



# AGENDA

## ASTORIA PLANNING COMMISSION

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July 28, 2015  
6:30 p.m.  
2<sup>nd</sup> Floor Council Chambers  
1095 Duane Street · Astoria OR 97103

1. CALL TO ORDER
2. INTRODUCTIONS
  - a. Community Development Director Kevin Cronin
3. ROLL CALL
4. MINUTES
  - a. April 7, 2015
  - b. April 28, 2015
5. PUBLIC HEARINGS
  - a. Amendment A15-02 by Clatsop Community College to amend the land use and zoning map from R-3, High Density Residential to C-3, General Commercial zone at 550 - 16<sup>th</sup> Street, 588 16<sup>th</sup> Street, 1642 Franklin, and 1658 Franklin in the R-3, High Density Residential zone. The Planning Commission recommendation will be forwarded to City Council tentatively scheduled on September 8, 2015 City Council meeting at 7:00 pm for public hearing at 1095 Duane Street.
6. REPORT OF OFFICERS
7. ADJOURNMENT

**THIS MEETING IS ACCESSIBLE TO THE DISABLED. AN INTERPRETER FOR THE HEARING IMPAIRED MAY BE REQUESTED UNDER THE TERMS OF ORS 192.630 BY CONTACTING SHERRI WILLIAMS, COMMUNITY DEVELOPMENT DEPARTMENT, 503-338-5183.**

**ASTORIA PLANNING COMMISSION MEETING**

Astoria City Hall  
April 7, 2015

CALL TO ORDER:

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

ROLL CALL:

Commissioners Present: President David Pearson, Vice President McLaren Innes, Kent Easom, Sean Fitzpatrick, and Jan Mitchell

Commissioners Excused: Daryl Moore and Frank Spence

Staff Present: City Manager Brett Estes and Consultant Matt Hastie, Angelo Planning Group. The meeting is recorded and will be transcribed by ABC Transcription Services, Inc.

PUBLIC HEARINGS:

President Pearson 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):

A14-05 Amendment 14-05 by Community Development Department to amend the Development Code, Zoning map, and Comprehensive Plan to implement the Riverfront Vision Plan in the Bridge Vista Area (Partway to 2nd Streets, West Marine/Marine Drive to the Columbia River Pierhead Line); add Pedestrian Oriented Commercial District Overlay Zone; add Bridge Vista Overlay zone; add design standards for development; miscellaneous related changes with new code references; and rezone the existing C-2 (Tourist Commercial) zoned parcels to C-3 (General Commercial) zone, and S-2 (General Development Shoreland) zone. Amend the Comprehensive Plan Sections CP.140(C & E) Columbia River Estuary Aquatic and Shoreland Designations, CP.210.1 Economic Development, and Figure 1.4 Riverfront Vision Plan map area boundaries. The Planning Commission recommendation will be forwarded to City Council tentatively scheduled on May 18, 2015 City Council meeting at 7:00 pm for public hearing at 1095 Duane Street.

President Pearson asked if anyone objected to the jurisdiction of the Planning Commission to hear this matter at this time. There were no objections. He asked if any member of the Planning Commission had any conflicts of interest or ex parte contacts to declare. Hearing none, he asked Staff to present the Staff report.

City Manager Estes reviewed the written Staff report. Three pieces of written correspondence have been received from Nancy Walker, Ed Wornicky and Rhonda Gerwin, and George (Mick) Hague. The letters were provided to the Planning Commission prior to the meeting. Consultant Matt Hastie presented an overview of the proposed Code amendments the Planning Commission worked on during work sessions. The Code amendments were tentatively proposed be presented to City Council in May and Staff would continue to refine the amendments based on feedback from the Planning Commission and City Council.

President Pearson confirmed the Commission had no questions for Staff and opened the hearing for public testimony. He explained that the Staff report also served as the Applicant's testimony because the City is the Applicant. He called for any testimony in favor of the application. Hearing none, he called for any testimony impartial to the application.

Mike Weston, Port of Astoria, said the Port has adopted a procedure that allows for some waterfront development and some pedestrian friendly developments on some of the properties within the Bridge Vista Area. He believed the procedure would allow for a good mix and balance of developments. The Port is still concerned with building envelope size, but he believed the proposed process in the system would allow enough flexibility that the Port could

do the necessary developments. While the Port is impartial to the application, they believed some portions are good and some are bad.

Ted Osborne, 345 Alameda, Astoria, said the community meeting in January was fairly energized. He asked the Planning Commission what lessons they learned at that meeting that led to revisions and which revisions were incorporated into the proposed amendments. He also wanted to know how the final revisions were reflected in the Code amendments being proposed at this hearing.

President Pearson responded that the Commission would reserve the right to answer those questions and discuss after the public hearing.

Dale Corbett, 701 NW Warrenton Drive #22, Warrenton OR 97146 said there were some interesting, thoughtful, and valuable elements in the presentation, as well as some aspects that would poison the community. Economic development is a given in society and he feared the framework of thinking is that development is necessary for progress. He suggested that some areas be kept as-is instead of developed. He asked the Planning Commission to realize the Astoria riverfront is the only thing of its kind in the world. He requested the riverfront be preserved and protected from building north of Marine Drive as far as the Port of Astoria and possibly the West End Basin. There are thousands of creative opportunities and technical means for economic development. However, there is only one Astoria riverfront. He urged the Planning Commission to keep this in mind and eliminate all of the building that destroys what nature has given, making Astoria very special.

Suzanna Gladwin, 82316 Highway 103, Seaside, said she has a home in Astoria and visits often. Many people drive and walk along the streets near the water want views. She was impartial to the fact that a lot more was going on near the pier than in other areas. She understood the shipping channel changes and wondered if people understood what happens to the bridge supports as the currents and channel change. She believed boats and ships could not safely come in any closer. This affects water-dependent uses that are proposed near the moorage and the Port. She questioned whether the Code amendments would work in Astoria. She used the map to point out areas she believed the Code amendment would not work because of the tides, currents, bridge piers, and the way the shipping channel turns. Maybe this should be studied if it has not already been studied. She pointed to an area on the map where she believed water dependent uses should not be allowed. At the last meeting, a certain percentage of water-dependent uses and a planning mandate were discussed. She did not understand to which area these uses and the mandate would apply. She asked if the mandate could be fulfilled or changed. She believed it was important for the Planning Commission to consider these questions. If certain areas are not safe because of currents, the proposed percentage of water-dependent uses and mandates become problematic. She believed chokecherry and Alder were inappropriate because chokecherry spreads and Alder gets tall. She wanted to hear more about the water-dependent uses.

