

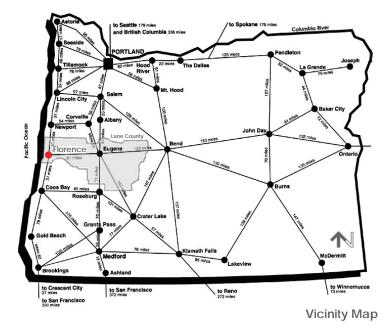
Florence Outreach Project

A Land Use and Transportation Strategy for Revitalizing Downtown-*Options to Consider*

June 29, 2007







Credits

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Transportation and Growth Management

The Transportation and Growth Management (TGM) Program is a partnership between ODOT and the Oregon Department of Land Conservation and Development.

TGM supports community efforts to expand transportation choices for people. By linking land use and transportation planning, TGM works in partnership with local governments to create economically viable, vibrant, livable places in which people can walk, bike, take transit or drive where they want to go.

The TGM program is supported by the federal Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA_LU), local government, and State of Oregon funds.

The contents of this document do not necessarily reflect the views or policies of the State of Oregon.

Table of Contents

Introduction	1
Background	3
Downtown Possibilities	6
Workshop Evaluation	18
Next Steps	20

Introduction

Project Objectives

The goals of the Florence Outreach Project include:

- Expanding local transportation choices
- Strengthening the community's economic vitality and livability. The project focuses on six key areas:
 - Events Center District
 - Downtown
 - Highway 101 Main Street District

Study Area Boundary

HWY 101

Mainstreet

Old Town

- Highway 126 Gateway District
- Port property
- Old Town

The project will explore ways to:

- Improve connectivity between the six key areas
- Address concerns regarding higher-density development
- Obtain public input on possible development opportunities
- Help the city implement the Florence Downtown Plan and integrate the vacant Siuslaw Middle School site, Events Center District, Old Town and the Port of Siuslaw's Boardwalk

Work Program

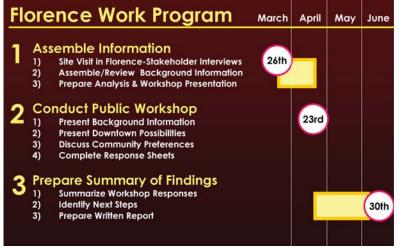
The outreach project included a public workshop and stakeholder meetings with government agency representatives, local residents, policy makers and businesses. The three-month-long work program is shown below.

Final Report

This report is a summary of the public outreach project identified above and include concepts and recommendations for policy-makers and the public to consider in developing a revitalization strategy for the areas indicated on the left. Further study and analysis would be required to implement any or a portion of the ideas presented here. This report includes:

- Background Information
- Downtown Possibilities
- Workshop Evaluation
- Next Steps

The Next Steps chapter of this summary report outlines key strategies that should be considered and recommendations for further study.



Study Area



HWY 126 Gateway

Work Program



Background

An on-site visit, tour of the six areas and interviews with local stakeholders were held on March 26, 2007. The diagrams shown below illustrate the area's existing conditions and identify opportunities and constraints.

Site Opportunities

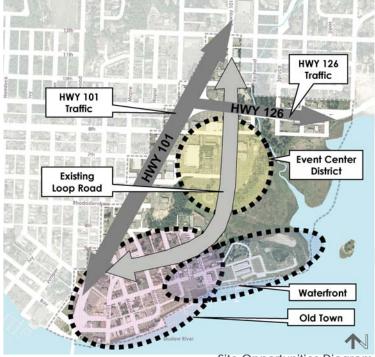
The following characteristics will be built upon to enhance the downtown's existing features and unique characteristics.

