



PLANNING COMMISSION
Tuesday, August 11, 2020
265 Strand Street, St. Helens, OR 97051
www.ci.st-helens.or.us

Welcome!

1. **7:00 p.m. Call to Order and Flag Salute**
2. **Consent Agenda: Approval of Minutes**
 - 2.A. Planning Commission Minutes dated July 14, 2020
[07142020 PC Minutes DRAFT](#)
3. **Topics from the Floor: Limited to 5 minutes per topic (not on public hearing agenda)**
4. **Public Hearings (times reflect earliest start time)**
 - 4.A. 7:00 p.m. Comprehensive Plan Map and Zoning District Map Change at Millard Road - City of St. Helens
[CPZA.1.20 City of St. Helens](#)
 - 4.B. 7:30 p.m. Historic Resource Review at 230 Strand Street - Columbia County
[HRR.1.20 Columbia County](#)
5. **Recommendation of proposed accessibility improvements as they relate to street standards**
6. **Acceptance Agenda: Planning Administrator Site Design Review -**
 - a. *Site Design Review (Major) at Brayden St – MultiTech Engineering*
 - b. *Site Design Review (Minor) at 330 S 1st St – Lower Columbia Engineering*
7. **Planning Director Decisions -**
 - a. *Partition at Brayden Street – Multitech Engineering*

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- b. Extension of (SUB.2.18) at West of 500 N Columbia River Hwy – KCL, Inc.*
- c. Temporary Sign Permit at 2100 Block of Columbia Blvd – City of St. Helens*
- d. Temporary Use Permit at 59605 Emerald Loop – Lennar Northwest*

8. Planning Department Activity Report

- 8.A. July Planning Department Report
[2020 JUL Planning Dept Rept](#)

9. For Your Information Items

10. Next Regular Meeting: September 8, 2020

11. Adjournment

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City of St. Helens Planning Commission

Draft Minutes

July 14, 2020

Members Present: Chair Hubbard
Vice Chair Cary
Commissioner Cohen
Commissioner Semling
Commissioner Lawrence
Commissioner Webster
Commissioner Pugsley

Members Absent: None

Staff Present: City Planner Graichen
City Councilor Carlson
Community Development Admin Assistant Sullivan

Others: Mary Hubbard
Hawley Hubbard
Jillian Hubbard

- 1) **7:00 p.m. Call to Order and Flag Salute**
- 2) **Consent Agenda**
2.A Planning Commission Minutes dated June 9, 2020

Motion: Upon Commissioner Webster's motion and Commissioner Pugsley's second, the Planning Commission unanimously approved the Draft Minutes Dated June 9, 2020. [AYES: Vice Chair Cary, Commissioner Pugsley, Commissioner Cohen, Commissioner Lawrence, Commissioner Webster, Commissioner Semling; Nays: None]

2.B Planning Commission Minutes dated July 1, 2020

Motion: Upon Commissioner Webster's motion and Commissioner Semling's second, the Planning Commission unanimously approved the Draft Minutes Dated July 1, 2020. [AYES: Vice Chair Cary, Commissioner Pugsley, Commissioner Cohen, Commissioner Webster, Commissioner Semling; Nays: None]

- 3) **Topics from the Floor: Limited to 5 minutes per topic (not on Public Hearing Agenda)**

There were no topics from the floor.

- 4) **Public Hearings (times are earliest start time)**
4.A 7:00 p.m. Conditional Use Permit and (2) Variances at N 12th & Columbia Blvd. - Hubbard

Vice Chair Cary opened the Public Hearing at 7:02 p.m. Chair Hubbard, as the applicant, abstained from participating and Vice Chair Cary took over as the acting Chair, per the

Commission's operating rules. There were no ex-parte contacts, conflicts of interests, or bias in this matter.

City Planner Graichen entered the staff report dated July 7, 2020. This is a Conditional Use Permit and two variances. He showed the location of the property on a google map and gave an idea of the area that surrounds the property. The proposal is for a building with eight units. Seven of them are residential and one of them is commercial. Graichen mentioned that the Planning Commission had previously looked at this request back in July 2017. Due to lack of activity the application became void and so the applicant reapplied. Graichen mentioned the zoning was Mixed-use and when there Mixed-use zoning the Apartment Residential standards are considered for multi-family development. He also mentioned that the two variances were for decreased yard and increased density.

Graichen mentioned if the parking were combined for residential and commercial the normal off-street requirement would be 15 spaces. The current proposed is 12 off-street and a disabled parking spot on street, giving them 13 spaces. Graichen mentioned there is a provision in the code where if there are uses that have different parking demand patterns then shared parking can be justified.

Graichen also mentioned in multi-family standards have required private recreational space and community recreational space for the apartment units. There is an exception to those if you are within a quarter mile of public open space. He showed how there was a park about 500 feet away so this would exempt those.

Graichen said that 15 percent of the property is required for landscaping. This property is 10,000 square feet, so 1,500 square feet would be required landscaping. The site plan shows about 850 feet of landscaping. There is plenty of room to contribute more landscaping in the N. 12th Street right-of-way, which is proposed on the site plan. Because there were so many utilities in the landscape strip, to not create tree utility conflicts, the street tree are proposed behind the sidewalk.

Graichen mentioned the street improvements. He said the Columbia Blvd. sidewalk is in sound condition. He said the applicant does propose some modification for the disabled parking space.

Graichen mentioned the first variance is for reduced yards. He said if the lot were commercial use alone, it would not have a 20 foot setback. Instead the building could be placed at the street. He said 200 feet west of the property is the Houlton Business District, where the code requires the building to be close to the street. With this provision, it will make the property look like it is meant to be close to the street and not out of place. Also, when looking at the access and where it needs to be placed, it also makes sense to push the buildings closer to Columbia Blvd.

Graichen discussed the second variance for increased density. The square footage of the property is 10,000 square feet, which allows for five residential units. The applicant proposes seven residential units. He said there is extra area in the right-of-way on the N. 12th Street side which gives another 1,300 square feet of land, which would allow for six residential units.

Vice Chair Cary asked if the handicapped space would be shared or just commercial. Graichen said the number of handicapped spaces needed is based on how many parking spaces there are total. Since 13 spaces are proposed, the required handicapped space or van accessible is one. He said the handicapped spot is to serve the commercial and residential use. The building

code says the space must have the most direct route. Graichen said where the space is proposed, it is serving the commercial unit more.

Commissioner Cohen asked if there was a project recently that the Commission required the sidewalk along the road be improved to the corridor standard, even though it was in fair shape. Graichen said no, but they did review and discuss it quite a bit for the Haley Place Subdivision proposal.. After the discussion, the Commission found that the sidewalk for Haley Place did not need any improvements. Vice Chair Cary said they also talked about it with the new vet clinic located on Columbia Blvd. and N. 15th Street.

In Favor

Hubbard, Russ. Applicant. Hubbard was called to speak. Hubbard mentioned back in 2017 the plans were rough, but the current plans were ready to submit to the City. He mentioned they had an updated parking, sidewalk, and tree plan to meet required code. He said the reason they paused work on this project was because they were seeking and applying for grants. The grants did not work out, so they are ready to start back up and move forward.

Commissioner Webster asked if all the buildings were street level. Hubbard advised that all the bottom units were at sidewalk or street level. He also mentioned the commercial unit has a residential unit above it. Hubbard discussed a mixed-use project he did in Portland that received an award..

Commissioner Cohen asked why the handicapped parking was proposed on Columbia Blvd. instead of one of the parking spaces on the site. Hubbard mentioned if the handicapped space were included in the off-street parking it would take up two spots and he would be required to put in a wheelchair lift for accessibility. Hubbard said it would seem more efficient to move the space to the street, as it added more parking on site and re-doing the sidewalk, although still expensive, would be more affordable than the lift. Commissioner Semling asked about parking along N.12th Street.. Hubbard mentioned they cannot do parking along N.12th Street due to the guy wires, utilities and vision clearance.

There was a small discussion about parking and how it fits into the Corridor Plan. Another small discussion on the amount of parking available and where to place the handicapped space.

Neutral

No one spoke as neutral testimony.

In Opposition

No one spoke in opposition.

End of Oral Testimony

There were no requests to continue the hearing or leave the record open.

Close of Public Hearing & Record

The applicant waived the opportunity to submit final written argument after the close of the record.

Deliberations

The Commission discussed more about the handicapped space, where it should be located, and how it coincides with the City's Corridor Plan and Building Code. There was some concern about this project not meeting the standard of the Corridor Plan. There was also a small discussion on the amount of parking allowed on Columbia Blvd.

Graichen said the Commission may want to consider in their findings that eleven spaces are adequate for the property so if the applicant needs to put the handicapped space on site, it can take up two spaces. Graichen also said they may want to consider the curb line as proposed if possible.

Motion: Upon Commissioner Cohen's motion and Commissioner Webster's second, the Planning Commission unanimously approved both Variance Permits as written with a finding that 11 off-street parking spaces would be acceptable if the disabled person space does not work along Columbia Blvd. Vice Chair Cary did not vote due to his role as acting Chair. [Ayes: Commissioner Semling, Commissioner Lawrence, Commissioner Webster, Commissioner Cohen, Commissioner Pugsley; Nays: None]

Motion: Upon Commissioner Cohen's motion and Commissioner Webster's second, the Planning Commission unanimously approved the Conditional Use Permit as written. [Ayes: Commissioner Semling, Commissioner Lawrence, Commissioner Webster, Commissioner Cohen, Commissioner Pugsley; Nays: None]

Motion: Upon Commissioner Cohen's motion and Commissioner Semling's second, the Commission unanimously approved Vice Chair Cary to sign the Findings when prepared. [Ayes: Commissioner Semling, Commissioner Cohen, Commissioner Lawrence, Commissioner Webster, Commissioner Pugsley; Nays: None]

5) **Riverfront District Architectural Guidelines Recommendation – Bennett Building Transom Windows at 275/277 the Strand**

Graichen presented the report dated July 6, 2020. Graichen mentioned everyone should be familiar with the project as there had been much discussion about it. He presented the standards as they relate to windows.. He said since the original windows were not maintained, the Commission needs to advise how to fix the windows. He started with asking the question if the Commission was willing to explore the idea of painting the windows to achieve appearance goals. The Commission was unanimously against this idea.

Graichen asked about the glass they should use and there was a small discussion on the types of glass that could be used.

Councilor Carlson expressed concern about applying the historic guidelines consistently. Graichen mentioned there is a standard process for all buildings subject to the Riverfront District Architectural Guidelines review process. He felt the Commission was following those processes.

Vice Chair Cary mentioned he was uncomfortable giving recommendations before deciding the shape or design of the windows. There was a small discussion about divided light and the type of framing on the exterior of the windows.

There was also a discussion on maintaining the original design, texture, and materials, not just appearance. Graichen asked the Commission if the size, division, and shape of the new windows should relate to the previous as much as possible. The Commission said yes.

Commissioner Pugsley said she looked at the cost of the windows provided in the document. She said the cost to purchase actual true divided windows or to build them was about the same. She expressed that she would want the City to make sure the project was done right and not look for the easy way out. Commissioner Cohen said he would recommend finding someone who is a glass professional that can give a recommendation on period replacement windows or glass to uphold the architectural integrity. There was another small discussion about materials to be used for these windows.

Commissioner Pugsley asked if the remaining work aside from the windows would be brought to the Commission. Graichen mentioned that the individuals in charge of this project understands that once there is a building permit, it comes before the Commission for review.

Assistant City Administrator Matt Brown spoke about the color of the windows and asked what scheme they preferred. The Commission said they would refer to the historic guidelines. Brown also mentioned the process they took and how they stopped work when it was discovered it was not done correctly. Chair Hubbard advised Brown that they should come up with a scope of work and find an appropriate professional who can do the work correctly. There was a small discussion about the amount of work that may be entailed to redo the windows.

Chair Hubbard asked about the architect and who the City planned on hiring for that. Brown said they have not decided on the architect yet as it will have to go through the City Council because of the cost. Brown also asked if Commissioner Pugsley would be willing to discuss more options on how to repair or where to go to retrieve the appropriate materials for staying true to the architectural integrity. He said having a commissioner present on the project team for this project would be a benefit to the restoration. Commissioner Pugsley agreed.

6) Planning Director Decisions

- a. Sign Permit at 104 N Vernonia Rd – Bethel Fellowship
- b. Temporary Use Permit for Model Home – Chad E Davis Construction
- c. Extension of Variance V.10.19 for Lot 54 – Emerald Meadows
- d. Extension of Variance V.11.19 for Lot 56 – Emerald Meadows
- e. Extension of Variance V.13.19 for Lot 63 – Emerald Meadows
- f. Temporary Use Permit at 735 S Columbia River Hwy – Bethel Fellowship
- g. Auxiliary Dwelling Unit at 300 N. 3rd Street – Conversion of an existing basement
- h. Sign Permit at 795 S Columbia River Hwy – Ramsay Signs (Safeway)

There were no comments.

7) Planning Department Activity Report

- a. June Planning Department Report

There were no comments.

8) For Your Information Items

Graichen mentioned the Grocery Outlet proposal was approved minus the drive-thru portion they had included. Vice Chair Cary asked questions about the trees they cut down on the undeveloped property. Graichen mentioned it was a grading needs issue, but in working with these builders over the last years, they have been forthright about trying to preserve the trees as much as possible. He also mentioned with the subdivision, there is a still a tree inventory and they will be able to make sure the replace what is necessary.

Commissioner Cohen said he thinks the City and the County and whoever else was involved did a fabulous job on the Gable Road Project. He said it came out perfect and wanted to acknowledge the work that went into it. Commissioner Cohen also asked about how long ago they had given out a Beautification Award. Graichen said they used to do it every year when he worked for the City of Klamath Falls, but he did not feel that was the right way to do. He said it should be on a case-by-case basis when there is a project that just has the wow factor. Commissioner Cohen said if he could choose a project, it would be the new veterinary clinic on N 15th Street. He said for so many years, this site has been unusable.. He felt this clinic was perfect for the site.

Graichen mentioned the proposed residential units across from Wal-Mart received funding for their project.

Councilor Carlson also asked what was being built over by Legacy Health off Highway 30.. Graichen said Graystone Estates Subdivision includes 78 residential lots and two commercial lots with a builder who is anxious to get started. Vice Chair Cary asked about the southeast corner access. Graichen said they had talked about extending the street but were not currently proposing to do that. He said they are planning on having a secondary emergency access off the main highway.

Councilor Carlson also asked about the Millard Road crossing. Graichen said Oregon Department of Transportation (ODOT) was working on final design which prompted the Planning Department to discuss the entry sign.

9) **Next Regular Meeting: August 11, 2020**

10) **Adjournment**

There being no further business before the Planning Commission, the meeting was adjourned 9:17 p.m.

Respectfully submitted,

*Christina Sullivan
Community Development Administrative Assistant*

**CITY OF ST. HELENS PLANNING DEPARTMENT
STAFF REPORT
Comprehensive Plan Map and Zoning District Map Change CPZA.1.20**

DATE: July 28, 2020
TO: Planning Commission
FROM: Jacob A. Graichen, AICP, City Planner

APPLICANT: City of St. Helens
OWNER: City of St. Helens
ZONING: Approximately 0.57 acres along the north side along Maple Street is zoned Moderate Residential, R7, with the remaining area zoned Public Lands, PL

LOCATION: 4N1W-8BC-2600 and 4N1W-8CB-400
PROPOSAL: Comprehensive Plan Map change of entire property (approx. 23 acres) from Suburban Residential, SR and Public Lands, PL to General Commercial, GC.

