

# 2020 Vision for Toledo, Oregon

## The 2000 Toledo Comprehensive Land Use Plan

Adopted in compliance with Oregon Revised Statutes  
Chapter 197 and implementing administrative rules by  
Ordinance # 1285 on April 4, 2001.

Acknowledged: \_\_\_\_\_

ATTEST: \_\_\_\_\_  
City Recorder

APPROVED: \_\_\_\_\_  
Mayor

Prepared by the Toledo Planning Commission and the Toledo Community Development  
Department. Reviewed and adopted by the Toledo City Council.

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# INTRODUCTION TO TOLEDO

The City of Toledo, situated seven miles inland from the Pacific Ocean on the scenic Yaquina Bay is conveniently located between the Coast Range and the Pacific Coast. Toledo's inland location combines proximity to the ocean with weather that is frequently warmer and sunnier than that of its coastal neighbors.

As a rural community with a 1999 population of 3,605, Toledo expresses a "small town" feeling to the people who live here. With its quaint downtown, steep hillsides, narrow streets, forested neighborhoods, and scenic waterways, Toledo is a charming community. The community offers a wide variety of housing types and styles. Toledo is a popular area because of accessibility to a variety of sports and recreational activities including fishing, canoeing, sailing, hunting, hiking, and scenic drives. The area also offers an indoor swimming pool, tennis courts, golf course, bowling alley, historic museum, well-kept parks and a library. Many churches of various denominations provide opportunities for worship and community events. Many of Toledo's citizens are active in community organizations and enjoy school functions and community festivals. Toledo attracts many visitors to the local antique stores and art galleries.

Transportation routes to Toledo include rail, air, marine, and U.S. Highway 20. Many communities including Toledo suffered economic declines as resource based industries declined in Oregon. Fortunately, Toledo retains an industrial base with the largest industrial employer in Lincoln County.

By the year 2020, it is projected that between 5,000 to 5,600 people will live in Toledo. These people will live, work, shop, and recreate in the Toledo area. What do people want Toledo to be like in five years? or in twenty years? How will the community respond to the changes and challenges Toledo faces? How can the community shape and guide the development of Toledo in a positive and productive manner? Toledo's Comprehensive Plan, 2020 Vision for Toledo, has been written to help Toledo's citizens and leaders envision and achieve the community's desired future.

# PURPOSE OF THE PLAN

The Toledo Comprehensive Plan provides a framework for making better decisions regarding the use of land and community resources. The plan is a means of controlling the urban environment, conserving Toledo's existing values and guiding growth in the desired directions. The plan is a policy statement based upon the existing assets, problems and needs within the community. It predicts future conditions and sets forth City policies in an effort to guide the development of Toledo in a positive and productive manner. The plan is designed to help Toledo to know its past and present and to develop a future which reflects the community's values and goals. The plan is a guideline for both short and long term development and is written to assure a comprehensive view of how individual projects can contribute to the community as a whole.

Change is an inherent part of the community. The purpose of the Comprehensive Plan is to help the community adjust to changing circumstances in a manner which reflects the community's desires. It is a tool designed to:

- be comprehensive,
- be long range,
- be general,
- focus on physical development,
- be related to the social and economic forces that the plan proposes to accommodate, and
- to be adopted and used by the City of Toledo to guide land development and use.

The plan is intended for use by local officials, persons with development interests, neighborhood and community groups, state and federal agencies, special districts and citizens of all interests. It provides information about the community and how future land use development should be balanced to meet the overall needs of the community. The Plan is comprehensive and should not be viewed in parts without consideration of the interrelationships with other aspects of the Plan.

The Toledo Comprehensive Plan was also written in compliance with the Oregon Planning Act and addresses the Oregon Statewide Planning Goals. The framework of the plan is based upon the Oregon goals with adjustments to assure a comprehensive review of Toledo's specific characteristics and needs. This comprehensive policy plan is the central, but not only, document for directing Toledo's future. Other planning documents are equally important. Many of these have been used as background reports or inventory documents providing specific and detailed information on each of the statewide land use planning goals applicable to Toledo. Others include the specific facts regarding Toledo from which the Comprehensive Plan statements, policies and objectives are derived. Summaries and references to the relevant background materials are found in the 2020 Vision for Toledo, Oregon – The 2000 Toledo Comprehensive Land Use Plan Inventory.

Planning is a continuous, not a static, process. Over time, the Comprehensive Plan must incorporate new values, concerns and opportunities. Periodically (approximately every 5 to 7 years) the plan should be revised to reflect the needs, goals and desires of Toledo's residents.

## 2020 VISION FOR TOLEDO\*

Toledo, "the jewel" on the gateway to the scenic Yaquina River, is a community of 5,500 nestled in the forested mountains next to the Oregon Coast. Just 7 miles from Newport, off Scenic Highway 20, Toledo offers all the modern-day amenities while preserving the charm and feel of a 1900-era Timber Town. With its forested hillsides, narrow winding streets, historic neighborhoods and waterways, Toledo has much to offer its residents and visitors alike.

Toledo residents have maintained their small town identity while benefitting from the growth in both the retail and industrial sectors. Through persistence and community sponsored, multi-pronged approach to economic development, Toledo has benefitted from the development of:

- the Toledo Industrial Park, a mixed-use industrial and commercial center,
- an active waterfront with shipbuilding and dockside repair facilities and marinas,
- and a strong retail segment in downtown and along Business Loop Highway 20.

As the community has grown, the Georgia-Pacific paper mill and the timber industry have continued to play important roles in sustaining the local and regional economy. Toledo has been discovered by tourists as a thriving arts, antiques and eco-tourism center. Toledo remains a community which supports cottage industries and home based businesses. All of this has created a stable and diversified economic base while maintaining Toledo's safe and friendly hometown feel.

Toledo is a family-oriented community with a strong commitment to the success of its people. This has been achieved through maintenance of a quality education and life-long learning system. Together, businesses, the community and the schools have worked to ensure the future of the youth, the workforce and the community. Toledo provides the support systems necessary to educate and train individuals enriching their lives and enabling them to become contributing community members and skilled workers. School activities such as sports, drama and the arts are supported by the families and businesses in Toledo.

Toledo has developed programs and policies to support safe and attractive neighborhoods. Community pride is exhibited in the nicely painted homes, clean yards, and friendly, caring people greeting one another on the streets. Residents and businesses take great pride in their buildings and grounds. The two entrances to the City are adorned with landscaping and signage that communicates Toledo's identity. Businesses along the highway through town have been expanded and improved. Main Street has been beautified and has capitalized on the "old town" feeling. 1900-era store fronts are nicely painted. Trees and planters border the sidewalk promenade. The commercial areas are fully occupied with antique and curio shops, boutiques, floral shops, eateries (restaurants, ice cream parlors, etc.), art galleries, professional offices, a hotel, grocery stores, entertainment centers, and personal and retail services. Main Street is also a thriving residential neighborhood with apartments on the upper stories and adjacent streets. The quality and variety of services available in Toledo have increased.

Toledo has honored its history with many of the properties and neighborhoods preserved to their early and mid-1900's style. The One Spot, a steam locomotive, is on display. The Toledo Historic Museum continues to attract visitors. These visitors also enjoy viewing the Georgia-

Pacific Paper Mill, and driving through neighborhoods with restored mill cottages lined up in a row, bungalows and craftsman style homes.

Toledo offers a wide variety of homes which families can afford to rent or purchase and maintain. Along with the historic homes which have been renovated and preserved, there are manufactured homes, ranch style and more modern homes and apartments. Multi-family units are in various neighborhoods and designed to blend into the single-family areas. Many small homes are available as starter homes and for the increased number of retired persons in Toledo. Yet there are also several streets which contain estate type homes with larger hillside lots. Many of the homes have beautiful views over the mountain and waterway vistas. There are a few remaining areas with small family farms and forest lots primarily at the edges of the city within the urban growth boundary.

One of Toledo's main attractions continues to be its natural setting which has been preserved and enhanced with a strong orientation to the forests, wetlands and waterways. Recreation programs and public parks abound. Much of the city is developed with natural landscaping and open spaces linked with greenways and urban parks. The park system includes sport complexes at the schools, a skateboard park, neighborhood pocket parks, community parks, a Main Street plaza, waterfront parks with boating activities, and nature parks and trails. The parks vary greatly in size and the types of facilities. They are easily accessible by Toledo's residents and visitors. Regular community events are held throughout the year bringing people together and providing entertainment.

Additionally, Toledo's community members have formed effective networks to meet human and family needs ranging from child care to transportation. Volunteers are active and enthusiastic as they continue to support community improvement projects, social services programs, and school projects. People are proud and appreciative that Toledo is a quiet and safe town where they know their neighbors and feel they can walk throughout town at night.

Supporting this charming small town is a City government (elected officials and staff) which remains responsive to its citizens' needs and priorities. City government continues to support Toledo's vision of the future by facilitating citizen-initiated projects. Through careful planning and financing, Toledo City government maintains the community's modern, efficient and high quality infrastructure and services: police, fire, land use planning, streets, water, wastewater, stormwater, library, parks, and recreation. Overall, community members take a pro-active role in city, county and school decisions, as well as state and federal issues dealing with forests, environment, and transportation. Toledo's governmental agencies and citizens strive to achieve the community's vision. The town's people continue to work together to solve problems, make improvements and build on a history of community mindedness, neighborhood pride and individual caring.

Toledo is a small town with a unique identity. We are known for our small town hospitality, our climate, and our picturesque location. Toledo is an appealing place to live, work, play, raise a family and retire because of its friendly and caring people, community spirit, business and employment opportunities, quality schools, clean and beautiful environment and social amenities. Our future continues to look bright because of our continued commitment to make Toledo's vision a reality.

\* (Adapted from the Toledo Community Action Plan based upon work completed by Sylvia Rose of Sylvia Rose Communications and input from a March 1993 *Community Strategic Planning Work Session: Creating a Vision for Toledo's Future* and the Vision Statement written by Terry M. Lewis of TCL Planning Consultants with input through the Toledo Community Action Plan drafting process.)

## OREGON STATEWIDE PLANNING GOALS

The following is complete list of the Oregon Statewide Planning Goals (“Oregon Goals”). The highlighted goals are goals applicable to Toledo and addressed within the Comprehensive Plan. The Comprehensive Plan follows the general outline of the goals but also includes changes to the format of the goals.

- GOAL 1: CITIZEN INVOLVEMENT**
- GOAL 2: LAND-USE PLANNING**
- GOAL 3: AGRICULTURAL LANDS
- GOAL 4: FOREST LANDS
- GOAL 5: NATURAL RESOURCES, SCENIC AND HISTORIC AREAS, AND OPEN SPACES**
- GOAL 6: AIR, WATER, AND LAND RESOURCES QUALITY**
- GOAL 7: AREAS SUBJECT TO NATURAL DISASTERS AND HAZARDS**
- GOAL 8: RECREATIONAL NEEDS**
- GOAL 9: ECONOMIC DEVELOPMENT**
- GOAL 10: HOUSING**
- GOAL 11: PUBLIC FACILITIES AND SERVICES**
- GOAL 12: TRANSPORTATION**
- GOAL 13: ENERGY CONSERVATION**
- GOAL 14: URBANIZATION**
- GOAL 15: WILLAMETTE RIVER GREENWAY
- GOAL 16: ESTUARINE RESOURCES**
- GOAL 17: COASTAL SHORELANDS**
- GOAL 18: BEACHES AND DUNES
- GOAL 19: OCEAN RESOURCES

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# SUMMARY OF TOLEDO'S GOALS

## ARTICLE 1: CITIZEN INVOLVEMENT

1. Provide a citizen involvement program that ensures the opportunity for citizens to be involved in all phases of the planning process so as to provide useful guidance to and an understanding of the overall planning process.

