



CITY OF LINCOLN CITY
Comprehensive Plan

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LINCOLN CITY

Comprehensive Plan

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Imagine Lincoln City Community Vision Statement
(2018)

[Imagine Lincoln City Community Vision](#)

Community Survey Reports
(2022)

[Lincoln City Comprehensive Plan Update 2022 Community
Questionnaire Responses](#)

[Comprehensive Plan 2022 - Lincoln City 2043 August/September
Survey Report](#)



INTRODUCTION

A comprehensive plan presents a vision for the future and guides the actions of the community over the next 20 years. The plan reflects the desires of the community at the time of adoption and is periodically reviewed and revised to keep pace with changing circumstances and priorities.

The Lincoln City Comprehensive Plan is developed in accordance with Oregon's Planning Act to implement the Oregon Statewide Planning Goals. This plan serves as the blueprint for the city's development over the next 20 years and replaces the previous adopted plan. It is designed and intended to be the controlling land use-planning instrument to the year 2043. The comprehensive plan also provides the foundation for Lincoln City's zoning code, which is the legal tool for implementing the long-term vision outlined in the comprehensive plan and establishing allowed uses and use standards in the city's zones.

On May 29, 1973, Oregon Senate Bill 100 created a structure for statewide planning. One of the requirements of the bill is that every city and county in Oregon prepare a comprehensive plan in accordance with a defined set of planning goals (see Appendix 1). State requirements notwithstanding, the comprehensive plan for Lincoln City presents a clear, long-term vision specific to our community. The goals and objectives are set forth to assist in realization of the vision; to celebrate and promote the identity and diversity of Lincoln City; and to provide a balance between competing

demands on the land for development and the preservation and enhancement of natural resources.

Although the comprehensive plan is designed and intended to be the controlling land use planning instrument to the year 2043, it is important to recognize and effectively deal with major changes in the community. Periodic Review is a term used in Oregon law to describe the evaluation and revision of the local comprehensive plan over time. Since 1981, state law has called for cities and counties to review their comprehensive plans according to a schedule established by the Oregon Land Conservation and Development Commission. In 2007, the legislature revised the review requirements to include only those with a population greater than 10,000. The overall purpose of Periodic Review is to ensure that the comprehensive plan is updated to respond to changes in local, regional, and state conditions; to coordinate with other comprehensive plans and investments; and to remain in compliance with the statewide planning goals, statutes, and rules. With a population certified as 10,134 by Portland State University's Population Research Center on December 15, 2022, Lincoln City is required to perform a Periodic Review of its comprehensive plan within the state-designated timeframes.



Lincoln City Looking Back

Lincoln City is one of the largest cities on the Oregon Coast, located along US Highway 101 at the 45th Parallel. Lincoln City unites seven neighborhoods from north to south (Roads End, Wecoma, Oceanlake, DeLake, Nelscott, Taft, and Cutler City), each with a unique history and character that is felt today. Each neighborhood developed independently before Lincoln City's election to incorporate on December 8, 1964. Much of the city is built on a marine terrace, and other areas of the city rest on headlands of the Coast Range or stretch along Devils Lake and upward toward the foothills of mountains that form the city's eastern backdrop.

Native Americans have always inhabited the land along the Siletz River, Siletz Bay, and the Salmon River. In 1856, the United States government forcibly moved local Native Americans to a 1.1 million-acre Siletz Reservation as their permanent home. Although the Western Oregon Termination Act took the last reservation land from tribal members in 1954, the Siletz people and culture endure. In 1977, the Confederated Tribes of the Siletz Indians became the second in the nation and the first in Oregon to regain federally recognized tribal status. A modest land base consisting primarily of timberlands became the Siletz Reservation in 1980.



The first approach of Europeans to the Pacific Northwest was by sea, during the eighteenth century. Spain, Portugal, England, and France

explored the Pacific Coast looking for natural resources and a northwest passage through the continent. The first recorded tourists arrived in 1837.

Homesteaders began arriving in what is now Lincoln City soon after Congress passed the Dawes Act in 1887. This act subdivided the coast reservation lands, opening them up to settlers and assigning 80-acre allotments to reservation Native Americans. Early settlers homesteaded the land and combined subsistence farming with fishing and hunting to survive on the isolated coast. The tribal population weakened and decreased in numbers because of the loss of land, starvation, exposure to the elements, and epidemics, much of which was a direct result of government relocation policies and programs.

In 1896, the Kern Brothers Cannery on the Siletz River became the first major industry in north Lincoln County. The Siletz River, with abundant salmon, was a fishing paradise in those early years, and homesteaders fished for extra income. The cannery provided a net, a cabin, net rack, and a boat to use on credit. By the early 1920s, however, the numbers of fish were diminishing, and new regulations in 1935 prohibited drift net fishing altogether. The area then turned to logging for its industry. The small beach towns of Wecoma, Oceanlake, DeLake, Nelscott, Taft, and Cutler City that now comprise Lincoln City grew along what is now Highway 101. By the 1930s, these six small beach towns competed with other coastal communities to attract tourists and increase business.



Oceanlake was formed after two town developments (Devils Lake Park and Raymond) merged into one unincorporated area. In 1935, an unsuccessful attempt was made to incorporate; 1945 brought successful incorporation of Oceanlake. April 23, 1948, saw the failed incorporation of Nelscott, Taft, DeLake, and Cutler City as Lincoln City. On August 16, 1949, the City of Taft was incorporated. On October 13, 1949, the City of DeLake was incorporated. Nelscott never incorporated to become a city. In 1955, Wecoma merged with Oceanlake.



By the late 1950s, the populations of Wecoma, Oceanlake, DeLake, Nelscott, and Taft had grown to the point that they could not meet the need for improved water distribution and sanitary sewer services. Town leaders began to talk about merging, with the subsequent consolidation taking place in 1965, marking the official birth of Lincoln City. Cutler City was included as part of Lincoln City after the incorporation. The Roads End neighborhood in Lincoln County was annexed into the city in 2013.

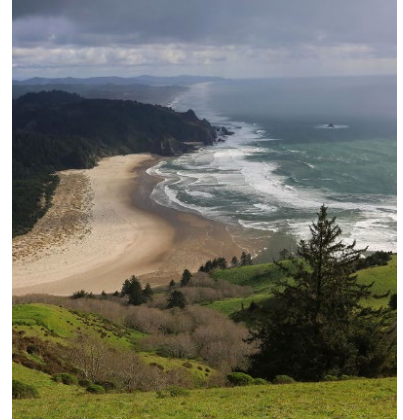
Lincoln City Today

The Place. Lincoln City, oriented by the Pacific Ocean and coastline, is part of a dynamic landscape where people may experience the magic of the Pacific Ocean for the first time. The shoreline boasts spectacular qualities of continuous motion and wave action, majestic sunsets, torrential wind and rainstorms, a wide variety of wildlife, and treasured vistas to appreciate its beauty. Inland, residents and visitors enjoy over 350 acres of open space. Family-friendly trails, including the Knoll Trail, are dispersed throughout the city, providing access to wetlands, the lakefront of Devils Lake, old growth forest, and the prized 400-year-old heritage Sitka spruce named *Nuu-k'wii-daa-naa-ye*.

Lincoln City has the unique and distinct feature of being part of the Cascade Head Biosphere Region, Oregon's only UNESCO Biosphere Region. The Biosphere Region is a 102,110-acre site designated originally in 1976 by the United Nations Man and Biosphere Program and reauthorized to the current footprint in 2017. The rare and diverse ecosystem includes the Salmon River and its estuary, a sandy littoral spit, densely forested uplands, and a basalt headland covered in native coastal prairie. The city is also fortunate to be adjacent to the Cascade Head Marine Reserve, one of five Oregon reserves that support scientific research of this unique habitat. The Cascade Head Marine Reserve and the related marine protected areas stretch from north of Cascade Head south to the Nelscott area of Lincoln City.

All of these resources, combined with the jewel of Devils Lake to the east and the estuary of Siletz Bay to the south, are essential to the identity of our community. They inform our core values, help define our environmental stewardship goals, and assist in forming the basis of this comprehensive plan.

The People. Lincoln City's population is composed of the resident workforce, second homeowners, tourists/visitors, and retirees. People of varying ages, backgrounds, ethnicities, and economic status live and work in, and visit this community because they value its natural beauty, find plentiful opportunities for recreation, and enjoy the friendly and welcoming neighborhoods. The year-round resident population of 10,134 continues to grow steadily. Those who visit occasionally but still refer to Lincoln City as "their beach" help to create a community that is much larger than that of the year-round residents.



The Economy. Lincoln City’s abundance of open space, trails, views, outdoor recreation, and the 7 miles of public beaches make it an ideal destination for tourism and coastal retirement, Lincoln City’s major economic drivers. Many employers are locally owned, small businesses, many of which are family-owned and operated. Larger employers include city government, Lincoln County School District, Samaritan North Lincoln Hospital, and the Confederated Tribes of Siletz Indians. In 1995, the Confederated Tribes opened Chinook Winds Casino at the northern end of the city on property overlooking the Pacific Ocean, where they also operate the Chinook Winds Golf Resort and the Chinook Winds Resort Hotel.



The Government. Lincoln City governs through a council-manager form of government. The city is divided into three wards with two city councilors elected from each ward. The mayor is elected at large and serves as the presiding officer of the city council. The seven-member city council has the power to legislate on city matters and hire a city manager as the city’s chief executive.

Lincoln City Looking Forward

Lincoln City is a premier coastal community where the ocean, beach, river, lake, forest, Cascade Head Biosphere Region, and Cascade Head Marine Reserve inspire a community of artists and those who love art. The city is a showcase of the Oregon Coast’s most extraordinarily beautiful setting for full-time and seasonal work, recreation, and retirement. Lincoln City is welcoming and inclusive, where diverse groups of people care for one another and have pride in their community. Through continued careful planning and collaboration, Lincoln City is a pleasant, safe, and prosperous town where everyone enjoys a high quality of life. Lincoln City is a great place to live year-round, live part of the year, visit often, or visit once in a lifetime.

CHAPTER ONE

Citizen Involvement



CITIZEN INVOLVEMENT

The effectiveness of government can only be measured by the extent to which it truly meets the needs of all citizens. Good decision-making is predicated on engaging a complete cross-section of the community and encouraging all to participate in the decisions that will affect them. Community engagement, which is foundational to successful and effective land use planning, is a required part of land use planning in Oregon. Citizen involvement is the first of the planning goals in the statewide land use planning system and is the first chapter in Lincoln City's comprehensive plan. The statewide planning goal requires a committee for citizen involvement (CCI) to monitor and encourage public participation in planning. City council has officially designated the Lincoln City Planning Commission as the CCI for Lincoln City.

Engaging the public in a meaningful way as land use decisions are made is key, going beyond simply conducting required participation activities. A great citizen involvement program gives participants assurance that they will be heard, and gives elected leaders and citizens confidence that land use decisions will be balanced and positioned for the public good.

GOAL

- Provide opportunities for all Lincoln City residents to learn about and be engaged in all phases of the land use planning process; ensure learning and engagement activities are accessible, equitable, and inclusive.

