

# Land Use Training: Comprehensive Plans, Zoning Codes, and the Statewide Planning Program



Source: City of Florence



## DLCD

City of  
Florence  
Planning  
Commission  
Meeting

October 14, 2025

Patrick Wingard and Hui Rodomsky  
DLCD Regional Representatives

# What is Land Use Planning?





# Why Land Use Planning?



Environmental protection



Avoidance of urban sprawl



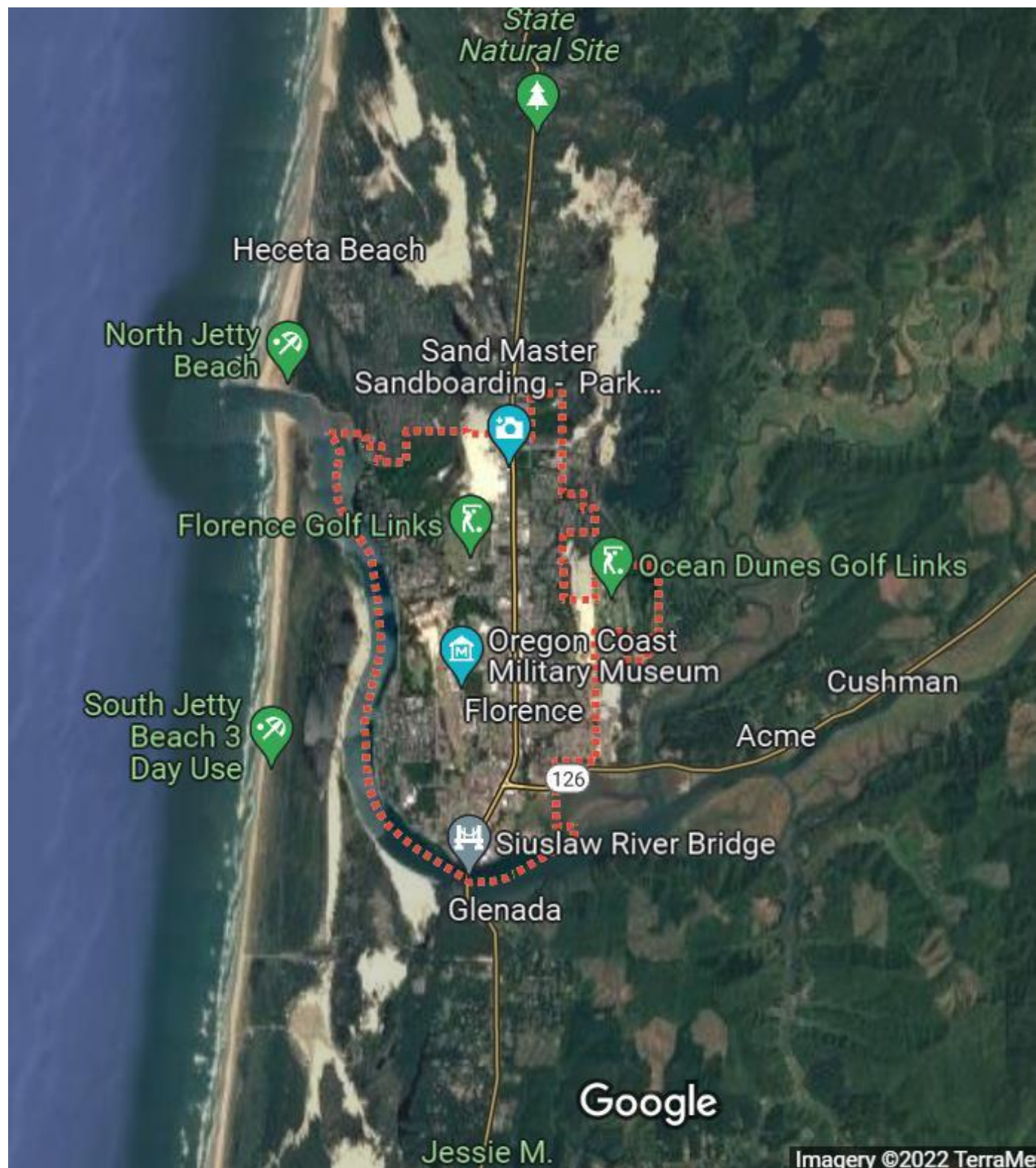
Promotion of compatible uses



Increase certainty for developers/buyers



Public health and safety



State  
Natural Site



Heceta Beach

North Jetty  
Beach



Sand Master  
Sandboarding - Park...



