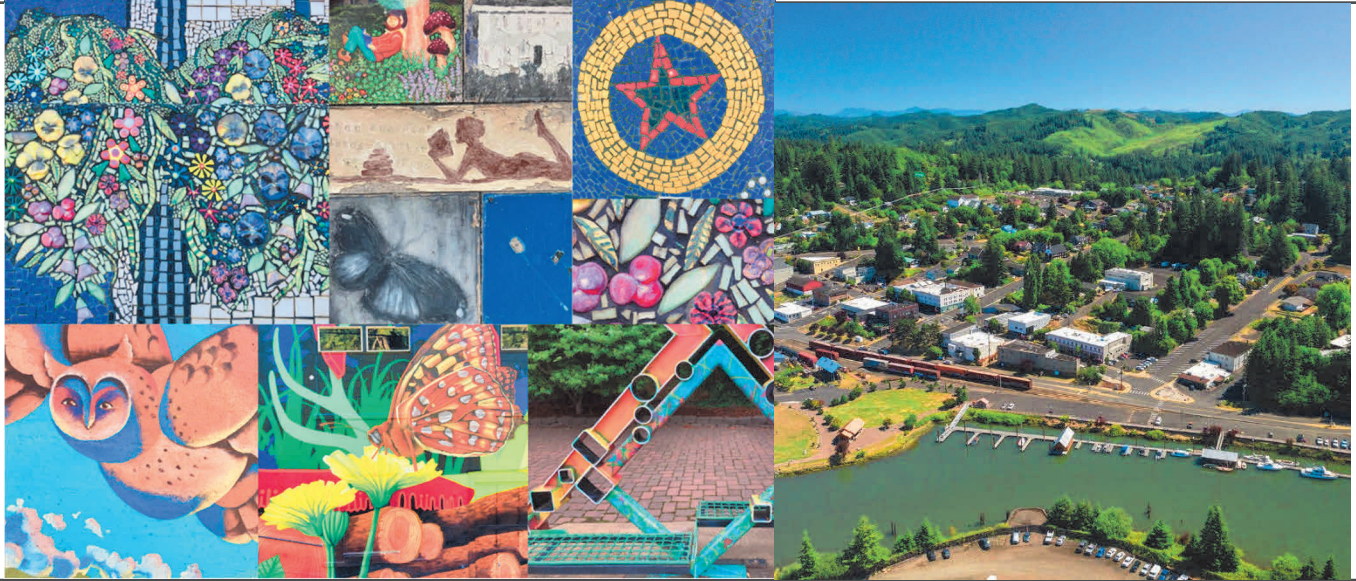




2043 Vision for Toledo, Oregon



Photos courtesy of Katy Kueter RARE Participant and Oregon Coast Visitors Association

December 2023

The 2023 Toledo Comprehensive Land Use Plan

Acknowledgements

This update of the Toledo Comprehensive Plan represents over a year of work by City Staff, the Toledo Planning Commission, and broad participation from the local and regional partners.

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Chapter 1: Introduction

Toledo's last 20 plus years have brought change, success, and challenges. The last update to the Toledo Comprehensive Plan was in 2001 after the timber decline of the 1980s and 1990s, and before the 2008 Great Recession and 2020 COVID 19 Pandemic. Overall, much has happened in the last 20 years, and it is time to update the Comprehensive Plan to reflect the community's current vision. We turned to the community for guidance and input which will shape how Toledo grows and develops in the future. The Comprehensive Plan or "The Plan" is an expression of the community's values. The Plan reflects what we learned from comments gathered during the Toledo Comprehensive Plan Survey, as well as the time we spent with residents, community partners, and many others. This document lays the groundwork for Toledo to grow and develop in a way that is consistent with the community's shared priorities. Collectively, The City created a plan that will be front and center in making day-to-day land use decisions, a plan that will be kept relevant and useful through adjustment and refinement. This is a plan that will guide Toledo's evolution over the next 20 years and beyond. This is our plan.

By the year 2043, it is projected that 3,872 people will live in Toledo (PSU Estimates). However, Elected Officials and City Staff expect the population to grow by more than the projected estimates. New residents 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, 2043 Vision for Toledo, has been written to help Toledo's citizens and leaders envision and achieve the community's desired future.

Introduction to Our City

The City of Toledo is situated seven miles inland from the Pacific Ocean on the scenic Yaquina Bay is 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.