POLICIES/OBJECTIVES

1. Ensure that the Committee for Citizen Involvement (CCI) guides public participation in the land use planning process, by emphasizing the need to inform, consult, engage, and collaborate with the community.
2. Prioritize the creation of an inclusive and transparent citizen involvement program that goes above and beyond required notification and establishes consistent procedures for how staff will plan, implement, and evaluate public involvement activities within the context of land use planning in Lincoln City. Ensure the following are effectively implemented and evaluated on an annual basis:
 - Create opportunities for widespread public involvement;
 - Ensure effective two-way communication with the public;
 - Enhance methods for the public to be engaged in all phases of the planning process;
 - Ensure technical information associated with land use planning is easy to understand;
 - Create feedback mechanisms for policy makers to respond to public input; and
 - Budget adequate financial support for public involvement efforts.
3. Provide information regarding land use planning applications and land use planning projects in a variety of accessible and easy to understand formats, including other languages where appropriate.
4. Uphold effective traditional methods of involvement while embracing emerging technologies to extend participation in the land use planning process through a variety of media, outlets, and formats.
5. Continue to improve the city's website interface and platform to increase access to information, services, news, records, and maps pertinent to land use planning applications and projects.



6. Harness current and emerging technologies and availability of open-source data for interactive participation in all phases of the land use planning process, including a process for quantifying and synthesizing citizens' attitudes.
7. Identify options to increase participation with the community's marginalized and underrepresented groups in the land use planning process, including but not limited to Tribal representatives and renters.
8. Develop partnerships with community groups, such as neighborhood organizations, faith groups, business interests, schools, and other interest area representatives to take advantage of existing communication networks for disseminating information pertaining to land use planning applications and projects.
9. Ensure adequate resources are available to meet the community's need for public information and public involvement pertaining to land use planning applications and land use planning projects.
10. Create and utilize clear measures to assess the success of Lincoln City's citizen involvement program.



STATEWIDE PLANNING GOALS ADDRESSED

Citizen Involvement	Public Facilities & Services
Land Use Planning	Transportation
Natural Resources, Scenic & Historic Areas, Open Spaces	Energy Conservation
Air, Water and Land Resource Quality	Urbanization
Areas Subject to Natural Hazards	Estuarine Resources
Recreational Needs	Coastal Shorelands
Economic Development	Beaches and Dunes
Housing	Ocean Resources

CHAPTER TWO
Housing & Transportation



HOUSING

With tourism as a major economic driver, Lincoln City has a high level of housing demand from permanent residents, seasonal residents, and short-term visitors. Housing consists of buildings, structures, or shelters in which people live. Safe and sanitary permanent, year-round housing for all individuals is fundamental to a healthy and vibrant community. Provisions for housing are a primary element in any comprehensive plan. Oregon Statewide Planning Goal 10 requires jurisdictions to maintain and plan for an adequate land supply to accommodate at least 20 years of future residential growth.

Cities must complete an analysis of housing needs that includes information about population and housing demographics. The Lincoln City Economic Opportunities Analysis and Housing Needs Analysis was adopted in 2017 and is hereinafter included by reference as part of this comprehensive plan. In 2022, an update was prepared to the housing needs projection and related residential land needs for inclusion in the 2043 Lincoln City Comprehensive Plan. The 2022 housing needs analysis update is included and adopted as part of this comprehensive plan as Appendix 2.

As of 2022, the city’s housing inventory is approximately one-third owner-occupied, one-third renter-occupied, and one-third second homes or short-term rentals. The combination of predominantly service-industry, entry-level jobs, and the high demand for housing leaves renters experiencing a high-level rent burden, forcing many to live outside Lincoln City and commute long distances for work. Higher than both county and state averages, 26% of renters in Lincoln City are severely cost-burdened, which is defined as spending more than 50% of their gross income on housing and utilities.



The 2022 Housing Needs Analysis estimates that 1,814 new housing units are needed to address the gap in workforce housing and to keep pace with the growing population. In 2019, there were 6,735 housing units in Lincoln City with almost a 60/40 split in those classified as occupied as opposed to seasonal/occasional use, respectively. Approximately 70% of the housing stock is single-unit detached housing, and close to 50% of these houses make up the majority of seasonal and short-term rental housing. Most renters live in multi-unit housing.

The 2017 Lincoln City Economic Opportunities Analysis and Housing Needs Analysis includes details on distribution of income among Lincoln City’s local population and an assessment of affordability. It also describes the availability of different housing types including expected demand at different rates, and the most recent official buildable lands inventory. The estimated demand for residential lands in Lincoln City ranges from 206 to 249 acres. With a vacant residential land supply of 1,124 acres, the city has a surplus of approximately 876 acres of buildable residential lands. Recent updates to development ordinances, and the creation of regional partnerships have led to a significant increase in multi-unit residential development in 2022, which is a trend the goals, policies, and objectives below intend to continue.



GOALS

- Ensure Lincoln City residents have affordable housing through community partnerships and progressive planning.
- Create and maintain a community that cares about those in need and works together to provide housing and sheltering options for all income levels and ages—especially for our most vulnerable populations.
- Enable creative redevelopment and/or rehabilitation of existing residential neighborhoods to make them more sustainable.

POLICIES/OBJECTIVES

Overall

1. Provide a 20-year supply of land to accommodate the city's housing and sheltering needs.
2. Amend the comprehensive plan map and zone map to reflect decreased residential densities or less intensive residential uses in tsunami inundation, flood hazard, and bluff erosion hazard areas.
3. Promote housing and sheltering developments that honor and mitigate negative impacts to the natural assets of the city.
4. Ensure that all housing options, including those for sheltering and both affordable and workforce housing are dispersed throughout the city versus being concentrated in specific areas or zones.
5. Prioritize creation of a strategic housing plan to address the housing needs of all populations in the city.

Affordability, Sheltering, and Special Needs

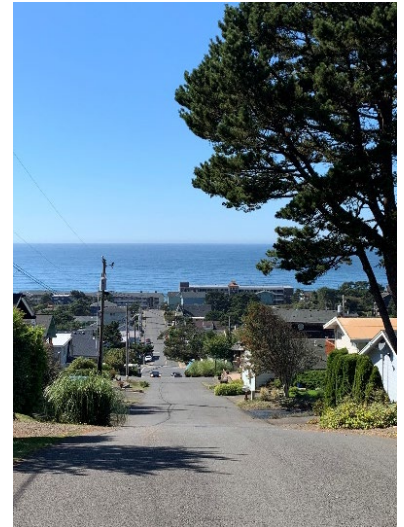
1. Establish enough zones, and allowed housing and sheltering options within those zones, to facilitate the development of a wide variety of housing throughout the city. Rezone for higher-density development, reduce barriers to development, and allow the use of lower cost types of housing units, including prefabricated, modular, and manufactured dwelling units.
2. Participate in partnerships with agencies throughout the region for the provision of affordable and equitable housing options in the city. Develop programs that enable access to equity for the local renter population, such as a land trust, or down payment or closing cost assistance programs.
3. Provide housing options for special needs populations outside of designated hazard zones, to include shelters for the unhoused, transitional housing, independent living for seniors, assisted living, memory care, drug and alcohol rehabilitation, and mental health facilities. Ensure that all are allowed uses, not conditional, in all commercial, residential, and mixed-use zones.
4. In conjunction with local non-profit groups and county and state efforts, develop programs, services, and policies to serve the unhoused with sheltering options for men, women, and children that include comprehensive case management for individuals and connects them to available community and regional resources.
 - Cooperate with agencies and non-profit groups to produce an accurate count of unhoused individuals in the city.



- Establish one or more year-round housing shelters in the city that also provide comprehensive case management.

Neighborhoods

1. Encourage proper building and property maintenance for the health and safety of residents through the redevelopment or rehabilitation of existing underdeveloped, derelict, poorly maintained, and/or underutilized housing stock.
 - Establish a vacant property registration program to engage a community partner, such as a non-profit housing group, to follow up with property owners for purchase and housing rehabilitation.
 - Consider a program in partnership with a housing non-profit group to acquire foreclosures that can then be provided as naturally-occurring affordable housing.
 - Create a rental housing code to ensure residential rental properties are safe by establishing minimum habitability standards and outlining landowner-tenant responsibilities.
2. Enhance and/or maintain the safety, walkability, and livability of residential neighborhoods.
3. Encourage and incentivize the development of sustainable housing and the inclusion of sustainable elements in residential development. Create programs accessible to developers, property owners, and renters that incentivize sustainable housing components and strategies that reduce reliance on city infrastructure, such as alternative energy, water collection, gray water systems, and waste handling.
4. Preserve adequate housing for residents, and protect the quality of life, by reducing short-term rentals in residential zones, encouraging long-term rentals in residential zones, and encouraging and increasing short-term rentals in commercial zones.



STATEWIDE PLANNING GOALS ADDRESSED

	Citizen Involvement		Public Facilities & Services
✓	Land Use Planning	✓	Transportation
	Natural Resources, Scenic & Historic Areas, Open Spaces	✓	Energy Conservation
	Air, Water and Land Resource Quality		Urbanization
	Areas Subject to Natural Hazards		Estuarine Resources
	Recreational Needs		Coastal Shorelands
✓	Economic Development		Beaches and Dunes
✓	Housing		Ocean Resources



TRANSPORTATION

Transportation refers to the movement of people and goods. Transportation facilities move or assist in the movement of people and goods, excluding electricity, sewage, and water. A transportation system refers to one or more transportation facilities that are planned, developed, operated, and maintained in a coordinated manner to supply continuity of movement between modes, as well as within and between geographic and jurisdictional areas. People and businesses rely on daily access to the transportation services they need. From public transit to freight delivery, transportation impacts quality of life, cost of living, environmental quality, and the flow of goods and services that support the economy. Planning for transportation requires coordination among Lincoln City, Lincoln County, and the Oregon Department of Transportation.

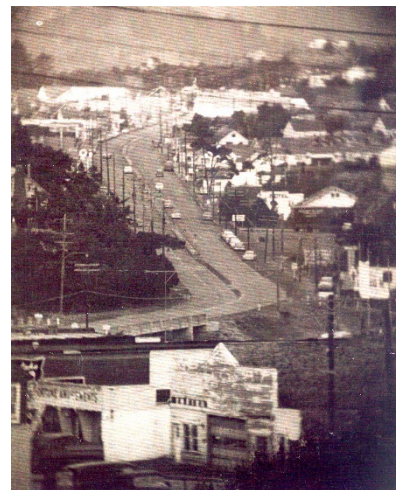
Oregon Statewide Planning Goal 12 requires cities, counties, and the state to create a transportation system plan that takes into account all relevant modes of transportation: mass transit, air, water, rail, highway, bicycle, and pedestrian. The resulting plan should support a variety of transportation modes so residents are not limited in the ways they can access the jobs, goods, or services available in different parts of their community. A well-designed transportation plan conserves energy while also minimizing adverse social and economic impacts for disadvantaged areas. Oregon has adopted Transportation

Planning Rules to implement Goal 12. These rules specify what must be included in local planning efforts for transportation, as well as what must be addressed and included in a transportation system plan.

