

CITY OF SEASIDE STAFF REPORT

To: Seaside Planning Commission
From: Planning Director, Kevin Cupples
Date: July 7, 2014
Applicant: City of Seaside
989 Broadway
Seaside, OR 97138
Subject: 13-040ACP- Amendments to the Comprehensive Plan
associated with the selection of lands for inclusion within the
City of Seaside Urban Growth Boundary (UGB) based on an
evaluation under Goal 14 and the land needs previously
identified under Goal 9 & 10

REQUEST:

The applicant is requesting a comprehensive plan amendment that will expand the City of Seaside Urban Growth Boundary (UGB). The selected lands have been evaluated under Statewide Planning Goal 14 and they are intended to address the needs established by the findings of a Goal 9 Economic Opportunities Analysis & Employment Land Needs Assessment, a Goal 10 Housing and Residential Land Needs Assessment, & Buildable Lands Inventory. These documents provide the justification necessary to support extension of the City of Seaside's Urban Growth Boundary (UGB) so the City will have an adequate supply of buildable land for a twenty year planning horizon.

In accordance with the Comprehensive Plan, after holding a public hearing on the proposed amendment, the Commission will make a recommendation to the City Council.

DECISION CRITERIA, JUSTIFICATION, FINDINGS, & CONCLUSIONS:

The following is a list of the decision criteria applicable to the request. Each of the criteria is followed by findings or justification statements which may be adopted by the Planning Commission to support their conclusions. The adopted information will then be used as the basis for the Commission's final recommendation to the City Council.

The Commission's recommendation may include modifications they consider necessary and appropriate for the amendment to the Plan. Although each of the findings or justification statements may specifically apply to one of the decision criteria, any of the statements may be used to support the Commission's final recommendation:

DECISION CRITERIA # 1: Findings of fact for requested Comprehensive Plan revisions shall, as a minimum:

- a. Explain which plan goals, objectives, or policies are being furthered by the change.
- b. Present the facts used in making the decision; and

c. Explain how the change will serve the public need.

FINDINGS & JUSTIFICATION STATEMENTS:

1. The consulting firm OTAK has prepared a Goal 14 UGB Site Evaluation and Expansion Proposal (Attached) that will be used to support proposed changes to the Seaside Urban Growth Boundary and Comprehensive Plan Map based on information in the plan, statewide planning goals, and Oregon Administrative Rule. This document is adopted by reference.
2. The City is directed to update the Comprehensive Plan when there is a wide discrepancy between prior and current economic and population projections based on Section 15.3 of the Plan. A needs analysis for additional buildable lands within the UGB was previously adopted based on a Goal 9 Economic Opportunities Analysis & Employment Land Needs Assessment, a Goal 10 Housing and Residential Land Needs Assessment & Buildable Lands Inventory.
3. It is recognized that additional amendments to the Plan may be needed in conjunction with this effort to expansion the Urban Growth Boundary and they may be incorporated into the decision making process by providing any additional text amendments in the form of an amending ordinance.

CONCLUSION TO CRITERIA #1:

The proposed comprehensive plan map amendment identifies specific lands for inclusion in the City of Seaside UGB that are needed to address the future land needs for Seaside based on the completed Goal 9 and Goal 10 analyses. The proposed map amendment is consistent with the Comprehensive Plan and the amendment will maintain the Plan's compliance with the applicable Statewide Planning Goals.

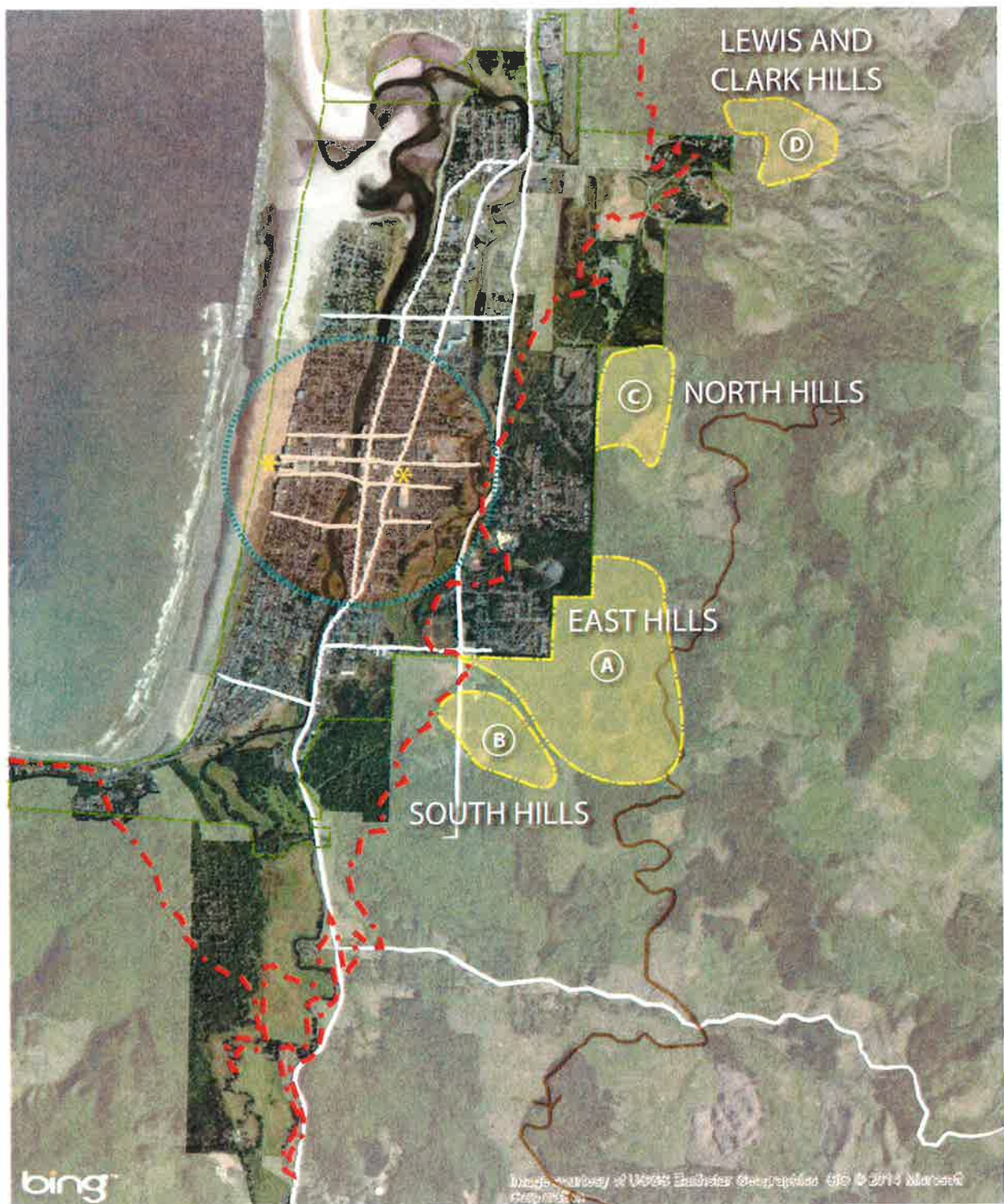
FINAL STAFF RECOMMENDATION:

Take public testimony concerning the proposed UGB expansion and continue the hearing to the August 4th Planning Commission meeting at 7:00 p.m. in the Council Chambers. This will provide time to formally address issues related to any verbal or written comments.

The information in this report and the recommendation of staff are not binding on the Planning Commission and may be altered or amended during the public hearing.

Attachments:

Applicant's Submittal



GOAL 14 UGB - EXPANSION PROPOSAL

Seaside, Oregon

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1. INTRODUCTION

The following summarizes the site evaluation process conducted for expanding the Seaside UGB to accommodate 200 acres for growth. It is a follow-up to a Goal 9 land needs analysis that prescribed the amount of land and land use types needed to accommodate a 20 year growth horizon for the city of Seaside. Per Goal 14:urbanization (OAR 660-015-0000(14), the evaluation considers efficient accommodation of identified land needs; orderly and economic provision of public facilities and services; comparative environmental, energy, economic and social consequences; and compatibility with nearby farm/forest activities.

The breakdown of land use types are as follows:

Table 1

Land use Type		Gross Acreage Needed
R1 - Residential	61.3	
R2 - Residential	54.5	
R3 - Residential	33.5	
RR - Residential	5.3	
Subtotal residential		154.6
Park		10.6
Industrial (baseline growth scenario)	16.1	
Institutional (baseline growth scenario)	19.5	
Subtotal industrial & institutional		35.6
Total land need		200.8

The end result of this process will be to expand the current urban growth boundary (UGBw) of seaside to include the 200.8 acres of land needed for the prescribed 20 year need. The 200.8 acres will have comprehensive plan designations shown to guide future growth. Land will be zoned and annexed into the city incrementally at the time land owners choose to develop.

Goal 14 UGB Expansion Proposal

Seaside, Oregon

2. Site Evaluation Process

Four general site areas adjacent to the existing UGB were evaluated for expansion. The areas are: A) East Hills; B) South Hills; C) North Hills; and D) Lewis and Clark Hills. The evaluation considered the following site characteristics in response to the Goal 14 evaluation criteria:

1. Proximity to existing utilities needed for urban development and the ease of and capacity for extension.
2. Vehicular access /road connections and emergency vehicle access.
3. Site Constraints
 - Topography that would restrict development
 - Natural resource protection requirements.
4. Logical growth pattern for the city.

The Seaside Planning Commission (PC) served as the advisory committee for the site evaluation process and also the site selection process. The study area locations were identified in collaboration with the City of Seaside planning director.

Site A - East Hills

The site is approximately 265 acres in size and is situated directly east of and upslope from an existing subdivision within the city limits. The subdivision is accessed from Cooper Street which connects to Wahanna Road. The study area also extends north above the existing elementary school site and also to the south side of the subdivision with a narrow frontage on Wahanna Road.