- Old Town historic building stock and "main street retail" along Bay Street and Maple Street
- Waterfront views, the boardwalk and river access
- Public opens space, river and tidal slough
- A port, docks and public parking
- Good local access along Quince Street that parallels Hwy. 101
- Good local and regional access north and south along Hwy. 101 and east and west on Hwy. 126
- Available redevelopment sites around the Events Center, Old Town and waterfront
- Views from the bluff to the river and surrounding landscape

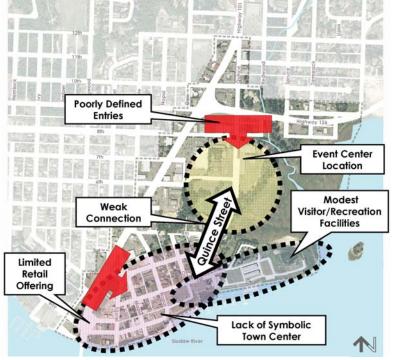
Site Constraints

The plan will mitigate the following traffic issues, development patterns and physical features that negatively impact downtown livability.

- Poorly defined entries and visitor access to Old Town, the Port and the Events Center
- Underutilized port properties and modest local and visitor recreational facilities along the waterfront
- Weak connections between districts along Quince Street
- Lack of a town center or community gathering along the waterfront
- Heavy traffic along Hwy. 101 that disconnects the neighborhoods from the six areas
- Heavy traffic along Hwy. 126



Site Opportunities Diagram



Site Constraints Diagram

Existing Plans, Policies and Studies

The following plans, polices and studies were reviewed:

- Realization 2020 Comprehensive Plan
- Florence Zoning and Florence Zoning Updates
- Park System Master Plan 1986
- Florence Park System Planning Report 1987
- Report on the City of Florence Downtown Preservation and Renewal Plan
- Florence Downtown Implementation Plan 1999
- Florence Downtown Plan 1999
- Florence Downtown Architectural Design Guidelines - 1999
- The Gateway District Highway 126 & Quince Street - 1999
- Preliminary Old Town Parking Study 1998
- Port of Siuslaw Request for Qualifications 2005
- Port of Siuslaw Waterfront Development Master Plan - 2004
- Port of Siuslaw Strategic Business/Capital Plan
- The Siuslaw Estuary Water Trail



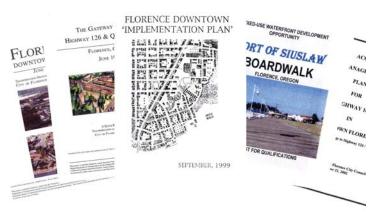




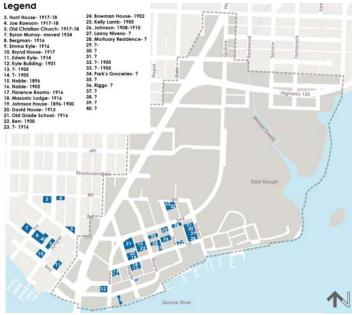




Existing Historic Buildings



Existing Plans and Polices



Historic Building Locations

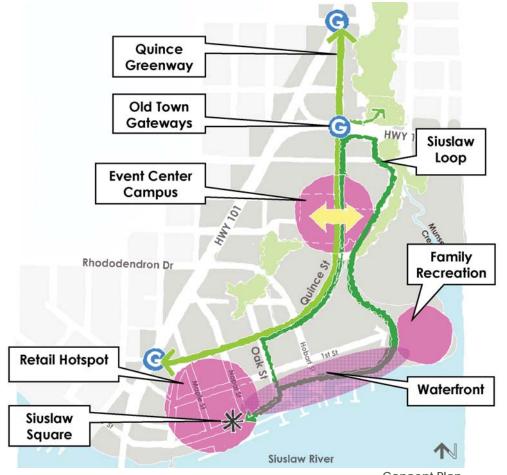
Downtown Possibilities

Fundamental Concept

The development of a fundamental concept to improve vitality and economic viability in the downtown was based on the characteristics found in the "best downtowns" (see lower right).

