

Comprehensive Plan Map Amendment Zone Change Staff Report for City Council Public Hearing on October 24, 2022 Case File CPA ZC 2022-07

Date: October 12, 2022

Case File: CPA ZC 2022-07 Spyglass Ridge

Property Owner: Knott Holdings LLC
Schwab Holdings LLC, Mark and Andrea Bowman, and Doris J. Eades Trustee

Situs Address: Unaddressed

Location: Eastern terminus of SE 31st St, approximately 310 feet south of SE 28th St

Tax Map and Lot: 07-11-22-DC-06100-00
07-11-22-DD-00200-00

Comprehensive Plan Designation: Medium-Density Residential District (R-7.5)

Zoning District: Single-Unit Residential (R-1-7.5) Zone

Site Size: 30.3 acres

Proposal: Request to approve Comprehensive Plan Map Amendment from R-7.5 to R-M and Zone Change from R-1-7.5 to R-M

Surrounding Land Uses and Zones: North: Residential; R-1-7.5, Lincoln County
South: Undeveloped, open space: R-1-7.5, OS
East: Undeveloped; Lincoln County
West: Residential; R-1-7.5

Authority: Lincoln City Municipal Code (LCMC) 17.76.020 states that all land use applications and approvals shall be decided by using Type I, II, III, or IV procedures. The procedure types govern the decision-making process for that application. Table 17.76.020-1 in LCMC Chapter 17.76 lists a comprehensive plan map amendment and a zone change as a Type III procedure with the decision authority given to the City Council after a recommendation from the Planning Commission.

Procedure: The application was received on June 8, 2022. The application was deemed complete on June 15, 2022. On June 27, 2022, pursuant to LCMC 17.76.050.E, the Planning and Community Development Department mailed a notice of public hearing to property owners within 500 feet of the subject property. *The News Guard* published the public hearing notice on July 5, 2022. The applicant requested a continuance on July 13, 2022.



Applicable Substantive Criteria: Oregon Statewide Planning Goals
Lincoln City Comprehensive Plan
LCMC 17.77.050 and 17.77.150

BACKGROUND

The subject property (site) is unaddressed, located on the east side of the terminus of SE 31st St, approximately 310 feet south of SE 28th St. The site's tax lot numbers are Tax Map 07-11-22-DC-06100-00 (owned by Knott Holdings LLC) and Tax Map 07-11-22-DD-00200-00 (owned by Schwab Holdings LLC, Mark and Andrea Bowman, and Doris J. Eades Trustee), with assessed acreages of 10.3 acres and 20.0 acres, respectively. The site is undeveloped. North of the site is undeveloped, with the portion to the northwest in the R-1-7.5 zone and the portion to the northeast in unincorporated Lincoln County. South of the site is undeveloped with the portion to the southwest in the R-1-7.5 zone and the portion to the southeast in the OS zone. East of the site is undeveloped in unincorporated Lincoln County. West of the site is developed with residential uses in the R-1-7.5 zone.

Lincoln City's GIS mapping shows the site does not contain bluff erosion hazards, designated trails, aesthetic resource, floodway, or flood hazard areas. The site does contain mapped natural resource overlays in the form of significant wetlands.

A public hearing was held with the Planning Commission on August 16, 2022. The Planning Commission closed the public hearing and the record, deliberated, and recommended that City Council approve the comprehensive plan map amendment and zone change, as requested. The final recommendation document was approved by Planning Commission on October 4, 2022.

COMMENTS

Comments were received from Matt Sakraida, Val Sakraida, Paul Jenkins, Deb Soper, Stacy Borum, and Wayne Borum, via email, on July 14, 2022, stating that the proposed zoning changes are not needed to meet the goals of Lincoln City's Comprehensive Plan or the Nelscott Gap Neighborhood Plan, that the changes are inconsistent or in conflict with several of the stated policies and goals of these plans, and that the proposed zoning would allow development that negatively affects the local neighborhood and broader community. The emailed document additionally outlines perceived conflicts with the Nelscott Gap Neighborhood Plan as reasons for denying the request.