## ARTICLE 2: LAND USE PLANNING

1. Implement locally desired land use policies and practices that do not conflict with the State of Oregon's land use planning program.
2. Establish a land use planning process and policy framework as a basis for all decisions and actions related to the use of land as established and required by the State of Oregon's land use planning program.
3. Assure an adequate factual basis for all decisions and actions related to the use of land as established and required by the State of Oregon's land use planning program.

## ARTICLE 3: AGRICULTURE (*DIFFERENT FROM THE STATEWIDE GOAL*)

1. Preserve and maintain agricultural lands for farm use by encouraging growth and development to locate within the Urban Growth Boundary.
2. Within the Urban Growth Boundary, encourage the retention of small scale agricultural uses as family farms and open space to protect natural resources until suitable properties are developed at urban densities.

## ARTICLE 4: FORESTED AREAS (*DIFFERENT FROM THE STATEWIDE GOAL*)

1. Preserve and maintain forest lands for the production of forest products by encouraging growth and development to locate within the Urban Growth Boundary.
2. Within the Urban Growth Boundary, encourage the retention of forested areas as open space to protect natural resources and to maintain the character of Toledo as a forested city.

## ARTICLE 5: OPEN SPACES, SCENIC & HISTORICAL AREAS, AND NATURAL RESOURCES

1. Ensure the provision of open space and the protection of scenic and natural resources as required by state and federal law.

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2. Recognize Toledo's historic resources and utilize and enhance those resources for Toledo residents and visitors.
  3. Protect natural resources such as wetlands and riparian habitat areas as required by state and federal law to ensure their continued contributions as natural areas, open space, wildlife and vegetative habitat, flood protection, and storm water retention and conveyance areas.

#### ARTICLE 6: AIR, WATER, AND LAND RESOURCES QUALITY

1. Ensure that existing and future land use activities meet or exceed federal, state, and local air quality standards.
2. Ensure that future land use activities enhance or, at minimum, maintain water quality.
3. Promote the efficient use of lands, protect sensitive areas and provide open spaces within Toledo and the Urban Growth Boundary.

#### ARTICLE 7: NATURAL HAZARDS

1. Prevent loss of life and property damage by requiring appropriate safeguards for all development of properties within known natural hazard areas. Natural hazards include: floods, tsunamis, earthquakes, landslides and slope hazards, weak foundation soils, high groundwater, wind/windthrow/winter storms, and wildfires.

#### ARTICLE 8: RECREATION NEEDS

1. Provide and maintain a diversified system of safe and attractive parks, open spaces, recreation programs and facilities for the use and enjoyment by all of Toledo's citizens and visitors.
2. Promote the parks and recreation programs as cornerstones of Toledo's attractiveness as a place to visit, live and conduct business.

#### ARTICLE 9: ECONOMIC DEVELOPMENT

1. Improve the economic position of all elements of Toledo's economic base by retaining and expanding the current businesses while recruiting new businesses into the community.
2. Ensure an adequate supply of appropriately zoned land to provide for the full range of economic development opportunities in Toledo including commercial, industrial, water dependent, office and institutional services development.

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3. Diversify the economic base of the Toledo area and strengthen the role as the industrial center for Lincoln County.
  4. Encourage employment and business opportunities that assist Toledo's residents to maintain the highest per household average income in Lincoln County.
  5. Assure that regulatory requirements provide for high standards of public health, safety, environmental protection, and welfare but are structured to support economic development.
  6. Provide opportunities to develop the full range of commercial, recreational, and professional services to meet the needs of Toledo's residents and others. Reduce the need for Toledo's residents to go to other communities for retail purchases and services.

#### ARTICLE 10: HOUSING

1. Encourage development of a mixture of housing stock in terms of design, type, cost, and location that meets the housing needs of all Toledo citizens.

#### ARTICLE 11: PUBLIC FACILITIES AND SERVICES

1. Provide reliable, high quality, efficient, and cost effective public facilities and services for the residents of Toledo.
2. Plan, develop and maintain an orderly and efficient arrangement of public, urban-level facilities and services to serve as a framework for urban development within the City of Toledo and the Urban Growth Boundary.
3. Provide safe and reliable water in an orderly and efficient manner to the citizens of Toledo and as a water purveyor to regional or local water agencies that enter into contracts with the City of Toledo.
4. Provide the highest possible quality of water and continue to meet or exceed the Oregon and federal water quality standards.
5. Provide adequate quantities of water to meet projected demands for consumption, fire flows, and system pressures to respond to emergency conditions.
6. Provide safe and reliable wastewater collection and treatment for Toledo residents in an orderly and efficient manner.
7. Meet Oregon and federal requirements for wastewater treatment and protection of the water quality of the Yaquina River and estuarine system.
8. Minimize the existing and future drainage problems within Toledo and the Urban Growth Boundary.

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9. Provide energy efficient, comprehensive solid waste management programs that consider both separation for recycling purposes and treatment of mixed waste for alternative uses.
  10. Provide for the public protection needs of all of Toledo's citizens by maintaining high standards of police, fire, and emergency medical services (EMS) protection in an efficient and effective manner.
  11. Ensure that all development can be provided with adequate police, fire, and EMS protection.
  12. Recognize and support the role schools and other educational facilities provide to effectively prepare the youth and adults of Toledo for the future demands of citizenship and an increasingly diverse and dynamic economy.

#### ARTICLE 12: TRANSPORTATION

1. Provide a safe and efficient, multi-model transportation system which provides linkages in a manner that enhances Toledo's neighborhoods, environment, economy, and social and scenic values.
2. Minimize the adverse social, economic, and environmental impact costs of constructing, maintaining, and using transportation facilities and services in cooperation with county, state, and other public agencies and the private sector.
3. Encourage safe, efficient, convenient, and economic modes of travel that reduce reliance upon one form of transportation, minimize energy consumption and air quality impacts.
4. Develop a safe and efficient street system that will handle the project needs of the community and provide connections to the region.
5. Provide safe, accessible, and convenient pedestrian and bicycle facilities while taking into account Toledo's topography, current street use and widths, and current funding levels for major improvements.
6. The City of Toledo will seek for all its citizens the maximum level of access to all social, work, and welfare resources.
7. The City of Toledo will seek for all its citizens a customer-based regionally coordinated public transit system that is efficient, effective, and founded on present and future needs.
8. Minimize the negative impact of the rail system on other aspects of the transportation system, adjacent land uses, and quality of life in Toledo.
9. Encourage land use patterns that maximize rail service or preserve the future opportunity to use rail transportation.

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10. Support current rail service in Toledo.

#### ARTICLE 13: ENERGY CONSERVATION

1. Promote the use of energy conservation measures and the use of renewable energy resources by both the public and private sectors.

#### ARTICLE 14: URBANIZATION AND LIVABILITY

1. Build Toledo as a small, cost-effective, attractive, livable, and sustainable city by encouraging efficient land use patterns.
2. Design and encourage land use patterns that:
  - a. Are compact.
  - b. Mix land uses to reduce transportation costs and create vitality.
  - c. Retain Toledo's detailed and human scale design features.
  - d. Can be effectively serviced.
  - e. Protect the environment.
  - f. Provide a proper balance between jobs and housing.
3. Ensure that all new developments are reviewed expeditiously and thoroughly and result in compliance with the Comprehensive Plan goals and policies and Toledo's Municipal Code and standards.

#### **ARTICLE 15: INTENTIONALLY LEFT OPEN.**

#### ARTICLE 16: ESTUARINE RESOURCES

1. Recognize and protect the unique environmental, economic and social values of the Yaquina River Estuary and the associated wetlands.
2. Protect, maintain, appropriately develop, and appropriately restore the long-term environmental, economic and social values, diversity, and benefits of the estuary.

#### ARTICLE 17: COASTAL SHORELANDS

1. Conserve, protect, restore and, where appropriate, develop coastal shorelands recognizing the valuable roles that coastal shorelands have in protecting coastal estuary ecosystems and in providing water access for water-dependent uses important to a marine industrial economy.
2. Manage the coastal shorelands in a manner compatible with the characteristics of the nearby coastal waters.
3. Reduce the hazard to human life and property, and the adverse effects upon water quality and fish and wildlife habitat, resulting from the use and enjoyment of Oregon's coastal shorelands.

# **ARTICLE 1:     CITIZEN INVOLVEMENT**

## **GOAL:**

1.     Provide a citizen involvement program that ensures the opportunity for citizens to be involved in all phases of the planning process so as to provide useful guidance to and an understanding of the overall planning process.

## **OBJECTIVES:**

1.     Provide for widespread citizen involvement.
  - a.     The City shall involve a cross-section of citizens, citizen organizations and public agencies in all phases of the planning process.
  - b.     The City shall establish the Planning Commission as the recognized citizen involvement committee for the planning process and programs.
  - c.     The City shall select and appoint the Planning Commission members by an open, well-publicized public process.
  - d.     The City shall prepare and maintain lists of recognized citizen organizations and public agencies and shall forward appropriate notices to those groups who have indicated interest in identified topics or geographic areas.
  - e.     The Planning Commission and City Manager shall provide periodic reports to the City Council evaluating the process being used for citizen involvement.
2.     Provide opportunities for citizens to be involved in all phases of the planning process.
  - a.     Public involvement programs shall be designed and conducted to meet or exceed the legal requirements for each stage of the planning process.
  - b.     Public involvement programs shall include opportunities for citizens to participate in the preparation of plans, implementation measures, plan components, plan adoptions, minor changes and major revisions to plans, ordinances, regulations and other implementation measures.
3.     Maintain effective two-way communications between local officials and citizens.
  - a.     Opportunities shall be provided to develop two-way communications between local officials and citizens.
  - b.     Times shall be established to allow citizens and public officials to communicate at formal hearings and meetings to discuss planning issues.
  - c.     Informal opportunities for two-way communications shall be encouraged in appropriate settings and at appropriate times for the topics of interest.
  - d.     Information shall be provided to inform citizens about how, when, and where they may participate.
4.     Make technical information available to citizens in an understandable form.
  - a.     Information necessary to reach policy decisions shall be available in a

- simplified, understandable form.
  - b. Assistance shall be provided to interpret and effectively use technical information.
  - c. A copy of all inventory and Comprehensive Plan materials shall be available for viewing at the Toledo City Library and at City Hall during regular business hours.
  - d. Staff reports and other technical information presented at public hearings shall be made available for review at City Hall and copies of staff reports shall be available at a reasonable cost.
- 5. Provide mechanisms for citizens to receive responses or feedback from policy makers.
  - a. Citizens participating or providing comments on planning issues shall be provided with notices of the results of the planning process relating to their submitted comments.
  - b. Rationales used to reach land-use policy decisions shall be available in the form of a written record and kept on file at City Hall.
  - c. Recommendations and plans resulting from the citizen involvement program shall be retained and made available for public review.
- 6. Provide funding for City sponsored citizen involvement programs. Citizen involvement programs shall be funded through the Planning Commission, Community Development and other program funds. Funds shall be provided for public notices, workshops, meetings and other City projects as needed to involve a cross-section of citizens and citizen organizations.

