as salmon, which hatch in fresh water, migrate to ocean waters to grow and mature, and return to fresh waters to spawn.

ARCHAEOLOGICAL RESOURCES. Those districts, sites, buildings, structures, and artifacts which possess material evidence of human life and culture of the prehistoric and historic past. (See Historical Resources definition.)

AREAS MANAGED FOR WATER DEPENDENT ACTIVITIES. The Federal Navigation Channel, the north jetty, and the estuary where it is adjacent to Water Dependent Sites.

AVULSION. A tearing away or separation by the force of water. Land which is separated from uplands or adjacent properties by the action of a stream or river cutting through the land to form a new stream bed.

BASE ZONING DISTRICT. The zoning district applied to individual properties as depicted on the City of Florence Zoning Map. The base zoning district may underlie an Overlay Zoning District, as described in the definition for Overlay District. “Single-family Residential” is an example of a base zoning district.

BEACH. Gently sloping areas of loose material (e.g., sand, gravel, and cobbles) that extend landward from the low-water line to a point where there is a definite change in the material type or landform, or to the line of vegetation.

BENTHIC. Living in the water column just above, on, or within the bottom sediments in water bodies.

BRIDGE CROSSINGS. The portion of a bridge spanning a waterway not including supporting structures or fill located in the waterway or adjacent wetlands.

BRIDGE CROSSING SUPPORT STRUCTURES. Piers, piling, and similar structures necessary to support a bridge span but not including fill for causeways or approaches.

BUFFER ZONE. A physical setback from a sensitive area used to protect the water quality, the aquatic and riparian wildlife communities, and the habitat value within the sensitive area. The buffer starts at the edge of the defined channel (bank full stage) for streams/rivers, delineated wetland boundary, delineated spring boundary, or average high water for lakes.

BULKHEAD. A structure or partition to retain or prevent sliding of the land. A secondary purpose is to protect the upland against damage from wave action.

CARRYING CAPACITY. Level of use which can be accommodated and continued without irreversible impairment of natural resources productivity, the ecosystem and the quality of air, land, and water resources.

CITIZEN. Any individual within the planning area; any public or private entity or association within the planning area, including corporations, governmental and private agencies, associations, firms, partnerships, joint stock companies and any group of citizens.

CITIZEN ADVISORY COMMITTEE (CAC). A group of citizens organized to help develop and maintain a comprehensive plan and its land use regulations. Local governments usually establish one such group for each neighborhood in a city or each district in a county. CACs may also be known as neighborhood planning organizations, area advisory committees, or other local terms. CACs convey their advice and concerns on planning issues to the planning commission or governing body. CACs also convey information from local officials to neighborhood and district residents.

CITIZEN INVOLVEMENT PROGRAM (CIP). A program established by a city or county to ensure the extensive, ongoing involvement of local citizens in planning. Such programs are required by Goal 1, "Citizen Involvement," and contain or address the six components described in that goal.

COASTAL LAKES. Lakes in the coastal zone that are bordered by a dune formation or that have a direct hydrologic surface or subsurface connection with saltwater.

COASTAL SHORELANDS. Those areas immediately adjacent to the ocean, all estuaries and associated wetlands, and all coastal lakes.

COASTAL STREAM. Any stream within the coastal zone.

COASTAL WATERS. Territorial ocean waters of the continental shelf; estuaries; and coastal lakes.

COASTAL ZONE. The area lying between the Washington border on the north to the California border on the south, bounded on the west by the extent of the state's jurisdiction, and in the east by the crest of the coastal mountain range, with the exception of: (a) The Umpqua River basin, where the coastal zone shall extend to Scottsburg; (b) The Rogue River basin, where the coastal zone shall extend to Agness; (c) The Columbia River basin, where the coastal zone shall extend to the downstream end of Puget Island. (Formerly ORS 191.110)

COMMITTEE FOR CITIZEN INVOLVEMENT (CCI). A local group appointed by a governing body for these purposes: assisting the governing body with the development of a program that promotes and enhances citizen involvement in land use planning; assisting in the implementation of the citizen involvement program; and evaluating the process being used for citizen involvement. A CCI differs from a citizen advisory committee (CAC) in that the former advises the local government only on matters pertaining to citizen involvement and Goal 1. A CAC, on the other hand, may deal with a broad range of planning and land use issues. Each city or county has only one CCI, whereas there may be several CACs.

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

CONSERVATION. The act of conserving the environment.

CONTINENTAL SHELF. The area seaward from the ocean shore to the distance when the ocean depth is 200 meters, or where the ocean floor slopes more steeply to the deep ocean floor. The area beyond the state's jurisdiction is the outer Continental Shelf.

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

DEDICATE/DEDICATION. The gift of land or an easement by a private person or entity to the City as part of, and a condition of, a real estate development. The City must accept the dedication before it is complete. The owner of the land does not retain any rights that are inconsistent with the complete exercise and enjoyment of the public uses to which the property has been committed.

DEFLATION PLAIN. The broad interdune area which is wind-scoured to the level of the summer water table.

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

DEVELOPMENT. The act, process or result of developing.

DIVERSITY. The variety of natural, environmental, economic, and social resources, values, benefits, and activities.

DOCK. A deck, whether floating or on pilings, that serves as a landing place, recreational facility, etc.

DOLPHIN. A cluster of piles.

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

DUNE. A hill or ridge of sand built up by the wind along sandy coasts.

DUNE, ACTIVE. A dune that migrates, grows and diminishes from the effect of wind and supply of sand. Active dunes include all open sand dunes, active hummocks, and active foredunes.

DUNE, CONDITIONALLY STABLE. A dune presently in a stable condition, but vulnerable to becoming active due to fragile vegetative cover.

DUNE, OLDER STABILIZED. A dune that is stable from wind erosion, and that has significant soil development and that may include diverse forest cover. They include older foredunes.

DUNE, OPEN SAND. A collective term for active, un-vegetated dune landforms.

DUNE, RECENTLY STABILIZED. A dune with sufficient vegetation to be stabilized from wind erosion, but with little, if any, development of soil or cohesion of the sand under the vegetation. Recently stabilized dunes include conditionally stable foredunes, conditionally stable dunes, dune complexes, and younger stabilized dunes.

DUNES, YOUNGER STABILIZED. A wind-stable dune with weakly developed soils and vegetation.

DUNE COMPLEX. Various patterns of small dunes with partially stabilized intervening areas.

EASEMENT, PUBLIC. A right of use of a property given by the owner to the City for public use, and accepted for such use by or on behalf of the public.

ECOSYSTEM. The living and non-living components of the environment which interact or function together, including plant and animal organisms, the physical environment, and the energy systems in which they exist. All the components of an ecosystem are inter-related.

ENCOURAGE. Stimulate; give help to; foster.

ENHANCEMENT. An action which results in a long-term improvement of existing functional characteristics and processes that is not the results of a creation or restoration action.

ESTUARY. The portion of the Siuslaw River that is semi-enclosed by land, connected with the open ocean, and within which salt water is usually diluted by freshwater derived from the land. The estuary includes: (a) estuarine water; (b) tidelands; (c) tidal marshes; and (d) submerged lands. The Siuslaw River's estuary extends upstream to the head of tidewater.

ESTUARINE ENHANCEMENT. An action which results in a long-term improvement of existing estuarine functional characteristics and processes that is not the result of a creation or restoration action.

ESTUARINE IMPACT ASSESSMENT. An evaluation of uses or activities which are major in nature and which could potentially alter the integrity of the estuarine ecosystem. The Estuarine Impact Assessment is required for Special Use Permits and Conditional Use Permits in the Natural Estuary and Conservation Estuary Zoning Districts, in place of a Resource Capabilities Assessment, when an Environmental Impact statement (EIS) is required through the Corps of Engineers Section 10/404 permit process.

FILL. For the purposes of this Comprehensive Plan and implementing ordinances, the definition of fill shall be the definition used in the Statewide Planning Goals: The placement by man of sand, sediment, or other material, usually in submerged lands or wetlands, to create new uplands or raise the elevation of land.[2]

FLOODFRINGE. The area of the floodplain lying outside of the floodway, but subject to periodic inundation from flooding.

FLOODPLAIN. The area adjoining a stream, tidal estuary or coast that is subject to regional flooding.

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[2] Note that the Army Corps of Engineers' (ACOE) and the Department of State Lands' (DSL) definitions of fill are different from this Statewide Planning Goals definition and the definitions of this federal and other state agency have been interpreted to include pilings and riprap in the estuary.

FLOOD, REGIONAL (100-YEAR). A standard statistical calculation used by engineers to determine the probability of severe flooding. It represents the largest flood which has a one-percent chance of occurring in any one year in an area as a result of periods of higher-than-normal rainfall or streamflows, extremely high tides, high winds, rapid snowmelt, natural stream blockages, tsunamis, or combinations thereof.

FLOODWAY. The normal stream channel and that adjoining area of the natural flood-plain needed to convey the waters of a regional flood while causing less than one foot increase in upstream flood elevations.

FOREDUNE, ACTIVE. An unstable barrier ridge of sand paralleling the beach and subject to wind erosion, water erosion, and growth from new sand deposits. Active foredunes may include areas with beach grass, and occur in sand spits and at river mouths as well as elsewhere.

FOREDUNE, CONDITIONALLY STABLE. An active foredune that has ceased growing in height and that has become conditionally stable with regard to wind erosion.

FOREDUNE, OLDER. A conditionally stable foredune that has become wind stabilized by diverse vegetation and soil development.

FOREST LANDS. See definition of commercial forest lands and uses in the Oregon Forest Practices Act and the Forest Lands Goal.

GEOLOGIC. Relating to the occurrence and properties of earth. Geologic hazards include faults, land and mudslides, and earthquakes.

GROIN. A small structure extending from a shore to protect a beach against erosion or to trap shifting sands.

GROUNDWATER. Water in the zone of saturation beneath the surface of the earth.

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

HEADLANDS. Bluffs, promontories or points of high shoreland jutting out into the ocean, generally sloping abruptly into the water. Oregon headlands are generally identified in the report on Visual Resource Analysis of the Oregon Coastal Zone, OCCDC, 1974.

HISTORICAL RESOURCES. Those districts, sites, buildings, structures, and artifacts which have a relationship to events or conditions of the human past. (See Archaeological Resources definition.)

HUMMOCK, ACTIVE. Partially vegetated (usually with beach grass), circular, and elevated mounds of sand which are actively growing in size.

HYDRAULIC. Related to the movement or pressure of water. Hydraulic hazards are those associated with erosion or sedimentation caused by the action of water flowing in a river or streambed, or oceanic currents and waves.

HYDRAULIC PROCESSES. Actions resulting from the effect of moving water or water pressure on the bed, banks, and shorelands of water bodies (oceans, estuaries, streams, lakes, and rivers).

HYDROGRAPHY. The study, description and mapping of oceans, estuaries, rivers and lakes.

HYDROLOGIC. Relating to the occurrence and properties of water. Hydrologic hazards include flooding (the rise of water) as well as hydraulic hazards associated with the movement of water.

IMPACT. The consequences of a course of action; effect of a goal, guideline, plan or decision.

INSURE. Guarantee; make sure or certain something will happen.

INTEGRITY. The quality or state of being complete and functionally unimpaired; the wholeness or entirety of a body or system, including its parts, materials, and processes. The integrity of an ecosystem emphasizes the interrelatedness of all parts and the unity of its whole.

INTERDUNE AREA. Low-lying areas between higher sand landforms and which are generally under water during part of the year. (See also Deflation Plain.)

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

JETTY. A structure extending seaward from the mouth of a river designed to stabilize the river mouth by preventing the build up of material at the river's mouth, and to direct or confine the stream or tidal flow.

KEY FACILITIES. Basic facilities that are primarily planned for by local government but which also may be provided by private enterprise and are essential to the support of more intensive development, including public schools, transportation, water supply, sewage and solid waste disposal.

LCDC. The Land Conservation and Development Commission of the State of Oregon. The members appointed by the Governor and confirmed by the Oregon Senate in accordance with the requirements of ORS 197.030.

LITTORAL DRIFT. The material moved, such as sand or gravel, in the littoral (shallow water near shore) zone under the influence of waves and currents.

MAIN CHANNEL. That part of a waterway which extends upstream from the entrance channel into the estuary proper (also called "inner channel"). All or segments of the main channel may be maintained by dredging. The main channel does not include auxiliary channels or waterways.

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

MANAGEMENT UNIT. A discrete geographic area, defined by biophysical characteristics and features, within which particular uses and activities are promoted, encouraged, protected, or enhanced, and others are discouraged, restricted, or prohibited.

MINING. All or any part of the process of mining by the removal of overburden and the extraction of natural mineral deposits thereby exposed by any method including open-pit mining operations, auger mining operations, processing, surface impacts of underground mining, production of surface mining refuse and the construction of adjacent or off-site borrow pits except those constructed for use as access roads. The term does not include excavations of sand, gravel, clay, rock or other similar materials conducted by a landowner or tenant on the landowner's or tenant's property for the primary purpose of reconstruction or maintenance of access roads and excavation or grading operations conducted in the process of farming or cemetery operations, onsite road construction or other onsite construction or non-surface impacts of underground mines.

MINOR NAVIGATIONAL IMPROVEMENTS. Alterations necessary to provide water access to existing or permitted uses in Conservation Management units, including dredging for access channels and for maintaining existing navigation but excluding fill and in-water navigational structures other than floating breakwaters or similar permeable wave barriers.

MITIGATION. The creation, restoration, or enhancement of an estuarine area to maintain the functional characteristics and processes of the estuary, such as its natural biological productivity, habitats, and species diversity, unique features and water quality.

NATURAL AREAS. Includes land and water that has substantially retained its natural character, which is an important habitat for plant, animal, or marine life. Such areas are not necessarily completely natural or undisturbed, but can be significant for the study of natural, historical, scientific, or paleontological features, or for the appreciation of natural features.

NATURAL HAZARDS. Natural events that are known to result in death or endanger the works of man, such as stream flooding, ocean flooding, groundwater, erosion and deposition, landslides, earthquakes, weak foundation soils and other hazards unique to local or regional areas.

NATURAL RESOURCES. Air, land and water and the elements thereof which are valued for their existing and potential usefulness to humans.

NON-STRUCTURAL EROISON CONTROL SOLUTIONS. Alternatives to erosion control structures, including, but not limited to, a combination of soils, sands, gravels and stone in conjunction with biodegradable protective materials and live plant materials.

OCCDC. Oregon Coastal Conservation and Development Commission created by ORS 191; existed from 1971 to 1975. Its work is continued by LCDC.

OCEAN FLOODING. The flooding of lowland areas by salt water owing to tidal action, storm surge, or tsunamis (seismic sea waves). Land forms subject to ocean flooding include beaches, marshes, coastal lowlands, and low-lying interdune areas. Areas of ocean flooding are mapped by the Federal Emergency Management Agency (FEMA). Ocean flooding includes areas of velocity flooding and associated shallow marine flooding. Ocean flooding is more specifically defined in the individual Chapters of this Plan as it pertains to the policies and objectives in the respective chapters.

OPEN SPACE. Any publicly or privately owned land that is retained in a substantially natural condition and incorporates an adjacent parkland improved for recreational uses such as, picnicking, nature interpretive trails or multi-use paths. Open spaces may also include seasonal lakes, lands protected as important natural resources such as wetlands or riverine areas, and lands used as buffers when such lands incorporate areas for the design features mentioned above. Open space does not include residential lots or yards, streets or parking areas.

OVERLAY ZONING DISTRICT. A zoning district that applies to property in addition to a "Base Zoning District." In Title 10 of the Florence City Code, "Natural Resources Conservation Overlay District" is an example of an overlay zoning district and "Single-family Residential" is an example of a base zoning district.

OVERNIGHT LODGINGS. Permanent, separately rentable accommodations that are not available for residential use. Overnight lodgings include hotel or motel rooms, cabins, and time-share units. Tent sites, recreational vehicle parks, manufactured dwellings, dormitory rooms, and similar accommodations do not qualify as overnight lodgings for the purpose of this definition.

PARKLANDS. Lands that provide for human development and enrichment, and include, but are not limited to: open space and scenic landscapes that provide a place for people to exercise and interact; active recreational lands; historical, archaeology and natural science resources that incorporate a combination of interpretive signage, trails, picnicking and seating areas, and viewing areas; sports and cultural facility areas; picnicking; trails; waterway use facilities; active and passive activities.

PIER. A structure, usually of open construction, extending out into the water from the shore, to serve as a landing place, recreational facility, etc., rather than to afford coastal protection.

PILE. A long, heavy timber or section of concrete or metal to be driven or jetted into the earth or seabed to serve as a support or protection.

PILING. A group of piles.

PLANNING AREA. The air, land and water resources within the Florence UGB.

POLLUTION. The introduction of contaminants into an environment that causes instability, disorder, harm or discomfort to the ecosystem, i.e., physical systems or living organisms.

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

PROGRAM. Proposed or desired plan or course of proceedings and action.

PROTECT. Save or shield from loss, destruction, or injury or for future intended use.

PROVIDE. Prepare, plan for, and supply what is needed.

PUBLIC FACILITIES AND SERVICES. Projects, activities and facilities which the City of Florence determines to be necessary for the public health, safety and welfare.

PUBLIC FACILITY PLAN. A Public Facilities Plan is a support document or documents to this Comprehensive Plan adopted to meet the Public Facility Plan requirements of Statewide Planning Goal 11, Public Facilities and Services. The Public Facility Plan describes the water, wastewater, stormwater, and transportation facilities that support the land uses within the urban growth boundary designated in the Comprehensive Plan. Certain elements of the Public Facility Plan are adopted as part of the Comprehensive Plan, as specified in Chapters 11 and 12.

PUBLIC GAIN. The net gain from combined economic, social, and environmental effects which accrue to the public because of a use or activity and its subsequent resulting effects.

QUALITY. The degree of excellence or relative goodness.

RECREATION. Any experience voluntarily engaged in largely during leisure (discretionary time) from which the individual derives satisfaction.

> **Coastal Recreation** occurs in offshore ocean waters, estuaries, and streams, along beaches and bluffs, and in adjacent shorelands. It includes a variety of activities, from swimming, scuba diving, boating, fishing, hunting, and use of dune buggies, shell collecting, painting, wildlife observation, and sightseeing, to coastal resorts and water-oriented restaurants.
>
> **Low-Intensity Recreation** does not require developed facilities and can be accommodated without change to the area or resource. For example, boating, hunting, hiking, wildlife photography, and beach or shore activities can be low-intensity recreation.

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

RECREATION NEEDS. Existing and future demand by citizens and visitors for recreation areas, facilities, and opportunities which can contribute to human health, development, and enrichment.

RESOURCE CAPABILITIES ASSESSMENT. An assessment used to determine if a use or activity is consistent with the resource capabilities of an area. The assessment is required for Special Use Permits and Conditional Use Permits in the Natural Estuary and Conservation Estuary Zoning Districts, except where an Estuarine Impact Assessment is required instead. In the Natural Estuary District, a use or activity is consistent with the resource capabilities when the resources of the area are able to assimilate the use or activity and its effects and continue to function in a manner to protect significant wildlife habitats, natural biological productivity, and values for scientific research and education. In the Conservation Estuary District, a use or activity is consistent with the resource capabilities when the resources of the area are able to assimilate the use or activity and its effects and continue to function in a manner which conserves long-term renewable resources, natural biologic productivity, recreational and aesthetic values and aquaculture.

RESTORE. Revitalizing, returning, or replacing original attributes and amenities, such as natural biological productivity, aesthetic and cultural resources, which have been diminished or lost by past alterations, activities, or catastrophic events. For the purposes of Goal 16, estuarine restoration means to revitalize or reestablish functional characteristics and processes of the estuary diminished or lost by past alterations, activities, or catastrophic events. A restored area must be a shallow subtidal or an intertidal or tidal marsh area after alteration work is performed, and may not have been a functioning part of the estuarine system when alteration work began. The following are more specific definitions of active and passive restoration:

Active Restoration involves the use of specific positive remedial actions, such as removing fills, installing water treatment facilities, planting vegetation, or rebuilding deteriorated urban waterfront areas.

Passive Restoration is the use of natural processes, sequences, and timing which occurs after the removal or reduction of adverse stresses without other specific positive remedial action.

RIPARIAN. Of, pertaining to, or situated on the edge of the bank of a river or other body of water.

RIPRAP. A layer, facing, or protective mound of stones randomly placed to prevent erosion, scour or sloughing of a structure or embankment; also, the stone so used. In local usage, the similar use of other hard material, such as concrete rubble, is also frequently included as riprap.

RURAL LAND. Land outside the Florence urban growth boundary.

SALT MARSH. A tidal wetland supporting salt-tolerant vegetation.

SEAWALL. A structure separating land and water areas, primarily designed to prevent erosion and other damage due to wave action. See also BULKHEAD.

SEDENTARY. Attached firmly to the bottom, generally incapable of movement.

SEDIMENT. Any particulate matter that can be transported by fluid flow and which eventually is deposited. Sediments are most often transported by water (fluvial processes), transported by wind (aeolian processes), and glaciers. Beach sands and river channel deposits are examples of fluvial transport and deposition, though sediment also often settles out of slow-moving or standing water in lakes and oceans. Sand dunes are examples of aeolian transport and deposition.

SEDIMENTATION. The process of forming sediment in liquid: the process by which particles in suspension in a liquid form sediment.

SHALLOW DRAFT DEVELOPMENT ESTUARY. An estuary designation by the Oregon Estuary Classification System for estuaries that are managed for navigation and other public needs with jetties and a main channel maintained by dredging at 22 feet or less. The Siuslaw River Estuary has been assigned this classification.

SHOAL. A sandbank or reef creating shallow water, especially where it forms a hazard to shipping A shoal or sandbar (also called sandbank) is a somewhat linear landform within or extending into a body of water, typically composed of sand, silt, or small pebbles. A bar is characteristically long and narrow (linear) and develops where a stream or ocean current promotes deposition of granular material, resulting in localized shallowing (shoaling) of the water.

SHOALING. A decrease in water depth, especially near a shoreline.

SHORELINE. The boundary line between a body of water and the land, measured on tidal waters at mean higher high water, and on non-tidal waterways at the ordinary high-water mark.

SIGNIFICANT HABITAT AREAS. A land or water area where sustaining the natural resource characteristics is important or essential to the production and maintenance of aquatic life or wildlife populations.

SOCIAL CONSEQUENCES. The tangible and intangible effects upon people and their relationships with the community in which they live resulting from a particular action or decision.

SPECIAL USE PERMIT. The administrative approval of a use or activity based on criteria and standards set forth in the Florence City Code (as differentiated from a Conditional Use Permit, which requires public hearings and Planning Commission approval).

STORMWATER MANAGEMENT. The planning, design, construction, regulation, improvement, repair, maintenance, and operation of facilities and programs relating to flood control, erosion prevention, conservation, and water quality utilizing the construction of facilities or structures to control the quantity and quality of stormwater.

STRUCTURE. Anything constructed, installed, or portable, the use of which requires a location on the ground, either above or below water.

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

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

TEMPORARY ESTUARY ALTERATION. Dredging, filling, or another estuarine alteration occurring over a specified short period of time which is needed to facilitate a use allowed by the Florence Comprehensive Plan. Temporary alterations may not be for more than three years and the affected area must be restored to its previous condition. Temporary alterations include: (1) alterations necessary for federally authorized navigation projects (e.g., access to dredged material disposal sites by barge or pipeline and staging areas or dredging for jetting maintenance), (2) alterations to establish mitigation sites, alterations for bridge construction or repair and for drilling or other exploratory operations, and (3) minor structures (such as blinds) necessary for research and educational observation.

TERRITORIAL SEA. The ocean and seafloor area from mean low water seaward three nautical miles.

TIDAL MARSH. Wetlands from lower high water (LHW) inland to the line of non-aquatic vegetation.

TRADITIONAL CULTURAL PROPERTY. A place which is culturally significant because of its association with cultural practices or beliefs of a living community that are rooted in that community's history and that are important in maintaining the continuing cultural identity of the community.

TRANSPORTATION SYSTEM PLAN (TSP). The City's adopted plan for one or more transportation facilities that are planned, developed, operated and maintained in a coordinated manner to supply continuity of movement between modes, and within and between geographic and jurisdictional areas. The TSP complies with OAR 660-0012.

TRAFFIC IMPACT STUDY. An analysis of the impacts of specific land use actions on the transportation system.

UNBUILDABLE. Lots that are rendered "unbuildable" by the required setback for significant wetlands and riparian areas.

a) For single family housing. Lots are considered unbuildable if the required setback for the significant wetland or riparian area is such that no contiguous space exists outside the setback that allows for a dwelling unit at least 50 feet by 27 feet.[3]

b) For all affected properties, lots are deemed unbuildable if strict adherence to the applicable setback standards and conditions would effectively preclude a use of the parcel that could be reasonably expected to occur in the zone and that the property owner would be precluded a substantial property right enjoyed by the majority of landowners in the vicinity.

c) For the Munsel Creek side Channel (Reach RMC-Cs in the 2013 City of Florence Significant Wetlands and Riparian Corridors Plan in Appendix 5 of the Comprehensive Plan), the "required setback" for the purpose of the unbuildable definition, is the reduced setback allowed through the ESEE Analysis adopted into this Comprehensive Plan Appendix 5.

URBAN LAND. When used in this Comprehensive Plan, the term "urban land" means "land within the Florence city limits."

URBANIZABLE LAND. When used in this Comprehensive Plan, the term "urbanizable land" means "land within the Florence urban growth boundary and outside city limits."

WATER DEPENDENT SITES. Sites designated in the Florence Comprehensive Plan and zoned to provide for navigation and other identified needs for public, commercial, and industrial water-dependent uses, consistent with the level of development or alteration allowed by the Shallow Draft Development Oregon Estuary Classification. Two sites in the Florence UGB have been designated Water Dependent: the site zoned Marine along the estuary near the west edge of the UGB and the site zoned Waterfront Marine near Old Town.

WATER-DEPENDENT USE. A use or activity which can be carried out only on, in, or adjacent to water areas because the use requires access to the water body for water-borne transportation, recreation, energy production, or source of water, where:

- "Access" means physical contact with or use of the water;

[3] Note: A 50 foot by 27 foot area allows the siting of a typical double-wide manufactured home, a form of affordable housing.

- "Requires" means the use either by its intrinsic nature (e.g., fishing navigation, boat moorage) or at the current level of technology cannot exist without water access;
- "Water-borne transportation" means use of water access:
  (1) Which are themselves transportation (e.g., navigation);
  (2) Which require the receipt of shipment of goods by water; or
  (3) Which are necessary to support water-borne transportation (e.g., moorage fueling, servicing of watercraft, ships boats, etc. terminal and transfer facilities;
- "Recreation" means water access for fishing, swimming, boating, etc. Recreation uses are water dependent only if use of the water is an integral part of the activity.
- "Energy production" means uses which need quantities of water to produce energy directly (e.g. hydroelectric facilities, ocean thermal energy conversion);
- "Source of water" means facilities for the appropriation of quantities of water for cooling, processing or other integral functions.

Typical examples of "water dependent uses" include the following:

(1) "Industrial" - e.g., manufacturing to include boat building and repair; water-borne transportation, terminals, and support; energy production which needs quantities of water to produce energy directly; water intake structures for facilities needing quantities of water for cooling, processing, or more integral functions.
(2) "Commercial," e.g., commercial fishing marinas and support; fish processing and sales; boat sales, rentals, and supplies.
(3) "Recreational," e.g., recreational marinas, boat ramps and support.
(4) Aquaculture.
(5) Certain scientific and educational activities which, by their nature, require access to coastal waters - estuarine research activities and equipment mooring and support.

Examples of uses that are not "water dependent uses" include restaurants, hotels, motels, bed and breakfasts, residences, parking lots not associated with water dependent uses; and boardwalks.

WATER ORIENTED. A use whose attraction to the public is enhanced by a view of or access to coastal waters.

WATER-RELATED. Uses which are not directly dependent upon access to a water body, but which provide goods or services that are directly associated with water-dependent land or waterway use, and which, if not located adjacent to water, would result in a public loss of quality in the goods or services offered. Except as necessary for water-dependent or water-related uses or facilities, residences, parking lots, spoil and dump sites, roads and highways, restaurants, businesses, factories, and trailer parks are not generally considered dependent on or related to water location needs.

WETLANDS. Land areas where water is the dominant factor determining the nature of soil development and the types of plant and animal communities living at the soil surface. Wetland soils retain sufficient moisture to support aquatic or semi-aquatic plant life. In marine and estuarine areas, wetlands are bounded at the lower extreme by extreme low water; in freshwater areas, by a depth of six feet. The areas below wetlands are submerged lands.

Chapter 1
Citizen Involvement

Goal

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

Objectives

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

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

Policies

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

2. A Citizen Advisory Committee, appointed by the City Council, shall serve in an advisory capacity to the Florence Planning Commission to assure the broadest input during periodic review and post acknowledgment Plan and zoning amendments.

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

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

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

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

7. The Citizen Involvement Program shall be reviewed annually.

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

Recommendations

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

Chapter 2
Land Use

Goal

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

Policies

1. Designation and location of land uses shall be made based on an analysis of documented need for land uses of various types, physical suitability of the lands for the uses proposed, adequacy of existing or planned public facilities and the existing or planned transportation network to serve the proposed land use, and potential impacts on environmental, economic, social and energy factors.

2. Land use plans and actions of special districts, County, State and Federal agencies shall be consistent with the Florence Realization 2020 Comprehensive Plan, as amended.

3. The quality of residential, commercial and industrial areas within the City shall be assured through the enforcement of City zoning, design review, applicable conditions of development approval, parking and sign ordinances, and the enforcement of building, fire, plumbing and electrical codes.

4. Landowner requests for Plan amendments shall meet the following criteria in order for action to be initiated:
    a. Be based on new information that was either unavailable or overlooked at the time of Comprehensive Plan adoption;
    b. Include any changes necessary to maintain consistency with City, County, and regional goals, objectives, and functional plans; and
    c. Be of such a nature that action is required prior to the next scheduled major revision of the Plan.

5. The City shall periodically review its Comprehensive Plan, consistent with State regulation, to determine whether it continues to reflect the public needs and desires, whether there has been a substantial change in circumstances including, but not limited to, the conditions, findings, or assumptions upon which the Plan was based, or whether it is no longer consistent with one or more statewide planning goals. Where it is found that the Plan no longer meets one or more of the above objectives, the City shall pursue a timely amendment of the Comprehensive Plan under the State's Periodic Review guidelines.

6. The City shall conduct an internal review at least once every three years to assess the capacity of sewer, water and stormwater systems including three-year projections of additional consumption using a three percent growth rate.

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

Recommendations

1. The City should develop and make available to the public mapping resources through a partnership effort with the Lane Council of Governments (LCOG) and other appropriate agencies.

2. The City should continue to perform appropriate studies and projects, utilizing grants and other funding mechanisms, to improve how land is utilized for meeting the objectives of the Plan.

3. A performance bond, a hold-harmless agreement, or other acceptable financial guarantee should be a standard condition of approval for any development which employs unique or unusual engineering or slope stabilization practices to achieve an element or aspect of that development which is determined by the City to be key to the decision of approval.

4. The City should develop and implement a strategy for enforcement of the provisions of the Zoning Ordinance, applicable development standards and hearing body approvals, and other appropriate Florence City Codes.

5. The City should work with owners and appropriate public, private and nonprofit agencies to bring dilapidated buildings and hazardous structures up to City standards. The City should have the option of condemning, or eliminating through strict enforcement of the appropriate codes, those buildings and structures which cannot, or whose owners will not, be brought into conformance with standards.

6. The City should move to adopt a grading ordinance that governs land disturbance activities coincidental with the issuance of City development approvals.

7. Land clearing and grading should be prohibited in advance of complying with the City's vegetation clearing permit provisions or issuance of a building permit.

8. The City should develop a method for determining what measures should be taken, together with a schedule for action, to prevent reaching maximum capacity levels of sewer, water and stormwater services in advance of scheduled phasing.

9. The City should facilitate a public review of capacity of such urban services as traffic flow, schools, fire, police, and parks in conjunction with the review of City service capacities under Policy 6, General Policies of this Chapter.

Background

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

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

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

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

Residential

Goal

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

Policies

1. The City shall encourage the use of residential planned unit development subdivisions and may trade off some conventional zoning requirements and density limitations in order to achieve:

    - high quality, innovative residential lot and building design,
    - incorporation of unique land forms into the final subdivision design,
    - significant open space,
    - on-site amenities reflecting the value for both active and passive recreational facilities,
    - natural resource protection, where identified as part of a preliminary site investigation report,
    - a mix of dwelling unit types and densities, and a mix of residential, commercial, and recreational uses, where appropriate.

2. The City shall initiate an evaluation of its residential ordinances following adoption and acknowledgment of this Plan with respect to increasing residential densities through the use of smaller lot sizes, encouraging cluster developments, and providing developers with density bonus options based on public benefit criteria.

3. Where conventional subdivision techniques are employed for a residential development, no more than the base level of density under the applicable zoning district shall be considered available.

4. Residential developers shall, in order to obtain subdivision approval, to provide streets of a suitable width and cross-section, sidewalks, other transportation facilities consistent with the Transportation System Plan, conveyance of natural drainage flows through the site, stormwater management systems, appropriate traffic safety signs and street lights, and normal and incidental public and quasi-public utilities including water, sanitary sewer, stormwater, and underground electric, cable, telephone and potentially fiber optic cable.

5. Residential developers shall, in order to obtain planned unit development approval, to provide recreational area as a percentage of the required open space consistent with the amount indicated in Florence City Code. The recreation area shall satisfy one or more recreational needs identified in the latest Florence Parks and Recreation Master Plan.

6. New multi-family developments with four or more dwelling units on a single lot shall contribute recreation area appropriate to the needs of intended occupants as determined in the standards set out in the Florence Parks and Recreation Master Plan and Florence City Code.

7. Residential development shall be discouraged in areas where such development would constitute a threat to the public health and welfare, or create excessive public expense. The City continues to support mixed use development when care is taken such that residential living areas are located, to the greatest extent possible, away from areas subject to high concentrations of vehicular traffic, noise, odors, glare, or natural hazards.

8. Existing residential uses in residential zoning districts and proposed residential areas shall be protected from encroachment of land uses with characteristics that are distinctly incompatible with a residential environment. Existing residential uses in commercial and industrial zones shall be given the maximum practicable protection within the overall purposes and standards of those districts.

9. The use of upper levels of commercial structures for residential living shall be encouraged where such a mix will add to the overall vitality of the immediate area.

8. An adequate supply and mix of housing types (single family, duplex, multiple family) shall be maintained throughout the 20-year planning period for all projected ages and income levels.

9. The City shall permit a manufactured home to be located in any residential area in accordance with Oregon law, the provisions of the City's zoning code and applicable building and specialty codes.

10. Single family residential uses (including manufactured homes) shall be located in low and medium density residential areas, and shall be discouraged from high density residential areas to protect that land for the intended uses.

11. New residential subdivisions shall dedicate rights-of-way and construct pedestrian and bicycle trails in accordance with the City's Transportation System Plan or where the extension of an existing pedestrian and bicycle facility is warranted as a logical extension of that city wide transportation system.

