

Wetlands Overlay (WO) Zone Amendments - ESEE Analysis

2.15.24

INTRODUCTION

Cannon Beach LWI and Wetlands Overlay Zone

The city completed a Local Wetlands Inventory (LWI) in 1993, which covered the entire city. The study was conducted by Fishman Environmental Services, and additional planning assistance was provided by Mark Barnes, a planning consultant. The LWI was incorporated as part of the Cannon Beach Comprehensive Plan on October 5, 1994 (Ordinance 94-28). The current Wetlands Overlay (WO) Zone regulations were adopted as Chapter 17.43 of Title 17 Zoning at that time (Ordinance 94-29).

The current regulations apply to the wetlands that were identified and mapped by Fishman Environmental Services along with a 5-foot wetland buffer area surrounding them. Today, 321 lots are subject to the requirements of Chapter 17.43.

Proposed Wetlands Overlay (WO) Zone Amendments

The Cannon Beach Planning Commission has determined that the current regulation do not provide adequate wetland protection, and the proposed amendments to Chapter 17.43 include the following:

- Amended definitions to clarify terminology (17.43.015);
- Clarified review procedure (17.43.040 and 17.43.050);
- Expanding the wetland buffer area from 5 feet to 50 feet (17.43.015);
- Adding specific application submittal requirements (17.43.060);
- Reorganized development standards (17.43.070);
- Allowance for up to a 50% reduction to the required building setbacks and lot dimensional standards to provide additional flexibility to reduce the need to develop within wetlands or wetland buffer areas (17.43.070 C. 1.);
- Amended and clarified standards for development (17.43.070);
- Clear standards for development in a wetland lot-of-record for: 1) wetland buffer redistribution, 2) wetland buffer reduction and mitigation, and 3) wetland buffer encroachment and mitigation (17.43.070 C.);
- Amended and clarified standards for land divisions and lot line adjustments (17.43.070 H.);
- Mitigation for development approved within a wetland or wetland buffer that are clear and objective (17.43.070 J.); and
- Minor adjustments to standards for stormwater and vegetation management as well as construction (17.43.070 I., K., and L.).

The wetland regulations in Chapter 17.43 will continue to rely upon the 1993 wetland inventory noted above. The number of affected properties will increase with the proposed expansion of the wetland buffer from 5 feet to 50 feet. A comparison of the land areas subject to the existing code provisions and the land areas subject to the proposed code requirements was conducted. The maps in Exhibit A-3 provide a comparison between the properties affected by the current regulations and the 5-foot wetland buffer and the properties that fall within the proposed 50-foot wetland buffer. Currently, 321 lots are

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subject to the wetland requirements of Chapter 17.43, and the expansion of the buffer area to 50 feet will add 90 lots for a total of 411 lots of which 111 are vacant. Note that the maps also show stream corridors, which were identified in the 1993 Fishman report, but are not regulated by Chapter 17.43.

ESEE ANALYSIS

The existing and proposed WO District provisions do not completely align with the safe harbor requirements in OAR 660-23-0100(b) because they: 1) allow limited development within a wetland where justification is provided; and 2) a wetland-specific variance process is not provided for hardships. Although a variance request per Chapter 17.84 is available to an applicant, the WO District does not rely on a variance process to address hardship cases. The city concludes that in lieu of a variance process, the proposed application process and approval criteria will do a better job addressing hardships by allowing limited development in a wetland buffer or wetland when sufficient upland area is not available. Because the safe harbor requirements will not be fully adhered to, the requirements of OAR 660-23-0040 and 660-23-0050 must be met.

An ESEE analysis of the Economic, Social, Environmental and Energy consequences of the proposed code amendments is required by OAR 660-023 and described in OAR 660-023-0040 and 0050. This analysis consists of four parts:

1. Identification of conflicting uses (OAR 660-023-0040 (a))
2. Determine the impact area (OAR 660-023-0040 (b))
3. Analysis of ESEE consequences (OAR 660-023-0040 (c))
4. Develop a program to achieve Goal 5 (OAR 660-023-0040 (d))

Identification of Conflicting Uses

Of the 16 base zoning districts in the city, all of them, except for the IR District, have properties that are, or will be, affected by the WO District requirements as summarized in Table 1. The properties affected are predominantly residential.

