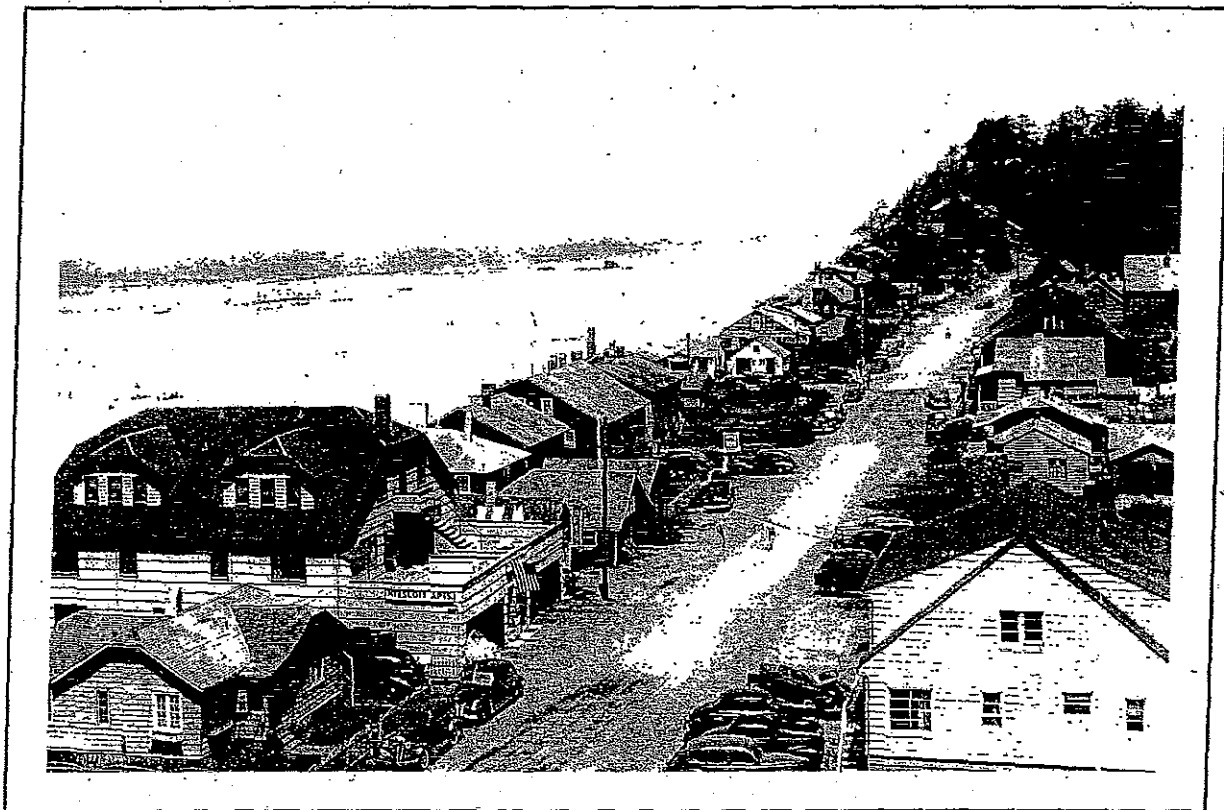


Lincoln City Comprehensive Plan
including
Lincoln City Estuary Management Plan



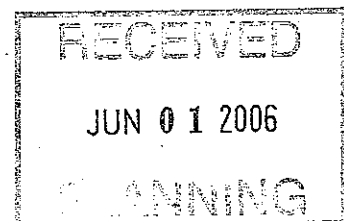
Printed October 1998

Lincoln City Comprehensive Plan
including
Lincoln City Estuary Management Plan



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Historical photographs courtesy of the North Lincoln County Historical Museum and Society

Cover - Nelscott
Comprehensive Plan title page - Delake
Estuary Management Plan title page - Taft

COMPREHENSIVE PLAN

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LINCOLN CITY ESTUARY MANAGEMENT PLAN

Attached

Comprehensive Plan

Action	Ordinance No.	Adoption Date
Adoption	Ordinance No. 84-01	January 23, 1984
Amendment	Ordinance No. 90-29	December 10, 1990
Amendment	Ordinance No. 92-02	January 13, 1992
Amendment	Ordinance No. 94-08	May 23, 1994
Amendment	Ordinance No. 94-11	May 23, 1994
Amendment	Ordinance No. 94-18	November 14, 1994
Amendment	Ordinance No. 95-01	January 9, 1995
Amendment	Ordinance No. 95-07	February 27, 1995
Amendment	Ordinance No. 95-11	March 27, 1995

Notes:

In accordance with Section 2 of Ordinance No. 84-01, the *Comprehensive Plan* land use designations (as amended) are the same as shown on the *Zoning Map* adopted by Ordinance No. 84-02 (as amended).

For clarification purposes, staff has added section headings in the *Comprehensive Plan*. These headings, which according to available records, were not part of the City Council's adoption of the *Comprehensive Plan* by Ordinance No. 84-01, are shown in *italics*.

Adopted Documents Supporting Comprehensive Plan

Document	Adopted By	Adoption Date
Additional Inventory ¹	Resolution No. 83-03	January 25, 1983
Inventory Material ¹	Ordinance No. 84-01	January 23, 1984
Economic Inventory ¹	Resolution No. 95-01	January 9, 1995

Adopted Documents Implementing Comprehensive Plan

Document	Adopted By	Adoption Date
Parks Master Plan ²	Resolution No. 94-09	May 23, 1994
Citizen Involvement Program ¹	Resolution No. 94-33	November 14, 1994
Transportation Master Plan ³	Resolution No. 95-09	February 27, 1995
Storm Water Master Plan ³	Resolution No. 95-11	March 27, 1995
Wastewater Master Plan ³	Resolution No. 95-11	March 27, 1995

¹ Available from the Planning and Community Development Department

² Available from the Parks and Recreation Department.

³ Available from the Public Works Department.

PREAMBLE

We, the citizens of Lincoln City, in order to promote fulfillment of our highest aspirations for the development of our community, and to incorporate into the conduct of our private and corporate lives the principles of human dignity, social responsibility, and stewardship over land and resources, do set forth herein the policies we will uphold and the goals we will pursue in the management of our civic affairs, our decisions concerning the use of the land and its resources, our acts for the public health and welfare, and our pursuit of our personal and social satisfaction and our economic and commercial affairs.

INTRODUCTION TO LINCOLN CITY

Lincoln City is located along the shore of the Pacific Ocean in central Oregon. The City borders Siletz Bay, one of the few estuaries along the rugged Oregon Coast. Much of the city is built on the marine terrace, a narrow plateau of sediments that formed in ancient times when the ocean's depth was much greater than it is now. Other areas of the City rest on headlands of the Coast Range or reach upward along the foothills of the mountains that form the City's eastern backdrop.

The Pacific Ocean dominates the humid, temperate, maritime climate. Summers are cool, dry, and generally fair after morning fog. Winters are mild, cloudy, and rainy.

The temperate climate and attractive environment enhanced by the ocean, mountains, and nearby forests, rivers, lakes, and estuaries, draw people not only from all parts of Oregon and all states of the union, but also from distant parts of the earth. As a result, recreation has become the City's primary industry, and the City provides a substantial portion of the State's tourist income.

The ocean beach is major attraction for visitors to the City. Beachcombing, rock hunting, driftwood collecting, bird watching, and simply walking along the beach are popular activities that bring people to the oceanfront. The beach is public and the City has provided numerous access points. The beach is used during all seasons by both visitors and residents. Even the fierce winter storms that occasionally pummel the coast attract visitors to watch and photograph the drama of the sea and shore.

Angling is also available year-round in the Lincoln City area. Coho Chinook salmon, and numerous types of bottom fish and rockfish are sought in the ocean. Salmon and Steelhead enter the numerous coastal streams and rivers near Lincoln City in all seasons, depending on the species. Sea-run cutthroat trout and native coastal cutthroat trout can also be found in streams and rivers. Devils Lake, which is within the city's Urban Growth Boundary, harbors largemouth bass, perch and rainbow trout. Crabs can be taken from Siletz Bay.

The public and private forests of the Coast Range provide additional recreational activities, although the forests are primarily managed for the intensive harvest of timber. The rugged, sometimes heavily forested peaks provide vast green panoramas for viewing and photography. Hiking trails are maintained along Cascade Head by the National Forest Service, and the State is developing a coast trail for hiking and backpacking. Blacktail deer, Roosevelt elk, ruffed grouse, quail, and pigeons are hunted in the mountains not far from the City. Ducks and geese stop at Siletz Bay in the Salmon River Estuary on their migrations.

National forest campgrounds are located near the City and along the coast north and south of the area. State campgrounds are available at Devils Lake and several points along the coast. Scenic viewpoints and picnicking areas are provided by the State and the City.

Devils Lake is popular for sailing and water skiing, besides angling. It is also the site of annual hydroplane races.

There are five golf courses open to the public and within fifteen minutes of Lincoln City.

Lincoln City is a popular vacation and weekend destination of residents of Oregon's populous Willamette Valley. The City is about 89 miles southwest of Portland, about 55 miles west of Salem, and about 122 miles northwest of Eugene. State Highway 18 serves as a major route between the City and the Willamette Valley. It is the most heavily travelled route across the Coast Range between the interior valley and the coast.

Highway 18 intersects U.S. Highway 101, which is the only north-south route serving coastal Oregon communities, only a few miles north of Lincoln City.

U.S. Highway 101 serves as the main street for Lincoln City and most businesses in the City are located on this highway.

The City's economy predominately consists of numerous motels and small businesses such as restaurants and gift shops which serve tourists and recreational needs.

