



CITY OF ASTORIA  
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November 19, 2018

TO: ASTORIA PLANNING COMMISSION  
FROM: ROSEMARY JOHNSON, PLANNING CONSULTANT  
SUBJECT: RIVERFRONT VISION PLAN IMPLEMENTATION - URBAN CORE

On September 13, 2018, the City held a Town Hall meeting to introduce the process for implementation of the Riverfront Vision Plan for the Urban Core area. Previously, a work session was held before the City Council and one at the Planning Commission to review the Riverfront Vision Plan and provide a status update on the code implementations. A work session before the Planning Commission was held on October 23, 2018 to review the first section of draft codes prepared by the consultants for the Urban Core area concerning size and location of structures.

A work session before the Planning Commission is scheduled for the November 27, 2018 APC meeting which will be open to the public. Attached is the draft of the second section of draft codes prepared by the consultants for the Urban Core area which addresses proposed uses and zones. Staff and the consultants will conduct a PowerPoint presentation to review the proposed drafts and discuss various options for the codes based on the direction of the Riverfront Vision Plan, City Council, and the public input received to date. Additional work sessions will be held in January for additional draft code sections for the Urban Core prior to the public hearing tentatively scheduled for March 2019.



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MEMORANDUM

## Draft Urban Core Code Amendments #1B (Task 3)

### Astoria Riverfront Vision Plan Code Amendments – Urban Core

DATE November 20, 2018  
TO Brett Estes and Rosemary Johnson, City of Astoria Community Development Department  
FROM Matt Hastie and Kate Rogers, Angelo Planning Group

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#### A. INTRODUCTION / OVERVIEW

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The Astoria Riverfront Vision Plan was adopted in 2009 and describes a future vision and specific recommended implementation measures related to land use, open space, and transportation plans along the Columbia River waterfront. For purposes of the Riverfront Vision Plan, the city's riverfront was divided into four sub-areas: Bridge Vista, Urban Core, Civic Greenway, and Neighborhood Greenway. Between 2014-2015, the City of Astoria adopted implementation measures for three of the four sub-areas. The current project focuses on the remaining sub-area—the Urban Core (shown in Figure 1). The intent of the project is to implement policies and recommendations identified in the Vision Plan—both general objectives and specific recommendations for the Urban Core—with updated development code text, comprehensive plan language, and map amendments.

In preparation for this memorandum, the project consultants reviewed Comprehensive Plan and Development Code implementation issues identified in the Riverfront Vision Plan for the Urban Core area with City staff. The Vision Plan's land use and urban design recommendations for the Urban Core area focus on retaining and enhancing the area's urban character while still promoting riverfront access. The Plan notes that "this area is and will continue to be characterized by a more dense level of development." It further states that "this area will allow for a mix of commercial, residential and water-dependent uses that support, but should not compete with downtown development." The Plan identifies the following land use policies:

- If development is to occur, promote the urban character of the area and allow for dense development.
- Allow for a mix of commercial, residential and water dependent uses that supports but does not compete with the downtown core.
- Encourage design of new or rehabilitated buildings that respects Astoria's character.
- Create intimate open spaces and gathering places within new developments.

- Use setbacks, setbacks and other measures to ensure an open feel and continued visual access to the river.
- Work with property owners, including those with existing leases to maximize open areas over the water.

This memorandum presents the first draft of the Set B (referred to as Amendments #1B) package of recommended policy and code amendments for the Urban Core area, the second of three sets of amendments described in the Draft Urban Core Area Amendments #1 Memorandum, dated October 16, 2018. The amendments in this memorandum are organized as follows:

- **Permitted uses**
  - **Overwater uses** – Support water-dependent uses within this area and allow for a mix of commercial and residential uses that complement the downtown core, while limiting uses that may not be compatible with objectives for the area.
  - **On-land uses** – Support a range of commercial and residential uses, with a focus on promoting development that supports a pedestrian environment and limiting auto-dependent uses.
  - **Development Standards** – Consider development standards that assist in complementing uses in the downtown core and strengthening pedestrian orientation.

In each section of the memorandum, the project team has made preliminary recommendations about proposed use and development regulations; in some instances, the recommendations include specific requests for the Astoria Planning Commission's (APC) feedback (indicated grey boxes). Once the APC reviews and provides comments about these recommendations, the recommendations will be revised as needed and presented as adoption-ready code language. The code language can be readily prepared as many of the preliminary recommendations in this memorandum refer to and rely on existing code language.

To help provide context for the preliminary recommendations, the following figures and tables illustrate Riverfront Vision Plan land use recommendations, existing zoning designations, and allowed uses for the Urban Core.

Figure 1: Urban Core Area

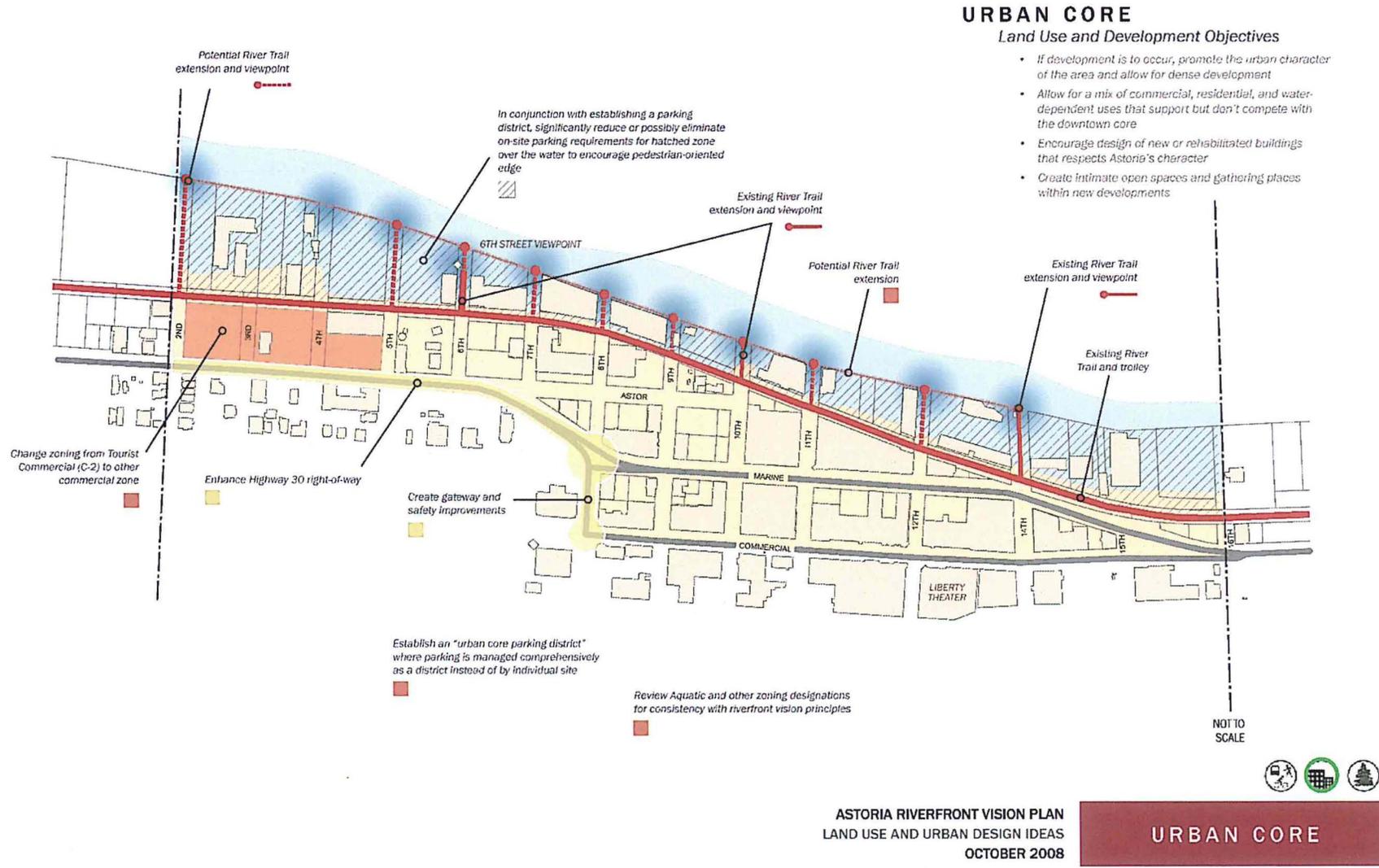
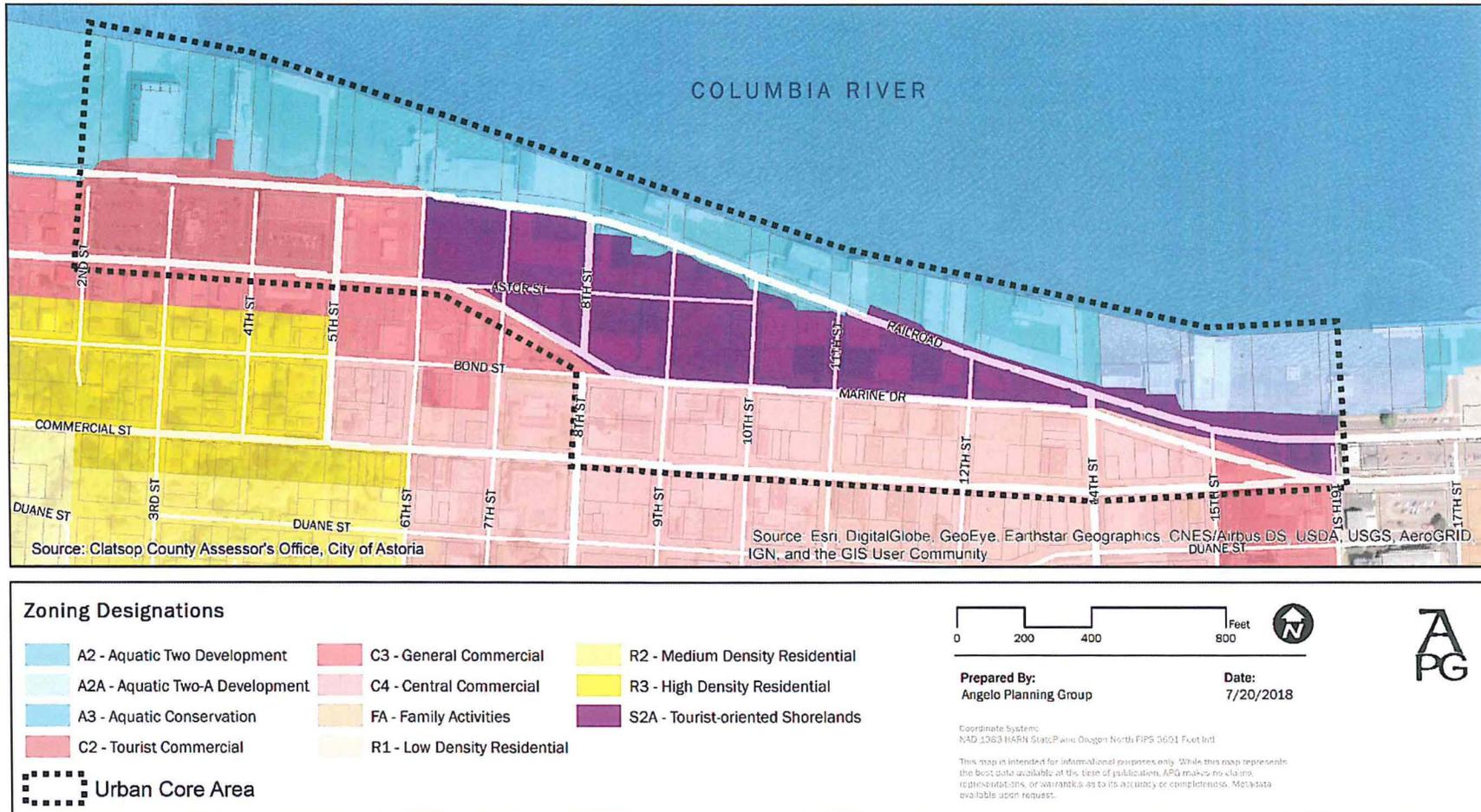


Figure 2: Zoning in the Urban Core Area



**Table 1: Uses Permitted in Aquatic (A-2, A-2A) and Shoreland (S-2A) Zones**

	<b>A-2</b>	<b>A-2A</b>	<b>S-2A</b>
<b>Permitted Outright</b>	<ol style="list-style-type: none"> <li>1. Water-dependent commercial and industrial use.</li> <li>2. Small boat building and repair.</li> <li>3. Water-dependent facilities including dock, moorage, pier, terminal, transfer facility and marina for commercial and recreational marine craft, for passengers, or for waterborne commerce.</li> <li>4. Public pier.</li> <li>5. Navigational structure.</li> <li>6. Shoreline stabilization.</li> <li>7. Pipeline, cable, and utility crossing.</li> <li>8. Storm water and treated wastewater outfall.</li> <li>9. Communication facility.</li> <li>10. New dike construction.</li> <li>11. Maintenance and repair of existing structure or facility.</li> <li>12. Public use in conjunction with the Columbia River Maritime Museum.</li> <li>13. Flowlane disposal of dredged material.</li> <li>14. Dredging or filling, pursuant to the applicable standards in Section 4.050 and 4.070, for any of the permitted uses 1 through 13 listed above.</li> <li>15. The following water-related commercial uses:</li> </ol>	<ol style="list-style-type: none"> <li>1. Water-dependent commercial and industrial use.</li> <li>2. Small boat building and repair.</li> <li>3. Dock, moorage, pier, terminal, transfer facility and marina for commercial and recreational marine craft, for passengers, or for waterborne commerce.</li> <li>4. Public pier.</li> <li>5. Navigational structure.</li> <li>6. Shoreline stabilization.</li> <li>7. Pipeline, cable, and utility crossing.</li> <li>8. Storm water and treated wastewater outfall.</li> <li>9. Communication facility.</li> <li>10. New dike construction.</li> <li>11. Maintenance and repair of existing structure and facility.</li> <li>12. Flowlane disposal of dredged material.</li> <li>13. Dredging or filling as necessary for any of the permitted uses 1 through 12 listed above, pursuant to the applicable standards in Section 4.050 and 4.070.</li> <li>14. The following water-related commercial uses:                             <ol style="list-style-type: none"> <li>a. Boat and/or marine equipment sales;</li> </ol> </li> </ol>	<ol style="list-style-type: none"> <li>1. Tourist oriented retail sales establishment.</li> <li>2. Eating, drinking and entertainment establishment without drive-through facility.</li> <li>3. Specialized food store, such as bakery, delicatessen and seafood market.</li> <li>4. Hotel, motel, inn, bed and breakfast, and associate uses.</li> <li>5. Personal service establishment, excluding funeral homes.</li> <li>6. Indoor family-oriented amusement, entertainment and/or recreation establishment.</li> <li>7. Theater.</li> <li>8. Seafood receiving and processing.</li> <li>9. Small boat building and repair.</li> <li>10. Boat and/or marine equipment sales.</li> <li>11. Park and museum.</li> <li>12. Shoreline stabilization.</li> <li>13. Navigation aide.</li> <li>14. Conference Center.</li> </ol>

