



AGENDA

HISTORIC LANDMARKS COMMISSION

July 10, 2018

6:30 p.m.*

*(*DRC will be meeting at 5:00p.m.—prior to this meeting)*

2nd Floor Council Chambers

1095 Duane Street • Astoria OR 97103

1. CALL TO ORDER

2. ROLL CALL

3. MINUTES

a. Pending receiving transcription of June 25, 2018 meeting

4. PUBLIC HEARINGS

a. Adopting findings of fact from continuation with tentative denial from 6/25/18 meeting for:

New Construction Request (NC18-01) by Craig Riegelneegg, Carleton Hart Architecture for Hollander Hospitality to construct an approximate 29,782 square foot, four story hotel, adjacent to historic structures, at 1 2nd Street (Map T8N R9W Section 7DA, Tax Lots 11800 & 11900; Lots 1, 2, 3, 4, Block 1, McClure; and Map T8N R9W Section 7DB, Tax Lots 1300, 1400, 1501, 1700; Unplatted lots fronting on Block 1, Hinman's Astoria) in the C-3 Zone (General Commercial), Bridge Vista Overlay Zone (BVO), Flood Hazard Overlay (FHO), and CRESO Zone.

5. REPORT OF OFFICERS

6. STAFF UPDATES / STATUS REPORTS

7. PUBLIC COMMENT (Non-Agenda Items)

8. ADJOURNMENT



CITY OF ASTORIA

Founded 1811 • Incorporated 1856

COMMUNITY DEVELOPMENT

MEMORANDUM

DATE: July 5, 2018

TO: HISTORIC LANDMARKS COMMISSION

FROM: NANCY FERBER, CITY PLANNER

SUBJECT: REVISED FINDINGS OF FACT FOR NC18-01

At the June 25, 2018 HLC meeting, the Commission reviewed findings of fact outlining criteria and areas that needed to be addressed for the development at 1 2nd street. HLC moved to tentatively deny the request, and consider revised findings of fact.

Attached is a revised set of findings for denial. The public hearing for the proposal was closed, no additional design documents by the applicant or public comments were allowed for submittal. The deliberation to consider findings was continued to the meeting scheduled July 10, 2018. Commissioners may edit the findings further at the meeting. HLC meets at 6:30pm.

As a separate matter unrelated to this permit request, the next regularly scheduled Historic Landmarks Commission will be July 17 at 5:15pm.

STAFF REPORT AND FINDINGS OF FACT

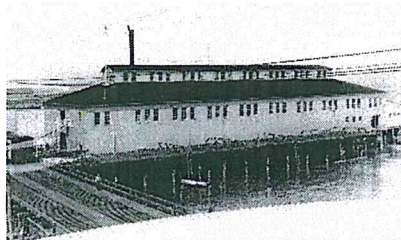
July 5, 2018

TO: HISTORIC LANDMARKS COMMISSION

SUBJECT: NEW CONSTRUCTION REQUEST (NC18-01) BY CRAIG RIEGELNEGG ON BEHALF OF CARLETON HART ARCHITECTURE TO CONSTRUCT A FOUR STORY HOTEL AT 1 2nd STREET

I. BACKGROUND SUMMARY

- A. Applicant: Craig Riegelneegg – Carleton Hart Architecture
830 SW 10th Avenue, #200
Portland OR 97205
- B. Owner: Hollander Properties LLC
Fair Whether LLC
Mark Hollander
119 North Commercial Street # 165
Bellingham WA 98225
- C. Location: 1 2nd Street Tax Lots 11800 & 11900; Lots 1, 2, 3, 4, Block 1, McClure; and Map T8N R9W Section 7DB, Tax Lots 1300, 1400, 1501, 1700; Unplatted lots fronting on Block 1, Hinman's Astoria
- D. Classification: New construction within the Bridge Vista Overlay Zone requiring DRC review, and adjacent to site designated as historic requiring review by HLC
- E. Proposal: To construct a new four story hotel
- F. Zone: C-3 Zone (General Commercial), Bridge Vista Overlay Zone (BVO), Flood Hazard Overlay (FHO), and CRESO Zone



II. BACKGROUND

The subject property is located on the north side of Marine Drive, between vacated 1st street, west of 2nd street, and south of the shoreline. The site is significant for historic review due to the unique structural features that remain of the White Star Cannery, and canneries that were once vital to Astoria's culture and economy.



The property adjacent to the development site was approved by HLC for historic designation as a local landmark (HD15-01) on November 17, 2015.

The buildings at the historic site no longer exist, however the remaining features include the pilings that once supported the docks and buildings, and a boiler from the White Star Cannery as well as ballast rock left by fishing vessels. Few structures such as this remain within the City to represent the fishing industry and working waterfront.



The historically designated site was once the site of several fish processing companies including White Star, Van Camp, Sanborn and New England Fish Company.

