

Astoria River Trail

 Create a park or open space on the City-owned property near the historic depot building. The area should be relatively open and flexible for a variety of uses, with relatively few structures.

A variety of actions will need to be undertaken to implement this Vision. They may include, but not be limited, to the following types of activities:

- Identify funding sources for improvements identified in the vision.
- Work with State and local partners to implement specific actions. Potential partnering activities could include donations of land or labor, coordination on leasing of State-owned properties and the design of improvements to State-owned facilities (e.g., Highway 30), and maintenance of new and improved facilities.

- Design improvement projects identified in this Plan. These design processes will include more detailed site planning and dedicated public outreach.
- ◆ Update the City's Comprehensive Plan and Development Code. Updating these documents is a key next step in ensuring that new development is consistent with the vision described in this Plan such as building height, mass, design and siting as outlined in this document.



Astoria Sunday Market

HISTORY

The Astoria Riverfront area has a long history of evolution including changes related to dredging and filling of areas along the riverfront, fires, and upheavals in the timber, fishing and tourism industries.

Commercial development occurred along the riverfront from 1850 to 1900 in the form of canneries, sawmills, wharfs, warehouses, machine shops, stores and hotels. Due to the City's hillside topography, growth was restricted to development on timbered pilings over the shoreline. In 1891 the riverfront was the site of 22 canning facilities and home to the salmon packing industry as well as a few saw and planing mill industries.

A devastating fire in 1922 destroyed structures on more than 40 acres downtown. A system of wood-planked streets supported by wooden viaducts allowed the fire to pass underneath and spread quickly. Reconstruction saw a widening and rebuilding of the downtown street system allowing for all wired utilities to be placed underground. Commercial activity was focused on the newly filled area between Marine Drive and Exchange Street. Industrial activities were concentrated north of Commercial Street between 5th and 17th Streets. Sheds with gable roofs were constructed on the edge of the shoreline on pilings to house activities such as canneries, fish net drying and storage.

The past 40 years have seen the salmon and timber markets decline while the City has embarked on a number of planning efforts with a general goal of staving off the decline and supporting new markets:

- **1968** A downtown improvement Plan recommended recruiting an anchor department store to compete with shopping malls.
- **1976** The Waterfront "People Place" System plan created public spaces along the waterfront.
- **1985** The Waterfront Revitalization Plan focused on redevelopment and tourism and encouraged the preservation of older, architecturally significant buildings over parking.
- **1990** The Waterfront Planning Study ("Murase Plan") attempted to "bring the public to working waterfront" with river parks and dock improvements.
- **1997** The Gateway Master Plan concentrated on employment and entertainment while adding the new Mill Pond Village housing area.



Astoria was founded by John Jacob Astor's trading company in 1811



Mill Pond environmental clean up

Recent Growth and Development

Over the last several years, significant growth and development in the riverfront and downtown areas have reversed decades of decline and Astoria is again a growing, vital community. Downtown has been revitalized with art galleries, fine restaurants, eclectic shops and historic hotels. The River Trail, Columbia River Maritime Museum and other family-oriented attractions and recreational activities support the local population as well as draws visitors from across the country.

Astoria has proved to be increasingly desirable as a place for urban residential development – including rapidly expanding interest in the riverfront. In addition to public improvements along the riverfront, a number of private developments have been constructed, planned or proposed during the last eight years, including the following:

- Four projects have been completed including the Holiday Inn Express and three residential developments with a total of 79 condominiums and townhouse units.
- One additional residential development is under construction or nearing completion with a total of four condominium housing units above commercial development.

- Five residential developments with a total of 129 housing units have been approved but are on hold or do not yet have building permits.
- Planning is underway for another three projects that would include housing and commercial development.

This revitalization has brought Astoria economic benefits as well as concerns about the City's ability to maintain the community's historic character and its residents' quality of life.

