

**AGENDA SEASIDE CITY COUNCIL MEETING
SEPTEMBER 11, 2017 7:00 PM**

1. **CALL TO ORDER**
2. **PLEDGE OF ALLEGIANCE**
3. **ROLL CALL**
4. **APPROVAL OF AGENDA**
5. **RECOGNITION - SEASIDE FIRE FIGHTER, GENESEE DENNIS**
6. **PROCLAMATION - CONSTITUTION WEEK**
7. **COMMENTS – PUBLIC – (please keep speaking time to four minutes)**
8. **DECLARATION OF POTENTIAL CONFLICT OF INTEREST**
9. **CONSENT AGENDA**
 - a) **PAYMENT OF THE BILLS - \$420,797.63**
 - b) **APPROVAL OF MINUTES - August 28, 2017**
10. **UNFINISHED BUSINESS:**
 - a) **VACANCY - BUDGET COMMITTEE**
11. **NEW BUSINESS**
 - a) **PUBLIC HEARING – SEASIDE SCHOOL DISTRICT #10's LAND USE DECISION TO AMEND THE CITY OF SEASIDE COMPREHENSIVE PLAN, ZONING ORDINANCE, AND ZONING MAP PRIOR TO ANNEXATION. THIS IS NOT A SITE DEVELOPMENT REQUEST, BUT IT WILL MAKE THE AMENDMENTS NECESSARY FOR THE SCHOOL TO APPLY FOR A CONDITIONAL USE PERMIT IN THE FUTURE FOR DEVELOPING A CONSOLIDATED SCHOOL CAMPUS, Sheila Roley**
 - **OPEN PUBLIC HEARING**
 - **APPLICANT'S PRESENTATION**
 - **TESTIMONY IN FAVOR**
 - **TESTIMONY IN OPPOSITION**
 - **APPLICANT'S TIME FOR REBUTTAL**
 - **CLOSE PUBLIC HEARING**
 - **COUNCIL DELIBERATION & DECISION**
 - b) **SEASIDE FIRE DEPARTMENT SCBA GRANT PURCHASE, Joey Daniels**
 - c) **SEASIDE FIRE DEPARTMENT DONATION OF USED SCBA EQUIPMENT TO GEARHART FIRE DEPARTMENT, Joey Daniels**
 - d) **UPDATE - CITY OF SEASIDE SIGNAGE, Jon Rahl**

- e) MEMORANDUM OF UNDERSTANDING (MOU) CLATSOP COUNTY HOUSING STUDY
- f) AGREEMENT FCS GROUP - UPDATING THE SYSTEM DEVELOPMENT FEES

12. COMMENTS FROM THE CITY STAFF

13. COMMENTS FROM THE COUNCIL

14. ADJOURNMENT

Complete copies of the Current Council meeting Agenda Packets can be viewed at: *Seaside Public Library and Seaside City Hall. The Agendas and Minutes can be viewed on our website at www.cityofseaside.us.*

All meetings other than executive sessions are open to the public. When appropriate, any public member desiring to address the Council may be recognized by the presiding officer. Remarks are limited to the question under discussion except during public comment. This meeting is handicapped accessible. Please let us know at 503-738-5511 if you will need any special accommodation to participate in this meeting.



CITY of SEASIDE

OREGON'S
FAMOUS
ALL-YEAR
RESORT

989 BROADWAY
SEASIDE, OREGON 97138
(503) 738-5511

PROCLAMATION

Whereas, September 17, 2017 marks the two hundred thirtieth anniversary of the drafting of the Constitution of the United States of America by the Constitutional Convention; and

Whereas, it is fitting and proper to accord official recognition to this magnificent document and its memorable anniversary; and to the patriotic celebrations which will commemorate the occasion; and

Whereas, Public Law 915 guarantees the issuing of a proclamation each year by the President of the United States of America designating September 17 through 23 as Constitution Week,

NOW, THEREFORE, I Jay Barber, Mayor of the City of Seaside, in the State of Oregon, do hereby proclaim the week of September 17 – 23, 2017 as

CONSTITUTION WEEK

AND ask all citizens to reaffirm the ideals the Framers of the Constitution had in 1787 by vigilantly protecting the freedoms guaranteed to us through this guardian of our liberties, remembering that lost rights may never be regained.

IN WITNESS WHEREOF, I have hereunto set my hand and caused the Seal of the City of Seaside to be affixed this 11th day of September, 2017.



JAY BARBER, MAYOR

SEASIDE BUDGET COMMITTEE

The Seaside Budget Committee meets publicly to review the budget documents as proposed by the budget officer. The budget committee receives the budget and budget message and provides an opportunity for the public to ask questions about and comment on the budget. The committee also approves a budget, and, if ad valorem property taxes are required, approves an amount or rate of tax for all funds that receive property taxes.

The budget committee is composed of the governing body and an equal number of electors appointed by the governing body. All members of the budget committee have equal authority. An elector is a qualified voter who has the right to vote for the adoption of any measure. If the governing body cannot find a sufficient number of electors who are willing to serve, those who are willing and the governing body become the budget committee.

Applicants for the Budget Committee need to be registered voters of the City of Seaside for at least one year prior to serving on the Committee. The appointive members of the budget committee cannot be officers, agents or employees of the local government. Spouses of officers, agents or employees of the local government are not barred from serving on the budget committee if they are qualified electors and not themselves officers, agents, or employees. Appointive members of the budget committee are appointed for three-year terms.

The committee shall elect a presiding officer from among the members at the first meeting. No member of the budget committee may receive any compensation for their services as a member of the committee.

COMMITTEE/COMMISSION APPOINTMENT

1. **Date Council Notified:** March 13, 2017

Name: Steve Wright

Commission/Committee: Budget Committee

Resignation Date: Wright - March 1, 2017

Term Expiration Date: December 31, 2018

Wants to be considered again: Wright - No (City Councilor)

2. **Applicants:**
John Dunzer
George Stacey

3. **Nominations:**

4. **Appointment:**

Please Note: It is Council policy that applicants must be a city or urban growth boundary resident, business owner or employee of a business for at least one year, depending on committee/commission residency requirements.

CITY OF SEASIDE

Interest Form for Committee/Commission/Board Vacancies

PLEASE RETURN TO CITY HALL BY: _____

NAME DUNZER JOHN PHONE 949 566-8664
Last First

ADDRESS 2964 KEEPSAKE DR SEASIDE OR 97138

MAIL ADDRESS (DIFFERENT THEN ABOVE) NA

LENGTH OF TIME IN SEASIDE 14 YRS

ARE YOU A REGISTERED VOTER IN SEASIDE: Yes No

OCCUPATION ENTREPRENEUR

PAST OCCUPATIONS CONSULTANT, CEO, CFO, PRESIDENT VICE PRESIDENT
TECHNICAL FIRMS - AEROSPACE, ELECTRONICS, COMPUTERS

List committee/commissions on which you would like to serve: BUDGET
PLANNING TRANSPORTATION

List committee/commissions you are currently appointed to: NONE HERE
OTHER COMMUNITIES - PLANNING COMMISSION, SCHOOL BOARD

List fields in which you have interest or ability: CITY PLANNING, FINANCE, ENERGY
BUSINESS DEVELOPMENT, MARKET RESEARCH, ENVIRONMENTAL IMPACT

List employment and volunteer activities, which may relate to service on committee/commissions:
ALL ABOVE

List skills and special knowledge that you may have acquired from these activities:
ALL ABOVE

Have you ever been convicted, pled guilty or pled "no contest" to any crime, offense, or major traffic violation? Yes () No () If yes, what offense? _____

When? _____ Please explain: _____

Please list 3 references including an employer or supervisor, and people that have known you for at least 2 years. (No City Council Members, Please)

NAME	RELATIONSHIP	ADDRESS	PHONE
<u>TERRY ROSE</u>	<u>NEIGHBOR</u>	<u>2960 KEEPSAKE</u>	
<u>BOB MOBERG</u>	<u>NEIGHBOR</u>	<u>2968 KEEPSAKE</u>	
<u>ERIC CARRETER</u>	<u>ACQUAINTANCE</u>	<u>DN</u>	<u>DN</u>

I authorize, any person or entity contacted by the City of Seaside to furnish information relating to my appointment to the Commission/Committee/Board indicated above and I release any such person or entity from any and all liability for furnishing such information. I also release the City of Seaside from any and all liability for conducting such an investigation.

DATE July 14, 2017 SIGNATURE [Signature]

Please Note: It is Council policy that applicants must be a city or urban growth boundary resident, business owner or employee of a business for at least one year, depending on committee/commission residency requirements.

CITY OF SEASIDE

Interest Form for Committee/Commission/Board Vacancies

PLEASE RETURN TO CITY HALL BY: _____

NAME STACEY GEORGE PHONE 503 717-3700
Last First
ADDRESS 1960 S. Columbia Seaside OR 97138
MAIL ADDRESS (DIFFERENT THEN ABOVE)
LENGTH OF TIME IN SEASIDE 51 years
ARE YOU A REGISTERED VOTER IN SEASIDE: Yes No
OCCUPATION Real Estate Sales
PAST OCCUPATIONS H.S. Educator

List committee/commissions on which you would like to serve: Budget Improvement Comm.

List committee/commissions you are currently appointed to: None

List fields in which you have interest or ability: Local Govt.

List employment and volunteer activities, which may relate to service on committee/commissions:

List skills and special knowledge that you may have acquired from these activities:
Limited Knowledge of Robert's Rules of Order

Have you ever been convicted, pled guilty or pled "no contest" to any crime, offense, or major traffic violation? Yes () No () If yes, what offense? Not yet
When? _____ Please explain: _____

Please list 3 references including an employer or supervisor, and people that have known you for at least 2 years. (No City Council Members, Please)

NAME	RELATIONSHIP	ADDRESS	PHONE
<u>DR John Corkrey</u>	<u>Client</u>	<u>1241 S Prom</u>	<u>738-8190</u>
<u>Richard Spaw</u>	<u>Friend</u>	<u>AVET 55</u>	<u>298-2786</u>
<u>Marilyn Starr</u>	<u>FRIEND</u>	<u>WR</u>	<u>440-1436</u>

I authorize, any person or entity contacted by the City of Seaside to furnish information relating to my appointment to the Commission/Committee/Board indicated above and I release any such person or entity from any and all liability for furnishing such information. I also release the City of Seaside from any and all liability for conducting such an investigation.

DATE August 4, 2017 SIGNATURE George Stacey



CITY of SEASIDE

OREGON'S
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RESORT

989 BROADWAY
SEASIDE, OREGON 97138
(503) 738-5511

BUDGET COMMITTEE

Term of Office: 3 years

Number of Members: 14 (Includes City Council)

<u>NAME</u>	<u>ADDRESS</u>	<u>PHONE</u>	<u>TERM EXPIRES</u>
JAMES SHIPLEY	284 ALPINE ST.	717-0392	12/31/2017
REBECCA BUCK	P O BOX 1152	738-3045	12/31/2017
NANCY MCCUNE	822 NECANICUM #101	503-260-8905	12/31/2017
ROBERT PERKEL	2039 HUCKLEBERRY DR.	971-320-0008	12/31/2018
VACANCY			12/31/2018
LES MCNARY	1624 S. FRANKLIN	738-0759	12/31/2019
KATHLEEN PETERSON	1640 HUCKLEBERRY DR.	440-5543	12/31/2019

CITY OF SEASIDE MEMORANDUM

To: Mayor & City Council
From: Planning Director, Kevin Cupples
Date: September 11, 2017
Owner/: Seaside School District #10
Applicants: 1801 S Franklin St., Seaside, OR 97138
Consultant: Greg Winterowd, Winterbrook Planning
310 SW 4th Avenue, Suite 1100, Portland, OR 97204
Location: Seaside Heights Elementary School, 2000 Spruce Dr. &
Lands to the East (T6, R10, S22, TL#900 & portions of
TL#2102 & S22CA, TL#108)
Subject: Comprehensive Plan & Zone Code Amendment 17-
047CPA & ZCA and Zone Map Amendment 17-048ZMA

Request Summary:

The Seaside School District is requesting a 49 acre expansion of the Urban Growth Boundary to provide a suitable site for a consolidated school district campus above the tsunami inundation zone. The proposal would change the Clatsop County Conservation Forest Land (F-80) designation of the property to City Institutional Campus and adopt new policies and text to support the proposed Comprehensive Plan map changes. The Seaside Zoning Ordinance would also be changed to create a new Institutional Campus (I-C) zoning district and amend the conditional use provision in Article 6 and other sections to recognize the I-C zone and keep it consistent with the Ordinance.

The school campus would be rezoned from Low Density Residential (approximately 40 acres of R-1) & County Conservation Forest (49 acres of F-80) to Institutional Campus (I-C); and the newly designated 49 acre portion would be annexed.

Although a conceptual plan for the site is included in their submittal, this is not a request to approve a development plan for the site. This request would make amendments to the Comprehensive Plan, Zoning Ordinance, & Zoning Map that are necessary for the School District to prepare a conditional use request for an institutional development plan for the consolidated school campus. Based on the District's proposed amendments, the conditional use within the newly created I-C zone would be subject to review by the Seaside Planning Commission.

Planning Commission Public Hearing Testimony Summary:

The Planning Commission conducted an initial public hearing to obtain input concerning the District's proposed amendments on August 1, 2017. Although the majority of the testimony was in favor of the District's submitted amendment package, there were a number of oral & written concerns expressed by the public that are part of the record of the request. These are reflected in the Planning Commission's minutes & they can be accessed online.

Included in the public testimony, the Department of Land Conservation and Development (DLCD) submitted a letter in support of the proposed amendments & zone change. As part of that letter, DLCD asked the City to include an additional policy in the Comprehensive Plan that would address future use of the vacated school sites.

Planning Commission Recommendation:

After closing the public hearing and discussing the proposed text amendments & zone change, the Planning Commission recommended the City Council approve the District's proposal based on their submittal. This was based on the understanding that a future site development plan would require conditional use permit review by the Commission in accordance with the newly created Institutional Campus (I-C) zone.

School District's Response to Testimony & Expressed Concerns:

The District's consultant has prepared a Memorandum (Dated September 5, 2017) responding to the concerns expressed during the public hearing and the Commission's discussion. That document is attached for Council review.

City Council Public Hearing:

Notice of the City Council's public hearing was mailed to the surrounding property owners and published in the Daily Astorian. Additional written testimony has been submitted prior to the hearing and it is attached for Council consideration.

In accordance with the Comprehensive Plan and Zoning Ordinance, after the City Council concludes their public hearing, the Council will make a final decision on the proposed amendment to the plan and the zoning ordinance.

Decision Criteria, Findings & Decision:

The applicant's consultant has provided a lengthy justification document that addresses the criteria applicable to the request. These materials can be used as supporting findings and justification statements that may be adopted by the City Council to support their final decision.

The proposed changes to the Zoning Map and UGB boundary are shown on page 2 of the District's submitted request. The specific changes to the Comprehensive Plan and Zoning Ordinance are identified in Appendix A. These

are attached for Council review. Although Appendix B-I are not attached (due to the volume of information in the entire submittal package); they would be included as the basis for the Council's final decision. They are available for review on the City's Website, City Hall, & at Community Development.

Final Recommended City Council Action:

The following recommendation is based on the assumption that the public hearing did not reveal any well substantiated reason to consider modifying the District's proposed Comprehensive Plan & Zoning Ordinance Text Amendments & Zone Change.

Approve the District's proposed amendment package (Comprehensive Plan & Zone Code Amendment 17-047CPA&ZCA and Zone Map Amendment 17-048ZMA) based on the Commission's recommendation and the District's submittal.

In addition to the amendments identified by the District, the Council should incorporate the additional policy suggested by the Department of Land Conservation and Development (DLCD) that address the sites that will be vacated by the School District (attached).

Once the City Council has made a final decision concerning the land use actions, the adopted amendments will be incorporated into amending ordinances that are necessary to make the formal changes to the Comprehensive Plan, Zoning Ordinance, & Zoning Map. The amending ordinances would be prepared by staff for Council review after they have made their final land use decision.

