
Subject **Draft Memorandum #1: Plan Assessment**

Attention Mike Morgan, City of Astoria

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Date April 26, 2018

Copies to David Helton, ODOT

Purpose and Overview

The purpose of this memorandum is to summarize key aspects of currently adopted plans, related documents, ongoing projects, and previous planning efforts that will inform the development of the Astoria Uniontown Reborn Master Plan (“Uniontown Reborn”). The memorandum is organized around each of the key documents that were reviewed:

- Astoria Comprehensive Plan
- Astoria Development Code
- Advance Astoria: Economic Development Strategy (2017)
- Astoria Affordable Housing Study (2015)
- Astoria Transportation System Plan (2013)
- Astoria Port/Uniontown Transportation Refinement Plan (2006)
- Trails Master Plan (2013)
- Sunset Empire Transportation District Long-Range Comprehensive Transportation Plan (2016)
- Astoria Historic Preservation Plan (2008)
- Rehab Astoria Right (2013)
- Astoria Buildable Lands Inventory (2011)
- Astoria Riverfront Vision Plan (2009)
- Astor-West Urban Renewal Plan (2002)
- Astor West Urban Renewal District Storefront Improvement Program (2016)
- Astoria Gateway Area Transportation and Growth Management Plan (1999)
- Astoria Gateway Master Plan (1997)

An inventory of documents, data, and other information is detailed in the Background Information Memorandum, which is included as an attachment to this memorandum (see Attachment A). A brief review of each document and an assessment of its relevance to the Uniontown Reborn plan is included below.

Astoria Comprehensive Plan

The City of Astoria Comprehensive Plan, originally adopted in October 1979 and amended as recently as July 2016, provides policies and implementation recommendations related to long-term development and growth management of the city. These policies and strategies are organized into plan elements according to goals. As an acknowledged plan, these goals, policies, and recommendations have been found to be consistent with County and State land use planning goals and policies. Plan elements include:

- Land and Water Use
- Columbia River Estuary Land and Water Use
- General Development
- Urban Growth
- Economy
- Housing
- Historic Preservation
- Parks, Recreation, and Open Space
- Transportation
- Air, Water, and Land Quality
- Geological and Flood Hazards
- Energy Conservation
- Forest and Natural Resources
- Procedures and Participation

The following policies are relevant to and may inform the development of the Uniontown Reborn Plan.

General Development Policies (CP.010 - CP.028)

General Land and Water Use Goals (CP.010 - CP.028), Policy 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.

This policy emphasizes the primacy of retaining and enhancing the existing historic character of the City's neighborhoods and waterfront areas to the City's overall development goals. This is a central goal of the Uniontown Reborn plan.

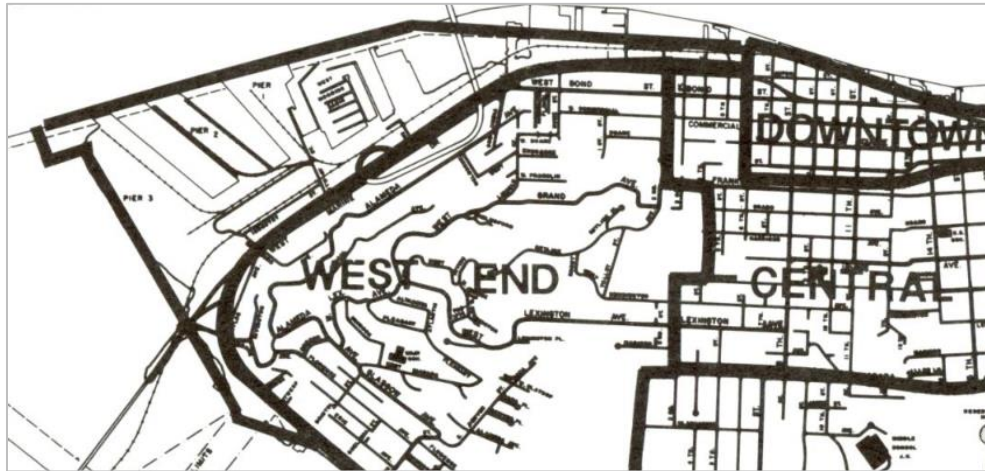
Area Descriptions & Policies (CP.030 - CP.105)

These sections of the Comprehensive Plan establish special areas or districts within the City and outline policies to guide development in that area. Three areas are relevant to the current plan:

West End Area Policies (CP.035). As shown in Figure 1, the West End area encompasses the residential areas in the hills to the south and upland of the study area. A portion of the study area overlays the West End area, between Alameda Avenue and Marine Drive on the north side of the area. Policies associated with the West End generally emphasize preserving the quiet residential character of the area, consideration of landslide hazards and

stormwater management due to steep slopes, and stable residential zoning. There may be opportunities to enhance connections between the West End and the Uniontown area. Additionally, the plan will need to consider any impacts of commercial or industrial land uses on this adjacent residential neighborhood.

Figure 1: General Land Use Areas (Comprehensive Plan)



Port-Uniontown Overlay Area (CP.037). This overlay area coincides with the boundaries of the Uniontown Reborn study area. The overlay was adopted to implement the Port-Uniontown Transportation Refinement Plan (2006) (“Refinement Plan”). The policies associated with the overlay area generally call for the City to implement the recommendations of the Port-Uniontown Transportation Refinement Plan.

- Policy 1 in this section defines six policies that relate to desired outcomes for development and improvement in the area. The Uniontown Reborn plan may consider incorporating and amending this overall policy framework.
- Policies 2-5 in this section are directives for City-led implementation of the plan. The status of these implementation steps and relevance to the current plan are reviewed in the section below that addresses the Refinement Plan.

This section of the Comprehensive Plan should be updated, or completely replaced, as part of the implementation of Uniontown Reborn in order to clarify the goals and policies that apply to this area.

Astoria Riverfront Vision Overlay Area Policies (CP.068). This section implements the Astoria Riverfront Vision Plan (2009) (“Riverfront Vision Plan”). The Riverfront Vision Plan was developed to address a series of land use, transportation, and scenic, natural, and historic resource issues along the Columbia riverfront in the City. The plan integrated four subareas: Bridge Vista Area, Urban Core Area, Civic Greenway Area, and Neighborhood Greenway Area. The Bridge Vista Area overlaps the study area for the Uniontown Reborn plan; a more detailed assessment of this area is provided in the section on the Riverfront Plan below. Additionally, the Uniontown Reborn plan should consider how the goals and objectives of the plan relate to the overall goals and objectives of the Riverfront Vision Plan, as defined by the policies in this section of the Comprehensive Plan.

Additional Goals and Policies

The following additional goals and policies of the Comprehensive Plan are relevant to Uniontown Reborn:

Urban Growth (CP.110 - CP.125). This chapter summarizes the findings of the City’s Buildable Lands Inventory (BLI) and defines associated growth management policies. A review of the City’s BLI is provided in the relevant section below.

Aquatic and Shoreland (CP.130 - CP.186). This chapter demonstrates conformance with Statewide Planning Goals 16 (Estuarine Shorelands) and 17 (Coastal Shorelands). A substantial portion of the study area, primarily within the Port of Astoria, is designated for aquatic or shorelands uses and development. Significant changes to land uses in these areas is not envisioned as part of the Uniontown Reborn plan; however, any proposed changes will need to continue to conform to the requirements established by this section of the Comprehensive Plan.

Economic Element (CP.190 - CP. 210). This chapter describes the economic conditions and trends affecting the City and defines policies and goals to guide economic development. Astoria is an evolving economy experiencing a gradual shift away from natural resource-based industries to trade, tourism, and other industries. Large institutions in the City provide a base of professional-level jobs. The policies in this section generally emphasize strengthening the economy through diversification; support for downtown Astoria, historic preservation and placemaking; and continual evaluation of land dedicated for water-dependent development.

