



JACOBS



DRAFT MEMORANDUM 6: LAND USE ALTERNATIVES

ASTORIA UNIONTOWN REBORN MASTER PLAN

Attention Mike Morgan, City of Astoria

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Scott Richman and Brooke Jordan, Jacobs

Date January 21, 2019

Copies to Michael Duncan, ODOT

The purpose of this memorandum is to propose alternative approaches for achieving the land use vision of the Uniontown Reborn Master Plan. The alternative approaches respond to the goals and vision for the project and are designed to work in conjunction with existing zoning regulations in the area. The alternatives will be evaluated against the project evaluation criteria specified in Draft Memorandum #5. Following review by the project advisory committee and input from the public, a preferred alternative will be selected and amendments to the Astoria Development Code will be drafted to implement that alternative.

This memo is organized into three sections:

1. **Overview of Existing Base and Overlay Zones:** This section provides an overview of the existing zoning in the study area for context on the proposed changes and alternatives.
2. **Uniontown Overlay Zone:** This section reviews a proposed new overlay zone to implement the land use vision of the Uniontown Reborn Master Plan. The new overlay zone would require an adjustment to the boundaries of the Bridge Vista Overlay Zone.
3. **Land Use Alternatives:** This section provides a summary of conceptual alternatives for implementing the land use vision through use regulations, setback and landscaping standards, building height standards, off-street parking requirements, and design standards and guidelines. The alternatives are presented in a table so they can be more easily compared against each other and to existing standards of the base zones and Bridge Vista Overlay Zone.

Overview of Existing Base and Overlay Zones

As illustrated in Figure 1, the Uniontown Reborn study area includes a mix of industrial, commercial, and residential zoning districts; however, the plan is primarily focused on the commercial and industrial zones that apply along the West Marine Drive Corridor. The goals and vision for the plan center on improving the West Marine Drive Corridor both as the western gateway to the City of Astoria and the commercial

heart of the Uniontown-Alameda Historic District. The areas outside the corridor were included in the study area for context and evaluation, but no changes are envisioned to these zones, which include the R-3 High Density Residential zone, the Aquatic zones (A-1 through A-4), and the S-1 Marine Industrial zone.

The two zones that apply to properties within the West Marine Drive Corridor are C-3 General Commercial and S-2 General Development Shorelands. The purpose statements of these zones are provided below for context:

C-3 General Commercial. *Primarily for a wide range of commercial businesses, including most of those allowed in other commercial zones. The zone is more appropriate for uses requiring a high degree of accessibility to vehicular traffic, low intensity uses on large tracts of land, most repair services, and small warehousing and wholesaling operations, compared to the C-4 zone*

S-2 General Development Shorelands. *Provide an area where a mixture of industrial, commercial, residential, public and recreational uses can locate. Uses which are water-dependent or water-related and other uses which would benefit from a water-front location are preferred.*

