



# AGENDA

## ASTORIA PLANNING COMMISSION

**May 23, 2017**

**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. April 25, 2017
4. PUBLIC HEARINGS
  - a. Conditional Use CU17-04 by Nancy Schoenwald to use office space for professional services at 143 9<sup>th</sup> St in the S-2A, Tourist Oriented Shorelands Zone.
  - b. Conditional Use CU17-05 by Julie House, Riverfront Trading Company, to use an existing retail space for a sporting goods, apparel, and novelty goods tourist-oriented retail sales establishment at 80 11<sup>th</sup> St in the A-2, Aquatic Two Development Zone.
  - c. Amendment A17-01 by the Community Development Director to amend the Astoria Comprehensive Plan Economic Element map and policy to create an economic development strategy, City Wide.
5. REPORT OF OFFICERS
6. STAFF UPDATES
  - a. Homestay Lodging Review
  - b. Affordable Housing Strategy
  - c. Bond Street Revitalization
  - d. American Planning Association Conference NPC 17 NYC
7. MISC
8. PUBLIC COMMENTS – NON AGENDA ITEMS
9. 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.**

## **ASTORIA PLANNING COMMISSION MEETING**

Astoria Library – Flag Room

April 25, 2017

### **CALL TO ORDER:**

President Pearson called the meeting to order at 7:35 pm.

### **ELECTION OF OFFICERS:**

In accordance with Sections 1.110 and 1.115 of the Astoria Development Code, the APC needs to elect officers for 2017. The 2016 officers were President David Pearson, Vice President Kent Easom, and Secretary Sherri Williams.

Commissioner Moore nominated President Pearson and Vice President Easom for another term and Anna Stamper as the new Secretary. Motion was unanimously approved.

### **ROLL CALL:**

Commissioners Present: President David Pearson, Vice President Kent Easom, Jennifer Cameron-Lattek, Sean Fitzpatrick, Daryl Moore, and Jan Mitchell

Commissioners Excused: Frank Spence

Staff Present: Community Development Director Kevin A Cronin. The meeting was transcribed by city staff.

### **APPROVAL OF MINUTES:**

Commissioner Cameron-Lattek noted to strike "prevented" and change to "encouraged" on page 5.

Commissioner Fitzpatrick moved that the Astoria Planning Commission approve the minutes of February 28, 2017 as amended; seconded by Commissioner Moore. Motion passed 6 to 0.

### **PUBLIC HEARINGS:**

President Pearson explained the procedures governing the conduct of public hearings to the audience.

### **ITEM 6(a):**

CU17-03 Conditional Use CU17-03 by David Sundquist to operate a two bedroom homestay lodging in an existing single family dwelling at 66 W. Grand Avenue in a 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. Director Cronin declared a conflict of interest and did not participate in the proceedings.

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

David Sundquist, 66 W Grand Ave, Astoria, said he and his wife are recent empty nesters and wanted to use the extra two bedrooms for short term rentals. He likes the flexibility of having family stay as well as hosting visitors. Mr. Sundquist believes he meets all of the criteria.

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 Commission discussion and deliberation.

Commissioner Cameron-Lattek (possibly Commissioner Mitchell?) noted the compatibility of the site for off street parking, the owner will live on site, use it as a home based business, and believed it was appropriate based on the criteria.



Commissioner Fitzpatrick asked the applicant if he knew the difference between vacation rental and homestay lodging. Mr. Sunquist responded that he did and plans to continue to live in his home and manage the lodging business. Commissioners Easom, Moore, Cameron-Lattek, and Mitchell said they support the application.

Commissioner Moore moved that the Astoria Planning Commission adopt the Findings and Conclusions contained in the Staff report and approve Conditional Use CU17-03 by David Sundquist; seconded by Commissioner Easom. Motion passed unanimously.

President Pearson read the rules of appeal into the record.

#### REPORTS OF OFFICERS/COMMISSIONERS:

No reports.

#### STAFF UPDATES:

- City Council Goals FY 17-18: Director Cronin noted that the Council approved a new slate of goals for next fiscal year. These are in addition to other goals that have not been completed from FY 15-16, including housing and Uniontown streetscape project. The new goals related to Community Development are as follows:
  - Implement final phase of the Riverfront Vision Plan – Urban Core
  - Heritage Square
  - Library Renovation
  - Downtown parking study
- In addition to Council goals, Director Cronin presented a work program to Council in January that also included adding a site plan review section to the Development Code and updating the landscaping sector as well. The Geologic Hazards Ordinance is also still a holdover to do list item.
- CLG Restoration Grant - \$11,000 available to homeowners in Uniontown for façade improvements completed by July. Staff has received 6 applications which total more in requests than available funding. Staff is busy preparing applications that take a lot of staff time and paperwork. Staff expects at least 4 projects to be funded.

Director Cronin thanked the Commission for their flexibility in the meeting location change to the Library due to Budget Committee meetings in Council Chambers.

#### PUBLIC COMMENTS:

None

#### WORK SESSION: Advance Astoria

Director Cronin provided a summary of the project to date. This work session is an opportunity to brief the Commission and get them up to speed on project developments. Staff requested comments on the Draft Economic Opportunities Analysis, existing Comprehensive Plan Economic Element, and Draft economic development strategies that were presented at the Community Forum on April 13.

Commissioner Moore asked why high tech businesses were not included in the list of preferred businesses. Director Cronin responded that there wasn't any evidence to suggest that this sector is active in Astoria or if it could grow in the future. Absent any trends or other evidence, the Committee did not recommend it.

Commissioner Moore noted that the Comprehensive Plan Goal CP 200 lacks any clarity or direction and is a broad statement.

Director Cronin mentioned the status of the existing Comprehensive Plan lacks any strategy, has disparate goals, some of which have not been addressed through Advance Astoria, and is disorganized since it's been amended many times since adoption in 1981. Staff will work with the consultant to develop policy amendments which could be a wholesale change, specific amendments, or new additions. The economic development strategy will be adopted as a reference similar to the Parks Master Plan that was adopted in 2016.

The next work session will be a joint session with the Advance Party advisory committee on May 2 at 630 in Council Chambers.

**ADJOURNMENT:**

There being no further business, the meeting was adjourned at 8:31 pm.

**APPROVED:**

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Community Development Director

DRAFT



May 15, 2017

TO: ASTORIA PLANNING COMMISSION

FROM: NANCY FERBER, CITY PLANNER *Nancy Ferber*

SUBJECT: CONDITIONAL USE REQUEST (CU17-04) BY NANCY SCHOENWALD TO  
LOCATE PROFESSIONAL SERVICES (PROPERTY MANAGEMENT OFFICE)  
AT 143 9<sup>th</sup> STREET IN EXISTING COMMERCIAL SPACE in S-2A ZONE

I. Background

A. Applicant: Nancy Schoenwald  
PO Box 361  
Astoria, OR 97103

B. Owner: Patrick and Sean Schutte  
143 9<sup>th</sup> Street  
Astoria, OR 97103

Mailing Address:  
Patrick Schutte  
PO Box 83763  
Portland, OR 97283

C. Location: 143 9<sup>th</sup> Street; Map T8N-R9W Section 8CB, Tax Lot 2500; Lot 4;  
Block 9, McClure's.

D. Zone: S-2A Tourist-oriented Shorelands Zone

E. Lot Size: 4,275.04 (.10 acre) applicant's proposed office space is 300 square feet

F. Request: To locate professional services/office space in vacant portion of existing commercial building. A smokehouse/butcher shop is proposed for the remaining portion of the building.

G. Previous Applications: Sign permits and tenant improvement building permits for previous commercial uses



## II. BACKGROUND

### A. Subject Property

The applicant's business, River and Coast Property Management, is currently located in the C-4 downtown commercial district. The owners recently leased a building (1922) at 143 9<sup>th</sup> street to open a smokehouse and butcher block business in the existing commercial building which used to house the Rio Café. While professional services offices are allowed in C-4, they are a conditional use in the S-2A zone. The site has previously been used as an eating and drinking establishment.

### B. Adjacent Neighborhood

The neighborhood is developed with a variety of uses, including bars, restaurants, offices, a bowling alley and the Sunset Empire Transit Center. An antique mall-retail sales is directly adjacent to the property.

The site is 122 feet north of the C-4 zone which allows professional service establishments as an outright permitted use. The majority of the adjacent properties are zoned S-2A shown in purple. This Tourist Oriented Shoreland Zone is intended to provide for mixed-use tourist oriented developments, which are compatible with pedestrian orientation. The emphasis in the zone is on "rehabilitation and reuse of existing structures," per Article 2.700.



143 9<sup>th</sup> Street

## III. PUBLIC REVIEW AND COMMENT

A public notice was mailed to all property owners within 250 feet pursuant to Section 9.020 on April 28, 2017. A notice of public hearing was published in the *Daily Astorian* on May 16, 2017. Comments received will be made available at the Planning Commission meeting.



#### IV. APPLICABLE REVIEW CRITERIA AND FINDINGS OF FACT

- A. Section 2.710(7) concerning Conditional Uses permitted in the S-2A Zone lists "Professional and business offices," the real estate services proposed fall under this category as defined by the following in Article 1.400:

PROFESSIONAL SERVICE ESTABLISHMENTS: *Businesses primarily engaged in providing services such as the following: medical and other health services; legal services; engineering and architectural services; accounting, auditing, and bookkeeping services; real estate services; and financial services.*

Finding: The applicant proposes relocating their existing property management office space into 300 square feet at the proposed site. The property management operation meets the definition of Professional Service Establishment in that it involves providing real estate services.

The office at 143 9<sup>th</sup> will be located in small space adjacent to proposed tourist oriented retail sales space that will be operated by the same business owners. This proposed tourist oriented retail sales establishment is an outright permitted use and is not under review with this permit. The criteria is met.

- B. Section 2.185(1) states that "All uses will comply with applicable access, parking, and loading standards in Article 7".

Section 7.100 concerning Minimum Parking Space Requirements identifies parking spaces for professional offices as one space per 500 square feet.

Finding: The proposed use will be in an existing commercial structure. In other areas of the S-2A zone, one additional space would be required, however 2.715 Development Standards and Procedural Requirements for the S-2A is unique for this site:

*#3 "Uses located between 8th and 14th Street are not required to provide off-street parking or loading. Uses located in other portions of the S-2A Zone shall comply with access, parking, and loading standards in Article 7."*

This location is on 9<sup>th</sup> street and does not require the additional off-street parking space. The criteria is met.

- C. Section 2.445(8) requires that signs will comply with requirements in Article 8.

Finding: No new signs are proposed as part of this request. Any future sign installations shall comply with the requirements of Article 8. The applicant shall submit a sign permit for any face changes or new signage at the site. The criteria is met.

- D. Section 11.020(B.)(1) states that *“the Planning Commission shall base their decision on whether the use complies with the applicable policies of the Comprehensive Plan.”*

CP.055. Downtown Policies Area Policies, states the following guiding policies:

1. *Refer to plan strategy, policies and recommendations on economics, transportation, parks and recreation, historic preservation, housing, and shorelands. [Section CP.055.1 amended by Ordinance 11-07, 7-5-11]*
2. *The City supports efforts to improve the parking problem in the Downtown, and to provide landscaping and other improvements. However, the C-4 zone will continue to not require off-street parking.*
3. *Zoning actions must not detract from the vitality of the Downtown as the commercial center of the region. Strip commercial development is to be generally discouraged.*
4. *The City encourages the reuse of existing buildings prior to the expansion of commercial zones.*
5. *Shoreland zone policies and standards will be designed to encourage public access along the Downtown waterfront.*
6. *The Central Commercial Zone (C-4) will continue to be the designation for Downtown central business district. Uses in this zone will be primarily retail, offices, and general services with some residential use. Uses which have a large land area/low assessed value ratio will be permitted in other commercial areas rather than the Downtown.*

Finding: There are minimal parking impacts associated with the use, compared to that of other conditional use permits such as light manufacturing. The area does not require off-street parking and is conveniently located across the street from the transit center. The applicants indicated they expect mostly foot traffic from cruise ship passengers and shoppers already downtown.

The zoning action will not detract from the vitality of Downtown, it is not strip commercial development, and rather is an adaptive reuse of a current vacant commercial space. The request is in compliance with the Comprehensive Plan.

2. CP.200.1, Economic Development Goal 1 and Goal 1 Policies, states that *“The City of Astoria will strengthen, improve, and diversify the area's economy to increase local employment opportunities. 1. Encourage, support, and assist existing businesses.”*

Finding: The applicant has an existing business that was located in the Copland Building on Commercial Street. In relocating the existing business, the applicants are also opening a butcher shop/smokehouse in the additional square footage at the site. The entire development will



diversity the local economy and has potential to increase employment opportunities.

Finding: The request is in compliance with the Comprehensive Plan.

J. Section 11.030(A) requires that *“before a conditional use is approved, findings will be made that the use will comply with the following standards.”*

1. Section 11.030(A)(1) requires that *“the use is appropriate at the proposed location. Several factors which should be considered in determining whether or not the use is appropriate include: accessibility for users (such as customers and employees); availability of similar existing uses; availability of other appropriately zoned sites; and the desirability of other suitably zoned sites for the use.”*

Finding: The proposed use is an appropriate use of an existing building. The applicant has been operating a professional services establishment nearby in downtown and seek to relocate in a small portion of the building that will only occupy 300 square feet of the total 4,275 square feet at the site. While other similar site are available, this site is attached to the applicant's second business, which is appropriately zoned for the site. The criteria is met.

2. Section 11.030(A)(2) requires that *“an adequate site layout will be used for transportation activities. Consideration should be given to the suitability of any access points, on-site drives, parking, loading and unloading areas, refuse collection and disposal points, sidewalks, bike paths, or other transportation facilities. Suitability, in part, should be determined by the potential impact of these facilities on safety, traffic flow and control, and emergency vehicle movements.”*

*Section 7.105 Bicycle parking spaces shall be provided for new development, change of use, and major renovation, at a minimum, based on the standards in Table 7.105. Major renovation is defined as construction valued at 25% or more of the assessed value of the existing structure.*

*Where an application is subject to Conditional Use Permit approval or the applicant has requested a reduction to an automotive parking standard, pursuant to Section 7.062, the Community Development Director or Planning Commission, as applicable, may require bicycle parking spaces in addition to those in Table 7.105.*

*Per table 7.105- Commercial uses require 1 bike space per primary use, or 1 per 10 vehicle spaces.*

Finding: The site is adequately paved and accessible from 9<sup>th</sup> street and Astor Street, it is fully serviced by a sidewalk on 9<sup>th</sup> street. While parking

is not required under the zoning in S-2A, the applicant indicated they are open to working on a parking lease agreement with the adjacent property owners to utilize parking and storage area behind the bowling alley in the lot at 109 9<sup>th</sup> street. The conditional use permit does trigger the requirement for additional bike parking. 7.105 requires one bike space per primary use or one per 10 vehicle spaces, whichever is greater. The one required bike parking space shall be installed prior to occupancy. With the addition of a bike parking space, the criteria is met.

3. Section 11.030(A)(3) requires that the use will not overburden water and sewer facilities, storm drainage, fire and police protection, or other utilities.

Finding: All utilities are at the site and are capable of serving the use. As with all new or increased businesses and development, there would be incremental impacts to police and fire protection, but it would not overburden these services. The Fire Chief suggested the applicant engage with a licensed and qualified vendor to inspect the existing hood and ventilation system for the smoker/butcher portion of the business which is not part of this application, but housed in the same structure. The criteria is met.

4. Section 11.030(A)(4) requires that *"the topography, soils and other physical characteristics of the site are adequate for the use. Where determined by the City Engineer, an engineering or geologic study by a qualified individual may be required prior to construction."*

Finding: No new construction is proposed.

5. Section 11.030(A)(5) requires that *"the use contain an appropriate amount of landscaping, buffers, setbacks, berms or other separation from adjacent uses."*

Finding: With a change of use, Article 3.105 requires landscaping come into compliance, however there are no specific landscaping requirements for the S-2A zone. Staff recommends the applicant add planters or flower boxes to provide landscaping if there is an appropriate amount of room on the sidewalk that does not obstruct ADA access.

6. Section 2.175 #8 requires *"New businesses with frontage on north-south oriented streets shall meet the following requirements:*

- a. *To the extent possible, businesses which have frontage on both Marine Drive and north-south streets will locate the tourist oriented portions or functions to the north-south streets.*
- b. *New or renovated storefronts will be designed to relate to existing adjacent businesses in terms of scale, color and use of materials.*
- c. *Where appropriate, storefront windows along north-south streets will be restored to "display window" condition.*



- d. *The number of garage entry doors along the street will be kept to a minimum.*
- e. *The Planning Commission may require landscaping, lighting, street furniture or other amenities as part of a renovation or new use.*

Finding: The tourist-oriented portions of the building will be on the north-south streets, and the use will not require a conditional use permit. The professional office is a small portion of the storefront at the site, and will blend in with the scale, color and design of the existing storefronts. Should the Planning Commission feel appropriate, they may require additional street amenities for the site. The criteria is met.

## V. CONCLUSIONS AND RECOMMENDATIONS

The request meets all applicable review criteria. Staff recommends approval of the request based on the findings of fact above with the following conditions:

1. Significant changes or modifications to the proposed plans as described in this Staff Report shall be reviewed by the Astoria Planning Commission.
2. Any future exterior lighting changes shall be reviewed by the Planner for compliance with the standards of Development Code Section 11.110.D.
3. A minimum of one bicycle spaces are required. The applicant shall submit a plan for review and approval through the Public Works Department. The spaces shall be installed prior to occupancy.
4. The applicant shall submit a sign permit for any signage including sandwich boards, prior to installation.
5. Landscaping planter boxes or other above ground containerized plantings are recommended in front of the entry, but shall not obstruct ADA access.

The applicant should be aware of the following requirements: The applicant shall obtain all necessary City and building permits prior to the start of operation.



# CITY OF ASTORIA

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## COMMUNITY DEVELOPMENT

No. CU 17-04

☒ Fee Paid Date 4/13/17 By JPS VISA  
Fee: \$250.00

### CONDITIONAL USE APPLICATION

Property Address: 143 9th Street, Astoria, OR 97103

Lot 4 Block 9 Subdivision McClures

Map 8CB Tax Lot 2500 Zone S-2A

Applicant Name: Nancy Schoenwald

Mailing Address: PO Box 361, Astoria, OR 97103

Phone: (503) 208-0621 Business Phone: Same Email: nivesandcoastpm@gmail.com

Property Owner's Name: Patrick Schutte

Mailing Address: P.O. Box 83763 PORTLAND, OR 97283

Business Name (if applicable): River And Coast Property Management

Signature of Applicant: [Signature] Date: 03/27/2017

Signature of Property Owner: [Signature] Date:

Existing Use: Vacant - Smokehouse Butcher Block

Proposed Use: Office Space - Professional Services (Sharing Space with)

Square Footage of Building/Site: 300 sq. ft

Proposed Off-Street Parking Spaces: N/A

**SITE PLAN:** A Site Plan depicting property lines and the location of all existing and proposed structures, parking, landscaping, and/or signs is required. The Plan must include distances to all property lines and dimensions of all structures, parking areas, and/or signs. Scaled free-hand drawings are acceptable.

For office use only:

• Pre app 4-12-17			
Application Complete:	4-12-17	Permit Info Into D-Base:	
Labels Prepared:	[Signature]	Tentative APC Meeting Date:	5/23/17
120 Days:	8-10-17		



**FILING INFORMATION:** Planning Commission meets on the fourth Tuesday of each month. Completed applications must be received by the 20th of the month to be on the next month's agenda. A Pre-Application meeting with the Planner is required prior to acceptance of the application as complete. Only complete applications will be scheduled on the agenda. Your attendance at the Planning Commission meeting is recommended.

Briefly address each of the following criteria: Use additional sheets if necessary.

- 11.030(A)(1) The use is appropriate at the proposed location. Several factors which should be considered in determining whether or not the use is appropriate include: accessibility for users (such as customers and employees); availability of similar existing uses; availability of other appropriately zoned sites; and the desirability of other suitably zoned sites for the use.

Y- Accessibility for use, N- Other Nearby Maint. Services near by,  
E. City Sidewalks + Parking all around city blocks, Transit Center  
+ Public Access

- 11.030(A)(2) An adequate site layout will be used for transportation activities. Consideration should be given to the suitability of any access points, on-site drives, parking, loading and unloading areas, refuse collection and disposal points, sidewalks, bike paths, or other transportation facilities. Suitability, in part, should be determined by the potential impact of these facilities on safety, traffic flow and control, and emergency vehicle movements.

Public Street Parking / Access + Sidewalk Access,  
WE HAVE DESIGNATED DISPOSAL IN NEAR OF BUILDING, TRANSIT  
CENTER ACROSS THE STREET, ALL ACCESSIBLE.

- 11.030(A)(3) The use will not overburden water and sewer facilities, storm drainage, fire and police protection, or other utilities.

NONE OF THE ABOVE. NO DISPOSAL.

- 11.030(A)(4) The topography, soils, and other physical characteristics of the site are appropriate for the use. Where determined by the City Engineer, an engineering or geologic study by a qualified individual may be required prior to construction.

No topography available; SIDEWALKS + STREETS only.  
No construction needs.

- 11.030(A)(5) The use contains an appropriate amount of landscaping, buffers, setbacks, berms or other separation from adjacent uses.

No landscaping available for my 110 ft. Store  
front; currently has gas meters for building +  
CITY SIDEWALKS in front of it.

- 11.030(B) Housing developments will comply only with standards 2, 3, and 4 above.





**DISCLAIMER:** The real-time information provided within this GIS application comes to you from City of Astoria, Oregon. This GIS application is not an official source of information, use it at your own risk. The spatial data contained within this GIS application does not have any responsibility for its content or use. GIS applications like this are intended for a visual display of data and do not carry legal authority to determine a boundary or the location of land works. Therefore, this GIS application cannot be used as a substitute for a professional land survey or other information available through this GIS application. By using this GIS application as a source of information, you must agree to accept any liability and limitation both known and unknown. City of Astoria, Oregon provides this GIS map on an "as is" basis without warranty of any kind, expressed or implied, including but not limited to warranties of merchantability or fitness for a particular purpose. City of Astoria, Oregon assumes no liability for any decisions made or actions taken or not taken by the user of the GIS application. City of Astoria, Oregon assumes no liability for any decisions made or actions taken or not taken by the user of the GIS application. City of Astoria, Oregon assumes no liability for any decisions made or actions taken or not taken by the user of the GIS application. City of Astoria, Oregon assumes no liability for any decisions made or actions taken or not taken by the user of the GIS application.



**Nancy Ferber**

**CITY OF ASTORIA**

**From:** Ted Ames  
**Sent:** Saturday, April 15, 2017 1:44 PM  
**To:** Nancy Ferber  
**Cc:** Nathan Crater; Ben Small; Lisa Ferguson; Ken Nelson; Jeff Harrington; Kevin Cronin  
**Subject:** RE: 143 9th fire safety and sidewalk use

**APR 17 2017**

**BUILDING CODES**

Nancy,

I understand the applicant has stated they are pretty much set up with hoods/vents because it was previously a commercial kitchen space. I don't know how long it has been since the hood system has been serviced or inspected by a licensed and qualified vendor. The Oregon Fire Code spells out the frequency for commercial cooking system inspections and maintenance outlined below.

- High volume cooking operations such as 24 hours cooking, charbroiling or wok cooking – 3 month frequency.
- Low volume cooking operations such as places of religious worship, seasonal businesses and senior centers – 12 month frequency.
- Cooking operations utilizing solid fuel-burning cooking appliances – 1 month frequency.
- All other cooking operations – 6 month frequency.

Without knowing when the system was last inspected and maintenance was completed, I would suggest the applicant engage a licensed and qualified vendor to inspect the hood and ventilation system.

Please let me know if you have any questions.

Thank you,

Ted Ames, Fire Chief  
Astoria Fire Department  
Office: (503) 325-2345 ext. 2520  
Cell: (503) 298-8413

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**From:** Nathan Crater  
**Sent:** Thursday, April 13, 2017 3:50 PM  
**To:** Nancy Ferber  
**Cc:** Ben Small; Kevin Cronin; Jeff Harrington; Lisa Ferguson; Ted Ames; Ken Nelson  
**Subject:** RE: 143 9th fire safety and sidewalk use

Nancy,

I should have read the more recent email for the rest of the story. I believe we may have required the other new butcher shop in town to install a FOG system per the plumbing code. I would recommend that one is installed for the new butcher shop/smokehouse application if it required by the plumbing code or at our discretion. This may be a non-issue because the Rio Café should have had one in place for their operation.

Please let me know if you have any questions.

Thanks,

Nathan Crater, PE  
Assistant City Engineer  
503-338-5173

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**From:** Nancy Ferber  
**Sent:** Wednesday, April 12, 2017 10:04 AM  
**To:** Ted Ames <[tames@astoria.or.us](mailto:tames@astoria.or.us)>; Nathan Crater <[ncrater@astoria.or.us](mailto:ncrater@astoria.or.us)>  
**Cc:** Ben Small <[buildingofficial@astoria.or.us](mailto:buildingofficial@astoria.or.us)>; Kevin Cronin <[kcronin@astoria.or.us](mailto:kcronin@astoria.or.us)>; Jeff Harrington <[jharrington@astoria.or.us](mailto:jharrington@astoria.or.us)>; Lisa Ferguson <[buildingdivision@astoria.or.us](mailto:buildingdivision@astoria.or.us)>  
**Subject:** 143 9th fire safety and sidewalk use

Ted and Nathan-

**Background:**

I just held a pre-app meeting for a conditional use permit-the applicant just leased the old Rio Café space and is planning on opening a smokehouse/butcher shop in part of the space and move their existing property management office over there also. They need the conditional use permit for the office space portion due to the zoning.

**Next steps:**

I wanted to give you a heads up about the rest of their operation: they chatted with Ben about permits and occupancy. It sounds like they're pretty much set up with hoods/vents because it was previously a commercial kitchen area. They're currently working with the Department of Agriculture for their food/health permits.

In a couple months, they're thinking about setting up a BBQ on the sidewalk later in the summer and I told them to check with Public Works and Fire Dpt first. I think they're going to try and get their butcher/smokehouse business up and running first though so they're not in a huge hurry. Just letting you guys know!