- **Proximity to existing utilities.** The site does have access to existing water and sewer lines in Wahanna Road as well as in the existing subdivision to the west that could be extended. Sewer system upgrades would be required (pump station upgrades). A future water tank set at elevation 400 above the study area will ultimately be required to serve the upper portions of the study area. The future water tank is an identified objective for the overall city water system.
- **Vehicular access.** Vehicular access to the study area is somewhat limited. Three options exist. The northern portion of the site could be accessed by an extension of Spruce Drive, but this route would have to go through the elementary school site, potentially disrupting the school's parking and circulation routes for school busses. This route may be appropriate for any future school facilities that may expand from the existing school uphill to the east. The central portion of the site has an access stub from the existing subdivision that is a narrow tract and would be limited to pedestrians and emergency vehicles only. It's also shown as a potential Tsunami evacuation route. The southern portion of the study area is shown with frontage on Wahanna Road where access could be extended east in alignment with Avenue S.

- **Site constraints.** The study area does contain steep slopes that are primarily along four existing drainage corridors that traverse the area from east to west. These drainage areas also contain smaller drainage fingers that reduce any potential development areas in the future. These drainage corridors and steep slopes would need to be protected in resource areas in the future with open space/resource protection area overlay mapping.
- **Logical Growth Pattern.** The East Hills area is a logical growth area for Seaside. It is next to existing residential development and existing utility services. It also has multiple access options.

As illustrated in table 2 the East Hills site yields approximately 116 acres of land that is non constrained by physical conditions for future urban development.

Table 2

Site	A- East Hills	B- South Hills	C- North Hills	D- Lewis & Clark Hills
Total Acres	265	165.9	69.3	57.4
Slope 0-10% (Acres)	55.9	92.9	8.2	13.7
Percent of Total Acreage	21.1%	56%	11.8%	23.9%
Slope 10-20% (Acres)	86.9	57.7	17.7	12
Percent of Total Acreage	32.8%	34.8%	25.5%	20.9%
Slope 20-30% (Acres)	58.8	12.1	17.2	9.2
Percent of Total Acreage	22.2%	7.3%	24.8%	16%
Slope 30 & greater (Acres)	63.4	3.2	26.2	22.5
Percent of Total Acreage	23.9%	1.9%	37.8%	39.2%
Constrained land Area (Acres)*	148.7	24.8	43.4	33.7
Percent of Total Acreage	56.1%	14.9%	62.6%	58.7%
Non-Constrained land Area (Acres)**	116.3	141.1	25.9	23.7

*Constrained land area includes slopes 20% and greater, stream/drainage corridors, and wetlands.

**Non-constrained land area is the leftover acreage after constrained land area is excluded.

Goal 14 UGB Expansion Proposal

Seaside, Oregon

Site B - South Hills

The South Hills study area is approximately 165 acres in size and is situated just south of the East Hills site. It straddles Wahanna Road and is currently developed with 16 homes that are on larger land parcels. The study area does not contain steep slopes and is traversed by only one existing drainage way that flows from east to west through the center of the site. There is also one drainage finger along the southern edge of this study area.

- **Proximity to existing utilities.** The site is proximate to water service in Wahanna Road. There is actually an existing water district that serves the 16 current residential units in the study area. This district is currently supplied by City of Seaside water and pays for the service on a monthly basis. This water system would be upgraded and expanded to serve the balance of the South Hills study area. The water system would also be enhanced by the future water tank at elevation 400. Sewer system upgrades would include extending a main line south in Wahanna Road and pumping it north into the existing city system.
- **Vehicular access.** The area can be served from Wahanna Road. Improvements would include upgrades to Wahanna Road and a series of local loop roads to provide access to the future development areas to the east and west of Wahanna.
- **Site constraints.** Constraints are limited given the absence of steep slopes. The one drainage corridor that traverses the site would need to be protected with adequate buffering in a resource overlay.
- **Logical growth pattern.** The South Hills area is a logical growth area for the city. It is proximate to existing services and extends an existing road, (Wahanna), for easy access to and from the city's major arterial.
- As illustrated on table 2 the South Hills study area contains 141 acres of non-constrained land for future urban area development.

Site C - North Hills.

The North Hills area is approximately 69 acres in size and is located at a higher elevation and east of Shore Terrace Road. Although directly west of the city limits and current UGB, it has no access points or potential utility connection points. It is characterized by steep slopes. There are 3 severely sloped "ledges" that traverse the site from north to south.

- **Proximity to existing utilities.** There are existing water and sewer systems in two subdivisions to the east of the study area but there are no access easements in place to extend the services uphill to the study area. This site is also somewhat remote from where a future elevation 400 water tank would logically be installed.
- **Vehicular access.** The site does not have access to any public roads that could be expanded in a feasible manner to serve the area. The one potential access point on Shore Terrace in the northwest corner of the study area would require significant impact to an existing wooded wetland area.
- **Site constraints.** The existing severe topography greatly limits any future site development. The location of the three ledges and their configuration negate the ability to create an on-site street system to serve future development. Also there is no ability to provide a secondary access point for emergency vehicles.

- **Logical growth pattern.** Site C is not a logical growth pattern for the city given its lack of access and severe slopes which should be protected.

Per table 2 the North Hills site contains 25 acres of unconstrained land. It's important to note that while this area is measured at 25 acres the pattern of the three ledges divide the site into separate land areas that are not feasible for future development.

Site D – Lewis and Clark Hills.

The Lewis and Clark Hills area is approximately 57 acres in size and is located along the northern side of Lewis and Clark Road near the N.E. corner of Seaside's city limits. A portion of the site along Lewis and Clark Road is owned by Clatsop County and was once used as a refuse transfer station. It is characterized by steep slopes, in particular on the northern and eastern portions of the site area.

- **Proximity to existing utilities.** The site is directly east of an existing city water tank but well above its service level elevation. A pump station would be required to serve the site. Sewer service also exists in an existing subdivision to the west of the site. A utility access easement and upgrades to the existing sewer system west of the connection point would be required to provide the needed capacity for the Lewis and Clark Site.
- **Vehicular Access.** The site does have frontage on Lewis and Clark Road with access potential along the southeast portion of the study area. The access point options are somewhat limited by three large curves on Lewis and Clark Road that restrict visibility for motorists. Safety improvements that would be advisable on Lewis and Clark Road that provide motorists advanced warning of a proposed intersection. These improvements may also include an eastbound left turn lane into the site from Lewis and Clark Road. There are also traffic safety concerns at the bottom of the hill at the Highway 101 intersection. Improvements are proposed in the TSP; however, they are medium & very long timeframe improvements.
- **Site Constraints.** The eastern and northern portions of the study area do contain steep slopes that restrict development and should be preserved. There is also an existing drainage along the eastern and northern edges of the site that will require protective buffers. Potential development area is limited to the southern portion of the site closest to the potential access along Lewis and Clark Road.
- **Logical Growth Pattern.** The site is not a logical growth pattern for the city. It is somewhat remote and limited in land area size due to both on and off site physical constraints. There is a lack of connectivity with the city, but it might be suitable for a small planned development in the future.

Per Table 2, the Lewis and Clark site contains 23 acres of unconstrained land. The pattern of severe topography limits the site to approximately 15 acres that can be developed in a feasible manner near Lewis and Clark Road.

Goal 14 UGB Expansion Proposal

Seaside, Oregon

3. Refinement of Study Areas

The four candidate site study areas were reviewed in detail with the City of Seaside Planning Director and the Public Works Director. The study areas were also presented and discussed with both the Seaside Planning Commission and the City Council at briefings/work sessions. The following summarizes direction from those meetings:

- Eliminate the North Hills study area due to site constraints.
- Combine the South and East Hills study areas into one Southeast Hills area and continue to evaluate. Also, continue to evaluate the Lewis and Clark site.
- Determine the best 200 plus acres of land to bring into the urban growth boundary.
- Also show potential future growth areas for the longer term, beyond the 20 year horizon required by the State of Oregon.

4. Final Draft Recommendation.

Based on continued input from the City, the plan for the Southeast Hills was further refined with comprehensive plan designations for future proposed land uses. The following summarizes the plan features:

- **Land use.** Four different residential comprehensive plan designations are used on the Southeast Hills site;

	Density Allowed	Total Units (max.)
R-1: 61.3 acres	5 du/ac.	306
R-2: 54.5 acres	10 du/ac.	545
R-3: 33.5 acres	20 du/ac.	670
RR: 5.3 acres	30 du/ac.	159
		Total 1,680 units

These designations and land areas align exactly with the land needs analysis prescribed mix (Table 1). In general, the land uses are denser on the lands that are closest to Wahanna Road. Lower densities are proposed in the hills further east from Wahanna Road. The plan also includes a node of employment land at the south end that totals 33.5 acres. This again aligns with the land use mix prescribed in the land needs analysis. This employment area encompasses the industrial/ institutional designations shown in the land use summary (table 1). Potential expansion areas (longer term) are also shown on the plan. These are beyond the 20 year needs horizon but important to consider for long term growth in Seaside, especially in terms of access and future utility service extensions.

- **Access/circulation.** Primary access is provided by the extension and improvement of Wahanna Road south of Avenue S. This expansion will also entail reconstructing the Avenue S intersection at Wahanna to improve safety. One option is a traffic circle. Four local loop roads are shown that serve the proposed neighborhoods on both the east and west sides of Wahanna Road. Three emergency vehicle access (EVA) points are also shown on the plan. One is located directly east of Cooper Street and will also serve as a pedestrian link. Two are located upslope and connect to the existing mainline tree farm road. All three EVA's will be gated.
- **Open space/natural resource areas.** An active use park is shown near the denser housing and employment areas. The 10.6 acre park has gentle topography suitable for active recreation. It is accessible and it is also positioned next to a large open space/wetland area. Drainage ways that traverse the area are protected with wide buffers that also protect steep slopes that parallel the drainages. These are shown with an OPR designation on the plan. OPR space totals 253 acres in the study area.
- **Potential future growth areas.** As described earlier, additional areas are shown on the plan to accommodate growth beyond the 20 year land needs horizon. The area east of the existing elementary school is shown as future institution land that could accommodate expansion of school facilities. It could also accommodate a potential hospital site if expansion of facilities is needed. The areas in the center of the plan would logically accommodate more housing in the future. These areas could be easily served by extending planned roads and utilities, but they would require bridges. The area to the south of the study area could be developed with additional employment or residential lands. This area would include an extension of Wahanna Road, providing a connection to Beerman Creek Road, and forming a loop to a southern access point on Highway 101. This would transform Wahanna to an excellent parallel route to Highway 101 as envisioned in the Seaside transportation system plan (TSP).
- **Provision of infrastructure.** The selected expansion area will include up to 1,680 housing units and 33.5 areas of employment land. It will require extending and widening Wahanna road, improving the Wahanna/ Avenue S intersection, constructing a new water tank and other facility upgrades and also installing a sewer pump station and sewer main lines. The city will prepare a strategy and policy that establishes a "Pay as you go" program for incremental development of the southeast hills area. The intent of this policy is to avoid an inordinate burden on the balance of seaside for the infrastructure costs associated with the southeast hills development.