While the current national and Statewide economic slowdown is likely to create a lull in the construction market, an evaluation of potential future development indicates that even more robust opportunities could materialize in the years ahead as the market rebounds. Costs associated



Downtown was rebuilt after a devastating fire in 1922



Astoria was home to canneries, sawmills, wharfs, warehouses, machine shops, stores and hotels

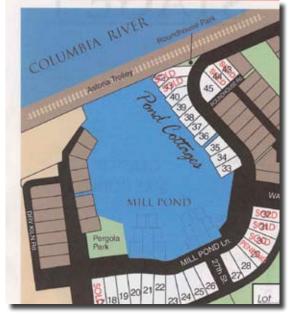
with developing on the riverfront are relatively high – requiring pricing to a more upper end clientele without some form of subsidy by the City, affordable housing organizations, or another entity.

The market assessment prepared as part of this process indicated a potential demand for about 10-20 housing units per year for baseline (low) and medium development scenarios, with potentially higher levels of development possible if housing demand in the region increases and housing in

that demand. Given the typical size of previous developments in the riverfront area, this would be equivalent to about one new development project every two years (or one smaller project per year).

Astoria accounts for a larger than average share of

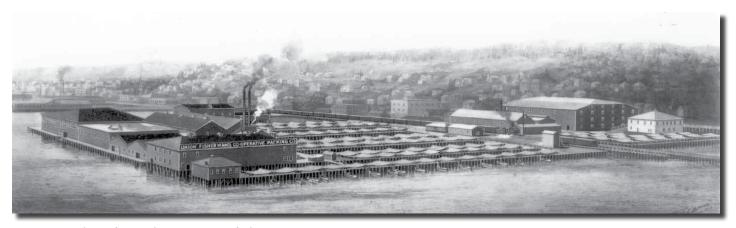
In general, higher home prices are more likely to attract second home owners and new residents to Astoria, rather than local buyers. However, to the extent that the City can partner with developers, particularly on City-owned properties, there are opportunities to meet the housing needs of year-round Astoria residents and moderate income workers.



Astoria has seen renewed interest in the riverfront



A view from the Astoria hillside



In 1891, the riverfront was home to 22 canning facilities

EXISTING CONDITIONS

The riverfront area is unique and varied. It is marked by a combination of public and privately owned land and a wide variety of uses from industrial buildings, marinas and docks, to small shops, hotels, condominiums and nearly everything in between. In some areas, buildings are close together and roads and trails feel narrow. In some areas, people on the River Trail need to step aside to let the Trolley pass by. Other areas are home to wide open spaces and expansive views. Astoria does not feel like a theme park in the way that some coastal communities do. Residents use the terms "working waterfront" and "gritty and pretty" to describe the feel and character of the area. It is this unique character that makes the Astoria riverfront a special place for residents and visitors. While they may have a hard time succinctly describing the riverfront's character, they value and want to preserve it.

Land Ownership and Use

Much of the land along the riverfront is privately owned. However, public or quasi-public agencies such as the City, Port of Astoria and State of Oregon own a number of properties along the riverfront. The riverfront also crosses portions of the existing Astor-East and Astor-West Urban Renewal Areas.



A view from the Astoria Column

The River Trail and trolley line are constructed on a former railroad line of which the City has interim ownership (rail-banked).

In addition, most submerged lands are owned by the State of Oregon and managed by the Department of State Lands (DSL). Submerged lands can be leased for private use.



East Mooring Basin



Columbia River Maritime Museum

The maps on the following pages show public and private upland ownership, land use and the status of current leasing agreements for overwater properties. They illustrate the following trends:

- Public ownership is concentrated in the Bridge Vista and Civic Greenway areas, as well as on a number of properties directly adjacent to the water in the Neighborhood Greenway areas.
- Private ownership is concentrated in the Urban Core and Neighborhood Greenway areas, as well as portions of the Bridge Vista area.
- Residential uses are concentrated in the Neighborhood Greenway area (Alderbrook neighborhood) and Mill Pond area, with additional condominium developments scattered among other areas.

- Industrial facilities are concentrated in the Bridge Vista area and near 39th Street.
- Commercial businesses are concentrated in the Urban Core area and Civic Greenway area east of the Mill Pond development, as well as in the Bridge Vista area along the Highway 30 /101 corridor.
- Public and institutional uses are concentrated in the Civic Greenway area.