Attachments:

- Seaside School District Comprehensive Plan & Ordinance Text Amendment and Appendix A
- Consultant's Memorandum 9/5/17
- Dunzer Comments 9/1/17
- Carpenter Email Comments 9/5/17
- DLCD Letter 7/7/17

Seaside School District

Comprehensive Plan and Zoning Map and Text Amendment Request

Applicant: Seaside School District #10 1801 South Franklin Street Seaside Oregon 97138 Contact: Sheila Roley, Superintendent (503) 738-5591	Represented by: Winterbrook Planning 310 SW 4 th Avenue, Suite 1100 Portland, OR 97204 Contact: Greg Winterowd, Principal (503) 827-4422
--	--

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

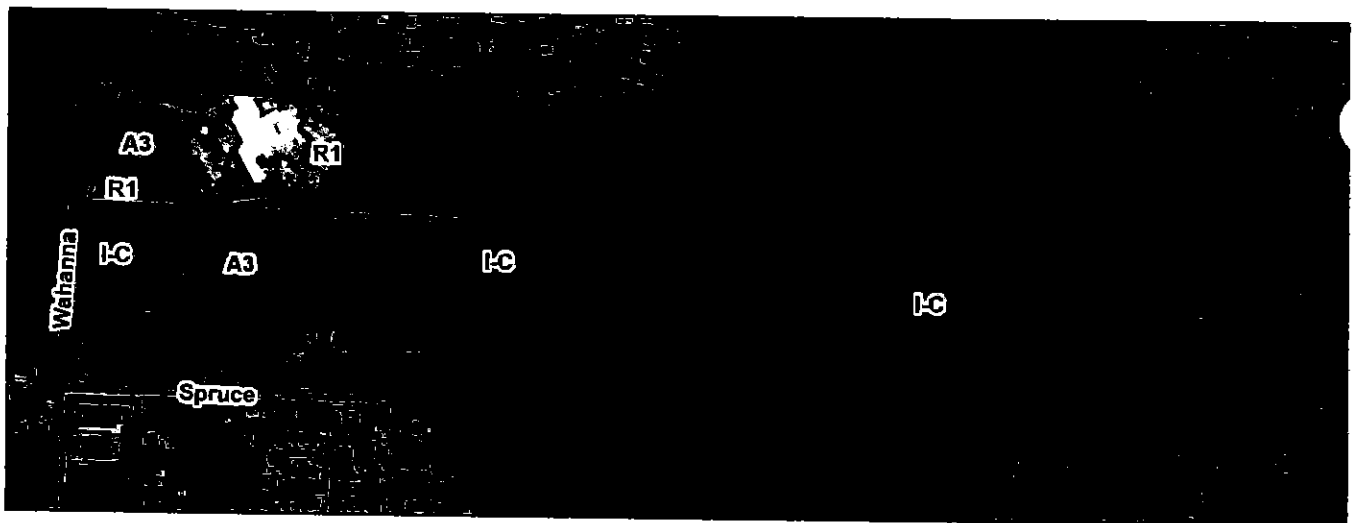
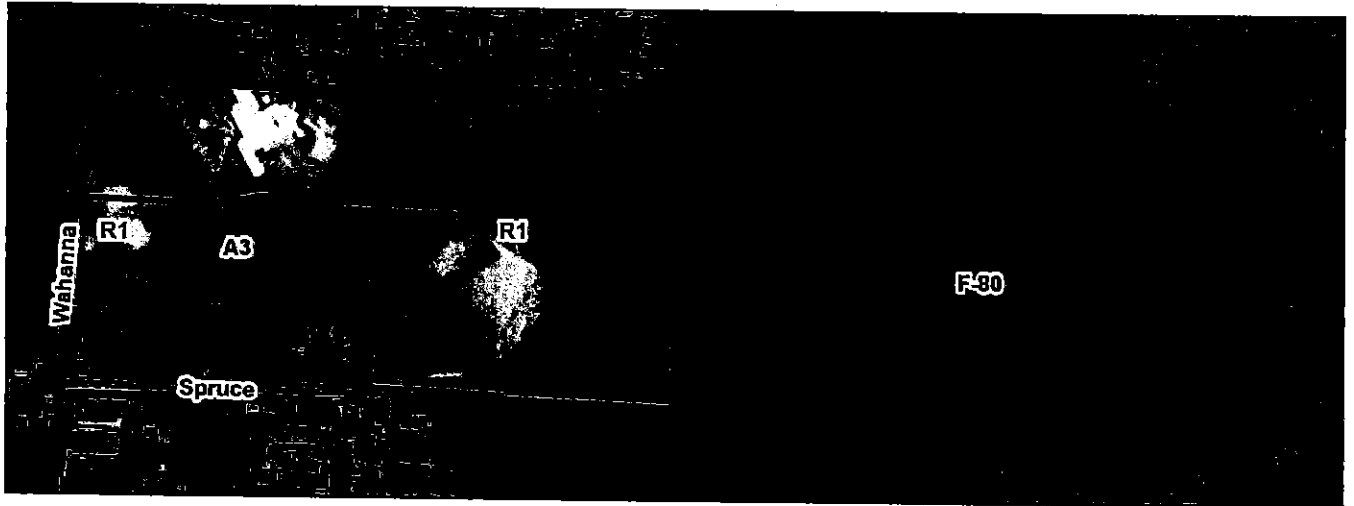
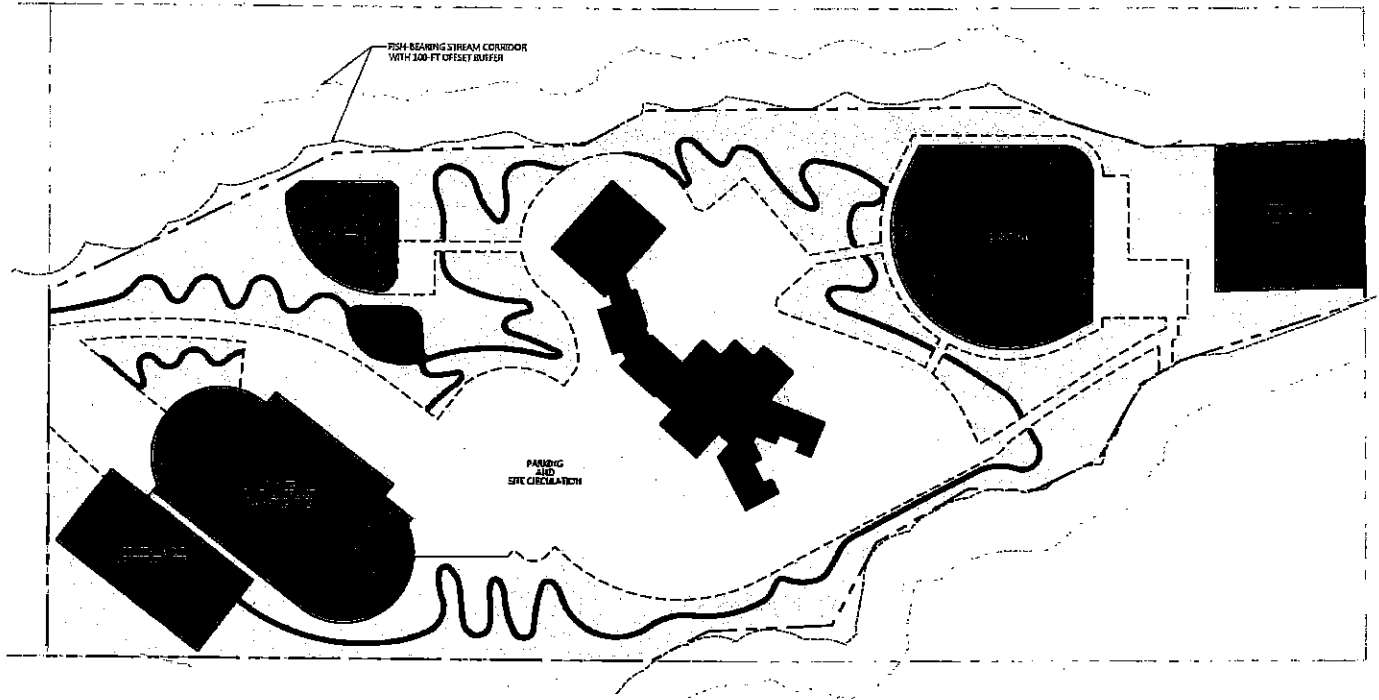


Figure 2 Preliminary School Campus Concept Plan



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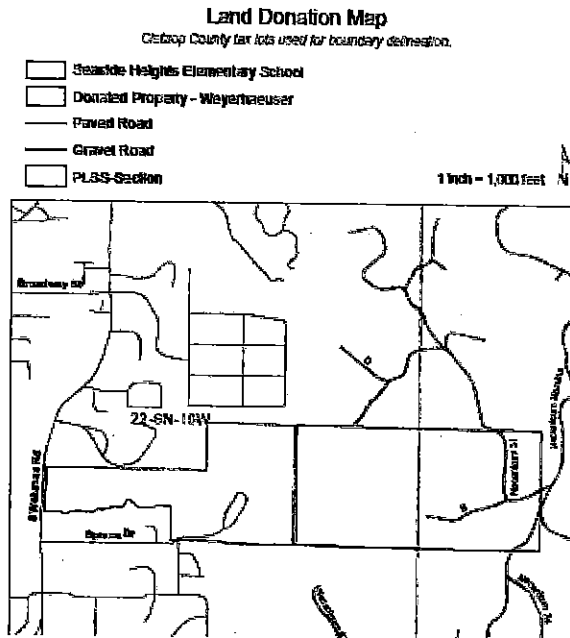
- **Appendix A: Proposed Comprehensive Plan and Zoning Ordinance Text Amendments**
- **Appendix B: School District Papers and Resolutions**
 - “Safe Schools for Our Students” with exhibits (Superintendent Douglas C. Dougherty, PhD, March 25, 2012)
 - “Seaside School District Resolution #9 Declaring Building 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 2.102 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.

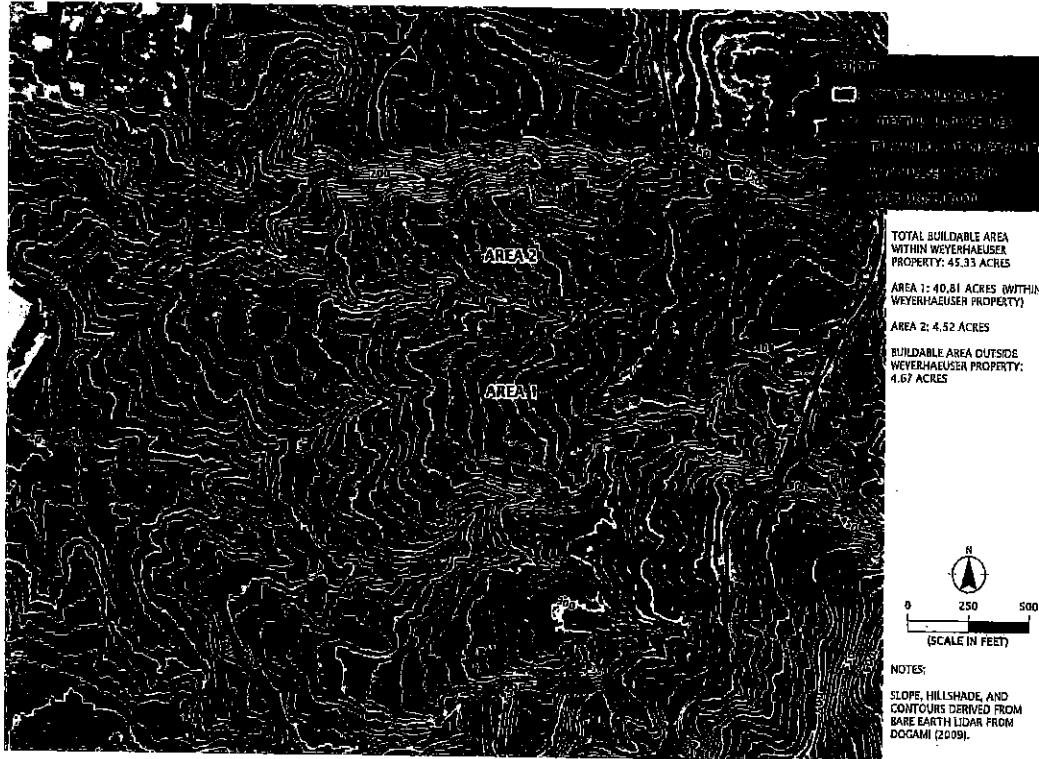
C. Previous District Studies and Coordination

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)



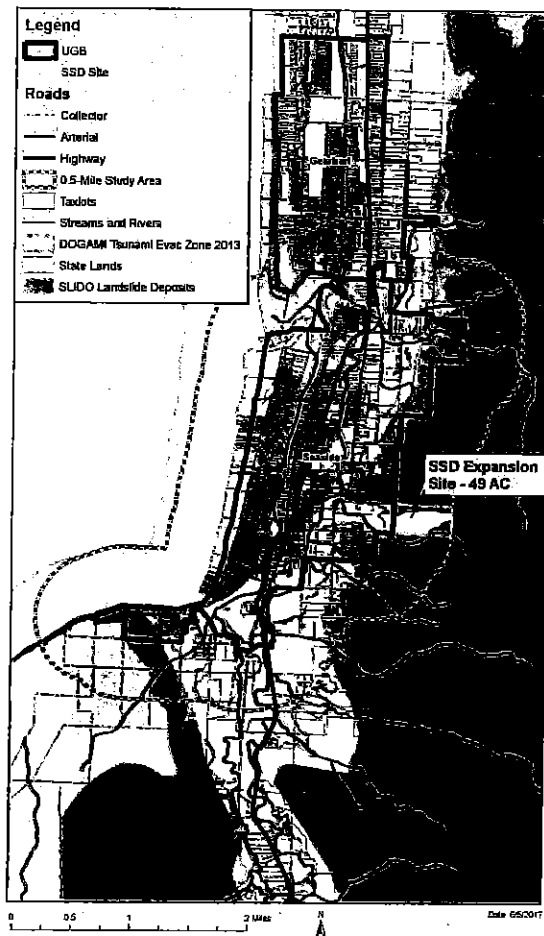
D. Compliance with the Goal 14 Administrative Rule and Seaside Comprehensive Plan School Siting Criteria

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.

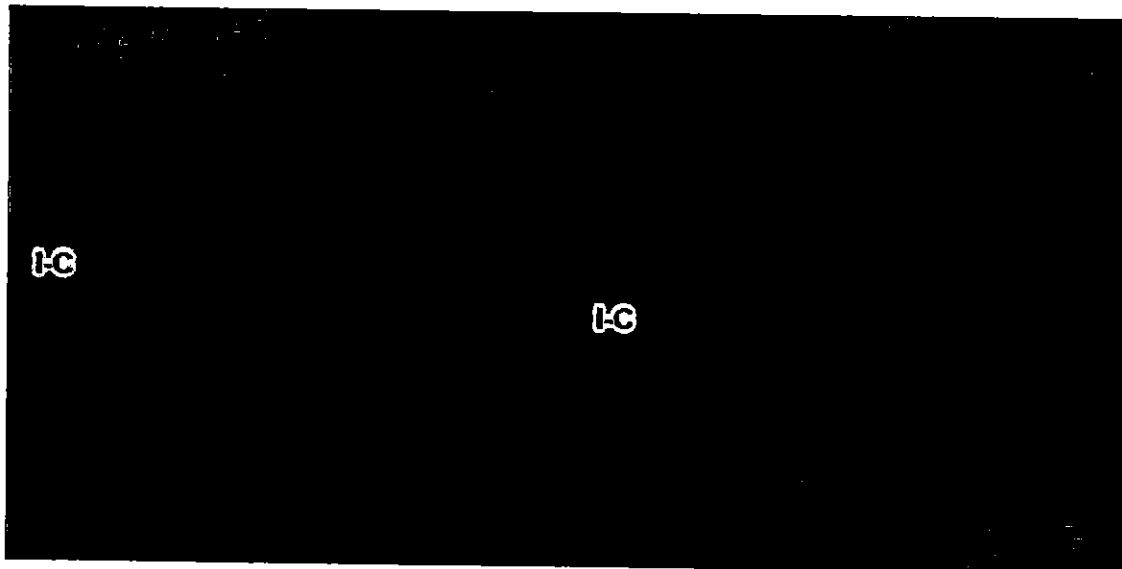
Tax Lot 2102 has just under 50 acres and is the only site within the UGB study area that meets this landslide hazard exception.¹ Tax Lot 2102 is adjacent to the existing Seaside Heights

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.