These characteristics, along with the project objectives and local issues and concerns, formed the basis for ten key downtown revitalization possibilities represented in the concept shown below. The concept includes land use, open space and circulation possibilities that:

- Showcase Old Town as the local and visitor *Retail Hot Spot*, a unique shopping, entertainment, and cultural district that strengthens the existing retail environment along Bay Street and Maple Street and identifies areas for retail expansion around a highlyvisible public amenity and center for community activities at *Siuslaw Square*
- Expand the *Events Center*, link lodging facilities and enhance the center's ability to compete in the conference and meeting markets



Concept Plan

- Identify mixed-use development opportunities for the vacant Siuslaw Middle School sites.
- Suggest the location and character of future development along the *Waterfront*, including a central focus for community recreational activities at the *Family Recreation Park*
- Create a signature *Quince Greenway* street linking the Events Center, waterfront and Old Town
- Identify pedestrian and bicycle improvements along the *Siuslaw Loop* that knit together key downtown destinations and connect to neighborhoods and existing bike, park and open space facilities
- Enhance the experience of entering Florence and support greater visitor and local access to Old Town, the Events Center and the waterfront at three key *Old Town Gateway* locations along Hwy. 101 and Hwy. 126
- Recommend regulatory considerations such as, a ground-floor concept that supports the retail environment, a height concept, zoning code updates and suggestions for Hwy. 101 management to support the concept plan

The following pages provide greater detail on the "downtown possibilities."

The Best Downtowns	
 Great Streets (walkable and bikab 	le
 Great Retail (street oriented) 	

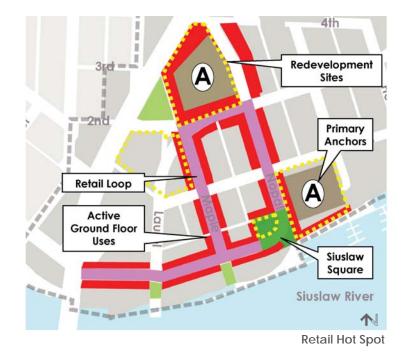
- Great Public Space (centrally located)
- Great Transit (regional/local)
- Government services
- Professional employment
- Housing
- Cultural facilities
- Entertainment and restaurants
- Capitalize on the natural setting
- Defined edges
- Clean and safe

Fundamental Characteristics

8



Existing Conditions



Land Use

The following pages identify land use possibilities that will retain and expand the retail offering in Old Town, support viability of the Events Center and mixed-use development on the Siuslaw Middle School sites, and provide for greater use of the port and waterfront properties.

Retail Hot Spot

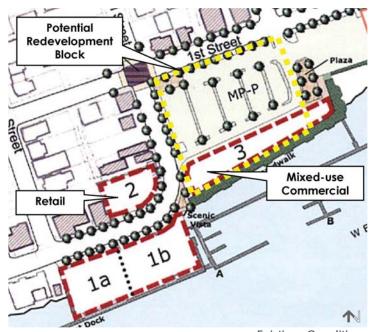
The retail hot spot focuses on the existing retail core in Old Town and the Siuslaw Square (see image left) and identifies potential redevelopment sites for anchor tenants. Both areas are uniquely positioned to strengthen existing retail and support retail expansion along an easily identifiable retail loop.

Strengthening Existing Retail

To strengthen downtown retail along Bay Street and Maple Street, a retail strategy should be developed that identifies building and street standards that will maintain the following fundamental characteristics:

- On-street parking
- Improved access and drive-by traffic
- Ground-floor retail on both sides of the street
- Side-by-side retail establishments with no interruptions or large setbacks
- Major retail development anchoring the beginning and end of the retail street
- Retail loop length approximately 1/4 mile (fiveminute walk)
- Comfortable pedestrian environment (wide sidewalks, pedestrian-scale signage, landscaping and street furniture, and no obstructions such as utility poles)

The following page identifies a potential primary anchor to encourage and support retail expansion along Nopal Street.



Existing Conditions



Primary Anchor

Retail Expansion

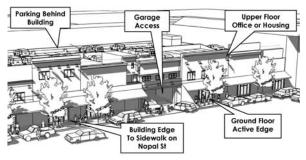
The existing retail street would benefit from an expanded retail offering that supports a variety of choices for the visitor and local shopper. There will be added demand for retail; and, unless sites are identified and encouraged in Old Town, expansion will occur elsewhere.