Zoning District Map change of the entire property (approx. 23 acres) from Moderate Residential, R7 and Public Lands, PL to Mixed Use, MU.

The 120-day rule (ORS 227.178) for final action for this land use decision is not an issue as the City is the applicant.

SITE INFORMATION / BACKGROUND

The site is just over 23 acres of property located between Maple Street to the north and Millard Road to the south. The local School District owned the property for many years and used the site for wetland mitigation for school projects elsewhere. The School District owned the property until 2009.

The City annexed the property in 2009 (files A.1.09, Ordinance No. 3116; and A.2.09, Ordinance No. 3115). At the time of annexation, the City owned the approximate norther two-thirds and the Columbia Health District owned the remaining southerly approximate one-third.

In November 2010, the Columbia Health District Board of Directors voted unanimously to stop all work on a hospital project after taxing citizens to fund it. The failed hospital project resulted in dissolution of the Health District, which resulted in the County taking ownership of the property, who subsequently transferred the property to the City since it was in its municipal boundary. Thus, the City owns the entire property now.

The site lacks improvements except for frontage improvements (sidewalk, curb) along Millard Road installed as part of a failed hospital project, remnants of the failed hospital project within the southerly third, some underground utilities, and a wood pedestrian bridge spanning McNulty Creek towards the north end associated with trails.

The north quarter is heavily wooded around McNulty Creek. Topography is irregular. Area south of the wooded portion is generally open field with scattered trees, except around some wetlands where tree density increases. Topography is more level in this area. There are several wetlands on the site. Some are mitigation areas from past School District projects. Though a failed project, there is even mitigation area for the hospital that never was.

PUBLIC HEARING & NOTICE

Hearing dates are as follows: August 11, 2020 before the Planning Commission and September 2, 2020 before the City Council.

Notice of this proposal was sent to surrounding property owners within 300 feet of the subject property(ies) on July 17, 2020 via first class mail. Notice was sent to agencies by mail or e-mail on the same date. Notice was published in the The Chronicle on July 22, 2020. Notice was sent to the Oregon Department of Land Conservation and Development on June 11, 2020.

AGENCY REFERRALS & COMMENTS

As of the date of this report, no agency comments have been received.

APPLICABLE CRITERIA, ANALYSIS & FINDINGS

The “Millard Road property” currently owned by the City and the subject of this proposal consists of multiple parcels of land. Thus this CPZA is a legislative action as defined by Chapter 17.20 SHMC.

Pursuant to SHMC 17.20.020(2)(b), the Council must approve the concept for an application for a legislative application to be accepted. At their January 15, 2019 work session, the City Council directed staff to rezone the property to Mixed Use in its entirety. The Mixed Use (MU) zone requires a change to the Comprehensive Plan Map to the General Commercial (GC) designation.

SHMC 17.20.120(1) and (2) – Standards for Legislative Decision

(1) The recommendation by the commission and the decision by the council shall be based on consideration of the following factors:

- (a) The statewide planning goals and guidelines adopted under ORS Chapter 197;
- (b) Any federal or state statutes or guidelines found applicable;
- (c) The applicable comprehensive plan policies, procedures, appendices and maps; and
- (d) The applicable provisions of the implementing ordinances.
- (e) A proposed change to the St. Helens zoning district map that constitutes a spot zoning is prohibited. A proposed change to the St. Helens comprehensive plan map that facilitates a spot zoning is prohibited.

(2) Consideration may also be given to:

- (a) Proof of a change in the neighborhood or community or a mistake or inconsistency in the comprehensive plan or implementing ordinance which is the subject of the application.

(1)(a) Findings: This criterion requires analysis of the applicable statewide planning goals.

The applicable goals in this case are: Goal 1, Goal 8, Goal 9, Goal 10, and Goal 12.

Statewide Planning Goal 1: Citizen Involvement.

Goal 1 requires the development of a citizen involvement program that is widespread, allows two-way communication, provides for citizen involvement through all planning phases, and is understandable, responsive, and funded.

Generally, Goal 1 is satisfied when a local government follows the public involvement procedures set out in the statutes and in its acknowledged comprehensive plan and land use regulations.

The City's Development Code is consistent with State law with regards to notification requirements. Pursuant to SHMC 17.20.080 at least one public hearing before the Planning Commission and City Council is required. Legal notice in a newspaper of general circulation is required too. The City has met these requirements and notified DLCD of the proposal.

In addition to following its fundamental notification and public hearing requirements, the City vetted this proposal prior to this CPZA process, as summarized:

- City holds a **public forum** on **June 20, 2018** to discuss potential rezoning of the property. About six people provided oral input. The County Commissioners provided written input (letter dated June 20, 2018, attached). There was some support for Mixed Use zoning, and some for R10 (low density residential) zoning. The location of a future park was discussed with some support, especially around McNulty Creek on the north end of the site.
- Staff discusses the rezoning with the **Parks Commission** on **August 13, 2018**. Parks Commission recommends Public Lands on north side to some extent for parkland and the remainder Mixed Use. There was also discussion about ensuring the park area had enough gradually sloped property (as opposed to the steeply sloped areas near McNulty Creek) to accommodate park facilities, including parking. The Parks Commission also wanted to see a pedestrian connection from Millard Road through the site (through the wetlands) to the bridge over McNulty Creek.
- **Housing Needs Analysis** efforts **October 2018 – August 2019** (for adoption). These efforts helped inform the zoning consideration of this property. We now have current information regarding housing supply. Per the HNA, the St. Helens UGB contains a significant surplus of all residential lands, *except* high density residential. The HNA also supports Mixed Use. *See Goal 10 discussion below.*
- Staff discusses the rezoning with the **Planning Commission** on **May 14, 2019** after the Housing Needs Analysis conclusions are known (but before adoption of the HNA). The Planning Commission supported Mixed Use zoning for the entire property. In regards to keeping some zoning Public Lands for a future park, the Commission noted the entire property could be zoned Mixed Use and the park on the north side zoned back to Public Lands once that boundary is determined. The Commission also noted that public parks

are a conditionally permitted use in the Mixed Use zoning district. *See discussion about the Parks Master Plan below.*

- Staff discusses the rezoning with the **City Council** at their **June 5, 2019** work session. The Council directive: 1) a master plan for a park on north side along McNulty Creek, and 2) Public Lands zoning for the park and Mixed Use for the remainder.
- In the approximate **3rd quarter of 2019** staff works with a landscape architecture consulting firm and the **Parks Commission** to develop concept Master Plan for the park that contained two options differentiated by area. One option was focused on the north side of the site and the other most of the site.
- Staff discusses the rezoning with the **City Council** at their **January 15, 2020** work session. With some debate over the size of the park, the Council directive changed from the June 5, 2019 meeting, to zoning the property to Mixed Use in its entirety with no Public Lands zoning reservations.

Finding: Given the public vetting for the proposal, scheduled public hearings, and notice provided, **Goal 1** is satisfied.

Statewide Planning Goal 8: Recreational Needs

It is the purpose of this goal to satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of the necessary recreational facilities including destination resorts.

It is the purpose of the City's Parks & Trails Master Plan (2015) to establish the long-term framework for enhancing the livability of the community for residents, employees, and visitors for the next 10-15 years. The provision of parks, trails, and recreation facilities and amenities is a crucial aspect of the plan.

The subject property is included in the Parks & Trails Master Plan (2015) because a portion of it is forecasted as a future park. See ½ mile radius policy in the City's Comprehensive Plan, explained below.

Given that the development and implementation of the Parks and Trails Master Plan plays a keystone role in satisfying the recreational needs of citizens of the state, and visitors to the community, Goal 8 is satisfied **only if the Parks & Trails Master Plan is met.**

Under the current zoning, Public Lands, PL, public or private parks are a permitted use. Public park is also a permitted use in the Moderate Residential, R7 zone (note small portion of R7 zoning along the north side). Under the Mixed Use, MU zone, parks are a conditionally permitted use, which required greater effort and uncertainty to establish a park. **Thus, the Parks & Trails Master Plan can still be met with the proposal, though, not necessarily as easily.**

Finding: Goal 8 is technically satisfied. However, this proposal makes compliance with Goal 8 more difficult and less certain, given how it impacts the possibility of new park lands.

Does the Commission want to impose “conditions” as it relates to parks? This issue is discussed more below.

Statewide Planning Goal 9: Economic Development

It is the purpose of this goal to provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens

This goal is satisfied when it can be shown that the proposal will not negatively affect industrial or other employment land, as such lands are catalysts to economic development.

Finding: Since this proposal will actually increase the amount of employment lands, **Goal 9** is satisfied.

Statewide Planning Goal 10: Housing.

Goal 10 requires buildable lands for residential use shall be inventoried and plans shall encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density

This proposal relates to housing as it is changing the possible uses of land, as dictated by the City’s Comprehensive Plan and Zoning Districts Maps.

St. Helens completed and adopted a Housing Needs Analysis (HNA) and Buildable Lands Inventory (BLI) in 2019 (Ordinance No. 3244). The results of the housing needs analysis indicate that the current St. Helens Urban Growth Boundary is sufficient to accommodate future housing needs, with a small deficiency of high density land for multi-family development.

Currently, zoned (predominately) Public Lands, PL as it has been for decades, no permanent residential use is allowed. In other words, the land does not contribute to the City’s housing needs. However, if zoned Mixed Use, MU as proposed, note the following from the adopted Housing Needs Analysis:

- HNA pg. 21 it states: *While the overall UGB land supply is adequate to meet future demand, there is currently a need to utilize commercial/mixed use sites for specific amounts of high density (apartment) development.*
- In a 20-year forecast, under some housing needs calculation methods included the recommended No. 5 (HNA pg. 43), some proportion (up to 8 acres) of existing commercial and mixed use land would be required to be used for residential (HNA pg. 43). This assumes a 15% residential composition of development (i.e., 15% residential and 85% non-residential) (HNA pg. 32).
- Changing the zoning of this land to Mixed Use, MU increases the mixed-use acreage within the St. Helens Urban Growth Boundary, thus increasing the probability the up-to-

8-acre target can be met in the 20-year forecast. Most housing types are possible in the Mixed Use zone including multi-family development.

A small portion of the property on the north side is zoned Moderate Residential, R7. While other adjacent property that is within City limits is zoned R7, and there are arguments to favor this zoning for land use continuity in the area, the HNA identifies a surplus of medium and low density lands. **Thus, there is not a need for R7 zoned lands**, while Mixed Use zoning actually satisfies an identified need. Further, the R7 zoned portion is comparatively small to the rest of the property at approximately 25,000 square feet (0.57 ac.) and substantially encumbered by floodplain and riparian area associated with McNulty Creek.

Before the public hearing process, the City received some comments suggesting that the appropriate zone for the property is Suburban Residential, R10. The HNA identifies a considerable surplus of low density zoning. Thus, **R10 would not meet an identified need and there is no adjacent or nearby R10 zoning**. R10 is inappropriate zoning designation for this site.

Planning Commission, please remember both the R7 and R10 zonings were part of the discussion about zoning options before the formal public hearings.

Finding: Because the Mixed Use, MU zoning meets an identified need in the City adopted Housing Needs Analysis and the Public Lands, PL zoning does not contribute to housing need, **Goal 10** is satisfied.

Statewide Planning Goal 12: Transportation

Goal 12 requires local governments to “provide and encourage a safe, convenient and economic transportation system.” Goal 12 is implemented through DLCD’s Transportation Planning Rule (TPR), OAR 660, Division 12. The TPR requires that where an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation would significantly affect an existing or planned transportation facility, the local government shall put in place measures to assure that allowed land uses are consistent with the identified function, capacity, and performance standards of the facility.

Traffic impact is required to be analyzed as part of a plan amendment or zone change application, pursuant to Chapter 17.156 SHMC. See Section (d) for a more detailed discussion of the TPR and implementing ordinances.

Finding: Traffic impact is required to be analyzed as part of a plan amendment or zone change application, pursuant to Chapter 17.156 SHMC. See Section (d) for a more detailed discussion of the TPR and implementing ordinances. Based on Section (d) below, Goal 12 is met.

(1)(b) Findings: This criterion requires analysis of any applicable federal or state statutes or guidelines.

There are no known additional federal or state statutes or guidelines not already addressed elsewhere herein.

(1)(c) Findings: This criterion requires analysis of applicable comprehensive plan policies, procedures, appendices and maps.

For these findings, the comprehensive plan addendums will be examined followed by policies.

Comprehensive Plan Addendums:

The applicable addendums to the Comprehensive Plan include the **Economic Opportunities Analysis** (Ord. No. 3101), **Waterfront Prioritization Plan** (Ord. No. 3148), **Transportation Systems Plan** (Ord. No. 3150), **Corridor Master Plan** (Ord. No. 3181), **Parks & Trails Master Plan** (Ord. No. 3191), **Riverfront Connector Plan** (Ord. No. 3241), and **Housing Needs Analysis** (Ord. No. 3244).

The applicable addendums are:

Economic Opportunities Analysis (EOA): The 2008 Economic Opportunities Analysis notes a shortage of zoned commercial lands of about 10 acres. Though this information is dated and many lands have been changed to commercial from something else since 2008, it still suggests a lower commercial land inventory. Public Lands, PL zoning does not advance the EOA. Mixed Use, MU does.

Transportation Systems Plan (TSP): The 2011 Transportation Systems Plan identifies a transportation connection between Millard Road and Maple Street. Zoning this property Mixed Use will not prohibit the ability for future development to accommodate a transportation connection through the site.

Parks & Trails Master Plan: In Chapter 4, the 2015 Parks and Trails Master Plan analyzes future population growth and makes recommendations about how many acres and of what type of parks will be needed to meet the statewide recommended level of service. It recommended development of the Millard Road city-owned property into a *community park to help meet this guideline.

*The Parks and Trails Master Plan identifies a variety of different types of parks, open space areas, and recreational venues, each designed to provide a specific type of recreation experience or opportunity. The Plan describes community parks as follows:

Community parks are typically larger in size and serve a broader purpose than neighborhood parks. Their focus is on meeting the recreation needs of several neighborhoods or large sections of the community, as well as preserving unique landscapes and open spaces. Community parks are typically 15-100 acres, depending on the spatial requirements of the facilities provided and the amount of land dedicated to natural resource protection. Community parks provide both active and passive recreation opportunities that appeal to the entire community serving an area within approximately 15 minutes driving time.

While a community park may be proximate to a neighborhood and can provide typical neighborhood park amenities, they are normally designed as a “drive-to sites.” Community parks typically accommodate large numbers of people, and offer a wide variety of facilities, such as group picnic areas and large shelters, sports fields and courts, children’s play areas, swimming pools and splash pads, community gardens, extensive pathway systems, community festival or event space, and green space or natural areas. Community parks require additional support facilities, such as off-street parking and restrooms and as such can also serve as regional trailheads.

As noted under the findings for *Statewide Planning Goal 8* above, the change to Mixed Use, MU zoning makes advancing the Parks and Trails Master Plan more difficult and less certain as parks will be a conditionally permitted use instead of a permitted use.