President Pearson called for testimony opposed to the application.

Richard Schroeder, 8918 Manion, Warrenton, said he did not own any property. However, he had become friends with Roger Forney and Bob Wright who own the property where Robert Jacob received approval to build condominiums. Mr. Forney and Mr. Wright called him several months ago and he became interested because his grandfather, Will Talent built the pilings. Mr. Talent and Peter Grant built the Talent Grant Packing Company on the property. He understood the process the City was going through. However, instead of making blanket zone changes in all of the properties, he requested the Planning Commission wait until a master plan for the property is developed. He and the property owners are in the process of starting to discuss a master plan with various people. He asked the Planning Commission to give him until the end of the year to submit a master plan for the property. He said the property is located on the riverside of Northwest Natural Gas. He has already had some discussions with Northwest Natural Gas. The master plan would include the property and possibly Northwest Natural Gas. He was not aware of what was going on until the first part of November when Mr. Wright called him. Mr. Wright and Mr. Forney have four different projects going throughout the country and neither could attend this meeting because they are both out of the state. Therefore, he was speaking to represent their interests. He has been working with Lawrence Claymore, who did the master plan for Mill Pond. All he and the owners want is a little bit of time.

Juanita Price, 373 Altadena, Astoria said her family came to Astoria in 1964 and she has retired from the Astoria Public Library. The Planning Commission has forgotten its Astoria roots. Astoria is a fishing village that never grew up with tourists in mind. However, the City has retained the concept of a working waterfront, which was in the Murase Plan implemented when Edith Miller was Mayor. The plan prompted the citizens to clean up the waterfront. She participated in work parties on Saturday mornings, cleaning up the waterfront and making it available for the

City to create the Riverwalk. The cleanup was done in increments over about 10 years. The Riverwalk and the bridge are defining features of Astoria. She asked why corridors were necessary to keep views of the river for the people riding the trolley or walking along the Riverwalk. She did not understand why the Planning Commission wanted to add the proposed zone and allowable use changes to the code. This plan is not a bridge vista plan; it is bridge blackout plan. She asked the Planning Commission to refrain from approving the ordinance.

Robert Clark, 145 2<sup>nd</sup> Street, Astoria, understood no petroleum businesses would be allowed in the parcel just west of 2<sup>nd</sup> Street. However, a petroleum business already exists on this property. There are larger forces that have plans for exporting cargo, such as propane, coal, and oil, out of the shipping channel on the north face of the area proposed for non-industrial uses. Navigation is not a perfect science. He wanted to know the general plan for disaster evacuation, should some of these vessels run into some of the development. He suggested the Planning Commission prioritize, above and beyond, reconstruction of existing buildings that need work in Astoria.

Suzanna Gladwin, 82316 Highway 103, Seaside, said that at a meeting several months ago, the general sentiment was to refrain from developing the waterfront. If there was an economic turnaround and the City did not have so many empty buildings, there might be a reason to develop the waterfront. However, once the waterfront is developed, it is difficult to go backwards. So many people love Astoria and the views. She owns a house above the Bridge Vista Area and her views would change with a 45-foot tall building. Buildings this tall would block the views of houses and views from the road. The river can be seen along a few places from Marine Drive and she would hate to see these blocked. She was opposed to development.

President Pearson called for any further testimony about the application.

Chris Farrar, 3023 Harrison Avenue, Astoria, said he understood that some place along the river had to allow development. Maybe some of the parcels in the Bridge Vista Area would be good for development. However, he believed development would be too close to the bridge on the west side. He did not understand why the Planning Commission believed a 150-foot wide strip would preserve the vista of the bridge from the west. He believed the bridge would only be visible by pedestrians and cyclists from the east looking west. The view from the opposite direction would be cut off. The Planning Commission acts like 35 feet is not high. However, these buildings will be high and will block a lot. He stated at a past meeting that development should be condensed to a smaller area and leave other areas open so the water can be seen. Looking out 200 feet through a 45-foot wide window will not provide a view of much. He was surprised to learn that the setbacks on the Rivertrail would only be 10 feet on one side and 20 feet on the other side. This would create a very narrow alley with 45-foot tall buildings on one side and 35-foot tall buildings on the other side. He preferred trees because they provide protection from the wind and rain. The landscaping should be kept natural, not barren.

Nancy Montgomery, 279 West Marine Drive, Astoria, said parking is already minimal along the waterfront and the proposed parking reduction requirements for new businesses would impact the existing businesses. She asked if there was any way to lower the 35-foot building height limit.

President Pearson closed the public hearing and called for closing comments of Staff.

Mr. Hastie responded to questions asked during public testimony, as follows:

- Vegetation would be allowed in the area next to the Rivertrail. The proposed code would reduce the number of tall trees and require trees be spaced farther apart north of the trail.
- A three-story building is approximately 35 feet tall and a four-story building is approximately 45 feet tall. The height restrictions for development on land are consistent with the current zoning and the recommendations approved in the Civic Greenway Area. Proposed height restrictions for over water development are lower than the current zoning allows.
- Setbacks along the Rivertrail would be set back from the existing right-of-way, which is 50 feet wide. This would result in a total minimum width of 80 feet.
- The code amendments have been recommended in order to implement the Bridge Vista Area of the Riverfront Vision Plan, which requires views of selected areas be preserved while allowing overwater development. Staff is not recommending development. The view of the bridge, particularly in front of Maritime Memorial Park, and the area west of 2<sup>nd</sup> Street, were deemed essential vistas. Therefore, development has been condensed into other areas. To prevent a wall of buildings, one of the recommendations is to keep buildings under 60 percent of the parcel width and under 150 feet wide.

