

# COMPREHENSIVE PLAN

A Proposed Guide For Future  
City Development

SEASIDE, OREGON











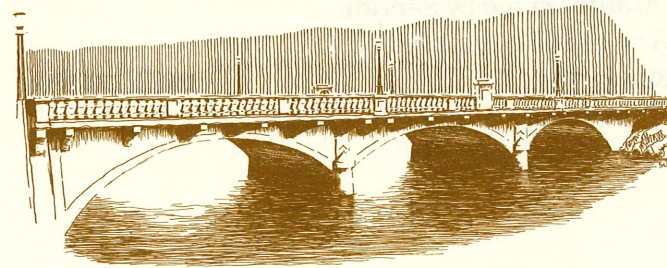




# COMPREHENSIVE PLAN

## A Proposed Guide for Future City Development

Seaside, Oregon



City Planning Commission

1969



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## LETTER OF TRANSMITTAL

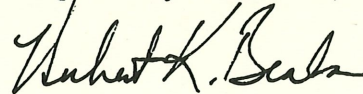
To: Seaside City Planning Commission  
Seaside City Council

The proposed Comprehensive Plan for Seaside is enclosed for your review and consideration. It consists of four parts: introductory material; planning guidelines; considerations upon which the guidelines are based; and an explanation of the various means available to put them to use.

Although this report culminates a long series of study sessions and discussions, its proposals are still preliminary in nature. The Plan should be reviewed, revised if necessary, adopted by the planning commission, and then transmitted to the city council for its adoption.

Throughout the course of the study, members of the city council and planning commission, together with the city manager and staff members, have participated cooperatively in the development of the proposed Plan. Mr. Charles E. Smith, superintendent of School District No. 10, also provided valuable information and assistance. Mr. Kerry Lay, former Bureau staff member in the Tillamook office, had responsibility for collecting much of the background information. The cooperation and assistance of all local officials, as well as the contribution of Mr. Lay, is hereby gratefully acknowledged.

Respectfully submitted,



Herbert K. Beals, AIP  
Planning Consultant  
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and Service

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## PART I

### INTRODUCTION

City planning commissions in Oregon have the basic responsibility of recommending to their city councils "plans for regulation of the future growth, development and beautification of the municipality in respect to its public and private buildings and works, streets, parks, grounds and vacant lots . . ." (Oregon Revised Statutes, Section 277.090). Such plans are usually developed in various steps or stages that may extend over lengthy study periods. While the process of plan development should properly be on a continuing basis, it is useful from time to time to bring together the results of these studies in the form of a comprehensive statement of city planning aims.

#### Purpose and Use of a Comprehensive Plan

The proposed Comprehensive Plan described on the following pages is intended primarily to insure that Seaside's livability will be enhanced rather than weakened in the face of growth and change. To serve this purpose, the Plan includes general policy guidelines for city development that take into account land needs and interrelationships of different urban activities, traffic circulation requirements, the need for more and better community facilities, ways to improve the city's appearance, and some of the special problems that face Seaside's resort business area.

Because the Seaside community is a complex, dynamic expression of many individual aspirations, the Comprehensive Plan should not be considered a detailed blueprint for every future development

proposal. It does, however, propose an integrated scheme for orderly growth within which a variety of detailed proposals can be fitted. Local officials, public agencies, and private citizens are continually confronted by municipal and developmental decisions that can be dealt with more effectively when evaluated in relation to a general plan for city growth. Basically, a Comprehensive Plan can be used as a means to help assure that decisions affecting a community's physical development are coordinated and based on the widest possible considerations.

As circumstances change, planning assumptions, objectives, and guidelines may require modification. The proposed Comprehensive Plan described in this report is in fact substantially such a modification of an earlier plan prepared in Seaside. To remain useful, a comprehensive plan must be reviewed from time to time in the light of current considerations.

Many of the significant decisions that will determine Seaside's future form and character will be made by private individuals and enterprises acting primarily in their own self-interest. The intent of such efforts is ordinarily also assumed to be for the community's benefit as a whole, because they contribute to city improvement. At the same time, however, the tendency for cities to be located within too limited a space and public services to become over-loaded, demands that municipal officials exercise a guiding and, if necessary, restraining hand upon development activities.



There are a number of regulatory instruments available to the city enabling it to meet these responsibilities. Such measures can be utilized more effectively and with greater consistency when they are based on a broad outline of what course city improvement should be taking. In this way, regulations adopted by the city to govern its physical development may be considered extensions of the Comprehensive Plan, assisting in the realization of planning goals.

#### Some Assumptions About the Future

Despite the fact that many of the factors that may affect Seaside in the years ahead are difficult to weigh in advance, some assumptions must be made about the future. Insofar as possible, they are based on well-considered studies and forecasts that are discussed in more detail in Part III of this report. The assumptions upon which this proposed Comprehensive Plan for Seaside is based are:

- That economic prospects and employment opportunities in Clatsop County will improve substantially, with immediate prospects of over 1,000 new jobs by 1970 and a continued favorable outlook.
- That population in Clatsop County will increase correspondingly, with permanent residents exceeding 30,000 by 1970 and increasing to more than 40,000 by 1990.
- That, by the end of 1970, Seaside's permanent population will increase to around 4,600 persons in response to new job opportunities specifically in Clatsop County's north coastal section.
- That, beyond 1970, Seaside will tend to have an increasing proportion of the county's total population, and that the city's permanent residents will number more than 5,700 by 1980 and nearly 7,000 by 1990.
- That the influx of seasonal population generated by Seaside's resort and recreational opportunities will continue to grow, with temporary population levels ranging between three and four times the number of permanent city residents.
- That building activity will tend to gravitate to areas served by sewer and water systems, and that the availability of adequate sewer facilities in particular will come to influence development more than in the past.
- That, during the 1970's, U.S. Highway 101 will be relocated east of its present location to form a by-pass route, and that Seaside's system of arterial streets will be sufficiently improved to assure that basic access and circulation needs are met.
- That Seaside's resort business center will undertake a program to assist in adjusting it to changing conditions, and that this will assure its continuance as a major coastal resort location.
- That Seaside's municipal government will remain committed to the highest possible level of urban services consistent with the community's economic resources.
- That the City of Seaside will cooperate with state, county, and other public agencies as well as neighboring municipalities in a policy of facilitating community development through the strengthening and extension of essential urban services and facilities.
- That existing city charter provisions and state laws defining the scope of municipal responsibilities and powers will not change substantially.



### General Objectives and Policies

There are certain basic aims to which the proposed Seaside Comprehensive Plan is broadly committed. These general objectives are:

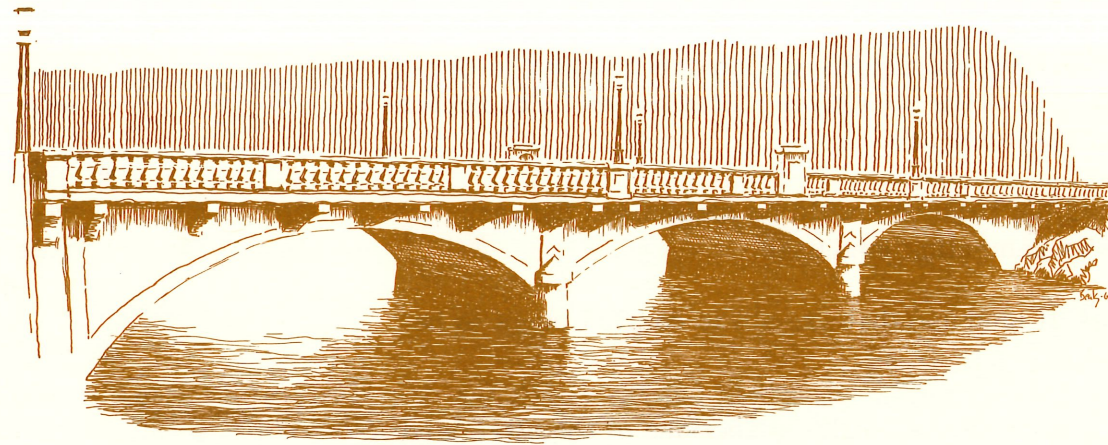
- To encourage Seaside's growth and development in an orderly manner consistent with the community's general health, safety, and welfare.
- To achieve an urban environment that protects and enhances the security, well-being, and personal worth of the individual citizen, by assuring him the widest possible opportunities for a productive and meaningful role in the community.
- To preserve, in the face of changing conditions, an appreciation of Seaside's heritage from the past and the beauty of its natural setting.

General policies underlying the proposed Plan are intended to contribute to the realization of the objectives stated above. These planning and development policies are:

- That a suitable balance should be maintained between different or competing land uses.
- That types of land use that are apt to conflict ought to be separated.
- That, in predominantly built-up sections of the city, land should generally be devoted to the uses that have tended to flourish there.
- That physical characteristics of the land should be considered in determining what land uses are appropriate in an area.

- That improvements and additions to Seaside's system of streets and highways should be undertaken to facilitate the safe, rapid, and convenient movement of people and goods.
- That street and highway projects should contribute to the emergence of a systematic traffic circulation network that is consistent with anticipated land use patterns and area-wide transportation planning.
- That differences in types of traffic should be recognized in the design of streets and highways.
- That future public land needs for community facilities should be anticipated so that sites may be acquired in advance, avoiding subsequent higher costs or disruption of private development.
- That municipal funds should be budgeted, insofar as possible, so that expensive capital improvements are part of a long-range program that provides for the gradual and systematic expansion of city facilities.
- That, since some problems of environmental pollution may require area-wide action, the City of Seaside should participate jointly or cooperatively with other levels of government in an effort to solve them.
- That places and facilities should be provided for recreation so that the use of leisure time, for visitors and permanent residents alike, may be enjoyable and constructive.
- That places of historic or other special interest, and areas of natural or scenic beauty, should be preserved, insofar as possible, so that future residents and visitors may continue to enjoy them.

- That some land within the city should remain essentially open or undeveloped to offset the intensity of urban activity.
- That the appearance of Seaside is an important factor both for its recreation-resort economy and in its livability, and that this requires municipal support for city beautification projects and encouragement for quality in the design of buildings, streets, signs, and landscaping.





## PART II

### PLANNING GUIDELINES

The proposed Seaside Comprehensive Plan includes guidelines for various aspects of the city's future development. They are concerned primarily with patterns of land use and supporting networks of highways, streets, and other public facilities. Guidelines giving special consideration to city beautification, open space preservation, and the downtown business district are also included. An illustrative Comprehensive Plan Map is provided to assist in understanding the application of these guidelines to the Seaside townsite and its environs.

#### Land Use and Housing

It is important to Seaside's future that, as land is put to various uses, the emerging pattern of land use should be as orderly and harmonious as possible. A growing population requires adequate, well-distributed housing, and sufficient and properly located space must be provided for the expanding needs of a wide variety of urban and resort activities. The basic guidelines of the proposed Comprehensive Plan for these aspects of city development are:

- That sufficient area should be designated for the expansion of all major types of land use for at least the next 15 years.
- That development of vacant properties within the city, already provided with a wide range of convenience and service, should be encouraged.

- That, insofar as possible, residential districts or neighborhoods should be protected from heavy through traffic, conflicting land uses, or such other encroachments that would impair a safe, quiet living environment.
- That, although residential densities in Seaside should generally be relatively moderate and fairly uniform, variety in lot sizes, housing types, and street patterns should be encouraged.
- That the most suitable locations for higher density housing are generally those convenient to shopping or activity centers, but that other areas may be appropriate such as along arterial streets, in districts where housing and neighborhood conditions can be significantly improved through redevelopment, or where special features of the land make clustered or compact building development advantageous.
- That business activities should generally be located in groups or clusters rather than scattered or mixed in with non-commercial land uses.
- That different kinds of commercial areas, within which a variety of compatible activities may be established, should be located in different parts of Seaside, conveniently in relation to trade areas and the arterial street system.



- That the scattering at frequent intervals of commercial uses along major arterial highways should be discouraged, and that where highway commercial strips already exist emphasis should be placed on single access joint off-street parking, special set-back requirements, and sign limitations.
- That suitable space should be set aside as a reserve for future industrial expansion, consisting, insofar as possible, of relatively large, level areas that are well serviced by the community's transportation system and for which utility service is readily available.
- That industrial development should not be permitted to disrupt resort-recreation or residential sections of the city by reason of excessive traffic, noise, pollution, etc.

Zoning is one of the important means available to the city to assist it in achieving land use planning aims. Thus, in addition to the general guidelines cited above, the Plan includes more specific guidance for the application of the Seaside Zoning Ordinance. Several broad land use categories are proposed which can be used to help determine the zones most suitable for different sections of the city. The Comprehensive Plan Map illustrates their locations, and they are summarized descriptively below:

#### LOW DENSITY RESIDENTIAL

These areas are characterized by dispersed homesites, usually on lots over 10,000 square feet. They are predominantly rural sections on the city's outskirts, generally well removed from resort centers on the beach. Most of these areas will not be provided with full urban services in the foreseeable future, and thus the intensity of development is anticipated to be light. Depending upon the feasibility

of utility extensions, some areas in this category may gradually be converted to more intensive uses as the need for homesites increases.