The location also lies within the Bridge Visa Overlay zones, one of four areas in the City's Riverfront Vision Plan. The Bridge Vista Overlay zone (BVO) purpose as adopted in the City's Development Code, is to *"implement the land use principles of the Astoria Riverfront Vision Plan...the (BVO) Zone is intended to serve objectives including supporting water-dependent and water-related uses and new uses consistent with Astoria's working waterfront; encouraging design that is compatible with the area's historic and working waterfront character; protecting views of and access to the Columbia River; enhancing open space and landscaping, particularly adjacent to the River Trail; strengthening the pedestrian orientation and gateway characteristics of the area; and allowing for commercial and residential uses that complement the Downtown core and support other planning objectives for the area. The BVO Zone extends from approximately the West Mooring Basin to 2nd Street and between West Marine Drive / Marine Drive and the northern edge of overwater parcels on the Columbia River, as shown in the City's Zoning Map."* The proposal is also under review by the Design Review Committee for adherence to the BVO criteria.

The current site conditions are noted in the photos below as of June 23, 2018

Area:

The proposed location is bounded on the north by the rail banked property (Riverwalk) to east by 2nd street, and on the west by an adjacent privately owned property. The proposed area includes the existing structures that house Stephanie's Cabin Restaurant and the Ship Inn. The area includes platted lots 1,2,3,4, and tax lots 1300, 1400, 1700 and unplatted lots fronting Block 1. Prior to any construction, the applicant shall submit a lot line adjustment permit to the Community Development Department to combine the lots.



Proposed Construction:

This proposal is to construct a four story hotel with covered parking on the ground floor, and rehabilitating the attached Ship Inn structure as a reception area for the hotel. The proposed new building includes a footprint of 12,518 square feet, over multiple platted lots and tax lots. The applicant indicated a potential future renovation of Stephanie's Cabin site, also located on the property, but is not submitting a proposal for design or use of that structure at this time.

The proposed use of the site is not under review by the DRC, or HLC. Motel/Hotels/Bed and Breakfasts and other tourist lodging facilities are outright permitted use in the C-3-General Commercial Zone. Applicable criteria, including design aesthetics, massing, orientation of the building and adherence to the Comprehensive Plan are reviewed in this staff report. The proposal is also under review by the Design Review Committee for the Bridge Vista Overlay Zone. The site lies between historic districts, noted in the applicant's map below.

Multiple versions of plans have been submitted. Final design documents and site plans are dated April 10, 2018 with the addition amended pages for parking and grading.



III. PUBLIC REVIEW AND COMMENT

Public notice was mailed to all property owners within 250 feet of the property pursuant to Section 9.020 on June 1, 2018. A notice of public hearing was published in the *Daily Astorian* on June 18, 2018. Any comments received will be made available at the Historic Landmarks Commission (HLC) meeting. As required per Article 9, on site notice was posted at the site, near 2nd street. The request was tentatively denied at the June 25, 2018 meeting. The public hearing was closed, and the permit was forwarded to July 10, 2018 at 6:30 pm to consider revised findings of fact.



B. Adjacent Neighborhood and Historic Property

The proposed location is bounded on the north by the rail banked property (Riverwalk) to east by 2nd street, and on the west by an adjacent privately owned property. The proposed area includes the existing structures that house Stephanie's Cabin Restaurant and the Ship Inn. The area includes platted lots 1,2,3,4, and tax lots 1300, 1400, 1700 an unplatted lots fronting Block 1. Prior to any construction, the applicant shall submit a lot line adjustment permit to the Community Development Department to combine the lots. The Bond street hillside rises up south from West Marine Drive and provides a stair stepped view of the historic homes in this neighborhood.

Similar to the Holiday Inn hotel review, located further west in Uniontown, this review of new construction is triggered by the adjacent former canneries, some dating back to 1880. Although the structures are no longer there, the site has remained designated as historic due to their major significance to the history of the waterfront fishing industry in Astoria.

The buildings that would have triggered review were destroyed by a fire. The pilings remain that indicate the original location. The White Star Cannery boiler is the main remaining structural feature of the building and seafood processing operations at the site. The ballast rocks are also indicative of former methods used to stabilizable ships until they were loaded with cargo.

The waterfront was once home to over 50 canneries, and Astoria was once headquarters for Bumble Bee Seafood. Only a few structural elements of these sites remain along the waterfront. The pile fields are a key element at the site triggering review for this development because they provide an example of support structures of former fish processing facilities, and are fairly intact.

Most of the existing commercial properties along West Marine Drive are less than four stories high, and are situated on the front property lines. One tall building in

the area is the Columbia House Condominium building which has four stories. Other taller buildings located further west such as the Uniontown Bridge Apartments at 286 West Marine Drive was built as early as 1896 and is the only remaining Finnish boarding house on West Marine Drive. This structure is 3.5 stories high and sits on the front property line.

