

City of St. Helens  
**ORDINANCE NO. 3217**

AN ORDINANCE MAKING CERTAIN DETERMINATIONS AND FINDINGS RELATING  
TO AND APPROVING THE ST. HELENS URBAN RENEWAL PLAN AND DIRECTING  
THAT NOTICE OF APPROVAL BE PUBLISHED

**WHEREAS**, the **St. Helens Urban Renewal Agency** (the "**Agency**"), as the duly authorized and acting urban renewal agency of the City of St. Helens, Oregon per Ordinance No. 3093, is proposing to undertake certain urban renewal activities in a designated area within the City pursuant to ORS Chapter 457; and

**WHEREAS**, the Agency, pursuant to the requirements of ORS Chapter 457, has caused preparation of the **St. Helens Urban Renewal Plan** dated July 19, 2017 and attached hereto as **Exhibit "A"** (the "**Plan**"). The Plan authorizes certain urban renewal activities within the St. Helens Urban Renewal Area; and

**WHEREAS**, the Agency has caused the preparation of a certain **Urban Renewal Report** dated July 19, 2017 attached hereto as **Exhibit "B"** (the "**Report**") to accompany the Plan as required under ORS 457.085(3); and

**WHEREAS**, the Agency forwarded the Plan and Report to the City of St. Helens Planning Commission (the "Planning Commission") for review and recommendation. The Planning Commission considered the Plan and Report on June 13, 2017 and made a recommendation that the Plan conformed with the St. Helens Comprehensive Plan as shown in the memorandum documenting attached hereto as **Exhibit "C"** (the "**Planning Commission Recommendation**"); and

**WHEREAS**, the Plan and the Report were formally forwarded on May 4, 2017 to the governing body of each taxing district affected by the Plan, and the Agency has thereafter consulted and conferred with each taxing district; and

**WHEREAS**, on June 28, 2017, the City met with representatives of Columbia County to review the Plan, including proposed maximum indebtedness for the Plan; and

**WHEREAS**, the City Council has not received written recommendations from the governing bodies of the affected taxing districts; and

**WHEREAS**, on May 31, 2017 the City published notice of the hearing to be held before the Council on the Plan, including the required statements of ORS 457.120(3), in the St. Helens Chronicle; and

**WHEREAS**, on June 26, 2017, the City caused notice of the hearing to be held before the Council on the Plan, including the required statements of ORS 457.120(3), to be mailed to City utility customers; and

**WHEREAS**, on July 19, 2017, the City Council held a public hearing to review and consider the Plan, the Report, the recommendation of the Planning Commission and the public testimony received on or before that date and to receive additional public testimony; and

**WHEREAS**, the City Council found that the Plan conforms with all applicable legal requirements; and

**WHEREAS**, after consideration of the record presented through this date, the City Council does by this ordinance desire to approve the Plan.

**NOW, THEREFORE, THE CITY OF ST. HELENS DOES ORDAIN AS FOLLOWS:**

**Section 1.** The Plan complies with all applicable requirements of ORS Chapter 457 and the specific criteria of 457.095(1) through (7), in that, based on the information provided in the Report, the Planning Commission Recommendation and the public testimony before the City Council:

1. The process for the adoption of the Plan, has been conducted in accordance with the applicable provisions of Chapter 457 of the Oregon Revised Statutes and all other applicable legal requirements.
2. The area designated in the Plan as the **St. Helens Urban Renewal Area ("Area")** is blighted, as defined by ORS 457.010(1) and is eligible for inclusion within the Plan because of conditions described in Section 3 "Existing Conditions" in the Report including the existence of inadequate streets and other rights of way, open spaces and utilities and underdevelopment of property within the Area (ORS 457.010(1)(e) and (g)).
3. The rehabilitation and redevelopment described in the Plan to be undertaken by the Agency is necessary to protect the public health, safety or welfare of the City because absent the completion of urban renewal projects, the Area will fail to contribute its fair share of property tax revenues to support City services and will fail to develop and/or redevelop according to the goals of the City's Comprehensive Plan.
4. The Plan conforms to the St. Helens Comprehensive Plan and provides an outline for accomplishing the projects described in the Plan, as more fully described in the Plan and in the Planning Commission Recommendation as forwarded by the Planning Director.
5. No residential displacement will occur as a result of the acquisition and disposition of land and redevelopment activities proposed in the Plan and therefore the Plan does not include provisions to house displaced persons.
6. The acquisition of real property provided in the Plan is necessary for the development of infrastructure improvements, in the Area and for the development of public spaces; because the Agency does not own all the real property interests (e.g., rights-of-way, easements, fee ownership, etc.) that will be required to undertake and complete these projects as described in Section 5 "Property Acquisition and Disposition" of the Plan and Section 5 "How the Projects Improve the Area" of the Report.
7. Adoption and carrying out the Plan is economically sound and feasible in that eligible projects and activities will be funded by urban renewal tax revenues derived from a division of taxes pursuant to Section 1c, Article IX of the Oregon Constitution and ORS 457.440 and other available funding as more fully described in the Section 6 "Funding Plan" of the Report.
8. The City shall assume and complete any activities prescribed it by the Plan.
9. The Agency consulted and conferred with affected overlapping taxing districts prior to the Plan being forwarded to the City Council.

**Section 2.** The St. Helens Urban Renewal Plan is hereby approved based upon review and consideration by the City Council of the Plan and Report, the St. Helens Planning Commission

Recommendations, each of which is hereby accepted, and the public testimony in the record.

**Section 3.** The City Administrator shall forward forthwith to the Agency a copy of this Ordinance.

**Section 4.** The Agency shall thereafter cause a copy of the Plan to be recorded in the Records of Columbia County, Oregon.

**Section 5.** The City Administrator, in accordance with ORS 457.115, shall publish notice of the adoption of the Ordinance approving the Plan including the provisions of ORS 457.135, in the St. Helens Chronicle no later than four days following adoption of this Ordinance.

**Section 6. Severability.** If any portion of the Plan is held to be invalid or unconstitutional by a court of competent jurisdiction, that portion is to be deemed severed from the Plan, and in no way, affects the validity of the remainder of the Plan.

**Section 7.** The effective date of this Ordinance shall be 30 days after approval, or if during that 30-day period a sufficient number of signatures are obtained on a referral petition, the effective date shall be the date of the successful approval by the voters of the City of St. Helens, in accordance with the City Charter and other applicable laws.

Read the first time: July 19, 2017  
Read the second time: August 16, 2017

**APPROVED AND ADOPTED** this 16<sup>th</sup> day of August, 2017 by the following vote:

Ayes: Locke, Carlson, Conn, Morten, Scholl

Nays: None

  
\_\_\_\_\_  
Rick Scholl, Mayor

ATTEST:

  
\_\_\_\_\_  
Kathy Payne, City Recorder

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# St. Helens Urban Renewal Plan

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**Ordinance No. 3217**

**Exhibit "A"**

**July 19, 2017**





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# Acknowledgments

ECONorthwest prepared this Urban Renewal Plan (Plan) for the City of St. Helens, along with subconsultants Elaine Howard Consulting, Tiberius Solutions, Kittelson and Associates, and Maul Foster Alongi. The Plan and the accompanying Report received legal review from Garrett Stephenson of Schwabe, Williamson & Wyatt, P.C. The City would like to acknowledge former mayor Randy Peterson for his leadership and commitment to exploring urban renewal as an implementation tool. Other firms, agencies, and staff contributed to other research on which that this report relied on.

## City Council

Mayor Rick Scholl  
Ginny Carlson  
Susan Conn  
Keith Locke  
Doug Morten  
Former Mayor Randy Peterson

## Planning Commission

Dan Cary  
Greg Cohen  
Russell Hubbard  
Kathryn Lawrence  
Al Petersen  
Sheila Semling  
Audrey Webster

## Staff

John Walsh, City Administrator  
Jennifer Dimsho, Planner  
Jacob Graichen, Planner

## Advisory Committee

Jennifer Cuellar, Columbia County  
Diane Dillard, Columbia River Fire & Rescue  
Keith Forsythe, Greater St. Helens Parks & Recreation District  
Michael Greisen, Columbia River Fire & Rescue  
Henry Heim Mueller, Columbia County Commissioner  
and Columbia 911 District  
Mark Kreutzer, Columbia River Fire & Rescue  
Paulette Lichatowich, Port of St. Helens Board Member  
Paula Miranda, Port of St. Helens  
Al Petersen, St. Helens Economic Development Corporation  
Scot Stockwell, St. Helens School District  
Steve Watson, Columbia 911 District  
Audrey Webster, St. Helens Planning Commission

## Consultant Team

ECONorthwest  
Elaine Howard Consulting, LLC  
Tiberius Solutions, LLC  
Kittelson and Associates  
Maul Foster and Alongi

# Definitions

“Agency” means the City of St. Helens Urban Renewal Agency. This Agency is responsible for administration of the urban renewal plan. In St. Helens, the Agency board is the St. Helens City Council.

“Annual report” means annual report on impacts to taxing jurisdictions and former year and following year budgets as required in ORS 457.460.

“Area” means the properties and rights of way located within the St. Helens urban renewal boundary.

“Blight” is defined in ORS 457.010(1)(A-E) and identified in the ordinance adopting the urban renewal plan.

“City” means the City of St. Helens, Oregon.

“City Council” or “Council” means the City Council of the City of St. Helens.

“Comprehensive Plan” means the City of St. Helens comprehensive land use plan and its implementing ordinances, policies, and standards.

“County” means Columbia County.

“Fiscal year” means the year commencing on July 1 and closing on June 30.

“Frozen base” means the total assessed value including all real, personal, manufactured and utility values within an urban renewal area at the time of adoption. The county assessor certifies the assessed value after the adoption of an urban renewal plan.

“Increment” means that part of the assessed value of a taxing district attributable to any increase in the assessed value of the property located in an urban renewal area, or portion thereof, over the assessed value specified in the certified statement.

“Maximum indebtedness” means the amount of the principal of indebtedness included in a plan pursuant to ORS 457.190 and does not include indebtedness incurred to refund or refinance existing indebtedness.

“ORS” means the Oregon revised statutes and specifically Chapter 457, which relates to urban renewal.

“Planning Commission” means the St. Helens Planning Commission.

“Tax increment financing (TIF)” means the funds that are associated with the division of taxes accomplished through the adoption of an urban renewal plan.

“Tax increment revenues” means the funds allocated by the assessor to an urban renewal area due to increases in assessed value over the frozen base within the area.

“Under-levy” means taking less than the available tax increment in any year as defined in ORS 457.455.

“Urban renewal agency” or “Agency” means an urban renewal agency created under ORS 457.035 and 457.045. This agency is responsible for administration of the urban renewal plan.

“Urban renewal plan” or “Plan” means a plan, as it exists or is changed or modified from time to time, for one or more urban renewal areas, as provided in ORS 457.085, 457.095, 457.105, 457.115, 457.120, 457.125, 457.135 and 457.220.

“Urban renewal project” or “Project” means any work or undertaking carried out under ORS 457.170 in an urban renewal area.

“Urban renewal report” or “Report” means the official report that accompanies the urban renewal plan pursuant to ORS 457.085(3).

“St. Helens Transportation Systems Plan (TSP)” means the Transportation System Plan adopted by the St. Helens City Council.

# ORS Statutes Matrix

Urban renewal plans must meet state statutory requirements. This table explains the statutory requirements and details where the Plan responds to the statute.

ORS Statute Number	ORS Statute Description	Plan Text Reference	
		Section(s)	Page #
457.085 (1)	An urban renewal agency shall provide for public involvement in all stages in the development of an urban renewal plan.	1.5	4
457.085 (2)(a)	A description of each urban renewal project to be undertaken.	2	5
457.085 (2)(b)	An outline for the development, redevelopment, improvements, land acquisition, demolition and removal of structures, clearance, rehabilitation or conservation of the urban renewal areas of the plan.	5	13
457.085 (2)(c)	A map and legal description of the urban renewal areas of the plan.	1.3, Apx A	3, Apx A
457.085 (2)(d)	An explanation of its relationship to definite local objectives regarding appropriate land uses and improved traffic, public transportation, public utilities, telecommunications utilities, recreational and community facilities and other public improvements.	9	18
457.085 (2)(e)	An indication of proposed land uses, maximum densities and building requirements for each urban renewal area.	8	15
457.085 (2)(f)	A description of the methods to be used for the temporary or permanent relocation of persons living in, and businesses situated in, the urban renewal area of the plan.	6	14
457.085 (2)(g)	An indication of which real property may be acquired and the anticipated disposition of said real property, whether by retention, resale, lease or other legal use, together with an estimated time schedule for such acquisition and disposition.	5	13
457.085 (2)(h)	If the plan provides for a division of ad valorem taxes under ORS 457.420 to 457.460, the maximum amount of indebtedness that can be issued or incurred under the plan.	1.4	4
457.085 (2)(i)	A description of what types of possible future amendments to the plan are substantial amendments and require the same notice, hearing and approval procedure required of the original plan under ORS 457.095 as provided in ORS 457.2220, including but not limited to amendments:	4	12
457.085 (2)(i)(A)	Adding land to the urban renewal area, except for an addition of land that totals not more than one percent of the existing area of the urban renewal area.	4	12
457.085 (2)(i)(B)	Increasing the maximum amount of indebtedness that can be issued or incurred under the plan.	4	12
457.085 (2)(j)	For a project which includes a public building, an explanation of how the building serves or benefits the urban renewal area.	N/A The Plan does not include a public building	

# Table of Contents

<b>1. OVERVIEW</b>	<b>1</b>
<b>2. URBAN RENEWAL PROJECTS AND ACTIVITIES</b>	<b>5</b>
<b>3. LIMITATIONS ON INDEBTEDNESS OF THE PLAN</b>	<b>11</b>
<b>4. GOVERNANCE AND FUTURE AMENDMENTS TO PLAN</b>	<b>12</b>
<b>5. PROPERTY ACQUISITION AND DISPOSITION</b>	<b>13</b>
<b>6. RELOCATION METHODS</b>	<b>14</b>
<b>7. SEVERABILITY</b>	<b>14</b>
<b>8. PROPOSED LAND USES</b>	<b>15</b>
<b>9. RELATIONSHIP TO LOCAL OBJECTIVES</b>	<b>18</b>
<b>10. APPENDICES</b>	<b>39</b>

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# 1. Overview

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Through several adopted plans and policies, community members and the elected leadership in the City of St. Helens have articulated a need for reinvestment in the City's waterfront, commercial business districts, and the former Boise White Paper Mill (BWP Property) and surrounding industrial properties. Those plans have identified specific projects that will catalyze that redevelopment, including investments in infrastructure, open space, and business districts that can help to revitalize the heart of St. Helens. Through the adoption of this Urban Renewal Plan (the Plan), the City creates an urban renewal area (the Area) that can capture revenues from growth to reinvest in projects that will achieve the public vision for the area.

The Plan sets the parameters for investments to be undertaken by the St. Helens Urban Renewal Agency (Agency) within the urban renewal boundary. The Plan outlines the Agency's goals for the Area, the projects in which the Agency will invest, and the rationale for each urban renewal project, based on local planning goals and public input. The Plan also describes limitations on the amount of debt the Agency can take on (maximum indebtedness), per Oregon statutes.

The Plan presented in this document meets the requirements of Chapter 457 of the Oregon Revised Statutes. The Plan also complies with other state and local laws pertaining to urban renewal plans.

## 1.1. Rationale

The City has undergone several planning efforts to understand the challenges it faces related to transportation connectivity, redevelopment, and industrial readiness. These include the U.S. 30 and Columbia/St. Helens Corridor Master Plan (adopted 2015) and the Waterfront Redevelopment Framework Plan (adopted 2016). These plans identify a vision for St. Helens that includes enhanced roadway connections from U.S. 30 to the Riverfront District that help to attract visitors and residents to a burgeoning waterfront district with public access to the river and new investment in mixed-use development.