Florence Golf Links



Ocean Dunes Golf Links



Oregon Coast  
Military Museum  
Florence



South Jetty  
Beach 3  
Day Use



Cushman

Acme

126

Siuslaw River Bridge

Glenada



Google

Jessie M.

Imagery ©2022 TerraMe



# A Little History

Source: DLCD Photo Library



- 1913 – Oregon Legislature establishes state's 362 miles of shoreland as a public highway
- 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



# A Little History



Source: DLCD Photo Library

- 1967 – Oregon legislature passes the Beach Bill: Establishes permanent public easement along ocean shore
- 1973 – Senate Bill 100 creates the Land Conservation and Development Commission (LCDC) charging it with adopting statewide planning goals
- 1975 – First 14 goals become effective

# Land Conservation and Development Commission



Chair Anyeley  
Hallova:  
Metro Area



Ellen Porter:  
Southern Oregon



Lianne Thompson:  
Coast



Mark Bennett:  
Eastern Oregon



Barbara Boyer:  
Willamette Valley



Stuart Warren:  
Willamette Valley

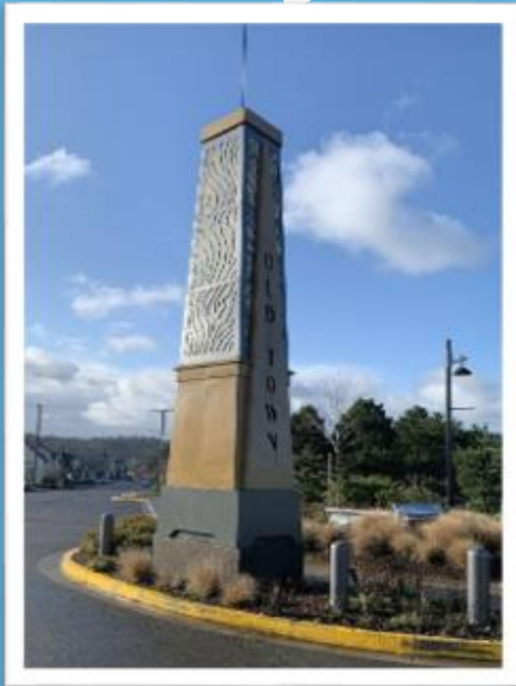


Vice Chair Allan Lazo:  
Metro Area





# A Little History



Source:  
City of  
Florence

- 1976 – Goals 16-19 (Coastal Resource Goals) adopted
- 1977 – Oregon Coastal Management Program approved
- 1976-86 – LCDC acknowledges all city and county comprehensive plans
  - June 2, 1983 Florence Comprehensive Plan acknowledged

# Statewide Planning Goals

- Goal 1 – Citizen Involvement
- Goal 2 – Land Use Planning

- Goal 3 – Agricultural Lands
- Goal 4 – Forest Lands
- Goal 5 – Natural Resources, Scenic and Historic Areas, and Open Spaces
- Goal 6 – Air, Water, and Land Resources Quality
- Goal 7 - Areas Subject to Natural Hazards
- Goal 8 - Recreation Needs
- Goal 13 – Energy Conservation
- Goal 15 - Willamette River Greenway

- Goal 9 – Economic Development
- Goal 10 - Housing
- Goal 11 - Public Facilities and Services
- Goal 12 - Transportation
- Goal 14 – Urbanization

