

FLORENCE DOWNTOWN 'IMPLEMENTATION PLAN'



SEPTEMBER, 1999

RESOLUTION NO. 29, SERIES 1999

A RESOLUTION ADOPTING THE FLORENCE DOWNTOWN IMPLEMENTATION PLAN

WHEREAS, The Old Town and the Highway 101 Commercial areas are very important to the economic, cultural, and social fabric of the community; and

WHEREAS, In 1998, the City Council determined that, in order to encourage development and redevelopment of these areas, it was necessary to prepare a plan for the downtown area; and

WHEREAS, Consultants were chosen, and a public process begun which included many days and evenings of public forums and workshops; and

WHEREAS, A Final Draft "Downtown Plan" was presented to the City Council and the Planning Commission on June 30, 1999; and

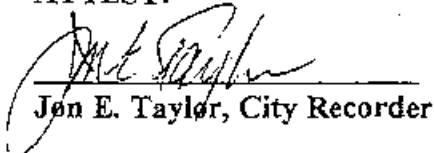
WHEREAS, The City Council and the Downtown Steering Committee met in two workshops to review a revised Draft Plan prepared by staff, and to work out differences and issues therein,

NOW THEREFORE, BE IT RESOLVED by the Council of the City of Florence that the Florence City Council adopts the document titled "**Florence Downtown Implementation Plan - September 1999**" as the official Downtown Plan. The document titled "Florence Downtown Plan - June 1999" shall be used as a reference and guide since it contains data and background information not included in the September 1999 implementation document. However, it is not the official Downtown Plan.

Approved by the Florence City Council this 20th day of September, 1999.


Alan Burns, Mayor

ATTEST:


Jon E. Taylor, City Recorder

I. The Downtown Plan

A. Goals and Objectives for Downtown Florence

Goal:

To revitalize the downtown area as the primary cultural, tourist, commercial, and community core to serve all of Florence's citizens and visitors.

Objectives:

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.
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.

Overall Vision and Strategy

If the downtown is intended to be a vital and authentic heart to the Florence community, it must have a vital retail core attractive to pedestrians. Unifying the downtown around a mainstreet on a short section of Highway 101 could both revitalize the retail market and transform this portion of the Highway into the core of the downtown. The City of Florence will undertake the following actions aimed at improving the Downtown's retail sales and property values, particularly on Highway 101, and to expand its trade area.

1. Recognize the portion of Highway 101 between the Siuslaw Bridge and Highway 126 as the City's retail core, and "mainstreet" of the new downtown Florence.
2. Design streetscapes and buildings to support the pedestrian-oriented mainstreet character by implementing transportation and land use changes.
3. Encourage drivers to easily view merchandise displays in storefronts by slowing traffic speeds on Highway 101.
4. Improve access to, and visibility of Old Town from the new mainstreet on Highway 101.
5. Provide a parallel route to Highway 101 on 2nd & Quince Street to relieve overflow summer peak traffic.
6. Consider implementing Retail and Merchandizing Guidelines to coordinate downtown business management on a voluntary basis. (see appendix)
7. Implement Architectural Guidelines aimed at improving storefront facades and retail viability on Highway 101 and Old Town. (see appendix)
8. Develop a unified retail theme that can help establish Florence's leadership position and identity in the region. (see appendix)
9. Create a downtown Green as the gateway and center of a new mainstreet on Highway 101.



Characteristics of a Mainstreet District

Mainstreets typically have

- wide sidewalks
- storefronts up to the sidewalk
- on-street parallel or diagonal parking
- short pedestrian street crossings - 50 feet maximum
- high traffic volumes
- slow traffic speeds
- narrow building face-to-face distance
- extra parking behind storefronts with pedestrian paths between buildings
- pedestrian scaled street lamps, and furniture
- street trees

Retail benefits of mainstreets:

- Closely concentrated stores encourage impulse buying between a variety of shops.
- Store windows up to the street are easily visible to drivers and pedestrians.
- On-street and shared parking saves land by reducing on-site parking needs.
- On-street parking protects pedestrians on sidewalks from vehicles in driving lane.
- Mainstreets are attractive environments for strolling, window shopping, and people watching.
- Mainstreets accommodate a variety of retail types from large anchors to small shops.

Implementation Strategy

Key Components

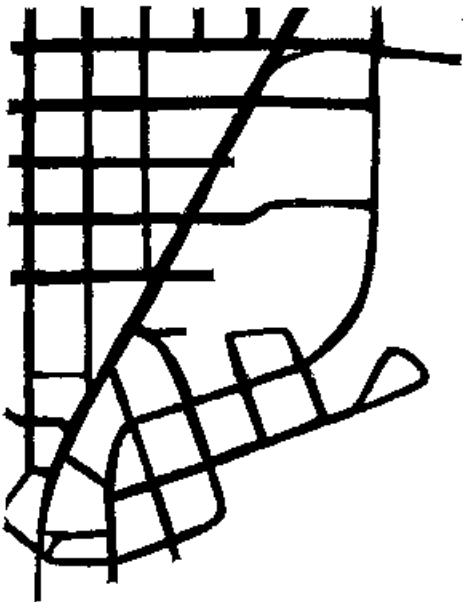
- **Committed On-Going Leadership.** Successful downtowns usually are dependent on leadership. A few individuals that are focused and committed to seeing the project or the program through are critical to success.
- **Multiple Projects.** A wide variety of on-going projects should always be moving forward to ensure a continuous stream of success stories, even if one project slows down or fails.
- **Many Stakeholders.** Stakeholders should be broadly defined to include any individual or organization that can possibly have an interest in and a desire to play a role in the successful implementation of projects that contribute to the success of the downtown.
- **Communications.** An on-going communications program should tell what is happening and being accomplished.