Commissioner Mitchell believed the width of the right-of-way on either side of the Riverwalk corresponded to the right-of-way of the train tracks. Mr. Hastie added the right-of-way is 50 feet and the recommendations add to this width. She understood the Riverfront Vision Plan was developed because the existing zoning allowed uses beyond what is currently being discussed. It is important to remember that what existed in the area when there was a big push for development several years ago was a bit scary. Staff did not have any way to prevent development because the zoning allowed it. She did not understand all of the zoning, but appreciated the list of uses that would no longer be allowed. People who own land adjacent to the river need to understand that the City cannot create an area where development is completely prohibited.

Mr. Hastie and City Manager Estes continued to respond to the questions asked during public testimony, as follows:

- Many people at the Town Hall meeting indicated they wanted very little to no overwater development allowed. However, the City must implement the Riverfront Vision Plan, which requires a balance of development and protected vistas in this area. Therefore, Staff has identified areas where overwater development would not be allowed and has limited the uses that could occur over water. Visual simulations were created in response to questions about how development would affect views from up on the hill. If development were to occur to the maximum extent allowed by these recommendations, views from the hill would still be expansive.
- Petroleum and fossil fuel terminals would be prohibited in the aquatic zones, just as in the Civic Greenway Area. Existing fueling stations for vessels would still be allowed, but new coal terminal and petroleum transfer terminals would not be allowed. Existing uses in the commercial zones on land would be grandfathered in.
- Parking restrictions would only apply to uses where the majority of a site on land was occupied by a building or the expansion of an existing use up to 10 percent. This will have a minimal impact on parking in the area.

Commissioner Mitchell understood the parking concerns. However, large parking lots cannot be placed along the riverfront. City Manager Estes explained how the code amendment would allow a business to expand up to 10 percent without having to add additional parking. Staff knows parking is tight in the area, but it is also difficult for many of the businesses in the area to expand or redevelop. This recommendation provides those businesses with some flexibility.

Mr. Hastie reminded this was a balancing act and he believed the parking recommendations would have a minimal impact. In response to the concerns about the shipping channel, he said the channel was beyond the area regulated by the City of Astoria. Development in the shipping channel would require permits from other entities.

City Manager Estes added that the City has jurisdiction up to the pierhead line, which is outside of the shipping channel. Staff has heard that development costs for piers and structures in this area are high. The City is not proposing to encroach into the shipping channel or north of the pierhead line, which is 150 feet from the shipping channel.

President Pearson called for Commission discussion and deliberation.

Commissioner Easom said he supported the proposed code amendments.

Vice President Innes said each time the Planning Commission meets, she tries to think of another way to say the following: The Riverfront Vision Plan was built by the community through hearings and votes and was adopted in 2009. There was an agreement that balance would be sought when planning the future of the riverfront. The balance was to be between an opportunity for economic development and an opportunity to view and treasure the vistas. People who are showing up at the meetings now do not support the economic development. However, she cannot ignore the fact that the majority of the community has requested balance. The City needs to do something about overwater development soon because 45-foot tall structures are currently permitted. She is devoted to the view and the river trail. However, the Planning Commission must speak for everyone who has given their opinion in support of a balanced plan. She believed the City demonstrated how this balance could be achieved through implementation of the Civic Greenway Area. Moving forward with this amendment concludes the risk of having liquefied natural gas (LNG) loaded or stored in Astoria.

Commissioner Easom added that there would be access to the river if development occurred. He believed people lose sight of the fact that they can walk out on a pier and get beyond the buildings to look up and down the river. His office is at the foot of 14<sup>th</sup> Street, where people walk out on to the pier all the time. This plan does not eliminate views of the river and out on the river.

Commissioner Fitzpatrick said he was conflicted for a number of reasons. Many people who have spoken at the hearings and public meetings have asked that all overwater development be prohibited and that building heights be reduced. However, the Riverfront Vision Plan states there would be a balance and that development could not be allowed in the Civic Greenway Area. People who spoke in favor of prohibiting development in the Civic Greenway Area reminded the Planning Commission that development would be allowed in the Bridge Vista Area. The City does not currently have any height restrictions and the proposed allowed use restrictions are considerable compared to currently allowed uses. He did not believe the proposed amendments were perfect. However, no one seems to agree on what would be perfect. While the plan is imperfect, it is still a very good plan. He planned to vote in favor of the amendment.

Commissioner Mitchell said in 2009, she was very concerned that all of a sudden, the City received many proposals for development on properties along the riverfront and there were no boundaries or barriers. The City was dealing with zones and uses that had been implemented when the zoning code was adopted in the 1950s or 1960s. The City was completely unprepared for this, which made her a bit thankful for the economic crash. She prefers restoration over new development because the community has limited capacity and wants to retain its current quality of life. However, the City was given an opportunity to try to put some things in place that would give Astoria more control over what could happen. She has no greater wisdom than Staff and the consultant about these amendments. Having a vision is one thing, but it needs to be implemented so that great ideas have a way of fitting into the community. A lot of effort has gone into these amendments and no plan is perfect. However, she believed the amendments would be a huge step in the right direction and would leave the community less vulnerable to corporations that do not know much about how Astoria sees itself as a fishing village or a river community. She hoped the amendments would give the City more ability to manage the community.

President Pearson thanked everyone in the audience for attending. This is the fifth hearing and the document is very comprehensive. The Planning Commission and Staff have been fine-tuning the code amendments since October. The City is working towards a compromise between allowing development so Astoria can continue to grow, while respecting Astoria's working waterfront, introducing design review, protecting pedestrian vistas, and appropriate landscaping. There are many compromises, but there have also been many steps forward. He believed the proposed amendments provided the best possible balance and he supported sending them to City Council for consideration. This process has not been easy. The Plan is being implemented one section at a time. The Civic Greenway Area was meant to protect a large section of the waterfront and keep the riverfront as it is. The intention of the Bridge Vista Area is to allow development in a controlled manner while preserving elements that are special to a working waterfront and respects Astoria's heritage. There will be more opportunities for the public to voice its opinion at City Council.