At their June 5, 2019 Work Session, the City Council unanimously supported (with Councilor Carlson absent) a master plan for the north side of the property by the creek. Around the 3rd quarter of 2019, staff worked with Group Mackenzie (consultants) and the Parks Commission, including the Council liaison Council President Morten, to develop concept park master plan for this property with two options differentiated by area. Though not adopted, these represent potential community parks. *Attached.*

The Commission could accept this or add a “condition” that requires compliance with the Parks and Trails Master Plan for this property.

“Condition” could be additional language in the adoption ordinance that emphasizes compliance with the Parks and Trails Master Plan for this property.

Please note that this “condition” could be challenging to impose, especially if not resolved before sale to another party. Rather than exclusively as a condition of a future land use decision to develop the site, it would be better to require the reservation of lands as part of an agreement that proceeded any development, land use permit or sale of property, if the City worked with another party to develop the property or sold it.

Housing Needs Analysis: See findings for *Statewide Planning Goal 10* above.

Comprehensive Plan policies:

Noteworthy and applicable policies are:

SHMC 19.08.020 Economic Goals and Policies

(3)(j) Allocate adequate amounts of land for economic growth and support the creation of commercial and industrial focal points.

(3)(m) Make commercial designation large enough to accommodate a large variety of commercial development with sufficient buffers.

The site is large (23.16 acres or 15.63 acres less estimated sensitive lands area) enough to create a new commercial node, which is possible under the Mixed Use, MU zoning. It also adds this much acreage to the City’s employment land base. The property is long

and narrow (comparatively), but still exceeds 500 in width, which should be able to accommodate required buffers from surrounding residential lands.

SHMC 19.08.030 Public Services and Facilities Policies

(3)(o) Develop a program whereby the city's park system can be maintained or expanded to serve the needs of anticipated growth...

(3)(p) Acquire sites for future parks as identified on the comprehensive plan map as far in advance as possible to have sites be within ½ mile of residential areas.

Chapter 4 of the Parks & Trails Master Plan analyzes the service area of a ½ mile radius to residential areas suggested in (3)(p) and recommends development of a portion of the subject property into a community park to help meet this guideline. As already noted above, the proposal makes establishing a park more difficult.

Given the ½ mile radius provision and lack of other formally identified properties in the SW quadrant of the City, the subject property is important for the City's future recreational needs.

The Commission could accept this or add a "condition" that requires compliance with the Parks and Trails Master Plan for this property. This is discussed above.

Other options the City Council has (and the Commission could recommend) includes but is not necessarily limited to:

1. The Comprehensive Plan can be amended to remove this ½ mile radius policy. This is not recommended by staff.
2. An alternative property in the same vicinity could be analyzed and set aside for a future park that would accommodate this ½ mile radius gap and recreational need. The best planning practice in this scenario would be for this to be formally adopted (e.g., amended or new Parks and Trails Master Plan) prior to any sale or development proposal of the subject property.
3. If the property is divided or otherwise disparate in ownership, the City retain adequate property for future park needs.

(1)(d) Findings: This criterion requires analysis of the applicable provisions of the implementing ordinances.

The key implementing ordinance for consideration is **SHMC 17.08.060, Transportation planning rule compliance:**

(1) Review of Applications for Effect on Transportation Facilities. A proposed comprehensive plan amendment, zone change or land use regulation change, whether initiated by the city or by a private interest, shall be reviewed to determine whether it significantly affects a transportation facility, in accordance with OAR 660-012-0060 (the Transportation Planning Rule ("TPR")). "Significant" means the proposal would:

(a) Change the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan);
 (b) Change standards implementing a functional classification system; or
 (c) As measured at the end of the planning period identified in the adopted transportation system plan:

(i) Allow land uses or levels of development that would result in types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility;

(ii) Reduce the performance of an existing or planned transportation facility below the minimum acceptable performance standard identified in the TSP; or

(iii) Worsen the performance of an existing or planned transportation facility that is otherwise projected to perform below the minimum acceptable performance standard identified in the TSP or comprehensive plan.

In addition, SHMC 17.156.030 traffic impact analysis applicability includes:

(1) A change in zoning or a comprehensive plan amendment designation, except when the change will result in a zone or plan designation that will result in less vehicle trips based on permitted uses (e.g., from a high density residential district to a lower density residential district or from a commercial district to a residential district);

Thus, whether or not the transportation facility will be significantly impacted needs to be examined. Impacts are often determined by Traffic Impact Analyses (TIAs), which can be required for **zoning/comprehensive plan map amendments** and **actual development**.

- Analysis for zoning/comprehensive plan map amendments are based on planning level documents.
- Analysis for actual development is based on the assumed (based on traffic professional industry standard modeling) real world impacts.

*****As this is a zoning/comprehensive plan map amendment proposal, findings pertain to planning level analysis.*****

First, let's compare vehicular trip rates based on the 9th ed. of the Institute of Transportation Engineers (ITE) Trip Generation Rates.

Permitted uses under the current Public Lands, PL zoning with notably high trip rates include:

Description	ITE Code	Units	Weekday	AM	PM
Elementary School	520	KSF	15.43	5.20	1.21
Middle/ JR. High School	522	KSF	13.78	4.35	1.19
High School	530	KSF	12.89	3.06	0.97
Junior/ Comm. College	540	KSF	27.49	2.99	2.54
Library	590	KSF	56.24	1.04	7.30

Of these uses, the maximum total average weekday trips possible is 56.24 with a maximum AM and PM peak of 5.20 and 7.30. All are based on per 1,000 s.f. gross floor area.

Comparable non-residential permitted uses possible in the Mixed Use Zone that are not listed above (for the PL zone trips) and have higher trip rates.

Description	ITE Code	Units	Weekday	AM	PM
Free-Standing Discount Store	815	KSF	57.24	1.06	4.98
Hardware/Paint Store	816	KSF	51.29	1.08	4.84
Shopping Center	820	KSF	42.70	0.96	3.71

These uses have comparable trip rates. Though some retail and eating/drinking establishments have higher rates, they are less likely for several reasons due to location, sensitive lands and park lands (described below).

Also, the closest intersection of significance is Millard/US30. ODOT is planning to install a traffic signal along with other intersection improvements. According to ODOT's website (<https://www.oregon.gov/odot/projects/pages/default.aspx>), construction of this \$7.5 million project is currently forecast for 2021. The ODOT project is anticipated to make up for any functional issues of this proposal at this intersection.

The Mixed Use, MU zoned also allows residential uses. So that should be examined as well. The total acreage of the site after removing estimated sensitive lands (**see attached**) is 15.63 acres. A typical permitted use would be a detached single-family development.

In the MU zone, the General Residential, R5 standards applies to this type of development. If 20% is removed for public facilities per Chapter 17.56 SHMC, the net developable area is 15.63 ac – 3.13 acres or about 12.5 acres.

This equates to 544,500 square feet. Per the R5 zone, the minimum lot size is 5,000 square feet. $544,500/5,000 = 109$ lots. Less lots are likely as this does not take into account park lands, rights-of-way/streets and other factors. The trip rate for apartments (ITE Code 210) is 9.52 average weekday trips per. This equates to 1,038 trips. A Library Services (ITE Code 590—see above) building that is 25,000 square feet in size would result in a comparable total trip rate; this use is possible under current zoning, thus, the reasonably expected residential use for the MU zone is not worse than the reasonably anticipated use on the PL zone.

The City's adopted planning documents identify this property as a community park. Per the Parks and Trails Master Plan, community parks are typically larger in size typically 15-100 acres. Thus based on the City adopted planning documents, much if not all, of the property can be viewed as parkland for the purpose of traffic impact review for this proposal. City parks have trips rates as follows:

Description	ITE Code	Units	Weekday	AM	PM
City Park	411	Acres	1.89	4.50	3.50

The rates are much less than others. Note this is per acre, not per 1,000 square feet.

Conclusion, based on the City's adopted documents as they pertain to park lands, the transportation planning rule (TPR) is met. In addition, comparing other uses reasonably expected to occur the TRP is met. That Millard Road/US30's capacity will be enhanced by an ODOT planned project is an additional aid (safety net) to the TPR compliance. Finally, Traffic Impact Analysis can still be required for actual development.

(1)(e) Findings: This criterion is intended to prevent spot zoning.

Spot zoning is defined by Chapter 17.16 SHMC as follows:

"Spot zoning" means rezoning of a lot or parcel of land to benefit an owner for a use incompatible with surrounding uses and not for the purpose or effect of furthering the comprehensive plan.

This proposal would place Mixed Use zoning in area that currently has none. However, it is a very large parcel, and Mixed Use accommodates a variety of uses, many of which are similar to the surrounding uses.

(2) Findings: This criterion allows consideration of proof of a change in the neighborhood or community or a mistake or inconsistency in the comprehensive plan or implementing ordinance which is the subject of the application.

The site has had a predominant Comprehensive Plan designation of Public Lands, PL since at least 1978. When annexed in 2009 (Ord. No. 3115 and 3116) it was zoned Public Lands, PL accordingly.

The much smaller portion of the site lying north of McNulty Creek has had a Comprehensive Plan designation of Rural Suburban Unincorporated Residential, RSUR since at least 1978. When annexed in 2009 (Ord. 3115) the Comprehensive Plan designation changed to Suburban Residential, SR (incorporated) and the Moderate Residential, R7 zone was established accordingly.

No evidence of mistake or error.

CONCLUSION & RECOMMENDATION

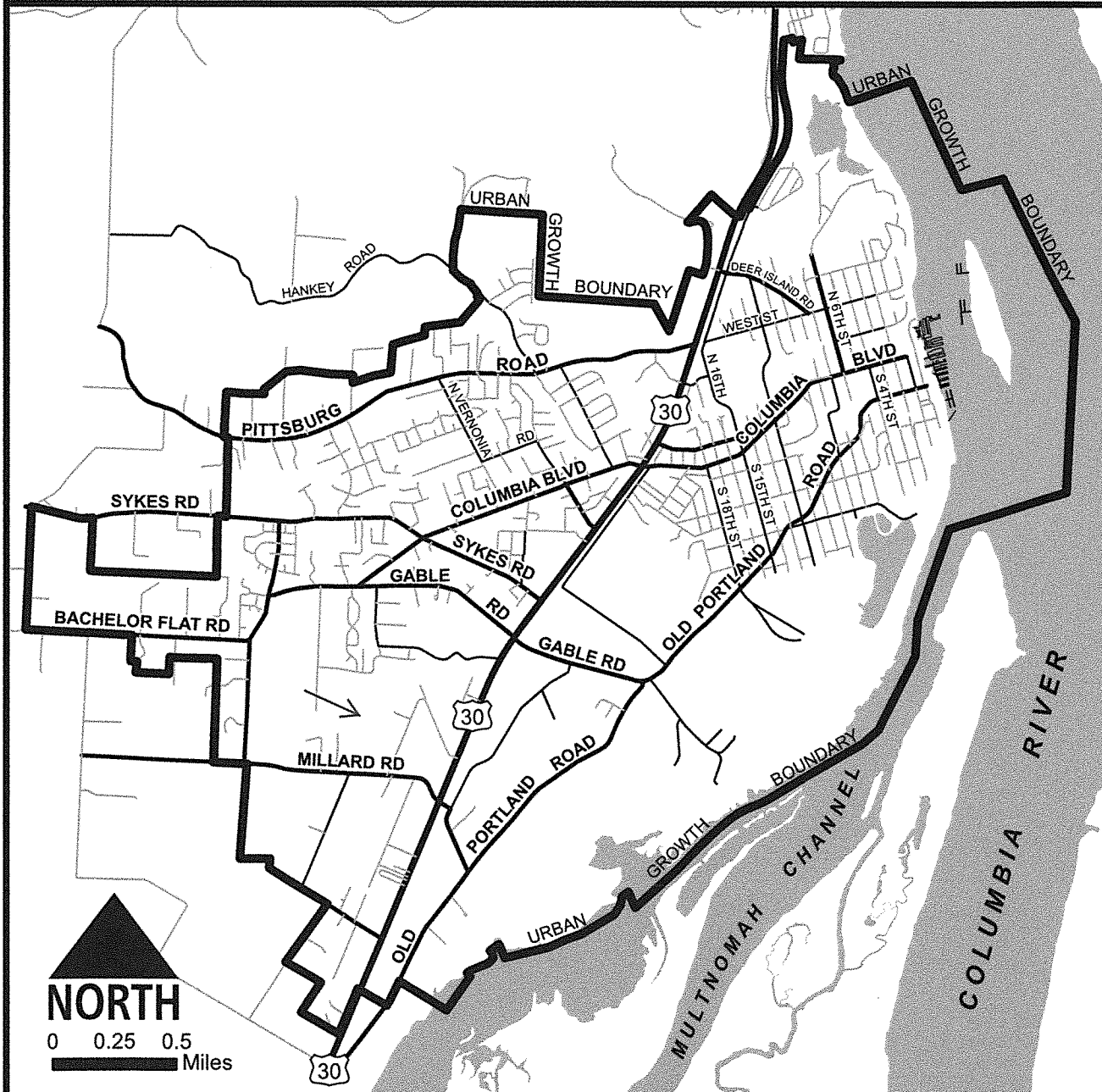
Based upon the facts and findings herein, staff recommends approval of this with considerations as detailed herein.