Comments were received from North Lincoln Fire & Rescue District #1, via email, on June 13, 2022, indicating that the site is not part of the district.

Comments were received from Oregon Department of State Lands, via email, on June 13, 2022, stating the following: "From the removal-fill viewpoint this cursorily looks like a good spot for increased proposed density facilitated by this zone change. There are limited waters and wetlands mapped on both properties so, as always, when an application for ground disturbing activities is submitted, please send a WLUN."

Comments were received from Lincoln City Economic Development, via email, on June 13, 2022, stating that "Ec Dev staff support this rezone which sounds like it would further housing objectives by allowing a greater number of residential units; the Lincoln City and surrounding areas need more housing units for the local workforce at all income levels" and expressing desire for incorporation of the future SE Lee Ave that is part of the 2015 Transportation System Plan.

Additional comments were received from Lincoln City Economic Development, via email, on June 14, 2022, stating the following: "I would like to emphasize in my earlier comment, Lincoln City needs more housing units for the local workforce at all income levels. While Vacation Rental Dwellings (VRDs) are an important component to visitor lodging options, where undeveloped larger (for Lincoln City) land parcels have an

opportunity to create residential communities needed to support the local tourism-based economy, I believe workforce housing is a higher need than additional VRD units. For that reason I humbly suggest not allowing VRDs in new residential construction greater than one unit, which would be the case for parcels involved in this re-zone application.”

Comments were received from Lincoln City Human Resources, via email, on June 14, 2022, stating the following: “I would echo what Alison said – the need for affordable housing/workforce housing has come up repeatedly in union negotiations. One of the biggest drivers for their salary proposals is affordability for housing here in Lincoln City.”

Comments were received from Oregon Department of Transportation, via email, on June 16, 2022, wondering about a traffic impact study and compliance with Statewide Planning Goal 12.

Comments were received from Oregon Department of Land Conservation and Development, via email, on June 30 2022, wondering if the local wetland protection overlay applies to non-wetland areas.

ANALYSIS

A. Lincoln City Comprehensive Plan

1. Land Use Planning Goal

“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.”

The City Council established a land use policy framework and implementing ordinance through adoption of a comprehensive plan and zoning ordinance, respectively. The Oregon Land Conservation and Development Commission acknowledged the City of Lincoln City’s Comprehensive Plan (hereinafter referred to as Comprehensive Plan) and implementing land development regulations, including LCMC Title 17 Zoning, as complying with the Oregon Statewide Planning Goals. Citizens and affected governmental units had opportunities for review and comment during preparation, review, and revision of the plan and implementing ordinances. Review of this proposed comprehensive plan map amendment and rezoning in accordance with the Comprehensive Plan and the applicable zoning ordinance provisions establishes conformance with this goal. The application procedure for the comprehensive plan map amendment and zone change is integrated and consistent with the planning process and policy framework.

2. Citizen Involvement Goal

“Develop a Citizen Involvement Program which ensures the continued participation of citizens in the land use planning process.”

The Comprehensive Plan’s Citizen Involvement Program goal is to “develop a Citizen Involvement Program which ensures the continued participation of citizens in the land use planning process.” Lincoln City has developed a Citizen Involvement Program through Resolution 94-33. The public hearing process for the proposed map amendment and zone change included mailed and published notice to the public and property owners as required by state law and city ordinance, and review of the proposal by Lincoln City Planning Commission and Lincoln City City Council, consistent with the Comprehensive Plan, Citizen Involvement Goal, and Resolution 94-33.

Among the policies under the City’s Citizen Involvement Program goal is one that states: “Lincoln City shall assure that a reasonable effort is made to encourage the opportunity for citizens to attend public meetings.” The Planning Commission and City Council meetings are publicized with hearing notices mailed to property

owners in the affected area, published in *The News Guard*, and posted on the City’s website. The City holds public hearings in the evening to encourage public attendance. Moreover, for those unable to attend in person, the meetings are televised live, streamed live over the internet, and rebroadcast on cable television. Additionally, persons unable to attend in person have the option of calling in to the meeting to participate by phone. Video of meetings and the packet materials are also available on the City’s website for review, free of charge. These aforementioned items in their totality constitute a more than reasonable effort to encourage citizens to attend public meetings and meet the Citizen Involvement Goal.

