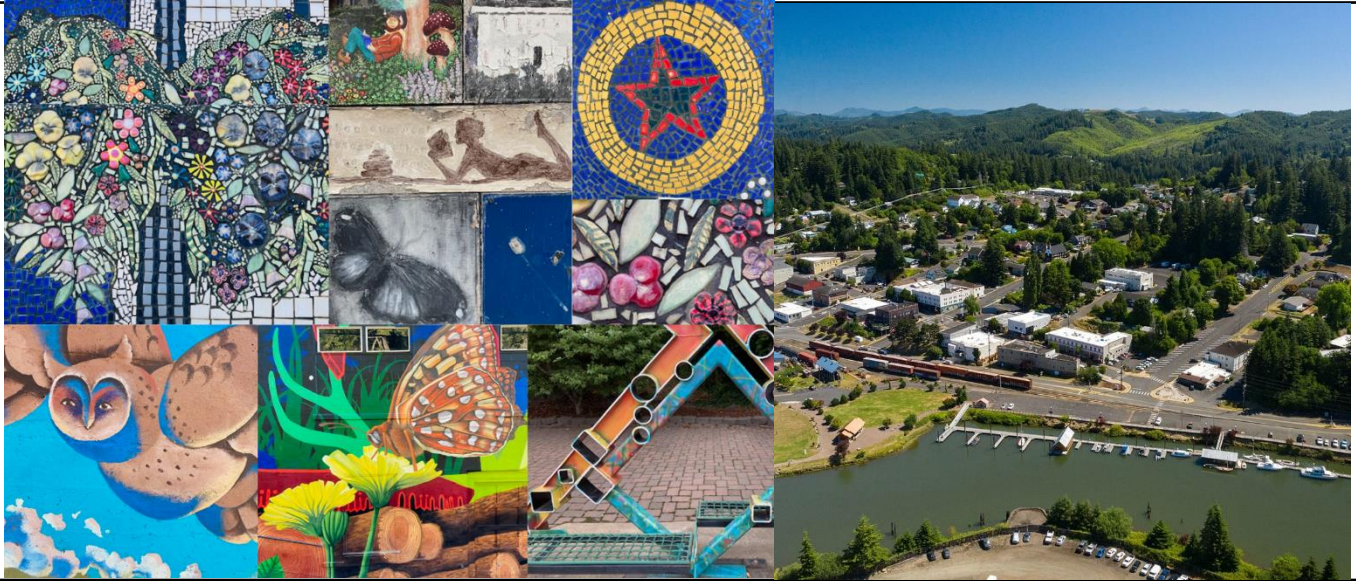


2043 Vision for Toledo, Oregon



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 two years 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 Capacity Analysis/Buildable Lands Inventory 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.

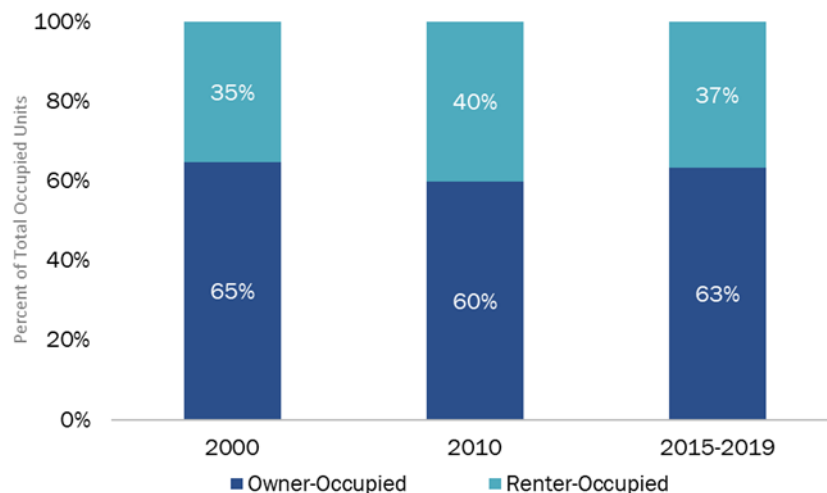
Toledo by the Numbers

The City of Toledo recently completed a Housing Capacity Analysis 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 1: Tenure, Occupied Units, Toledo, 2000, 2010, 2015-2019



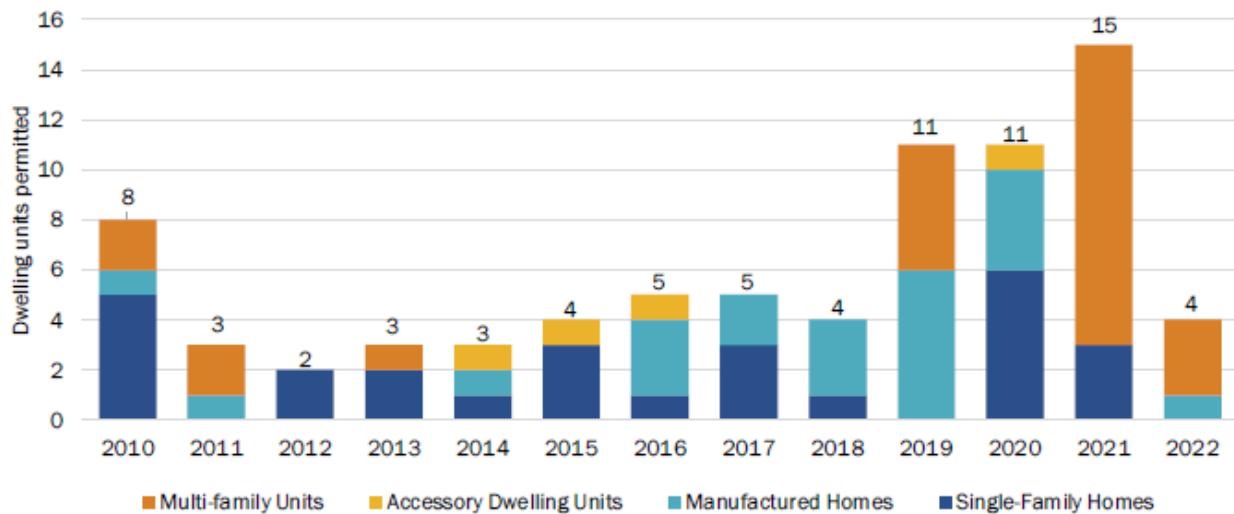
Source: US Census Bureau, 2000 Decennial Census SF1 Table H004, 2010 Decennial Census SF1 Table H4, 2015-2019 ACS Table B25003.

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 2: 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

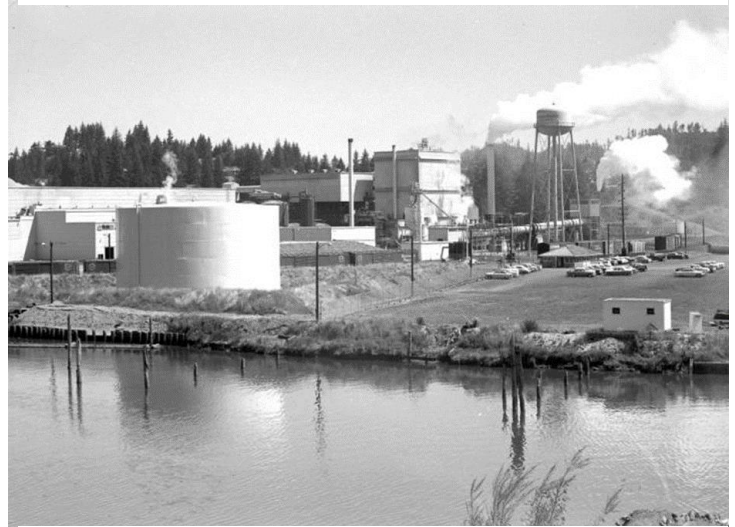


Photo Courtesy of Ben Maxwell, Salem Public Library Historic Collections

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 appendices.

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 (See Appendix A).

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

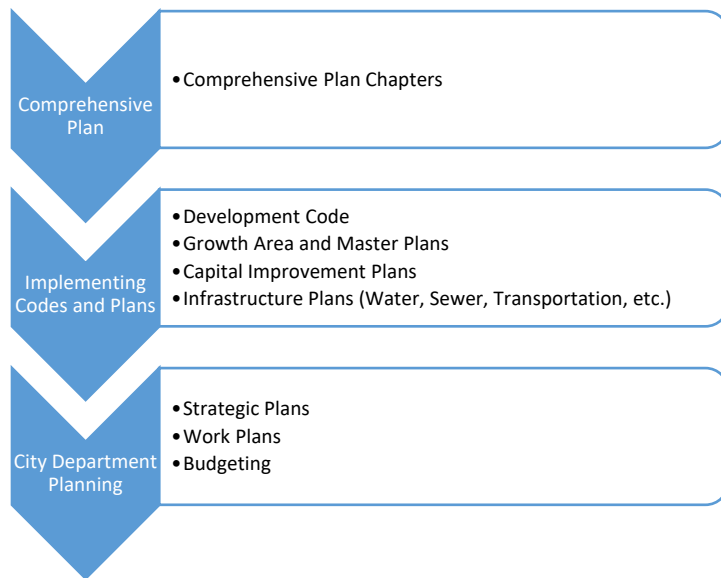
frequently reviewed, updated, and reprioritized to ensure that the city can be responsive to changing needs of the community, while also maintaining a solid connection to our collective vision. As implementation measures are maintained outside of the Comprehensive Plan document, updates can be made without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

Comprehensive Plan Chapters

Article 1: Citizen Involvement

Public involvement is a required part of land use planning in Oregon. This requirement is one of the things that make Oregon's land use planning program unique. The requirement for public participation is written in the first goal of nineteen in the statewide land use planning system (DLCD Website).

Goal 1 calls for "the opportunity for citizens to be involved in all phases of the planning process." It requires each city and county to have a citizen involvement program that addresses:

1. Opportunities for widespread public involvement
2. Effective two-way communication with the public
3. The ability for the public to be involved in all phases of the planning process
4. Making technical information easy to understand
5. Feedback mechanisms for policy-makers to respond to public input, and
6. Adequate financial support for public involvement efforts

The goal also calls for local governments to have a committee for citizen involvement (CCI) to monitor and encourage public participation in planning.

Local Context

The Toledo Planning Commission acts as the CCI in the City of Toledo. Proactive and effective citizen involvement is a cornerstone of planning practice, and focused public engagement is crucial to achieve success in planning initiatives that often impact the entire community. Toledo residents expect the city to maintain transparency, provide access to information, and offer meaningful public participation in the planning process.

Citizen Involvement Goals and Policies

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

The City's Citizen Involvement Program is organized to emphasize the necessity to achieve these four goals:

1. Inclusion
2. Engagement
3. Accessibility
4. Accountability

Inclusion – Goal 1

The City of Toledo works to create an atmosphere that provides for widespread citizen involvement.

Policy 1 – Engagement in all Phases: The City shall involve a cross-section of citizens, citizen organizations and public agencies in all phases of the planning process.

Policy 2 – A designated Committee for Citizen Involvement: The City shall designate the Planning Commission as the recognized citizen involvement committee for the planning process and programs.

Policy 3 – Planning Commission Member Appointment: The City shall select and appoint the Planning Commission members by an open, well-publicized public process.

Policy 4 – Engage Community Organizations and Public Agencies: 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.

Policy 5 – Accommodate for Diverse Participation: The City shall utilize community involvement best practices that accommodate for the diverse needs of citizens such as physical ability limitations, language barriers, and time constraints when appropriate and financially reasonable.

Engagement – Goal 2

The City of Toledo maintains a comprehensive citizen involvement program to engage Toledo residents.

Policy 1 Citizen Awareness: Public involvement programs shall be designed and conducted to meet or exceed the legal requirements for each stage of the planning process. The city will partner with the Toledo Library, Fire Department, Police, and others to inform the public about local events.

Policy 2 Public Participation: 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.

Policy 3: Two-Way Communications: Opportunities shall be provided to develop two-way communications between local officials and citizens. This shall include community surveys, open houses, and an online comment box.

Policy 4 Social Media: The City shall develop and adopt a social media policy that utilizes social media platforms to enhance citizen involvement methods and techniques.

Policy 5 Best Practices Engagement Methods: The City shall utilize community engagement methods, tools, and technologies that are recognized as best practices.

Accessibility – Goal 3

Ensure citizens are provided clear, user-friendly, and appropriate information and opportunities to participate in City planning initiatives, processes, and decision- making.

Policy 1 Informed Citizenry: The City shall take minutes of the City Council, Planning Commission, and Committee readily available for public use at City Hall and on the City website. All plans, studies, records of decisions, maps, and related ordinances will be made available for public use at City Hall. In addition, the city shall continue the monthly newsletter to inform citizens about events, projects and city council discussions.

Policy 2 Formal and Informal Hearings: Times shall be established to allow citizens and public officials to communicate at formal hearings and meetings to discuss planning issues. Informal opportunities for two-way communications shall be encouraged in appropriate settings and at appropriate times for the topics of interest. Information shall be provided to inform citizens about how, when, and where they may participate.

Policy 3 Accessible Information: The City shall A) Make 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, and C) Provide information to the public in accessible and easy to understand formats, including multiple languages where appropriate.

Policy 4 Develop Consistent Procedures: The City shall develop and utilize a consistent set of procedures for notifying and soliciting input from the public as appropriate to the scale and type of the proposed action.

Policy 5 Hybrid Meetings: The City shall host public meetings in a hybrid format and when in-person attendance is limited due to an emergency declaration the City shall provide a place for individuals to attend that do not have phone/computer access.

Accountability – Goal 4

Ensure Accountability and clarity in City of Toledo planning processes and decisions.

Policy 1 Rights and Responsibilities: The City shall establish clear rights and responsibilities of applicants, decision-makers, staff, and other participants of planning projects, initiatives, and decision-making processes.

Policy 2 Reporting and Program Evaluation: The Planning Commission and City Manager shall provide periodic reports to the City Council evaluating the process being used for citizen involvement.

Policy 3 Mechanism for feedback: The City shall 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, and C) Recommendations

and plans resulting from the citizen involvement program shall be retained and made available for public review.

Policy 4 Adequate Funding: 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.

Policy 5 Implementation: Once adopted, the policies stated above shall be recognized as Toledo's Citizen Involvement Program.

Article 2: Land Use Planning

Land Conservation and Development Commission (LCDC) Statewide Planning Goal 2, Land Use Planning, establishes a land-use planning process and POLICY framework with which local Comprehensive Plans must comply. This section of the Comprehensive Plan contains the City's land-use planning goals and policies, consistent with state and regional requirements.

The Comprehensive Plan Map is used to guide land use and development in the city. The map shows geographic areas that have been designated for general land uses in accordance with the Comprehensive Plan. The map also shows the general development pattern of the city and indicates which areas are best suited for residences, commercial, office, and industrial uses, and which areas should be left undeveloped.

Local Context

The Toledo Comprehensive Land Use Plan is organized by topic areas that reflect the Oregon Statewide Planning Goals. The purpose of the land use element of the Plan is to delineate a land use pattern for Toledo that will guide the future use of land. The land use plan is based upon the other elements of the Comprehensive Plan, community desires as expressed by citizen reviews, policy statements, projected land use needs to the year 2042, and existing land use patterns. Minor edits to the City of Toledo Zoning Map and Comprehensive Plan map have occurred over the last 20 years; however, a major city-wide update has not been completed.

The City of Toledo completed a Housing Capacity Analysis (HCA) and Buildable Lands Inventory (BLI) in 2022. The Economic Opportunities Analysis (EOA) was completed in 2010.

Key conclusions of the HCA included.

