

Seaside School District

Comprehensive Plan and Zoning Map and Text Amendment Request

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1. Proposal:

The Seaside School District (the District) requests city of Seaside (City) and Clatsop County (County) approval of a consolidated land use application to:

1. Amend the **Seaside Comprehensive Plan** (Comp Plan) to:
 - a. Expand the Urban Growth Boundary (UGB) by about 49 acres to provide a suitable site for the proposed District campus;
 - b. Change the Comp Plan designation of the UGB expansion area from Clatsop County Conservation Forest Lands (F-80) to City Institutional Campus;
 - c. Adopt new policies and text to support the proposed Comprehensive Plan map changes.
2. Amend the **Seaside Zoning Ordinance** (Zoning Ordinance) to:
 - a. Adopt a new Institutional Campus (I-C) plan designation and zoning district;
 - b. Amend Article 6 (Conditional Use) and other sections of the Zoning Ordinance to recognize and to ensure consistency with the new I-C zone.
3. **Annex** the 49-acre UGB Expansion Area to the City of Seaside.
4. **Rezone** the developable portion of the District site (approximately 89 acres) from County Forest-80 (49 acres) *and* Seaside Low Density Residential R-1 (approximately 40 acres) to Institutional Campus (I-C).

Note: If this consolidated land use application is approved, the District will apply for a conditional use / institutional development plan approval. More detailed site plans showing buildings, athletic fields, parking and circulation will be provided at that time.

2. Site Location:

As shown on Figure 1 the site is owned by the District and includes:

- The Seaside Heights Elementary School property – **Tax Lot 900** (6N10W Section 22); and

- The proposed UGB Expansion Area – about 49 acres of relatively flat land immediately to the east of Tax Lot 900 (excluding steep ravines associated with China and Coho Creeks) – **Tax Lot 2102** (6N10W Sections 21 and 22).

Figure 1 Existing and Proposed Zoning for School Campus Site



Figure 2 Preliminary School Campus Concept Plan



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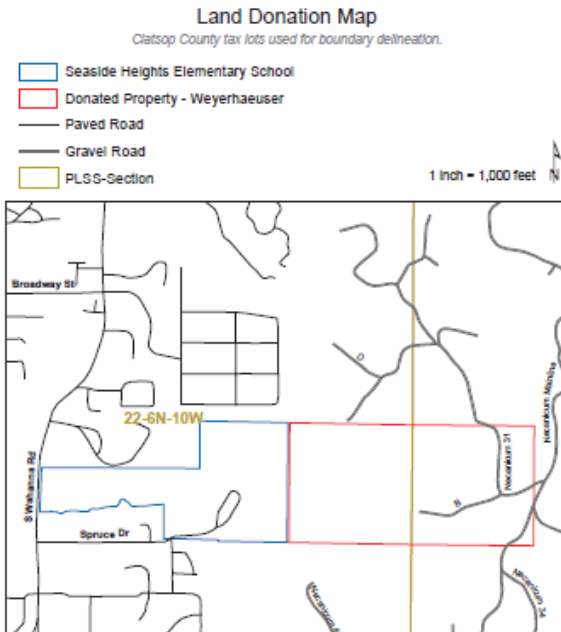
- **Appendix A: Proposed Comprehensive Plan and Zoning Ordinance Text Amendments**
- **Appendix B: School District Papers and Resolutions**
 - “Safe Schools for Our Students” with exhibits (Superintendent Douglas C. Dougherty, PhD, March 25, 2012)
 - “Seaside School District Resolution #9 Declaring Building and Ground Needs for a New District Campus” (Seaside School District Board of Directors, June 21, 2012)
 - “Weyerhaeuser Donates 80 Acres to Seaside School District” (Seaside School District Press Release, July 17, 2016)
 - “The Most Vulnerable School District in Oregon,”(Superintendent Douglas C. Dougherty, PhD, September 2016)
 - Summary of Public Outreach Program for 2016 Bond Measure
- **Appendix C: Seaside Buildable Lands Inventory (Johnson Reid, 2013)**
- **Appendix D: DOGAMI Letters and Studies**
 - “Development in Oregon’s Tsunami Inundation Zone: Information Guide for Developers and Local Government” (Dennis Olmstead, DOGAMI, 2003)
 - Letter to the Seaside School District (DOGAMI, October 11, 2008)
 - “Tsunami Hazard Assessment of the Northern Oregon Coast (DOGAMI, Special Paper 41, Priest, Goldfinger, Want Witter, Zhang and Baptista, 2009)
 - “Local Source (Cascadia Subduction Zone) Tsunami Inundation Map - Gearhart - Seaside, Oregon” (DOGAMI, 2013)
 - “Tsunami Impact near Seaside School District” (Joseph Zhang, VIMS, 2016)
- **Appendix E: Supporting Geological and Geotechnical Studies**

- “Report of Preliminary Geological Assessment - Weyerhaeuser Property Site Study - Seaside, Oregon” (GeoDesign, April 7, 2009)
- “Update to Preliminary Geological Assessment – Weyerhaeuser Property Seaside School Site – Seaside, Oregon (GeoDesign, April 12, 2012)
- “Seaside School District Campus – Instrument Readings” (GeoCon, February 8, 2013)
- **Appendix F: Weyerhaeuser Company Property Information**
 - Special Warranty Deed (June 27, 2016)
 - Special Warranty Timber Deed (June 29, 2016)
- **Appendix G: Relevant Media Article Links**
 - “The Really Big One” (Kathryn Schulz, The New Yorker Magazine, July 20, 2017) <http://www.newyorker.com/magazine/2015/07/20/the-really-big-one>
 - “It’s time to build a new tsunami-safe school campus” (Bonnie Henderson, author of the “The Next Tsunami: Living on a Restless Coast”, *The Daily Astorian*, October 4, 2016) <http://www.dailyastorian.com/SS/opinion/20161007/guest-column-its-time-to-build-a-new-tsunami-safe-school-campus>
 - “Unprepared: An Oregon Field Guide Special” (Ed Jahn, Oregon Public Broadcasting) www.opb.org/television/programs/ofg/episodes/2701
 - “The Really Small Ones” (Kathryn Schultz, The New Yorker Magazine, November 4, 2016) <http://www.newyorker.com/tech/elements/the-really-small-ones>.
 - “This City in Oregon Will Be Mostly Destroyed in a Future Tsunami. But There's Some Good News” (Michael Grass, Route 50 Today, November 23, 2016) <http://www.route50today.com/2016/11/seaside-oregon-tsunami-schools/133383/>
- **Appendix H: Transportation Impact Analysis (Lancaster Engineering, February 2017)**
- **Appendix I: Stream Corridor and Wetland Studies**
 - “Seaside School District-Weyerhaeuser Property – Wetland Determination and Preliminary Delineation in Seaside, Oregon” (ESA, July 2013)
 - “Seaside SD K-12 – ESA Listed Species Review and Jurisdictional Resource Impact Assessment” (ESA, May 2017)

I. Executive Summary

A. Purpose

Figure 3 Weyerhaeuser Land Donation



The purpose of the proposed comprehensive plan and zoning ordinance amendment package is to provide a suitable site for a new school campus that is (a) outside the tsunami inundation zone, and (b) located on relatively flat and stable ground with access to public streets and utilities. The District needs a site of about 50 acres *in addition to* the existing Seaside Heights Elementary School property. Because there are no suitable sites within the Seaside Urban Growth Boundary (UGB) or within nearby rural exception areas, the District was forced to look outside the UGB to find a suitable site.

Based on the District's analysis over the last two decades, land owned by Weyerhaeuser (Tax Lot 2102 east of Seaside Heights Elementary) best

meets school campus siting requirements included in the Seaside Comprehensive Plan. In 2016, as shown on Figure 3, Weyerhaeuser generously donated 80 acres of commercial forest land to the District. (Appendix F) As shown on Figures 1 and 4, approximately 49 acres of the 80-acre site is developable and needed for the new school campus.

As noted in the District's June 2016 press release announcing Weyerhaeuser's donation:

"There are only four public K-12 schools in Oregon that are currently within the tsunami inundation zone. Weyerhaeuser understands that Seaside School District has three of these four schools and that there is no other suitable land available. A Cascadia earthquake off of our coast will cause large portions of these three antiquated schools to collapse and then be submerged by the Pacific Ocean. The average age of these schools is over 63 years and they have outlived their useful lives. Seaside School District commissioned DOGAMI to conduct a comprehensive research study to verify a safe elevation to relocate the schools. The principal researchers from DOGAMI had three recommendations for Seaside School District; to relocate on land that is stable, will not liquefy during an earthquake, and is at least 80 to 100 feet in elevation. There is no land within the cities of Cannon Beach, Gearhart, or Seaside that can meet these specifications for relocating schools. Weyerhaeuser Company owned the only suitable property."

B. Land Use Application Review Criteria

The approval criteria for the proposed amendment package include applicable Statewide Planning Goals and Rules; applicable Seaside Comprehensive Plan Goals and Policies and Zoning Ordinance sections; applicable Clatsop County Comprehensive Plan Goals and Policies and Zoning Ordinance sections; and The Seaside – Clatsop County Urban Growth Management Agreement (UGMA). UGB amendments are controlled by the UGB Amendment Rule. (OAR Chapter 660, Division 024) The remainder of this narrative will identify applicable land use review criteria and explain in detail why each applicable criterion is met by this application.

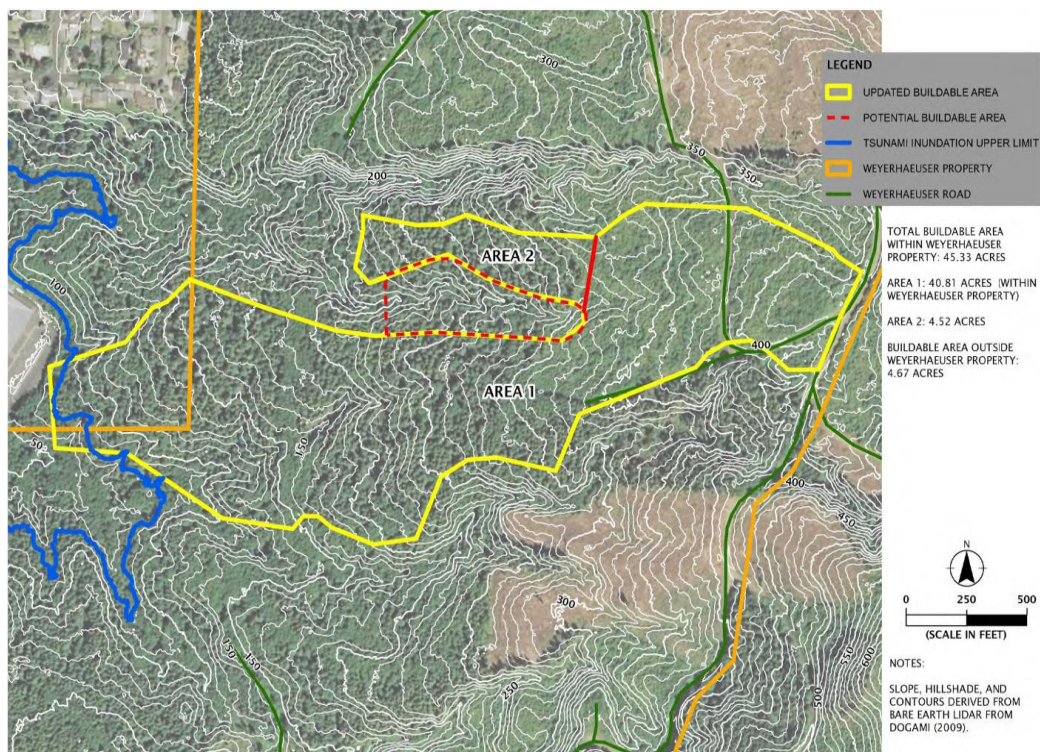
C. Previous District Studies and Coordination

Over the last two decades, the District (led by Superintendent Doug Dougherty, Ph.D.) has worked closely with the City of Seaside, Providence Hospital, Weyerhaeuser, the Department of Geology and Mineral Industries (DOGAMI) and the Department of Land Conservation & Development (DLCD) to prepare the buildable lands, geological and tsunami studies, siting criteria, public facilities analyses and alternative sites analyses necessary to support this proposed plan and code amendment package, and in particular the proposed UGB amendment. (Appendices C-I)

- In **1999**, the District confirmed that its administration building and most of its schools were within the initial (lower elevation) tsunami inundation zone (“Relative earthquake hazard maps for selected coastal communities in Oregon,” DOGAMI, 1999).
- Over the next 10 years, the District determined that a site of about 50 acres of relatively flat and stable land was needed to provide a new school campus outside the tsunami inundation zone. Dr. Dougherty met with Cannon Beach, Seaside and Gearhart staff and determined that there were no sites even close to this size, outside of the tsunami inundation zone, within any of these UGBs. Based on this evidence, the District began to look for higher ground outside the existing Seaside UGB.
- In **2009**, Weyerhaeuser Company identified several potentially buildable areas in the East Hills outside the Seaside UGB. However, most of the sites lacked access or were too steep (generally over 15% slope) to meet institutional development needs. After evaluating several potential sites against mutually-agreed siting criteria, the District and Hospital identified a 57-acre, relatively flat and geologically stable site with public street access, adjacent to the existing Seaside UGB. These two institutions commissioned GeoDesign to evaluate this site for potential landslide hazards and effective mitigation measures. Figure 4 shows the study area evaluated by GeoDesign.
- In **2012**, the District worked with two geotechnical engineering firms and an environmental firm to confirm that potential landslide issues on this site can be

satisfactorily addressed by avoiding development near stream corridors and following specific site development recommendations. (Figure 4) Later in 2012, the District passed Resolution #12, authorizing the Superintendent to purchase (or condemn if necessary) approximately 50 acres for future school campus use from the Weyerhaeuser Company. (Appendix B)

Figure 4 Suitable Area for School Campus Development (GeoDesign, 2012)



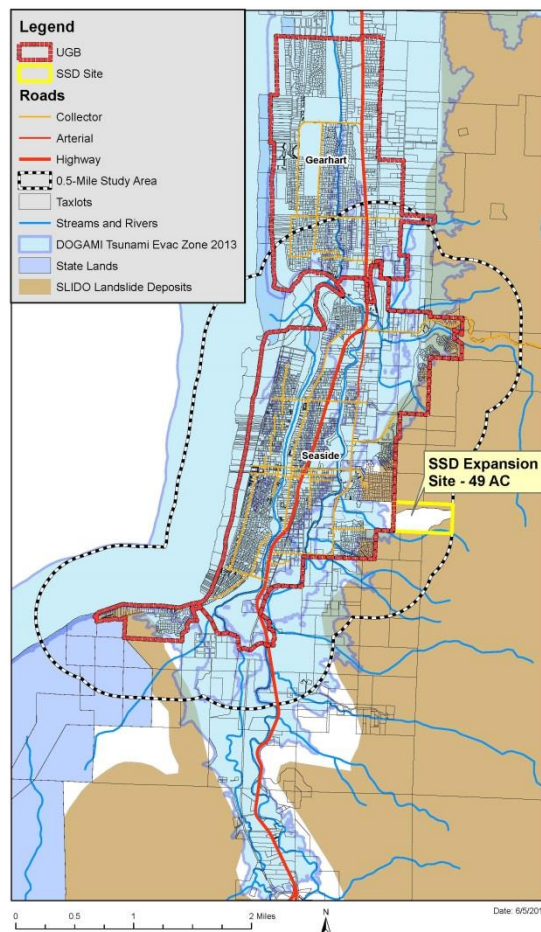
D. Compliance with the Goal 14 Administrative Rule and Seaside Comprehensive Plan School Siting Criteria

In most situations, demonstrating compliance with the UGB Amendment Rule is complex and difficult. However, the extensive work done by the District, DOGAMI and the City of Seaside over the last 20 years have collectively addressed most rule requirements and made Winterbrook Planning's job much easier for several reasons.

First, the District needs to add a site of about 50 acres to the existing Seaside Heights Elementary site to accommodate the school campus. Based on DOGAMI maps, there are no sites close to this size within the UGB or nearby exception areas above the tsunami inundation zone. All land outside the tsunami inundation zone and within the required half-mile study area is zoned F-80 – Clatsop County's commercial forest zone, EFU-160 – County agricultural

zone, or POS – County open space zone (associated with state park land to the south of Seaside).