Table 1 – Comparison of Lots Affected by the Existing and Proposed WO District

ZONE	PARCELS IN WO	LOTS AFFECTED	
		Existing	Additional
RVL – Residential Very Low Density	Yes	6	0
RL – Residential Low Density	Yes	63	12
R1 – Residential Moderate Density	Yes	50	16
R2 – Residential Medium Density	Yes	137	40
R3 – Residential High Density	Yes	25	8
RAM – Residential Alt. - Manufactured Dwelling	Yes	2	9
MP – Manufactured Dwelling - RV Park	Yes	3	0
RM – Residential Motel	Yes	2	1
C1 – Limited Commercial	Yes	15	3
C2 – General Commercial	Yes	2	0
IN – Institutional	Yes	7	1
IR – Institutional Reserve	No	0	0

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ZONE	PARCELS IN WO	LOTS AFFECTED	
		Existing	Additional
PK – Park Management	Yes	4	0
E – Estuary	Yes	2	0
OS – Open Space	Yes	2	0
OSR – Open Space Recreational	Yes	1	0
Total		321	90
Total Lots within WO Zone		321	411

The nature and potential for conflicts are generally related to the zoning designations for properties containing wetlands or wetland buffer areas. Generally, they can be summarized as follows:

- Residential Zones (RVL, RL, R1, R2, R3, MP, and RM). Potential conflicts are related to residential development including the dwelling units and supporting facilities such as driveways, surface parking, and native vegetation removal.
- Commercial and Institutional Zones (C1 and IN). Potential conflicts are related to creation of impervious surfaces including buildings, driveways, and parking areas. In addition, site grading and vegetation removal are often associated with development allowed in these two districts.
- Open Space and Recreational Zones (PK, E, and OS). Potential conflicts are the least likely in these three districts because recreational and resource protection purpose of these districts. In particular, the Estuary (E) Zone allows minimal development activity and discourages improvements that would have a detrimental environmental impact. In addition, much of the E Zone is also within the 100-year floodplain, and development is limited accordingly.
- Streets, Pathways, and Utilities. This infrastructure is allowed in all zoning districts, and the applicable regulations are only proposed for minor amendments.

Determine the Impact Area

As noted above, the wetlands identified for protection will remain the same, and the extent of the impact area will be expanded by the implementation of the 50-foot wetland buffer that will replace the current 5-foot buffer. This change to the buffer area will enlarge the regulated areas surrounding wetlands. A series of maps provide a before and after illustration of how the 45-foot wetland buffer expansion will affect properties in the city (Attachment 1).

Analysis of ESEE Consequences

The LWI and adoption of the current wetland regulations in 1993 and 1994 included an ESEE analysis for the protection provided for the wetlands and the 5-foot buffer areas surrounding them. This ESEE analysis accepts the continued validity of this analysis and focuses on the two major changes to Chapter 17.43, which are:

- The expansion of the buffer area from 5 feet to 50 feet; and
- The proposed revised development requirements in Section 17.43.070. The Chapter 17.43 amendments are summarized in Table 2, with particular attention to the amendments to the development requirements in the new Section 17.43.070.

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Table 2 – Existing and Proposed Code Summary Comparison

