



Oregon

Theodore R. Kulongoski, Governor

Department of Land Conservation and Development

635 Capitol Street, Suite 150

Salem, OR 97301-2540

(503) 373-0050

Fax (503) 378-5518

www.lcd.state.or.us



NOTICE OF ADOPTED AMENDMENT

07/19/2011

TO: Subscribers to Notice of Adopted Plan
or Land Use Regulation Amendments

FROM: Plan Amendment Program Specialist

SUBJECT: City of Astoria Plan Amendment
DLCD File Number 004-08

The Department of Land Conservation and Development (DLCD) received the attached notice of adoption. Due to the size of amended material submitted, a complete copy has not been attached. A Copy of the adopted plan amendment is available for review at the DLCD office in Salem and the local government office.

Appeal Procedures*

DLCD ACKNOWLEDGMENT or DEADLINE TO APPEAL: Monday, August 01, 2011

This amendment was submitted to DLCD for review prior to adoption pursuant to ORS 197.830(2)(b) only persons who participated in the local government proceedings leading to adoption of the amendment are eligible to appeal this decision to the Land Use Board of Appeals (LUBA).

If you wish to appeal, you must file a notice of intent to appeal with the Land Use Board of Appeals (LUBA) no later than 21 days from the date the decision was mailed to you by the local government. If you have questions, check with the local government to determine the appeal deadline. Copies of the notice of intent to appeal must be served upon the local government and others who received written notice of the final decision from the local government. The notice of intent to appeal must be served and filed in the form and manner prescribed by LUBA, (OAR Chapter 661, Division 10). Please call LUBA at 503-373-1265, if you have questions about appeal procedures.

*NOTE: The Acknowledgment or Appeal Deadline is based upon the date the decision was mailed by local government. A decision may have been mailed to you on a different date than it was mailed to DLCD. As a result, your appeal deadline may be earlier than the above date specified. NO LUBA Notification to the jurisdiction of an appeal by the deadline, this Plan Amendment is acknowledged.

Cc: Rosemary Johnson, City of Astoria
Angela Lazarean, DLCD Urban Planning Specialist
Matt Spangler, DLCD Regional Representative

<paa> YA



FORM **2**

DLCD

Notice of Adoption

DEPT OF

JUL 12 2011

LAND CONSERVATION
AND DEVELOPMENT

This Form 2 must be mailed to DLCD within **5-Working Days after the Final Ordinance is signed** by the public Official Designated by the jurisdiction and all other requirements of ORS 197.615 and OAR 660-018-000

Jurisdiction: **City of Astoria**

Local file number: **A11-01**

Date of Adoption: **7-5-11**

Date Mailed: **7-11-11**

Was a Notice of Proposed Amendment (Form 1) mailed to DLCD? Yes No Date: 4-7-11

Comprehensive Plan Text Amendment

Comprehensive Plan Map Amendment

Land Use Regulation Amendment

Zoning Map Amendment

New Land Use Regulation

Other:

Summarize the adopted amendment. Do not use technical terms. Do not write "See Attached".

Amend Comprehensive Plan to implement the Buildable Lands Inventory completed in May 2011 & update outdated information in relative sections: CP.005, Land & Water Use Element; CP.010 to CP.025, General Development Policies; CP.030 to CP.105 Area Descriptions & Policies; CP.110 to CP.125, Urban Growth; CP.190 to CP.210, Economic Element; CP.215 to CP.235, Housing Element; CP.280 to CP.325, Public Facilities Element; CP.460.4, Natural Resource Considerations; Figure 2 Buildable Lands. Previous A08-04

Does the Adoption differ from proposal? Yes

Tracked changes were accepted for a clean final document. CP.190, paragraphs 1 & 4, figures updated.

Plan Map Changed from:

to:

Zone Map Changed from:

to:

Location:

Acres Involved:

Specify Density: Previous:

New:

Applicable statewide planning goals:

1 **2** **3** **4** **5** **6** **7** **8** **9** **10** **11** **12** **13** **14** **15** **16** **17** **18** **19**

Was an Exception Adopted? YES NO

Did DLCD receive a Notice of Proposed Amendment...

45-days prior to first evidentiary hearing?

Yes No

If no, do the statewide planning goals apply?

Yes No

If no, did Emergency Circumstances require immediate adoption?

Yes No

DLCD file No. _____

Please list all affected State or Federal Agencies, Local Governments or Special Districts:

OR State Forestry, Clatsop County, CREST, Clatsop Community Action, Community Action Team, Clatsop County Housing Authority, US Government (Dept of Labor), Columbia Memorial Hospital

Local Contact: **Rosemary Johnson**

Phone: (503) 338-5183 Extension: 2413

Address: **1095 Duane Street**

Fax Number: **503-338-6538**

City: **Astoria**

Zip: **97103**

E-mail Address: **rjohnson@astoria.or.us**

ADOPTION SUBMITTAL REQUIREMENTS

This Form 2 must be received by DLCD no later than 5 days after the ordinance has been signed by the public official designated by the jurisdiction to sign the approved ordinance(s) per ORS 197.615 and OAR Chapter 660, Division 18

1. This Form 2 must be submitted by local jurisdictions only (not by applicant).
2. When submitting, please print this Form 2 on light green paper if available.
3. Send this Form 2 and One (1) Complete Paper Copy and One (1) Electronic Digital CD (documents and maps) of the Adopted Amendment to the address in number 6:
4. **Electronic Submittals: Form 2 – Notice of Adoption will not be accepted via email or any electronic or digital format at this time.**
5. The Adopted Materials must include the final decision signed by the official designated by the jurisdiction. The Final Decision must include approved signed ordinance(s), finding(s), exhibit(s), and any map(s).
6. **DLCD Notice of Adoption must be submitted in One (1) Complete Paper Copy and One (1) Electronic Digital CD via United States Postal Service, Common Carrier or Hand Carried to the DLCD Salem Office and stamped with the incoming date stamp.** (for submittal instructions, also see # 5)] **MAIL the PAPER COPY and CD of the Adopted Amendment to:**

**ATTENTION: PLAN AMENDMENT SPECIALIST
DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT
635 CAPITOL STREET NE, SUITE 150
SALEM, OREGON 97301-2540**

7. Submittal of this Notice of Adoption must include the signed ordinance(s), finding(s), exhibit(s) and any other supplementary information (see ORS 197.615).
8. Deadline to appeals to LUBA is calculated **twenty-one (21) days** from the receipt (postmark date) of adoption (see ORS 197.830 to 197.845).
9. In addition to sending the Form 2 - Notice of Adoption to DLCD, please notify persons who participated in the local hearing and requested notice of the final decision at the same time the adoption packet is mailed to DLCD (see ORS 197.615).
10. **Need More Copies?** You can now access these forms online at <http://www.lcd.state.or.us/>. You may also call the DLCD Office at (503) 373-0050; or Fax your request to: (503) 378-5518.

Updated December 22, 2009

ORDINANCE NO. 11- 07

AN ORDINANCE AMENDING THE ASTORIA COMPREHENSIVE PLAN RELEVANT TO THE BUILDABLE LANDS INVENTORY

THE CITY OF ASTORIA DOES ORDAIN AS FOLLOWS:

Section 1. The Comprehensive Plan Section CP.005, Land and Water Use Element, is hereby deleted in its entirety and replaced to read as attached.

Section 2. The Comprehensive Plan Sections CP.010 to CP.025, General Development Policies, are hereby deleted in their entirety and replaced to read as attached.

Section 3. The Comprehensive Plan Sections CP.030 to CP.105, Area Descriptions and Policies, are hereby deleted in their entirety and replaced to read as attached.

Section 4. The Comprehensive Plan Sections CP.110 to CP.125, Urban Growth, are hereby deleted in their entirety and replaced to read as attached.

Section 5. The Comprehensive Plan Sections CP.190 to CP.210, Economic Element, are hereby deleted in their entirety and replaced to read as attached.

Section 6. The Comprehensive Plan Sections CP.215 to CP.230, Housing Element, are hereby deleted in their entirety and replaced to read as attached.

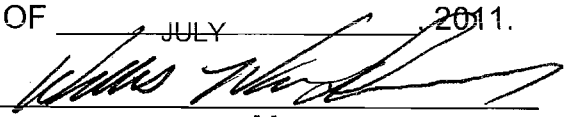
Section 7. The Comprehensive Plan Sections CP.280 to CP.340, Public Facilities Element, are hereby deleted in their entirety and replaced to read as attached.

Section 8. The Comprehensive Plan Map Figure 2, Buildable Lands, is hereby deleted in its entirety and replaced as attached.

Section 9. Effective Date. This ordinance and its amendment will be effective 30 days following its adoption and enactment by the City Council.

ADOPTED BY THE COMMON COUNCIL THIS 5TH DAY OF JULY, 2011.

APPROVED BY THE MAYOR THIS 5TH DAY OF JULY, 2011.



Mayor

ATTEST:



Paul Benoit, City Manager

ROLL CALL ON ADOPTION:

	YEA	NAY	ABSENT
Commissioner LaMear			
Roscoe	X		
Mellin	X		
Warr	X		
Mayor Van Dusen	X		



CITY OF ASTORIA

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COMMUNITY DEVELOPMENT

June 24, 2011

TO: ASTORIA CITY COUNCIL

FROM: PAUL BENOIT, CITY MANAGER

SUBJECT: AMENDMENT REQUEST (A10-02) TO AMEND THE ASTORIA DEVELOPMENT CODE FOR INCLUSION OF THE BUILDABLE LANDS INVENTORY AND AMENDMENT REQUEST (A11-01) TO AMEND THE COMPREHENSIVE PLAN CONCERNING THE BUILDABLE LANDS INVENTORY

BACKGROUND

On August 7, 2006 and June 28, 2007, the City Council accepted Special Planning / Technical Assistance Grants from Department of Land Conservation and Development's (DLCD) Coastal Management Program to update the City's Buildable Lands Inventory (BLI), Goal 9 (Economic Development) Analysis, and Goal 10 (Housing) Analysis.

The City of Astoria conducted an Employment and Housing Related Buildable Lands Inventory (BLI) / Needs Assessment between 2007 and 2011. The purpose of this effort is to comply with State requirements and to ensure that Astoria has a sufficient supply of residential and employment land within its Urban Growth Boundary to meet the City's 20-year demand. The methodology used to analyze the amount of buildable land is specifically detailed by the State. It is based on projected growth and the amount of land available to handle that growth. The "final" gross buildable acres is calculated by subtracting developed land as well as land constrained by wetlands and slopes, etc. from the total acres in the City. A BLI is considered as a planning tool and is not meant to designate specific parcels as "unbuildable". Therefore, it is generally conducted with a broad view of the City rather than with a detailed analysis of each parcel. However, in this case, more detail was completed than "typical" BLIs, and a more definitive result was achieved.

City staff worked collaboratively with various consultants and Department of Land Conservation and Development (DLCD) to update the City's Buildable Lands Inventory, which includes a Goal 9 (Economic Development) Analysis, Goal 10 (Housing) Analysis, and analysis of Comprehensive Plan policies related to the Goal 9, Goal 10, and Goal 11 (Public Facilities) elements with recommendations for future amendments to the Comprehensive Plan. Much of the work reflected in the initial reports was conducted by The Benkendorf and Associates Corporation, Johnson-Gardner, LLC, and Cogan Owens Cogan.

When the draft BLI document was presented to the City Council in April 2008, Council expressed concern that some of the parcels identified as "buildable", especially in the residential areas, were not really buildable based on their visual knowledge of

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the area. The Council asked staff to conduct a more detailed, parcel-by-parcel, "foot on the ground" analysis to provide the best actual figures possible. No issues were raised by the Council on the basic draft economic and demographic analysis or the figures for employment land. Local planning consultant Patrick Wingard, Wingard Planning and Development Services, was subsequently hired to conduct a field investigation of some of the questionable residential parcels since he had knowledge of the area. Mr. Wingard identified these parcels, analyzed them, and conducted additional research concerning deed restrictions, feasibility of development, and actual slope percentages, among other factors based on a visual investigation of each parcel. This is not a typical approach in completing a BLI and therefore staff worked very closely with DLCD to assure that the methodology used to determine the buildable acreage would meet with the State's criteria.

The Buildable Lands Inventory (A10-02) includes recommendations for Comprehensive Plan text and map amendments and for Development Code revisions. Attached to this memorandum is a packet titled "Buildable Lands Inventory" which includes the BLI background documents. The corresponding Comprehensive Plan amendments are included in a separate amendment request (A11-01) that was also under consideration at the June 20, 2011 meeting. The draft Comprehensive Plan amendments (A11-01) have been prepared along with several updates to sections of the Comprehensive Plan relative to current conditions and/or terminology and corrections to some typographical errors. The proposed amendments are noted in the attached packet titled "Proposed Comprehensive Plan Amendments" with ~~strikeout~~ for deleted text and underline for new text.

KEY ISSUES AND SUGGESTED SOLUTIONS

The following is an overview of the Buildable Lands Inventory Key Issues and Suggested Solutions:

- Second home projections. Over the last 20 years, the north coast has seen an increase in the number of second homes (i.e. homes occupied for only a portion of the year). The consultants compiled statistics from the various communities on the north coast and from local information obtained from City staff, members of the Astoria Planning Commission, and available statistics to determine the number of second homes that should be projected for Astoria. Based on this data, it was assumed that approximately 640 second homes would be created over the next 20 years. Today, it is estimated that approximately 3.4% of all housing units in Astoria qualify as "second homes." Based on the assumptions contained in the BLI, second homes will increase to approximately 13% of all housing units by 2027. While this reflects an increase of four times the current supply of second homes over the next 20 years, it is less than the average increase seen in other communities in the area. There were various factors that led the consultants and staff to believe that the number of second homes in Astoria would not grow as quickly as these other communities.

Recommended solutions or approaches:

In recommending new policies for the City's Comprehensive Plan relative to second homes, the consultants suggested that the City should revisit this issue in the next 5 to 10 years as more data about second home development in Astoria is available after the 2010 US Census data is reported.

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- Overall mix and density of housing. There are changes occurring in Astoria relative to housing stock, demographics, and the availability of easily developed land. The consultants compiled information on local building trends, the changing demographics with the associated change in housing needs, and the physical constraints to developing in Astoria with steep slopes, wetlands, and slide prone properties. With this information they were able to make assumptions concerning the needed mix and density of housing units. One assumption made, based on recent trends, was that the percentage of attached and multi-family dwellings will increase in the future. Basically, the aging population is transitioning from the traditional single-family dwellings on a large lot to living in other multi-family types of housing. However, the consultants also determined there was a deficiency in low density zoned land in the City. There is a lack of R-1 (Low Density Residential Zone) properties with a surplus of R-2 and R-3 zoned properties which are higher density zones. Overall, there is a deficit of 15.54 acres of residentially zoned land. Additionally, the issue of a lack of workforce housing was raised.

Recommended solutions or approaches:

The consultants made several Comprehensive Plan amendment suggestions concerning the need to have a wide variety of housing with a variety of price ranges within the UGB. Some suggestions included modifying the Development Code to expand the allowance of accessory dwelling units (granny flats) as well as encouraging development of housing units in conjunction with commercial projects. They also suggested amendments which could promote affordable workforce housing and the continued cooperation with local and national housing agencies. Regarding the lack of low density zoned land, the City may choose to address this issue by rezoning higher density zoned properties to a lower density zone or else assume that a larger percentage of single family detached residences will be constructed in higher density zoning districts.

- Approaches to addressing future buildable residential and commercial land needs. The consultants noted that most of the available employment lands (commercial uses) were in small parcels that would not support larger commercial development. Any new development would require either larger single parcels or a combination of smaller, contiguous parcels to create sites large enough to accommodate the commercial facility.

It was also noted that the majority of buildable residential lands was located on the east end of Astoria and ownership was by single individuals (Emerald Heights and Blue Ridge areas) and the Federal government. On the Federally owned property, it is not known when or if that parcel will become available for development. Other remaining available residential lands were on smaller individual lots.

Due to the State requirements in evaluating available lands in a BLI, the City is required to consider all of these properties (such as parcelized commercial areas and large residential properties in single ownership) in its inventory of buildable lands. With the data available and the assumptions that were made concerning various possible developments, the BLI results indicate that sufficient land is available in Astoria for the next 20 years for commercial land needs and that there is a deficit of 15.54 acres for residential land needs.

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Recommended solutions or approaches:

For employment lands, the consultants note that an aggregation of smaller commercial parcels into larger parcels may be needed for certain types of development. They also recommend amendments to the codes to encourage home-based businesses and cottage industries, to create an inventory of commercial lands with available services for possible marketing readiness by the City, to strengthen the Downtown and support existing businesses, and to promote cooperation between both public and private partners in economic development.