3. Public Services and Utilities Goal

“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.”

Public services and utilities are available in the area of the map amendment and zone change. The available public services and utilities are as follows:

- a. Power – Pacific Power provides electric power to adjacent development. When the site develops, underground power lines will be installed to service the future use.
- b. Water – Lincoln City provides water to adjacent development. There is a pressurized water main line in SE 31st St. When the site develops, the main line will be extended and service lines will be installed to service the future use.
- c. Sewer – Lincoln City provides sanitary sewer service to adjacent development. There is a gravity main line in SE 31st St. When the site develops, the main line will be extended and service lines will be installed to service the future use. If necessary, a pump station will be installed as part of future development.
- d. Various providers provide land line and cellular telephone service. When the site develops, service lines will be installed to service the future use.

The proposed changes will have no impact to the existing public facilities and services and will have no direct impact to the extension of existing public facilities and services to the site. At the time of development, the extensions of services takes place whether the site is zoned R-1-7.5 or R-M. Both zones are residential and the same public facilities and services are needed for either R-1-7.5 and R-M. The public services and utilities goal is met.

4. Urbanization Goal

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

The area affected by the proposed map amendment and zone change is within the urban growth boundary and city limits and is, therefore, already urban and poised for urban development. The proposed amendment and zone change will not remove the site from city limits or the urban growth boundary. The site will be utilized for urban development with or without the proposed change. The proposed change is from medium to high density residential, which provides more opportunity for urbanization. This goal is met.

5. Natural Hazard Goal

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

The map amendment and zone change on their own do not allow development in hazardous areas. Development in such areas is controlled by existing comprehensive plan and zoning ordinance standards, as

well as building code requirements. Additionally, the City’s maps show no identified natural hazards on the site. This goal is not applicable.

6. Housing Goal

“To provide for the housing needs of all citizens.”

The request is to change the plan map from one residential district to another and the zone from one residential zone to another residential zone. Both zones allow housing as permitted uses, with each zone allowing different types of housing. The request would convert the 30.3-acre site from Single-Unit Residential R-1-7.5 to Multiple-Unit Residential R-M. As stated previously, housing is an outright permitted use in both zones. The housing options are different in the two zones with the R-1-7.5 zone allowing detached single-unit dwellings, attached single-unit dwellings, duplexes, cottage housing developments, manufactured homes, residential homes, four-flat dwellings, and accessory dwelling units. The R-M zone allows attached single-unit dwellings, cottage housing developments, duplexes, multi-unit dwellings, residential homes, and tiny house developments. Both zones, then, provide for the housing needs of the citizens of Lincoln City, just with different options.

Based on the requirements of the R-1-7.5 zone and deducting 30% from the site’s gross 30.3 acres for significant wetland preservation and infrastructure, the property could support the following: (these are approximate numbers)

123 detached single-unit dwellings	(246 units – house plus accessory dwelling unit)
369 attached single-unit dwellings	(369 units)
123 duplexes	(246 units)
557 cottage houses	(557 units)
123 manufactured homes	(123 units)
123 residential homes	(123 units)
263 four-flat dwellings	(1,052 units—maximum capacity with R-1-7.5 zoning)
450 cottage houses	(450 units)

Based on the requirements of the R-M zone and deducting 30% from the gross acreage for significant wetland preservation and infrastructure development, the property could support the following: (these are approximate numbers)

369 attached single-unit dwellings	(369 units)
557 cottage houses	(557 units)
369 duplexes	(738 units)
1,066 multi-unit dwellings	(1,066 units—maximum capacity with R-M zoning)
123 residential homes	(123 units)
600 tiny houses	(600 units)

At maximum capacity, the R-M zone will provide 14 more units than the R-1-7.5 zone (1066-1052 = 14). Additionally, multi-unit dwellings and tiny houses (which are allowed in the R-M zone but not in the R-1-7.5 zone) can be less expensive to construct than individual detached houses, which allows for more affordable housing for the citizens of Lincoln City. Accordingly, the request is consistent with the housing goal.