Goal 14 UGB Expansion Proposal

Seaside, Oregon

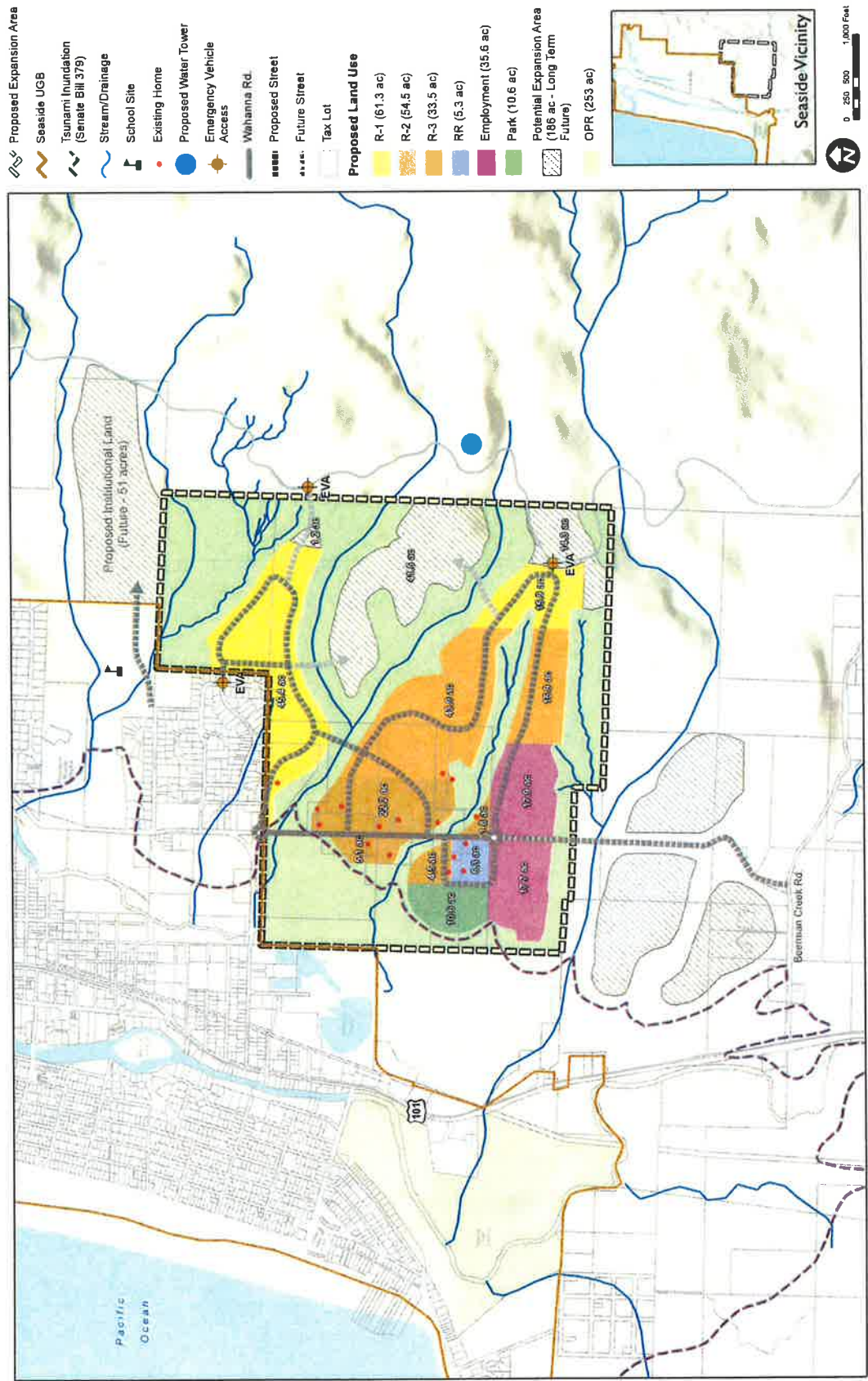
5. Basic Approval Process Outline

The proposed UGB expansion will follow this summarized basic approval process:

- UGB expansion submittal
- Staff review/ report
- DLCD (state) notice
- Seaside planning commission hearings/ recommendation
- Seaside city council hearings/ decision
- Clatsop county planning commission hearing/ recommendation
- Clatsop county board of commissioners hearing/ decision

City of seaside annexations/ zoning will occur incrementally as land owners opt to develop their lands.

5. South East Hills Comprehensive Plan Map



LEWIS AND CLARK HILLS

NORTH HILLS

EAST HILLS

SOUTH HILLS

A

B

C

D

- 

June 2015

LAND NEED ANALYSIS

VII. RECONCILIATION OF VACANT LAND AND NEED

The last step of the analysis is to compare the long-term demand for industrial and commercial land from the land need forecast with the existing supply of industrial and commercial acreage as identified through the Buildable Lands Inventory (BLI). The purpose of the reconciliation is (1) to assess whether the City of Seaside has an adequate supply of suitable employment land to satisfy economic expansion demands over the next 20 years, and (2) to serve as a basis for determining Urban Growth Boundary (UGB) expansion or other policy measures to increase the available employment land supply.

In this section we compared the existing supply of buildable industrial and commercial acreage over the planning period for all three potential growth scenarios. The end result is a deficit of 34.4 acres in the Baseline Growth Scenario and a net shortage of land in both the Medium and High Growth Scenarios (39.2 and 46.6 acres, respectively).

Figure 30
Reconciliation of Buildable Employment Land and Need, Seaside, Oregon

Scenario	Demand	Supply	Surplus/ Shortage
Baseline Growth Scenario			
Commercial	14.1	15.0	0.9
Industrial	17.3	1.2	(16.1)
Institutional	19.5		(19.5)
Total	50.9	16.2	(34.7)
Medium Growth Scenario			
Commercial	15.8	15.0	(0.8)
Industrial	18.8	1.2	(17.6)
Institutional	20.9		(20.9)
Total	55.4	16.2	(39.2)
High Growth Scenario			
Commercial	17.8	15.0	(2.8)
Industrial	21.5	1.2	(20.3)
Institutional	25.8		(25.8)
Total	65.1	16.2	(48.9)

1. A shortage is denoted with a minus sign (-) or a negative value. A surplus is denoted with a plus sign (+) or a positive value.

- The City has a shortage of commercial demand in two of three scenarios, ranging from 0.8 acres to 2.8 acres depending on the realized path of growth.
- The City currently has negligible industrial land available for development, resulting in across the board shortages ranging from 16.1 to 20.3 acres.
- Further, institutional uses will generate an additional 19.5 to 25.8 acres of land need. These uses will typically locate on high value industrial land, but not exclusively, development on commercial land is possible.

With the assumptions of this analysis, Seaside has a slight shortage of 20-year employment land supply in all growth scenarios.

City of Seaside | Economic Opportunities Analysis 27

Subtracting the current inventory of 14.05 acres of park, this leaves a 20-year need for 10.6 acres of new developed park land.

School Facilities Land Needs

The Seaside School District has identified a need for an additional 50 acres of school land needed to relocate a middle school and high school facility above the tsunami line in the eastern hills of Seaside. Because there is no existing vacant acreage that meets this criteria, there is an identified need for these 50 acres outside of the current Seaside UGB.

TOTAL RESIDENTIAL AND PUBLIC FACILITY LAND NEEDS (2032)

Based on the findings of projected land need presented above, this analysis concludes a total 20-year land need for residential, schools and park land need as follows:

FIGURE 19: ESTIMATED TOTAL NEW LAND NEED (2032)

Category of Land	Gross Acreage Land Need
Residential	154.6
Parks	10.6
Schools:	50
Total New 20-Year Land Need	215.2*

Source: Johnson Reed LLC

There is a total projected land need for an additional 215.2 gross acres to satisfy residential land needs and supporting uses.

- * This total assumes a 50-acre school campus may be added to the UGB in the future. A 50-acre site is shown on the south Hills Comprehensive Plan map (page 11) to accommodate the proposed campus. It is labeled as Proposed Institutional Land.

LAND NEED ANALYSIS SUMMARY

Land use Type	Gross Acreage Needed
R1 - Residential	61.3
R2 - Residential	54.5
R3 - Residential	33.5
RR - Residential	5.3
Subtotal residential	154.6
Park	10.6
Industrial (baseline growth scenario)	16.1
Institutional (baseline growth scenario)	19.5
Subtotal industrial & institutional	35.6
Total land need	200.8