- Toledo's population is forecast to grow slower than in the past.
- Toledo's needed housing mix is for an increase in housing affordable to renters and homeowners, with more attached and multifamily housing types.
- Toledo provides housing that is comparatively affordable relative to cities like Newport and Waldport.
- Toledo has a need for additional housing affordable to lower and middle-income households.
- Toledo has enough land within its UGB to accommodate the forecast for growth between 2022 and 2042.
- Toledo's residential land base is heavily constrained and is a barrier to housing development.
- Toledo's vacant land includes areas that are costly to serve with infrastructure such as water or wastewater service.
- Commercial areas may provide opportunities for development of new housing, especially multifamily housing.

Development Constraints: Constraints in Toledo include floodplains, steep slopes, and areas susceptible to landslides, and areas constrained by estuaries, wetlands, or tsunami inundation

zones. Within the UGB but outside of the city limits, there about 420 acres of vacant and constrained land in the Low- Density and Medium-Density residential zones. This large amount of vacant land that is constrained land makes it difficult for Toledo to support housing development, because there is so little land that is easily developable and less costly to serve.

Exhibit 3 shows that Toledo has sufficient land to accommodate housing development in each residential plan designation. Toledo has capacity for 245 dwelling units and demand for 15 dwelling units. The result is a surplus of capacity for housing, beyond the forecast of housing growth over the next 20 years of about 230 dwelling units. The largest surpluses are in the UGB Low-Density Residential and Toledo General Residential plan designations.

Exhibit 3: Comparison of Capacity of Existing Residential Land with Demand for New Dwelling Units and Land Surplus or Deficit, Toledo UGB, 2022-2042

Plan Designation/Zone	Capacity (Dwelling Units)	Demand (Dwelling Units)	Capacity less Demand (Dwelling Units)	Land Sufficiency (Acres)
Within City Limits				
Residential Single (R-S)	31	5	26	5
Residential General (R-G)	82	10	72	5
Within UGB, Beyond City limits				
Low Density Residential	111	-	111	20
Medium Density Residential	21	-	21	1
Total	245	15	230	31

Overall, the 2000 Comprehensive Plan projected a population of 5,500 by the year 2020. The 2022 population was 3,840 showing Toledo did not grow as fast as expected. With that said, City Elected Officials and Staff anticipate growth to increase by more than the projected 32 people over the next 20 years. Toledo will closely monitor actual population growth.

Implement Land Use Policies – Goal 1

To implement locally desired land use policies and practices that are consistent with the State of Oregon's land use planning program.

Policy 1 – Implementation: 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. Ensure the requirements of the Toledo Municipal Code (TMC) are consistent with the Comprehensive Plan and that the Plan is implemented through thoughtful zoning and development ordinances, interpretation, and programming.

Planning Process and Policy Framework – Goal 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.

Policy 1 – Sufficient Lands: 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 3,872 by the year 2042 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:

Exhibit 4: Comprehensive Plan Land Use/ Zoning Consistency (Plan Designation Zoning Matrix)

Comprehensive Plan Land Use Designation	Zones Consistent with the Land Use Classification
Low-Density Residential	Single Family Residential (R-S) Zone
Medium-Density Residential	Single-Family Residential (R-S) or General Residential (R-G) Zones
Commercial	Commercial (C) Zone
Industrial	Industrial, Light-Industrial, and/or Water-Dependent Zones
Water Dependent	Water Dependent Zone
Natural Resource	Natural Resource Zone

The relationship of the Plan designations to the zoning districts is summarized graphically in the “Plan Designation Zoning Matrix.” This matrix is for determining the compatibility of a particular zoning district with any given Plan designation. The matrix shows what zoning districts are compatible with each Plan designation.

- 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.

Medium-Density Residential – This designation provides for either lower or higher density housing.

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. 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 to increase the level of employment, enhance the tax base, decrease service costs, and achieve a healthy diverse, and stable local economy.

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.

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.

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.

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. The Estuary Management Plan updated process is underway.

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 Designations

Zoning is a major “tool” for implementing the Comprehensive Plan. By law, zoning must be “consistent” with the Comprehensive Plan. However, this does not mean that zoning designations simply duplicate Comprehensive Plan designations. The zoning cannot permit uses or intensities that are not allowed under the particular Plan category. It is possible to have zoning that is more restrictive than the Plan designation (e.g., if the land is not needed for such uses in the short run, or a particular area is not currently suitable for such development). In those instances, the zoning intensity would be increased when the land was needed and/or the suitability of the land for a particular use was assured.

Zone changes will occur, since minor adjustments to the Comprehensive Plan undoubtedly will occur. Zone changes also will occur concurrently with annexations, although the particular zone(s) attached to each annexation depends on the Plan classification, the need for the intended uses, and the suitability of the land for a particular use.

Zoning regulations within the Urban Growth Boundary will be administered by the City of Toledo for areas inside the city limits and by Lincoln County for land outside the city limits. Zone changes in the urbanizing area will be reviewed by the City of Toledo subject to the requirements of the joint Urban Growth Management Agreements with Lincoln County.

The Toledo Development Code describes the zoning districts that apply within the city limits. For information on zones that apply in the urbanizing area, refer to the Lincoln County zoning code.

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. The Main Street Overlay was created for downtown Toledo. Another 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.

Factual Basis for all Decisions and Actions – Goal 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.

Policy 1 – Area and Community Plans: 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.

Policy 2 – Urban Growth Management Agreement: An Urban Growth Management Agreement (UGMA) 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. The City shall review the UGMA to ensure land within the Urban Growth Boundary (UGB) can be efficiently redeveloped when annexed into the city limits.

Policy 3 – Planning Commission and City Council Responsibilities: 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.

Policy 4 – Technical Framework: 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.

Policy 5 – Updates: The City of Toledo will review the Toledo Comprehensive Land Use Plan as the need arises and/or in accordance with state required review time periods. Updates shall:

- a. Remains current and responsive to community needs
- b. Retains long range reliability
- c. Incorporates the most recent and reliable information

Policy 6 – Amendments: 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. Future boundary amendments shall utilize property lines whenever possible to facilitate boundary management and site developments. 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 Planning Goal 3]

While Oregon Statewide Planning Goal 3 Agricultural Lands does not apply within the Urban Growth Boundary (UGB) and Toledo does not have agricultural zoned lands within its city limits, the city supports and encourages City and countywide efforts to preserve and maintain agricultural lands.

Agriculture Goals and Policies

Development Pattern – Goal 1

Preserve and maintain agricultural lands for farm use by encouraging growth and development to locate within the Urban Growth Boundary.

Policy 1 Orderly Development. 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.

Policy 2 Limited Open Space Farm Use. 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.

Policy 3 Conflicting Uses. 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.

Small Scale Farming, Food Security, and Education – Goal 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.

Policy 1 Community Gardens and Food Production. Increase local and countywide private community gardens and food production opportunities.

Policy 2 Local Food Production. Decrease food insecurity in the city and county through the increase of local food production.

Policy 3 Support Community Food Banks. Increase the amount of locally produced food donations and consumption as well as increase support of efforts to utilize natural food sources and decrease food waste.

Policy 4 Support Farm to School Food Programs. Support distribution systems to supply fresh locally produced foods to students and staff in Toledo schools. In addition, promote sustainable farming through support of educational programs to teach gardening, farming, and other skills to local youth.

Agritourism – Goal 3

The city shall support and encourage agritourism within the city and county.

Policy 1 Diverse Partnerships to Support Agritourism. Work with diverse partners to support agritourism such as the City’s partnership with the Farmer’s Market.

Article 4: Forested Areas [Not Intended to be the same as Statewide Planning Goal 4]

While Oregon Statewide Planning Goal 4 Forest Lands does not apply within the Urban Growth Boundary (UGB) and Toledo does not have forest lands zoned within its city limits, the city supports and encourages City and countywide efforts to create partnerships and ensure safe environmental practices. The city's goal is to support the local timber industry while also preserving and maintaining forest lands through partnerships at the local, county, state and federal level. In addition, Natural vegetation on steep slopes, for example, protect soils from erosion and thereby preserves clean water resources.

Development Pattern – 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.

Policy 1 Orderly Development. 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.

Forested Areas with the UGB – Goal 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.

Policy 1 Hillside Development. Encourage the retention of forested open spaces on steep hillsides for the protection of natural resources and to reduce risks of landslides and flooding.

Policy 2 Forested City Owned Property. Maintain City owned non-park forested properties as natural areas until they are ready to be developed for urban uses.

Policy 3 Tree City USA. Maintain status as a Tree City USA community and support individual and citizen group efforts to maintain urban forests and landscape programs.

Policy 4 Forested Parks. Assess designs for new park areas to retain forested areas where they are appropriate.

Policy 5 Tree Selection. Encourage the proper selection, planting, and maintenance of trees through landscape planning and public information. The city shall develop a list of approved street trees.

Article 5: Open Spaces, Scenic and Historical Areas, and Natural Resources

The Land Conservation and Development Commission (LCDC) Statewide Goal 5 requires local governments to protect open space, scenic and historic areas and natural resources as part of the statewide planning process. Based on a survey and evaluation of the location, quantity and quality of Goal 5 resources, Toledo must determine which resources are significant such as fish and wildlife areas and habitats, riparian areas, and wetlands. The city will protect sites listed on the National Register of Historic Places and may identify other significant historic sites or structures.

Local Context

The City of Toledo has not completed a Wetlands Inventory since 1995. The city will identify a funding source for an updated Wetland Inventory. When the wetland inventory is completed Goal 5 of the Comprehensive Plan will be updated at the same time. In the interim the city will continue to rely on the 1995 Wetland Inventory and the Statewide Wetlands Inventory (SWI) map. The SWI will continue to be used for providing Wetland Land Use Notification to DSL, as specified in statute.

Riparian Corridors: Pursuant to Statewide Planning Goal 17 – Estuarine Resources, a Goal 5 inventory of riparian corridors is sufficient to meet the Goal 17 requirements. Riparian corridors have been inventoried pursuant to the “safe harbor” inventory requirements of OAR 660-023-0090. The riparian corridor is 75 feet upland from the top of each bank of the Yaquina River (a fish-bearing stream with an annual stream flow of greater than 1,000 cubic feet per second). The riparian corridor is 50 feet from the top of the bank of the Olalla Slough, West Olalla Creek, East Olalla Creek, Little Beaver Creek and the Depot Slough (fish-bearing streams with annual stream flows of less than 1,000 cubic feet per second). Wetlands in Toledo were inventoried in the 1995 City of Toledo Local Wetland Inventory that has been approved by the Oregon Department of State Lands. Where a wetland has been identified in the Local Wetland Inventory and is within the riparian corridor of a stream, the riparian corridor boundary includes the wetland and is measured from the upland edge of the wetland.

Wetlands: Wetlands have been identified through a Goal 5 inventory. Tidally influenced/saltwater wetlands were inventoried under a separate process as part of the Estuary Management Plan development. Most of the existing natural resources in the Urban Growth Boundary fall under the Goal 17 Coastal Shoreland regulatory regime. The City of Toledo in 1995 completed a local wetland inventory that has been approved by the Oregon Department of State Lands.

In the years ahead, Toledo will continue to emphasize strong protections for fish and wildlife habitat, and watersheds in an efficient regulatory framework that is sensible and balanced while also encouraging innovation. The city will also look to collaborative approaches with public and private partners to expand community awareness and stewardship of natural resources. Finally, the city will continue to manage its inventoried natural resources to proactively identify how to best protect natural resources in the face of additional growth.

As part of a holistic approach to development, the city will emphasize preservation and awareness of historic resources. Promoting public awareness and appreciation of the community's history will be critical to building stewardship for historic resource management. The city will focus on innovative strategies for enhancing the use of historic resources, including identifying opportunities for incorporating community meeting rooms into historic structures and exploring the potential for adaptive reuse, and expanding the historic preservation program through coordinated partnerships and targeted use of social media. Finally, the Planning Department will take action to update the Historic Building and Sites Inventory and ensure that the City Development Code balances the financial concerns of property owners with the community's value of historic integrity.

Additional inventories may be conducted at a later time.

WETLAND AND RIPARIAN RESOURCES

Goal 1 Wetlands and Riparian Habitat. Protect natural resources such as wetlands and riparian habitat areas as required by State rules that set the process and standards for local protection of locally significant wetlands to ensure their continued contributions as natural areas, open space, wildlife and vegetative habitat, flood protection, and storm water retention and conveyance areas.

Policy 1 Wetland Inventory. Maintain and expand the wetland inventory information which indicates areas that are wetlands within the City of Toledo its and Urban Growth Boundary to provide better information to property owners in aiding their compliance with state and federal law.

Policy 2 Protect Wetland and Riparian Areas. Protect wetland and riparian areas through local regulations as required by Oregon Administrative Rules.

Policy 3 Coordinate with State and Federal Partners. To facilitate processing of land use applications, coordinate review with the Oregon Department of State Lands and U.S. Army Corps of Engineers of any development proposals that could impact a wetland by submitting Wetland Land Use Notifications (WLUNs) to the Department of State Lands.

Policy 4 Mitigation Techniques. 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.

Policy 5 Local Wetland Enhancement. Support voluntary enhancement of wetlands by the city, private property owners, or both.

OPEN SPACE, SCENIC AND NATURAL RESOURCES

Goal 2 Open Space, scenic and natural resources. Ensure the provision of open space and the protection of scenic and natural resources.

Policy 1 Protect Resources. Protect existing open space, scenic and natural resources which possess environmental, wildlife habitat, and aesthetic qualities, such as riparian vegetation along waterways.

Policy 2 Biodiversity. Strive to achieve and maintain self-sustaining populations of native species, including native plants and trees, native resident and migratory fish and wildlife species, indicator species, at-risk species, and beneficial insects through plans and investments.

Policy 3 Natural Resource Inventory. Maintain an up-to-date inventory by identifying the location and evaluating the relative quantity and quality of natural resources, and ensuring that environmental data received during land use reviews are incorporated in the citywide inventory in a timely manner.

Policy 4 Soils. Minimize unnecessary soil loss, erosion, contamination, and other impacts to soil quality, function, and infiltration capacity resulting from development.

Policy 5 Invasive Species. Prevent, and where possible, impede or remediate, the spread and impacts of invasive plants, animals, and insects.

Policy 6 Tree Protection. 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.

Policy 7 Vegetation Protection. 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.

Policy 8 Estuary Protection. 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.

Policy 9 Landscaping Requirements. 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.

Policy 10 Conservation Easements. Where feasible, utilize and maintain conservation easements and public lands to protect or obtain open spaces, scenic and natural resources.

Policy 11 Right-of-way Landscape Enhancement. Develop and implement a landscape enhancement program for Toledo's public rights-of-way and public property.

Policy 12 Preserve Street Trees. Preserve street trees where possible and develop programs to facilitate the planting of new street trees in the public rights-of-way to maintain Toledo's tree lined streets.

Policy 13 Access to Nature. Protect the natural functions and values of streams, wetlands, riparian areas, tree groves, and fish and wildlife habitat while also providing opportunities for physical and visual access to nature citywide.

HISTORIC RESOURCES

Goal 3 Historic Resources. Recognize Toledo's historic resources and utilize and enhance those resources for Toledo residents and visitors. Increase awareness and appreciation of Toledo's historic and cultural resources, and heritage.

Policy 1 Toledo's Historic Buildings and Sites. Inventory, recognize and promote Toledo's historic buildings and sites.

Policy 2 Main Street. Work with property owners to maintain the historic character of Toledo's Main Street and central city neighborhoods and buildings.

Policy 3 Historic Museum. Maintain a historic museum within the historic neighborhood of Toledo.

