

**CITY OF LINCOLN CITY
CITY COUNCIL
WORK SESSION MEETING AGENDA**

OCTOBER 2, 2023, 5:00 PM

5:00 PM – 6:30 PM The City Council will hold a Work Session in the Council Chambers, 801 SW Highway 101 - 3rd Floor, Lincoln City, OR 97367.

The meeting location is accessible to persons with disabilities. A request for an interpreter for the hearing impaired, for a hearing-impaired device, or for other accommodations for persons with disabilities, should be made at least 48 hours in advance of the meeting. To request information in an alternate format or other assistance, please contact the City's ADA Coordinator, Kevin Mattias, at [541-996-1013](tel:541-996-1013) or kmattias@lincolncity.org. Visit the [ADA Accessibility | City of Lincoln City, OR](#) webpage to view how the City continues to remain in compliance with Title II of the Americans with Disabilities Act regarding City programs, services, processes, and facilities.

This meeting is a **work session only** and generally does not include public comment.

1. CALL TO ORDER

2. DISCUSSION ITEMS

A. Comp Plan

- ***Coastal Resources***
- ***Community Resiliency***
- ***Economic Development and Urbanization***
- ***Parks, Recreation, and Open Space***

B. Miscellaneous

3. ADJOURNMENT

Draft for October 2, 2023 work session Planning Commission

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 spawning migrations of anadromous 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 (150-year-old) stands of Sitka spruce, Western hemlock, and Douglas fir forests 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 stretches from north of the Cascade Head headland and 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, which support Giant Pacific Octopus, Ling Cod, Bull Kelp, and a myriad of other species. Cascade Head Marine Reserve and Marine Protected Areas collectively are one of Oregon's five marine reserves and are also 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 protect our water quality, and the fish and wildlife 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 not only serves to protect water quality, and maintain fish and wildlife habitat, but also benefits the community's economy built significantly on fisheries, tourism, and recreation. Because coastal shorelands have such a strong nexus with the coastal waters beyond, and the estuarine resources in and among the coastal shorelands, as well as with the human community, Lincoln City seeks to conserve and protect them, by directing development to the places that are most appropriate and present the lowest risk to life, property, or ecosystem services.

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, conserve, protect, and where appropriate restore or develop, the coastal resources of our community, including shorelands, beaches, dunes, the Siletz Bay Estuary, and ocean resources, recognizing their value for water quality, fish and wildlife habitat, water-dependent uses, economic resources, recreation, and aesthetics.

POLICIES/OBJECTIVES

1. Using methodology from Oregon Administrative Rules, periodically review designated water-dependent shorelands (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 surrounding allowed development, development restrictions, and prohibitions in marine waterway areas.
3. Prioritize a comprehensive update of the Lincoln City Estuary Management Plan, in accordance with a guidance document provided by the Oregon Department of Land Conservation and Development, and fully engaging the community in each step of the process.
4. Partner and cooperate with Oregon Department of Fish and Wildlife to protect fish and wildlife habitat in shorelands, beaches, dunes, and the Siletz Bay Estuary.
5. Land-use management practices and non-structural solutions to problems of erosion and flooding shall be preferred to structural solutions and must be undertaken or evaluated before moving to structural solutions to problems of erosion and flooding.
6. Review and update rules and regulations for ocean erosion control structures, such as jetties, bulkheads, seawalls, riprap, and similar techniques, emphasizing preference for natural infrastructure and restoration with hardened structures as a last resort, to minimize impacts on water currents and erosion and accretion patterns and to be consistent with 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 that minimize negative impacts on coastal resources.
13. Foster partnerships with residents, businesses, the community, local education institutions, research organizations, and conservation groups to facilitate scientific research, monitoring, and conservation efforts focused on the city’s coastal resources.