	<b>A-2</b>	<b>A-2A</b>	<b>S-2A</b>
	<ul style="list-style-type: none"> <li>a. Boat and/or marine equipment sales;</li> <li>b. Fish or shellfish retail or wholesale outlet;</li> <li>c. Charter fishing office;</li> <li>d. Sports fish cleaning, smoking or canning establishment;</li> <li>e. Retail trade facility for the sale of products such as ice, bait, tackle, gasoline or other products incidental to or used in conjunction with a water-dependent use.</li> </ul> <p>16. Navigation aid.</p> <p>17. Piling as necessary for any of the permitted uses 1 through 16 listed above.</p> <p>18. Transportation facilities.</p>	<ul style="list-style-type: none"> <li>b. Fish or shellfish retail or wholesale outlet;</li> <li>c. Charter fishing office;</li> <li>d. Sports fish cleaning, smoking or canning establishment;</li> <li>e. Retail trade facility for the sale of products such as ice, bait, tackle, gasoline or other products incidental to or used in conjunction with a water-dependent use.</li> </ul> <p>15. Navigation aide.</p> <p>16. Piling as necessary for any of the permitted uses 1 through 15 listed above.</p> <p>17. Transportation facilities.</p>	
<b>Permitted Conditionally</b>	<ul style="list-style-type: none"> <li>1. Dredged material disposal at sites designated for dredged material disposal in the Comprehensive Plan.</li> <li>2. Dredged material disposal at sites not designated for dredged material disposal in the Comprehensive Plan, provided the dredged material is utilized as a source of fill material for an approved fill project.</li> <li>3. Aquaculture and water-dependent portions of aquaculture facility.</li> </ul>	<ul style="list-style-type: none"> <li>1. Aquaculture and water-dependent portions of aquaculture facility.</li> <li>2. Water-dependent or water-related recreational use not listed elsewhere in this zone.</li> <li>3. Active restoration.</li> <li>4. Bridge crossing and bridge crossing support structure.</li> <li>5. A use for which an exception to the Estuarine Resources Goal has been</li> </ul>	<ul style="list-style-type: none"> <li>1. Arts and crafts studio.</li> <li>2. Commercial or public parking lot.</li> <li>3. Multi-family dwelling.</li> <li>4. Non-tourist oriented retail sales establishment.</li> <li>5. Professional and business office.</li> <li>6. Public or semi-public use appropriate to and compatible with the district.</li> <li>7. Repair service establishment, not including automotive, heavy equipment, or other major repair service.</li> </ul>

	<b>A-2</b>	<b>A-2A</b>	<b>S-2A</b>
	<ol style="list-style-type: none"> <li>4. Water-dependent or water-related recreational use not listed elsewhere in this zone.</li> <li>5. Active restoration.</li> <li>6. Bridge crossing and bridge crossing support structure.</li> <li>7. A use for which an exception to the Estuarine Resources Goal has been adopted as an amendment to the City's Comprehensive Plan.</li> <li>8. Fill in conjunction with any of the conditional uses 1 through 7 listed above pursuant to the applicable standards in Section 4.050.</li> <li>9. Mining and mineral extraction.</li> <li>10. Dredging in conjunction with any of the conditional uses 1 through 9 listed above, pursuant to the applicable standards in Section 4.050.</li> <li>11. Water-related commercial or industrial use not listed under Section 2.530.</li> <li>12. Eating and drinking establishment open to the general public which provides significant visual access to the waterfront.</li> <li>13. Hotel, motel, inn, bed and breakfast which provides significant visual access to the waterfront.</li> <li>14. Tourist-oriented retail sales establishment which provides</li> </ol>	<p>adopted as an amendment to the Astoria Comprehensive Plan.</p> <ol style="list-style-type: none"> <li>6. Fill in conjunction with any of the conditional uses 1 through 5 listed above, pursuant to the applicable standards in Section 4.070.</li> <li>7. Mining and mineral extraction.</li> <li>8. Dredging in conjunction with any of the conditional uses 1 through 7 listed above, pursuant to the applicable standards in Section 4.050.</li> <li>9. Water-related commercial or industrial use.</li> <li>10. Eating and drinking establishment open to the general public which provides significant visual access to the waterfront.</li> <li>11. Hotel, motel, inn, bed and breakfast which provides significant visual access to the waterfront.</li> <li>12. Tourist-oriented retail sales establishment which provides significant visual access to the waterfront.</li> <li>13. Indoor amusement, entertainment, and/or recreation establishment which provides significant visual access to the waterfront.</li> <li>14. Professional, business and medical office.</li> </ol>	<ol style="list-style-type: none"> <li>8. Temporary use meeting the requirements of Section 3.240.</li> </ol>

	A-2	A-2A	S-2A
	<p>significant visual access to the waterfront.</p> <p>15. Indoor amusement, entertainment, and/or recreation establishment which provides significant visual access to the waterfront.</p> <p>16. Professional and business office, personal service establishment limited to beauty and barber services and garment alterations, residence, and arts and crafts studio meeting the requirements of Section 2.540(10).</p> <p>17. Conference Center which provides significant visual access to the waterfront.</p> <p>18. Piling in conjunction with any of the above conditional uses.</p> <p>19. Temporary use meeting the requirements of Section 3.240.</p>	<p>15. Residential use meeting the requirements of 2.565(8). *</p> <p><i>*2.565.8. Residences are permitted where they are part of a mixed-use development that also includes some of the tourist-oriented uses listed in Section 2.560 (10 through 14), under the following conditions:</i></p> <p><i>a. Single-Story Structure: The residence shall constitute no more than 25% of the total project's gross floor area.</i></p> <p><i>b. Multi-Story Structure, shall conform to one of the following options:</i></p> <p><i>1) The residence shall constitute no more than 50% of the total project's gross floor area.</i></p> <p><i>2) A multi-story structure which maintains at least 75% of the ground floor or street level space for tourist-oriented uses as listed above, may devote 100% of the upper floors to residences.</i></p> <p>16. Temporary use meeting the requirements of Section 3.240.</p> <p>17. Conference Center which provides significant visual access to the waterfront.</p>	

	A-2	A-2A	S-2A
		18. Piling in conjunction with any of the conditional uses 1 through 16 listed above.	

**Table 2: Uses Permitted in Commercial (C-2, C-3, C-4) Zones**

	C-2	C-3	C-4
<b>Permitted Outright</b>	<ol style="list-style-type: none"> <li>1. Eating or drinking establishment.</li> <li>2. Home occupation in existing dwelling.</li> <li>3. Motel, hotel, bed and breakfast, inn or other tourist lodging facility and associated uses.</li> <li>4. Tourist-oriented retail sales or service establishment.</li> <li>5. Conference Center.</li> <li>6. Transportation facilities.</li> </ol>	<ol style="list-style-type: none"> <li>1. Business service establishment.</li> <li>2. Commercial laundry or dry cleaning establishment.</li> <li>3. Commercial or public off-street parking lot.</li> <li>4. Communication service establishment.</li> <li>5. Construction service establishment.</li> <li>6. Eating and drinking establishment.</li> <li>7. Educational service establishment.</li> <li>8. Family day care center in single-family, two-family, or multi-family dwelling.</li> <li>9. Home occupation in existing dwelling.</li> <li>10. Motel, hotel, bed and breakfast, inn, or other tourist lodging facility and associated uses.</li> <li>11. Multi-family dwelling.</li> <li>12. Personal service establishment.</li> <li>13. Professional service establishment.</li> <li>14. Public or semi-public use.</li> </ol>	<ol style="list-style-type: none"> <li>1. Business service establishment.</li> <li>2. Commercial laundry or dry cleaning establishment.</li> <li>3. Commercial or public off-street parking lot.</li> <li>4. Communication service establishment.</li> <li>5. Eating and drinking establishment without drive-thru facilities.</li> <li>6. Education service establishment.</li> <li>7. Family day care center in existing dwelling.</li> <li>8. Home occupation in existing dwelling.</li> <li>9. Personal service establishment.</li> <li>10. Professional service establishment.</li> <li>11. Public or semi-public use.</li> <li>12. Repair service establishment, not including automotive, heavy equipment, or other major repair service.</li> </ol>

	<b>C-2</b>	<b>C-3</b>	<b>C-4</b>
		15. Repair service establishment, not including automotive, heavy equipment, or other major repair services. 16. Residential facility. 17. Retail sales establishment. 18. Single-family and two-family dwelling in a new or existing structure: a. Located above or below the first floor with commercial facilities on the first floor of the structure. b. Located in the rear of the first floor with commercial facilities in the front portion of the structure. 19. Transportation service establishment. 20. Conference Center. 21. Indoor family entertainment or recreation establishment. 22. Transportation facilities.	13. Residential home, located above the first floor, with commercial facilities on the first floor of existing structure. 14. Retail sales establishment. 15. Single-family and two-family dwelling, located above or below the first floor, with commercial facilities on the first floor of existing structure. 16. Studio for artists. 17. Transportation facilities.
<b>Permitted Conditionally</b>	1. Dwelling as an accessory use to a Use Permitted Outright or a Conditional Use. 2. Family day care center in existing dwelling. 3. Indoor family entertainment or recreation establishment.	1. Animal hospital or kennel. 2. Automotive sales or service establishment. 3. Day care center. 4. Gasoline service station. 5. Hospital. 6. (deleted by ordinance)	1. Day care center. 2. Indoor family entertainment or recreation establishment. 3. Light manufacturing. 4. Motel, hotel, bed and breakfast, inn or other tourist lodging facility, and associated uses.

	<b>C-2</b>	<b>C-3</b>	<b>C-4</b>
	<ol style="list-style-type: none"> <li>4. Non-tourist-oriented retail sales or service establishment, professional, financial, business and medical office where they are part of a mixed-use development that also includes some of the uses that are permitted outright. The conditional use shall not be located on the ground floor of the building, and shall not occupy more than 50% of the total project's gross floor area.</li> <li>5. Public or semi-public use.</li> <li>6. Temporary use meeting the requirements in Section 3.240.</li> </ol>	<ol style="list-style-type: none"> <li>7. Light Manufacturing.</li> <li>8. Recycling establishment.</li> <li>9. Repair service establishment not allowed as an Outright Use.</li> <li>10. Temporary use meeting the requirements of Sections 3.240.</li> <li>11. Wholesale trade or warehouse establishment.</li> </ol>	<ol style="list-style-type: none"> <li>5. Multi-family dwelling, located above the first floor, with commercial facilities on the first floor.</li> <li>6. Recycling establishment.</li> <li>7. Residential facility, located above the first floor, with commercial facilities on the first floor.</li> <li>8. Temporary use meeting the requirements of Sections 3.240.</li> <li>9. Transportation service establishment.</li> <li>10. Wholesale trade, warehouse, mini-storage, or distribution establishment (see Section 11.170).</li> <li>11. Conference Center.</li> </ol>

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## B. PERMITTED USES

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The Riverfront Vision Plan calls for a mix of commercial, residential, and water-dependent uses in the Urban Core area that supports but does not compete with downtown Astoria. Addressing these elements of the Plan involves a discussion of uses that are currently permitted in the zones in the Urban Core area and water-dependent, commercial, and residential uses that are or are not currently permitted, as well as development regulations—floor area, in particular—that can aid in making uses complementary to the downtown core.

### Overwater Uses

#### Uses Currently Permitted

As shown in Figure 2, the Urban Core area includes six zoning designations:

- Overwater: Aquatic Development Zones (A-2 and A-2A).
- On-land: Tourist Commercial (C-2), General Commercial (C-3), Central Commercial (C-4), and Tourist-oriented Shorelands (S-2A).

The uses currently permitted in these zones are presented in Table 1 and Table 2 on the preceding pages.

Water-dependent and water-related uses that are currently permitted in the A-2 and A-2A (e.g., water-dependent commercial and industrial uses, docks and marinas, boat building and repair, navigational structures or aides) support Astoria’s “working waterfront” character, which is one of the core principles of the Riverfront Vision Plan. However, there are several visitor-oriented uses that are permitted conditionally in the Aquatic Zones about which multiple community members have expressed concerns. These include:

- Eating and drinking establishments open to the general public which provides significant visual access to the waterfront.
- Hotel, motel, inn, bed and breakfast establishments which provides significant visual access to the waterfront.
- Tourist-oriented retail sales establishments which provide significant visual access to the waterfront.
- Indoor amusement, entertainment, and/or recreation establishment uses which provide significant visual access to the waterfront.

Some community members have expressed concerns that tourism-related development on Astoria’s waterfront comes at the expense of local residents and workers. As summarized in the “Visioning Process” section of the Riverfront Vision Plan, residents want the riverfront “to remain authentic and not become too ‘touristy.’” However, the Vision Plan also indicates that “residents want to see the riverfront remain economically viable in terms of its ability to provide jobs and attract

visitors.” In establishing which uses are permitted in the Urban Core, it will be important to balance residents’ concerns about preserving Astoria’s character with the desire to support the city’s tourist economy which provides jobs for local workers and economic opportunities for local entrepreneurs and business owners.

### **Bridge Vista Approach**

In the Bridge Vista Overlay (BVO) Zone, the approach to addressing concerns over visitor-related uses was to prohibit the following uses in the Aquatic Zones:

- Eating and drinking establishments.
- Retail uses.
- Indoor entertainment.
- Hotels/motels. (Facilities existing prior to 2013 may be repaired, replaced, and/or redeveloped with new hotels/motels.)
- Conference center.

However, the character of the Bridge Vista area is different from the Urban Core, where retail uses and eating and drinking establishments may be more appropriate, and where there are already multiple restaurants and retail shops both on land and over the water. These types of uses can be enjoyed by both visitors and residents, and as such, the APC could consider retaining these as conditional uses in the A-2 and A-2A Zones.

Some community members also have raised concerns about allowing new residential overwater development. Currently, residential uses are permitted conditionally in the A-2 Zone if they’re part of a mixed-use development that also includes tourist-oriented conditional uses (such as hotels and tourist-oriented retail sales). In the BVO Zone, residential uses are prohibited for overwater development. Again, the APC should consider whether a similar prohibition should apply in the Urban Core, or whether residential uses should continue to be permitted overwater as part of a mixed-use development.

In addition to the visitor-oriented and residential uses, the BVO Zone also prohibits the following uses, which were deemed incompatible with the vision for the Bridge Vista area:

- Fossil fuel and petroleum product terminals.
- Auto sales and gas stations.
- Wood processing.
- Professional, medical offices.

These are likely to be considered similarly incompatible with the vision for the Urban Core area.

### **Preliminary Recommendations:**

The following preliminary recommendations are presented for consideration and possible modification by the APC:

- Prohibit the following uses and activities in the Aquatic Zones in the Urban Core:

- Indoor entertainment.
- Hotels/motels (but allow facilities existing prior to adoption of the code to be repaired, replaced, and/or redeveloped with new hotels/motels).
- Conference center.
- Fossil fuel and petroleum product terminals.
- Auto sales and gas stations.
- Wood processing.
- Professional, medical offices.
- Defer to the base zones for regulation of all other uses.

### Question for the APC

The preliminary recommendation would continue to conditionally permit eating and drinking establishments and retail uses, if they provide significant visual access to the waterfront. It would also continue to conditionally permit residential uses as part of a mixed-use development. With the proposed maximum height limit of 28 feet, any future new residential development overwater will be limited to a very small number of units. Do you agree with these recommendations?

## On-land Uses

### Uses Currently Permitted

The uses currently permitted in the Tourist Commercial (C-2), General Commercial (C-3), Central Commercial (C-4), and Tourist-oriented Shorelands (S-2A) Zones are presented in Table 1 and Table 2.

These are some of the key differences between the four zones:

- The C-3 General Commercial Zone is the commercial zone that is applied most broadly in Astoria, and is the most permissive in terms of allowed uses. Hotels and multi-family dwellings are permitted outright. Single-family and two-family dwellings are permitted outright if they are located above or below, or in the rear with commercial facilities on the first floor of an existing structure.
- The C-4 Central Commercial Zone only applies within the downtown area. Eating and drinking establishments are permitted but may not have drive-through facilities. Hotels and multi-family dwellings are permitted conditionally; multi-family dwellings must be located above commercial facilities on the first floor.
- The only location where the C-2 Tourist Commercial Zone applies in Astoria is the three blocks within the Urban Core area. The C-2 Zone is the most limited, in terms of permitted uses. The only uses permitted outright are visitor-oriented uses such as hotels and tourist-oriented retail.