Historic Preservation (CP.240 - CP.255). This chapter establishes goals and policies for historic preservation. The Uniontown Reborn study area includes the Uniontown-Alameda National Historic District.

Parks, Recreation & Open Space (CP.260 - CP.275). This chapter emphasizes the importance of access to the river and the River Trail as a recreational amenity for the entire City. More information on the River Trail is provided in the section on the Trails Master Plan (2013) below. This chapter includes a specific reference to public access to the river within the Port of Astoria; the Uniontown Reborn plan may consider how proposed improvements will impact this policy objective.

Policy 15. The City will cooperate with the Port of Astoria to provide public access in the Port Docks area consistent with security considerations. Efforts should be made to maintain vehicle access to the ships docked along Pier 2. A fishing access area should be provided on the breakwater of the mooring basin when it has been completed.

Transportation (CP.345 - CP.370). This chapter establishes a policy framework for transportation in the City. This policy framework was updated as part of implementation of the Transportation System Plan in 2014. More information on the policies and projects of the Transportation System Plan is presented in the section below.

Astoria Development Code

The City of Astoria Development Code implements the Comprehensive Plan by promoting land uses and development forms that are consistent with overall city goals and policies. The Uniontown Reborn plan will include an in-depth evaluation of zoning, development, and design standards as part of the existing conditions analysis. The plan will also ensure consistency with the Transportation Planning Rule and Goal 12 of the statewide planning goals, as noted in the summary review of state plans and regulatory documents. For the purposes of this memo, key Articles of the Development Code that will be relevant to the current plan are highlighted below:

- Article 2: Zoning. This article defines zoning designations, permitted and conditional uses, and basic development standards such as setbacks, height, and lot coverage. Zones that are located within the Uniontown Reborn study area are depicted in Figure 2 and the general purpose of each zone is summarized in Table 1.
- Article 3: Additional Use and Development Standards. This article establishes additional development standards, including transportation, access and circulation, and landscaping. The article also addresses

regulations concerning special uses. The Uniontown Reborn plan will need to consider the relationship of existing development and design standards to any proposed design standards or guidelines.

- **Article 4: Columbia River Estuary and Shoreland Regional Standards.** This article establishes special regulations for development in aquatic areas and shorelands. These standards apply to properties in the Port of Astoria and the S1, S2, A1, and A2A zones. Revisions to these standards are not anticipated as part of the current planning effort; however, they do impact the types of uses and development that can occur in these zones.
- **Article 6: Historic Properties.** This article defines regulations and protections that apply to Historic Landmarks in the City. Properties in the Uniontown-Alameda Historic District that are designated as “primary” or “secondary” contributing structures are considered historic landmarks and are subject to these regulations. Exterior alteration, demolition, or moving of these structures—or new development adjacent to the structure—is subject to review by the Historic Landmarks Commission.
- **Article 14: Miscellaneous Overlay Zones:** The Bridge Vista Overlay Zone covers a portion of the Uniontown Reborn Study Area. The overlay zone establishes design guidelines and standards for new development in the area. The current plan will need to consider the relation of any new proposed designs standards or guidelines to these existing requirements.

Figure 2: Study Area Zoning

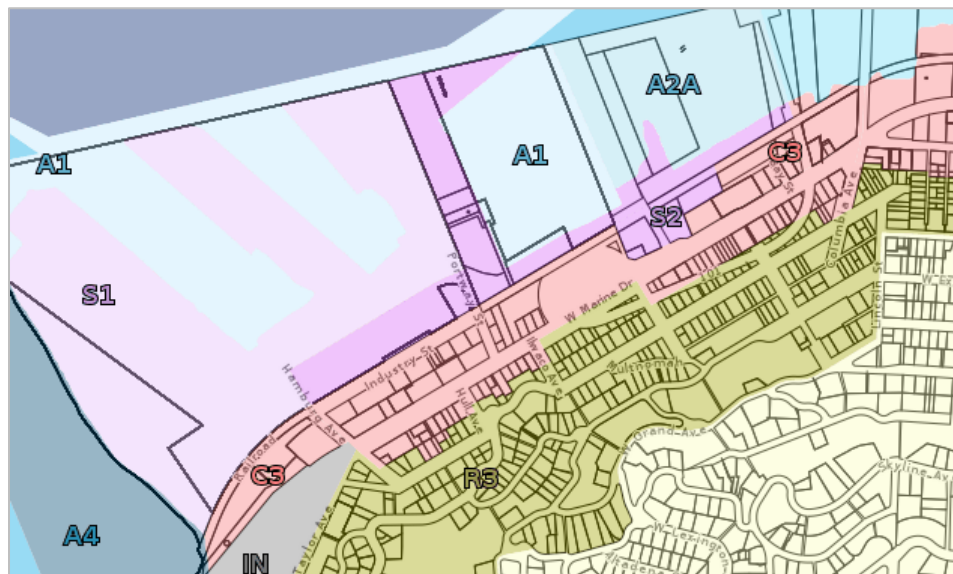


Table 1: Purpose Statements of Study Area Zones

Zone	Purpose Statement
A-1: Aquatic One Development	The purpose of the Aquatic One Development Zone (A-1) is to provide for the maintenance, enhancement and expansion of areas, activities and structures needed for navigation and for water-dependent industrial, commercial and recreational uses
A-2A: Aquatic Two-A Development	The purpose of the Aquatic Two-A Development Zone is to provide for its redevelopment as a mixed-use area while permitting exclusive office use on piling supported structures. The mix of uses shall provide for public access where feasible.
S-1: Marine Industrial Shorelands	The purpose of the Marine Industrial Shorelands Zone is to manage shorelands in urban and urbanizable areas especially suited for water-dependent uses and

	to protect these shorelands for water-dependent industrial, commercial and recreational use. The Marine Industrial Shorelands Zone includes areas with special suitability for water-dependent development.
S-2: General Development Shorelands	The purpose of the S-2 Zone is to 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.
C-3: General Commercial	This zone is primarily for a wide range of commercial businesses, including most of those allowed in other commercial zones. Compared to the C-4 Zone, the C-3 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. Unlike the C-4 Zone, there are maximum lot coverage, landscaping, and off street parking requirements for all uses.
IN: Institutional	This zone is intended to facilitate uses such as parks, public works, schools, museums, open space, and similar activities on property which is presently committed to such uses.
R-3: High Density Residential	The purpose of the R-3 Zone is to provide an area for high density residential development not exceeding an average density of 26 units per net acre, accessory uses, and certain public uses.

Advance Astoria: Economic Development Strategy (2017)

Advance Astoria is a 5-year economic development strategy for the City. The strategy is rooted in a community vision for Astoria’s future economy:

Astoria is the North Coast center for economic development and international commerce and seeks to be the sustainable leader to support family wage jobs, entrepreneurs, and private investment. Astoria will work with its partners to grow 200 high wage jobs by 2021 and expand economic opportunities and prosperity for all Astorians.

The strategy reviews global, national, and local trends that are affecting Astoria’s economy, including the slowing of the Chinese economy, continued decline or resource-based industries, a strong “meds and eds” cluster in the City, and the need for new industries to support growth. The strategy notes that land supply for economic development is sufficient; however, select rezoning may be needed to accommodate particular uses.