When the adjacent property was designed for nomination, it had letters of support from the Division of State Lands, who own the submerged lands at the site, as well as the Columbia House Condominium Association. The site is not within an inventoried historic district area, and thus could not automatically be considered a Historic Landmark. Similarly, Josephson's Smoked Salmon Market was never officially inventoried nor designated historic. Background information on Josephson's and the HD 15-01 approval have been included in supplementary documents as reference material.

C. Proposed Structure

Construction at a glance:

Style/Form: Four story rectangular shaped building with a parapet wall. The proposed structure is an addition to the existing Ship Inn, which will be incorporated as a reception area. The building is stepped back on the second and third floors, allowing for additional height.

Roof: The proposed building is 44' 10", with a parapet over the new construction portion, and maintaining the existing mansard sloped roof on Ship Inn. Proposed materials include gray membrane over the new construction and flat portions of Ship Inn, and natural cedar shakes along the existing roofline,

Siding: Samples of proposed exterior wall treatments have been submitted, treatment is a synthetic wood siding with horizontal shiplap, metal panels below guestroom windows, and a metal grate pattern enclosing the parking area.

Door and windows: Entry doors have a storefront glazing, and movable glass wall system. Fiberglass windows with synthetic wood plan soffits, metal flashing, and pressure treated wood furring strips with modular wood framing. Proposed guest doors are glazed fiberglass swing styled

Other Design Elements: synthetic wood plank awnings and cornices

Exterior Lighting: Exterior lighting includes a mix of wall mounted downcast lighting, recessed down lighting under the canopy, parking mounted step lights, 14' parking lot pole lighting, deck lighting and accent lighting for signage (page 37).

Signage: The proposed development includes wall signage on the south elevation and east elevation, and a monument sign. Two wall signs are 57 square feet each, and

one 30 square foot monument sign. Materials shall be submitted with a sign permit and building permit for installation and monument sign reviewed for vision clearance.

Trash and outdoor enclosures: A trash enclosure is proposed on the northwest corner of the property with horizontal synthetic wood plank siding, cast in place steel tube framing and a steel framed locking gate. The proposal also include an enclosure around a transformer, with removable steel bollards.

IV. APPLICABLE REVIEW CRITERIA AND FINDINGS OF FACT

- A. Development Code Section 6.070(A) states that *"No person, corporation, or other entity shall construct a new structure adjacent to or across a public right-of-way from a Historic Landmark as described in Section 6.040, without first obtaining a Certificate of Appropriateness from the Historic Landmarks Commission."*

Finding: The structure is proposed to be located adjacent to structure(s) designated as historic in HD15-01, November 17, 2015. A letter attached, dated January 12, 2018, from City Attorney Blair Henningsgaard confirms review by HLC prior to development is required at the site.

- B. Development Code Section 6.070(B.1) states that "In reviewing the request, the Historic Landmarks Commission shall consider and weigh the following criteria: The design of the proposed structure is compatible with the design of adjacent historic structures considering scale, style, height, architectural detail and materials."

Finding: Due to the number of features and issues to address in this section, some items will be addressed separately.

- a. Scale and height

Finding: There are no historic buildings on the adjacent site that trigger the review, the historic structures of the pilings, ballast rocks, and boiler trigger the



review. However, the former buildings were built out over the water similar to the structures noted in the photo above. These historic buildings

included many combined structures with heights varying from one story to 3.5 stories. The scale of these buildings was large and compatible with the developments at the time. The applicant notes the proposed roof of the hotel helps reduce the overall scale of the building. However, roof lines of the former canneries has low pitched gabled roofs. The flat roof design of the hotel factors more into the height of the structure, not the scale of the building. On page 4 of their applicant materials, the applicant notes a number of working waterfront buildings that have similar simple form as the hotel, but are much smaller in scale, ranging from the 2 story Fisher Brothers building, and single to two story buildings along Marine Drive (nearby structures page 9).

The scale of the structures / site amenities triggering review are less than one story tall. However, it should be noted these items are not buildings, which are more typical in review by the HLC.

The proposed structure is 154' in length, by approximately 67' wide (with a cut in for a loading zone near the Ship Inn site. While a portion of the first floor is dedicated to parking, the main structure, except the Shin Inn renovation, is 4 stories tall.