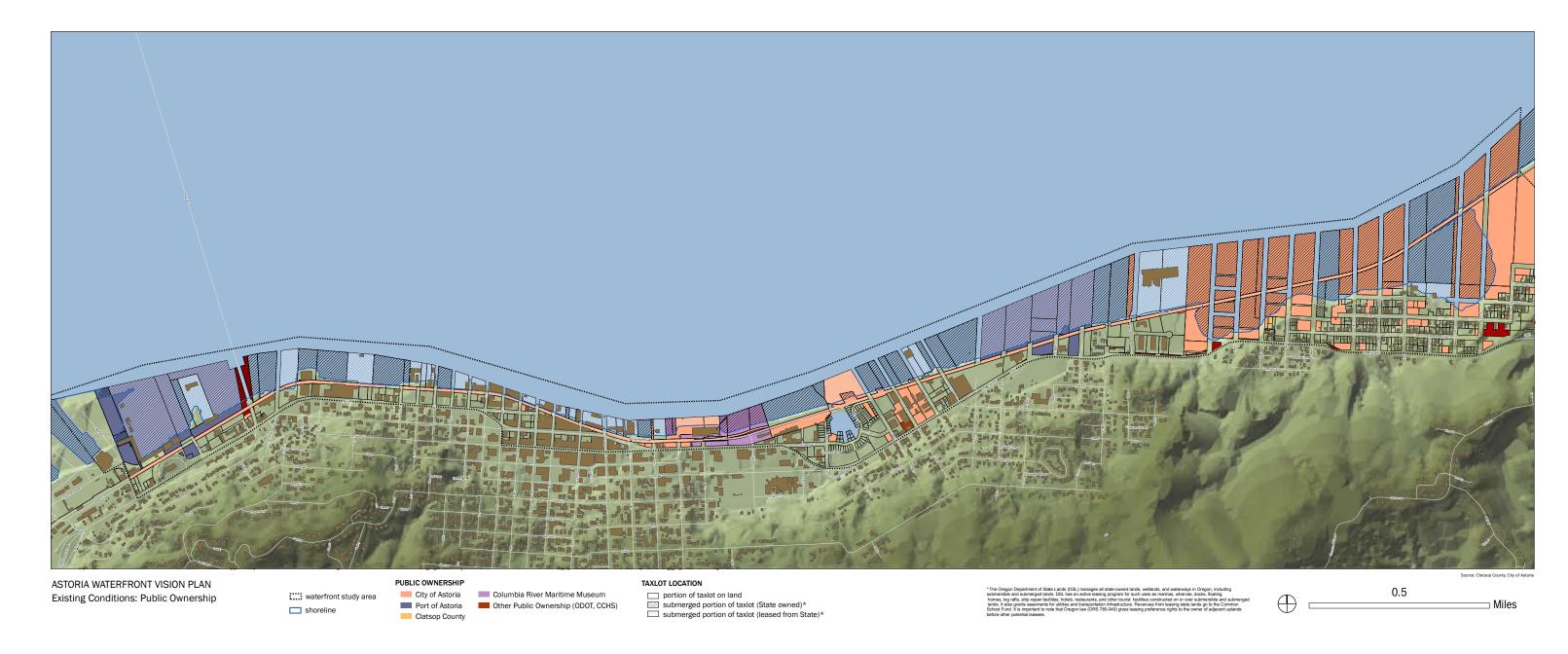


Mill Pond Village



The riverfront is home to a variety of uses

Property Ownership Map



Overwater Leasing and Development

Astoria is unique in the historic ability to lease and develop over the water in the riverfront area. Construction of pilings in the water with buildings over them is an important part of the City's history and character. At one time, nearly the entire riverfront area was covered by buildings over the water – primarily canneries and other water-related uses.

The land underneath the water, referred to as "submerged lands" is owned by the State of Oregon but anyone can apply for a lease to use these submerged lands. The leasing process is administered by DSL. In most cases, when someone applies for a lease, DSL is required to offer the individual or entity with "first right of refusal" rights to lease the property for the same purpose. In most but not all cases, the entity with this first right of refusal is the adjacent upland property owner. If that individual or entity chooses not to apply for a lease, DSL offers the opportunity to lease the land through a competitive bidding process.

