

TECH MEMO #1: PLANS AND POLICY FRAMEWORK

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To: Wendy Farley-Campbell, Shirley Gray, Erin Reynolds, Mike Miller, City of Florence
Michael Duncan, Oregon Department of Transportation

From: Darci Rudzinski, Clinton "CJ" Doxsee, and Brandon Crawford, MIG | APG

Project: City of Florence Transportation System Plan Update

Subject: Final Tech Memo #1: Plans and Policy Framework

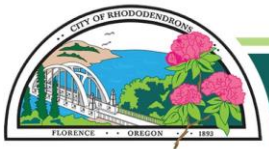
Overview

This memorandum presents a review of existing plans, regulations, and policies that affect transportation planning in the City of Florence. The review explains the relationship between the documents and the current long-range planning process, identifying key issues that will factor into the Transportation System Plan (TSP) update. Of particular note are plans and policies that have been adopted or updated since the adoption of the City's 2012 TSP.

Some documents included in this review establish transportation-related standards, targets, and guidelines in which the TSP update must be coordinated and consistent with; others contain transportation improvements that will need to be factored into the future demand modeling and otherwise reflected in the draft TSP. Local policy and regulatory requirements described in this review – such as the Florence Zoning Ordinance – may be subject to recommended amendments in order to implement the recommendations of the updated TSP. This memorandum helps set the stage for those potential amendments, which will be prepared as part of project implementation (Task 7).

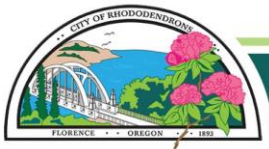
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State Plans

OREGON TRANSPORTATION PLAN (2006)

The Oregon Transportation Plan (OTP) is the state's long-range multi-modal transportation plan that addresses the future transportation needs of the State of Oregon through the year 2030. The primary function of the OTP is to establish goals, policies, strategies, and initiatives that are translated into a series of modal plans, such as the Oregon Highway Plan and Oregon Bicycle and Pedestrian Plan. The OTP considers all modes of Oregon's transportation system, including Oregon's airports, bicycle and pedestrian facilities, highways and roadways, pipelines, ports and waterway facilities, public transportation, and railroads. It assesses state, regional, and local public and private transportation facilities. In addition, the OTP provides the framework for prioritizing transportation improvements based on varied future revenue conditions, but it does not identify specific projects for development.

The OTP provides broad policy guidance and sets seven overarching goals for the state.¹ Through these goals and associated policies and strategies, the OTP emphasizes:

- » Maintaining and maximizing the assets in place.
- » Optimizing the performance of the existing system through technology.
- » Integrating transportation, land use, economic development, and the environment.
- » Integrating the transportation system across jurisdictions, ownerships, and modes.
- » Creating sustainable funding.
- » Investing in strategic capacity enhancements.

The Implementation Framework section of the OTP describes the implementation process and how state multimodal, modal/topic plans, regional and local TSPs and master plans will further refine the OTP's broad policies and investment levels. Local TSPs can further OTP implementation by defining standards, instituting performance measures, and requiring that operational strategies be developed.

The last chapter of the OTP provides implementation and investment frameworks and key initiatives to be consulted in developing TSP projects and implementation measures.

Project Relevance: The OTP's key initiatives will guide the TSP update, specifically in the areas of system management, maximizing performance of the existing transportation system using technology and creative design solutions, pursuing sustainable funding

¹ The seven goals are Goal 1 – Mobility and Accessibility; Goal 2 – Management of the System; Goal 3 – Economic Vitality; Goal 4 – Sustainability; Goal 5 – Safety and Security; Goal 6 – Funding the Transportation System; and Goal 7 – Coordination, Communication, and Cooperation.



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sources, and investing strategically in capacity projects. Consistent with a central OTP policy, the TSP update will seek to maximize the performance of the existing local transportation system by the use of technology and system management before considering larger and costlier additions to the system.

OREGON HIGHWAY PLAN (1999, LAST AMENDED IN 2015)

The Oregon Highway Plan (OHP) is a modal plan of the OTP that guides planning, operations, and financing for ODOT's Highway Division. Policies in the OHP emphasize the efficient management of the highway system to increase safety and to extend highway capacity, partnerships with other agencies and local governments, and the use of new techniques to improve road safety and capacity. These policies also link land use and transportation, set standards for highway performance and access management, and emphasize the relationship between state highways and local road, bicycle, pedestrian, transit, rail, and air systems.

The following policies are relevant to the TSP update process.

Policy 1A: State Highway Classification System

The OHP classifies the state highway system into four levels of importance: Interstate, Statewide, Regional, and District. ODOT uses this classification system to guide management and investment decisions regarding state highway facilities. The system guides the development of the facility plans, as well as ODOT's review of local plan and zoning amendments, highway project selection, design and development, and facility management decisions including road approach permits.

Highway 126 (OR 126) and the Oregon Coast Highway (US 101) are classified as statewide highways in the state classification system. The purpose and management objectives of these highways are provided in Policy 1A, as summarized below.

- » **Statewide Highways** (OR 126 and US 101) typically provide inter-urban and inter-regional mobility and provide connections to larger urban areas, ports, and major recreation areas that are not directly served by Interstate Highways. A secondary function is to provide connections for intra-urban and intra-regional trips. The management objective is to provide safe and efficient, high-speed, continuous-flow operation. In constrained and urban areas, interruptions to flow should be minimal.

Policy 1B: Land Use and Transportation

Policy 1B addresses the relationship between highways and development on either side of the highway. It emphasizes development patterns that maintain state highways for regional and intercity mobility and supports compact development patterns that are less dependent on state highways. As a Statewide Highway, accessibility and mobility along US 101 should be balanced.

Highway 126 is considered a non-designated Urban Highway within the City's urban growth boundary (UGB),² where the objective is to efficiently move through traffic while also meeting the access needs of nearby properties. Access to and from properties that abut an urban segment must be consistent with the Access Management Rule set forth in OAR 734-051.

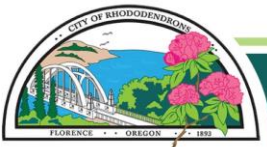
² Highway 126 does not have Special Transportation Area, Urban Business Area, or Commercial Area designations in Florence. These special designations allow for deviations from state standards related to highway cross-sections, parking, and access in recognition of historic settlement patterns and the use of the highway as part of a jurisdiction's local roadway system.



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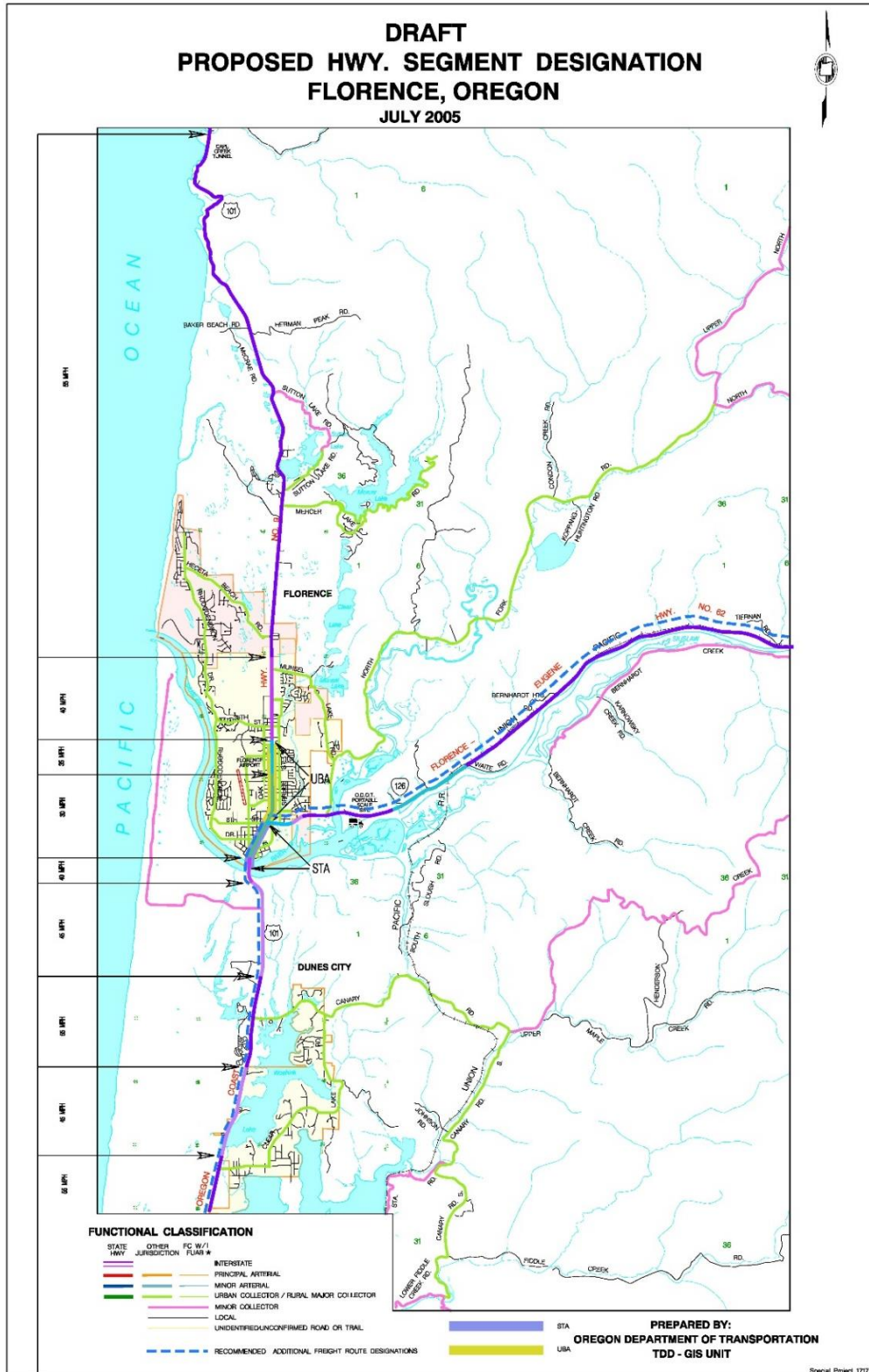
US 101 has a Special Transportation Area (STA)³ and Urban Business Area (UBA) segment designation in Florence (see Figure 1). Per Appendix D of the OHP, the STA highway segment in Florence (MP 190.23 – 190.84) is also a designated freight route, and therefore it is a Category 2 STA. Category 2 STAs and UBAs need managements plans that are coordinated between ODOT and Florence, and they must be designated by the Oregon Transportation Commission. ODOT standards must be applied to the Category 2 STA segment. The Highway Design Manual (HDM) standards for UBAs will be used in areas with posted speeds less than or equal to 35 mph except where an STA has been designated.

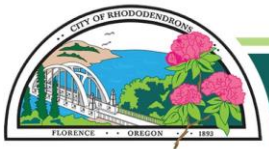
³ As explained in the 2005 ODOT staff report supporting the designations and amending the OHP: *In Florence, the proposed freight route designation on US 101 south of the OR 126 intersection creates a potential inconsistency with local plans that have been developed over several years with the support and participation of ODOT. Designating this highway section as an STA recognizes the local planning effort and supports a balance between freight needs and local interests. An STA is proposed south of the intersection of US 101 and OR 126, from 8th Street south to the Siuslaw River Bridge, to help implement local planning for improved pedestrian access and traditional downtown redevelopment and infill. ... a UBA is proposed north of the intersection of US 101 and OR 126, from 10th Street north to 30th Street, consistent with the existing commercial development in the area and low posted speeds. This part of US 101 is not proposed as a freight route, but the UBA designation is included here because the local process preceding this designation and all related correspondence have included both segments. No management plan is required because the posted speeds are at 35 mph or below. The formality of designation is requested in respect to the preliminary work done by the city and the Region.*



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Figure 1. Special Transportation Designations





Policy 1C: State Highway Freight System

The primary purpose of the State Highway Freight System is to facilitate efficient and reliable interstate, intrastate, and regional truck movement through a designated freight system. This freight system, which is made up of the Interstate Highways and select Statewide, Regional, and District Highways, includes routes that carry significant tonnage of freight by truck and serve as the primary interstate and intrastate highway freight connection to ports, intermodal terminals, and urban areas. Highways included in this designation have higher highway mobility standards than other statewide highways. Highway 126 and US 101 south of Highway 126 are designated Freight Routes in Florence.

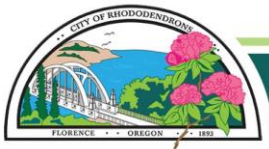
Policy 1F: Highway Mobility Standards Access Management Policy

Policy 1F sets mobility standards for ensuring a reliable and acceptable level of mobility on the state highway system. The standards are used to assess system needs as part of long-range, comprehensive planning for transportation projects, during development review, and to demonstrate compliance with the Transportation Planning Rule.

Significant amendments to Policy 1F were adopted in 2011 to address concerns that state transportation policy and requirements have led to unintended consequences and inhibited economic development. Policy 1F now provides a clearer policy framework for considering measures other than v/c ratios for evaluating mobility performance.

Table 1 presents mobility targets for the state facilities in the TSP study area. Highway 126 and US 101 are classified as Statewide Highways within the Florence UGB.⁴ US 101 is also designated as a UBA from 30th Street to Highway 126, an STA from Highway 126 to Bay Street, and a Freight Route from Highway 126 to the south city limits. Conversely, Highway 126 is not designated as an STA or a UBA; however, it is a Freight Route.

⁴ US 101 south of Highway 126 is a Freight Route through Florence, to the California border.