7. 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.”

The area affected by the proposed rezoning is within the urban growth boundary and city limits and currently designated and zoned for residential development. The affected area does not contain any commercial lands that will be directly impacted by the request. Indirectly, affordable and work force housing affects the tourist industry. Local businesses, shops, and eating and drinking establishments need employees to provide their services to tourists. The employees need affordable or work force housing. A healthy supply of affordable and work force housing allows people to accept jobs in Lincoln City that they may not otherwise be able to accept without a place to live. When businesses have a steady employment rate, they are able to maintain more open hours and more consistent open hours, which attracts tourists and encourages lengthier stays. The economy goal is either not applicable or is met.

8. Aesthetic Goal

“To develop a livable and pleasing city which enhances man’s activities while protecting the exceptional aesthetic quality of the area.”

The site does not contain any designated aesthetic resources. Future development must adhere to Title 17 of Lincoln City Municipal Code, which has landscaping requirements, tree plan requirements, landscaping maintenance requirements, and development standards. Adherence to these requirements and standards is required whether the site is zoned R-1-7.5 or R-M. The aesthetic goal is met or is not applicable.

9. Transportation Goal.

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

The site has access from the terminus of SE 31st St. Development will require adherence to the 2015 Lincoln City Transportation System Plan and Lincoln City Municipal Code (LCMC). LCMC 16.16.010 states: “The following improvements shall be installed at the expense of the subdivider or partitioner in accordance with the city requirements: streets, including drainage adequate to serve the property and streets; sanitary sewers and services; water distribution lines and services; sidewalks in any pedestrian ways; street name signs and street light poles; lot, street and perimeter monumentation; underground power lines; underground telephone lines; bicycle, equestrian or special “ways”; underground cable TV lines.” “All improvements shall be constructed to the subdivision or partition boundary.” “Where dedicated or undedicated open space is proposed or provided, it shall be the subdivider’s or partitioner’s responsibility to provide, if required, standard public improvements to and through the open space.”

LCMC 16.16.020 states: “The developer shall be responsible for improving all streets, including alleys, within the subdivision or partition, and streets adjacent, but only partially within the subdivision or partition, and streets adjacent to a subdivision or partition, whether included or excluded from the subdivision or partition.” “Construction of all streets and alleys shall be to city section standards for permanent street and alley construction, pursuant to requirements set forth in the city transportation system plan and public works/engineering standards.”

The surrounding area of the site has requirements from the 2015 Lincoln City Transportation System Plan, which are listed below. The site may or may not contain any of these; however, nexus and proportionality shall be applied at the time of development to ensure that the development constructs or contributes street improvements in proportion to the development where such improvements are on the site.

- SE Lee Extension – Extend SE Lee Ave to SE 23rd Dr; install sidewalks along the west side and a shared use path along the site side (work done by developer/city)

- SE Fleet Extension – Extend SE Fleet Ave to SE 23rd Dr while also connecting to stub streets east of Hwy 101; install sidewalks along the west side and a shared use path along the east side (work done by developer/city)
- SE 27th St Extension – Extend SE 27th St east to the proposed SE Lee/Fleet Ave extension, and upgrade existing facility; improvement includes sidewalks (work to be done by developer)
- SE 28th St Realignment – Realign SE 28th St to the intersection of Hwy 101 and SW 29th St, extend SE 28th ST east to the proposed SE Lee/Fleet Ave extension, and upgrade existing facility; install sidewalks along the north side and a shared use path along the south side (work to be done by developer)
- SW 30th Extension – Extend SW 30th St from SW Coast Ave to Hwy 101 at SE 31st St; improvement includes sidewalks (work to be done by developer)

Streets built within any future development must extend to the edges of the site for future connection as determined by city requirements. Future development must also meet all access requirements for emergency services.

The recorded plat of The Ridge Apartments has a 60-foot-wide easement to “the City of Lincoln City for street and utility purposes” (see attached plat map of The Ridge Apartments). This easement provides a connection between the terminus of SE 32nd St and the site. To meet development code requirements, the platted easement will be improved as an extension of SE 32nd Street to provide access to the site. The transportation goal is met.

