

A G E N D A
ASTORIA PLANNING COMMISSION

Astoria City Hall Council Chambers, 1095 Duane Street, Astoria

Thursday, February 27, 2014
6:30 p.m.

1. CALL TO ORDER
2. ROLL CALL
3. MINUTES
 - a. January 7, 2014
 - b. January 28, 2014
4. PUBLIC HEARINGS
 - a. Conditional Use CU14-01 by Nancy Karacand to operate a one bedroom home stay lodging with owner occupancy at the same time as guests in an existing single family dwelling at 1293 15th Street in the R-1 zone. Staff recommends approval with conditions.
 - b. Amendment A14-01 by the Community Development Department, City of Astoria to adopt the 2014 Transportation System Plan (TSP); adopt implementing ordinances in the Comprehensive Plan, Development Code, and City Code. The Planning Commission recommendation will be forwarded to City Council tentatively scheduled on April 7, 2014 City Council meeting at 7:00 pm for public hearing at 1095 Duane Street. TSP documents are available through a link on the City's web site at [www.astoria.or.us/Community Development/Projects](http://www.astoria.or.us/Community%20Development/Projects).
5. REPORT OF OFFICERS
6. ADJOURNMENT

ASTORIA PLANNING COMMISSION MEETING

Astoria City Hall
January 7, 2014

CALL TO ORDER:

President Innes called the meeting to order at 7:03 p.m.

INTRODUCTION OF NEW MEMBERS:

ITEM 2(a): Sean Fitzpatrick, Peter Gimre, Ron Williams

ROLL CALL:

Commissioners Present: President McLaren Innes, Thor Norgaard, Ron Williams, Peter Gimre, Sean Fitzpatrick, and Zetty Nemlowill

Commissioners Excused: David Pearson

Staff and Others Present: Community Development Director Brett Estes and Planner Rosemary Johnson; Consultant Matt Hastie, Angelo Planning Group. The meeting is recorded and will be transcribed by ABC Transcription Services, Inc.

ELECTION OF OFFICERS:

ITEM 4(a):

In accordance with Sections 1.110 and 1.115 of the Astoria Development Code, the Astoria Planning Commission needs to elect officers for 2014. The 2013 officers were President McLaren Innes, Vice-President Mark Cary, and Secretary Sherri Williams.

President Innes nominated Sherri Williams as Secretary, seconded by Commissioner Nemlowill.

Director Estes clarified that the by-laws require a secretary be elected and Staff member Ms. Williams coordinates the meeting minutes and sends materials to the Commission.

The Astoria Planning Commission unanimously voted to re-elect Sherri Williams as Planning Commission Secretary for 2014.

President Innes nominated Zetty Nemlowill as President, seconded by Commissioner Norgaard. The Astoria Planning Commission unanimously voted to elect Zetty Nemlowill as President for 2014.

President Nemlowill nominated McLaren Innes as Vice-President, seconded by Commissioner Norgaard. The Astoria Planning Commission unanimously voted to elect Commissioner Innes as Vice-President for 2014.

President Nemlowill called for a brief recess at 7:06 p.m. and reconvened the meeting at 7:09 p.m.

President Nemlowill thanked Vice-President Innes for serving as President in 2013.

APPROVAL OF MINUTES:

ITEM 5(a): November 26, 2013

Vice-President Innes called for discussion of the minutes. Hearing none, she moved to approve the minutes of the November 26, 2013 meeting as presented; seconded by Commissioner Gimre. Motion passed unanimously.

ITEM 5(b): December 3, 2013

Commissioner Fitzpatrick explained that he arrived late to the December 3rd meeting because he had an appointment that was scheduled prior to being appointed Commissioner. He made Mayor Van Dusen aware of this scheduling conflict, and the fact that he had a conflict with the Applicant of the first two agenda items, so he and Mayor Van Dusen agreed that he would arrive as close to 7:30 pm as possible. On Page 4, the minutes erroneously state he declared that he did business with the Applicant and he believed Commissioner Norgaard made this declaration. He explained that he abstained from voting on Items 3 (a) and (b) because he had not attended commissioner training. He had agreed to attend the meeting, but abstain from voting. He asked the meeting minutes be amended to reflect the corrections.

President Nemlowill recalled Commissioner Norgaard had declared that he does business with the Applicant. She thanked Commissioner Fitzpatrick for explaining his late arrival.

Vice-President Innes moved that the Astoria Planning Commission approve the minutes of December 3, 2013, with the following correction: Page 4, Paragraph 3, "Vice-President Cary, Commissioner Norgaard, and ..."; seconded by Commissioner Fitzpatrick. Motion passed unanimously.

REPORTS OF OFFICERS/COMMISSIONERS:

There were no reports.

ADJOURNMENT:

There being no further business, the meeting was adjourned at 7:11 p.m. to convene the work session.

ITEM 7(a): WORK SESSION: Riverfront Vision Plan – Civic Greenway

Director Estes gave a brief review of the first two work sessions dedicated to creating Code language to implement the Civic Greenway Zone of the Riverfront Vision Plan. This work session will address concerns with public access overwater and on-land development. The next work session, scheduled for January 21, 2014, will address concerns with design guidelines and the proposed residential neighborhood to be located between the police station, fire station, and Safeway, where the Public Works shop is currently located. He anticipated another work session on February 25th to review draft Code language based on the Commission's feedback, and to ask the Planning Commission for any additional direction that may be needed at that time.

Matt Hastie, Angelo Planning Group, presented via PowerPoint an overview of the memorandum included in the Staff report, which focuses on options associated with over-water public access and on-land development, and reviewed the assumptions and objectives included in the Riverfront Plan. He addressed questions from the commission as follows:

- Public access to the water beyond the structure could affect property owners, depending on where the access is provided. In some areas, a public right-of-way extends out over the water, but an easement may be necessary if no right-of-way exists. While more applicable within other zones, providing access to the water through rights-of-way and easements may be applicable in the Civic Greenway Zone, but in fewer situations. Development could include uses such as marinas, which could be affected by public access to the water.
- The Rivertrail also provides an alternate access to the water through Civic Greenway Zone.
- Limiting access hours to facilities providing access to the water was recommended. The limitations on operating hours would be similar to what already exists for the Rivertrail. Another example of limited access would be if property owners gated walkways. For example, the red building near the port has a walkway around the building that is not within a right-of-way. The property owners may want to block access to this walkway during operation of the red building by installing a gate. The City has an easement on the north side of the building, which allows public access during daylight hours. Blocking access to certain areas at night serves as a safety provision.
- The recommended path width of 12 feet to 16 feet was taken from the updated standards for shared-use pathways in the Transportation System Plan. The Riverwalk is 10 feet to 12 feet wide. The shared-use pathway design standards were a nationwide standard.

- Key considerations for the Planning Commission with regard to public access overwater include:
 - Should development be required or encouraged to provide access?
 - Should access be encouraged by allowing developers to exceed the base standards for building size?
 - Should provisions be applied to all new overwater development or only development that would block physical access or views of the river?
- The language currently being considered regards the Civic Greenway. The City received a grant to update the Development Code to implement recommendations in the Riverfront Vision Plan. The project is being completed in two phases, covering the Civic Greenway Zone and Bridge Vista Zone. Code language is being drafted for each zone, but many of the recommendations could, and likely would, be applicable to other sections of the riverfront. Each zone will have different characteristics that will trigger different Code language. Access to the river is probably more applicable to other areas of the riverfront where more overwater development will occur.
- Big Red (100 31st Street) and Pier 39 (100 39th Street), which are overwater properties in the Civic Greenway Zone, are designated as historic. Option 3 would define major renovations to include a certain percentage of the value and could include change of use. It would not be appropriate for small changes, like installing new siding, to trigger a pier extension. The goal is to encourage property owners to maintain structures. Staff could work with the Planning Commission to better define a major renovation and decide on appropriate thresholds for triggering requirements.

President Nemlow called for public testimony regarding public access to water in the Civic Greenway Zone.

Elizabeth Menetrey, 3849 Grand Avenue, Astoria, believed it was confusing to talk about recommendations that apply to both areas during discussions about one area. She asked why the presentation included recommendations that would be more specific to another area. Director Estes explained that the focus was only on the Civic Greenway Zone. Some decisions made for the Civic Greenway Zone could be implemented in other areas. No decisions are being made about the Bridge Vista Zone. Planner Johnson added the Planning Commission is considering whether these recommendations should apply to development that meets the criteria of the Civic Greenway Zone. The piers and walkways are not tied to major overwater development.

Karen Kenyon, 864 Grand Avenue, Astoria, was appalled that the Planning Commission is considering overwater development between 16th and 39th Streets. This is the most beautiful area of the city. She loves walking on the Riverwalk and can imagine how it must have been early in the Astoria's history. The history and preservation is so important to this whole community. She could not image a three-story building in the area. Looking out across the area is a thrill for her. She has lived in Astoria for 34 years and each morning the view is just as thrilling as it was when she first moved here. She could not imagine allowing overwater development in the area.

Laurie Caplan, 766 Lexington, Astoria, attended an early meeting in the Flag Room and other meetings, which were packed with people who never attend public meetings. The consensus among a range of people was that buildings should not be allowed in the Civic Greenway Zone. The language Mr. Hastie was using was passive. He said that big buildings may happen here, like thunderstorms and acts of god happen. The only way big buildings will be built is if the City states it wants a big building in the area. The consensus at every public meeting she attended is that no one wanted anything built that would block access and views. This is vivid in her mind even though the meetings were several years ago. Everyone treasures the Riverwalk and people will drive 100 miles to spend the weekend walking on the Riverwalk or take the trolley. She understood that the City or the consultant was proposing to write language that would allow the City to change its mind or allow a project someone really wants to build. The language sounds like it would allow the City to sneak in things that the population overwhelmingly has rejected. It is strange to talk about a section of the Riverwalk where there is not supposed to be any construction when the first item mentioned has to do with construction and structures. There are many loopholes in this language and she encouraged and begged the Planning Commission to consider the implications. It is up to each person to keep Astoria as the treasure that it is. Director Estes clarified that the statements presented at the beginning were from the approved Riverfront Vision Plan, which is not proposed language. Ms. Caplan stated she understood. Director Estes recalled the last work session, where the Planning Commission discussed the appropriate amount of overwater development. The Planning Commission asked Staff for additional information, which will be discussed at a meeting in February 2014. Ms. Caplan said she knew that more discussion about overwater development would be taking place, which she appreciated.

Helen MacDonald, 801 Alameda Avenue, Astoria, read her written statement into the record, saying that she has imagined what could happen in the Civic Greenway Zone. The Port of Astoria is a very interesting, out of the way, real-world off-loading experience for the ship passengers, just like the Tillamook Cheese Factory, Corning Recycling Glass Plant in Portland, and TV programs like Deadliest Catch, Ax Men, and Ice Road Truckers. She questioned the wisdom of allowing the Port to assume the responsibilities of building more docks in the city because a number of maintenance and repairs are still waiting to be finished. She referred to a list from various news sources and the Port website noting the stages of completion on the various projects. The open expanse is an attraction for tourists and locals. Cluttering up the area with a convention center or cruise ship docks would be ignoring a jewel. She asked the Planning Commission to refrain from the development of the Civic Greenway Zone and honor the river visioning committee's choices for openness. She presented her statement, which included the list of unfinished Port projects, to Staff.

Ralph Wirfs, 864 Grand Avenue, Astoria, believed one of the established premises of tourism is a real working waterfront with log sort yards and fish plants. Cruise ship passengers that have been on the ship for several days get a chance to stretch their legs and walk the waterfront or ride the trolley. He believed tourism would be damaged if the cruise ships had to dock in the middle of town. He asked if there would be discussion about turning three sections of the Civic Greenway Zone into housing developments. Director Estes noted that on land development would be discussed in detail at the next meeting on January 28, 2014.

Drew Herzig, 628 Klaskanine Avenue, Astoria, confirmed that the Riverwalk was considered a City park and technically closes at dusk. The hours of operation should be reconsidered because dusk occurs quite late during the summer and the Riverwalk is incredibly beautiful at night. Technically, anyone on the Riverwalk after dusk is trespassing.

Jack Renquist, commercial fisherman, welcomed the new Commissioners. He recalled testifying at a meeting in the Flag Room several years ago, where the understanding was that there would be no river access from 16th Street to 39th Street. He walks the Riverwalk because it is a safe and refreshing place to walk and look at the river where there is always something going on. Development on the south side of the river has been great, with Mill Pond and the new Hampton Inn (201 39th Street). He asked the Planning Commission to keep development to the inside of the Riverwalk because development on the outside will take the enjoyment and safety away. On a nice sunny day, he sees mothers walking with strollers and bicycles, and he would like the Riverwalk to stay this way. He urged the Commission to keep development to the west of the Maritime Museum where people are less likely to walk due to traffic. The trolley is full every day because people enjoy riding the trolley and walking to Pier 39 to look at the river. There are plenty of other places more appropriate for development. He reiterated that development between 16th and 39th Streets should be kept inside the walkway so that people can enjoy the river.

Susana Gladwin, 1039 Lexington, Astoria, recalled attending planning meetings to discuss the canneries and logging yards. Astoria was in a depression 40 years ago and today, visioning has made Astoria a destination for people from Claskanine and Longview, who come for cultural events. She would like to see river access points on the map. There are not very many vistas as you drive in on Highway 30. While it is wonderful to preserve the Riverwalk, she did not want to lose the views that can be seen while driving, like the views from Marine Drive and Commercial Street coming into town. There are not many of these views left. If visitors only saw a corridor of buildings as they drove in, it would be a shame. The economy of the city is partially dependent on Astoria as a destination. Astoria is also the county seat and has the medical center, which brings in people. Glancing at the river during sunset is lovely and there are not many places to get the view. She asked that the maps show where the river can be seen from Highway 30 and urged the Planning Commission to preserve the views.

Ken Adams, 271 4th Street, Astoria, agreed that most Astorians are opposed to overwater development. He believed Option 3 should be emphasized because the other two options only encourage, rather than require, access to the water.

David Isaacs, 801 Alameda, Astoria, has lived in Astoria since 2001, when he purchased his home. He enjoyed Astoria as a tourist for six years prior to moving here. He could not imagine building a new complex of businesses that will dwarf the trolley ride. Sending the trolley through a canyon of buildings built in an area being referred to as a state park is another issue that should be addressed. Many people just like him visit Astoria, but he has not seen many businesses come in from outside the region, other than the big box stores. There must be a reason for this. He was surprised that the Port failed to promote an extra \$1.5 million for the mini convention center, which would be nice on 15th Street.

Marie Johnson, 1193 Harrison Avenue, Astoria, said she was on the Lewis and Clark Bicentennial Board several years ago to help develop the celebration plans. She takes great pride in envisioning Lewis and Clark coming down the river. It is critical for Astoria to protect that history and view shed. Money speaks loudly, so people want to develop the river as it is a way to make money. However, the river needs to be protected for the priceless treasure that it is. Astoria is a steward of the river and it should not be for the privileged few that have the money to develop a condominium or a business over the river. She believed that currently, the Planning Commission needs to make sure that the language clarifies the intent to protect this historic view shed. She urged the Planning Commission to keep in mind what future generations can enjoy and appreciate about the river.

President Nemlowill noted that some of the public comments were from people who did not attend the last work session. She understood the Planning Commission had agreed on an interpretation of the Riverfront Vision Plan and in developing Code language that there would not be significant development, if any, in the Blueway Zone that is within the Civic Greenway Zone. She believed the graphics in the presentation of public access had given people the wrong impression. Director Estes recalled that building size was discussed, but discussion was not specific enough to develop the Code language. So, overwater development will be discussed again in February. Staff understood the Planning Commission did not want significant development, but numbers and percentages need to be determined. The images shown were developed for the Riverfront Vision Plan. The Planning Commission will need to consider if certain areas would allow something such as a one story, 20-foot-wide building. If so, would public access be required? Even though the developable areas are very small in the Civic Greenway Zone, public access needs to be considered. Planner Johnson recalled that the Planning Commission discussed uses at the last meeting, and condensed the potential uses in the Civic Greenway Zone to maritime related uses, like a marina, or associated uses, like a small coffee shop with a marina. Director Estes added that discussions at the last Planning Commission meeting also regarded conditional and permitted uses in the overwater zones, which Staff would like to discuss further in February. He and President Nemlowill agreed that significant developments in the Civic Greenway Zone have been ruled out. Mr. Hastie recalled discussions at the last meeting that indicate significant limitations to development, but even if development is small, should public access be required? Public access is identified in the Riverfront Vision Plan and must be addressed so that he can draft Code language. He apologized for the confusing graphics.

President Nemlowill called for comments and questions from the Planning Commission.

Vice-President Innes asked where restrooms fit in, as they would be a small building. Director Estes stated he has noticed a change in the community's perspective since the Riverfront Vision Plan was adopted. When the Plan was developed, the community did not want restrooms along the waterfront because it was too tourist oriented.

Commissioner Gimre asked if it were possible to require that nothing be built outside of a maritime use. Staff explained that the Riverfront Vision Plan has already been adopted and cannot be changed. The Planning Commission is tasked with creating Codes that implement the Plan, which allows limited development in the Civic Greenway Zone and does not prohibit development. All maritime uses do not have to be prevented and could be limited. Commissioner Williams confirmed that uses could be limited to such an extent that no one would want to develop anything in this area.

President Nemlowill added that maritime uses could be minimal or significant. Staff agreed that some maritime uses involve structures and some do not. Limits on types of uses and building size would be included in the Code to prevent large three-story buildings, like condominiums or fish processing plants. She noted that a waterfront park is a significant part of the Riverfront Vision Plan and Civic Greenway Zone, yet this has not been discussed. Staff explained that the Parks Board would review the waterfront park. City Council has taken steps to demolish some of the buildings in the area. The Astoria Development Commission owns the entire parcel, which is envisioned in the Civic Greenway Zone as a park. This parcel is currently zoned HR, Hospitality Recreation, which allows structures to be up to 60 feet tall. This project will be discussed later.

The Planning Commission discussed the recommended options regarding public access and was divided between Option 2 and Option 3. President Nemlowill was concerned that Option 3 would have a negative impact on historic properties. The Planning Commission agreed that more details about the types and sizes of development would be necessary before deciding if provisions needed to be applied to all overwater

development, or just development that blocked physical access. Option 3 could exempt existing buildings to allow renovations of the two historic properties.

Staff cited several examples of privately owned facilities built on public properties, like Number 10 6th Street and Pier 11. Property owners would need to come to an agreement with the City on maintenance, access and hours of operation.

President Nemlowill called for a brief recess at approximately 8:25 pm and reconvened the meeting at 8:29 pm.

Mr. Hastie asked for feedback on his recommendations for hours of access, walkway design standards and whether piers and boardwalks through or next to a structure should be extended at least 10 feet beyond the outer edge of the structure.

The majority of the Planning Commission agreed that access hours should be limited, possibly seasonally, but were divided on the preferred width of piers and boardwalks. While 10 to 12 feet could be sufficient and less costly to build, 12 to 16 feet would better accommodate shared uses, making pedestrians feel safer as bicycles pass. Several Commissioners preferred requiring piers to extend 10 feet or more beyond the north face of development to preserve views of the river. Staff reminded that the Parks Department, City Council, and the Police Department would determine access hours. Planner Johnson clarified that she would need to check the actual hours of park closure in the City Code.

Referring to the PowerPoint presentation, the Commission preferred providing all options to provide for visual access, rather than just one option, depending on the scenario.

Mr. Hastie continued with his PowerPoint presentation providing recommendations for preserving visual access to the river from land through restrictions on building height, building setbacks and set-backs, and when these restrictions should apply. Staff explained that heights on buildings with peaked roofs are measured at the mid-point between the eave and the ridge of the roof. Staff noted building heights of specific buildings to give the Commissioners a sense of scale. Mr. Hastie noted that consideration needs to be given as to how setbacks relate to peaked and sloped roofs.

President Nemlowill said it is challenging to review significantly different zones. The Commission needs to consider the uses in each area to preserve visual access to the waterfront and could recommend some changes to the Mill Pond area to reflect the Riverfront Vision Plan's goals. When the plan for the Gateway Overlay Zone was created, the goal was to market the HR zone for a waterfront hotel. Since then, other hotels have been built, so there is no longer a need for the property to be developed as a hotel. The 60-foot height limit could be eliminated.

Mr. Hastie noted that the Planning Commission needed to consider floor area ratio (FAR) requirements within the Gateway Overlay Zone and tree species requirements along the view corridor. Staff and Commissioners discussed the current FAR requirements in the MH-Maritime Heritage and HR-Hospitality Recreation zones. The Mill Pond area is meant to have dense development.

Mr. Hastie reviewed applicability of requirements regarding building height, setbacks and set-backs.

President Nemlowill called for public feedback.

Elizabeth Menetrey, 3849 Grand Avenue, Astoria, recalled Planner Johnson's comment that the Riverfront Vision Plan could not be changed and reminded that maximum heights could be established. Option 2, which has been recommended by the project team, dovetails with the recommendations for the area to have single-family homes and modest scale buildings. She recalled discussions from 2007 about keeping in mind the views from Marine Drive, adding that she likes the idea of a wider corridor because of the views. The Hampton Inn does block the view a bit as you come into Astoria.

Blaine Verley, 4798 Cedar Street, Astoria, asked what proposals for overwater development had been submitted. Director Estes stated that one area at the foot of 6th Street has been approved for overwater development. Other overwater developments have been approved over the years, but permits for those developments have expired. Planner Johnson clarified that the City cannot predict what will happen as far as any future overwater

development. Mr. Verley stated he has begun hearing about more housing along the waterfront and asked for details about on land development. Director Estes explained that a zone change has been proposed for the area east of Mill Pond to allow for residential development. The City has discussed moving the Public Works shops to the former landfill site; however, no funds have been allocated to relocate the shops. New houses in Mill Pond and the townhomes near the Police Station are the only development in the area. Mr. Verley believed the Riverfront Vision Plan provides an open invitation for development up and down the entire waterfront.

Mr. Hastie responded that the Riverfront Vision Plan imposes significant limitations compared to the existing requirements on any development that would occur. The Riverfront Vision Plan recommended that the area between the Mill Pond and Safeway be rezoned to allow for more development of a modest scale residential neighborhood, but no development proposals have been submitted. The Riverfront Vision Plan limits or restricts the size and scale of development in the area.

Planner Johnson added that the area where the zone change has been proposed currently allows a full City block, 45-foot tall building. The new zone would drastically reduce the type of development allowed in the area.

Mr. Verley said the Riverfront Vision Plan still sounds like an open invitation for development. Hampton Inn was a large development that he did not anticipate.

Planner Johnson stated that the market drives development and the City cannot predict how development will occur. The City can write the best Codes possible to deal with developments as they occur.

Kenneth Adams, 271 4th Street, Astoria, stated he preferred Option 3 and was disappointed that the Planning Commission gravitated towards Option 2 during their discussions. He wanted the Planning Commission to discuss the options again so that he could get a clear understanding. He believed the concern that requiring access around all sides of a building would be expensive was an over exaggeration. He did not believe the City would require public access around all sides of a building if Option 3 was chosen. Access that extends 10 feet beyond one side of a building would allow the public to see around the building. He believed that Option 3 was not that stringent because a developer would already be investing millions of dollars, and adding public access that might only be a 10-foot walkway on one side of the building would not be asking too much.

Commissioner Nemlowill said that both Options 2 and 3 would require public access for new construction. Option 3 would require public accesses around existing buildings as well and there are only two existing buildings in the Civic Greenway Zone.

Mr. Adams understood that with Option 3, public access would only be required for new construction or a major renovation that exceeded 75 percent or more of the assessed value of the existing structure. This would not be a burden on a property owner doing routine maintenance because routine maintenance would not trigger the requirement to provide public access. Waterfront buildings are expensive, but adding a 10-foot walkway that extended past the building on one side would not discourage a million dollar development or renovation. It would not be in the public's interest to grant a developer the ability to block views based on the expense of providing public access.

Susana Gladwin, 1039 Lexington, Astoria, said she was glad that view corridors were discussed and agreed that the view is affected by the Hampton Inn. She would like to see the views maintained as designated view corridors and wanted public access to line up with the view corridors. She did not want to see the entire riverbank covered with decks that extend out over the river because the waves coming in over the rocks are part of the feeling for the river. She confirmed with Staff that the two buildings are designated as historic. The orientation of peaked roofs could make a huge difference in visibility. Peaked roofs that are parallel to the river would block views of the river. She said the area where the cruise ships dock looks terrible. She wanted to know why the Port wanted another cruise ship dock when the ships already have a place to dock. Director Estes understood the Port wanted the flexibility and the option to use their property for such a facility in the future.

Ms. Gladwin understood it is important to keep one's options open, especially with regard to development. However, the Port has not completely developed their existing terminal, and yet the Port wants another location. She recommended planting vine maple and Cascara trees, which are low growing, native trees.

The Planning Commission discussed recommendations for building heights for on land development. Staff reviewed the portion of land included in the Civic Greenway Zone, noting that 45-foot tall buildings are currently allowed, but setbacks and set-backs are not required. The Riverfront Vision Plan assumes that the area along Marine Drive would remain a commercial zone, which could allow for commercial mixed uses or higher density residential uses. The areas closer to the river would have cottage style development, similar to Mill Pond. The rezone would occur as part of these Code amendments.

President Nemlowill asked why the area is being rezoned as residential instead of open space. Director Estes explained that Astoria does not have an open space zone. Mr. Hastie added that an open space zone removes all development potential. Building a park or creating an open space is not typically done through zoning. Implementing open spaces is done by acquiring the land and constructing a park or open space. He reminded that the focus is on Code amendments, not the purchase of land or other things that would be required to implement a variety of recommendations within the Riverfront Vision Plan. Director Estes said that the Riverfront Vision Plan requires Code and zone change amendments. The Parks Board and City Council will review open spaces. He recalled discussions at a City Council meeting about demolishing old wooden buildings behind City Lumber, noting that members of the public spoke in favor of keeping the buildings. He recalled that Ms. Menetrey spoke in favor of demolishing the buildings because it helped to implement the Riverfront Vision Plan for open space. The Riverfront Vision Plan will be used by several departments after the Code amendments have been approved.

The Planning Commission and Staff discussed the options for building heights, setbacks and set-backs of on-land development and the Planning Commission consented to support the following:

- Building Height: Option 2 – establish a maximum building height of 28 feet for the plan areas, with an allowance for up to 45 feet when additional building setbacks are applied or when building floors/stories above 28 feet are stepped back; existing variance procedures and criteria would continue to apply. The Commissioners shared concerns that 45 feet would be too tall in this area.
- Building Setbacks: Option 2 – establish a setback for floors/stories above 24 feet or two stories up to the maximum height allowed for the face of the building fronting a street leading to the river or fronting the Rivertrail. The Commissioners supported a setback of at least six feet.
- Building Setbacks: Option 2 – establish a minimum view corridor width of 70 feet, centered on the right-of-way centerline, for north-south rights-of-way between Marine Drive and the Columbia River.
- Eliminate the minimum 1:1 FAR requirement in the Gateway Overlay Zone for parcels fronting the rights-of-way that run between Marine Drive and the river in the MH-Marine Historic and HR-Hospitality Recreation zones of the plan area.
- The Planning Commission asked the project team to return with more information about trees.
- Applicability of the Code will apply to new construction and expansion, or reconstruction of an existing building that would result in all or a portion of the building exceeding proposed new building height, setback, or setback requirements.

Mr. Hastie reviewed next steps, noting that the new residential zone and building design standards within the Civic Greenway Zone would be discussed at the next work session on January 28, 2014. Once the work sessions are complete, an updated set of Code provisions will be created and discussed at a work session that has been tentatively scheduled for February 25, 2014. Further review and revisions will be completed, City Council will be updated on the progress, and then public hearings with the Planning Commission and City Council will be scheduled. He agreed to present the Planning Commission with a summary of where the Planning Commission is at in this process at the next work session.

Staff added that two meetings may need to be scheduled at the end of February because there will be public hearings on the Transportation System Plan and the Riverfront Vision Plan, which will be too much for one meeting.

There being no further business, President Innes adjourned the work session at 9:48 p.m.

ATTEST:

APPROVED:

Secretary

Community Development Director / Assistant City Manager

ASTORIA PLANNING COMMISSION MEETING

Astoria City Hall
January 28, 2014

CALL TO ORDER:

President Nemowill called the meeting to order at 7:30 p.m.

ROLL CALL:

Commissioners Present: President Zetty Nemowill, Vice President McLaren Innes, Thor Norgaard, Peter Gimre, David Pearson, and Sean Fitzpatrick

Commissioners Excused: Ron Williams

Staff and Others Present: Community Development Director / Assistant City Manager Brett Estes, City Attorney Blair Henningsgaard, Planner Rosemary Johnson, Consultant Matt Hastie, Angelo Planning Group. The meeting is recorded and will be transcribed by ABC Transcription Services, Inc.

PUBLIC HEARINGS:

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

ITEM 3(a):

CU13-10 Conditional Use CU13-10 by Rafael Otero and Patricia O'Donnell to operate a one bedroom bed and breakfast in an existing accessory building of a single family dwelling with owner occupancy of the dwelling at the same time as guests at 172 Duane in the R-1, Low Density Residential, zone.

ITEM 3(b):

V13-20 Variance V13-20 by Rafael Otero and Patricia O'Donnell from the required 3 off-street parking spaces to provide 1 space for a one bedroom bed and breakfast in an existing accessory building of a single family dwelling with owner occupancy at 172 Duane in the R-1, Low Density Residential, zone.

President Nemowill asked if anyone objected to the jurisdiction of the Planning Commission to hear these matters at this time. There were no objections. She asked if any member of the Planning Commission had any conflicts of interest or ex parte contacts to declare. Hearing none, she asked Staff to present the Staff reports for both Items 3(a) and 3(b) at the same time.

Planner Johnson reviewed the written Staff reports. No correspondence had been received and Staff recommended approval of both requests with the conditions listed in the Staff reports.

Vice President Innes understood the requirement that the owners be present when guests are staying at the bed and breakfast. However, the bed and breakfast is in a separate building. She asked how far accessory buildings were allowed to be from the main house where the owner resides. Planner Johnson stated that accessory buildings must be on the same site as the main house. In this case, the two buildings are only a few feet away from each other. This would not be allowed if the garage were located on another parcel.

President Nemowill opened the public hearing and called for a presentation from the Applicant.

Rafael Otero said he hopes to receive approval of his permits, noting there would be someone on the property when guests are present. This would be a great opportunity to show off the city because the property is within

walking distance of downtown. He did not believe this would be a big impact on the neighborhood. He and his wife love their neighborhood and their city, so he believes they would do a good job.

President Nemowill called for any testimony in favor of, impartial to, or opposed to the application. Hearing none, she closed the public hearing.

President Nemowill said she respected what the Applicants are trying to do, but is concerned about the cumulative effect of this type of tourist accommodation in residential areas of Astoria. Astoria has a low second home ownership rate compared to other surrounding coastal communities. She would like to create policy that supports Astoria's year-round community. She does not support the applications.

Commissioner Norgaard appreciated that this would be a small, low impact business and noted that no correspondence has been received. He asked the occupancy of the bed and breakfast. Planner Johnson explained the guest accommodation had a single bedroom, which would allow for one couple or family. The Planning Commission would not be approving limitations on children. Commissioner Norgaard said he did not have a problem with the applications, but understood President Nemowill's concerns about having such accommodations all over town. While he did not want to see every resident who had space renting out a room, he did not have any issues with these applications.

Commissioner Gimre appreciated the Applicant's due diligence, unlike the previous owner who rented the space without ever applying for variances. The area is quiet and this would not have any impact on the neighborhood outside of one or two cars. He supported the applications.

Vice President Innes said she also supported the applications. She enjoyed these types of facilities and was concerned about stopping the approval of a facility like this. Astoria has put the mechanics in place to approve home stays and bed and breakfasts. It would not make sense to stop these applications without making plans to review the Planning Commission's previous position. She planned to vote to approve the applications.

Commissioner Fitzpatrick said he would have concerns if this were a 50-foot by 100-foot lot in an R-1 zone. However, this property has 20,000 square feet of space, which is equivalent to four lots. The bed and breakfast is needed and no neighbors opposed the applications. He had no issues.

Commissioner Pearson stated that the applications met all of the conditions the Planning Commission had been asked to review and there was no correspondence or concern from the neighbors. He supported the applications.

Commissioner Fitzpatrick moved that the Astoria Planning Commission adopt the Findings and Conclusions contained in the Staff report and approve Conditional Use CU13-10 by Rafael Otero and Patricia O'Donnell with conditions; seconded by Vice President Innes. Motion passed 5 to 1 with President Nemowill opposed.

Commissioner Pearson moved that the Astoria Planning Commission adopt the Findings and Conclusions contained in the Staff report and approve Variance V13-20 by Rafael Otero and Patricia O'Donnell with conditions; seconded by Commissioner Fitzpatrick. Motion passed 5 to 1 with President Nemowill opposed.

President Nemowill read the rules of appeal, which applied to both applications, into the record.

REPORTS OF OFFICERS/COMMISSIONERS:

No reports.

ADJOURNMENT:

There being no further business, the meeting was adjourned at 7:47 p.m. to convene the work session.

ITEM 5(a): WORK SESSION: Riverfront Vision Plan – Civic Greenway

Director Estes stated tonight's work session would focus on issues dealing with the residential neighborhood that were proposed in the Riverfront Vision Plan and design guidelines that apply to the entire Civic Greenway area.

Matt Hastie, Angelo Planning Group, presented via PowerPoint an overview of the memorandum included in the Staff report. His presentation focused on the new residential zone proposed for the small area between Mill Pond and Safeway, new standards for cottage cluster housing allowed within the zone and new architectural design standards to be applied only for residential uses throughout the Civic Greenway.