Vice President Innes moved that the Astoria Planning Commission adopt the Findings and Conclusions contained in the Staff report and recommend the Astoria City Council adopt Amendment 14-05 on the Riverfront Vision Plan Implementation Ordinance for the Bridge Vista Area; seconded by Commissioner Easom. Motion passed unanimously.

President Pearson announced the next hearing on the Bridge Vista Area would be at the City Council meeting on May 18, 2015.

**ADJOURNMENT:**

There being no further business, the meeting was adjourned at 7:56 pm.

**ATTEST:**

**APPROVED:**

\_\_\_\_\_  
Secretary

\_\_\_\_\_  
City Manager

## ASTORIA PLANNING COMMISSION MEETING

Astoria City Hall  
April 28, 2015

### CALL TO ORDER:

President Pearson called the meeting to order at 7:02 pm.

### ROLL CALL:

Commissioners Present: President David Pearson, Vice President McLaren Innes, Kent Easom, Sean Fitzpatrick, Daryl Moore, Jan Mitchell and Frank Spence

Staff Present: Interim Planner Mike Morgan. The meeting is recorded and will be transcribed by ABC Transcription Services, Inc.

### APPROVAL OF MINUTES:

President Pearson asked for approval of the minutes of the January 27, 2015 meeting. Commissioner Spence noted the following corrections:

- Page 1, Election of Officers, Item 4(a), Sentence 2 should read President Zetty Nemlowill
- Page 5, last paragraph, third sentence – “Anne Tischner **Kischner**”
- Page 6, first paragraph, Line 7 – Commissioner Spence’s comment should state, “He also believed 40 feet between buildings was **not** too much...”

Commissioner Easom moved that the Astoria Planning Commission approve the minutes as corrected; seconded by Commissioner Moore. Motion passed 6 to 0 to 1, with Commissioner Mitchell abstaining.

### PUBLIC HEARINGS:

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

### ITEM 4(a):

A15-01 Amendment A15-01 by the Community Development Department to amend the Comprehensive Plan to extend the Gateway Overlay Zone (29<sup>th</sup> to 41<sup>st</sup> Streets, Leif Erikson Drive to the Columbia River) as reflected in the Riverfront Vision Plan, and miscellaneous plan language to reflect the development that has occurred over the last two decades.

President Pearson asked if anyone objected to the jurisdiction of the Planning Commission to hear this matter at this time. There were no objections. He asked if any member of the Planning Commission had any conflicts of interest or ex parte contacts to declare. Hearing none, he asked Staff to present the Staff report.

Interim Planner Morgan reviewed the written Staff report. No correspondence had been received and Staff recommended approval of the request.

President Pearson opened the public hearing. He explained that since the Applicant was the City, presentation of the Staff report served as the Applicant’s testimony. He called for any testimony in favor of, impartial to, or opposed to the application. Hearing none, he closed the public hearing and called for Commission discussion and deliberation.

Commissioner Mitchell said she had been following the Riverfront Vision Plan implementation and believed she could vote on this request with a good understanding of the process.

Commissioner Easom moved that the Astoria Planning Commission adopt the Findings and Conclusions contained in the Staff report, approve Amendment A15-01 by the Community Development Department, and

recommend City Council adopt the amendment; seconded by Commissioner Moore. Motion passed unanimously.

REPORTS OF OFFICERS/COMMISSIONERS: None.

MISC.:

An amended list of Planning Commissioners is attached to the Agenda packet. This is for Commission information only, no action required.

Vice President Innes noted the next Planning Commission meeting, scheduled for May 29<sup>th</sup>, could be cancelled because there is nothing on the agenda.

ADJOURNMENT:

There being no further business, the meeting was adjourned at 7:15 pm.

**ATTEST:**

\_\_\_\_\_  
Secretary

**APPROVED:**

\_\_\_\_\_  
Interim Planner

DRAFT



STAFF REPORT & FINDINGS OF FACT

July 22, 2015

TO: PLANNING COMMISSION

FROM: MIKE MORGAN, INTERIM PLANNER

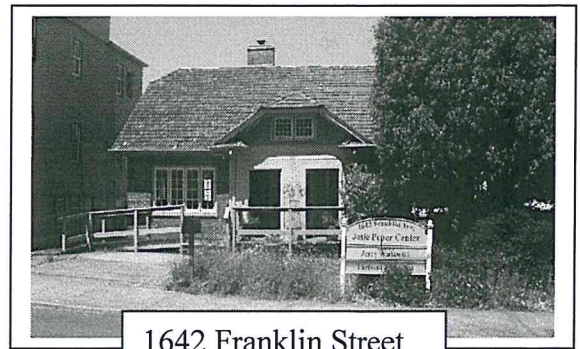
SUBJECT: AMENDMENT REQUEST (A15-01) BY CLATSOP COMMUNITY COLLEGE TO THE LAND USE AND ZONING MAP TO REZONE AN AREA AT 16TH AND FRANKLIN STREETS FROM R-3 (HIGH DENSITY RESIDENTIAL) TO C-3 (GENERAL COMMERCIAL)

I. BACKGROUND SUMMARY

- A. Applicant: Clatsop Community College  
JoAnn Zahn, Vice President of Operations & Finance  
1653 Jerome St.  
Astoria OR 97103
- B. Owner: Same
- C. Request: Amend the Astoria Land Use and Zoning Map by rezoning Tax Lot 17200, 17300, 17400 and 17500 at 588 16<sup>th</sup> Street, 1642 and 1658 Franklin Streets from R-3 (High Density Residential) to C-3 (General Commercial).
- D. Location: 588 16<sup>th</sup> Street (Performing Arts Center), 1642 Franklin Street (Josie Peper Center), and 1658 Franklin (Vacant Parking Lot); Map T8N-R9W Section 8DC, Tax Lot 17200,17300,17400,17500; Portions of Lots 5 and 6, lots 7, 8, 9 and 10, Block 113, Shively's.
- E. Size: 32,500 SF / .74 Acres
- F. Zone: Current: R-3 (High Density Residential)  
Proposed: C-3 (General Commercial)