For residential development, the consultants recommend that the issue of large tracts of residential lands in single ownerships could be resolved by exploring opportunities to conduct an "Urban Growth Boundary swap" where a parcel(s) could be removed from UGB and the Boundary would be expanded elsewhere to accommodate an equivalent area. The Buildable Lands Inventory completed in April 2011 identified a deficit of 15.54 net acres of residential buildable lands. In order to address this deficit, OAR 660-24-0050 requires that the City amend the Plan to satisfy the need deficiency, either by increasing the development capacity of land already inside the boundary or by expanding the UGB, or both.

The Planning Commission held a public hearing at its May 24, 2011 meeting and recommends that the City Council approve the amendments to adopt the Buildable Lands Inventory documents as background reports in the Development Code (A10-02) and to amend the Comprehensive Plan (A11-01). Attached to this memo are the proposed amendment ordinances on these issues. Findings of Fact for approval of the requests are included in the corresponding packets attached for Council consideration. A public hearing and first reading on the Amendment to adopt the BLI as a background document to the Development Code and Comprehensive Plan amendments was held by the City Council on June 20, 2011.

RECOMMENDATION

If the Council is in agreement, it would be in order for Council to hold a second reading and adoption of the two Ordinances individually to amend the Development Code adopting the BLI as a background document, and amendments to the Comprehensive Plan relative to the BLI.

The following is sample language for motions for adoption of the Findings of Fact and Ordinances:

"I move that the Astoria City Council adopt the findings and conclusions contained in the staff report, and adopt the Ordinance amending the Development Code."

"I move that the Astoria City Council adopt the findings and conclusions contained in the staff report, and adopt the Ordinance amending the Comprehensive Plan."

By:

Rosemary Johnson, Planner

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STAFF REPORT AND FINDINGS OF FACT

May 16, 2011

TO: ASTORIA PLANNING COMMISSION

FROM: ROSEMARY JOHNSON, PLANNER

SUBJECT: AMENDMENT (A11-01) TO THE COMPREHENSIVE PLAN CONCERNING
THE BUILDABLE LANDS INVENTORY

I. BACKGROUND SUMMARY

A. Applicant: Brett Estes, Community Development Director
For: Astoria City Council
City of Astoria
1095 Duane
Astoria OR 97103

B. Owner: Not Applicable

C. Request: Amend the Comprehensive Plan sections relative to
implementation of the Buildable Lands Inventory as follows:

CP.005 General Plan Philosophy and Policy Statement;
CP.020(8) Community Growth Plan Strategy;
CP.050 to CP.055 Downtown Area;
CP.070 to CP.075 Uppertown Area;
CP.080 to CP.085 Alderbrook Area;
CP.087 to CP.088 Emerald Heights Area;
CP.100 to CP.105 Land Reserve Area;
CP.110 Urban Growth Background Summary;
CP.112 Issues of the 2008 Buildable Lands Inventory;
CP.113 Findings of the 2008 Buildable Lands Inventory;
CP.190 to CP.210 Economic Element;
CP.215 to CP.230 Housing Element;
CP.290 to CP.327 Public Facilities Element;
CP.460(4) Natural Resources Considerations Policies;
Figure 2 Buildable Lands.

In addition to the above sections, the request also updates
sections of the Comprehensive Plan relative to current conditions
and/or terminology and corrects some typographical errors as
follows:

CP.010 to CP.025 General Development Policies;
CP.030 to CP.035 West End Area;
CP.040 to CP.045 Central Area;
CP.057 to CP.058 Gateway Overlay Area;
CP.060 to CP.065 South Slope Area;
CP.090 to CP.095 Tongue Point Area;
CP.115 to CP.125 Urban Growth Boundary Justification and
Policies.

The proposed text amendments are attached to this staff report.

- D. Location: City wide.
- E. Zone: All zones.

II. BACKGROUND

In June 2003, Columbia River Estuary Study Taskforce (CREST) completed a Buildable Lands Inventory (BLI) for the City of Astoria. That document produced maps of the zones, areas of steep slopes, wetlands, and larger tracts of land available for development. No in-depth analysis was done with that BLI. In 2007, the City of Astoria received a grant from the Oregon Department of Land Conservation and Development (DLCD) to update the City's Buildable Lands Inventory, Goal 9 (Economic Development) Analysis, and Goal 10 (Housing) Analysis. City staff initially hired The Benkendorf and Associates Corporation and Johnson-Gardner, LLC and worked collaboratively with the consultant and DLCD to begin work on these studies. Cogan Owens Cogan, LLC (COC) subsequently was hired to refine and expand on that initial work and prepare the final BLI document and analysis.

When the draft BLI document was presented to the City Council in April 2008, Council expressed concern that some of the parcels identified as "buildable", especially in the residential areas, were not really buildable based on their visual knowledge of the area. The Council asked staff to conduct a more detailed, parcel-by-parcel, "foot on the ground" analysis to provide the best actual figures possible. No issues were raised by the Council on the basic draft economic and demographic analysis or the figures for employment land. Local planning consultant Patrick Wingard, Wingard Planning and Development Services, was subsequently hired to conduct a field investigation of some of the questionable residential parcels since he had local knowledge of the area. Over the last year, Mr. Wingard identified these parcels, analyzed them, and conducted additional research concerning deed restrictions, feasibility of development, and actual slope percentages, among other factors based on a visual investigation of each parcel. This is not a typical approach in completing a BLI and therefore staff has worked very closely with DLCD to assure that the methodology used to determine the buildable acreage would meet with the State's criteria.

The BLI was conducted to assess employment and housing related buildable lands inventory and needs consistent with State laws and Administrative Rules. The purpose of this effort is to comply with State requirements and to ensure that Astoria has a sufficient supply of residential and employment (commercial, retail, office, and industrial) land within the Urban Growth Boundary (UGB) to meet the City's 20-year land demand.

In developing the Plan over the last year, the consultants identified areas for residential and employment development, identified constraint areas such as steep slopes and wetlands, etc., projected the land need for second home market, and made recommendations for Comprehensive Plan amendments and possible other alternatives such as a UGB land swap.

The following documents are attached and incorporated by reference to these Findings.

1. 2010 Buildable Lands Inventory Project, Final Results from Patrick Wingard, April 4, 2011
2. Project Summary Memorandum from Cogan Owens Cogan, April 4, 2008
3. Project Summary
4. Buildable Lands Inventory
5. Goal 9 Analysis
6. Goal 10 Analysis
7. Economic Development Goals and Policies
8. Housing Goals and Policies
9. Public Facilities Goals and Policies
10. Buildable Lands Inventory Map

The BLI included recommendations concerning potential Comprehensive Plan text and map amendments. Review of these amendments requires a separate application and public hearings. The draft Comprehensive Plan amendments have been prepared along with several updates to sections of the Comprehensive Plan relative to current conditions and/or terminology and corrections to some typographical errors. The proposed amendments are noted with ~~strikeout~~ for deleted text and underline for new text.

On March 22, 2011, a work session with the Planning Commission was held. The consultants made a presentation highlighting the key findings and issues associated with the BLI study which were then discussed by the APC. Adoption of the BLI is being considered separately as Amendment (A10-02). A public hearing before the APC on the adoption of the Comprehensive Plan amendments is scheduled for May 24, 2011. It is proposed that the recommendations of the APC concerning adoption of the Comprehensive Plan Amendment be presented for a public hearing before the City Council at their June 20, 2011 meeting.

III. PUBLIC REVIEW AND COMMENT

A. Astoria Planning Commission

In accordance with Section 9.020, a notice of public hearing was published in the Daily Astorian on May 17, 2011. The proposed amendments are legislative as they apply City-wide. They do not limit the use of private property and therefore are not subject to requirements for individual mailed notices to all property owners within the City limits, pursuant to Section 9.020. A public notice was mailed to Neighborhood Associations and other interested groups on April 28, 2011. Any comments received will be made available at the Astoria Planning Commission meeting.

B. City Council

In accordance with Section 9.020, a notice of public hearing will be published in the Daily Astorian on June 13, 2011 should the Planning Commission make a recommendation. A public notice will be mailed to Neighborhood Associations and other interested groups on May 27, 2011. Any comments received will be made available at the City Council meeting.

IV. FINDINGS OF FACT

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

Finding: The proposed amendment to the Comprehensive Plan is being initiated by the Community Development Director on behalf of the City Council.

- B. Section 10.050(A) states that *"The following amendment actions are considered legislative under this Code:*
1. *An amendment to the text of the Development Code or Comprehensive Plan.*
 2. *A zone change action that the Community Development Director has designated as legislative after finding the matter at issue involves such a substantial area and number of property owners or such broad public policy changes that processing the request as a quasi-judicial action would be inappropriate."*

Finding: The proposed amendment is to the Comprehensive Plan relative to the Buildable Lands Inventory and other miscellaneous updates and typographical corrections. There are no regulatory changes proposed for the Development Code. The proposed amendment is legislative.

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

1. CP.005(5) concerning General Plan Philosophy and Policy Statements requires 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 proposed amendment will implement the proposed changes suggested in the Buildable Lands Inventory (BLI). The BLI and associated amendments support the intention of the Comprehensive Plan (CP) to remain current and up-to-date. The Plan was adopted in 1979 with minor BLI related updates in 1981 and 1991. The current Plan was reformatted and adopted in 2010. With the change in demographics and development patterns, it is necessary to update the Comprehensive Plan with this new information. The BLI study is proposed to be presented for adoption as a background report to the Development Code at the June 20, 2011 City Council meeting. The Inventory recommends specific amendments to the Development Code and Comprehensive Plan to implement the various aspects of the Plan.

In addition, there are proposed Comprehensive Plan amendments that are needed to update the out-dated base information in the Plan and correct some typographical errors. These amendments include the following:

- Update of site descriptions, including a new area section for Emerald Heights.
- Update of projects that are no longer proposed or that have been completed, and of facts and figures such as figures on the local economy, demographics, etc.
- Update of zoning and existing development within certain areas and completed annexations.
- Clarification of property locations when only local old names for the sites were used.

2. CP.010(4) concerning General Development Policies for Natural Features states that *"Use of otherwise unbuildable lands such as wetlands, steep slopes, rights-of-way and public lands will generally not be used for density calculations."*

CP.015(2) concerning General Land and Water Use Goals states that *"It is a goal of the Plan to encourage the development of public and private lands within the City limits, particularly areas that are presently serviced with sewer and water, prior to the extension of public facilities to areas outside the City."*

CP.015(3) concerning General Land and Water Use Goals states that *"The Plan encourages the development of wooded hillsides within the City, where development feasibility is demonstrated, as an alternative to the conversion of agricultural lands, forestlands, aquatic areas, or other more sensitive lands to urban uses. If properly planned, new residential development on the City's south side could provide for housing opportunities (with outstanding views and solar heating potential), for all income levels in the foreseeable future."*

CP.200(5) concerning Economic Development Goals states that the City will *"Zone areas of the City in order to provide sufficient land for water dependent as well as non-water dependent industries."*

CP.220(1) concerning Housing Policies states that *"The primary focus of residential development should be the Maintenance of attractive and livable residential neighborhoods, for all types of housing."*

CP.220(2) concerning Housing Policies states that *"All residential areas should be provided with services and facilities necessary for safe, healthful, and convenient urban living."*

CP.395(3) concerning Geologic and Flood Hazards Conclusions and Problems states that *"The City has made good use of landslide areas on the north side by purchasing land, and converting the slide area into parks or open space. Areas of known landslide potential are not permitted to be sold."*

Finding: The BLI indicates constraints on development such as wetlands, steep slopes, rights-of-way, and other publicly needed acreage when calculating the amount of buildable lands available. These areas are included in the gross acreage figures but have been deducted from the total for a net acreage available for development. Areas of known landslide potential owned by the City have been deducted from the total net acreage of available land. The BLI indicates that the majority of

residential buildable land is in limited ownership and suggests that a UGB land swap may be a solution to reallocating the buildable area to other areas within the City limits. The BLI notes a deficit of residential buildable land. A list of suggestions to resolve this deficiency has been developed and is incorporated as part of the BLI documents in the Goal 10 Analysis.

The study also considered the availability of public facilities such as roads, water and sewer lines. The feasibility of servicing some of the parcels was analyzed by the Public Works/City Engineering Department as noted in a memo from City Engineer Jeff Harrington, dated April 28, 2011.

The BLI addresses areas of potential development for both residential and employment uses factoring in the availability of City utilities and the development of livable residential neighborhoods that can accommodate all types of housing.

The proposed Comprehensive Plan amendments as suggested in the BLI include the following:

- Updated acreage figures of buildable land available by zone.
- Suggested amendments from the BLI concerning housing, public facilities, economic element, issues and findings of the BLI.
- New section on suggested "tools and actions" for implementation of Comprehensive Plan policies.
- Information and policies concerning the second home issue on the north coast.
- New section on storm water management.
- New section with policies on availability of lands for hospital and other health care facilities.
- New section with policies on availability of lands for school facilities and services.
- New policies on the possibility of an Urban Growth Boundary land swap to provide additional buildable land in exchange for land that may not be available for building.

- Replace Figure 2 map of buildable lands with new map indicating available lands and potential construction constraints.

Finding: The request is consistent with the Comprehensive Plan.

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

Finding: The proposed amendment will satisfy land use needs. The BLI identifies net acreage for development that takes into consideration the constraints of steep slopes, slides, wetlands, etc. The BLI recommended amendments to the Comprehensive Plan will promote quality development. It also addresses the City’s ability to service these areas with City public facilities. The proposed amendments will not adversely affect the ability of the City to satisfy land and water use needs.

V. CONCLUSION AND RECOMMENDATION

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

LAND AND WATER USE ELEMENT

CP.005. General Plan Philosophy and Policy Statement.

The City of Astoria's 1979 Comprehensive Plan was revised under the requirements of Oregon Revised Statutes Chapter 197. The State Planning Law, generally referred to as Senate Bill 100, requires that local comprehensive plans:

1. Must be adopted by the governing body;
2. Are expressions of public policy in the form of policy statements, generalized maps and standards and guidelines;
3. Shall be the basis for more specific rules, regulations and ordinances which implement the policies expressed through the comprehensive plans;
4. Shall be prepared to assure that all public actions are consistent and coordinated with the policies expressed through the comprehensive plans; and,
5. Shall be regularly reviewed, and, if necessary, revised to keep them consistent with the changing needs and desires and desires of the public they are designed to serve.

Although the City's Plan was revised to comply with the Statewide planning goals and guidelines, including the coastal goals pertaining to estuarine resources and coastal shorelands, the Plan is addressed to local concerns and problems.

The Comprehensive Plan is not a fixed document. The original planning period was generally considered to be to the year 2000, however, it was recognized that many changes may take place during the next 20 years. In 2011, the City completed a Buildable Lands Inventory with relevant changes in the Comprehensive Plan. The updates in 2011 are considered to be for the planning period through 2027. Changes in the Plan may be made with appropriate findings of fact. Major legislative changes in the Plan shall be made no more frequently than at two year intervals; minor changes shall be considered on a yearly basis.

All City ordinances, policies and actions must be consistent with the Comprehensive Plan. Where there is a conflict between the Plan and ordinances and other City policies, the Plan shall prevail. The comprehensive Plan is intended to be consistent with itself and coordinated with other plans. That is, the various policies are intended to interrelate not only with each other, but with those of Clatsop County and special districts within the Urban Growth Boundary. Where inconsistent policies are found, they must be corrected by a Plan amendment.

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In the preparation and adoption of the 1979 Comprehensive Plan, the City Planning Commission and City Council involved local citizens and property owners and other governmental agencies in the planning process. These efforts have included holding public workshops and public hearings, distribution of background materials and draft policies, the mail-out of a community-wide questionnaire, and local media coverage. All special districts, State and Federal agencies were notified of Plan statements or policies which affected them by the local coordinator. Through the Columbia River Estuary Study Taskforce (CREST) program, State and Federal agencies have been heavily involved in the preparation of the shorelands and estuary element.

It is the basic philosophy of the Plan that all Plan changes, amendments or revisions must be done in an open, well-publicized manner.

[Section CP.005 amended by Ordinance 11-07, 7-5-11]

GENERAL DEVELOPMENT POLICIES

CP.010. Natural Features.

1. The physical capabilities and limitations of the land will be the basis for the type of development that is permitted.
2. The City will cooperate to foster a high quality of development through the use of flexible development standards, cluster or open space subdivisions, the sale or use of public lands, and other techniques. Site design which conforms with the natural topography and protects natural vegetation will be encouraged. Protection of scenic views and vistas will be encouraged.
3. Density of housing developments in a planned unit or cluster subdivision will be consistent with the density of the zone in which it is located; however, a mixture of housing types will be encouraged in order to promote diverse neighborhoods and to preserve open space.
4. Use of otherwise unbuildable lands such as wetlands, steep slopes, rights of way and public lands will generally not be used for density calculations.
5. Increases in density may be permitted where the development provides facilities in the community's interest. These may include low-cost or work force housing, park or recreation sites or school sites.