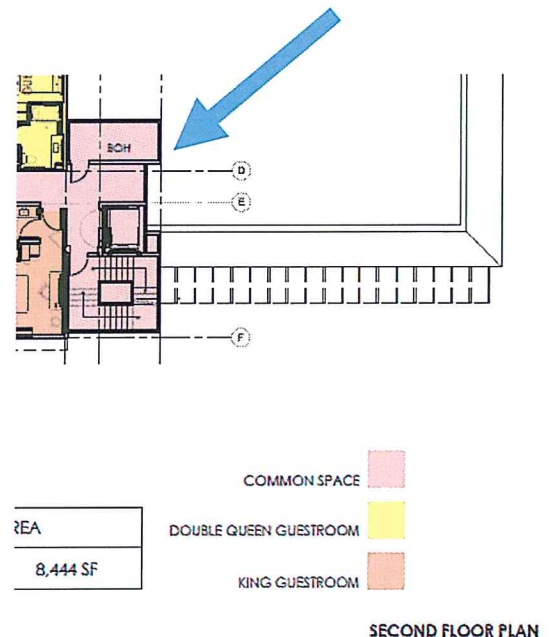
The proposed structure is 44' 10" tall to the parapet. The maximum allowed is 45' with stepbacks.

The height of the stairs, elevators and mechanical penthouses are allowed to be taller than the maximum height (# 3 exceptions to building height).

However, article 3.075 specifically notes "Elevator, stair, and mechanical penthouses, fire towers, skylights, flag poles, aerals, and similar objects." The Development Code also allows

"ornamental and symbolic features not exceeding 200 square feet in floor area including towers, spires, cupolas, belfries, and domes, where such

features are not used for human occupancy. The proposed plans on page 39-41 show elevator, stairs and additional common space in the proposed section of the tower that is above the 45'. The applicant has proposed that the Design Review Committee permit the addition of the area referenced as "BOH" as an ornamental tower element. They have stated there is the possibility of including other mechanical equipment in this area. The Design Review Committee determined the proposed additional area in the tower did not constitute ornamental elements.



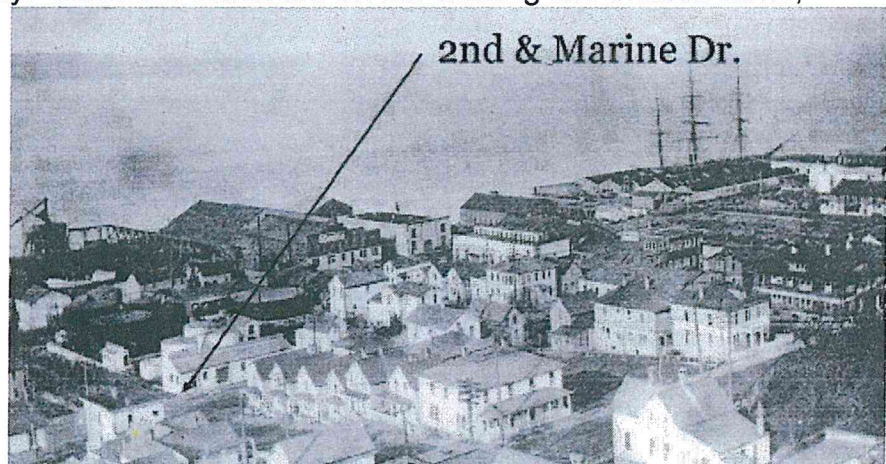
The massing of the building with the height and width would be permitted within the provisions contained in the Bridge Vista Overlay portion of the Development Code. Comparing construction of a new building with the remnants of an overwater cannery is challenging. However, in considering the intent of designating the former site was to preserve the remnants of the cannery, a building which steps backs on its north façade addresses the height of the structure. As previously noted many historic cannery buildings were 3.5 stories; however with no step backs as required per current development code standards. The scale of the main building combined with the large massing on the waterfront is at a much larger scale than the historic structures.

HLC determined the scale of the proposed four story structure did not meet criteria. While the square footage of the proposed development is allowed by the Development Code, the massing of the structure did not meet criteria. HLC noted that additional modulation at the site, or breaking up the massing would be more appropriate and reminiscent of former canneries along the waterfront with similar scale, but appropriate massing.

b. Style, Architectural Details and Materials.

Finding: There are no historic buildings on the adjacent site that trigger this review. Again, the designated landmark includes the former portions of the cannery. Materials which are on the existing site include stone, metal,

wood from the pilings and concrete. The former buildings were waterfront fishing industry buildings that were a



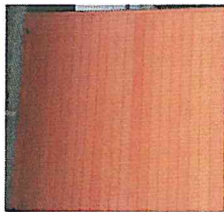
mixture of buildings attached together creating a large expanse of built-up area. The buildings had a mixture of gable and flat roofs in multiple directions (noted to the right).

The proposed building has one large footprint, little modulation in the form, and a flat roof. The applicant notes the style of “waterfront industrial is eclectic.” In Appendix A, it is noted that buildings in “Astoria’s Traditional Industrial Waterfront were vernacular and low-style and always grouped

by function, and often perpendicular to the shoreline.” The proposed building style does not reflect elements of those styles.