Lincoln City has the unique characteristic of a relatively small permanent population of slightly over 10,000 with a large influx of visitors throughout the year that can increase the population to as much as 40,000 people. Lincoln City faces the challenge of accommodating both the permanent and temporary population while maintaining acceptable service levels on its transportation network. The transportation system must accommodate Highway 101 through-traffic, residents, and thousands of visitors throughout the year. In addition, the city is constrained by challenges presented by the physical environment. With limited funding for transportation improvements, the city must balance its investments to ensure that they adequately develop and maintain the transportation system to serve the city and everyone who travels in it.

Lincoln City lies along Highway 101, a principal state transportation facility that connects Oregon’s coastal communities. The highway also serves as Lincoln City’s “Main Street.” Still, Highway 101 is a state-controlled and -managed highway and there are limits to how the city can impact the highway. Additionally, there are a high number of pedestrian and bicycle users. These users have no defined pedestrian or bicycle paths. As a tourist-oriented city, the city experiences a large volume of visitors who are not familiar with the city's traffic system. This causes erratic traffic movements and safety problems. Vehicles proceeding through Lincoln City on Highway 101 experience a number of lane changes (four lanes to two) and speed limit changes, which contribute to safety problems. On-street parking along Highway 101 is also a challenge. The sum total of these problems creates poor and uneven traffic movement; conflicts between major and local access movement; vehicle, pedestrian, and parking conflicts; and as a result, significant safety hazards. With anticipated population growth, these issues will be exponentially compounded. Alternative north/south routes as proposed by the 2015 Lincoln City Transportation System Plan will be paramount in relieving many traffic concerns.

Although Highway 101 presents the greatest challenge, a number of other safety issues exist on some of the minor arterial and collector streets of the city. These problems relate to unpaved streets, deteriorated pavement and conditions of paved streets, narrow streets, offset intersection designs, and lack of sidewalks, all of which have impacted the overall ability of the transportation system to perform adequately.



Lincoln City adopted the 2015 Lincoln City Transportation System Plan and the Lincoln City Biking and Walking Plan to address transportation issues for all modes of transportation. Both adopted plans are included in their entirety by reference as part of this comprehensive plan, including the related adopted ordinances.

GOAL

- Provide a safe, convenient, efficient, sustainable, and accessible multi-modal transportation system in and throughout Lincoln City to facilitate the movement of goods and people.

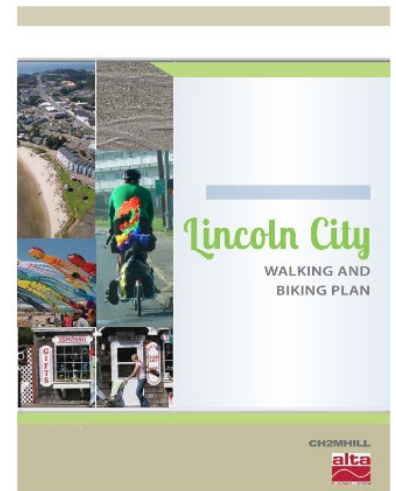
POLICIES/OBJECTIVES

Overall

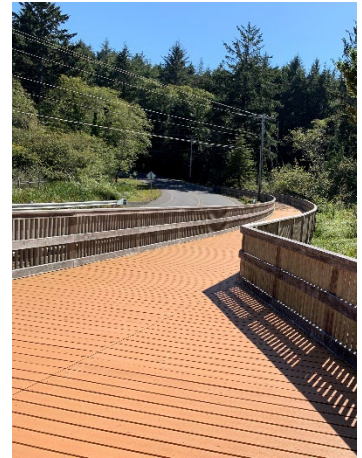
1. Develop and maintain an equitable, sustainable, balanced, safe, and well-connected multi-modal transportation system.
2. Ensure that the transportation system provides equitable access to underserved and vulnerable populations and is friendly and accommodating to travelers of all ages and abilities.
3. Update and revise the transportation system plan as needed to maintain compliance with Oregon’s transportation planning rules.
4. Participate in the Oregon Department of Transportation Statewide Transportation Improvement Plan (STIP) to fund the design and construction of an alternative route to Highway 101.
5. Encourage mixed-use zoning and provide walkable districts with access to food, retail, and recreation as part of an overall strategy to reduce dependence on vehicles.
6. Develop beach access parking facilities throughout the city.
7. Develop multi-use paths that both enhance community livability and serve as tsunami evacuation routes.
8. Develop multi-modal transportation options to support efficient and effective evacuations in the event of a natural disaster.

Active Transportation

1. Make walking and bicycling safe, convenient, and accessible by implementing the adopted Lincoln City Biking and Walking Plan and updating the plan as necessary.
 - Consider designated north-south pedestrian streets with



- vehicular access restricted to local traffic only.
 - Consider options for rental bicycles, electric scooters, and electric bicycles.
 - Update pedestrian and bicycle mapping resources as needed for local and regional trip planning, i.e., the Oregon Coast Bike Route.
- 2. Identify means and methods to enhance the safety of existing crossings for walking and bicycling; identify locations in need of safe pedestrian and bicycle crossings.
- 3. Develop and maintain a sustainable multi-modal transportation system that supports a prosperous and competitive economy.
- 4. Coordinate with local and state agencies for multi-modal transportation system planning and funding for multi-modal transportation system improvements, including installation of sidewalks and alternative pedestrian facilities.
 - Coordinate with the Oregon Department of Transportation (ODOT) to assess safety of on-street parking on Highway 101.
 - Consider planning and funding to transition surface parking lots to public parking garages to accommodate reductions in on-street parking.
 - Coordinate with ODOT to adjust speed limits and address traffic flow issues along Highway 101 through Lincoln City.
- 5. Coordinate evacuation route and signage planning in conjunction with pedestrian and bicycle route planning efforts.
- 6. Locate new transportation facilities outside the tsunami inundation zones where feasible.
- 7. Design and construct new transportation facilities to withstand a Cascadia event earthquake and be resistant to the associated tsunami whenever feasible.



Public Transit

1. Identify means and methods to provide efficient travel to/from and through the city via public transit.
2. Identify the feasibility of improving public transit service in the city, addressing the needs of a varied market, including residents, seniors, disabled, unhoused, and visitors.
3. Explore tourist-based transit options that operate during the summer.
4. Develop a basic framework for a public transit system in the city, including but not limited to routes, service levels, ridership, and capital, operating, and maintenance costs.



- Promote the provision of transportation services that allow seniors and those with special needs the capability to easily access a range of critical services.

Transportation Financing

- Identify financial strategies and resources that support long-term financing of transportation improvements in the city.
- Identify the appropriate roles of system development charges and local improvement districts in transportation improvement financing.
- Continue to explore a variety of stable and diverse revenue sources to meet the need for transportation investments in the city.
- Identify and obtain funding for public transit service and amenities to attain a higher level of ridership.

STATEWIDE PLANNING GOALS ADDRESSED			
	Citizen Involvement	✓	Public Facilities & Services
✓	Land Use Planning	✓	Transportation
	Natural Resources, Scenic & Historic Areas, Open Spaces	✓	Energy Conservation
	Air, Water and Land Resource Quality		Urbanization
	Areas Subject to Natural Hazards		Estuarine Resources
	Recreational Needs		Coastal Shorelands
✓	Economic Development		Beaches and Dunes
✓	Housing		Ocean Resources

CHAPTER THREE

Infrastructure



PUBLIC FACILITIES & SERVICES

Cities in Oregon with a population greater than 2,500 are required to develop and adopt a public facility plan to address current and long-range public facilities needs. The plan is a support document to the comprehensive plan, and describes the water, sewer, and transportation facilities that are needed to support the land uses designated in the comprehensive plan. A provision for solid waste disposal sites shall be included in the plan. The purpose of a public facility plan is to help ensure that development in the urban growth boundary is supported by the appropriate types and levels of urban facilities and services and that these services are provided in a timely, orderly, and efficient manner.

Lincoln City has adopted a water master plan, a wastewater facilities plan, a stormwater master plan, and a transportation system plan. These plans are reviewed regularly and updated as necessary. Bond levies and local improvement districts supplement funds used to construct the needed facilities identified in the respective plans.

Other public services necessary for the city's urbanization are not provided by the city but are located in the city. These utilities or services have also completed comprehensive planning to ensure that

there are no constraints to future extension of service, and services can be provided within the urban growth boundary. These include:

- Fire, Rescue and Health Services:
 - North Lincoln Fire & Rescue District #1: a special service district that responds to all emergency and non-emergency calls within its district.
 - Samaritan North Lincoln Hospital: a private, not-for-profit accredited critical access hospital that provides medical services – including emergency, primary, and specialty care – to the community.
 - Pacific West Ambulance of Lincoln City: one of the four ambulance services in Lincoln County that specifically provides services to Lincoln City residents. Pacific West Ambulance partners with first responder agencies to provide 911 emergency services.
- North Lincoln Sanitary Service: a private company providing solid waste collection services to the city through a franchise agreement with Lincoln County.
- Lincoln County School District: district schools in Lincoln City are Oceanlake Elementary, Taft Elementary, Career Tech High School, and Taft 7-12 Middle & High School.
- Telephone, cable, internet, natural gas, and electric power services are also located in Lincoln City and provide services on a regional basis to the city and Lincoln County.



GOAL

- To plan and develop a timely, orderly, and efficient arrangement of public facilities and services to serve as a framework for the city's urban development. Timely, orderly, and efficient refers to systems or plans that coordinate the type, locations, and delivery of public facilities and services in a manner that best supports the existing and proposed land uses.

POLICIES/OBJECTIVES

Overall

1. Centralize public facilities where possible.
2. Work with utility companies to develop and directly implement programs for placing all utilities underground.

3. Require new development to pay for extensions and installations of city water services, city sanitary sewer services, and city stormwater services.
4. Consider and address tsunami risks, evacuation routes, and signage when planning, developing, improving, or replacing public facilities and services.
5. Plan, fund, and locate future public facilities outside of tsunami inundation areas whenever possible.
6. Provide sustainable maintenance and improvement of the city's infrastructure.
7. Continue to implement the adopted ADA (Americans with Disabilities Act) Self-Evaluation and Transition Plan and update as required.
8. Coordinate the extension of public facilities, utilities, and services and prioritization of expenditures with Lincoln County, other public agencies, and special districts.
9. Adopt updates to system plans, as required by state law or as needed to address changing community concerns, and incorporate these plans by reference in the comprehensive plan.
10. Support coordination of public facilities and services planning between city departments and local and regional partners to ensure efficient service delivery.
11. Work with partner agencies to coordinate service delivery including electricity, natural gas, and broadband/internet/wireless technology.



Sanitary Sewer and Water

1. Ensure that any connection to or extension of city water and/or city sewer to areas outside existing city limits, but within the adopted urban growth boundary, is conditional upon annexation to the city. If the site cannot be annexed due to lack of contiguity, an irrevocable consent to annexation is required.
2. Provide city sanitary sewer services outside city limits and/or the urban growth boundary only to alleviate an existing health hazard.
3. Provide city water services outside of city limits and/or the urban growth boundary only if city water services are not used as justification to increase existing levels of allowed rural development in compliance with Oregon administrative rules.