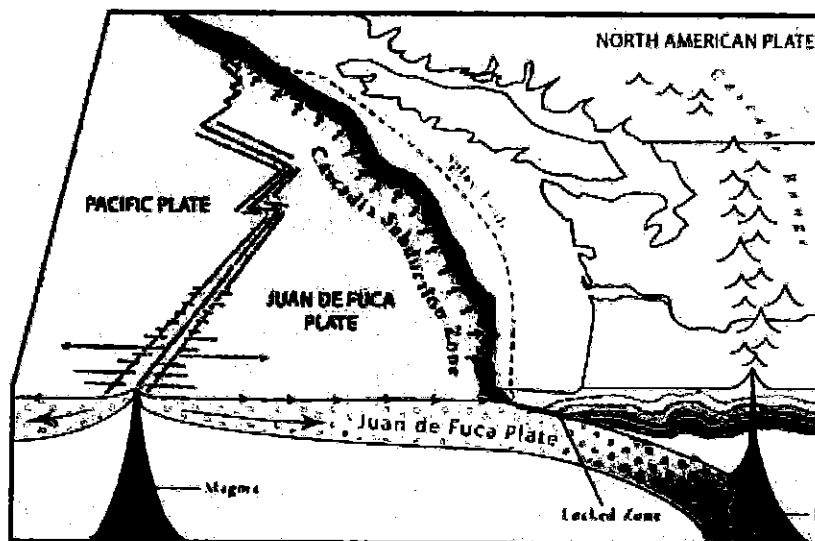
2. Chronology of Natural Hazard Programs and Studies

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

Figure 7 Cascadia Subduction Zone



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)

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

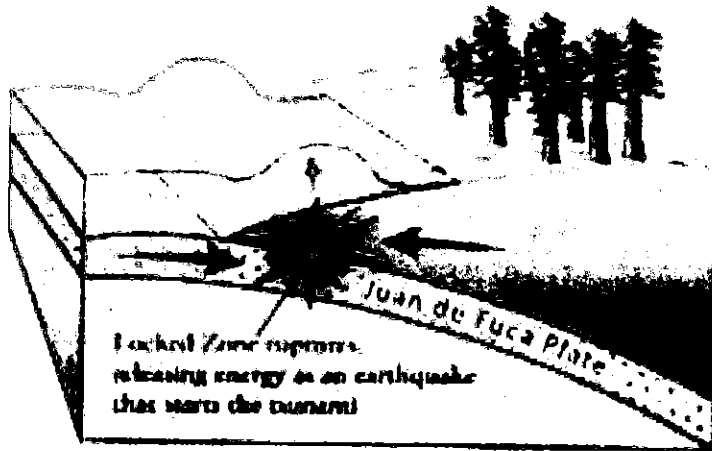


Figure 9 Alternative Sites Analysis - 2009



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 of 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.

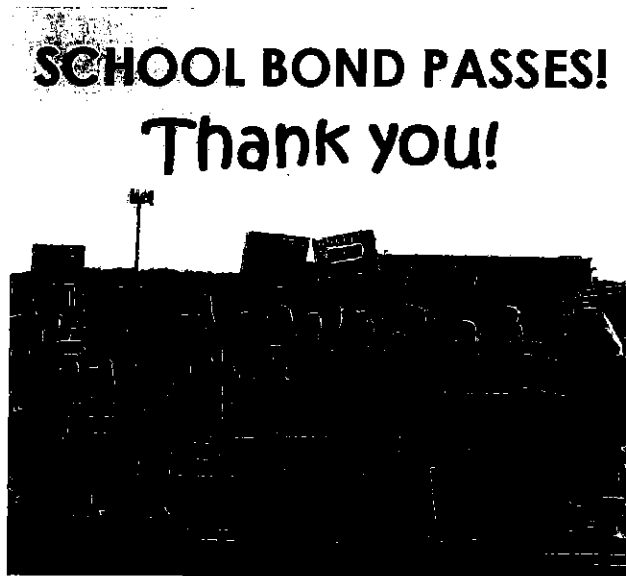
We don't know if the next such quake will strike the Oregon coast in the next few years or in a few hundred years. But geologists tell us there is a high likelihood of it happening within the next 50 years. We know we are in the window. It is time to get ready. The Seaside School District is one of the 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.

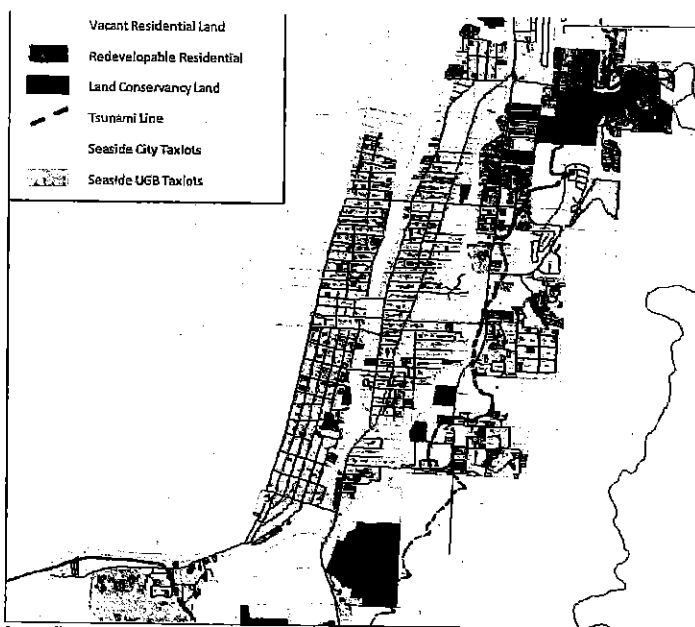
As documented in Section II of this narrative, the District’s three oldest schools are all within the tsunami inundation zone. As recognized by the passage of District Resolution #9, there is a need for a new school campus site of approximately 50 acres (but not less than 40 acres) on relatively flat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



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

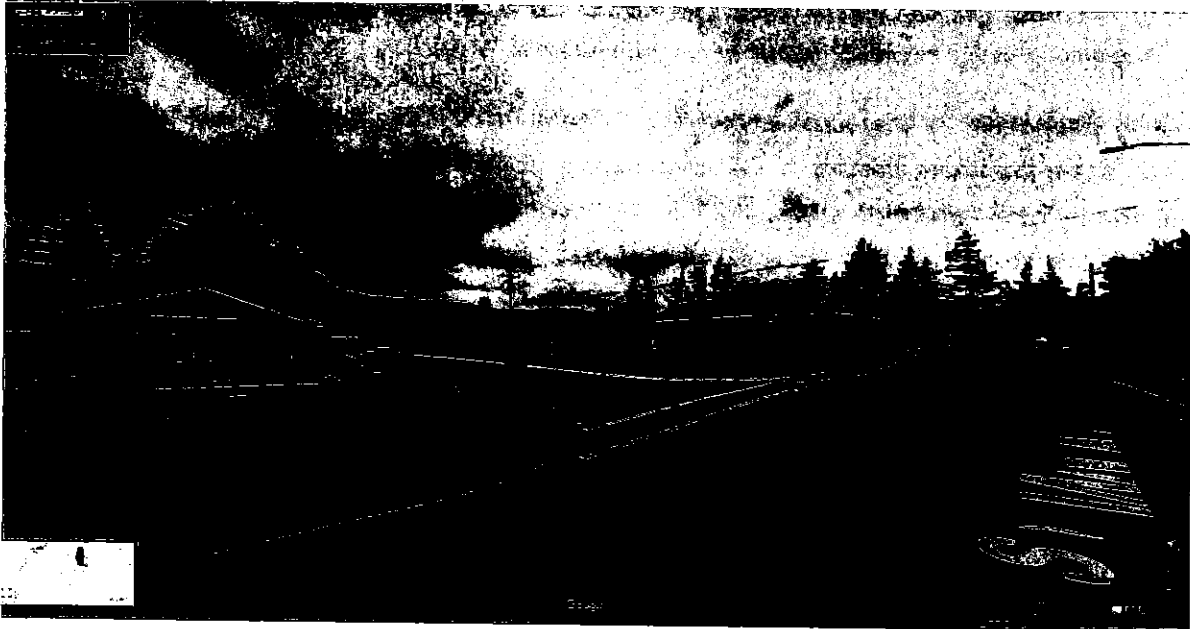
The next step in the alternatives analysis process is to evaluate the proposed UGB expansion area (Tax Lot 2102) against adopted City UGB expansion criteria.

- 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 land 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

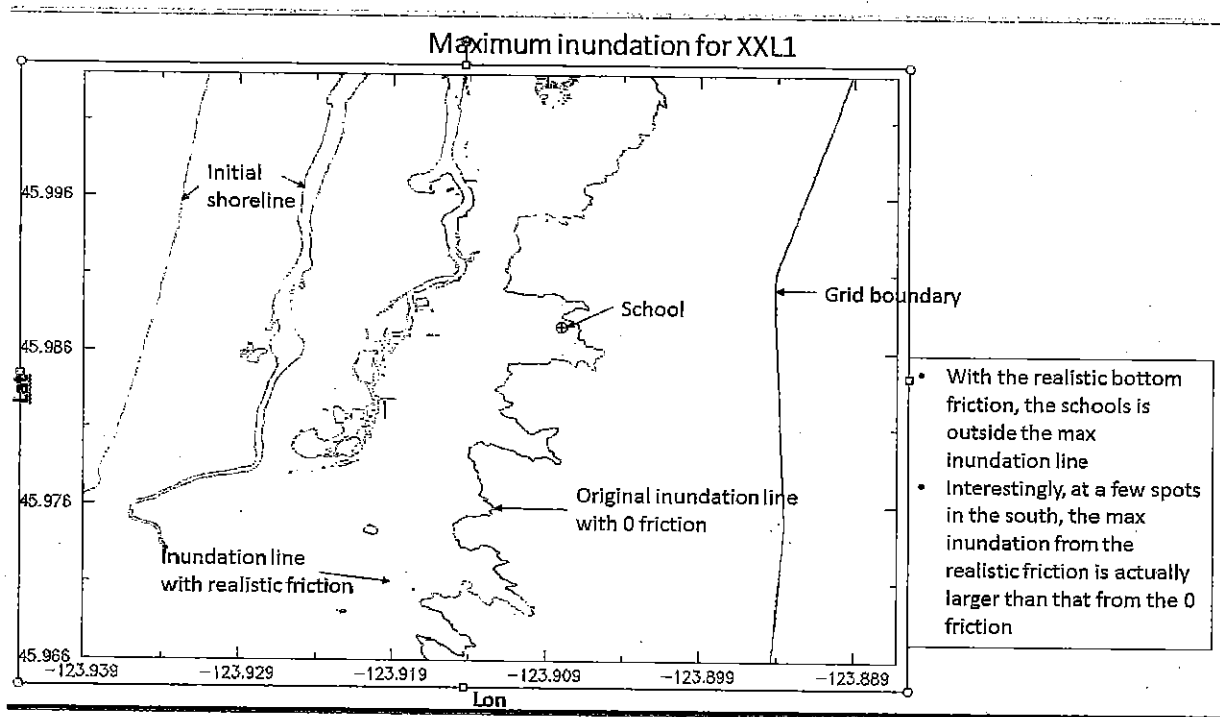
⁹ According to a November 29, 2016 email from Superintendent Doug Dougherty to the District’s attorney, Kelly Hossaini, “I took the fire chief Joey Daniels, division chief Chris Duggan, and public works director Dale McDowell up to the new campus property. After seeing it, they all think the Mainline 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(1.1) 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 streams 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”

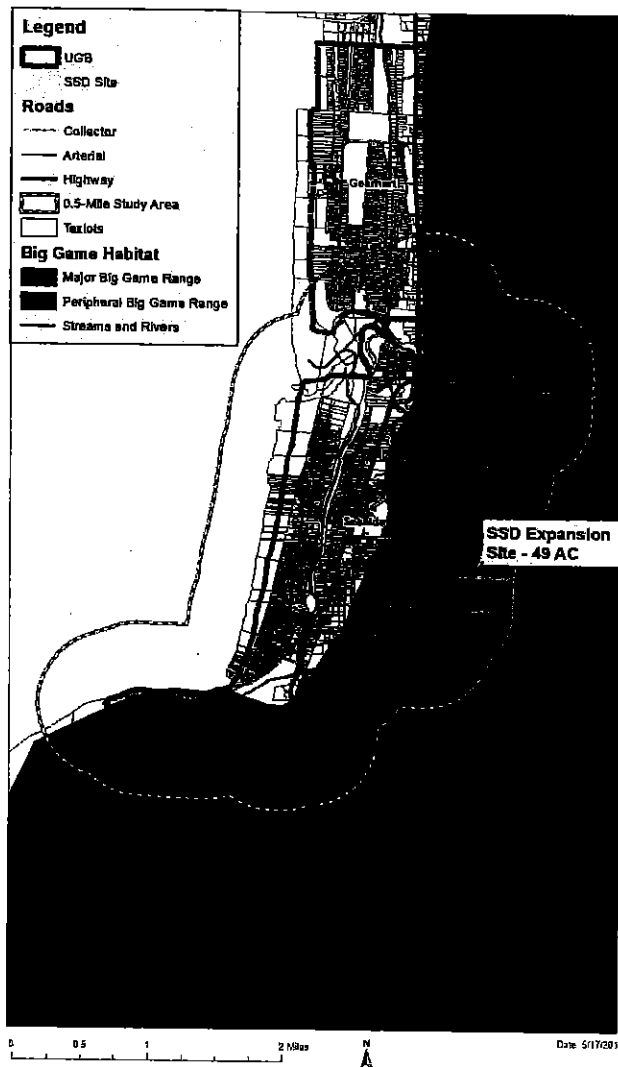
District Response: The proposed comprehensive plan and zoning map amendment includes portions of Tax Lots 900 and 2102.

