

CITY OF SEASIDE STAFF REPORT

**To:** Seaside Planning Commission  
**From:** Planning Director, Kevin Cupples  
**Date:** January 5, 2016  
**Applicant/  
Owner:** Kendall Higgs, 724 Avenue S, Seaside OR 97138  
**Location:** 724 Avenue S (T6, R10, 21DD TL 2800)  
**Subject:** Conditional Use 15-049CU, Expansion of a dwelling in  
conjunction with a commercial use.

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**REQUEST:**

15-049CU: A conditional use request by Kendall Higgs. The subject property is located at 724 Ave S (6 10 61DD TL:2800) and it is zoned General Commercial (C-3) zone

The applicant is requesting a conditional use permit to expand his dwelling in conjunction with a commercial use within the General Commercial (C-3) zone. The proposed expansion would take place on the second floor of the existing building. The subject property is located at 724 Avenue S and the owner would like to expand the dwelling without altering the ground floor commercial space.

The review will be conducted in accordance with Article 6 & 10 of the Seaside Zoning Ordinance. These establish the review criterion and procedures applicable to the request.

**DECISION CRITERIA, FINDINGS, AND CONCLUSIONS:**

The following is a list of the decision criteria applicable to the request. Each of the criteria is followed by findings or justification statements which may be adopted by the Planning Commission to support their conclusions. These statements may be adopted by the Planning Commission to support their conclusions along with conditions which are necessary to ensure compliance with the Seaside Zoning Ordinance. Although each of the findings or justification statements specifically apply to one of the decision criteria, any of the statements may be used to support the Commission's final decision.

**DECISION CRITERIA # 1:** Pursuant to Section 6.031 of the Seaside Zoning Ordinance, all conditional use requests must comply with the specific standards in the zone and other applicable supplementary provisions in Article 4. In permitting a new conditional use or alteration of an existing conditional use; the Planning Commission may impose additional conditions considered necessary to protect the best interests of the surrounding area of the city as a whole. These conditions may include the following:

1. Increasing the required lot size or yard dimension.

2. **Limiting the height of buildings.**
3. **Controlling the location and number of vehicle access points.**
4. **Increasing the street width.**
5. **Increasing the number of required off-street parking spaces.**
6. **Limiting the number, size, location and lighting of signs.**
7. **Requiring diking, fencing, screening, landscaping or other facilities to protect adjacent or nearby property.**
8. **Designating sites for open space.**

#### **FINDINGS & JUSTIFICATION STATEMENTS:**

1. The applicant's submitted justification, site plan, and elevation drawings are adopted by reference. The applicant's plan calls for the following:
  - The owner of the commercial office space would like to expand the residential use on the second floor above the ground commercial space.
  - The proposal would only make minor alterations to site in order to rearrange parking since the second floor deck would alter the existing parking layout on the property. Two stacked parking spaces would be used for the residential use to address the loss of the space caused by construction of the deck.
  - This would eliminate the ground floor dwelling area on the north side of the existing building and provide some additional space for the residential use.
  - The second floor expansion has been engineered to ensure it can all be adequately supported.
  - Landscaped areas are identified on the site plan.
2. Final development plans will need to address:
  - Drainage from the newly paved parking spaces.
  - Sidewalk facilities or the required improvements allowed under a deferment subject to public works approval.
  - Exterior lighting plans will need to document compliance with outdoor lighting ordinance provisions.

#### **CONCLUSION TO CRITERIA #1:**

The proposed dwelling in conjunction with a commercial use will satisfy the applicable development standards and be compatible with the surrounding area provided the following conditions are attached to the approval.

**Condition 1:** The applicant's final plans must address drainage from surfaced parking spaces, sidewalk facilities (or deferment improvements), and exterior lighting provisions.

**Condition 2:** Minor modifications to the applicant's proposed plan must be reviewed and approved by the Planning Director. These could be required in order to comply with other code issues applicable to the request or reduce impacts to the neighboring property. Any major changes or conflicts over a proposed modification will be reviewed with the Planning Commission prior to any final approval.

**CONCLUSION TO CRITERIA #2:**

The proposed development of the second floor dwelling space will meet the special review factors applicable to the outdoor amusement rides.

**FINAL STAFF RECOMMENDATION**

Conditionally approve the proposed expansion of a dwelling in conjunction with a commercial use within the General Commercial (C-3) zone. This decision can be supported by the Commission adopting the findings, justification statements, and conclusions in this report subject to the previously stated conditions.

Although they are not conditions of approval, the following is a list of reminders to applicant.

- The conditional use will become void one (1) year from the date of decision unless the permit is utilized or an extension of time is approved in the manner prescribed under the Seaside Zoning Ordinance.
- As with any permit, the applicant must meet all applicable standards in the Seaside Zoning Ordinance such as erosion control provisions and any other applicable City of Seaside Ordinances.

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

Attachments:

Applicant's Submittal



# City of Seaside, Planning Department

989 Broadway, Seaside, OR 97138

(503) 738-7100

Fax (503) 738-8765

## Land Use Application

Kevin Cupples, Director

PLEASE PRINT OR TYPE

NAME OF APPLICANT	ADDRESS	ZIP CODE
Kendall Higgs	724 Ave S. Seaside	97138
STREET ADDRESS OR LOCATION OF PROPERTY		

ZONE	OVERLAY ZONES	TOWNSHIP	RANGE	SECTION	TAX LOT
E 3		4	10	21DD	2800

### PROPOSED USE OF PROPERTY AND PURPOSE OF APPLICATION(S):

EXPANDING DWELLING WITH COMMERCIAL USE

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(PLEASE INCLUDE THE APPROPRIATE PLOT PLAN.  
IF ADDITIONAL SPACE IS NEEDED OR SUPPLEMENTAL INFORMATION IS REQUIRED PLEASE ATTACH)

OWNER:	APPLICANT/REPRESENTATIVE (OTHER THAN OWNER):
PRINT NAME OF PROPERTY OWNER Kendall Higgs	PRINT NAME OF APPLICANT/REPRESENTATIVE
ADDRESS 724 Ave S. Seaside, OR. 97138	ADDRESS
PHONE / FAX / EMAIL 503.717.1689	PHONE / FAX / EMAIL
SIGNATURE OF PROPERTY OWNER <i>Kendall Higgs</i>	SIGNATURE OF APPLICANT/REPRESENTATIVE

FOR CITY USE ONLY - DO NOT WRITE BELOW THIS LINE

### CHECK TYPE OF PERMIT REQUESTED:

- |   |   |  |  |
|---|---|--|--|
| <input checked="" type="checkbox"/> CONDITIONAL USE | <input type="checkbox"/> NON CONFORMING           | <input type="checkbox"/> SUBDIVISION     | <input type="checkbox"/> ZONING CODE AMENDMENT |
| <input type="checkbox"/> LANDSCAPE/ACCESS REVIEW    | <input type="checkbox"/> PLANNED DEVELOPMENT      | <input type="checkbox"/> TEMPORARY USE   | <input type="checkbox"/> ZONING MAP AMENDMENT  |
| <input type="checkbox"/> MAJOR PARTITION            | <input type="checkbox"/> PROPERTY LINE ADJUSTMENT | <input type="checkbox"/> VACATION RENTAL | <input type="checkbox"/> APPEAL                |
| <input type="checkbox"/> MINOR PARTITION            | <input type="checkbox"/> SETBACK REDUCTION        | <input type="checkbox"/> VARIANCE        | <input type="checkbox"/>                       |

PLANNING DEPARTMENT USE:	
DATE ACCEPTED AS COMPLETE	BY
12-2-15	KC
CASE NUMBER (S)	
15-049	CU
HEARING DATE	P.C. ACTION
1-15-15	

OFFICE USE:	
FEE	RECEIPT
675	
DATE FILED	BY
12-2-15	

CONDITIONAL USE - ARTICLE 6

TYPE 2 - PLANNING COMMISSION DECISION

FEE: \$ 675.00

In certain districts, conditional uses may be permitted subject to the granting of a Conditional Use Permit. Because of their unusual characteristics, or special characteristics of the area in which they are to be located, conditional uses require special considerations so they may be properly located with respect to the Comprehensive Plan and to the objectives of this Ordinance.

The Planning Commission shall have the authority to approve, approve with conditions, or disapprove Conditional Use Permits in accordance with the provisions in Article 6 of the Seaside Zoning Ordinance.

In addition to those standards and requirements expressly specified by the Ordinance, the Planning Commission may impose conditions, which are necessary to protect the best interests of the surrounding area or the city as a whole. These conditions may include the following:

1. Increasing the required lot size or yard dimension.
2. Limiting the height of buildings.
3. Controlling the location and number of vehicle access points.
4. Increasing the street width.
5. Increasing the number of required off-street parking spaces.
6. Limiting the number, size, location and lighting of signs.
7. Requiring diking, fencing, screening, landscaping or other facilities to protect adjacent or nearby property.
8. Designating sites for open space.

The Planning Commission will make a determination concerning a conditional use based on the applicant's justification of the following statements:

1. What is the proposed use in the zone?

with commercial use expanding dwelling

2. How will the development conform to the general development standards in Ordinance and the specific standards in the zone?