Existing Section and Provisions	Proposed Section and Provisions	Comment
17.43.010 Purpose. Brief purpose statement	17.43.010 Purpose. An expanded purpose statement is provided.	No regulatory change.
No corresponding section. Some definitions currently found in 17.04.	17.43.015 Definitions. New section with terms used in this chapter. With the proposed code reorganization, they will be moved to 17.04 Definitions.	Provides additional clarity and reader convenience by having all relevant definitions in one place. When moved to 17.04, these definitions will be placed as a group as wetland related definitions. No regulatory change.
17.43.020 Mapping.	17.43.020. Mapping. Updated text.	No regulatory change.
17.43.025 Wetland Lot-of-Record. Considers contiguous lots in common ownership on August 4, 1993 as one lot. Allows 1 dwelling without specifying maximum lot coverage (2,500 sq. ft. maximum is specified in 17.43.050 B. 2.).	17.43.015 Definitions. The definition portion of this section was moved to this section. 17.43.070 F. retains the wetland lot-of-record regulatory provisions, but now specifies a reduced maximum lot coverage in a wetland and/or wetland buffer from 2,500 to 1,400 sq. ft.	No change to the wetland lot-of-record definition. Regulatory change by reducing the maximum lot coverage from 2,500 sf to 1,400 sf.
No corresponding section.	17.43.030 Applicability. New section to describe when the provisions of this chapter apply.	Clarification about when this chapter applies to new development. No regulatory change.
No corresponding section.	17.43.040 Administration. New section to confirm the application review process in combination with 17.43.050.	Clarification about how different development applications will be reviewed. Eliminates any application of 17.43.080 Conditional Use because it creates a confusing situation to apply CU criteria to uses that are typically permitted in the applicable zone.
17.43.030 Uses and activities permitted outright in wetlands.	17.43.050 Development and activities permitted. Combined with current 17.43.035-045	This amendment more efficiently summarizes the uses and review process into a table and reduced narrative. Other than omitting the reference to conditional use criteria, there is no regulatory or review process change.
17.43.035 Uses and activities permitted outright in wetland buffer areas.	17.43.050 Development and activities permitted. Combined with current 17.43.030, 17.43.040 and 17.43.045	Affected by the expansion of the wetland buffer area from 5 to 50 feet. No other regulatory change.
17.43.040 Conditional uses and activities permitted in wetlands.	17.43.050 Development and activities permitted. Combined with current 17.43.030, 17.43.035 and 17.43.045	No regulatory change.

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Existing Section and Provisions	Proposed Section and Provisions	Comment
17.43.045 Conditional uses and activities permitted in wetland buffer areas.	17.43.050 Development and activities permitted. Combined with current 17.43.030-040	Affected by the expansion of the wetland buffer area from 5 to 50 feet. No other regulatory change.
No corresponding section.	17.43.060 Application submittal requirements. New section describing what information an application must contain.	Regulatory improvement because the submittal requirements are only implied by the standards in the current 17.43.050.
17.43.050 Standards.	17.43.070 Development standards. This section is based upon current 17.43.050. It more clearly describes the standards for different types of development. Many of the standards were retained, and several were amended as described below.	Overall, this change was aimed at clarity and no regulatory changes except as noted below. This revised section complements the clear and objective criteria in 17.43.070 by providing clear guidance to the applicant regarding the contents of an application.
A. General standards.	A. General standards. Construction management standards moved to subsection K. Addition of 50% adjustment to building setbacks and lot dimension standards to minimize need to encroach into wetland buffer or wetland (17.43.070 A.3.). 17.43.070 A. 5. Requires valid permits from the US Army Corps of Engineers and DSL or written proof of exemption, satisfying OAR 660-23-0110 (7).	Regulatory change to allow more flexibility to enable development that minimizes or eliminates wetland impacts.
B. Residential development.	B. Residential and commercial buildings and structures. All structures covered in subsections B, C, and D are combined into this subsection. The prohibition of using fill for a structure is removed, but fill must still be justified as provided in new subsection K.3.	Simplification of text and treating any structure the same.
C. Commercial development.	B. Residential and commercial buildings and structures. See above.	See above.
D. Accessory structure or building.	B. Residential and commercial buildings and structures. See above.	See above.
E. Roads and driveways.	C. Streets, driveways and off-street parking. Standards remain essentially the same, and off-street parking is included.	No regulatory change.
F. Utilities.	E. Utilities. Minor edits to existing language.	No regulatory change.

