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# **AGENDA**

## **ASTORIA PLANNING COMMISSION**

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April 28, 2015  
6:30 p.m.  
2<sup>nd</sup> Floor Council Chambers  
1095 Duane Street • Astoria OR 97103

1. CALL TO ORDER
2. ROLL CALL
3. MINUTES
  - a. January 27, 2015
4. PUBLIC HEARINGS
  - a. Amendment A15-01 by the Community Development Department to amend the Comprehensive Plan to extend the Gateway Overlay Zone (29th to 41st Streets, Lief Erikson Drive to the Columbia River) as reflected in the Riverfront Vision Plan, and miscellaneous plan language to reflect the development that has occurred over the last two decades. Staff recommends approval of the request.
5. REPORT OF OFFICERS
6. MISC.
  - a. Member List – An amended list of Planning Commissioners is attached. This is for Commission information only, no action required.
7. 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 SHERRI WILLIAMS, COMMUNITY  
DEVELOPMENT DEPARTMENT, 503-338-5183.**

## ASTORIA PLANNING COMMISSION MEETING

Astoria City Hall  
January 27, 2015

### CALL TO ORDER:

David Pearson called the meeting to order at 6:56 pm.

### INTRODUCTION OF NEW COMMISSIONERS:

New Planning Commissioners Daryl Moore and Frank Spence were introduced during the Traffic Safety Committee meeting. New Planning Commissioner Jan Mitchell was unable to attend this meeting.

### ROLL CALL:

Commissioners Present: David Pearson, McLaren Innes, Kent Easom, Sean Fitzpatrick, Daryl Moore, and Frank Spence

Commissioners Excused: Jan Mitchell

Staff Present: City Manager Brett Estes, Interim Planner Mike Morgan, Planner Rosemary Johnson, City Attorney Blair Henningsgaard, and Consultant, Matt Hastie, Angelo Planning Group. The meeting is recorded and will be transcribed by ABC Transcription Services, Inc.

### ELECTION OF OFFICERS:

ITEM 4(a): In accordance with Sections 1.110 and 1.115 of the Astoria Development Code, the APC needs to elect officers for 2015. The 2014 officers were President Zetty Pearson, Vice President McLaren Innes, and Secretary Sherri Williams.

Motion by Commissioner Fitzpatrick, seconded by Commissioner Easom to elect David Pearson as President. Motion passed unanimously.

Motion by Commissioner Fitzpatrick, seconded by Commissioner Easom to re-elect McLaren Innes as Vice President. Motion passed unanimously.

Motion by Commissioner Pearson, seconded by Commissioner Easom to re-elect Sherri Williams as Secretary. Motion passed unanimously.

### APPROVAL OF MINUTES:

ITEM 5(a): November 25, 2014

President Pearson asked if there were any corrections to the minutes of the November 25, 2014 meeting. There were none.

ITEM 5(b): December 17, 2014

Commissioner Fitzpatrick noted the following corrections to the minutes of the December 17, 2014 meeting:

- Page 1, Item 4(a), fourth paragraph: "~~Commissioner Pearson~~ **Commissioner Gimre** declared that he was a member of First Presbyterian Church..."
- Page 3, third bullet under Doors and Windows: "Commissioner Fitzpatrick supported clear stories..." He clarified that he was referring to a type of window, which he would have spelled "clerestory". However, Webster's Dictionary does spell the word closer to the way it was spelled in the draft minutes.

Vice President Innes moved that the Astoria Planning Commission approve the minutes of November 25, 2014, as presented, and approve the minutes of December 17, 2014, as corrected; seconded by Commissioner Easom. Motion passed unanimously.



## PUBLIC HEARINGS:

President Pearson explained the procedures governing the conduct of public hearings to the audience and advised that handouts of the substantive review criteria were available from Staff.

### ITEM 6(a):

CU14-15 Conditional Use CU14-15 by Nomadic Properties, LLC to locate professional office space in an existing commercial building at 3990 Abbey Lane, #101, #102 & #109 in the S-2A, Tourist Oriented Shorelands zone.

President Pearson asked if anyone objected to the jurisdiction of the Planning Commission to hear this matter at this time. There were no objections. He asked if any member of the Planning Commission had any conflicts of interest or ex parte contacts to declare. Hearing none, he asked Staff to present the Staff report.

Interim Planner Morgan reviewed the written Staff report. Staff recommended approval of the request with the conditions listed in the Staff report.

President Pearson confirmed there were no questions for Staff and opened the public hearing. He called for a presentation by the Applicant.

Ted Forcum, 3990 Abbey Lane, Owner, Nomadic Properties, LLC, Astoria, said he wanted to convert the spaces listed on the application to professional offices, like the rest of the spaces in Building B. The conditional use would allow the smallest space to be aligned with the use of his only tenant and would accommodate his plans to fill the other two spaces. Parking would be the same as the existing allowable uses. All of the work would be on the interior of the building and might include adding a restroom.