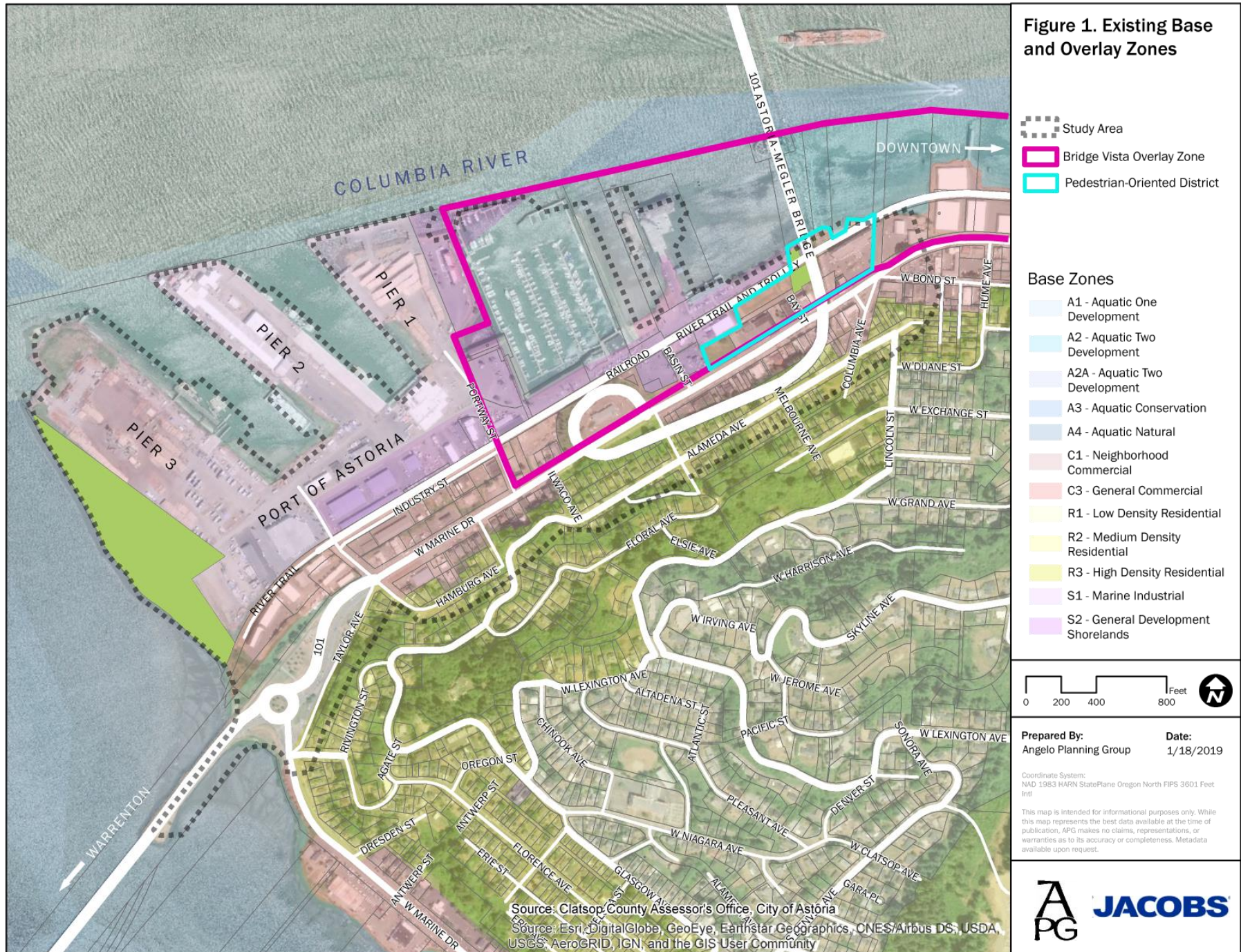
A portion of the Uniontown Reborn study area is also included in the Bridge Vista Overlay Zone (BVO). The BVO implements the land use principles of the Astoria Riverfront Vision Plan, as they pertain to the Bridge Vista Area. The BVO supersedes or modifies the provisions of the C-3 and S-2 zones, including use regulations, development standards, and design standards and guidelines.