The following actions identified in the plan are generally relevant to the Uniontown Reborn project:

- Action 4.1: Zoning Flexibility. Continue to provide flexibility in the interpretation and application of zoning requirements to encourage adaptive reuse and compatible commercial / industrial development
- Action 4.4: Shovel-Ready Certification. Develop a "Shovel-Ready" certification to focus interest and resources on key industrial and commercial development sites in Astoria. The Port Cargo Yard is identified as one potential site.
- Action 5.1: Neighborhood Centers. Continue to build on retail and service provision in Astoria's Uniontown and South Slope neighborhoods
- Action 5.3: Façade Improvement. Expand Astoria’s “extreme makeover” matching grant program for continued façade improvement in Astoria’s commercial centers

- Action 10.1: Maritime Expansion. Identify zoning and infrastructure-related challenges to the expansion of maritime and supporting uses on appropriate lands in Astoria

In addition to general economic development strategies, the plan outlines strategies to specifically support certain industry clusters (or “batches” as they are referred to in the plan). These batches are Craft Beverage & Fermentation; Education, Medicine & R&D; Maritime; Microenterprise; and Seafood Processing. Several specific uses or developments are identified that would support these industry batches. There may be an opportunity to explore potential sites for these uses in the Uniontown Reborn study area or to revise permitted land uses to support the following types of development. Identification of specific development potential and potential development code amendments should ensure local requirements such as access management, coordinated land use review procedures, and transportation facility standards and requirements are consistent with TPR requirements.

- Action 1.3: Seasonal Co-Housing. Explore the feasibility of private sector co-housing programs and other extended stay lodging options for seasonal or specialty workers in resource and related industries.
- Action 7.4: Commercial Kitchen. Facilitate a partnership to assess the feasibility of finding or developing a shared commercial kitchen for local value-added producers.
- Action 8.2: Lease this Brewery. Support a shared-equipment incubator concept or “lease this brewery” model to support the creation and growth of new craft beverage establishments
- Action 11.3: Astoria Co-Working Space. Support the creation of a co-working space in Astoria that allows employees and entrepreneurs to grow and work untethered.

Astoria Affordable Housing Study (2015)

The purpose of the Astoria Affordable Housing Study (2015) was to develop a broad picture of the state of affordable housing in the City, and to help identify and analyze existing and projected affordable housing needs through analysis of Census data, local and regional data, including market data from local realtors and property managers, and interviews with a broad spectrum of other stakeholders.

The data analyzed in the study and input from the community indicate that affordable housing at a range of price levels is a pressing need in the City. The following conclusions are recommendations of the study may inform the Uniontown Reborn plan:

- The perceived shortage of housing options is real and persistent, particularly for people with lower incomes.
- New development of market rate housing is economically viable in many areas of the City.
- The City’s Buildable Land Inventory (BLI) may need to be revisited, as the study showed a surplus of land available for housing, but market factors indicate otherwise.

Given this context, the Uniontown Reborn plan could consider the role of the study area in meeting Citywide housing needs and the potential role for housing in meeting the goals and objectives of the plan. Much of the study area is designated for commercial and industrial development; however, there may be opportunities for specific types of residential development—particularly vertical mixed use—that would contribute to local housing needs and to the economic revitalization of the area.

Astoria Transportation System Plan (2013)

The Astoria Transportation System Plan (TSP) provides a long-term guide for City transportation investments by incorporating the vision of the community into an equitable and efficient transportation system. The plan evaluates the current transportation system and outlines policies and projects that are important to protecting and enhancing the quality of life in Astoria through the next 20 years. The TSP represents a collection of past and current ideas, incorporating projects, decisions and standards from past plans into a single document.

Three elements of the TSP are directly relevant to the Uniontown Reborn plan: goals and policies, planned improvements, and street designs standards.

Goals and Policies

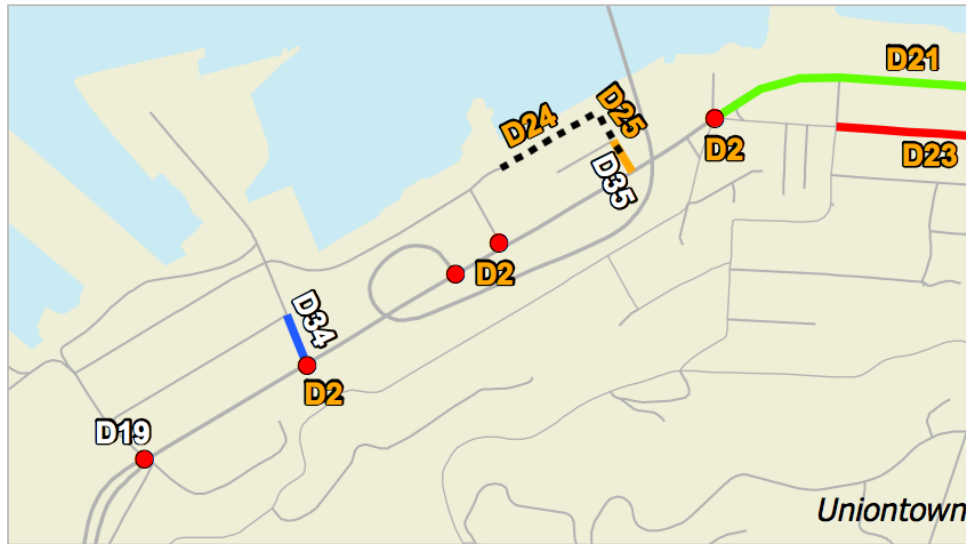
Goals and policies of the TSP can provide a framework for evaluating transportation investments that are identified in the Uniontown Reborn plan. The text of each goal is provided below.

- 1) Health and Safety: Develop a transportation system that maintains and improves individual health and safety by maximizing active transportation options, public safety and service access, and safe and smooth connects for all modes.
- 2) Equity: Develop and maintain a well-connected transportation system that offers travel choices, reduces travel distance, improves reliability, and manages congestion for all modes.
- 3) Economic Vitality: Support the development and revitalization efforts of the City, Region, and State economies and create a climate that encourages growth of existing and new businesses.
- 4) Livability: Customize transportation solutions to suit the local context while providing a system that supports active transportation, promotes public health, facilitates access to daily needs and services, and enhances the livability of the Astoria neighborhoods and business community.
- 5) Sustainability: Provide a sustainable transportation system that meets the needs of present and future generations that is environmentally, fiscally, and socially sustainable.
- 6) Fiscal Responsibility: Plan for an economically viable transportation system that protects and improves existing transportation assets while cost-effectively enhancing the total system and pursuing additional transportation funding.
- 7) Compatibility: Develop a transportation system that is consistent with the City’s Comprehensive Plan and that coordinates with County, State, and Regional plans.

Planned Improvements

Planned improvements identified in the TSP should be incorporated into the Uniontown Reborn plan. The TSP groups improvements into three categories: Driving Solutions, Walking and Biking Solutions, and Biking Solutions. Clipped maps of each of these sets of improvements, focusing on the project study area, are provided below, as well as descriptions of the projects found in the TSP.

Figure 3: Planned Driving Solutions Map (TSP)



Project D2. US 101-US 30 Coordinated Signal Timing: Optimize the existing traffic signals by implementing coordinated signal timing plans, upgrading traffic signal controllers or communication infrastructure or cabinets (Medium Term Likely Funded Plan).

Project D19. US 101/Hamburg Avenue/34th Street Safety Enhancement: Restrict access to left-in, right-in, right-out only or install a traffic signal and allow full access (Long-Term Phase 3 Aspirational Plan).

Project D21. Reconfigure Marine Drive to three lanes. Relocate the traffic signal from Commercial/9th Street to Commercial/10th Street (Short-term Likely Funded Plan).

Project D23. Bond Street Two Way. Re-open Bond Street to two-way travel and implement traffic calming (Long-Term Phase 1 Likely Funded Plan).