Commissioner Easom believed there may have been a typographical error on Page 2, under Section II.C Proposed Use and asked if the spaces should have been listed as B101, B102, and B109. Planner Johnson explained that the space numbers were actually tax lot numbers and were correctly listed in the Staff report as 8101, 8102, and 8109.

President Pearson called for any testimony in favor of, impartial to, or opposed to the application. Hearing none, he closed the public hearing and called for closing comments of Staff. There were none. He called for Commission discussion and deliberation.

Commissioner Fitzpatrick said the Applicant has been in front of the Planning Commission before; he has always done a lot of homework and has completed a lot of work to make conversions to his property. The project made sense and he was in favor of approving the application.

Commissioner Easom moved that the Astoria Planning Commission adopt the Findings and Conclusions contained in the Staff report and approve Conditional Use CU14-15 by Nomadic Properties, LLC; seconded by Commissioner Fitzpatrick. Motion passed unanimously.

President Pearson read the rules of appeal into the record.

### ITEM 6(b):

CU14-16 Conditional Use CU14-16 by Angela Cosby to establish an accessory dwelling unit in the basement of an existing single family dwelling at 1555 Niagara in the R-1, Low Density Residential zone.

President Pearson asked if anyone objected to the jurisdiction of the Planning Commission to hear this matter at this time. There were no objections. He asked if any member of the Planning Commission had any conflicts of interest or ex parte contacts to declare.

Commissioner Fitzpatrick declared a potential conflict of interest. He knows Ms. Cosby and part of his income is derived from renting residential properties. However, he believed he could make an impartial decision on this application.

Commissioner Easom said he knew Ms. Cosby on a personal and professional basis. He also works in property management, but believed he could vote impartially.

President Pearson asked Staff to present the Staff report.

Interim Planner Morgan reviewed the written Staff report and noted the handwritten notes on Page 3 were corrections that would be made in the Staff report attached to the Order. No correspondence had been received and Staff recommended approval of the request with the conditions listed in the Staff report.

President Pearson opened the public hearing and called for a presentation by the Applicant.

Angela Cosby, 1555 Niagara, Astoria, said she purchased her home 1½ years ago as a fixer-upper. She has made significant upgrades and would like to put an apartment with side access in the basement. The basement is large; it is almost two stories high and has never been finished. The basement laundry room has been completed with electrical, but no insulation. The basement flooring is concrete and gravel.

President Pearson called for any testimony in favor of, impartial to, or opposed to the application. Hearing none, he called for closing comments of Staff. There were none. He closed the public hearing and called for Commission discussion and deliberation.

Commissioner Fitzpatrick believed the request was for an appropriate use. There is definitely a need for affordable housing in Astoria. President Pearson agreed and said the request meets all of the criteria the Commission has been asked to review.

Commissioner Fitzpatrick moved that the Astoria Planning Commission adopt the Findings and Conclusions contained in the Staff report and approve Conditional Use CU14-16 by Angela Cosby, with conditions; seconded by Commissioner Easom. Motion passed unanimously.

President Pearson read the rules of appeal into the record.

#### COMMUNICATIONS:

ITEM 7(a): Letter from Ed Wernicke and Rhonda Gewin regarding the Riverfront Vision Plan

Planner Johnson said the letter, which was received via email, would be discussed during the Work Session.

REPORTS OF OFFICERS/COMMISSIONERS: None.

#### ADJOURNMENT:

There being no further business, the meeting was adjourned at 7:15 pm to convene the work session.

#### WORK SESSION – Bridge Vista Area of the Riverfront Vision Plan:

City Manager Estes updated the Planning Commission on the town hall meeting held to discuss Code language implementing the Bridge Vista Area of the Riverfront Vision Plan (Plan). The purpose of the meeting was to gather additional public input for the Planning Commission to consider. Staff followed up on the issues discussed at the meeting by creating a list of questions for Commissioners.

Matt Hastie, Angelo Planning Group, gave a PowerPoint presentation and reviewed the memorandum in the Staff report, which included the history of implementing the Plan to date; some concerns from citizens and the Planning Commission that have been addressed; and items about which Staff sought direction from the Planning Commission.

President Pearson invited public comments on visual and physical access to the river.