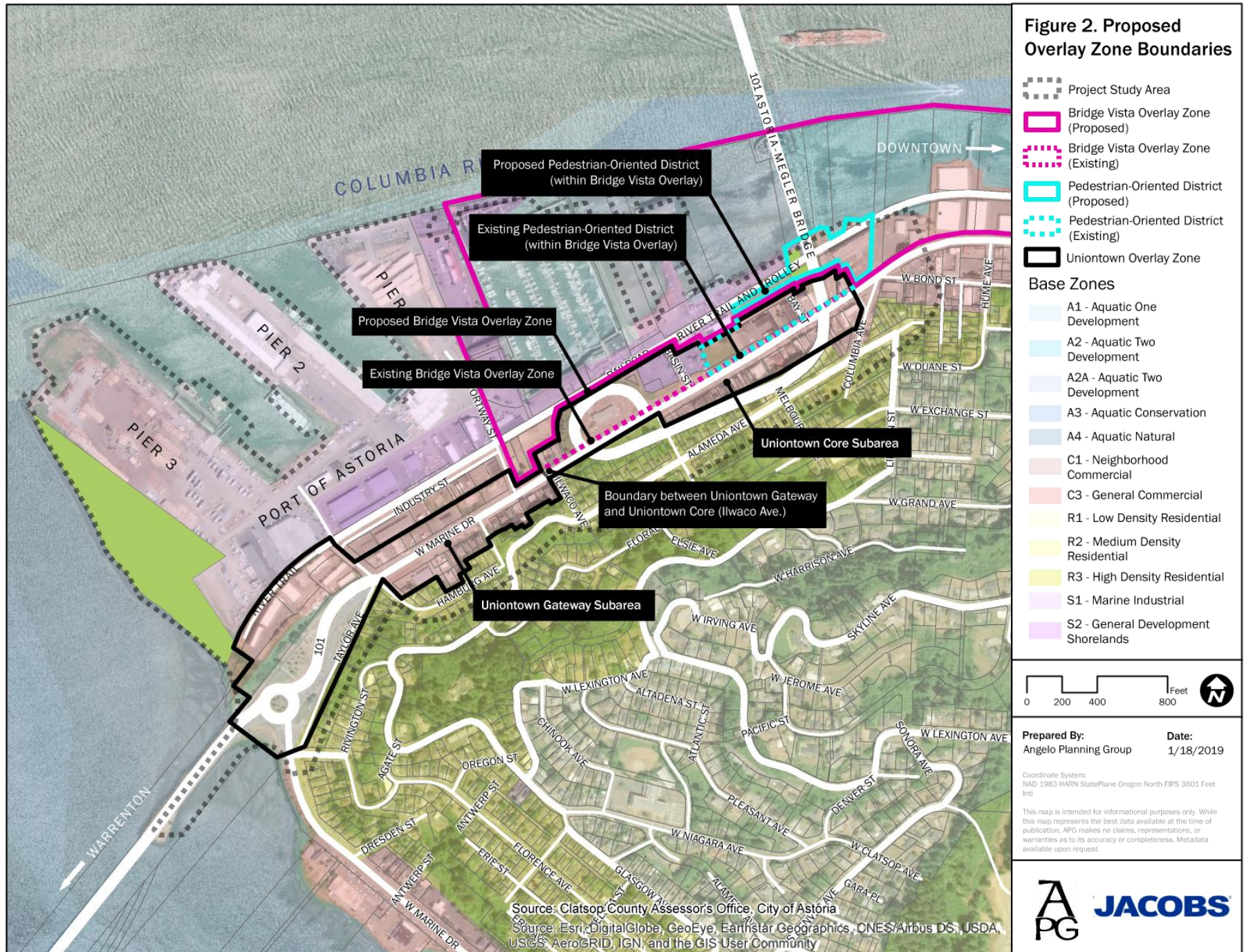
Uniontown Overlay Zone

As illustrated in Figure 2, a new overlay zone is proposed for the West Marine Drive Corridor in order to implement the land use vision of the Uniontown Reborn Master Plan. The overlay zone is intended to apply to most commercial and industrial properties that have street frontage on West Marine Drive between the roundabout at the head of the New Youngs Bay Bridge/Highway 101 to the west and Columbia Avenue to the east. This area covers many of the commercial properties in the Uniontown-Alameda Historic District.