- The S-2A Tourist-oriented Shorelands Zone sits between the C-3/C-4 Zones to the south and the A-2/A-2A Zones to the north. Hotels, restaurants without drive-throughs, tourist-oriented retail, and hotels are permitted outright, along with a number of water-dependent uses. Multi-family dwellings are permitted conditionally, and are not required to be part of a mixed-use development.

### **Bridge Vista Approach**

The BVO Zone limited the uses permitted in the Commercial Zones by prohibiting the following uses:

- Auto sales and services.
- Gasoline services stations.
- Manufacturing or light manufacturing without a retail component.
- Single-family dwelling.
- Two-family dwelling.

It also added to the uses permitted outright in the Commercial Zones:

- Manufacturing or light manufacturing with a retail component.
- Dwellings in a new or existing structure above the first floor that has commercial or mixed uses.

In addition, the BVO Zone established a new “Pedestrian-Oriented District” between Columbia Avenue and Basin Street, and roughly between the River Trail and West Marine Drive. The new sub-district modified the underlying C-3 zone by setting limits on auto-dependent uses and drive-through facilities in order to create a stronger pedestrian orientation in that area. The following uses are prohibited in the BVO Pedestrian-Oriented District:

- Animal hospital or kennel.
- Auto sales and services.
- Commercial or public off-street parking lot.
- Conference center.
- Construction service establishment.
- Drive-through facilities.
- Gasoline services stations.
- Hospital.
- Manufacturing or light manufacturing without a retail component.
- Repair service establishment not allowed as an Outright Use.
- Transportation service establishment.
- Wholesale trade or warehouse establishment.

The APC could consider establishing a similar pedestrian sub-district for the Urban Core. However, the intent of the BVO sub-district was to encourage pedestrian-oriented development in an area that is not currently very pedestrian-friendly. In the Urban Core, for the most part, land use patterns have a fairly strong pedestrian orientation. As such, it may not be necessary to establish a

special sub-district in this area. Still, there may be some use-related concepts from the BVO sub-district that could be adapted for the Urban Core more generally.

### **Recommended Rezoning**

Figure 3 on the next page illustrates initial recommendations for changes to base zones within the Urban Core area. These recommendations are described below.

#### *C-2 Tourist Commercial to C-3 General Commercial*

The Riverfront Vision Plan recommends rezoning the three blocks designated as Tourist Commercial (C-2) to another commercial zone. As noted above, the uses allowed in the C-2 zone are more limited than those permitted in the other commercial (C-3 or C-4) zones. Rezoning these blocks to another commercial zone in the Urban Core may help implement the Vision Plan's policy of allowing a mix of commercial, residential and water-dependent uses. The Vision Plan made a similar recommendation for the adjacent block in the Bridge Vista area that was zoned C-2. As part of the Bridge Vista code amendment project, that block was rezoned to C-3. For the sake of consistency, the team recommends a similar approach for the Urban Core. The permitted uses for the C-3 zone would be limited in the Urban Core, as described below.

#### *S-2A Tourist-oriented Shorelands to C-3 General Commercial and C-4 Central Commercial*

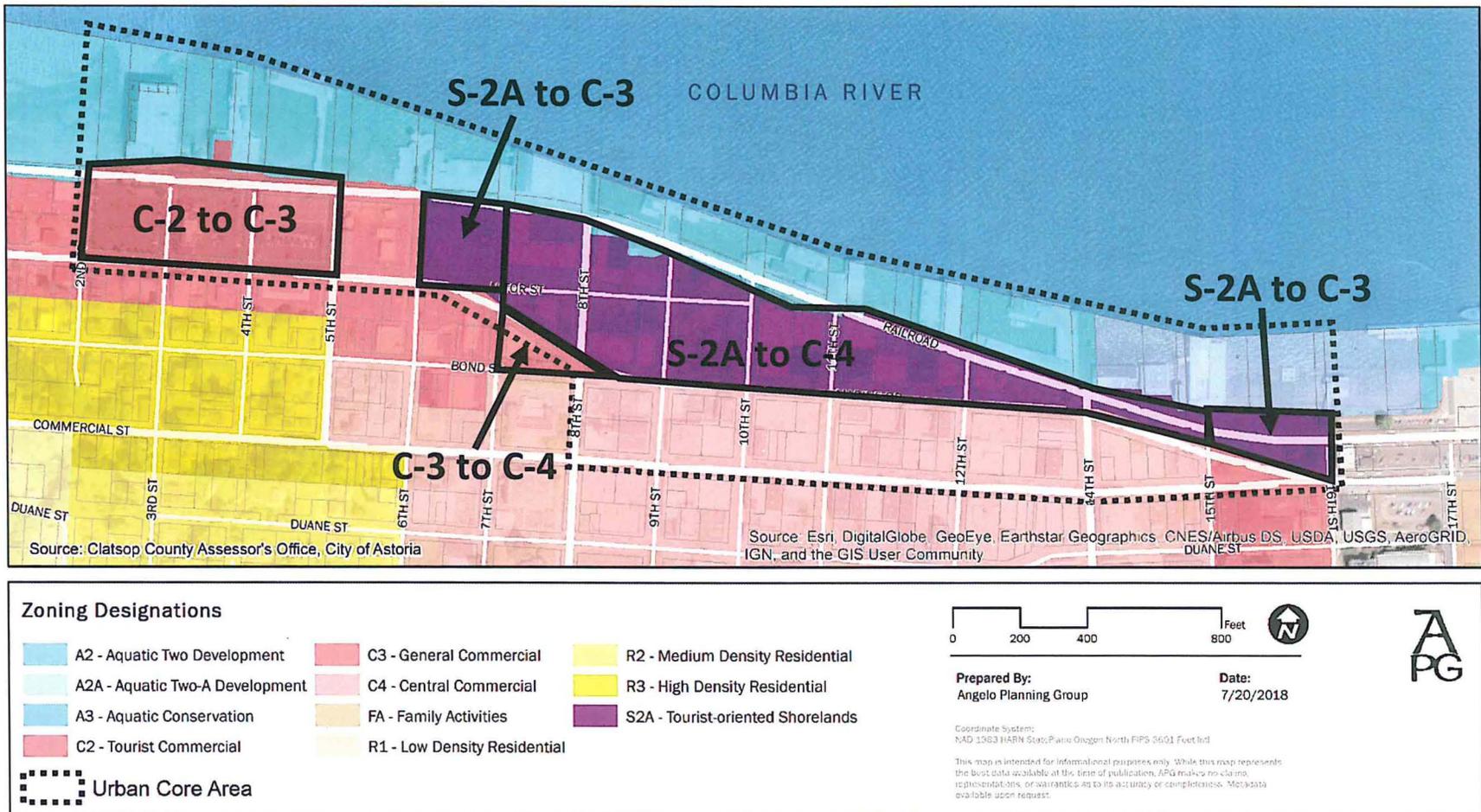
The Tourist-oriented Shorelands (S-2A) zone may no longer be a useful zoning designation in this area. As noted in Table 1, the permitted uses in the S-2A zone are largely limited to tourism-related uses, such as tourist-oriented retail sales and hotels, as well as some water-related uses such as boat repair. While the area zoned S-2A functions as an extension of the downtown area to the south (zoned C-4 Central Commercial), it does not permit the same full range of uses that are appropriate for a downtown area—such as regular retail stores and personal services such as hair salons. In addition, many of the water-related uses allowed in the zone are less relevant both because the zone does not extend over the water and because none of these types of uses currently exist in this area. As such, the team recommends rezoning the S-2A area as follows:

- Between 6<sup>th</sup> and 7<sup>th</sup> Streets: to C-3 (consistent with the area to the west).
- Between 7<sup>th</sup> and 15<sup>th</sup> Streets: to C-4 (consistent with the area to the south).
- Between 15<sup>th</sup> and 16<sup>th</sup> Streets: to C-3 (consistent with the area to the south).

#### *C-3 General Commercial to C-4 Central Commercial (one block)*

The team also recommends rezoning the triangular block between 7<sup>th</sup> and 8<sup>th</sup> Streets, and between Marine Drive and Bond Street, from C-3 to C-4. Again, this would maintain consistency between the C-4 block to the south and the proposed C-4 blocks to the north and be more representative of the kinds of uses found in or envisioned for this area.

Figure 3. Proposed Rezoning



**Other Preliminary Recommendations:**

The following preliminary recommendations are presented for consideration and possible modification by the APC:

- Permit the following uses and activities outright in the Commercial Zones in the Urban Core:
  - Manufacturing or light manufacturing with a retail component.
  - Multi-family dwellings in a new or existing structure above the first floor that has commercial or mixed uses.
  - Existing motels and their expansion and reconstruction if destroyed.
- Permit the following uses and activities as conditional uses in the Commercial Zones in the Urban Core:
  - Motel, hotel, bed and breakfast, inn or other tourist lodging facility and associated uses when parking is located at the rear or interior of the site, screened by the building.
- Prohibit the following uses and activities in the Commercial Zones in the Urban Core (*many of these are currently permitted conditionally in the C-3 zone*):
  - Auto sales and services.
  - Gasoline services stations.
  - Manufacturing or light manufacturing without a retail component.
  - Single-family or two-family dwelling, except above, below or in the rear of first-floor commercial.
  - Animal hospital or kennel.
  - Conference center.
  - Construction service establishment.
  - Drive-through facilities.
  - Hospital.
  - Repair service establishment not allowed as an Outright Use.
  - Transportation service establishment.
  - Wholesale trade or warehouse establishment.
- Defer to the base zones for regulation of all other uses.

**Questions for the APC**

1. Do you support the suggestions to rezone the C-2, S-2A, and C-4 areas described above?
2. Multi-family dwellings not part of a mixed-use development will continue to be permitted outright in the C-3 Zone, and conditionally in the S-2A Zone, unless the Urban Core prohibits this. Do you agree with this recommendation?
3. Should motel, hotel and bed and breakfast uses be allowed as conditional uses (as recommended) or prohibited?

4. Are any other uses listed here inappropriate in this area based on direction in the Astoria Riverfront Vision Plan or other considerations?

## Development Standards

Development standards, such as floor area regulations, can assist in complementing uses in the downtown core. In particular, restricting very large buildings in and around downtown Astoria provides compatibility with the area's existing character and smaller standard building size by prohibiting uses such as "big box" stores. It can also help limit building mass and promote human-scaled development, and can strengthen the pedestrian orientation of these areas.

## Bridge Vista Approach

In the BVO Zone, the gross floor area of on-land commercial uses is limited to 30,000 square feet. This number was chosen because 30,000 square feet is the approximate size of a small grocery store.

## Preliminary Recommendation:

Similar to the BVO Zone, the project team recommends a maximum gross floor area of 30,000 square feet for on-land commercial uses in the Urban Core area. The code also should be clear about whether this restriction applies to a single building and to multiple buildings which are part of a single development.

## Other Ideas?

Are there other ways that development in the Urban Core area can complement the uses in the downtown core that are not addressed here?

## Tiffany Taylor

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**From:** alohash@aol.com  
**Sent:** Monday, November 19, 2018 9:15 PM  
**To:** Tiffany Taylor  
**Subject:** Urban Core Plan



Just a few thoughts from someone who has visited Astoria numerous times over the years and who now owns a place on the Riverwalk..... please take notice of other coastal towns who have buried the freshness of their charm with the over-development of the unique, but limited highlighted viewpoints. Please don't move in the direction of morphing the Riverwalk into a Buildingwalk or a Businesswalk. Building after building will decrease the appeal of a walk along the trolley tracks. And, with every addition of a building the riders of the trolley car will find less and less enjoyment from their view to the north and will find their sense of claustrophobia increasing with advancing construction on the town-side of the tracks. How many times will they need to exit the trolley in order to find an access alley between buildings to see the river and the life and traffic that make it so fascinating. Will they keep doing that? Will guests and residents soon tire of driving around block after block to find parking? Will traffic snarls and delays on and off of the main traffic pattern become a sad reality that becomes our "normal"? I urge balance and continued caution by decision-makers as they consider changes which could open the doors to development which creates a trickle-down pattern that lessens the quality that resides within this very special town.

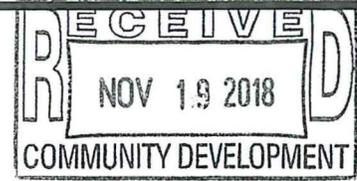
Thank you for considering my comments.  
Sandy Huston

Sent from my iPhone

## Tiffany Taylor

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**From:** Lori May <lorimay97103@gmail.com>  
**Sent:** Sunday, November 18, 2018 11:40 AM  
**To:** Tiffany Taylor  
**Subject:** Astoria Waterfront



I am not opposed to a hotel per se. What I object to is having the river view blocked for the residents of Astoria. The horrible idea of having corridors we can peak through to see the river is not a solution. If old buildings can be repurposed then great! Otherwise we don't need old buildings that can't be restored.

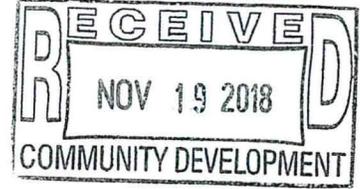
I realize that developers are in it to make money but we can't just let them do what they want without regard for those of us who live here.

Lori May  
Tony Estrada

## Tiffany Taylor

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**From:** Curtis Roegner <curtis.roegner@gmail.com>  
**Sent:** Sunday, November 18, 2018 9:29 AM  
**To:** Tiffany Taylor  
**Subject:** water front visioning.



1. A big NO! to view-blocking chain hotels
2. YES to expanded waterfront utilization for the public - bars & restaurants, shops and housing. Pedestrian dominated. Public space for festivals/gatherings.

Many other cities have reclaimed waterfront space for people and the cities' cultural, civic, and business sectors have all thrived. We can too.

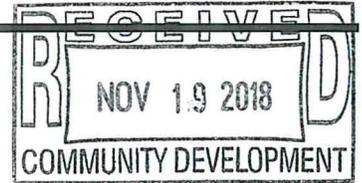
**DO NOT GIVE THE FUTURE OF ASTORIA TO THE INTERESTS OF CORPORATIONS!**  
Corporations are not people and do not care for people

c roegner

## Tiffany Taylor

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**From:** Terrie Bay Powers <trrbaypowers@gmail.com>  
**Sent:** Sunday, November 18, 2018 7:42 AM  
**To:** Tiffany Taylor



Just a few ideas that I would like to see implemented in the Urban Core Plan (and in the other river view areas as well!)  
Parking! Not just for patrons but also for staff. We can really use parking lots – the new proposed hotel (I know it isn't in this area) doesn't have parking spaces for staff – so where will they park?

NO buildings over 28 feet including roof structures.

NO new hotels or short term rentals – especially no chain hotels.

Set backs AND stepbacks.

Green space and building only taking up a percentage of the lot. 60/40 maybe.

I don't want teeny tiny little wedges that we can use to crane our necks if we want to see the river.

I am more in favor of a working waterfront that offers living wage jobs, not more server and maid jobs when people working those jobs already have nowhere to live.

NOT promoting and working to pull in more tourists. We already have a very big traffic problem, especially in the summer.

Preserving the view and the livability of our town for the residents who are already here and who are paying very large taxes.

Please don't let Astoria go the way of Seaside and Cannon Beach and now Manzanita as well – where residents have to move because they can no longer afford their homes and taxes and the towns are taken over by tourists and out of town owners.