Toledo is a rural community with a 2022 population of 3,840 (PSU Estimates). The 1999 population was 3,605 which means the population increased by about 235 people in the last 22 years. The 2000 Toledo Comprehensive Plan projected that between 5,000 and 5,600 people would live in Toledo. We now know that is not the case. Nevertheless, the population of Toledo has grown in the last 20 years and the Housing Needs Analysis/Buildable Lands Inventory (Attachment A) discusses the city's demographic changes in detail.

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, bowling alley, disc golf, historic museums, well-kept parks, and a library. Many churches of various denominations provide opportunities for worship and community events. Toledo's citizens are active in community organizations and enjoy school functions and community festivals. Each year there are many joint events with the Toledo Pool District, Port of Toledo, Toledo Chamber of Commerce, Toledo Rotary, Toledo Library, Toledo History Museum, and the city. Events such as, the Wooden Boat Show, Cycle Oregon – Gravel, Thursday Waterfront Market, Thursday Free Boating at the Port, National Night Out, Lights of Hope, Trick or Treat Mainstreet, Cornhole Classic, annual tree lighting and umbrella parade, and so much more bring visitors and locals together to enjoy Toledo.

Toledo is truly where "Art Meets Industry". With many galleries and a thriving art community Toledo has murals, metal sculptures, and phantom art galleries throughout the area. Art Toledo brings events such as Art, Oysters and Brews, Chalk a Block, and the Art Walk to the city.

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, Georgia Pacific LLC. Toledo is poised to be on the leading edge of environmental improvements with Georgia Pacific's addition of the Juno technology which is innovative technology designed to convert household paper waste into reusable fiber for container board. Dahl Disposal's waste bundling system makes it possible for waste from throughout Lincoln County to be sorted and bundled for use in JUNO, thereby removing paper waste from the landfill.

Over the last 20 plus years the City of Toledo and its partners have accomplished a lot. Key projects completed in the last 20 years include the Port of Toledo's mobile lift, multiple code updates including housing amendments, establishing an urban renewal district, 2022 housing capacity analysis, 2013 transportation system plan update, 2012 economic opportunities analysis, new 2006 Fire Department building, 2014 water storage on Skyline, 2014 Siletz River intake, Port of Toledo Waterfront park, Toledo History center, city dog park, city mural expansion project, and Georgia Pacific's Juno project.

The mission of the Toledo City Government is to provide efficient and necessary public service that protect and enhance the quality of life in Toledo, now and in the future, as determined by our citizens, the law, and available economic resources. City Council and staff strive to meet this mission and follow this value statement set forth by the city council:

- Respect - We embrace the worth and dignity of everyone.



- Integrity - We earn trust with honesty and transparency.
- Accountability - We own our words, actions, successes, and failures.

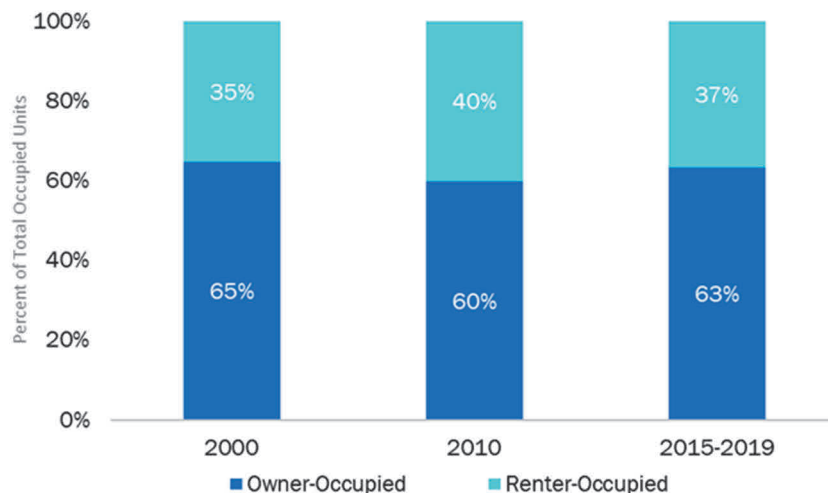
Toledo by the Numbers

The City of Toledo recently completed a Housing Capacity Analysis ([Attachment A](#)) that includes additional demographic data.

This section is meant to highlight some recent housing mix trends in Toledo.