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Table 1: V/C Ratio Targets Outside the Portland Metropolitan Region

VOLUME TO CAPACITY RATIO TARGETS OUTSIDE METRO ^{17A, B, C, D}							
Highway Category	Inside Urban Growth Boundary					Outside Urban Growth Boundary	
	STA ^E	MPO	Non-MPO Outside of STAs where non-freeway posted speed ≤ 35 mph, or a Designated UBA	Non-MPO outside of STAs where non-freeway speed > 35 mph but < 45 mph	Non-MPO where non-freeway speed limit ≥ 45 mph	Unincorporated Communities ^F	Rural Lands
Interstate Highways	N/A	0.85	N/A	N/A	0.80	0.70	0.70
Statewide Expressways	N/A	0.85	0.85	0.80	0.80	0.70	0.70
Freight Route on a Statewide Highway	0.90	0.85	0.85	0.80	0.80	0.70	0.70
Statewide (not a Freight Route)	0.95	0.90	0.90	0.85	0.80	0.75	0.70
Freight Route on a regional or District Highway	0.95	0.90	0.90	0.85	0.85	0.75	0.70
Expressway on a Regional or District Highway	N/A	0.90	N/A	0.85	0.85	0.75	0.70
Regional Highways	1.0	0.95	0.90	0.85	0.85	0.75	0.70
District/Local Interest Roads	1.0	0.95	0.95	0.90	0.90	0.80	0.75

^A Unless the Oregon Transportation Commission has adopted an alternative mobility target for the impacted facility, the mobility targets in Tables 6 are considered standards for purposes of determining compliance with OAR 660-012, the Transportation Planning Rule.

^B For the purposes of this policy, the peak hour shall be the 30th highest annual hour. This approximates weekday peak hour traffic in larger urban areas. Alternatives to the 30th highest annual hour may be considered and established through alternative mobility target processes.

^C Highway design requirements are addressed in the Highway Design Manual (HDM).

^D See Action 1F.1 for additional technical details.

^E Interstates and Expressways shall not be identified as Special Transportation Areas.

^F For unincorporated communities inside MPO boundaries, MPO mobility targets shall apply.

Policy 1G: Major Improvements

This policy requires maintaining performance and improving safety on the highway system by improving efficiency and management on the existing roadway network before adding capacity. The state's highest priority is to preserve the functionality of the existing highway system. Tools that are employed to improve the function of the state highway system include access management, transportation demand management, traffic operations modifications, and changes to local land use designations or development regulations.



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After existing system preservation, the second priority is to make minor improvements to existing highway facilities, such as making improvements to the local street network to minimize local trips on the state facility.

The third priority is to make major roadway improvements such as adding lanes to increase capacity on existing roadways. As part of this TSP process, ODOT will work with the City and other stakeholders to determine appropriate strategies and tools that can be implemented at the local level that are consistent with this policy.

Policy 2B: Off-System Improvements

This policy recognizes that the state may provide financial assistance to local jurisdictions to make improvements to local transportation systems if the improvements would provide a cost-effective means of improving the operations of the state highway system. As part of this TSP update process, ODOT will work with the City and project stakeholders to identify improvements to the local road system that support the planned land use designations in the study area and that will help preserve capacity and ensure the long-term efficient and effective operation of high functional class facilities.

Policy 2F: Traffic Safety

This policy emphasizes the state's efforts to improve safety of all users of the highway system. Action 2F.4 addresses the development and implementation of the Safety Management System to target resources to sites with the most significant safety issues. The TSP update process will include citywide crash analysis to identify sites with a history of fatal and serious injury crashes and identify potential countermeasures to reduce crashes.

Policy 3A: Classification and Spacing Standards

This policy seeks to manage the location, spacing, and type of road intersections on state highways in a manner that ensures the safe and efficient operation of state highways consistent with their highway classification.

Action 3A.2 calls for spacing standards to be established for state highways based on highway classification, type of area, and posted speed. Tables in OHP Appendix C present access spacing standards which consider urban and rural highway classification, traffic volumes, speed, safety, and operational needs. The access management spacing standards established in the OHP are implemented by OAR 734, Division 51, addressed later in this report. The TSP update process will include an analysis of how existing spacing on ODOT facilities compares to these standards.

Policy 4A: Efficiency of Freight Movement

Policy 4A emphasizes the need to maintain and improve the efficiency of freight movement on the state highway system. It seeks to balance the needs of long distance and through freight movements with local transportation needs on highway facilities in both urban and rural areas. In Florence, Highway 126 and portions of US 101 are designated Freight Routes.

Policy 4B: Alternative Passenger Modes

Policy 4B encourages the development of alternative passenger services and systems as part of broader corridor strategies to help preserve the performance and function of the state highway system. The Rhody Express provides public transportation service in Florence. Improving safety, access, and mobility for pedestrians and bicyclists and enhanced connections to transit are objectives of this update process.



Policy 4D: Transportation Demand Management

This policy supports the efficient use of the state transportation system through investment in transportation demand management (TDM) strategies. Action 4D.1 calls for reducing peak period single-occupancy vehicle travel and to move traffic demand out of the peak period to improve the flow of traffic on state highways. The TSP update process will explore TDM strategies that may be appropriate for Florence, including requirements for new development and incentives for employers that can reduce vehicle trips.

Project Relevance: OHP policies provide guidance related to the accessibility, mobility, and function of state highways. The TSP planning process will consider policies in the OHP to guide proposed improvements, modifications, or local policies that could affect any of the state facilities in the City. The TSP is being developed in coordination with ODOT so that projects, policies, and regulations proposed as part of the TSP will be consistent with the standards and targets established in the OHP related to safety, access, and mobility.

OREGON BICYCLE AND PEDESTRIAN PLAN (2016)

The intent of the Oregon Bicycle and Pedestrian Plan (OBPP) is to create a policy foundation that supports decision-making for walking and biking investments, strategies, and programs that help to develop an interconnected, robust, efficient, and safe transportation system. The OBPP establishes the role of walking and biking as essential modes of travel within the context of the entire transportation system and recognizes the benefit of these modes to the people and places in Oregon.

The OBPP provides direction for what needs to be achieved, including 20 policies and associated strategies designed to help develop, sustain, and improve walking and biking networks. It identifies nine goals based upon the broader goals of the OTP that reflect statewide values and desired accomplishments relating to walking and biking:

- » Goal 1: Safety
- » Goal 2: Accessibility and Connectivity
- » Goal 3: Mobility and Efficiency
- » Goal 4: Community and Economic Vitality
- » Goal 5: Equity
- » Goal 6: Health
- » Goal 7: Sustainability
- » Goal 8: Strategic Investment
- » Goal 9: Coordination, Cooperation, and Collaboration

The OBPP also provides background information related to state and federal law, funding opportunities, and implementation strategies proposed by ODOT to improve bicycle and pedestrian transportation. It outlines the role that local jurisdictions play in the implementation of the Plan, including the development of local pedestrian and bicycle plans as stand-alone documents within TSPs.



The Oregon Bicycle and Pedestrian Design Guide is the technical element of the plan that guides the design and management of bicycle and pedestrian facilities on state-owned facilities. It is an appendix to the HDM and provides best practices and design guidelines for bicycle and pedestrian facilities.

Project Relevance: The policies and design guidance in the OBPP apply to state highway facilities in Florence. State policy and design guidance will be considered in evaluating and planning for the TSP's local street standards and bicycle and pedestrian system elements. Through this TSP update, the City will work with regional and state agencies to help identify gaps in the regional walking and biking network and prioritize projects accordingly.

OREGON RAIL PLAN (2020)

The Oregon State Rail Plan is a state modal plan under the OTP that addresses long-term freight and passenger rail planning in Oregon. The plan provides a comprehensive assessment of the state's rail planning, freight rail, and passenger rail systems. It identifies specific policies concerning rail in the state, establishes a system of integration between freight and passenger elements into the land use and transportation planning process, and calls for cooperation between state, regional, and local jurisdictions in planning for rail.

There are currently no rail lines that pass through Florence. The Coos Bay Rail Line (CBR) is the nearest rail line to the City. The railroad is located outside of the City's UGB to the east and south (approximately 1.5 miles); it runs along Highway 126 and splits south before the highway reaches Florence. The CBR Line is classified as a Non-Class I freight line and provides no passenger service.

Project Relevance: The TSP will consider the needs of the freight and modal connections to the rail system near the City's UGB while developing recommended policies and projects related to improving safety, mobility, and freight efficiency.

OREGON FREIGHT PLAN (2017)

The Oregon Freight Plan (OFF) is the modal plan that guides the movement of goods and commodities on the State highway system. Its purpose statement identifies the intent to "improve freight connections to local, Native America, state, regional, national and global markets in order to increase trade-related jobs and income for workers and businesses." The objectives of the plan include prioritizing and facilitating investments in freight facilities (including rail, marine, air, and pipeline infrastructure) and adopting strategies to maintain and improve the freight transportation system.

The plan defines a statewide strategic freight network. US 101 and Highway 126 are designated as strategic corridors among the Western Corridor Freight Facilities in the OFF. The following policy and strategic direction provided in the OFF prioritizes preservation of strategic corridors as well as improvements to the supply chain achieved through coordination of freight and system management planning.

- » Strategy 1.2: Support freight access to the Strategic Freight System. This includes proactively protecting and preserving corridors designated as strategic.
- » Action 1.2.1. Preserve freight facilities included as part of the Strategic Freight System from changes that would significantly reduce the ability of these facilities to operate as



efficient components of the freight system unless alternate facilities are identified or a safety-related need arises.

- » Strategy 2.4: Coordinate freight improvements and system management plans on corridors comprising the Strategic Freight System with the intent to improve supply chain performance.

The OFP is currently undergoing an update, with amendments anticipated for adoption in 2023.

Project Relevance: Maintaining and enhancing efficiency of the truck freight system in the study area will be an objective of the updated TSP. The project advisory committee will include members that represent freight interests.

OREGON PUBLIC TRANSPORTATION PLAN (2018)

The Oregon Public Transportation Plan (OPTP) provides guidance for ODOT and public transportation agencies regarding the development of public transportation systems. The OPTP is intended to establish a common foundation for local, regional, and state agencies by addressing the following:

- » Vision and goals for public transportation
- » Policy and strategy framework to inform decision making
- » Possible priorities under different levels of funding for public transportation
- » Opportunities and challenges in investment and implementation
- » Positioning public transportation as a key part of Oregon's transportation system

The vision stated in the OPTP is:

In 2045, public transportation is an integral, interconnected component of Oregon's transportation system that makes Oregon's diverse cities, towns, and communities work. Because public transportation is convenient, affordable, and efficient, it helps further the state's quality of life and economic vitality and contributes to the health and safety of all residents, while reducing greenhouse gas emissions.

The OPTP establishes and is organized into the following 10 goal areas:

1. Mobility – Public Transportation User Experience
2. Accessibility and Connectivity – Getting from Here to There
3. Community Livability and Economic Vitality
4. Equity
5. Health
6. Safety and Security
7. Environmental Sustainability
8. Land Use



9. Strategic Investment

10. Communications, Collaboration and Coordination

While the OTP does not recommend specific projects or investments, new efforts in planning for transit came with the passage of HB 2017 (Keep Oregon Moving Act) and the establishment of a new dedicated source of funding for expanding public transportation service in Oregon.⁵ The Statewide Transportation Improvement Fund (STIF) provides the impetus for coordinating how needed infrastructure is prioritized. STIF funds are continuously appropriated to finance investments and improvements in public transportation services and may be used for public transportation purposes that support the effective planning, deployment, operation, and administration of STIF-funded public transportation programs. STIF funds may be also used as the local match for state and federal funds that also provide public transportation service.⁶ As of July 2023, STIF will be merged into the Special Transportation Fund (STF) program, a formula program that provides funding to transit districts across the state.

The Rhody Express provides public transit service in Florence. It runs from 10:00 am to 6:00 pm Monday through Friday. It includes two routes – the North Loop and the South Loop. Both routes have a service frequency of every hour, completing their respective routes seven times a day. Additionally, Coos County Area Transit runs the Florence Express between Coos Bay, Reedsport, and Florence with two daily runs (7:30 am to 11:15 am and 3:30 pm to 7:15 pm) Monday through Saturday.

Project Relevance: The TSP will consider the needs of the transit system in Florence while developing recommended policies and projects related to improving transit service. In addition, project advisory committees include a representative of ODOT Transit, Lane Transit District, and the transit division of Lane Council of Governments who will advise on transit needs and improvements.

OREGON TRANSPORTATION SAFETY ACTION PLAN (2021)

An element of the OTP, the Oregon Transportation Safety Action Plan (TSAP) provides long-term goals, policies and strategies and near-term actions to eliminate deaths and life-changing injuries. The TSAP addresses all modes on all public roads in Oregon. Over the long term, the goals of the TSAP are:

- » Safety Culture – Transform public attitudes to recognize all transportation system users have responsibility for other people's safety in addition to their own; transport organizational transportation safety culture among employees and agency partners to integrate safety considerations into all responsibilities.
- » Infrastructure – Develop and improve infrastructure to eliminate fatalities and serious injuries for users of all modes.
- » Healthy, Livable Communities – Plan, design, and implement safe systems. Support enforcement and emergency medical services to improve the safety and livability of communities, including improved health outcomes.

⁵ <https://www.oregon.gov/ODOT/Pages/HB2017.aspx>

⁶ <https://secure.sos.state.or.us/oard/viewSingleRule.action?ruleVrsnRsn=245662>



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- » Technology – Plan, prepare for, and implement technologies (existing and new) that can affect transportation safety for all users.
- » Collaborate and Communicate – Create and support a collaborative environment for transportation system providers and public and private stakeholders to work together to eliminate fatalities and serious injury crashes.
- » Strategic Investments – target safety funding for effective engineering, emergency response, law enforcement, and education priorities.