Since its incorporation in 1965, the City has grown in population from 4,198 to 5,820 permanent residents. The City has attracted many retired people and a large portion of its population is over 65 years of age. Many of the City's residences are used as vacation homes or were purchased in expectation of future retirement.

Lincoln City's incorporation in March, 1965, combined the three incorporated cities of Taft, Delake, and Oceanlake and the unincorporated communities of Cutler City and Nelscott. The new City has a Council-Manager form of government. Under the City's Home Rule Charter, the seven member City Council has power to legislate on matters of local concern and to hire a City Manager as the City's chief executive.

The City is divided into three wards with one Council member elected from each ward every two years. The Mayor, who serves as the presiding officer of the City Council, is elected at large for a four-year term. The council members serve without compensation.

The City provides water and sewer services, police protection, and a variety of cultural and recreational services. The City supports a public library and has an active community education program jointly sponsored with Linn-Benton Community College and the Lincoln County School District. The City recently completed a new community activity center that contains a large swimming pool, a senior center, recreation and education offices, and meeting rooms available to the public. In addition to beach access points, the City maintains several public parks.

The City provides financial support to the Lincoln City Chamber of Commerce and provides tax receipts for the Chamber's promotional programs. The City also co-sponsors with the

Oregon Coast Council for the Arts, an annual Sea Coast Harvest Fair, held in the City's Regatta Grounds Park. The Fair emphasizes the work of local artists and artisans.

Private utilities serving the City are Pacific Power and Light Company, which provides electricity, Northwest Natural Gas, and United Telephone of the Northwest.

Public education is provided by the Lincoln County School District.

Health care is provided by numerous private physicians and a 48-bed hospital operated in the City by the North Lincoln Health District. The Health District is governed by a publicly elected board, which supervises hospital administrators and may propose the sale of tax-supported bonds for some hospital projects.

Other government services are available to Lincoln City residents through County and State programs. Lincoln County maintains offices at Newport, the County seat, about 25 miles south of Lincoln City. The Oregon State Police, Motor Vehicles Division, and Department of Forestry maintain offices in Lincoln City. State Employment Division representatives visit the City on a regular schedule.

LAND USE PLANNING

The Comprehensive Plan of the City of Lincoln City is a document which guides land use decisions in the City of Lincoln City. The Plan identifies issues and problems in the City of Lincoln City and considers social, economic, energy and environmental needs. The Plan shall be the basis for specific implementation measures. The Plan establishes Goals and Policies which establish a general framework and general principles to guide implementing land use regulations such as the zoning ordinance, and other provisions which would be included in a Land Development Code. The implementing measures provide the specific approval criteria applicable to individual land use decisions.

GOAL - Planning

To Establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.

GENERAL IMPLEMENTATION

Introduction

Since zoning was first established in New York City in 1915, land use regulation has evolved into a fairly sophisticated network of many techniques and strategies. Several techniques applicable to Lincoln City are herein presented. They are included because, in most instances, the comprehensive plan will not implement itself, although recent Oregon court cases emphasize that a comprehensive plan is, in fact, the controlling land use planning instrument for a city.

The techniques presented will not be effectuated immediately. Some may never be enacted and others may not be put to use for several years. They are presented to outline possible strategies and courses of action that may be desirable in the future.

INVENTORY OF IMPLEMENTATION TECHNIQUES

Zoning

Zoning is the most common method of land use regulation and control. It is generally guided by the comprehensive plan. Through the application of various zoning districts, such as Single Family Residential, Commercial or Floodplain, only certain land uses and development densities and intensities are permitted so a community may develop in an orderly and efficient manner in accord with the comprehensive plan. For zoning ordinances to be valid, they must promote the general welfare and be reasonable.

Essentially, zoning is a means of ensuring that the land uses of an area are properly situated in relation to one another. It provides adequate amounts of space for each type of

development. It allows for the control of development density so that the property can be adequately utilized without causing undue stress on the natural environment. This allows the directing of new growth into appropriate areas where public facilities and services exist or can be reasonably provided. It is necessary that zoning be used in a coordinated manner with other devices, such as subdivision regulations, to promote orderly growth. Recently, zoning and subdivision ordinances, among other techniques, have been combined into a single overall land use code in some communities. Although this has not generally changed the purpose or intent of the various ordinances, it has provided for a more concise and more readily understood assembly of land use regulations.

Most present day zoning enabling legislation is based upon the U.S. Department of Commerce 1924 Standard Zoning Enabling Act which defines zoning as the division of a governmental unit into districts and the regulation within those districts of:

1. The height, bulk, and site orientation of buildings and accessory structures.
2. The area of a lot or parcel which may be occupied by structures and the size of required open spaces.
3. The density of development and the overall population.
4. The use of land for each or the basic land uses.

Zoning by parcel size restrictions and use is by far the most popular and accepted type of zoning used. Another commonly used zoning device is density zoning. It establishes a maximum density for an area, usually in acreage required per dwelling unit and then allows the clustering of units so long as the overall density standard is maintained. Refer to section on Planned Unit Development.

Subdivision Regulations

The earliest communities in this county were laid out by royal directives. A principal ingredient of most such directives was a map of the street system, typically a grid-iron pattern. From these early beginnings grew the U.S. Department of Commerce 1928 Standard City Planning Enabling Act, which gave birth to the modern subdivision ordinance.

Subdivision regulations are locally adopted laws governing the process of converting raw land into buildable sites. This is normally accomplished by plat map review and approval procedures. As a practical matter, much subdivision regulation is treated as a bargaining process between a developer who desires cost effective standards of development, and the governing body which must protect the general public interest.

Subdivision regulations may serve a wide range of purposes. They enable the coordination of otherwise unrelated plans of numerous individual developments and in this process ensure that adequate provision is made for such major features of the comprehensive plan as rights-of-way for streets and utilities, parks, schools and public facilities such as sewer and water.

Subdivision regulations also provide a measure of control over internal design to ensure that the pattern of streets, lots, and other public facilities will be safe, convenient, pleasant and economical to maintain.

A common requirement for approval of a subdivision plat is the dedication of a certain percentage of each subdivision for permanent open space or other needed public facilities, or a payment of fees in lieu thereof. The required dedication is justified on the grounds that each subdivider should provide community facilities in relation to the demand generated by the development.

Subdivision regulations can also incorporate performance standards to affect the appearance, quality, ecology, energy efficiency and solar orientation of an area by requiring that specific standards be met. When integrated with planned unit development, the subdivision ordinance should allow for optimal innovation and design flexibility.

To be most effective, subdivision regulations and their administration must be closely coordinated with other local policies, ordinances and activities. Among these, the more important ones are the comprehensive plan, the zoning ordinance, health and safety regulations and the uniform building code.

Land Acquisition

Acquisition of a title (fee simple) or partial acquisition (less than fee simple) are methods that are available to all levels of government to acquire land for public purposes. Acquisition of title usually involves:

1. Outright purchase.
2. Negotiated purchase.
3. Advance acquisition or land banking.
4. Installment purchase.
5. Donation or gift.
6. Eminent domain or condemnation.
7. Trade or land exchange.

Partial acquisition or less than fee simple is often used when the cost of direct acquisition is too great or less extensive control is adequate. Less than fee interests are normally called development rights. Some advantages to less than fee acquisition include lower cost in some cases, retention of lands on the tax rolls and the efficiency of private management. Acquisition of less than fee simple usually involves:

1. Scenic easements
2. Conservation easements.
3. Purchase and resale with restrictions.

Transferable Development Rights (TDR)

This concept is based on the underlying principle that the development potential of privately owned land is, in part, a community asset that government may allocate and regulate to enhance the public's general welfare. In concept, TDR provides a means of allowing an equitable return on land investment to property owners whose return might be otherwise reduced by normal regulatory activity.

Basically, TDR works in the following manner: Conservation and transfer zones are established, usually through an overlay technique. Development is reduced or not allowed in conservation zones such as historic preservation districts, environmentally or ecologically sensitive, or other areas where development is not desirable, and the development potential or rights are severed from parcels in the conservation zone. Normally, the rights are bought and sold on the open market and the costs of rights is therefore determined by free market forces. There is an allowed maximum density in transfer zone area, but that density can be exceeded by the purchase of development rights from conservation zone property owners. For Lincoln City, TDR may have four basic uses:

1. Historic preservation.
2. Buffering.
3. Alternative zoning.
4. Preserving environmentally and/or ecologically sensitive, fragile areas.

Planned Unit Development/Cluster Housing

Cluster is the development pattern and technique wherein structures are arranged into closely related groups. Instead of distributing houses uniformly over an entire area, clustering enables a developer to build at higher densities in certain locations and to preserve natural features in others. Cluster development requires a greater degree of skill to implement than does conventional subdivision planning. However, cluster arrangements offer a greater overall land use efficiency and more land in common open space. Open space held in common is typically managed through a homeowner's association.

Planned Unit Development (PUD) is an extension of cluster planning. The concept basically involves a mixture of densities, housing types and land uses. It may also include land uses of a cultural or recreational character. Like cluster planning, residential density, averaged over the entire area being planned, offers overall development control rather than individual lot regulations based on size and setback. The concept also allows a level of creativity and

innovation of design not possible in conventional subdivisions. Generally, the advantages of planned unit development include:

1. Building cost reduction.
2. Reduced costs for providing public facilities to the development since fewer streets are needed than for servicing scattered sites.
3. Preservation of larger amounts of open space, or ecologically/environmentally sensitive or fragile areas.
4. Provides for innovative design flexibility.
5. Provides for more compatible land use mixture.

Special Review Committees

Special programs headed by committees or commissions are often used for purposes of site plan review, architectural review, historical review, or a combination of these and other matters of concern to a community. These committees are normally afforded broad guidelines for review and discretion is required to ensure that development pays close attention to community standards and detail. In some cases, more than one special review committee, in addition to the planning commission, is consulted for a recommendation. Often, this creates unnecessary delays and works to the overall disadvantage of all involved. Communities should seek to streamline special review procedures and consolidate the interests of various committees into a single, well-organized and clearly defined special review committee.