## **ARTICLE 2: LAND USE PLANNING**

### **GOALS:**

1. To implement locally desired land use policies and practices that do not conflict with the State of Oregon's land use planning program.
2. To establish a land use planning process and policy framework as a basis for all decisions and actions related to the use of land as established and required by the State of Oregon's land use planning program.
3. To assure an adequate factual basis for all decisions and actions related to the use of land as established and required by the State of Oregon's land use planning program.

### **OBJECTIVES:**

1. Implementation of the Toledo Comprehensive Land Use Plan shall be through a) management implementation measures such as ordinances, regulations or project plans, and b) site or area specific implementation measures such as permits and grants for construction, construction of public facilities or provision of services related to the land use planning goals and objectives identified within the Toledo Comprehensive Land Use Plan.
2. The Toledo Comprehensive Land Use Plan Map and the Toledo Zoning Map shall provide for sufficient lands for a 20 year supply of land within the Urban Growth Boundary to meet the projected population growth of 5,550 by the year 2020 as projected in the Toledo Buildable Lands Inventory. The 20 year supply of land shall be a sufficient supply of land to implement the following land use zones:
  - (A) Comprehensive Plan Map Designations: Comprehensive Plan Map designations are intended to guide development by designating appropriate areas for each particular type of development use. Additional uses within each designation may be allowed as either uses permitted outright or as conditional uses when the City determines that such uses are either consistent with the general use or can be reviewed for compatibility through the conditional use process. The map designations and the uses allowed in the designations should reflect the applicable goals and objectives of the Toledo Comprehensive Land Use Plan.

Low-Density Residential – This designation provides for lower density housing with a focus on single-family housing, accessory dwelling units, and duplexes. This designation allows for other types of housing including cottage clusters and multi-family. This designation shall be implemented through the zoning map's Single-Family Residential (R-S) zone designation.

Medium-Density Residential – This designation provides for either lower or higher density housing. This designation may be implemented through the zoning map’s Single-Family Residential (R-S) or General Residential (R-G) zone designation.

Commercial – This designation provides for a wide range of commercial activities including retail and service uses as well as other compatible uses commonly associated with commercial areas including allowing residential uses. This designation shall be implemented by the zoning map designation of Commercial. A Main Street Overlay District shall be implemented to recognize the unique attributes and development pattern of the existing Main Street area.

Industrial – This designation provides a wide variety of industrial and light-industrial uses and recognizes that some water-dependent uses such as boat building and repair are appropriate industrial uses within the industrial designation. The intent is to encourage industrial growth and provide for industrial development at appropriate locations in order to increase the level of employment, enhance the tax base, decrease service costs, and achieve a healthy diverse, and stable local economy. The Industrial plan designation is implemented by the zoning map designations of Industrial, Light-Industrial, and/or Water-Dependent.

Water-Dependent – This designation provides for uses of property that depend on a location adjacent to a waterway for the viability of that use. Toledo’s water surface and its shorelands are a valuable resource and provide considerable potential for future economic growth. The Water-Dependent plan designation shall be implemented by the zoning map designation of Water-Dependent.

Natural Resource – This designation is intended to protect land and water important as habitat for plant, animal or marine life for future generations, to ensure open spaces, to promote a healthy and visually attractive environment, and to provide for human development and enrichment by providing recreational areas, facilities and opportunities. This designation shall be implemented through the zoning map’s Natural Resource zone designation.

Public Lands – This designation is intended to indicate lands currently providing areas to benefit the public, regardless of ownership of the lot or parcel, and used for a public use such as schools and parks acknowledging that such lands may be put to a variety of uses. This designation shall be implemented through the zoning map’s Public Lands zone designation.

Estuary Management Units – The Lincoln County Estuary Management Plan classifies the Depot Slough, Olalla Slough, and Yaquina River segments within the Toledo Urban Growth Boundary into Management Units for Development, Conservation and Natural. The Lincoln County Estuary Management Plan Management Unit designations and uses shall apply to the waterways within Toledo. The current version of the Lincoln County Estuary Management Plan was adopted in 1982.

Dredged Material Disposal Sites – The Lincoln County Dredged Material Disposal Plan identifies dredged disposal sites for the Yaquina River and related tributaries. The current version of the Lincoln County Dredged Material Disposal Plan was adopted in 1982. The City will work in cooperation with the Port of Toledo and Lincoln County and other entities to adopt an updated dredged material disposal plan and site designations. When an updated plan is adopted, the City will adopt land use regulations to provide protection for the newly identified disposal sites as required by the Oregon Statewide Planning Goals and will designate the existence of disposal sites on the comprehensive plan and zoning maps. Existing disposal sites in River Segments 6 and 7 identified by the 1982 Lincoln County Dredged Material Disposal Plan may be used in a manner that precludes the future use of the site for dredged material disposal through use of the following procedure:

- 1) Any person wishing to develop or use property in a manner which would preclude its use for dredged material disposal shall submit a proposal in writing to the City. The proposal shall set forth the intended use of the property and any alternative disposal sites or methods (with appropriate documents) considered by the applicant. The City shall then notify the Port District of the proposal in writing to allow the Port an opportunity to negotiate for use of the dredged material site before the proposed use is approved.
- 2) After 30 days of receipt of a complete proposal and notification to the Port District, the City shall notify the property owner that the property may be used consistent with City zoning and other applicable requirements.

(B) Zoning Map Designations:

Single-family Residential (R-S) – The purpose of the R-S zone is to promote and encourage a suitable environment for family living and to protect and stabilize the residential characteristics of the zone. The R-S Zone is primarily for single family homes,

accessory dwelling units, duplexes, and their accessory uses. In addition, multifamily dwellings and some other uses may be evaluated as a conditional use.

General Residential (R-G) – The purpose of the R-G zone is to encourage a wide range of housing types, including, multi-family, single-family, accessory dwelling units, and cottage clusters. In addition, some other uses may be evaluated as a conditional use.

Commercial (C) – The purpose of the C zone is to provide for retail and service commercial uses. It is also intended that these uses will supply personal services or goods to the average person and that a majority of the floor space will be devoted to that purpose. Compatible uses including public, civic, and institutional uses will also be allowed. Residential use above the commercial main floor use shall be allowed and encouraged especially in the Main Street District area, residential live work units are allowed, and multi-family outside the Main Street District area may be evaluated as a conditional use.

Light-Industrial (L-I) – The purpose of the Light Industrial zone is to implement the Toledo Comprehensive Land Use Plan by providing areas to serve a variety of manufacturing and other industrial activities with limited external impacts and to serve as a transitional area between commercial and residential uses and heavier industrial uses.

Uses permitted in the Light Industrial zone are often involved in the secondary processing of materials into components, the assembly of components into finished products, transportation, communication and utilities, wholesaling and warehousing. The external impact from these uses is generally less than uses permitted in the Industrial zone, and transportation needs are often met by truck. Activities are generally located indoors, although there may be some outdoor storage, delivery, and loading. Offices and commercial uses are permitted on a limited basis, and only in conjunction with a permitted Light Industrial use.

Industrial (I) – The purpose of the Industrial zone is to implement the Toledo Comprehensive Land Use Plan by providing sufficient, desirable land in the city for the expansion of existing industrial sites and for the construction and development of new industry. The Industrial zone is intended to serve a range of manufacturing uses which may have significant external impacts. Uses permitted in the Industrial zone often have transportation needs that include both rail and truck. Less intensive industrial uses that are permitted in the Light Industrial zone are also permitted.

Water-Dependent (W-D) – The purpose of the W-D zone is to protect uses which need contact with or use of the water for uses such as water-borne transportation, recreation, energy production, or water supply.

Natural Resource (N-R) – The purpose of the N-R zone is to protect land and water important as habitat for plant, animal or marine life for future generations, to ensure open spaces, to promote a healthy and visually attractive environment, and to provide for human development and enrichment by providing recreational areas, facilities and opportunities.

Public Lands (P-L) – This purpose of the P-L zone is to indicate lands currently providing areas to benefit the public, regardless of ownership of the lot or parcel, and used for a public use such as schools and parks acknowledging that such lands may be put to a variety of uses.

(C) Overlay Zone Designations:

Overlay zones not specifically identified in the Comprehensive Plan may be created as needed under the Comprehensive Plan through a plan amendment. Overlay zones are zones defined by a boundary in which variations from the underlying zoning requirements may be allowed, in which additional standards may be required to be met, or in which certain land use procedures may be allowed or required. An example of an overlay zone that could be created is the establishment of a historic residential overlay zone in which construction of residences within the zone would have to meet certain architectural standards designed to maintain the historic look of that residential area.

3. Specific area plans may be adopted as plan amendments to the Toledo Comprehensive Land Use Plan. The specific area plans may provide the basis for land use planning of the specific area consistent with the Toledo Comprehensive Land Use Plan. Specific area plans may also be adopted as guidance documents for an area and, as guidance documents, they shall not replace the existing comprehensive plan regulations applicable to that area but should be given consideration in future land use actions.
4. An Urban Growth Management Agreement with Lincoln County shall be implemented to coordinate review of land use decisions outside of the City of Toledo city limits but within the Toledo Urban Growth Boundary.
5. The division of responsibilities between the Planning Commission and the City Council for land use planning to implement the Toledo Comprehensive Land Use Plan shall be established by ordinance.

6. A Toledo Comprehensive Land Use Plan Inventory shall be adopted as part of the Toledo Comprehensive Land Use Plan to provide a factual basis for the adoption of the Toledo Comprehensive Land Use Plan and the subsequent implementation of land use ordinances. The Toledo Comprehensive Land Use Plan Inventory consists of related planning documents, maps, and other information related to planning within the Urban Growth Boundary of Toledo. To ensure up-to-date and accurate factual information, the Planning Commission may be given the authority to adopt up-to-date and accurate factual information without further action of the City Council.
7. The City of Toledo will undertake a periodic review of the Toledo Comprehensive Land Use Plan as the need arises and/or in accordance with state required review time periods.
8. Amendments to the comprehensive plan or comprehensive plan map may be filed with the City on appropriate forms provided by the City by any person of legal age. Amendments may also be initiated by the Planning Commission or the City Council. The City Council will be the decision making body. Any change must be consistent with the Oregon Statewide Planning Goals and Guidelines and other applicable criteria. In addition, any applicant must show that circumstances have changed, that there is a public need for the amendment, and that the need cannot reasonably be met by any other method. In instances where an applicant can show that a mistake was made in the original Plan, that showing, along with proven compliance with the Oregon Statewide Planning Goals and Guidelines, will be sufficient to amend the Plan. Amendments to the Glossary section of the Plan may be made based on the criteria that the added definition is consistent with the Oregon Statewide Planning Goals and Guidelines and other applicable criteria.

## **ARTICLE 3:     AGRICULTURE**

*(NOT INTENDED TO BE THE SAME AS STATEWIDE GOAL #3)*

### **GOALS:**

1.     Preserve and maintain agricultural lands for farm use by encouraging growth and development to locate within the Urban Growth Boundary.
2.     Within the Urban Growth Boundary, encourage the retention of small scale agricultural uses as family farms and open space to protect natural resources until suitable properties are developed at urban densities.

### **OBJECTIVES:**

1.     Encourage orderly, compact development projects which meet urban density patterns and conserve open spaces and small farms until those areas are needed for urban development.
2.     Encourage development designs which assure extensions of urban densities and infrastructure improvements as the community grows and as areas are redeveloped.
3.     Retain open spaces needed to protect natural resources and habitats for sensitive wildlife species while allowing the use of non-protected open spaces for limited grazing and other farm use.
4.     Control conflicts between agriculture and more urbanized developments through the use of nuisance and animal control ordinances and site designs which locate animal shelters away from adjoining properties, control drainage, and provide buffers from surrounding uses.