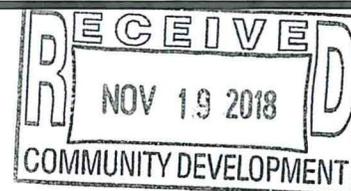
Thank you. Terrie Powers

Sent from [Mail](#) for Windows 10

**Tiffany Taylor**

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**From:** Dick Darby <choiboy1953@gmail.com>  
**Sent:** Friday, November 16, 2018 4:53 PM  
**To:** Tiffany Taylor  
**Subject:** Fwd: Hollander's redo#2



Dear Ms. Taylor; I fully agree with mr. Hague's comments, as below. Astoria parking SUCKS!!! To put 20 MORE folks looking for a spot to park is ridiculous !! Maybe we can use old Safeway sunken site to install a parking garage?? Dick Darby

**From:** George Hague <gbhague@gmail.com>  
**Subject: Re: Hollander's redo#2**  
**Date:** November 16, 2018 at 1:20:15 PM PST  
**To:** Dick Darby <choiboy1953@gmail.com>

Good afternoon,

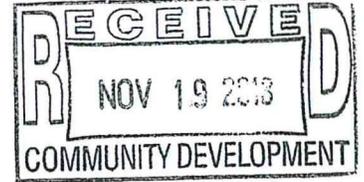
The Urban Core Plan starts on the east side of 2nd Street. The Fairfield Hotel is on the west side of 2nd Street and is part of the already completed Bridge Vista Plan that allows 45 feet with step backs. The project is still too massive for the their lot and that is what the Design Review Committee (DRC) has said.

The project uses every piece of asphalt for parking for its guests and has none for its 20 plus employees. The Fairfield Hotel developer has appealed the DRC's vote to the City Council, but no date has been set.

## Tiffany Taylor

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**From:** Dick Darby <choiboy1953@gmail.com>  
**Sent:** Sunday, November 18, 2018 11:05 AM  
**To:** Tiffany Taylor  
**Subject:** - Riverfront Vision Plan  
**Attachments:** Town Hall\_9-13-18\_Comments.pdf



Dear Ms. Taylor; Just a not to let you know my wife and I totally agree with the following list, Dick Darby

The attachment has the comments submitted at the September 12 Community meeting on the plan. Please scroll through all the pages to read all the ideas and concerns expressed by some of your fellow Astorians. You can use them to send the Commissioners a quick email by Monday afternoon. It will have been about 2 1/2 months since these ideas were expressed and we need to repeat many of them again and again so they make an impression on them for this meeting.

The attachment includes this following partial list of ideas/concerns:

*No new development over the water*

*Height of buildings on land shall not exceed 28 feet — including roof mounted equipment.*

*Require adequate parking per new development*

*Setbacks and stepbacks are completely inadequate as a strategy to preserve views*

*No canyons of buildings*

*No corridors*

*No more buildings*

*Those we have over the river required parking for all uses allowed*

*Rood mounted equipment required as part of the building height.*

*No balconies:either side*

*System development fee needed*

*Maintain existing view from the river walk*

*No further building without addressing parking first.*

*No balconies should be built over or next to the river walk*

*Current building should be worked on before building any new ones*

*With so little buildable land, over-water development may become necessary*

*Get rid of step back design....it doesn't fit Astoria's chapter .... where is the historic criteria and the Historic Landmarks Commission (HLC) input?*

*No building taller than 28 feet*

*NO new motels, condos, especially chair hotels and hotel and short term apartment rentals*

*At least 35 — 40 % left without buildings*

*I am in favor of not encouraging more tourist growth. Residents first*

*Bring living wage jobs and making our waterfront a place that is friendly to the people who live here and pay property taxes.*

*Too many beach communities limit Locals access to the water. The cost of living and buying a place to live becomes unaffordable.*

*We have something very special to keep control of*

*Save and protect our town from developers who want to take advantage of our town*

*The slides/pictures used during the presentation are very misleading by showing wide river vistas next to over the water building. The slides need to show what will be allowed which is over the water 45 foot buildings side by side by side by side by side by side by side with the only vistas being managed corridors you walk through to have a viewpoint of the river. Do NOT continue using these misleading slides/pictures.*

*Sufficient parking needs to be required/located for all new and repurposed building uses allowed under the Urban Core Plan and not deferred to another time/study.*

*Roof mounted equipment needs to be part of the height limit within this special Urban Core Plan*

*NO Balconies on either side of the Riverwalk*

Please try to email Ms Taylor some thoughts by this Monday afternoon to be include in the Commissioners agenda packet, but If you cannot make it, then send her something for the Planning Commission before their meeting on Tuesday November 27th.

If you can attend the meeting to speak and/or support those who do, it would be excellent.

Please share with others and I hope you enjoy Thanksgiving,

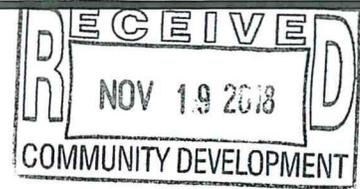
George (Mick) Hague

**P.S. The City has recently proposed a few “Limitation Area” which will restrict building over the water, but are proposing many more “Non-Limitation Areas” over the water which would block river views from the Riverwalk. It is good to support the Limitation Areas, but please repeat the points made above to encourage them to eliminate the Non-Limitation Areas.**

**Tiffany Taylor**

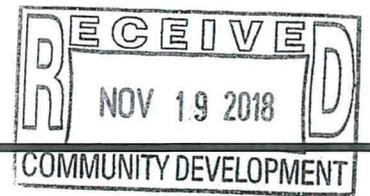
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**From:** Rachel <raculr@gmail.com>  
**Sent:** Monday, November 19, 2018 10:31 AM  
**To:** Tiffany Taylor  
**Subject:** Urban core plan



I agree with many other writers and speakers that the emphasis should be on utilizing existing buildings, and that traffic and parking issues must be addressed before new businesses are considered.  
Thank you for this opportunity to contribute.  
Rachel Ulrich

**Tiffany Taylor**



**From:** George Hague <gbhague@gmail.com>  
**Sent:** Monday, November 19, 2018 10:33 AM  
**To:** Tiffany Taylor  
**Subject:** Thoughts on Astoria's Urban Core Plan for the Planning Commission -- Riverfront Vision Plan  
**Attachments:** Town Hall\_9-13-18\_Comments.pdf

Good morning/afternoon Planning Commissioners,

Please take a few minutes to read through the ideas and concerns listed below which come from the public comments given at the September 13th Community meeting on the Urban Core Plan found in the attachment. As someone who attended the meeting — as did some of you — I can tell you almost all of these comments were supported by the majority of those in attendance. The opening words in the Daily Astorian article about the meeting read “*Concern about development over the Columbia River and a lack of parking dominate the discussion Thursday night...*”

The attachment includes this following partial list of ideas/concerns by your fellow Astorians:

*No new development over the water*

*Height of buildings on land shall not exceed 28 feet — including roof mounted equipment.*

*Require adequate parking per new development*

*Setbacks and stepbacks are completely inadequate as a strategy to preserve views*

*No canyons of buildings*

*No corridors*

*No more buildings*

*Those we have over the river required parking for all uses allowed*

*Roof mounted equipment required as part of the building height.*

*No balconies:either side*

*System development fee needed*

*Maintain existing view from the river walk*

*No further building without addressing parking first.*

*No balconies should be built over or next to the river walk*

*Current building should be worked on before building any new ones*

*With so little buildable land, over-water development may become necessary*

*Get rid of step back design.....it doesn't fit Astoria's character .... where is the historic criteria and the Historic Landmarks Commission (HLC) input?*

*No building taller than 28 feet*

*NO new motels, condos, especially chain hotels and hotel and short term apartment rentals*

*At least 35 — 40 % left without buildings*

*I am in favor of not encouraging more tourist growth. Residents first*

*Bring living wage jobs and making our waterfront a place that is friendly to the people who live here and pay property taxes.*

*Too many beach communities limit Locals access to the water. The cost of living and buying a place to live becomes unaffordable.*

*We have something very special to keep control of*

*Save and protect our town from developers who want to take advantage of our town*

*The slides/pictures used during the presentation are very misleading by showing wide river vistas next to over the water building. The slides need to show what will be allowed which is over the water 45 foot buildings side by side by side by side by side by side by side with the only vistas being managed corridors you walk through to have a viewpoint of the river. Do NOT continue using these misleading slides/pictures.*

*Sufficient parking needs to be required/located for all new and repurposed building uses allowed under the Urban Core Plan and not deferred to another time/study.*

*Roof mounted equipment needs to be part of the height limit within this special Urban Core Plan*

*NO Balconies on either side of the Riverwalk — eliminate them as a possible feature on the sides of buildings facing the Riverwalk.*

It would **be wrong** for you to accept the consultants and staff's position that a solution to providing enough parking for all the development allowed under the Urban Core Plan must happen only after you agree to all the possible 45 foot tall building on both sides of the trolley tracks — between 2nd and 16th Street. We already know many people have trouble finding parking now and that will increase with the building of the dialysis center which is in part of the Urban Core Plan and starting at 8th Street it goes over to Commercial Street.

Large urban areas with significant public transit and bike lanes are beginning to decrease parking standards, but we have neither and that is very unlikely to change. The State has already told our City that we are not permitted to allow parking adjacent to our downtown intersections. If the state enforces this standard requirement, we will lose over 200 parking spaces that we currently use and need. **How can you approve zoning for multi-story buildings on both sides of the trolley tracks without first knowing where parking will happen** — even valet parking as one recent hotel proposal is suggesting as a solution needs a

location? Our current City standards for hotel parking doesn't require any space for their employees which exacerbates the problems we face with each new hotel.

Please do not accept the argument that current zoning could be even worse. Astorians deserves better and please represent them with your vote as a Planning Commissioner.

I hope you enjoy Thanksgiving,

George (Mick) Hague

## Astoria Riverfront Vision Plan – Urban Core Area

### COMMENTS

Received prior to the Town Hall Meeting

Do not allow misleading slides on Sept. 12 or future presentations on the Urban Core.

(Staff note: see attached comments Mr. Hague made on the work session agenda packet from the APC 8/7/18 meeting and submitted to staff)

- George "Mick" Hague, 1 2<sup>nd</sup> Street #201, Astoria / [gbhague@gmail.com](mailto:gbhague@gmail.com)  
Rec'd via hand-delivery / August 23, 2018

### COMMENTS

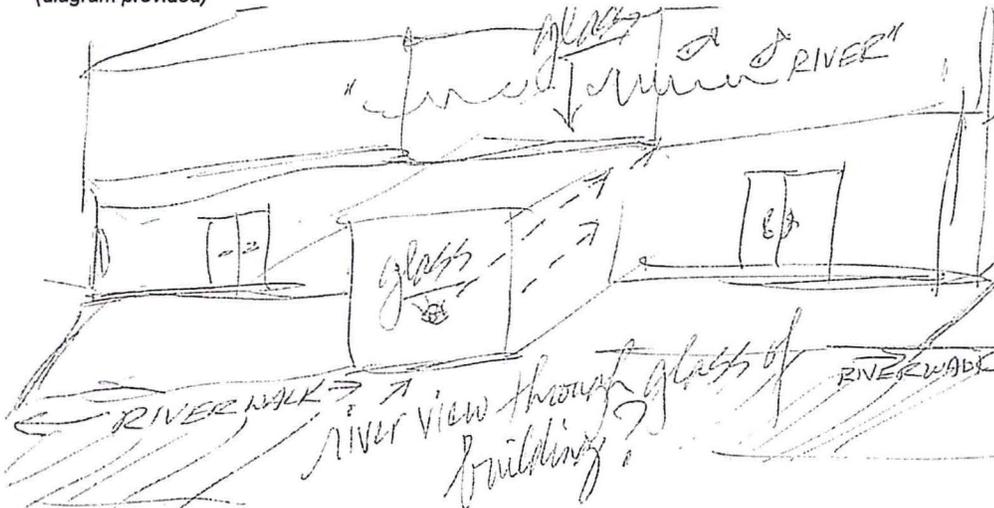
Received at the Town Hall Meeting / September 13, 2018

There should be NO new development over the water and any new development over land should have a height limit of 28' or lower. Any new development should be residential. We do not need more restaurants or hotels downtown, nor do we need a tourist commercial zone. Consider requiring adequate parking per new development. Setbacks and stepbacks are completely inadequate as a strategy to preserve views. Additionally, they should not be considered an adequate trade for additional height. Lastly, will staffing be taken into consideration so that developers have adequate staff (City) to work with (Development Director)?

- Andrea Mazzarella, 875 Franklin Ave, Astoria / [andreamazz83@gmail.com](mailto:andreamazz83@gmail.com)

I have read all of the City Council minutes from 2005-2012. During this time the riverfront visioning committee was formed, including Elizabeth Menetry, Ernie Barrows and McLaren Innes, citizens of standing within our City. For over 13 years the City has gone back and forth about what is good for our town. Emphatically, the citizens have been vocal about the number of stories of buildings along the river—3! No more, no canyons of buildings, no corridors, sweeping views and generous portals. This town was built on water industries. The river is our blood. Consider underwater stories. One below, two above. I can connect you to companies who specialize in this. It does not have to be expensive. Underground parking in "old Safeway pit" with plaza above.

(diagram provided)



- P. Mattson McDonald, 22 Nimitz #2, Astoria / [matmcd2002@gmail.com](mailto:matmcd2002@gmail.com)

No more buildings. Those we have over the river required parking for all uses allowed. Roof mounted equipment required as part of building height limit. No balconies: either side. System development fee needed. Maintain exiting views from river walk.

- Anonymous

There should not be any further building without addressing parking first. No balconies should be built over or next to the river walk. Current buildings should be worked on before building anything new. NO NEW BUILDINGS should be built higher than the same layer of the water.

- Carissa Conklin, 1533 3<sup>rd</sup> Street, Astoria / [carissaconklin@gmail.com](mailto:carissaconklin@gmail.com)

Building over water is expensive so excessive width and height restriction is tantamount to barring any development there. With so little buildable land, over-water development may become necessary for our economy in the future. Parking is far less a problem than is being suggested (by comparison to larger cities) and will be mitigated in the next 20+ years in automotive technology (smaller, self-parking + ride-shares).

- David Reid / [reid4924@gmail.com](mailto:reid4924@gmail.com)

Get rid of the step back design. It almost guarantees the building will not fit in with Astoria's character. Where is the historic criteria and the HLC involvement?

- Anonymous

### COMMENTS

Received after the Town Hall Meeting

Thoughts on Town Hall meeting and some Urban Core Riverfront Vision Plan Slides should not be used at September 13<sup>th</sup> Town Hall (see 3-page email attached).

- George "Mick" Hague, 1 2<sup>nd</sup> Street #201, Astoria / [gbhague@gmail.com](mailto:gbhague@gmail.com)

*Rec'd via email / Sept. 13, 2018 @ 11:26pm*

Here are my comments on the Riverfront Vision Plan. NO buildings taller than 28 feet. NO new motels, hotels or condos, especially chain motels and hotels and no short term apartment rentals. I liked the percentage plan where a percentage of the property had to be without buildings. I like a high number here too—like 35-40%. I'm in favor of step backs and setbacks. I'm in favor of the corridor concept but only if the first 3 thoughts I've shared are met so the corridors are wide and open. Suggest that any new building provides and maintains a green space that can be shared with residents of the City. I'm in favor of NOT encouraging more tourist growth. Residents first—including developers that are local, businesses that bring living wage jobs and making our riverfront a place that is friendly to the people who live here and pay property taxes. We've seen it happen in too many beach communities. Locals without access to the water and the cost of living and buying a place to live and taxes on already owned properties becoming unaffordable.