Stormwater Drainage

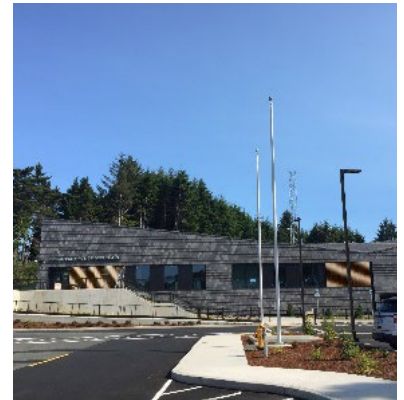
1. Incorporate adequate storm drainage facilities, including culverts, catch basins, and natural or surface channel systems, in accordance with the stormwater master plan and public works design standards, as part of all development.
2. Maintain natural drainageways and take measures to protect them from filling or other alteration whenever possible.
3. Encourage low-impact development measures, such as the use of permeable pavement, to re-establish hydrologic balance and reduce runoff volume.
4. Identify and implement water conservation measures, including but not limited to rainwater collection.

Police and Fire Services

1. Coordinate the location of future police and fire facilities within city limits with the Lincoln City Comprehensive Plan Map.
2. Consider the impacts proposed developments will have on police and fire services.
3. Maintain police and fire services at levels of service commensurate with the city's population and activities.
4. Evaluate additional police and fire demand resulting from new development, redevelopment, or infill development.

School Policies

1. Assist Lincoln County School District in planning by providing information concerning Lincoln City and its urban growth boundary.
2. Request comments from Lincoln County School District regarding land use applications for comprehensive plan map amendments, zone changes, subdivisions, and planned developments.
3. Continue to rely on Lincoln County School District for the provision of public education while exploring opportunities to provide a more diverse range of educational services.
4. Cooperate with the Lincoln County School Board in designating future school sites within the boundaries of the city limits.



Daycare

1. Support programs for providing affordable childcare options to foster a stable workforce.
2. Encourage daycare development on city-owned properties.

Solid Waste

1. Ensure all solid and inert waste disposal activities within city limits comply with state and federal standards.
2. Continue to cooperate and coordinate activities through the Lincoln County Solid Waste Advisory Council and with state and federal agencies.
3. Encourage and support commercial, non-profit, and independent efforts that reduce solid waste through recycling, composting, reusing, repurposing, or redistributing.



Telecommunications

1. Work with the Oregon Public Utility Commission, providers of telephone, internet, and broadband services, local telecommunications providers, other coastal communities, and legislators to secure residential and business telecommunication service equivalent to that found in similar-size communities in the metro area.

STATEWIDE PLANNING GOALS ADDRESSED

	Citizen Involvement	✓	Public Facilities & Services
✓	Land Use Planning	✓	Transportation
	Natural Resources, Scenic & Historic Areas, Open Spaces	✓	Energy Conservation
	Air, Water and Land Resource Quality	✓	Urbanization
✓	Areas Subject to Natural Hazards		Estuarine Resources
	Recreational Needs		Coastal Shorelands
✓	Economic Development		Beaches and Dunes
	Housing		Ocean Resources



PARKS, RECREATION & OPEN SPACE

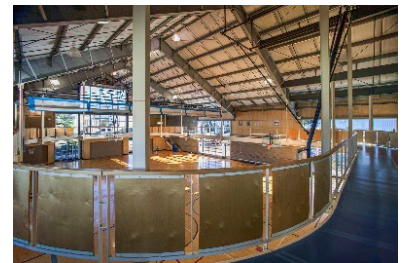
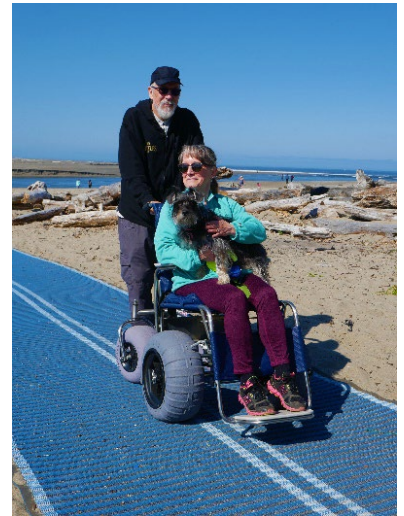
In 1967, Governor Tom McCall and the Oregon Legislature passed the Oregon Beach Bill, which ensured public ownership of all Oregon beaches, up to 16 vertical feet above the low tide line, under the jurisdiction of the state. Lincoln City has the unique characteristic of being adjacent to 7 miles of beaches. We endeavor to make this resource accessible to all residents and visitors by providing and maintaining accessible pathways onto the beach and by providing opportunities to reserve wheelchairs.

In addition, Lincoln City has done an outstanding job in preserving open space areas that are the envy of many communities around the state. These open space areas, along with the city's variety of parks and community recreation facilities, provide excellent opportunities

for both passive and active recreational activities for residents and visitors. Among the city’s unique recreational and open space assets are:

- Seven miles of continuous Pacific Ocean beach;
- Devils Lake, the D River, Schooner Creek, Logan Creek, Baldy Creek, Siletz Bay, and associated tributaries, parks, and waysides, providing locations for picnicking, boating, fishing, and water play;
- Over 350 acres of open space, including The Knoll, wetlands, native trees and vegetation, walking trails, scenic views, and a range of passive recreation amenities;
- A variety of developed neighborhood and community parks, including a world-class skate park, athletic fields, sports courts, and an off-leash dog park; and
- An outstanding community center, which includes aquatic facilities, weight and cardiovascular training equipment, a gymnasium, a walking/running track, and community resource rooms.

The planning process for the adopted 2016 Parks and Recreation System Plan included an inventory of city resources, a community profile, an assessment of community needs, recommended improvements, and implementation strategies. The adopted plan is included by reference as part of this comprehensive plan.



GOAL

- Provide and maintain a comprehensive system of parks, trails, open space, and recreation amenities that is accessible to residents and visitors of all ages and abilities, enhances the environmental and visual quality of Lincoln City, is dispersed throughout the city, and supports health and wellness.

POLICIES/OBJECTIVES

1. Develop and maintain an interconnected, easily navigable system of trails, pathways, and other opportunities to travel to parks and open space by walking, bicycling, driving, and transit.

2. Provide parks and recreation services that are inclusive, accessible, and culturally sensitive.
3. Celebrate and preserve the ecological integrity of Lincoln City's open spaces by promoting and encouraging stewardship.
4. Continue to provide access to Lincoln City's beaches and waterways, by providing parking, restroom facilities, pet waste bags, and waste receptacles.
5. Ensure that parks and recreation facilities are enticing, clean, and safe and provide a diverse range of indoor and outdoor recreational activities, including opportunities for education, active recreation, and passive enjoyment of nature.
6. Ensure that open space is only for passive recreation.
7. Partner with appropriate agencies to ensure the safety and appropriate use of open spaces.
8. Maintain a Lincoln City Parks and Recreation Committee of citizens and professional staff. Periodically review Lincoln City's parks and recommend improvements and properties for park acquisition.
9. Work with community partners to provide indoor and outdoor recreation opportunities for activities and entertainment as well as passive and active recreation for individuals, families, children, teens, senior adults, and people with disabilities.
10. Work with Oregon State Parks and Recreation to enhance and beautify state parks located within the city.
11. Ensure protection and preservation of city-owned significant natural resources by rezoning to the Open Space (OS) zone.
12. Designate indoor family entertainment venues as an outright allowed use in the city's commercial zones.



STATEWIDE PLANNING GOALS ADDRESSED

	Citizen Involvement	✓	Public Facilities & Services
	Land Use Planning		Transportation
✓	Natural Resources, Scenic & Historic Areas, Open Spaces		Energy Conservation
✓	Air, Water and Land Resource Quality		Urbanization
	Areas Subject to Natural Hazards		Estuarine Resources
✓	Recreational Needs		Coastal Shorelands
	Economic Development	✓	Beaches and Dunes
	Housing		Ocean Resources



ECONOMIC DEVELOPMENT

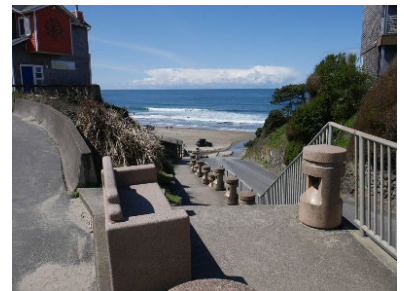
Lincoln City thrives on its coastal location, attracting residents, retirees, and visitors alike. Our community's economy is built on a strong foundation of tourism, vibrant local businesses, and a diverse range of employers. Creative community events, farmers' and artists' markets, and social activities breathe life into our parks, beaches, and commercial districts. Strengthening our local economy is not just good for growth, but for building resilience within our community. We recognize that a thriving local economy keeps the money, goods, and services circulating locally, benefiting both residents and businesses. By fostering economic diversity, supporting local businesses, and embracing sustainability, we aim to create a prosperous and resilient Lincoln City while reflecting the values of our community and enhancing the well-being of our citizens.

Data from the Oregon Employment Department for 2021 shows that personal income in Lincoln County is broken up into three categories. Earnings contributed 45.6%, investment earnings constituted 18.5%, and transfer payments to retirees made up 35.9% of the 2021 total. Accordingly, it is important that our local economy provide options to serve our retired population to ensure that our retirees maintain a desirable quality of life and to ensure that their income stays local and benefits the entire city. On a municipal level, the Oregon Employment Department showed 4,686 commercial jobs and 333 industrial jobs in Lincoln City in 2020. Construction work is included in the industrial category.



Lincoln City has a long history of celebrating its creative economy. Initiatives like the “Finders Keepers” glass float campaign show that we are leaders in building programs that benefit the community at large. We are a community full of creative economic collaborations, artistic community events, and a notable amount of art galleries, studios, co-ops, and boutiques. We strive to increase our reputation as a great place for artists to live or visit.

We value our locally owned businesses and entrepreneurs, recognizing their roles not only in shaping our unique economic landscape but also in empowering our youth by showcasing what is possible in our growing town. With more and more small businesses opening, entrepreneurship proves to be a viable opportunity for local youth to enter the job market, eventually earn a living wage, and maintain the option to remain in Lincoln City into their adult lives. Encouraging entrepreneurship, particularly among young residents, is essential to cultivating future leaders and innovators.



The way in which the city grows is a vital economic concern. Our economic health is inextricably linked to the health of our beaches, Devils Lake, D River, the Siletz Bay Estuary, the biosphere region and marine reserve, designated open spaces, coastal forests, wetlands, marshes, and countless trails. By establishing and maintaining an urban growth boundary, the city provides for an efficient and cost-effective transition of lands from rural to urban uses, while still preserving and conserving our vital natural resources. We take pride in fostering an economy that reflects our social and environmental values, ensuring long-term prosperity as our city grows.

GOAL

- Support a balanced, diverse, and resilient local economy that reflects the social and environmental values of the Lincoln City community as the city grows to accommodate an urban population. Provide opportunities for a wide variety of economic activities vital to a high quality of life and the health, welfare, prosperity, and well-being of the citizens of Lincoln City.