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Existing Section and Provisions	Proposed Section and Provisions	Comment
G. Footpaths and bicycle paths.	D. Sidewalks, pathways and other non-vehicular improvements. Removes regulatory distinction between footpaths and bike paths. Includes other pedestrian/bike improvements into this category.	No meaningful regulatory change.
17.43.025 Wetland Lot-of-Record.	F. Wetland lot-of-record. As noted above, the regulatory portion of current 17.43.025 was moved here. In addition, the maximum lot coverage limit is reduced from 2,500 sf to 1,400 sf, and three types of encroachment into wetland buffer areas and wetlands are provided.	Regulatory changes include: 1) the decrease in the maximum lot coverage from 2,500 sf to 1,400 sf; 2) the allowance of a 50% reduction in setback and lot dimension standards; and 3) a three-tiered approach to apply standards based on the degree of encroachment. The additional flexibility is intended to offset the reduce lot coverage allowance. If the related analysis demonstrates hardship if limited only to upland portions of the property, development may occur first in buffer areas and as a last resort, in a wetland.
H. Wetland enhancement	I. Mitigation and wetland enhancement. The provisions of current 17.43.050 H. are retained with the addition of mitigation requirements for development approved under new 17.43.070.	No meaningful regulatory change except to provide more specific standards including mitigation ratios for areas disturbed in wetland buffers and wetlands.
I. Excavation	K. Construction standards. Excavation standards were move to subsection 6.	No regulatory change.
J. Stormwater management	H. Stormwater management.	
K. Mitigation	I. Mitigation and wetland enhancement	No meaningful regulatory change as described above.
L. Vegetation management	J. Vegetation management. Minor modification to the types of vegetation removal allowed.	No meaningful regulatory change.
M. Land divisions	G. Land divisions and lot line adjustments. Increased the upland area for each lot created from 1,000 sf to 1,400 sf, wetland buffer and wetland areas must remain on one lot, and lot sizes may be averaged to comply with minimum lot size requirements.	There are regulatory changes proposed that have mitigating provisions to continue to allow land divisions, but with greater protection for wetlands.

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Scope of the ESEE Analysis

OAR 660-023-0040(5) requires local government to evaluate the potential impacts of allowing, limiting, or prohibiting identified conflicting uses for significant resource sites. Consistent with the approach used in the current WO Zone, the city will continue with a balanced approach of allowing conflicting uses with limitations. For each of the following four ESEE categories of consequences, the limited development approach is addressed followed by additional commentary regarding the effect of fully allowing or prohibiting conflicting uses.

Economic Consequences

Limited Development of Conflicting Uses

As shown in Table 1, the properties affected by the current and proposed WO District are predominantly zoned residential. Only five additional non-residential lots will be affected by the proposed buffer area expansion (Table 1). The proposed amendments have potential negative economic impacts by: 1) expanding the wetland buffer area from 5 feet to 50 feet thereby making 90 additional lots subject to this chapter; and 2) reducing the maximum lot coverage from 2,500 square feet to 1,400 square feet. However, the 1,400 square-foot limit was developed to allow a residence or other structure of reasonable size as the code does currently. This standard will allow for a 2-story home with an approximate 1,000 square-foot footprint and a total floor area potential of around 2,000 square feet. The remaining lot coverage area would be available for circulation, driveways, parking, and similar improvements. It is important to recognize that most residential lots in the city are a maximum of 5,000 square feet, and current code requirements allow a maximum lot coverage of 2,500 square feet and FAR of 0.6 or 3,000 square feet. The total development potential is reduced, but the ability to construct a suitable residence is preserved. In addition, the adjustment provisions will enable property owners to avoid wetland and wetland buffer areas more easily by fully utilizing the upland portions of their property.

The commercial properties affected by the current and proposed WO District tend to be similar in size to residential properties. The commercial zones currently allow more development flexibility with no minimum setback requirements except when adjacent to residential districts or the ocean shore where an oceanfront setback is required.

Economic hardship is addressed by the three-tier evaluation structure in new Section 17.43.060 E. that requires the applicant to provide a site alternatives analysis to demonstrate the need to encroach into wetland buffer or wetland areas. The review of the application and this analysis as provided in new Section 17.43.070, and 17.43.070 F. in particular, allows for encroachment when reasonable upland alternatives are not available and hardship relief is necessary.

Infrastructure including streets, driveways, pathways, sidewalks, and utilities will continue to be allowed subject to design and construction standards based on current practice. Therefore, the cost-effective provision of infrastructure will not be inhibited by the proposed WO amendments.

The economic benefit of retaining healthy wetlands should also be recognized including flood hazard reduction, enhanced water quality, and wildlife habitat. Retaining the integrity of the city's natural amenities enhances the overall beauty and desirability of the community.

