



# AGENDA

## ASTORIA PLANNING COMMISSION

January 8, 2019  
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. ELECTION OF OFFICERS
  - a) In accordance with Sections 1.110 and 1.115 of the Astoria Development Code, the APC needs to elect officers for 2019. The 2018 officers were: President Kent Easom, Vice President Sean Fitzpatrick and Secretary Tiffany Taylor.
4. MINUTES
  - a) December 11, 2018
5. PUBLIC HEARINGS
  - a) Conditional Use request (CU18-10) by James Neikes to locate automotive sales in an existing parking lot at 609 Bond Street (Map T8N R9W Section 8CB, Tax Lot 4400 and 4480; lot 2, McClures) in the C-3 General Commercial Zone. **Continued from Nov. 27, 2018 meeting. UPDATE: The applicant has verbally informed staff he is withdrawing this application. We expect to receive written notice by Jan. 8, 2019.**
6. WORK SESSION
  - a) John Goodenberger: Historic Design in Downtown Astoria/Urban Core Area
  - a) Riverfront Vision-Urban Core – “Draft Urban Core Code Amendments #1C (Task 3)”
7. REPORT OF OFFICERS
8. STAFF/STATUS REPORTS
  - a) Meeting Schedule:
    - i. Jan. 10 – Land Use Training @ 6:00pm
    - ii. Jan. 29 – APC / TSAC Meeting @ 6:30pm
9. PUBLIC COMMENT (Non-Agenda Items)
10. ADJOURNMENT

## **ASTORIA PLANNING COMMISSION MEETING**

Astoria City Hall  
December 11, 2018

### CALL TO ORDER:

President Fitzpatrick called the meeting to order at 6:30 pm.

### ROLL CALL:

Commissioners Present: President Sean Fitzpatrick, Jennifer Cameron-Lattek, Daryl Moore, Jan Mitchell, Joan Herman, and Brookley Henri (via speaker phone).

Commissioners Excused: Vice President Kent Easom

Staff Present: City Manager Brett Estes, Planner Nancy Ferber, Contract Planner Robin Scholetzky, and Assistant City Engineer Cindy Moore. The meeting is recorded and will be transcribed by ABC Transcription Services, Inc.

### APPROVAL OF MINUTES:

President Fitzpatrick noted the minutes of the November 27, 2018 meeting were not available.

### PUBLIC HEARINGS:

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

### ITEM 4(a):

SP18-01 Subdivision (SP18-01) by Stan Johnson and Cary Johnson for a Preliminary Plat application for a 22-lot subdivision (no address) located off of Old Highway 30: Map T8N-R09W Section 20, Tax Lot 107. The site is zoned R-3 (High Density Residential). The following Astoria Development Code standards are applicable to the request: Article 2 (Use Zones), Article 3 (Vehicle Access), Article 9 (Administrative Procedures) and Article 13 (Subdivision) and Comprehensive Plan Sections CP.005 to CP.028 (Land and Water Use and General Development).

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

Commissioner Moore declared that his wife, Cindy Moore, worked on the application as City Staff. He and his wife made a conscious effort to refrain from talking about this application and he could remain unbiased.

Commissioner Cameron-Lattek declared that she purchased her home from Stan Johnson, but she did not have an ongoing contract with him. She had not spoken to Mr. Johnson about this application and she had no financial interest in the proposed subdivision. She believed she could be impartial.

President Fitzpatrick declared a potential conflict. He owns rental properties in Astoria and discussion of a 120-unit apartment complex was included in the traffic report on the 22-lot subdivision. He did not believe this was not a direct conflict of interest and that he could be impartial.

President Fitzpatrick asked Staff to present the Staff report.

City Manager Estes and Planner Scholetzky reviewed the written Staff report via PowerPoint. No correspondence had been received and Staff recommended approval of the request with the conditions listed in the Staff report.



Commissioner Moore asked for clarification on the conditions of approval for Tracts A and B. City Manager Estes explained the required plat note would be dealt with during the building permit phase when geotechnical conditions are reviewed in more detail. He recommended that the Applicants address the future ownership and maintenance of Tracts A and B. Planner Scholetzky added that much of the information provided on the preliminary plat is not included on the final plat document. In order to confirm the location of the no-build areas on the plat, Staff recommended that the Applicants include a note referencing the geotechnical report.

Commissioner Herman asked what businesses and residences in the area are currently accessed via Marine Drive. She also wanted to know if the traffic impact study was valid, considering that traffic was currently far less than it would be after a multi-family complex was developed. Engineer Moore confirmed that Marine Drive did not access any residential area, just the subject property and Tongue Point.

Commissioner Herman asked how a traffic impact study could be done when there is no large multi-family housing development on the property. Engineer Moore explained that the analysis would use the density of the development to determine the number of trips that would be made. She confirmed that the study did not analyze current traffic conditions in that area, but estimated future conditions. Oregon Department of Transportation (ODOT) did not recommend a turn lane from Marine Drive into the development.

Commissioner Herman said her main concern was that the development would generate a lot of traffic and Marine Drive gets very congested already, particularly in the summer months. She asked how traffic would safely enter the development without turn lanes.

Ken Shonkwiler, ODOT, 1426 8<sup>th</sup> Street, Astoria, clarified that the crash data in the traffic study analyzed crash history, not an estimated future crash rate. There is no logical way to predict how many crashes are likely to occur at an intersection. ODOT's All Roads Transportation Safety Program constantly monitors five years of crash data and uses the data to make recommendations about the State's highways.

Commissioner Mitchell noted a prediction has been made about the number of trips generated and how those would meld with the traffic that would be generated on Highway 30. She asked what ODOT recommended for managing the traffic in a safe manner.

Mr. Shonkwiler stated that the traffic study reports trip generation numbers based on the number of lots. Trips generated are compared with the capacity of the roadway. This development will not increase capacity enough that the City will need to build anything. ODOT does not have the jurisdiction to require the developer to improve their facility.

City Manager Estes clarified that State statutes prohibit ODOT from requiring improvements on its system when the proposed development does not have direct access on to a highway.

Commissioner Mitchell asked for confirmation on the exact location of the property. City Manager Estes explained the parcel was the grassy field that was on the way to Tongue Point Job Center.

Commissioner Herman asked how residents would access the development. City Manager Estes stated residents would use the existing roadway, Maritime Road, where there is a flashing beacon light. Residents would drive towards Tongue Point Job Center to a new roadway into the development. He displayed a map and indicated the exact location of the flashing beacon at the intersection of Highway 30 and Maritime Road. Ownership of a section of Maritime Road has not yet been confirmed. A section of Old Highway 30 is owned by the federal government. The City has received a grant from the Infrastructure Finance Authority (IFA) to clarify the ownership issues in the area. The County surveyor has stated that until the ownership has been clarified, the plat cannot be recorded. Therefore, a condition of approval prohibits infrastructure construction or recommendation of a final plat until ownership has been determined. This issue affects the proposed subdivision as well as other property owners in the area.

President Fitzpatrick asked if there were any disputes over who owned the roadway. City Manager Estes replied the ownership was simply unclear.



Commissioner Herman said he was concerned that no turn lanes would be built on Highway 30 to access the 200-unit apartment complex via Maritime Road.

Commissioner Cameron-Lattek understood that certain portions of certain lots would be unbuildable. Planner Scholetzky clarified that portions of a certain lot would be unbuildable, but Tracts A and B would have the largest portions of unbuildable areas.

Commissioner Mitchell believed sewer and other urban services would be difficult to provide to the area. City Manager Estes said providing utilities to the area would be difficult. New infrastructure would have to be constructed and installed, including a bio-waste. The first phase of development would be limited to 20 units until a looped water line is constructed.

Commissioner Cameron-Lattek asked Staff to explain the difference between a looped and not looped water line. Engineer Moore stated an unlooped water line would be a dead end. A looped water line connects to two different areas of the water system. She displayed a map and indicated the location of the existing water line. She added the looped line ensured reliable water service. A few units can be served by a dead-end line.

Commissioner Cameron-Lattek asked if the street trees were required in the easement or on private land. City Manager Estes said the plat shows planter strips between the sidewalk and curb. However, if the Planning Commission wanted the street trees outside of the right-of-way, an easement would be necessary. Conditions of approval require a street tree plan to be provided.

President Fitzpatrick confirmed the planting strip would be 3 ½ feet wide.

Commissioner Henri asked how stormwater management would be addressed when the final site plans are designed for each site. City Manager Estes explained that final site plans are reviewed and approved by the City Engineer.

Commissioner Henri asked how stormwater going into the City's system would be treated and if there were any drawbacks to adding additional stormwater to the City's system. Engineer Moore explained the proposed bio-waste are only intended to handle runoff from the proposed roadways and infrastructure that will support the individual lots. The City cannot predict what will be proposed on each lot, so individual lots would be dealt with as they are developed under the building permit, as well as the grading and erosion control permit. Staff did not anticipate a large burden on the City's system. As building permits are pulled, utility fees address typical burdens.

Commissioner Henri asked if setbacks on the tracts were determined by data in the geotechnical report. Planner Scholetzky explained that a notation on the preliminary plat would reference the no-build areas on another document. The final plat document cannot include no-build areas. City Manager Estes added that the purpose of the plat note is to alert Staff when reviewing future building permits.

Commissioner Henri confirmed that land dedicated for public use and street trees could be maintained by a homeowner's association. She also confirmed that the Planning Commission could require this as a condition of approval.

Commissioner Herman asked if there were streets in Astoria with a 14 percent grade or a grade similar to the road proposed in the development. She also wanted to know if a road with such a grade would be prone to sliding. Engineer Moore stated some streets in Astoria were at a 28 percent grade, for example 8<sup>th</sup> Street. A 14 percent grade street is accessible by emergency services. One condition of approval requires all buildings to have sprinklers because the 14 percent grade would impact what equipment the Fire Department could bring to the area.