POLICIES/OBJECTIVES

1. Support retention and expansion of local businesses, as well as recruitment of new businesses that provide stable, living-wage jobs, capitalize on the city's location and natural resources, and enhance the high quality of life.
2. Support the creation, development, and retention of small, entrepreneurial businesses to ensure entry-level and supplemental jobs.
3. Encourage development of commercial and industrial areas and provide access to affordable goods and products.
4. Increase opportunities for residents to live close to where they work by continuing to expand the variety of housing and types of commercial businesses and services available throughout the city.
5. Ensure a suitable amount of land is provided for diverse commercial and industrial development.
6. Coordinate capital improvement investments between the city and the city's urban renewal agency for economic benefit, including transportation and the expansion of public facilities.
7. Promote the valuing of arts, history, and native culture to enhance the health of the local economy.
8. Provide for the orderly and efficient transition of land within the urban growth boundary from rural/forestry to urban uses, and from lower density to higher density development.
9. Foster a culture of economic diversity and sustainability by working with partners to support and assist citizens in obtaining vocational, technical, and employability skills that will result in living-wage employment.
10. Promote community events and social activities that inspire, incentivize, and encourage the upkeep, beautification, and overall appearance of commercial and industrial sites in the city.



11. Ensure that city codes do not impede or prohibit the installation, growth, and maintenance of internet and wireless technology infrastructure and associated businesses.
12. Encourage compact development patterns within the city to optimize land use and promote and implement efficient transportation systems.
13. Integrate principles of sustainable development, including dark sky regulations, and green infrastructure throughout city codes.
14. Implement strategies to encourage infill and revitalize and redevelop underutilized or blighted areas within the city, creating useable and attractive spaces for the community.

STATEWIDE PLANNING GOALS ADDRESSED			
	Citizen Involvement	✓	Public Facilities & Services
✓	Land Use Planning	✓	Transportation
	Natural Resources, Scenic & Historic Areas, Open Spaces	✓	Energy Conservation
	Air, Water and Land Resource Quality	✓	Urbanization
	Areas Subject to Natural Hazards		Estuarine Resources
	Recreational Needs		Coastal Shorelands
✓	Economic Development		Beaches and Dunes
✓	Housing		Ocean Resources

CHAPTER FOUR

Environment



NATURAL, SCENIC, & HISTORIC RESOURCES

Lincoln City is located in an area of phenomenal natural beauty with an abundance of natural resources, not the least of which is the magnificent Pacific Ocean. Other bodies of water include Devils Lake, Schooner Creek, Logan Creek, D River, and Siletz Bay, along with accompanying tributaries. Riparian corridors, marshes, wetlands, and fish and wildlife habitat are present in and around the bodies of water and forested open spaces.

Lincoln City has the unique and distinct feature of being part of the Cascade Head Biosphere Region, Oregon's only UNESCO Biosphere Region. The city is also fortunate to be adjacent to one of five Oregon marine reserves. The Cascade Head Marine Reserve stretches from the Cascade Head headland south to the Nelscott area of Lincoln City. The site includes a marine reserve surrounded by three protected areas that support scientific research of this unique habitat.

Forested areas are interspersed throughout Lincoln City, within parks, open spaces, and along trails, beach accesses, and pathways.

Designated open spaces include Agnes Creek, The Knoll, Spyglass Ridge, Friends of Wildwood, and Spring Lake.

The city's appearance needs to complement its abundance of natural resources, not detract from them. Community feedback from public outreach conducted throughout the comprehensive planning effort indicates that improvements to the city's appearance are warranted to better highlight and complement the beauty of Lincoln City's natural setting.

There are no historic districts in Lincoln City, and with the exception of the Dorchester House, there are no designated historic areas, sites, structures, or buildings. The Dorchester House, located at 2701 NW Highway 101, has been listed on the National Historic Register since 1980. The "colonial-style" Dorchester House was constructed for use as a hotel and business building, housing visitors on the second floor and providing space on the first floor for an automobile service station and restaurant. During the early years of the building's existence, and for many years thereafter, the Dorchester House was the only hotel on the coast in the Lincoln City area. Construction began in 1929 and the building opened for business on July 4, 1935. The building has seen many owners over the years, but is in good condition and in active use as retirement apartments.



Although not officially designated as historic, the DeLake School was a center for education for the children of Lincoln City from 1929 until it closed in 2000 due to budget cuts. Today, the former school building houses the Lincoln City Cultural Center and continues as a hub of education for all ages in the form of classes in art, dance, music, literature, and theater. The Lincoln City Cultural Center was first known as The Lincoln City Arts Forum when established in 1992. It was renamed the "4C's" or the Coastal Communities Cultural Center and obtained non-profit status in October 1997. In September 2006, the 4C's leased DeLake School from Lincoln City and adopted its new business name of the Lincoln City Cultural Center in February 2007.



Another historic site that does not have an official designation is the Taft Pioneer Cemetery. The pioneers and settlers from the early days of the area are at rest in the Taft Pioneer Cemetery. The cemetery is on top of a large hill in the Taft Village Core, with a gorgeous panoramic view of the Pacific Ocean.

In the summer of 2019, a Main Street Survey was performed by Oregon Heritage. The survey included a review of commercial buildings bordering Highway 101 and an assessment of the city's historic resources. Recommendations were provided for the next steps in historic preservation and for future planning purposes. Of the

buildings surveyed, one was deemed eligible/significant, 34 were deemed eligible/contributing, 94 were deemed not eligible/non-contributing, and two were deemed not eligible/out of period. Overall recommendations were to use historic resources in one of five ways: 1) engender an ethic of heritage conservation; 2) utilize the Oregon Main Street Network; 3) apply for the Diamonds in the Rough grants; 4) leverage resources for heritage tourism; and 5) embrace placemaking initiatives. The full survey is incorporated herein as part of this comprehensive plan as Appendix 3.

GOAL

- Proactively ensure that land use planning protects and preserves the community's significant natural, scenic, and historic resources in building for the future, addressing the elements of air, water, land, wildlife, and energy.

POLICIES/OBJECTIVES

Natural Resources

1. Identify and implement methods to protect Devils Lake, the Pacific Ocean, and other bodies of water from pollutants carried from stormwater systems and runoff.
2. Adopt and implement the city's drinking water protection plan and the city's water management and conservation plan.
3. Develop, adopt, and implement Lincoln City's first climate action plan that will address all items related to climate change, including air quality.
4. Ensure that current erosion and sedimentation control measures for new development adequately protect water quality, fish and wildlife habitat, native vegetation and trees, and the stormwater drainage system. Update erosion control measures as needed.
5. Identify and implement strategies to prevent new development from negatively impacting natural resources and degrading or causing the loss of wetlands, riparian areas, and wildlife habitat.
6. Utilize a variety of measures to protect native trees and vegetation.



7. Update/maintain existing adopted inventories and create new inventories as necessary of the following: riparian corridors, wetlands, federal wild and scenic rivers, state scenic waterways, groundwater resources, approved Oregon Recreation trails, mineral and aggregate resources, energy sources, and cultural areas.
8. Review existing regulations relating to development in significant wetland, significant riparian, and/or significant fish and wildlife habitats as needed to ensure continued protection and management in accordance with state regulations.



Energy

1. Identify and implement methods for energy conservation in all city-owned structures, facilities, equipment, vehicles, and other purchases.
2. Explore, with greater effort and purpose, funding sources, such as federal and state grants, for the use of alternative energy options for city-owned structures, facilities, equipment, vehicles, and other purchases.
3. Encourage property owners to utilize federal, state, regional, and private energy conservation programs and rebates.
4. Ensure that the municipal code does not restrict or penalize the use of or access to alternative energy sources.



Scenic Resources

1. Identify and implement methods to improve and enhance the natural visual beauty and scenic quality of the community.
2. Take action to eliminate litter and encourage businesses and the community to help keep the city free from trash and debris.
3. Identify funding mechanisms to replace overhead power lines with underground lines.
4. Enforce property maintenance codes proactively, and update as needed, to eliminate dilapidated, weather worn, and deteriorating facades, structures, buildings, and parking areas.
5. Identify scenic resources within Lincoln City, including critical viewpoints.

Historic Resources

1. Promote the preservation and restoration of sites, buildings, structures, and appurtenances that are indicative of the city’s historical heritage.
2. Encourage property owners to preserve historic resources in a state as close to their original construction as possible while allowing the resource to be used in an economically and environmentally viable manner.
3. Establish an historic preservation chapter in the zoning code to encourage and facilitate the protection, restoration, rehabilitation, and maintenance of designated historic buildings or structures.
4. Provide appropriate visible recognition of the historical significance of sites, structures, or elements within the city; maintain and update as necessary.
5. Identify and protect important natural, cultural, and historic resources to increase awareness and increase appreciation of the city’s history through programs, designation, interpretive displays, signage, and other means.
6. Investigate community interest and support for expanding historic preservation activities and establishing historic districts.



STATEWIDE PLANNING GOALS ADDRESSED

	Citizen Involvement		Public Facilities & Services
	Land Use Planning		Transportation
✓	Natural Resources, Scenic & Historic Areas, Open Spaces	✓	Energy Conservation
✓	Air, Water and Land Resource Quality		Urbanization
✓	Areas Subject to Natural Hazards	✓	Estuarine Resources
✓	Recreational Needs	✓	Coastal Shorelands
	Economic Development	✓	Beaches and Dunes
	Housing		Ocean Resources



COASTAL RESOURCES

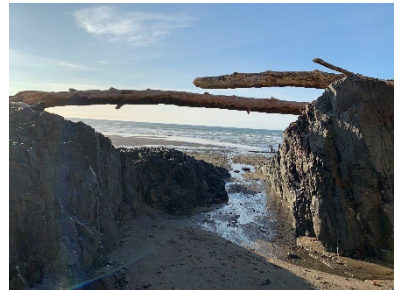
The Pacific Ocean is the foundational element of Lincoln City's coastal resources. The shores and beaches of Siletz Bay and the Siletz Bay Estuary, Devils Lake, Schooner Creek, and D River are other important coastal resources, along with the surrounding temperate rainforests. As local residents, we carry the responsibility for stewardship of our fragile and irreplaceable coastal resources.

Lincoln City has the unique and distinct feature of being part of the 102,110-acre Cascade Head Biosphere Region, Oregon's only UNESCO Biosphere Region. UNESCO defines a biosphere region as a learning place for sustainable development; a site for testing interdisciplinary approaches to understanding and managing changes and interactions between social and ecological systems; and a place that provides local solutions to global challenges. Biosphere regions can include terrestrial, marine, and coastal ecosystems and have within their boundaries three areas: core protected areas, areas of managed use, and areas of cooperation. Ecosystems represented in the Cascade Head Biosphere Region are diverse. Two major prairie headlands jut out into the Pacific

Ocean. Also included are intertidal and sub-tidal regions extending three miles out to sea. The recently restored Salmon River estuary provides a critical juncture between fresh and salt water and maintains staging areas for upstream migration of spawning fish and rearing areas for juveniles and smolts. The forested ecosystems, including the Siuslaw National Forest and the Cascade Head Experimental Forest include productive young and mature stands of Sitka spruce, western hemlock, and Douglas fir trees with riparian areas and stream banks dominated by red alder. The biosphere region is home to four federally listed threatened or endangered species: the northern spotted owl, marbled murrelet, Oregon Coast coho salmon, and Oregon silverspot butterfly.