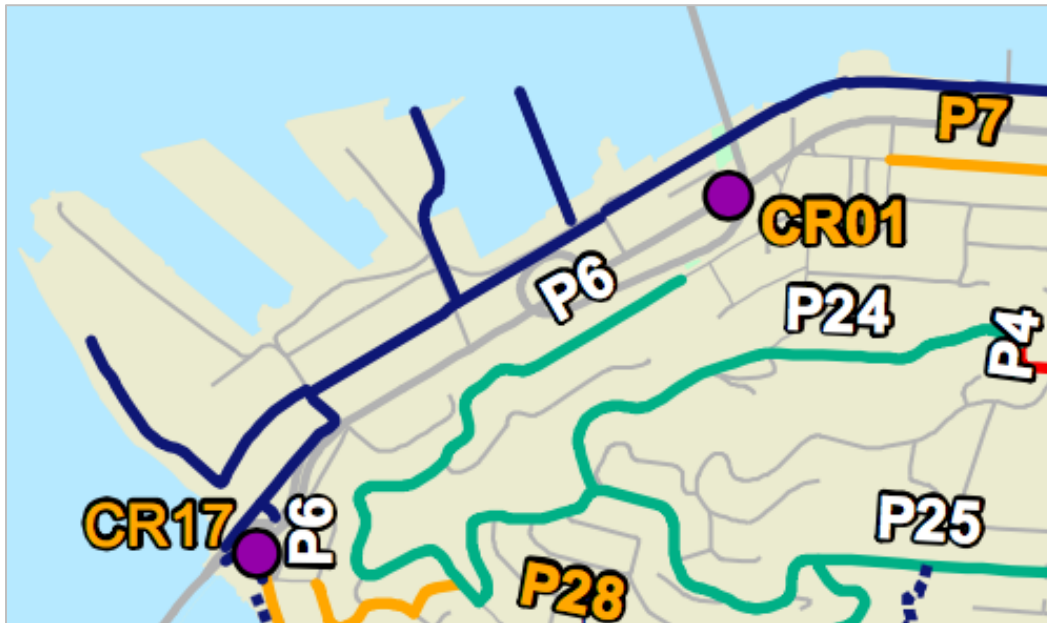
Project D24. Industry Street Extension: Extend Industry Street from Basin Street to the Bay Street extension as an Mixed-use local street (Long-Term Phase 1 Likely Funded Plan).

Project D25. Bay Street Extension: Extend Bay Street to the Industry Street extension as an Mixed-use local street (Long-Term Phase 1 Likely Funded Plan).

Project D34. Portway Street Capacity Enhancement: Improve to a Commercial/Industrial collector street cross-section. Move Portway Street centerline to the west to accommodate trucks making westbound right turns; requires right-of-way acquisition from parcel at northwest corner of intersection. Modify the approach to US 101 to include separate left and right turn lanes (Long-Term Phase 3 Aspirational Plan).

Project D35. Bay Street Upgrade: Improve to a Mixed-use local street cross-section (Long-Term Phase 3 Aspirational Plan).

Figure 4: Planned Walking and Biking Solutions Map (TSP)



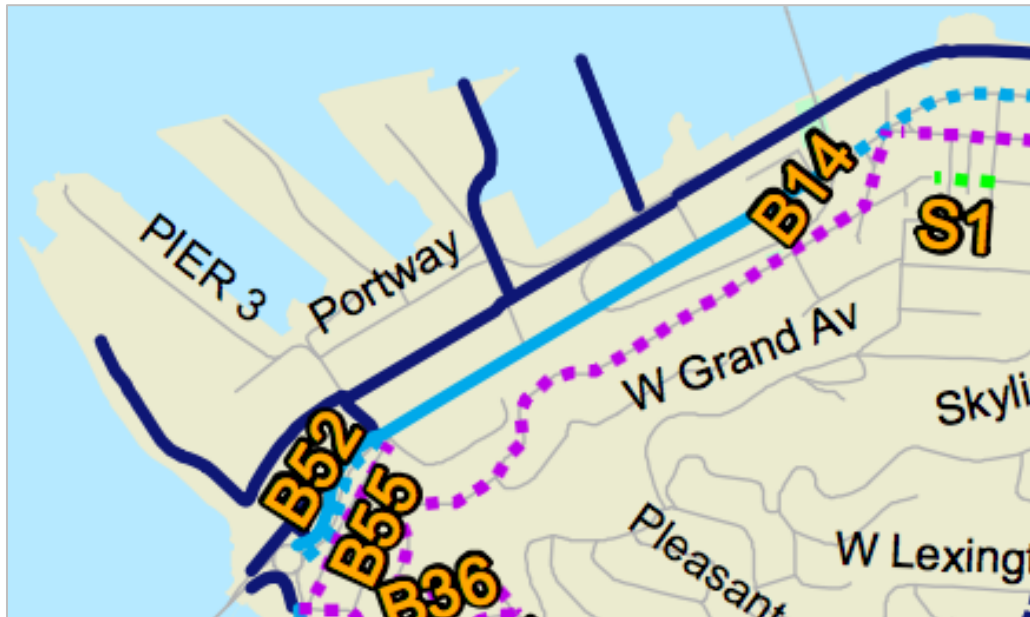
Project CR01. US 30 and Bay Street Crossing Enhancements: Upgrade existing crossing to the highest-level pedestrian actuated beacon approved by ODOT (Long-Term Phase 1 Likely Funded Plan).

Project CR17. Roundabout Enhancements: Provide additional signage at roundabout to clarify expected behavior for bicyclists or consider alternate route using Taylor Avenue (Long-Term Phase 1 Likely Funded Plan).

Project P6. Alameda Avenue Community Based Solution: Develop a Community Based Solution (Long Term Phase 4 Aspirational Plan). Community Based Solutions are alternative (non-standard) improvements to walking or biking conditions that utilize community participation to guide project design. They are appropriate for areas where standard improvements are not feasible.

Project P7. Bond Street Sidewalk Infill: Complete sidewalk gaps on both sides of the street (Long-Term Phase 1 Likely Funded Plan).

Figure 5: Planned Biking Solutions Map (TSP)



Project B14. Alameda Avenue (North) Shared Roadway Enhancements Add wayfinding and shared lane markings (Short Term Likely Funding Plan).

Project B52. W. Marine Drive Bike Lanes: Re-stripe roadway to include bike lanes (Short Term Likely Funding Plan).

Project S1. Middle School Connector Bicycle and Pedestrian Trail: Develop Multi-Use Trail (Long term Likely Funded Plan).

Street Design Standards

As shown in Figure 6, the TSP designates functional classifications for streets in the Uniontown Reborn study area. Streets are designated as either Commercial/Industrial Collector, Commercial/Industrial Local, Mixed Use Collector, or Mixed Use Local. Optimum street design standards (cross-sections) for each of these classifications is defined in the TSP. The Uniontown Reborn Plan should use the optimum design standards as a starting point for any designs for specific streets that are defined as part of the plan.

The TSP did not specify a cross-section for Marine Drive in the study area; however, alternative cross-section designs were evaluated as part of the planning process. The alternatives included:

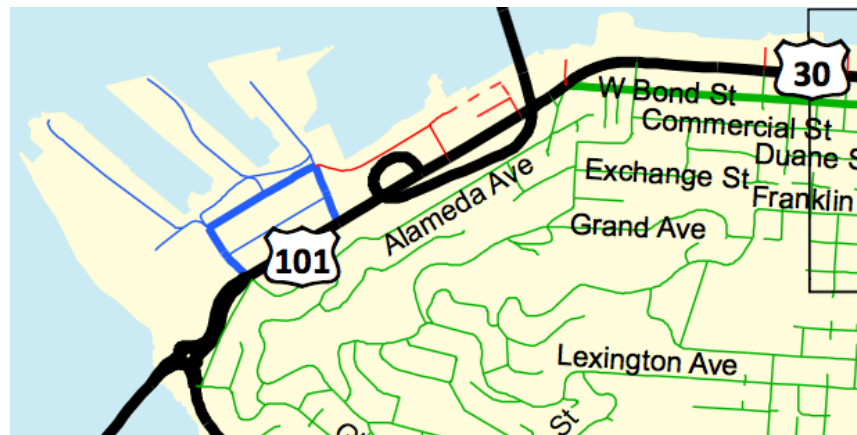
- Option A: Do Nothing. No improvements are constructed. US 101/US 30 would maintain four travel lanes.
- Option B: Reconfigure US 101/US 30 to three travel lanes. US 101/US 30 would be reconfigured to three travel lanes (one lane in each direction with a center turn lane/median).
- Option C: Reconfigure US 101/US 30 to four travel lanes
 - Option C1: US 101/US 30 would be reconfigured to four travel lanes (one westbound travel lane, two eastbound travel lanes, with a center turn lane/median).
 - Option C2: US 101/US 30 would be reconfigured to four travel lanes (one eastbound travel lane, two westbound travel lanes, with a center turn lane/median).
- Option D: Widen US 101/US 30 to five lanes US 101/US 30 would be widened to five travel lanes (two lanes in each direction with a center turn lane/median).