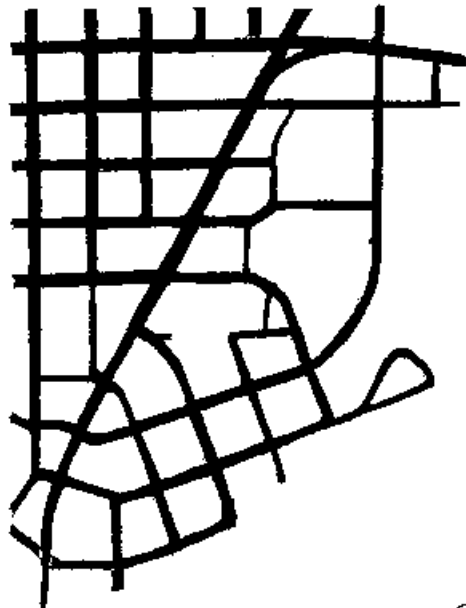
PRIORITIES

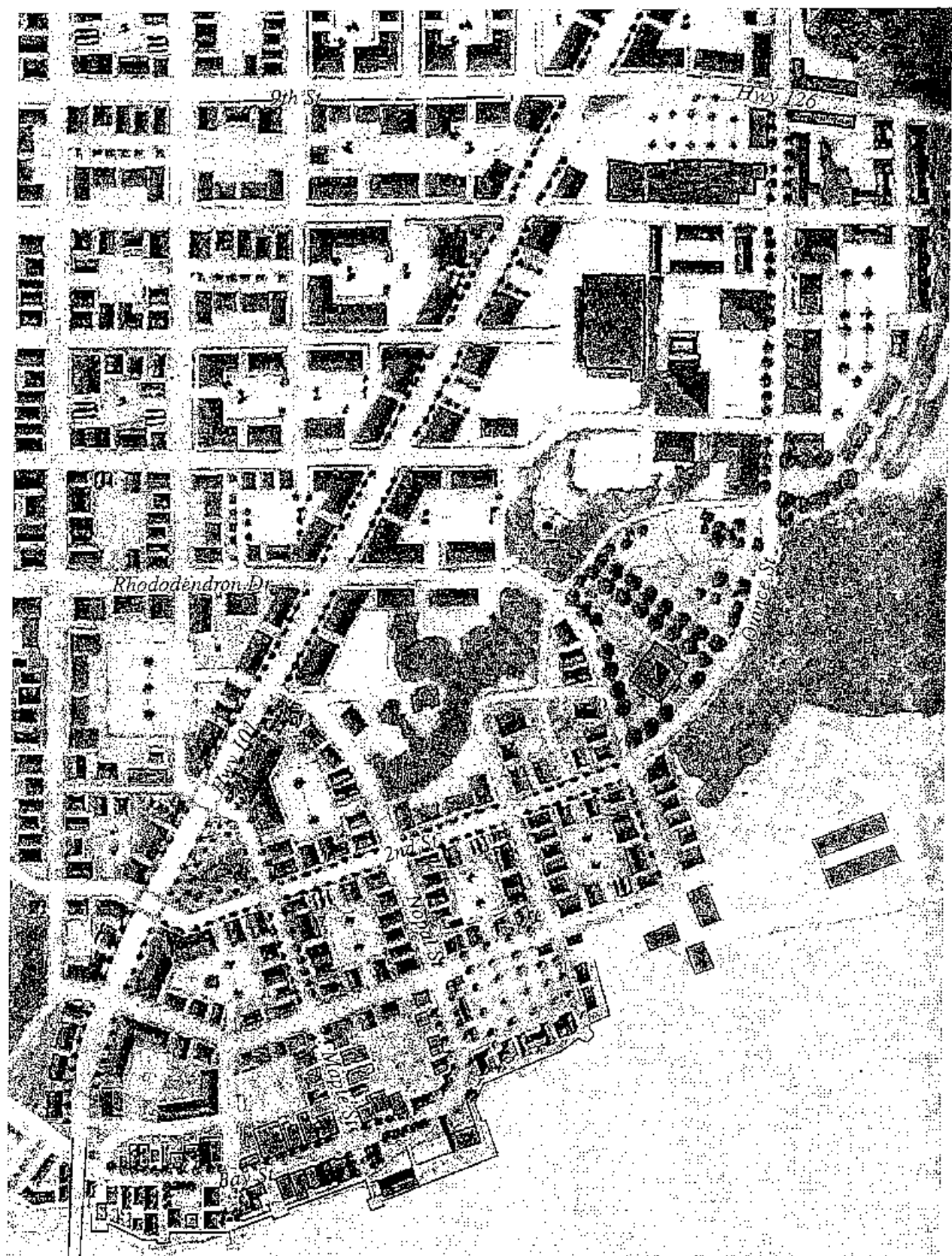
1. Construct the Downtown Green.
2. City participation in land acquisition of the Middle School site, especially the ballfields.
3. Stripe on-street parking spaces on Highway 101.
4. Streetscape
 - a. Extend the "historic" street light program now in Old Town to the Mainstreet.
 - b. Install irrigation and street trees in the Siuslaw Bridge Gateway area along Highway 101.
5. Complete a pilot "parking courtyard" in Old Town. (12 - 18 months)
6. Establish an estuary trail connecting the Boardwalk to the Munsel Creek Bikepath.
7. Identify and obtain key lots in Old Town for parking, and to preserve views.
8. Locate a parking lot under the bridge. Combine with a Scenic Byways Bridge Interpretive Site.
9. Amend Comp Plan to include Downtown Plan. Amend codes as necessary. Adopt Retail and Merchandising guidelines, and Architectural Guidelines.
10. Create a pilot block project with decreased width crosswalks, wide sidewalks, on-street parking, and incorporate the in-street pedestrian activated crosswalk lighting.
11. Wage an effective campaign to obtain construction of the Highways 101/126 & Quince/Spruce intersections in the next two years.