The primary purposes of the Plan are to cure blight within the Area, assist with implementation of these and other plans, and improve specific areas of the City that are poorly developed or vacant (called *blighted areas*, as defined in Oregon law). These areas have vacant parcels with inadequate infrastructure (including streets, lighting, utilities), and they have old or deteriorated buildings that are no longer viable for ongoing use, among other blighting characteristics. The Area identified in Exhibit 2 has specific infrastructure needs that are described in the accompanying Report and are specifically cited in the ordinance for adoption of the Plan.



# 1.2. Urban Renewal Plan Goals

## Purpose

Through this Plan, the City will assist with the implementation of adopted plans, policies, and regulations.

## Goals

The goals represent the intent of the Plan, and were derived from adopted plans and vetted with an Advisory Committee. Exhibit 1 shows the Plan goals and how the Agency intends to achieve each goal. Each of the goals connects to a set of projects, identified in **Section 2** of the Plan. The goals and objectives will be pursued as economically as possible and at the discretion of the Agency.

**Exhibit 1. Plan Goals and Goal Intention**

Goal	Intention of Goal
1. Ensure that stakeholders are involved in plan implementation by providing accurate, timely information and encouraging public input and involvement.	The Agency will comply with all statutory requirements in ORS 457.460.
2. Provide adequate infrastructure and public amenities to support new development	Invest in infrastructure in underserved areas, to better support redevelopment on underutilized or vacant parcels.  Improve existing parks and open spaces in the Riverfront District, Houlton Business District.  Support Riverfront District through investments in parking provision and transportation demand management.
3. Increase the safety and capacity of existing transportation corridors.	Improve intersections, streetscapes, and the road surfaces of commercial corridors throughout the Area.  Provide enhanced transportation facilities to pedestrians and cyclists.
4. Improve public access to the Columbia River through investments in waterfront open space and paths.	Invest in a waterfront greenway trail and improvements to waterfront access, including the Tualatin Street Stairway that integrates with redevelopment on the site.  Improve connections to other open spaces in the area to create a network, including the Nob Hill Nature Park.
5. Invest in the revitalization of Houlton and Riverfront business districts.	Support economic development by providing funding to support the rehabilitation and improvement of storefronts within the Area.  Invest in improvements to gateways and wayfinding infrastructure within the Area to attract visitors.

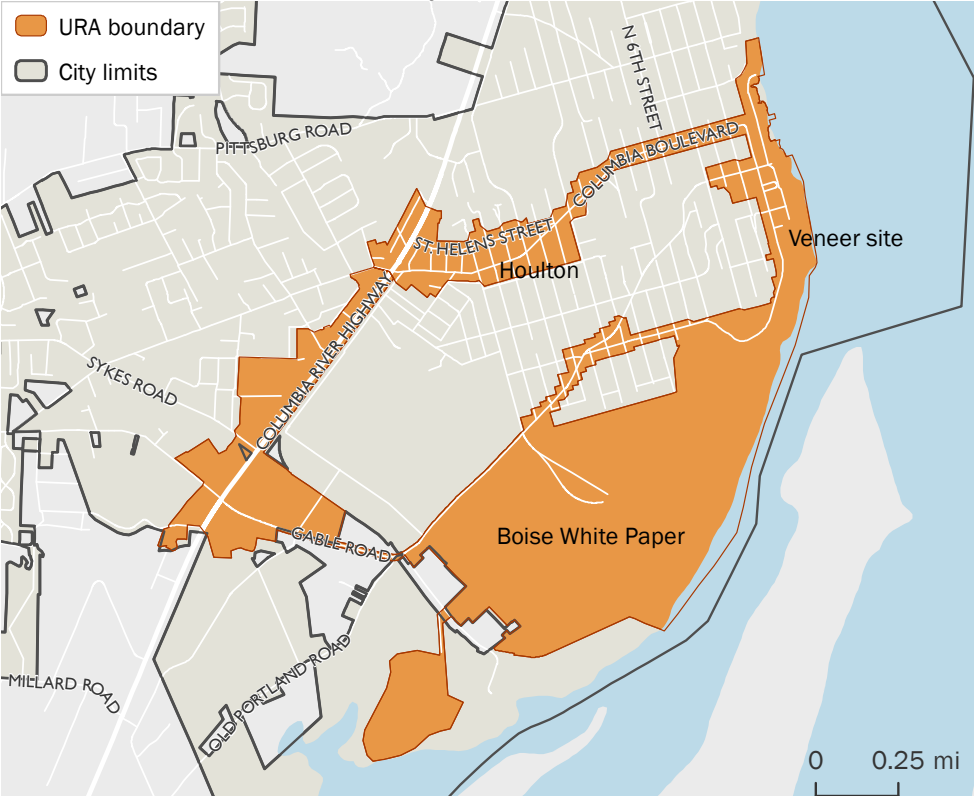
# 1.3. Urban Renewal Boundary and Projects

Exhibit 2 shows the boundary for the Area. The Area is 756 acres, with 605 acres consisting of parcel land and with 151 acres consisting of public right-of-way. The entire Area is within the St. Helens city limits. This boundary was chosen because it is blighted, and establishing it as an urban renewal area:

- Allows for improvements to key roads (and commercial corridors) that lead to downtown: Old Portland Road, St. Helens Street /Columbia Boulevard.
- Aids in revitalization of the Riverfront District and the Houlton Business District.
- Attracts jobs to vacant and underutilized industrial land through infrastructure investments.
- Supports development on the Veneer Property, the principal subject of 2016 Framework Plan.

The boundary also contains all identified urban renewal projects, identified in **Section 2. Urban Renewal Projects and Activities**. A legal description of the boundary is included in Appendix A. The Area comprises 20.29% of the City of St. Helens acreage and 19.04% of the City’s assessed value. It does not exceed 25% of the total assessed value and area of St. Helens, and is within the statutory limits.

Exhibit 2. Urban Renewal Boundary



Source: City of St. Helens

# 1.4. Maximum Indebtedness

The maximum amount of indebtedness (amount of tax increment financing for projects and programs) that may be issued for the Plan is \$62,000,000 (sixty-two million dollars).

# 1.5. Stakeholder Involvement

Exhibit 3 provides an overview of the meetings held throughout the planning process and the topics discussed. The Advisory Committee comprised stakeholders representing all major taxing districts within the area, plus representatives from the Planning Commission and the St. Helens Economic Development Corporation. The Committee met three times throughout the process to review and provide input on the draft boundary, project priorities, goals and objectives, amendment procedures, financing, and drafts of the Plan and Report. There were several opportunities for public input on the Plan, including two open houses, a City Council briefing, the Planning Commission Meeting, and the City Council a City Council briefing and the adoption process, which included a public hearing and vote.

**Exhibit 3. St. Helens Urban Renewal Process Meetings**

Timing	Meeting	Discussion Topics	Opportunity for Public Input
Oct. 12, 2016	Open House #1	Urban Renewal Overview	Yes
Nov. 15, 2016	Advisory Committee #1	Major concerns/issues; boundary	
Feb. 7, 2017	Advisory Committee #2	TIF projections & initial bonding capacity, timing, projects	
Feb. 21, 2017	Open House #2	Review projects	Yes
Mar. 15, 2017	City Council Briefing	Review process to date, including financial plan	
Apr. 18, 2017	Advisory Committee #3	Review draft plan and detailed financial plan	
June 2017	Presentation to Columbia county	Review Maximum Indebtedness numbers	
Jun. 13, 2017	Planning Commission	Review and adopt final plan	Yes
Jul. 19, 2017	City Council	Review and adopt final plan	Yes

In addition to the meetings described in Exhibit 3, the City maintained a comprehensive webpage where all pertinent documents were available.

In addition, the Agency consulted and conferred with all taxing districts, as required by ORS 457.085(5). This included a presentation to Columbia County in June 2017 to discuss the maximum indebtedness.

# 1.6. Process

The Plan will be administered by the Agency. The Agency was established as part of the City’s initial urban renewal effort in 2008 and is composed of City Council members. The Agency is committed to maintaining an open and transparent decision-making process throughout the life of the Area.

City Council must approve any substantial changes to the Plan. **Section 4. Governance and Future Amendments to Plan** provides more information about the amendment process. Future amendments will be listed numerically in this section of the Plan and incorporated into the Plan document, with a footnote that provides the amendment number and date adopted.

## 2. Urban Renewal Projects and Activities

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This section provides detailed information on the projects identified in the Plan. Each of the Plan’s projects fall into one of the following five categories. Exhibit 4 describes the connection between these categories and the Plan’s goals.

- **Infrastructure:** Road extensions and parking infrastructure.
- **Open Space/Wayfinding:** Park improvements, new parks and open spaces, streetscape improvements, and wayfinding.
- **Economic Development:** Predevelopment, storefront improvements, and public-private partnerships.
- **Site Preparation:** Grading and utility upgrades.
- **Project Administration:** City staff and/or consultant time spent coordinating Agency activities.

**Exhibit 4. Connection between Plan Goals and Project Categories**

Plan Goal	Project Categories
1. Ensure that stakeholders are involved in plan implementation by providing accurate, timely information and encouraging public input and involvement.	Plan Administration
2. Provide adequate infrastructure and public amenities to support new development	Infrastructure Site Preparation
3. Increase the safety and capacity of existing transportation corridors.	Infrastructure
4. Improve public access to the Columbia River through investments in waterfront open space and paths.	Open Space/Wayfinding
5. Invest in the revitalization of Houlton and Riverfront business districts.	Economic Development

Exhibit 5 provides information on each project, its relation to the urban renewal goals, and the estimated urban renewal contribution.

## Exhibit 5. Urban Renewal Projects - Details

Map ID	Short Name	Description	Relation to Urban Renewal Goals	Estimated Area Contribution
<b>Site Prep</b>				
4	<b>Contributions for Waterfront Site Preparation or Remediation</b>	Assistance with grading, embankment and compaction, and erosion control on the entire site. Address localized hot spots or other potential brownfield issues on the site in coordination with development.	Helps to remove barriers to development on the Veneer Property. <i>(Goal 2)</i>	\$1,500,000
21	<b>Site Preparation and Infrastructure Loans or Grants</b>	Provide site-specific preparation, infrastructure, or development assistance (e.g. land assembly, SDC/permit write down, utility relocation, fire suppression grants, predevelopment assistance, etc.) to encourage new development in the Area.	Could attract industrial and mixed-use development to the entire Area. <i>(Goal 2)</i>	\$2,500,000
2	<b>Waterfront Utilities and Stormwater Infrastructure Phase 1</b>	Install sewer facilities for new development, including force mains, gravity sewer lines, and two pump stations. Install stormwater facilities in phases, including pipes and bioretention facilities. Install pipes and fire hydrants to service new development. Install underground electrical power, gas, and communications utilities in coordination with redevelopment	Helps to remove barriers to development on the Veneer Property. <i>(Goals 2 and 5)</i>	\$1,400,000
3	<b>Waterfront Utilities and Stormwater Infrastructure Phase 2</b>	In a second phase, continue to install sewer facilities to service new development, including force mains, gravity sewer lines, and two pump stations. Install stormwater facilities, including pipes and bioretention facilities. Install pipes and fire hydrants to service new development. Install underground electrical power, gas, and communications utilities in coordination with new development	Helps to remove barriers to development on the Veneer Property. <i>(Goals 2 and 5)</i>	\$900,000
<b>Open Space</b>				
1	<b>Columbia View Park Expansion</b>	Design and construct new 1.3-acre extension of Columbia View Park.	Provides amenities to attract new waterfront development. <i>(Goal 4)</i>	\$1,100,000
6	<b>Waterfront Greenway Trail Phase 1 and Bank Enhancement</b>	Install greenway trail south of Columbia View, including design, associated furnishings, interpretation, and connections to new neighborhood. Grading, planting, and reinforcement of bank as needed to prevent erosion, restore habitat, support greenway trail and water access, and create visual interest along waterfront.	Provides amenities to attract new waterfront development. <i>(Goal 4)</i>	\$3,000,000
7	<b>Trestle Trail Contribution</b>	Extend trail from downtown to south of the Veneer Property, providing access to natural areas along Multnomah Channel.	Provides amenities to attract new waterfront development. <i>(Goal 4)</i>	\$750,000
8	<b>Marina Contribution</b>	Provide partnership funding to construct a marina on the south end of the Veneer Property, near the entrance to the Frogmore Slough. The marina would be privately developed, owned, and operated, but at least partly open to the public and available for public use and access	Attracts water-based users to downtown. <i>(Goals 4 and 5)</i>	\$750,000
9	<b>Waterfront Greenway Trail Phase 2</b>	Construct second phase of waterfront greenway, including design and construction of public plaza at intersection of Tualatin Street and The Strand. Consider future pier from this location in design.	Provides amenities to attract new waterfront development. <i>(Goal 4)</i>	\$3,000,000

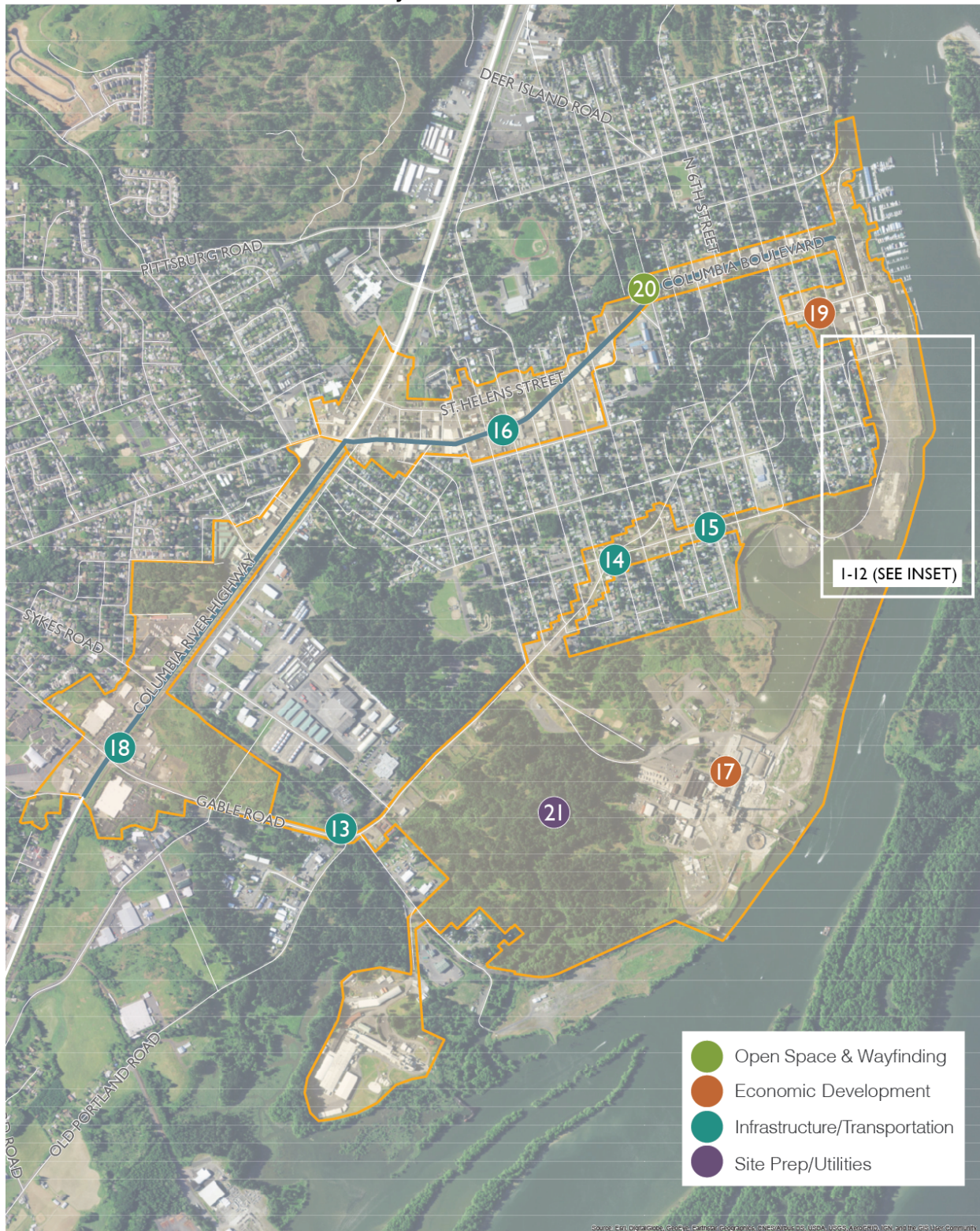
Map ID	Short Name	Description	Relation to Urban Renewal Goals	Estimated Area Contribution
11	Habitat and Riparian Corridor Enhancement with Public Access Contributions	Provide partnership funding to restore natural area and explore options for public access between White Paper Lagoon, Multnomah Channel, and on the bluff. In future phases, consider widening or rebuilding existing Tualatin Street staircase.	Opens up new areas for recreation, providing additional amenities to waterfront development. <i>(Goal 4)</i>	\$500,000
12	Partnership to Improve County Courthouse Plaza	Improve County Courthouse Plaza or other downtown parks/plazas.	Supports main street businesses and provides a gathering space and focal point. <i>(Goal 5)</i>	\$750,000
20	Wayfinding Improvements	Install wayfinding signs and kiosks to help people find downtown retail and existing business districts from Hwy 30. Integrate corridor master planning effort and other efforts. Branding and Wayfinding Master Plan to be completed in 2017.	Helps visitors find downtown. <i>(Goals 2, 3 and 5)</i>	\$250,000
<b>Infrastructure</b>				
5	Road Extension on South First and The Strand	Construct South First Street and The Strand in phases, including sidewalks, intersections, bike lanes.	Provides connection to open up new land for development. <i>(Goal 3)</i>	\$2,300,000
10	First Street and The Strand Road Improvements	Install trees and street improvements (bulb outs, etc.) and a road overlay on a two-block stretch of First Street and The Strand.	Provides improved streetscape to support new development on waterfront. <i>(Goals 3 and 5)</i>	\$1,000,000
13	Old Portland Road/Gable Intersection Improvements	Improve the intersection to better accommodate traffic coming to the Veneer Property.	Improves safety and capacity of roads leading to waterfront and downtown. <i>(Goal 3)</i>	\$600,000
14	Old Portland Road/Plymouth Street Intersection Improvements	Improve the intersection to better accommodate traffic and serve as a gateway to the Veneer Property.	Improves safety and capacity of roads leading to waterfront and downtown. <i>(Goal 3)</i>	\$600,000
15	Plymouth Street Improvements	Improve bicyclist and pedestrian safety along Plymouth Street.	Provides pedestrian safety improvements to support redevelopment. <i>(Goal 3)</i>	\$200,000
16	Houlton Corridor Master Plan Improvements	Complete intersection improvements, road projects, and pedestrian projects in the Houlton Business District.	Improves safety, aesthetics, and capacity of Houlton infrastructure. <i>(Goal 3)</i>	\$13,200,000
18	U.S. 30 Road Projects - Short Term	Short-term projects include medians (curbs, plantings, trees/banner poles) and plantings (east side of U.S. 30), new banner poles (east side of U.S. 30), and new banners on existing utility poles, new curb ramps, and crosswalk striping.	Improves road safety, aesthetics, and capacity to attract new development. <i>(Goal 3)</i>	\$1,200,000