[Section CP.010.5 amended by Ordinance 11-07, 7-5-11]

6. Efforts will be made to maintain streams, ravines and undeveloped shorelands in their natural state. In the zoning and subdivision ordinances, stream bank setbacks will be required to protect stream bank vegetation, minimize the need for shoreline protection, and maintain the capacity of natural drainages.
7. The City through its Comprehensive Plan and Development Code, will work to protect valuable resource land and water areas, including agricultural lands, forest lands, and the estuary.
8. The City's Development Code shall include erosion control and stormwater management standards to regulate all land development activities in order to ensure that erosion and sedimentation, and other forms of contamination are minimized.

[Section CP.010.8 added by Ordinance 04-07, 10-04-04]

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CP.015. General Land and Water Use Goals.

1. 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.

[Section CP.015.1 Amended by Ordinance 98-04, 5-4-98]

2. It is a goal of the Plan to encourage the development of public and private lands within the City limits, particularly areas that are presently serviced with sewer and water, prior to the extension of public facilities to areas outside the City.
3. The Plan encourages the development of wooded hillsides within the City, where development feasibility is demonstrated, as an alternative to the conversion of agricultural lands, forestlands, aquatic areas, or other more sensitive lands to urban uses. If properly planned, new residential development on the City's south side could provide for housing opportunities (with outstanding views and solar heating potential), for all income levels in the foreseeable future.
4. Because of the City's strong water orientation, the Plan supports continuing regional efforts to manage the Columbia River estuary and shorelands. The City's land use controls, within this regional context, will be aimed at protecting the estuary environment and at promoting the best use of the City's shorelands.
5. The special qualities that make downtown Astoria a desirable place to visit or work should be promoted and protected through the City Plan and land use ordinances. These include shorelands suitable for water-dependent uses, the scenic views and water access areas along the waterfront, the commercial fishing and sports fishing industry and other activities that attract residents and tourists to the City.
6. The Plan establishes the goal of encouraging development which the City is capable of servicing. New industry or housing development should be permitted if public facilities such as sewer, water, police and fire protection, and schools, are capable of accommodating increased demand. New development should make an equitable contribution to the future upgrading of public facilities and services.

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CP.020. Community Growth - Plan Strategy.

1. Direction of future residential growth will be toward the infilling of areas such as South Slope, the Gateway Overlay Area, Blue Ridge, Emerald Heights, East Astoria, and Williamsport where services presently exist or are planned, prior to the development of new areas.

[Section CP.020.1 Amended by Ordinance 98-04, 5-4-98; Amended by Ordinance 11-07, 7-5-11]

2. New small scale industrial growth will be encouraged on the scattered sites identified in the Economic Section of the Plan. Major port development will be encouraged at the existing Port docks and at the East End Mooring Basin. North Tongue Point is considered a major deep draft port expansion area for use as a cargo handling and shipping facility. South Tongue Point is primarily designated for multiple water-dependent uses requiring medium draft water access.

[Section CP.020.2 Amended by Ordinance 91-22, 9-3-91]

3. The Columbia River waterfront is considered a multiple use area. The development of this area is to be encouraged in a flexible manner, under the shorelands and estuary section.
4. The downtown area will be protected as the commercial center of the region through policies discouraging strip commercial development, encouraging the establishment of additional parking areas, and promoting the concepts of limited malls and "People Places".
5. The Miles Crossing-Jeffers Gardens area, the John Day valley and a portion of the State Forest Lands south of the present City limits were included originally in the City's Urban Growth Boundary. These areas were subsequently deleted because of objections of residents, the property owners, and the State Department of Forestry. It is the position of the City that at such time development is proposed in these areas which would require urban services, the County should investigate the costs of extension of City services versus the formation of special districts at such time that increased services are proposed.
6. The City encourages historic preservation generally, and the restoration or reuse of existing buildings. However, these structures must be improved in a timely manner.
7. Future development of the Gateway Overlay Area should be planned in accordance with the Gateway Master Plan. Special attention should be given to architectural design, landscaping, street frontages, location of parking lots, and other circulation issues. Future uses should serve to complement the Downtown Area.

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[Section CP.020.7 Amended by Ordinance 98-04, 5-4-98]

8. The City may explore opportunities to exchange large parcels within the UGB for equivalent, alternative areas outside the UGB if areas within the current UGB are not practical for future development areas.

[Section CP.020.8 added by Ordinance 11-07, 7-5-11]

9. The Buildable Lands Inventory completed in April 2011 identified a deficit of 15.54 net acres of residential buildable lands. In order to address this deficit, OAR 660-24-0050 requires that the City amend the Plan to satisfy the need deficiency, either by increasing the development capacity of land already inside the boundary or by expanding the UGB, or both.

[Section CP.020.9 added by Ordinance 11-07, 7-5-11]

CP.025. Policies Pertaining to Land Use Categories and Density Requirements.

1. Density requirements are established in the Comprehensive Plan and implemented in the Development Code. The land use categories are drawn on the City's official zoning map. Minimum lot sizes, as specified in the Development Code standards, are intended to regulate the density of housing units. Both the units per acre and the square footage requirements are based on net acreage, or the amount of buildable land exclusive of rights-of-way, wetlands, water areas, or other unbuildable land.
2. Changes in the land use and zoning map may be made by boundary amendment so long as such change is consistent with the goals and policies of the Comprehensive Plan.

Factors to be considered when evaluating requests for zoning amendments will include compatibility with existing land use patterns, effect on traffic circulation, adequacy of sewer, water and other public facilities, contiguity to similar zones, proposed buffering, physical capability including geologic hazards, and general effect on the environment.

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3. Residential Zoning Requirements.

<u>ZONE</u>	<u>MAXIMUM DENSITY</u>
Lower Density Residential	8 units per acre (single-family)
Medium Density Residential	10 units per acre (two-family) 24 units per acre (multi-family)
Higher Density Residential	40 units per acre (multi-family)
Planned Development	Density of underlying zone
Commercial	No density limit as per standards
Land Reserve	Density will conform to that of appropriate zone

[Section CP.025.3 amended by Ordinance 11-07, 7-5-11]

4. For areas determined to be Especially Suited for Water Dependent (ESWD) uses, the following policies shall apply City-wide:

- a. As of January 7, 2008, there were 170.34 acres of estuary shoreland planned and zoned for water dependent use in the City of Astoria.
- b. It has been determined that 125 acres are the minimum amount of acreage required to be protected for water dependent use within the estuary shoreland units within the City of Astoria.
- c. A request to redesignate or rezone shoreland designated for water dependent use within the portions of the Astoria (Columbia River) estuary will require a demonstration by the applicant that at least the minimum acreage of 125 acres will remain designated for water dependent use.

[Section CP.025.4 added by Ordinance 02-05, 5-20-02; Section CP.025.4.a amended by Ordinance 11-07, 7-5-11]

AREA DESCRIPTIONS AND POLICIES

CP.030. West End Area.

The West End Area encompasses Astor Court and Uniontown. It is the primarily single-family residential area that lies west of Second Street, exclusive of Vista park (general area of Waldorf Circle, Auburn Avenue, and West McClure Street area) and the property along Marine Drive. The area is heavily developed on steeper slopes, with winding streets wrapping around the tip of the Astoria peninsula. Vacant lands here are mostly steep ravines or landslide areas in public ownership. The age of houses range from pre-1900s to new within a short distance.

Zoning has historically been single-family on the hilltop with multi-family permitted on the lower areas around the hillside. A 32-unit senior citizens apartment complex was built at Second and Madison Streets. There is one small commercial use, a building that has most recently been used as a quilting store and grocery on Alameda. Public uses include the open space areas mentioned above, the Gray School, Tapiola Park and State Highway Division shops.

Amenities of the area are the scenic views, the quiet residential character (largely attributable to an absence of through streets), the open space areas, and the closeness of a neighborhood school and Tapiola Park. Problems include the narrowness of some streets and the potential for landslides.

[Section CP.030 amended by Ordinance 11-07, 7-5-11]

CP.035. West End Area Policies.

1. Refer to policies on geologic hazards, historic preservation, parks and recreation, and street improvements (transportation).
2. The quiet residential character of the west end will be protected through the City's Development Code.
3. Construction in areas of steep slopes and potential landslide hazard will be done after favorable geologic and engineering studies are submitted to the City building official. Proper consideration must be given to storm water drainage and the impacts on downslope property.
4. The City and school district should cooperate in the improvement of the tennis courts and other recreation opportunities at Gray School (the area's only neighborhood recreation facility). Consideration should be given to lighting the courts so long as it does not adversely affect adjacent homes.

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5. Widening projects on Glasgow and Oregon Streets must take into consideration the impacts on pedestrian traffic and parking.
6. Zoning of the west end will generally remain stable, with the present division between R-1 and R-2, and a small area devoted to neighborhood commercial.

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CP.040. Central Residential Area.

The Central Residential Area is the City's oldest neighborhood, and extends generally from Second Street to 18th Street and from Bond Street to Niagara Street excluding the central business district. This area contains most of Astoria's Victorian and other historic structures; the walking tour is primarily in this area. The Shively-McClure National Register Historic District was designated in 2005 with 243 historic properties. The area is built on the north facing flank of the Astoria peninsula, and contains a variety of slopes, from gentle on top of the hill to very steep in the vicinity of 8th and Irving Streets. Vacant lands are generally landslide areas in public ownership or small neighborhood parks.

The original zoning was divided between multi-family on the lower areas to single-family above Irving Street. Single-family dwellings are the predominant land use throughout the area except for Bond Street. There is a small neighborhood commercial area on 8th Street at the top of the hill. Many of the older homes were converted to duplexes or apartments. Public uses include several small playgrounds, Niagara Park, the community college, the old cemetery, and a large ravine in City ownership at Grand and 4th Street. The streets run in the grid pattern of the original subdivision, with blocks 200 feet square and wide streets.

Amenities of the area are the scenic views, the historic character of the neighborhoods with high concentrations of older structures, the proximity of the parks, playgrounds and community college, and the closeness to Downtown. Problems include the housing condition of older apartments on Bond Street, the landslide potential in some areas, traffic congestion on 8th Street, and traffic congestion in the vicinity of the community college.

[Section CP.040 amended by Ordinance 11-07, 7-5-11]

CP.045. Central Residential Area Policies.

1. Refer to policies on historic preservation, street improvements (transportation), geologic hazards, parks and recreation, and housing.

[Section CP.045.1 amended by Ordinance 11-07, 7-5-11]

2. Historic areas (neighborhoods with high concentrations of pre-1911 homes) will be protected through zoning regulations and the use of public lands for relocation of structures.
3. The City supports the redevelopment of the former Central School property (900 block Irving Avenue) as a residential in-fill development.

[Section CP.045.3 amended by Ordinance 11-07, 7-5-11]

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4. The McClure playground (8th Street and Grand Avenue) should be maintained as a neighborhood park.

[Section CP.045.4 amended by Ordinance 11-07, 7-5-11]

5. Expansion of the commercial area into the residential zone must be justified on the basis of compatibility with historic areas, and lack of alternative space in the Downtown.
6. Rezoning of areas from multi-family to single-family may be permitted where the land is steep, streets are not suitable for heavier traffic loads, and predominant land use is single-family.

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CP.050. Downtown Area.

The Downtown area is Astoria's central business district and the regional commercial and governmental center. It extends from 5th Street to 16th Street, and from the pierhead line in the Columbia River to Exchange Street. Originally built on pilings, the Downtown area was extensively filled after the 1922 fire. Virtually all the flat land in the Downtown (and Astoria as a whole) is on filled tidelands. This area is almost completely developed with buildings and parking areas. Some of the waterfront is presently unused, and there are several thousand square feet of vacant commercial space scattered around the area. However, extensive new construction and substantial remodeling has taken place recently, and there is pressure for expansion of the commercial uses into the surrounding residential area.

The Downtown has historically been zoned Central Commercial (C-4), which does not require off-street parking. Various proposals have been put forth to solve the parking problem, including a system of public parking structures. The circulation system consists basically of a one-way couplet (Marine Drive and Commercial) which routes much of the US 30 traffic through the Downtown area.

A system of small street-end parks with a trail linking them has been constructed for the waterfront area. Marine industrial uses such as fish processing plants are located on the waterfront, although retail shops, restaurants and professional offices have begun to locate here. Governmental or public uses bracket the Downtown with the County Courthouse and Post Office buildings on the west, and the Maritime Museum, Clatsop Care Center (646 16th), Owens Adair Apartments (1508 Exchange), and Gateway Area development on the east. There is a considerable amount of housing on the second floors of commercial buildings and older hotels, much of which is occupied by elderly persons.

Advantages include the Columbia River waterfront and views, the mixture and variety of architectural styles and uses, and the cultural aspects such as the museums, the performing arts center, and the library. Problems include: the traffic congestion; lack of parking; the lack of backup land for waterfront industries; lack of flat, developable land south (uphill) of Exchange Street; and the relatively large amount of unused commercial space.

[Section CP.050 amended by Ordinance 11-07, 7-5-11]

CP.055. Downtown Area 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]

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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.

[Section CP.045.6 amended by Ordinance 11-07, 7-5-11]

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CP.057. Gateway Overlay Area.

The Gateway Overlay Area extends generally from 16th Street to 29th Street, from the pierhead line of the Columbia River on the north to Exchange and Franklin Streets on the south (see map Figure 1). As such, it overlays portions of the Downtown and the Uppertown Areas, which are discussed elsewhere in the Comprehensive Plan. The area is dominated by major institutional uses, including the Columbia River Maritime Museum, the Astoria School District's Warren Field, the City of Astoria Aquatics Center, Columbia Memorial Hospital, and the Oregon State University Seafood Lab, and Duncan Law Seafood Consumer Education Center. There are several significant vacant land and water areas suitable for redevelopment, notably the former Astoria Plywood Corporation Mill Site, and the riverfront area east of 20th Street. The Mill Site is planned for acquisition by the City of Astoria in early 1998 and sold for redevelopment as mixed residential with some possible commercial uses.

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

[Section CP.057 added by Ordinance 98-04, 5-4-98; amended by Ordinance 11-07, 7-5-11]

CP.058. Gateway Overlay Area Policies.

1. The City will utilize the general vision of the Gateway Master Plan to direct future development in the Gateway Overlay Area. The overall Comprehensive Plan objectives are to:
 - a. promote development that complements the Downtown Area;

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- b. enhance the primary uses, such as the Columbia River Maritime Museum and Columbia Memorial Hospital, and work to redevelop areas such as the former Plywood Mill Site, which have significant development potential;
 - c. promote new land uses complementary to the riverfront and existing development, particularly visitor oriented uses and high density housing;
 - d. establish visual and physical linkages within and around the Gateway Overlay Area, with special emphasis on the Columbia River riverfront;
 - e. create a pedestrian-friendly environment throughout the Gateway Overlay Area through the careful siting of buildings and parking lots, careful consideration of street frontage design, and extension of the Astoria River Trail; and
 - f. create investor interest by promoting complementary land uses and quality development in the surrounding area.
2. The City will maintain the Gateway Overlay Area plan element of the Comprehensive Plan through its Development Code, including new planning zones and development standards, and through a design review process.

[Section CP.058.2 amended by Ordinance 11-07, 7-5-11]

3. The City, through its Development Code, will maintain a set of Design Review Guidelines for the Gateway Overlay Area which address the architecture, landscaping, public and private circulation, signs, lighting, and other aspects of the built environment. The guidelines are fundamental principles which are applied to specific projects.

[Section CP.058.3 amended by Ordinance 11-07, 7-5-11]

4. The former Astoria Plywood Mill Site will be developed as a mixed-use development which will complement the Gateway Overlay Area and the Downtown Area, and provide new housing opportunities. The Gateway Master Plan will serve as a guideline for the development of the Mill Site. Variations from the Gateway Master Plan may be appropriate provided the overall development proposal substantially carries out the Gateway Master Plan objectives.

[Section CP.058.4 amended by Ordinance 11-07, 7-5-11]

5. The City strongly encourages large public and private landowners, including the Columbia River Maritime Museum, Astoria School District, and Columbia Memorial Hospital, to continue to plan in accord with the Gateway Master Plan,

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and to work with the City in implementing the Gateway Master Plan as redevelopment opportunities arise.

6. Refer to housing, geologic hazards, and public facilities policies.

[Section CP.058.6 added by Ordinance 11-07, 7-5-11]

(Section CP.058 added by Ordinance 98-04, 5-4-98)

CP.060. South Slope Area.

The South Slope Area consists of the area from the high school and Vista Park subdivision to Williamsport, and from the crest of the ridge (Niagara Street) to West Marine Drive. This area is generally considered Astoria's future residential growth area. While considerable development exists west of 7th Street, some of the City's future buildable lands are in Vista Park, Sonora Park, the areas along Williamsport Road and Williamsport itself. Although much of this land is steep and landslide prone, some areas have development potential. Careful geologic studies and engineering is necessary for construction to take place. Open space, in addition to the vacant areas, includes Tapiola Park, the high school grounds, the middle school grounds, Shively Park and several ravines. The area has outstanding views of Youngs Bay and Saddle Mountain, as well as good solar exposure.