- Terrie Bay Powers / [trrbaypowers@gmail.com](mailto:trrbaypowers@gmail.com)

*Rec'd via email / Sept. 29, 2018 @ 7:33am*

To whom it may concern: Thank you for the opportunity to provide input on this important matter. I believe the vision plan (for all four areas) be kept under tight reins to control the growth of our town/city of Astoria. There's a lot of work to do to keep it working for our people who live and work here. We all come first!! You live here, I live here. We have something very special to keep control of. We love our view of the river and sky. I am a boat captain and love to see Astoria from the water. More people who live here should see it from the river as well. Save and protect our town from developers who want to take advantage of our town. Keep it clean, fix what we need fixing, help our town keep its special charm that we love. Find a way to get a bypass road built. There has to be a way. Don't push the easy button and ignore what we need and not just get what we want. Thank you.

- Will Johnson, 509 Kensington Ave., Astoria / [ocml1326@gmail.com](mailto:ocml1326@gmail.com)

*Rec'd via USPS / October 1, 2018*

Urban Core



8/23/18

Submitted by George Hauge

# AGENDA

## ASTORIA PLANNING COMMISSION

August 7, 2018

6:30 p.m.

2nd Floor Council Chambers

1095 Duane Street \* Astoria OR 97103

- 1. CALL TO ORDER *Do Not allow misleading slides*
- 2. ROLL CALL *on Sept 17 or*
- 3. MINUTES *future presentations*
  - a. There are no new minutes to approve
- 4. Work Session *on the*
  - a. Riverfront Vision Urban Core *Urban Core*
- 5. REPORT OF OFFICERS
- 6. STAFF/STATUS REPORTS
- 7. PUBLIC COMMENT (Non-Agenda Items)
- 8. ADJOURNMENT

THIS MEETING IS ACCESSIBLE TO THE DISABLED. AN INTERPRETER FOR THE HEARING IMPAIRED MAY BE REQUESTED UNDER THE TERMS OF ORS 192.630 BY CONTACTING COMMUNITY DEVELOPMENT DEPARTMENT, 503-338-5183.



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MEMORANDUM

## Project Summary and Code Evaluation

### Astoria Riverfront Vision Plan Code Amendments – Urban Core

DATE July 25, 2018  
TO Brett Estes and Rosemary Johnson, City of Astoria Community Development Department  
FROM Matt Hastie and Kate Rogers

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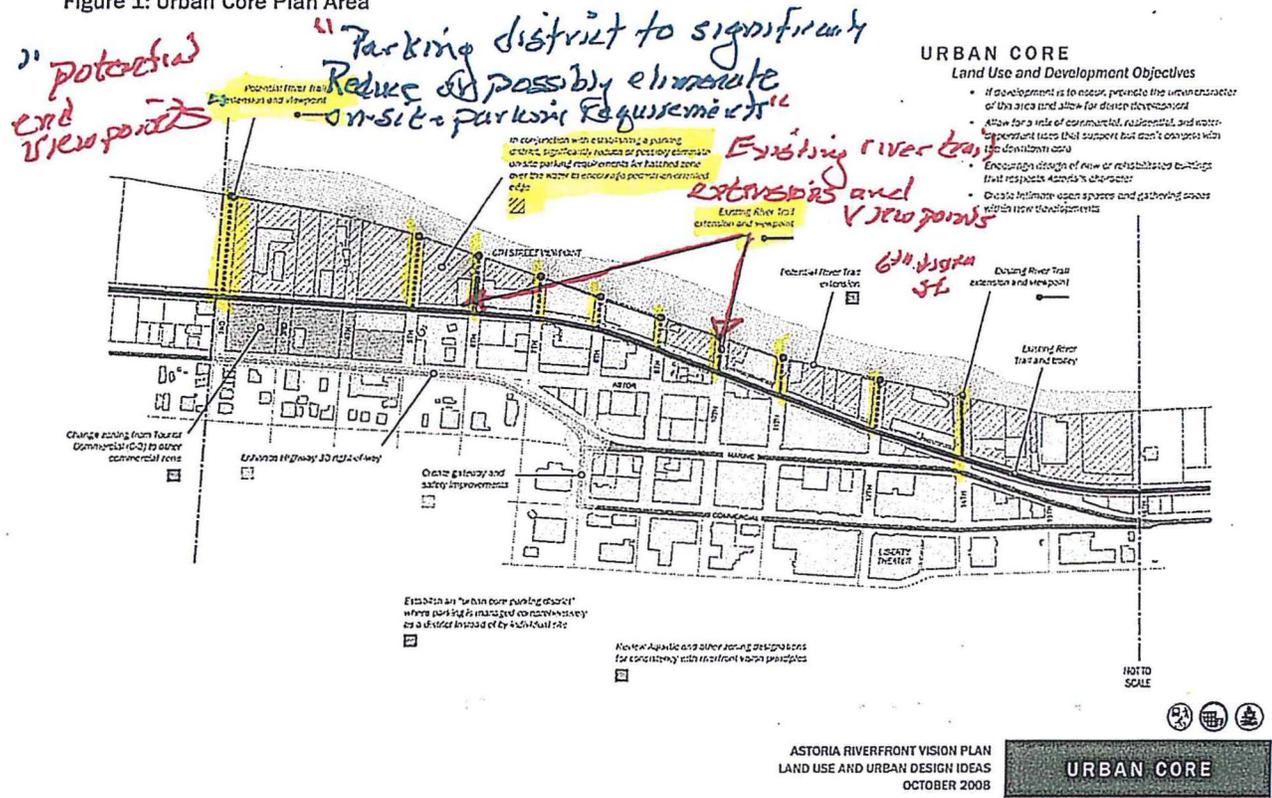
#### A. PROJECT OVERVIEW, OBJECTIVES & OUTCOMES

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The Astoria Riverfront Vision Plan was adopted in 2009 and describes a future vision and specific recommended implementation measures related to open space, land use, and transportation plans along the Columbia River waterfront. For purposes of the Riverfront Vision Plan, the city's riverfront was divided into four sub-areas: Bridge Vista, Urban Core, Civic Greenway, and Neighborhood Greenway. The City of Astoria has already adopted implementation measures for three of the four sub-areas of the larger Riverfront area. The Civic Greenway and Bridge Vista Plan Area implementation projects were completed in August 2014 and June 2015, respectively, and Neighborhood Greenway Plan Area was completed in November 2015. The current project focuses on the remaining plan area—the Urban Core (shown in Figure 1). The intent of the project is to implement policies and recommendations identified in the Vision Plan—both general objectives and specific recommendations for the Urban Core—with updated development code text, comprehensive plan language, and map amendments.

This report is intended to provide a summary of issues related to potential Urban Core code amendments. It reviews the Riverfront Vision Plan's policies and recommendations, summarizes the approach used for code amendments in other riverfront sub-areas, and considers land use, development, and other issues specific to the Urban Core area. The report also describes types of code provisions expected to be drafted for the Urban Core area, along with examples of draft standards to illustrate potential planning tools or concepts. Lastly, it outlines the project schedule and identifies next steps.

Figure 1: Urban Core Plan Area



ASTORIA RIVERFRONT VISION PLAN  
 LAND USE AND URBAN DESIGN IDEAS  
 OCTOBER 2008

**URBAN CORE**

## B. RIVERFRONT VISION PLAN POLICIES AND RECOMMENDATIONS

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### Guiding Principles

The Riverfront Vision Plan is built around five core principles, which serve as a framework for the Plan's policies and recommendations. These guiding principles should provide the overall policy direction for any code amendments within the Urban Core.

1. Promote physical and visual access to the river.
2. Encourage a mix of uses that supports Astoria's "working waterfront" and the City's economy.
3. Support new development that respects Astoria's historic character.
4. Protect the health of the river and adjacent natural areas.
5. Enhance the River Trail

### Urban Core Policies & Recommendations

The Urban Core area extends from 2<sup>nd</sup> Street to approximately 16<sup>th</sup> Street, from the pierhead line to Marine Drive, and to Commercial Street between 8<sup>th</sup> and 16<sup>th</sup> Streets. The Vision Plan calls for this area to retain its urban character with the highest levels of development density among the four riverfront sub-areas. The Plan also identifies opportunities for gathering places with various amenities that engage visitors, and for maintaining visual and physical access to the Columbia River. Policies and recommendations specific to the Urban Core are organized into three categories: Natural Features, Land Use and Urban Design, and Transportation and Other Public Improvements.

#### *Natural Features*

Policies and recommendations around natural features in the Urban Core focus on creating gathering places and maintaining access to the river.

- Provide opportunities for "people places" which accommodate human scale activities while allowing managed views of the river through building corridors.
- Create an urban edge to the riverfront as an extension of the River Trail around new development.
- Complement working urban core with benches, lighting and railing within the character of the existing riverfront.

#### *Land Use and Urban Design*

Land use and urban design recommendations for the Urban Core area focus on retaining and enhancing the area's urban character, while still promoting riverfront access. The Plan notes that "this area is and will continue to be characterized by a more dense level of development." It further states that "this area will allow for a mix of commercial, residential and water-dependent uses that support, but should not compete with downtown development." The Plan identifies the following land use policies:

- If development is to occur, promote the urban character of the area and allow for dense development.
- Allow for a mix of commercial, residential and water dependent uses that supports but does not compete with the downtown core.
- Encourage design of new or rehabilitated buildings that respects Astoria's character.
- Create intimate open spaces and gathering places within new developments.
- Use setbacks, stepbacks and other measures to ensure an open feel and continued visual access to the river.
- Work with property owners, including those with existing leases to maximize open areas over the water.

#### *Transportation and Other Public Improvements*

The plan proposes a number of transportation and other public improvements for the Urban Core area:

- Improved bicycle and pedestrian facilities and streetscaping along Marine Drive.
- Improved pedestrian connection across Marine Drive at 6th Street
- Safety and gateway treatments to the 8th Street and Marine Drive intersection
- Streetscaping along Commercial Street between 8th and 16th Streets
- Wayfinding and other pedestrian amenities along 12th Street between Duane Street and the river
- Safety and gateway treatments to the 15th Street and Marine Drive intersection
- Create and manage a new parking district in the riverfront area

*Allow only if they plan for the ultimate buildout of the urban core.*

#### **C. CURRENT ZONING**

Figure 3 provides a map of the current zoning within the vicinity of the Urban Core. The Urban Core itself includes six zoning designations:

- Overwater: Aquatic Development zones (A-2 and A-2A).
- On-land: Tourist Commercial Zone (C-2), General Commercial (C-3), Central Commercial (C-4), and Tourist-oriented Shorelands (S-2A).

The allowed uses for each of these zones are summarized below. The key development standards are summarized in Table 1 at the end of this section.

#### **A-2 – Aquatic Two Development Zone**

The Aquatic Two Development (A-2) zone occupies much of the over-water area within the Urban Core. Per the Astoria Development Code, the purpose of the A-2 zone is to enhance the unique character of the Downtown Waterfront and Maritime Museum subareas by providing for their redevelopment as mixed-use areas. Any redevelopment should be compatible with, and give priority to, water-dependent uses.

Some of the permitted uses within the A-2 zone include water-dependent commercial and industrial uses, boat building and repair, water-dependent facilities, public piers, and water-related commercial uses such as boat sales and fish or shellfish sales. Conditional uses include various uses that provide significant visual access to the waterfront, include eating and drinking establishments, hotels, and tourist-oriented retail sales. Office, personal service, and residential uses are permitted conditionally when they are part of a mixed-use development that also includes tourist-oriented uses.

#### A-2A – Aquatic Two-A Development Zone

The Aquatic Two-A Development (A-2A) zone occupies a portion the over-water area on the east end of the Urban Core. The purpose of the A-2A zone is to provide for its redevelopment as a mixed-use area while permitting exclusive office use on piling supported structures.

Permitted and Conditional uses in the A-2A zone are very similar to the A-2 zone. However, the A-2A zone also conditionally allows office uses without the same restrictions that apply to the A-2 zone. Residential uses are permitted conditionally when they are part of a mixed-use development that also includes tourist-oriented uses.

#### C-2 – Tourist Commercial Zone

The Tourist Commercial (C-2) zone occupies roughly three blocks of the Urban Core, between 2<sup>nd</sup> and 5<sup>th</sup> Streets and between Marine Drive and the railroad. The purpose of the C-2 zone is primarily to provide suitable locations for tourist commercial facilities and certain tourist related establishments. The uses allowed in the C-2 zone are more limited than those permitted in the other commercial (C-3 or C-4) zones.

Some of the permitted uses include eating and drinking establishments, hotels, and tourist-oriented retail. Conditional uses include residential dwellings as accessory uses to another use, indoor family entertainment. Non-tourist retail and office uses are permitted conditionally when they are a part of a mixed-use development.

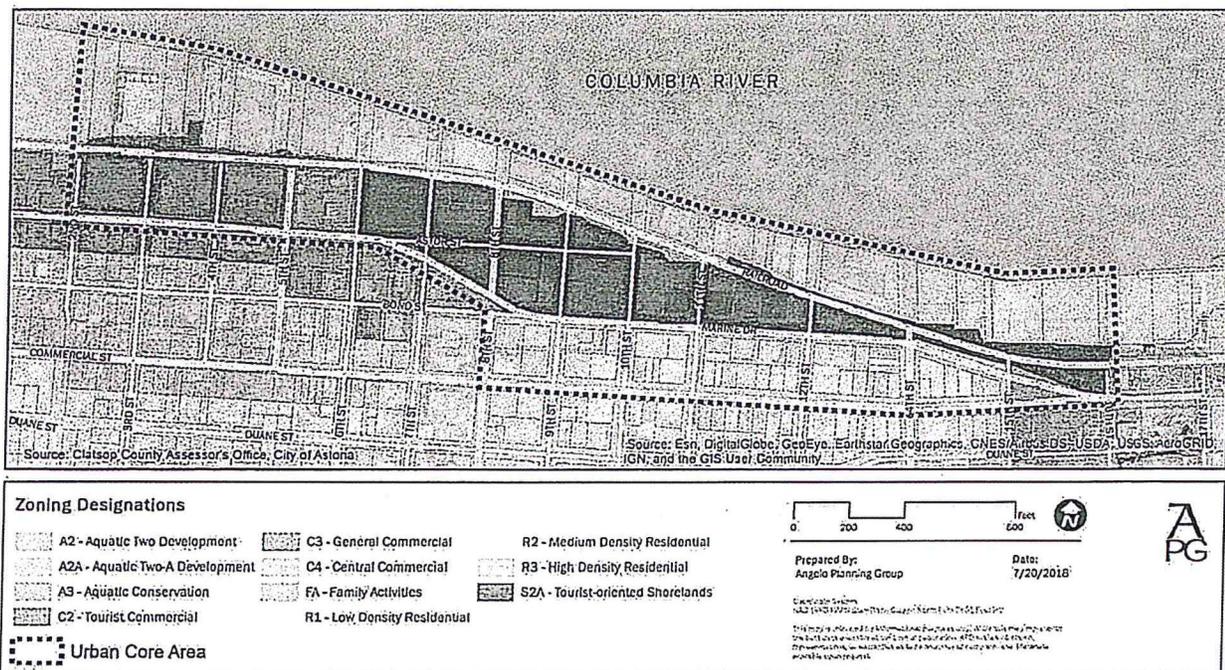
#### C-3 – General Commercial Zone

The General Commercial (C-3) zone occupies just one block of the Urban Core, to the east of the C-2 zone between 5<sup>th</sup> and 6<sup>th</sup> Streets and between Marine Drive and the railroad. The C-3 zone is primarily intended to accommodate a wide range of commercial businesses, particularly those requiring a high degree of accessibility to vehicular traffic.

A variety of commercial uses are permitted in the C-3 zone, including eating and drinking establishments, hotels, personal and business services, repair services, retail sales, and indoor family recreation. In addition, the C-3 zone permits multi-family dwellings, and single- or two-family dwellings that are above, below, or behind commercial facilities. Conditional uses include gas stations, hospitals, light manufacturing, and wholesale trade.