Building Code

The building code is designed to protect the health and safety of people using property and structures designed for human occupation. A variety of standards are contained in the Uniform Building Code (UBC), and single- and two-family (CABO) which relate to structural strength, fire safety, sanitation facilities, light, ventilation and room sizes. The Code, in most cases, sets the minimum requirements for a structure and can often be supplemented to provide for other local needs. Such needs often relate to standards for the energy efficiency of structures.

Code Enforcement

Code enforcement can be defined by four different levels of application: light penalty and intermittent enforcement, light penalty and continuous enforcement, heavy penalty and intermittent enforcement, and heavy penalty and continuous enforcement.

Generally, code enforcement protects the public health, safety and welfare by preventing the deterioration of structures and by ensuring that the community standards embodied by the comprehensive plan and implementing ordinances is adhered to.

Physical Impact and Maintenance Codes

The variety of available devices does not necessarily provide for wise and appropriate land use as much as providing techniques to ensure the preservation of such areas in their desired state. Such devices include:

1. Litter control.
2. Weed and insect control.
3. Erosion control.
4. Floodplain control.
5. Grading controls.

Capital Improvements Planning and Programming

In addition to being an effective tool for implementing a comprehensive plan, a capital improvements program (CIP) is an effective means to ensure that public dollars are wisely spent. The investment of public funds in such facilities as streets, schools, utilities or buildings clearly has an impact on the pattern of community development. Planning for such public facilities and the announcement of public intentions to acquire properties or schedule construction of new facilities can do much to influence private sector decisions. Since government actions can influence the pattern, timing and standards of private development, a coordinated mechanism for planning and programming public capital investments is desirable to balance competing pressures for limited funds, systematically review project proposals and demonstrate to the taxpaying public that fairness and objectivity are being exercised in public expenditures to achieve identified community goals. With the growing complexities in both financing and development activities, even the smallest units of government need to carefully analyze the way funds are allocated to be sure they maximize the available dollars. No agency has enough money to accomplish its objectives, so it must have a method for determining priorities.

It is customary to prepare a capital improvements budget and program annually, revising the entire program as part of the annual budgetary process. Long-range projects and their estimated costs are normally planned over a period ranging from five to ten years by means of continuous updates of public facilities master plans. Various component methods are available to inventory and prioritize projects for capital programming and allocate specific amounts of annual public funding for each month.

Plan Review and Amendment

Although the comprehensive plan is designed and intended to be the controlling land use planning instrument to the year 2010, it is important to recognize and effectively deal with major changes in the community. The comprehensive plan reflects the desires of the

community at the time it is adopted and must be continually reviewed and revised to keep pace with changing circumstances and community desires and standards.

At the time of periodic review, decision makers should re-examine the plan and consider, at their discretion, possible amendments to the plan text and generalized land use map. During this process, the thinking that led to the principal concepts of the plan should be weighed against the merits of the proposed changes. This periodic review is the primary mechanism designed to ensure that the plan is kept up to date and not ignored as an obsolete, outmoded or unusable document.

At the time of periodic review, the plan may undergo major reconsideration. This process should entail an overhaul of the entire plan, including new data inventory, updated forecasts and major restudy of plan goals, policies and implementation strategies. The following are the basic processes that should be used in reviewing, updating and amending the various components of the comprehensive plan, including the urban growth boundary.

DATA BASE UPDATE

- (a) Primary Responsibility: Staff.
- (b) Initiation of Amendment: Staff.
- (c) Type of Amendment: Minor (Informal).
- (d) Review Responsibility: Planning Commission.
- (e) Final Action: Planning Commission.
- (f) Frequency: Whenever necessary. This update does not relate to the goals, policies, implementation strategies, forecasts or distribution formulas of the plan text.
- (g) Procedure: Data update is a continuing process and should be considered whenever a sufficient amount of data has been collected to merit a significant addition to the comprehensive plan. The material to be included is reviewed by the city administrative staff and is then presented to the planning commission for final review and amendment. Unless requested, a public hearing need not be held and public notice not occur.

PLAN GOALS, POLICIES, IMPLEMENTATION STRATEGIES, FORECASTS AND DISTRIBUTION AND ALLOCATION FORMULAS REVIEW AND AMENDMENT; ZONING ORDINANCE TEXT AMENDMENT

- (a) Primary Responsibility: City Council, Planning Commission
- (b) Initiation of Amendment: City Council, Planning Commission, or by a resident of Lincoln City.

- (c) Type of Amendment: Major (Legislative or Quasi-Judicial)
- (d) Review Responsibility: Planning Commission, Special Committee(s), Affected Agencies.
- (e) Final Action: City Council.
- (f) Frequency: Amendments may be proposed at any time subject to initiation. Every periodic review sequence, major text revisions will occur through a broad legislative process. During this periodic review process, proposed amendments received during the interim will be considered by the planning commission. If compelling reasons for these amendments occur between review periods, a majority vote of the planning commission and city council can authorize immediate initiation of the proposed amendment.
- (g) Procedure: Proposed amendments should be considered based upon a finding that one or more of the following standards are met:
 - (1) Updated data manifests significantly different trends than indicated by previous data;
 - (2) New data reflects a new or previously disclosed public need;
 - (3) New community attitudes representing a significant departure from previous attitudes is found to exist by the planning commission or city council;
 - (4) Changes in statutory or case law occur which affects the applicability or appropriateness of applicable portions of the plan text;
 - (5) A demonstrable error or inconsistency is found to exist.

The proposed amendment will be presented for review to the planning commission. The planning commission may, at this point, elect to hold a public hearing. The proposal will then be sent to all city departments, review committees and affected agencies for review. Upon receiving input from the various review bodies, the planning commission may elect to hold a public hearing with proper public notice, as set forth in state law or forward a recommendation directly to the city council. The city council will hold at least one public hearing with proper public notice, as set forth in state law.

COMPREHENSIVE PLAN AND ZONING: MAJOR REVISIONS

Definition of Major Revision: Changes to the comprehensive plan and zoning map that have widespread and significant impact upon the immediate area of the change; such as quantitative changes, producing large volumes of traffic; a qualitative change in the character of the land use itself, such as conversion of residential to commercial land use; or a spatial change that

affects large areas or many different ownerships. A determination of whether a proposed change is major or minor is made by the planning director or city manager.

- (a) Primary Responsibility: City Council, Planning Commission.
- (b) Initiation of Amendment: City Council, Planning Commission, or by application of property owner(s).
- (c) Type of Amendment: Major (Legislative).
- (d) Review Responsibility: Affected Agencies, Planning Commission.
- (e) Final Action: City Council.
- (f) Frequency: Amendments may be proposed at any time, subject to initiation. During periodic review process, major map revisions will be considered through a broad legislative process. During this periodic review, proposed amendments received during the interim will be considered by the planning commission. If compelling reasons for these amendments occur between periodic review periods, a majority vote of the planning commission and city council can authorize immediate initiation of the proposed amendment
- (g) Procedure: The proposed amendment must conform to the Statewide Planning Goals and be consistent and compatible with other unamended portions of the comprehensive plan.

The proposed amendment will be presented for review to the planning commission. The planning commission may, at this point, elect to hold a public hearing, after the proposal is sent to all city departments, review committees and affected agencies for review. Upon receiving input from the various review bodies, the planning commission may elect to hold a public hearing with proper public notice as set forth in state law, or forward a recommendation directly to the city council. The city council will hold at least one public hearing with proper public notice as set forth in state law.

COMPREHENSIVE PLAN AND ZONING: MINOR REVISIONS

Definition of Minor Revision: Changes to the comprehensive plan and zoning map which focus on specific individual properties and which do not have a significant effect beyond the immediate area of the change. A determination of whether a proposed change is major or minor is made by the planning director or city manager.

- (a) Primary Responsibility: City Council, Planning Commission
- (b) Initiation of Amendment: City Council, Planning Commission, or by application of property owner(s).
- (c) Type of Amendment: Minor (Quasi-Judicial)

- (d) Review Responsibility: Affected agencies, planning commission.
- (e) Final Action: City Council.
- (f) Frequency: Amendments may be proposed at any time subject to initiation. Minor map revisions will be considered on a case by case basis.
- (g) Procedure: The proposed amendment must conform to the Statewide Planning Goals and be consistent and compatible with other unamended portions of the comprehensive plan.

Upon receiving input from the various review bodies, the matter will then be presented to the planning commission who may elect to hold a public hearing with proper public notice as set forth in state law, or forward a recommendation directly to the city council. The city council will hold at least one public hearing with proper public notice, as set forth in state law.

URBAN GROWTH BOUNDARY AND URBANIZATION POLICY REVISIONS

Major Revisions

Major revisions in boundary or policies will be considered amendments to both the city and county comprehensive plans, and, as such, are subject to a legislative review process.

A major revision shall include any boundary change that has widespread and significant impact beyond the immediate area, such as quantitative changes allowing for substantial changes in population or significant increases in resource impacts; qualitative changes in population or significant increases in resource impacts; qualitative changes in the land use itself, such as conversion of residential to industrial use; or spatial changes that affect large areas or many different ownerships. Any change in urbanization policies is considered a major revision.

Major revisions will be considered by the city and county at the time of first periodic review by the city or at five-year intervals. If the city and county governing bodies find that circumstances prevail which have a significant effect on the public health, safety or general welfare of the community, a major revision could be considered at intervals of less than five years or at periodic review period.