BACKGROUND

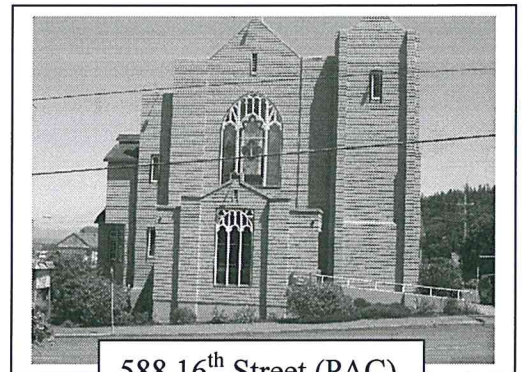
The property proposed for rezoning is located at the corner of 16th and Franklin Streets, and consists of the CCC Performing Arts Center on the corner, the brick building to the east that was formerly the Josie Peper day care center and college offices. It is currently used as an office for a law firm. The property slopes from Franklin down to the former Lum's Auto dealership property on the north. There is a sizeable parking lot behind



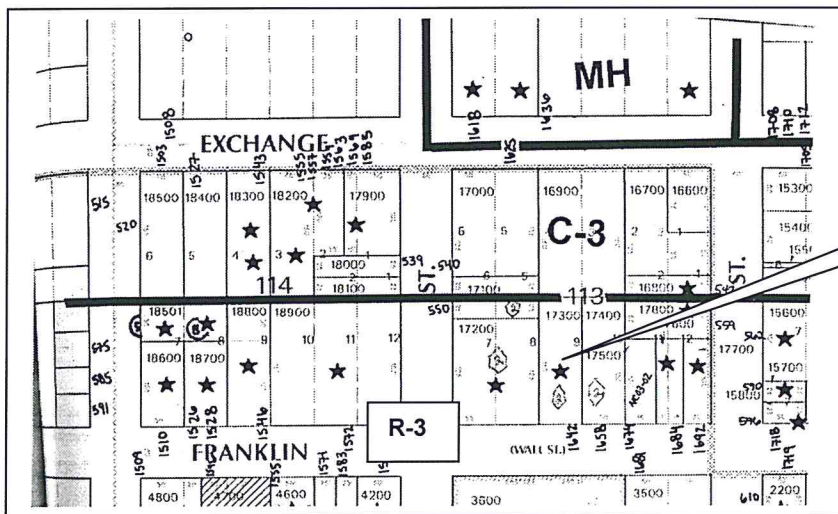
1642 Franklin Street

the PAC and to the rear of both buildings. Both buildings are designated as historic within the Shively-McClure National Register Historic District (NRHD) and any new construction or exterior alterations would require historic design review by the Historic Landmarks Commission.

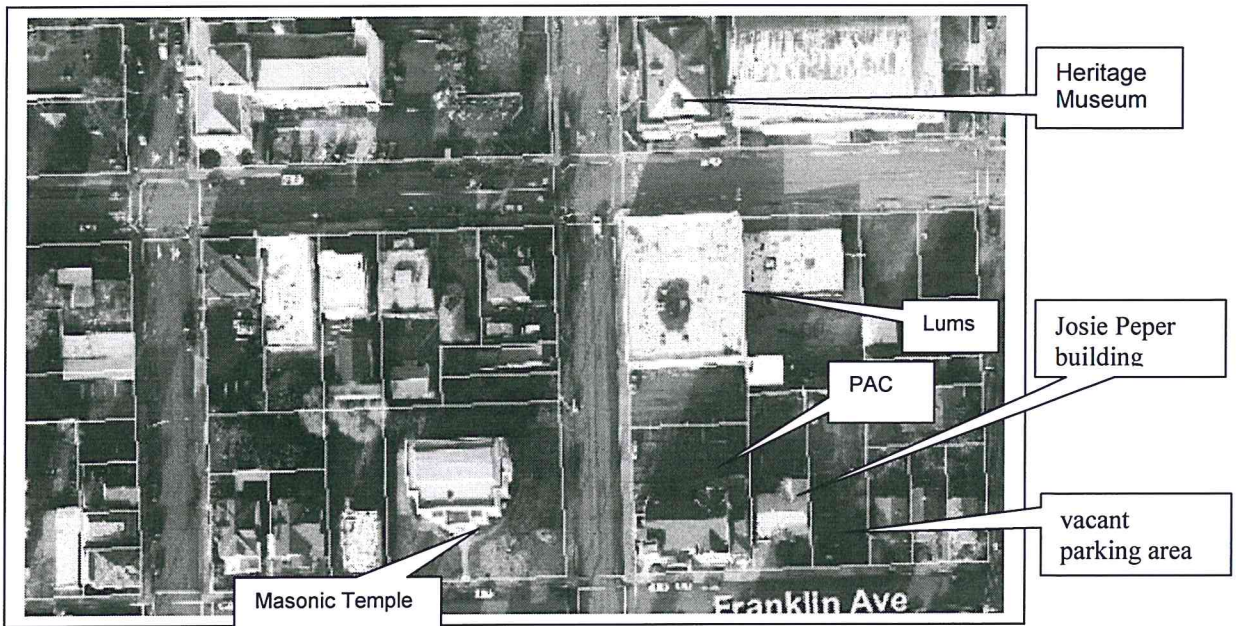
The site is adjacent to the C-3 zone along the entire northern boundary, and east across 16<sup>th</sup> from the Masonic Temple. South across Franklin Street is the Clatsop Care facility. A recent zone change (A13-01) was approved for the property at the southwest corner of 16<sup>th</sup> and Exchange Streets.



588 16<sup>th</sup> Street (PAC)



Proposed zone change



The site is situated in a transition area between the residentially and commercially developed areas and could be a part of either development area. Since it's a corner lot, access to the site is off of 16th Street or Franklin Street.

