



AGENDA

Lincoln City Planning Commission
Tuesday, February 28, 2023, 6:00 PM
NW Conference Room,
801 SW Hwy 101 - 3rd Floor, Lincoln City, OR 97367

I. CALL TO ORDER

II. DISCUSSION ITEMS

2.1. Housing component of Comprehensive Plan Update

2.2. Public Facilities component Comprehensive Plan Update

2.3. Transportation component Comprehensive Plan Update

All information for this meeting is available on the City of Lincoln City website at www.lincolncity.org. 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 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.*

Planning Commission Communication

Housing component of Comprehensive Plan Update

Meeting Date: February 28, 2023 Primary Staff Contact: AnneMarie Skinner
Department: Planning Commission E-Mail: ASkinner@lincolncity.org
Secondary Dept: Secondary Contacts:
Approval: Estimated Time:

Attachments:

Draft Housing for Work Session 02.28.2023 (PDF)

CHAPTER 8: HOUSING

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 the comprehensive plan. 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, among other information. The Lincoln City Housing Needs Analysis (HNA) was adopted in 2017 along with the Economic Opportunity Analysis (EOA). It is incorporated into and included as a part of the comprehensive plan as Appendix **XX**. In 2022, an update was prepared to the housing needs projection and related residential land needs for inclusion in the comprehensive plan. The 2022 HNA update is hereinafter included as a part of and incorporated into the comprehensive plan as Appendix **XX**.

With tourism being a major economic driver, Lincoln City has a high level of housing demand from permanent residents, seasonal residents, and short-term visitors. Our housing inventory is approximately one-third owner occupied, one-third renter occupied, and one-third second homes or short-term rentals. The combination of a predominately service industry, entry-level jobs and the high demand for housing leaves renters experiencing a high level rent burden, and much of the workforce live outside of 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 recommends continuing to plan for Scenario B – Baseline plus Workforce Housing, which estimates needed development of 1,814 new housing units to address the gap in workforce housing along with keeping pace with the growing population. In 2019, there were 6,735 housing units in Lincoln City: 3,975 units were classified as occupied and 2,756 units were classified as seasonal or occasional use. Approximately 70% of the housing stock is single-unit detached housing and close to 50% of these houses make up the majority of seasonal housing and short-term rental housing. The majority of renters live in multi-unit housing.

The 2017 Economic Opportunities Analysis and Housing Needs Analysis goes into much more detail on distribution of income among Lincoln City's local population, assessment of affordability and availability of different housing types including expected demand at different rates, and includes the most recent 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 outside partnerships have led to a significant increase in multi-unit residential development in 2022, which is a trend the objectives and policies below are intended to continue.

GOAL

To ensure Lincoln City residents have affordable housing through community partnerships and progressive planning; to 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; and to enable creative redevelopment and/or rehabilitation of existing residential neighborhoods to make them more sustainable.

OBJECTIVES and POLICIES

Overall

1. Provide a 20-year supply of land to accommodate the city's housing and sheltering needs.
2. Encourage comprehensive plan map amendments and zone map change that will result in decreased residential densities or less intensive residential uses in tsunami inundation, flood hazard, or bluff erosion hazard areas.
3. Promote housing and sheltering developments that honor, and mitigate negative impacts to, the natural assets of the city.
4. To the extent possible, ensure that all housing options, including those for sheltering, affordable, and workforce housing, are dispersed throughout the city versus being concentrated or designated in specific areas or zones.

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 facilitate the use of lower cost types of housing 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 land trust, down payment, or closing cost assistance programs.
3. Encourage housing options outside of tsunami inundation, flood hazard, and bluff erosion hazard areas for special needs population, including shelters for the unhoused, transitional housing, independent living for seniors, assisted living, memory care, drug and alcohol rehabilitation, and mental health facilities.
4. In conjunction with local non-profit groups, county and state efforts, develop programs, services, and policies to serve the unhoused with sheltering options for men, women, and children that includes 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
 - Facilitate establishment of a year-round housing shelter in the city that also provides 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 underutilizing housing stock.
 - Consider establishing 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.

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 developments.
 - Create programs accessible to developers, property owners, and renters that incentivize sustainable housing components 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 in residential neighborhoods, by reducing the number and location of short-term rentals in residential zones.
 - Recognize short-term rentals as a commercial use.
 - Gradually phase out all short-term rentals in residential zones.

Planning Commission Communication

Public Facilities component Comprehensive Plan Update

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Draft Public Facilities for Work Session 02.28.2023 (PDF)

Draft for Planning Commission Work Session, February 28, 2023

CHAPTER 9: PUBLIC FACILITIES AND SERVICES

Urban development is guided and supported by types and levels of urban facilities and services appropriate for, but limited to, the needs and requirements of the urban and urbanizable areas to be served. Cities in Oregon with a population greater than 2,500 persons 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(s) to the comprehensive plan, and the plan describes the water, sewer, and transportation facilities, which are to support the land uses designated in the comprehensive plan within the city's urban growth boundary. A provision for solid waste disposal sites, including sites for inert waste, shall be included in the plan. The purpose of the plan is to help assure that urban development in the urban growth boundary is guided and supported by types and levels of urban facilities and services appropriate for the needs and requirements of the areas to be services, and that those facilities and services are provided in a timely, orderly, and efficient arrangement.