President Fitzpatrick asked for clarification on the timeline. He asked if Phase 2 would expire after two years. Staff stated that the Phase 2 permit would expire two years from the date of completion of Phase 1. Additionally, a variance from the time limit could provide an extension.

Commissioner Cameron-Lattek noted an incomplete sentence on the bottom of Page 20 of the Staff report. City Manager Estes confirmed the sentence should read, "The submittal shall be approved by the City Engineer."



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

Cary Johnson, 92080 John Day River Road, Astoria, said he had been working with Staff since March to complete the application. He previously developed property off of Williamsport Road, which was the last subdivision in Astoria with a residential development. This property is approximately 18 acres of high-density zoned property that he proposed to develop. He wants to create lots that could be developed into housing in the future. He was not sure what that housing would look like, but the lots needed to be established first. The development costs for this neighborhood will be significant because there are no adequate sewer or water facilities to the site. He proposed a brand new sewer line from the site to the existing lagoon, which will be an engineering feat. He had been in long discussions with City engineers and Staff about how to accomplish that and he believed he had a path forward. He was in agreement with the conditions of approval in the Staff report. However, he was concerned about the requirement to put in street trees. The site is surrounded on three sides by trees and he intended to leave some large tracts filled with trees. The initial purchase and ongoing maintenance of the trees will be a problem and he has not been required to do this in residential developments in the past. He wanted the landscaping requirements to be included in each individual large lot. He could have divided the property into much smaller lots, but the larger lots have room for their own landscaping. He asked that the requirement to provide street trees be removed. He did not believe this was a big ask considering the unique location of the site, which is already surrounded by trees on three sides. He was also concerned about the possibility of the Planning Commission requiring areas be dedicated for parks and playgrounds. He had already set aside an area for a park, but he had not planned to have a homeowner's association (HOA) in the subdivision. Staff has said the City is not interested in taking on a park. It would be a burden on the property owner to be required to own and maintain a park into the foreseeable future. He wanted to give property to the City so they could have a park. The development will have City streets and City utilities and there will be millions of dollars of tax revenue. If a park is required, he believed that the City would be best equipped to handle it. He would set aside a piece of ground that can be used for a park, but the details about what happens to that area remains to be seen. He had conversations with the North Coast Land Conservancy about possibly donating Tracts A and B, which are each several acres in size. The organization is not interested in taking on those properties, but he is looking for others interested in taking ownership of the tracts. They are wooded areas and one tract has drainage. He would like to see them remain in their current condition.

Commissioner Mitchell asked if Mr. Johnson planned to sell the lots before the multi-family dwellings are built. Mr. Johnson said his plan was to retain ownership of the lots and anything developed on the lots.

Commissioner Mitchell stated that since it was likely families would be living there, a playground would be an appropriate amenity for multi-family structures. Mr. Johnson agreed and clarified that there was a question about who should own and maintain the public park. His opinion was that the City would be best equipped to maintain and own the parks. He understood there have been difficulties paying for park maintenance. However, he believed the additional tax revenue generated by the new development would more than adequately cover any new parks. He confirmed he intended to remain the property owner.

Commissioner Herman asked if the 22 lots were approximately the size of a single-family home lot. Mr. Johnson stated the lots were considerably larger.

Commissioner Herman asked if he planned to build 200 multi-family homes. Mr. Johnson explained that 200 would not be practical because of the parking other criteria, which would limit the size of the structures that can practically be built on the property. He confirmed it was his intention to develop multi-family housing, not single-family housing.

Commissioner Moore acknowledged the effort and expense Mr. Johnson was going through to bring more homes to Astoria, which is greatly needed. This is a complicated and difficult process. He noted that about 2,000 square feet was allocated for Tract C. He asked if this was just left over space or if any surveys were involved. Mr. Johnson stated Tract C was centrally located in the middle of the property, so he believed the area would be suitable for a park. The tract is not large, but there is quite a bit of unbuildable space that creates a field. Tract A is also unbuildable, which also provides the potential for recreational facilities. He is required to have a park, so he chose a spot that was centrally located.

Commissioner Moore said he was concerned with Tracts A and B being considered public use because they are not accessible to everyone. The tracts are behind private property. Even if only 100 units are built, there will still



be a substantial number of children and dogs that need exercise. Two thousand square feet is not enough room for the population that will be living there, so residents would have to go all the way to Birch Field in Alderbrook. Birch Field is not managed by the City anymore. All over the state, private groups are being formed to manage parks because giving the General Funds to manage parks is difficult. He asked if any research had been done to determine that 2,000 square feet would be appropriate for 100 units. Mr. Johnson said no, he just found a likely spot for a park.

Commissioner Moore asked if Mr. Johnson intended to create an HOA. Mr. Johnson said no, he intended to remain the sole owner of the property until they found a suitable owner for Tracts A, B, and C.

City Manager Estes stated that based on the Applicant's testimony about property ownership of Tracts A, B, and C, Staff recommended a condition of approval requiring that "the final plat shall indicate that the ownership of Tracts A, B, and C shall be in the name of the developer or, if accepted by another entity, the name shall be provided on the final plat."

President Fitzpatrick called for any testimony in favor of the application. There were none. He called for any testimony impartial to the application.

Guy Rivers 1438 Jerome Avenue, Astoria, said he worked for MTC Corporation, the federal subcontractor for Tongue Point Job Corps Center. He is the Finance and Administration Director at Tongue Point. He is impartial to the development but was concerned about protecting access to Tongue Point. The roadway beyond the first section off of Highway 30 is owned by the Federal Department of Labor. He has spent taxpayer money improving that road, so he was interested in the access to the parcel through the area and through other areas the federal government has been maintaining.

City Manager Estes believed Mr. Johnson could speak to the coordination that has occurred with the Department of Labor. As the federal government sold off parcels in the area, they retained ownership of the roadway and provided access rights to the property owners without specifying anything other than, in this case, Mr. Johnson having to coordinate with the Department of Labor. City Staff and the Department of Labor have discussed big picture issues in the area. Staff has been dealing with people in Arlington, Virginia who are the real estate specialists for the Department of Labor's holdings nationwide. However, Staff has not been working with MTC. There could be interest in allowing the City the opportunity to accept the roads as public rights-of-way, but not until the federal government upgrades the roadways to meet City standards. The ownership maps for this development will state the roadway is owned by the United States of America. A much larger coordination will be necessary to get the road upgrade to City standards before conveying the road as a City right-of-way. After ownership issues are resolved, Public Works Director Harrington plans to continue conversations with the Department of Labor and other partners to find federal grant dollars for some of the upgrades. The project is a long-term project, but it is becoming more and more critical as opportunities for residential development and industrial development increase.

President Fitzpatrick called for any testimony opposed to the application. Hearing none, he called for the Applicant's rebuttal.

Mr. Johnson stated the property is unique because the roadway does not access a City street, but it does access a road owned by the federal government. He had been trying to figure out who to talk to at the federal government. He had been through a long permitting process for the ability to do work in the federally owned road. He coordinated with the Department of Labor and they will receive a copy of the final engineering plans.

President Fitzpatrick called for closing comments of Staff.

City Manager Estes asked for clarification on the issue of street trees. The Applicant requested that the condition of approval requiring street trees be removed. Staff also wanted direction on whether improvements should be made to the park, and if so, when; he reminded that Staff had not recommended any conditions of approval on the park.

President Fitzpatrick closed the public hearing and called for a recess at 7:53 pm. The meeting reconvened at 7:58 pm.



President Fitzpatrick called for Commission discussion and deliberation.

Commissioner Moore stated his questions of the Applicant indicated he was very concerned about the playground space being too small for the subdivision. He recognized that it is extremely difficult and expensive to develop the property, so he wanted to balance the owner's abilities with the intended use. The Comprehensive Plan focuses on ensuring that developed areas are livable and parks play a big role in that. The Parks Master Plan identifies pocket parks, which are suggested to be ½-acre to 2-acres. The proposed park is only about 2,000 square feet, which he believed was too small. He would be willing to relax the street tree requirement in exchange for a larger playground area. A larger playground is more important than street trees. As each lot is developed in the future, they will have their own landscaping and the area will still look nice. Staff did a fantastic job highlighting all of the requirements and recommending conditions. An HOA seems like the most likely way to ensure a park is maintained or the Planning Commission could require the property owner to maintain a 5,000 square foot park. The lot lines of the properties to the south of the park area could be adjusted enough to add 3,000 square feet to the park without changing the size of the lots enough to change their intended use. He confirmed that the minimum lot size for a multi-family dwelling in the R-3 zone was 5,000 square feet for the first unit plus 1,500 square feet for each additional unit. If a larger playground is required, the developer may have to build fewer units. But for the livability of the neighborhood, a larger playground would be necessary.

Commissioner Henri stated she believed street trees were an important aspect of a neighborhood. She described her experience living in a neighborhood without street trees, which made the neighborhood look stark even though it was surrounded by forest. She understood this was a matter of preference. Trees are good for the environment and they are psychologically beneficial to people. However, she recognized the maintenance issues and she understood that homeowners could plant their own trees. Apartment complexes would be required to plant trees on their sites. She believed the Commission would struggle with the park issue because of maintenance. HOAs provide benefits, but they also have draw backs.

Commissioner Mitchell asked if there was any way to guarantee that the existing forest would remain. City Manager Estes said there was no publicly-owned forest land in the area. Tracts B and C would have forested areas, but all of the adjacent properties are owned privately.

Commissioner Mitchell believed the development would not likely be subsidized housing. However, if housing is going to be developed for families, playgrounds should be part of the development. Astoria does not charge developers fees, so the City does not have a mechanism for requiring the developer to put money towards parks in an amount based on the number of units built. However, a playground area is a basic need when building a lot of housing for families.

Commissioner Moore clarified that he questioned whether the park area designated by the Applicant was large enough.