- Option E: Widen US 101/US 30 to five lanes only at signalized intersections

Option C2, D, and E ranked the highest in an alternatives scoring process. For more information, see TSP Volume 2, Memorandum #9 (pp. 32-33).

It should be noted that Marine Drive to the west of the Astoria-Megler Bridge Ramp, is classified as a Oregon Scenic Byway; any plans and projects on highways with this designation should consider impacts to the scenic qualities of the roadway. To the east Marine Drive is classified as an Oregon Highway Plan Freight Route; any local plans and projects should adhere to the Oregon Freight Plan to proactively protect and preserve identified strategic corridors, and consider capacity constraints, congestion, reliability, and geometric deficiencies.

Figure 6: Street Classification Map (TSP)



Legend

Multi-Modal Streets

- Residential Collector Street
- Residential Local Street
- Mixed-Use Collector Street
- Mixed-Use Local Street
- Commercial/Industrial Collector Street
- Commercial/Industrial Local Street

*Planned Multi-Modal Streets
(Conceptual Alignment)*

- - - Planned Residential Collector Street
- - - Planned Mixed-Use Local Street
- - - Planned Commercial/Industrial Local Street

State Highways

- Arterial Street
- - - Planned Arterial Street

- Astoria City Limit
- Urban Growth Boundary

Astoria Port/Uniontown Transportation Refinement Plan (2006)

The objective of the Port of Astoria/Uniontown Transportation Refinement Plan (2006) (“Refinement Plan”) is to provide an integrated multimodal transportation plan that addresses circulation and access needs in and surrounding the Port of Astoria/Uniontown area over a future 20-year (2025) planning horizon. The plan also addresses access management on Marine Drive and proposes a land use vision for the study area. The study area coincides with the boundaries of the City’s Astor-West Urban Renewal Area and with the current Uniontown Reborn study area.

The Refinement Plan is divided into four distinct plans:

- Roadway Circulation

- Pedestrian and Bicycle Circulation
- Access Management Plan
- Vision Strategy Plan

Each of the plans is summarized below and an initial assessment of the applicability of the recommendations is provided. It is important to note that the recommendations of the Refinement Plan are based on very specific assumptions about land uses and development activity that were anticipated at the outset of the plan in 2005, including a conference center, theater, several retail developments, and a residential development. Some of these developments were constructed, but many were not; thus, the associated transportation recommendations to support these developments may no longer be relevant. The 2013 TSP considered these recommendations and, as described below, modified or replaced many of the proposed improvements.

Roadway Circulation

The Roadway Circulation plan proposes improvements to enhance connectivity and mobility in the study area. The improvements are either designated for implementation in the short-term (5-10 years) or long-term (10-20 years). The improvements are listed below and assessed for their relevance to the Uniontown Reborn plan.

Marine Drive: The plan proposes widening Marine Drive from Hamburg Avenue to Columbia Avenue /Bond Street. As shown in

Figure 7 and Figure 8, the cross-section would be wider in the segment from Hamburg Avenue to the Astoria-Megler Bridge (108') and narrower in the segment from the Astoria-Megler Bridge to Columbia Avenue /Bond Street (94'). The plan also proposes a minimum cross-section to be applied where buildings would be impacted by right-of-way acquisitions. The minimum cross-section is achieved by reducing travel lane or sidewalk widths and eliminating on-street parking on one or both sides.

The 2013 TSP Update evaluated a similar cross-section (Option D in the Alternatives Evaluation Memo); however, the TSP did not identify a preferred cross-section. The Uniontown Reborn Plan should assess the feasibility and desirability of this cross-section and alternative designs. In addition, the Uniontown Reborn Plan should ensure adherence to state plans and regulatory documents, such as state mobility targets, the Oregon Freight Plan, and Intersection Safety Plan. For all state facilities in the Uniontown project area, the planning process should consider the Transportation Safety Action Plan priorities for making state highway system intersections in the project area safer.

Figure 7: Marine Drive (US 101) between Hamburg Avenue and Astoria-Megler Bridge

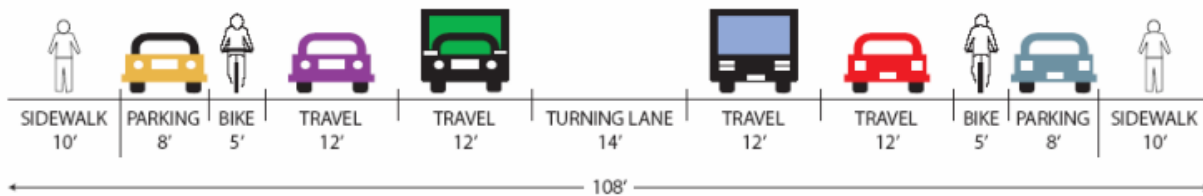
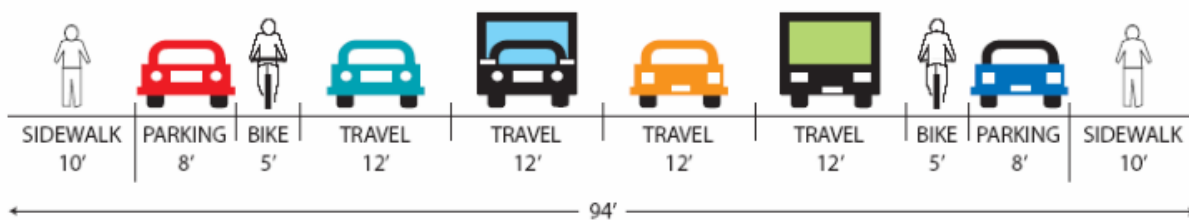


Figure 8: Marine Drive (US 30) between Astoria-Megler Bridge and Columbia Avenue /Bond Street



Hamburg Avenue Intersection: The plan defines short-term and long-term improvements to the intersection of Hamburg Avenue and Marine Drive. The short-term proposal is to restrict movements out of Hamburg Avenue to Marine Drive to right-out only. This restriction would encourage traffic heading eastbound on Marine Drive from the Port to use Portway Street. The plan also proposed closing off the east end of Taylor Avenue where it currently connects to Hamburg Avenue. In the long term, the plan proposes either full signalization of the intersection or a new north leg to the Smith Point Roundabout. The north leg would be one-way, providing an alternative route for exiting the Port. This route would require a westbound extension of Industry Street.

The 2013 TSP incorporated the proposed improvement to the Hamburg Avenue intersection but did not specify if the project would be a turn-restriction or full signalization (Project D19). The TSP did not incorporate the proposed north leg to the Smith Point Roundabout or the proposal to close off the east end of Taylor Avenue. The Alternatives Evaluation (Memorandum #9) concluded that a new roundabout leg was infeasible due to insufficient spacing and constraints associated with the adjacent wetlands. The Alternatives Evaluation noted that the closing of Taylor Avenue at Hamburg Avenue would be included in the TSP, but the project is not identified in the final plan.

Portway Street Intersection: The Refinement Plan proposes a series of improvements to Portway Street at the intersection with Marine Drive, including modifications to the cross-section and shifting the street centerline. These improvements were incorporated into the 2013 TSP (Project D34).

Astoria-Megler Bridge and Basin Street Intersections: The plan proposes a roundabout at the intersection with the bridge and associated changes to the Basin Street intersection. The Alternatives Evaluation for the 2013 TSP concluded that this project was not feasible due to cost and topographical constraints.