Recommendations

1. During construction of residential infrastructure for new subdivisions, clearing and grading activities should be limited to that work required to build streets, water and sewer lines, electric, cable and phone, and stormwater management improvements, leaving residential lots, common areas and other open space undisturbed until subsequent City approvals are obtained for housing development.

2. Where multiple family residential densities and uses are appropriate within city limits, use of such lands for new single family residential development should be prohibited by zoning.

3. Development standards should be amended as necessary to encourage the protection of significant natural land forms, historic drainage patterns, and large areas of significant native vegetation or individual specimen trees.

4. City Codes should be amended to encourage innovative housing types and subdivision layouts which embrace new trends in residential living and promote neighborhoods within the Florence community.

Residential Plan Designation Categories and Background

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

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

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

Some residential designations have also been modified or deleted from the 1988 Comprehensive Plan Map. Approximately 65 acres of residentially designated lands have been re-designated to provide for mixed use development for office/institutional/associated limited commercial together with medium and high density residential uses within the West 9th Street Area. Approximate-

ly 30 acres of land abutting Highway 101 near its intersection with Munsel Lake Road are now designated for commercial use within the North Commercial Node. Other lands not specifically designated Residential are also available for meeting the future residential land needs. For example, the Plan's Downtown designation promotes a mix of residential and retail/tourist commercial uses. Already successfully underway in the Old Town area of Florence is the development of upper level residential apartments along with new or redeveloped commercial uses in many locations. As an implementation measure, the City's Waterfront-Marine zoning district provides for this mix. Mixed use developments are also provided for in the new Mainstreet zoning district and in the existing Commercial designation and Commercial Zoning District. Additional lands have been designated for high density housing.

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

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

Low Density Residential

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

Medium Density Residential

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

High Density Residential

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

Heceta Beach Neighborhood Cluster

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

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

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

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

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

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

development or subdivision, minimum development standards need to be provided and public or private facilities adequately maintained for the life of that development.

Commercial

Goal

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

Policies

1. The City shall maintain an adequate inventory of commercial lands for the planning period to accommodate a sustainable level of commercial goods, services and trade to Florence and surrounding area residents, tourists, and to a limited extent, regional markets.

2. In order to provide for timely expansion and growth of commercial development, the City shall undertake Comprehensive Plan review required by state law.

3. The City shall promote the efficient use of available lands designated for the establishment of commercial uses.

4. The City shall encourage commercial developments which enhance their surroundings through the on-site use of attractive architecture, relative scale, abundant landscaping, vehicular access improvements and appropriate signage.

5. The City shall consider landowner and merchant incentives for revitalizing older commercial areas, employing adaptive reuse techniques, and reintroducing stores and services where supporting infrastructure, compatible uses, and vehicular and pedestrian access exist.

6. All commercial developments shall be expected to meet a minimum level of improvement and development standards, either initially or at the time of reuse or redevelopment.

7. Commercial areas shall be planned in relation to the capacity of existing and future transportation systems and public infrastructure (sewer, water, stormwater).

8. Any northward expansion of commercially designated lands along Highway 101 and eastward along Highway 126 shall be consistent with the land use element of the Comprehensive Plan.

9. Commercial facilities along highways and arterials shall be designed to avoid congestion through alternative local street access or consistent with the City’s access management guidelines found within its Transportation System Plan.

10. Within the Old Town area, commercial redevelopment or infill shall encourage compatibility with the character of the surrounding area, including architectural characteristics, the unique physical nature of the Old Town area, and views of the Siuslaw River, and shall not adversely impact the development potential of adjoining properties.

11. Development on the Middle School sites shall be consistent with the Florence Downtown Implementation Plan, September 1999.

Recommendations

1. In order to encourage the revitalization and redevelopment of older commercial areas, the City should initiate and entertain constructive amendments to its ordinances and standards.

2. Within the Old Town area, the commercial core area south of 21st Street, and in the West 9th Street Area, the City should encourage the mixed use of commercial buildings with residential living opportunities on the upper floor(s).

3. The City should ensure that vacant commercial lands are efficiently utilized by encouraging parcel consolidation, proper subdivision design, and redirecting inappropriate uses to more compatibly planned and zoned lands within the Florence area.

4. The City should discourage the establishment of itinerant businesses that do not meet the same design standards as permanent commercial uses.

5. The City should rely on its site design guidelines and standards for objectively evaluating each new development proposed pursuant to its design review process.

6. Commercial developments, commercial planned unit developments, and commercial subdivisions should include adequate provisions for pedestrian and bicycle access including sidewalks, bike lanes, bike racks, benches and appropriate safety signage and lighting.

7. Local improvement districts for streets, sidewalks, curbs and gutters, parking and other public improvements should be encouraged in commercial areas for the purpose of rejuvenating commercial neighborhoods.

8. Neighborhood commercial development should be permitted in residential areas where a need exists, if properly situated, and subject to appropriate neighborhood commercial zoning.

9. Heavy commercial uses such as contractors' yards; sand, gravel and landscape material supply yards (wholesale and retail); lumber yards; concrete batch plants; truck and equipment rental and leasing with outside storage of vehicles and equipment; salvage operations; and other similar uses should be encouraged to locate or relocate in the Airport Industrial Park or in the Service Industrial District on Highway 101. Expansions of such uses in other districts should be limited to expansions on the existing site only.

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

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

11. The City should initiate an ordinance revision that requires any change in commercial use, redevelopment, or reopening of a vacant commercial use, to comply with at least the minimum zoning ordinance provisions in effect at that time.

12. Waterfront commercial development within Old Town should be architecturally compatible with existing waterfront buildings and structures in terms of scale, massing, building materials, and signage, and should maintain reasonable views of the Siuslaw River by the general public through the groupings of buildings, reasonable height limitations, and pedestrian access. Parking should be in commonly owned interior parking lots where possible.

13. The City will work with the School District and the Port of Siuslaw for redevelopment of the Middle School site and may provide infrastructure to help meet the City's goals of an anchor hotel development.

Commercial Plan Designation Categories and Background

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

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

Neighborhood Commercial Gateway

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

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

Commercial

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

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

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

North Commercial Node

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

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

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

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

Recreational Commercial

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

Highway

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

Industrial

Goal

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

Policies

1. The City shall encourage development of the City's Pacific View (Kingwood) Business Park, which has been planned and zoned, and for which infrastructure is provided, to readily accommodate suitable light industrial, and research and development uses and to provide for businesses and industries that provide family wage year-round employment.

2. The City shall encourage development of the Port of Siuslaw's industrial lands located west of the Pacific View Business Park. The City will work with the Port through a cooperative effort in planning, marketing, and providing infrastructure whenever it is in the City's interest to do so.

3. The City shall encourage continued use of the City's Airport Industrial Park for location and operation of heavy commercial and light industrial uses.

4. The City shall maintain lands planned and zoned for industrial uses within Industrial zones free from the encroachment of incompatible land uses such as residential, public or private schools and day care centers, active parks, or retail use as a principal use.

5. The City shall encourage heavy commercial uses, such as contractors' yards; sand, gravel and landscape material supply yards (wholesale and retail); lumber yards; concrete batch plants; truck and equipment rental and leasing with outside storage of vehicles and equipment; salvage operations; and other similar uses should be encouraged to locate or relocate in the Airport Industrial Park or in the Service Industrial District on Highway 101. Expansions of such uses in other districts should be limited to expansions on the existing site only.

6. New industrial development shall observe the City's performance standards regulating noise, glare, dust, odor, and fire hazards to insure that the City's clean air, water and other natural resources are not adversely affected by such development.

Recommendations

1. The City should continue to support lands within City limits planned and zoned for industrial developments by providing adequate vehicle access, water, sanitary and storm sewer, and prevent the encroachment of incompatible land uses which could limit the effectiveness of such areas to attract development as planned. Developers may be required to share a portion of those costs on a pro-rated basis.

2. The City should continue to provide municipal airport access to adjoining industrial uses as a feasible alternative mode of transporting manufactured goods and supplies to and from the Florence area.

3. Industrially-related traffic, typically involving heavy vehicles, should not be routed to and from industrial areas through residential neighborhoods and commercial core areas with the exception of Highways 101, 126/9th Street, Kingwood, 27th and 35th Streets.

4. Sufficient site planning should be conducted as part of development of an industrially zoned property to allow for adequate on-site circulation, parking and loading for autos and heavy vehicles, access for emergency vehicles, and stormwater drainage to provided facilities.

5. Where industrial sites front on Kingwood Street or Pacific View Drive or Highway 101, adequate measures should be taken by developers to landscape the lot frontage, and, when present, incorporate native vegetation into such plans.

6. Industrial developments should provide a landscaped buffer and/or a minimum 6 foot high solid wood fence or architectural block wall as proposed in the table below when proposed abutting land planned or used for residential development.

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

Industrial Plan Designation Categories and Background

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

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

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

Service Industrial

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

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

Business/Industrial Park

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

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

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

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

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

Marine

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

Other Plan Designations

Goal

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

Policies

1. The City should recognize unique land uses, sites, and/or ownership patterns and should provide for flexibility in the land use system to address unique situations while remaining consistent with City goals and policies.

2. Establishment of additional land use designations shall follow standard government process as set forth in this Comprehensive Plan, local ordinances, and state statute.

Other Plan Designation Categories and Background

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

Public

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

Private Open Space

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

West 9th Street Area

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

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

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

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

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

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

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

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

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

Glenwood Street is the main north south through-street connections within the West 9th Street Area. 9th Street shall be the only east-west through street connection within this planning area. 12th Street, from Rhododendron Drive east to Kingwood, should not be opened except for a multi-use path. Other street recommendations are found in the sub-area planning sections of the Specific Plans section of this chapter.

Downtown

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

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

Under the guidance of the Downtown Implementation Plan, the Waterfront Zoning District has been expanded and renamed "Old Town District," and the language in the implementing Zoning District has been revised to provide for: building alignment at the rear of sidewalks, wider sidewalks, interior parking lots, and architectural guidelines. No changes are proposed to the Port of Siuslaw property zoned Waterfront-Marine, consistent with the ESWD amendments adopted by the City and County in 1996 and later acknowledged by DLCD. This action increased the area now zoned Waterfront-Marine. Lands zoned Old Town on the Zoning Map are suitable for retail, office, and service commercial uses, hotels, bed and breakfast uses, and other tourist-oriented establishments. Residential use of lands in the form of second story apartments over ground floor commercial uses is strongly encouraged. During the early part of the 20-year planning period, the Port of Siuslaw's boardwalk project near Nopal Street should be completed

and have very positive effects on the Old Town area, while providing convenient access to views of the Siuslaw River estuary.

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

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

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

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

Specific Plans

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

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

North Commercial Node (NCN) Planning Area

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

West 9th Street Planning Area

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

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

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

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

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

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

Subarea 1

This L-shaped area lies west of the City's property reserved for the airport landing glidpath, and northeast of the Justice Center. It is bounded on the east by Ivy Street, contains four full bocks, is currently undeveloped and is suitable for medium and high density residential development. The block adjacent to 9th Street may also be developed with office uses. Hemlock Street shall run north-south through the subarea, providing access to 9th Street and Park Village. Ivy Street be developed with a multi-use path due to environmental impacts if this street was constructed. 10th Street and 11th Street should not be built to cross the eastern drainage way. The drainage way is to be protected with undisturbed buffers of 50'.

Subarea 2

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

Any development should also be sensitive to the City's park land property located on Blocks 58 and 59. 12th Street should not be opened to vehicular traffic. 11th Street may be opened for vehicular traffic from Rhododendron Drive to provide access to this subarea, but should either be terminated at Driftwood Street right-of-way or drawn northward away from the City's park land. 11th Street shall not cross the drainage way. Driftwood Street may extend north from 9th Street and curve into 10th Street avoiding the wetland.

The multi-use path within the 12th Street right-of-way provides a buffer between this property and the Greentrees residential mobile home planned unit development to the north. The drainage way bordering the east side of this subarea is to be protected with an undisturbed buffer of 50'. There shall be a multi-use path that connects from 12th Street to the City Park. That path is shown on Map 2-4 as being located within the Driftwood

Street right-of-way as the most logical location given the topography, but could instead be located at Elm Street or Fir Street or anywhere in between.

Subarea 3

This subarea is a rectangular shaped area on the western edge of the West 9th Street Planning Area, between the Peace Health medical complex and Rhododendron Drive. It slopes upward from Rhododendron Drive. Formerly planned and zoned for large lot residential development, it is now planned for medium or high density residential development. It may also be appropriate for office development, hospital or clinic expansion or medical complexes, provided vehicular access is obtained internal to the subarea rather than from Rhododendron Drive.

Subarea 4

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

Greenwood Street shall run north-south to the east of this subarea, providing access to 9th Street, but not to Rhododendron Drive to the south. Fir Street will be left unopened due to environmental impacts of constructing that portion. It may be vacated, provided the drainage way is placed in a protective easement or dedicated to the City as park land. 6th, 7th, and 8th Street may extend west from Greenwood Street in order to provide access to the properties within the subarea.

The drainage way is to be protected with an undisturbed buffer of 50 feet. A multi-use path extending north from Rhododendron Drive through the alleys between Elm and Fir Streets shall be constructed as part of an adjoining development. This path would connect to 8th Street.

Downtown Planning Area

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

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

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

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

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

The objectives of the *Downtown Implementation Plan* are:

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

2. To revitalize deteriorating sections of the downtown area.

3. To enhance the downtown through the promotion of mixed-use development, pedestrian and bicycle accessibility, provision of useful public space, and attractive site and architectural design to create one of Florence's special places.

4. To provide safe, convenient and attractive choices for people to walk, bike, and drive throughout the downtown. Such connections should tie together downtown attractions such as the Florence Events Center, Old Town, the Boardwalk, the Downtown Green, the Post Office, parks, lodging establishments and retail businesses.

5. To facilitate public/private partnerships to carry out the plan.

6. To achieve a balanced transportation/land use solution for Highway 101 that maintains its historic function as both the Coast's primary transportation route, and as the center of Florence's downtown.

7. To develop safe, convenient and attractive public parking areas to accommodate visitors and residents accessing the downtown from Highway 101 and adjacent neighborhoods.

8. To ensure that the transportation objectives of the downtown plan are consistent with the Transportation System Plan (TSP), the Oregon Highway Plan, and ODOT's adopted plans for Highway 101 and Highway 126.

9. To identify suggested transportation improvements needed to facilitate redevelopment of the downtown area consistent with land use and retail market strategies.

10. To encourage mixed-use development that enables citizens to live, work, shop, and recreate all within easy walking distance within the downtown.

11. To improve access to and visibility of Old Town from Highway 101.

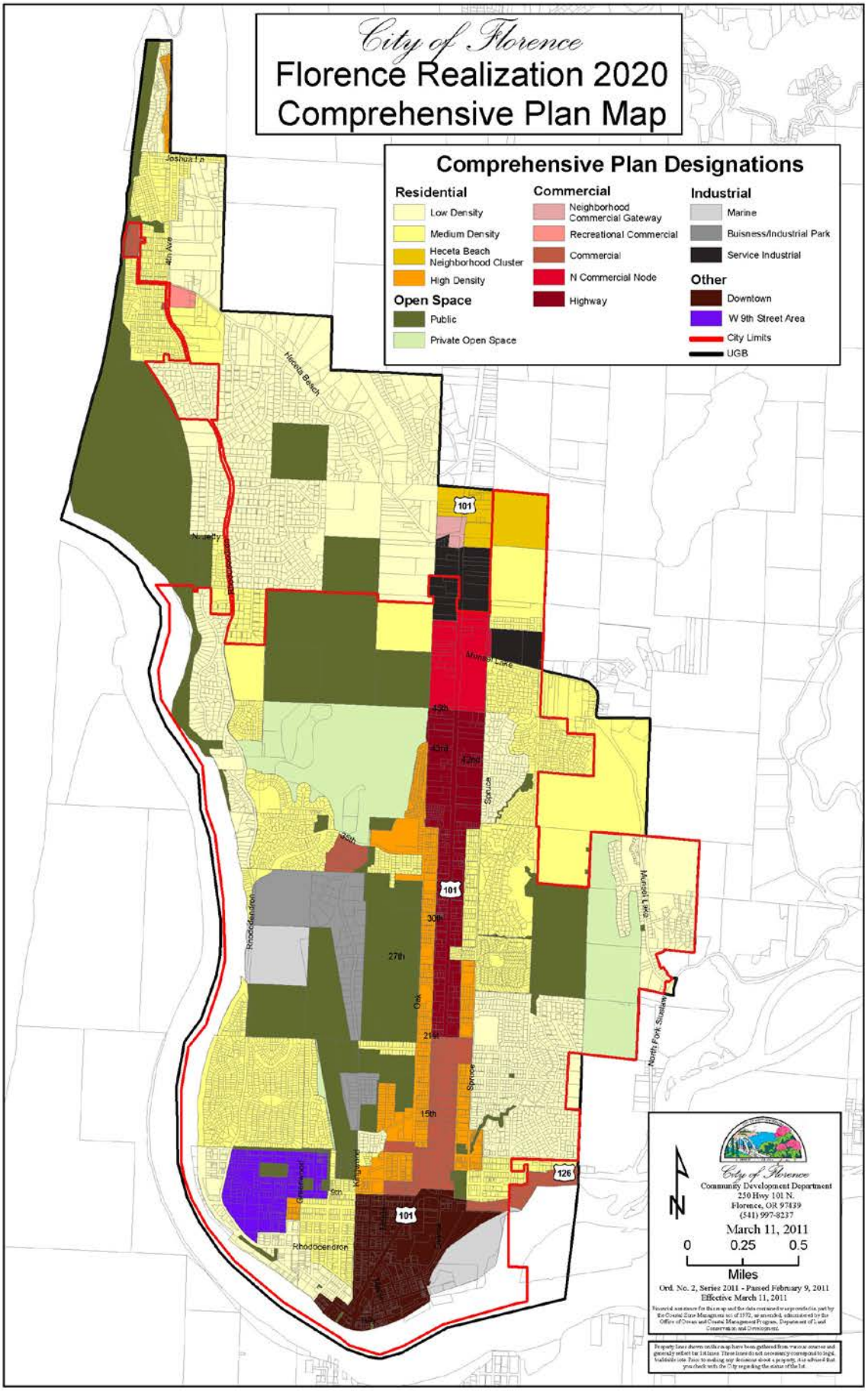
The *Downtown Implementation Plan* divides the downtown into several subareas determined by their specific characteristics and provides direction for activities necessary in each subarea in order that the overall Plan goal and objectives can be accomplished. Those subareas are:

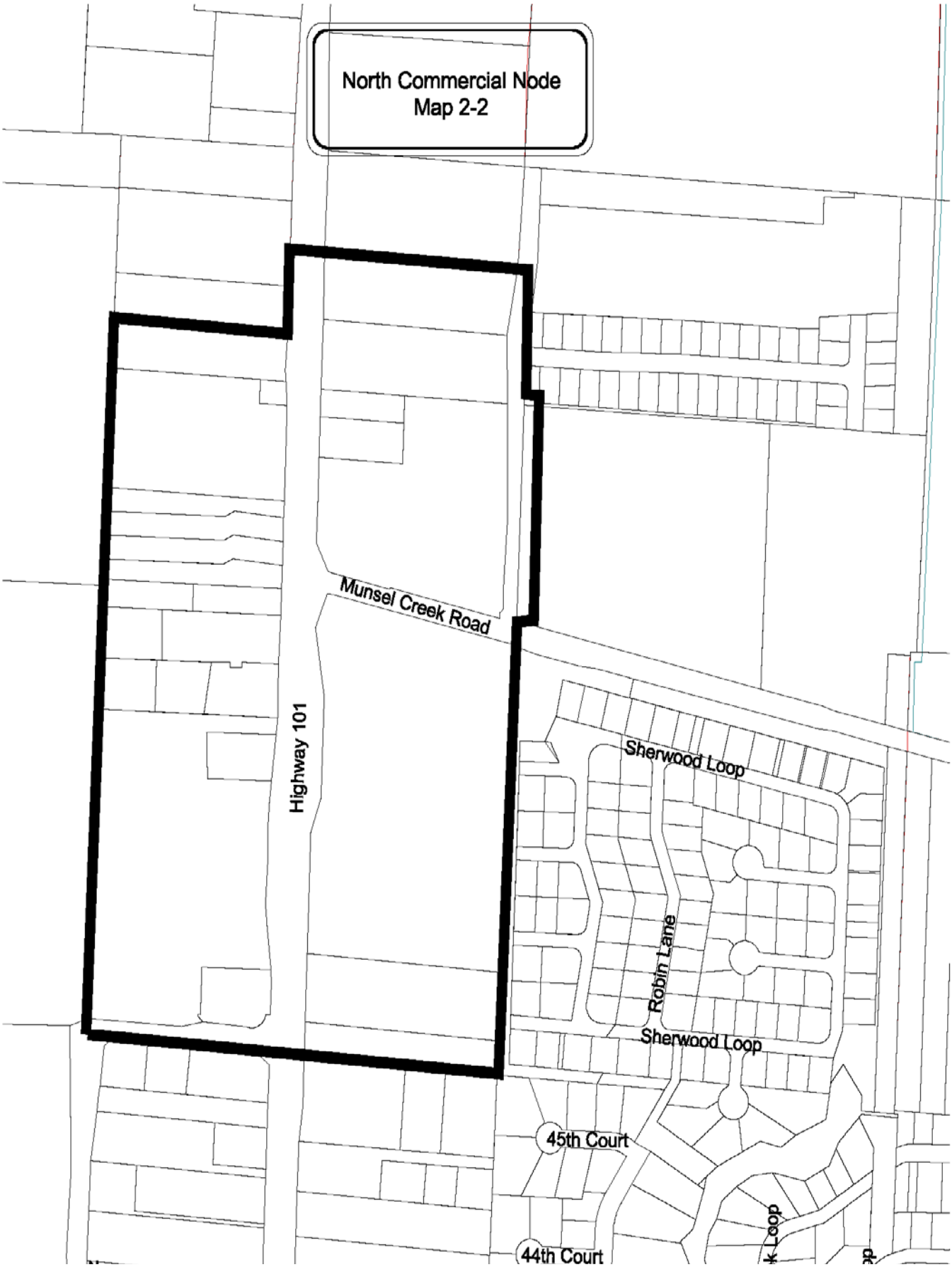
1. Commercial Transition Area
2. Highways 101/126/Quince/Spruce intersections/Highway 126 Gateway
3. 9th Street/Kingwood Neighborhood
4. The Downtown Green/Mainstreet
5. Events Center District
6. Siuslaw Bridge Gateway
7. Old Town

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

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

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


City of Florence
Florence Realization 2020
Comprehensive Plan Map
Comprehensive Plan Designations
Residential
Low Density
Medium Density
Heceta Beach Neighborhood Cluster
High Density
Open Space
Public
Private Open Space
Commercial
Neighborhood Commercial Gateway
Recreational Commercial
Commercial
N Commercial Node
Highway
Industrial
Marine
Buisness/Industrial Park
Service Industrial
Other
Downtown
W 9th Street Area
City Limits
UGB
Joshua Ln
4th Ave
Heceta Beach
Nuelty
Munsel Lake
43rd
42nd
Spruce
35th
30th
27th
Oak
21st
15th
9th
Rhododendron
Greenwood
Kingwood
North Fork Siuslaw
101
126
City of Florence
Community Development Department
250 Hwy 101 N.
Florence, OR 97439
(541) 997-8237
March 11, 2011
0 0.25 0.5
Miles
Ord. No. 2, Series 2011 - Passed February 9, 2011
Effective March 11, 2011


North Commercial Node
Map 2-2
Munsel Creek Road
Highway 101
Sherwood Loop
Robin Lane
Sherwood Loop
45th Court
44th Court

West 9th Street Planning Area
Map 2-3
Sub Area 2
Sub Area 1
Residential
Sub Area 3
Sub Area 4
Office
11th Street
9th Street
Alder Street
Driftwood Street
Elm Street
Fir Street
Greenwood Street
Hemlock Street
Ivy Street
2nd Street
N
Streets
Flolots-S
Sub Area 1
Sub Area 2
Sub Area 3
Sub Area 4
Boundry

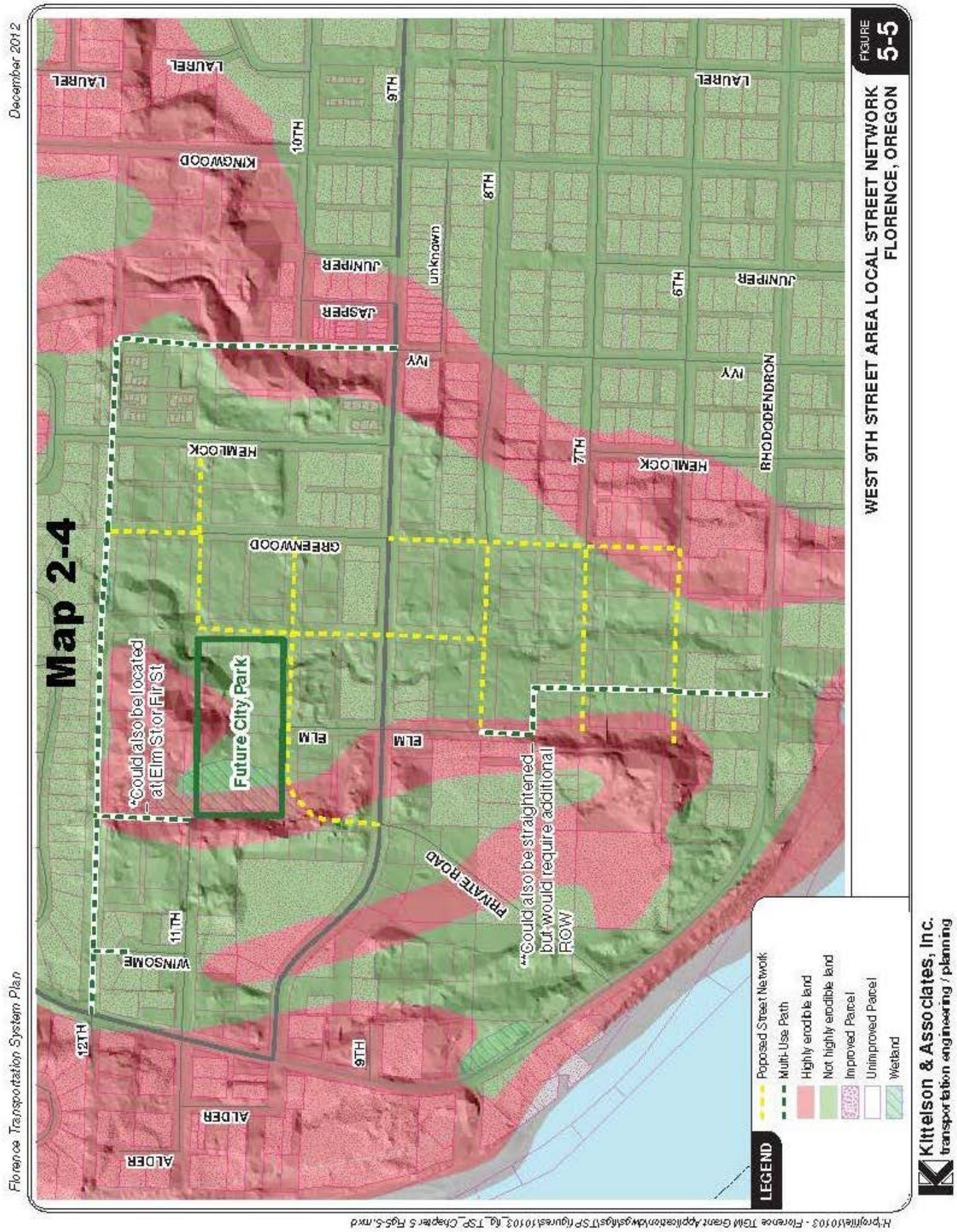


FIGURE 5-5

WEST 9TH STREET AREA LOCAL STREET NETWORK
FLORENCE, OREGON

Kittelson & Associates, Inc.
transportation engineering / planning

Florence Transportation System Plan

December 2012

H:\projfile\10103 - Florence TGM Grant Application\dwgs\figs\TSP figures\10103_fig_TSP_Chapter 5 Figs-5.mxd

Chapter 3
Agricultural Lands

(Not Applicable to Florence)

Chapter 4
Forest Lands

(Not Applicable to Florence)

Chapter 5
Open Spaces and Scenic, Historic, and Natural Resources

Florence's 20-year plan focuses on existing natural resources and their protection, which Oregon law now requires. This plan presents inventories of those selected resources, an understanding of each resource's environmental role in defining Florence's future, the identification of ways in which to protect those resources and to develop a local implementation program.

This chapter provides policy direction for the following specific resources:

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

Goal

To conserve natural resources such as wetlands, riparian areas, groundwater supplies, air and water, and fish and wildlife habitat in recognition of their important environmental, social, cultural, historic and economic value to the Florence area and the central Oregon Coast.

Wetlands and Riparian Areas

Objectives

1. To maintain an accurate inventory of wetlands for use in land use planning and development review.

2. To protect significant wetlands for their critical value in maintaining surface and groundwater quality and quantity, providing wildlife habitat, performing flood control, and enhancing the visual character of the Florence community.

1. To maintain an accurate inventory of riparian corridors for use in land use planning and development review.

2. To protect significant riparian corridors for their critical value in maintaining surface and groundwater quality and quantity, for providing wildlife habitat, for performing flood control, and for enhancing the visual character of the Florence community.

Policies

1. For the purpose of land planning and initial wetland and riparian identification within the Florence Urban Growth Boundary (UGB), the City and Lane County shall rely on the 2013 Florence Local Wetland and Riparian Area Inventory (2013 Inventory), approved by the Oregon Division of State Lands, and as amended hereafter. The 2013 Inventory within the Florence UGB, as amended, is adopted as part of this Comprehensive Plan and is physically located in Appendix 5.

2. Disturbance of significant[1] wetlands for land development activities shall be permitted within the Florence UGB only as determined by the permitted provisions of permits issued by the Department of State Lands and/or the Army Corps of Engineers.

3. In accordance with ORS 215.418, the City and County shall notify DSL when wetlands are present on a property that is subject to a local land use or building permit approval. The City shall notify DSL when riparian areas are present on a property that is subject to a local land use or building permit approval.

4. The City and County shall consider formal wetland delineation reports approved by the Oregon Department of State lands as a valid source of wetland information specific to a land use action or limited land use action. Such reports, if approved by DSL, will be incorporated by reference into the City's 2013 Florence Area Local Wetlands and Riparian Inventory.

5. No significant wetland or riparian corridor as defined by the 2013 Florence Area Local Wetlands and Riparian Area Inventory shall be drained by re-routing of natural drainage ways.

6. The City shall protect the functions and values of significant[2] Goal 5 riparian corridors and wetlands for flood control, water quality, and fish and wildlife habitat through Code provisions that protect these resources from development in accordance with Statewide Planning Goal 5 administrative rules (OAR 660 Division 23) and the Economic, Social, Environmental, and Energy (ESEE) Analysis and Limited Protection Program.

   The ESEE Analysis is included and significant wetlands and riparian corridors are listed and mapped, in the[3] "2013 City of Florence Significant Wetlands and Riparian Corridors Plan" adopted by reference into this Comprehensive Plan. The Program exempts public

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[1] Significant wetlands and riparian corridors as identified by the 2013 Florence Area Wetlands and Riparian Inventory, Pacific Habitat Service, Inc. Comprehensive Plan Appendix 5.

[2] "Significant" means wetlands that meet the definition of significant in Statewide Planning Goal 5.

[3] The ESEE and Limited Protection Program are contained in the 2013 City of Florence Significant Wetlands and Riparian Corridors Plan in Appendix 5 of the Comprehensive Plan.

infrastructure, as defined in the ESEE Analysis, from local wetland protection measures, and allows special setback reductions and other allowances for development along the Munsel Creek Side Channel (Reach RMC-Cs in the 2013 Riparian Inventory).

7. The City shall include a procedure in the Code to consider hardship variances, claims of map error, and reduction or removal of the restrictions for any existing lot of parcel demonstrated to have been rendered unbuildable[4] by application of the significant wetlands and riparian areas standards in the Code.

8. The City shall encourage restoration and protection of privately-owned wetlands and riparian areas through Code incentives, and, as resources allow, through education and partnership with the Siuslaw Watershed Council and the Siuslaw Soil and Water Conservation District.

9. Plan Amendment Option: Any owner of property affected by the Significant Wetlands and Riparian Areas Standards in City Code may apply for a quasi-judicial comprehensive plan amendment. This amendment must be based on a specific development proposal. The effect of the amendment would be to remove the requirement to comply with these standards from all or a portion of the property. The applicant shall demonstrate that such an amendment is justified by completing an Environmental, Social, Economic and Energy (ESEE) consequences analysis prepared in accordance with OAR 660-23-040. If the application is approved, then the ESEE analysis shall be incorporated by reference into the Florence Comprehensive Plan, and the Florence Significant Goal 5 Wetlands and Riparian Areas Maps shall be amended to remove the wetland or riparian area from the inventory.

   The ESEE analysis shall adhere to the following requirements:

   A. The ESEE analysis must demonstrate to the ultimate satisfaction of the Florence City Council that the adverse economic consequences of not allowing the conflicting use are sufficient to justify the loss, or partial loss, of the resource. The City will confer with the Department of Land Conservation and Development (DLCD) prior to making their ultimate decision.

   B. The ESEE analysis must demonstrate why the use cannot be located on buildable land outside of the significant wetland or riparian area and that there are no other sites within the City that can meet the specific needs of the proposed use.

   C. The ESEE analysis shall be prepared by a qualified professional experienced in the preparation of Goal 5 ESEE analyses, with review by DLCD.

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[4] The term "unbuildable" is defined in the definitions section of Chapter 1 of the Comprehensive Plan and in FCC 10-1. See Consistency Amendments, below.

Recommendations

1. The City should consider restoring and protecting City-owned wetlands and riparian areas, using the preliminary assessment in the 2013 *City of Florence Significant Wetlands and Riparian Corridors Plan* in the Comprehensive Plan Appendix 5.

Background

The Wetland and Riparian Areas section of Chapter 5 of the Comprehensive Plan is based on the inventories, assessments, significance, and protection measures set out in the 2013 Florence Area Local Wetlands and Riparian Inventory (2013 Inventory) and the 2013 City of Florence Significant Wetlands and Riparian Corridors Plan (2013 Plan), both located in Appendix 5 of the Comprehensive Plan. The 2013 Inventory and the 2013 Plan and ESEE Analysis and Limited Protection Program are adopted as part of this Comprehensive Plan.

Community concern for the Siuslaw estuary, the North Florence Sole Source Dunal Aquifer, and the area's streams, lakes, and wetlands is well-documented in Comprehensive Plan policies and Code provisions. In response to this concern, in October, 2009, the City and its partners from 19 federal, state, tribal, and local agencies embarked on a multi-year project called the Siuslaw Estuary Partnership (EPA Cooperative Agreement #WC-00J04801-0). The mission of the Partnership is to protect and improve water quality and fish and wildlife habitat in the lower Siuslaw watershed. This project is funded by project partners in the US Environmental Protection Agency (EPA). The Siuslaw Estuary Partnership Guiding Principles, endorsed by the City and its partners, provided guidance for the policies in this chapter of the Comprehensive Plan.