The use will conform with development use. Based on section 3.083, 5

3. How will the development meet any of the applicable standards in Article 6?

NONE N/A

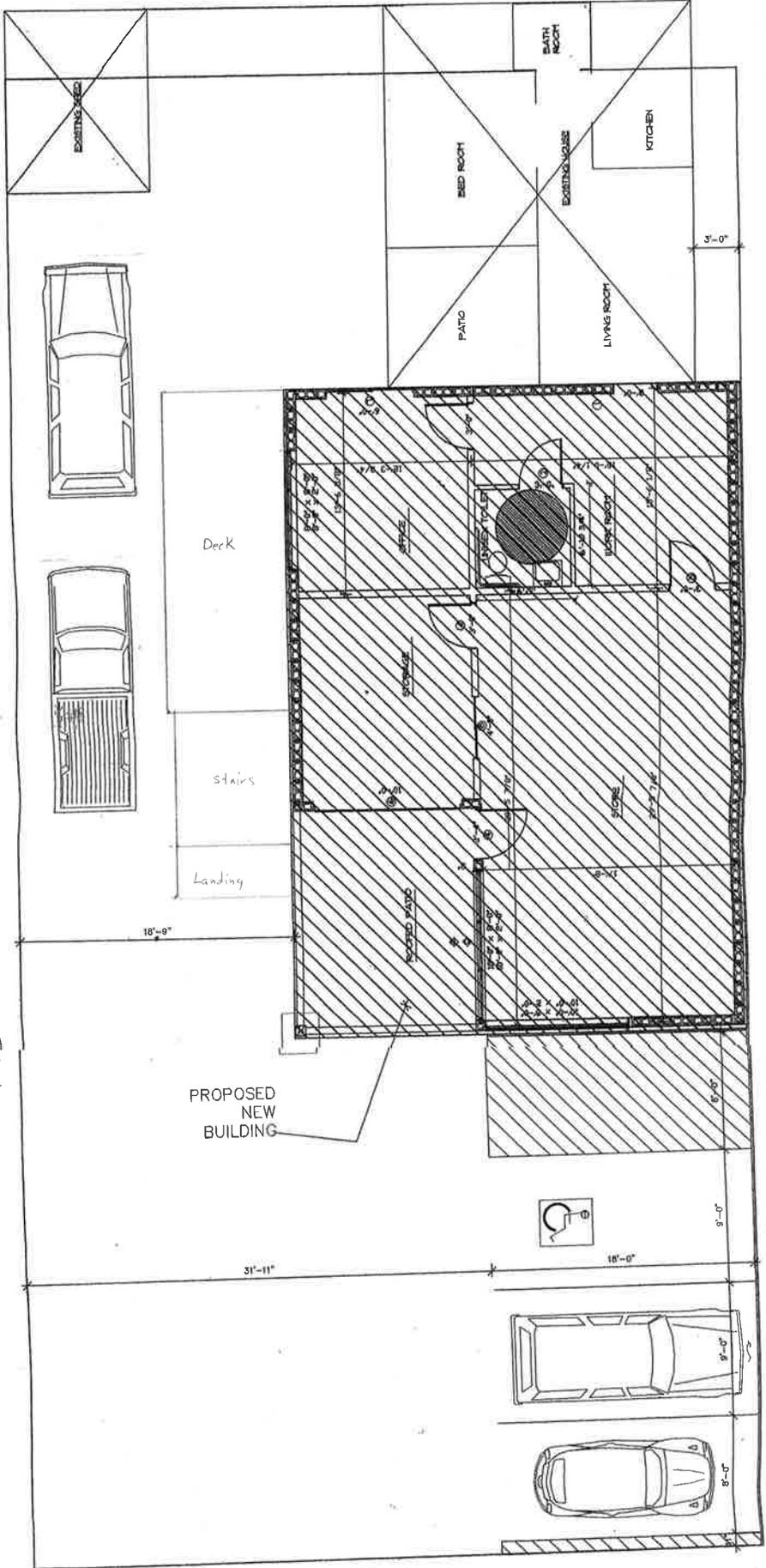
4. Describe any additional measures (if any) the applicant will take in order to protect the interests of the surrounding area or the city as a whole.

2 additional parking spaces will be provided

5. Provide a site plan, drawn to scale, which indicates the following: the actual shape and dimensions of the lot, the sizes and locations of buildings and other structures (existing & proposed), the existing and intended use of each building (include floor plans), and other information need to determine conformance with the development standards in the ordinance (e.g. setbacks, parking spaces, fences, accesses, landscaping, neighboring buildings, or uses, etc.)

ATTACH EXTRA SHEETS IF NEEDED

1/10" = .73'



PL 50'

AVE S

1  
A0

SITE PLAN

3/21/11

Stricker Engineering  
14500 Old Condor Bridge Rd  
Cloverdale, OR 97112  
503-392-3112. andystricker79@gmail.com  
64865 Glacier View Dr  
Bend, OR 97703

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**KENDALL HIGGS**  
724 Avenue S  
Seaside, OR 97138