A request for a major revision can be initiated by an individual or group, citizens advisory committees, affected agencies and governing bodies. The party who seeks the revision shall be responsible for filing adequate written documentation with the city and county governing bodies. Final legislative action on major revision requests shall be based on the following factors:

- (a) Demonstrated need for the change to accommodate unpredicted population trends, to satisfy urban housing needs or to assure adequate employment opportunities;

- (b) The orderly and economic provision of urban facilities and services;
- (c) Maximum efficiency of land uses within the current urbanizable area;
- (d) Environmental, energy, economic and social consequences;
- (e) Compatibility of the proposed change with other elements of the city and county comprehensive plans;
- (f) The other urbanization factors & statewide planning goals.

Major revision proposals shall be subject to a mutual city and county review and an agreement process involving affected agencies and the general public.

Minor Boundary Line Adjustments

Minor adjustments to an urban growth boundary line may be considered subject to similar procedures used by the city and county in hearing zoning requests. A minor amendment is defined as focusing on specific individual properties and not having significant impact beyond the immediate area of the change.

Application for a minor boundary line amendment can only be made by property owners, their authorized agents, or by a city or county governing body. Written applications for amendments may be filed in the office of the Lincoln City Department of Planning and Community Development on forms prescribed by the city. The standards for processing an application are as follows:

- (a) Documentation must exist indicating the minor adjustment is based on:
 - (1) A demonstrated need for the change consistent with the urbanization policies of the city and county.
 - (2) Maximum efficiency of land use and key public facilities.
 - (3) The effect on the existing land use character in the immediate area of the request.
- (b) The applications will be reviewed by the affected city and county planning commission meeting held on an as-needed basis for the express purpose of considering a minor boundary line adjustment.
- (e)[sic] The planning commissions are required to forward a recommendation and findings on each application to the city and county governing bodies for final consideration.

(f)[sic] Amendments cannot be made to the urban growth boundary line unless mutually agreed to by a majority from each governing body. Both the city and county governing bodies shall be responsible for the preparation of the actual legal instrument which officially amends the boundary line.

[Land Use Planning amended by Ordinance No. 92-02, adopted January 13, 1992]

CITIZENS INVOLVEMENT PROGRAM

The Lincoln City Citizens Involvement Program is an ongoing process. The effectiveness of government is only measured by the extent that the citizens participate. Only through citizens' participation can a government determine attitudes, needs, and desires of its public. Without adequate citizen participation, government decisions are made in a void.

CONCLUSION:

Lincoln City recognizes that citizen involvement is necessary in making wise and legitimate land use decisions.

Goal - Citizens Involvement

Develop a Citizen Involvement Program (CIP) which ensures the continued participation of citizens in the land use planning process.

Citizen Involvement Policies

1. Lincoln City shall develop multi-media informational programs on the planning process and procedure, such as television and radio talk shows, newsletter, slide and discussion panels.
2. Lincoln City shall assure that a reasonable effort is made to encourage the opportunity for citizens to attend public meetings.
3. Lincoln City shall work with the school district to establish a Lincoln City Government Educational Program in cooperation with the school curriculum.
4. Lincoln City shall strive to establish a better liaison with other community groups and senior citizens.
5. Lincoln City shall maintain a Committee for Citizen Involvement which is charged with the responsibility for assisting the City Council with the development of a Citizen Involvement Program (CIP) that promotes and enhances citizen involvement in land use planning, implementation of the CIP, and a yearly objective evaluation of the process being used and the effectiveness of the CIP.
6. The Committee for Citizen Involvement and its format, responsibilities and the basic element of the Citizen Involvement Program are established by Resolution of the Council.
7. Lincoln City shall encourage a variety of citizen programs such as neighborhood associations and other committees to serve in the interest of the community.

[Citizens Involvement Program amended by Ordinance No. 94-18, adopted November 14, 1994]

PUBLIC SERVICES & UTILITIES

Lincoln City and several special service districts provide a complete compliment [sic] of municipal services. The City has developed master plans for water and sewer utilities and storm drainage which master plans have been adopted and may be amended from time to time by resolution of the City Council. The City has passed supplemental bond levies to begin the construction of needed water and sewer facilities to implement the plans. Other municipal services, such as fire service, health service, telephone and gas service, are located in Lincoln City and provide utilities on a regional basis to the North Lincoln County areas. These utilities or services have also completed comprehensive planning to ensure that there are no constraints to future extension of the services. Future utility and service needs have been designed in a manner to accommodate high population projections. Service can be provided within all areas of the Urban Growth Boundary.

[Public Services & Utilities amended by Ordinance No. 95-11, adopted March 27, 1995]

CONCLUSION:

Lincoln City and other providers of utility services have developed an orderly system for providing public facilities necessary for the future growth of the city.

Goal - Public Services and Utilities

To plan and develop a timely, orderly, and efficient arrangement of public facility and services which compliment [sic] the area and serve as a framework for urban and rural development.

Overall Public Facility Policies

1. It shall be the overall policy of Lincoln City to centralize public facilities where appropriate.
2. The City shall utilize the extension of public utilities as a method of controlling growth.
3. Lincoln City shall work with utility companies to develop and directly implement programs for placing all utilities underground. This program may be accomplished in conjunction with scheduled street repairs.
4. The City shall require new developments to pay for service extensions.

Individual Public Facility Policies

- I. Sewer and Water:
 1. Connection to or extension of public facilities (i.e., water, and sewer) to areas outside existing city limits, but within the adopted Urban Growth Area boundary shall be conditional upon annexation to the City of

Lincoln City, unless such service is provided for by written contract executed prior to December 1, 1990. The requirement for annexation may be satisfied by the execution and recording of an irrevocable consent to annexation and waiver of time limitation of such annexation consent by the owner(s) of record.

2. The City staff shall review proposals to extend public facilities and shall consider the following:
 - a. The amount of vacant land within the city that is presently sewerred.
 - b. The cost of extending the proposed facilities to the area.
 - c. The central treatment facility capacity necessary to accommodate the extension.
 - d. IF, following the consideration, the STAFF determines that the extension will cause severe impacts, either physical or financial, the extension will NOT be allowed.

[Sewer and Water amended by Ordinance No. 90-29, adopted December 10, 1990]

[Sewer and Water amended by Ordinance No. 94-08, adopted May 23, 1994]

[Sewer and Water amended by Ordinance No. 95-11, adopted March 27, 1995]

II. Drainage Policies:

1. Adequate storm drainage facilities, including culverts, catch basins, natural or surface channel systems (approved by the city engineer) shall be a part of all subdivision design, planned development, City- or locally-initiated street construction or improvement, or other development and shall conform to the City's Master Drainage Plan.
2. Subdivision of areas that have drainage problems shall have adequate provision for storm runoff. This may be accomplished by larger lot sizes, mechanical means, maximum lot coverage requirements or other methods approved by the city engineer.
3. The city engineer shall designate culvert sizes in conformance with the City's Master Drainage Plan.
4. Where possible, natural drainageways must be maintained and protected from filling or other alteration.
5. The City shall evaluate its storm drainage needs during its yearly budgeting process. Storm drainage should be a part of the overall capital improvements program.

6. Storm drainage or run off from new developments, particularly those which have large parking lots or service stations, shall have catch basins or other treatment facilities for oil, grease, or other contaminants to protect the water quality of Devils Lake.

[Drainage Policies amended by Ordinance No. 95-11, adopted March 27, 1995]

III. Park and Recreation Policies

1. The City shall provide recreational facilities and activities for all citizens of the city.
2. The City shall maintain a Parks and Recreation Committee of citizens and professional staff which shall periodically review Lincoln City's parks and recommend improvements and properties for park acquisition.
3. The City shall provide areas for high intensity recreation such as ball parks, swimming pools, tennis courts, neighborhood and community play fields.
4. It shall be a policy of the City of Lincoln City to preserve publicly owned beach front property, and undeveloped right-of-way, in order to provide public beach accesses and viewpoints. The City will not vacate undeveloped right-of-way or convey property if such right-of way or property has the potential for being utilized as a beach access or viewpoint without first having received a favorable recommendation from the Parks Board and conducting a public hearing before the Planning Commission.

[Park and Recreation Policy 4 amended by Ordinance No. 94-11, dated May 23, 1994]

5. When considering parks and parks improvements related to Siletz Bay and Devils Lake, the City shall determine the feasibility of boating facilities.
6. The City shall continue to work with the Council on Aging in the management of the Community Center and rely on the center to provide activities and recreational opportunities for the elderly.
7. The City's recreation committee shall encourage a bikeway plan within the city and shall cooperate with the Oregon Department of Transportation in establishment of the Oregon Coast Bikeway through Lincoln City.
8. The City shall work with the State Parks Department to improve the use of existing State Parks within the city.

9. The City shall continue to rely on the Lincoln County School District to make available indoor and outdoor high intensity recreation areas such as gyms, multi-purpose buildings, track, football, and soccer fields.
10. The City shall work with private and public agencies to provide indoor recreation opportunities such as handball, racquetball, and indoor tennis courts.
11. The City shall work with community groups and citizens to encourage the development of cultural enrichment programs and activities.

IV. Police and Fire Service Policies

1. Future police and fire facilities shall be coordinated with the Lincoln City Comprehensive Plan policies. Improvement to facilities shall be reviewed by the Planning Commission.
2. The *Planning Commission* shall consider the impacts proposed developments will have on police and fire protection.

V. Library Policies

1. The City's Library shall work with the other libraries and services in the County to improve library resources and circulation in the area.
2. The Lincoln City Library shall utilize public and private sources of funding such as donations, grants, etc. available to public libraries to meet program needs and to supplement other public funding.
3. The Lincoln City Library shall continue its outreach programs for the young, aged, and infirm.

VI. Health Service Policies

1. The City shall rely on the North Lincoln Health District to identify, plan, and provide health programs and facility needs within the service area.
2. The City shall provide a designated professional campus area in which hospitals, physicians, and other health facilities may benefit from close association.
3. The City shall request comments from the North Lincoln Health District concerning land use plans, programs, or actions that might affect health facilities and services.

