NOTICE OF ADOPTED AMENDMENT

02/17/2012

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 003-11

The Department of Land Conservation and Development (DLCD) received the attached notice of adoption. 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: Friday, March 02, 2012

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 Planner
    Matt Spangler, DLCD Regional Representative
    Angela Lazarean, DLCD Urban Planner

<paa> YA
Notice of Adoption

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
Date of Adoption: 2-6-12
Date Mailed: 2-9-12

Was a Notice of Proposed Amendment (Form 1) mailed to DLCD? Yes No Date: 11-15-11

Comprehensive Plan Text Amendment
Land Use Regulation Amendment
New Land Use Regulation

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

Amend Comprehensive Plan by the addition of policies to support development of the Legion Block in the downtown as a public, urban park with variety of recreational opportunities. Sections to be added are CP.055.7 Downtown Area Policies; CP.202.6 Economic Development Goal 3 and Goal 3 Policies; CP.270.11 Parks, Recreation, and Open Space Element Goals; CP.275 Parks, Recreation, and Open Space Element Policies.

Does the Adoption differ from proposal? No

Plan Map Changed from: to:
Zone Map Changed from: to:

Location: Downtown block bounded by 11th, 12th, Duane, Exchange St
Acres Involved: 1.5

Specify Density: Previous: New:

Applicable statewide planning goals:

Was an Exception Adopted? Yes No

Did DLCD receive a Notice of Proposed Amendment... Yes No

45-days prior to first evidentiary hearing?
If no, do the statewide planning goals apply?
If no, did Emergency Circumstances require immediate adoption?

DLCD File No. 003-11 (19149) [16937]
DLCD file No.
Please list all affected State or Federal Agencies, Local Governments or Special Districts:

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. 12-04

AN ORDINANCE AMENDING THE ASTORIA COMPREHENSIVE PLAN SECTION CONCERNING POLICIES PERTAINING TO DOWNTOWN PUBLIC SPACE OR PARK

THE CITY OF ASTORIA DOES ORDAIN AS FOLLOWS:

Section 1. Astoria Comprehensive Plan Section CP.055, Downtown Area Policies, is amended by the addition of Section 7 to read as follows:

"7. The City will redevelop Heritage Square bounded by 11th, 12th, Duane, and Exchange Streets (formerly the site of the Safeway store) as a public space or park that provides a wide variety of recreational opportunities, including uses such as the Astoria Sunday Market, an amphitheater/plaza, and The Garden of Surging Waves. The park is intended to provide a much needed and active open space area that will contribute to the revitalization of the downtown."

Section 2. Astoria Comprehensive Plan Section CP.202, Economic Development Goal 3 and Goal 3 Policies, is amended by the addition of Section 6 to read as follows:

"6. To develop a Heritage Square on the block bounded by 11th, 12th, Duane, and Exchange Streets (formerly the site of the Safeway store) as a recreational facility that will help to stimulate the revitalization of downtown, support the Astoria Sunday Market, and increase property values in the Astor-East Urban Renewal District. Parking will be included within the block design."

Section 3. Astoria Comprehensive Plan Section CP.270, Parks, Recreation, and Open Space Element, Goals, is amended by the addition of Section 11 to read as follows:

"11. To create a central downtown plaza on the site of the American Legion block (Heritage Square) bounded by 11th, 12th, Duane, and Exchange Streets."

Section 4. Astoria Comprehensive Plan Section CP.275, Parks, Recreation, and Open Space Element, Policies, is amended by the addition of Section 23 to read as follows:

"23. The City will create an active, urban downtown park space that will incorporate a wide variety of uses for all downtown visitors and workers, including areas for uses such as picnics, outdoor concerts, movies, chess, workers to have lunch, and other activities."

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

ADOPTED BY THE COMMON COUNCIL THIS 6TH DAY OF FEBRUARY, 2012.

APPROVED BY THE MAYOR THIS 6TH DAY OF FEBRUARY, 2012.
ATTEST:

Paul Benoit, City Manager

**ROLL CALL ON ADOPTION:**

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Mayor
January 26, 2012

TO: ASTORIA CITY COUNCIL

FROM: PAUL BENOIT, CITY MANAGER

SUBJECT: AMENDMENT REQUEST (A11-04) TO AMEND THE COMPREHENSIVE PLAN CONCERNING THE HERITAGE SQUARE AND THE GARDEN OF SURGING WAVES

BACKGROUND

The proposed amendment is to add Comprehensive Plan sections to support the redevelopment of the Heritage Square as an urban park. Over the last few years, the City has been developing plans for the Garden of Surging Waves as an Astoria Bicentennial Legacy project. Plans for the park, fundraising, and production of artwork for the park have been progressing. In 2009, staff developed a chronology of planning activities associated with redevelopment of the former downtown Safeway site. This document was presented to the City Council at their November 16, 2009 meeting and outlines the various concepts proposed for that area over the past 15 years.