Map ID	Short Name	Description	Relation to Urban Renewal Goals	Estimated Area Contribution
18	<b>U.S. 30 Road Projects - Long Term</b>	Long-term U.S. 30 projects include fencing (each side of ODOT Rail property), new sidewalk (east side of U.S. 30), intersection crosswalk paving and curb ramps, trees and plantings (east side of U.S. 30), and private property landscape improvements.	Improves road safety, aesthetics, and capacity to attract new development. <i>(Goal 3)</i>	\$2,000,000
<b>Economic Development</b>				
17	<b>Economic Development Planning</b>	Fund for predevelopment assistance on sites and projects that can improve the redevelopment potential of projects throughout the Area Projects can include public parking management strategy, area master planning, public involvement, and predevelopment assistance (e.g., market studies). Allow for repayment of costs associated with the preparation and implementation of the Plan.	Provides a source of funds for studies or predevelopment assistance that can support new development. <i>(Goals 1, 2 and 5)</i>	\$500,000
19	<b>Storefront Improvement Program for Downtown/Hoult on</b>	Enhance the existing historic façade improvement program to create feeling of investment in area with a \$30K-\$70K per year storefront improvement program.	Improves aesthetics of downtown St. Helens and supports small businesses. <i>(Goal 5)</i>	\$1,500,000
				<b>Administration</b>
	<b>Plan Administration</b>	Ongoing administration, relocation costs, and other administrative costs. It also accounts for facilitation of the Agency's Public Involvement Plan.	This helps achieve all goals efficiently, but also specifically provides staffing to achieve Goal 1.	\$2,275,000
	<b>Finance Fees</b>	Allow repayment of financing costs associated with loans procured to fulfill project goals.	Allow the Area to take on debt	\$581,000
<b>Total Estimated Area Contribution for Projects</b>				<b>\$42,356,000</b>

Exhibit 6 and Exhibit 7 show the location for each of the projects.



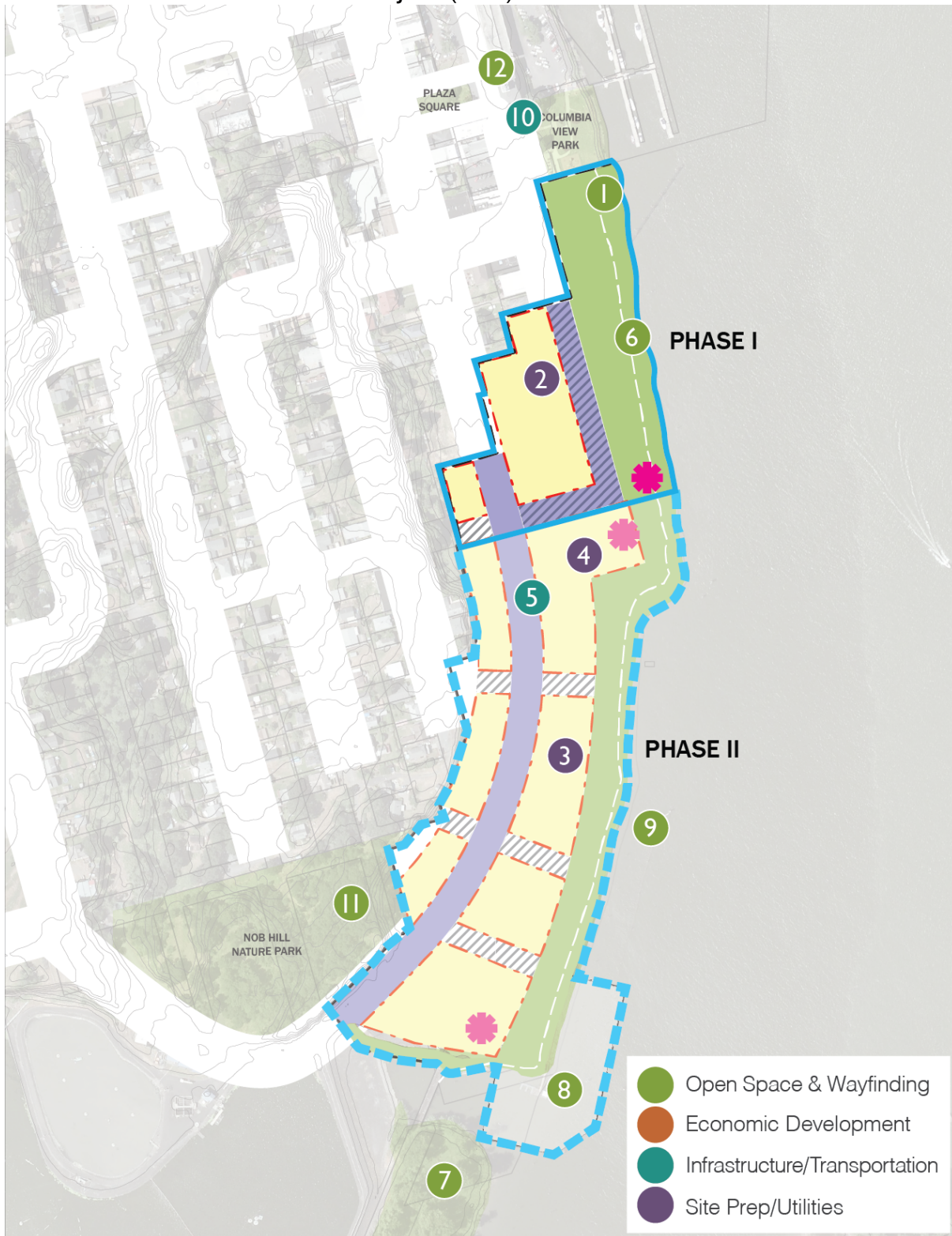
**Exhibit 6. St. Helens Urban Renewal Projects**



Source: ECONorthwest with data from the City of St. Helens. Note that the numbers in this map correspond to the projects in Exhibit 5.



**Exhibit 7. St. Helens Urban Renewal Projects (Inset)**



Source: ECONorthwest and Walker Macy. Underlying data from the St. Helens Waterfront Framework Plan. Note that the numbers in this map correspond to the projects in Exhibit 5.

## 3. Limitations on Indebtedness of the Plan

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Tax increment financing consists of using annual tax increment revenues to make payments on debt, usually in the form of bank loans or revenue bonds. The proceeds of the bonds are used to finance the urban renewal projects authorized in the Plan. Bonds may be either long-term or short-term.

Tax increment revenues equal most of the annual property taxes imposed on the cumulative *increase* in assessed value within an urban renewal area over the total assessed value at the time an urban renewal plan is adopted. Under current law, the property taxes for general obligation (GO) bonds and local option levies approved after October 6, 2001 are not part of the tax increment revenues.

### 3.1. Proposed Financing Methods

The Plan will be financed using a combination of revenue sources. These include:

- Tax increment revenues
- Advances, loans, grants, and any other form of financial assistance from the federal, state, or local governments, or other public bodies
- Loans, grants, dedications, or other contributions from private developers and property owners—including, but not limited to, assessment districts
- Any other public or private source

Revenues obtained by the Agency will be used to pay or repay the costs, expenses, advancements, and indebtedness incurred in (1) Plan preparation, (2) planning or undertaking project activities, or (3) otherwise exercising any of the powers granted by ORS Chapter 457 in connection with the implementation of this Plan.

### 3.2. Tax Increment Financing and Maximum Indebtedness

The Plan may be financed, in whole or in part, by tax increment revenues allocated to the Agency, as provided in ORS Chapter 457. The ad valorem taxes levied by a taxing district in which all or a portion of the Area is located, if any, shall be divided as provided in Section 1c, Article IX of the Oregon Constitution, and ORS 457.440. As soon as possible after the approval of the Plan, the Columbia County assessor shall prepare a certified statement of the total assessed value of the taxable real and personal property in the URA, as required by ORS 457.430. Amounts collected pursuant to ORS 457.440 shall be deposited into the unsegregated tax collections account and distributed to the Agency based upon the distribution schedule established under ORS 311.390.

The maximum amount of indebtedness that may be issued or incurred under the Plan is **\$62,000,000 (sixty-two million dollars)**, based on good faith estimates of the scope and costs of projects in the Plan and the schedule for their completion. This amount is the principal of such

indebtedness and does not include interest or indebtedness incurred to refund or refinance existing indebtedness or interest earned on bond proceeds. It does include initial bond financing fees and interest earned on tax increment proceeds, separate from interest on bond proceeds.

## **4. Governance and Future Amendments to Plan**

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The Plan will be administered by the St. Helens Urban Renewal Agency, subject to adoption of ordinances by the City Council as required by law. The Plan may be amended as described in this section.

### **4.1. Substantial Amendments**

Substantial Amendments are those that add land to the area—except for an addition of land that totals not more than 1 percent of the existing Area—or increase the maximum amount of indebtedness that can be issued or incurred under the Plan. In accordance with ORS 457.085(2)(i), Substantial Amendments shall require the same notice, hearing, and approval procedure required of the original Plan, including public involvement, consultation with taxing districts, presentation to the Agency, the Planning Commission, and adoption by the City Council by nonemergency ordinance after a hearing. Notice of City Council hearings on proposed Plan amendments shall be provided to individuals or households within the City of St. Helens as required by ORS 457.120.

### **4.2. Minor Amendments**

Minor Amendments are amendments that are not Substantial Amendments as defined in this Plan and in ORS 457. Minor Amendments require approval by the Agency by resolution.

## 5. Property Acquisition and Disposition

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The Plan authorizes the acquisition and disposition of property as described in this section. Property includes any and all interests in property, including fee simple ownership, lease, easements, licenses, or other rights to use. If property is acquired it will be identified in the Plan through a Minor Amendment.

### 5.1. Property Acquisition for Public Improvements

The Agency may acquire any property within the Area for public improvement projects undertaken pursuant to the Plan by all legal means, including the use of eminent domain. Good faith negotiations for such acquisitions must occur prior to institution of eminent domain procedures. Properties that the Agency may acquire include:

- Right-of-way needs for the Old Portland Road/Plymouth intersection enhancement in FY 2026: Property identified as Columbia County Assessor Map Number 4N1W 4DA 5400, and per Columbia County Clerk Instrument Number 2017-2244. This property is owned by the City of St. Helens.
- Other Old Portland Road properties that may be necessary for roadway enhancements, pending planning efforts.

### 5.2. Property Acquisition from Willing Sellers

The Plan authorizes Agency acquisition of any interest in property within the Area that the Agency finds is necessary to support private redevelopment, but only in those cases where the property owner wishes to convey such interest to the Agency. The Plan does not authorize the Agency to use the power of eminent domain to acquire property from a private party to transfer property to another private party for private redevelopment. Property acquisition from willing sellers may be required to support development of projects within the Area.

### 5.3. Land Disposition

The Agency will dispose of property acquired for a public improvement project by conveyance or by dedicating directly to the appropriate public agency responsible for the construction and/or maintenance of the public improvement. The Agency may retain such property during the construction of the public improvement.

The Agency may dispose of property acquired under **Section 5.1** by conveying any interest in property acquired. Property shall be conveyed at its fair reuse value. Fair reuse value is the value, whether expressed in terms of rental or capital price, at which the urban renewal agency, in its discretion, determines such land should be made available in order that it may be developed, redeveloped, cleared, conserved, or rehabilitated for the purposes specified in such plan. Because fair reuse value reflects limitations on the use of the property to those purposes specified in the Plan, the value may be lower than the property's fair market value.

Where land is sold or leased, the purchaser or lessee must contractually agree to use the land for the purposes designated in the Plan and to begin and complete the building of its improvements within a period of time that the Agency determines is reasonable.

## **6. Relocation Methods**

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When the Agency acquires occupied property under the Plan, residential or commercial occupants of such property shall be offered relocation assistance, as required under applicable state law. Prior to such acquisition, the Agency shall adopt rules and regulations, as necessary, for the administration of relocation assistance. The Plan does not propose relocation of residents or businesses. If any future projects require such relocations, a plan amendment that specifies the method of relocation will be required, pursuant to ORS 457.085(2)(j).

## **7. Severability**

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If any portion of the Plan is held to be invalid or unconstitutional by a court of competent jurisdiction, that portion is to be deemed severed from the Plan, and in no way affects the validity of the remainder of the Plan.

# 8. Proposed Land Uses

The proposed uses within the Area conform to the uses included in the City’s St. Helen’s Comprehensive Plan. Exhibit 8 shows the connection between the proposed land uses in the Plan and the applicable Comprehensive Plan designation. Exhibit 9 shows the Comprehensive Plan designations of land within the City, including within the urban renewal boundary. Proposed land uses, maximum densities and building requirements shall conform to the Comprehensive Plan, Community Development Code, and applicable building codes, as those regulations may change from time to time. Land uses proposed in Plan projects meet the City’s existing comprehensive plan designations. Exhibit 10 shows the zoning designations within the Area.