Use of over-water areas has to be compatible with the Astoria Comprehensive Plan and Development Code. DSL also must consider Public Trust principles in reviewing leasing decisions for submerged lands, including the principle that the general public has a right to fully enjoy these resources for a wide variety of public uses including commerce, navigation, fishing, and recreation.



Overwater development



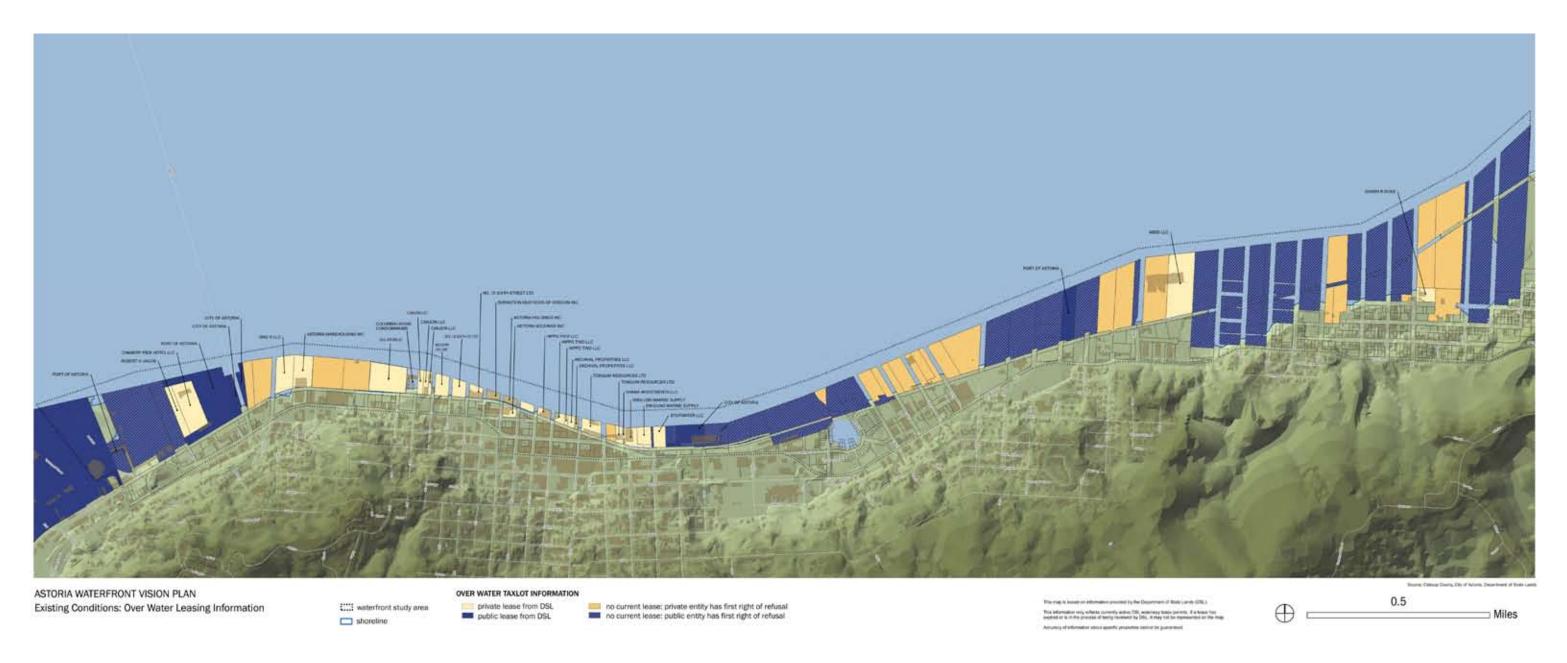
Cannery Pier Hotel

Page 15 includes a map showing those properties that currently have leases, as well as which type of property owner (public or private) would have first right-of-refusal for a lease of other properties. Within the Neighborhood Greenway area, there is more publicly leased and first right of refusal area than in the Urban Core area. In many cases, the City of Astoria has the first right of refusal to lease properties over the water, including areas over public rights of way that extend from streets out over the water. Typically, lease rates for public entities and public purposes are lower than for commercial or other profit-making enterprises.