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Full Allowance of Conflicting Uses

Residential and non-residential property owners would benefit economically because they would be able to develop according to the requirements of the base zone. The amount of development possible on individual properties would generally tend to increase. However, the chosen limited approach continues to allow a defined amount of development for which the property owner is entitled, thereby reducing the potential economic loss compared to full allowance of conflicting uses. Also, full development of a property with a wetland must continue to comply with applicable state and federal requirements and limitations.

This individual economic benefit will be offset by compromising the economic value of wetland quality, environmental health, wildlife habitat, and flood hazard reduction. In addition, unlimited development of wetlands and surrounding buffer areas will reduce the overall natural character of the city, which is considerable economic value given its tourist-based economy.

Full Prohibition of Conflicting Uses

A complete prohibition of development, especially in the proposed 50-foot buffer area would cause significant economic harm to property owners by removing their current ability to develop portions of their property outside of the identified wetlands. The city finds that imposing such a significant burden is not justified.

Social Consequences

Limited Development of Conflicting Uses

Wetlands provide aesthetic and functional benefits for all residents and visitors in the community. The benefit of the natural beauty of Cannon Beach is evident everywhere and is a major reason why people choose to reside here or visit. Retaining the city's wetlands provide social and educational values by connecting city dwellers and students with wetland habitats nearby.

Housing affordability is an issue for Cannon Beach. Because the proposed wetland amendments will continue to allow residential development on lots containing a wetland and/or wetland buffer, housing availability and cost will not be adversely impacted by the proposed revisions.

Full Allowance of Conflicting Uses

As indicated for the limited development option, full development would severely diminish the current wetland benefits that are available to all city residents and visitors. Housing prices could be marginally reduced, but that potential benefit is speculative at best.

Full Prohibition of Conflicting Uses

Full prohibition could have a negative impact on housing availability, but the social impact is difficult to assess without conducting a full housing analysis. The city concludes that such a heavy-handed approach is unnecessary, and the limited approach offers the best path.

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Environmental Consequences

Limited Development of Conflicting Uses

Intact wetland areas provide a wide array of environmental benefits including:

- Water quality by holding surface runoff and capturing sediment.
- Flood reduction by storing and absorbing water.
- Fish and wildlife habitat.

The WO revisions were initiated to produce improved environmental outcomes with new development. The wetland attributes noted above will be protected by the amended regulations, which include specific standards regarding the amount of allowable encroachment into wetlands and wetland buffers along with the definitive mitigation requirements to retain and improve wetland integrity. The wetland buffer expansion from 5 feet to 50 feet was determined to be necessary to adequately protect wetland integrity and ecological functions. The proposed 50-foot buffer is consistent with scientifically supported wetland protection ordinances used in the Pacific Northwest by local governments.

Full Allowance of Conflicting Uses

Allowing full development in the expanded wetland buffer and wetlands would erase much of the environmental benefits they provide. Relying only on state and federal protections in wetlands will not provide adequate overall protection of the environmental benefits provided by healthy wetlands.

Full Prohibition of Conflicting Uses

As noted above, the city has determined that full prohibition is not necessary to adequately protect the environmental values of identified wetlands in the city. The proposed WO Zone provisions require mitigation in return for development in a wetland buffer or wetland. This mitigation is designed to enhance the quality and overall environmental value of these resource areas. Full prohibition would keep development from encroaching entirely, but wetlands compromised by past activities or invasive species would not be enhanced in conjunction with development.

Energy Consequences

Limited Development of Conflicting Uses

The city has a fully developed transportation system, and major transportation improvements across wetlands or wetland buffers are not planned or anticipated. Efficient provision of utilities will continue to be allowed as provided by the current WO requirements. The current and proposed code requirements have no discernable energy consequences.

Full Allowance of Conflicting Uses

The potential consequences of this option would not be different from the limited option because streets and utilities are allowed in either case. Mitigation requirements for this option might be reduced and perhaps reduce cost of providing energy-related transportation infrastructure and utilities.

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Full Prohibition of Conflicting Uses

This approach is expected to marginally hinder efficient provision of transportation connections and utilities. More circuitous transportation links could result, but in the city context, this would not be particularly significant. As with the other ESEE elements, a full prohibition is deemed unnecessary to adequately protect wetland resources.