The predominant land use is single-family residential, although the zoning has historically been R-2. Duplexes and apartments occupy a small portion of the total land area. Commercial uses are clustered in the vicinity of West Marine Drive and the Old Highway 101 bridge entrance. Most of the vacant lands east of 7th Street are in public ownership.

Amenities in the area include outstanding views and solar exposure, the proximity of schools and parks, the existing tree cover (a feature not existing on the north side), and the large amounts of open space. Problems include the landslide potential, the difficulty and added costs of developing slopes, and the proximity to the former City landfill (Williamsport Road).

[Section CP.060 amended by Ordinance 11-07, 7-5-11]

CP.065. South Slope Area Policies.

1. Refer to housing, geologic hazards, parks and recreation, and public facilities policies.
2. Because of the large amounts of vacant, buildable, publicly owned land on the south slope, there is a unique opportunity for well-planned housing development. Such development must take place on a large enough scale that complete geologic studies can be undertaken, and that adequate storm drainage and other public facilities can be provided. New housing developments should be at least three acres in size, and should include a mixture of housing costs and types. The planning commission should review all such developments under the planned development provision of the Development Code.
3. Rezoning on the south slope must provide for increased amounts of land zoned for multi-family housing. The area east of 7th Street, including Williamsport, is an appropriate area because of the potential described in Section CP.065.2 above.

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Densities must, however, be dependent on the capability of the land in terms of landslide potential, slope and other factors.

4. Zoning along Olney Road (State 202) will remain residential in order to discourage strip commercial development and to protect the residential character of adjacent areas. However, a small neighborhood commercial zone may be appropriate at the intersection of Williamsport and Olney Roads after the sewer is installed and development increases.
5. Consideration should be given to the improvement of the water main to Williamsport concurrently with the installation of the sewer interceptor.
6. The City should begin discussion with the State Forestry Department on the trade of buildable State lands in the Williamsport area for unbuildable City property in the land reserve area. Such land should then be made available for housing development by public or private developers.
7. Although much of the public land in Williamsport is currently platted, these plats should be vacated and the land replatted in a manner more appropriate to the land, based on specific development proposals.

CP.070. Uppertown Area.

The Uppertown Area, traditionally the Norwegian, Swedish, and Danish section of the City, extends from 23rd Street to 40th Street, and from Irving Street to the pierhead line. A large publicly owned area lies between 18th and 23rd Streets, generally north of Jerome. Although a few scattered residences still exist here, this is the site of the massive 1954 landslide. Single-family residences predominate east of 23rd. South of Irving is the large land reserve owned variously by the City, County, and State. A mixture of industrial, commercial, and public uses lie between Marine Drive and the waterfront. New residential and commercial development has occurred north of Lief Erikson Drive since 2005. Public uses in the area consist of the hospital, the fire and police station, the City shops, Astor School, and the East End Mooring Basin. Open space includes the land reserve, the old landslide area, and Columbia Field.

Zoning in the residential areas is Medium Density Residential (R-2). Marine Drive, which is the commercial center of the area, is mostly zoned General Commercial (C-3), and the area east of 35th Street between the waterfront and Marine Drive is industrial either Marine Industrial Shoreland (S-1), or General Industrial (GI), except for the area between 38th and 39th Street which is zoned Tourist-Oriented Shoreland (S-2A).

Amenities include a stable neighborhood character, a neighborhood grade school, views of the River, good police and fire protection, and extensive commercial services. Problems include landslide hazards and increased traffic through the residential neighborhood due to the single main transportation route along Marine Drive through town.

[Section CP.070 amended by Ordinance 11-07, 7-5-11]

CP.075. Uppertown Area Policies.

1. Refer to policies regarding housing, historic preservation, parks and recreation, transportation, shorelands and estuary, and geologic hazards.

[Section CP.070.1 amended by Ordinance 11-07, 7-5-11]

2. The predominantly residential character of the area upland of Marine Drive/Lief Erikson Drive will be preserved.
3. New or expanded commercial or industrial uses along Marine Drive between 23rd and 33rd Street will, whenever feasible, limit their traffic access points to side streets or common driveways.
4. The City should cooperate with the school district to improve the recreational opportunities at Columbia Field near Astor School, possibly in conjunction with the improvements at Gray School.

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5. The Land Reserve area south of Irving Street should be considered for future housing development because of its view potential, and proximity to public facilities. This area may also be considered for public uses, hospital, and/or other health care facilities if a detailed analysis indicates that insufficient land is available to accommodate needed facilities within the Urban Growth Boundary for the 20 year planning period. The feasibility study for this area must include in-depth geologic investigations and storm sewer design.

[Section CP.0070.5 amended by Ordinance 11-07, 7-5-11]

6. The City should consider providing an alternate east-west route to Lief Erikson in the Uppertown area, particularly for emergency vehicles.

CP.080. Alderbrook Area.

The Alderbrook Area generally lies between Lief Erikson Drive and the pierhead line, and from 42nd to 54th Streets. It is an area of primarily older, single-family homes, with a few scattered duplexes. The area is topographically low, and some of it is in the 100-year floodplain. There are two small parks, one on Lief Erikson Drive and the other on Birch Street. The only commercial use is the small business on Lief Erikson Drive. A commercial fishing facility was located on the waterfront between 49th and 50th Streets; however this facility is currently being converted into an art studio/retreat.

Alderbrook Area is the only older neighborhood directly on the waterfront, and this is discussed in the shorelands/estuary section. The area has historically been zoned Medium Density Residential (R-2). The adjacent Blue Ridge and Emerald Heights areas are zoned High Density Residential (R-3), and are primarily multi-family housing areas. The majority of structures in the Blue Ridge area were demolished prior to 2007 and the land is mostly vacant pending redevelopment. The adjacent motel is zoned General Commercial (C-3). The City limits line stops east of Blue Ridge and includes North Tongue Point industrial area and South Tongue Point, but excludes North Tongue Point Job Corps Center and the US Coast Guard station, although this area is in the City's Urban Growth Boundary.

Advantages of the Alderbrook Area are the proximity to the waterfront, the lack of through traffic (away from Lief Erikson Drive), the neighborhood hall and neighborhood character, and the availability of lower cost housing. Disadvantages include the flooding potential, the traffic along Lief Erikson Drive (a problem when crossing to the playground), and the distance to school.

[Section CP.080 amended by Ordinance 11-07, 7-5-11]

CP.085. Alderbrook Area Policies.

1. Refer to shorelands/estuary, housing, parks and recreation, geologic hazards, and transportation policies.

[Section CP.080.1 amended by Ordinance 11-07, 7-5-11]

2. The residential character of Alderbrook will be protected through the designation of the aquatic area from 41st Street to Tongue Point as conservation, and by the present zoning pattern. Development in the 100-year flood area shall be subject to the requirements of the City's Flood Hazard Overlay Zone.

[Section CP.085.2, amended by Ordinance No. 87-21, Section 1, passed December 21, 1987]

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3. Light industrial development consistent with the conservation estuary designation (such as commercial fishing operation) may be allowed so long as it does not conflict with the residential area.

[Section CP.080.3 amended by Ordinance 11-07, 7-5-11]

4. The Blue Ridge area should be zoned multi-family residential. Additional apartment development is encouraged in this area.

[Section CP.080.4 amended by Ordinance 11-07, 7-5-11]

5. Except for small neighborhood commercial and tourist commercial zones, the area along Lief Erikson Drive will remain residential.

6. The property west of the sewer lagoons is presently designated as a potential park site; it is zoned Medium Density Residential (R-2). However, the site's use as a regional park raises problems of traffic generation on residential streets. The local community must be involved in any future decision regarding this area.

[Section CP.080.6 amended by Ordinance 11-07, 7-5-11]

7. The Blue Ridge area and portions of the North Tongue Point area are currently accessed from Old Highway 30 which is owned by the Federal government through the Department of Labor. The City should work with the Department of Labor to obtain the former roadway as a City right-of-way to assure adequate access to these areas prior to development.

[Section CP.080.7 added by Ordinance 11-07, 7-5-11]

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CP.087. Emerald Heights Area.

Emerald Heights Area generally lies between Lief Erikson Drive and the forested Land Reserve area to the south and from approximately 35th Street to the east boundary of the City limits near Highway 30. It was formerly the US Navy housing facility used during World War II. The property was sold to the Clatsop County Housing Authority and eventually to a private individual with requirements for provision of low to moderate income housing. Much of the land is forested and managed for timber harvesting. Much of the area is topographically steep with some areas of buildable land. The site is developed with four-plex residential structures and no single-family or two-family dwellings as of 2008. There are small parks and playground areas within the development, a community building, and management office. Emerald Heights is zoned High Density Residential (R-3).

Advantages of the Emerald Heights Area are the built infrastructure that may be adequate for future in-fill development of the area, the lack of through traffic (away from Lief Erikson), the neighborhood hall, and the availability of lower cost housing. Disadvantages include the single road access to the site, the age of the buildings and infrastructure, the steep topography on either side of the ridge, and the distance to schools.

[Section CP.087 added by Ordinance 11-07, 7-5-11]

CP.088. Emerald Heights Area Policies.

1. Refer to housing, public facilities, geologic hazards, forest resources, and transportation policies.
2. The multi-family residential character of Emerald Heights Area will be protected through the present zoning pattern. Additional residential development is encouraged in this area.

[Section CP.088 added by Ordinance 11-07, 7-5-11]

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CP.090. Tongue Point Area.

The Tongue Point Area extends from its tip in the Columbia River to the old US Department of Transportation Maritime Administration (MARAD) Basin area in the south, including the area northwest of Mill Creek. The Astoria Coast Guard Base, the Tongue Point Job Corps Center, several large hangars, eight finger piers and paved back-up land, Clatsop Community College Marine Environmental Research Training Station (MERTS), and the Army Corps of Engineers facility constitute the developed portions of Tongue Point. A prominent scenic wooded area, the water areas around the point, the marsh at the mouth of Mill Creek, and the old MARAD Basin are the major natural features.

The Oregon Division of State Lands obtained title to the southern five finger piers and 45 acres of uplands area at northern Tongue Point. This area was sold to a private development group and eventually to the Port of Astoria, and has been used for fish processing, storage, and Hollywood movie sound stage. The Federal government is also in the process of declaring the southern portion of tongue Point (land adjacent to the MARAD Basin) as surplus property. The Oregon Division of State Lands has also expressed an interest in obtaining title to this area. Tongue Point has been the subject of intensive discussions between the Port and State and Federal resource management agencies over the amount of development that should be permitted in the area. On June 30, 1981, a mediated agreement was reached by local government and State and Federal resource management agencies, covering the amount of estuarine alteration that may be undertaken in the Oregon portion of the CREST region. The agreement sets out the plan designations for Tongue Point and supporting policy language.

[Section CP.090 amended by Ordinance 81-16, 11-16-81; amended by Ordinance 11-07, 7-5-11]

CP.095 Tongue Point Area Policies.

1. The area of Tongue Point from the residences northeast to the tip will be designated natural, with a hiking trail around the periphery of the point. The Natural designation is intended to protect the tip of Tongue Point for its natural values, which include wildlife habitat, old growth timber, passive recreation opportunities, and the historic and scenic importance the point has for Astoria.
2. An area designated "Conservation" will be provided between the Natural area and the Development areas as a step-down zone.
3. The US Coast Guard station and a small area around it will be designated Development.
4. Development at Tongue Point will be in accordance with the Tongue Point Subarea Plan, Section CP.180.

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[Section CP.095.4 amended by Ordinance 91-22, 9-3-91]

5. The City has annexed all portions of Tongue Point Area except the Federally owned North Tongue Point area utilized by the US Coast Guard and Job Corps training facility. Annexation of this portion of Tongue Point should consider the need to provide sewer and other services to the area. As other Federal lands in the vicinity are transferred to local agencies, annexation should be considered for those areas as well.

[Section CP.095.5 amended by Ordinance 11-07, 7-5-11]

[Section CP.095 amended by Ordinance 81-16, 11-16-81]

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CP.100. Land Reserve Area.

The Land Reserve Area generally lies between Irving Avenue and the southern City limits line near Pipeline Road, and from 16th Street to the east City limits line near Emerald Heights area. The large undeveloped area in the south and eastern portions of the City consists of approximately 1,225 acres of Class I forestland. It is virtually all in public ownership, the City and State Forestry Department being the largest owners, with some large County-owned parcels. (Refer to the Forest Resources section of the Plan.) This area has been in the City limits for many years but is outside the Urban Growth Boundary. It has, and is considered to be, a future growth area. Although much of the land is inaccessible and unbuildable, some areas could be developed. The City is planning a sewer interceptor extension to the Williamsport area, which will promote development in that area. The area above Irving Street in Uppertown has some potential for future development. The Land Reserve Area also contains an extensive Urban Trail System that crosses multiple property ownerships including City, County, and State owned parcels.

This area was historically zoned Low Density Residential (R-1) and Medium Density Residential (R-2). It is not platted, and road access, such as it is, is via Williamsport and Pipeline Roads. Many streams and deep ravines drain the area.

Because of the effect of a 1980's Oregon Supreme Court decision (1000 Friends vs. LCDC), the Land Reserve Area was removed from the Urban Growth Boundary. Future development would require a Plan amendment altering the location of the Urban Growth Boundary, as well as a rezoning.

[Section CP.100 amended by Ordinance 81-16, 11-16-81; amended by Ordinance 82-08, 10-18-82; amended by Ordinance 11-07, 7-5-11]

CP.105. Land Reserve Area Policies.

1. Refer to policies on forest resources, geologic hazards, parks and recreation, public facilities, and housing.

[Section CP.105.1 amended by Ordinance 11-07, 7-5-11]

2. After inclusion in the Urban Growth Boundary by Plan amendment, development of areas within the Land Reserve Area must be on a large enough scale that adequate geologic hazards and engineering studies can be undertaken, and that adequate public facilities can be provided.

[Section CP.105.2 amended by Ordinance 82-08, 10-18-82]

3. Development in this area will be primarily residential, although small retail or service commercial activities to serve the residents may be permitted under the

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planned development section of the Development Code. Housing developments will incorporate a variety of housing types and costs, particularly where the land was publicly owned. Density will be determined on the basis of the capability of the land, as determined from geologic and engineering studies. Adequate amounts of usable open space must be provided within residential developments.

4. The City should investigate the management of the unbuildable portions of the land reserve with the State Forestry Department. Consideration must be given, however, to the potential conflicts between adjacent residential areas and forest management practices. Forestry activities will be carried out with the full knowledge of the surrounding residents.
5. The City will work closely with the Oregon Department of Forestry to determine which City-owned lands could be exchanged with the State in order to facilitate development, particularly in areas close to existing residences such as Williamsport or the east end of Irving Street.
6. The City's Urban Growth Boundary will not include the State Forest lands south of the present south City limits at this time. However, at such time that the US 30 Bypass is proposed, consideration should be given to inclusion of the route in the City limits, or the extension of the Urban Growth Boundary to include the route.
7. Public uses, hospital, and other health care facilities may be located in this area after inclusion in the Urban Growth Boundary.

[Section CP.105.7 added by Ordinance 11-07, 7-5-11]

URBAN GROWTH

CP.110. Background Summary.

Astoria has a population of 9,477 (2010 US Census). The total land area within the Urban Growth Boundary (UGB) is 3,474.2 acres with total land area of 4,450 acres including land outside the UGB. the following table indicates the total acres and parcels by zone as of March 2008.

Land Within the City Limits and UGB by Zoning District

Zone	Total Acres	Total Parcels
A1	130.85	9
A2	14.16	14
A3	367.18	56
AH-HC	5.17	9
AH-MP	13.18	91
C1	2.37	20
C2	18.52	38
C3	271.30	367
C4	27.72	165
CA	3.73	11
FA	6.31	12
GI	14.77	18
HC	7.57	15
HR	16.55	8
IN	413.09	106
LS	1.91	5
MH	12.35	22
R1	282.20	1,247
R2	597.57	2,021
R3	504.78	1,137
S1	148.83	26
S2	99.11	27
S2A	16.38	60
Unknown	502.72	56
SUBTOTAL UGB	3,478.32	5,540
LR	970.51	113
S2	0.30	1
Unknown	1.07	2
SUBTOTAL City	971.89	116
TOTAL	4,450.21	5,656

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Source: *The Benkendorf Associates Corp., 2007; Cogan Owens & Cogan, Buildable Lands Inventory, May 2008*

Note: *Unknown Zoning consists of primarily A* zones with some (less than 5%) S* zones. These parcels could not be classified because of the mismatches between the Parcels shape file from 2006 and zoning shape file from 2004.*

The estimated population for the entire UGB area in 2007 was 10,531 with a projected increase of 1,974 for a total estimated population of 12,506 by 2027. Assuming a household size of 2.26 persons per unit, the City will need to accommodate approximately 956 additional housing units by 2027.