If you need to contact them: Nancy and Jeremy Schoenwald 503.208.0621

**Nancy Ferber**

City Planner  
Community Development Department  
City of Astoria  
1095 Duane Street  
Astoria, OR 97103  
(w)503-338-5183  
(c) 971-704-4000  
[nferber@astoria.or.us](mailto:nferber@astoria.or.us)  
[www.astoria.or.us](http://www.astoria.or.us)



#1 Garbage Area



## STAFF REPORT CONTACT INFORMATION

CU17-05

Julie House- Applicant  
Stephen Allen- Property Owner

DOCKET/CASE/APPLICATION NUMBER

APPLICANT/PROPERTY OWNER

May 23, 2017

80 11<sup>th</sup> Street

PUBLIC HEARING DATE

PROPERTY ADDRESS/LOCATION

## BRIEF SUMMARY OF REQUEST

Conditional Use CU17-05 by Julie House, Riverfront Trading Company, to use an existing retail space for sporting goods, apparel, and novelty goods tourist-oriented retail sales establishment at 80 11<sup>th</sup> St. This site is located at the end of 11<sup>th</sup> Street on the Columbia River adjacent to other commercial uses. Previously, the structure was used as a seafood market. The seafood market vacated the space and is proposed to be replaced by a tourist oriented business that will provide: roller-sport products, custom apparel that includes varsity jackets and retro themed apparel. The Riverfront Trading Company will not make any structural changes to the existing building or site.



MAP SOURCE: Google Map

EXISTING ZONING	EXISTING LAND USE	SURROUNDING ZONING & LAND USE	SITE IMPROVEMENTS	SIZE OF PROPERTY
A2	Water-dependent commercial	A2 and variety of businesses	No structural changes; but change of use	280 feet of retail space

## STAFF RECOMMENDATION

APPROVE

APPROVE WITH CONDITIONS

DENY

## COMPATIBILITY with the COMPREHENSIVE PLAN

The proposed project is compatible with the City's Comprehensive Plan by being a locally owned business oriented to tourists. This business supports a diverse local economy that will operate year-round.

## PROPERTY HISTORY

Compatibility with the planned development (or other controlling documents); traffic/parking; public works/utilities; engineering/flood plain/soil; building code/fire or design

The structure was constructed and operated according to City code and regulations. As proposed, the project will not change the compatibility and is a "turnkey" operation.

## COMPATIBILITY with the ZONING ORDINANCE

The proposed project was found to be compatible with the City's Zoning Ordinance. Specific findings are detailed in the following pages.

ATTACHMENTS (CIRCLE)

SUBMITTED PLANS

PUBLIC HEARING  
PETITION/  
APPLICATION FORM

LEGAL NOTICE

LEGAL DESCRIPTION

PUBLIC COMMENTS

AGENCY COMMENTS

RESPONSE TO STANDARDS



I. Public Notice

A public notice was mailed to all property owners within 100 feet according to Section 9.020 on May 2, 2017. A notice of public hearing was published in the *Daily Astorian* on May 16, 2017. No written comments were received at the time of this report.

II. Standards and Criteria

Topic	Standard	Findings
Conditional Use in Zone A2	<b>2.252(14):</b> The following uses and activities and their accessory uses and activities may be permitted In the Aquatic Two Development Zone as Conditional Uses when authorized in accordance with Article 11 Conditional Uses. These uses and activities are also subject to the provisions of Section 2.540 Development Standards and Procedural Requirements. These uses and activities must be consistent with the purpose of the Aquatic Two Development Zone. (14) Tourist-oriented retail sales establishment which provides significant visual access to the waterfront.	The available merchandise will attract tourists and locals with a location on the Riverwalk serving tourists. Goonies theme apparel and roller sport goods will attract a variety of clientele on the Riverwalk. <u>This standard is satisfied.</u>
Conditional Use in Zone A2	Conditional uses in A2 zone are subject to <b>2.540:</b> Development Standards and Procedural Requirements.	No structural changes are proposed. The building is compliant with these requirements and requirements outlined in Chapters 4 & 5. The proposed use would not change this. <u>This standard is satisfied.</u>
Parking	<b>2.540 (7):</b> Uses located between the extended right-of-ways of 8 <sup>th</sup> Street and 14 <sup>th</sup> Street are not required to provide off-street parking or loading. Uses located in other portions of the A-2 Zone shall comply with the access, parking, and loading standards specified in Article 7.	Off-street parking is located near the railroad tie. Further off-street parking is not required in the downtown parking district. <u>This standard is satisfied.</u>
Parking	<b>7.105(A):</b> Bicycle parking spaces shall be provided for new development, change of use, and major renovation, at a minimum, based on the standards of Table 7.105....Where an application is subject to Conditional Use Permit approval or the applicant has requested a reduction to an automotive parking standard, pursuant to Section 7.062, the Community Development Director or Planning Commission, as applicable, may require bicycle parking spaces in addition to those in Table 7.105. This table is available below.	A minimum of one (1) short-term bicycle parking space shall be required as a condition of the approval of this permit. <u>This standard is satisfied.</u>
Parking	<b>7.105(B):</b> Design and Location requirements for bicycle parking.	This standard will be reviewed upon approval of the CUP and submission of a plan by the applicant.

Topic Continued	Standard Continued	Findings Continued
Conditional Use	<b>11.030: Basic Conditional Use Standards</b> (A)(1): The use is appropriate at the proposed location.	The use is appropriate at the proposed location. Roller-sport activities are permitted along the Riverwalk, and are not permitted in Downtown. The proposed use is compatible with surrounding uses. <u>This standard is satisfied.</u>
Conditional Use	(A)(2): An adequate site layout will be used for transportation activities.	No structural changes are proposed. The existing layout can adequately serve the proposed use. <u>This standard is satisfied.</u>
Conditional Use	(A)(3): The use will not overburden water and sewer facilities, storm drainage, fire and police protection, or other utilities.	The proposed project will not significantly increase usage of any of these utilities. Garbage and recycling services will be provided by Recology and located at the applicant's residence. The applicant used this system at their previous location. <u>This standard is satisfied.</u>
Conditional Use	(A)(4): The topography, soils, and other physical characteristics of the site are appropriate for the use. Where determined by the City Engineer, an engineering or geologic study by a qualified individual may be required prior to construction.	No structural changes are proposed. <u>This standard is satisfied.</u>
Conditional Use	(A)(5): The use contains an appropriate amount of landscaping, buffers, setbacks, berms, or other separation from adjacent uses.	No structural changes are proposed. The subject property is located above water on the 11 St Pier adjacent to other commercial uses. Above ground containerized landscaping is strongly suggested. <u>This standard is satisfied.</u>

### III. Findings of Fact, Conclusion, and Conditions of Approval

Based on the Findings of Fact above and the attached findings of fact presented with the application, the request meets the applicable review criteria. Staff recommends approval of this use from the Planning Commission with the following conditions according to Section 11.040 of the City's Development Code:

1. One short-term bicycle parking space will be required. Before installation, the applicant shall submit a site layout detailing the location of the rack and details about the appearance and function of the rack.
2. Signs should follow City Code and not obstruct pedestrian or vehicle traffic, or block views of the river.

Hannah Dankbar

May 16, 2017



Pier 11

11th Street

Columbia River

~~Pier 11~~  
~~Parking~~

Riverfront  
Trading Co  
Retail Space  
80 11th St

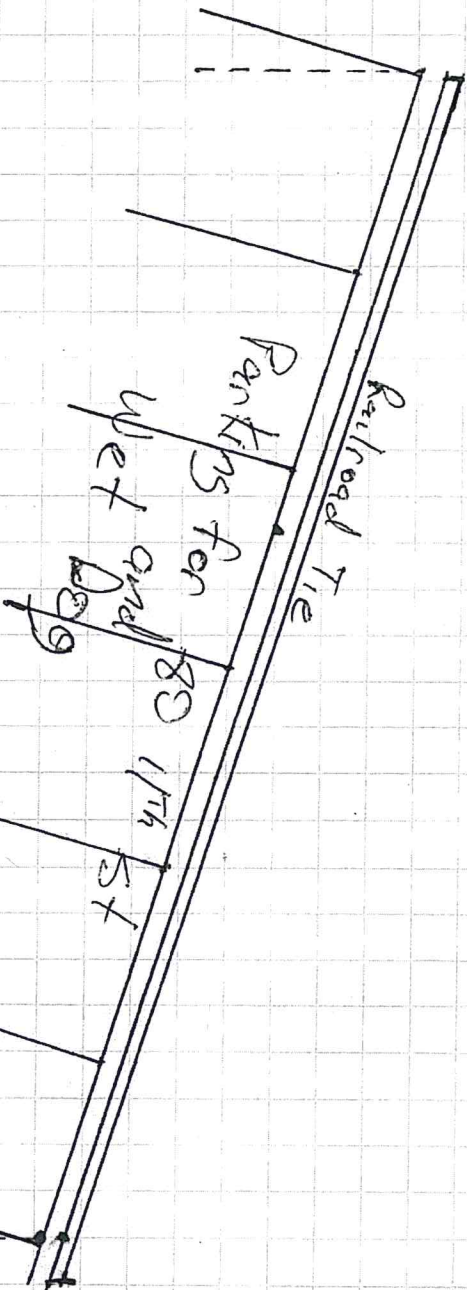
Warehouse

BIKE RACK  
(FIGURES 1, REN. 1)  
15 MAY 2017

Concrete  
Patio

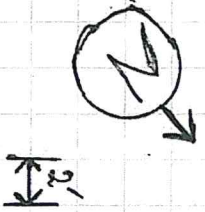
Dock

Railing  
River



Riverwalk

Figure 1  
Riverfront Trading  
Company



## Kevin Cronin

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**From:** Ted Ames  
**Sent:** Monday, May 15, 2017 10:27 AM  
**To:** hdankbar@columbiaestuary.org  
**Cc:** Nancy Ferber; Kevin Cronin; Nathan Crater; Eric Halverson  
**Subject:** RE: Conditional Use Permit

Hello Hannah,

Per our phone conversation this morning regarding 80 11<sup>th</sup> Street, River Front Trading Company:

On page 2 of 2, 11.030(A)(3) The use will not overburden water and sewer facilities, storm drainage, fire and police protection, or other utilities. The following sentence is underlined; The Riverfront Trading Company does not intend to continue use of the existing security system. The deactivation of this alarm will prevent any unnecessary response requirements from local fire or police support.

Please note the fire department does not have specific issues with security systems however, we do have issues with any fire alarm systems or devices. If there are devices in the business such as smoke detectors or pull stations that report to a building fire alarm panel, such devices and the capability to report shall be maintained and cannot be removed or the use discontinued.

Please let me know if you have any questions. Thank you.

Ted Ames, Fire Chief  
Astoria Fire Department  
Office: (503) 325-2345 ext. 2520  
Cell: (503) 298-8413

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**From:** Hannah Dankbar [mailto:hdankbar@columbiaestuary.org]  
**Sent:** Wednesday, May 10, 2017 10:04 AM  
**To:** Ted Ames  
**Subject:** Conditional Use Permit

Hi Ted,

My name is Hannah Dankbar. I am a Planner at CREST. I am helping Kevin and Nancy with some permits because of how busy they are. I am working on a conditional use permit that is attached. The permit is for a change of use, with not proposed changes to the structure at this time. I am going to write up the staff report this week so it can go out to Planning Commission next week. Can you let me know if you have any comments on it?

Thank you!

Best,  
*Hannah Dankbar*  
**Coastal Planner**  
Columbia River Estuary Study Taskforce  
818 Commerical Street, Suite 203  
Astoria, Oregon 97103





## CITY OF ASTORIA

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### COMMUNITY DEVELOPMENT

May 16, 2017

TO: ASTORIA PLANNING COMMISSION

FROM: KEVIN A. CRONIN, AICP, COMMUNITY DEVELOPMENT DIRECTOR

SUBJECT: AMENDMENT REQUEST (A17-01) BY COMMUNITY DEVELOPMENT DIRECTOR TO AMEND COMPREHENSIVE PLAN FOR AMENDING EXISTING ECONOMIC ELEMENT (CP.190 – CP.210), REVISED FUTURE INDUSTRIAL SITES MAP, AND ADDITION OF ECONOMIC DEVELOPMENT STRATEGY

#### I. BACKGROUND SUMMARY

- A. Applicant: Kevin A. Cronin, AICP  
Community Development Department  
City of Astoria  
1095 Duane St  
Astoria OR 97103
- B. Request: Amend the Astoria Comprehensive Plan to amend the Economic Element, revise Future Industrial Sites Map, and add the new Economic Development Strategy.
- C. Location: Citywide
- D. Previous Applications: Not applicable

#### II. BACKGROUND

The City Council set a FY 2015-16 goal to “Promote positive economic development through strengthening partnerships.” In March 2016, the City Council accepted a grant award from the Department of Land Conservation & Development (DLCD) to help partially fund the City’s first economic development strategy. In September 2016, the City Council authorized a contract award with Community Attributes, Inc. to provide professional services. In October 2016, “Advance Astoria” was launched with a public event at Fort George Brewery and has culminated with a request to amend the Comprehensive Plan.

This is the first known economic development strategy for a city that has existed for over a hundred and fifty years. “Advance Astoria” was born out of the necessity to compete in a global landscape and strengthen the economic position of a rural community in an

increasingly competitive environment that favors urbanized metro areas. Although historically Astoria has flourished with a strong export base of natural resources, and more recently tourism, other economic sectors are needed to diversify the local economy to increase resiliency, attract private investment, increase workforce development skills and expand local and regional markets to spur “high wage” jobs (\$17.50/hr).

The economic development strategy (“Strategy”) meticulously analyzes the existing economic conditions through an “Economic Opportunities Analysis” (EOA) including an inventory of commercial and industrial lands for a required twenty year supply. Based on the results of the EOA, and extensive public input, the Strategy lays out an aspirational vision statement, a value proposition for why Astoria needs the strategy, foundational strategies that will help strengthen the overall economy, and five specific business sectors that are targeted for growth over a 5 year period referred to as a “batch strategy.” A batch strategy recognizes that certain sectors tend to congregate to create a critical mass of economic activity – workforce, talent, innovation, collaboration, and opportunity.

Advance Astoria included an extensive public involvement process. Below is a table that summarizes the public involvement strategy.

<b>Activity</b>	<b>Date</b>	<b>Attendance*</b>
“Advance Party” Advisory Committee No. 1	October 5, 2016	14
Kick Off Meeting + Panel Presentation @ Fort George	October 5, 2016	48
City Tour	October 6, 2016	12
Astoria Warrenton Chamber of Commerce: “Chamber Breakfast”	November 29, 2016	75
MERTS Campus Tour	December 9, 2016	10
Astoria Rotary	December 19, 2016	45
Focus Groups	January 18, 2017	19
Advance Party Advisory Committee No. 2	January 19, 2017	12
Community Forum No. 1 + Panel Presentation @ Red Building Loft	January 19, 2017	80
ADHDA Board Meeting	February 13, 2017	14
Career Fair @ County Fairgrounds	February 22, 2017	5
Kiwanis/Lions Club @ Elks Club	March 7, 2017	22
“Advance Party” Advisory Committee No. 3 @ Reach Break Brewing	March 9, 2017	16
Aquatic Center Pop Up Shop	March 10, 2017	6
ADHDA: 2 <sup>nd</sup> Saturday Art Walk Pop Up Shop	March 11, 2017	18
CEDR Awards @ Seaside Convention Center	March 22, 2017	9
Mo’s Chowder Construction Tour	March 24, 2017	6
Astoria Co-op Pop Up Shop	March 30, 2017	14
Survey Launch: November 29, 2016	March 31, 2017	93
“Advance Party” Advisory Committee No. 4 @ Craft3	April 6, 2017	11
Community Forum No. 2 + Town Hall @ Hampton Inn	April 13, 2017	43
Astoria Planning Commission Work Session	April 25, 2017	6
APC & Advance Party Joint Work Session	May 2, 2017	13
<b>Total People Served</b>		<b>591</b>

\*Registered or Estimated



The proposed Comprehensive Plan amendment request includes three items: text amendment to the Economic Element (CP.190 - CP.210), a revised Exhibit Map "Employment Lands Inventory, 2016," and adoption by reference of the new Economic Development Strategy ("Advance Astoria: Five Year Action Plan"). The Comprehensive Plan is largely a land use driven document meant to guide land needs for the next twenty years. The Statewide Land Use Planning Goal 9 guides how cities manage economic development. The Economic Element of the Comprehensive Plan CP.190 – CP.210 was originally adopted in 1981. There have been a series of minor amendments occurring since then with the most recent in 2014. Advance Astoria is an opportunity to examine existing policy goals and strategies to ensure consistency with the proposed new vision statement, strategies, and actions but more importantly position the city for sustainable growth. Enclosed are proposed policy amendments to specific goals. Some existing goals are not being changed because the scope of the project was limited to specific target industries where high wage jobs are expected to grow and expand over a five year period. The land inventory as described in the EOA clearly shows that Astoria has ample availability for the types of businesses it wants to attract and grow over a twenty year timeframe.

The "Employment Lands Inventory, 2016" illustrates vacant and redevelopable lands. This map replaces the existing "Future Industrial Sites" (1981) map, which is an exhibit in the Comprehensive Plan that illustrates specific properties for industrial development. The existing and proposed maps are enclosed. The new map clearly delineates future industrial growth on larger parcels to accommodate larger employers where small businesses can largely be absorbed into existing industrial spaces. The larger parcels include: Port Cargo, South Tongue Point, MERTS, Bumble Bee, Astoria Ford, and Ag-Bag. Identifying specific properties for development can also help focus the Strategy and city resource on specific target industries.

The Economic Development Strategy is an implementation document and a companion to the overall Economic Element. The Strategy is proposed to be adopted by reference, similar to the recent Parks Master Plan that was adopted in 2016. The vision statement is an aspirational goal to create 200 high wage jobs through City and partner sponsored investments and actions around five target industries: craft beverage, maritime, seafood processing, microenterprise, and research and development centered on the nexus of medicine, education, and seafood. The Strategy delineates and focuses limited resources to retain, expand, and potentially recruit new businesses to Astoria. The Strategy also outlines actions the City and its partners will take to implement the action plan.

### III. PUBLIC REVIEW AND COMMENT

#### A. Astoria Planning Commission

The Planning Commission held a work session open to the public on April 25 and May 2 where the Commission reviewed the purpose and intent of the proposed amendments. In accordance with Section 9.020, a notice of public hearing was published in the *Daily Astorian* on May 16, 2017. The proposed Comprehensive Plan amendment is legislative (Type IV) as it applies citywide. Finally, notice of



Planning Commission meetings is broadcast via email to those on an interested parties list and was shared via a project-based interested parties list.

B. City Council

The City Council is expected to hold a public hearing on June 19, 2017 if the Planning Commission recommends approval of the amendment.

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, a person owning property in the City, or a City resident."*

Finding: The proposed amendment to the Comprehensive Plan 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.*

Finding: The proposed amendment is to add and amend text, as well as revise a map of the Comprehensive Plan Economic Element. The amendment would also reference the new Economic Development Strategy. The proposed amendment is applicable to the entire Comprehensive Plan and therefore a citywide policy. Processing as a legislative action is required.

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

1. CP.005(5), General Plan Philosophy and Policy Statement states that local comprehensive plans *"Shall be regularly reviewed, and, if necessary, revised to keep them consistent with the changing needs and desires of the public they are designed to serve."*

Finding: The City Council adopted a FY 15-16 goal to "promote economic development through strengthening partnerships." The Economic Development Strategy is a vehicle to accomplish this policy goal while updating the Comprehensive Plan for consistency is also warranted given the drastic changes in the local economy since the last major review and overhaul of the Economic Element. The Community Development Director initiated the text amendment to comply with land use planning goals and meet a requirement from a grant agreement with the Department of Land Conservation & Development.



2. CP.015(1), General Land & Water Goals states that *"It is the primary goal of the Comprehensive Plan to maintain Astoria's existing character by encouraging a compact urban form, by strengthening the downtown core and waterfront areas, and by protecting the residential and historic character of the City's neighborhoods. It is the intent of the Plan to promote Astoria as the commercial, industrial, tourist, and cultural center of the area."*

Finding: The proposed amendment outlines the future development of industrial and commercial lands in support of a compact urban form, providing a balance of services and businesses to tourists, local residents, and exports to outside the region. The Strategy strikes a careful balance of promoting specific target industries that will grow and expand high wage jobs while encouraging culturally relevant industries that fit in Astoria. The proposed amendment is intended to provide the guidance to help achieve these policy goals, as well as specific strategies and actions to implement over a five year period.

3. CP.470(1), Citizen Involvement states that *"Citizens, including residents and property owners, shall have the opportunity to be involved in all phases of the planning efforts of the City, including collection of data and the development of policies."*

Finding: The development of the Strategy was completed with extensive public involvement as described and listed under the Background section. Close to 600 people have been engaged since October 2016. The Mayor appointed a project advisory committee in September 2016 to provide staff and City Council guidance of the development of the Strategy. In addition to the events, city staff regularly sent e-notices and updates to an interested parties list, appeared on four radio broadcasts (three stations) to promote the Advance Astoria campaign, worked with the *Daily Astorian* to create business profiles that were exemplary of the types of businesses featured in the Strategy, and made regular announcements at community events. Finally, traditional tools such as a project website, FAQ sheet, displays in city hall, and social media posts were employed to encourage participation. Anyone interested in the Strategy was encouraged to submit suggestions and comments throughout the project.

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

Finding: The proposed amendment does not directly address impacts to water use needs. However, it does anticipate serious challenges to meeting future water needs specific to seafood processing (i.e., shrimp) which uses intense amounts of potable water. The City's Public Works Department conducted an analysis of water meter data of active seafood processors and craft brewers and found the usage rates were overwhelmingly in favor of seafood processing. Future water treatment capacity and funding for any improvements will be necessary for any expansions of this industry. The other industries are not anticipated to use large

amounts of potable water. The EOA clearly addressed land needs by concluding that no additional land is necessary.

V. CONCLUSION AND RECOMMENDATION

The request is consistent with the Comprehensive Plan and implements a City Council goal. Staff recommends that the Planning Commission recommend adoption of the proposed amendment to the City Council and consider scheduling a public hearing to take public comment. Alternatively, the Planning Commission can continue the hearing until June 6, or close the hearing and continue deliberations on June 6.



## ECONOMIC ELEMENT

### CP.190. Economic Element Background Summary.

As the largest City, and the county seat of Clatsop County, Astoria's economy is reflected in that of the region. There is heavy reliance on the natural resources of the area including timber, fish, and shipping. As the commercial and governmental center of the region, retail and wholesale trade is important to the City. Government activities, including education, the US Coast Guard, the Tongue Point Job Corps Center, and State and local government facilities are a significant part of the local economy. As the financial, cultural, and medical center of the region, the community college, hospital, clinics, and related facilities employ a large number of professional people.

Astoria's economy is evolving from one based on natural resources, primarily fishing, seafood processing, wood products, shipping, and water transportation, to trade and services. The growth of tourism is an important part of Astoria's redevelopment. Tourism related income in the County grew at over 6% annually during the period 1991 to 1995, to over \$250 million; and to over \$397 million in 2010. Employment in trade increased over 70% between 1983 and 1996, while employment in lumber and wood products decreased 28% during the same period. (Source: Clatsop Economic Development Commission 1997 report on Employment Department, Bureau of Labor statistics, and Oregon Tourism Commission for 2010.)

The City maintains a significant underutilized inventory of lands especially suited for water dependent development, including the Port of Astoria docks, North Tongue Point, and South Tongue Point. The Port is attempting to find replacement uses for areas formerly devoted to log exports, and other maritime uses. The Oregon Division of State Lands has leased North Tongue Point to Port of Astoria in an attempt to attract industrial users. A large inventory of industrial land was created at South Tongue Point in conjunction with the Marine and Environmental Research and Training Station (MERTS). The changing nature of the economy indicates that many areas formerly used for water dependent or water related development, are no longer needed or desirable for shipping or other activities requiring access to the Columbia River channel.

Rail services to Astoria was formally discontinued in 1996 when the Burlington Northern Railroad filed to abandon the rail line from Tongue Point through Astoria. In February 1997, the Federal Surface Transportation Board applied an "Interim Trail Use Condition" on the approximate seven mile line within the City limits through the National Rails-to-Trails Act. The Burlington Northern Santa Fe Railroad donated the right-of-way of the Astoria line from Willbridge Junction in Portland to Tongue Point. During this same time, the track structures and operating rights were sold to the Portland and Western Railroad which is certified by the Federal Surface Transportation Board as the common carrier operating a line.

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Because of Astoria's water orientation, the Port of Astoria plays an important role in the City's economy. The Port owns approximately 170 acres within the City, and employs approximately 23 people. The Port renewed log exports at the Port piers in 2011.

In 2015 the City Council set a FY 2015-16 goal to "Promote positive economic development through strengthening partnerships." In October 2016, "Advance Astoria" was launched to engage the business community and residents alike about future growth and the types of businesses that would flourish and align with local culture.

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Although historically Astoria has flourished with a strong export base of natural resources, and more recently tourism, other economic sectors are needed to diversify the local economy to increase resiliency, attract private investment, increase workforce development skills and expand local and regional markets to spur "high wage" jobs (2016: \$17.50/hr). To achieve a more diversified economy and meet Statewide Land Use Planning Goal 9, the existing economic conditions were analyzed through an "Economic Opportunities Analysis" (EOA) including an inventory of commercial and industrial lands for a required twenty-year supply. The Economic Development Strategy is the outcome of Advance Astoria and to a large extent implements the following goals and policies. More importantly, it identifies specific actions to create a stronger and healthier local economy.

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*[CP.190 amended by Ordinance 98-04, 5-4-98; amended by Ordinance 11-07, 7-5-11]*

CP.195. Conclusions and Problems.

1. Astoria is still the commercial center of the region, but commercial expansion in Warrenton has affected downtown businesses. The perceived lack of parking space is one major factor. The lack of land for expansion has adversely affected businesses looking for new locations. Although the downtown is not in a period of decline, there are several large commercial buildings that are presently unused or underused.