10. Energy Goal

“To conserve energy.”

Future development of the site must meet all current codes, including building and energy codes. The proposed changes will not impact the requirements to meet current building and energy codes, nor are any changes to the building and energy codes being requested as part of the proposal. This goal is met or is not applicable.

11. Overall Environmental Goal

“To achieve a balance between the need to provide housing and services and the need to protect and enhance the natural environment of the city.”

The site has mapped significant wetlands. LCMC Chapter 17.46 outlines the requirements for preserving significant wetlands. The requirements for preservation of or development around natural resources are the same regardless of the map designation or zone classification. The requested map amendment and zone change in and of themselves have no impact on the natural resources present on the site. Future development must adhere to the zoning code requirements, including LCMC Chapter 17.46, regardless of the type of development. The proposal does not include a request to change the adopted significant natural resources maps or amend the area mapped as significant natural resource. This goal is either satisfied or not applicable.

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

“To conserve, protect, and enhance the coastal resources of the city.”

The site does not contain any shoreland, beaches, dunes, estuaries, or ocean resources and is more than a mile from the Pacific Ocean. The map amendment and zone change of a site that is more than a mile from the ocean, and doesn't contain any shoreland, beaches, dunes, or estuaries, will not have any impact on the city's coastal resources; therefore, the proposed request is consistent with this goal or this goal is not applicable.

B. Statewide Planning Goals

Goal 1 – “Citizen Involvement” *“To develop a citizen involvement program that ensures the opportunity for citizens to be involved in all phases of the planning process.”*

The application for amending the comprehensive plan map and changing the zoning was available at no cost on the City's website and also available for public review and purchase at the Planning and Community Development counter in City Hall. Staff was available in person and by phone or email to explain the proposal and technical information. The city advertised public hearings on the proposed comprehensive plan map amendment and zone change in the local newspaper in accordance with notice requirements. The city mailed notice of the public hearings to required property owners in accordance with state and city notice requirements. The Planning Commission and the City Council each held a public hearing at which citizens were invited to participate. The findings concerning the Comprehensive Plan Citizen Involvement Program are incorporated herein by this reference. Accordingly, the proposed map amendment and zone change are consistent with Goal 1.

Goal 2 – “Land Use 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.”*

The City Council adopted the Lincoln City Comprehensive Plan and its implementation measure, the Lincoln City Zoning Ordinance, after public hearings and has reviewed them on a periodic cycle to take into account changing public policies and circumstances. Citizens and affected governmental units had opportunities for review and comment during preparation, review, and revision of the plan and implementing ordinances. The Planning Commission and City Council considered the request in accordance with the process and based on the criteria provided in the municipal code; therefore, the request is consistent with Goal 2 or Goal 2 does not apply.

Goal 3 – “Agricultural Lands” *“To preserve and maintain agricultural lands.”*

The area affected by the proposed map amendment and zone change is within the City's Urban Growth Boundary. The area is currently designated and zoned for urban development and will remain as such, regardless of the request. There is no agricultural land in Lincoln City. The request does not affect agricultural lands. Goal 3 is not applicable.

Goal 4 – “Forest Lands” *“To conserve forest lands by maintaining the forest land base and to protect the state's forest economy by making possible economically efficient forest practices that assure the continuous growing and harvesting of forest tree species as the leading use on forest land consistent with sound management of soil, air, water, and fish and wildlife resources and to provide for recreational opportunities and agriculture.”*

The area affected by the proposed map amendment and zone change is within the City's Urban Growth Boundary. The area is currently designated and zoned for urban development and will remain as such, regardless of this request. There is no forest land in Lincoln City, nor does the affected area include any designated forest lands. Goal 4 is not applicable.