The City's R-1, R-2, R-3, and AH-MP Zones all allow single-family residences. The City's R-3 and AH-MP Zones allow multi-family structures outright, and the R-2 Zone allows multi-family dwellings as a conditional use. There are 25.20 acres of undeveloped buildable land available for single-family residences (R-1 Zone). There are 120.67 acres of undeveloped buildable land that is available for multi-family housing as an outright use (R-3 and AH-MP Zones), and 74.99 acres available as a conditional use (R-2 Zone). These areas are considered committed to development. Overall, there is a projected deficit of 15.54 net acres of buildable land in the City to meet future housing needs to 2027.

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Inventory of Net Buildable Land by Zoning District

UGB Limits	Zone	Zone Code	Buildable Parcels	Gross Buildable Acres	Net Buildable Acres
	Commercial				
	Neighborhood Commercial	C1	2	0.19	0.14
	Tourist Commercial	C2	5	2.46	1.85
	General Commercial	C3	51	16.50	12.38
	Central Commercial	C4	1	0.17	0.13
	Local Service	LS	3	0.52	0.39
	Attached Housing/Mill Pond	AH-MP	3	3.36	2.52
	Total Commercial		65	23.20	17.40
	Industrial				
	General Industrial	GI	3	2.71	2.03
	Total Industrial		3	2.71	2.03
	Residential				
	Residential Low Density	R1	154	33.60	25.20
	Residential Medium Density	R2	308	99.98	74.99
	Residential High Density	R3	205	158.90	119.18
	Attached Housing/Health Care	AH-HC	0	0.00	0.00
	Attached Housing/Mill Pond	AH-MP	39	1.98	1.49
	Total Residential		706	294.46	220.86
	Other				
	Aquatic One Development	A1	0	0.00	0.00
	Aquatic Two Development	A2	1	0.52	0.39
	Aquatic Conservation	A3	0	0.00	0.00
	Marine Industrial Shorelands	S1	9	33.64	25.23
	General Development Shorelands	S2	12	8.50	6.38
	Tourist Oriented Shorelands	S2A	0	0.00	0.00
	Institutional	IN	3	6.25	4.69
	Education/Research/Health Care Campus	CA	0	0.00	0.00
	Family Activities	FA	0	0.00	0.00
	Health Care	HC	0	0.00	0.00
	Hospitality/Recreation	HR	2	0.95	0.71
	Maritime Heritage	MH	0	0.00	0.00
		Unknown	0	0.00	0.00
	Total Other		27	49.86	37.40
	TOTAL UGB		801	370.24	277.67

Source: Cogan Owens & Cogan (Buildable Lands Inventory, May 2008); and Wingard Planning and Development Services (Buildable Lands Inventory, July 2011)

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[CP.110, Table 1 amended by Ordinance 91-22, 9-3-91; amended by Ordinance 11-07, 7-5-11]

[Section CP.110, Table 2 amended by Ordinance 91-22, 9-3-91; deleted by Ordinance 11-07, 7-5-11]

There are two types of low and moderate income housing generally available: mobile homes and multi-family housing units. Less than 1% of Astoria's housing stock is presently in mobile homes. Many of these units may be displaced in the near future. Because of the topography of Astoria, it is unlikely that this percentage will increase. Thus, the burden for providing the housing needs of low and moderate (workforce) income families falls on multi-family housing. A comparison of the land required to meet multi-family needs (69.7 net acres) compared to the available land in the R-3 and AH-MP Zones (120.67 net acres), shows that sufficiently zoned land should be available. Even if the ratio of multi-family to single-family dwellings should increase substantially, there would still be adequate buildable land available for multi-family housing. However, as noted in the Buildable Lands Inventory dated April 2011, the majority of this land is in several, large, single ownership parcels. A possible UGB land swap may provide an opportunity for the City to exchange large parcels within the UGB for equivalent, alternative areas outside the UGB if areas within the current UGB are not practical for future development areas.

In 2008 through 2011, the City of Astoria conducted an Employment and Housing Related Buildable Lands Inventory (BLI)/Needs Assessment consistent with State laws and administrative rules. The purpose of this effort was to comply with State requirements and to ensure that Astoria has a sufficient supply of residential and employment land within its Urban Growth Boundary to meet the City's 20-year land demand.

The City worked collaboratively with the consultant and Department of Land Conservation and Development (DLCD) to update the City's Buildable Lands Inventory, Goal 9 (Economic Development) Analysis, Goal 10 (Housing) Analysis, and Comprehensive Plan policies related to the Goal 9, Goal 10 and Goal 11 (Public Facilities) elements. Much of the work reflected in these reports was conducted by The Benkendorf and Associates Corporation and Johnson-Gardner, LLC. Cogan Owens Cogan refined and expanded on that initial work. Wingard Planning and Development Services further refined the inventory of buildable residential land. The final BLI was presented to the City Council and adopted at their July 5, 2011 meeting.

[Section CP.110 amended by Ordinance 81-16, 11-16-81; amended by Ordinance 82-08, 10-18-82; amended by Ordinance 11-07, 7-5-11]

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CP.112. Issues of the 2008 Buildable Lands Inventory.

1. Buildable Lands Inventory.

The consultants conducted field checks to ensure a comprehensive inventory of vacant, partially vacant and potentially redevelopable lands, particularly commercial lands with the potential for redevelopment. They also identified a number of partially vacant parcels and one large residential parcel not previously included in the inventory.

2. Second Home Projections.

Based on discussions with City staff and members of the Astoria Planning Commission, the consultants assumed creation of approximately 640 second homes over the next 20 years. This is approximately equivalent to an increase from 3.4% of all housing units today to about 13% in 2027 and reflects a four-fold increase in the supply of second homes, compared to today. It is recommended that the City revisit this issue in the next five to ten years (after the 2010 US Census) as more data about second home development is available.

3. Overall Mix and Density of Housing.

The inventory assumed a mix and density for single-family attached and detached units that is generally consistent with recent building trends, changing demographic factors and physical development constraints. It also assumed that the relative percentage of attached and multi-family dwellings will increase in the future.

4. Location and Ownership of Buildable Land.

The majority of the identified buildable land is in several, large, single ownership parcels. Due to this, development of these parcels may not be feasible in the near future. A possible UGB land swap may provide an opportunity for the City to exchange large parcels within the UGB for equivalent, alternative areas outside the UGB if areas within the current UGB are not practical for future development areas.

5. Approaches to Addressing Future Buildable Residential Land Needs.

The inventory identified a variety of possible approaches to addressing future residential land needs.

[Section CP.112.1 to CP.112.5 added by Ordinance 11-07, 7-5-11]

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CP.113. Findings of the 2011 Buildable Lands Inventory.

1. Goal 9 Analysis.

A comparison of need and supply of industrial and other employment lands indicates an overall surplus of approximately 6.7 acres of employment land. While there is sufficient land for industrial uses, there is a deficit of land zoned for commercial and particularly retail use. However, a portion of the land identified as "Other" can accommodate specific commercial, industrial, and high-density residential development and help meet the need for additional commercial land.

An analysis of available commercial, industrial and institutional/other parcels reveals that a majority of the parcels (122 of 126 parcels) are relatively small in size – less than one acre for commercial parcels and less than five acres for industrial parcels. However, in a number of locations there are opportunities to assemble several small parcels to create medium or large parcels for commercial and industrial uses.

Estimated Net Land Surplus/(Deficit) by Zoning Designation, Astoria UGB, 2027

Growth Scenario	Type of Use	Commercial (Office/Retail)	Industrial/Other	Total
Medium	Land Need	38.2	11.5	49.7
	Land Supply	17.1	39.3	56.4
Surplus/(Deficit)	Surplus/(Deficit)	(21.1)	27.8	6.7

Source: Cogan Owens Cogan, Buildable Lands Inventory, May 2008

2. Goal 10 Analysis.

A comparison of residential land need and supply indicates an overall deficit of 15.54 acres of land. It also shows a deficit for land in the Low Density Residential (R-1) designation and a surplus in the Medium Density Residential (R-2), High Density Residential (R-3), and Attached Housing-Mill Pond (AH-MP) designations. It should be noted that a significant portion of the supply of land in the R-3 Zone is in the area surrounding and to the east of the Emerald Heights subdivision. Potential use of this land to meet housing needs is affected by a variety of factors including the following:

- a. Potential Access Issues. The area currently is served by only a single road. Topography will make construction of additional roads challenging.
- b. Topography. Much of the area is sloped, although land with slopes of 25% or more has already been subtracted from the Buildable Lands Inventory and a conservative estimate of average density has been used to account for these conditions to some degree.

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- c. Limited Number of Owners. The Emerald Heights area is under a single ownership as is a large parcel in the inventory to the east. This could represent an opportunity or constraint to future development, depending on the desires of the property owners. One parcel is under State and Federal ownership, which also could represent constraints on future development.

Estimated Net Land Surplus/(Deficit) by Zoning Designation, Astoria UGB, 2027

Type of Use	R1	R2	R3	AH-MP	Total
Land Need	115.4	51.2	67.0	2.7	236.4
Land Supply	25.20	74.99	119.18	1.49	220.86
Surplus/(Deficit)	(90.20)	23.79	52.18	(1.21)	(15.54)

Source: Buildable Lands Inventory, Cogan Owens Cogan, May 2008; and Wingard Planning & Development Services, April 2011

[Section CP.113.1 to CP.113.2 added by Ordinance 11-07, 7-5-11]

CP.115. Urban Growth Boundary Justification (Findings).

1. Astoria's topography presents many development limitations: most of the land is steep and the flat land that does exist (filled land at the base of the peninsula), is extensively developed; aside from the Port of Astoria, the largest industrial site consists of approximately five acres of dry buildable land. Although the City has adequate sewerage treatment capacity to accommodate industrial growth, the land constraints have discouraged new industrial activity.
2. Astoria is bounded on three sides by water, and on the fourth side by an extensive Land Reserve, most of which is in steep slopes.
3. *[CP.115.3 deleted by Ordinance 82-08, 10-18-82]*
4. Housing development costs in sloping areas are very high; lots in the last subdivision improved in the City in 1982 sold for \$19-\$20,000 each, while new subdivision lots in 2007 sold for approximately \$75,000 on South Place to \$105,000 at Mill Pond. Unlike nearby communities, there are no flat, easily developable lands that would be suitable for lower cost housing.

[Section CP.115.4 amended by Ordinance 11-07, 7-5-11]

5. Astoria currently provides water service to several areas outside the City limits, including Tongue Point, John Day, Willowdale, and Fern Hill. Sewer service is provided to the Coast Guard Base at Tongue Point.

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6. The sewerage treatment system at Emerald Heights and Tongue Point is in poor condition, and it is anticipated that the area will connect to the City's system in the near future. It is the City's position that annexation would be required from this to occur.
7. Tongue Point and the MARAD Basin to the South are the site of primarily water-dependent uses planned by the Oregon Division of State Lands. The City is interested in providing sanitary sewer service to this development upon annexation.

[CP.115.7 amended by Ordinance 91-22, 9-3-91]

8. In order to attract a variety of potential employers, diversify the local economy, and respond to changing economic circumstances, Astoria needs a variety of vacant, available, and serviceable locations suitable to meet the requirements of water-dependent as well as non-water-dependent industrial, commercial, recreational, and institutional uses. Designated sites should offer a variety of parcel sizes and other site characteristics.

[CP.115.8 amended by Ordinance 91-22, 9-3-91]

CP.120. General Urban Policies.

1. The purpose of the following policies is to regulate land within the Astoria Urban Growth Boundary, but outside the City limits. The policies are to be adopted and mutually adopted by the City and County through each of their comprehensive plans. In 1988 and 1992, the City annexed all areas within the UGB except the Federally owned land at North Tongue Point including the US Coast Guard station and Job Corps Center.

[Section CP.120.1 amended by Ordinance 11-07, 7-5-11]

2. The City or County will notify each other within five (5) working days of receipt of an application for development within the Urban Growth Boundary outside the City limits. Developments will include subdivision, planned developments, multi-user industrial or commercial siting, extensions of public facilities, annexations or other activities which have an impact on the future growth of the City. The City Planning Commission will be involved in reviewing activities which have an impact on the future of the City, including zoning of lands within the Urban Growth Boundary.
3. All activities will be in conformance with the City and County comprehensive plans, and implementing ordinances. Density of development within the Urban Growth Boundary will be based on the capacity of the land in terms of slope or landslide hazard, and availability of services such as water, sewer, and fire protection.

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4. Adequate sanitary facilities and water capacity, including fire flow requirements, must be available prior to the approval of all proposed developments, including subdivisions at their projected densities, both inside the City limits and Urban Growth Boundary.
5. The costs of extending water or sewer service, improving roads, or upgrading other public services necessary to serve proposed development will be the responsibility of the developer or person initiating the action. Improvement charges for City water and sewer extensions will be established by the Astoria City Council. Additional charges for system improvements may be included in extension charges for the purpose of long-range upgrading of public facilities.
6. Full City services (water, sewer, police, street maintenance) will be provided only to those developments which annex to the City. Septic tanks or individual (private) water systems will be permitted only where the property owners agrees to support the formation of an improvement district at such time that the density level of the area makes such formation financially feasible. Limited extension of City services may be permitted within the Urban Growth Boundary so long as it conforms with the City's public facilities plan. Developments which include plans for individual utility systems will be carefully reviewed by the planning commission or City Council prior to approval by the County. It will be the policy of the City and County to discourage the formation of new service districts outside the Urban Growth Boundary, and to encourage efficient urban development inside urban growth boundaries where urban development can be authorized. Enlargement of City water lines outside the Urban Growth Boundary in order to facilitate additional growth will not be permitted.

[Section CP.115.6 amended by Ordinance 11-07, 7-5-11]

7. Subdivision design standards, density requirements, and other planning regulations will be mutually agreed to by the City and County. Developments requiring full City services will annex prior to subdivision or development, and will fall under the planning standards of the City. Developments which propose the connection to the City sewer, water, or streets will be referred to the City for annexation procedures prior to review by the County.
8. Annexations or changes in the Urban Growth Boundary will be done only with the mutual findings by the City and County that the following factors are considered:
 - a. There is a demonstrated need to accommodate long-term growth;
 - b. There is a need for one or more of the following: housing, employment opportunities or livability that the change would accommodate;
 - c. The change would provide an orderly and economic extension of public facilities;

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- d. The change would constitute or allow for efficient land use and utility patterns;
 - e. Environmental, energy, economic and social sequences are considered;
 - f. Resource areas, including agricultural and forest lands and wetlands, are protected.
9. Notwithstanding the purposes of these policies, as stated in CP.120.1 above, the conversion of undeveloped land to urban uses within the City limits will be done only with findings by the City that the factors in CP.120.8 above are considered.

[CP.120.9 amended by Ordinance 81-16, 11-16-81; amended by Ordinance 11-07, 7-5-11]

CP.125. Specific Urban Growth Policies.

1. It is the policy of the City that the route of the US 30 Bypass should be within the Urban Growth Boundary, and ultimately within the City limits. At such time that the route is designed, the City, County, and State will formally discuss its inclusion in the City and the development potential of lands along the route.
2. Tongue Point and adjacent land and water use areas are included in the boundary for future water-dependent development. In order to provide sewer service to this area, annexation must take place.
3. The City constructed a major sewer extension to Williamsport in the southern portion of the City in 1987, and this is considered to be a future growth area for the community. As development pressures continue to occur south along Highway 202, including the new residential development at the old Navy Hospital site, the City will consider the extension of the boundary and services to these areas. The County and the City will cooperate to discourage the formation of new service districts generally when extension of City services is shown to be more cost effective.

[Section CP.125.3 amended by Ordinance 11-07, 7-5-11]

4. The Miles Crossing-Jeffers Garden area, the John Day valley and a portion of the State Forest lands south of the present City limits were included originally in the City's Urban Growth Boundary. These areas were subsequently deleted because of objections of residents, the property owners and the State Department of Forestry. It is the position of the City that at such time development is proposed in these areas which would require urban services, the County should investigate the costs of extension of City services versus the formation of special districts at such time that increased services are proposed.

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5. Agricultural lands (EFU zones) are not to be designated for development within any of the urban growth areas. Zoning designations of the County (as agreed to by the City) will be done to implement this policy.
6. Although the Urban Growth Boundary includes large amounts of aquatic areas, fill or other intensive development will only be permitted in those areas designated development, and to a very limited degree in conservation areas. The use of channels as boundary lines is considered descriptive only.

[CP.125.6 amended by Ordinance 79-17, 12-3-79]

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 Sante 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.

[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]

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?

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[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 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]

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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.
5. Provide a supportive environment for new business.
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]

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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.

[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:

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]

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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. Maintain areas of the City in order to provide sufficient land for water dependent as well as non-water dependent industries.

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

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

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]

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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]

[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.205 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.

[CP.205.1 to CP.205.2 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 ready properties.

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

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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.
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

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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.

1. The City should reevaluate its Plan and zoning designation for its waterfront in light of the decline of the fishing industry. The reevaluation should focus on the waterfront's potential for tourist oriented development. Plan policies and implementing measures should be developed to encourage and promote tourist oriented development of the waterfront. Possible rezonings should include the A-1 area between 6th and 10th Streets, and in the vicinity of the former Samuel Elmore Cannery between Columbia Avenue and 1st Street.
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]*

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

HOUSING ELEMENT

CP.215. Issues and Conclusions.