#### MEDIUM DENSITY RESIDENTIAL

This category includes areas where moderately dense housing prevails or is in prospect. Lot sizes are generally between 5,000 and 10,000 square feet, and single family units predominate. Limited multiple unit development may also be included, provided that over-all densities are not generally more than about 10 units per net acre. These areas are characterized by suburban residential qualities. Within the foreseeable future all areas in this class should be provided with full city services.

#### HIGH DENSITY RESIDENTIAL

These are predominantly apartment areas, but a mixture of single family units is prevalent. Retired or seasonal residents occupy a large share of the housing in these areas. Lot sizes are normally around 5,000 square feet for individual homesites, while site sizes for multiple unit developments depend upon the number of living units in respective apartment buildings. Over-all densities should not generally be more than about 20 units per acre. Most areas in this category are now provided with a full range of city services, or they are impending in the immediate future.

#### RESORT-MOTEL

Most areas adjacent to the beach or the city's commercial resort centers are in this classification. Included are sections of the city that have long been built-up in single family dwellings, but that are



now in a state of transition. Conversion to resort uses should be provided for with minimum disruption of existing residential values. Resort-Motel areas shown on the Plan Map are intended to provide space for orderly expansions of tourist accommodations and related businesses such as restaurants or gift shops. More intensive commercial uses that would tend to conflict with the semi-residential qualities of these areas are not appropriate.

#### RESORT COMMERCIAL

There are a number of commercial uses depending upon tourist business that are intensive enough to require locations distinct from the Resort-Motel districts. The Resort Commercial areas are intended to provide for such tourist oriented facilities and services. Emphasizing the resort character of these areas is especially important, and factors that contribute to their attractiveness for tourists should receive special attention. Sufficient and conveniently located parking, safe, easy pedestrian movement, concentration of colorful and attractive shops, and a favorable over-all visual impression are important considerations in Resort Commercial districts.

#### GENERAL COMMERCIAL

General Commercial areas provide for the normal range of business activities that meet the day-to-day needs of the community's permanent residents. These areas include small neighborhood shopping locations, as well as the city's larger central business district.

#### COMMERCIAL-INDUSTRIAL

These areas are intended to accommodate "heavy" commercial uses such as building supply outlets, wholesale distribution, heavy equip-

ment sales or service, as well as typical manufacturing uses. The Plan recognizes that Seaside's economy includes a non-recreational element, and seeks to provide space in which industrial expansion can occur without adversely affecting the city's resort and residential assets.

#### PARKS, OPEN SPACE, OR SCENIC PRESERVATION

This classification designates land reserved for recreational purposes, or where the preservation of open space or scenic values are a major consideration. Included in this category are park reserves, golf courses, certain lands subject to flooding, locations of special interest or scenic merit, land that may be difficult to develop because of terrain features, or other areas that will tend to remain in relatively open use. Where such land is not publically owned it may include land uses other than those specifically recreational, but they will be limited to uses that are generally consistent with recreation, open space or scenic values.

#### PUBLIC OR SEMI-PUBLIC

Land that is held in public or semi-public ownership for various present or anticipated purposes is broadly grouped in this category. Included are schools, the hospital, library, radio towers, and other similar uses.



## Traffic Circulation and Streets

The safe and efficient movement of people and goods is such an essential feature of modern life that no city can afford to neglect planning and maintaining an adequate street system. As numbers of residents and visitors increase and urban activities intensify, Seaside's capability to deal with growing volumes of traffic must also keep pace. The basic guidelines of the proposed Comprehensive Plan for street and circulation aspects of city development are:

- That a network of major trafficways should be identified, including appropriate street extensions, capable of handling circulation needs for at least the next 15 years.
- That a city-wide basis should be established for coordinating decisions on street extensions, widenings, and other improvements, including a framework for regulatory measures governing setback lines, street design, improvement standards and layouts of streets in new subdivisions.
- That the location of thoroughfares should provide, insofar as possible, for convenient movement of traffic and access to all parts of the community without disrupting other activities in the city or bisecting areas that have a natural unity.
- That appropriate thoroughfares should be provided for convenient movement of traffic around the periphery of main concentrations of urban activity.
- That the use of land adjacent to important thoroughfares should not be allowed to conflict with the safe and efficient movement of traffic.

The Comprehensive Plan divides thoroughfares into three basic groups: (1) major arterials; (2) secondary arterials; and (3) collectors. In addition to establishing a classification of the city's major streets based on their differing functions, the Plan recognizes several proposed or possible improvements that would help the Seaside street system to meet traffic circulation demands more effectively. Elements of the major street network, including desirable additions to it, are illustrated on the Comprehensive Plan Map. Descriptions of the three types of thoroughfares are summarized below, together with explanations of the important proposals.

### MAJOR ARTERIALS

Thoroughfares in this category are primarily intended for use by regional traffic. They are consequently basic components of a transportation network serving a larger area than the Seaside community alone. This is reflected in their design standards, which seek to provide for relatively rapid, through traffic. Although two or three lanes may suffice temporarily, it is anticipated that highways of this kind will eventually include at least four moving lanes. Controlled access and grade separated or signalized intersections are also desirable. Right-of-way width requirements for this type of facility vary considerably, but they generally exceed 150 feet. Such thoroughfares are expected to be used by upward of 10,000 vehicles per day.

U.S. Highway 101 is the only thoroughfare in the Seaside vicinity that is classified as a Major Arterial. Although the State Highway Department has responsibility for this highway, any proposals concerning its improvement or relocation are of major local concern because of its important influence on general community development. Such proposals are discussed in more detail in Part III of this report. The proposed Comprehensive Plan assumes that, in the 1970's, Highway 101



will be relocated to by-pass built-up sections of the city. An alignment just east of the Sunset Hills area allows for long-term city growth and it is not significantly disruptive for existing or planned city development. This "East Sunset Hills Corridor" is illustrated on the Comprehensive Plan Map.

## SECONDARY ARTERIALS

Streets in this groups serve mainly arterial traffic with origins or destinations within the Seaside community. They are intended to provide for relatively uninterrupted movement of through traffic between different neighborhoods, main business areas, employment centers, and major public or semi-public facilities. Two lanes may be temporarily adequate for this type of street, but arterial design standards should allow for possible widening to four lanes or the construction of turn-off lanes. A minimum right-of-way width of 80 feet is thus desirable, and widths up to 100 feet may be necessary. Signalization and turn-off lanes will generally be needed at major intersections. Normally, daily use of arterials is anticipated to exceed 5,000 vehicles.

The present alignment of Highway 101 now serves essentially as a Major Arterial, but the construction of a new highway will result in a change of the existing street's function. It will be more accurately classified as a Secondary Arterial, once the relocation project is completed.

## COLLECTORS

Included in this category are streets that serve to collect or distribute traffic as it moves from the main arterials to access streets or directly to traffic destinations. In general, these collectors are intended to facilitate movement within the city's various neighborhoods

and districts, and they may therefore be considered minor or local arterial streets. They are not designed, however, to serve arterial traffic with origins and destinations outside of the immediate locality. No more than two moving lanes are needed for this type of street, but a minimum right-of-way width of 60 feet is desirable to insure sufficient space to install adequate lanes, parking, and sidewalks. Daily use of collectors is expected to average up to 2,500 vehicles.

Providing for an adequate system of collector streets is a basic municipal responsibility. Local review of street layouts in new subdivisions should consider the need for additions to the collector system. Whenever appropriate, installation of fully-improved collector streets should be required in new subdivisions at the time development occurs. For the most part, however, a network of collector streets has already been established in Seaside. Emphasis should therefore be put on widening or improving the following streets consistent with their function as traffic collectors:

S. Beach Drive  
Broadway  
Columbia Street  
N. Downing Street  
Edgewood Street  
N. Franklin Street  
S. Franklin Street  
Holliday Drive  
Necanicum Drive  
Wahanna Road  
Avenue "A"  
Avenue "G"  
Avenue "S"  
Avenue "U"  
1st Avenue  
12th Avenue



### Community Facilities

As Seaside grows and changes, various community services and public works will have to increase or be improved. Since facilities of this type are often costly and relatively permanent, it is especially important that they be installed in the most economical manner consistent with long-range community needs. This requires that they be coordinated with anticipated private land development and that they be adequate for future as well as present demands. Many of the community facilities that will be planned and constructed in Seaside will not necessarily be initiated by the City of Seaside. It is therefore the purpose of the city's proposed Comprehensive Plan, in addition to setting forth guidelines for municipally developed facilities, to provide a basis for other public agencies to plan and undertake their particular development programs in the light of the broadest possible community considerations. The basic guidelines of the Plan for community facilities are:

- That plans for all facilities should consider needs for at least the next 15 years.
- That, insofar as possible, closely related major community functions should be grouped together in a mutually supporting relationship.
- That fire fighting facilities should be maintained within easy reach of any part of the city.
- That operational or maintenance shops needed for public works should be grouped together and located in an industrial area generally compatible with this type of activity.
- That, insofar as possible, all school facilities should be located conveniently in relation to the areas they serve.
- That, in particular, elementary schools should be located so that, as surrounding areas build up, children are not required to walk to school across busy thoroughfares, rail lines, or non-residential areas.
- That, wherever possible, parks and schools should be located together, but that park sites should be acquired and developed in as many other locations as circumstances may permit.
- That park facilities should be established to provide for both neighborhood and community-wide needs.
- That the city's water system should be maintained to meet basic fire protection needs as well as the requirements of a growing population and industrial consumption.
- That the city's system for sewage collection and treatment should be improved and expanded to provide adequate future service.
- That all water and sewage facilities should be coordinated with related projects undertaken by other nearby jurisdictions, as well as with anticipated population densities, schools, parks, and other aspects of the Comprehensive Plan.

The Comprehensive Plan Map illustrates the location of existing community facilities in Seaside, together with sites on which construction of future facilities is anticipated or underway. There are also a number of instances where additional facilities are needed, but their exact locations have not yet been determined. Significant aspects of these needs and plans to deal with them are summarized below:



## SCHOOLS

Seaside School District No. 10 presently owns a large site (over 40 acres) east of Wahanna Road adequate for construction of a "middle school" to house grades 6 through 9. This would be coupled with modernization and modification of the existing Broadway School for use by grades 1 through 5. It is anticipated by school officials that such a building program will meet demands in the foreseeable future.

Facilities at Central School (which now serves grades 1 through 5) are considered inadequate, and they need extensive remodeling and expansion if the school is to continue in service effectively. Due to the schools's limited site size, however, it is doubtful if the State Department of Public Instruction would permit the District to undertake this. As a consequence, it is unlikely that this site and building will continue to be used for school purposes much longer. School officials have considered approaching the City of Seaside with the possibility of exchanging Central School, once it is vacated, for the old hospital. It is anticipated that the latter facility could be inexpensively converted to provide administrative offices, storage, and bus facilities.

There are no plans (nor an apparent need) to construct a new high school in the Seaside community. The Seaside High School, however, is presently being utilized at full capacity, and some modification or expansion of its facilities may be necessary.

## PARKS AND RECREATION

A park and recreation district has been established in the Seaside community, and there is uncertainty as to what extent park development responsibilities will remain with city officials. Nevertheless, the Comprehensive Plan includes a general frame of reference for

detailed park planning which will need to be undertaken as development responsibilities become more clearly defined.

Seaside's beach location affords major recreational opportunities for visitors, summer residents, and permanent residents alike. This has tended, however, to obscure the need for parks and other non-tourist oriented recreational facilities. Only one city park serves the entire Seaside community, supplemented by the various playfields and athletic grounds associated with schools.

A need exists in every residential section of the city for a system of parks designed primarily for neighborhood use. This is particularly true in high density areas where private space for recreation is limited. While such parks in other cities are often located adjacent to neighborhood schools, two or three smaller parks in different parts of the neighborhood may be better suited to conditions in Seaside. The latter, for example, would be more adaptable to the needs of older, retired people.

The existing city park adjacent to the Broadway School should be expanded to meet community-wide recreation needs. The Comprehensive Plan recognizes a proposal for a community swimming pool as a needed and desirable addition to Seaside's recreational facilities. Although no pool site has yet been determined, there would be many advantages in locating it near other community-wide facilities that might eventually be developed at the present city park.

Once the old hospital is vacated, conversion of the building into a community activity center (particularly for retired persons) ought to be considered.

Every effort should be made to take advantage of the recreational potential afforded by the area's many water courses, wooded tracts, and low, floodable land. The development of "pocket parks," small open spaces or play lots, is one way that special features of the land can be



utilized to meet recreation needs. Space for these can often be secured at the time residential subdivisions are originally platted. They need to be selected carefully, however, because of possible high maintenance costs.

## CITY HALL AND RELATED FACILITIES

Seaside needs more space to house its city administrative functions. The possibility of constructing a new city hall on an entirely different site is fairly remote, and the location of the present city hall is central and convenient to most of the community. As space needs become more acute, however, the city will be forced to seek office space elsewhere (either rented or part of other city facilities) or expand and modernize the existing city hall.

Although expansion of the city hall on its present site will be difficult, the city already owns much of the surrounding property that would be needed. The street department, now housed in an old building next to the city hall, could be moved to a consolidated public work facility to help make room for expansion. The present building will require modification and modernization, including improved parking arrangements for city hall visitors and employees. Better jail facilities are also badly needed.