Bay Street Extension: The plan proposes extending Bay Street, which currently terminates at the railroad tracks, north to connect to a new east-west route created through an extension and realignment of Industry Street. This project was incorporated into the 2013 TSP (Project D25); however, the scope of the associated Industry Street extension was modified (see below).

Industry Street Extension: The plan proposes relocating Industry Street south of the railroad tracks between Basin Street and Portway Street, to the location currently used by the RiverWalk Trail. The RiverWalk Trail would be relocated north of the railroad tracks. The 2013 TSP limited the scope of this project to a connection between Bay Street and Basin Street (Project D24). The area between Basin Street and Portway Street would continue to be served by the existing roadway that aligns with Gateway Ave. and runs through several parking areas. The Alternatives Evaluation for the TSP does not specify why the scope of the street extension was shortened in comparison to the recommendation of the Refinement Plan.

Columbia Avenue / Bond Street Intersection: The plan proposes to create two approach lanes from Bond Street by removing the floating right-turn island and removing parking on the eastern side of Bond Street near the throat of the intersection. The Alternatives Evaluation for the 2013 TSP concluded that this project should be reviewed as part of the design process for the reconfiguration of US 30 from four to three lanes between this intersection and 9th Street (Project D21).

Hamburg Avenue Extension: Hamburg Avenue currently terminates at Gateway Avenue/Portway Drive. The Refinement Plan proposes to extend Hamburg Avenue west across Pier 3 to connect to a public parking lot associated that serves the River Trail. An unimproved access drive currently provides this connection. The 2013 TSP did not evaluate or identify this project. The Uniontown Reborn project may consider the feasibility and desirability of improving this roadway.

Pedestrian and Bicycle Circulation

The Pedestrian and Bicycle Circulation plan can be separated into recommendations related to on-street improvements and those related to the River Trail. The Uniontown Reborn Master Plan should consider these elements of the Astoria alongside relevant statewide plans and policies such as the Bicycle and Pedestrian Safety Implementation plan in order to consider pedestrian and bicycle safety in the selection and prioritization of transportation projects impacting state facilities.

On-Street Pedestrian and Bicycle Facilities: The Refinement Plan proposes improvements to sidewalks on Marine Drive, Hamburg Avenue, Portway Street, Basin Street, and Bay Street. The 2013 TSP only identifies Portway Street (from Marine Drive to Industry Street) and Bay Street for publicly-funded construction of sidewalk and bike lane improvements, as part of upgrading these street to the design standards established by the TSP. A street design standard is identified for Hamburg Avenue and Basin Street, but an improvement project is not identified in the TSP.

River Trail: The primary recommendation for the River Trail is to shift the alignment of the trail between Basin Street and Portway Street to align with Gateway Avenue/Portway Drive and construct associated crossing improvements. Alternatively, the trail was extended along the alignment with Industry Street and the railroad tracks. The 2013 TSP identifies this existing alignment and does not propose any specific extensions of the trail in the study area. The Refinement Plan identified several potential “River Trail Spurs” that would extend off the main River Trail and connect to the riverfront. Some of these spurs look to have been implemented. Extensions that were not implemented may be considered by the Uniontown Reborn plan; however, the plan may consider defining more conceptual connections in lieu of specific alignments to account for uncertain configuration of future developments in the area.

Access Management Plan

The Refinement Plan includes a detailed analysis of existing accesses on Marine Drive from Hamburg Avenue to Columbia Avenue/Bond Street. The plan identifies short-term (0-5 years), medium-term (5-10 years), and long-term (10-20 years) actions to close, consolidate, or improve existing accesses. The plan included discussions with

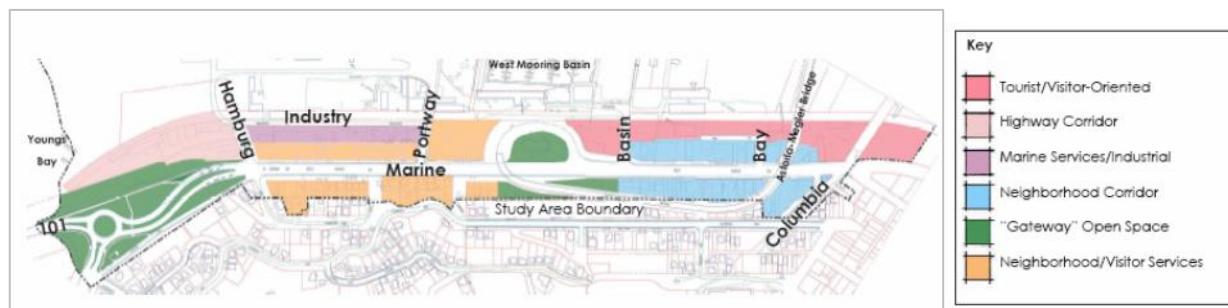
property owners about the use of various accesses. This information is a valuable input to the Uniontown Reborn project. The current plan should closely review the access management recommendations, update information with existing conditions, and identify methods of implementing the plan through both the development review process and City-led projects in partnership with ODOT and affected property owners. Access management recommendations should also consider TPR requirements as is necessary.

Vision Strategy Plan

The Refinement Plan also included a vision for future land uses and development. The land use vision focuses on the Marine Drive corridor and does not propose modifications to land uses in the Port area. The vision establishes six different land use designations. See below for a summary of each designation and the associated map.

- **Tourist/Visitor-Oriented:** Preferred land uses include hotels, restaurants, museums, entertainment venues, and boutique retail.
- **Neighborhood/Visitor Services:** Preferred land uses include retail, residential, and services.
- **Marine Services/Industrial:** Preferred land uses include small manufacturing, lighting industrial, and marine-oriented services.
- **Neighborhood Corridor:** Preferred land uses include retail, commercial, office, and services.
- **“Gateway” Open Space:** Reserved for open space.
- **Highway Corridor:** Preferred land uses include auto-oriented commercial and residential.

Figure 9: Vision Strategy Land Use Framework



The distinctions between the types of uses permitted in each district are subtle, and some are quite prescriptive. A set of development standards was identified for each district in the study area, with some variation in the type of standards that would apply in each district. The vision strategy included recommended amendments to the City’s development code and zoning map. Generally, the strategy recommended eliminating the C-2 (Tourist Commercial) zone and rezoning properties to C-3 (General Commercial) or C-4 (Central Commercial). All of the commercial properties along Marine Drive are currently zoned C-3 (General Commercial).

The Refinement Plan also included draft language for a Port/Uniontown Overlay Zone. The overlay zone would implement the development standards recommended by the vision strategy and additional design standards. The design standards address a wide range of issues, include building orientation, massing, windows, materials, lighting, landscaping, roof forms, and signs. The overlay zone was not adopted.

The land use framework of the vision strategy and the associated zoning and development code amendments may provide initial ideas for the land use strategy of the Astoria Reborn Plan. These ideas will be evaluated in light of the plan goals, existing conditions, and subsequent planning efforts, including the adoption of the Bridge Vista Overlay Zone.

Trails Master Plan (2013)

The Trails Master Plan (2013) is intended to establish an overall vision for trails within the City of Astoria. The plan provides guidance on needed trail improvements and provides recommendations for new trails within Astoria’s City Limits. Specifically, the plan sought to achieve the following goals:

- Identify & prioritize maintenance needs on existing trails,
- Define a plan for maintenance of the trail system,
Identify desired amenities for trails (signage, benches, etc.),
- Define some “loose” design standards for each trail type,
- Identify & prioritize new trails and trail connections,
- Determine appropriate trail uses,
- Identify new codes or code amendments needed based on project outcome,
- Determine who is responsible for actions proposed in this Plan, and
- Create a public trails map.