Total: 200.8 acres

Note: Employment category combines
Industrial and Institutional

GEOGRAPHIC CONSTRAINTS



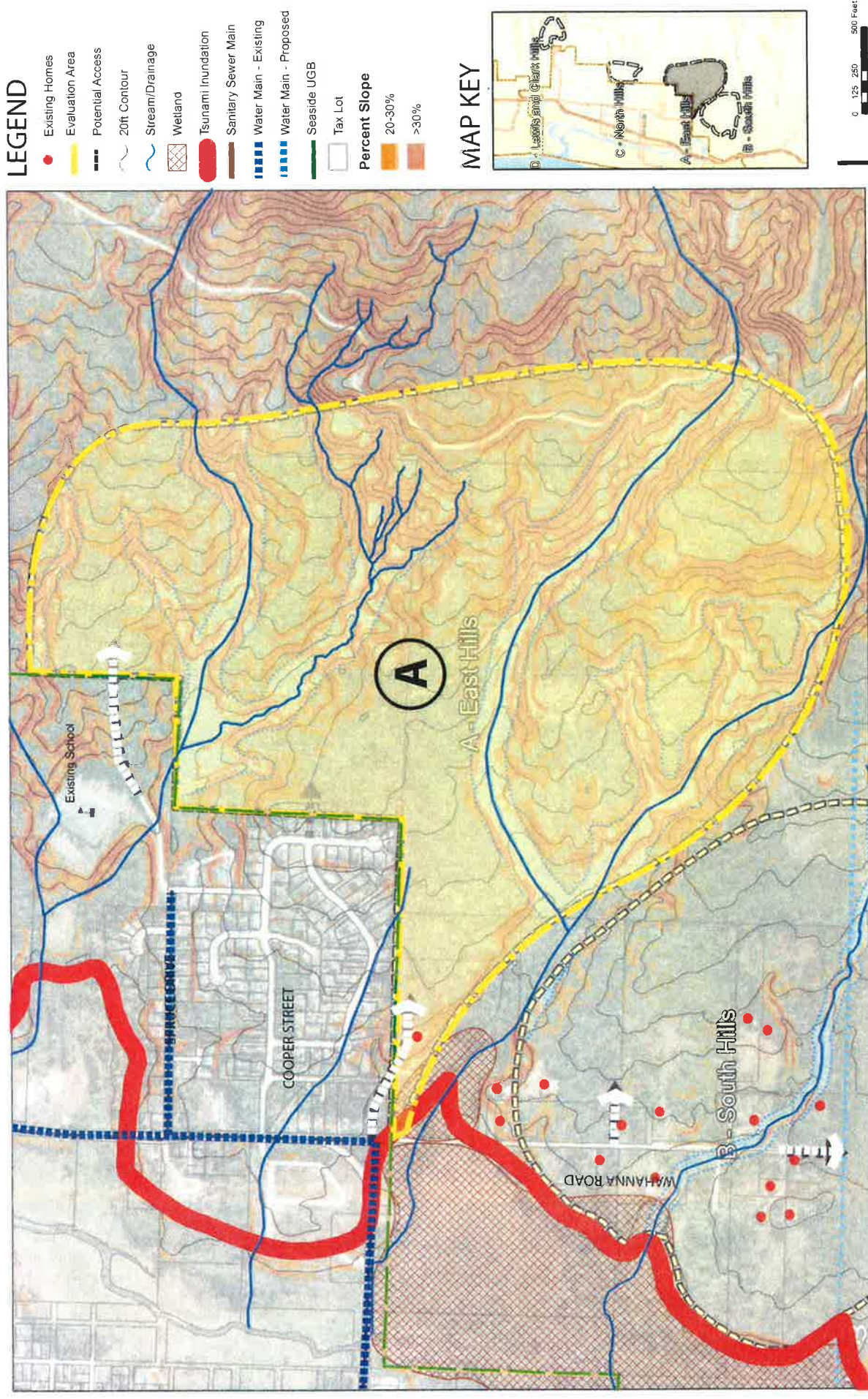
CONNECTIONS



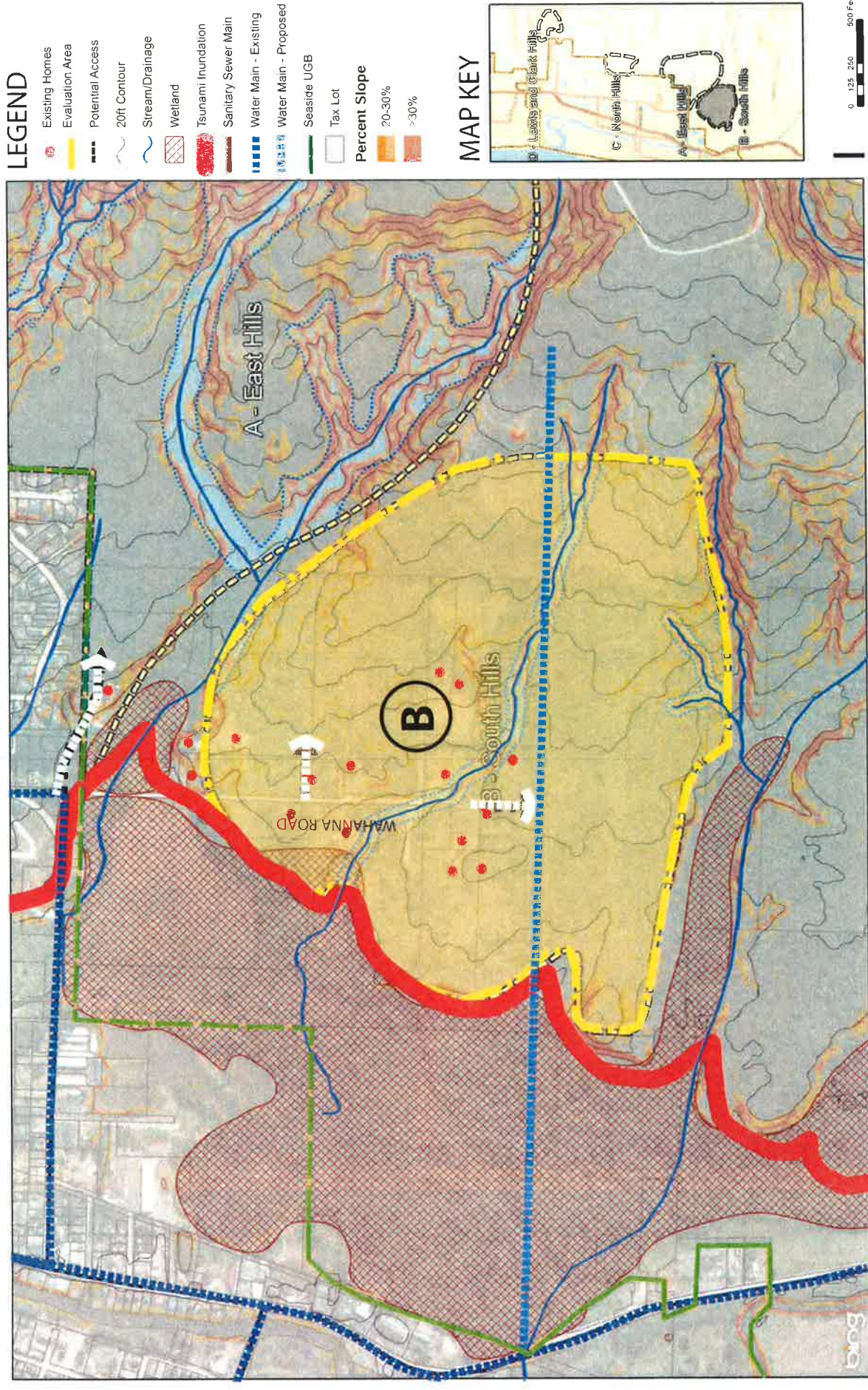
INITIAL STUDY AREAS



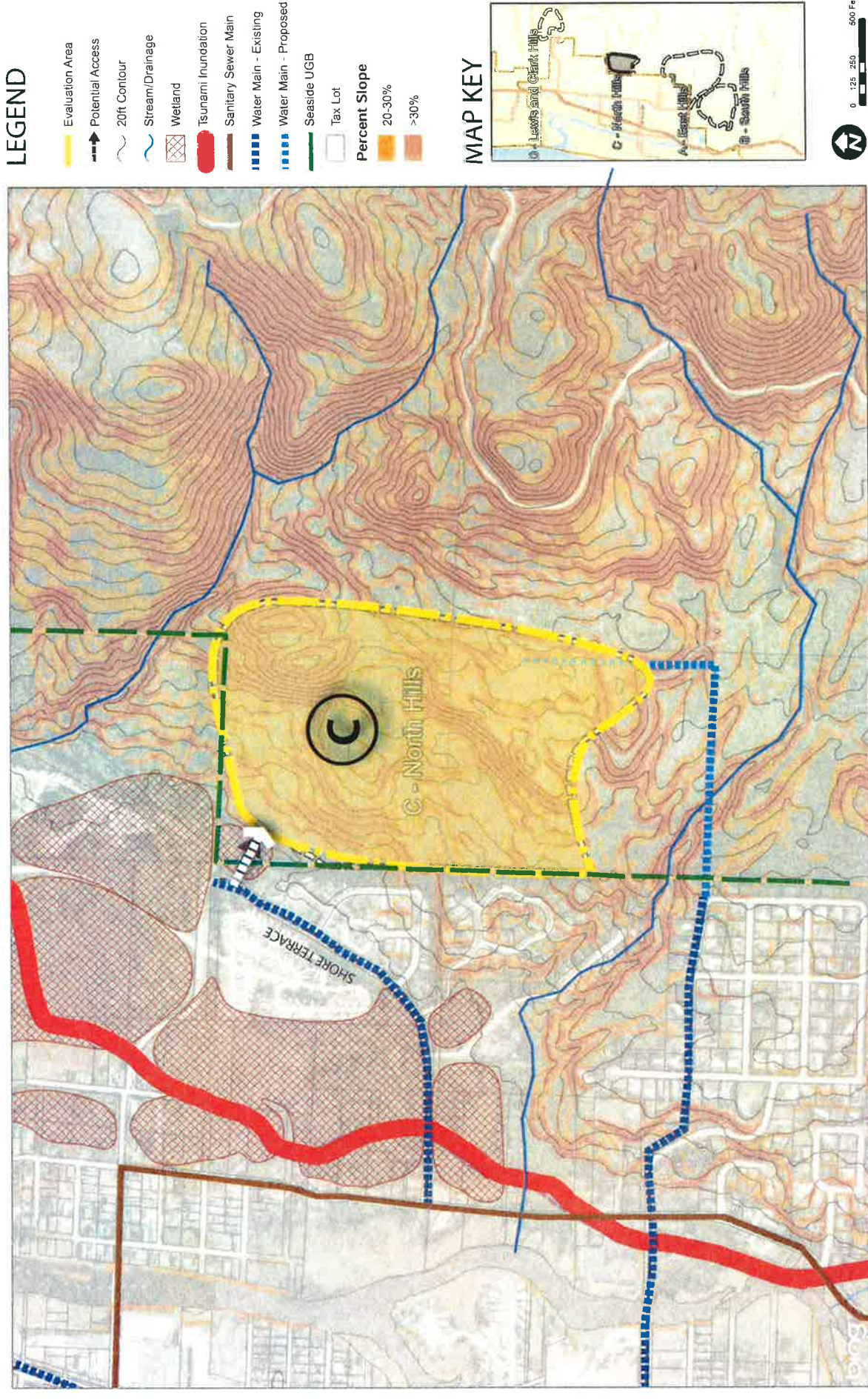
EAST HILLS SITE EVALUATION



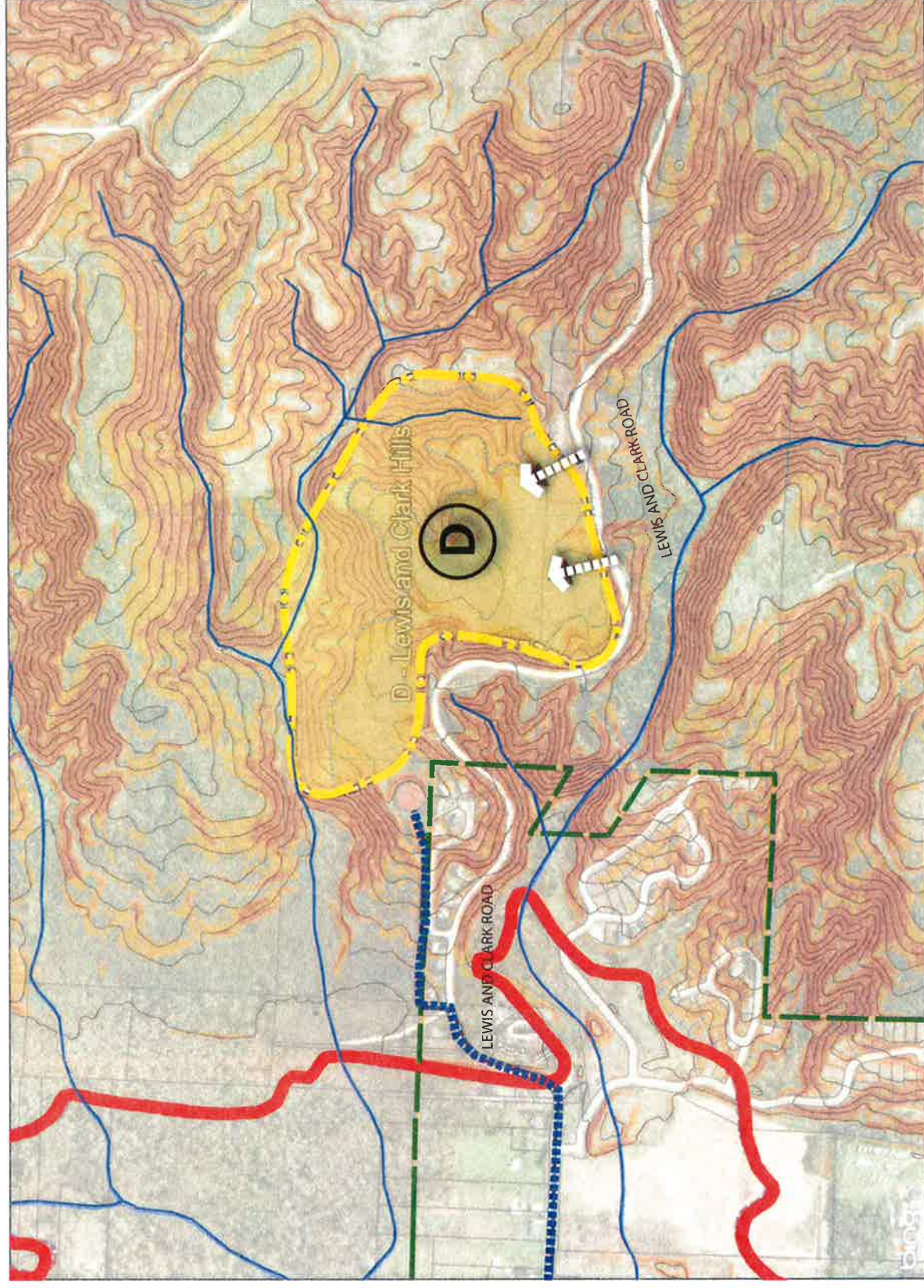
SOUTH HILLS SITE EVALUATION



NORTH HILLS SITE EVALUATION



LEWIS & CLARK SITE EVALUATION



LEGEND