Attachment(s): Subject property approximate location map
 Subject property aerial map
 Letter from City dated May 22, 2018 providing notice of public forum
 Letter from Columbia County Commissioners dated June 20, 2018
 1978 City of St. Helens Comprehensive Plan Map
 Subject property zoning, etc. information map
 Parks and Trails Master Plan pg. 48, park system service radius map
 Park master plan for subject property concepts (not adopted), x2
 Subject property Sensitive Lands Map

Subject property net developable area (sensitive lands)
Housing Needs Analysis slide 7, need findings
Zoning comparisons table

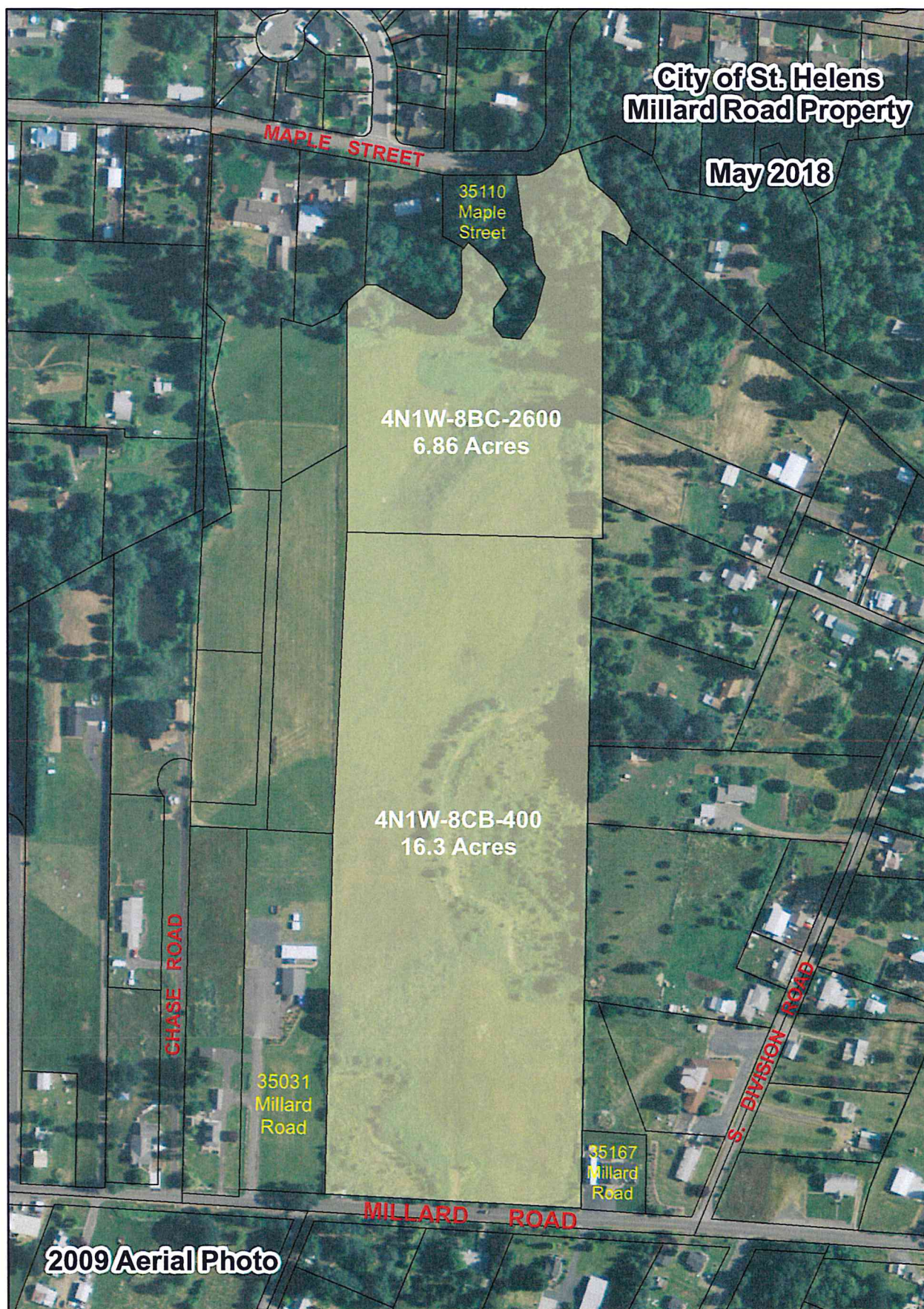
SUBJECT PROPERTY

~ Approximate Location ~



City of St. Helens Urban Growth Boundary Area Vicinity

jag/Dec. 2013





265 Strand / PO Box 278
St. Helens, Oregon
97051

May 22, 2018

RE: Public forum to discuss zoning of the City owned former "hospital property" located along the north side of Millard Road between properties addressed as 35031 and 36176 Millard Road.

Dear Property Owner,

If you have been around for several years, you may recall the hospital project on Millard Road by the now defunct Columbia Health District.

In short, the hospital project did not work out and the property fell into City of St. Helens ownership. Since that happened, the City now owns approximately 23 acre of property between Millard Road and Maple Street (see other side of this letter). Please note that the City owned about two-thirds of this before dissolution of the Columbia Health District; it's not all from the hospital debacle.

The property is zoned Public Lands, which allows a limited number of uses.

At their April 4, 2018 work session, the Council directed staff to change the zoning of the property to better accommodate potential use.

Before we start the formal process for this, the City is seeking feedback in regards to the zoning options. You are receiving this letter as a neighboring property owner who may have interest in this.

On June 20, 2018 at 6:30pm, the we will have a public forum before the City Council to discuss the potential zoning options, which will determine what the property can be used for.

This will be held in the Council Chambers at City Hall at 265 Strand Street.

If you have any questions, please contact this office.

Respectfully yours,

Jacob A. Graichen, AICP
City Planner

Columbia County



Board of Commissioners

230 Strand Street, Rm 331, St. Helens, Oregon 97051-2096

*Ph: 503-397-4322 *Fax 503-397-7243

Commissioner Margaret Magruder
 Commissioner Henry Heimuller
 Commissioner Alex Tardif
 Jan Greenhalgh, Board Office Administrator
 Jacyn Normine, Board Office Specialist

Margaret.magruder@co.columbia.or.us
Henry.heimuller@co.columbia.or.us
Alex.tardif@co.columbia.or.us
Jan.greenhalgh@co.columbia.or.us
Jacyn.normine@co.columbia.or.us

June 20, 2018

City of St. Helens
 PO Box 278
 St. Helens, OR 97051

RE: Re-zone of Millard Property

To Whom It May Concern,

The Columbia County Board of Commissioner's appreciates the opportunity to address the re-zone of the Millard property, also known as the hospital property. We have held lengthy discussions and believe that the property would best serve the community being re-zoned as multi-use. We believe that a mix of residential, both low income and moderate income, along with senior housing, mixed with apartments and commercial, would best serve the community. It is our belief that you can achieve this goal by utilizing a cottage cluster model, in conjunction with programs such as, but not limited to, Proud Ground. The Board would also like to see a piece carved out and reserved for a park and the entire development served by a meaningful transit plan, including bus pullouts and shelters and a vibrant bicycle/pedestrian flow. You have an opportunity with this property that could meet the needs of all residents if developed correctly.

We look forward to working with you on this project and providing additional feedback as you move along with the re-zone process. If you need additional information we are more than happy to elaborate.

BOARD OF COUNTY COMMISSIONER
 FOR COLUMBIA COUNTY, OREGON

By

Not Present

Margaret Magruder, Chair

By

Henry Heimuller

Henry Heimuller, Commissioner

By

Alex Tardif

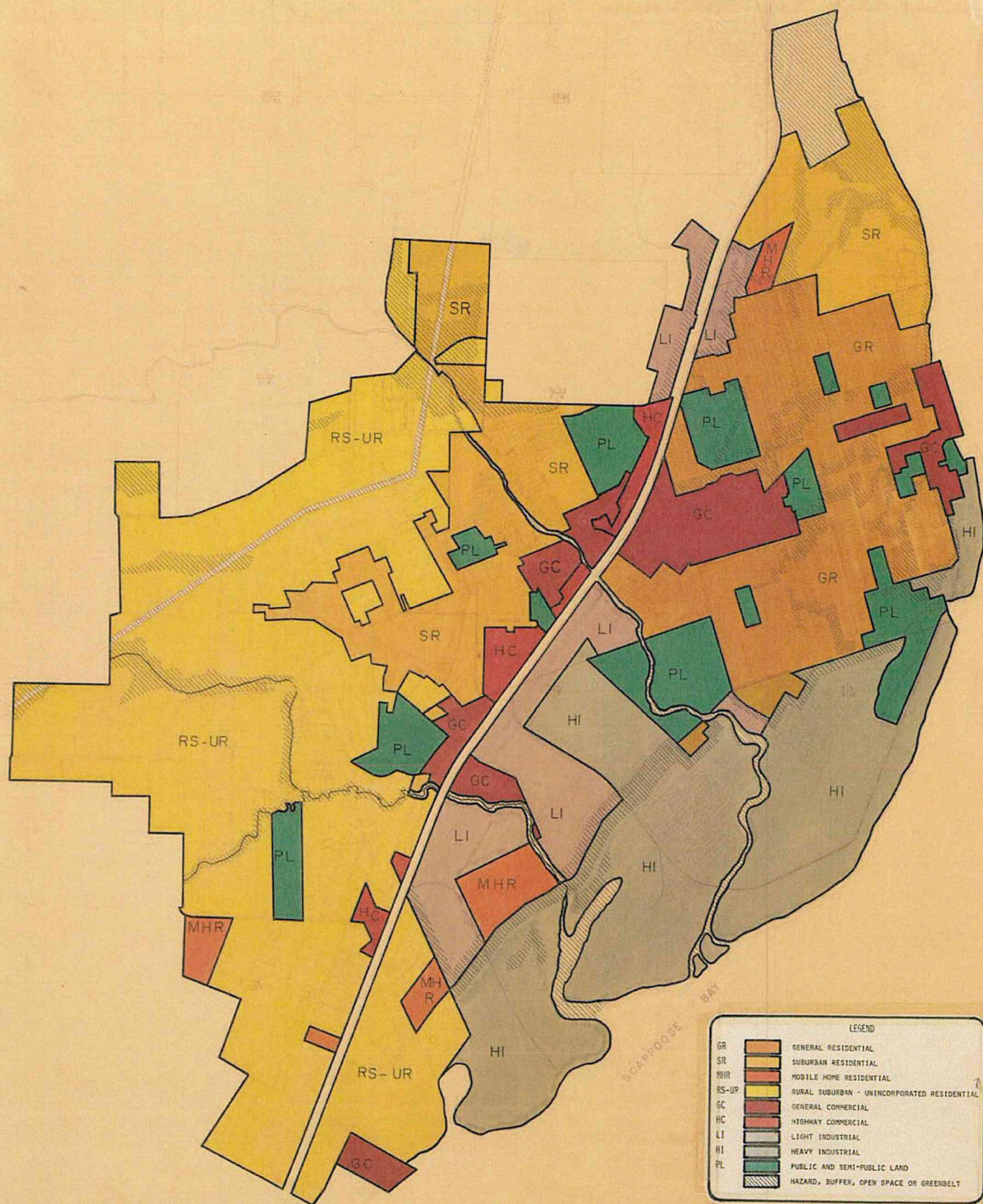
Alex Tardif, Commissioner

RECEIVED

JUN 20 2018

CITY OF ST. HELENS

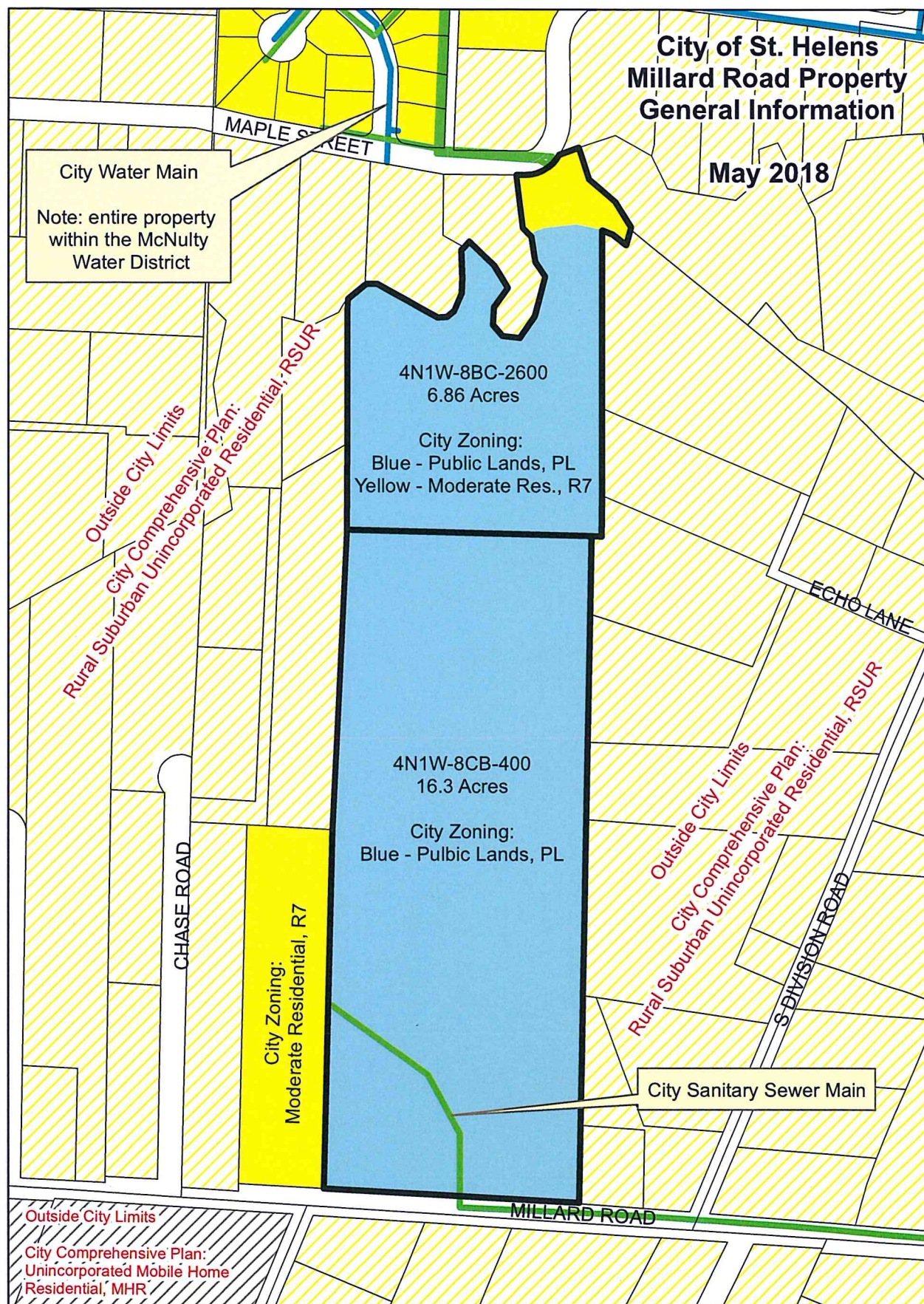
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COMPREHENSIVE PLAN MAP

1978

ST. HELENS & VICINITY







- | | | |
|---------------------------------|---------------------------------|-----------------------------------|
| ① PARALLEL PARKING ON MAPLE ST. | ⑥ PICNIC AREA (WITH TABLES) | ⑪ BOARDWALK WITH WETLAND OVERLOOK |
| ② EXISTING PEDESTRIAN BRIDGE | ⑦ MULTI-USE FIELD | ⑫ WETLAND BOUNDARY |
| ③ PLAYGROUND | ⑧ BASEBALL FIELD | ⑬ SOFTBALL FIELD |
| ④ PICNIC SHELTER | ⑨ RESTROOMS/CONCESSIONS/STORAGE | ⑭ UNDEVELOPED PARCEL |
| ⑤ FENCED DOG PARK | ⑩ FLEX COURT | ⑮ ACCESS TO MILLARD RD. |



NTS
0' 100' 200' 300' 400'