The 2013 Local Wetlands and Riparian Inventory updated the "City of Florence Local Wetlands and Riparian Area Inventory," prepared on December 30, 1996 by Pacific Habitat Services, Inc. and approved by DSL in 1997 (1997 Inventory). That inventory used the Oregon Freshwater Wetland Assessment Methodology (OFWAM). For the 2013 Inventory, an alternative wetland assessment, the Oregon Rapid Wetland Assessment Protocol (ORWAP; 2009), was used. The ORWAP provides much more detailed data on wetland functions, values, and condition. The 1997 Inventory identified 270 wetlands, totaling 572 acres, and about 315 acres of riparian area. In the 2013 Plan, all of the 16 wetlands that are not subject to Goal 17 within the UGB were considered "significant" under Goal 5.

The improved inventories and assessment information in the 2013 Inventory assist the City in complying with Statewide Land Use Planning Goal 5 and will help the City and the County to make more informed land use decisions within the city and unincorporated lands within the study area.

On September 1, 1996, the Land Conservation and Development Commission adopted a revised Statewide Planning Goal 5. The Goal requires local jurisdictions to inventory the natural resources covered under the Goal, determine the significance of these resources, and develop plans to achieve the Goal. In other words, local jurisdictions must adopt land use ordinances regulating development in and around significant resource areas.

The purpose of the 2013 Inventory and Plan was to update the 1997 Inventory and to adopt protection measures, as required by state law. This inventory involves only freshwater wetland and riparian areas; it does not include the estuary or estuarine wetlands. Specific objectives were to:

- Update the 1997 biological and functional assessment;
- Assess omitted wetlands;
- Include Delineations made since 1997;
- Adopt policies and measures to protect the unique functions and values of the resources; and
- Conduct preliminary work to assess the potential for restoration of riparian areas and wetlands on City-owned property. This preliminary work is set out in Chapter 5 of the 2013 Plan in Appendix 5.

The 2013 Inventory provides a comprehensive functional assessment of wetlands and riparian areas. This is especially important in this watershed because this 2013 Plan, once adopted, will ensure: retention of the capacity of existing natural wetlands and riparian areas to store and slow the velocity of stormwater prior to discharge to area creeks and the estuary; critical water quality benefits for the North Florence Sole Source Dunal Aquifer, the source of the City's drinking water; and protection of the quality of area surface waters, habitat to numerous fish and wildlife. The protection measures in this 2013 Plan will enhance the carrying capacity of the land to fully address the anticipated impacts from planned urbanization. The functional assessment thus provides critical information to help guide future urbanization policy and stormwater management policy and capital programs.

Public involvement for the Wetlands and Riparian Areas project consisted of three annual open houses; three annual newsletters distributed to all residents and/or property owners in the study area; targeted outreach; a Stakeholder process; media outreach; and public hearings before the Planning Commission and City Council. In addition, public involvement efforts were conducted specifically for wetlands and riparian areas. Prior to beginning the inventory field work, selected landowners (i.e. those suspected of having wetlands or waters of the state on their property) were mailed notices describing the project and asking permission to enter their property. Right of access was granted by landowner permission only. The properties of those not responding were not accessed. Access information was collected in a database and then transferred to a base map for use in the field.

The City of Florence held an open house meeting May 5, 2010 to inform the public and property owners about the wetland inventory process and answer questions from property owners deciding whether or not to grant access to their property. Following completion of initial fieldwork, a second public meeting was held on September 22, 2010 to allow property owners to observe the location of mapped wetlands and comment as appropriate. A third meeting with property owners was held on February 27, 2013 to present the draft Comprehensive Plan and Code amendments and to address comments and concerns.

The Wetlands and Riparian Area Team met from 2010 through January 2013 and concurred with the proposal for determining the significance of, and measures to protect, wetlands and riparian areas in the Florence urban growth boundary (UGB). At their meetings in March, April, and July 2012 and February and March 2013, the Stakeholder Groups reviewed and commented on the draft products and amendments. The draft products were also presented to the public at Open Houses in 2011 and 2012 and summarized in newsletters distributed throughout the study area in 2011 and 2012. The proposal, and all updates to the proposal, have been consistently posted to the project website at www.SiuslawWaters.org with an invitation for public comment on the home page.

Groundwater Resources

Goal

To protect the quality and quantity of the North Florence Dunal Aquifer, which has been designated a sole source aquifer by the Federal Environmental Protection Agency and which serves as a drinking water source for the City of Florence.

Objectives

1. To maintain recharge of the aquifer.

2. To protect the quality of water that recharges the aquifer.

3. To provide watershed/wellhead protection measures to protect water quality in the aquifer.

4. To protect the drinking water of the City of Florence.

Policies

1. The City shall implement the recommendations of the Stormwater management Plan regarding protection of the aquifer for the City's wellfield(s).

2. The City shall implement the *2013 Aquifer Protection Plan for the North Florence Sole Source Dunal Aquifer (Aquifer Protection Plan)*, as amended and certified by the Oregon Department of Environmental Quality (DEQ) and the Oregon Health Authority (OHA). The Aquifer Protection Plan shall be implemented by: the policies in this Comprehensive Plan; Florence City Code provisions, including a Drinking Water Protection Overlay Zone; and City programs, as resources allow.

3. All portions of the *Aquifer Protection Plan*, except the Contingency Plan, are adopted as a supporting document to this Comprehensive Plan; and the Plan will be located in Appendix 5 of the comprehensive plan.

4. The "Certified Wellhead Delineations Report," (Delineations Report) February 2012, prepared by GSI Water Solutions, Inc. and certified by the Oregon Health Authority, is adopted into this Comprehensive Plan and is physically located in Appendix 5. The Delineations, including all Time of Travel Zones (TOTZ), shall serve as the drinking water source inventory for the City of Florence. The maps in the Delineations Report of Drinking Water Protection Areas (DWPAs) for the existing and proposed wellfield are adopted as part of this Comprehensive Plan. The City shall use the map of the delineated DWPA for the proposed wellfield as the reference map for the Drinking Water Protection Overlay Zone.

5. The DWPA, including all delineated TOTZ, for the existing wellfield is a significant groundwater resource as that term is defined by Statewide Planning Goal 5. The DWPA, including all delineated TOTZ, for the proposed wellfield shall be protected through application of Statewide Planning Goal 2, Land Use: Goal 6, Air and Land Resources Quality; and Goal 11, Public Facilities and Services.

6. Prior to issuing new or replacement septic permits, Lane County shall request the City to inform the County in writing whether municipal wastewater service is "physically and legally available," as those terms are defined in OAR 340-071-0160.

7. Consistent with policies in this Comprehensive Plan, the City shall implement state law that requires the City to provide municipal wastewater services at the time a new replacement septic system permit is applied for, if the municipal service is physically and legally available, as prescribed in Comprehensive Plan policies and OAR 340-071-0160.

8. As part of the land use referral process under the existing Joint Agreement for Planning Coordination between the City of Florence and Lane County, the County and the City will work cooperatively to discourage the use of Dense Non-aqueous Phase Liquids (DNAPLs) by commercial and industrial businesses in the 20 year Time of Travel Zone for the proposed wellfield. The City will respond to the referral response for permits in this area by providing information on the effects of DNAPLs in wellfields and on alternative chemicals that may be appropriate for the proposed land use.

Recommendations

1. The City should continue to support attempts by Heceta Water District and Lane County to protect the water quality of Clear and Collard Lakes.

2. The City should continue to work with Lane County and the Oregon Department of Environmental Quality to identify areas of failing onsite sewage disposal systems in the UGB, and pursue annexation and provision of municipal sewer to those areas, with the areas having the potential for contamination of the aquifer having the highest priority.

3. The City and Lane County should consider amending their Joint Agreement for Planning Services to provide a process for ensuring that DNAPLs are not used in the DWPA for the proposed wellfield.

4. The City should investigate the issue of dry wells and sumps for stormwater disposal relative to its potential for contamination of groundwater and attempt to reconcile the State Plumbing Code requirements with Federal prohibitions on discharge of stormwater to surface waters.

5. The City should investigate whether Transfer of Development Rights is a feasible tool for Florence; and, if feasible, work with Lane County to determine applicability in area outside city within UGB.

Background

Florence's groundwater resource has been designated by the Federal Environmental Protection Agency as a sole-source aquifer, the only sole source aquifer in Oregon. Protecting the aquifer's quality and quantity is critical to Florence's future, and sound management is essential to avoidance of irreparable harm to that important natural resource. To this end, in 2013, the City and Lane County jointly adopted the 2013 *Aquifer Protection Plan for the North Florence Sole Source Dunal Aquifer (Aquifer Protection Plan),* in Appendix 5 of this Comprehensive Plan. The source water components of the Aquifer Protection Plan have been certified by the Oregon Department of Environmental Quality (DEQ) and the Oregon Health Authority (OHA) and are adopted as part of this Comprehensive Plan. In addition, the documents titled North Florence Dunal Acquifer – Modeling and Analysis by Ott Water Engineers, 1982 and the August 1987 EPA Resource Document for Consideration of the North Florence Dunal Aquifer as a Sole Source Aquifer, are included in Appendix 5 as supporting documentation for the North Florence Dunal Aquifer and the "Certified Wellhead Delineations Report," (Delineations Report) February 2012, prepared by GSI Water Solutions, Inc. and certified by the Oregon Health Authority, is adopted into this Comprehensive Plan and is physically located in Appendix 5.

The DWPA for the existing wellfield is a "significant groundwater resource," as that term is defined in Oregon Administrative Rules for Goal 5 (Chapter 660 Division 23). The DWPA for the proposed wellfield is adopted as part of this Comprehensive Plan and protected by Plan policies and Code in order to protect this resource to meet the City's future needs for drinking water, consistent with Statewide Planning Goal 11; in order to protect water quality, consistent with Goal 6; and the delineation is based on the best available data, consistent with Goal 2.

The Aquifer Protection Plan was one of the products of the multi-year Siuslaw Estuary Partnership project funded by the Environmental Protection Agency to protect water quality and fish and wildlife habitat in the lower Siuslaw Watershed. The Comprehensive Plan and Florence City Code were amended to implement the Aquifer Protection Plan, including adoption of Comprehensive Plan policies and a new City Code Section 10-32: Drinking Water Protection Overlay District. This District regulates, within city limits, the use and storage of hazardous materials within the Drinking Water Protection Areas (DWPAs) of the City's proposed wellfield. Prohibi-

tion on the use of DNPLs is a key requirement of this overlay zone and the applicable Comprehensive Plan policy, above. DNAPLs do not break down in water as other contaminants do; and they are therefore extremely detrimental to a water source. Remediation of DNAPLs, if feasible, comes at a very high price and can be cause for abandoning a source. For this reason, prevention is the best and most effective protection strategy from this type of contaminant.

The Aquifer Protection Plan also contains Management Strategies such as intergovernmental coordination and education. These Management Strategies are prioritized in the Aquifer Protection Plan and high priority strategies are already being implemented or will be implemented in the immediate future. Other strategies will be implemented over time as resources allow. Through these efforts, Florence and its partners will ensure that the sole source aquifer is protected for current and future inhabitants of the Florence city limits and UGB.

Rare, Threatened, Endangered and Sensitive Species (RTESS)

Goal

To identify and protect known sites and/or habitat of rare, endangered and sensitive species within the City and the UGB.

Objectives

1. To obtain data to allow GIS mapping of known sites/habitat of rare, threatened, endangered and sensitive species (RTESS), while understanding that this information is somewhat generalized to protect the resource.

2. To monitor the plans for protection of the western snowy plover being developed by federal and state agencies, and to understand how it may impact areas within the UGB and to take appropriate action to protect both the resource and the interest of citizens and visitors to the Florence area.

3. To work with property owners, private conservation agencies, the state and federal agencies to identify ways to protect and/or mitigate for RTESS Rare, Threatened, Endangered and Sensitive Species resources, while still providing landowners a value/use for their land.

4. To be able to provide information about known RTESS sites to prospective developers at the pre-application stage or earlier so as to understand their impact on a proposed development, and to incorporate protection measures or to identify other alternative uses for the property.

5. To work with state and federal agencies to educate the public about RTESS resources in the community and the ways that these resources can be protected.

Policies

1. The City shall work with appropriate state agencies to maintain a current listing and location of RTESS resources.

2. The City shall work with the media, the school system, the Siuslaw Watershed Council, the Salmon and Trout Enhancement Program (STEP) and other resources to provide education about the importance of these resources.

3. The City shall provide potential developments with information about retention of such sites early in discussions about development plans, in order to ensure that site designs provide for retention of the RTESS resource, or mitigation if that should be appropriate as determined in consultation with the appropriate state agencies.

4. The City shall investigate the use of conservation easements and Transfer of Development Rights programs as mechanisms to protect RTESS resources.

5. Where sufficient information is available to determine the location, quality and quantity of habitat areas, the City shall protect the sites through the standard Goal 5 process under OAR 660-23-040/050.

Recommendations

1. The City needs an accurate and current inventory of RTESS sites, in order to provide guidance and direction to landowners. The City should work with the state to prepare this inventory.

2. Once the extent of the RTESS inventory is known, then those sites should be protected through the standard Goal 5 process under OAR 660-23-040/050.

3. After an extensive public process, the City should adopt such measures as are determined to be effective in protecting RTESS resources, while recognizing the rights of the property owner.

4. The City should continue to pursue an estuary trail connecting the Boardwalk with the Munsel Creek bike/pedestrian path. The Siuslaw River Estuary is the location of a variety of wildlife habitats and species. A properly signed interpretative trail will provide education on a wildlife system (the estuary), as opposed to isolated site-specific education.

Background

Oregon supports a greater diversity of fish and wildlife than most other states. Nearly 800 vertebrate species live within Oregon's many habitat types. The Wildlife Diversity Program of the Oregon Department of Fish and Wildlife is aimed at conserving Oregon's rich diversity of wild-

life. It does this through identification and management of fish and wildlife species and their habitats. The program also seeks to inform and educate people about wildlife, and to encourage recreational opportunities involving wildlife.

The Wildlife Diversity Program emphasizes protection and management of the 88% of the state's native fish and wildlife species that are not hunted, angled or trapped. These are classified as "non-game" species. The Department also has responsibilities to manage game species which are currently protected such as the several species of salmon protected under federal regulations.

OAR 660-23-110(4) defines wildlife habitat to include:

- threatened or endangered species habitat (more than incidental use),
- sensitive bird nesting, roosting or watering sites for osprey or great blue heron,
- habitat essential to achieving policies of population objectives in wildlife species management plans adopted by Oregon Fish and Wildlife Commission,
- areas mapped by ODFW as habitat for wildlife species of concern or habitat of concern.

Conserving the diversity of wildlife species and their habitats is not only critical to the continued health of lands and waters within and beyond that state's borders, it also enriches the lives of Oregonians who enjoy wildlife in their backyards or in their travels. Many tourists are attracted to the state due to its variety of fish, wildlife, coastal/intertidal species and natural areas such as the Darlingtonia Bog just north of the City and the Oregon Dunes National Revreation Area to the south.

The Oregon Department of Fish and Wildlife has developed the Oregon Wildlife Diversity Plan to provide a blueprint for addressing the needs of native fishes, amphibians, reptiles, birds and mammals. It contains information on all species and habitats in the state. The Diversity Plan was first adopted in 1986, and updated in November 1993 and in January 1999.

The Oregon List of Threatened and Endangered Fish and Wildlife Species and also a listing of Fish and Wildlife Species listed under the Federal Endangered Species Act, but not under the Oregon Endangered Species Act, are included in Appendix 5 of this Plan.

The mapping shows that some upland and estuarine areas within the UGB provide valuable wildlife habitat to several native and nonnative species of birds, mammals, fish, and shellfish.

Methods of Protecting Species and Habitat

The first step in protection is identifying the location of the species, and the extent of its habitat needs. Once this information is known on a site-specific basis, then landowners and City officials can evaluate future uses of the land. Where sufficient information is available to determine the location, quality and quantity of habitat areas, the sites must be protected through the standard Goal 5 process under OAR-23-040/050.

An example of this process is the Federal Plan for protection of Snowy Plover. Currently (2001) in the hearing stage, the recommendations of this Plan would prohibit human activity over large areas of open beach sands in the vicinity of Florence and other coastal communities, creating conflicts between protection of the resource and the economic need for tourism.

In many cases, species/habitat are located in an already protected resource such as a significant wetland, an estuary or a stream corridor. Protection of that resource also provides protection of the RTESS. In cases where the identified site is not in a protected resource area, then other methods of protection must be investigated.

If essential habitat such as trails to food or water sources, or nesting sites are identified, sometimes the site can be developed as a PUD by including the protected habitat within the open space of the PUD, and including in the CC&Rs, specific restrictions about the use of the area. This is similar to the approach used by the Wild Winds PUD to protect the riverbank above the riprap from loss of vegetation and erosion. For example, wetlands and their required buffer can be included as part of the open space requirement as long as the CC&Rs have clear provisions for protection of the resource.

Another technique not currently used in Florence is the transfer of development rights. This technique can be used on sites, which are severely restricted by the extent of the physical location of the resource, or the restrictions placed on the habitat to ensure the survival of the RTESS species. In these cases, an evaluation can be made of reasonable development expectations under current zoning, and then that development actually transferred to another site usually within the same ownership. This technique requires education of the public in understanding that protection of a RTESS resource may cause increased density of development on another site.

A variation of this method is purchase of development rights. This technique has been used for years by states, communities, and resource conservation organizations in the eastern United States to save farmland, open space and RTESS species. This technique involves an appraisal of the property to establish the value of the development rights, which are then purchased from the landowner, leaving the land undeveloped. Sometimes limited development, such as homesites for an owner and immediate family, is negotiated as part of the agreement, and the value of the development rights adjusted accordingly. In some cases, once the value of the development rights is established, the development rights are donated, and the landowner receives a tax break for the donation.

Where information about location, quality or quantity of habitat is lacking, the Comprehensive Plan must include policies indicating that the Goal 5 process will be conducted when adequate information is available.

Native Vegetation

Goal

To develop an effective program to retain native vegetation on public and private lands.

Objectives

1. To identify key species to be retained.

2. To develop effective ways to allow retention which provides for long term health of the vegetation, but which also enhances the development of residential, commercial, industrial and public properties.

3. To develop an effective replacement for the existing vegetation clearing permit.

Policies

1. Native vegetation is part of the character of the community. Retention and enhancement of native vegetation provides for continuation of the unique character of the community. Therefore, the City shall work with local landscaping companies to develop a way of integrating native vegetation into site plans, with emphasis placed on retention of existing native materials and reduction in the use of water for irrigation.

2. City Code currently requires minimal landscaping. The City shall evaluate its codes, to determine whether landscaping requirements need to be increased. The integration of native vegetation into site plans should reduce costs of additional landscaping as well as the need for irrigation once plantings are established.

3. The City shall continue to require vegetative stabilization of steep slopes and cutbanks. The emphasis will be on the use of native plant materials where possible. However, since slope/bank stability is the paramount concern in these situations, the City will approve the plant materials that best stabilize the slope/bank, even if they are not native plant materials.

4. To eradicate or at least control, noxious and undesirable non-native vegetation.

Recommendations

1. The City should work with local landscaping firms and nurseries to develop an effective program for the retention of native vegetation, which includes its incorporation into more formal landscaped site plans, as well as providing ways of using only native vegetation in ways which enhance site planning and conserve water.

2. The City should review its Code to incorporate this new program.

3. The City should provide educational materials and seminars to property owners and developers to foster understanding of the new program.

4. The City should review its Code to determine whether current landscaping requirements are adequate to provide for the desired visual quality of the community, and recommend Code amendments in those areas where increased landscaping is determined to be necessary. Incorporate the use of native vegetation into any increased landscaping requirements.

5. At the end of each year for 5 years, the City should evaluate the effectiveness of the new program, and in conjunction with community representatives, make such amendments in the program as are necessary to meet the overall goal of effective retention of native vegetation.

6. The City should provide education to landowners about the necessity for eradication of noxious species, and in cooperation with other agencies, perhaps provide an annual eradication event where landowners can dispose of such materials in a way which does not cause them to spread further.

Background

Due to the difficult physical environment (sandy soils, wind and heavy rainfall) and the desire of the citizens of Florence to retain an aesthetically pleasing community, the importance of retaining as much as possible of the native vegetation such as the shore pines, wax myrtles, huckleberry, and native rhododendrons cannot be overemphasized. Florence is “The City of Rhododendrons”.

From an aerial view, much of Florence remains vegetated with indigenous trees, plants, and shrubs. Fortunately, the UGB contains a good amount of public lands, which, if continued to be set aside as natural areas, will protect some significant stands of indigenous vegetation. In some areas of Florence, natural vegetative stands are provided by unopened public rights-of-way, providing convenient and attractive areas of native vegetation within residential and commercial areas.

In addition to its beauty, the natural vegetation that has adapted to the environment acts as a windbreak, a soil stabilizer to prevent erosion, and a noise and visual buffer between various land uses. Replacing vegetation destroyed during construction is an expensive substitute not easy to achieve in this environment. It takes time to grow natural vegetation if starting with new plant materials, while transplanting of mature plants is successful generally only when the operation is planned in advance and supervised by professional nursery personnel.

In 1988, the City adopted a vegetation clearing ordinance as part of Florence City Code, Title 4, Chapter 6 to further the policy of native vegetation protection, in addition to providing for re-vegetation and protecting property from storm run-off and wind erosion. This ordinance does not

preclude clearing of vegetation, but requires issuance of a vegetation clearing permit by the City's Design Review Board or staff prior to beginning clearing. Development of single-family and duplex residences are exempt from the permit requirements, unless located near a protected corridor as defined in the ordinance.

However, in spite of requirements of the Code, City efforts to minimize excessive removal of natural vegetation have been relatively unsuccessful. While some developers and builders have attempted to adjust their designs to save some stands of native vegetation, others, through massive clearing, grading and re-contouring, have removed significant native vegetation and substituted more urban-like landscapes, partially at the urging of City staff. The existing ordinance, especially when combined with the lack of requirements for landscaping or vegetation retention in many of the City's zoning districts, and any clear direction on what the goals for retention of native vegetation actually are, contributes to the general discontent.

Where developers have attempted to save areas of native vegetation, there is often little understanding of how to effectively incorporate these species into a site design. Rather, the areas are often buffer areas "left over" at the perimeter of the lot after the site is cleared for building. In some cases, the desire of a developer for a more tailored look has worked against the retention of native vegetation, since there appears to be little understanding in the community of how to effectively combine native species with more formal landscaping. Two of the best examples of effective use of native vegetation in the community are the plantings in the Siuslaw Valley Bank block and at Windsong Apartments on Spruce Street.

Both show a retention of healthy native species in a way that enhances a commercial facility, and yet incorporates a more "landscaped" effect around the front entrance. Their sites provide an example to other businesses about how to incorporate both techniques on a single site.

In about 1996, the City had begun to work with local landscaping firms to develop a better program, but this effort was abandoned due to work loads, and lack of staffing. The City should begin this effort again, with a goal of adopting an effective program.

In some cases, established invasive plant communities have also spread into new developments due to reduced plant competition, leading to unsightly and sometimes harmful weeds. Of special concern is the spread of Scotch broom and gorse, which is carried naturally to some extent, but is also introduced to new areas as topsoil and sand are moved from site to site. Due to the high natural oil content, such proliferation can create high fire-hazard conditions. City Code currently states that, "No owner or person in charge of property shall permit weeds or other noxious vegetation to grow upon his property." The City should actively enforce this ordinance.

Mineral and Aggregate Resources

Goal

To identify and protect sources of aggregate, if any, and to develop appropriate conditions for approval of extraction activities.

Objectives

1. To identify and map known and potential sites of aggregate resources.

2. To provide opportunities for the continuation of commercial sand mining operations.

3. To cooperate with Lane County in siting and development of aggregate resource sites in the joint Area of Interest.

Policies

1. The availability of sand and aggregate resources is important to the economy of the area. Therefore, the City shall take all possible measures, within the overall guidance of the Comprehensive Plan, to ensure the continuation of existing operations.

2. The aquifer that supplies much of the City's drinking water is in an area that could be impacted by current sand mining operations. Existing or new operations located within the watershed of the aquifer shall be operated at all times in a way that minimizes the entrance of pollutants into the water table.

3. Sand is a mineral resource. However, the sand dunes are also part of our natural heritage. This Plan provides for protection of sand dunes on lands designated Public such as the BLM lands west of the Fred Meyer site. This plan does not provide for the protection of sand dunes on private property within the City limits except as specifically noted in other chapters of the Plan. It does, in other sections, provide policies, which direct how development in areas of dunes can be accomplished safely, and without hazard to surrounding properties.

4. The Dredge Disposal Site (number 19, River Segment 3) located on Port of Siuslaw land is recognized as a mineral and aggregate site subject to the conditions in the Siuslaw River Dredged Material Disposal Plan, November 1978.

Recommendations

1. The City should work with Lane County on permitting of aggregate resources within the joint "Area of Interest".

2. The City should research ordinances of other jurisdictions, and draft an amendment to City Code to allow sand mining as a conditional use subject to special conditions regarding noise, dust, hours of operation, traffic movement, site reclamation and other conditions as appropriate.

3. The City should determine whether adoption of an Industrial Zone for mineral, aggregate and similar industrial uses is appropriate in the City.

Background

There are no identified aggregate resource areas within the City or the UGB. Aggregate and gravel must be trucked in from sources in western Lane County, Douglas County and from the Willamette Valley.

The City and the UGB are developed on sand dunes, and at least one commercial sand mining operation exists within the UGB. However, the City has no provision within its current zoning to allow continuation of this operation (except as a nonconforming use), or for location of new sites. The only industrial zone is the Service Industrial (SI) Zone in the Airport Industrial Park/Pacific View Business Park. Excavation/mining of sand and aggregate is not a permitted or conditional use in that district.

Another potential resource is dredge disposal sites, particularly those on public lands. The Port of Siuslaw has requested that Dredge Disposal Site Number 19 located on Port property, be designated a mineral and aggregate resource (See map and Conditions in Appendix 16 of this Plan. Dredged material sites are shown on Map 5-G-1).

Two possibilities for addressing mineral and aggregate extraction in zoning are:

1. to adopt an Industrial Zone which allows mining operations, as well as other outdoor bulk storage/production industrial uses; or

2. to amend zoning districts as appropriate to allow mineral and aggregate extractions as conditional uses subject to special conditions relative to noise, dust, hours of operation, traffic movements, and site reclamation.

Scenic Resources and Visual Quality

Goal

To maintain the scenic quality of the community for the benefit of residents and visitors.

Objectives

1. To identify scenic resources within the City and surrounding areas.

2. To evaluate their importance to the greater community, and to prioritize the need to ensure the continuation of those scenic resources.

3. To pursue opportunities to purchase or to provide protection through less than fee simple agreements for protection of key scenic resources.

4. To establish guidelines to better provide for visual, and/or physical access to scenic resources.

5. To work with state and federal agencies to provide for the continuation of scenic resources on their lands.

6. To maintain and improve the visual quality of the community, using the Florence Visual Management Plan as a guide.

Policies

1. Important scenic views of the river, dunes, ocean and jetty area shall be identified and protected. Key scenic resources were identified by the Florence Visual Management Plan, and are shown on Map 5-H1. During pre-application conferences, and review by the Planning Commission/ Design Review Board, strong consideration shall be given to designing of proposed development to maintain view corridors to identified scenic resources. This is particularly important in Old Town and along the river shoreline. The use of scenic easements shall be researched, and implemented, if appropriate. Development on the Siuslaw Estuary shall be in conformance with the Lane County Coastal Resources Management Plan.

2. The City shall continue to work towards implementation of the Pacific Coast National Scenic Byways Management Plan.

3. The City shall retain ownership of City owned lands outside platted subdivisions, that provide scenic viewpoints. These lands are shown on Map 5-H2.

4. The City shall work with utility companies to place utility lines underground or in less visible locations, especially where they conflict with scenic or visual quality goals and objectives.

5. The City shall work with ODOT to implement gateway plans early in project planning when improvements are planned for Highways 126 and 101.

6. The City shall work with landowners, developers and local landscaping companies to enhance the quality of our main thoroughfares through improved landscaping, including use/retention of native species as appropriate.

7. The City shall continue to implement goals, polcies and objectives in the Florence Downtown Implementation Plan concerning scenic resources.

Recommendations

1. The City should work with landowners and developers to encourage design of view lots and/or roadways in ways that allow the general public to view the river, ocean and dunes without impinging on the privacy of homeowners, or the ability of a business to operate in a normal manner.

2. The City should explore the use of scenic easements to preserve high priority scenic resources.

3. The City should consider initiating a program of annual awards for outstanding building design, and outstanding landscape design and maintenance.

4. The City should implement the recommendations of the Downtown Plan relative to use of architectural guidelines for design of new buildings, and for renovation of structures in the Downtown, and should work with the Port of Siuslaw to make sure that architectural guidelines of both agencies are compatible.

5. The City should continue to pursue funding and construction of a Scenic Bicycle Loop route from Heceta Beach Road along Rhododendron Drive to the Bridge and/or Old Town.

6. The City should actively support retention of the historic and scenic Siuslaw River Bridge and of Bridge of Interpretive sites.

7. The City should work with developers and utility companies to develop a plan for underground utilities or relocation of utility lines in a less visible location in key areas.

8. The City should pursue funding opportunities for enhancement of scenic resources.

Background

Scenic resources are an important component of the quality of life for Florence area residents. They also are a significant factor in the economic life of the community. Like most coastal communities, the river and the ocean are the most important scenic assets in Florence. The harbor and the Siuslaw River Bridge are much photographed resources, and serve as a scenic resource for businesses and homes located south of the City in the Grenada area, as well as for local residents, businesses and visitors.

The high demand for homesites along the river, and near the beach is evident in the prices which such lots and homes command. However, these same dwellings, as well as commercial development along the river can effectively block views for the general public. Fortunately, there are some areas along Rhododendron that are not large enough to be developed, and are in public ownership, thus assuring views from those sites. The North Jetty area, currently in the County, will, at some time be annexed into the City. This area and the adjacent campground provide both views and physical interaction with the resource. The City should work with landowners and developers to preserve views where possible by careful design of buildings on view sites.

The exceptional scenic quality of the coast has resulted in the designation of Highway 101, the Coast Highway, as a National Scenic Byway for its entire length in Oregon. It is also the location of the Oregon Coast Bike Trail. The City recently applied for Enhancement Program funds for construction of a scenic loop route for the Oregon Coast Bike Trail beginning at 35th Street, and traveling south along Rhododendron to Highway 101 and the Bridge, but was not successful in this application. The Transportation System Plan includes provision of bikelanes on Rhododendron Drive as one of the planned transportation projects. The long-range plan is to complete a scenic loop route via Heceta Beach Road, and to intersect this loop with a connection to the proposed Sutton Lake Bike Loop.

The City has also applied for National Scenic Byway funds for construction of Siuslaw Bridge Interpretive Waysides.

Our native vegetation is a scenic resource, especially the native rhododendrons. The Native Vegetation Section of this Chapter provides recommendations for preservation and/or replacement of native plant materials.

The sand dunes are also a scenic resource, both those within the community such as that west of the Fred Meyer site, as well as those located across the river. The Oregon Dunes National Recreation Area located just south of Florence provides ample opportunity to view and experience this resource.

Finally, our community itself is a scenic resource. Old Town is an eclectic mix of building styles, placement and function, all of which combine to create a unique resource. Highway 101, a National Scenic Byway, offers the visitor views of our community. Over the past several years, as properties have redeveloped, the aesthetic quality of the Highway 101 experience has improved, but there is still room for improvement. Several citizens and landowners have urged the City to

encourage the use of more native materials planted in more natural settings such as in the Siuslaw Valley Bank block. They are concerned that some of the more formal landscaping, if repeated along the entire Highway 101 corridor, will result in a street which looks like a street in any town, and not a street that is uniquely Florence. The Downtown Plan contains provisions for improving the aesthetics of Highway 101 from the Bridge to Highway 126. In addition, the placement of utility lines underground, or in less visible locations would also enhance the visual quality of our main streets.

Maintenance of buildings and landscaping is a critical factor in maintaining scenic quality. A building can be a beautiful structure, but if it is not maintained, and/or the landscaping is neglected, then the overall quality of the site, and of the surrounding neighborhood declines.

Historic Resources

Goal

To identify and protect the historic resources within the community.

Objectives

1. To identify the historic resources in the community.

2. To evaluate the quality of these resources, and their importance in maintaining the character of the community.

3. To prepare a plan for retention/rehabilitation of those resources determined to be valuable to the community, including funding resources for implementation of the plan.

Policies

1. Historic resources are important in maintaining the community's character. The City shall work with building owners on renovations and expansions, which are compatible with the historic character of buildings. This includes understanding any special provisions in state regulations and in the UBC which allow some flexibility in standards in exchange for preservation of historical integrity.

2. The City should research formation of a Historic District and have discussions with building owners and businesses about the feasibility of such formation.

3. The City shall work to incorporate any identified essential historic elements in the Architectural Guidelines that are part of the adopted Downtown Implementation Plan.

4. The City shall maintain a working relationship with the Siuslaw Pioneer Museum and the Confederated Tribes of the Coos, Lower Umpqua, and Siuslaw Indians, which are repositories of much of the pre-history and history of the Florence area.

Recommendations

1. The City should prepare a complete inventory of pre-historic and historic resources using local, tribal, state and federal guidelines, including the extensive resources of the Siuslaw Pioneer Museum and Confederated Tribes of the Coos, Lower Umpqua, and Siuslaw Indians.

2. Whether a historic district is formed or not, the City should work with the Hisorical Society and other interested parties to prepare brochures for a "walking tour" of historic structures in the downtown.

3. The City should amend the Downtown Architectural Guidelines to include identified essential historic features.

Background

Historic Buildings and Resources

In the early and mid-'80s', an inventory of historic buildings was completed. This inventory included 40 buildings (See Appendix 5-I). In addition to the buildings on this list, a historic building was moved from Mapleton in the mid-1990's and placed at 2nd and Harbor. The City is fortunate in that many of these structures have been maintained with attention to their historic importance, and so retain their historic integrity.

The Siuslaw River Bridge, completed in 1936, is now more than 50 years old, and so becomes a historic resource. The bridge is listed on the National Register of Historic Places. Polices throughout this Plan support retention of this bridge, rather than replacement by a modern bridge. At such time as additional capacity is needed on the bridge, those policies suggest a parallel span at the same elevation, constructed to the west of the existing bridge, to maintain the scenic integrity of the historic bridge.

In addition to buildings and structures, there are historic sites. The site of the Ferry landing, and the pilings in the river which were part of early logging operations in the community are part of the town's history. A new booklet documenting the historic cemeteries of the area was completed in 2000. There is supposedly an historical marker on Rhododendron near the intersection with 9th Street. Native American artifacts have been located at several sites in the area. There are undoubtedly other sites that are not mentioned here.