Policy 4 Toledo's Historic Ties. 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.

Article 6: Air, Water, and Land Resources Quality

Goal 6 instructs local governments to consider protection of air, water and land resources from pollution and pollutants when developing comprehensive plans. The pollutants addressed in Goal 6 Include solid waste, water waste, noise and thermal pollution, air pollution, and industry-related contaminants. The goal asks cities and counties to designate areas suitable for use in controlling pollution. It calls on them to use a variety of market, zoning and management tools in creating these outcomes.

FEDERAL REGULATIONS

The Water Pollution Control Act Amendments, enacted in 1972, is the most significant Federal legislation with respect to local comprehensive plans. Its purpose is to regulate municipal and industrial polluters. The act affects water quality management on three levels. The first level is on a river basin scale (Section 303); the second level is on a smaller regional scale (Section 208); the third level is on the municipal scale and provides funding to improve or build sewer systems (Section 201).

The Environmental Protection Agency (EPA) has standards for particulate matter and ozone. Information about the standards or other EPA regulations can be accessed at the EPA web site at www.epa.gov.

STATE PROGRAMS AND REGULATIONS

The Department of Environmental Quality (DEQ) has primary responsibility for water quality management and pollution control regulation in Oregon. Because proper management of water quality is related to land use, several DEQ programs can affect or are affected by local comprehensive plans.

The Oregon Environmental Quality Commission (EQC) has legal authority to adopt administrative rules concerning environmental air quality. The DEQ, administrative body of the EQC, solicits comments on proposed regulations of the EQC. Notice of all applicable proposed rule-making actions is sent to the City of Toledo for comment.

In 1972, Oregon adopted a Clean Air Implementation Plan which set standards for each pollutant that are either equal to or more stringent than required Federal standards. This plan is revised from time to time to respond to changing conditions or new information. DEQ is responsible for implementation of this Plan (DEQ, 1978). Current air pollution information is accessible at the DEQ website at www.deq.state.or.us.

The Department of Environmental Quality's pollution prevention programs have resulted in 99% of Oregonians living in areas that meet the National Air Quality Standards. This is a dramatic change from 1980 when only 30% of Oregonians lived in areas that met the National Standards. The air pollutants of greatest concern in Oregon fall into three categories:

1. Ground level ozone, commonly known as smog;
2. Carbon monoxide (mostly from motor vehicles); and
3. Fine particulate matter (mostly from wood smoke and dust).

Local Context

AIR QUALITY

Air pollutants come from several sources in the Toledo area. These include nearby industry, automobiles, and fireplace smoke. Generally, movement of the air will carry these pollutants away; however, the Toledo area is often subject to periods of poor ventilation or stagnation, causing these pollutants to dissipate more slowly.

The City of Toledo has a Clarity monitor installed at the Toledo police station that tracks air quality in order to detect levels of pollutants that could have a detrimental impact on local residents and wildlife. Current air quality data can be found on the DEQ Air Quality Monitoring page. [Interactive Maps \(state.or.us\)](https://state.or.us)

WATER QUALITY

Under the Clean Water Act, states are required to report a list of waters that do not meet water quality standards. The list is called the “303(d) list” based on the Clean Water Act section number that requires the listing. Section 303(d) requires identifying waters that do not meet water quality standards and where a Total Maximum Daily Load (TMDL) pollutant load limit needs to be developed. On the 303(d) the Yaquina River area shown on Exhibit 5 is considered impaired.

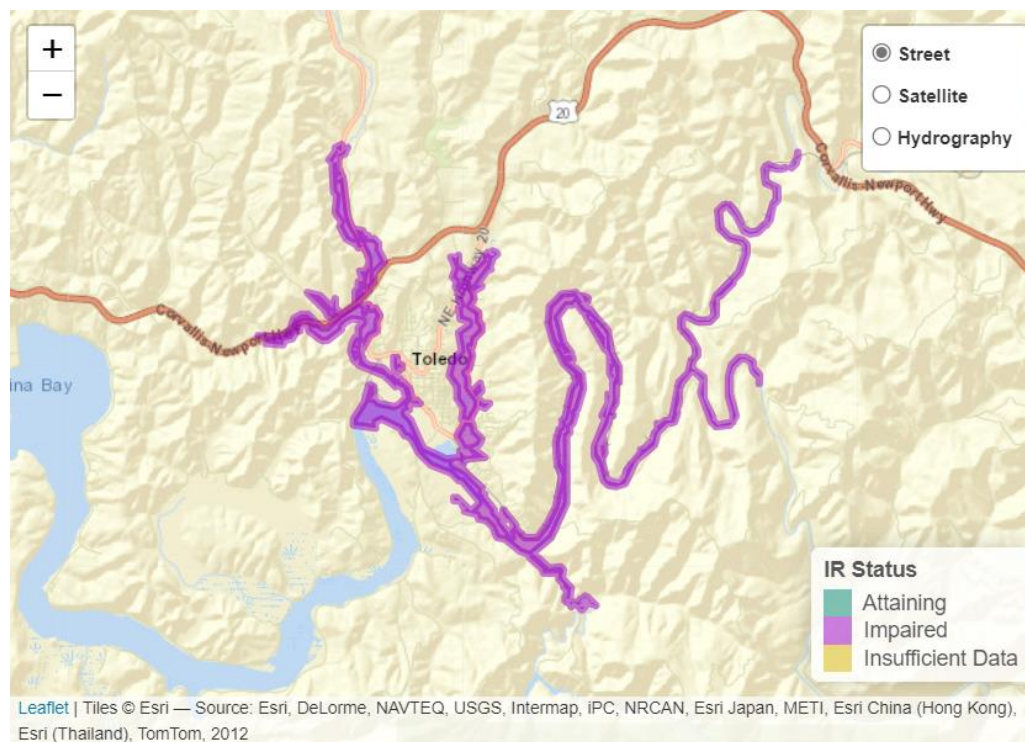
Estuary / Bay Unit type assessment unit. Data from all monitoring locations within this assessment unit are pooled together and assessed as a whole.

Overall, the Yaquina River waterbody is **impaired**. [Department of Environmental Quality : EPA Approved Integrated Report : Water Quality : State of Oregon](#)

- **Impaired parameters:** Fecal Coliform, Dissolved Oxygen- spawn, Temperature- year round, Sedimentation
- **Attaining parameters:** E. coli, Chlorophyll-a, Dissolved Oxygen- year-round, Dissolved Oxygen- year-round, pH, Alkalinity- Aquatic Life Toxics, Ammonia- Aquatic Life Toxics
- **Insufficient parameters:** N/A

Historically, on the 1998 303(d) list, the tidal portion of the Depot Slough and the Olalla Slough were listed as violating the water quality parameter of bacteria. The Yaquina River from River Mile 5 to Mill Creek was also listed in 1998 as violating the water quality parameter of bacteria all year. Mill Creek was also listed in 1998 as violating the water quality parameter of temperature during the summer season. The Bureau of Reclamation in 1992 noted that probable causes of bacteria pollution in the Yaquina River area included agriculture and septic systems.

Exhibit 5: Oregon 2022 Integrated Report - ODEQ



The City of Toledo is investing substantial amounts of money to improve water quality by upgrading the sewer system in accordance with the 2014 Wastewater Facilities Plan to prevent overflow discharges into the Yaquina River during major storm events and to eliminate the inflow and infiltration of rainwater into the sewer system.

The City coordinates with other governmental entities in water planning. The city previously sold water to the Seal Rock Water District.

NOISE

There are noise sources within the city. The major sources are from vehicular traffic travelling within the city, trains utilizing rail and industrial activity.

DEQ is not able to investigate noise complaints as of July 1, 1991 when legislative action was taken to terminate the DEQ Noise Control Program. DEQ rules governing noise remain in place for city, county or municipal government entities to utilize.

The primary method of implementing noise control policies that are included in a comprehensive plan is through a zoning ordinance and a noise ordinance. Through zoning, noise sources can be separated from noise sensitive areas. This can be done by placement of the zones themselves and through setback requirements. Overlay zones can also be used to establish special provisions for sensitive areas affected by high level noise. The city has some standards around unnecessary noise that the code enforcement officer could investigate.

AIR QUALITY

Goal 1 –Federal and State Compliance. Meet or exceed federal, state, and local air quality standards.

Policy 1 Clean Air Act. The City of Toledo will support compliance by local industries and individuals with state/federal air quality requirements including the federal Clean Air Act requirements, EPA regulations, State Department of Environmental Quality, Air Quality Maintenance Plans, and all other applicable air quality regulations.

Policy 2 Coordination with the State Department. The city will coordinate actions with the State Department of Environmental Quality.

- a. 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.
- b. Help provide information to business owners and developers of new and expanding commercial facilities on air quality maintenance programs.
- c. Encourage operators of commercial and industrial facilities which emit odors and/or noise to work with the DEQ in reducing odors and noise.

Policy 3 Land Use Patterns. Promote land use patterns, programs and standards that assure Toledo will maintain its Oregon Department of Environmental Quality air quality attainment status.

Policy 4 Measures to Reduce Air Pollution. Require all development with significant air contaminant discharge to undertake measures to reduce air pollution and its local impacts 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.

Policy 5 Coordination. 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

Goal 2 – Federal and State Compliance. Meet or exceed federal and state water quality standards.

Policy 1 Minimize Pollutants. Cooperate with 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, and groundwater.

Policy 2 Development Consistency with Water Quality Standards. 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 and other appropriate agencies.

Policy 3 Publicize Any Findings of a Potential Public Hazard. 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.

Policy 4 Clean Up Toxic Spills and Contaminated Soils. 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.

Policy 5 Wastewater and Water Treatments Systems. 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.

Policy 6 Erosion and Drainage Control. 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, and aquifers. This includes "construction site erosion and sediment control" and "post construction stormwater management best practices".

Policy 7 Inflow and Infiltration. Continue to reduce the inflow of stormwater and infiltration of groundwater into the wastewater conveyance and treatment system.

Policy 8 Total Maximum Daily Load (TMDL) Compliance. Listing on the 303(d) list requires development of a TMDL. Meet load reduction targets for polluting sectors listed in the TMDL implementation plan.

Policy 9 Drinking Water Protection Plan. The city will implement the drinking water protection plan that outlines management strategies to protect the city's water sources.

NOISE CONTROL

Goal 3 – Federal, State, and Local Compliance. Meet or exceed federal, state, and local noise standards.

Policy 1 Regulation. The City and all other applicants for development will comply with the DEQ Noise Control Regulations, the Oregon Noise Control Act, and all other applicable federal, state, and local noise control regulations.

Policy 2 Local Standards. Take an active role in proposing, reviewing, and recommending local noise control standards when the city believes additional safeguards are necessary to protect and preserve the quality of life in the community and reduce hazards from noise pollution.

LAND RESOURCES

Goal 4 Land Quality. Encourage property owner and resident compliance with State and Federal land quality programs.

Policy 1 Recycling and Waste Prevention. Encourage residents to recycle and reduce waste.

Policy 2 Asbestos Information. Inform residents about Asbestos and the state cleanup requirements.

Article 7: Natural Hazards

Statewide Planning Goal 7 aims to protect life and property from natural disasters and hazards. Due to its location and geography, many types of natural hazards— earthquakes, floods, landslides, wildfires, droughts, windstorms, and winter storms—have the potential to impact Toledo. Natural disaster events vary in the threat that they pose to people, facilities, and infrastructure. This risk increases when land is developed, as the natural environment is changed when natural resources are removed, pavement is added, and people are brought closer to places where natural hazards may occur.

Exhibit 6 Understanding Risk (Copied from the Toledo Natural Hazards Mitigation Plan)



Local Context

A thorough understanding of natural hazards and their potential impacts can help a community prepare for the unexpected. Through conscientious planning and coordination, the City of Toledo can help reduce the vulnerability of people, property, and critical services to natural hazard events.

Toledo is planning to prevent injuries and loss from natural hazards as a partner in Lincoln County's Emergency Plan and has outlined an all-hazard disaster response and recovery strategy in the Lincoln County Multi-Jurisdictional Natural Hazard Mitigation Plan (NHMP). As part of this effort, a number of critical public facilities, including the city and regional infrastructure such as transportation routes, bridges, water systems, and utilities, have been found to be vulnerable to natural disasters. Increasing the resilience of these facilities will require a coordinated approach among jurisdictions, and capital investment directed towards retrofitting existing facilities and

developing infrastructure redundancies. Based on the 2020 NHMP Hazard Analysis Matrix, Toledo's highest threats are landslides and windstorms.

Natural Hazard Goals and Policies

Overarching Goal: Toledo's citizens value a safe community where natural resources are protected and there is minimal danger from both natural and man-made hazards.

Goal 1 Natural Hazard Safeguards. 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, wildfires, and drought.

Goal 2 Natural Hazards Mitigation Plan (NHMP). Integrate natural hazards information from the Lincoln County Natural Hazards Mitigation Plan (NHMP) into the City of Toledo plans, policies, programs, and implementation provisions.

Goal 3 Education and Outreach. Promote risk reduction to people and property from natural hazards through education and outreach, thus increasing community preparedness and resilience. Inform residents and business owners about preparedness measures.

GENERAL POLICIES

Policy 1 Identify Natural Hazard Areas. 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.

Policy 2 Preserve Natural Hazard Areas. Identify and preserve known natural hazard areas best retained for open space, yards, natural resource areas, wildlife habitats, recreation, or other non-structural uses.

Policy 3 Inventory Natural Hazards. 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. Adopt and update maps, plans, inventories, policies, and implementing measures that reduce risk to people and property from natural hazards.

Policy 4 Special Design and Construction Standards. 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.

Policy 5 NHMP Mitigation Actions. Mitigation actions in the Lincoln County Natural Hazards Mitigation Plan shall be followed.

Policy 6 Emergency Operations Plans. Recommendations in the Emergency Operations Plan shall be followed.

Policy 7 CERT Programs. Encourage participation in Community Emergency Response Team (CERT) Programs.

Policy 8 Stormwater Management. Develop and maintain citywide stormwater management infrastructure.

Policy 9 Emergency access and Evacuation Routes. Identify and address emergency access and evacuation routes and areas when making development decisions. Recognize that evacuation routes can be different depending on the natural hazard.

Policy 10 Grant Funding. Access and utilize federal and other grant dollars to implement measures to reduce risk to people and property, and protect against natural hazards. Apply for hazard mitigation funding as able to advance mitigation projects.

Policy 11 Site Essential Facilities Outside of Hazard Areas. Minimize the siting of essential facilities in identified natural hazard areas where the risk to public safety cannot be mitigated, unless an essential facility is needed to provide essential emergency response services in a timely manner.

Policy 12 Allow Construction of Temporary Housing. Facilitate the expedient provision of temporary or private housing immediately following a disaster event. The length of time shall be established through a resolution or ordinance.

Specific Hazards Addressed include:

1. Flood Hazards
2. Tsunami Hazards
3. Geologic Hazards
4. Windthrow/ Windstorms
5. Wildfire Hazards
6. Drought Hazards

Polices related to Specific Hazards

FLOODPLAIN

Policy 1 Minimize Potential Damage. Control development in the 100-year floodplain 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.

Policy 2 Floodplain Development Location. 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 floodplain 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.

Policy 3 FEMA Compliance. Continue to regulate land uses within the 100-year floodplain in compliance with the Federal Emergency Management Agency (FEMA) National Flood Insurance Program and the State of Oregon.

Policy 4 Special Design and Construction Standards. Retain as open space those portions of the floodplain 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.

Policy 4 Special Design and Construction Standards. 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.

Policy 6 Flood Insurance. Encourage the purchase of flood insurance for properties located within the 100-year floodplain and other properties subject to flooding.