***SECOND FLOOR ADDITION***

**STRUCTURAL SKETCHES & CALCULATIONS**

**Job No: 150900**

**Issued: November 20, 2015**





Stricker Engineering, LLC

64865 Glacier View Dr. • Bend, Oregon 97703 • 503-801-3430 • andystricker79@gmail.com

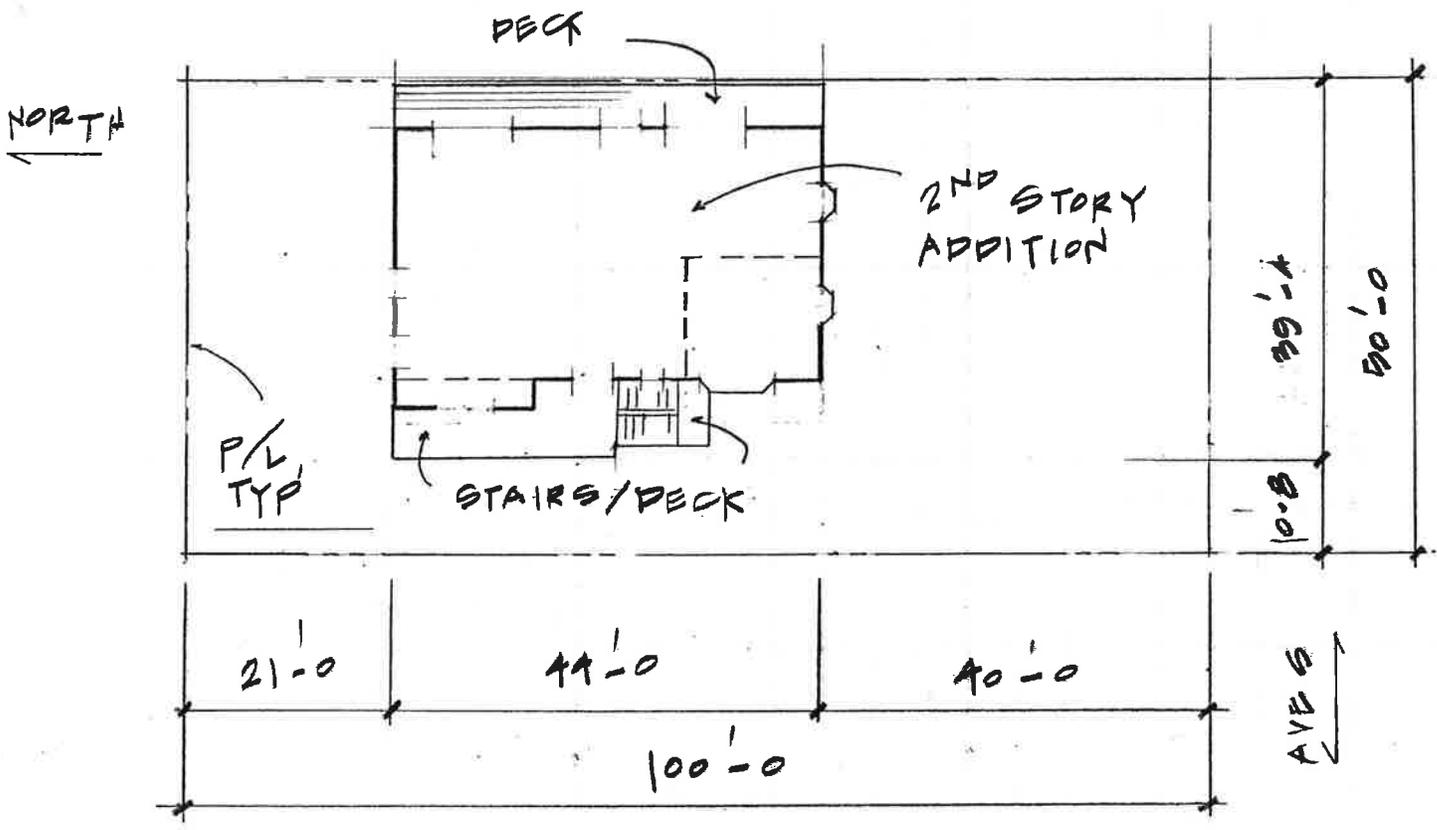
Date 9/23/15

Client KENDALL HIGGS

Job No 150900

By a Chk

Project 2ND FLOOR ADDITION SEASIDE, OR



SITE PLAN

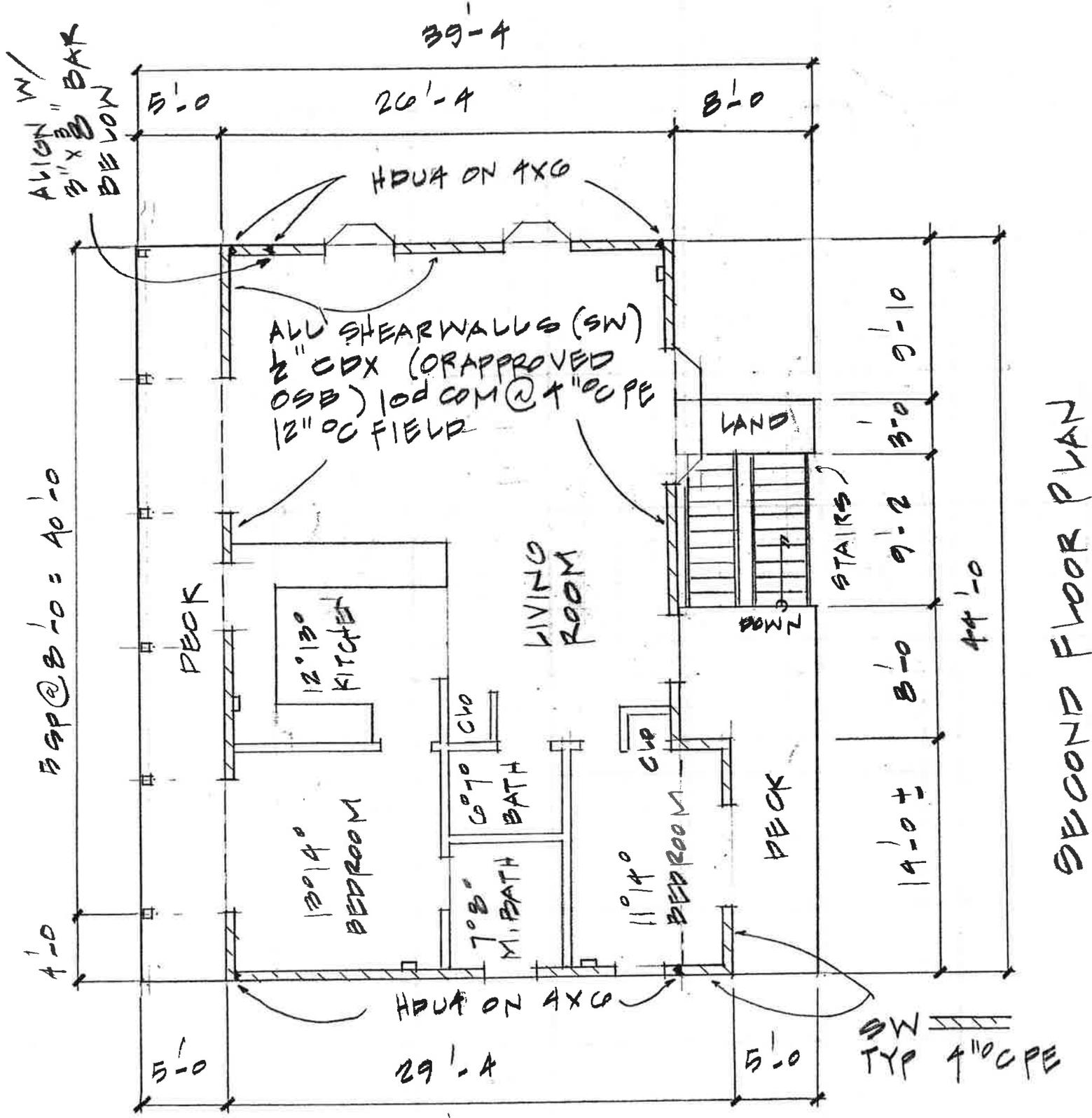
1" = 20'



Stricker Engineering, LLC

64865 Glacier View Dr. • Bend, Oregon 97703 • 503-801-3430 • andystricker79@gmail.com

Date 9/27 Client KH Job No 150900  
By a Chk Project SA



SECOND FLOOR PLAN

SMOKE DETECTORS WIRED IN (1) IN EA BEDROOM + KITCHEN & LIVING ROOM



Stricker Engineering, LLC

64865 Glacier View Dr. • Bend, Oregon 97703 • 503-801-3430 • andystricker79@gmail.com

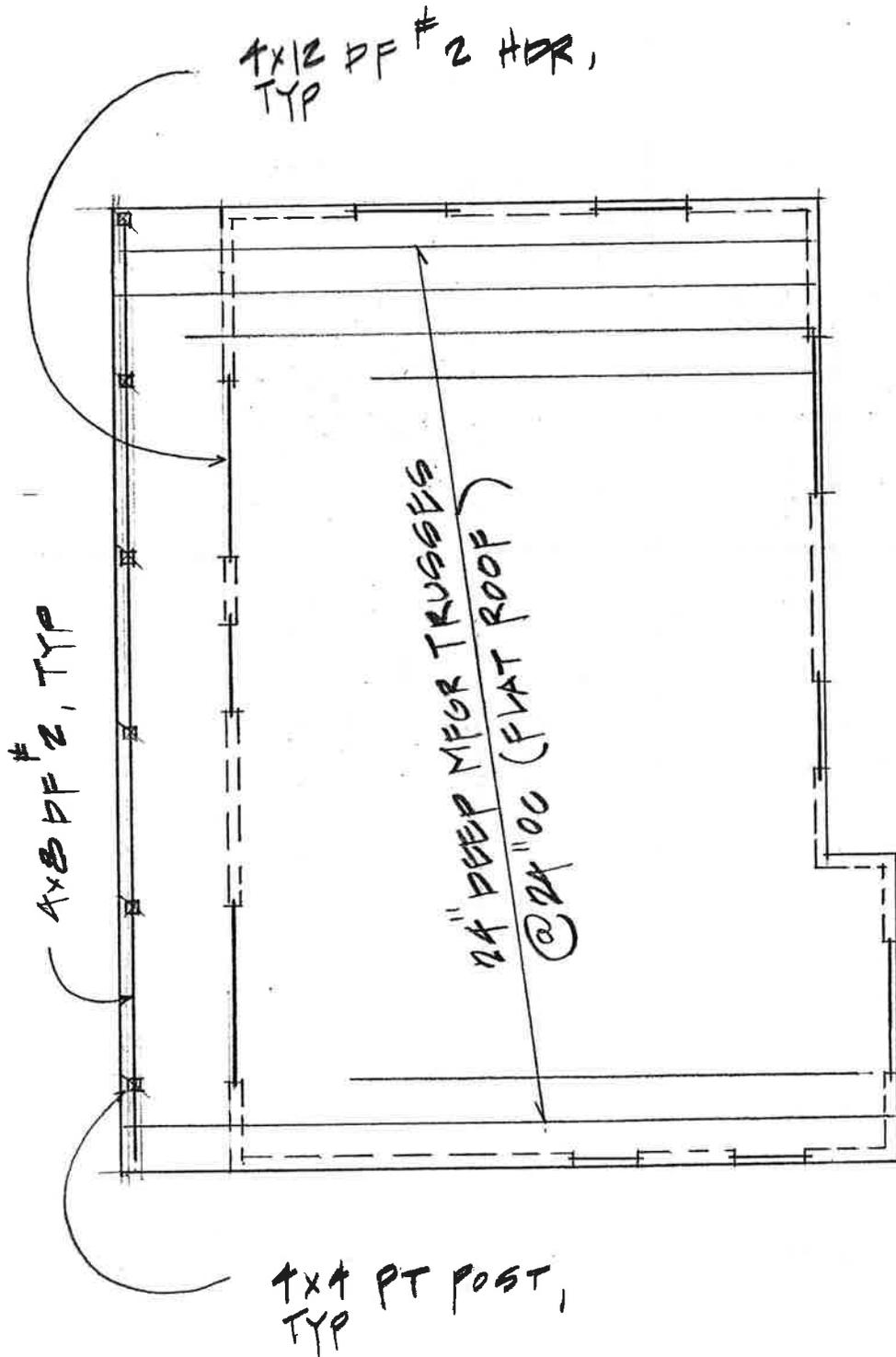
Date 11/20

Client KH

Job No 150900

By a Chk \_\_\_\_\_

Project SA



ROOF FRAMING PLAN



Stricker Engineering, LLC

64865 Glacier View Dr. • Bend, Oregon 97703 • 503-801-3430 • andystricker79@gmail.com

Date 11/20

Client KH

Job No 190900

By A Chk \_\_\_\_\_

Project SA

SIPING PER OWNER

HANDRAIL

(E) 8" CMU

EAST ELEVATION

22'-0"

WEST ELEVATION



**Stricker Engineering, LLC**

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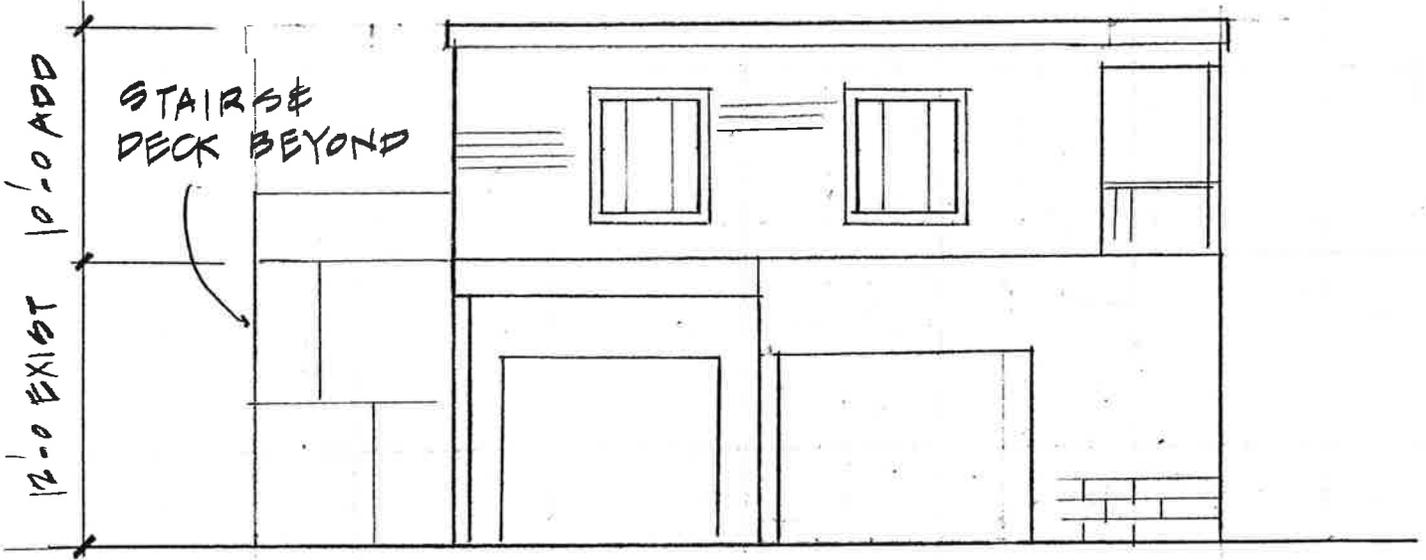
Date 11/20