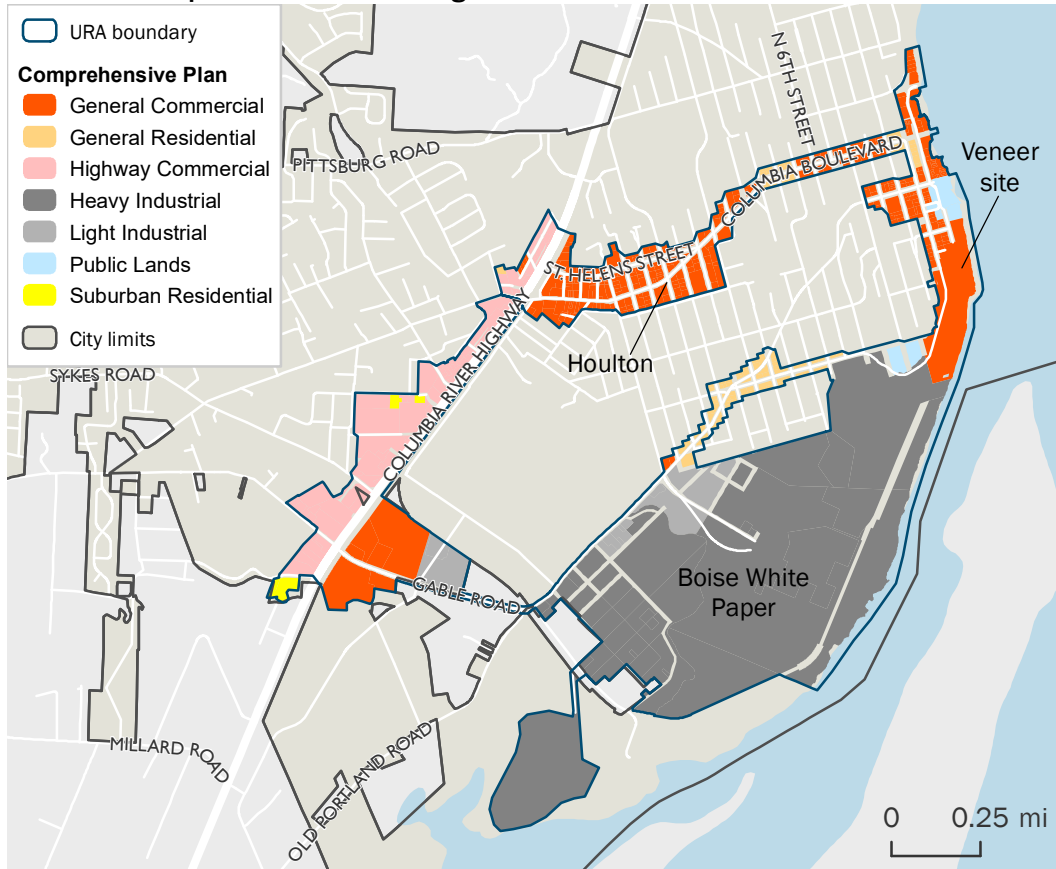
This section fulfills the statutory requirement for describing the proposed land uses (with associated maximum densities and building requirements)

## Exhibit 8. Proposed Land Uses

Location	Proposed Land Uses	Applicable Comprehensive Plan Designation
U.S. 30	Infill commercial and mixed-use development, as called for in the Comprehensive Plan’s Highway Commercial and General Commercial designations.	Highway Commercial and General Commercial
Riverfront District	Infill commercial and mixed-use development, as called for in the Comprehensive Plan’s General Commercial designation and the zoning code’s Riverfront District designation.	General Commercial
Houlton Business District	Infill commercial and mixed-use development, as called for in the Comprehensive Plan’s General Commercial designation and the zoning code’s Houlton Business District designation.	General Commercial
Veneer Property	New mixed-use development, as called for in the Comprehensive Plan’s General Commercial designation and the zoning code’s Riverfront District designation.	General Commercial
BWP Property and surrounding industrial lands	New industrial development and redevelopment, as called for in the Comprehensive Plan’s Heavy Industrial and Light Industrial designations.	Heavy Industrial
Old Portland Road (residential section)	Residential uses, as called for in the Comprehensive Plan’s General Residential designations.	General Residential

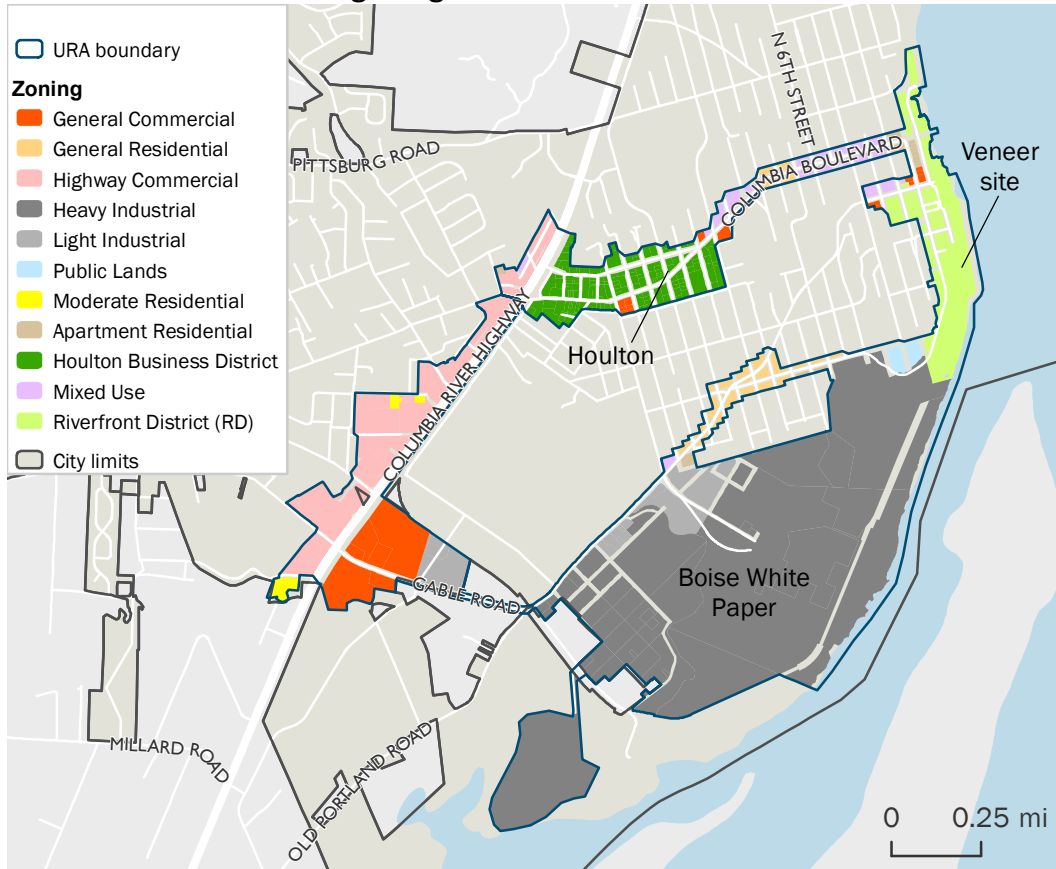
Source: <http://www.codepublishing.com/OR/StHelens/StHelens19/StHelens1908.html#19.08.020>

### Exhibit 9. Comprehensive Plan Designations



Source: City of St. Helens (Data received on April 25, 2017).

**Exhibit 10. St. Helens Zoning Designations**



Source: City of St. Helens (Data received on April 25, 2017).



## 9. Relationship to Local Objectives

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This Plan reflects the goals and objectives identified through previous planning processes, including the St. Helens Comprehensive Plan and the City’s Municipal Code. This section provides context for how the St. Helens Urban Renewal Plan relates to the following area plans and policies:

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This section fulfills the statutory requirement for describing the relationship to local objectives.

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- St. Helens Comprehensive Plan (Municipal Code, Title 19)
- St. Helens Waterfront Framework Plan (2016)
- US 30 and Columbia/St. Helens Corridor Master Plan (2015)
- Parks and Trails Master Plan (2015)
- St. Helens Transportation System Plan (2014)
- Waterfront Development Prioritization Plan (2011)
- Toward Sustainable Tourism Plan (2007)

For each of the above documents, this section provides information on:

- The document’s purpose.
- The specific goals or objectives contained in the document that relate to the Plan.
- How the Urban Renewal Plan relates to these specific goals.

Provisions taken directly from existing plans are shown in *italics*.

## 9.1. St. Helens Comprehensive Plan (Municipal Code, Title 19)

The purpose of the St. Helens Comprehensive Plan<sup>12</sup> (Comprehensive Plan) is to guide the future actions of the community. It presents a vision for the future, with long-range goals and objectives for all activities that affect the local government. Because the Plan includes projects to upgrade infrastructure, incent development, and improve amenities through the Area, the Plan conforms to Comprehensive Plan goals and policies pertaining to citizen involvement, economic development, transportation, housing, public services and facilities, and natural factors and local resources. The consistency of the Plan with applicable Comprehensive Plan goals is explained below.

The proposed uses within the Area detailed in **Section 8** conform to the uses shown in Exhibit 9, which shows the Comprehensive Plan designations of land within the City, including within the urban renewal boundary.

### 19.08.010 Citizen Involvement.

*This section of the Comprehensive Plan includes the following goals:*

- (a) Keep the citizens informed of opportunities for involvement.*
- (b) Develop programs to involve citizens in the land use planning process.*

The Plan conforms to the citizen involvement goal of the Comprehensive Plan because the projects included in the Plan reflect community priorities from planning processes that had extensive community involvement. The Advisory Committee included representatives from the community and the Urban Renewal Plan process included opportunities for public input at two open houses, the advisory committee meetings, planning commission meeting, and City Council hearing. The project team actively solicited press coverage from local newspapers to keep the community informed about the project.

### 19.08.020 Economic Goals and Policies.

This section of the Comprehensive Plan includes the following goals that apply to the Urban Renewal Plan:

- (a) To maintain favorable conditions for a growing, healthy, stable and diversified business and industrial climate.*
- (b) To encourage the expansion of employment opportunities within the urban area so residents can work within their communities rather than commute to jobs outside the county.*
- (c) To promote industrial development necessary to provide a balanced tax base for the operation of local government services.*

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<sup>1</sup> <http://www.codepublishing.com/OR/StHelens/StHelens19/StHelens1908.html>

<sup>2</sup> <http://www.codepublishing.com/OR/StHelens/StHelens19/StHelens1908.html>

*(d) To establish greater local control over the destiny of the local economic development.*

The Plan conforms to the Comprehensive Plan’s economic goals because it includes projects that will upgrade the local transportation infrastructure and provide incentives that will attract mixed-use, residential, commercial, and industrial development to the Area. Exhibit 11 demonstrates how the Plan is consistent with applicable economic goals.

**Exhibit 11. St. Helens Comprehensive Plan Economic Policies and Relation to Plan**

Comprehensive Plan Policy	How Plan Addresses
<i>(a) Develop program strategies with other agencies, groups and businesses in an effort to improve the local economy. Strategies should consider but not be limited to: (i) Tax incentives and disincentives; (ii) Land use controls and ordinances; (iii) Preferential assessments; (iv) Capital improvement programming; and (v) Fee and less-than-fee acquisition techniques.</i>	The Plan provides a funding source to improve the local economy, including tax incentives and capital improvement programming.
<i>(b) Assist in programs to attract diverse businesses and industries.</i>	Projects include storefront improvements and incentives for site preparation and infrastructure improvements that can help to attract new businesses to the city.
<i>(e) Make waterfront development a high priority.</i>	Projects include investments in infrastructure and amenities, that will encourage development on the vacant Veneer Property along the St. Helens waterfront.
<i>(f) Develop and implement public facility designs and development standards to revitalize businesses and business districts in the US 30 and Columbia Boulevard/St. Helens Street corridor master plan area.</i>	Projects include street and intersection improvements in the U.S. 30 and Columbia Boulevard/St. Helens Street areas, identified in the Corridor Master Plan.
<i>(g) Create gateways and improve access and wayfinding signage to Houlton Business District and Historic Downtown.</i>	Projects include improvements to gateways to downtown and wayfinding to improve visitor experience.
<i>(h) Improve the appearance, attractiveness, and safety of the Houlton Business District and Historic Downtown, through an enhanced street design that includes street trees, landscaping and more public spaces and pedestrian amenities.</i>	Projects include improvements to sidewalks and street furniture, identified in the Corridor Master Plan.
<i>(i) Develop the local tourist and recreation sectors of the economy.</i>	Projects include public open space improvements that support the redevelopment of the Veneer Property and encourage tourism and recreation in downtown St. Helens
<i>(j) Allocate adequate amounts of land for economic growth and support the creation of commercial and industrial focal points.</i>	The Plan includes land at the former BWP Property and adjacent industrial lands, assuming that concentrated investments in infrastructure can support the entire area.
<i>(l) Discourage the leapfrog development of industrial lands, unless there is a program to provide sewer and water to intervening properties.</i>	The Plan incorporates all of the former BWP Property, allowing for intensive industrial uses that concentrate infrastructure investments.

Source: <http://www.codepublishing.com/OR/StHelens/StHelens19/StHelens1908.html#19.08.020>

## 19.08.030 Public Services and Facilities Goals and Policies

This section of the Comprehensive Plan includes the following goals that apply to the Urban Renewal Plan:

### Goals.

- (a) To provide the facilities, utilities and services which are necessary for the well-being of the community.*
- (b) To develop an orderly arrangement of public facilities and services to serve as a framework for urban development.*
- (c) To design and locate public facilities so that: capacities are related to future as well as present demands; ample land is available for building and plant expansion; and public works plants and utility structures reflect due regard for their environmental impact.*
- (d) To designate land development patterns which would permit the most economical extension of public utilities.*
- (e) To provide all residents of urban areas with a sewage system that effectively meets current and future needs while protecting public health.*
- (f) To provide a water system adequate for future domestic and industrial purposes.*
- (h) To create and maintain ample places and facilities for recreation in St. Helens.*
- (j) To reduce loss of lives and property from fires.*

### Policies.

- (a) Ensure that urban facilities and services, particularly water and sewer systems, are properly designed to eventually serve the designated urban growth area; also, ensure that services are provided to sufficient vacant property to meet the anticipated needs.*
- (d) Ensure that capacities and patterns of utilities and other facilities are adequate to support the residential densities and land use patterns of the Comprehensive Plan.*
- (f) Rehabilitate old sewer lines and extend new ones as funding permits.*
- (h) Implement master water, sanitary sewer, storm sewer and transportation system plans in coordination with the public facilities plan.*
- (k) Strive to ensure that adequately sized water mains and sewer lines are installed initially to avoid costly expansion when the area becomes intensively developed.*
- (n) Design public recreation facilities to meet the recreational needs of the populace by providing the widest practicable range of compatible activities and programs to meet the needs of diverse groups.*
- (o) Develop a program whereby the city's park system can be maintained or expanded to serve the needs of the anticipated growth. This program could include, but not necessarily be limited to, acquisition of tax foreclosed properties, donations or required dedication of land to existing parks, donation or required dedication of land for new parks or a payment in-lieu-of dedication by developers for new development that would impact the city's recreational system.*
- (p) Acquire sites for future parks as identified on the Comprehensive Plan map as far in advance as possible and have those sites be within one-half mile of residential areas.*

- (q) *Investigate grant and loan opportunities from various private, state and federal agencies for park acquisition, development and expansion; where appropriate apply for these funds.*

**RELEVANCY TO URBAN RENEWAL PLAN**

The Plan conforms to the Comprehensive Plan’s public service and facilities goals and policies by facilitating the expansion or improvement of city utilities, transportation facilities and recreational amenities.