David Carter, 100 W Franklin Avenue, Astoria, said he and his wife purchased their home last spring, paying a premium of more than \$100,000, as the home has spectacular views. He perceived the neighborhoods as being directed at the residents. At a previous meeting, he said if bridges were built out over the piers, he would lose



most of his views of the water. He was told the discussion at that meeting was not about preserving views of the water. He was disappointed that even though he paid a premium for his home, views of the vistas are not included in any of these discussions. The focus is on corporate development, not the residents that paid premiums for their homes in the area. He was very concerned that the residents were not being considered. He moved to Astoria from Denver, Colorado. He lived in Denver during the proliferation of marijuana issues. He believed that by June or July, Astoria would have a problem with people smoking marijuana all along the streets. Currently, Astoria has issues with cruise ship tourists trying to purchase marijuana at the shop downtown who get upset when they are unable to buy it. When marijuana becomes legal, people will be smoking it everywhere. He asked the Planning Commission to consider designating space over the water for smoking marijuana and restrict smoking on the streets. By containing marijuana smoking in a designated area on a pier over the water, it will be easier for police to keep an eye on the people who use marijuana. His primary concern is that his property could lose value if his view of the water is blocked and he was disappointed that this process does not consider the people who live on the hill overlooking the views.

Nadine Faith, 431 Kensington Avenue, Astoria, asked what structures could be built no higher than the bank. She also asked that the options being recommended be better defined so she would have a practical sense of the options being considered.

Mike Weston, Port of Astoria, said the Port preferred Option B, as shown on Page 9 of the memorandum. Options A and C would restrict development on the Port's properties west of the Astoria-Megler Bridge and adjacent to the Seafarer's Memorial. The Port was also concerned about the view corridors. Overwater development is more difficult to implement than development on land. However, with Option B, as development moves out over the water, decks would be built along the waterfront as public viewing platforms. This would preserve the view of the river.

Chris Farrar, 3023 Harrison Avenue, Astoria, said he preferred Option C, which he believed was meant to satisfy the public feedback received at the town hall meeting. However, this was not the case. He suggested an additional option, which would have virtually no development around the bridge. He suggested most of the blue areas on the map showing Option C should be red.

Drew Herzig, 628 Klaskanine Avenue, Astoria, said the town hall meeting was very well attended. Most of the testimony given at the meeting was in favor of restricting development in the Bridge Vista Area. It appears as if Staff has ignored the testimony given at the meeting because the three options given do not seem to be based on what the community wants. He was surprised that feedback given at the meeting was not incorporated into Mr. Hastie's recommendations. Limiting the decision to the three options presented ignores the public outcry for extremely restricted development. Testimony opposing the restriction of overwater development was based on the premise that overwater development would be so expensive that it would not occur anyway, which he believed strains credulity.

Commissioner Spence asked if Staff considered the sightlines from the surrounding neighborhoods for each option. Mr. Hastie said yes, and showed slides of the sightlines, as well as other slides related to overwater development. He noted that Staff has considered the public feedback given at the town hall meeting and public comments made in writing. The comments indicated the public wanted to err on the side of protecting views of the river and limit development as much as possible. He was presenting a combination of some restriction and no restriction because the Riverfront Vision Plan states the Bridge Vista Area of the waterfront is appropriate for development, should it occur. Therefore, development must be balanced with protecting the views. He added that restricting structures to bank height would allow the development of marinas, piers, docks, and possibly some small associated uses.

As Mr. Hastie reviewed the graphics simulating the proposed overwater development standards, he explained that maximum spacing and height recommendations were based on the size of existing uses, the minimum width recommendation was based on a percentage of the maximum spacing, and the maximum combined width of overwater buildings on a contiguous set of parcels was based on the Plan's indication that the area was appropriate for overwater development. He also reminded that the graphics were hypothetical scenarios, showing what could occur if certain standards were implemented.

Mr. Hastie posed the following questions:

- What is the Commission's preferred option for areas in which overwater development would be limited?
- Should maximum height of an overwater structure be limited to 35 feet from the top of the riverbank?



- Should the minimum width of an individual overwater building be kept 150 feet, measured along the parcel frontage adjacent to the Columbia River shoreline?
- Should the maximum combined width of buildings adjacent to upland properties with contiguous ownership be a maximum 60% of the total combined parcel width?

The Planning Commission responded to the questions with the following key comments:

Vice President Innes was concerned about how to reconcile the Plan's requirement to accommodate development with the community's desire to restrict development in the Bridge Vista Area. She believed many people who claimed overwater development would be cost prohibitive already had plans to build over the water.

Commissioner Easom said he was leaning towards Option B because it allowed development. The Plan stated the Bridge Vista Area was to accommodate development, unlike the Civic Greenway Area, which was deemed inappropriate for development. He believed overwater development should be limited exclusively to water-related uses, the 35-foot height limit was appropriate, and a minimum width of 150 feet was reasonable. Views change as one walks along the riverfront, which creates interest. Buildings are part of this view.