- 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:

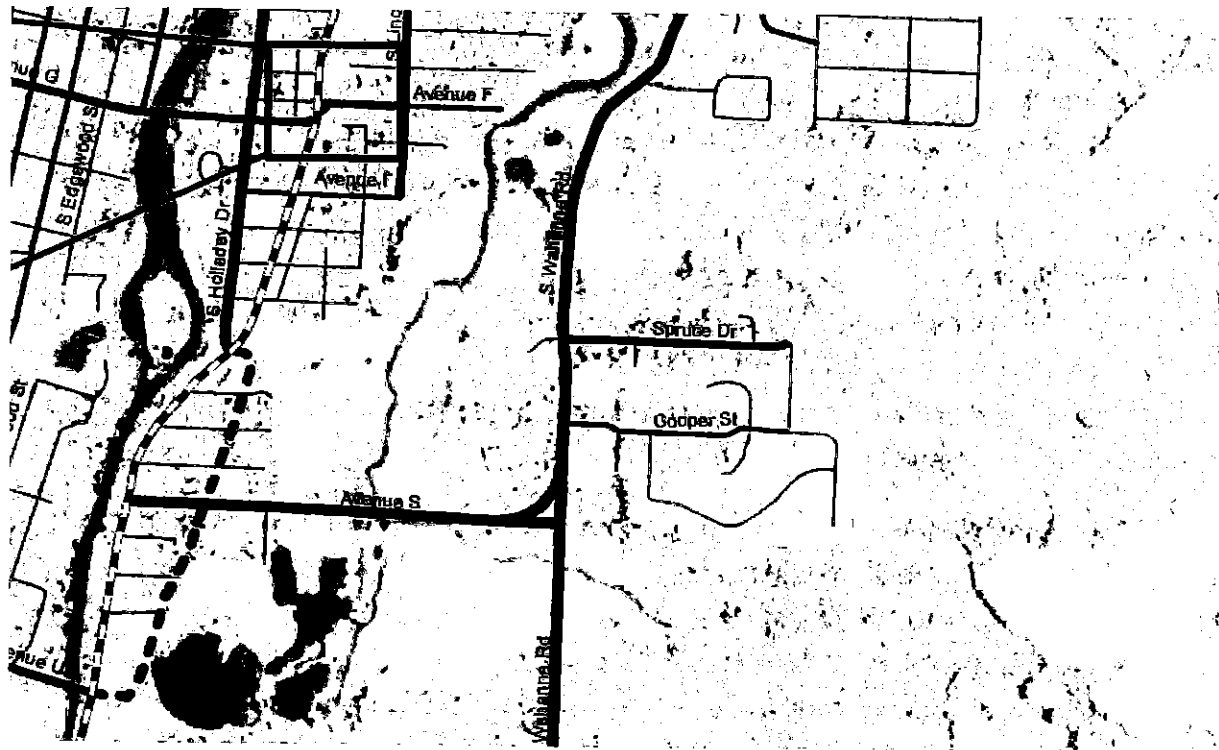
- 1. Arterial Streets - carry most of the traffic through or into the city, provide access to the most intensive portion of the city, such as downtown, and have the largest right-of-ways.*
- 2. Collectors - distribute traffic from arterial streets onto residential or local streets and have a lesser right-of-way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

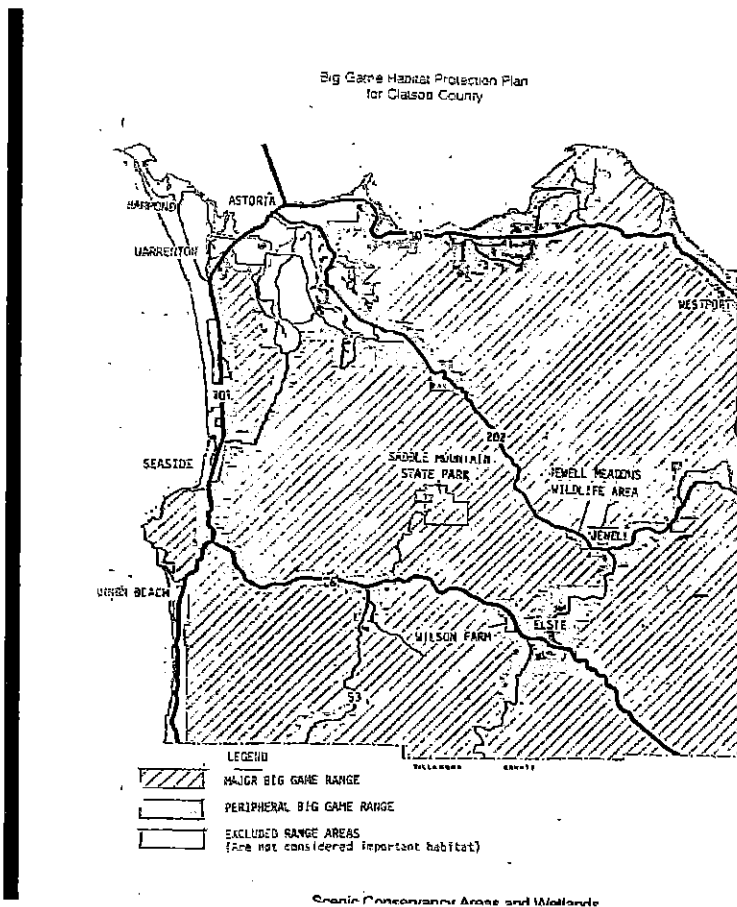
- a. require that review and conditional uses in the AF-20 zone be allowed only if they are found to be consistent with the maintenance of big game range;*
- b. require that review of conditional uses in the AF-20 zone be subject to clustering and siting criteria;*

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).

Appendix A:

Proposed Comprehensive Plan and Zoning Ordinance Text Amendments



Proposed Seaside Comprehensive Plan Text Amendments (June 7, 2017 Draft)

Plan Section	Suggested New Text	Commentary
3.1	<p>Public, Semi-Public is divided into two categories: Open Space and Institutional.</p> <p>Open Space: These areas are designated for public park and recreational uses.</p> <p>Institutional Campus: These areas are intended for large-scale (20 acres or greater) institutional uses such as hospital and school campuses. Master planning for large-scale institutional campus uses is encouraged.</p>	<p>The Comprehensive Plan has a Public, Semi-Public land use designation but (unlike Industrial, Commercial, Residential and Rural designations) the implementing zoning districts are not described in the plan. The City already has an Open Space zone that is applied to public park and recreational facilities. A new Institutional Campus (IC) zone is proposed for hospitals, schools and other public and semi-public uses that typically have large sites that would benefit from master planning.</p>
6.0	<p>Schools: In 2016 the voters approved a \$99.7 million bond measure to relocate deteriorating schools and the district administration building to a large (approximately 40 acres) site southeast of Providence Seaside Hospital. The consolidated school campus will include an expanded Seaside Heights Elementary School, new middle and high schools, district administration facilities, athletic, parking and related facilities. All new school buildings will be located in the East Hills above the tsunami inundation zone.</p>	<p>The existing school text which is outdated should be updated.</p>
10.0	<p>Forest Lands: Statewide Planning Goal 4 (Forest Lands) does not apply within the Seaside Urban Growth Boundary. However, Goal 4 does apply to commercial forest lands that border the UGB near Tillamook Head and the East Hills. The propagation and harvesting of forest products is allowed in the City's Exclusive Farm Use Zone, which applies outside the UGB but within the City Limits. The Forest Practices Act applies to commercial timber harvests on land outside the UGB, including land that is outside the UGB and inside the City Limits. The FPA also applies to commercial timber harvests inside the UGB unless commercial timber harvests are expressly prohibited by the Seaside</p>	<p>Remove the existing text from this section because (a) while Statewide Planning Goal 4 does not apply inside UGBs, (b) the Forest Practices Act does apply to commercial forest operations inside the UGB and City Limits: There are no commercial forest lands in the Seaside Urban Growth Boundary. The northeast portion of the city, the golf course, the Earl property to the south, and the Seaside Cove area have a Class II or III forest site class and provide a variety of urban non-commercial forest uses including open space, outdoor recreational uses, soil and slope stabilization, and wildlife and fisheries. Commercial forest lands border the UGB on the southwest on</p>

	<p>Zoning Ordinance.</p> <p>The northeast portion of the City, including the golf course, the Earl property to the south, and Seaside Cove has forested areas that provide urban forest uses such as open space, outdoor recreation, soil and slope stabilization, and fish and wildlife habitat. Such urban forest uses will be retained by application of open space zoning and by retaining vegetation in hazardous, riparian and shoreland areas. All land proposed for clearing must obtain a clearing and erosion control permit pursuant to Section 4.200 of the Zoning Ordinance.</p> <p>If the proposing ground disturbance area is one acre or more, a Department of Environmental Quality (DEQ) Section 1200c permit is also required.</p> <p>Non-commercial forest uses will be retained by the application of open space zoning and by retaining vegetation in hazardous, riparian, and shoreland areas. Selective harvesting may be allowed within the Freshwater Wetland (A3) Zone through the conditional use process.</p>	<p>Tillamook Head and on the east hills.</p> <p>Non-commercial forest uses will be retained by the application of open space zoning and by retaining vegetation in hazardous, riparian, and shoreland areas. Selective harvesting is allowed within the Freshwater Wetland Zone, and the propagation of harvesting of forest products is allowed in the Exclusive Farm Use Zone.</p> <p>The Forest Practices Act does not apply inside the Seaside Urban Growth Boundary; however, all of the Exclusive Farm Use Zone and some of the Freshwater Lake and Wetland Zone falls into an area that is inside the city limits but outside of the Urban Growth Boundary. In this area, only the Forest Practices Act applies and no city regulations can apply.</p>
14.0	<p>In 2017, the Urban Growth Boundary was expanded by approximately 40 acres to accommodate a new school campus above the tsunami inundation zone (at approximately the 80 foot elevation contour line), served by South Wahanna Road and Spruce Drive. The property had been in commercial forest use but has the site characteristics required for a school campus identified in Section 14 Policy 10 of this plan (Ordinance 2010-03). Policy 10 includes criteria for expansion of the UGB for hospitals and schools, as authorized by ORS 197.298. The school campus site will be zoned IC – Institutional Campus.</p>	<p>This new text recognizes that the UGB has been amended to include the school district campus based on acknowledged UGB expansion criteria found in the Seaside Comprehensive Plan.</p> <p>Application of the IC – Institutional Campus zone ensures that the only institutional and related uses will be allowed within the 2017 UGB expansion area.</p>

Revised Draft Seaside Zoning Ordinance Amendments

(Seaside School District / March 6, 2017 Draft)

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Proposed Amendments to Section 1.030 Definitions

Commentary: New Institutional Master Plan (IMP) and Institutional Development Plan (IDP) definitions are proposed. These definitions would apply in the proposed Institutional Campus Zone. Please note that underlined text is new.

Section 1.030 DEFINITIONS

Institutional Development Plan: A detailed development plan that substantially complies with and implements one or more phases of an Institutional Master Plan (IMP) approved by the Planning Commission. An IDP shows the precise type, location and height of proposed structures, open space, landscaping, parking and circulation, and public infrastructure shown conceptually on approved IMP.

Institutional Master Plan: A conceptual development plan that applies to all land under the control of an institution. An IMP identifies proposed uses, the general location and height of proposed structures, and the general location of areas devoted to open space, landscaping, parking and circulation, and public infrastructure. An IMP focuses on impacts that would likely result from institutional development during the life of the plan (up to 10 years) and must identify effective mitigation measures.

Proposed Amendments to Section 2.020 Classification of Zones

Commentary: The proposed Institutional Campus (IC) zone would be added to the list of Seaside zoning districts.

Section 2.020 CLASSIFICATION OF ZONES

Zone Description	Abbreviated
Institutional Campus	IC

Proposed New Section 3.210 – Institutional Campus Zone

Commentary: A new Institutional Campus (IC) Zone is proposed for large-scale institutional uses such as hospital and school campuses on sites of 20 acres or greater. This zone ensures that land added to the Seaside urban growth boundary for institutional purposes will be used for institutions and not for other uses, such as housing or commerce.

Section 3.210 - INSTITUTIONAL CAMPUS ZONE

Section 3.211 Purpose

The purposes of this zone are to:

1. Foster the establishment and growth of schools, colleges, hospitals and other major public or semi-public institutions through long-term institutional master planning;
2. Identify and mitigate impacts of such growth on surrounding properties, natural hazard and resource areas, and public infrastructure; and
3. Allow for administrative review of Institutional Development Plans (IDP) that implement and are consistent with an Institutional Master Plan (IMP) approved by the Planning Commission.

Section 3.212 Establishment of and Changes to the IC Zone Boundary

The IC zone boundary may be established or amended pursuant to Article 9: Amendments.

1. The IC zone may be applied to sites of 20 acres or greater if requested by the owner or lessee of the property.
2. The IC zone shall automatically be applied to any site of 20 acres or greater added to the urban growth boundary to meet a specific institutional need.

Section 3.213 Conditional Uses

In the IC zone, the following conditional uses and their accessory uses are permitted subject to the provisions of this section and Article 6: Conditional Uses. In cases of conflict, the provisions of Section 3.210 shall prevail.

1. Colleges and universities
2. Public and private schools
3. Hospitals and health facilities
4. Other large-scale public or semi-public institutional facilities
5. Administrative offices
6. Parking, loading and bus facilities
7. Retail (not to exceed 10% of total gross floor area of all buildings)
8. Child care centers or nursery schools
9. Group Living (dorms, hospice, etc.)
10. Stadiums, arenas, and auditoriums
11. Scientific, educational, or medical research facilities and laboratories.
12. Religious institutions
13. Museums
14. Supporting public facilities
15. Open space and natural areas

Section 3.214 Development Standards

The following standards shall apply in the IC zone:

1. Site size: Minimum of 20 acres.
2. Height restriction: Within 50 feet of any residential zone building height shall not exceed 35 feet; elsewhere on the site, the maximum building height shall not exceed 70 feet.
3. Required front, side and rear yard setbacks: Buildings shall be setback at least 20 feet from the property line where abutting a street or open space, residential or aquatic zone.
4. Open space: At least 20% of the institutional site area shall be planned for open space. Open space may include natural areas, outdoor athletic fields, planted areas or hardscapes such as plazas and playgrounds.
5. All uses shall comply with applicable supplementary provisions of Article 4, unless an adjustment has been approved pursuant to Section 3.215.4.

Section 3.215 Institutional Master Plan (IMP) Option

An institution requesting development related to uses listed in Section 3.213 may apply for a conditional use permit subject to applicable procedures, time limits and standards of Article 6: Conditional Uses. Alternatively, an institution may request approval of an IMP subject to the provisions of this section. If an institution chooses to apply for an IMP the following procedures and standards shall apply.

1. **IMP Coverage Area.** The IMP shall cover the entire institutional site, defined as all contiguous land under the control of the subject institution, zoned IC and within the urban growth boundary.
2. **Application Requirements.** In addition to meeting the application submittal requirements of Section 6.041, an IMP application shall:
 - a. Show the general location and height of new structures, circulation and parking areas, landscaping, and open space.
 - b. Identify potential impacts on development within 500 feet of the institutional site and recommend effective mitigation measures. At a minimum, the IMP application shall address impacts related to transportation, natural hazards, significant streams and wetlands, coastal resources, public facilities (sanitary sewer, domestic water and stormwater drainage) and lighting.
 - c. Comply with all applicable development standards or demonstrate that one or more adjustments to applicable development standards is/are justified under Section 3.215.4.
3. **Planning Commission Review.** An application for an IMP shall be reviewed by the Planning Commission pursuant to Article 6: Conditional Uses and the provisions of this Section. In cases of conflict, the provisions of this section shall prevail.
 - a. Notwithstanding time limits set forth in Section 6.050, an IMP may be approved for a period of up to 10 years and may include one or more phases.
 - b. Pursuant to Section 6.025, if an IMP has been approved by the Planning Commission, the Planning Director is authorized to administratively approve one or more IDP applications that implement and substantially comply with the approved IMP.
 - c. An applicant may concurrently apply for an IMP and an implementing IDP. Such concurrent applications are reviewed by the Planning Commission pursuant to Article 6: Conditional Uses.
 - d. Any IDP proposal that deviates substantially from the approved IMP shall be referred to the Planning Commission for review pursuant to Article 6: Conditional Uses.
4. **Adjustments to Development Standards.** Notwithstanding the variance criteria found in Section 7.032, the Planning Commission may approve one or more adjustments to

development standards set forth in Section 3.214, when the Planning Commission determines that all of the following criteria are met:

- a. Each proposed adjustment equally or better meets the purposes of the IC zone as stated in Section 3.211.
- b. Each proposed adjustment shall be supported by an impact study provided by the applicant pursuant to Section 3.215. For example, the off-street parking requirements set forth in Section 4.102 Public and Semi-Public Buildings and Uses may be adjusted by the Planning Commission when justified by a parking analysis as part of a professional Transportation Impact Study.

Section 3.216 Review Criteria for Institutional Master Plans

The Planning Commission shall approve an application for an IMP if the following approval criteria are met:

1. The proposal complies with applicable approval criteria and conditions set forth in Article 6: Conditional Uses;
2. The proposal complies with applicable development standards set forth in Section 3.214 and Article 4: Supplemental Provisions, unless an adjustment has been applied for and approved by the Planning Commission pursuant to Section 3.215.4;
3. The transportation system has sufficient capacity based on the City's level of service standards and is capable of safely supporting the development proposed in addition to the existing and planned uses in the area, or will be made adequate by the time each phase of the development is completed;
4. Public services for water supply, police, fire, sanitary waste disposal, and storm-water disposal are capable of serving the proposed development, or will be made capable by the time each phase of the development is completed; and
5. The proposed IMP includes measures to avoid or protect any inventoried natural, historic or cultural resources located on the site consistent with the provisions of any applicable overlay zones.

Section 3.217 Review Standards for Institutional Development Plans (IDP)

The Planning Commission shall approve an application for an implementing IDP upon finding that:

1. The proposed uses and development layout substantially complies with the approved IMP and any related conditions or adjustments approved by the Planning Commission.
2. The application meets all other applicable development standards Section found in 3.214 except where an adjustment has been approved.

Pursuant to ORS 227.178(3), after an IMP is approved, and so long as that IMP is in effect, an applicant for an implementing IDP is entitled to rely on the land use regulations in effect on the date its IMP application was initially submitted.