OLD



NEW





Illustrative plan of potential redevelopment
1" = 400'



1) Hwy 101 Commercial 2) Hwy 126 Gateway
4) Hwy 101 Storefront & Mainstreet
6) Siuslaw Bridge dist

3) Kingwood & 9th
5) Event Center Dist.
7) Old Town



The Downtown Green/Mainstreet

1. Obtain funding for a Highway 101 Corridor Refinement Plan to prepare detailed traffic operations analyses necessary to support a decision on the future lane configuration of Highway 101 supporting Mainstreet development, and the development of a Downtown Green. Negotiate an intergovernmental agreement with ODOT to implement the recommendations of the Refinement Plan.

2. Create a Downtown Green between Highway 101, Second Street, and Maple Street as the gateway and center of the new mainstreet, and the downtown

- include:

- a signalized intersection
- maximum length for crosswalks - 50 feet
- no buildings should be located on the Green, because of difficulty of safe vehicular and pedestrian access

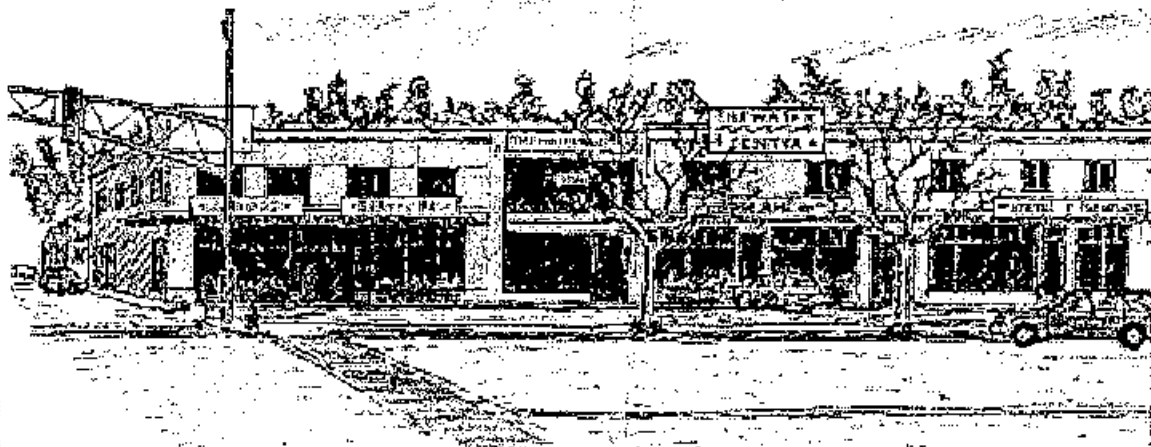
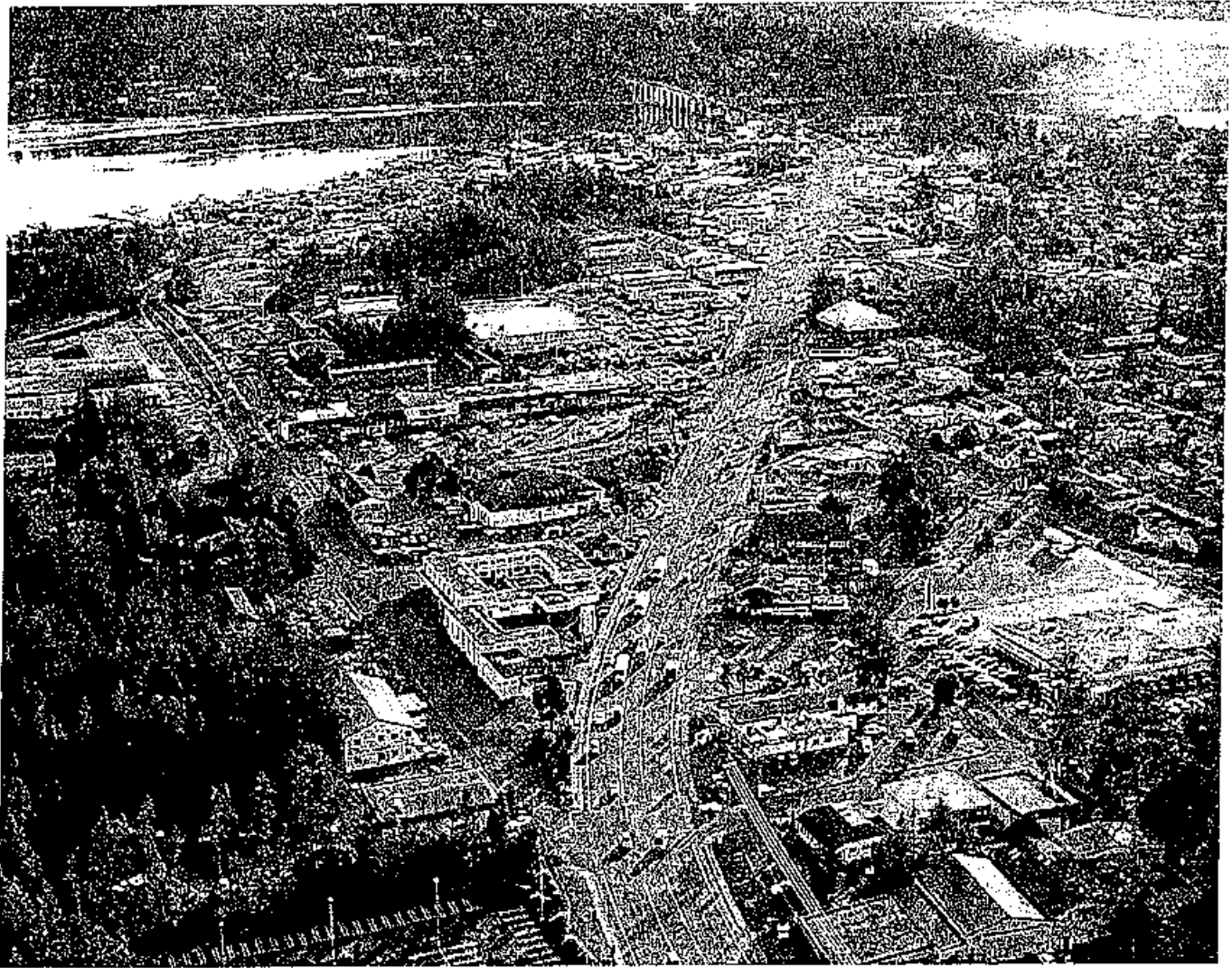
3. Realign Laurel and 2nd Streets west of Highway 101 to form right angle intersections with the Maple/2nd Street configuration east of Highway 101 at the Green.