The Performing Arts Center building at 588 16<sup>th</sup> Street was constructed between 1932 and 1936 as Trinity Lutheran Church. It is classified as a "secondary" structure in the historic district. The building was sold to Clatsop Community College in 1977 when Trinity Lutheran merged with Peace Lutheran at 12<sup>th</sup> and Exchange. Because of budget issues, the college has been working with a nonprofit group, Friends of the PAC, to take over operation of the building. The building at 1642 Franklin is also secondary in the historic district. It was originally the James and Martha Lovell home, built in 1923, and was acquired by the college in the 1970s. The applicant has deemed the building a surplus to the college's needs and is in the process of disposition to a private individual who wants use it for short term lodging. In order to allow this type of land use, it must be rezoned to a commercial zone. The applicant has requested C-3. The college intends to sell tax lot 17300 where the law office is located, but retain the other portions of the property including the parking area to the east. Because of the historic designation of each building there will be essentially no change in the layout of the properties.

The Planning Commission is responsible for making a recommendation to the City Council for consideration at a future meeting.

### III. PUBLIC REVIEW AND COMMENT

#### A. Planning Commission

A public notice was mailed to Neighborhood Associations and property owners within 100' of the proposed zone boundary change area on July 2, 2015. In accordance with Section 9.020, a notice of public hearing was published in the Daily Astorian on July 21, 2015. The proposed amendment is quasi-judicial as it applies to only three parcels of land. Any comments received will be made available at the Planning Commission meeting.

#### B. City Council

A public notice will be mailed to Neighborhood Associations and property owners within 100' of the proposed zone boundary area. In accordance with Section 9.020, a notice of public hearing will be published in the Daily Astorian. Any comments received will be made available at the City Council meeting.

### IV. FINDINGS OF FACT

- A. Development Code Section 10.020(B) states that *"an amendment to a zone boundary may only be initiated by the City Council, Planning Commission, the Community Development Director, or the owner or owners of the property for which the change is proposed."*

Finding: The proposed amendment to the zoning map boundary is being initiated by the owner of the property (Clatsop Community College). Standard is met.

B. Section 10.050(B) states that *“The following amendment actions are considered quasi-judicial under this Code:*

1. *A zone change that affects a limited area or a limited number of property owners.”*

Finding: The proposed amendment is to amend the Astoria Land Use and Zoning Map to rezone an area that is less than an acre with only one owner. It is a quasi-judicial action. Standard is met.

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

CP.025(2) concerning Policies Pertaining to Land Use Categories and Density Requirements states that *“Changes in the land use and zoning map may be made by boundary amendment so long as such change is consistent with the goals and policies of the Comprehensive Plan.”*

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

CP.040, Central Residential Area description, states that *“The Central Residential Area is the City’s oldest neighborhood, and extends generally from Second Street to 18th Street and from Bond Street to Niagara Street excluding the central business district.”*

Finding: The Comprehensive Plan and Development Code establish designated land use areas and zones. The general development of the downtown area has been consistent since the 1920’s. The Central area is the oldest neighborhood and the two buildings located in the area proposed to be rezoned were built in 1923 (the home) and the 1930s (the church/PAC). The PAC building has been continuously used as an assembly space since it was constructed. The brick building has been used as a day care center and office space for several decades. The site has commercial uses or institutions on three sides, and residences to the east. The nature of the existing uses would indicate that the C-3 zone is more appropriate than the R-3 zone. Standard is met.

2. CP.015(1) concerning General Land and Water Use Goals states that *“It is the primary goal of the Comprehensive Plan to maintain Astoria’s existing character by encouraging a compact urban form, by strengthening the downtown core and waterfront areas, and by*

*protecting the residential and historic character of the City's neighborhoods. It is the intent of the plan to promote Astoria as the commercial, industrial, tourist, and cultural center of the area."*

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

CP.220 concerning Housing Policies states that the City should *"6. Protect neighborhoods from incompatible uses, including large scale commercial, industrial, and public uses or activities."*

Finding: The proposed amendment would allow for continued compact urban form development of an area close to the urban core and currently serviced by City utilities. Astoria is becoming the cultural center of the region with its numerous historic properties and districts. This property is within a historic district and adjacent to other historic properties. New construction is not proposed, but would require historic design review. No additional impacts are expected with the proposed zone change. If and when the property owner makes alterations or submits a request to change the occupancy, the City will have an opportunity to review any impacts. Standard is met.

3. CP.020(6) concerning Community Growth, Plan Strategy states that *"The City encourages historic preservation generally, the restoration or reuse of existing buildings. However, these structures must be improved in a timely manner."*

CP.200(6) concerning Economic Development Goals states that *"Encourage the preservation of Astoria's historic buildings, neighborhoods and sites and unique waterfront location in order to attract visitors and new industry."*

CP.250(1) concerning Historic Preservation Goals states that *"The City will promote and encourage, by voluntary means whenever possible, the preservation, restoration and adaptive use of sites, areas, buildings, structures, appurtenances, places and elements that are indicative of Astoria's historical heritage."*

Finding: Both buildings have been altered, but are both subject to historic preservation requirements. Any alteration of either building would have to be submitted to the HLC for review. By changing the underlying zone to commercial, the current use will be consistent with the proposed use and the new property owner will have a market driven incentive to invest and preserve the building.

Shively-McClure NRHD neighborhood



The City conducted a Buildable Lands Inventory (BLI) which was adopted in 2011. The report states that “A comparison of need and supply of industrial and other employment lands indicates an overall surplus of approximately 6.7 acres of employment land. While there is sufficient land for industrial uses, there is a deficit of land zoned for commercial and particularly retail use. However, a portion of the land identified as “Other” can accommodate specific commercial, industrial, and high-density residential development and help meet the need for additional commercial land.” There is an overall deficit of residentially zoned land. There appears to be sufficient R-3 zoning.