Commissioner Fitzpatrick did not want discussions about this set of Code amendments to become as contentious as they were for the Civic Greenway Area. The Plan states certain levels of development should be allowed in certain areas of the riverfront, but some community members are upset the City has complied with the Plan. The Plan was developed over several years and adopted in December 2009. The Planning Commission is tasked with implementing the Plan. Letters to the editor and emails indicate the community believes there are plans to build and start projects, but the City has not received any requests for development. Currently, Astoria does not impose any limits on development along the riverfront. The Planning Commission must reduce what it currently allowed and ensure the restrictions comply with the Plan. The Commission is not proposing anything or trying to block views. He wanted the public to understand that the entire Planning Commission and Staff love the riverfront, the views, and Astoria. The City does not intend to try to destroy Astoria's character and would be more open to listening to ideas if the public could understand that everyone is on the same team. One reason he moved to Astoria was because of the views, which he agreed were great because of how the view changed along the riverfront. An ocean view does not compare to the view he has from his apartment on 11<sup>th</sup> Street, which includes views of the river, downtown, overwater buildings, and the ships and barges coming and going. Higher up the hill from his apartment are views of the treetops, the river, and some of the ships. This view might be more panoramic, but does not have the character of the view he gets from his apartment. For over a year, people have made comments indicating they believe the Planning Commission is against them and is trying to take something away, ruin the view, and ruin the town. He wanted to make it clear this was not the case. If a building is built over the water, it may not be the end of a view or the worst thing that could happen. He favored restrictions on development near the bridge; he believed the 35-foot height limit was relevant depending on the use, and agreed that only water-dependent uses were appropriate. Water-dependent uses would be logging and fishing. If someone comes up with a water-dependent use that the City had not considered, but would be a benefit to the city, the Planning Commission should be allowed to consider it.

Commissioner Moore said he had been a casual observer of this process for a while. He has a technology background, which he believed led him to oppose stagnation. He favored development as long as Astoria's character is retained and the development brings something to Astoria. He also wanted to encourage redevelopment and refurbishment of existing structures. He favored Option B, the 35-foot height limit, and the recommended building width, which seemed consistent with existing buildings in the area. It would be easy to assume new buildings would block all views of the river, but the 3D models show buildings would not likely have such a visual impact.

Commissioner Spence disclosed that he was a member of the Astoria Port Authority Budget Committee, which met quarterly. He did not believe this would be a conflict of interest. Also, his daughter-in-law's sister, Anne Tischner owns the Bridgewater Bistro, which is in the middle of the Bridge Vista Area. He lives on Birch in Alderbrook, right on the water's edge of the Alderbrook Lagoon and the Columbia River. Cargo ships are docked right in his front yard. He had previously served as City Manager in Miami Beach, Florida, which is a peninsula with the Atlantic Ocean on one side and Indian Creek on the other. The shipping channel and Port of Miami was along the south side. He lived on an island with a view of the port and all of the cruise ships, which he believed was one of the most beautiful sights a person could ever see. This is why he became a cruise ship host in Astoria. The economic impact of the cruise ships affects all of Clatsop County. Every dollar spent by cruise ship passengers has a ripple effect that benefits the community seven times over. In the fall of 2014, 44,000 cruise



ship passengers arrived in Astoria. An estimated 80 percent of those passengers got off the ships and spent an average of \$175 each. He understood the value of waterfront activity and supported development along the waterfront. The West End Mooring Basin is full to capacity and the Port has a waiting list. The two Coast Guard cutters docked downtown are a great tourist attraction. Water-related uses are a beautiful sight and Astoria has so much to offer. The City has an opportunity to control height and density in the future. He appreciated and would take into consideration the sightlines and perceived issues with the views. He opposed high density and tall buildings in the area. He also believed 40 feet between buildings was too much, but deciding how to control future development was important. Existing buildings in the area need to be renovated and restored as well. He favored limited and controlled development, water-related uses that can attract businesses and create jobs, and retention of Astoria's beauty and vision for the Columbia River.

President Pearson said the Plan has designated each section of the riverfront for a different purpose. As each section is discussed, the Planning Commission must consider the intent of each section. The Civic Greenway Area preserved a huge section of the riverfront. The Bridge Vista Area is intended to allow development that works for the community. He believed a balanced compromise has been achieved through the proposed conditions to preserve view corridors, creating a pedestrian friendly area, and controlling overwater development. He supported Option B as a compromise.

President Pearson called for a recess at 9:00 pm. The work session reconvened at approximately 9:07 pm.

Mr. Hastie understood that many people preferred Option B and limiting development close to the bridge. Therefore, he suggested another option that combined elements from Options B and C, which would extend the red areas to limit development closer to the bridge to preserve more open areas without affecting areas directly in front of the Port's property. In this option, the red areas would be extended to 100 feet from the center of the bridge to the west and about 150 to 200 feet to the east and would include properties owned by the City, ODOT, the Holiday Inn Express, and a portion of the Port's property.