Client KH

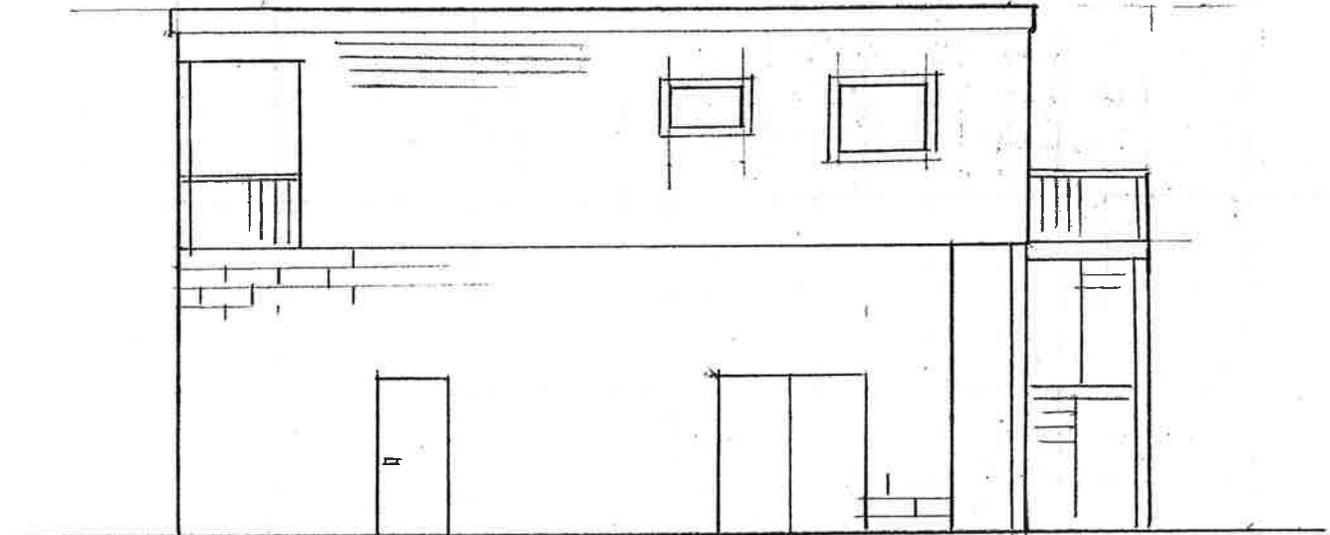
Job No 150900

By A Chk \_\_\_\_\_

Project SA



SOUTH ELEVATION



NORTH ELEVATION



Stricker Engineering, LLC

64865 Glacier View Dr. • Bend, Oregon 97703 • 503-801-3430 • andystricker79@gmail.com

Date 11/20

Client KH

Job No 100900

By A Chk

Project SA

DECK SURFACE: EXP MTL GRATING OR 1/8" PT PLY, W/ NON-SLIP TREAD, 4'-0" SPAN

LANDING ELEV +0.0'

M610x0.4

DOWN

FABRICATED OR MFG TREADS

11 RISERS @ 6.5" = 6'-0"

10 TREADS @ 11" = 9'-2" 3'-0" CLR

STAIRS

MIN

3'-0" MIN CLR

8'-0"

CEILING (TYP)

8'-0"

34'-2" ±

2ND FLOOR ADDITION

FLOOR ELEV +12.0'

HSS 4x4 UNDER HOUSE (2)

HSS 4x4x1/4, TYP

5'-0"

4 ER SPACES = 14'-0" ±

22'-0" ± WELDMENT

DECK

ENLARGED PLAN @ ENTRY DECK

1/4" = 1'-0"



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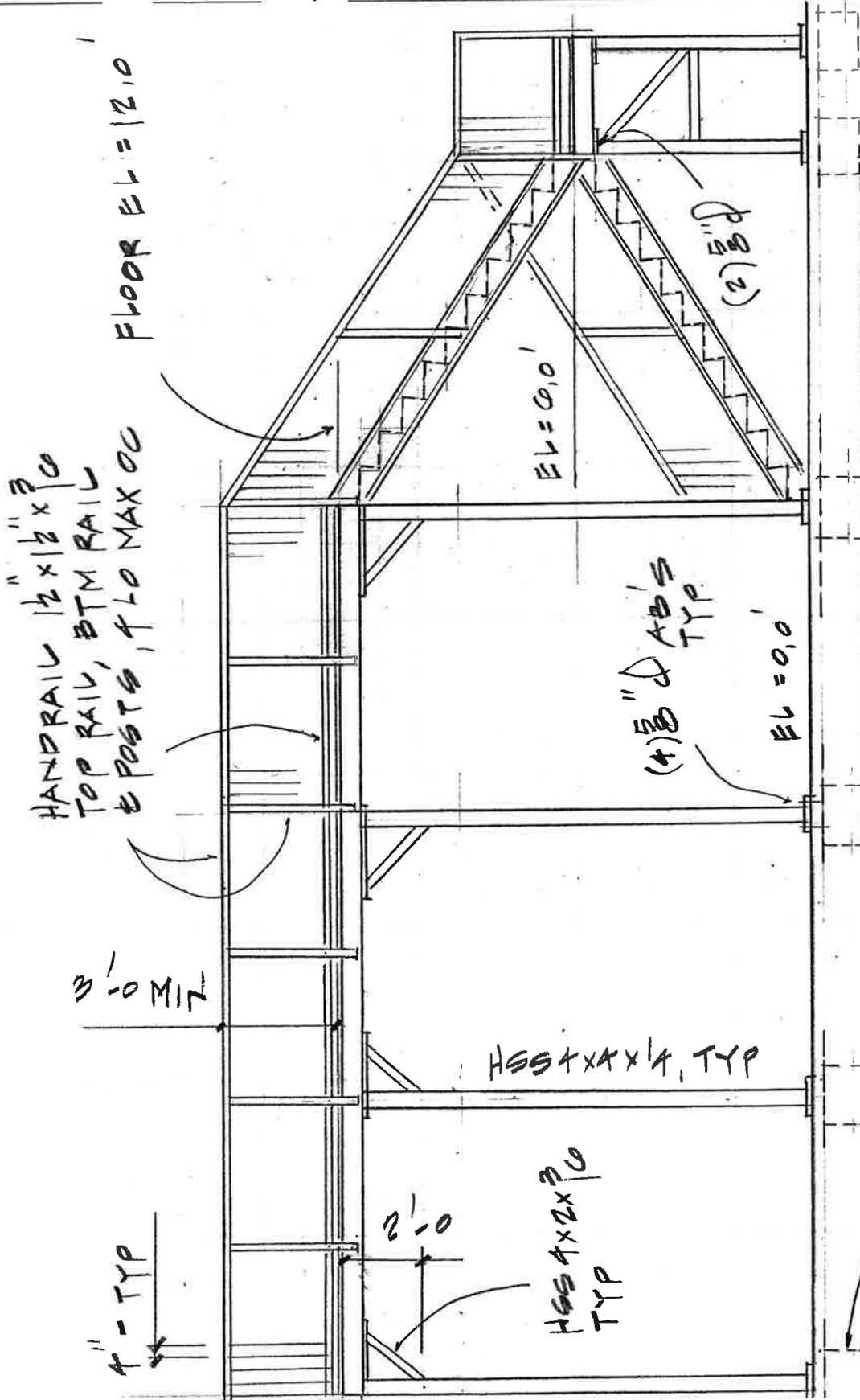
Date 11/20

Client KH

Job No 150900

By a Chk

Project SA



ELEVATION @ STAIRS / DECK

4" = 1'-0"



**Seaside Oregon**

## **Urban Growth Boundary Amendment**

**Review of ORS 197.298 and Goal 14 Locational Factors  
and Final Site Selections**

### **Final Report**

**January 5, 2016**

Submitted to:  
City of Seaside  
Kevin Cupples  
989 Broadway Street  
Seaside, OR 97138

Prepared by:  
Otak, Inc.  
808 SW 3<sup>rd</sup> Avenue, Suite 300  
Portland, OR 97204



Otak Project #15012

## Introduction

The following memorandum describes the land suitability analysis for adding lands to an Urban Growth Boundary (UGB) as required by State of Oregon law and administrative rule.