Goal 5 – “Open Spaces, Scenic and Historic Areas and Natural Resources” *“To protect natural resources and conserve scenic and historic areas and open spaces.”*

The site does not contain any designated open spaces or scenic and historic areas. No changes to any properties on the National Register of Historic Places are proposed. The site does contain natural resources in the form of significant wetlands. However, the requested changes have no immediate effect on the site's significant wetlands or any other natural resource. Environmental protections that are in place in the City's code and development standards are unchanged by the map amendment and zone change and must be adhered to at the time the property develops. Adherence to these protections is required regardless of the map designation or zone classification. The findings concerning the City's Comprehensive Plan Overall Environmental Goal as well as the Shoreland, Beaches, Dunes, Estuary and Ocean Resources Goal are incorporated herein by this reference. The request is consistent with Goal 5.

Goal 6 – “Air, Water and Land Resources Quality” *“To maintain and improve the quality of the air, water and land resources of the state.”*

The map amendment and zone change will not adversely affect the quality of the air, water, or land resources of the state. Development in either the current R-1-7.5 or the proposed R-M zone requires the availability of the full complement of public facilities and services. Environmental protections that are in place in the City's code and development standards are unchanged by the map amendment and zone change and must be adhered to at the time the property develops. Adherence to these protections is required regardless of the map designation or zone classification, and no modifications to the protections are being requested. The findings concerning the City's Comprehensive Plan Overall Environmental Goal are incorporated herein by this reference. The proposed request is consistent with Goal 6.

Goal 7 – “Areas Subject to Natural Disasters and Hazards” *“To protect people and property from natural hazards.”*

The City's maps show the site does not contain any natural disasters and hazards areas. The request does not propose development within any natural hazard area. The existing ordinances and code requirements pertaining to natural hazards will continue to apply to all properties that might be affected by natural hazards. Required natural hazard protections are unchanged by this request, and no modifications to the protections are being requested. The findings concerning the City's Comprehensive Plan Natural Hazard goal are incorporated herein by this reference. The proposal is consistent with Goal 7.

Goal 8 – “Recreational Needs” *“To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities, including destination resorts.”*

Per the Parks Master Plan, the site does not have any areas designated for the siting of necessary recreational facilities. Development standards in the R-M zone for multi-unit dwellings require usable open space for either passive or active recreation. The R-1-7.5 zone does not have these requirements. The zone change, then, provides the requirement for development of usable open space that is not required in the current zone. The proposal is consistent with Goal 8.

Goal 9 – “Economic Development” *“To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon’s citizens.”*

The area affected by the proposed rezoning is within the City’s Urban Growth Boundary and currently designated and zoned for residential development. The affected area does not contain any economic development, commercial, or industrial lands. Goal 9 is not applicable.

Goal 10 – “Housing” *“To provide for the housing needs of citizens of the state.”*

The request is to change the plan map from one residential district to another and the zone from one residential zone to another residential zone. Both zones allow housing as permitted uses, with each zone allowing different types of housing. The request would convert the 30.3-acre site from Single-Unit Residential R-1-7.5 to Multiple-Unit Residential R-M. As stated previously, housing is an outright permitted use in both zones. The housing options are different in the two zones with the R-1-7.5 zone allowing detached single-unit dwellings, attached single-unit dwellings, duplexes, cottage housing developments, manufactured homes, residential homes, four-flat dwellings, and accessory dwelling units. The R-M zone allows attached single-unit dwellings, cottage housing developments, duplexes, multi-unit dwellings, residential homes, and tiny house developments. Both zones, then, provide for the housing needs of the citizens of Lincoln City, just with different options.

Based on the requirements of the R-1-7.5 zone and deducting 30% from the site’s gross 30.3 acres for significant wetland preservation and infrastructure, the property could support the following: (these are approximate numbers)

123 detached single-unit dwellings	(246 units – house plus accessory dwelling unit)
369 attached single-unit dwellings	(369 units)
123 duplexes	(246 units)
557 cottage houses	(557 units)
123 manufactured homes	(123 units)
123 residential homes	(123 units)
263 four-flat dwellings	(1,052 units—maximum capacity with R-1-7.5 zoning)
450 cottage houses	(450 units)

Based on the requirements of the R-M zone and deducting 30% from the gross acreage for significant wetland preservation and infrastructure development, the property could support the following: (these are approximate numbers)

369 attached single-unit dwellings	(369 units)
557 cottage houses	(557 units)
369 duplexes	(738 units)
1,066 multi-unit dwellings	(1,066 units—maximum capacity with R-M zoning)
123 residential homes	(123 units)
600 tiny houses	(600 units)

At maximum capacity, the R-M zone will provide 14 more units than the R-1-7.5 zone ($1066 - 1052 = 14$). Additionally, multi-unit dwellings and tiny houses (which are allowed in the R-M zone but not in the R-1-7.5 zone) can be less expensive to construct than individual detached houses, which allows for more affordable housing for the citizens of Lincoln City. Accordingly, the request is consistent with the housing goal.