The Planning Commission was divided between this new option and Option B. Commissioners Moore and Easom still preferred Option B because anything built adjacent to the bridge would be built off shore, which would not obstruct the view of the bridge.

Mr. Hastie noted that recommendations for overwater development and view-related development on land were the same as his recommendations for the Civic Greenway Area. He also clarified that only commercial and retail uses were recommended within the existing commercial areas on land, not the aquatic zones over the water or north of the Rivertrail. This was not made clear at the town hall meeting.

Commissioner Easom suggested a hybrid zone in the area behind The Dunes Motel west of the Maritime Memorial and the vacant lot on West Marine Drive because he wanted the area to allow uses from both the S-2 and C-3 zones. Planner Johnson said an overlay zone would implement limits to uses, but two separate zones could not exist in one location. City Manager Estes added that development within the pedestrian oriented zone would not correspond with some of the uses in the shore land zones.

Mr. Hastie described which uses would be allowed in each zone and asked the Planning Commission to answer the following questions:

- Which rezoning options does the Planning Commission prefer?
- What changes in allowed uses would the Planning Commission like to implement outside of the pedestrian oriented zones?
- Should eating and drinking establishments with visual connections to the water be allowed within the commercial zones outside of the pedestrian area?
- What uses should be allowed within the pedestrian oriented zone?

President Pearson invited public comments about rezoning, use regulations, view-related on-land development, and overwater development standards.

Chris Farrar, 3023 Harrison Avenue, Astoria, did not believe many people realized what little view would be provided by spacing 150-foot wide offshore buildings 40 feet apart. According to his calculations, the view angle would only be 12 degrees. It is a mistake to allow wide buildings with a small space between them because the buildings would block most of the view from the shore. He suggested coagulating the buildings into one part of



the aquatic zone, allowing buildings to be built right up next to each other, blocking the view in one area while leaving wider vistas in other areas. He also recommended expanding the area suggested in Mr. Hastie's additional option for overwater development standards because people like the views of the bridge. He wanted the City to do everything possible to limit the number of vehicles that go out over the water on the piers because toxic fluids from vehicles could leak down into the water. Many petroleum products are getting into the river and the fisheries are being harmed by the toxins in the environment. The Oregon Watershed Enhancement Board is tasked with improving the watersheds, which includes the estuary of the Columbia River. Human activities are causing problems for the fish. He asked the Planning Commission to consider this issue when discussing allowed uses. During the recess, many audience members told him they were leaving because the Planning Commission had already made up its mind and was not listening to their concerns. Option C allows more development than the community indicated it wanted at the town hall meeting. Therefore, the City has driven a hard bargain against the people who spoke earlier in this meeting.

Mike Weston, Port of Astoria, said the Port has had trouble because it is unable to do much within the C-2 zone, which only allows tourist-related uses. The uses in the C-3 zone would allow general retail and commercial uses, with light industrial uses being allowed conditionally. Therefore, the Port preferred Rezoning Option 2.

Planner Johnson reminded that any light industrial uses allowed in the proposed pedestrian oriented zone would be required to have a retail component.

Mr. Weston said he preferred Rezoning Option 2 as long as the property on the water side of the zone remained an S-2 zone. He did not believe the S-2 zone allowed much more than the C-3 zone. Therefore, he had no preference between the two. He was concerned about the 150-foot size limit on buildings and asked how this would affect views of the water. He suggested requiring docks and viewing platforms that have at least a 180 degree view of the waterfront.

Planner Johnson said the existing buildings were all about 150 feet wide, measured along the shore.

The Planning Commission responded to Mr. Hastie's questions with the following comments and feedback:

- The Planning Commission agreed a pedestrian oriented zone should be implemented and preferred Rezoning Option 2.
- Uses in Existing Zones- Staff recommended that eating and drinking establishments be prohibited because they are not considered water-dependent or water-related. Commissioner Easom said if hotels were allowed, eating and drinking establishments should be as well, possibly as a related use on shore. Commissioner Moore believed eating and drinking establishments in a zone directly adjacent to the pedestrian zone would attract more pedestrians.
  - Terminals - Staff explained that when Code language for the Civic Greenway Area was being adopted, City Council had voted to prohibit a terminal where fossil fuels would be loaded or off-loaded from the water. However, this would not prohibit a boat fueling station. Current zoning allows terminals and Council wanted to differentiate between cruise ship terminals and industrial petroleum terminals. The Planning Commission agreed terminals should be prohibited.
  - Manufactured dwellings, auto-dependent uses, warehouses, wood processing, and residential uses should be prohibited.
  - Eating and drinking establishments should be prohibited in the overwater A Zones, but should be allowed on land in the S Zones.
  - Hotels should be prohibited on land in the S Zones. Commissioner Spence believed hotels should be allowed in the overwater A Zones. All other Commissioners believed hotels should be prohibited in the overwater A Zones.
  - Non-water related and non-water dependent retail should be prohibited in the overwater A Zones. Commissioner Fitzpatrick and Vice President Innes believed these uses should be prohibited in the on land A Zones while the rest of the Commission believed they should be allowed.
  - Professional and medical offices should be prohibited.
  - Indoor entertainment was not included in the memorandum, but was mentioned earlier in the meeting. This use is currently allowed as conditional use in both zones. Staff defined indoor entertainment for the Commission. The Commission believed entertainment should be prohibited in the overwater A Zones. Commissioners Easom, Fitzpatrick, and Vice President Innes believed the use should be prohibited on land in the S Zones. President Pearson and Commissioners Moore and Spence believed entertainment



should be allowed on land. Commissioner Spence said entertainment should be allowed as a conditional use.

- Uses in Pedestrian Oriented Zone- The Planning Commission agreed to all of the recommendations except for hotels and motels, which were listed as an auto-oriented use in the memorandum. Commissioners Moore and Spence did not consider hotels and motels to be an auto-oriented use and wanted to allow hotels and motels because they could draw people to the area. Staff reviewed the list of examples of auto-oriented uses. The Planning Commission agreed to prohibit all other auto-dependent uses. President Pearson suggested that hotels be kept along the sidewalk to keep the zone pedestrian friendly. Commissioners Easom and Fitzpatrick agreed. Commissioner Fitzpatrick also noted the difference between hotels and motels and said he opposed motels in the zone, to which Commissioner Moore agreed.
- Uses in Amended C-2 or New Commercial Zone- Allow residential uses within commercial buildings, prohibit automobile sales and service, and prohibit light manufacturing without a retail component. The Planning Commission agreed with all other recommended uses.

Mr. Hastie said he wanted to review his recommendations for design guidelines and standards. Staff and Planning Commission agreed that because it was getting late, the new Commissioners could be updated on the rest of the recommendations by Staff at a later time. Mr. Hastie reviewed the recommended landscaping and noted that comments at the town hall meeting indicated people were concerned that reduced parking requirements in the pedestrian-oriented zone would lead to increased parking needs in adjacent areas. He asked for and received feedback to the following questions:

- Should spacing and/or height of trees be reduced north of the river trail? Commissioners Easom, Moore, and Vice President Innes wanted to prohibit trees. President Pearson agreed with Staff's recommendations. Commissioners Fitzpatrick, Spence, and Vice President Innes agreed trees should be allowed for specific purposes like soil stabilization.
- Should off-street parking requirements be reduced for new uses in the pedestrian-oriented zone? Mr. Hastie noted that as part of the Transportation System Plan (TSP) process, the City reduced off-street parking requirements for some specific uses. The Planning Commission agreed with Staff's recommendations.

Mr. Hastie and Staff believed they had received adequate feedback from the Planning Commission. Next steps would be to conduct a briefing with City Council, then hold a public hearing with the Planning Commission. This would allow for more public comments and opportunities for Staff to make changes before the Code language is adopted, while staying within the timeline required by the State to remain eligible for grant funds.

There being no further business, the work session was adjourned at 9:45 pm.

**ATTEST:**

**APPROVED:**

\_\_\_\_\_  
Secretary

\_\_\_\_\_  
City Manager

## STAFF REPORT AND FINDINGS OF FACT

April 20, 2015

TO: ASTORIA PLANNING COMMISSION

FROM: MIKE MORGAN, PLANNER



SUBJECT: AMENDMENT (A15-01) TO THE COMPREHENSIVE PLAN CONCERNING  
THE GATEWAY OVERLAY AREA

### I. BACKGROUND SUMMARY

- A. Applicant: Brett Estes  
Community Development Director  
City of Astoria  
1095 Duane  
Astoria OR 97103
- B. Owner: Not Applicable
- C. Request: Amend the Comprehensive Plan to delete Figure 1.1, and replace it with a Map entitled 1.2, Gateway Overlay Area, extending the area from 29<sup>th</sup> Street to 41<sup>st</sup> Street; amend CP.057 Gateway Overlay Area Gateway Overlay Area to make various changes including a description of the Riverfront Vision Plan.
- D. Location: Area covered by the Riverfront Vision Plan
- E. Zone: All zones.

### II. BACKGROUND

Attached to this memo is a copy of the proposed amendment to the Comprehensive Plan Sections CP.057 concerning the Gateway Overlay Area and the Riverfront Vision Plan (RVP) with updates, amendments and a description of the RVP. In addition, CP.058.1.b is proposed to be amended to delete reference to the Plywood Mill and insert John Warren Field as a potential development site.