Prior to this analysis the City of Seaside administered a Goal 9 land needs analysis considering existing growth capacity, a housing and jobs forecast to determine land needs, by use type for accommodation of a 20-year growth horizon for the City of Seaside. The conclusion from the Goal 9 and 10 processes resulted in an identified need of approximately 200 acres of land for addition to the City of Seaside's UGB. The identified mix and quantity of land use types is as follows:

Table 1: Identified Land Use Types

Land Use Type	Gross Acreage Needed
High Density Residential	61.3
Medium Density Residential	54.5
Low Density Residential	38.8
Subtotal Residential	154.6
Industrial	16.1
Institutional	19.5
Employment	35.6
Parks	10.6
Total Need	200.8

This memorandum therefore describes the process used for selecting said lands for inclusion in the City's UGB following the guidance of Oregon Revised Statute (ORS) 197.298 (Priority Lands) and Goal 14: urbanization (OAR 660-015-0000(14)); the evaluation considers:

- Priority Land factors - goal 3, 4 land 5 protections, soil site-class suitability for timber production
- Locational Factors - efficient accommodation of identified land needs, orderly and economic provision of public facilities and services, comparative environmental, energy, economic and social consequences and compatibility with nearby farm/forest activities.

The conclusion of this Priority Lands and Locational Factors analysis will include a comparison of potential expansion areas and a recommended location for the approximately 200 acre UGB expansion. A subsequent effort and memorandum chronicle the planning process for identifying potential comprehensive plan designations and approximate infrastructure locations needed to guide and accommodate future growth. Ultimately land will be zoned and annexed into the city incrementally at the time land owners so choose.

## ORS 197.298 Priority of land to be included within urban growth boundary

The purpose of this section within Oregon's Revised Statutes is to guide UGB amendments in a manner that discourages the inclusion of highly productive farm and forest lands unless no reasonable alternatives exist. UGB expansion, following the statute should take place as follows:

1. Urban Reserves – these are areas that have been pre-determined (and analyzed) as suitable for future UGB expansion.
2. Adjacent, Non-Resource Lands – these lands are both adjacent (can abut, or be in relatively close proximity) to the existing UGB and, known as “exception lands” are already in smaller rural lots and often contain housing or rural commercial activities.
3. Resource Lands – these areas support valuable farm and forest commercial activity. These lands are generally in large lot sizes (80 to 160 acres) and rarely contain housing or commercial activities.

Following is a description of how these priorities were analyzed.

### Urban Reserves

Urban reserve areas can be designated as future locations for UGB expansion. The UGB is intended to contain the land needed to accommodate two-decade's worth of expected growth. Reserves are intended to provide the room for the following 30 years, and to be brought into the UGB periodically as land supply is deemed insufficient. Few cities in Oregon have established Urban Reserves. The City of Seaside does not have Urban Reserves; accordingly, the first step in this process can be bypassed, moving on to Adjacent Non-Resource Lands.

### Adjacent, Non-Resource Lands

This category of lands contains two distinct components. Non-resources lands are generally defined as lands for which no exception has been taken from the protective requirements of Goals 3 (Agricultural Lands), 4 (Forest Lands) or 5 (Natural Resources, Scenic and Historic Areas, and Open Spaces). Goal 3 and 4 lands are generally protected from development in order to facilitate the economic use for farming and forestry on them or their neighboring lands. Others such as Goal 5 (Natural Resources, Scenic and Historic Areas, and Open Spaces) and Goal 7 (Areas Subject to Natural Hazards) are intended to prevent loss of important habitat, scenery, other natural resources or human health, safety and welfare.

Three areas of non-resource land are present within the study area adjacent to the City of Seaside's UGB. They can be seen on the map below. They are designated Rural Lands by the County Comprehensive Plan and zoned RA-5 and RA-2.

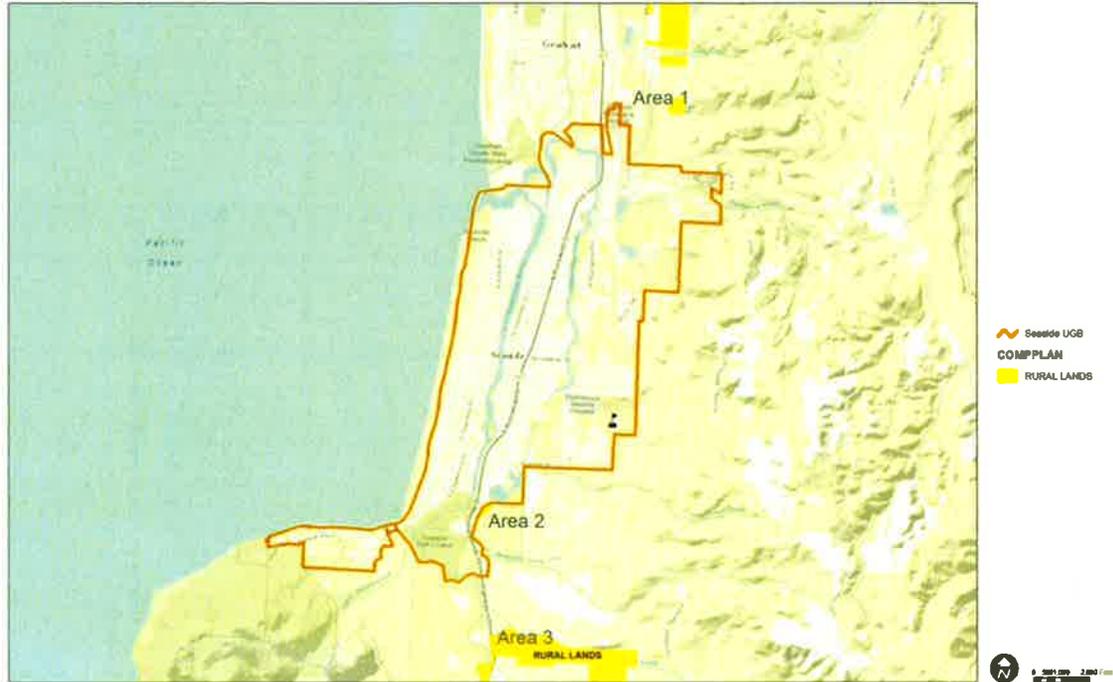
**Area 1:** There is one Rural Lands parcel (Tax Map: 61010A0001100) that measure 5.95 acres in size. It is located within one mile of the City of Seaside's UGB, but is completely surrounded by resources lands (Goals 4 and 5).

**Area 2:** There is just one lot directly adjacent to the City's UGB. It is 3.08 acres in size (property is located at 420 10<sup>th</sup> Avenue, Seaside, Oregon, Tax Map 61028AC00800). The area's western edge connects to the UGB, but the south and eastern edges border Goal 5 lands identified as Conservation and Other Resource Uses in the comprehensive plan, and zoned LW.

There are two other areas that while not directly proximate, are located nearby.

**Area 3:** Just over one mile south of the existing UGB, east of US Highway 101 and along Berman Creek Lane there is a collection of Rural Lands zoned RA-2 and RA-5. Together these properties add up to just over 130 acres. The lands to the west of US Highway 101 are protected from development by the North Coast Land Conservancy. These lands are sufficiently removed from the UGB that provision of public services would be impracticable.

Clatsop County Comprehensive Plan: Non-Resource Lands



Without sufficient adjacent, non-resource lands available to accommodate forecasted growth, the City of Seaside has no choice but to look at Resource Lands.

### Resource Lands

Beyond the above described non-resource lands, all the remaining lands adjacent to the Seaside UGB are Resource Lands. In Clatsop County, and within our study area, the Resource Lands fall into three categories from the Comprehensive Plan: Conservation Forest Lands, Rural Agricultural Lands, and Conservation Other Resources.

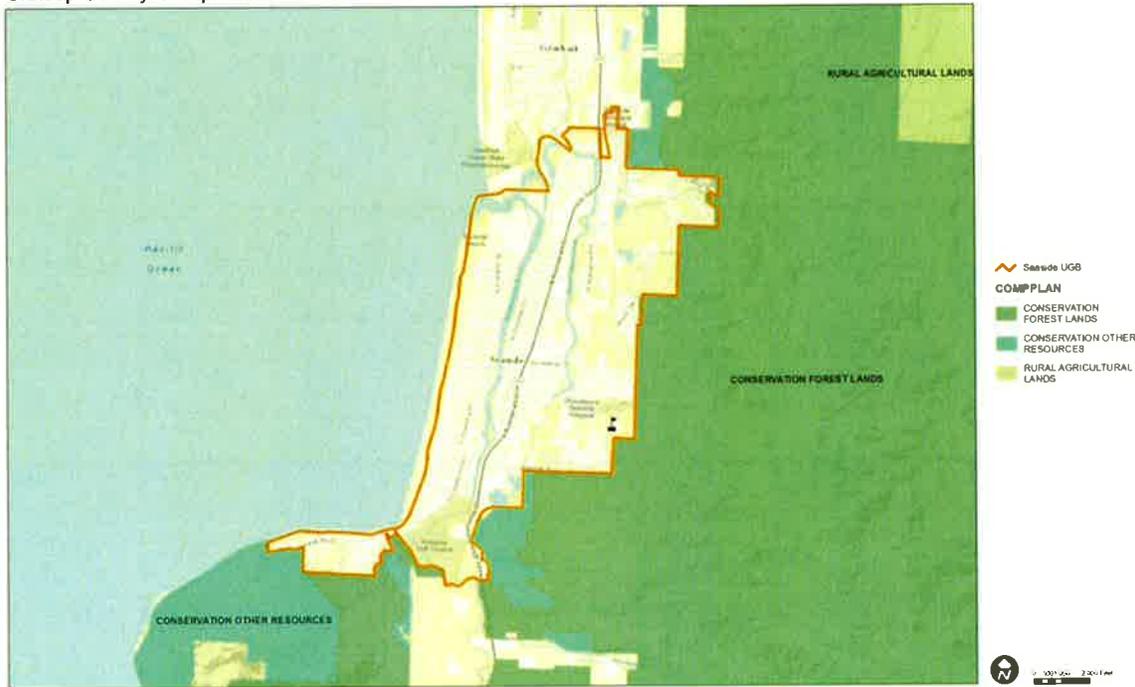
Resource Lands within our study area include:

**Goal 3 Resource Lands** include an isolated parcel designated by the comprehensive plan as Rural Agriculture Lands. This land is zoned EFU.