*[CP.195.1 amended by Ordinance 11-07, 7-5-11]*

2. Much of new downtown development is toward the waterfront. The success of new business locating in this area, the demand for old buildings to be renovated, and the interest in the "People Places" concept, River Trail, and Riverfront Vision Plan attests to this trend. There is a potential conflict between commercial activities and marine industry. Land and water use policies should protect those areas which have marine industrial potential, but trends in the industry such as containerization has shifted demand away from the downtown area to areas such as Tongue Point.

*[CP.195.1 amended by Ordinance 11-07, 7-5-11]*

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3. The "People Places" concept raises questions about construction costs, maintenance and liability. However, its value in bringing tourists to the downtown, raising property values, and increasing the vitality of the area is well established. Other improvements in the downtown area did not meet voter approval in the past, including parking expansion. Future improvements may be dependent on sources of funding other than property taxes.
4. The distinction between general commercial, tourist commercial, central commercial and to some extent even industrial zoning seems to be increasingly blurred in the City's zoning scheme: there are automobile sales lots in both central and tourist commercial zones, trailer parks, and multi-family dwellings in the industrial zone. Revision of the Comprehensive Plan and Development Code needs to address this question: Does the City wish to have one zone for industrial/commercial uses, or does it wish to protect certain areas for certain uses?

*[CP.195.4 Amended by Ordinance 98-04, 5-4-98; amended by Ordinance 11-07, 7-5-11]*

5. *[CP.195.5 Deleted by Ordinance 98-04, 5-4-98]*

6. Astoria's economy is significantly affected by forces well beyond the City's control. These include the current condition of ocean resources, State and Federal policies, forest practices both on private and public timber lands, international trade policies, and the prospects for oil production in off-shore Alaska and California. The Port of Astoria, a special district which falls under the purview of the City's Comprehensive Plan, has a powerful effect on the local economy. As yet, the Port has not realized its potential for the generation of jobs and income in the community. The Chamber of Commerce, which is supported to some extent by the City, is concerned with the economy of the area. Many communities participate in the Clatsop County Economic Development Resources (CEDR) group for coordinated efforts concerning economic development projects, the Columbia River Estuary Study Taskforce (CREST), and other local and regional economic development agencies. These groups have been successful in obtaining grants for projects such as the Youngs Bay Salmon Enhancement program, the "People Places" study, and the obtaining of an additional Coast Guard cutter.

*[CP.195.6 amended by Ordinance 11-07, 7-5-11]*

7. Tourism in Clatsop County has increased in recent years, and the Astoria area has been the recipient of some of this economic activity. Astoria is becoming a "destination" like the communities on the ocean beaches. The quantity of lodging facilities in the City have increased in recent years to accommodate the needs except during peak tourist times. The Columbia River Maritime Museum is a

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major tourist attraction. In recent years, there has been construction of private facilities which can accommodate moderate sized gatherings and conventions. Tourism is an economic activity which has several disadvantages, such as low wages, and seasonality. However, Astoria has a highly seasonal work force which tourism, particularly the convention business during the winter, could counteract. Astoria has begun to capitalize on its scenic, historic character; proper emphasis on it through advertising and public projects has the potential of stimulating the City's tourist economy.

[CP.195.7 amended by Ordinance 11-07, 7-5-11]

8. Sectors tied to tourism – in particular retail and hospitality – can be susceptible to economic downturns and on average pay lower wages. In 2015, the average wage in Clatsop County is \$34,176, and slightly higher in Astoria at \$36,192. However, Astoria's average is much lower compared to the statewide average of \$48,322. Although Astoria has numerous professional jobs, a strong government sector, and healthy presence of utilities and health care industries, there is still a lack of high wage jobs with benefits that continues to be a serious challenge.

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CP.200. Economic Development Goal 1 and Goal 1 Policies.

Goal:

The City of Astoria will strengthen, improve, and diversify the area's economy to increase local employment opportunities.

[CP.200 amended by Ordinance 11-07, 7-5-11]

Policies:

1. Encourage, support, and assist existing businesses.
2. Provide support to local start-up businesses.
3. Seek the input of local businesses and carefully consider the economic impacts of proposed programs, regulations and decisions related to implementing the community's comprehensive plan.
4. Encourage private development such as retail, restaurants, commercial services, transient lodging, and make strategic investments in target industries.
5. Provide a supportive environment for new business.

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6. Encourage a diversity of businesses, target firms to add to the business mix and strengthen the overall economic base.
7. Encourage and support local industrial development in order to diversify beyond the City's predominant industrial sectors, while maintaining strong support for these sectors.
8. Broaden the economy to help balance the seasonal nature of existing industries and employment.
9. Encourage the broadening of the economy, particularly in areas which help balance the seasonal nature of existing industries.

*[CP.200.1 to CP.200.9 added by Ordinance 11-07, 7-5-11]*

CP.201. Economic Development Goal 2 and Goal 2 Policies.

Goal:

Promote cooperative economic development partnerships.

*[CP.201 added by Ordinance 11-07, 7-5-11]*

Policies:

1. Actively coordinate with the Astoria Downtown Historic District Association, the Port of Astoria, the Chamber of Commerce, and other local and regional groups involved in economic development.
2. Participate in and support regional economic development plans/programs.
3. Work with state and regional partners to implement Advance Astoria: Five Year Economic Development Strategy.

*[CP.201.1 to CP.201.2 added by Ordinance 11-07, 7-5-11]*

CP.202. Economic Development Goal 3 and Goal 3 Policies.

Goal:

Strengthen the City's downtown core as the retail center of the region, with the support from the Astoria Downtown Historic District Association.

*[CP.202 amended by Ordinance 11-07, 7-5-11]*

Policies:

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1. Promote Astoria's downtown core. The downtown core of Astoria, generally extending from 6th to 16th Streets, and from the waterfront to Exchange Street is the retail, service and governmental center of the region.
2. Continue to work toward establishing public parking areas in the downtown area.
3. Support the efforts of the downtown merchants to improve the appearance of the commercial core. Maintain and enhance all public infrastructures to create a pleasant and convenient business environment including elements such as signage, pocket parks, sidewalks and parking lots.
4. Promote upper story/high density housing in the downtown existing and new construction.
5. Ensure zoning allows for higher density, mixed-use development in the commercial core.  
*[CP.202.1 to CP.202.5 added by Ordinance 11-07, 7-5-11]*
6. To develop a Heritage Square on the block bounded by 11th, 12th, Duane, and Exchange Streets (formerly the site of the Safeway store) as a recreational facility that will help to stimulate the revitalization of downtown, support the Astoria Sunday Market, and increase property values in the Astor-East Urban Renewal District. Parking will be included within the block design.

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*[CP.202.6 added by Ordinance 12-04, 2-6-12]*

CP.203. Economic Development Goal 4 and Goal 4 Policies.

Goal:

Continue to encourage water-dependent industries to locate where there is deep water, adequate back-up space, and adequate public facilities.

Policies:

1. 1. Maintain areas of the City in order to provide sufficient land for water dependent as well as non-water dependent industries.
2. If there is an oversupply of such lands, reconsider for other uses consistent with target industries.

*[CP.203 amended by Ordinance 11-07, 7-5-11]*

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CP.204. Economic Development Goal 5 and Goal 5 Policies.

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City of Astoria  
Comprehensive Plan

CP.210

Goal:

Encourage the preservation of Astoria's historic buildings, neighborhoods and sites and unique waterfront location in order to attract visitors and new industry.

Policies:

1. Provide public access to the waterfront wherever feasible and protect existing access. The importance of the downtown waterfront in terms of aesthetics, public access and business improvement cannot be overemphasized. The City supports the concept of the "People Places Plan," and encourages local organizations in the construction and maintenance of waterfront parks and viewing areas.

*[CP.204.1 amended by Ordinance 11-07, 7-5-11]*

2. The City will use the Gateway Master Plan as the guiding document for redevelopment of the Gateway Overlay Area.

*[CP.205.4 amended by Ordinance 98-04, 5-4-98; renumbered and amended by Ordinance 11-07, 7-5-11]*

3. Encourage the growth of tourism as a part of the economy.

- a. Consider zoning standards that improve the attractiveness of the City, including designation of historic districts, stronger landscaping requirements for new construction, and Design Review requirements.

*[CP.205.5 amended by Ordinance 85-08, 5-6-85; renumbered and amended by Ordinance 11-07, 7-5-11]*

4. Protect historic resources such as downtown buildings to maintain local character and attract visitors.

CP.205. Economic Development Goal 6.

Goal:

Maintain a system of public facilities and services capable of supporting existing and future industry, and commercial development.

*[Section CP.200 amended by Ordinance 85-08, 5-6-85; renumbered and amended by Ordinance 11-07, 7-5-11]*

City of Astoria  
Comprehensive Plan

CP.210

[Section CP.205.1 to CP.205.6 amended by Ordinance 85-08, 5-6-85; deleted as CP.205, amended and renumbered by Ordinance 11-07, 7-5-11]

CP.206. Economic Development Goal 7 and Goal 7 Policies.

Goal:

Encourage successful home-based businesses.

[CP.206 added by Ordinance 11-07, 7-5-11]

Policies:

1. Encourage home occupations, cottage industries and activities which have little impact on the surrounding neighborhoods through the City's Development Code.
2. Encourage provision of support services needed by home-based businesses.
3. Create a strong network and entrepreneurial ecosystem for startups, business incubation, and small business development.

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[CP.206.1 to CP.206.2 added by Ordinance 11-07, 7-5-11]

CP.207. Economic Development Goal 8 and Goal 8 Policies.

Goal:

Be prepared for business growth with "shovel ready" properties.

[CP.207 added by Ordinance 11-07, 7-5-11]

Policies:

1. Support the development and maintenance of property inventory.
2. Maintain an adequate supply of vacant commercial, industrial and waterfront development property to provide for the economic growth of the community.
3. Ensure an adequate supply of employment lands with areas large enough to meet the objectives needed for commercial uses, but not so large as to affect adjacent residential neighborhoods.

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City of Astoria  
Comprehensive Plan

CP.210

4. Support efforts to consolidate parcels, where appropriate to meet business needs for larger properties.

*[CP.207.1 to CP.207.4 added by Ordinance 11-07, 7-5-11]*

CP.208. Economic Development Strategies and Actions.

1. Regularly update the City's Buildable Lands Inventory.
2. Make the City's Buildable Lands Inventory and maps readily accessible to prospective employers and developers of commercial and industrial properties.
3. Work proactively with prospective employers to identify suitable sites for future development, including opportunities to consolidate groups of smaller parcels into larger developable sites.
4. Conduct neighborhood, sub-area, or specific area planning processes to identify site-specific opportunities for future business and employment uses.
5. Update home occupation ordinance provisions as needed to encourage home occupations but limit associated negative impacts such as traffic, on-street parking, and noise.
6. Investigate public-private partnerships to actively support a strong commercial core.
7. Work with the Chamber of Commerce and other local and regional economic development groups to develop market fact sheets and marketing packets with highlights of the demographic and retail market analysis.
8. Prepare and maintain a current, up-to-date, inventory of available buildings and land with complete data, including price, features, utilities, infrastructure, maps, photos or contact information. If selected properties are known to soon be vacant, include those in the review. Determine which properties are ready for occupancy and which need renovation or complete site prep and development. Evaluate the condition, property owner attitude, price competitiveness and other factors to assess true market readiness.
9. Continue to use urban renewal district(s) and associated funding to support development in specific areas, including land assembly, public improvements and other similar efforts.

*[CP.208.1 to CP.208.9 added by Ordinance 11-07, 7-5-11]*

CP.210. Economic Development Recommendations.

A 17-01: Advance Astoria - APC Hearing May 23, 2017

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City of Astoria  
Comprehensive Plan

CP.210

1. In the City's waterfront areas, the City will continue to promote a combination of tourist oriented development, industrial development associated with the City's working waterfront and water-related and dependent industries, and distribution and sales of goods and services for Astoria residents and businesses. These efforts will be guided by and consistent with the Astoria Riverfront Vision Plan.

*(Section CP.210.1 amended by Ord. 15-04, 6-15-15)*

2. The City should evaluate its S-2, General Development Shoreland Zone to ensure that it permits a range of non-water dependent or non-water related uses. Or, the City should consider developing a separate manufacturing or industrial zone.
3. The City should consider allowing the location of small scale manufacturing or cottage industries in its General Commercial Zone, C-3, and Central Commercial Zone, C-4.
4. *[Section CP.210.4 deleted by Ordinance 11-07, 7-5-11]*
5. The City and business community should develop a cooperative program for strengthening and upgrading the core commercial area's competitive position.
6. The City's historic character is one of its major tourist attractions. Historic districts can form the focus for tourist oriented promotion. Therefore, the City should take a more active role in the designation of historic districts.

7. *[Section CP.210(7) deleted by Ordinance 98-04, 5-4-98]*

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8. The City will implement Advance Astoria: Five Year Economic Development Strategy to guide day to day decisions on future investments and target five industries for development: craft beverages, maritime, research and development centered on education, health care, and seafood, seafood processing, and microenterprise. The Economic Development Strategy is hereby adopted by reference.

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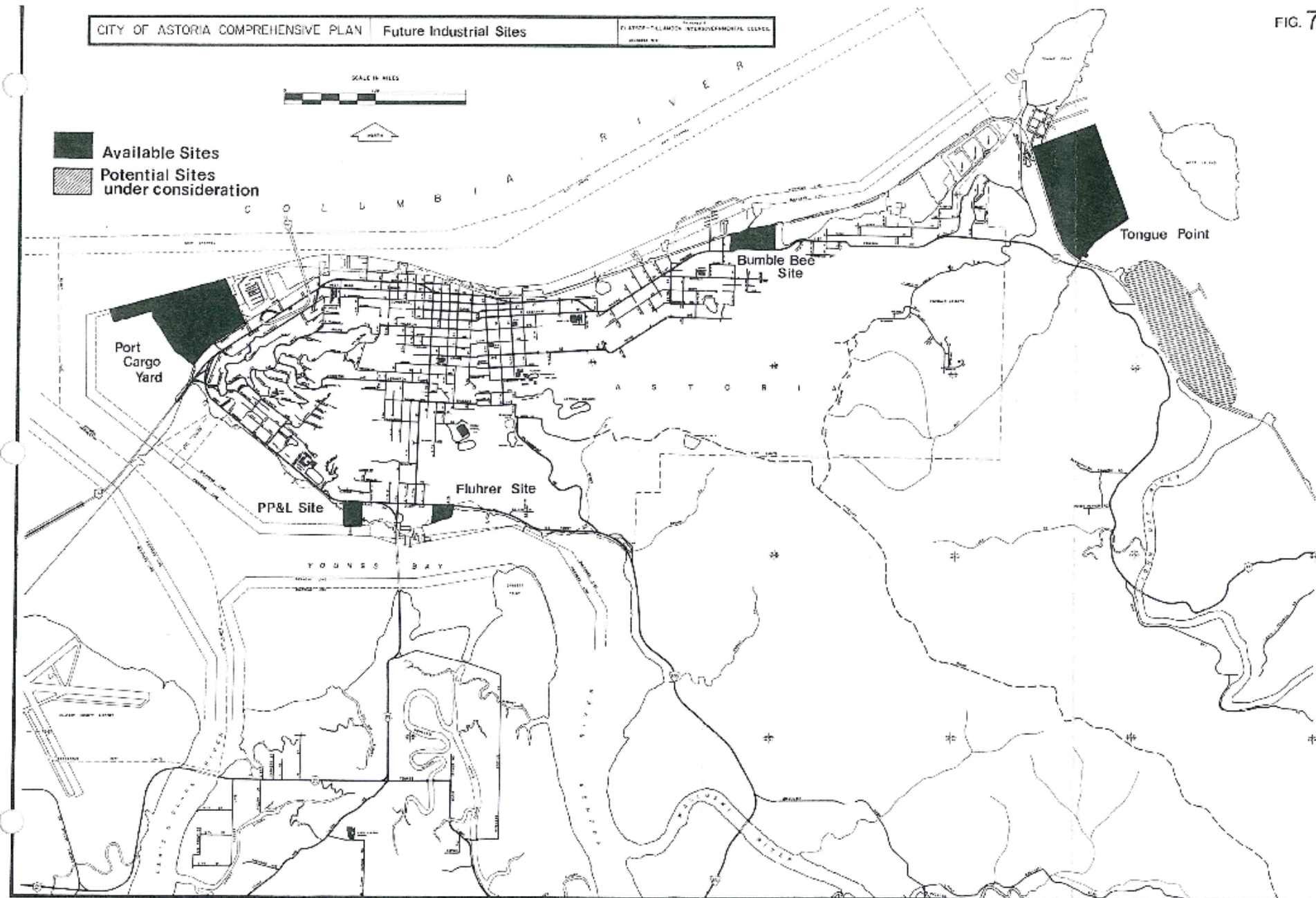
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*[Section CP.210 amended by Ordinance 85-08, 5-6-85]*

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# City of Astoria Employment Lands Inventory, 2016

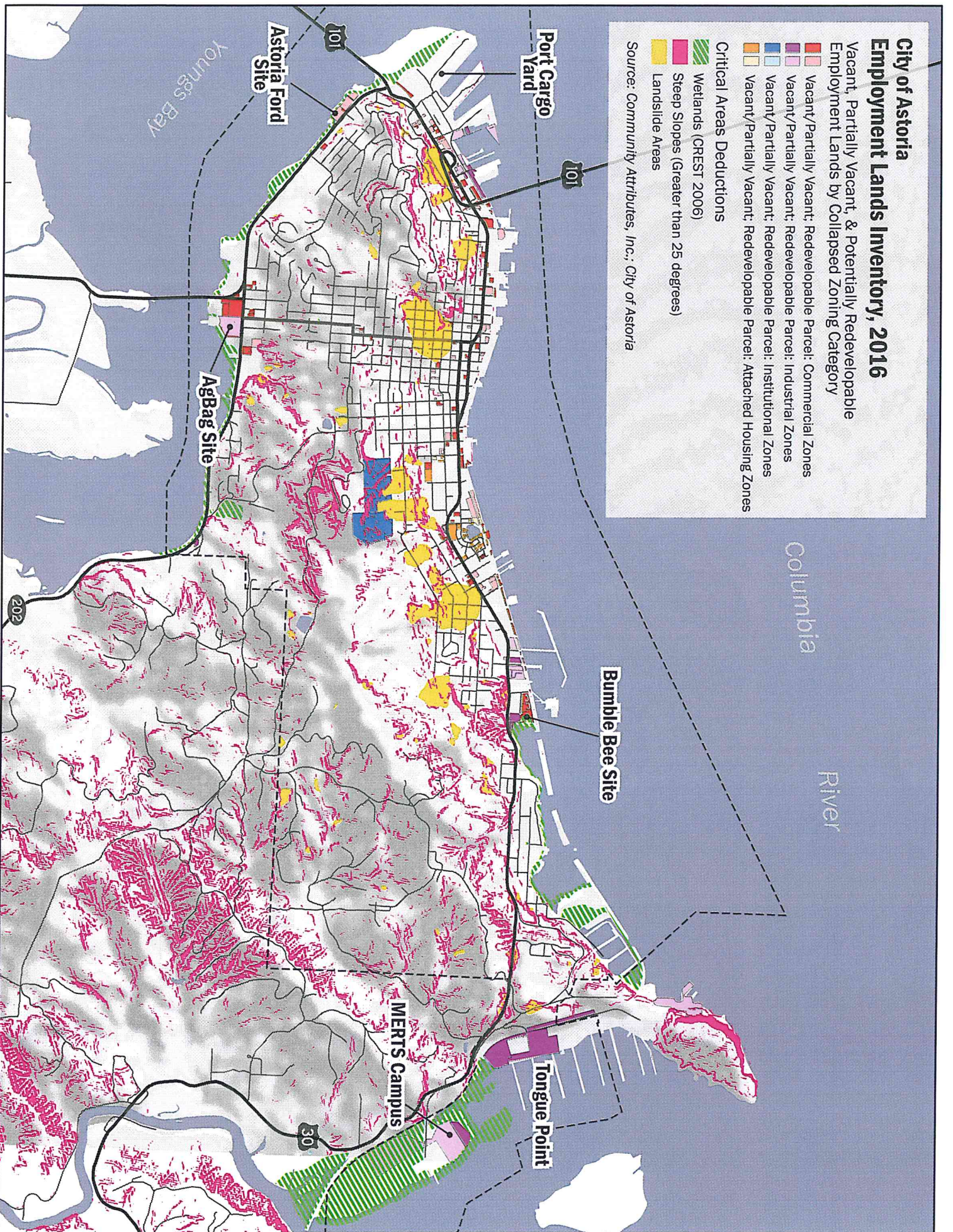
Vacant, Partially Vacant, & Potentially Redevelopable  
Employment Lands by Collapsed Zoning Category

- Vacant/Partially Vacant; Redevelopable Parcel: Commercial Zones
- Vacant/Partially Vacant; Redevelopable Parcel: Industrial Zones
- Vacant/Partially Vacant; Redevelopable Parcel: Institutional Zones
- Vacant/Partially Vacant; Redevelopable Parcel: Attached Housing Zones

## Critical Areas Deductions

- Wetlands (CREST 2006)
- Steep Slopes (Greater than 25 degrees)
- Landslide Areas

Source: Community Attributes, Inc.; City of Astoria





**Advance Astoria**  
**Vision Statement & Value Proposition**

Astoria is the North Coast center for economic development and international commerce and seeks to be the sustainable leader to support family wage jobs, entrepreneurs, and private investment.

**Commented [KC1]:** Aspirational statement for Five Year Action Plan

Astoria will work with its partners to grow 200 high wage jobs by 2021 and expand economic opportunities and prosperity for all Astorians.

**Commented [KC2]:** 40 jobs/yr x 5 years \$17.50/hr

**A Batch Strategy: Growing our Economy in a Smarter Way**

An industry-based approach to economic development is referred to as a "cluster strategy." However, in Astoria we do things differently. Astoria makes things in batches, whether it's world class beer, warm and fuzzy hats to brave the weather, or the most sumptuous seafood.

A "batch strategy" is a group of geographically concentrated, inter-related businesses. Companies, institutions, and entrepreneurs that locate in a batch benefit from a skilled labor force, increased innovation, coordinated advocacy efforts, high-quality supply chains, and a cross pollination of knowledge. A batch strategy can facilitate interaction in ways that establish competitive advantages through the creation and incorporation of new knowledge into products and services, and the processes that produce them.

The City of Astoria understands and embraces the importance of building strong connections among similar batches, and that's why we support initiatives that strengthen cooperation and competitive advantages for Astoria-based companies.

As a result, the City of Astoria has developed a batch strategy that targets "traded sector," meaning that they sell to markets outside the region, bringing new money into the community as well as knowledge-based companies that attract a highly skilled labor pool to grow research and development functions within institutional partners. Lastly, Astoria supports a number of home grown industries that start in a garage, a backyard, or in a research lab. Astoria will continue to support home-based businesses and grow the "entrepreneurial ecosystem" to support startups, spin offs, and cultivate the next generation of businesses that are sustainable and competitive in a global marketplace.

**By focusing on a batch strategy, Astoria can:**

- Deploy limited City resources in a strategic and catalytic fashion.
- Develop a deep understanding of factors influencing competitiveness.
- Interact with groups of firms rather than conduct isolated transactions.
- Facilitate industry-led innovation and interventions; and
- Foster the alignment of resources among local, regional, and state partners.

**Objectives for organizing a batch strategy:**

- Convene critical players in an ecosystem.
- Develop detailed market-based approaches for each batch defining actual growth opportunities.
- Develop and implement industry-driven action plans; and
- Create self-sustaining momentum within each targeted approach.

# ADVANCE ASTORIA

## DRAFT STRATEGIES AND ACTIONS

The following are draft strategies and actions for the Advance Astoria five-year economic development strategy. This document contains both foundational strategies aimed at broadly benefitting Astoria's economy, and target industry, cluster or "batch" strategies aimed at providing specific benefits to industries that meet key criteria.