- **Toledo's housing stock is predominantly single-family detached housing units.** Eighty-three percent of Toledo's housing stock is single-family detached; 7 percent is multifamily (with 5 or more units per structure); 5 percent is duplexes, triplexes, or quadplexes; and 4 percent is single-family attached (e.g., town houses). Toledo's mix of housing has not changed substantially since 2000.
- **Single-family detached housing accounted for a little over a third of new housing permitted in Toledo between 2010 and 2022.** About 65 percent of new units permitted were for single-family units or manufactured homes, 30 percent were for multifamily units, and 5 percent were accessory dwelling units.
- **Toledo's housing is older on average.** Nearly half of Toledo's housing was built before 1959, compared with one-quarter of the county's or state's housing stock.

Exhibit X: Tenure, Occupied Units, Toledo, 2000, 2010, 2015-2019



Source: US Census Bureau, 2000 Decennial Census SF1 Table H004, 2010 Decennial Census SF1 Table H4, 2015-2019 ACS Table B25003.

This section shows two key characteristics of Toledo's population, with implications for future housing demand in Toledo:

- Toledo's senior population grew between 2000 and 2019 and is expected to continue to increase.
- Toledo has a slightly larger proportion of younger people than Lincoln County and Oregon.
- Toledo's household average size was slightly larger than Oregon's and significantly larger than Lincoln County's.
- Toledo has a slightly higher share of households with children than Oregon.
- Over the 2015-2019 period, Toledo's median household income was above that of the county but below that of the state.

Building permit activity increased from 2019-2021 compared to past years.

Exhibit X: Building Permits Issued for New Residential Construction by Type of Unit



Source: City of Toledo, Permit Database

Toledo History

European-American settlement in Toledo began in 1866, when John Graham, his son Joseph, and William Mackey claimed land made available by the Homestead Act of 1862. The men continued down river until they came to the mouth of Depot Slough. Graham took the land adjacent to the slough and Mackey took a claim across from where the river curved. This area was later called Mackey's Point. Originally the site was named "Graham's Landing". Two years later a post office was created at Mackey's Point. The post office was named after Toledo, Ohio because Joseph Graham was homesick. The first postmaster for the Toledo post office was William Mackey. In 1882, the first townsite was laid out along Depot Slough, Toledo's waterfront.

The city was initially incorporated in 1893 and reincorporated in 1905. Toledo became the county seat of Lincoln County in 1893. Toledo was picked as the temporary county seat. It was later picked as the permanent county seat in an 1896 election. The county courthouse was built in Toledo in 1899 where the Toledo Elks Lodge is today. Charles Barton Crosno became the first mayor of Toledo. Toledo City Hall was built in 1930.

A 20-mile stretch of the Siletz Indian Reservation had been opened for white settlement in 1866. Three soldiers from Fort Yamhill made a claim three miles up from the mouth of Depot Slough and started the Premier Mill. The soldiers were positive that the Yaquina Bay area, including Toledo, would experience rapid growth. And that was mostly due to the upper bay being only 14 river miles from the mouth of the harbor at Newport.

Georgia Pacific Plan in Toledo, Oregon, 1958



Photo Courtesy of Ben Maxwell, Salem Public Library Historic Collections

Street View in Toledo, Oregon 1958



Photo Courtesy of Ben Maxwell, Salem Public Library Historic Collections

In 1870 the population figures show there were 200 residents. During the year of 1900 population had reached 302. The Corvallis and Yaquina Bay Railroad Company was incorporated in 1872. Thirteen years later the last spike was driven to complete the railroad line. On July 4th, 1885, the first excursion train from the Willamette Valley came through Toledo. The railroad provided a boost to the economy and Toledo started growing rapidly.

Port of Toledo History

The leaders in Toledo obtained voter's permission to form a port district in 1910. The importance of this was that ports could tax, borrow, buy and operate property in order to promote business and to obtain public access to waterways. The original appointed commissioners were able to commission initially \$50,000 in bonds backed by a tax on property owners. This allowed them to purchase property along Depot Slough on the south edge of town. A wharf was built and dredging was completed from Depot Slough a mile down the Yaquina River. During the year 1914, the port secured federal dredging of Depot Slough and the Yaquina River shoal. In the early years, cargo made of mostly forest products, traveled down the newly cleared waterway. In 2008 the Port took a step forward and expanded its infrastructure. There was a privately owned boatyard that was planning to close. The Port knew that it was necessary to have a haul out facility which was critical to the local fishing fleet. With support from the State of Oregon, the Port purchased the boatyard. With the boatyard acquisition, the course of the Port of Toledo was changed. A Connect Oregon V grant of \$4.6 million was awarded in 2014 which allowed the Port to purchase a 660-ton mobile lift. This purchase enabled the Port to service the local and distant water fishing fleet. With the growth the new lift presented, in 2016 another Connect Oregon VI grant and Special Public Works Fund Loan allowed the Port to expand and construct a 20,000 square foot building. This allowed boats to be worked on indoors instead of completely outdoors. The Port of Toledo has since partnered with Oregon Coast Community College, the Lincoln County School District and Maritime Administration to launch a welding program for students.