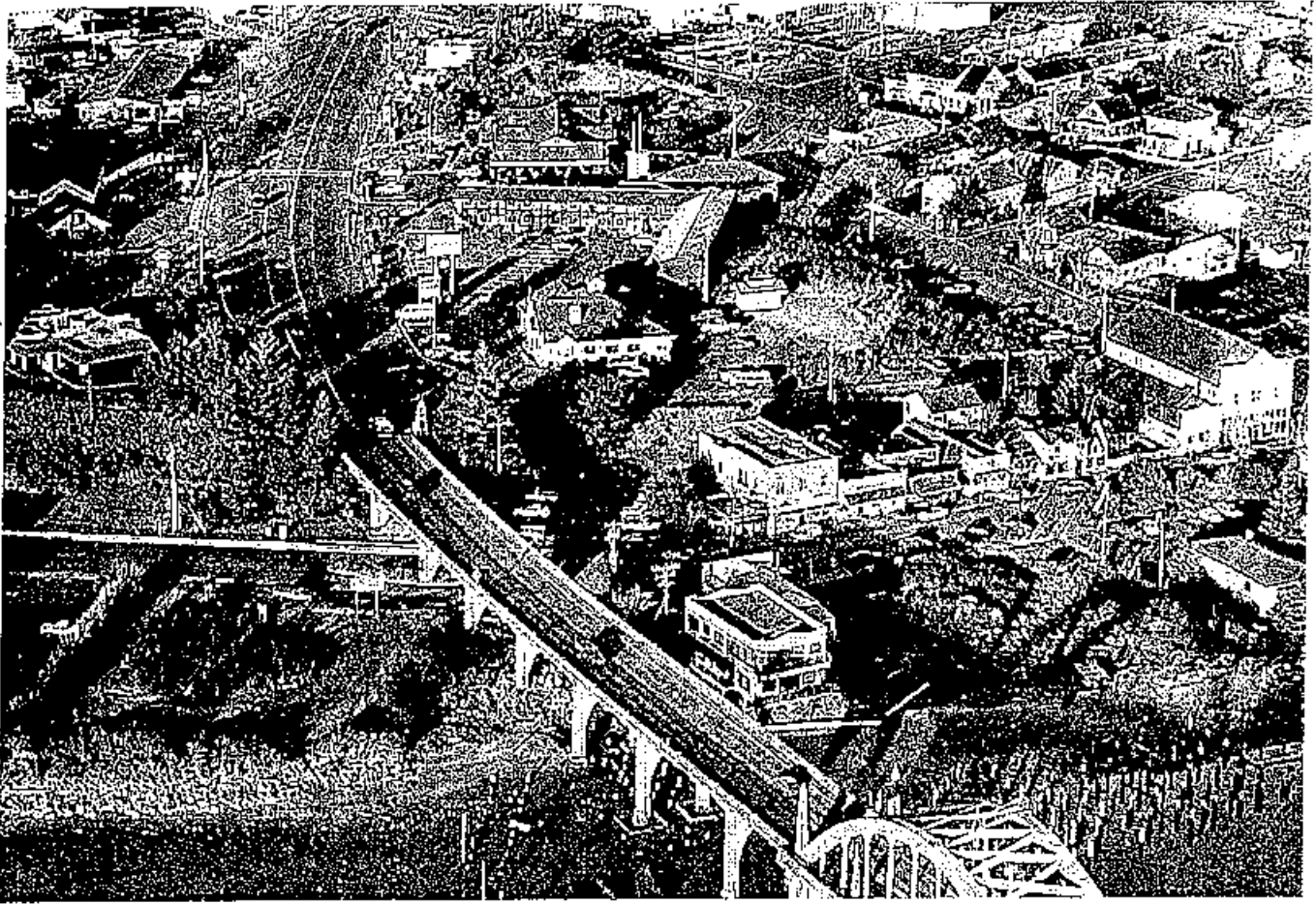
4. Create a revitalized retail Mainstreet on Highway 101 between 1st and Eighth Street

- Include:

- reduced pedestrian crossing distances,
- pedestrian activated, in-pavement lighted crosswalk at Eighth Street
- slow traffic to 25 mph
- widen sidewalks
- on-street parking
- access management to encourage use of streets and alleys for access
- off-street parking at rear of buildings
- building frontages at the sidewalk
- implement parking signage system
- reduce onsite parking requirements to encourage infill development
- building heights minimum 20 feet.

