

# City of Manzanita: Land Use Training Comprehensive Plans



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North Coast Regional Representative

# A Little History

- 1919 – Oregon legislature permits cities to zone private land
- 1947 – Oregon legislature permits counties to zone private land
- 1963 – Oregon legislature establishes the Exclusive Farm Use (EFU) zone and the uses it allows





Governor McCall surveys the situation. It could just be an image that reflects the

There is a shameless threat to our environment and to the whole quality of life, an unfettered despoiling of the land. Sagebrush subdivisions, coastal "condomania" and the ravenous rampage of suburbia in the Willamette Valley all threaten to mock Oregon's status as the environmental model for the nation. We are dismayed that we have not stopped misuse of the land, our most valuable finite resource...The interests of Oregon for today and in the future must be protected from the grasping wastrels of the land.

Tom McCall, 1973

# PLANNING IN OREGON



Oregon Land Use Act of 1973 (SB 100)

Resulted in:

Land Conservation and  
Development Commission (LCDC)

Department of Land Conservation  
and Development (DLCD)

# A Little History

- 1973 – Senate Bill 100 creates the Land Conservation and Development Commission (LCDC) charging it with adopting statewide planning goals
- 1975 – First 14 goals adopted
- 1975 – Goal 15 adopted
- 1976 – Goals 16-19 adopted (coastal resource goals)
- 1976-86 – LCDC acknowledges all city and county comprehensive plans
- 1977 - The Oregon Coastal Management Program was created to “to work in partnership with coastal local governments, state and federal agencies, and other stakeholders to ensure that Oregon's coastal and ocean resources are managed, conserved, and developed consistent with statewide planning goals.”





# State and Local Responsibilities

Oregon Statewide Planning Program

## State (LCDC, DLCD)

- *Sets land use policy of statewide significance (goals and rules)*
- *Helps enforce goals*
- *Reviews local government plan and zoning amendments*
- *Provides technical assistance*




# State and Local Responsibilities

Oregon Statewide  
Planning Program

## Cities and Counties

- *Address local vision and needs*
- *Adopt and amend plans and codes in compliance with statewide goals*
- *Enforce codes and ordinances*
- *Make land use decisions*



# Statewide Planning Goals

1. Citizen Involvement
2. Land Use Planning
3. Agricultural Lands
4. Forest Lands
5. Natural Resources, Scenic and Historic Areas,  
and Open Space
6. Air, Water and Land Resources Quality
7. Areas Subject to Natural Hazards
8. Recreational Needs
9. Economic Development
10. Housing
11. Public Facilities and Services
12. Transportation
13. Energy Conservation
14. Urbanization
15. Willamette River Greenway
16. Estuarine Resources
17. Coastal Shorelands
18. Beaches and Dunes
19. Ocean Resources



# ➤ Goal 1 – Citizen Involvement

To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

It requires each city and county to have a citizen involvement program that addresses:

1. Opportunities for widespread public involvement
2. Effective two-way communication with the public
3. The ability for the public to be involved in all phases of the planning process
4. Making technical information easy to understand
5. Feedback mechanisms for policy-makers to respond to public input, and
6. Adequate financial support for public involvement effort

# ➤ Goal 2 – Land Use Planning

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

## “Process” Goals





## ➤ GOAL 3 – AGRICULTURAL LANDS

To preserve and maintain agricultural  
lands

## ➤ GOAL 4 – FOREST LANDS

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

## “Rural” Goals



- **GOAL 14 - URBANIZATION**
- **GOAL 10 – HOUSING**
- **GOAL 9 – ECONOMIC DEVELOPMENT**
- **GOAL 11 – PUBLIC FACILITIES**
- **GOAL 12 – TRANSPORTATION**
- **GOAL 8 - RECREATION**

## “Urban” Goals



## ➤ **GOAL 5 - Natural Resources, Scenic and Historic Areas, and Open Spaces**

To protect natural resources and conserve scenic and historic areas and open spaces.