Primary Anchor

The Port-owned mixed-use commercial site, along with the parking lot at the intersection of Bay Street and Nopal Street, are optimal sites for a retail anchor (see image at left).

The retail anchor should include a minimum 220 ft. x 240 ft. multi-level parking structure lined with hotel, retail and commercial uses that will replace 140 existing parking spaces and serve the area's and anchor tenants' parking needs (see image at lower left and below). The primary anchor tenant would include:

- Ground-floor retail 5000 sf
- Ground-floor commercial 6,000 sf
- Upper floor office 12,500 sf or Housing 10 to 15 units
- Restaurant 6000 sf
- Hotel lobby and meeting space -11,000 sf
- Hotel 50 to 70 rooms
- 3 levels of parking up to 430 spaces (net gain 290 spaces)



Parking Structure and Mixed-Use Retail

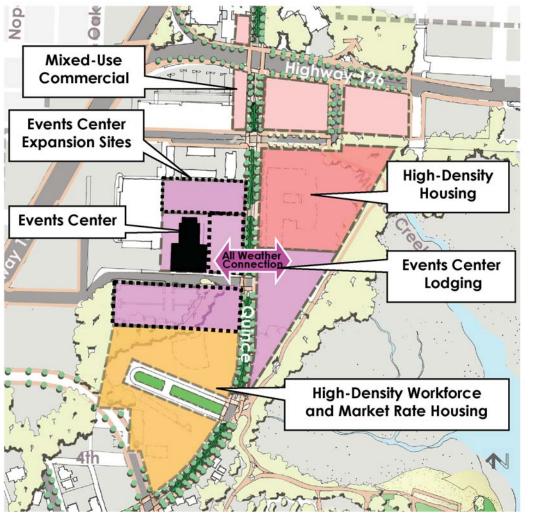
Events Center Campus

The Events Center campus would serve to strengthen the viability of the Events Center, provide for a range of housing and hospitality options and identify areas for mixed-use commercial development as shown in the plan below.

Events Center

For the Events Center to be competitive with the meeting, performance and conference center market, it would require:

- Identification of sites for expansion
- Lodging in close proximity with an all-weather connection



Events Center Campus

Mixed-Use Commercial

The development of sites for mixed-use commercial should occur at the intersection of Hwy. 126 and Quince Street. The type and orientation of development should include:

- Buildings built to the sidewalk and oriented to Quince Street and Hwy. 126
- Ground-floor commercial uses serving highway travelers and local residents
- Upper floor office or housing
- Surface or structured parking behind the buildings
- Uses that do not create a competing retail center with Old Town
- Space for the Siuslaw pedestrian and bike loop

High-Density Housing

The old Middle School site is an attractive site for well-designed, higher-density housing with excellent views of the river, that would support retail in Old Town and develop tax increment funds. The type and orientation of development should:

- Be oriented to the river and the Quince Greenway
- Provide for a variety of unit types
- Allow for public access to the bluff
- Allow space for the Siuslaw pedestrian and bike loop
- Be compatible with the surrounding neighborhood

High-Density Workforce and Market-Rate Housing

The old ballfield site provides a great opportunity to develop high-density housing based on its topography and tree canopy buffer along the west side of the property. The type and orientation of development should:

- Include a "park block" open space as an organizer for the development
- Be oriented to the "park block" and the Quince Greenway
- Provide for a variety of unit and building types
- Allow space for the Siuslaw pedestrian and bike loop



Port of Siuslaw Master Plan



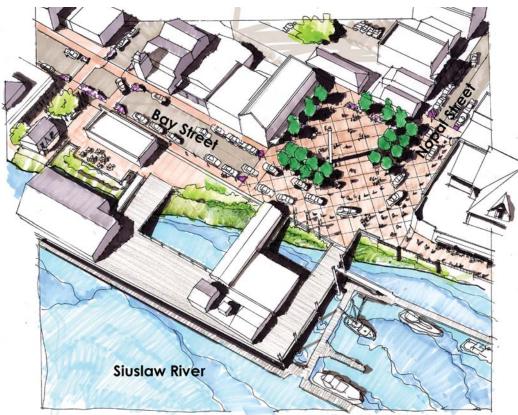
Waterfront

Recent investment in the waterfront includes the boardwalk, the Nopal Street parking lot and new housing. The Port Master Plan has identified a variety of uses for the waterfront. The concept plan supports many of the plan elements but offers suggestions for changes as indicated on the left. The waterfront plan recommends the following adjustments:

