

Chapter 12 Transportation

Goals

1. To create a safe transportation system for all users and for all modes within the community along city, county, and state roadways. Minimize crashes and fatalities that occur on the transportation network.
2. To ~~operate transportation facilities at a level of service that is cost-effective and appropriate for the area served.~~ build transportation facilities that are suited for the community and its continued economic development. Transportation decisions should balance the needs of the summer peak period and the needs of the year-round population, where those may be in conflict.
3. To ~~develop systematic annual maintenance plans for city streets, bike, pedestrian and air facilities.~~ build a transportation system that meets the needs of all users in Florence. Invest in non-automotive transportation modes to help people travel within Florence. Connect neighborhoods to major activity centers without needing to use an automobile.
4. To ~~create a transportation network to support existing and proposed land uses.~~ support policies, facilities and programs that minimize air, water and noise pollution and reduce impacts to the environment and climate change. Recognize that transportation impacts are more likely to be felt negatively by historically marginalized communities.
5. To ~~meet the needs of land development while protecting public safety, transportation operations and mobility of all transportation modes.~~ create a transportation network that can quickly evacuate residents in the event of a major earthquake and/or tsunami and can build resilience within the community.
6. To ~~provide a balanced transportation system that provides options for meeting the travel needs of all modes of transportation~~ foster good relationships with public and private partners in the common interest of building the city's transportation network.
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.~~
- 10.7. 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.~~

12.8. To provide for adequate vehicle and bicycle parking and on-street loading facilities in conjunction with other transportation facilities, as appropriate.

~~13.9. To collaborate and coordinate with state, county and other agencies during long range planning efforts, development review, design and construction of transportation projects.~~

Policies

1. The Volumes 1 and 2 of the Transportation System Plan (TSP) are part of the Florence Public Facility Plan and, as such, the TSP is adopted as a supporting document to this Comprehensive Plan.
2. 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.
3. 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:
 - a. 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
 - b. Technical and environmental modifications to a transportation facility which are made pursuant to final engineering on a project; or
 - c. 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.
4. Provide safe transportation all seasons of the year through street standards that require land widths, curvature and grades appropriate to all weather conditions.
5. To protect public safety, property owners shall maintain vision clearance in accordance with City standards and the City shall enforce vision clearance requirements.

6. 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.
7. 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:
 - a. 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.
 - b. 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.
8. Where a facility is maintained by the County, the more restrictive of the City or County standards apply.
9. The City shall develop systematic annual maintenance plans for streets, bike, pedestrian and air facilities.
10. The City shall continue to pursue grant and loan funds to supplement local transportation facility funds.
11. 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.
12. 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.
13. 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.
14. 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.
15. 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.

16. 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.
17. 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.
18. 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.
19. The City shall provide an inter-connected trail system as directed in Comprehensive Plan Chapter 8 policy and shown in the TSP Project Maps.
20. 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.
21. 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.
22. 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.
23. 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.
24. Streets shall be designed to efficiently and safely accommodate emergency service vehicles.
25. In partnership with the School District, the City shall work 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.

26. 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.
27. The North, South and East Gateways shall be pursued as soon as funding can be obtained.
28. The placement of streets shall minimize negative impacts on residential neighborhoods.
29. 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.
30. 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.
31. The City shall promote the use of telecommunications, transit and rail facilities as energy efficient alternatives to vehicular transport.
32. 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.
33. 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.
34. 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.
35. All transportation improvements shall be consistent with the requirements for stormwater in Chapter 11 of the Comprehensive Plan.
36. 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.
37. 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).
38. 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.
39. 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.

40. Bicycle parking facilities shall be provided as part of new development at places of employment, businesses, multi-family residential developments and at public buildings.
41. 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.
42. 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.
43. The City shall notify ODOT, DLCD and Lane County of any proposed changes or amendments to this Transportation System Plan.
44. The City shall develop multi-use paths that both enhance community livability and serve as tsunami evacuation routes.
45. The City shall coordinate evacuation route and signage planning in conjunction with existing or proposed transportation system plan pedestrian and bicycle route planning efforts.
46. The City shall locate new transportation facilities outside the tsunami inundation zones where feasible.
47. The City shall where feasible design and construct new transportation facilities to withstand a Cascadia event earthquake and be resistant to the associated tsunami.

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~~2011~~²⁰²³. 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~~628 and the Land Conservation and Development Commission (LCDC) Transportation Planning Rule (TPR) (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.