Some additional space for city operations will be available at the old hospital and possibly at Central School. These facilities, however, would also require extensive remodeling. Insofar as possible, appropriate municipal departments should be kept together in a convenient, central location. This aim can best be achieved by using the present city hall as a nucleus for the development of a Public Center accommodating the widest possible range of city functions.

It is not anticipated that the city's new library will need to be expanded in the foreseeable future.

The fire station adjacent to the city hall is adequate to house the community's fire fighting equipment. Some on-site expansion may eventually need to be considered, but it is not likely that additional branch stations will be required. The present station is in a good, central location from which all sections of Seaside are readily accessible.

## PUBLIC WORKS FACILITIES

The city lacks adequate public works shops for maintenance of streets, water, and sewers. The buildings that now house these functions are also scattered in different locations. There is consequently a need for a public works center in which these maintenance operations could be consolidated.

Although no specific site has been determined, this type of activity is best located in an industrial area with good arterial access.

## PUBLIC PARKING FACILITIES

A large public parking lot to accommodate the seasonal influx of visitors is presently maintained by the city on the northeast side of the downtown area. Similar facilities will eventually be needed adjacent to the southwest portion of the main business district.

The availability of adequate and convenient off-street parking will be especially important for the future of Seaside's resort business center. Many business (especially smaller ones) in the core district lack sufficient space to install off-street parking on shop premises. Thus, a suitable alternative in the form of public parking is needed. Costs should be assessed mainly to benefited property where appropriate private off-street parking has not been provided. (See Guidelines for Downtown Seaside, page 14).



## HOSPITAL

Seaside's existing 24 bed hospital will be replaced by a new building now under construction on Wahanna Road. The new structure will include modern hospital equipment and space for 35 beds initially. Allowance has also been made for future expansion.

## WATER AND SEWER FACILITIES

Seaside's water supply source on the Necanicum River is considered adequate for foreseeable needs. The distribution system includes a substantial number of lines that are 4 inches or smaller, many of which may eventually have to be replaced. However, no major water system improvements are anticipated.

The water distribution system can be expanded into new residential areas as development requires. Extension of water service to new industries in Seaside should be reviewed individually in relation to specific industrial needs and their affects on the city's water supply capabilities.

Sewer service is presently available in most sections of Seaside west of Highway 101. Engineering plans (which are considered by reference to be part of the city's Comprehensive Plan) have been prepared to extend sewers as far east as Neawanna Creek. Lift stations have already been constructed in anticipation of these planned sewer extensions. Plans to extend sewers east of the creek need to be formulated within the next five years.

The most serious deficiency in the city's sewage disposal system concerns its treatment facilities. The present plant is substantially overloaded, and it will require major improvement and expansion. Engineering plans have not been prepared to accomplish this, although the State Sanitary Authority has requested that such plans be completed by 1970. Improvements in the treatment plant should be installed

by 1972. The possibility of undertaking a joint project with Gearhart might also be explored, since that community will require treatment facilities once sewers are installed there.

## Open Space and City Beautification

A resort city must be more than safe, healthful, and efficient for it to be a place where life is fully satisfying and pleasurable. It is important, for example, that some land within the city remain undeveloped so that openness characteristic of the Oregon coast is not lost entirely. Scenic vistas, historic locations, places reserved mainly for pedestrians, etc., also help to diversify and enhance the experience of visitors and residents alike. These considerations are directly related to the satisfaction and pride that can be derived from living in a community that has an attractive and well-cared-for appearance. The Guidelines of the Comprehensive Plan for open space and beautification are:

- That places of natural or scenic beauty which would be difficult to develop or are otherwise unsuited for urban purposes, such as low creek bottoms, steep hillsides, etc., should be preserved in their undeveloped state or in relatively open use.
- That, insofar as possible, such open spaces should be linked together with active parks, golf courses, or other essentially open land areas, with a system of greenways, trails, or paths.
- That various methods should be explored to preserve open land while it is still unused, such as securing donations, purchase of easements or development rights, or seeking federal assistance for such programs.



- That street trees or other landscape treatment of certain important streets or pedestrian ways be established, and that areas be reserved primarily for pedestrians along the beach front and in the city's resort center.
- That programs of public and private urban landscaping and beautification should be encouraged and supported.
- That billboards, signs, poles, wires, and unsightly use of private structures and land be controlled through suitable ordinance to prevent the blighting of the city's appearance.

#### Downtown Seaside

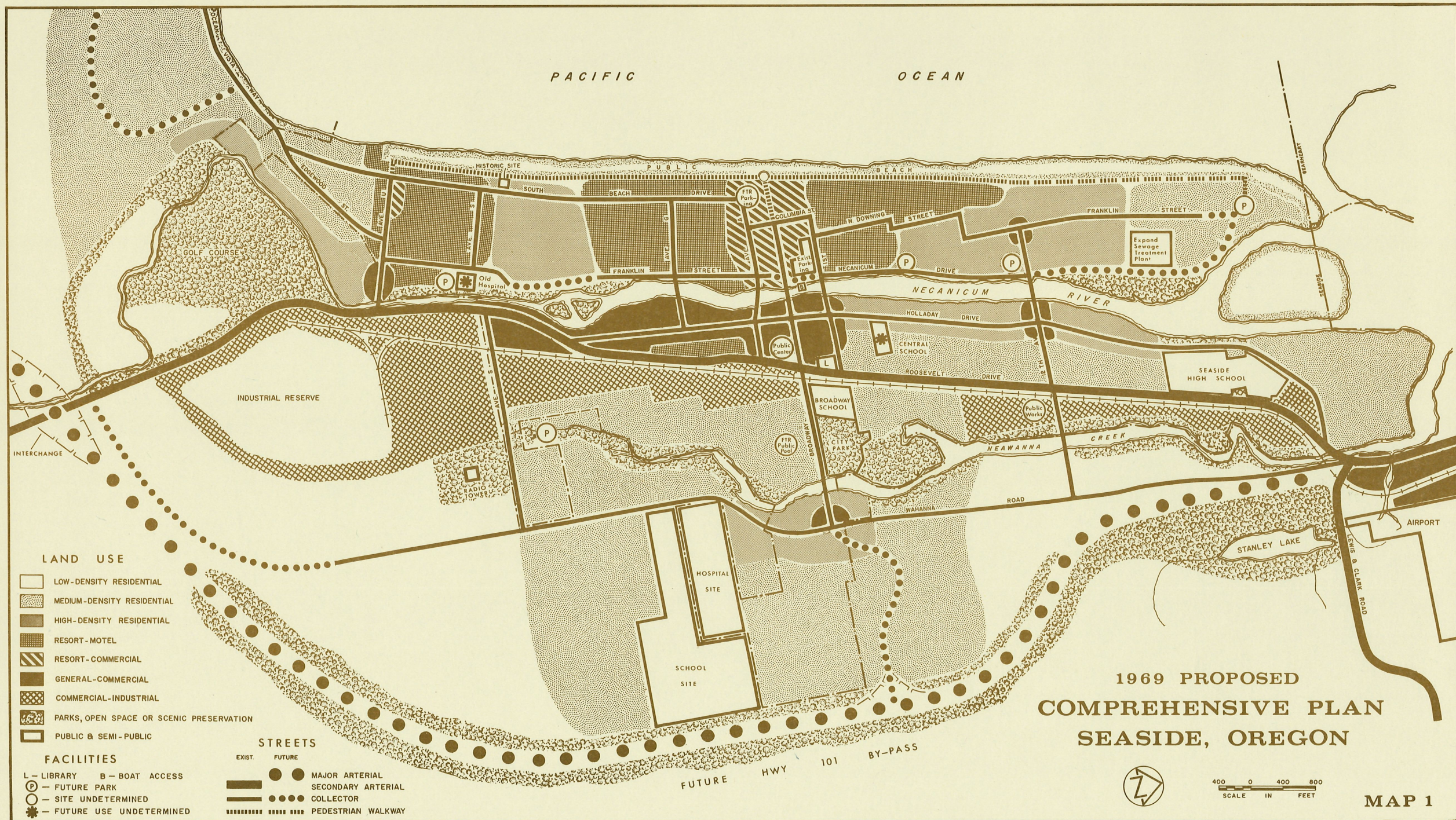
Seaside's downtown resort center is an area of special concern, where separate and more detailed planning studies should be undertaken. As noted in Part III of this report, this area in recent years has experienced a number of problems: conflicts between cars and people; insufficient off-street parking at peak times; and a pattern of stores and shops that may not take best advantage of the circulation of people in the district. To deal with these problems, a long range program should be initiated for improvement of the downtown. Some useful guidelines for such a program are:

- That traffic routing be arranged to obtain better separation between pedestrians and vehicular movement.
- That ample off-street parking space be provided, readily accessible from major access streets and close to the businesses it is intended to serve.
- That public spaces, such as broad sidewalks, small squares or plazas, or an experimental mall on Broad-

way, be developed that will facilitate easy, safe, pedestrian circulation within the core area.

- That a variety of business activities, consistent with the area's resort character, be encouraged to concentrate in the core to enhance its attractiveness to tourists.
- That the core area be kept compact, with the shortest possible walking distances.
- That the appearance of the core area be improved, including the possible establishment of a common visual theme in the design of public spaces and private properties that leaves room for individual expression.











### PART III

#### PLANNING CONSIDERATIONS

The preparation of this proposed Comprehensive Plan for Seaside has taken into account a variety of factors affecting the city's development. These include county-wide considerations as well as those specifically associated with the study area itself. This section provides a review and summary of these planning considerations, including the conclusions of recent studies that have evaluated existing and anticipated conditions in Seaside.

##### The City Setting

Seaside is a resort community located about 80 miles west of Portland on a narrow coastal plain between the Pacific Ocean and the Coast Range (see Figure 1). The natural beauty of this setting has been a major factor in the city's attractiveness as a resort.

Just south of Seaside, the broad sand beaches associated with the Clatsop Plains end abruptly at Tillamook Head. This rocky headland, which plunges into the ocean precipitously, is one of the landmarks that has long been identified with Seaside. At the north end of town, there is a small estuary where several coastal streams empty into the Pacific. Two of these streams, the Necanicum River and Neawanna Creek, flow through Seaside which gives the city a river-oriented aspect in addition to its beach setting.

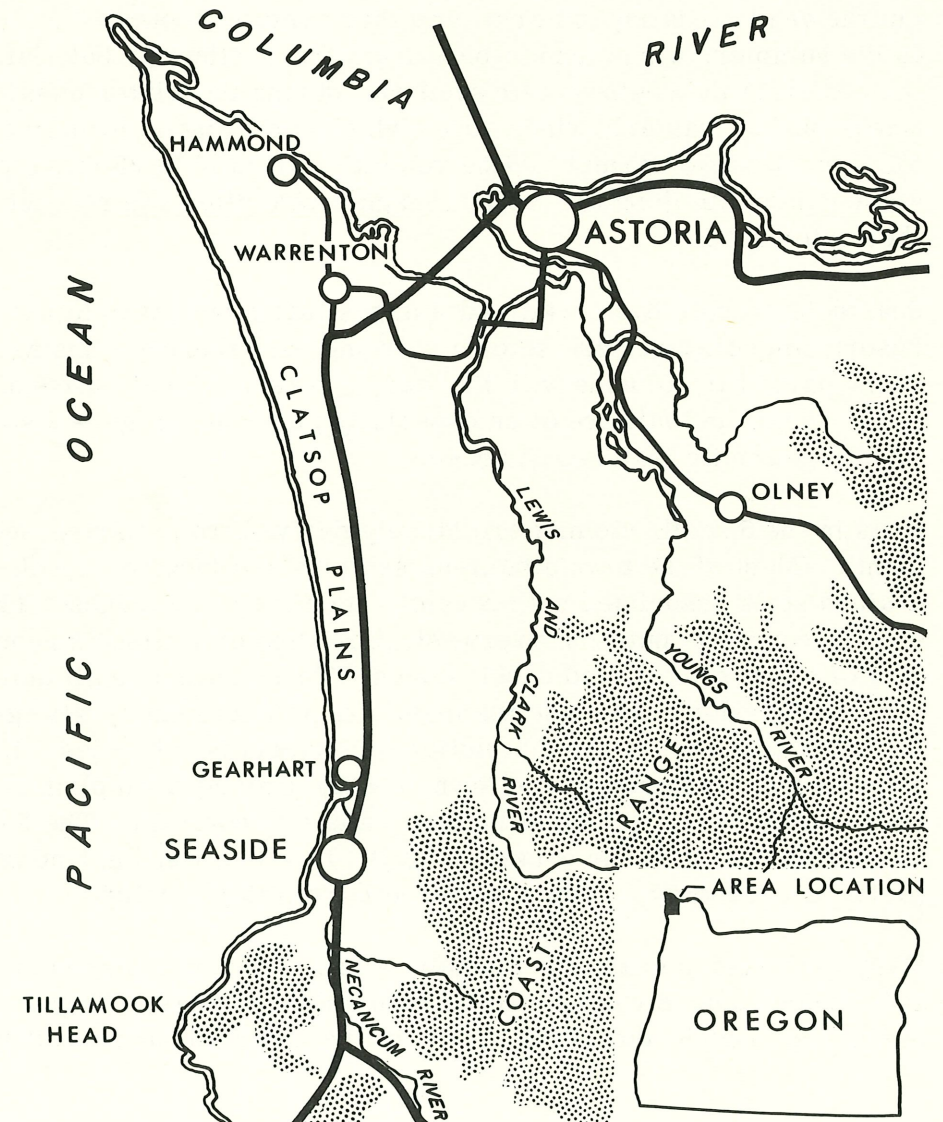


Figure 1 Seaside's Location



Oregon's north coastal region has a typical marine climate: generally moist but relatively moderate. Average annual precipitation at Seaside is a little over 77 inches, occurring mostly in the form of rain during the months from October through April. Temperatures throughout the year are fairly uniform, and they average about 52° F. annually. In the summer, winds tend to blow from the northwest, but shift to prevail from the southwest or southeast during the winter months. Occasionally, easterly winds occur which can bring on humidity conditions much below normal. Wind velocities from 15 to 25 miles per hour are common all along the coast, and gale velocities are reached during the winter season.