**Goal 4 Resource Lands**, designated by the comprehensive plan as Conservation Forest Lands have been zoned AF (Ag / Forest at a smaller scale with lots generally smaller than 40 acres) and F-80 (Forestry with 76 acre minimum lots).

**Goal 5 Resource Lands**, designated as Conservation and Other Resources are assigned the LW (Lake and Wetlands) zoning designation.

Clatsop County Comprehensive Plan: Resource Lands

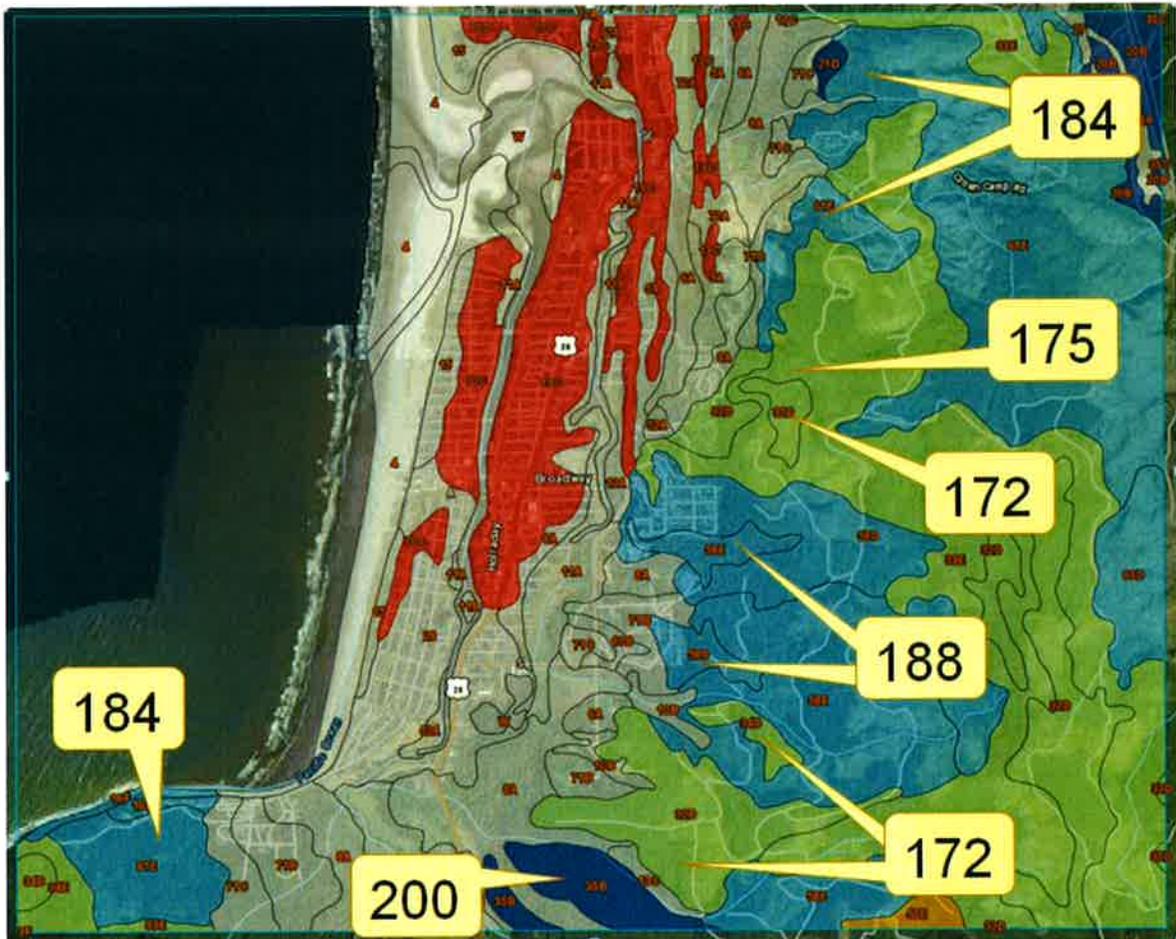


The next step in examining land suitability is to prioritize lands for inclusion as those with the lowest potential productivity. On forest lands productivity is measured by soil site-class suitability. This measure describes the potential annual yield, listed as the number of cubic feet of timber per acre.

Cubic Foot Productivity Classes	
Code	Potential Yield-Mean Annual Increment
1	225 or more cu ft/ac/yr
2	165 to 224 cu ft/ac/yr
3	120 to 164 cu ft/ac/yr
4	85 to 119 cu ft/ac/yr
5	50 to 84 cu ft/ac/yr

The Natural Resources Conservation Services provides an online tool for viewing the productivity class for most lands within the State, and the United States as a whole. The map below shows the information attained from this online tool

<http://websoilsurvey.sc.egov.usda.gov/App/HomePage.htm>



Map: Soil productivity (Cubic feet per acre, per year average)

As shown above, the majority of resource lands near or adjacent to the UGB fall within Productivity Class 2 (Between 165 and 224 cubic feet per acre per year). Some data near the UGB (predominately to the south) is not available. However, the soil typologies are similar and therefore expected to also fall within Class 2.

#### Conclusion: 197.298 Analyses

The City of Seaside has no established Urban Reserves (first priority) and insufficient adjacent non-resource lands for accommodating expected future growth. The analysis of resource lands shows that there are no substantial differences among the resource lands near Seaside's UGB. As a result, all adjacent lands are available for consideration by application of the "locational factors" of Oregon Administrative Rule (OAR) 660-015-0000(14).

#### Locational Factors Evaluation

Goal 14 lists a series of four (4) factors for determining the best location(s) for UGB expansion. They are often referred to as locational factors. They are: (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.

The following analysis considers topographical constraints to examine development capacity for Factor 1. Access to existing street and infrastructure connections is mapped in regard to Factor 2. Proximity to public services such as the hospital, schools, and the tsunami assembly areas, and solar aspect are measured to consider Factor 3. Factor 4 is analyzed by looking at ownership maps through Clatsop County's GIS servers.

For this analysis the location factors are divided into two categories:

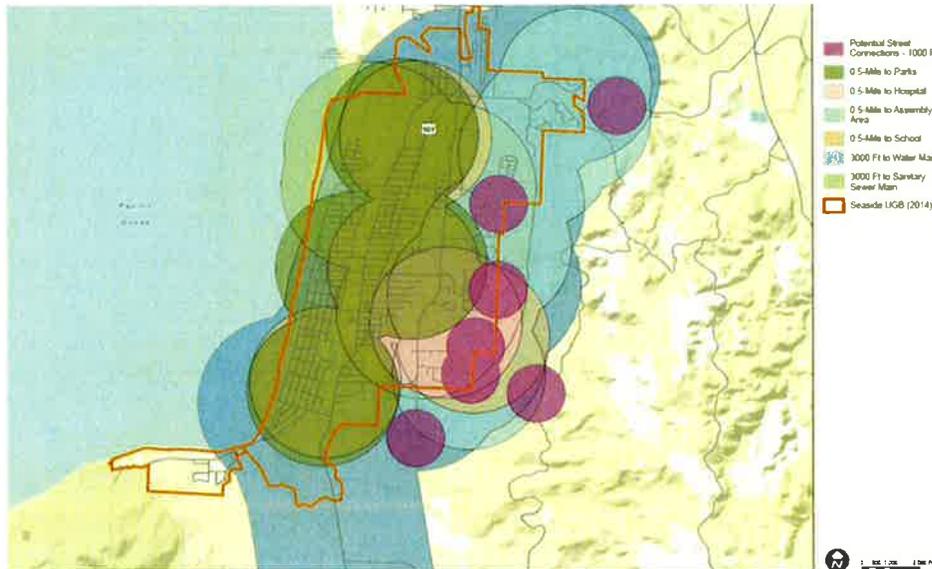
- **Positive Conditions** – conditions which favor a site or location for urbanization
- **Negative Conditions** – conditions that limit the urbanization value of a site or location

### Positive Conditions

These conditions are related to several of the location factors. GIS mapping allows them to be examined and combined to find the highest coincidence of conditions that support urbanization.