**19.08.040 Transportation Goals and Policies**

This section of the Comprehensive Plan includes the following goals that apply to the Urban Renewal Plan:

- (a) *To develop and maintain methods for moving people and goods which are:*
  - (i) *Responsive to the needs and preferences of individuals, business and industry;*
  - (ii) *Suitably integrated into the fabric of the urban communities; and (iii) Safe, rapid, economical and convenient to use.*
- (b) *To remove existing congestion and prevent future congestion so that accidents and travel times would both be reduced.*
- (d) *To strengthen the economy by facilitating the means for transporting industrial goods.*
- (e) *To maintain a road network that is an asset to existing commercial areas.*
- (f) *To provide a more reliable basis for planning new public and private developments whose location depends upon transportation.*
- (h) *To assure that roads have the capacity for expansion and extension to meet future demands.*
- (k) *To increase appropriate walking and bicycling opportunities.*

The Plan conforms to the Comprehensive Plan’s economic transportation goals and policies because it includes projects that will upgrade the local transportation infrastructure and improve wayfinding, intersections and pedestrian and bicycling paths.

Exhibit 12 demonstrates how the Plan is consistent with applicable transportation goals.

**Exhibit 12. St. Helens Comprehensive Plan Transportation Policies and Relation to Plan**

Comprehensive Plan Policy	How Plan Addresses
<i>(a) Require all newly established streets and highways are of proper width, alignment, design and construction and are in conformance with the development standards adopted by the city.</i>	The Plan provides funding for specific projects that improve streetscape, including curb extensions, pedestrian scale lighting, sidewalk furnishings, and paving enhancements at several priority intersections.
<i>(c) Support and adopt by reference road projects listed in the Six-Year Highway Improvement Program; specifically, work towards attaining left turn lanes and traffic lights on Highway 30.</i>	The Plan includes both short- and long-term projects to improve access, approach, and visibility of downtown area from Highway 30.
<i>(d) Control or eliminate traffic hazards along road margins through building setbacks, dedications or regulation of access at the time of subdivision, zone change or construction.</i>	The Plan includes projects to improve the intersection to better accommodate traffic and serve as a gateway to the property.

<i>(e) Regulate signs and sign lighting to avoid distractions for motorists.</i>	The Plan funds projects to design and install wayfinding signs and kiosks to assist motorists with finding existing business districts.
<i>(i) Follow good access management techniques on all roadway systems within the city.</i>	The Plan includes funding for improving intersections to better accommodate traffic and serve as gateways to the waterfront.
<i>(j) Develop a plan for walking trails.</i>	The Plan includes funding for the creation and expansion of walking trails.
<i>(k) Maintain, implement, and update the bikeway plan.</i>	The Plan will provide funding for the improvement of bike paths on new roadways and trails.

Source: <http://www.codepublishing.com/OR/StHelens/StHelens19/StHelens1908.html#19.08.040>

## 19.08.050 Housing Goals and Policies

This section of the Comprehensive Plan includes the following goals and policies that apply to the Urban Renewal Plan:

### Goals:

- (a) To promote safe, adequate, and affordable housing for all current and future members of the community.*
- (b) To locate housing so that it is fully integrated with land use, transportation and public facilities as set forth in the Comprehensive Plan.*

### Policies:

- (e) Permit multifamily developments which conform to the following general conditions and criteria:*
  - (i) They should not be constructed within areas which are established and recognized as substantially well maintained single-family areas.*
  - (ii) They should have safe and appropriate arrangement of buildings, open spaces, and parking access.*
  - (iii) They should not be so large or close to single-family homes as to block their view or sunlight or to unduly interfere with an established single-family character; where conditionally used, they thus shall be subject to density criteria.*
  - (iv) They should include adequate open space.*
  - (v) They should include ample off-street parking.*

## RELEVANCY TO URBAN RENEWAL PLAN

The Plan includes local infrastructure upgrades and provides incentives that will attract mixed-use and multifamily residential development to the waterfront. The height differential between the bluff and the waterfront will help protect existing views. The trail along the waterfront will be dedicated as open space to support the needs of existing and future residents.

## 19.08.060 Natural Factors and Local Resources Goals and Policies.

This section of the Comprehensive Plan includes the following goals that apply to the Urban Renewal Plan:

- (a) *To maintain and, where possible, enhance the air, water, and land resources of the St. Helens area.*
- (b) *To assure proper and safe development, use and protection of the area’s significant soil, mineral and geological resources.*
- (e) *To preserve open spaces within and between urban living areas.*
- (g) *To preserve for the public benefit outstanding scenic areas.*

The Plan conforms to the Comprehensive Plan’s natural factors and local resources goals and policies because it includes habitat restoration, preservation and improved access to natural areas. The Plan also includes funding to improve stormwater facilities. Exhibit 13 demonstrates how the Plan is consistent with applicable natural factors and local resource goals.

**Exhibit 13. St. Helens Comprehensive Plan Natural Factors and Local Resources Policies and Relation to Plan**

Comprehensive Plan Policy	How Plan Addresses
<i>(d) Work with the county in the management of solid wastes to prevent the contamination of local resources.</i>	Projects includes sewer and stormwater facilities to prevent the contamination of local resources.
<i>(f) Encourage the preservation, restoration, and functionality of the open space corridors or rezone to open space zone [for] the following lands: (i) The canyon area adjoining Godfrey Park. (ii) The unimproved gullies and creekbed systems. (iii) The lands along significant riparian corridors and connecting wetlands.</i>	Projects include restoration of riparian corridors and adjoining wetlands to provide access to residents and an amenity to attract new development including the Trestle Trail Connection and bank restoration.
<i>(g) Direct development away from the Willamette River Greenway to the maximum extent possible; provided, however, lands committed to the urban uses within the greenway shall be allowed to continue and to intensify, provided the activity is water related or water dependent. The city shall prohibit new non-water-related or non-water-dependent uses from within 150 feet of the Willamette River Greenway.</i>	The Plan specifies projects that will respect and protect banks on the Willamette River and includes funds for bank reinforcement to prevent erosion and restore habitat, as well as support the greenway trail.
<i>(j) Balance development rights of property owners and protection of public views of the Columbia River, Scappoose Bay and Multnomah Channel.</i>	The Plan accommodates development rights of property owners by funding a framework that provides regular gaps in development to allow public riverfront access and views.
<i>(q) Develop protection programs for the following St. Helens significant resources: wetlands, riparian corridors, wildlife habitats, groundwater resources, natural areas, wilderness areas, mineral and aggregate resources, energy sources, and cultural areas.</i>	The Plan includes projects that protect and restore riparian corridors, shoreline wildlife habitats, groundwater resources, and natural areas.

Source: <http://www.codepublishing.com/OR/StHelens/StHelens19/StHelens1908.html#19.08.060>

**19.12.070 General Commercial.**

This section of the Comprehensive Plan includes the following goals and policies that apply to the Urban Renewal Plan:

*Goals. To establish commercial areas which provide maximum service to the public and are properly integrated into the physical pattern of the city.*

Policies.

- (a) Encourage new commercial development in and adjacent to existing, well-established business areas taking into account the following considerations: (i) Making shopping more convenient for patrons, (ii) Cutting down on street traffic, (iii) Maximizing land through the joint use of vehicular access and parking at commercial centers, and (iv) Encouraging locations that enjoy good automobile access and still minimize traffic hazards.*
- (d) Emphasize and support existing town centers as business places.*
- (g) Encourage a variety of retail shopping activities to concentrate in the core commercial areas to enhance their attractiveness for a broad range of shoppers; additionally, encourage in this area the development of public spaces such as broad sidewalks, small squares, etc., to facilitate easy, safe, pleasant pedestrian circulation.*
- (h) Encourage in-filling of vacant lands within commercial areas. (Ord. 2980 § 2, 2006)*

## RELEVANCY TO URBAN RENEWAL PLAN

The Plan conforms to the Comprehensive Plan's General Commercial policies by facilitating enhancements to existing commercial areas for infrastructure and façade improvements, and wayfinding. Moreover, it facilitates redevelopment of former industrial property immediately adjacent to the existing downtown (Riverfront District) to reinforce the vitality of the City's historic core. Open space and multi-modal connections are included as well as an attraction and enhancement of key commercial areas.

### 19.12.020 General Residential.

This section of the Comprehensive Plan includes the following goals and policies that apply to the Urban Renewal Plan:

*Goals. To create conditions suitable for higher concentrations of people in proximity to public services, shopping, transportation and other conveniences.*

Policies.

- (a) Require undeveloped public ways of record to be improved to applicable city standards as a condition to the issuance of building permits for lots that front these ways.*



## RELEVANCY TO URBAN RENEWAL PLAN

The Plan conforms to the Comprehensive Plan's General Residential policies by facilitating road improvements to the applicable City standards.

### 19.12.080 Highway Commercial.

This section of the Comprehensive Plan includes the following goals and policies that apply to the Urban Renewal Plan:

#### Goals.

- (a) To create opportunities for the orderly business development along selected portions of arterials.*
- (b) To establish conditions which will assure that arterial traffic flows are not disrupted and that access to and from these locations is designed for safety.*
- (c) To prevent highway frontage from becoming a strip of mixed commercial, residential and other unrelated uses.*

#### Policies.

- (a) Designate as highway commercial such areas along portions of US 30 where highway business has already become well established.*
- (b) Designate as highway commercial such areas at major road intersections where access to business sites does not conflict with safe traffic movement.*
- (c) Encourage enterprises which cater to the traveling public to locate in this designation.*
- (d) Encourage curbing along Highway 30 and limit the number of curb-cuts to minimize traffic hazards as a result of conflicts between through traffic and shopper traffic.*
- (e) Preserve areas for business use by limiting incompatible uses within them.*
- (f) Improve the appearance and safety of US 30 and sites along US 30, through means such as landscaped medians, banner poles, landscaping along the highway right-of-way, and landscaping in parking lots.*
- (g) Encourage undergrounding of overhead utilities. (Ord. 3181 § 4 (Att. C), 2015; Ord. 3144 § 2 (Att. A), 2011; Ord. 2980 § 2, 2006)*

## RELEVANCY TO URBAN RENEWAL PLAN

The Plan conforms to the Comprehensive Plan's goals and policies in the Highway Commercial category section by creating opportunities for the orderly development of business along new and existing arterials and providing funding for projects that improve the flow of traffic along arterials. Specifically, the Plan will allocate money to projects that will improve the appearance and safety of U.S. 30, such as banners, landscaping, and improved sidewalks.

## 19.12.100 Heavy Industrial.

This section of the Comprehensive Plan includes the following goals and policies that apply to the Plan:

### Goals.

- (a) To establish large tracts of land where manufacturing and industrial operations of an intensive or heavy character may be carried out with minimal impact upon the community.*
- (b) To provide suitable sites where transportation, including employee carpooling, public utilities, and other special industrial requirements, such as the disposal of waste materials, can be met.*

### Policies.

- (b) Ensure that the size, location and boundary conditions of heavy industrial areas are such that surrounding residential areas are protected.*
- (d) Ensure that heavy industrial operations have sufficient space for employee and truck parking, loading, maneuvering and storage.*
- (e) Designate sufficient land for heavy industrial purposes to meet estimated future needs and preserve these areas for such activities by excluding unrelated uses which would reduce available land and restrict the growth and expansion of industry and consider adding additional lands when the need for a specific site becomes known.*

## RELEVANCY TO URBAN RENEWAL PLAN

The Plan conforms to the Comprehensive Plan's Heavy Industrial Goals and Policies by facilitating infrastructure improvements along corridors that serve much of the City's industrial land base.

## 19.12.090 Light Industrial.

This section of the Comprehensive Plan includes the following goals and policies that apply to the Plan:

Goals. *To provide a place for smaller and/or less intensive industrial activities where their service and transportation requirements can be met, and where their environmental effects will have minimal impact upon the community.*

### Policies.

- (b) Encourage preserving such designated areas for light manufacturing, wholesaling, processing and similar operations by excluding unrelated uses which would reduce available land and restrict the growth and expansion of industry.*
- (c) Ensure that light industry operations have adequate space with respect to employee and truck parking, loading, maneuvering and storage.*

## RELEVANCY TO URBAN RENEWAL PLAN

The Plan conforms to the Comprehensive Plan's Heavy Industrial Goals and Policies by facilitating infrastructure improvements along corridors that serve much of the City's industrial land base.

### 19.12.110 Public Lands.

This section of the Comprehensive Plan includes the following goals that apply to the Plan:

- (a) To integrate public facilities with land use, transportation, recreation and other community objectives and plans in order to realize their optimum value for the citizenry.*

## RELEVANCY TO URBAN RENEWAL PLAN

The Plan conforms to the Comprehensive Plan's Public Lands Goals by facilitating transportation, infrastructure, and recreation objectives, thus, enhancing the potential of such designated lands within the Plan area.

## 9.2. St. Helens Waterfront Framework Plan (2016)

The purpose of the St. Helens Waterfront Framework Plan (Framework Plan) is to provide an understanding of the opportunities presented by the waterfront properties acquired by the City and to outline the major city-led investments that are necessary to spur the next phase of development. The Framework Plan creates certainty for developers by indicating where development can occur on the site and defining the criteria that the City will use as it considers different development options. The Framework Plan also creates a clear path forward to implementing the Framework Plan and presents a detailed outline of projects that will guide the City through the steps toward redevelopment in the short- and long-term.

### GOALS

**Sustainable Economic Development.** Redevelopment should focus on a mix of housing, commercial, and recreational uses to create a "working waterfront." This mix of industry and amenities is optimal for creating a space to attract development and drive jobs back to the city.

### OBJECTIVES

- **Old Portland Road/Gable Road.** A realignment of this intersection and installation of a traffic signal to encourage motorists to use McNulty Way rather than Old Portland Road to travel between US 30 and the Riverfront District and waterfront redevelopment area.
- **Old Portland Road/Plymouth Street.** A realignment of Old Portland Road and Plymouth Street, or installation of a roundabout, to provide better visibility and accommodate delivery vehicles.

- **Old Portland Road/Millard Road.** Increase the turning radius in the northeast corner of the intersection to accommodate the swept path of large vehicles turning from Old Portland Road onto Millard Road.
- **Plymouth Improvements.** The segment of Plymouth Street, located between S. 6th Street and the Veneer Property, is relatively narrow due to embankments on the north and south sides of the roadway, as well as the waste-water treatment area and associated facilities on the south side of the roadway.
- **Pedestrian/bicyclist enhancements.** Increased pedestrian activity and bicycle activity are anticipated along the roadway corridor as the Veneer Property redevelops and connectivity to the Riverfront District is improved. Improvements could include a shoulder, a bicycle lane, a sidewalk, and landscaping.

The Framework Plan provides general guidelines<sup>3</sup> for developing the property and outlines important site elements like the waterfront greenway trail. Each of these elements will be further studied and refined as part of future design and engineering processes:

- *Extension of South 1st Street south into the property, with a similar right-of-way (ROW) width of 80 feet.*
- *Connection of this South 1st Street extension through the property to a future southern entrance to the property, where Plymouth Street currently terminates as also identified in the City's Transportation System Plan (2011).*
- *Extension of The Strand south into the property, at a ROW width of 70 feet.*
- *New east-west connection between the extensions of South 1st Street and The Strand (known as 1st and Strand connector) with a ROW width of 70 feet. This new east-west portion of The Strand will be in direct alignment with the street grid in the Nob Hill neighborhood.*
- *An effective grid of streets or access ways radiating from South 1st Street, providing regular gaps in development to allow public riverfront access and views. The southernmost access way should be aligned with a view of Mt. Hood from the property and from the adjacent bluffs.*
- *Realignment and improvement of the existing stairs that currently extend from the east end of Tualatin Street down toward South 1st Street and the Veneer Property.*
- *Formation of large new development parcels accessed from this grid of new streets and access ways.*
- *Dedication of a significant new greenway open space along the entire length of the property's Columbia River frontage.*
- *An extension or enlargement of the existing Columbia View Park to the south, creating a contiguous park that allows for growth in programmed activities at the park and potential growth of play areas or active sports.*

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<sup>3</sup> Waterfront Framework Plan, page 22

- *A continuous trail through this greenway, from Columbia View Park to the southern end of the Veneer Property at Frogmore Slough, with potential for further extension over an existing rail trestle to the BWP Property.*
- *Restoration of the riverbank associated with the new greenway.*
- *Protection and restoration of the steep slopes and cliffs that form the property's western boundary, including portions of Nob Hill Nature Park.*

## RELEVANCY TO URBAN RENEWAL PLAN

Many of the goals and objectives of the Waterfront Redevelopment Plan are directly addressed by projects to be funded through the Plan. The Framework Plan's focus on economic development shows in the desired uses on the site, which includes a mix of housing, commercial, and recreational uses for the waterfront property. The infrastructure projects that are included in the Plan include an extension of First Street and The Strand to facilitate access onto the property, to facilitate an enlargement of Columbia View Park, and to facilitate the creation of a trail from the park to the southern end of Frogmore Slough. These projects will increase the attractiveness of the site, spur use and investment, and generally improve the quality of life for the residents of St. Helens.

