

URBAN GROWTH

CP.110. Background Summary.

Astoria has a population of 9,477 (2010 US Census). The total land area within the Urban Growth Boundary (UGB) is 3,474.2 acres with total land area of 4,450 acres including land outside the UGB. the following table indicates the total acres and parcels by zone as of March 2008.

Land Within the City Limits and UGB by Zoning District

Zone	Total Acres	Total Parcels
A1	130.85	9
A2	14.16	14
A3	367.18	56
AH-HC	5.17	9
AH-MP	13.18	91
C1	2.37	20
C2	18.52	38
C3	271.30	367
C4	27.72	165
CA	3.73	11
FA	6.31	12
GI	14.77	18
HC	7.57	15
HR	16.55	8
IN	413.09	106
LS	1.91	5
MH	12.35	22
R1	282.20	1,247
R2	597.57	2,021
R3	504.78	1,137
S1	148.83	26
S2	99.11	27
S2A	16.38	60
Unknown	502.72	56
SUBTOTAL UGB	3,478.32	5,540
LR	970.51	113
S2	0.30	1
Unknown	1.07	2
SUBTOTAL City	971.89	116
TOTAL	4,450.21	5,656

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Source: *The Benkendorf Associates Corp., 2007; Cogan Owens & Cogan, Buildable Lands Inventory, May 2008*

Note: *Unknown Zoning consists of primarily A* zones with some (less than 5%) S* zones. These parcels could not be classified because of the mismatches between the Parcels shape file from 2006 and zoning shape file from 2004.*

The estimated population for the entire UGB area in 2007 was 10,531 with a projected increase of 1,974 for a total estimated population of 12,506 by 2027. Assuming a household size of 2.26 persons per unit, the City will need to accommodate approximately 956 additional housing units by 2027.

The City's R-1, R-2, R-3, and AH-MP Zones all allow single-family residences. The City's R-3 and AH-MP Zones allow multi-family structures outright, and the R-2 Zone allows multi-family dwellings as a conditional use. There are 25.20 acres of undeveloped buildable land available for single-family residences (R-1 Zone). There are 120.67 acres of undeveloped buildable land that is available for multi-family housing as an outright use (R-3 and AH-MP Zones), and 74.99 acres available as a conditional use (R-2 Zone). These areas are considered committed to development. Overall, there is a projected deficit of 15.54 net acres of buildable land in the City to meet future housing needs to 2027.

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Inventory of Net Buildable Land by Zoning District

UGB Limits	Zone	Zone Code	Buildable Parcels	Gross Buildable Acres	Net Buildable Acres
	Commercial				
	Neighborhood Commercial	C1	2	0.19	0.14
	Tourist Commercial	C2	5	2.46	1.85
	General Commercial	C3	51	16.50	12.38
	Central Commercial	C4	1	0.17	0.13
	Local Service	LS	3	0.52	0.39
	Attached Housing/Mill Pond	AH-MP	3	3.36	2.52
	Total Commercial		65	23.20	17.40
	Industrial				
	General Industrial	GI	3	2.71	2.03
	Total Industrial		3	2.71	2.03
	Residential				
	Residential Low Density	R1	154	33.60	25.20
	Residential Medium Density	R2	308	99.98	74.99
	Residential High Density	R3	205	158.90	119.18
	Attached Housing/Health Care	AH-HC	0	0.00	0.00
	Attached Housing/Mill Pond	AH-MP	39	1.98	1.49
	Total Residential		706	294.46	220.86
	Other				
	Aquatic One Development	A1	0	0.00	0.00
	Aquatic Two Development	A2	1	0.52	0.39
	Aquatic Conservation	A3	0	0.00	0.00
	Marine Industrial Shorelands	S1	9	33.64	25.23
	General Development Shorelands	S2	12	8.50	6.38
	Tourist Oriented Shorelands	S2A	0	0.00	0.00
	Institutional	IN	3	6.25	4.69
	Education/Research/Health Care Campus	CA	0	0.00	0.00
	Family Activities	FA	0	0.00	0.00
	Health Care	HC	0	0.00	0.00
	Hospitality/Recreation	HR	2	0.95	0.71
	Maritime Heritage	MH	0	0.00	0.00
		Unknown	0	0.00	0.00
	Total Other		27	49.86	37.40
	TOTAL UGB		801	370.24	277.67

Source: Cogan Owens & Cogan (Buildable Lands Inventory, May 2008); and Wingard Planning and Development Services (Buildable Lands Inventory, July 2011)