Figure 5 Tsunami Inundation Zone and Landslide Areas



Second, the UGB Amendment Rule states that cities may adopt siting criteria for public facilities (such as schools) to determine where to expand a UGB to meet to meet an identified need. (OAR 660-024-0065(3)) In 2010, the City amended the Seaside Comprehensive Plan to include seven school and hospital siting criteria related to site size, topography and proximity to services. (Ordinance 2010-003)

Third, as shown on Figure 5, the City's school siting criteria match two of the UGB Amendment Rule criteria for UGB expansion found in OAR 660-024-0065(3). **Thus, LCDC and Seaside agree that hazard areas mapped by DOGAMI within (a) the tsunami inundation zone or (b) SLIDO landslide areas *may* be excluded from consideration for UGB expansion.**

However, the UGB Amendment Rule stipulates that if a mapped landslide area has been evaluated by a registered

geotechnical engineer who determines that there are no significant landslide hazards that cannot be safely mitigated, then the site *must* be considered in the UGB alternatives analysis. (OAR 660-024-0065(3)(b)(A)) As shown on Figure 5, there is one parcel within the required half-mile study area that has at least 40 acres outside both the tsunami inundation zone and landslide hazard (SLIDO) areas.

Tax Lot 2102 has just under 50 acres and is the only site within the UGB study area that meets this landslide hazard exception.¹ Tax Lot 2102 is adjacent to the existing Seaside Heights

¹ Even if the study area were expanded to include all land within a mile of the existing Seaside UGB, there are still no sites of 40 acres or more that meet the tsunami, landslide and minimum parcel size criteria that have access to a public street and public sewer and water facilities.

Elementary School and the hospital, and within a quarter mile of Seaside's Central Business District. The site excludes geologically unstable ravines associated with China and Coho Creeks, which serve as natural buffers from adjoining forest land to the north and south. Critically, this is the only site large enough to meet the District's and City's adopted school campus siting requirements. This conclusion should not be surprising since the District's and City's hazard-related school site selection criteria mirror those found in the updated Goal 14 administrative rule.

Fourth, the UGB Amendment Rule requires that land included within a UGB for a specific purpose must be zoned for that purpose. (OAR 660-024-0050(1)) To address this issue, at the suggestion of Seaside Planning Director Kevin Cupples, Winterbrook prepared a new I-C Institutional Campus zone to be applied to the entire 89-acre school campus site, including the 49-acre UGB expansion area shown on Figure 6. (See also Figure 1 and Appendix A.)

Figure 6 Proposed UGB Expansion Area with Proposed I-C Zoning



The proposed I-C zone ensures that proposed UGB expansion site will be used only for institutional purposes and provides for planning commission review of potential environmental and infrastructure impacts resulting from proposed school campus development. The institutional concept plan will describe how impacts from proposed development will be mitigated, and the school development plan must be consistent with the approved institutional master plan. Figure 6 is a close up of the UGB expansion area, with proposed Institutional Campus zoning. The China Creek ravine buffers the site to the north and the Coho Creek ravine buffers the site to the south.

Fifth, the UGB Amendment Rule requires that transportation impacts from the proposed zone change and UGB expansion must be addressed. (OAR 660-024-0020(1)(d)) The Transportation Impact Study (Appendix H) concludes that traffic generated from the proposed school campus will have no significant impact on state facilities (Highway 101), will not change the classification of streets identified in the Seaside Transportation System Plan, and does not meet signalization warrants at any key intersection.

The site is served by Spruce Drive. Spruce Drive is designated as a Major Collector on the Seaside Transportation System Plan (TSP) and has been improved to City standards² (with a few gaps in sidewalks) from Wahanna Drive to Spruce Loop (the private road that serves Seaside Heights Elementary and which would be extended to serve the new school campus). The TIS recommends that a westbound right-turn lane be provided at the intersection of Spruce Drive and Wahanna Road to reduce congestion that would result from school campus development. The District recognizes that additional street improvements may be necessary to improve access to the new school campus. This issue will be addressed in the conditional use / master plan application.

Finally, the UGB Amendment Rule requires that local governments address other applicable Statewide Planning Goals and be consistent with the Seaside and Clatsop County comprehensive plan policies.

- The proposal meets Goal 1 (Citizen Involvement) and Goal 2 (Land Use Planning) as demonstrated by the overwhelming passage of Measure 4-185 and the extensive public engagement process that led up to the November 2016 election. The City and County will both hold public hearings on this plan and zoning ordinance amendment proposal,

² Most of Spruce Drive was constructed prior to adoption of the Seaside TSP in 2010 and presumably met City standards when constructed. Spruce Drive has two travel lanes, parking on both sides of the street, and 5' sidewalks on both sides of the street (with several sidewalk gaps). The Seaside TSP (Table 3.1) indicates the minimum and maximum Major Collector Street cross-sections, which range from 36-80'. A minimum of two 12' travel lanes are required with "sharrows" (vehicle lanes with bicycle marks) with 6' sidewalks is required. The sidewalk serving the church at the corner of Wahanna and Spruce appears to be 6' in width.

which was based on over 20 years of citizen and agency involvement, numerous studies, and careful evaluation of alternative courses of action.

- The proposal meets Goal 5 (Natural Resource), Goal 6 (Water Quality) and Goal 7 (Natural Hazard) requirements, and related Seaside Comprehensive Plan policies, by excluding fish-bearing streams – and related steeply-sloped and slide-prone ravines and riparian areas – by excluding land within 100’ of the centerlines of such streams from the UGB expansion area. The GeoDesign Study conducted in 2012 (Appendix E) demonstrates that school development can safely occur in the proposed UGB expansion area, provided that the study’s recommendations are followed.
- Goals 9 (Economic Development) and 10 (Housing) are not directly related to this proposal, although the District provides the educational facilities necessary to prepare its students to be productive workers in the future.
- Goals 11 (Public Facilities and Services) and 12 (Transportation) are highly relevant to this proposal. As demonstrated in other sections of this narrative, public facilities either exist or are planned to serve the site. Spruce Drive, a Major Collector street, provides access to the new campus. The Seaside Water Master Plan (2005) identifies a new high level water reservoir and booster station that must be constructed to serve the new school campus. The existing sewer pump station must be replaced with a modern facility.
- Goal 13 Energy Conservation is met because the site is centrally located and adjacent to the existing Seaside Heights Elementary School and central Seaside, and thus will minimize travel distance for students, staff and visitors to the school complex.
- Goal 14 Urbanization is met because the proposal complies with the UGB Expansion Rule and Section 14.10 of the Seaside Comprehensive Plan (school campus siting criteria), as documented above and in the remainder of this narrative. As documented in Section IV of this narrative, the proposed comprehensive plan amendment and annexation will follow the process set forth in the Seaside – Clatsop County Urban Growth Management Agreement.

II. The Land Use Review Process, the Need for a New School Campus and the District's Search for a Suitable Site

A. The Comprehensive Plan and Zoning Ordinance Text and Map Amendment Process

The purpose of the proposed amendment package is to provide a suitable site for a new school campus that is (a) outside the tsunami inundation zone, and (b) located on relatively flat and stable ground. To achieve this goal, amendments to the Seaside Comprehensive Plan and Zoning Ordinance are necessary, the Seaside UGB must be amended in coordination with Clatsop County, the unincorporated portion of the site must be annexed to the City, and the entire site must be rezoned to allow the school campus use.

Generally speaking, the proposed amendment package must be consistent with applicable:

- Statewide Planning Goals and Rules;
- Seaside Comprehensive Plan Goals and Policies (including the Transportation System Plan) and Zoning Ordinance provisions;
- Clatsop County Comprehensive Plan Goals and Policies and Zoning Ordinance provisions; and
- The Seaside – Clatsop County Urban Growth Management Agreement (UGMA) which reflects policy direction found in the Seaside Comprehensive Plan.

Because the proposed amendments include a UGB and Plan/Zone Map amendment, the new Goal 14 rule (Division 024 Urban Growth Boundaries) and Transportation Planning Rule (Division 012) must be met.

- Section III of this narrative and Appendix H: Transportation Impact Study, demonstrate how this application complies with these administrative rules.
- Section IV of this narrative explains why the proposal complies with applicable local comprehensive plan policies and land use regulations.

In 2010, after it had been determined that there were no suitable sites within the Seaside UGB, the Seaside City Council voted to amend the Comprehensive Plan to including siting criteria for schools and hospitals. As documented in this narrative and supporting appendices, the proposed UGB amendment is consistent with these Comprehensive Plan siting criteria. The proposed Institutional Campus (I-C) zone will ensure that the UGB expansion area is reserved exclusively for institutional uses and that other urban uses (such as residential development) will not be not allowed.

B. The Seaside School District

The District is located on the North Coast of Oregon between the Pacific Ocean and the Oregon Coast Range in Clatsop County. The District currently serves approximately 1,545 students from the three distinct communities of Seaside, Gearhart, and Cannon Beach. The District is an educational leader in Oregon. Many teachers and administrators have received state awards from organizations such as the Oregon School Boards Association and the Oregon Business Council's Employers for Educational Excellence. Numerous District teachers and administrators continue to serve on a variety of state committees.

The 2016-2017 General Fund Operating Budget is \$19,526,010 and supports approximately 202 employees and the following school facilities:

- Gearhart Elementary: 316 students
- Seaside Heights Elementary: 439 students
- Broadway Middle School: 350 students
- Seaside High School: 440 students

As documented in the Transportation Impact Study (Appendix H), the proposed school campus is designed to serve approximately 1,690 students – an increase of 145 students above current enrollment.

C. The Need for a New Seaside School Campus

The reason for the proposed Seaside UGB amendment and related Comp Plan and Zoning Ordinance changes is to provide for the safety of the District's students and staff by moving its three remaining and outdated schools³ out of the tsunami inundation zone on to relatively flat (generally less than 15% slope) and stable (as determined by professional geological studies) ground. The decision to move the schools to higher ground is supported by major seismic events, state programs and hazard studies over the last two decades.

1. Major Seismic Events

Oregon's and the District's concern regarding the potential effects of a major earthquake and related tsunami event on vulnerable schools was informed by three major events:

- In 1964, a 9.2 magnitude earthquake occurred in Prince William Sound, Alaska. By the time the waves hit the North Coast of Oregon as a distant tsunami, they were approximately 10 feet in height. This was enough to demolish houses and bridges in both Seaside and Cannon Beach.

³ Cannon Beach Elementary School closed in 2013.

- In 1989 Loma Prieta Earthquake (Magnitude 6.9) in Northern California resulted in major damage to public infrastructure.
- In 1993 the Scotts Mill Earthquake (Magnitude 5.6) severely damaged Molalla High School and the State Capitol Building.

2. Chronology of Natural Hazard Programs and Studies

In 1991, Senate Bill 96 created the Oregon Seismic Safety Policy Advisory Commission (OSSPAC) to “positively influence decisions and policies regarding pre-disaster mitigation of earthquake and tsunami hazards, increase public understanding of hazard, risk, exposure, and vulnerability, and be responsive to the new studies and/or issues raised around earthquakes and tsunamis.”

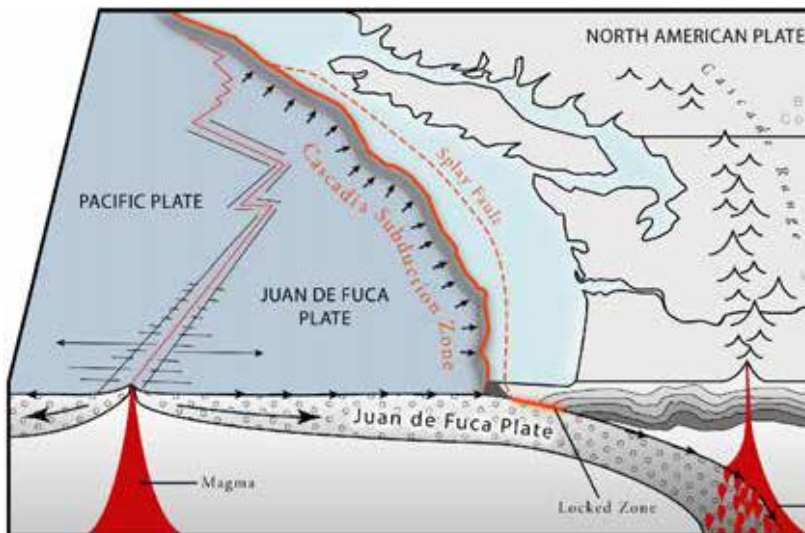
In 1994, the Oregon Department of Geology and Mineral Industries (DOGAMI) began mapping earthquake hazard zones. DOGAMI currently manages the National Tsunami Mitigation Program for Oregon. In 1995, on DOGAMI’s recommendation, the Oregon Legislature set the tsunami inundation zone at approximately 38-40 feet elevation along the Oregon Coast. The intent was to have new essential facilities (schools, hospitals, police, fire) constructed beyond threat of tsunami inundation. No state or federal money was allocated to pay for new construction.

In 1999, DOGAMI published “Relative earthquake hazard maps for selected coastal communities in Oregon: Astoria-Warrenton, Brookings, Coquille, Florence-Dunes City, Lincoln City, Newport, Reedsport-Winchester Bay, Seaside-Gearhart-Cannon Beach, Tillamook,” (Ian P. Madin and Zhenming Wang). These maps showed that Cannon Beach and Gearhart Elementary Schools, Broadway Middle School and Seaside High School would all be severely damaged in

the event of a major subduction earthquake and subsequent tsunami event. These schools were also identified as having a high potential for collapse in the event of a major earthquake.

In 2000, the OSSPAC published “Oregon at Risk” (2000) chaired by Yumei Wang from DOGAMI. This report was intended to address: 1) Earthquake awareness and education; 2)

Figure 7 Cascadia Subduction Zone



Earthquake risk information; 3) Earthquake safety of buildings and lifelines; 4) Geoscience and technical information; and 5) Emergency pre-disaster planning, response and recovery efforts. Page 4 of the report documented previous DOGAMI studies in describing the geology behind a potentially devastating earthquake and resulting tsunami event:

Although Oregon residents have not witnessed a large earthquake in this region during their lives, large earthquakes have happened in the past. Strong evidence suggests that a large earthquake of magnitude 8.0 or greater shook the region as recently as January 1700. Research suggests that there have been at least 7 large (magnitude 8.0 to 9.0) Cascadia earthquakes in the last 3500 years. These earthquakes are the result of the Cascadia Subduction Zone located off the Oregon Coast. A subduction zone is defined as the location where two tectonic plates collide, with one plate sliding under another. Tectonic plates are approximately 60-mile thick slabs of earth that move and interact with each other, producing not only earthquakes, but volcanic eruptions as well. In the case of the Cascadia Subduction Zone, the denser Juan de Fuca Plate is being subducted under the more buoyant North American Plate. However, plates do not slide smoothly past each other. They tend to lock up, build pressure, and at some point release the pressure dramatically in the form of an earthquake. Subduction zone earthquakes also produce tsunamis, powerful waves produced by the uplift of the sea floor. Tsunamis arrive in minutes and are often more destructive to coastal communities than the earthquake.

In 2001, Superintendent Doug Dougherty commissioned DOGAMI to scientifically determine the tsunami inundation levels of previous Cascadia subduction zone events over the past 10,000 years “Tsunami Hazard Assessment of the Northern Oregon Coast” (Special Paper 41, Priest, Goldfinger, Wang, Witter, Zhang and Baptista). This analysis suggested that within the next 50 years, there is approximately an 85 percent chance of a Cascadia Subduction Zone event in the southern region and a 27 percent chance in the northern region. These megathrust earthquakes are typically magnitude 8-plus in the southern region and magnitude 9-plus in the northern region. They last between four to seven minutes, are very destructive, and can occur at any time. Seaside is located in the middle of the northern and southern regions. Because of its central location, sandy soils, and low elevation topography, Seaside will be significantly impacted by all Cascadia events.