### FOUNDATIONAL STRATEGIES

*The following strategies are intended to be broadly beneficial for most or all of Astoria's employers and employees.*

#### **1 HOUSING >> EXPAND THE SUPPLY OF AFFORDABLE AND MARKET RATE HOUSING IN ASTORIA**

- 1.1 Use the forthcoming Astoria Housing Strategy to expand housing options for all Astorians
- 1.2 Explore the viability of new housing types through workforce training partnerships that leverage construction trades
- 1.3 Explore the feasibility of private sector co-housing programs for seasonal or specialty workers in resource and related industries

#### **2 WORKFORCE DEVELOPMENT >> LEVERAGE ASTORIA'S SIGNIFICANT EDUCATIONAL RESOURCES TO BETTER MEET THE NEEDS OF LOCAL INDUSTRIES**

- 2.1 Create an online clearinghouse to centralize resources and information related to workforce training and development programs through OSU Extension, CCC/MERTS, local and regional public schools and other institutions
- 2.2 Identify funding sources for scholarship programs targeting skilled workforce development related to Astoria's target clusters
- 2.3 Partner with local industries and businesses to expand internship and apprenticeship programs to match local employer needs

#### **3 BRANDING & IDENTITY >> DEVELOP AND MARKET AN ASTORIA BRAND ROOTED IN THE CITY'S UNIQUE HISTORY, CHARACTER AND IDENTITY**

- 3.1 Facilitate a series of community design charrettes aimed at identifying and developing a clear branding identity for the City of Astoria
- 3.2 Apply the City's brand to communications, marketing, and other City materials and align messaging



## FOUNDATIONAL STRATEGIES (CONTINUED)

*The following strategies are intended to be broadly beneficial for most or all of Astoria's employers and employees.*

3.3 Communicate the City of Astoria's community development and economic successes via press releases, interviews, and social media

3.3 Retain a consultant to leverage social media channels to better attract skilled workers, entrepreneurs, events and conferences

### **4 DEVELOPMENT & PERMITTING >> ENSURE THAT ADOPTED PERMITTING AND DEVELOPMENT REGULATIONS PROVIDE ADEQUATE FLEXIBILITY, CLARITY AND PREDICTABILITY TO FOSTER ECONOMIC GROWTH**

4.1 Continue to provide flexibility in the interpretation and application of zoning requirements to encourage adaptive reuse and compatible commercial / industrial development

4.2 Continue to expand City of Astoria's online permitting and development resources and information

4.3 Develop and implement a coordinated onboarding system for new and small businesses, in coordination with CEDR, ADHDA and other partners

4.4 Create an online "property finder" tool that markets vacant and potentially redevelopable sites in Astoria

4.5 Develop a "Shovel-Ready" certification to focus interest and resources on key industrial and commercial development sites in Astoria

### **5 PLACEMAKING >> CONTINUE TO BUILD ON ASTORIA'S REPUTATION AND ATTRACTION AS NORTHWEST OREGON'S MOST AUTHENTIC AND LIVABLE CITY**

5.1 Continue to build on retail and service provision in Astoria's Uniontown and South Slope neighborhoods

5.2 Consolidate, improve, and expand programming of public spaces in downtown Astoria; consider re-purposing underperforming spaces for commercial spec space

5.3 Expand Astoria's "extreme makeover" matching grant program for continued façade improvement in Astoria's commercial centers

5.4 Partner with nonprofit biking groups, and local riders and bike shops to expand, develop, maintain and market a network of Astoria mountain biking trails and road bike / pedestrian paths

## FOUNDATIONAL STRATEGIES (CONTINUED)

*The following strategies are intended to be broadly beneficial for most or all of Astoria's employers and employees.*

- 5.5 Track and periodically report on the progress, results, and return on investment to the City of specific placemaking interventions and programs

### **6 INFRASTRUCTURE >> PROVIDE THE INFRASTRUCTURE NECESSARY TO SUPPORT BUSINESS RETENTION, RECRUITMENT, CREATION AND EXPANSION**

- 6.1 Ensure the long-term supply of high-quality water in Astoria by planning for adequate filtration capacity
- 6.2 Explore community broadband best practices to grow reliable high-speed data provision to homes and businesses in Astoria
- 6.3 Identify and secure funding sources for implementation of the Transportation System Plan and to expand local transit service capacity

### **7 PARTNERSHIPS & ORGANIZATION >> LEVERAGE COOPERATIVE STRUCTURES & FINANCING TOOLS TO EMPOWER LOCAL BUSINESSES, FOUNDATIONS AND NOT-FOR-PROFIT ORGANIZATIONS**

- 7.1 Explore the concept of aggregators to cooperatively distribute locally-made products from Astoria businesses to larger metropolitan markets
- 7.2 Create a "Funders Network Roundtable" aimed at convening funders in Astoria to empower local capacity building efforts by Astoria foundations and non-profits
- 7.3 Develop and solicit membership in a "Made in Astoria" campaign for certification to support local products and technology
- 7.4 Facilitate a partnership to assess the feasibility of a shared commercial kitchen for local value-added producers
- 7.5 Investigate foundation grants to underwrite an "Equity Fund" for small loans or to capitalize existing Revolving Loan Fund
- 1.7.6 Work with partners to curate and host Astoria-based professional co-working experiences to draw talent for local industries and institutions



## TARGET INDUSTRY STRATEGIES

*The following strategies are intended to support specific industry clusters that offer unique opportunities for Astoria.*

### **8 CRAFT BEVERAGE & FERMENTATION >> LEVERAGE EXISTING ANCHORS AND OTHER RESOURCES TO SUPPORT AND GROW NEW AND EXISTING CRAFT BEVERAGE AND FERMENTATION SECTOR ACTIVITY**

- 8.1 Support the creation and/or expansion of a fermentation science or similar program at Clatsop Community College with support from OSU
- 8.2 Support a shared-equipment incubator concept or "lease this brewery" model to support the creation and growth of new craft beverage establishments
- 8.3 Create a "brewing coalition" to share knowledge and talent, and foster new initiatives to improve sustainability practices

### **9 EDUCATION, MEDICINE AND R&D >> STRENGTHEN LOCAL EDUCATIONAL AND MEDICAL INSTITUTIONS THAT SERVE ASTORIA RESIDENTS, CREATE ECONOMIC VALUE AND CONTRIBUTE TO LOCAL INNOVATION**

- 9.1 Recruit value-added products and services firms and research and development programs that leverage traditional North Coast natural resources
- 9.2 Partner with the OSU Extension Office to identify priorities, secure needed resources, and support local science in sustainable resource management of fish and wildlife populations
- 9.3 Ensure that Columbia Memorial Hospital can accommodate future growth through a master plan; including supportive zoning, targeted capital improvements and other tools
- 9.4 Connect employers in education and health care to national skilled workforce pools through branding, recruitment, relocation incentives and other tools
- 9.5 Convene a group to articulate and advocate the policy priorities of medical providers and educational institutions

### **10 MARITIME >> EXPAND MARITIME ASSETS AND INFRASTRUCTURE TO BECOME A NATIONAL HUB FOR MARITIME OPERATIONS, TRAINING & RELATED MANUFACTURING**

- 10.1 Identify zoning and infrastructure-related challenges to the expansion of maritime and supporting uses on appropriate lands in Astoria
- 10.2 Pursue federal designation as a "Maritime Center of Excellence" for Clatsop Community College's MERTS Campus

## TARGET INDUSTRY STRATEGIES (CONTINUED)

*The following strategies are intended to support specific industry clusters that offer unique opportunities for Astoria.*

- 10.3 Increase support for MERTS by securing additional land, equipment, faculty and other key resources to expand training of workers in the maritime industry cluster and grow program development to meet industry needs
- 10.4 Support proactive planning for the future use of key industrial property at North Tongue Point
- 10.5 Undertake targeted recruitment of synergistic maritime firms as well as up- and down-stream suppliers and distributors to the sector
- 10.6 Partner with the locally-based U.S. Coast Guard Sector Columbia River to identify public sector needs and priorities related to local operations and employment

### **11 MICROENTERPRISE >> NURTURE ASTORIA'S BURGEONING ENTREPRENEURIAL ECOSYSTEM TO EXPAND AND DIVERSIFY LOCAL ECONOMIC OPPORTUNITIES**

- 11.1 Support the creation of a not-for-profit (non-equity) small business accelerator aimed at growing local high-potential startups
- 11.2 Leverage the Astoria Sunday Market to test business viability and provide increased technical assistance; consider the addition of permanent, year-round indoor market space
- 11.3 Establish design and prototyping programs for local entrepreneurs in partnership with local maker space and industry educators
- 11.4 Support the creation of a co-working space in Astoria that allows employees and entrepreneurs to grow and work untethered
- 11.5 Partner to create and curate an "Etsy Guild" to share knowledge, cross-represent products, improve business practices and foster new initiatives
- 11.6 Plan and host a "startup challenge" to spur innovation and increase the visibility of locally-produced products
- 11.7 Explore the potential for small business boot camps to leverage the knowledge of established entrepreneurs for new business owners
- 11.8 Apply for Business Oregon's Rural Opportunities Initiative to bring more resources to entrepreneurs



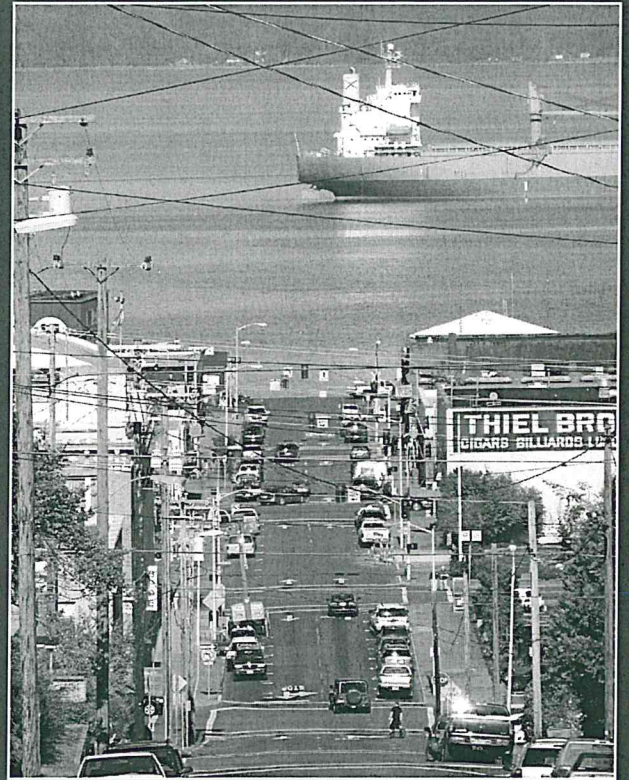
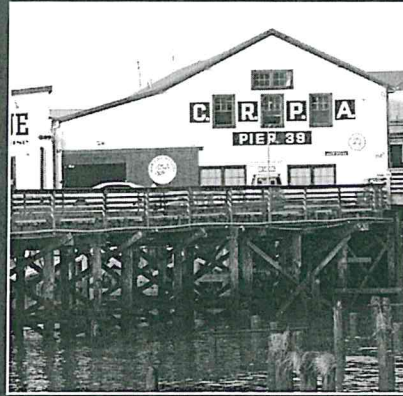
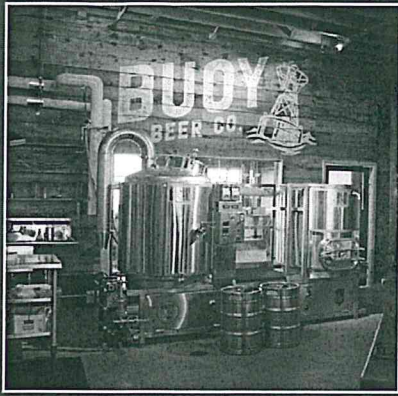
## **TARGET INDUSTRY STRATEGIES (CONTINUED)**

*The following strategies are intended to support specific industry clusters that offer unique opportunities for Astoria.*

### **12 SEAFOOD PROCESSING >> SUPPORT STRENGTHENING AND DIVERSIFICATION OF SEAFOOD PROCESSING AS A LASTING ECONOMIC ENGINE FOR ASTORIA AND THE REGION**

- 12.1 Identify and expand local production of innovative value-added seafood products, including pre-packaged goods
- 12.2 Explore the feasibility of a seafood processing incubator site on the Astoria waterfront to provide basic equipment and space to new processors
- 12.3 Target recruitment of supporting marine dependent businesses to waterfront, including boat-builders, net storage and repair, engine and hydraulic shops, and marine fabrication
- 12.4 Invest in and support sustainability and conservation-related programs in fisheries management
- 12.5 Identify research practices that can advance the industry and encourage innovation in product development
- 12.6 Aid local companies in recruiting workers for seasonal and permanent job openings





# ADVANCE ASTORIA:

## ECONOMIC OPPORTUNITIES ANALYSIS FOR THE FIVE-YEAR ECONOMIC DEVELOPMENT STRATEGIC PLAN

May 2, 2017



**cai** community  
attributes inc



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07	<b>COMMUNITY PERSPECTIVES ON GROWTH</b>
13	<b>ECONOMIC DEVELOPMENT TRENDS</b>
33	<b>FORECASTING FUTURE GROWTH</b>
39	<b>UNDERSTANDING THE SUPPLY OF LAND</b>
45	<b>RECONCILING SUPPLY AND DEMAND</b>
47	<b>IMPLICATIONS FOR STRATEGY</b>



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# EXECUTIVE SUMMARY

## KEY FINDINGS

This document evaluates economic and economic development trends across a variety of scales to inform a forecast-based estimate of the demand for developable and redevelopable sites in Astoria, Oregon. This estimate of demand is compared with an estimate of the supply of these sites based on the City of Astoria and Clatsop County's inventory of parcels. The following are key findings from the analysis.

**Global Trends:** after the recession in 2009, the world economy has rebounded unevenly, with robust centers of growth emerging in Asian markets. China's growth, which has paced the planet for the last several years, is slowing, and the potential for a new wave of protectionist policies adds to an uncertain future for trade, especially in domestic regional economies that trade extensively with China and other Asian countries. China accounts for the vast majority of Port of Astoria exports.

**National Trends:** the U.S. economy has generally improved since the recession, with decreased unemployment and increased real GDP. However, wages have been stagnant.

**Regional Trends:** Northwest Oregon, like much of the Pacific Northwest, is experiencing a prolonged decline in resource-based employment. Some of these industries, such as seafood processing, are likely to maintain a strong presence in Astoria into the future, while others may subside. New economic drivers will emerge, especially as a result of cross-pollination from larger metros like Portland.

**Local Trends:** the largest industry in Astoria, by far, is educational services, health care and social assistance. These jobs often pay good wages, and Astoria also benefits from relatively high levels of educational attainment. Nevertheless, anecdotal evidence suggests that housing affordability is a key issue.

**Land Supply and Demand:** the forecast indicates that employment in Astoria will grow by about 1% annually, adding about 1,400 net new jobs by 2040. This could require about 125 acres of developable and redevelopable land in Astoria. This study suggests that Astoria currently has enough land to meet this need, though some rezoning and intensification may be required to accommodate all new growth.



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# 1

## COMMUNITY PERSPECTIVES ON GROWTH

This section of the Economic Opportunities Analysis presents an overview of the community and stakeholder engagement process utilized in the drafting of this document. Several outreach methods were employed, and hundreds of residents, business owners and others participated. The findings from this process add context to the data provided in subsequent sections of the EOA and give direction for the development of the City of Astoria's economic development agenda.

The City employed multiple engagement methods in order to capture a significant number and wide variety of respondents and to ensure that all perspectives were represented. These methods included the following:

- The creation of the Advance Party, a technical advisory panel that meets periodically, reviews and advises on work products, represents critical industries and works to engage the broader public.
- The hosting of two community forums to disseminate project information and technical data to stakeholders and to obtain feedback from members of the community. Though the forums are primarily intended to convey information about the project to the community, comments have been encouraged and accepted and integrated into the data profile.
- Panel discussions featuring a diverse array of business and industry leaders have been scheduled to follow select forums and Advance Party meetings. The public is invited to attend these discussions, which



generate interest in the project and provide insight into economic development challenges, as well as innovative solutions to these challenges, from other locations in the region.

- A survey has been widely distributed and promoted at the community forums. This survey has resulted in more than 90 individual responses to 13 unique questions about economic development challenges and opportunities in Astoria, and the results will be leveraged for the development of strategic priorities and tailored actions.
- A pop-up display has been developed and deployed at a variety of community events and meetings to engage people who are not interested or able to attend the community forums and other activities. This display is graphically appealing and features a “postcard from the future”, where participants write a postcard to describe the types of improvements that have occurred in Astoria at a specified time in the coming years.
- A series of five intensive focus groups were conducted with small groups of industry representatives to understand the factors affecting known industry clusters in Astoria. These focus groups included up to eight participants and focused on industry-specific challenges and opportunities, with direct relevance to an economic development strategy. Several follow-up interviews were conducted to supplement focus group participation.

All of these activities have resulted in feedback that is broadly representative of local perspectives and informative for the City and the project team.

## SUMMARY OF FINDINGS

Several themes emerged from the engagement process, and while those themes were largely consistent between engagement activities, each activity generated unique ideas about what Astoria is good at, challenged by and would benefit from. Key findings from the survey and the focus groups are represented below.

## SURVEY FINDINGS

- Local business owners and residents were heavily represented in the responses, but perspectives from Warrenton, rural Clatsop County, Portland and elsewhere were included. Business owners who participated largely operated in retail or small-scale manufacturing.
- Labor force availability and preparation ranked as the second most significant barrier to opening or expanding a business in Astoria and the highest ranked economic development challenge.
- Respondents also highlighted a lack of land for new development and a lack of available commercial space as the most significant impediment to opening or expanding a business.
- The highest ranking economic development opportunities were also related to labor: rethinking workforce training programs and creating new jobs through expanded partnerships between businesses, institutions and government.

- The survey results demonstrated huge support for expansion of industries related to research and development, education, medicine and health care, and light manufacturing (especially via value-added production).
- The results also demonstrated good support for craft brewing and fermentation industries, as well as microenterprise.
- There was significant support via write-in responses for tourism-related industries, resource-based industries, especially including logging, commercial fishing and processing, and agriculture, and technology and related services, such as software and web development, which may include workers who telecommute to jobs in other cities.
- The survey results indicate that large investments from the City should focus on business recruitment, retention and expansion for businesses that fit Astoria's needs.
- Several specific proposals were included in one survey question, and the highest ranked priorities were expansion of the "Extreme Makeover" storefront improvement program, establishing a business incubator for small businesses, and creating a "one-stop-shop" for information for business owners at the City.

## **FOCUS GROUP FINDINGS**

The following is a summary of comments from focus group participants. These comments reflect the views and opinions of the participants and will inform, but not direct, the development of economic development strategies.

### **Research and Development, Medicine and Education**

#### **Industry Prospects**

- There is a lot of interest in sustaining natural runs of salmon in the Columbia River; science will continue to play a strong role in the economy here around sustaining viable fish populations.
- Our education and medicine cluster needs to be supporting the other clusters in town.
- OSU Extension could be an asset for these industries in Astoria, offering innovative nutrition and fermentation science programs.
- Housing in Astoria is a huge barrier to attracting and maintaining professional caliber talent.
- There may be an opportunity for the landlords' association to have a relationship with the hospital, OSU Extension or other employers to provide contract housing for employees.
- Health care and education represent critical services to residents, in addition to offering good jobs, making them an important component of Astoria's livability.



## **Microenterprise & Entrepreneurship**

- Astoria is at a crossroads now for what it will become; it's never good if it's just tourism, and Astoria's entrepreneurs and telecommuting workers from other cities inject some diversity.
- Home-based business licensing process could be a major obstacle for entrepreneurs locating here.
- As businesses scale up, it is extremely difficult to find available and affordable commercial space.
- There seems to be a lot of turnover and high failure rates with small businesses downtown; perhaps some sort of testing ground (e.g. a maker space), programs or city-sponsored or supported business training could improve the prospects for entrepreneurs.
- The Astoria Sunday Market is a vital resource.

## **Craft Brewing & Fermentation**

- The breweries and other related businesses can contribute to the City's brand, and the City should work to strategically support what the brand is; what's critical is an evolving attitude about the City's identity, which is no longer fixed to timber and canning.
- Mixed-use zoning is critical, as is flexible use interpretation, for businesses in this industry because it often straddles the divide between retail and industry; the City has been good to work with and very flexible.
- Finding housing for new employees is a very significant challenge.
- Tourism is essential for retailers, and probably is inevitable as well, but we don't want to become a monoculture of tourism; we want to be a good place to live that serves residents well.
- Livability is critical; as an example, recreational uses of forest lands should factor into an economic development strategy – this could be a world-class mountain biking town, but the forests have mostly been let go to motorized users.

## **Non-Profit / Philanthropy**

- Living wage jobs are the number one need in the area; there has been a lot of economic development, but not much of it provides living wages.
- Housing is a major challenge; ADUs, DADUs, tiny homes, mixed-use residential, increased multifamily densities and other solutions must be evaluated.
- Construction costs contribute to a lack of housing development and developers of affordable housing pay more than private sector developers due to increased regulation.
- This study should leverage other ongoing programs: ADHDA is doing a cluster analysis to

understand what businesses anchor industry clusters here and where clusters would like to see businesses come in.

- Reliable, high-speed internet is a need for local businesses.

## **Food and Food Production**

- Parking is a challenge during high season, and our business relies on easy park and foot traffic; there are dead blocks downtown that could be used for a parking structure, which could be a great investment.
- The tourism industry is critical for restaurants and other businesses in this industry; during three months of the year we make 70% of our annual revenue.
- Increasing the number of festivals and events would drive traffic to food establishments and other retailers.
- Astoria has been good to work with (and better than other cities in northwest Oregon) when going through the process of opening a business.
- Embracing Astoria's historical significance should be a component of an economic development strategy.



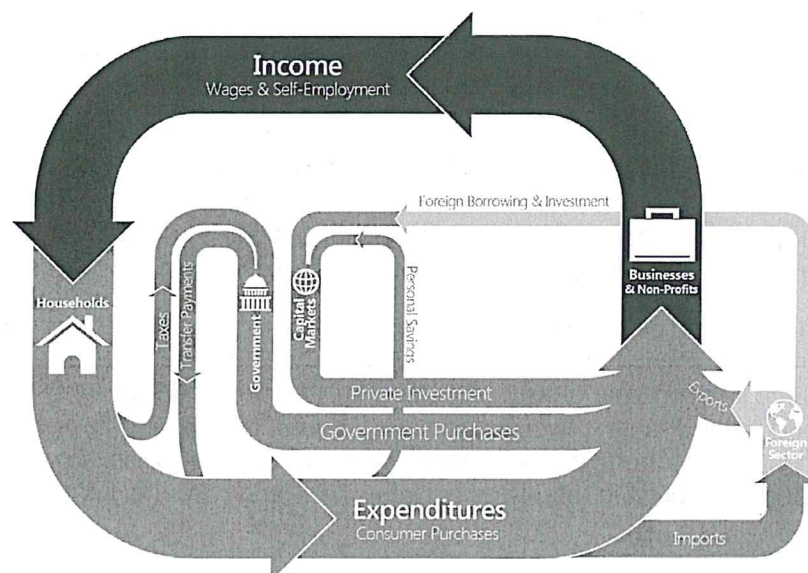
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# 2

## ECONOMIC DEVELOPMENT TRENDS

This section of the Economic Opportunities Analysis evaluates data across multiple scales to identify and assess global, national, regional and local trends in economics and economic development. These trends are informed by local perspectives and community input and in turn they suggest strategies that can accomplish broader community objectives.

The data presented here offer measures of growth (e.g. gross domestic product, employment, investment, exports, population), measures of prosperity (e.g. productivity, income) and measures of economic inclusion (e.g. wages). The image below depicts the relationships between some of these metrics and is instructive in how local, regional and national economies function together.





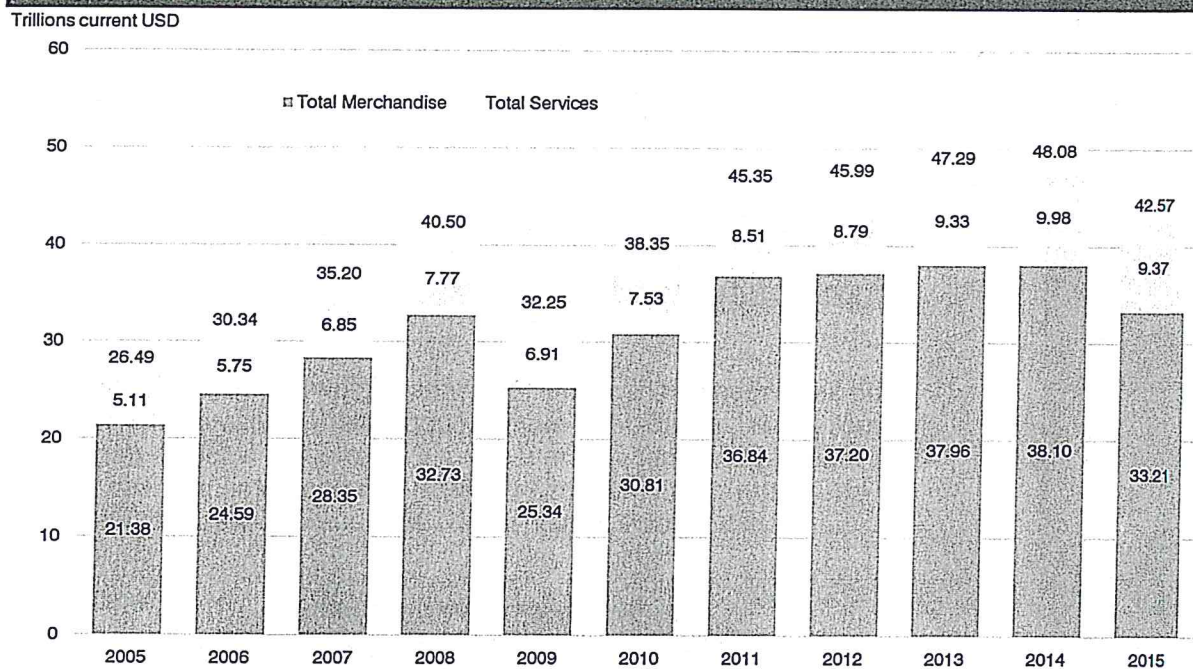
## GLOBAL TRENDS

Global economic trends set the context in which the U.S. national economy operates. In the Pacific Northwest, in particular, global trade and trade relationships with Asian countries are tremendously important to local and regional economic growth.

**Figure 2.1** shows that global trade fell 11.4% in 2015, which was the first year-over-year decline since 2009, when a global recession was accompanied by a decline in overall global trade of 20.4%. Much of the decline was due to lower trade in merchandise while the trade in services has been reasonably consistent over the past four years. Trade is important to national economies because it generates revenue, encourages specialization and spurs job creation. Most economists believe that countries that trade more also enjoy paths to higher economic growth, but growth is a broader metric and national economies can grow even when trade falters.