Comments and questions from the Commissioners were addressed by Mr. Hastie and Staff as follows:

- With regard to conditional uses within the new residential zone, a family daycare center is a daycare operated from one's home and limited to 12 children being cared for, while a daycare center does not have to be in a home, can have employees, and care for a greater number of children.
- Mill Pond has affordable housing and multi-family units, but the single-family dwellings are not considered affordable. The new residential zone supports workforce housing by creating affordable land and housing units.
 - A cap on the maximum size of dwellings is recommended which could prevent the development of larger homes, like in Mill Pond. Recommendations for density and fairly small lot sizes for single-family detached and two-family homes would keep dwelling sizes smaller and likely, more affordable.
 - The new zone would help balance the scale, cost, and type of housing available in the city in terms of having residential land to zone, though it would not automatically create affordable housing.

President Nemowill called for a recess at 8:04 p.m. and reconvened the meeting at 8:12 p.m.

Mr. Hastie continued his presentation and he and Staff addressed further questions from the Commission as noted:

- Typically, an entire cottage community is designed and proposed for development all at once, so the cottages would be designed in tandem. In some communities, cottage housing is built as an infill project, so the requirement that cottages be similar to each other may not apply. In Astoria's case, a new cottage house would have to be designed to match any existing home. The document proposes many specifications that would determine what the cottage houses would look like.
- Vice President Innes said she never considered the possibility that a developer could purchase multiple lots to build on, but had hoped individuals would build on the lots.
 - One option was to plat the area like a subdivision to create a set of lots that could be developed individually. Cottage development provides an alternate way to develop. During the Riverfront Vision Plan process the possibility of creating an artists' enclave was discussed by having small residences in Big Red where artists could work and paint. Cottage developments are becoming an attractive option in Oregon because they allow for flexibility in creating compact development while meeting the needs of people who want smaller units and shared, common open spaces. Typically, the units are an attached product with the property owners owning the built residential structure and the yard would be owned in common. The infrastructure would involve private laterals going to each cottage.
- In dealing with the size of the structures, Staff explained that the recommended Code language for cottage developments includes a maximum floor area. For subdivisions, a maximum lot coverage of 80 percent has been recommended instead of a maximum floor area. Given the maximum lot size of 2,500 square feet, the largest home would be 4,000 square feet on two floors. Many homes at Mill Pond are between 2,200 and 3,000 square feet on two floors. Homes in the proposed residential zone would be smaller, but not as small as the cottage cluster homes which are limited to 1,250 square feet. The Planning Commission may want to consider limiting the total square footage of a single-family home on an individual lot.
- Compared to the cluster cottage option, a subdivision is a more traditional way to build a home, there is no common ownership, the home might be easier to sell since it is a more traditional product, and a bigger home could be built. In a subdivision, small homes would still be larger than the cottage cluster homes. Either option is available within the recommended zone, the Code language regarding cottage cluster homes simply makes cottage developments available as an option.
- Astoria's Development Code is not currently in compliance with Oregon State law which requires clear and objective standards for residential development. The recommended language would bring Astoria's Code into compliance with State law. Director Estes explained how updating the Development Code would affect

homeowners in Mill Pond, who are currently required to undergo a public hearing in order to obtain a building permit.

Mr. Hastie concluded by reviewing next steps, which will include presenting a combined set of proposed Code amendments for the Civic Greenway Area to the Planning Commission, updating the zoning map, and extending the Gateway Overlay Zone to cover the Civic Greenway Area for architectural guidelines and standards.

President Nemowill invited public comments.

Jim Stoffer, 5107 Cedar Street, Astoria said he liked the idea of cottage cluster housing. Generating small housing on a condominium scale or modeled ownership is new for Astoria. The multi-story condominium concept seems to be well honed, but the cottage cluster concept is new. He encouraged the Commission to work through how cottage clusters operate for the benefit of the community. Small homes seem to make sense. He explained that as his parents got older, they should have but were unable to move into a smaller home. Having high quality, detached housing makes sense and sounds exciting. Astoria is used to 50 feet by 100 feet lots, but bigger houses seem more difficult to manage than smaller houses. He noted the Italianate style, flat-roofed houses in Alderbrook that were built in the 1850s do not follow the Victorian concept of a pitched roof, but is a good architectural reference and a style that fits Astoria.

Rachel Albricht, 3591 Harrison, Astoria stated she did not hear anything about opportunities for a small house on a small lot that is individually owned, rather than a rental on a large piece of property or a cooperatively owned option. She asked that this be considered as part of the cottage clusters. She added that a three-foot high fence will not keep deer out of her garden. Staff and Mr. Hastie clarified that a cluster development includes single ownership of the land with multiple houses. However, the initial zone that was discussed, the compact residential zone, would be applied to the area and include single lot and single home ownership. Subdivisions would be allowed in the zone and the clusters are simply a different type of housing that would also be allowed in that zone. Proposed lot sizes are between 2,500 and 4,000 square feet for a single family detached home. The lots would be small compared to other neighborhoods in Astoria. Maximum lot coverage of 80 percent has been recommended for subdivisions.

Mr. Stoffer asked what the minimum square footage would be in a subdivision. Director Estes stated the minimum could be two or three lots. Use of the word subdivision allows for the division of a large piece of property into smaller lots. When new lots are created, streets may need to be developed. Bringing several parcels together at the same time would facilitate a better street plan layout.

Mr. Stoffer recalled his comments at a previous meeting about appropriate lighting. Cannon Beach has adopted design guidelines for night sky lighting, which Astoria should consider when moving forward with lighting design ideas. Planner Johnson responded that a Dark Sky Ordinance is being considered. However, increasing outdoor lighting has been recommended in the compact residential zone. The lighting may not glare into or adversely affect adjacent properties. Shielding is also required so light is downcast. Staff and consultants have already looked at Cannon Beach's lighting code.

Drew Herzig, 628, Klaskanine Avenue, Astoria, questioned why the Code language was proposed, stating that Astoria's real need is affordable housing. The proposal was not primarily for affordable housing, but suggested that affordable housing could be shoehorned by downsizing lots. Having an arts colony in Big Red is no longer a viable idea because Big Red can no longer be brought into a useable condition. Big Red has deteriorated past repair and no longer has running water. The proposed concept is great and works in some areas, but who will move to cottage cluster housing in Astoria? He could not envision new families or single adults moving into cluster homes. Astoria needs affordable housing. Being late in the process, he understood this project could not be moved in that direction, but he asked the Planning Commission to consider for whom the cottage cluster development would be built.

President Nemowill believed Mr. Herzig made a good point. She asked what policy options were available for creating affordable housing, other than what was being proposed.

Director Estes reminded that the Commission is tasked with implementing the Riverfront Vision Plan, which states that this area would have a low-scale residential area. Code language for implementing the Plan is being presented to the Planning Commission for consideration. The concept of an arts colony recommended by Royal

Nebeker involving Big Red years ago was never specifically built into the Plan. If the Planning Commission does not believe cottage-style development is appropriate, that Code language does not have to be included and other low-scale residential development standards could be written. Cottage housing is a growing type of housing and retirees have expressed interest in cottage housing in Astoria. This type of Code language is being applied along the coast. He reiterated that the Commission does not have to include the language supporting cottage developments.

President Nemowill noted the Executive Summary of the Riverfront Vision Plan states, "modest scale residential neighborhood", but also, "a development that targets working families and other full-time Astoria residents." She assumed that targeting working families meant workforce housing, which might be different from affordable housing. Director Estes explained that most affordable workforce housing built recently was apartments. However, the community did not want apartments in this area. The recommendations balance the desire for low scale, detached units with housing that would also be affordable. This Code work would put the policy in place to accommodate that. If the City moves the Public Works shops, City Council could make a policy decision to sell the property to a developer wanting to build workforce housing at a reduced cost as an incentive to provide affordable housing. Mr. Hastie added the recommendations attempt to balance multiple objectives while remaining consistent with Astoria's Comprehensive Plan and housing needs analysis. Astoria has a bigger need for land zoned for single-family detached housing than land zoned for multi-family housing. Although not the perfect solution to meet every need the City has, the proposal is consistent with the Riverfront Vision Plan. He and Staff are open to other ideas and solutions.

President Nemowill confirmed there was no further public comment.

Mr. Hastie requested feedback from the Commission about the direction with regard to Compact Residential Zone and cottage cluster development, as well as any suggested changes in types of allowed uses, or the provisions regarding lot size, density, setbacks, etc. in the new residential zone or to the architectural design standards.

Commissioner Fitzpatrick stated that affordable housing did not mean subsidized apartments built at a cost well beyond what a single family residence would cost, which is what occurred in the Gateway area. He did not understand why no one has discussed why the cost was \$227,000 per unit and yet, it is considered affordable housing. Cottage housing is in demand and is a growing trend because it is affordable housing. Units up to 1,250 square feet become workforce housing as it can accommodate a family. As a developer and landlord, he has been approached by a group of seniors that wanted cottage development. More than 10,000 square feet of space is necessary to make the cottage developments work and trying to find that space is difficult. He was excited to see that cottage housing was a possibility. He has seen cottage development turn into workforce housing, which becomes a good neighborhood with a good mix of people. Cottage housing on 2,000 square foot lots become extremely affordable at 1,250 square feet, relative to a 1,600 square foot or larger home on a 6,000 square foot or larger lot. He did not want to see expensive housing called affordable because it is subsidized. Real affordable housing is affordable because the land and building costs are inexpensive.

President Nemowill was concerned about view corridors. Mr. Hastie reminded that the proposed Compact Residential zone between 30th and 32nd Streets takes up two half blocks between Marine Drive and the Rivertrail. Recommendations discussed at the last work session addressed view corridors along the north/south streets between Marine Drive and the river, requiring a 70-foot wide view corridor. The recommendations for the residential zone limit building height to 28 feet, but elsewhere in the Civic Greenway, setbacks are required above 24 feet to expand the view corridor. Open spaces can be created by establishing maximum lot coverage and requiring open spaces within a cottage cluster development.

President Nemowill, Vice President Innes and Commissioner Pearson agreed that the compact residential zone sounded like a good idea.

Commissioner Fitzpatrick liked the idea of the compact residential zone, but was concerned about the recommended maximum lot coverage of 80 percent; he preferred less lot coverage. He explained how lot coverage requirements at Mill Pond resulted in a loss of character in the neighborhood. He suggested a square footage requirement of the entire building relative to the lot size, instead of a maximum lot coverage. A 2,000 square foot building on a 2,500 square foot lot is too large for a lot that size. Adding a second floor would increase building square footage to 4,000 square feet, which is unreasonable. The requirement could specify a

percentage or a specific number of square feet. He believed a maximum square footage requirement would prevent the development of an oversized building on a small lot. Mr. Hastie suggested a maximum footprint size similar to the cottage cluster and a maximum square footage of the entire building. A maximum of 2,000 square feet for the dwelling with a maximum footprint of 1,400 square feet would result in about 60 percent lot coverage. Commissioner Fitzpatrick explained that historically, Astoria has had a 50 foot by 100 foot lot standard, and more recent development has been a 60 foot by 100 foot or larger standard lot size. It appears the City is trying to deviate from this standard. High density already occurs on 2,500 or 4,000 square foot lots. Adding bigger buildings to these small lots is out of proportion. President Nemowill and Commissioner Gimre agreed. Commissioner Gimre added that he liked Mr. Hastie's idea to require a maximum footprint and total square footage.

Vice President Innes supported the cottage cluster development, adding she would consider living in such a development.

Commissioner Fitzpatrick believed the maximum of 1,250 square feet seemed reasonable for cottage cluster development because it supports workforce housing for families. Three bedrooms can easily fit into 1,250 square feet. He suggested requiring an average home size of 1,000 square feet, allowing 700 square foot, one-bedroom homes to be mixed with larger homes up to 1,250 square feet to prevent the development from becoming too high density. Commissioner Pearson was concerned about the look of a development with houses of greatly varying sizes. Commissioner Fitzpatrick explained that smaller units might be built closer to the street than the larger units. A developer would not want to bury a small unit in the back corner of a development with the most imposing unit at the street.

President Nemowill recalled Mr. Stoffer's comments about the Commission figuring out how the ownership would work. Mr. Hastie noted the recommendations provide options; no one ownership model was being imposed over another. He offered to provide more information about how ownership in cottage cluster developments works in other areas. Commissioner Fitzpatrick said he preferred the development be implemented as a planned unit development (PUD) where both the land and structure were owned, rather than a condominium project; however, a PUD could limit allowed uses of accessory buildings. Therefore, he was open to either ownership model. He did not want to set limits that would adversely affect creative development ideas or financing.

Commissioner Gimre supported cluster housing because it would benefit the elderly as well as people in their 20s and 30s coming to Astoria to work. This age group also starts families. He did not have any concerns with the recommendations.

Commissioner Fitzpatrick agreed with the limit on the number of units in each cluster because he did not want to see cottage cluster development turn into a regular PUD.

Mr. Hastie requested feedback on the recommended architectural design standards, which included extension of the Gateway Overlay zone and establishing a set of clear and objective standards for residential uses within the area.

Vice President Innes asked which standards were likely to increase building costs. Mr. Hastie noted that some of the prohibited materials are lower cost materials, but the recommendation would prohibit them because they look worse than more expensive materials. He did not believe the recommended standards were overly zealous, as he has seen more prescriptive standards in other cities. However, the standards to require a minimum level of quality and attempt to prohibit materials and building forms that people tend to find most objectionable or that are least consistent with materials and building forms found elsewhere in Astoria. He agreed the recommendations would add to the cost of a building. Planner Johnson added that the guidelines used in Mill Pond did not prohibit the use of contemporary materials, but did require proper installment. While contemporary materials were used, the materials were not necessarily the highest priced materials, but high quality designs were still achieved. Issues that surfaced during the design review process resulted in specific design standards and guidelines, like the depth of windows and how doors should look.

Commissioner Fitzpatrick preferred to recommend rather than require design standards, but believed offering a number of options for each requirement would be reasonable. Mr. Hastie reminded that implementing clear and objective standards is required by State law. Residential property owners could choose to comply with these

standards or complete the design review process. Commercial and industrial property owners must complete the design review process.

Commissioner Pearson supported the recommended architectural design standards. He agreed with Planner Johnson that a learning process occurred during the design of the Gateway Overlay zone. At first, property owners were concerned about their own properties. Two years later, property owners were concerned about the neighborhood. The standards are baseline and ensure that property owners are invested in the cottage cluster because all of the property owners must abide by the same rules.

Mr. Hastie stated on February 25, 2014 his presentation will include the more specific Code amendments based on direction given by the Planning Commission during this and the last two work sessions.. Public hearings with the Planning Commission and City Council to adopt the proposed Code amendments will be scheduled beginning in May 2014. Once work on the Civic Greenway Area is complete, the Planning Commission will begin planning work on the Bridge Vista Area. He agreed to mail a copy of the Code amendments to the Commissioners about a week prior to the meeting to allow more time for review.

There being no further business, President Innes adjourned the work session at 9:30 p.m.

ATTEST:

Secretary

APPROVED:

Community Development Director /
Assistant City Manager

DRAFT

STAFF REPORT AND FINDINGS OF FACT

February 20, 2014

TO: ASTORIA PLANNING COMMISSION

FROM: ROSEMARY JOHNSON, PLANNER

SUBJECT: CONDITIONAL USE REQUEST (CU14-01) BY NANCY KARACAND TO OPERATE A ONE BEDROOM HOME STAY LODGING IN AN EXISTING DWELLING AT 1293 15TH STREET

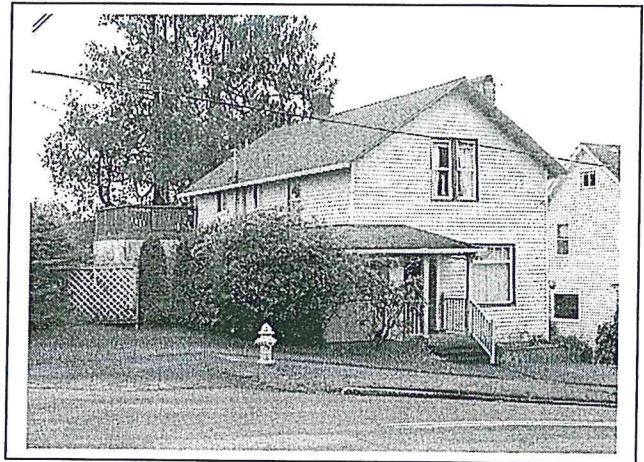
I. Background

- A. Applicant: Nancy L Karacand
1293 15th Street
Astoria OR 97103
- B. Owner: Nancy L Karacand
1293 15th Street
Astoria OR 97103
- C. Location: 1293 15th Street; Map T8N-R9W Section 17BA, Tax Lots 11801; Lots south 70' Lots 11 & 12, Block 90, Shively
- D. Zone: R-1, Low Density Residential
- E. Lot Size: 70' x 100' (7,000 square feet)
- F. Request: To operate a one bedroom Home Stay Lodging with the owner residing full-time in an existing single-family dwelling

II. BACKGROUND

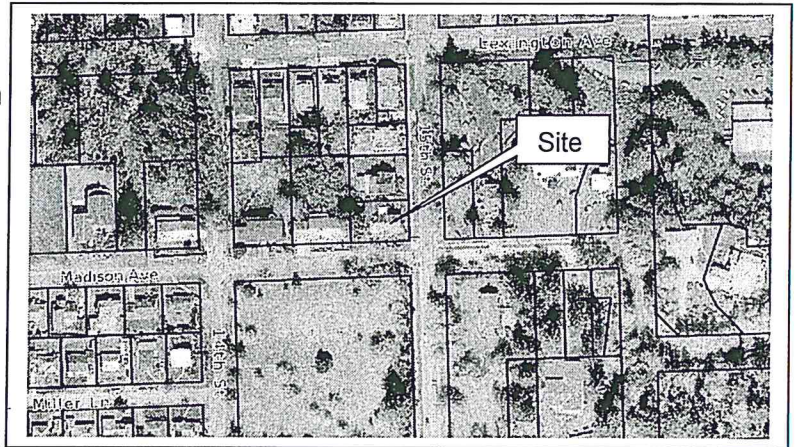
A. Site:

The residence is located on the west side of 15th Street on the corner of Madison Avenue. The house faces 15th Street with the garage and parking access on Madison. The front property line is approximately 15' from the paved portion of 15th Street.



B. Adjacent Neighborhood:

The neighborhood is developed with primarily single-family dwellings. The City-owned Pioneer Cemetery is located across the Madison Avenue right-of-way to the south. A standard lot is 5,000 sqft. Most lots are larger than standard lots with a mixture of substandard lots within one block of the site.



C. Proposal:

The applicant requests a permit to allow one bedroom in the dwelling to be rented for transient lodging. The City has different classifications of transient lodging facilities. A Bed and Breakfast has three to seven guest bedrooms and a Home Stay Lodging has one or two guest bedrooms. A Home Stay Lodging facility has one or two bedrooms and requires that the facility be owner occupied. Home Stay Lodging is an outright use in most zones but requires a conditional use permit in the R-1 Zone due to the lower density of the zone. The applicant is the property owner and would live in the house at the same time as the guests. The proposed use would require one additional off-street parking space which the applicant can provide.

III. PUBLIC REVIEW AND COMMENT

A public notice was mailed to all property owners within 100 feet pursuant to Section 9.020 on February 4, 2014. A notice of public hearing was published in the Daily Astorian on February 20, 2014. Any comments received will be made available at the Planning Commission meeting.

IV. APPLICABLE REVIEW CRITERIA AND FINDINGS OF FACT

A. Section 1.400 defines "Bed and Breakfast" as *"Any transient lodging facility which contains between three (3) and seven (7) guest bedrooms, which is owner or manager occupied, and which provides a morning meal."*

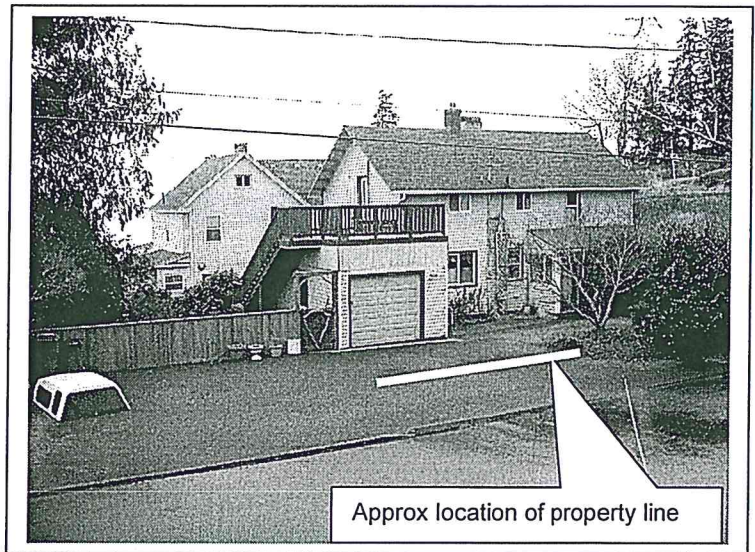
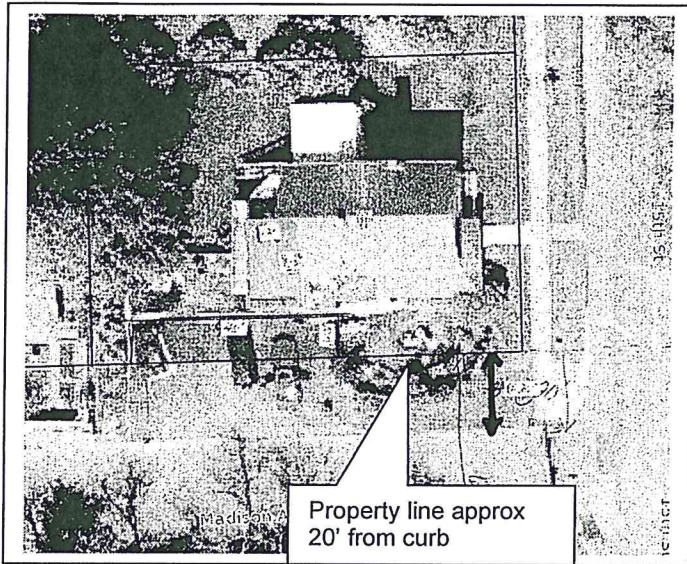
Section 1.400 defines "Home Stay Lodging" as *"A tourist accommodation with no more than two (2) bedrooms available for transient rental, and which is owner occupied. Such facilities may or may not provide a morning meal."*

Section 2.025(8) allows "Home Stay Lodging" as a Conditional Use in the R-1 Zone, in accordance with Article 11 concerning Conditional Uses.

Finding: The applicant proposes to operate a facility with one bedroom and the owner residing full-time while there are guests (Condition 1). The facility is classified as a Home Stay Lodging and is being reviewed as a Conditional Use.

- B. Section 2.050(1) states that *“All uses will comply with applicable access, parking, and loading standards in Article 7”*. Section 7.100(H) requires two spaces per dwelling unit and one additional space per bedroom for a Home Stay Lodging.

Finding: The proposed use will be in an existing single-family dwelling with one room for transient use. A total of three parking spaces are required for the proposed use. There is a one car garage and paved area sufficient for two or three off-street parking spaces. The applicant can provide the required on-site parking.



- C. Section 11.020(B.1) states that *“the Planning Commission shall base their decision on whether the use complies with the applicable policies of the Comprehensive Plan.”*
1. Comprehensive Plan Section CP.220(6) concerning Housing Policies states that *“Neighborhoods should be protected from unnecessary intrusions of incompatible uses, including large scale commercial, industrial and public uses or activities.”*

Section CP.206(1), Economic Development Goal 7 and Goal 7 Policies, *“Goal: Encourage successful home-based businesses”* states that the City will *“Encourage home occupations, cottage industries and activities which have little impact on the surrounding neighborhoods through the City’s Development Code.”*

Finding: This neighborhood is single-family residential with no other non-residential uses within a block of the site other than the City park across Madison Avenue right-of-way to the south. A small transient lodging facility is considered as a compatible use within a residential area. Due to the low density of the R-1 Zone, all transient lodging facilities require review as a conditional use.

With the owner occupancy requirement of a Home Stay Lodging, the neighborhood is protected from the “second home” problem of vacant properties at various times of the year. The ability to have an occasional guest allows a home owner to continue living in the home and have some income and/or companionship from the transient lodging. This type of use is not a “vacation rental” that would have a larger impact to the neighborhood with different guests and no owner in the home.

Increased traffic associated with transient lodging on a street could intrude on the neighborhood. However, with a one bedroom facility, the number of vehicle trips would be sporadic and not on a daily basis. With a single-family dwelling, the number of vehicle trips would include multiple trips daily. Use of the home for transient lodging would be a low impact use of the single-family home. The impact from one additional vehicle in the neighborhood on an occasional basis would be minimal. This is based on the concept that a “family” of four living in the home using all bedrooms for the family could theoretically have four vehicles which would be more of an impact than the one couple living there with one occasional guest vehicle. *Trip Generation, Institute of Transportation Engineers, 1991* indicates the following averages for vehicle trips associated with these two uses:

| <u>Day of Week</u> | <u>Single-Family Dwelling</u> | <u>Recreational Home</u> |
|--------------------|-------------------------------|--------------------------|
| Weekday | 9.55 | 3.16 |
| Saturday | 10.19 | 3.07 |
| Sunday | 8.78 | 2.93 |

Therefore, the vehicle trips associated with a home stay lodging (recreational home) would be less than an existing. The traffic impact associated with this use would be minimal with approximately three vehicle trips per day.

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

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

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

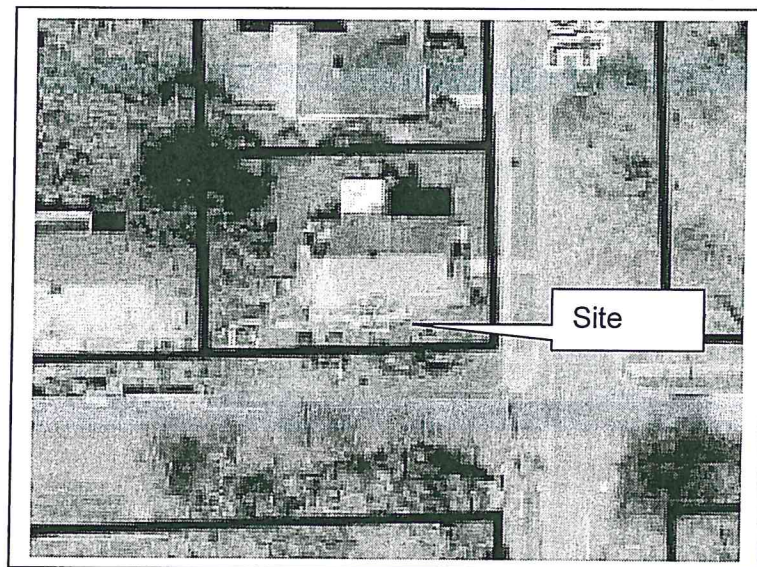
Finding: The transient lodging would be located within the existing single-family dwelling. The proposed use is an appropriate use of an existing residential structure. A Home Stay Lodging is conditional use in the R-1 Zone and an outright use in all other residential zones to assure that the impact on the neighborhood is reviewed. Location within a residential zone

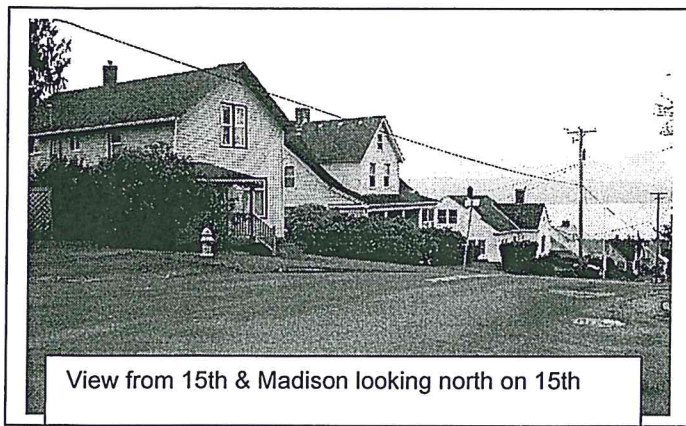
is appropriate due to the nature of Home Stay Lodging and B&B's to be located in private homes. The requirement of the owner residing in the home at the same time as the guests prohibits the use as a "vacation rental" and protects the neighborhood as the owner is there to be responsible for the actions of their guests.

The site is located at 15th and Madison and is accessible to travelers via 16th Street to Jerome and 15th Street. It is located relatively close to Downtown and the River Trail and is on the route to the Astoria Column. The site is accessible by vehicle or a short 10 to 15 minute walk to downtown and other main attractions and restaurants. The site is suitable for the proposed use.

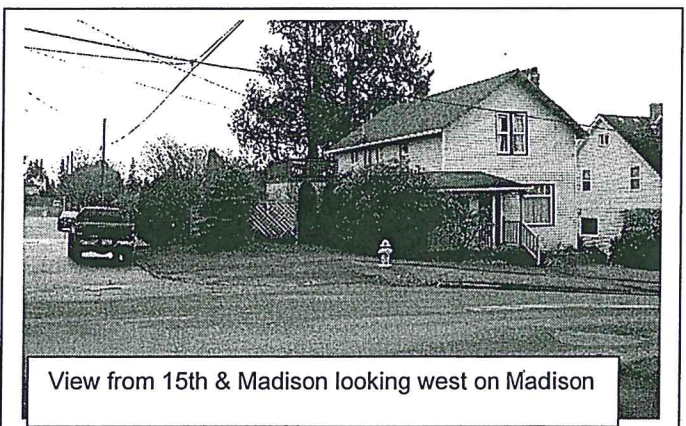
2. Section 11.030(A)(2) requires that *"an adequate site layout will be used for transportation activities. Consideration should be given to the suitability of any access points, on-site drives, parking, loading and unloading areas, refuse collection and disposal points, sidewalks, bike paths, or other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

Finding: The proposed use is for one bedroom for transient use. 15th Street is platted 60' wide with sidewalks and a 30' wide paved road. Madison Avenue is platted 60' wide with no sidewalks and a 24' wide paved road. The applicant has a paved garage driveway apron that is approximately 10.5' deep x 46' wide within the property lines with an additional approximately 20' deep x 46' wide paved area within the Madison Avenue right-of-way between the curb and property line. This area can be used to park at least two or three vehicles on the site plus additional vehicles on the paved area within the right-of-way. Loading and unloading would be done from the vehicle parked in the paved driveway.





View from 15th & Madison looking north on 15th



View from 15th & Madison looking west on Madison

Future development is not anticipated in this area in the near future. The proposed use would not overburden the existing street system for access. The site is sufficient for the proposed use and would not interfere with the flow of traffic and/or emergency vehicles.

The applicant has refuse collection for the home which would not be impacted by the additional use. The proposed use would not create a safety issue.

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

Finding: All utilities are at the site and are capable of serving the use. The site is currently used as a single-family dwelling and that use would continue. The proposal is to change the use to a single-family dwelling with one bedroom Home Stay Lodging. The impact to utilities with intermittent stays by guests in one bed room would be minimal. As with all new or increased businesses and development, there will be incremental impacts to police and fire protection but it will not overburden these services.

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

Finding: The site is not within 100' of a known geologic hazard area as indicated on the City map. No new construction is proposed. The site is adequate for both the single-family residence and the use of the building by transient guests. No construction is proposed.

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

Finding: Single-family residential use does not require landscaping, however, the site is landscaped.

- E. Astoria City Code Section 8.045.3 concerning "Collection of Tax by Operator; Rules for Collection" states that *"Every operator renting rooms or space for lodging or sleeping purposes in this City, the occupancy of which is not exempted under the terms of this ordinance, shall collect a tax from the occupant. The tax collected or accrued by the operator constitutes a debt owed by the operator to the City."*

Finding: The applicant is required to register the transient lodging facility with the City Finance Department for collection of the transient room tax. In addition, transient lodging is considered a commercial use and requires that the owner obtain an Occupational Tax (business license) for conducting business within the City limits. The owner shall notify the Finance Department concerning any change in operation of the transient lodging.

V. CONCLUSIONS AND RECOMMENDATIONS

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

1. The property owner shall reside in the dwelling on the same days as the transient guests.
2. Significant changes or modifications to the proposed plans as described in this Staff Report shall be reviewed by the Astoria Planning Commission.

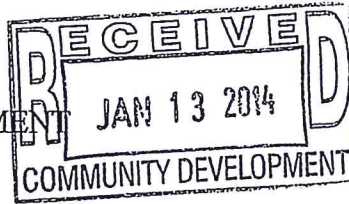
The applicant should be aware of the following requirements:

The applicant shall obtain all necessary City and building permits prior to the start of operation including registering with the City for the Transient Room Tax.



CITY OF ASTORIA
Founded 1811 • Incorporated 1856

COMMUNITY DEVELOPMENT



P. Vira

No. CU 14-01

Fee: \$250.00

CONDITIONAL USE APPLICATION

Property Address: 1293 15TH STREET, ASTORIA, OR 97103

Lot 5 20' LT 11 & 12 Block 90 Subdivision SHIVELY'S ADD

Map 17 BA Tax Lot 11801 Zone R-1

Applicant Name: NANCY L. KARACAND

Mailing Address: 1293 15TH St., ASTORIA, OR 97103

Phone: 503 791-8809 Business Phone: 503 325-2895 Email: ncand@g.com

Property Owner's Name: NANCY L. KARACAND

Mailing Address: 1293 15TH St., ASTORIA, OR 97103

Business Name (if applicable): N/A

Signature of Applicant: Nancy Karacand Date: 1/13/14

Signature of Property Owner: Nancy Karacand Date: 1/13/14

Existing Use: SINGLE FAMILY RESIDENTIAL

Proposed Use: one bedroom Home Stay Lodging w/ owner occupancy

Square Footage of Building/Site: 70 x 100 occupancy at same time as guests.