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

Source: Wingard Planning & Development Services

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

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

Source: Cogan Owens Cogan

The rezone would remove approximately 0.8 acres (40,000 square feet) from the residential zone and transfer it to the commercial zone. The change would not significantly impact the supply of either commercial or residential land. However, the City needs to address the overall deficiencies in available residential and commercial land.

| Type of Use       | Commercial<br>(Office/Retail) | Industrial/<br>Other | Employment<br>Total | R1      | R2    | R3     | AH-MP  | Residential<br>Total |
|-------------------|-------------------------------|----------------------|---------------------|---------|-------|--------|--------|----------------------|
| Land Need         | 38.2                          | 11.5                 | 49.7                | 115.4   | 51.2  | 67.0   | 2.7    | 236.4                |
| Land Supply       | 17.1                          | 39.3                 | 56.4                | 25.20   | 74.99 | 119.18 | 1.49   | 220.86               |
| A11-05            | -0.3                          |                      |                     |         |       | +0.3   |        |                      |
| A12-02            |                               |                      |                     | -0.8    | +0.8  |        |        |                      |
| A12-03            | +0.46                         |                      |                     |         | -0.46 | -.8    |        |                      |
| A15-02            | +.8                           |                      |                     |         |       |        |        |                      |
| Surplus/(Deficit) | (21.9)                        | 27.8                 | 6.7                 | (90.20) | 23.79 | 51.38  | (1.21) | (15.54)              |

Finding: Given the small size and the ability to do mixed use in a C-3 zone, the request is consistent with the Comprehensive Plan as a result of the findings stated above. Standard is met.

- D. Section 10.070(A)(2) requires that *“The amendment will:*
- a. *Satisfy land and water use needs; or*
  - b. *Meet the transportation demands; or*
  - c. *Provide community facilities and services.”*

Finding: The proposed amendment would change the previous residential use of the building at 1642 Franklin by to allowing other commercial uses in the future. The stated use of the Josie Peper building is for a short term lodging facility. It is unlikely that the use of the PAC will change in the foreseeable future. Existing utilities and services are available for the allowable uses. The proposed amendment will satisfy land and water use needs and encourages economic development of a house that is underutilized and deteriorated. Standard is met.

- E. Section 10.070(B.3) states that *“The land is physically suitable for the uses to be allowed, in terms of slope, geologic stability, flood hazard and other relevant considerations.”*

Finding: The site is sloped up to the south from Exchange toward Franklin Avenue. There is no known geologic hazard within 100’ of the site. The site is within the Flood Zone X, Other Areas determined to be outside the 0.2% annual change floodplain, Flood Insurance Rate Map 410028-0229-E, dated 9-17-10. Standard is met.

- F. Section 10.070(B.4) states that *“Resource lands, such as wetlands are preserved.”*

Finding: There are no known wetlands on the site, or other resource lands. Standard does not apply.

- G. Section 10.070(B.5) states that *“The amendment is compatible with the land use development pattern in the vicinity of the request.”*

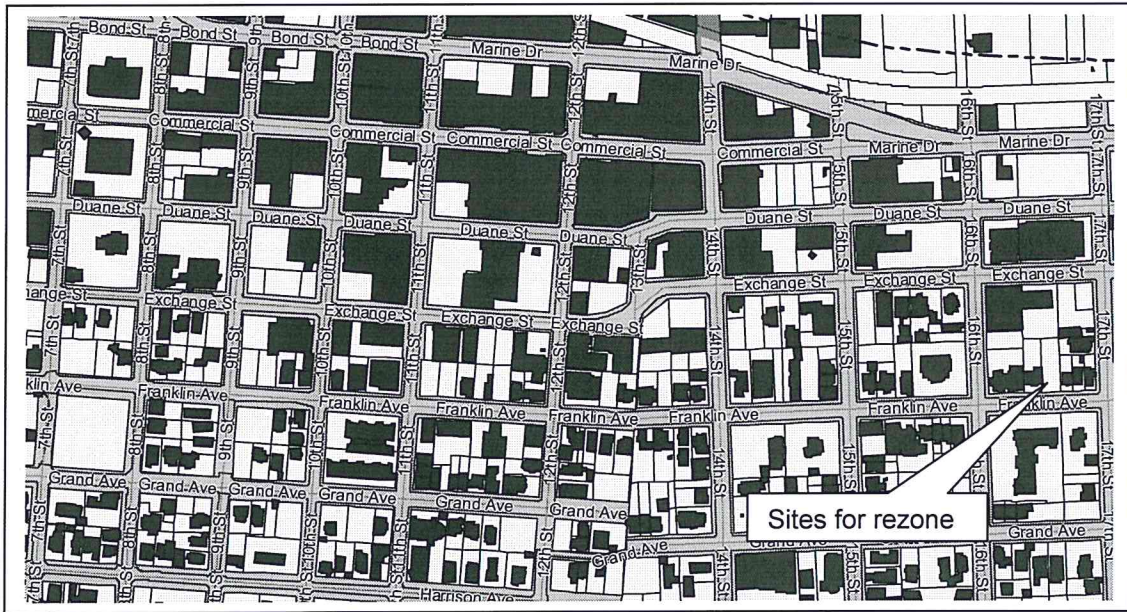
Finding: The site is situated in a transition area between the residentially and commercially developed areas and could be a cohesive part of either development area. Due to its close proximity to other dwellings and separation from the main portion of the downtown commercial district, the commercial zone would be more consistent with the development pattern. Future development proposals will analyze potential impacts to the adjacent residential properties and require mitigation to offset any impacts.

- H. Statewide Planning Goal 12 concerning Transportation requires that cities review transportation related issues when considering land use amendments. Oregon Administrative Rules (OAR) Section 660-012-0060(1) concerning Transportation Planning Rule (TPR) - Plan and Land Use Regulation Amendments stated that *“Where an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation would significantly affect an existing or planned transportation facility, the local government shall put in place measures as provided in Section (2) of this rule to assure that allowed land uses are consistent with the identified function, capacity, and performance standards (e.g. level of service, volume to capacity ratio, etc.) of the facility. . .”* The OAR text continues to identify the requirements for compliance with the TPR and specific review that must be made to show compliance. The full text is not copied in this staff report but is available upon request.