1. Vacancy Rates.

Astoria's housing vacancy rates are at an extremely low level. Real estate agents and others with insight into local housing conditions cite the following factors as at least partially causing the lack of housing starts in the 1980's and resulting "tight housing market":

- a. Economic trends and governmental policies on national, regional, and local levels.
- b. The high cost of land and construction relative to market values for both sales and rentals.

Other factors contributing to the low vacancy rate include a shift in household size, resulting in more single-person and single-parent households; the conversion of older houses occupied by several persons or families into single-family housing; an upswing in the economy and modest population growth; the demolition of deteriorating rental housing; and a succession of "boom bust" employers.

Smaller households, older households, and higher housing costs are expanding markets for "alternative housing types" and reducing the demand for traditional large-lot, single-family development. Housing types which will see greater demand include smaller-lot, single-family developments, manufactured housing, clustered single-family housing, two-family housing, condominiums, and zero-lot line houses. Some of these trends are already evident in the form of development and development proposals in Astoria such as the Mill Pond residential development.

North coast trends in second homes and short term rentals reached an average of 20.5% in 2007 with a State average of 2.5%. Astoria was well below this with 1.9%; however, this number is expected to increase over the next 20 years. Housing stock needed to accommodate this trend could change the amount of residentially zoned land needed to accommodate growth through 2027. The Buildable Lands Inventory dated April 2011 addresses this issue in depth and recommends that the City review and revise the assumptions made in the Inventory after the 2010 US Census results are finalized.

[CP.215.1 amended by Ordinance 11-07, 7-5-11]

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2. Demolition Versus Rehabilitation.

Approximately 75% of Astoria's housing stock was built prior to 1959, according to the 2000 US Census of Population. Many of these dwellings have been restored; however, there is still a substantial number that are in disrepair. In the past, the City conducted a demolition program to remove dangerous and dilapidated buildings. Several buildings were renovated because of the threat of demolition, which would probably have been allowed to deteriorate otherwise. In the 1980's and 1990's, the Public Works Department managed the demolition program which was ultimately suspended. In July 1994, the City of Astoria, Community Development Department, assumed the administration and enforcement of the building inspection program for property within the City limits of Astoria, excluding the electrical permits program. The City has continued with the program since that date. Management of the dangerous buildings/demolition program is conducted through the building inspection program. In 2011, the City adopted a Property Maintenance/Derelict Building Code to address the problem.

[CP.215.2 amended by Ordinance 11-07, 7-5-11]

3. Rehabilitation Program.

A housing rehabilitation program is needed to provide low and moderate income homeowners and landlords with funds to renovate older structures. Grant funds are available through the Oregon Economic and Community Development Department for rehabilitation of low and moderate income units. The City has established a revolving loan fund which continues to provide low cost monies to low income property owners in targeted areas, such as historic districts, or areas with a high incidence of older housing.

[CP.215.3 amended by Ordinance 11-07, 7-5-11]

4. Housing for the Elderly.

As Astoria's elderly population grows, it is likely that additional housing designed for older people will be needed. This includes subsidized apartment projects, such as the John Jacob Astor Apartments (342 14th Street), Owens-Adair Apartments (1508 Exchange Street), Astoria Gateway Apartments (2775 Steam Whistle Way), and Meriwether Village (101 Madison Avenue) projects, small residential care facilities throughout the community, and larger congregate care housing projects. The Northwest Oregon Housing Authority is the agency designated to provide HUD Section 8 subsidies and administer other housing support programs. However, other organizations, including the Clatsop County Housing Authority, the Clatsop Community Action Agency, and for-profit corporations, have been involved in providing low cost housing in Clatsop County. Astoria's topography makes development of housing for the elderly difficult, because of the need for stairs and elevators. It is likely that elderly housing development will be concentrated in proximity to the downtown area

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where services are available within walking distance, and where the terrain is relatively flat.

[CP.215.4 amended by Ordinance 11-07, 7-5-11]

5. Low and Moderate Income Housing.

Because of the large number of older buildings in Astoria, there is great potential for reuse of existing structures for housing. The John Jacob Astor Apartments and Owens-Adair Apartments projects are both examples of successful renovations. The City could encourage this trend by working with developers, applying for grant funds, and looking for ways of fostering both historic preservation and provision of low cost housing. Organizations, including the Clatsop County Housing Authority, the Clatsop Community Action Agency, Northwest Oregon Housing Authority, for-profit corporations, and other local and regional non-profit groups and public agencies have been involved in providing low cost housing in Clatsop County. County-wide efforts are being made to address the need for workforce housing on the entire North coast.

[CP.215.5 amended by Ordinance 11-07, 7-5-11]

6. Manufactured Housing.

The City is required by ORS 197.202 to plan for manufactured homes on individual lots in areas planned and zoned for single-family use. The City has allowed manufactured dwellings in all residential neighborhoods under certain criteria.

[CP.215.6 amended by Ordinance 11-07, 7-5-11]

7. Deficit of Residential Buildable Lands.

The Buildable Lands Inventory completed in April 2011 identified a deficit of 15.54 net acres of residential buildable lands. In order to address this deficit, OAR 660-24-0050 requires that the City amend the Plan to satisfy the need deficiency, either by increasing the development capacity of land already inside the boundary or by expanding the UGB, or both.

[CP.215.7 added by Ordinance 11-07, 7-5-11]

[Section CP.215 deleted and amended by Ordinance 91-12, 6-17-91]

CP.218. Housing Goals.

1. Provide opportunities for development of a wide variety of housing types and price ranges within the Urban Growth Boundary.

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2. Maintain and rehabilitate the community's existing housing stock.
3. Develop housing efficiently to minimize environmental impacts and provide public services in a cost effective manner.

[CP.218.1 to CP.218.3 added by Ordinance 11-07, 7-5-11]

CP.220. Housing Policies.

1. Maintain attractive and livable residential neighborhoods, for all types of housing.

[CP.220.1 amended by Ordinance 11-07, 7-5-11]

2. Provide residential areas with services and facilities necessary for safe, healthful, and convenient urban living.

[CP.220.2 amended by Ordinance 11-07, 7-5-11]

3. Develop residential areas in ways which are consistent with the geographic features so as not to create or trigger geologic hazards. New subdivisions or housing developments should cause minimal earth disturbances and removal of trees.

[CP.220.3 amended by Ordinance 11-07, 7-5-11]

4. Encourage planned unit and clustered developments that preserve open space, reduce infrastructure and construction costs, and promote variety in neighborhoods.

[CP.220.4 amended by Ordinance 11-07, 7-5-11]

5. Encourage low and moderate income housing throughout the City, not concentrated in one area.

[CP.220.5 amended by Ordinance 11-07, 7-5-11]

6. Protect neighborhoods from incompatible uses, including large scale commercial, industrial, and public uses or activities.

[CP.220.6 amended by Ordinance 11-07, 7-5-11]

7. Permit home occupations which generate minimal impacts as an outright use in most cases.

[CP.220.7 amended by Ordinance 11-07, 7-5-11]

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8. Protect Astoria's historic neighborhoods as significant assets of the City through the Historic Preservation Ordinance, and other City actions that protect individual structures and neighborhoods. Wherever possible, renovate existing structures in lieu of demolition or new construction.

[CP.220.8 amended by Ordinance 11-07, 7-5-11]

9. Protect buildings recognized by the Historic Landmarks Commission as having historic significance. Balance this goal with the City's ability and authority to demolish dangerous buildings through its nuisance abatement ordinance.

[CP.220.9 amended by Ordinance 11-07, 7-5-11]

10. *[Section CP.220.10 deleted by Ordinance 11-07, 7-5-11]*

11. Support the efforts of the Northwest Oregon Housing Authority (NOHA), Clatsop County Housing Authority, Clatsop Community Action, and other local and regional nonprofit groups and public agencies to provide housing opportunities for low and moderate income persons in the community, and for special needs groups such as the elderly and handicapped.

[CP.220.11 amended by Ordinance 11-07, 7-5-11]

12. Encourage the development of the elderly and handicapped housing in the Downtown area, where the terrain is level and services are available within walking distance. Encourage renovation of the second floors of commercial buildings in the Downtown.

[CP.220.12 amended by Ordinance 11-07, 7-5-11]

13. In accordance with State law, make special efforts to find areas for manufactured dwellings, possibly through the sale of publicly owned land.

[CP.220.13 amended by Ordinance 11-07, 7-5-11]

14. Nonresidential uses, such as public works, churches, schools and fire stations should recognize and respect the character and quality of the area in which they are located and be so designed. Explore alternative sites when such a use places a significant impact on the area.

[CP.220.14 amended by Ordinance 11-07, 7-5-11]

15. Ensure that multi-family developments in primarily single-family neighborhoods are designed to be compatible with the surrounding neighborhood, in terms of scale, bulk, use of materials and landscaping.

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[CP.220.15 amended by Ordinance 11-07, 7-5-11]

16. Place public utilities such as power, cable TV, and telephone underground in new housing developments. Design above ground facilities such as transformer yards, sewer pumping stations and similar activities to blend in with the residential areas in which they are located.

[CP.220.16 amended by Ordinance 11-07, 7-5-11]

17. *[Section CP.220.17 amended by Ordinance 98-04, 5-4-98; deleted by Ordinance 11-07, 7-5-11]*

18. Zone adequate land to meet identified future housing needs for a broad range of housing types, including single-family attached and detached homes, manufactured homes, two-family dwellings, and multi-family dwellings.

[CP.220.18 added by Ordinance 11-07, 7-5-11]

19. Encourage the use of sustainable development and building materials including use of energy efficient materials and design principles.

[CP.220.19 added by Ordinance 11-07, 7-5-11]

20. Allow for, encourage, and support the development of housing units in conjunction with commercial development (e.g. housing located above commercial uses) to provide diversity and security in commercial areas and a range of housing options.

[CP.220.20 added by Ordinance 11-07, 7-5-11]

21. Regularly update the City's inventory of buildable land (ideally every five years) and use it to both identify housing development opportunities and assess the ability to meet future housing needs. If growth is occurring at a different rate than previously predicted, work with the County to update the County's coordinated population forecast and the City's housing needs analysis.

[CP.220.21 added by Ordinance 11-07, 7-5-11]

22. Implement strategies to reduce over-dependence or reliance on a small number of lots or landowners to meet the majority of the City's residential land needs.

[CP.220.22 added by Ordinance 11-07, 7-5-11]

[Section CP.220 deleted and amended by Ordinance 91-12, 6-17-91]

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CP.223. Housing Tools and Actions.

1. The City should apply for Community Development Block Grant funds to continue the housing renovation program for low and moderate income households, both for homeowners and renters. A portion of these funds could be targeted toward historic districts.
2. Work with the Farmers Home Administration (FmHA) or an interested developer to identify funding and location for manufactured home development.
3. After the 2010 US Census data is complete, and periodically thereafter, review and revise assumptions made in the housing needs analysis and resulting projections based on updated data.
4. Explore opportunities to exchange large parcels within the UGB for equivalent, alternative areas outside the UGB if areas within the current UGB are not practical future development areas.
5. Revise zoning requirements to accommodate a variety of housing types as identified in the City's Housing Needs Analysis.
6. Explore and provide information about opportunities to consolidate buildable land where it will promote more efficient development.
7. Work with the development community to ensure creation of new housing that meets identified future needs through the policies and strategies identified in this Plan.
8. Monitor public facility capacity to ensure that proposed new residential developments can be adequately served by water, sewer, transportation, drainage and other public facilities and services, including police, fire and parks.
9. Update the City's Development Code to expand provisions for accessory dwelling units.
10. Consider waiving or deferring City fees such as development fees or system development charges for affordable housing projects that meet defined criteria and result in permanently affordable housing.
11. Support mechanisms and organizations that help reduce the cost of or leverage other monies to develop affordable housing such as community land trusts, housing trust funds or similar entities.
12. Consider the use of density bonuses or other incentives to encourage the development of affordable housing, consistent with other housing and community goals.

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13. Work with other public agencies and/or other organizations to provide or assist in paying for technical assistance for housing projects targeted to households with low or moderate incomes developed by nonprofit organizations.
14. Work with State and Federal agencies, County and local government, as well as other organizations to acquire and bank vacant or underutilized properties, including urban reserve lands, for the future development of housing affordable to households with low and very low incomes.
15. Consider adopting an ordinance requiring replacement of affordable housing in conjunction with closure of manufactured home parks.
16. Negotiate agreements to develop housing affordable to residents with low or moderate incomes on lands to be annexed.
17. Advocate for National and State funding from the National Housing Trust Fund, Oregon Housing Trust Fund, and Lenders Tax Credit.
18. Work proactively with owners of large vacant or underutilized properties to identify opportunities and develop plans to meet future housing needs, including provisions for ensuring a mix of housing types and price ranges in these areas.
19. Conduct sub-area, neighborhood or specific area planning processes to identify opportunities to meet future housing needs.

[CP.223.1 to CP.223.19 added by Ordinance 11-07, 7-5-11]

CP.225. Housing Implementation Recommendations.

1. Building Inspection/Code Enforcement.

The City has contracted with an independent firm to act as the City's Building Official. The City should have a Building official who could serve as both the Building Official and the Code Enforcement Officer. This person could be responsible for the enforcement of all building related City Ordinances, including a housing code, a dangerous buildings ordinance, nuisance ordinance, and certain aspects of the Development Code, such as signs and flood hazards. A Building official could also administer the Property Maintenance/Derelict Building program, and any City-sponsored rehabilitation or receivership programs.

In 2011, the City hired a full-time employee as Building Official to administer the programs as noted above.

[CP.225.1 amended by Ordinance 11-07, 7-5-11]

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2. Housing Rehabilitation Program.

The City should apply for housing rehabilitation funds from the State of Oregon Community Development block Grant Program, in order to continue the revolving loan fund for low and moderate income homeowners whose structures are in need of repair. These loans are typically \$10,000 to \$12,500, with no interest, and are made available to low and moderate income home owners. This revolving loan fund could be administered by the City or could be contracted to another agency, or a private lending institution. Currently in 2011, the City contracts with Community Action Team to administer the program. These programs sometimes are designed to provide low cost rehabilitation funds to rental properties. An agreement must be signed by the rental property owner that would commit them to maintaining rents at an affordable level for low and moderate income renters for a certain period of time. The State provides funding for administration of the program.

[CP.225.2 amended by Ordinance 11-07, 7-5-11]

3. Historic Properties Rehabilitation Program.

The City should establish a revolving loan fund for historic properties which would provide low cost funds for the restoration of the exterior of historic properties, possibly using a portion of the revolving loan fund. This could be available for both residential and commercial properties in historic districts and for individually designated historic structures. Funds for this program could possibly come from the State Historic Preservation Office, under its Certified Local Government program, foundations, or local lending institutions. The Oregon Downtown Development Association has provided assistance to some cities for similar programs in downtown areas. This type of program should involve the Astoria Downtown Development Association. One focus of a downtown program could be to renovate the unused second floors of commercial buildings for residential units. A substantial amount of second floor space in the downtown is currently unused. The State has a Rental Rehabilitation Program which could fund renovation of this space for low and moderate cost housing. If subsidies were targeted to this area, building owners could be convinced to invest in renovation and restoration. This would be particularly beneficial if the downtown area receives Historic District status.

4. South Slope Housing Development Program.

The City should plan and develop City-owned property in the south slope area. This should be done with substantial thought given to the density, type, and mixture of housing, including the possibility of multi-family and mobile home development. The infrastructure could be installed through the use of a Local Improvement District (LID) or a loan from the Farmer's Home Administration (FmHA). Alternatively, the City could contract with a development firm, who would be responsible for the planning and development based on City

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specifications. Any development in the area should be carried out with respect for the terrain, and should provide substantial amounts of open space. A complete geologic analysis should be done prior to planning and development.

[Section CP.225 deleted and amended by Ordinance 91-12, 6-17-91]

CP.230. Conclusion.

In summary, Astoria is in a position to undertake a comprehensive housing program with the steps outlined above. However, it will require a coordinating staff person and the cooperation of the Public Works/Engineering, Community Development, and Finance Departments. The Historic landmarks Commission should also take an active role in the program. If adopted, the City should form a working group composed of staff members of each affected department to coordinate the program. Administration of a new housing program could be effectively coordinated by the group.

[Section CP.230 deleted and amended by Ordinance 91-12, 6-17-91; amended by Ordinance 11-07, 7-5-11]

PUBLIC FACILITIES ELEMENT

SEWER AND WATER SYSTEMS

CP.280. *[CP.280 deleted by Ordinance 91-13, 6-17-91]*

CP.285. *[CP.285 deleted by Ordinance 91-13, 6-17-91]*

CP.290. Water System Goal and Policies.