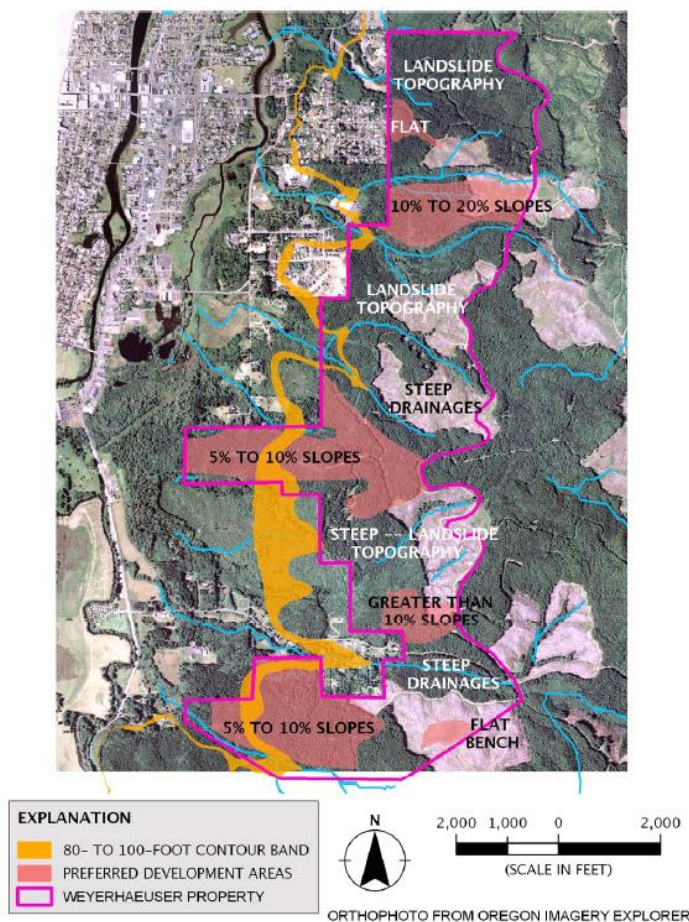
In 2005, the Oregon Legislature passed Senate Bills 2-5 (ORS 455.400). Senate Bill 2 specifically directed DOGAMI, in consultation with project partners (such as school districts) to:

Develop a statewide seismic needs assessment that includes seismic safety surveys of K-12 public school buildings and community college buildings that have a capacity of 250 or more persons, hospital buildings with acute inpatient care facilities, fire stations, police stations, sheriffs' offices and other law enforcement agency buildings.

Figure 8 Earthquake Tsunami Relationship



Figure 9 Alternative Sites Analysis - 2009



Senate Bill 3 established a statewide grant program administered by the Office of Emergency Management. Senate Bill 4 bond funds to support funding for seismic rehabilitation and replacement of at-risk school buildings.

By 2007, the District began thinking about options for building a new school campus outside the tsunami inundation zone. By this time, the "Statewide Seismic Needs Assessment" (DOGAMI, 2007) had determined that Cannon Beach and Gearhart Elementary Schools, Broadway Middle School and Seaside High School had a high potential for collapse in the event of a major earthquake.

In 2008, DOGAMI wrote a letter to the District that strongly recommending that the District relocate its schools to a relatively flat, geologically stable site at least 80 feet above sea level. (Appendix D) Based on preliminary drawing prepared by DOWA Architects, the District estimated that it needed a site of about 50 acres to accommodate the new school campus. The District first determined that there were no suitable sites within the existing Seaside, Gearhart or Cannon Beach UGBs.

3. The District's Alternative Sites Analysis

In 2009, the District contracted with GeoDesign to evaluate potential sites outside the Seaside UGB to accommodate new school and hospital campuses above the tsunami inundation zone. The study was limited to land owned by Weyerhaeuser Company in the East Hills above the City. Land to the south of the Necanicum River was discounted due to lack of major street access and the fact that a tsunami would flood the river basin for several miles inland (thus blocking access to potential evacuation facilities from most of the Seaside and Gearhart communities). Land to the northeast of the Seaside UGB was constrained by landslide hazard areas. As shown on Figure 9, the GeoDesign study identified three potentially suitable areas in Seaside's East Hills. However, two of these three sites had no access to a public street.

In 2010, the District joined forces with Providence Hospital to define site suitability criteria. Recognizing that a UGB amendment would likely be necessary to accommodate both hospital and school campus needs, and that UGB amendments are difficult to obtain under Oregon's land use planning system, these two institutions worked closely with the City of Seaside to identify the site characteristics necessary for the proposed school and hospital campuses.

After coordinating with DOGAMI and the Oregon Department of Land Conservation and Development (DLCD), the Seaside City Council voted unanimously to amend the Seaside Comprehensive Plan to include specific siting criteria for school and hospital campuses. The adopted criteria were based on a 2008 DOGAMI letter and other factors identified by Hospital and District representatives. (Seaside Ordinance 2010-03)

D. The 2013 District Bond Measure

In 2012, the District Board passed Resolution #9 (2012) which provides the rationale for the District Board's decision to acquire the Weyerhaeuser site for a new school campus in the East Hills of Seaside – above the existing Seaside Heights Elementary School and outside the tsunami zone. However, the purchase of the property was dependent on the passage of a future bond measure. Key findings in this resolution included:

***WHEREAS,** research completed by Oregon State University marine geologist and geophysicist Chris Goldfinger and the U.S. Geological Service predicts that there is an estimated 80-90 percent chance of a magnitude 8 or greater and estimated 20-30 percent chance of a magnitude 9 or greater Cascadia Subduction Zone earthquake occurring off of the northern Oregon Coast in the next 50 years, which would likely result in a tsunami with wave heights of up to 100 feet at the shoreline; and*

***WHEREAS,** the cities of Seaside, Cannon Beach, and Gearhart have been determined to be highly vulnerable to the potential devastation that such a tsunami could bring; and*

WHEREAS, Seaside School District (the "District") has four schools that are currently within the tsunami inundation zone and between 5 and 15 feet in elevation, being Cannon Beach Elementary, Gearhart Elementary, Broadway Middle School, and Seaside High; and

WHEREAS, as a result of tsunami studies performed by the Oregon Department of Geology and Mineral Industries ("DOGAMI") for the Cannon Beach area, the principal researchers strongly recommend Seaside School District site any new schools on property that is relatively flat, geologically stable, and at least 80 to 100 feet in elevation; and

WHEREAS, through Ordinance No. 2010-03, adopted on May 24, 2010, the City of Seaside (the "City") acknowledged the north coast's tsunami hazard and the danger that hazard holds for the District's schools that are within the tsunami inundation zone; and

WHEREAS, Ordinance No. 2010-03 sets out criteria for expansion of the City's urban growth boundary to accommodate the siting of new schools out of the tsunami inundation zone, which include, among other things, relatively flat topography, geologic stability, and a location above the 80-foot elevation contour line; and

WHEREAS, the only land that meets the DOGAMI and City comprehensive plan parameters is east of the City of Seaside's urban growth boundary and on land zoned for timber production, which is owned by Weyerhaeuser Real Estate Development Company ("Weyerhaeuser"); and

WHEREAS, the District has been working with Weyerhaeuser since at least 2008 to identify a site on which to relocate the District's schools out of the tsunami inundation zone; and

WHEREAS, through geologic analysis on the Weyerhaeuser property the District has identified an area directly east of Seaside Heights Elementary as the area that could best accommodate the relocation of the District schools that are currently within the tsunami inundation zone, and that area contains approximately 50 buildable acres (the "Property"); and

WHEREAS, the Property is especially well-suited to a site for schools relocation, because it is adjacent to and directly east of Seaside Heights Elementary, thereby allowing for a cost-effective and efficient consolidation of the District's schools onto one campus that utilizes existing District property to the fullest extent possible; * * *

Despite the District's thorough analysis and Board's commitment to acquire and develop a suitable school campus site, the 2013 bond measure failed.

E. Measure 4-185 (District Resolution #1 – 2016-17)

Since 2013, Superintendent Dougherty and the District Board redoubled their community outreach efforts and communications with Weyerhaeuser representatives. As noted above, Weyerhaeuser generously donated the Tax Lot 2102 to the District in June, 2016. As noted by Oregon Public Broadcasting in the lead up to the November 2016 bond measure vote:

“The school board unanimously approved a bond measure Thursday to build a new campus outside the tsunami zone. Superintendent Doug Dougherty thinks this time it’ll be different. First, because Weyerhaeuser has donated land above the tsunami zone; and second, because Seaside is first in line to receive \$4 million in matching funds from the state. ‘The cost difference between the previous bond measure and the current bond measure, we’ve been able to reduce the cost by 37.5 percent — that’s another reason why we’re very optimistic about this,’ Dougherty said.”

In public opinion piece in *The Daily Astorian*, Bonnie Henderson, the author of “The Next Tsunami: Living on a Restless Coast” explained the critical importance of moving District schools to high, stable ground and why the \$99.7 million price tag is worth the investment:

“Anyone considering voting no on Resolution 4-185—to build a new earthquake- and tsunami-safe school campus serving the children of Cannon Beach, Seaside and Gearhart—must not have seen the photo I saw, in the aftermath of the 2011 earthquake and tsunami in Japan, of a drift line of colorful children’s backpacks in Hello Kitty and Superman themes, sparkling with seawater. They were left on the hillside in a curving line after the tsunami that killed those children receded. At Ookawa Elementary School, the children had drilled many times about what to do in an earthquake, but when 10 of the school’s 13 teachers were killed in the quake, it’s no wonder the kids didn’t have the leadership to make it to high enough ground before the tsunami that killed them struck.

We now know that it’s only a matter of time before a quake and tsunami of similar magnitude strikes the Oregon Coast. The geological evidence, first discovered only 30 years ago and a surprise to all of us, is now very clear. This will not be a tsunami of the size some coastal residents remember from 1964, caused by a quake more than 1000 miles away in Alaska. This will be a tsunami generated by an earthquake along a fault line just off the Oregon. It will flatten buildings all over Oregon—on the coast in particular—including aging schools throughout the state. Minutes later, what’s left of the houses and schools in towns like Seaside and Gearhart will be washed away by a tsunami equivalent to the one that killed thousands of people in Japan in 2011.

We don’t know if the next such quake will strike the Oregon coast in the next few years or in a few hundred years. But geologists tell us there is a high likelihood of it happening within the next 50 years. We know we are in the window. It is time to get ready. The Seaside School District is one of the last two districts on the Oregon Coast with schools still in the tsunami inundation zone. Lincoln City has moved all its schools to high ground. Waldport has relocated its high school from the mouth of the river to a nearby ridgetop. Neahkahnie High School is in the tsunami zone, but unlike Seaside High School, Neahkahnie High School has a solid rock hillside right outside the building where students can evacuate. ...The district has brought the price down about as low as it can go. After the first attempt at a school relocation levy failed in 2013, the district managed to get the land for the campus donated by Weyerhaeuser. They made a plan to hold off building an auditorium and other “extras” until the existing school properties sell. In the process, they brought the price down by more than one-third. They’ve also put the District in line to receive \$4 million in state funding if the levy passes. It is a solid plan, about as good as it’s going to get, and it’s time to approve it and start building.”

As described in *The Daily Astorian* (November 8, 2016), District voters passed Measure 4-185 by almost a 2 to 1 margin:

“SEASIDE — Seaside School District voters said a resounding ‘yes’ Tuesday to a \$99.7 million bond to move three schools out of the tsunami inundation zone. In a 65 percent to 35 percent vote, residents endorsed the plan to replace deteriorating schools at an 80-acre location in the city’s East Hills adjacent to Seaside Heights Elementary School.

‘This victory belongs to our community which had the foresight to see how important high quality schools are to the future of everyone who lives in the Seaside School District,’ Superintendent-emeritus Doug Dougherty said. ‘New schools benefit the entire community, strengthen our economy and, in this case, provide a safe place for all in an emergency. From retirees to those just starting out, employees to business owners, children and families; education touches everyone and strengthens the fiber and opportunity of our community.’

Figure 10 Students in Support of Resolution



Advocates of the proposal, including Vote Yes For Our Local Schools, presented a sustained campaign to promote the bond, which, they said, was necessary not only for the safety of the students but because of the condition of the schools. Gearhart Elementary School, Broadway Middle School and Seaside High School were built with an expected life span of 45 to 50 years. Each has been used beyond that span. Dougherty described the schools as unsafe, deteriorating and ‘very inefficient.’

With a land gift of 80 acres from Weyerhaeuser Co. in the East Hills, along with favorable interest rates and a likelihood of limited matching funds from

the state, proponents said ‘this was the best time’ to pass the bond. ‘It really shows that this community cares about its kids, its families and its economic prosperity,’ said Gail Dundas of Vote Yes for Our Local Schools. ‘I’m still just reeling from the wonder of it all.’ ‘We’re very happy,’ said Seaside School District Superintendent Sheila Roley. ‘What I’m feeling is an incredible level of gratitude to our community and our students, and the way people have come together to support our students and our learning. It’s a wonderful testament to how our community operates.’

Next steps, Dougherty said in October, the school district would approach the City Council for an urban growth boundary expansion, a process joined by the county and the state. The expansion

enabling roads and services could be completed within a year. Schools are expected to be completed at the new location within four years.”

In short, the purpose of this consolidated land use application is to carry out the voters’ intent by planning, annexing and zoning land to allow construction of a new school campus on relatively stable land outside the tsunami inundation zone – adjacent to Seaside Heights Elementary School.

III. Statewide Planning Goal and Rule Analysis

A. The Need for a New School Campus

This consolidated land use application is controlled primarily by Statewide Planning Goal 14 (Urbanization) and its implementing rule (OAR Chapter 660, Division 024 Urban Growth Boundaries). Goal 14 includes two numbered need factors:

“(1) Demonstrated need to accommodate long range urban population, consistent with a 20-year population forecast coordinated with affected local governments; and

“(2) Demonstrated need for housing, employment opportunities, livability or uses such as public facilities, streets and roads, schools, parks or open space , or any combination of the need categories in this subsection;”

Figure 11 Clatsop County Population Projections for Cities

TABLE 8: Clatsop County Population Projections

JURISDICTION	ACTUAL ¹		% OF COUNTY POPULATION		FORECASTS			
	1990	2000	1990	2000	2020 Urban Area Totals ²	2030 Urban Area Totals ²	% of County Population ⁴	Average Annual Growth Rate 2000-2030
Astoria	10,069	9,813	30.24 %	27.54 %	11,826	12,953	28.30%	0.94%
Cannon Beach ⁵	1,221	1,588	3.67%	4.46%	1,859	2,037	4.45%	0.79%
Gearhart	1,027	995	3.08%	2.79%	1,254	1,373	3.00%	1.16%
Seaside	5,359	5,900	16.09 %	16.56 %	7,337	8,037	17.56%	1.10%
Warrenton ³	2,681	4,096	9.82%	11.50 %	5,741	6,289	13.74%	1.70%
Hammond	589	-						
CITY TOTAL	20,946	22,392	62.90 %	62.85 %	28,017	30,689	67.05%	1.13%

As discussed in Section I of this narrative, Goal 14 and its administrative rule both allow cities to identify specific site characteristics that are necessary for public facilities – including schools.

“In determining need, local government may specify characteristics, such as parcel size, topography or proximity, necessary for land to be suitable for an identified need.”

District Response: In the discussion below, we first explain why the District’s proposal satisfactorily addresses the first two Goal 14 need factors, before reviewing the specific characteristics needed for the Seaside School Campus.

When determining the capacity of the new school campus, the District took into account the coordinated population projection for Seaside found in the Clatsop County Comprehensive Plan.⁴ The cities of Seaside, Gearhart and Cannon Beach are expected to grow at an average annual growth rate of about 1%. Due to the large number of retirees, school enrollment is not expected to increase quite as fast as population growth in coastal communities. The design

⁴ Portland State University’s Region 3 population projection process is not yet complete; the County Comprehensive Plan has the most accurate acknowledged population projection. The 2030 forecast for Seaside referenced is similar to the 2040 PSU forecast for Seaside.

capacity of the new school campus is 1,690 students – an increase of 0.97% over the next 13 years. Thus, the new school campus is designed to accommodate enrollment growth that is roughly comparable to population growth in the three cities served by the Seaside School District.

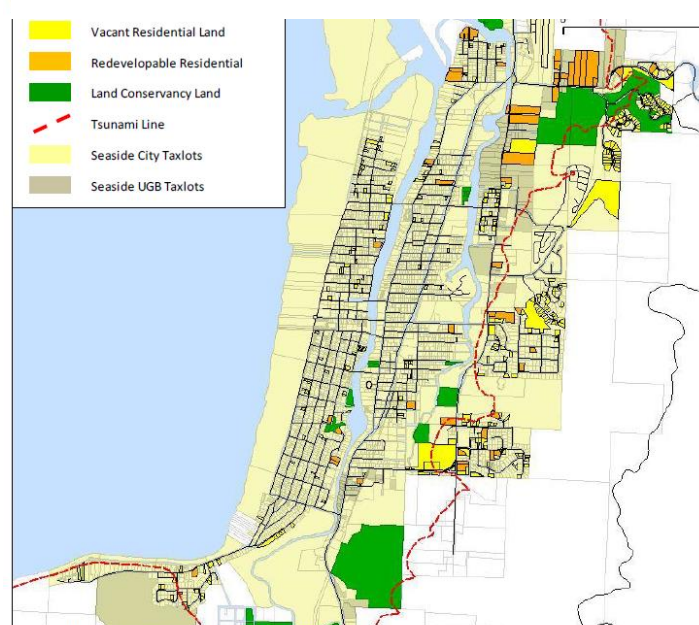
As documented in Section II of this narrative, the District’s three oldest schools are all within the tsunami inundation zone. As recognized by the passage of District Resolution #9, there is a need for a new school campus site of approximately 50 acres (but not less than 40 acres) on relatively flat (generally less than 15% slope) and stable ground outside the tsunami inundation zone.