Commissioner Mitchell agreed the park needed to be larger. She also believed it was reasonable to require playground equipment.

Commissioner Moore noted he would not recommend playground equipment. He just wanted a larger space.

President Fitzpatrick added that the criteria did not define playground.

City Manager Estes understood that the Planning Commission could require the Applicant to provide the land area. However, the Development Code does not define playground, so it is up to the Planning Commission to interpret the requirement. The Code is silent on whether the Commission can require as a condition of approval that the Applicant install playground equipment.

Commissioner Cameron-Lattek noted the Code used the word area, not developed or improved.

Commissioner Moore interpreted the Code to indicate the Commission is free to require playground equipment and the Applicant is free to appeal any decision the Commission makes.

Commissioner Mitchell wanted to see Lots 18, 17, 16, and 15 adjusted so there is a larger area for park space and allow the developer to decide what amenities to install.



Commissioner Moore said he preferred to require a playground of a certain size. He was not qualified to tell engineers how to adjust the lot lines. Commissioner Mitchell supported that recommendation.

Commissioner Herman stated City Staff and Mr. Johnson had put in a tremendous amount of work. A good sized, multi-family housing complex in this spot is good because Astoria desperately needs more housing. She agreed that a larger space was needed for a park and she believed it would be reasonable to require the developer to install and maintain playground equipment. The development could seem stark without street trees even though it is surrounded by trees. She did not believe the requirement for street trees was onerous and she recommended native species be planted to reduce maintenance costs.

Commissioner Cameron-Lattek agreed that the park space should be larger. She was comfortable trading more park space for street trees, especially since the lot sizes will accommodate a decent amount of landscaping. She asked if it would be possible to create an easement to provide access to Tracts A and B, so they could be used as park space. City Manager Estes confirmed that access ways and access easements through lots could provide access to Tracts A and B and those would need to be established as part of this plat.

President Fitzpatrick stated he agreed the playground should be larger. Requiring playground equipment would be a bad thing. He asked if the playground equipment could be required in a later phase after a certain number of units had been built. He was undecided on the street trees and asked Staff to provide examples of street trees in a subdivision in Astoria. City Manager Estes stated Mill Pond had street trees. In the Eagle Ridge subdivision, which was also developed by the Applicant, the Planning Commission required the street trees to be installed by the developers of the individual lots and they would be maintained by the adjacent property owner. However, Eagle Ridge has single-family residences. He confirmed the park in Mill Pond was maintained by the HOA. He explained that the Planning Commission could not require a larger playground area as a condition of approval. The Commission will need to continue this hearing and provide direction to the Applicant so they can present a revised plat for the Commission to review, because the Commission reviews and approves a specific lot configuration. Staff can look into the ability of the Commission to require playground equipment and make a recommendation. Staff can also provide details about conditions of approval requiring street trees in other subdivision. If the Commission wants to require access easements to Tracts A and B, direction should be provided to the Applicant and Staff.

Commissioner Moore said easements do not guarantee access to private property, so the Commission would need to ensure the property was publicly accessible. He wanted a larger playground area of at least 5,000 square feet, and in lieu of that, the street tree requirement could be relaxed. If the playground is larger, access easements to Tracts A and B would not be necessary.

City Manager Estes understood the Commission was divided on whether to require street trees. He reminded that new Commissioners would be taking office before the next meeting in January, so Staff would confirm with the City Attorney that the new Commissioners would be allowed to participate in this hearing.

Commissioner Mitchell said she wanted the playground to be accessible without going out on to the street.

Commissioner Herman asked if there was a place on the property for a pocket park larger than 5,000 square feet.

Commissioner Moore pointed to a lot on the map that was 21,000 square feet, noting that was almost half of one acre and a substantial part of the subdivision.

Commissioner Herman confirmed she would be happy with a 5,000 square foot park.

Commissioner Cameron-Lattek said she would also be happy with a 5,000 square foot park. It would not make sense to create an access easement to a piece of private property.

Commissioner Moore understood that a public access easement could be placed over the tracts so that public access on those tracts could be required. He did not believe that was necessary in lieu of a larger playground.

Commissioner Cameron-Lattek agreed and added she was comfortable with 5,000 square feet.



Commissioners Mitchell and Henri also agreed that 5,000 square feet would be appropriate.

City Manager Estes recommended options for proceeding with the public hearing and explained that if the hearing was continued, Staff would present a revised preliminary plat and additional information about playground equipment and street trees at the next Planning Commission meeting on January 8, 2018.

President Fitzpatrick reopened the public hearing and called for a response from the Applicant.

Mr. Johnson stated he could increase the size of Tract C to 5,000 square feet by shifting some lot lines around. That would be a good compromise in lieu of the street trees. He did not want to get into mandating playground equipment because of the liabilities associated with a privately-owned public park. He asked that the decision be left up to him and Staff. He confirmed that the map could be redrawn by the next meeting, but he would have to confirm which members of his team would be available for the meeting. The change seemed relatively simple, but he was concerned about the new Commissioners that would be reviewing the application in January.

City Manager Estes said the other alternative was to meet between Christmas and New Year's. Staff, Commissioners, and the Applicant discussed possible meeting dates relative to their personal schedules, the holidays, and the 120-day rule. The consensus was to continue the hearing to December 27, 2018.

City Manager Estes confirmed Staff did not have clear direction from the Commission on the street trees. However, he believed that providing the Commission with additional data would help Commissioners make a decision at the next meeting.

Commissioner Moore moved that the Astoria Planning Commission continue the hearing on Subdivision SP18-01 by Stan Johnson and Cary Johnson to December 27, 2018 at 6:30 pm in City Council Chambers; seconded by Commissioner Cameron-Lattek. Motion passed unanimously.

#### REPORTS OF OFFICERS/COMMISSIONERS:

There were none.

#### STAFF UPDATES/STATUS REPORTS:

##### **Meeting Schedule**

- December 26, 2018 – APC Meeting Cancelled
- January 8, 2019 – APC Meeting at 6:30 pm (with Riverfront Vision Plan Urban Core work session)
- January 29, 2019 – Discuss possible APC meeting

Planner Ferber noted the Boards and Commission Reception was scheduled for December 17, 2018 at 6:00 pm. The next Planning Commission meeting has been scheduled for December 27, 2018 at 6:30 pm.

#### PUBLIC COMMENTS:

There were none.

#### ADJOURNMENT:

There being no further business, the meeting was adjourned at 8:46 pm.

#### **APPROVED:**

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Community Development Director



CITY OF ASTORIA  
Founded 1811 • Incorporated 1856

January 2, 2019

TO: ASTORIA PLANNING COMMISSION

FROM: ROSEMARY JOHNSON, PLANNING CONSULTANT

SUBJECT: RIVERFRONT VISION PLAN IMPLEMENTATION - URBAN CORE

On September 13, 2018, the City held a Town Hall meeting to introduce the process for implementation of the Riverfront Vision Plan for the Urban Core area. Previously, a work session was held before the City Council and one at the Planning Commission to review the Riverfront Vision Plan and provide a status update on the code implementations. A work session before the Planning Commission was held on October 23, 2018 to review the first section of draft codes prepared by the consultants for the Urban Core area concerning size and location of structures. A work session was held on November 27, 2018 to review the second section of draft codes which addressed proposed uses and zones.

A work session before the Planning Commission is scheduled for the January 8, 2019 APC meeting which will be open to the public. Attached is the draft of the third section of draft codes prepared by the consultants for the Urban Core area which addresses proposed design standards and guidelines. Staff and the consultants will conduct a PowerPoint presentation to review the proposed drafts and discuss various options for the codes based on the direction of the Riverfront Vision Plan, City Council, and the public input received to date.

Prior to this presentation, Historic Consultant John Goodenberger will conduct a short training on historic design in the Urban Core (downtown) area as most of it is within the Downtown National Register Historic District.

Additional work sessions may be held in January for additional draft code sections for the Urban Core prior to the public hearing tentatively scheduled for March 2019.





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MEMORANDUM

**Draft Urban Core Code Amendments #1C (Task 3)**

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

DATE January 2, 2019  
TO Brett Estes and Rosemary Johnson, City of Astoria Community Development Department  
FROM Matt Hastie and Kate Rogers, Angelo Planning Group

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**A. INTRODUCTION / OVERVIEW**

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

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

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

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

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

- Design Guidelines and Standards
  - Use design guidelines and standards adopted for the Bridge Vista Overlay Zone as a base, with minor modifications that better reflect conditions and objectives in the Urban Core area.
- Setbacks
  - Establish minimum and maximum setbacks from public rights-of-way along Marine Drive and parallel rights-of-way.
- Landscaping
  - Adapt landscaping standards from the Bridge Vista Overlay Zone.