Policy 7 Adopt New or Revised FIRM Maps. Adopt new or revised FIRM maps as necessary for continued participation in the National Flood Insurance Program.

Policy 8 Adopt, Revise and maintain SFHA regulations. Adopt, revise and maintain regulations for development in identified Special Flood Hazard Areas as necessary for continued participation in the NFIP.

Policy 9 Buyout Programs. Encourage property owners with historically vulnerable and impacted properties to consider buyout programs.

TSUNAMI

Policy 1 State and Federal Standards. Review development permit applications for compliance with applicable state and federal law regarding development in tsunami hazard areas.

Policy 2 Emergency Access and Evacuation Routes. Provide information regarding tsunamis and maps of the tsunami zone within public buildings to make the community aware of the risks and evacuation areas. Support tsunami preparedness and related resilience efforts, including outreach to residents.

Policy 3 Cascadia Subduction Zone Tsunami Protection. Protect life and property to the fullest extent feasible from the impact of a local source Cascadia Subduction Zone tsunami.

Policy 4 DOGAMI Tsunami Maps. Use the Oregon Department of Geology and Mineral Industries (DOGAMI) Tsunami Inundation Maps (TIM) applicable to the City of Toledo to develop tsunami hazard resilience measures.

GEOLOGIC HAZARDS (liquefaction, earthquake, landslide, erosion)

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

Policy 2 Erosion Control and Drainage. 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.

Policy 3 Retention of sloped Areas. 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.

Policy 4 Clustering Development. 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.

Policy 5 Minimize Disturbing Natural Grades. 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.

Policy 6 Code Requirements. 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.

WINDTROW/ WINDSTORMS

Policy 1 Tree Removal. Require that excavations and tree removal activities in the public right-of-ways do not destabilize adjacent trees.

Policy 2 Removal of Dangerous Trees. Continue to require the removal of trees which present a danger to life or property due to being unhealthy or uprooted.

Policy 3 Vegetated Hillsides. Encourage the vegetation of hillsides with trees suitable for the soil types and climate.

WILDFIRE

Policy 1 Fire Protection and Insurance. 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.

Policy 2 Uniform Fire and Life Safety Code. 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.

Policy 3 Fire Access Standards. 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.

Policy 4 Business Inspection. Continue to inspect businesses and other public meeting spaces to assure compliance with the Uniform Fire and Life Safety Code.

Policy 5 Lincoln County Roads Fire Access. 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.

Policy 6 Inform Builders and Residents. 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.

Policy 7 Structure and Roadway Design. Adopt standards to locate new structures and roadways in a manner which reduces the spread of wildfires.

Policy 8 Water Storage Capacity. Maintain adequate storage capacity, water flows, water pressure, and hydrant locations to assure the ability to fight wildfires throughout the community.

Policy 9 Mutual Aid Agreements. Continue to participate in mutual aid agreements to assure the use of other agencies' personnel and equipment to fight wildfires within the community.

Policy 10 Community Wildfire Protection Plan. Support the Lincoln County Community Wildfire Protection Plan (CWPP). Implement recommendations and mitigation actions supported by the citizens of Toledo.

Policy 11 Fire Safe Design. Encourage fire safe design (fire resistant building materials, etc.) and fire safe landscape maintenance.

DROUGHT

Policy 1 Support Drought Preparedness Efforts. Support drought preparedness and related resilience efforts, including outreach to residents. Engage state, regional and local organizations in a collaborative effort to prepare and distribute water conservation information.

Policy 2 Water Conservation Plan. Support the City of Toledo Water Conservation Plan. Implement recommendations and mitigation actions.

Article 8: Recreational Needs

Goal 8 requires local governments to plan for the recreation needs of their residents and visitors. The goal places priority on non-motorized forms of recreation, and recreation areas that serve high-density populations with limited transportation options and limited financial resources. It also places priority on recreation areas that are free or available at a low cost to the public.

Local Context

The City of Toledo offers a variety of parks, trails, open spaces, and recreation opportunities that contribute to the high quality of life for community members. The city aims to continue meeting the recreation needs of a growing and changing population through careful planning. The city does not have a recent Parks Master Plan or similar document. The 2000 Toledo Capital Facilities Plan contains information regarding the future needs of the park system, and the 1993 City of Toledo Parks and Recreation Needs Assessment assessed and mapped parks. The city plans to develop a Parks Master Plan when funding is available.

Toledo has an ideal location and is fortunate to have a diversity of recreational opportunities within the community and surrounding areas. The City of Toledo is currently in the process of upgrading Arcadia Park that will include a new bathroom, a new fence, lighting, refinished tennis courts, and Americans with Disabilities Act (ADA) accessible walkways. Since the last Comprehensive Plan update in 2000 the city has completed several projects including, skate park, memorial field improvements, partnership with the disc golf course and the dog park. Other significant changes since 2000 include the city transferring the Public Pool to the Greater Toledo Pool District who now maintains the facility and program. In addition, to those parks and recreational opportunities provided by the City of Toledo, several other public and private entities maintain recreational facilities open to the public including Lincoln County, the Port of Toledo, the Lincoln County School District, the State of Oregon, and Georgia Pacific.

The Toledo Comprehensive Plan Survey asked, “What are your top priorities for recreation in Toledo?” The top answers were overwhelmingly Maintaining and Improving Existing Parks, Trails/Paths, and Youth Programs. In addition, multiple respondents included water activities under “other”. The goals and policies below have been updated to reflect the answers in the survey.

Recreation Facilities

Recreation facilities include a wide variety of indoor and outdoor sports and leisure facilities publicly owned and operated to promote health and well-being of the community. The City of Toledo maintains the Toledo Public Library and several parks (Exhibit 7). Recreation facilities in the area include baseball fields, softball fields, soccer fields, football fields, basketball courts, dog parks, picnic areas, boat ramps and docks, restrooms, trails, skate parks, tennis courts, bird watching platforms, bowling alleys, exercise course, playgrounds, public pool, disc golf course, museums and public art displays.

Park Classifications

MINI-PARK

These small parks focus on limited or isolated recreational needs. Mini-parks generally serve less than a quarter mile radius of residential areas. National Recreation and Park Association (NRPA) standards call for 0.25 to 0.5 acres of mini parks per 1000 people.

NEIGHBORHOOD PARK

Neighborhood parks are the foundation of the parks and recreation system, as they provide accessible recreation and social opportunities to nearby residents. They generally contain facilities like basketball courts and softball diamonds, informal areas like open fields and playground equipment. They often contain open areas for picnicking and undeveloped natural areas. When developed to meet neighborhood recreation needs, school sites may serve as neighborhood parks. NRPA calls for one to two acres of these parks per 1000 people. The 0.22-acre Yaquina View Park, south of SE 18th Street, would qualify as a neighborhood park.

COMMUNITY PARK

These parks focus on serving community wide recreation needs and have facilities for organized sports, large group picnicking, and other events. Community parks often have large undeveloped natural areas served by trail systems. NRPA standards call for 5 to 10 acres of community parks per 1000 people. Community parks are the facilities that promote community identity, while also providing local park services to nearby residents. Community parks are desired because of their high capacity for use and multiple programs. City Parks including Memorial Field, Arcadia Park, and East Slope Park would qualify as a community parks.

URBAN SPACE

These parks are usually made up of land set aside for preserving drainage corridors, wetlands, or significant natural resource areas. They are open to the public.

LINEAR PARK

Linear parks offer opportunities for trail-oriented outdoor recreation along built or natural corridors, connect residences to major community destinations, and provide active and passive recreation facilities to meet neighborhood needs. This is especially important in areas not adequately served by traditional neighborhood parks. Linear Parks are becoming increasingly important for pedestrians, non-motorized travel and exercise. A trail system that connects the parks and school facilities throughout town might also be qualified as a linear park.

Exhibit 7 – Toledo Existing Recreational Opportunities Table

Park Name	Acres	Address	Ownership
Mini-Parks and Neighborhood Parks			
Viewing Platform	0.01	NW 1st Street	Port of Toledo
Maple Street Park	0.17	1231 SE Maple Street	City of Toledo
Deer Park	0.21	1323 NW Deer Drive	City of Toledo
Yaquina View Park	0.21	1901 SE Donelle Drive	City of Toledo
Branstiter Park	0.23	609 SE 6TH Street	City of Toledo
Fort Nye Park	0.30	1410 N NYE Street	City of Toledo
Community Parks			
Toledo Skate Park	0.46	737 NW A Street	City of Toledo
Julie Rockwell Memorial Dog Park	0.49	1071 SE Fir Street	City of Toledo
East Slope Park	1.83	1100 SE East Slope Road	City of Toledo
Arcadia Park	0.94	840 NW A Street	City of Toledo
Port of Toledo Waterfront Park	2.96	127 NW A Street	Port of Toledo
Memorial Field	3.94	385 NW A ST	City of Toledo
Georgia Pacific Baseball Fields	4.42	SE 10th Street	Georgia Pacific
Community Facilities			
Lincoln County Veterans Memorial	0.04	233 Main Street	City of Toledo
Toledo Pool	0.47	174 NW 7th Street	Pool District
Toledo Library	1.06	173 NW 7th Street	City of Toledo
Toledo Elementary	23.00	600 SE Sturdevant	School District
Toledo High School	20.00	1800 SE Sturdevant	School District
Natural Areas			
Glen Lyons Lyons Natural Area	10.97	SE Sturdevant Road	City of Toledo

Toledo Recreation Photos



Toledo Library – 173 NW 7th



Toledo Skate Park – 721 NW A Street



Arcadia Park – 840 NW A Street



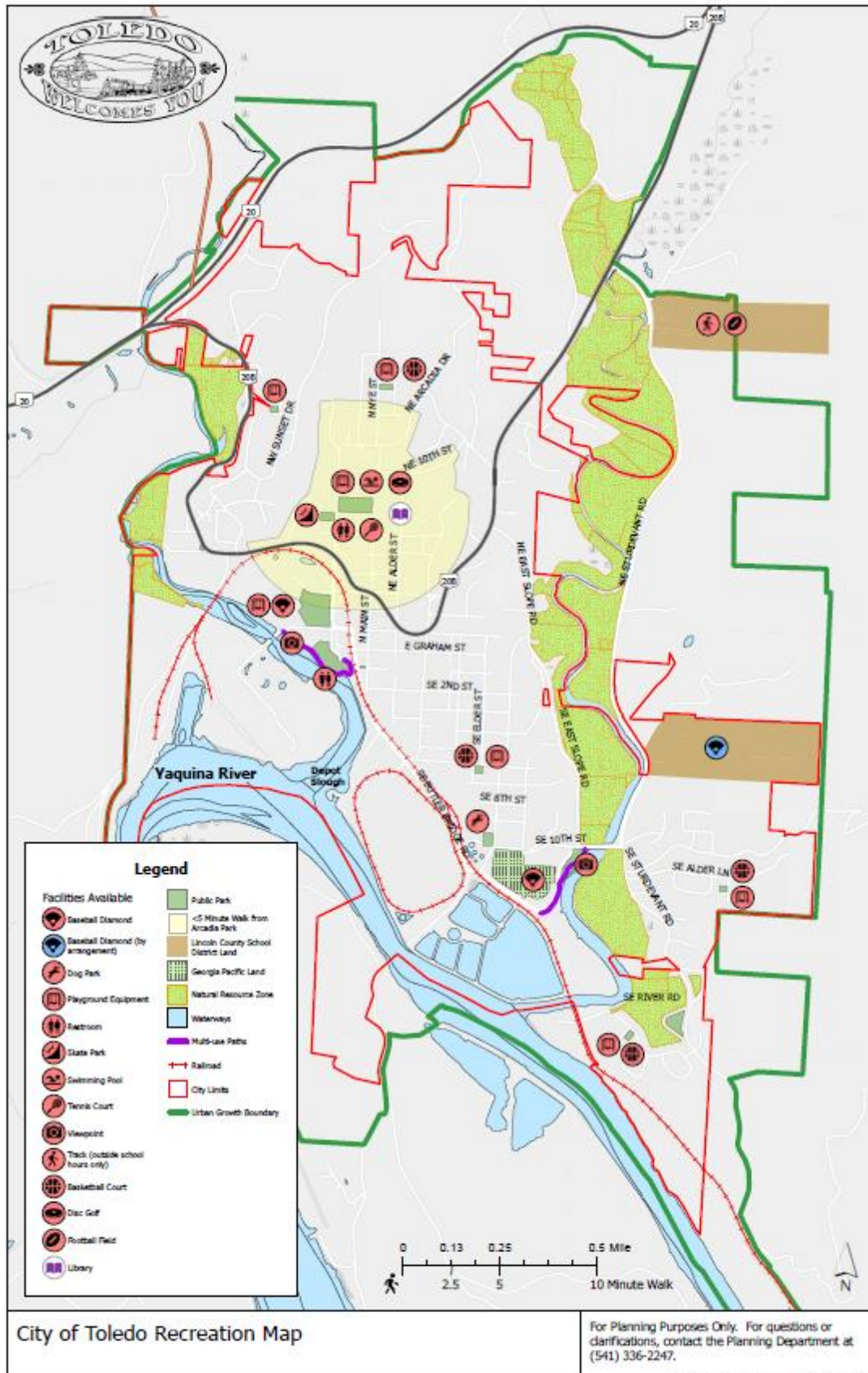
Port of Toledo Waterfront Park – 127 NW A Street



Branstiter Park – 690 SE 6th Street



East Slope Park – 936 SE 10th Street



Planning, Design, and Maintenance – Goal 1

Provide, maintain and plan for 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.

Planning Policies

Policy 1 Update Recreation Plans. Continue to revise and update recreation plans in response to changing conditions and emerging trends to ensure that the needs of a growing community and diverse population are met.

Policy 2 Capital Facilities Planning. 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.

Policy 3 Educational Institution Coordination. Coordinate with school districts and other educational institutions in the acquisition, development, and maintenance of combined park and school sites wherever desired, feasible, and mutually agreeable to both parties. School grounds and playfields should be readily available to the public during non-school hours.

Policy 4 Coordination with Other Agencies. As the City develops recreational facilities and programs, these developments will be coordinated with other recreational agencies (state, county, and school districts) to avoid duplication of effort.

Policy 5 New Development. Ensure that new construction such as subdivisions and planned unit developments allow for a suitable amount of open space and/or recreation facilities within City Limits.

Design and Maintenance Policies

Policy 6 Multi-purpose Parks and Facilities. 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, linear (walking facilities, biking facilities, boardwalks, etc.), 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.

Policy 7 Passive and Active Recreation. Provide opportunities for both passive (bird watching, painting, leisure, remote control vehicles, drones, etc.) and active recreation (running, biking, recreation equipment, etc.).

Policy 8 Utilizing Natural Assets. 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.

Policy 9 Compatibility with Surrounding Land Uses. 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.

Policy 10 Integrated Park System. 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, birdwatching, painting, 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.

Policy 11 Construct Recreation to City Standards. Require that recreation opportunities are constructed to current City standards.

Policy 12 Maintenance. Encourage the improvement of existing park and recreation facilities in Toledo through equipment replacement, maintenance, landscaping, access improvements, visibility and safety measures, and expansion.

Promote Parks and Recreation Programs – Goal 2

Promote the parks and recreation programs as cornerstones of Toledo's attractiveness as a place to visit, live and conduct business.

Policy 1 Promote Youth Programs. Support and promote Youth Programs in the Toledo area that provide safe spaces for youth to learn and play. Youth programs may include: community service, mentoring programs, neighborhood youth centers, outdoor programs, etc.