B. Alternative Sites Analysis

ORS 197.298, Goal 14 and its administrative rule require that cities avoid farm and forest land if possible when examining potential sites to meet identified public facilities (in this case a school) siting requirements. Cities are required to look for suitable sites first inside the UGB, and second on rural land that is not zoned for farm or forest use.

1. Potential Sites inside the Existing UGB and Nearby Exceptions Areas

Figure 12 Adopted Seaside Residential BLI



Source: Clatsop County, City of Seaside, Johnson Reid LLC

To identify potential school sites, Winterbrook searched for any vacant properties of 28 acres or larger (a) inside the Seaside UGB, and (b) outside the tsunami inundation zone.⁵

The Seaside Planning Director had previously determined that there are no sites of 28 acres or larger within the Seaside UGB located outside the tsunami inundation zone. This fact is confirmed by our review of Appendix C, Seaside’s adopted Buildable Lands Inventory (BLI).

⁵ The 28-acre threshold is based on the Seaside Zoning Ordinance, which has a minimum lot area for secondary schools of 10 acres, with an additional acre per 100 students. Two secondary schools are proposed for the expansion area, with approximately 800 additional students. While the bond program requires approximately 50 acres (and includes additional shared fields, administrative offices, etc.), Winterbrook used the smaller code-related 28-acres to identify potential sites.

The Gearhart UGB is located immediately to the north of the Seaside UGB. The Cannon Beach UGB is located to the south of the Seaside UGB. The Gearhart and Cannon Beach City Managers recently confirmed that there are no vacant sites within either of these UGBs that are both (a) outside the Tsunami Inundation Zone and (b) at least 28 or more acres in size. Winterbrook's GIS mapping confirmed that the entire Gearhart UGB is within the Tsunami Inundation Zone.

Winterbrook next reviewed potentially suitable school campus sites in exception areas within a half-mile of the existing Seaside UGB. Simply by overlaying tsunami inundation maps within exception areas within a half mile of the Gearhart and Seaside UGBs, it is clear there are no suitable school sites within rural exception areas that are (a) outside the tsunami inundation zone, and (b) at least 28 acres in size.

This means that the District must look to farm or forest land outside the Seaside UGB to find potential sites to meet identified school campus needs. Winterbrook found that all parcels (or contiguous parcels under the same ownership) of 28 acres within the half-mile study area -- outside the tsunami inundation zone -- are located on (a) land planned for Conservation Forest and zoned F-80, or (b) state park land planned for Parks and Open Space and therefore is unavailable for school campus development. **Winterbrook's analysis simply confirmed what the District had determined in 2009 – the only suitable school campus site located outside of the tsunami inundation zone is located on higher elevation land that is zoned for forest use.**

2. Identify Suitable Sites on Forest Land Adjacent to UGB

Consistent with the new UGB Expansion Rule, Winterbrook evaluated all land within a half-mile of the Seaside UGB.⁶ As stipulated in OAR 660-024-0065(3):

(3) When the primary purpose for expansion of the UGB is to accommodate a public facility that requires specific site characteristics, and the site characteristics may be found in only a small number of locations, the preliminary study area may be limited to those locations within the distance described in section (1) or (2), whichever is appropriate, that have or could be improved to provide the required site characteristics. For purposes of this section: ... (b) A “public facility” may include a facility necessary for public sewer, water, storm water, transportation, parks, schools, or fire protection. Site characteristics may include but are not limited to size, topography and proximity.

⁶ As discussed in Section II of this narrative, in 2009 the District systematically considered alternative sites on forest land outside the UGB that were high enough, large enough and flat and geologically stable enough to accommodate school campus needs. The District identified one such site that is accessible from a city collector street – and adjacent to Seaside Heights Elementary School. The District wisely consulted with GeoDesign to determine whether and under what conditions this site could be developed safely for a school campus.

(4) The city may exclude land from the preliminary study area if it determines that: ... (b) The land is subject to significant development hazards, due to a risk of: (A) Landslides: The land consists of a landslide deposit or scarp flank that is described and mapped on the Statewide Landslide Information Database for Oregon (SLIDO) Release 3.2 Geodatabase published by the Oregon Department of Geology and Mineral Industries (DOGAMI) December 2014, provided that the deposit or scarp flank in the data source is mapped at a scale of 1:40,000 or finer. If the owner of a lot or parcel provides the city with a site-specific analysis by a certified engineering geologist demonstrating that development of the property would not be subject to significant landslide risk, the city may not exclude the lot or parcel under this paragraph; ... (C) Tsunamis: the land is within a tsunami inundation zone established pursuant to ORS 455.446; [Inapplicable sentences removed; bold emphasis added.]

Figure 5 shows one site with 28 or more suitable acres within the half-mile UGB expansion study area that meets applicable landslide and tsunami hazard criteria. In 2010, the City Council adopted Ordinance 2010-003, which added a Section 14.10 to its Comprehensive Plan. This amendment was subsequently acknowledged by LCDC. Section 14.10 includes the following school and hospital siting criteria:

10. Criteria for Expansion of City of Seaside Urban Growth Boundary for Certain Uses

Pursuant to OAR 660-024-0060(5),⁷ the City finds that the following characteristics are necessary for land to be suitable for hospitals and public schools. Pursuant to this administrative rule, the City need not consider sites that do not meet the characteristics listed below when conducting an alternatives analysis in conjunction with a proposed expansion of the City's acknowledged Urban Growth Boundary (UGB"),

- a. **Adjacent to Existing City Limits.** The site shall be adjacent to the existing city limits.*
- b. **Size.** The developable area of the site shall be sufficient for the proposed school use and hospital use. The developable acreage cannot be loosely assembled or dispersed; rather, it shall allow for a reasonably consolidated development site.*
- c. **Topography.** The developable portion of the site shall be predominantly composed of slopes not greater than 15%, except that roads may exceed this slope but are subject to fire district standards for roads exceeding 15%.*
- d. **Access.** The developable area of the site shall be accessed by at least one (1) public street and at least one (1) emergency access point, either public or private.*

⁷ The administrative rules have been amended since OAR 660-024-0060(5) was used to identify necessary site characteristics. This provision now only applies to Metro UGB amendments; however, OAR 660-024-0065(3)(b) provides comparable authority to non-Metro UGB amendments to use identified necessary site characteristics to inform a UGB amendment.

*e. **Soils and Underlying Geological Conditions.** The developable area of the site shall predominantly consist of soils and underlying geological conditions suitable for constructing a hospital or public school.*

*f. **Tsunami Inundation Zone.** The developable area of the site shall predominantly be located above the 80-foot elevation contour line currently estimated to be reasonably safe from the run-up elevation of a tsunami generated by a major Cascadia Subduction Zone earthquake.*

*g. **Utilities.** The site shall be either currently served by public and private utilities or shall be capable of being served by public and private utilities.*

District Response: As discussed above, the tsunami inundation zone, SLIDO landslide hazard areas, and a minimum site size of 28 acres were used to exclude potential sites within the UGB and nearby rural exception areas. Each of the seven city school siting criteria is addressed sequentially below to assess the suitable portion of the only tax lot that was not excluded from the UGB study area based on OAR 660-024-0065(4).⁸

The next step in the alternatives analysis process is to evaluate the proposed UGB expansion area (Tax Lot 2102) against adopted City UGB expansion criteria.

- a. **Adjacent to Existing City Limits:** Tax Lot 2102 abuts Seaside Heights Elementary School (Tax Lot 900), which is adjacent to the Seaside City Limits. This application, if approved, would annex the only the suitable portion of Tax Lot 2102 – the proposed UGB Expansion Area (49 acres) to the City.
- b. **Size:** As described in Section I of this narrative, the District needs a site with approximately 50 suitable acres to accommodate the proposed school campus (excluding the Seaside Heights Elementary School property) for new middle and high schools, new administrative offices, and athletic fields. The developable portion of Tax Lot 2102, as documented in the GeoDesign study (Appendix E), is approximately 49 acres. As shown on Figure 3, some of the proposed school campus can be built on Tax Lot 900, which means that the 49 acre UGB expansion area will be sufficient to accommodate the planned school campus.
- c. **Topography:** The proposed UGB expansion area site is composed predominantly of slopes not greater than 15%, as shown on Figure 4. Internal access drives serving the site will have 10% grade or less in most cases, and all internal access drives will have a grade of 15% or less, as shown on Figure 2.
- d. **Access:** The proposed school campus site has access from a public street, Spruce Drive, which is designated as a Major Collector street in the Seaside Transportation System Plan.

⁸ Note that all resource (farm and forest) land in the UGB study area is good for growing trees: the cubic foot site class for Douglas fir ranges from 172 to 214. The proposed UGB expansion area has a CFSC for Douglas fir of 188 and is zoned CF-80 and falls in the mid-range of forest and agricultural parcels within the study area.

As shown on Figure 13, most of Spruce Drive has been improved to City standards (two travel lanes, two rows of parking, curbs and gutter - with a few sidewalk gaps) from Wahanna Road to Spruce Loop (the private school access road). However, the TSP (adopted in 2010) now requires wider sidewalks (6' rather than 5') and "sharrows" (shared bicycle and pedestrian lanes) for Major Collector streets.

Figure 13 Wahanna Road and Spruce Drive Improvements (Google Maps)



As documented in Appendix H (Transportation Impact Study), Spruce Drive has adequate capacity to accommodate existing and future traffic generated from the proposed school

campus. However, the TIS recommends that “a westbound right-turn lane be provided at the intersection of Wahanna Road at Spruce Drive” to accommodate increased traffic volumes resulting from new school campus development.

Secondary emergency access has also been provided. The District property has secondary emergency access to Lewis & Clark Road across intervening L&C Tree Farms property via Necanicum Mainline Road and the Lewis and Clark Mainline Road. This emergency access route was deemed acceptable by Fire Chief Joey Daniels, Division Chief Chris Duggan, and Public Works Director Dale McDowell after a site visit with then-superintendent Doug Dougherty.⁹

e. Soils and Underlying Geological Conditions:

As documented in Section I of this narrative and in geological and engineering studies prepared by GeoDesign and GeoCon in 2012 (Appendix E), the developable area of the site consists of soils and underlying geological conditions suitable for constructing a public school campus, provided that recommendations of these studies are followed. Note that this Comp Plan criterion mirrors OAR 660-024-0065(3) related to the exclusion of landslide areas except where a site-specific analysis by a certified geological engineer indicates that development would not be subject to a significant landslide risk.¹⁰

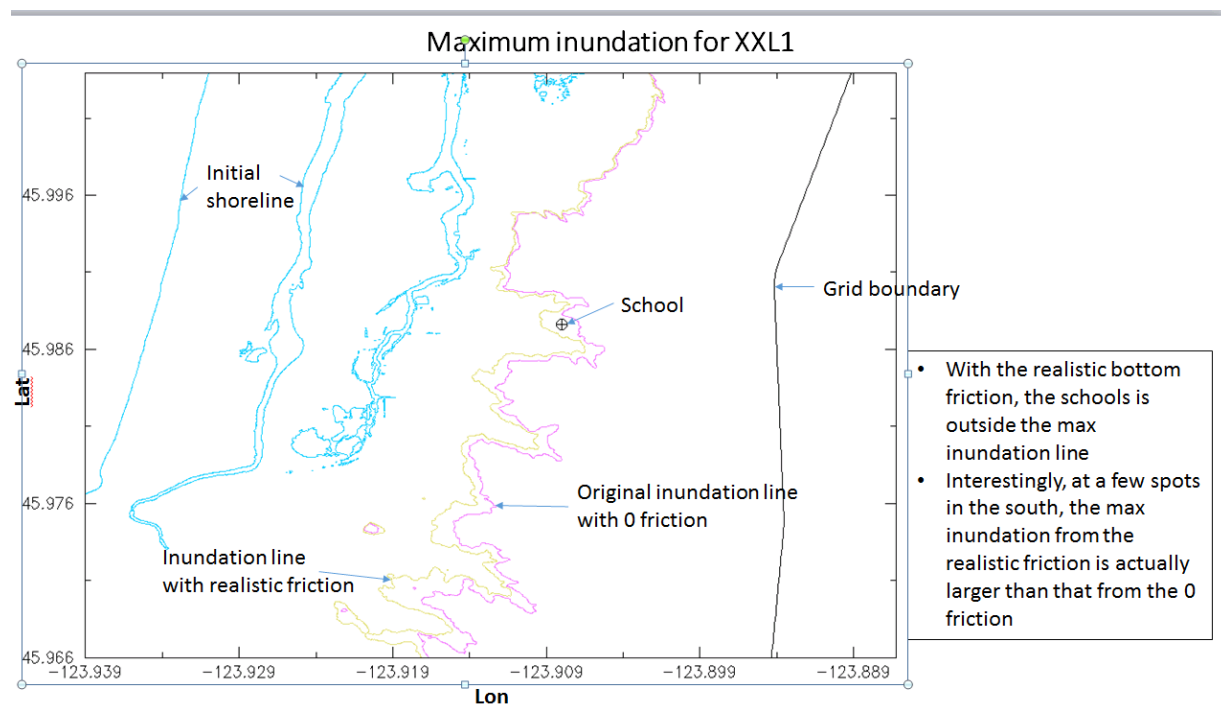
⁹ According to a November 29, 2016 email from Superintendent Doug Dougherty to the District’s attorney, Kelly Hossaini, “I took the fire chief Joey Daniels, division chief Chris Duggan, and public works director Dale McDowell up to the new campus property. After seeing it, they all think the Mainline road will work well as our secondary access.”

¹⁰ (3) **When the primary purpose for expansion of the UGB is to accommodate a particular industrial use that requires specific site characteristics, or to accommodate a public facility that requires specific site characteristics, and the site characteristics may be found in only a small number of locations, the preliminary study area may be limited to those locations within the distance described in section (1) or (2), whichever is appropriate, that have or could be improved to provide the required site characteristics. For purposes of this section: (a) The definition of “site characteristics” in OAR 660-009-0005(11) applies for purposes of identifying a particular industrial use. (b) A “public facility” may include a facility necessary for public sewer, water, storm water, transportation, parks, schools, or fire protection. Site characteristics may include but are not limited to size, topography and proximity. (4) The city may exclude land from the preliminary study area if it determines that: (a) Based on the standards in section (7) of this rule, it is impracticable to provide necessary public facilities or services to the land; (b) The land is subject to significant development hazards, due to a risk of: (A) **Landslides: The land consists of a landslide deposit or scarp flank that is described and mapped on the Statewide Landslide Information Database for Oregon (SLIDO) Release 3.2 Geodatabase published by the Oregon Department of Geology and Mineral Industries (DOGAMI) December 2014, provided that the deposit or scarp flank in the data source is mapped at a scale of 1:40,000 or finer. If the owner of a lot or parcel provides the city with a site-specific analysis by a certified engineering geologist demonstrating that development of the property would not be subject to significant landslide risk, the city may not exclude the lot or parcel under this paragraph; (B) Flooding, including inundation during.** (B) Flooding, including inundation during storm surges: the land is within the Special Flood Hazard Area (SFHA)**

f. **Tsunami Inundation Zone:**

As documented in Section I of this narrative and in tsunami inundation / evacuation zone studies prepared by DOGAMI (Appendix D), the proposed UGB expansion area is above the 80-foot contour line. Note that this Comprehensive Plan siting criterion mirrors OAR 660-024-0065(3) related to the exclusion of tsunami inundation areas documented by DOGAMI pursuant to ORS 455.466. A more recent tsunami evacuation zone study (Tsunami impact near Seaside School District, 2016) determined that Seaside Heights Elementary School building is outside the inundation line “within realistic friction.” (Figure 14)

Figure 14 Adjusted Tsunami Inundation Line with Realistic Friction



g. Utilities: Public and private facilities currently serve developed land adjacent to the two parcels under consideration. The 2005 Water Master Plan identifies a 2 million gallon (MG) higher elevation reservoir that will replace booster stations that serve developed land above the gravity-flow service area. As shown on Figure 2, it may be possible to place this reservoir on the eastern portion of the District site to serve the new school campus. A new booster station is needed to pump potable water to the new reservoir. An existing sewer pump station that currently serves the hospital and Seaside Heights Elementary must be upgraded to serve the

identified on the applicable Flood Insurance Rate Map (FIRM); **(C) Tsunamis: the land is within a tsunami inundation zone established pursuant to ORS 455.446;**
[Bold emphasis added.]

new school campus. Primary access to the new campus will occur via a private road off Spruce Drive (a Major Collector street) designed to accommodate school buses and fire apparatus. Secondary, emergency access will be provided via the Necanicum Mainline and the Lewis & Clark Mainline Forest Roads, as explained earlier.