Proposed Amendments to Article 6: Conditional Uses

Several amendments to Article 6 are recommended to carry out the provisions in the proposed Institutional Campus (IC) zone.

Section 6.020 PLANNING COMMISSION AUTHORITY

The Planning Commission shall have the authority to approve, approve with conditions, or disapprove Conditional Use Permits in accordance with the standards and procedures set forth in Sections 6.030 through 6.140 and Section 3.210 Institutional Campus Zone.

Section 6.050 THE LIMIT ON A PERMIT FOR CONDITIONAL USE.

Except for Institutional Master Plans and Institutional Development Plans approved pursuant to Section 3.210, authorization of a conditional use shall be void after one year unless substantial construction pursuant thereto has taken place. However, the Planning Commission may, at its discretion, extend authorization for an additional six months upon request, provided such request is submitted in writing at least ten (10) days prior to expiration of the permit.

Section 6.070 SCHOOLS

Section 6.071 Nursery Schools. Nursery schools shall provide and maintain at least 100 square feet of outdoor play area per child. A sight-obscuring fence, at least four feet but not more than six feet high, shall separate the play area from abutting lots and from a street.

Section 6.072 Elementary Schools. Elementary schools shall provide a basic site area of five acres plus one additional acre for each 100 pupils of predicted ultimate enrollment.

Section 6.073 Secondary Schools. Secondary schools shall provide a basic site area of ten (10) acres plus one additional acre for each 100 pupils of predicted ultimate enrollment.

Section 6.074 School Campuses. School campuses with both elementary and secondary schools in the Institutional Campus (IC) zone shall have a basic site area of at least 30 acres and shall be subject to the provisions of Section 3.210 Institutional Campus Zone. The provisions of Sections 6.072 through 6.073 shall not apply to school campus sites in the IC zone.



MEMORANDUM

To: Mayor Barber and Seaside City Council Members
From: Greg Winterowd on behalf of the Seaside School District
Date: September 5, 2017
Re: **District Response to Public Comments Received before 8/25/17
(Comprehensive Plan & Code Amendment 17-047CPA & ZCA
and Zone Map Amendment 17-048ZMA)**

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Purpose

The purpose of the Seaside School District's land use application is to zone a 49-acre site east of Seaside Heights Elementary School for Institutional Campus (IC) use.

Approval of IC zoning will allow the District to apply for conditional use / institutional development plan approval for construction of a new school campus outside the tsunami inundation zone (TIZ).

This memorandum provides a summary of the Seaside School District's response to comments received at and just after the August 1, 2017 Seaside Planning Commission public hearing.

Background

After considering potential sites within and near the Seaside urban growth boundary in 2008-09, the Seaside School District identified the Weyerhaeuser property east of Seaside Heights Elementary School as suitable for future school campus development outside the TIZ.

In 2010, the City Council approved an amendment to the Seaside Comprehensive Plan to include seven (7) criteria that must be met to amend the UGB to allow schools and hospitals to be developed outside the TIZ.

On August 1, 2017 the Seaside Planning Commission unanimously recommended approval of the District's land use application based primarily on the detailed application narrative and supporting appendices – as well as extensive public testimony.

- The staff report to the Planning Commission noted that the District's application narrative and appendices provide the basis for the Planning Commission's recommendation to approve the proposed comprehensive plan and zoning ordinance amendment package.
- The Oregon Department of Land Conservation and Development recommended approval of this application, stating that all applicable state criteria for UGB amendments are met, and lauding community efforts to move schools out of the TIZ.
- The Planning Commission explicitly recognized that the District's application simply rezones the property to allow future institutional development – and therefore did not recommend any changes or conditions related to the District's proposal.

Abbreviations used in this document:

“The City” means	the City of Seaside
“The County” means	Clatsop County
“The District” means	the Seaside School District
“CMEV” means	Crashes per Million Entering Vehicles (that enter an intersection)
“DLCD” means	the Department of Land Conservation and Development
“DOGAMI” means	the Department of Geology and Mineral Industries
“IC” means	the draft Institutional Campus Zone
“ITE” means	the Institute of Transportation Engineering
“ODOT” means	the Oregon Department of Transportation
“SLIDO” means	the Statewide Landslide Information Base for Oregon
“TIS” means	the Transportation Impact Study (Lancaster Engineering)
“Title IX” means	Title IX of the Education Amendments Act of 1972 which prohibits discrimination on the basis of sex in any federally funded education program or activity
“TIZ” means	the Tsunami Inundation Zone
“UGB” means	the Seaside Urban Growth Boundary

District Responses to Issues Raised at 8/1/17 Planning Commission Hearing

Most of the testimony at the public hearing strongly supported this District's application; most who testified addressed approval criteria related to the Seaside Comprehensive Plan (especially policies related to UGB amendments) and applicable statewide planning goals and rules.

Two persons were opposed to certain aspects of the application:

- **John Dunzer** alleged 10 errors in the application narrative that he believes should be corrected.
- **Allan Erickson** testified that Spruce Drive is inadequate to handle increased traffic from the new school campus and that the bus barn should be moved outside the tsunami inundation zone.

ODOT commented (on 8/3) that Lancaster Engineering should have used a different method to calculate vehicle trips generated from the proposed school campus based on its reading of the *ITE Trip Generation Manual*.

After the public hearing had been closed, **Commissioner Carpenter** recommended three conditions of approval which he believed would reduce transportation impacts from school campus development.

The matrix on the following pages summarizes the testimony provided by each party and provides the District's response to each issue / condition raised.

Mr. Dunzer's Comments

Mr. Dunzer cites 10 concerns. Although he correctly identifies one mistake in the District's application, most of the alleged errors amount to disagreements with decisions made by the District Board as to how best to address the certainty that a major earthquake, followed by a tsunami, will eventually occur off the Pacific coast. Mr. Dunzer's 10 allegations of error are addressed below.

The issue before the Planning Commission and City Council is whether the District's proposal meets state and local criteria. The Planning Commission and the Oregon Department of Land Conservation and Development have concluded that it does.

In contrast to the District's application narrative, Mr. Dunzer rarely cites applicable review criteria and does not explain why the errors he believes to exist are relevant to whether such criteria are met. Many facts are misstated and some represent a lack of technical knowledge of school campus need and design issues. There is no criterion that requires the District to prove that the proposal to relocate the schools out of the tsunami inundation zone (TIZ) is necessarily the "best alternative" and there aren't "better" alternatives that would cost less, be just as safe, etc.

The District made a policy choice – based on years of study and expert analysis – to move all District schools outside the TIZ. That policy choice is reflected in the Seaside Comprehensive Plan, which includes criteria for UGB expansion for schools and hospitals; the first criterion is that the UGB expansion area must be located outside the tsunami inundation zone.

However, the District appreciates Mr. Dunzer's careful review of the application narrative. The District is now preparing a more detailed Institutional Development Plan for the new school campus based on updated geotechnical and civil engineering studies. Some of Mr. Dunzer's comments relate indirectly to the amount of grading that will be necessary to build the new campus and athletic fields. These concerns are shared by the District's design team and will likely be reflected in the more detailed plans submitted to the City as part of the conditional use review process.

The District also shares Mr. Dunzer's (and Mr. Carpenter's) broad concern regarding potential traffic and construction impacts resulting from the development of the new school campus on the immediate neighborhood and nearby street system. The District is now preparing a construction management plan and transportation management / mitigation program with the intent of responding to these concerns in a responsible manner. The District is committed to meeting with neighborhood residents and City officials regarding these plans prior to submitting the conditional use / institutional master plan application to the City.

<p>1. Broadway Middle School has a "low risk" of collapse based on a 2007 DOGAMI study; the District's land use application says it has a high risk which is "totally untrue".</p>	<p>The Application Narrative (p. 19) states 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." Mr. Dunzer is correct in noting that the Broadway Middle School <i>had</i> only a moderate risk of collapse in a major earthquake based on the 2007 study. Mr. Dunzer does not dispute all of the other schools in the tsunami zone (built much earlier) had a "high risk" of collapse based on the same study. Broadway Middle School was built in 1949; since then, the new sixth grade area was added and the office and library were remodeled. DOGAMI Geotechnical Engineer Yumei Wang, P.E., oversaw the original Senate Bill 2 Rapid Visual Screening of Oregon referenced by Mr. Dunzer. She later reevaluated Broadway Middle and determined it was also at high potential risk for collapse.</p> <p>But even if Broadway Middle School does not collapse as a result of the earthquake it would most certainly be damaged and would put students and staff at risk. Mr. Dunzer acknowledges that the school gymnasium is at greater risk; the gymnasium is used for student assemblies, and hundreds of students could be injured or worse if any earthquake occurred during an assembly. Moreover, even if the school did not collapse as a result of the earthquake, it would still be inundated by the subsequent tsunami. Both events could lead to injury and loss of life, which is unacceptable to the District. Fortunately, Seaside Heights Elementary School (built in 1975) was ranked as having a low risk of collapse, and is located outside of the revised tsunami inundation zone. The site proposed for the new school campus is located entirely outside the tsunami inundation zone. New buildings will be constructed to meet more stringent seismic standards and will be much safer for students, teachers and visitors than any of the existing schools in the tsunami inundation zone.</p>
<p>2. Broadway School is only 650 yards to high ground and can be evacuated to in 15-20 minutes. Therefore, no need to move this school outside of the tsunami zone.</p>	<p>The District looked carefully at this issue.</p> <p>Not all students, staff and visitors are able-bodied and can cover 650 yards in 15 minutes. Assuming that no one was injured as a result of the earthquake (which is unlikely), those fleeing the tsunami would need to cross Neawanna Creek to reach high ground; however the bridge that must be crossed to reach higher ground is likely to collapse as a result of the earthquake.</p> <p>It would be irresponsible not to accommodate Broadway School students in the new school campus. As noted above, the District and the community made the policy choice to move all of its schools outside the tsunami inundation zone. This policy choice is supported by years of professional analysis by the Oregon Department of Geology and Mineral Industries (DOGAMI) and by the Seaside Comprehensive Plan.</p>
<p>3. Lack of evidence for additional capacity and need for 50 acre site is inconsistent with PSU projections and declining enrollment over</p>	<p>The new school campus is designed to last 75 years or more. As noted on p. 16 of the application narrative, the new campus is designed to accommodate 146 additional students over current enrollment levels in existing District schools. The District's application narrative (pp. 25-26) addressed the relationship between the County's adopted population projection and projected enrollment at the new school campus:</p> <p><i>"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. 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 capacity of the new school</i></p>

last 5 years and doesn't account for the charter school in Cannon Beach.

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. “

Portland State University's Region 3 population projection process was completed on June 30, 2017 – several weeks after the District submitted its land use application. Since land use applications are subject to the adopted standards at the time the application was submitted, PSU's updated population projection is not applicable. However, the PSU 50-year projection is entirely consistent with the District's decision to increase school capacity at the new campus by 147 students – as indicated by Figures 1 and 20 below. Figure 1 is copied from the June 30th PSU projection. SSD includes Cannon Beach, Gearhart, Seaside and nearby rural residents. These three cities alone are forecast to grow by 1,370 people over the next 20 years, and 2,349 over the next 50 years.

Figure 1. Clatsop County and Sub-Areas—Historical and Forecast Populations, and Average Annual Growth Rates (AAGR)

	Historical			Forecast				
	2000	2010	AAGR (2000-2010)	2017	2035	2067	AAGR (2017-2035)	AAGR (2035-2067)
Clatsop County	35,630	37,039	0.4%	38,123	40,474	42,611	0.3%	0.2%
Astoria UGB	10,345	9,782	-0.6%	10,064	10,665	10,431	0.3%	-0.1%
Cannon Beach UGB	1,603	1,693	0.5%	1,730	1,886	2,112	0.5%	0.4%
Gearhart UGB	1,318	1,508	1.4%	1,550	1,752	1,818	0.7%	0.1%
Seaside UGB	6,095	6,657	0.9%	6,872	7,884	8,571	0.8%	0.3%
Warrenton UGB	4,105	5,022	2.0%	5,373	7,410	9,616	1.8%	0.8%
Outside UGBs	12,164	12,377	0.2%	12,534	10,878	10,063	-0.8%	-0.2%

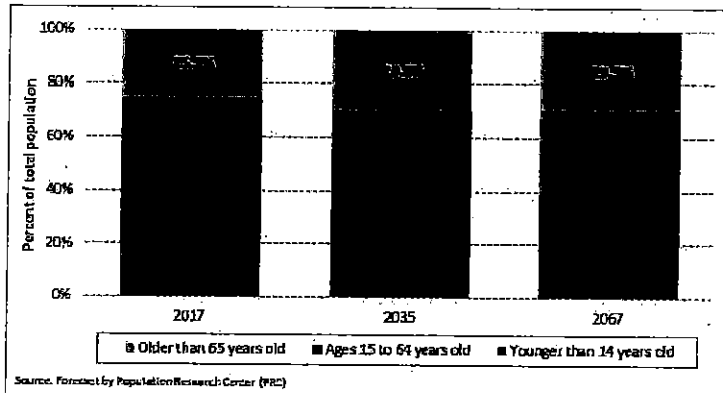
Sources: U.S. Census Bureau, 2000 and 2010 Censuses; Forecast by Population Research Center (PRC).

Figure 20 is PSU's forecast for population distribution by age in Clatsop County. The percentage of young children (14 and below) is forecast to be 15.2%, a drop of 1% from 2017. Though not covering the K-12 school ages (5-18) exactly, Figure 20 shows 95 additional young children over the next 20 years, and 255 over the next 50. (2017: 1,645; 2035: 1,740; 2067: 1,900). The population is trending older, but the absolute number of children is increasing. Most (75%) of the age group trend is taken from the 15-64 group and adding to 65+ (i.e. middle-age getting older). Expecting that 146 of 255 additional young children will attend District schools is reasonable.

Here's another way to look at it: For the County as a whole, the 5-19 age group is expected to increase by 620. The three cities in SSD are expected to comprise 29.4% of the County's population in 2067. If the school-age children are distributed

proportionally, the expected increase for the cities of Seaside, Cannon Beach, and Gearhart alone is +182 children age 5-19. This is very close to the 146 additional students planned for the new school campus. These numbers more than compensate for students who may attend the Cannon Beach charter school.

Figure 20: Clatsop County—Age Structure of the Population (2017, 2035, and 2067)



Although short-term trends often are not a reliable way to project long-term enrollment, it is worth noting that enrollment has actually increased over the last 5 years. According to the Oregon Department of Education, District enrollment in 2011-2012 was 1,471 and increased to 1,566 in 2016-2017. Thus, the District's enrollment has remained steady with a slight increase last year.

4. Figure 12 of the application narrative shows a 120+ acre parcel SW of Seaside Cove Subdivision that is vacant, inside the UGB and outside the tsunami zone. This parcel

Figure 12 Adopted Seaside Residential Buildable Lands Inventory of the application narrative (p. 26) shows "vacant residential land" parcels in yellow. There clearly are no vacant parcels within the UGB that are even close to 120 acres in size. However, it is understandable how the Mr. Dunzer interpreted Figure 12 to include a large parcel southwest of Seaside Cove Subdivision (shown in gray) as within the UGB. This parcel is actually split by the UGB -- with most of it outside.

As clearly shown on Figure 5 Tsunami Inundation Zone and Landslide Areas (p. 11), the site identified by Mr. Dunzer is partially within the TIZ and mostly within the designated "SLIDO" landslide area. Only 14 acres are located outside of both the TIZ and SLIDO areas. The site is too small to meet campus needs and is subject to landslides that have not been professionally evaluated; thus, the site does meet two of the City's seven criteria related to UGB expansion for schools. As noted in the application narrative, these two city criteria mirror state administrative rule criteria for UGB expansion.