The inventory work completed in the mid-80's was apparently performed to establish a Historic District in the area where the concentration of buildings was located. However, there is little in the file to determine why this project was terminated. Designation as a Historic District provides an attraction for visitors. Given the care that has been taken in the past in building, renovation

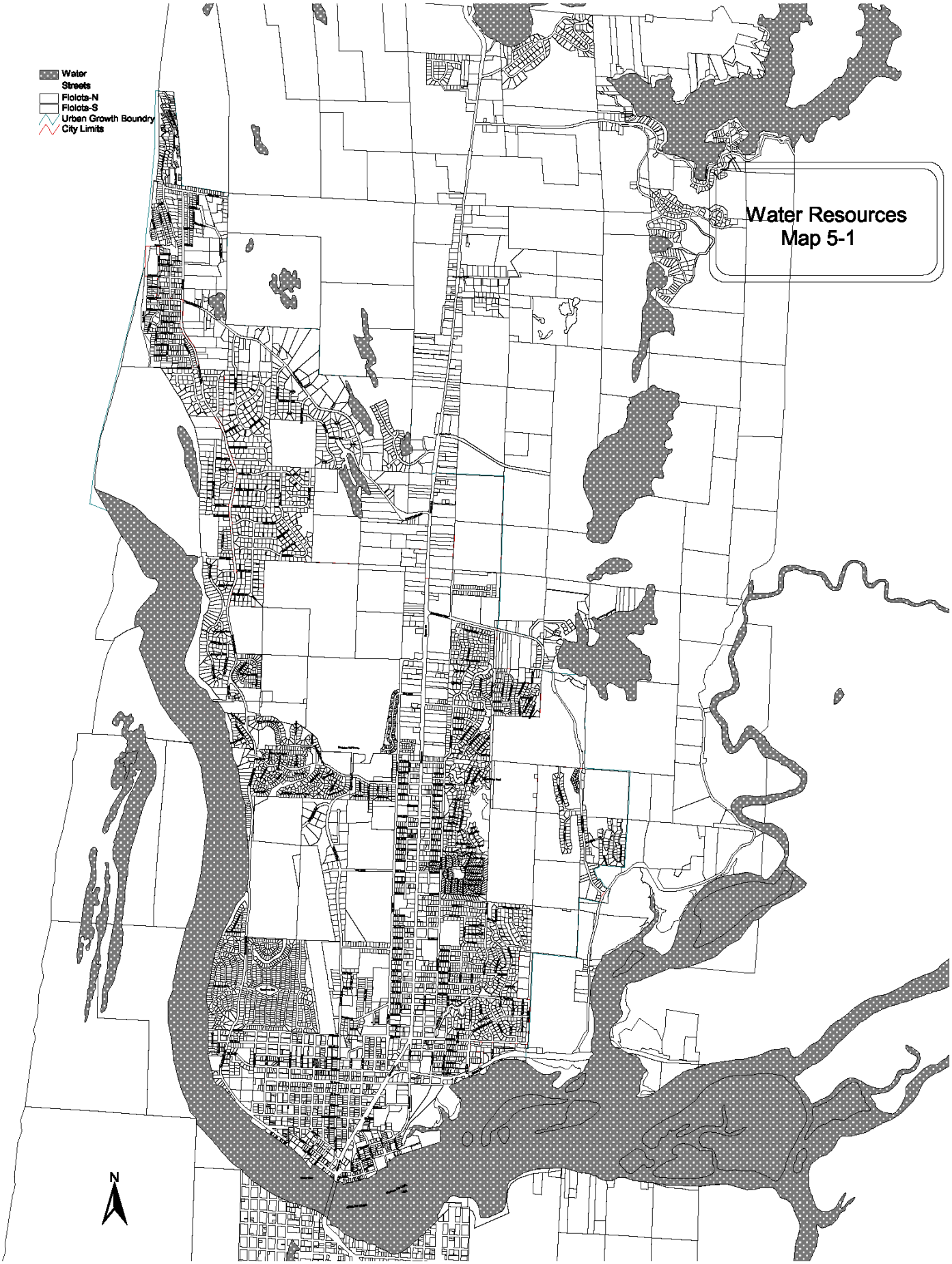
and restoration in the area, designation as a District would not impose additional hardships on owners and might result in a decrease in property taxes, as well as eligibility for specialized funding sources for renovation and rehabilitation.

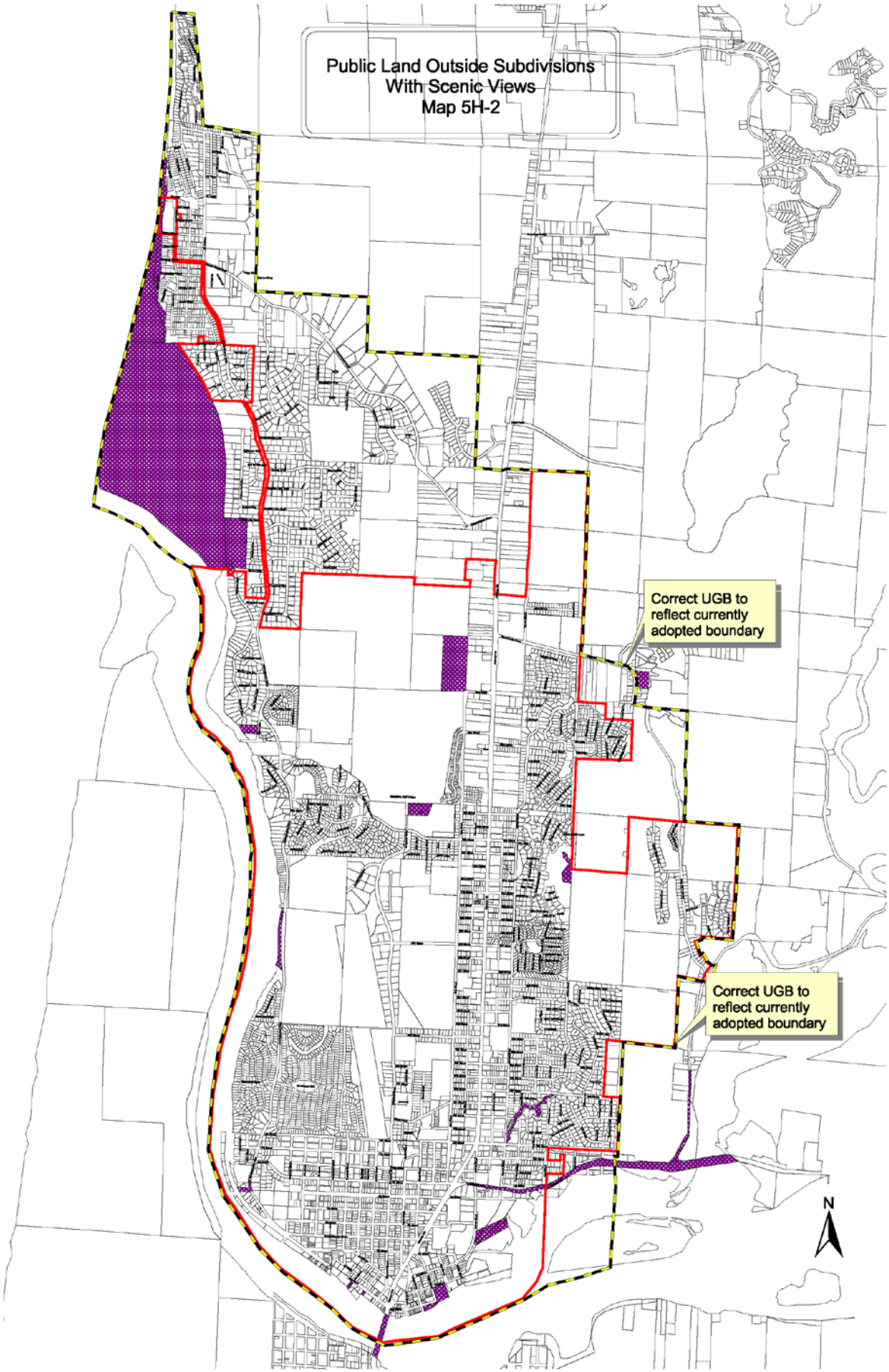
Pre-History

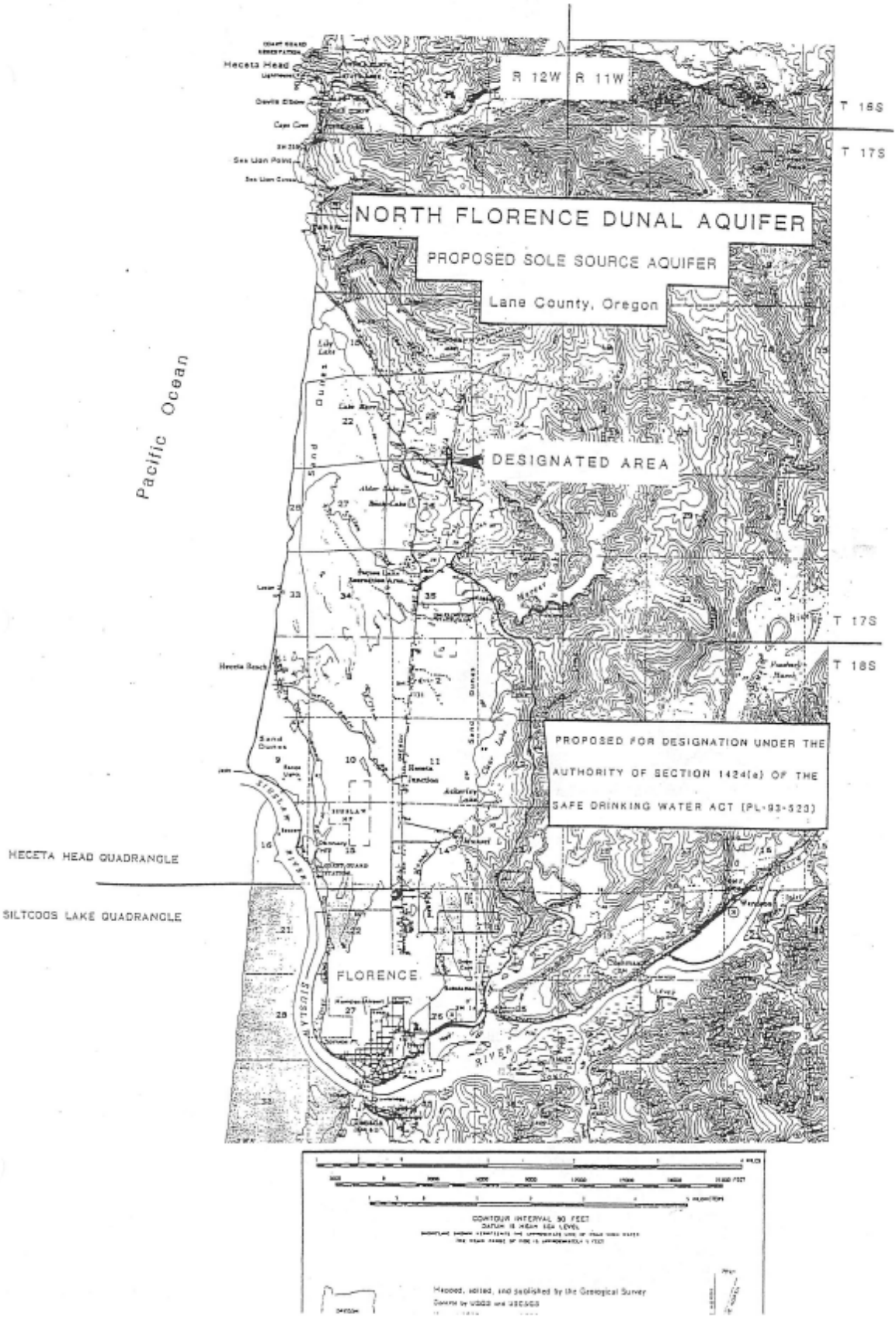
NAMHLIITNHL NISHCHIMA'MUU (*Siuslaw language means our customs, our history*)
The ancestors of today's Siuslaw Tribal Members made their homes in villages on the Siuslaw River, its tributaries, and along the coast. The oldest archaeologist evidence of Native Americans on the northern and central Oregon coast, dating to 8,000 years before present, is located south of Florence. At Quat-Quat-Clee, an important site described in early historic documents, large festivals were held in this area before the Coast Reservation Years (1850s-1870s). The village of Ka'aich, located near the confluence of the North Fork and main stem of the Siuslaw River, was the home of many Siuslaw Tribal Members and, after the reservation era, some Lower Umpqua and Coos Tribal Members.

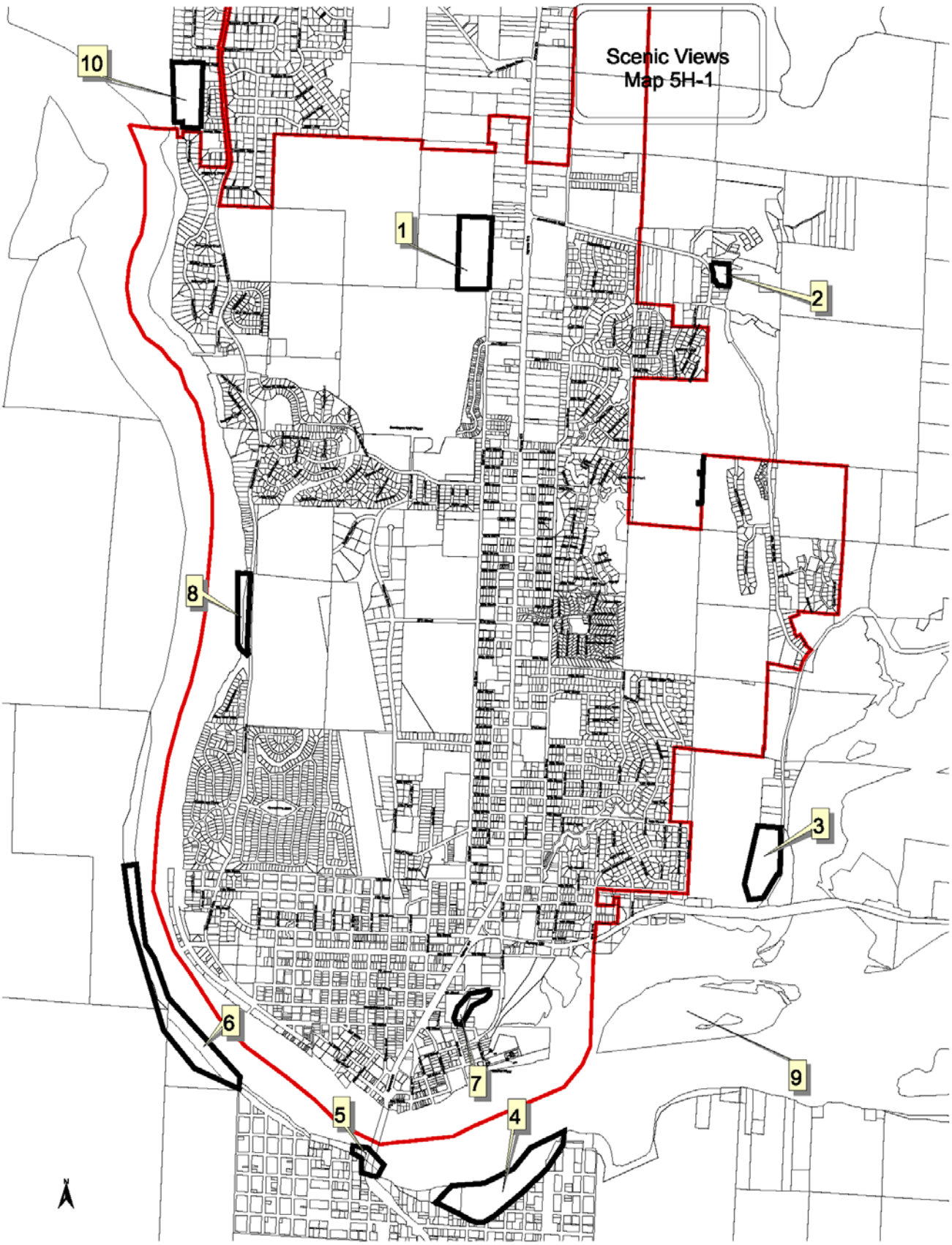
Early linguistic and ethnographic work in the Florence area pertaining to the Siuslaw people was done by Hodge (1901, 1911, 1912), Frachtenberg (1922b), Harrington (1942), and Jacobs (1932-1934). Archaeological research to locate and document archaeological sites has been undertaken by Collins (1951-1952), Cole (1965), Beckham (1982), Byram (2002), and Minor (1995). Unfortunately, large scale surveys of the Florence area have not been completed, and archaeological data is lacking. More work is necessary to locate and inventory prehistoric resources.

Today, the Siuslaw people are members of the Confederated Tribes of the Coos, Lower Umpqua, and Siuslaw Indians. The Confederated Tribes Cultural Resources Protection Program and Tribal Historic Preservation Office (THPO) are dedicated to the preservation and protection of archaeological sites, structures, features, archaeological objects and other cultural resources. Archaeological resources are non-renewable resources and are evidence of a long and valuable cultural legacy left by ancestors of modern day Tribal members-- a living legacy being preserved for present and future generations.


Water
Streets
Fiolots-N
Fiolots-S
Urban Growth Boundry
City Limits
Water Resources
Map 5-1
N


Public Land Outside Subdivisions
With Scenic Views
Map 5H-2
Correct UGB to reflect currently adopted boundary
Correct UGB to reflect currently adopted boundary
N


NORTH FLORENCE DUNAL AQUIFER
PROPOSED SOLE SOURCE AQUIFER
Lane County, Oregon
DESIGNATED AREA
PROPOSED FOR DESIGNATION UNDER THE AUTHORITY OF SECTION 1424(e) OF THE SAFE DRINKING WATER ACT (PL-93-523)
R 12W
R 11W
T 16S
T 17S
T 17S
T 18S
Pacific Ocean
Heceta Head
HECETA HEAD QUADRANGLE
SILTCOOS LAKE QUADRANGLE
FLORENCE
CONTOUR INTERVAL 20 FEET


Scenic Views
Map 5H-1
10
1
2
8
3
6
7
9
5
4

Historic Buildings
City of Florence
Harbor Street
Oak Street
Nopal Street
Maple Street
Laurel Street
Kingwood Street
Highway 101
Bay Street
Ivy Street
1st Street
2nd Street
4th Street
6th Street
Rhododendron Drive
Quince St
28
27
32
33
35
26
36
37
38
39
24
25
22
23
21
20
19
18
17
16
15
13
14
12
5
4
3
11
9
40
8
10
7
1
2
6

HISTORIC BUILDING LIST

1.	609 Ivy	Rezar House	1906
2.	494 Hemlock	Dr. Tatum	1917-1918
3.	439 Juniper	Hunt House (Parsons)	1917-1918
4.	458 Juniper	Joe Rawson	1917-1918
5.	333 Kingwood	Old Christian Church	
6.	898 1st Street*	Anne Dudley House	1900
7.	975 1st Street	Bryon Murray (Howell)	moved 1934
8.	1025 1st Street	Bergman (Lutero)	1916
9.	1089 1st Street	Emma Kyle (Johnson)	1916
10.	207 Juniper	Brynd House (Neilson)	1917
11.	1155 Bay Street	Edwin Kyle (Seaver)	1914
12.	1297 Bay Street**	Kyle Building	1901
12.	196 Laurel		1905
14.	180 Laurel		1905
15.	1336 Bay Street	(Noble)	1896
16	128 Maple Street	(Noble)	1905
17.	168 Maple Street	Florence Rooms	1916
18.	184 Maple Street	Masonic Lodge	1916
19.	216 Maple Street	Johnson House	1896-1900
20.	232 Maple Street	David House (Carlson)	1913
21	278 Maple Street	Old Grade School (Callison Building)	1916
22.	259 Nopal*	Ben	1900
23	239 Nopal		1916
24	232 Nopal	Bowman House	1902
25.	1537 1st Street	(Kelly Lamb)	1905
26.	239 Oak	Johnson	1908-1910
27.	1613 1st Street	Lanny Nivens	
28.	1675 1st Street*	Mortuary Residence (formerly a parsonage)	
29.	227 Harbor Street*		
30.	241 Harbor Street*		
31.	273 Harbor Street		
32.	350 Oak Street		1905
33.	394 Oak Street	1905	
34.	1608 2nd Street	Park's Groceries	
35.	1584 2nd Street		
36.	1561 2nd Street	(Riggs)	
37.	1539 2nd street		
38.	1515 2nd Street		
39.	264 Nopal Street		
40.	1049 1st Street		

* Demolished
** On the National Register of Historic Places

Chapter 6
Air, Water and Land Quality

Objective

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

Policies

1. The City shall support regional efforts to control environmental pollution through its compliance with state and federal standards. Department of Environmental Quality permit referrals will be reviewed to insure that proposed activities are consistent with the Comprehensive Plan.

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

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

4. Dunal resources shall be protected while at the same time development in urban areas is protected from sand encroachment.

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

6. The City shall cooperate with Lane County for efficient and safe disposal of solid wastes.

7. The City shall manage land use in the Airport Noise Corridor(s) to avoid conflicts, according to the Florence Airport Master Plan. Additional noise insulation standards may be applied to residential development within the LDN 55+ noise contour as provided in the Airport Master Plan. The Airport Noise Corridors are defined in the Airport Master Plan found in Appendix 12 of this Plan.

8. The City shall also ensure that its drinking water supply continues to conform with the Safe Drinking Water Act.

9. The City shall meet all applicable standards relating to air quality, water quality and noise pollution.

10. Florence shall coordinate with Lane County, Lane Council of Governments, the State Department of Environmental Quality, State resource agencies and Federal agencies in "208" nonpoint (water pollution) source planning and "303e" river basin planning, as applicable.

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

Recommendations

1. Erosion should be controlled through the City Code and the adopted Building Code, as applicable, and through policies designated to reduce erosion of cleared sites.

2. Planning for future public facility needs that protect water quality should be continued.

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

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

5. Estuary sedimentation originating from nonpoint sources such as urban runoff, road building, and streambank erosion should be identified and controlled.

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

7. The encroachment of sand, either by wind, water, or other agent, onto developed lands should be prohibited, and violators cited under nuisance procedures.

Chapter 7
Development Hazards and Constraints

Objectives

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

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

Policies

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

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

3. All new development shall conform to City Code, the adopted Building Code and Flood Insurance Program requirements in flood-prone areas.

4. For those areas that have excessive slopes or conditions which constitute a geological hazard, proposed developments shall be keyed to the degree of hazard and to the limitation on the use imposed by such hazard. Accepted engineering practices shall determine the extent of development allowed. The City may require a professional engineer's report to fulfill this requirement.

5. The City shall participate in a Western Lane emergency preparedness plan and its implementation.

Recommendations

1. Before construction begins, consideration should be given to the width of natural vegetation buffers to minimize the hazards of blowdowns.

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

3. Topographical maps, to complete the existing set of maps, should be obtained for the balance of the Florence area, as soon as possible.

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

Background

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

Flooding

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

Tsunami

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

Coastal Erosion

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

Since 1980, the City has required a 50 foot setback from the top of the bank of the Siuslaw River.

Landslides

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

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

Chapter 8
Parks, Recreation and Open Space

Goal

To provide a well-functioning and well-maintained park and recreation system that enhances quality of life by offering a diversity of recreational opportunities for people of all ages and needs

Objectives

1. To implement a Vision and address the Community Needs identified therein the Florence Parks and Recreation Master Plan.

2. To improve human health and well being by providing opportunities for people to exercise and interact.

3. To ensure existing parks are refurbished with grounds and facilities that are accessible and available for use by Florence residents and visitors.

4. To reduce greenhouse gases produced through burning of fossil fuels for electricity, heating and transportation by using sustainable practices in the development of park facilities and lands.

5. To increase the level of service of parks and recreation amenities.

6. To improve, and create new, opportunities for popular and upcoming league sports.

7. To better meet the recreation needs of all segments of our community, particularly the adolescent sector, through new programs and partnerships.

8. To make public open spaces accessible to community residents and visitors.

9. To provide a comprehensive trail plan that includes bicycle, pedestrian and boating facilities.

10. To provide new sources of park and open space funding, such as system development charges, a park and recreation district, maintenance fees, and volunteer matching resource programs.

11. To ensure that parks, recreation, and open space facilities have the financial resources to sustain consistent and ongoing maintenance and personnel.

Policies

Subject to the availability of sufficient financial resources as determined by the City Council, the City shall undertake the following actions.

Parks and Recreation

1. The City shall coordinate and cooperate with local public, private, and non-profit agencies and groups to:
    a. Improve public awareness of existing parks and recreation opportunities;
    b. Educate people about the health benefits of an active lifestyle;
    c. And foster stewardship of parks and recreation resources and facilities by generating an "aura of community ownership" to raise awareness, prevent vandalism, and assist with increasing costs of upkeep.

2. The City shall enlist the participation of volunteers, when feasible and appropriate, to help maintain existing parks and recreation resources and to enhance and expand current sites and facilities.

3. Within the Florence urban growth boundary, the City and Lane County shall designate lands for possible park development purposes. Lands so designated shall be reserved for future park system expansion upon annexation.

4. The City shall ensure that the public parks system is accessible to all residents and visitors.

5. The City shall use sustainable practices in developing and planning park facilities and lands, including: sustainability guidelines for design and maintenance of parks and recreation and community facilities; a natural resource interpretive and signage program; tree planting and community garden programs; and other sustainable practices.

6. As resources and opportunities exist, the City shall repair, expand and renovate park facilities to bring existing parks up to the level of community expectations.

7. Where resources permit, the City shall enhance the landscaping of all City-owned parks and recreation sites, install community gardens, and partner with other public and private entities because these actions will improve public health and nutrition, and restore wildlife habitat, in addition to improving the human recreational experience.

8. The City shall require new residential and mixed-use developments to pay systems development charges for park and recreation facilities, open space, and pedestrian access to adjacent parks and open space consistent with the capital improvement plan and recommendations identified in the latest Florence Parks and Recreation Master Plan (Parks Plan) and with the standards in Florence City Code.

9. The City shall initiate a public land acquisition program to ensure an adequate amount of park and recreation facilities are provided in existing developed areas of the city.

10. The City shall coordinate with the Siuslaw School District 97J, recognized organizations and institutions, and private sector interests to provide recreation programs and facilities for Florence area residents.

11. The City shall address conflicts and issues related to on-leash and off-leash dog walking through the following actions:
    a. Provide, through an appropriate combination of Code provisions, planning, and public acquisition, more off-leash and on-leash dog-friendly areas in locations where animal waste will not present a threat to surface and groundwater quality and public health;
    b. Resolve conflicts through public education, signage, plastic bags for waste collection, and Pet Waste Disposal Stations;
    c. Provide public education on the need to collect and dispose of dog waste in specified receptacles on ocean beaches and public property to improve the experience of all users and reduce threats to water quality and public health.

12. The City shall improve the use of Miller Park through the following actions:
    a. Resolve existing conflicts among park users through the adoption, posting and distribution of rules and possible park expansion;
    b. Seek funding or organize a program of volunteers for improved restrooms, ball fields, and storage; and
    c. Implement public education and mentorship programs and improved facility design to reduce vandalism and intimidation.

Open Space

13. The City shall encourage and support public/private efforts to insure permanent public access and views of the Siuslaw River and its scenic estuary.

14. The City shall develop an interconnecting trail system, providing a full circular route around the Florence area and incorporating Rhododendron Drive, Munsel Lake, beaches, dunes, Old Town, Port and Siuslaw Estuary. The system shall also connect the various parks, residential areas, business, public places through the following actions:
    a. Consider the potential to establish or maintain bikeways and/or walkways prior to vacating any public easement or right-of-way;
    b. Develop and adopt a Comprehensive Trail Plan that includes bicycle and pedestrian facilities and provides for park connections;
    c. Develop the bike lanes and multi-use paths identified in the Florence Transportation System Plan to connect bicyclists and pedestrians to parks, commercial centers and nature areas;
    d. Develop and adopt bike and pedestrian facility design standards; and
    e. Develop a system of trails and pathways to provide a safe network that links neighborhoods, parks, natural open space, schools, employment centers, shopping locations, recreation facilities and other key community destinations.

15. The City shall ensure that native vegetation is planted, retained, and maintained in parks and open space areas.

16. The City shall support Federal, State, County and City efforts to develop bicycle paths, such as the Oregon Coast Trail, connecting the City to nearby recreation areas.

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

18. In reviewing property owner requests for Open Space classification for tax purposes under ORS 308A, the Florence City Council shall base its decision on the criteria in ORS 308A.309.

19. The City, in conjunction with the Port of Siuslaw, Confederated Tribes of the Coos, Lower Umpqua, and Siuslaw Indians and the Siuslaw Watershed Council, shall plan and provide estuary and aquatic trails and put in and take out points along the Siuslaw River.

Funding, Financing, and Volunteer Programs

20. The City shall explore various short and long-term funding options primarily for maintaining existing parks and, as funds are available, for expanding the Florence parks system.

21. In pursuing funding for parks and recreational facility maintenance and enhancement, the City shall give priority to the following, not necessarily in this order:
    a. Mini parks, specifically: equipment replacement, plant maintenance and installation, and improved general maintenance (such as painting and sanding);
    b. On- and off-leash dog play areas;
    c. Pedestrian, bicycle, and multi-use trail and path development;
    d. Feasibility study, site acquisition, planning, construction and operating of a public pool and recreation center;
    e. Improved public access to existing public open space areas through public trails, signage and education in order to reconnect youth with nature and provide more close-to-home recreational opportunities that are free of cost, consistent with the State's recreational planning priorities;
    f. Acquisition of new park and open space areas in existing developed areas;
    g. Fields for multiple recreational uses such as adult softball, soccer and disc golf;
    h. Covered children's play areas; and
    i. Lighting and public safety improvements for all parks

22. The City shall explore parks and open space funding through sources such as grants, systems development charges, use of a special levy, proceeds from street and right-of-way vacations, maintenance fees, and other available funding mechanisms. Where desirable, partnerships with federal, state, county and regional agencies, non-profit organizations, and private interests shall be formed to help secure and possible finance land acquisition

and facility development and redevelopment and maintenance of existing and proposed facilities.

23. The City shall develop and adopt a Systems Development Charge (SDC) Ordinance to fund capital improvements for parks and recreation in accordance with the requirements of Oregon Revised Statutes 223.297 to 223.314.

24. The City shall explore the process for formation of a Regional Parks Recreation District considering partnerships with other recreation agency providers and including other residential areas in Western Lane County where facility usage is indicated.

25. The City shall seek resources to develop volunteer programs, such as "Adopt a Park," to recognize and maximize the contribution of volunteers in meeting parks and recreation needs in the community.

Recommendations

1. The City should prepare and adopt a capital improvement plan for parks and open space. Such a plan would require sources of funding, such as grants or the establishment of a parks systems development fee.

2. The City should budget sufficient funds for the preparation and adoption of an SDC Ordinance for Parks and Recreation.

3. The City should budget funds for initiation of a Regional Parks and Recreation District, including the Feasible Study. Once formed, the District and the City should work to ensure a smooth transition on operations and maintenance for properties transferred to the District. If open space resources are not included as a function of the District, then the City should develop an open space plan, and pursue conservancy options for purchase and maintenance of such properties.

4. The City should continue to apply for transportation enhancement funds, or other available funds to develop bicycle paths connecting the City to nearby recreation areas, particularly to:
   a. Implement the Rhododendron Drive Integrated Transportation Plan,
   b. Extend the Munsel Creek bike/pedestrian trail south to Gallagher Park and north to Munsel Lake;
   c. Develop a bike/pedestrian system in the West 9th Street area; and
   d. Improve linkages within the Oregon Coast Trail that connects the North Jetty area with the Oregon Dunes National Recreation Area.

5. The City should establish a program to solicit private gifts and donations to establish and maintain a high quality park system in Florence.

6. The City should support efforts of the Port of Siuslaw to maintain the Boardwalk as a permanent public access for views of the Siuslaw River and its estuary.

7. The City should pursue establishment of an estuary trail connecting the Boardwalk with the Munsel Creek bike/pedestrian trail. ODOT has indicated a preference for an in-culvert pedestrian crossing under Highway 126. Absent that opportunity they prefer a surface crossing be located midblock between Redwood and Spruce Streets.

8. In order to provide the public with increased and unrestricted access to the Siuslaw River and its estuary, the City should develop its public street rights-of-way which terminate at the River as river access parks, which may include parking to meet Old Town parking needs as appropriate.

9. The City should review the listing of rights-of-way suitable for recreation use prior to vacating public rights-of-way.

10. When the City's Public Works Department relocates its existing operations from their Spruce Street location, the City should convert that property, consistent with the deed of dedication, into additional recreational space. The City should consider keeping the existing buildings with the potential to provide or support recreation programs and retain access to Munsel Creek for the Florence Salmon and Trout Enhancement Program (STEP).

11. The City should explore the use of a land conservancy to further the protection of greenway, estuary, landmark and other open space lands.

Background

In 2010, the Florence City Council adopted a Florence Parks and Recreation Master Plan (2010 Parks Plan). This Plan was prepared through the efforts of the Florence Parks and Recreation Master Planning Committee, an ad hoc committee of citizens, representative of multiple sectors of the community such as youth, retirees, etc and utilization of a Florence Park and Recreation Needs Analysis completed in 2006. The 2010 Parks Plan is adopted in support of this Comprehensive Plan. The Introduction of the Parks Plan gives a detailed description of the planning process, research, citizen involvement, and recommendations. The policies in Chapter 8 of the Comprehensive Plan reflect the community vision and respond to the community needs in the Parks Plan.

Table 8-1 presents a "Summary of the Existing City Owned Park System" and Table 8-2 defines the different types of parks referenced in Table 8-1. Map 8-1 displays "Existing City-owned Parks and Park lands in Florence." Table 8-1 includes park lands that provide public open space. Open space, for the purposes of Comprehensive Plan Chapter 8, refers to public and private lands that offer passive and active recreational opportunities. It does not include areas that provide open space in addition to significant Statewide Planning Goal 5 natural resource sites, including wetlands, riparian areas, and groundwater resources. These natural areas are addressed in Comprehensive Plan Chapter 5; and, although they may provide public open space, they are not part of an Open Space Inventory, as that term is defined in Statewide Planning Goal 5.