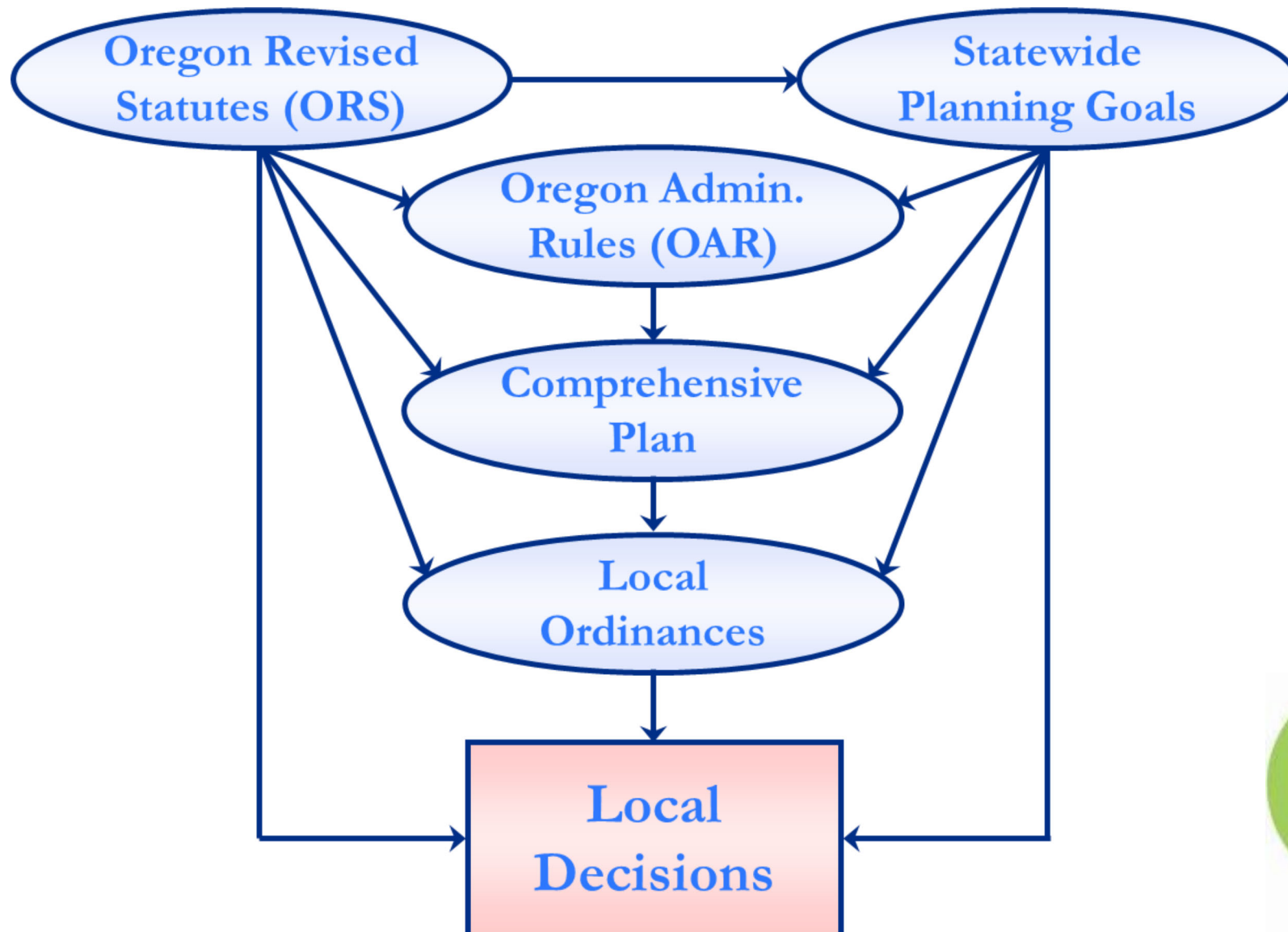
- Goal 16 – Estuarine Resources
- Goal 17 – Coastal Shorelands
- Goal 18 – Beaches and Dunes
- Goal 19 – Ocean Resources

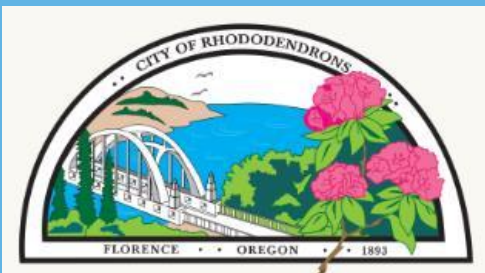


Wilbur Ternyik  
OCC&DC Chair  
1971-1975

Photo Credit: Onno Husing

# HOW IT TIES TOGETHER





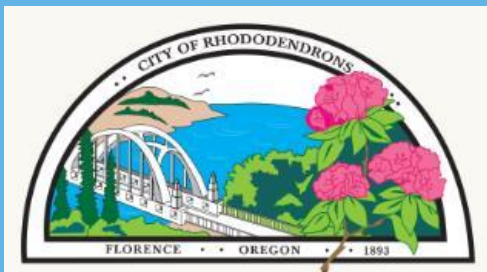
# Local and State Responsibilities



Source: Lincoln County

## State

- Set land use policy (goals and rules)
- Acknowledge city and county plans
- Enforce goals
- Review plan amendments
- Administer periodic review requirements
- Provide technical assistance to cities and counties