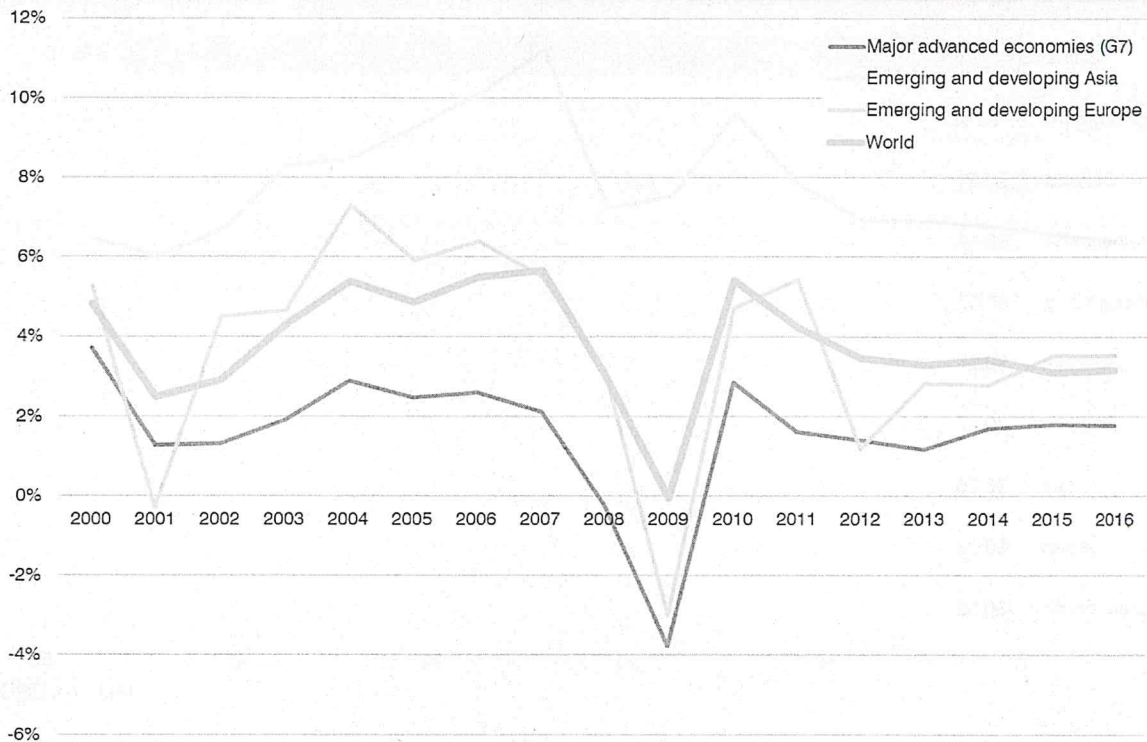
**FIGURE 2.1 GLOBAL TRADE IN SERVICES AND MERCHANDISE**

*All Countries, 2005 – 2015 | World Trade Organization (2016)*



**Figure 2.2** illustrates the growth of the global economy, as well as clusters of national economies. Major advanced economies tend to grow more slowly, while emerging and developing economies in Europe and Asia grow more rapidly. Taken together, the global economy grew rapidly coming out of the recession in 2009, and that growth has levelled off in recent years to between 3% and 4%.

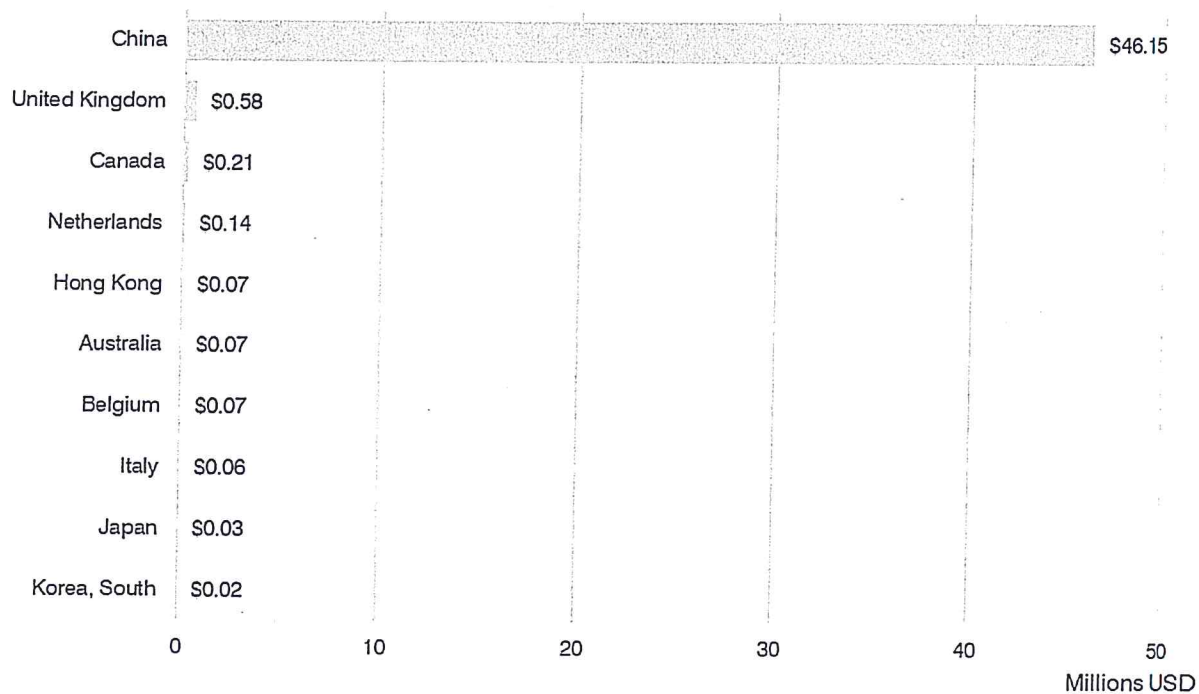
Emerging and developing Asian economies experienced particularly robust growth, having averaged between 6% and 10% annually for almost two decades. Asia will continue to emerge as the largest source of economic growth globally, with China displacing the U.S. as the largest economy in the world within the next two decades (or sooner). China and Japan already constitute the 2nd and 3rd largest economies in the world. India—which has the seventh largest economy in the world—is expected to grow in real terms between 7.5% and 7.8% per year between now and 2021.

**FIGURE 2.2 OBSERVED ANNUAL GLOBAL GROWTH***All Countries, 2000 – 2016 | International Monetary Fund*

Given the Pacific Northwest's trade relationships in Asia, as well as Asia's strong contribution to global growth, the performance of key national economies on that continent will continue to be important factors for regional economies in the U.S. **Figure 2.4** shows that China's economy, which grew at a rate faster than 9% every year between 2002 and 2011, is beginning to slow down. Economic projections suggest that Chinese economic growth will flatten to an annualized rate of 6% in the coming years. Part of this decline can be attributed to the readjustment of the Chinese economy towards domestic consumption and away from investment (gross capital formation). Despite an overall decline, exports to China could still increase in the years ahead as household consumption increases as a share of GDP. China is currently the predominant recipient of exports from the Port of Astoria (**Figure 2.3**), and a growing Chinese middle class will increasingly demand high value foods, including seafood sourced in U.S. waters, which could present more export opportunities for Oregon-based commercial fishing and seafood processing industries.

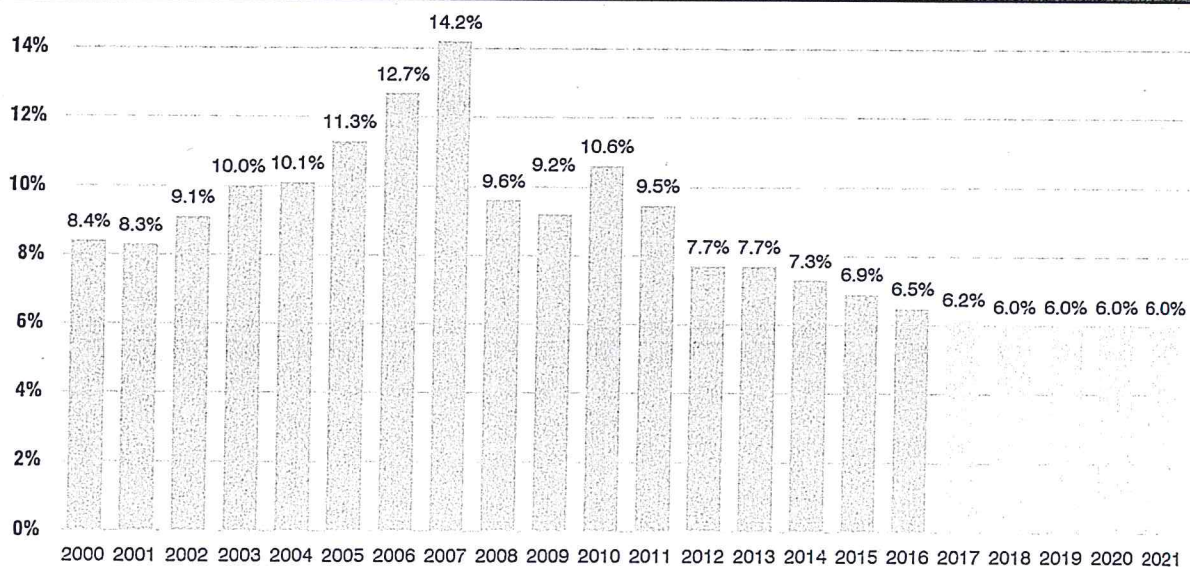


**FIGURE 2.3 EXPORTS BY DESTINATION**  
*Port of Astoria, 2016 | U.S. Census Bureau – USA Trade (2015)*



However, China may need to address a new wave of insolvent credit among state enterprises, which could potentially hamper future economic growth. Furthermore, a global trend toward populism may hinder further free trade deals. The Trans-Pacific Partnership (TPP) would have potentially increased local exports to Japan and Vietnam, but the trade deal is no longer expected to be passed by the new Congress.

**FIGURE 2.4 OBSERVED AND PROJECTED ANNUAL GROWTH**  
*China, 2000 – 2021 | International Monetary Fund (2016)*

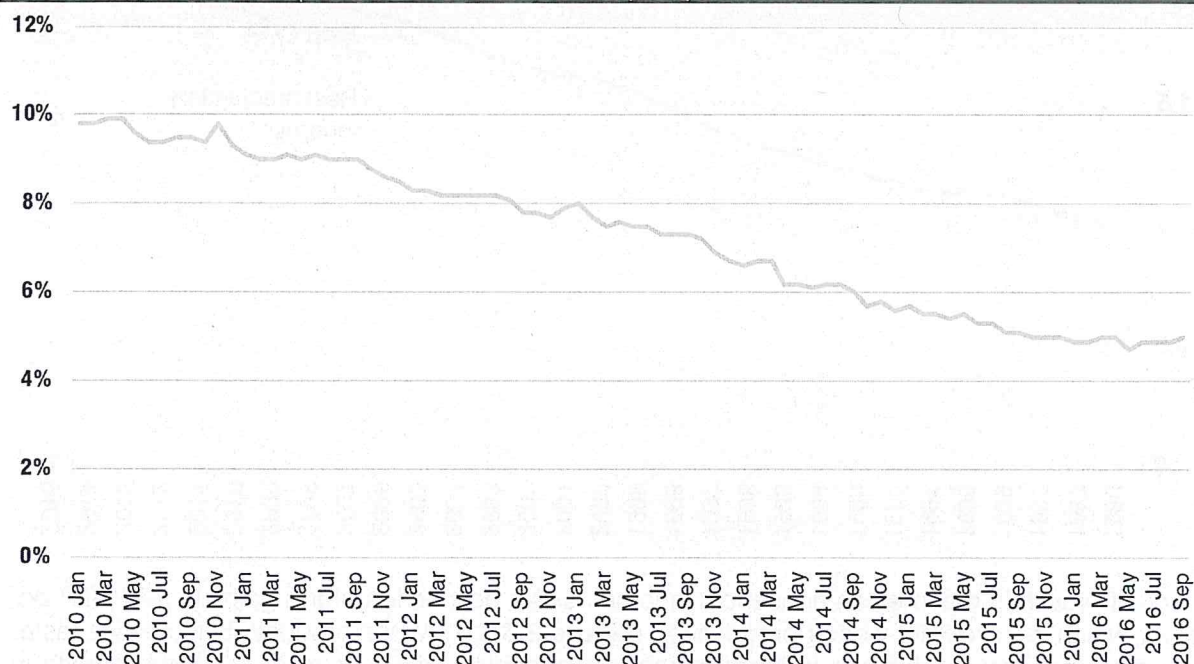


# NATIONAL TRENDS

The U.S. economy has rebounded from the Great Recession and most economic metrics reflect this strong position. U.S. unemployment has fallen from nearly 10% at the beginning of 2010 to about 5% in Q3 2016 (**Figure 2.5**).

## 2.5 QUARTERLY UNEMPLOYMENT RATE

United States, 2010 – 2016 | U.S. Bureau of Labor Statistics (2017)



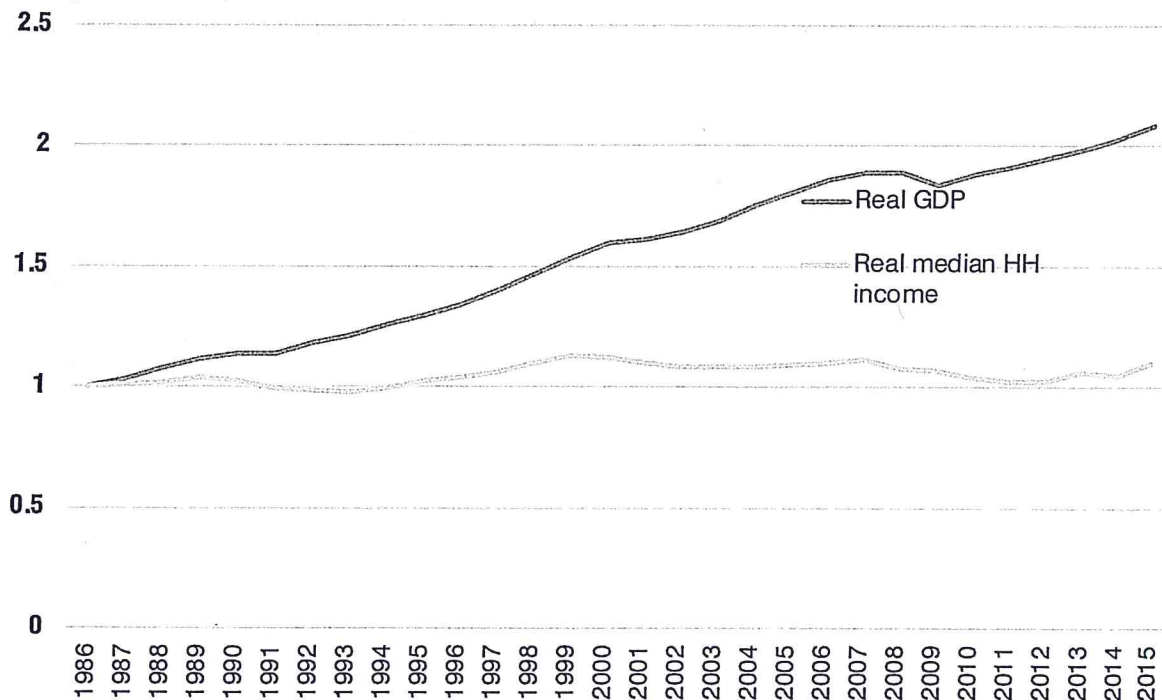
Despite increasing employment, real median household income has not grown significantly for decades. Despite strong growth in real median household income in 2015, the metric still shows incomes lagging relative to their peak in 1999. Furthermore, growth only in one income segment (e.g. high-earning households) can shift the median household income significantly. This increases the importance of local wage data, as well as local conversations on income and wage equality and cost-of-living.



## 2.6 MEDIAN HOUSEHOLD INCOME VS REAL GDP

United States, 1986-2015 | U.S. Bureau of Economic Analysis (2017)

Index (1986=100%)



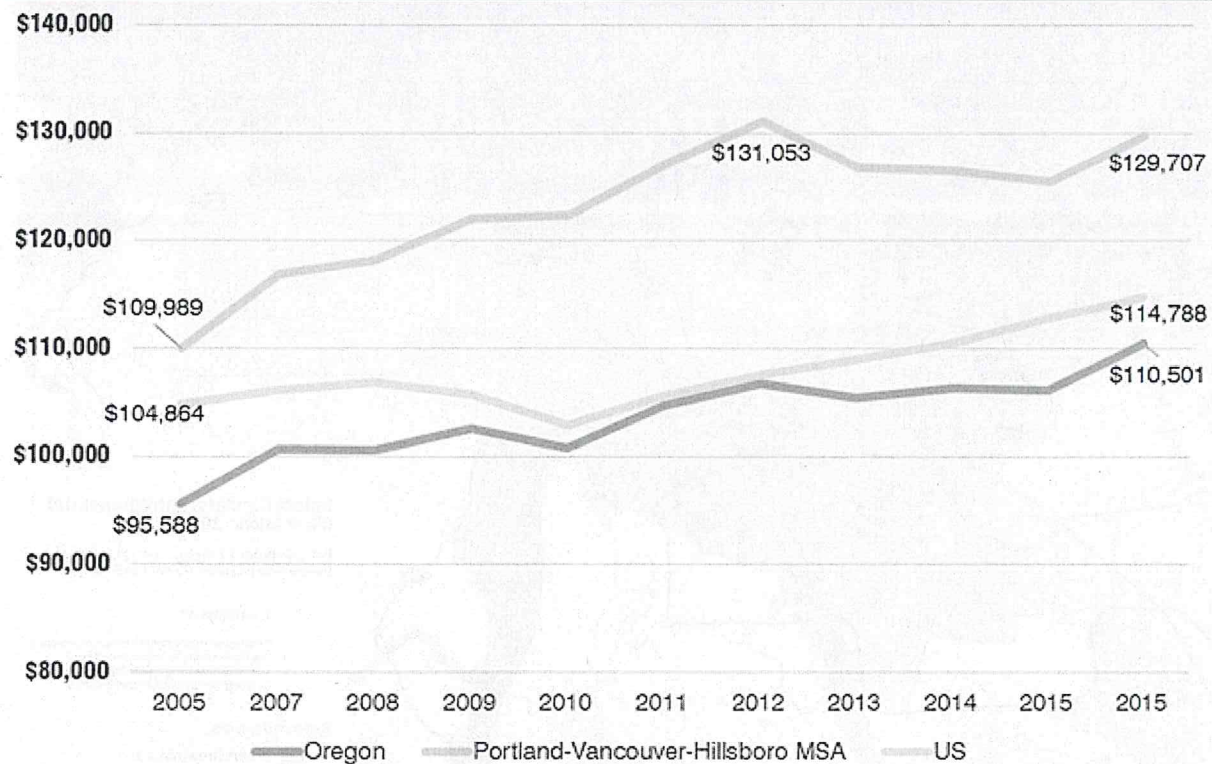
A lack of growth in real median household incomes exists despite long-term gains in real GDP per capita, which is a proxy for worker productivity (**Figure 2.6-2.7**). When productivity increases faster than median incomes, this can indicate increasing inequality. However, since 2012 the growth in real GDP per capita has been somewhat anemic. Weak growth in productivity could further hamper growth in real median household incomes. However, the concurrent rebound in productivity and uptick in real median household income from 2015-2016 offers improved prospects for workers' pay.

There are several other micro-trends that underpin these macroeconomic observations. For example, entrepreneurship is taking new forms and increasing in popularity. Many individuals now choose to record their earnings via the IRS 1099 process and as a result do not appear in employment or unemployment statistics, but nevertheless contribute to local and regional economic growth. These individuals exist in most industries and have powered an apparent resurgence in DIY-inspired, "maker" culture. Though some of these individuals maintain full-time employment elsewhere while pursuing entrepreneurial projects on a part-time basis, these efforts, when successful, have the potential to grow into larger companies that employ local workers.

Data from Economic Modeling Specialists International (EMSI) indicate that as of 2012 there are almost 11 million self-employed people in the US, which represents a 14.4% increase from 2001. In Oregon, an estimated 9% of all workers are considered to be self-employed. Many of these workers have needs that are not met through the traditional job markets. They often desire cost-effective, shared- or cooperatively-owned office space, equipment and other just-in-time services that provide efficiency and flexibility. The rise of incubators, "makers" spaces, co-working labs and tool libraries are evidence of these preferences. Cities that want to encourage independent entrepreneurs can explore innovative means of delivering these resources.

## 2.7 REAL GDP PER CAPITA

United States, 2005-2015 | U.S. Bureau of Economic Analysis (2017); U.S. Bureau of Labor Statistics (2017)



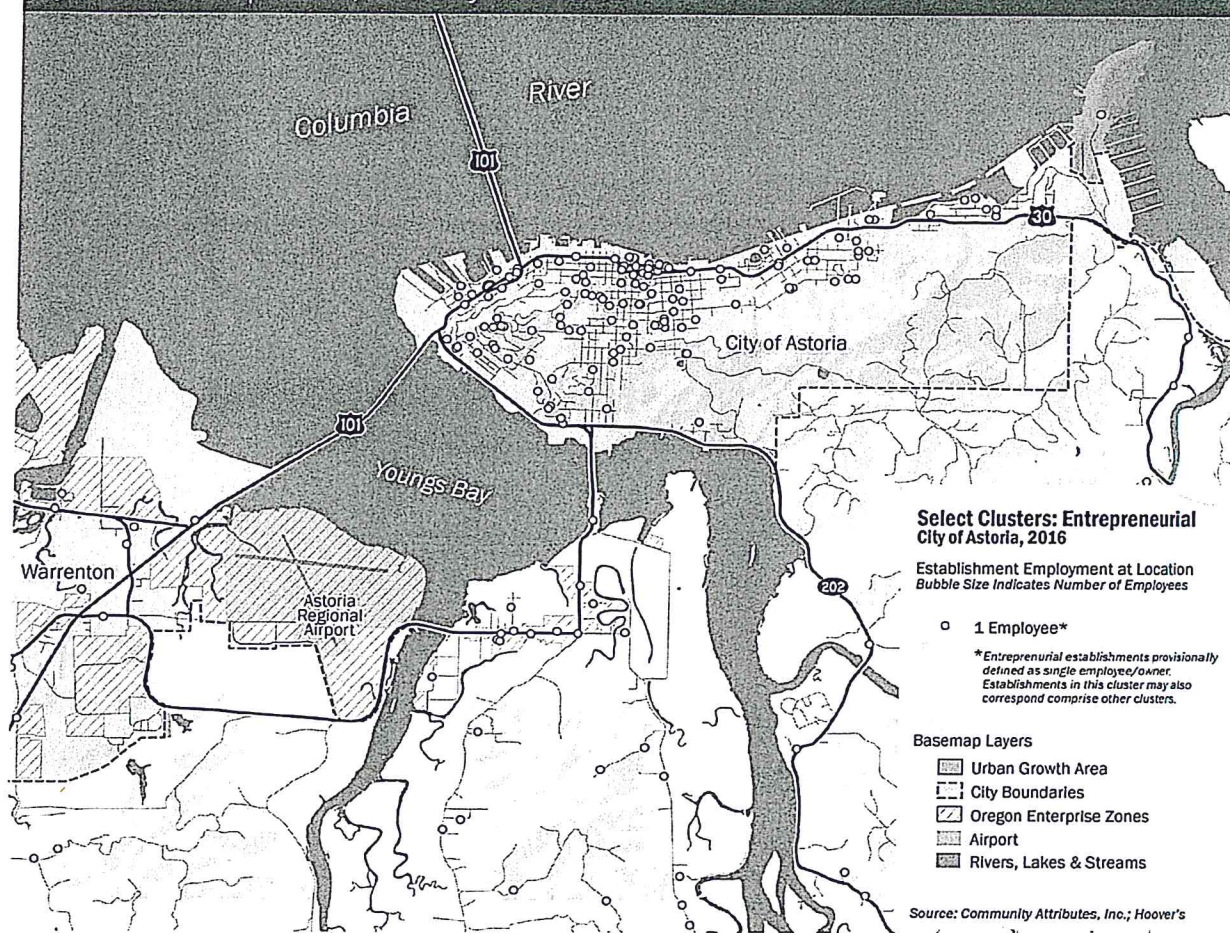
Astoria's entrepreneurial economy is illustrated in **Figure 2.8**. There are 139 identified entrepreneurial establishments in Astoria. They report average revenues of about \$70,000 annually for a total of more than \$9.5M in 2015, and on average they occupy less than 1,800 square feet of space to operate, which means that the entire sector leases nearly 250,000 square feet of space within the City. There may be opportunities to improve the provision of resources for these and other entrepreneurs as an avenue for current and future economic development. This model is consistent with an economic gardening philosophy, and may be a good fit for Astoria.

One of the core services that governments can provide to entrepreneurs and established business owners alike is infrastructure. Quality infrastructure improves the odds that companies will find a development site attractive, hence offering a valuable economic development tool. Other forms of infrastructure, such as high-speed internet, are becoming increasingly important, however, as employees place a stronger emphasis on living in places that offer a high quality of life which sometimes includes telecommuting to jobs in other cities. In this way, economic development in the United States today is less about site-selection and deal-making than it has been in the past, and is increasingly about cultivating a pool of educated and talented workers, clean, safe and enjoyable community and responsive local government.



## 2.8 ENTREPRENEURIAL CLUSTERS

City of Astoria, 2016 | Hoover's; Community Attributes Inc.



## REGIONAL TRENDS

The economies of the Pacific Northwest have traditionally been dependent on natural resources. Forestry and commercial fishing, in particular, have historically been powerful forces for local and regional economic growth. In Oregon and other areas throughout the Pacific Northwest, these industries are changing and new paths of growth are emerging.

Forestry offers a salient example. The timber industry in the Pacific Northwest, generally, and in State of Oregon specifically, has decreased in prominence over the previous decades (**Figure 2.9**). Several factors, including the listing of the Spotted Owl as an endangered species in 1990 and the adoption of the Northwest Forest Plan (NWFP) in 1994 curtailed production. While some forestry-dependent economies are still seeking economic resiliency, others have diversified or are investigating new products, such as cross-laminated timber (CLT), to reinvigorate the industry. Notably, employment in forestry and logging in Clatsop County has remained relatively steady since 1990 (**Figure 2.10**), despite the statewide decline.

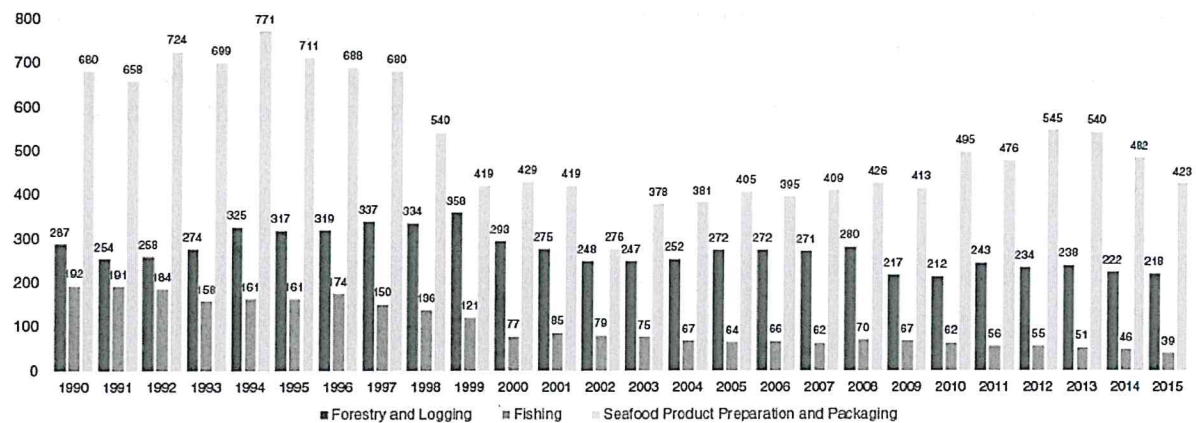


**FIGURE 2.9 ANNUAL TIMBER HARVEST IN BOARD FEET**  
 State of Oregon, 1991-2015 | Oregon Department of Forestry (2016)



Commercial fishing and other maritime activities are economic engines up and down the Pacific coast. Employment in Oregon's maritime sectors has increased in recent years—from about 8,700 jobs to about 9,400, but certain sub-sectors—such as recreational boating and sport fishing and commercial fishing and seafood products—have remained steady or have shrunk (**Figure 2.10**).