The map below shows the overlapping occurrences of these positive conditions:

- Connections to existing streets
- Distances to
  - Parks
  - Hospital
  - Tsunami assembly areas
  - Schools
- Proximity to sewer and water (including potential locations for storage)



Map: Positive Conditions

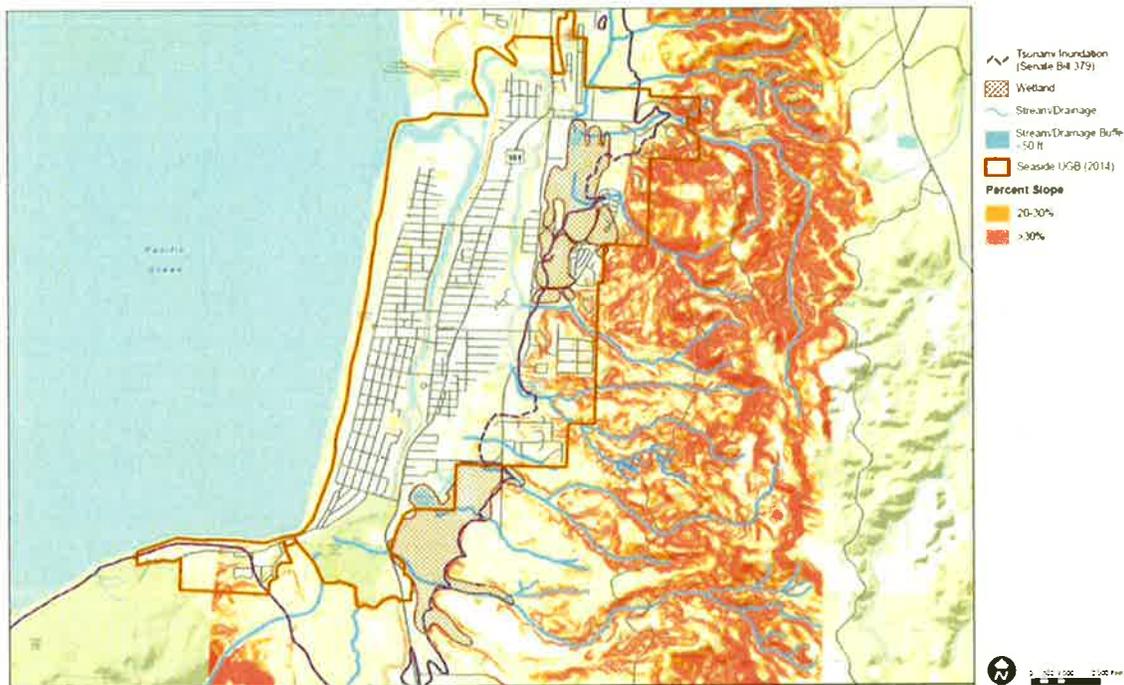
As can be seen on the maps above many locations have good access to tsunami assembly areas. Access to water and sewer infrastructure is also similar for many locations. The southeastern edge of the City's UGB rises slightly above other areas in terms of access to existing roadway connections, the hospital and the school.

### Negative Conditions

These conditions are related to several of the location factors as well. GIS mapping allows them to be examined and combined to find the highest coincidence of conditions that inhibit urbanization. The presence of a negative condition does not preclude development. Rather, this mapping has been done to collectively examine elements that may limit development potential or hinder provision of public infrastructure including safety.

The map below shows the overlapping occurrences of these positive conditions:

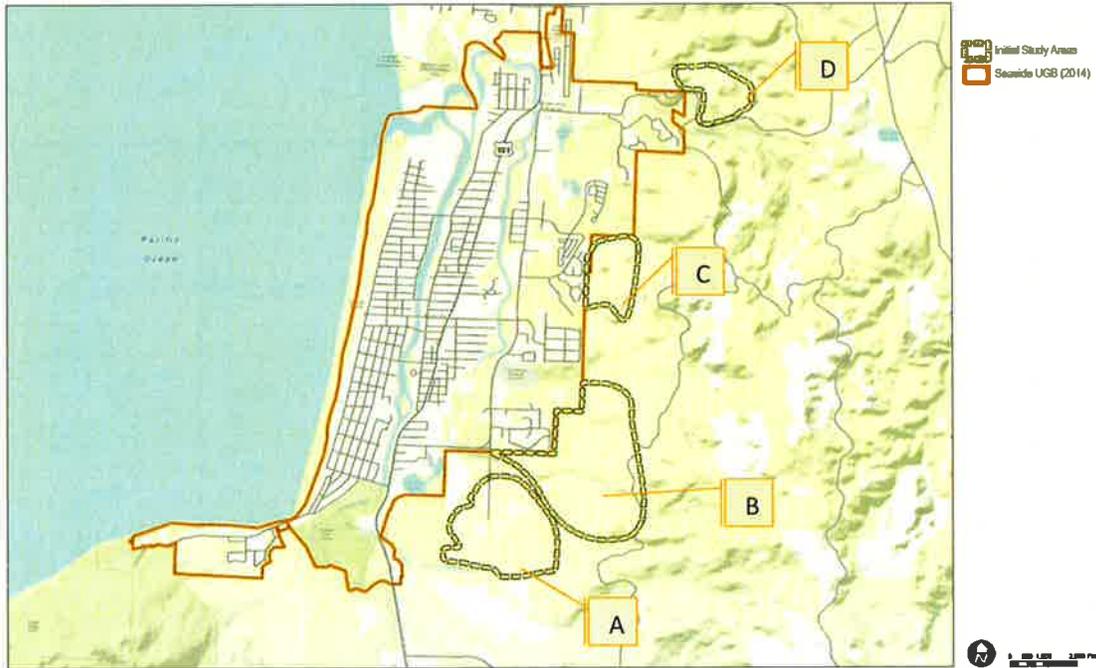
- Steep Slopes. Slopes equal to or greater than 25 percent are typically considered unbuildable when determining growth capacity. The map below shows two ranges of slopes, 20-30 percent and slopes greater than 30 percent as an illustration of topography that is easier to read than topographic map layers. The combination of these two ranges was considered in the locational factors evaluation; when a preferred boundary amendment is developed, capacity will be calculated based on the 25 percent standard
- Streams, with 50 foot riparian buffers
- Wetlands from the Oregon Spatial Data Library (includes National Wetland Inventory [NWI] plus a compilation of other local data)
- Tsunami Inundation Area (SB 379 mapping)



Map: Negative Conditions

The most pronounced negative condition is the wetland areas identified by the County Comprehensive Plan as Conservation Other Resources and from the Oregon Spatial Data Library, followed closely by topography. The wetlands, combined with the SB379 tsunami inundation line limit the ability of the southern and southeastern most areas in regards to safe and sustainable urbanization. The steep sloping lands to the northeast also limit the ability for urbanization, both in terms of capacity and safety.

Based on the combination of positive and negative conditions four locations were selected for further study.



Map of Study Areas

With these four areas established, the guiding forces behind the four locational factors were analyzed for each site – developing a comparative ranking for each. The four sites are described below:

### Site A – South Hills

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

- **Proximity to existing utilities.** The site is proximate to water service in Wahanna Road. There is actually an existing water district that serves the 16 current residential units in the study area. This district is currently supplied by City of Seaside water and pays for the service on a monthly basis. This water system would be upgraded and expanded to serve the balance of the South Hills study area. The water system would also be enhanced by the future water tank at elevation

400 feet. Sewer system upgrades would include extending a main line south in Wahanna Road and pumping it north into the existing city system.

- **Vehicular access.** The area can be served from Wahanna Road. Improvements would include upgrades to Wahanna Road and a series of local loop roads to provide access to the future development areas to the east and west of Wahanna.
- **Site constraints.** Constraints are limited given the absence of steep slopes. The one drainage corridor that traverses the site would need to be protected with adequate buffering in a resource overlay.
- **Logical growth pattern.** The South Hills area is a logical growth area for the city. It is proximate to existing services and extends an existing road, (Wahanna), for easy access to and from the city's major arterial.

The South Hills study area contains 141 acres of non-constrained land for future urban area development.

### Site B – East Hills

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

- **Proximity to existing utilities.** The site does have access to existing water and sewer lines in Wahanna Road as well as in the existing subdivision to the west that could be extended. Sewer system upgrades would be required (pump station upgrades). A future water tank set at elevation 400 above the study area will ultimately be required to serve the upper portions of the study area. The future water tank is an identified objective for the overall city water system.
- **Vehicular access.** Vehicular access to the study area is somewhat limited. Three options exist. The northern portion of the site could be accessed by an extension of Spruce Drive, but this route would have to go through the elementary school site, potentially disrupting the school's parking and circulation routes for school busses. This route may be appropriate for any future school facilities that may expand from the existing school uphill to the east. The central portion of the site has an access stub from the existing subdivision that is a narrow tract and would be limited to pedestrians and emergency vehicles only. It's also shown as a potential tsunami evacuation route. The southern portion of the study area is shown with frontage on Wahanna Road where access could be extended east in alignment with Avenue S.
- **Site constraints.** The study area does contain steep slopes that are primarily along four existing drainage corridors that traverse the area from east to west. These drainage areas also contain smaller drainage fingers that reduce any potential development areas in the future. These drainage corridors and steep slopes would need to be protected in resource areas in the future with open space/resource protection area overlay mapping.
- **Logical Growth Pattern.** The East Hills area is a logical growth area for Seaside. It is next to existing residential development and existing utility services. It also has multiple access options.

The East Hills site yields approximately 116 acres of land that is non-constrained by physical conditions for future urban development.

### Site C – North Hills

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

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

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

### Site D – Lewis and Clark Hills

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

- **Proximity to existing utilities.** The site is directly east of an existing city water tank but well above its service level elevation. A pump station would be required to serve the site. Sewer service also exists in an existing subdivision to the west of the site. A utility access easement and upgrades to the existing sewer system west of the connection point would be required to provide the needed capacity for the Lewis and Clark Site.
- **Vehicular Access.** The site does have frontage on Lewis and Clark Road with access potential along the southeast portion of the study area. The access point options are somewhat limited by three large curves on Lewis and Clark Road that restrict visibility for motorists. Safety improvements would be advisable on Lewis and Clark Road that would provide motorists advanced warning of a proposed intersection. These improvements may also include an

eastbound left turn lane into the site from Lewis and Clark Road. There are also traffic safety concerns at the bottom of the hill at the US Highway 101 intersection. Improvements are proposed in the TSP; however, they are medium and very long timeframe improvements.

- **Site Constraints.** The eastern and northern portions of the study area do contain steep slopes that restrict development and should be preserved. There is also an existing drainage along the eastern and northern edges of the site that will require protective buffers. Potential development area is limited to the southern portion of the site closest to the potential access along Lewis and Clark Road.
- **Logical Growth Pattern.** The site is somewhat remote and limited in size due to physical constraints. There is a lack of connectivity with the city, but it might be suitable for a small planned development.