Goal 11 – “Public Facilities and Services” *“To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.”*

Public services and utilities are available in the area of the map amendment and zone change. The available public services and utilities are as follows:

- Power – Pacific Power provides electric power to adjacent development. When the site develops, underground power lines will be installed to service the future use.
- Water – Lincoln City provide water to adjacent development. There is a pressurized water main line in SE 31st St. When the site develops, the main line will be extended and service lines will be installed to service the future use.
- Sewer – Lincoln City provides sanitary sewer service to adjacent development. There is a gravity main line in SE 31st ST. When the site develops, the main line will be extended and service lines will be installed to service the future use. If necessary, a pump station will be installed as part of future development.
- Various providers provide land line and cellular telephone service. When the site develops, service lines will be installed to service the future use.

The proposed changes will have no impact to the existing public facilities and services and will have no direct impact to the extension of existing public facilities and services to the site. At the time of development, the extensions of services takes place whether the site is zoned R-1-7.5 or R-M. Both zones are residential and the same public facilities and services are needed for either R-1-7.5 and R-M. Goal 11 is met.

Goal 12 – “Transportation” *“To provide and encourage a safe, convenient and economic transportation system.”*

The site has access from the terminus of SE 31st St. Development will require adherence to the 2015 Lincoln City Transportation System Plan and Lincoln City Municipal Code (LCMC). LCMC 16.16.010 states: “The following improvements shall be installed at the expense of the subdivider or partitioner in accordance with the city requirements: streets, including drainage adequate to serve the property and streets; sanitary sewers and services; water distribution lines and services; sidewalks in any pedestrian ways; street name signs and street light poles; lot, street and perimeter monumentation; underground power lines; underground telephone lines; bicycle, equestrian or special “ways”; underground cable TV lines.” “All improvements shall be constructed to the subdivision or partition boundary.” “Where dedicated or undedicated open space is proposed or provided, it shall be the subdivider’s or partitioner’s responsibility to provide, if required, standard public improvements to and through the open space.”

LCMC 16.16.020 states: “The developer shall be responsible for improving all streets, including alleys, within the subdivision or partition, and streets adjacent, but only partially within the subdivision or partition, and streets adjacent to a subdivision or partition, whether included or excluded from the subdivision or partition.” “Construction of all streets and alleys shall be to city section standards for permanent street and alley construction, pursuant to requirements set forth in the city transportation system plan and public works/engineering standards.”

The surrounding area of the site has requirements from the 2015 Lincoln City Transportation System Plan, which are listed below. The site may or may not contain any of these; however, nexus and proportionality shall be applied at the time of development to ensure that the development constructs or contributes street improvements in proportion to the development where such improvements are on the site.

- SE Lee Extension – Extend SE Lee Ave to SE 23rd Dr; install sidewalks along the west side and a shared use path along the site side (work done by developer/city)
- SE Fleet Extension – Extend SE Fleet Ave to SE 23rd Dr while also connecting to stub streets east of Hwy 101; install sidewalks along the west side and a shared use path along the east side (work done by developer/city)
- SE 27th St Extension – Extend SE 27th St east to the proposed SE Lee/Fleet Ave extension, and upgrade existing facility; improvement includes sidewalks (work to be done by developer)
- SE 28th St Realignment – Realign SE 28th St to the intersection of Hwy 101 and SW 29th St, extend SE 28th ST east to the proposed SE Lee/Fleet Ave extension, and upgrade existing facility; install sidewalks along the north side and a shared use path along the south side (work to be done by developer)
- SW 30th Extension – Extend SW 30th St from SW Coast Ave to Hwy 101 at SE 31st St; improvement includes sidewalks (work to be done by developer)

Streets built within any future development must extend to the edges of the site for future connection as determined by city requirements. Future development must also meet all access requirements for emergency services.