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

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



Figure 1. Urban Core Area

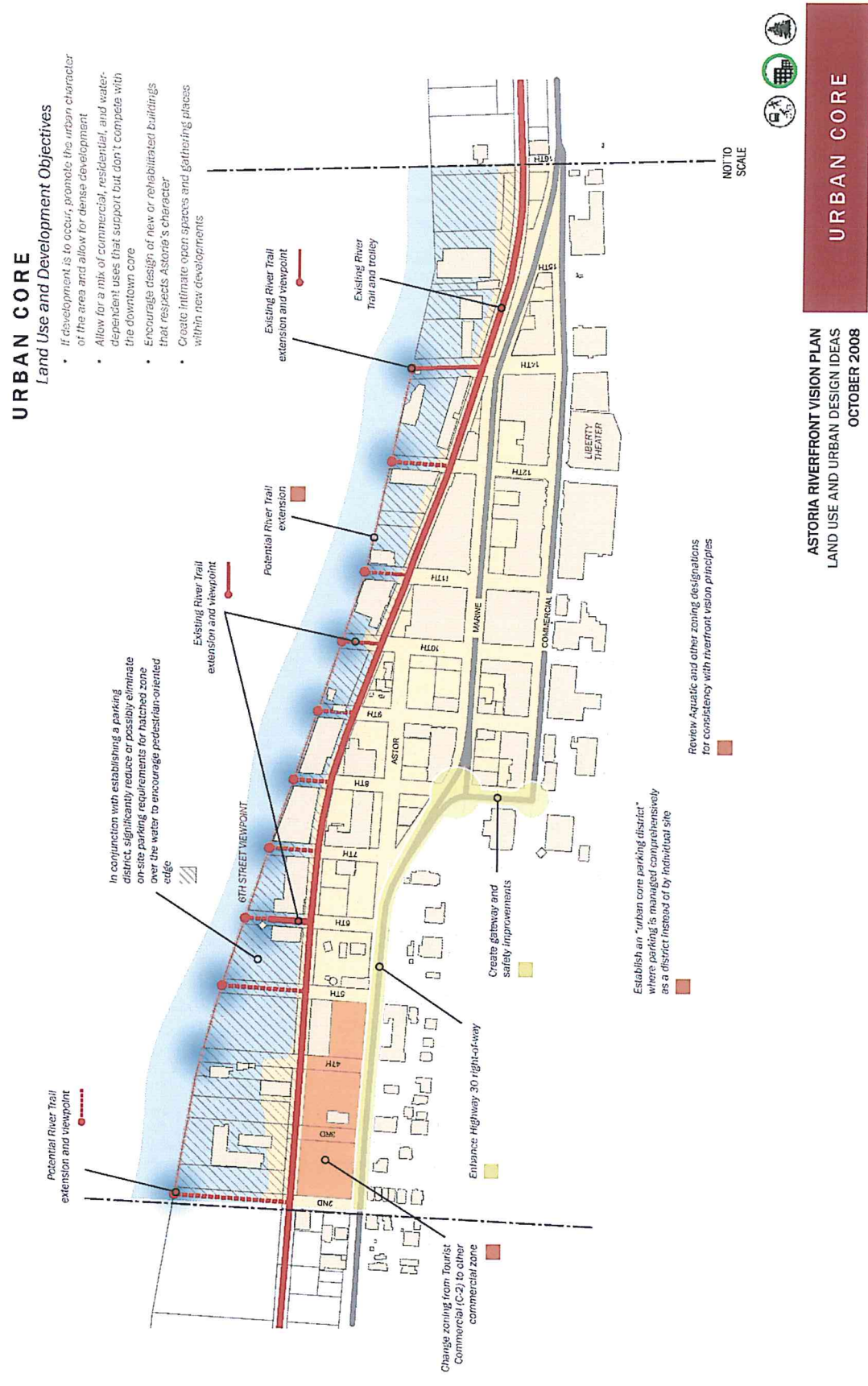
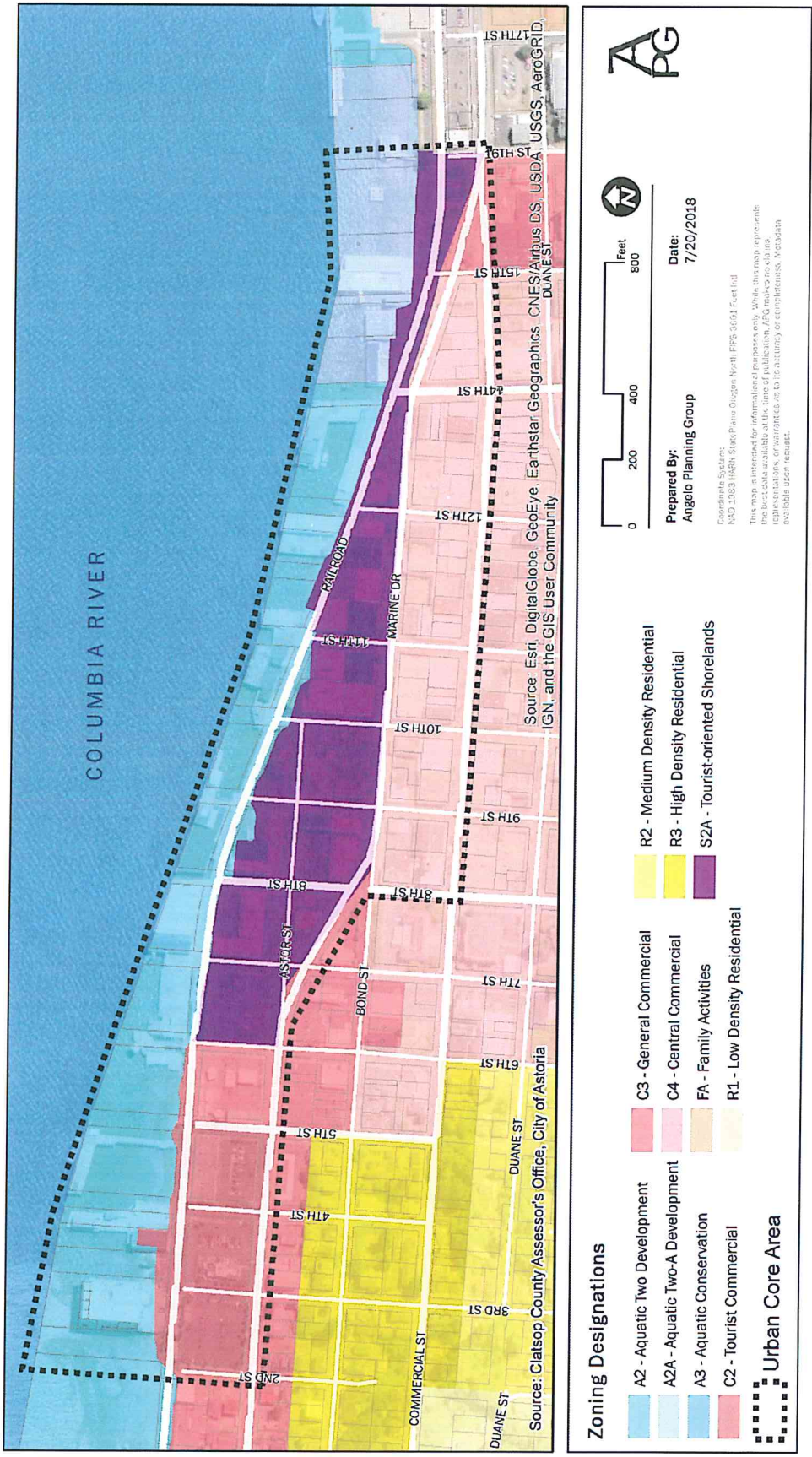


Figure 2. Zoning in the Urban Core Area

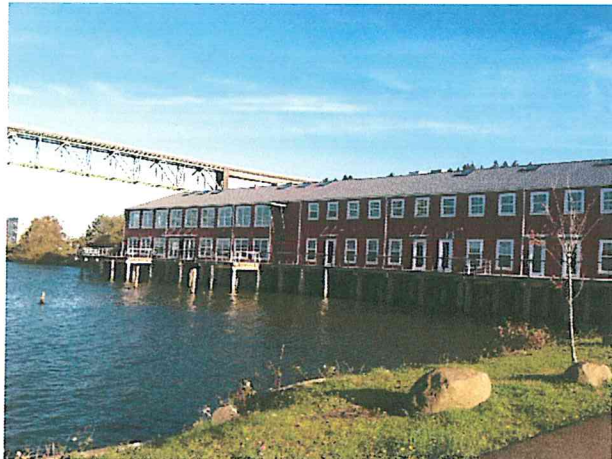




## B. DESIGN STANDARDS AND GUIDELINES

One of the key land use policies identified in the Riverfront Vision Plan for the Urban Core is encouraging design of new or rehabilitated older buildings in the Urban Core that respects Astoria's unique character. As described in the Vision Plan, residents use the terms "working waterfront" and "gritty and pretty" to describe the feel and character of the riverfront area. It is this unique character that makes the Astoria riverfront a special place for residents and visitors. As such, any new construction or renovations in the Urban Core should complement this character. The Vision Plan identifies the need for architectural design requirements or a design review process to help ensure compatibility with existing character, and calls for standards that are flexible enough to allow for diversity in building design. The Plan points to the Red Building (pictured in Figure 3) and Cannery Pier Hotel (Figure 4) as potential models for building design in the area. Additional images of existing buildings in the Urban Core area are presented in Figure 5 through Figure 10.

*Figure 3. Red Building*



*Figure 4. Cannery Pier Hotel*



*Figure 5. Astoria Builders Supply Co. Building (Urban Core)*



*Figure 6. Pier 12 (Urban Core)*





*Figure 7. Copeland Building (Urban Core)**Figure 8. Commercial St & 14<sup>th</sup> St (Urban Core)**Figure 9. Historic Building (Urban Core)**Figure 10. Building Storefront (Urban Core)*

## Bridge Vista Approach

Each of the three existing overlay zones in the riverfront area incorporates design standards and/or guidelines that are not applied in the base zoning districts. Each overlay takes a somewhat different approach to these design requirements based on the mix of base zones and land uses in the area. Since it is most similar to the Urban Core in terms of architectural character, the Bridge Vista Overlay (BVO) provides the most appropriate template for potential design requirements in the Urban Core. All development applications within the BVO must be reviewed through the public design review process and are subject to a combination of both design standards and design guidelines specific to the BVO (Development Code Section 14.115). Standards and guidelines fall into following broad categories, which could also be applied in the Urban Core:



- Building style and form
- Roof form and materials
- Doors
- Windows
- Siding and wall treatment
- Awnings
- Lighting
- Signs

For each of the above categories, there is a set of standards and guidelines which development must meet in order to be approved through the design review process. Standards identify design elements that are prohibited or must be provided, while guidelines identify elements that are either encouraged or discouraged, and provide some flexibility for how the guidelines are met. A similar approach is recommended for the Urban Core, with some modifications. City staff have identified the need for additional clarity with any design guidelines or standards that are adopted in the Urban Core. In administering the design guidelines for a development in the Bridge Vista Overlay area, staff found that the guidelines could be too widely interpreted, and that standards and guidelines should be crafted with more specific language that provides less room for interpretation and more clarity for staff, development applicants, and community members. Staff also suggested that standards and guidelines should be stricter in their requirements around building modulation and massing to avoid a monotonous design and to ensure desired design outcomes for this area.