Policy 2 Public Library. Continue to maintain and support the Public Library and Library Programs. The library serves as an essential service to the community. Ensure adequate space to serve the community. Continue partnership with the Library District and sharing services.

Policy 3 History Program/Project. Create and maintain a program/project to feature Toledo's history and historic structures and artifacts.

Policy 4 Leisure Opportunities. Promote/provide a variety of public and private recreation and leisure opportunities for Toledo's citizens.

Policy 5 Private Recreation Events. Encourage the location of privately sponsored recreational activities and events within Toledo such as bowling alleys, theaters, festivals and other events.

Policy 6 Large Community Event Space. 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.

Policy 7 Promote and Support the Public Pool. Continue to promote and support the public pool programs and events.

Policy 8 Cultural Events. 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.

Connectivity – Goal 3

Create a citywide network of safe, interconnected recreation opportunities.

Policy 1 Active Transportation Network. Provide linear parks and connections which incorporate hiking, jogging, walking, roller blading and bicycle trails or provide buffers between incompatible land uses. Pursue the expansion of greenways, trails, and waterway recreation through and around the city to serve both as recreation resources and viable transportation alternatives.

Policy 2 Waterfront Parks, Waterway Recreation, and Public Access. 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. As new development, redevelopment, or other opportunities occur, pursue the creation of public access easements.

Policy 3 Public Safety and Emergency Access. Incorporate public safety and emergency access measures in the planning, design, and management of greenways, open space, and trails.

Funding – Goal 4

Facilitate funding for land acquisition, recreation development, operations, and maintenance.

Policy 1 Grants. Pursue grant opportunities to support recreation projects.

Policy 2 Creative Funding Strategies. Pursue creative and flexible funding strategies for the operations and maintenance of existing and new recreation resources.

Policy 3 Funding Methodologies. Adopt additional funding methodologies, as needed for new development and redevelopment to adequately fund the expansion of recreation opportunities.

Policy 4 Development Contributions. Pursue proportional contributions from new development and redevelopment for the expansion of public recreation opportunities. When possible, identify and acquire park sites in advance of urban development to avoid future acquisition costs.

Article 9: Economic Development

The Statewide Planning Goal 9 states: “To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens”.

Local Context

The downturn in the timber industry in the mid-1980s resulted in Toledo losing most of its timber mills and a resulting loss of jobs in the timber industry and the other economic sectors that relied on the industry. As one consequence of the downturn of the mid-1980s, Toledo has attempted to diversify the economy to include other economic activity such as boat repair, commercial businesses including arts and antiques, and service-related businesses. The forest products industry continues to play a vital role in the economic well-being of Toledo.

The Great Recession was an economic decline in the late 2000s. The housing market went from boom to bust, and building activity slowed dramatically. Toledo's housing building permit data reflects this change and new housing units remained low until 2018. The impacts of the Great Recession were long lasting in Toledo and Oregon.

Furthermore, Lincoln County and the City of Toledo were impacted by the COVID-19 Pandemic. The jobs recovery is underway, but not complete. According to the Oregon Employment Department (OED) Lincoln County had an unemployment rate of nearly 24% in the Spring of 2020. The unemployment rate has stabilized and is seasonally adjusted unemployment rate was 4.3% in June 2023.

The City of Toledo completed an Economic Opportunities Analysis (EOA) in 2010. The study is now over a decade old and needs updating. With that said, the study identified that, “Lincoln County and the City of Toledo can expect to see the majority of employment growth in non-industrial sectors, including educational and health services, professional and business services, and leisure and hospitality. However, based on national, regional and local trends, as well as Toledo's unique characteristics, growth can be anticipated in several specific industrial sectors. These include: boat building, repair and marine industries; renewable energy; food processing, including fish; and small manufacturing enterprises.”

The Comprehensive Plan Survey asked: “If you could promote and target economic business development and growth – which of the following sectors would be a good fit for Toledo?” Accommodation and Food Services, Agriculture, Forestry, fishing, hunting, and agri-tourism, and Retail were the top three answers. The answers in the survey were varied which reflects a desire for a more diversified economy. The Goals and Policy's in this chapter reflect the answers in the survey.

In addition, the Comprehensive Plan Survey asked: “What are your top priorities for Toledo's downtown?” Business support and attracting businesses, revitalizing historic buildings, and more outdoor events and festivals were the top three answers. Business Support and Attracting

Businesses was the clear number one answer. Many of the Goals and Policy's below reflect the desire to support existing businesses and attract new businesses.

The median household wage in Lincoln County for 2021 was \$54,961 which is less than the state average of \$70,084. Lincoln County has an age dependency ratio of 86.1 compared to Oregon which has a ratio of 62.4 (the ratio describes the level of pressure on an economy from supporting its non-productive population – under 18 and over 65). This means that Lincoln County has more pressure on the economy to support its non-productive population. The top 3 industries in the county were accommodation and food services, retail trade, and health care and social assistance. From 2010-2019 the fastest growing industry was food manufacturing and Food manufacturing had an average wage of \$52,687 (OED 2019). Lincoln County is listed on the Oregon Economic and Community Development's list of Distressed Areas valid through the end of 2022.

The primary commercial areas within Toledo are the downtown Main Street area and Business Highway 20 between East Slope Road and French Avenue. Commercial zoned property is also found on 'A' Street both north and south of Business Highway 20. Other commercial zoned properties are located around the City. Toledo also has a number of businesses that are operated as residential home occupations as allowed by the municipal code.

The City of Toledo has also been working to revitalize the Toledo Downtown. The city has a 1996 Toledo Downtown Revitalization Plan which is now outdated. The City of Toledo has also been successful in attracting grant money that, along with a substantial investment of funds by the City, will allow for several murals.

The City of Toledo has several sites with existing industrial development and potential for future industrial development. Other industrial properties in addition to the ones listed below exist in the City of Toledo.

- Georgia -Pacific pulp and paper facility continues to be the largest industrial employer in Lincoln County. Additionally, other jobs related to wood products and the timber industry such as trucking also continue to play an important role in the economy of Toledo.
- Toledo Industrial Park (Donated by Georgia Pacific in 1986). The site has a 1995 Master Plan.
- Port of Toledo Shipyard (1000 SW Altree Lane).
- Toledo Mill Site. The Confederated Tribes of Siletz Indians purchased the former Publishers Paper site located at the end of Sturdevant Road and have been in the process of developing an overall development plan for the approximately 70 acres of industrial zoned property adjacent to the Yaquina River. The Confederated Tribes are looking to expand industrial activity on the site by attracting more industry/business.

The Toledo Chamber of Commerce, ART Toledo, and other organizations work to promote the community through events such as the Art Walk, Phantom Art Galleries, Art Oysters and Brews, and other events designed to bring people into the community to support local businesses.

The Economic Development Alliance of Lincoln County (EDALC) works, “to deliver economic development services to facilitate creation, growth and retention of Lincoln County businesses.”

The Yaquina Pacific Railroad Historical Society (YPRHS) has a railroad museum located at NW 1st Street and NW A Street adjacent to the existing railroad tracks. The museum and rail car display provides an attraction to encourage people to visit Toledo.

An updated EOA is needed to review Economic Development in Toledo in more detail.

Business Growth and Marketing – Goal 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.

Policy 1 Support Existing Businesses and Business Recruitment. 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.

Policy 2 Marketing and Branding. 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. Create a local brand to promote the City of Toledo.

Policy 3 Livable Wages. Encourage employment and business opportunities that assist Toledo's residents to earn a household income that is a livable wage.

Policy 4 Tourism. Maintain and strengthen Toledo's position as a tourist destination with shopping, recreational, eating/drinking, lodging, and entertainment opportunities. Toledo is less than a 15-minute drive to Newport and could attract tourist dollars if a hotel or other lodging was available.

Policy 5 Community Events. Community events in Toledo have included the Keg and Barrel Race, Art, Oysters, and Brews, Main Street Halloween, Cycle Oregon, Summer Festival, and 4th of July Fireworks. 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.

Policy 6 Historic Character. Recognize and support Toledo's unique historic character as a major cultural and tourist oriented economic resource.

Policy 7 Waterfront Area. Protect waterfront area use and promote its economic strength.

Policy 8 Commercial Development. 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.

Policy 9 Urban Renewal. The City of Toledo approved an Urban Renewal District in 2021. The city will utilize the Urban Renewal District to support building improvements, public buildings, recreation improvements, utility infrastructure, pedestrian improvements, and other projects to support economic development in Toledo.

Policy 10 Downtown Investment. Renovate and improve the Main Street Downtown area as a tourist destination and the cultural, financial, commercial, entertainment, existing and new business, multi-family housing and government center of Toledo and east Lincoln County.

Policy 11 Encourage Entrepreneurs and Small Businesses. Encourage start up and growth of small to medium-sized businesses through regional partnerships. Promote Toledo's role as a center for working artists and art galleries, antique and specialty shops, incubator businesses, restaurants, and entertainment activities. Seek to provide co-working spaces for community members that work from home. Recognize the City of Toledo Library as a resource that may be used by small businesses.

Policy 12 Home Based Businesses. 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.

Policy 13 Education and Workforce Support. 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. Partner with the Oregon Coast Community College, Port of Toledo, the Lincoln County School District, and the City of Toledo Library to provide educational opportunities. Encourage and emphasize education and youth programs with a Science, Technology, Engineering, and Mathematics (STEM) focus.

Policy 14 Childcare. Many families across Oregon and Lincoln County cannot find care for their children. Inadequate access to such care prevents parents from participating in the workforce and young children from receiving the benefits of early education. The City of Toledo will support efforts to increase childcare availability and affordability. This includes smaller home-based businesses, center based childcare, and after school programs.

Land Use – Goal 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.

Policy 1 Buildable Land. Provide appropriately designated vacant buildable land in adequate quantities to meet the forecasted needs of Toledo.

Policy 2 Designate Land for Projected Growth. Designate land uses in a manner that accommodates projected population and employment growth.

Policy 3 Workforce Housing. Economic Development and Housing are linked. Many employees struggle to find affordable housing in Toledo and in Lincoln County. This prevents some workers from moving to the City of Toledo. Toledo will support efforts to increase workforce housing availability and affordability.

Economic Diversity – Goal 3

Diversify the economic base of the Toledo area and strengthen the role as the industrial center for Lincoln County.

Policy 1 Full Range of Services. 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.

Policy 2 Maintain and Diversify Industrial Base. Maintain Toledo's economic strength in the wood products, fishing and other resource-based industries while diversifying the industrial base within the community.

Consistency and Partnerships – Goal 4

Ensure local planning consistency with the region, county, and state.

Policy 1 Balance Regulatory Requirements and Economic Development. Assure that regulatory requirements provide for high standards of public health, safety, environmental protection, and welfare but are structured to support economic development.

Policy 2 Local and Regional Coordination. Continue to participate in and support local and regional coordination of economic development planning.

Policy 3 Public and Private Sector Cooperation. Encourage cooperation between public and private sectors to support economic growth.

Policy 4 Local and Regional Plans Consistency. Ensure consistency with the region, Lincoln County, and the State of Oregon urban growth management and functional plans.

Facilities and Services – Goal 5

Provide for the orderly and efficient extension of public facilities, utilities, and services.

Policy 1 Fair Share. 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.

Policy 2 Improve and Maintain Public Infrastructure Facilities. Improve and maintain all public infrastructure facilities (e.g. transportation, water, wastewater, storm water, broadband, 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.

Policy 3 Transportation Improvements. 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. Support advancements in transportation infrastructure including Electric Vehicle charging and other innovations.

Article 10: Housing

This section is intended to show compliance with Statewide Planning Goal 10, Housing. The goal requires cities to plan for needed housing types such as multi-family and manufactured housing, to inventory buildable residential land, to project future needs for the land, and to zone enough buildable land to meet those needs. The goal prohibits cities from discriminating against needed housing types.

Specifically, the Statewide Planning Goal states: “Buildable lands for residential use shall be inventoried and plans shall encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which commensurate with the financial capabilities of Oregon households and allows for flexibility of housing location, type and density”.

Local Context

The City of Toledo recently completed an Accessory Dwelling Unit (ADU) Code update in 2020 in compliance with State rules. In addition, the city completed additional residential code updates to support housing. The updates in 2021 include allowing duplexes on both the R-S and R-G zone and other updates to encourage housing.

In addition, the Toledo Comprehensive Plan Survey asked: “Thinking about the future of Toledo, what should the city focus on?” The top answer was “increasing housing options”. Furthermore, the Comprehensive Plan Survey asked: “What are the greatest strengths of Toledo?” The lowest response was “Housing”. This clearly indicates housing is a top priority in the city.

Housing will continue to be a top priority as the City of Toledo plans for future growth and development. The City’s vision is to provide a range of housing options to meet the various needs and preferences of existing and future residents, and plan for a complete, balanced community. The City of Toledo is working towards meeting housing needs as required by Statewide Planning Goal 10. The city recently completed a Housing Needs Assessment.

Mixture of Housing Stock – Goal 1

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

Policy 1 Affordable Housing. Support the development of affordable housing to address housing needs that are not met by the market.

Policy 2 Mix of Housing Types and Residential Densities. Encourage a mix of housing types (single-story single-family housing, multi-family, mixed-use, accessory dwellings units, duplexes, apartments, attached and detached single family residences, condominiums, townhouses, government-assisted affordable housing, and manufactured housing) 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.

Policy 3 Aging Population and People with Disabilities. Recognize groups needing specialized housing such as older adults, people with disabilities, people experiencing homelessness, and other disadvantaged groups when identifying housing programs and opportunities.

Policy 4 Large Specialty Complexes. 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 older adults. In such cases the complexes should be designed and located to provide mitigation features or buffers to the adjoining neighborhoods and have close proximity to services and transit.

Partnerships and Fair Housing – Goal 2

Continue to support partnerships and fair housing.

Policy 1 Affordable Housing Partnerships. 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.

Policy 2 Fair Housing. 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.

Livability – Goal 3

Provide for the planning, development, and preservation of a variety of housing types that support livability.

Policy 1 Well-Designed Neighborhoods. Promote well-designed neighborhoods so that existing and new neighborhoods in Toledo are attractive, safe, and healthy places to live; respect surrounding context; and enhance community character.

Policy 2 Existing Housing Stock Maintenance. Ensure active enforcement of the City of Toledo's Municipal Code regulations to ensure maintenance of housing stock in good condition and to protect neighborhood character and livability.

Policy 3 Rehabilitation. 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.

Policy 4 Historic Housing Preservation. Preserve and enhance Toledo's historic housing as a valuable resource. Encourage the rehabilitation of the historic housing stock and residential neighborhoods.

Policy 5 Open Space Provisions. Foster the provision of land for open space and recreation for new and existing residents when developing housing.

Policy 6 High Quality Housing. 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 all 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.

Land Supply– Goal 4

Ensure that the city has an adequate supply of land to support Toledo citizens.

Policy 1 Adequate Supply of Residentially Zoned Land. 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. Regularly monitor supply of land and make adjustments as needed.

Policy 2 Adequate Supply of Accessible Residentially Zoned Land. 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.

Policy 3 Redevelopment and Infill. Encourage residential development on vacant or redevelopable lots in areas already serviced or where services can be economically provided.

Innovation – Goal 5

Encourage innovative site design in planning and developing of housing.