<p>meets UGB expansion criteria and can be accessed via "Rippet Road."</p>	<p>Moreover, access to the site comes exclusively from a dead-end stub off Fairway Court (a local street) which connects with Evergreen Drive (another local street), both of which serve an exclusively a single-family residential neighborhood. Commissioner Carpenter has expressed reservations about accessing the proposed site from a major collector street (Spruce Drive) and a local street (Alder) with assured emergency access from established logging roads. Finally, Rippet Lane does not appear to connect with the property identified by Mr. Dunzer, and would have to cross intervening properties to do so – so this property doesn't meet a third criterion (of seven criteria) for UGB expansion adopted by the City in the Seaside Comprehensive Plan. The alternative property suggested by Mr. Dunzer has much worse primary access and has no assured secondary, emergency vehicle access.</p>
<p>5. The District didn't consider the construction of additional facilities over the Seaside Heights parking lot. There is room to construct a 65,000 sf single level school.</p>	<p>As noted above, the District is not obligated to document consideration of every possible alternative to relocating the schools outside the TIZ. Mr. Dunzer cites no requirement that such an evaluation occur.</p> <p>In any case, the portion of the Seaside Elementary School tax lot (outside the TIZ) is not large enough to accommodate the proposed 170,000 square foot building – plus parking, athletic fields, playgrounds and stormwater detention areas.</p> <p>The alternative suggested by Mr. Dunzer would be very expensive and the District's budget is limited. This would be a poor use of scarce public resources and would result in a crowded and unpleasant learning environment.</p>
<p>6. Why duplicate athletic fields outside tsunami zone? Why not continue to use Broadway Park facilities?</p>	<p>Mr. Dunzer is only taking into account competition athletics and does not consider the need for outdoor physical education – which is as important as competitive athletics for student health and education.</p> <p>The District will continue to use the Broadway Park athletic fields for competition athletics, but the Broadway site does not have a track or a varsity softball field which is required by Title IX.</p>
<p>7. The District eliminated the best alternative for HS campus – which is Broadway Park. This alternative would have less traffic impact using Wahanna Road.</p>	<p>Broadway Park is located within the TIZ. For reasons stated above and as documented in multiple studies, construction of new facilities within the TIZ would be irresponsible, would violate ORS 455.446, and would jeopardize the safety of District students, staff and visitors.</p> <p>Traffic impacts have been thoroughly addressed in the District's Transportation Impact Analysis. Spruce Drive is a major collector street which, according to the Seaside Transportation System Plan, is designed to serve major activity centers such as school campuses.</p>
<p>8. There was a lack of public</p>	<p>Mr. Dunzer does not explain what review standard is violated by his alleged "error", nor does he fully document the so-called lack of public involvement between 2013 and 2016 bond measures. Here is a list of public meetings held in 2016 alone related</p>

involvement in refining the school project between 2013 and 2016 bond measures.	to the November 2016 bond measure election:	
	<u>Date</u>	<u>Location</u>
	August 1	Cannon Beach, Seaside, and Gearhart community members at the Seaside Coffee House
	August 22	Neighborhood presentation in Seaside.
	August 22	Cannon Beach, Seaside, and Gearhart community members at the Seaside Coffee House
	August 23	Neighborhood presentation in Gearhart
	August 29	Cannon Beach, Seaside, and Gearhart community members at the Seaside Coffee House
	September 1	Broadway Middle School Open House
	September 7	Seaside High School ASB students meeting
	September 7	Cannon Beach, Seaside, and Gearhart community members at the Seaside Coffee House
	September 13	Gearhart Elementary School PTO meeting
	September 13	Seaside Heights Elementary School PTO meeting
	September 14	Seaside High School Boosters meeting
	September 20	Broadway Middle School PTO meeting
	September 21	Cannon Beach, Seaside, and Gearhart community members at the Seaside Coffee House
	September 21	Seaside Heights Elementary School Open House
	September 23	KMUN radio interview
	September 27	Neighborhood presentation in Gearhart
	September 28	Necanicum Watershed Council
	September 29	KAST radio interview
	September 30	Seaside Chamber of Commerce
	September 30	School tour with Gearhart City Council member
	October 3	Neighborhood presentation in Gearhart
	October 4	Seaside High School ASB students meeting
	October 4	Gearhart Elementary School PTO meeting
	October 5	Seaside High School Open House
	October 5	Cannon Beach, Seaside, and Gearhart community members at the Seaside Coffee House
	October 5	Gearhart City Council
	October 6	Cannon Beach business owners
	October 6	Seaside Rotary Club
	October 9	Local contractors and tradesmen
October 10	Seaside City Council	
October 11	Neighborhood presentation in Gearhart	
October 11	Seaside Kids event	
October 12	Cannon Beach, Seaside, and Gearhart community members at the Seaside Coffee House	
October 13	Seaside Downtown Development Association	

	<p>October 13 Gearhart Transportation System Plan committee</p> <p>October 13 Cannon Beach Chamber of Commerce and Seaside Chamber of Commerce</p> <p>October 17 Community tour of schools</p> <p>October 18 Cannon Beach Chamber of Commerce</p> <p>October 18 Neighborhood presentation in Gearhart</p> <p>October 19 Neighborhood presentation in Cannon Beach</p> <p>October 19 Seaside business owners</p> <p>October 19 Cannon Beach, Seaside, and Gearhart community members at the Seaside Coffee House</p> <p>November 1 Seaside and Gearhart business owners</p> <p>November 1 Gearhart Elementary School PTO meeting</p> <p>November 1 Neighborhood presentation in Seaside</p> <p>November 2 Cannon Beach, Seaside, and Gearhart community members at the Seaside Coffee House</p> <p>November 3 Seaside Downtown Development Association</p> <p>November 6 Community Rally</p> <p>November 7 KOIN television interview</p> <p>November 7 KGW television interview</p> <p>The District is committed to additional public outreach, especially in the Cooper Drive neighborhood, prior to submitting the Institutional Development Plan / Conditional Use Permit application to the City.</p> <p>Finally, Goal 1 (Citizen Involvement) is met by this application because there will be at least four public hearings on this land use application: two before the Seaside and Clatsop County planning commissions and two before city and county elected officials.</p>
<p>9. The District didn't prepare "required cost estimate". Costs have increased since original estimate. Conceptual plans have changed.</p>	<p>This allegation has nothing to do with any land use review criterion. As is normally the case, cost estimates for the 2016 bond measure and preliminary concept plans were based on school needs, and preliminary geological, environmental and soils studies. It is normal that cost estimates and concept plans will change as these studies are refined and site conditions become better known.</p> <p>For example, Weyerhaeuser recently logged the UGB expansion area, which was necessary to conduct detailed site and topographical surveys, which in turn were necessary to refine site development plans and cost estimates. As stated at the August 1, 2017 public hearing, the Preliminary Concept Plan shown in the District's application <i>will</i> change. As noted in the draft Institutional Campus (IC) zone, the Institutional Development Plan will show the precise location of buildings, parking and circulation areas, and athletic fields.</p>
<p>10. There has been a lack of discussion of "environmental rape" of site and the District is asking for special</p>	<p>Mr. Dunzer has no basis for this claim. As noted in the District's narrative (p. 14):</p> <p><i>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.</i></p>

favours.

The proposed UGB expansion avoids China and Coho Creeks with 100' buffers. No development is proposed within protected A-3 zoned wetlands. The application narrative fully addresses environmental impacts and city and county related comprehensive plan policies (e.g., big game habitat) and explained how such habitat is protected to extent practical consistent with Goal 5. See application narrative, pp. 9, 39-42, 51-55 and 62-64 as well as Appendix I Stream Corridor and Wetland Studies.

See also testimony from Necanicum Watershed Council related to the District's efforts to minimize environmental impacts and concerns related to environmental impacts from possible road construction across wetlands in the A-3 zone:

"The Council has enjoyed working closely with the school district since before the first attempt at the bond measure and we are pleased to see the District has a strong commitment to protecting the streams and wetlands on school property for their environmental, aesthetic and educational value.

To demonstrate this, the District has worked to minimize impacts to the surrounding watershed as much as possible in the new campus design, which includes the district's decision to provide 100' (or more) buffer around streams that area will continue to be zoned Forest Conservation and will be off-limits to school campus development.

It is our understanding that City staff have suggested providing a new private street from Wahanna Road to connect with Spruce Loop. This new street would need to cross Coho and/or China Creek and a large wetland that is protected by the City's A-3 (freshwater wetlands) zone. The City's zoning ordinance states "the purpose of the Freshwater Wetlands Zone is to assure conservation of important wetland biological habitats and conserve examples of different natural ecosystem types in the Seaside area to assure a diversity of species and ecological relations. Furthermore, it is our understanding that this street is not required by the City's Transportation System Plan and the district's transportation engineer has determined that the new campus site can be adequately served without the new street.

We are confused as to why this new road is being suggested, well after plans have begun for the new campus design, and don't remember this road being discussed during the numerous planning events we attended.

The Council is also concerned that the permits from the US Army Corps of Engineers and the Oregon Department of State Lands would be difficult if not impossible to obtain, since there are clearly alternatives with much less environmental impact. The Council would oppose such permits for construction of unnecessary streets 1) because adequate streets exist, and 2) because of the adverse impacts that would result from road construction across the stream and wetland – and that the permitting agencies would weight this opposition carefully."

Mr. Erickson's Comments

<p>1. Only 1 access to serve school campus; Spruce Drive not adequate. Need 18-23 buses + students and staff vehicles. No room on Spruce -- a "major traffic mess." Should add another access.</p>	<p>Spruce Drive, a major collector, is adequate to handle traffic from the school campus per the Transportation Impact Study. Based on a queuing analysis that assumes all schools on the site release within a 15-minute window (which is a conservative and highly unlikely scenario), queuing for the westbound left-turn lane would be projected to back up beyond 335 feet less than 5% of the time during the morning peak hour, with transient queues occasionally blocking only two driveways on Spruce Drive. To make a westbound left-turn during this time, a vehicle would be anticipated to experience an average of approximately 43 seconds of delay. Right-turning traffic would be projected to experience approximately 11 seconds of delay on average while eastbound vehicles would be projected to experience an average of 24 seconds of delay when waiting for a gap.</p> <p>Since the Seaside School District plans to control some of the traffic that might otherwise use Spruce/Cooper with practices such as staggered start/release times between the three schools, it is anticipated that delays and queues will be less than what was modeled.</p>
<p>2. The District should move Bus Barn outside TZI.</p>	<p>The District does not have the resources to move the entire Bus Barn outside the TZI. Rather, the District has focused its scarce bond dollars on moving the students outside the TZI. The District acknowledges the presence of bus drivers at this location; the District's goal is to move all facilities outside the TZI. However, because the bond measure had to be scaled back, funds are not currently available to move the school bus garage.</p>

Commissioner Carpenter's Suggested Conditions of UGB Amendment / Zone Change Approval

As stated in our presentation to the PC, Carpenter provides no basis (other than his opinion regarding public safety what's best for the neighbors and school children) in the Comprehensive Plan or Transportation System Plan for any of his recommended conditions. To the extent that conditions are needed to address specific transportation impacts, such conditions should be imposed when SSD applies for conditional use / institutional development plan approval.

The District shares Mr. Carpenter's broad concern regarding potential traffic and construction impacts resulting from the development of the new school campus on the immediate neighborhood and nearby street system. The District is now preparing a construction management plan and transportation management / mitigation program with the intent of responding to these concerns in a responsible manner. The District is committed to meeting with neighborhood residents and City officials regarding these plans prior to submitting the conditional use / institutional master plan application to the City.

<p>1. The District should prohibit construction traffic from using Spruce Drive, Cooper Street or Avenue S.</p>	<p>This would mean using the Main Line Forest Road for all construction. It makes no sense to limit construction on arterial and major collector streets; it is reasonable to limit construction traffic on local and minor collector streets if there are alternatives -- which in this case there are. Thus, it is reasonable to restrict construction traffic from using Cooper (a minor collector -- designed link neighborhoods) and Alder (a local street) because Spruce Drive (a major collector -- designed to connect activity centers to neighborhoods) provides a practical alternative. Avenue S (a minor arterial -- designed to connect activity centers with each other and to Highway 101) is the main route to get from Wahanna (also minor arterial) to Highway 101. Wahanna Road and S Street are also the main (#20) bus route through</p>
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	<p>town and routinely handle lots of truck traffic. There is no justification for such a condition in the Seaside Comprehensive Plan or TSP.</p> <p>Note: Hoffman Construction is preparing a construction management plan for the new school campus. The District's intent is to share this plan with the City and affected neighbors, and request comments, prior to submitting the conditional use / institutional development plan application to the City.</p>
<p>2. The District must agree to fund and construct a new entry street into the new Campus before it opens.</p>	<p>City staff and Commissioner Carpenter have suggested constructing a new street across the wetland and over the stream that separates Wahanna and the Hospital from Seaside Heights Elementary School. With help from the Necanicum Watershed Council, the District fully discredited this condition at the Planning Commission public hearing. The District meets applicable criteria for a UGB amendment as stated in the Seaside Comprehensive Plan.</p> <p>There are also Comprehensive Plan policies and TSP policies that support stream corridor and wetland protection. A road through the wetland is not identified in the TSP. The TIS concludes that Spruce Drive has adequate capacity to handle school campus traffic. The A-3 Aquatic Protection zone doesn't allow new roads through wetlands (unless elevated above the wetland – which prohibitively expensive).</p> <p>The District has provided emergency access (as required by the Comprehensive Plan) via the Main Line logging road. In any case, it would be impossible to meet standards for state and federal wetland fill permits to build an alternative access road, because the UGB expansion site already has adequate access via Spruce Drive, a major collector street. The District didn't budget for this non-required road because it had never been mentioned by any City staff prior to June of this year. Except for Commissioner Carpenter, there did not seem to be any support on the Planning Commission for this condition.</p>
<p>3. School buses should be prohibited from turning left on to Hwy 101 from Avenue S.</p>	<p>Wahanna, Avenue S and 101 are the main bus route (#20) through the city. Public buses turn left from Avenue S to 101 many times each day; so does substantial truck traffic. The TIS prepared by Lancaster Engineering provides no support for this condition. Will Farley, P.E. (Lancaster Engineering) explains why school buses should not be prohibited from making left turns on to Hwy 101 below:</p> <p><i>No restrictions on westbound left-turning heavy vehicles are currently in place at Hwy 101 at Avenue S. The six hours of data collection showed six heavy vehicles currently making the left-turn from Avenue S to Hwy 101. School buses would not be anticipated to have any additional impact to the intersection beyond what a normal vehicle trip would cause. It should also be noted that school buses are more noticeable to other drivers and that they have better visibility due to an elevated driver's position. School bus drivers also have special training and licensing and are required to have knowledge and skills beyond those of typical drivers.</i></p> <p><i>Hwy 101 at Avenue S is not projected to meet traffic signal warrants based on traffic during the PM peak hour. With the center two-way left-turn lane at the intersection, left-turning vehicles, including buses, will be able to use the center lane to make a two-stage left-turn before merging into the through travel lane.</i></p>

	<p>Crashes were reviewed within 0.05 miles in each direction of the intersection on Hwy 101. In the last 10 years, a total of 7 crashes were reported, giving the intersection a crash rate of 0.170 CMEV. Only 1 crash was reported that involved a vehicle making a left-turn from Avenue S in the previous 10 years of data. The crash resulted when a vehicle exiting the driveway opposite the street failed to yield right-of-way to the left-turning vehicle.</p>
<p>Mr. Carpenter also requested assistance from SSD regarding:</p> <p>1/ Adding 4-way stops signs at the intersections of— (a) Spruce and Wahanna; (b) Cooper and Wahanna; and (c) at Wahanna and the suggested new road through the wetland;</p> <p>2/ Reducing the speed limit to 20 mph between for Spruce Drive and the suggested new road; and</p> <p>3/ Installing a sidewalk along Roosevelt for District (Bus Barn) property.</p>	<p>Will Farley, P.E., who prepared the TIS, responds to suggestions for additional stop signs and speed limit reductions in the first and second paragraphs below:</p> <p><i>1/ Stop signs should only be placed at an intersection if they meet a Manual on Uniform Traffic Control Devices (MUTCD) warrant. A four-way stop may be warranted if an intersection (a) meets traffic signal warrants and an all-way stop is an interim measure used to control traffic while arrangements are being made for the signal investigations; (b) has a crash problem, as indicated by five or more reported crashes of a type susceptible to correction by a multiway stop installation (such as right- and left-turn collisions as well as right-angle collisions) in a 12-month period; or (c) meets the minimum traffic volumes with an average of at least 500 total entering vehicles per hour for any eight hours of an average day and a combined vehicular and pedestrian volume averaging at least 200 units per hour for the same eight hours, with an average delay to minor street vehicular traffic of at least 30 seconds per vehicle during the maximum hour (requirements for the volumes may be reduced by 30 percent if the 85th percentile approach speed of the major street exceeds 40 mph). None of these standards are projected to be met under any of the analysis scenarios. Moreover, many studies have shown that the installation of stop signs is not an effective measure for controlling or reducing midblock speeds. Stop signs that are unwarranted are frequently violated and may be more hazardous to vulnerable road users since they can give a false sense of safety.</i></p> <p><i>2/ Wahanna Road and Spruce Drive appear to qualify for a statutory residential speed limit of 25 mph in the site vicinity. The City of Seaside may designate 20 mph school speed zones in conformance with the requirements of Oregon law. Both actions need to be initiated by the City and cannot be implemented by the applicant. The District has no objection to reducing speed limits along these streets.</i></p> <p>3/ Regarding installation of sidewalks for other District properties, the land use application before the City and County would change the UGB and zoning to allow the District to apply for a conditional use / institutional development plan to allow a new school campus. This site-specific land use application is unrelated to the developed Bus Barn site; so, adding a conditional approval to build sidewalks in this area would not meet legal requirements for mitigation. Further, the District has not allocated funds for this purpose.</p>

ODOT Comments (Received after the Close of the Planning Commission Hearing)

In a 9/3/17 memo, Keith Blair P.E. (ODOT Region 2) noted that the TIS used a weighted average rate method instead of the fitted curve equation method, per the *ITE Trip Generation Handbook*.