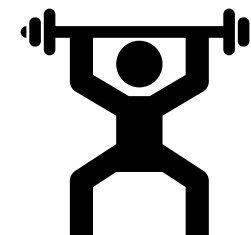
# Local and State Responsibilities

Photo Credit: City of Florence



## Cities and Counties

- Adopt plans and codes in compliance with statewide goals
- Address local vision and needs
- Make land use decisions
- Enforce codes and ordinances
- Provide assistance to the public





# Comprehensive Plan



Photo Credit: City of Florence

- 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



Photo Credit: City of Florence

- A comp plan includes the following components:
  - Factual base – natural, social, and economic information
  - Goals and policies – statements of intent used to guide implementing measures
  - Maps – Plan designation map to indicate future land use

# Zoning & Development Code



Photo Credit: City of Florence

- 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

# Types of Decisions

## Legislative Land Use Decision



Photo Credit: City of Florence

- Adoption and amendment of policies and ordinances
- Large geographic area, many ownerships
- No decision is required
- Adopted by elected officials
- Role of planning commission is to make a recommendation
- Usually at least two hearings

# Types of Decisions

## Quasi-judicial Land Use Decision



Photo Credit: City of Florence

- Application of pre-existing criteria and requiring exercise of discretion
- Single or few ownerships
- Action required
- Planning staff, hearings officer, or planning commission makes the initial decision; local appeal possible
- Opportunity for a hearing is required

# Types of Decisions

## Ministerial Action

Photo Credit: City of Florence



- Application of pre-existing criteria and requiring no exercise of discretion
- Usually one site
- Action required
- Staff makes the decision, with no opportunity for appeal
- No hearing

# Notice Requirements



Photo Credit: City of Florence

- Legislative – general notice and “Measure 56” notice
- Quasi-judicial – to property owners within a prescribed distance and others who request it
- Ministerial – none



The background of the slide is a wide-angle photograph of the Oregon coast. In the foreground, there is a grassy hillside with some rocks. The middle ground shows a sandy beach, waves breaking on the shore, and a small harbor area with a pier and some buildings. In the background, there are mountains and a clear blue sky with a bright sun in the upper left corner.