*Astoria's standards for hotel and eating drinking establishments  
I really DO NOT require enough parking.*

Figure 2. Zoning Map



### C-4 – Central Commercial Zone

The Central Commercial (C-4) zone covers roughly six blocks of the Urban Core, between 8<sup>th</sup> and 15<sup>th</sup> Streets and between Commercial Street and Marine Drive. This zone is intended to be the commercial center of the Astoria urban area. It is designed to serve as the focal point for retail trade, services, professional, financial, and governmental activities. The uses permitted are intended to be compatible with the locale's pedestrian orientation and, as a result, off-street parking is not required.

The list of permitted and conditional uses in the C-4 zone is fairly similar to the C-3 zone. A few key differences are that hotels and indoor recreation are conditional uses in the C-4 zone. Also, multi-family dwellings are permitted conditionally, but must be located above commercial uses on the first floor. In addition, the C-4 zone does not allow the more intense construction offices and auto related uses such as automotive sales and service and gas stations.

### S-2A – Tourist-oriented Shorelands Zone

The Tourist-oriented Shorelands (S-2A) zone accounts for a good portion of the on-land area of the Urban Core and sits between the C-3/C-4 zones to the south and the A-2 zone to the north. The purpose of the S-2A zone is to provide for mixed-use tourist-oriented development that retains and takes advantage of the working waterfront character of the area. The uses permitted are intended to be compatible with pedestrian orientation. The emphasis is on the rehabilitation and reuse of existing structures.

Some key permitted uses in the S-2A zone include tourist-oriented retail, eating and drinking establishments, specialized food stores (such as seafood markets), hotels, boat repair and sales, and indoor family recreation. Conditional uses include non-tourist oriented retail, multi-family dwellings, offices, and repair services.

**Table 1: Development Standards in Zones within the Urban Core Area**

Zone	Maximum Height	Setbacks	Maximum Lot Coverage	Notes
A-2	28' Except 45' above grade of adjacent shoreland between extended 15th-21st St. right-of-way, and between 6th Street and the Astoria-Megler Bridge	Buildings sited no closer than 25' to a line extending from intersection of City right-of-way and shoreline to the pierhead line Buildings sited as close to bankline as practical	None listed	[See Note 1] Buildings should relate to or connect with adjacent street ends or public access points
A-2A	28'	None listed	None listed	[See Note 1]

Zone	Maximum Height	Setbacks	Maximum Lot Coverage	Notes
C-2	45'	None listed Except 5-foot "buffer" when adjacent to a lot in a residential zone	90% (Minimum 10% landscaped open area)	Commercial and recreational facilities subject to Design Review Standards (Section 2.375.10) [See Note 3]
C-3	45'	None listed Except 5-foot "buffer" when adjacent to a lot in a residential zone	90% (Minimum 10% landscaped open area)	[See Note 2] [See Note 3]
C-4	45'	None listed Except 5-foot "buffer" when adjacent to a lot in a residential zone	None listed	No minimum off-street parking required
S-2A	28' Except 45' above grade of adjacent shoreland between extended 15th-21st St. right-of-way	None listed	None listed	No off-street parking required between 8 <sup>th</sup> and 14 <sup>th</sup> Streets Certain uses subject additional design/development standards in Section 2.715 [See Note 1] [See Note 3]

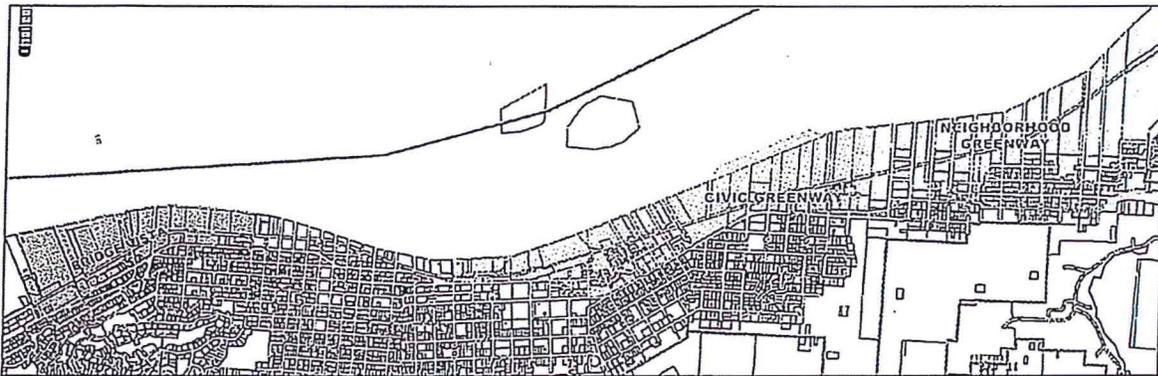
**Notes**

1. Columbia River Estuary Shoreland and Aquatic Area Use and Activity Standards in Article 4 do not provide additional height, setback, and lot coverage standards for zones and uses in the study area. The standards address issues like access, vegetation, and parking.
2. The Astor-East Urban Renewal District Plan suggests general site and building design guidelines but these have not been developed or adopted into code language.
3. Columbia River Estuary Shoreland Overlay (CRESO) zoning applies to S-1, S-2, S-2A, S-3, and S-4 zones, and areas with 50' of the shoreline, and refers to Columbia River Estuary Shoreland and Aquatic Area Use and Activity Standards (Article 4) for development standards; it does not include any additional development standards.

## D. APPROACH USED IN OTHER SUB-AREAS

The City of Astoria has already adopted implementation measures for the other three sub-areas of the Riverfront Vision Plan. These measures included updated comprehensive plan language, map amendments, and the creation of three new overlay zones, depicted in Figure 4: the Civic Greenway Overlay Zone (CGO), the Bridge Vista Overlay Zone (BVO), and the Neighborhood Greenway Overlay Zone (NGO). These overlays are regulated by Article 14 of the Development Code; specifically, Sections 14.035-14.075 (CGO), Sections 14.085-14.125 (BVO), and Sections 14.130-138 (NGO).

Figure 3: Existing Overlay Zones



It is likely that a similar approach will be taken with the Urban Core, and that the City will adopt a new overlay zone that includes many similarities to the other overlays. Some of the key aspects of those overlay zones are summarized below.

### Use Standards

Each of the overlay zoning districts modifies the allowed uses applicable to the base zones—but the way in which they are modified varies for each overlay. Generally speaking, the overlays apply additional use limitations for overwater development. The overlays also modify, to some extent, the list of permitted or conditional uses within the base zones. In some areas, additional uses are permitted on-land that would not be permitted (or would be conditional uses) in the base zones. In addition, the Bridge Vista Overlay Zone includes a subdistrict—the Pedestrian-Oriented District—to which additional use and development standards apply.

### Development Standards

Each of the overlay zones apply additional development standards beyond what the base zones require. Generally, these standards are intended to preserve views and access to the river and to promote pedestrian-oriented development where applicable. Each of the overlays apply separate standards to overwater and on-land development, respecting the different urban form, uses, and level of regulation necessary to achieve the desired outcomes in these areas. The key overwater standards include:

Additional standards are found in the following categories:

- **Building Dimensions**
  - Maximum building height is reduced in both overwater and on-land areas, though the amount varies by zone and by specific area. The most restrictive standards require overwater buildings to be no higher than the top of the adjacent riverbank in a number of specific areas, with the intent of maintaining unobstructed views of the river within a large portion of the Riverfront Vision planning area.
  - Maximum floor area is limited in some places, in order to limit the overall size of buildings.
  - Maximum width of overwater structures is limited, based on the percentage of the parcel width.
- **View Corridors** – Minimum separation between overwater buildings applies in the BVO zone.
- **Setbacks & Stepbacks**
  - Minimum setbacks are required for on-land development along north-south rights-of-way in the BVO and CGO zones, to provide a minimum view corridor width.
  - Setbacks and Stepbacks are also required in the BVO zone adjacent to the River Trail.
- **River Access** – River access is required in the form of piers or walkways for overwater development within the BVO and CGO zones.

### Design Standards

The Riverfront Vision Plan identifies the need for architectural design requirements or a design review process to help ensure compatibility with historical or existing architectural character, to encourage or require use of certain materials, to ensure variation in building facades (articulation), and to govern other aspects of building and site design.

Each of the three overlay zones incorporates design standards and/or guidelines that are not applicable to development in the base zoning districts. Each overlay takes a different approach to these design requirements, as outlined below. Generally speaking, development within these areas is subject to requirements related to building forms, windows, doors, wall treatments, roof forms or elements, signs, doors. Development in certain areas may also be subject to requirements for lighting, landscaping, and awnings.

#### *Civic Greenway Overlay Zone*

Residential development applications within the CGO have two options for design review: they may pursue administrative review, subject to the Design Review *Standards* outlined in Section 14.065 of the CGO chapter; or they may go through the public design review process, subject to the Design Review *Guidelines* outlined in Section 14.025. Those guidelines were originally adopted for the Gateway Overlay Zone in 1998. The boundaries for the more recently-adopted CGO and the Gateway Overlay are very similar.

Non-residential and mixed-use development in the CGO must be reviewed through the public design review process, using the Design Review Guidelines.

#### *Bridge Vista Overlay Zone*

All development applications within the BVO must be reviewed through the public design review process and are subject to a combination of both design standards and design guidelines specific to the BVO (Section 14.115). Standards and guidelines in this section fall into the broad categories of building style and form, roof form and materials, doors, windows, siding and wall treatment, awnings, lighting, signs, and landscaping.

#### *Neighborhood Greenway Overlay Zone*

As in the CGO, residential development applications in the NGO have two options for design review: administrative review, using Design Review Standards specific to the NGO (found in Section 14.134), or public design review, using NGO-specific Design Review Guidelines (found in Section 14.135). Non-residential and mixed-use development applications must be reviewed through the public design review process and must follow the design guidelines.

## **OTHER ISSUES TO CONSIDER**

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Nine years have passed since the Riverfront Vision Plan was adopted in 2009, and some conditions in Astoria have changed and issues have arisen that could shape implementation measures within the Urban Core. The City can also evaluate the preliminary success of the overlay zones already adopted for the three other sub-areas and may wish to make adjustments in the Urban Core based on lessons learned. City staff has identified a few key issues that should be considered in developing code amendments for the Urban Core:

### *1. Intensity of Development*

Staff conveyed that some community members believe the Riverfront Vision Plan calls for too much development in the Urban Core, particularly along the riverfront. There is a particular concern about the riverfront area competing with Astoria's Downtown. It should be noted that the Riverfront Vision calls for development in the Urban Core area to support, but not compete with, Downtown development. Staff also pointed out that the uses and intensity of development that the Plan calls for in the Urban Core are more restrictive than what the code currently allows. However, these community concerns should be considered when crafting land use regulations and development standards for the Urban Core.

### *2. Design Review*

Staff also identified the need for additional clarity with any design guidelines or standards that are adopted in the Urban Core. In administering the design guidelines for a development in the Bridge Vista Overlay area, users found that the guidelines allowed too much discretion. Staff suggested that guidelines and/or standards for the Urban Core should be crafted with more

specific language that provides less room for interpretation. Staff also suggested that guidelines should be stricter in its requirements around building modulation and massing to avoid a monotonous design and to ensure desired design outcomes for this area.

## **E. TYPES OF CODE PROVISIONS EXPECTED TO BE APPLICABLE IN THE URBAN CORE**

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This section provides a summary of standards from earlier code update efforts that are likely to be considered for application in the Urban Core. Since the Neighborhood Greenway Overlay zone is less applicable to conditions in the Urban Core, the summary will focus primarily on the Bridge Vista Overlay and Civic Greenway Overlay zones.

### **1. Land Uses**

The Riverfront Vision Plan recommends reviewing the Aquatic and other zoning designations for consistency with Riverfront Vision principles.

#### *Overwater Land Uses*

The two aquatic base zones (A-2 and A-2A) found in the Urban Core area specify permitted and conditional uses or use categories within each zone. The Civic Greenway Overlay zone modifies these lists by specifying which uses are permitted outright or conditionally within the overlay zone. Notably, the list of conditional uses in the CGO does not include eating and drinking establishments, retail uses, or hotels, each of which is allowed conditionally in the A-2 and A-2A zones if they provide significant visual access to the waterfront.

Alternatively, the Bridge Vista Overlay zone modifies the list of permitted over-water uses by *prohibiting* certain uses otherwise allowable in the base zones. Similar to the CGO, the BVO prohibits eating and drinking establishments, retail uses, and hotels. The Neighborhood Greenway Overlay zone makes few modifications to permitted overwater uses in the applicable base zone.

The City will need to consider whether the Urban Core should follow the BVO and CGO in restricting overwater development of restaurants, retail, and hotels (along with other uses). It will also need to determine which mechanism is used to limit uses in a potential Urban Core overlay—either listing permitted/conditional uses or specifying prohibited uses.

#### *On-land Uses*

The BVO establishes a Pedestrian-Oriented sub-district in which the list of on-land permitted uses is modified to encourage uses that would enhance—and prohibit uses that would detract from—the pedestrian realm. Modifications to the base zones include allowing light manufacturing uses with a retail component (such as breweries with a taproom), and residential dwellings above commercial uses on the ground floor. Prohibited uses in the Pedestrian-Oriented District include auto-related businesses and drive-through facilities.

The City should consider whether a similar pedestrian-oriented subdistrict should be established in the Urban Core. This subdistrict could not only have special use regulations, but could also have special development standards (as is the case in the BVO) to enhance the pedestrian environment. Given the intention of continuing to allow a relatively intensive mix of urban uses in this area, it may be appropriate to be less restrictive about the range of commercial uses in this area. However, this will need to be balanced with the policy of minimizing competition with the Downtown.

*Recommended Zone Change*

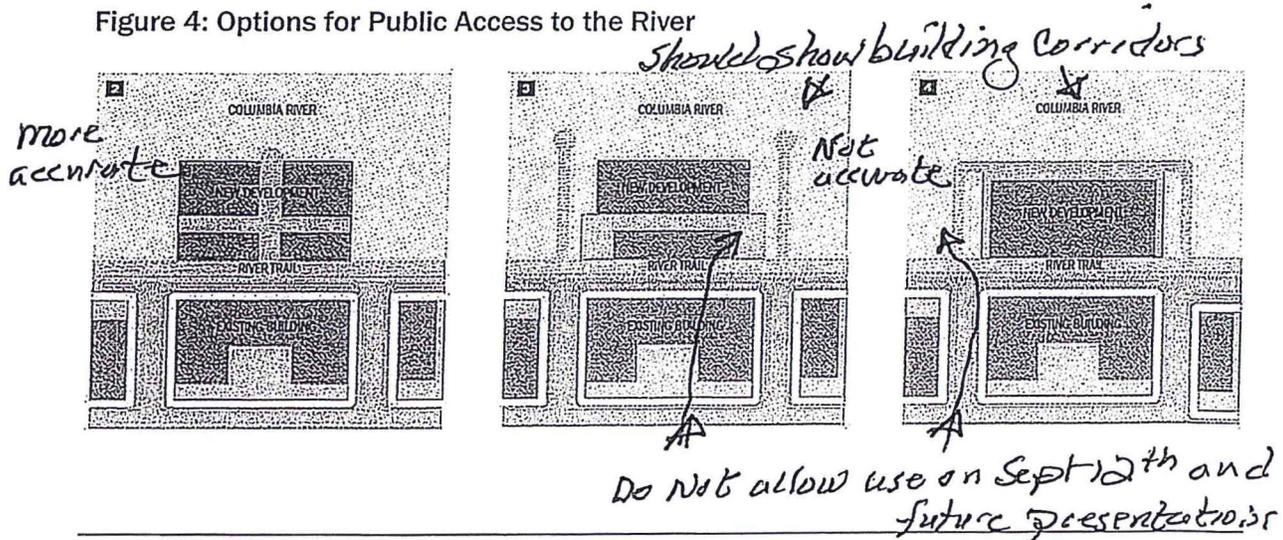
The Riverfront Vision Plan recommends a change in zoning for three blocks at the west end of the Urban Core from Tourist Commercial (C-2) to another commercial zone (see Figure 3). As noted above, the uses allowed in the C-2 zone are more limited than those permitted in the other commercial (C-3 or C-4) zones. Rezoning to C-3 or C-4 in the Urban Core may help implement the Vision Plan’s policy of allowing a mix of commercial, residential and water dependent uses. However, the Vision Plan also states that the Urban Core should not compete with Downtown. It may be that the C-3 and C-4 zones allow development intensities or uses that could compete with Downtown, thereby not meeting the community’s vision for the Urban Core. Further discussion is needed to determine appropriate zoning for these three blocks.