4. The City shall work with the North Lincoln Health District to evaluate ownership and operation of local ambulance services.
5. The City shall cooperate with the North Lincoln Health District in making available public facilities such as meeting rooms, halls, etc. for programs, clinics, and other services where appropriate.
6. The City shall rely on the North Lincoln Health District to seek public and private funding, including federal, state, local and private grants and donations, for the provision of health care facilities and services in the area.

VII. School Policies

LINCOLN CITY SCHOOL DISTRICT ENROLLMENT PROJECTIONS

<u>1979</u>	<u>1982-83</u>	<u>1987-88</u>	<u>1992-93</u>
1,321	1,575	2,150	2,825

1. The existing enrollment in all of Lincoln City schools results in overcrowded conditions. Any future development will only exaggerate the overcrowded conditions.
2. All existing and future school sites, except Delake Elementary shall be designated for school use consistent with the School District's Comprehensive Building Plan and with the Lincoln City Comprehensive Plan.
3. The City shall assist the Lincoln County School District in planning by providing information concerning the Lincoln City area.
4. School sites shall be developed with park and recreation areas whenever possible to allow joint acquisition and use of both school and recreation facilities.
5. The City shall request comments from the District concerning land use plans, programs, or actions that might affect facilities and services.
6. The City shall rely on the Lincoln County School District for the provision of public education.
7. Lincoln City will cooperate with the Lincoln County School Board in designating future school sites. The City will additionally assist the District in acquiring property by requiring developments to set aside

land for school sites. Lands will be set aside for a period of time mutually agreed upon by the School District, the City, and the developer.

8. The Lincoln County School District is responsible with the City for planning for public schools in the City. Any change(s) in the District's Comprehensive Building Plan, May, 1979, which affect land use such as site acquisition, building construction, and school closure will be reviewed by the City to determine consistency with the City's Comprehensive Plan prior to accepting the proposed change(s).

URBANIZATION

The City's high quality of life insures that tremendous growth pressures will be experienced in the next several years.

Because Lincoln City's environments are fragile, growth could be a threat to the quality of life as it now exists. Even though Lincoln City is small, it is not exempt from the unrestricted sprawl which is associated with larger cities. Sprawl tends to injure older developed areas in and near the City. The more urban development is permitted to spill out into the areas outside the urban area, the weaker becomes economic pressures for renewal or revitalization. Leap frogging development results in increased costs for providing public services, as well as committing lands to development prior to its need. By establishing an Urban Growth Boundary, the city provides for an economic and an efficient transition of urban lands from rural to urban uses. The Urban Growth Boundary serves as a guide to development to fit the natural resources and to preserve as much as possible, the quality of life as experiences by the citizens of today.

CONCLUSION:

Lincoln City has a need to accommodate growth. Because of its desirable environment, high growth projection figures should be assumed for the City. There is, however, a need to monitor this growth so that better information may verify the urban needs for the future.

Urbanization Goal

To promote an orderly and efficient transition of land uses from rural to urban.

Urbanization Policies

1. Lincoln City shall coordinate its planning efforts with Lincoln County.
2. Lincoln City and Lincoln County shall establish urbanization policies which are mutually agreeable.
3. Within the UGB, the City shall have planned utility capacity to service all growth.
4. Within the urban growth area, proposals for subdivisions and major and minor partitions shall be accompanied by a redivision plan. This redivision plan shall show the proposed location of future streets, lot lines and any proposed structures.
5. Proposals to change the Urban Growth Boundary shall be considered Plan amendments to the City and County Plan. The boundary alteration must be mutually agreed upon by the City and County. The compelling reasons for alteration of the UGB shall include at a minimum, an analysis which indicates:

- a. Why existing land inventory is not sufficient to meet present needs.
- b. That alternative location within the existing UGB cannot be employed for the proposed uses.
- c. That the short and long term negative, environmental, economic, social, and energy impacts from the proposed alternatives are inconsequential to the City, the County, and the State.
- d. That findings will be presented which indicate the land uses proposed for the new boundary will be compatible with existing City and adjacent land uses.
- e. That the boundary alteration will not interfere with the orderly extension of utilities.
- f. And that the boundary alteration is consistent with statewide planning goals.
- g. Annexation of sites within the UGB shall be reviewed by the Planning Commission and shall be in accordance with relevant Oregon statutes.
- h. Lincoln City shall exclude forest lands identified in the "inventory map of forest lands" from its Urban Growth Boundary.
- i. Lincoln City shall encourage Lincoln County to develop adequate protection for agricultural lands.
- j. Lincoln City will not provide utility services outside the UGB to properties beyond existing connection, (1979).

NATURAL HAZARD

The Oregon Coast can be a treacherous environment in which to reside. Active environmental and geological constraints as well as severe winter storms can create situations which are hazardous to residents and their property. Specific hazardous areas have been identified by RNKR, Associates, Corvallis, Oregon in their work Environment Hazards, Coastal Lincoln County, Oregon, 1979. The complete RNKR study and detail map are available at City Hall for inspection and review. In some instances, building in hazardous areas can be accomplished through the employment of certain safety precautions. A report to determine these precautions will be required prior to development. The level of information to be supplied will be determined by the extent of the hazard associated with the specific site.

CONCLUSION:

There are areas in Lincoln City where development activities must be controlled to protect life and property. The City has defined these areas on the Plan Map. The City will allow development within these areas if adequate protective measures can be employed which prevent or minimize damage.

Natural Hazard Goal

The City shall control development in hazardous areas to protect life and property from natural disasters and hazards.

Natural Hazard Policies:

1. Developments of all types in identified hazard areas shall not occur until a review is completed by a qualified engineer or qualified engineering geologist.
2. The review shall be submitted to the City as a written report and shall consider as a minimum the following:
 - a. Definition of the degree the hazard affects the use in question.
 - b. Define the method(s) to be employed to minimize the potential losses associated with the hazard.
 - c. The environmental consequences the development will have on surrounding properties.
3. If structures to protect shorelands, beaches, and dunes or flood areas are proposed, Shoreland Policies 4, 22, and 23 shall apply.
4. The report shall be prepared at the developer's expense. All review costs incurred by the City will be borne by the developer.

HOUSING

The single greatest financial expenditure by a family is for housing.

Lincoln City has an existing inventory of 4009 dwelling units. The stock is primarily comprised of single family units. However, there has been a trend toward the development of multi-family units, which are used primarily as seasonal housing. There are four users which determine Lincoln City housing needs. These are:

1. The permanent resident seeking shelter at affordable prices.
2. The tourist industry seeking seasonal shelter for its employees.
3. The elderly population seeking retirement shelter.
4. The seasonal resident seeking shelter.

These users work in competition for the limited lands available for housing development. Tables indicate housing demands, needs, and available vacant property.

CONCLUSION:

There is a competition for the limited housing available in Lincoln City. The competition creates artificially high prices and reduces housing choices.

Housing Goal

To provide for the housing needs of all citizens.

Housing Policies

1. The City shall encourage a wide range of housing types.
2. The City shall establish minimum construction and lot coverage standards for residential development.
3. The City shall encourage multi-family buildings subject to design and landscape control.
4. The City shall work to stabilize and protect existing residential areas from deterioration and incompatible development.
5. The City shall work with State, County, and local housing agencies to publicize the existence of housing programs available to Lincoln City residents in order to:

- a. Make residential housing more energy efficient.
- b. Make home rehabilitation loan and grant funds available to homeowners and renters especially those of low to moderate income.
- c. Increase the amount of decent and affordable housing, especially rentals available to lower income households.
- d. Increase the amount of lower cost rental housing available to the elderly.
- e. Decrease the proportion of income which the elderly spend on housing.

ECONOMY

To assure a healthy economy as Lincoln City grows, there will be a need to provide more "quality" job opportunities.

Lincoln City's primary industry is tourism. One out of every three jobs is related to recreational-oriented employment. Future employment projections assume a continued emphasis in Lincoln City on the tourist industry.

The retirement community composes 28% of Lincoln City's population. This segment of the city's society, when considered as a whole, is an additional important economic asset. There are indications that there will be an increase in the number of service-related employment opportunities to citizens of Lincoln City. These new opportunities will occur in such fields as government, real estate, and insurance sales. If their predictions are accurate, then the city will realize some needed diversity in its economy.

CONCLUSION:

Tourism will continue to function as the basic industry in Lincoln City. An anticipated increase in the retirement population will serve to contribute to the economic base of the community. New employment opportunities are projected to occur in service related industries. Tourism and service jobs are labor intensive and relatively "clean industries", however, some of the positions are seasonal, the wages are minimal and are subject to sudden changes in economic conditions.

To achieve a more stable economy, the city should strive to improve tourism, as well as attempt to diversify the economic base.

Economy Goal

To support the tourist industry and achieve a degree of diversity in the community which will allow a balanced economy that will, in turn, support an adequate level of services for all members of the area.

Economic Development Policies

1. Lincoln City shall work with Lincoln County in implementing recommendations for regional economic development.
2. Lincoln City shall periodically analyze the commercially and industrially zoned lands. The analysis shall include a summary of economic activities within the City including residential development in commercially or industrially zoned properties. The report shall make projections of future commercial land needs based on economic activities, residential development, and the supply of available commercial and industrial lands. If current demands exceed supply,

the Planning Commission shall hold a public hearing as soon as possible to consider lands which may be suitable for conversion to commercial or industrial uses.

3. Lincoln City shall encourage local financial institutions to support low interest loans to rehabilitate deteriorating structures and to upgrade city center areas.
4. Lincoln City shall explore incentives for economic development in order to expand and increase the productivity of commerce and industry.