Some properties on the north side of West Marine Drive within the proposed overlay zone are currently included in the BVO. To avoid redundant overlay zones, it is proposed that these properties would be removed from the BVO and included in the Uniontown Overlay Zone. In order to ensure that the land use principles of the Riverfront Vision Plan continue to be implemented on these properties, the applicable provisions of the BVO that apply today will be incorporated or otherwise applied within the new Uniontown Overlay Zone. The land use alternatives presented in this memo are designed to incorporate the BVO provisions where necessary to ensure they continue to be implemented on any properties that are removed from the BVO.

As illustrated in Figure 2, there are two potential subareas within the Uniontown Overlay Zone. The working titles for the subareas are “Uniontown Gateway” and “Uniontown Core”. The subareas reflect the varying existing land uses and development patterns in the West Marine Drive Corridor. To address these conditions, some of the land use alternatives are designed to allow for variations in allowed uses or development standards, where appropriate. The existing conditions and land use vision for each subarea are described below, followed by the proposed land use alternatives.





Uniontown Gateway Subarea



Zoning: C3 – General Commercial and IN - Institutional Zone

Size: Approximately 18 acres

Characteristics: The Uniontown Gateway subarea is predominantly a commercial corridor that benefits from the high traffic volumes and visibility of West Marine Drive. The area is the western gateway to the City of Astoria and functions as an important transition into the more intensely developed areas in the core of the city. Many of the existing commercial uses are automobile-oriented (fuel station, quick lube, drive-through coffee kiosk). There are a few residential properties on the south side of West Marine Drive. Several sites include vacant buildings and several sites are underutilized and may be candidates for redevelopment. Many buildings are set back from the street and many of the sites in this area include substantial paved areas with little to no landscaping. The right-of-way of West Marine Drive in this subarea is relatively wide and vehicle speeds are high, contributing to a relatively uncomfortable pedestrian experience.

Land Use Vision: The Uniontown Reborn Master Plan envisions that this subarea will incrementally transition into a more pedestrian-oriented and walkable form. New buildings or building additions would be placed closer to the street frontage to create a more comfortable and interesting pedestrian experience. Where buildings do not directly front the sidewalk, landscaping or plazas would provide for an attractive street frontage. Parking lots fronting the sidewalk would be discouraged, prohibited, or required to be screened with landscaping. Automobile-oriented uses, which generally detract from the pedestrian experience, would be prohibited or subject to special design standards to ensure they contribute to the walkable character of the area. New developments or redevelopments would respect and strengthen the historic character of the area.

Uniontown Core Subarea



Zoning: C-3 General Commercial and S-2 General Shorelands Development

Size: Approximately 16 acres

Characteristics: The Uniontown Core subarea includes the properties that front West Marine Drive between Portway Street to the west and Columbia Avenue to the east. The area includes two-story historic commercial and residential buildings that are built close to the sidewalk as well as more recently developed single-story commercial buildings with parking fronting the street. When considered as a corridor, this section of West Marine Drive represents the historic core of the Uniontown area, with a traditional development pattern of storefront commercial buildings, many of which embody the historic character that led to the formation of the Uniontown-Alameda Historic District. This existing development pattern is more similar to the pedestrian-oriented form of downtown Astoria than the more auto-oriented segment of West Marine Drive in the Uniontown Gateway subarea.

Land Use Vision: The Uniontown Reborn Master Plan envisions that the traditional urban pattern of the Uniontown Core subarea will be preserved and strengthened as properties are improved and new buildings are added in the area. Building renovations will respect this historic character of the district. New developments or redevelopments, where appropriate, will extend the essential features of this historic character and strengthen the identity of the area as a traditional commercial “Main Street”. These features include buildings that front the street, storefront facades with generous windows, and historically-appropriate architectural elements.

Land Use Alternatives

Alternative strategies for implementing the Uniontown Overlay zone are presented in Table 1 below. Alternatives are presented for five topic areas:

1. Use Regulations
2. Setbacks and Landscaping
3. Building Height and Massing
4. Off-Street Parking
5. Design Guidelines and Standards

For each topic area, Table 1 provides a summary of existing provisions from the base zones and the BVO, presents alternatives for modifying the existing standard to implement the land use vision for the Uniontown area, and describes some conceptual development code standards for each alternative. Some alternatives propose that the standards vary in the two subareas of the Uniontown Overlay Zone and other alternatives propose a uniform standard across the overlay.