The proposed materials are contemporary which succeeds in differentiating new construction from trying to mimic a historic structure. However, the proposed “Resysta” synthetic wood siding has a grainy texture, that close up provides architectural detailing, but from a distance creates a very flat, plain wall treatment. Two colors are proposed for review by the DRC. The applicant has submitted samples of the proposed materials. Additional materials are noted below:

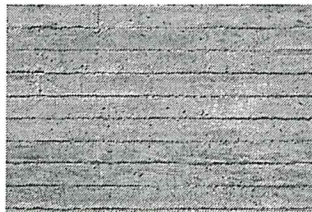
The HLC determined the materials did not meet compatibility. The synthetic siding, and faux rust colored ornamentation do not meet the intent of the code to differentiate between avoiding mimicking historic structures. While contemporary materials are often appropriate for new construction, HLC determined the proposed materials are not appropriate for the site.



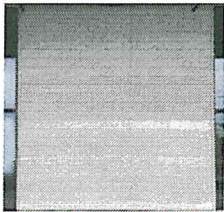
synthetic wood siding - "rust" accent color



cedar shake - Ship Inn exterior wall and mansard roof



horizontal board form concrete



synthetic wood siding - typical body color



cementitious deck coating



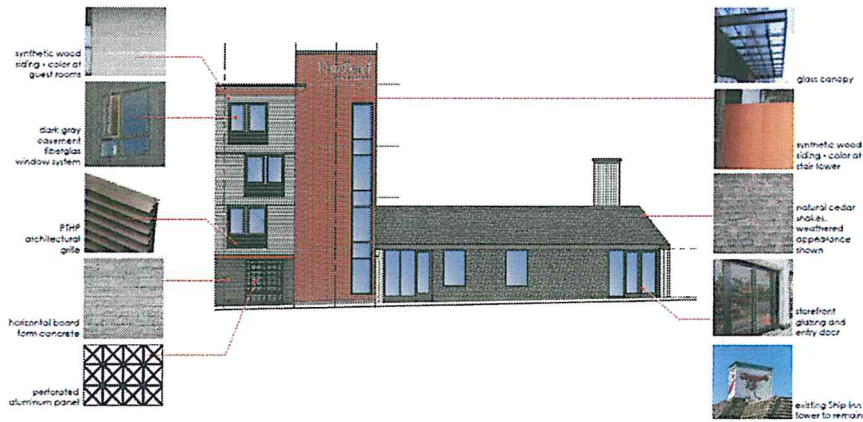
built-up roofing - grey color

The proposed building is a contemporary design, attempting to reflect the waterfront industrial look with the mixture of roofs, appearance of multiple building parts, and use of wood clapboard and metal siding and standing seam metal roof.

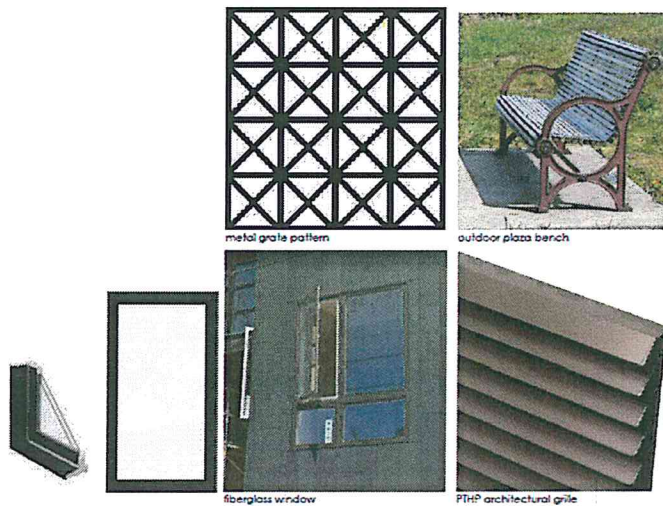
Specific design details about windows, doors, cornices, synthetic wood

awnings, decks, railings, signage and a materials palette are in the applicant's proposal documents from pages 51A to 65. The applicant has provided two designs for the staircase on the west side of the building. The HLC shall determine if the open design noted on page 62, or the alternative screened in enclosed design on page 52 meets criteria in terms of style, architectural detailing and materials.

In weighing the various factors involved concerning Style, Architectural Details and Materials, including the lack of buildings on the historic sites, distance to the other historic buildings in the neighborhood, and distance of the building from the shoreline, the HLC reviewed the proposed style, details and materials.



HLC determined the unscreened staircase was more appropriate, but the overall style, detailing and materials of the proposed development do not meet criteria and are not compatible with the adjacent historic sites/structures.