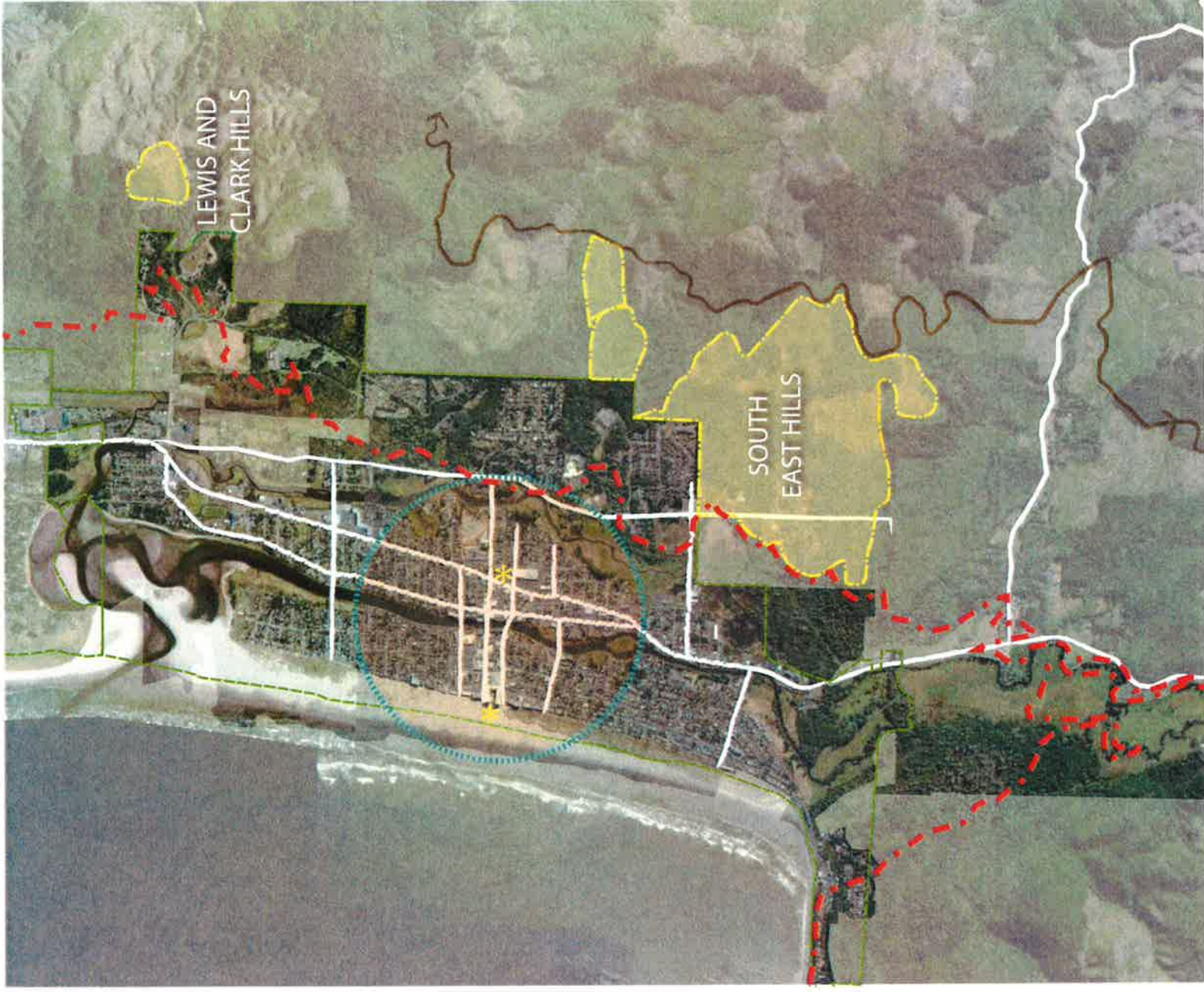
- Evaluation Area
- Potential Access
- 20ft Contour
- Stream/Drainage
- Stream/Drainage Buffer
- Tsunami Inundation
- Water Main - Existing
- Seaside UGB
- Tax Lot
- Percent Slope
- 20-30%
- >30%

MAP KEY



0 125 250 500 Feet

PROPOSED PREFERRED GROWTH AREAS



REVISED PROPOSED GROWTH AREAS



LAND NEED ANALYSIS SUMMARY

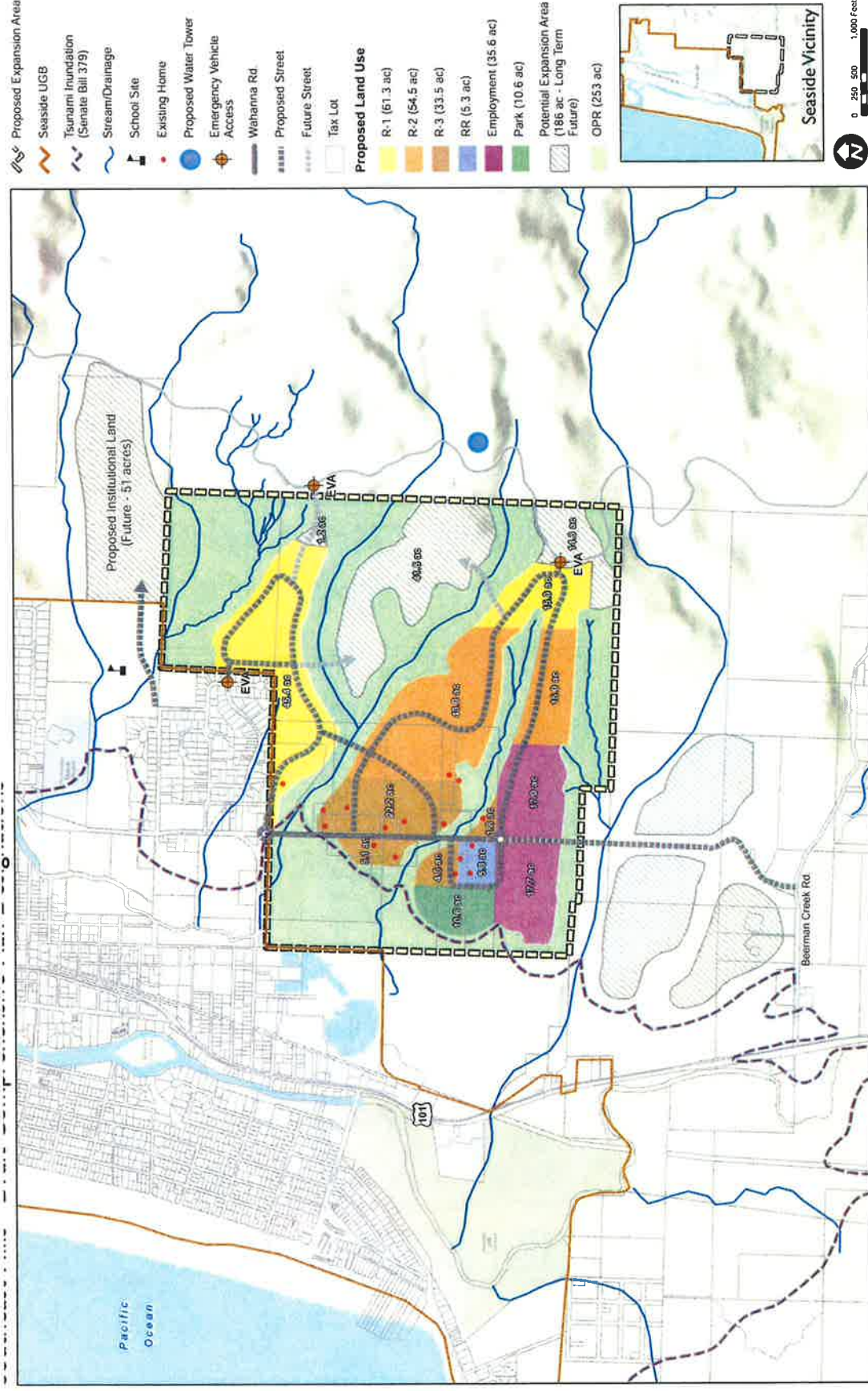
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Total land need		200.8