- Expanding the mixed-use commercial area to include the Nopal Street parking lot as outlined on page 9
- Commercial sites that support river-related and recreational activities
- A Family Recreation Park as outlined on page 13

11

12



Open Space

The Siuslaw Square and Family Recreation Park supplement the existing downtown parks and open spaces (see image below), support downtown retail, improve access to the Siuslaw River and provide a center for recreation on the waterfront.

Siuslaw Square

The public square is a cornerstone of a healthy and vital community. A new Siuslaw Square was identified at the intersection of Bay Street and Nopal Street (see Existing Conditions at lower left).

Siuslaw Square provides an opportunity to:

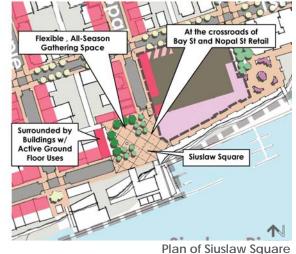
- Create a highly-visible, flexible, all-season public amenity and center for local activities
- Provide a safe family-friendly place for all ages during all seasons and hours of the day
- Support existing and expanded retail with active ground-floor uses surrounding the square on all sides
- Incorporate simple and elegant design elements that reflect the rich coastal history of Florence



Existing Conditions

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Illustration of Siuslaw Square





Parks and Open Space

13

Family Recreation Park

The family recreation park:

- Showcases the Siuslaw River and tidal slough as a special downtown amenity and expands waterfront uses and access to adjacent open space, land and waterfront trails
- Provides for a variety of recreational uses

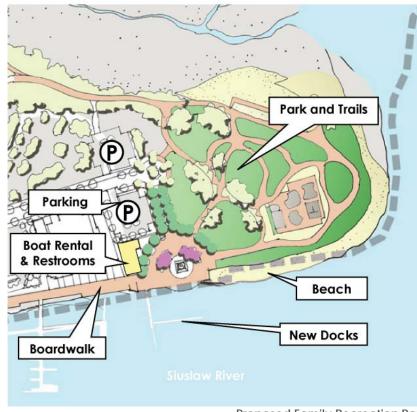
Park Expansion Elements

An expanded Riverside Park would include:

- A large recreational park area for all ages and types of events
- The Siuslaw pedestrian and bike loop
- New docks for light boat water access
- Boat, bike rentals, and canoe, kayak other boat sales
- Restrooms
- Beach areas for sunbathing, fishing and recreation



Existing Port Property



Proposed Family Recreation Park

Circulation

The following pages identify circulation possibilities that:

- Create a signature street with clear and direct access to the Events Center, waterfront and Old Town
- Identify locations for gateways that capture and direct visitors and locals to the key areas mentioned above
- Supplement existing pedestrian and bike routes that support a balanced transportation system

* Any and all concepts affecting roads or right-of-way under ODOT jurisdiction would need to be discussed directly with ODOT Region 2 representatives.

Quince Greenway

Quince Street provides access to the Event Center, Old Town and the waterfront. The intent of the greenway is to define Quince Street as a special street to attract visitor and local traffic to the key areas. Developing Quince Street into a signature "greenway" street would:

- Improve pedestrian and auto access to the three areas
- Link the three areas with a uniform design theme
- Provide room for the Siuslaw Loop and an off-street pedestrian and bike route