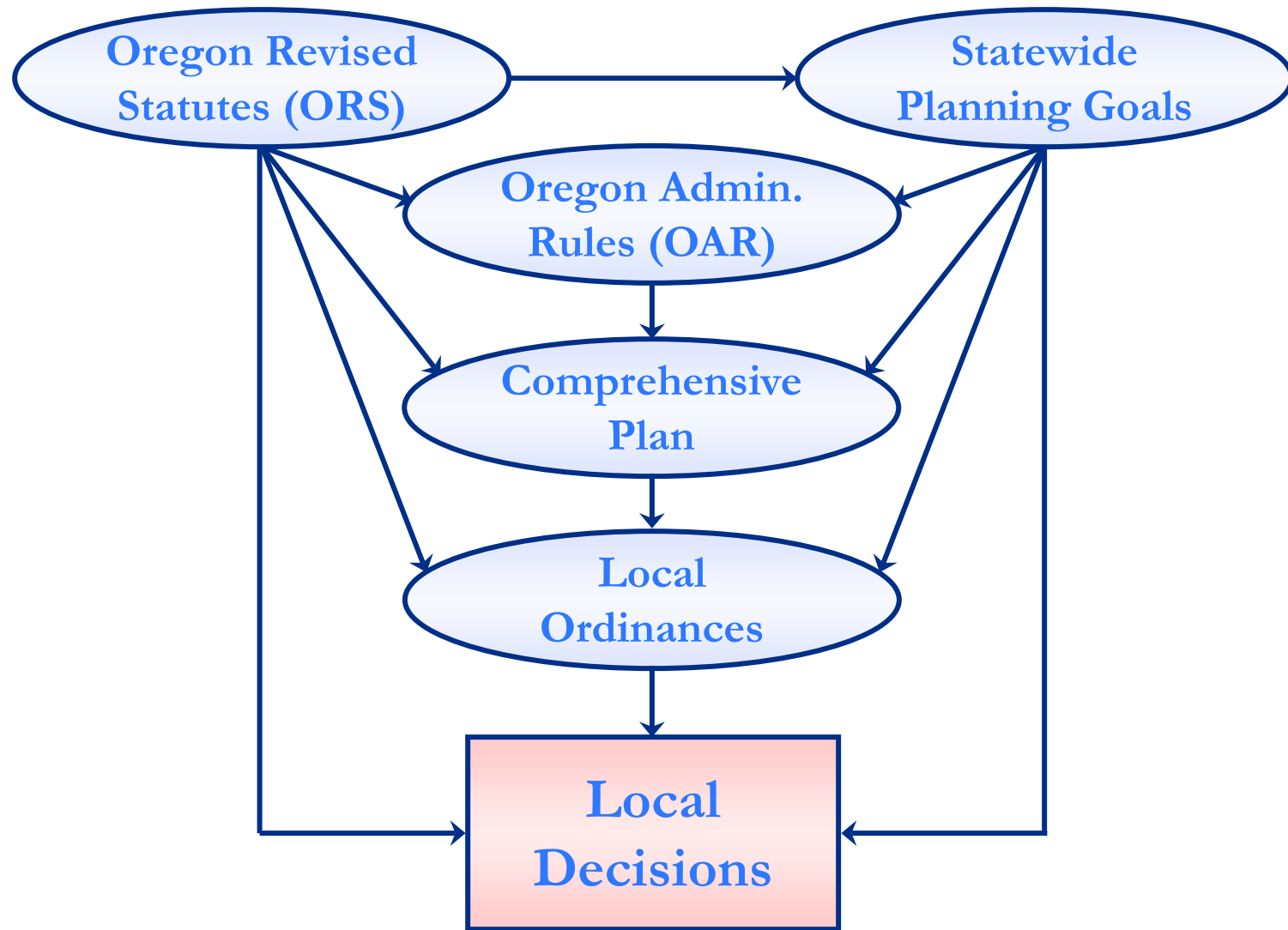
## ➤ **GOAL 7 – Areas Subject to Natural Hazards**

To protect people and property from natural hazards.

## “Constraints” Goals







# Implementation of Oregon Land Use System

- **Statewide Planning Goals – 30,000 foot view.** Requires local jurisdictions to adopt comprehensive plans to implement the Goals.
- **Comprehensive Plans – 10,000 foot view.** Reflects local perspectives while implementing the Goals. Incorporates the “taste and feel” of a community.