Policy 1 Encourage Innovation. Encourage innovation in housing types, densities, and design to promote a variety of housing choices and prices through actions that:

- a. **Manufactured Homes.** Allow manufactured homes on individual lots and within manufactured home parks.
- b. **Upper Floor Housing.** Allow use of the upper floors of retail and office buildings for residences, particularly in the downtown area of Toledo.
- c. **Accessory Dwelling Units.** Allow accessory dwelling units in existing residential neighborhoods.
- d. **Innovative Development Code.** Provide innovative development code regulations which allow for creative project designs that conform with the Comprehensive Plan.
- e. **Alternative Housing Choices.** Allow (albeit limited) opportunities for alternative housing choices, such as mobile home parks and on-board marine housing units.
- f. **Bed and Breakfast Facilities.** 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. **Vacation Rentals.** 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. Allow the establishment of vacation rentals in existing commercial areas when it can be determined that ensure the use will be compatible with the surrounding neighborhood in terms of traffic generation, parking, use intensity, size of structure, and property appearance.

- h. **Innovative Technologies.** Promote the use of innovative and efficient technologies and materials in housing construction that increase the quality and useful life of new and existing housing.

Article 11: Public Facilities and Services

Public facilities and services form the support structure for the development of the City. Statewide Planning Goal 11 directs communities to develop Public Facilities Plans that inform and direct water, sewer, and transportation facilities projects over a longer-term horizon than is normally used in Capital Improvement Programs, which typically span five years or less.

Local Context

The City of Toledo is committed to engaging in a continual review of public facilities needs through a capital improvement program. The 2000 Toledo Capital Facilities Plan is a summary document of estimated capital improvement needs. It is anticipated that the 2000 Toledo Capital Facilities Plan will be frequently updated to provide up-to-date and accurate information on capital facility needs for both the short term and the long term. Additionally, capital facilities planning for individual systems has been conducted through more detailed planning documents such as the 2017 Water Master Plan and the 2014 Wastewater Facilities Plan. As identified improvements are implemented, these plans will also be updated. Additionally, the City participates in several regional organizations such as the Lincoln County Solid Waste District that have developed planning documents for addressing capital facility needs.

Sewer (wastewater): The City of Toledo has adopted a 2014 Wastewater Facility Plan. The City is currently in the process of implementing the plan.

Water: The City of Toledo has adopted a 2017 Water Master Plan. The Siletz River and the Mill Creek Reservoir are the two main sources of water for Toledo. As required by the Safe Drinking Water Act, the City of Toledo produces an annual report on water quality that is distributed to the people of Toledo. The City of Toledo drinking water meets or exceeds all Federal and State requirements.

Storm Water/Drains: The limited system of storm drains has been mapped. The development of a Storm Water Master Plan has been identified as a priority for the city.

Fire Protection: The Toledo Fire Department (TFD) provides emergency response and services to the City of Toledo and the surrounding community. Services include: fire protection, medical services, and disaster management. The TFD consists of four city employees and approximately 40 volunteers. Volunteers are an integral part of the organization.

Police Protection: Police protection is provided to the citizens of Toledo on a twenty-four (24) hour basis by the City of Toledo Police Department. The Police Department and Dispatch is located at 250 W Hwy 20. The Police Department anticipates relocating to 222 NE Hwy 20. The new location would be outside the floodplain and Tsunami Hazard zone.

Library: The City Library is located adjacent to Arcadia Park and open five days a week. The library offers free public wi-fi, computers, books and audio books, community rooms, story time on Wednesday's, and much more.

Solid Waste: Dahl Disposal, Inc., the solid waste disposal franchisee, provides trash collection and recycling collection curbside in Toledo. Additionally, trash and recyclable materials can be

dropped off at the Dahl Disposal transfer station in Toledo. The City of Toledo participates in the Lincoln County Solid Waste District.

Franchised Utilities: Telephone service: Century Link, Electric power: Central Lincoln PUD, Solid waste and recycling: Dahl Disposal, Inc., Natural gas: Northwest Natural Gas, Cable television: Charter (spectrum), and Fiber: Wave.

Public Services – Goal 1

Provide reliable, high quality, efficient, and cost-effective public facilities and services for the residents of Toledo.

Orderly and Efficient Arrangement – Goal 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.

Policy 1 Full-Service City. Maintain and enhance the City’s role in the provision of a complete array of public services to the community, particularly for police and emergency medical services.

Policy 2 Service Provider Coordination. Collaborate with service providers on extensions of public facilities, utilities, and services and prioritization of capital expenditures.

Policy 3 City Department Coordination. Coordinate planning and provision of public facilities, utilities, and services among City departments, as appropriate.

Policy 4 Public Building Facilities Plan. Implement and maintain the 2012 Building Facilities Plan as a 20-year strategy to ensure well maintained of public facilities to the planning area. The City should then seek funding and follow a prioritized plan for implementing improvements.

Policy 5 Regulatory Consistency. Collaborate with state and regional partners on the regulations that address regional environmental and infrastructure impacts.

Policy 6 Data and Information Exchange. Develop processes to ensure a timely and accurate exchange of data with service providers to facilitate utilization of best available information.

Policy 7 Financial Stability. Support financial stability of the water and sewer system and plan for major infrastructure development. Ensure water and sewer rates accurately reflect the true cost of providing high quality water and sewer services to consumers.

Safe and Reliable Water – Goal 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.

Water Quality – Goal 4

Provide the highest possible quality of water and continue to meet or exceed the Oregon and federal water quality standards.

Water Demand – Goal 5

Provide adequate quantities of water to meet projected demands for consumption, fire flows, and system pressures to respond to emergency conditions.

Policy 1 Adequacy of Facilities. Ensure the adequacy and quality of Toledo's raw water resources, water treatment facilities and distribution system, and treated water storage facilities.

Policy 2 Water Conservation. Encourage the use of techniques and devices to promote water conservation.

Policy 3 Service the Needs of Existing and Projected Growth. 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 2017 City of Toledo Water Master Plan.

Policy 4 Water Improvements. Implement the water system improvements identified in the 2017 City of Toledo Water Master Plan to provide appropriate services for both existing and anticipated new development being served by Toledo.

Policy 5 Adequacy of Facilities. 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 2017 City of Toledo Water Master Plan.

Policy 6 New Development. 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.

Policy 7 New Developments to be Serviced by Municipal Water. 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.

Policy 8 Equitable Share of Costs. 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.

Policy 9 Protect Easements. 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.

Policy 10 Drinking Water Protection. Implement and maintain the 2023 Drinking Water Protection Plan. Protecting drinking water sources from potential contaminant sources helps reduce water treatment costs and safeguards public health.

Safe and Reliable Wastewater – Goal 6

Provide safe and reliable wastewater collection and treatment for Toledo residents in an orderly and efficient manner.

Oregon and Federal Requirements for Wastewater – Goal 7

Meet Oregon and federal requirements for wastewater treatment and protection of the water quality of the Yaquina River and estuarine system.

Policy 1 Adequacy of Facilities. 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 2014 City of Toledo Wastewater Facilities Plan, and any updates to those plans.

Policy 2 Overflow Facilities. 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.

Policy 3 Service the Needs of Existing and Projected Growth. Implement the Wastewater System Improvements identified in the 2014 City of Toledo Wastewater Facilities Plan to provide appropriate services for both existing and anticipated new development in Toledo.

Policy 4 Sewer Rates. 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 the 2014 Wastewater Facilities Plan.

Policy 5 Inflow and Infiltration. Continue to rehabilitate deteriorated sewers and manholes that admit inflow and infiltration into the collection system.

Policy 6 Efficient Connection of New Development. 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.

Policy 7 New Developments to be Serviced by Municipal Wastewater System. 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.

Policy 8 Wastewater Equitable Share of Costs. 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.

Policy 9 Protect Wastewater Easements. 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.

Policy 10 Sludge Disposal. Continue to utilize sludge disposal options that are cost effective, environmentally sound, provide viable long-term disposal opportunities, and use sludge productively.

Storm Drainage – Goal 8

Minimize the existing and future drainage problems within Toledo and the Urban Growth Boundary.

Policy 1 Storm Drainage Management. Protect properties and the natural environment through the management of storm drainage.

Policy 2 Polluted Storm water. Restrict the discharge of polluted storm water into the Yaquina River and the estuarine system.

Policy 3 Infiltration and Inflow. Minimize the infiltration and inflow of storm water into the wastewater collection and treatment systems.

Policy 4 Storm Water Management Plan. 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.

Policy 5 Erosion Control Standards. Establish erosion control standards to minimize erosion and runoff from developing areas where the soil and/or natural vegetative ground cover has been disturbed.

Policy 6 New Development Water Runoff. Minimize the flow and frequency of storm water runoff from new development and direct the remaining runoff into proper drainages.

Policy 7 Natural Drainageways. 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. Map natural drainageways by updating the Local Wetlands Inventory (LWI).

Policy 8 Current and Future Drainage Flows. 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.

Policy 9 Drainage Systems Easements. Protect existing and new drainage systems and easements and require appropriate easements when new land divisions or developments are reviewed.

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

Solid Waste Management – Goal 9

Provide energy efficient, comprehensive solid waste management programs that consider both separation for recycling purposes and treatment of mixed waste for alternative uses.

Policy 1 Full Range of Services. Ensure that any solid waste franchisees continue to provide a full range of solid waste disposal services including a recycling program.

Policy 2 Regional Collaboration. Work with Lincoln, Linn, and Benton Counties and other nearby jurisdictions to assure continuous provision of regional, cost-effective solid waste disposal.

Policy 3 Site Clean-up. 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.

Policy 4 Proper Disposal of Waste Materials. Continue to enforce Municipal Codes regarding the proper disposal of waste materials.

Public Protection Needs – Goal 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.

Police, Fire, and EMS Protection – Goal 11

Ensure that all development can be provided with adequate police, fire, and EMS protection.

Policy 1 Regional Coordination. Work with rural, county, state, federal, and private agencies to coordinate city and county fire protection, emergency services, law enforcement, and justice services.

Policy 2 Primary Prevention Techniques. Emphasize primary prevention techniques within Toledo as a means for preventing losses due to fire and crime.

Policy 3 Law Enforcement Programs. 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.

Policy 4 Fire Life Safety. 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.

Policy 5 Daily and Long-range Needs. 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.

Schools and Educational Facilities – Goal 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.

Policy 1 Elementary and Middle School Locations. Encourage the siting of future elementary and middle schools in locations that minimize the need for children to cross arterial and major collector streets.

Policy 2 School System Impacts. 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.

Policy 3 School Access Planning. Collaborate with education providers to facilitate safe routes to existing schools and to consider safety and access when determining attendance boundaries, new school locations, and school designs. 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.

Policy 4 New and Expanded School Impacts. Evaluate new and expanded school and associated facilities for impacts upon the existing traffic patterns, neighborhoods, and community facilities.

Policy 5 Joint Usage. 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.

Policy 6 Coordination. Coordinate with the Lincoln County School District in developing and updating their facility plans designed to meet enrollment increases and population growth, including land supply analysis for future school siting.

Article 12: Transportation

Planning for a transportation system that is able to move people and goods safely, efficiently, cost effectively and reliably, can be a challenging endeavor. Much of this work is accomplished through a Transportation System Plan (TSP), which provides direction, identifies needs, and addresses transportation-related issues associated with development consistent with the requirements of Statewide Planning Goal 12.

Local Context

Toledo faces a number of challenges related to planning and implementing transportation improvements. The City is connected to the larger region by a network of roads, trails, and other facilities that must be planned for, designed, funded, constructed, and maintained. Toledo and the Lincoln County community need to be connected to the regional transportation network. Doing so often requires transforming rural roads and upgrading existing roads, functioning as major multimodal streets in new housing or commercial areas. Many residents of Toledo work in Newport and vice versa, increasing demand on regional connections. At the same time, the city must also ensure that the transportation network accommodates a variety of transportation needs and is implemented and operated in a way that supports livability today and into the future. For example, as our city's population continues to age, the City's transportation system must also evolve to meet needs for those ages 65 and over. Evolving commute patterns and an increasing need for ride share or public transit options indicate the need to more proactively plan comprehensive networks for all modes. Transportation plans also need to consider equity issues, both in terms of mitigating disproportionate impacts and promoting access to transportation options for all segments of the community.

The City's functional classification plan defines the intended operations and character of streets within the overall transportation system, including standards for street and right-of-way width, access spacing, and pedestrian and bicycle facilities. Streets within the City are classified appropriately for consistency and reflect the current and anticipated future function, use, and traffic volumes. The City of Toledo's functional classification system applies to streets owned by the city, the County, and the State; it also includes principal arterials, arterials, collectors, commercial, and local streets. More information can be found in the Toledo TSP.