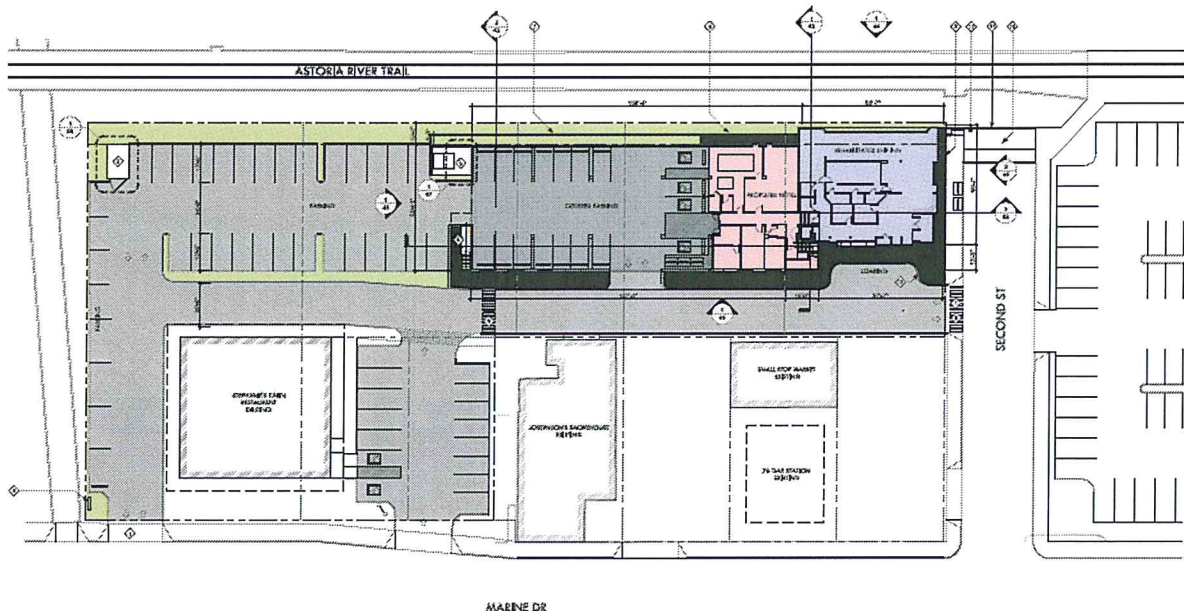
- C. Development Code Section 6.070 (B.2) states that "In reviewing the request, the Historic Landmarks Commission shall consider and weigh the following criteria: **The location and orientation of the new structure on the site is consistent with the typical location and orientation of adjacent structures considering setbacks, distances between structures, location of entrances and similar siting considerations.**"

Finding:

- a. Setbacks, Distance between Structures, and Siting.

The proposed setbacks are under review by DRC for specific Bridge Vista Overlay criteria to maintain minimum and maximum setbacks in the area. The building is proposed on the north end of the site rather than along Marine Drive.

The site under common ownership by the applicant is an L shape and the long portion extends east west along the Columbia River. By reusing the Ship Inn structure, the setbacks for Ship Inn will remain where the existing footprint is. The main portion of the hotel will run parallel to the River.



Similar buildings with large footprints, such as The Astoria Warehousing Inc. buildings are built up to the front property line with larger paved loading areas to the north. The proposed building orientation will take advantage of the River views for guests by locating balconies on the north façade.

The Stephanie's Cabin site is proposed for redevelopment at a future date. Having multiple smaller structures on one site was common with the Industrial Waterfront Development. In other situations larger cannery buildings were located along the waterfront. In comparing the proposed landmark which is not a building there are no comparable setbacks, or other siting elements to set a comparable framework. The Design Review Criteria is reviewing required minimum and maximum setbacks.

The applicant has responded to orientation and location, it was recommend that additional information be provided specifically to siting of the structure and the HLC should review for consistency.

The applicant did not provide additional details for the siting of the structure. The proposed siting was found not to meet criteria for siting and incorporating the proposed renovations to the Ship Inn did not meet the criteria for appropriate setbacks. Commissioners noted the orientation of the building cut off visual access to the riverfront and did not provide the required setbacks.

b. Location of Entrances.

Finding: The existing Ship Inn structure is proposed for renovation to create a main entrance/reception area. No changes to that existing building entrance location are proposed. There is one access point off the east end of the 2nd street Right of Way to the Riverwalk.

The former historic canneries had numerous entrances on various sides of the buildings.

In 'Perspective Rendering 2' on page 48 of the application materials, the applicant shows pedestrians between the building and a curb. It is unclear where there are entrances to the building on the west end of the façade and if the pedestrian path is an improved area for accessing entrances. In comparing the proposed landmark which is not a building there are no comparable locations of entrances to set a comparable framework. Therefore, in consideration of all the various factors in comparison of the applicable landmark, this criteria is met, however the final site plan could change slightly once the DRC reviews the proposal against their standards and criteria.

The DRC did not provide any conditions to change the location of the entrances, the proposal did not meet DRC criteria and was denied.

D. Development Code Articles 2 Zoning

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:

10. Motel, hotel, bed and breakfast, inn, or other tourist lodging facility and associated uses.

2.395. CONDITIONAL USES PERMITTED.

2.400. LOT COVERAGE.

Buildings will not cover more than 90 percent of the lot area.