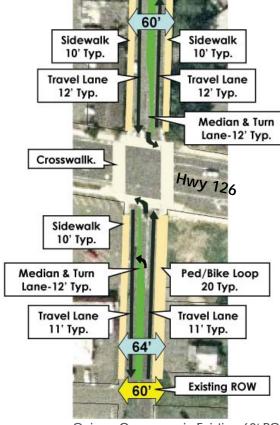
Greenway Design Elements

The greenway would fit within the existing street right-of-way, except for a portion that includes the off-street pedestrian and bike loop and lies roughly between Hwy. 126 on the north and Oak Street to the south. The plan on the right illustrates the typical greenway street section north of Hwy. 126 and a modified street right-of-way to accommodate four additional feet to implement the off-street pedestrian and bike loop. The design elements of the greenway include:

- Widened sidewalks
- Street trees
- Pedestrian-scaled lighting
- Two-way auto access
- A landscaped median with trees and shrubs
- An off-street pedestrian and bike path on the east side of the street



Quince Greenway



Quince Greenway in Existing 60' ROW



Greenway Example

Old Town Gateways

Regional and local auto and truck access is well served by Hwy. 101 and Hwy. 126. The role of gateways along these major routes is to capture local and visitor traffic and direct it to key destinations such as Old Town, the Events Center and the waterfront.

The greatest opportunities to guide traffic into the three key areas are identified at the following locations and described in detail in the images on the far right. The gateway locations include:

Hwy. 101 and Quince Street

A previous study has identified a preferred concept for pedestrian improvements at this intersection (see image at right). It is recommended that further study address the ability to:

- 1) Provide for a signalized intersection
- 2) Locate a southbound left-turn pocket
- 3) Allow two-way auto access to Quince Street

This northernmost gateway should:

- Capture southbound travelers on Hwy. 101 and provides direct access to the Events Center
- Provide for improved pedestrian and bike access from neighborhoods to the west across Hwy. 101

Hwy. 126 and Quince Street

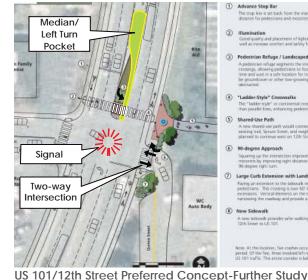
This central gateway should:

- Capture east- and west-bound travelers along Hwy. 126
- Provide for improved pedestrian and bike access across Hwy. 126

Hwy. 101 and 2nd Street

This southernmost gateway should:

- Capture north-bound travelers coming off of the Siuslaw bridge
- Provide for improved pedestrian and bike access from neighborhoods to the west across Hwy. 101



Advance Stop Bar

"Ladder-Style" Cro

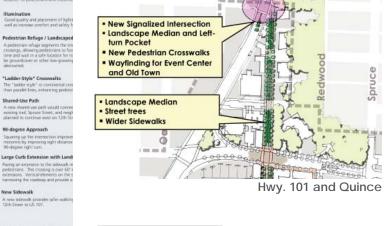
Shared-Use Path

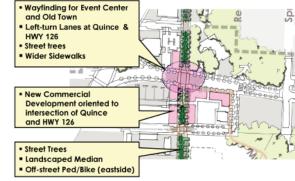
90-degree Approach

Hote: At the location, two coates occ period. Of the fee, three evolved left US 1011 traffic. The entire complex is to

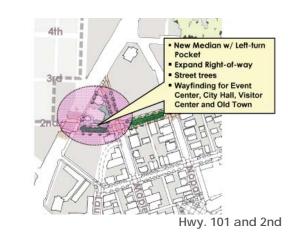
The stop line is set back from the m







Hwy. 126 and Quince



16

Siuslaw Loop

On- and off-street pedestrian and bike routes are an important transportation component for downtowns. They provide commuters and recreational users safe and direct access to key destinations and support healthy lifestyles and alternative modes of travel.

The Siuslaw Loop is intended to meet the fundamental characteristics of off-street pedestrian and bike routes identified below:

- Provide for a variety of activities, including walking, running/jogging, biking, strollers, and skating/ skateboarding
- Provide connections to existing pedestrian and bike routes
- Provide an organizing element and framework for connecting major destinations in the downtown

Location of the Siuslaw Ped/Bike Loop

The loop is located along the following route:

- Quince Street from Hwy. 126 to Oak Street
- Oak Street from Quince Street to the boardwalk
- Along the waterfront from Oak Avenue to the Family Recreation Park
- From the Family Recreation Park north along the ridge to Hwy. 126

Design Elements

The following design elements should be considered in the development of an off-street pedestrian and bike path.