[Economy Policies amended by Ordinance No. 95-01, adopted January 9, 1995]

AESTHETICS

Lincoln City is located in an area of phenomenal natural beauty. The "quality of life" for most of Lincoln City citizens is quite high. The City's appearance should compliment [sic] natures [sic] environment, rather than detract from it. Harsh and conflicting vistas conflict with natures [sic] scenic quality which surrounds Lincoln City. The poor appearance of the city was noted in each of the City's Comprehensive Plan surveys. Development along Highway 101 is the most graphic example between the natural beauty of the surrounding area and harsh vistas of certain developments. However, away from Highway 101, the view qualities of most of the residential neighborhoods are in keeping with the natural surroundings. Areas of significant scenic qualities are inventoried on the scenic view map of Lincoln City. Maintaining these areas and improving the visual quality along Highway 101 would greatly enhance the aesthetic qualities of the City.

CONCLUSION:

Lincoln City is an area of exceptional aesthetic quality. There is a need to protect this aesthetic quality from harsh and incompatible development. Certain areas along Highway 101 detract from the natural beauty of Lincoln City, and major improvements are now wanted.

Aesthetic Goal

To develop a livable and pleasing city which enhances mans [sic] activities while protecting the exceptional aesthetic quality of the area.

Aesthetic Policies

1. The City shall encourage property owners to landscape areas between buildings for beautification and access to off-street parking and facilities.
2. The City shall consider development of a city-wide landscape plan and explore various alternatives for implementation such as CETA, volunteer or student aide.
3. The Planning Commission shall recommend designated scenic viewpoints and areas within the City and shall review the impact of new proposals near these designated points for restriction of the viewing area. The following criteria shall be employed to evaluate proposed developments within 100' of a scenic viewpoint or area:
 - a. All proposed developments within 100' of a scenic viewpoint or area shall, prior to development, provide a detailed diagram and written statement as to the nature of the proposed activity will have on the visual and aesthetic quality of the scenic point or area.

The work must consider:

- a. How the activity will maintain natural vegetation.
 - b. If vegetation is removed, how the activity will restore and protect the site from erosion and other negative results.
 - c. If necessary, how the activity should be screened to protect the scenic view.
 - d. The number, size, and design of signs associated with the activity.
 - e. The extent [of] natural materials and design to be employed in the activity.
 - f. The balance between the activity and other surrounding developed areas.
 - g. How wildlife habitats and environmental quality will be protected.
4. The City shall encourage the placement of utilities underground to improve the aesthetic qualities along Highway 101 and in other areas of the community.
 5. The City shall establish a special study group to review the feasibility of placing utilities underground.
 - a. The group shall be comprised of representatives of utility companies, the Planning Commission, the City's merchants, and interested citizens.
 - b. The group shall report to the City Council no later than July 1, 1984, the results of their review.
 - c. The group shall report to the City Council no later than July 1, 1984 the results of their review and make recommendations as to the implementation of a plan.
 6. Lincoln City shall maintain the historical integrity of the Dorchester House and the Taft Cemetery. Alteration of either site shall be in accordance with Environmental Quality Overlay Zone protection.

TRANSPORTATION

Lincoln City lies along and adjacent to U.S. Highway 101. Highway 101 is a principal State transportation facility which serves to connect Oregon's coastal communities. The highway also accommodates the City's population travel needs. Additionally, there are a high number of pedestrian users. These users have no defined pedestrian or bicycle path through the City. Also, being a tourist-oriented city, the City experiences a large influx of visitors who are not acquainted with the City's traffic system. This causes erratic traffic movements and safety problems. Traffic proceeding through Lincoln City also experiences a number of confusing lane changes (4 to 2 lanes) and speed zoning changes, this contributes to safety problems. On-street parking is also a problem.

The sum total of these problems creates poor and uneven traffic movement, conflicts between major and local access movement, conflicts between vehicles and pedestrians, parking conflicts and as a result, safety and hazard problems. With anticipated population growth, these problems will only be compounded exponentially.

Although many problems exist on U.S. Highway 101, a number of other safety problems exist on some of the minor arterial and collector streets of the City. These problems relate to deteriorated pavement and roadway conditions, offset intersection designs, and large developments recently completed which have impacted the overall ability of the system to perform adequately.

CONCLUSION:

1. Highway 101 is the single greatest constraint to the orderly development of Lincoln City.
2. There exists a conflict between the movement of the City's citizens, visitors, and through traffic.
3. Highway 101 is the only through traffic route.
4. Access between residential areas and service centers is inadequate.
5. Even with increased energy shortages, the automobile will remain the primary tool for the movement of people.
6. There is a need to consider the development of alternative methods of transportation.

Transportation Goal

To provide a safe, convenient and rapid transportation network to facilitate the movement of goods and people.

Transportation Policies

Roadway Development

1. Identify an overall improvement strategy for Lincoln City's "Main Street" which will lead to better utilization of the roadway, reduced traffic congestion and conflicts, and enhanced local traffic circulation.
2. Identify, and develop bicycle routes through and around town that are safe, attractive, and user-friendly.
3. Identify suitable alternate north-south local "reliever" routes to Hwy 101.
4. Develop improved east-west street connections with neighborhood needs and the direction of commercial in mind.
5. Develop a functional classification plan for all streets in the City.
6. Identify short-term improvements at critical intersections and along street segments, to solve pressing current traffic safety and congestion problems. Consider temporary test trials.

Pedestrian Facilities

1. Develop a plan for improved pedestrian crossings of 101, including signal treatments, with some crosswalk relocation and development.
2. Develop criteria for further sidewalk development along the streets in the City, incorporating federal guidelines for the handicapped.
3. Develop an off-street pedestrian trail system, perhaps integrated with a bike trail system, to supplement on-street provisions.

Bicycle Facilities

1. Identify and develop a system of off-Hwy 101 bicycle routes through and around town that are safe, attractive and user-friendly. Sign the *Oregon Coast Bike Route*.
2. Modify and update the 1987 City Bicycle Master Plan to reflect the latest information on traffic volumes, travel patterns, and new development locations in the City.
3. Identify a strategy for the development of bicycle repair and storage facilities in convenient locations to encourage bicycle travel in the City.

4. Investigate the potential for hostel-type accommodations in conjunction with the *Oregon Coast Bike Route*.

Street Lighting

1. Develop criteria for identifying those street segments which warrant new or improved lighting.
2. Identify a strategy for jurisdictional responsibility for street lighting operations and maintenance.

Public Transit

1. Identify the feasibility of instituting public transit service in the City, addressing the needs of a varied market (general residents, elderly, handicapped, visitors, intercity travel, etc.)
2. Develop a basic framework for a transit system in the City (routes, service levels, ridership, and capital, operating, and maintenance costs).
3. Evaluate the appropriate role of the existing cab and senior citizens' bus service in handling future public transit needs.

Travel Demand Reduction

1. Investigate strategies for reducing vehicle trip-making in the City other than public transit--for example: carpool/vanpool incentives and flex-time applications.

Off-Street Parking Development

1. Refine the public off-street parking development plan along Hwy 101 through the City.
2. Develop improved beach access parking facilities in the City.
3. Identify a strategy for gradual and timely replacement of on-street parking along Hwy 101 associated with future roadway improvements.

Transportation Financing

1. Identify financial strategies and resources that will allow long-term financing of transportation improvements in the City.
2. Identify the appropriate roles of System Development Charges (SDCs) and Local Improvement Districts (LIDs) in transportation improvement financing.

3. Develop a Capital Improvement Program for Transportation needs that can be implemented with available funding sources.

Public Involvement

1. Develop a Transportation Master Plan that addresses general public issues and concerns related to transportation system development in the City.
2. Evaluate and adopt those strategies and policies which most closely reflect the community's views and needs, while accommodating the state's need to move traffic safely and efficiently through the community.
3. Appoint members to a Regional Task Force to study regional transportation issues: a) to identify problem areas, b) to evaluate mutually acceptable solutions, and c) to coordinate efforts to achieve them.
4. Monitor the impact and effectiveness of the Transportation Master Plan as it is implemented.

[Transportation Policies amended by Ordinance No. 95-07, adopted February 27, 1995]

ENERGY

Prior to the oil emergencies of the early 1970s, there was little awareness of possible energy shortages. Society had become accustomed to the unrestricted consumption of energy, however, there has recently been a realization that the world's energy sources are not finite and that there must be a conscious effort to conserve resources.

Through leadership, building practices, and the establishment of land development patterns, a city can influence the energy consumption of its citizens. The principal consumption of energy in the City is attributed to residential use. Without the implementation of conservation methods, the City's energy usage will double by the year 2000.

Through the lifetime of this Plan, the automobile will remain the primary tool for the movement of people. Gasoline supplies must be available to the local residents. In addition, sufficient supplies must be readily available to the tourist if we are to continue a tourist based economy.

CONCLUSION:

1. There is a need to conserve energy.
2. Residential and commercial users are the largest consumers of energy. Conservation can best be achieved by directing programs and practices toward those users.
3. The City can encourage energy conservation by establishing land use patterns which consider and reflect efficient use of lands.
4. There is a need to conserve gasoline to assure supplies to the residents of Lincoln City as well as the tourists.

Energy Goal

To conserve energy.

Energy Policies

1. The City shall maintain energy standards for buildings which will meet or exceed the Uniform Building Code.
2. The City shall consider ways to conserve energy to all public buildings and facilities.
3. The City shall actively explore alternative energy funding for local facilities such as federal and state grants.

4. The City shall encourage residents to utilize federal, state, and private energy conservation programs such as weatherization and home rehabilitation.
5. The City shall encourage the use of cluster development in multi-family and planned development in order to lower energy expense in site and building development.
6. The City shall review its ordinances to insure that the users of alternative energys [sic] do not have their access to energy sources restricted.
7. The City shall work with professionals and a citizens committee such as the Parks & Recreation Committee or Chamber of Commerce to develop an access plan which encourages alternatives to the automobile.
8. The City shall locate high-density development within walking distance of services and shopping areas.
9. The City shall review proposals for onshore and offshore location of major energy producing or storage facilities for consistency with this Comprehensive Plan.