## Preliminary Recommendations

The following sections outline proposed code language for design standards and guidelines in the Urban Core area. Sample images are provided for some of the concepts, which are borrowed from the Bridge Vista Overlay code. More or different images can be provided as requested or needed in a subsequent revised draft of the proposed standards and guidelines.

### A. Applicability and Review

*The following design standards and guidelines apply to all new construction or major renovation, where “major renovation” is defined as construction valued at 25% or more of the assessed value of the existing structure. Applications in the Urban Core Overlay Zone shall be reviewed in a public design review process subject to the standards and guidelines in Sections [XX to XX].*

*Some of the following design standards and guidelines apply to all uses. Other standards and guidelines are differentiated by non-industrial uses and industrial uses. For the purposes of these Sections, industrial uses include the following as further defined in Section 1.400 of the Development Code: [insert list of industrial uses here]. Non-industrial uses include all other uses that are allowed outright or conditionally in the A-2, A-2A, C-3, and C-4 zones in the Urban Core Overlay Zone.*

### B. Building Style and Form

#### 1. Standards for All Uses.

- a. *Projecting wall-mounted mechanical units are prohibited where they are visible from a public right-of-way or the River Trail. Projecting wall-mounted mechanical units are allowed where they are not visible from a public right-of-way or River Trail.*
  - b. *Solid waste disposal, outdoor storage, and utility and mechanical equipment shall be enclosed and screened from view (Figure 11). A roof over enclosures shall be required if screened equipment can be viewed from above. Rooftop equipment shall be screened from view by a parapet wall, a screen made of a primary exterior finish building material used elsewhere on the building, or by a setback such that it is not visible from adjacent properties and rights-of-way up to approximately 100 feet away.*
2. *Guidelines for All New Construction and Existing Building Alterations.*
  - a. *Distinctive stylistic features or examples of skilled craftsmanship of existing buildings proposed for alteration and/or of adjacent buildings for new construction should be treated with sensitivity. All buildings should be respected and recognized as products of their time.*
  - b. *New Construction should respect significant original characteristics of adjacent building composition and material along street facades, and of scale and massing of the entire structure.*
  - c. *Building forms should be simple single geometric shapes, e.g. square, rectangular, triangular (Figure 12).*
3. *Guidelines for All Existing Building Alterations.*
  - a. *Renovations and additions to buildings should retain and/or respect significant original characteristics of building composition and material along street facades, and of scale and massing of the entire structure.*
  - b. *Mid-century “slip covers” should be removed when possible.*
  - c. *Incompatible additions or building alterations using contemporary materials, forms, or colors on building facades are discouraged.*

Figure 11. Screening Waste Disposal, Outdoor Storage, and Utility/Mechanical Equipment (BVO example)

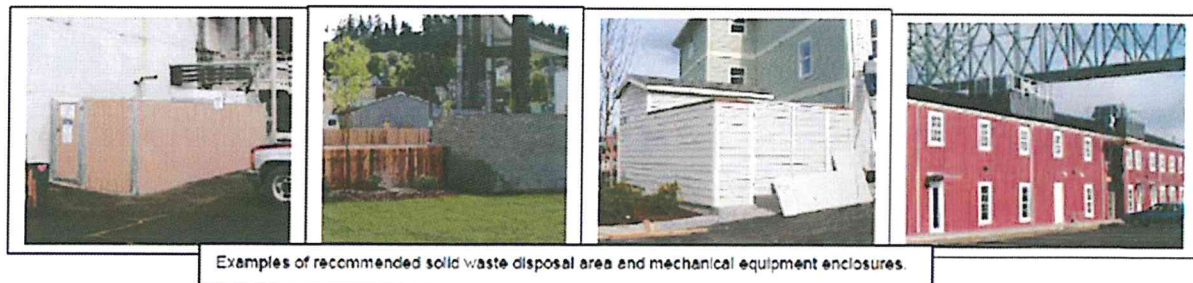




Figure 12. Geometric Building Form



### 3. Standards for Non-Industrial Uses.

#### *Facade Variation.*

*All non-industrial buildings shall incorporate design features such as offsets, balconies, projections, window reveals, or other similar elements to preclude large expanses of uninterrupted building surfaces in areas which are visible to the public. Design features shall occur at a minimum of every thirty (30) feet for all building facades visible from a public right-of-way or River Trail.*

*The facade shall contain at least two (2) of the following features:*

- (1) Recess (e.g., deck, patio, courtyard, entrance or similar feature) that has a minimum depth of six (6) feet;*
- (2) Extension (e.g., floor area, deck, patio, entrance, or similar feature) that projects a minimum of two (2) feet and runs horizontally for a minimum length of four (4) feet;*
- (3) Offsets or breaks in roof elevation of two (2) feet or greater in height; and/or*
- (4) Other similar façade variations approved by the review authority.*

### 4. Guidelines for Non-Industrial Uses

*Non-industrial buildings should have massing, scale, and configuration similar to adjacent or nearby historic buildings within two or three blocks. Buildings should achieve compatibility with adjacent or nearby historic buildings by relating to the vertical proportions of historic facades, windows and doors, and the simple vertical massing of historic buildings.*

#### **Questions for the APC**

1. Items B.3 and B.4 above include potential new language related to façade variation and building massing that was not included in the BVO standards/guidelines. The intent is to address staff's concerns about the BVO language lacking specificity in

the areas of building modulation and massing. Proposed numeric standards can be adjusted as needed. What do you think of the proposed language? Is it appropriate given the historic building patterns seen in the Urban Core?

2. Many cities' downtown design standards or guidelines address topics that are not included in the BVO language (and not provided here). Common topics are listed below. Do you think any of these topics should be included in the Urban Core design standards and guidelines?
  - Building (or entrance) orientation to the street
  - Distinctive base, middle, and top of building
  - Traditional storefront design / architectural bays
  - Emphasized corners
  - Parking location to side or rear of buildings; standards to limit parking visibility from the street or River Trail

### **C. Roof Form and Materials**

#### *1. Roof Form Standards for All Uses.*

*The following roof forms are prohibited:*

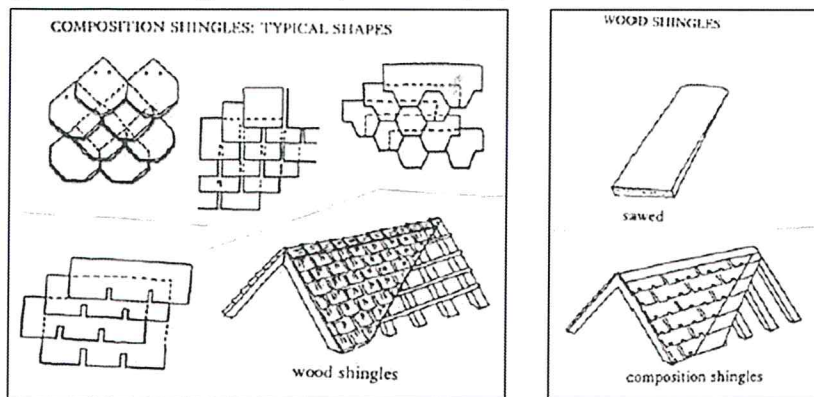
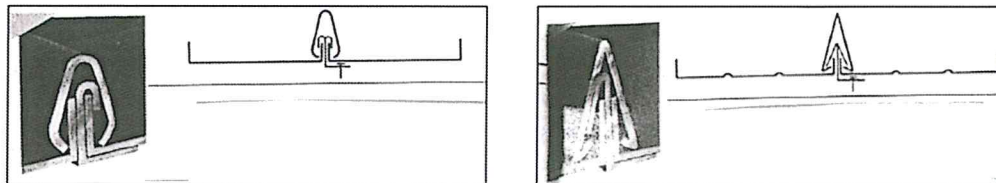
- a. False mansard or other applied forms; and*
- b. Dome skylights.*

#### *2. Roof Materials Standards for All Uses.*

- a. Buildings shall be constructed or reconstructed with one of the following roofing materials.*
  - (1) Cedar shingle (Figure 13);*
  - (2) Composition roofing (Figure 13); or*
  - (3) Materials cited in [Roof Materials Standards for Non-Industrial or Industrial Uses Sections].*
- b. The following roofing materials are prohibited for all types of buildings:*
  - (1) High profile standing seam metal roof (Figure 14); and*
  - (2) Brightly colored roofing material.*
- c. Roofing materials shall be gray, brown, black, deep red, or another subdued color.*



Figure 13. Roofing Materials (BVO example)

Figure 14. Low ( $3/8"$  x  $1"$ ) and High ( $1/4"$  x  $1-1/4"$ ) Roof Seams (BVO Example)

### 3. Roof Form Standards for Non-Industrial Uses

*Buildings for non-industrial uses shall include one of the following roof forms:*

- a. Single gable with low pitch; or*
- b. Repetitive gable with steep pitch; or*
- c. Flat or gable roof behind parapet wall (Figure 15).*

### 4. Roof Materials Standards for Non-Industrial Uses.

*Buildings for non-industrial uses shall be constructed or reconstructed with one of the following roofing materials:*

- a. Materials cited in [Roof Materials Standards for All Uses Section]; or*
- b. Built-up roofing materials.*

*Figure 15. Non-Industrial Building, Flat Roof Behind Parapet Wall*



*5. Roof Form Standards for Industrial Uses.*

*Buildings for industrial uses shall include the following roof forms:*

- a. Single gable with low pitch; or*
- b. Repetitive gable with steep pitch (Figure 16 and Figure 17); and*
- c. Shallow eaves (Figure 17).*