The Lincoln City shoreline is also part of the Cascade Head Marine Reserve that begins north of the Cascade Head headland and continues south to the Nelscott area of Lincoln City. The site includes a marine reserve surrounded by three marine protected areas that support conservation and scientific research of this unique marine ecosystem. Habitats include emergent rocks, large boulders, and flat bedrock extending out into deeper waters, soft bottom habitats in shallower areas, and rocky intertidal habitats. Giant Pacific octopus, ling cod, bull kelp, and a myriad of other species depend on these habitats. Cascade Head Marine Reserve and Marine Protected Areas collectively are one of Oregon's five marine reserves and are within the UNESCO biosphere region boundary.



Our coastal resources include important fish and wildlife habitat, exceptional aesthetic quality, and resources of historical or archaeological value. Protecting our shorelands serves to enhance our water quality and improve habitat. Coastal shoreline habitats also serve to buffer the impacts of coastal hazards, helping to protect the city from floods, erosion, and storm surges. Protecting our shorelands benefits the community's economy, which is built significantly on fisheries, tourism, and recreation. Coastal shorelands have a strong nexus with the coastal waters beyond, the estuarine resources, and with the human community. As such, Lincoln City seeks to conserve and protect them by directing development to places that are more appropriate and that present the lowest risk to life, property, or ecosystems.

A classification of dune forms on which Lincoln City is built is contained in inventory material from Beaches and Dunes of the Oregon Coast, USDA Soil Conservation Service & Oregon Coastal Conservation and Development Commission, 1975, and Environmental Hazard Inventory, Coastal Lincoln County, RNRK Associates, 1977. Lincoln City recognizes that protecting existing dune forms from

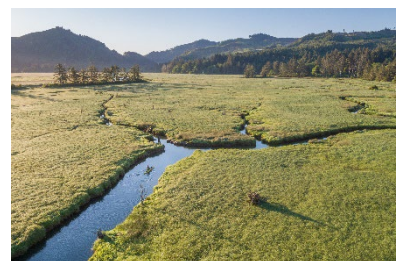
degradation is vital to the subsistence of the community on, along, and in proximity to any dune forms.

GOAL

- Preserve, protect, and – where appropriate – restore or develop the coastal resources of our community. These resources include shorelands, beaches, dunes, the Siletz Bay Estuary, rivers, forests, and ocean resources. Their value is recognized for water quality, fish and wildlife habitat, water-dependent uses, economic resources, recreation, and aesthetics.

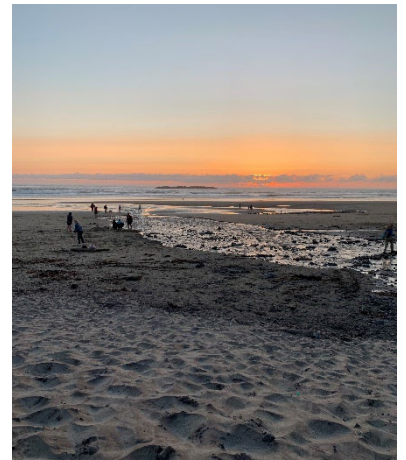
POLICIES/OBJECTIVES

1. Use methodology from Oregon Administrative Rules (OAR 660-337) to periodically review designated water-dependent shoreland (marine waterway) boundaries in Lincoln City for accuracy; re-define marine waterway area boundaries as determined by the outcome of the review to ensure continued protection of water-dependent uses.
2. Protect marine waterway areas by reviewing periodically, and updating if needed, the rules and regulations related to allowed development, development restrictions, and prohibitions in marine waterway areas.
3. Prioritize a comprehensive update of the Lincoln City Estuary Management Plan in coordination with Lincoln County and in accordance with guidance provided by the Oregon Department of Land Conservation and Development. Fully engage the community in each step of the process. Continue to participate in the regional approach to estuary planning and management and to support any updates to the Lincoln County Estuary Management Plan.
4. Partner and cooperate with Oregon Department of Fish and Wildlife to protect fish and wildlife habitat in shorelands, beaches, dunes, Devils Lake, and the Siletz Bay Estuary.
5. Utilize and fully evaluate land-use management practices and non-structural solutions to problems of erosion and flooding prior to moving to structural solutions.
6. Review and update regulations for ocean erosion control structures, such as jetties, bulkheads, seawalls, riprap, and similar techniques. Incorporate the restriction around beachfront protective structures only allowed for development as of January 1, 1977 and add a definition of development for this purpose. Prioritize natural infrastructure and restoration and consider



hardened structures only as a last resort, to minimize impacts on water currents and erosion and accretion patterns, per Oregon Revised Statutes and Oregon Administrative Rules.

7. Prevent further erosion of bluffs and dunes to the extent possible, and periodically review the requirements for development in erosion hazard areas to ensure bluff and dune protections are maintained and erosion is minimized.
8. Work closely with government agencies at all levels, as well as private entities, to anticipate, monitor, and address any elements of climate change affecting coastal resources, with particular attention to the impacts of sea level rise.
9. Foster community awareness of the unique environmental, economic, and social values of the Siletz Bay Estuary and associated wetlands.
10. Protect, preserve, maintain, and restore the Siletz Bay Estuary and its associated wetlands.
11. Provide opportunities for residents and visitors to learn how to reduce the hazards to human life and property from natural or human-induced actions associated with use and enjoyment of our beaches, dunes, and coastal shorelands.
12. Develop and implement sustainable development codes and an ecotourism program to reduce negative impacts on coastal resources.
13. Foster partnerships with residents, businesses, local education institutions, research organizations, and conservation groups to facilitate scientific research, monitoring, and conservation efforts focused on the city's coastal resources.
14. Increase public awareness and consciousness of our unique and fragile environment.
15. All land within the 100-year floodplain; 50 feet of streams, creeks, rivers, tidal wetlands; 200 feet of the shoreland of Devils Lake; 200 feet east and west of East Devils Lake Road; and the area between the ocean and the first street east of the ocean high water line, including Siletz Bay, are designated as coastal shorelands.
16. Prioritize creating a map of the described coastal shoreland boundary.
17. 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.

18. For shorelands identified in the inventory as major marshes, significant wildlife habitat, headland areas having exceptional aesthetic resources or historic and archaeological sites, Lincoln City shall adopt land use designations and standards which are consistent with the protection of natural values.
19. Devils Lake, including both the waters and the uplands adjacent to the lake, shall be designated as a marine waterway to ensure that it remains protected for water dependent and water related uses.
20. Restrict the proliferation of individual single-purpose docks and piers by encouraging community facilities common to several uses and interests. The size and shape of a dock or pier shall be limited to that required for the intended use. Alternatives to docks and piers, such as mooring buoys, dryland storage, and launching ramps shall be investigated and considered.
21. Development of community docking and pier facilities within estuaries shall be limited to the Taft and Cutler City areas of Siletz Bay.
22. Shoreline development of Siletz Bay, Schooner Creek, and Drift Creek shall be managed consistent with the adjacent estuarine management unit designation as outlined in the Lincoln County Estuary Management Plan.
23. Dredged material disposal, mitigation, and restoration sites identified in the Lincoln County Estuary Management Plan shall be used to meet dredged material disposal, mitigation, and restoration needs for estuarine areas within the city limits of Lincoln City. Use of alternative sites not identified in the Lincoln County Estuary Management Plan may also be allowed subject to approval by Lincoln City, the Oregon Department of State Lands, and other state and federal resource agencies with permit authority for dredging and fill, mitigation, or restoration. Lincoln City shall evaluate any proposed alternative dredged material disposal and mitigation sites during its review of state and federal permit applications for dredging and fill.
24. Protect beach and dune landforms from further degradation by reviewing construction and alteration activities in all identified beach and dune areas.
25. Development in beach and dune areas, other than older stabilized dunes, shall be permitted only if specific findings demonstrate:

- The type of use proposed and the adverse effects it might have on the site and adjacent areas;
 - Temporary and permanent stabilization programs and the planned maintenance of new and existing vegetation;
 - Methods for protecting the surrounding area from any adverse effects of the development; and
 - Hazards to life, public and private property, and the natural environment which may be caused by the proposed use.
26. Residential development and commercial and industrial buildings shall be prohibited on active foredunes, conditionally stable foredunes that are subject to ocean undercutting or wave overtopping, and deflation planes that are subject to ocean flooding. Other development in these areas shall be permitted only if the requirements of Policy 25 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.
27. Breach of foredunes shall be prohibited.
28. Local, state, and federal plans, implementing actions, and permit reviews shall protect the groundwater from drawdown which would lead to loss of stabilizing vegetation, loss of water quality, or intrusion of salt water into water supplies. Building permits for single-unit dwellings are exempt from this requirement if appropriate findings are provided at the time of subdivision approval.
29. Adopt by reference the Lincoln County Estuary Management Plan.
30. Actions which would potentially alter the estuarine ecosystem shall be preceded by a clear presentation of the impacts of the proposed alteration.
31. Protect recreational values and ensure adequate public access to the estuary.
32. Ensure adequate provisions for development consistent with the overall Oregon Estuary Classification and according to the following general priorities:
- Uses which maintain the integrity of the estuarine ecosystem.
 - Water dependent uses requiring an estuarine location.
 - Water related uses which do not degrade or reduce natural estuarine resources and values.

- Non-dependent, non-related uses which do not alter, degrade, or reduce estuarine resources or values and are compatible with existing and committed uses.
33. Allow dredge, fill or other reduction or degradation of natural values of the estuary by human development activities only if:
- Required for navigation or other water-dependent uses that require an estuarine location.
 - A public need is demonstrated.
 - No alternative upland locations exist.
 - Adverse impacts are minimized and/or mitigated as much as possible.
34. Recognize state and federal authorities within estuaries and avoid developing new or duplicative management techniques or controls.
35. Identify and protect coastal shoreland areas which may be used to fulfill the mitigation requirements or dredged material disposal requirements of the Lincoln County Estuary Management Plan. These areas shall be protected from new uses and activities which would prevent their ultimate restoration or addition to the estuarine ecosystem or ultimate use for dredged material disposal.
36. Existing public ownerships, rights-of-way, and similar public easements in coastal shorelands which provide access to, or along coastal water, shall be retained or replaced if sold, exchanged, or transferred.

STATEWIDE PLANNING GOALS ADDRESSED

	Citizen Involvement		Public Facilities & Services
	Land Use Planning		Transportation
✓	Natural Resources, Scenic & Historic Areas, Open Spaces		Energy Conservation
✓	Air, Water and Land Resource Quality		Urbanization
✓	Areas Subject to Natural Hazards	✓	Estuarine Resources
	Recreational Needs	✓	Coastal Shorelands
	Economic Development	✓	Beaches and Dunes
	Housing	✓	Ocean Resources



COMMUNITY RESILIENCY

Lincoln City, like all coastal communities throughout Oregon, is vulnerable to a range of natural hazards, including flooding, bluff and dune erosion, earthquakes, tsunamis, and wildfires. In addition, several climate risks have been identified for coastal communities, including sea-level rise, increased coastal erosion, increased frequency and intensity of flooding, increased average temperatures, and a heightened risk of wildfires. Prioritizing community engagement is at the heart of our resiliency efforts. Dialogue, shared wisdom, and proactive participation build bonds to carry us through challenges and ensure our community resiliency.