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

(Draft for 10/2 Planning Commission work session)

Lincoln City, like all coastal communities throughout Oregon, is vulnerable to a range of natural hazards, including, but not limited to, flooding, bluff and dune erosion, earthquakes, tsunamis, and wildfires. In addition, a number of priority climate risks have been identified for coastal communities including sea-level rise; increased coastal erosion; increased frequency and intensity of flooding; changes in hydrology; increased average temperatures; and a heightened risk of wildfires. Prioritizing community engagement is at the heart of our resiliency efforts. Dialogue, 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. Lincoln City components of the Natural Hazards Mitigation Plan are adopted as a supplement to the 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, and 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. To the greatest degree possible, design and construct critical infrastructure to withstand earthquakes, tsunamis, fires, and other natural disasters.
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 facilities plans/master plans/systems 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 that was prepared in 2012 and last modified in 2018.

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

Draft for October 2nd Planning Commission work session

ECONOMIC DEVELOPMENT AND URBANIZATION

Lincoln City thrives on its coastal location, attracting residents, retirees, and tourists alike. Our community's economy is built on a strong foundation of tourism, with vibrant local businesses and a diverse range of employers. Creative community events, farmers' and artist 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 residents and businesses alike. 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. Personal income data from the Oregon Employment Department for 2021 in Lincoln County shows that personal income in Lincoln County is broken up into three categories. Earnings contributed 45.6%, investments constituted 18.5%, and transfer payments to retirees made up 35.9% of the 2021 total personal income in Lincoln County. Even though the data is at a county level, with income from retirees comprising 35.9% of that income, it is important that our local economy provide options to serve the retired population to ensure that their income stays in our local economy. On a city level, the Oregon Employment Department showed 333 industrial (construction work is considered industrial) and 4,686 commercial jobs in Lincoln City in 2020.

Lincoln City has a long history of celebrating our creative economy. Initiatives like the "Finders Keepers" glass float campaign have already shown 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 aim 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 earn a living wage and have 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, since our economic health depends on the area's seven miles of beaches, Devils Lake, D River, the Siletz Bay Estuary, biosphere reserve and marine reserve, designated open spaces, and coastal forests, swamps and marshes, and countless trails, all of which provide the primary draw to our visitors. 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.

Statewide Planning Goals Addressed

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

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

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 urban population. Provide opportunities in the city 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.
3. Allow and encourage development of commercial and industrial areas, including affordable goods and products.
4. Enable increasing opportunities for residents to live close to where they work by continuing to increase 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 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 the community’s 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 the 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 efficient transportation systems.
13. Integrate principles of sustainable development 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.

Draft for October 2nd Planning Commission Work Session

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, which is under the jurisdiction of the state. Lincoln City has the unique characteristic of being adjacent to 7 miles of beaches. We endeavor to make our beaches accessible to all residents and visitors through beach access maintenance by providing opportunities to reserve wheelchairs and providing accessible pathways to the beach.

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 along the city's western edge;
- Devils Lake, the D River, Schooner Creek, Logan 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 a new off-leash dog park completed in 2022; and
- An outstanding community center, including aquatic facilities, weight and cardiovascular training equipment, gym space, a walking/running track and community resource space.

The Parks and Recreation System Plan was adopted by City Council in 2016. The planning process included an inventory of city resources and a community profile, an assessment of community needs, recommendations and implementation strategies. This adopted plan is Appendix XX of this document and is incorporated hereinafter.

Statewide Planning Goals Addressed

Goal 5 – “Open Spaces, Scenic and Historic Areas and Natural Resources” “To protect natural resources and conserve scenic and historic areas and open spaces.” Note: the scenic, historic areas, and natural resources portion of the goal is covered in Chapter **XXX** of this comprehensive plan.

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

Goal 12 – “Public Facilities and Services” “To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.”

GOAL

Provide and maintain a comprehensive system of parks, trails, open space areas, 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 facilities 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 off-site parking, restroom facilities, and waste bags and 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 spaces are only for passive recreation.
7. Partner with appropriate agencies to ensure the safety and appropriate use of open spaces.
8. Maintain a 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, entertainment, passive and active recreation for individuals, families, children, teens, and senior adults.
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 zone.
12. Ensure indoor family entertainment venues are allowed outright in the city's commercial zones.