The alternatives are discrete and intended to be selected topic-by-topic. For example, selecting Alternative 1 for use regulations does not require selecting Alternative 1 for the other topics. The alternatives are designed to provide options in implementing new standards while being generally consistent with the land use vision for the Uniontown area.

Land Use Alternatives Evaluation

The evaluation of the land use alternatives is presented in Table 2 below. Evaluation criteria used in the table reflects community identified concerns, STAC feedback, input provided by the City of Astoria on impacts of alternatives on livability, development, economic vitality, historic preservation, and neighborhood aesthetics, developed in Technical Memo #2. Evaluation of alternatives was a qualitative process that assessed the extent to which potential alternatives meet the vision for Uniontown.

Each alternative received one of three ratings and used symbols to denote each rating: meets or supports criteria (+), does not relate to criteria (i.e., not applicable) (-), or does not meet criteria (o).

Table 1. Summary of Land Use Alternatives

Existing Standards	Alternatives	Uniontown Gateway Conceptual Standards	Uniontown Core Conceptual Standards
Use Regulations			
<p>C-3 Zone – Summary of Use Regulations: <u>Permitted Uses:</u> Wide variety of commercial uses, multi-family residential, minor repair services. <u>Conditional Uses:</u> Auto sales and service, major repair services, gas station, light manufacturing, warehousing, single-family residential or duplex. Allowed uses are modified by the Bridge Vista Overlay Zone to permit additional uses outright and prohibit some uses.</p> <p>S-2 Zone – Summary of Use Regulations: <u>Permitted Uses:</u> Water-related or water-dependent industrial and commercial uses. <u>Conditional Uses:</u> Most other general commercial and industrial uses (not water-related or water-dependent) Allowed uses are modified by the Bridge Vista Overlay Zone to permit additional uses outright and prohibit some uses.</p>	<p>Alternative 1: Prohibit auto-oriented commercial or industrial uses and allow additional commercial uses outright throughout the Uniontown Overlay.</p>	<p><u>C-3 Zone – Prohibited Uses:</u> The following uses currently permitted in the C-3 zone would be <u>prohibited</u> throughout the overlay zone (consistent with existing regulations for the Pedestrian-Oriented District (POD) within BVO):</p> <ul style="list-style-type: none"> • Animal hospital or kennel. • Auto sales and services. • Commercial or public off-street parking lot. • Conference center. • Construction service establishment. • Drive-through facilities. • Gasoline service stations. • Hospital. • Manufacturing or light industrial without a retail component. • Repair service establishment not allowed as an Outright Use. • Transportation service establishment. • Wholesale trade or warehouse establishment. <p><u>C-3 Zone – Additional Permitted Uses:</u> The following uses allowed as Conditional Uses in the C-3 zone would be <u>permitted outright</u> in the C-3 zone throughout the overlay zone (consistent with existing regulations for POD within BVO):</p> <ul style="list-style-type: none"> • Light manufacturing with a retail component. • Motel, hotel, or bed and breakfast • Residential dwellings above a first-floor commercial use. <p><u>S-2 Zone – Prohibited Uses:</u> The following uses that are permitted in the S-2 zone would be <u>prohibited</u> in the overlay zone (consistent with existing BVO):</p> <ul style="list-style-type: none"> • Fossil fuel and petroleum product terminals. • Auto sales and gas stations. • Wood processing. • Professional and medical offices. • Indoor entertainment. • Hotels/motels. • Conference center. • Residential uses. 	
	<p>Alternative 2: Tailor use regulations to two subareas in the Uniontown Overlay:</p> <ul style="list-style-type: none"> • Prohibit a limited set of industrial uses in the Uniontown Gateway subarea, while continuing to allow some auto-oriented commercial uses. • Apply the same changes to use regulations as Alternative 1 the Uniontown Core subarea. 	<p><u>C-3 Zone – Prohibited Uses:</u> The following uses currently permitted in the C-3 zone would be <u>prohibited</u>:</p> <ul style="list-style-type: none"> • Construction service establishment. • Manufacturing or light industrial without a retail component. • Wholesale trade or warehouse establishment. • Automotive sales. <p><u>C-3 Zone – Additional Permitted Uses:</u> The following uses allowed as Conditional Uses in the C-3 zone would be <u>permitted outright</u>:</p> <ul style="list-style-type: none"> • Light manufacturing with a retail component. • Residential dwellings above a first-floor commercial use. 	<p>Apply the same modifications to use regulations as Alternative 1, but limited to the Uniontown Core subarea.</p>