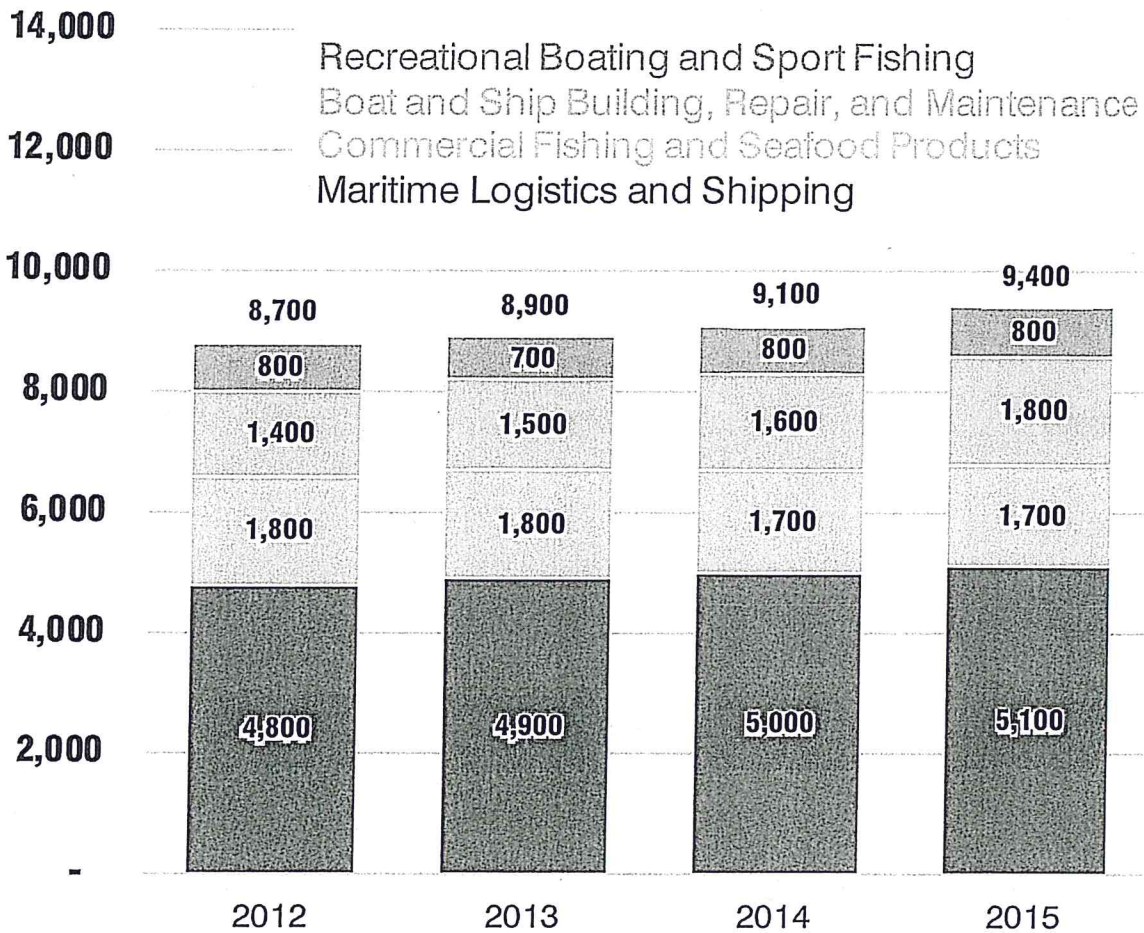
**FIGURE 2.10 HISTORICAL EMPLOYMENT IN RESOURCE-RELATED INDUSTRIES**  
 Clatsop County, 1990-2015 | U.S. Bureau of Labor Statistics QCEW



Source: Community Attributes, State of Oregon, Quarterly Census of Employment and Wages (QCEW)



**FIGURE 2.11 MARITIME-RELATED EMPLOYMENT BY SECTOR**  
*State of Oregon, 2012-2015 | U.S. Bureau of Labor Statistics (2016)*

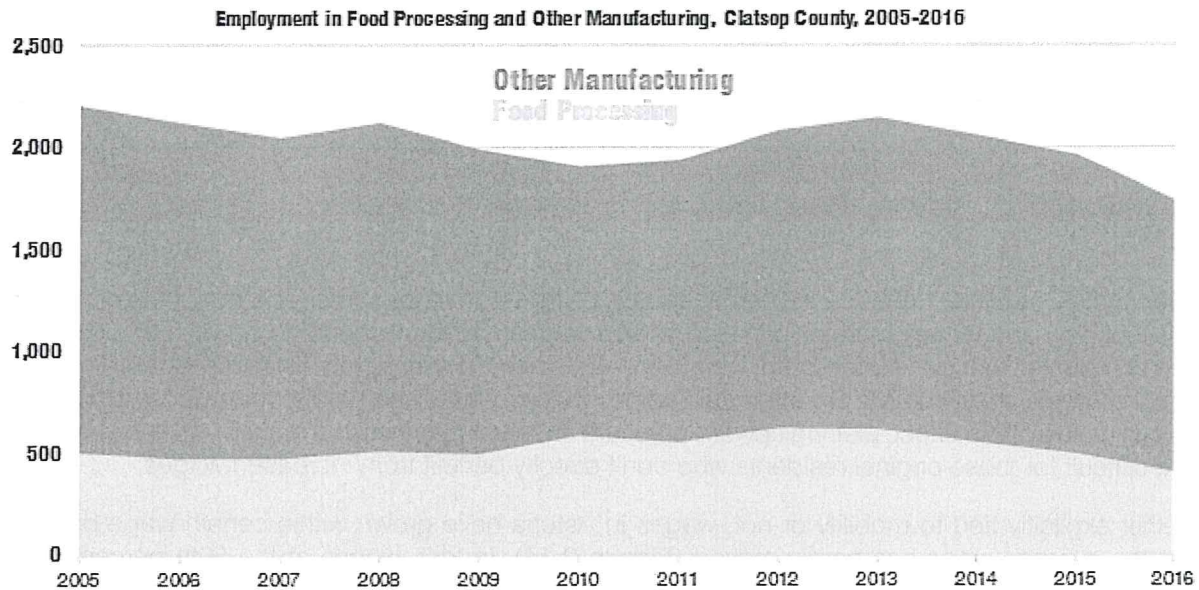


In Clatsop County, specifically, food processing (NAICS 311), which houses some companies doing business in the commercial fishing and seafood products sector in **Figure 2.12**, also accounts for a smaller portion of manufacturing jobs now than in 2010, and has lost 175 jobs in the past five years.

Though food processing is a subset of the manufacturing sector, it has historically been an important source of employment for Astoria. As maritime-related employment waxes and wanes locally, the composition of manufacturing jobs is likely to change as well. A prolonged decline in industries such as food processing would potentially require creative planning for the future of manufacturing and industry in Clatsop County.

**FIGURE 2.12 EMPLOYMENT IN FOOD PROCESSING AND OTHER MANUFACTURING***Clatsop County, Oregon, 2005-2016 | Oregon Department of Employment (2016)*

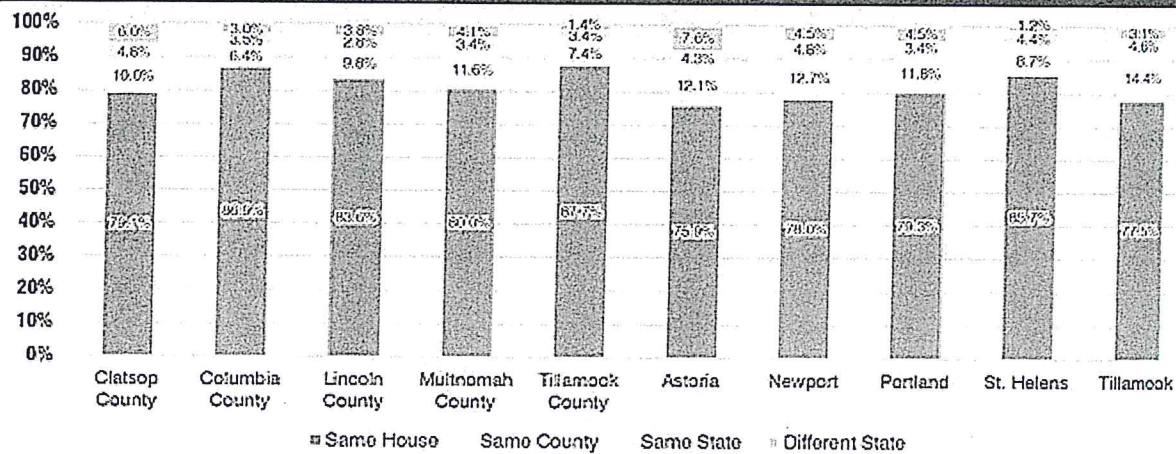
	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
<b>Food Processing</b>	506	477	475	510	499	537	553	628	617	555	496	412
<b>Other Manufacturing</b>	1,656	1,644	1,574	1,613	1,493	1,321	1,366	1,455	1,532	1,507	1,466	1,330
<b>Total - ALL Manufacturing</b>	2,204	2,121	2,049	2,123	1,992	1,908	1,939	2,083	2,149	2,062	1,966	1,742
<b>Percent - Food Processing</b>	23.0%	22.5%	23.2%	24.0%	25.1%	28.2%	28.5%	30.1%	28.7%	26.9%	25.3%	23.7%



Even if commercial fishing, food processing and other resource-related drivers of local industry maintain their current levels of employment or grow in the coming years, the regional economy of Northwest Oregon and Clatsop County is likely to continue to experience some restructuring as new economic drivers emerge.

Increasing mobility for residents and workers improves the cross-pollination of economies and can create opportunities for these new drivers to emerge. Anecdotal evidence suggests a strong presence of recently-relocated residents in Astoria and Clatsop County, some of whom bring new ideas and open new businesses or bring new skills and empower existing firms. The data in Figure 3.4 validates the anecdotal evidence, showing that Astoria and Clatsop County had relatively few residents living in their same home one year ago. In Astoria, nearly 12% of all residents lived outside Clatsop County or outside the State of Oregon 12-months prior.



**FIGURE 2.13 RESIDENCE ONE YEAR AGO***Selected Comparison Geographies, 2015 | U.S. Census Bureau American Community Survey*

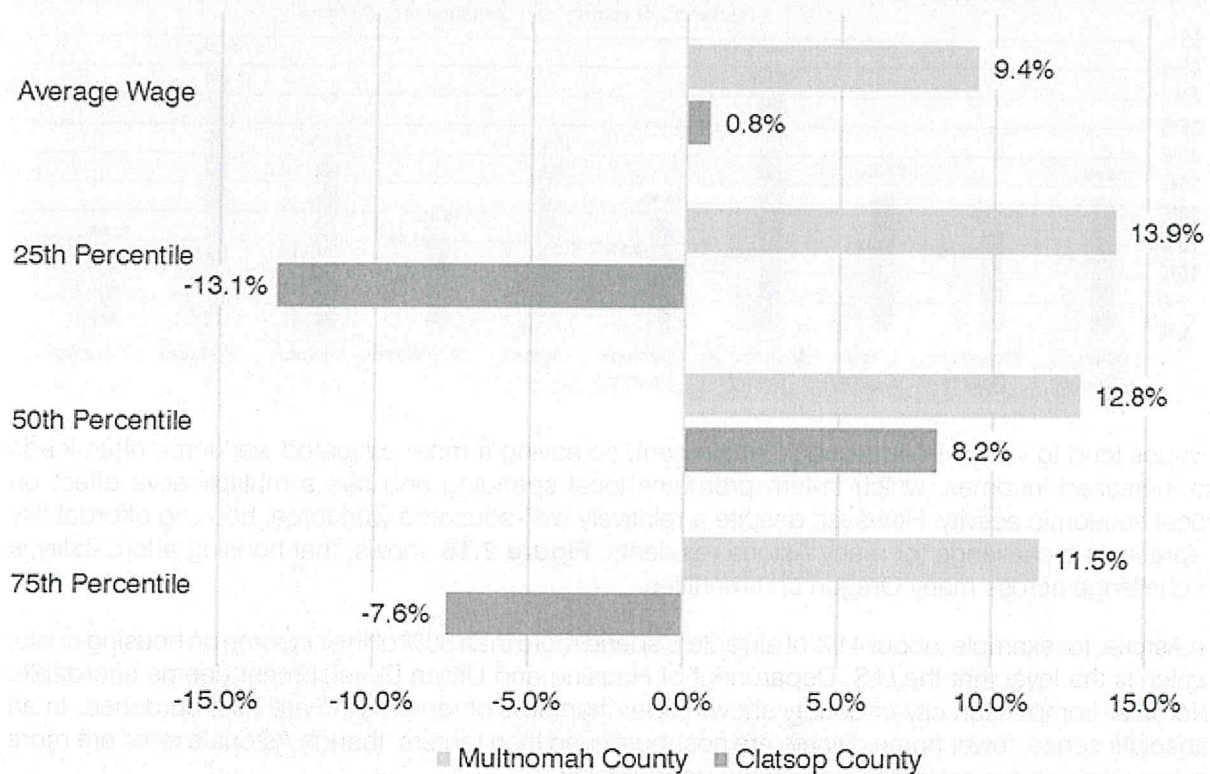
While mobility can inject new life into an economy, a trickle-down of some jobs from larger metros into secondary and tertiary markets can also impact wages and local spending power. For example, when companies that participate in an “innovation economy” in a large city establish satellite offices in smaller towns, their workers are often paid wages that exceed those paid to many local residents. This can have a ripple effect, placing upward pressure on housing prices that makes home-ownership more difficult for those original residents who don’t directly benefit from increased wages.

Whether explicitly tied to mobility or not, wages in Astoria have grown within certain wage bands, while the average wage has hardly moved (**Figure 2.14**). In fact, wages at the 50th percentile in Astoria have increased rapidly, growing 8.2% between 2012 and 2015. This strengthening in middle-wage earnings is important given a December 29, 2016 article from Oregon Live, which indicates that, despite continued job growth, middle-wage jobs will continue to see fewer new job openings in the State of Oregon.

The average wage in Multnomah County, comparatively, has grown significantly across all wage levels. This highlights the importance of the mobility data presented in **Figure 2.13**, since an influx into Astoria of residents from Multnomah County could introduce a new economic dynamic in northwest Oregon.

**FIGURE 2.14 CHANGE IN WAGES PAID**

*Multnomah and Clatsop Counties, Oregon, 2012-2015 | U.S. Census Bureau American Community Survey*

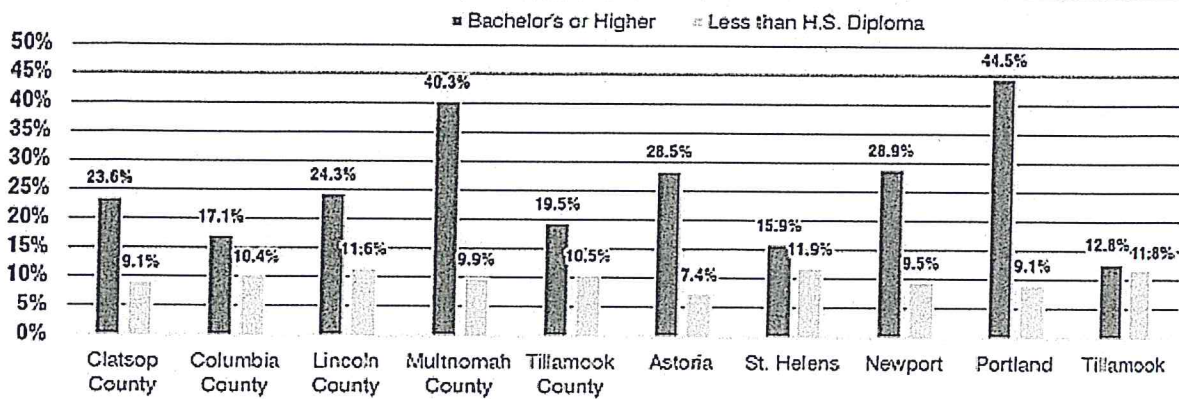


## LOCAL TRENDS

Local trends are most meaningful in the context of the larger regional, national and global trends discussed earlier. The data presented here help to hone in on economic development constraints and opportunities for Astoria, given its place within a larger economic sphere.

Local educational attainment (**Figure 2.15**) is particularly important because it has ramifications for workforce capabilities, wages, business retention and attraction and other economic development concerns. About 29% of Astoria residents (25 years old or older) hold a bachelor's degree or higher, which is comparable to Newport and significantly higher than St. Helens or Tillamook. This offers a reservoir of educated workers for local companies. Notably, the portion of Astoria residents who have attained less than a high school diploma is about 7%, which is lower than any selected comparison city or county.

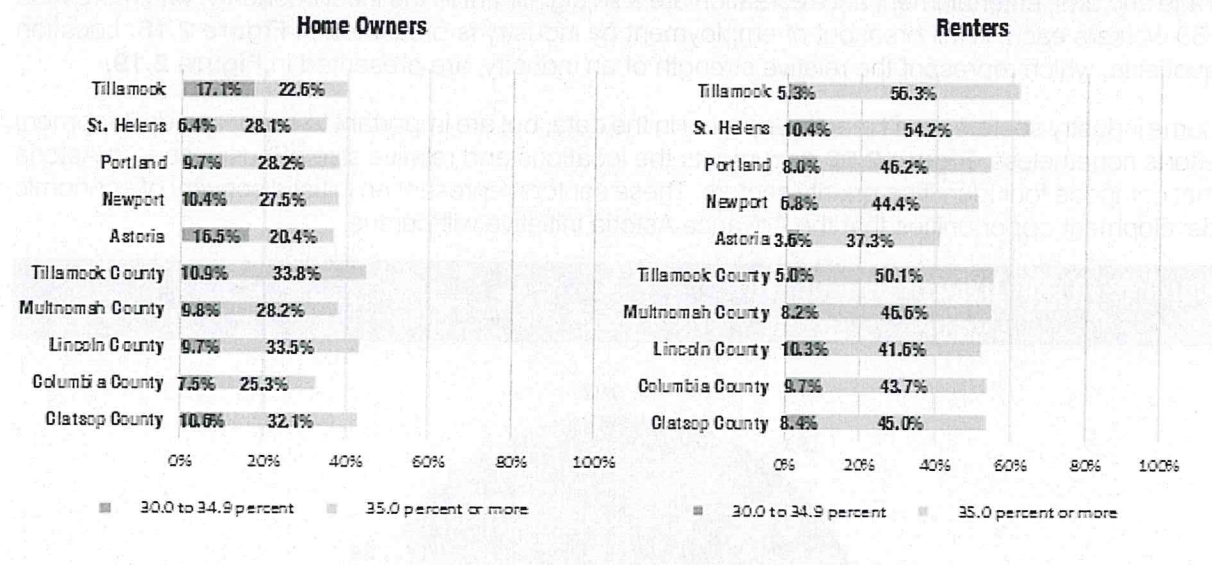


**FIGURE 2.15 EDUCATIONAL ATTAINMENT***Selected Cities and Counties, Oregon, 2015 | U.S. Census Bureau American Community Survey*

Wages tend to vary with educational attainment, so having a more educated workforce often leads to increased incomes, which in-turn promotes local spending and has a multiplicative effect on local economic activity. However, despite a relatively well-educated workforce, housing affordability represents a challenge for many Astoria residents. **Figure 2.16** shows, that housing affordability is a challenge across many Oregon communities.

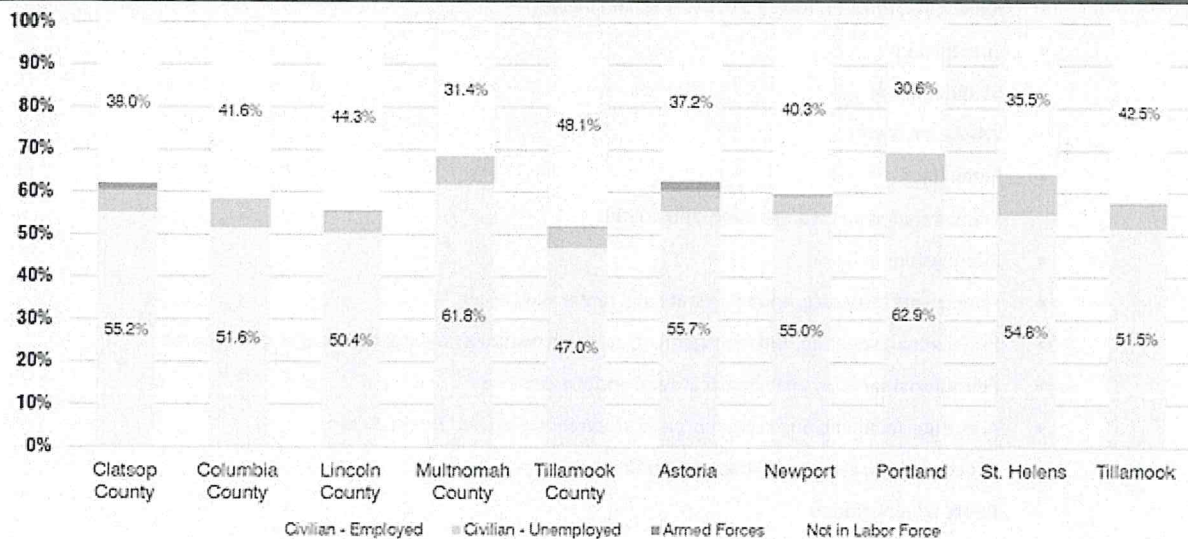
In Astoria, for example, about 41% of all renters spend more than 30% of their income on housing costs, which is the level that the U.S. Department of Housing and Urban Development deems affordable. No other comparison city or county shows fewer than 50% of renters who are cost-burdened. In an absolute sense, fewer home owners are cost-burdened than renters, though Astoria's rates are more in-keeping with the selected comparison geographies.

Nevertheless, anecdotal evidence suggests that housing affordability is a key issue in Astoria. The year-over-year gains in home prices can contribute to this challenge, as can limited housing supply. Transportation costs are also an important factor to consider, since the distance between home and work can place an additional burden on a worker, even if housing costs are low.

**FIGURE 2.16 HOUSING AFFORDABILITY***Selected Cities and Counties, Oregon, 2015 | U.S. Census Bureau American Community Survey*

Astoria also experiences a unique dynamic within the housing market due to the significant presence of the U.S. Armed Forces. Members of the Armed Forces often move more frequently, sometimes are limited by the availability of housing subsidies, and occasionally choose to live on a military base. These factors affect housing demand.

**Figure 2.17** indicates that Astoria has a larger share of the population working for the military, primarily due to a significant U.S. Coast Guard presence. 2.3% of Astoria residents 16 or older are employed in the Armed Forces; according to the U.S. Census Bureau, about 500 Clatsop County residents are employed in the Armed Forces, which includes almost 200 Astoria residents.