As noted in the Planning Commission staff report, there has been much community discussion and planning work conducted on the Heritage Square (Former Safeway Block). As is common with planning activities, once the initial work is completed, the City’s Comprehensive Plan and/or Development Code is amended to reflect that planning work. A Comprehensive Plan is meant to be aspirational and, in this case, the subject plan amendment captures the work completed to date. The Plan amendment also captures the vision of the City Council with regard to redevelopment of the property. The City Council has provided direction as to what uses they wish to see on this property and has also selected a concept they wish to implement. Staff has proposed the amendment to serve the final step in the planning work and to capture the Council’s vision for this site.

In 2011, the City Council adopted two goals for Fiscal Year 2011-2012 that address Heritage Square:

- Complete a Plan for Redevelopment of the Downtown Safeway/Legion Block with a goal of incorporating a portion of the block into a park/open space area, maintaining a portion for parking, and continuing to accommodate activities such as the Sunday Market.

- Complete the Garden of Surging Waves.

City Hall • 1095 Duane Street • Astoria OR 97103 • Phone 503-338-5183 • Fax 503-338-6538
rjohsnson@astoria.or.us • www.astoria.or.us
T:\General CommDev\APC\Permits\Amendments\2011\A11-04 Legion Block CPICC memo 2nd.doc
Staff has been working with the project designer Suenn Ho of Mulvanny G2 architecture to further develop the plans. Ultimately, the design will be reviewed by the Historic Landmarks Commission and a public hearing has been scheduled for their January 17, 2012 meeting.

Included in the Planning Commission staff report is a proposal to revise the Astoria Comprehensive Plan to include policies to support redevelopment of Heritage Square as a public, urban park with a variety of recreational opportunities. The amendments are not specific to one project or design over another, but would support general urban park development at this location. This would be in keeping with the City Council goals and with the various plans and studies of this downtown block developed with public input over the last 15 years.

At its January 4, 2012 meeting, the Astoria Planning Commission held a public hearing and recommended that the City Council adopt the proposed amendment. A copy of the Findings of Fact as adopted by the Planning Commission is attached. Also attached to this memo is the proposed ordinance. A public hearing and first reading on the Amendment was held by the City Council on January 17, 2012.

RECOMMENDATION

If the Council is in agreement, it would be in order for Council to hold a second reading and adoption of the Ordinance.

The following is sample language for a motion for adoption of the Findings of Fact and Ordinance:

"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

Through: Brett Estes, Community Development Director
December 20, 2011

TO: ASTORIA PLANNING COMMISSION

FROM: ROSEMARY JOHNSON, PLANNER

SUBJECT: AMENDMENT (A11-04) TO THE COMPREHENSIVE PLAN CONCERNING REDEVELOPMENT OF THE AMERICAN LEGION/FORMER SAFEWAY BLOCK

I. BACKGROUND SUMMARY

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

B. Owner: Not Applicable

C. Request: Amend the Comprehensive Plan to add Comprehensive Plan sections to support development of the American Legion Block / former Safeway store block as a public, urban park with a variety of recreational opportunities as follows:

   CP.055 Downtown Area Policies;
   CP.202 Economic Element Goal 3 & Goal 3 Policies;
   CP.270 Parks, Recreation, and Open Space Element, Goals;
   CP.270 Parks, Recreation, and Open Space Element, Policies.

   The proposed text amendments are attached to this staff report.

D. Location: Block bounded by 11th, 12th, Duane, and Exchange Streets; Map T8N-R9W Section 8CD, Block 64, McClure

E. Zone: C-4, Central Commercial.

II. BACKGROUND

Safeway was an integral downtown anchor from the time it was constructed in 1957 until it relocated to the present location east of downtown. In 1979, representatives of Safeway announced they were looking for alternate locations to develop a larger, more modern store. Over the next 30 years, there were numerous events, studies, and reports concerning the downtown property which was the site of the former Safeway grocery store. The City purchased the store site with the intent of redeveloping the property. How that redevelopment would occur is the subject of many of these studies.
In 2004, the Council considered use of the former Safeway property as interim parking. There was concern at that time that once redevelopment did occur, that the public would not want to give up the parking. Due to conditions attached to the State funds used to purchase the Safeway property, the City could not charge for parking. It was agreed to use the lot for a park (on the former Safeway store slab) and free public parking just as an interim use pending redevelopment as a public plaza and possible mixed use.