Conclusion: For reasons stated above, the proposed UGB expansion area meets all of the proposed UGB expansion area criteria.

C. Alternative Sites Analysis Conclusion

There are no suitable sites available within the UGB or exception areas. There is only one suitable site within the half-mile study area.¹¹

D. Goal 14 Location Factors and ORS 197.298 Priorities

Statewide Planning Goal 14 sets forth requirements for determining *where* to meet specified land needs that cannot reasonably be met within the UGB:

“The location of the urban growth boundary and changes to the boundary shall be determined by evaluating alternative boundary locations consistent with ORS 197.298 and with consideration of the following factors”.

- (1) Efficient accommodation of identified land needs;*
- (2) Orderly and economic provision of public facilities and services;*
- (3) Comparative environmental, energy, economic and social consequences; and*
- (4) Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the UGB.”*

As documented in Section II.B, Winterbrook specified “reasonably necessary” site characteristics and applied these criteria to land within and immediately outside the UGB, identifying one potential site.

E. Application of Goal 14 Boundary Location Factors

Goal 14 includes four boundary location factors that must be considered in the UGB amendment process. When more than one site meets identified needs, a comparative analysis is required. However, there is only one site that meets applicable landslide and tsunami hazard

¹¹ No purpose would be served by examining potential sites beyond the half-mile study area because such sites could not meet adopted UGB expansion criteria related to access, public facilities and proximity to the existing City Limits / UGB.

criteria – as well as acknowledged UGB expansion criteria for schools and hospitals. Therefore, the discussion below demonstrates that the proposed school campus site is consistent with these four factors.

(1) Efficient accommodation of identified land needs;

District Response: There is an identified land need of approximately 50 acres to serve the new school campus. Because the proposed UGB expansion area (the developable portion of Tax Lot 2102) is adjacent to the UGB and the existing Seaside Heights Elementary site (Tax Lot 900), some of the new campus facilities can be constructed on land that is currently within the UGB. As shown on Figure 2 (Preliminary Concept Plan), the new school campus will be accommodated efficiently because some land within the existing UGB will be used for planned school growth. This allows some new school campus construction to occur in the eastern portion of Tax Lot 900, meaning that less land will be needed outside the UGB to accommodate planned campus development. If the middle school, high school, administrative offices and related athletic fields were not located next to Seaside Heights Elementary, more land (than 49 acres) would be needed overall to accommodate planned school campus development.

(2) Orderly and economic provision of public facilities and services;

District Response: The findings below explain how why the proposed school campus site can be provided with public facilities and services in an orderly and economic manner.¹²

Transportation Facilities and Services

Appendix H contains the Transportation Impact Study (TIS) prepared by Lancaster Engineering. The conclusion of the TIS reads as follows with respect to the Oregon Transportation Planning Rule:

“The Urban Growth Boundary amendment and annexation of the proposed area for the relocation of the Seaside and Gearhart school campuses will not significantly affect the existing or planned transportation facilities as defined under Oregon’s Transportation Planning Rule.

With mitigation outlined in the City of Seaside’s Transportation System Plan as well as the construction of a westbound right-turn lane at the intersection of Wahanna Road at Spruce Drive and staggered start times for the school campuses, each of the study intersections are projected to operate within the performance standards as stated in the City of Seaside’s Transportation System Plan.

¹² This factor is also addressed in Appendix H (the TIS) and in Section III of this narrative under Goal 11 (Public Facilities).

Traffic signal warrants were examined for each of the unsignalized study area intersections. Traffic signal warrants are not projected to be met for any of the study intersections through year 2036, regardless of trips from the proposed Seaside school campus.

A detailed examination of crash data at the study intersections shows no significant safety hazards or trends that are indicative of design deficiencies. Intersections with crash rates that exceed the Oregon Department of Transportation's average and 90th-percentile rates are anticipated to undergo improvements detailed in the City's Transportation System Plan that will increase safety for all users."

Primary access to the proposed school campus will occur via a Spruce Loop (private road) that connects with Spruce Drive (a Major Collector street). The Spruce Loop extension will be designed to accommodate school buses and fire apparatus. Secondary, emergency access will be provided via the Necanicum Mainline and the Lewis & Clark Mainline forest roads.

Sanitary Sewer and Water Service

Seaside Heights Elementary School is served by City sanitary sewer and water lines that can be extended to serve the new school campus. There is an existing 8" gravity sanitary line in Spruce Drive that connects to a 12" gravity line in Wahanna Road that feeds an existing pump station. The pump station for the sanitary basin containing the Seaside Heights site, Providence Seaside Hospital and the adjacent residential neighborhoods to the north and south is located on the west side of Wahanna Road immediately across from the access road to the hospital. The existing sewage lift station at the school must be upgraded to accommodate the new school buildings.

Existing development in the area is served by an existing 10" cast iron municipal water line in Spruce Drive and a 12" water line in Wahanna Road. Potable water is pumped to the site from booster stations that serve the school and adjacent residential subdivisions. Booster pumps will need to be upgraded to serve new school development.

The 2005 Water Master Plan shows a 2MG water reservoir at approximately 360' elevation to serve the Sunset Hills and Stillwater areas within the existing UGB. The SSD will coordinate further with the City regarding other potential locations for the reservoir that may be within the District's control. Figure 2 shows a potential location for the reservoir at the eastern end of the school property.

Stormwater Management

On-site stormwater management will occur in conformance with state regulations. The City of Seaside does not have formal requirements for storm water treatment or detention for new development. Seaside's ocean-side location makes stormwater detention of less concern. Although there are no city water quality requirements for storm water discharge from newly developed sites, stormwater runoff from the site will go into fish bearing streams and wetlands

through residential neighborhoods below. Therefore, a reasonable measure of on-site storm water quality treatment facilities would be prudent for the new development. For the same reason surrounding storm discharge to sensitive drainages, a robust erosion control plan and a 1200C permit will be needed to prevent any sediment runoff during construction.

(3) Environmental, energy, economic and social consequences.

Relative Economic Consequences

The proposed school campus development and use will provide positive economic impacts on the community, both in terms of construction jobs during development and provision of part- and full-time employment year round. By educating the community's future work force, the new campus will contribute to the local and state economy.

Relative Social Consequences

The school provides positive social benefits by educating future citizens and workers. The new school campus will provide a safe learning environment for District students and an emergency evacuation site in the case of a major earthquake and related tsunami event. Seaside has served as a major tourist destination and outdoor recreational center for over 100 years. The District proposes to move some of its athletic facilities and fields to the new school campus site, which provides social benefits for the Seaside community. Since these facilities are occasionally used by the broader community and visitors, positive social consequences of this proposal include helping to meet the recreational needs of citizens of the state and visitors to Oregon's northern coast. The proposed school campus site is centrally located and accessible to Seaside and area residents. Further, the proposed campus provides a large enough area to accommodate the full range of educational offerings needed for a 21st century citizenry and workforce. This includes well-planned and designed learning environments, integrated modern technology, and reduced class size resulting in more individualized attention from teachers, and open areas to allow flexible spaces for a variety of adaptable learning environments.

Relative Environmental Consequences

Land outside the Seaside UGB generally zoned for forest use, is designated as big game habitat, and is drained by fish-bearing streams recognized by the Oregon Department of Fish and Wildlife.

- As discussed under Statewide Planning Goal 5 in Section III.F, fish-bearing streams identified by the Oregon Department of Fish and Wildlife will remain outside the UGB located 100' from the centerline of the stream.
- These stream corridors will be retained as Major Big Game Range.

- However, portions of intermittent streams that serve the two ODFW fish-bearing streams must be developed for the school campus. This development must be reviewed by the Oregon Department of State Lands (DSL) and the US Army Corps of Engineers (USACE). Appendix I demonstrates that is feasible to go through the “joint permit process” to allowed limited fill and removal of these intermittent streams.

Thus, relatively few adverse impacts would result from development of the 49 acres proposed for inclusion within the Seaside UGB to accommodate the new school campus. Where impacts to fish and riparian habitat are unavoidable, they will be mitigated by compliance with state and federal wetland fill and removal and habitat protection regulations.

In addition, the large wetland on Tax Lot 900 (the elementary school property) will be retained as open space, thus mitigating for the limited loss of deer and elk habitat that will result from school facility construction. Please see “big game habitat” ESEE Analysis in Section III.E.3 of this narrative.

Relative Energy Consequences

Energy consequences are related to transportation and reliance on gravity flow sewer and water service. The proposed UGB expansion area’s central location – near downtown and adjacent to an existing school and served by a collector street—facilitates multi-modal access for students, teachers, families and administrative staff to and from the School Campus. The central location of the proposed school campus minimizes travel distance and reduces reliance on single-occupancy vehicles for students, staff and families who will use the facility.

The proposed new water reservoir will provide adequate volume and pressure based on a gravity flow system, which reduces energy costs (when compared with a series of booster stations). Gravity flow sewer lines will collect sewage from the new school campus to the collection system below.

Location Factor 3, ESEE Conclusion

As discussed above, the proposed UGB expansion area has extremely positive economic, social and energy consequences. Environmental consequences resulting from school development will be minimized by (a) excluding fish-bearing steams from the UGB expansion area and (b) on-site mitigation of impacts on intermittent streams.

(4) Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the UGB;

District Response: The proposed UGB expansion area is zoned F-80 and abuts forest land on three sides. Tax Lot 2102 will be logged in July-August of 2017, in accordance with warranty

deeds that transferred ownership of this parcel from Weyerhaeuser to the District in 2016. The proposed UGB expansion area is defined largely by two streams and related ravines that run generally east to west and effectively buffer the developable portion of Tax Lot 2102 from neighboring forest lands that will be retained by Weyerhaeuser. These stream corridors will provide an effective buffer from commercial forest activities on nearby forest land.

F. Compliance with Other Applicable Statewide Planning Goals

1. Goal 1 (Citizen Involvement)

The proposed plan amendments do not alter Seaside's acknowledged Citizen Involvement Program. Consequently, compliance with Goal 1 is established through compliance with Seaside's acknowledged Citizen Involvement Program. The City and County will provide notice of the required public hearings to review this matter.

2. Goal 2 (Land Use Planning)

District Response: Goal 2 requires establishment of a comprehensive plan, a need for "coordination" of government entities in planning, and the need for public hearings and an opportunity for comment and review.

Coordination

District Response: The City of Seaside, Clatsop County and the Seaside School District have shown a high level of coordination in determining school campus siting needs and in examining UGB expansion alternatives. As evidence of such coordination:

- Extensive coordination with City of Seaside Planning and Public Works Departments and ODOT regarding the provision public facilities to serve the proposed school campus site. (Please see Appendices H and findings under Goal 11 (Public Facilities) in Section III of this application.)
- City adoption of school siting criteria to use in determining where to expand the UGB for development of a new school campus in coordination with DLCD and DOGAMI. (Ordinance 2013-03)
- Extensive coordination with DOGAMI, DSL, DLCD and OES in reviewing tsunami and geological hazards mapping and determining an appropriate site for the new school campus. (Appendices D, E and I)
- Post-Acknowledgment Plan Amendment notice and coordination with DLCD, ODOT and DOGAMI staff before and during this plan and code amendment process.

Public Hearings/Opportunities for Comment and Review

District Response: Notice of public hearing(s) before Seaside and Clatsop County planning commissions and elected officials, consistent with the Seaside-Clatsop County Urban Growth Management Agreement and in accordance with local and state law. This application narrative and related appendices, as well as city and county staff reports regarding this matter, will be made available for affected citizens and interested parties to consider well in advance of the scheduled public hearings.

3. Goal 5 (Natural Resources, Scenic and Historic Areas, and Open Spaces)

“To protect natural resources and conserve scenic and historic areas and open spaces”

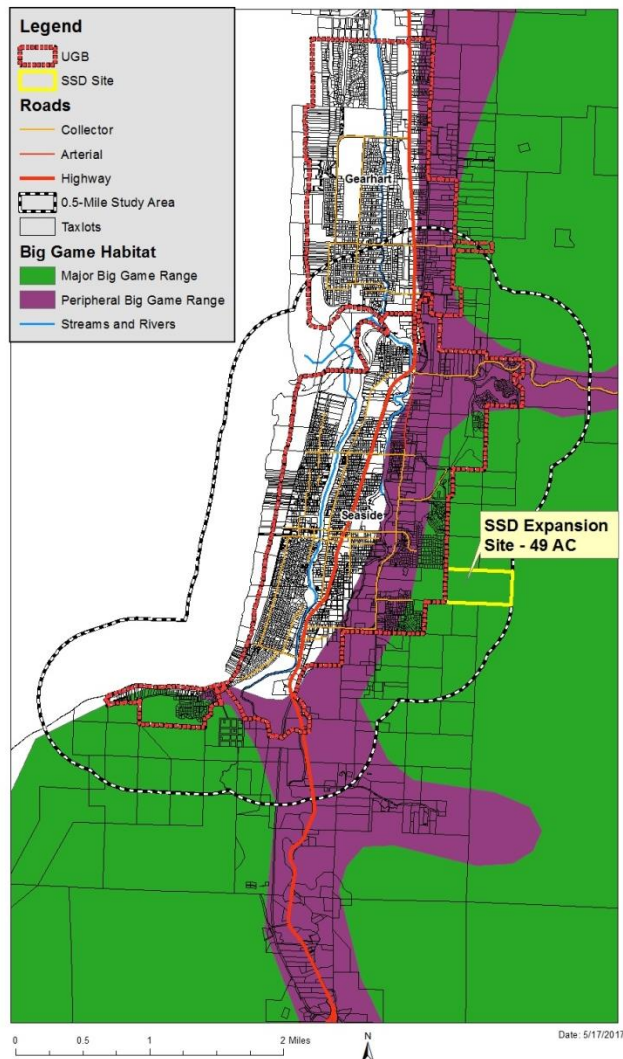
District Response: The proposed comprehensive plan and zoning map amendment includes portions of Tax Lots 900 and 2102.

- Tax Lot 900 includes approximately 50 acres – of which 9.3 acres are zoned A3 (Aquatic Zone 3 – Freshwater Wetlands). The proposal is to rezone the Low Density Residential (R-1) portion of this tax lot from R-1 to Institutional Campus (I-C). This plan and zone map change will not adversely affect the protected wetland area of the site.
- Tax Lot 2102 includes 80 acres of Conservation Forest (F-80) land that is traversed from east to west by China and Coho Creeks. These streams are not identified as significant Goal 5 resources on County maps. The UGB expansion area is drawn 100’ from the centerlines of these streams.
- Primary and Peripheral Big Game Range affects all resource land outside the Seaside UGB and a great deal of urban land within the Seaside UGB and City Limits. Both the UGB expansion site (Tax Lot 2102) and the eastern portion of the existing elementary school site (Tax Lot 900) are identified as “Primary Big Game Range” on Clatsop County GIS maps. The western portion of the elementary school site is identified as “Peripheral Big Game Range”.

When the land is included within the Seaside UGB and annexed to the City, the City will assume jurisdiction over this urban land. The Seaside Comprehensive Plan has no text or policies related to Big Game Habitat; the Seaside Zoning Ordinance does not reference or regulate Big Game Habitat. To address potential Goal 5 concerns, Winterbrook has prepared a brief analysis of the economic, social, environmental and energy (ESEE) consequences of allowing conflicting school uses fully on developable portions of the school campus site (i.e., on land that will be planned and zoned for Institutional Campus (IC) use.

Goal 5 ESEE Analysis for Big Game Habitat near Seaside

Figure 15 Major/Peripheral Big Game Range



As shown on Figure 15, Major and Peripheral Big Game Range (habitat) occupies upland areas east of the Seaside and Gearhart coastal plains. The entire school site (Tax Lots 900 and a portion of Tax Lot 2102) is mapped as either Peripheral or Major Big Game Range as shown on Figure 14. The proposed IC zone allows school buildings, parking areas and related development that conflict with Big Game Range habitat – by removing existing vegetation which provides forage and shelter for elk and deer.

The following Goal 5 ESEE Analysis focuses on the school property and considers the economic, social, environmental and energy consequences of three local regulatory options: (1) Full Protection of the Big Game Resource; (2) Limited Protection of the Big Game Resource; and (3) Allow the Conflicting School Use Fully. These local regulatory alternatives are considered below as the “Full Resource Protection”, “Limited Protection” and “Fully Allow Conflicting Use”.