- A hard surface area that is 18 ft. to 20 ft. wide that accommodates two-way pedestrian and bike traffic
- Pedestrian-scaled lighting
- Street trees and landscaping



Quince St. and Oak St.





Park and Slough Trail



Siuslaw Loop



Off-street Pedestrian/Bicycle Routes

Regulatory Considerations

A healthy retail environment and close-in housing are critical elements for a successful downtown. The following regulatory considerations support:

1) Old Town as the historic center of Florence that provides the greatest opportunity to support a healthy, walkable, retail center, a public gathering space, and direct access to the waterfront

2) The Events Center district having increased housing options and expansion of the Events Center facilities

 Pedestrian and bike improvements along Hwy.
 101 that improve safety and access to the Old Town, Events Center and the waterfront

To fully develop downtown retail and maximize housing opportunities the city should:

- Encourage key policy decisions and strategic public investments that guide future private investment toward Old Town, the waterfront and the Events Center
- Discourage policies that support development of Hwy. 101 as a competing retail center with Old Town and identify and prioritize public investments along Quince Street

The following recommendations provide for success in the downtown and are consistent with the concept plan recommendations.

Amend the Florence Downtown Implementation Plan

 Amend the Implementation Plan - Vision and Strategy Item 1 - that recognizes the portion of Hwy. 101 between the Siuslaw Bridge and Hwy. 126 as the city's retail core and main street of the new downtown Florence to encourage commercial uses that are not in competition with retail in Old Town

Access Management Plan for Highway 101 in Downtown Florence

- Amend the Implementation Plan -Vision and Strategy as indicated above
- Implement a public process for design review and phased construction of Quince Street consistent with the Quince Greenway concept identified in

this report which would fully complete the "parallel routes" concept identified in the management plan

Ground Floor Concept

- Prepare a retail strategy that identifies requirements and standards that support the retail hot spot
- Identify standards and guidelines consistent with the ground-floor concept that supports main street retail along Bay Street and cottage retail along Maple and Nopal Street as identified below and on the right

Height Concept and Code Amendments

- Develop height and design standards that relate to the character of specific areas and support the ability to develop a range of housing opportunities in the downtown (see image below)
- Code amendments should consider the impact of commercial requirements throughout the Old Town (OT) and Main Street (MS) Districts and require commercial ground-floor development only in areas that have the greatest potential to support these uses such as those areas identified in the retail hot spot, waterfront and recommended commercial development at the intersection of Quince Street and Hwy. 126



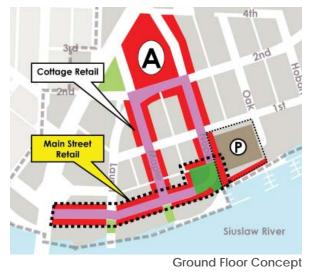
Main Street Retail



Cottage Retail



Height Concept



Workshop Evaluation

Overview

A public outreach workshop was held at the Events Center on Monday, April 23, 2007 from 6:30 to 8:30 p.m. Over 100 community members attended the event and 57 response sheets were submitted that provide guidance on circulation, open space and land use possibilities and address the next steps associated with implementing the Florence Downtown Plan.

Workshop Purpose

The purpose of the workshop was to:

- Inform the public about the outreach process
- Obtain local thinking on issues that need to be addressed
- Answer questions



Workshop Format

The workshop included a consultant presentation of the work program and summary of the outreach objectives. Educational pieces on "successful downtowns" and a "retail recipe for success" were presented in conjunction with a concept plan that identified ten possibilities affecting circulation, open space and land use (see below left). Community members seated at tables discussed the Outreach Possibilities and completed individual written response sheets. A tally of the response sheets is shown below. Summary reports were presented by an individual from each table.