In 2020, Lincoln County developed the Multi-Jurisdictional Natural Hazards Mitigation Plan to prepare for the long-term effects resulting from such natural hazards. It is impossible to predict when these hazards will occur or the extent to which they will affect our community. The Lincoln City components of the Multi-Natural Hazards Mitigation Plan are included by reference and as a supplement to the 2043 Lincoln City Comprehensive Plan. We recognize that addressing these hazards requires a collaborative approach, not just from the

government or private sector but from our interconnected community.

The following goal, policies, and objectives embody our collective vision, outlining strategies to mitigate hazards, promote sustainable infrastructure, and secure vital resources. Together, we create a vibrant and interconnected community, ready to face uncertainties and weather any storm.

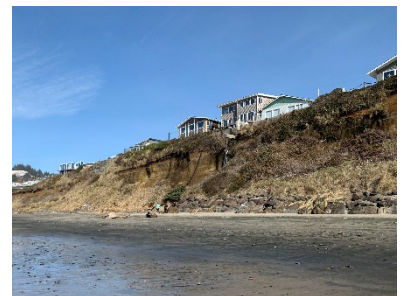
GOAL

- Ensure ongoing community resiliency by fostering a connected community that supports one another during crises and prioritizes access to essential resources. Protect human life, minimize damage to the natural and built environment, facilitate rapid recovery from natural disasters and hazards, and prepare for and mitigate the impacts of climate change.

POLICIES/OBJECTIVES

General/Overall

1. Coordinate with all applicable agencies to develop and implement strategies, including development and zoning ordinances, to mitigate the effects of natural hazards and natural disasters. Document, evaluate, and communicate ongoing progress.
2. Build public awareness, participation, and support regarding the significance of community resiliency and facilitate collaborative efforts aimed at mitigating the effects of natural hazards.
3. Design and construct new critical infrastructure, and retrofit existing critical infrastructure, to withstand earthquakes, tsunamis, fires, and other natural disasters to the greatest degree possible.
4. Restrict or prohibit development of all types in identified bluff erosion hazard areas until an assessment and review of the site is completed by an engineering geologist, certified to practice in Oregon, or geotechnical engineer registered and licensed to practice in Oregon.



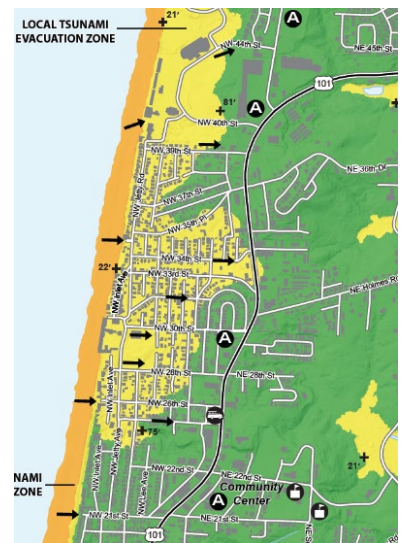
Climate Resiliency

1. Prioritize the development, adoption, and implementation of a Lincoln City climate action and sustainability plan.
2. Establish long-term facility plans/master plans/system plans for all city facilities to address improvement, replacement, and/or relocation needs. Protect, modify, replace, move, or abandon existing infrastructure at risk of damage from climate-related hazard events.
3. Consider and apply likely future climate conditions when updating standards for planning, design, construction, and maintenance of public facilities.
4. Consider long-range resource needs in addressing climate change.



Emergency Preparedness

1. Collaborate with local, state, and federal agencies, planners, and emergency managers for the purpose of developing a culture of preparedness supporting evacuation route planning and other land use measures that minimize risk and maximize resilience from natural disasters.
2. Pre-plan emergency evacuation routes and evacuation route alternatives with specifications for varying conditions, as well as signage planning, in conjunction with current and future transportation system planning efforts.
3. Prepare for natural disasters in high risk areas by developing area-specific “response plans” to include participation by all affected property owners and applicable agencies/jurisdictions.
4. Prioritize the updating, adoption, and implementation of the Lincoln City Emergency Operating Plan prepared in 2012 and last modified in 2018.
5. Explore options for emergency notifications and communications for potential outages (electrical power, natural gas, cell towers, etc.).



STATEWIDE PLANNING GOALS ADDRESSED

✓	Citizen Involvement	✓	Public Facilities & Services
	Land Use Planning	✓	Transportation
✓	Natural Resources, Scenic & Historic Areas, Open Spaces		Energy Conservation
✓	Air, Water and Land Resource Quality		Urbanization
✓	Areas Subject to Natural Hazards		Estuarine Resources
	Recreational Needs		Coastal Shorelands
	Economic Development		Beaches and Dunes
✓	Housing		Ocean Resources

CHAPTER FIVE
Land Use Planning



LAND USE PLANNING

Oregon law requires that each local government have and follow a comprehensive land use plan and implementing regulations. The city must develop the plan on a factual base and follow the plan when making zoning decisions. The plan must comply with the requirements of statewide planning goals. The Oregon Land Conservation and Development Commission reviews the plan for compliance with the goals, and upon finding that the plan as a whole is consistent with the goals, will acknowledge or approve the plan. Once the plan is acknowledged, it replaces the statewide planning goals for the purposes of land use decisions.

Except for federal and tribal lands, every inch of Oregon is planned and zoned. The comprehensive plan and zoning ordinances are the guiding documents for local government land use decisions. Together, they help residents and businesses by establishing more-predictable outcomes relating to the development of housing, commercial services, and industries.

Comprehensive plans also guide public development—streets, municipal water, municipal sewer, and parks—and preservation and protection of natural resources.

Land use designations via the comprehensive plan map ensure an adequate supply of land for residential, commercial, employment/

industrial, public facilities, parks, recreation, and open space uses. The designations help ensure a livable, vibrant, and sustainable community. As a point of clarity, land use designations do not provide the rules, allowances and restrictions, or standards for development. Rather, land use designations are general in nature, while zoning classifications that implement land use designations provide the specific details such as allowed uses, conditional uses, prohibited uses, development requirements, and other restrictions. Also worth noting is that a site's zoning classification must align with the adopted land use designation shown for that site on the comprehensive plan map. Accordingly, if a property owner desires a zone change to accommodate a specific use, an amendment to the comprehensive plan map may also be required if the site's proposed zone does not align with the current land use designation.

The city's land use designations are as follows:

Residential Urban Low Density (RULD)

The RULD designation provides for lower-density development of residential dwellings, with compatible uses such as home occupations, accessory dwelling units, schools, and parks.

Residential Urban Low Density Roads End (RULDRE)

The RULDRE designation provides for retention and maintenance of the historic and traditional nature of the Roads End neighborhood, to promote and encourage a suitable environment for low-density residential living, and to protect and stabilize the residential characteristics of the Roads End neighborhood. The RULDRE is intended primarily for low-density residential development.

Residential Urban High Density (RUHD)

The RUHD designation provides for a wide variety of residential opportunities at higher densities and includes a varied list of allowed housing and sheltering types. Offices, low-intensity neighborhood commercial business, and personal services establishments are allowed at a scale and intensity of use that is compatible with adjacent residential uses.

Residential Employment (RE)

The RE designation provides for a complete, enduring, and sustainable neighborhood that facilitates housing opportunities for all levels of income, but primarily for the workforce. Permanent long-term housing is the primary use of areas with the RE designation. Supportive of the labor-intensive Commercial Recreation Resort land use designation, the RE designation will provide a mix of workforce housing types at higher densities to provide balanced housing opportunities for lower to middle incomes, and may include smaller, local, neighborhood-type



goods and services businesses to accommodate the residents of the RE designation.

Commercial General (CG)

The CG designation provides for the creation of local service-type jobs and other local economic activity in a manner consistent with the character of the city. The CG designation also provides for the major and minor business and commercial activities of the city, as well as a wide range of retail commercial uses and service opportunities, to meet the demands of the community.

Commercial Tourism (CT)

The CT designation provides for the development of commerce, services, and businesses with a strong tourist orientation. These may include motels, hotels, resorts, and other tourism-related lodging, eating and/or drinking establishments, tourism-related retail, and indoor or outdoor commercial amusement facilities.

Commercial Recreation Resort (CRR)

The CRR designation provides for the establishment of complete, enduring, and sustainable resort commercial centers that deliver a distinct balance between nature and development, preserve environmental resources and ecological biodiversity, and facilitate economic activity with commercial attractions consistent with a coastal resort community. The designation is principally intended for projects in proximity to environmentally sensitive areas, where the surrounding natural environment, including proximity to the ocean, lake, and forest, creates an attraction-like atmosphere similar to a destination resort.

Commercial Tourism Residential (CTR)

The CTR designation provides for the development of areas of the city devoted to short-term rentals where such areas are in proximity to the community's attractions, tourism-related services, or recreation. The CTR designation is intended to provide a location for tourists in a mixed-use setting that is less commercial than the CT designation but which has sufficiently sized public facilities and services to accommodate the intensity of temporary lodging. The CTR designation is intended for discrete geographic areas devoted to short-term rentals or as a transition between other commercial designations and purely residential designation, and therefore facilitates the protection and stability of established residential neighborhoods.



Professional Campus (PC)

The PC designation provides for the development of professional offices and institutions such as government buildings, healthcare establishments, and institutional facilities in a concentrated area.

Employment Industrial (EI)

The EI designation provides for a mix of compatible light industrial, warehouse/storage, service, office, and wholesale uses. This designation also provides for more intensive and large-scale commercial enterprises. The intent behind the EI designation is to provide areas where businesses are established that will create significant employment opportunities and provide living-wage jobs as well as light industrial, wholesale services, and warehousing and storage.

Natural Resources Overlay Zone (NROZ)

The NROZ provides for the protection, maintenance, and enhancement of bodies of water, wetlands, riparian areas, estuaries, and fish and wildlife habitat areas identified as significant natural resources in the Comprehensive Plan Natural Resources Inventory. These resources are of value to the ecological and economic well-being of the community as well as the community's natural beauty and sustainability, and their protection and preservation contributes to a sustainable future for Lincoln City. Protection, preservation, maintenance, and enhancement of Lincoln City's significant natural resources will reduce adverse impacts from development on water quality and will reduce hazards to human life and property.



Open Space (OS)

The OS designation provides for the protection, preservation, maintenance, and enhancement of natural resources, including wetlands, riparian areas, and fish and wildlife habitat. These resources are of value to the ecological and economic well-being of the community as well as the community's natural beauty and sustainability, and their protection and preservation contributes to a sustainable future. The OS designation is intended to ensure that these lands remain in their natural state, including reclaimed areas, by protecting such areas from development and preserving them as open space.

Public Facilities (PF)

The PF designation provides for park and recreational facilities and public facilities and waterways to ensure a safe and healthy community and to accommodate residential, commercial, and industrial growth. Lands containing municipal infrastructure facilities, including pump stations, wastewater and water treatment plants,

stormwater facilities, water tanks and reservoirs, and radio towers, are included in the PF designation.

Marine Waterway Areas (MWA)

The MWA designation provides for the preservation and protection of waterways in city limits for either water-related recreational uses or marine life.