Georgia Pacific History

The Georgia Pacific paper mill in Toledo was opened in 1957. In the early years, the Port of Toledo leased land to the Spruce Production Division for a sawmill to cut airplane frames for World War 1. But, before any production happened, the war ended. CD Johnson and his associates purchased the mill and related equipment. By 1923 the mill was processing logs that were shipped to Toledo by rail. Georgia Pacific purchased the mill in 1951 and turned it into a pulp mill. Georgia Pacific built a kraft pulp and linerboard mill which opened in 1957.

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. Georgia-Pacific is an industry leader in the recycling industry and is working on innovative technology to advance the industry. This includes the Juno project that can process waste and recover and sanitize valuable raw materials.



Purpose of the Plan

What is a Comprehensive Plan?

The Comprehensive Plan is the guiding document—or “blueprint”—for how our community will grow and develop over the next 20 years.

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.

Why is it Needed?

The City of Toledo last updated its Comprehensive Plan in 2001. Since then, there has been new commercial and residential growth in Toledo. While the Comprehensive Plan has been amended to satisfy pressing needs as necessary in the past, this update positions the city to address the change Toledo has experienced in a comprehensive way. Updating the Plan provides a great opportunity to look at where we have come from, where we are now, and where we want to be in the next 20 years.

When and How is it Used?

Our goal through this process was to create a Comprehensive Plan that best serves the community. The plan is intended for use by local officials, people 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.

Oregon Statewide Planning Compliance

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 referenced or included as attachments.

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.

Oregon Statewide Planning Goals

All Oregon cities and counties are required to have a comprehensive plan that is consistent with 19 Statewide Planning Goals established by the Legislature. These goals set broad statewide POLICY goals for land use planning, citizen involvement, housing supply, economic development, transportation systems, public facilities and services, natural resources management, recreation, and more. They also direct the content within comprehensive plans. Under State law, all community plans, zoning codes, permits, and public improvements must be consistent with the comprehensive plan. This structure ensures that cities implement the State's POLICY goals first through the comprehensive plan, and then by more detailed supporting and implementing documents, such as development codes and community plans, which are in turn consistent with the Comprehensive Plan.

Once the comprehensive plan has been developed and adopted, the Department of Land Conservation and Development (DLCD), which is the administrative branch of the State Land Conservation and Development Commission (LCDC), reviews the Plan for consistency with state law and the Statewide Planning Goals, as set forth in Senate Bill 100 in 1973. Once a Plan is determined to be consistent, DLCD "acknowledges" or approves the plan.



The following is complete list of the Oregon Statewide Planning Goals (“Oregon Goals”). The highlighted goals are goals applicable to Toledo. 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

DEVELOPING AND MANAGING THE PLAN

The Comprehensive Plan update occurred over a two-year period and was designed to leverage community engagement gathered during the update process, as well as contributions from the city staff and community representatives. The topics covered in the plan reflect State requirements and community feedback. Each of the topics in the Comprehensive Plan was developed by following an iterative, consistent process that involved City staff, community representatives, elected and appointed officials, and the general public. Following this process ensured that the background research and proposed goals and policies were thoroughly vetted and refined to consider the perspectives of everyone affected by the plan—staff, partners, developers, and residents across our community. The Comprehensive Plan is explicitly designed to be a living document written with implementation, evaluation, and revision in mind. As community needs evolve, the Plan will be periodically reviewed and revised.

BACKGROUND RESEARCH & DEVELOPMENT

Background research into each topic identified specific Federal, State, or regional regulatory requirements, the historical context for the topic in Toledo, and specific issues or opportunities that should be addressed. The research was vetted by Toledo’s City staff which included subject matter experts from the City, County, and State. This background research served as the basis for developing initial drafts of goals and policies, which were also vetted and reviewed by the Planning Commission.

HOW IS THE COMPREHENSIVE PLAN WRITTEN?