Seaside's climate has certain advantages that are desirable for a resort: temperatures are seldom extreme, and there are many clear, sunny days that coincide with the tourist season. Weather conditions in the spring and fall are often especially pleasant. Figure 2 summarizes the climatic features of Seaside.

Soils in the Seaside vicinity are largely derived from marine sediments. Most of the town's built-up sections are located on well-drained soils associated with recently stabilized sand dunes. The south end, however, is built on riverwash consisting of a miscellaneous mixture of sand, gravel, and cobbles. These soils are all quite permeable, which has made the installation of community sewage facilities essential to avoid pollution of adjacent beach areas. In some of the low areas east of town, poorly drained flood plain soils (Brallier peat and Clatsop silty clay loam) are common. The foothills of the Coast Range consist largely of well-drained upland soils (Astoria silt loam or other undifferentiated Astoria soils).

Many of Oregon's coastal communities are dotted with stands of pine and spruce, uniquely deformed by wind and salt spray. They occur in Seaside, which adds to the beauty of the city's seashore setting.

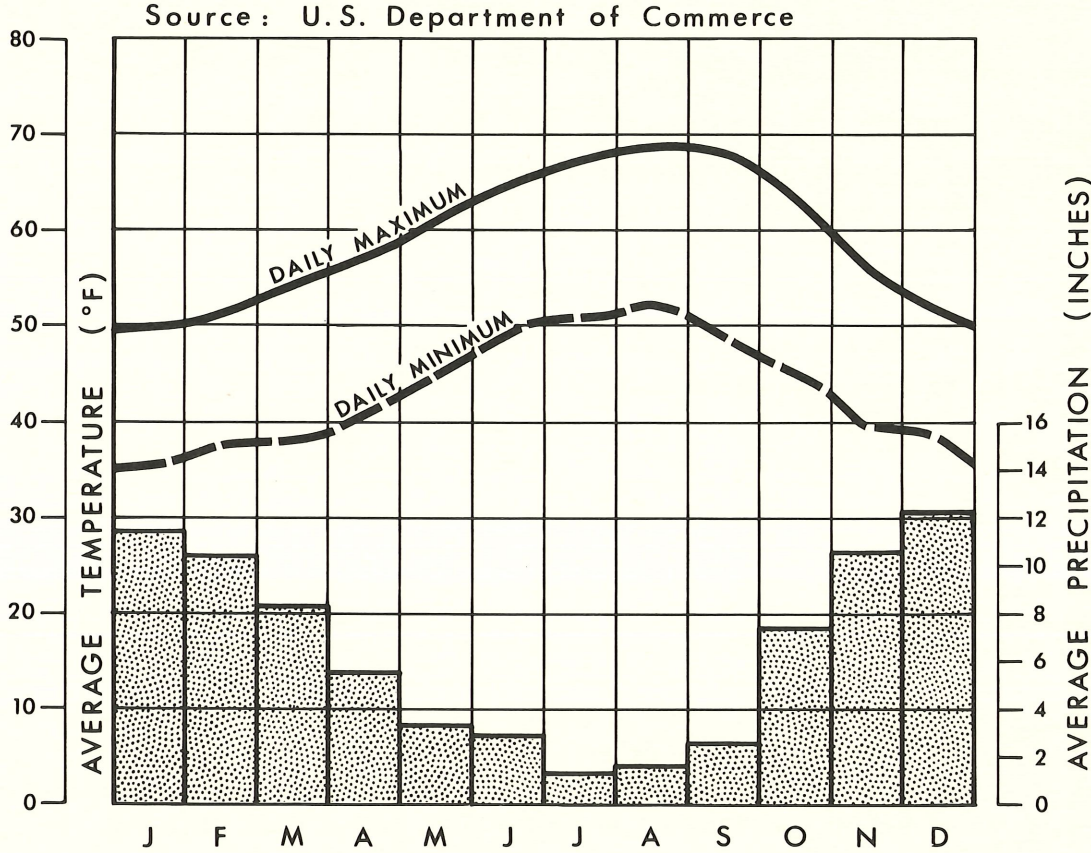
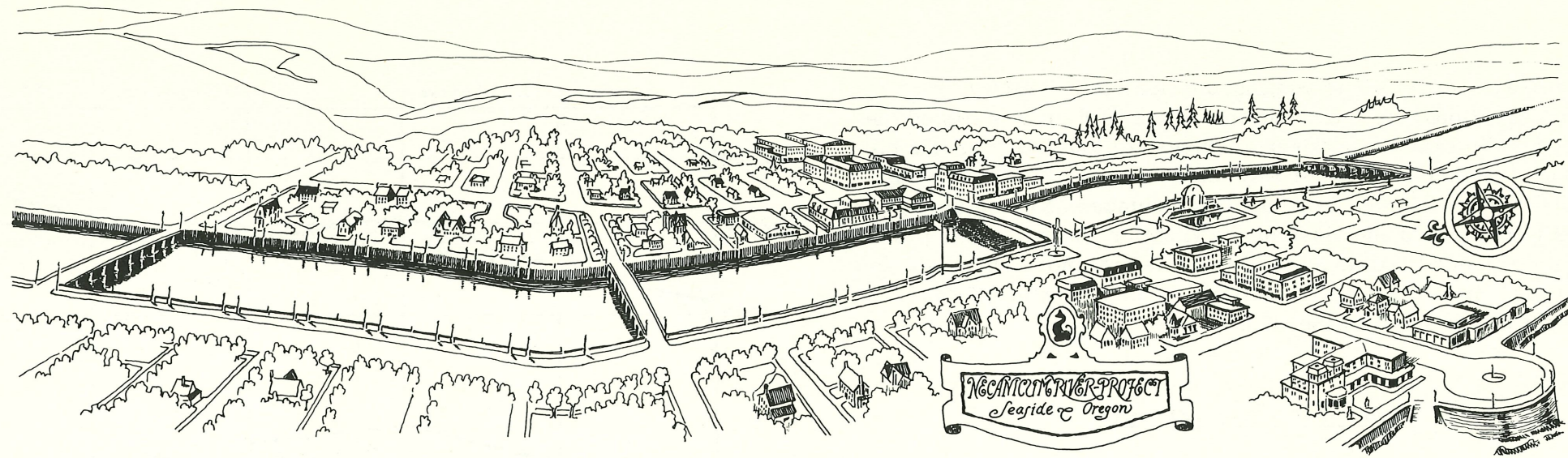


Figure 2 Seaside Climatic Summary  
1936 - 1965





**Figure 3 Necanicum River Project 1927**

The town's site was originally occupied by Clatsop Indians, and since that time it has had a colorful and interesting history. Lewis and Clark visited the locality in 1806, when three members of their party established a salt works just south of the present center of town.

Seaside began as a resort in 1850 when a hotel was established on what is now the golf course by Helen Latty, widow of a Columbia River bar pilot. Mrs. Latty soon married A. J. Cloutre, and the hotel was operated by them jointly. Cloutre became Seaside's first postmaster.

Ben Holladay was another prominent figure in Seaside's early days as a resort. His fashionable Seaside House flourished during the 1870's and 80's and became widely known for its lavish entertainment. Holladay's career as stage coach operator and railroad builder ended in bankruptcy, but his hotel established Seaside as an important resort and gave the town its name.

Over the years, two separate towns grew up: "Seaside" and "West Seaside." The latter, situated along the ocean front west of the Necanicum River, became largely resort oriented, while its neighbor to the east

emerged as more of a permanent settlement. Logging gradually became important in the local economy, which helped to sustain a growing number of year-round residents. Seaside (east of the Necanicum) was incorporated in 1899, and West Seaside in 1905. The two towns merged in 1913, and a city hall was constructed on its present site to serve both communities.

In the years immediately following World War I, Seaside witnessed an era of expansive city improvement: the Promenade and Turnaround were built, major water, sewer, and street projects were undertaken, and new resort accommodations were developed.

Major improvements along the Necanicum River were proposed in 1927 but never constructed. A design for these improvements, developed by L. L. Dougan, sought to focus more attention on the city's riverfront potential. Despite the fact that it was not actually undertaken, the "Necanicum River Project" (Figure 3) is illustrative of the city-building mood of the 1920's era. It also serves to suggest some of the opportunities that may still exist along Seaside's riverfront.



In recent years, Seaside has continued to maintain an active role as a major recreational and resort town. Since 1946, it has hosted the Miss Oregon Pageant, and growing numbers of tourists visit the city every year. A series of Labor Day disturbances occurred during the 1960's that stemmed from the large number of young adults attracted to the city at the close of the vacation season. This problem has largely subsided, however, and there is now more emphasis on encouraging family-oriented recreation. A city manager form of government was adopted for Seaside in 1964.

County-wide Considerations

Seaside is the second largest municipality in Clatsop County, and it plays an important role in the regional economy. Consequently, there is a need to consider the county-wide situation as it relates to local conditions.

Since 1900, Clatsop County's population has fluctuated with the lumber boom of the early 1920's, World War II and the recent recession. This recession came with the ebb of the war time boom and a decline in the lumber and fishing industries. Beach communities such as Seaside, however, have tended to maintain more stable population levels than those of Astoria or the county as a whole (see Figure 4).

Recovery from the recent decline began in the middle 1960's, and Clatsop County's population has now (1969) gone over 28,000, surpassing the 1960 Census level. County-wide population forecasts made prior to 1965 were generally conservative, reflecting the recession conditions prevailing at that time. Since then, important changes in the local economy have improved employment prospects and the outlook is for an increased growth rate. The Crown-Zellerbach Co. mill at Wauna resulted in a population increase, and the Northwest Aluminum Co. mill now under construction at Warrenton will

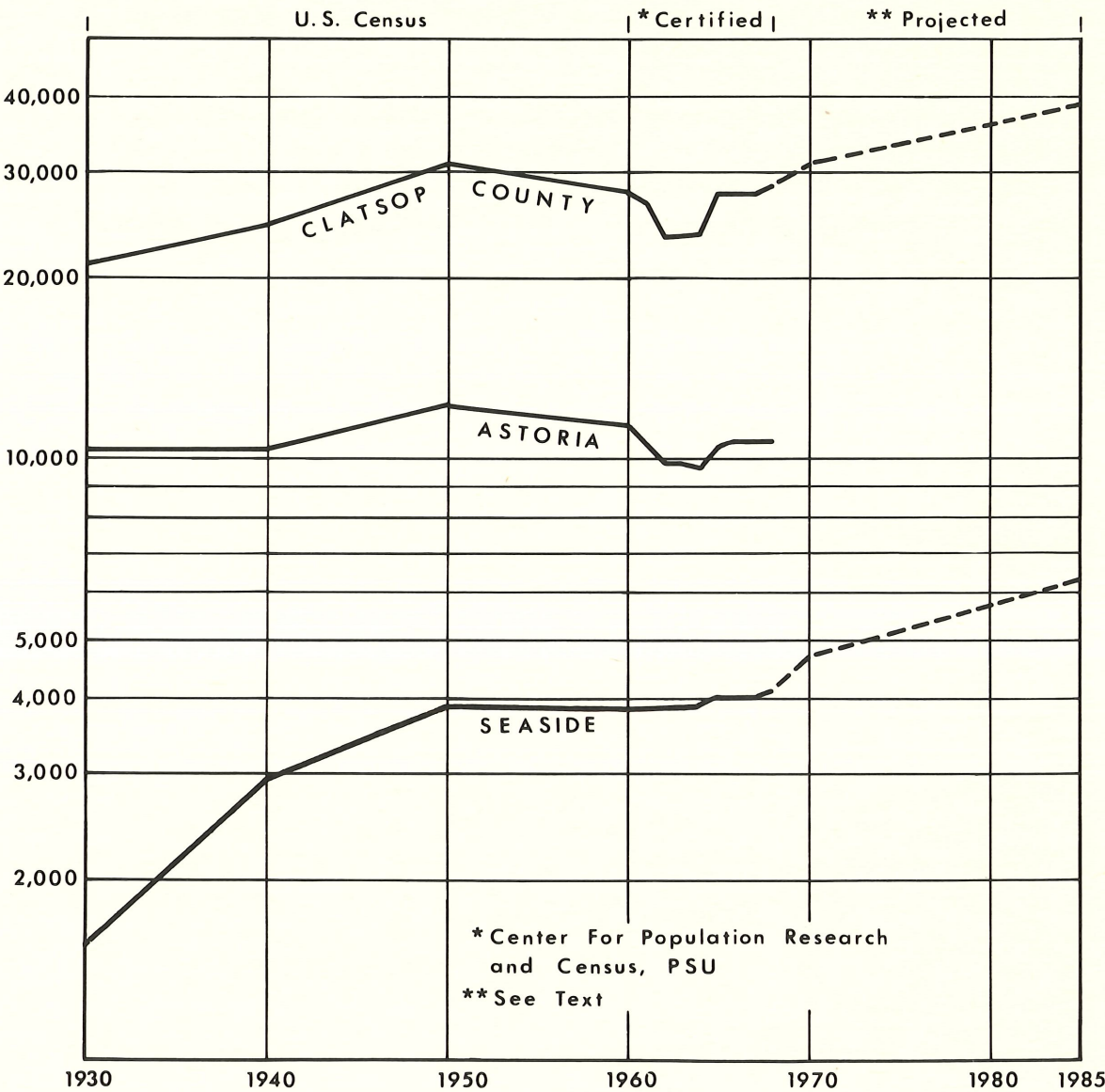


Figure 4 Population Trends & Forecasts,  
Clatsop County 1930 - 1985



have similar effects. The latter mill is close enough to Seaside to influence the city's population directly.