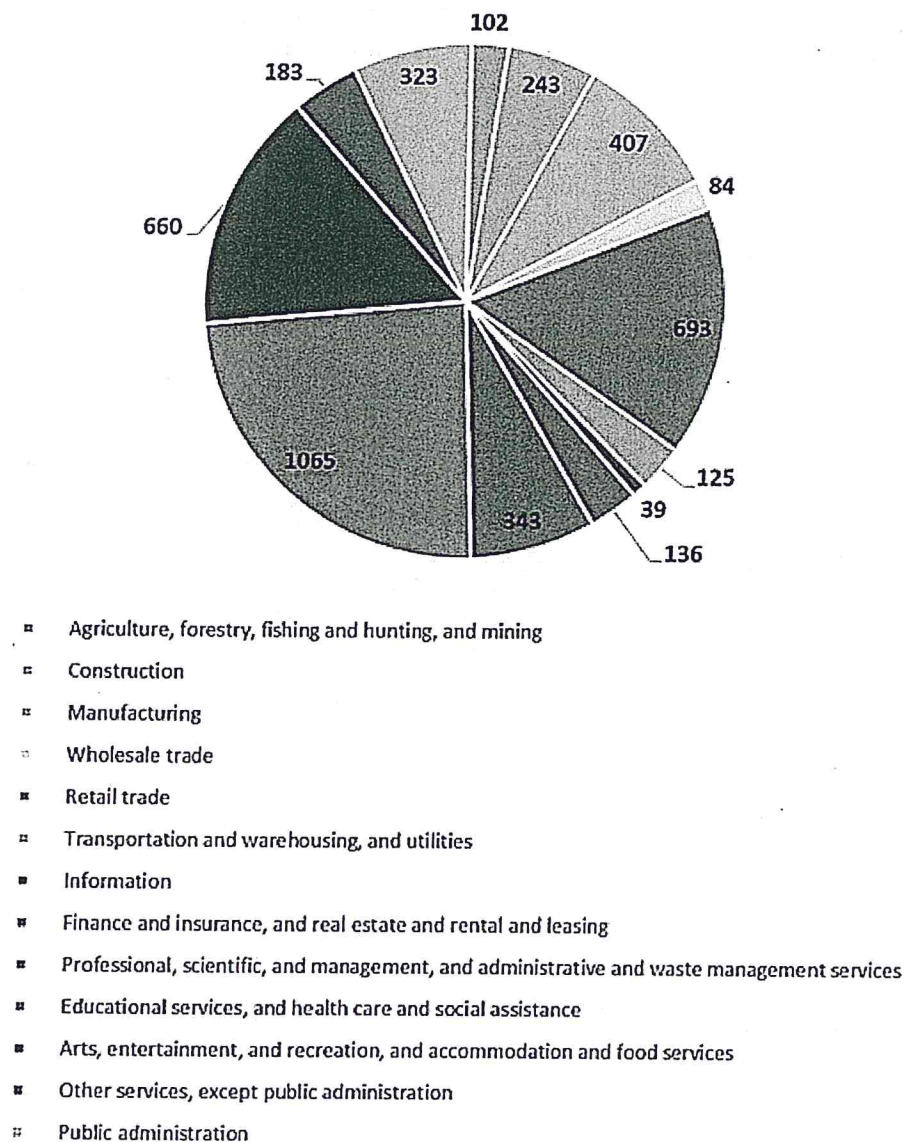
**FIGURE 2.17 EMPLOYMENT STATUS***Selected Cities and Counties, Oregon, 2015 | U.S. Census Bureau American Community Survey*



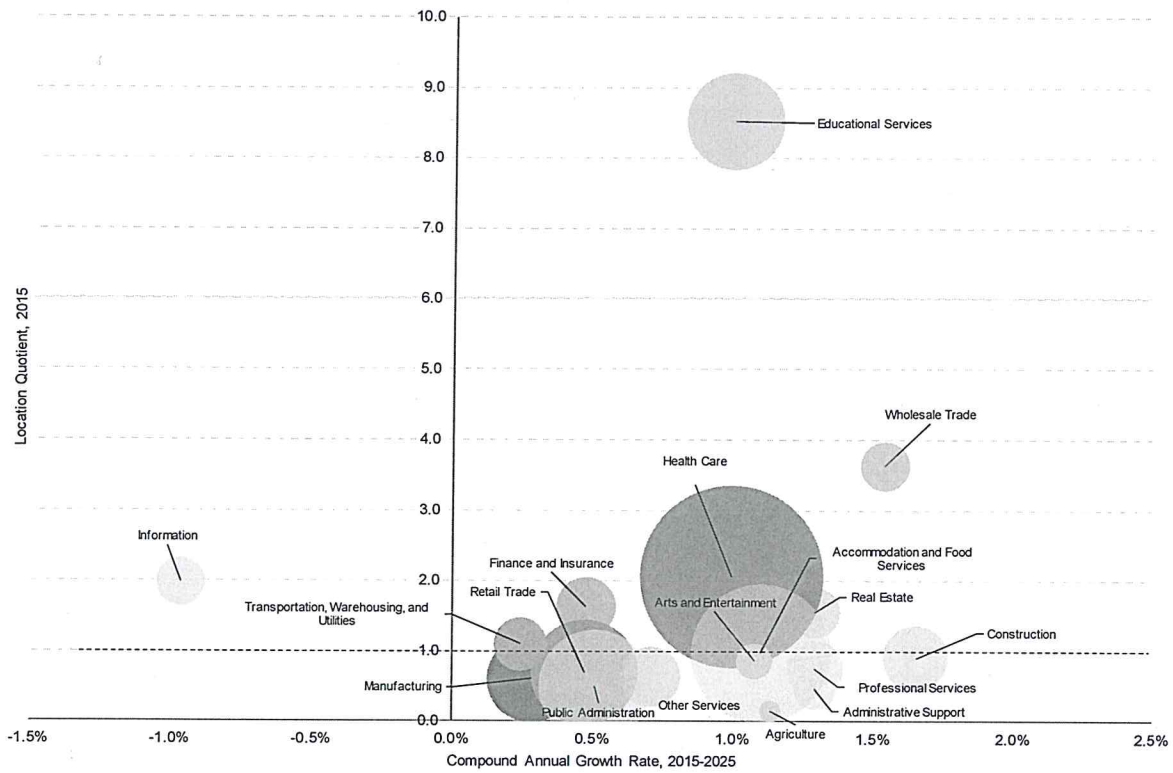
For Astoria workers that are not employed in the Armed Forces, educational services, health care and social assistance represents the largest industry sector, with more than 1,000 employees. Retail trade and arts, entertainment and recreation are also significant to the local economy, with more than 650 workers each. A full breakout of employment by industry is presented in **Figure 2.18**. Location quotients, which represent the relative strength of an industry, are presented in **Figure 2.19**.

Some industry sectors aren't readily apparent in the data, but are important to economic development efforts nonetheless. **Figure 2.20** documents the locations and relative size of businesses in Astoria that compose four identified priority sectors. These sectors represent an initial discovery of economic development opportunities that the Advance Astoria initiative will pursue.

**FIGURE 2.18 EMPLOYMENT BY INDUSTRY**  
City of Astoria, 2015 | U.S. Census Bureau American Community Survey



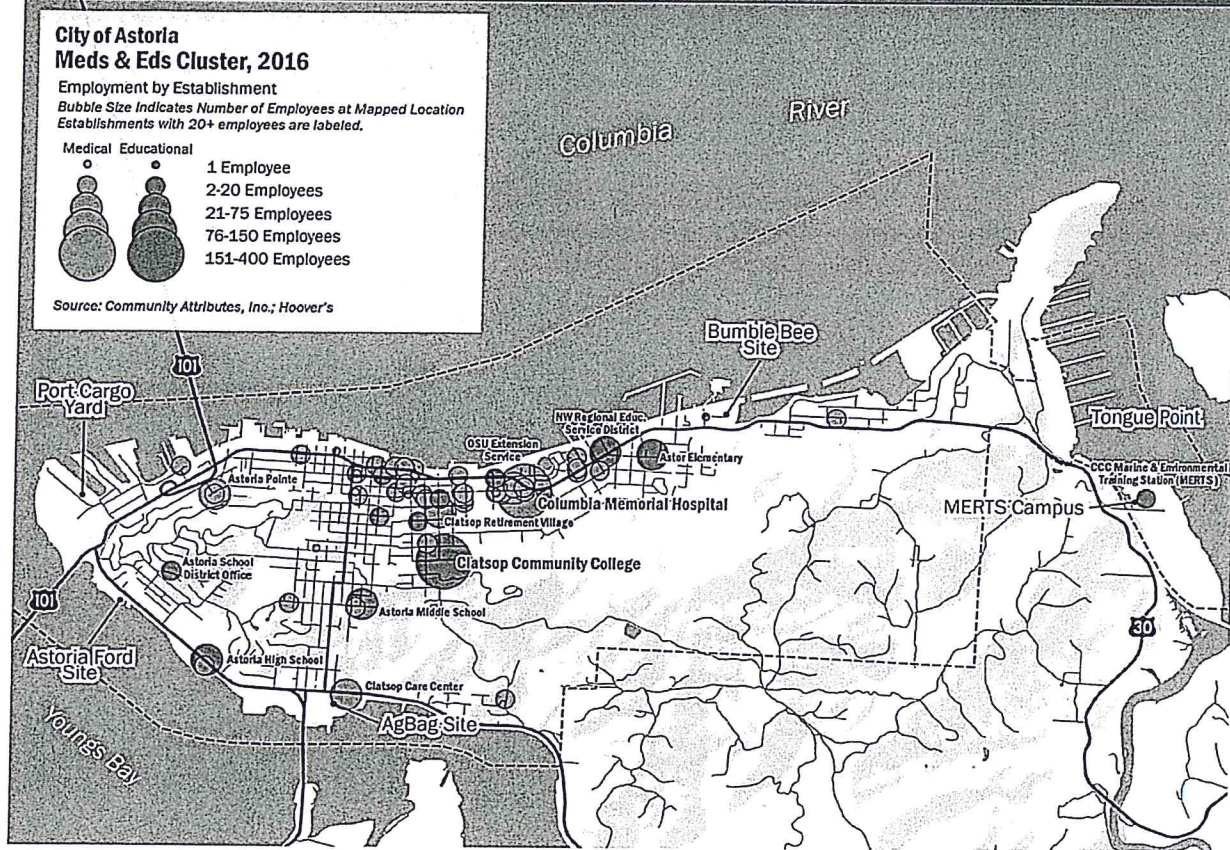
**FIGURE 2.19 LOCATION QUOTIENTS BY INDUSTRY**  
*City of Astoria, 2016 | Oregon DOE; Community Attributes Inc.*





**FIGURE 2.20 POTENTIAL PRIORITY ECONOMIC DEVELOPMENT CLUSTERS**

*City of Astoria, 2016 | Hoover's; Community Attributes Inc.*

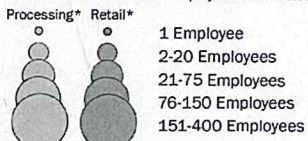




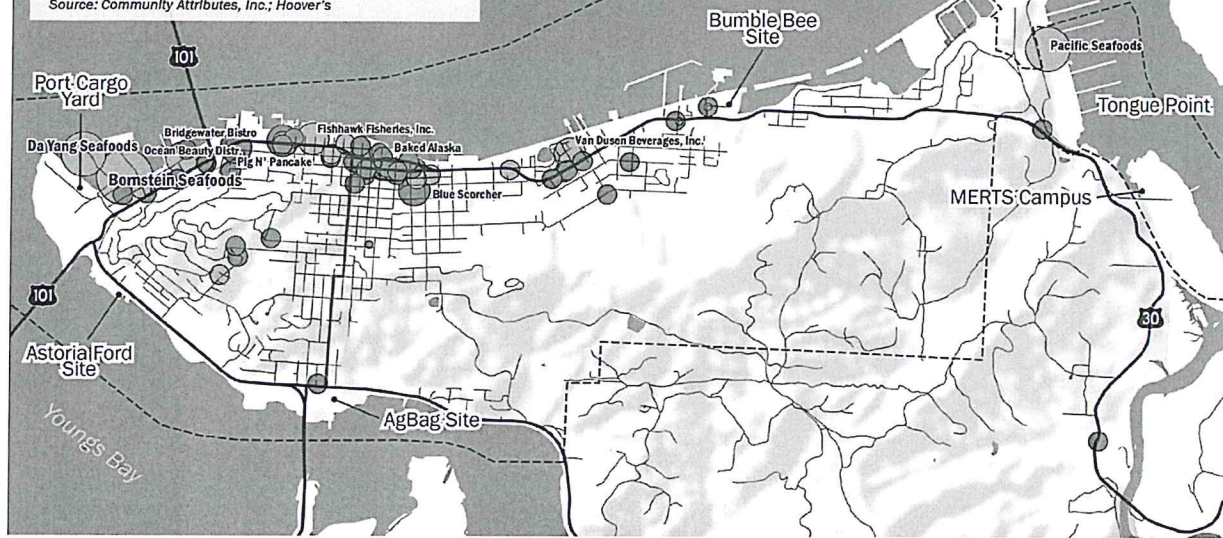
## City of Astoria Craft Foods Cluster, 2016

Employment by Establishment

Bubble Size Indicates Number of Employees at Mapped Location  
Establishments with 20+ employees are labeled.



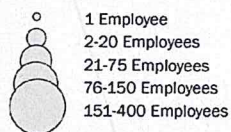
\* "Processing" includes food processing, manufacturing, & distribution. "Retail" includes restaurants, eateries, and food stores.  
Source: Community Attributes, Inc.; Hoover's



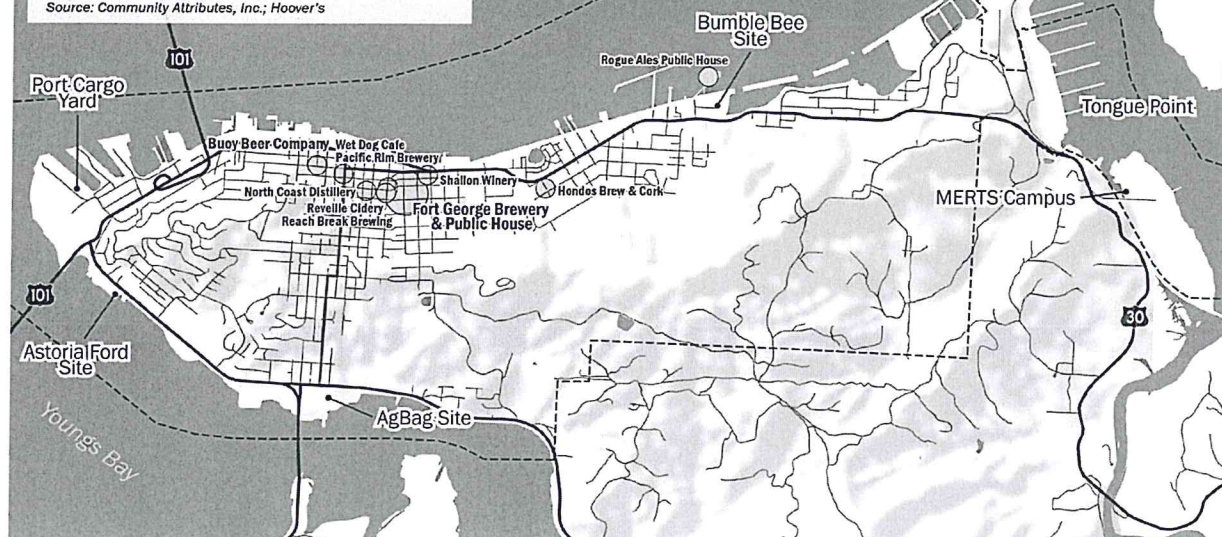
## City of Astoria Craft Fermentation Cluster, 2016

Employment by Establishment

Bubble Size Indicates Number of Employees at Mapped Location  
Establishments with 20+ employees are labeled.



Source: Community Attributes, Inc.; Hoover's





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# 3

## FORECASTING FUTURE GROWTH

Growth forecasts aid policymakers by presenting scenarios for the future, which can improve planning efforts. This section of the report presents a forecast for employment in Astoria through 2040, and translates the projected growth into demand for additional employment lands.

### FORECASTING EMPLOYMENT

For the purposes of this EOA, CAI has developed a custom employment forecast that provides net new employment (jobs) by two-digit NAICS industry. The forecast utilizes existing forecast products from multiple entities to make projections for Astoria through 2040. The forecast methods and findings are discussed in greater detail below.

### METHODS

Total employment by sector geocoded to the City of Astoria was provided via a data request from the Oregon Department of Employment (OED). This data reflects a range of employment estimates by specific industry breakouts as represented in the final forecast. OED also provides a regional forecast

Quarterly Astoria MSA total employment estimates from the U.S. Bureau of Labor Statistics provide the backend data which is used to statistically approximate the yearly employment growth rate from 2024 through 2040 via an ARIMA model.



## **Oregon Employment Department Regional Forecast**

The baseline forecast from 2015-2024 is anchored by the OED regional forecast which covers Benton, Clatsop, Columbia, Lincoln and Tillamook Counties. The City of Astoria represents a significant share of employment in several sub industries represented in the OED forecast. Whenever possible, the employment estimate represented from 2015 through 2024 reflects the OED forecast estimates through 2024. Occasionally, these estimates are edited if the City of Astoria does not have an industry employment estimate that would be accurately captured in the OED forecast.

## **Community Attributes Inc. Astoria MSA Forecast**

As the OED forecast only runs through 2024, it was necessary to supplement the final forecast output with a custom forecast to estimate total employment in Astoria from 2024 through 2040. This was done by looking at quarterly employment estimates from the Bureau of Labor Statistics. This forecast focuses on estimated total employment within the Astoria MSA from which year to year growth rates are calculated and then applied to the City of Astoria employment estimates. Industry specific employment estimates are a product of the OED forecast industry shares along with 2015 industry employment estimates provided by OED.

The forecast used was an ARIMA model that attempts to describe the inherent autocorrelations in the quarterly employment data and then make forecast predictions based on those quarterly trends.

## **FINDINGS**

The forecast model indicates that total employment in Astoria will grow from 5,636 in 2016 to 7,075 in 2040. This represents a compound annual growth rate of .95%. According to the forecast, total employment in Astoria will be 6,796 at the end of the 20-year period ending in 2036.

The largest number of new jobs (460) will be located in the health care and social assistance (NAICS 62) sector, which is already Astoria's largest industry. The highest growth rates are expected to occur in construction (NAICS 23) and wholesale trade (NAICS 42) with 1.8% and 1.7% compound annual growth, respectively. Only one industry (NAICS 51 - information) is expected to shrink over the forecast period. These trends are illustrated in **Figures 3.1 and 3.2**.

## **UNDERSTANDING DEMAND**

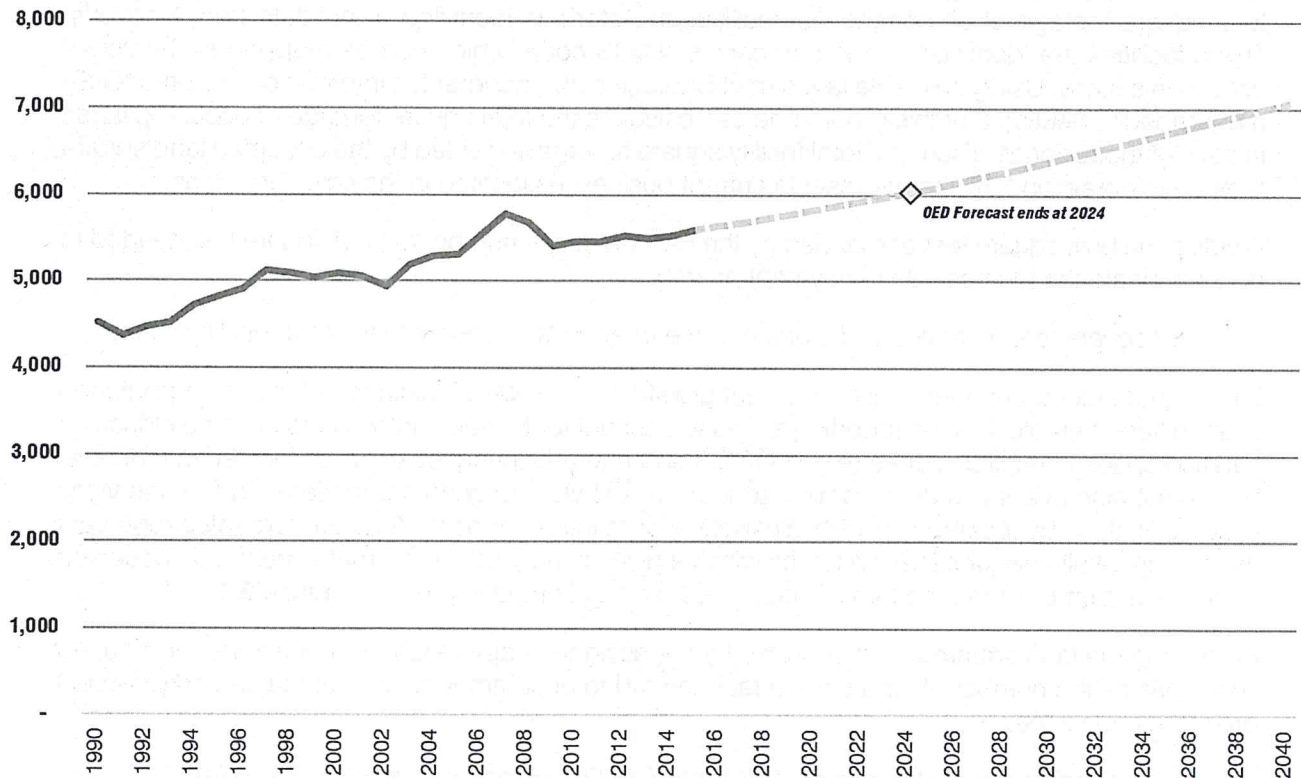
Generally speaking, growth in employment (new jobs) requires new buildings to house the additional employees. In this way, a growth forecast is the first step in understanding the demand for employment land.

## **METHODS**

Translating a growth forecast into demand for employment land requires an understanding of how much square footage can be built on any given parcel and an understanding of how many square feet

**FIGURE 3.1 - FORECAST SUMMARY TABLE**

NAICS	Industries	2016	2020	2030	2036	2040	Net New	CAGR
11	Agriculture, Forestry, Fishing & Hunting	21	22	25	28	29	8	1.3%
23	Construction	194	207	248	278	299	105	1.8%
31 - 33	Manufacturing	357	360	371	379	384	27	0.3%
42	Wholesale Trade	111	118	140	155	166	55	1.7%
44 - 45	Retail Trade	519	528	556	575	587	68	0.5%
48 - 49, 22	Transportation, Warehousing, and Utilities	130	131	134	137	138	8	0.3%
51	Information	109	104	93	88	84	(25)	-1.1%
52	Finance and Insurance	167	170	179	185	190	22	0.5%
53	Real Estate and Rental and Leasing	117	123	142	155	164	47	1.4%
54	Professional, Scientific, and Technical Services	147	155	179	195	207	60	1.4%
56	Administrative and Support, Waste Mgmt. & Remediation	84	88	102	111	118	34	1.4%
61	Educational Services	442	459	512	548	574	132	1.1%
62	Health Care and Social Assistance	1,541	1,603	1,786	1,913	2,001	460	1.1%
71	Arts, Entertainment, and Recreation	58	61	69	74	78	19	1.2%
72	Accommodation and Food Services	896	937	1,057	1,139	1,198	301	1.2%
81	Other Services (except Public Administration)	169	174	188	197	204	35	0.8%
92	Public Administration	574	584	617	640	655	81	0.6%
<b>Total Employment</b>		<b>5,636</b>	<b>5,825</b>	<b>6,397</b>	<b>6,796</b>	<b>7,075</b>	<b>1,439</b>	<b>0.95%</b>
<b>CAGR (at interval)</b>		<b>0.8%</b>	<b>0.8%</b>	<b>0.9%</b>	<b>1.0%</b>	<b>1.0%</b>		

**FIGURE 3.2 - FORECAST SUMMARY**



are required to house each employee. These variables are expressed below in a series of equations, each of which is explained to clarify the process of calculating demand for employment land.

$$(new\ employment) \times (square\ feet\ per\ employee) = (built\ square\ feet\ demanded)$$

New employment is given in the forecast.

An assumption for the number of square feet required to house each employee is obtained using data from Hoover's, which provides facility square footage and total employment for all businesses in Astoria. Dividing the number of employees by the total facility square footage for all businesses in each NAICS-defined industry provides an empirical input from local businesses that can inform the model.

Multiplying new employment in each industry by the square footage required to house an average employee in each industry yields the number of building square feet needed to accommodate the forecasted employment growth.

$$(built\ square\ feet\ demanded) / (FAR) = (land\ square\ feet\ demanded)$$

To obtain an estimate of how much square footage can be built on any given parcel, a representative floor-to-area ratio (FAR) is applied to each group of zones. FAR is the ratio of total built square footage to total land square footage, and is expressed as a decimal. For the purposes of this analysis, the total square footage of all commercial facilities in Astoria is identified using data from Hoover's. These facilities are identified by the company's NAICS code, which can be mapped to the zones used in this study. Using buildable lands methodologies and geographic information systems (GIS), as described in Section 3 of this report, one can calculate the total square footage of occupied lands in each of those zones. Then, the total facility square footage is divided by the occupied land square footage to obtain an FAR that represents current businesses located in the selected zones.

Dividing the built square feet demanded by the FAR yields the number of land square feet needed to accommodate the forecasted employment growth.

$$(land\ square\ feet\ demanded) \times (zone\ capture\ rate) = (land\ square\ feet\ demanded\ by\ zone)$$

Land square feet demanded by employment growth in each NAICS-defined industry is apportioned to the different employment-supporting zones to account for the fact that workers in some industries can find space in multiple zones (e.g. NAICS 31-33 manufacturing jobs can be located in industrial zones, but also in aquatic development zones, while NAICS 72 accommodation and food services jobs are likely to be located almost exclusively in commercial zones). Zone capture rates represent the percent of all new jobs that will locate within a given zone, and are estimates based on observed land use and employment patterns. These rates are highlighted in green in **Figure 3.3**.

Multiplying the land square feet demanded by the assigned capture rate for each zone (or group of zones) yields the number of land square feet needed to accommodate the forecasted employment growth in each zone.

$$(land\ square\ feet\ demanded\ by\ zone) / 43,560 = (acres\ demanded\ by\ zone)$$

There are 43,560 square feet in each acre. Dividing the land square feet demanded by zone by 43,560 converts the land demand estimate into acres needed to accommodate the forecasted employment growth in each zone. These demand estimates can then be compared to employment-supporting land supply estimates from a vacant and redevelopable or buildable lands analysis.

**FIGURE 3.3 - LAND DEMAND SUMMARY**

Net New Employees	SF per Employee	Total SF Demand	<i>Collapsed Zones:</i> <i>Assumed FAR:</i>	Aquatic Development	Attached Housing	Commercial	Industrial	Institutional	All Zones
				0.1	0.2	0.25	0.1	0.1	
8	373	2,984		50.00%	0.00%	0.00%	50.00%	0.00%	100%
105	588	62,054		0.00%	0.00%	25.00%	75.00%	0.00%	100%
27	679	18,395		25.00%	0.00%	0.00%	75.00%	0.00%	100%
55	846	46,810		25.00%	0.00%	25.00%	50.00%	0.00%	100%
68	483	32,975		0.00%	0.00%	90.00%	10.00%	0.00%	100%
8	486	4,086		25.00%	0.00%	0.00%	75.00%	0.00%	100%
0	762	0		0.00%	0.00%	100.00%	0.00%	0.00%	100%
22	498	11,025		0.00%	0.00%	100.00%	0.00%	0.00%	100%
47	1107	52,538		0.00%	0.00%	100.00%	0.00%	0.00%	100%
60	708	42,266		10.00%	0.00%	60.00%	30.00%	0.00%	100%
34	1241	42,115		0.00%	0.00%	33.33%	33.33%	33.33%	100%
132	373	49,211		0.00%	0.00%	0.00%	0.00%	100.00%	100%
460	434	199,695		0.00%	20.00%	10.00%	20.00%	50.00%	100%
19	1048	20,091		25.00%	0.00%	15.00%	20.00%	40.00%	100%
301	370	111,587		0.00%	0.00%	100.00%	0.00%	0.00%	100%
35	875	30,292		0.00%	0.00%	50.00%	50.00%	0.00%	100%
81	332	27,019		0.00%	0.00%	0.00%	0.00%	100.00%	100%
1,439				<i>Demand (SF):</i>	<i>Demand (AC):</i>				
				28,064	39,939	309,569	177,416	198,152	753,140
				6.44	4.58	28.43	40.73	45.49	125.67



## FINDINGS

This analysis suggests demand for about 125 acres of employment-supporting land. Institutional lands are subject to the highest levels of demand, with about 61 acres needed to accommodate forecasted employment growth. Significant amounts of vacant and redevelopable are necessary to accommodate anticipated growth in commercial and industrial zones, as well, with each requiring about 29 and 25 acres, respectively.