The plan provides an overview of how the TSAP is intended to be used and the roles and responsibilities of various transportation agencies and levels of government. It identifies actions that jurisdictions can take to increase transportation safety, such as adopting a Safe Communities Program, which is a collaborative partnership with the National Highway Traffic Safety Administration, ODOT, and other local partners to promote safety. Safe Routes to School is another popular local initiated program that may be supported by grant funding that targets safety improvements to encourage walking and biking to school.

The TSAP provides near-term actions for improving safety that can be used by all jurisdictions responsible for maintaining and improving transportation systems. Actions a city can undertake to accomplish the plan's goals include:

- » Evaluate local spot-specific and systemic safety needs; develop plans and programs to address needs.
- » Collaborate with the state, MPO, and stakeholder partners to educate the public about tribal, county and city transportation safety-related behavioral issues.
- » Integrate safety programming, planning, and policy into local planning.
- » Develop coalitions with enforcement and EMS providers to target and improve specific community needs.
- » Use the TSAP as a resource for local goals, policies, strategies, and actions.

Updated TSAP Chapter 6 addresses near-term implementation focus areas for achieving the plan's goals, policies, and strategies. Organized by "Emphasis Area," actions jurisdictions can undertake are listed below.

Speeding Actions

- » Establish target speeds consistent with facility design, safety goals, context, users, and land use. Apply the Blueprint for Urban Design in urban contexts.

Intersection Actions

- » Implement hot spot and systemic intersection safety improvements consistent with the updated Intersection Safety Implementation Plan
- » Implement intersection design treatments to reduce conflicts between all users, increase awareness, and improve compliance.



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- » Implement access management on high-volume roads and/or around intersections to reduce the number and severity of crashes.
- » Improve visibility of vehicles and pedestrians and bicycles along corridors and at intersections with lighting and unobstructed sightlines.

Roadway Departure

- » Design and implement cost-effective hotspot and systemic roadway departure improvements addressing risk factors associated with lane departure and run-off-road crashes on state and local facilities.

Pedestrian and Bicyclist Actions

- » Prioritize safety investments on identified high crash and high-risk pedestrian locations per NCHRP 20-44(13) methodology, including transit corridors, school areas, multilane roads, urban state highways, and other high-risk areas.
- » Design for appropriate road capacity to reduce crosswalk length and crosswalk conflicts and utilize proven safety countermeasures such as road reconfigurations where appropriate.
- » Design and construct corridors and facilities for pedestrians and bicyclists consistent with the Blueprint for Urban Design, based on land use and provide appropriate, safe pedestrian crossings along corridors to accommodate pedestrian needs.
- » Prioritize multimodal safety investments in areas with a high concentration of historically-underserved communities, such as low income and BIPOC communities.

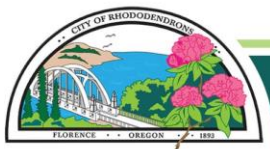
Project Relevance: The TSAP will be used as a resource while updating the TSP, in particular when developing local goals, policies, and strategies to improve safety in Florence and prioritizing projects related to enhancing multi-modal safety. The City's planning project includes a safety goal that will inform the development of the TSP update, including the identification of transportation improvements that improve safety for all road users.

OREGON TRANSPORTATION OPTIONS PLAN (2015)

The Oregon Transportation Options Plan (OTOP) is a topic plan that establishes policies, strategies, and programs that promote efficient use of existing transportation system investments, thereby reducing reliance on the single-occupancy vehicle and facilitating more transportation by walking, biking, taking transit, and ridesharing.

Adoption of this plan established a statewide vision for transportation options (TO) in Oregon to provide travelers of all ages and abilities with options on how to access goods, services, and opportunities across the state. TO strategies and programs do not address capital infrastructure investments, but rather provide information and resources to allow people to bike, walk, take transit, drive, share rides, and telecommute.

Project Relevance: The updated TSP will draw on program and strategy ideas in the OTOP as appropriate in order to enhance opportunities for non-motorized transportation modes and transit in Florence.



ACCESS MANAGEMENT RULE (OAR 734-051) (2014)⁷

Oregon Administrative Rule (OAR) 734-051 defines the State's role in managing access to highway facilities in order to maintain functional use and safety and to preserve public investment. OHP Policy 3A and OAR 734-051 set access spacing standards for driveways and approaches to the state highway system. The presumption is that existing driveways with access to state highways have written permission from ODOT as required by ORS 734. Access spacing standards are based on state highway classification and differ depending on posted speed and average daily traffic volume.

Project Relevance: Analysis for the TSP update and final project recommendations will need to reflect state requirements for state facilities; the updated TSP will comply with, or move in the direction of compliance for meeting, access management standards on US 101 and Highway 126. Implementation measures that will be developed for the TSP update may entail amendments to city code to ensure local development requirements are consistent with state access management requirements as well as reflect the draft TSP recommendations related to safety and access management.

ORS 366.215 (FREIGHT ROUTES – VEHICLE CARRYING CAPACITY)

State statutes dictate that the Oregon Transportation Commission may not permanently reduce the “vehicle-carrying capacity” of an identified Freight Route (Reduction Review Route) unless safety or access considerations require the reduction, or a local government requests an exemption and the Commission determines it is in the best interest of the state and freight movement is not unreasonably impeded.

Examples of permanent structures that can result in a reduction in vehicle-carrying capacity could include, but are not limited to, bridge structures, traffic signals, signposts, stationary bollards, curbs, bulb-outs, trees, raised or depressed medians, pedestrian refuge islands, traffic separators, roundabouts, streetlights, and overhead wiring. Street markings such as bike lane striping or on-street parking are not considered a reduction of vehicle-carrying capacity.

Project Relevance: Highway 126 and US 101 south of Highway 126 are listed on TransGIS as Reduction Review Routes. Planning documents that propose features that could be a reduction of vehicle-carrying capacity must be in compliance with the statute. Where necessary for safety or access considerations, the TSP may identify a need to obtain approval for proposed future actions by following the ORS 366.215 Review Process.

ODOT HIGHWAY DESIGN MANUAL (2023)

The Highway Design Manual (HDM) provides ODOT with uniform standards and procedures for planning studies and project development for the state's roadways. It is intended to provide guidance for the design of all projects on the State's highways.⁸ It generally agrees with AASHTO's Policy on Geometric Design of Highways and Streets (2018) but anticipates that sound

⁷ Amendments to OAR 734-051 were adopted in early 2014 based on passage of Senate Bill 1024 (2010), Senate Bill 264 (2011), and Senate Bill 408 (2014). The amendments were intended to allow more consideration for economic development when developing and implementing access management rules and involved changes to how ODOT deals with approach road spacing, highway improvement requirements with development, and traffic impact analyses requirements for approach road permits.

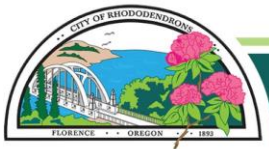
⁸ National Highway System or Federal-aid projects on roadways that are under the jurisdiction of cities or counties will typically use the 2018 AASHTO design standards or ODOT 3R design standards. Use of the 2023 Highway Design Manual is required on all projects with the Plans, Specifications, and Estimates (PS&E) milestone on and after January 1, 2023.



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engineering judgment will continue to be a vital part of applying the design criteria to individual projects. The flexibility contained in the 2023 HDM supports the use of Performance-based Practical Design concepts and Context Sensitive Design practices.

State and local planners use the manual to determine design requirements as they relate to the state highways in TSPs, Corridor Plans, and Refinement Plans. Some projects under ODOT roadway jurisdiction traverse across local agency boundaries; for such facilities, local agencies may have adopted design standards and guidelines that differ from ODOT design standards. Although the appropriate ODOT design standards are to be applied on ODOT roadway jurisdiction facilities, local agency publications and design practices can also provide additional guidance, concepts, and strategies related to roadway design. When determining the appropriate design standard for use in project development, work types can be divided into the categories listed in Table 2. Funding may come from a number of funding programs, but it is the type of work that determines the design standard to use.



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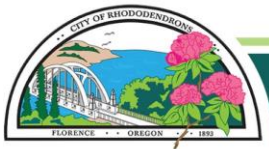
Table 2. Potential Applicable Design Standards

Work Type	Roadway Project Types			
	1R <i>Resurfacing</i>	3R <i>Resurfacing, Restoration, and Rehabilitation</i>	4R <i>Resurfacing, Restoration, Rehabilitation, and Reconstruction</i>	AASHTO
Modernization			✓	
Preservation: <i>Resurfacing</i>	✓	✓		
Preservation: <i>Interstate Maintenance</i>	✓	✓		
Safety Improvements		✓		
Operations		✓	✓	
Maintenance	✓	✓	✓	
Misc./Special Programs: <i>Grant Project</i>			✓	✓
Misc./Special Programs: <i>Project Development Permit Projects</i>		✓	✓	
Misc./Special Programs: <i>Emergency/Natural Disaster</i>		⁹ ✓		
Local Programs			¹⁰ ✓	✓

The HDM includes mobility standards related to project development and design that are applicable to all modernization projects, except for development review projects (see Table 3). The v/c ratios in the HDM are different than those shown in the Oregon Highway Plan (OHP). The v/c ratio values in the OHP are used to assist in the planning phase to identify future system

⁹ Emergency/Natural Disaster projects may not be required to comply with all 3R design standards, as the main goal of these projects is to reopen compromised sections of highway, and projects are often designed to, at a minimum, meet design standards of the pre-emergency condition. However, it is important that permanent repairs should incorporate current design standards that do not materially change the function or character of the facility.

¹⁰ On or along the state highway.



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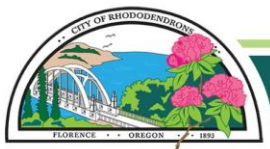
deficiencies; the HDM v/c ratio values provide a mobility solution that corrects those previously identified deficiencies and provides the best investment for the State over a 20-year design life.

Table 3. 20-Year Design Mobility Standards (Volume/Capacity [V/C] Ratio)

Highway Category	Land Use Type/Speed Limits					
	Inside Urban Growth Boundary				Outside Urban Growth Boundary	
	STAs	MPO	Non-MPO outside of STAs where non-freeway speed limit <45 mph	Non-MPO where non-freeway speed limit >=45	Unincorporated Communities	Rural Lands
Interstate Highways and Statewide (NHS) Expressways	N/A	0.75	0.70	0.65	0.60	0.60
Statewide (NHS) Freight Routes	0.85	0.75	0.70	0.70	0.60	0.60
Statewide (NHS) Non-Freight Routes and Regional or District Expressways	0.90	0.80	0.75	0.70	0.60	0.60
Regional Highways	0.95	0.85	0.75	0.75	0.70	0.65
District/Local Interest Roads	0.95	0.85	0.80	0.75	0.75	0.70

Originally developed in 2020 as a standalone document, the Blueprint for Urban Design, or BUD, has now been incorporated into the HDM. The HDM now includes the six urban contexts that were established to provide design flexibility. The key concepts introduced by the BUD are that urban design:

- » includes urban context in addition to the existing highway classification;
- » highlights and provides flexibility;
- » introduces performance concepts with Practical Design as Performance-Based, Practical Design;



- » starts at the highest level of protection for pedestrians, bicyclists, and other users of the pedestrian and transition cross-section realms¹¹; and
- » provides a focused design documentation process.

Urban contexts as defined in the HDM are based on existing and future land use characteristics, development patterns, roadway classification and connectivity, along with overall community goals and aspirations. The HDM describes ODOT's Urban Design Initiative, which provides principles and guidance that can be used for both planners and engineers in order "to allow flexibility to meet the modal needs of the users in urban communities."

Project Relevance: The ODOT HDM and Blueprint provide design standards and guidance applicable to US 101 and Highway 126. Proposed improvements on these state facilities as part of the Florence TSP update will be informed by the HDM.

ODOT ANALYSIS PROCEDURES MANUAL (2020)

The Analysis Procedures Manual (APM) provides the current methodologies, practices, and procedures for conducting long term analysis of ODOT plans and projects. The APM is generally based on methodologies found in the Highway Capacity Manual (HCM). However, there are many locations in the APM, either because of limitations in the HCM or because of ODOT policies, where the APM recommends different methodologies. Unless otherwise specified in the APM, traffic analyses shall use the current edition of the HCM in effect at the start of the analysis.

Project Relevance: The Florence TSP update will use APM methodology to forecast future transportation growth rates and analyze safety at study intersections and to assess the quality of the pedestrian network and the quality of the bicycle facility inventory (using Bicycle Level of Traffic Stress methodology).

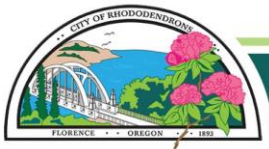
STATEWIDE PLANNING GOALS

The foundation of Oregon's statewide land use planning program is a set of 19 Statewide Planning Goals.¹² The goals express the state's policies on land use and other related topics, such as citizen involvement, housing, and natural resources. Oregon's statewide goals are achieved through local comprehensive planning, including the development and implementation of TSPs.

All of the Statewide Planning Goals have an influence on transportation planning, either directly or indirectly. However only certain Goals directly apply to transportation planning at a local level; the Goals listed in Table 4 are most relevant to the Florence TSP process.

¹¹ Cross-section Realms are described in HDM Section 107.