Potential overwater lease area

Overwater Leasing Information Map



Local Zoning and Development Regulations

Land within the riverfront area is zoned for a variety of purposes. There are 17 different zoning districts within the riverfront area, including the following types of districts:

 Aquatic Development and Conservation zones. These districts are generally oriented to and allow for uses that depend on access to the water such as industrial uses, marinas, piers, docks, etc. At the same time, these zones allow for other types of uses as long as they do not conflict with water-dependent uses or are the upper stories of buildings which are devoted to water-dependent use on the ground floor. Heights in these zones are limited to: 28 to 45 feet in the Aquatic Development 2 and Aquatic 2A zones; 20 feet in the Aquatic Conservation zone; and no height limit in the Aquatic Development 1 zone. Aquatic development zones are located along the riverfront in the Bridge Vista, Urban Core, and Civic Greenway areas. The Aquatic Conservation zone, located along the riverfront in the Neighborhood Greenway area, promotes conservation of natural aquatic resources and allows for a very modest level of development.



Riverfront commercial use

◆ **Commercial** zones allow for a variety of retail and commercial uses. Commercial zones do not require building setbacks but have maximum lot coverage of 90 to 100 percent. Residential uses vary by zone with some commercial zones allowing residential use above the first floor. Some ground floor use for multi-family dwellings is allowed either outright or as a conditional use depending on the zone. Allowable building heights range from 35 to 45 feet in these zones. They are concentrated in the Bridge Vista, Urban Core and Civic Greenway areas. Some design review and siting standards are required in the Tourist Commercial zone. Design review for consistency with historic design of adjacent buildings also is required in the Uniontown-Alameda Historic District. There are small Maritime Heritage and Hospitality Recreation zones in the Civic Greenway area which include the Columbia River Maritime Museum and surrounding grounds east to Mill Pond Village. In addition to museum and lodging facilities, these zones allow limited commercial and residential uses as outright and conditional uses. Building heights in these zones are 45 feet.

- Residential zones allow for a variety of residential and limited neighborhood commercial or institutional uses. Allowable building heights range from 28 to 35 feet in these zones. They are concentrated in the Civic Greenway and Neighborhood Greenway areas (Mill Pond and Alderbrook neighborhoods).
- ◆ Industrial zones allow for a variety of industrial uses such as warehousing, processing and packing, outdoor storage and manufacturing. They also allow for other types of uses, including small-scale commercial uses and residential uses above the ground floor. Building heights in these zones range from 45 feet in the General Industrial zone to no height limit in the Marine Industrial zone.
- Shoreland zones allow for either public/ semi-public uses (e.g., museums, parks, schools, etc.) or a mix of uses (commercial, industrial and residential). The Shoreland zones are located north of the Highway 30/101 corridor concentrated in the Bridge Vista and Urban Core areas with some parcels in the Civic Greenway area. Allowable building heights are 28 to 45 feet in these zones.



Riverfront residential use



Riverfront industrial use

Zoning and Building Height Map



10th Street Cross-Section View Corridor Map

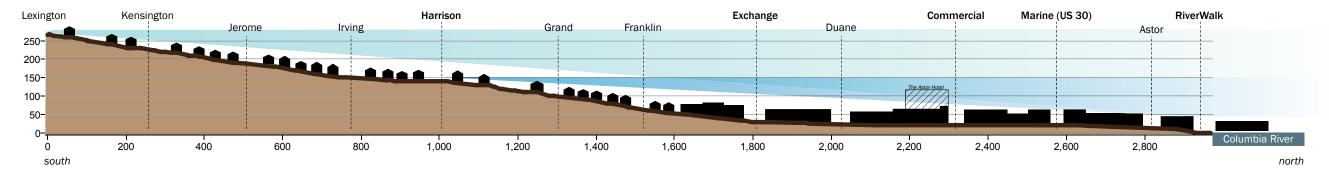


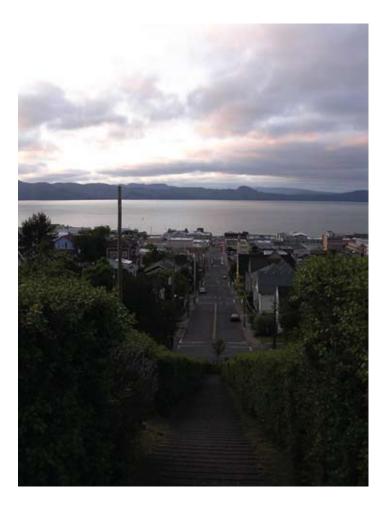
FIG. 1. Cross-Section along 10th Street from Lexington to the Columbia River