DEVELOP A PROGRAM TO ACHIEVE GOAL 5

Balancing Resource Protection and Conflicting Uses

The current and proposed WO regulations seek a balance between wetland protection and development activities. The primary differences are described in Table 1 above. A 5-foot buffer has been found to be inadequate for protecting wetland resources. Expanding the wetland buffer to 50 feet was determined to be necessary to protect wetland resources, and a buffer of this kind is commonly used by other local jurisdictions.

A balance for residential development is proposed to be adjusted by reducing the total lot coverage within wetlands and wetland buffers from 2,500 square feet to 1,400 square feet. While this reduces the maximum amount of development, it will continue to allow for a reasonable residential or non-residential structure and area for surface parking and walkways. In addition, the new adjustment provisions for building setbacks and dimensional requirements for lots allows additional flexibility to successfully accommodate new development while protecting wetland resources. The regulations for other improvements such as utilities and streets remain subject to similar between the current and proposed code.

Clear and objective criteria per OAR 660-23-0050 are incorporated into the proposed WO including numerical standards, such as the maximum total lot coverage (1,400 sf), setback and lot dimension adjustments (50% reduction), and mitigation area ratios (1:1 or 2:1 depending on circumstances). Nondiscretionary requirements are used throughout 17.43.070 especially regarding construction techniques. Most of these types of standards are found in the current Chapter 17.43 and have simply been reorganized. Performance standards are also used, such as requiring structures being constructed in a manner that allows the free flow of water without specifying the technique necessary to accomplish this outcome. The proposed Chapter 17.43 amendments focused on retaining and improving the clarity and predictability of the code requirements. In addition to the approval criteria in 17.43.070 the new application submittal requirements in 17.43.060 were developed to guide the applicant to provide the information and site analysis necessary to receive a favorable decision. Currently, the required application materials are only implied by the approval criteria, leaving the applicant without clear direction about what to submit.

Consistency with the Cannon Beach Comprehensive Plan

The Cannon Beach Comprehensive Plan contains several policies that are relevant to the proposed WO amendments.

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General Development Policy 4

The City shall control excavation, grading, and filling in order to: avoid landslides and other geologic hazards; protect adjacent property and structures; provide for appropriate drainage improvements; minimize the extent of vegetation removal; minimize erosion and sedimentation; and protect the aesthetic character of the City.

***Response:** The proposed WO amendments were developed to enhance wetland protection by requiring more thoughtful and selective development of wetlands and wetland buffer areas. The requirements are intended to reach a balance between property owner rights to develop according to the applicable zoning district and the sustainable protection of wetland areas and the environmental and habitat values they provide. This policy is satisfied.*

General Development Policy 14

To ensure that development is designed to preserve significant site features such as trees, streams and wetlands.

***Response:** As noted above, the proposed WO amendments are specifically aimed toward improved wetland protection while providing for development that will have minimal impact on long-term viability of the wetland resources in the city. In particular, the amendments call for reduced lot coverage, vegetation removal, and landform alteration in and adjacent to wetlands. Mitigation for development within wetlands and/or wetland buffer areas is required to further protect these resource areas. This policy is satisfied.*

General Development Policy 16

To provide flexibility in regulations governing site design so that developments can be adapted to specific site conditions.

Housing Policy 11

The city will provide flexibility in regulations governing site design so that developments can be adapted to specific site conditions.

***Response:** The WO amendments provide a flexible approach by allowing for adjustments to building setback and lot dimension standards to help alleviate the need to develop within wetlands or wetland buffers. The regulations also provide a graduated approach to mitigation requirements based upon the amount and location (wetland v. buffer) of development. Proposed Section 17.43.070 F. feature a 3-tiered approach based upon the degree of wetland buffer or wetland encroachment, with graduated requirements that become more significant as the amount of wetland buffer or wetland development increase. This policy is satisfied.*

Consistency with the Statewide Planning Goals

The Statewide Planning Goals are satisfied as indicated below:

Goal 1 - Citizen Involvement: To develop a citizen involvement program that ensures the opportunity for citizens to be involved in all phases of the planning process.

***Response:** The plan amendment was created with citizen input. The development of the WO amendments relied on participation by residents, property and business owners, partner agencies,*

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Planning Commission, and City Council. The city conducted significant public outreach including public notice and Measure 56 notices. This goal is satisfied.