Economic and Social Consequences

The **Full Resource Protection** option would fully protect existing deer and elk habitat and would provide some economic and social benefits in terms of attracting tourists to the area and providing open space near urban areas, which has social value. However, this option would prevent the school from removing vegetation and constructing new school facilities on the school campus site. Moving the school to higher, stable ground is necessary to provide school facilities that will survive a major earthquake and related tsunami flooding. As documented extensively in this report and supporting appendices, existing SSD schools and related facilities would be destroyed by a major earthquake/tsunami event. In addition to the lost economic and social (educational) value of these facilities, the earthquake and tsunami could result in

injury or death to District staff and students, which would have enormous adverse economic consequences. Rebuilding new school infrastructure and teaching capacity would be extremely expensive. Both short- and long-term medical and psychological costs could be extremely high. Because students' education would be indefinitely interrupted, long-term economic consequences in terms of future earning power could also result

The **Limited Resource Protection** option would allow construction of school buildings, parking areas and athletic fields on developable portions of the site, while retaining deer and elk habitat in designated wetland areas zoned A3 on Tax Lot 900 in fish-bearing stream corridors on Tax Lot 2012 that are not included within the UGB. Retaining open space and big game habitat in protected natural areas is consistent with the school's educational mission while allowing for the school campus to be relocated on stable, high ground outside the tsunami inundation zone. The presence of elk and deer herds on the school campus compromises school operations by grazing and defecating on school athletic fields and can threaten the safety of children if they become accustomed to human interaction. Therefore, the Limited Resource Protection option would not impede the ability of school officials to restrict elk and deer from school athletic fields, playgrounds and landscaped areas, thus limiting potential safety and operational issues identified above. Overall, the Limited Resource Protection option avoids the adverse economic consequences associated with the Full Resource Protection option while recognizing the economic value of retaining big game habitat in Clatsop County.

The **Fully Allow Conflicting Use** option would remove big game habitat from all of Tax Lots 900 and 2102. This option would be inconsistent with County policy to retain big game habitat in resource areas outside of UGBs and City policy to protect wetland habitat in the A3 zone. This option would reduce big game habitat on school property and the economic and social value that such habitat has for Clatsop County and the City of Seaside.

Environmental and Energy Consequences

There do not appear to be any significant energy consequences related to any of the regulatory options related to big game habitat on the two school parcels.

The **Full Resource Protection** option would protect all existing big game habitat on Tax Lots 900 and 2102. However, this represents a very small portion of big game habitat in Clatsop County, and from a county-wide perspective would have only marginally positive environmental consequences. The **Limited Resource Protection** option would reduce the loss of big game habitat by about one-third of these two tax lots – by retaining the A-3 wetland and the north and south stream corridors on the site. This program would have slightly negative environmental consequences when compared with the Full Resource Protection option, and

slightly positive environmental consequences compared with the **Fully Allow Conflicting Use** option (which could result in removal of big game habitat on both tax lots).

ESEE Conclusion

The **Full Resource Protection** option would prevent the school campus from locating and expanding on the two school properties, with enormous adverse social and economic consequences, and marginally adverse environmental consequences. In contrast, the **Limited Resource Protection** option allows the school campus to be constructed on buildable areas of the site, while retaining habitat in protected A-3 wetlands and stream corridors that remain outside the Seaside UGB. This option has extremely positive economic and social consequences, with minor adverse environmental consequences. The **Fully Allow Conflicting Use** option would unnecessarily remove resource / habitat protection from the A3 wetland on Tax Lot 900 and the north and south stream corridors on Tax Lot 2102, without corresponding social and economic benefits. For the above reasons, the Limited Resource Protection option is preferred.

4. Goal 6 (Air, Water and Land Resources Quality)

To maintain and improve the quality of the air, water and land resources of the state.

District Response: The proposed school campus poses no adverse air, land or water quality impacts. The Comprehensive Plan has policies that require coordination with DEQ to ensure that air, land and water resources are not degraded. No water resources are located on the proposed site.

5. Goal 7 (Areas Subject to Natural Disasters and Hazards)

To protect life and property from natural disasters and hazards.

District Response: Goal 7 provides the primary justification for moving three existing school and District administrative services to a consolidated school campus site on relatively flat and stable ground outside the tsunami inundation zone.

Most of the land within the Seaside UGB and nearby rural exception areas is located within the tsunami inundation zone (below the 80' elevation contour). As shown on Figure 5, almost all land outside the Seaside and Gearhart UGBs *and* the tsunami inundation zone is mapped as landslide hazard areas by DOGAMI.

In 2009, the District and Providence Hospital commissioned GeoDesign to identify the most promising site for potential hospital and school campus development on land owned by Weyerhaeuser outside the tsunami inundation zone. In 2012, GeoDesign evaluated the

proposed UGB expansion area and determined that it can be safely developed the proposed school campus use, consistent with recommendations found in its 2012 report. (Appendix E)

For these reasons, the proposed UGB expansion area can be developed safely consistent with Goal 7, Natural Hazards.

6. Goal 8 (Recreational 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.”

District Response: Seaside has served as a major tourist destination and outdoor recreational center for over 100 years. The District proposes to move most of its athletic facilities and fields to the new school campus site. Since these facilities are occasionally used by the broader community and visitors, the proposal will help meet the recreational needs of citizens of the state and visitors to Oregon’s northern coast.

7. Goal 9 (Economy of the State)

To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon’s citizens.

District Response: The proposed use will provide positive economic impacts on the community, both in terms of construction jobs during development, and provision of part- and full-time employment year round.

8. Goal 10 (Housing)

To provide for the housing needs of citizens of the state.

District Response: The proposed use is not intended to meet housing needs, and provision of a site outside the existing UGB will not adversely impact the buildable land supply. Therefore, the proposal complies with Goal 10.

9. Goal 11 (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.

District Response: Appendix H (the TIS) and findings address the orderly and efficient arrangement of sanitary sewer, water and storm drainage facilities to serve the suitable portion of Tax Lot 2102 proposed for inclusion within the Seaside UGB.

Sanitary Sewer and Water Service

Seaside Heights Elementary School is served by City sanitary sewer and water lines that can be extended to serve the new school campus. There is an existing 8" gravity sanitary line in Spruce Drive that connects to a 12" gravity line in Wahanna Road that feeds an existing pump station. The pump station for the sanitary basin containing the Seaside Heights site, Providence Seaside Hospital and the adjacent residential neighborhoods to the north and south is located on the west side of Wahanna Road immediately across from the access road to the hospital. The existing sewage lift station at the school must be upgraded to accommodate the new school buildings.

Existing development in the area is served by an existing 10" cast iron municipal water line in Spruce Drive and a 12" water line in Wahanna Road. Potable water is pumped to the site from booster stations that serve the school and adjacent residential subdivisions. Booster pumps will need to be upgraded to serve new school development.

The 2005 Water Master Plan shows a 2MG water reservoir at approximately 360' elevation to serve the Sunset Hills and Stillwater areas within the existing UGB. The SSD will coordinate further with the City regarding other potential locations for the reservoir that may be within the District's control. Figure 2 shows a potential location for the reservoir at the eastern end of the school property.

Stormwater Management

On-site stormwater management will occur in conformance with state regulations. The City of Seaside does not have formal requirements for storm water treatment or detention for new development. Seaside's ocean-side location makes stormwater detention of less concern. Although there are no city water quality requirements for storm water discharge from newly developed sites, stormwater runoff from the site will go into fish-bearing streams and wetlands through residential neighborhoods below. Therefore, a reasonable measure of on-site storm water quality treatment facilities would be prudent for the new development. For the same reason surrounding storm discharge to sensitive drainages, a robust erosion control plan and a 1200C permit will be needed to prevent any sediment runoff during construction.

10. Goal 12 (Transportation)

To provide and encourage a safe, convenient and economic transportation system.

District Response: Appendix H provides a transportation impact study for the proposed use. As demonstrated by that study:

- Under Year 2036 mitigated conditions, each of the study intersections are projected to operate within the performance standards as stated in the City of Seaside's Transportation System Plan.

- A detailed examination of crash data at the study intersections shows no significant safety hazards or trends that are indicative of design deficiencies. Intersections with crash rates that exceed the Oregon Department of Transportation's average and 90th-percentile rates are anticipated to undergo improvements detailed in the City's Transportation System Plan that will increase safety for all users.
- Traffic signal warrants were examined for each of the unsignalized study area intersections. Traffic signal warrants are not projected to be met for any of the study intersections through year 2036, regardless of trips from the proposed Seaside school campus.
- The UGB amendment and annexation of the proposed area and the relocation of the school campuses will not significantly affect the existing or planned transportation facilities as defined under Oregon's Transportation Planning Rule.
- However, a westbound right-turn lane should be provided at Spruce Drive's intersection with Wahanna Road to maintain adequate service levels.

11. **Goal 13 (Energy Conservation)**

To conserve energy.

District Response: As explained under Goal 14, Location Factor 3 (ESEE energy consequences), the proposed school campus' central location -- adjacent to an existing school and served by a collector street -- facilitates multi-modal access for students, teachers, families and administrative staff to and from the school campus. Thus, the proposed UGB expansion area location minimizes travel distance and reduces reliance on single-occupancy vehicles for students, staff and families who will use the facility, which in turn conserves energy.

IV. Compliance with City and County Zoning Ordinance Requirements and Comprehensive Plan Policies

A. Compliance with Applicable Seaside Zoning Ordinance Requirements

Section 2.060 ZONING OF ANNEXED AREAS:

Areas annexed to the city shall be included within the boundaries of zones established in this ordinance. The Planning Commission shall by resolution determine the appropriate zoning as indicated by the adopted comprehensive plan of the city.

Section 10.040 FORM OF PETITIONS AND APPLICATIONS AND APPEALS

All petitions, applications and appeals provided for in this Ordinance shall be made on forms prescribed by the City. Applications shall be accompanied by plans and specifications, drawn to scale, showing the actual shape and dimensions of the lot to be built upon, the sizes and locations on the lot of the buildings and other structures, existing and proposed, the existing and intended use of each building, structure, and/or part thereof, the number of families, if any, to be accommodated thereon, and such other information as is needed to determine conformance with this Ordinance.

District Response: A City of Seaside, Planning Department Land Use Application Form is included in this application package. This narrative and Appendices A-I provide the plans, maps and information needed to determine conformance with City, County, and State requirements.

If proposed development requires more than one application for a permit or zone change request, the applicant shall apply for all necessary applications at the same time. The reviewing body shall consolidate its review of all necessary applications. This consolidated application procedure shall be subject to the requirements of Section 10.080, Final Application for Permit or Zone Change Request.

District Response: As stated in the cover page of this narrative, the Seaside School District requests City of Seaside and Clatsop County approval of a consolidated land use application to:

1. Amend the **Seaside Comprehensive Plan** to:
 - a. Expand the Urban Growth Boundary (UGB) by about 49 acres to provide a suitable site for the proposed District campus;
 - b. Change the Comp Plan designation of the UGB expansion area from Clatsop County Conservation Forest Lands (F-80) to City Institutional Campus;
 - c. Adopt new policies and text to support the proposed Comp Plan map changes.
2. Amend the **Seaside Zoning Ordinance** to:
 - a. Adopt a new Institutional Campus (I-C) plan designation and zoning district;
 - b. Amend Article 6 (Conditional Use) and other sections of the Zoning Ordinance to recognize and to ensure consistency with the new I-C zone.

3. **Annex** the 49-acre UGB Expansion Area to the City of Seaside.
4. **Rezone** the developable portion of the District site (approximately 90 acres) from County Forest-80 (49 acres) *and* Seaside Low Density Residential R-1 (approximately 40 acres) to Institutional Campus (I-C).

Section 10.080 FINAL ACTION ON APPLICATION FOR PERMIT OR ZONE CHANGE REQUEST

The following section shall apply to all applications for permits or zone change requests, except those which involve an amendment to the comprehensive plan or zoning ordinance, or the adoption of a new land use regulation.

1. *The city shall take final action on an application for a permit or zone change request, including resolution of all local appeals, within 120 days from the date the application is deemed complete. This 120-day period may be extended for a reasonable period of time at the request of the applicant. If the applicant chooses to request a continuance during the decision process, or during an appeal, they shall agree in writing to waive the right to completion of the decision or appeal process within the 120 days prescribed above.*

District Response: This application includes both Comprehensive Plan and Zoning Ordinance amendments, and therefore is not subject to the 120-day rule. The District respectfully requests timely review of the proposal. If this amendment package is approved, the District will apply for institutional master plan (under new I-C zoning standards) approval shortly thereafter.

2. If an application for a permit or zone change is incomplete, the city shall notify the applicant of the additional information required within 30 days of the receipt of the application. The applicant shall be given an opportunity to submit the additional information. The application shall be deemed complete upon receipt of the additional information required. Refusal by the applicant to submit the required additional information shall deem the application complete on the 31st day after the governing body first received the application.

3. All documents or evidence provided by the applicant shall be submitted to the city and be made available to the public at the time the notice of public hearing required by Section 10.061 is provided.

4. If the application was complete when first submitted, or the applicant submits the requested additional information within 180 days of the date the application was first submitted, the city's approval or denial of the application shall be based upon the standards and criteria that were applicable at the time the application was first submitted.

District Response: Winterbrook will work diligently with the planning director to address any incomplete items in a timely manner.

Section 9.010 AUTHORIZATION TO INITIATE AMENDMENTS

An amendment to the text of this Ordinance or to a Zoning Map may be initiated by the City Council, the Planning Commission, or by application of a property owner. The request by a property owner for an amendment shall be accomplished by filing an application with the City Planner using forms prescribed pursuant to Section 10.040.

District Response: Seaside School District #10 is the property owner seeking approval of the proposed plan and code amendment package.

Section 9.020 PUBLIC HEARINGS ON AMENDMENTS

The Planning Commission shall conduct a public hearing on the proposed amendment its earliest practicable meeting after the amendment is proposed and shall within forty (40) days after the hearing, recommend to the City Council approval, disapproval, or modified approval of the proposed amendment. After receiving the recommendation of the Planning Commission, the City Council may hold a public hearing on the proposed amendment.

District Response: Pursuant to the City of Seaside – Clatsop County UGMA, once the City Council has taken action on the proposed Comp Plan text and map amendments, the matter will be referred to the Clatsop County Planning Commission for its recommendation, which will then be presented to the Board of County Commissioners.

B. Compliance with Seaside Comprehensive Plan Goals and Policies

1.1 CITIZEN INVOLVEMENT POLICIES

Citizens, including residents and property owners, shall have the opportunity to be involved in all phases of the planning efforts of the city, including collection of data and the development of policies.

District Response: The proposed plan amendments do not alter Seaside’s acknowledged Citizen Involvement Program. Consequently, compliance with Goal 1 is established through compliance with Seaside’s acknowledged Citizen Involvement Program. The City and County will provide notice of the required public hearings to review this matter.

1.2 COORDINATION

Local, state and federal agencies and jurisdictions shall be given the opportunity to participate in the city’s planning process and to coordinate their plans with the city.

District Response: Seaside School District’s decades-long coordination with local and state agencies and jurisdictions is extensively documented in Section II of this Narrative. Ongoing

participation and coordination with all relevant agencies and jurisdictions is anticipated and welcome throughout this application process.

1.3 COMPREHENSIVE PLAN/ZONING MAP

The Seaside Comprehensive Plan and Zoning Map shall be the official land use map for the city, and shall be included in the plan and zoning ordinance and kept on file at Seaside City Hall.

District Response: Seaside appears to have a single Comp Plan / Zoning map. This map, hosted and maintained by Clatsop County, can be viewed online by following this link:
<http://maps.co.clatsop.or.us/applications/index.html>

Winterbrook relied on the online version of the Seaside Zoning Map to prepare this application.

6.1 COMMUNITY FACILITIES POLICIES

2. The City of Seaside will cooperate to the fullest extent with the Seaside School District to assure adequate sites for new schools that may be needed in the future, or for expansion of existing facilities to meet future education requirements.

District Response: As documented in Sections I and II of this narrative, the City of Seaside has cooperated with the District in its efforts to identify suitable sites for school relocation. In 2010, the City Council adopted Ordinance 2010-03, which added Section 14.10 related to school siting criteria to the Seaside Comprehensive Plan. Planning and Public Works staff at the City have been very helpful in answering the District's questions regarding this application.

7.1.1 WATER SYSTEM POLICIES

1. The City of Seaside will comply with applicable state and federal environmental quality statutes, rules and standards related to water supply and distribution, sewage collection and treatment, storm drainage and solid waste disposal.

District Response: Findings under Goal 11 (Public Facilities) in Section III of this application include information regarding the size and location of existing sanitary sewer, water and storm drainage facilities that are capable of serving the proposed school campus. The 2005 Water Master Plan calls for a new high-level water reservoir to serve existing development in the East Hills and the proposed school campus. The Preliminary Concept Plan (Figure 2) shows a potential location for this reservoir at the east end of the UGB expansion area.

7.2.1 SEWER SYSTEM POLICIES

1. Sewer services will be extended to unserved areas only if they are within the city limits. All subdivisions and partitions within the city limits shall be connected to the sewer system when available and subject to capacity limitations.