Parks and greenways were recognized early as important to the livability of Florence. Shortly after 1900, a greenbelt along a portion of Munsel Creek was dedicated for park use in perpetuity. Other lands were similarly dedicated by far-sighted residents. Over the years, some additional

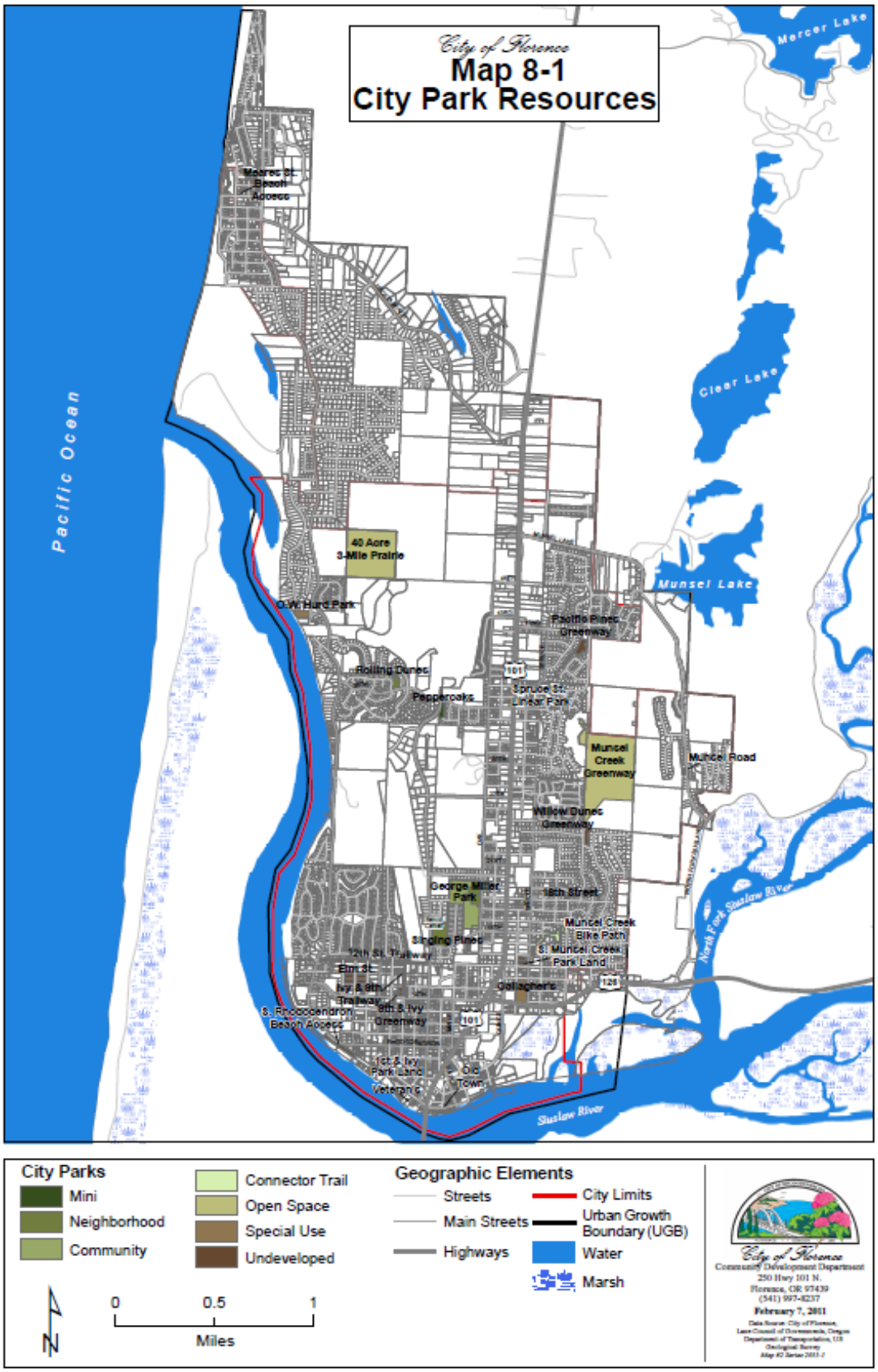
land was added to the park system as the value of public parklands was increasingly recognized. In addition, public funds and citizen volunteerism have combined to develop portions of the system to better serve Florence citizens. Examples include Old Town Park, Gallagher's Park, and Miller Park.

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

Unfortunately, the impetus and enthusiasm of the late 1980's and early 1990's was tempered with the passage of property tax limitation measures and resultant fiscal problems for the City. Park maintenance suffered, even with the dedicated efforts of parks volunteers and staff. Development of new facilities in existing parks from 2004 to the present has been limited to Miller Park and Singing Pines Senior Center. Development of new park areas has been non-existent.

In early 2000, the Parks and Recreation District Committee, tried to form a regional parks and recreation district that would include some or all of the City's existing parklands, as well as the construction of an aquatic center. The City Council supported, in concept, the request by the District Committee to locate the aquatic center in Singing Pines Park at the corner of Airport Road and Kingwood. The Parks and Recreation District Committee had planned to place measures on the November 2000 ballot for formation and initial funding of the District. However, a survey completed early in 2000 showed that passage of the ballot measures was in question, and the Committee decided to wait before pursuing approvals. In 2001 the Parks and Recreation Committee joined with the Florence Boys' and Girls' Club to plan a shared facility, still proposed for Singing Pines Park. Singing Pines may be identified for recreation but other options could also be considered.

Discussions among City staff and the City Council about which parklands would become District responsibilities would be part of the Feasibility Study to initiate a Parks District.


City of Florence
Map 8-1
City Park Resources
Pacific Ocean
Mercer Lake
Clear Lake
Munsel Lake
Siuslaw River
North Fork Siuslaw River
Moores St. Beach Access
40 Acre 3-Mile Prairie
O.W. Hurd Park
Pacific Pines Greenway
Rolling Dunes
Peppercorks
Spruce St. Linear Park
Munsel Creek Greenway
Muhlel Road
Willow Dunes Greenway
George Miller Park
18th Street
Munsel Creek Bike Path
S. Munsel Creek Park Land
Singing Pines
12th St. Trailway
Elm St.
Ivy & 8th Trailway
Gallagher's
S. Rhododendron Beach Access
9th & Ivy Greenway
1st & Ivy Park Land Veterans
Old Town
101
126
City Parks
Mini
Neighborhood
Community
Connector Trail
Open Space
Special Use
Undeveloped
Geographic Elements
Streets
Main Streets
Highways
City Limits
Urban Growth Boundary (UGB)
Water
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City of Florence
Community Development Department
250 Hwy 101 N.
Florence, OR 97439
(541) 997-8237
February 7, 2011

Table 8.1 – Summary of Existing City Owned Park and Open Space System				
	Park	**Type**	**Dev. Acres or Linear Miles**	**Undev. Acres or Linear Miles**
1	1st & Ivy St. Park	Mini	.14	.14
2	18th St. Pocket Park	Mini	.29	--
3	Munsel Road Park	Mini	.35	--
4	Pepperoaks	Mini	.31	1
5	South Munsel Creek Park	Mini	1.42	1.42
	Mini Park Total	5 sites	2.51	2.56
6	Elm St. Park	Neighborhood	--	3.55
7	Rolling Dunes	Neighborhood	1.17	.42
8	Singing Pines	Neighborhood	6.44	--
	Neighborhood Total	3 sites	7.61	3.97
9	George Miller Park	Community	19.72	--
	Community Park Total	1 site	19.72	--
10	Gallagher's	Special Use	2.81	.69
11	Hurd Memorial	Special Use	1.82	--
12	Meares St. Beach Access	Special Use	.39	--
13	Old Town Park	Special Use	.14	--
14	Siuslaw Interpretive Site	Special Use	--	.12
15	S. Rhody Beach Access	Special Use	1.42	1.42
16	Veterans Memorial	Special Use	.38	--
	Special Use Park Total	7 site	6.96	2.23
17	Munsel Creek Bike Path	Trail	.53 m	--
18	Ivy St. Path	Trail	--	.17 m

Table 8.1 – Summary of Existing City Owned Park and Open Space System				
	Park	**Type**	**Dev. Acres or Linear Miles**	**Undev. Acres or Linear Miles**
19	12th St. Path	Trail	--	.56 m
20	29th St. Trail	Trail	.29 m	--
	Linear Mileage Total	4 sites	.82 m	.73 m
21	Munsel Creek Greenway	Open Space	18	43.73
22	Pacific Pines	Open Space	--	1.99
23	Willow Dunes	Open Space	--	1.49
24	9th & Ivy Greenway	Open Space	--	.70
25	3-Mile Prairie Reserve	Open Space	--	39.92
26	Spruce St. Linear Park	Open Space	--	1.18
	Open Space Total	6 sites	18	89.01
	TOTAL		**54.8 / .82**	**97.77 / .73**

Table 8.2 – 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 three 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 located throughout the community. Recommended size is usually a minimum of 25 acres, with 40 to 80 acres being optimal.

Table 8.2 – Types of Parks	
Special Use Park	Covers a broad range of parks and recreation facilities oriented toward a particular 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 multi-purpose, 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.

Chapter 9
Economic Development

Goal

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

Policies

1. The City shall encourage actions and activities that promote the availability of new employment in the community, especially family wage jobs.

2. The City shall support efforts to obtain technical and employability skills needed by existing and prospective employers.

3. The City shall work with appropriate parties to increase tourism revenues.

4. The City shall work to improve networks of all kinds within the county, the region, and the state in support of economic and business development.

5. The City shall develop incentive programs to assist businesses with expansion, relocation and/or upgrading of existing storefronts and landscaping.

Recommendations

1. The City should complete the City's website for use, among other purposes, to promote business and economic development opportunities in the Florence area.

2. The City should continue to implement the Florence Downtown Implementation Plan in order to preserve and enhance the Downtown area.

3. The City should continue to support anchor tourism destinations such as our local golf resorts, Old Town, water-related recreational opportunities, and expanded shopping opportunities.

4. The City should continue to develop and improve recreational facilities and sites for tourists to draw more visitors to the town. Such activities may include Siuslaw Estuary Water Trail kayak launches, viewing platforms for bird watchers, trail signage, Frisbee golf, in-city open space areas (such as 3 Mile Prairie), and a family recreational development in the Old Town area.

5. The City should develop and implement an effective marketing strategy for the Pacific View Business Park.

6. The City should continue to support the mission of the Port of Siuslaw to create quality jobs and businesses through the development of Port facilities.

7. The City should work with the FAA to continue to improve the airport to enhance utility for general and commercial uses.

8. The City should encourage and support the Port of Siuslaw in nurturing water-related tourism and recreation, fishing of all kinds including aquaculture, and water-dependent commercial and industrial activities, and to diversify into light industry and manufacturing, high technology related businesses and other non-water-dependent activities.

9. The City should continue to work to improve vehicular access connecting Florence to other communities, particularly on Highway 126.

10. The City should continue to work to improve telephone and telecommunication services to the community, utilizing the most current technologies available.

11. The City should support increased opportunities for continuing education and specific workforce training in Florence.

Background

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

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

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

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

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

Included below are the Community Vision Statements from that document.

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

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

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

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

Future Orientation

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

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

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

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

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

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

In 1996, the City received funds for construction of an industrial park in another area of Kingwood, north of the downtown area, and adjacent to the airport. Construction of the park is complete. Improvements include streets, curbs, sidewalks, street lights, water, sewer and storm drainage. An industrial subdivision has been approved and recorded resulting in 54 serviced lots

available for business park and light industrial development. This subdivision has recently been renamed Pacific View Business Park. Immediately adjacent to the Pacific View Business Park is 40 acres of land belonging to the Port of Siuslaw which is zoned Pacific View Business Park District, and which is accessed and serviced via Pacific View Drive. In 1999, the City appointed an Economic Development and Marketing Committee, which includes representatives of the Chamber of Commerce, the Port of Siuslaw, and Lane Community College. That committee has prepared a strategic plan for marketing the community, which includes:

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

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

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

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

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

ports, are at a severe disadvantage when competing for scarce dredging funds. The City has supported past dredging efforts, and will continue to do so for the foreseeable future, due to the importance of the Port and waterfront to the economy of the community.

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

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

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

Chapter 10
Housing Opportunities

Goal

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

Objectives

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

2. To maintain a high standard of housing construction through enforcement of the Building Code.

3. To maintain a livable environment by placing open space requirements in residential areas.

Policies

1. The Zoning Ordinance shall provide for varying density levels, land use policies, and housing types in support of this goal.

2. City codes and standards shall be enforced for the purpose of maintaining and upgrading the housing supply.

3. Sufficient land within the Florence area shall be made available for high density housing development where public services are adequate and where higher densities and traffic levels will be compatible with the surrounding area.

4. The City shall implement policies and practices that insure equal housing opportunity for all the City's residents.

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

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

Recommendations

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

2. Unsafe or unhealthy housing conditions should be eliminated.

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

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

Background

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

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

Chapter 11
Utilities, Facilities, and Services

This chapter provides background and policy direction for the following:

- Public Facility Plan:[1]
  - Wastewater Collection and Treatment
  - Water System Supplies and Needs
  - Stormwater Management

- Other Utilities and Facilities:
  - Telephone Services and Telecommunications
  - Public Safety and Health-related Services

Public Facility Plan

Goal

To help assure that urban development in the urban growth boundary is guided and supported by types and levels of public facilities appropriate for the needs and requirements of the urban areas to be serviced, and that those facilities and services are provided in a timely, orderly, and efficient arrangement, as required by Statewide Planning Goal 11, Public Facilities and Services.

Policies

1. The following plans, in addition to the Transportation System Plan in Chapter 12, comprise the Florence Public Facility Plan, adopted as a supporting document to this Comprehensive Plan:

   a. City of Florence Wastewater Facilities Plan, Brown and Caldwell, October, 1997, as amended
   b. City of Florence Water System Master Plan Update, January, 2011**,** as amended
   c. City of Florence Wellfield and Water Treatment Expansion Project, February, 2001
   d. City of Florence Stormwater Management Plan, October 2000, as amended

2. Use the project lists and maps, or described locations of projects, in the Public Facility Plan for water, wastewater, and stormwater to guide water, wastewater, and stormwater

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[1] Goal 11 also requires transportation facilities to be included in the Public Facility Plan. In Florence, transportation facilities are addressed in Chapter 12 of this Comprehensive Plan and in the Florence Transportation System Plan (TSP).

facilities and their general location in the urban growth boundary. Use City Code, Capital Improvement Programming, and City Public Works work programs, engineering reports, and other administrative tools as the guide for project timing, detailed planning, financing and implementation.

3. Amend the Public Facility Plan, and the Comprehensive Plan, in order to modify, add to, or delete projects from the project lists in the Public Facility Plan for water, wastewater, and stormwater or to make significant changes to project location from that described in the Public Facility Plan. The following changes to the Public Facility Plan do not require a Comprehensive Plan amendment unless changed as part of an overall update of the Plan:

    a. Modifications to a public facility project which are minor in nature and do not significantly impact the project's general description, location, sizing, capacity, or other general characteristic of the project; or

    b. Technical and environmental modifications to a public facility which are made pursuant to final engineering on a project; or

    c. Modifications to a public facility project which are made pursuant to findings of an Environmental Assessment or Environmental Impact Statement conducted under regulations implementing the procedural provisions of the national Environmental Policy Act of 1969 or any federal or State of Oregon agency project development regulations consistent with that act and its regulations.

Recommendations

1. The City should keep track of local conditions or implementation actions that would create the need for changes to the Public Facility Plan in order to ensure that those changes are incorporated into the Public Facility Plan as part of Periodic Review or any other update process.

Background

The City adopted a Public Facility Plan for wastewater, water, and stormwater as part of the Comprehensive Plan through Ordinance No. 6 Series 2002. These Plan amendments were to comply with the requirements of the 1995 Florence Periodic Review. In February, 2011, the City Council approved the Water Master Plan Update, January 2011. Through post acknowledgement amendments made in 2011, this Master Plan became part of the Public Facility Plan and the project lists and general locations in the Plan were adopted as part of the Comprehensive Plan.

These three facility plans, included in Appendix 11 of this Comprehensive Plan, are supporting documents to this Comprehensive Plan; and they meet the requirements for a "Public Facility Plan" in Statewide Planning Goal 11, Public Facilities and Services. As required by Goal 11, the Public Facility Plan identifies and shows the general location of the water, wastewater, and stormwater projects needed to serve land in the UGB.

The *Public Facilities Plan* finds that almost all areas within the city limits are served or can be served in the short-term (0-5 years) with water, wastewater, and stormwater. In terms of stormwater, there are areas in the City that have been identified for piping solutions to reduce localized flooding. For example, a Local Improvement District (LID) was proposed for the area around Mariners Village and Westshore subdivision; but the residents were not supportive of the LID. Due to the decline in development in the years following the 2008 economic recession, Systems Development Charge (SDC) funds were not sufficient to address these deficient areas. Service to all areas within city limits are either in a capital improvement plan or can be extended with development. With the improvements specified in the *Public Facilities Plan* project lists, all urbanizable areas within the UGB can be served with water, wastewater, and stormwater service at the time those areas are developed.

The policies resulting from the Public Facility Plan process have been inserted into the relevant portions of this Chapter. The policies provide direction for public and private developmental and program decision-making regarding urban facilities and services. Development should be coordinated with the planning, financing, and construction of key urban facilities and services to ensure the efficient use and expansion of these facilities.

The project lists and maps, or written descriptions of locations, in the Public Facility Plan are adopted as part of the Comprehensive Plan, although physically located in the separate Plans. The exact location of the projects shown on the Public Facilities Plan's planned facilities maps or described in writing in the Plan is determined through City processes, outside of the Comprehensive Plan amendment process. The Public Facilities Plan will be updated as part of the City's Periodic Review process or in a Public Facility Plan update process initiated by the City outside of Periodic Review.

Wastewater Collection and Treatment

Goal

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

Policies

1. The City shall upgrade and maintain the wastewater treatment plant and collection system to a standard that prevents untreated sewage overflows into the Siuslaw River.

2. The City shall implement funding mechanisms sufficient to ensure systematic upgrades to the WWTP and collection system so that the City remains in compliance with its DEQ permits.

3. The City shall complete the proposed stages of an improved collection system in advance of need in order that the wastewater system maintains adequate capacity for proposed development.

Recommendations

1. The City should continue to hire qualified personnel to operate the wastewater system. Training will be provided as necessary or required to ensure that all operating personnel are fully qualified.

2. The City should evaluate the operation of the wastewater system on an annual basis, and make any adjustments necessary in budgets, staffing and capital expenditures to ensure that the system is operated in compliance with DEQ permits.

3. Every five years, the City should evaluate the existing capacity of the wastewater treatment facility (WWTF), in order to plan for timely additions to the WWTF.

4. The City should digitize the wastewater treatment collection system into its GIS system, so that landowners, developers, City staff and private utility companies know the location, size and capacity of the various components of the system.

5. Inflow should be completely eliminated from the collection system.

6. A program for annual inspection and scheduled maintenance of the collection system should be developed and adopted to reduce infiltration of stormwater into the system, and to prevent spillage of raw sewage from the collection system.

7. Because land application in western Lane County is made difficult by land uses, topography and amount of rainfall, the City should pursue other options for disposal of biosolids.

8. The City should prepare a schedule, together with associated costs, for the anticipated construction of the sewer main serving the North Florence area, of the Munsel Lake Road trunk, and of any other anticipated construction or major upgrade of sewer mains. This schedule will be updated as development occurs in order that construction can proceed in a timely manner.

Background

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

Improvements to the collection system are planned following completion of the treatment plant improvements. The most major of these is a trunk line to be constructed to serve the north Flor-

ence area and portions of the UGB, after annexation. The routing of that trunk line has not been finally determined, but the goal is to site the line on public property to the extent possible. Extensive repairs/replacement are also needed on the Rhododendron Street pressure line. Demand and funding will determine which major line is constructed initially.

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

Water System Supplies and Needs

Goal

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

Policies

1. The City shall continue to operate and upgrade the current facilities in a way that consistently provides high quality potable water for all needs in the community.

2. The City shall develop new sources of water identified in the 2013 Aquifer Protection Plan to meet anticipated demands during the 2010-2030 period, and will provide treatment as appropriate for those sources.

3. The City will pursue strategies in the 2013 Aquifer Protection Plan to protect domestic water sources.

4. The City shall continue to pursue cooperative agreements in the interests of providing the most cost-effective system for supplying potable water.

5. The City shall continue to maintain and upgrade the distribution system as necessary to meet anticipated demand.

6. The quality and quantity of recharge to the City's sole source aquifer shall be maintained consistent with use of the aquifer as a domestic water source.

Recommendations

1. The City should implement the management strategies in the 2013 Aquifer Protection Plan, including adoption of a Drinking Water Protection Overlay Zone.

2. The City should identify and prepare a schedule, together with associated costs, for necessary improvements to the water treatment facility located north of 24th Street for the 20-year planning period. In addition, the City needs to pursue and develop a new well field and treatment facility separate from the existing facility located north of 24th Street.

3. The City should prepare a plan for the systematic upgrade of water lines in older parts of the City with a goal of upgrading all lines to modern standards by the year 2030.

4. The City should continue to pursue a variety of water sources, which taken together, will meet the anticipated need for potable water for the 2030 period and beyond.

5. The City should work with local landscaping firms and the media to provide education in water conservation measures, especially as related to outdoor use during summer months.

6. The City should work with qualified public/private agencies to provide education about measures and practices for preventing the entrance of contaminants into the sole source aquifer.

Background

The City is currently supplied with groundwater from a system of wells that produce water with relatively high levels of iron. The water from the wells is pumped to the 3.0 mgd (million gallons per day) Water Treatment Plant (WTP) located adjacent to the City's well field near the intersection of Willow Street and 24th Street. The WTP uses pressurized biological reactors and pressurized green sand filters for iron and manganese removal and sodium hydroxide for pH adjustment. Sodium fluoride is added to the treated groundwater before it enters the distribution system. The water treatment facility produces an average of 1.0 million gallons per day (mgd) with a peak capacity of 3.0 mgd. The City has three active storage reservoirs providing 4.5 million gallons (MG) of water storage. These storage reservoirs are: Sandpines Reservoirs No. 1 and 2, which are identical 2.0 MG welded steel tanks located adjacent to the Sandpines golf course, and the East Reservoir which is a 0.5 MG welded steel storage tank located on the east hills at 31st Street.

Historically, the City purchased a portion of its water supply from Heceta Water District (HWD); however, the City stopped purchasing water from HWD in 2003 after the expansion of the WTP and completion of the wellfield including Wells 8-12. The City maintains two metered emergency interties with the neighboring Heceta Water District at the northern boundary of the City's existing water service area. The first is an 8-inch diameter intertie on Rhododendron Drive between Treewood and Rhodowood Drives that can be used to supply water from the District to the City's system. At the second, 10-inch intertie on Highway 101 and Munsel Lake Road, water can be provided either from the District to the City or to the District from the City. The District's water is supplied from a surface water intake on Clear Lake northeast of Florence. An updated emergency water supply agreement between the City and the District was approved on July 6, 2010.

Although the City's Urban Growth Boundary (UGB) extends significantly further north of the existing city limits, customers in this area are currently served by the neighboring Heceta Water District (HWD). As land north of the City develops it is assumed that there will be some adjustment in water service area boundaries for both the City and District but the majority of new City water customers are anticipated to be within the city limits. The study area for this master plan includes the area within the City of Florence's existing city limits, areas on either side of High-

way 101 between Munsel Lake Road and the UGB and areas west and south of Munsel Lake Road near Florentine Estates. Two recently annexed areas to the north, Driftwood Shores Resort and Conference Center and the Fawn Ridge subdivisions are not included in the study area and will continue to be served by the District. This study area represents the City's future water service area which extends beyond the existing service area boundary.

Based the expanded service area, the City's updated water facility plan recommends that the City expand the existing groundwater supply system to provide an ultimate capacity of 3.2 mgd, the projected maximum daily demand (MDD) in 2030. This is a supply increase of approximately 350 gpm (0.5 mgd). The City holds sufficient groundwater right permits to allow this groundwater supply expansion.

Stormwater Management

Goal

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

Policies

Water Quality

1. Protect water quality in ground and surface waters from the effects of urbanization through land use and development policies and procedures.

2. Protect the quality of water in surface waters, i.e., the estuary, significant wetlands and riparian corridors, lakes, and ocean/beach, from contamination threats that could impair the quality of the water for fish and wildlife habitat and human recreation.

3. Manage or enhance waterways and open stormwater systems to reduce water quality impacts from runoff and to improve stormwater conveyance.

4. Include measures in local land development regulations that minimize the amount of impervious surface in new development in a manner that reduces stormwater pollution, reduces the negative affects from increases in runoff, and is compatible with Comprehensive Plan policies.

5. Stormwater shall be managed in as close proximity to the development site as is practicable, and stormwater management shall avoid a net negative impact on nearby streams, wetlands, groundwater, and other water bodies. The quality of stormwater leaving a site after development shall be equal to or better than the quality of stormwater leaving the site before development, as much as is practicable.

6. Land use activities of particular concern as pollution sources shall be required to implement additional pollution controls, including but not limited to, those management prac-

tices specified in Florence City Code Title 9 Chapter 5.

7. Use natural and simple mechanical treatment systems to provide treatment for potentially contaminated runoff waters.

8. Require containment and/or pretreatment of toxic substances.

9. Require containment to minimize the effects of chemical and petroleum spills.

Water Quantity (Flow Control)

10. Prevent adverse flooding conditions through natural storage and slow release of surface water and runoff.

11. Development shall mitigate all project impervious surfaces through retention and on-site infiltration to the maximum extent practicable. Where on-site retention is not possible, development shall detain stormwater through a combination of provisions that prevent an increased rate of flow leaving a site during a range of storm frequencies as specified in Florence City Code. Surface water discharges from onsite facilities shall be discharged to an approved drainage facility.

12. The quantity and flow rate of stormwater leaving the site after development shall be equal to or less than the quantity and flow rate of stormwater leaving the site before development, as much as is practicable.

13. Maintain flood storage capacity within the floodplain, to the maximum extent practical, through measures that may include reducing impervious surface in the floodplain and adjacent areas.

Stormwater Management Facilities and Design

14. Stormwater management facilities are required for public and private development and shall be designed, installed and maintained in accordance with Florence City Code Title 9 Chapter 5 and the policies of the Comprehensive Plan.

15. Foster and support the design and use of innovative stormwater management practices, including the incorporation of properly-designed constructed wetlands into public and private stormwater systems.

16. Tailor stormwater management plans and practices for new development and re-development to the Oregon coastal environment in a manner that can adapt to changes in temperature and precipitation, and other notable climate change impacts.**

17. Promote water conservation through efficient landscape and irrigation, including water reuse and recycling, and other strategies to reduce water consumption, to reduce the need for new drinking water sources and/or expanded water storage.**

18. Implement changes to stormwater facilities and management practices to reduce the presence of pollutants regulated under the Clean Water Act and to address the requirements of the Endangered Species Act.

19. All local, state, and federal permit requirements related to implementation of stormwater management facilities must be met by the owner/operator prior to facility use.

20. Regulate site planning for new development and construction to better manage pre- and post-construction storm runoff, including erosion, velocity, pollutant loading, and drainage.

21. Increase storage and retention and natural filtration of storm runoff to lower and delay peak storm flows and to settle out pollutants prior to discharge into waterways.

22. Reduce street-related water quality and quantity problems caused by stormwater run-off;

Public Stormwater System

23. Planned public stormwater projects and their general location shall be consistent with the project lists and locations described or mapped in the City's adopted Public Facility Plan for stormwater.

Groundwater

24. The quality and quantity of recharge to the City's sole source aquifer shall be maintained consistent with use of the aquifer as a domestic water source.

25. All stormwater management activities shall be in conformance with the City’s adopted aquifer protection plan in order to assure that the North Florence Sole Source Dunal Aquifer, and the area around the wellheads, is managed with a goal of maintaining the aquifer as a source of domestic water meeting state and federal standards for potability.

26. Use dry wells only when other tools for managing stormwater are not feasible; and consider impacts to wellhead protection areas, surface water supplies, and groundwater quality in the design and location of dry wells. Dry wells are required to be permitted through DEQ as an Underground Injection Control Device. In order to protect the North Florence Sole Source Dunal Aquifer, use of this tool shall be only as a last resort in Florence.

Maintenance

27. Maintenance of stormwater facilities is critical to their functioning, especially with natural systems. The City shall ensure that adequate measures are available to provide, or to require developers and homeowners to provide, on-going maintenance.

Public Education

28. As available funding and budgetary priorities allow, increase public awareness of techniques and practices private individuals can employ to help correct water quality and quantity problems; and provide public information on how personal choices and actions affect watershed health.*

29. Work with the development community to increase their awareness of, and concern for, water quality and fish and wildlife habitat; and encourage them to actively seek new and innovative ways to design stormwater systems in a manner that best achieves water quality and quantity objectives.

Intergovernmental Coordination

30. Stormwater drainage onto County right-of-way is prohibited.

Recommendations

1. The City should maintain the Flood Damage Prevention chapter of City Code (Title 4, Chapter 4) in continuing conformance with the requirements of the Federal Emergency Management Agency (FEMA) in order to retain eligibility for flood insurance for property owners located in the floodplain.

2. The City and Lane County should work cooperatively to reduce the negative effects of filling in floodplains and prevent the filling of natural drainage channels except as necessary to ensure public operations and maintenance of these channels in a manner that preserves and/or enhances floodwater conveyance capacity and biological function.

Background

Stormwater management has become an increasingly important issue in Florence as climatic cycles return to a period of high rainfall, and as developments in the City have been experiencing severe stormwater inundation problems. Larger Oregon cities such as Portland and Eugene have been mandated for a number of years to implement stormwater management in compliance with the Clean Water Act. The City of Florence has chosen to implement stormwater management voluntarily and proactively. The importance of stormwater management in Florence is highlighted by the region's unique hydrology, climate, and geology that call for unique design and construction techniques.

There are many advantages to keeping channels open, including, at a minimum, naturalbiofiltration of stormwater pollutants; greater ability to attenuate effects of peak stormwater flows; retention of wetland(s) habitat, and open space functions; and reduced capital costs for stormwater facilities. An increase in impervious surfaces, without mitigation, results in higher flows during peak storm events, less opportunity for recharging of the aquifer, and a decrease in water quality.

Stormwater systems tend to be gravity-based systems that follow the slope of the land rather than political boundaries. In many cases, the natural drainageways such as streams serve as an integral

part of the stormwater conveyance system. Filling in designated floodplain areas can increase flood elevations above the elevations predicted by Federal Emergency Management Agency (FEMA) models, because the FEMA models are typically based only on the extent of development at the time the modeling was conducted and do not take into account the ultimate buildout of the drainage area. This poses risks to other properties in or adjacent to floodplains and can change the hydrograph of the stream or river.

In the late 1990s, the City contracted with Brown and Caldwell to prepare a Stormwater Management Plan. The consultants, working with the City's Stormwater Committee and residents of the community, identified known problem areas and performed groundwater-modeling studies. A range of solutions was prepared, together with ordinances and regulations necessary to implement the plan. The *City of Florence Stormwater Management Plan* was adopted in 2002 as a supporting document for this Comprehensive Plan; was approved by the Oregon Department of Land Conservation and Development as meeting the requirements of Statewide Planning Goal 11 Public Facilities Planning; and was later amended through different Ordinances and Resolutions.

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

The 2000 *Florence Stormwater Management Plan* was based on assumptions and methods used in the 1999 *Portland Stormwater Management Manual* and it included an Appendix E that provided guidance on the use of Best Management Practices (BMPs). Following several years of experience with these BMPs, the City became aware that they did not always work in Florence's unique climatic and hydrogeologic environment.

As a result, in 2011, the City Council adopted amendments to the Comprehensive Plan, including the Stormwater Management Plan in Appendix 11, and the Florence City Code that provide a new legal framework for the design and construction of public and private stormwater facilities. Specifically, the City amended Florence City Code Title 9 to adopt by reference the 2008 *City of Portland Stormwater Management Plan*, 2008 *City of Portland Erosion and Sediment Control Plan*, and the 2010 C*ity of Florence Stormwater Design Manual*, prepared by Branch Engineering. The purpose of these amendments was to provide clear direction on how to effectively implement the Stormwater Management Policy contained in this Comprehensive Plan.

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 ere invited to meet with the public, explaining their pans 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. Periodically, the City shall review the level of service being provided by its police department and will strive to maintain a full-service department as City Council policies and the City's financial resources allow.

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 the provision of emergency management service according to the Western Lane County Emergency Management Plan. Additionally, as resources allow, the City shall continue to cooperate and participate with other public safety, governmental and other organizations in the Western Lane Emergency Operations Group (WLEOG). The WLEOG's primary purpose is for emergency response training, public education, and disaster planning.

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. Police Department staffing levels should be maintained to provide the level of services as determined by the City Council.

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

Background

Until 1997, police services were housed in a facility on Spruce Street. As the community grew and the demands on policy 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).

The Florence Police Department strives to remain a full service police department. The services offered are: police patrol and investigatory response; 911 Communications and Dispatch; a jail operated as a full service local correctional facility; and code enforcement. Police personnel include: police officers; reserve police officers; communications officer to staff the Public Safety Answering Point (911 Dispatch); a code enforcement officer; and an auxiliary. The Department has, and will maintain, mutual aid agreements with the Lane County Sheriff's Department and the Oregon State Police.

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 resonance imaging, and expansion of existing services. Health Associated of Peace Harbor is a multi-specialty medical group of physicians and allied professionals, including a midwife and nurse practitioners located adjacent 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 city 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 encouraging use of 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

- The Transportation System Plan (TSP) is part of the Florence Public Facility Plan and, as such, the TSP is adopted as a supporting document to this Comprehensive Plan.

- Use the project lists and maps, or described locations of projects, in the TSP to guide transportation facilities and their general location in the urban growth boundary. Use City Code, Capital Improvement Programming, and City Public Works work programs, engineering reports, and other administrative tools as the guide for project timing, detailed planning, financing and implementation.

- Amend the TSP and the Comprehensive Plan, in order to modify, add to, or delete projects from the project lists in the TSP or to make significant changes to project location from that described in the TSP. The following changes to the TSP do not require a Comprehensive Plan amendment unless changed as part of an overall update to the TSP:

    - Modifications to a transportation project which are minor in nature and do not significantly impact the project's general description, location, sizing, capacity, or other general characteristic of the project; or

    - Technical and environmental modifications to a transportation facility which are made pursuant to final engineering on a project; or

    - Modifications to a transportation project which are made pursuant to findings of an Environmental Assessment or Environmental Impact Statement conducted under regulations implementing the procedural provisions of the National Environmental Policy Act of 1969 or any federal or State of Oregon agency project development regulations consistent with that act and its regulations.

1. Provide safe transportation all seasons of the year through street standards that require land widths, curvature and grades appropriate to all weather conditions.

2. To protect public safety, property owners shall maintain vision clearance in accordance with City standards and the City shall enforce vision clearance requirements.

3. The City shall continue to work with ODOT to provide safe pedestrian crossings of state highways, and to cooperate in the location of additional crosswalks in safe locations.

- The City shall utilize the mobility standards in the Oregon Highway Plan for the state highways. Elsewhere within the city, the minimum operating standards at intersections are as follows:

    - LOS "D" is considered acceptable at signalized all-way stop controlled intersections if the V/C (volume/capacity) ratio is not higher than 1.0 for the sum of critical movements.

- LOS “E” is considered acceptable for the poorest operating approach at two-way stop intersections. LOS “F” is allowed in situations where a traffic signal is not warranted.

- Where a facility is maintained by the County, the more restrictive of the City or County standards apply.

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. Development within a City right-of-way, including but not limited to excavation, clearing, grading, utility placement, culvert placement or replacement, other stormwater facilities, and construction or reconstruction of road or driveway approaches, is allowed only upon approval of a city permit.

8. The City shall protect the function of existing and planned transportation systems as identified in the TSP through application of appropriate land use and access management techniques.

- Pursuant to the State Transportation Planning rule, any land use decisions which significantly affect a transportation facility shall ensure that allowed land uses are consistent with the function, capacity, level of service of the facility.