## 9.3. US 30 and Columbia/St. Helens Corridor Master Plan (2015)

The purpose of the Corridor Master Plan is to articulate a plan for the U.S. 30, Columbia Boulevard/St Helens Street, and the Riverfront District that reflects the community's vision of how those areas should develop in the future, as well as to determine how the improvements should be implemented. The Corridor Master Plan's focus on how the major streets and intersections in the study areas are designed and improved over time to ensure that vehicles, bicyclists and pedestrians have ready access to local businesses and can travel safely and comfortably within and between these different parts of town.

### GOALS

#### U.S. 30 CORRIDOR SEGMENT

Highway 30 will provide safe, convenient access to local businesses along the highway, while balancing that with state goals for traffic mobility. The appearance of the highway will be improved over time to enhance landscaping and other elements that will make it a more attractive place for people to travel by car, bicycle, walking or transit. Key intersections such as at Gable Road, Columbia Boulevard and St. Helens Street will be improved to enhance safety for all types of travel and to create attractive, clearly recognizable gateways to other parts of St. Helens, helping meet the community's goals for economic revitalization in those areas.

#### COLUMBIA BOULEVARD/ST. HELENS STREET SEGMENT

Columbia Boulevard and St. Helens Street will provide safe, convenient travel to access the Houlton Business District area, Riverfront District, and adjacent neighborhoods by drivers, bicyclists and pedestrians. These streets will provide good access to local businesses and be

attractively designed to help draw people to the area and enhance their shopping and travel experiences. Street designs will incorporate opportunities for landscaping, public art and signage that will direct people to the Houlton area and Riverfront District. Designs will recognize physical conditions and constraints, be cost-effective and build on natural and cultural features and other opportunities in the area.

#### OVERALL PROJECT GOALS

Create “streetscape” plans for the US 30 and Columbia Boulevard/St. Helens Street corridors that reflect the community’s vision for appearance and function.

Improve the aesthetics and function of the corridors to attract business and investment, provide better access, direction and signage to the Houlton and Riverfront District areas, and improve desirability.

#### OBJECTIVES

##### GUIDING PRINCIPLES: Economy and Business Support

- *Develop planning design and implementation standards to revitalize businesses and business districts in the planning area.*
- *Ensure that customers, employees and others have good access to local businesses, including through on-street parking.*
- *Ensure that proposed solutions and projects are cost-effective and make efficient use of limited resources.*

#### RELEVANCY TO URBAN RENEWAL PLAN

The Plan meets the defined goals and objectives of the Corridor Master Plan by allocating funds for infrastructure projects that will support the revitalization of the downtown business district, while improving the design and function of Columbia Boulevard/St. Helens Street and U.S. 30, providing better access, direction, and signage to the Houlton and Riverfront District areas, and improving the overall desirability of the Area. These projects include improved signage, plantings, crosswalk striping, curb extensions, pedestrian scale lighting, and sidewalk amenities, such as benches and paving enhancements at several priority intersections, including Gable Road.

## 9.4. Parks and Trails Master Plan (2015)

The purpose of the Parks and Trails Master Plan was to identify the current needs within the parks and trails system through a stakeholder engagement process and to prioritize the identified needs based on community input and funding availability. As funds become available, the capital improvement component of the Parks and Trails Master Plan can guide investment decisions and help to target specific funding methods (like State and Federal grants).

## GUIDING STATEMENTS

Land use and waterfront development are critical to the *“City’s economic development strategy and virtually every planning document related to economic activity have recognized the importance of the waterfront to revitalizing the community and building a new, sustainable economy.”*

The waterfront property *“furthers the ability to create new physical connections that improve transportation linkages, as well as open space and trail opportunities. Both potential property transactions should be considered as much as possible when developing trail routes, parkland improvements, and projects that increase public waterfront access.”*

## SELECTED RECOMMENDATIONS

**Nob Hill Nature Park:** Install a covered kiosk.

**Columbia View Park:** Expand and further develop park on ex-industrial land. Create a stage meant for live music and improve the existing gazebo to better accommodate events.

**St Helens Riverfront Trail:** Regional trail along riverfront that would connect Columbia View Park to Nob Hill Nature Park trail network.

## RELEVANCY TO URBAN RENEWAL PLAN

Specifically, the Parks and Trails Master Plan calls out the need for the expansion of Columbia View Park and the development of the St. Helens Riverfront Trail connecting Columbia View Park and Nob Hill Nature Park, both of which are included in the Plan. The Plan meets the goals of the Parks and Trails Master Plan by investing funds into the development of walking trails, bike paths, and open space in a concerted effort to increase recreational development and public access to the waterfront.

## 9.5. St. Helens Transportation System Plan (2014)

The purpose of the Transportation System Plan (TSP) is to guide the management and implementation of the transportation facilities, policies, and programs in St. Helens. The TSP reflects the community’s vision, while remaining consistent with state and other local plans and policies. The TSP also provides the necessary elements for adoption as the transportation element of the City’s Comprehensive Plan. In addition, the TSP provides ODOT and Columbia County with recommendations that can be incorporated into their respective planning efforts.

### GOALS

- a) *To develop and maintain transportation facilities for moving people and goods that are:*
  - I. Responsive to the needs and preferences of citizens, business and industry;*
  - II. Suitably integrated into the fabric of the urban community; and*
  - III. Safe, economical and convenient to use.*

- b) *To reduce existing congestion and prevent future congestion so that both crashes and travel time will be reduced.*
- d) *To develop, maintain, and support a multi-modal transportation network that supports economic viability.*
- e) *To ensure that streets can accommodate the future needs of cyclists, pedestrians, transit users, emergency response vehicles, and motorists.*
- h) *To increase appropriate walking and bicycling opportunities.*
- j) *To coordinate transportation and other improvements to roadways such as utilities, water and sewer lines and other infrastructure to minimize impacts on road users.*

## OBJECTIVES

### Safety and Efficiency Policies

- d) *Support and adopt by reference street projects listed in the Six-Year Statewide Transportation Improvement Program (STIP); specifically, consider new left turn lanes, traffic signals and/or interchanges on US 30, where feasible and consistent with state planning guidelines, standards and policies.*
- g) *Work with the railroad owners and operators to improve the safety at railroad crossings.*
- h) *Support the eventual closure of the St. Helens Yard and the interim efforts of the Portland & Western Railroad to place fencing between the rail yard and US 30.*
- n) *Follow good access management techniques on all roadway systems within the city.*

### Non-motorized and Transit Modes Policies

- p) *Develop a plan for walking trails.*
- q) *Maintain, implement, and update the City's bikeway plan.*
- r) *Provide safe and convenient bicycle access to all parts of the community through a signed network of on- and off-street facilities, low-speed streets, and secured bicycle parking.*
- s) *Promote safe, convenient, and fun opportunities for children to bicycle and walk to and from schools.*
- t) *Improve and expand walkways to existing and planned schools, parks, senior residential areas, and commercial areas. In particular, improve pedestrian and bicycle connectivity (including wayfinding to points of interest) between the US 30 and Columbia Boulevard/St. Helens Street corridors and adjacent open spaces and parks, trail and bicycle networks, transit stops, and neighborhoods; see US 30 & Columbia Boulevard/St. Helens Street Corridor Master Plan.*

### Economic Development Policies

- y) *Improve rail and water connections to enhance and provide economic opportunity.*
- z) *Maintain a road and multimodal transportation network that contributes to the viability of existing commercial areas.*



## Natural Resources and Recreation Policies

- cc) Develop a multi-modal transportation system that avoids reliance upon one form of transportation as well as minimizes energy consumption and air quality impacts.*
- dd) Encourage development patterns that decrease reliance on single occupancy vehicles.*
- ee) Minimize and mitigate the adverse impacts that transportation-related construction has on the natural environment, including impacts to wetlands, estuaries, and other wildlife habitat.*
- ff) Identify opportunities for integrating sustainable design strategies into streetscape design and implement them where appropriate.*
- gg) Maintain and enhance access to parks and recreational and scenic resources. Look for opportunities to connect these community resources through pedestrian and bicycle trails.*
- ii) Create a trail system along the waterfront that will provide access to the river, and connect existing and potential waterfront parks and amenities.*

## Community Policies

- jj) Design, enhance, and maintain safe and secure access between residential neighborhoods and community gathering areas such as, parks, schools, public plazas, and natural areas.*
- kk) Provide transportation improvements that protect the area's historical character and neighborhood identity.*
- ll) Require new development to include pedestrian, bicycle, and transit-supportive improvements within the right-of-way in accordance with adopted city policies and standards.*
- mm) Balance the need for local access and traffic calming with through-traffic and emergency vehicle movements (particularly in the US 30 corridor).*

## Planning and Funding Policies

- nn) Coordinate and cooperate with neighboring cities, Columbia County, ODOT, and other transportation agencies to develop and fund transportation projects that benefit the city, region, and the State.*
- oo) Plan for an economically viable and cost-effective transportation system.*
- pp) Evaluate new innovative funding sources for transportation improvements.*
- rr) Build a transportation network that can be adequately maintained; ensure continued maintenance consistent with City of St. Helens standards and policies.*

## RELEVANCY TO URBAN RENEWAL PLAN

The Plan meets the goals and objectives of the Transportation System Plan by funding projects that will help develop and maintain transportation facilities that will be responsive to the stated needs and preferences of St. Helens' residents, businesses, and industries, as determined through the Framework Plan and Corridor Master Planning processes. Specifically, streets will be connected and intersections will be improved to better accommodate traffic onto the

waterfront. The Plan funds projects that will develop and support a multi-modal transportation network, by including bike paths and walking infrastructure (See **Section 2. Urban Renewal Projects and Activities**). The Plan also supports projects that will enhance the viability of commercial areas by improving wayfinding and access.

## 9.6. Waterfront Development Prioritization Plan (2011)

This purpose of the Waterfront Development Prioritization Plan was to further past efforts for waterfront planning, given the City's recognition that its waterfront is a valuable and unique asset of the community. The plan envisions a "living riverfront" and identifies and prioritizes projects to promote a waterfront where the community and live, work and play. Waterfront access and projects benefitting the public are emphasized.

### SELECTED RECOMMENDATIONS

**Trail from Columbia County Courthouse to Frogmore Slough:** *Create a trail system along the waterfront that will provide access to the river, and connect existing and potential waterfront parks and amenities. Enhance recreational (e.g., walking, hiking and biking) and education (e.g., wildlife observation) opportunities for City residents, create a destination, and enhance the [Riverfront District's] sense of place.* Note that Frogmore Slough is a historic name for the current locate of the City's wastewater treatment lagoon. This is identified as a high priority improvement.

**Develop New Waterfront Park:** *Develop new waterfront park and public access at the end of Plymouth Street. Enhance recreational (as associated with a park) and education (e.g., wildlife observation) opportunities for City residents, create a destination for visitors, and protect/restore natural resources to support this use.* This is identified as a moderate priority improvement.

**Improve Appearance of the Wastewater Treatment Plant Perimeter:** *Enhance the appearance of the Wastewater Treatment Plant area perimeter along Plymouth and S. 6<sup>th</sup> Streets, as a gateway to the waterfront in this area.* This is identified as a moderate priority improvement.

**New Boat Ramp at the End of Plymouth Street:** *Enhance recreational (e.g., river activities) for City residents, create a recreation destination for visitors, and protect/restore natural resources to support this use.* This is identified as a moderate priority improvement.

### RELEVANCY TO URBAN RENEWAL PLAN

The Plan facilitates projects that have been largely incorporated in later plans, including the 2016 Waterfront Framework Plan (addressed above). These projects include: the waterfront trail and gateway along Plymouth Street, a public greenspace, and a potential marina towards the south end of the Veneer Property that would include a boat ramp or comparable amenity.

## 9.7. Towards Sustainable Tourism Plan (2007)

The purpose of the Towards Sustainable Tourism Plan is to create a community based plan to define and promote asset-based tourism and to set the course for how the region should create diverse economic opportunities; protect and strengthen natural and cultural resources; and enhance livability through the development of tourism. Since the Columbia River is the defining feature of the Riverfront District, this planning effort focused on river access and linkages between the Riverfront District and the city owned Sand Island Marine Park.

### RELEVANCY TO URBAN RENEWAL PLAN

**GOAL A: Create better connectivity with the Columbia River, one of the region's most valuable assets.** Priority strategies include:

- 1) *Enlarge signage on the Columbia River Highway from the south and add signage on the north end. Signage will be artistic and it will include important words such as "historical" and "river front"*
- 2) *Design and construct new St. Helens signage on river front*
- 3) *Design and construct a new visitor information kiosk on dock (next to Seaman) highlighting business, artisans, art & history information*
- 4) *Make better use of existing events on the river and create new events!*

**GOAL B: Increase the visibility of what South Columbia County has to offer in the state, region, and country and cross-promote with partners in the region.** Develop marketing strategies to highlight our robust downtown centers, inter-connected trail system, local events, and our natural and cultural history. Priority strategies include:

- 1) *Enhance and build out the existing tourism website*
- 2) *Signage: Fix the existing courthouse dock signage and create a new informational kiosk*
- 3) *Education & Outreach: Improve the existing Chamber publication (brochure)*

**GOAL C: Create vibrant, robust downtown centers in the region that boast green businesses featuring local talents and products.** Priority strategies include:

- 1) *Create a consistent downtown "Olde Town" [now known as "Riverfront District" per Resolution No. 1687] theme with in-laid sidewalks, uniform lamps, benches and planters*
- 2) *Develop an artisan mall to showcase local artists offering art classes, information kiosks, and walking studio tours.*
- 3) *Transportation from Highway 30 to the docks/Olde Town ["Riverfront District"]*

**GOAL D: Create a highly visible network of inter-connected trail systems for road cyclists, mountain bikers, hikers, horseback riders, and birders.** Priority strategies include:

- 1) Determine and map possible trail networks that could stem off of the Crown-Zellerbach trail
- 2) Develop a “Bay Front” trail from St. Helens to Scappoose Bay Marina (floating trail)
- 3) Develop the Dike (Scappoose) as a bicycle trail with interpretive nature signs (birds)

**GOAL E: Determine the theme or “hook” that sets our region apart from the rest.**

**GOAL F: Develop Sand Island as a unique green public gathering destination within the region.**

**GOAL G: Create a handful of unique, new events and/or festivals that would draw large numbers of people year after year from outside the region and expose them to what the region has to offer. Increase the visibility of existing local events and festivals for broader participation.**

**GOAL H: Increase access to our unique cultural and natural history. Find ways of preserving both.**

#### **RELEVANCY TO URBAN RENEWAL PLAN**

The Plan supports the goals and objectives of the Tourism Plan by providing funding for wayfinding projects, including new signage and kiosks to direct visitors to local amenities and the Riverfront District. The Plan allocates funds to storefront improvement programs to increase the attractiveness of the historic façades. The Plan will also fund improvements to transportation access from Highway 30 to the waterfront and the Riverfront District. The Plan also provides funding for the development of a series of walking trails and bike paths to facilitate access to the waterfront.

# Disclaimer

ECONorthwest worked with the City of St. Helens to develop the content of this Plan. The St. Helens Urban Renewal Plan (Plan) and Report accompanying the Plan (Report) received legal review to ensure compliance with Oregon's legal and statutory framework for urban renewal plans. The staff at ECONorthwest prepared this plan based on their knowledge of urban renewal, as well as information derived from government agencies, private statistical services, the reports of others, interviews of individuals, or other sources believed to be reliable. ECONorthwest has not independently verified the accuracy of all such information and makes no representation regarding its accuracy or completeness. Any statements nonfactual in nature constitute the authors' current opinions, which may change as more information becomes available.