Proposed Off-Street Parking Spaces: 3

operate a one bedroom Home Stay Lodging w/ the owner occupancy

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

at same time as guests in an existing 3FD

| | | | |
|-----------------------------|----------------|-----------------------------|----------------|
| <i>For office use only:</i> | | | |
| Application Complete: | <u>1/13/14</u> | Permit Info Into D-Base: | <u>2/3/14</u> |
| Labels Prepared: | <u>2/3/14</u> | Tentative APC Meeting Date: | <u>2/27/14</u> |
| 120 Days: | | | |

FILING INFORMATION. Planning Commission meets on the fourth Tuesday of each month. Completed applications must be received by the 13th of the month to be on the next month's agenda. A Pre-Application meeting with the Planner is required prior to acceptance of the application as complete. Only complete applications will be scheduled on the agenda. Your attendance at the Planning Commission meeting is recommended.

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

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

THE HOME IS ON A BUSY STREET, EASILY ACCESSIBLE
THERE WOULD BE NO EXTERIOR SIGNAGE INDICATING
COMMERCIAL USE. THERE ARE AT LEAST 6 OTHER
PROPERTIES IN ASTORIA PROPER REGISTERED WITH ACRBNE

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

THERE IS OFF-STREET PARKING FOR 3 VEHICLES
AS WELL AS A 1-CAR GARAGE ON THE
PROPERTY.

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

THE DWELLING HAS 4 BEDROOMS AND
2 BATHS. I LIVE HERE ALONE AND WOULD
HAVE NO MORE THAN A SINGLE GUEST OR COUPLE
OCCUPYING A BEDROOM ON THE MAIN FLOOR AT ANY TIME.

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

No new construction - N/A

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

Existing residential landscaping is sufficient

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

Where are you going?

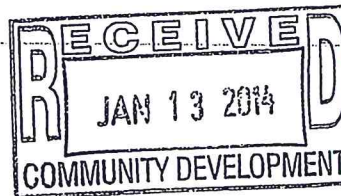
BROWSE ▾

HELP ▾

LIST YOUR SPACE (/ROOMS/NEW)

SIGN UP (/SIGNUP_LOGIN?REDIRECT_PARAMS[ACTION]=PRESS_RELEASE&REDIRECT_PARAMS[CONTROLLER]=ABOUT&REDIRECT_PARAMS[SLUG]=NEW-STUDY-AIRBNB-GENERATED-632-MILLION-IN-ECONOMIC-ACTIVITY-IN-NEW-YORK)

LOG IN (/LOGIN?REDIRECT_PARAMS[ACTION]=PRESS_RELEASE&REDIRECT_PARAMS[CONTROLLER]=ABOUT&REDIRECT_PARAMS[SLUG]=NEW-STUDY-AIRBNB-GENERATED-632-MILLION-IN-ECONOMIC-ACTIVITY-IN-NEW-YORK)



'The Owl House' with sea view
Hightown, UK - \$132 (/rooms/853817)
Company ▶

- About >
- ←Back
- About Us (/about/about-us)
- Founders (/about/founders)
- Press >
- ←Back
- Airbnb News (/press/news)
- Media Resources (/press/resources)
- Jobs (/jobs)
- Blog (http://blog.airbnb.com/)

New Study: Airbnb Generated \$632 Million in Economic Activity in New York

Hospitality Company Supports More Than 4,500 Jobs, Airbnb Guests Spend More Time and Money in New York Than Typical Tourists

New York, N.Y. (October 22, 2013) – Airbnb, the world’s leading marketplace to list, discover and book unique, local accommodations today released a new study highlighting the Airbnb community’s positive economic impact in New York City. Conducted by HR&A Advisors, the study found that Airbnb generated \$632 million in economic activity in New York in one year and supported 4,580 jobs throughout all five boroughs. The study also found that nearly 90 percent of Airbnb hosts rent out the home they live in -- their primary residence -- and use the money they earn to help make ends meet, while Airbnb guests spend more time and money in New York than typical tourists.

HR&A Advisors also calculated that Airbnb guests paid \$31 million in sales taxes to New York City and State while visiting New York.

“Airbnb is helping regular New Yorkers in all five boroughs pay their bills by sharing the home they live in and the city they love with travelers from around the world,” said Airbnb CEO Brian Chesky. “And Airbnb makes it possible for more people to visit New York, connect with real New Yorkers and spend their money at local businesses.”

“Airbnb represents a new kind of economic activity for New York City,” said HR&A Advisors Partner Jamie Torres Springer. “We found Airbnb is helping to grow and diversify the City’s economy: it brings new kinds of visitors who stay longer and spend more, and visit neighborhoods that don’t traditionally benefit from tourism. It supports the City’s new innovation economy. And it supports its largely middle income host community.”

Highlights from the study include:

- The typical Airbnb host occasionally rents out the property in which he or she actually lives. 87 percent of Airbnb hosts rent out the home they live in and the typical host earns \$7,530 per year.
- Airbnb helps New Yorkers stay in their homes, pay their bills and pursue their dreams. 62 percent of Airbnb hosts say Airbnb helped them stay in their homes and more than 50 percent of hosts are non-traditional workers (freelancers, part-time workers, students, etc.).
- Airbnb visitors stay on average 6.4 nights (compared to 3.9 for hotel guests) and

spend \$880 at NYC businesses (compared to \$690 for average New York visitors).

- Airbnb brings visitors to neighborhoods that traditionally have not benefited from tourism. 82 percent of Airbnb listings in New York are outside of the main tourist hotel area of midtown Manhattan and the average Airbnb guest spends \$740 in the neighborhood where she stays.
- In one year, Airbnb generated \$104 million in economic activity outside of Manhattan.

New York has been an important part of Airbnb since the company was founded in 2008 -- many of the first Airbnb hosts shared their space in New York. The company also partnered with Mayor Bloomberg and the City of New York to provide free or discounted housing to New Yorkers displaced by Superstorm Sandy.

The study released today examined data on Airbnb rental activity in New York City for the 12 months from August 2012 to July 2013.

About Airbnb

Founded in August of 2008 and based in San Francisco, California, Airbnb is a trusted community marketplace for people to list, discover, and book unique accommodations around the world – online or from a mobile phone. Whether an apartment for a night, a castle for a week, or a villa for a month, Airbnb connects people to unique travel experiences, at any price point, in more than 34,000 cities and 192 countries. And with world-class customer service and a growing community of users, Airbnb is the easiest way for people to monetize their extra space and showcase it to an audience of millions. www.airbnb.com (<http://www.airbnb.com>)

Location Settings

🌐 English ▼
🇺🇸 USD ▼

Discover

- Trust & Safety (/trust)
- Airbnb Picks (/wishlists/airbnb_picks)
- Airbnb Open (/live/open)
- Mobile (/mobile)
- Why Host (/info/why_host)
- Hospitality (/hospitality)
- Stories (/stories)
- Site Map (/sitemaps)

Company

- About (/about/about-us)
- Jobs (/jobs)
- Press (/press/riews)
- Blog (<http://blog.airbnb.com>)
- Help (/help)
- Policies (/policies)
- Responsible Hosting (/help/responsible-hosting)
- Disaster Response (/disaster-response)
- Terms & Privacy (/terms)

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- YouTube (<http://www.youtube.com/airbnb>)
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STAFF REPORT AND FINDINGS OF FACT

February 20, 2014

TO: ASTORIA PLANNING COMMISSION

FROM: ROSEMARY JOHNSON PLANNER



SUBJECT: AMENDMENT REQUEST (A14-01) BY THE COMMUNITY DEVELOPMENT DIRECTOR TO AMEND THE ASTORIA DEVELOPMENT CODE, COMPREHENSIVE PLAN, AND CITY CODE FOR THE ADOPTION AND IMPLEMENTATION OF THE 2014 TRANSPORTATION SYSTEM PLAN

I. BACKGROUND SUMMARY

- A. Applicant: Community Development Director
City of Astoria
1095 Duane Street
Astoria OR 97103
- B. Request: To adopt the 2014 Astoria Transportation System Plan (TSP) and associated amendments to the Astoria Development Code, Comprehensive Plan, and City Code to implement the TSP. The proposed amendments are as follows:

Comprehensive Plan

CP.027, Comprehensive Plan Background Reports; new section moving the documents from Development Code to CP
CP.028, Background Plans and Studies, new section moving the documents from Development Code to CP
CP.028.I, Adopting the 2014 Transportation System Plan
CP.037-.038, Port-Uniontown Overlay Area and Policies; new section
CP.047-.048, East Gateway Overlay Area and Policies; new section
CP.067-0.68, Astoria Rierfront Vision Overlay Area and Policies; new section
CP.345 to CP.360, Transportation Element; replace entire section
CP.365.7, Transportation Element, Street Standards; deleted
CP Map, Figure 1.2, Port-Uniontown Overlay Area; new map
CP Map, Figure 1.3, East Gateway Overlay Area; new map
CP Map, Figure 1.4, Astoria Riverfront Vision Overlay Area; new map

Development Code

1.210 to 1.253, Comprehensive Plan Background Reports; delete section moving the documents from Development Code to CP
1.400, Definitions; new transportation definitions, move Subdivision Article 13 definitions to this section, and amend existing transportation related definitions
Add "Transportation Facilities" as an outright use in the following zones:

| | | | |
|------------|-------------|---------------|---------------|
| 2.020, R-1 | 2.475, GI | 2.705, S-2A | 14.235, HR |
| 2.065, R-2 | 2.505, A-1 | 2.840, IN | 14.270, LS |
| 2.155, R-3 | 2.530, A-2 | 2.895, PD | 14.305, AH-MP |
| 2.305, C-1 | 2.555, A-2A | 14.045, MH | |
| 2.350, C-2 | | 14.080, FA | |
| 2.390, C-3 | 2.655, S-1 | 14.115, AH-HC | |
| 2.430, C-4 | 2.680, S-2 | 14.160, HC | |

Add "Transportation Facilities, excluding electric car charging station" as an outright use in the following zones: 2.580, A-3

Add "Transportation Facilities, excluding electric car charging station" as a conditional use in the following zones: 2.610, A-4 2.735, S-5

Add "Transportation Facilities, excluding electric car charging station and transit stop" as an outright use in the following zones: 2.875, LR

3.005, Access to Streets; amend

3.008, Vehicular Access and Circulation; new section

3.010, On-Site Pedestrian and Bicycle Access and Circulation; new section

3.015, Transportation Standards; new section incorporating portions of the street improvement standards from Subdivision Article 3

3.035.A.1, Accessory Structures; amend

3.045, Clear Vision Area; amended and move to City Code

7.062.B, Special Exceptions to Off-Street Vehicle Parking Requirements; new section

7.062.C, Special Exceptions to Off-Street Vehicle Parking Requirements; move from another section

7.100, Minimum Parking Space Requirements; amend

7.105, Bicycle Parking; new section

7.110.A, Parking and Loading Area Development Requirements; amend

7.110.D, Parking and Loading Area Development Requirements, Size; amend

7.110.G, Parking and Loading Area Development Requirements, Landscaping; amend

7.120, Driveway Development Standards; amend

7.150, Disabled People Parking Requirements; amend

7.180, Parking in the Downtown Area; moved to another section

9.010.D, E, F, G, Application Information and Procedures; amend and add Section I & J

10.070.B.2.b, Map Amendments; amend

13.040, Subdivision, Definitions; moved to Section 1.400, Definitions

13.100.A, Subdivision, Preliminary Plat – Procedure for Review, Conference; amend

13.100.C.7, Subdivision, Preliminary Plat – Information on Preliminary Plat, Supplemental Information; new section

13.410, Subdivision, General Regulations and Design Standards, Streets; amend and move to Article 3

13.440.B, Subdivision, Blocks, Size; amend

13.440.C, Subdivision, Blocks, Walkways; amend

City Code

2.350, Local Improvements, Planting of Trees in Sidewalk Areas; amend

6.100, Vision Clearance Area; amend

C. Location: City-wide.

II. BACKGROUND

The City of Astoria Community Development Director is initiating a legislative amendment to adopt the 2014 Transportation System Plan and amend the Development Code, Comprehensive Plan, and City Code to implement the TSP. The Astoria Transportation System Plan (TSP) has been developed to provide direction for transportation systems in the Astoria urban area over the next 20 years, as well as meet Federal, State and local transportation planning requirements.

In 1995, the City of Astoria initiated development of a City-wide transportation plan. In November 1999, the City Council adopted the current City of Astoria Transportation System Plan (TSP). The Astoria TSP addresses a variety of transportation issues dealing with vehicular, pedestrian, bicycle, and freight needs. The Plan provided an analysis of existing conditions in 1996, projections for future demand, and recommended transportation projects. The current TSP included a 10-year model (for projected conditions in 2006) and a 20-year model (for projected conditions in 2016).

Subsequent to adoption of the Astoria TSP, the City conducted and adopted other neighborhood transportation and transportation-related plans, and participated in the development of several regional plans. These include:

- Astoria Gateway Area Transportation and Growth Management Plan (1999)

- Port/Uniontown Transportation Refinement Plan (2007)

- East Gateway Transportation System Plan (2007)

- Astoria Riverfront Vision Plan (2009)

- Astoria Bicycle Plan (1992)

- Astoria Trails Master Plan (2006 and 2013)

- Astoria Downtown Parking Study Final Report (2006)

- Astoria Pre-Disaster Mitigation Plan (2008)

- West Astoria Couplet Development Improvements (2006)

- Greater Astoria-Warrenton Area Regional Transportation System Refinement Plan (2007)

- Clatsop County Transportation System Plan (2003)

- Miles Crossing / Jeffers Garden Transportation Refinement Plan (2009)

With the addition of the more recently adopted sub-area Plans and due to the age of the initial TSP document, the City's TSP has become dated and difficult to utilize.

The Oregon Department of Transportation (ODOT) approached the City about partnering to update the City of Astoria TSP. The update would include items such as reviewing current traffic conditions, conducting new traffic forecasting models, development of an updated project list, and integration of the neighborhood plans previously mentioned. The partnership would include ODOT funding the update to cover consultant expenses and ODOT staff time. In 2010, ODOT contracted with DKS Associates as the consultant to develop the Plan for the City of Astoria.

Direction of this planning effort was provided by a Transportation Advisory Committee (TAC) appointed by the Mayor, with representatives from the public, City and County government, local organizations, ODOT, and the Department of Land Conservation and Development (DLCD). The goals and objectives were developed by the TAC and the general public through an extensive public involvement process.

Forecasting:

Prior to developing the TSP recommendations, staff conducted an in-depth evaluation of the existing household and employment conditions in Astoria. This involved identifying where development has occurred and estimating and/or calculating the number of residents and employees in specific gridded sections of the City to determine travel trends. Clatsop County forecasts the population for communities within the County based on a State-mandated calculation. Using these forecast figures for Astoria, the anticipated population with housing and employment needs were forecasted for a 20 year period. These figures were used by the consultants in the modeling of anticipated traffic and associated transportation needs throughout Astoria for the next 20 years. (Vol 1, Section 3, Trends, and Vol 2, Section G, Memo 6, Future Forecasting)

TSP Content:

Because State law requires cities to implement certain provision of the TSP through amendments to the Development Code and Comprehensive Plan, the consultant team prepared a section on implementation ordinances (Section L, Memo 11, Implementation Ordinances).

The TSP is formatted in two volumes. Volume 1 includes an overview of background information, the City's vision and trends, funding opportunities and investments, transportation system standards, and the proposed outcome of the TSP work.

Volume 2 includes sections and memos on the following:

- A Likely funded and Aspirational Transportation System Plan
- B Public Involvement Plan, Memo 1
- C Background Document Review, Memo 2
- D Goals, Objectives, and Evaluation Criteria, Memo 3
- E Transportation System Inventories, Memo 4
- F Existing Transportation Conditions, Memo 5
- G Future Forecasting, Memo 6
- H Future Needs Analysis, Memo 7
- I Stakeholder Interview Summary #1, Memo 8
- J Alternative Evaluation, Memo 9
- K Stakeholder Interview Summary #2, Memo 10
- L Implementing Ordinances, Memo 11
- M Finance Program, Memo 12
- N Transportation Standards, Memo 13

Section A, Likely Funded and Aspirational Transportation System Plan, lists the projects identified through the TSP process that are likely to be funded either in the short or long term, and some projects that were more aspirational. Throughout the findings, this Section will not be cited individually but is included by reference here. The Plan includes the following types and approximate number of projects:

- Driving Solutions – 38
- Pedestrian Solutions – 31
- Biking Solutions – 55
- Shared-Use Path Solutions – 2
- Street Crossing Solutions – 18
- Transit Solutions – 1

Besides the actual transportation related projects, the TSP recommends replacement of the Transportation Element section of the Comprehensive Plan to reflect and implement the goals and policies addressed in the updated TSP. Amendments are recommended to Development Code Sections concerning parking, vehicular access and circulation, pedestrian and bicycle access and circulation, transportation standards, driveway development standards, subdivision requirements, and clear vision area. Street standards that currently only appear in the Development Code Article 13 concerning Subdivisions have been revised and moved to the general section of the Development Code so that they are applicable to development in existing platted areas and not just new subdivisions. These amendments implement the standards identified in the TSP. The TSP also recommends an amendment to the City Code concerning clear vision area to consolidate conflicting references to clear vision in multiple documents.

III. PUBLIC REVIEW AND COMMENT

A. Astoria Planning Commission.

A public notice was mailed to Neighborhood Associations, various agencies, and interested parties on February 4, 2014. In accordance with Section 9.020, a notice of public hearing was published in the Daily Astorian on February 20, 2014. Any comments received will be made available at the Planning Commission meeting on February 27, 2014.

The APC's recommendation will be forwarded to the City Council for public hearing tentatively scheduled for the April 7, 2014 City Council meeting.

B. City Council.

A public notice will be mailed to Neighborhood Associations, various agencies, and interested parties on March 14, 2014. In accordance with Section 9.020, a notice of public hearing will be published in the Daily Astorian on March 31, 2014. Any comments received will be made available at the City Council meeting, tentatively scheduled for April 7, 2014.

IV. APPLICABLE REVIEW CRITERIA

Development Code, Article 10 (Amendments)

Section 10.020(A), Authorization to Initiate Amendments

Section 10.070(A.1), Authorization to Initiate Amendments (text amendments)

Section 10.070(A.2), Authorization to Initiate Amendments (map amendments)

Comprehensive Plan

CP.005, Land And Water Use Element, General Plan Philosophy and Policy Statement

CP.465, Procedural and Participation Policies

CP.470(1), Citizen Involvement Policies

Statewide Planning Goals

Goal 1: Citizen Involvement

Goal 2: Land Use Planning

Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces

Goal 6: Air, Water and Land Resources Quality

Goal 9: Economic Development

Goal 10: Housing

Goal 11: Public Facilities and Services

Goal 12: Transportation

Goal 13: Energy Conservation

Goal 14: Urbanization

Goal 16: Estuarine Resources

Oregon Transportation Plan

Policy 1.2: Equity, Efficiency and Travel Choices

Policy 2.1: Capacity and Operational Efficiency

Policy 2.2: Management of Assets

Policy 3.1: An Integrated and Efficient Freight System

Policy 3.2: Moving People to Support Economic Vitality

Policy 4.1: Environmentally Responsible Transportation System

Policy 5.1: Safety

Policy 7.1: A Coordinated Transportation System

Policy 7.3: Public Involvement and Consultation

Policy 7.4: Environmental Justice

Oregon Highway Plan

Policy 1A: Highway Classification

Policy 1C: State Highway Freight System

Policy 1B: Land Use and Transportation

Policy 1F: Highway Mobility Standards

- Policy 1G: Major Improvements
- Policy 2B: Off-System Improvements
- Policy 2F: Traffic Safety
- Policy 3A: Classification and Spacing Standards
- Policy 4B: Alternative Passenger Modes

OAR 660, Division 12 - Transportation Planning Rule (TPR)

- Section 660-012-0020: Elements of Transportation System Plans
- Section 660-012-0035: Evaluation and Selection of Transportation System Alternatives
- Section 660-012-0045: Implementation of the Transportation System Plan
- Section 660-012-0060: Transportation Project Development

V. FINDINGS OF FACT

- A. Development Code Section 10.020(A) states that *“an amendment to the text of the Development Code or the Comprehensive Plan may be initiated by the City Council, Planning Commission, the Community Development Director, a person owning property in the City, or a City resident.”*

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

- B. Development Code Section 10.070(A.1) states that *“before an amendment to the text of the Code is approved, findings will be made that the amendment be consistent with the Comprehensive Plan.”*

There are several Comprehensive Plan policies which apply to this request:

1. CP.005, Land And Water Use Element, concerning General Plan Philosophy and Policy Statement states that *“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.”*

Finding; The Comprehensive Plan has been updated several times since its adoption in 1979. The adoption of the Transportation System Plan will provide direction for transportation systems in the Astoria urban area over the next 20 years. The TSP addresses all modes of transportation, and suggests alternatives for improvements of the transportation system.

Section D, Memo 3, Goals, Objectives, and Evaluation Criteria lists the goals for the TSP which include health and safety, travel choices, economic vitality, livability, sustainability, fiscal responsibility, and compatibility. These goals are expressions of public policy in the form of policy statements, generalized maps, and standards and guidelines developed through an open public process considering the needs and desires of the community concerning transportation. The TSP has been developed with the assistance of State, Federal, and local agencies such as ODOT, DLCD, Port of Astoria, Astoria School District, Sunset Empire Transportation District, Astoria Downtown Development Association, Clatsop County, and the Lower Columbia Hispanic Council. Consultants evaluated and analyzed the projected population, housing, and employment forecasts through 2035.

The proposed amendments to the Comprehensive Plan and to the Development Code to implement the Comprehensive Plan policies identified in the TSP are necessary to reflect the changing transportation needs of Astoria and the region. The proposed Comprehensive Plan and Development Code amendments comply with this Comprehensive Plan Section.

2. CP.465, Procedural and Participation Policies, states that

- “1. *A major review of the Plan will be made every two years. Major legislative changes in the Plan shall be made no more frequently than at two-year intervals; major revisions of the Plan are those which affect a large area or constitute changes in policy that affect the whole City. Minor changes will be considered as needed.*
2. *Changes to the Comprehensive Plan may be initiated by the City Council, Planning Commission, City resident or person or organization owning property in the City. Changes shall be made only where adequate findings of fact are presented in support of such a change.*

3. *Changes of the Comprehensive Plan shall occur as per Article 10, Amendments.”*

Finding: The last major revision (A10-01) to the Comprehensive Plan was completed in July 2010 with various updates and renumbering of certain sections. The entire Comprehensive Plan was readopted at that time. In 2011, various sections of the Comprehensive Plan were amended (A11-01) to adopt and implement the Buildable Lands Inventory. In 2013, the Parks and Open Space Element was amended (A12-04) to adopt and implement the Trails Master Plan.

The amendment request (A14-01) to adopt and implement the TSP was initiated by the Community Development Director at the direction of the City Council and in coordination with the Astoria Planning Commission. Findings of Fact supporting the proposed amendments are contained in this document. The amendments were processed in accordance with the applicable sections of Development Code Article 10 concerning amendments as noted below in the Findings of Fact.

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

The TSP has been developed with the assistance of State, Federal, and local agencies such as ODOT, DLCD, Port of Astoria, Astoria School District, Sunset Empire Transportation District, Astoria Downtown Development Association, Clatsop County, and the Lower Columbia Hispanic Council. The City worked with the Port and other stakeholders concerning their facilities and needs in the area and were included on the TAC (Section I, Memo 8, Stakeholder Interview Summary #1, Section K, Memo 10, Stakeholder Interview Summary #2). See the Findings of Fact below in Section V.D.1 concerning Statewide Planning Goal 1 for details of the citizen / public involvement during the TSP process.

- C. Development Code 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 TSP has been developed to provide direction for transportation systems in the Astoria urban area over the next 20 years, as well as meet Federal, State and local transportation planning requirements. The Plan identifies existing conditions in Section E, Memo 4, Transportation System Inventories, and Section F, Memo 5, Existing Transportation Conditions. Section G, Memo 6, Future Forecasting, and Section H, Memo 7, Future Transportation System Needs Analysis discusses future land and water use needs and addresses the effect on the existing transportation system with suggestions for improvements that address needs that are identified in Section

J, Memo 9, Alternative Evaluation.

D. Statewide Planning Goals

The City is proposing to adopt the 2014 Astoria Transportation System Plan (TSP) as a background report for the Astoria Comprehensive Plan with implementing ordinance amendments to the State-acknowledged Comprehensive Plan, Development Code, and City Code. The following findings demonstrate that the adoption of the TSP and associated ordinances are consistent with the Statewide Planning Goals.

1. Goal 1: Citizen Involvement

Goal 1 requires local governments *“To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.”*

Finding: Over the last three years, the City has held four Community meetings, neighborhood meetings, numerous public work sessions before the City Council, Astoria Planning Commission (APC), and Traffic Safety Advisory Committee (TSAC) in an effort to develop the draft TSP in compliance with State requirements. In addition to open public meetings, consultants and staff have met with identified stakeholders and interested parties at various stages throughout the process. Publications and announcements concerning the draft TSP and work sessions included public notices and display ads in the *Daily Astorian*; posters displayed at businesses around the City; direct mailed and emailed notices to groups, impacted neighborhoods, associations, and anyone who signed in as an interested party; link on the City web site to the TSP web site with a comment section; comment forms; presentations at group meetings; and radio programs. An overview of the public involvement process is found in Section B, Memo 1, Public Involvement.

The following is a list of public work sessions and public information concerning the draft TSP and ordinances:

| | |
|-------------------|--|
| May 25, 2011 | Project Advisory Committee meeting |
| November 8, 2011 | Project Advisory Committee meeting |
| April 10, 2012 | Project Advisory Committee meeting |
| May 13, 2012 | Stakeholder meetings |
| May 14, 2012 | Community meeting #1 |
| December 5, 2012 | Project Advisory Committee meeting |
| January 22, 2013 | City Council and APC/TSAC work session |
| January 23, 2013 | Project Advisory Committee meeting |
| February 21, 2013 | Project Advisory Committee meeting |
| April 3, 2013 | Presentation on TSP to Lions |
| April 24, 2013 | Community meeting #2 |

| | |
|--------------------|------------------------------------|
| April 25, 2013 | <u>Daily Astorian</u> article |
| April 30, 2013 | <u>Daily Astorian</u> Editorial |
| April 29, 2013 | Presentation on TSP to Rotary |
| May 7, 2013 | APC & TSAC work session |
| June 12, 2013 | Uniontown Neighborhood meeting |
| June 12, 2013 | Downtown Neighborhood meeting |
| June 13, 2013 | 7th/Niagara Neighborhood meeting |
| June 13, 2013 | Community meeting #3 |
| June 19, 2013 | Project Advisory Committee meeting |
| July 2, 2013 | Project Advisory Committee meeting |
| September 11, 2013 | Community meeting #4 |
| October 9, 2013 | Project Advisory Committee meeting |
| October 16, 2013 | Project Advisory Committee meeting |
| November 4, 2013 | City Council work session |
| November 26, 2013 | APC & TSAC work session |
| December 10, 2013 | Project Advisory Committee meeting |

2. Goal 2: Land Use Planning

Goal 2 requires local governments *“To establish a land use planning process and policy framework as a basis for all decisions and actions related to the use of land and to assure an adequate factual base for such decisions and actions.”*

Finding: This goal requires that all local governments and State agencies involved in the land use action must coordinate with each other. City, County, State and Federal agencies and special districts’ plans and actions related to land use must be consistent with the comprehensive plans of cities and counties.

Direction of this planning effort was provided by a Transportation Advisory Committee (TAC) appointed by the Mayor, with representatives from the public, City and County government, ODOT, DLCD, Port of Astoria, Astoria School District, Sunset Empire Transportation District, Astoria Downtown Development Association, Clatsop County, the Lower Columbia Hispanic Council, and other local agencies or interested groups. The goals and objectives were developed by the TAC and the general public through an extensive public involvement process.

The adopted Plans reviewed during the TSP process are identified and discussed in Section C, Memo 2, Background Document Review. This review identified how the documents influenced and guided planning for the TSP. The TSP document and its projections, analysis, maps, recommended improvements, and proposed funding plan are based on the series of technical memoranda (Volume 2) that were prepared as part of developing the TSP update, including the evaluation and inventory of existing conditions, future forecasting and needs analysis, planned projects, and financial constraints and options.

Section L, Memo 11, Implementing Ordinances contains proposed Comprehensive Plan policies, Development Code and City Code amendments that support and are consistent with the draft TSP. Adopting the TSP and associated ordinances will ensure that the Transportation Element of the Comprehensive Plan is consistent with Statewide Planning Goals.

3. Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces

Goal 5 requires local governments *“To protect natural resources and conserve scenic and historic areas and open spaces.”*

Finding: Livability was one of the TSP Goals identified by the TAC and community (Section D, Memo 3, Goals, Objectives, and Evaluation Criteria). Goal 5, Sustainability identified an objective to “Protect the historic character of the community”. Astoria is surrounded on three sides by water and on one side by an urban forest which are valued assets of the community. In addition, the City has over 800 historic designated properties including three National Register Historic Districts. All of these resources were considered during the TSP to preserve as much of the natural and historic resources and open space as possible. Transportation design elements were sensitive to neighborhood designs and enhanced walking and biking opportunities to reduce the impact to these resources (Section L, Memo 9, Alternatives Evaluation).

4. Goal 6: Air, Water and Land Resources Quality

Goal 6 requires local governments *“To maintain and improve the quality of the air, water, and land resources of the State.”*

Finding: Travel Choices, Sustainability, and Livability were three of the TSP Goals identified by the TAC and community (Section D, Memo 3, Goals, Objectives, and Evaluation Criteria). By planning system improvements based on projected demand and land use patterns, the plan will ensure that land suited for development will be served efficiently. In terms of air quality in particular, improvements recommended in the TSP are less polluting as they reduce driving demand with many projects related to walking, biking, and taking transit (Section J, Memo 9, Alternative Evaluation).

5. Goal 9: Economic Development

Goal 9 requires local governments *“To provide adequate opportunities throughout the State for a variety of economic activities vital to the health, welfare, and prosperity of Oregon’s citizens.”*

Finding: Economic Vitality and Sustainability were two of the TSP Goals identified by the TAC and community (Section D, Memo 3, Goals, Objectives, and Evaluation Criteria). The major transportation routes around the outer edges of Astoria and through the downtown are State Highways (Hwy 30, Hwy 101, Hwy 202). These provide needed transportation not only for local traffic, but also through traffic for visitors, employment needs, and freight. Any proposed projects identified on these routes were coordinated with ODOT for compliance with State transportation needs and requirements. Improvement projects identified in the TSP as D21, CR01, CR08, and CR09 are located on US Highways 30 and 101. ODOT Freight requested the following statement be included in the TSP: *“Planning concept potentially reduces vehicle-carrying capacity of the highway; further evaluation of the project design will be required at the time of implementation to ensure compliance with ORS 366.215.”*

Adopting the TSP and associated ordinances will ensure that access management over time, in association with identified transportation improvements, will achieve a transportation system in the future that can support the planned uses in Astoria’s employment areas, consistent with the City’s economic development goal.

6. Goal 10: Housing

Goal 10 requires local governments *“To provide for the housing needs of citizens of the State.”*

Finding: This goal requires the City plans provide for the appropriate type, location and phasing of public facilities and services sufficient to support housing development in areas presently developed or undergoing development or redevelopment. Health and Safety, Travel Choices, and Livability were three of the TSP Goals identified by the TAC and community (Section D, Memo 3, Goals, Objectives, and Evaluation Criteria). Existing and forecasted population concentration areas were identified and addressed to assure that housing areas were sufficiently serviced (Section E, Memo 4, Transportation System Inventories, and Section F, Memo 5, Existing Conditions). The Niagara/7th Street neighborhood received additional review due to the major transportation route that passes through these neighborhoods and the anticipated increase in housing in this general vicinity. Additional neighborhood meetings were held for these neighbors to address their

concerns and needs. Resulting projects included a proposed roundabout on West Marine Drive near the foot of 5th Street and street calming /road diet features on Niagara (Section J, Memo 9, Alternative Evaluation).

During the TSP process, there was an increased awareness of pedestrian safety due to recent incidents of vehicle/pedestrian accidents. Walkability of neighborhoods and pedestrian safety was a major consideration with all projects suggested.

The TSP and associated ordinances include a list of physical improvements associated with the transportation facilities that will ensure that the facilities will continue to operate safely and efficiently for all users. Preserving the function and capacity of the transportation facilities through the adoption of the TSP will benefit travelers to and from residential areas in all parts of the City and residential areas in the northern portion of the County.

7. Goal 11: Public Facilities and Services

Goal 11 requires local governments *“To plan and develop a timely, orderly, and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.”*

Finding: This goal requires that urban and rural development be "guided and supported by types and levels of urban and rural public facilities and services appropriate for, but limited to, the needs and requirements of the urban, urbanizable and rural areas to be served. Transportation facilities are considered a primary type of public facility. In addition to using the TSP for future project budgeting, the documents recommend that the City adopt the goal, policies, and action measures related to the protection of the function and operation of the City's transportation facilities. Proposed policies address the function and management of the transportation system and emphasize the vital role of these facilities to the State and the community and the importance of protecting these facilities for their intended function. The TSP goals and policies are found in Section D, Memo 3, Goals, Objectives, and Evaluation Criteria.

Funding for the proposed transportation projects is addressed in Section M, Memo 12, Finance Program, which discusses the costs associated with transportation facilities and the existing and potential sources of funding. Fiscal Responsibility is one of the TSP Goals identified by the TAC and community (Section D, Memo 3, Goals, Objectives, and Evaluation Criteria). Several projects were selected for additional financial evaluation with more detailed plans and cost estimates.