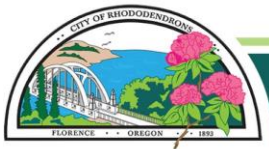
¹² <https://www.oregon.gov/lcd/op/pages/goals.aspx>



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Table 4: Relevant Statewide Planning Goals to the TSP

Statewide Planning Goal	Relevancy to the TSP Process
Goal 1: Citizen Involvement	Establishes citizen involvement as the primary goal of the land use planning process in Oregon. The Florence TSP process is guided by a robust Public Involvement and Communications Plan that includes public involvement goals, identified affected and interested stakeholder and target audiences, and critical factors that will gauge success. In addition, this project will be guided by a Stakeholder Transportation Advisory Committee that will inform the Florence TSP process throughout the course of the project.
Goal 2: Land Use Planning	Establishes a process and policy framework for all decisions and actions related to uses of land; ensures that such decisions and actions are premised on an adequate factual base. Existing and future transportation needs will be based on inventories of existing conditions in Technical Memorandums #3, including existing and planned land uses, as well as improving efficient multi-modal connections to housing, public services, employment areas, and recreational opportunities.
Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces	Existing natural resources and environmental features influence the siting, construction, and cost of transportation improvements. Technical Memorandum #3 will provide inventories of these resources as well as illustrate and describe areas within the city that may pose barriers to providing transportation access or improvements.
Goal 7: Natural Hazards	The risk of natural hazards affects site selection and alignment decisions and facility design standards. Transportation improvement projects in the cities should avoid natural hazard areas, such as floodplains, to the extent feasible.
Goal 9: Economic Development	Addresses the need for a variety of economic opportunities in support of the health, welfare, and prosperity of Oregon’s citizens. The TSP process should be coordinated with current and planned economic development activities.
Goal 10: Housing	Cities are required to anticipate ongoing needs for housing, and to provide adequate infrastructure to serve residential uses. Transportation facilities and project prioritization will be based, in part, on the demands generated by current and projected housing needs.
Goal 11: Public Facilities and Services	Local governments are required to provide adequate public facilities, including transportation facilities, in a timely and efficient manner. The TSP project update project will coordinate with or consider the provision of other public facilities consistent with adopted plans.
Goal 12: Transportation	Requires multi-modal transportation plans that: <ul style="list-style-type: none"> • Are based on factual inventories, • Minimize adverse social, environmental, economic, and energy impacts, • Meet the needs of the transportation disadvantaged, • Facilitate the flow of goods and services, and • Are consistent with related local and regional plans. <p>Goal 12 is implemented through the Transportation Planning Rule (OAR 660, Division 12).</p>
Goal 13: Energy Conservation	Land uses must be managed and controlled to maximize the conservation of all forms of energy based upon sound economic principles. In transportation planning, this includes consideration of travel distances and mode share.
Goal 14: Urbanization	Requires land within the Urban Growth Boundary to “provide an orderly and efficient transition from rural to urban land use.” Findings of feasibility regarding providing adequate transportation and other public facilities is required for expansion of UGBs.



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Statewide Planning Goal	Relevancy to the TSP Process
Goal 16: Estuarine Resources	Requires individual estuary plans to designate appropriate uses for different areas within each estuary based on biological and physical characteristics and features. Proposed estuarine alterations must be reviewed to ensure that they are consistent with overall management objectives and that adverse impacts are minimized.
Goal 17: Coastal Shorelands	The management of shoreland areas and resources must be conducted in a manner that is compatible with the characteristics of the adjacent coastal waters. Goal 17 requirements are implemented primarily through local comprehensive plans and zoning.
Goal 18: Beaches and Dunes	Local governments are required to inventory beaches and dunes and describe the stability, movement, groundwater resources, hazards, and values of the beach, dune, and interdune areas. Local governments must then apply appropriate beach and dune policies for use in these areas.

Project Relevancy: The TSP update analysis will ensure consistency with the Statewide Planning Goals listed above. The TSP adoption findings will describe how each of the relevant goals are satisfied by the Florence TSP.

STATEWIDE TRANSPORTATION IMPROVEMENT PROGRAM (2021-2024)

The State Transportation Improvement Program (STIP) is the four-year programming and funding document for transportation projects and programs on state and regional transportation systems, including federal land and Indian reservation road systems, interstate, state, and regional highways, bridges, and public transit. It includes improvements that have approved state and federal funding and that are expected to be undertaken during the upcoming four-year period. Prior to inclusion in the STIP, projects and programs undergo a selection process managed by ODOT Regions or ODOT central offices, a process that is held every two years in order to update the STIP.

The 2021-2024 STIP includes the following trail project in Florence:

- » [Suislaw estuary trail phase 1](#) – Project number: 22539. This project will construct a new trail starting at the Highway 126 bridge over Munsel Creek and end in the City's Old Town district.

Additionally, there is a pedestrian- and bicycle-focused project that is currently in design:

- » [OR126/US101: Spruce St – Suislaw Riv connect Bay Street](#) – Project number 20239. This project will provide bicycle improvements, pedestrian-scaled lighting, and sidewalk improvements along US 101 between Bay Street and Highway 126, as well as on Highway 126 to Spruce Street.

Project Relevancy: The TSP update analysis will take into account projects that are programmed in the STIP. An expected outcome of this planning process is proposed recommendations to amend the STIP to include projects from the updated TSP. Projects recommended in the updated TSP may be eligible for funding through the ODOT Enhance program, which awards funding through a competitive application process.



OREGON STATEWIDE TRANSPORTATION STRATEGY (2013)

The Statewide Transportation Strategy (STS) is a state-level scenario planning effort that examines all aspects of the transportation system, including the movement of people and goods, and identifies a combination of strategies to reduce greenhouse gas, or GHG emissions. The STS identifies a variety of effective GHG emissions reduction strategies in transportation systems, vehicle and fuel technologies, and urban land use patterns. The STS, itself, is neither directive nor regulatory, but rather points to promising approaches for further consideration by policymakers at the national, state, regional, and local levels. The STS contains several distinct strategies, each with potential actions that would help achieve the strategy. Strategies that have a bearing on transportation planning in Florence and the objectives of this planning process include:

- » Strategy 3 – Operations and Technology. Enhance fuel efficiency and system investments, and reduce emissions by fully optimizing the transportation system through operations and technology. The street network can be optimized through deployment of intelligent transportation system (ITS) technology to enhance fuel efficiency.
- » Strategy 7 – Transportation Demand Management. This strategy supports and implements technologies and programs that manage demand and make it easier for people to choose transportation options.
- » Strategy 8 – Intercity Passenger Growth Improvements. This strategy promotes investment in intercity passenger public transportation infrastructure and operations to provide more transportation options that are performance and cost competitive.
- » Strategy 10 – Bicycle and Pedestrian Network Growth. This strategy encourages local trips, totaling twenty miles or less round-trip, to shift from single-occupant vehicles to bicycling, walking, or other zero emission modes.
- » Strategy 13 – Compact, Mixed-Use Development. This strategy promotes compact, mixed-use development to reduce travel distances, facilitate use of zero or low energy modes and transit, and enhance transportation options.

Project Relevance: The TSP planning process will consider the strategies identified in the STS and will ultimately articulate the City of Florence's commitment to reducing GHG emissions in the development of plan recommendations.

TRANSPORTATION PLANNING RULE (OAR 660-012) (LAST UPDATED 2022)

The Transportation Planning Rule (TPR), OAR 660-012, implements Statewide Planning Goal 12: Transportation. The TPR contains numerous requirements governing transportation planning and project development, including the required elements of a TSP. In addition to guiding local plan development, the TPR requires each local government to amend its land use regulations (e.g., development code) to implement its TSP (OAR 660-012-0045). It also requires local government to adopt land use or subdivision ordinance regulations consistent with applicable federal and state requirements "to protect transportation facilities, corridors and sites for their identified functions."

Local compliance with TPR Section -0045 provisions is achieved through a variety of measures, including access control requirements, standards to protect future operations of roads, and notice and coordinated review procedures for land use applications. Local development codes



should also include a process to apply conditions of approval to development proposals, and regulations ensuring that amendments to land use designations, densities, and design standards are consistent with the functions, capacities, and performance standards of facilities identified in the TSP.

Section -0060 allows a local government to exempt a zone change from the “significant effect” determination if the proposed zoning is consistent with the comprehensive plan map designation and the TSP. Local governments may amend a functional plan, comprehensive plan, or land use regulation without applying mobility standards (volume-to-capacity or v/c, for example) if the subject area is within a designated multi-modal mixed-use area (MMA).

In July 2022 the Land Conservation and Development Commission adopted Climate-Friendly and Equitable Communities (CFEC) rules in response to Governor Kate Brown's Executive Order 20-04.¹³ The rules amended the TPR and are intended to reduce Vehicle Miles Traveled (VMT) and promote more environmentally friendly mobility options. Outside of Portland Metro, the CFEC rules apply to jurisdictions with populations over 5,000 and within one of the other seven metropolitan areas. These jurisdictions must reduce or eliminate their minimum parking standards, adopt electric-vehicle parking and charging station standards, establish Climate-Friendly Areas,¹⁴ and update their local TSP to comply with the new TPR regulations.¹⁵

Project Relevance: The TPR directs local TSP development and requires specific transportation elements be implemented in the local development ordinance. Local requirements such as access management, coordinated land use review procedures, and transportation facility standards and requirements – consistent with TPR Sections - 0045 and -0060 – are meant to protect road operations, enhance safety, and provide for multi-modal access and mobility. Implementation measures that will be developed with the TSP update may entail proposed amendments to the City's Zoning and Subdivision ordinances to ensure consistency with TPR requirements as well as to reflect draft TSP recommendations. Although Florence is not subject to the CFEC rules, the TSP may consider some of the strategies and requirements in the TPR that will help achieve Florence's climate goals.

OREGON ROADWAY DEPARTURE IMPLEMENTATION PLAN (2017)

Roadway Departures (RwD) are defined by the Federal Highway Administration as a highway accident that “occurs after a vehicle crosses an edge line or a center line, or otherwise leaves the traveled way.” The Oregon Roadway Departure Implementation Plan identifies RwD safety measures. It also identifies the locations, deployment levels, and expected safety benefits of systemic implementation of RwD countermeasures.

Project Relevance: To the extent that the crash data for US 101 or Highway 126 in Florence reveals a significant number of RwD accidents, RwD countermeasures will be considered for Florence TSP Safety projects. In addition, RwD prevention safety policies

¹³ Issued on March 10, 2020, Executive Order 20-04 directs state agencies to reduce climate pollution.

¹⁴ As defined by the Department of Land Conservation and Development, a climate-friendly area is an area where residents, workers, and visitors can meet most of their daily needs without having to drive. They are urban mixed-use areas that contain, or are planned to contain, a greater mix and supply of housing, jobs, businesses, and services. These areas are served, or planned to be served, by high quality pedestrian, bicycle, and transit infrastructure to provide frequent, comfortable, and convenient connections to key destinations within the city and region.

¹⁵ The new TPR sections are found in OAR 660-012-0330(3) through (8) and address: neighborhood circulation, mixed use and commercial districts, slow streets for neighborhoods, auto-oriented land uses, low car districts, and protection of transportation facilities.



and goals may be considered if crash data reveals a high percentage of Rwd-related incidents.

OREGON INTERSECTION SAFETY IMPLEMENTATION PLAN (2012)

Oregon's Transportation Safety Action Plan (TSAP) includes an overall goal of reducing the roadway fatality rate, and the Oregon Intersection Safety Action Plan seeks to advance this goal by offering a systematic approach of cost-effective countermeasures for moderate- to high-crash intersections. The Plan provides a comprehensive analysis of intersection types and their historic crash patterns and suggests a suite of countermeasures that may be appropriate for the various intersection types.

Project Relevance: The Florence TSP should evaluate the countermeasures presented in the Oregon Intersection Safety Action Plan and their applicability for moderate- and high-crash intersections in Florence. Appropriate countermeasures may be considered for TSP intersection and safety projects.

OREGON BICYCLE AND PEDESTRIAN SAFETY IMPLEMENTATION PLAN (2014)

The Oregon Bicycle and Pedestrian Safety Implementation Plan includes a systematic analysis of bicycle and pedestrian safety of Oregon's highway network. This analysis includes a comprehensive review and evaluation of bicycle and pedestrian crash data across Oregon. Based on the results of the bicycle and pedestrian crash analysis, the Plan provides a countermeasure selection process for high-risk locations for bicycle and pedestrian crashes. The Plan's analysis and results are intended to update the Oregon Highway Safety Improvement Plan (HSIP) project selection process for bicycle and pedestrian safety projects.

Project Relevance: The Florence TSP process will consider the methods and results from the Oregon Bicycle and Pedestrian Implementation Plan when evaluating bicycle and pedestrian safety issues in Florence. The TSP will also consider the countermeasures provided from the Plan to help determine the appropriate improvements and interventions for bicycle and pedestrian safety projects.

OREGON COAST BIKE ROUTE PLAN (2022)

The Oregon Coast Bike Route (OCBR) Plan identifies opportunities for improvements to US 101 and other facilities that will benefit people traveling along the Oregon Coast, including recreational and multi-day trip users as well as residents and those making short trips.

The Plan shows US 101 as the existing primary route through Florence. The Plan also shows Heceta Beach Road and Rhododendron Drive as new alternative route options that offer lower traffic volumes and travel speeds than US 101. The Plan identifies two critical needs and corresponding short- and long-term solutions in the city, including:

- » **21 Florence:** The bike lane ends when it reaches downtown Florence, causing a higher level of stress for people biking. At this location, the highway is 4 to 5 lanes wide with on street parking and many access points.
- » **Short-term Solutions:** Provide signs leading into Florence that remind people to share the road with people biking and reconfigure road to provide bike lanes consistent with the 2019 ReVision Florence Improvements.



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- » **Long-term Solutions:** Evaluate opportunities to calm traffic and improve comfort for people biking in Florence.
- » **22 Florence (Siuslaw River Bridge):** With 2 lanes and no shoulder or bike lane, this bridge and its approach is a barrier for people biking. It is approximately 1,800 feet long, which takes about 1 minute and 40 seconds to cross at 12 mph. This major bridge is unlikely to include space for biking unless it is completely reconstructed.
- » **Short-term Solutions:** Provide signs leading to the bridge that remind people to share the road with people biking, provide flashing beacon lights to indicate when people are biking on the bridge, consider advisory speed signs when the flashing beacons are activated, and improve the approach on north end of the bridge with new pavement.
- » **Long-term Solutions:** Coordinate with the Oregon Coast Trail to potentially build a separate bike and pedestrian bridge.