Goal:

To maintain a water system that meets the needs of the existing community and provides for reasonable future growth in the most economical manner.

[CP.290 amended by Ordinance 11-07, 7-5-11]

Policies:

1. Increase water rates as needed to fund system maintenance and upgrades independent of regular annual ad valorem taxes.

[CP.290.1 amended by Ordinance 11-07, 7-5-11]

2. Prioritize the extension of the water system within the UGB based on cost, efficiency, available resources, or other factors. Ensure that the full costs of water system extensions are borne by those requiring or benefiting from the extension, including equitable costs of future system improvements. Assessments of property along or in the vicinity of the proposed extension should only be levied where there is a demonstrable benefit conferred on the property.

[CP.290.2 amended and renumbered by Ordinance 11-07, 7-5-11]

3. Evaluate new industries or proposed developments requiring large quantities of water to determine their impacts on the City's water capacity. Ensure sufficient water capacity during peak demand periods, including that necessary for fire flow needs, prior to approval.

[CP.290.3 amended and renumbered by Ordinance 11-07, 7-5-11]

4. Provide future water main extensions to areas within or contiguous to developed areas.

[CP.290.4 amended and renumbered by Ordinance 11-07, 7-5-11]

City of Astoria
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5. Require that water lines and fire hydrants in new developments be adequately sized or located to serve projected needs in, and in the vicinity of, the proposed development. Where appropriate, the City may agree to share the costs of the extension where it serves the overall development pattern of the area.

[CP.290.5 amended and renumbered by Ordinance 11-07, 7-5-11]

6. Provide a high quality of water to the best of the City's economic ability.

[CP.290.6 amended and renumbered by Ordinance 11-07, 7-5-11]

7. Support development that is compatible with the City's ability to provide adequate public facilities and services.

[CP.290.7 added by Ordinance 11-07, 7-5-11]

8. *[CP.290.12 deleted by Ordinance 91-13, 6-17-91; renumbered by Ordinance 11-07, 7-5-11]*

CP.292. Water System Actions.

1. Periodically revise the water rate structure to maintain excess water system capacity capable of accommodating future growth and promote conservation. The rate revision should take into account the need of large water users, but the cost of water must be equitably distributed along residential, commercial, and industrial users.

[CP.292.1 amended and renumbered by Ordinance 11-07, 7-5-11]

2. Develop a water conservation program in recognition of limited excess water capacity. Consider the industrial rate structure and the irrigation program at a minimum.

[CP.292.2 amended and renumbered by Ordinance 11-07, 7-5-11]

3. Convene an ad hoc citizens' committee to design and recommend a water conservation program to the City Council.

[CP.292.3 added by Ordinance 11-07, 7-5-11]

4. Periodically revise the costs of connecting to the City's water system (water hookup charges) to reflect the City's costs of providing services. Strive to appropriate surplus funds from water revenues to capital improvement projects.

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[CP.292.4 amended by Ordinance 11-07, 7-5-11]

5. Adopt a capital improvements program for the water system and update it annually. Outline objectives for annual improvements of the system and tie them to budget line items. At such time, evaluate the water system's cash flow and make rate adjustments to fund system maintenance and upgrades.

[CP.292.5 amended by Ordinance 11-07, 7-5-11]

6. Project housing developments to their maximum densities when estimating future demand and impact on the City's water capacity.

[CP.292.6 added by Ordinance 11-07, 7-5-11]

7. Continue to pursue Federal or State grants for the improvement of the water system from various agencies.

[CP.292.7 amended and renumbered by Ordinance 11-07, 7-5-11]

8. Periodically update the Water Master Plan to ensure the adequate provision of water services for the next 20 years.

[CP.292.8 added by Ordinance 11-07, 7-5-11]

CP.295. Sewer System Goal and Policies.

Goal:

To maintain a sewer system that meets the needs of the existing community and provides for reasonable future growth in the most economical manner.

[CP.295 amended by Ordinance 11-07, 7-5-11]

Policies:

1. Increase sewer rates (in conjunction with water rates) to fund system maintenance and upgrades independent of regular annual ad valorem taxes.

[CP.295.1 amended by Ordinance 11-07, 7-5-11]

2. Ensure that the full costs of sewer system extensions will be borne by those requiring or benefiting from the extensions. Assessments of property along new extensions must be based on the benefit conferred to that property. Assessment policies will recognize the resource value of forest lands, farmlands, and wetlands.

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[CP.295.2 amended and renumbered by Ordinance 11-07, 7-5-11]

3. Evaluate new industry or proposed developments which have large sewage disposal requirements to determine their impact on the City's treatment capacity, and the collection system in the area. Demand on collection line and treatment plant capacity should take into account the impact on future growth in the area.

[CP.295.3 amended and renumbered by Ordinance 11-07, 7-5-11]

4. Maintain a capital improvements program for the sewer system.

[CP.295.4 amended and renumbered by Ordinance 11-07, 7-5-11]

5. Require that sewer lines be adequately sized to serve projected needs in, and in the vicinity of, proposed developments. The City may agree to share the costs of larger extensions where it serves the overall development pattern of the area.

[CP.295.5 amended and renumbered by Ordinance 11-07, 7-5-11]

6. *[CP.295.6 deleted by Ordinance 11-07, 7-5-11]*

7. Maintain a treatment system that meets State and Federal wastewater discharge standards.

[CP.295.7 amended and renumbered by Ordinance 11-07, 7-5-11]

[CP.295.7 deleted by Ordinance 11-07, 7-5-11]

CP.296. Sewer System Actions.

1. Periodically revise the costs of connection to the City's sewer system (hookup charges) to reflect the costs of providing service to new customers. Distribute the cost equitably among domestic, commercial, and industrial customers based on their use of the system.

[CP.296.1 amended and renumbered by Ordinance 11-07, 7-5-11]

2. Project housing developments to their maximum densities when estimating future demand and impact on the City's sewer capacity.

[CP.296.2 added by Ordinance 11-07, 7-5-11]

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3. Adopt a capital improvement program for the sewer system and update it annually. Outline objectives for annual improvements of the system and tie them to budget line items. At such time, evaluate the sewer system's cash flow and make rate adjustments to fund system maintenance and upgrades.

[CP.296.2 added by Ordinance 11-07, 7-5-11]

[CP.296 Tables deleted by Ordinance 11-07, 7-5-11]

CP.297. Stormwater Drainage System Goal and Policies.

Goal:

To maintain a storm drainage system that can meet the needs of the existing community and provides for reasonable future growth in the most economical manner.

[CP.297 added by Ordinance 11-07, 7-5-11]

Policies:

1. Ensure that the full costs of stormwater drainage system extensions will be borne by those requiring or benefiting from the extensions. Assessments of property along new extensions must be based on the benefit conferred to that property. Assessment policies will recognize the resource value of forest lands, farmlands and wetlands.
2. Carefully evaluate new industry or proposed developments which have large stormwater disposal requirements to determine their impact on the City's treatment capacity, and the collection system in the area.
3. Future major stormwater drainage system extensions will be aimed at the infilling of vacant lands within the City.
4. Require that stormwater drainage pipes be adequately sized to serve projected needs in, and in the vicinity of, proposed developments. The City may agree to share the costs of larger extensions where it serves the overall development pattern of the area.
5. Maintain a treatment system that meets State and Federal stormwater standards.
6. Support development that is compatible with the City's ability to provide adequate public facilities and services.
7. Prioritize the extension of the storm drainage system within the UGB based on cost, efficiency, available resources or other factors.

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8. Take steps to minimize adverse impacts from construction site erosion and other sources of erosion and sedimentation in natural drainage ways and stormwater drainage facilities.

[CP.297.1 to CP.297.8 added by Ordinance 11-07, 7-5-11]

CP.298. Stormwater Drainage System Actions.

1. Continue to pursue Federal or State grants for the improvement of the stormwater drainage system from various agencies.
2. Create and/or periodically update the Stormwater Drainage System Management Plan to ensure the adequate provision of stormwater services for the next 20 years.

[CP.298.1 to CP.298.2 added by Ordinance 11-07, 7-5-11]

FIRE AND POLICE PROTECTION

CP.300. *[CP.300 deleted by Ordinance 91-13, 6-17-91]*

CP.305. *[CP.305 deleted by Ordinance 91-13, 6-17-91]*

CP.310. Fire and Police Protection Policies.

1. The City will work toward the maintenance of an Insurance Services Organization (ISO) Public Protection Classification of a rating of 5 or better through continued improvements in the fire training program, fire prevention program, increased staffing through the firefighter volunteer and intern programs, and improvements to the City's water system.

[CP.310.1 amended by Ordinance 11-07, 7-5-11]

2. Location of the City's next fire station should be on the crest of the hill or on the south side in order to provide better protection to those areas.
3. Major new developments locating on the waterfront should be carefully evaluated in terms of the adequacy of fire protection; plans for such developments must be submitted to the Fire Chief and the State Fire Marshall for their approval.
4. New uses on the waterfront, such as reuse of the grain elevator or installation of new shrimp processing machines, must be evaluated by the Fire Chief and the State Fire Marshall to determine their impact on fire protection strategies and fire flow requirements in the area.
5. Prior to annexation of Tongue Point and other Port areas, the City should determine the costs of providing additional fire and police services, and weigh them against the tax revenues or in-lieu-of-tax revenue. Benefits accruing to the City from such operations must be equitable in terms of all City services. The Port will be encouraged to provide fire protection funds for waterfront operations.

[CP.310.5 amended by Ordinance 11-07, 7-5-11]

6. The City should investigate Federal funding sources to offset the impacts of expanded Coast Guard operations in Astoria, particularly if additional housing growth in the east side necessitates additional fire and police protection. It should be noted that fire and police protection, unlike other City services, does not rely on user fees or hookup charges for support.

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SOLID WASTE, SCHOOLS, COMMUNICATIONS, AND HEALTH SYSTEMS

CP.315. *[CP.315 deleted by Ordinance 91-13, 6-17-91]*

CP.320. *[CP.320 deleted by Ordinance 91-13, 6-17-91]*

CP.325. Solid Waste Goal and Policies.

Goal:

Reduce solid waste in the community.

[CP.325 amended by Ordinance 11-07, 7-5-11]

Policies:

1. The City will continue to support the curbside recycling program operated by a private contractor throughout the City.

[CP.325.1 amended by Ordinance 91-13, 6-17-91]

[CP.325.2 to CP.325.5 deleted by Ordinance 91-13, 6-17-91]

CP.326. Health Systems Goal and Policies.

Goal:

Ensure the City has adequate health care facilities and services.

[CP.326 added by Ordinance 11-07, 7-5-11]

Policies:

1. The City will work pro-actively with hospital and other health care facilities to ensure that comprehensive health care facility planning is included within the future land need assessment in order to provide for future healthcare needs for Astoria.
2. If detailed analysis indicates that insufficient land is available to accommodate needed facilities within the Urban Growth Boundary (UGB) for the 20 year planning period, the City will assist hospital and other health care facilities in identifying suitable sites for needed facilities adjacent to the Astoria UGB. This review must be consistent with Statewide Planning Goals 11 and 14.

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3. If detailed hospital and other health care facilities planning goes beyond the 20 year planning horizon, land corresponding to the additional land need calculations can be added to the UGB at a future time when it can be justified.

[CP.326.1 to CP.326.3 added by Ordinance 11-07, 7-5-11]

CP.327. Schools Goal and Policies.

Goal:

Ensure the City has adequate school facilities and services.

[CP.327 added by Ordinance 11-07, 7-5-11]

Policies:

1. The City will work pro-actively with the school facilities and services to ensure that comprehensive educational facility planning is included within the future land need assessment in order to provide for future educational needs for Astoria.
2. If detailed analysis indicates that insufficient land is available to accommodate needed facilities within the Urban Growth Boundary (UGB) for the 20 year planning period, the City will assist the school facilities and services in identifying suitable sites for needed facilities adjacent to the Astoria UGB. This review must be consistent with Statewide Planning Goals 11 and 14.
3. If detailed school facilities and services planning goes beyond the 20 year planning horizon, land corresponding to the additional land need calculations can be added to the UGB at a future time when it can be justified.

[CP.327.1 to CP.327.3 added by Ordinance 11-07, 7-5-11]

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ASTORIA PUBLIC LIBRARY

CP.330 Background Summary.

Located in the exact center of a circle extending ten miles in each direction is the Astoria Public library, the only City library north of Seaside and west of Clatskanie. It loans books and other library materials free to all residents of the City with borrowers cards. Families and individuals living beyond the City limits may have borrowing privileges upon payment of \$35.00 per year. Regardless of place of residence, the library is a comfortable, friendly center of relaxation in the heart of downtown Astoria – a resting place with rest rooms.

The library collections number about 67,000 books, 3,000 audio materials, 500 video cassettes, 100 framed art prints, 200 magazine titles, 400 reels of local and Portland newspaper microfilms, and complete collections of Oregon topographic maps, Astoria City directories and Sanborn fire insurance atlases. Its Astoriana collection of local history and Northwest Americana includes rare books dealing with the exploration and settlement of the area as well as a card file and computer index to local newspapers from 1873 to the present (with a gap from 1946 to 1969). In April 1990, the value of the collections was estimated to be \$1,273,500.

The building, built in 1967 and named the Astor Library to commemorate the City's founder, John Jacob Astor, provides about 8,000 square feet of space on the main floor and about 1,600 square feet of mezzanine space. Sited on the western half of the block which features City Hall on the northeast corner, a parking lot for library use provides spaces for 17 vehicles, one being designated for handicapped use. The full basement is unfinished.

The staff includes the Library Director plus three full-time and two half-time assistants and three part-time pages. Volunteers are used for special projects. Normal operating time is 72 hours per week – longer than any other public library in Oregon.

[CP.330 amended by Ordinance 91-13, 6-17-91]

CP.335. Problems.

1. In the 23rd year of the new building, the feeling of spaciousness once felt has vanished. Pieces of old furniture stored in the basement have been brought up for use, and equipment to meet new needs has been added.

[CP.335(1) amended by Ordinance 91-13, 6-17-91]

2. The staff spends time every day telling people they can't borrow books unless they pay a non-resident fee. Although North Clatsop Library District was formed

City of Astoria
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four years ago to contract with this library for free access to our collection, voters turned down a tax proposal to fund it.

[CP.335 amended & renumbered by Ordinance 91-13, 6-17-91]

3. Interlibrary loans among school libraries and Seaside Public Library and Clatsop College Library is possible, but time consuming to verify holdings by telephone.

[CP.335.3 added by Ordinance 91-13, 6-17-91]

4. Local history, especially genealogy and "when was my house built?", is important to a public library. People often spend hours searching unsuccessfully for information in newspaper microfilm files.

[CP.335.4 renumbered by Ordinance 91-13, 6-17-91]

5. Library architects had the handicapped in mind when they provided a level entrance from the parking lot. Standards for meeting needs of handicapped people have risen since then. Special concerns are the difficulty of using entrance and exit doors and lack of handholds in restrooms.

[CP.335.5 amended and renumbered by Ordinance 91-13, 6-17-91]

[CP.340.1 to CP.340.6 deleted and replaced by Ordinance 91-13, 6-17-91]

CP.340. Recommendations.

1. To relieve overcrowding of the present building, expansion should be considered, especially if population of the City increases or if service contracts are made with the rural library district or other governmental entities. The Library Board has expressed interest in the City acquiring the vacant hotel next door. With some imaginative remodeling, the first floor of both buildings could be joined and used effectively. Upper floors could be joined with City Hall to expand office space. If however, the City doesn't wish to purchase the building, the library should expand into its unfinished basement, although experience shows there is little public enthusiasm for basement living.

[CP.340.1 amended by Ordinance 91-13, 6-17-91]

2. The North Clatsop Library District comprises all of the County north of the Seaside and Jewell school districts except the City of Astoria. If it is unable to win a funding election, perhaps it should be dissolved and contracts could be funded by individual school districts, although the portions of Astoria School District lying outside the City might have to form a separate library district. Probably none of these changes will be considered until after voting funds for a regional aquatic and recreational building has tried.

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[CP.340.2 added by Ordinance 91-13, 6-17-91]

3. The librarians in all types of libraries in Clatsop and Columbia counties are currently planning to form a consortium to receive grants to fund a giant computer system which would link all member libraries.

[CP.340.3 added by Ordinance 91-13, 6-17-91]

4. The newspaper index gap is slowly being filled, and the Historic Landmarks Commission is steadily making progress in getting City and State funds to perform historic resource inventories for City neighborhoods. These efforts and others, such as indexing City Council minutes, should be encouraged.

[CP.340.4 added by Ordinance 91-13, 6-17-91]

5. Needs of the handicapped should be studied. Restroom hand holds are likely to be addressed during this year, but cost of installing automatic doors which would also meet fire exit regulations is probably too much with a major overhaul of the library.