Current planning studies in Seaside did not include a detailed consideration of economic prospects. However, a recent evaluation of county-wide employment and population trends suggests that Clatsop County's population will probably increase abruptly to around 31,000 in 1970, and that by 1985 there are good possibilities it may reach 38,500.<sup>1</sup>

It is likely that the proportion of the county's total population living in Seaside will tend to increase because of the community's recreational potential and its attractiveness for retired people. If this assumption is applied to the county-wide projection cited above, it indicates that Seaside can expect a similar surge of new residents by 1970, and that the city ought to plan for a resident population of over 6,000 by 1985 (see Figure 4). Seasonal increases have been estimated by the Seaside Chamber of Commerce to average as much as three times the city's permanent population, and it is generally expected that future seasonal influxes will be at least as high.

#### Land Use Trends

The entire coastal section of Clatsop County has a strong tourist and recreation orientation. Land use patterns in coastal communities such as Cannon Beach, Gearhart, and Seaside reflect this by the prevalence of activities typically associated with resorts: small cottages, motels, restaurants, specialty shops, etc. Such towns also usually develop unique patterns that make comparisons with other communities relatively valueless.

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<sup>1</sup> Comprehensive Plan for Land Use and Major Roads in Clatsop County, Oregon, Bureau of Governmental Research and Service, University of Oregon, 1968, pp. 15-16.

A detailed survey of land use in Seaside was first undertaken in 1957-58 in connection with an earlier planning study.<sup>2</sup> Land use was surveyed again in 1968 as part of the present study in order to evaluate changes that may have occurred during the intervening years. The recent survey confirmed that many of the earlier conclusions are still valid: about a third of the city's developed land is devoted to tourist accommodations or activities; tourist facilities are still largely concentrated in the area between the beach front and the Necanicum River; and there is still about the same proportion of undeveloped land (around 20%) within the city. Maps 2 and 3 illustrate Seaside's land use in 1957 and 1968 respectively.

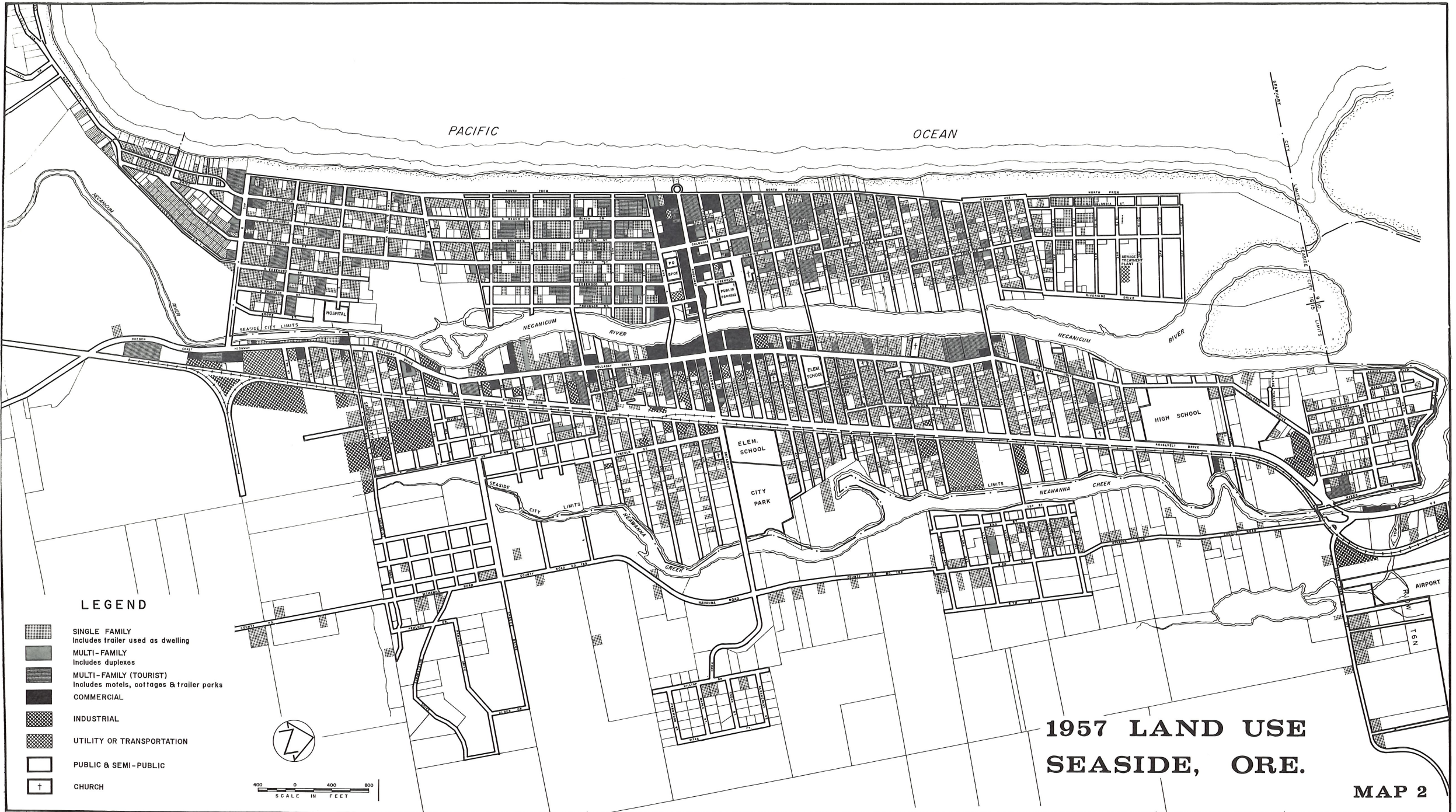
Some interesting changes, however, have occurred in the city's pattern of land use since 1957. For example, there has been a marked decrease in the amount of tourist-oriented commercial land use along Broadway, west of the Necanicum River, while business use has increased off Broadway, especially east of the river. New apartment or motel developments have tended to find locations outside of the city's central areas. A residential subdivision in the foothills east of town, that was only getting started in 1957, has been filled in with a number of new single family dwellings.

The trends have thus generally been towards more dispersed city development, despite the continued availability of vacant land in the heart of the city. Planning for Seaside therefore needs to consider future land use patterns and service requirements for a larger area than is presently in urban use. However, expansion ought to be reasonably consistent with the city's service capabilities, and it should not be encouraged if it results in an increasing amount of vacant land within the city's older areas.

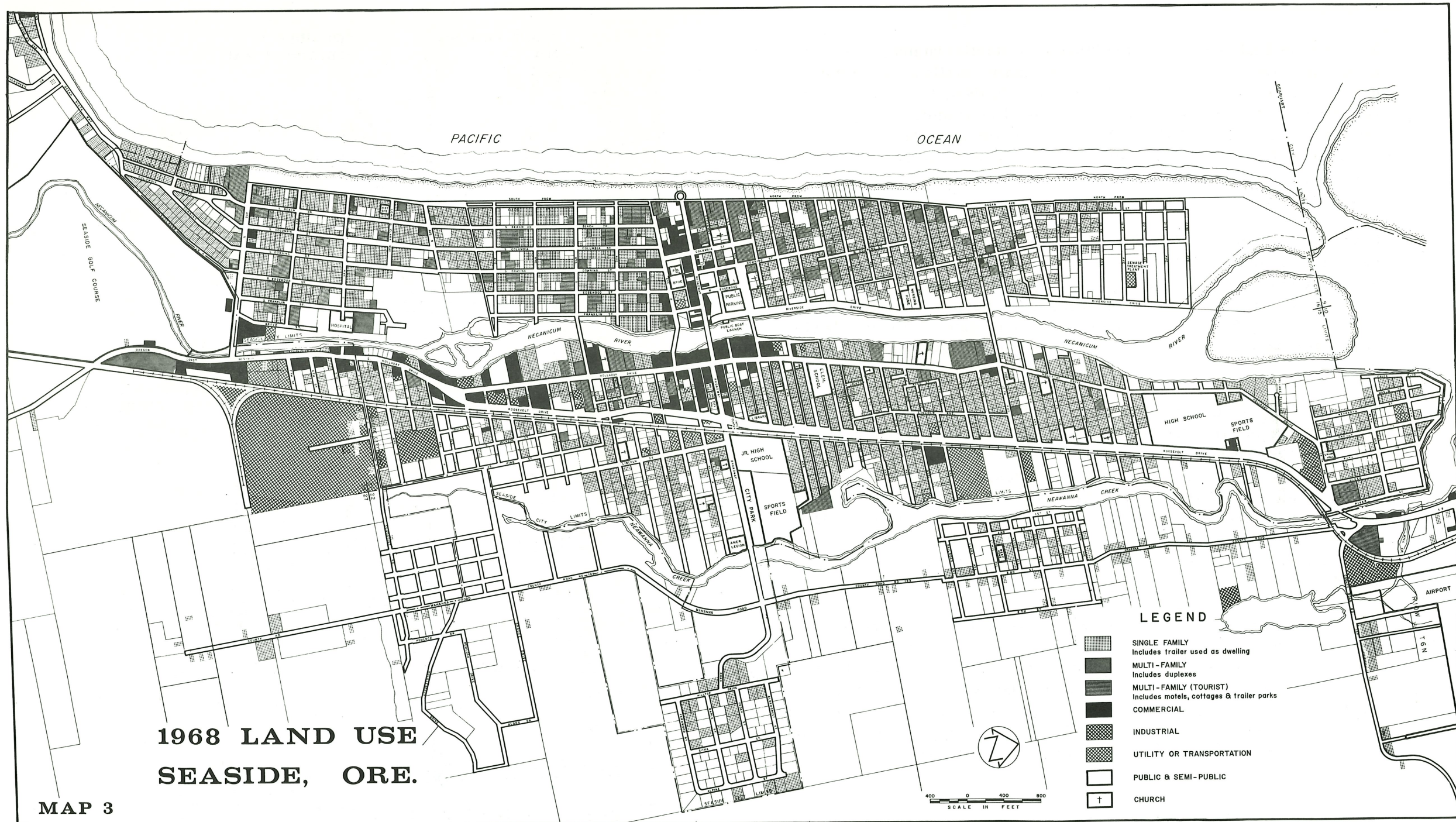
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<sup>2</sup> Land Use in Seaside, Bureau of Municipal (now Governmental) Research and Service, University of Oregon, 1958.











The 1957-58 land use study noted "that a substantial number of summer homes and other residences are in poor repair, particularly in the northeast and northwest areas of the city." In 1960, the U. S. Census recorded about 18 per cent of the city's residential units as "deteriorating or dilapidated." Since 1965, considerable emphasis has been placed on enforcement of the city's building code, with the result that a number of substandard structures have been improved, replaced, or demolished.

Changes in commercial land use are partly attributable to the widening and development of Roosevelt Drive as U. S. Highway 101. This has reduced traffic congestion on Holladay Drive and made conditions in its vicinity better suited for business use. Despite the fact that most through traffic now uses Roosevelt Drive, many of the new businesses that have located along Holladay Drive are nevertheless highway-oriented.

The Labor Day disturbances may have been partly responsible for the decline of tourist-oriented commercial uses in the city's resort core area. Another reason, however, is that the core area is poorly suited to accommodate large numbers of automobiles. Convenient and sufficient parking is not always available, and vehicular traffic on the area's narrow streets often conflicts with pedestrian movement. The general trend toward more dispersed city development, with a consequent higher reliance on cars for transportation, has also served to make matters worse.

Despite these problems, there are good possibilities that Seaside's downtown can maintain its importance as a center for resort activity. There are many opportunities to improve conditions, some of which are illustrated in Figure 5. These ought to be explored in more detail and a plan for downtown improvement prepared. Most importantly, however, a program should be formulated to accomplish goals that are jointly agreed upon by the business community and city officials.