8. Goal 12: Transportation

Goal 12 requires local governments *“To provide and encourage a safe, convenient, and economic transportation system.”*

Finding: This Goal is accomplished through development of Transportation System Plans based on inventories of local, regional and State transportation needs. Goal 12 is implemented through OAR 660, Division 12, also known as the Transportation Planning Rule (TPR). The TPR contains numerous requirements governing transportation planning and project development. (See the “OAR 660, Division 12” section of this document for findings of compliance with the TPR.) Health and Safety, Travel Choices, Economic Vitality, Livability, Sustainability, Fiscal Responsibility, and Compatibility were the TSP Goals identified by the TAC and community (Section D, Memo 3, Goals, Objectives, and Evaluation Criteria). The TSP has been developed to serve future transportation demands, thereby preserving the State’s investment in the facilities. The TSP contains a discussion of the transportation analysis that was conducted in order to determine future demand, available capacity, deficiencies, and necessary improvements for the City. The analysis demonstrates that the planned transportation facilities will be adequate to safely and efficiently serve future trips generated by planned land uses for a period of at least 20 years (Section H, Memo 7, Future Transportation System Needs Analysis).

To implement the TSP, amendments to the Comprehensive Plan, Development Code, and City Code are required. The proposed amendments will be presented at a public hearing before the Planning Commission for their recommendation to the City Council for adoption. The TSP and associated code amendments provide for coordination between the City and ODOT for land use actions proposed within the City (Section L, Memo 11, Implementing Ordinances).

Findings for compliance with the TPR are addressed below.

9. Goal 13: Energy Conservation

Goal 13 requires local governments *“To conserve energy.”*

Finding: This goal requires that land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles. The multimodal TSP, with proposed projects and associated code amendments, will support efficient use of land within the City limits and UGB. With this Plan, the City can provide timely, orderly, and efficient transportation improvements where it is efficient to promote higher intensity land uses and avoid development that would not be consistent with the existing and proposed transportation facilities.

The City promotes the efficient use of land and conservation of energy through its Comprehensive Plan and Development Code. Higher density and mixed use zoning, land division, and site plan design standards promote more compact development patterns, and promote bicycling and walking instead of relying on the automobile for accessing everyday services.

10. Goal 14: Urbanization

Goal 14 requires local governments *“To provide for an orderly and efficient transition from rural to urban land use.”*

Finding: The City is concerned with the single access into the City on the east via US Highway 30. There is no alternative route into the City. A route to bypass US Highway 30 is suggested from Emerald Heights to Irving Avenue through a Land Reserve within the City limits but outside the Urban Growth Boundary (Project D30). Construction of the road from Emerald Height would require a Statewide Planning Goal Exception for work outside the UGB but is an important element in improving access management for the City. DLCD has recommended the inclusion of the following statement in the TSP concerning this aspirational project:

“Aspirational projects located outside of the Urban Growth Boundary (UGB) are not planned facilities or improvements, as defined by DLCD, and may not be constructed until authorized by a subsequent Post-acknowledgment Plan Amendment. (Refer to DLCD procedures.) These facilities may represent logical extensions or connections to meet future travel demand beyond the planning horizon; or they may provide some other benefit but simply cannot be funded at this time. In either case, they are only suggested projects that would need to be evaluated when future land use decisions, such as UGB expansion amendments, are considered. Designation of these projects as planned facilities or improvements would require either (1) an amendment to Clatsop County's TSP, because they are the local government with jurisdiction (which may require an exception to the Statewide Planning Goals), or (2) an amendment to the City's UGB and TSP.”

A second project (D10) is proposed for improvements to the US Hwy 30 and Liberty Lane intersection. Liberty Lane is within the City limits, but the intersection is outside the City limits and UGB and is within the jurisdiction of Clatsop County. This proposed project is an upgrade to an existing transportation facility and not a new facility.

The TSP recommends inclusion of these projects in the Clatsop County TSP which is currently under development.

11. Goal 16: Estuarine Resources

Goal 16 requires local governments *“To recognize and protect the unique environmental, economic, and social values of each estuary and associated wetlands; and To protect, maintain, where appropriate develop, and where appropriate restore the long-term environmental, economic, and social values, diversity and benefits of Oregon's estuaries.”*

Finding: No new facilities are planned within the estuary. The addition of “transportation facilities” in each of the zones included a limitation in the A-3 Zone (Aquatic Conservation) and A-4 (Aquatic Natural) to exclude electric car charging stations as they are an associated use of transportation facilities and could have a larger impact to these two aquatic zones due to need for parking areas and not just travel lanes. Any improvements to bike and pedestrian facilities along the estuary would be reviewed for their impacts prior to construction.

Finding: The proposed TSP and associated ordinances are in compliance with Statewide Planning Goals.

E. Oregon Transportation Plan (2006)

The Oregon Transportation Plan (OTP) is the State’s long-range multimodal transportation plan. The OTP is the overarching policy document among a series of plans that together form the State Transportation System Plan (TSP). A TSP must be consistent with applicable OTP goals and policies. Findings of compatibility will be part of the basis for TSP approval. The most pertinent OTP goals and policies for city transportation system planning are provided below. The OTP is addressed in Section C, Memo 2, Background Document Review.

1. Policy 1.2: Equity, Efficiency and Travel Choices

“It is the policy of the State of Oregon to promote a transportation system with multiple travel choices that are easy to use, reliable, cost-effective and accessible to all potential users, including the transportation disadvantaged.”

Finding: Health and Safety, Travel Choices, Livability, Sustainability, and Fiscal Responsibility were TSP Goals identified by the TAC and community (Section D, Memo 3, Goals, Objectives, and Evaluation Criteria).

The TSP establishes design criteria for streets based on their functional classification and the existing or planned surrounding land use (including

mixed use, residential, commercial, and industrial). The designs interface buildings with walking zones, bike lanes, on-street parking, shared use zone, and driving lanes. The TSP provides detail on how to determine the optimum cross-section for a street. Corresponding tables for spacing standards are included for reference in the City codes. In particular, the walking zone, bike lane, and on-street parking zone are important to establish a reliable, accessible, and inviting environment for those walking, biking, and taking transit. (Section N, Memo 13, Transportation Standards)

The recommended solutions in the plan related to walking, biking, shared-use paths, pedestrian friendly facilities, transit, and safe highway crossings account for approximately 74% of the recommended solutions (Section A, Likely Funded and Aspirational Transportation System Plan). The design criteria establish minimum sidewalk widths and other elimination of barriers to address American With Disabilities accessibility. These solutions are reinforced by proposed Code amendments related to pedestrian and bicycle circulation and bicycle parking (Section L, Memo 11, Implementing Ordinances).

2. Policy 2.1: Capacity and Operational Efficiency

"It is the policy of the State of Oregon to manage the transportation system to improve its capacity and operational efficiency for the long term benefit of people and goods movement."

Policy 2.2: Management of Assets

"It is the policy of the State of Oregon to manage transportation assets to extend their life and reduce maintenance costs."

Finding: The TSP was developed based on the four-tiered solutions hierarchy of "manage, reduce, extend, expand". As a result, the number of cost-effective recommendations and those related to walking, biking, shared-use paths, pedestrian friendly facilities, transit, and safe crossings account for the majority of projects and solutions in the TSP (Section L, Memo 9, Alternatives Evaluation).

The Astoria-Warrenton regional travel demand model was utilized as the primary tool to estimate future travel demand in Astoria (Section G, Memo 6, Future Forecasting). The 2014 TSP is designed to meet performance standards for existing and future development within the City. Investing in the transportation system improvements that are recommended in the TSP are expected to accommodate the forecasted travel demand through 2035 (Section M, Memo 12, Finance Program).

3. Policy 3.1: An Integrated and Efficient Freight System

"It is the policy of the State of Oregon to promote an integrated, efficient and reliable freight system involving air, barges, pipelines, rail, ships and trucks to provide Oregon a competitive advantage by moving goods faster and more reliably to regional, national and international markets."

Policy 3.2: Moving People to Support Economic Vitality

"It is the policy of the State of Oregon to develop an integrated system of transportation facilities, services and information so that intrastate, interstate and international travelers can travel easily for business and recreation."

Finding: The freight system in Astoria is focused on truck freight. The TSP objective envisions decreasing truck delay by creating turn lanes along the State highways through Astoria. Consultants conferred with ODOT Freight section on the proposed project to assure freight mobility targets are met (Section J, memo 9, Alternative Evaluation). Improvement projects identified in the TSP as D21, CR01, CR08, and CR09 are located on US Highways 30 and 101. ODOT Freight requested the following statement be included in the TSP: *"Planning concept potentially reduces vehicle-carrying capacity of the highway; further evaluation of the project design will be required at the time of implementation to ensure compliance with ORS 366.215."*

4. Policy 4.1: Environmentally Responsible Transportation System

"It is the policy of the State of Oregon to provide a transportation system that is environmentally responsible and encourages conservation and protection of natural resources."

Finding: Livability was one of the TSP Goals identified by the TAC and community (Section D, Memo 3, Goals, Objectives, and Evaluation Criteria). Astoria is surrounded on three sides by water and on one side by an urban forest which are valued assets of the community. These resources were considered during the TSP to preserve as much of the natural resources and open space as possible. Transportation design elements were sensitive to neighborhood designs and enhanced walking and biking opportunities to reduce the impact to these resources (Section L, Memo 9, Alternatives Evaluation).

5. Policy 5.1: Safety

"It is the policy of the State of Oregon to continually improve the safety and security of all modes and transportation facilities for system users including operators, passengers, pedestrians, recipients of goods and services, and property owners."

Finding: Health and Safety, Travel Choices, and Livability were three of the TSP Goals identified by the TAC and community (Section D, Memo 3, Goals, Objectives, and Evaluation Criteria). Existing and forecasted population concentration areas were identified and addressed to assure that housing areas were sufficiently serviced (Section E, Memo 4, Transportation System Inventories, and Section F, Memo 5, Existing Conditions). The Niagara/7th Street neighborhood received additional review due to the major transportation route that passes through these neighborhoods and the anticipated increase in housing in this general vicinity. Additional neighborhood meetings were held for these neighbors to address their concerns and needs especially for safety and the continued delivery of goods and customer access to businesses. Resulting projects included a proposed roundabout on West Marine Drive near the foot of 5th Street and street calming /road diet features on Niagara (Section J, Memo 9, Alternative Evaluation).

During the TSP process, there was an increased awareness of pedestrian safety due to recent incidents of vehicle/pedestrian accidents. Walkability of neighborhoods and pedestrian safety was a major consideration with all projects suggested.

The TSP and associated ordinances include a list of physical improvements associated with the transportation facilities that will ensure that the facilities will continue to operate safely and efficiently for all users. Preserving the function and capacity of the transportation facilities through the adoption of the TSP will benefit travelers to and from residential areas in all parts of the City and residential areas in the northern portion of the County.

6. Policy 7.1: A Coordinated Transportation System

"It is the policy of the State of Oregon to work collaboratively with other jurisdictions and agencies with the objective of removing barriers so the transportation system can function as one system."

Policy 7.3: Public Involvement and Consultation

"It is the policy of the State of Oregon to involve Oregonians to the fullest practical extent in transportation planning and implementation in order to deliver a transportation system that meets the diverse needs of the State."

Policy 7.4: Environmental Justice

"It is the policy of the State of Oregon to provide all Oregonians, regardless of race, culture or income, equal access to transportation decision-making so all Oregonians may fairly share in benefits and

burdens and enjoy the same degree of protection from disproportionate adverse impacts.”

Finding: Direction of the TSP planning effort was provided by a Transportation Advisory Committee (TAC) appointed by the Mayor, with representatives from the public, City and County government, ODOT, DLCD, Port of Astoria, Astoria School District, Sunset Empire Transportation District, Astoria Downtown Development Association, Clatsop County, the Lower Columbia Hispanic Council, and other local agencies or interested groups. The goals and objectives were developed by the TAC and the general public through an extensive public involvement process.

Over the last three years, the City has held four Community meetings, neighborhood meetings, numerous public work sessions before the City Council, Astoria Planning Commission (APC), and Traffic Safety Advisory Committee (TSAC) in an effort to develop the draft TSP in compliance with State requirements. In addition to open public meetings, consultants and staff have met with identified stakeholders and interested parties at various stages throughout the process. (Section I, Memo 8, Stakeholder Interviews Summary # 1, and Section K, Memo 10, Stakeholder Interviews Summary #2) Publications and announcements concerning the draft TSP and work sessions included public notices and display ads in the Daily Astorian; posters displayed at businesses around the City; direct mailed and emailed notices to groups, impacted neighborhoods, associations, and anyone who signed in as an interested party; link on the City web site to the TSP web site with a comment section; comment forms; presentations at group meetings; and radio programs. A list of public work sessions and public information concerning the draft TSP and ordinances is noted in the findings in Section V.D.1 above for Statewide Planning Goal 1 (Section B, Memo 1, Public Involvement Plan).

Finding: The proposed TSP and associated ordinances is in compliance with the Oregon Transportation Plan.

F. Oregon Highway Plan (OHP)

The 1999 Oregon Highway Plan (OHP) establishes policies and investment strategies for Oregon’s State highway system over a 20-year period. Policies in the OHP emphasize the efficient management of the highway system to increase safety and to extend highway capacity, partnerships with other agencies and local governments, and the use of new techniques to improve road safety and capacity. These policies also link land use and transportation, set standards for highway performance and access management, and emphasize the relationship between State highways and local road, bicycle, pedestrian, transit, rail, and air systems. The OHP policies applicable to the

Astoria TSP are addressed in Section C, Memo 2, Background Document Review and below.

1. Policy 1A, Highway Classification, defines the function of State highways to serve different types of traffic that should be incorporated into and specified through a TSP.

Policy 1C, State Highway Freight System, states the need to balance the movement of goods and services with other uses.

Finding: State Highway 202 and US Highways 30 and 101 are main transit routes through Astoria. They connect Astoria to other areas of the Region and State and serve as Interstate highways. The TSP supports the existing highway classifications and will enhance the ability of the highways in Astoria to serve in their defined functions.

Improvement projects identified in the TSP as D21, CR01, CR08, and CR09 are located on US Highways 30 and 101. ODOT Freight requested the following statement be included in the TSP: *“Planning concept potentially reduces vehicle-carrying capacity of the highway; further evaluation of the project design will be required at the time of implementation to ensure compliance with ORS 366.215.”*

2. Policy 1B, Land Use and Transportation, recognizes the need for coordination between state and local jurisdictions.

Finding: Coordination between City and ODOT staff in developing the TSP update occurred through the project administration and Technical Advisory Committee (TAC) process. ODOT input was received on the technical memoranda that became the basis of the TSP and at the TAC meetings and public forums.

Code provision such as traffic impact study requirements are also a way of connecting land use actions and the transportation system. Traffic impact studies will be required for subdivisions and major development and allow for site plan review by City staff and ODOT for potential impacts to regional transportation.

3. Policy 1F, Highway Mobility Standards, sets mobility standards for ensuring a reliable and acceptable level of mobility on the highway system by identifying necessary improvements that would allow the interchange to function in a manner consistent with OHP mobility standards.

Policy 1G, Major Improvements, requires maintaining performance and improving safety by improving efficiency and management before adding capacity. ODOT works with regional and local governments to address highway performance and safety.

Finding: Projects identified in Section A, Likely Funded and Aspirational Transportation System Plan, are projected to meet performance targets throughout the City. Consultants relied on existing conditions and forecasted future growth to analyze mobility and capacity on the highways to assure that the system and proposed projects would meet the demands for 20 years (Section G, Memo 6, Future Forecasting).

The TSP was developed based on the four-tiered solutions hierarchy of “manage, reduce, extend, expand”. As a result, the number of cost-effective recommendations and those related to walking, biking, shared-use paths, pedestrian friendly facilities, transit, and safe crossings account for the majority of projects and solutions in the TSP (Section L, Memo 9, Alternatives Evaluation).

The 2014 TSP is designed to meet performance standards for existing and future development within the City. Investing in the transportation system improvements that are recommended in the TSP are expected to accommodate the forecasted travel demand through 2035. (Section M, Memo 12, Finance Program)

4. Policy 2B, Off-System Improvements, helps local jurisdictions adopt land use and access management policies.

Finding: Improvements recommended include signalization, signal optimization, installation of turn lanes and roundabouts, sidewalk construction, bike lane striping, extension of roadways, reconstruction of roadways to City standards, installation of crossings and curb ramps, and Citywide programmatic measures such as wayfinding tools, transit stop improvements, expanded bicycle facilities and improved pedestrian safety designs. These local system improvements will help to reduce traffic and improve conditions on State roadways in the City.

The City is concerned with the single access into the City on the east via US Highway 30. There is no alternative route into the City. A route to bypass US Highway 30 is suggested from Emerald Heights to Irving Avenue through a Land Reserve within the City limits but outside the Urban Growth Boundary (Project D30). The TSP recommends inclusion of this project in the Clatsop County TSP which is currently under development. Construction of this road would require a Statewide Planning Goal Exception for work outside the UGB but is an important element in improving access management for the City. DLCD recommended language for the TSP on this issue which is noted in Section V.D.10 above.

5. Policy 2F, Traffic Safety, improves the safety of the highway system.

Finding: During the TSP process, there was an increased awareness of pedestrian safety due to recent incidents of vehicle/pedestrian accidents. Walkability of neighborhoods and pedestrian safety was a major consideration with all projects suggested.

The TSP and associated ordinances include a list of physical improvements associated with the transportation facilities that will ensure that the facilities will continue to operate safely and efficiently for all users. Preserving the function and capacity of the transportation facilities through the adoption of the TSP will benefit travelers to and from residential areas in all parts of the City and residential areas in the northern portion of the County.

6. Policy 3A, Classification and Spacing Standards, sets access spacing standards for driveways and approaches to the state highway system.

Finding: The TSP proposes access and traffic signal spacing standards and guidelines for streets in Astoria in Volume 1, Section 6, The Standards, and Section N, Memo 13, Transportation Standards..

7. Policy 4B, Alternative Passenger Modes, it is the policy of the State of Oregon to advance and support alternative passenger transportation systems where travel demand, land use, and other factors indicate the potential for successful and effective development of alternative passenger modes.

Finding: As cited in the OTP findings Section V.E.1 above, the recommended solutions related to walking, biking, shared-use paths, pedestrian friendly facilities, transit, and safe crossings account for approximately 74% of the recommended solutions (Section A, Likely Funded and Aspirational Transportation System Plan). These solutions are reinforced by proposed Code amendments related to pedestrian and bicycle circulation and bicycle parking (Section L, Memo 11, Implementing Ordinances).

- G. OAR 660, Division 12 - Transportation Planning Rule (TPR)

The purpose of the TPR is *“to implement Statewide Planning Goal 12 (Transportation) and promote the development of safe, convenient and economic transportation systems that are designed to reduce reliance on the automobile so that the air pollution, traffic and other livability problems faced by urban areas in other parts of the country might be avoided.”* A major purpose of the Transportation Planning Rule (TPR) is to promote more careful coordination of land use and transportation planning, to ensure that planned land uses are supported by and consistent with planned transportation facilities

and improvements. The TPR is addressed in Section C, Memo 2, Background Document Review and below.

Sections 660-012-0005 through 660-012-0055 of the TPR contain policies for preparing and implementing a transportation system plan.

1. Section 660-012-0020, Elements of Transportation System Plans identifies what is require in a TSP.

Finding: The following elements are required with the associated section of the TSP noted:

- Intermodal inventories – Section E, Memo 4, Transportation System Inventory
- Assessment of existing conditions – Section F, Memo 5, Existing Transportation Conditions
- Needs forecasts – Section G, Memo 6, Future Forecasting and Section H, Memo 7, Future Transportation System Needs Analysis
- Intermodal plan – Section A, Likely Funded and Aspirational Transportation System Plan, and Section J, Memo 9, Alternative Evaluation
- Financial plan – Section M, Memo 12, Finance Program
- Implementation policies – Section L, Memo 11, Implementing Ordinances

2. Section 660-012-0035, Evaluation and Selection of Transportation System Alternatives, describes standards and alternatives available to agencies evaluating and selecting transportation projects.

Finding: The consultant team utilized these standards in developing the TSP (Section J, Memo 9, Alternative Evaluation).

3. Section 660-012-0045, Implementation of the Transportation System Plan, requires local governments *“to adopt land use regulations consistent with State and Federal requirements “to protect transportation facilities, corridors and sites for their identified functions.”*

Finding: The Astoria Development Code contains regulations to allow for the timely and public review of development proposals. The TSP recommends Code amendments for vehicular access and circulation, pedestrian and bicycle access and circulation, transportation standards (including provisions for traffic impact studies), vehicle and bicycle parking, and coordinated review of applications to increase the interagency review with ODOT, as required by Section 660-012-0045 (Section L, Memo 11, Implementing Ordinances).

4. Section 660-012-0050, Transportation Project Development, requires that *“transportation projects be reviewed for compliance with local and regional plans.”*

Finding: The TSP was planned to update an existing 1999 TSP and to consolidate multiple subsequent transportation plans into one concise TSP document. The consultants reviewed existing plans as well as State and regional plans for consistency and compliance in the proposed TSP (Section C, Memo 2, Background Document Review).

5. Section 660-012-0060, Plan and Land Use Regulations Amendments, requires local jurisdictions *“to balance the need for development with the need for transportation improvements, consider significant effects, and determine if a needed transportation facility is reasonably likely to be funded within the TSP planning horizon (2035).”*

Finding: The TSP identified the needed improvements and likelihood of funding (Section J, Memo 9, Alternative Evaluation and Section A, Likely Funded and Aspirational Transportation System Plan). Proposed Code amendments include provisions for traffic impact studies to *“coordinate the review of land use applications with roadway authorities and apply conditions to development proposals in order to minimize impacts and protect transportation facilities.”* The provisions allow the City or other road authority to require a traffic impact study – and subsequent mitigation as needed – as part of an application for development, a change in use, a change in access, or a proposed change in zoning, among other applicability factors (Section L, Memo 11, Implementing Ordinances).

Finding: The TSP includes elements required by the TPR. The proposed TSP and associated amendments are consistent with TPR Sections 660-012-0005 to 660-012-0060.

VI. CONCLUSION AND RECOMMENDATION

Based on the Findings of Fact above, the request is consistent with the Comprehensive Plan and Development Code. Staff recommends that the Astoria Planning Commission recommend that the Astoria City Council adopt the Comprehensive Plan, Development Code, and City Code amendments to adopt the Transportation System Plan and implementing ordinances.

TECHNICAL MEMORANDUM

DATE: February 19, 2014

TO: Astoria TSP Update Project Management Team

FROM: Matt Hastie and Shayna Rehberg, Angelo Planning Group

SUBJECT: **Astoria Transportation System Plan Update**
Tech Memo #11 – Implementation Ordinances FINAL DRAFT

This memorandum presents draft proposed amendments to the City of Astoria Comprehensive Plan and Development Code. They will be reviewed and considered for adoption in conjunction with the updated Transportation System Plan (TSP), as they include amendments that implement recommendations from the TSP, create consistency between the TSP and other adopted documents, and comply with State transportation planning regulations.

Proposed Amendments to the Comprehensive Plan

Proposed amendments to the Comprehensive Plan are those that can be integrated either into the existing transportation element of the Comprehensive Plan – overwriting existing transportation goals and policies in CP.350-CP.365 – or into the Goals and Policies section of the updated TSP. (The TSP itself is an element of the Comprehensive Plan.) Either way these amendments will replace and update the goals and policies from the 1999 TSP.

The following general transportation goals and objectives were developed during the TSP update process (Technical Memorandum #3), and it is recommended that they be included in the Goals and Policies section of the TSP.

Goal 1: Health and Safety

Develop a transportation system that maintains and improves individual health and safety by maximizing active transportation options, public safety and service access, and safe and smooth connects for all modes.

Goal 1 Objectives

1. Maximize active transportation options.
2. Improve safety and provide safe connections for all modes and meet applicable City and Americans with Disabilities (ADA) standards.
3. Increase public safety and service access.
4. Increase the city's ability to handle natural disasters.

Goal 2: Equity

Develop and maintain a well-connected transportation system that offers travel choices, reduces travel distance, improves reliability, and manages congestion for all modes.

Goal 2 Objectives

1. Reduce travel distance for all modes.
2. Improve travel reliability for all modes.
3. Manage congestion for all modes.
4. Enhance connectivity, and integrate all modes and destinations.
5. Increase access to the transportation system for all modes regardless of age, ability, income, and geographic location.
6. Balance the needs of citizens' viewpoints with public agency requirements.

Goal 3: Economic Vitality

Support the development and revitalization efforts of the City, Region, and State economies and create a climate that encourages growth of existing and new businesses.

Goal 3 Objectives

1. Improve the freight system efficiency, access, and capacity.
2. Integrate the Port needs for rail, freight, and river terminal facilities.

3. Manage parking efficiently and ensure that it supports downtown business needs and promotes new development.
4. Balance local access with the need to serve regional traffic on state highways.
5. Provide transportation facilities that support existing and planned land uses.
6. Enhance the vitality of the Astoria downtown area by incorporating roadway design elements for all modes.
7. Ensure that all new development contributes a fair share toward on-site and off-site transportation system improvements.

Goal 4: Livability

Customize transportation solutions to suit the local context while providing a system that supports active transportation, promotes public health, facilitates access to daily needs and services, and enhances the livability of the Astoria neighborhoods and business community.

Goal 4 Objectives

1. Protect residential neighborhoods from excessive through traffic and travel speeds.
2. Enhance connections between community amenities.
3. Balance downtown livability with highway freight and seasonal congestion pressures.
4. Design streets to serve the widest range of users, support adjacent land uses, and increase livability through street dimensions, aesthetics, and furnishings.
5. Enhance the quality of life downtown and in neighborhoods.

Goal 5: Sustainability

Provide a sustainable transportation system that meets the needs of present and future generations that is environmentally, fiscally and socially sustainable.

Goal 5 Objectives

1. Support travel options that allow individuals to reduce single-occupant vehicle trips.

2. Protect the health of the rivers and other natural areas or environments.
3. Support the reduction of greenhouse gas emissions from transportation sources.
4. Support and encourage transportation system management (TSM) and transportation demand management (TDM) solutions to congestion.
5. Protect the historic character of the community.

Goal 6: Fiscally Responsibility

Plan for an economically viable transportation system, that protects and improves existing transportation assets while cost-effectively enhancing the total system and pursuing additional transportation funding.

Goal 6 Objectives

1. Plan for an economically viable and cost-effective transportation system.
2. Identify and develop diverse and stable funding sources to implement recommended projects in a timely fashion and ensure sustained funding for transportation projects and maintenance.
3. Make maintenance and safety of the transportation system a priority.
4. Maximize the cost effectiveness of transportation improvements by prioritizing operational enhancements and improvements that address key bottlenecks.
5. Identify local street improvement projects that can be funded through ODOT grant programs.
6. Provide funding for local share (i.e., match) of capital projects jointly funded with other public partners.
7. Prioritize funding of projects that are most effective at meeting the goals and policies of the Transportation System Plan.

Goal 7: Compatibility

Develop a transportation system that is consistent with the City's Comprehensive Plan and that coordinates with County, State, and Regional plans.

Goal 7 Objectives

1. Coordinate and cooperate with adjacent jurisdictions and other transportation agencies to develop transportation projects that benefit the City, Region, and State as a whole.
2. Work collaboratively with other jurisdictions and agencies to ensure the transportation system functions seamlessly.
3. Coordinate with other jurisdictions and community organizations to develop and distribute transportation-related information.
4. Review City transportation standards periodically to ensure consistency with Regional, State, and Federal standards.
5. Coordinate with the County and State agencies to ensure that improvements to County and State highways within the City benefit all modes of transportation.
6. Participate with ODOT and Clatsop County in the revision of their transportation system plans, and coordinate land development outside of the Astoria area to ensure provision of a transportation system that serves the needs of all users.
7. Participate in updates of the ODOT State Transportation Improvement Program (STIP) and Clatsop County Capital Improvement Program (CIP) to promote the inclusion of projects identified in the Astoria TSP.

Proposed Amendments to the Development Code

Proposed amendments to the City Development Code are based on the project scope of work, requests from the City of Astoria, and issues of compliance with the Transportation Planning Rule (TPR) identified in the Background Document Review prepared earlier in this project (Task 3.2).

TPR compliance issues include access management, protection of transportation facilities, support of multi-modal transportation, and agency coordination as embodied in sections -0045 (Implementation of the Transportation System Plan) and -0060 (Plan and Land Use Regulation Amendments) of the TPR (OAR 660-012).

Proposed amendment language is based largely on that provided in the Oregon Transportation Growth Management Model Development Code for Small Cities, 3rd Edition (October 2012) (“Model Code”). Other sources of proposed language include development codes from the Cities of Milwaukie, Oregon City, Eugene, Salem, Sherwood, and Springfield. However, code language and structure have been tailored to be integrated with Astoria’s Development Code.

The proposed amendments involve changes to Article 1 (General Provisions), Article 2 (Use Zones), Article 3 (Additional Use and Development Standards), Article 7 (Off-Street Parking and Loading), Article 9 (Administrative Procedures), Article 10 (Amendments), and Article 13 (Subdivisions and Land Partitions). The amendments are presented in sequential order as they would appear in the Development Code. Language is provided in “adoption-ready” format; language that is proposed to be removed appears as ~~struck through~~ and language to be added as underlined. Proposed amendments to the Development Code are provided in Table 1. Table 2 presents proposed amendments to other adopted City documents related specifically to vision clearance area standards. Both tables include explanations or other issues related to the amendments in a commentary column alongside the amendments.

Table 1: Proposed Amendments to the City of Astoria Development Code

| Proposed Amendment | Commentary |
|--|---|
| <p>ARTICLE 1</p> <p>BASIC PROVISIONS</p> <p>1.220. ASTORIA WATERFRONT PLANNING STUDY.</p> <p>There is hereby adopted by this reference, the Astoria Waterfront Planning Study, dated June, 1990, the original document of which is on file in the office of the Community Development Director of the City of Astoria.</p> <p>1.230. ASTORIA WATERFRONT REVITALIZATION PLAN.</p> <p>There is hereby adopted by this reference, the Astoria Waterfront Revitalization Plan, adopted by the City Council on February 20, 1986, the original document of which is on file in the office of the Community Development Director of the City of Astoria.</p> <p>1.235. ASTORIA TRANSPORTATION SYSTEM PLAN.</p> <p>There is hereby adopted by this reference, the Astoria Transportation System Plan, adopted by the City Council on November 15, 1999, the original document of which is on file in the office of the Community Development Director of the City of Astoria.</p> <p>1.240. ASTORIA TRAILS MASTER PLAN.</p> <p>There is hereby adopted by this reference, the Astoria Trails Master Plan, adopted by the City Council on March 20, 2006, the original document of which is on file in the office of the Parks and Community Services Director of the City of Astoria. (Section 1.240 added by Ordinance 06-04, 6-19-06)</p> | <p>The TSP, as well as other master plans and refinement plans, should be adopted as elements of the Comprehensive Plan, not the Development Code. So references should be struck here and added to the Comprehensive Plan.</p> |

~~1.245 PORT/UNIONTOWN TRANSPORTATION REFINEMENT PLAN:~~

~~There is hereby adopted by this reference, the Port/Uniontown Transportation Refinement Plan, adopted by the City Council on February 20, 2007, the original document of which is on file in the office of the Community Development Director of the City of Astoria. (Section 1.245 added by Ordinance 07-01, 2-20-07)~~

~~1.250 EAST GATEWAY TRANSPORTATION SYSTEM PLAN~~

~~There is hereby adopted by this reference, the East Gateway Transportation System Plan, adopted by the City Council on February 20, 2007, the original document of which is on file in the office of the Community Development Director of the City of Astoria. (Section 1.250 added by Ordinance 07-01, 2-20-07)~~

~~1.252 ASTORIA HISTORIC PRESERVATION PLAN~~

~~There is hereby adopted by this reference, the Astoria Historic Preservation Plan, adopted by the City Council on April 21, 2008, the original document of which is on file in the office of the Community Development Director of the City of Astoria. (Section 1.252 added by Ordinance 08-08, 4-21-08)~~

~~1.253 BUILDABLE LANDS INVENTORY~~

~~There is hereby adopted by this reference, the Buildable Lands Inventory, adopted by the City Council on July 5, 2011, original document of which is on file in the office of the Community Development Director of the City of Astoria. (Section 1.253 added by Ordinance 11-06, 7-5-11)~~

1.400. DEFINITIONS.

ACCESS WAY. A walkway providing a through connection for pedestrians and bicyclists between two streets, between two lots, or between a development and a public right-of-way. It may be an access way for pedestrians and bicyclists (with no vehicle access), or a walkway on public or private property (*i.e.*, with a public access easement); it may also be designed to accommodate emergency vehicles. See also, Walkway.

BLOCK: A parcel of land bounded by three or more streets in a land division.

BLOCK LENGTH: The distance measured along all that part of one side of a street which is between two intersection or intercepting streets, or between an intercepting street and a railroad right-of- way, water course, body of water or unsubdivided acreage.

BUILDING LINE: A line established by an ordinance to govern the placement of a building with respect to the front lot line through the setback requirements of a minimum front yard. A building line is ordinarily parallel to the front lot line and at a distance in accordance with the setback requirement. [A building line indicates the limit beyond which buildings or structures may not be erected.](#) For lots contained in an official subdivision plat recorded before December 7, 1961, the building line may be taken as shown therein.

BUILDING OFFICIAL: [The officer or other designated authority charged with the administration and enforcement of the Building Code, or a regularly authorized deputy. As used in the Uniform Code for the Abatement of Dangerous Buildings, is the Public Works Director of the City of Astoria.](#)

CITY ENGINEER: The certified official or other designated authority charged with the administration of the Engineering Division of the City's Public Works Department or his/her designee.