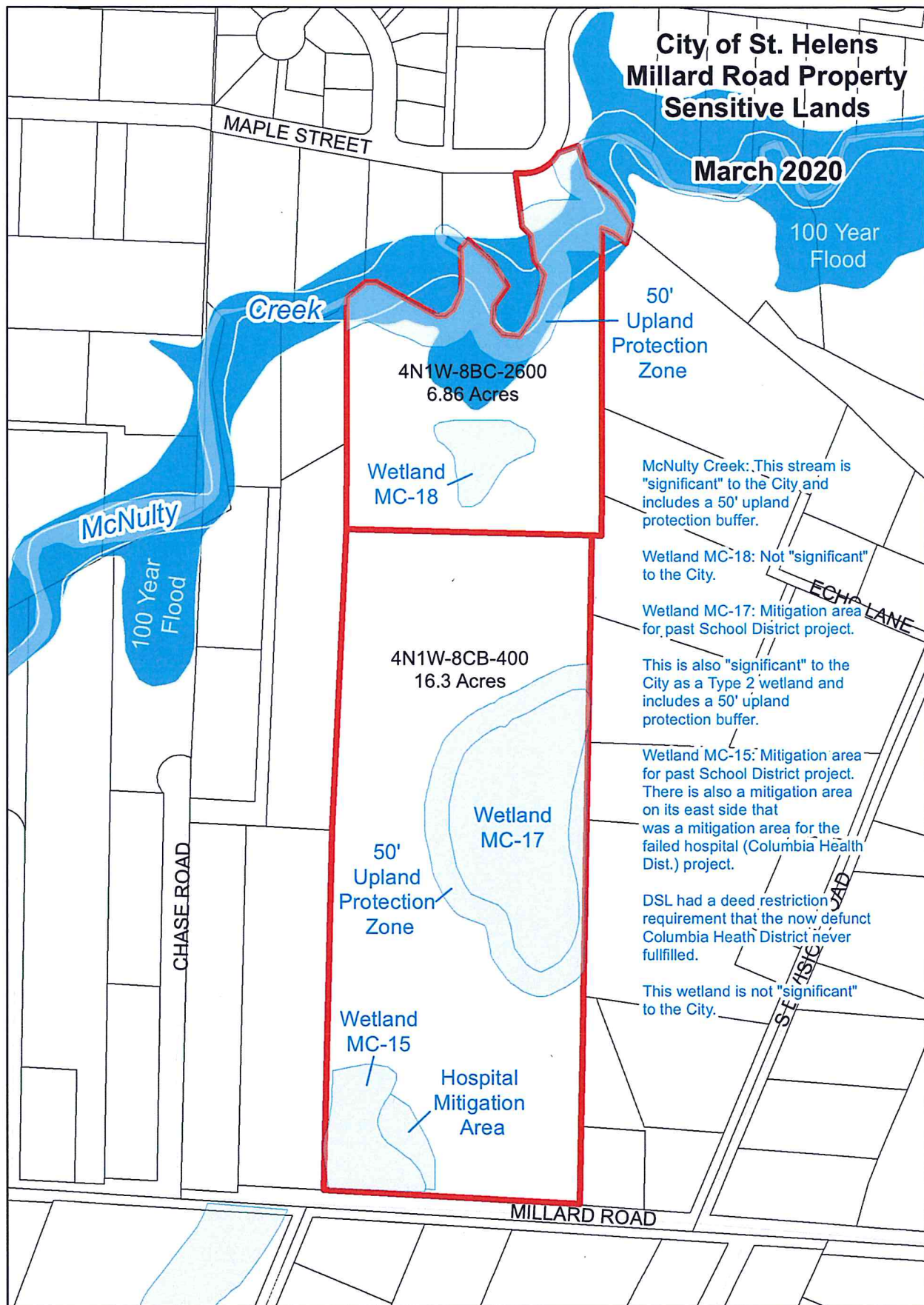
City of St. Helens | Millard Road Park
SEPTEMBER 2019

MASTER PLAN / OPTION 1
© 2019 Mackenzie M.



- ① PARALLEL PARKING ON MAPLE ST.
- ② EXISTING PEDESTRIAN BRIDGE
- ③ PLAYGROUND
- ④ PICNIC SHELTER
- ⑤ FENCED DOG PARK
- ⑥ PICNIC AREA (WITH TABLES)
- ⑦ RESTROOMS
- ⑧ FLEX COURT
- ⑨ OPEN LAWN
- ⑩ PARKING (20 SPACES, CAN BE EXPANDED)
- ⑪ BOARDWALK WITH WETLAND OVERLOOK
- ⑫ WETLAND BOUNDARY
- ⑬ ACCESS TO MILLARD RD.
- ⑭ UNDEVELOPED PARCEL





Millard Road Property Sensitive Lands – Estimated Net Developable Area

March 2020

Total gross size: Approximately 23.16 acres

* * *

Sensitive Lands Constraints:

McNulty Creek floodplain (100 yr) and 50' upland protection zone (City required)

Approximate area: 97,000 s.f. or 2.23 acres

Basis: DFIRM and City Staff estimate (GIS – not field verified/surveyed)

Wetland MC-18

Approximate area: 0.54 acres

Basis: DSL WD# 06-0677

Wetland MC-17

Approximate area: 2.55 acres

Basis: DSL WD# 06-0677

Wetland MC-17's 50' upland protection zone (city required)

Approximate area: 60,000 s.f. or 1.38 acres

Basis: City Staff estimate (GIS– not field verified/surveyed)

Wetland MC-15

Approximate area: 0.66 acres

Basis: DSL WD# 06-0677

Wetland MC-15 addition (hospital mitigation area)

Approximate area: 7,341 s.f. or 0.17 acres

Basis: Hospital project plans

Total estimated approximate sensitive land constraints: 7.53 acres

* * *

Net acres, excluding estimated sensitive land constraints: 15.63 acres

Housing Needs Analysis Need Findings



Discussion: Reconciliation

Land Need (net acres)	
Low Density*	240
Medium Density**	40
High Density	24
Manufactured Home Parks	5
Total	309
Buildable Land Inventory (net acres)	
Low Density	532
Medium Density	93
High Density	16
Manufactured Home Parks	45
Commercial/Mixed Use***	19
Total	705
UGB Land Surplus/Deficit (net acres)	
Low Density*	293
Medium Density**	53
High Density	(8)
Manufactured Home Parks	40
Commercial/Mixed Use	19
Total	397
Adequacy of UGB to meet housing need	
	adequate

* Includes detached units and mobile homes. ** Includes townhomes, plexes and group quarters.

- ◆ Step 1) Convert forecast housing unit growth from Task Two to net land need.
- ◆ Step 2) Compare land supply from Task Three to land need.
- ◆ Step 3) Determine land surplus or deficit by land use category.
- ◆ Conclusion: St. Helens has adequate land across most categories.
- ◆ High density residential land deficit could be addressed in commercial/mixed use land surplus.

Duplexes will need to be permitted in the R7 and R10 zones by June 2021 per Oregon HB 2001 (2019).

Zoning	Detached SFDs	Attached SFDs	Duplexes	Apartments (3+ units)	RV Parks	Neighborhood Store	Public Parks	Commercial Use	Industrial Use
R10	P	X	X	X	X	X	P	X	X
R7	P	X	C	X	X	C	P	X	X
R5	P	P	P	C	X	C	P	X	X
AR	P	P	P	P	X	C	P	X	X
MU	P	P	P	C	C	X	C	P	X
GC	X	X	X	C	C	X	C	P	X
LI	X	X	X	X	C	X	C	C	P

Comp Plan – Suburban Residential (Incorporated), SR

- Same as surrounding area.
- Possible zoning districts:
 - Suburban Residential, R10
 - Moderate Residential, R7
- Pros/Cons: Greatest change of compatibility / tax base and employment lands

Comp Plan – General Residential, GR

- Possible zoning districts:
 - General Residential, R5
 - Apartment Residential, AR
- Pros/Cons: Density / compatibility

Comp Plan – General Commercial, GC

- Many zonings possible. Two proposed:
 - Mixed Use, MU
 - General Commercial, GC
- Pros/Cons: Tax base/employment lands and greatest flexibility / compatibility

Comp Plan – Light Industrial, LI

- Zoning: Light Industrial
- Pros Cons: Best tax base and employment lands / compatibility
- However, may want to restrict use (e.g., no mini storage)

**CITY OF ST. HELENS PLANNING DEPARTMENT
STAFF REPORT
HHR.1.20**

DATE: July 31, 2020
To: Planning Commission acting as the **Historic Landmarks Commission**
FROM: Jennifer Dimsho, Associate Planner

APPLICANT: Columbia County, c/o Casey Garrett
OWNER: Columbia County

ZONING: Riverfront District, RD, Plaza Subdistrict
LOCATION: 230 Strand Street (the old Columbia County Courthouse); 4N1W-3BA-7600
PROPOSAL: Replace front entry/lobby doors

SITE INFORMATION

Site Description: The old Columbia County Courthouse is owned by Columbia County and is the first building listed in the National Register of Historic Places for the St. Helens Downtown Historic District (1984). It is listed as a Secondary Significant structure, having been built after the fire of 1904, but before 1933. In 1972, a non-compatible, non-contributing courthouse was added to the north end elevation of the original 1906 Columbia County Courthouse. The historic courthouse is also listed as a designated landmark in our local historic resource list, which is why this alteration is being reviewed with a public hearing.

The old courthouse is a two-story structure sitting on an above-grade basement. The building itself is constructed with random coursed basalt with the window lintels and sills a light gray sandstone. The building has a porch entrance which is supported by two groupings of three Tuscan columns. The entrance to the building is recessed behind the stone wall, which is detailed with a semi-circular arch. In 1984, the nomination notes that the original double leaf doors which had side and top lights had been replaced with aluminum sash windows. These entry/lobby doors are the topic of tonight's hearing.

Proposal: In late June/early July of 2020, staff noticed that there was construction near the courthouse. The aluminum doors which had been installed in the early 1980s had been removed and new doors were in the process of being installed (*photos on next page*). After contact with the County, this application was submitted.

The proposal is to replace the entry lobby aluminum courthouse doors which were installed in the early 1980s with custom white oak wood doors which have been designed to match the features of the original 1906 doors. The existing side and top lights (windows) remain untouched with this proposal. **Photos of the historic doors, former aluminum sash doors, and the new proposed doors that have been installed are included as attachments to this report.**



Photos of aluminum sash doors being removed taken on June 30, 2020 when construction was noticed.

PUBLIC HEARING & NOTICE

Hearing dates are as follows:

August 11, 2020 before the Planning Commission

Notice of this proposal was sent to surrounding property owners within 300 feet of the subject property on July 22, 2020 via first class mail. Notice was sent to agencies by mail or e-mail on the same date. Notice was published in the The Chronicle on July 29, 2020.

AGENCY REFERRALS & COMMENTS

As of the date of this staff report, no relevant agency comments have been received.

APPLICABLE CRITERIA, ANALYSIS & FINDINGS

SHMC 17.36.040(3) CRITERIA FOR ALTERATION

In order to approve an application for the alteration of a designated landmark or historic resource of statewide significance, the commission must find that the proposal meets the following standards:

- (a) The purpose of the historic overlay district as set forth in [SHMC 17.36.005](#).
- (b) The provisions of the comprehensive plan.
- (c) A property shall be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.
- (d) The historic character of a property shall be retained and preserved. The removal or relocation of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property shall be avoided.
- (e) A property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, shall not be undertaken.
- (f) Changes to a property that have acquired historic significance in their own right shall be retained and preserved.

(g) Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property shall be preserved.

(h) Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and, where possible (including environmental considerations), materials. Replacement of missing features shall be substantiated by documentary and physical evidence.

(i) Chemical and physical treatments, if appropriate, shall be undertaken using the gentlest means possible. Treatments that cause damage to historic materials shall not be used.

(j) Archeological resources shall be protected and preserved in place. If such resources must be disturbed, mitigation measures shall be undertaken.

(k) New additions, exterior alterations, or related new construction shall not destroy historic materials, features, and spatial relationships that characterize the property. The new work shall be differentiated from the old and shall be compatible in appearance with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.

(l) New additions and adjacent or related new construction shall be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

Discussion: (a) The purpose of this Chapter is noted under Section 17.36.005. As it relates to this proposal, the purpose of this chapter is to accomplish the protection, enhancement, and perpetuation of improvements that represent or reflect elements of the city's cultural, social, economic, political, and architectural history. This review is intended to safeguard the city's historic heritage as embodied in the district and its resources.

(b) The Comprehensive Plan includes a policy as follows: "subject proposed remodeling of the City's historic resources to design review to encourage preservation of the structure's historical assets." This is the review of an alteration to a City historic resource.

(c) The door replacement will not change the historic use of the building as a courthouse.

(d) The historical character of the courthouse is best defined by the roughly coursed basalt block walls and porch entryway with columns. Spatially, the recessed entry will remain the same. There will be no removal of distinct materials or alteration of features that characterize the building. In fact, replacement of the aluminum sash doors with ones that more closely resemble the original doors will help restore and preserve original features.

(e) The door fabricator used a historic photo of the original doors as a reference to create the new custom oak wood doors. Elements from other buildings have not been added to this building to create a false sense of historic development.

(f) The aluminum sash doors which were installed in the 1980s have not acquired historic significance on their own right. Therefore, they do not warrant preservation.

(g) The aluminum sash doors were installed with a non-compatible transom window at the top. With the new proposal, the transom windows are removed and restored with doors at the historic

dimension. In addition, the paneled door design and oak wood material more closely replicates the original doors than the former aluminum sash doors did.

(h) The original doors have already been removed. Replacement of the missing features accompanies photographic evidence, in this case.

(i) This is not relevant to this proposal.

(j) This is not relevant to this proposal.

(k) The alterations proposed do not destroy historic materials, features, or spatial relationships that characterize the property. The recessed entry will remain the same, and the paneled doors installed more closely replicate the original door's materials, size, scale, and proportion.

(l) If the new doors were removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

Finding: These criteria are met as presented by the applicant.

SHMC 17.36.040(4)

(4) Prior to alteration, current photographs and/or drawings of all elevations shall be provided to the city for its public records. Photographs and drawings shall be archival quality; proof of such shall be provided with the photographs and/or drawings.

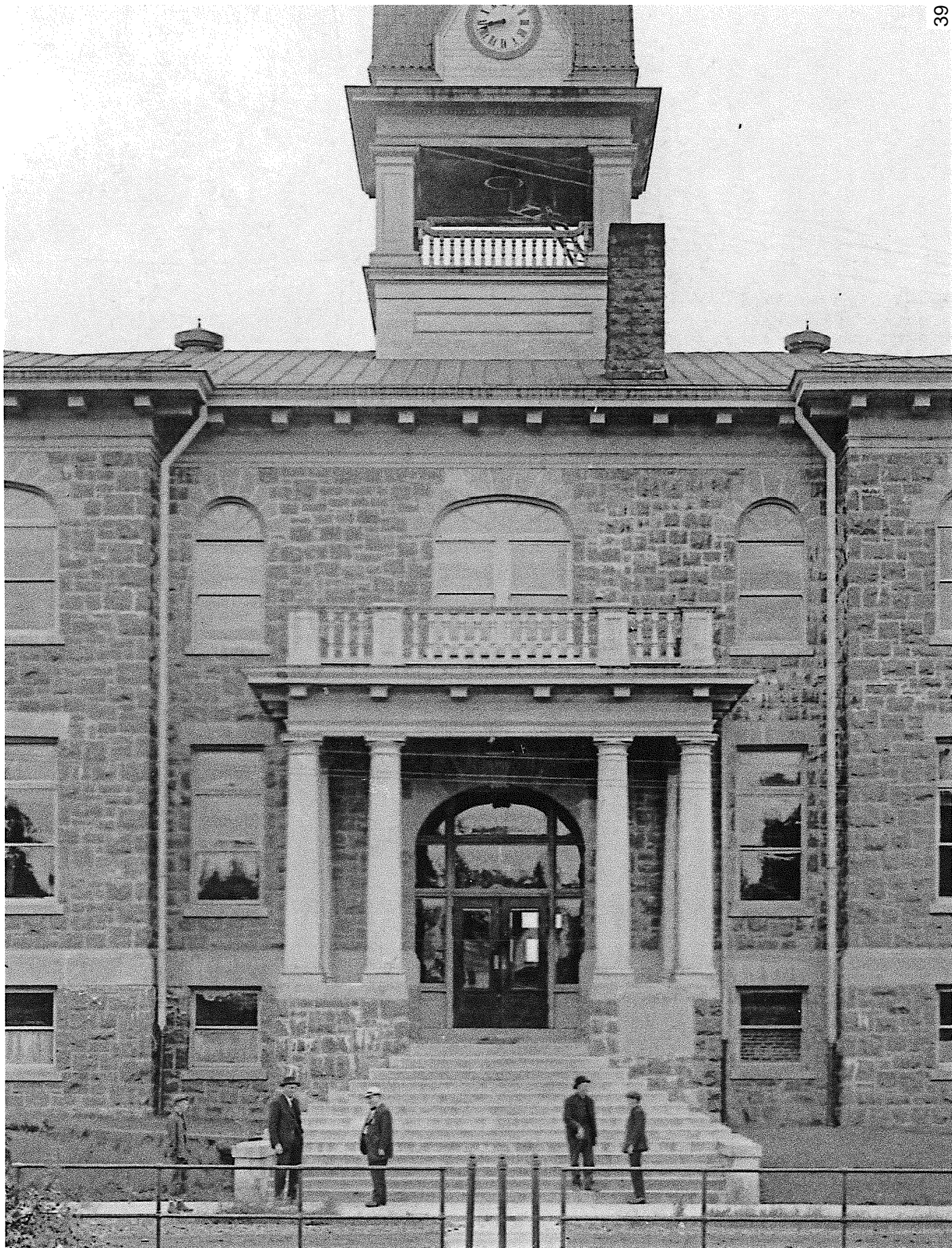
Finding: Current photos have been included in the digital record for this HRR. In addition, the courthouse is probably one of the most photographed historic resources over time.