### III. PUBLIC REVIEW AND COMMENT

#### A. Planning Commission

In accordance with Section 9.020, a notice of public hearing was published in the Daily Astorian on April 3, 2015. The proposed amendments are legislative as they apply City-wide. They do not limit the use of private property and



therefore are not subject to requirements for individual mailed notices to all property owners within the City limits, pursuant to Section 9.020. A public notice was mailed to Neighborhood Associations and other interested groups on April 3, 2015. Any comments received will be made available at the Planning Commission meeting.

#### IV. FINDINGS OF FACT

- A. Development Code Section 10.020(A) states that an amendment to the text of the Development Code or the Comprehensive Plan may be initiated by the City Council, Planning Commission, the Community Development Director, or the owner or owners of the property for which the change is proposed.

Finding: The proposed amendment to the Development Code is being initiated by the Community Development Director.

- B. Section 10.050(A) states that *"The following amendment actions are considered legislative under this Code:*

1. *An amendment to the text of the Development Code or Comprehensive Plan.*
2. *A zone change action that the Community Development Director has designated as legislative after finding the matter at issue involves such a substantial area and number of property owners or such broad public policy changes that processing the request as a quasi-judicial action would be inappropriate."*

Finding: The proposed amendment is to amend the section of the Astoria Comprehensive Plan concerning the Gateway Overlay Area map. There are no regulatory changes proposed for the Development Code. The proposed amendment will also amend the Comprehensive Plan Sections CP.057 and CP.058.1.b concerning the Riverfront Vision Plan and with updates.

- C. Section 10.070(A)(1) requires that *"The amendment is consistent with the Comprehensive Plan."*

Finding: The proposed amendments will support the intention of the Comprehensive Plan to foster development that protects scenic views along the Columbia River.

- D. Section 10.070(A)(2) requires that *"The amendment will not adversely affect the ability of the City to satisfy land and water use needs."*

Finding: The proposed amendment will satisfy land use needs in that it will establish policies for the development and use of the Gateway Overlay area within the City limits. The proposed amendment will not adversely affect the ability of the City to satisfy land and water use needs.

V. CONCLUSION AND RECOMMENDATION

The request is consistent with the Comprehensive Plan and Development Code. Staff recommends that the Planning Commission forward the proposed amendment to the City Council for adoption.

Attachments:

Ordinance draft  
Map of Gateway Overlay Area



ORDINANCE NO. 15-\_\_\_\_\_

AN ORDINANCE AMENDING THE ASTORIA DEVELOPMENT CODE PERTAINING TO THE GATEWAY OVERLAY AREA

THE CITY OF ASTORIA DOES ORDAIN AS FOLLOWS:

Section 1. Astoria Development Code Section 14.015.A, Gateway Overlay Zone, General Provisions, map exhibit only is deleted in its entirety.

Section 2. Effective Date. This ordinance and its amendment will be effective 30 days following its adoption and enactment by the City Council.

ADOPTED BY THE COMMON COUNCIL THIS \_\_\_\_\_ DAY OF \_\_\_\_\_, 2015.

APPROVED BY THE MAYOR THIS \_\_\_\_\_ DAY OF \_\_\_\_\_, 2015.

\_\_\_\_\_  
Mayor

ATTEST:

\_\_\_\_\_  
Brett Estes, City Manager

ROLL CALL ON ADOPTION:                      YEA                      NAY                      ABSENT

Commissioner      Nemlowill  
                                 Herzig  
                                 Price  
                                 Warr

Mayor LaMear

ORDINANCE NO. 15-\_\_\_\_\_

AN ORDINANCE AMENDING THE ASTORIA COMPREHENSIVE PLAN PERTAINING TO IMPLEMENTATION OF THE GATEWAY OVERLAY AREA

THE CITY OF ASTORIA DOES ORDAIN AS FOLLOWS:

Section. Astoria Comprehensive Plan Section CP.057, Gateway Overlay Area, is deleted in its entirety and amended to read as follows:

"CP.057. Gateway Overlay Area.