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[CP.110, Table 1 amended by Ordinance 91-22, 9-3-91; amended by Ordinance 11-07, 7-5-11]

[Section CP.110, Table 2 amended by Ordinance 91-22, 9-3-91; deleted by Ordinance 11-07, 7-5-11]

There are two types of low and moderate income housing generally available: mobile homes and multi-family housing units. Less than 1% of Astoria's housing stock is presently in mobile homes. Many of these units may be displaced in the near future. Because of the topography of Astoria, it is unlikely that this percentage will increase. Thus, the burden for providing the housing needs of low and moderate (workforce) income families falls on multi-family housing. A comparison of the land required to meet multi-family needs (69.7 net acres) compared to the available land in the R-3 and AH-MP Zones (120.67 net acres), shows that sufficiently zoned land should be available. Even if the ratio of multi-family to single-family dwellings should increase substantially, there would still be adequate buildable land available for multi-family housing. However, as noted in the Buildable Lands Inventory dated April 2011, the majority of this land is in several, large, single ownership parcels. A possible UGB land swap may provide an opportunity for the City to exchange large parcels within the UGB for equivalent, alternative areas outside the UGB if areas within the current UGB are not practical for future development areas.

In 2008 through 2011, the City of Astoria conducted an Employment and Housing Related Buildable Lands Inventory (BLI)/Needs Assessment consistent with State laws and administrative rules. The purpose of this effort was 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 meet the City's 20-year land demand.

The City worked collaboratively with the consultant and Department of Land Conservation and Development (DLCD) to update the City's Buildable Lands Inventory, Goal 9 (Economic Development) Analysis, Goal 10 (Housing) Analysis, and Comprehensive Plan policies related to the Goal 9, Goal 10 and Goal 11 (Public Facilities) elements. Much of the work reflected in these reports was conducted by The Benkendorf and Associates Corporation and Johnson-Gardner, LLC. Cogan Owens Cogan refined and expanded on that initial work. Wingard Planning and Development Services further refined the inventory of buildable residential land. The final BLI was presented to the City Council and adopted at their July 5, 2011 meeting.

[Section CP.110 amended by Ordinance 81-16, 11-16-81; amended by Ordinance 82-08, 10-18-82; amended by Ordinance 11-07, 7-5-11]

CP.112. Issues of the 2008 Buildable Lands Inventory.

1. Buildable Lands Inventory.

The consultants conducted field checks to ensure a comprehensive inventory of vacant, partially vacant and potentially redevelopable lands, particularly commercial lands with the potential for redevelopment. They also identified a number of partially vacant parcels and one large residential parcel not previously included in the inventory.

2. Second Home Projections.

Based on discussions with City staff and members of the Astoria Planning Commission, the consultants assumed creation of approximately 640 second homes over the next 20 years. This is approximately equivalent to an increase from 3.4% of all housing units today to about 13% in 2027 and reflects a four-fold increase in the supply of second homes, compared to today. It is recommended that the City revisit this issue in the next five to ten years (after the 2010 US Census) as more data about second home development is available.

3. Overall Mix and Density of Housing.

The inventory assumed a mix and density for single-family attached and detached units that is generally consistent with recent building trends, changing demographic factors and physical development constraints. It also assumed that the relative percentage of attached and multi-family dwellings will increase in the future.

4. Location and Ownership of Buildable Land.

The majority of the identified buildable land is in several, large, single ownership parcels. Due to this, development of these parcels may not be feasible in the near future. A possible UGB land swap may provide an opportunity for the City to exchange large parcels within the UGB for equivalent, alternative areas outside the UGB if areas within the current UGB are not practical for future development areas.

5. Approaches to Addressing Future Buildable Residential Land Needs.

The inventory identified a variety of possible approaches to addressing future residential land needs.

[Section CP.112.1 to CP.112.5 added by Ordinance 11-07, 7-5-11]

CP.113. Findings of the 2011 Buildable Lands Inventory.

1. Goal 9 Analysis.

A comparison of need and supply of industrial and other employment lands indicates an overall surplus of approximately 6.7 acres of employment land. While there is sufficient land for industrial uses, there is a deficit of land zoned for commercial and particularly retail use. However, a portion of the land identified as “Other” can accommodate specific commercial, industrial, and high-density residential development and help meet the need for additional commercial land.

An analysis of available commercial, industrial and institutional/other parcels reveals that a majority of the parcels (122 of 126 parcels) are relatively small in size – less than one acre for commercial parcels and less than five acres for industrial parcels. However, in a number of locations there are opportunities to assemble several small parcels to create medium or large parcels for commercial and industrial uses.