At its meetings in September and October 2009, the City Council discussed improvements to the parking lot on the Legion Block as a temporary measure and whether there should be free or paid parking. At its November 2, 2009 meeting, the Council invited the public to comment on this issue. Councilors commented that use of the block for parking was temporary as redevelopment of the block would be discussed at a later meeting. The Council voted to have the north half of the lot as free three-hour parking and that there should be six handicapped accessible parking spaces on the south half of the block.

In 2009, staff developed a chronology of planning activities associated with redevelopment of the former downtown Safeway site. This document was presented to the City Council at their November 16, 2009 meeting and outlines the various concepts proposed for that area over the past 15 years. A copy of the report is attached. The City Council held a work session on July 6, 2010 to review and discuss the Legion Block Synopsis Report.

For Fiscal Year 2010-2011, the Astoria City Council adopted a goal dealing with the redevelopment of the block. The goal stated "Expand the Astor-East Urban Renewal District to include the American Legion block. At its August 2, 2010 meeting, the
Council directed staff to proceed with the possible expansion of the District to consider redevelopment of the block with public open space and mixed use development. The process to expand the District included review and recommendation by the Planning Commission at their October 26, 2010 meeting, mailed notice to all Astoria utility customers of a public hearing before the City Council, copy of the report and proposal to the governing bodies and taxing districts, recommendation by the Astoria Development Commission at their November 15, 2010 meeting, and a public hearing before the City Council at their November 15, 2010 meeting. The Report on the Amendment included the concept of public park/open space for the Legion block. The Council held a public hearing at its November 15, 2010 meeting noting that “The Council is considering redevelopment of the block with public open space and mixed use development...” At its December 6, 2010 meeting, the City Council expanded the Urban Renewal District to include American Legion/former Safeway block.

At its March 21, 2011 meeting, City Council discussed the idea of possibly incorporating the Garden of Surging Waves into a more expansive design of the Legion/former Safeway Block. Initially, the Garden of Surging Waves was proposed at the corner of 9th and Astor Streets in the downtown area. Mayor Van Dusen appointed an ad hoc committee of citizen representatives to review concepts to determine if the Garden of Surging Waves could successfully be integrated into a redevelopment plan for the block. The Committee worked with Garden of Surging Waves designer Suenn Ho, and the design team. Ultimately, the ad hoc citizen committee and the Chinese Park Committee determined that the Garden of Surging Waves should be a component of the Safeway/American Legion Block redevelopment.

The ad hoc committee also developed two conceptual design ideas for the Legion Block that would incorporate the Garden of Surging Waves into a public park on a portion of the block. The two concepts were presented by the committees to the public at a booth at the Bicentennial Heritage Fair held on May 21, 2011. A public hearing was then held by the City Council on June 7, 2011 to discuss the two design concepts. At that meeting, Council selected Concept 1 which included a public urban park with the Garden of Surging Waves, boardwalk/timeline art walk, open space, and amphitheater on the north half of the block, market space/curbless festival street along the 12th Street side, and parking, covered pavilion, market and event space on the south half of the block. A copy of Concept 1 is attached.

In 2011, the City Council adopted two goals for Fiscal Year 2011-2012 that addresses the Former Safeway site/American Legion Block:

• Complete a Plan for Redevelopment of the Downtown Safeway/Legion Block with a goal of incorporating a portion of the block into a park/open space area, maintaining a portion for parking, and continuing to accommodate activities such as the Sunday Market.

• Complete the Garden of Surging Waves.

Subsequently, staff has been working with the project designer Suenn Ho of Mulvanny G2 architecture to further develop the plans. Ultimately, the design will be reviewed by
the Historic Landmarks Commission and a public hearing has been scheduled for their January 17, 2012 meeting.

Included in this Planning Commission staff report is a proposal to revise the Astoria Comprehensive Plan to include policies to support redevelopment of the American Legion Block / former Safeway Block as a public, urban park with a variety of recreational opportunities. The amendments are not specific to one project or design over another, but would support general urban park development at this location. This would be in keeping with the City Council goals over the years and with the various plans and studies of this downtown block developed with public input over the last 30 years.