Figure 5 Downtown Seaside



### The Street System

Most of Seaside's streets have been laid out in a basic grid system. The town's linear character, however, has resulted in a predominantly north-south street pattern. The Necanicum River also tends to disrupt the grid, since bridges are necessary for any east-west street to cross town. Many of Seaside's streets were developed before the automobile came into general use, and thus narrow, discontinuous streets are common.

A series of detailed studies of the city's streets and traffic conditions were undertaken between 1957 and 1959 (see Appendix). These studies included a general survey of existing street improvements. The present study collected similar information for purposes of comparison. Seaside's existing streets are illustrated on Maps 3 and 4 for 1957 and 1968 respectively.

Earlier studies of traffic conditions in Seaside pointed to several basic problems:

- Inadequate separation of local and regional traffic.
- Insufficient access to the northwest part of town.
- Poor separation of cars and people in the central beach-front area.
- Streets too narrow for the purposes they serve.
- Not enough off-street parking.

Over the past decade there have been a number of lively controversies concerning various proposals to deal with these problems. In a resort community like Seaside, separating local and regional traffic may seem to threaten the town's accessibility to passing motorists.

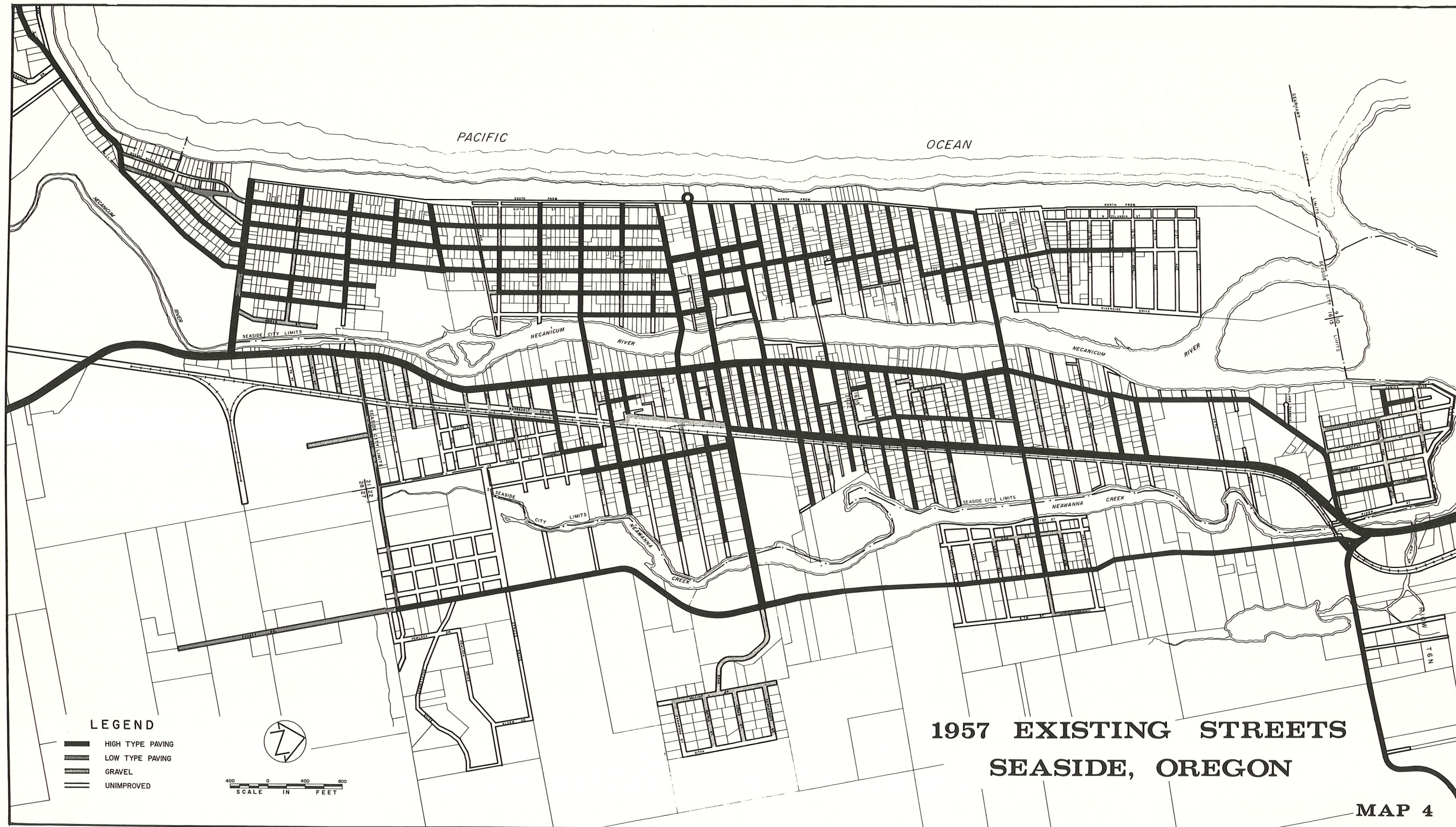
There was no easy agreement as to how access could best be improved into the northwest part of town. Street widenings are always difficult to accomplish once land uses become established close to right-of-way lines.

The relocation of U. S. Highway 101 along Roosevelt Drive was accomplished during the 1960's, which relieved what would otherwise have become intolerable congestion on Holladay. A daily average of over 7,000 vehicles now use the Coast Highway in the Seaside area, and volumes have been increasing between 5 and 10 per cent each year. Access to the northwest section of town has been substantially improved by the construction of a new street (Necanicum Drive) northward from 1st Street to 12th. Very few streets have been widened in Seaside, although better pavements, curbs, and surface drainage facilities have been installed in a number of instances. Improvements within existing rights-of-way, together with traffic control measures, one-way streets, and the elimination of on-street parking, have generally been the preferred ways of dealing with growing amounts of traffic on the city's narrow streets.

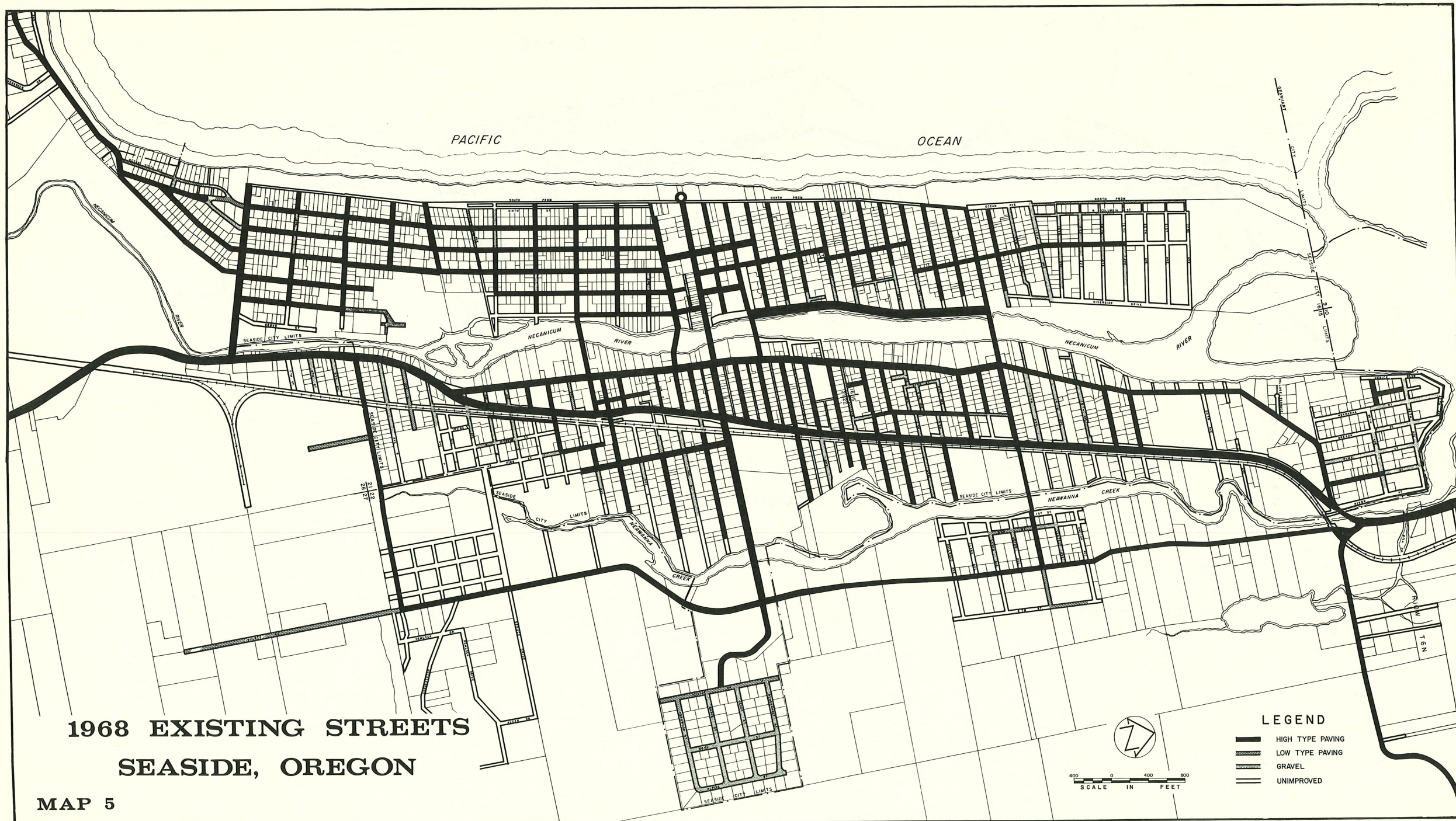
Nevertheless, some of the old problems persist. Access into areas north of 12th Street and west of the Necanicum River is still inadequate, and a recent proposal for a large housing development there makes this problem more urgent. Franklin Street should be wider, and Necanicum Drive ought to be extended north to form a loop with Franklin. Too much north-south traffic must still move through the heart of the resort district, especially along Columbia Street, conflicting with pedestrians. A southerly extension of Necanicum Drive would help divert some of this traffic. More public parking is needed in the core area as a substitute for on-street parking. Elimination of curb-side parking is a practical means of coping with traffic on narrow streets, but only if alternate off-street parking is available (see Figure 5).

The most serious circulation problem confronting Seaside in the 1970's will probably be the growing traffic on Highway 101. This is the old problem of conflicting local and regional traffic needs. There is strong











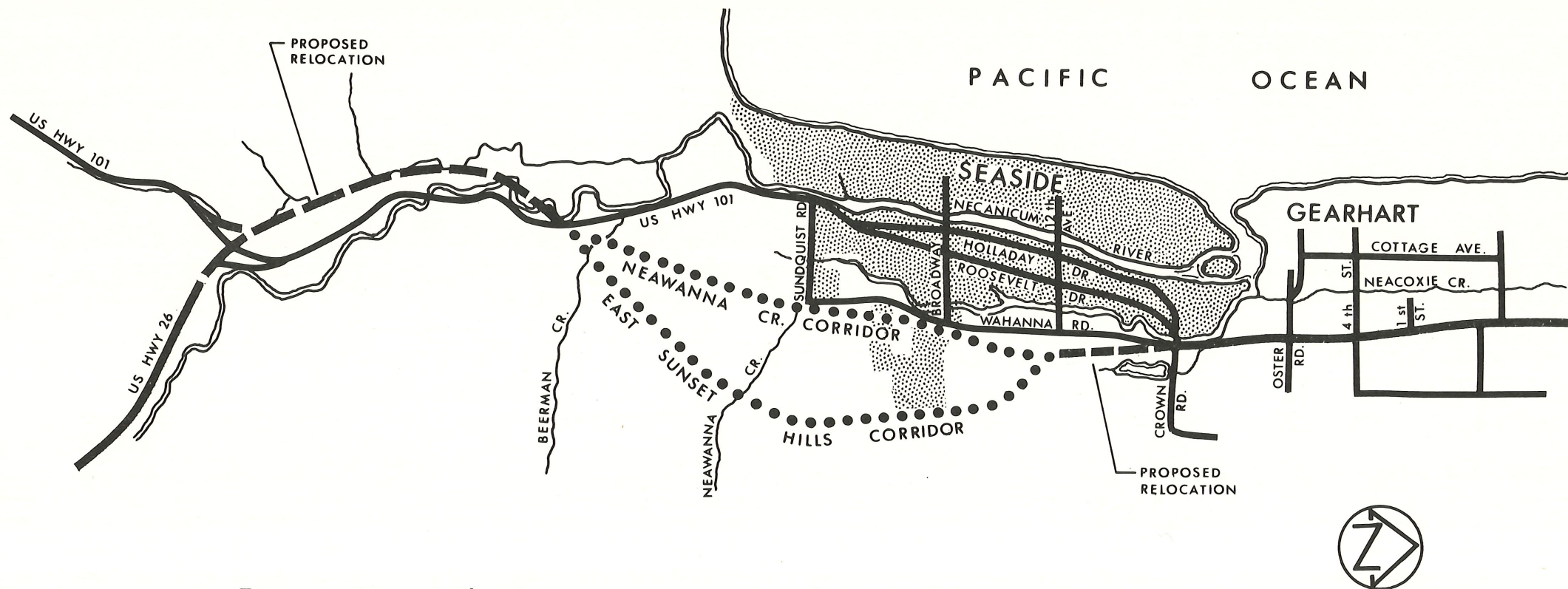


Figure 6 Relocation Proposals for U. S. Highway 101  
in the Seaside Vicinity

evidence that the shifting of 101 to Roosevelt Drive will prove to be a relatively temporary solution. As city development moves eastward and regional traffic becomes heavier, an entirely new highway location will be needed. Such a major by-pass should be capable of carrying volumes substantially over 10,000 vehicles per day, and it ought to be far enough east to avoid conflict with anticipated city development.