There is little demand for employment land in attached housing zones, which may be appropriate given that these are mixed-use zones with significant residential components (and therefore a limited ability to house new employment).

Inputs to this demand model are extremely sensitive. Changes in the amount of square feet needed to house a given number of workers (for example, due to increased telecommuting) could change the amount of land needed to accommodate the forecasted growth. Furthermore, some uses may be able to adapt to different zones, which would alter the assumed zone capture rates. Understanding these sensitivities is important to ensure that adopted policy creates a balanced supply of land to fit anticipated employment patterns and changes in job and development markets.

# 4

## UNDERSTANDING THE SUPPLY OF LAND

Employment land in Astoria is provided within myriad commercial, industrial and other zones. This section of the report surveys these lands to quantify the vacant and redevelopable parcels, in acres, that may be expected to support future growth in Astoria's employment.

A buildable lands inventory (BLI) for the City of Astoria was completed in 2011. The methods employed in this EOA differ from those used in the BLI and the two analyses should be expected to produce different results. However, since there has been limited development and redevelopment in the intervening years, the employment land capacity depicted in this report may not differ greatly from the figures given in the BLI.

### METHODS

Any analysis of buildable lands requires an estimate of the supply of land to meet expected growth. This EOA focuses only on employment lands, and therefore provides an estimate of the supply of land available to house employment-generating uses. To prepare this estimate, CAI assessed the City of Astoria's zoning code to identify the subset of zones that allow for commercial and industrial enterprises and other employment-generating uses. The 20 zones that were selected were then sorted into five groups based on the predominant use within each zone. Non-employment zones, such as residential or conservation and habitat zones, were excluded. This selection process is summarized in **Figure 4.1**.

The five "collapsed" zones include the aquatic development zones, attached housing zones, commercial zones, industrial zones and institutional zones. Employment lands in these zones are found throughout the City, and are most prevalent along or near waterfronts (e.g. the Columbia River, Young's Bay). More



specifically, industrial lands are clustered on Port of Astoria properties in the eastern and western portions of the City, and institutional lands are largely located in the central, upper portion of the City; commercial zones are most likely to be located in or near downtown Astoria. The map in **Figure 4.2** illustrates these employment lands.

Of all the employment lands identified in **Figure 4.2**, many parcels have already been developed, or are otherwise encumbered by critical areas, such that they cannot support additional employment. Other parcels are either vacant or redevelopable. Using parcel-based data from the Clatsop County Assessor, CAI identified vacant and redevelopable employment lands from the zones selected for the land inventory. These vacant or redevelopable portions of the total employment land inventory are represented in lighter colors in **Figure 4.3**. Notably, **Figure 4.3** also references future industrial development sites from the previous update of the Comprehensive Plan. These sites are critical components of land supply.

The identified vacant and redevelopable lands are further subdivided in tiers, to aid in understanding barriers to redevelopment, potential development timelines, and other considerations. Tier A employment lands are considered completely vacant, while Tier B and C employment lands are those that have lower improvement values, which suggest that existing structures may be replaced in the future. The specific criteria used to defined Tier A and Tier B lands within each collapsed zone are provided below.

- **Tier A** lands are vacant. Vacant lands are defined as parcels with very little or no improvement value, and are identified within the data by selecting parcels with \$.001 Real Market Improvement Value per square foot of land.
- **Tier B and C** lands are potentially vacant or redevelopable. Potentially redevelopable lands are defined as parcels with limited improvements in terms of building value per square foot of land, and are identified within the data by selecting parcels with \$.001 to \$2.50 Real Market Improvement Value per square foot of land.

Using geographic information systems (GIS) the gross supply of Tier A, Tier B and Tier C employment lands is converted to net supply by deducting land area that may not be buildable. These deductions account for roads and other rights of way, public parks, FEMA-designated floodways, wetlands, steep slopes and other similar hazards or constraints.

Rights of way and parks are contained within the GIS data, and may therefore be excluded on a parcel-by-parcel basis so that parcels unencumbered by parks and rights of way remain wholly buildable.

After deductions, net land supply is expressed in acres. It represents an estimate of the amount of land within each set of zones that can accommodate additional employment through new, greenfield development or redevelopment of lower-intensity or lower-value uses. A summary of net land supply for each collapsed zone, along with an overview of the deductions applied to gross land supply, is provided in **Figure 4.4**.



**FIGURE 4.1 - ZONE SELECTIONS****Employment Land Inventory Zones (20):**

ZONE	Title
A-1	Aquatic One Development Zone
A-2	Aquatic Two Development Zone
A-2A	Aquatic Two-A Development Zone
AH-HC	Attached Housing/Health Care Zone
AH-MP	Attached Housing/Mill Pond
C1	Neighborhood Commercial Zone
C2	Tourist Commercial Zone
C3	General Commercial Zone
C4	Central Commercial Zone
CA	Education/Research/Health Care Campus Zone
FA	Family Activities Zone
GI	General Industrial Zone
HC	Health Care Zone
HR	Hospitality/Recreation
IN	Institutional Zone
LS	Local Service
MH	Maritime Heritage Zone
S1	Marine Industrial Shorelands
S2	General Development Shorelands Zone
S-2A	Tourist Oriented Shorelands Zone

**Non-Employment Land Inventory Zones (12):**

ZONE	Title
A-3	Aquatic Conservation Zone
A-4	Aquatic Natural Zone
CR	Compact Residential Zone
CRESO	Columbia River Estuary Shoreland Overlay District
FHO	Flood Hazard Overlay Zone
LR	Land Reserve Zone
PD	Planned Development Overlay Zone
R1	Low Density Residential Zone
R2	Medium Density Residential Zone
R3	High Density Residential Zone
S5	Natural Shorelands Zone
SBHO	Sensitive Bird Habitat Overlay Zone

**Collapsed Employment Land Inventory Zones (20):****COLLAPSED ZONES****Aquatic Development Zones**

Aquatic One Development zone
Aquatic Two Development Zone
Aquatic Two-A Development Zone

**Attached Housing Zones**

Attached Housing/Health Care Zone
Attached Housing/Mill Pond

**Commercial Zones**

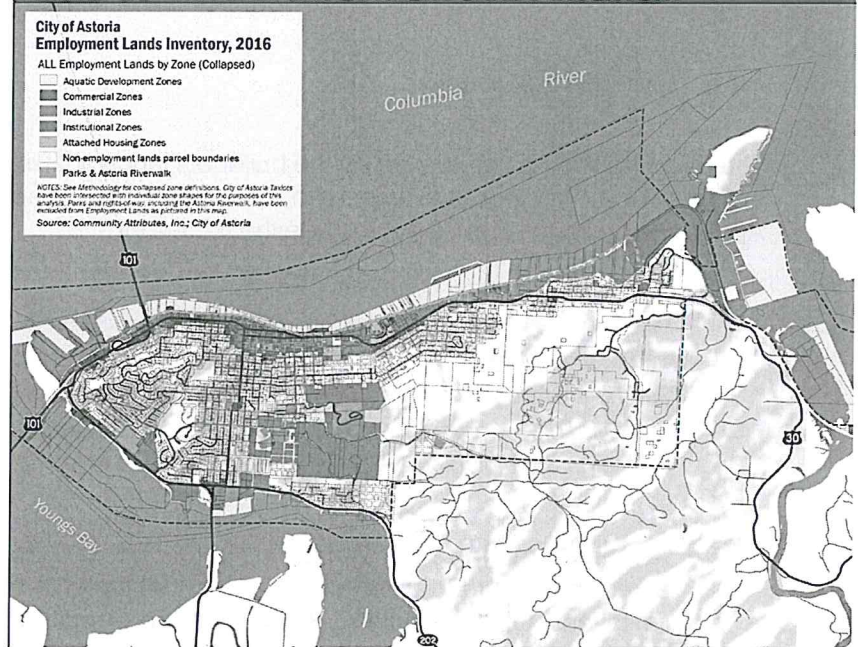
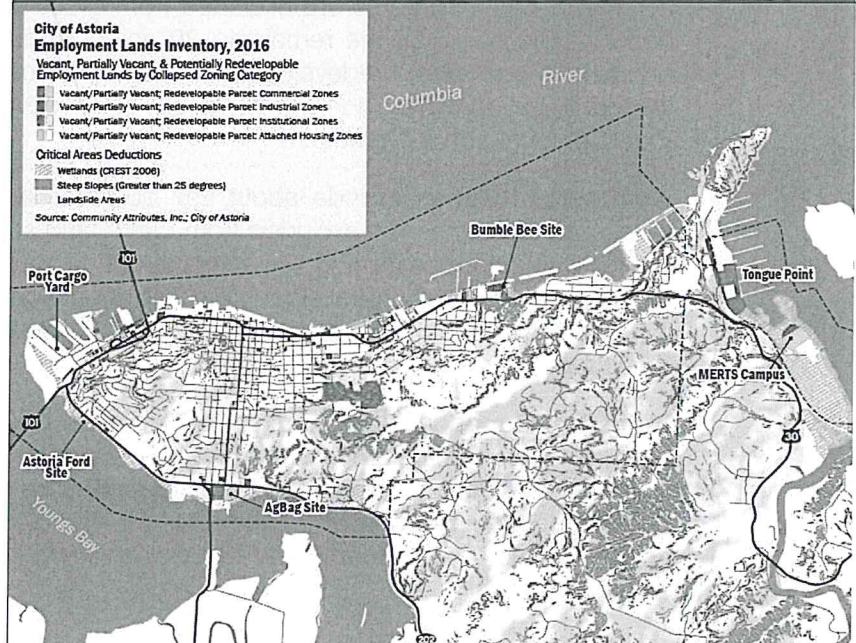
Neighborhood Commercial Zone
Tourist Commercial Zone
General Commercial Zone
Central Commercial Zone
Local Service
Tourist Oriented Shorelands Zone
Maritime Heritage Zone
Family Activities Zone
Hospitality/Recreation

**Industrial Zones**

General Industrial Zone
Marine Industrial Shorelands
General Development Shorelands Zone

**Institutional Zones**

Institutional Zone
Health Care Zone
Education/Research/Health Care Campus Zone

**FIGURE 4.2 - ASTORIA EMPLOYMENT LANDS INVENTORY****FIGURE 4.3 - VACANT AND REDEVELOPABLE EMPLOYMENT LANDS**



## FINDINGS

The following findings are based on the buildable lands analysis described above and are contained in **Figure 4.4**. Findings are presented for each of the collapsed zones presented in **Figure 4.1**. Applicable notes for **Figure 4.4** include the following:

- \* See Methodology for Collapsed Zone definitions
- \*\* Rights-of-Way include Astoria Riverwalk rails-to-trails parcels
- \*\*\* See Methodology for definitions of "Vacant", "Partially Vacant", and "Potentially Redevelopable" lands
- \*\*\*\* See Methodology for detailed explanation of Critical Deductions.
- \*\*\*\*\* "Unbuildable Fragments" are comprised of parcel fragments after Critical Deductions of .07 acres or less, or of unbuildable configurations (eg, long and narrow fragments).

- **Aquatic Development Zones** include about 892 acres of parcel area. Of that sum, 499 acres are excluded from gross land supply due to rights of way, parks and other parcel limitations. Of the remaining 394 acres, approximately 225 acres are buildable.
- **Attached Housing Zones** include about 27 acres of land. Of that sum, approximately six acres and one-third acres are excluded from gross land supply due to rights of way and parks, respectively. Of the remaining 20 acres, about nine are considered vacant, while one acre is considered redevelopable. After deductions for floodways, wetlands and steep slopes, these zones provide a total vacant and redevelopable employment lands capacity (net supply) of about five acres.
- **Commercial Zones** include about 297 acres of land. Of that sum, approximately 104 acres and four acres are excluded from gross land supply due to rights of way and parks, respectively. Of the remaining 188 acres, about 30 are considered vacant, while 24 acres are considered potentially redevelopable. After deductions for floodways, wetlands and steep slopes, these zones provide a total vacant and redevelopable employment lands capacity (net supply) of about 35 acres.
- **Industrial Zones** include about 293 acres of land. Of that sum, approximately 24 acres and one-quarter acres are excluded from gross land supply due to rights of way and parks, respectively. Of the remaining 269 acres, about 58 are considered vacant, while 85 acres are considered redevelopable. After deductions for floodways, wetlands and steep slopes, these zones provide a total vacant and redevelopable employment lands capacity (net supply) of about 86 acres.
- **Institutional Zones** include about 518 acres of land. Of that sum, approximately 37 acres and 73 acres are excluded from gross land supply due to rights of way and parks, respectively. Of the remaining 408 acres, about 41 are considered vacant. After deductions for floodways, wetlands and steep slopes, these zones provide a total vacant and redevelopable employment lands capacity (net supply) of about 14 acres.

In total, the analysis suggests that Astoria has approximately 343 acres of vacant or redevelopable employment lands to accommodate future employment growth. This represents about 17% of the total land area in the employment-supporting zones (inclusive of parks and rights of way).

## FIGURE 3.4 - VACANT AND REDEVELOPABLE LANDS SUMMARY

### 1 AQUATIC DEVELOPMENT ZONES

\*NOTE - All aquatic development zoned parcel portions are water area only and as such are not traditionally developable. They are available for water-related uses, such as turning basins and boat anchorage.

			Tier 1	Tier 2	Tier 3	Total
			Vacant Lands***	Partially Vacant Lands***	Potentially Redevelopable Lands***	Vacant + Partially Redevelopable Lands
<b>Gross Land Supply</b>	<b>Acres</b>	<b>Net Land Supply</b>				
Total Zone Area (Acres)	892.45	Total Parcel Area (Acres)	231.18	0.00	68.25	299.43
Rights-of-Way / No Parcel (Acres)**	498.87	Less Wetlands, Standing Water ****	0.00	0.00	0.00	0.00
Total Parcel Area, Exclusive of R.O.W. (Acres)	393.58	Less Steep Slopes (> 25 degrees)*****	0.00	0.00	0.00	0.00
Parks (Acres)	0	Less Slide Areas*****	0.00	0.00	0.00	0.00
Total Parcel Area, Exclusive of R.O.W. & Parks (Acres)	393.58	Total Parcel Area, Less Critical Deductions (Acres)	231.18	0.00	68.25	299.43
		Less Unbuildable Fragments*****	0.00	0.00	0.00	0.00
		<b>Total Gross Buildable Parcel Area (Acres)</b>	<b>231.18</b>	<b>0.00</b>	<b>68.25</b>	<b>299.43</b>
		Less Future Public Facilities & Infrastructure Set-Aside (25%)	0.00	0.00	0.00	74.86
		<b>Total Net Buildable Parcel Area (Acres)</b>	<b>231.18</b>	<b>0.00</b>	<b>68.25</b>	<b>224.57</b>
		Percent of Total Net Parcel Area in Zone (Acres)	59%	0%	17%	57%
		Number of Net Buildable Parcels (or portions if split-zoned)	45	0	21	66

### 2 ATTACHED HOUSING ZONES\*

			Tier 1	Tier 2	Tier 3	Total
			Vacant Lands***	Partially Vacant Lands***	Potentially Redevelopable Lands***	Vacant + Partially Redevelopable Lands
<b>Gross Land Supply</b>	<b>Acres</b>	<b>Net Land Supply</b>				
Total Zone Area (Acres)	26.69	Total Parcel Area (Acres)	9.24	0.00	0.92	10.16
Rights-of-Way (Acres)**	5.93	Less Wetlands, Standing Water ****	2.97	0.00	0.00	2.97
Total Parcel Area, Exclusive of R.O.W. (Acres)	20.76	Less Steep Slopes (> 25 degrees)*****	0.00	0.00	0.00	0.00
Parks (Acres)	0.29	Less Slide Areas*****	0.00	0.00	0.00	0.00
Total Parcel Area, Exclusive of R.O.W. & Parks (Acres)	20.47	Total Parcel Area, Less Critical Deductions (Acres)	6.27	0.00	0.92	7.19
		Less Unbuildable Fragments*****	0.01	0.00	0.00	0.01
		<b>Total Gross Buildable Parcel Area (Acres)</b>	<b>6.26</b>	<b>0.00</b>	<b>0.92</b>	<b>7.18</b>
		Less Future Public Facilities & Infrastructure Set-Aside (25%)	1.57	0.00	0.23	1.80
		<b>Total Net Buildable Parcel Area (Acres)</b>	<b>4.70</b>	<b>0.00</b>	<b>0.69</b>	<b>5.39</b>
		Percent of Total Net Parcel Area in Zone (Acres)	23%	0%	3%	26%
		Number of Net Buildable Parcels (or portions if split-zoned)	46	0	2	48

### 3 COMMERCIAL ZONES\*

			Tier 1	Tier 2	Tier 3	Total
			Vacant Lands***	Partially Vacant Lands***	Potentially Redevelopable Lands***	Vacant + Partially Redevelopable Lands
<b>Gross Land Supply</b>	<b>Acres</b>	<b>Net Land Supply</b>				
Total Zone Area (Acres)	296.61	Total Parcel Area (Acres)	29.87	0.00	23.74	53.61
Rights-of-Way (Acres)**	104.4	Less Wetlands, Standing Water ****	1.23	0.00	2.29	3.52
Total Parcel Area, Exclusive of R.O.W. (Acres)	192.21	Less Steep Slopes (> 25 degrees)*****	0.52	0.00	0.49	1.01
Parks (Acres)	4.31	Less Slide Areas*****	0.74	0.00	1.08	1.82
Total Parcel Area, Exclusive of R.O.W. & Parks (Acres)	187.9	Total Parcel Area, Less Critical Deductions (Acres)	27.38	0.00	19.88	47.26
		Less Unbuildable Fragments*****	0.31	0.00	0.01	0.32
		<b>Total Gross Buildable Parcel Area (Acres)</b>	<b>27.07</b>	<b>0.00</b>	<b>19.87</b>	<b>46.94</b>
		Less Future Public Facilities & Infrastructure Set-Aside (25%)	6.77	0.00	4.97	11.74
		<b>Total Net Buildable Parcel Area (Acres)</b>	<b>20.30</b>	<b>0.00</b>	<b>14.90</b>	<b>35.21</b>
		Percent of Total Net Parcel Area in Zone (Acres)	11%	0%	8%	19%
		Number of Net Buildable Parcels (or portions if split-zoned)	122	0	71	193

### 4 INDUSTRIAL ZONES \*

			Tier 1	Tier 2	Tier 3	Total
			Vacant Lands***	Partially Vacant Lands***	Potentially Redevelopable Lands***	Vacant + Partially Redevelopable Lands
<b>Gross Land Supply</b>	<b>Acres</b>	<b>Net Land Supply</b>				
Total Zone Area (Acres)	292.69	Total Parcel Area (Acres)	58.29	13.39	72.12	143.80
Rights-of-Way (Acres)**	23.65	Less Wetlands, Standing Water ****	32.61	0.00	17.28	49.89
Total Parcel Area, Exclusive of R.O.W. (Acres)	269.04	Less Steep Slopes (> 25 degrees)*****	0.29	0.00	2.16	2.45
Parks (Acres)	0.24	Less Slide Areas*****	0.00	0.00	0.00	0.00
Total Parcel Area, Exclusive of R.O.W. & Parks (Acres)	268.8	Total Parcel Area, Less Critical Deductions (Acres)	25.39	13.39	52.68	91.46
		Less Unbuildable Fragments*****	1.50	0.00	4.26	5.76
		<b>Total Gross Buildable Parcel Area (Acres)</b>	<b>23.89</b>	<b>13.39</b>	<b>48.42</b>	<b>85.70</b>
		Less Future Public Facilities & Infrastructure Set-Aside (25%)	5.97	3.35	12.11	21.43
		<b>Total Net Buildable Parcel Area (Acres)</b>	<b>17.92</b>	<b>10.04</b>	<b>36.32</b>	<b>64.28</b>
		Percent of Total Net Parcel Area in Zone (Acres)	7%	4%	14%	24%
		Number of Net Buildable Parcels (or portions if split-zoned)	29	1	12	42

### 5 INSTITUTIONAL ZONES\*

			Tier 1	Tier 2	Tier 3	Total
			Vacant Lands***	Partially Vacant Lands***	Potentially Redevelopable Lands***	Vacant + Partially Redevelopable Lands
<b>Gross Land Supply</b>	<b>Acres</b>	<b>Net Land Supply</b>				
Total Zone Area (Acres)	518.15	Total Parcel Area (Acres)	40.86	0.00	0.00	40.86
Rights-of-Way (Acres)**	37.08	Less Wetlands, Standing Water ****	0.00	0.00	0.00	0.00
Total Parcel Area, Exclusive of R.O.W. (Acres)	481.07	Less Steep Slopes (> 25 degrees)*****	9.60	0.00	0.00	9.60
Parks (Acres)	72.75	Less Slide Areas*****	6.40	0.00	0.00	6.40
Total Parcel Area, Exclusive of R.O.W. & Parks (Acres)	408.32	Total Parcel Area, Less Critical Deductions (Acres)	24.86	0.00	0.00	24.86
		Less Unbuildable Fragments*****	6.60	0.00	0.00	6.60
		<b>Total Gross Buildable Parcel Area (Acres)</b>	<b>18.26</b>	<b>0.00</b>	<b>0.00</b>	<b>18.26</b>
		Less Future Public Facilities & Infrastructure Set-Aside (25%)	4.57	0.00	0.00	4.57
		<b>Total Net Buildable Parcel Area (Acres)</b>	<b>13.70</b>	<b>0.00</b>	<b>0.00</b>	<b>13.70</b>
		Percent of Total Net Parcel Area in Zone (Acres)	3%	0%	0%	3%
		Number of Net Buildable Parcels (or portions if split-zoned)	5	0	0	5



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# 5

## RECONCILING SUPPLY AND DEMAND

Comparing a forecast-driven demand scenario and a assessment of buildable lands is essential to understand Astoria's ability to accommodate future growth without policy changes. This section of the report compares supply and demand estimates from previous sections to identify land surplusses or shortages.

The analysis suggests that there is sufficient vacant and redevelopable land in most zones to cover anticipated employment growth. The lone shortage occurs in institutional zones, where an extremely small percentage of current institutionally-zoned land is considered buildable. This implies that in the future, some currently unbuildable institutional lands may become buildable, additional non-institutional lands will be rezoned, or that some institutional uses will locate in other zones that allow the proposed activities. **Figure 5.1** summarizes this analysis.

**FIGURE 5.1 - SUPPLY AND DEMAND RECONCILIATION**

	Aquatic Development	Attached Housing	Commercial	Industrial	Institutional	All Zones
<b>Demand (Square Feet)</b>	28,064	39,939	309,569	177,416	198,152	<b>753,140</b>
<b>Demand (Acres)</b>	6.44	4.58	28.43	40.73	45.49	<b>125.27</b>
<b>Supply (Acres)</b>	224.57	5.39	35.21	64.28	13.70	<b>343.13</b>
<b>Surplus or (Shortage)</b>	218.13	0.80	6.78	23.55	(31.79)	217.86

Note that much of the acreage in aquatic development zones is underwater, meaning that these areas are most appropriate for on-water uses (e.g. marinas, turning basins) or for development on pilings.



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# 6

## IMPLICATIONS FOR ECONOMIC DEVELOPMENT STRATEGY

The following themes are a starting point for the development of economic development goals, strategies and actions. They are drawn from a comprehensive review of data-driven trends, stakeholder engagement outcomes and the city's vision.

- Astoria's powerful sense of place is one of greatest single assets to economic development, and must be maximally leveraged; sensitive cultivation of Astoria's brand, and linkages with façade and public realm improvements, signage and wayfinding projects, social media outreach and other placemaking efforts are important to future economic development.
- Tourism and visitation will continue as economic drivers; opportunities exist for shoulder season expansion and diversification, though some new investment (for example, in additional downtown parking) may be required; tourism is symbiotic with the craft food and beverage industry, which is a traded cluster.
- An expansion of festivals and special events can draw outside dollars and can ensure that tourism does not unduly dilute the historic identity and sense of place in Astoria.
- The Port of Astoria is a critical economic driver for Astoria and the region, supporting several traded sector industry clusters and maintaining a significant amount of industrial land for established and emerging firms; the Port's role in facilitating cruise ship visitation represents a new frontier in tourism and visitation that benefits local retailers; a potential trade war with China, specifically, and uncertainty over future trade policy, generally, could impact operations at the Port of Astoria; furthermore, the long-term



future of resource-related industries in the region is a challenge that the Port, along with the City as its partner, will need to grapple with.

- Seasonal commercial fishing work has become more stable due to individual transferable quotas, though many fisheries continue to decline; these fisheries also support work in science and education clusters, largely through the presence of researchers working for post-secondary institutions; resource-related industries will continue to exist in Astoria, but will need to adapt to social, economic and policy-related changes.
- Housing affordability and increased supply directly supports economic development, and the City will need to find solutions to real and perceived housing-related challenges in order to realize significant growth in target industries.
- Clatsop Community College, MERTS, Columbia Memorial Hospital and others anchor a strong “eds and meds” cluster that supports numerous private sector businesses and provides key services to residents; many of these institutions face significant uncertainty surrounding federal policy and funding.
- The City has a good reputation for working with small entrepreneurial businesses that could be improved further with one-stop shopping for new business resources; other entrepreneurial assets include the Astoria Sunday Market and a new makerspace; these resources offer an opportunity to incubate and scale new businesses in Astoria.
- Land supply is not an immediate issue, though constraints on existing vacant employment lands may require future rezoning, land preparation and assembly, development intensification and other strategies to get more productivity out of existing lands and ensure alignment between adopted code, market forces and growth opportunities.
- There is an opportunity for the outdoor recreation industry in Astoria given existing assets, such as ample forest land, existing visitation, proximity to large metros, etc.
- Some infrastructure improvements, notably in reliable, high speed internet access and clean water supply, may be necessary to ensure continued growth in target industries; internet access, in particular, could make it more feasible for new workers from large metros to telework, or for companies to relocate from larger metros to Astoria for quality of life.