Goal 2 - Land Use Planning: To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.

***Response:** The city has adopted the Cannon Beach Comprehensive Plan and Title 17 Zoning in accordance this goal, and as noted above, citizens participated in that process as well as being involved in the creation of the amendments to Chapter 17.43. This goal is satisfied.*

Goal 3 - Agricultural Lands and Goal 4 - Forest Lands

***Response:** These goals are not relevant because the properties involved are designated for urban rather than resource use.*

Goal 5 - Open Spaces, Scenic and Historic Areas, and Natural Resources: To protect natural resources and conserve scenic and historic areas and open spaces.

***Response:** The city's wetlands are a natural resource worthy of protection. The proposed amendments are designed to enhance the protection currently provided with an emphasis on balancing development and environmental stewardship. The expansion of the wetland buffer area from 5 feet to 50 feet will enhance and protect wetland integrity and function. This goal is satisfied.*

Goal 6 - Air, Water and Land Resources Quality: To maintain and improve the quality of the air, water, and land resources of the state.

***Response:** Wetlands are a key ecosystem component for improving water quality by holding and filtering water runoff. As described herein, the proposed WO amendments will further enhance wetland function in the city. This goal is satisfied.*

Goal 7 – Areas Subject to Natural Disasters and Hazards: To protect people and property from natural hazards.

***Response:** This goal is supported by the proposed WO amendments by providing improved protection for wetlands, which provide a moderating effect on flooding due to their ability to retain and release water runoff more gradually than a natural or manmade water course. This wetland protection complements the city's natural hazard protection regulations. This goal is satisfied.*

Goal 8 - Recreational Needs: To satisfy the recreation needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.

***Response:** This goal is not relevant because the regulations do not pertain to provision of recreational facilities.*

Goal 9 – Economic Development: To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.

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Response: *An important focus of the Cannon Beach Comprehensive Plan and Title 17 is to ensure that land development may occur in a way that's balanced with natural hazards and environmentally sensitive areas. The proposed WO amendments are geared toward environmental protection while allowing for responsible development adjacent to and within wetlands. They provide some flexibility to development standards along with a graduated set of wetland protection standards that are based upon the degree of encroachment into wetlands and/or wetland buffer areas. This goal is satisfied.*

Goal 10 - Housing: To provide for the housing needs of citizens of the state.

Response: *The proposed WO amendments will limit the amount of lot coverage for residences, but as discussed above, there will be sufficient allowance to accommodate a residence. This change may reduce the size of a home, but not the residence. This goal is satisfied.*

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.

Response: *Urban services and facilities will continue to be allowed in wetlands or wetland buffer areas. The main difference is the expanded wetland buffer will require WO review for a greater number of utility improvement projects in the city. This goal is satisfied.*

Goal 12 - Transportation: To provide and encourage a safe, convenient and economic transportation system.

Response: *The proposed code amendments are not anticipated to affect the city's transportation system because it is fully developed and major transportation improvements across wetlands or wetland buffer areas are not planned or anticipated. This goal is satisfied.*

Goal 13 - Energy Conservation: To conserve energy.

Response: *The proposed WO amendments do not have any relevance to energy conservation.*

Goal 14 - Urbanization: To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.

Response: *As mentioned above, the proposed WO amendments may reduce the size but not the number of housing units on properties containing wetlands or wetland buffer areas.*

Goal 15 – Willamette River Greenway

Response: *This goal is not relevant.*

Goal 16: Estuarine Resources: To recognize and protect the unique environmental, economic and social values of each estuary and associated wetland; and to protect, maintain, where appropriate develop, and where appropriate restore the long-term environmental, economic, and social values, diversity and benefits of Oregon's estuaries.

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Response: *The WO amendments will improve wetland protection citywide, including those wetlands within or near the Ecola Creek Estuary. The estuary is protected by provisions of 17.30 Estuary (E) Zone, and the WO amendments that apply to wetlands within and adjacent to the estuary will further support the protection of its environmental values.*

Goal 17 – Coastal Shorelands; Goal 18 - Beaches and Dunes; and Goal 19 – Ocean Resources

Response: *These goals are not relevant because the scope of the WO amendments does not apply to coastal shorelands, beaches, dunes, or ocean resources.*