## **ARTICLE 4: FORESTED AREAS**

*(NOT INTENDED TO BE THE SAME AS STATEWIDE GOAL #4)*

### **GOALS:**

1. Preserve and maintain forest lands for the production of forest products by encouraging growth and development to locate within the Urban Growth Boundary.
2. Within the Urban Growth Boundary, encourage the retention of forested areas as open space to protect natural resources and to maintain the character of Toledo as a forested city.

### **OBJECTIVES:**

1. Encourage orderly, compact development projects which meet urban density patterns and conserve open spaces and forested areas until those areas are ready for urban development.
2. Encourage development designs which assure extensions of urban densities and infrastructure improvements as the community grows and as areas are redeveloped.
3. Encourage the retention of forested open spaces on steep hillsides for the protection of natural resources and to reduce risks of landslides and flooding.
4. Maintain City owned non-park forested properties as natural areas until they are ready to be developed for urban uses.
5. Maintain status as a Tree City USA community and support individual and citizen group efforts to maintain urban forests and landscape programs.
6. Assess designs for new park areas to retain forested areas where they are appropriate.
7. Encourage the proper selection, planting, and maintenance of trees through landscape planning and public information.

## **ARTICLE 5: OPEN SPACES, SCENIC & HISTORICAL AREAS, AND NATURAL RESOURCES**

### **GOALS:**

1. Ensure the provision of open space and the protection of scenic and natural resources as required by state and federal law.
2. Recognize Toledo's historic resources and utilize and enhance those resources for Toledo residents and visitors.
3. Protect natural resources such as wetlands and riparian habitat areas as required by state and federal law to ensure their continued contributions as natural areas, open space, wildlife and vegetative habitat, flood protection, and storm water retention and conveyance areas.

### **OBJECTIVES:**

#### **OPEN SPACE, SCENIC AND NATURAL RESOURCES**

1. Protect existing open space, scenic and natural resources which possess environmental, wildlife habitat, and aesthetic qualities, such as riparian vegetation along waterways, as required by state and federal law.
2. Encourage the protection of trees of significant size and wooded areas that represent a visual and aesthetic resource and provide open space to the community.
3. Where possible, retain the environmental, aesthetic and open space qualities of existing wooded areas by ensuring the maximum preservation of vegetation during the development review and construction process for non-residential development and large-scale residential development.
4. Protect the open space, scenic, recreational, and environmental values of the Olalla Slough, Depot Slough, Beaver Creek, Mill Creek and Yaquina River areas, tributaries thereof, and estuaries as required by state and federal law.
5. Require new non-residential development or large-scale residential development to utilize landscaping that includes trees and encourage the improvement of existing development sites to include landscaping.
6. Where feasible, utilize and maintain public utility easements, public right-of-ways, and public lands to protect or obtain open spaces, scenic and natural resources in order to meet state and federal requirements.

7. Develop and implement a landscape enhancement program for Toledo's public right-of-ways and public property.
8. Preserve street trees where possible and develop programs to facilitate the planting of new street trees in the public right-of-ways to maintain Toledo's tree lined streets.

#### HISTORIC RESOURCES

1. Inventory, recognize and promote Toledo's historic buildings and sites.
2. Work with property owners to maintain the historic character of Toledo's Main Street and central city neighborhoods and buildings.
3. Maintain a historic museum within the historic neighborhood of Toledo.
4. Recognize and promote Toledo's historic ties with the railroad, logging and fishing industries and the Confederated Tribes of Siletz Indians through museums, sculpture and other public art displays, historical signage, and/or other forms of recognition and promotion.

#### WETLAND AND RIPARIAN RESOURCES

1. Maintain and expand the wetland inventory information which indicates areas that are wetlands within the City of Toledo and Urban Growth Boundary to provide better information to property owners in aiding their compliance with state and federal law.
2. Protect wetland and riparian areas as required by state and federal law.
3. To facilitate processing of land use applications, coordinate review with the Oregon Division of State Lands and U.S. Army Corps of Engineers of any development proposals that could impact a wetland.
4. Where possible, enhance wetland areas through mitigation techniques to provide flood and storm drainage retention, vegetation and wildlife habitat benefits and scenic qualities which provide greater value than those currently existing as required by state and federal law.

## **ARTICLE 6:     AIR, WATER, AND LAND** **RESOURCES QUALITY**

### GOALS:

1.     Ensure that existing and future land use activities meet or exceed federal, state, and local air quality standards.
2.     Ensure that future land use activities enhance or, at minimum, maintain water quality.
3.     Promote the efficient use of lands, protect sensitive areas and provide open spaces within Toledo and the Urban Growth Boundary.

### OBJECTIVES:

#### AIR

1.     Promote land use patterns, programs and standards that assure Toledo will maintain its Oregon Department of Environmental Quality air quality attainment status.
  - a.     Cooperate with state and federal agencies to ensure that local land use activities and/or regulations comply with the Federal Clean Air Act, Environmental Protection Agency regulations and the Oregon Department of Environmental Quality (DEQ) regulations or other applicable future regulations.
  - b.     Require that any industrial, commercial and residential development with a significant air contaminant discharge be reviewed by the DEQ in accordance with state and federal law for determination of the impact on the Toledo area air shed.
  - c.     Help provide information to existing, new, and expanding development on air quality maintenance programs.
  - d.     Encourage those developments which emit odors and/or noise to work with the DEQ in reducing odors and noise.
2.     Require all development with significant air contaminant discharge to undertake measures to reduce air pollution and its impacts in accordance with state and federal law through measures that:
  - a.     Utilize appropriate buffer areas and vegetation.
  - b.     Locate the discharge source where the impact is minimized.
  - c.     Utilize pollution abatement equipment and production and processing technology to reduce and meet emission standards as required by state and/or federal regulatory authorities.
3.     Cooperate with other governmental agencies and other entities to:
  - a.     Exchange information on existing and potential air pollution problems.

- b. Review options for improving air quality, considering all pollution sources (natural base levels, agriculture, and human-induced point and non-point area sources).

## WATER

1. Cooperate with local, state and federal agencies that have primary responsibilities to assist them in minimizing the quantity of pollutants from point and non-point sources entering the surface streams, lakes and groundwater.
2. Encourage existing and require all new or expanding developments to comply with applicable water quality standards, using assistance available from the Oregon Department of Environmental Quality, Lincoln County and other appropriate agencies.
3. Encourage state and county health agencies having primary responsibility for monitoring water quality in local streams, rivers, lakes and aquifers to publicize any findings of a potential public hazard and to provide background or base level information.
4. Support and coordinate with state and federal agencies' plans to contain and to clean up toxic spills and/or contaminated soils, water surfaces or ground waters.
5. Continue to require that new development be connected to the municipal wastewater and water systems unless an exception is granted by the City Council for a compelling reason. Require and, wherever feasible, facilitate the extension of wastewater and water systems as the City grows into the Urban Growth Boundary.
6. Continue to improve and operate the wastewater and water treatment systems in compliance with state and federal regulations. Improve the wastewater treatment system to prevent overflows of partially treated wastewater into the Yaquina River.
7. Develop standards requiring new and expanding land uses and developments to provide erosion and drainage controls to minimize these non-point sources from polluting the streams, rivers, lakes and aquifers.
8. Continue to reduce the inflow and infiltration of groundwater into the wastewater treatment system.
9. Develop standards that promote safe and efficient transportation and access facilities to minimize impacts on air, water, and land resource quality.
10. Continue to encourage water conservation by metering water usage and charging the full costs for producing potable water and treating wastewater.

## LAND RESOURCES

1. Reduce sprawl and promote compact development within the Urban Growth Boundary.
2. Encourage planned developments, clustering, and other development patterns that protect open spaces, minimize disturbance of natural contours and vegetation and use the public infrastructure and resources most efficiently.
3. Provide for a mixture of land uses and development patterns in addressing the economic and community development goals of Toledo that:
  - a. Balance the availability of land use zones within Toledo to meet the needs of Toledo's citizens and businesses.
  - b. Provide sufficient and appropriately located open spaces.
  - c. Encourage "mixed-use" zones and developments where it is feasible within the City (e.g. Main Street, the Toledo Industrial Park, and some residential areas).
4. Encourage the redevelopment of older, serviced neighborhoods through in-fill and revitalization policies and programs.
5. Encourage mixed-uses, development patterns and project designs that support walking, biking, ride-sharing, and the use of transit services (where transit is available) and that reduce the need to commute long distances between home and work.
6. Encourage development that supports or sustains Toledo's ability to provide and maintain adequate public facilities and services.
7. Encourage development that is compatible with community and regional environmental concerns and Toledo's natural resources.
8. Complete and implement Toledo's Public Infrastructure and Expenditure Plans (PIE Plans), including provisions for storm drainage systems and management.
9. Identify, acquire as funds permit, and manage lands needed for public services and open spaces.

## **ARTICLE 7: NATURAL HAZARDS**

### **GOAL:**

1. Prevent loss of life and property damage by requiring appropriate safeguards for all development of properties within known natural hazard areas. Natural hazards include: floods, tsunamis, earthquakes, landslides and slope hazards, weak foundation soils, high groundwater, wind/windthrow/winter storms, and wildfires.

### **OVERALL OBJECTIVES:**

1. Identify potential natural hazard areas where development may occur when appropriate safeguards can minimize the impact of hazards upon development and impacts of new development upon adjoining properties.
2. Identify and preserve known natural hazard areas best retained for open space, yards, natural resource areas, wildlife habitats, recreation, or other non-structural uses.
3. Maintain an inventory of areas subject to natural disasters and hazards. The inventory shall be used to determine the suitability of a location for development and, if necessary, be used to limit the development to a level consistent with the degree of hazard, the disaster potential and the environmental protection policies in the Comprehensive Plan.
  - a. The City shall utilize the Soil Survey of Lincoln County Area, Oregon July, 1997 (and later editions), the Environmental Geology of Lincoln County Oregon - Bulletin 81 (Department of Geology and Mineral Industries, 1973), the Environmental Hazard Inventory Coastal Lincoln County (RNKR Associates, 1977), the All Hazard Mitigation Plan: Lane, Lincoln, and Linn Counties, Oregon (G & E Engineering Systems, Inc. 1998) and other appropriate materials as guides for developing policies and regulations to minimize damages from developing in hazardous areas.
4. Develop comprehensive and effective safeguards for developments within known natural hazard areas by requiring the use of special design and construction features to reduce potential risks/damages in accordance with state building codes, other state codes, federal regulations, and local codes.