Definitions for Article 13, Subdivisions and Land Partition are being consolidated in Section 1.400.

COMMUNITY DEVELOPMENT DIRECTOR. The person designated as having overall responsibility for the activities of the City's Community Development Department or his/her designee.

DECLARANT: The person who files a declaration under ORS Chapter 92.

DECLARATION: The instrument by which the subdivision or partition plat was created.

DRAINAGE LAND: Land required for drainage ditches, or required along a natural stream or water course for preserving the channel and providing for the flow of water therein, to safeguard the public against flood damage or the accumulation of surface water.

EASEMENT: A grant of the right to use a portion of land for specific purposes.

INITIAL PLAN: A sketch or schematic plan presented by a subdivider or applicant to the Planning Commission for their comments. The plan may be to any size, scale, and include information deemed necessary by the applicant. Review of the initial plans places no obligation on the commission or the applicant as to the future of such plan.

LIGHT MANUFACTURING: An enterprise involved in the manufacturing of goods or products which require minimal primary processing and which have minimal off-site impacts in terms of noise, glare, odor, air and water pollution. Processing, fabricating, assembly or disassembly of items takes place wholly within an enclosed building, and requires only a small amount of raw materials, land area, power, are easy to transport, and does not require large automated production lines. Facilities typically have less environmental impact than those associated with heavy industry. Examples include food products, brewery, distillery, clothing, electronics, wood working, etc.

LOT:

REVERSED CORNER LOT: A corner lot the side street line of which is substantially a continuation of the front lot line of the first lot to its rear.

OWNER: Those individuals, partnerships, corporations or public agencies holding fee simple title to property, or a purchaser under a recorded instrument of sale. [This includes an authorized agent of the owner.](#) Owner does not include those holding easements, leaseholds, or purchasers of less than fee interest.

PARCEL: A unit of land that is created by a partitioning of land.

PARTITION: Either an act of partitioning land or an area or tract of land partitioned as defined in this Section.

MAJOR PARTITION: A partition which includes the creation of a street.

MINOR PARTITION: A partition that does not include the creation of a street.

PARTITION LAND: To divide an area of land into two or three parcels within a calendar year, but does not include:

1. A division of land resulting from a lien foreclosure, foreclosure of a recorded contract for the sale of real property or the creation of cemetery lots; or
2. An adjustment of a property line by the relocation of a common boundary where an additional unit of land is not created and where the existing unit of land reduced in size by the adjustment complies with any applicable Development Code requirement; or
3. A sale or grant by a person to a public agency or public body for State highway, County road, City street or other right of purposes provided such road or right-of-way conforms with the Comprehensive Plan and ORS 215.213(2)(g) to (s) and ORS 215.283(2)(p) to (r). However, any property divided by the sale or grant of property for State highway, county road, city street or other right-of-way purposes shall continue to be considered a single unit of land until such time as

the property is further subdivided or partitioned.

PARTITION PLAT: A final map and other writing containing all the descriptions, locations, specifications, provisions and information concerning a major or minor partition.

PATHWAY/SHARED-USE PATHWAY. A facility for pedestrian and bicycle access conforming to City standards and separated from the street right-of-way, which may or may not be within a public right-of-way.

PEDESTRIAN WAY: A right-of-way for pedestrian traffic.

PERFORMANCE AGREEMENT: A proper petition submitted to and approved by the Council for construction and improvements as required in Section 13.150; or a performance bond executed by a surety company duly licensed to do business in the State, in an amount equal to the full cost of the work to be done, and conditioned upon the faithful performance thereof.

PLAT: A final subdivision plat, replat or partition plat.

PRELIMINARY PLAT: A tentative map and plan for a land division duly submitted to the Community Development Director for Commission consideration and approval and conforming in all respects to the requirements therefore specified in this Ordinance.

PROPERTY LINE: The division line between two units of land.

PROPERTY LINE ADJUSTMENT: The relocation of a common property line between two abutting properties.

PUBLIC WORKS DIRECTOR: The duly appointed Public Works Director of the City of Astoria or his/her designee.

REPLAT: The act of platting the lots, parcels and easements in a recorded subdivision or partition plat to achieve a reconfiguration of the existing subdivision or partition plat or to increase or decrease the number of lots in the subdivision.

RESERVED STRIP: A strip of land, usually one (1) foot in width, reserved across the end of a street or alley and terminating at the boundary of a land division or a strip of land between a dedicated street or less than full width and adjacent acreage, in either case reserved or held for future street extension or widening.

REVERSED CORNER LOT: A corner lot the side street line of which is substantially a continuation of the front line of the first lot to its rear.

RIGHT-OF-WAY: The area between the boundary lines of a street or other easement.

ROADWAY: The portion of a street right-of-way developed for vehicular traffic.

SHOULD: A requirement, unless it can be shown that to comply with the requirement would be unreasonable, impractical, or unfeasible. Economic hardship alone shall not be justification for noncompliance with the requirement, but may be considered in conjunction with other reasons for noncompliance.

SIDEWALK. A paved walkway with rock or paved surfacing within a public street right-of-way that is generally located adjacent to and separated from the roadway by a curb, drainage facility (e.g., ditch or swale), or planter strip.

SINGLE-FAMILY DENSITY AREA: An area abutting a minor street not a business street, where for one block length or more all property on both sides of the street is or as determined by the Planning Commission will be occupied by no more than 4.50 families per acre exclusive of

street right-of-way.

STREET: The entire width between the right-of-way lines of a public way and includes the terms "road", "highway", "avenue", "alley", and other similar designations. A public or private way being the entire width from lot line to lot line that is created to provide ingress or egress for persons to one or more lots, parcels, areas or tracts of land and including the term "road", "highway", "lane", "avenue", "alley" or similar designations.

ALLEY: A narrow street through a block which affords only secondary means of access to abutting property at the rear or sides thereof.

ARTERIAL: A street of considerable continuity which is primarily a traffic artery for intercommunication among large areas

BUSINESS STREET: Any block length along any street, other than an arterial, within which there is or will be provided access to one or more commercial structures.

COLLECTOR: A street supplementary to the arterial street system and a means of intercommunication between this system and smaller area; used to some extent for through traffic and to some extent for access to abutting properties.

CUL-DE-SAC: (Dead End Street) A short street having one end open to traffic and being terminated by a vehicle turnaround.

HALF STREET: The dedication of a portion only of the width of a street, usually along the edge of a subdivision, where the remaining portion of a street has been or could be dedicated in another subdivision.

MAJOR STREET: Same as arterial.

MARGINAL ACCESS STREET: A minor street parallel and adjacent to a major arterial street, providing access to abutting properties, but protected from through traffic.

MINOR STREET: A street intended primarily for access to abutting properties.

SUBDIVIDE: To effect a land division.

SUBDIVIDE LAND: To divide an area or tract of land into four or more lots within a calendar year.

SUBDIVIDER: An owner commencing proceedings under this Chapter to effect a land division by himself or through this lawful agent.

SUBDIVISION: Either an act of subdividing land or an area or tract of land subdivided as defined in this Section.

SUBDIVISION PLAT: A final map and other writing containing all the descriptions, locations, specifications, dedications, provisions and information concerning a subdivision.

TRANSPORTATION FACILITY: ~~Highway, street, road, railroad, bridge and associated structures which provide for land transportation of motorized and/or non-motorized vehicles (excluding logging roads).~~ Transportation facilities include construction, operation, and maintenance of travel lanes, bike lanes and facilities, curbs, gutters, drainage facilities, sidewalks, transit stops, electric car charging stations (without pricing signs), landscaping, and related improvements located within public rights-of-ways controlled by a public agency, consistent with the City Transportation System Plan.

VISION CLEARANCE AREA: A triangular area of a lot at the intersection of ~~two streets, railroads, or a street and an alleys, or driveways a street and a railroad,~~ as defined in City code Section 6.100 ~~two sides of which are not lines measured from their corner intersection for a distance specified in Section 3.045 of this code. The third side of the triangle is a line across the corner of the lot joining the ends of the other two sides. Where the lot lines at intersections have rounded corners, the lot lines will be extended in a straight line to a point of intersection.~~

WALKWAY. A sidewalk or pathway, including any access way, allowing pedestrian and bicycle access and improved to City standards, or to other roadway authority standards, as applicable. See also, Access Way, Pathway, Sidewalk.

ARTICLE 2**USE ZONES****R-1: LOW DENSITY RESIDENTIAL ZONE**

2.020. USES PERMITTED OUTRIGHT.

The following uses and their accessory uses permitted in an R-1 Zone if the Community Development Director determines that the uses will not violate standards referred to in Section 2.030 through 2.050, additional Development Code provisions, Comprehensive Plan, and other City laws:

8. Transportation facilities.**R-2: MEDIUM DENSITY RESIDENTIAL ZONE**

2.065. USES PERMITTED OUTRIGHT.

The following uses and their accessory uses are permitted in the R-2 Zone if the Community Development Director determines that the uses will not violate standards referred to in Sections 2.075 through 2.095, additional Development Code provisions, Comprehensive Plan policies, and other City laws:

10. Transportation facilities.

Pursuant to the Transportation Planning Rule, OAR 660-012-0045(1)(a) and (b), transportation uses and facilities shall be either permitted outright in City zoning districts or permitted subject to standards that “do not require interpretation or the exercise of factual, policy, or legal judgment,” when they will not have a significant impact on land use.

R-3: HIGH DENSITY RESIDENTIAL ZONE

2.155. USES PERMITTED OUTRIGHT.

The following uses and their accessory uses permitted in the R-3 Zone if the Community Development Director determines that the uses will not violate standards referred to in Section 2.165 through 2.185, additional Development Code provisions, Comprehensive Plan policies, and other City laws:

12. Transportation facilities.**C-1: NEIGHBORHOOD COMMERCIAL ZONE**

2.305. USES PERMITTED OUTRIGHT.

The following uses and their accessory uses are permitted in the C-1 Zone if the Community Development Director determines that the uses will not violate standards referred to in Sections 2.315 through 2.335, additional Development Code provisions, the Comprehensive Plan, and other City laws:

9. Transportation facilities.**C-2: TOURIST COMMERCIAL ZONE**

2.350. USES PERMITTED OUTRIGHT.

The following uses and their accessory uses are permitted in a C-2 Zone if the Community Development Director determines that the uses will not violate standards referred to in Sections 2.360 to 2.375, additional Development Code provisions, the Comprehensive Plan,

and other City laws:

6. Transportation facilities.

C-3: GENERAL COMMERCIAL ZONE

2.390. USES PERMITTED OUTRIGHT.

The following uses and their accessory uses are permitted in a C-3 Zone if the Community Development Director determines that the uses will not violate standards referred to in Sections 2.400 through 2.415, additional Development Code provisions, the Comprehensive Plan, and other City laws:

22. Transportation facilities.

C-4: CENTRAL COMMERCIAL ZONE

2.430. USES PERMITTED OUTRIGHT.

The following uses and their accessory uses are permitted in a C-4 Zone as an outright use if the Community Development Director determines that the use will not violate standards referred to in Sections 2.440 through 2.445, additional Development Code provisions, the Comprehensive Plan, and other City laws:

17. Transportation facilities.

GI: GENERAL INDUSTRIAL ZONE

2.475 USES PERMITTED OUTRIGHT.

The following uses and their accessory uses are permitted in the General Industrial Zone, subject to the provisions of 2.485, Development Standards and Procedural Requirements.

21. Transportation facilities. See Definitions.

2.485 OTHER APPLICABLE USE STANDARDS.

~~5. Traffic Generation.~~

~~The City Engineer, in collaboration with the Oregon Department of Transportation (ODOT) and in accordance with applicable requirements of the Transportation Planning Rule and Oregon Administrative Rule (OAR) 660 Division 12, will review the level of traffic to be generated by a proposed use and the adequacy of adjacent streets to handle expected traffic. If it is determined that the level of traffic anticipated to be generated by a proposed use may substantially impact the flow of traffic on adjacent streets and the State Highway transportation facility, a Traffic Impact Study may be requested. If it is determined that adjacent streets are inadequate to handle expected traffic, improvements will be required to resolve the inadequacy.~~

A-1: AQUATIC ONE DEVELOPMENT ZONE

2.505. PERMITTED USES.

The following uses and activities and their accessory uses and activities are permitted in the Aquatic One Development Zone, subject to the appropriate provisions of Section 2.515, Development Standards and Procedural Requirements:

Currently, the only code reference to a traffic impact study is in the GI Zone. It is recommended that this reference be removed and that a broader subsection on traffic impact studies be added in a new transportation standards section, Section 3.015.

17. Transportation facilities.**A-2: AQUATIC TWO DEVELOPMENT ZONE**

2.530. PERMITTED USES.

The following uses and activities and their accessory uses and activities are permitted in the Aquatic Two Development Zone, subject to the appropriate provisions of Section 2.540 Development Standards and Procedural Requirements:

18. Transportation facilities.**A-2A: AQUATIC TWO-A DEVELOPMENT ZONE**

2.555. PERMITTED USES.

The following uses and activities and their accessory uses and activities are permitted in the Aquatic Two-A Development Zone, subject to the appropriate provisions of Section 2.565, Development Standards and Procedural Requirements:

17. Transportation facilities.**A-3: AQUATIC CONSERVATION ZONE**

2.580. PERMITTED USES.

The following uses and activities and their accessory uses and activities are permitted in the Aquatic Conservation Zone subject to the appropriate provisions of Section 2.590, Development Standards and Procedural Requirements:

Uses permitted in A-3, Aquatic Conservation and A-4, Aquatic Natural are managed for resource protection, preservation, restoration and recreation, with severe restrictions on the intensity and types of uses, therefore, transportation facilities are being limited by the exclusion of electric car charging stations which require parking areas.

21. Transportation facilities, excluding electric car charging stations.

A-4: AQUATIC NATURAL ZONE

2.605. PERMITTED USES.

The following uses and activities and their accessory uses and activities are permitted in the Aquatic Natural Zone subject to the appropriate provisions of Section 2.615, Development Standards and Procedural Requirements:

9. Transportation facilities, excluding electric car charging stations.

S-1: MARINE INDUSTRIAL SHORELANDS

2.655. PERMITTED USES.

The following uses and activities and their accessory uses and activities are permitted in the Marine Industrial Shorelands Zone subject to the applicable provisions of Section 2.665, Development Standards and Procedural Requirements:

9. Transportation facilities.

S-2: GENERAL DEVELOPMENT SHORELANDS ZONE

2.680. PERMITTED USES.

The following uses and activities and their accessory uses and activities are permitted in the General Development Shorelands Zone, subject to the provisions of 2.690, Development Standards and Procedural Requirements.

15. Transportation facilities.

S-2A: TOURIST-ORIENTED SHORELANDS ZONE

2.705. PERMITTED USES.

The following uses and activities and accessory uses and activities are permitted in the Tourist Oriented Shoreland Zone, subject to the provisions of 2.715. Development Standards and Procedural Requirements.

15. Transportation facilities.

S-5: NATURAL SHORELANDS ZONE

2.735. CONDITIONAL USES.

The following uses and activities and their accessory uses and activities may be permitted in the Natural Shorelands Zone as Conditional Uses when authorized in accordance with Article 11, Conditional Uses. These uses and activities are also subject to the appropriate provisions of Section 2.740, Development Standards and Procedural Requirements:

4. Transportation facilities excluding car charging stations and transit stops.

IN: INSTITUTIONAL ZONE

2.840. USES PERMITTED OUTRIGHT.

The following uses and their accessory uses are permitted in an IN Zone if the Community Development Director determines that the uses will not violate standards referred to in

Transportation uses are permitted conditionally in S-5, the Natural Shorelands Zone, which is “managed for resource protection, preservation, restoration and recreation, with severe restrictions on the intensity and types of uses.” (Section 2.725)

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| <p>Sections 2.835 through 2.860, additional Development Code provisions, the Comprehensive Plan, and other City laws:</p> <p><u>12. Transportation facilities.</u></p> <p>LR: LAND RESERVE ZONE</p> <p>2.875. USES PERMITTED OUTRIGHT.</p> <p>The following uses and their accessory uses are permitted in the LR Zone if the Community Development Director determines that the uses will not violate standards referred to in Section 2.880, additional Development Code provisions, Comprehensive Plan, and other City laws.</p> <p><u>4. Transportation facilities, excluding electric car charging stations and transit stops.</u></p> <p>PD: PLANNED DEVELOPMENT OVERLAY ZONE</p> <p>2.895. PERMITTED BUILDINGS AND USES.</p> <p>A. The following buildings and uses may be permitted as hereinafter provided when on sites of three acres or more. Buildings and uses may be permitted either singly or in combination provided the overall density of the planned development does not exceed the density of the parent zone as provided in this Code.</p> <p><u>8. Transportation facilities.</u></p> | <p>Uses in the LR, Land Reserve Zone are restricted as this area is outside the UGB area. Transportation facility development could require a Goal Exception. Facilities are limited by the exclusion of electric car charging stations and transit stops as these are more urban uses.</p> |
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ARTICLE 3**ADDITIONAL USE AND DEVELOPMENT STANDARDS****3.005. ACCESS TO STREETS.**

Every lot shall abut a street, other than an alley, for at least 250 feet.

3.008 VEHICULAR ACCESS AND CIRCULATION.

- A. Purpose and Intent.** Section 3.008 implements the street access policies of the City of Astoria Transportation System Plan. It is intended to promote safe vehicle access and egress to properties, while maintaining traffic operations in conformance with adopted standards. "Safety," for the purposes of this Section, extends to all modes of transportation.
- B. Applicability.** Section 3.008 applies to new development and changes in land use involving a new or modified street connection. Except where the standards of a roadway authority other than the City supersede City standards, this section applies all connections to a street, and to driveways and walkways. The Community Development Director may grant adjustments of 10% or less of the quantitative standard pursuant to Class 1 variance procedures in Article 12. The Planning Commission may grant adjustments of more than 10% of the standard pursuant to Class 2 variance procedures in Article 12. For transportation facility improvement requirements, refer to Section 3.015.
- C. Traffic Study Requirements.** The City in reviewing a development proposal or an action requiring an approach permit may require a Traffic Impact Study, pursuant to Subsection 3.015.A.5, to determine compliance with this code.
- D. Approach and Driveway Development Standards.** Approaches and driveways taking access

It is recommended to amend Section 3.005 to specify a minimum of 25 feet of frontage to be consistent with existing subdivision requirements (Section 13.430.B).

Existing Development Code language does not include site development review provisions, including provisions for vehicle access and circulation, other than for land divisions. This proposed new section implements TPR requirements related to access management, particularly OAR 660-12-0045(2)(a). The section is primarily based on Model Code language.

The new section is proposed for incorporation into Article 3, rather than into subdivision code in Article 14, so that it may apply to all new development and development that involves

on City streets shall conform to all of the following development standards:

1. The number of approaches on higher classification streets (e.g., collector and arterial streets) shall be minimized; where practicable, access shall be taken first from a lower classification street. Access to single family residential development should not be provided to an arterial or collector roadway.
2. Approaches shall conform to the spacing standards of Subsections E and F below, and shall conform to minimum sight distance and channelization standards of the roadway authority.
3. Driveways shall be paved and meet applicable construction standards in the City Engineering Division Design Standards (Chapter 4 - Roadways).
4. The City Engineer may limit the number or location of connections to a street, or limit directional travel at an approach to one-way, right-turn only, or other restrictions, where the roadway authority requires mitigation to alleviate safety or traffic operations concerns.
5. Where the spacing standards of the roadway authority limit the number or location of connections to a street or highway, the Community Development Director, Planning Commission, or City Engineer as applicable may require a driveway extend to one or more edges of a parcel and be designed to allow for future extension and inter-parcel circulation as adjacent properties develop. The Community Development Director, Planning Commission, or City Engineer as applicable may also require the owner(s) of the subject site to record an access easement for future joint use of the approach and driveway as the adjacent property(ies) develop(s).

Where a land division abuts or contains an existing or proposed arterial street, the Planning Commission may require marginal access streets, reverse frontage lots with

changes to street access.

The new section includes a reference to a proposed new section, Section 3.015, on transportation standards, which is presented later in this table.

suitable depth, screen planting contained in a non-access reservation along the rear or side property line, or other treatment necessary for adequate protection of residential properties and to afford separation of through and local traffic.

6. Where applicable codes require emergency vehicle access, approaches and driveways shall be designed and constructed to accommodate emergency vehicle apparatus and shall conform to applicable fire protection requirements. The City Engineer may restrict parking, require signage, or require other public safety improvements pursuant to the recommendations of an emergency service provider.
7. As applicable, approaches and driveways shall be designed and constructed to accommodate truck/trailer-turning movements.
8. Residential driveways shall have a minimum depth of 16 feet between the property line and any structure to accommodate on-site vehicular parking.
9. Driveways shall be designed so that vehicle areas, including but not limited to drive-up and drive-through facilities and vehicle storage and service areas, do not obstruct any public right-of-way and do not result in vehicles stacking or backing up onto a street..
10. Approaches and driveways shall not be wider than necessary to safely accommodate projected peak hour trips and turning movements, and shall be designed to minimize crossing distances for pedestrians.
11. As it deems necessary for pedestrian safety, the City Engineer, in consultation with the roadway authority, as applicable, may require traffic-calming features (such as speed cushions and tables, textured driveway surfaces, curb extensions, signage or traffic control devices, or other features) be installed on or in the vicinity of a site as a condition of development approval.
12. Construction of approaches along acceleration or deceleration lanes, and along

Subsection 8 helps address City concerns about residential parking that occurs in the right-of-way.

tapered (reduced width) portions of a roadway, shall be avoided; except where no reasonable alternative exists and the approach does not create safety or traffic operations concern.

13. Approaches and driveways shall be located and designed to allow for safe maneuvering in and around loading areas, while avoiding conflicts with pedestrians, parking, landscaping, and buildings.
14. Where an accessible route is required pursuant to the Americans with Disabilities Act, approaches and driveways shall meet accessibility requirements.
15. The City Engineer may require changes to the proposed configuration and design of an approach, including the number of drive aisles or lanes, surfacing, traffic-calming features, allowable turning movements, and other changes or mitigation, to ensure traffic safety and operations.
16. Where a new approach onto a State highway or a change of use adjacent to a State highway requires ODOT approval, the applicant is responsible for obtaining ODOT approval. The Community Development Director or Planning Commission may approve a development conditionally, requiring the applicant first obtain required ODOT permit(s) before commencing development, in which case ODOT will work cooperatively with the applicant and the City to avoid unnecessary delays.
17. Where an approach or driveway crosses a drainage ditch, canal, railroad, or other feature that is under the jurisdiction of another agency, the applicant is responsible for obtaining all required approvals and permits from that agency prior to commencing development.
18. Where a proposed driveway crosses a culvert or drainage ditch, the City Engineer may require the developer to install a culvert extending under and beyond the edges of the

driveway on both sides of it, pursuant to applicable City engineering design standards.

19. Except as otherwise required by the applicable roadway authority or waived by the City Engineer/Public Works Director, temporary driveways providing access to a construction site or staging area shall be paved or graveled to prevent tracking of mud onto adjacent paved streets.

E. Approach Separation from Street Intersections. Except as provided by Section 3.008.G, approach, driveway, and intersection spacing shall comply with the minimum distance standards provided in Table 1 (Spacing Standards) of the Astoria Transportation System Plan.

F. Vision Clearance. Refer to Section 6.100 (Vision Clearance Area) of the City code.

G. Exceptions and Adjustments. The City decision body may approve adjustments to the spacing standards of Subsection E above, where an existing connection to a City street does not meet the standards of the roadway authority and the proposed development moves in the direction of code compliance. The City Engineer may also approve a deviation to the spacing standards on City streets where it finds that mitigation measures, such as consolidated access (removal of one access), joint use driveways (more than one property uses same access), directional limitations (e.g., one-way), turning restrictions (e.g., right in/out only), or other mitigation alleviate all traffic operations and safety concerns, through an administrative review procedure with notice pursuant to Section 9.020.

H. Joint Use Access Easement and Maintenance Agreement. Where the City approves a joint use driveway, the property owners shall record an easement with the deed allowing joint use or cross access between adjacent properties. The owners of the properties agreeing to joint use of the driveway shall record a joint maintenance agreement with the deed defining maintenance responsibilities of property owners. The applicant shall provide a

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| <p><u>fully executed copy of the agreement to the City for its records, but the City is not responsible for maintaining the driveway or resolving any dispute between property owners. This easement/agreement requirement shall also apply to separate properties under the same ownership.</u></p> | |
| <p><u>3.010 ON-SITE PEDESTRIAN AND BICYCLE ACCESS AND CIRCULATION</u></p> <p><u>A. Purpose and Intent. Section 3.010 implements the pedestrian and bicycle access and connectivity policies of City of Astoria Transportation System Plan. It is intended to provide for safe, reasonably direct, and convenient pedestrian and bicycle access and circulation.</u></p> <p><u>B. Applicability. Section 3.010 applies to new development and changes in land use involving a new or modified street connection. Except where the standards of a roadway authority other than the City supersede City standards, this section applies all connections to a street, and to driveways and walkways. The Community Development Director may grant adjustments of 10% or less of the quantitative standard pursuant to Class 1 variance procedures in Article 12. The Planning Commission may grant adjustments of more than 10% of the standard pursuant to Class 2 variance procedures in Article 12. For transportation facility improvement requirements, refer to Section 3.015.</u></p> <p><u>C. Standards. Applicable development shall conform to all of the following standards for</u></p> | <p>Existing Development Code language does not include site development provisions for pedestrian and bicycle access and circulation, other than block size and walkway provisions in Article 13 (Subdivisions and Land Partitions). This proposed new section implements TPR requirements related to pedestrian and bicycle access and circulation (OAR 660-12-0045(3)), which are intended to address development of existing plats and proposed land</p> |

pedestrian access and circulation:

1. Continuous Walkway System. A walkway system shall extend throughout the development site and connect to adjacent sidewalks, if any, and to all future phases of the development, as applicable.
2. Safe, Direct, and Convenient Walkways. Walkways within developments shall provide safe, reasonably direct, and convenient connections between primary building entrances and all adjacent parking areas, open spaces, recreational areas/playgrounds, and public rights-of-way based on all of the following criteria:
 - a. The walkway is designed primarily for pedestrian and bicycle safety and convenience, meaning it is reasonably free from hazards and obstructions, and provides a reasonably smooth and consistent surface and direct route of travel between destinations. The Community Development Director or Planning Commission as applicable may require landscape buffering between access ways and adjacent parking lots or driveways to mitigate safety concerns.
 - a. The walkway is reasonably direct. A walkway is reasonably direct when it follows a route that does not deviate unnecessarily from a straight line or it does not involve a significant amount of out-of-direction travel.
 - c. The walkway network connects to all primary building entrances and, where required, meets Americans With Disabilities Act requirements.
3. Vehicle/Walkway Separation. Except as required for parking area and driveway crossings, per Subsection 4 below, where a walkway abuts a driveway it shall be raised six (6) inches and curbed along the edge of the driveway/street. Alternatively, the Community Development Director or Planning Commission may approve a walkway abutting a driveway at the same grade as the driveway if the walkway is physically

divisions.

The section uses terms such as access way and walkway – both designed to provide pedestrian and bicycle access – that are included in proposed new definitions in Article 1.

Block length and perimeter standards that are designed to keep blocks of walkable size, are included in the proposed new section on transportation standards, Section 3.015.

Standards proposed in this section and Section 3.015 combine Model Code language and existing land division language.

separated from all vehicle-maneuvering areas; for example, a row of bollards designed for use in parking areas, with adequate minimum spacing between them to prevent vehicles from entering the walkway.

4. Parking Area and Driveway Crossings. Where a walkway crosses a parking area or driveway, it shall be clearly marked with contrasting paving materials (e.g., pavers, light-color concrete inlay between asphalt, or similar contrast). The crossing may be part of a speed table to improve driver-visibility of pedestrians. Painted or thermo-plastic striping and other types of non-permanent applications are discouraged, but may be approved for lesser-used crossings not exceeding 24 feet in length.
5. Walkway Width and Surface. Walkways shall be constructed of concrete, asphalt, brick/masonry pavers, or another durable surface, as approved by the City Engineer and meeting Americans With Disabilities Act requirements, with a surface not less than six (6) feet wide. The Community Development Director or Planning Commission as applicable may require a wider walkway where pedestrian traffic warrants.
6. Mid-Block Walkways. Walkways through blocks for pedestrian and bicycle access shall be provided at least every 330 feet for blocks that exceed the spacing standards in Table 1 of the Transportation System Plan. Road crossings shall be similarly provided and these are addressed in the Transportation System Plan [and the Engineering Division Design Standards for Roadways].
7. Shared-Use Pathways. Shared-use pathways, designed for use by bicyclists, pedestrians, and other non-motorized users, shall conform to the transportation standards of Section 3.015, and Figure 18 in the Astoria Transportation System Plan. Where approved, shared-use pathways shall be constructed of asphalt, concrete, or another durable surface, as approved by the City Engineer and meeting Americans With Disabilities Act requirements. The City may reduce the width of the paved shared-

Subsection 5 is consistent with proposed changes to subdivision code that require 10-foot walkways with at least six feet of durable surface through blocks more than 600 feet long (Section 13.440.C). The City may choose to add a section to their draft Engineering Division Design Standards that either replicates or refers to the standards for street crossings established in the TSP (Draft TSP, p. 48).

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| <p><u>use path to a minimum of eight (8) feet in constrained areas located in steep, environmentally sensitive, rural, historic, or development- limited areas of the City.</u></p> | |
| <p><u>3.015 TRANSPORTATION STANDARDS.</u></p> <p><u>A. General Requirements.</u></p> <ol style="list-style-type: none"> <u>1. Except as provided by waiver, deferral, and variance provisions in Subsection 7 below, and the adopted Engineering Design Standards for In-fill Development, existing substandard streets and planned streets within or abutting a proposed development shall be improved pursuant to the standards of this Section as a condition of development approval. Proposed development shall include proposed land divisions, new buildings or structures that require building permits, or substantial changes to a site, use, or structure. For the purposes of this section, "substantial change" is defined as development activity that requires a building permit and involves one or more of the following:</u> <ol style="list-style-type: none"> <u>a. A new dwelling unit.</u> <u>b. An increase in gross floor area of [50%] or more.</u> <u>c. A projected increase in vehicle trips [as determined by the City Engineer].</u> <u>2. All street improvements, including the extension or widening of existing streets and public access ways, shall conform to this Section, and shall be constructed consistent with the City of Astoria Public Works/Engineering Design Standards.</u> <u>3. All new streets should be contained within a public right-of-way; pedestrian and shared-use access ways may be contained within a right-of-way or a public access easement, subject to review and approval of the Community Development Director or</u> | <p>This proposed new section of Development Code allows for transportation standards to exist outside of subdivision standards, as they do now, so that they may apply to all proposed development and not just subdivisions.</p> <p>The proposed language is mostly based on Model Code. Proposed language also draws on applicability language from the City of Milwaukie as well provisions from existing land division code (Section 13.410). This proposed new code section implements TPR provisions, particularly OAR 660-012-0045(2)(b), that require development standards that support efficient and multi-modal transportation and</p> |

Planning Commission (for land divisions) or the City Engineer (for existing plats).

[The design and improvement of any street in a land division shall be subject to all requirements prescribed by this ordinance for public streets. The land divider shall provide for the permanent maintenance of any street required for access to property in a private street subdivision or a major partition.]

4. Rough Proportionality. The rough proportionality requirements of this section apply to both frontage and non-frontage improvements. A proportionality analysis will be conducted by the City Engineer for any proposed development that triggers transportation facility improvements pursuant to Section 3.015. The City Engineer will take into consideration any benefits that are estimated to accrue to the development property as a result of any required transportation facility improvements. A proportionality determination can be appealed pursuant to Section 9.040. The following general provisions apply whenever a proportionality analysis is conducted.

a. Mitigation of impacts due to increased demand for transportation facilities associated with the proposed development shall be provided in rough proportion to the transportation impacts of the proposed development. When applicable, anticipated impacts will be determined by the Traffic Impact Study (TIS) pursuant to Section 3.015.A.5. When no TIS is required, anticipated impacts will be determined by the City Engineer.

b. The following shall be considered when determining proportional improvements:

(1) Condition and capacity of existing facilities within the impact area in relation to City standards. The impact area is generally defined as the area within a one-half (1/2) mile radius of the proposed development. If a Traffic Impact Study is required pursuant to Section 3.015.A.5, the impact area is the TIS study area.

balance the function of transportation facilities with proposed development.

The section includes references to the City's Engineering Division Design Standards (Roadways). The City is in the process of completing and adopting its engineering design standards for roadways and will ensure consistency between the engineering design standards and the TSP.

The proposed rough proportionality provisions in Subsection 4 are intended to ensure that required transportation facility improvements are roughly proportional to the potential impacts of the proposed development. This Development Code language is based on language adopted by the City of Milwaukie.

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| <p><u>(2) Existing vehicle, bicycle, pedestrian, and transit use within the impact area.</u></p> <p><u>(3) The effect of increased demand on transportation facilities and other approved, but not yet constructed, development projects within the impact area that is associated with the proposed development.</u></p> <p><u>(4) Applicable Transportation System Plan goals, policies, and plans.</u></p> <p><u>(5) Whether any route affected by increased transportation demand within the impact area is listed in any City program including school trip safety; neighborhood traffic management; capital improvement; system development improvement, or others.</u></p> <p><u>(6) Accident history within the impact area.</u></p> <p><u>(7) Potential increased safety risks to transportation facility users, including pedestrians and cyclists.</u></p> <p><u>(8) Potential benefit the development property will receive as a result of the construction of any required transportation facility improvements.</u></p> <p><u>(9) Other considerations as may be identified in the review process.</u></p> <p><u>5. Traffic Impact Studies. In order to comply with and implement the State Transportation Planning Rule, the City shall adopt a process to coordinate the review of land use applications with roadway authorities and apply conditions to development proposals in order to minimize impacts and protect transportation facilities, which can be done by establishing requirements for traffic impact studies.</u></p> <p><u>a. When a Traffic Impact Study is Required. The City or other road authority with jurisdiction may require a Traffic Impact Study (TIS) as part of an application for development, a change in use, or a change in access. Based on information</u></p> | <p>An important element of this section is its provisions for Traffic Impact Studies (TISs). These provisions respond to the TPR requirement (OAR 660-012-0045(2)(e)) that the City adopt a process to coordinate the review of land use applications</p> |
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provided by the applicant about the proposed development, the City will determine when a TIS is required and will consider the following when making that determination.