*6. Roof Materials Standards for Industrial Uses.*

*Buildings shall be constructed or reconstructed with one of the following roofing materials:*

- a. Materials cited in [Roof Materials Standards for All Uses Section]; or*
- b. Galvanized corrugated metal; or*
- c. Low profile standing seam, metal roof (Figure 16); or*
- d. Roll down.*

*7. Roof Form Guidelines for Non-Industrial Uses.*

*Buildings for non-industrial uses may also include the following roof forms or features:*

- a. Structural skylights*
- b. Shallow eaves behind parapet wall*

*8. Roof Form Guidelines for Industrial Uses.*

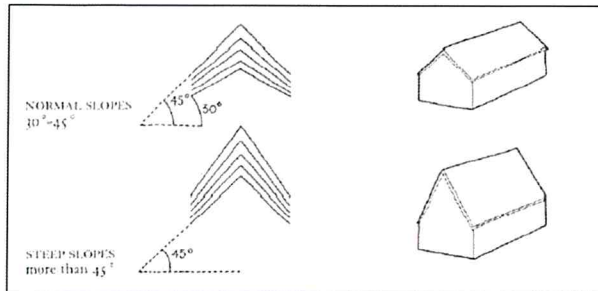
*Buildings for industrial uses may also include one or more of the following roof forms or features:*

- a. Small shed roof dormers*

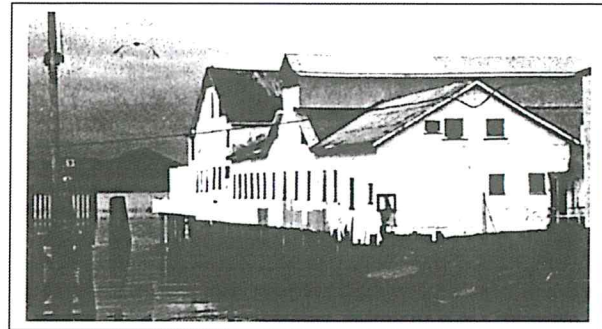


- b. Monitor roof on ridge line (Figure 17)*
- c. Flat panel skylights or roof window*

*Figure 16. Roof Pitches (BVO Example)*



*Figure 17. Industrial Building, Multiple Gables, Monitor Roof, and Shallow Eaves (BVO Example)*



## **D. Doors**

### *1. Standards for All Uses.*

*The following types of doors and door treatments are prohibited:*

- a. Automatic sliding doors;*
- b. Primary entry doors raised more than three feet above sidewalk level;*
- c. Doors flush with building facade;*
- d. Clear anodized aluminum frames; and*
- e. Reflective, opaque, or tinted glazing.*

### *2. Guideline for All Uses.*

*Building lighting should emphasize entrances.*

### *3. Standards for Non-Industrial Uses.*

- a. Solid metal or wood doors with small or no windows are prohibited.*
- b. Doors with a minimum of 50% of the door area that is glass are required.*

### *4. Guidelines for Non-Industrial Uses.*

- a. Doors should be recessed when feasible (Figure 18 and Figure 19).*
- b. Large cafe or restaurant doors that open to the street to the interior by pivoting, sliding, or rolling up overhead are encouraged (Figure 18).*

- c. *Well-detailed or ornate door hardware is encouraged (Figure 19). Contemporary hardware should be compatible with the design of the door.*
- d. *Transom, side lites, or other door/window combinations are encouraged (Figure 19).*
- e. *Doors combined with special architectural detailing are encouraged.*
- f. *Double or multiple door entries are encouraged (Figure 19).*

Figure 18. Roll-Up Doors and Recessed Doors (BVO example)



Figure 19. Recessed Doors, Contemporary Door Hardware, Single/Double Doors, Side Lites, and Transom Windows (BVO Example)



## E. Windows.

### 1. Coverage Standards for All Uses.

*All building facades visible from a public right-of-way and/or the River Trail shall have windows or other openings in the facade. Blank walls on any facades visible from the right-of-way and/or River Trail for any type of use are prohibited.*



## 2. Design Standards for All Uses.

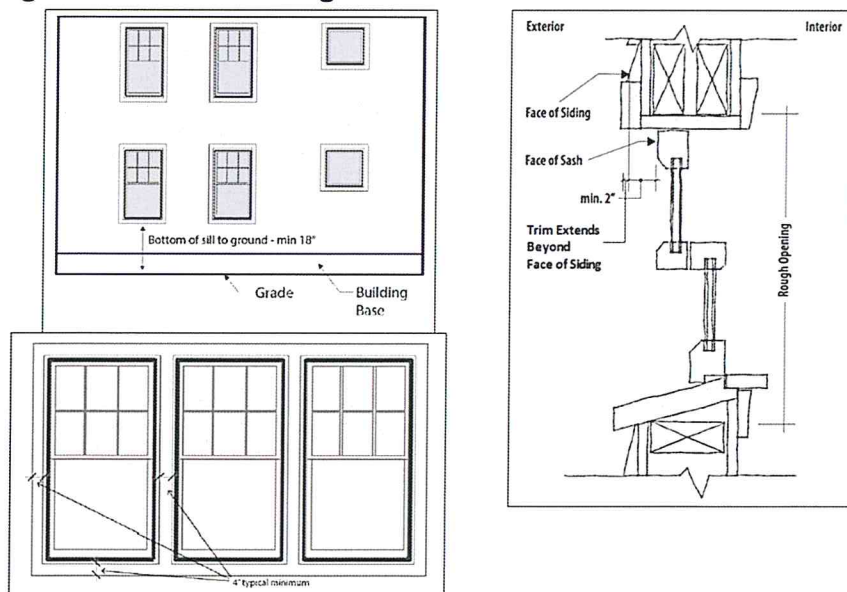
a. *Window detailing. Windows shall have casings/trim, sills, and crown moldings. Window detailing shall meet the following requirements (Figure 20).*

- (1) Casings/trim shall have minimum dimensions of 5/4 inch x 4 inch and shall extend beyond the facade siding.*
- (2) Windows shall be recessed a minimum distance of two (2) inches from the trim surface to ensure a shadow line/effect.*
- (3) The bottom of the sill shall be a minimum of 18 inches above the ground or floor elevation.*

b. *The following types of windows or window treatments are prohibited:*

- (1) Residential-styled window bays;*
- (2) Half-round windows;*
- (3) Tinted and/or reflective glass;*
- (4) Sliding windows;*
- (5) Vinyl windows; and*
- (6) Blocked-out windows; and*
- (7) Windows that extend beyond the plane of the building facade.*

Figure 20. Window Detailing – Trim and casement location and dimensions (BVO example)



### 3. *Design Guidelines for All Uses.*

- a. *Windows, including transoms on existing buildings, should retain their original size and location as part of renovation activities.*
- b. *Windows that open by pivoting, casement, single hung, or other shuttering are encouraged.*
- c. *Painted wood or stucco panels or tile clad panels below windows are encouraged (Figure 21).*
- d. *Clear glass is encouraged.*
- e. *True divided lites are encouraged. Simulated divided lites shall have exterior muntins to create exterior shadow lines.*
- f. *Boldly articulated window and storefront trim are encouraged.*

Figure 21. Transom Windows and Panels Below Windows



### 4. *Coverage Standards for Non-Industrial Uses.*

*At least 50% of the ground-floor facades of non-industrial uses facing a public right-of-way or River Trail shall be covered by windows and at least 30% of the upper-floor street-facing facades should be covered by windows.*

### 5. *Coverage Standards for Industrial Uses.*

- a. *All facades of buildings for industrial uses in the Urban Core Overlay Zone that are visible from a public right-of-way and/or River Trail shall have windows. However, buildings for industrial uses are not subject to minimum window area requirements.*



- b. Buildings for industrial uses are not required to have ground floor windows but shall have, at the least, clerestory or transom windows on the upper story facades or above a height of 14 feet.*

**Question for the APC**

Should exceptions to upper-floor window coverage standards be permitted to accommodate elevator shafts? (This issue came up with a recent hotel proposal.)

**F. Siding and Wall Treatment.**

*1. Standards for All Uses.*

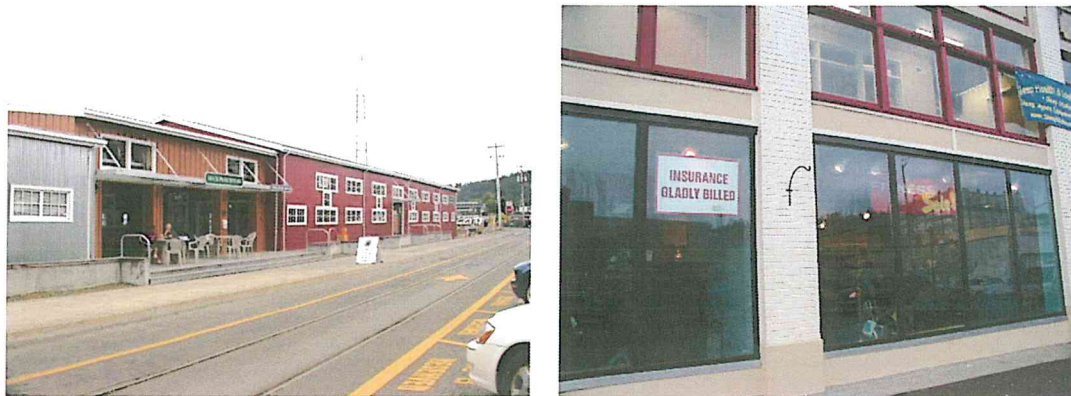
*The following types of siding and wall materials and treatments are prohibited:*

- a. Cladding materials such as corrugated metal panels or spandrel glass;*
- b. Panels that are poorly detailed or do not have detailing;*
- c. Neon or other fluorescent colors;*
- d. Bright or primary wall colors for the entire wall surface;*
- e. Flagstone, simulated river rock, or other similar veneer cladding;*
- f. Painted brick; and*
- g. Non-durable materials such as synthetic stucco or shingles at the ground floor.*

*2. Guidelines for All Uses.*

- a. Variations in wall cladding materials and patterns consistent with historic patterns are encouraged (Figure 22).*
- b. Natural or subdued building colors are encouraged (Figure 22).*
- c. Bright colors may be used for accent trim in limited amounts.*
- d. Durable materials such as brick, stucco, granite, pre-cast concrete, board and batten, or horizontal wood siding should be used (Figure 22). These materials include galvanized corrugated metal on buildings for industrial uses.*
- e. Architectural wall features such as belt courses, pilasters, and medallions are encouraged.*

Figure 22. Siding Variety and Compatible Materials and Colors



## G. Awnings.

### 1. Standards for Types of Awnings and Treatments.

*The following types of awnings and awning treatments are prohibited:*

- a. Fixed “bubble shaped” awnings (Figure 23); and
- b. Awnings lit internally.
- c. Awnings improperly sized for the building/entry/window (Figure 23).