ECONorthwest provides this financial analysis in our role as a consultant to the City of St. Helens for informational and planning purposes only. Specifically: (a) ECONorthwest is not recommending an action to the municipal entity or obligated person; (b) ECONorthwest is not acting as an advisor to the municipal entity or obligated person and does not owe a fiduciary duty pursuant to Section 15B of the Exchange Act to the municipal entity or obligated person with respect to the information and material contained in this communication; (c) ECONorthwest is acting for its own interests; and (d) the municipal entity or obligated person should discuss any information and material contained in this communication with any and all internal or external advisors and experts that the municipal entity or obligated person deems appropriate before acting on this information or material.

# 10. Appendices

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## Appendix A: Legal Description

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# **St. Helens**

# **Urban Renewal REPORT**

## **On the Urban Renewal Plan**

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**Ordinance No. 3217**

**Exhibit “B”**

**July 19, 2017**



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# Acknowledgments

For over 40 years ECONorthwest has helped its clients make sound decisions based on rigorous economic, planning, and financial analysis. For more information about ECONorthwest, visit [www.econw.com](http://www.econw.com).

ECONorthwest prepared this report for the City of St. Helens, along with subconsultants Elaine Howard Consulting, Tiberius Solutions, Kittelson and Associates, and Maul Foster Alongi. The Plan and Report received legal review from Garrett Stephenson of Schwabe, Williamson & Wyatt, P.C. The City would acknowledge former mayor Randy Peterson for his leadership and commitment to exploring Urban Renewal as an implementation tool. Other firms, agencies, and staff contributed to other research that this report relied on.

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# Definitions

“Agency” means the City of St. Helens Urban Renewal Agency. This Agency is responsible for administration of the urban renewal plan. In St. Helens, the Agency board is the St. Helens City Council.

“Annual report” means annual report on impacts to taxing jurisdictions and former year and following year budgets as required in ORS 457.460.

“Area” means the properties and rights of way located within the St. Helens urban renewal boundary.

“Blight” is defined in ORS 457.010(1)(A-E) and identified in the ordinance adopting the urban renewal plan.

“City” means the City of St. Helens, Oregon.

“City Council” or “Council” means the City Council of the City of St. Helens.

“Comprehensive Plan” means the City of St. Helens comprehensive land use plan and its implementing ordinances, policies, and standards.

“County” means Columbia County.

“Fiscal year” means the year commencing July 1 and closing June 30.

“Frozen base” means the total assessed value including all real, personal, manufactured, and utility values within an urban renewal area at the time of adoption. The county assessor certifies the assessed value after the adoption of an urban renewal plan.

“Increment” means that part of the assessed value of a taxing district attributable to any increase in the assessed value of the property located in an urban renewal area, or portion thereof, over the assessed value specified in the certified statement.

“Maximum indebtedness” means the amount of the principal of indebtedness included in a plan pursuant to ORS 457.190 and does not include indebtedness incurred to refund or refinance existing indebtedness.

“ORS” means the Oregon revised statutes and specifically Chapter 457, which relates to urban renewal.

“Planning Commission” means the St. Helens Planning Commission.

“Tax increment financing (TIF)” means the funds that are associated with the division of taxes accomplished through the adoption of an urban renewal plan.

“Tax increment revenues” means the funds allocated by the assessor to an urban renewal area due to increases in assessed value over the frozen base within the area.

“Under-levy” means taking less than the available tax increment in any year as defined in ORS 457.455.

“Urban renewal agency” or “Agency” means an urban renewal agency created under ORS 457.035 and 457.045. This agency is responsible for administration of the urban renewal plan.

“Urban renewal plan” or “Plan” means a plan, as it exists or is changed or modified from time to time, for one or more urban renewal areas, as provided in ORS 457.085, 457.095, 457.105, 457.115, 457.120, 457.125, 457.135 and 457.220.

“Urban renewal project” or “Project” means any work or undertaking carried out under ORS 457.170 in an urban renewal area.

“Urban renewal report” or “Report” means the official report that accompanies the urban renewal plan pursuant to ORS 457.085(3).

“St. Helens Transportation Systems Plan (TSP)” means the Transportation System Plan adopted by the St. Helens City Council.

# Statute Cross Reference Matrix

This matrix cross references the requirements of ORS 457.085 with the location of this information within the report.

ORS Statute		Report Text Reference	
Statute Number	Description	Section(s)	Page Number(s)
457.085 (3)(a)	A description of physical, social and economic conditions in the urban renewal areas of the plan and the expected impact, including the fiscal impact, of the plan in light of added services or increased population.	3	3
457.085 (3)(b)	Reasons for selection of each urban renewal area in the plan.	2	2
457.085 (3)(c)	The relationship between each project to be undertaken under the plan and the existing conditions in the urban renewal area.	5	19
457.085 (3)(d)	The estimated total cost of each project and the sources of moneys to pay such costs.	6.2	25
457.085 (3)(e)	The anticipated completion date for each project.	6.2	25
457.085 (3)(f)	The estimated amount of money required in each urban renewal area under ORS 457.420 and the anticipated year in which indebtedness will be retired or otherwise provided for under ORS 457.420.	6.3	27
457.085 (3)(g)	A financial analysis of the plan with sufficient information to determine feasibility.	6.4	32
457.085 (3)(h)	A fiscal impact statement that estimates the impact of the tax increment financing, both until and after the indebtedness is repaid, upon all entities levying taxes upon property, in the urban renewal area.	7	38
457.085 (3)(i)	A relocation report which shall include:	9	43
457.085 (3)(i)(A)	An analysis of existing residents or businesses required to relocate permanently or temporarily as a result of agency actions under ORS 457.170.	9	43
457.085 (3)(i)(B)	A description of the methods to be used for the temporary or permanent relocation of persons living in, and businesses situated in, the urban renewal area in accordance with ORS 35.500 to 35.530.	9	43
457.085 (3)(i)(C)	An enumeration, by cost range, of the existing housing units in the urban renewal areas of the plan to be destroyed or altered and new units to be added.	9	43

# Table of Contents

<b>1. INTRODUCTION AND PURPOSE</b>	<b>1</b>
<b>2. REASON FOR AREA SELECTION</b>	<b>2</b>
<b>3. EXISTING CONDITIONS</b>	<b>3</b>
<b>4. IMPACT ON MUNICIPAL SERVICES</b>	<b>18</b>
<b>5. HOW THE PROJECTS IMPROVE THE AREA</b>	<b>19</b>
<b>6. FUNDING PLAN</b>	<b>23</b>
<b>7. IMPACTS TO TAXING JURISDICTIONS</b>	<b>38</b>
<b>8. STATUTORY COMPLIANCE</b>	<b>42</b>
<b>9. RELOCATION REPORT</b>	<b>43</b>

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# 1. Introduction and Purpose

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The purpose of this Urban Renewal Report (Report) is to provide context and supplemental information to support the St. Helens Urban Renewal Plan (Plan). It provides information about the following:

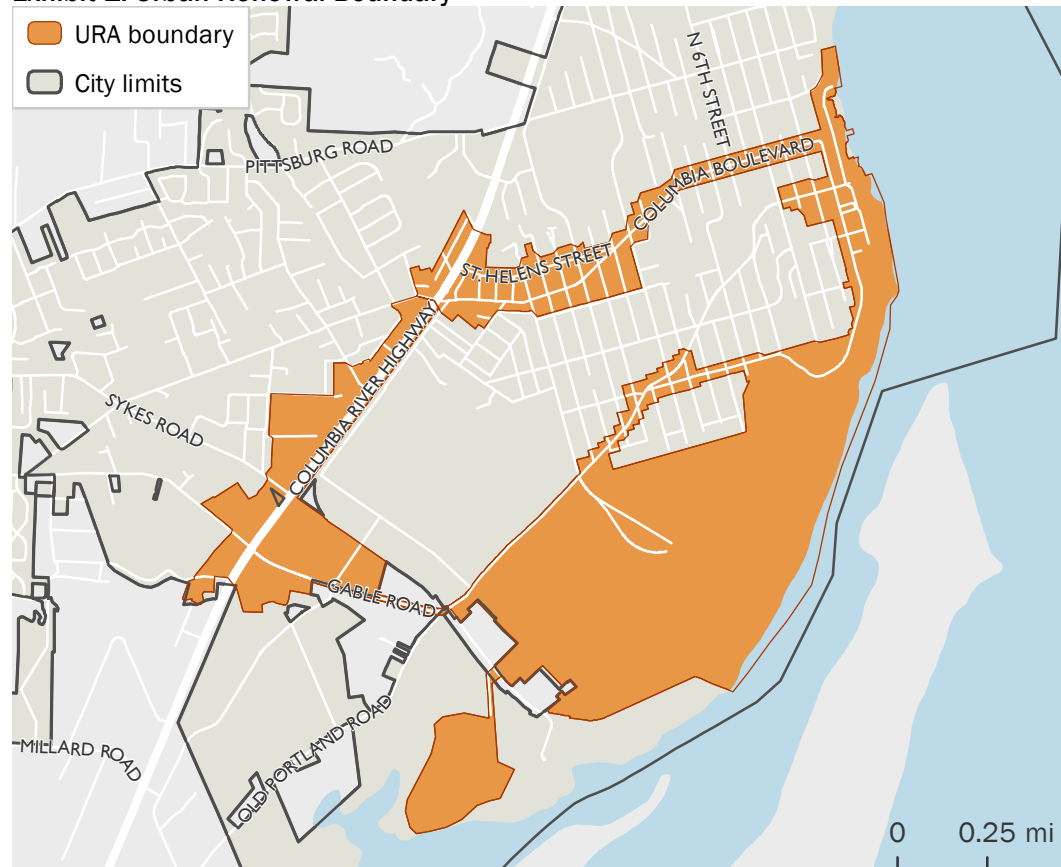
- **Funding Plan:** ORS 457.085 (3) requires a funding plan for projects included in the Plan.
- **Existing Conditions:** As required by ORS 457.095, this report provides data to support the ordinance that Council passed to adopt the St. Helens Urban Renewal Area (Area).

This report serves as guidance for the St. Helens Urban Renewal Agency (Agency) as it implements the Plan. The Agency will review potential project investments each year, and can adjust its approach given tax increment revenues and Agency goals. The Agency can change the timing of projects, adjust debt financing timeframes, and make any other changes as allowed in the amendments section of the Plan.

## 2. Reason for Area Selection

The primary reason for the selection of the urban renewal boundary, shown in Exhibit 1, is to capture the areas within the City of St. Helens that are blighted and would most benefit from programs and projects aimed at curing blight. The City has outlined the necessary projects and programs in several planning efforts, including the *Corridor Master Plan (2015)* and the *St. Helens Waterfront Framework Plan (2016)*. These projects include investments in infrastructure that increase the viability of existing parcels, economic programs that bolster the attractiveness of the area, and amenities to help attract development.

**Exhibit 1. Urban Renewal Boundary**



Source: City of St. Helens, 2017



### 3. Existing Conditions

This section provides information on existing conditions in the area to support the ordinance’s finding of blight and provide a rationale for proposed urban renewal projects. Exhibit 2 describes how the Plan goals address existing conditions that challenge new development through investment in a set of priority projects.

**Exhibit 2. How Projects Address Plan Goals**

Plan Goal	Existing Condition Addressed	Identified Projects that Meet Goals and Address Challenges
1. Ensure that stakeholders are involved in plan implementation by providing accurate, timely information, and encouraging public input and involvement.	Public engagement has been an important facet for all planning processes to date and will continue to be.	Plan administration Economic planning
2. Provide adequate infrastructure and public amenities to support new development.	Lack of utility provision Presence of brownfields	Utility and infrastructure improvements at the Vener Property; other site preparation projects
3. Increase the safety and capacity of existing transportation corridors.	Lack of sidewalks and other cyclist/pedestrian infrastructure Intersections do not have capacity to accommodate future development	Old Portland Road improvements U.S. 30 improvements St. Helens/Columbia improvements
4. Improve public access to the Columbia River through investments in waterfront open space and paths.	Unimproved industrial land on the waterfront Lack of trails/parks that connect to waterfront	Park and public open space improvements
5. Invest in the revitalization of Houlton and Riverfront business districts.	Lack of property maintenance	Storefront improvement grants Economic development analysis

This section includes information on:

- Physical Conditions
- Infrastructure
- Environmental Conditions
- Social Conditions
- Economic Conditions

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## Identifying Blight

According to ORS 457.010(1), a blighted area has, "by reason of deterioration, faulty planning, inadequate or improper facilities, deleterious land use or the existence of unsafe structures, or any combination of these factors, are detrimental to the safety, health or welfare of the community. A blighted area is characterized by the existence of one or more of the following conditions:

- (a) The existence of buildings and structures, used or intended to be used for living, commercial, industrial or other purposes, or any combination of those uses, that are unfit or unsafe to occupy for those purposes because of any one or a combination of the following conditions: (A) Defective design and quality of physical construction; (B) Faulty interior arrangement and exterior spacing; (C) Overcrowding and a high density of population; (D) Inadequate provision for ventilation, light, sanitation, open spaces and recreation facilities; or (E) Obsolescence, deterioration, dilapidation, mixed character or shifting of uses;
  - (b) An economic dislocation, deterioration or disuse of property resulting from faulty planning;
  - (c) The division or subdivision and sale of property or lots of irregular form and shape and inadequate size or dimensions for property usefulness and development;
  - (d) The laying out of property or lots in disregard of contours, drainage and other physical characteristics of the terrain and surrounding conditions;
  - (e) The existence of inadequate streets and other rights of way, open spaces and utilities;
  - (f) The existence of property or lots or other areas that are subject to inundation by water;
  - (g) A prevalence of depreciated values, impaired investments and social and economic maladjustments to such an extent that the capacity to pay taxes is reduced and tax receipts are inadequate for the cost of public services rendered;
  - (h) A growing or total lack of proper utilization of areas, resulting in a stagnant and unproductive condition of land potentially useful and valuable for contributing to the public health, safety and welfare; or
  - (i) A loss of population and reduction of proper utilization of the area, resulting in its further deterioration and added costs to the taxpayer for the creation of new public facilities and services elsewhere."
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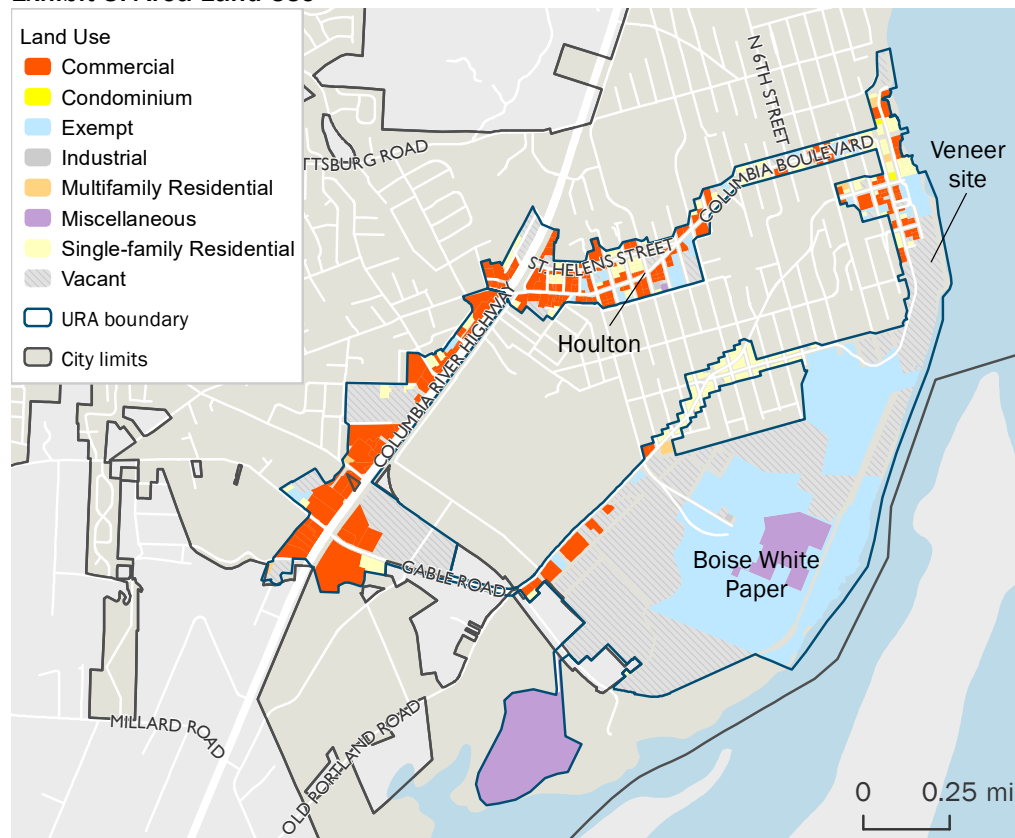
### 3.1. Physical Conditions

This section describes the physical conditions of the urban renewal area, including current land use, zoning designations, and comprehensive designations.