5. Maintain Downtown Business Associations to support implementation of the Downtown Plan.

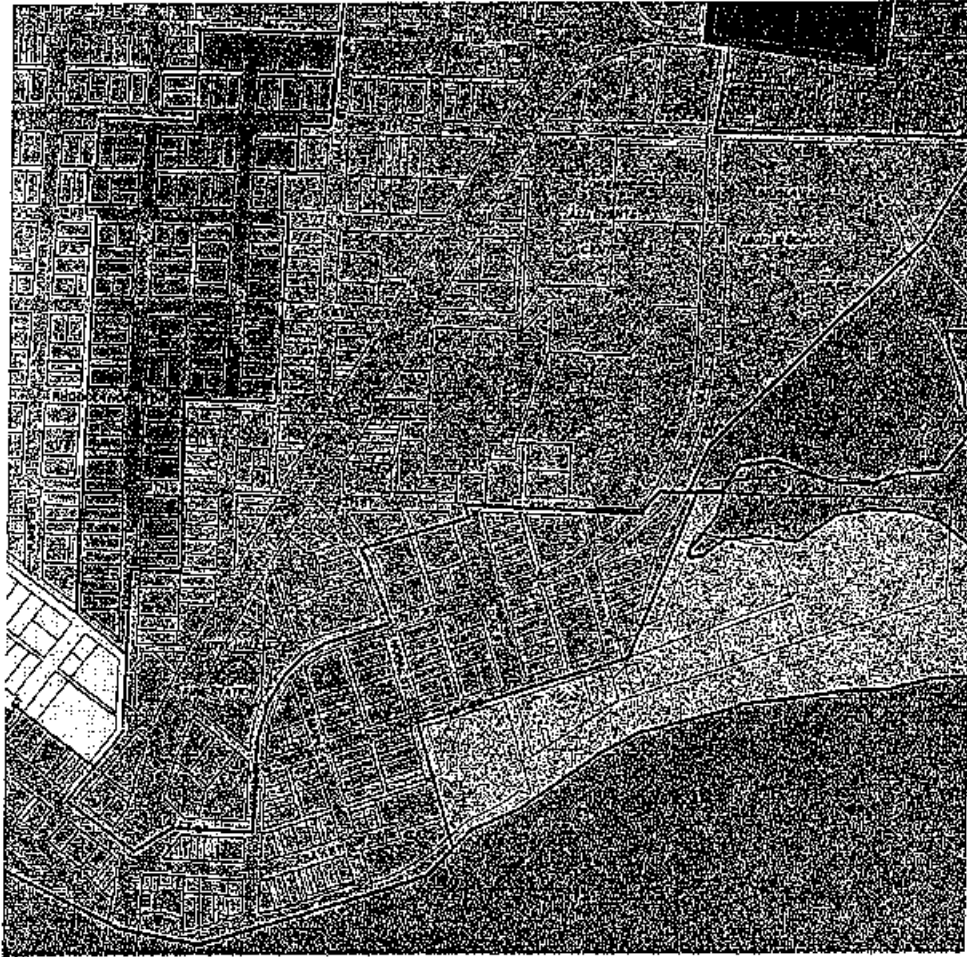




Siuslaw Bridge Gateway (Bridge to the Green)

- Include:
 - signage welcoming the traveling public to Florence Mainstreet
 - begin street trees and street lighting as close to the bridge as possible
 - make 1st Street right-out only
 - work with ODOT to ensure that the rewiring of the Bridge includes provision for holiday lighting by the community
 - plan for long term preservation of the Bridge, with a parallel bridge to carry additional lanes of traffic as demand warrants





9th Street/Kingwood Neighborhood

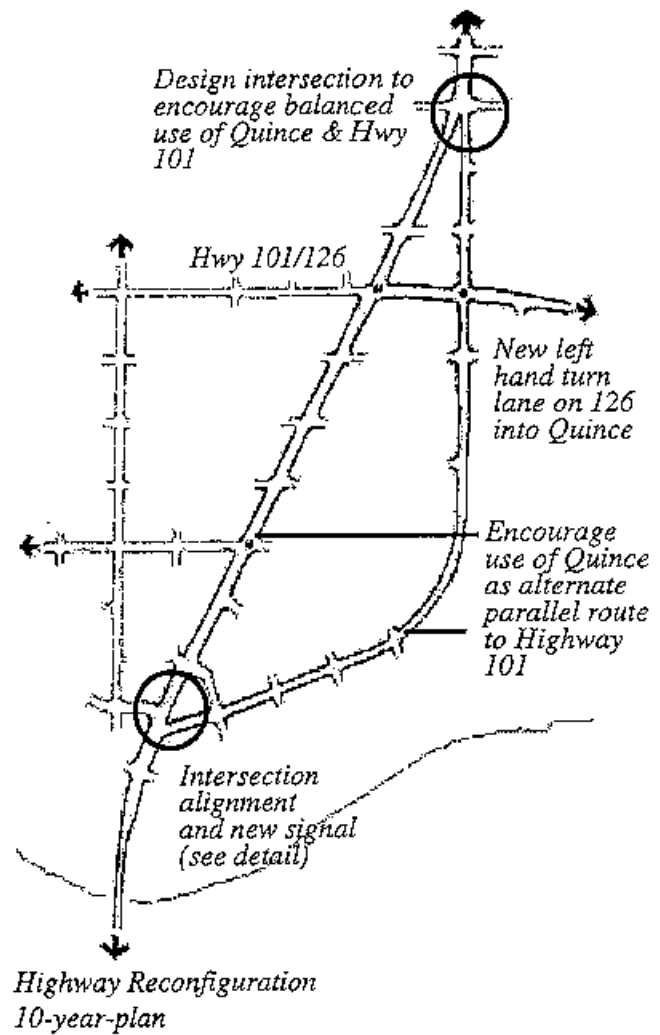
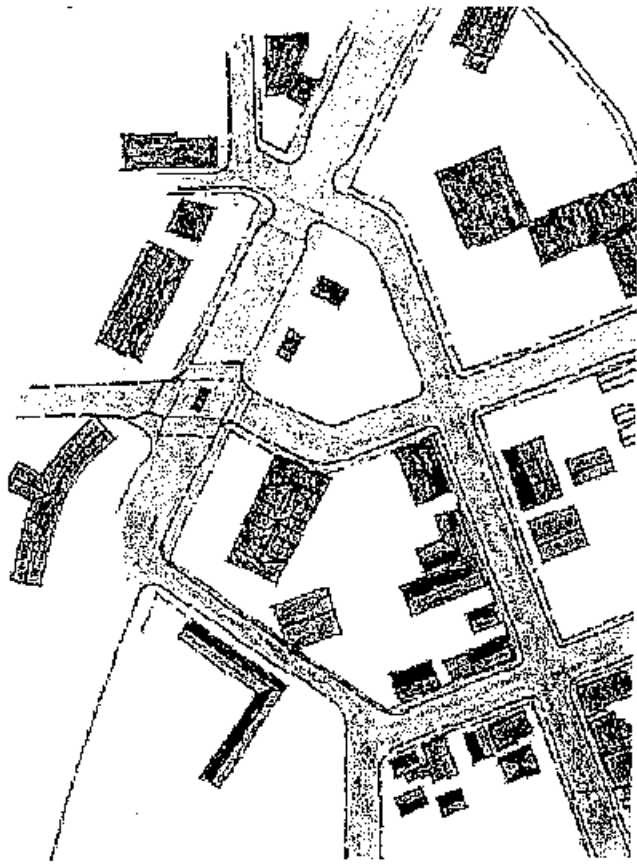
1. Maintain the development pattern of mixed-use, detached buildings currently in the neighborhood.