The State Highway Department has been considering relocation of Highway 101 in the Seaside area, and two highway corridors east of town are presently under study. They are illustrated in Figure 6.

While the Neawanna Creek corridor may be less expensive, a better long-term location would be along the East Sunset Hills corridor. The latter allows more space for eastward expansion of the city, and it would be less disruptive for developments that are likely to be undertaken in the near future. These proposals include the new hospital (already under construction), a middle school just southeast of the hospital, and new housing north of the present Sunset Hills development.

An easterly extension of Broadway to connect with the new highway would be important in order to insure the accessibility of Seaside's central area.



Inventory of Community Facilities

Seaside is served by a variety of existing facilities necessary for such basic community needs as education, fire and police protection, water and sewer service, etc. This study has given general consideration to the adequacy of these facilities as a background for proposals to upgrade or expand community services.

School District No. 10 operates five school facilities and serves Gearhart and Cannon Beach as well as Seaside. Three of these schools are located within Seaside proper. They are listed below together with information supplied by the School District:

<u>School</u>	<u>Grade Levels</u>	<u>1968-69 Enrollment</u>
Central	1-6	341
Broadway	7-8	257
Seaside High	9-12	493

All three schools are generally considered to be operating at capacity, and facilities at Central School (which is over 40 years old) are outdated and deteriorating. Although school officials do not anticipate a major increase in school enrollments, it is almost certain that some expansion of most facilities will probably be needed in the immediate future. The difficulties of modernizing and expanding Central School are such that replacing it with an entirely new school seems the best solution.

The City of Seaside maintains a single public park adjacent to Broadway School, which includes an athletic field and picnic facilities. The nearness of the beach, the city's many private recreational facilities, and a relative abundance of open land, have been important factors contributing to the small amount of developed park land in Seaside. As the community gains additional year-round residents, however, more recreational facilities will be needed apart from those intended primarily for tourists.

Seaside's administrative offices (including police and jail facilities) are housed in a city hall well over 50 years old. Facilities and offices for water and street department operations are located in separate, frame buildings that have been acquired in the vicinity of the city hall. While the city hall is a relatively sound structure, the other buildings are in generally poor condition. The City of Seaside faces several basic problems concerning these facilities:

- Present office space is limited and it needs modernization.
- Police and jail facilities are crowded and they should be modernized.
- More off-street parking should be available at city hall.
- The city's public works operations are housed in poor quality buildings that will probably need replacement in the immediate future.
- Present separate public works locations lack efficiency and convenience that a single, consolidated facility would offer.

The city maintains a public library in a modern structure specifically designed for that purpose. The present building is only about five years old, and it has room for expansion.

Seaside has a volunteer fire department that serves both the incorporated city and, by contract, the surrounding rural fire protection district. Its equipment includes six well-maintained fire and rescue trucks, which are housed in a building adjacent to the city hall. While this structure was not originally a fire station, it has been remodelled very effectively to serve that purpose.



The Oregon Insurance Rating Bureau in 1960 gave Seaside a Class 5 fire rating (out of ten possible classes). Since then, the city has accomplished many of the improvements that were recommended for more effective fire protection. It is anticipated that a re-evaluation of the city's present fire rating will result in a more favorable classification.

A public parking lot that accommodates nearly 200 vehicles is maintained by the City of Seaside to meet heavy seasonal parking demands. This facility has proven to be a valuable asset for Seaside's tourist-oriented economy.

Medical services are provided in Seaside by a hospital district. A new hospital is presently under construction on Wahanna Road to replace a 24 bed facility that has served the community for a number of years. There will be 35 beds in the new hospital, with room for expansion. This hospital is expected to serve most of the Clatsop County coast from Sunset Beach south, as well as nearby interior communities such as Elsie. A 1964 State Board of Health inventory of medical facilities noted that the Seaside Hospital has the highest occupancy rate (68 per cent) in Clatsop County.

The State Board of Aeronautics operates an airport just northeast of Seaside that is used primarily by small business and pleasure aircraft. Although this community facility is located beyond the city's present incorporated jurisdiction, planning in Seaside should seek to avoid development that might conflict with safe and effective airport operations. Some consideration has been given by the State Board of Aeronautics to expand facilities at the airport.

Seaside's main water supply is taken from a source on the South Fork of the Necanicum River, about 8 miles southeast of the city. Water flows by gravity from a diversion dam at the headworks along a six mile pipeline to a point where it is pumped into an 18 million gallon reservoir. The main headworks is 240 feet above mean sea level, while the reservoir is at an elevation of 154 feet. There is also an auxiliary supply source on the lower Necanicum River near the reser-

voir. Water is chlorinated at both the main and auxiliary sources. A two mile long transmission line carries water from the reservoir to the city's distribution system.

The primary distribution system consists mostly of lines between 6 and 12 inches in size, although a substantial number of lateral lines 4 inches or smaller are also in use. The most recent engineering evaluation of the system considered pipe quality to be good; water loss was estimated to be on the order of 10 per cent and not greater than 20 per cent of the water flow into the system.<sup>3</sup> Much of the Sunset Hills area is higher than 150 feet elevation and a pumping station is consequently needed for water service there. The Stanley Acres Water Association purchases water from the City of Seaside for distribution in its small system just northeast of town. There is also an emergency interconnection between the Seaside and Gearhart systems. This is in poor condition, however, and it needs replacement.<sup>4</sup> Map 6 illustrates the present extent of city water service as well as possible future areas that may need to be served.

In general, Seaside's water supply capabilities are exceedingly good. The recent county-wide water and sewer study<sup>5</sup> concluded that:

"The present source of water supply should be adequate for Seaside for many years to come. The Necanicum River is one of the largest streams in Clatsop County and maintains a good flow in the late summer months."

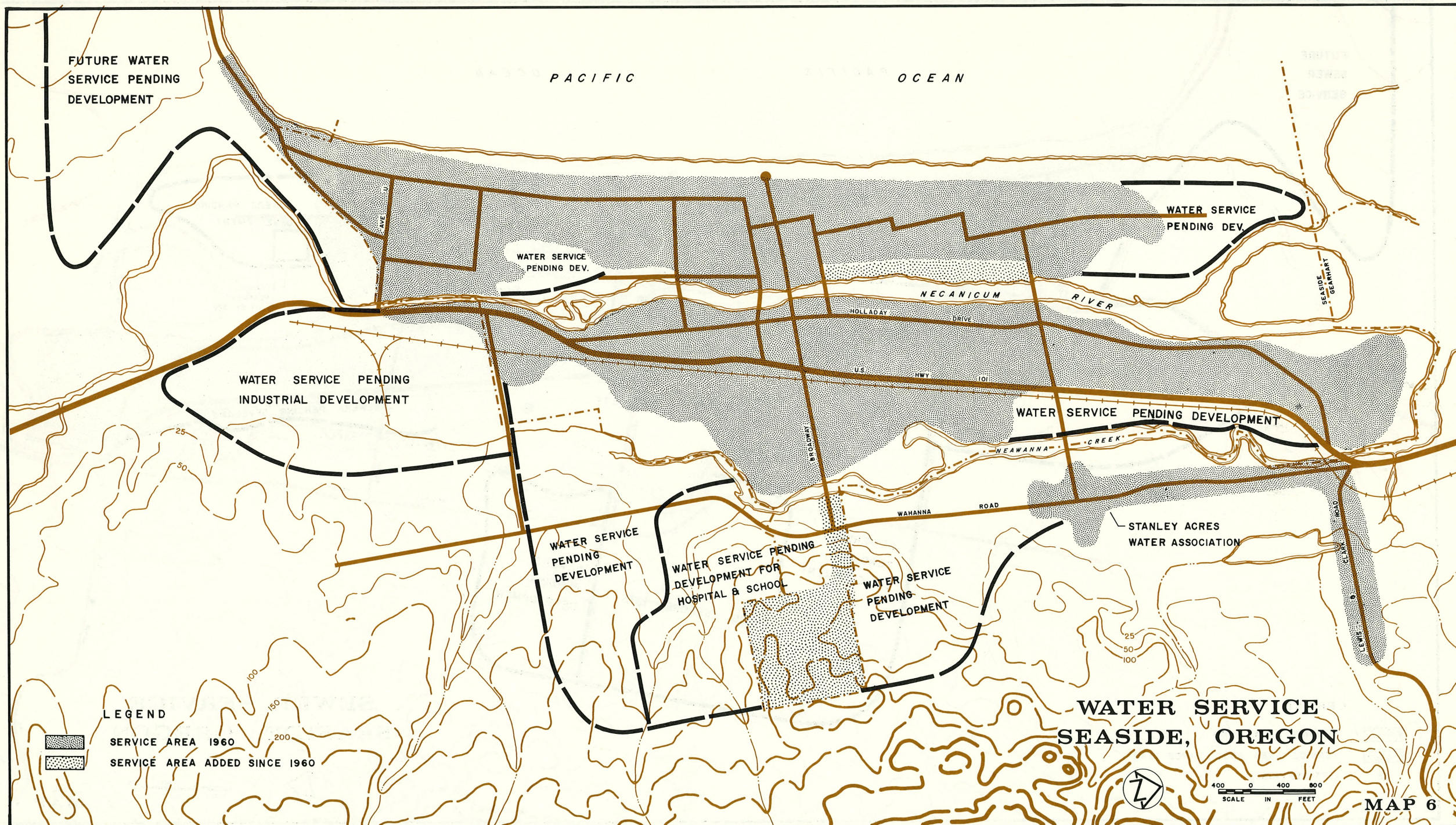
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<sup>3</sup> Engineering and Planning Report on Water Supply and Sewerage Systems of Clatsop County, Oregon, Carl Green & Associates, 1968, pp. 69-70.

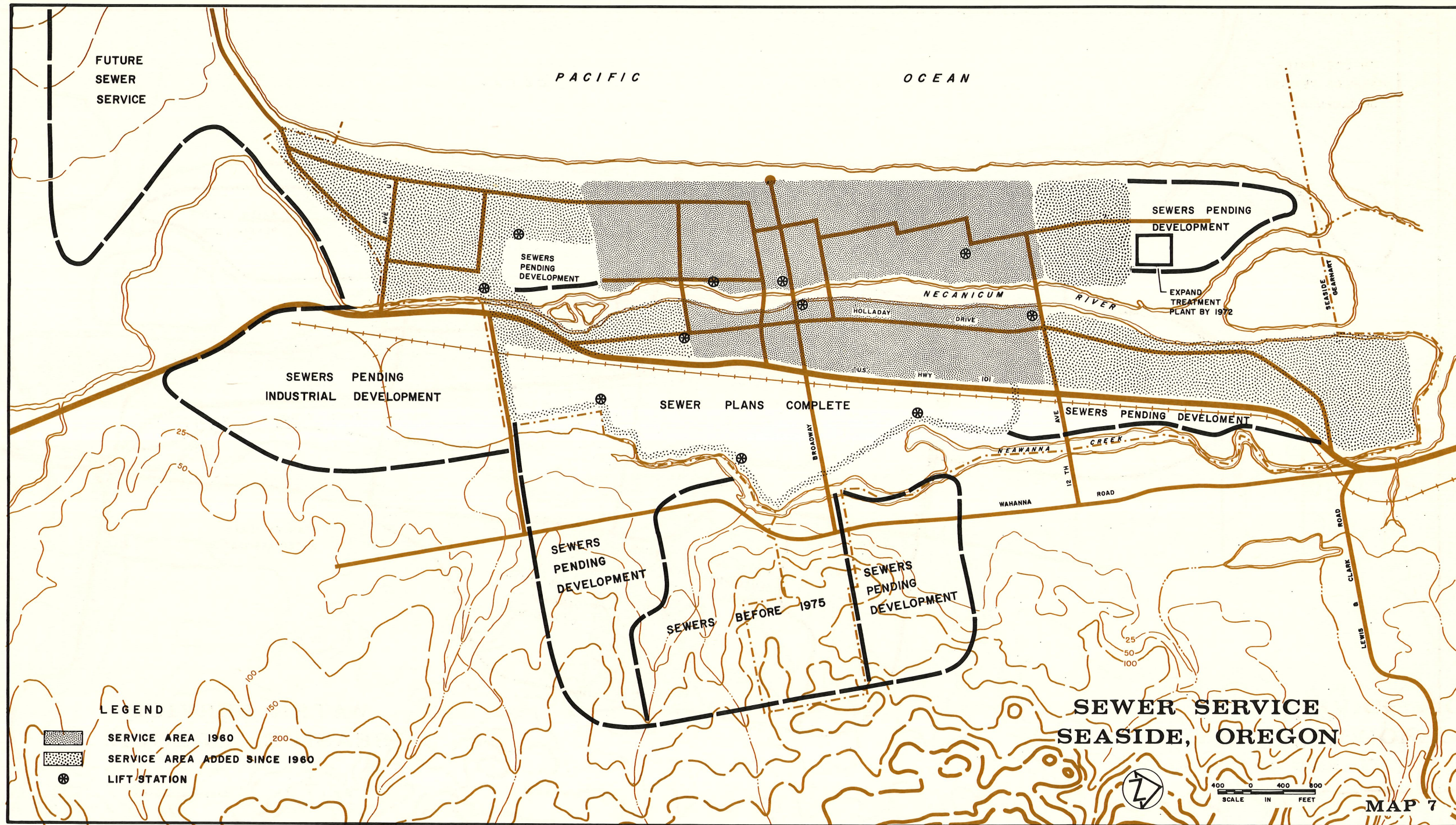
<sup>4</sup> Ibid., p. 53.