District Response: Seaside Heights Elementary School is already served by public sewer service. The existing sewer pump station serving the hospital and elementary school must be replaced to provide adequate sanitary sewer service.

2. Sewer lines in proposed developments shall be adequately sized to meet future needs of the development and shall be designed so as to minimize excavation of the road surface in future connections.

District Response: Findings under Goal 11 (Public Facilities) in Section III of this application include information regarding the size and location of sanitary sewer lines and the pump station that are necessary to serve the proposed UGB expansion / annexation area.

7.3.1 STREET SYSTEM POLICIES

2. The city shall coordinate the installation of utilities such as electrical, telephone, water, and sewer lines with road building operations.

3. In new subdivisions and large scale developments, utility lines shall be required to be placed underground unless soils, topography, or other conditions make underground installation unreasonable or impractical. Appurtenances and associated equipment such as surface mounted transformers, pedestal mounted terminal boxes, and meter cabinets may be placed above ground.

District Response: Detailed utility coordination will occur prior to the submission of the conditional use / institutional development plan. Findings under Goal 11 (Public Facilities) in Section III of this application include information relating to size and location of sewer, water and storm drainage facilities necessary to serve the proposed UGB expansion and annexation area.

4. The city shall require new subdivisions and large developments to consider:

a. The slope of the street in relation to the storm water capacity of gutters or ditches;

b. The effected streets will have on storm water drainage;

c. The location and sizing of the street culverts, which may be designed to create temporary water storage areas;

d. The location of streets in relation to natural streams, ponds, or drainage channels.

5. Adequate storm drainage shall be provided in all street improvement projects, both public and private. The City Public Works Director or a Registered Engineer shall specify the appropriate placement and sizing of all drainage facilities on both public and private projects.

District Response: This application is for the UGB expansion, annexation, and zone change, and therefore addresses general feasibility of providing urban services to the UGB expansion area

and system impacts. Specific details related to development of the site consistent with these standards will be addressed and reviewed when the District submits a conditional use / master plan application for development of the site.

At City staff's request, the District considered the possibility of providing an alternative access from Wahanna Road, via the hospital, to the proposed school campus as suggested in a preliminary draft of the Seaside Urban Renewal Plan (April 2017).¹³

Policy 4.d calls for large developments (the school campus qualifies) to consider the "location of streets in relation to natural streams, ponds or drainage channels." A new street from the hospital to the Seaside Heights Elementary would need to cross China Creek, a fish-bearing stream that separates the hospital from the school (and planned school campus). A large wetland (most of which is zoned A3) formed at the confluence of China and Coho Creeks would also be impacted by a road crossing. State and federal fill and removal permits to construct this road would be required from DSL and USACE. Both agencies require a showing of why stream and wetland impacts cannot be avoided. However, in this case, such impacts *can* be avoided simply by relying on Spruce Drive for access to the school site, consistent with the Seaside TSP and Section 10.4 of the Seaside Comprehensive Plan. As noted above, a second road access to the school site is not identified on the Seaside TSP and the environmental consequences of crossing the stream and associated wetland have not been evaluated.

The District recently completed a very expensive open culvert to mitigate impacts from crossing Coho Creek – which *was required* to serve the school site from Spruce Drive. It would be extremely difficult to demonstrate the need for a second, highly impactful stream crossing, especially when emergency access is available from the east. For these reasons, it is highly impractical to construct a second public street access from the hospital to the school.

8.0 TRANSPORTATION

The major part of the transportation plan is the street and highway system. The city's street system is illustrated on the Transportation Element Map and includes the following classifications:

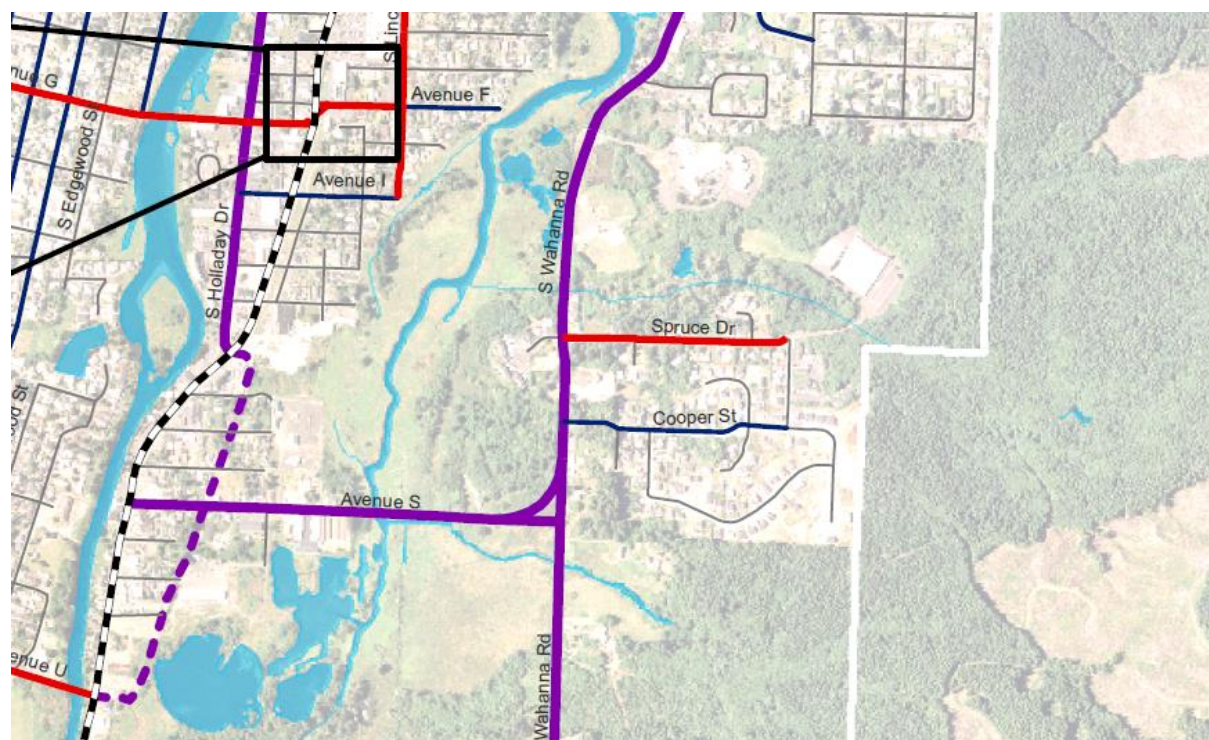
- 1. Arterial Streets - carry most of the traffic through or into the city, provide access to the most intensive portion of the city, such as downtown, and have the largest right-of-ways.*
- 2. Collectors - distribute traffic from arterial streets onto residential or local streets and have a lesser right-of-way width than arterial streets.*

¹³ The Seaside TSP shows a shared bike/pedestrian path connecting the hospital with the school – but does not show a future street in this area.

3. *Local Streets* - give direct access to abutting properties. They are not intended to provide through traffic movement as do collector or arterial streets. They should be designed to serve low traffic volumes.

District Response: The proposed UGB expansion area is served by Spruce Drive, which connects with Wahanna Road. As shown on Figure 16, Spruce Drive (red) is classified as a Major Collector in the 2010 City of Seaside Transportation Systems Plan (TSP) and Wahanna Road is classified as a Minor Arterial.

Figure 16 Clip from Seaside TSP - Figure 3.2 Street Functional Classifications



Spruce Drive was improved to City standards when it was originally constructed (with a few gaps the sidewalks on either side of the street) from Wahanna Road to Spruce Loop (the private road that serves Seaside Heights Elementary School).¹⁴ Spruce Drive is the only access to Seaside Heights Elementary School (and to the future school campus) shown on the Seaside TSP. In addition, the Seaside Comprehensive Plan (Section 14.10) identifies the need for “a public street” (not streets) to serve UGB expansions for schools and hospitals.

¹⁴ Most of Spruce Drive was constructed prior to adoption of the Seaside TSP in 2010 and presumably met City standards when constructed. Spruce Drive has two travel lanes, parking on both sides of the street, and 5' sidewalks on both sides of the street (with several sidewalk gaps). The Seaside TSP (Table 3.1) indicates the minimum and maximum Major Collector Street cross-sections, which range from 36-80'. A minimum of two 12' travel lanes are required with “sharrows” (vehicle lanes with bicycle marks) and 6' sidewalks is required. The sidewalk serving the church at the corner of Wahanna and Spruce appears to be 6' in width.

8.1 TRANSPORTATION POLICIES

2. The Planning Commission will review all proposed development on or adjacent to U.S. 101 to consider impacts of the development on the traffic carrying capacity and safety of U.S. 101.

District Response: The school site (Tax Lots 900 and part of 2102) is not “on or adjacent to U.S. 101.” However, Appendix H to this application includes a Traffic Impact Study (TIS) that evaluates the impact of the proposed UGB expansion, annexation, and future development on US 101. The TIS concluded that the proposed UGB amendment will not degrade the performance of any existing or planned transportation facility.

3. The City of Seaside and the State Highway Division shall cooperate to reduce traffic congestion along U.S. 101, through: a. Limitation of approach permits; b. The requirement that new uses access onto side streets wherever possible; and c. Widening or relocation of street right-of-ways, particularly in the south part of the city.

District Response: No new approach permits to US 101 are proposed. The school campus site will be accessed from a private road, served by Spruce Drive – and will not access directly on to Highway 101. Widening and/or relocation of street rights-of-way in this area would not reduce traffic congestion along Highway 101. As shown in Appendix H, the proposed UGB expansion and annexation is consistent with the TSP.

9. Energy conservation shall be achieved in Seaside by keeping future development within the Urban Growth Boundary in order to keep travel distance reasonable.

District Response: The proposed UGB expansion is located near the center of Seaside’s elongated urban growth area, expanding to the east near the hospital rather than to the north or south. This centralized location keeps travel distances reasonable while still providing an essential safe location for local school children.

9.2 OPEN SPACE POLICIES

1. The city of Seaside will cooperate with governmental agencies and special districts to protect identified, existing, or potential regulated open spaces such as publicly-owned lands, parks, cultural resources, and trails.

District Response: School campus development will avoid the large wetland (zoned A3) on Tax Lot 900. The proposed UGB will avoid the two fish-bearing streams that define the north and south boundary of Tax Lot 2102 – the UGB expansion area.

2. Development shall be discouraged or prohibited from designated open space through the use of farm use zoning, flood plain zoning, outright acquisition, or acquisition of development rights, and implementation of estuary policies.

- 3. Development will be carefully controlled in areas of important natural wildlife habitat, flood plains, steep slopes, historic sites, and areas of other unique features, including the Seaside midden.*
- 4. The use of open space shall be limited to outdoor activities such as hiking or bicycle paths, outdoor recreation, grazing, small farming or garden plots, and simply unused conservation areas.*
- 5. All proposed development adjacent to designated open space shall be evaluated for the probable impact of the development on the open space.*

District Response: School campus development will avoid the large wetland (zoned A3) on Tax Lot 900. The proposed UGB will avoid the two fish-bearing streams that define the north and south boundary of Tax Lot 2102 – the UGB expansion area. The UGB expansion area is located 100’ from the centerlines of Coho and China Creeks (both of which are identified by ODFW as fish-bearing streams).

9.3 FISH AND WILDLIFE POLICIES

- 1. Seaside will cooperate with governmental agencies to conserve and protect identified fish and wildlife habitat.*

District Response: Appendix I includes wetland and water resources delineations and findings. As shown on Figure 1, the proposed UGB expansion excludes areas within 100’ of the centerlines of fish-bearing streams on Tax Lot 2102. As discussed in Appendix I, there are two essential salmonid habitat areas within the UGB expansion area. Seaside School District is committed to working closely with the Department of State Lands and the US Army Corps of Engineers to mitigate for impacts to intermittent drainages on this site, in accordance with state and federal law.

11.0 FLOOD AND EROSION POLICIES

- 3. Setbacks shall be required in implementing ordinances for all Estuarine and Freshwater areas to reduce flood or erosion hazards, and to protect riparian vegetation, and wildlife habitat. Within the buffer, no structures or uses which would be subject to erosion shall be allowed.*

District Response: In order to protect stream and riparian resources, the UGB expansion avoids areas within 100’ of the centerlines of fish-bearing streams. No school development is proposed on the A3 wetland. As discussed under Policy 9.3 above, development of the site will involve close coordination with federal and state agencies resource to protect water resources and habitat.

11.1 GEOLOGIC HAZARDS POLICIES

1. An HMP performed by a Certified Engineering Geologist registered in the State of Oregon or a registered Civil Engineer, registered in the State of Oregon, specializing in the area of Geotechnical Engineering, shall be prerequisite for development in the following areas:

a. Sites that are composed of areas with slopes of 15% or greater, sites that are situated adjacent to slopes of 15% or greater, or other sites as determined by the City Council, Planning Commission or Planning Director.

2. Development requirements for the areas listed above specifically, and the city generally are:

a. Cut and fill methods of leveling lots shall be discouraged. Structures should be planned to preserve natural slopes as much as possible.

b. Access roads and driveways shall follow the slope contour whenever possible to reduce the need for grading and filling.

c. Removal of vegetation shall occur only for those areas to be improved by the proposed development.

d. No development shall be allowed to block stream drainage ways in any area or to increase the water level on adjacent property.

1. Construction may take place in the above listed areas only where the HMP indicates that safeguards can be developed which are adequate to protect life and property. Siting and construction shall be in conformance with the HMP. The Building Official may require an architect's or engineer's stamp on the building plans in addition to a geotechnical report.

District Response: Appendix E includes geotechnical analyses of the site, performed by Certified Engineering Geologists and Civil Engineers. Development of the site will be required to be consistent with the recommendations of Appendix E.

14.1 URBAN GROWTH POLICIES

1. City/County Planning Authority:

After agreement by Clatsop County on the Urban Growth Boundary location, policies and findings presented in this plan:

a. Seaside's Zoning Ordinance and Subdivision regulations will apply to unincorporated areas within the Urban Growth Boundary and will be administered by Clatsop County.

b. Clatsop County shall retain responsibility for land use decisions in these areas until they are annexed.

c. For the purpose of controlling development before annexation occurs, the city and county agree to designate these areas as areas of joint cooperation for reaching decisions on rezoning property,

approving Subdivision, allowing large scale developments which must be reviewed by the county Planning Commission, making Comprehensive Plan amendments, and carrying out other major planning actions.

d. Changes of the Urban Growth Boundary should be a mutual process between the city and county. Major revisions in the boundary should be considered every five years as a part of a major review process. Minor changes should be considered no more than once a year, preferably as part of the annual plan update process. Adequate findings of fact must be adopted by both the city and county as part of the process.

District Response: Consistent with these policies, the proposal is to amend the UGB, annex, and rezone the subject site. The proposed UGB amendment must also be evaluated and approved by Clatsop County prior to taking effect.

2. Notification of Proposed Actions:

It shall be the responsibility of the jurisdiction initiating a major planning action involving an unincorporated portion of the Urban Growth Boundary to notify and involve the other jurisdiction. The following procedures will be used to assure timely response to proposed actions:

a. Either jurisdiction initiating the proposed action shall notify the other in writing of the proposed within five (5) working days of its initiation.

b. Reply shall be made within fifteen (15) working days after receipt of the proposed action.

c. If additional time for response is requested, it will be considered upon written notification.

District Response: Winterbrook contacted Clatsop County planning staff regarding this proposal twice before the application was formally submitted. The city of Seaside is required to notify Clatsop County of this proposed plan amendment proposal pursuant to the Seaside – Clatsop County Urban Growth Management Agreement (UGMA). Winterbrook provided a courtesy copy of the application narrative to Community Development Director Heather Hansen when the application package was submitted to the City of Seaside Planning Department.

3. Rural/Urban Conversion:

Areas within the Urban Growth Boundary shall be considered available over time for urban uses. Conversion of undeveloped land to urban uses will be based in part on consideration of:

a. Orderly and economic provisions for public facilities and services;

District Response: Findings under Goal 11 (Public Facilities) in Section III of this application provide public facilities analyses demonstrating that the proposed UGB amendment and annexation area can be efficiently served with public facilities.

b. Availability of sufficient land for various uses to insure choices in the market place; and

District Response: Public schools are not a market-driven land use, nor is the expansion based on market choice, so this policy is not relevant.

c. Encouragement of new urban uses near previously developed areas before conversion of vacant land in isolated locations.

District Response: The proposed UGB expansion and annexation site is adjacent to an existing school and hospital site, consistent with this policy.

4. Public Facilities and Services:

City water and sewer service will be extended only if:

a. The costs of providing these services to the area have been studied and estimated in a reasonable manner, and;

b. The city water and sewer plants have adequate capacity to begin serving the area within a reasonable time.