include:

- off-street parking located behind buildings
- upper story offices or residences
- building facades which occupy at least 70% of the primary building frontage line

- pedestrian accessway(s) to rear parking areas.
- buildings oriented to Kingwood and east-west streets with direct connections to Highway 101
- front setbacks from 5 to 10 feet
- minimum height of 15 feet measured to the eave or top of parapet

2. Implement a multifamily zone between the commercial and single family residential zones to provide infill and redevelopment, and to allow residents to be in close walking distance of stores and services on Highway 101.



Highway 101/126/Quince/Spruce Intersections

1. Mount a well organized campaign to promote the construction of the ODOT planned improvements at these intersections within the next 2 years.
2. Pursue signalization of the Highway 126/Quince intersection.
3. If the landscaped triangle at Highway 101/126 is to remain for longer than 2 years, secure adequate power and water into the triangle, and provide for routine maintenance under contract with the City.
4. New left hand turn lane on 126 into Quince street



Gateway District - Highway 126

1. Redesign the intersection of Quince and Highway 101 to allow a more balanced traffic flow between these two parallel roads through the downtown.

On Quince Street, provide for:

- mixed-use storefront retail
- 90% building frontage minimum
- on-street parking
- building fronts close to the sidewalks.
- On Hwy 126/101, provide for:
 - frontage requirement of 50% where on-street parking is not possible
 - site buildings up to the sidewalk at the corners of Quince

2. Retain the northeast corner of the intersection in its wooded state (where the County Annex building currently resides)

Events Center District

1. Provide for mixed use infill and redevelopment of sites around the Florence Events Center.

Including:

- building facades occupy at least 80% of the primary building frontage line
- pedestrian accessway(s) to rear parking areas
- building front setbacks from 10 to 15 feet
- minimum building height of 15 feet measured to the eave or top of parapet
- require new buildings to line Quince Street

2. Strongly encourage hotel development on the Middle School site

3. Obtain a decision-making position in the sale of the ballfield/bus barns in order to guide future use of the site

4. Work cooperatively with the School District to prepare a master plan to guide future development on school property

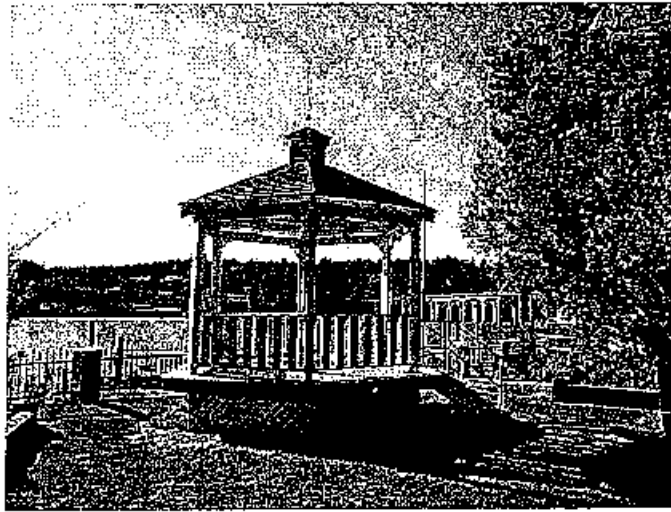
5. Site a bicycle trail along the eastern edge overlooking the estuaries below

6. Maintain community recreational opportunities and amenities currently provided by the play fields by either:

- Providing a development opportunity for a public/quasi-public building at this site, or
- a mixed-use district with medium density residential uses such as duplexes, rowhouses, and garden apartments and non-retail commercial uses in keeping with the character of Old Town

7. Find an appropriate place in the downtown for a Sister City Japanese Garden

8. Locate appropriate areas for RV parking, and provide directional signage



Old Town

1. Maintain and reinforce the existing mixed-use, small-town character of Old Town as follows:

a. Bay Street - defined by:

- continuous storefronts lining the sidewalks
- off-street parking behind buildings on the north side
- opportunity for upper story offices or residences
- building facades occupying at least 90% of the primary building frontage line with
- remaining frontage dedicated to pedestrian accessway(s) to rear parking areas
- building ground floors aligned at the street right-of-way
- Upper story bay windows, balconies, and awnings may encroach over the public sidewalk above the first story
- building fronts have a minimum height of 20 feet measured to the eave or top of parapet

b. detached building or house converted to a commercial business.