9. Land development shall not encroach within setbacks required for future expansion of transportation facilities. At the time of land development or land division, the City shall require dedication of adequate right-of-way or easements consistent with the adopted TSP in order to achieve connectivity; maintain adequate street widths, bikeways and walkways; and to accommodate transit facilities.

- New development and redevelopment shall accommodate on-site traffic circulation on the site. For new development and redevelopment, “backing out” maneuvers onto all streets shall be avoided for uses other than single-family and duplex homes. “Backing out” maneuvers shall also be avoided for new single-family and duplexes accessing arterial and collector streets.

10. Access to and from off-street parking areas shall be designed to prevent backing onto a public street (other than an alley), except for single-family duplex dwellings are exempt.

- ODOT has authority to manage access to the state highway system. Where property abuts a state highway or is served by a private approach on a state highway, the City will work with ODOT to ensure coordinated and consistent application of applicable State and City policies.

11. The City shall provide an inter-connected trail system as directed in Comprehensive Plan Chapter 8 policy and shown in the TSP Project Maps.

- The City shall consider the potential to establish or maintain bikeways and/or walkways or provide access to coastal waters (ocean, estuary, and lakes) prior to vacating any public easement or right-of-way.

12. Convenient access for motor vehicles, transit, bicycles and pedestrians shall be provided to major activity centers, including public buildings and schools, the hospital, shopping areas, parks, and places of employment.

13. 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, marked bicycle lanes and sidewalks are required on all arterial and collector streets (other than those collectors identified as scenic drives) when those streets are newly constructed, reconstructed, or widened to provide additional vehicular capacity. For collector streets that are identified as scenic drives, provision shall be made to adequately accommodate bicycles and pedestrians when those streets are newly constructed, reconstructed, or widened to provide additional vehicular capacity.

- Development shall provide adequate on-site circulation for vehicles, buses, bicycles, and pedestrians and shall provide off-site transportation improvements necessary to ensure that the incremental demands placed on the transportation system by the development are met.

14. Streets shall be designed to efficiently and safely accommodate emergency service vehicles.

- In partnership with the School District, the City shall word toward a safe and convenient transportation system that accommodates school buses; children walking to and waiting at a bus stop; and children walking and riding their bicycles to school.

- The City shall accommodate local freight traffic accessing the industrial areas along Kingwood Avenue via 9th, 27th, and 35th Streets by maintaining adequate clear street widths (unimpeded by parking or overhanging signs/trees), adequate turning radii, and visibility.

15. The North, South and East Gateways shall be pursued as soon as funding can be obtained.

16. The placement of streets shall minimize negative impacts on residential neighborhoods.

17. City shall cooperate with ODOT to implement the Access Management Plan for US 101 in Downtown Florence and elements of the Florence Downtown Implementation Plan that pertain to US 101.

18. 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.

19. The City shall promote the use of telecommunications, transit and rail facilities as energy efficient alternatives to vehicular transport.

20. The City shall coordinate with the Port of Siuslaw regarding transportation projects that may affect facilities which are operated by the Port or which affect the Port's operations.

21. 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.

22. 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.

23. All transportation improvements shall be consistent with the requirements for stormwater in Chapter 11 of the Comprehensive Plan.

24. As the use of the airport increases, and night operations become a reality, the City shall work with neighboring residential uses to minimize issues of noise and vibration.

25. The City shall require that noise sensitive land uses (including uses involving sleeping, schools, hospitals, libraries) proposed in the airport noise impact boundary, as shown in Figure 8-1 of the Florence Municipal Airport – Airport Master Plan Update Final Report, provide a noise-abatement strategy to achieve indoor noise level equal to or less than 55 Day-Night Average Noise Level (DNL).

- The City shall protect current and future viability of the airport and compatibility of land uses through the Public Airport Safety and Compatibility Overlay Zone and coordination with the Oregon Department of Aviation and the Federal Aviation Administration.

26. On-site parking for motor vehicles and bicycles is required except in Downtown Districts where some motor vehicle parking can be provided on the street.

27. Bicycle parking facilities shall be provided as part of new development at places of employment, businesses, multi-family residential developments and at public buildings.

28. The City shall notify ODOT of all project proposals and development applications adjacent to state highways or served by a private vehicular approach on a state highway. The City should notify Lane County of all project proposals and development applications adjacent to county roads.

29. 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 more than 500 daily trips, or which require a traffic study.

30. The City shall notify ODOT, DLCD and Lane County of any proposed changes or amendments to this Transportation System Plan.

Recommendations

1. The City Council should consider opportunities to purchase land for extensions of right-of-way where connectivity is needed to promote efficient traffic flow.

2. The City should promote a feasibility study to identify solutions to the deficient rail overpass in Cushman, and support implementation of the chosen alternative.

Background

The City of Florence, in conjunction with the Oregon Department of Transportation (ODOT), initiated an update of the urban area's Transportation System Plan (TSP) in 2010. The TSP is intended to guide the management and implementation of the transportation facilities, policies, and programs, within the urban area over the next 25 years. It represents the vision of the City as it relates to the future of the transportation system while remaining consistent with state and other local plans and policies. The TSP also summarizes the technical analyses that have been performed in the development of the TSP and through coordination with affected agencies. The TSP has been adopted as a supporting document to the Comprehensive Plan and is physically located in Appendix 12.

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.

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

State of Oregon Planning rules require that the TSP be based on the current comprehensive plan land use map and must provide a transportation system that accommodates the expected 20-year growth in population and employment that will result from implementation of the land use plan. The contents of this TSP update are guided by Oregon Revised Statute (ORS) 197.712 and the Land Conservation and Development Commission (LCDC) Transportation Planning Rule (OAR Chapter 660 Division 12). These laws and rule require that jurisdictions develop the following:

- a road plan for a network of arterial and collector streets;
- a bicycle and pedestrian plan;
- an air, rail, water, and pipeline plan;
- a transportation financing plan; and
- policies and ordinances for implementing the TSP.

The TPR requires that the transportation system plan incorporate the needs of all users and abilities. In addition, the TPR requires that local jurisdictions adopt land use and land division ordinance amendments to protect transportation facilities and to provide bicycle and pedestrian facilities between residential, commercial, and employment/institutional areas. It is further required that local communities coordinate their respective plans with the applicable county, regional, and state transportation plans.

The TSP also includes proposed improvements to non-City facilities. Without additional action by the governmental entity that owns the subject facility or land (i.e. Lane County of the State of Oregon), any project in this Plan that involves a non-City facility is merely a recommendation for connecting the pedestrian and bicycle network. As in most facility planning efforts, moving towards, and planning for, a well-connected network depends on the cooperation of multiple jurisdictions; the TSP is intended to facilitate discussions between the City and its governmental partners as they work together to achieve a well-connected network. The TSP does not, however, obligate its governmental partners to take any action or construct any projects.

The policies resulting from the Transportation System Plan (TSP) Update process have been inserted into this Chapter of the Comprehensive Plan. The policies provide direction for public and private developmental and program decision-making regarding transportation facilities and services. Development should be coordinated with the planning, financing, and construction of planned transportation facilities and services to ensure the efficient use and expansion of these facilities.

The project lists and maps, or written descriptions of locations, in the TSP are adopted as part of the Comprehensive Plan, and physically located in the TSP. The exact location of the projects shown on the TSP Maps, or described in writing in the TSP, is determined through City processes, outside of the Comprehensive Plan amendment process. The TSP will be updated as part of the City's Periodic Review process or in a TSP update process initiated by the City outside of Periodic Review.

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 City of 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.

4. The City shall not include active dunes in the UGB through any future UGB expansions.

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.

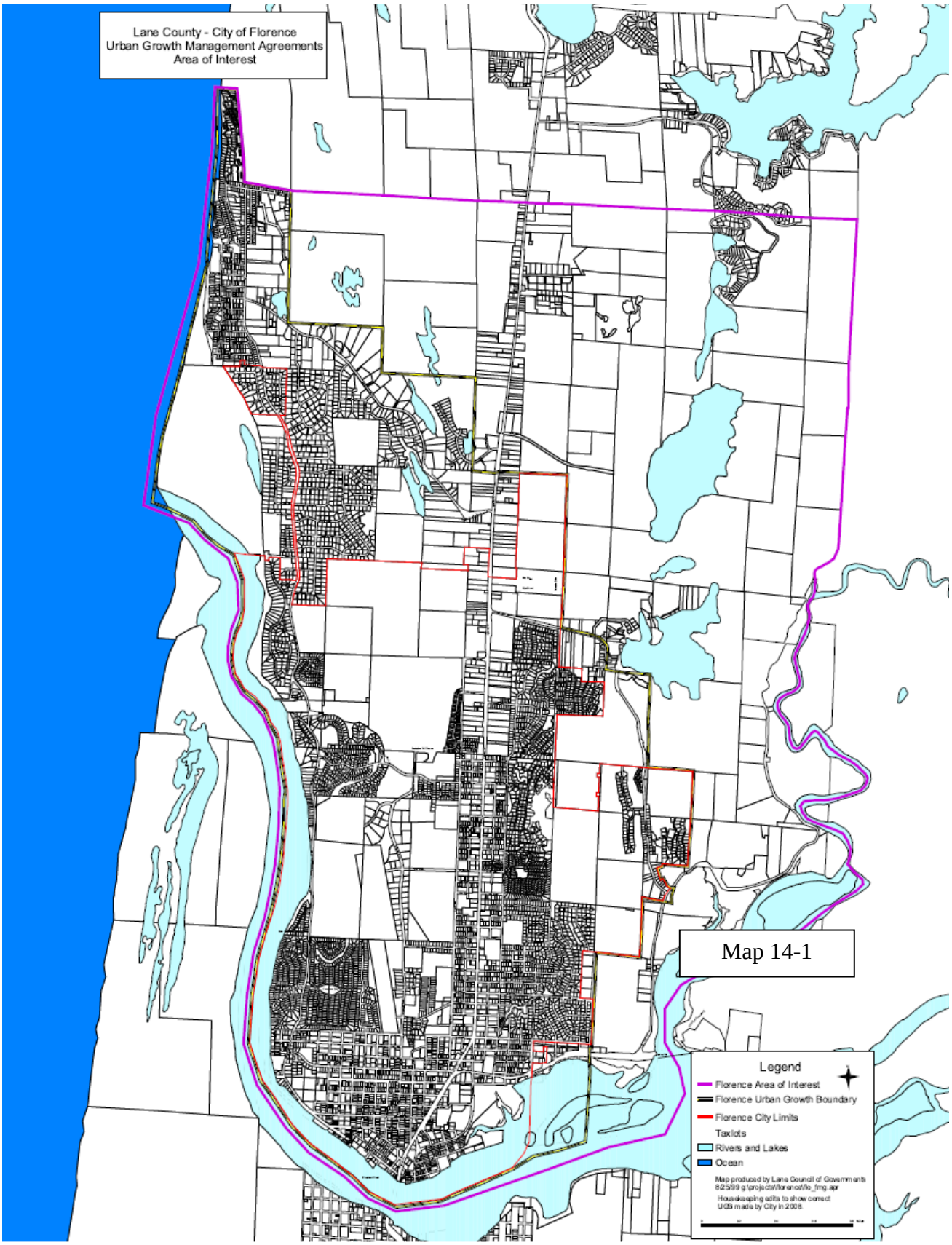
As part of Periodic Review of the Florence Comprehensive Plan in 2002, the UGB was expanded to the northeast to accommodate land near Munsel Lake, and expanded to the southeast to accommodate a second 80 acres of the Ocean Dunes Planned Unit Development. These expansions were approved by Lane County 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 addressed 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. Adding these 80 acres to the UGB brought the entire Ocean Dunes development into the UGB, and it is now entirely within city limits. Increased opportunities for residential golf course frontage lots occurred 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.


Lane County - City of Florence
Urban Growth Management Agreements
Area of Interest
Map 14-1
Legend
Florence Area of Interest
Florence Urban Growth Boundary
Florence City Limits
Taxlots
Rivers and Lakes
Ocean
Map produced by Lane Council of Governments
Housekeeping edits to show correct
UGB made by City in 2008

Chapter 15
Willamette River

(Not Applicable to Florence)

Chapter 16
Siuslaw River Estuarine Resources

Goals

1. To recognize and protect the unique environmental, economic, cultural, and social values of the Siuslaw Estuary and associated wetlands.

2. To protect, maintain, where appropriate develop, and where appropriate restore the long-term environmental, economic, cultural, and social values, diversity and benefits of the Siuslaw Estuary.

3. To provide for appropriate uses with as much diversity as is consistent with the "Shallow Draft Development" Oregon Estuary Classification, and taking into account the biological, economic, recreational, cultural, and aesthetic benefits of the estuary.

Objectives

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

2. To increase understanding of, and ultimately to balance, the natural and economic values of the estuary.

3. To reconcile conflicting estuarine uses.

4. To classify the estuary into economic or water use management units in order to maintain diverse resources, values, uses and benefits.

5. To provide opportunities for use of the estuary for transportation, consistent with its classification as a Shallow Draft Development Estuary.

Policies

1. The *Lane County Coastal Resource Inventory* (Appendix 16) and amendments shall serve as the definitive document for inventory data related to Goal 16 Estuarine Resources, except as the inventory is updated through processes prescribed in this Comprehensive Plan and the Florence City Code. This Comprehensive Plan is consistent with CRMP policies related to the Siuslaw River Estuary within the Florence UGB.

2. Estuary inventory information within the UGB identified after adoption of the *Lane County Coastal Resource Inventory, October 1978*, that is found, through a land use, development, state or federal permit process, or the Site Investigation Report Process, to be inconsistent with the applicable management unit (MU) designation, shall be addressed in the following manner:

a. The jurisdiction within which the site is located shall study the site according to the requirements in the Statewide Planning Goal 16; and

b. Upon the completion of the study, the affected jurisdiction, in cooperation with the other jurisdiction (City or County) and relevant state and federal agencies, shall determine whether the identified site should be re-classified to a different MU designation, and, if yes, shall:

1) identify the appropriate MU for the site;
2) initiate the process for City adoption of an amendment to the Comprehensive Plan, and, if outside City limits, to the CRMP; and
3) notify all affected property owners and interested parties in accordance with requirements of the applicable Code.

3. This Plan and the implementing Code shall provide for appropriate uses, including preservation, with as much diversity as is consistent with the Siuslaw Estuary's classification as a Shallow Draft Development Estuary by the Oregon Estuary Classification, as well as with the biological, economic, recreational, and aesthetic benefits of the estuary.

4. This Plan shall protect the estuarine ecosystem, including its natural biological productivity, habitat, diversity, unique features and water quality.

5. Actions which could potentially alter the estuarine ecosystem shall be preceded by a clear presentation of the impacts of the proposed alteration. Such activities include dredging, fill, in-water structures, riprap, log storage, application of pesticides and herbicides, water intake or withdrawal and effluent discharge, flow-lane disposal of dredged material, and other activities which could affect the estuary's physical processes or biological resources. The assessment shall include information on the following:

a. the type and extent of alterations expected;
b. the type of resource(s) affected;
c. the expected extent of impacts of the proposed alteration on water quality and other physical characteristics of the estuary, living resources, recreation and aesthetic use, navigation and other allowed uses of the estuary; and
d. the methods which could be employed to avoid or minimize adverse impacts.

6. This Plan recognizes the authorities of state, federal, and tribal programs to maintain water quality and minimize human-induced sedimentation in the estuary. Actions to implement the policies in this Chapter shall be coordinated with the appropriate state, federal, and tribal agencies responsible to implement these programs, as they apply within the Florence UGB: Siuslaw Soil and Water Conservation District; the non-point source discharge water quality program administered by the Oregon Department of Environmental Quality (DEQ); the Fill and Removal Permit Program administered by the Department of State Lands, the National Marine Fisheries Service, and the Army Corps of Engineers; and the Confederated Tribes of Coos, Lower Umpqua, and Siuslaw Indians.

7. Restoration is appropriate in areas where activities have adversely affected some aspect of the estuarine system, and where it would contribute to a greater achievement of Statewide Planning Goal 16. Appropriate sites include areas of heavy erosion or sedimentation, de-

graded fish and wildlife habitat, anadromous fish spawning and rearing areas, abandoned diked estuarine marsh areas, and areas where water quality restricts the use of estuarine waters for fish and shellfish harvest and production, or for human recreation.

8. 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.

9. Adequate dredged material disposal sites shall be identified and protected in order to ensure continued navigation in the estuary.

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

11. Removal and fill activities shall, where possible, avoid impacts to archaeological resources. Unavoidable impacts to tribal archaeological resources shall be mitigated in consultation with the Confederated Tribes of the Coos, Lower Umpqua and Siuslaw Indians. Mitigation may include data recovery (archaeological excavation), capping, or other appropriate methods of preserving the archaeological value of the site.

12. When dredge or fill activities are permitted in intertidal or tidal marsh areas, their effect shall be mitigated by creation, restoration or enhancement of another area to ensure that the integrity of the estuarine ecosystem is maintained. This Comprehensive Plan shall designate specific sites for mitigation which generally correspond to the types and quantity of intertidal area proposed for dredging or filling, or make findings demonstrating that it is not possible to do so. These mitigation sites shall be protected through application of the Dredged Materials/Mitigation Sites Overlay District in Florence City Code, inside city limits, and in Lane Code, outside city limits. Mitigation activities may include the use of mitigation banks, consistent with relevant policies in this Plan and the Florence City Code.

13. In addition to the goals, policies, and recommendations in this Chapter, provisions in Chapter 7, Development Hazards and Constraints, and Florence City Code Title 10, Chapter 7: Special Development Standards shall also apply as they relate to river cutbanks and erosion along the estuary.

14. The Management Units (MUs) Natural Estuary, Conservation Estuary, and Development Estuary, as described in this Chapter of the Comprehensive Plan, shall apply to the estuary within the Florence UGB as shown in "Map 17-1: Estuary and Coastal Shoreland Management Units in the Florence UGB."

Implementation requirements in Lane Code Chapter 10 Zoning Districts shall apply to these MUs within the Florence UGB, outside city limits; and Florence City Code Title 10, Chapter 19, shall apply within Florence city limits.

15. The general priorities (from highest to lowest) for management and use of the estuarine resources, as implemented through the Management Unit designation and permissible use requirements shall be:

    a. Uses which maintain the integrity of the estuarine ecosystem
    b. Water-dependent uses requiring estuarine location, as consistent with the Shallow Draft Development Estuary classification
    c. Water-related uses which do not degrade or reduce the natural estuarine resources and values
    d. Non-dependent, nonrelated uses which do not alter, reduce, or degrade estuarine resources and values.

16. In **Natural Estuary Management Units**, the following additional policies shall apply:

    a. Permitted uses shall be limited to the following, provided that no such use shall involve dredge or fill:

        1) Undeveloped low-intensity water-dependent recreation
        2) Research and educational observations
        3) Navigational aids, such as beacons and buoys
        4) Protection of habitat, nutrient, fish, wildlife and aesthetic resources;
        5) Passive restoration measures;
        6) Maintenance of existing riprap for protection of uses existing as of October 7, 1977, unique natural resources, historical and archaeological values; and public facilities. The riprap must be currently serviceable and previously installed in accordance with all local, state, and federal regulations and permits; and such maintenance shall not increase the size, extent, or scope of the riprap or otherwise alter the estuary.
        7) Bridge crossings.

    b. Where demonstrated to be consistent with the resource capabilities of the Natural Estuary MU and the purposes of this management unit, the following uses are allowed, subject to the criteria in c and the requirements in d, below:

        1) Aquaculture which does not involve dredge or fill or other estuarine alteration other than incidental dredging for harvest of benthic species or removable in-water structures such as stakes or racks.
        2) Communication facilities.
        3) Active restoration of fish and wildlife habitat or water quality and estuarine management.
        4) Boat ramps for public use where no dredging or fill for navigational access is needed

5) Pipelines, cables and utility crossings, including incidental dredging necessary for their installation.
6) Temporary alterations, subject to the following additional criteria: the alteration shall support a use expressly allowed in this MU in this Comprehensive Plan as defined in the Definitions in the Introduction to this Comprehensive Plan; it shall be for a specified short period of time, not to exceed three years; and the area and affected resources shall be restored to their original condition.
7) Short-term fills for temporary alterations provided the estuarine areas impacted shall be restored following removal of the fill. All other fills, regardless of volume, are prohibited in this MU.
8) Bridge crossing support structures and dredging necessary for their installation; and dredging necessary for on-site maintenance of existing functional tidegates and associated drainage channels.
9) Installation and expansion of riprap for protection of uses existing as of October 7, 1977, unique natural resources, historical and archaeological values; and public facilities.

c. A use or activity is consistent with the resource capabilities of Natural Estuary MUs when either the impacts of the use on estuarine species, habitats, biological productivity and water quality are not significant or that the resources of the area are able to assimilate the use and activity and their effects and continue to function in a manner to protect significant wildlife habitats, natural biological productivity, and values for scientific research and education.

d. Dredging and fill and other activities which could potentially alter the estuary are prohibited in this MU except as required to support a use specified in b. When allowed in b, these activities shall meet all of the following criteria:

1) no feasible alternative upland locations exist;
2) the activity minimizes impacts on water quality and other physical characteristics of the estuary, living resources, recreation and aesthetic use, and other uses of the estuary allowed in a and b above;
3) Land use management practices and non-structural solutions to problems of erosion and flooding shall be preferred to structural solutions. Where shown to be necessary, riprap; and fill, whether located in the waterways or on shorelands above ordinary high water mark, shall be designed to minimize adverse impacts on water currents, erosion, and accretion patterns.
4) dredge or fill activities, as otherwise approved, must be mitigated, if found to be subject to the mitigation requirement in state law, by creation, restoration or enhancement of an estuarine area to maintain the functional characteristics and processes of the estuary such as its natural biological productivity, habitats and species diversity, unique features and water quality; and
5) all federal and state permit requirements, including mitigation requirements, are met as a condition of approval.

17. In **Conservation Estuary Management Units**, the following additional policies shall apply:

a. Permitted uses shall be limited to the following, provided that no such use shall involve dredge or fill:

1. All uses permitted in the Natural Estuary MU Policy a.

2. Maintenance of existing riprap which is currently serviceable and was previously installed in accordance with all local, state, and federal regulations and permits. Such maintenance shall not increase the size, extent, or scope of the riprap, or otherwise alter the estuary.

3. Maintenance and repair of existing, functional, public and private docks and piers, provided that the activity: does not require dredging or fill of the estuary; minimizes adverse impacts on estuarine resources; and does not alter the size, shape, or design of the existing dock or pier, or otherwise alter the estuary.

b. Where demonstrated to be consistent with the resource capabilities of the Conservation Estuary MU and the purposes of this MU, the following uses are allowed, subject to the criteria in c and applicable requirements in d, and e, below:

1) All uses permitted in Natural Estuary MU Policy b, that require consistency with resource capabilities and purposes of the MU.
2) Water-dependent uses requiring occupation of water surface area by means other than dredge or fill.
3) High-intensity water-dependent recreation, including boat ramps, marinas and new dredging for boat ramps and marinas.
4) Minor navigational improvements.
5) Aquaculture requiring dredge or fill or other alteration of the estuary.
6) Temporary alterations, subject to the following additional criteria: the alteration shall support a use expressly allowed in this MU in this Comprehensive Plan, as defined in the Definitions in the Introduction to this Comprehensive Plan; it shall be for a specified short period of time, not to exceed three years; and the area and affected resources shall be restored to their original condition.
7) Short-term fills for temporary alterations provided the estuarine areas impacted shall be restored following removal of the fill. All other fills, regardless of volume, are prohibited in this MU.
8) Riprap may be installed or expanded provided the riprap shall be necessary to protect an existing or permitted use.
9) Active restoration for purposes other than those listed above, subject to the requirements in d.

c. A use or activity is consistent with the resource capabilities of Conservation Estuary MUs when either the impacts of the use on estuarine species, habitats, biological productivity and water quality are not significant or that the resources of the area are able to assimilate the use and activity and their effects and continue to function in a manner which conserves long-term renewable resources, natural biological productivity, recreational and aesthetic values and aquaculture.

d. Dredging and fill and other activities which could potentially alter the estuary are prohibited in this MU except as required to support a use specified in b. When allowed in b, these activities shall meet all of the following criteria:

1) no feasible alternative upland locations exist;
2) the activity minimizes impacts on water quality and other physical characteristics of the estuary, living resources, recreation and aesthetic use, and other uses of the estuary allowed in a and b above;
3) Land use management practices and non-structural solutions to problems of erosion and flooding shall be preferred to structural solutions. Where shown to be necessary, riprap; and fill, whether located in the waterways or on shorelands above ordinary high water mark, shall be designed to minimize adverse impacts on water currents, erosion, and accretion patterns.
4) dredge or fill activities, as otherwise approved, must be mitigated, if found to be subject to the mitigation requirement in state law, by creation, restoration or enhancement of an estuarine area to maintain the functional characteristics and processes of the estuary such as its natural biological productivity, habitats and species diversity, unique features and water quality; and
5) all federal and state permit requirements, including mitigation requirements, are met as a condition of approval.

e. The proliferation of individual single-purpose docks and piers shall be discouraged in Conservation Estuary MUs by encouraging community facilities common to several uses and interests. The size and shape of a dock or pier shall be limited to that required for the intended use. Alternatives to docks and piers, such as mooring buoys, dryland storage, and launching ramps shall be investigated and considered.

18. In **Development Estuary Management Units**, the following additional policies shall apply:

a. Permitted activities in the estuary throughout Development Estuary MUs are as follows, provided that these specific activities do not involve dredge or fill:

1) Maintenance of existing riprap and other erosion control structures which are currently serviceable and previously installed in accordance with all local, state, and federal regulations and permits. Such maintenance shall not increase the size, extent, or scope of the structure or otherwise alter the estuary.

2) Maintenance and repair of existing, functional, public and private docks and piers, provided that the activity: does not require dredging or fill of the estuary; minimizes adverse impacts on estuarine resources; and does not alter the size, shape, or design of the existing dock or pier or otherwise alter the estuary.

b. Permitted uses in the estuary in Areas Managed for Water Dependent Activities, shall be limited to the following, subject to the applicable criteria below:

1) Navigation and dredging and fill necessary to support navigation, consistent with the criteria in d.

2) Maintenance dredging and maintenance of the north jetty are permitted where they have been established as appropriate in the Florence Comprehensive Plan for specific Management Units. Maintenance dredging must also meet the following additional criteria: 1) the footprint of the area to be dredged shall be the same as the area that has been dredged in the past; and 2) the dredging shall be approved by all applicable federal and state permitting agencies. For example, maintenance dredging of the Federal Navigation Channel, as authorized in the Siuslaw River Dredge Material Disposal Plan, is automatically approved and need not go through a local permit process for each individual project.

3) Water-dependent commercial and industrial uses, and dredging and fill necessary to support these uses, subject to the applicable requirements in f and either d or e (if dredging or fill is involved, the requirements in d apply; if the use will otherwise alter the estuary, the requirements in e apply). Examples of water-dependent commercial and industrial uses include, but are not limited to, the following (for additional water-dependent commercial and industrial uses, see the Definition of this term in Chapter I):

a) Docks and piers to support water-dependent industrial and commercial uses.
b) Flood and erosion control structures such as jetties, bulkheads, seawalls, and groin construction, may be installed and maintained, and riprap may be installed and expanded; provided all such uses are needed to protect water-dependent commercial and industrial uses
c) Flow-lane disposal of dredged material, where consistent with the Dredged Materials Disposal Plan, and monitored to assure that estuarine sedimentation is consistent with the resource capabilities and purposes of affected Natural and Conservation MUs
d) Water storage areas where needed for products used in or resulting from industry, commerce, and recreation
e) Marinas
f) Temporary alterations, subject to the following additional criteria:

the alteration shall support a use expressly allowed in this MU in this Comprehensive Plan as defined in the Definitions in the Introduction to this Comprehensive Plan; it shall be for a specified short period of time, not to exceed three years; and the area and affected resources shall be restored to their original condition

g) Short-term fills for temporary alterations provided the estuarine areas impacted shall be restored following removal of the fill.

c. Permitted uses or activities in Development Estuary areas <u>outside of Areas Managed for Water-dependent Activities</u>, shall be limited to the following, provided the proposed use must not be detrimental to natural characteristics or values in the adjacent estuary, and subject to the specific criteria below, and the applicable requirements in f and either d or e (if dredging or fill is required, the requirements in d apply; if the use will otherwise alter the estuary, the requirements in e apply):

1) Dredge or fill, as needed for navigation or to support uses specifically allowed in this Comprehensive Plan policy
2) Flood and erosion control structures such as jetties, bulkheads, seawalls, and groin construction, may be installed and maintained, and riprap may be installed and expanded; provided all such uses are needed to protect existing uses or uses specifically allowed in this Comprehensive Plan policy
3) Navigation and water-dependent commercial enterprises and activities, including docks and piers to support an existing use or a use specifically allowed in this Comprehensive Plan policy.
4) Water transport channels where dredging may be necessary.
5) Flow-lane disposal of dredged material, where consistent with the Dredged Materials Disposal Plan, and monitored to assure that estuarine sedimentation is consistent with the resource capabilities and purposes of affected Natural and Conservation MUs.
6) Water storage areas where needed for products used in or resulting from industry, commerce, and recreation
7) Marinas.
8) Temporary alterations, subject to the following additional criteria: the alteration shall support a use expressly allowed in this MU in this Comprehensive Plan as defined in the Definitions in the Introduction to this Comprehensive Plan; it shall be for a specified short period of time, not to exceed three years; and the area and affected resources shall be restored to their original condition.
9) Short-term fills for temporary alterations provided the estuarine areas impacted shall be restored following removal of the fill.
10) Water-related uses; non-water-dependent uses, non-water-related uses not requiring dredge or fill; and activities identified in Natural and Conservation MUs may also be allowed where consistent with the purposes of this MU and adjacent shorelands designated Water Dependent (or designated for waterfront redevelopment). In designating areas for these uses, local governments shall consider the potential for using upland sites to reduce or limit the commitment of the estuarine surface area for surface uses.

d. Dredging projects, other than maintenance dredging as permitted in b, above, and any project which requires fill in the estuary, shall be allowed only if the project or activity complies with all of the following criteria:

1) The dredging or fill is expressly permitted in sections b or c, above;
2) A substantial public benefit is demonstrated and the activity does not unreasonably interfere with public trust rights;
3) No alternative upland locations are feasible;
4) Adverse impacts on water quality and other physical characteristics of the estuary, living resources, recreation and aesthetic use, navigation and other existing and potential uses of the estuary allowed in b and c, above are minimized;
5) Land use management practices and non-structural solutions to problems of erosion and flooding shall be preferred to structural solutions. Where shown to be necessary, water and erosion control structures, such as riprap, jetties, bulkheads, seawalls, and similar protective structures; and fill, whether located in the waterways or on shorelands above the ordinary high water mark, shall be designed to minimize adverse impacts on water currents, erosion, and accretion patterns.
6) Dredge or fill activities, as otherwise approved, must be mitigated, if found to be subject to the mitigation requirement in state law, by creation, restoration or enhancement of an estuarine area to maintain the functional characteristics and processes of the estuary such as its natural biological productivity, habitats and species diversity, unique features and water quality.
7) All federal and state permit requirements, including mitigation requirements, are met as a condition of approval.

e. Activities or uses which could potentially alter the estuary that do not involve dredge or fill shall only be allowed in Development Estuary MUs when the use or activity complies with all of the following criteria:

1) the activity or use is expressly permitted in sections b or c, above;
2) no alternative upland locations are feasible;
3) the activity minimizes impacts on water quality and other physical characteristics of the estuary, living resources, recreation and aesthetic use, and other uses of the estuary allowed in b and c above;
4) Land use management practices and non-structural solutions to problems of erosion and flooding shall be preferred to structural solutions. Where shown to be necessary, water and erosion control structures, such as riprap, jetties, bulkheads, seawalls, and similar protective structures, shall be designed to minimize adverse impacts on water currents, erosion, and accretion patterns.

f. The proliferation of individual single-purpose docks and piers shall be discouraged in Development Estuary MUs by encouraging community facilities common

to several uses and interests. The size and shape of a dock or pier shall be limited to that required for the intended use. Alternatives to docks and piers, such as mooring buoys, dryland storage, and launching ramps shall be investigated and considered.

Recommendations

1. Timing of dredging activities should comply with Oregon Department of Fish and Wildlife In-Water-Work-Window recommendations as well as conditions identified in Oregon Department of State Lands, U.S. Army Corps of Engineers, and National Marine Fisheries Service regulatory documents.

2. Basic biological research and mapping of the biological and physical characteristics of the Siuslaw should be continued in order to have a better understanding of the productivity of the river.

3. Estuary sedimentation originating from nonpoint sources such as urban runoff, road building, and streambank erosion should be identified and controlled.

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

5. Where a traditional cultural property is thought to exist within the estuary, the community seeking recognition of the property should provide evidence to the City of how that area is important in maintaining the continuing culture of the community. Upon recognizing the traditional cultural property, the City shall work with the affected community to protect the cultural value of the site.

6. The City should pursue grant funding to perform a comprehensive update of the Coastal Resources Inventory inside the Florence UGB.

Estuary Management Units (MU)

Consistent with Goal 16 requirements, the designation of the Siuslaw River as a Shallow Draft Development Estuary, and Management Unit designations in the *Lane County Coastal Resources Management Plan*, estuarine areas are designated in this Plan as Natural Estuary, Conservation Estuary, or Development Estuary Management Units. Estuary Zoning Districts are applied to portions of the estuary within the Florence UGB as depicted on "Map 17-1: Estuary and Coastal Shorelands Management Units in the Florence UGB" in Chapter 17 of this Comprehensive Plan. Within city limits, estuary zoning districts are depicted on the City of Florence Zoning Map.

Some of the MUs in the CRMP extend outside of the Florence UGB, but this Comprehensive Plan only applies to those areas within the UGB. For example, some of the Estuary MUs are

described as "bank to bank," but this Comprehensive Plan only applies to those areas as they extend from the City shorelands to the Federal Navigation Channel which defines the UGB in this area.

Natural Estuary Management Unit (MU) Designation

The purpose of the Natural Estuary Management Unit is 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 Estuary" MU shall be of a low-intensity, undeveloped nature stressing minimal human impact.

The Natural Estuary MU applies within the Florence UGB to Management Units C and G on Map 17-1.

> Management Unit C is generally located along the east side of the river from river mile 1.2 to Cannery Hill, excluding the area that falls between the inner north jetty and the shoreland (area C-1, estuary at Shelter Cove) which has been re-designated to Conservation Estuary MU. The west boundary of the management unit is the Federal Navigation Channel of the Siuslaw River.
>
> Rationale is:
> a. Fish rearing (particularly fall Chinook juveniles) and spawning
> b. Seal haulout at upriver portion
> c. Clam beds with species found only at this salinity level (i.e., paddock, gaper, cockle, and littleneck)
> d. Seagrass and algae beds predominantly in Piddock Bay area
> e. Area of high quality biological habitat with unique consolidated substrate
> f. Low-intensity recreational potential
>
> The salinity range near the mouth of the river is higher than the remainder of the estuary since the Siuslaw has a strong riverine influence. This factor causes the organisms found here to be much different than those in the remainder of the estuary. Seals are known to use the Cannery Hill area as a haulout and oceanic fishes can be found feeding here. The same substrate is of high value for fish rearing, including fall Chinook juveniles. The recreational and economic importance of this area extends beyond the limits of the MU because of this fish rearing capacity. The abundance of clams is also of high recreational value.