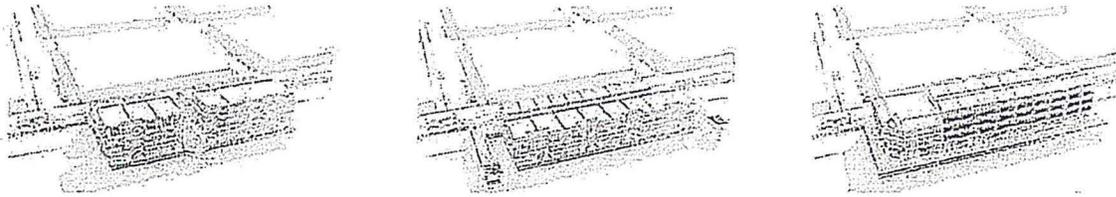
**2. Access to Water and Open Space**

The Riverfront Vision Plan identifies the need to incorporate site design and development provisions within the Urban Core that require or provide incentives for setbacks, setbacks, or provision of public open space (either over water or on land) that improve visual or physical access to the water. This section addresses physical access to the water and open space; visual access to the water is addressed in Section 3.

The Riverfront Vision Plan identifies four options to ensure the public continues to have direct visual and physical access to the river in areas where overwater development may be approved in the future. These options include: mid-site access, viewpoints, and trail extension and are shown below in Figure 5 (from the Riverfront Vision Plan).

Figure 4: Options for Public Access to the River





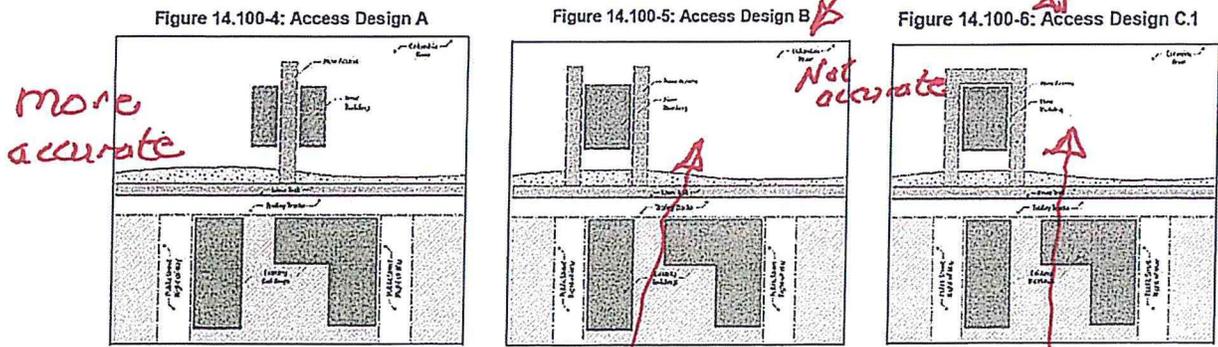
The options are described as follows in the Vision Plan, relying on mechanisms such as dedications, easements, and improvements in public right-of-way:

- Access through the middle of the site – A public easement and pier through the middle of the site would be dedicated to help break up the massing of the development and provide access to the water.
- Viewpoints – A pier improvement is constructed within the public right-of-way on both sides of the development. Where there is not public right-of-way, right-of-way would need to be dedicated or an easement would need to be created.
- River Trail extension – A River Trail pier improvement is constructed along the waterfront side of the development. The extension would connect to the existing River Trail with pedestrian connections on both sides of the development.

These options for waterfront access were implemented directly in the Bridge Vista and Civic Greenway overlay zones, with code language and graphics adapted from the Vision Plan. The code graphics for the three access options from the BVO zone (Section 14.100) are provided in Figure 6. The overlays also include standards for pier and walkway width and length.

Similar riverfront access standards are likely to be considered for the Urban Core overlay as well, given similar goals of ensuring direct access to the river in this area.

Figure 5: Riverfront Access Options from BVO Zone *where are the buildings on this?*



### 3. Preservation of Views

The Riverfront Vision Plan calls for the preservation of views to the Columbia River through the use of setbacks, stepbacks, maximum building height, and other measures in the Urban Core. The Plan

suggests that building height trade-offs—reducing height in some areas while allowing taller buildings in other areas—may be desirable as long as a maximum height is enforced.

### *Building Height*

Building height standards within each of the three existing overlay zones area summarized in Table 2 below. The approach to maximum height is different within each zone, and for overwater versus on-land development.

**Table 2: Building Height Standards in Overlay Zones**

	Overwater	On-land
CGO	Top of riverbank 35 <sup>th</sup> to 41 <sup>st</sup> Street exception: Buildings >500' from shoreline allowed up to 28'; must have min. 75' wide view corridor separation between buildings	28' Up to 35' permitted if stories above 28' stepped back 10'
BVO	Limitation areas: top of riverbank Others: 35'	35' Up to 45' permitted if stories above 24' stepped back 10'
NGO	Top of riverbank	

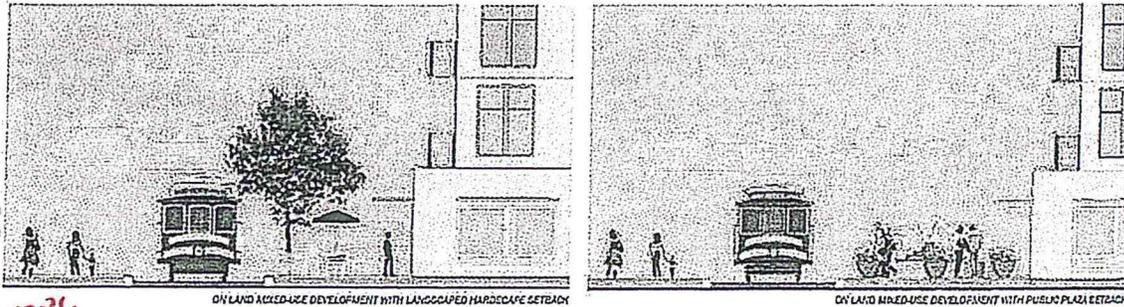
As outlined in Table 1, the maximum height in the base zones within the Urban Core area generally ranges from 28 feet for the aquatic zones to 45 feet for the on-land zones. The approach for overwater development within the Bridge Vista area is to strictly limit height within certain “limitation areas” while allowing taller buildings in other areas. The City may decide to take a similar approach within the Urban Core. The City may also choose to keep the 45-foot height limit in on-land areas, but to require setbacks for stories above a certain height—similar to the setback provisions in the CGO and BVO zones (discussed below).

### *Setbacks, Stepbacks and View Corridors*

The Riverfront Vision Plan calls for setbacks, stepbacks, and view corridors in the Urban Core to protect views toward the river and along the River Trail, as well as to create a sense of openness and to preserve sunlight. Figure 7 is a graphic from the Vision Plan that illustrates potential setbacks along the River Trail.

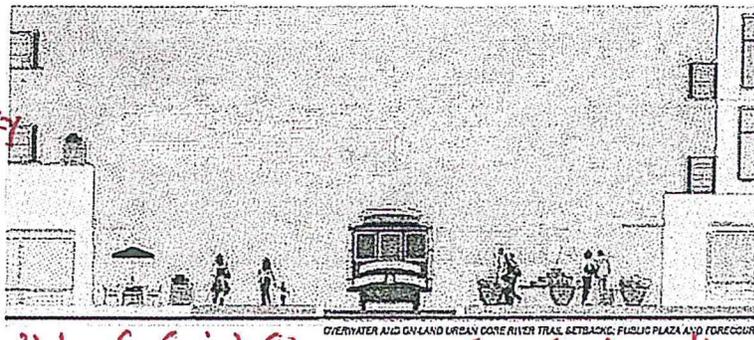
*where is the building corridors on both sides of the trolley tracks*

Figure 6: Riverfront Trail Development Setbacks



*ON Sept 17th  
None of these should be used, they do not reflect the text.*

*why the balconies?*



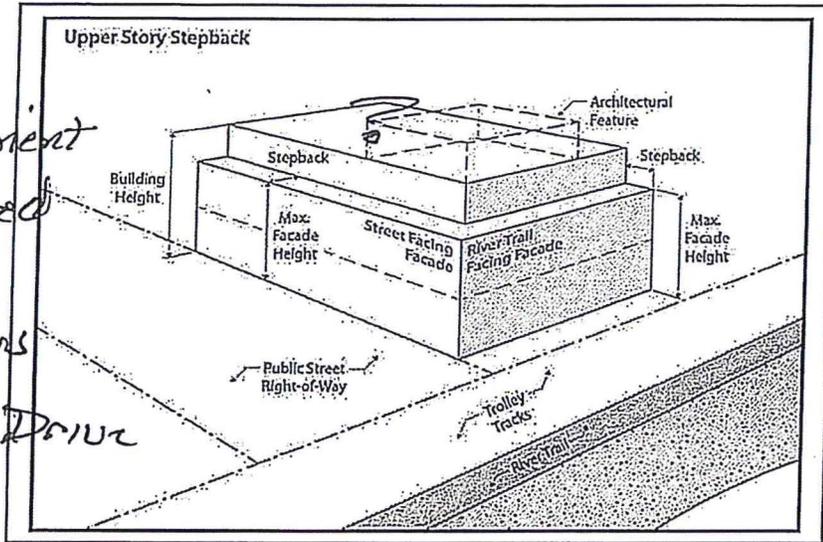
*Inaccurate = height of first floor significantly less than distance to trolley*

In the CGO and BVO zones, setbacks are required for on-land development along north-south rights-of-way to preserve a minimum view corridor width of 70 feet. Overwater development in the BVO zone must provide a minimum 40 foot wide view corridor separation between buildings. Adjacent to the River Trail, the minimum setback is 10 feet on the south side and 20 feet on the north side. Conversely, a maximum setback of 5 feet is established in the BVO zone for development fronting Marine Drive and all parallel rights-of-way. This may be extended to 20 feet for up to 50% of the building facade if the setback is used for a walkway, plaza, courtyard, or other pedestrian-oriented amenity or public gathering space. Similar setback standards may be considered for the Urban Core. Establishing similar maximum setbacks along certain streets would help promote the urban character and pedestrian orientation called for by the Vision Plan, while also encouraging the creation of plazas and gathering spaces.

**Stepbacks** are required in the CGO and BVO zones adjacent to the River Trail when buildings exceed a certain height. In the BVO zone, portions of the building above 24 feet must be stepped back by at least 10 feet; in the CGO zone, the specified height is 28 feet. Accordingly, building stories above the second floor will be stepped back. This is illustrated in Figure 8. A similar requirement is likely for Urban Core development along the River Trail. It should be noted that Figure 7, above (from the Vision Plan), illustrates building stepbacks above the ground floor, rather than above the second floor. Some discussion is needed to determine whether stepbacks in the Urban Core should follow the precedents established by the other overlay zones, or if they should more closely follow the Vision Plan's guidance.

Figure 7: Building Stepbacks in the BVO Zone

*Roof mounted equipment must be included in all building height limitations south of Marine Drive*



Other standards identified for preserving views in the BVO and CGO zones include maximum width for overwater structures, based on the percentage of the parcel width, and maximum floor area to limit the overall size of buildings. For overwater development in the BVO zone, building widths are limited to 60% of the parcel width (or 150 feet, whichever is greater), and within Limitation Areas, building floor area is limited to 4,000 square feet.

#### 4. Design Standards or Review

The Riverfront Vision Plan indicates that a design review process and/or new design review standards should be used to ensure that new development in the Urban Core respects Astoria’s historic character. The Plan states that standards should be flexible to allow for diversity in building design. Although as noted above, there should be a balance between flexibility and clarity, so that standards and/or guidelines can be easily and consistently administered. It should be noted that most of the Urban Core is within a National Register Historic District which also requires historic design review.

As mentioned above, the Civic Greenway Overlay zone provides two possible review tracks for development applications: an administrative track using design standards specific to the CGO, and a discretionary track using design guidelines originally developed for the Gateway Overlay district. Residential development may choose either the administrative or discretionary track, while non-residential and mixed-use development must go through the discretionary public design review process. The Bridge Vista Overlay zone provides only one review process: public design review using a combination of design standards and guidelines specific to the BVO.

For the Urban Core, the City may wish to consider establishing a customized set of design standards and/or guidelines that are specific to urban design patterns seen in this part of the city. Because the City is required to provide clear and objective standards for development of “needed housing,”

design standards would need to be established for residential development. These standards could be adapted from those created for the CGO and/or BVO zones. As in the other overlays, design standards and guidelines in the Urban Core are likely to address some or all of the following: building style and form, roof form and materials, doors, windows, siding and wall treatment, awnings, lighting, signs, and landscaping.

### NEXT STEPS AND SCHEDULE

Over the next 10 to 12 months, the consultant team will work with City staff to develop amendments to the City’s zoning code, zoning maps, and comprehensive plan policies associated with the Urban Core Area. The process will involve one public Town Hall meeting; four Planning Commission work sessions and one public hearing; and one City Council work session and one public hearing; as well as several meetings with the staff Project Management Team.

#### Project Timeline (tentative)

	2018						2019				
	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May
Prepare Code Evaluation Summary											
APC Work Session #1		8/7									
Town Hall Meeting			9/12	<i>Do Not allow misleading slides</i>							
Prepare Draft #1 of Amendments											
APC Work Session #2				10/23							
APC Work Session #3					11/27						
Prepare Draft #2 of Amendments											
APC Work Session #4							1/8				
City Council Work Session								2/4			
Prepare Draft #3 of Amendments											
APC Public Hearing									3/26		
Prepare Draft #4 of Amendments											
City Council Public Hearing 1st reading										4/22	
Prepare Final Amendments											
City Council Public Hearing 2nd reading and adoption											5/6

## Detailed Project Summary

### Task 1. Project Startup (Jul-Aug 2018)

- Project Management Team (PMT) Meeting #1 – Review Code Evaluation Memo
- Planning Commission Work Session #1 – Receive confirmation of the overall approach to code provisions to implement the Riverfront Vision Plan, as well as specific comments on issues to be addressed in the Urban Core area.

### Task 2. Public Review & Outreach (Aug-Sep 2018)

- Town Hall Meeting – Discuss the approach to the project, the types of code amendments envisioned, and comments, concerns or code issues identified by community residents, business and property owners, and workers.