There are no formal guidelines on how to write a Comprehensive Plan, however it is recommended the Plan include and comply with applicable Statewide Planning Goals (mentioned above), adopted by the LCDC, and pertain to the City of Toledo. The Plan should also reflect the comments, suggestions, and vision of Toledo residents and express that vision in its land use policies, regulations, and map designations. Beyond the inclusion of applicable Statewide Planning Goals and Toledo’s Vision, there is no set template on how to write the Plan. How the Toledo Planning Commission and the City Staff, with help from DLCD and Oregon Cascades West Council of Governments (OCWCOG), prepared to write this plan was by reviewing existing plans in neighboring cities, cities with similar population size, or cities that recently updated their plans. Also, in drafting the plan, the Toledo Planning Commission acknowledges this initially adopted Comprehensive Plan will still have some gaps due to the lack of capacity, funds available, knowledge, and experience needed for such a tremendous undertaking. Once the Plan is adopted by Toledo City Council, the City and Planning Commission will prioritize updating the Plan, on a timely basis, and ensure that all gaps are addressed, which will be discussed further in the “Updating the Plan Moving Forward” section.

PLANNING COMMISSION

The Toledo Planning Commission, Planning Department, and City Manager play key roles in reviewing background research and refining draft goals and policies. The Plan’s partners consist of City staff, the Planning Commission, Lincoln County, and representatives from the State of Oregon.

OUTREACH

Add outreach effort information

- Community Survey – Summer 2022
- Planning Commission Meetings Once a Month
- Joint Work Sessions
- Open House on April 26th, 2023
 - Marketed at the Toledo Library



- Flyers distributed at city hall and the library
- Shared on social media
- Announced open house on City's and Library's Facebook page
- Shared information with business owners
- Final Joint Work Session Fall 2023

April 2023 Open House



ADOPTION PROCESS

The majority of the work to develop the Comprehensive Plan update was completed in informal public processes before formal adoption began in **November 2023**. Adopting a new Comprehensive Plan is a legislative procedure which requires the Planning Commission to begin the process by approving an order initiating a public amendment to the existing Comprehensive Plan. Initiation is followed by one or more public hearings at the Planning Commission, which then forwards a recommendation to the City Council to adopt or reject the Plan. The City Council then takes that recommendation into account when considering an ordinance to formally adopt the Comprehensive Plan.

UPDATING THE PLAN MOVING FORWARD

The Comprehensive Plan is intended to be a living document. The Plan was designed with the flexibility for revisions reflecting changing circumstances, with two key paths for maintaining the plan:

- Goals and policies for each topic, while clearly interrelated, are developed in a modular, self-contained manner to allow for easy amendment. Each POLICY was developed, wherever possible, to address a single POLICY subject, making policies easy to understand, apply, and refine where needed.
- Implementation measures for each of the new policies are developed and maintained outside of the Comprehensive Plan document. These implementation measures can be

frequently reviewed, updated, and reprioritized to ensure that the city can be responsive to changing needs of the community, while also maintaining a solid connection to our collective vision. As implementation measures are maintained outside of the Comprehensive Plan document, updates can be made without the need to follow formal adoption processes.