### **SPECIFIC HAZARD OBJECTIVES:**

#### **FLOODING**

1. Control development in the 100 year floodway fringe in accordance with state and federal requirements by local ordinances and standards to minimize potential damage on-site, upstream, and downstream to life and property; to transport flood waters; and to protect the economic, environmental, and open space qualities of

- the land and adjacent waterways.
- a. Nonstructural solutions to prevent flood damages shall be preferred to structural solutions.
  - b. Long-term maintenance costs and risks shall be considered when reviewing development applications and recommended solutions.
2. Provide for proper precautions reflecting the type of activities taking place and the risk factor of the site and activities when allowing development within the 100 year floodway fringe in accordance with state and federal law.
    - a. The City will encourage residential development to locate outside of the 100 year floodplain by providing a sufficient supply of appropriately zoned land. When residential development does occur within the 100 year floodplain, the homes and accessory units are to be elevated to one foot above the 100 year floodplain elevation in accordance with state and federal law. Residential uses within the 100 year floodplain and areas of severe shrink-swell soils along the east side of Sturdevant Road should remain in low to medium densities with agricultural uses remaining. The typical density should be no more than 3.11 units per acre.
  3. Continue to regulate land uses within the 100 year floodway fringe in compliance with the Federal Emergency Management Agency (FEMA) National Flood Insurance Program and the State of Oregon.
  4. Retain as open space those portions of the floodway fringe which contain natural assets such as wildlife and scenic areas, productive agricultural lands, wetlands and/or significant vegetation. These areas shall be retained by designating appropriate areas with a zone designation of natural resources and/or by pursuing a program of purchasing lands or conservation easements through a mix of public and private funds to serve the community by absorbing flood waters, filtering drainage waters, and providing wildlife habitats, view vistas and recreational opportunities.
  5. Prevent property damage from smaller but more frequent and localized flood events by using stormwater mitigation techniques.
    - a. The City shall develop a Storm Water Master Plan and erosion control measures to minimize flooding and storm water runoff.
    - b. Public infrastructure systems shall be designed and maintained to control leakage and storm water flows which cause flooding, erosion or subsidence of adjoining properties.
    - c. Continue to require compliance with the grading and excavation regulations in the Uniform Building Code.
  6. Encourage the purchase of flood insurance for properties located within the 100 year floodplain and other properties subject to flooding.

## TSUNAMI

1. Review development permit applications for compliance with applicable state and federal law regarding development in tsunami hazard areas.
2. Provide information regarding tsunamis and maps of the tsunami zone within public buildings to make the community aware of the risks and evacuation areas.

## EARTHQUAKES

1. Require new construction to meet the standards of the adopted Oregon structural building codes to assure earthquake hazards are considered in all new construction.

## LANDSLIDES AND SLOPE HAZARDS

1. Require standards regarding drainage, footings and foundations, compaction, retaining walls and excavation in compliance with the Oregon structural building codes. In addition, require erosion control measures for all activities which create bare soils, opportunities for erosion, or filling. Landslides and slope hazards are the major threats to geological stability in Toledo.
2. Encourage the use or retention of lands exceeding 25% in slope as vegetated open space.
  - a. The City shall exclude areas of 15% slopes and greater from density standard requirements in partitions, subdivisions and planned developments.
  - b. Planned developments and other design techniques shall be available to encourage clustering development away from steep hillsides.
3. Encourage the preservation of the steep, forested hillsides by clustering development into the flatter portions of the community/sites so that the forested hillsides of Toledo remain a characteristic feature of the community.
  - a. The City shall adopt standards for development of lands exceeding 15% slopes to mitigate the risk of developing on such hillsides. As the slope increases, the standards shall be adjusted to reflect the increased hazards associated with the development.
  - b. Within the City limits and the Urban Growth Boundary, encourage the preservation of vegetation on hillsides prior to development through the use of selective logging rather than clear cutting.
  - c. Encourage the preservation of the tree cover on hillside developments through site designs that minimize the loss of existing trees to the extent that it is safe and practicable or that provide a sufficient number of new trees to recreate the wooded hillside.
4. On hillsides, encourage development patterns and practices which minimize disturbances to the natural grades, soil disturbances and removal of the natural

vegetation. Developments shall be designed to fit the topography, soil characteristics, geology and hydrology of the hillsides to ensure hillside stability both during and after development.

- a. When land is divided, an analysis of the topographical features including soil types and contour lines shall be included in the review. The creation of new lots that would require construction on hillsides with more than 15% slope may require additional safeguards.
  - b. Require that vegetation disturbed during development be replaced or enhanced through revegetation of the area.
  - c. Wherever feasible, align public infrastructure, such as roads and drainages, with the natural contours of the terrain to minimize cutting and filling.
  - d. Avoid soil disturbances and the removal of native vegetation during winter months unless adequate erosion control measures are used to mitigate impacts of the development.
5. Applicable municipal code requirements for development on slopes shall reflect the above concerns by providing flexibility in the requirements for development to allow the above objectives to be met.

#### WEAK FOUNDATION SOILS AND HIGH GROUND WATER

1. Require new construction to meet the standards of the adopted structural codes to assure that weak foundation soils and high ground water are considered in all new construction.

#### WINDTHROW (the uprooting of trees by the wind)

1. Require that excavations and tree removal activities in the public right-of-ways do not destabilize adjacent trees.
2. Continue to require the removal of trees which present a danger to life or property due to being unhealthy or uprooted.
3. Encourage the vegetation of hillsides with trees suitable for the soil types and climate.

#### WILDFIRES

1. Reduce the cost of fire protection insurance by maintaining a fire protection service which meets the standards established by the insurance industry. Maintaining an insurance rating of at least 4 at all times is a goal of the community.
2. Continue to regulate property development and use by the most recent edition of the Uniform Fire and Life Safety Code and by good fire protection service delivery and prevention practices.

3. Continue to improve public streets and roadways to meet fire access lane standards. Private driveways and roadways shall be required to meet fire access lane standards for all new development. Fire access shall be designed to provide access for fire trucks, to allow for evacuation from properties, and to act as fire breaks.
4. Continue to inspect businesses and other public meeting spaces to assure compliance with the Uniform Fire and Life Safety Code.
5. Encourage Lincoln County to require fire access lanes which meet the standards of the Uniform Fire and Life Safety Code for all development within the City and Urban Growth Boundary.
6. Continue to inform builders and residents of site design, construction and landscape methods and other practices which reduce the loss of life and property from wildfires.
7. Adopt standards to locate new structures and roadways in a manner which reduces the spread of wildfires.
8. Maintain adequate storage capacity, water flows, water pressure, and hydrant locations to assure the ability to fight wildfires throughout the community.
9. Continue to participate in mutual aid agreements to assure the use of other agencies' personnel and equipment to fight wildfires within the community.

## **ARTICLE 8: RECREATION NEEDS**

### **GOALS:**

1. Provide and maintain a diversified system of safe and attractive parks, open spaces, recreation programs and facilities for the use and enjoyment by all of Toledo's citizens and visitors.
2. Promote the parks and recreation programs as cornerstones of Toledo's attractiveness as a place to visit, live and conduct business.

### **OVERALL OBJECTIVES:**

1. Continue to provide and maintain a system of multi-purpose parks and facilities for people of all ages, mobilities, and income levels.
  - a. Provide and maintain a mixture of mini, neighborhood, school, playfield and community parks to serve all of the areas of Toledo.
  - b. Provide and maintain linkages and opportunities for Toledo residents to use the regional parks located in nearby communities.
2. Provide opportunities for both passive and active recreation.
3. Protect and enhance the natural environmental qualities and values by incorporating into the community's recreational and open space plans the existing natural resources such as, drainageways, rivers, woodland areas, wetlands, and other scenic and open space features.
4. Provide an integrated system of parks which are designed, located and managed to encourage the maximum use of the facilities and choices for Toledo's residents.
  - a. Provide for and maintain a wide variety of activities in the Toledo parks including but not limited to: ballfields, tennis courts, basketball courts, play yards and equipment, skateboarding and rollerskating/blading, picnicking, hiking, and casual sports.
  - b. Provide parks which feature the water resources and natural areas for picnicking, boating and fishing opportunities for Toledo's residents and visitors.
  - c. Incorporate design features, such as gazebos, sheds, and covers, to allow parks to be used year-round.
  - d. Park facilities shall be designed, maintained, and operated to ensure public safety.
5. Wherever possible, locate and/or use school facilities and parks for the most effective and efficient joint use of the recreational opportunities they present.
6. Provide linear parks and connections which incorporate hiking, jogging, walking, roller blading and bicycle trails or provide buffers between incompatible land uses.

7. Promote/provide a variety of public and private recreation and leisure opportunities for Toledo's citizens.
8. Develop and maintain at least one area to be used for large community events and festivals. This area should be a multi-purpose area capable of being used seasonally for non-festival events.
9. Identify, develop and maintain Toledo's waterfront parks and public access areas as a major recreational focus through the development of walkways/bicycle paths, boat launching and moorage facilities, nature trails, and day use opportunities along Olalla Slough, Depot Slough, and Yaquina River areas.
10. Promote, support and enhance cultural events within Toledo such as the art walks, art shows and recreational programs for visual and performing arts and crafts activities.
11. Provide continued recreational opportunities such as the public pool and the associated services at the pool and library complex.
12. Encourage the location of privately sponsored recreational activities and events within Toledo such as bowling alleys, theaters, festivals and other events.
13. Establish and adopt a parks and recreation capital facilities and program plan. Adopt standards for the location and designs of new and existing recreational areas as neighborhoods develop. When possible, identify and acquire park sites in advance of urban development to avoid future acquisition costs.
14. Create and maintain a program/project to feature Toledo's history and historic structures and artifacts.
15. Locate, design and develop parks to be compatible with the surrounding land uses. Ensure that access, parking, lighting, landscape designs, and use schedules consider the specific location and characteristics of the neighborhoods adjacent to the parks.

## **ARTICLE 9: ECONOMIC DEVELOPMENT**

### **GOALS:**

1. Improve the economic position of all elements of Toledo's economic base by retaining and expanding the current businesses while recruiting new businesses into the community.
2. Ensure an adequate supply of appropriately zoned land to provide for the full range of economic development opportunities in Toledo including commercial, industrial, water-dependent, office and institutional service development.
3. Diversify the economic base of the Toledo area and strengthen the role as the industrial center for Lincoln County.
4. Encourage employment and business opportunities that assist Toledo's residents to maintain the highest per household average income in Lincoln County.
5. Assure that regulatory requirements provide for high standards of public health, safety, environmental protection, and welfare but are structured to support economic development.
6. Provide opportunities to develop the full range of commercial, recreational, and professional services to meet the needs of Toledo's residents and others. Reduce the need for Toledo's residents to go to other communities for retail purchases and services.

### **OBJECTIVES:**

1. Promote Toledo's economic, social and cultural image and market Toledo throughout the state and region and where appropriate, at the national and international levels.
2. Develop a marketing and business recruitment plan and program to support existing businesses and encourage new business location/development within Toledo. Improve signage, public interest stories and marketing programs to encourage tourists to visit and shop in Toledo and to reduce "leakage" of Toledo dollars to outside markets.
3. Develop codes and standards which ensure that business and industry maintain the environmental quality important to Toledo's residents and shoulder a fair share allocation of the costs of providing and maintaining public services but that also eliminate unnecessary delays, inconsistencies, conflicts and ambiguities in municipal codes, standards and procedures.
4. Improve and maintain all public infrastructure facilities (e.g. transportation, water, wastewater, stormwater and communication) to support the ability of local

businesses to compete effectively in the world marketplace. Encourage and support state and federal agencies to improve and maintain public infrastructure facilities to allow Toledo-based businesses to compete in the world marketplace.