# Oregon Coastal Management Program

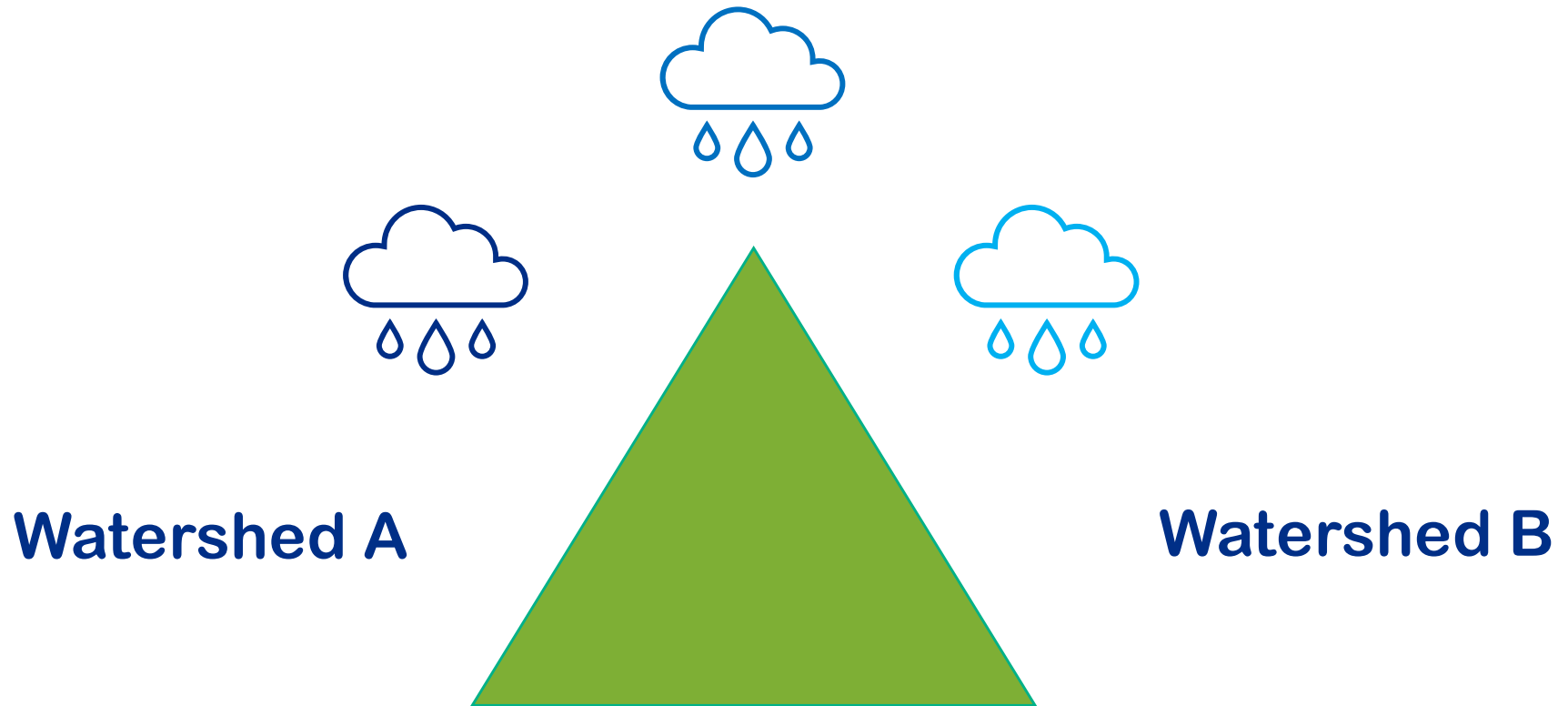
# Oregon Coastal Zone



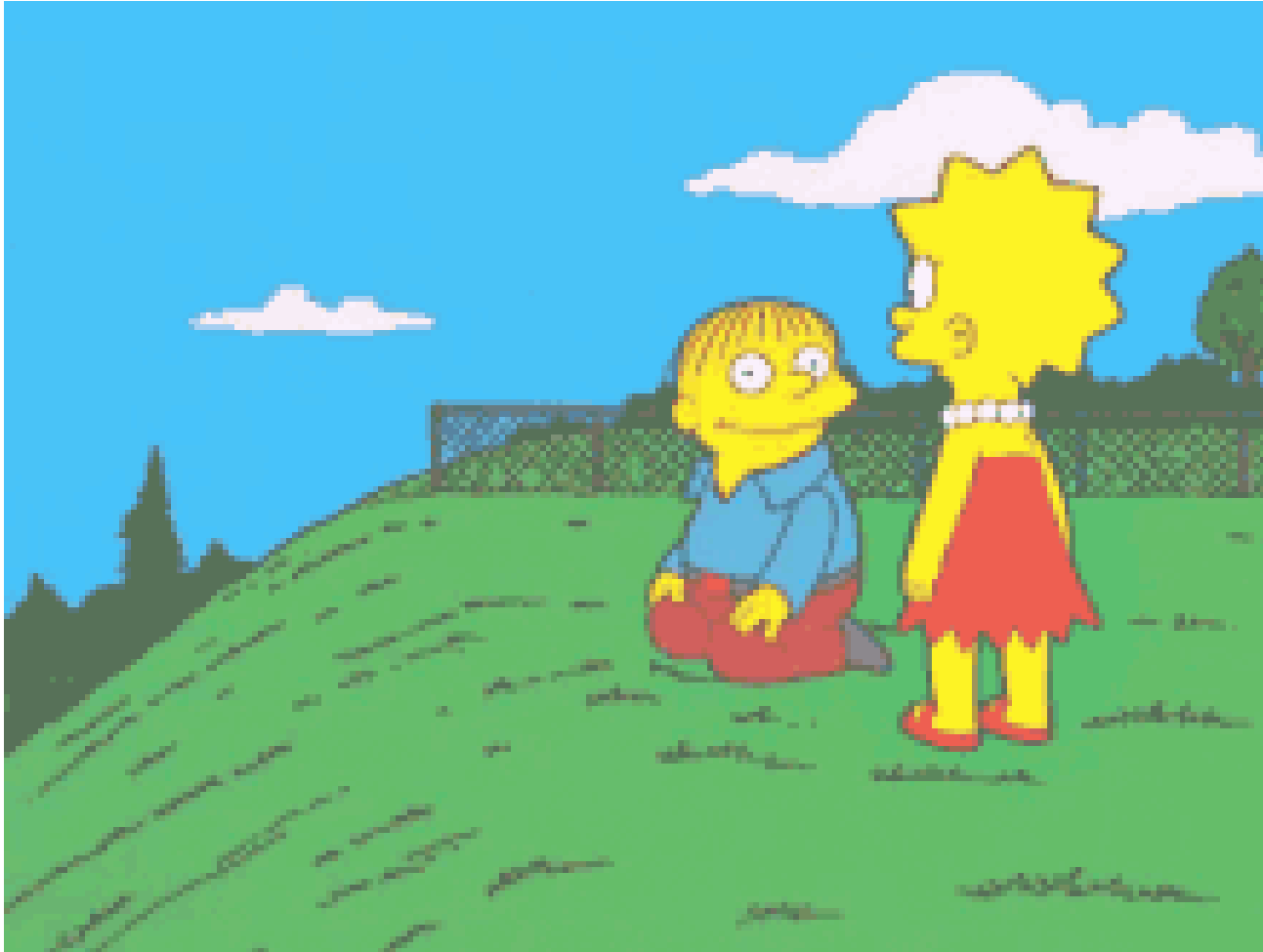
# What is a Watershed?