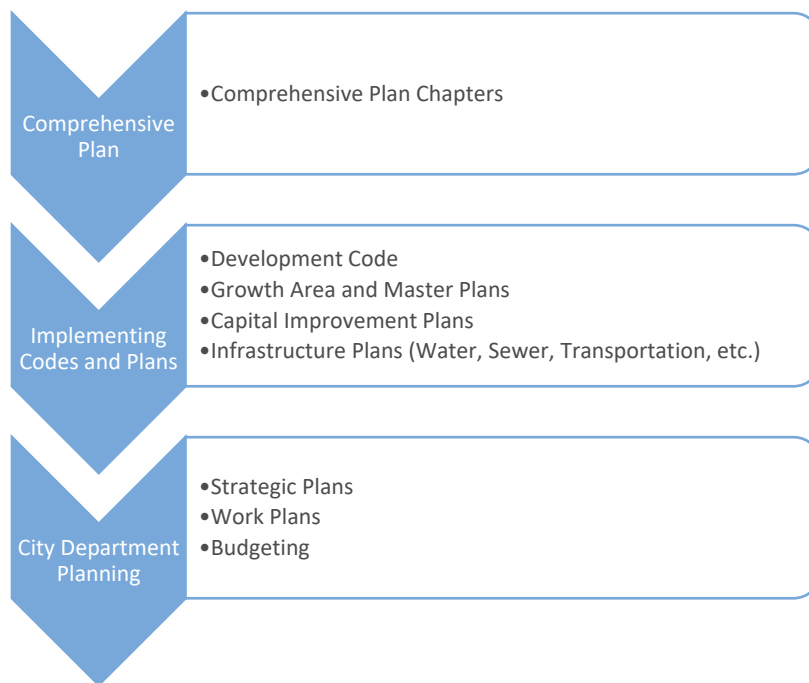
OVERVIEW OF THE IMPLEMENTATION PROGRAM

Implementation measures are the specific, concrete, and measurable actions that apply policies as part of on-the-ground City operations. Traditionally, comprehensive plans include long lists of implementation measures alongside the goals and policies without a strategy for putting those measures to work. Since any modifications to the Comprehensive Plan must go through an amendment procedure including public notices, public hearings, and State review, even simple revisions to address changes in existing conditions or shifting priorities must be completed through a cumbersome process. As part of Toledo's Comprehensive Plan update, implementation measures have been split out into a separate, living document in order to provide more flexibility in their use as a city work program. Progress will be tracked periodically to ensure that implementation is ongoing.

Implementation measures will be assigned to the City Council and the City Manager to identify any costs and provide a timeline for action. This approach goes above and beyond the base level requirement to create a tool that will increase transparency and accountability in planning activities to help our community thrive in the long term.

Within the implementation program, State law requires local governments to provide implementation tools adequate to fulfill the purpose of the Comprehensive Plan. Implementation tools are another important component of the comprehensive planning process. The Comprehensive Plan informs the development of zoning codes, development and annexation agreements, urban renewal plans, service coordination agreements, master plans, and other City plans. These tools play a key role in applying the broad goals and policies of the Comprehensive Plan to specific land use and administration decision-making. As with all other components, implementation tools and measures must be consistent with the Comprehensive Plan.





Organization of this Report

Each topic opens with a statement articulating the important role that the subject matter plays in the function of our community and is followed by a short summary providing context and information about the City’s POLICY strategy going forward. The Goals & Policies document is organized in a way and includes features that maximize its ease and efficiency of use in land use planning practice. It aspires to present information in a way that is clear and accessible, avoiding the use of jargon where possible and providing definitions where specific terms are necessary, in order to provide a tool that is useful to the community as well as the City. The policies contained within the document will direct decisions shaping the form and function of the City.

- Goal statement. A goal is a broad statement of purpose that defines our community’s ideal future. Goals are advisory.
- POLICY statement. A policy is a clear statement guiding a specific course of action for decision makers to achieve a desired goal. Policies are regulatory.

Vision

The City of Toledo strives to be a leader in transformative efforts that make Toledo a choice for people to live, work, and play as a result of our safety, sense of community, local businesses, and public services.

Aspirations

The Toledo Comprehensive Plan includes seven guiding aspirational statements to recognize that implementation of this Plan must be balanced, integrated and multi-disciplinary. The influence of our aspirations is seen throughout the Plan as they shape many of the individual policies and projects.

Business Community

We aspire to have a thriving business community catering to the needs and desires of our residents and attracting visitors. Toledo supports small businesses, home-based businesses, and creative entrepreneurs. Furthermore, Toledo supports the continued innovation.

Housing

We aspire to provide a wide range of economic housing options for all who value our community's wonderful quality of life and make Toledo home.

Quality of Life

We aspire to have our quality of life nourished by our city's strong economic, organizational, cultural, and transportation connections throughout Lincoln County. Our combination of physical and cultural advantages exemplify why Toledo is a wonderful place to settle down, raise a family, or start a business.

Infrastructure

We aspire to build, maintain, and upgrade our transportation, parks, water, sewer, stormwater, and public safety systems to ensure residents receive high quality, reliable essential services.

Locational Advantage

We aspire to be a community maximizing the benefits of our location: inland from the coast on the beautiful Yaquina River, surrounded by estuaries, forested areas, and a rural landscape. Location was one of the top answers on the Comprehensive Plan survey's favorite thing about Toledo question.

Art District

We aspire to have vibrancy within the Toledo downtown and Art District. Art Toledo and Downtown Toledo are a source of pride for the whole community, as well as a significant attraction for visitors.

Balance of Business Support and Ecosystem Maintenance

We aspire to balance business needs of the estuary and protecting and maintaining its ecosystem. The city is located adjacent to the Yaquina River and associated estuaries. The estuary provides essential business and provides valuable ecosystem services to Toledo's air, water and land.