The recorded plat of The Ridge Apartments has a 60-foot-wide easement to “the City of Lincoln City for street and utility purposes” (see attached plat map of The Ridge Apartments). This easement provides a connection between the terminus of SE 32nd St and the site. To meet development code requirements, the platted easement will be improved as an extension of SE 32nd Street to provide access to the site. The transportation goal is met.

Goal 13 – “Energy Conservation” *“To conserve energy.”*

Future development of the site must meet all current codes, including building and energy codes. The proposed changes will not impact the requirements to meet current building and energy codes, nor are any changes to the building and energy codes being requested as part of the proposed. The findings concerning the Comprehensive Plan’s Energy goal are incorporated herein by this reference. The request is consistent with Goal 13.

Goal 14 – “Urbanization” *“To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.”*

The area affected by the proposed map amendment and zone change is within the urban growth boundary and the city limits and is already designated for urban housing development. The proposal does not alter the urban growth boundary or city limits. The proposal does not alter that the site will be zoned for urban housing development. Rather, the request enhances urbanization by providing proposed amendment and zone change will not change the already-existing urban development or prevent more urban development, so is consistent with this goal. The proposed amendment and zone change are consistent with Goal 14.

Goal 15 – “Willamette Greenway” *“To protect, conserve, enhance and maintain the natural, scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River as the Willamette River Greenway.”*

The site is not located within the Willamette River Greenway, nor in proximity to the Willamette River Greenway and thus the proposed map amendment and zone change will have no impact to the Willamette Greenway. Goal 15 is not applicable.

Goal 16 – “Estuarine Resources” *“To recognize and protect the unique environmental, economic, and social values of each estuary and associated wetlands; and to protect, maintain, where appropriate develop, and where appropriate restore the long-term environmental, economic, and social values, diversity and benefits of Oregon’s estuaries.”*

The proposal does not affect any areas adjacent to the Siletz Bay estuary; therefore, Goal 16 is not applicable.

Goal 17 – “Coastal Shorelands” *“To conserve, protect, where appropriate, develop and where appropriate restore the resources and benefits of all coastal shorelands, recognizing their value for protection and maintenance of water quality, fish and wildlife habitat, water-dependent uses, economic resources and recreation and aesthetics. The management of these shoreland areas shall be compatible with the characteristics of the adjacent coastal waters; and to reduce the hazard to human life and property, and the adverse effects upon water quality and fish and wildlife habitat, resulting from the use and enjoyment of Oregon’s coastal shorelands.”*

The city’s coastal shorelands are not impacted by the proposed request since the site does not contain any coastal shorelands, nor is the site in proximity to any coastal shorelands. The findings concerning the Comprehensive Plan’s Shoreland, Beaches, Dunes, Estuary and Ocean Resources goal are incorporated herein by this reference. Goal 17 is met or not applicable.

Goal 18 – “Beaches and Dunes” *“To conserve, protect, where appropriate develop, and where appropriate restore the resources and benefits of coastal beach and dune areas; and To reduce the hazard to human life and property from natural or man-induced actions associated with these areas.”*

The proposed changes do not affect any areas located within a beach or active dune area. The findings concerning the Comprehensive Plan’s Shoreland, Beaches, Dunes, Estuary and Ocean Resources goal are incorporated herein by this reference. Goal 18 is met or not applicable.

Goal 19 – “Ocean Resources” *“To conserve marine resources and ecological functions for the purpose of providing long-term ecological, economic, and social value and benefits to future generations.”*

Since the area of the proposed changes is on the dry land area of the city, the proposal will not affect the near shore, ocean, and continental shelf. The findings concerning the Comprehensive Plan’s Shoreland, Beaches, Dunes, Estuary and Ocean Resources goal are incorporated herein by this reference. Goal 19 is met or not applicable.