[CP.340.5 added by Ordinance 91-13, 6-17-91]

[CP.340.1 to CP.340.6 deleted and replaced by Ordinance 91-13, 6-17-91]

Figure 2 is attached as three pages of color-coded map of the City with the following parcel information:

Vacant Commercial
Partially Vacant Commercial
Redevelopable Commercial

Vacant Industrial
Partially Vacant Industrial
Redevelopable Industrial

Vacant Residential
Partially Vacant Residential
Redevelopable Residential

The following constraints are include on the Figure:

Geologic slides
Wetlands
Slopes of 20% or greater
Parks

[Figure 2 amended by Ordinance 91-16, 11-16-81; repaced by Ordinance 11-07, 7-5-11]

BUILDABLE LANDS

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City of Astoria - 2010 Buildable Lands Inventory Refinement Project
Map 1 - Westerly City View showing BLI Refinements

- City Limits
- UGB
- Partially Vacant Commercial
- Partially Vacant Industrial
- Partially Vacant Residential
- Redevelopable Commercial
- Redevelopable Industrial
- Redevelopable Residential
- Vacant Commercial
- Vacant Industrial
- Vacant Residential

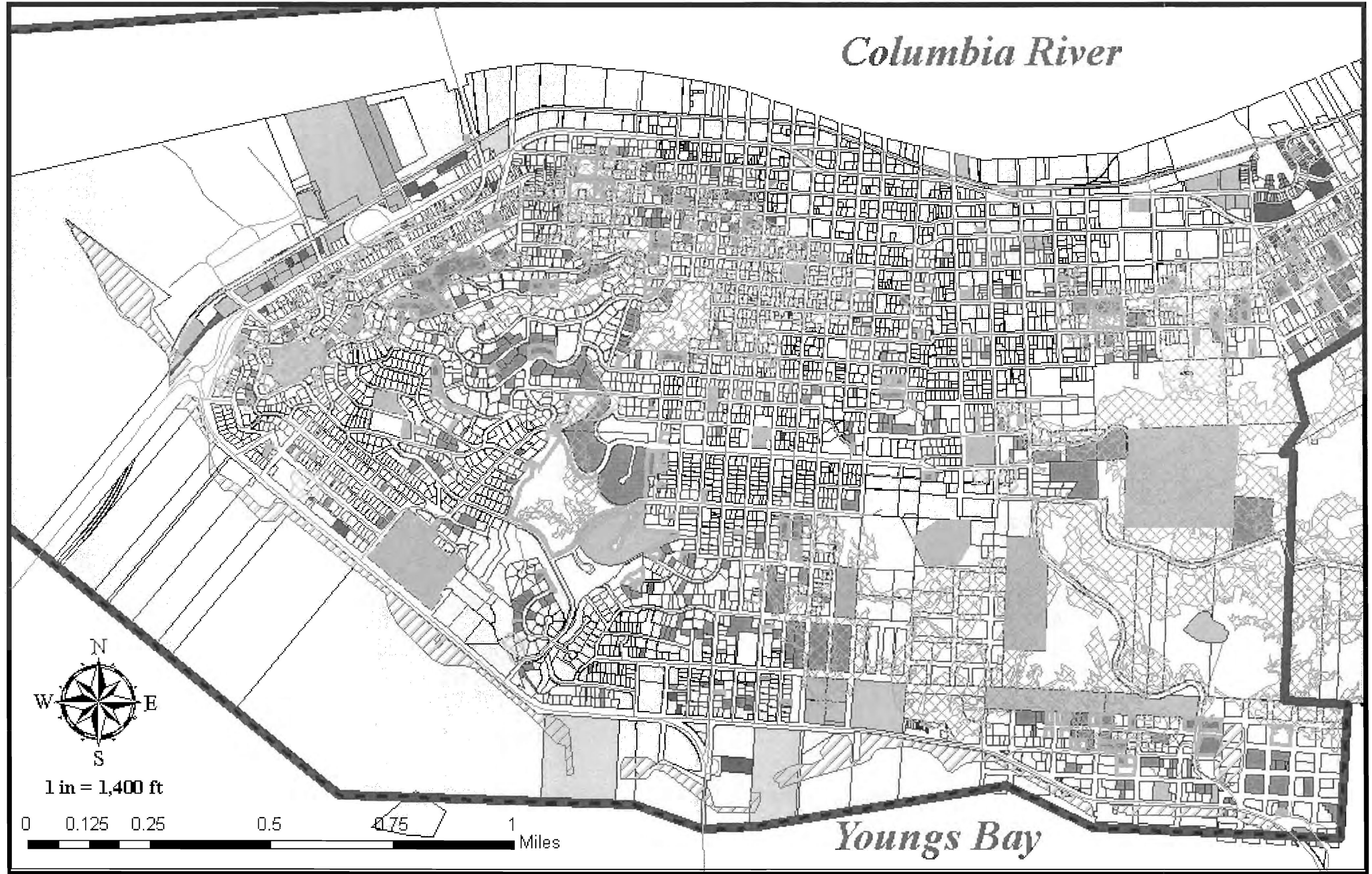
- Slide Areas
- Wetlands
- Slopes
- Parks

- BLI Refinements / Edited Parcels:
- Vacant Residential - Added
 - Partially Vacant Res - Added
 - Vacant Residential - Removed

Map published March 15, 2011
 by Wingard Planning & Dev Services

Sources:
 Clatsop County
 City of Astoria
 Cogan Owens Cogan

Map 1 of Figure 2
 added by
 Ordinance 11-07,
 7-5-11



City of Astoria - 2010 Buildable Lands Inventory Refinement Project
Map 2 - Easterly City View showing BLI Refinements

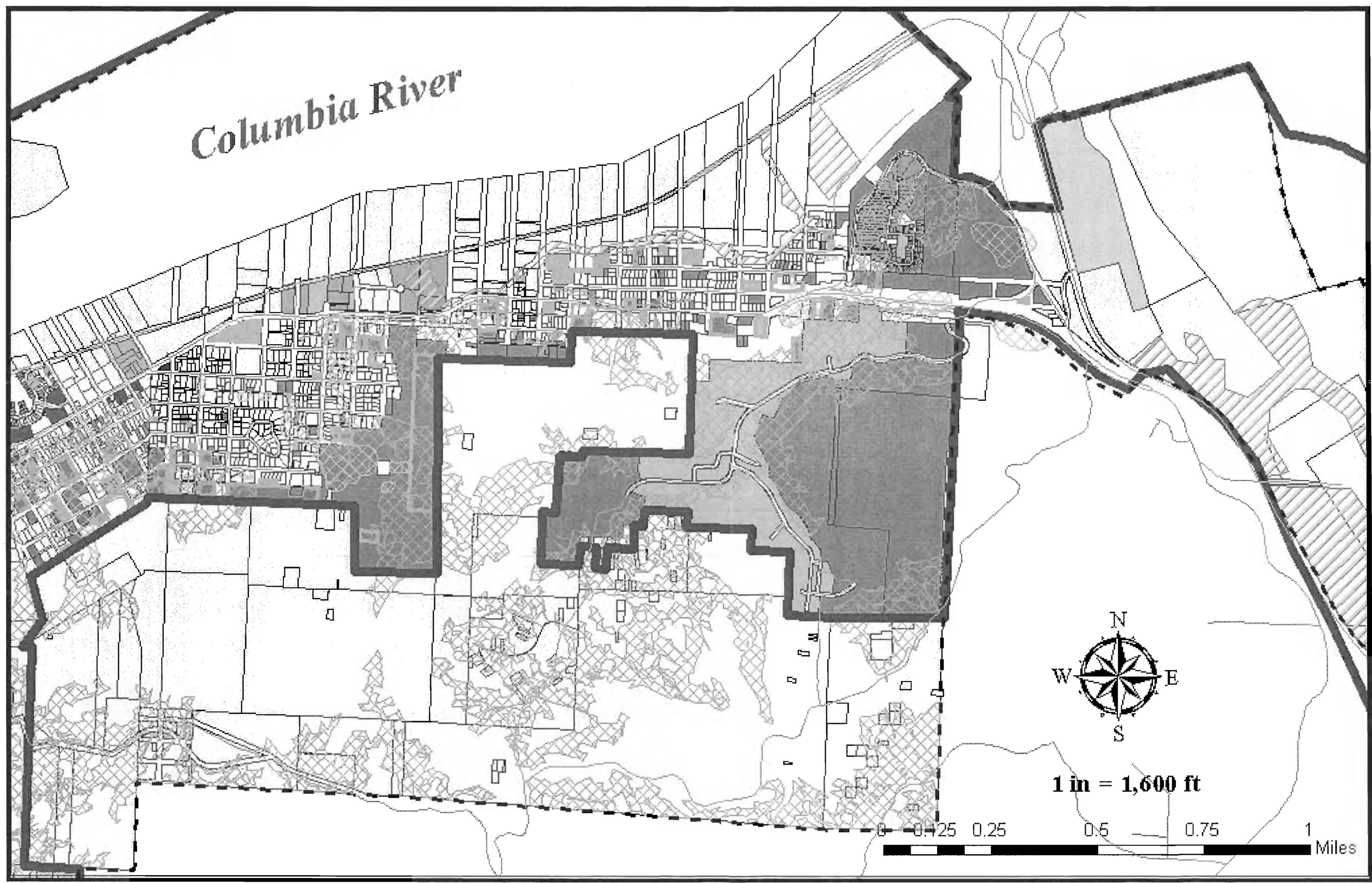
- City Limits
- UGB
- Partially Vacant Commercial
- Partially Vacant Industrial
- Partially Vacant Residential
- Redevelopable Commercial
- Redevelopable Industrial
- Redevelopable Residential
- Vacant Commercial
- Vacant Industrial
- Vacant Residential

- Slide Areas
- Wetlands
- Slopes
- Parks

- BLI Refinements / Edited Parcels:**
- Vacant Residential - Added
 - Partially Vacant Res - Added
 - Vacant Residential - Removed



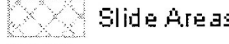
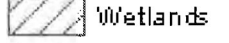
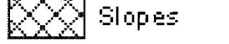
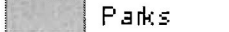
Map published March 15, 2011
 by Wingard Planning & Dev Services

Sources:
 Clatsop County
 City of Astoria
 Cogan Owens Cogan



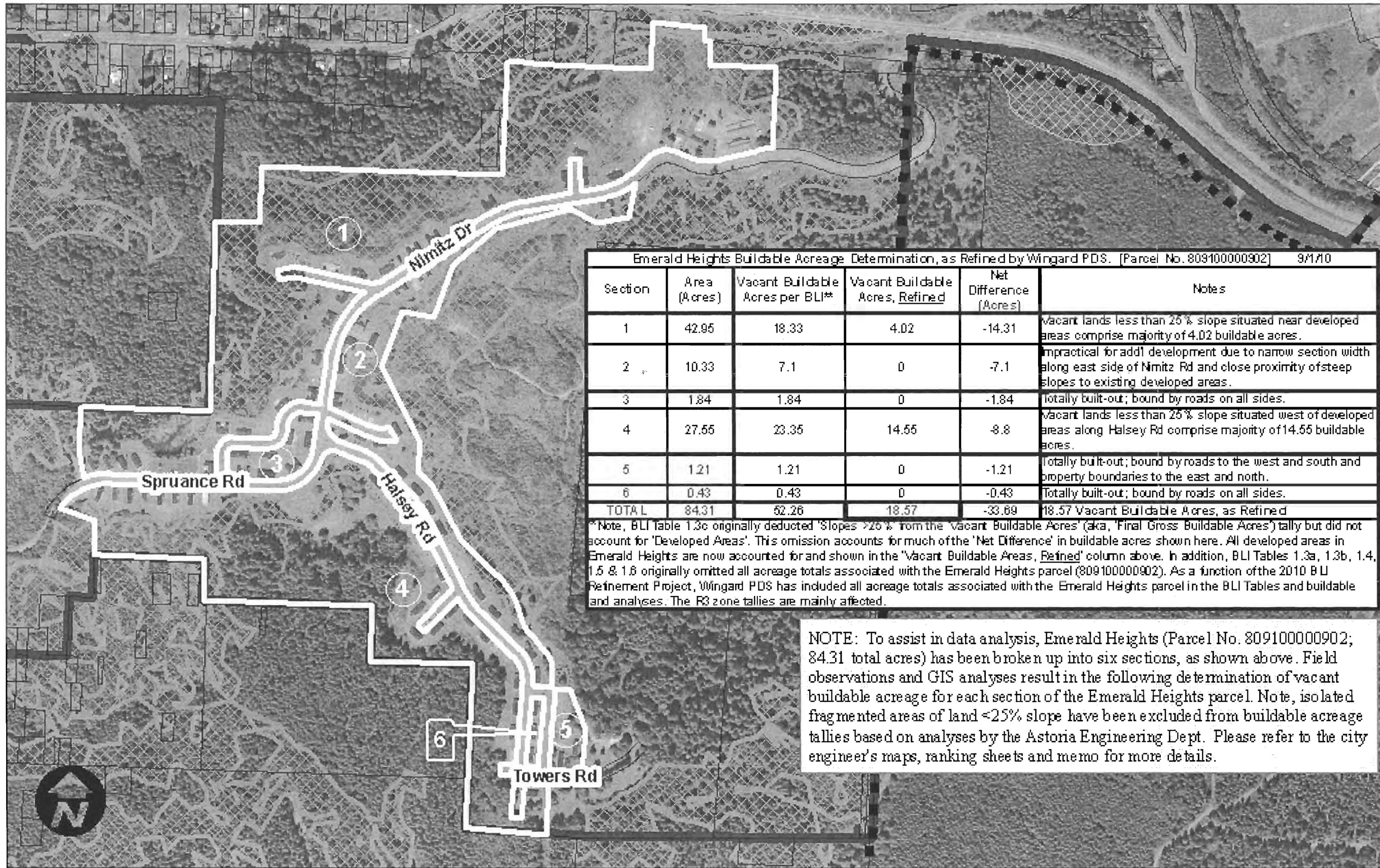
*Map 2 of Figure 2
 added by
 Ordinance 11-07,
 7-5-11*

City of Astoria
2010 Buildable Lands Inventory Refinement Project
Emerald Heights [Parcel No. 809100000902]

-  City Limits
-  UGB
-  Slide Areas
-  Wetlands
-  Slopes
-  Parks

Map by Wingard Planning & Dev Services
 March 15, 2011
 Sources:
 Clatsop County
 City of Astoria

Map 3 of Figure 2 added by Ordinance 11-07, 7-5-11



Emerald Heights Buildable Acreage Determination, as Refined by Wingard PDS. [Parcel No. 809100000902] 3/1/10

Section	Area (Acres)	Vacant Buildable Acres per BLI**	Vacant Buildable Acres, Refined	Net Difference (Acres)	Notes
1	42.95	18.33	4.02	-14.31	Vacant lands less than 25% slope situated near developed areas comprise majority of 4.02 buildable acres.
2	10.33	7.1	0	-7.1	Imprecise for add'l development due to narrow section width along east side of Nimitz Rd and close proximity of steep slopes to existing developed areas.
3	1.84	1.84	0	-1.84	Totally built-out; bound by roads on all sides.
4	27.55	23.35	14.55	-8.8	Vacant lands less than 25% slope situated west of developed areas along Halsey Rd comprise majority of 14.55 buildable acres.
5	1.21	1.21	0	-1.21	Totally built-out; bound by roads to the west and south and property boundaries to the east and north.
6	0.43	0.43	0	-0.43	Totally built-out; bound by roads on all sides.
TOTAL	84.31	62.26	18.57	-33.69	18.57 Vacant Buildable Acres, as Refined

**Note, BLI Table 1.3c originally deducted 'Slopes >25%' from the 'Vacant Buildable Acres' (aka, 'Final Gross Buildable Acres') tally but did not account for 'Developed Areas'. This omission accounts for much of the 'Net Difference' in buildable acres shown here. All developed areas in Emerald Heights are now accounted for and shown in the 'Vacant Buildable Acres, Refined' column above. In addition, BLI Tables 1.3a, 1.3b, 1.4, 1.5 & 1.6 originally omitted all acreage totals associated with the Emerald Heights parcel (809100000902). As a function of the 2010 BLI Refinement Project, Wingard PDS has included all acreage totals associated with the Emerald Heights parcel in the BLI Tables and buildable and analyses. The R3 zone tallies are mainly affected.

NOTE: To assist in data analysis, Emerald Heights (Parcel No. 809100000902; 84.31 total acres) has been broken up into six sections, as shown above. Field observations and GIS analyses result in the following determination of vacant buildable acreage for each section of the Emerald Heights parcel. Note, isolated fragmented areas of land <25% slope have been excluded from buildable acreage tallies based on analyses by the Astoria Engineering Dept. Please refer to the city engineer's maps, ranking sheets and memo for more details.

Community Development Dept
City of Astoria
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Astoria OR 97103

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ZIP - e/ USPS DELIVERY CONFIRMATION™		
		
420 97301 9405 5036 9930 0157 1909 74		
Electronic Rate Approved #038555749		

Plan Amendment Specialist
DLCD
635 Capitol St NE 150
Salem OR 97301-2540