Tables 2, 4 and 5 and Figures 6, 9 and 12 should be updated as appropriate.

Will Farley, P.E., who prepared the TIS, responds to suggestions for additional stop signs and speed limit reductions as follows:

When determining whether to use a trip generation rate (1 trip per 0.29 students during the school's afternoon peak) or an equation (a logarithmic equation), the ITE Trip Generation Handbook (3rd Edition, Aug 2014) recommends professional judgement be applied since the guidelines do not include all considerations that could be relevant. The equation is ideal in situations where a large, isolated school is being constructed, since as you increase the student population, trips would likely begin to be shared (e.g. less faculty per number of students, parents dropping off more than one student, etc.). Trip equations assume that small schools generate more trips per student than large schools do.

Because the Seaside High School is being co-located with two other schools, the campus will act as a consolidated large school. If one accounts for the 435 students already attending the campus served by Spruce Drive, the additional 520 high school students would only be projected to contribute 115 additional trips during the afternoon peak hour (measured by calculating the difference in trips generated by 435 students versus 955 total students). The study analyzed 151 trips during the afternoon period, which is far greater than what would be projected when using the equation to account for the increase in campus-wide enrollment.

In this situation, Lancaster used professional judgment and applied the weighted average method, which is consistent with the direction provided in the *ITE Trip Generation Handbook*. There is no need to amend the tables and figures identified in ODOT's comments. The District's transportation engineer is available to discuss this issue further with ODOT engineers.

September 1, 2017

To: Seaside City Council (for Sept 11th meeting)

From: John Dunzer

Subject: Urban Growth Boundary Expansion for Schools

NOTE: I ask that these comments be entered into the minutes of the meeting and copies given to the city council members before the meeting.

I have reviewed the first 66 pages of a submittal provided by the Seaside School District to your group as justification for expanding the urban growth boundary of Seaside. As stated in the submittal, Page 24, the purpose of the growth boundary expansion 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". That is not a legal justification under Oregon Law to expand an urban growth boundary.

The application contains major errors in key facts that make this submittal and its proposed plan obsolete and the election results problematical. In my estimation the top ten errors are as follows:

- The first error relates to the risk of collapse of Broadway Middle School. The application on page 19 reiterates school district information that this structure was rated as having a "high risk of collapse" in a Cascadia sized earthquake by a DOGAMI 2007 study. The DOGAMI study, see attached sheet, rated this school structure as having a "low risk" of collapse. A subsequent seismic study of this school in 2013 by Willamette ESD, see attached sheet, rated only the boy's gym as having been "downgraded". The Broadway School with the exception of the Boy's gym is rated

as having a "low risk of collapse. The categorization by the school submittal that the entire school "has a high risk" is a misstatement and is totally untrue.

- The second error relates to the tsunami safety of the Broadway Middle School. The State of Oregon in Senate Bill 379 made it clear that school relocation is only necessary if the students cannot successfully evacuate the school to a safe ground elevation in the 15-20 minutes between a Cascadia earthquake and the start of any resultant tsunami "restrictions apply only where evacuation from tsunamis is not viable". The location of Broadway Middle School is only 650 yards to the west of a designated Tsunami evacuation site. The statement by the school district that Broadway School must be moved out of the tsunami inundation zone is a misstatement and is totally untrue.
- The third error relates to the need for 50 acres of additional land to be added to the existing 50 acre district owned Seaside Heights site for additional school construction. This application proposes that some additional school construction will be done on the existing Seaside Heights site. Although not specified in this application it is assumed that this additional construction will be to add capacity to the existing elementary school. Present district enrollment, per the report, is 1545 students. Enrollment in Seaside schools has been declining over the past 5 years. Portland State University has released its preliminary population estimates for Clatsop County and its subareas which the State has mandated must be used by public agencies for their future planning. These population estimates predict that the Seaside School District will have minimal population growth over the next 50 years and that the age distribution will skew toward more older residents with fewer school age children. In addition, declining enrollment will

also be accelerated by the opening by the district of its charter school in Cannon Beach. The need for facilities (12 million dollars cost) for an additional 145 additional students at the architect's projected average of \$83,000/student is totally unsupported. The pursuit of the expanded school facilities for a nonexistent increased future school enrollment is a total violation of State policy that public agency planning should use Portland State population projections.

- The fourth error is the continued insistence, by the City and the School District, that there is not a 50 (the consultant's figure is 28) acre undeveloped piece of property within the existing urban growth boundary of the city that is accessible to existing roadways and utilities and out of the tsunami inundation area. Clearly on the bottom of Figure 12 there is a undeveloped parcel of over 120 acres. This parcel, southwest of Seaside's Cove Estates subdivision, is within the growth boundary, zoned for Medium Density Residential (R-2), and meets the stated roadway and utility criteria and is above the tsunami inundation zone. Secondary road access is available from an extension of Rippet Road. The city and school district statement is not true.
- The fifth error is the decision by the school board to not document its consideration of the viable alternative to construct additional school facilities over Seaside Elementary's existing level parking lot. There is room to construct a new 65,000 sq.ft. single level elevated school which would accommodate 500 middle school students plus parking, sports facilities and play areas. This second school could easily be built on the existing 50 acre school site. Structurally an open ground level parking structure with a school use area above the parking is a FEMA recommended design for tsunami areas to meet seismic and tsunami codes. It

would also meet the needs of having a nearby tsunami evacuation structure Seaside Heights students in the event that the recent water friction calculations prove to be inaccurate. The school board was aware of this possibly yet any discussion of this alternative is totally missing from the school district submission.

- The sixth error is the assumption that the athletic fields for Seaside High have to be essentially duplicated at the new school site from those that the district presently uses at Broadway Park. The duplication of these facilities is unnecessary and the district themselves proposed in the 2016 bond issue that the school district would continue to use the Broadway park facilities. The concept of having 2 football/soccer/baseball fields in a city of 6,000 is not rational.

- The seventh error is the elimination of the best alternative for a new high school campus which is the Broadway Park school site. As previously discussed, State regulations and studies show that the existing Broadway school site and structure is suitable from a seismic and tsunami perspective.

This existing school facility meets the building size and parking needs for a 450 student high school. It would need to be modernized with a new boy's gym, science laboratories, and new mechanical, window and roofing systems installed. This would cost only 25-30% of the district's proposal to build a totally new high school. As a major plus, the Broadway site is directly adjacent to the football/soccer/baseball fields that it uses as well as the aquatic facilities of the Sunset Recreational District. Broadway Park linked to the upgraded school would make a magnificent high school campus. From a traffic impact point of view, the Broadway site with a signalized access directly to HWY 101 would be a much safer and more functional traffic solution for students, faculty and

the community. With the District's proposed plan, high school traffic is directly injected into a residential area and then is required to access Wahanna, a rural road. Wahanna has a history of unsafe traffic speeding and has inadequate right of way for roadway bike, and pedestrian improvements. In addition there would be less impact on the utility upgrades that will be necessary in the Seaside Height school area under the District's plan. The City will be required to establish a multi-million dollar completely new high elevation reservoir and pay for the pumping of water up to the new reservoir which would only be required to support the district's school siting selection. Each year water users would see a major 20% increase in their water bills to support this misguided school siting decision.

- The eighth error is the lack of involvement of the public in redefining the school project between the 2013 and 2016 bond election. The school district held a number of public meetings prior to the unsuccessful 2013 school bond election. The only advertised public meeting that the school district held prior to the 2016 bond election was 2 weeks before the second election. The City has never held a public meeting or gathered any public comment of any kind prior to endorsing the school bond.
- The ninth error is the lack of preparation by the School District of the required cost estimates for this project. Today, 9 months after the bond election stating a need for 99.7 million dollars, the conceptual site plan has been radically changed to completely reconfigure and relocate the major elements of the project. The district has only, after specific public requests, released a preliminary 1 page cost estimate that they note is described as a rough estimate. The district's own policy entitled "Capital Construction Program" states that "before such a bond election

careful estimates will be made as to the amounts required for construction".

- The tenth error is the lack of discussion and analysis of the "environmental rape" of this 80 acre parcel of forest. To access and develop this parcel as a practical site for two new schools will require millions of cubic feet of hillside to be graded. This massive earth movement will occur right between two "protected" streams. If such a proposal were made by a non-governmental entity they would be laughed right out of the County.

I ask the Seaside City Council to reject this proposal. My analysis has shown that there are much better solutions to provide modern safe schools for the community which will not require increasing the urban boundaries of the city. This project siting is requiring the citizen's in this school district to spend an extra 40 million dollars above what is required to provide safe functional schools. This 40 million dollars could save hundreds of lives (including children at home) by funding seismic upgrades of area bridges which will be necessary in the event of a very likely Cascadia Event.

Kevin Cupples

From: Bill Carpenter <bill.carpenter@centurylink.net>
Sent: Wednesday, September 06, 2017 1:20 PM
To: barberjay573@gmail.com; eifxcm@gmail.com; rfrank@cityofseaside.us; dphillips@cityofseaside.us; smorrisey@cityofseaside.us; swright@cityofseaside.us; horning@pacifier.com
Cc: mwinstanley@cityofseaside.us; kcupples@cityofseaside.us; dmcdowell@cityofseaside.us; sroley@seaside.k12.or.us; sphillips@seaside.k12.or.us
Subject: Public Testimony for the New Seaside School Campus

Follow Up Flag: Follow up
Flag Status: Flagged

September 6, 2017

From:
Bill Carpenter
PO Box 797, Seaside
bill.carpenter@centurylink.net

Via Email:

To:
Mayor Jay Barber: barberjay573@gmail.com
Councilor Tita Montero: eifxcm@gmail.com
Councilor Randy Frank: rfrank@cityofseaside.us
Councilor Dana Phillips: dphillips@cityofseaside.us
Councilor Seth Morrissey: smorrisey@cityofseaside.us
Councilor Steve Wright: swright@cityofseaside.us
Councilor Tom Horning: horning@pacifier.com

CC:
Mark Winstanley: mwinstanley@cityofseaside.us
Kevin Couples: kcupples@cityofseaside.us
Dale McDowell: dmcdowell@cityofseaside.us
Superintendent Sheila Roley: sroley@seaside.k12.or.us
School Board Chair Steve Phillips: sphillips@seaside.k12.or.us

Dear Mayor Barber, Council President Montero, and the Seaside City Council,

At your September City Council meeting, you will be presented with a request from the Seaside School District for a change to the Urban Growth Boundary (UGB), a change to the Seaside Zoning Ordinance, and a request to annex the proposed site of the new campus into the City.

The new campus is a needed addition to the Seaside School District, and the \$99 Million Bond was approved by a vote of 2 to 1 of the citizens of the School District. The land adjacent to the Seaside Heights Elementary School was donated by the Weyerhaeuser Company for the construction of the

new campus. This land has been logged and is now available to start construction on the new campus.

I will be out of town for your first meeting in September. Please accept this written testimony on the School Districts requests.

I do have three concerns.

My first concern is related to the truck traffic on Spruce Drive that will begin as heavy equipment is move onto the site for the preparation of the land for the new campus; and the many loads of rock, cement, asphalt, and other construction materials that will be required for the construction of the buildings, roads, and infrastructure.

Before the City Council adopts the requested change to the UGB and Zoning, I hope that an agreement between the City and the School District will be finalized which would prohibit any heavy truck traffic related to the new campus construction from using either Spruce Drive or Cooper Street.

The School District has hired a firm which will be responsible for the construction of the new campus. That firm will have the ability to direct the prime contractor, all sub-contractors, and all suppliers to adhere to the prohibition of heavy truck traffic on Spruce Drive and Cooper Streets. This action will be considerate to the Spruce Drive neighbors during the construction of the new campus, will provide for a safer environment for the students and staff at the Seaside Heights Elementary School, and will lessen the wear and tear on the existing City streets.

My second concern is about the suggested emergency access to the new campus. After the new campus is constructed, it will be acceptable to use a spur from the Mainline Logging Road for emergency vehicular traffic. But, I do not think that it would be safe for foot traffic – especially if the students need to exit the campus due to an incident along Spruce Drive.

An alternative route for foot traffic could be created by the building of a paved, 6 foot wide, ADA compliant, Pedestrian/Bike pathway from the southwest side of the Seaside Heights Elementary School across the north edge of the existing soccer field and across the creek [via a fish friendly culvert or pedestrian bridge] to the southeast corner of the Providence Hospital parking lot. This route could also be used by Providence to evacuate patients and personnel in the event of a Tsunami. It is possible that this project could be funded by Providence and the School District with some assistance from the City.

My third concern (or request) is that the City Council will agree to a one "Reading of the Ordinance by Title Only" per meeting to allow citizens to offer testimony about the new campus. In the recent past, citizens have expressed concerns by about the traffic on Wahanna Road. And I am sure that residence along Spruce Drive and Cooper Street will have some comments about the traffic that will be coming to their neighborhoods. I would like to see that they have the opportunity to express their concerns.

Thank you for your time.

Bill Carpenter



Oregon

Kate Brown, Governor

Department of Land Conservation and Development

635 Capitol Street NE, Suite 150

Salem, Oregon 97301-2540

Phone: (503) 373-0050

Fax: (503) 378-5518

www.oregon.gov/LCD

July 7, 2017

Chair Romine and Members of the City of Seaside Planning Commission
City of Seaside Planning Department
989 Broadway
Seaside, OR 97138



Delivered via email: kcupples@cityofseaside.us

**RE: Seaside School District Urban Growth Boundary (UGB) Amendment Application;
City File No.: 17-047CPA&ZCA/17-048ZMA; DLCD File No.: 003-17**

Dear Chair Romine and Members of the Seaside Planning Commission:

We appreciate having the opportunity to work with you on this proposal. The City of Seaside is a highly valued partner in Oregon's Coastal Management Program and a leader in pre-disaster planning for the Cascadia subduction zone earthquake and tsunami.

The department encourages a comprehensive risk-based approach to reducing exposure and vulnerability to all natural hazards that potentially affect communities. We understand that the purpose of this proposal is to provide a suitable site for a new school campus that is located on relatively flat and stable ground outside the tsunami inundation zone. We laud city officials, the school district and its constituents, the local business community, and many stakeholders for rallying to pass the 2016 bond measure to help make this development plan a reality.

We support this proposal. In its application, the school district provides findings that satisfactorily address the UGB amendment locational and need requirements of Statewide Planning Goal 14 (Urbanization), ORS 197.298, and its implementing rule (OAR Chapter 660, Division 24 – Urban Growth Boundaries).

The findings for land need for the new school site are based primarily on the need to reduce the risk from tsunami, consistent with Statewide Planning Goal 7. As stated in the application:

“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.”