The plan does not identify any new trails or trail extensions in the Uniontown Reborn study area. However, one of the top priorities for extensions of the River Trail is south from the Smith Point Roundabout and along Young’s Bay/Highway 202. This extension has potential to increase pedestrian traffic on the trail segments in the Port/Uniontown area as users travel through the area.

Additionally, the plan defines actions the City will take to maintain and improve existing trails. The following actions are relevant to the River Trail in the Uniontown Reborn study area:

- **Action 1.3.5:** Prioritize the following trail improvements to the River Walk:
 - Work with Police Department to increase patrolling of trail,
 - Increase signage to encourage good trail etiquette, and
 - Develop a plan to manage invasive species.
- **Action 2.3:** Expansion of the River Walk along Young’s Bay (along Hwy 202) to Williamsport Road.
- **Action 3.2.6:** Future posts/bollards installed along the River Walk should include reflectors or lights.
- **Action 3.2.7:** When designing extensions of the River Walk, account for both bike and pedestrian safety measures. When feasible, include bike friendly surfaces.

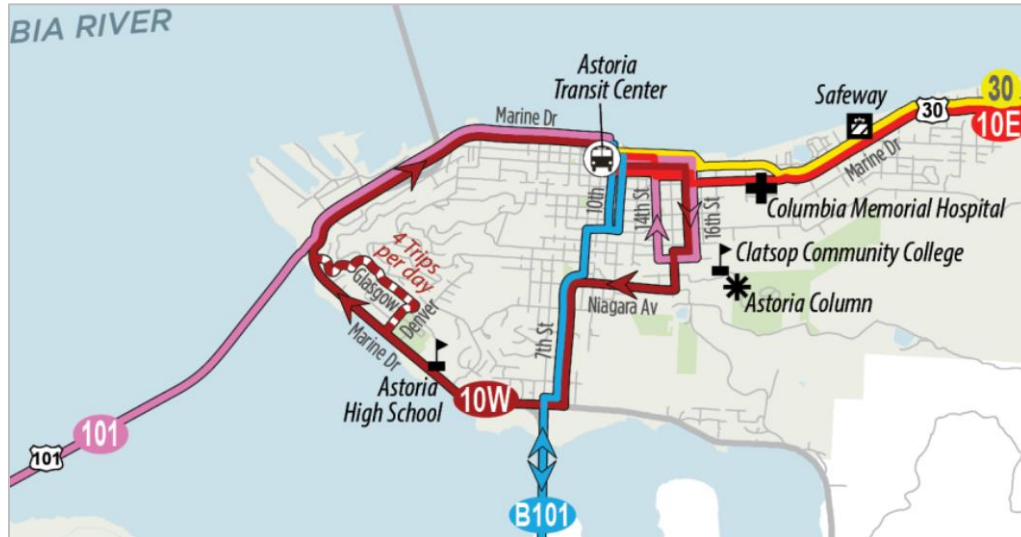
The Uniontown Reborn plan may consider proposing new trails or trail extensions in the study area. This may include new extensions or connections to the River Trail or new trails that would connect the residential neighborhoods along and above Alameda Avenue directly to Marine Drive and the Port

Sunset Empire Transportation District Long-Range Comprehensive Transportation Plan (2016)

The Sunset Empire Transportation District (SETD) serves the main population centers of Clatsop County along the US 30 and US 101 corridors, and provides connections to Columbia and Tillamook Counties. SETD operates five fixed routes, ADA paratransit, and Dial-A-Ride service. The Long-Range Comprehensive Transportation Plan sets out goals and objectives and a long-term vision for future transit service in the district over a 20-year planning horizon. SETD operates two transit routes in Astoria: Route 101, which provides service between Astoria and

Seaside, and Route 10, which provides a local service on a loop route within Astoria. The long-term vision for these routes is described below and depicted in 10.

Figure 10: Long-Term Service Concept, SETD



Route 101 (Astoria-Seaside): Minimize travel times (primarily through improving the directness of the route) on this regional, productive route to attract new riders.

- In Astoria, run along northern W. Marine Drive to the Transit Center, then operate a short round trip to Clatsop Community College. Eliminating the loop pattern in Astoria enhances legibility and provides opportunity for the bus to utilize U.S. Business 101 to avoid summer congestion on Youngs Bay Bridge. The northern W. Marine Drive routing means this detour will not skip any stops.
- Serve the developing Ensign Lane/SE 19th Street/SE Huckleberry Street area with local Route 15 Warrenton/Hammond rather than regional Route 101. [SEP]
- Run Route 101 at hourly headways all day. [SEP]

Route 10 (Astoria Local): Break up into two short, focused routes. Serve eastern Astoria via 10 East, return to the transit center, then circulate through western Astoria on 10 West. Add service to the interior of Astoria, potentially in conjunction with new service on U.S. Business 101. Brand all Route 10 service in Warrenton/Hammond as Route 15. Consider viability of transitioning local Route 10 E/W to flex-route service, allowing deviations from the route.

[SEP]

The SETD long-range plan demonstrates that transit service along the Marine Drive corridor will continue to be available and will be enhanced in the future. The Uniontown Reborn plan should consider pedestrian connectivity to transit stops in the study area, transit-supportive land uses, development standards that require or incentivize buildings to be oriented toward transit stops, and requirements to provide transit-related improvements, where appropriate.

Astoria Historic Preservation Plan (2008)

The Astoria Historic Preservation Plan (2008) outlines goals and actions to enhance and expand the City’s historic preservation program. The program includes Comprehensive Plan policies in support of historic preservation,

development code standards, procedural requirements related to historic preservation (Articles 6 and 9 of the Astoria Development Code), and designated historic resources.

The Uniontown-Alameda District includes a substantial portion of the Uniontown Reborn study area. The District includes 132 contributing properties and 82 noncontributing properties. A review of these properties will be included in the existing conditions analysis of this project.

The plan defines four goals and a series of associated implementing actions:

- Goal 1: Improve and Clarify the Development Code and Design Standards
- Goal 2: Survey and Inventory Additional Resources within Astoria
- Goal 3: Provide Economic Incentives to Historic Property Owners
- Goal 4: Provide Education to Public and Historic Property Owners

Goals 1 and 2 were designated for short-term implementation and are not directly applicable to the current plan. Goals 3 and 4 involve ongoing programs aimed at incentivizing and educating properties owners to most effectively achieve preservation and rehabilitation goals. The Uniontown Reborn plan should consider strategies for leveraging existing City incentives and programs established as part of this plan in order to achieve preservation and rehabilitation goals for the study area.

Rehab Astoria Right (2013)

Rehab Astoria Right (2013) is a public-oriented guide for the rehabilitation of historic residential properties. The goal of the guide is to provide direction and resources for property owners considering renovations or additions to a historic residence. The guide is not intended to be comprehensive or a legal interpretation of the City's development code, particularly Article 6, Historic Properties. The guide addresses the following types of questions:

- What gives each house its historic character?
- How do I retain or enhance the historic feel of my building?
- What should I consider when I place an addition on my house?
- How do I design a new house within a traditional historic neighborhood?
- What should residential garages or accessory buildings look like?
- What should I consider when constructing new porch elements?

A number of historic residential properties are located in the Uniontown Reborn study area, primarily along the north side of Marine Drive. The Rehab Astoria Right guidelines may provide useful direction for any design guidelines or standards that are proposed to apply to renovations of these properties or other new development in the vicinity. These residential properties contribute strongly to the character of the district, and the Rehab Astoria Right guidelines provide a clear articulation of the key elements of this character.

Astoria Buildable Lands Inventory (2011)

The City of Astoria conducted an Employment and Housing Buildable Lands Inventory BLI between 2007 and 2011. The purpose the BLI is to comply with State requirements and to ensure that Astoria has a sufficient supply of residential and employment land within its Urban Growth Boundary to the 20-year demand for land in the City. A summary of the findings of the BLI is provided below.