District Response: Seaside's 2005 Water Master Plan includes cost estimates for water facilities necessary to serve the East Hills area, including a new water reservoir and pump stations. The City is in working on a new Sewer Master Plan that includes cost estimates for replacement of the sewer pump station located near the hospital. The District is working with the City to determine water and sewer demand for the new school campus, with the understanding that the District will pay its proportional share of the costs for these improvements. Findings under Goal 11 (Public Facilities) in Section III of this application address public facility requirements for servicing the site.

All city public facilities and services not already provided to an area may become available after annexation takes place. Property owners affected will be required to pay for the cost of water and sewer extensions.

District Response: Seaside School District is prepared to pay for the cost of extending public facilities to the proposed UGB expansion and annexation site.

The public facilities' planning is the responsibility of the City of Seaside.

District Response: Analysis of water and sewer facilities in findings under Goal 11 (Public Facilities) in Section III of this application was coordinated with City of Seaside Public Works.

5. Transportation:

Increased use of county roads is a concern to both city and county. Before final city approval is given to a development affecting county roads, the city, the county, the developer, and the State

Highway Division where applicable, should arrive at a mutually satisfactory method of upgrading the roads and paying for the costs of the improvement for streets, roads, and intersections affected by the development. The number of commercial use access points to US Highway 101 will be minimized, wherever possible, through the use of common driveways, frontage roads, or other techniques.

District Response: The Transportation Impact Study for this proposal is included in Appendix H. As indicated in the TIS:

“With mitigation outlined in the City of Seaside’s Transportation System Plan as well as the construction of a westbound right-turn lane at the intersection of Wahanna Road at Spruce Drive and staggered start times for the school campuses, each of the study intersections are projected to operate within the performance standards as stated in the City of Seaside’s Transportation System Plan.”

No new commercial access points to US Highway 101 are included in this proposal.

9. Additional Urban Growth Areas:

The following factors will be considered before changes are made in the Urban Growth Boundary:

- a. The demonstrated need to accommodate long range urban population growth requirements;*
- b. The need for housing, employment opportunities, and livability;*

District Response: These provisions are derived from Statewide Planning Goal 14. Please see the District’s response Goal 14 need factors in Section II of this narrative.

- c. The importance of an orderly and economic provision for public facilities and services;*

District Response: Please see findings under Goal 11 (Public Facilities) in Section III of this narrative, which demonstrates that public facilities and service can be extended to serve the school campus site in an orderly and efficient manner.

- d. The desirability for maximum efficiency of land uses within and on the fringe of the existing urban area; and*
- e. The environmental, energy, economic, and social consequences;*
- f. Retention of agricultural land as defined, with Class I being the highest priority for retention and Class VI the lowest priority; and*
- g. Compatibility of the proposed urban uses with nearby agricultural activities.*

District Response: These provisions are derived from Statewide Planning Goal 14. However, since the proposed UGB expansion site is located on forest (not agricultural) land, we have

adapted our response to this fact. Please see the District's response to the Goal 14 need factors in Section III of this narrative.

10. Criteria for Expansion of City of Seaside Urban Growth Boundary for Certain Uses

Pursuant to OAR 660-024-0060(5), criteria contained in this section shall be used by the city when considering an Urban Growth Boundary expansion to accommodate Seaside School District and Providence Hospital facilities. Pursuant to the above-referenced administrative rule, the City need not consider other sites that do not meet the characteristics listed below.

- a. **Adjacent to Existing City Limits.** The site shall be adjacent to the existing city limits or capable of being made adjacent to the existing city limits.*
- b. **Size.** The developable area of the site shall be sufficient for the proposed school and hospital use. The developable acreage cannot be loosely assembled or dispersed; rather, it shall allow for a reasonably consolidated development site.*
- c. **Topography.** The developable portion of the site shall be predominantly composed of slopes not greater than 15%.*
- d. **Access.** The site shall be accessed by at least one (1) public street and at least one (1) emergency access point, either public or private.*
- e. **Soils.** The developable area of the site shall predominantly consist of soils and underlying geological conditions suitable for constructing a hospital or public school.*
- f. **Tsunami Inundation Zone.** The developable portion of the site shall be predominantly located above the 80-foot contour line estimated to be reasonably safe from the run-up elevation of a tsunami generated by a major Cascadia Subduction Zone earthquake.*
- g. **Utilities.** The site shall be either currently served by public and private utilities or shall be capable of being served by public and private utilities.*

District Response: As noted in our response to these school siting criteria in Section III of this narrative, the proposed UGB expansion area uniquely meets these seven criteria.

15.0 IMPLEMENTATION

For the Comprehensive Plan to be an effective long-range guide for the future development of the community, implementation measures are a necessity. This entails utilization of legal tools for land use control and development of capital improvement programs for public improvements and facilities.

15.1 LAND USE CONTROLS

Traditionally, the two most important tools for land use control have been zoning and Subdivision regulations. Of these, zoning has usually been the most widely used device to carry out the plan.

The basis of zoning is the Comprehensive Plan and, in this case in particular, the land use plan element. Where the Comprehensive Plan delineates in a generalized manner land use for the future, the Zoning Ordinance governs existing land use in a specific manner. The Zoning Ordinance essentially insures that the community, at any point in time, has adequate space of various land uses that these uses are properly situated in relation to one another, and that appropriate development densities are maintained. In this manner, the community can direct growth to occur in appropriate places where public services can be economically provided.

Review of the Zoning Ordinance should occur on a periodic basis to insure that it keeps pace with changes in the community or with changes in the Comprehensive Plan.

District Response: The application recognizing the relationship between the Comprehensive Plan and the Zoning Ordinance described above by requesting amendments to both documents. A new Institutional Campus (I-C) designation is proposed allow address the need for a new school campus above the tsunami inundation zone while addressing potential transportation and environmental impacts that could result from school campus development.

15.3 REVISING THE PLAN:

The long term nature of the Comprehensive Plan requires decisions to be made based upon economic and population projections. As time progresses, these projections must be continually compared with existing conditions, and if a wide discrepancy occurs, the Comprehensive Plan should be updated to reflect these changes. Otherwise, the Comprehensive Plan will not realistically meet the needs of the community.

District Response: Please see Section II for extensive documentation of need for the proposed UGB expansion and annexation.

15.4 IMPLEMENTATION AND PROCEDURAL POLICIES

- 1. The City of Seaside, working under the Citizen Involvement Program, shall actively pursue the goals of the Seaside Comprehensive Plan and adhere to its policies in doing so.*
- 2. Review of the Comprehensive Plan shall occur at a minimum of every two years to assess changing conditions and needs.*
- 3. No more than seven years after the adoption of the Comprehensive Plan, a major review process shall be undertaken. Major revisions affect an area of more than one property or wide-ranging policy. They shall be carefully considered and instituted infrequently, generally not more often than every two years. Minor plan changes affecting smaller areas or specific properties should also be carefully considered.*
- 4. Any revision shall be based on examination of development trends, population growth, and effectiveness of policy statement since the adoption or previous revision date.*
- 5. Changes to the Comprehensive Plan shall be based on adequate finding of public need and factual information.*

6. 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.

District Response: This application narrative includes relevant plan policies in Section IV, presents facts demonstrating consistency with applicable review criteria, and explains the need for the proposed changes in Sections I-III.

7. As with the preparation of the Comprehensive Plan, other jurisdictions and agencies shall be involved in the process of revision or updating.

8. Major and minor revision of the Comprehensive Plan shall occur only after public hearings by both the Planning Commission and the City Council.

9. Property owners within 100 feet of an area subject to change shall be notified by first class mail of proposed changes as in specified by the Seaside Zoning Ordinance under notification procedures.

10. Public hearings shall be conducted in accordance with procedures outlined under Article 11 of the Seaside Zoning Ordinance.

District Response: Seaside School District has and expects to continue to work with affected local, state, and federal agencies and jurisdictions throughout this process. The District supports City compliance with procedural requirements of the Comprehensive Plan.

11. All city ordinances, policies and actions affecting land use shall be consistent with the plan. Where there is a conflict between the plan and ordinances or actions, the Comprehensive Plan prevails.

District Response: The proposed amendments to the Seaside Comprehensive Plan set the stage for the proposed Institutional Campus (I-C) zone to ensure that there are no conflicts between the Comprehensive Plan and implementing zoning regulations.

12. Zone changes shall be consistent with the Comprehensive Plan.

District Response: Proposed zone and plan text changes are included in Appendix A. These proposed changes ensure internal consistency with the overall proposal. Section IV of this application narrative includes findings relating to relevant Comprehensive Plan policies.

C. Compliance with Clatsop County Comprehensive Plan Goals and Policies

1. Applicable Clatsop County Comprehensive Plan Policies

Fish and Wildlife Areas and Habitats

1. To ensure that future development does not unduly conflict with Major Big Game Range, the County shall:

a. designate the majority of its timberlands F-80;

b. require that review and conditional uses in the F-38 and AF-20 zone be allowed only if they are found to be consistent with the maintenance of big game range;

c. require that review and conditional uses in the F-38 and AF-20 zone be subject to clustering and siting criteria;

d. submit proposed review and conditional use applications to the Oregon Department of Fish and Wildlife for their comments on consistency with Major Big Game habitat and recommendations on appropriate siting criteria to minimize any conflicts; and

e. submit all proposed Plan and zone changes of land zoned F-80, F-38, and AF-20 to a more intensive use zone to the Oregon Department of Fish and Wildlife for a determination of possible conflicts with big game habitat requirements. If the Department identified conflicts, the County will consider recommendations for resolving these conflicts.

District Response: Figure 17 shows the County's Major and Peripheral Big Game Habitat map. Most of the City land area is designated as big game range. The one site within 0.5 miles of the Seaside UGB with at least 28 acres outside both the Tsunami Inundation Zone and Landslide Hazard Areas (i.e. the proposed expansion site as discussed in Section III) is within Major Big Game Range. The Goal 5 ESEE Analysis in Section III of this narrative explains how the proposed "limited protection program" protects fish-bearing stream corridors and wetlands on Tax Lots 900 and 2102, thus mitigating the impacts of school campus development on Major and Peripheral Big Game Range. The District is committed to working with ODFW to address impacts to fish and big game habitat resulting from developing a safe school site.

2. To ensure that future development does not unduly conflict with Peripheral Big Game Range, the County shall:

a. require that review and conditional uses in the AF-20 zone be allowed only if they are found to be consistent with the maintenance of big game range;

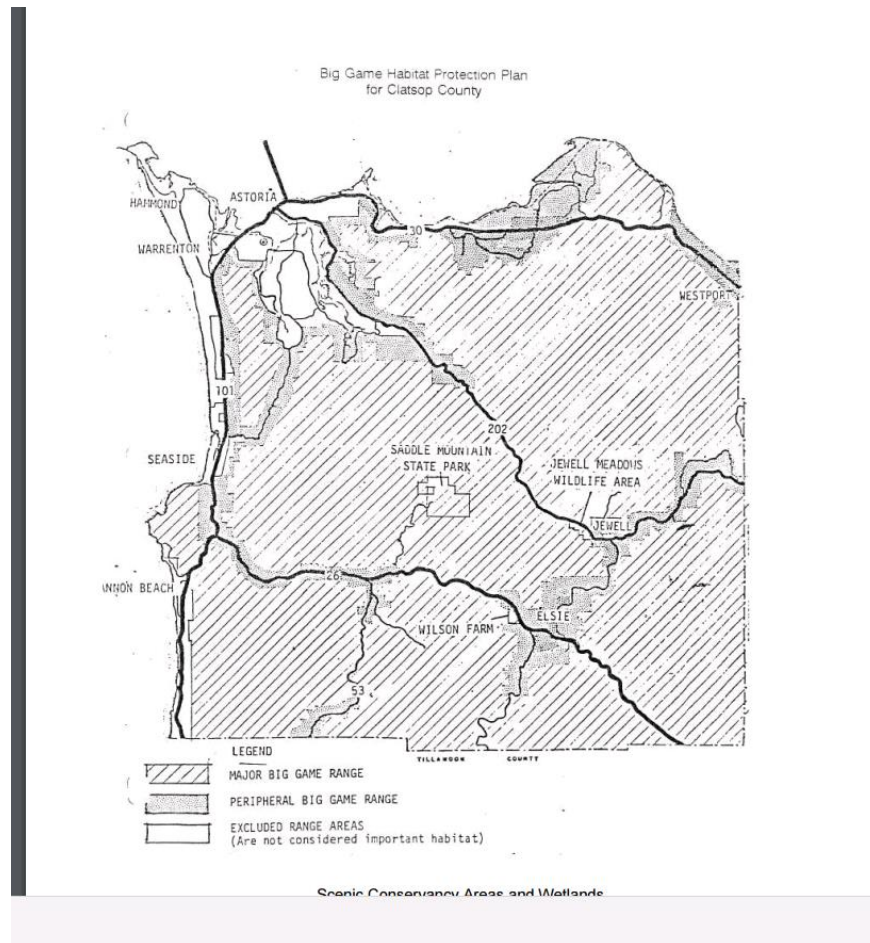
b. require that review of conditional uses in the AF-20 zone be subject to clustering and siting criteria;

c. submit proposed review and conditional use applications to the Oregon Department of Fish and Wildlife for their comments on consistency with Peripheral Big Game Range and recommendations on appropriate siting criteria to minimize any conflict; and

d. submit all proposed plan and zone changes of land zoned AF-20 to the Oregon department of Fish and Wildlife for a determination of possible conflicts with big game habitat requirements. If the Department identifies conflicts, the County will consider recommendations for resolving these conflicts 3. The County shall rely on strict enforcement of the Oregon Forest Practices Act to protect riparian vegetation along Class I streams and lakes, and Class II streams affecting Class I streams, from potential adverse effects of forest practices.

District Response: Note that all of the policies above address what the County must do when development is proposed on land under its jurisdiction. The proposal is to include 49 acres of big game habitat within the Seaside UGB and annex it to the City. The ESEE Analysis in Section III of this narrative explains how the City's limited protection program will mitigate impacts from the loss of 49 acres of big game habitat by protecting wetland and fish-bearing stream corridors on school property.

Figure 17 Clatsop County Big Game Habitat



4. To protect riparian vegetation along streams and lakes not covered by the Forest Practices Act, the County shall require a setback for non-water dependent uses.

7. The County shall rely on the Division of State Lands' permit process, under the Fill and Removal Law, to insure that proposed stream alterations such as bridges, channelization, or filling do not adversely affect the stream's integrity or its value as fish habitat.

District Response: Please see Appendix I, addressing stream corridor and wetland delineations and coordination with the Department of State Lands (DSL) and the US Army Corps of Engineers (USACE) relating required fill and removal permits related to the proposal. The proposed UGB amendment does not include land within 100' of fish-bearing streams, and the District is committed to working with DSL, ODFW, and the Corps of Engineers to identify and mitigate any impacts resulting from development on the proposed UGB expansion site.

Population Policies

- 1. Community plans should provide for orderly growth which reduces the cost of essential services while preserving the basic elements of the environment.*
- 2. Promote population to locate in established service areas.*
- 3. Promote the accommodation of growth within areas where it will have minimal negative impacts on the County's environment and natural resources.*
- 4. Utilize current vacant land found between developments or within committed lands.*
- 5. Direct new urban growth within Clatsop County to existing urban growth boundary or rural service areas where underutilized public or semi-public facilities exist or utility and/or investments have already been made.*
- 6. Encourage development of land with less resource value.*
- 7. Coordinate planning efforts of local governments and special districts to maximize efficiency of public facilities, and have land use actions reflect the goals and policies of the Plan.*

District Response: These policies are very similar to the urbanization requirements and priorities of Goal 14. Please see discussion of Goal 14 under Section III findings.

Goal 11 - Public Facilities and Services Public Facilities Goals 1. Urbanizable Areas - To provide public facilities in accordance with coordinated land use and transportation systems...

District Response: A general discussion of public facilities and transportation concerns is included in Section II. Details relating to public facilities and transportation are addressed in Goal 11 Public Facilities and Services and 12 Transportation findings in Section III, and Appendix H (TIS).

V. Conclusion

As shown in this narrative, the proposal to amend the Seaside Comprehensive Plan (UGB and text), Seaside Zoning Ordinance, annex the 49-acre subject site, and rezone the site to the new Institutional Campus zone is:

- 1) Needed to protect school children in the event of a tsunami and consistent with the will of the bond voters (Section II);
- 2) Consistent with Statewide Planning Goals, Statute, and Rules relating to UGB amendments (Section III); and
- 3) Consistent with City and County Comprehensive Plan and Zoning Ordinance regulations (Section IV).