Figure 1 above illustrates the cross-section of the Astoria hillside along the 10th Street right-of-way between Lexington and the Columbia River. The solid building forms show the general height and mass of development for each tier of the slope. The conical shapes in shades of blue represent the view corridor from either Lexington or Harrison Street.

As illustrated, there are few buildings in Astoria's downtown district that disrupt the view of the Columbia River and distant mountains from the hillside locations, particularly along the right-of-way corridor. The Astor Hotel, standing 8 stories high (over 90 feet), is the tallest building in Astoria. Even its commanding presence does not dramatically impact the expansive views from the hillside.

The photographs to the right and left were taken from the top of the 11th Street stairs at Jerome Avenue. These photos help illustrate that if new or existing development was built to the maximum height allowable in the downtown district (45'), the resulting development would not substantially impact the region-wide views from the hillside.



10TH STREET CROSS-SECTION VIEW CORRIDORASTORIA RIVERFRONT VISION PLAN
APR 2009

VISIONING PROCESS

The Astoria Riverfront Vision Plan was developed through a community engagement process. Residents, property owners, business owners and visitors had a variety of opportunities to participate. A brief description of public involvement opportunities is included below. More complete summaries of these activities can be found in the appendices to this Plan:

- ◆ A Steering Committee was appointed by the Mayor to represent a broad range of interests and guide the vision process. The committee met ten times and their activities included providing recommendations on key project issues; commenting on work products; guiding public involvement efforts; communicating with members of the community; hosting public events; encouraging community members to participate in the project; and acting as liaisons to specific constituencies or interest groups.
- ◆ Ten interviews were conducted with more than 40 representatives of various stakeholder groups in March and April 2008. The purpose of these interviews was to gather initial observations and insights in regards to riverfront-related issues. The



Gray Elementary School kindergartener's vision of the riverfront



Bridge Vista open house

groups included people who represented a wide range of interests, including riverfront property owners and developers, residents of adjacent neighborhoods, local business people, representatives of environmental, historic preservation and other groups.

Stakeholders were asked to comment on a number of riverfront issues, including areas of focus, opportunities and constraints, key access points and examples of good waterfront development/design.

◆ Four community forums were held to solicit ideas from citizens and allow them to comment on work products. The first forum kicked off the public process in April 2008 and was attended by approximately 230 people. After a presentation of Astoria's riverfront history and project overview, forum participants discussed important issues facing the riverfront, using the same questions utilized in the stakeholder interviews.

Approximately 75 people participated in the



Staff interacting with the public

second community forum, held in June 2008. The community forum used an open house format in which participants were able to comment on multiple topics through a variety of activities, including:

- Viewing of a presentation on the goals of the Riverfront Vision Plan
- Commenting on an Opportunities and Constraints Map
- Using Lego blocks to show desired building heights, sizes and shapes
- Reviewing photos to indicate preferred building designs
- Learning about existing planning requirements and processes
- Commenting on Existing Conditions Maps
- Editing and commenting on draft vision principles

A preliminary draft Riverfront Vision Plan was presented at the third community forum in November 2008. Before and after a presentation of the draft Plan, approximately 85 to 100 people viewed and provided comments at several open house stations that displayed core elements of the draft Vision Plan.

A final draft Riverfront Vision Plan was presented at the fourth community forum in August 2009.