Exhibit 8: Functional Classifications

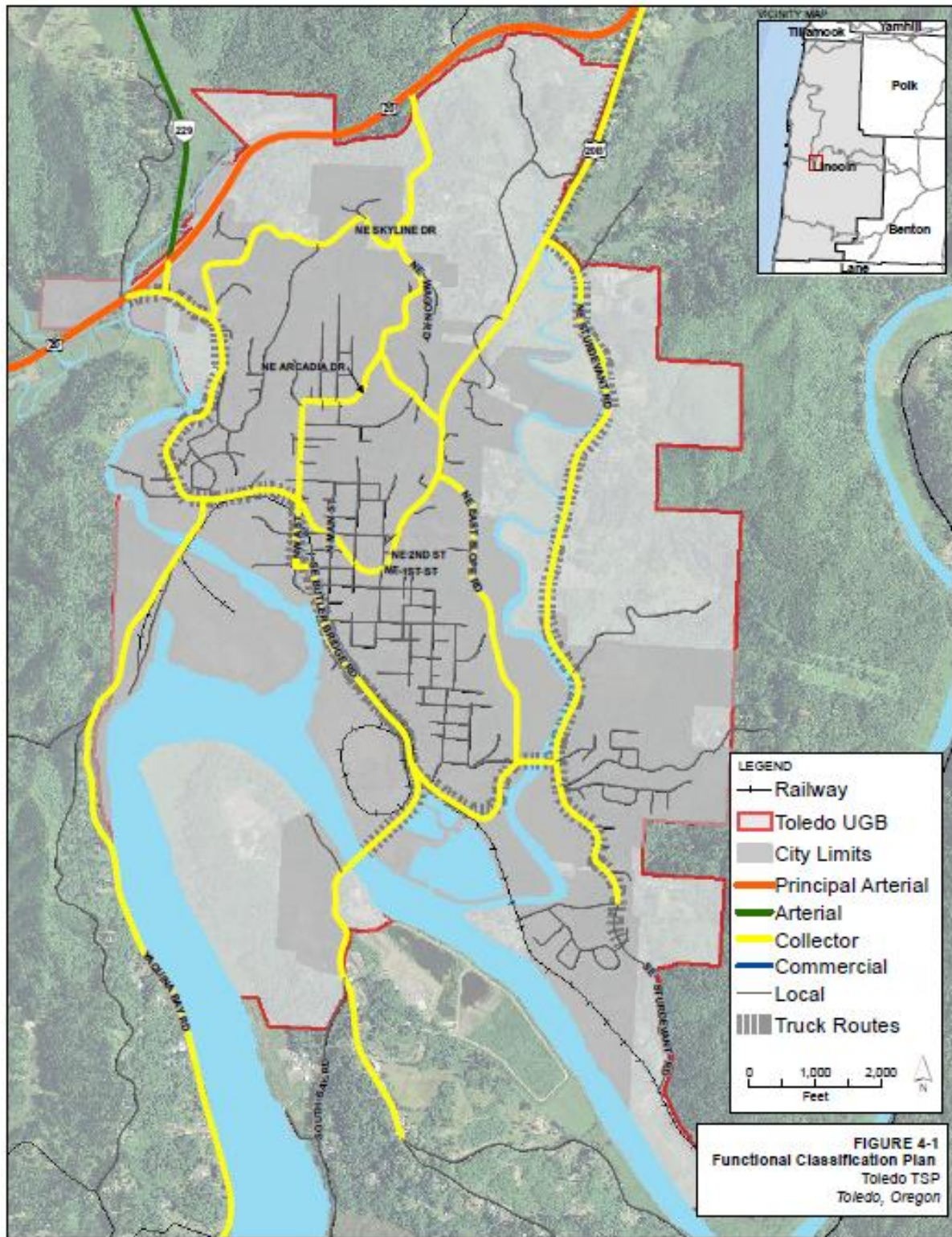
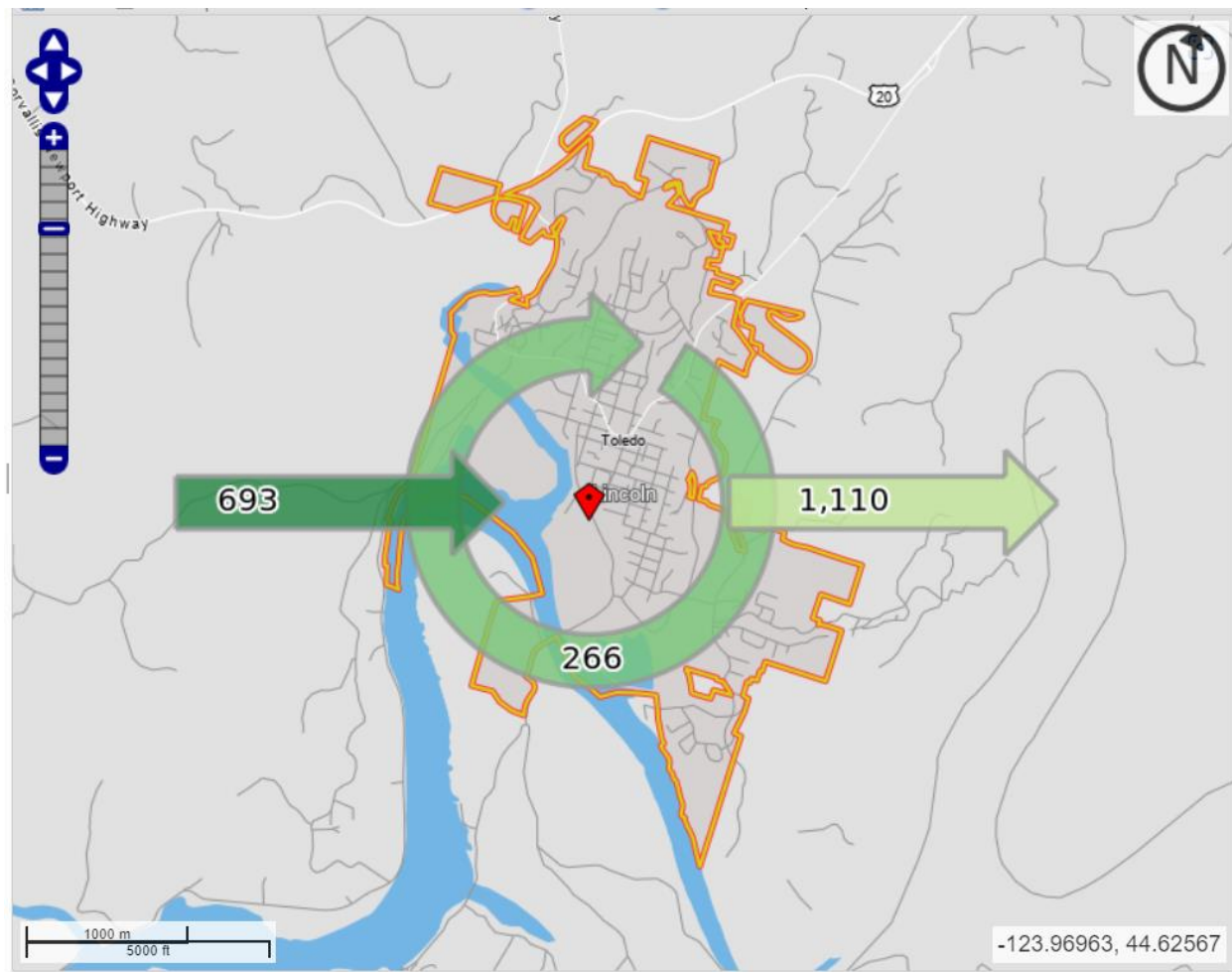


Exhibit 9: Toledo Oregon- On the Map Analysis – 2019 ACS Data



The US Census on the map tool allows cities to see the in flow and out flow of workers. According to the 2019 ACS data, 266 works are employed and live in the selection area, 693 are employed in Toledo and live outside, and 1,110 live in Toledo and are employed outside. The data does not indicate the exact location traveling to or from; however, this data supports the understanding that Toledo and Newport have significant amount of work force commuting between the two cities.

Multi-Modal Systems – Goal 1

Provide a safe and efficient, multi-modal transportation system which provides linkages in a manner that enhances Toledo's neighborhoods, environment, economy, and social and scenic values.

Policy 1 Multi-Modal System. 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).

Policy 2 Encourage Transportation Options. 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.

Policy 3 Regional Center. 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.

Policy 4 Coordination. Continue to coordinate transportation planning and services with Lincoln County, Newport, Oregon Department of Transportation, private industry, and others determining transportation policies, programs, and projects.

Policy 5 Meet Statewide Planning Rules. 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 Planning Rule.

Public Works– Goal 2

Minimize the adverse social, economic, energy, 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.

Policy 1 Cost Effective Development. 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.

Policy 2 Diverse Revenue Sources. Ensure a diverse set of revenue sources are available to maintain and improve the existing transportation system.

Policy 3 Safe Condition Design. Provide transportation facilities designed to maintain safe conditions over time and in adverse weather conditions.

Policy 4 Coordinated Approach. 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.

Policy 5 Franchises. 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.

Policy 6 Natural and Green Infrastructure. Encourage the use of natural and green infrastructure to improve flooding resiliency, natural shade, treat stormwater, and other benefits including the use of bioswales and street trees.

Development and Land Use Objectives– Goal 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.

Policy 1 Meet National Standards. 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.

Policy 2 Improvements with New Development. 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.

Policy 3 Development and Redevelopment Standards. 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.

Policy 4 Incorporate the TSP in Development review. 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.

Policy 5 Minimize Natural Environment Disturbances. 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.

Policy 6 Electric Vehicles (EVs) Charging Network. Support efforts to expand the Electric Vehicles (EVs) Charging Network in Toledo and in Oregon. Efforts will help make charging EVs a convenient, reliable, and affordable for all residents, including when driving long distances.

Street Systems– Goal 4

Develop a safe and efficient street system that will handle the projected needs of the community and provide connections to the region.

Policy 1 Sufficient Roadway System. Provide a system of roadways that maintain vehicle capacity and public safety as the community grows.

Policy 2 Education, Awareness, and Enforcement. Partner across agencies and departments to improve transportation system safety education, build awareness, and ensure enforcement across the community.

Policy 3 Emergency Service Access. Coordinate with the Toledo Fire Department to ensure Street Systems have adequate emergency service access.

Policy 4 Transportation Linkages. 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.

Policy 5 Low Speed Residential Areas. 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.

Policy 6 Efficient and Safe Truck Routes. Maintain efficient and safe truck routes to support the transportation of people, goods, and services between major employment centers and markets.

Policy 7 Coordination with CWACT. 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.

Policy 8 Wayfinding Signs to Key Destinations. 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.

Policy 9 Transportation Access to Industrial Sites. Continue to support transportation access including freight to industrial sites in the City - including the Siletz Kiln site - to support economic development.

Policy 10 Flexibility in Street Standards to Account for Topographical Constraints. 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.

Policy 11 Utilize Functional Classifications. 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. Develop performance standards to evaluate street systems.

Policy 12 Function of Planned Roadways. Protect the function of existing and planned roadways by application of appropriate setbacks, land use regulations, exactions, and voluntary dedication.

Policy 13 Conformance with the TSP. All development proposals, plan amendments, or zone changes will conform with the Toledo Transportation System Plan.

Policy 14 Land Use Impacts to Transportation Facilities. Consider impacts on existing or planned transportation facilities in all land use decisions.

Policy 15 Coordinate with ODOT and Lincoln County. Coordinate with the Oregon Department of Transportation and Lincoln County Public Works to implement the improvements listed in the Toledo Transportation System Plan.

Policy 16 Update Capital Plans. 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.

Policy 17 Comprehensive Plan Amendments. 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– Goal 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.

Policy 1 Pedestrian and Bikeway System. 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.

Policy 2 Pedestrian and Bikeway Facilities. All new arterial and collector streets and major improvements to arterial and collector streets shall include the pedestrian and bikeway facility specified in the street design standard where feasible.

Policy 3 Bike Lane Requirement. When traffic volume on existing collector streets (speeds <25mph) exceeds 3,000 Average Daily Traffic (ADT) consider changing the bikeway type from shared roadway to bike lanes.

Policy 4 ADA Compliance. Low curb crosswalks shall be used at all intersections, consistent with ADA guidelines, to facilitate use by all pedestrians.

Policy 5 No Physical sidewalk Obstructions. Where feasible, the City shall allow no physical obstruction of sidewalks such as utility poles, sign posts, or guy wires (consistent with ADA guidelines).

Policy 6 Walking Environments. Provide safe, convenient, and attractive walking environments through the City with a special emphasis in the commercial area.

Policy 7 Visibility. Visibility and unobstructed views shall be promoted for all areas of high pedestrian use.

Policy 8 No Bicycle Traffic on Sidewalks. Bicycle traffic on sidewalks shall be prohibited.

Policy 9 Local Improvement Districts. The City will work with interested landowners to explore local funding options for sidewalk improvements such as Local Improvement Districts.

Policy 10 Well Developed Sidewalk System. 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.

Policy 11 Safety Education and Infrastructure. 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. Apply for Safe Routes to School Grants (SRTS) to complete priority safety projects.

Policy 12 Coordinate with the Railroad. Coordinate with rail operators to address rough pavement at railroad crossings to create smooth crossings for bicyclists and pedestrians. (This objective is in conjunction with Rail Policies 3 and 5 to address railroad crossings).

Policy 13 Wayfinding. 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.

Policy 14 Intercity Multi-Use Trail. Work with regional partners to determine the feasibility of building an intercity multi-use trail.

Policy 15 Fitness Walking. Encourage community partners to explore the possibility of instituting a fitness walking route in Toledo for programming events.

Access to Resources – Goal 6

The City of Toledo will seek for all its citizens the maximum level of access to all social, work, and welfare resources.

Policy 1 Airport Policy. If the airport closes, work with partners (including emergency service providers) to identify an alternate Life Flight landing site in the City.

Policy 2 Georgia- Pacific Pipeline. Continue to support the Georgia-Pacific plant's effluent pipeline and work with partners to maintain applicable environmental permitting.

Policy 3 Butler Bridge. Work with partners to determine the lifespan of Butler Bridge and explore the rebuilding or altering the bridge to accommodate taller barges and boats.

Policy 4 Pier for Barge Access. 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.

Policy 5 Recreational Boat Launch. Explore the possibility of a recreational (non-motorized) boat launch on the waterfront near downtown.

Policy 6 Dredge Spoils. Work with the Port of Toledo and other partners to help identify an appropriate dredge spoils site for Depot Slough.

Policy 7 Intermodal Hub. Continue to make the proposed intermodal hub at Tokyo Slough (linking water, rail, and freight truck transportation) a high priority.

Transit – Goal 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.

Policy 1 Regional Public Transit Planning. 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.

Policy 2 Car Pooling and Park and Rides. 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.

Policy 3 Support Public Transportation Services. The City shall support existing public transportation services by improving facilities and promoting public awareness of the services.

Policy 4 Coordinate with Other Cities on Park and Rides. The City will coordinate with other jurisdictions when park-and-ride facilities are needed.

Policy 5 Maintain Partnerships. 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.

Policy 6 City Wide Transit Shuttle. 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.

Policy 7 Water Taxi Service. Encourage local and regional partners to explore long-term feasibility of water taxi or ferry service to Newport.

Rail Systems – Goals 8, 9 and 10

Minimize the negative impact of the rail system on other aspects of the transportation system, adjacent land uses, and quality of life in Toledo.

Encourage land use patterns that maximize rail service or preserve the future opportunity to use rail transportation.

Support current rail service in Toledo.

Rail Systems – Policies

Policy 1 Retain Existing Rail Crossings. Retain existing railroad crossings in Toledo and strive for safety measures that offer the highest level of protection.

Policy 2 Minimize Noise Impacts. Work with the railroad to minimize the visual and noise impacts of rail traffic.

Policy 3 Pedestrian Crossings. Continue to work with the railroad to facilitate pedestrian facility installation at all pedestrian crossings.

Policy 4 Regional Coordination. Coordinate with regional organizations to emphasize the importance of the current rail system to the economy of Toledo and Lincoln County.

Policy 5 Agency Coordination. Coordinate regularly with ODOT Rail, Lincoln County, Georgia Pacific, and Portland & Western Railroad (PNWR) to work together to address the conditions of the crossings.

Policy 6 Prioritize Public Crossings. Develop evaluation criteria to prioritize public crossing investments and generate a list of improvements in order of greatest priority.

Policy 7 Intermodal Hub. Continue to pursue the proposed intermodal hub at Tokyo Slough with the Port of Toledo to add potential freight rail customers.

Policy 8 Reduce Train Idling. Work with ODOT Rail and PNWR to develop policies to reduce idling train engines near Downtown businesses.

Policy 9 Support Business that will Utilize Rail Services. 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 1-5 corridor.

Policy 10 Coast to Valley Train Ride. Support efforts to create a “Coast to Valley” scenic train route to support local tourism in Toledo.

Article 13: Energy Conservation

Oregon's Statewide Planning Goal for Chapter 13 is to conserve energy. Any land use development will be managed and controlled to maximize the conservation of all forms of energy, based upon sound economic principles. Examples of renewable energy include: solar, wind, bioenergy, geothermal, hydropower, marine, renewable fuels, and hydrogen.

Local Context

As we move the City of Toledo into the future, we aim to be more environmentally and ecologically friendly in terms of renewable energy sources and recycling. Resolving the challenges that climate change poses to our local economy, community, and quality of life will require significant changes to our overall approach to energy.

With the nation looking intensely at the impact of climate change, we as a City need to look to the future to address the challenges that arise and how the City of Toledo can prioritize energy conservation and use alternative energy sources.

Energy conservation programs in Toledo include but are not limited to: recycling pick-up provided by Dahl Disposal, weatherization programs through the Community Services Consortium, building code energy efficiency requirements, infill projects, and supporting ride-sharing for commuters between Newport and Toledo.

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.

Policy 1 Public Facilities Energy Efficient Construction. Coordinate the location, design, and operation of future public facilities to ensure energy efficient construction and utilization of renewable energy resources that are economically feasible over the projected life of the facility.

Policy 2 Public Facilities Energy Conservation. 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.

Policy 3 Public Education. 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. Encourage homeowners to apply for weatherization programs or other programs available in the region including programs through the Community Service Consortium, Public Utility District (PUD), and other programs as available.

Policy 4 Coordinate with Other Agencies. Coordinate with local utilities, governmental entities, and other organizations to promote energy efficiency and renewable energy use within Toledo.

Policy 5 Private Investment. 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.

Policy 6 Land Use Patterns. Promote land use patterns and development that encourage energy conservation or renewable energy resources, such as the downtown area, where multiple use is appropriate.

Policy 7 Energy Efficient Transportation. 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.

Policy 8 Energy Efficient Design. Encourage residential and commercial developers/builders to meet the standards and guidelines of the state or national green building programs, such as Leadership in Energy and Environmental Design (LEED), that exceed minimum structural code provisions for commercial energy efficiency mandated by the State of Oregon Building Codes Division.