Existing Standards	Alternatives	Uniontown Gateway Conceptual Standards	Uniontown Core Conceptual Standards
Setbacks and Landscaping			
<p>C-3 Zone: No minimum or maximum setback Minimum landscaping: 10% of lot area Maximum lot coverage: 90% of lot area</p> <p>S-2 Zone No minimum or maximum setback No minimum landscaping requirements</p> <p>Bridge Vista Overlay Zone: Minimum view corridor of 70 feet along north-south rights-of-way between West Marine Drive and Columbia river. Minimum setback of 10 feet from River Trail, setback area must be landscaped or provide pedestrian amenities.</p>	<p>Alternative 1: Establish a maximum setback and no minimum landscaping throughout the Uniontown Overlay.</p>	<ul style="list-style-type: none"> Establish a maximum setback of 5 feet, with exceptions for certain situations, including presence of an easement or utilities or the creation of a pedestrian plaza or wider walkway. Do not require a minimum landscaped area or a maximum lot coverage. Continue to require that parking lots be landscaped according to Section 7.170 and Section 3.105 through 3.120. Require the same setback for view corridors and River Trail required by the BVO, where applicable. Applies only to properties in the Uniontown Core subarea with frontage on River Trail and/or north-south streets. 	
	<p>Alternative 2: Tailor setback and landscaping requirements to two subareas in the Uniontown Overlay.</p> <ul style="list-style-type: none"> Provide flexibility in the Uniontown Gateway subarea while requiring attractive street frontages and landscaping. Require a maximum setback and no minimum landscaping in the Uniontown Core subarea. 	<ul style="list-style-type: none"> No maximum or minimum setback. Parking lots may not be located between the building and the street (must be to the side or rear). Where buildings are set back from the street more than 5 feet, a landscape strip or pedestrian plaza must be provided between building and street. Continue to require at least 10% of lot area to be landscaped. Establish minimum planting requirements to require minimum areas of live ground cover and minimum density of trees and/or shrubs in landscaped area. 	<ul style="list-style-type: none"> Establish a maximum setback of 5 feet, with exceptions for certain situations, including presence of an easement or utilities or the creation of a pedestrian plaza or wider walkway. Do not require a minimum landscaped area or a maximum lot coverage. Continue to require parking lots be landscaped according to Section 7.170 and Section 3.105 through 3.120. Require the same setback and landscaping requirements for view corridors and from the River Trail as required by the BVO, where applicable.
Building Height and Massing			
<p>C-3 Zone: Maximum height of 35 feet</p> <p>S-2 Zone: Maximum height of 45 feet</p> <p>Bridge Vista Overlay Zone: Maximum height of 35 feet, except up to 45 feet when stories above 24 feet are stepped back 10 feet.</p>	<p>Alternative 1: Allow a maximum height of 45 feet throughout the Uniontown Overlay.</p>	<p>Maximum height of 45 feet (no stepback required).</p>	
	<p>Alternative 2: Allow a maximum height of 45 feet, but require stepbacks, throughout the Uniontown Overlay.</p>	<ul style="list-style-type: none"> Maximum height of 35 feet without a stepback. Maximum height of 45 feet when stories above 24 feet are stepped back 10 feet (consistent with existing BVO). 	
	<p>Alternative 3: Allow a maximum height of 35 feet, but require stepbacks, throughout the Uniontown Overlay.</p>	<ul style="list-style-type: none"> Maximum height of 35 feet and stories above first floor (or 15 feet, whichever is less) are required to step back 10 feet. 	
Off-Street Parking			
<p>C-3 and S-2 Zone: Citywide requirements apply, as found in Article 7.</p> <p>Bridge Vista Overlay Zone: Reductions and exemptions from minimum parking requirements allowed in the Pedestrian-Oriented District.</p>	<p>Alternative 1: Allow reductions and exemptions to parking requirements throughout the Uniontown Overlay.</p>	<ul style="list-style-type: none"> Minimum parking space requirements may be reduced by 50% for uses with less than 5,000 square feet of gross floor area. Exemptions from minimum parking space requirements permitted under the following conditions: <ul style="list-style-type: none"> Existing buildings that cover the maximum allowable area of the site. Building expansions of 10% or less. 	
	<p>Alternative 2: Allow reductions and exemptions to parking requirements only in the Uniontown Core subarea.</p>	<p>No reductions or exemptions.</p>	<ul style="list-style-type: none"> Minimum parking space requirements may be reduced by 50% for uses with less than 5,000 square feet of gross floor area.