### Task 3. Draft Code Amendments #1 (Sep-Nov 2018)

- Prepare Draft Urban Core Amendments #1 to City development and zoning code, zoning maps, comprehensive plan policies, and other relevant urban land use regulations for the Urban Core Area.
- PMT Meeting #2 – Discuss draft Urban Core amendments
- Planning Commission work sessions #2 and #3 – to review and discuss the draft code amendments

### Task 4. Planning Commission Work Session, Public Meeting and City Council Work Session (Dec 2018-Feb 2019)

- PMT Meeting #3 – Review updated draft code amendments
- Prepare Draft Urban Core Amendments #2 to reflect direction from PMT
- Planning Commission work session #4 – Review and discuss the revised draft code amendments
- City Council work session – Brief City Council on the draft code amendments, key issues and comments from Planning Commission, and community feedback from the Town Hall meeting

### Task 5. Planning Commission and City Council Public Hearings (Feb-May 2019)

- PMT Meeting #4
- Draft Urban Core Amendments #3 to reflect direction from the PMT, Planning Commission and City Council
- Planning Commission public hearing – Review and discuss the revised draft code amendments proposed for adoption
- Draft Urban Core Amendments #4
- City Council public hearing – Review and discuss the revised draft code amendments proposed for adoption

### Task 6. Final Products (May 2019)

- Final Urban Core Amendments



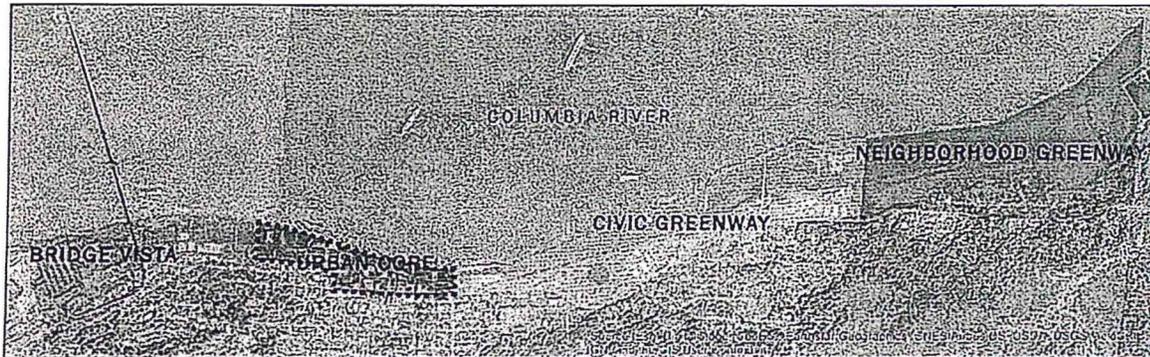
# ASTORIA RIVERFRONT VISION PLAN

## CODE AMENDMENTS FOR THE URBAN CORE

### Project Overview

The City of Astoria is considering potential changes to the City's Development Code aimed at implementing recommendations in the *Astoria Riverfront Vision Plan*. This planning effort will focus on recommendations for the "Urban Core" area located approximately between 2<sup>nd</sup> Street and 16<sup>th</sup> Street, from the pierhead line to Marine Drive, and to Commercial Street between 8<sup>th</sup> and 16<sup>th</sup> Streets.

The *Riverfront Vision Plan*, adopted in 2009, includes a variety of recommendations related to land use and development, transportation improvements, and parks and open space facilities along the Columbia riverfront. The Plan identifies four different sub-areas along the riverfront (depicted below) and identifies both customized policies for each area and general recommendations for the entire riverfront.



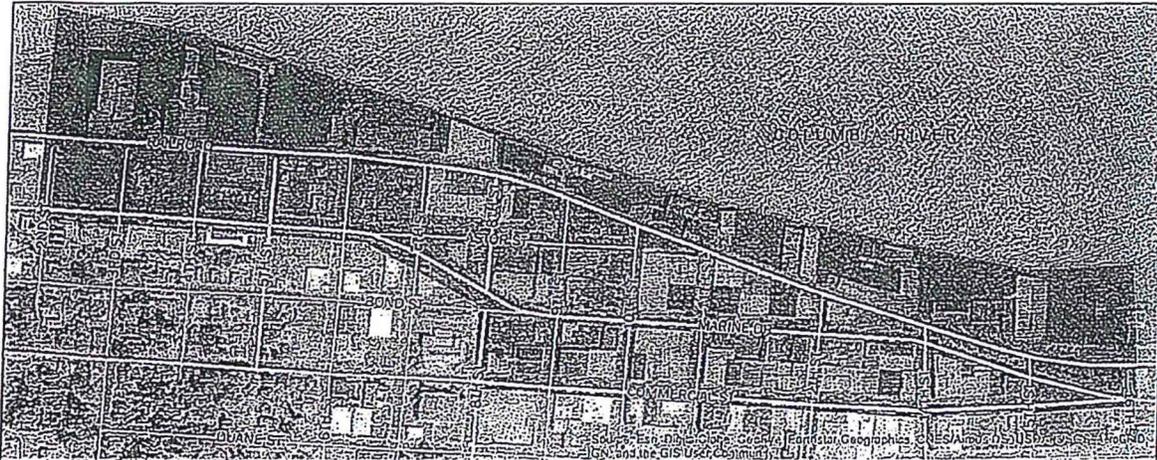
*Riverfront Vision Plan Sub-areas*

The City adopted implementing Comprehensive Plan policies and Zoning Ordinance provisions for the Civic Greenway, Bridge Vista, and Neighborhood Greenway Plan Areas between 2014 to 2015. The City is now focusing on the remaining plan area—the Urban Core. The intent of the project is to implement policies and recommendations identified in the *Vision Plan* with updated development code text, comprehensive plan language, and map amendments.

### Riverfront Vision Plan Principles

Code amendments within the Urban Core will be guided by five core principles identified in the Riverfront Vision Plan:

- (1) Promote physical and visual access to the river;*
- (2) Encourage a mix of uses that supports Astoria's "working waterfront" and the City's economy;*
- (3) Support new development that respects Astoria's historic character;*
- (4) Protect the health of the river and adjacent natural areas; and*
- (5) Enhance the River Trail.*



*Urban Core Area*

### Urban Core Policies and Recommendations

In addition to the guiding principles, the *Vision Plan* also identifies specific policies and recommendations for the Urban Core around land use and urban design, natural features, and transportation. Policies relevant to the development code update project focus on retaining and enhancing the area’s urban character, promoting riverfront access, designing buildings that respect Astoria’s character, creating intimate gathering places, and ensure continued visual access to the river. Development code updates may address requirements associated with types of land uses allowed in different areas, building heights, building siting and design, landscaping, and requirements for access to the river, as well as retaining views of the river and surrounding areas.

### Project Process and Timeline

Between now and spring/summer 2019, City of Astoria staff will work with the community and a team of consultants to develop amendments to the City’s development code, zoning maps, and comprehensive plan policies associated with the Urban Core Area. The community will have the opportunity to learn more about the project and weigh in at a Town Hall meeting planned for September 13, 2018, and at several Planning Commission and City Council meetings. A tentative schedule is provided below.

	2018						2019				
	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May
Background Research	█										
Town Hall Meeting			◆								
Prepare, Review & Revise Draft Amendments			█								
Planning Commission Hearing									◆		
City Council Public Hearing										◆	
Adopt Final Amendments											◆

For more information about the project, please contact Brett Estes, City of Astoria Community Development Director, at (503) 338-5183 or [bestes@astoria.or.us](mailto:bestes@astoria.or.us), or Project Manager Rosemary Johnson at [rosemaryjcurt@gmail.com](mailto:rosemaryjcurt@gmail.com).

## Tiffany Taylor

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**From:** Tiffany Taylor  
**Sent:** Friday, September 14, 2018 11:33 AM  
**To:** Blair Henningsgaard; 'Brookley Henri'; 'Daryl Moore'; 'Jan Mitchell'; 'Jennifer Cameron-Lattek'; 'Joan Herman'; 'Kent Easom'; 'Sean Fitzpatrick'  
**Subject:** FW: Thoughts on Town Hall meeting & Some Urban Core Riverfront Vision Plan Slides should Not be used at September 13th's Town Hall (not ex parte)  
**Attachments:** Urban Core Plan thoughts II.pdf

Planning Commissioners –

As per Brett/Rosemary, I am forwarding to you a letter and attachment from George "Mick" Hague.



**TIFFANY TAYLOR**  
ADMINISTRATIVE ASSISTANT  
COMMUNITY DEVELOPMENT DEPARTMENT  
1095 Duane Street Astoria OR 97103  
[ttaylor@astoria.or.us](mailto:ttaylor@astoria.or.us)  
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503-338-6538 (fax)

----- Forwarded message -----

**From:** **George Hague** <[gbhague@gmail.com](mailto:gbhague@gmail.com)>  
**Date:** Thu, Sep 13, 2018 at 11:26 PM  
**Subject:** Thoughts on Town Hall meeting & Some Urban Core Riverfront Vision Plan Slides should Not be used at September 13th's Town Hall (not ex parte)  
**To:** Brett Estes <[bestes@astoria.or.us](mailto:bestes@astoria.or.us)>  
**Cc:** Tiffany Taylor <[ttaylor@astoria.or.us](mailto:ttaylor@astoria.or.us)>, Rosemary Johnson <[rosemaryjcurt@gmail.com](mailto:rosemaryjcurt@gmail.com)>

Good morning/afternoon Planning Commissioner,

I am sorry changes to the slides were not made for the Town Hall meeting as suggested below. This caused me to interrupt way too many times during the Town Hall to point out things that were still misleading.

There are events beyond my control that may cause this to be my last meeting I can attend. I hope you will still accept my email comments as if I was there in person.

### **Some points which I feel were expressed by many at the Town Hall meeting.**

Full Parking needs to be required for any and all development allowed — for anything put on paper as part of the plan.

No more new buildings over the water.

Current River views from the Riverwalk need to remain and not managed views between buildings

Building height is a problem.

**A couple of people including myself have concerns with**

do not want any balconies facing the Riverwalk

roof mounted equipment needs to be included as part of any height restrictions.

Pictures/slides that truly represent the height of buildings— not only from afar, but as a series of pictures/slides showing as you continue to walk closer to it until you are at its base.

Sincerely,

George (Mick) Hague

[http://astoria.or.us/assets/dept\\_3/agendas/8718\\_APC\\_Agenda\\_Packet.pdf](http://astoria.or.us/assets/dept_3/agendas/8718_APC_Agenda_Packet.pdf)

Good morning/afternoon Planning Commissioner,

Re: Urban Core Plan's misleading slides and the destruction of the Riverwalk's views.

The color version of the Planning Commission handout in the link found above is better than what I used on Thursday to point out problems with the misleading slides used to explain about the Urban Core section of the Riverfront Vision plan.

Please click on the link found above and scroll down to Figure 1: Urban Core Plan Area (page 2 of 19). This page should be studied. You can see the Riverwalk or as written the "River Trail" as a long red line. To be able to see the river between 2nd and 16th Street under this plan you can see that you would need to take one of the Red Dotted Lines to a viewing area through "managed views" and between "building corridors". **As you look at this page you must realize the hash lines are where future buildings will be allowed over the river and therefore the need for managed views through building corridors. They will not be like the corridors at the end of 6th or 14th street, because those do not have buildings blocking your view on both sides as you walk to a viewing area.**

This page also encourages you to consider establishing a parking district which would allow you to "significantly reduce or possibly eliminate on-site parking requirements". This sounds good, but where south of Marine Drive will they be established and who owns them? **You must require that these parking districts are capable of handling the entire ultimate buildout of the Urban Core during our peak tourist season if you allow this concept.** We already know that when the Fairfield Hotel and eventually Stephanie's Cabin are in full operation, that they will need to use much of what is left of the parking lot space between 2nd and 3rd Street — the Oregon Department of Human Resources will be expanding their current required needs at that lot when they include their future data processing center. As you know the Hotel is not being required to provide any parking for its 20-35 employees, but they will still need a place. The parking lot between 6th and 7th street is already more than 50% full on weekends.

Some larger cities with significant public transportation and bike lanes are cutting back on parking requirements, but since we do not have those in Astoria, please do not accept that thinking. At some point the state will probably tell us that allowing small cars at our downtown intersections will no longer be permitted and when that happens we will lose over 200 currently designated parking spaces. This means any parking district in the downtown area will only maintain the current status quo.

Page 3 of 19 also has a couple of points to question how they will be implemented. "1. Promote physical and visual access to the river" and "5. Enhance the River Trail" My vision of these is much different than the text that will implement it as you can read in the first bullet point on the same page = "allowing managed views of the river through building corridors." This is Not

my vision of promoting physical and visual access to the river or enhancing the River Trail with corridors between buildings as shown with red dotted lines on the previous page.

Figure 4 on page 13 of 19 is not accurate and **should Not be used at the Town Hall meeting on September 12th or any other time**. As Figure 1 shows there will be an almost solid row of 28 - 45 foot tall buildings over the river at buildout if you approve the Urban Plan — page 57 of the Riverfront Vision Plan Part 4 ([http://astoria.or.us/Riverfront\\_Vision\\_Plan.aspx?deptid=3](http://astoria.or.us/Riverfront_Vision_Plan.aspx?deptid=3)) also shows all the ultimate buildout building locations over the water. Figure 4 correctly shows building on the south side of the trolley tracks, but fails to do the same on the north side over the water. These misleading depictions would have you believe that buildings are not going to be side-by-side when over the water and that you will have views from these red dotted lines like we currently have for 6th and 14th Street. Page 55 of the Riverfront Vision Plan explains that "If new development occurs on both sides of the public right-of-way, the pier would include a wider 24-foot wide pier improvement," but this would only be about 10 feet on either side of the red dotted lines and would not allow vistas of the River without having to leave the Riverwalk.

On the next page both the drawings at the top and Figure 5 at the bottom continue to provide misleading information and also **should Never be used to obtain public input** about the Urban Core Plan. They give the viewers the false impression that at ultimate buildout that there will not be buildings side-by-side over the river. That when you walk out on one of those red dotted lines to the places labeled "view access" the slides give the public the false impression that on one side you will have a wide panorama of the river and not the reality of the side of another building. **The people need to know the truth and the slides must show the truth or do not use them.**

These two pages of slides also do not show what will become of the Riverwalk with almost solid buildings on both sides. At buildout people walking the Riverwalk will have a tunnel view with buildings on both sides. None of these slides show this. They will be allowed "managed views" every once in awhile to look straight over to Washington, but sadly they will not have the pleasure of seeing a ship come from afar unless they leave the riverwalk to use one of the dotted red lines to what is labeled "view access".

Figure 6 on page 16 of 19 continues this total misrepresentation of the Riverwalk or do we use the plan's words of River trail? Two of the three drawings would have you believe that buildings will be on only one side and you will have panorama views on the other. **This is totally false and these should not be allowed to obtain public input or explain the Urban Core Plan.** The third drawing shows balconies on both sides. I do not know anyone who lives in Astoria that wants to walk the riverwalk with tourists on their balconies on both sides. You should not allow balconies along the riverwalk and that should start with the the proposed Fairfield Hotel. Once you allow one then it will be almost impossible to deny others.

The paragraph below Figure 6 reads that the plan will only require a multi-story building setback of 10 feet on the south side and 20 feet on the north side of the "River Trail". You need to visualize this with 28 to 45 foot tall buildings on both sides with balconies. In fact you need to add roof mounted equipment to the building height — based on Astoria's very permissive guidelines. There is an example of roof mounted equipment added to a building during the past couple of years within this Urban Core that must be about ten feet in height. **You should make sure any maximum height allowed north of the Marine Drive includes roof mounted equipment.** Another reason these drawings should not be used on September 13th is they are not to scale. The distance between the River Trail and building appear to be easily more than 10 feet based on the height of the first floor of the building as well as the activity shown. It gives the impression that the distance will be much more than what developers will be required to provide. This is another reason to not allow these misleading slides on September 13th to obtain public input on the Urban Core Plan.

***Please encourage Astoria's staff and our paid consultant to replace these ten year old slides with ones which truly represent what will be allowed to be built if the Urban Core Plan is approved as currently written. Only then will the input you receive on September 13th and other public meetings be valid.***

Thank you for taking the time to read this. I hope it helps you in your comments and deliberations on what many consider a very important part of Astoria's future.