Total: 200.8 acres

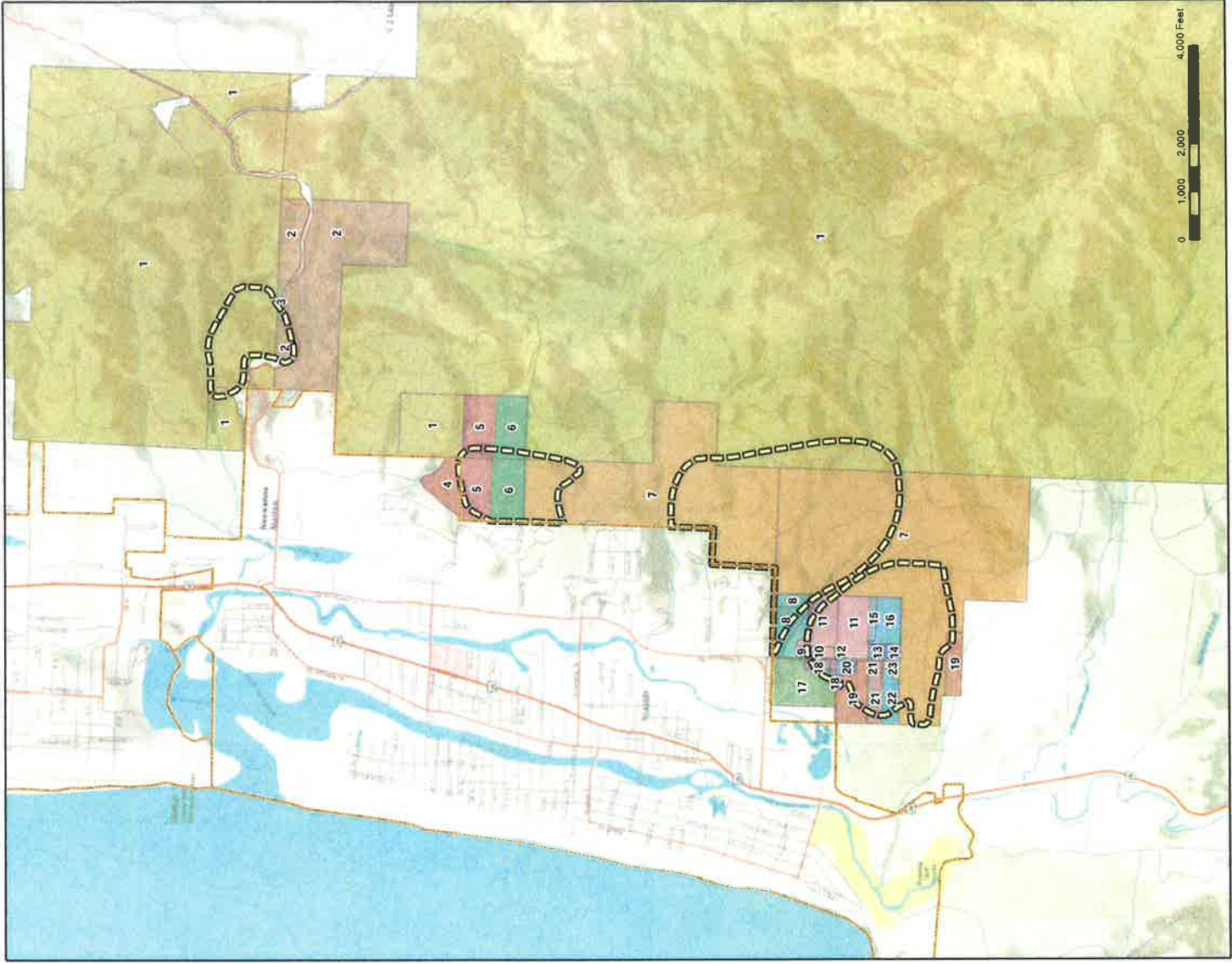
Note: Employment category combines
Industrial and Institutional

South East Hills Draft Comprehensive Plan Map



LAND OWNERSHIP MAP

-  Evaluation Area
-  Urban Growth Boundary
- Tax Lot Ownership**
- | | |
|-----------------------------------|-----------------------------------|
| 1 Lewis & Clark Oregon Timber LLC | 7 Weyerhaeuser Real Estate Dev Co |
| 2 Gearhart City Of | 8 Pincetich Maria |
| 3 Clatsop County | 9 Kemthus Jon H/Laurie |
| 4 Ryder Family Rev Liv Trst | 10 Fryling Mary |
| 5 PDP LLC | 11 Parker Burton C |
| 6 Dillard Diane M | 12 Hawken Richard L |
| | 13 Oitem Mark G/Janet V |
| | 14 Holt Donald/Helen M |
| | 15 Trust Agreement Trust |
| | 16 Allo Frank W/Gladys W Tr |
| | 17 Cannon Beach Radio LLC |
| | 18 Horning John C/Lenora J |
| | 19 Stevens Marjorie A |
| | 20 Simila Dale A/Jacqueline K |
| | 21 Lucia Joel B |
| | 22 Trucke Richard |
| | 23 Myers Jerri |



OWNERSHIP BY PLAN DESIGNATION SPREADSHEET

				Proposed Land Use (Acres)								Potential
Map ID	TAXMAPKEY	Total Acres	Owner	R1	R2	R3	RR	Employment	OPR	Park	Expansion Area	
1	610220002100	219.3	Weyerhaeuser Real Estate Dev Co	13.98	0	0	0	0	48.08	0	0	
2	610000002500	378.6	Weyerhaeuser Real Estate Dev Co	35.42	36.85	0.01	0	35.6	130.21	0	57.06	
3	61027BB00200	9.8	City of Seaside	0	0	0	0	0	9.8	0	0	
4	61027BB00100	25.4	Cannon Beach Radio LLC	0	0	0	0.49	0	24.91	0	0	
5	61027BA00200	10.2	Pinctich Maria	7.15	0	0	0	0	2.9	0	0	
6	61027BA00101	9.7	Pinctich Maria	4.6	0	0.15	0	0	4.68	0	0	
7	61027BA00100	15.5	Parker Burton C	0.13	3.15	6.01	0	0	5.19	0	0	
8	61027BA00301	0.3	Kemhus Jon H/Laurie	0	0	0.22	0	0	0.02	0	0	
9	61027BA00300	3.6	Fryling Mary	0	0	3.2	0	0	0	0	0	
10	61027BB00300	2.5	Horning John C/Lenora J	0	0	1.71	0	0	0.83	0	0	
11	61027BB00101	1.0	Horning John C/Lenora J	0	0	0.29	0	0	0.72	0	0	
12	61027BB00400	0.6	Horning John C/Lenora J	0	0	0.62	0	0	0	0	0	
13	61027BA00102	0.2	Hawken Richard L	0	0	0.17	0	0	0	0	0	
14	61027BC00100	16.7	Stevens Marjorie A	0	0	2.1	0	0	12.11	2.53	0	
15	61027BC00101	2.9	Simila Dale A/Jacqueline K	0	0	2.03	0	0	0.86	0	0	
16	61027BD00200	0.7	Hawken Richard L	0	0	0.65	0	0	0	0	0	
17	61027BD00201	0.2	Parker Burton C	0	0	0.18	0	0	0	0	0	
18	61027BD00100	18.4	Parker Burton C	0	8.56	8.8	0	0	0.07	0	0	
19	61027BC00201	7.9	Lucia Joel B	0	0	1.4	0.69	0	1.6	4.23	0	
20	61027BC00202	1.0	Lucia Joel B	0	0	0.69	0	0	0.26	0	0	
21	61027BC00200	0.4	Lucia Joel B	0	0	0.13	0.25	0	0	0	0	
22	61027BC00203	0.6	Lucia Joel B	0	0	0.18	0.38	0	0.02	0	0	
23	61027BD00300	2.7	Ottem Mark G/Janet V	0	0	0.84	0	0	1.52	0	0	
24	61027BD00401	0.1	Ottem Mark G/Janet V	0	0	0.09	0	0	0.04	0	0	
25	61027BD00400	3.2	Trust Agreement Trust	0	2.27	0.97	0	0	0.01	0	0	
26	61027BD00403	11.5	Alto Frank W/Gladys W Tr	0	3.67	1.23	0	0	6.57	0	0	
27	61027BC00300	7.9	Trucke Richard	0	0	0	2.07	0	1.96	3.89	0	
28	61027BC00400	2.0	Myers Jerri	0	0	0	1.9	0	0	0	0	
29	61027BD00301	2.4	Holt Donald/Helen M	0	0	1.46	0	0	0.62	0	0	
Total				61.28	54.5	33.62	5.29	35.6	252.98	10.65	57.06	

SUMMARY MEMORANDUM

Introduction

The following Summary Memorandum is intended to inform Weyerhaeuser in regards to costs, basic market data, environmental concerns, regulatory conditions, and approval processes required for the 1,105 acre North Coast property adjacent to Seaside, Oregon. The following describes, in summary form: an Environmental Analysis, Utility Analysis, Transportation Research, Economic Analysis, Zoning Analysis, Concept Planning, and next steps for the urban growth boundary (UGB) process. It also includes a set of exhibit maps for reference.