<sup>5</sup> Ibid., p. 103.











Facilities for collection and storage of water appear to be sufficient for any foreseeable needs, and only minor improvements are called for in the present distribution system. Extension of service into additional hilly areas (above elevation 150) east of the city may require the installation of more pumping stations, but the indications are that this poses no serious problems.

A sewer system has gradually been developed that affords service to most built-up sections of Seaside west of U. S. Highway 101. This includes a number of storm sewers constructed in the early 1960's to separate surface drainage from sanitary sewage. Several pump (or lift) stations are required to move sanitary sewage to the city's treatment facilities.

Sewage is treated at a plant in the northwest part of town which has a design capacity of one million gallons per day. Plant records show, however, that at times the volume of sewage treated is about double its rated capacity. Facilities at the plant include grit removal, primary sedimentation, chlorination, sludge digestion and drying.

Engineering plans exist to extend sewers as far east as Neawanna Creek, and lift stations have already been constructed in anticipation of this project. With significant prospects for additional development in the Sunset Hill area (including the new hospital and school) engineering plans to extend sewers eastward beyond the creek should be given serious attention in the immediate future.

Overloaded conditions at the treatment plant, however, ought to be dealt with first. A greater degree of treatment will probably also be required by the State to avoid pollution of the Necanicum River estuary. Present indications are that the city should aim to complete the expansion and improvement of facilities at the treatment plant by 1972. Aspects of sewer service in Seaside and vicinity are illustrated on Map 7.

### Previous Plans for Seaside

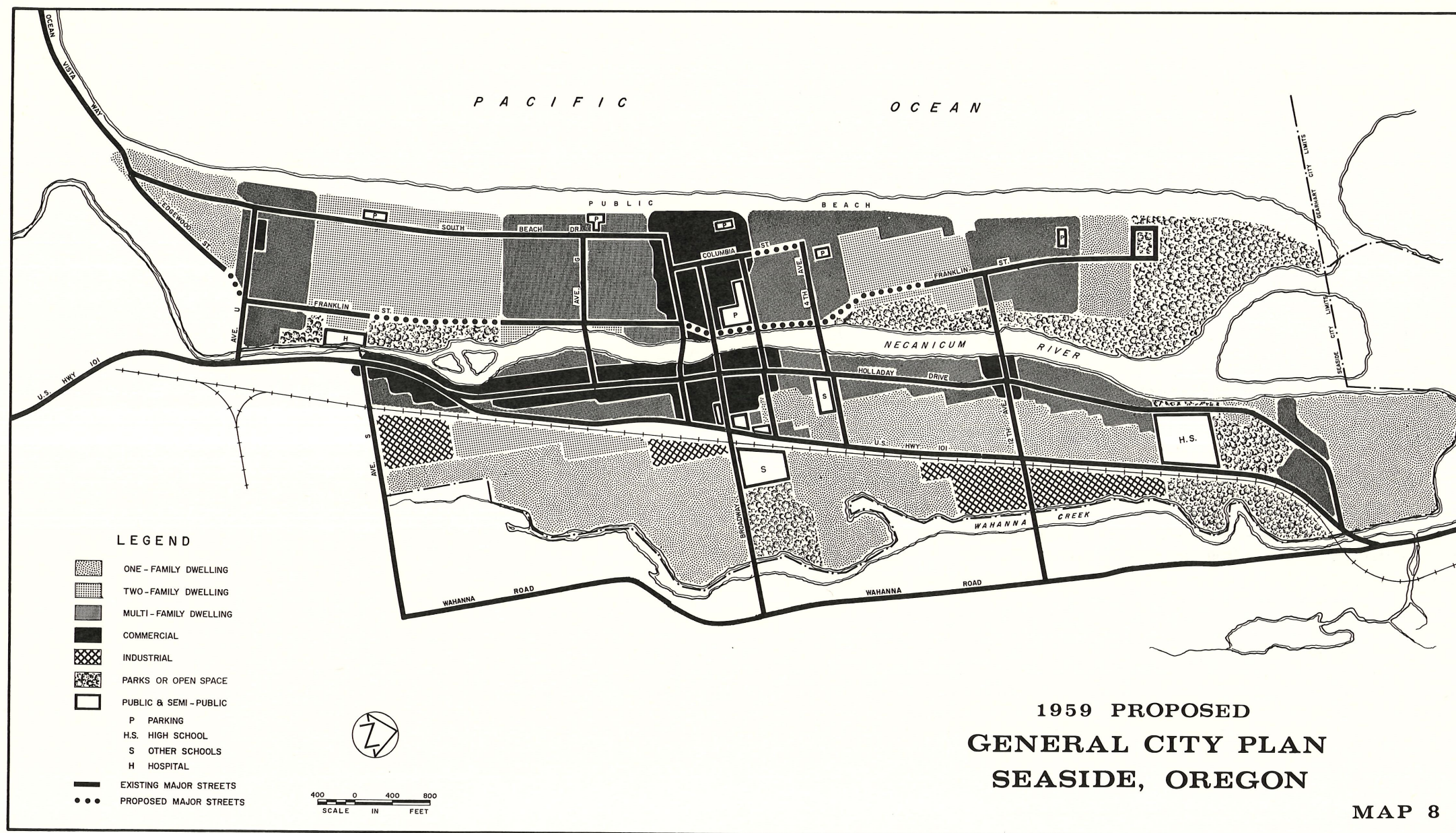
Over the years, a number of planning studies have been made in Seaside which resulted in the formulation of various proposals for the city's growth and betterment. Some of these proposals are now obsolete, while others may still be useful solutions to old problems. The current planning has considered these previous plans, and many ideas that still seem to be relevant and practical have been incorporated into the proposed Comprehensive Plan.

In 1959, a long series of previous studies culminated in a proposed general city plan described in a report prepared for the city planning commission.<sup>6</sup> Map 8 depicts the basic features of that plan so that they may be compared with current planning proposals.

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<sup>6</sup> A City Plan for Seaside, Bureau of Municipal (Governmental) Research and Service, 1959.







## PART IV

### PLANNING INSTRUMENTS

There are several basic instruments available to help the city achieve planning aims. They are essentially regulatory measures and supplemental programs or policies that are adopted to clarify the meaning of the Comprehensive Plan as it applies to specific situations. It is through these instruments, described briefly below, that planning can actually influence and guide the city's future development.

#### Zoning Ordinance

By exercising its authority to restrict sections of the city to different activities, the city, through its council and planning commission, plays an important role in determining land use patterns. Zoning is probably the most familiar legal instrument used in plan implementation, and it is sometimes mistakenly construed to be the substance of planning. While the Comprehensive Plan includes general proposals for the pattern of future land use, the zoning ordinance actually governs land use with definite and precise requirements.

The effectiveness of zoning is often complicated by the fact that changes in zoning, granted in response to individual requests for small parcels of land, over a long period can easily run counter to long-range development goals. Thus, it is important that zone change proposals be considered in relation to the policies and aims of the Comprehensive Plan.

The City of Seaside has adopted a zoning ordinance. While the basic features of the present zoning pattern agree substantially with the

proposed Comprehensive Plan, the requirements of the zoning should nevertheless be reviewed in greater detail than has been possible in this study.

#### Subdivision Regulations

Review of proposed land subdivisions by the city planning commission is a useful means of achieving planning goals. Dedication of land, for example, to assist in street widenings or extensions can be made a condition of approval for new plats. The over-all design of subdivisions (including the installation of required improvements) will have a direct bearing on the quality of new residential districts in Seaside. The bad effects of an ill-conceived, poorly constructed subdivision are difficult to overcome.

A subdivision code provides the city with guidelines for approval of subdivision plats. It specifies procedures for plat approval; contains design standards for streets, lots, and blocks; and lists improvements such as streets and utilities which are to be provided by the subdivider.

Although proposed subdivisions in Seaside are reviewed by the city planning commission, no subdivision code has been adopted. Such regulations should be prepared and adopted so that city policy on new plats is stated clearly and given official recognition.



### Official Street Ordinance and Map

By adopting an official map showing, in detail, alignments of new or widened future streets, the city can greatly facilitate the eventual realization of planning recommendations for streets and thoroughfares. Like zoning, such an official street map seeks to reduce general proposals to precise and specific locations. In this way, the city can indicate clearly certain areas in which construction should be avoided, so that purchase and removal of improvements will not be necessary at a later time.

Commonly, an official street map is accompanied by an ordinance that provides the city with a basis for delaying construction which is proposed within the bed of a mapped street. If investigation by the city's engineer or building inspector determines that the property owner could carry out his development satisfactorily by relocation of the structure to avoid the path of the proposed future street, such a change in location can be required. If, however, the preservation of the mapped street would make use of the property impossible, the city would have the opportunity to purchase the property.

Relatively few Oregon cities have used this planning instrument, although setback lines are often established along streets that are anticipated to be widened. Considering the many narrow streets in Seaside, the adoption of an official mapped streets ordinance (which would deal with setback problems) seems especially appropriate.

### Building Code

Cities have a responsibility to insure that buildings meet minimum standards of safe design. Seaside has adopted the Uniform Building Code and an effective building inspection program is maintained. Vigorous code enforcement, in fact, has significantly reduced the number of the city's deteriorating and delapidated structures.

### Capital Improvement Program

Many planning recommendations will require the expenditure of city funds. For this reason, a program taking into account the city's financial capabilities, its normal operating expenses, and other capital improvement needs, is essential if proposals of the Comprehensive Plan involving large expenditures are to have any prospect of happening.

Such a program involves the preparation of a list of needed projects with their estimated cost, methods of financing, relative priorities, and it customarily schedules projects over a six year period. At budget time each year, the list of projects would be reviewed and revised as necessary, and an additional year added to replace the year just completed.

Although short-term programming of city projects is common, Seaside needs to develop a long-range financial program for expensive and relatively permanent improvements. The purpose of such a program is not to find ways to spend more public money, but rather to insure that necessary projects are properly scheduled over the years, according to what is most important, and with consideration for the amount of money available to pay for them.

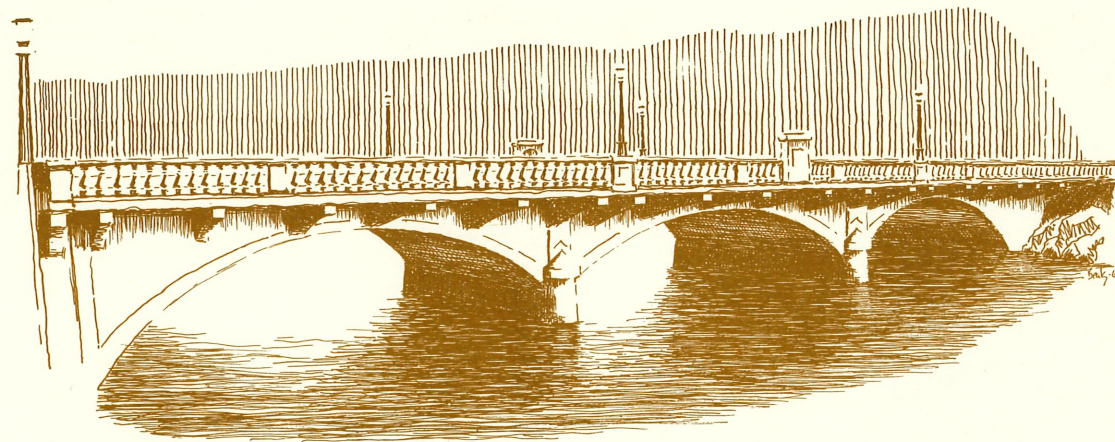
### Further Studies

The proposed Comprehensive Plan described in this report suggests in several instances that more detailed or refined studies should be undertaken with regard to special areas of concern. Such further studies may be considered planning instruments also. Important future planning studies include:

- A downtown study and plan, including specific recommendations for its improvement or redevelopment.



- A study of neighborhood conditions, with detailed proposals to accommodate the needs and aspirations of people at the neighborhood level.
- Studies and plans for space utilization in city hall and in the operation of the city's public works departments.
- An annexation study to determine the best course for the city to take in extending its services to surrounding areas.
- Engineering studies and plans to expand or improve the city's water and sewer facilities.









## APPENDIX

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