Finding: The proposed use is an outright permitted use. Conditional uses are not proposed with the development. However, the development spans multiple lots and tax lots. The applicant shall combine the lots, and confirm lot coverage and square footage of landscaped open areas with the total square footage of the updated lot configuration. A lot line adjustment format and recorded deed shall be submitted to the Community Development Department.

2.405. LANDSCAPED OPEN AREA.

A minimum of 10 percent of the total lot area will be maintained as a landscaped open area.

2.410. HEIGHT OF STRUCTURES.

No structure will exceed a height of 45 feet above grade.

Finding: An upgraded landscaping plan to scale, meeting criteria shall be submitted and is noted in the associated Design Review Committee application. The common space noted in the tower above the 45' height limit is not exempt from the maximum height requirements. The applicant shall submit revised plans showing the height has been met.

2.415. OTHER APPLICABLE USE STANDARDS.

1. *Landscaping shall meet the requirements of Sections 3.105 through 3.120.*
2. *When a commercial use in a C-3 Zone abuts a lot in a residential zone, there will be an attractively designed and maintained buffer of at least five (5) feet in width, which can be in the form of hedges, fencing, or walls.*
3. *Outdoor storage areas will be enclosed by appropriate vegetation, fencing, or walls. This requirement does not apply to outdoor retail sales areas.*
4. *Where feasible, joint access points and parking facilities for more than one use should be established. This standard does not apply to multi-family residential developments.*
5. *All uses will comply with access, parking, and loading standards in Article 7.*
6. *Conditional uses will meet the requirements in Article 11.*
7. *Signs will comply with requirements in Article 8.*
8. *All structures will have storm drainage facilities that are channeled into the public storm drainage system or a natural drainage system approved by the City*

Engineer. Developments affecting natural drainage shall be approved by the City Engineer.

9. *Where new development is within 100 feet of a known landslide hazard, a site investigation report will be prepared by a registered geologist. Recommendations contained in the site report will be incorporated into the building plans.*

10. *For uses located within the Astor-East Urban Renewal District, refer to the Urban Renewal Plan for additional standards*

Finding: The site does not abut a lot in the residential zone, (2), the outdoor trash enclosure and transformer have screening (3), joint parking will be applicable if/when Stephanie's Cabin site is redeveloped (4) Parking is addressed in Article 7 later is the report (5), no conditional uses are proposed (6) , a sign permit shall be submitted and conform to requirements outlined in Article 14 (7), storm draining will be reviewed by Public Works, the applicant shall submit a grading and erosion control permit to Public Works (8) The area is more than 100' from a known landslide hazard (9), the site is not within the AEURD (10).

The Community Development Department discussed landscaping requirements with the applicant after the proposal was submitted for review by DRC and HLC. Riverside requirements specific to the BVO were applicable to the north façade, and Land Side standards applied to the rest of the site. An amended landscaping plan would be required to meet the criteria.

Article 3 Additional use and development standards & Article 7 Parking

Finding: The applicant notes a number of applicable sections from Article 3 and Article 7 in the DRC applicant materials. Staff will review applicable sections of these development code sections, including coordinating review by ODOT and Public Works. The Traffic Impact Study is currently under review by ODOT. Should any design changes result from meetings standards such as landscaping and parking, HLC and DRC will be made aware of amendments to the proposal if applicable.

F. Comprehensive Plan

Comprehensive Plan Sections CP.005 to CP.028, CP.067 to CP.068, CP.130 to CP.186, CP.190 to CP.210, CP.240 to CP.255 are applicable to the request. Applicable sections are outlined below:

- A. CP.005-.028 General Plan Philosophy and Policy Statement and Natural Features
CP.010. 2.The City will cooperate to foster a high quality of development through the use of flexible development standards, cluster or open space subdivisions, the

sale or use of public lands, and other techniques. Site design which conforms with the natural topography and protects natural vegetation will be encouraged. Protection of scenic views and vistas will be encouraged.

Finding: The proposed hotel is a permitted use in the zone and addresses the provisions contained in the Bridge Vista Overlay development code provisions. As noted above the existing Ship Inn building overlaps into the view corridor provision applied along the 2nd Street right of way. However, it is an existing structure to be retained as a part of the development.

The HLC determined the protection of scenic views and vistas were not incorporated into the proposed design and the massing at the site did not comply with the Comprehensive Plan.

CP.015. General Land and Water Use Goals.

1. It is the primary goal of the Comprehensive Plan to maintain Astoria's existing character by encouraging a compact urban form, by strengthening the downtown core and waterfront areas, and by protecting the residential and historic character of the City's neighborhoods. It is the intent of the Plan to promote Astoria as the commercial, industrial, tourist, and cultural center of the area.

Finding: The Comprehensive Plan allows for new development, and CP.015 specifically states tourist centers for the area. The proposed development would be considered infill construction providing for a more urban form along current strip commercial corridor.