Environmental Analysis

The following describes the analysis methodology used to evaluate the entire property. Using ARCGIS geo-processing and raster analysis tools, Otak built a suitability model that would find the most suitable locations for new development. The steps to produce this suitability model are outlined below.

Input datasets included slope, land cover, landslide hazard, liquefaction hazard, FEMA flood hazard, wetlands, stream buffers, and a Heron Rookery (parameters to follow). All datasets were converted from polygons to raster datasets and then reclassified to common scale from 1 to 3 (where 1 is the least suitable and 3 is the most suitable). These datasets were then combined through a weighted overlay process which also used a percentage influence (using an equal percent influence) to produce the results displayed on the suitability maps.

The final step in the GIS process is to use the results to find alternative "suitable sites" for development. For this analysis the following parameters were used:

- Slope:**
- 0 to 10 percent, re-class to 3 = most suitable
 - 10 to 20 percent, re-class to 2 = moderately suitable
 - 20 to 30 percent, re-class to 1 = least suitable
 - >30 percent, restricted = unsuitable
- Land Cover:**
- Developed or harvested, re-class to 3 = most suitable
 - Mixed land cover types or coastal areas, re-class to 2 = moderately suitable
 - Forest or one type of land cover (wet prairie, marsh, etc.), re-class to 1 = least suitable
- Landslide Hazard:**
- Moderate hazard, re-class to 2 = moderately suitable
 - High hazard, re-class to 1 = least suitable

- Liquefaction Hazard:**
- Lowest hazard, re-class to 3 = most suitable
 - Medium hazard, re-class to 2 = moderately suitable
 - Highest hazard, re-class to 1 or 0 = least suitable or restricted
- FEMA Flood Hazard:**
- Any flood area, re-class to restricted = unsuitable
- Wetlands:**
- Any wetlands (not buffered), re-class to restricted = unsuitable
- Stream Buffers:**
- All stream buffers, re-class to restricted = unsuitable

Table 1: Riparian Management Area Width

Riparian Management Area Width (feet)		
	Domestic Water Use or Fish-Bearing	Non-domestic Water Use and Non-Fish Bearing
Large (a)	100	70
Medium (b)	70	50
Small (c)	50	20
(a)	Average annual flow of > 10 cubic feet per second.	
(b)	Average annual flow of >2 cubic feet per second and < 10 cubic feet per second	
(c)	Average annual flow of < 2 cubic feet per second, or drainage area <200 acres	

This evaluation, combined with visual verification, resulted in a series of natural resource maps for the site. These maps were all overlaid and used to prepare a suitability analysis that provided guidance on where future development may be considered. It also provides information on what portions of the site should be protected as natural resource/open space lands. The suitability map is included in the Exhibits for reference.

Utility Analysis

Otak Engineers met with City of Seaside staff to discuss water and sanitary sewer systems as well as storm drainage. The available systems masterplans were also reviewed. The following is a brief summary of their findings, and the attached exhibits illustrate existing and proposed systems.

Water

The potable water source is provided in an open-air, earthen dam reservoir at the south end of Seaside, adjacent to the North Coast property boundary. Water treatment occurs at the reservoir site and an expansion of treatment is proposed in the City masterplan.

Water is conducted to the north via a 12-inch line in Wahanna Road, and 10- and 8-inch lines extend towards the elementary school and hospital sites adjacent to the site. Three pump stations run continuously to provide needed pressure in the upper zone. The upper zone (EL. 80-280 ±) includes the school, hospital, and housing adjacent to the site. The upper zone is of primary concern. The masterplan shows construction of a 2 million gallon reservoir on the North Coast property at EL. 300-360 in the future. This reservoir will provide gravity service to the entire upper zone so the pump stations can be decommissioned. Approximate costs for this improvement are:

Reservoir	\$2,400,000
Transmission Piping	\$1,900,000
System Upgrades	\$2,900,000
Total (Approximate)	\$7,200,000

The masterplan recommends that the City allocate \$1,300,000 annually for system upgrades, but it is unclear when reservoir work will begin. There is discussion about funding from system development charges (SDCs) being allocated to expansion and upgrade improvements.

Sanitary Sewer

The area adjacent to the North Coast site is served by an 8-inch force main that extends all the way to the treatment plant via 23 lift stations. The closest pump station is next to Providence Hospital, and also serves the school and adjacent residential subdivisions.

The treatment plant is towards the north end of Seaside and discharges treated effluent into the Necanicum River. Bio-solids are separated, treated, and trucked off-site. The treated solids are used as agricultural fertilizer at an off-site location. It appears that there is adequate treatment capacity at the plant, but this should be confirmed when UGB expansion plans are advanced.

It is very likely that pump stations along the 8-inch pressure line will need to be upgraded. It is known that Pump Station No. 3 will require upgrades and four other pumps will need to be analyzed. This work is best completed when the actual demand created by the UGB expansion area is known.

Storm Drainage

Storm drainage will be treated for water quality and will basically outfall to existing drainageways at predevelopment flow rates. Systems will be designed to comply with Oregon Department of Environmental Quality (DEQ) standards. Improvements will be put in place incrementally with site development in the UGB expansion area.

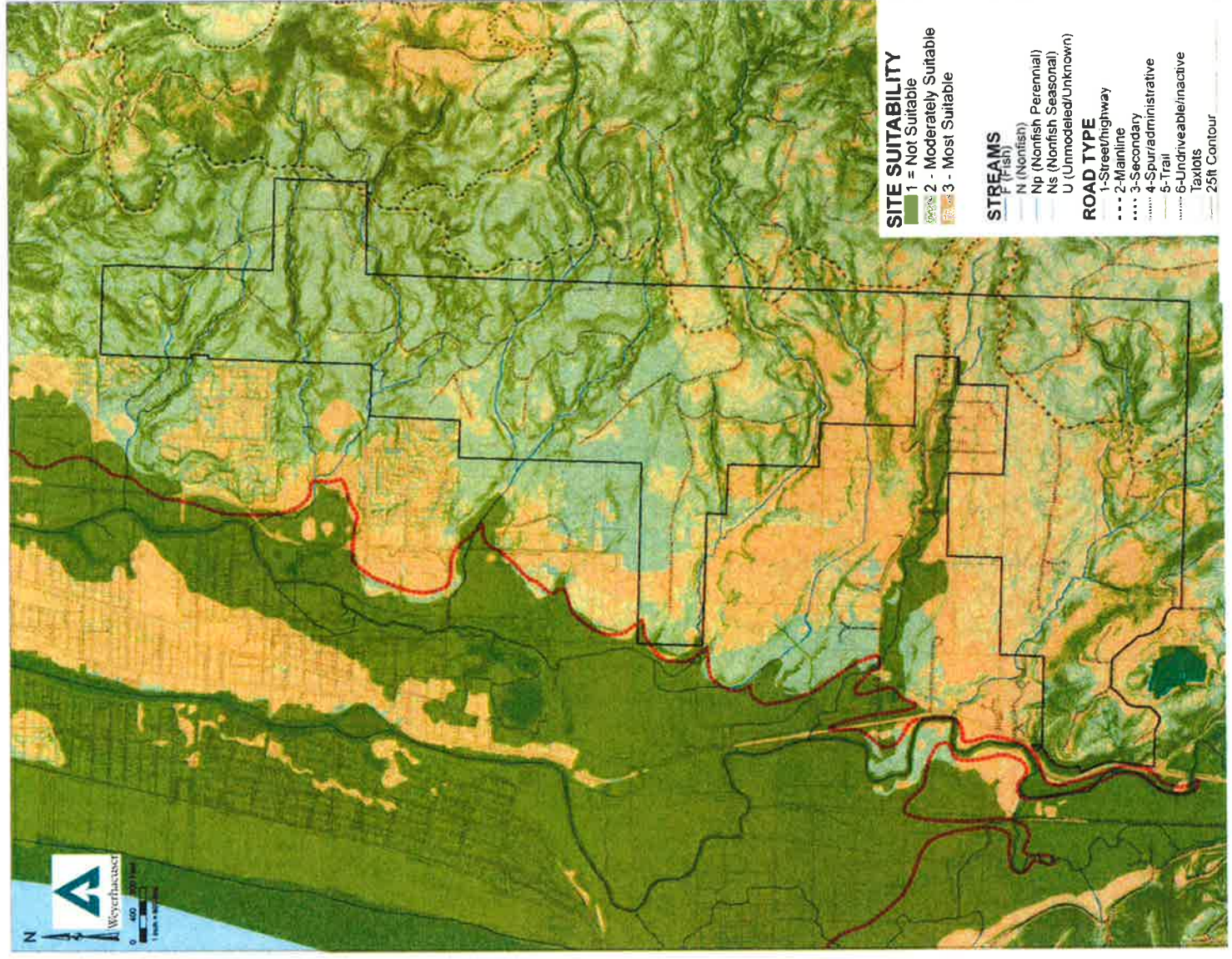
Transportation Research

The City of Seaside updated their Transportation System Plan (TSP) in 2011. The plan was adopted in Spring 2011 by the City Council and endorsed by the Oregon Department of Transportation (ODOT), who control the Highway 101 right-of-way through the city. The following summarizes relevant points from the TSP as well as information from meeting with the city planning director.