Programs and services to support and promote the OCBR include the following: route maintenance; camping and bike stations; wayfinding; route planning tools; bike parking; transit and shuttle connections; interpretive opportunities; and speed and safety enforcement and education (including ODOT's Safety Education Campaign). The plan recommends a variety of partnerships that could include ODOT, local jurisdictions, Oregon Parks and Recreation Department (OPRD), economic development organizations, and private businesses to implement these programs and services. The plan also outlines 14 potential funding sources for infrastructure, program, and services funding.

Project Relevance: The Florence TSP process will consider the findings and recommendations in the OCBR when evaluating bicycle and pedestrian needs in Florence and consider the potential funding sources identified in the Plan.

OREGON STANDARD SPECIFICATIONS FOR CONSTRUCTION (2021)

The Oregon Standard Specifications for Construction provide the construction and design guidelines for all ODOT construction projects. ODOT contractors must follow practices that are consistent with the specifications included in the Specifications manual.

Project Relevance: Planned projects that involve facilities under ODOT or the City of Florence's¹⁶ jurisdiction will ultimately need to construct pursuant to the applicable design specifications included in the Oregon Standard Specifications for Construction. The required specifications for a specific improvement may also help determine project timelines and cost estimates.

TSP GUIDELINES (2020)

The TSP Guidelines were created to assist local jurisdictions in the preparation and update of city and county Transportation System Plans and Regional Transportation System Plans (RTSPs). The guidelines have helped cities, counties, and metropolitan planning organizations develop plans that meet local needs and comply with state regulation and policy direction, including applicable elements of the TPR, the OTP, and associated mode and topic plans, such as

¹⁶ The City of Florence also includes additional standard details that are specifically applicable to the City.



meeting the OHP's Mobility Policy 1F. The TSP Guidelines have been periodically updated to reflect various State modal plan updates; an update is planned for 2023 that will address the most recent TPR updates.

Project Relevance: The Florence TSP process will reflect the phases and steps that are outlined in the Transportation System Plan Guidelines. As needed, the TSP planning process will also account for any revisions to the Guidelines that are intended to incorporate any TPR amendments or other modal plan updates that occur during this project.

Regional Plans

LANE COUNTY COMPREHENSIVE LAND USE PLAN UPDATE (2009)

The Lane County Rural Comprehensive Plan applies to all unincorporated lands within the County and guides planning outside of the Urban Growth Boundaries of incorporated cities in the County. The goals and policies in the Plan align with Oregon's Statewide Planning Goals. For example, Goal 12 of the Plan is Transportation, which includes policies to ensure that the transportation system in unincorporated portions of the County is coordinated with County land use planning. In this way this local plan functions as the implementation mechanism for the State's land use planning program in Lane County.

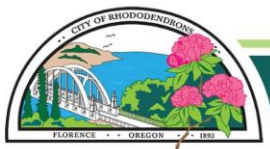
Project Relevance: Transportation forecasting will be based on the population figures that are coordinated between Lane County and the City. City transportation policy should be consistent with County policy, in particular in areas related to population, urbanization, land use and housing, and transportation. One of the outcomes of this TSP update will be updated City policies that support the recommendations and implementation of the updated TSP; to the extent these policies intersect with County needs and objectives, an outcome of this project may be recommended County policy amendments.

LANE COUNTY TRANSPORTATION SYSTEM PLAN (2018)

The Lane County TSP was last updated in 2018. The TSP includes 12 goals that are categorized between *Guiding Principles*, *System Design*, and *Implementation*, as shown in Figure 2.

Figure 2: Lane County TSP Goals





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The TSP includes a number of projects throughout the County with associated cost estimates. Projects were identified through a Roadway Health Tool, an evaluation criteria score, and community and stakeholder input. The selected projects were placed into four categories:

- » Currently funded – projects that are not constructed but have secured funding
- » Financially constrained – transportation solutions that are reasonably expected to receive funding by 2036
- » Illustrative Projects – projects not likely to receive funding within the project timeline horizon, but have County and ODOT support
- » Bridge projects – bridges identified in the County that are in need of repair and are either structurally deficient or functionally obsolete

Of the hundreds of projects identified for the County, five identify the City of Florence as an agency partner or would be located within the Florence UGB. These projects include:

- » US 101 from 15th Street to Redwood Street (Currently Funded Project #73) – Construct pedestrian crossings with flashing beacons at three locations in Florence.¹⁷
- » Rhododendron Drive from Florence City Limits to Heceta Beach Road (Financially Constrained #119) – Construct to local road standards and an off-street multi-use path facility.¹⁸
- » Heceta Beach Road from US 101 to Rhododendron Drive (Illustrative Project #63) – Construct bike lanes along the entire length of Heceta Beach Road.¹⁹
- » US 101/Munsel Lake Road Intersection (Illustrative Project #74) – Install traffic signal when warranted.
- » Munsel Lake Road from US 101 to North Fork Siuslaw Road (Illustrative Project #107) – Construct to major collector standards with two 11' travel lanes and 6' shoulders on both sides. Integrate systemic safety measures.

Project Relevance: The Florence TSP will ensure that updated goals and policies do not conflict with the goals and policies of the Lane County TSP. Moreover, relevant TSP projects will be coordinated with the County and projects identified from the County TSP that are in Florence will be revisited and updated accordingly.

LANE COUNTY PARKS AND OPEN SPACE MASTER PLAN (2018)

The Lane County Parks and Open Space Master Plan provides guidance for managing the approximately 4,364 park acres across the County. The Plan process identified three core priorities that informed identification of needed improvements and investments:

- » An accessible water-based system

¹⁷ This project has been completed since the 2018 Lane County Transportation System Plan was adopted.

¹⁸ This area has transferred to the City of Florence's jurisdiction since the 2018 Lane County Transportation System Plan was adopted. The City is a co-sponsor for a Community Paths Grant to complete a refinement plan for a portion of Rhododendron Drive

¹⁹ IBID



- » Nature based recreation
- » Connected trail-based recreation

Based on the community priorities, several goals, policies, and recommendations were developed to guide plan implementation. In addition, the Plan provides a series of recommended parks improvements and strategic partnerships that includes an investment strategy for the planning horizon.

Project Relevance: Trails and active transportation elements of the Florence TSP will plan for connections to parks and recreational opportunities, including the County facilities within the City – Harbor Vista County Campground and Park and Heceta Beach County Park. The TSP update process will consider goals, policies, and projects that can support access to parks, trails, and regional natural amenities that are in the Florence UGB, such as river and beach access at Harbor Vista, as well as connections to recreational opportunities in the County. The TSP update will be an opportunity to ensure that access to County and regional parks is coordinated between Florence and Lane County.

LANE COUNTY BICYCLE MASTER PLAN (2022)

The Lane County Bicycle Master Plan is an amendment to the County's Transportation System Plan and that focuses on prioritizing limited resources towards improving bicycle connectivity and safety in rural County areas.

The Bicycle Master Plan identifies recommended bicycle network routes in parts of Florence. Together, with the routes identified throughout the County, provide access to high-demand destinations. The Plan identifies Primary Routes and Secondary Routes.

- Primary routes provide the most direct, paved bicycle routes between jurisdictions, populated areas, and other major destinations. Where possible, the Plan gives facility recommendations that provide the highest degree of physical separation between vehicle traffic and bicyclists.
- Secondary routes are lower-stress alternatives to primary routes and may also provide less direct, unpaved, and/or recreational experiences.

Figure 3 shows the Primary and Secondary Routes for the Florence area.

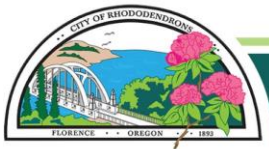
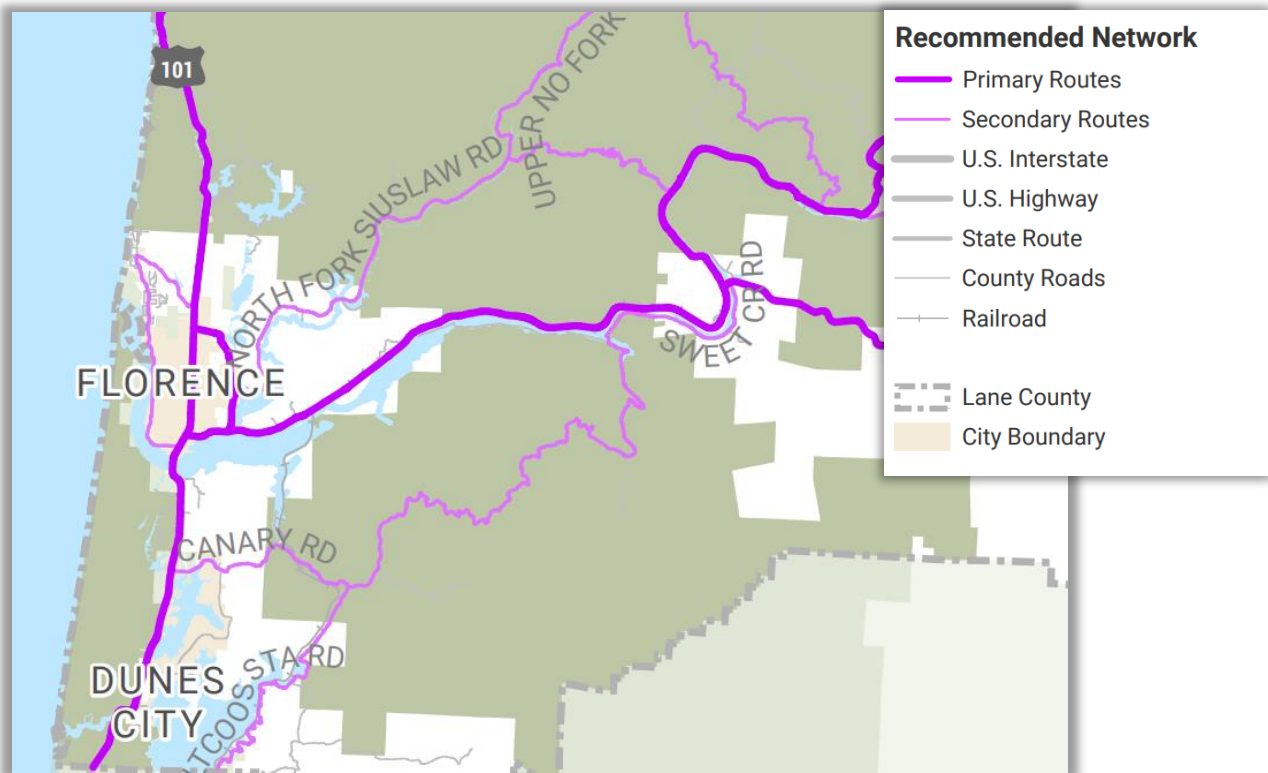


Figure 3: Lane County Bicycle Master Plan Bicycle Network



Project Relevance: The Lane County Bicycle Master Plan identifies primary and secondary routes in Florence and provides general recommendations for facility improvements depending on the network classification. The Florence TSP update will be consistent with policy direction provided in the Bicycle Master Plan.

LANE COUNTY CLIMATE ACTION PLAN

The Lane County Climate Action Plan is part of a multi-stage effort from the County towards identifying sources of and mitigating impacts from greenhouse gases (GHG) emissions. The plan follows high impact practices that are recognized for having the biggest reduction in GHG emissions. It identifies strategies where the County can act, support, or convene.

The Strategies in the Climate Action Plan are organized into broad categories, one of which is transportation. The transportation strategies, in order of their emission mitigation potential, include, the use of electric vehicles, renewable R99 diesel, mass transit, and active commutes or telecommutes.

Relevant Lane County strategies that are applicable to the Florence TSP update include:

- » Encourage utilities and cities to continue to support electrification of transportation using incentives and waiving fees for charging infrastructure.
- » Work with Travel Lane County, cities, utilities, and other organizations to ensure that destination charging is available throughout Lane County.



- » Convene cities and transit providers to ensure that county-wide needs are being met.
- » Support cities when they apply for grants and state and federal funding to expand active transportation infrastructure.
- » Encourage cities to adopt land use policies that reduce the need for single-occupancy vehicle trips including developing 20-minute neighborhoods, transit-oriented development, and looking at ways to improve infrastructure for transit service.
- » Ensure that cities throughout Lane County work towards expanding active transportation and telecommuting processes.

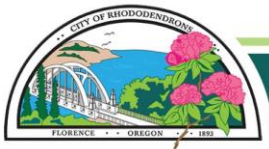
Project Relevance: The Climate Action Plan provides direction to Lane County for reducing GHG emissions. This includes supporting and encouraging local cities like Florence with efforts to also reduce GHG emissions. The Florence TSP update will consider and incorporate as appropriate the direction provided in the Climate Action Plan.

THE CONFEDERATED TRIBE OF THE COOS, LOWER UMPQUA, AND SIUSLAW INDIANS COORDINATED TRIBAL TRANSIT PLAN

The Confederated Tribes of the Coos, Lower Umpqua, and Siuslaw Indians ("Tribe") provide tribal transit service within the Tribe's service area within Coos, Douglas, Lane, Curry, and Lincoln counties. The Confederated Tribes Coordinated Tribal Transit Plan ("Plan") will guide the development and operations of the Confederated Tribes Tribal transit program. The Plan's primary objectives are to coordinate an accessible transit system for the community with a specific focus on the elderly, disabled and low income, as well as to promote collaboration between the Tribe and other local transit systems and communities. The Plan identifies service and programming gaps and provides implementation options to address the various gaps. Those implementation options include:

1. Expand the existing Community Health Representative (CHR) service in the Health and Human Services Department to include transit coordination
2. Purchase and operate 1 bus and provide training to CHR
3. Update Tribal transit policy and procedures to include all Tribal members
4. Evaluate the program after 1 year and determine what modifications are needed and report on ridership and on success of negotiations with existing service providers
5. Determine whether to operate the service through ODOT or through the Federal Transit Authority or both.
6. Develop Bike/Ped facilities where appropriate and feasible

Project Relevance: The Tribe provides free bus service between the Three Rivers Casino and Hotel in Florence and Springfield, Eugene, Veneta, and Mapleton on Mondays, Thursdays, Fridays, and Saturdays. The Plan's Recommended Tribal Transit Program includes an option to expand weekend service to the Florence area. The TSP should coordinate with the Tribe and explore project options to support Tribal transit service to the community.