# Shedding water



# Gravity wins!



# Coastal Zone Management Act of 1972



## Coastal Management Programs

Oregon Coastal Management Program

## National Estuarine and Research Reserve System

South Slough NERR

# Coastal Zone Management Act



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Federal  
Consistency  
Authority



# Where “Federal Consistency” Applies



# Oregon Coastal Management Program



## COASTAL ZONE

362 Mile Coastline

22 Major Estuaries

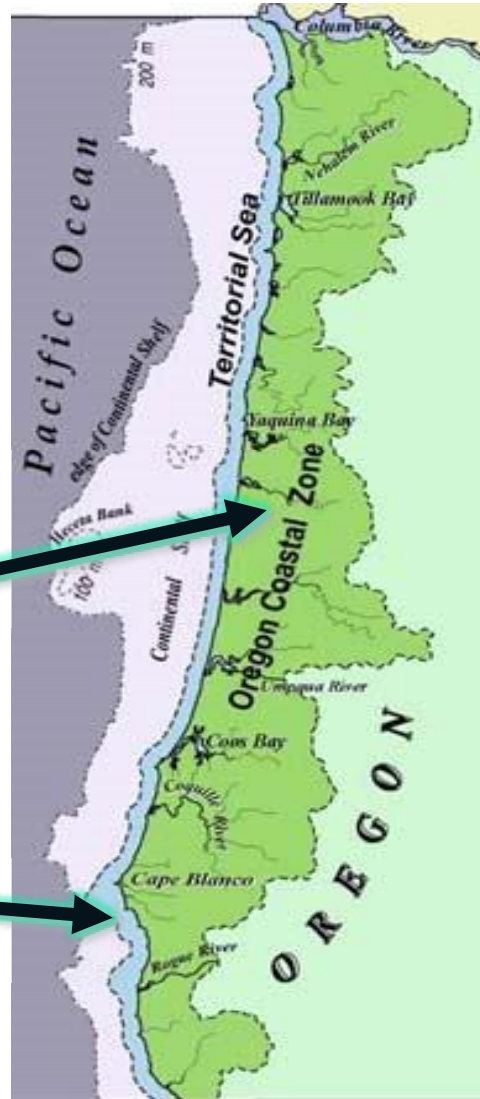
7,800 Sq. Miles

Coastal Watershed

## Territorial Sea

0-3 Miles

1,100 Sq. Miles



## JURISDICTIONS

### Counties

- Columbia
- Clatsop
- Tillamook
- Lincoln

- Lane
- Douglas
- Coos
- Curry

### Cities

- Astoria
- Vernonia
- Warrenton
- Seaside
- Gearhart
- Cannon Beach
- Manzanita
- Nehalem
- Wheeler
- Rockaway
- Garibaldi
- Bay City
- Tillamook
- Lincoln City
- Depoe Bay
- Siletz
- Newport

- Toledo
- Waldport
- Yachats
- Florence
- Dunes City
- Reedsport
- Lakeside
- North Bend
- Coos Bay
- Coquille
- Myrtle Point
- Powers
- Bandon
- Port Orford
- Gold Beach
- Brookings



Photo Credit: City of Florence



**DLCD**

Department of  
Land Conservation  
& Development

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# Thank You!

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