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

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

Source: Cogan Owens Cogan, Buildable Lands Inventory, May 2008

2. Goal 10 Analysis.

A comparison of residential land need and supply indicates an overall deficit of 15.54 acres of land. It also shows a deficit for land in the Low Density Residential (R-1) designation and a surplus in the Medium Density Residential (R-2), High Density Residential (R-3), and Attached Housing-Mill Pond (AH-MP) designations. It should be noted that a significant portion of the supply of land in the R-3 Zone is in the area surrounding and to the east of the Emerald Heights subdivision. Potential use of this land to meet housing needs is affected by a variety of factors including the following:

- a. Potential Access Issues. The area currently is served by only a single road. Topography will make construction of additional roads challenging.
- b. Topography. Much of the area is sloped, although land with slopes of 25% or more has already been subtracted from the Buildable Lands Inventory and a conservative estimate of average density has been used to account for these conditions to some degree.

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- c. Limited Number of Owners. The Emerald Heights area is under a single ownership as is a large parcel in the inventory to the east. This could represent an opportunity or constraint to future development, depending on the desires of the property owners. One parcel is under State and Federal ownership, which also could represent constraints on future development.

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

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

Source: Buildable Lands Inventory, Cogan Owens Cogan, May 2008; and Wingard Planning & Development Services, April 2011

[Section CP.113.1 to CP.113.2 added by Ordinance 11-07, 7-5-11]

CP.115. Urban Growth Boundary Justification (Findings).

1. Astoria's topography presents many development limitations: most of the land is steep and the flat land that does exist (filled land at the base of the peninsula), is extensively developed; aside from the Port of Astoria, the largest industrial site consists of approximately five acres of dry buildable land. Although the City has adequate sewerage treatment capacity to accommodate industrial growth, the land constraints have discouraged new industrial activity.
2. Astoria is bounded on three sides by water, and on the fourth side by an extensive Land Reserve, most of which is in steep slopes.
3. *[CP.115.3 deleted by Ordinance 82-08, 10-18-82]*
4. Housing development costs in sloping areas are very high; lots in the last subdivision improved in the City in 1982 sold for \$19-\$20,000 each, while new subdivision lots in 2007 sold for approximately \$75,000 on South Place to \$105,000 at Mill Pond. Unlike nearby communities, there are no flat, easily developable lands that would be suitable for lower cost housing.

[Section CP.115.4 amended by Ordinance 11-07, 7-5-11]

5. Astoria currently provides water service to several areas outside the City limits, including Tongue Point, John Day, Willowdale, and Fern Hill. Sewer service is provided to the Coast Guard Base at Tongue Point.

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6. The sewerage treatment system at Emerald Heights and Tongue Point is in poor condition, and it is anticipated that the area will connect to the City's system in the near future. It is the City's position that annexation would be required from this to occur.
7. Tongue Point and the MARAD Basin to the South are the site of primarily water-dependent uses planned by the Oregon Division of State Lands. The City is interested in providing sanitary sewer service to this development upon annexation.

[CP.115.7 amended by Ordinance 91-22, 9-3-91]

8. In order to attract a variety of potential employers, diversify the local economy, and respond to changing economic circumstances, Astoria needs a variety of vacant, available, and serviceable locations suitable to meet the requirements of water-dependent as well as non-water-dependent industrial, commercial, recreational, and institutional uses. Designated sites should offer a variety of parcel sizes and other site characteristics.

[CP.115.8 amended by Ordinance 91-22, 9-3-91]

CP.120. General Urban Policies.

1. The purpose of the following policies is to regulate land within the Astoria Urban Growth Boundary, but outside the City limits. The policies are to be adopted and mutually adopted by the City and County through each of their comprehensive plans. In 1988 and 1992, the City annexed all areas within the UGB except the Federally owned land at North Tongue Point including the US Coast Guard station and Job Corps Center.

[Section CP.120.1 amended by Ordinance 11-07, 7-5-11]

2. The City or County will notify each other within five (5) working days of receipt of an application for development within the Urban Growth Boundary outside the City limits. Developments will include subdivision, planned developments, multi-user industrial or commercial siting, extensions of public facilities, annexations or other activities which have an impact on the future growth of the City. The City Planning Commission will be involved in reviewing activities which have an impact on the future of the City, including zoning of lands within the Urban Growth Boundary.
3. All activities will be in conformance with the City and County comprehensive plans, and implementing ordinances. Density of development within the Urban Growth Boundary will be based on the capacity of the land in terms of slope or

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landslide hazard, and availability of services such as water, sewer, and fire protection.