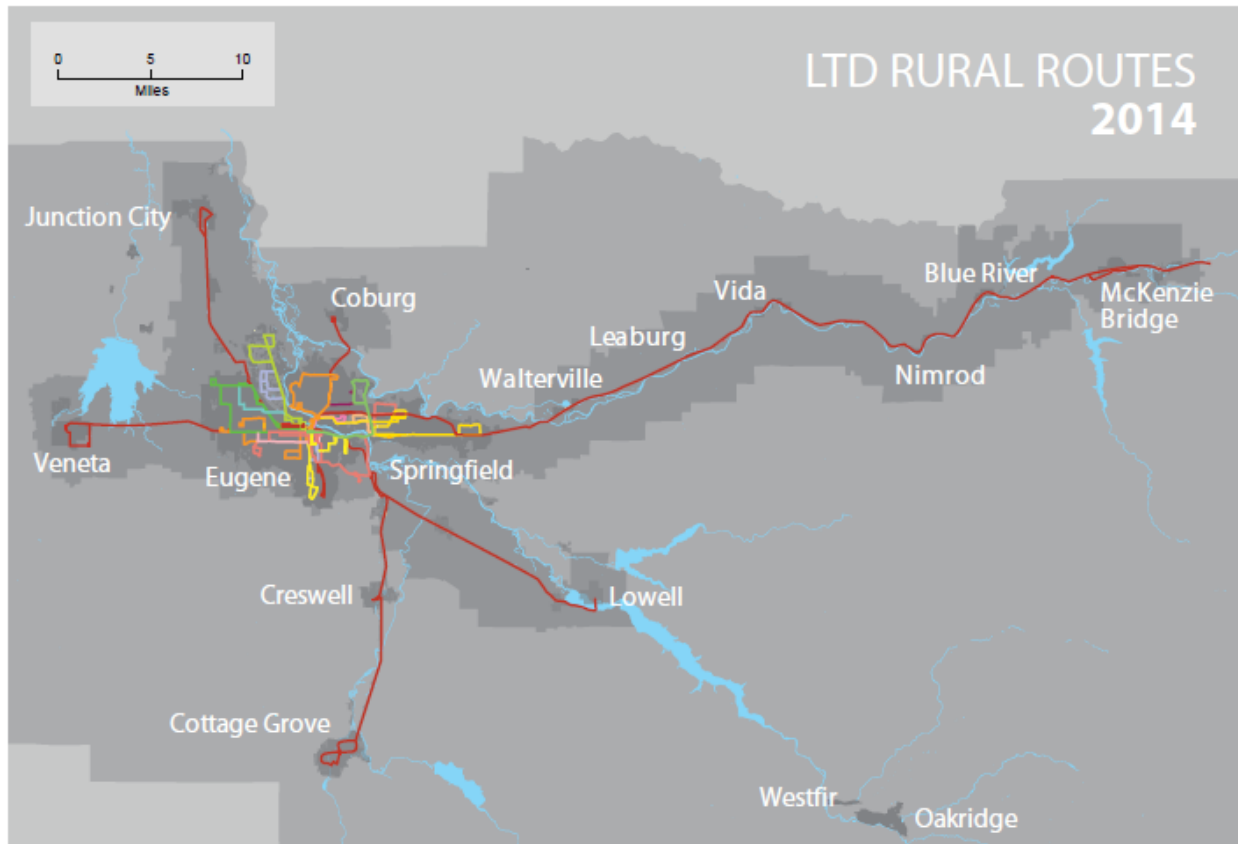


LANE TRANSIT DISTRICT (LTD) LONG RANGE TRANSIT PLAN

The Long-Range Transit Plan (LRTP) affords LTD the opportunity to develop a framework that establishes goals, policies, and strategies to meet the long-term (20-year) transit service needs of the community.

LinkLane offers daily bus service between Eugene and Florence, with stops in Veneta, Mapleton and at Three Rivers Casino, as well as Monday through Saturday service between Florence and Yachats. The Rhody Express provides transportation around Florence and is part of the Lane Transit District.²⁰ The most recent update to the LRTP does not include the Rhody Express.

Figure 4: Lane Transit District Bus Route Map²¹



Project Relevance: The TSP update will reflect the current transit service within Florence and will identify needed transit-related improvements within the City and/or needed future planning studies.

²⁰ Lane Transit District, Rhody Express: https://www.ltd.org/system-map/route_901/

²¹ The Lane Transit District Bus Route map reflects service at the time the Lane Transit District Long Range Transit Plan was adopted. Lane Transit District has added a pilot bus service program between Florence and Eugene since the plan's adoption.



Local Plans

FLORENCE REALIZATION 2020 COMPREHENSIVE PLAN

The Florence Realization 2020 Comprehensive Plan ("Plan") establishes a land use planning and policy framework to guide community planning decisions. The City's TSP implements Chapter 12 of the Plan – Transportation. Chapter 12 includes 13 goals and a number of policies, many of which direct that the City's TSP be consistent with and coordinated with other State, County, and City plans and policies.

Several other Plan chapters and their associated goals and policies involve transportation, such as the need for transportation facilities and services to coordinate with and adequately serve the City's land uses (Chapter 2). Plan objectives include promoting a transportation system that supports energy conservation and pollution reduction (Chapters 13 and 8, respectively), among several other Plan elements.

Project Relevance: The TSP update process will evaluate existing transportation goals and policies as to whether they are still applicable and accurately reflect existing and future community needs. In addition to updated goals and policies, implementation of the TSP may prompt other policy-level changes in areas related to transportation, including providing public facilities, economic development, and land use.

TRANSPORTATION SYSTEM PLAN

The current Florence TSP was adopted in 2012 and is intended to guide the management and implementation of the transportation facilities, policies, and programs within the urban area over the next 25 years. The adopted TSP followed a similar process to the one that will be used for this TSP update and included review of relevant plans and policies, robust community involvement, an inventory of transportation facilities, and a resulting set of transportation projects.

TSP Goals and Policies were incorporated into Chapter 12 of the Florence Realization Comprehensive Plan. TSP project categories were identified for local, collector and arterial roads, intersections, multi-use paths and trails, transit services and improvements, and pedestrian facilities. The TSP includes cost-estimates and outlines potential funding sources for implementation. As shown in Appendix B and C of the TSP, a set of City Code and Comprehensive Plan amendments were also adopted to comply with the Statewide Transportation Planning Rule (TPR) and to support implementation of the identified TSP projects and other community goals and objectives identified through the TSP process.

Project Relevance: The TSP update process will consider the goals, objectives, policies, standards, and recommended projects from the 2012 TSP to determine what needs to be retained and carried forward or changed for inclusion in the updated TSP. This planning process will update recommended transportation improvement projects for all modes, based on existing and projected needs. Updated data, stakeholder and community involvement, and evaluation criteria will be used in making these recommendations.

FLORENCE ZONING ORDINANCE

Florence City Code Title 10 is the City's Zoning Ordinance. The Zoning Ordinance implements the land use policies in the Florence Comprehensive Plan; it regulates uses within the City and



establishes standards for development. The operation, maintenance, and repair of existing transportation facilities and construction of new transportation facilities identified in the TSP are permitted in all zones without land use review (FCC 10-2-12). Key development standards are summarized below.

Pedestrian and Bicycle Design Standards and Access and Circulation

Chapter 36 – Public Facilities – includes requirements and standards for pedestrian and bicycle facility design and installation. FCC 10-36-2-5 – Right-of-Way and Street Sections – includes improvement, installation, and design standards for sidewalks and bicycle lanes. Pedestrian access and circulation are addressed in FCC 10-35-3, which includes requirements for new developments to install sidewalks along street frontages. This Section also includes standards and requirements for walkway/multi-use path design, and access and circulation standards for site layouts and design. The City also requires site circulation plans to accommodate pedestrian and bicycle connections through large sites and connections to other, adjacent sites (FCC 10-35-2-9).

Block Standards

The Public Facilities Chapter includes requirements for block length and perimeter (FCC 10-36-2-10). Blocks in residential and commercial zones must be between 100 feet and 600 feet in length, and the perimeter cannot exceed 1,400 feet.

Access Management and Connectivity

Requirements and standards for driveway and access spacing standards, intersection separation, driveway design, joint and cross access, and vision clearance are all included in Chapter 35 – Access and Circulation. In addition, the City has provisions for multi-use path connections to allow mid-block connectivity and connections between cul-de-sacs and adjacent development or streets/paths (FCC 10-36-2).

Vehicle and Bicycle Parking

Off-street parking standards in Chapter 3 include provisions for shared parking and bicycle parking. Requirements specify the number of parking spaces required as well as basic design elements for bicycle parking. Chapter 3 also includes vehicle parking design standards, loading area standards and requirements, and provisions to allow off-street parking reductions, including proximity to transit service.

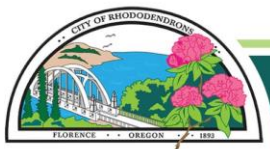
Transit Facilities

FCC 10-35-4 requires development other than single-family and duplexes to provide a direct pedestrian route to nearby transit stops as a part of the site circulation plan. In addition, this Section includes transit facility improvement standards, such as transit stop shelters and lighting.

Traffic Study Requirements

The Zoning Ordinance includes threshold criteria for when a Traffic Impact Study (TIS) will be required as part of a development application (FCC 10-1-1-4-E) and the requirements for the TIS (FCC 10-35-2-5). City code language authorizes the City to condition approval as necessary to meet the operational and safety standards of the existing and planned the transportation system.

Project Relevance: Amendments to the Florence Zoning Ordinance will be considered as part of the implementation phase of the TSP update project. Proposed amendments will address consistency with the TPR and will implement recommendations in the updated



TSP. Consistency will need to be ensured between requirements in Title 10 and the updated TSP.

HOUSING NEEDS AND ECONOMIC OPPORTUNITIES ANALYSES (2017)

The Florence Housing Needs Analysis and Economic Opportunities Analysis determines the City's Urban Growth Boundary (UGB) land needs for housing and employment on a 20-year planning horizon. The housing and employment needs are based on population growth forecasts for the City and County as well as employment growth forecasts. The Housing Needs Analysis also includes a Buildable Lands Inventory (BLI) to determine the amount of vacant and redevelopable land that is available for housing and jobs growth.

The population within the Florence UGB is expected to grow to about 12,500 by 2037 according to the analysis completed in 2017.²² Based on projected population growth and other housing and market trends, the analysis estimates a need for 1,624 dwelling units over the next 20 years, including 764 owner-occupied units, 597 rental units, and 263 short-term rental units. In addition, the Analysis estimates a need for 858 single-family detached homes, 145 manufactured units, 265 townhome/duplex units, and 357 multi-family units. To accommodate needed housing needs, the City will need approximately 231 buildable acres of residential land. The BLI findings estimated approximately 1,200 buildable acres within the Florence UGB, which is sufficient to accommodate the residential land needs within the UGB.

The Economic Opportunities Analysis estimates employment growth of 1,286 new jobs over the 20-year planning horizon. It estimates a need of about 55 acres of buildable land to accommodate the projected job growth and notes that the total estimated 1,200 acres of buildable land within the City's UGB is enough to accommodate employment needs in addition to the forecasted housing needs. The results of the Buildable Lands Inventory are illustrated in the Figure 5.

²² Note, the more recent PSU population projections summarized below indicate the population to reach 13,350 by the year 2040.

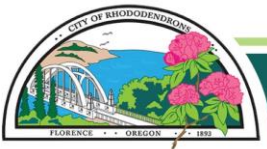
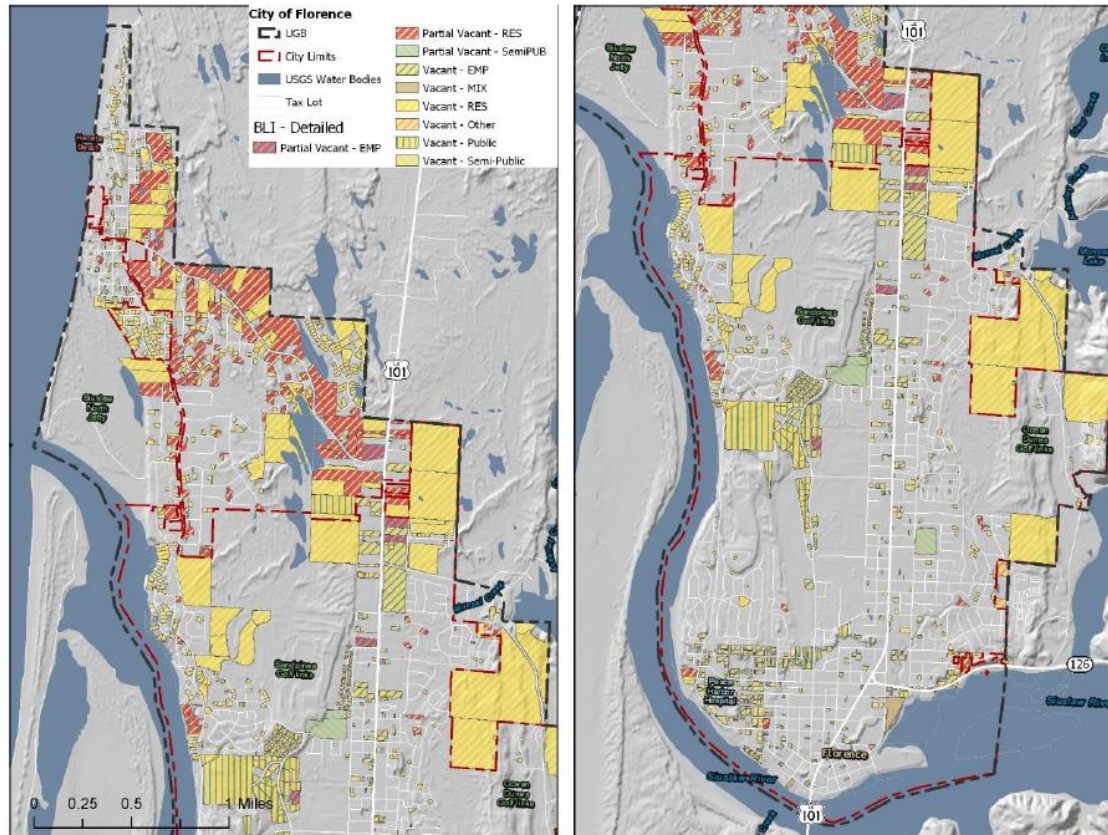


Figure 5: Florence Buildable Lands Inventory Results (2017)

Florence Vacant Land Inventory

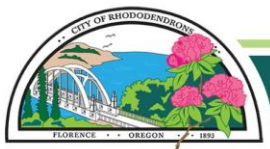


The analysis informed a number of recommended housing goals, objectives, and policies for adoption into the City's Comprehensive Plan. Similarly, the analysis supported recommendations for new Comprehensive Plan economic development goals, objectives, and policies.