CONCLUSION & RECOMMENDATION

Based upon the facts and findings herein, the City Planning Administrator recommends approval of this **Historic Resource Review**.

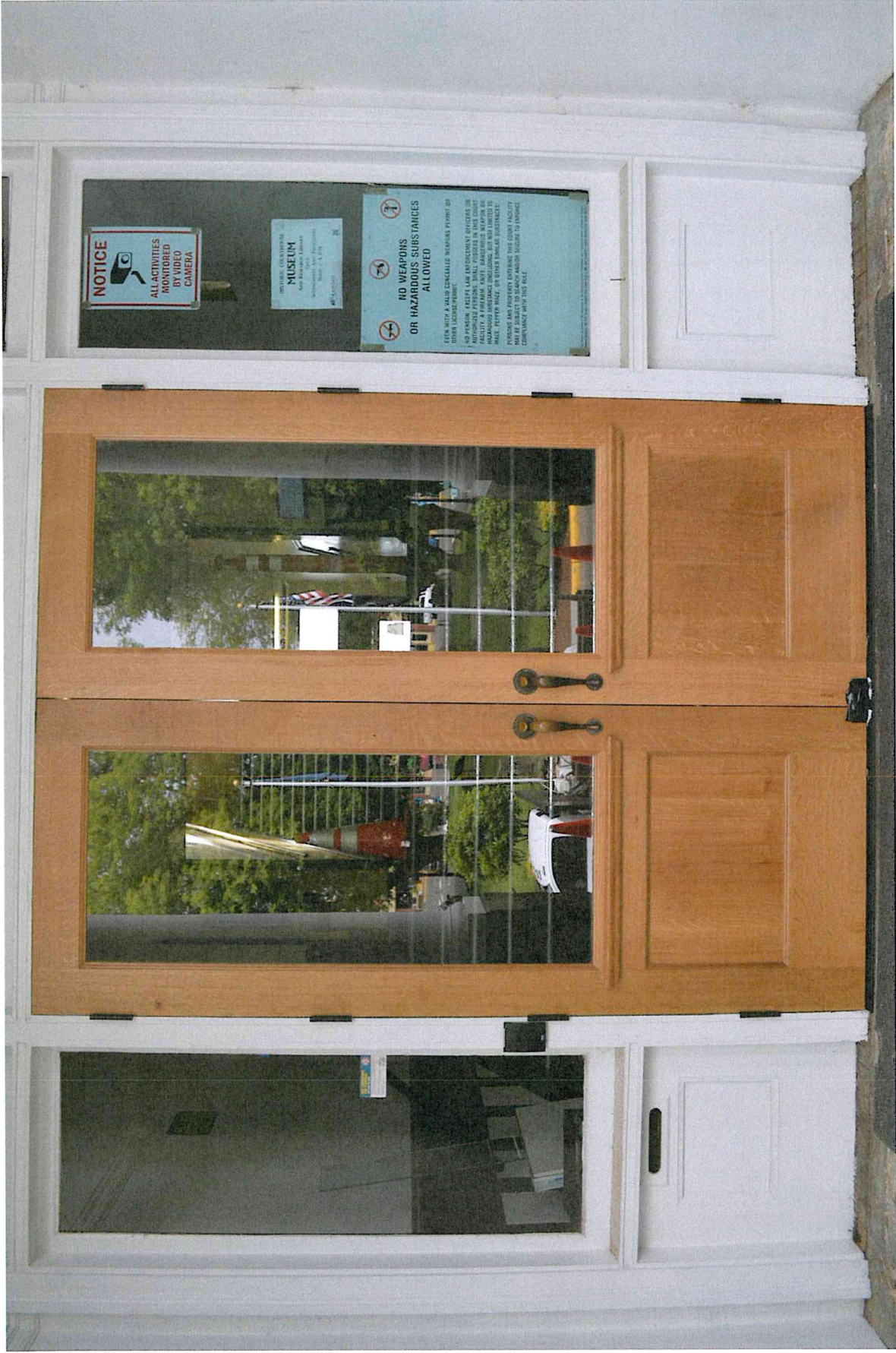
Please note, this is a *land use* approval and other permits (e.g. building and electric permits) may be required *in addition* to this Historic Resource Review.

Attachments: *Historic Photo, Aluminum Sash Doors Photo, New Doors as Installed Photos (3), Applicant's Narrative (6)*





HRR.1.20 New Doors Installed 7/9/20



HRR.1.20 New Doors Installed 7/9/20



HRR.1.20 New Doors Installed 7/9/20



General Land Use Application – supplemental

Replacement of Old Courthouse doors (1980's era aluminum doors) with custom made wood doors designed and constructed to match the original doors installed in 1906.

17.36.040 Criteria for alteration

(1) Except as provided elsewhere in this chapter, no exterior alteration, relocation, or demolition of a designated landmark or historic resource of statewide significance shall be allowed without a permit issued pursuant to this chapter.

(2) Exterior remodeling, as governed by this chapter, shall include any change or alteration in design or other exterior treatment excluding painting.

(3) In order to approve an application for the alteration of a designated landmark or historic resource of statewide significance, the commission must find that the proposal meets the following standards:

(a) The purpose of the historic overlay district as set forth in SHMC [17.36.005](#).

(b) The provisions of the comprehensive plan.

(c) A property shall be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.

Door alteration will create no change to historic use of building. Door will be constructed with materials used locally in early 20th century.

(d) The historic character of a property shall be retained and preserved. The removal or relocation of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property shall be avoided.

Replacement doors will restore historic character of the Old Courthouse entrance.

(e) A property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, shall not be undertaken.

1980's era aluminum doors will be removed and replaced with custom made solid oak doors to match original doors that had been removed. An early 20th century photo of the Old Courthouse has been referenced to design and create the replica replacement doors. (see attached photo)

(f) Changes to a property that have acquired historic significance in their own right shall be retained and preserved.

The aluminum doors to be removed have no historical significance. (see attached photo)

(g) Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property shall be preserved.

Replacement doors will be constructed with distinctive materials, features, finishes and construction techniques that better characterize the structures historic integrity.

(h) Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and, where possible (including environmental considerations), materials. Replacement of missing features shall be substantiated by documentary and physical evidence.

Original doors are missing. Replacement doors will be designed and constructed to match the original design. (see attached photo)

(i) Chemical and physical treatments, if appropriate, shall be undertaken using the gentlest means possible. Treatments that cause damage to historic materials shall not be used.

NA

(j) Archeological resources shall be protected and preserved in place. If such resources must be disturbed, mitigation measures shall be undertaken.

NA

(k) New additions, exterior alterations, or related new construction shall not destroy historic materials, features, and spatial relationships that characterize the property. The new work shall be differentiated from the old and shall be compatible in appearance with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.

NA

(l) New additions and adjacent or related new construction shall be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

NA

(4) Prior to alteration, current photographs and/or drawings of all elevations shall be provided to the city for its public records. Photographs and drawings shall be archival quality; proof of such shall be provided with the photographs and/or drawings.

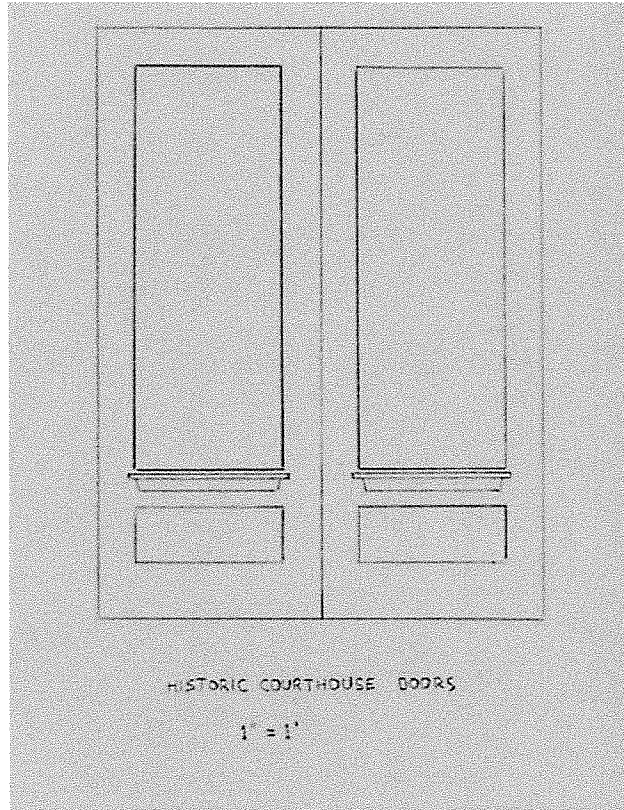
See attached photo of aluminum doors to be replaced.

(5) Nothing in this chapter shall be construed to prevent the ordinary repair or maintenance of a designated landmark or historic resource of statewide significance, when such action does not involve a change in design, materials, or appearance.

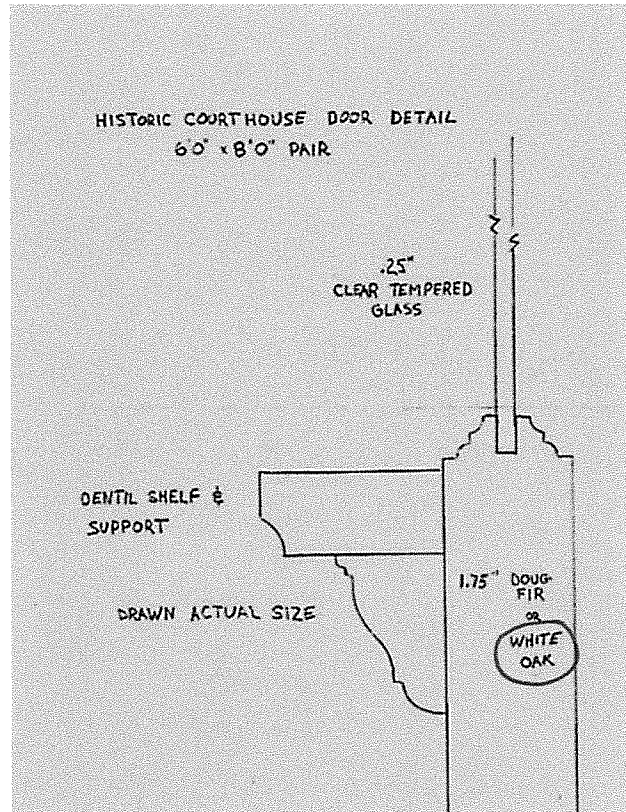
(6) Nothing in this chapter shall be construed to prevent the alteration, demolition, or relocation of a designated landmark or historic resource of statewide significance, when the building official certifies that such action is

required for the public safety because of its unsafe or dangerous condition. (Ord. 3215 § 4 (Att. D), 2017; Ord. 3144 § 2 (Att. A), 2011; Ord. 3084 § 3, 2008)

Email004.jpeg



Email002.jpeg



CITY OF ST. HELENS PLANNING DEPARTMENT ACTIVITY REPORT



To: City Council
From: Jacob A. Graichen, AICP, City Planner
cc: Planning Commission

Date: 07.27.2020

This report does not indicate all *current planning* activities over the past report period. These are tasks, processing and administration of the Development Code which are a weekly if not daily responsibility. The Planning Commission agenda, available on the City's website, is a good indicator of *current planning* activities. The number of building permits issued is another good indicator as many require Development Code review prior to Building Official review.

PLANNING ADMINISTRATION—NOTEWORTHY ADMINISTRATIVE DECISIONS

Development of the old Violette's Villa mobile home park continues with some land use decisions this month. I approved an application for Grocery Outlet, but had to deny a business with drive-up proposal. The grocer project was much further along and I don't think the applicant put as much time into the drive-up business. They don't have a specific business for that yet. If Grocery Outlet is developed as proposed, only one commercial building site will remain.

PLANNING ADMINISTRATION—PREAPPLICATIONS MEETINGS

Conducted a pre-application meeting for potential attached single-family dwellings on the southern end of S. 2nd Street. Properties with a view. Anticipate a Lot Line Adjustment and a Variance or two to a Planning Commission near you.

Had a preliminary Q&A meeting for potential fuel station, convenience store, offices (and future coffee drive through) on property along US30 just north of Les Schwab Tires. These are the same folks that own the gas station in Columbia City. They don't have plans yet. I spoke to them about the same property, which that own, a couple years ago when I had to tell them that mini storage was not possible due to zoning. Thankfully, they remembered that conversation.

PLANNING ADMINISTRATION—MISC.

Many changes happening at City Hall. This includes improvements to the City's digital files. Had to spend time this month reviewing and transferring digital files to other folders as part of our IT staff's reorganization of the city server. Included looking through "old stuff" (pre 2007 when I started here) to delete files to help clean things up. Old server file gets deleted on July 31, 2020, so procrastination is not an option, despite elevated building activity.

Per a message from the Board Chair of the Northwest Oregon Housing Authority: *...funding for NOHA's Gable Road development project was recommended for funding by the Oregon Housing and Community Services Housing Stability Council and we were approved for funding on Friday, July 10th!*" This is the 238 unit multi-family proposal the Planning Commission approved along Gable Road by US30 last September.

The new veterinarian development in Houlton along N. 15th / St. Helens Street / Columbia Boulevard (the old "hole") is complete.

Inspections at the St. Helens Place apartments continue. This is the complex along Matzen, McBride and Brayden Streets. I have ok'd 10 of the 18 buildings now. Bicycle facilities have been a little behind the building completion, but are starting to catch up.

The project on the corner of McNulty Way and Industrial Way had a slight setback. Plans said trees roots to be protected by hand digging. But upon inspection, that did not appear to be the case. This was for some storm water infrastructure close to the property developed with the Lower Columbia Engineering office. Building plans were recently submitted and this will need to be resolved before those are issued. Interestingly, Lower Columbia Engineering is the applicant and designer.