Existing Standards	Alternatives	Uniontown Gateway Conceptual Standards	Uniontown Core Conceptual Standards
			<ul style="list-style-type: none"> • Exemptions from minimum parking space requirements permitted under the following conditions: <ul style="list-style-type: none"> ○ Existing buildings that cover the maximum area of the site allowable. ○ Building expansions of 10% or less.
Design Guidelines and Standards			
<p>C-3 and S-2 Zone: No specific guidelines or standards.</p> <p>Bridge Vista Overlay Zone: The BVO requires compliance with a set of design standards and guidelines, administered through a design review process. The design standards and guidelines cover the following topics:</p> <ul style="list-style-type: none"> • Building Form and Style • Roof Form and Materials • Doors • Windows • Siding and Wall Treatment • Awnings • Lighting • Signs 	<p>Apply a set of design standards and guidelines that will ensure developments respect the historic character and contribute to the identity of the Uniontown area.</p>	<ul style="list-style-type: none"> • The design standards and guidelines would be applied uniformly throughout the Uniontown Overlay Zone. • The standards and guidelines would apply to all new construction and major renovations (defined as construction valued at more than 25% of the assessed value of existing structure). • The standards and guidelines would be modeled on the standards and guidelines of the Bridge Vista Overlay Zone but would be modified to be appropriate for any uses that are permitted in the Uniontown Overlay Zone. The standards and guidelines may also be modified to address features or conditions that are unique to the Uniontown area, as appropriate. • The specific standards and guidelines will be drafted as part of Draft Memorandum #7 (Preferred Land Use Alternative) and Draft Memorandum #8 (Implementation Measures). 	