### 2. Guidelines for Types of Awnings and Treatments.

*The following types of awnings and awning treatments are discouraged:*

- a. Vinyl or other non-compatible material awnings (Figure 23).
- ### 3. Standards for Awning locations Along River Trail and North/South Rights-of-Way.

*Awnings are generally discouraged and shall not project into the setback area.*

Figure 23. Prohibited and Discouraged Awning Types and Treatments (BVO example)





## H. Lighting.

### 1. Standards for Lighting Types and Treatments for All Uses.

*The following lighting types or treatments are prohibited:*

- a. Neon silhouette accent lighting;*
- b. Fluorescent tube lighting;*
- c. Security spotlight;*
- d. Signs lit by lights containing exposed electrical conduit, junction boxes, or other electrical infrastructure; and*
- e. Up-lighting that shines into the sky or light that shines into other properties or traffic.*

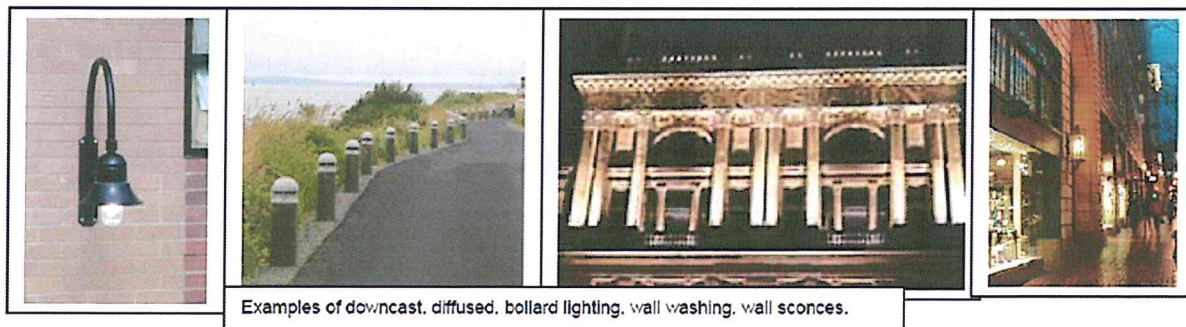
### 2. Standards Regarding Glare for All Uses.

*Outdoor lighting shall be designed and placed so as not to cast glare into adjacent properties. Light fixtures should be designed to direct light downward and minimize the amount of light directed upward, including lighting from wall-washing fixtures. The Community Development Director may require the shielding or removal of such lighting where it is determined that the lighting is adversely affecting adjacent properties or directing significant light into the night sky.*

### 3. Guidelines Regarding Wall-Washing Light.

*Wall-washing lighting fixtures should be concealed and integrated into the design of buildings or landscape walls and stairways (Figure 24).*

Figure 24. Downward and Diffused Lighting, Wall-Washing Lighting (BVO example)

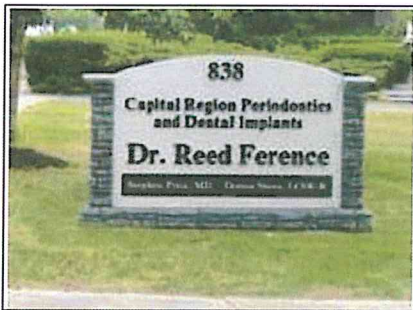


## I. Signs.

*Signs in the Urban Core Overlay Zone are subject to the requirements in Article 8 (Sign Regulations) of the Astoria Development Code and to the standards in this Section.*

1. *Monument signs (Figure 25) are allowed up to a maximum of 32 square feet.*
2. *Monument signs shall be a maximum of five (5) feet tall.*
3. *Monument signs shall be constructed from materials that are consistent with the historic character of the area, including wood, brick, stone, and metal.*
4. *Freestanding pole-mounted signs are prohibited (Figure 25).*

Figure 25. Monument Signs and Freestanding Pole-Mounted Signs (BVO example)



### Questions for the APC

1. All of the above language for roof form, doors, windows, siding and wall treatment, awnings, lighting and signs was borrowed directly from the BVO code (which itself was largely borrowed from the Civic Greenway Overlay code. Do you think any of these standards should not apply to the Urban Core?
2. Is anything missing that you think should be addressed in the design standards and guidelines?

## C. SETBACKS

Given the objectives of promoting the historic character and strengthening the pedestrian orientation of development in the Urban Core area, minimum and maximum setbacks should be considered for yards along public rights-of-way in the area. Proposed setbacks for the purpose of view protection along north-south rights-of-way and adjacent to the River Trail were included in the Code Amendments #1 memo dated October 16, 2018. The proposed standards included a minimum



view corridor width of 70 feet on north-south rights-of-way, and a minimum 10-foot setback on the south side and 20-foot setback on the north side of the River Trail.

## Bridge Vista Approach

For on-land development adjacent to West Marine Drive/Marine Drive and adjacent to parallel rights-of-way (except the River Trail), the Bridge Vista Overlay Zone requires a 0-foot minimum setback. Adjacent to the same rights-of-way, a maximum setback of 5 feet applies. The maximum setback may be extended to 20 feet for up to 50% of the building facade if the setback is used for a walkway, plaza, courtyard, or other pedestrian-oriented amenity or public gathering space. A similar approach is recommended for the Urban Core.

## Preliminary Recommendations

### 1. Minimum Setbacks

- a. *Adjacent to Marine Drive and Other Rights-of-Way Parallel to Marine Drive (except River Trail; see Figure 26).*

*The minimum setback for yards fronting Marine Drive and other public rights-of-way parallel to Marine Drive in the Urban Core Overlay Zone, with the exception of the River Trail, shall be zero (0) feet.*

### 2. Maximum Setbacks

- a. *Adjacent to Marine Drive and Parallel Rights-of-Way.*

*The maximum setback for yards fronting Marine Drive and all parallel rights-of-way in the Urban Core Overlay Zone, with the exception of the River Trail, shall be five (5) feet.*

- b. *Allowed Extensions of Maximum Setbacks.*

*The maximum setback for yards fronting a public right-of-way in the Urban Core Overlay Zone may be extended to 20 feet for up to 50% of the building facade if the setback is used for a walkway, plaza, courtyard, or other pedestrian-oriented amenity or public gathering space.*

Figure 26: Rights-of-Way Where Setbacks Apply



### Question for the APC

Do you agree with this approach to minimum and maximum setbacks on east-west rights-of-way in the Urban Core?

## D. LANDSCAPING

The approach to landscaping standards for the Bridge Vista Overlay Zone was to adapt the landscaping standards from the Civic Greenway Overlay that applied to properties along the River Trail and to street trees. Similar standards are also recommended for the Urban Core. The following proposed code language has been slightly modified from the Bridge Vista Overlay Zone.

*Landscaping is required in the Urban Core Overlay Zone in accordance with the provisions in this Section and those in Section 3.120 to 3.125. The provisions in this Section apply to new construction or exterior renovations with a value of at least 20% of the assessed value of the structure, or in the event of installation of new parking areas.*

### A. River Side or Riparian Standards.

1. *Height and Spacing.*
  - a. *Maximum shrub height is 30 inches.*
  - b. *Maximum width of clusters of trees is 30 feet.*
  - c. *Clusters of trees shall have a minimum of 50 feet clear between branches at maturity.*



- d. Trees are not permitted to be planted on the river side of the River Trail within the extended public right-of-way or view corridor extending from it for a distance of 70 feet centered on the right-of-way centerline.*
  - e. Trees shall not exceed 25 feet in height at maturity*
  - f. Maximum height of fences is three (3) feet.*
- 2. Native Plants.**

*See Section 3.125 concerning use of native plants and list of recommended native plants.*
- 3. Landscaping Credits for Non-Vegetation Features.**
  - a. The Community Development Director may approve non-vegetative features to account for up to 40% of required landscaping when the features consist of hardscaped pedestrian-oriented areas (e.g., courtyards, plazas). Permeable paving and other stormwater management techniques are encouraged in the design of these areas.*
  - b. An application proposing more than 40% of required landscaping be credited by non-vegetative features is subject to approval in accordance with procedures in Article 9 and Article 12.*
  - c. Non-vegetative features allowed in the public right-of-way and/or on the River Trail in lieu of required landscaping shall be maintained by the applicant. There shall be a maintenance agreement or other City approved agreement.*
  - d. Failure to maintain or loss of the non-vegetative feature will result in the requirement for installation of the landscaping in accordance with the Code at the time of the loss.*