- (1) Changes in zoning or a plan amendment designation;
- (2) Changes in use or intensity of use;
- (3) The road authority indicates in writing that the proposal may have operational or safety concerns along its facility(ies);
- (3) An increase in site traffic volume generation by 400 Average Daily Trips (ADT) or more;
- (4) Potential impact to residential or mixed-use areas;
- (5) Potential impacts to key walking and biking routes, including, but not limited to school routes and multimodal street improvements identified in the Transportation System Plan;
- (6) Location of existing or proposed driveways or access connections;
- (7) An increase in peak hour volume of a particular movement to and from a street or highway by 20 percent or more;
- (8) An increase in use of adjacent streets by vehicles exceeding the 20,000 pound gross vehicle weights by 10 vehicles or more per day;
- (9) Potential degradation of intersection level of service (LOS);
- (10) The location of an existing or proposed approach or access connection does not meet minimum spacing or sight distance requirements or is located where vehicles entering or leaving the property are restricted, or such vehicles are

with roadway authorities and apply conditions to development proposals in order to minimize impacts and protect transportation facilities, which can be done by establishing requirements for TISs. The provisions also respond to the City's request for a clearer trigger for TISs. The conditions under which TISs are required represent a mixture of those from the Model Code and new City of Milwaukie code regarding TISs.

likely to queue or hesitate at an approach or access connection, creating a safety hazard;

(11) A change in internal traffic patterns may cause safety concerns; or

(12) A TIS is required by ODOT pursuant with OAR 734-051.

b. It is the responsibility of the applicant to provide enough detailed information for the City Engineer, for existing plats, or Community Development Director, for proposed land divisions, to make a Traffic Impact Study determination.

c. A Traffic Impact Study determination is not a land use action and may not be appealed.

d. Traffic Impact Study Preparation.

(1) A professional engineer registered in the State of Oregon, in accordance with the requirements of the road authority, shall prepare the Traffic Impact Study as provided for by the applicant.

(2) The City Engineer shall determine the study area, study intersections, trip rates, traffic distribution, and required content of the Traffic Impact Study based on information provided by the applicant about the proposed development.

(3) The study area will generally comprise an area within a one-half mile radius of the development site. If the City Engineer determines that development impacts may extend more than one-half mile from the development site, a larger study area may be required.

(4) If the study area includes State facilities, the City will coordinate with ODOT in preparing the Traffic Impact Study scope.

(5) A project-specific Traffic Impact Study (TIS) Checklist will be provided by the City once the City Engineer has determined the TIS scope. A TIS shall include all of the following elements, unless waived by the City Engineer.

(a) Introduction and Summary. This section should include existing and projected trip generation and a summary of transportation operations and proposed mitigation(s).

(b) Existing Conditions. This section should include a study area description, including existing study intersection level of service and review of crash histories in the study area.

(c) Impacts. This section should include the proposed site plan, evaluation of the proposed site plan, and a project-related trip analysis. Trip analysis will address mobility targets established in the Transportation System Plan. A figure showing the assumed future year roadway network (number and type of lanes at each intersection) should also be provided.

(d) Mitigation. This section should include proposed site and area-wide specific mitigation measures. Mitigation measures shall be roughly proportional to potential impacts pursuant to Subsection 3.015.A.4.

(e) Appendix. This section should include traffic counts, capacity calculations, warrant analysis, and any information necessary to convey a complete understanding of the technical adequacy of the Traffic Impact Study.

e. Traffic Impact Study Mitigation

(1) Transportation impacts shall be mitigated at the time of development when the Traffic Impact Study identifies an increase in demand for vehicular, pedestrian,

TIS requirements need to include at least a reference to the standards by which projected traffic conditions will be evaluated.

bicycle, or transit transportation facilities within the study area.

- (2) The following measures may be used to meet mitigation requirements. Other mitigation measures may be suggested by the applicant. The City Engineer, Community Development Director, or Planning Commission as applicable shall determine if the proposed mitigation measures are adequate.
- (a) On- and off-site improvements beyond required frontage improvements.
 - (b) Development of a transportation demand management program.
 - (c) Payment of a fee in lieu of construction.
 - (d) Correction of off-site transportation deficiencies within the study area that are not substantially related to development impacts.
 - (e) Construction of on-site facilities or facilities located within the right-of-way adjoining the development site that exceed minimum required standards and that have a transportation benefit to the public.
6. The City may attach conditions of approval to land use decisions as needed to satisfy the transportation facility requirements of Section 3.015 and to mitigate transportation impacts identified in the Traffic Impact Study.
7. Variances to standards in this Section of 10% or less may be granted by administrative review. Variances of more than 10% of the standards in this Section may be granted by the Community Development Director pursuant to Class 1 variance procedures in Article 12.
- Standard street improvements, including sidewalk, roadway, bicycle lane, undergrounding of utilities, and/or landscaping, as applicable, may be waived or deferral may be allowed where one or more of the conditions below is met. The

Community Development Director or Planning Commission may waive or defer improvements for land divisions and the City Engineer may waive or defer improvements for existing plats. When the Community Development Director, Planning Commission, or City Engineer agrees to defer a street improvement, they shall do so only where the property owner agrees not to remonstrate against the formation of a local improvement district in the future.

- a. The standard improvement conflicts with an adopted capital improvement plan;
- b. The standard improvement would create a safety hazard;
- c. It is unlikely due to the developed condition of adjacent property that the subject improvement would be extended in the foreseeable future, and the improvement under consideration does not by itself significantly improve transportation operations or safety;
- d. The improvement under consideration is part of an approved partition in a residential zone and the proposed partition does not create any new street.

B. Street Location, Alignment, Extension, Grades, and Names.

1. All new streets, to the extent practicable, shall connect to the existing street network and allow for the continuation of an interconnected street network, consistent with adopted public facility plans, including the Astoria Transportation System Plan (Figures 10-12), and pursuant to Subsection 3.015.D, Transportation Connectivity and Future Street Plans.
2. Specific street locations and alignments shall be determined in relation to existing and planned streets, topographic conditions, public convenience and safety, and in appropriate relation to the proposed use of the land to be served by such streets. As far as is practical, streets shall be in alignment with existing streets by continuations of

Subsection B.1 refers to both

the center lines thereof. Staggered street alignment resulting in "T" intersections shall, wherever practical, leave a minimum distance of 200 feet between the center lines of streets having approximately the same direction, and in no case, shall be less than 150 feet.

3. Grades of streets shall follow as closely as practicable to the original (pre-development) topography to minimize grading. Maximum grades and curves shall conform to the City Engineering Division Design Standards for Roadways (Chapter 4). Where existing conditions, particularly topography, make it otherwise impracticable to provide buildable sites, steeper grades and sharper curves may be accepted by the Community Development Director or Planning Commission (for land divisions) or by the City Engineer (for existing plats).
5. Where the locations of planned streets are shown on a local street network plan, the development shall implement the street(s) shown on the plan.
6. Where required local street connections are not shown on an adopted City street plan, or the adopted street plan does not designate future streets with sufficient specificity, the development shall provide for the reasonable continuation and connection of existing streets to adjacent potentially developable properties, conforming to the standards of this Code.
7. Existing street-ends that abut a proposed development site shall be extended with the development, unless prevented by environmental or topographical constraints, existing development patterns, or compliance with other standards in this Code; in such situations, the applicant must provide evidence that the environmental or topographic constraint precludes reasonable street connection.
8. Proposed streets and any street extensions required pursuant with this Section shall be

the TSP and Future Street Plans to provide needed connections in the city.

located, designed and constructed to allow continuity in street alignments and to facilitate future development of vacant or redevelopable land.

9. All street names shall be approved by the Planning Commission for conformance with the established pattern and to avoid duplication and confusion.

C. Street Design. The optimum street design criteria contained in the Transportation System Plan (Figures 17a-17f) and Engineering Division Design Standards for Roadways (Chapter 4) are intended to provide for streets of suitable location, width, and design to accommodate expected vehicle, pedestrian and bicycle traffic; to afford satisfactory access to law enforcement, fire protection, sanitation, and road maintenance equipment; and to provide a convenient and accessible network of streets, avoiding undue hardships to adjoining properties. Where a range of street width or improvement options is indicated, the Community Development Director or Planning Commission (for land divisions) or the City Engineer (for existing plats) shall determine requirement based on advice from a qualified professional and all of the following factors:

1. Street classification, shown in the Transportation System Plan (Figure 15), and requirements of the roadway authority if different than the City;
2. Existing and projected street operations relative to applicable standards;
3. Safety of motorists, pedestrians, bicyclists, and transit users, including consideration of accident history;
4. Convenience and comfort for pedestrians, bicyclists, and transit users;
5. Provision of on-street parking;
6. Placement of utilities;

7. Street lighting;

8. Slope stability and erosion control (minimize cuts and fills);

9. Surface water management/storm drainage requirements;

10. Emergency vehicles/apparatus and emergency access/egress, including evacuation needs;

11. Transitions between varying street widths (i.e., existing streets and new streets); and

12. Other factors related to public health, safety, and welfare.

Half streets shall be prohibited except they may be approved where essential to the reasonable development of subdivisions or partitions when in conformity with the other requirements of this Development Code, and when the Planning Commission finds it will be practical to require the dedication of the other half when the adjoining property is divided. Whenever a half street is adjacent to a tract to be divided, the other half of the street shall be platted within the tract. Reserved strips may be required to preserve the objectives of half streets.

D. Transportation Connectivity and Future Street Plans. The following standards apply to the creation of new streets:

1. Intersections. Streets shall be located and designed to intersect as nearly as possible to a right angle. Street intersection angles shall conform to the City Engineering Division Design Standards for Roadways.

2. Connectivity to Abutting Lands. The street system of a proposed development shall be designed to connect to existing, proposed, and planned streets adjacent to the proposed development. Wherever a proposed development abuts unplatted land or a future development phase of an existing development, street stubs shall be provided

to allow access to future abutting subdivisions and to logically extend the street system into the surrounding area. Street ends shall contain turnarounds constructed to Uniform Fire Code standards, as the City deems applicable, and shall be designed to facilitate future extension in terms of grading, width, and temporary barricades.

Reserved strips including street plugs may be required to preserve the objectives of street extensions. Reserved strips controlling the access to public ways will be approved when necessary for the protection of the public welfare. The control and disposal of the land comprising the strips shall be placed within the jurisdiction of the City under conditions approved by the Planning Commission.

3. Street Connectivity and Formation of Blocks. In order to promote efficient vehicular and pedestrian circulation throughout the City, subdivisions and site developments shall be served by an interconnected street network, pursuant to Table 1 (Spacing Standards) in the Transportation System Plan.
4. A cul-de-sac street shall only be used where the Community Development Director, Planning Commission, or City Engineer determines that environmental or topographical constraints, existing development patterns, or compliance with other applicable City requirements preclude a street extension. Where the City determines that a cul-de-sac is allowed, all of the following standards shall be met:
 - a. The cul-de-sac shall not exceed a length of 400 feet and serve building sites for not more than 18 dwelling units, except where the Community Development Director, Planning Commission, or City Engineer determines, through a Class 1 Variance pursuant to procedures in Article 9, that topographic or other physical constraints of the site require a longer cul-de-sac; the length of the cul-de-sac shall be measured along the centerline of the roadway from the near side of the

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| <p><u>intersecting street to the farthest point of the cul-de-sac;</u></p> <p>b. <u>The cul-de-sac shall terminate with a circular or hammer-head turnaround meeting the Uniform Fire Code and the roadway standards in the Transportation System Plan and Public Works Engineering Design Standards for roadways.</u></p> <p>c. <u>The cul-de-sac shall provide a pedestrian and bicycle access way between it and adjacent developable lands. Such access ways shall conform to Section 3.010.B.5.</u></p> <p>5. <u>Access Ways. The Community Development Director or Planning Commission, in approving a land use application with conditions, may require a developer to provide an access way where the creation of a cul-de-sac or dead-end street is unavoidable and the access way connects the end of the street to another street, a park, or a public access way. Where an access way is required, it shall be not less than ten (10) feet wide and shall consist of a minimum six (6) foot wide paved surface or other all-weather surface approved by the Community Development Director or Planning Commission. Access ways shall be contained within a public right-of-way or public access easement.</u></p> <p>6. <u>Alleys. When any lots or parcels are proposed for commercial or industrial usage, alleys of at least 20 feet in width may be required at the rear thereof with adequate ingress and egress for truck traffic unless alternative commitments for off-street service truck facilities without alleys are approved. Intersecting alleys shall not be permitted.</u></p> <p>7. <u>Future Street Plan. Where a subdivision is proposed adjacent to other developable land, a future street plan shall be filed by the applicant in conjunction with an application for a subdivision.</u></p> | <p>Limiting cul-de-sacs and connecting them to adjacent streets or developable land is required by the TPR (OAR 660-012-0045(6)).</p> |
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3.035. ACCESSORY STRUCTURES.

A. Fences, Walls, and Hedges.

1. Except as provided in Section 6.1003-045 of this code, fences, walls, or mature hedges not over 48 inches in height may occupy the required front yard of any lot, or the required side yard along the flanking street of a corner lot.

2. Fences or hedges located back of the required front or flanking street side yard shall not exceed a height of six (6) feet.

[...]

3.045. CLEAR-VISION AREA.

Refer to Section 6.100 (Vision Clearance Area) of the City Code.

~~A. Requirements.~~

~~A clear vision area shall be maintained on the corners of all property adjacent to the intersection of two (2) streets or of a street and a railroad. A clear vision area shall contain no planting, fence, or other temporary or permanent obstruction exceeding two and one half (2.5) feet in height, measured from the top of the curb, or where no curb exists, from the established center line grade of the street, except that trees exceeding two and one half (2.5) feet may be permitted if all branches and foliage to a height of eight (8) feet above the top of the curb are removed.~~

~~B. Measurement.~~

~~———— A clear vision area shall consist of a triangular area, two (2) sides of which are street lines and the third side of which is a line across the corner of the lot connecting the ends of~~

Per the City’s request to make clear vision code simpler and consistent, amendments to Clear-Vision Area provisions incorporate provisions from other sections of the City Code (Section 2.350 and Section 6.100). It is recommended that regulations for clear vision be centralized in this section and that the other City code sections refer to Section 3.045 of the Development Code.

~~the other two (2) sides. The size of a clear vision area is determined by the distance from the intersection of the two (2) street lines to the third side, measured along the street. The size shall be as follows:~~

~~1. Residential Zones. In a residential zone, the distance determining the size of a clear vision area shall be 30 feet.~~

~~2. All Other Zones. In all other zones, the distance determining the size of a clear vision area shall be 15 feet, except that where the angle of the intersection between streets is less than 30^o, the City may require a greater distance.~~

7.062 SPECIAL EXCEPTIONS TO OFF-STREET VEHICLE PARKING REQUIREMENTS.

B. Modification of Parking Space Requirements

1. The applicant may propose a parking space standard that is different than the standard in Section 7.100, for review and action by the Community Development Director through a Class 1 variance, pursuant to Article 9. The applicant’s proposal shall consist of a written request, and a parking analysis prepared by a qualified professional. The parking analysis, at a minimum, shall assess the average parking demand and available supply for existing and proposed uses on the subject site; opportunities for shared parking with other uses in the vicinity; existing public parking in the vicinity; transportation options existing or planned near the site, such as frequent bus service, carpools, or private shuttles; and other relevant factors. The Community Development Director may reduce the off-street parking standards for sites with one or more of the following features:

a. Site has a bus stop with existing or planned frequent transit service (30-minute headway or less) located adjacent to it, and the site’s frontage is improved with a

The City requested more options to reduce motor vehicle parking requirements. These proposed amendments are based on Model Code.

Subsection (a) addresses parking

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| <p><u>bus stop waiting shelter, consistent with the standards of the applicable transit service provider: Allow up to a 20 percent reduction to the standard number of automobile parking spaces;</u></p> <p><u>b. Site has dedicated parking spaces for carpool/vanpool vehicles: Allow up to a 10 percent reduction to the standard number of automobile parking spaces;</u></p> <p><u>c. Site has dedicated parking spaces for motorcycle and/or scooter or electric carts: Allow reductions to the standard dimensions for parking spaces and the ratio of standard to compact parking spaces;</u></p> <p><u>c. Available on-street parking spaces adjacent to the subject site in amounts equal to the proposed reductions to the standard number of parking spaces.</u></p> <p><u>d. Site has more than the minimum number of required bicycle parking spaces: Allow up to a 10 percent reduction to the number of automobile parking spaces.</u></p> <p><u>C. Uses in the C-4 Zone (Central Commercial) and uses between 7th and 14th Streets in the A-2 (Aquatic Two Development) and S-2A Zones (Tourist Oriented Shoreland) are not required to provide off-street parking.</u></p> <p><u>Exception: In the C-4 Zone, off-street parking and loading requirements shall apply to Lots 1, 2, 3, Block 40, McClure’s Addition (south side of 600 Block Duane Street).</u></p> | <p>requirement reductions based on frequent transit service. If there is not currently frequent transit service, these code amendments should allow for improvements to transit service that are feasible in the future.</p> <p>It is recommended that Section 7.180 (Parking in the Downtown Area) be incorporated into appropriate parking and loading sections in the Development Code (Subsection C here) rather than be a stand-alone section at the end of the parking code.</p> |
| <p>7.090. OFF-STREET LOADING.</p> <p>A. Except as otherwise specifically provided in this ordinance, off-street loading shall be provided in amounts not less than those set forth in Section 7.160.</p> <p>B. A parking area meeting the requirements of Sections 7.100 through 7.110 may also be used for loading when the use does not require a delivery vehicle which exceeds a</p> | <p>It is recommended that Section 7.180 (Parking in the Downtown Area) be incorporated into appropriate parking and loading sections in the Development Code (Subsection C here) rather</p> |

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| <p>combined vehicle and load rating of 20,000 pounds, and when the parking area is within 25 feet of the building or use which it serves.</p> <p><u>C. Uses in the C-4 Zone (Central Commercial) and uses between 7th and 14th Streets in the A-2 (Aquatic Two Development) and S-2A Zones (Tourist Oriented Shoreland) are not required to provide off-street loading.</u></p> <p><u>Exception: In the C-4 Zone, off-street parking and loading requirements shall apply to Lots 1, 2, 3, Block 40, McClure’s Addition (south side of 600 Block Duane Street).</u></p> | <p>than be a stand-alone section at the end of the parking code.</p> |
| <p>7.100. MINIMUM PARKING SPACE REQUIREMENTS.</p> <p>USE</p> <p>MINIMUM NO. OF SPACES</p> <p>A. Amusement:</p> <p>Indoor amusement and recreation One space per 400 square feet</p> <p>services, amusement park, of gross floor area, or one</p> <p>ball field, motion picture space per five seats or ten</p> <p>theater, stadium ten feet of bench length</p> <p>Golf course One space per green</p> <p>Library and information One space per 500 square</p> <p>center feet of gross floor area</p> <p>Meeting room One space per five seats</p> <p>Mixed use retail/indoor amusement One space per 400 square</p> <p>feet of gross floor area, plus</p> <p>one space per two employees</p> <p>Museum, art gallery One space per 600 square</p> <p>feet of gross floor area</p> <p>Tennis court, racquetball One space per court plus</p> <p>court, or handball court one space per ten feet of</p> | <p>The City requested updated code language for parking space requirements, so existing Development Code has been struck and new tables, based on Model Code and City staff recommendations, are proposed to be added.</p> |

~~bench length or five seats~~

~~B. Automotive Services.~~

~~Automotive and Recreational One space per 1,500 square feet of gross floor area
Vehicle/Manufactured Home dealer
Automotive repair, service, One space per 1,500 square feet of gross floor area
gasoline service, and garage~~

~~C. Business and Professional Services.~~

~~Business office or services, One space per 500 square feet of gross floor area
public office or services, square feet of gross floor area
professional office or services, area
financial services, real estate
services, insurance services,
repair services, educational
services not elsewhere classified~~

~~D. Churches and Institutions.~~

~~Correctional institution One space per 2,000 square feet of gross floor area
General meeting facility One space per three seats, or six feet of bench length, or 100 square feet of gross floor area
Membership organization, club Spaces to meet the combined or lodge requirements of the uses being conducted, such as hotel, restaurant, auditorium, etc.
Religious organization One space per five seats, or~~

~~ten feet of bench length, or
100 square feet of floor area
not containing fixed seats
in the sanctuary~~

~~E. Health Services~~

~~Health services One space per 500 square
feet of gross floor area~~

~~Hospital 1.5 spaces per bed~~

~~Nursing and personal care facility One space per three beds~~

~~F. Industrial and Utilities:~~

~~Mining, manufacturing, transportation The greater of the following:
communications, electric, gas,
and sanitary services 1) .75 spaces per employee~~

~~2) 0 – 49,999 square feet of
gross floor area – one
space per 5,000 square
feet~~

~~3) 50,000 – 99,999 square
feet of gross floor area –
one space per 10,000
square feet~~

~~4) 100,000 or greater square
feet of gross floor area –
one space per 15,000
square feet~~

~~Marina One space per boat berth or
decking space~~

~~Wholesale, warehousing, and similar use~~ One space per 1,500 square feet gross floor area

~~G. Personal Services.~~

~~Funeral service or crematory~~ One space per three seats or six feet of bench length in chapels

~~Laundry, cleaning and garment service~~ One space per 1,000 square feet of gross floor area

~~Personal services~~ One space per 500 square feet of gross floor area

~~Veterinary and animal services~~ One space per 500 square feet of gross floor area

~~H. Residential and Dwellings.~~

~~Single family dwelling unit, duplex, or triplex~~ Two spaces per dwelling unit

~~Multi family dwelling containing four or more dwelling units~~ One and one-half spaces per dwelling unit

~~Multi family dwelling restricted to one bedroom units~~ 1.25 spaces per dwelling

~~Bed and breakfast or home stay lodging~~ One space per bedroom plus two spaces for owner/manager unit

~~Hotel, or motel~~ 1.1 spaces per guest room or suite, plus two for the manager

~~Inn~~ One space per bedroom plus two spaces for owner/manager unit, plus one space per three

seats or six feet of bench length
 or 100 square feet of gross
 floor area used for conduct of
 associated business activity
 Housing designed for and used by elderly One space per four dwelling
 or special needs groups, congregate care units
 Retirement center One space per two dwelling
 units

I. Retail.

Building material, hardware, garden One space per 1,000 square
 supply, furniture, home furnishings feet of gross floor area
 or home equipment store
 Eating and drinking One space per 250 square
 establishment feet of gross floor area
 General merchandise store, food store, One space per 500 square
 apparel and accessory store, and feet of gross floor area
 miscellaneous retail

J. Schools.

College, university, One space per four students
 professional school and for which the school is
 junior college designed to accommodate
 Day care, preschool, or nursery One space per employee
 Elementary school Two spaces per classroom
 Secondary school One space per six students
 for which the school is
 designed to accommodate
 Vocational and correspondence One space per 500 square

~~school, and educational services feet of gross floor area not elsewhere classified~~
~~For any uses not listed above, the Community Development Director shall make an interpretation of the parking space requirements as per Section 7.060.~~

Table 7.100 – Off-Street Parking Space Requirements by Use.

The following are minimum off-street parking requirements by use category. The Community Development Director or Planning Commission as applicable may increase the required off-street parking based on anticipated need for a specific conditional use.

| <u>Use Categories</u> | <u>Minimum Parking per Land Use</u> (Fractions are rounded up to the next whole number.) |
|---|---|
| <u>RESIDENTIAL CATEGORIES</u> | |
| | |
| <u>Single-family Dwelling, including manufactured homes on individual lots, and attached dwellings such as townhomes and condominiums</u> | <u>2 spaces per dwelling unit</u> |
| <u>Two-family Dwelling (Duplex)</u> | <u>2 spaces per dwelling unit</u> |
| <u>Accessory Dwelling (second dwelling on a single-family lot)</u> | <u>1 additional space for the accessory dwelling unit</u> |

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| <u>Manufactured Dwelling in a Park</u> | <u>1.5 per dwelling unit</u> |
| <u>Multi-family Dwelling including Group Housing</u> | <u>1.5 spaces per dwelling unit with more than one bedroom;</u> <u>1.25 spaces per dwelling unit limited to one bedroom, or one bedroom group housing units;</u> <u>Calculation is based on specific number of each type of units within the complex.</u> |
| <u>Group living, such as nursing or convalescent homes, rest homes, assisted living, congregate care, and similar special needs housing</u> | <u>1 space per 8 bedrooms plus one per employee.</u> <u>Calculation is based on the maximum number of employees on one shift, not total employment.</u> |
| <u>Residential Home, Residential Facility, and Adult Foster Care</u> | <u>1 additional space per 3 beds for the home/facility</u> |
| <u>COMMERCIAL CATEGORIES</u> | |
| <u>Automotive repair & service, automotive sales</u> | <u>1 space per 1,000 sq. ft. gross floor area</u> |
| <u>Bed and Breakfast, Home Stay Lodging, Inn</u> | <u>1 additional space for each bedroom used for lodging</u> |
| <u>Daycare</u> | <u>Family/Home Daycare: 1 space, plus required parking for dwelling</u> |
| | <u>Daycare Center: 1 space per 400 sq. ft. of gross floor area</u> |
| <u>Educational Services, not a school (e.g., tutoring or similar services, excluding single</u> | <u>1 space per 300 sq. ft. gross floor area</u> |

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| <u>student tutoring facilities)</u> | |
| <u>Home Occupation with customers and/or non-resident employees</u> | <u>1 additional space per anticipated customer/employee at a specific time beyond one person at a time</u> |
| <u>Hotels, Motels, and similar uses</u> | <u>1 space per guest room.</u> <u>See also, parking requirements for associated uses, such as restaurants, entertainment uses, drinking establishments, assembly facilities.</u> |
| <u>Laundromat and dry cleaner</u> | <u>1 space 350 sq. ft. gross floor area</u> |
| <u>Mortuary/Funeral Home</u> | <u>1 space per 300 sq. ft. gross floor area</u> |
| <u>Offices: General, medical/dental, professional</u> | <u>1 space per 500 sq. ft. gross floor area</u> |
| <u>Personal Services (i.e. salon, spa, barber, animal grooming)</u> | <u>1 space per chair, table, or booth for customers</u> |
| <u>Repair or Service other than automotive</u> | <u>1 space per 500 sq. ft. gross floor area</u> |
| <u>Retail Sales</u> | <u>General Merchandise: 1 space per 500 sq. ft. gross floor area</u> |
| | <u>Bulk with a building (lumber and construction materials, furniture, appliances, and similar sales): 1 space per 1,000 sq. ft. gross floor area</u> |
| | <u>Outdoor with no building or building of less than 200 sq. ft. (i.e. automotive, nursery, bulk retail, produce, etc.): 1</u> |

| | | |
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| | <u>space per 1,000 sq. ft. of site used for retail display/storage</u> | |
| <u>INDUSTRIAL CATEGORIES</u> | | |
| <u>Industrial Service, not otherwise categorized</u> | <u>1 space per 1,000 sq. ft. gross floor area</u> | |
| <u>Manufacturing and Production</u> | <u>Light Manufacturing: 1 space per 2 employees on the largest shift</u> <u>Heavy Industrial, building greater than 5,000 sq. ft.: 1 space per 2,500 sq. ft. gross floor area</u> | |
| <u>Marina</u> | <u>0.25 spaces per boat berth or docking space</u> | |
| <u>Seafood Processing and Associated Uses</u> | <u>1 space per full-time equivalent employee plus 1 space per 10 seasonal employees. Seasonal parking may be reduced with proof that employees are bussed to site.</u> | |
| <u>Wholesale, Warehouse, Freight Service, Mini-Storage</u> | <u>1 space per 1,500 sq. ft. gross floor area</u> | |
| <u>INSTITUTIONAL CATEGORIES</u> | | |
| <u>Community Service, including Government Offices and Services</u> | <u>Same requirement as non-institutional use for the category</u> | |
| <u>Medical Center/Hospital with overnight stay</u> | <u>1 space per 300 sq. ft. gross floor area</u> | |

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| <u>Membership organization, club, lodge</u> | <u>Same as specified use requirement such as eating and drinking establishment, public assembly, school, etc.</u> |
| <u>Parks and Open Space</u> | <u>Parking based on projected parking demand for planned uses. See Recreation, outdoor.</u> |
| <u>Public Assembly</u> | <u>1 space per 100 sq. ft. of public assembly area where no seats provided, or 1 space per five seats where provided</u> |
| <u>Religious Institutions and Houses of Worship</u> | <u>1 space per 100 sq. ft. of main assembly gross floor area; additional parking is not required for associated use areas if not used at same time as main assembly area</u> |
| <u>Schools</u> | <u>Pre-School through Middle-School: 1.5 space per classroom</u> |
| | <u>High Schools: 7 spaces per classroom</u> |
| | <u>Colleges & Vocational: 1 space per 400 sq. ft. of gross floor area; and 1 space per 2 dorm rooms</u> |
| <u>RECREATIONAL CATEGORIES</u> | |
| <u>Aquatic center, sports club, gym, rink, recreation center, health club, bowling alley</u> | <u>1 space per 400 sq. ft. gross floor area</u> |
| <u>Museum, art gallery, library</u> | <u>1 space per 600 sq. ft. gross floor area</u> |
| <u>Outdoor recreational park</u> | <u>Public playground: none</u> <u>Commercial park: 1 space per 1,000 sq. ft. gross land area</u> |

| | | |
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| <p><u>Sports Field</u></p> | <p><u>1 space per 100 sq. ft. of public assembly area where no seats provided, or 1 space per five seats where provided</u></p> | |
| <p><u>Theater, indoor arena</u></p> | <p><u>Single venue: 1 space per 3 seats</u> <u>Multiplex: 1 space per 6 seats</u></p> | |
| <p><u>OTHER CATEGORIES</u></p> | | |
| <p><u>Accessory Uses</u></p> | <p><u>Parking standards for accessory uses are the same as for primary uses, but are pro rated based on the percentage of estimated overall parking demand, subject to City review and approval.</u></p> | |
| <p><u>Temporary Uses</u></p> | <p><u>Parking standards for temporary uses are the same as for primary uses, except that the Community Development Director or Planning Commission as applicable may reduce or waive certain development and designs standards for temporary uses.</u></p> | |
| <p><u>Transportation and Communications Facilities (operation, maintenance, preservation, and construction)</u></p> | <p><u>None, except where temporary parking is required for construction staging areas</u></p> | |
| <p><u>7.105. BICYCLE PARKING.</u> <u>A. Standards. Bicycle parking spaces shall be provided for new development, changes of use, and major renovations, at a minimum, based on the standards in Table 7.105. Major renovation is defined as construction valued at 25% or more of the assessed value of the existing structure.</u> <u>Where an application is subject to Conditional Use Permit approval or the applicant has</u></p> | | <p>The TPR (OAR 660-012-0045(3)(a)) requires bicycle parking for new multi-family residential developments of four units or more, retail, office, institutional, and transit centers. Additionally, City staff is</p> |

requested a reduction to an automobile-parking standard, pursuant to Section 7.062, the Community Development Director or Planning Commission as applicable may require bicycle parking spaces in addition to those in Table 7.105.

Table 7.105: Minimum Required Bicycle Parking Spaces

| <u>Use</u> | <u>Minimum Number of Spaces</u> | <u>Long and Short Term Bicycle Parking Percentages</u> |
|--|---|--|
| <u>Multi-family Residential Dwelling</u> (not required for parcels with fewer than 4 dwelling units) | <u>1 bike space per 4 dwelling units</u> | <u>75% long term</u> <u>25% short term</u> |
| <u>Commercial</u> | <u>1 bike spaces per primary use or 1 per 10 vehicle spaces, whichever is greater</u> | <u>50% long term</u> <u>50% short term</u> |
| <u>Industrial</u> | <u>1 bike spaces per primary use or 1 per 20 vehicle spaces, whichever is greater</u> | <u>25% long term</u> <u>75% short term</u> |
| <u>Parks</u> (active recreation areas only greater than 10,000 sq. ft.) | <u>4 bike spaces per 10,000 sq. ft.</u> | <u>100% short term</u> |
| <u>Schools</u> (all types) | <u>1 bike spaces per 4 classrooms</u> | <u>50% long term</u> <u>50% short term</u> |
| <u>Institutional Uses and Places of Worship</u> | <u>1 bike space per 20 vehicle spaces</u> | <u>100% short term</u> |

interested in requiring that bicycle parking be provided by existing development. Conditions in which existing development may be required to provide bicycle parking include changes of use and major renovation, which are modeled after existing applicability standards from the Gateway Overlay Zone (Section 14.020).

The simplified categories of uses on which bicycle parking space requirements are based are drawn from the Model Code, and the space requirements themselves are based on Model Code and City staff recommendations.

The provisions for long-term bicycle parking and for design and location of parking are drawn from a combination of sources such as the cities of Milwaukie, Oregon City, Eugene,

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| Other Uses | <u>2 bike spaces per primary use or 1 per 10 vehicle spaces, whichever is greater</u> | <u>50% long term</u> <u>50% short term</u> |
|-------------------|---|---|

and Springfield.