4. Adequate sanitary facilities and water capacity, including fire flow requirements, must be available prior to the approval of all proposed developments, including subdivisions at their projected densities, both inside the City limits and Urban Growth Boundary.
5. The costs of extending water or sewer service, improving roads, or upgrading other public services necessary to serve proposed development will be the responsibility of the developer or person initiating the action. Improvement charges for City water and sewer extensions will be established by the Astoria City Council. Additional charges for system improvements may be included in extension charges for the purpose of long-range upgrading of public facilities.
6. Full City services (water, sewer, police, street maintenance) will be provided only to those developments which annex to the City. Septic tanks or individual (private) water systems will be permitted only where the property owners agrees to support the formation of an improvement district at such time that the density level of the area makes such formation financially feasible. Limited extension of City services may be permitted within the Urban Growth Boundary so long as it conforms with the City's public facilities plan. Developments which include plans for individual utility systems will be carefully reviewed by the planning commission or City Council prior to approval by the County. It will be the policy of the City and County to discourage the formation of new service districts outside the Urban Growth Boundary, and to encourage efficient urban development inside urban growth boundaries where urban development can be authorized. Enlargement of City water lines outside the Urban Growth Boundary in order to facilitate additional growth will not be permitted.

[Section CP.115.6 amended by Ordinance 11-07, 7-5-11]

7. Subdivision design standards, density requirements, and other planning regulations will be mutually agreed to by the City and County. Developments requiring full City services will annex prior to subdivision or development, and will fall under the planning standards of the City. Developments which propose the connection to the City sewer, water, or streets will be referred to the City for annexation procedures prior to review by the County.
8. Annexations or changes in the Urban Growth Boundary will be done only with the mutual findings by the City and County that the following factors are considered:
 - a. There is a demonstrated need to accommodate long-term growth;

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- b. There is a need for one or more of the following: housing, employment opportunities or livability that the change would accommodate;
 - c. The change would provide an orderly and economic extension of public facilities;
 - d. The change would constitute or allow for efficient land use and utility patterns;
 - e. Environmental, energy, economic and social sequences are considered;
 - f. Resource areas, including agricultural and forest lands and wetlands, are protected.
9. Notwithstanding the purposes of these policies, as stated in CP.120.1 above, the conversion of undeveloped land to urban uses within the City limits will be done only with findings by the City that the factors in CP.120.8 above are considered.

[CP.120.9 amended by Ordinance 81-16, 11-16-81; amended by Ordinance 11-07, 7-5-11]

CP.125. Specific Urban Growth Policies.

1. It is the policy of the City that the route of the US 30 Bypass should be within the Urban Growth Boundary, and ultimately within the City limits. At such time that the route is designed, the City, County, and State will formally discuss its inclusion in the City and the development potential of lands along the route.
2. Tongue Point and adjacent land and water use areas are included in the boundary for future water-dependent development. In order to provide sewer service to this area, annexation must take place.
3. The City constructed a major sewer extension to Williamsport in the southern portion of the City in 1987, and this is considered to be a future growth area for the community. As development pressures continue to occur south along Highway 202, including the new residential development at the old Navy Hospital site, the City will consider the extension of the boundary and services to these areas. The County and the City will cooperate to discourage the formation of new service districts generally when extension of City services is shown to be more cost effective.

[Section CP.125.3 amended by Ordinance 11-07, 7-5-11]

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4. The Miles Crossing-Jeffers Garden area, the John Day valley and a portion of the State Forest lands south of the present City limits were included originally in the City's Urban Growth Boundary. These areas were subsequently deleted because of objections of residents, the property owners and the State Department of Forestry. It is the position of the City that at such time development is proposed in these areas which would require urban services, the County should investigate the costs of extension of City services versus the formation of special districts at such time that increased services are proposed.
5. Agricultural lands (EFU zones) are not to be designated for development within any of the urban growth areas. Zoning designations of the County (as agreed to by the City) will be done to implement this policy.
6. Although the Urban Growth Boundary includes large amounts of aquatic areas, fill or other intensive development will only be permitted in those areas designated development, and to a very limited degree in conservation areas. The use of channels as boundary lines is considered descriptive only.

[CP.125.6 amended by Ordinance 79-17, 12-3-79]