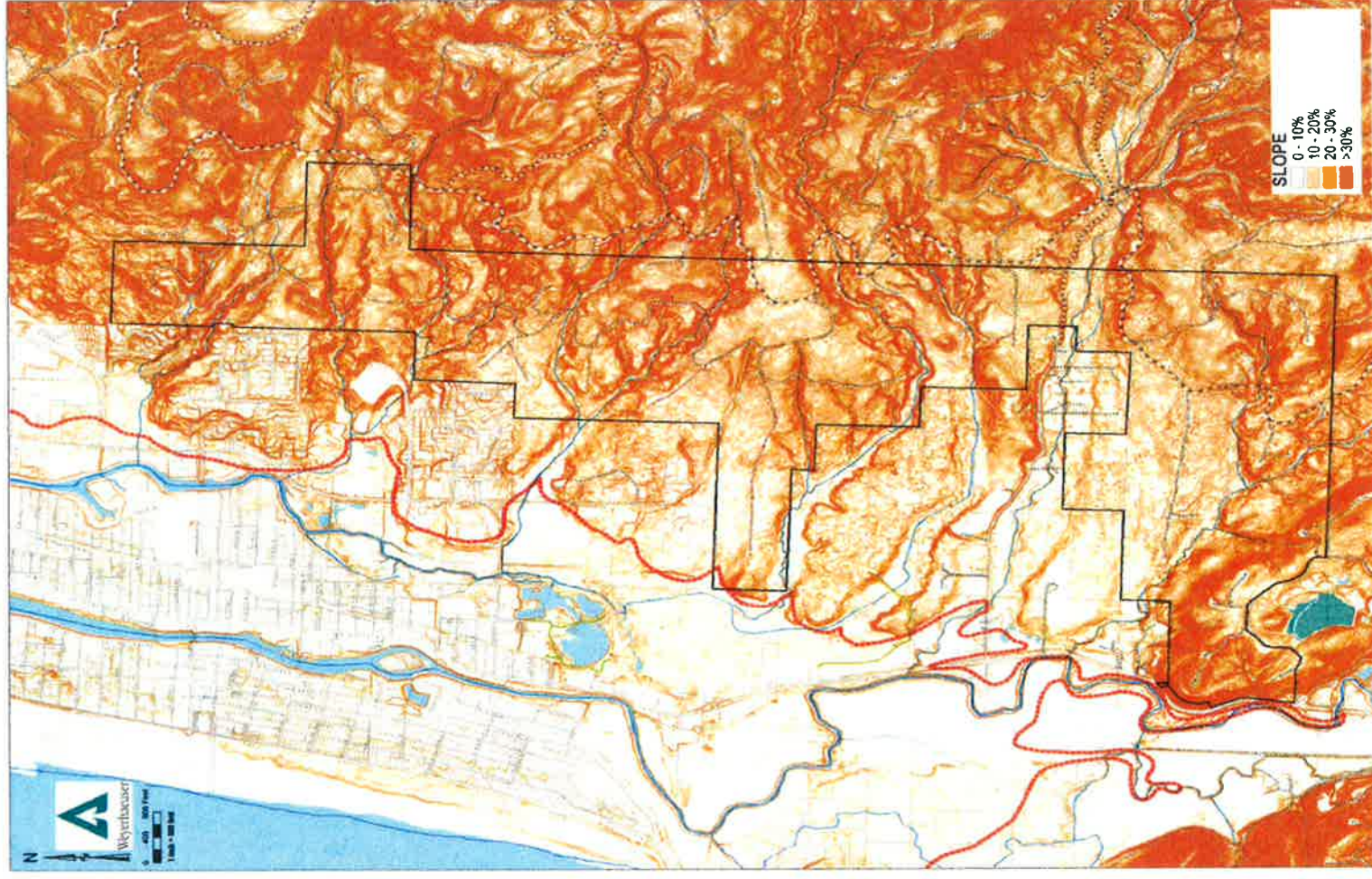
- The primary recommendations for Highway 101 focus on widening a portion of the road to five lanes in the center of town for improved traffic flow during peak summer months. This, coupled with further access control/consolidation of driveways, will reduce congestion and improve safety.
- There are recommendations that emphasize parallel north-south routes to Highway 101 and improving connectivity for motorists, bicyclists, and pedestrians.
- Wahanna Road is identified as an important parallel north-south road that should be further improved. Wahanna provides access to the hospital, school, and ultimately the central portion of the north coast property. The recommendations primarily include widening for pedestrian improvements; the concept is to walk on the west side of the street. This improves safety and fits in the existing right-of-way space.
- The City would also like to build two east to west pedestrian/bike bridges over Neawanna Creek. This would improve access to and from downtown Seaside, and would provide additional tsunami evacuation routes.
- Contrary to years past, the concept of an eastside bypass road extending north from Highway 26 through the north coast property is not considered or discussed in the adopted TSP.

Based on the current TSP and proposed capital improvement projects defined by the City, there does not appear to be any significant traffic capacity constraints that would impact the north coast property.

Suitability Analysis



Slope Analysis





Oregon

Kate Brown, Governor

Department of Land Conservation and Development

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June 12, 2015

Kevin Cupples, Planning Director
City of Seaside
989 Broadway
Seaside, OR 97138

Delivered via email: kcupples@cityofseaside.us

**RE: Urban Growth Boundary (UGB) amendment application (City File No.: 15-032 ACP)
DLCD File No.: 001-15**

Dear Kevin,

The department appreciates having the opportunity to work with you on the proposed 200.8-acre UGB expansion. We have the following specific comments on the proposal, relating to the location of the areas to be added to the Seaside urban growth boundary.

1. The site evaluation process has no mention of ORS 197.298. This statute requires that lands be brought into the urban growth boundary based upon priorities, with rural residential and other lands for which an exception has been taken to the Statewide Planning Goals having higher priority for inclusion over resource lands (agriculture and forestry). Within resource lands, study areas must be prioritized based on soil classification or cubic foot site class.¹ All

¹ ORS 197.298 reads:

197.298 Priority of land to be included within urban growth boundary. (1) In addition to any requirements established by rule addressing urbanization, land may not be included within an urban growth boundary except under the following priorities:

(a) First priority is land that is designated urban reserve land under ORS 195.145, rule or metropolitan service district action plan.

(b) If land under paragraph (a) of this subsection is inadequate to accommodate the amount of land needed, second priority is land adjacent to an urban growth boundary that is identified in an acknowledged comprehensive plan as an exception area or nonresource land. Second priority may include resource land that is completely surrounded by exception areas unless such resource land is high-value farmland as described in ORS 215.710.

(c) If land under paragraphs (a) and (b) of this subsection is inadequate to accommodate the amount of land needed, third priority is land designated as marginal land pursuant to ORS 197.247 (1991 Edition).

(d) If land under paragraphs (a) to (c) of this subsection is inadequate to accommodate the amount of land needed, fourth priority is land designated in an acknowledged comprehensive plan for agriculture or forestry, or both.

(2) Higher priority shall be given to land of lower capability as measured by the capability classification system or by cubic foot site class, whichever is appropriate for the current use.

(3) Land of lower priority under subsection (1) of this section may be included in an urban growth boundary if land of higher priority is found to be inadequate to accommodate the amount of land estimated in subsection (1) of this section for one or more of the following reasons:

(a) Specific types of identified land needs cannot be reasonably accommodated on higher priority lands;

(b) Future urban services could not reasonably be provided to the higher priority lands due to topographical or other physical constraints; or

four study areas must be first analyzed pursuant to the priority system set forth in ORS 197.298, and lands which are higher priority must be brought into the Seaside urban growth boundary unless they are found inadequate pursuant to ORS 197.298(3).

2. Once land in the study areas has been analyzed pursuant to ORS 197.298, it can be then analyzed pursuant to the four locational factors set forth in Goal 14. The site evaluation process does not use the four Goal 14 factors as written. Seaside must show that all four Goal 14 locational factors were considered and balanced in determining the “best” land to add to the UGB.² While the city can make policy choices regarding how much weight to give each of the four factors, it may not ignore any of them. The correlation (or lack of correlation) between the four factors used in the site evaluation process and the four Goal 14 locational factors can be summarized in the following table:

Statewide Planning Goal	MATCH	Seaside Site Evaluation Process Criteria
(1) Efficient accommodation of identified land needs	Good	Logical growth pattern for the city.
(2) Orderly and economic provision of public facilities and services;	Good	- Proximity to existing utilities needed for urban development and the ease of and capacity for extension. - Vehicular access/road connections and emergency vehicle access.
(3) Comparative environmental, energy, economic and social consequences;	Incomplete	Site Constraints <ul style="list-style-type: none">• Topography that would restrict development• Natural resource protection requirements
(4) Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the UGB.	None	

The site evaluation process must be rewritten to address the four Goal 14 locational criteria as set forth in the Goal.

3. The South East Hills Draft Comprehensive Plan adds 35.6 acres for employment uses. However, the needs identified in the Seaside Economic Opportunities Analysis are for 16.1

(c) Maximum efficiency of land uses within a proposed urban growth boundary requires inclusion of lower priority lands in order to include or to provide services to higher priority lands.

² 1000 Friends of Oregon v. Metro, 174 Or App 406, 409-10, 414-15.

acres of employment land and 19.5 acres in institutional land. It is unclear how and why the institutional need has been "translated" into employment land in the concept plan.

4. The South East Hills Draft Comprehensive Plan adds a 41.5 acre developable parcel and a 14.3 acre developable parcel (55.8 total developable acres) into the urban growth boundary, and designates these areas a "potential expansion areas." The text states that these areas are intended to accommodate growth beyond the 20 year need horizon. Since these lands are in excess of the 20-year land need, they may not be included into the urban growth boundary at this time.

We realize that, based upon this critique, the site analysis must be reformatted and rewritten, and the revision will result in an alteration to the areas recommended for addition to the Seaside urban growth boundary. DLCD staff would be happy to meet with Seaside city staff and the consultants to expeditiously discuss and resolve these matters. It is important to note that, since the proposed urban growth boundary expansion is greater than 50 acres, it must be approved by the Director of the Department of Land Conservation and Development or, if referred or appealed, the Oregon Land Conservation and Development Commission.³

Please enter this letter into the record of the proceedings. If you have questions or need clarification on anything contained in this letter, please do not hesitate to contact me at (503) 812-5448 or patrick.wingard@state.or.us. Thank you very much for your time and consideration.

Respectfully,



Patrick Wingard
North Coast Regional Representative

Copy. Gordon Howard, DLCD Urban Specialist
Patty Snow, DLCD Ocean/Coastal Services Division Manager
Rob Hallyburton, DLCD Community Services Division Manager

³ ORS 197.626 reads in part:

(1) A local government shall submit for review and the Land Conservation and Development Commission shall review the following final land use decisions in the manner provided for review of a work task under ORS 197.633:

(b) An amendment of an urban growth boundary by a city with a population of 2,500 or more within its urban growth boundary that adds more than 50 acres to the area within the urban growth boundary;....