A series of maps was created to illustrate core

elements of the vision: natural features, land use and transportation. Each map was displayed for approximately one month at eleven rotating locations throughout the City for public review. Steering committee members and City staff hosted 19 small meetings at these locations to explain the work that had been done to date and answer questions. Surveys accompanied the Natural Features and Land Use Maps to solicit public comments on those elements and the vision principles. Comments on the transportation maps were gathered at the third community forum.

- More than 80 people attended three open houses in May and June 2009. The purpose of these open houses was to display and receive feedback on recommendations for specific areas of the riverfront related to:
 - Overwater leasing and development
 - Residential development location, scale and character
 - Upland development building height and mass
 - Park and open space ideas and concepts
- A school kids program was created to engage young people in the visioning process and gather their insights through a questionnaire and/or art project.
- ◆ A link to a **web page** dedicated to the



Using Lego blocks to show building heights, sites and shapes

Riverfront Vision Plan was created on the main page of the City of Astoria website. This site allows anyone to regularly access updated project information and provide comments on draft work products. Among the documents available through the site are agendas and summaries of steering committee meetings and public forums.

Overall Themes, Issues and Priorities

A number of themes emerged from the visioning process:

Physical and Visual Access. Maintaining public views and access to the riverfront was a theme for many who commented. While some residents would like to see an end to further development along the riverfront, many people accept the idea of more development as long as public access (physical and visual) is maintained in some capacity. There is a strong desire to work with private land owners to provide public access through their properties to the river. Development Codes are often mentioned as a way to maintain access to the riverfront, but others believe the City and its residents should consider purchasing and/or leasing riverfront or overwater properties to obtain public control. The River Trail is universally identified as a source of pride and key focal point for the riverfront and should be enhanced and expanded whenever possible.

Character. Astorians are proud of their "working riverfront" and take pride in the traditional water-dependent uses found there. Residents want to ensure that new developments fit in with the existing character of Astoria, allowing the riverfront to remain authentic and not become too "touristy." This could mean rehabilitating existing structures rather than tearing them down. A number of people favor design review as a tool to shape development. At the same time, private property rights and investments are important to consider.

Balance. Most participants agree that is important to balance a variety of sometimes competing interests in creating and implementing a vision for the riverfront, particularly in terms of balancing development and private property interests with a desire for open space and preservation of views in the area. The draft vision seeks to accomplish this balance in part by assuming that some areas of the riverfront (e.g., the Urban Core and Bridge Vista area) will be characterized by more intensive levels of development, including some overwater development. On the other hand the Civic Greenway and Neighborhood Greenway areas will be characterized by relatively limited over-water development allowing construction of piers, docks, etc., creation of more greenspaces on the land side of the river, and an emphasis on open space and natural resource protection, and preservation of the existing character of these areas.



Astorians expressed their vision for the riverfront

Additional techniques can be used to balance development and open space or view preservation within individual areas (e.g., preservation of view corridors, building height standards and creation of more piers, boardwalks or promenades to ensure visual access to the riverfront in areas that are developed).



Hundreds gathered at community forums

Land Uses. During development of the vision, a concern was raised about allowing new residential development along the riverfront. This concern was associated with the potential effect it could have on the broader community's enjoyment of the river. Individuals who raised this concern did not want the riverfront to become a defacto front yard for condominiums.

Residents want to see the riverfront remain economically viable in terms of its ability to provide jobs and attract visitors. Many people expressed a desire to see the western portion of the riverfront designated for industry and relatively more intensive development, and the riverfront's eastern portion for open spaces and views. Participants also are particularly concerned about further development over the water and its potential impact on visual and physical access to the river for the community at-large.

Downtown. An area of focus should be the connections between downtown and the riverfront. Many people feel there should be a synergy between these two areas and that it can be enhanced by signage and landscaping. Visitors and residents alike should be comfortable going back and forth between the open spaces and beauty of the riverfront and the retail opportunities of downtown. Some people would like to see downtown spaces better utilized before new development takes place on the riverfront.

General Priorities

In responding to the draft Vision Report dated November 2008, Astorians expressed a variety of opinions and concerns, including:

Natural Spaces. Creating a riverfront greenspace in the Civic Greenway area and more intimate public plazas and open spaces in the Urban Core and Bridge Vista areas is most important. Landscaping along river's edge and extending the River Trail to west and east is less important.