# Implementation of Oregon Land Use System

- Implementing ordinances such as zoning codes – where the rubber hits the road. Comprehensive plan policies are then used to guide the creation of implementing codes or laws. These codes are used to review development proposals





# Comprehensive Plan

- Establishes a “vision”
- Guiding land use document for local government
- Comprehensive document that guides land use, infrastructure, development, conservation of natural resources, economic development, etc.



# Comprehensive Plan

- A comp plan includes the following components:
  - Factual base – natural, social, and economic information that supports the maps and policies
  - Goals and policies – statements of intent used to guide implementing measures and must comply with the requirements of statewide planning goals
  - Implementing measures – statements as to how the plan goals and policies are to be implemented.
  - Maps – such as future land use
- City and county plans must be consistent with one another. Special district and state agency plans and programs must be coordinated.



# GOAL 2: ARE WE STUCK WITH WHAT WE'VE GOT?

- What is a Post-Acknowledgement Plan Amendment?
  - Comp plans can be updated through the Post-Acknowledgement Plan Amendment process
    - Sometimes the Comp Plan needs to be updated to comply with current state law
    - Or the community has had enough change that the Comprehensive Plan no longer reflects the community's vision
    - Or the piecemeal approach makes it difficult to interpret...

[OAR 660-018](#) – *Post-Acknowledgement Plan Amendments*



# Zoning & Development Code

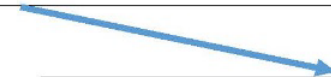
- Specific regulations designed to implement comprehensive plan policies
- Regulates uses, location, density, height, setbacks, etc.
- Sets forth the criteria or standards that each application must meet in order to be approved
- Includes zoning, permitting procedures, development standards, and subdivision and partition standards



**RESIDENTS AND VOTERS OF CITY OR  
COUNTY**

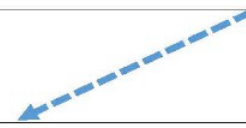
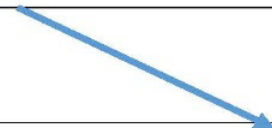


**CITY COUNCIL/COUNTY  
COMMISSION**



**CITY/COUNTY  
MANAGER**

**PLANNING  
COMMISSION**



**CITY/COUNTY STAFF**

# Types of Land Use Decisions

- Legislative – Focus of this conversation
- Quasi-Judicial
- Ministerial
- Limited Land Use





# When Updating Comprehensive Plan

## ➤ Legislative Land Use Decision

- Adoption and amendment of policies and ordinances
- Large geographic area, many ownerships
- No decision is required
- Usually at least two hearings: planning commission recommendation and adopted by elected officials
- Notice: general and “Measure 56”



# Legislative Hearing

## ➤ Legislative Procedures

- Ensure everyone has the opportunity to participate
- No need to separate proponents and opponents
- No concerns with ex parte contact or bias, but conflict of interest concerns remain



# Resources

## Oregon Planning Commissioner Handbook

APRIL 2015



Planners Training Team

[https://www.oregon.gov/lcd/Publications/OR\\_Planning\\_Comm\\_Handbook\\_April\\_2015.pdf](https://www.oregon.gov/lcd/Publications/OR_Planning_Comm_Handbook_April_2015.pdf)

## OREGON GOVERNMENT ETHICS LAW

### A GUIDE FOR PUBLIC OFFICIALS



Oregon Government Ethics Commission  
3218 Pringle Rd. SE, Suite 220  
Salem, OR 97302-1544  
Telephone: 503-378-5105  
Fax: 503-373-1456  
Web address: [www.oregon.gov/ogec](http://www.oregon.gov/ogec)

<https://www.oregon.gov/ogec/Documents/2021%20PO%20Guide%20Final%20Adopted.pdf>



## Putting the People in Planning



A guide for local governmental agencies in Oregon

June 30, 2019

[https://www.oregon.gov/lcd/Publications/PPIP-Final\\_2019-06-30.pdf](https://www.oregon.gov/lcd/Publications/PPIP-Final_2019-06-30.pdf)

# STATUTES YOU MIGHT FIND USEFUL

[ORS 92](#) Subdivisions and Partitions

[ORS 195](#) Local Government Planning Coordination

[ORS 197](#) Comprehensive Land Use Planning  
Coordination

[ORS 215](#) County Planning; Zoning; Housing Codes

[ORS 227](#) City Planning and Zoning



# QUESTIONS?

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