A public hearing before the APC on the adoption of the Comprehensive Plan amendments is scheduled for January 4, 2012. 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 January 17, 2012 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 December 28, 2011. The proposed amendments are legislative as they are Comprehensive Plan amendments that apply to City policies for development of an urban park in the Downtown area. 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 all property owners within 100 feet of the subject site pursuant to Section 9.020, Neighborhood Associations, and other interested groups on December 9, 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 January 9, 2012 should the Planning Commission make a recommendation. A public notice was mailed to all property owners within 100 feet of the subject site pursuant to Section 9.020, Neighborhood Associations and other interested groups on December 22, 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 development of an urban park in the Downtown area. 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 amendments will implement the various studies and plans conducted with extensive public input over the years for redevelopment of the former Safeway block and will support established City Council Goals. The proposed amendments support the intention of the Comprehensive Plan (CP) to remain current and up-to-date. The Plan was adopted in 1979 with minor updates over the years. The current Plan was reformatted and adopted in 2010.

With the changes in development of this block, it is necessary to update the Comprehensive Plan with this new information based on years of studying the potential redevelopment of the site. The "Redeveloping the Safeway Block - A Chronological Account of Planning, Assessment and
Public Input" report dated July 2009 is incorporated as a background report to these Findings of Fact.

2. CP.202, Economic Development Goal 3 and Goal 3 Policies, identifies the goal to “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(3), Economic Development Goal 3 and Goal 3 Policies, identifies the policy to “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.”

CP.210(5), Economic Development Recommendations states that “The City and business community should develop a cooperative program for strengthening and upgrading the core commercial area’s competitive position.”

Finding: Development of a downtown urban park would upgrade the downtown by providing a gathering place and aesthetic amenities for use by merchants, tourists, citizens, and anyone visiting the downtown core. This space would serve as a draw for these individuals and would provide an enhanced venue for the Sunday Market, and other community events and festivities. Representatives from the Astoria Downtown Historic District Association have been included in redevelopment of the American Legion / former Safeway block over the years.

3. CP.270(1), Parks, Recreation and Open Space Element, Goals states that “The City of Astoria will work to develop a balanced park system.”

CP.270(7), Parks, Recreation and Open Space Element, Goals states that “The City of Astoria will work to promote general beautification.”

CP.270(10), Parks, Recreation and Open Space Element, Goals states that “The City of Astoria will work to encourage downtown improvements.”

CP.275(1), Parks, Recreation and Open Space Element, Policies, states “Park planning will recognize the recreation needs of all segments of the population; provide a variety of year-round recreation opportunities, including indoor facilities; be safe, accessible and of aesthetic value to the City; and contribute to the economic and social well being of the community. To the extent possible, park and recreation planning to meet the particular needs of segments of the population should be coordinated with the School District, Community College, and other organizations and groups.”
CP.275(7), Parks, Recreation and Open Space Element, Policies states “Attractively maintained park and recreation areas contribute much to the aesthetics and livability of a community. The City supports the efforts of merchants or other persons to provide landscaping, street trees, or other improvements where feasible.”

CP.275(10), Parks, Recreation and Open Space Element, Policies states “To the extent possible, open space, park features and landscaping will be considered in specific downtown redevelopment projects and proposals. Pedestrian shelters, street furniture, and similar improvements can add to the appeal of the City’s center.”

Finding: The proposed amendments would add policies to the Downtown Area, Economic Development Element, and Parks, Recreation and Open Space Element, that would support redevelopment of the American Legion / former Safeway Block as a recreational facility, urban park that would provide a variety of recreational opportunities and amenities. The policies would support activities such as outdoor concerts, picnics, movies, and a place for people to gather for all types of activities. Landscaping with both “hardscape” plaza areas and plant material is anticipated in the redevelopment proposal. The proposed amendments do not identify specific redevelopment plans but allow for additional redevelopment options for the block.

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 City has identified a need for redevelopment of the Downtown site with a public open space. The recently adopted Buildable Lands Inventory (BLI) addressed the City's ability to service the various areas within the City with public facilities and parks for the next 20 years. The BLI identified the combined commercial / industrial land needs at 49.7 acres and the supply at 56.4 acres which results in a surplus of 6.7 acres of commercial / industrial zoned land. Therefore, identifying this one acre City block for urban park development would not impact the City’s land supply for commercial / industrial zoned property.

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