Management Unit G is the tide flats at the mouth of the North Fork of the Siuslaw, both north and south of the Highway 126 Bridge.

Rationale is:
a. Extensive seagrass beds
b. Benthic fauna, such as softshell and macoma clams and shrimp
c. Major tract of tidal marsh and productive tideflats
d. Shorebird use
e. Low intensity recreational importance

The extensive eelgrass beds, aside from being extremely important for nutrient exchange, provide an excellent habitat for many organisms, both by direct attachment and as a result of its stabilizing effect on the substrate. One benefit of this biologically rich condition is excellent fish habitat. Furthermore, the tidal flats, because of their close proximity to the population center, are one of the most heavily used sites for recreational clam digging. A recorded tribal archaeological site is located in this Management Unit, providing evidence of tribal utilization of this habitat and confirming the long-term productivity of this habitat. When this management unit designation was assigned in 1978, the Siuslaw had approximately 750 acres of tidelands, about 20 percent of the river's total estuarine habitat. Only the Salmon and Chetco River estuaries have smaller percentages of tidelands. Because of the unique value of these lands for nutrient productivity and biological habitat, combined with the scarcity of tideland in the Siuslaw, the importance of a natural designation on this area is apparent.

Conservation Estuary Management Unit (MU) Designation

The purpose of the Conservation Management Unit is preservation of long-term use of renewable resources which would not cause major alteration to the estuary. Primary objectives of this MU are to provide for recreational and aesthetic uses of the estuarine resources as well as maintenance and restoration of biological productivity. 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 Conservation Estuary MU applies within the Florence UGB to Management Units B, C1, O, and P on Map 17-1.

Management Unit B refers to the two cove areas landward of the north jetty at river mile 1.

Rationale is:
a. Sand substrate
b. Minor clam beds
c. Existing scuba diving park
d. Site protected from adverse weather and sea conditions
e. Shorebird use

The Port of Siuslaw has plans to develop a harbor of refuge in the upriver cove when the jetties are extended and/or repaired. The site will provide good shelter with reconstruction of the jetty and has the additional advantage of proximity to the river mouth. An exception to Goal 16 must be approved by the Oregon Land Conservation and Development Commission for this to occur.

Management Unit C-1, as amended, is the portion of the estuary between the inner north jetty and the shoreland (estuary at Shelter Cove Subdivision).

Rationale is:
a. Unstable substrate conditions
b. Low abundance of benthic macroinvertibrate organisms
c. Adjacent to biologically productive portion of estuary

This MU designation was assigned through CRMP amendments in 1996. These amendments state: "significant erosion of the adjacent bank has accelerated deposition of sand in this portion of the estuary, covering the siltstone outcropping with a thick layer of sand. This change in ecological conditions has resulted in relatively poor biological habitat and nominal levels of unique biota. The sensitivity of the more productive adjacent estuary is buffered by the moderate designation of this estuary management unit."

Management Unit O is the estuary from the jetty to the Highway 101 bridge, bank to bank, although only the portion to the Federal Navigation Channel is within the UGB, excluding MUs B, C, E, and F.

Rationale is:
a. Groin tideflats
b. Old Rock Dock
c. Recreational use
d. Fish rearing and feeding

This portion of the estuary extends from bank to bank outside of other MUs, and is ocean dominated, with high salinity levels. This makes it an important area for marine species that either are reared here or use this as feeding grounds. This is also an important site for benthic (bottom-dwelling) organisms which prefer a sand environment. The old Rock Dock site is located adjacent to the South Jetty. Many agencies and local personnel are concerned with rebuilding this recreational structure.

Management Unit P is the estuary from Highway 101 bridge east to the UGB, bank to bank, excluding areas covered by MUs F and G.

Rationale is:
a. Smaller tracts of tideflats and marshes
b. Fishing and boating
c. Private and commercial docks

This portion of the estuary extends from bank to bank outside of other MUs, although on-

ly the portion to the center of the estuary is within the UGB. This heavily used portion of the estuary is important for recreational and economic needs of the area. It is biologically important, also, both in its own right and by virtue of its proximity to several Natural areas of the estuary. Proposed uses should be carefully evaluated based on the limited surface area of the estuary and the fragility of the ecosystem.

Development Estuary Management Unit (MU) Designation

The Development Estuary Management Unit provides for navigational, public, commercial and industrial water-dependent needs. The dredged navigation channel and the jetties are designated Development Estuary MU essentially responding to the existing situation. The primary purpose of the Development Estuary MU (DE) is to provide for navigational needs and public, commercial and industrial water-dependent uses which require an estuarine location. Uses which are not water dependent which do not damage the overall integrity of estuarine resources and values should be considered, provided they do not conflict with the primary purpose of the MU.

Historical development activities have produced adverse effects on the Siuslaw Estuary. Sedimentation resulting from past logging practices has contributed to sedimentation of the dredge channel and necessitated larger amounts of dredging; and contributed to the turbidity of the water. 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.

The Development Estuary MU applies within the Florence UGB to Management Units A, E, F, and R on Map 17-1.

Management Unit A is the north and south jetties, although only the north jetty is within the UGB.

Rationale is: a. developed jetties; b. essential for navigation over bar. This MU encompasses only the jetties and not any tidal flats which may develop behind them.

The nature of a jetty is one of development, as it is so closely tied to the economics of the City of Florence and the estuary. Maintenance of the jetties, and their possible future extension, are envisioned in this MU.

Management Unit E is approximately from river mile 2 to a line one quarter mile down river from the northern boundary of Section 27.

Rationale is:

a. River channel close to shore
b. Truck access on adjacent shoreland
c. Land available for water-dependent, water-related uses on adjacent shoreland
d. The two resource areas identified in the Coastal Inventory (salt marsh and clam bed) have been found to be of minor significance. No other significant biological areas are listed for this management unit in the Inventory (pages III-59 and 63).

Two resource areas are identified in the Lane County Coastal Inventory: a narrow strip of low salt marsh along the southern portion of the management unit with a Piddock and Gaper clam bed at the northern boundary. Both of these areas were included within the development designation in 1978. The salt marsh is a strip less than 10 feet wide; it is a rock shelf which drops off vertically to deep water. The hard rock surface supports a population of plant and animal life. There is a clam bed shown in the inventory in deep water. Often small isolated populations such as these are essential for repopulation of larger more productive locations when a catastrophic event occurs (such as disease or gross changes to the physical environment) which eliminate the more productive areas. It is the outlier populations that give resiliency to the large population. This management unit was one of 10 locations in the estuary where local fisheries' specialists have taken seine and trawl samples. The Coastal Inventory lists fourteen species found in the seine sampling. At that time, these species were not unique to this area, but rather were generally found in either the lower portion of the estuary or the estuary as a whole.

Management Unit F is east and west of the Highway 101 Bridge.

Rationale is:

a. Area includes Bay Bridge Marina and Port of Siuslaw Holiday Marina;
b. Shorelands are developed in urban uses;
c. In 1978, this Management Unit contained no significant biological areas as listed in the Lane County Coastal Resources Inventory (pages III, 58-63).

The following subunits have been designated:

Management Unit F1 (Bay Bridge Marina), from the eastern boundary of MU #2 to the western boundary of Tax Lot 7900, T18R12WS34-12, near Kingwood Street. The channel is nearer the opposite shore in this unit. Existing development consists of a private marina which requires dredging. At the time of the 1978 inventory, there was a small area of tidal marsh, a small mud clam bed and a small area of eelgrass near the Ivy Street pump station. The substrate is primarily sand. Moorage facilities for recreational boats were considered appropriate in this area. Commercial or industrial uses were not considered appropriate, due to the proximity to residential development.

Management Unit F.2 (Old Town and Port of Siuslaw), from the eastern boundary of Unit #1 to the Munsel Creek outlet. The channel and turning basin follow this shoreline for most of its length. Development in this area includes the Highway 101 Bridge, permits for utility cable crossings, the city dock at the end of Laurel Street, piers, turning basin, Port of Siuslaw moorage facilities and dock, a boat ramp, marina and a spoils stockpiling site. The substrate is primarily sand in the main part of the river and mixed sand and mud in the tideflat area. No significant areas of wetlands occur in the area although a small amount of salt marsh is found near the bridge. The channel follows the shoreline for most of this MU and is considered appropriate for development. Sediment in this area has consistently been tested "clean" and suitable for in-water disposal. Subject to the approval of federal and state agencies, maintenance dredging is appropriate in this MU to

maintain the existing navigation channel and marina but maintenance dredging is not appropriate outside these areas in this MU or in the tide flats.

Management Unit R is the Federal Navigation Channel. The rationale for this designation is that the river is essential for navigation needs. The Siuslaw River to Mapleton contains a federally-authorized channel. The Siuslaw River is typical of coastal waterways which have historically been used as transportation routes. The continued use of these facilities is dependent on maintenance of the navigational channel. LCDC has designated the Siuslaw a "shallow draft" estuary, defined as having channels of 22 feet or less. The River's shallow nature and high rate of natural sedimentation, augmented by runoff associated with timber harvest activity, cause sedimentation and shoaling to be a continuing major problem for existing and future navigational users. Maintenance dredging is appropriate in the Federal Navigation Channel, subject to the approval of federal and state agencies.

Background

The Siuslaw River estuary, designated a Shallow Draft Development Estuary under the Oregon Estuary Classification System, is managed for navigation and other public needs with jetties and a main channel maintained by dredging at 22 feet or less. The geomorphology of the area is that of a Drowned River Mouth Estuary. The estuary's broad floodplain, numerous wetlands, and tidal islands, lead to the dunes along the coastal plain at Florence. Here the land is characterized by barren sand dunes interspersed with pine woodlands and deflation plain lakes and wetlands. Since the decline of the forest industry, most of the revenue generated in the area is from tourism, recreation, and commercial fishing. Local community members, both tribal and nontribal, engage in subsistence fishing for marine and stream resources. Tribal community members also engage in gathering activities for traditional cultural purposes. The abundant natural resources of the estuary have been integral to the culture of communities living along the estuary from the earliest time of the Siuslaw Tribe and continuing with the present community of Florence and recreational visitors to the area.

Historically the Siuslaw estuary was about 2970 acres in size (Brophy 2005). About 67% of the estuary (2000 acres) has undergone major alterations that block or greatly reduce tidal flows, such as dikes, tidegates, and restrictive culverts (Brophy 2005). In addition the Siuslaw estuary was historically rich in tidal swamps (shrub and forested wetlands), with about 70% of the wetlands within the tidal zone being tidal swamp. 97% of these swamps are now gone, mostly converted to agriculture. Out of the original 2970 acres of wetland only about 818 remain unaltered (Brophy 2005).

Habitat types found in the Siuslaw estuary include eelgrass beds, intertidal sand and mud flats and subtidal habitats, emergent marsh, scrub-shrub, and forested wetlands. The watershed supports spawning runs of fall Chinook, chum, winter steelhead, coho, and sea-run cutthroat; and receives significant waterfowl use. The estuary also supports shellfish resources, including clams, crab, mussels, and shrimp. The South Jetty wetlands adjacent to the lower river are one of the two most important wintering areas for tundra swans on the Oregon coast. The estuary has been designated an Important Bird Area by the National Audubon Society.

Historically, the Siuslaw Basin was one of the most abundant anadromous fish producers in the Pacific Northwest. Once the Oregon Coast's largest Coho-producing system next to the Columbia, the Siuslaw River is estimated to be at 1% of historic coho salmon production levels.[1] The lower Siuslaw River watershed health is degraded and a significant amount of restoration action is needed to improve watershed conditions (Oregon Watershed Enhancement Board, 2007). The watershed is limited by all factors in aquatic/instream areas, tideland, riparian, freshwater wetlands, and upland areas. The Siuslaw River is classified as Water Quality Limited under the Clean Water Act and is included on the state's 303(d) list of Impaired Waterbodies by the Oregon Department of Environmental Quality. The River is failing in all these parameters: Dissolved Oxygen, Fecal Coliform, Habitat Modification, and Temperature, and potentially Alkalinity. Beneficial Uses impaired by these listed parameters include resident fish and aquatic life; salmonid fish spawning and rearing; anadromous fish passage; trout rearing and migration; and shellfish growing.

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* (*CRMP*), adopted in June 1980, and subsequently amended. This Plan, included in Appendix 16, provides detailed guidance for implementation of Statewide Planning Goal 16, Estuarine Resources.[2]

The CRMP was adopted by Lane County in 1980 and the inventory on which it is based has not been updated since adoption. The City strongly supports efforts by the State to conduct a systematic update of all coastal resources inventories in the State. In addition, the City will continue to seek grant funds to update the coastal resources inventory within the Florence UGB. In the interim, this Plan provides a process for incrementally updating the inventories as new inventory information becomes available through the permitting process. This chapter of this Comprehensive Plan was updated in 2009 to comply with Statewide Planning Goal 16. This Plan continues to be consistent with the CRMP for compliance with Statewide Goal 16.

Wilbur Island is available for some types of mitigation. Mitigation is required for any impacts to the estuary and mitigation must take the form of like-for-like, i.e., mitigation sites must match original sites in terms of type, resource values, functions and characteristics. Development activities should be planned to avoid impacts to sensitive habitats such as wetlands and riparian areas. Mitigation opportunities in this area are extremely limited and becoming more scarce over time. System-wide solutions are needed and will be pursued by the City through long range planning efforts.

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[1] Early cannery records indicate that the Siuslaw was second only to the Columbia River in numbers of coho. The average coho numbers from 1889-1896 were 209,000 fish. This compares to an average of just over 3,000 in the years 1990-1995 (Oregon State University, Natural Resources Digital Library).

[2] Note: City adoption of the CRMP was repealed by Ordinance No.10, Series 2009 and it has been removed from the Appendix.

Chapter 17
Coastal Shorelands: Ocean, Estuary, and Lake Shorelands

Goals

1. To conserve, protect, where appropriate, develop and, where appropriate, restore the resources and benefits of coastal shorelands, recognizing their value for protection and maintenance of water quality, fish and wildlife habitat, water-dependent uses, economic resources, cultural resources, and recreation and aesthetics.

2. To reduce the hazard to human life and property, the adverse effects on water quality, and the adverse effects on fish and wildlife habitat, resulting from the use and enjoyment of Florence's coastal shorelands.

Objectives

1. To improve management of the shorelands bordering the estuary, the ocean, and Coastal 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, cultural resource, and recreational values of these shorelands.

Policies

1. The *Lane County Coastal Resource Inventory* and amendments shall serve as the definitive document for inventory data related to Goal 17, Coastal Shorelands, except as the inventory is updated through processes prescribed in this Comprehensive Plan and the Florence City Code. This Comprehensive Plan shall be the definitive document for policies related to Coastal Shorelands in the Florence UGB.

2. Coastal Shorelands inventory information inside the UGB identified after adoption of the *Lane County Coastal Resource Inventory, October 1978*, that is found, through a land use, development, state or federal permit process, or the Site Investigation Report Process, to be inconsistent with the applicable Management Unit (MU) designation, shall be addressed in the following manner:

    a. The jurisdiction within which the site is located shall study the site according to the requirements in the Statewide Planning Goal 17; and
    b. Upon the completion of the study, the affected jurisdiction, in cooperation with the other jurisdiction (City or County) and relevant state and federal agencies, shall determine whether the identified site should be re-classified to a different MU designation, and, if yes, shall:

1) identify the appropriate MU for the site;
2) initiate the process for City adoption of an amendment to the Comprehensive Plan, and, if outside City limits, to the CRMP; and
3) notify all affected property owners and interested parties in accordance with requirements of the applicable Code.

3. This Plan, implementing actions, and permit reviews shall include consideration of the critical relationships between Coastal Shorelands and resources of coastal waters, and of the geologic and hydrologic hazards associated with Coastal Shorelands.

4. In addition to the goals, policies, and recommendations in this Chapter, provisions in Chapter 7, Special Development Standards shall also be considered as they relate to special development conditions. Where conflicts exist, the policies in this Chapter 17 shall prevail.

5. The management of Coastal Shorelands shall be compatible with the characteristics of the adjacent coastal waters. The policies in this Chapter are in addition to the policies in Chapter 16, Siuslaw River Estuary; and where conflicts exist, the policies and provisions of Chapter 16 shall prevail.

6. Land use management practices and non-structural solutions to problems of erosion and flooding shall be preferred to structural solutions. Where shown to be necessary, water and erosion control structures, such as riprap, jetties, bulkheads, seawalls, and similar protective structures; and fill, whether located in the waterways or on shorelands above ordinary high water mark, shall be designed to minimize adverse impacts on water currents, erosion, and accretion patterns.

7. The City, together with Lane County, state, tribal, and federal agencies, shall, within the limits of their authorities, maintain the diverse environmental, economic, cultural, and social values of Coastal Shorelands and water quality in coastal waters. Within those limits, they shall also minimize human-induced sedimentation in estuaries, near shore ocean waters, and coastal lakes.

8. This Plan, implementing actions, and permit reviews shall include consideration of the strong relationships between Coastal Shorelands and traditional tribal land use patterns which have been heavily dependent on the resources of coastal and estuarine waters, and shall conserve archaeological resources. Actions shall avoid, where possible, impacts to archaeological resources. Unavoidable impacts to tribal archaeological resources shall be mitigated in consultation with the Confederated Tribes of the Coos, Lower Umpqua and Siuslaw Indians. Mitigation may include data recovery (archaeological excavation), capping, or other appropriate methods of preserving the archaeological value of the site.

9. Florence Code provisions adopted to protect shoreland sites designated Water Dependent shall comply with the requirements of OAR 660-037-0080 which state that local land use regulations may:

a. Allow only water-dependent uses.
b. Allow nonwater-dependent uses that are in conjunction with and incidental and subordinate to water-dependent uses on the site.
   1) Such nonwater-dependent uses shall be constructed at the same time as or after the water-dependent use of the site is established, and must be carried out together with the water-dependent use.
   2) The ratio of the square footage of ground-level indoor floor space plus outdoor acreage distributed between the nonwater-dependent uses and the water-dependent uses at the site shall not exceed one to three (nonwater-dependent to water-dependent).
   3) Such nonwater-dependent uses shall not interfere with the conduct of the water-dependent use.

c. Allow temporary non-water-dependent uses that involve minimal capital investment and no permanent structures. The intent of allowing such uses is to avoid posing a significant economic obstacle to attracting water-dependent uses. Tools for implementing this approach include "vacate" clauses in leases on public lands, as well as requiring "vacate" clauses for land use approvals involving leasing of private lands.

10. Existing visual and physical access points in the UGB shall be retained (see Table 17.1). The City, in coordination with the Parks and Recreation Division, shall develop and implement a program to provide increased public access to Coastal Shorelands. Existing public ownerships, rights of way, and similar public easements in Coastal Shorelands which provide access to or along coastal water shall be retained or replaced if sold, exchanged or transferred. Rights of way may be vacated to permit redevelopment of shoreland areas provided public access across the affected site is retained.

11. Coastal Shorelands in the Florence UGB shall be all lands contiguous with the ocean, the Siuslaw Estuary, and four lake areas: Munsel Lake, Heceta Junction Lake, South Heceta Junction Seasonal lakes, and North Jetty Lake. The following Management Unit designations, as described in this Chapter of the Comprehensive Plan, shall apply to Shorelands within the Florence UGB: Shoreland Dredged Material Disposal Sites, Natural Resources Conservation, Mixed Development, Residential Development, and Prime Wildlife Area. Application of these MUs to specific areas is shown on “Map 17-1: Estuary and Coastal Shoreland Management Units in the Florence UGB,” in this chapter of this Comprehensive Plan.

    Implementation requirements in Lane Code Chapter 10 Overlay Zoning Districts shall apply to these MUs within the Florence UGB, outside city limits, and Florence City Code Title 10, Chapter 19, shall apply within Florence city limits.

12. General priorities for the overall use of Coastal Shorelands (from highest to lowest) shall be to:

1. Promote uses which maintain the integrity of estuaries and coastal waters;
2. Provide for water-dependent uses;
3. Provide for water-related uses;
4. Provide for nondependent, nonrelated uses which retain flexibility of future use and do not prematurely or inalterably commit shorelands to more intensive uses;
5. Provide for development, including nondependent nonrelated uses, in urban areas compatible with existing or committed uses;
6. Permit nondependent, nonrelated uses which cause a permanent or long-term change in the features of coastal shorelands only upon a demonstration of public need.

13. In Shoreland Dredged Material Disposal Site Management Units, the following additional policies shall apply:

a. For Shorelands in the Shoreland Dredged Material Disposal Site MU within the Florence UGB, implementation requirements in Lane Code Chapter 10 Overlay Zoning Districts shall apply outside city limits, and the Dredged Material/Mitigation Overlay Zoning District in Florence City Code Title 10 Chapter 19 shall apply inside city limits.

b. In order to protect the navigability of the river, sites (with the exception of designated "stockpile" sites) included in the adopted *Siuslaw River Dredged Material Disposal Plan* shall be retained for that use until such time as the filling capacity has been reached or the site is removed from the adopted, revised *Siuslaw River Dredged Material Disposal Plan*. However, sites that have reached their filling capacity which can be reconfigured to accept more material shall continue to be retained. A determination that fill capacity has been reached shall be based upon the recommendation of the Army Corps of Engineers and other interested agencies and persons.

The re-classification of any applicable dredge material disposal site protection overlay zoning shall require positive findings by the City or the County (if outside city limits) that one or both of these conditions are met, following public hearing. Following removal of the overlay 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 this Plan and the Florence City Code and Lane County Code.

c.. 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 the adopted, revised *Siuslaw River Dredged Material Disposal Plan*.

d. 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 this Plan and the Florence City Code and Lane County Code.

e. Dredge spoil disposal shall provide adequate run-off protection and maintenance of a riparian strip along the water.

14. In Natural Resources Conservation Management Units, the following additional policies shall apply:

a. For Shorelands in the Natural Resources Conservation MU within the Florence UGB, implementation requirements in Lane Code Chapter 10 Overlay Zoning Districts shall apply outside city limits, and the Natural Resource Conservation Overlay Zoning District in Florence City Code Title 10 Chapter 19 shall apply inside city limits.

b. Uses shall fall within and respect Priorities 1-5 of the Priority Statement (Policy 12).

c. Filling in Coastal Lakes adjacent to this MU shall only be allowed in very rare instances and after a complete study of potential physical or biological impacts on the Lake. The cumulative effects of all such fills shall be considered. Positive benefits must outweigh negative effects.

d. Land divisions outside city limits within the Florence UGB shall not be allowed prior to annexation to the city. Land divisions within city limits in this MU shall be approved only with affirmative findings that the land division and subsequent use are consistent with shoreland values as identified by on site evaluation.

e. For any approved development on coastal lake or estuarine shoreland in this MU, a minimum 50' horizontal buffer zone is required from the estuary or lake. (Setback requirements on ocean shorelands in this MU will vary depending on the rate of erosion in the area and will be determined by site review, with a 100 foot minimum.)

f. Only developments and activities which do not pose a threat to life or property from land instability, erosion or other natural hazard shall be allowed.

15. In Mixed Development Management Units, the following additional policies shall apply:

a. For Shorelands in the Mixed Development MU within the Florence UGB, implementation requirements in Lane Code Chapter 10 Overlay Zoning Districts shall apply outside city limits, and the Mixed Development Overlay Zoning District in Florence City Code Title 10 Chapter 19 shall apply inside city limits.

b. Uses shall respect the priorities set out in the General Priority statement (Policy 12).

c. Native riparian vegetation should be maintained or encouraged to provide erosion control, bank stabilization, aesthetic quality and to maintain water quality and temperature, except where maintenance of vegetation would preclude use of the site for a water-dependent use and removal will not be detrimental to erosion control, bank stabilization or water quality.

d. Land divisions outside city limits within the Florence UGB shall not be allowed prior to annexation to the city. Land divisions within city limits in this MU shall be approved only with affirmative findings that the land division and subsequent use are consistent with shoreland values as identified by on site evaluation.

16. In Residential Development Management Units, the following additional policies shall apply:

a. For Shorelands in the Residential Development MU within the Florence UGB, implementation requirements in Lane Code Chapter 10 Overlay Zoning Districts shall apply outside city limits, and the Shoreland Residential Overlay Zoning District in Florence City Code Title 10 Chapter 19 shall apply inside city limits.

b. Uses shall fall within and respect Priorities 1 and 4 of the General Priority Statement (Policy 12).

c. Filling in coastal lakes adjacent to this MU shall be allowed only in very rare instances and after a complete study of potential physical or biological impacts on the lake. The cumulative effects of all such fills shall be considered. Positive benefits must outweigh negative effects.

d. Land divisions outside city limits within the Florence UGB shall not be allowed prior to annexation to the city. Land divisions within city limits in this MU shall be approved only with affirmative findings that the land division and subsequent use are consistent with shoreland values as identified by on site evaluation.

e. For any approved development on coastal lake or estuarine shoreland in this MU, a minimum 50’ horizontal buffer zone is required from the estuary or lake. Where vegetation is not presently existing, it should be encouraged to be replanted. (Setback requirements on ocean shorelands in this MU will vary depending on the rate of erosion in the area and will be determined by Phase II Site Investigation Report, with a 100’ minimum).

17. In Prime Wildlife Management Units, the following additional policies shall apply:

a. For Shorelands in the Prime Wildlife MU within the Florence UGB, implementation requirements in Lane Code Chapter 10 Overlay Zoning Districts shall apply outside city limits, and the Prime Wildlife Overlay Zoning District in Florence City Code Title 10 Chapter 19 shall apply inside city limits.

b. Uses shall fall within Priority 1 of the General Priority Statement (Policy 12). No use shall be permitted within a Prime Wildlife Shorelands MU unless that use is determined to be consistent with protection of natural values identified in the description of the MU.

c. For any approved development in this MU, a minimum 100' horizontal buffer zone from the coastal lakes is required.

d. Outside of the buffer zone, development shall not result in the clearance of native vegetation in excess of that which is necessary for the actual structure's required access and fire safety requirements. Areas of excessive vegetation removal shall be replanted as soon as possible.

e. State Fish and Wildlife Biologists shall have a 14-day "review and comment" period to evaluate the impact of any development on critical habitats and to make suggestions concerning ways to avoid or mitigate identified adverse impacts.

f. Filling in of freshwater marshes or coastal lakes adjacent to this MU is prohibited.

g. Development on lots less than five acres in size shall be prohibited. Where lots less than five acres existed on July 24, 1980, development may occur if in conformance with the requirements of the base zoning district and this management unit.

h. No dredge spoils deposition shall be allowed in the Prime Wildlife management unit.

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. 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.

3. 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 River navigation channel.

4. Upland areas which might be appropriate for additional, convenient dryland storage of commercial or 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.

5. Where a traditional cultural property is thought to exist within the shorelands, the community seeking recognition of those properties should provide evidence to the City of how that area is important in maintaining the continuing culture of the community. Upon recognizing the traditional cultural property, the City shall work with the affected community to protect the cultural value of the site. Actions should avoid, where possible, impacts to traditional cultural properties.

6. Florence should encourage Lane County to continue to provide and protect dredge disposal sites for the entire estuary to ensure continued navigation in the estuary.

7. The City should pursue grant funding to perform a comprehensive update of the Coastal Resources Inventory inside the Florence UGB.

Coastal Shorelands Management Units and Water Dependent Sites

The CRMP[1] classifies shorelands into Management Units (MU) and designates Water Dependent Sites.

The Shoreland Management Unit designations that apply within the Florence UGB are: Shoreland Dredged Material Disposal; Natural Resources Conservation; Residential Development; Mixed Development; and Prime Wildlife Area, as described below. Application of these MUs to specific areas is shown on Map 17-1: Estuary and Coastal Shoreland Management Units in the Florence UGB, in this Comprehensive Plan Chapter.

In addition, this Comprehensive Plan identifies and designates sites that are Water Dependent. These sites, described below, are so designated for compliance with Statewide Planning Goal 17, Coastal Shorelands, and OAR Chapter 660 Division 37.

[1] Note: City adoption of the CRMP was repealed by Ordinance No. 10, Series 2009. The classifications within the Florence UGB are designated on Map 17-1.

Shoreland Dredged Material Disposal Sites

Estuarine shorelands have been identified by the Siuslaw Dredged Material Disposal Task Force which are suitable for the disposal of materials removed from the Siuslaw River primarily to accommodate channel dredging. These sites are shown on the *Siuslaw River Dredged Material Disposal Plan Map* at the end of this Chapter of this Comprehensive Plan and more specifically depicted on Map 17-1. This management unit shall be implemented in the UGB through the provisions in the Dredge Material/Mitigation Site District (/DMS) in Florence City Code Chapter 19 within city limits and through the Dredge Material/Mitigation Site Combining District in Lane Code Chapter 10 outside city limits.

"Water Dependent" Sites

The Florence urbanizable area shorelands were inventoried to determine areas to designate for water-dependent uses. Two sites in the Florence UGB are designated Water Dependent sites. These are lands zoned Marine owned by Lane County located south of the Port's 40 acre Limited Industrial site, and a Water Dependent site zoned Waterfront-Marine owned by the Port of Siuslaw and private owners located east of the area designated Downtown in the Comprehensive Plan Map. These lands are intended for development of water-dependent industrial, recreational and commercial uses and associated water related uses.

Two zoning districts implement the provisions of this section of the Comprehensive Plan: Marine District (FCC 10-18) and Waterfront/Marine District (FCC 10-24). These zoning districts ensure protection of these areas for water dependent uses.

In accordance with Goal 17, Coastal Shorelands, Administrative Rule 660 Division 37, these water-dependent shorelands continue to meet all of the following minimum locational and suitability criteria:

(a) The shoreland sites are within an urban or urbanizable area.

(b) The designated water dependent uses are compatible with adjacent uses or will be so rendered through measures to reduce adverse impacts.

(c) The sites comply with all applicable Statewide Planning Goals. The sites were acknowledged to comply with Statewide Planning Goals without needing a Goal 2 exception and there have been no changes to the size or shape of the sites or the uses or activities allowed or authorized at the sites.

(d) The sites possess land-based transportation and public utility services appropriate for the designated uses, including availability of public sewers, public water lines, and adequate power supply.

(e) The sites have adequate land for storage, parking that is adequate for the designated uses.

(f) The sites are capable, of providing the designated water-dependent uses with access to the adjacent coastal water body.

(g) The adjacent coastal waters provide adequately sized navigational channels for commercial fishing and recreational boating.

Natural Resources Conservation Management Unit Designation

This designation, when applied to lands within the Florence UGB 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 that conserve or enhance resources are encouraged, as well as recreation and public access to the coastal waters.

This Plan designation shall be implemented through the Natural Resources Conservation Overlay District in Lane Code Chapter 10, for the area outside city limits; and through the Natural Resource Conservation Overlay District in Florence City Code Title 10, Chapter 19, for the area inside city limits. This city Overlay District will be applied to property in this MU when annexed to the city.

The Natural Resources Conservation Management Unit (MU) designation applies within the Florence UGB to the following areas shown on Map 17-1: the area north of the North Jetty (MU #50); along the estuary in southeast Florence (MU #5); along the North Fork (MU #6); Munsel Lake Shorelands MU #4; and Heceta Junction Lake Shorelands.

Management Unit #50 consists of property owned by the U.S. Army Corps of Engineers, Harbor Vista County Park, and State-owned property that extends north from the north jetty and includes the deflation plain.

Rationale is:

a. Foredune in various stages of development throughout;
b. Deflation plain and partially- to well-vegetated hummock dunes;
c. Minor and major erosion has occurred along shore front;
d. Recent localized zones of accretion;
e. Evidence of some on-going shore front erosion;
f. Potential for continued and renewed shore front erosion following jetty extension;
g. Includes a County park and state-owned parking area;
h. Significant public use of lowland portions for access to beach and jetty;
i. Low area back from beach is a valuable aesthetic resource.
j. Historical cranberry bog.

The lowland adjacent to the beach appears to have been accreted after construction of the North Jetty, based on surveys made from 1883 to 1909. The majority of the North Jetty lowland area has probably developed through accretion since the jetty was constructed. Previous to that time, the Siuslaw River emptied north through this area to the ocean. An

active foredune, deflation plain, hummock dunes, and a small lake (North Jetty Lake) occur here. Much of this area is inappropriate for development due to flooding and erosion hazards. The parcel of land in this MU which continues north of the lowland triangle consists primarily of foredune in various stages of stability from moderately well vegetated to largely eroded. The foredune in this area is subject to the same erosion/accretion cycles seen elsewhere along the Oregon coast. Furthermore, should the Siuslaw jetties be extended in the future, some accretion may be expected to occur adjacent to the jetty with accompanying erosion further north.

Dredge soil sites #1, #2 and #3, as indicated in the *Siuslaw River Dredged Material Disposal Plan* (1978), are approved for this unit. As these soils are primarily clean sand, no apparent conflict exists. Re-vegetation would return the site to its present condition. A staging area would be located here in the event of construction or expansion of the north jetty. Activities which occur in this area should provide for public access to the ocean and jetty as well as be visually in harmony with natural features of the site.

Based on the data in the 1978 Inventory, the developed and committed portions of Heceta Beach were not included in a shorelands designation due to the facts that: 1) this area is already committed to residential development and is within the Florence UGB; 2) the area was found to contain no identified significant wildlife habitat, is not a headland or a wetland area and contains no riparian vegetation; 3) although the area along shore is subject to some hydraulic action of the coastal water body, Goal 18 and the /BD District have requirements to protect vegetation and to prohibit development on active foredunes; 4) a review of the shoreland and beaches and dunes implementing ordinances and policies shows the /BD District to adequately protect the area and to be the most restrictive; and 5) therefore, the application of both shorelands and beaches and dunes designations to this area is administratively unnecessary and result only in duplicative regulations.

Management Unit #5 is a 50-foot wide strip of land measured from the mean high tide line, starting at the northern boundary of MU #4 and extending to the UGB, including any adjacent lands within the 100-year floodplain.

Rationale is:

a. Steeply rising bank limits estuarine influence;
b. Adjacent tideflats limit accessibility to river channel;
c. Expansive tideflats limit erosion danger;
d. Adjacent to a biologically productive part of the estuary – marshes at the confluence of North Fork and Main Stem;

This management unit is intended to protect the riparian vegetation and provide a buffer for the adjacent natural estuarine Management Unit. Hazard of flooding or bank erosion is limited by the steeply rising banks and the wide expanse of tideflats adjacent. The adjacent properties east of Munsel Creek have developed street access and are provided with city services; city setbacks and parking requirements will limit the extent of development on the south side of Highway 126.

Management Unit #6 is between the North Fork of the Siuslaw River and North Fork Road.

Rationale is:
a. Adjacent to a biologically productive part of the estuary – North Fork marshes.