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

Table 2: Study Area Composition

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

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

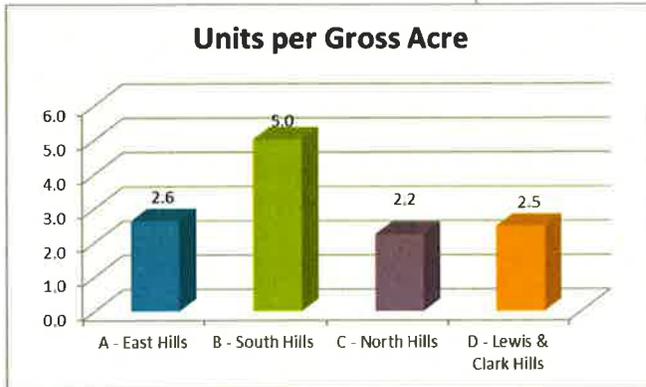
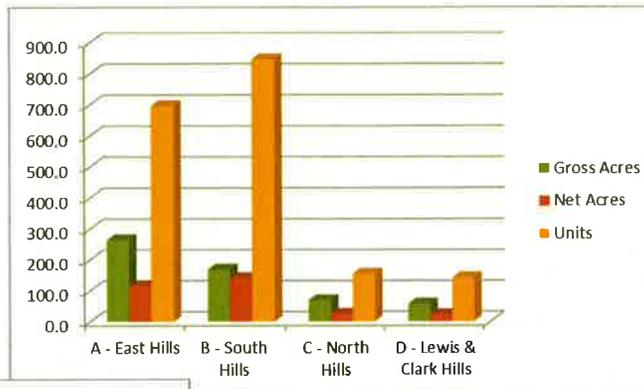
\*\*Non-constrained land area is the leftover acreage after constrained land area is excluded.

## The Location Factors

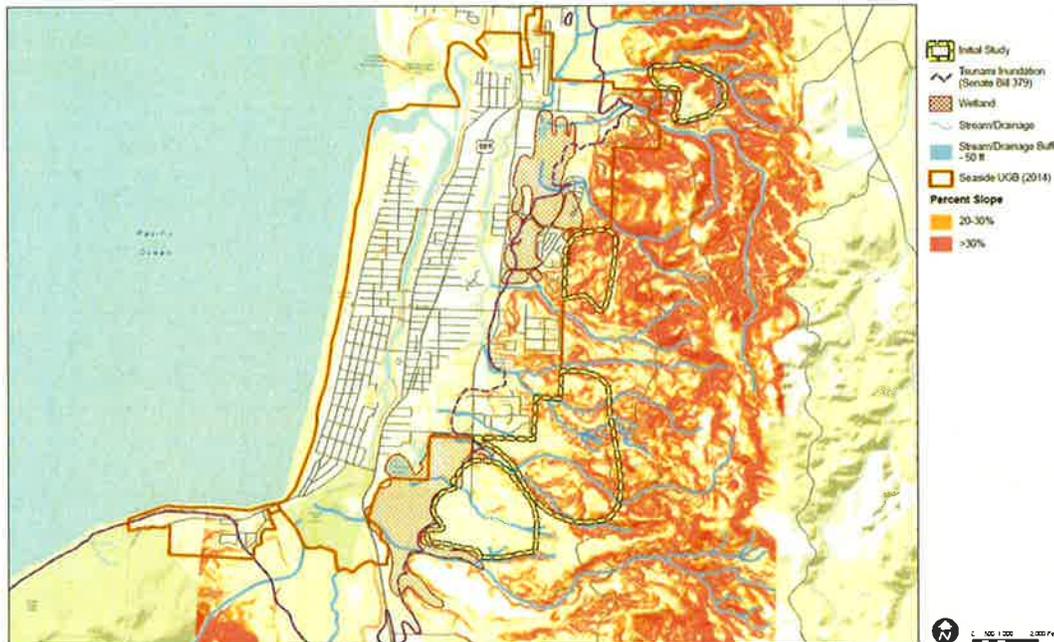
**(1) Efficient accommodation of identified land needs:** The first of the Goal 14 factors relates to the site's ability to efficiently accommodate needed growth. The analysis considers this factor through the considerations discussed below.

Comparing the housing yield to the amount of land required describes the overall efficiency of the area. Each area was modeled to develop at 6 units per **net** residential acre. (6 units per net acre is considered standard for cities with fewer than 8,000 population)

Of the three areas, site B is the least constrained and therefore retains the highest percentage (84%) of land to accommodate housing and jobs. Site D comes in second with retention of 48 percent of its land, followed by site A with 44 percent and site C last with just of 37 percent of its land available to accommodate growth.



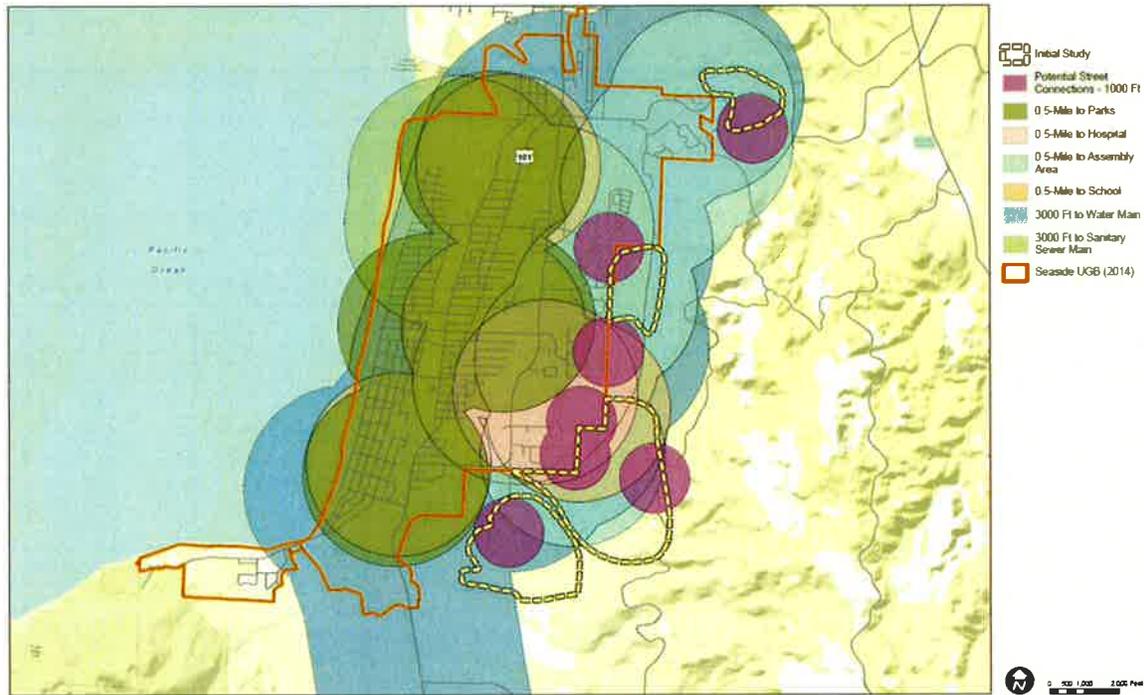
Examined another way, looking at the theoretical units per gross acre tells a similar story, using more conventional metrics. All of the sites were modeled with the same net densities (6 per net acre). The map below shows that much of the land lost to constraints is a result of the steep nature of the forest land. The southern sites (A and B) fair the best in this analysis



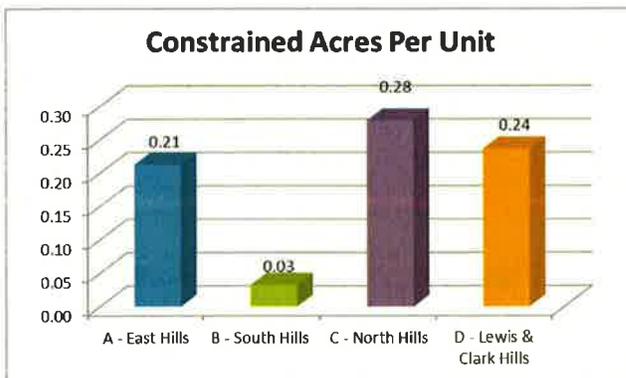
Map: Environmental and Topographical Considerations

**(2) Orderly and economic provision of public facilities and services:** This factor relates to the efficiency of providing public services. The most commonly associated services include roads, water and sewer, but it also includes needed infrastructure such as schools, parks, and public safety.

The following map showing the relationship to these various services has been overlaid with the study area boundaries. Site B stands out with the largest confluence of these services and facilities. Site A, is a close second behind as it is slightly farther from the hospital, park and school sites. Site C is similarly situated close to these same services and D lags due to being the farthest from the confluence of services.



**(3) Comparative environmental, energy, economic and social consequences:** This factor guides the City to weigh a range of issues from environmental protection to conservation, energy conservation, community character and even human health impacts.



Comparing the potential housing yield with amount of land that is suitable reveals the amount of land that would be brought into the boundary for each theoretical unit. The best, site B – South Hills brings in very little constrained land per unit, while site C, brings in more than one-quarter of an acre of constrained lands for each house that could be accommodated.

## Growth Trends

Examining aerial photographs from 2000 through 2014 one can assess the places where larger scale development has taken place. The circles on this aerial map that follows are to show locations where such development has been observed. The trend appears to include some growth at nearly every location where land appears suitable. A pattern of growth in the east and south east shows that most of the study areas appear to support the recent development trends. Sites B, C and D appear most aligned with the recent growth areas. Developing new lands near recent growth areas can help to ensure compatibility of growth with the existing development because they will have been developed within a similar time frame and likely utilize similar design features.

Map: Areas of Large Scale Development