Project Relevance: Housing and job growth explored in the 2017 analysis identified where future growth is expected to occur and confirmed that future growth can be accommodated within the City's current UGB. Transportation demand modeling conducted as part of the TSP update will help determine transportation facility and service needs, and ultimately project identification, to serve future residents and access existing and future jobs. Updated TSP goals and policies and implementing code amendments will need to be consistent with the Comprehensive Plan Housing and Employment elements.

POPULATION PROJECTIONS

The Portland State University (PSU) Population Research Center provides population forecasts for every Oregon city. The most recent PSU population estimate for the Florence UGB was conducted in 2021. The estimates are based on historic population patterns and demographic trends, economic, market, and housing trends, and other more localized and regional conditions that affect population trends. The current population estimate for the UGB is 11,182,



and the estimated population within City limits is approximately 9,600. The UGB is expected to grow to approximately 13,350 by 2040 and continue to increase to about 16,214 people by 2060. The UGB population is expected to grow by about 19% over the next 20 years, and by about 45% over the next 40 years, which translates to an annual growth rate of around 1% per year. This growth rate is slightly lower than the City's growth rate over the last 20 years, as the City's population has grown by about 32% since 2000 (population 7,263), which is about 1.6% annual growth.

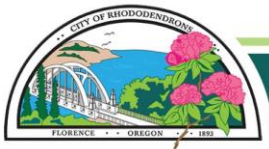
Project Relevance: Similar to housing and job growth projections, the City's population projections will inform anticipated travel demand. Travel demand forecasts in turn will help with identification for needed facility improvements and TSP projects to accommodate projected growth.

CURRENT AND PAST BUDGET FOR TRANSPORTATION

The Florence 2021-2023 Biennium Budget outlines the City's financial plan, July 2021 to June 2023. The City adopted a total budget of \$71,880,100 for the biennium, an increase of approximately 20% as compared to the 2019-2021 Biennium.

Transportation-related funds include special revenue funds for maintenance and construction of streets, sidewalks, bike paths, trails, lighting, airport-related funds, and public works facilities maintenance and improvements. Budget goals and work plan items for transportation include the completion of a Safe Routes to School project,²³ construction and realignment of multi-use paths along sections Rhododendron Drive, TSP update support, and several other street/road maintenance and repair projects. Revenue forecasts for streets/transportation project a total of 7% increase from the previous year. The total budget for transportation and streets is about \$9.1 million, which has increased by about 5% from the previous Biennium. The full budget summary for streets is shown in Figure 6.

²³ The Safe Routes to School project has been completed since the 2021-2023 Biennium Budget was adopted.



CITY OF FLORENCE TRANSPORTATION SYSTEM PLAN UPDATE

Figure 6: Budget Summary for Streets/Transportation

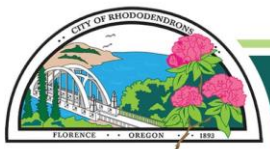
Budget:							
	2016-17	2017-19	2019-21	2019-21	2021-23	2021-23	2021-23
	Actual	Actual	Budget	BTD	Proposed	Approved	Adopted
Beginning fund balance	411,722	-	194,600	561,987	129,200	129,200	129,200
Current year resources							
Intergovernmental	1,879,158	1,240,219	2,542,000	1,496,127	5,134,500	5,134,500	5,134,500
Franchise fees	50,250	129,409	163,000	172,809	188,000	188,000	188,000
Charges for services	333,764	809,924	870,000	923,701	976,100	976,100	976,100
Miscellaneous	9,167	50,901	4,200	12,322	4,800	4,800	4,800
Transfers	-	228,000	480,000	471,667	180,000	180,000	180,000
Debt proceeds	500,000	-	4,500,000	-	2,500,000	2,500,000	2,500,000
Total current year resources	2,772,339	2,458,453	8,559,200	3,076,625	8,983,400	8,983,400	8,983,400
Total resources	3,184,061	2,458,453	8,753,800	3,638,612	9,112,600	9,112,600	9,112,600
Expenditures							
Personnel	67,546	145,050	171,600	146,948	139,400	139,400	139,400
Materials and services	261,173	550,189	1,345,500	1,240,680	1,390,300	1,390,300	1,390,300
Capital outlay	2,778,174	376,245	6,440,000	1,823,567	6,062,700	6,062,700	6,062,700
Transfers	267,800	662,000	520,600	339,941	773,900	773,900	773,900
Debt service	115,251	156,986	-	-	-	-	-
Total expenditures	3,489,943	1,890,470	8,477,700	3,551,137	8,366,300	8,366,300	8,366,300
Other requirements							
Contingency	-	-	276,100	-	746,300	746,300	746,300
Total other requirements	-	-	276,100	-	746,300	746,300	746,300
Total expenditures and other requirements	3,489,943	1,890,470	8,753,800	3,551,137	9,112,600	9,112,600	9,112,600

In addition to the Streets/Transportation funding, \$180,000 from SDC revenues are being transferred to the Street Fund to finance portions of Rhododendron Drive from Wildwinds to 35th Street improvements. The total airport budget is about \$1.1 million, which is about double the budget from the previous Biennium. Staffing resources for transportation-related projects/programs include funds for the Community Development (Planning) Department (\$1.1 million) and the Public Works Department (\$3.8 million).

Project Relevance: The transportation projects included in the Florence 2021-2023 Biennium Budget will help inform TSP project identification and costs. Near-term projects planned in the updated TSP will be consistent with the transportation projects and funding from the City's Budget.

WATER SYSTEM MASTER PLAN UPDATE (2011)

The Water System Master Plan Update (WSMP) provides the City with information and guidance for management and protection of the municipal water system within its water service boundary. The WSMP also provides design specifications for water system facilities and planning-level cost estimates, both of which are intended to support planning and budgeting for future water system improvements. The WSMP is on a 20-year planning horizon, and the service area is entirely within City limits.



Project Relevance: Needed TSP projects identified as part of this update project should be located and designed to ensure there are no challenges or conflicts with City water utilities and facilities. The TSP project team will need to coordinate with the City's Public Works Department to help ensure that conflicts between transportation projects and the water system are avoided, as well as to identify opportunities to time major capital projects for cost effectiveness and to minimize disruptions.

WASTEWATER COLLECTION SYSTEM MASTER PLAN (2013)

The Wastewater Collection System Master Plan ("Plan") was most recently updated in 2013. The Plan update was intended to evaluate the City's wastewater collection system and plan and budget for wastewater system improvements, particularly in areas where the City is likely to expand within the current district boundary. The Plan includes recommended improvements to existing wastewater facility deficiencies as well as future facility and system expansions. Identified improvements and repairs were incorporated into the City's Capital Improvement Program (CIP).

Project Relevance: As with other capital projects, identified TSP projects will need to be planned in such a way that conflicts between transportation projects and the wastewater system are avoided, and where possible, coordinated with wastewater facility improvements where certain locations and alignments overlap.

STORMWATER MANAGEMENT PLAN (2000 AND UPDATED DECEMBER 2018) AND STORMWATER DESIGN MANUAL (2011)

The City's Stormwater Management Plan (SWMP) provides recommendations to minimize flooding, improve water quality, and protect the region's aquifer and natural resources. The recommendations inform the City CIP, which includes stormwater collection rates and fees that help fund stormwater facility improvements and construction. In addition, the SWMP recommended stormwater development standards and criteria to be incorporated into the City's Development Code.

The City's Stormwater Design Manual (SWDM) builds upon the SWMP by providing design specifications for stormwater facilities, with a particular focus on Best Management Practices (BMP) "Green Street" elements and other green infrastructure practices. The SWDM also provides recommended Code updates, specifically to the City Stormwater Code (Title 9, Chapter 5). The SWDM is largely modeled off of the Portland Stormwater Management Plan, with some customization for Florence to account for unique aspects of the region's hydrology, geology, and other specific community needs.

Project Relevance: The stormwater improvements identified in the CIP will need to coordinate with TSP projects that are incorporated into the CIP. Specifically, identified TSP projects will need to ensure there are no challenges or conflicts with City stormwater facilities. The TSP project team will need to coordinate with the City's Public Works Department to help ensure that conflicts between transportation projects and the stormwater system are avoided. In addition, certain TSP projects may be coordinated with stormwater facility improvements, particularly where a stormwater facility and transportation facility share the same right-of-way. TSP policies and projects can also support stormwater management policies and goals by promoting Green Streets and other stormwater BMPs in the design and construction of certain transportation facilities.



Finally, any transportation-related City Code amendments recommended to implement the updated TSP will need to be consistent with stormwater Code standards and requirements.

PARKS AND RECREATION MASTER PLAN (2011)

The Florence Parks and Recreation Master Plan ("Plan") implements the community's goals for parks and recreation in the Florence UGB on a 20-year horizon (2011-2030). The Plan also provides technical and policy analyses for parks that are incorporated into the Comprehensive Plan and CIP. Plan objectives include:

- » Establish local guidelines for park planning and development
- » Recommend locations for future parks, trails, and open space
- » Identify funding options and strategies for parks and parks programming
- » Update parks and trails Level of Service
- » Propose parks/open space Comprehensive Plan policies and new projects to improve existing parks facilities or develop new facilities.

The Plan includes goals, objectives, and strategies to support trails and bicycle/pedestrian connectivity and access. Specifically, Goal 1 – Provide an Interconnected Trail System – includes objectives to adopt a trail development plan, develop bike lanes and multi-use paths identified in the TSP, adopt bike/pedestrian facility design standards, and develop a trails system that provides access to various community services and destinations. In addition, Goal 4 – Recreation Facility Development – includes strategies to improve and connect nature trails, such as providing interpretive signage, improving access between nature trails and parks, and coordinate with other agencies to incorporate interpretive/educational signage along trails in natural areas.

The Plan includes an assessment of community needs based on extensive engagement activities. Community members indicated that trail development was the most needed recreation resource, including more trail connectivity, improved access to open spaces for non-motorized users, and nature interpretation and signage in open spaces along the trail network.

The Plan also includes an inventory of the existing and planned trails, as shown in Figure 7. The Plan further documents the characteristics and general description of the Munsel Creek Bike Path, 12th Street Path, Ivy Street Path, and 29th Street Path. A brief description of trails on privately owned land is also provided, specifically for trails in Florentine Estates and Park Village Southern Open Space.

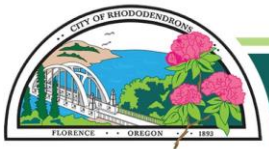


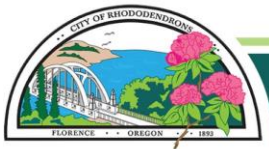
Figure 7: Florence Parks and Trails Classification

	Park	Type	Dev. Acres or Linear Miles	Undev Acres or Linear Miles
17	Munsel Creek Bike Path	Trail	.53	--
18	Ivy St. Path	Trail	--	.17
19	12 th St. Path	Trail	--	.56
20	29 th St. Trail	Trail	.29	--
	Linear / Mileage Total	4 sites	.82	.73

Plan recommendations include a list of priorities for each park and trail, as shown in Figure 8. In addition to these priorities, the Plan recommends the City provide a Paths and Trails brochure and develop a Comprehensive Trail Plan (both High Priority). A number of funding sources are also listed to support these recommendations, including State Bicycle Funds, Recreation Trail Grants, and other local financing strategies.