Land Use. Design guidelines and changes to building height and massing are the most important potential approaches to implement. Amending the City's zoning to change the uses allowed in certain areas, changing from tourist commercial to another commercial zone, and establishing a parking district are less important. In regards to more specific land use changes, historic guidelines near the Uniontown neighborhood, design guidelines in the Urban Core and extending the River Trail over the water in public rights of way, are relatively high priorities.

Transportation and Other Public

Improvements. Making pedestrian improvements across Highway 30 is the most important of proposed Transportation improvements. Less important are improvements to the River Trail, streetscapes and vehicular circulation. In regards to more specific transportation changes, bicycle and pedestrian improvements on Highway 30 are top priorities. Connecting the railroad trestle to the Alderbrook neighborhood with a bridge at 45th Street, streetscape improvements on Commercial Street and making pedestrian improvements across Highway 30 at 6th, 8th and 16th/17th Streets also are deemed important. Improving the pedestrian crossing at 23rd Street and extending a local street between 29th and 32nd Streets are relatively lower priorities.

VISION PRINCIPLES

The following vision principles were developed through the work of the Astoria Riverfront Vision Steering Committee, insights gathered from stakeholder interviews, and comments from community forums. The principles have been refined through feedback at community open houses and meetings. The vision principles serve as a framework for specific Plan recommendations that follow.

Promote physical and visual access to the river.

- Maintain current areas of open space and create new open space areas
- Provide for public access to the river within private developments
- Retain public ownership of key sites along the riverfront
- Protect viewsheds along the river, including corridors and panoramas from key viewpoints



Access to the river

 Use alternative development forms (e.g., clustered development, narrower, taller profiles, setbacks, stepbacks and gaps in building frontages) to preserve views



The Red Building respects Astoria's historic character

Encourage a mix of uses that supports Astoria's "working waterfront" and the City's economy.

- ◆ Maintain the authentic feel of the riverfront
- Prioritize siting of water-related businesses along the river
- Allow for some residential development along the riverfront, emphasizing smaller-scale work force (moderate income) housing
- Allow for development that supports downtown and other commercial areas
- Limit development in areas with most significant impacts on open space, view or other resources
- Promote uses that provide jobs and support the local economy

Support new development that respects Astoria's historic character.

- Enhance or refine Development Code to achieve vision principles
- Implement design review, design standards or other tools to guide the appearance of new development
- Devote resources to rehabilitating old structures



The River Trail



Astoria's "working waterfront" supports a mix of uses

Protect the health of the river and adjacent natural areas.

- Protect natural areas for wildlife viewing
- Replace invasive plants with native species
- Incorporate natural elements in the design of future public and private improvements

Enhance the River Trail.

- Maintain, repair, extend and enhance the River Trail
- Provide better pedestrian connections between the downtown and the riverfront
- Create amenities such as shelters, lighting and public restrooms in targeted locations
- Ensure adequate parking opportunities along, adjacent to and near the riverfront
- Address safety issues associated with mix of autos, pedestrians, trolley and other activities
- Ensure long-term maintenance of public improvements

VISION (FOUR-AREA CONCEPT)

The Astoria Riverfront Vision recognizes four unique areas along the riverfront based on the existing character and comments received through the planning process. These areas act as a framework for the Astoria Riverfront Vision. They are the Bridge Vista, Urban Core, Civic Greenway and Neighborhood Greenway areas. Each one has a unique character and specific set of goals related to:

Natural Features

- Parks, plazas and open spaces
- Trails and pathways
- Landscaping
- Natural resources

Land Use and Urban Design

- Overwater development
- Upland development; residential development
- Building height, mass and character

Transportation and Other Public Improvements

- ♦ Traffic circulation
- Bicycle and pedestrian connections
- Pedestrian crossings
- Parking

The vision for these areas is described on the following pages. While each area has specific western and eastern edges, these boundaries are meant to be somewhat "soft" or flexible, recognizing that there may be a somewhat gradual transition from one area to the next, rather than a hard or sharply defined edge.



Columbia River viewpoint



Public access constructed as a private/public partnership in conjunction with private development



Riverfront land use