5. Continue to participate and support local and regional coordination of economic development planning.
6. Enhance Toledo's potential for economic development associated with its location as the transportation hub of Lincoln County with rail, water and highway transportation linkages, facilities, and communications.
7. Maintain Toledo's economic strength in the wood products, fishing and other resource based industries while diversifying the industrial base within the community.
8. Complete the infrastructure improvements, market and sell or lease-out the Toledo Industrial Park complex.
9. Protect waterfront area use and promote its economic strength.
10. Maintain and strengthen Toledo's position as a tourist destination with shopping, recreational, and entertainment opportunities.
11. Recognize and promote community events as:
  - a. Potential positive economic impacts.
  - b. Important community promotional activities demonstrating the abilities, talents, and resources of the community and its residents.
  - c. Tools to develop local pride and community identity.
12. Recognize and support Toledo's unique historic character as a major cultural and tourist-oriented economic resource.
13. Enhance and promote Toledo's commercial centers, e.g. on Main Street and a portion of Business Loop Highway 20, through public and private improvement and marketing programs.
14. Renovate and improve the Main Street Downtown area as a tourist destination and the cultural, financial, commercial, entertainment, business, multi-family housing and government center of Toledo and east Lincoln County.
15. Promote Toledo's role as a center for working artists and art galleries, antique and specialty shops, incubator businesses, restaurants, and entertainment activities.
16. Allow appropriate home business occupations within residential districts to accommodate the needs of those engaged in small business ventures. Appropriate home occupations are those compatible with the surrounding neighborhoods and that have the appearance and impacts of a residence.

17. Support Toledo's educational resources as being vital to the social and economic well-being of the community and the success of the local businesses in maintaining a trained employment base.

# **ARTICLE 10: HOUSING**

## **GOAL:**

1. Encourage development of a mixture of housing stock in terms of design, type, cost, and location that meets the housing needs of all Toledo citizens.

## **OBJECTIVES:**

1. Ensure that the City has an adequate housing supply and adequate supply of residentially zoned land within the Urban Growth Boundary to provide a variety of choices regarding the type, location, density, and cost of housing units commensurate with the needs of the community's residents to support the community's growth.
2. Support the development of affordable housing to address housing needs that are not met by the market.
3. Partner with the Housing Authority of Lincoln County and other agencies, nonprofits, and other groups to help meet the housing needs of low and moderate income households.
4. Ensure an adequate supply of residentially zoned land within the city limits that is accessible to employment centers, public utilities, and public services and provides a variety of choices regarding the type, location, density, and cost of housing units commensurate with the needs of the city's residents.
5. Encourage a mix of housing types and residential densities within the Urban Growth Boundary and the city limits that conforms with the population and density projections adopted by the City of Toledo.
6. Comply with federal, state, and local fair housing laws which affirm access to housing for all persons in Toledo and employ strategies that support the Fair Housing Act and affirmatively further fair housing.
7. Recognize groups needing specialized housing such as the elderly, handicapped, homeless, and other disadvantaged groups when identifying housing programs and opportunities.
8. Encourage the provision of quality housing units through either the rehabilitation or replacement of substandard units. Rehabilitation should be the primary goal with a recognition that units which are not financially feasible to rehabilitate should be demolished and replaced.
9. Encourage innovation in housing types, densities, and design to promote a variety of housing choices and prices through actions that:
  - a. Allow manufactured homes on individual lots and within manufactured

- home parks.
  - b. Allow use of the upper floors of retail and office buildings for residences, particularly in the downtown area of Toledo.
  - c. Allow accessory dwelling units in existing residential neighborhoods.
  - d. Provide innovative development code regulations which allow for creative project designs that conform with the Comprehensive Plan.
  - e. Allow (albiet limited) opportunities for alternative housing choices, such as mobile home parks and on-board marine housing units.
  - f. Allow the establishment of bed and breakfast facilities in existing residential areas when it can be determined that the use will be compatible with the surrounding neighborhood in terms of traffic generation, parking, use intensity, size of structure, and property appearance.
  - g. Control the number and location of vacation rentals to preserve adequate housing for residents and protect the quality of life in the City's residential neighborhoods. Ensure the use will be compatible with the surrounding neighborhood in terms of traffic generation, parking, use intensity, size of structure, and property appearance.
10. Preserve and enhance Toledo's historic housing as a valuable resource. Encourage the rehabilitation of the historic housing stock and residential neighborhoods.
  11. Encourage the development of higher (quality) standard housing types and residential neighborhoods that assist to:
    - a. Attract new businesses and keep local businesses within the community.
    - b. Ensure that moderate, middle, and high income families can continue to live in Toledo.
    - c. Ensure the economic viability of the community and support the tax base and schools.
    - d. Maintain the quality of life in Toledo.
  12. Encourage residential development on vacant or redevelopable lots in areas already serviced or where services can be economically provided.
  13. Provide maximum choices for the client residents and minimal disturbance to the existing neighborhoods by dispersing multi-family and low and moderate income housing units through the community with small scale projects rather than aggregated into large complexes or single purpose neighborhoods.
  14. Allow large complexes to feasibly provide needed services, such as dining areas, health care facilities, and on-site services, for client groups with special needs, such as the elderly. In such cases the complexes should be designed and located to provide mitigation features or buffers to the adjoining neighborhoods.

# **ARTICLE 11: PUBLIC FACILITIES AND SERVICES**

## **GOALS:**

1. Provide reliable, high quality, efficient, and cost effective public facilities and services for the residents of Toledo.
2. Plan, develop and maintain an orderly and efficient arrangement of public, urban-level facilities and services to serve as a framework for urban development within the City of Toledo and the Urban Growth Boundary.
3. Provide safe and reliable water in an orderly and efficient manner to the citizens of Toledo and as a water purveyor to regional or local water agencies that enter into contracts with the City of Toledo.
4. Provide the highest possible quality of water and continue to meet or exceed the Oregon and federal water quality standards.
5. Provide adequate quantities of water to meet projected demands for consumption, fire flows, and system pressures to respond to emergency conditions.
6. Provide safe and reliable wastewater collection and treatment for Toledo residents in an orderly and efficient manner.
7. Meet Oregon and federal requirements for wastewater treatment and protection of the water quality of the Yaquina River and estuarine system.
8. Minimize the existing and future drainage problems within Toledo and the Urban Growth Boundary.
9. Provide energy efficient, comprehensive solid waste management programs that consider both separation for recycling purposes and treatment of mixed waste for alternative uses.
10. Provide for the public protection needs of all of Toledo's citizens by maintaining high standards of police, fire, and emergency medical services (EMS) protection in an efficient and effective manner.
11. Ensure that all development can be provided with adequate police, fire, and EMS protection.
12. Recognize and support the role schools and other educational facilities provide to effectively prepare the youth and adults of Toledo for the future demands of citizenship and an increasingly diverse and dynamic economy.

## OBJECTIVES:

### WATER

1. Ensure the adequacy and quality of Toledo's raw water resources, water treatment facilities and distribution system, and treated water storage facilities.
2. Encourage the use of techniques and devices to promote water conservation.
3. Service the needs of existing and projected population growth and urban development facilities by sizing the distribution and treatment systems to provide for projected growth within Toledo, the Urban Growth Boundary and the customer water agencies based upon the population projections and land use designations identified within the Comprehensive Plan and the 1998 City of Toledo Water Master Plan.
4. Implement the water system improvements identified in the 1998 City of Toledo Water Master Plan to provide appropriate services for both existing and anticipated new development being served by Toledo.
5. Continue to operate the water facilities as a service enterprise financed through the use of the services. Periodically review the water revenues, expenses, and fee schedules to maintain fee schedules which ensure that the revenues generated are adequate to meet the operating and maintenance costs of the facilities and to implement improvements needed to the facilities as identified in the 1998 City of Toledo Water Master Plan.
6. Require new development be linked with the efficient provision of water distribution and treatment facilities and that new facilities be designed and constructed to meet fire flow and pressure requirements, as-well-as water consumption requirements unless an exception is granted by the City Council for a compelling reason.
7. Require all new development be serviced by the municipal water system and that as development occurs, the water transmission lines are extended to-and-through the property to facilitate connection by the adjoining properties for efficient growth of the system unless an exception is granted by the City Council for a compelling reason.
8. Require new development requiring the extension of water distribution facilities to pay an equitable share of the costs of the extension and the use of the treatment facilities.

9. Discourage/prevent the construction of structures on top of public water lines and easements. Require or obtain easements as appropriate when land is developed or divided where new water facilities are anticipated to be located.

## WASTEWATER

1. Service the needs of existing and projected population growth and urban development facilities by sizing the collection and treatment systems to provide for projected growth within Toledo and the Urban Growth Boundary based upon the population projections and land use designations identified within the Comprehensive Plan, the 1995 City of Toledo Wastewater Master Plan, the 1995 City of Toledo Wastewater Facilities Plan, and any updates to those plans.
2. Construct wet weather overflow facilities to eliminate the discharge of untreated and partially treated wastewater to the Yaquina River during storms up to the 5-year, 24-hour event as required by the Oregon Department of Environmental Quality.
3. Implement the Wastewater System Improvements identified in the 1995 City of Toledo Wastewater Master Plan and the 1995 City of Toledo Wastewater Facilities Plan to provide appropriate services for both existing and anticipated new development in Toledo.
4. Continue to operate the wastewater facilities as a service enterprise financed through the use of the services. Periodically review the sewer revenues, expenses, and fee schedule to maintain a fee schedule which ensures that the revenues generated are adequate to meet the operating and maintenance costs of the facilities and to implement improvements needed to the facilities as identified in Objective 3 above.
5. Continue to rehabilitate deteriorated sewers and manholes that admit inflow and infiltration into the collection system.
6. Require new development be linked with the efficient provision of wastewater facilities and that new facilities be designed and constructed to minimize inflow and infiltration into the collection system unless an exception is granted by the City Council for a compelling reason.
7. Require all new development be serviced with the municipal wastewater system and that, as development occurs, the collection system is extended to-and-through the property to facilitate connection by the adjoining properties and the efficient growth of the system unless an exception is granted by the City Council for a compelling reason.

8. Require new development requiring the extension of wastewater collection facilities to pay an equitable share of the costs of the extension and the use of the treatment facilities.
9. Discourage or prevent the construction of structures on top of public wastewater lines and easements. Require or obtain easements as appropriate when land is developed or divided where new wastewater facilities are anticipated to be located.
10. Continue to utilize sludge disposal options that are cost effective, environmentally sound, provide viable long-term disposal opportunities, and use sludge productively.

#### STORM DRAINAGE

1. Protect properties and the natural environment through the management of storm drainage.
2. Restrict the discharge of polluted storm water into the Yaquina River and the estuarine system.
3. Minimize the infiltration and inflow of storm water into the wastewater collection and treatment systems.
4. Develop and implement a Storm Water Management Plan which inventories, assesses, and builds upon Toledo's storm drainage systems and facilities to properly service existing and future development.
5. Establish erosion control standards to minimize erosion and runoff from developing areas where the soil and/or natural vegetative ground cover has been disturbed.
6. Minimize the flow and frequency of storm water runoff from new development and direct the remaining runoff into proper drainages.
7. Encourage drainage systems which utilize natural drainageways unless it can be shown that a conventional piped drainage system is a more suitable alternative for both the property being developed and properties that may be impacted by a change in drainage patterns.
8. Design storm drainage facilities in developing areas with capacity to accommodate projected storm drainage flows from proposed development and to serve future land uses as identified in the Comprehensive Plan.
9. Protect existing and new drainage systems and easements and require appropriate easements when new land divisions or developments are reviewed.

10. Develop and implement equitable funding mechanisms for the provision and maintenance of storm drainage facilities.

#### SOLID WASTE

1. Ensure that any solid waste franchisees continue to provide a full range of solid waste disposal services including a recycling program.
2. Work with Lincoln, Linn, and Benton Counties and other nearby jurisdictions to assure continuous provision of regional, cost effective solid waste disposal.
3. Work with local, state, and federal agencies for the identification, clean-up and/or protection of sites containing toxic, nuisance, and visual waste material within Toledo and the Urban Growth Boundary.
4. Continue to enforce Municipal Codes regarding the proper disposal of waste materials.