Finding: The proposed amendment would not change the character of the area to a more automotive intensive area since it has contained higher intensity uses for several decades. The amendment is subject to review under the TPR. Most of the residential uses would be eliminated as allowable uses. The following is a comparison of some of the uses within the zones. Not all of the commercial uses are listed, but it is clear that the traffic impact would be more with the uses allowed in the C-3 Zone. However, the Josie Peper building has been utilized as an office building for many years both by the college and private companies. The potential conversion to a vacation rental or short term lodging would not increase the traffic significantly. According to the ITE Trip Generation Manual (9<sup>th</sup> Edition), the amount of trips generated by a day care center (12.46) or single tenant office building (1.74) is more than a motel (.47) A motel is the closest approximation to a small boutique lodging facility.



| USE                                      | R-3 Zone        | C-3 Zone        |
|--|-----------------|-----------------|
| Bed & Breakfast or Inn                   | Conditional Use | Outright        |
| Day care center                          | Conditional Use | Conditional Use |
| Home Occupation                          | Outright        | Outright        |
| Family day care center                   | Outright        | Outright        |
| Multi-family dwelling                    | Outright        | Outright        |
| Motel/hotel                              |                 | Outright        |
| Transportation service                   |                 | Outright        |
| Automotive sales, service, & gas station |                 | Conditional Use |
| Indoor family entertainment              |                 | Outright        |
| Business & education service             |                 | Outright        |
| Eating & drinking establishment          |                 | Outright        |
| Personal & Professional services         |                 | Outright        |
| Repair services                          |                 | Outright        |
| Retail sales                             |                 | Outright        |
| Light manufacturing                      |                 | Conditional Use |



The site is accessed from City streets including Franklin and 16th and is located three blocks from Marine Drive and Commercial Street which are State highways and serviced by public transit. 16th Streets is classified as a collector street, Commercial Street and Marine Drive are arterial streets. Any new development at this site would be subject to review by the City to assure that the existing transportation facilities (roads, transit, bike and pedestrian facilities, intersections, etc.) are sufficient to accommodate the proposed development.

The Astoria Transportation System Plan, dated July 1999, did not identify potential transportation system improvements for this general area as it is not a major transportation route. Based on these findings of fact, this standard is met.

V. CONCLUSION AND RECOMMENDATION

The request is consistent with the Comprehensive Plan and Development Code.

Staff recommends that the Planning Commission recommend approval of the proposed amendment to the City Council for adoption at their meeting tentatively scheduled for September 8, 2015. Alternatively, the Planning Commission can continue the hearing and request more information, or deny the application if sufficient evidence is not found.



**CITY OF ASTORIA**  
 1095 Duane Street  
 Astoria OR 97103  
 503-338-5183



A 15-02

Fee: \$400.00

**AMENDMENT**

Property Address: 550-16th St, 164 Franklin (568-16th Street) & 1642 Franklin, 1658 FRANKLIN  
 Lot 5,6,7,8,9,10 Block 113 Subdivision Shively  
 Map T8N-R9W 8DC (80908DC) Tax Lot 17100,17200,17300,17400 Zone R-3

Code or Map to be Amended: Zoning Map

Applicant Name: Clatsop Community College

Mailing Address: 1651 Lexington Avenue, Astoria, OR 97103

Phone: 503-338-2421 Business Phone: Same

Property Owner's Name: Clatsop Community College

Mailing Address: Same

Business Name (if applicable): \_\_\_\_\_

Signature of Applicant: [Signature] JoAnn Zahn, Vice President  
 Signature of Property Owner: [Signature] JoAnn Zahn Finance & Operations  
jzahn@clatsopcc.edu

Proposed Amendment Change to Commercial Zoning. AMEND ZONING MAP TO CHANGE FROM R-3, HIGH DENSITY RESIDENTIAL, TO C-3, GENERAL COMMERCIAL.

|                       |               |                             |                |
|-----------------------|---------------|-----------------------------|----------------|
| For office use only:  |               |                             |                |
| Application Complete: |               | Permit Info Into D-Base:    | <u>6/1/15</u>  |
| Labels Prepared:      | <u>6-3-15</u> | Tentative APC Meeting Date: | <u>7/28/15</u> |
| 120 Days:             |               |                             | <u>C</u>       |

**FILING INFORMATION:** Astoria Planning Commission meets at 7:00 pm on the fourth Tuesday of each month. Applications must be received by the 20<sup>th</sup> of the month to be on the next month's agenda.. A pre-application meeting with the Planner is required prior to the acceptance of the application as complete. Only complete applications will be scheduled on the agenda. Your attendance at the Planning Commission is recommended.

Briefly address each of the Amendment Criteria and state why this request should be approved. (Use additional sheets if necessary.)

A. Text Amendment *(Please provide draft language of proposed text amendment)*

Before an amendment to the text of the Code is approved, findings will be made that the following criteria are satisfied.

1. The amendment is consistent with the Comprehensive Plan.

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2. The amendment will not adversely affect the ability of the City to satisfy land and water use needs.

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B. Map Amendment *(Please provide a map showing the proposed area to be amended.*

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:

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2. The amendment will:

- a. Satisfy land and water use needs; or

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- b. Meet transportation demands; or

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c. Provide community facilities and services:

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3. The land is physically suitable for the uses to be allowed, in terms of slope, geologic stability, flood hazard and other relevant considerations.

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4. Resource lands, such as wetlands are protected.

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5. The amendment is compatible with the land use development pattern in the vicinity of the request.

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**PLANS:** A site plan indicating location of any proposed zone change is required.



# Clatsop Community College

June 22, 2015

Mike Morgan, Interim City Planner

Narrative Statement - Change from residential to commercial zoning for the Performing Arts Center and Josie Peper properties.

The College Board designated the "Josie Peper" building located at 1642 Franklin, Astoria, OR as surplus property on July 8, 2014. The property was listed for sale after the surplus designation action taken by the Board. A lot line adjustment to create a 50 foot by 100 foot lot application is in process in addition to the rezoning process.

The College accepted a buyer offer for purchase on June 6, 2015 with the sale contingent on commercial zoning.

The College plans to retain ownership of the Performing Arts Center property as defined by the lot line adjustment in progress and the rezoning change from residential to commercial.

A handwritten signature in black ink, appearing to read "JoAnn Zahn". The signature is fluid and cursive, with a long horizontal stroke extending to the right.

JoAnn Zahn  
Vice President, Finance & Operations  
1651 Lexington Ave  
Astoria, OR 97103  
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[jzahn@clatsopcc.edu](mailto:jzahn@clatsopcc.edu)