- building side setbacks at a minimum 5 feet
- rowhouses may have no side setbacks
- variable front setback from 5 to 15 feet with allowable porch encroachments into the setback to match the historic conditions
- maximum length of an uninterrupted building front should be 40 feet. Building fronts longer than 40 feet should have a variation of 5 foot depth and 10 foot width
- off-street parking at the rear of buildings with access from rear alleys. For any lots that are not accessed by alleys a maximum 14 foot wide curb cut should be allowed to access parking to the rear of buildings

c. Boardwalk

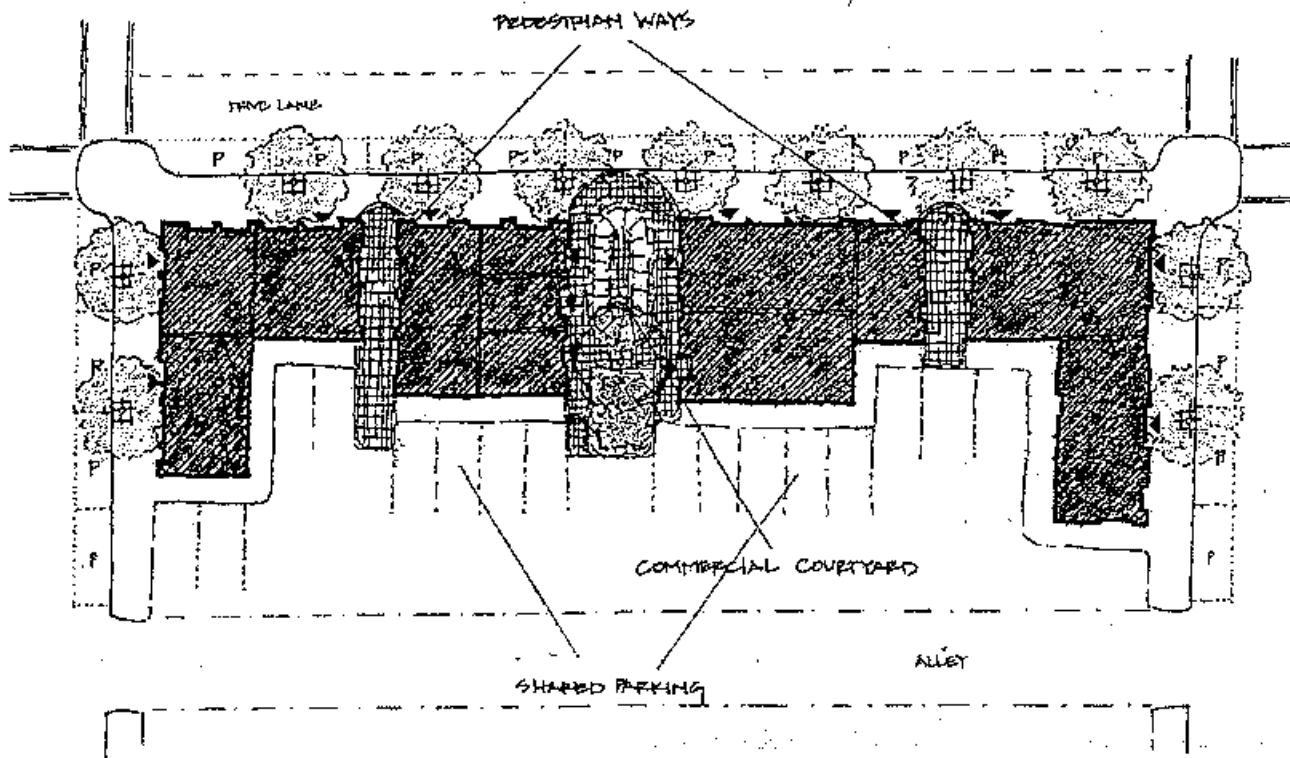
- site additional development along the western edge of the Boardwalk parking lot, in addition to the Port's currently proposed plan to complement the retail use across the street, and encourage pedestrian use along the street.
- encourage decks on riverfront businesses, and connections between them where possible

2. Implement an overall parking district plan for Old Town

- City should locate, acquire and build new parking lots as funds become available
- Create a paved alley network

3. Conduct a streetscape design study for improving the sidewalks and crosswalks in Old Town

4. Maintain Downtown Business Associations to provide support for implementation of the Downtown Plan



PROJECTWIDE TASKS

1. Adopt the necessary Comprehensive Plan amendments, zoning ordinance changes, and design guidelines to support implementation of the Downtown Plan. Adopt revised parking ratio standards to ensure a sufficient, but not excessive supply of parking for customers and employees. Research options available to increase building heights without jeopardizing public safety.
2. Incorporate the Downtown Plan recommendations into the City's Transportation Systems Plan.
3. Request ODOT to install a permanent traffic count station on Highway 101 between Highway 126 and the Bridge, to provide more accurate traffic volume data.
4. Consider conducting a feasibility study to explore the creation of an urban renewal district as a means to finance public improvements necessary to implement the Downtown Plan.
5. Work with U.S. Postal Service officials to insure long-term viability of its present location.

PRIORITIES

1. Construct the Downtown Green.
2. City participation in master planning for the Middle School site, especially the ballfields.
3. Stripe on-street parking spaces on Highway 101.
4. Streetscape
 - a. Extend the "historic" street light program now in Old Town to the Mainstreet.
 - b. Install irrigation and street trees in the Siuslaw Bridge Gateway area along Highway 101.
5. Complete a pilot "parking courtyard" in Old Town. (12 - 18 months)
6. Establish an estuary trail connecting the Boardwalk to the Munsel Creek Bikepath.
7. Identify and obtain key lots in Old Town for parking, and to preserve views.
8. Locate a parking lot under the bridge. Combine with a Scenic Byways Bridge Interpretive Site.
9. Amend Comp Plan to include Downtown Plan. Amend codes as necessary. Adopt Retail and Merchandising guidelines, and Architectural Guidelines.
10. Create a pilot block project with decreased width crosswalks, wide sidewalks, on-street parking, and incorporate the in-street pedestrian activated crosswalk lighting.
11. Wage an effective campaign to obtain construction of the Highways 101/126/Quince/Spruce intersections in the next two years.