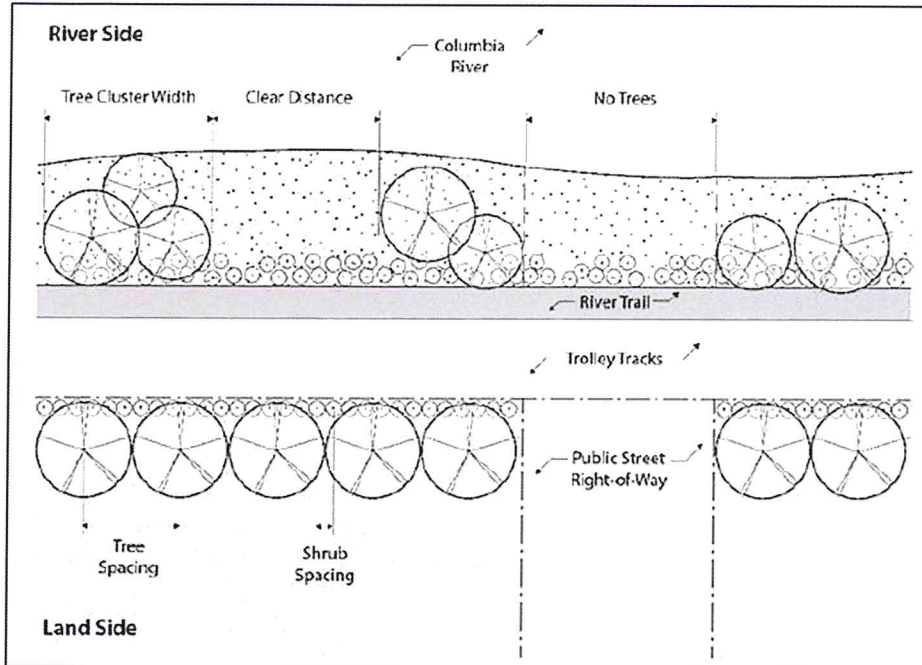
## **B. Land Side or Upland Standards.**

*The following standards apply to landscaping along the frontage of parcels abutting the River Trail to the south.*

- 1. Height and Spacing.**
  - a. Maximum spacing of trees.*
    - (1) 20 feet on center for non-industrial uses*
    - (2) 15 feet on center for industrial uses*
  - b. Maximum spacing of shrubs*
    - (1) Five (5) feet on center for non-industrial uses*
    - (2) Three (3) feet on center for industrial uses*
  - c. Ground cover landscaping is required in between shrubs and trees.*

- d. Trees shall not exceed 35 feet in height at maturity*

Figure 27. Land Side Landscaping (BVO example)



**2. Parking Area Landscaping.**

- a. Landscaping required between parking areas, streets, and sidewalks in accordance with Section 3.120.A.7 shall also be required between parking areas and the River Trail.*
- b. Landscaping shall minimize pedestrian exposure to parking lots with a hedge or a decorative fence that is 36" to 42" high.*
- c. Maximum tree height and width in parking areas shall be 15 feet at maturity.*

**3. Landscaping Credits for Non-Vegetation Features.**

- a. The Community Development Director may approve non-vegetative features to account for up to 25% of required landscaping when the features consist of the following:*
  - (1) Hardscaped pedestrian-oriented areas (e.g., courtyards, plazas); and/or*
  - (2) At least one of the following amenities meeting the City approved design within the public right-of-way and/or River Trail right-of-way:*
    - (a) bike rack*
    - (b) bench*



- (c) table*
- (d) drinking fountain*
- (e) directional or interpretive/information signage*
- (f) trash or recycling container*
- (g) lighting*
- (h) restroom*

*Permeable paving and other stormwater management techniques are encouraged in the design of these areas.*

- b. An application proposing more than 25% of required landscaping be credited by non-vegetative features is subject to approval in accordance with procedures in Article 9 and Article 12.*
- c. Non-vegetative features allowed in the public right-of-way and/or on the River Trail in lieu of required landscaping shall be maintained by the applicant. There shall be a maintenance agreement or other City approved agreement.*
- d. Failure to maintain or loss of the non-vegetative feature will result in the requirement for installation of the landscaping in accordance with the Code at the time of the loss.*

### **C. Street Trees.**

*Street trees shall be planted within the right-of-way along both sides of the street in the Urban Core Overlay Zone in accordance with the provisions in this Section. Potted trees or exceptions to these standards may be allowed where sidewalks are hollow and do not support street trees.*

- 1. Spacing should be 30 feet on center, depending on species and branching habit.*
- 2. Minimum size of deciduous trees should be 2" caliper, with an upright form.*
- 3. Mature branching height should be a minimum of 15 feet.*
- 4. Maximum height for street trees along north-south streets between Marine Drive and the Columbia River is 45 feet.*
- 5. Street trees along north-south streets between Marine Drive and the Columbia River shall have narrow profiles and/or be pruned to a maximum width of 15 feet.*
- 6. Street trees along north-south streets between Marine Drive and the Columbia River shall be one of the columnar species listed in Section 3.125.B.1, unless otherwise approved by the Community Development Director.*
- 7. Durable tree grates and trunk protectors should be installed.*

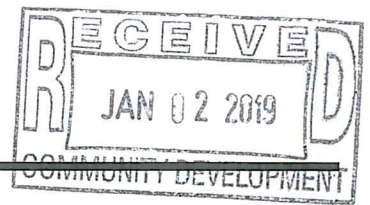
8. *Areas between trees should be landscaped with a variety of shrubs and perennials, with an emphasis on flowering species.*
9. *Required street trees shall be maintained by the adjacent property owner and/or other identified entity. There shall be a maintenance agreement or other City approved agreement.*

**Questions for the APC**

1. Do you agree with the proposed landscape standards for the Urban Core?
2. Is anything missing from the landscape standards that you think should be included?



**Tiffany Taylor**



**From:** George Hague <gbhague@gmail.com>  
**Sent:** Wednesday, January 2, 2019 9:45 AM  
**To:** Tiffany Taylor  
**Subject:** Urban Core Plan input for Astoria's Planning Commission 1-2-2019

Final Vision Plan Part 4

Page 53 for Hash Mark representing buildings over the river and **red lines** representing Managed View Corridors — use + sign to increase size for easier reading.

Good afternoon Planning Commissioner,

I am afraid the Urban Core Plan as being presented to you will make us like much of the San Francisco Fisherman's Wharf. This is where people can see the bay and its ships from a restaurant or some other business. They all *"provide significant visual access to the waterfront"* as long as you have the money to be their customer/guest. This is what is being proposed to you with all the hash marks over the water. The Urban Core section of **the Riverwalk will need to be changed to the Buildingwalk**. We might as well be walking along Commercial St except we can go into businesses to enjoy the river/ship movement or must leave the Buildingwalk (aka Riverwalk) to walk between buildings on what are shown **in red** *"allowing managed views of the river through building corridors."* Please look again at page 53 in the link found above because it is a much better image than what I tried to copy at the bottom. Page 51 shows buildings on both sides of the trolley.

I find it sad that restaurants/drinking establishments will probably be conditionally approved if they provide visual and physical access to the river. This means they will be allowed to block the views of those walking along the Riverwalk as long as their paying customers have access.....and/or they allow a "managed view corridor" between their building and the one adjacent to their's. Please think of those who live here and enjoy our river views and ship activity moving up and down our river as we stroll the Riverwalk. **Do not turn us into another Cannon Beach which seems to caters to out of town visitors at the expense of their residents.**

Parking is an issue right now. You must make changes now as part of the Urban Core Plan or you will be told as the Council was on the Fairfield Hotel that our City's parking standards do not require anything for hotel employees and similar problems exist with restaurants. Larger urban areas like Portland are reducing parking requirement because they have significant public transit and bicycle lanes — we have neither. The Oregon Department of Human Resources with its recent expansion has now leased most of the parking lot between 2nd and 3rd Street while the recently approved dialysis center will use most of the lot between 6th and 7th Street — making neither available for any zoning you approve. **When the State of Oregon eventually requires us to eliminate our unsafe and out of compliance parking at our downtown intersections we will lose hundreds of more parking places on which we currently rely.**

If you again go to page 53 of the link found above you will read the following for the Urban Core Plan: "significantly reduce or possibly eliminate on-site parking requirements". **Please do not let this happen or be convinced you can deal with it later or at each project approval stage.**

Please think of sunshine we currently enjoy as one walks along this section of the Riverwalk. Permitting zoning for 28 foot to 45 plus foot structures on both sides of the trolley tracks will shade what we now enjoy and should always enjoy.

I also ask you to make sure that balconies will not be allowed to face the Riverwalk with all the distracting behavior that could take place interfering with those trying to enjoy the our special Riverwalk.

The current proposal to repurpose the old riverfront building between 8th and 9th Street into a hotel is what needs to be done and encouraged instead of allowing for new view-blocking buildings over the water. I believe if you put this proposal on the ballot to be voted on by Astorians, that it would be overwhelmingly passed.

Another problem with the San Francisco Fisherman's Wharf is how they have allowed the "family entertainment" section to become so awful that it turns away the locals from visiting the area. Please do not allow our Riverwalk to permit family entertainment sections which will turn off our local residents. How will your zoning and project review prevent such?

Any and all buildings that can be seen from the Riverwalk must be required to have public hearings before the Design Review Committee, the Planning Commission and City Council. The public deserves these opportunities to give input and not be told that the approved Urban Core Plan already resolved any and all possible issues. **Remember the text/diagrams you are working from are more than ten years old and the ideas on page 53 as well as elsewhere need to be updated to reflect what you are hearing from today's public.**

Roof mounted equipment in this special Urban Core Plan should not be allowed to exceed the height limit. Right now there is one building within this area that a couple of years ago increased their height by more than eight feet with roof mounted equipment.

We are fortunate that almost 100 years ago many of the buildings in the downtown area were constructed with living areas for workers above the storefronts. We should still be able to provide such living areas along Marine Dr which would provide affordable small living places for a much needed workforce. Just one or two per building would be helpful.

May you have a good and safe New Year,

George (Mick) Hague



Figure 1: Urban Core Plan Area