Table 2. Land Use Alternatives Evaluation

Astoria Uniontown Reborn Master Plan Draft - Land Use and Economic Development									
Alternative	Use Regulations		Setbacks and Landscaping		Building Height and Massing		Off-Street Parking		Design Guideline and Standards
Evaluation Criteria	Alternative 1: Prohibit auto-oriented commercial or industrial uses and allow additional commercial uses outright throughout the Uniontown Overlay.	Alternative 2: Tailor use regulations to two subareas in the Uniontown Overlay	Alternative 1: Establish a maximum setback and no minimum landscaping throughout the Uniontown Overlay.	Alternative 2: Tailor setback and landscaping requirements to two subareas in the Uniontown Overlay.	Alternative 1: Allow a maximum height of 45 feet throughout the Uniontown Overlay.	Alternative 2: Allow a maximum height of 45 feet, but require stepbacks, throughout the Uniontown Overlay.	Alternative 1: Allow reductions and exemptions to parking requirements throughout the Uniontown Overlay.	Alternative 2: Allow reductions and exemptions to parking requirements only in the Uniontown Core subarea.	Apply a set of design standards and guidelines that will ensure developments respect the historic character and contribute to the identity of the Uniontown
Improves existing landscaping standards to reflect community vision for the neighborhood	○	○	-	+	○	○	○	○	○
Supports sustainable landscaping design and implementation (i.e. preserving/increasing tree canopy, improving storm water management)	○	○	-	+	○	○	○	○	○
Encourages development types that promote a cohesive neighborhood fabric	+	+	○	+	○	○	+	+	+
Leverages the asset of the river, views of, and connection to the river to future development	○	○	○	○	-	+	○	○	○
Reduces burden of parking minimums for new development	○	○	○	○	○	○	+	+	○
Leverages current and potential off-street parking in Uniontown	○	○	○	○	○	○	+	+	○

Astoria Uniontown Reborn Master Plan Draft - Land Use and Economic Development									
Alternative	Use Regulations		Setbacks and Landscaping		Building Height and Massing		Off-Street Parking		Design Guideline and Standards
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Preserves historic character of Uniontown	-	+	○	○	○	-	○	○	+
Emphasizes Astoria's historic character by connecting people to tourism-related and retail businesses	+	+	○	○	○	○	○	○	+
Addresses the changing economic landscape by supporting new investment/employment opportunities	-	+	○	○	+	-	+	+	○
Emphasizes Uniontown's capability for light manufacturing and other resilient industry sectors	-	+	○	○	+	-	○	○	○
Allows or promotes feasible development types	-	+	+	-	+	-	+	+	-
Development reflects market conditions/constraints	+	+	+	+	+	-	+	+	○

**Astoria Uniontown Reborn Master Plan
Draft - Land Use and Economic Development**

Alternative	Use Regulations		Setbacks and Landscaping		Building Height and Massing		Off-Street Parking		Design Guideline and Standards
	Alternative 1: Prohibit auto-oriented commercial or industrial uses and allow additional commercial uses outright throughout the Uniontown Overlay.	Alternative 2: Tailor use regulations to two subareas in the Uniontown Overlay	Alternative 1: Establish a maximum setback and no minimum landscaping throughout the Uniontown Overlay.	Alternative 2: Tailor setback and landscaping requirements to two subareas in the Uniontown Overlay.	Alternative 1: Allow a maximum height of 45 feet throughout the Uniontown Overlay.	Alternative 2: Allow a maximum height of 45 feet, but require stepbacks, throughout the Uniontown Overlay.	Alternative 1: Allow reductions and exemptions to parking requirements throughout the Uniontown Overlay.	Alternative 2: Allow reductions and exemptions to parking requirements only in the Uniontown Core subarea.	
Evaluation Criteria									Apply a set of design standards and guidelines that will ensure developments respect the historic character and contribute to the identity of the Uniontown
Incentivizes opportunities for increases affordable housing or overall supply of housing that are appropriate for prevailing wages	○	○	○	○	○	○	+	+	○
New and proposed housing development are compatible with adjacent neighborhoods and with current neighborhood uses	○	+	○	○	○	○	○	○	+
Promotes the envisioned neighborhood character (i.e. setbacks, building heights, landscaping) and allows for feasible development	-	+	-	+	-	+	+	+	+
Allows for repurposing of existing buildings to fill market gap	+	+	○	○	○	○	○	○	○
Commercial development includes affordable housing	+	+	○	○	○	○	○	○	○

Symbol Key		
+	Meets Criteria	
-	Does Not Meet Criteria	
○	Not Applicable	