#### PUBLIC SAFETY

1. Work with rural, county, state, federal, and private agencies to coordinate city and county fire protection, emergency services, law enforcement, and justice services.
2. Emphasize primary prevention techniques within Toledo as a means for preventing losses due to fire and crime.
3. Prevent crimes by supporting law enforcement programs such as school education and resource, neighborhood watch, Municipal Code enforcement, community policing, violence prevention, task force participation, and other programs.
4. Prevent fires and losses from fires by ensuring adequate fire vehicle access to all new development, requiring compliance with fire and life safety codes, encouraging the use of alarm and sprinkler systems, providing fire inspection services, requiring appropriate development design, and ensuring the proper distribution of fire hydrants and water flow capabilities as part of the development review process.
5. Support the daily and long-range needs for fire, police, and EMS protection services regarding facility and equipment needs, training requirements, and strategies for program implementation.

#### EDUCATION

1. Encourage the siting of future elementary and middle schools in locations

that minimize the need for children to cross arterial and major collector streets.

2. Review all residential proposals for safe and efficient access to school and park sites. Assure coordination of review of major residential proposals (of more than fifteen units) for potential impacts on the school system.
3. Plan for safe pedestrian and bicycle routes to all schools including the consideration of crosswalk placement, traffic signals, handicapped access, footbridges, and dedicated pedestrian easements through neighborhood areas.
4. Evaluate new and expanded school and associated facilities for impacts upon the existing traffic patterns, neighborhoods, and community facilities.
5. Encourage joint usage of public school and community facilities to assure the most efficient and cost effective provision of community services such as playgrounds, parks, meeting facilities and other items that may be underutilized by a single jurisdiction or service provider.

## **ARTICLE 12:   TRANSPORTATION**

### **GOALS:**

1.     Provide a safe and efficient, multi-model transportation system which provides linkages in a manner that enhances Toledo's neighborhoods, environment, economy, and social and scenic values.
2.     Minimize the adverse social, economic, and environmental impact costs of constructing, maintaining, and using transportation facilities and services in cooperation with county, state, and other public agencies and the private sector.
3.     Encourage safe, efficient, convenient, and economic modes of travel that reduce reliance upon one form of transportation, minimize energy consumption and air quality impacts.
4.     Develop a safe and efficient street system that will handle the project needs of the community and provide connections to the region.
5.     Provide safe, accessible, and convenient pedestrian and bicycle facilities while taking into account Toledo's topography, current street use and widths, and current funding levels for major improvements.
6.     The City of Toledo will seek for all its citizens the maximum level of access to all social, work, and welfare resources.
7.     The City of Toledo will seek for all its citizens a customer-based regionally coordinated public transit system that is efficient, effective, and founded on present and future needs.
8.     Minimize the negative impact of the rail system on other aspects of the transportation system, adjacent land uses, and quality of life in Toledo.
9.     Encourage land use patterns that maximize rail service or preserve the future opportunity to use rail transportation.
10.    Support current rail service in Toledo.

### **OBJECTIVES:**

#### **Multimodal System Objectives**

1.     Provide a multi-modal transportation system which provides services for motorized vehicles, bicycles, pedestrians, electronic data transmission, mass transit, and air, rail and water transport (including shipping).
2.     Encourage options other than the personal automobile for transportation

services through comprehensive land use planning policies that would allow reliance upon the automobile and vehicle trips to be reduced.

- a. Improve and support transit services.
  - b. Improve and support ride-sharing opportunities.
  - c. Support programs to reduce the single-occupancy trips for commuters to Newport and other Lincoln County and Benton County areas.
  - d. Encourage the provision of sidewalks, pedestrian paths, and bicycle paths/lanes.
3. Support the role of Toledo as a regional center for air, water, rail, and roadway transport connections. Within Lincoln County, Toledo has the only sites which provide rail, air, water, and roadway connections for moving goods.
  4. Continue to coordinate transportation planning and services with Lincoln County, Oregon Department of Transportation, private industry, and others determining transportation policies, programs, and projects.
  5. Maintain a Transportation System Plan which supports and implements these transportation goals and objectives, the Oregon Transportation Goal 12, and the requirements of the Oregon Transportation Rule.

#### Public Works Objectives

6. Build and maintain roadways and other transportation facilities in a manner that is the most cost effective for the life of the road so as to reduce public maintenance costs.
7. Provide transportation facilities designed to maintain safe conditions over time and in adverse weather conditions.
8. Develop a coordinated approach to the operation, development, and maintenance of transportation facilities by linking the construction and maintenance of roadways to the construction and maintenance of other public services including wastewater, water, storm drainage, public utilities, and public safety vehicle access and to the increased service level demands of new or expanded land within the City and Urban Growth Boundary.
9. Ensure continued, economically viable, and competitive access to electronic data transmission. Maintain the Toledo Public Utilities Commission to provide input to the City Council regarding franchises for the operation of public utilities within Toledo.

#### Development/Land Use Objectives

10. Assure that minimum, adopted national standards for public safety access

are maintained for each property and that access lanes are provided as fire breaks and evacuation routes within the community.

11. Require new development to extend/improve transportation facilities to complete transportation system linkages and to mitigate impacts of additional traffic from new development on the existing transportation system and neighborhoods.
12. Maintain standards and procedures to ensure the provision of the desired transportation system as each property is developed/redeveloped for more intense uses by coordinating development permits with the extension or improvement of streets and other transportation facilities.
13. Develop and maintain a Transportation System Plan and clear and objective local standards for transportation facilities construction and maintenance. Incorporate the use of the TSP and local standards into application reviews and permits for all new developments and construction projects.
14. Minimize disturbances of the natural environment or use of natural resources when locating, constructing, maintaining, and using transportation facilities and services. Encourage land use patterns which minimize environmental impacts from transporting people, goods, and services.

#### Street System Objectives

15. Provide a system of roadways that maintain vehicle capacity and public safety as the community grows.
16. Provide linkages within the community with a circulation system that is safe and convenient to all areas within the community and that links the community to Highway 20, rail, air, and water shipping facilities.
17. Maintain the character of Toledo's neighborhoods by encouraging local streets that ensure safe and efficient traffic flows but which are designed to encourage low speeds and minimize traffic impacts within the residential neighborhoods.
18. Maintain efficient and safe truck routes to support the transportation of people, goods, and services between major employment centers and markets.
19. Support and work with the Cascades West Area Commission on Transportation (CWACT) to identify funding for Western Junction projects that are in line with Toledo's vision for the intersection.

20. Work with partners to add wayfinding signs to direct visitors to downtown Toledo, the Arts District, and other Toledo attractions for all modes including vehicles, bicyclists, and pedestrians.
21. Continue to support transportation access including freight to industrial sites in the City - including the Siletz Kiln site - to support economic development.
22. Maintain flexibility with street standards for all modes given the existing topographical and right-of-way constraints, provide options to minimum standards that provide safe, feasible streets.
23. The designated Functional Classification of streets in the Toledo TSP will be used to prioritize street maintenance and guide the location and design of new streets.
24. Protect the function of existing and planned roadways by application of appropriate setbacks, land use regulations, exactions, and voluntary dedication.
25. All development proposals, plan amendments, or zone changes will conform with the Toledo Transportation System Plan.
26. Consider impacts on existing or planned transportation facilities in all land use decisions.
27. Coordinate with the Oregon Department of Transportation and Lincoln County Public Works to implement the improvements listed in the Toledo Transportation System Plan.
28. Continue to update capital plans to identify, prioritize, and construct transportation projects giving careful consideration to a constrained budget environment, topographical challenges, and diminishing sources of outside funding.
29. Land uses authorized under Comprehensive Land Use Plan Map and Zoning Map amendments must be consistent with the identified function, capacity, and level of services of transportation facilities.

#### Bicycle and Pedestrian System Objectives

30. Develop a pedestrian and bikeway system which will provide routes to allow pedestrians and bicyclists to travel to and from residential areas to schools, parks, places of employment, and commercial areas.
  - a.. Action: If there are stakeholders in this area, then every effort should be made to involve these citizens in selecting prioritized routes to be considered for feasibility, safety, and cost versus use

- practicality.
  - b. Action: The same stakeholders should also be encouraged to take an active role in determining sources of revenue for funding these improvements above the funds currently being dedicated for bike lanes.
  - c. Action: Coordinate with Lincoln County and private land owners in the development of bikeways.
- 31. All new arterial and collector streets and major improvements<sup>1</sup> to arterial and collector streets shall include the pedestrian and bikeway facility specified in the street design standard where feasible.
- 32. When traffic volume on existing collector streets (speeds <25mph) exceeds 3,000 ADT consider changing the bikeway type from shared roadway to bike lanes.
- 33. Low curb crosswalks shall be used at all intersections, consistent with ADA guidelines, to facilitate use by all pedestrians.
- 34. Where feasible, the City shall allow no physical obstruction of sidewalks such as utility poles, sign posts, or guy wires (consistent with ADA guidelines).
- 35. Provide safe, convenient, and attractive walking environments through the City with a special emphasis in the commercial area.
- 36. Visibility and unobstructed views shall be promoted for all areas of high pedestrian use.
- 37. Bicycle traffic on sidewalks shall be prohibited.
- 38. The City will work with interested landowners to explore local funding options for sidewalk improvements such as Local Improvement Districts.
- 39. The City supports the development of a well-developed sidewalk system with street trees to link the community to downtown, local parks, and the waterfront.
- 40. Support efforts by local schools and emergency service organizations to implement a bicycle, pedestrian, and driver safety education program to encourage safe walking, cycling, and driving behavior.
- 41. Coordinate with rail operators to address rough pavement at railroad crossings to create smooth crossings for bicyclists and pedestrians. (This

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<sup>1</sup>“Major Improvement” refers to a construction project where the pavement or asphalt of the street is removed down to the base rock foundation and rebuilt.

objective is in conjunction with Rail Objectives 61 and 63 to address railroad crossings).

42. Identify ways to improve wayfinding resources to guide pedestrians and bicyclists to explore Toledo and provides directions to local attractions in downtown and near the waterfront.
43. Work with regional partners to determine the feasibility of building an intercity multi-use trail.
44. Encourage community partners to explore the possibility of instituting a volksmarch<sup>2</sup> route in Toledo for programming events.

#### Port and Water System Objectives

45. Work with partners to determine the lifespan of Butler Bridge and explore the rebuilding or altering the bridge to accommodate taller barges and boats.
46. Support efforts to develop a pier for barge access at the entrance to Depot Slough on Georgia-Pacific property to take advantage of the dredged river channel.
47. Explore the possibility of a recreational (non-motorized) boat launch on the waterfront near downtown.
48. Work with the Port of Toledo and other partners to help identify an appropriate dredge spoils site for Depot Slough.
49. Continue to make the proposed intermodal hub at Tokyo Slough (linking water, rail, and freight truck transportation) a high priority.

#### Transit Objectives

50. The City will support and promote regional planning for public transportation services that use innovative technology to maximize efficiency of operation, planning, and administration of public transportation.
51. The City encourages the use of car pools and park-and-ride lots in the area and other strategies to reduce the number of single occupant vehicle trips.
52. The City shall support existing public transportation services by improving facilities and promoting public awareness of the services.