HLC noted the proposal did not incorporate a design appropriate for the waterfront area, and did not include enough design elements to protect and incorporate the historic character of the neighborhood. The HLC noted the design did not include any elements specific to Astoria, or connecting to the specific architecture of the historic working waterfront.

CP.020. Community Growth - Plan Strategy.

(6) The City encourages historic preservation generally, and the restoration or reuse of existing buildings. However, these structures must be improved in a timely manner.

Finding: The Comprehensive Plan allows for new development, and the Historic Landmarks Commission will be reviewing the proposal. The applicant has incorporated the reuse of an existing building (not designed a historic landmark). However, the DRC shall determine if the adaptive reuse of the Ship Inn site has been done so in a manner that not only meets Article 14 criteria, but is in line with restoration and reuse of existing buildings.

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, stepbacks, and gaps in building frontages) to preserve views.

Finding: The DRC will be reviewing issues related to the River Front Vision Plans. The following was noted in the staff report for DR18-01:

The proposed development addresses the Bridge Vista Overlay portions of the development code which were created to implement the Riverfront Vision Plan.

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.

Finding: The proposed development is not water-related which would be difficult to conduct with the historic designation of the cannery boiler in the river. The Bridge Vista portion of the Riverfront Vision Plan allowed for on-land hotels which would support downtown and other commercial areas. Cottage residential uses and more open space / view sheds were included for the Civic Greenway portion of the waterfront. The Historic Landmarks Commission should determine if the proposal maintains the authentic feel of the riverfront.

The HLC determined the proposal does not maintain an authentic feel of the riverfront based on the scale, massing, height and materials selected.

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. of public improvements.

Finding: The proposal is under review by the HLC; however provisions noted above address Development Code amendments which have already been completed for the Bridge Vista Overlay (which the site is located). .

C. CP.130 to CP.186 Columbia River Estuary Land and Water Use Section

This section, prepared by the Columbia River Estuary Taskforce (CREST), is the basis for managing estuarine resources in Astoria within a regional framework. CREST is a bi-state voluntary planning organization organized in 1974 to develop a coordinated, regional estuary management plan. The City of Astoria has been a member of CREST since its inception, and the City's elected and appointed officials and staff have participated in the process throughout this period. This section of the plan is intended to satisfy the City's obligations under the Oregon Statewide Planning Goals 16, Estuarine Resources and 17, Coastal Shorelands, and the Federal Coastal Zone Management Act. Under these programs, the Columbia River estuary has been designated "development."

Finding: The applicant has not addressed sections related to the Columbia River Estuary Land and Water Use section. Documentation shall be submitted for review by CREST and/or Community Development Department staff to ensure Goals 16 and 17 are met.

D. CP.190 to CP.210 Economic Development

Finding: The proposal includes a new hotel which addresses goals which state the City will strengthen, improve, and diversify the area's economy to increase local employment opportunities through encouragement of private development for visitors to Astoria.

E CP.240 to CP.255 Historic Preservation

CP.250. Historic Preservation Goals.

The City will:

- 1. 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.*
- 2. Identify and encourage the inclusion of as many qualified buildings and structures as possible on the National and/or State Registry of Historical Sites, and maintain a City register under the stewardship of the historic buildings and sites commission*
- 3. Encourage the application of historical considerations in the beautification of Astoria's Columbia River waterfront.*
- 7. Provide appropriate visible recognition of the historical significance of sites, structures, areas (or) elements within the City.*

CP.255. Historic Preservation Policies.

6. *The City will make available to property owners information and technical advice on ways of protecting and restoring historical values of private property.*

7. *The City of Astoria will review land use activities that may affect known archaeological sites. If it is determined that a land use activity may affect the integrity of an archaeological site, the City of Astoria shall consult with the State Historic Preservation Office on appropriate measures to preserve or protect the site and its contents. Indian cairns, graves and other significant archaeological resources uncovered during construction or excavation shall be preserved intact until a plan for their excavation or reinterment has been developed by the State Historic Preservation Office.*

Finding: The HLC should make a determination on these section and it is recommended that the applicant address how the development aligns with the provisions contained in CP.240 to CP.255 . Public notice for the proposed development was sent to SHPO (7), their response regarding archeological sites is often delayed, and will be made available to HLC for review if there are any concerns noted.

The HLC determined the proposal does not comply with the Comprehensive Plan. Commissioners noted the height of the building was not appropriate for the site, the flat facades lacked design detailing and materials were not appropriate. "Preservation, restoration and adaptive use of sites, areas, buildings, structures, appurtenances, places and elements that are indicative of Astoria's historical heritage," is listed as a Preservation Policy. Commissioners noted the proposal does not incorporate the Ship Inn an in appropriate way for adaptive reuse.

V. CONCLUSION AND RECOMMENDATION

In balance, the request does not meet the applicable review criteria. The Historic Landmarks Commission denies the request based on the findings of fact above.