The Gateway Overlay Area extends generally from 16th Street to ~~29th~~ 41st Street, from the pierhead line of the Columbia River on the north to Exchange and Franklin Streets on the south between 16th and 29th Streets, and Marine / Lief Erikson Drive on the south between 29th and 41st Streets (see map Figure 1.1). As such, it overlays portions of the Downtown and the Uppertown Areas, which are discussed elsewhere in the Comprehensive Plan. The area is dominated by major institutional uses, including the Columbia River Maritime Museum, ~~the Astoria School District's Warren Field,~~ the City of Astoria Aquatics Center, Columbia Memorial Hospital, and the Oregon State University Seafood Lab, ~~and Duncan Law Seafood Consumer Education Center, East End Mooring Basin, and associated Port property.~~ There are several significant vacant land and water areas suitable for redevelopment, notably ~~the former Astoria Plywood Corporation Mill Site, and the riverfront area east of 20th Street. The former Astoria Plywood Corporation Mill Site was~~ planned for acquisition acquired by the City of Astoria in early 1998 and sold for redevelopment redeveloped as a mixed use residential / with some possible commercial areas.

In 1996, the City embarked on a master planning program for the Gateway Overlay Area to provide a vision for future development. The master planning process, which extended over the course of twelve months, entailed extensive public involvement and received considerable public support. In April 1997, the Astoria Gateway Master Plan was accepted by the City Council. The Gateway Master Plan provides a conceptual basis for future development. Its vision is implemented through the City's Comprehensive Plan and Development Code. The City intends to stimulate a pedestrian oriented, diverse area that actively promotes new complementary uses while maintaining and supporting primary existing uses, takes advantage of the proximity of the Columbia River waterfront, and complements the City's Downtown core. The Gateway Area is organized as a collection of eight discrete, interrelated sub-areas comprised of similar and compatible land uses. The sub-areas are linked by a circulation framework that includes a series of public open space amenities, trails, and a network of neighborhood streets.

In 2008-2009, the City of Astoria developed the Riverfront Vision Plan (RVP) to address issues dealing with open space, land use, and transportation issues along the Columbia River. Significant public involvement opportunities were designed to gain public input. This process was initiated to plan for these issues in a comprehensive manner and to set a framework for the future of the study area. The City's north Riverfront (Columbia River pierhead line to West Marine / Marine Drive / Lief Erikson Drive) was divided into four Plan areas of development: Bridge Vista (Portway to 2nd Street), Urban Core (2nd to 16th Street),



Civic Greenway (16th to 41st Street), and Neighborhood Greenway (41st Street to east end of Alderbrook Lagoon).

During the Plan development, extensive community involvement included community-wide forums, open houses, numerous community meetings, stakeholder interviews, surveys, and public hearings were conducted. Development of the Vision Plan was structured to gain as much public input as possible. On December 7, 2009, after holding a final public hearing, the City Council accepted the Riverfront Vision Plan. For Fiscal Years 2011-2012, 2012-2013, 2013-2014, 2014-2015, the City Council set goals to "Implement Riverfront Vision Plan on a Zone by Zone Basis." Phase 1 of the implementation project developed land use codes and new zones for the Civic Greenway Plan Area. The Civic Greenway Plan Area is generally located from Columbia River Maritime Museum to 41st Street at Abbey Lane and the River to Marine / Lief Erikson Drive. Phase 1 for the Civic Greenway Area implementation was completed with adoption of Ordinance 14-09 by the City Council on October 6, 2014. The Ordinance extended the Gateway Overlay Area to include the entire Civic Greenway Area.

To promote quality development which respects Astoria's character and heritage, the Development Code should include design review guidelines to be applied to new construction and major renovation projects. ~~Anticipated new uses include high density housing, limited retail and general commercial, and tourist-oriented commercial development."~~

Section . Comprehensive Plan Section CP.058.1.b, Gateway Overlay Area Policies, is deleted in its entirety and amended to read as follows:

- "b. enhance the primary uses, such as the Columbia River Maritime Museum and Columbia Memorial Hospital, and work to redevelop areas such as the former ~~Plywood Mill Site~~ John Warren Field site, which have significant development potential;

Section . Astoria Comprehensive Plan Figure 1.1, Astoria Gateway Overlay Area is deleted in its entirety and hereby amended as indicated on the map shown as Attachment A and further described below:

Generally from 16th Street to 41st Street, and from the pierhead line of the Columbia River on the north to Exchange and Franklin Streets on the south between 16th and 29th Streets, and Marine / Lief Erikson Drive on the south between 29th and 41st Streets.

Section 5. Effective Date. This ordinance and its amendment will be effective 30 days following its adoption and enactment by the City Council.

ADOPTED BY THE COMMON COUNCIL THIS \_\_\_\_ DAY OF \_\_\_\_\_, 2015.

APPROVED BY THE MAYOR THIS \_\_\_\_\_ DAY OF \_\_\_\_\_, 2015.

\_\_\_\_\_  
Mayor

ATTEST:

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Brett Estes, City Manager

ROLL CALL ON ADOPTION:

YEA

NAY

ABSENT

Commissioner      Nemlowill  
                             Herzig  
                             Price  
                             Warr

Mayor LaMear



## GATEWAY OVERLAY ZONE (GO)