OVERALL ENVIRONMENTAL

Lincoln City is located in an area of exceptional environmental quality. The City is bounded on the north by the Cascade Head Scenic Research area; on the south by Drift Creek, Schooner Creek and Siletz Bay; on the east by vast expanses of forest lands; and on the west by the Pacific Ocean.

These environments provide more than panoramic vistas, they give form and substance to our personal, social, and political lives. To degrade, one contributes not only to the destruction of the resource but also to ourselves. It is, therefore, our responsibility to act as stewards to our fragile environment not just to protect, but more important, to enhance the community in which we work and live; to think not only with our minds, but also with our hearts. The purpose of the following goals and policies are to achieve a balance between the need to use our environment and the need to protect and enhance the quality of life for the residents of the City. This section is divided into areas of specific environmental concerns. These are, air quality, water quality, land quality, coastal shorelands, estuarine resources, beaches and dunes, and ocean resources.

Overall Environmental Goal

To achieve a balance between the need to provide housing and services and the need to protect and enhance the natural environments of the City.

Overall Environmental Policies

Where the environmental impact of a proposal is significant, the City shall require the preparation of an environmental assessment. The assessment will be prepared in all developments which occur within coastal shorelands, floodplains, waterway shorelands, scenic corridors, scenic viewpoints, areas of sufficient historical or archaeological value and any development which is greater than five acres in size. The assessment will be prepared in accordance with the City's Environmental Impact Ordinance.

Air, Water, and Land Quality

Environmental problems associated with air, water, and land quality have been identified in the Lincoln City area.

The Department of Environmental Quality has not described any part of Lincoln County as being in an air shed of critical importance. Air quality problems which might arise are usually of short duration and of minor consequence. Air quality problems would be associated with construction, land preparation, forest slash burning, and vehicle emission. In any event, maritime winds quickly disperse most air pollutants which occur.

There are identified areas of water quality concern in the Lincoln City area. The areas identified are Devils Lake, Schooner Creek, and Drift Creek.

Devils Lake is an important asset to Lincoln City and the State of Oregon. The lake is presently experiencing an accelerated rate of eutrophication. The lake is surrounded by many residences which add to the continued nutrient enrichment will lead to the destruction of the lake for water uses. The need to protect the lake is one of the City's major goals.

In the 1978 assessment of D.E.Q., it was noted that along Schooner there is "moderate streambank erosion as far upstream as the most southerly junction of the two unnamed streams in Section 30 and in the unnamed stream paralleling the western edge of Section 26 (Map No. 1)."

Also an identified area of water quality problems was from the mouth of Drift Creek to Gordy Creek due to excessive debris, severe sedimentation and streambank erosion. Activities in these areas must be carefully monitored to assure continued water quality. There are sufficient areas of exceptional land value. These include wildlife areas, the Cascade Scenic Research Area, forest land and an eagle's nest in the Schooner Creek area.

Lincoln City recognizes that the collection and disposal of solid waste is a utility as important as the water or sewer utility. Improper disposal of solid waste has a major impact on land quality.

Lincoln City is presently serviced by a single franchised solid waste hauler who is responsible ofr collection and final disposal of all solid waste generated in the City.

In 1974, Lincoln County commissioned and then adopted a solid waste management plan prepared by UMA-NORTEC (plan referenced in Lincoln County's Plan Inventory).

In 1976, the County formed and funded by the passage of a \$600,000 bond issue, a Special Service District to implement the UMA-NORTEC Plan.

CONCLUSION:

1. Sources of air contamination in the Lincoln City area are minimal, vehicular travel, and slash burning do contribute some pollution, however, these are disposed by maritime wind currents.
2. There is a need for streambank protection.
3. There is a need to reduce the amount of nutrients permitted to enter Devils Lake.
4. There is a need to improve the sewage treatment facility to prevent further degradation of Siletz Bay and Schooner Creek.
5. There is a need to explore alternatives to the Schooner Creek sewage outfall.

6. Existing solid waste plans and programs are adequate to minimize land degradation.
7. Wildlife areas such as stream spawning beds and the eagle's nest need to be preserved.

Environmental Policies

1. Lincoln City recognizes the authority and responsibility of the Oregon Department of Environmental Quality to manage the waste and process discharges of all existing and future development. Lincoln City shall require conformance with all applicable state and federal regulations regarding waste and process discharge prior to approval of any development.
2. Lincoln City shall refer development which is greater than 5 acres in size to the State Historical Preservation Office for review and comment.
3. To minimize wildlife habitat disruption, the removal of larger trees shall be minimized. In the subdivision of land, site preparation will not be allowed until final approval of all improvement plans has been granted by the Planning Commission or by the City Engineer acting on behalf of the Planning Commission. Reconnaissance surveys of the land including clearing to allow for accurate topographic determination, coring to permit geotechnical evaluation, and similar efforts, are not prohibited by this restriction. The "improvement plans" are the plans prepared for the construction of improvements such as streets, sanitary sewers, storm sewers, and water systems, but do not include the final subdivision plat." After final approval and following site preparation, excavated and disturbed areas must be re-vegetated immediately upon completion of the work.
4. The City shall explore methods for preservation of the area surrounding the eagle's nest.
5. Lincoln City will continue to work with the countywide Solid Waste District to implement the UMA-NORTEC Plan for solid waste disposal.
6. Lincoln City will encourage the search for alternate methods of collection and disposal of solid waste.
7. Lincoln City will, in noise sensitive areas such as schools, hospitals, wildlife habitats, discourage uses which generate noise levels that can be disruptive to activities associated with the areas.
8. Within the defined Lincoln City watershed and along all tributaries of that watershed, the City encourages only those forest activities which will insure the maintenance of high water quality standards.

9. Lincoln City shall develop programs to resolve conflicts between the preservation of sensitive wildlife habitats and conflicting uses.
10. Lincoln City shall develop programs to resolve conflicts between the preservation of scientifically and ecologically significant areas and conflicting uses, such programs shall be based on an analysis of the social, environmental, energy, and economic consequences of courses of action.
11. Lincoln City shall develop programs to resolve conflicts between the protection of historical and cultural sites and land use activities which would diminish their value.

SHORELAND, BEACHES, DUNES, ESTUARY & OCEAN RESOURCES

Lincoln City's single greatest natural resource is the Pacific Ocean. The ocean's scenic vista is the element which draws the tourists and provides the inspiration for the community's vigor.

Devils Lake, Siletz Bay and Estuary, Schooner Creek, and Drift Creek provides other important coastal shoreland resources. These shorelands are indicated on the Environmental Quality Inventory Map.

These areas contain either significant wildlife habitat, are of exceptional aesthetic quality, or have historical or archeological value. The shoreland area of the Siletz Bayfront is most suitable for existing tourist-related uses. Development activities in other parts of Siletz Bay and the Estuary are limited because of the bay's conservation classification.

Lincoln City, Devils Lake, Schooner Creek, and Drift Creek have historically been used as important recreational sites for Lincoln City. Lincoln City has seven miles of sandy beaches. The beaches are adjacent in most cases, to steep cliff formation. These cliffs are the source of material which eventually give form to the beach. The cliff areas are predominantly stable because of the extensive vegetation growth.

CONCLUSION:

1. There are special areas of Lincoln City which have exceptional visual, ecological, historical, and recreational value.
2. Devils Lake, Siletz Bay, and the ocean beaches offer important coastal resources.
3. Development in Siletz Bay is limited to the Taft Bayfront area.
4. Wind and wave action can endanger property, therefore, our activities along shorelands must be qualified by professional observations.
5. There is a need to study and understand the inter-relationship between ocean resources and land activities.

Shoreland, Beaches, Dunes, Estuary, and Ocean Resources Goal

To conserve to protect and to enhance the coastal resources of the City.

Shoreland, Beaches, Dunes, Estuary, and Ocean Resources Policies

1. All land within the 100-year floodplain; within 50' of streams, creeks, rivers, marshes; 200' of the shoreland of Devils Lake; 200' east and west of East

Devils Lake Road; or between the ocean and the first street east of the ocean high water line, including Siletz Bay, shall be designated as coastal shorelands.

2. Riparian vegetation shall be protected and maintained, except in cases where removal of riparian vegetation is required for uses requiring direct water access. Temporary removal of riparian vegetation may be permitted subject to the approval of a permanent revegetation plan. To protect riparian vegetation and associated habitat, all structures and parking shall be set back 25 feet from the landward boundary of the riparian vegetation.
3. Dredged material disposal and mitigation sites identified in the Lincoln County Estuary Management Plan shall be used to meet dredged material disposal and mitigation needs for estuarine areas within the Lincoln City city limits. Use of alternative sites not identified in the Lincoln County Estuary Management Plan may also be allowed subject to approval by Lincoln City, the Division of State Lands and other state and federal resource agencies with permit authority for dredging and fill. Lincoln City shall evaluate any proposed alternative dredged material disposal and mitigation sites during its review of DSL/USACE permit applications for dredging and fill.
4. A classification of dune forms on which Lincoln City is built is contained in inventory material Sand Dune Map. The inventory material is from Beaches and Dunes of the Oregon Coast, O.L.C. & D.L., 1975 and Environmental Hazard Inventory, Coastal Lincoln County, RNKR Associates, 1977. The City is predominantly developed on older stabilized dune formations. Development has additionally occurred on older foredunes. Some beach and dune forms are identified as areas of critical environmental concern and as such are subject to provisions of Environmental and Shoreland goals and policies. In the Cutler City area, development has occurred on recently stabilized foredunes. The Cutler City area is protected by the Salishan Spit, and active foredune. Control of activities on the Spit is under the jurisdiction of Lincoln County. It is unlikely, given the extensive residential development and shoreline protection actively undertaken along the Spit, that breaching of the foredune would be allowed to occur.