Figure 8: Trail Recommendation Priorities

Site Facility	Project Description	Priority		
		Low	Medium	High
Munsel Creek Path	Research ways to discourage vandalism and transients	■		
	Add More benches	■		
	Waste receptacles (needs to be bear proof)	■		
	Extend path south to Gallaghers Park	■		
	Extend path north through Munsel Greenway Park to Munsel Lake Boat Ramp area (need to acquire right-of-way)			■
	Overlay/repave path			■
	Develop more access points		■	
	Improve natural light access & safety by thinning the overhead tree canopy			■
	Add mileage markers		■	
	Add interpretive signage for native vegetation	■		
	Replace Spruce St bench and Bones' bench		■	



CITY OF FLORENCE TRANSPORTATION SYSTEM PLAN UPDATE

29 th St. Path	Overlay path, bank stabilization, reconstruct			
	Redesign & construct 29 th and Spruce St. pedestrian barrier (connection to sidewalk)			
	Signage to Munsel Greenway Park			
12 th St. Path	Complete the project from Rhody to Munsel Creek Bike Path			
	Add trail amenities such as petwaste stations (at trail heads), benches, and signage			
Rhododendron Dr. Multi-Use path	Segments as funding and development partnership(s) are available			
Munsel Greenway Connection	Extend Munsel Greenway trail north to Munsel Lake Rd.			
Estuary Trail	Planning, land acquisition, development			
Three Mile Prairie	Acquire west & east access, signage, wayfinding, parking, restrooms – partner with County			
Munsel Creek Spruce St. Trail head area	Research potential of adjacent land west of Spruce St. for courtyard or other recreational use for neighboring underserved senior housing facilities (Area 8)			
Trail System	Develop various trails both connector and in parkland as grant opportunities and other funding sources are secured (Oak Street corridor)			

Project Relevance: The TSP will revisit the recommended trail/pathway and parks access-related improvement projects and assess necessary additional improvements to meet future needs. In addition, TSP goals and policies will need to reflect or be consistent with relevant Parks Plan goals and policies (e.g., trails improvements and parks access policies). The updated TSP will also evaluate funding strategies for TSP projects, including those that are parks or trails related.

DOGAMI FLORENCE TSUNAMI EVACUATION MAPPING ANALYSIS

In 2018, the Oregon Department of Geology and Mineral Industries (DOGAMI) analyzed pedestrian tsunami evacuation routes along Coastal Lane County.²⁴ The analysis modeled a variety of factors, including the tsunami hazard zone, local elevation gradients, road and trail/pedestrian network, land cover and land use, and average walking speeds to determine the shortest paths to safety (in walking time) in the event of a tsunami. The results of this analysis were used to inform subsequent tsunami evacuation planning, routing, and mapping efforts, as illustrated in the Figure 9 below.

Researchers with Oregon State University and the University of Alabama developed a methodology for siting locations for tsunami vertical evacuation shelters.²⁵ Similar to the DOGAMI analysis, the travel time is the primary factor in determining the optimal locations for a tsunami

²⁴ Florence Tsunami Evacuation Mapping Analysis: <https://www.ci.florence.or.us/planning/florence-tsunami-evacuation-analysis-mapping-project>

²⁵ Park, Sangki, et al. "Method to determine the locations of tsunami vertical evacuation shelters." *Natural hazards* 63.2 (2012): 891-908.



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shelter. Therefore, transportation facilities play a crucial role in supporting safe and timely evacuation for residents to escape tsunami hazard areas.

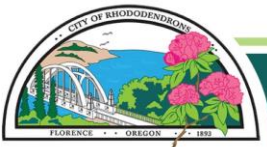


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Project Relevance: The TSP process will consider tsunami evacuation routes and gathering/shelter locations in developing the future transportation system and prioritizing projects. TSP projects that are located on or near evacuation routes should consider improvements that can help facilitate safe and efficient mobility to higher elevations and shelter areas. Further, identified TSP projects should avoid any types of improvements that risk functioning as physical barriers or a hindrance to evacuation routes and processes.

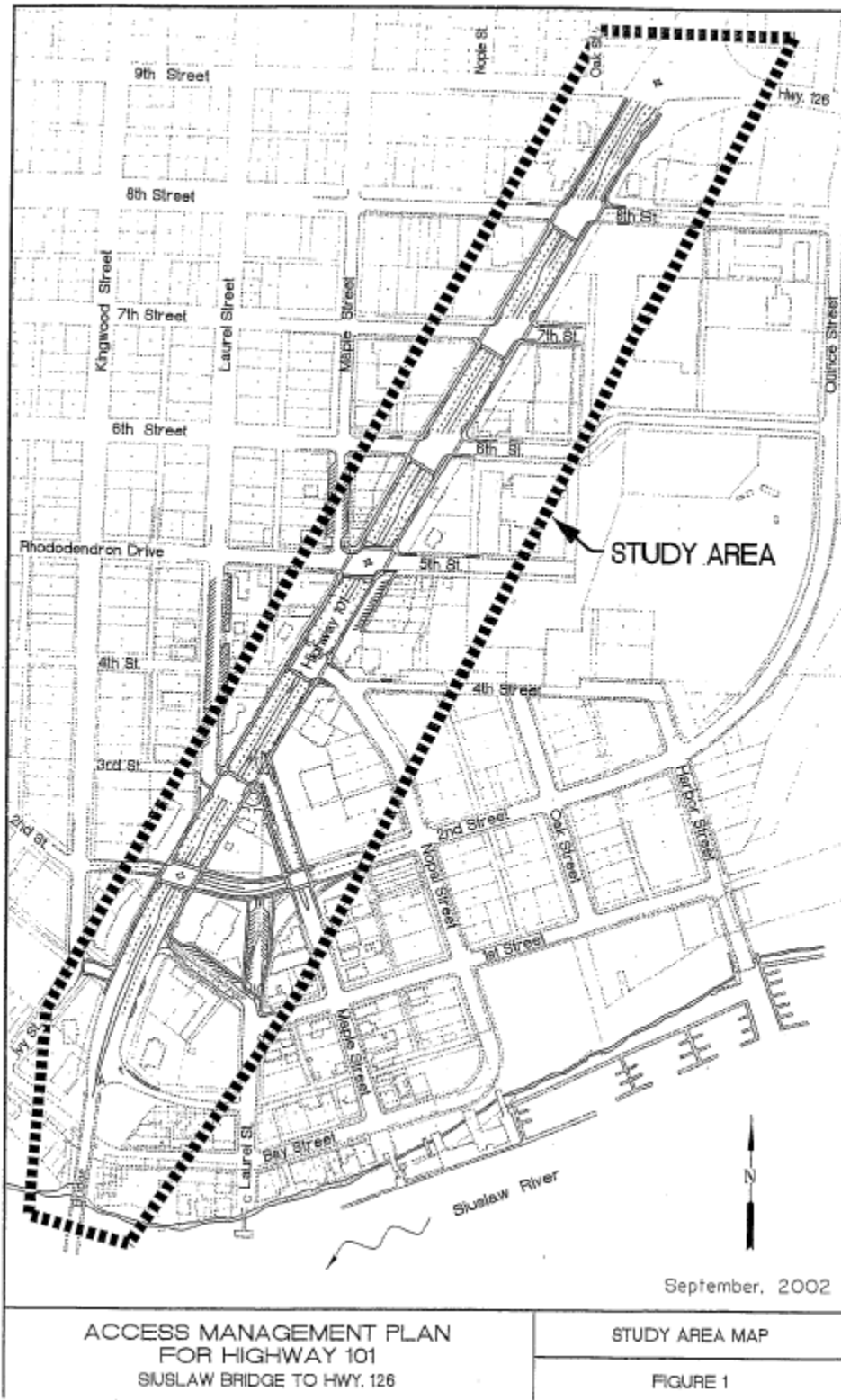
HIGHWAY 101 ACCESS MANAGEMENT PLAN (2002)

The Highway 101 Access Management Plan ("Plan") identifies access control measures and management strategies to maintain safe and efficient operation of the portion of Highway 101 in Downtown Florence. Specifically, the access management measures apply to the north end of the Siuslaw River Bridge to the Highway 126 and 9th Street intersection, and it includes one block on each side of the corridor, as shown in Figure 10.



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Figure 10: Access Management Plan Study Area





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The Plan notes that the State Highway access spacing standards are impractical for the current conditions of the study area section. OAR 734-051-0360 encourages cities and jurisdictions to develop access management plans in areas where highway segments are unable to meet the State's access spacing standards due to current land use patterns and existing driveway and intersection locations.

The Plan identifies seven access management strategies to improve the operations and safety of the Downtown Florence section of Highway 101. Those strategies include the following:

- » Driveway removal, shared driveways, and relocation of driveways
- » Parking improvements
- » Curb extensions
- » Pedestrian refuge islands
- » Intersection approach realignment
- » Signalization
- » Improvements to connections to parallel routes

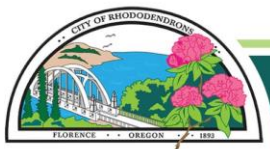
Project Relevance: Recommended local transportation projects and access management-related goals and policies should support and be consistent with ODOT's access management objectives along US 101. The TSP update will evaluate the safety and efficiency of the access management strategies and spacing in Downtown Florence and throughout the rest of the City.

FLORENCE COMMUNITY TRANSIT PLAN (2002)

The Community Transit Plan (CTP) provided a ten-year plan for the development of future public transportation services. The CTP profiles transportation providers that existed at the time the plan was developed including:

- » Porter Stage Lines – commercial inter-city fixed bus route from Eugene to Florence on Highway 126, and Florence to Coos Bay on Highway 101
- » Greyhound Bus Lines – commercial inter-city fixed bus routes on Highway 101. There is one Greyhound Bus stop in Florence.
- » Several specialized social/medical service providers, including Friends of Florence, Senior Companion Program, and Rural Escort Program, among others. These services are mostly door-to-door and intended for seniors or people with special needs.

Based on analysis of existing conditions, robust community engagement, and a detailed transit needs assessment, the CTP outlines several long-term goals, including establishment of a combination transit service (dial-a-ride plus fixed route), tourist shuttles, public transit service to Eugene, regional transit connections to the north, south, and east of Florence, and potential formation of an independent transit district. Many of the regional services would supplement or fill gaps from the existing region routes at the time.



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The CTP also identifies potential funding sources, which includes grant funding from the Federal Transit Administration, the Nonurbanized Area Formula Transit Grants, ODOT Funding, local funding sources, and several other sources. The Plan further outlines proposed routes, schedules and service logistics, operating budgets, and projected revenue.

Since the adoption of the CTP, the City of Florence and Lane Transit District have partnered to establish a local public transportation provider – the Rhody Express.²⁶ As discussed in the State Transit Plan review, the Rhody Express has two fixed routes that serve North and South Florence. The 2012 Florence TSP update amended some of CTP goals and policies to reflect current conditions and future needs, including a specific goal to expand the Rhody Express services.

Project Relevance: The updated TSP's transit element will reflect existing local and regional transit services such as the Rhody Express, Yachats Connector, the Link Lane to Eugene, and Pacific Crest Bus Lines. In addition, the TSP will update the public transportation/transit-related goals and policies to reflect existing transit services and current and expected future community and regional transit needs. The TSP will also identify the need for new transit improvement projects, service improvements, programming, and funding sources, which may ultimately lead to a recommendation to update the CTP.

AIRPORT MASTER PLAN UPDATE (2010)

The Florence Airport Master Plan (AMP) and Airport Layout Plan (ALP) was created in cooperation with the Federal Aviation Administration (FAA) in 2010. The AMP includes the following:

- » An assessment of existing facilities and activities
- » A forecast of airport activity measures for a 20-year planning horizon
- » Current and future facility requirements to meet local/regional needs and to conform to FAA design standards
- » Updates to the Airport Layout Plan, airspace plan, and land-use plan for the airport²⁷
- » An Airport Capital Improvement Program that prioritizes improvements and estimates project costs

Project Relevance: The City of Florence Municipal Airport is part of the City's transportation system; updated TSP goals and policies will be consistent with the AMP. The TSP project list may include the projects from the AMP that have not been completed, or improvements to roadways accessing the airport. Airport officials may need to be consulted on whether any pending AMP projects need to be updated, including updated project costs.

DOWNTOWN IMPLEMENTATION PLAN (1999)

The purpose of the Florence Downtown Implementation Plan ("Plan") is to revitalize downtown and surrounding areas as the primary cultural, tourist, commercial, and community core for

²⁶ Rhody Express: <https://www.ci.florence.or.us/boardsandcommissions/new-rhody-express-route>

²⁷ Note that the 2019 Florence Airport Property Plan is the latest airport layout plan that shows all the property associated with the airport: <https://www.ci.florence.or.us/airport/florence-airport-property-plan-exhibit>.



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Florence. Many of the goals, objectives, and priorities of the Plan include main street and streetscape improvements for the Highway 101 Corridor through Downtown Florence. These include the following:

- » Improvements to make the area more pedestrian friendly
- » Access improvements to Old Town
- » A parallel route to Highway 101 on 2nd and Quince
- » A downtown Green to serve as the gateway and center of a new main street on Highway 101

Some of the specific priority improvements identified to meet the goals of the Plan include striping for on-street parking, acquiring and improving nearby parking lots, establishing an estuary trail to connect the Boardwalk and Munsel Creek Bike Path, and increasing sidewalk width and lighting to improve the pedestrian experience in downtown. The Plan goes into further detail on specific improvements, design treatments and elements, funding sources, and the timeline for the specific Plan goals and priorities.

Project Relevance: The TSP will consider Plan priorities and the need for identified projects and improvements. TSP goals and policies will be consistent with the Plan and TSP projects may include updated versions of Plan projects that have not been completed.

WETLAND AND RIPARIAN INVENTORY (2013)

The City of Florence Local Wetland Inventory (LWI) is an update to the 1996 Local Wetland and Riparian Inventory. The inventory includes identification, mapping, and habitat and water quality evaluations for wetlands and riparian resources in the UGB and surrounding areas. The LWI follows State guidelines for inventorying wetlands and aquatic resources, and it serves as the basis for establishing State Planning Goal protected resources, including Goal 5 for significant natural resources and Goal 17 for coastal resources.

Project Relevance: Local and State policies and regulations for protecting aquatic resources identified in the LWI will influence transportation project location, selection, and design. TSP projects will need to account for any potential impacts to wetlands, riparian areas, or estuary resources, which may include measures to avoid the natural resource areas or mitigate unavoidable impacts and detailing associated costs.