- **Employment Land:** The analysis found an overall surplus of industrial and other employment lands of 6.7 acres. However, there existed a surplus of land for industrial uses and a slight deficit of land for commercial uses, particularly retail.
- **Residential Land:** The analysis found an overall deficit of residential lands of 15.5 acres. Specifically, there is a deficit of land in the R-1 zoning designation (low density) and a surplus of land in the R-2 and R-3 zoning designation (medium and high density). However, the surplus was partly driven by a large share of land zoned for R-3 in the Emerald Heights subdivision, and land in this area was constrained by several factors.

The Uniontown Reborn plan should consider this land supply context when assessing potential zoning map changes or amendments to permitted uses in existing zones. The land supply findings will need to be evaluated considering current market conditions and trends.

Astoria Riverfront Vision Plan (2009)

The Astoria Riverfront Vision Plan (2009) is a comprehensive plan for Astoria’s riverfront areas. The plan addresses land uses, design and development principles, transportation improvements, and natural features. The Astoria Riverfront Vision Plan was developed in part due to citizen concerns related to changes in the built environment, including developments in downtown and along the riverfront, and how these may affect the local population and the future of the riverfront area. The plan is built around five vision principles:

- Promote physical and visual access to the river.
- Encourage a mix of uses that supports Astoria's "working waterfront" and the City's economy.
- Support new development that respects Astoria's historic character.
- Protect the health of the river and adjacent natural areas.
- Enhance the River Trail.

The following is a summary of the key recommendations of the plan:

- Plan for lower scale and reduced future overwater development, particularly in the Civic Greenway and Neighborhood Greenway areas to maintain views of the river and a sense of open space and connection to the natural landscape along the riverfront.
- Development should maintain a sense of openness along the River Trail by setting buildings back from the trail, stepping back the upper stories of buildings and creating opportunities for passageways, courtyards and other open areas within new developments.
- Create a design review process and/or new design review standards to ensure that new development respects the community’s unique character.
- Create opportunities for a modest scale residential neighborhood on land between Mill Pond and Safeway that is set back from the River Trail, incorporates open areas, is characterized by a modest scale of development and is targeted to working families and other full-time Astoria residents.
- Continue to improve the River Trail.

Given the large study area of the plan (approximately 4 miles wide, covering most of the Astoria riverfront), the plan area was divided into four distinct but interrelated areas:

- Bridge Vista
- Urban Core
- Civic Greenway

- Neighborhood Greenway

The Uniontown Reborn study area overlaps a portion of the Bridge Vista area. Transportation improvements identified in the plan were evaluated as a part of the 2013 TSP update and incorporated into that plan.

Astor-West Urban Renewal Plan (2002)

The study area of the Uniontown Reborn plan roughly coincides with the boundaries of the Astor-West Urban Renewal Plan Area. The area is roughly 205 acres on the west side of the city, extending from Columbia Avenue to Smith Point. The area includes some frontage on the south side of Marine Drive and reaches north to the pierhead line and aquatic areas. The Urban Renewal Plan satisfies state legal requirements for the formation of an urban renewal district and the utilization of associated tax-increment financing. The plan establishes five goals and a series of implementing objectives:

- Public facilities
- Private development
- Streets, streetscapes, trolley tracks and open spaces
- Utility improvements
- Rehabilitate building stock

The plan identifies general actions that may be undertaken to implement the plan, including property acquisition and assembly, demolition, public improvements, and property disposition or management. The plan describes these actions generally and does not prescribe actions related to specific properties, streets, or facilities, with the exception of identifying a specific project to construct a conference center somewhere along the riverfront in the plan area. The conference center development is envisioned as a central project that would catalyze private development—lodging, in particular—and generate tax increment revenue for the district.

The conference center project has not been realized; however, funds from the urban renewal district have supported numerous improvements in the area. The Uniontown Reborn plan should assess the capacity of the district to provide funding for public investments or facilitation of private development. Secondly, the plan may also consider the impact of proposed land use changes or development activity on tax increment revenue.

Astor West Urban Renewal District Storefront Improvement Program (2016)

The City of Astoria Development Commission (ADC) created a Storefront Improvement Program for businesses in the Astor-West Urban Renewal District in 2016. The program provides matching funds—either grants or loans—on a first come, first serve basis. The goal of the program is to enhance the appearance of exterior facades in the area in order to support economic revitalization, preservation of the area’s historic character, and a more consistent aesthetic for the commercial district.

The program is limited to exterior rehabilitation or renovation of commercial, industrial, mixed-use live/work, and multi-family (four or more units) buildings. Applications are generally reviewed by the ADC, while some projects may require additional review by the Design Review Committee or Historic Landmarks Commission.

The ADC has developed a detailed set of guidelines for the design of storefront improvement projects. The design guidelines provide a framework for review of project proposals and ensure improvements that are attractive in

their own right while contributing to the historic character of the Uniontown area. The guidelines address basic building style/elements, roofs, doors, windows, siding and wall treatment, awnings, lighting, signs, pedestrian orientation and circulation, and landscaping. The guidelines are not intended to be rigid or prescriptive. Projects that are located within the Bridge Vista Overlay Zone are also subject to the design standards and guidelines of that zone.

The Uniontown Reborn plan can primarily leverage the storefront improvement program in two ways:

- Identify properties in the district that may be suitable for a storefront improvement project and develop strategies for the City to engage those property owners.
- Incorporate the design guidelines established for the program, where appropriate, into design standards or guidelines that apply to all new development and redevelopment in the area.

Astoria Gateway Area Transportation and Growth Management Plan (1999)

The Astoria Gateway Transportation Growth Management Plan developed a concept plan for Marine Drive (Highway 30) between 16th Street and 33rd Street. The concept plan recommended various improvements to the corridor to balance transportation assets, business needs and pedestrian amenities with right-of-way widths. The transportation improvements recommended by the plan were evaluated in the 2013 TSP update and, where appropriate, incorporated into the plan. Two specific improvements that may be relevant to the Uniontown Reborn Plan are:

- **Project D31.** US 30 Safety Enhancement: Add a center turn lane/median and remove some on-street parking between 27th Street and Franklin Avenue. This project highlights a location where the City elected to pursue a safety improvement at the cost of removing some on-street parking.
- **Project D3.** Marine Drive Coordinated Signal Timing Plans: Optimize the existing traffic signals by implementing coordinated signal timing plans, upgrading traffic signal controllers or communication infrastructure or cabinets. This same improvement is being applied to the segment of Marine Drive in the Uniontown Reborn study area, between Portway Street and Columbia Avenue.

Astoria Gateway Master Plan (1997)

The Astoria Gateway Master Plan (1997) was a comprehensive concept planning effort for a district just east of Downtown Astoria and centered on Marine Drive and the riverfront. The plan defined land uses, transportation enhancements, redevelopment strategies and tools, and design guidelines. The plan was centered on seven objectives:

- 1) Support Downtown Astoria
- 2) Enhance Major Existing Land Uses
- 3) Promote New Land Uses
- 4) Link Land Use
- 5) Create a Pedestrian-Friendly Environment
- 6) Create Investor Interest
- 7) Develop Implementation Tools

Objective 1 is particularly relevant to the Uniontown Reborn plan, which is also near downtown Astoria. The plan should consider how proposed land uses relate to and compliment downtown. Objective 7 resulted in the development of detailed design review guidelines for the area, implemented through the Gateway Overlay Zone (Article 14 of the Astoria Development Code). The Uniontown Reborn plan should consider the effectiveness of these design guidelines in achieving desired outcomes and the applicability of the recommended design elements to the character of the Uniontown area.

More broadly, the Gateway Master Plan demonstrates a similar effort to plan for a distinct subarea outside of Downtown Astoria and centered on Marine Drive. Given that the plan was completed over 20 years ago and significant implementation has occurred, the Uniontown Reborn plan may consider lessons learned from the successes and challenges of implementing the Gateway Master Plan.