The department strongly supports this goal of the city and the district to reduce life safety risk from tsunami. As an integral part of achieving this goal, the city should commit to appropriate limitations on redevelopment of sites vacated through UGB expansion so that overall reduction of risk to the community is achieved. The department recommends that, as a part of this plan

amendment, the city incorporate a plan policy to limit risk from redevelopment of sites subject to tsunami inundation that are vacated through UGB expansion. We suggest the following policy be added to Chapter 14 of the city's comprehensive plan:

11. Tsunami Mitigation -Vacated Site Redevelopment

When the UGB is expanded for the purpose of reducing exposure to tsunami risk by relocating existing uses, development on lands vacated by such relocation shall be limited to uses that will reduce overall risk. At a minimum, these limitations shall include:

- a. Essential facilities and special occupancy structures as defined in ORS 455.445 shall not be permitted;
- b. Changes in zoning that permit increased residential density or that permit the establishment of hotel, motel or time-share units shall not be permitted; and
- c. All new development shall incorporate evacuation measures and improvements necessary to provide adequate pedestrian access from the development site to designated evacuation routes.

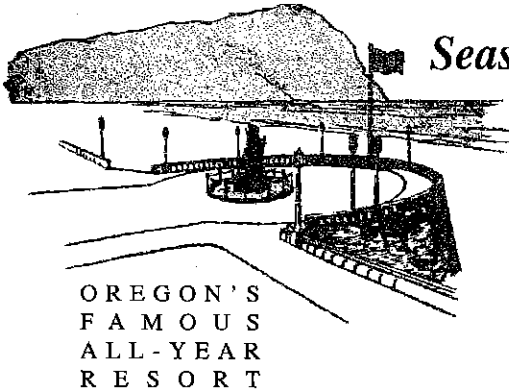
Please enter this letter into the record of the proceedings. If you have questions or need clarification on anything contained in this letter, please do not hesitate to contact me at (503) 812-5448 or via email at patrick.wingard@state.or.us. Thank you very much for your time and consideration and for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

Yours truly,

Patrick Wingard

Patrick Wingard, AICP
North Coast Regional Representative

Copy. Patty Snow, DLCD Ocean and Coastal Services Division Manager
Matt Spangler, DLCD Senior Coastal Policy Analyst
Meg Reed, DLCD Coastal Shores Specialist
Gordon Howard, DLCD Principal Urban Planner



Seaside Fire and Rescue Department

150 S. Lincoln
Seaside, Oregon 97138
Phone 738-5420

MEMORANDUM

TO: Honorable Mayor & City Council
FROM: Joey Daniels, Fire Chief
DATE: August 28th, 2017
RE: Assistance to Firefighter Grant SCBA Purchase

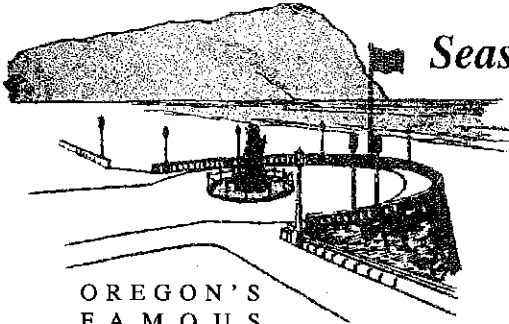
On May 19, 2017 Seaside Fire & Rescue was awarded \$144,381.00 from the Department of Homeland Security under the Assistance to Firefighter Grant we applied for in October of 2016. This grant requires at least a 5% match from the City of Seaside. This grant was for 24 self-contained breathing apparatus (SCBA), 48 SCBA air bottles, and 32 SCBA masks. We will be purchasing the rest of the SCBA equipment needed with the recent voter approved operation levy in July 2018.

Seaside Fire & Rescue recently did a thorough evaluation for the purchase of our new SCBA's. The evaluation committee narrowed it down to two different SCBA's companies Scott and MSA, and has recommended the purchase of the MSA. The sole source MSA dealer for the entire State of Oregon is SeaWestern Inc. The total purchase price is \$151,959.92. The following is a breakdown of costs.

- Assistance to Firefighter Grant - \$144,381.00
- City of Seaside - \$7578.92 (required at least 5% matching \$7219)



STOP FIRES



OREGON'S
F A M O U S
A L L - Y E A R
R E S O R T

Seaside Fire and Rescue Department

150 S. Lincoln
Seaside, Oregon 97138
Phone 738-5420

MEMORANDUM

TO: Honorable Mayor & City Council
FROM: Joey Daniels, Fire Chief
DATE: August 28th, 2017
RE: Donation of Old SCBA Equipment to Gearhart Fire Department

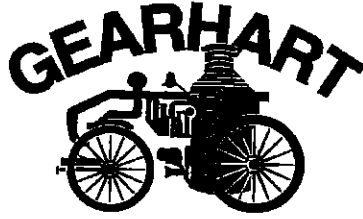
In May 2017 the voters generously passed our continuing operation levy and Seaside Fire & Rescue was also awarded an Assistance to Firefighter Grant. This will allow Seaside Fire & Rescue to replace all of our SCBA's and related equipment.

Gearhart Volunteer Fire Department has requested some of our outgoing equipment to help them get buy for another year; this will allow them more time to come up with a plan to replace their aging SCBA's.

I strongly recommend that we give Gearhart Fire whatever outgoing SCBA equipment we can to help them out. Gearhart Fire continues to be a valuable mutual aid partner to help us whenever needed.



STOP FIRES



Volunteer Fire Department

P.O. Box 2530/670 Pacific Way
Gearhart, Oregon 97138
503-738-7838 / 503-738-9385 (fax)
gearhartfd@cityofgearhart.com / gearhartfire.com (web)

August 9, 2017

Seaside Fire & Rescue/City of Seaside

RE: Used Self Contained Breathing Apparatus (SCBA)
Survive Air Cylinders
Expiration Date 10/2019

Chief Daniels and City of Seaside,

Gearhart Fire Department/City of Gearhart is requesting the "used" SCBA air cylinders from Seaside Fire & Rescue/City of Seaside that will soon be placed out-of-service due to the acquisition of new equipment. The request is an "as is condition" releasing Seaside Fire & Rescue/City of Seaside from all liability; all testing/maintenance shall be the responsibility of the Gearhart Fire Department.

The Gearhart Fire Department wishes to express our appreciation for these air cylinders, this gives us an extra year to hopefully replace our aging units.

If you should have any questions please feel free to contact me.

Thank you,

Bill Eddy
Fire Chief
Gearhart fire

CC: Chad Sweet, City Administrator

Memo

To: Mayor and City Council
From: Mark J. Winstanley, City Manager
Date: September 11, 2017
Re: MOU - Clatsop County Housing Study

The City of Seaside received a proposal from Clatsop County for a Memorandum of Understanding (MOU) for the Clatsop County Housing Study. The cost of hiring a consultant is approximately \$100,000.00 in which Clatsop County agrees to pay fifty percent of the cost and Cannon Beach, Seaside, Gearhart, Warrenton, and Astoria will contribute one-tenth of the cost, up to a total per city of \$10,000.00. The MOU is attached for Council to review.

**MEMORANDUM OF UNDERSTANDING
FOR CLATSOP COUNTY HOUSING STUDY**

This Memorandum of Understanding is made this _____ day of _____, 2017 between **Clatsop County** a political subdivision of the State of Oregon, the **City of Cannon Beach**, an Oregon municipal corporation, the **City of Seaside**, an Oregon municipal corporation, the **City of Gearhart**, an Oregon municipal corporation, the **City of Warrenton**, an Oregon municipal corporation, and the **City of Astoria**, an Oregon municipal corporation.

RECITALS

Clatsop County is currently experiencing a severe housing shortage for all types of housing. The lack of housing options is creating barriers to continued economic growth. Existing businesses are struggling to retain and attract employees because they either cannot find housing or cannot afford the housing that might be available. Starting new businesses or attracting business from elsewhere is extremely challenging as business owners are concerned that they will not be able to attract and retain the workforce necessary for their success if there is not an adequate supply of affordable housing. Any significant expansion of historical employers such as the U.S. Coast Guard may be derailed if we cannot demonstrate that Clatsop County can offer an adequate supply of housing.

Therefore, the Parties agree as follows:

Clatsop County will issue a Request for Proposal (RFP) to hire a consultant to assist in understanding the type, size, location and price of housing needed to meet the current and future needs of Clatsop County residents as well as the market forces, regulations and local barriers that impact housing development in Clatsop County. County will provide each city an opportunity to review the RFP and comment prior to publication. Each city may provide a representative to serve on the interview panel for the consultant selection.

It is expected the consultant will work with all cities and the county regarding the housing needs of the area. All parties agree to designate a representative to serve on the Steering Committee that will oversee this project and provide the consultant with necessary documents and staff interviews needed to address the housing concerns of that jurisdiction.

The parties will each contribute funds to the cost of the consultant. It is expected the consultancy contract will cost approximately \$100,000. Clatsop County agrees to hire the consultant and pay 50% of the cost. Each of the cities agree to contribute one-tenth of the cost, up to a total per city of \$10,000. Cities contribution will be made after the contract is let, and within 30 days after County requests payment of the contributions.

All results of the consultant's study will be provided to cities. Consultant will give presentations to Cities as agreed between the parties.

This agreement will remain in effect until terminated, and may be terminated on 180 days' written notice from one party to the others.

This Agreement may be executed in counterparts, each of which will be considered an original and all of which together will constitute one and the same agreement.

**CLATSOP COUNTY
BOARD OF COUNTY COMMISSIONERS**

By: **Scott Lee, Chair**

CITY OF CANNON BEACH

By:
Title:

CITY OF GEARHART

By:
Title:

CITY OF ASTORIA

By:
Title:

CITY OF SEASIDE

By:
Title:

CITY OF WARRENTON

By:
Title:

Memo

To: Mayor and City Council
From: Mark J. Winstanley, City Manager
Date: September 11, 2017
Re: System Development Charge Proposal

The City of Seaside received a proposal from FCS Group Solutions-Oriented Consulting to review the City's water, wastewater, and parks system development charges (SDC's). FCS Group last reviewed and updated the City of Seaside SDC's in 2008 and a task plan and associated budget for the update has been provided to Council.

August 22, 2017

Mr. Mark Winstanley, City Manager
City of Seaside
989 Broadway
Seaside, OR 97138

Subject: System Development Charge Proposal

Dear Mr. Winstanley:

FCS GROUP is pleased to provide this proposal to update the City's water, wastewater, and parks system development charges (SDCs).

A task plan and associated budget for the update are provided below.

Task 1 | Data Collection & Review

Prepare an initial data request identifying data to be collected from the City for the multi-service SDC study, including such items as

- an inventory of existing City parks
- any updated capital plans, master plans (e.g., water, wastewater), system plans
- debt service schedules
- fixed asset listings
- customer data
- the existing SDC ordinance

Once the initial data set has been obtained, we will review the data and make requests for any additional items or explanations, as necessary.

Task 2 | Policy Review

Identify with staff any key policy questions surrounding the SDC structures, bases, and / or calculations. Analyze policy choices and recommend a course of action on each policy question (up to four), possibly to include the following:

- Level-of-service based vs. improvements-based parks SDC methodology
- Basis of the charge for each service
- Allocation approaches to determine project SDC eligibility
- Applicability of a reimbursement fee

Task 3 | Technical Analysis

The SDC analyses will be based primarily on information in the most recent plans and staff and consultant knowledge. The SDC analyses will include both a reimbursement fee (as applicable) and an improvement fee. The following task elements are included:

- 3.1 Develop Reimbursement Fee. Identify the recoverable costs of existing system facilities and calculate the “reimbursement fee” portion of each SDC.
- 3.2 Develop Improvement Fee. Calculate the “improvement fee” portion of each SDC, working with City staff, the list of needed capital improvements for each service, the recommended allocation approach, and other related financial, planning, and engineering information.

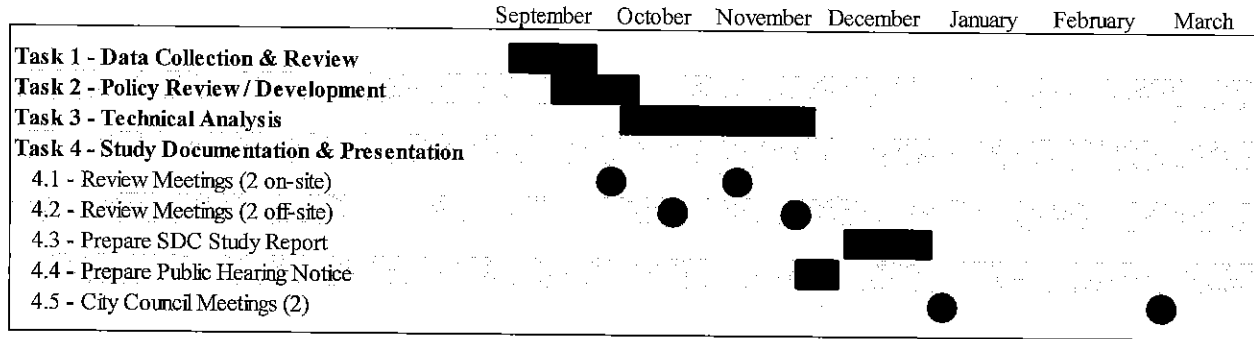
Task 4 | Study Documentation and Presentation

In addition to the analytical elements, the SDC study will require professional communication of findings and results. This will include interim reviews with City staff and management, report preparation, and presentations to the Council. The following task elements are anticipated:

- 4.1 On-site Review Meetings. Prepare materials for and participate in up to two (2) on-site review meetings with City staff (and / or others such as the City Council).
- 4.2 Off-site Review Meetings. Participate in up to two (2) off-site meetings with City staff via GoToMeeting, Skype, or a comparable application. Participate in ad hoc conference calls and GoToMeeting sessions as necessary to meet City needs.
- 4.3 Prepare SDC Study Report. Prepare and submit an electronic (.pdf) copy of the draft report, summarizing all study assumptions, methodologies, analytical results and recommendations. The report will also include a technical appendix supporting the findings. Incorporate City comments on the draft, as appropriate, and submit an electronic version (.pdf) of the final report for City production and distribution.
- 4.4 Prepare and provide a notice of public hearing for interested parties as required in ORS 223.304.
- 4.5 City Council Presentations. Prepare materials and present SDC findings at up to two (2) City Council meetings and/or public hearings.

Assuming a September start, the study will take approximately 90 days to complete. However, Oregon state statute requires that the City provide 90 days notice in advance of the first public hearing to consider SDC changes. The draft report must be available for the last 60 days of that 90-day notice period. We recommend providing the 90-day notice upon substantial completion of the analytical work. That gives us 30 days to complete a draft report for review 60 days prior to the public hearing, which could be no earlier than March. This schedule is summarized below.

August 22, 2017
 Mr. Mark Winstanley, City Manager
 SDC Proposal

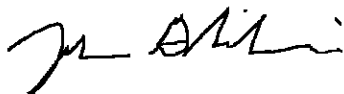


The cost of the above listed scope of services is not to exceed \$32,060. A budget spreadsheet is provided below.

	Principal	Project Manager	Consultant	Support	Total Hours	Total Budget
	Ghilarducci \$255	Gabbard \$175	Martin \$130	\$85		
Task 1 - Data Collection & Review	0	2	8	0	10	\$1,390
Task 2 - Policy Review / Development	1	3	8	0	12	\$1,820
Task 3 - Technical Analysis						
3.1 - Develop Reimbursement Fees	2	8	24	0	34	\$5,030
3.2 - Develop Improvement Fees	2	8	32	0	42	\$6,070
Task 4 - Study Documentation & Presentation						
4.1 - Review Meetings (2 on-site)	4	12	12	0	28	\$4,680
4.2 - Review Meetings (2 off-site)	4	4	4	0	12	\$2,240
4.3 - Prepare SDC Study Report	2	4	20	2	28	\$3,980
4.4 - Prepare Public Hearing Notice	1	1	0	0	2	\$430
4.5 - City Council Meetings (2)	16	6	4	2	28	\$5,820
Labor Budget	32	48	112	4	196	\$31,460
Expense Budget						\$600
Total Project Budget						\$32,060

Thank you for the opportunity to work with the City of Seaside again on this effort. If you have any questions, please call me at (425) 336-1865.

Yours very truly,



John Ghilarducci
 Principal