Long-term bicycle parking is important to provide for residents, employees, students, and visitors.

B. Design and Location.

1. All bicycle parking shall be securely anchored to the ground or to a structure.
2. All bicycle parking shall be designed so that bicycles may be secured to them without undue inconvenience, including being accessible without removing another bicycle.
3. All bicycle parking should be integrated with other elements in the planter strip when in the public right-of-way.
4. Direct access from the bicycle parking area to the public right-of-way shall be provided at-grade or by ramp access, and pedestrian access shall be provided from the bicycle parking area to the building entrance.
5. Bicycle parking shall not impede or create a hazard to pedestrians or vehicles, and shall not conflict with the vision clearance standards of Section 3.045.
6. Short-term bicycle parking.
 - a. Short-term bicycle parking shall consist of a stationary rack or other approved structure to which the bicycle can be locked securely.
 - b. If more than 10 short-term bicycle parking spaces are required, at least 50% of the spaces must be sheltered. Sheltered short-term parking consists of a minimum 7-foot overhead clearance and sufficient area to completely cover all bicycle parking and bicycles that are parked correctly.
 - c. Short-term bicycle parking shall be located within 50 feet of the main building

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| <p><u>entrance or one of several main entrances, and no further from an entrance than the closest automobile parking space.</u></p> <p><u>6. Long-term bicycle parking. Long-term bicycle parking shall consist of a lockable enclosure, a secure room in a building on-site, monitored parking, or another form of sheltered and secure parking.</u></p> <p><u>C. Exemptions. This Section does not apply to single-family, two-family, and three-unit multi-family housing, home occupations, and agricultural uses. The Community Development Director or Planning Commission as applicable may exempt other uses upon finding that, due to the proximity of public bicycle parking facilities, or the nature of the use, or its location, it is unlikely to have any patrons or employees arriving by bicycle.</u></p> | |
| <p>7.110. PARKING AND LOADING AREA DEVELOPMENT REQUIREMENTS.</p> <p>All parking and loading areas required under this ordinance, except those for a <u>detached single-family dwelling on an individual lot unless otherwise noted</u>, shall be developed and maintained as follows:</p> <p>A. Location on site.</p> <p>Required yards adjacent to a street, <u>for uses including residential uses other than detached single-family dwelling on an individual lot</u>, shall not be used for such <u>parking and loading areas</u> unless otherwise specifically permitted in this ordinance. Side and rear yards which are not adjacent to a street may be used for such areas when developed and maintained as required in this ordinance.</p> <p>B. Surfacing.</p> <p>All parking and loading areas and driveways thereto shall be paved with asphalt, concrete or other hard surface approved by the City Engineer. Parking and loading areas shall be</p> | <p>The City requested code language to help discourage parking in front yards and driveways that extend into right-of-way. This issue is primarily addressed in proposed new code language (Section 3.008.D), and secondarily here in Section 7.110.</p> |

adequately designed, graded, and drained.

C. Bumper guards or wheel barriers.

Permanently affixed bumper guards or wheel barriers are required and shall be so installed that no portion of a vehicle will project into a public right-of-way or over adjoining property. The area beyond the wheel barriers or bumper guards shall be surfaced as required in Section 7.110(B) or landscaped.

D. Size of parking spaces and maneuvering areas.

The parking area, each parking space and all maneuvering areas shall be of sufficient size and all curves and corners of sufficient radius as determined by the City Engineer to permit the safe operation of a standard size vehicle subject to the following minimum requirements:

1. Full size parking spaces shall be nine and one half (9.5) feet wide and 20 feet long.
2. Compact parking spaces shall be eight and one half (8.5) feet wide and 16 feet long for no more than 50% of the parking spaces required.

An increase to 75% compact may be approved administratively by the Community Development Director upon a finding that anticipated use would not require compliance. An increase greater than 75% may be approved by the Community Development Director as a Class 1 Variance in accordance with Article 9.

3. Where a landscaped area, fence, or wall is adjacent to a parking space, the parking space shall be ten (10) feet wide.
4. A maximum of 2.5' of a parking stall required length may extend beyond the wheel barrier into a landscaped area. The parking stall shall not extend into a pedestrian walkway area.

The City is concerned that parking lots do not allow enough longer parking that accommodates forestry and marine-related trucks that are common in Astoria.

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| <p>7.120. DRIVEWAY DEVELOPMENT STANDARDS.</p> <p>All driveways providing access to parking spaces and loading areas required under this ordinance, including those for a single family dwelling on a lot, shall conform to the Astoria City Code Sections 2.050 through 2.100 <u>and Subsection 3.008.D in addition to requirements in the Engineering Division Design Standards for Roadways.</u></p> | <p>Add a reference to new standards in new Section 3.005, Subsection D (Approach and Driveway Development Standards) as well as engineering standards.</p> |
| <p>7.180. PARKING IN THE DOWNTOWN AREA.</p> <p>Uses in the C-4 Zone (Central Commercial) and uses between 8th and 14th Streets in the A-2 (Aquatic Two Development) and S-2A Zones (Tourist Oriented Shoreland) are not required to provide off street parking or loading.</p> <p>Exception: In the C-4 Zone, off street parking and loading requirements shall apply to Lots 1, 2, 3, Block 40, McClure's Addition (south side of 600 Block Duane Street).</p> | <p>It is recommended that Section 7.180 (Parking in the Downtown Area) be incorporated into appropriate parking and loading sections – Sections 7.062 and 7.090.</p> |
| <p>ARTICLE 9</p> <p>ADMINISTRATIVE PROCEDURES</p> <p>9.010. APPLICATION INFORMATION AND PROCEDURES.</p> <p>ED. Multiple Requests.</p> <p>Where a proposed development requires more than one development permit or zone change request from the City, the applicant may request that the City consider all necessary permit and zone change requests in a consolidated manner. If the applicant requests that the City consolidate its review of the development proposal, all necessary public hearings before the</p> | <p>ODOT has requested that language explicitly allowing the agency to be a signatory on land use applications be integrated into development code amendments when amendments are being prepared as part of a TSP or another planning process. The proposed language is based on</p> |

applicable Commission should be held on the same date if possible.

F. Applications for Development Approval

1. Applications for development approval may be initiated by one or more of the following:
 - a. One or more owners of the property which is the subject of the application; or
 - b. One or more purchasers or representatives of such property who submit a written approval of the property owner; or
 - c. One or more lessees in possession of such property who submits written consent of one or more owner's to make such application; or
 - d. Person or entity authorized by the Board or Commission; or
 - e. A Department of the City of Astoria when dealing with land involving public works or economic development projects; or
 - f. A public utility or transportation agency, when dealing with land involving the location of facilities necessary for public service.
 - g. Any of the above may be represented by an agent who submits written authorization by his principal to make such application.

G. Coordinated Review.

1. In addition to the general notice provisions set forth in Section 9.020, the City shall invite the Oregon Department of Transportation (ODOT) and/or any other transportation facility and service providers potentially affected by the application to pre-application conferences, as applicable. The City shall provide notice of a public hearing or an administrative action to potentially affected transportation facility and

that in the Douglas County Land Use and Development Ordinance (Section 2.040), which was recommended by ODOT.

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| <p><u>service providers.</u></p> <p><u>2. Coordinated review of applications with ODOT and/or any other applicable transportation facility and service providers may also occur through Traffic Impact Study provisions, pursuant to Subsection 3.015.A.5.</u></p> <p><u>HE. Staff Report.</u></p> <p>Any staff report used at the hearing shall be available at least seven (7) days prior to the hearing. If additional documents or evidence is provided in support of the application, any party shall be entitled to a continuance of the hearing. Such a continuance shall not be subject to the limitations of ORS 227.178.</p> | <p>Requirements for coordination with other transportation service/facility providers are pursuant to the TPR (OAR 660-012-0045(2)(f)). The requirements intend for regular public agency involvement in the application process, as needed, in order to better inform the proposed development. This codifies what is generally City practice to date.</p> |
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**ARTICLE 10
AMENDMENTS**

10.070. AMENDMENT CRITERIA.

B. Map Amendment.

Before an amendment to a zone boundary is approved, findings will be made that the following criteria are satisfied:

1. The amendment is consistent with the Comprehensive Plan.
2. The amendment will:
 - a. Satisfy land and water use needs; or
 - b. Meet transportation demands. The amendment shall be reviewed to determine whether it significantly affects a transportation facility pursuant to Section -0060 of Oregon Administrative Rule (OAR) 660-012, the Transportation Planning Rule (TPR). When the City, in consultation with the applicable roadway authority, finds that a proposed amendment would have a significant effect on a transportation facility, the City shall work with the roadway authority and applicant to modify the request or mitigate the impacts in accordance with the TPR and applicable law; or
 - c. Provide community facilities and services.
3. The land is physically suitable for the uses to be allowed, in terms of slope, geologic stability, flood hazard and other relevant considerations.
4. Resource lands, such as wetlands are protected.

Add compliance with TPR Section -0060 (Plan and Land Use Regulation Amendments) to the criteria for plan/map amendments in Astoria.

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| <p>5. The amendment is compatible with the land use development pattern in the vicinity of the request.</p> | |
| <p>ARTICLE 13</p> <p>SUBDIVISION AND LAND PARTITION</p> <p>GENERAL PROVISIONS</p> <p>13.040. DEFINITIONS.</p> <p>BLOCK: A parcel of land bounded by three or more streets in a land division.</p> <p>BLOCK LENGTH: The distance measured along all that part of one side of a street which is between two intersection or intercepting streets, or between an intercepting street and a railroad right of way, water course, body of water or unsubdivided acreage.</p> <p>BUILDING LINE: A line on a plat indicating the limit beyond which buildings or structures may not be erected.</p> <p>BUTT LOT: A lot, the lot side line of which abuts the lot rear line of two or more adjoining lots.</p> <p>CITY: The City of Astoria, a municipal corporation of the State of Oregon, where the provision involves a duty owed the City in either its governmental or its corporate capacity; otherwise, that officer, department or agency of the City indicated by the context, or where the context does not clearly indicate a specific officer, department or agency, then the City Manager of said City.</p> <p>CITY ENGINEER: The duly appointed Engineer of the City of Astoria.</p> <p>COMMUNITY DEVELOPMENT DIRECTOR: The chief land use regulatory officer of the City of Astoria.</p> <p>DECLARANT: The person who files a declaration under ORS Chapter 92.</p> <p>DECLARATION: The instrument by which the subdivision or partition plat was created.</p> | <p>Definitions for Article 13, Subdivisions and Land Partition are being consolidated in Section 1.400.</p> |

~~DEVELOPMENT PLAN: Any plan adopted by the Planning Commission for the growth and improvement of the City.~~

~~DIVISION OF LAND: The creation of a lot.~~

~~DRAINAGE LAND: Land required for drainage ditches, or required along a natural stream or water course for preserving the channel and providing for the flow of water therein, to safeguard the public against flood damage or the accumulation of surface water.~~

~~EASEMENT: A grant of the right to use a strip of land for specific purposes.~~

~~FINAL DECISION: The date upon which a decision has been rendered and the Order is signed, or the final resolution of all City, State, and Federal appeals, whichever is later. (Added by Ordinance 10-06, 4-19-10)~~

~~INITIAL PLAN: A sketch or schematic plan presented by a subdivider or applicant to the Planning Commission for their comments. The plan may be to any size, scale, and include information deemed necessary by the applicant. Review of the initial plans places no obligation on the commission or the applicant as to the future of such plan.~~

~~LOT: A unit of land that is created by a subdivision of land.~~

~~REVERSED CORNER LOT: A corner lot the side street line of which is substantially a continuation of the front lot line of the first lot to its rear.~~

~~THROUGH LOT: A lot having frontage on two parallel or approximately parallel streets other than an alley.~~

~~LOT FRONT LINE: The property line separating the lot from the street, or other than an alley. The City shall determine the front lot line of a corner lot.~~

~~LOT REAR LINE: The property line which is opposite and most distant from the front lot line. In the case of an irregular, triangular or other shaped lot, a line 10 feet in length within the lot, parallel to and at a maximum distance from the front lot line shall determine the lot rear line.~~

~~LOT SIDE LINE: Any lot line which is not a lot front line or a lot rear line.~~

~~ORS: Oregon Revised Statutes, State Law.~~

~~OWNER: One who possesses title in property or to whom property belongs, with the requisite intent to own; this term includes an authorized agent of the owner.~~

~~PARCEL: A unit of land that is created by a partitioning of land.~~

~~PARTITION: Either an act of partitioning land or an area or tract of land partitioned as defined in this Section.~~

~~MAJOR PARTITION: A partition which includes the creation of a street.~~

~~MINOR PARTITION: A partition that does not include the creation of a street.~~

~~PARTITION LAND: To divide an area of land into two or three parcels within a calendar year, but does not include:~~

- ~~1. A division of land resulting from a lien foreclosure, foreclosure of a recorded contract for the sale of real property or the creation of cemetery lots; or~~
- ~~2. An adjustment of a property line by the relocation of a common boundary where an additional unit of land is not created and where the existing unit of land reduced in size by the adjustment complies with any applicable Development Code requirement; or~~
- ~~3. A sale or grant by a person to a public agency or public body for State highway, County road, City street or other right of purposes provided such road or right of way conforms with the Comprehensive Plan and ORS 215.213(2)(g) to (s) and ORS 215.283(2)(p) to (r). However, any property divided by the sale or grant of property for State highway, county road, city street or other right of way purposes shall continue to be considered a single unit of land until such time as the property is further subdivided or partitioned.~~

~~PARTITION PLAT: A final map and other writing containing all the descriptions, locations, specifications, provisions and information concerning a major or minor partition.~~

~~PEDESTRIAN WAY: A right of way for pedestrian traffic.~~

~~PERFORMANCE AGREEMENT: A proper petition submitted to and approved by the Council for construction and improvements as required in Section 13.150; or a performance bond executed by a surety company duly licensed to do business in the State, in an amount equal to the full cost of the work to be done, and conditioned upon the faithful performance thereof.~~

~~PERSON: A natural person, firm, partnership, association, social or fraternal organization, corporation, trust, estate, receiver, syndicate, branch of government, or any group or combination acting as a unit.~~

~~PHASED PROJECT: Project involving construction of buildings and/or sites that are not completed all at the same time. All phases of a phased project are reviewed and approved~~

~~under one preliminary plat review with a time line for phased completion. (Added by Ordinance 10-06, 4-19-10)~~

~~PLANNING COMMISSION: The Planning Commission of the City of Astoria.~~

~~PLAT: A final subdivision plat, replat or partition plat.~~

~~PRELIMINARY PLAT: A tentative map and plan for a land division duly submitted to the Community Development Director for Commission consideration and approval and conforming in all respects to the requirements therefore specified in this Ordinance.~~

~~PROPERTY LINE: The division line between two units of land.~~

~~PROPERTY LINE ADJUSTMENT: The relocation of a common property line between two abutting properties.~~

~~PUBLIC WORKS DIRECTOR: The duly appointed Public Works Director of the City of Astoria.~~

~~REPLAT: The act of platting the lots, parcels and easements in a recorded subdivision or partition plat to achieve a reconfiguration of the existing subdivision or partition plat or to increase or decrease the number of lots in the subdivision.~~

~~RESERVED STRIP: A strip of land, usually one (1) foot in width, reserved across the end of a street or alley and terminating at the boundary of a land division or a strip of land between a dedicated street or less than full width and adjacent acreage, in either case reserved or held for future street extension or widening.~~

~~REVERSED CORNER LOT: A corner lot the side street line of which is substantially a continuation of the front line of the first lot to its rear.~~

~~RIGHT OF WAY: The area between the boundary lines of a street or other easement.~~

~~ROADWAY: The portion of a street right of way developed for vehicular traffic.~~

~~SIDEWALK: A pedestrian walkway with rock or paved surfacing.~~

~~SINGLE FAMILY DENSITY AREA: An area abutting a minor street not a business street, where for one block length or more all property on both sides of the street is or as determined by the Planning Commission will be occupied by no more than 4.50 families per acre exclusive of street right of way.~~

~~STREET: A public or private way being the entire width from lot line to lot line that is created to provide ingress or egress for persons to one or more lots, parcels, areas or tracts of land~~

and including the term "road", "highway", "lane", "avenue", "alley" or similar designations.

~~ALLEY: A narrow street through a block which affords only secondary means of access to abutting property at the rear or sides thereof.~~

~~ARTERIAL: A street of considerable continuity which is primarily a traffic artery for intercommunication among large areas~~

~~BUSINESS STREET: Any block length along any street, other than an arterial, within which there is or will be provided access to one or more commercial structures.~~

~~COLLECTOR: A street supplementary to the arterial street system and a means of intercommunication between this system and smaller area; used to some extent for through traffic and to some extent for access to abutting properties.~~

~~CUL-DE-SAC: (Dead End Street) A short street having one end open to traffic and being terminated by a vehicle turnaround.~~

~~HALF STREET: The dedication of a portion only of the width of a street, usually along the edge of a subdivision, where the remaining portion of a street has been or could be dedicated in another subdivision.~~

~~MAJOR STREET: Same as arterial.~~

~~MARGINAL ACCESS STREET: A minor street parallel and adjacent to a major arterial street, providing access to abutting properties, but protected from through traffic.~~

~~MINOR STREET: A street intended primarily for access to abutting properties.~~

~~SUBDIVIDE: To effect a land division.~~

~~SUBDIVIDE LAND: To divide an area or tract of land into four or more lots within a calendar year.~~

~~SUBDIVIDER: An owner commencing proceedings under this Chapter to effect a land division by himself or through this lawful agent.~~

~~SUBDIVISION: Either an act of subdividing land or an area or tract of land subdivided as defined in this Section.~~

~~SUBDIVISION PLAT: A final map and other writing containing all the descriptions, locations, specifications, dedications, provisions and information concerning a subdivision.~~

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| <p>13.100. SUBDIVISION, PRELIMINARY PLAT - PROCEDURE FOR REVIEW.</p> <p>A. Conference.</p> <p>Prior to the filing of a preliminary plat, a subdivider shall submit to the Community Development Director, plans and other information concerning a proposed or contemplated development. The Community Development Director shall then schedule a conference with the subdivider and City Engineer on such plans and other data, and make recommendations to the subdivider as shall seem proper regarding such plans or other data, and may recommend consultation by the subdivider with other public or private agencies as may be disclosed by the plans. <u>ODOT shall be invited to participate in the conference and consult with the subdivider.</u></p> | <p>As with the proposed amendments to Article 9 (Administrative Procedures), this proposed amendment addresses TPR requirements for coordination with other transportation service/facility providers.</p> |
| <p>13.110. SUBDIVISION, PRELIMINARY PLAT - INFORMATION ON PRELIMINARY PLAT.</p> <p>C. Supplemental Information.</p> <p>The City may require any of the following to supplement the preliminary plat:</p> <p><u>7. A Traffic Impact Study (TIS), pursuant to Subsection 3.015.A.5.</u></p> | <p>This proposed amendment is a reference to the new subsection about TISs.</p> |
| <p>13.410. STREETS.</p> <p>A. General.</p> <p><u>Streets shall be planned and constructed pursuant to the Transportation Standards in Section 3.015. The location, width and grade of streets shall be considered in their relation to existing and planned streets, to topographical conditions, to public convenience and safety, and to the proposed use of land to be served by the streets. The street system shall assure an adequate</u></p> | <p>This subdivision section on streets is recommended to be replaced by a reference to the proposed new general section on transportation standards, Section 3.015.</p> |

~~traffic circulation system with intersection angles, grades, tangents and curves appropriate for the traffic to be carried considering the terrain. Where location is not shown in a development plan, the arrangement of streets shall either:~~

~~1. Provide for the continuation or appropriate projection of existing principal streets in surrounding areas; or~~

~~2. Conform to a plan for the neighborhood approved or adopted by the Planning Commission to meet a particular situation where topographical or other conditions make continuance or conformance to existing streets impractical.~~ B. Street Widths.

~~Street widths shall conform with City standards, except where it can be shown by the land divider, to the satisfaction of the Planning Commission, that the topography or the small number of lots or parcels served and the probable future traffic development are such as to unquestionably justify a narrower width. Increased widths may be required where streets are to serve commercial property, or where probable traffic conditions warrant. Approval or determination of street and area classification shall be made by the Planning Commission taking into consideration the zoning designations imposed by the Comprehensive Plan and the Development Code, the present use and development of the property in the area, the logical and~~

~~reasonable prospective development of the area based upon public needs and trends, and the public safety and welfare.~~

~~C. Alignment.~~

~~As far as is practical, streets other than minor streets shall be in alignment with existing streets by continuations of the center lines thereof. Staggered street alignment resulting in "T" intersections shall, wherever practical, leave a minimum distance of 200 feet between the center lines of streets having approximately the same direction, and in no case, shall be less~~

than 150 feet.

D. Future Street Extension.

~~Where necessary to give access to, or permit a satisfactory future division of adjoining land, streets shall extend to the boundary of the subdivision or partition, and the resulting dead-end streets may be approved without a turnaround. Reserve strips including street plugs may be required to preserve the objectives of street extensions.~~

E. Intersection Angles.

~~Streets shall intersect at angles as practical except where topography requires a lesser angle, but in no case shall the acute angle be less than 60 degrees unless there is a special intersection design. An arterial or collector street intersecting with another street shall have at least 100 feet of tangent adjacent to the intersection unless topography requires a lesser distance. Other streets, except alleys, shall have at least 50 feet of tangent adjacent to the intersection unless topography requires a lesser distance. Intersections which contain an acute angle of less than 80 degrees or which include an arterial street shall have a minimum corner radius sufficient to allow for a roadway radius of 20 feet and maintain a uniform width between the roadway and the right of way line. Ordinarily, the intersection of more than two streets at any one point will not be approved.~~

F. Existing Streets.

~~Whenever existing streets adjacent to or within a tract are of inadequate width, additional right of way shall be provided at the time of the land division.~~

G. Reserved Strips.

~~No reserved strips controlling the access to public ways will be approved unless the strips are necessary for the protection of the public welfare, and in these cases they may be required.~~

~~The control and disposal of the land comprising the strips shall be placed within the jurisdiction of the City under conditions approved by the Planning Commission.~~

~~H. Half Streets.~~

~~Half streets shall be prohibited except they may be approved where essential to the reasonable development of the subdivision or partitions when in conformity with the other requirements of these regulations, and when the Planning Commission finds it will be practical to require the dedication of the other half when the adjoining property is divided. Whenever a half street is adjacent to a tract to be divided, the other half of the street shall be platted within the tract. Reserve strips may be required to preserve the objectives of half streets.~~

~~I. Cul-de-Sac.~~

~~A cul-de-sac shall be as short as possible and shall have a maximum length of 400 feet and serve building sites for not more than 18 dwelling units. A cul-de-sac shall terminate with a circular turnaround.~~

~~J. Alleys.~~

~~When any lots or parcels are proposed for commercial or industrial usage, alleys of at least 20 feet in width may be required at the rear thereof with adequate ingress and egress for truck traffic unless alternative commitments for off-street service truck facilities without alleys are approved. Intersecting alleys shall not be permitted.~~

~~K. Grades and Curves.~~

~~Grades shall not exceed 6% on arterials, 10% on collector streets, or 12% on other streets. Center line radii of curves shall not be less than 300 feet on major arterials, 200 feet on secondary arterials, or 100 feet on other streets, and shall be to an even 10 feet. Where existing conditions, particularly the topography, make it otherwise impracticable to provide~~

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| <p>buildable sites, the Planning Commission may accept steeper grades and sharper curves. In flat areas, allowance shall be made for finished street grades having a minimum slope, preferably, of at least .5%.</p> <p>L. Marginal Access Streets.</p> <p>Where a land division abuts or contains an existing or proposed arterial street, the Planning Commission may require marginal access streets, reverse frontage lots with suitable depth, screen planting contained in a non-access reservation along the rear or side property line, or other treatment necessary for adequate protection of residential properties and to afford separation of through and local traffic.</p> <p>M. Street Names.</p> <p>All street names shall be approved by the Planning Commission for conformance with the established pattern and to avoid duplication and confusion.</p> <p>N. Private Streets.</p> <p>The design and improvement of any private street shall be subject to all requirements prescribed by this ordinance for public streets. The land divider shall provide for the permanent maintenance of any street required for access to property in a private street subdivision or a major partition.</p> | |
| <p>13.440. BLOCKS.</p> <p>A. General.</p> <p>The length, width and shape of blocks shall take into account the need for adequate building site size and street width and shall recognize the limitations of the topography.</p> | <p>This section of subdivision code should be updated to reflect proposed new Development Code and TSP language, particularly the block standards</p> |

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| <p>B. Size.</p> <p>Block size shall conform to the standards in Table 1 (Spacing Standards) of the Transportation System Plan. No block shall be more than 1,000 feet in length between street corner lines unless it is adjacent to an arterial street or unless the topography or the location of adjoining streets justifies an exception. The recommended minimum length of blocks along an arterial street is 1,800 feet. A block shall have sufficient width to provide for two tiers of building sites unless topography or the location of adjoining streets justifies an exception.</p> <p>C. Walkways.</p> <p>The applicant may be required to dedicate and improve ten (10) foot walkways, <u>with at least six (6) feet of all-weather surface</u>, at 330-foot intervals across blocks <u>that exceed the block standards in Table 1 (Spacing Standards) in the Transportation System Plan</u> over 600 feet in length or to provide access to school, park, or other public areas.</p> | <p>in the updated TSP and mid-block walkways addressed in the TSP and proposed code in Section 3.015.</p> |
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Table 2: Proposed Amendments to Other City Documents

| Proposed Amendment | Commentary |
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| <p>City Code</p> <p>Chapter 2 Local Improvements</p> <p>2.350 Planting of Trees in Sidewalk Areas.</p> <p>(1) That no person, firm, or corporation shall plant, grow, or maintain any tree, shrub, or vegetable growth upon the sidewalks or sidewalk area (area between curb and property line) in the city of Astoria, or so close thereto that they</p> | <p>The City requested that its vision clearance area standards be consolidated into one section in City code in addition to other revisions.</p> |

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| <p>overhang said sidewalks or sidewalk areas at a height of less than nine (9) feet, except as set forth in Section (2), without first obtaining a permit to do so from the Astoria City Engineer public works director as hereinafter provided.</p> <p>(2) That potted trees placed on or in said sidewalks or sidewalk areas as authorized by Section (1) shall not overhang said sidewalks or sidewalk areas at an elevation of less than seven (7) feet and shall not extend beyond the curb line at an elevation of less than nine (9) feet. <u>These plantings are subject to the vision clearance area requirements of City Code Section 6.100.</u></p> <p>(3) That upon proper application filed by applicant setting forth all relevant facts relating to the request in question, the public works director City Engineer may, in the exercise of his sound discretion, issue a permit or permits to persons, firms, or corporations to plant, grow, or maintain trees, shrubs, or vegetable growth in areas in which the same are prohibited by Section (1) hereof.</p> | <p>The City asked that tree planting be subject to vision clearance area standards.</p> |
| <p>City Code</p> <p>Chapter 6 Traffic</p> <p>General Traffic Control</p> <p>6.100 Vision Clearance Area.</p> <p>(1) <u>Definitions. As used in this ordinance or in the interpretation of this ordinance, the following terms will have the meanings indicated:</u></p> <p><u>Central Business District: An area bounded to the west by 7th Street, on the east by 16th Street, on the north by the Columbia River and on the south by properties abutting Exchange Street.</u></p> | <p>Vision clearance area standards are proposed for consolidation in this section of City code, where existing standards were already established.</p> <p>It was requested that the subsection on definitions be moved to the beginning of the section.</p> <p>Existing vision clearance area</p> |

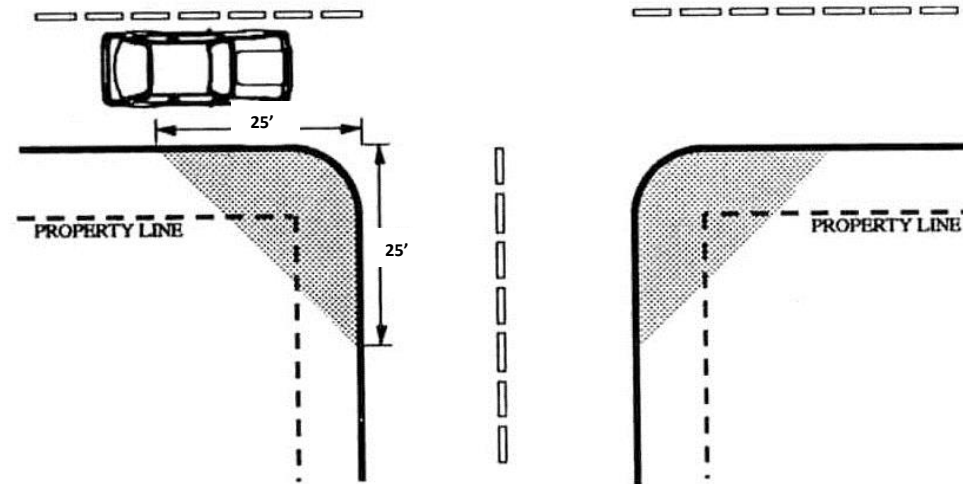
Non-Residential Zones: All zones other than the R-1, R-2, and R-3 Zones.

- (12) ~~In all areas except the Central Business District and Commercial Zones, the vision clearance measured along the property line for corner lots at street intersection shall have a minimum of 25-foot legs along each street, and for alley/street intersections, the vision clearance areas shall have legs of a minimum of ten (10) feet along both alley and street.~~ Streets and railroads. A vision clearance area shall consist of a triangular area, two sides of which are 25-foot lengths along the outside curb edges of streets, or the paved area of a street without a curb, and/or edges of gravel beds of railroads and the third side of which is a line across the corner of the lot connecting the ends of the other two sides (Figure 1).

Figure 1: Vision Clearance Area for Streets and Railroads

standards have been expanded into standards for intersections of two streets (or a street and a railroad) as well as a street and an alley or a driveway. Driveways are further differentiated into residential and non-residential. Driveway standards are generally modeled after those recently revised and adopted in the City of Salem.

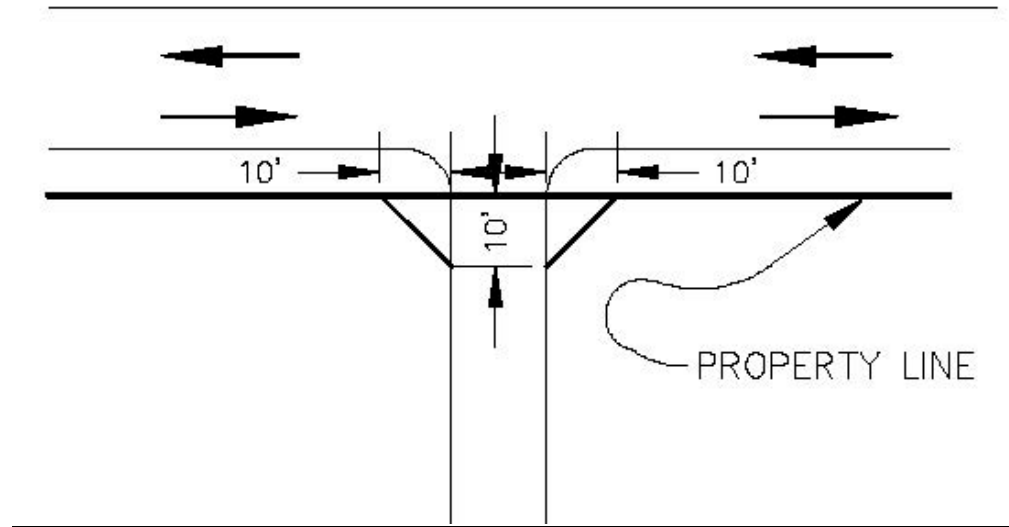
The provision excepting the Central Business District and Commercial Zones has been removed upon City request and for wider application of these standards. However, provisions have been added below to give clear authority to the City Engineer to modify vision clearance area standards, which may especially be needed in the Central Business District, where buildings constructed up to the property line may not necessarily meet these



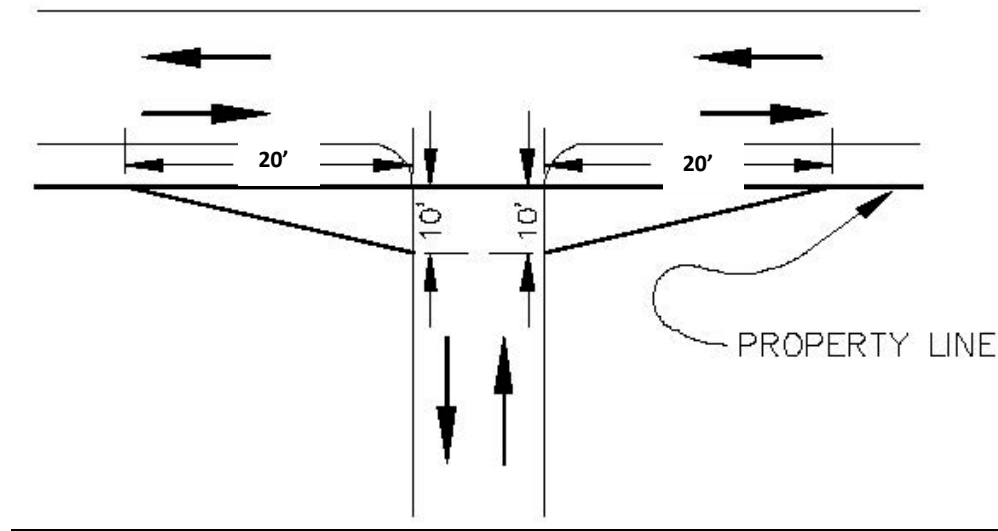
standards.