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<sup>2</sup>Volksmarching is a form of personal, non-competitive, fitness walking that originated in Germany and has a popular following in the United States.

53. The City will coordinate with other jurisdictions when park-and-ride facilities are needed.
54. Maintain long-standing partnership with Lincoln County Transit and the North by Northwest Connector to support new investments in transit service and infrastructure, and identify potential new funding sources to implement these improvements.
55. Encourage the Toledo Chamber of Commerce or other organization to explore a citywide transit shuttle or circulator that could meet the demand for improved local service for Toledo residents and employees.
56. Encourage local and regional partners to explore long-term feasibility of water taxi or ferry service to Newport.

#### Air Objective

57. If the airport closes, work with partners (including emergency service providers) to identify an alternate Life Flight landing site in the City.

#### Pipeline Objective

58. Continue to support the Georgia-Pacific plant's effluent pipeline and work with partners to maintain applicable environmental permitting.

#### Rail Objectives

59. Retain existing railroad crossings in Toledo and strive for safety measures that offer the highest level of protection.
60. Work with the railroad to minimize the visual and noise impacts of rail traffic.
61. Continue to work with the railroad to facilitate pedestrian facility installation at all pedestrian crossings.
62. Coordinate with regional organizations to emphasize the importance of the current rail system to the economy of Toledo and Lincoln County.
63. Coordinate regularly with ODOT Rail, Lincoln County, Georgia Pacific, and PNWR to work together to address the conditions of the crossings.
64. Develop evaluation criteria to prioritize public crossing investments and generate a list of improvements in order of greatest priority.
65. Continue to pursue the proposed intermodal hub at Tokyo Slough with the Port of Toledo to add potential freight rail customers.

66. Work with ODOT Rail and PNWR to develop policies to reduce idling train engines near Downtown businesses.
67. Support efforts that will attract new businesses and support existing businesses and industries that will utilize freight and potential passenger rail service between Toledo and the I-5 corridor

## **ARTICLE 13: ENERGY CONSERVATION**

### **GOAL:**

1. Promote the use of energy conservation measures and the use of renewable energy resources by both the public and private sectors.

### **OBJECTIVES:**

1. Coordinate the location, design, and operation of future public facilities so as to ensure energy efficient construction and utilization of renewable energy resources that are economically feasible over the projected life of the facility.
2. Continue to evaluate the potential of existing public facilities for increased energy conservation by maintaining records on energy use and by exploring and implementing energy conservation practices, including using renewable energy use, where feasible.
3. Continue to provide information to the public on a range of energy conservation and feasible renewable energy resources including the availability of programs that aid in the weatherization of homes.
4. Coordinate with local utilities, governmental entities, and other organizations to promote energy efficiency and renewable energy use within Toledo.
5. Protect private investment in renewable energy use by considering the potential impact that proposed development may have on existing renewable energy use and by favoring proposed development plans that will not impact existing renewable energy use.
6. Promote land use patterns and development that encourage energy conservation or renewable energy resources, such as the downtown area, where multiple use is appropriate.
7. Encourage the use of energy-efficient modes of transportation by supporting programs, such as ride-share programs, and facilities, such as bike paths, that allow for a reduction in automobile usage.

# **ARTICLE 14: URBANIZATION AND LIVABILITY**

## **GOALS:**

1. Build Toledo as a small, cost-effective, attractive, livable, and sustainable city by encouraging efficient land use patterns.
2. Design and encourage land use patterns that:
  - a. Are compact.
  - b. Mix land uses to reduce transportation costs and create vitality.
  - c. Retain Toledo's detailed and human scale design features.
  - d. Can be effectively serviced.
  - e. Protect the environment.
  - f. Provide a proper balance between jobs and housing.
3. Ensure that all new developments are reviewed expeditiously and thoroughly and result in compliance with the Comprehensive Plan goals and policies and Toledo's Municipal Code and standards.

## **OBJECTIVES:**

1. Encourage urban level development which is properly serviced with public facilities to locate within the city limits.
2. Discourage low-density sprawl development in the Urban Growth Boundary which cannot be converted to urban uses and densities when urban services become available.
3. Work with Lincoln County to ensure that as undeveloped portions of the Urban Growth Boundary are in transition from rural to urban uses, development in these areas occurs in a manner consistent with the Toledo Comprehensive Plan and standards for redevelopment.
4. Develop strong and effective annexation policies to properly identify and service new areas of growth within the city limits. Such policies should establish priority areas for expansion and methods to ensure the proper expansion and sequence of providing municipal services in an orderly and cost-effective manner which is equitable for both areas of existing development and for areas of new growth.
5. Encourage compact development and the use of already serviced vacant and underdeveloped land through effective zoning, land division, and development standards and through the prioritization of public expenditures for municipal services.

6. Encourage land use patterns and development plans that take advantage of density and location to reduce the need for travel and the extension of public services but are also designed around the natural features and constraints of Toledo's topography and environmentally sensitive areas.
7. Encourage land use methods, such as minimum density standards, planned developments, cluster developments and the integration of mixed uses and densities.
8. Encourage land use patterns that allow people to walk, bicycle, or reduce automobile trips to work, shop, and recreate.
9. Continue to focus upon Toledo's central city design but allow for mixed-uses where neighborhood commercial and other facilities can be located, designed, and operated to be compatible with the surrounding residential uses.
10. Encourage community, project, site, and building designs that:
  - a. Protect the natural amenities and characteristics of Toledo.
  - b. Provide a varied, detailed, and human-scaled design.
  - c. Maintain a functional pattern for neighborhood services.
  - d. Improve the appearance of the community.
11. Encourage the care and maintenance of all developments in a clean, orderly, and attractive manner. Encourage the redevelopment of older projects to meet modern standards for site design and landscaping.
12. Ensure that all new development addresses the following factors:
  - a. General needs and service capabilities of the neighborhood and the community in relationship to the impact of the proposed development.
  - b. Any special locational characteristics or concerns identified with the location of the site such as being within or adjacent to a wetland or in a floodplain.
  - c. Consideration of the characteristics of the site itself such as slope, drainage patterns, and/or access to transportation facilities.
  - d. Potential impacts of the development upon the surrounding area.
  - e. Use and enjoyment of a subdivision or planned development by future occupants and users.
13. Ensure that Toledo's land use planning process, policy framework, and regulatory processes are workable for and understandable by local officials, staff, and the public. Ensure that the requirement of application and review are commensurate with the size and complexity of the development request and the site characteristics.
14. Encourage flexibility in design and mixed-uses but ensure that functional design and community benefit remain as the principal review criteria.

## **ARTICLE 16: ESTUARINE RESOURCES**

### **GOALS:**

1. Recognize and protect the unique environmental, economic and social values of the Yaquina River Estuary and the associated wetlands.
2. Protect, maintain, appropriately develop, and appropriately restore the long-term environmental, economic and social values, diversity, and benefits of the estuary.

### **OBJECTIVES:**

1. Continue to participate in the regional approach to estuary planning and management and to support and update the Lincoln County Estuary Management Plan.
2. Ensure that properties along the estuary are managed in compliance with the Lincoln County Estuary Management Plan.
3. Ensure adequate provision for development consistent with the Overall Oregon Estuary Classification and according to the following general priorities (highest to lowest):
  - a. Uses which maintain the integrity of the estuarine ecosystem.
  - b. Water dependent uses requiring an estuarine location.
  - c. Water related uses which do not degrade or reduce natural estuarine resources and values.
  - d. Non-dependent, non-related uses which do not alter, degrade or reduce estuarine resources or values and are compatible with existing and committed uses.
4. Provide adequate provision for both conservation and preservation of natural resources when managing the estuary and lands adjacent to the estuary.
5. Protect recreational values and ensure adequate public access to the estuary.
6. Allow dredge, fill or other reduction or degradation of natural values of the estuary by human development activities only:
  - a. If required for navigation or other water-dependent uses that require an estuarine location.
  - b. If a public need is demonstrated.
  - c. If no alternative upland locations exist.
  - d. If adverse impacts are minimized and/or mitigated as much as possible.

## **ARTICLE 17: COASTAL SHORELANDS**

### **GOALS:**

1. Conserve, protect, restore and, where appropriate, develop coastal shorelands recognizing the valuable roles that coastal shorelands have in protecting coastal estuary ecosystems and in providing water access for water-dependent uses important to a marine industrial economy.
2. Manage the coastal shorelands in a manner compatible with the characteristics of the nearby coastal waters.
3. Reduce the hazard to human life and property, and the adverse effects upon water quality and fish and wildlife habitat, resulting from the use and enjoyment of Oregon's coastal shorelands.

### **OBJECTIVES:**

1. Protect inventoried and identified major marshes, significant wildlife habitats, and exceptional aesthetic resources by requiring the compliance of land use permits with state and federal law and by coordinating permit review with responsible state and federal agencies.
2. Protect coastal shorelands suitable for water-dependent industrial, commercial, and recreational uses from uses that would prevent water-dependent uses by identifying those shorelands in accordance with Statewide Planning Goal #17 and by designating appropriate lands with a water-dependent zone designation. Coastal shorelands currently committed to non-water-dependent uses shall be evaluated for suitability for water-dependent use during proposed land use actions on the coastal shoreland. Plans for coastal shoreland areas shall, where appropriate, allow for a mix of water-dependent, water-related, and water oriented nondependent uses and shall provide for public access to the shoreline.
3. Pursue a program including obtaining grant funding for purchasing coastal shorelands or acquiring easements for preservation of the environmental qualities of coastal estuaries and for public access.
4. Identify and protect coastal shoreland areas which may be used to fulfill the mitigation requirement of the Estuarine Resources Goal from new uses and activities which would prevent their ultimate restoration or addition to the estuarine ecosystem.
5. Because of the importance of the vegetative fringe adjacent to coastal waters to water quality, fish and wildlife habitat, recreational use and aesthetic resources, riparian vegetation shall be maintained; and where appropriate, restored and enhanced, consistent with water-dependent uses.

6. Land-use management practices and non-structural solutions to problems or erosion and flooding shall be preferred to structural solutions. Where shown to be necessary, water and erosion control structures, such as jetties, bulkheads, seawalls, and similar protective structures; and fill, whether located in the waterways or on shorelands above ordinary high water mark, shall be designed to minimize adverse impacts on water currents, erosion, and accretion patterns.
7. The City of Toledo, in coordination with the Oregon Parks and Recreation Division, shall develop and implement a program to provide increased public access. Existing public ownerships, rights of way, and similar public easements in coastal shorelands which provide access to or along coastal waters shall be retained or replaced if sold, exchanged or transferred. Rights of way may be vacated to permit redevelopment of shoreland areas provided public access across the site is retained.

# **GLOSSARY**

100 Year Floodplain - The area identified on a National Flood Insurance Program map as having flood level with a 1 % chance or greater chance of being equaled or exceeded in any given year.

Human-scale design/development - Site and building design elements that are dimensionally related to pedestrians, such as: small building spaces with individual entrances (e.g., as is typical of downtowns and main street developments); larger buildings which have articulation and detailing to break up large masses; narrower streets with street trees; smaller parking areas or parking areas broken up into small components with landscaping; and pedestrian amenities where appropriate such as sidewalks, outdoor benches, lighting, and similar features.

Riparian area - The area immediately adjacent to a water resource, which affects or is affected by the water resource. Water resource is defined as rivers, streams, and ponds, and adjacent wetlands. Riparian areas do not include the water resource itself.