Policy 9 Innovative Technology. Support projects that develop innovative recycling technology by working with the private sector.

Article 14: Urbanization and Livability

Statewide Planning Goal 14 facilitates the orderly transition, utilization, and service of urban land. The Urban Growth Boundary (UGB) establishes a perimeter limiting urban expansion into open space areas, identifying urbanizable land available to accommodate projected 20-year housing and employment growth. Urban reserve areas identify land outside the UGB that may be added in the future to accommodate 50-year growth. The City of Toledo is responsible for managing the UGB. Using a forecast of population and employment growth for the region, the City evaluates whether the UGB needs to be adjusted in response to changing trends and forecasts.

In order to expand the UGB, it must be demonstrated that the expansion meets the following criteria:

- a. There is a demonstrated need for the development;
- b. There are no suitable sites within the existing UGB on which the development can occur;
- c. Urban services can be provided; and
- d. The proposed amendment is consistent with Oregon Administrative Rules, applicable statutes, and the Statewide Land Use Goals and Guidelines. Annexation is a growth management tool used by Oregon cities to manage growth within UGBs.

Local Context

Based on the 2022 Toledo Housing Capacity Analysis the City of Toledo's Urban Growth Boundary has enough land within the UGB to accommodate the next 20 years of growth. The 2010 Economic Opportunities Analysis (EOA) found that Toledo had enough industrial land supply.

Housing, employment opportunities and livability are accommodated within the UGB. Sufficient developable land has been allocated to meet identified housing needs given the problems associated with topography. Employment opportunities are provided for through industrial and commercial land allocations. The Olalla Slough floodplain, which bisects the Toledo urban area, will remain primarily in agricultural and park/open space use. The open area of the Olalla Slough, along with the many city parks and wooded hillsides, will continue to enhance Toledo's livability in the future.

The existing Urban Growth Boundary was drawn with particular regard to the orderly and economic provision of urban services. The 2017 Water Master Plan and the 2014 Wastewater Facilities Plan have identified the needs in both of those systems to meet the future growth of Toledo within the existing Urban Growth Boundary.

The City of Toledo anticipates pursuing a UGB "land swap". The City's housing development is limited in large part by the small amount of vacant unconstrained land within the UGB. The City has more than 1,000 acres of constrained land within the UGB, more than 400 acres of which is vacant and outside the city limits but within the UGB. The City could swap (exchange) some of the vacant, constrained land within the UGB for land outside the UGB with fewer constraints and

where urban services could be provided at a comparatively lower cost. If the City swaps some constrained, undevelopable land out of the UGB and brings in unconstrained more easily developable land, the City would be better able to support residential development to help address regional need for affordable housing. A UGB “land swap” requires a study to move forward. In addition, Staff recommends completing water and/or wastewater infrastructure studies at the same time.

Efficient Land Use Systems and Growth– Goal 1

Build Toledo as a small, cost-effective, attractive, livable, and sustainable city by encouraging efficient land use patterns. 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.

Policy 1 Designate Land For Projected Growth. Designate land uses in a manner that accommodates projected population and employment growth.

Policy 2 Discourage Low-Density Sprawl in Urbanizable Areas. Discourage low-density sprawl development in the Urban Growth Boundary which cannot be converted to urban uses and densities when urban services become available.

Policy 3 Coordination with Lincoln County. 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. Establish and periodically update urban service, urban planning, and other formal intergovernmental agreements as needed to support urbanization, annexation, and urban service provision.

Policy 4 Commercial and Industrial Lot Sizes. Manage commercial (employment) land to provide a range of lot sizes that accommodate a variety of employment types.

Policy 5 Routinely Verify Supply of Developable Land. Routinely verify whether the City’s supply of developable land is sufficient to meet short- and long-term employment and housing needs.

Policy 6 Pursue an Urban Growth Boundary Swap. The City of Toledo is projected to have enough land to accommodate the 20-year projected demand for employment and/or housing. The City will pursue an UGB Land Swap to identify adjacent land that is more likely to develop based on natural constraints and infrastructure proximity.

Policy 7 Compact Development. 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. Facilitate the infill development of vacant or underutilized land consistent with City Comprehensive Plan land use designations.

Policy 8 Density and Location. 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.

Policy 9 Land Use Methods. Encourage land use methods, such as minimum density standards, planned developments, cluster developments and the integration of mixed uses and densities.

Policy 10 Land Use Patterns. Encourage land use patterns that allow people to walk, bicycle, or reduce automobile trips to work, shop, and recreate.

Policy 11 Mixed Use Developments. 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.

Policy 12 Urban Design. 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.

Policy 13 Development Maintenance. 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.

Facilities and Services – Goal 2

Provide for the orderly and efficient extension of public facilities, utilities, and services.

Policy 1 Urban Level Development. Encourage urban level development which is properly serviced with public facilities to locate within the city limits. Continue the city's utility service policy for connections beyond city limits.

Policy 2 Development Contributes to Funding Urban Service Extension. Adopt additional funding methodologies, as needed, to ensure that new development and redevelopment adequately contribute to funding the necessary extension of public facilities, utilities, and services.

Policy 3 Annexation Policies. 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.

Development Reviews – Goal 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.

Policy 1 Development Factors. 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.

Policy 2 Land Use Planning Process. 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.

Policy 3 Flexibility in Design. Encourage flexibility in design and mixed-uses but ensure that functional design and community benefit remain as the principal review criteria.

Policy 4 Clear and Objective Standards. Adopt and apply clear and objective standards, conditions, and procedures for housing development, in compliance with state rules.

Article 16: Estuarine Resources

An estuary is the tidal mouth of a river, where the freshwater stream is met by the tide. Estuaries are home to unique plant and animal communities that have adapted to brackish water – a mixture of fresh water draining from the land and salty seawater. Estuaries are among the most productive ecosystems in the world. Many animals rely on estuaries for food, places to breed, and migration stopovers. Estuaries are delicate ecosystems that provide essential habitat for wildlife.

Statewide Planning Goal 16 provides the principal guidance for the planning and management of Oregon's estuaries. The overall objective of Goal 16 is to "to recognize and protect the **unique environmental, economic and social values** of each estuary and associated wetlands; and to protect, maintain, where appropriate develop, and where appropriate restore the long term environmental, economic and social values, diversity and benefits of Oregon's estuaries". To accomplish this, the goal establishes detailed requirements for the preparation of plans and for the review of individual development projects and calls for coordinated management by local, state and federal agencies that regulate or have an interest in activities in Oregon's estuaries.

The goal requires individual estuary plans to designate appropriate uses for different areas within each estuary based on biological and physical characteristics and features, and to provide for review of proposed estuarine alterations to assure that they are consistent with overall management objectives and that adverse impacts are minimized.

Local Context

Estuary management plans and zoning are part of coastal communities comprehensive plans. Estuary management plans allow local jurisdictions the ability to manage its estuaries for the benefit of the public and natural resources in a way that meets the needs of the community. The 1982 Lincoln County Estuary Management Plan (LCEMP) continues to be the principal document for managing the estuarine resources of the Yaquina estuary system. At over 40 years old in most places, updating the estuary management plan is timely. **An updated plan is expected in the near future and an update process is underway. Article 16 will be updated when the estuary management plan is complete.**

The 1982 LCEMP establishes overall management policies for the entire estuary system and sub-area policies for different portions of the estuary system. Toledo is covered by the Toledo Sub-Area policies. The 1982 LCEMP divides the water surface into management units with three main classifications of development, conservation, and natural. For Toledo, the applicable management units (MU) within the Urban Growth Boundary are MU 12 (development classification – Corps authorized channel), MU 25 (conservation classification), MU 31 (development classification), MU 32 (development classification), and MU 33 (natural classification). MU 30 (conservation classification) is located south of the 1982 Urban Growth Boundary on the west side of the Yaquina River. MU 34 (conservation classification) is located upstream from the mouth of Mill Creek just outside of the 1982 Urban Growth Boundary. In 1984, the 1982 LCEMP, as adopted by the City of Toledo, was amended to include "industrial submerged crossings" as a use permitted in management units 12 and 31. The designated

management units in the 1982 LCEMP do not extend beyond the 10th Street barrier on the Olalla Slough or beyond the tidegate on Depot Slough.

The 1982 LCEMP also identified potential areas that may be suitable for mitigation or restoration projects. The 1982 LCEMP should be relied upon for descriptions and limitations. The City of Toledo anticipates working with the Port of Toledo, the Army Corps of Engineers, and other governmental agencies in developing a new or revised dredged material disposal plan in the future.

Environmental, Economic and Social Values– Goals 1 and 2

Recognize and protect the unique environmental, economic and social values of the Yaquina River Estuary and the associated wetlands.

Protect, maintain, appropriately develop, and appropriately restore the long-term environmental, economic and social values, diversity, and benefits of the estuary.

Policy 1 Regional Planning. Continue to participate in the regional approach to estuary planning and management and to support and update the Lincoln County Estuary Management Plan.

Policy 2 Compliance with the Estuary Management Plan. Ensure that properties along the estuary are managed in compliance with the Lincoln County Estuary Management Plan.

Policy 3 Adequate Provision for Development. 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.

Policy 4 Conservation and Preservation of Natural Resources. Provide adequate provision for both conservation and preservation of natural resources when managing the estuary and lands adjacent to the estuary.

Policy 5 Public Access. Protect recreational values and ensure adequate public access to the estuary.

Policy 6 Dredge, Fill or other Degradation of Natural Values. 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

Our Oregon Coastal Shorelands protect our water quality, and fish and wildlife habitat. They have value for our state that is economic, recreational, and aesthetic. Because they have such a strong nexus with the coastal waters beyond, and the estuarine resources in and among the coastal shorelands, Goal 17 seeks to conserve and protect them, while directing development to the places that are most appropriate and present the lowest risk to human life or property.

Statewide Planning Goal 17 outlines planning and management requirements for the lands bordering estuaries (as well lands bordering the ocean shore and coastal lakes). In general, the requirements of Goal 17 apply in combination with other planning goals to direct the appropriate use of shoreland areas. Provisions in Goal 17 specifically focus on the protection and management of resources unique to shoreland areas; examples of such resources include areas of significant shoreland habitat, lands especially suited for water dependent uses, lands providing public access to coastal waters, and potential restoration or mitigation sites.

The goal focuses on the management of shoreland areas and resources in a manner that is compatible with the characteristics of the adjacent coastal waters. Goal 17 requirements are implemented primarily through local comprehensive plans and zoning.

Local Context

The Coastal Shorelands planning area as defined by Oregon's Statewide Planning Goal 17 includes all lands within an area defined by a line measured horizontally 1,000 feet from the shoreline of estuaries. Coastal Shorelands are also defined by Statewide Planning Goal 17 and are identified within the Toledo Urban Growth Boundary on both the 1982 Toledo Shoreland Inventory Map (for coastal shorelands within the city limits) and on the Lincoln County Comprehensive Plan and Zoning Map (for coastal shorelands within the Urban Growth Boundary).

The 1982 Toledo Shoreland Development Plan identified suitable sites for water dependent and water-related development. When the 1982 Lincoln County Estuary Management Plan (1982 LCEMP) is updated, it is anticipated that the 1982 Toledo Shoreland Development Plan (and related Shoreland Development Plan Map) will also be updated. The identification of suitable sites for water-dependent and water-related uses and the identification of industrial uses on existing sites with water development potential on the 1982 Toledo Shoreland Development Plan Map is still accurate to the extent that the sites are suitable for water-dependent uses. The 1982 LCEMP management unit designations of MU 31 and MU 32 are development classifications and maintaining suitable shoreland sites with water-dependent zone classifications is necessary to implement the development classifications.

Environmental, Economic and Social Values– 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. Protect, maintain, appropriately develop, and appropriately restore the long-term environmental, economic and social values, diversity, and benefits of the estuary.

Coastal Shorelands Compatibility with Nearby Coastal Waters – Goal 2

Manage the coastal shorelands in a manner compatible with the characteristics of the nearby coastal waters.

Water Quality Protection – Goal 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.

Policy 1 Coordinate with State and Federal Agencies. 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.

Policy 2 Protect water-dependent uses. 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.

Policy 3 Preservation of Estuaries. 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. Uses which maintain the integrity of the estuarine ecosystem.

Policy 4 Mitigation Requirements. 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.

Policy 5 Riparian Vegetation Protection. 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.

Policy 6 Non-Structural Solutions to Erosion. Land-use management practices and non-structural solutions to problems of 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.

Policy 7 Increased Public Access. The City of Toledo, in coordination with the Oregon Parks and Recreation Division, shall develop and implement a program to provide increased public access.

Policy 8 Retain 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.

Public 9 Road Vacation for Redevelopment. Rights of way may be vacated to permit redevelopment of shoreland areas provided public access across the site is retained.

Appendix A: Reference Documents

PURPOSE: The purpose of the 2023 Toledo Comprehensive Plan Inventory (“Inventory”) is to identify background material for the 2043 Vision for Toledo (2023 Toledo Comprehensive Land Use Plan). The Inventory includes reports, documents, maps and other information that support the Comprehensive Land Use Plan. The information contained within the Inventory includes specific information for the area within the Urban Growth Boundary of Toledo and also includes references to more general information on an issue that may be useful for setting policy. The information contained within the Inventory provides factual information on which policy decisions for the City are based.

INTERPRETATION OF INVENTORY INFORMATION: Policy decisions frequently require a weighing of a variety of factual material and one individual factual item in the Inventory should not be considered determinative of a city policy determination. For example, the need for building to urban densities is often balanced with the risk of natural hazards. Policy choices need to consider the appropriate information and the use of inventory information for setting policy directions should be done by considering the factual information that pertains to that policy choice.

UPDATES: It is expected that the information will be updated from time-to-time as new information is brought to the attention of the City of Toledo. New information added to the Inventory in and of itself will not result in a broad policy change within the Comprehensive Plan itself without following the plan amendment process. For example, a new wetland delineation of a piece of property that results in a reduction or increase of mapped wetland area identified in the City of Toledo Wetland Inventory will not change the goals and objectives and ordinances that apply generally to wetland areas. The application of the general goals and objectives and ordinances to that specific piece of property may change as a result of the new information. The adoption of a new Transportation System Plan, however, would likely result in broad policy changes that would need to be done through the plan amendment process.

RELEVANT BACKGROUND MATERIALS:

Adopted Documents

- 2022-2042 Housing Capacity Analysis, November 2022. ECONorthwest (Adopted TMC 1.08.010).
- 2023 Toledo Comprehensive Land Use Map (Adopted TMC 1.08.010).
- The Toledo Transportation System Plan, dated December, 2013 (Adopted TMC 1.08.010)
- 2000 Toledo Capital Facilities Plan, dated April 4, 2001 (Adopted TMC 1.08.010)

Referenced Documents

- National Flood Insurance Program, FIRM (Flood Insurance Rate Map), Lincoln County.
- Oregon Department of Environmental Quality, 303(d) List.
- 2020 Lincoln County Natural Hazard Mitigation Plan (NHMP).
- City of Toledo Water Master Plan Update, dated February 2017.
- City of Toledo Building Facilities Plan, dated April 2012.
- 2014 Wastewater Facilities Plan
- 1982 Toledo Shoreland Development Plan, June 1982
- 1982 Toledo Shoreland Inventory Map, June 1982
- 1982 Lincoln County Estuary Management Plan
- 1995 Local Wetlands Inventory
- 2018 Lincoln County Community Wildfire Protection Plan (CWPP)
- 2017 Water Conservation Plan
- 2023 Drinking Water Protection Plan