Lincoln City has created and adopted a water master plan, a wastewater facilities plan, a stormwater master plan, and a transportation master plan. These master 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 include fire and health services. North Lincoln Fire & Rescue District #1 is a special service district that responds to all emergency and non-emergency calls within its district. Samaritan North Lincoln Hospital is a private, not-for-profit accredited critical access hospital that provides medical services – including emergency, primary, and specialty care – to the community. Telephone, cable, internet, natural gas, and power services are also located in Lincoln City and provide utilities are a regional basis to the city and Lincoln County. These utilities or services have also completed comprehensive planning to ensure that there are no constraints to future extension of the services, and services can be provided within all portions of the urban growth boundary.

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, where timely, orderly, and efficient refers to systems or plans that coordinates the type, locations, and delivery of public facilities and services in a manner that best supports the existing and proposed land uses.

POLICIES

Overall Public Facility Policies

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.

Individual Public Facility Policies

1. Outside city limits and/or the urban growth boundary, city sanitary sewer services are provided only to alleviate an existing health hazard.
2. Provisions for city water services outside of city limits or the urban growth boundary are made only if city water services are not used as justification to increase existing levels of allowed rural development in compliance with Oregon administrative rules.
3. Incorporate requirements for adequate storm drainage facilities in all subdivision design, planned development, street construction or other development to conform to the city's stormwater master plan.
4. Encourage the preservation, protection, maintenance, and enhancement of natural drainageways to prevent filling or other alteration.

Police and Fire Service Policies

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.

Health Service Policies

1. Rely on North Lincoln Health District to identify, plan, and provide health programs and facility needs within the service areas.
2. Work with North Lincoln Health District to evaluate ownership and operation of local ambulance services.
3. Cooperate with North Lincoln Health District in making available public facilities such as meeting rooms, halls, etc. for programs, clinics, and other services where appropriate.
4. Rely on North Lincoln Health District to seek public and private funding, including federal, state, local, and private grants and donations, for the provision of health care facilities and services in the area.

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 concerning all land use applications.
3. Rely on Lincoln County School District for the provision of public education.
4. Cooperate with the Lincoln County School Board in designating future school sites within the boundaries of the city limits.

Planning Commission Communication

Transportation component Comprehensive Plan Update

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CHAPTER 10: TRANSPORTATION

Transportation refers to the movement of people and goods. Transportation facilities are those physical facilities that 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, and 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 between cities and counties, and the Oregon Department of Transportation.

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, and what must be addressed and included in a transportation system plan.

Lincoln City has the unique characteristic of a relatively small permanent population of 10,134 (as of the December 2022 official population estimate) 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 the both the permanent and transient population while maintaining acceptable service levels on its transportation network. The transportation system must accommodate highway through traffic, residents, and thousands of tourists and visitors throughout the year. With limited funding for transportation improvements, and built and natural environment challenges, the city must balance its investments to ensure that it can develop and maintain the transportation system adequately to serve the city and everyone who travels in it.

Lincoln City lies along and adjacent to Highway 101. Highway 101 is a principal state transportation facility which serves to connect Oregon's coastal communities. The highway also accommodates the City's population travel needs. Additionally, there are a high number of pedestrian users. These users have no defined pedestrian or bicycle path through the City. Also, being a tourist-oriented city, the City experiences a large influx of visitors who are not acquainted with the City's traffic

system. This causes erratic traffic movements and safety problems. Traffic proceeding through Lincoln City on Hwy 101 also experiences a number of lane changes (four to two lanes) and speed limit changes, which contribute to safety problems. On-street parking is also a problem. The sum total of these problems creates poor and uneven traffic movement, conflicts between major and local access movement, conflicts between vehicles and pedestrians, parking conflicts and as a result, safety and hazard problems. With anticipated population growth, these problems will only be compounded exponentially.

Although many problems exist on Hwy 101, a number of other safety problems exist on some of the minor arterial and collector streets of the City. These problems relate to unpaved streets, deteriorated pavement and roadway conditions of paved 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 as part of this comprehensive plan. They are in Appendix **XX** of this document and are incorporated hereinafter.

GOAL

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

OBJECTIVES

1. Develop and maintain an equitable, balanced, and well-connected multi-modal transportation system.
2. Update and revise the transportation system plan as needed to maintain compliance with Oregon's transportation planning rules.
3. Make walking and bicycling safe, convenient, and accessible by implementing the adopted Lincoln City Biking and Walking Plan and updating the plan as necessary.
4. Identify and obtain funding for public transit service and amenities to provide a higher level of ridership.
5. Identify means and methods to provide efficient travel to and through the city.
6. Identify means and methods to enhance the safety of existing crossings for walking and bicycling; identify locations in need of safe pedestrian and bicyclist crossings.
7. Incorporate means of providing a sustainable multi-modal transportation system.
8. Develop and maintain a multi-modal transportation system that supports a prosperous and competitive economy.
9. Coordinate with local and state agencies for multi-modal transportation system planning and funding for multi-modal transportation system improvements, including installation of sidewalks.