This MU is adjacent to large salt marsh expanses. Natural occurring sedimentation along the North Fork is greater than the Main Stem, due to the larger alluvial plains which the river meanders through. This natural sedimentation should be disturbed as little as possible as structural controls in one location often increase the erosion problem elsewhere. To assist in bank stabilization, existing riparian bands should be maintained, or encouraged where not existing.

Munsel Lake Shorelands Management Unit #4 is on south side of Munsel Lake.

Rationale is:
a. Steep slopes;
b. Riparian vegetation;
c. Wildlife value.

Great care should be taken to ensure that no degradation of water quality in Munsel Lake. At the minimum, an erosion control plan shall be required on any development within this MU.

Heceta Junction Lake Shorelands extent is measured by a band measured horizontally from the high water line of the lake 100 feet in width but extending only to Heceta Beach Road on the southwest.

Rationale is:
a. Significant biological areas;
b. Recently stabilized dunes;
c. Occasionally Wet Interdune area.

The Coastal Resource Inventory designates this as a key wildlife area and as it is developed, care must be taken to protect wildlife habitat.

Residential Development Management Unit Designation

This designation, 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 UGB, this Plan designation shall be implemented through Lane Code Chapter 10, outside city limits, and, through the Shoreland Res-

idential Overlay District inside city limits. The Residential Development MU designation applies within the Florence UGB to MU #1, #3 and to Munsel Lake Shoreland MU #1 on Map 17-1.

Management Unit #1 is the area 1,000 feet from the estuary shoreline, extending from the Management Unit 50 (the North Jetty area), south between the shoreline and Rhododendron Drive to Management Unit 2 (Marine Manor and Port Property). It includes Shelter Cove, Sea Watch, and the Coast Guard Station. This MU extends 500 feet from the shoreline along the terrace, because this encompasses the area prone to landslides.

Rationale is:

a. Low area back from beach is a valuable aesthetic resource;
b. Terrace subject to landsliding;
c. Adjacent to biologically important part of the estuary for clams, fish rearing and seal haulouts; and
d. Established residential use.

Management Unit #3 is the area from the southern boundary of Management Unit #2 to Kingwood Street including Wildwinds, Greentrees, and other residential development.

Rationale is:

a. Navigation channel is not close to shore;
b. High banks and lack of road access limit water-dependent use;
c. Established residential use.

This MU is defined through a description of two subunits, below.

Management Unit 3.1 (Wild Winds and Greentrees): This area includes all of the land west of Rhododendron Drive from the southern boundary of MU #2 to the Florence sewage facilities. This MU is in private ownership except for: Port of Siuslaw ownership of a strip of land bordering the southern part of this MU (Dredged Material Disposal Site #14) part of which is in the intertidal area; a lot in Lane County ownership and the area surrounding the sewage plant which is owned by the City. This MU is developed residentially with extensive existing riprap. Wildwinds includes private acess to the river for its residents. Greentrees (a mobile home PUD) extends along the river and includes private access to the river for residents from both sides of Rhododendron Drive. Residential development is scattered in the area between Greentrees and city's sewage facilities.

Since residential development already exists along most of this MU, any high-intensity, water dependent recreational development such as a small boat moorage or public boat ramp, should be compatible with the adjoining residential development. Buffers may be required to separate residential zoning from recreational uses. Parking areas could be a limiting factor for any public moorage facility and would probably need to be located on the east side of Rhododendron Drive.

Building setbacks from the river will be required in this MU due to the erosion of the river bank and must be reviewed carefully.

This management unit is established primarily to protect riparian vegetation and to provide protection from flooding or erosion hazard.

Management Unit 3.2 (Bay Bridge): The inland extent of the area includes that area south of the following boundary: starting at Rhododendron Drive east to the point where Greenwood Street would cross Rhododendron Drive (east boundary of city property); then south to First Street; and east along First Street to the western edge of the Ivy Street pump station; then southwest to Bay Street; then southeast to Kingwood Street. This MU is mostly developed in residential uses, including Bay Bridge Condominiums. Public access is available at Kingwood, Juniper, and Ivy Streets. Some of the rights-of-way in this area have not been developed. The terrain is low and accessible to the river. Water and sewer services are available. Although the estuary adjacent to this unit is designated Development and there is an existing marina that is not in operation at present, the shoreland area is already committed to residential use. Commercial water-dependent and water-related uses will be permitted but it is expected that the area will remain primarily residential.

Munsel Lake Management Unit #1 is west of Munsel Lake extending 500 feet from the shoreline.

Rationale is existing residential character.

Although residentially developed, these small lots have never been platted as a subdivision. The area has slight value for wildlife at this time due to the destruction of riparian vegetation as a result of residential development. The re-growth of native vegetation is encouraged and would not detract from the residential use.

Mixed Development Management Unit Designation

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.

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 development area is the Waterfront/Marine District in Old Town, adopted as part of the Coastal Resources Management Plan in 1991. During this same time period and into the 1990s, there was extensive development of shorelands within Florence, some of which

have developed severe bank erosion problems including potential for the loss of dwellings. This designation is implemented by the Mixed Development Overlay District in Florence City Code Chapter 19, inside city limits.

The Mixed Development Management Unit within the Florence UGB applies to Management Units #2 and #4 on Map 17-1.

Management Unit #2 is the site of a residential subdivision (Marine Manor) and an additional 80+ acres east of Rhododendron Drive owned by Lane County and the Port of Siuslaw. This unit has approximately one-half mile of river frontage.

Rationale is:

a. Navigation channel close to shore;
b. Rhododendron Drive provides truck access;
c. Available land east of Rhododendron Drive for support facilities and water-related facilities;
d. Protected water area adjacent (Development Estuary).

This MU is defined through a description of two subunits, below.

Management Unit 2.1 (West side of Rhododendron Drive): This area is developed with Marine Manor, a residential development with a boat ramp. The northern portion of Marine Manor is protected with a seawall. The Port of Siuslaw owns a parcel just south of Marine Manor. The southern portion of this unit is owned by the City and has extensive riprap to protect Rhododendron Drive from erosion.

Management Unit 2.2 (East side of Rhododendron Drive): The north 40 acre property is owned by the Port of Siuslaw and is deemed by the State of Oregon to be "shovel ready" for development.[2]

The southern 40 acres owned by Lane County are partially developed with a transfer site and the Humane Society. The County site is the location of Dredge Material Disposal Site #12. The area includes open sand areas, conditionally stable sand areas, hummocks and a natural drainageway at the north. Future development in this area shall be limited to water-related marine uses. Adequate dune stabilization measures should be taken before further development occurs. Buffering should be required for uses which are not compatible with adjoining residential areas. Setbacks should also be required for drainageway. Height limitations

[2] "Shovel Ready" means that a project: meets the normal eligibility requirements under the existing Federal highway, transit, or other grant program; has completed all necessary design work and right-of-way acquisition; and has completed all environmental reviews; is on the State plan ("State Transportation Improvement Program"); and is ready to be put out to bid, and contracts can be awarded and work underway within 90 days of enactment.

will be imposed in the airport clear and transitional zone.

Management Unit #4 is the developed shoreline of Old Town Florence and the Port from Kingwood Street to the North Fork tideflats, including the Highway 101 Bridge, the Port of Siuslaw Marina, and Dredge Spoils Site #19.

Rationale is:

a. Existing urban residential and commercial development within the City of Florence;
b. Existing marina development;
c. Existing water-dependent, water-related uses;
d. Dredge spoils site.

The following sub-units have been designated by the City:

Management Unit 4.1 (Old Town): This unit is part of the historic "Old Town" waterfront area. It extends from Kingwood Street to Nopal Street and includes the area south of Bay Street. Existing ownership and uses are the City's mini-park at the end of Laurel Street and the pump station at Maple Street.

Riprap has been placed along most of this area to halt erosion. This area contains the Kyle Building which received Bicentennial funds for restoration. There are additional buildings and sites in this area which date back to the early beginnings of the city. The old ferry slip was located at the site of the mini-park. The Old Mapleton Railroad Station has been relocated to Bay Street and restored. Water-dependent and water-related uses and the types of uses allowed in the base zone are appropriate for this MU. Maintaining the existing bay front character should be recognized in development. Public, pedestrian and visual access should be provided to the extent possible when development takes place. Due to the proximity of known archaeological sites, there is a relatively high probability that there are currently unidentified archaeological sites in this Management Unit.

Management Unit 4.2 (Port of Siuslaw): This area extends from Nopal Street to dredge spoils site #19. The northern boundary follows First Street to Harbor Street, where it intersects with the Port of Siuslaw property. This area will probably continue to be the primary commercial and industrial marine-related center on the bay.

At least fifty percent of Unit 4.2 must be protected for water-dependent and water-related uses. [3] Access, terrain, proximity to deep water, compatibility with historical and existing uses, and ownership patterns would support this reasoning. About one-third of this unit is already developed into water-dependent/related us-

[3] CRMP amendment by Lane County in 1996.

es. It is vital to the future economy of the Florence area that an adequate portion of this area be reserved for the widest possible range of high intensity recreation, commercial and industrial water-dependent uses.

Due to the proximity of the Management Unit to the North Fork shoals, the main turning basin and the lack of suitable dredged sites near those shoals, a dredged material disposal "stockpile: site has been designated (DMDP site #19) in this unit. The location of that site is critical. Improvements such as those to the jetty which would allow more year-round, all weather bar crossing is expected to increase the demand for marine-related uses and the needs of the fishing industry. This area has the highest potential for receiving stations and processing facilities, marinas/moorages, boat repair and servicing, cold storage, canneries, or possible aquaculture release/recapture facility at Munsel Creek. Uses for this area must be flexible and in keeping with the Port of Siuslaw goals. One recorded tribal archaeological site is located in this management unit and another tribal archaeological site is located in the nearby Natural Estuary Management Unit G. There is a high probability that there are additional archaeological resources in this Management Unit.

Prime Wildlife Area Management Unit Designation

Prime Wildlife Shorelands Management Unit designation shall apply to areas in the Florence UGB as depicted on Map 17-1: North Jetty Lake and Heceta Junction Seasonal Lakes Shorelands. Prime Wildlife Area includes areas of unique biological assemblages, habitats for the preservation of rare or endangered species and the maintenance of a diversity of wildlife species. These include areas of significant riparian vegetation and freshwater wetlands as identified in the Lane County Coastal Resource Inventory. Species which inhabit these wildlife habitats have special requirements which should be considered to the greatest extent feasible in determining how the land is to be used. This designation is implemented through Prime Wildlife Overlay Zone in Florence City Code Title 10 Chapter 19, within Florence city limits; and in Lane Code Chapter 10, outside city limits.

North Jetty Lake Shorelands extent is a band measured horizontally from the high water line of the lake 500 feet in width on the north, west and south shoreland areas but extending to the western boundary of the platted area of 18-12-9 on the east which corresponds to the ridge of a stabilized dune.

Rationale is:

a. Resting area for waterfowl;
b. Frequent wildlife use including beaver, otter, mink, and muskrat;
c. Extensive freshwater bog area;
d. Tule bog at north end;
e. Recently stabilized dunes with dense shoreland vegetation;
f. Old Siuslaw River channel;
g. Traditional low intensity recreational use.

The nature of the surrounding shorelands (wet deflation plain to large extent) renders this land unsuitable for development. The traditional low-intensity recreational use of the area, and the value as wildlife habitat, make this land a valuable natural asset within the Florence UGB.

Heceta Junction Seasonal Lakes Shorelands. This management unit includes the area covered by seasonal standing water identified on Natural Resources Conservation Service maps or, if available, photogrammetric maps and a fifty foot strip of surrounding vegetation.

Rationale is:

a) Area is subject to considerable standing water in winter months;

b) Brush thickets, blueberry bushes, snags, and seasonal water provide natural habitat.

This area is identified in the Lane County Coastal Resource Inventory as an area of brush thickets, blueberry bushes, and snags. According to the Soil Conservation Service, this is an area which floods during the winter. The majority of this management unit is on public land and is contained within a large open area. The northern portion is private property. In addition to the natural values present, the lack of adequate drainage in the area would pose problems for development. Any fill or other alteration of drainage patterns could cause flooding on adjacent properties.

Background

Coastal Shorelands are a significant natural area that provides critical habitat for endangered and threatened fish and animal species, contains sensitive plant species, and provides valuable habitat for sensitive species (U.S. Natural Resources Conservation Service; Oregon Natural Heritage Program). Under the federal Endangered Species Act, the brown pelican is listed as endangered; the bald eagle, western snowy plover, marbled murrelet, Aleutian Canada Goose, northern spotted owl, Nelson's checker mallow, Oregon silverspot butterfly and Oregon Coast coho salmon are listed as threatened; and the estuary is proposed critical habitat for the threatened Southern District Population Segment of green sturgeon. The purple martin is listed as critical, and American marten as vulnerable, by Oregon. There has been at least one winter count of more than 1,000 shorebirds. Twelve plant species in the area are listed as threatened, endangered, or possibly extirpated from Oregon. Large animals include black bear, black-tailed deer, and mountain lion. In all, about 23 species of fish, almost 200 species of birds, and 40 species of marine mammals use the estuary and the surrounding wetlands, lakes, riparian and upland areas.

Coastal Shorelands have been the center of human activity from the earliest settlements of the Siuslaw Tribe up though the present community of Florence. With access to both inland resources and to coastal and estuarine resources, shorelands hold the highest concentrations of archaeological, cultural, historical, recreational, aesthetic, and economic resources.

Statewide Planning Goal 17, Coastal Shorelands, adopted in 1976, contains specific requirements for Coastal Shorelands planning. Goal 17 identifies the "planning area" for Coastal Shorelands to include all lands west of the Oregon Coast Highway and all lands within an area defined by a line measured horizontally 1000 feet from the shoreline of the estuary and 500 feet from the shoreline of coastal lakes. At the time that the existing inventory of Coastal Shorelands is updated in the future, the extent of shorelands must be consistent with the specific requirements of Statewide Planning Goal 17.
These requirements are implemented through policies in this Plan, the Florence City Code, the Lane County Code, the *Lane County Coastal Resource Inventory*, *Lane County Coastal Resources Management Plan* (*CRMP*), and the *Siuslaw River Dredged Material Disposal Plan.* The latter Plan, also adopted in 1980, provides for disposal sites and policies for managing disposal of dredged materials from channel maintenance activities. Both plans are included in Appendix 16 of this Plan.[4] The CRMP was adopted by Lane County in 1980 and the inventory on which it is based has not been updated since adoption. The City strongly supports efforts by the State to conduct a systematic update of all coastal resources inventories in the State. In addition, the City will continue to seek grant funds to update the coastal resources inventory within the Florence UGB. In the interim, this Plan provides a process for incrementally updating the inventories as new inventory information becomes available through the permitting process.

This Chapter of this Comprehensive Plan was updated in 2009 to comply with Statewide Planning Goal 17. To the extent there are differences between the CRMP and this Plan, this Plan shall be relied upon as the more up-to-date source. This Plan continues to be consistent with the CRMP policies and management unit site boundaries.

Table 17.1: Beach and River Access Points Within Florence UGB

Access Points Within City Limits

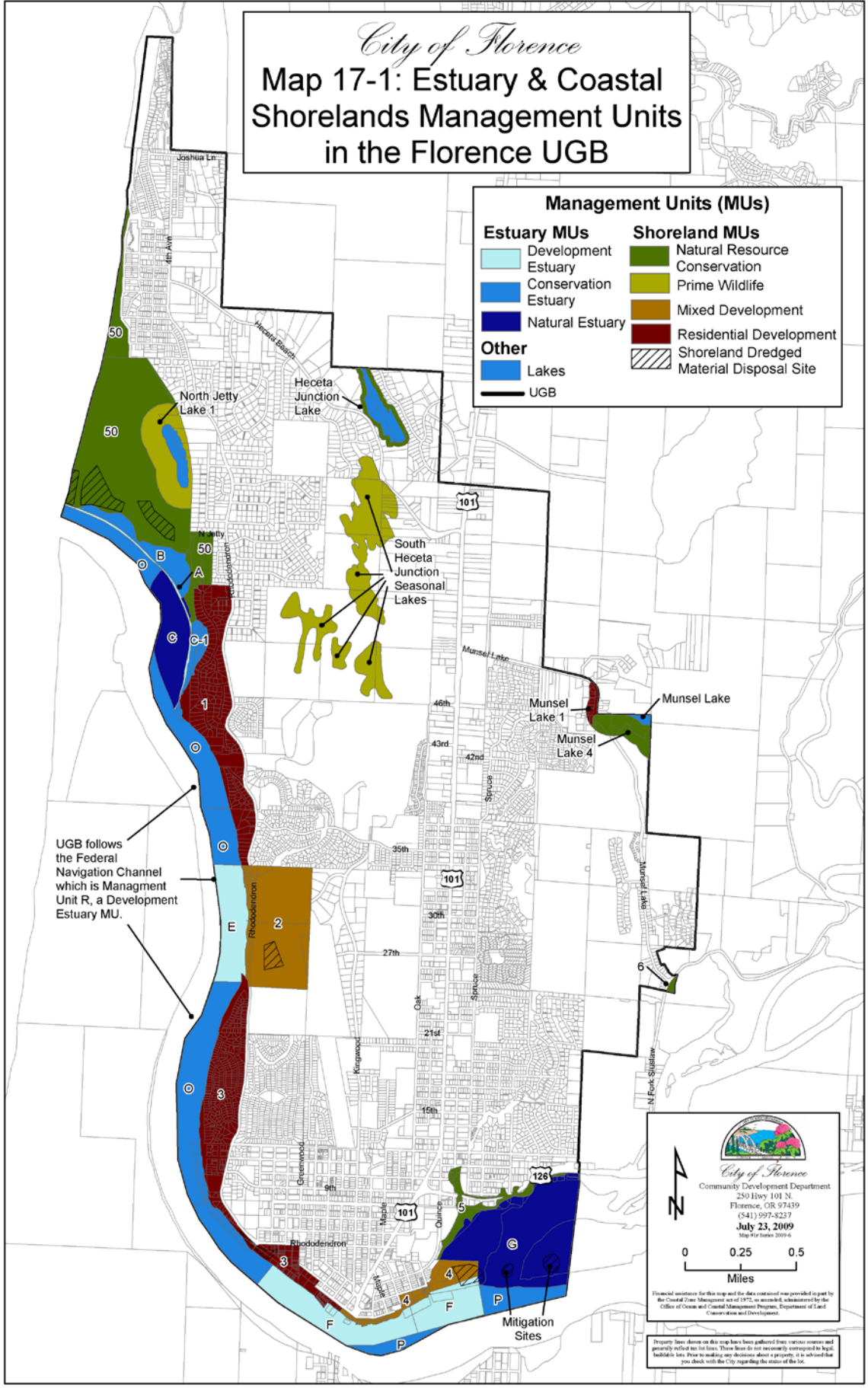
Location		Present Use
1.	Harbor Street south of 1st Street	Public boat landing
2.	Nopal Street south of Bay Street	Port's docks: access to commercial fishing boat marina
3	Maple Street south of Bay Street	View access (public restrooms)
4.	Old Town Park	Municipal park, viewing dock
5.	Veteran's Park	View access
6.	Juniper Street south of Bay Street	View access (undeveloped)
7.	Ivy Street south of Bay	View access (undeveloped)
8.	8th Street west of Rhododendron	View access (undeveloped)
9.	11th Street west of Rhododendron	View access (undeveloped)
10.	Meares Street (South of Driftwood Shores)	Public beach access, scenic view

[4] Note: City adoption of the CRMP was repealed by Ordinance No. 10, Series 2009 and it has been removed from the Appendix.

11.	Spruce Street south of Highway 126	View access (undeveloped)
12.	Upas Street south of Highway 126	View access (undeveloped)
13.	Rhododendron Drive North of WildWinds and south of Marine Manor	Public non-motorized craft landing, view access (undeveloped)
14.	Rhododendron Drive across from Peace Harbor southern entrance	View access (undeveloped)

Access Points Within the UGB Currently Outside City Limits:

A.	Harbor Vista Park (West of Rhododendron Street)	Access to river, scenic view
B.	North Jetty	Access to river and ocean beach
C.	Heceta Park (north of Driftwood Shores)	Access to ocean beach
D.	North Jetty Drive Park	Access to river


City of Florence
Map 17-1: Estuary & Coastal Shorelands Management Units in the Florence UGB
Management Units (MUs)
Estuary MUs
Development Estuary
Conservation Estuary
Natural Estuary
Shoreland MUs
Natural Resource Conservation
Prime Wildlife
Mixed Development
Residential Development
Shoreland Dredged Material Disposal Site
Other
Lakes
UGB
North Jetty Lake 1
Heceta Junction Lake
South Heceta Junction Seasonal Lakes
Munsel Lake 1
Munsel Lake 4
Munsel Lake
UGB follows the Federal Navigation Channel which is Managment Unit R, a Development Estuary MU.
Mitigation Sites
City of Florence
Community Development Department
250 Hwy 101 N.
Florence, OR 97439
(541) 997-8237
July 23, 2009
0 0.25 0.5
Miles

Chapter 18
Coastal Beaches and Dunes

Goals

1. To conserve, protect, where appropriate develop, and where appropriate restore the resources and benefits of coastal beach and dune areas.

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

3. To better understand the functions of dunes and patterns of dune movement in order to incorporate that knowledge into land use decisions.

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 work with federal agencies to resolve issues relative to dune destabilization and its effects on pre-existing developments.

3. To provide opportunities for the public to view and to understand the importance of dunal ecology and structure in the overall natural history of the Florence area.

4. To prepare for the eventual annexation of coastal areas within the UGB where municipal sanitary sewer service will better protect the environment..

5. To prepare for the City's responsibility after annexation, to review development proposals consistent with the requirements of State Land Use Goal 18.

Policies

1. The *Lane County Coastal Resource Inventory* and amendments shall serve as the definitive document for inventory data related to Goal 18, Beaches and Dunes, except as the inventory is updated through processes prescribed in this Comprehensive Plan and the Florence City Code. This Comprehensive Plan shall be the definitive document for policies related to Beaches and Dunes in the Florence UGB.

2. Coastal Beaches and Dunes within the Florence UGB subject to Statewide Planning Goal 18, Beaches and Dunes, shall include beaches, active dune forms, recently stabilized dune forms, older stabilized dune forms and interdune forms. Within the Florence UGB, these areas are identified as follows.

a. Within the Florence UGB, specific beach and dune areas are identified on the following Comprehensive Plan maps:

1) Map 18-1, Coastal Beaches and Dunes that depicts the area of beach, foredune, and interdune forms; and
2) Map B, Appendix 7, City of Florence Hazards Map that illustrates foredunes, deflation plain, and active dune advancing edge.

b. Map 18-1 depicts beaches, active foredunes, and other foredunes which are conditionally stable and which are subject to ocean undercutting or wave overtopping, and interdune areas (deflation plains) that are subject to ocean flooding. The Code provisions in City Code Chapter 19, Beaches and Dunes Overlay District, apply to these areas within the Florence City limits and shall be applied as properties are annexed to the City and shown on the Florence Coastal Overlay Zoning Map.

c. The Code provisions in Florence City Code Chapter 7 shall apply to all dune forms within the city limits, including those not shown on Map 18-1.

d. Properties outside the city limits, within the Florence UGB, depicted on the Lane County Beaches and Dunes Overlay Zone Map, Lane County Code, Chapter 10 are subject to the policies in this Chapter of the Florence Comprehensive Plan.

3. Uses allowed in Beaches and Dunes areas shall be based on the capabilities and limitations of beach and dune areas to sustain different levels of use or development and the need to protect areas of critical environmental concern, areas having scenic, scientific, cultural, or biological importance, and significant wildlife habitat as identified through application of Statewide Planning Goals 5, Natural Resources, and 17, Coastal Shorelands.

4. Decisions on plans, ordinances, and permit reviews in beach and dune areas, other than older stabilized dunes, shall be based on at least the following specific findings:

a. The type of use proposed and the adverse effects it might have on the site and adjacent areas;
b. Temporary and permanent stabilization programs and the planned maintenance of new and existing vegetation;
c. Methods for protecting the surrounding area from any adverse effects of the development; and
d. Hazards to life, public and private property, and the natural environment which may be caused by the proposed use.

5. The City shall not include active dunes in the UGB through any future UGB expansions.

6. Residential, commercial, and industrial development shall be prohibited on beaches, active foredunes, on other foredunes which are conditionally stable and which are subject to ocean undercutting or wave overtopping, and on interdune areas (deflation plains) that are subject to ocean flooding. Other development in these areas shall be permitted only if the findings required in Policy #4 are adopted and it is demonstrated that the proposed development is:

   a. adequately protected from any geologic hazards, wind erosion, undercutting, ocean flooding and storm waves; or is of minimal value; and
   b. designed to minimize adverse environmental effects.

7. The City, through implementing Code, shall minimize erosion that is caused by: the destruction of desirable vegetation, including inadvertent destruction by moisture loss or root damage; the exposure of stable and conditionally stable areas to erosion; and construction of shore structures which modify current or wave patterns leading to beach erosion.

8. Plans, implementing actions, and permit reviews shall protect the groundwater from drawdown which would lead to loss of stabilizing vegetation, loss of water quality, or intrusion of salt water into water supplies. Building permits for single family dwellings outside the city limits and the Heceta Water District are not exempt from this requirement unless appropriate findings are provided at the time of subdivision approval.

9. This Plan, implementing actions, and permit reviews shall protect archaeological resources.

10. Permits for beachfront protective structures shall be issued only where development existed on January 1, 1977. "Development" in this context refers to houses, commercial and industrial buildings and vacant subdivision lots which are physically improved through construction of streets and provision of utilities to the lot and includes areas where a Statewide Planning Goal 18 exception to the requirement in Policy #6, above, has been approved. The criteria for review of all shore and beachfront protective structures shall provide that:

    a. Visual impacts are minimized
    b. Necessary access to the beach is maintained
    c. Negative impacts on adjacent property are minimized
    d. Long-term or recurring costs to the public are avoided.

11. Dunal resources shall be protected while at the same time development in urban areas is protected from sand encroachment.

12. Sand removal shall be prohibited in the foredune area of the beach except that foredunes may be breached only to replenish sand supply in interdune areas, or, on a temporary basis in an emergency (e.g., fire control, cleaning up oil spills, draining farm lands, and al-

leviating flood hazards), and only if the breaching and restoration after breaching is consistent with sound principles of conservation.

13. A Site Investigation Report shall be required for any proposed development, improvement, or land division on any active dune, beach, foredune, or interdune areas as shown on the Hazard Map and Map 18-1. The Site Investigation Report shall determine that the site is adequately stabilized and that the stabilization effort will not contribute to sand movement into other areas and thereby create adverse conditions. The degree of analysis required shall be appropriate to the risk presented by the site and the proposed project.

14. Due to the sandy soils and the fragile nature of the vegetative covering, care shall be taken during any proposed construction in beaches and dune areas to minimize the amount of grading, excavation, removal of trees and other 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, to at least 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.

15. 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.

16. In dune areas not indicated on Map 18-1, Coastal Beaches and Dunes, the City shall allow stabilization of dunes in those cases where stabilization is necessary to protect land uses approved under applicable City codes and which are in conformance with those approvals. Grading and vegetation removal shall 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, shall be restricted and regulated by Code to mitigate impacts.

17. Sand removal or stabilization shall 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, or surface water. Sand removal responsibilities and roles shall be determined in an agreement between adjacent property owners.

18. In any stabilization of dunal areas, the use of noxious weeds shall be prohibited. Noxious weeds are defined in the Lane County Public Works “Noxious and Invasive Weed Management List.”

19. The City shall work to maintain existing beach access points, and will discourage beach access at points that will cause severe damage to dunal resources.

20. The City shall support maintenance of open dunes characteristic of the Florence area where these dunes do not impact residential and commercial development.

21. In addition to the goals, policies, and recommendations in this Chapter, provisions in Chapter 7, Special Development Standards shall also be considered as they relate to dunes.

Recommendations

1. The open dune west of the Highway 101 bridge should not be stabilized, in order that its aesthetic value is retained.

2. Driftwood deposits should not be removed in any large quantity from the ocean beach fronting the foredune. The presence of the drift logs provides a stabilizing effect on the foredunes.

3. The encroachment of sand, either by wind, water, or other agent, onto developed lands is a hazard and persons who contribute to same should be cited under public nuisance procedures.

4. The City should continue to work with federal agencies and private landowners to solve problems with blowing sand from destabilized sand dunes.

5. The City should work with the state and with landowners and businesses to accomplish health hazard annexations as those become necessary.

6. The City should provide for educational opportunities for the public to learn about and understand dunal ecology.

7. Where a traditional cultural property is thought to exist, the community seeking recognition of those properties should provide evidence to the City of how that area is important in maintaining the continuing culture of the community. Upon recognizing the traditional cultural property, the City shall work with the affected community to protect the cultural value of the site, to the extent possible.

Background

Florence's ocean beaches are limited to the far northwest corner of the UGB, north of the North Jetty. This readily accessible beach area may fall within City limits during the planning period. The majority of this area is intensively developed with vacation homes and cabins on small lots. In this area, domestic water is provided by Heceta Water District and on site septic systems provide waste disposal. With the completion of the Florence Wastewater Treatment Plant and extension of municipal wastewater service out to Driftwood Shores, the connection to City wastewater is now available.

Lane County manages this area within the Florence UGB prior to annexation to the City. The County uses a Beaches and Dunes Overlay District to review development proposals. This District is part of the implementation of the Coastal Resources Management Plan. The City, has

adopted an implementing overlay zoning district that will apply to these areas with development prohibitions at the time of annexation. .

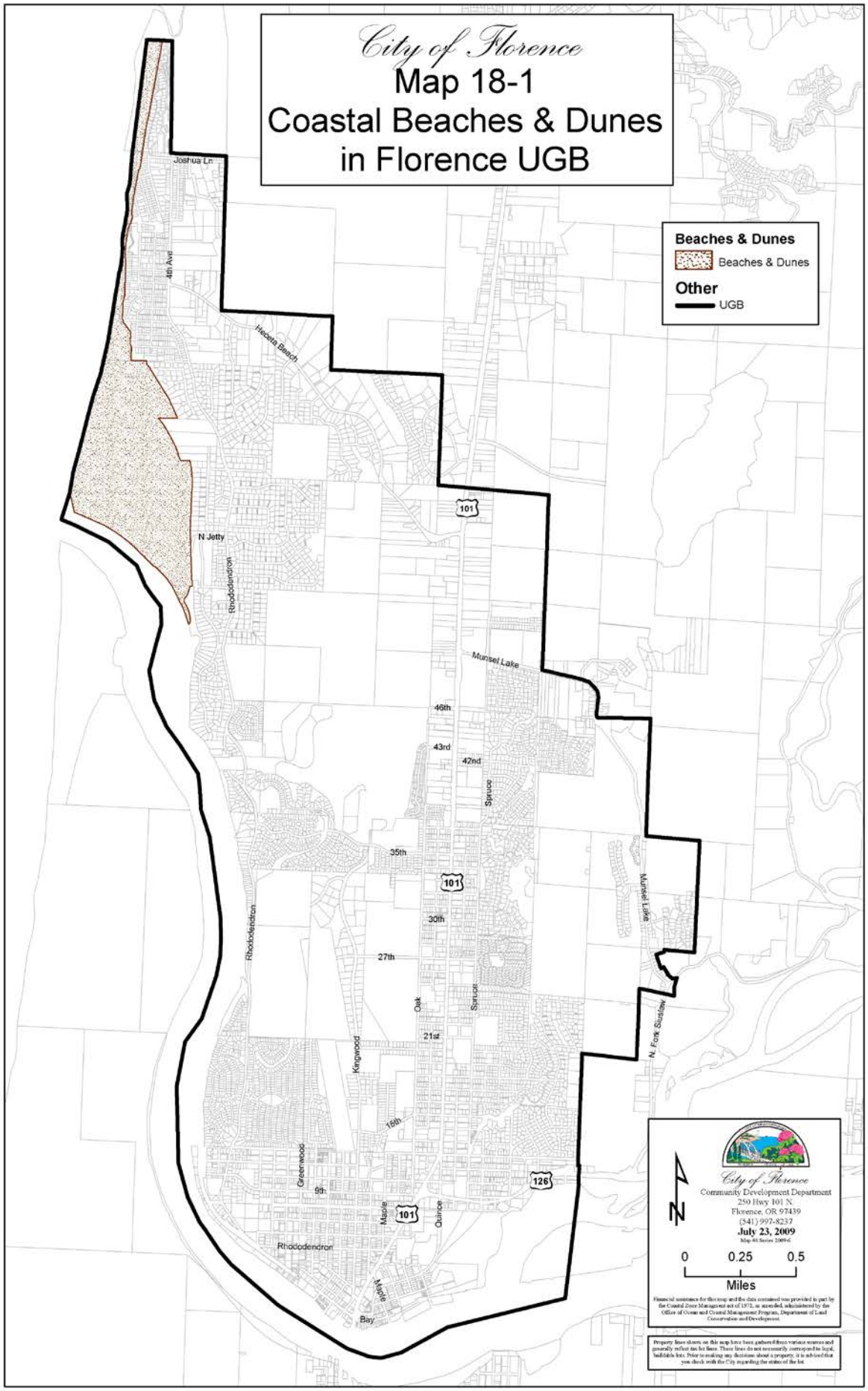
Numerous other beach access points exist to the south within minutes of Florence on State and federally owned coastal shorelines. The Oregon Dunes National Recreation Area is known internationally, and attracts visitors from all over the world. It is also the site of studies and projects exploring ways to best manage this resource in keeping with its natural history and heritage, while still encouraging the public to use and enjoy the resource.

Florence is developed upon sand dunes, and although most have naturally stabilized or stabilized as a result of man-induced actions, a few sizable open dunes still advance and shift due to heavy onshore winds in both the summer and winter.

Conflicts are beginning to occur as the result of the recent federal policy to destabilize dune areas in federal ownership by removing nonnative plant materials such as European beachgrass. Developments on abutting private lands that were constructed during the time when the policy was to stabilize dunes are now being impacted by blowing sand as vegetation is removed. This issue affects the City directly as the potential owner of a parcel west of Highway 101 near Munsel Lake Road presently owned by the US Bureau of Land Management. In August, 1998, BLM issued a Notice of Realty Action which determined that the 40 acre parcel was approved for conveyance to the City of Florence without monetary consideration to be managed for open space and recreation.

The attached Findings of No Significant Impact on the City's Recreation and Public Purposes Patent Application OR 54174 approves the City's application with conditions prohibiting vegetative dune stabilization and limiting development actions.

The City has determined that the conditions within the Findings approval are not acceptable as written, but supports further negotiations for City ownership of this resource.


City of Florence
Map 18-1
Coastal Beaches & Dunes
in Florence UGB
Beaches & Dunes
Beaches & Dunes
Other
UGB
Joshua Ln
4th Ave
Heceta Beach
N Jetty
Rhododendron
Munsel Lake
46th
43rd
42nd
Spruce
35th
30th
27th
Oak
21st
Kingwood
16th
Greenwood
9th
Maple
Quince
Bay
101
126
N. Fork Siuslaw
City of Florence
Community Development Department
250 Hwy 101 N.
Florence, OR 97439
(541) 997-8237
July 23, 2009
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0.5
Miles

Chapter 19
Ocean Resources

(Not Applicable to Florence)