Met with the developer of the Graystone Estates Subdivision this month. About a year ago they asked about purchasing a city owned property adjacent to the subdivision. This would be incorporated into one of the commercial lots of the subdivision. They are reigniting that conversation.

I was part of the staff panel for the Public Works Director interviews.

PLANNING COMMISSION (& acting HISTORIC LANDMARKS COMMISSION)

July 1, 2020 meeting (outcome): The Commission deliberated on an appeal of a Partition decision at 160 Belton Road. This was the continuation of the hearing that occurred on June 9, 2020. The Commission reversed the staff decision and denied the Partition via unanimous vote.

***Note on July 27th the city received mailed notice of the applicant's Notice of Intent to Appeal to the Land Use Board of Appeals. The applicant is using a different attorney firm for the LUBA appeal. This saga continues... ***

July 14, 2020 meeting (outcome): The Commission approved a Conditional Use Permit and two Variances Permit for new 7-unit multi-dwelling complex with one commercial suite on an undeveloped property on the corner of Columbia Boulevard and N. 12th Street.

As the Historic Landmarks Commission, they discussed exterior additions/changes to the Bennett Building (where utility billing and municipal court are located). Meeting the was productive and a continued discussion from the February and March meetings. See **attached memo to Assistance City Administrator Matt Brown** that summarizes this.

This will help staff with the next steps on this project.

August 11, 2020 meeting (upcoming): *As the Historic Landmarks Commission*, they will hold a public hearing for consideration new main entry doors for the old courthouse. The old courthouse is an official designated landmark. The Commission will also hold a public hearing for the Zoning and Comprehensive Plan Map amendments of the City owned Millard Road property.

FLOODPLAIN MANAGEMENT (NFIP)

The City's most recent Community Assistance Visit (CAV), a requirement of the National Flood Insurance Program, is official concluded. See **attached close-out letter** from the State of Oregon, who conducted the CAV on behalf of FEMA.

ST. HELENS INDUSTRIAL BUSINESS PARK PROPERTY

In February I assisted City staff with DSL lease legal descriptions and exhibit as City works to amend its least along the Columbia River and Multnomah Channel, to bring a potential third part (sublease) on board. Made revisions last month based on DSL's needs. Made additional revisions this month, which should finally put this issue to bed. See **attached DSL lease map**. The 5 parcels do not represent 5 uses. The only new use proposed is Wilsonville Concrete Products, Inc (WCP). The others are based on legal descriptions factors. When new uses are proposed and we need to do new subleases or change the DSL lease category, we will need to update further. As shown on the attached, the yellow parcels are under a special category to help the City revitalize the waterfront, the red will be in a new category given the sublease to WCP.

MILLARD ROAD PROPERTY

Public hearings for the zoning and comprehensive plan map changes are scheduled.

ST. HELENS INDUSTRIAL BUSINESS PARK PROPERTY

The parcellation plan for the property continues. We provided comments on draft #2 of the parcellation aspect of the plan. Once that is done, the utility planning can be incorporated.

ASSOCIATE PLANNER—*In addition to routine tasks, the Associate Planner has been working on:*
See attached.



CITY OF ST. HELENS PLANNING DEPARTMENT

M E M O R A N D U M

TO: Matt Brown, Assistant City Administrator
FROM: Jacob A. Graichen, AICP, City Planner
RE: Bennett Building (275 and 277 The Strand) and the City's Riverfront District
Architectural Design Guidelines
DATE: July 20, 2020

Please see **attached** memo to the Planning Commission provided to them before their July 14, 2020 meeting. This memo and the attached is meant to inform and provide background information for other reports, as necessary. For example, correspondence to the City Council about expenditures.

This memo summarizes the discussion with the Commission on this matter at their July 14, 2020 meeting. The Commission focused on the transom windows but delved beyond that a bit.

Transom windows.

The Commission does not recommend trying to paint the now installed fiberglass windows to achieve appearance goals of the City's Riverfront District Architectural Guidelines. That was a unanimous "no." To achieve a positive recommendation from the Commission, the recently installed fiberglass windows will need to be replaced.

I asked the Commission about glass type since the original glass was semi-opaque and textured. They did not have a specific opinion. So, glass type is TBD. The Commission did understand that some of the original transom windows, difficult to replace exactly, were removed years ago on each end of the building.

The Commission felt that the size, division (including mullion width), and shape of the new transom windows should match the originals as much as possible. Wood or original materials are preferred.

Since the original windows were true divided light, that is the "best practice" approach.

Other.

The Commission does not believe the tile along the bottom side of the street façade should be replaced. The tiles are assumed to be original. If individual tiles need to be replaced, we will need to tackle that carefully.

You asked about color. The Commission did not have any specific recommendations aside from using the architectural guidelines. So, color from old photos (e.g., white areas) is less relevant.

For replacement doors, it was noted that there are many original doors in the Riverfront District area that can be observed for ideas. Old photos can be used too. The current doors are not original and their replacement would be an enhancement to the building.

It was recommended that the City get a specialist contractor to assist with a condition assessment and scope of work for design.

Closing remarks.

We still need to provide the final proposal to the Commission for their recommendation. But this is their *recommendation* and not their decision. It is a staff level decision, though, I would prefer that the Commission approve of what we do.

For any proposal, we will still need to use the guidelines, but a key thing to remember is that the guidelines emphasizes preservation and restoration when possible. Much of this building appears original, so that is an important overall consideration.



CITY OF ST. HELENS PLANNING DEPARTMENT

M E M O R A N D U M

TO: Planning Commission
FROM: Jacob A. Graichen, AICP, City Planner
RE: Bennett Building (275 and 277 The Strand) and the City's Riverfront District
Architectural Design Guidelines
DATE: July 6, 2020

History of this matter thus far:

Building permit (#14773) was **submitted to the Building Department on January 22, 2020** by Matt Brown, Assistant City Administrator for “window replacement [of] transom windows replaced with prefabricated fiberglass windows.” There were no plans that accompanied the permit.

Building Permits usually gets routed to multiple departments starting with the Planning Department. The Planning Department received the permit towards the end of January. **Planning inspected the building on January 30, 2020 observing that the windows had already been in place.**

The City started to receive comments of concerns from citizens almost immediately.

Please note that the City did not have intent to avoid the normal process and permitting. After speaking to the staff people involved, this was the result of miscommunications.

Staff introduced the issue to the Planning Commission (as their role as the acting Historic Landmarks Commission) at the Commission's **February 11, 2020 meeting**. At that meeting, the Commission asked that Matt Brown (as project manager for the Bennet Building renovations) attend the next meeting in March.

On **March 10, 2020**, Matt Brown worked with Group Mackenzie (consultants) showing planning staff a concept, that we quickly reviewed and commented on. Group Mackenzie provided revised illustration based on Planning Staff's cursory review and comments. **See attached**. This was for the transom windows and other changes proposed sometime in the future.

That evening the Planning Commission met and discussed the matter. There were several citizens present who also commented. Matt Brown explained the issue/circumstances. That the permit was supposed to come before the Commission prior to any decision or work was discussed, amongst a variety of other things. To help gauge a clear message from the conversation, Commission Chair Hubbard called for an informal vote of those present (this was before the COVID-19 restrictions), and the message taken from that was most were more concerned about the windows and that they be replaced correctly (as opposed to being concerned about the botched architectural review process).

Due to workload, planning staff was unable to put more time into this—to help get it right—until the later half of June 2020.

There are two general issues to address: 1) fixing the transom windows, and 2) the remainder of the proposed face list. **This memo is specific to the transom windows (#1).**

* * *

Before diving into the issues, lets first look at the law that applies. The Bennett Building is within the Riverfront District, Plaza Subdistrict but is not a “designated landmark.”

This means that the historic preservation provisions of Chapter 17.36 SHMC do not apply, but those of SHMC 17.32.172(7) do as follows:

(7) Architectural Character Review.

(a) In the plaza subdistrict, permanent exterior architectural changes to buildings (including new construction and signs) and freestanding signs that are not designated landmarks or historic resources of statewide significance as defined and otherwise governed by Chapter 17.36 SHMC shall comply with the architectural design guidelines, attached to Ordinance No. 3164 as [Attachment A](#), as amended, except:

(i) For ordinary maintenance not requiring a building permit.

(ii) Painting of buildings except when painting previously unpainted masonry or stone.

(b) The historic landmark commission as established by Chapter 17.36 SHMC shall advise the approving authority on the character of permanent exterior architectural changes to all buildings within the plaza subdistrict that are not designated landmarks or historic resources of statewide significance as defined and otherwise governed by Chapter 17.36 SHMC.

(c) The historic landmark commission shall make a recommendation to the approving authority as to whether the commission believes any proposed permanent exterior architectural changes to buildings, including new construction, per subsections (7)(a) and (b) of this section comply with the architectural design guidelines. Such recommendation shall be prior to any such applicable decision being made, including but not limited to limited land use decisions of the planning commission or director, and other authorizations of the director such as building permit approval.

The guidelines can be found online here: <https://www.ci.st-helens.or.us/planning/page/riverfront-district-architectural-design-guidelines>

* * *

Transom Windows

Transom windows are a classic architectural feature of many historic buildings in the United States including St. Helens. If the building was new construction transom windows would be one of the façade elements sought per Section 2.4 of the Guidelines.

Windows are a key feature for older buildings. Thus, the Guidelines have a section dedicated to windows (Section 9). Section 9.3 talks about existing windows:

Original windows are to be maintained; original windows which are covered should be uncovered.

- When replacing or repairing windows, do not use substitute materials that neither convey the same appearance nor are physically compatible.
- Transom windows should be preserved; if previously covered, they should be restored.
- Do not cover or obscure historical windows, particularly on upper levels. Where structural rehabilitation requires covering of windows, fill the window cut with complementing building materials.
- Install interior storm windows where original windows are character-defining or when exterior storm windows would obstruct or alter original trim or other character-defining features.
- Introducing or changing the location or size of windows is not appropriate.

Les Watters, Museum Curator was kind enough to put together a website for this building:

<https://sites.google.com/colcomuseum.org/bennettbldg/home>

There are several images of the building, but none earlier than 1941. Even so, it appears that the transom windows removed were most likely original.

The issues with the code would be removal and replacement of original windows and a change in the size of the transoms with different and varied width mullions.

Another question is the importance of true divided light; the currently installed fiberglass windows are not true divided light but the original ones where, although the original windows had a smokey glaze to them, so the true divided light nature on the originals was less visible.

Local architect and former Historic Landmarks Commission and Planning Commission member Al Petersen observes that the type of glass—reed patterned glass—such as those made by Anderson are available today. The glass type was also called prism glass in past meetings.

<https://www.andersenwindows.com/windows-and-doors/options-and-accessories/glass-options/> (scroll down towards the bottom of page).

Al Petersen also notes a wood window company in Portland that makes historically correct windows <https://www.versatilewp.com/>, and has the capability to frame glass in such a way to keep the mullions thin. This could require the work of a master carpenter.

Some have also suggested painting the fiberglass windows to see how that looks, as white gives the impression of vinyl.



Above: building after transom windows replaced outside of the architectural review process. Photo taken June 30, 2020.

Right: building in 2010. Note the awning.



Right: building in 1941.

Below: building in 1983.

The awning is absent. Its removal doesn't appear to be historically significant and it is not functionally necessary as the entry is recessed.



Questions for the Commission – related to the transom window issue only.

1. Is the Commission willing to explore painting the fiberglass transom windows to achieve the appearance goals? Multiple colors could be used to achieve the proper affect possibly.
2. Use of clear glass ok or should prism or reed glass be used more like the originals?
3. How important is true divided light? Current windows are not. Originals were. Our guidelines do not specify.
4. Size, division and shape of new windows in relation to previous. The guidelines say that “whenever possible, the original size, division and shape, and materials should be retained, restored, or duplicated.” How should we address this?

There is also a feasibility / cost question related to this.

5. Mullions. The original mullions were thin and uniform. The fiberglass windows installed results in thicker and varied mullions. Thicker ok? Uniformity v. varied thicknesses?

Use existing windows but do something to make mullions appear to be similar in width?

6. Anything else?

Note that if costs exceed \$5,000, the City Council has to approve the expense. This input from the Commission may assist with the Council’s considerations.

Attached: March 10, 2020 elevation study effort (3 pages):

1. Before image (showing “new” fiberglass transom windows installed earlier this year)
2. Draft of proposal image as marked up by Planning staff based on a 5 minute over-the-counter-review
3. Proposal image based on staff 5 minute over-the-counter-review comments.





City of St Helens | Elevation Study
03.10.2020

After
© 2020 Mackenzie | 2200084.00

M.





Oregon

Kate Brown, Governor

Department of Land Conservation and Development

635 Capitol Street NE, Suite 150

Salem, Oregon 97301-2540

Phone: (503) 373-0050

Fax: (503) 378-5518

www.oregon.gov/LCD



July 16, 2020

Mayor Rick Scholl and

Jacob Graichen, City Planner via email to jacob@ci.st-helens.or.us and ricks@ci.st-helens.or.us

St. Helens City Hall

265 Strand St.

St. Helens, OR 97051

Re: Community Assistance Visit – National Flood Insurance Program

Dear Mayor Scholl and Mr. Graichen:

This letter is to notify you that DLCD has finalized the Community Assistance Visit (CAV) report for the City of St. Helens and has forwarded the final CAV report to the Federal Emergency Management Agency (FEMA) to complete the CAV process. The overall finding is that the City of St. Helens' floodplain management program and regulations are in compliance with the National Flood Insurance Program.

A copy of DLCD's written report is attached. It has been a pleasure working with your community's staff throughout this CAV process. Please feel free to contact me if you have any questions about the attached report and its findings (*my contact details are provided below*).

Sincerely,

Jason Gately

Natural Hazards Planner

Oregon DLCD

635 Capitol St. NE

Salem, OR 97301-2540

(503) 934-0010

Jason.gately@state.or.us

cc: (via email only)

Anne Debbaut, Regional Representative, DLCD, adebbaut@dlcd.state.or.us

Celinda Adair, NFIP Coordinator, DLCD, via email to celinda.adair@state.or.us

Mitch Paine, Floodplain Management Specialist, FEMA, via email to

mitch.paine@fema.dhs.gov

Encl.: Final CAV report for City of St. Helens



National Flood Insurance Program (NFIP) – State of Oregon
Community Assistance Visit (CAV) Final Report for the City of St. Helens

Community: City of St. Helens (Columbia County)

Community ID: 410040

Report Date: July 16, 2020

CAV Overview

CAV date: November 4, 2019

CAV Conducted by: Katherine Daniel

Attendees: Jacob Graichen (City Planner and FPA)

Community Information:

Date Joined NFIP: 09/29/1986

Flood Insurance Study & Flood Insurance Rate Maps (FIRM):

Effective date: 11/26/2010

Number of FIRM Panels: 7 panels and 1 FIS

Number of LOMCs: 9

NFIP Regulatory Level and Flood Ordinance Information:

NFIP regulatory level: 60.3(d)

Flood ordinance information: The last update of the City of St. Helen's flood ordinance was in September 2010 via Ordinance 3138. The current ordinance was adopted on May 20, 2020 as Ordinance 3253.

Higher standard(s): inclusion of multiple optional definitions as recommended in the Oregon Model Flood Hazard Ordinance, additional freeboard for residential and non-residential construction and in areas where base flood elevation data has not been provided and for critical facilities.