Park (P)

The P designation provides for the development and preservation of needed or desired park and/or recreational facilities to ensure a healthy and thriving community. All city-owned parks and the community center are included in this designation, as well as lands owned by Oregon Parks and Recreation.

Oceanlake Area (OA)

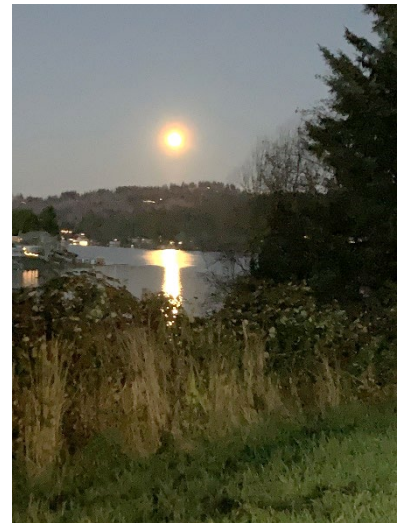
The OA designation provides for the integration of residential, commercial, and recreational uses in a well-planned mixed-use environment in the Oceanlake area. The OA designation is intended to provide maximum flexibility in the land use approval process while striving for excellence in design that is compatible with the coastal and historic nature of the Oceanlake area.

Nelscott Area (NA)

The NA designation provides for the integration of residential, commercial, and recreational uses in a pedestrian-oriented, mixed-used environment in the Nelscott area. The NA designation is intended to provide maximum flexibility in land use that combines predictability and efficiency in the land use approval process while protecting the unique character of the Nelscott area.

Taft Village Core (TVC)

The TVC designation provides for a wide variety of uses, including retail, professional and business offices, service-oriented business, residences, and mixed-use developments. The TVC designation is specific to the core area of Taft where concentrations of a variety of uses will encourage a pedestrian-oriented pattern of development.



GOAL

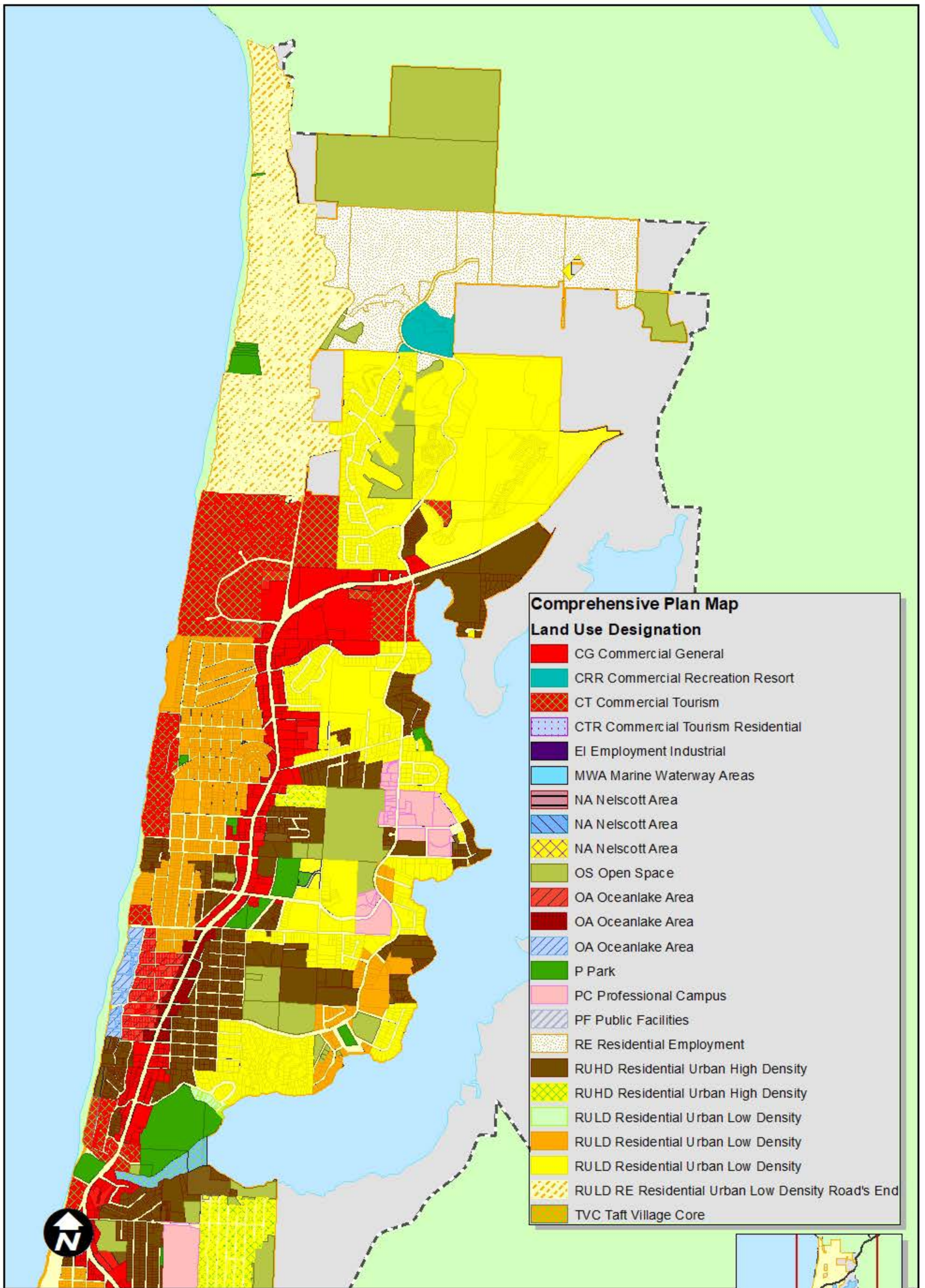
- Ensure that the rate, amount, type, location, and cost of development will enhance Lincoln City’s quality of life by establishing a land use planning process and policy framework as a basis for all zoning and land use decision-making.

POLICIES/OBJECTIVES

1. Utilize a range of land use planning tools to implement the goals, policies, and objectives of the comprehensive plan, including the development code.
2. Provide land use designations on the comprehensive plan map based on needs for residential, commercial, employment/ industrial, public facilities, and parks and open space uses that will accommodate residential, commercial, and employment/industrial growth and that will ensure development is consistent and compatible with the city’s resources.
3. Coordinate with adjacent jurisdictions, local service providers, and regional and governmental agencies to manage growth and development in Lincoln City.
4. Ensure that annexation to the city occurs in an orderly and coordinated manner, and services are provided to support urban growth consistent with the comprehensive plan.

STATEWIDE PLANNING GOALS ADDRESSED

			Public Facilities & Services
✓	Land Use Planning		Transportation
	Natural Resources, Scenic & Historic Areas, Open Spaces		Energy Conservation
	Air, Water and Land Resource Quality	✓	Urbanization
	Areas Subject to Natural Hazards		Estuarine Resources
	Recreational Needs		Coastal Shorelands
✓	Economic Development		Beaches and Dunes
✓	Housing		Ocean Resources

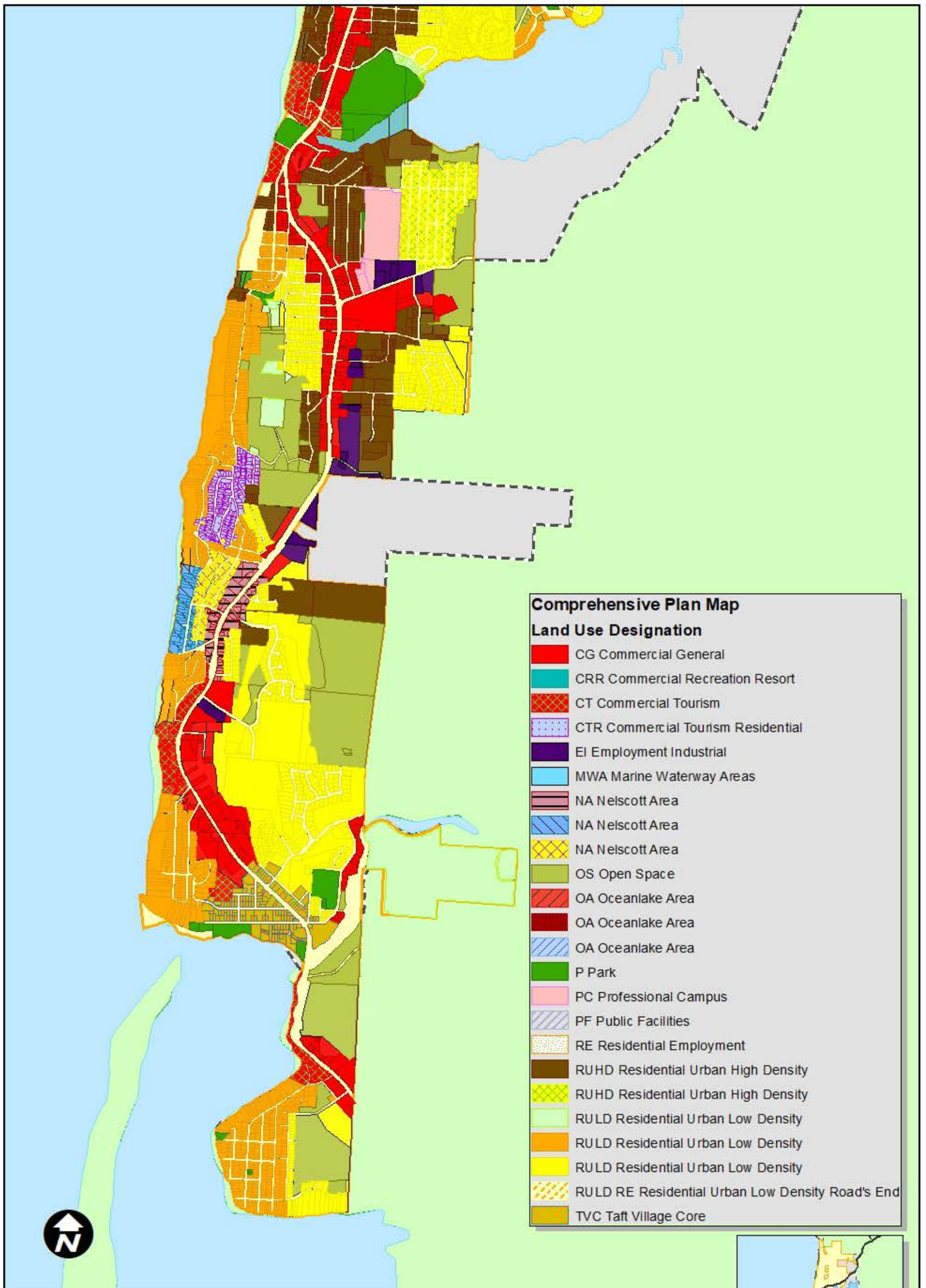


Comprehensive Plan Map - North

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Date: 10/19/2023





Comprehensive Plan Map - South

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Date: 10/19/2023



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To all of the following agencies and individuals who provided a fantastic selection of images for this document—**THANK YOU!**

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7	Lincoln City from Cascade Head	Lincoln City Parks & Recreation
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LAND USE PLANNING

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