TIMELINE

1. Construct the Downtown Green.

- Obtain TGM funds for preliminary engineering - Early Fall 1999
- Hire consultant (in cooperation with TGM Program) - late Fall 1999
- Preliminary engineering completed - estimated late winter 2000
- Negotiations for land acquisition/relocation of businesses - during 2000
- Prepare construction drawings - late 2000 (funding - grants)
- Begin construction Spring 2001 for completion for the summer season (cost/funding - grants/loans)

2. City participation in Master Plan for the Middle School site, especially the ballfields.

- Late summer/fall 1999 - work with School District to determine how this can occur effectively. Implement as soon as agreement is reached.

3. Stripe on-street parking spaces on Highway 101.

- City Public Works to begin working with ODOT to accomplish stripping this fall if possible, otherwise by summer season in 2000.

4. Streetscape

- Extend the "historic" street light program now in Old Town to the Mainstreet.
- Begin now as businesses redevelop
 - a. Install irrigation and street trees in the Siuslaw Bridge Gateway area along Highway 101.
- Prepare a plan for street trees and irrigation - Fall 1999 (funds - grants, contributions)
- Apply for Scenic Byway funding for construction - next available funding round

5. Complete a pilot "parking courtyard" in Old Town. (12 - 18 months)

- Presently underway - public/private partnership

6. Establish an estuary trail connecting the Boardwalk to the Munsel Creek Bikepath.

- Prepare an Estuary Trail Plan, and include in the City's TSP. Winter 1999/2000 - RARE student.
- As part of # 2 above, secure this easement over School District property.
- As other properties redevelop, secure easements
- Apply for ODOT Enhancement Funds for construction when easements have been secured.

7. Identify and obtain key lots in Old Town for parking, and to preserve views.

- Merchants associations and Downtown Committee identify lots, and prepare costs for acquisition and development - 1999/2000
- Investigate public/private partnerships or private partnerships to acquire and develop key lots - 1999/2000
- If necessary, move forward with a Parking District to provide funds for remaining lots, and for continuing maintenance - 2000/2001

8. Locate a parking lot under the bridge. Combine with a Scenic Byways Bridge Interpretive Site.

- Plan is completed. Apply for Scenic Byways funds for construction in Spring 2000.

9. Amend city codes and ordinances

9a. Amend Comp Plan to include Downtown Plan

- Can be initiated as soon as the Council adopts the Downtown Plan. Process similar to that for the recent Comp Plan amendment creating the West 9th Street Planning Area.

9b. Amend codes as necessary.

- Can be drafted by RARE student in Fall/Winter 1999/2000

9c. Adopt Retail and Merchandising guidelines, and Architectural Guidelines.

- Downtown Committee/Merchants associations/Chamber work on these and make recommendations to the City on implementation - Fall/Winter 1999/2000

10. Create a pilot block project with decreased width crosswalks, wide sidewalks, on-street parking, and incorporate the in-street pedestrian activated crosswalk lighting.

- Identify pilot block - Downtown Committee working with businesses- Fall 1999
- City to begin negotiations with ODOT immediately. Downtown Committee/City work with local businesses on matching funds. Winter 2000
- Construct in Spring 2000 for summer season.

11. Wage an effective campaign to obtain construction of the Highways 101/126/Quince/Spruce intersections in the next two years.

- City Council to begin campaign immediately. Efforts to include letters, visits, talks with legislators, etc. City needs to be involved in resolution of access issues at the intersection of 101/126 if this continues to cause the project to be delayed.

Potential Funding Sources

Capital Improvement Program

Some of the transportation projects, especially the local system improvements, should be included on the list of improvement projects in the TSP. Presumably, these projects would be included as part of the City's 5-year, Capital Improvement Program, competing against other city priorities for limited funding.

ODOT's State Transportation Improvement Program (STIP)

ODOT identifies and ranks all state highway improvement projects. Again, the Florence projects would be added to the list and compete against other state highway projects for limited funding.

ODOT'S Scenic Byways Program

Highway 101 has been designated a State Scenic Byway, making Highway 101 projects which enhance the scenic qualities of the highway eligible for Scenic Byway funding.

Local Improvement District

Property owners for a defined area, which could cover the entire downtown area or a smaller area such as Old Town, could elect to impose a special property tax upon themselves to pay for improvements that will benefit the area. Streetscape improvements are an example of an appropriate project.

Revenue Bond Issue

The proposed Parking District could issue bonds backed by an expected revenue stream, such as parking fees from business owners. The bonds would allow the fees to be used upfront to construct parking facilities that would benefit the businesses that pay into the district. This mechanism would expedite the construction of such facilities, rather than waiting for sufficient funds to accumulate.

General Obligation Bonds

The City could place a ballot measure for voter approval for bonds to fund a major project, such as the town square or parks projects.

Participating Agencies

City of Florence, Community Development Department
Sandy Young, Community Development Director
Jim Mulder, Associate Planner
ODOT/DLCD TGM Program
Sue Geniesse, Urban Growth Management Planner
ODOT
Nick Arnis, Regional Planner
DLCD Coastal Division
David Perry, S. Coast Field Representative
Port of Siuslaw
Tom Kartrude, Port Manager
Siuslaw School District
Steve Waddell, Superintendent

Steering Committee Members

Dave Braley
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Marteen Wick
Joshua Greene
Jack Butler
David Capen
David Jackson
John Balcom

Consultant Team

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Laurence Qamar, Project Manager
Bill Lennertz, Charrette Manager
Oliver Kuehne, Designer
Jeff Thierfelder, Designer
Ken Hutchinson, Designer
Aarin Lutzenhiser, Report Editing
W&H Pacific, Transportation Planners
Laura Jackson
Pacific Rim Resources, Land Use Planners
Tom Armstrong
Leland Consulting Group, Market Economists
Ed Starkie
Paul Dennis
Gibbs Planning Group, Retail Planners
Bob Gibbs
Paul K. Jensen, Architect

Photo Credits

Special thanks is due to the Siuslaw Pioneer Museum for photos of turn of the century Florence, and to Joshua Greene for aerial photos of Florence. Other photos are by Lennertz Coyle & Associates.