Last Community Assistance Visit (CAV) and Community Assistance Contact (CAC):

Last CAV date: Prior to this, the most recent CAV with the City of St. Helen's was conducted by FEMA in September of 2006. No findings or follow up actions are noted in FEMA Community Information System (CIS) for this CAV. CAV's were also conducted in 1998 and 1989.

Last CAC date: According to FEMA CIS, there have been no CAC's with the City of St. Helen's.

Tax Lots and Acres within Regulatory Floodplain: There are approximately 543 acres of floodplain in the city.

Insurance Policy/Claims Overview:

Number of NFIP policies: 83 NFIP policies.

Total coverage in force: \$24,151,700.

Total premiums paid annually: \$79,855.

Average premium: \$962.

Total paid claims: 22.

Total paid in claims: \$219,433.

Community Background Notes:

The City of St. Helens has a population of approximately 51,900 (2018 Oregon Blue Book). It is located along the Columbia River about 75 miles upstream from the river's mouth near Astoria.

The City joined the NFIP in 1986. There are 83 total policies in effect in the city. Of these, 71 are single family, 6 are multi-family, 1 is other residential and 5 are non-residential. 16 are preferred policies and 58 are Pre-FIRM.

Recent Flood History: The flood history of Columbia County indicates that there are two distinct periods of flooding: winter, when rainstorms cause usually rapid but short rises on the streams within Columbia County; and late spring, when snowmelt from the upper Columbia basin causes a slow but prolonged rise on the Columbia River along the northern and eastern boundaries of the county. During particularly severe winter storms, flooding usually occurs on many streams throughout the study area.

Flooding is caused by heavy rainfall augmented by snowfall at a time when the soil is near saturation. Damaging floods may occur any time between late October and late April. The most severe floods occur in December, January, and February. Fairly high amounts of rainfall and the impermeability of the underlying geologic strata produce substantial runoff over much of the county. Runoff in various basins differs considerably. Runoff is greater in some basins because clear-cut logging or forest fires have reduced the forest cover. In addition, steeper valley slopes and higher elevations along the basin rim can induce more rainfall. Some flooding in Columbia County is caused by log jams. Log jams usually occur on the smaller streams in upland areas, where the stream gradient is steep. Flooding from log jams, however, is usually not a serious problem in developed areas.

The largest floods in Columbia County during the past 60 years occurred in 1948, 1964, 1972, 1974, 1996, and 2007. The June 1948 flood along the Columbia River resulted from spring snowmelt in the upper Columbia Basin, had a recurrence interval of 48 years, and was the cause of the inundation of eight drainage districts along the Columbia River in Columbia County. This flood resulted in substantial damage to the Clatskanie central business district and the St. Helens industrial port area. At The Dalles, Oregon, where the nearest gaging station with a reliable discharge measurement is located, this flood event produced a peak discharge of 1,101,000 cubic feet per second (cfs). Although inundation of the industrial waterfront and port areas of St. Helens still occurs from major flooding from the Columbia River in the late spring and there is coincident flooding on Multnomah Channel, flooding along the Columbia River for the majority of the county is limited due to the relatively high and steeply sloping banks.

The principle flooding sources in the City of St. Helens, other than the Columbia River and Multnomah Channel, are Milton and McNulty Creeks. Because of intense, heavy rainfall in winter and early spring,

flooding can occur for short periods. According to city officials, the worst flood that occurred on Milton Creek was in December 1955, when several homes were damaged in areas adjacent to the creek. The largest recent flood on McNulty Creek occurred in December 1974; no structures located along the creek were reported to be flooded and flood damage was negligible. Flood elevations on the lower 0.2 miles of McNulty Creek are controlled by backwater from floods on the Columbia River. (Flood Insurance Study, FEMA, 11/26/2010)

Community's Floodplain Regulations/Ordinance:

The City's floodplain development ordinance was updated in 2019 and 2020 and was adopted on 05/20/2020 as Ordinance 3253. Prior to this, the last ordinance update occurred in September 2010 as Ordinance 3138.

Community Floodplain Development Permitting Process (administrative and enforcement procedures):

The City utilizes a Sensitive Lands permit application for floodplain development. The City uses the DFIRMs which form a part of the city's GIS system in order to determine location of the proposed work within the Special Flood Hazard Area (SFHA).

Following the submission of the application, additional information may be requested including pre-construction Elevation Certificates, site plans and construction documents. At the conclusion of structural floodplain development that requires a building permit, the floodplain administrator reviews a final as-built Elevation Certificate prior to the Certificate of Occupancy that is issued by the Columbia County Building Official.

The City also requires a Sensitive Lands floodplain permit for structural development that does not require a building permit, however, pre-construction Elevation Certificates and final as-built Elevation Certificates are not required for this type of development. Floodplain development permits are also required for non-structural development. Substantial Improvement analysis is performed for work proposed to pre-FIRM structures located in the floodplain. Inspections are conducted on work permitted within the floodplain.

Community Floodplain Development Permit Forms and Recordkeeping:

As noted above, the City utilizes a Sensitive Lands permit application for floodplain development. The city uses the DFIRMs which form a part of the city's GIS system in order to determine location of the proposed work within the Special Flood Hazard Area (SFHA). Records are kept in paper and electronic format.

Endangered Species Act and Biological Opinion Compliance:

On April 14th, 2016 the National Marine Fisheries Service (NMFS) delivered a Biological Opinion (BiOp) to the Federal Emergency Management Agency (FEMA). Based on the BiOp, FEMA will be setting new minimum requirements for local floodplain development ordinances based on federal requirements to protect endangered species. These changes will be incorporated into the National Flood Insurance Program (NFIP).

The City continues to comply with the requirements of the Endangered Species Act and is monitoring FEMA's implementation of the Biological Opinion.

Floodplain Mapping Information Availability, Usage, and Issues:

The FIRM panels for the City of St. Helens are digitized and are also available on the FEMA Map Service Center website. FIRMs and the FIS are also available in hard copy at the City Planning office.

Other Floodplain Management Program Issues:

None. Overall the program is well administered.

Areas Visited During Field Inspection:

All areas located in the SFHA were visited. No evidence of NFIP violations were discovered.

Below are a couple of photos of development in the floodplain that were taken during the CAV site visit.



134 N River St.



255 Shore Dr.

Training

No training for staff was required at the time of the CAV.

Summary and Status of Follow-up Items (Requirements) to be Addressed to Complete this CAV:

DLCD provided the community with a follow-up letter reviewing the principal topics covered during the CAV listing the follow up actions to be taken by DLCD and the City of St. Helens. They are as follows:

DLCD

1. Provided the City with an example of Standard Operating Procedures (SOPs) to assist the City in developing a formal process for reviewing and processing floodplain development permits.
2. Provided a copy of the Oregon model floodplain development permit including Substantial Improvement/Substantial Damage analysis and a Non-conversion agreement template.
3. Provided the City with the 2019 Oregon Model Flood Hazard Ordinance and a review checklist to identify specific revisions that needed to be made to the City's floodplain regulations based on this FEMA approved model ordinance.

City of St. Helen's

1. The City of St. Helens reviewed the example (SOPs) and adopted SOPs tailored to the City.
2. The City reviewed the model floodplain development permit and adopted a floodplain development permit tailored to the City.

3. The City adopted revisions to their floodplain to reflect updated language shown in the model flood hazard ordinance currently required by FEMA for compliance with the National Flood Insurance Program and to reflect changes to the State of Oregon building code in 2014 that amended sections of the specialty code which pertain to flood hazard areas.

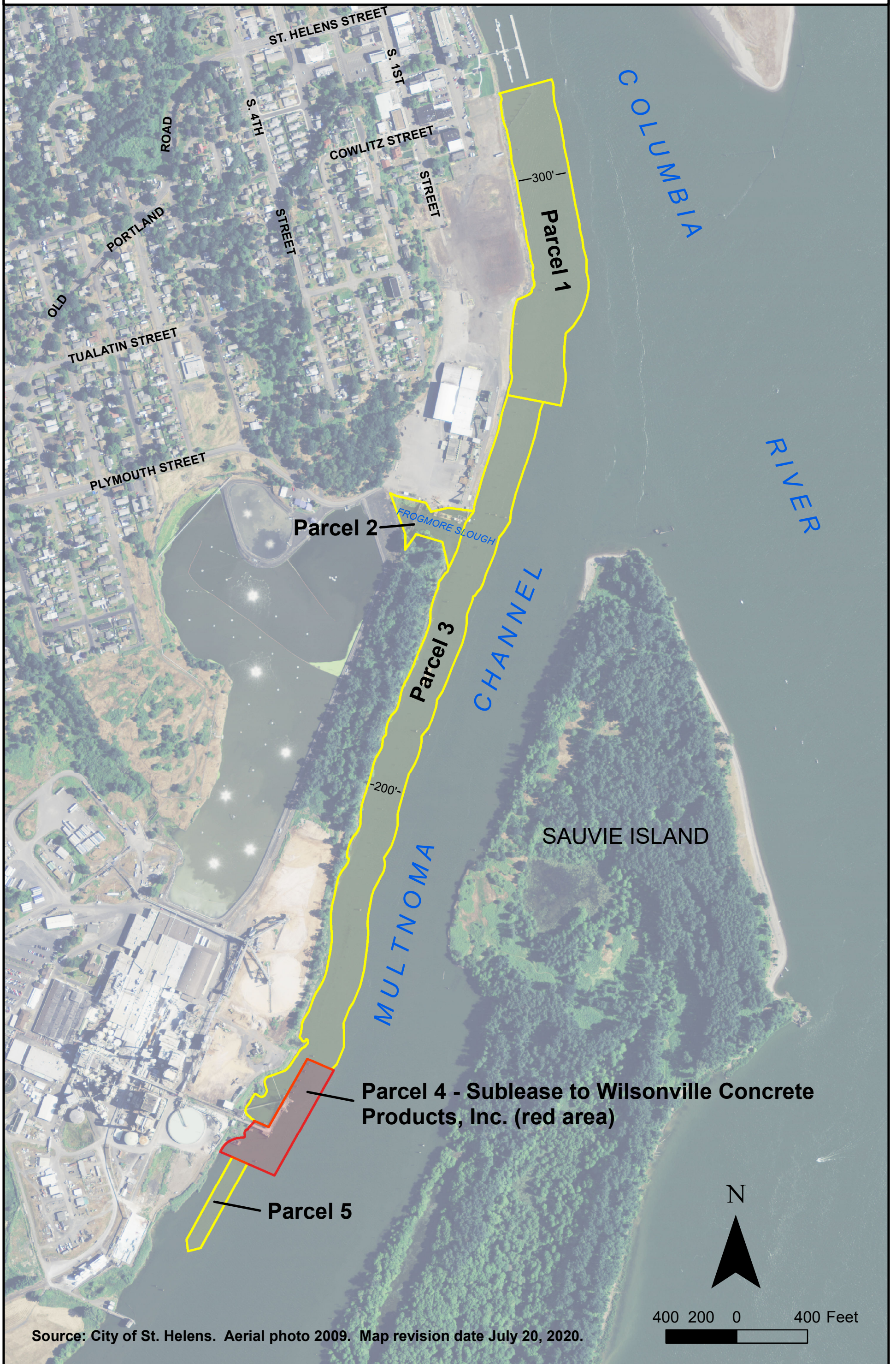
CAV NFIP Compliance and Closure:

The required ordinance revisions were completed and adopted by the City. No violations were observed.

The City of St. Helens is found to be in compliance with the NFIP and the CAV was closed on 07/16/2020.

JG

Oregon DSL Lease Area Map - Parcels 1 - 5



From: [Jennifer Dimsho](#)
To: [Jacob Graichen](#)
Subject: July Planning Department Report
Date: Friday, July 24, 2020 11:47:13 AM

Here are my additions to the July Planning Department Report

GRANTS

1. **DLCD 2019-2021 Technical Assistance Program** – Grant contract with DLCD authorized to prepare a *Boise White Paper Industrial Site Master Plan* which will include a parcelization framework and an infrastructure finance planning for the former mill site. Received final Parcelization Plan! Kicked off Infrastructure Funding Plan with EcoNW. Working on summarizing available revenues sources and potential revenue sources to fund the infrastructure.
2. **OPRD - Local Government Grant – Campbell Park Improvements** (\$187k) includes replacement of four existing tennis courts and two basketball courts with two tennis flex courts and one flex sport court, adds a picnic viewing area, improves natural stormwater facilities, expands parking, and improves ADA access. Grant deadline is October 2021. Worked with Sue on Request for Proposals/Bid Document for court installation. RFP to be released in August!
3. **Oregon Community Foundation – Nike Impact Fund – 5th Street Trail Project** – This project has been completed thanks to Public Works and the Columbia River Youth Corps! We surveyed one property corner close to the trail and PW will construct some type of permanent barrier. PW to install signage.
4. **Travel Oregon - Medium Grants Program (100k)** – Project closed out and final reimbursement check sent!
5. **EPA – CWA Grant Program** – Project to be closed out by September 2020. South 80 follow up sent to DEQ. 50 Plaza Square report complete. Working on scheduling final Brownfield Advisory Committee Meeting. Final project to be completed by September 2020.
6. **CDBG- Columbia Pacific Food Bank Project** – Construction documents complete. Building Permit application submitted week of 3/24. Bid documents reviewed by State and legal counsel. Planned bid period is for July because of pandemic and building permit comments. Building Permit comments are being addressed by Lower Columbia. Private sewer easement needed from abutting property owner. Coordinating with legal counsel on a template and in-house preparation of a legal description/exhibit to be completed by Jacob.
7. **Certified Local Government – Historic Preservation Grant Program** – Received reimbursement and closed out the project!
8. **Safe Routes to School - Columbia Blvd. Sidewalk Project** – Kicked off engineering with David Evans. Survey/topo complete. Construction timeline provided by David Evans.
9. **Business Oregon – Infrastructure Finance Authority** – Worked with John Walsh and Sue Nelson (for cost estimations) to prepare an initial Project Intake Form and required attachments to apply for a low-interest loan to cover initial public investments (water, sewer, streets, public access) on the Riverfront District development site. We will be

invited for a full application once initial review is completed by the Regional Project Manager.

MISC

10. The Millard Road signalization ODOT project is moving forward with a project schedule. RoW application submitted to ODOT/ODOT rail to approve the location. Ramsay provided a cost estimate.
11. Scheduled URA meeting for 8/5 to discuss updated TIF projections and a potential a major amendment to amend the boundary in order to kickstart agency revenues. Worked to prepare a contract and scope of work for amending the boundary and preparing the legal description and maps.
12. Data migration to the new server as required by the IT Department
13. Worked with Heidi on the PSU Annual Housing Unit Population Survey for 2019-2020.
14. Assisted with soliciting assistance for architectural/design services with historic preservation expertise for the Bennet Building (Water/Court Department).
15. Working with the Wellness Committee to help write guidance for a Volunteer Program that will repair surplus Police Department/Public Works bicycles for a community bicycle and helmet giveaway
16. Solicited sample Request for Qualifications from variance landscape architecture firms to assist staff in preparation for a Riverwalk Phase I RFQ
17. Attended 2 Municode trainings, which is the new public meetings agenda/packet generator software that will replace Granicus, hopefully in the fall
18. Attended the first Commissioner Orientation hosted by Rachael Barry for a new Planning Commissioner

Jenny Dimsho, AICP

Associate Planner

City of St. Helens

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