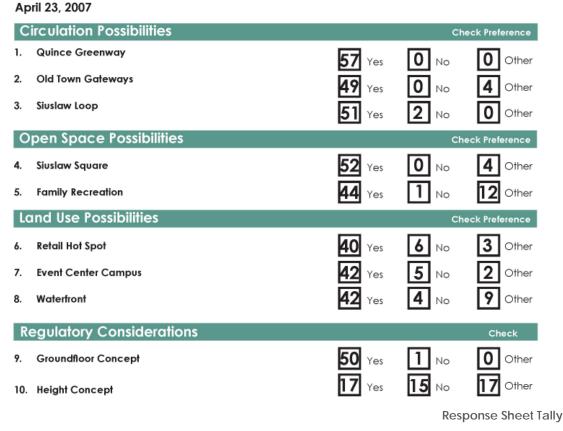
Florence Outreach Project

Public Workshop

Outreach Plan Possibilities

- 1. Quince Greenway
- 2. Old Town Gateways
- 3. Event Center Campus
- 4. Siuslaw Loop
- 5. Retail Hot Spot
- 6. Siuslaw Square
- 7. Family Recreation
- 8. Waterfront
- 9. Ground-Floor Concept
- 10. Height Concept

57 Response Sheets Submitted



Concept Plan

Next Steps

Overview

It is recommended that local citizens be given adequate opportunity to review, comment and shape the projects identified in this report and recommendations indicated in the next steps outlined below and on the following page.

Priority Catalyst Projects

The highest priority must be given to projects that have the greatest potential to revitalize the downtown investment environment. These projects include:

Work Tasks

- Private projects to develop tax increment funds
- Public projects to stimulate private development

Priority Catalyst Projects Priority Actions

	Select a developer to:Prepare a development proposalConstruct improvements
repare a design framework for the Siuslaw Square nd relocation of the Port office and construct nprovements	 Retain a consultant to: Prepare a design program Develop alternative plans Refine a preferred alternative Prepare an implementation strategy and cost estimate for improvements Prepare contract documents for bidding Select a contractor to build Siuslaw Square
repare streetscape concept for Quince Greenway and onstruct improvements	 Retain a consultant to: Prepare a concept and design program Develop alternatives Refine a preferred alternative Prepare a phasing plan, an implementation strategy and cost estimate for improvements Prepare contract documents for bidding Select a contractor to build the first phase of the Quince Greenway
nd np re	d relocation of the Port office and construct provements provements provements

Key Projects

These include other catalyst projects that support revitalization efforts over time. Below is a list of the key projects, actions and work tasks

Key Catalyst Projects	Actions	Work Tasks
Retail Strategy and Ground-Floor Concept	Develop a retail strategy to strengthen existing retail and support retail expansion	 Develop a framework plan to enhance retail on Bay Street, Maple Street, and Nopal Street Develop retail street design standards and public area requirements for Bay Street, Maple Street, and Nopal Street
Update Zoning and Design Guidelines	Prepare zoning updates, including height requirements, design standards and design guidelines to be consistent with the concept plan	 Develop recommended code amendments to support the fundamental concept plan Develop a public review and comment period for amendments Finalize code amendments Council adoption of code amendments
Event Center Hotel	Prepare a framework plan to locate adjacent hotel accommodations to support the Events Center	Identify potential sites and hotel design configurationsPrepare an implementation strategy
Waterfront	Refine the Port of Siuslaw Master Plan to be consistent with the concept plan	 Prepare a design program Develop alternatives Refine a preferred alternative Prepare implementation strategy and cost estimate for improvements
Family Recreation	Prepare design alternatives for the Family Recreation Park as a part of the refinement of the Port of Siuslaw Master Plan	 Prepare a design program Develop alternatives Refine a preferred alternative Prepare implementation strategy and cost estimate for improvements
Siuslaw Loop	Prepare a design for the off-street pedestrian bike loop	 Prepare a design program Develop alternatives Refine a preferred alternative Prepare implementation strategy and cost estimate for improvements
Old Town Gateways	Prepare design alternatives for gateway locations	 Prepare a design program for the three gateway locations Develop alternatives Refine alternatives Prepare implementation strategy and cost estimate for improvements

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