In addition, extensive development occurring along the stabilized foredune in Cutler City will prevent the breaching of this area. In any case, it shall be the City's policy to restrict any attempt to breach any foredune area.

There are three isolated areas of open dune sand. These three areas are surrounded by residential or commercial development. Extensive sand mining has occurred in two of the areas. Protection of any of these dune areas for low intensive uses is prohibitive. However, the protecting of existing dune forms from further degradation, the City shall review construction and alteration activities in all identified beach and dune areas. Prior to any activity in a beach or dune area, a site specific geotechnical analysis must be prepared by a

qualified engineer or qualified engineering geologist. The report shall consider the following in addition to all information necessary to meet the requirements of the Uniform Building Code.

- a. The degree to which vegetation removal will occur. If vegetation is to be removed, a revegetation and enhancement plan must be submitted which outlines revegetation activities to be as great or greater than than [sic] existing prior to disruption.
 - b. The type of proposed use and the adverse affect it might have on the site and the adjacent area. Adverse affects include those which could create a hazard to life, public and private property, and the natural environment.
 - c. The method(s) to be employed to protect the site and the surrounding area from adverse consequences created by the use.
 - d. The report will be prepared by the developer and any expense required for review and notification by the City shall be the responsibility of the applicant.
5. Development in beach and dune areas shall be permitted only if the geotechnical analysis can demonstrate that the development can be designed to minimize adverse environmental impacts on the site and on adjacent properties by providing protection from geologic hazards, wind erosion, and water erosion caused by ocean flooding and storm waves, and is consistent with the requirements of Shoreland Policies 4, 22, and 23.
 6. Residential development and commercial and industrial buildings shall be prohibited on active foredunes, conditionally stable foredunes that are subject to ocean undercutting or wave over-topping, and deflation planes that are subject to ocean flooding. Other development in these areas shall be permitted only if the requirement of Policy 4 above are met, and if it is demonstrated that the proposed development: a) is adequately protected from any geologic hazards, wind erosion, undercutting, ocean flood and storm waves, or is of minimal value; and b) is designed to minimize adverse environmental effects.
 7. Breaching of foredunes shall be prohibited.
 8. Lincoln City shall cooperate with the Oregon State Department of Fish & Wildlife to protect significant wildlife habitat in beach and dune areas where identified.
 9. For shorelands identified in the inventory as major marshes, significant wildlife habitat, headlands, areas having exceptional aesthetic resources or historic and

archeological sites, Lincoln City shall adopt land use designations and standards which are consistent with the protection of natural values.

10. No development will be allowed to use existing groundwater sources as a primary water source. Developments may use existing groundwater resources for limited irrigation, after securing all necessary permits from the Department of Environmental Quality and the Department of Water Resources, and the submission of findings prepared by a qualified engineer or qualified engineering geologist, that the irrigation will not cause groundwater drawdown to levels which would lead to loss of stabilizing vegetation or intrusion of salt water into the groundwater supply.
11. Devils Lake, which has historically been used as a recreational area for boating and fishing, shall be designated a marine waterway to ensure that it remain protected for water dependent uses.
12. Lincoln City shall continue enforcement of the standards of the Housing and Urban Development Flood Insurance Program.
13. Lincoln City shall rely on Lincoln County for management within the Siletz estuaries, including Schooner Creek and Drift Creek.
14. Lincoln City shall manage the shoreline development of Siletz Bay, Schooner Creek, and Drift Creek consistent with the adjacent estuarine management unit designation.
15. Development of community docking and pier facilities within estuaries shall be limited to the Taft area of Siletz Bay. The planning commission shall consider the following for any proposals:
 - a. The size and shape of docks shall be limited to the intended use.
 - b. Proposals shall be accompanied by alternatives considering various dock and pier designs, mooring buoys, dryland storage and launch ramps.
 - c. A finding shall be required that the use is consistent with the resource capability of the area and with the purpose of the estuarine management unit.
16. Lincoln City shall rely on the Division of State Lands Fill and Removal Permit program to monitor fill and removal activities of greater than 50 cubic yards within identified wetlands. The City shall also require that a permit be obtained prior to any work.

17. Lincoln City shall rely on Lincoln County and the State of Oregon to ensure that the Siletz sandspit protects the Bay area including Taft and the Cutler City areas of Lincoln City.
18. Ocean erosion control structures such as jetties, bulkheads, seawalls, rip-rap, and similar protective structures shall be designed to minimize impacts on water currents, erosion and accretion patterns consistent with ORS 390.605-390.770. The City shall consider sharing in the cost of ocean erosion control structures only if City property is concerned.
19. In addition to all City Plan and Ordinance requirements, the City shall rely on the Department of Transportation as stated in ORS 390.605-390.770 to monitor ocean erosion control structures and assure that City beaches are not degraded by such structures.
20. Where existing structures are threatened by ocean erosion, the City will encourage area-wide local improvement districts or other methods to coordinate protective measures and minimize cost.
21. The Planning Commission shall work with State and Federal agencies to study ocean resources development proposals. The Commission shall recommend appropriate actions to preserve valuable resources and minimize impacts.
22. Development activities of all types of identified beach and dune areas shall not occur until [sic] a review is completed by a qualified engineer or qualified engineering geologist. The review shall be submitted to the City in a written report and shall consider as a minimum, the following:
 - a. The type of proposed use and the adverse effects it might have on the site and the adjacent area. Adverse effects include those which could create a hazard to life, public and private property, and the natural environment.
 - b. The method(s) to be employed to protect the site and the surrounding area from adverse consequences created by the use.
 - c. The written report must be prepared by the developer and any expenses incurred by the City for review, shall be paid by the developer.
23. Shoreland protection projects shall not begin before a permit is obtained from the City. No permit shall be issued until the developer has supplied to the City, a plan prepared by a registered engineer or registered engineering geologist indicating the nature and scope of the proposed protective activity.

Non-structural means of erosion control which can be demonstrated to be effective shall be the first order of consideration in protecting shorelands.

Structural devices shall only be considered when it is determined that non-structural means cannot be expected to protect property and when the impacts created by the structure, both environmentally and aesthetically can be minimized.

The development of shoreline protective structures shall be required to meet all requirements of the Environmental Quality Overlay Zone. Repair and minor betterment of existing protective structures shall be exempt from the requirements of this policy.

DEVELOPMENT CATEGORIES

The Plan provides for several categories of development patterns. These categories are intended to accommodate the residential, commercial, industrial, and environmental needs provided for in the Comprehensive Plan document. The City designation and the policies with regard to the specific districts are as follows:

1. Professional Campus District (P-C), is provided for the development of professional offices and institutions in a concentrated area. The area including the hospital and such related uses as doctor's clinics, pharmacies, nursing homes, and related uses are concentrated. The design and specific location of these districts will be reviewed by the Planning Commission with respect to their impact on the development of adjacent properties for residential uses.
2. Commercial-Recreation District (R-C), is provided for those commercial uses having a strong tourist orientation, such as motels, restaurants, recreational outlets, gift and souvenir shops. The purpose of the district is to encourage the development of certain areas having a quality resort character. To enhance their attractiveness, special attention will be paid to design and landscaping.
3. General-Commercial District (G-C), is provided to accommodate [a] wide range [of] retail commercial uses which attract shoppers from the community or the larger market area. The District runs along Highway 101. To create better Highway 101 visual quality, excellence in design and landscaping will be encouraged by the Planning Commission.
4. Planned Industrial District (P-I), is provided to accommodate the normal range as well as the more intensive and large scale commercial enterprises and "light" industrial uses. Emphasis will be placed on creating an attractive setting for business activity by regulating landscaping, site and building design, signing, and access to the highway.
5. Planned Development District (PUD), is provided to permit greater freedom of design within the existing designation of this Comprehensive Plan but shall accomplish the same general objectives. The purpose of the district is to allow filling in of difficult to develop areas within the City and Urban Growth Boundary. Densities within this district shall be that of the underlying plan designation.
6. A Low-Density Residential District (R-10), with lot sizes ranging upward from 10,000 square feet. These areas are generally in the location either well removed from resort centers or are those currently not provided with City services. These areas also include land utilization for agriculture and silva-culture. In some areas not served by the City sewer system, the local topograph[y] and soil types will require larger lots.

7. A Medium-Density Residential District (R-7.5), in which the minimum lot size per dwelling unit is 7,500 square feet and the housing density is in [the] range of 4 to 5 dwelling units per acre. In areas not served by the sewer system, larger lots will be required.
8. A Single-Family Residential District (R-5), located along the ocean and lake fronts is to be composed primarily of single-family dwellings. This district is designed to provide neighborhoods of a quiet residential nature in which all structures have approximately the same height and bulk. The majority of the land in these areas is platted in lots of 5,000 square feet or less.
9. A High-Density Residential District (R-M), designed for the widest range of housing types at a high density. Such areas are located in locations having good access to major thoroughfares and to shopping facilities. Special land use regulations will insure adequate open space and off-street parking accommodations in order to avoid congestion and to provide an attractive environment. Professional offices and personal services are permitted at a scale and intensity of use that is compatible with any and all adjacent residential uses. Such facilities should not be extensive in areas, nor should they generate substantial amounts of pedestrian or vehicular traffic at any time.
10. Environmental Quality Overlay District (E-Q), the purpose of the Environmental Quality Overlay Zone is to recognize the value of several areas of exceptional environmental quality so that these areas can be protected for the maintenance of water quality, riparian vegetation, major marshes, exceptional aesthetic resources, historical and archeological sites, fish and wildlife habitat, economic resources, and recreational opportunities.