Alleys and residential driveways. A vision clearance area shall consist of a triangular area, two sides of which are 10-foot lengths along the property line and edge of the driveway or alley and the third side of which is a line across the corner of the lot connecting the ends of the other two sides (Figure 2).

Figure 2: Vision Clearance Area for Alleys and Residential Driveways



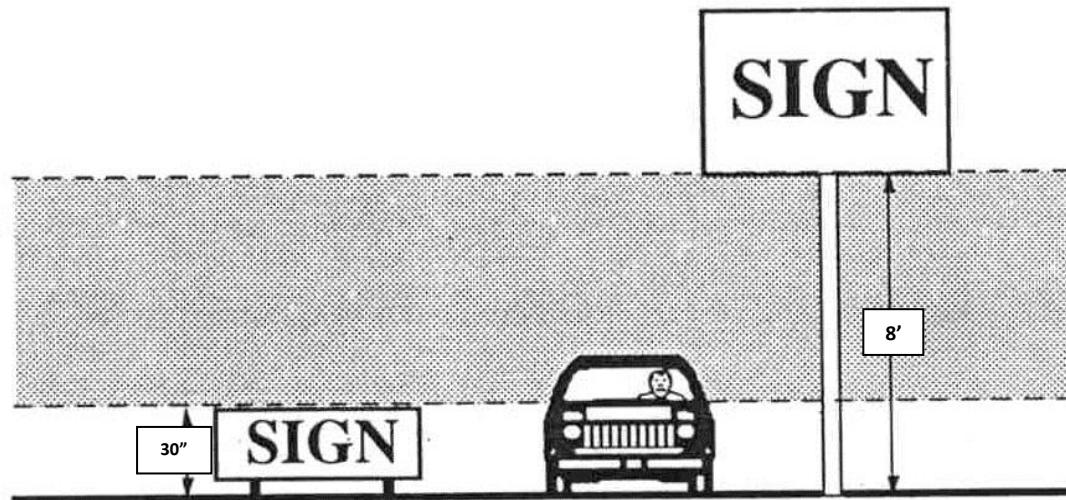
Non-residential driveways. A vision clearance area shall consist of a triangular area, two sides of which are 20-foot and 10-foot lengths along the property line and edge of the driveway, respectively, and the third side of which is a line across the corner of the lot connecting the ends of the other two sides (Figure 3).

Figure 3: Vision Clearance Area for Non-Residential Driveways

The vision clearance area shall not contain any plantings, walls, structures or temporary or permanent obstructions to vision ~~exceeding between~~ thirty (30) inches and eight (8) feet in height above the street, except a supporting pillar, ~~or~~ post, or trunk not greater than twelve (12) inches in diameter or twelve (12) inches on the diagonal of a rectangular pillar or post; and further, excepting those posts or supporting members of street signs, street lights and traffic control signs installed as directed by the Department of Public Works or any other sign erected for public safety (Figure 4); and sign portion of traffic control signs installed by the Department of Public Works or Oregon Department of

Transportation in compliance with the Manual on Uniform Traffic Control Devices.

Figure 4: Vision Clearance Area Height



Vision clearance shall not be required at a height of ~~eight~~seven (87) feet or more above the street or on hills above opposing drivers' eye level.

The City Engineer may adjust vision clearance area requirements as needed for safety, depending on intersection angle, topography, or other conditions, including the clustering of poles in an area.

(23) In the Central Business District and ~~Commercial~~ Non-Residential Zones, no

The standard for distance between an on-street parking space and the intersection was changed to 20 feet to accommodate State statute that prohibits parking within 20 feet of a crosswalk at an intersection.

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|---|--|
| <p>vehicle <u>over five (5) feet in height, with shaded windows, blocked windows, or no windows</u> shall park or stand in a marked parking space within twenty-five (205) feet of the intersection if the vehicle is over five (5) feet in height or has shaded windows or blocked windows or no windows, unless the intersection is controlled by a traffic signal or the parking stall is located on the departing leg of a one-way street.</p> <p>(3) <u>Definitions.</u> As used in this ordinance or in the interpretation of this ordinance, the following terms will have the meanings indicated:</p> <p>— <u>Central Business District:</u> An area bounded to the west by 7th Street, on the east by 16th Street, on the north by Commercial Street and on the south by Exchange Street.</p> <p>— <u>Commercial Zones:</u> An area along West Marine Drive from 7th and Commercial to 7th and Olney; an area from 16th and Commercial to 38th and Lief Erikson Drive.</p> <p>(4) The above sections shall not be construed as a waiving or altering of any yard requirements or setback requirements that may be required by this or any other ordinance.</p> | |
| <p>City of Astoria Engineering Division Design Standards</p> <p>Chapter 4 (Roadways)</p> <p>4.7 Intersections</p> <p>Clear vision <u>Vision Clearance Area</u></p> <p>A clear vision sight triangle <u>vision clearance area</u> must be maintained at all intersections of</p> | <p>Vision clearance area provisions in other sections of the code are recommended to be simplified and generally replaced with a reference to Section 6.100.</p> |

~~streets at a streets, alleys, driveways, and a railroads, or at a driveway and a street.~~ Refer to ~~Article 3~~Section 6.100 (Vision Clearance Area) of the City Code ~~Development Code~~ for specific requirements.

TECHNICAL MEMORANDUM SUPPLEMENT

DATE: February 19, 2014

TO: Astoria TSP Update Project Management Team

FROM: Matt Hastie and Shayna Rehberg, Angelo Planning Group

SUBJECT: Astoria Transportation System Plan Update
Tech Memo #11 Supplement
Proposed Amendments to the Comprehensive Plan/Policies

This memorandum supplements Technical Memorandum #11, which presented draft proposed amendments to the City of Astoria Comprehensive Plan and Development Code. This memo refines and provides more detail about policies to be incorporated into the Astoria Comprehensive Plan and into the updated 2013 Astoria Transportation System Plan (TSP), an element of the Comprehensive Plan.

Policies developed for the 2013 TSP and from the 2013-2033 Trails Master Plan provide a community-wide policy framework related to transportation. Policies found in other local plans adopted since the last TSP include policies and objectives related to transportation as well as land use and other issues. It is recommended that goals, policies and objectives from these documents be incorporated into the TSP and Comprehensive Plan as follows.

1. Include goals, policies, and objectives from the 2013 TSP and the 2013-2033 Trails Master Plan in a policy section in Volume 2 of the 2013 TSP.
2. Integrate transportation and non-transportation policies and objectives for specific geographic areas from the Astoria Riverfront Vision Plan, Port/Uniontown Transportation Refinement Plan, and East Gateway Transportation Plan into the Area Descriptions and Policies section (CP.030 – CP.105) of the Astoria Comprehensive Plan.

2013 Astoria Transportation System Plan Volume 2 Policies

Goals, policies, and objectives from the 2013 TSP update and Astoria Trails Master Plan are proposed to be incorporated into a stand-alone policy section in Volume 2 of the 2013 TSP. It is recommended that a reference to this section be included in the goals section in Volume 1 of the TSP.

Transportation Goals and Objectives

Goal 1: Health and Safety

Develop a transportation system that maintains and improves individual health and safety by maximizing active transportation options, public safety and service access, and safe and smooth connects for all modes.

Goal 1 Objectives

1. Maximize active transportation options
2. Develop a trail network that provides trail users of all abilities and interests a variety of trail experiences
3. Improve safety and provide safe connections for all modes and meet applicable City and Americans with Disabilities (ADA) standards
4. Increase public safety and service access
5. Increase the city's ability to handle natural disasters

Goal 2: Equity

Develop and maintain a well-connected transportation system that offers travel choices, reduces travel distance, improves reliability, and manages congestion for all modes.

Goal 2 Objectives

1. Reduce travel distance for all modes
2. Improve travel reliability for all modes
3. Manage congestion for all modes
4. Enhance connectivity, and integrate all modes and destinations
5. Increase access to the transportation system for all modes regardless of age, ability, income, and geographic location
6. Balance the needs of citizens viewpoints with public agency requirements

Goal 3: Economic Vitality

Support the development and revitalization efforts of the City, Region, and State economies and create a climate that encourages growth of existing and new businesses.

Goal 3 Objectives

1. Improve the freight system efficiency, access, and capacity
2. Integrate the Port needs for rail, freight, and river terminal facilities
3. Manage parking efficiently and ensure that it supports downtown business needs and promotes new development
4. Balance local access with the need to serve regional traffic on state highways
5. Provide transportation facilities that support existing and planned land uses
6. Enhance the vitality of the Astoria downtown area by incorporating roadway design elements for all modes
7. Ensure that all new development contributes a fair share toward on-site and off-site transportation system improvements

Goal 4: Livability

Customize transportation solutions to suit the local context while providing a system that supports active transportation, promotes public health, facilitates access to daily needs and services, and enhances the livability of the Astoria neighborhoods and business community.

Goal 4 Objectives

1. Protect residential neighborhoods from excessive through traffic and travel speeds
2. Enhance connections between community amenities
3. Balance downtown livability with highway freight and seasonal congestion pressures
4. Design streets to serve the widest range of users, support adjacent land uses, and increase livability through street dimensions, aesthetics, and furnishings
5. Enhance the quality of life downtown and in neighborhoods

Goal 5: Sustainability

Provide a sustainable transportation system that meets the needs of present and future generations that is environmentally, fiscally and socially sustainable.

Goal 5 Objectives

1. Support travel options that allow individuals to reduce single-occupant vehicle trips
2. Protect the health of the rivers and other natural areas or environments
3. Support the reduction of greenhouse gas emissions from transportation sources
4. Support and encourage transportation system management (TSM) and transportation demand management (TDM) solutions to congestion
5. Protect the historic character of the community

Goal 6: Fiscally Responsibility

Plan for an economically viable transportation system that protects and improves existing transportation assets while cost-effectively enhancing the total system and pursuing additional transportation funding.

Goal 6 Objectives

1. Plan for an economically viable and cost-effective transportation system
2. Identify and develop diverse and stable funding sources to implement recommended projects in a timely fashion and ensure sustained funding for transportation projects and maintenance
3. Make maintenance and safety of the transportation system a priority
4. Maximize the cost effectiveness of transportation improvements by prioritizing operational enhancements and improvements that address key bottlenecks.
5. Identify local street improvement projects that can be funded through ODOT grant programs.
6. Provide funding for local share (i.e., match) of capital projects jointly funded with other public partners.
7. Prioritize funding of projects that are most effective at meeting the goals and policies of the Transportation System Plan.

Goal 7: Compatibility

Develop a transportation system that is consistent with the City's Comprehensive Plan and that coordinates with County, State, and Regional plans.

Goal 7 Objectives

1. Coordinate and cooperate with adjacent jurisdictions and other transportation agencies to develop transportation projects that benefit the City, Region, and State as a whole
2. Work collaboratively with other jurisdictions and agencies to ensure the transportation system functions seamlessly
3. Coordinate with other jurisdictions and community organizations to develop and distribute transportation-related information
4. Review City transportation standards periodically to ensure consistency with Regional, State, and Federal standards
5. Coordinate with the County and State agencies to ensure that improvements to County and State highways within the City benefit all modes of transportation
6. Participate with ODOT and Clatsop County in the revision of their transportation system plans, and coordinate land development outside of the Astoria area to ensure provision of a transportation system that serves the needs of all users
7. Participate in updates of the ODOT State Transportation Improvement Program (STIP) and Clatsop County Capital Improvement Program (CIP) to promote the inclusion of projects identified in the Astoria TSP

Comprehensive Plan Area Descriptions and Polices

Proposed amendments to the Plan Area Descriptions and Policies section of the Comprehensive Plan are recommended as the new sections listed below.

- CP.037 Port-Uniontown District
- CP.038 Policies
- CP.047 East Gateway Area
- CP.038 Policies
- CP.067 Astoria Riverfront Area
- CP.038 Policies

The Port-Uniontown section is language that is included in the plan itself but that has not been

physically incorporated into the Comprehensive Plan. The East Gateway Area and Astoria Riverfront Area policies were included in those respective plans but also have not been physically incorporated into the Comprehensive Plan. The area descriptions for the East Gateway Area and Astoria Riverfront Area are new draft language. The Riverfront Area language may be modified to reflect work being done as part of a current Transportation Growth Management (TGM) code assistance project (e.g., potentially a new overlay zone).

CP.037. Port-Uniontown Overlay Area.

The Port-Uniontown Overlay Area is generally located along the Astoria Waterfront. The District boundaries extend from the Smith Point Roundabout to the Columbia/Bond intersection, from properties fronting on the south side of West Marine Drive (US 101/US 30) to and including the Columbia River. The exact area is shown in Figure 1.2, and was originally created to coincide with the boundaries of the Astor-West Urban Renewal Area, created in late 2002. It slightly overlaps with the West End General Land Use Area, an established residential neighborhood addressed in Sections CP.030 through CP.035. There is also overlap with the Uniontown-Alameda Historic District, placed on the National Register of Historic Places in 1988, which extends roughly from West Marine Drive south to West Exchange Street and between Hull Avenue on the west and Hume Avenue on the east. The Area also overlaps with the Astoria Riverfront Vision Plan "Bridge Vista" area which extends along the Riverfront from Pier 1 to approximately 2nd Street.

The Port-Uniontown Overlay Area is defined by the Columbia River waterfront and West Marine Drive. Existing uses associated with the riverfront include Port of Astoria operations and offices, other marine industrial sites, a marina, a hotel, and the River Trail shared-use path. Existing uses associated with West Marine Drive feature a mix of single- and multi-family residences, commercial services (including gas stations, bars and restaurants, hotels, and a market), and institutional uses such as a fire station and an ODOT facility.

Between the years of 2001 and 2006, areas of the Port-Uniontown Overlay Area were the subject of a series of planning efforts by the Port of Astoria. These earlier plans divided the waterfront into two districts: the western industrial-oriented Marine Service Center District and the eastern visitor and recreation-oriented Marina District. They envisioned development of a conference center in conjunction with the existing motel site (400 Industry), which, in part, spurred the formation of the Astor-West Urban Renewal Area. The Port/Uniontown Transportation Refinement Plan was adopted by Ordinance 07-01 on February 20, 2007.

The Astor-West Urban Renewal Plan, adopted in December 2002, was created to support redevelopment of former industrial sites within Uniontown, development of a conference center, and transportation and recreation improvements including extending the River Trail, reconstructing trolley tracks, building streets for more connectivity, and enhancing streetscapes with lighting, seating, and landscaping. The Port-Uniontown Transportation Refinement Plan, adopted in February 2007, developed transportation, access, and circulation improvements for roads and paths in the Overlay Area, with particular focus on West Marine Drive. The land use vision that evolved from the Refinement Plan process is the basis for the Port-Uniontown Overlay Area.

The Port-Uniontown Overlay Area is comprised of eight subdistricts with distinct character largely reflected in their names. The first two subdistricts are waterfront subdistricts identified in earlier plans, and the other six subdistricts focused around West Marine Drive were products of the visioning process conducted for the *Port/Uniontown Transportation Refinement Plan*. The eight subdistricts include:

1. Marine Service Center District
2. Marina District
3. Tourist/Visitor Oriented District
4. Neighborhood/Visitor Services District
5. Marine Services/Industrial District
6. Neighborhood Corridor District
7. Gateway/Open Space District
8. Highway Corridor District

CP.038. Port-Uniontown Overlay Area Policies.

1. The City will use the vision established in the *Port/Uniontown Transportation Refinement Plan (2007)* to direct future development in the Port- Uniontown Overlay Area. The overall Comprehensive Plan Policies are to:
 - a. Promote development that complements the surrounding areas of Downtown and the West End.
 - b. Enhance existing primary uses, such as Port of Astoria facilities, the marina, visitor services, open space, trails, and small businesses and neighborhoods.
 - c. Support redevelopment of former industrial sites and vacant and underutilized lots
 - d. Stimulate development interest by establishing complementary surrounding land uses and quality development and design, and by improving transportation conditions through road construction and connections, circulation plans, and access management plans.
 - e. Establish visual and physical linkages within and around the Port-Uniontown Overlay Area, with emphasis on the Columbia River waterfront.
 - f. Create a pedestrian-friendly environment through the District by increasing connectivity throughout the Port-Uniontown Overlay Area, orienting buildings toward adjacent streets and pathways, extending the River Trail, adding and improving sidewalks, and enhancing the streetscape with landscaping, human-scale lighting, seating, and other amenities.
2. The City will implement the Port-Uniontown Overlay Area element of the Comprehensive Plan through its Design Review process and amendments to the Development Code that

provide design and development standards.

3. The City, through the Development Code, will develop a set of design standards for the Port-Uniontown Overlay Area that address building massing and orientation, architecture, access and parking, streetscape, landscaping and other elements. These standards will apply to development projects in the District as defined in the Development Code.
4. To the extent possible, the design and development standards are intended to be clear and objective so that most proposed development can be evaluated administratively. The Design Review Committee, created and enabled by the Development Code, will review appeals of administrative decisions and proposals that vary from the standards and yet may still embody the spirit of the Port-Uniontown Overlay Area.
5. The City encourages public and private owners in the Port-Uniontown Overlay Area, especially large landowners such as the Port of Astoria, to continue to participate and collaborate with the City in implementing the objectives and visions established in the *Port/Uniontown Transportation Refinement Plan*.

CP.047. East Gateway Overlay Area.

The East Gateway Overlay Area is located along US 30 / Lief Erikson Drive between 33rd Street and Liberty Lane in eastern Astoria, as shown in Figure 1.3. The *East Gateway Transportation Plan* was adopted by Ordinance 07-01 on February 20, 2007. The *East Gateway Transportation Plan* was developed in order to identify improvements that are intended to reduce congestion, enhance safety, and encourage development of industrial/commercial and residential sites in a manner that will benefit both vehicular and pedestrian/cyclist travel. The Plan established both transportation and land use policies.

CP.048. East Gateway Overlay Area Policies.

1. Support the planned land use as defined in City planning documents for business parks, industrial sites, and residential sites.
2. Encourage development of commercial and industrial sites so as to provide more opportunity for employment within the City.
3. Improve vehicular access from industrial/ commercial sites to US 30 / Lief Erikson Drive.
4. Improve internal circulation and manage access for vehicular and non-motorized users in industrial / commercial sites and local street systems.
5. Improve pedestrian and bicyclist connectivity and safety across US 30 / Lief Erikson Drive.
6. Support the development of a local street network that will reduce reliance on US 30 / Lief Erikson Drive.

7. Provide improved safety and direct access to the River Trail for new developments.
8. Support the extension of the River Trail through the east end of Astoria.
9. Provide all recommended improvements in an environmentally sound and cost effective manner.

CP.067. Astoria Riverfront Vision Overlay Area.

The Astoria Riverfront Vision Plan was accepted by the City Council on December 7, 2009. The Astoria Riverfront Vision Plan was developed to address a series of land use, transportation, and scenic, natural, and historic resource issues along the Columbia riverfront in the City. The area spans from Pier 3 in the west to Tongue Point in the east along the Columbia River, and is divided into four sub-areas: the Bridge Vista Area, Urban Core Area, Civic Greenway Area, and Neighborhood Greenway Area. The Astoria Riverfront Vision Overlay Area is shown in Figure 1.4. The following sets of policies are included in the Riverfront Vision Plan.

CP.068. Astoria Riverfront Vision Overlay Area Policies.

1. Promote physical and visual access to the river. The overall Comprehensive Plan objectives are to:
 - a. Maintain current areas of open space and create new open space areas.
 - b. Provide for public access to the river within private developments.
 - c. Retain public ownership of key sites along the riverfront.
 - d. Protect view sheds along the river, including corridors and panoramas from key viewpoints.
 - e. Use alternative development forms (e.g., clustered development, narrower, taller profiles, setbacks, setbacks, and gaps in building frontages) to preserve views.
2. Encourage a mix of uses that supports Astoria's "working waterfront" and the City's economy. The overall Comprehensive Plan objectives are to:
 - a. Maintain the authentic feel of the riverfront.
 - b. Prioritize siting of water-related businesses along the river.
 - c. Allow for some residential development along the riverfront, emphasizing smaller-scale work force (moderate income) housing.

- d. Allow for development that supports downtown and other commercial areas.
 - e. Limit development in areas with most significant impacts on open space, view or other resources.
 - f. Promote uses that provide jobs and support the local economy.
3. Support new development that respects Astoria's historic character. The overall Comprehensive Plan objectives are to:
- a. Enhance or refine Development Code to achieve vision principles.
 - b. Implement design review, design standards, or other tools to guide the appearance of new development.
 - c. Devote resources to rehabilitating old structures.
4. Protect the health of the river and adjacent natural areas. The overall Comprehensive Plan objectives are to:
- a. Protect natural areas for wildlife viewing.
 - b. Replace invasive plants with native species.
 - c. Incorporate natural elements in the design of future public and private improvements.
5. Enhance the River Trail. The overall Comprehensive Plan objectives are to:
- a. Maintain, repair, extend, and enhance the River Trail.
 - b. Provide better pedestrian connections between the downtown and the riverfront.
 - c. Create amenities such as shelters, lighting, and public restrooms in targeted locations.
 - d. Ensure adequate parking opportunities along, adjacent to, and near the riverfront.
 - e. Address safety issues associated with mix of autos, pedestrians, trolley, and other activities.
 - f. Ensure long-term maintenance of public improvements.



CITY OF ASTORIA
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February 20, 2014

STATEMENT OF POSITION
ON
ASTORIA HIGHWAY 30 BYPASS

In 2012 to 2014, the City of Astoria developed the Astoria Transportation System Plan (TSP) to address transportation facilities for the next 20 years to 2035. At the start of the TSP process, Oregon Department of Transportation (ODOT) and the City agreed that construction of the Highway 30 Bypass was not a project likely to be funded in the next 20 years. Therefore, while both ODOT and the City recognize the importance of continued discussion about the Bypass, the TSP was developed without the Bypass (2014 TSP Volume 1, Page 6). Statements on the Bypass were prepared by both ODOT and the City to be included in the TSP.

The City of Astoria, through its City Council, has long supported the proposal to build an alternate route to the current alignment of Highway 30 through downtown Astoria. For many years, the City Council has included "Maintain advocacy activities for the Astoria Bypass" as one of its yearly goals. The City Council continues to believe strongly in the need for this project.

The Oregon Department of Transportation released a Draft Environmental Impact Statement in 1993 and completed an Extended Bypass Alignment Study in 1999. Additional studies that included discussion concerning the Astoria Bypass included the Astoria Transportation System Plan (1999), Clatsop County Transportation System Plan (2003), and Greater Astoria-Warrenton Area Regional Transportation System Refinement Plan (2007). Much work has been completed over the years studying the feasibility of constructing a Highway 30 Bypass. The City Council has consistently noted that heavy freight trucks through the Astoria downtown streets is not compatible with the pedestrian orientation of this regional commercial district. In addition, due to the age, construction design of the downtown streets, and chair walls, the infrastructure is deteriorating which is magnified by the weight and number of trucks using these transportation facilities. The proposed bypass would alleviate several major future transportation concerns. As the jurisdiction that will be the most heavily and directly impacted by the bypass project, the City, representing the citizens impacted by the project, resolutely expects that any design activity on the project shall be reviewed and approved by the City of Astoria.

The City of Astoria recognizes the complexity of the project and the significant fiscal commitment needed to construct the bypass. However, the City advocates for continued discussion, study, design, and construction of an alternate route that would serve the City, County, and regional transportation needs into the future.

ODOT's position concerning a future bypass

Prepared by Bill Johnston, Area 1 Planner – Feb 20, 2014

Overview

The scope of the Astoria Transportation System Plan (TSP) update is described in the statement of work (SOW), which was developed jointly by the City of Astoria, the Oregon Department of Transportation (ODOT) and the consultant, DKS. The SOW states specifically in Task 3.2 that a bypass around the City of Astoria connecting US 30 to US 101 will not be evaluated as part of this TSP update.

There are several reasons for this decision. (1) Evaluating a bypass would add complexity and cost to the planning effort. (2) The bypass alternative has already been studied numerous times in the past. (3) The alignment of the proposed bypass is within Clatsop County's jurisdiction and if a study were conducted it would be in conjunction with an update to the County's TSP, or as a separate refinement plan.

The bypass was studied most recently in 2007, at which time it was determined that such a bypass would (1) provide only moderate benefit in terms of relieving traffic congestion, (2) have significant environmental impacts, and (3) would be prohibitively expensive. Consequently, the 2007 study concluded it was not reasonably likely that a bypass would be constructed within the 20-year planning horizon.

Because circumstances have not changed significantly since 2007, and because the conclusions reached would not be significantly different if a bypass was studied again at this time, the City and ODOT agreed that a bypass alternative would not be evaluated as part of this Astoria TSP update. However, it was also agreed that the City and ODOT would be allowed to prepare separate position statements regarding a future bypass, recognizing that the two organizations may have some difference of opinion concerning the benefit of such a facility and the priority for funding it.

This text presents ODOT's position concerning a possible future bypass. In summary, ODOT recognizes that some type of alternate route may be needed or constructed at some time in the future. However, as outlined above, it is not reasonably likely this will occur within the next 20-years and therefore it is not necessary to evaluate this alternative any further at this time. The following is a more detailed discussion.

Previous studies

The concept of constructing a new two-lane highway through the Clatsop State Forest has been considered numerous times in the past. The alignment most commonly discussed would connect OR 202 (a.k.a. Olney Ave./Front St.) east of Williamsport Road (on the south side of Astoria) to US 30 near the John Day River Bridge (east of Astoria). Improvements would also be made to US 101 Business to connect to US 101 in Warrenton.

Previous studies include:

- Astoria Bypass Draft Environmental Impact Statement (1993)
- City of Astoria Transportation System Plan (1997)
- Application to Clatsop County for Land Use Approvals (1997, incomplete)
- City of Astoria Transportation System Plan (1999)
- Extended Bypass Alignment Study (1999)
- Clatsop County Transportation System Plan (2003)
- Greater Astoria-Warrenton Area Regional Transportation System Refinement Plan (2007)

Regional Refinement Plan (2007)

The Greater Astoria-Warrenton Area Regional Transportation System Refinement Plan describes the technical and funding challenges associated with developing a bypass. The following is a summary of the findings.

1. The benefit of a bypass is not clear

The 2007 Refinement Plan concluded that the bypass is not needed to meet current transportation needs (p.50). Because Astoria has become more of a destination than it was in the past, the amount of traffic that would actually use the bypass is not significant enough to justify its construction at this time. However, the plan acknowledges that a bypass would provide a logical connection to meet future transportation needs and reduce truck conflicts in downtown Astoria (p.50).

2. Topographical and environmental constraints

The topography along the proposed alignment is mountainous, with many steep hills and ravines. Because the bypass will be used by commercial freight vehicles, climbing lanes would most likely be needed in both directions. The bypass would probably be designated as a statewide rural expressway, which according to the Oregon Highway Design Manual would require maximum grades of 6 percent, 12-foot travel and climbing lanes, 8-foot shoulders, and a 14 to 22-foot

median (p.50). Because of the topography and geometric standards, constructing the roadway would require substantial cut and fill that would increase project costs. There are also identified wetland and biological constraints on the west end of the alignment that may be difficult to mitigate.

3. The bypass would trigger the statewide goal exception process

The proposed bypass corridor is outside the City of Astoria urban growth boundary (UGB), in an area designated by Clatsop County as Conservation Forest Land. Building a road in designated forest land requires an exception to Oregon Statewide Planning Goals. Specifically, exceptions would be required for Goal 4 (Forest) because state highways are not allowed uses on forest land, and Goal 11 (Public Facilities) and Goal 14 (Urbanization) because facilities that serve urban populations are not usually allowed on rural lands. Alternatively, the UGB could be expanded to include the corridor, but it is unlikely such an expansion would meet established state criteria.

Obtaining goal exceptions would require findings that another alternative inside the UGB, which would result in less environmental impact, is not feasible. Given that the traffic analysis does not justify the need for such a facility at this time, obtaining a goal exception could be problematic.

Clatsop County and ODOT prepared an application (to Clatsop County) for land use approvals in 1997. The application was withdrawn because the 1993 DEIS that the applications were based on did not provide complete information about wetland and biology impacts.

4. The bypass is not a high priority

The Oregon Highway Plan (OHP) establishes policies for planning and designing state-owned roads. Policy 1G, the Major Improvements Policy, Action 1G1, of the OHP establishes new highway construction as the lowest priority for state transportation funding, to be pursued only when lower cost management solutions or improvements to existing facilities are not feasible or effective. The 2007 Astoria-Warrenton Refinement Plan classifies the bypass as a Priority 4 (long-term) project that would not be constructed within the 20-year planning horizon.

5. Limited funding available

Funding has not been secured for any of the projects identified in the 2007 Refinement Plan. The Refinement Plan acts only as a reference for regional and local officials to consult when considering projects to propose to the State for inclusion in the Statewide Transportation Improvement Program (STIP). Because the cost of needed transportation improvements across the state far exceeds

available funds, state officials must decide what projects to fund based on a thorough evaluation of all projects proposed statewide (p.63). The estimated cost of a bypass is at least \$100 M (it could be \$200 M or more). The total funding available for all of Region 2 for the 2015-18 STIP is only \$50.M. A project of this magnitude would essentially require a special funding package authorized by the Legislature, which is unlikely to occur.

6. The bypass is not reasonably likely to be funded

In preparing transportation plans, the Transportation Planning Rule (OAR 660-012) requires local jurisdictions and ODOT to determine whether projects identified in the plan are “reasonably likely” to be funded for construction. The 2007 Refinement Plan concluded, for all of the reasons described previously, that a bypass is not reasonably likely to be funded within the next 20 years.

More recent discussions and other alternate routes

In developing the Astoria TSP update, during the public involvement phase, a number of citizens commented on the need for a bypass. They argue that such a facility would be beneficial even if it doesn’t reduce overall traffic congestion in Astoria, as concluded in the 2007 Refinement Plan. They cite the need to reduce heavy truck traffic in downtown, (1) because it’s a nuisance, they say, and (2) because they believe the associated vibration is damaging buildings and sidewalks. They also cite the need to (3) provide an "escape route" in the event of a natural disaster. The following is a more detailed discussion and assessment of these and other related arguments.

1. Clatsop County could construct its own roadway

A bypass as defined in the Oregon Highway Plan is a major state-owned facility constructed to full highway design standards. Although a formal bypass is not likely to be constructed in the foreseeable future, for all the reasons described previously, it’s possible some other type of roadway could be constructed by Clatsop County. Some observers have suggested that perhaps Wicks Road or some other existing rural road could be upgraded to serve as an *alternate route* connecting US 30 to US 101.

The cost of constructing a rural roadway would be less than building a full-scale bypass. However, even a rural roadway could cost \$100M. This is equal to the total cost of all short and medium-term projects the Astoria TSP update anticipates could be funded within the 20-year planning horizon. Additional state funding for new highway construction of this type within the planning

horizon is not expected. It's a challenge for ODOT simply to maintain existing roadways.

Of course ODOT is not the only source of funding to construct new roadways. Some roadways are constructed by private developers. Some, like Clatsop County's new Ensign Road extension in Warrenton, are constructed by local governments. Clatsop County could refer a bond measure to the citizens and raise the funds to build a new roadway themselves.

2. An alternate route would not reduce trucks traffic in Astoria

If a bypass or other alternate route were constructed to serve as an alternate route it would not eliminate heavy truck traffic in downtown Astoria. Because the Port of Astoria and the Megler Bridge are in close proximity to downtown, trucks will continue to travel through the downtown area. The 2007 Refinement Plan suggests that a bypass would reduce truck conflicts in downtown Astoria (p.51). However, circumstances have changed since 2007. In response to increased global demand, the Port began exporting logs in 2009, which has increased truck traffic in the downtown area.

ODOT cannot restrict trucks from traveling on state facilities. It's also unlikely that trucks would voluntarily choose to use the Wicks Road route because it would not be convenient or safe for them. Rural roads have too many sharp curves and steep grades.

3. An alternate route already exists

The primary merit of an alternative route like this would be to provide a secondary option in the event the main highway was closed because of an accident, or in the event of a natural disaster like an earthquake. (However this road would probably not survive a major earthquake either.)

Note that OR Highway 202 already provides an alternate route around Astoria, although it connects with US 26 rather than US 30, and is a much longer route. If the purpose of establishing an alternate route is primarily to provide an escape route in the event of a natural disaster, perhaps the focus should be on upgrading OR 202 rather than constructing a new route.

Note also that the Astoria TSP identifies the extension of Irving Street as a possible future project. This would create a through street to Emerald heights, which would serve as an alternate route in the event of an emergency.

4. Even a study would be expensive

In terms of even studying a bypass or other alternate route, ODOT's position is that it's not reasonably likely that such a facility will be funded within the 20-year planning horizon. Consequently, ODOT does not think it's prudent to spend taxpayer dollars identifying alternatives and studying the feasibility of such a facility. ODOT has already spent several million dollars studying the bypass. Consideration of an alternative route in the Clatsop County TSP update should be limited to identifying a conceptual alignment.

If Clatsop County would like to study the Wicks Road or another concept in more detail, it may need to fund its own study separate from the TSP update, which is being funded by ODOT (\$236,000). An environmental study and preliminary design for such a roadway would cost at least \$2M.

Future consideration

Although a bypass or other alternate route is not being considered as part of this TSP update, ODOT recognizes that such a facility could potentially advance several important state and community goals (e.g., tsunami evacuation, freight movement, and community livability) and there may be justification for either ODOT or Clatsop County studying it again in the future. The following is an outline of the steps that would be involved in further studying and potentially constructing a bypass or other alternate route. Several of these steps were discussed previously.

1. Conduct a feasibility study
2. Prepare a refinement plan to define general alignment and cross-section
3. Prepare land use applications for UGB expansion and/or goal exceptions
4. Obtain property owner authorization and environmental clearances through an Environmental Impact Study
5. Conduct construction design documents
6. Obtain funding for construction