#### Land Use

Exhibit 3 shows the current land use designations within the urban renewal boundary. Vacant land makes up about one-third of the land in the area (Exhibit 4).

**Exhibit 3. Area Land Use**



Source: City of St Helens. Certified Tax Roll Data FY1617.

**Exhibit 4. St. Helens Urban Renewal Area Land Use Summary**

Land Use	Parcels	Parcel Acres	Percent of Total Acreage
Commercial	204	89.29	14.75%
Condominium	12	0.47	0.08%
Industrial	2	0.49	0.08%
Multifamily Residential	7	2.51	0.41%
Single-family Residential	194	31.46	5.20%
Exempt	43	186.34	30.78%
Miscellaneous	8	61.64	10.18%
Vacant	114	233.27	38.53%
<b>Total</b>	<b>584</b>	<b>605.46</b>	<b>100%</b>

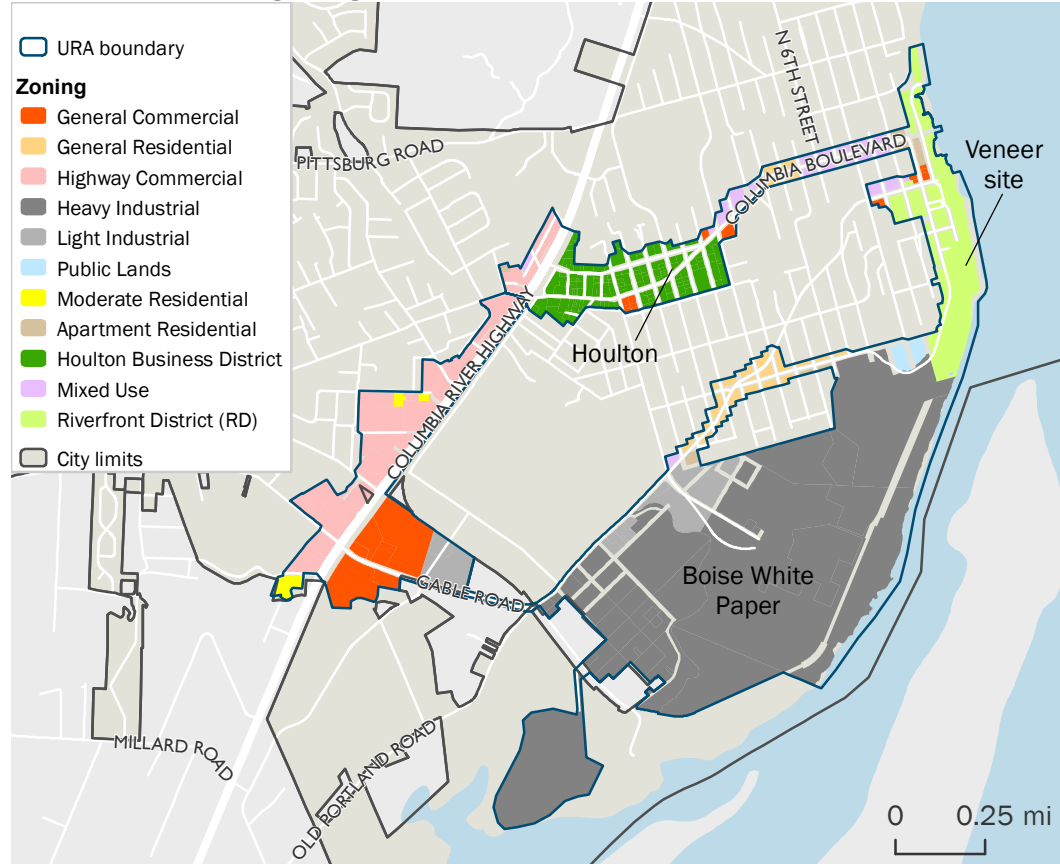
Source: City of St Helens. Certified Tax Roll Data FY16-17.

Exempt means that the property is owned by a public entity and does not pay property taxes.

# Zoning

Exhibit 5 shows zoning designations of land within the urban renewal boundary.

**Exhibit 5. Area Zoning Designations**



Source: City of St Helens. Certified Tax Roll Data FY 16-17.

**Exhibit 6. Area Zoning Summary**

Zoning	Parcels	Parcel Acres	Percent of Total URA Acreage
Apartment Residential	21	3.67	0.6%
General Commercial	29	34.46	5.7%
General Residential	76	10.70	1.8%
Heavy Industrial	43	374.62	61.9%
Highway Commercial	92	59.21	9.8%
Houlton Business District	146	32.57	5.4%
Light Industrial	13	28.96	4.8%
Mixed Use	62	14.03	2.3%
Moderate Residential	6	3.68	0.6%
Riverfront District	96	43.56	7.2%
<b>Total</b>	<b>584</b>	<b>605.46</b>	<b>100%</b>

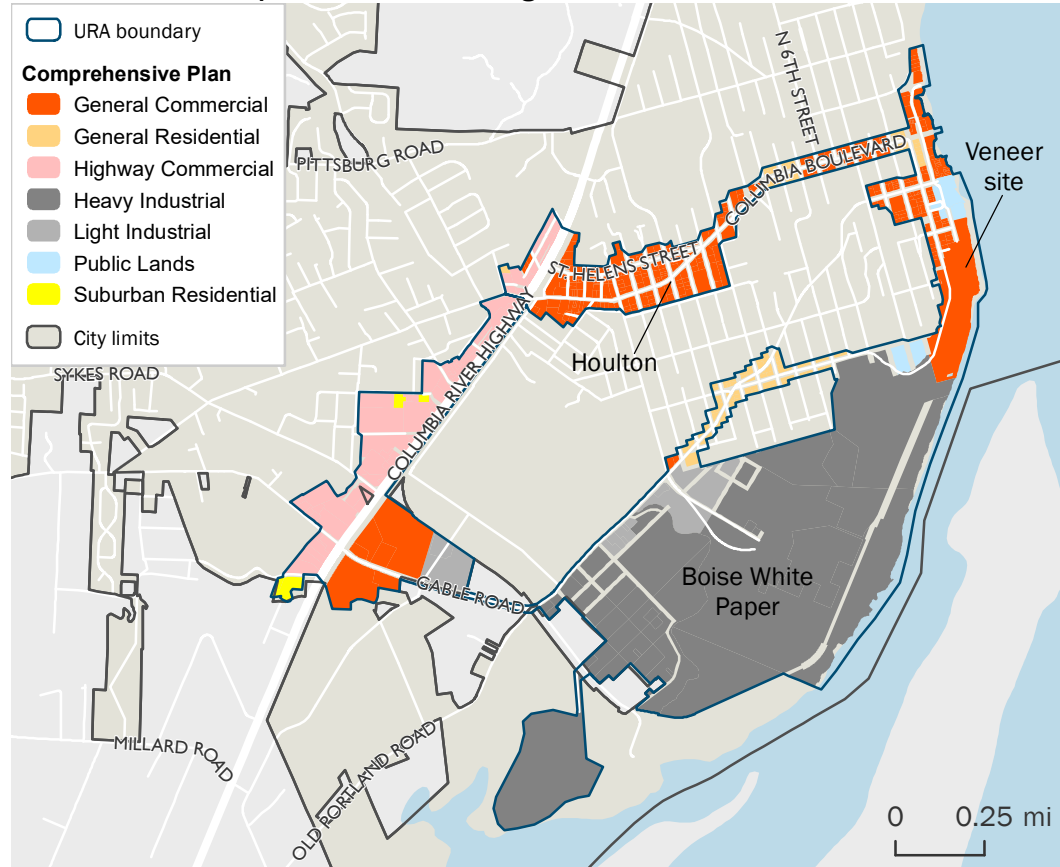
Source: City of St Helens. Certified Tax Roll Data FY 16-17.

Over half of the land is zoned for industrial use, including Heavy Industrial (61.9%) and Light Industrial (4.8%).

# Comprehensive Plan

Exhibit 7 shows the comprehensive plan designations of land within the urban renewal boundary. The proposed uses within the Area conform to the uses shown in Exhibit 8.

## Exhibit 7. Area Comprehensive Plan Designations



Source: City of St Helens. Certified Tax Roll Data FY 16-17.

## Exhibit 8. Area Comprehensive Plan Summary

Comprehensive Plan Designation	Parcels	Parcel Acres	Percent of total acreage
General Commercial	324	116.80	19.3%
General Residential	97	14.37	2.4%
Highway Commercial	43	374.62	61.9%
Heavy Industrial	92	59.21	9.8%
Light Industrial	13	28.96	4.8%
Public Lands	9	7.82	1.3%
Suburban Residential	6	3.68	0.6%
<b>Total</b>	<b>584</b>	<b>605.46</b>	<b>100.00%</b>

Source: City of St Helens. Certified Tax Roll Data FY 16-17.

## 3.2. Infrastructure

This section outlines the existing condition of the area’s infrastructure and explains the need for many of the Plan’s projects. The Plan does not attempt to fund every infrastructure project that the City has planned or considered in the urban renewal boundary. Although the City’s Capital Improvement Plan and Transportation System Plan list additional projects in the Area, not all planned capital improvement projects are included in the Plan.

### Transportation

Many of the main corridors within the URA are currently undersized for new development that could come into the Area. There are several identified deficiencies in transportation corridors leading to key vacant parcels in the area, including lack of signalization, inadequate visibility, and inadequate pedestrian infrastructure (lack of sidewalks and pedestrian crossings). Exhibit 9 shows the status of existing transportation infrastructure in the URA, and the needs identified through previous planning efforts.

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Existing conditions in transportation infrastructure clearly support the need for investment in system upgrades and safety. Specifically, this Plan funds investments in street surface improvements, intersection enhancements, and improvements to bicycle and pedestrian infrastructure.

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#### Exhibit 9. Transportation Status and Needs

Issue	Existing Conditions	Identified Needs
<b>Houlton Business District</b>	Heavy traffic from large delivery vehicles and minimal wayfinding.	Improved streetscape, street paving, pedestrian safety.
<b>Old Portland Road</b>	Heavy freight traffic and main connection to waterfront and downtown.	Intersection improvements at Gable Road and Plymouth Street to improve traffic flow.
<b>U.S. 30</b>	Main thoroughfare through St. Helens with minimal median infrastructure and plantings.	Improved pedestrian infrastructure and construction of medians with trees and other plantings.
<b>Veneer Property</b>	Heavy industrial property with some areas identified with environmental contamination.	Remediation and redevelopment of the site to accommodate future waterfront public uses.
<b>Riverfront District</b>	Limited connectivity from U.S. 30 to downtown and riverfront.	Improve connectivity and streetscape design to attract visitors to the district.

Source: Waterfront Framework Plan Existing Conditions; St. Helens Corridor Master Plan.

## Utilities

The City has identified significant utility needs on its properties at the Veneer Property and the Boise White Paper (BWP) Property. Exhibit 10 and Exhibit 11 show the existing utility status on the Veneer and BWP properties.

The lack of infrastructure on the Veneer Property and the BWP Property support the need for investment to attract developers to the area. Specifically, this Plan funds stormwater, sewer, electrical, gas, and communications infrastructure on the Veneer Property and includes funding for site-specific infrastructure needs on the industrial properties surrounding the BWP property.

### Exhibit 10. Veneer Property Utility Status

Issue	Existing Conditions	Identified Needs
<b>Dry Utilities (Gas and Power)</b>	There is ample gas and power capacity to serve a built-out multiuse development. At this time, it is unknown to what extent and capacity telecommunications exist.	No specific needs.
<b>Stormwater Management</b>	Stormwater management on both focus properties likely will require handling by discharge to the Columbia River or Multnomah Channel.	Existing stormwater infrastructure may not have available capacity for full-scale development. Additional outfalls may be required if "shared" outfalls are currently at capacity.
<b>Sanitary Sewer</b>	Sanitary sewer service runs along the western edge of much of the property, although it is not located within the parcel boundary, raising concerns about the extent to which the property could be served without the installation of a pump station.	Additional upfront installation costs and maintenance costs. Shallow invert elevations, as well as shallow bedrock, will make sanitary sewer service for the entire property by gravity unlikely.
<b>Potable Water</b>	The two water mains likely will be enough to provide a fully developed property with potable water. The question remains whether these mains will provide adequate fire capacity	Further analysis is needed to determine required fire-flow for the Veneer Property.

Source: Waterfront Framework Plan Existing Conditions, 2016

### Exhibit 11. BWP Property Utility Status

Issue	Existing Conditions	Identified Needs
<b>Dry Utilities (Gas and Power)</b>	There is ample gas and power capacity to serve a built-out multiuse development. At this time, the extent and capacity of telecommunications is unknown.	No specific needs
<b>Stormwater Management</b>	Stormwater management on both focus properties likely will require handling by discharge to the Columbia River or Multnomah Channel.	Existing stormwater infrastructure likely will not support full-scale development. Additional outfalls may require permitting to serve additional development.
<b>Sanitary Sewer</b>	Sanitary sewer service to the BWP property is fed directly to the City's wastewater treatment plant. The availability and suitability of the lagoon for future uses are uncertain.	It should be assumed that new development will require alternative options for treatment and discharge.
<b>Potable Water</b>	More potable water service is needed to serve full development of the property. The property is currently served by a single small line that could not provide adequate potable water once the property is fully developed.	There is a larger line near the property that could be extended to serve new development.

Source: Waterfront Framework Plan Existing Conditions, 2016

## Parks

Previous planning efforts have identified the need for parks and open space to provide amenities to support redevelopment in the Riverfront District. Exhibit 12 shows the status of open space within the urban renewal area.

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The community has expressed a desire for parks, plazas, and trail connections in the Riverfront District and the Houlton Business District. The Plan specifically calls for investments in a riverfront trail and parks on the Veneer Property. The Corridor Master Plan calls for enhanced landscape strips in the Houlton Business District.

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### Exhibit 12. Open Space Needs in the Urban Renewal Area

Area	Existing Conditions	Identified Needs
<b>Riverfront District (including Veneer Property)</b>	Existing parks include the County Courthouse Plaza and Columbia View Park. There is currently no access to a waterfront trail in the area.	This Framework Plan identifies the need for public access to the site, provided by a pedestrian boardwalk and greenway that spans the waterfront edge of the Veneer Property. The Framework Plan's intent in providing public access is to ensure a connection between St. Helens residents and the waterfront, both physically and visually.
<b>Riverfront District Trails</b>	Nob Hill Nature Park provides nature trails at the south end of the Veneer Property and stairs leading from the south end of Second Street to the Veneer Property. These trails provide enhanced connectivity and pedestrian access to neighborhoods to the west as well as a potential southern bookend of a pedestrian boardwalk along the waterfront edge of the Veneer Property.	In public engagement efforts through the Framework Plan process, connection to the river was among the most important public priorities. A greenway or boardwalk would support the community's desire to ensure that the property remains accessible to the public. With ownership in place, the City can ensure that public access is a priority for any future project.
<b>Houlton Business District</b>	Existing right-of-way can be redesigned for improved public greenspace.	The Corridor Master Plan calls for the inclusion of enhanced landscape strips in street redesign on Columbia Boulevard and St. Helens Street.

Source: Waterfront Framework Plan Existing Conditions, 2016



### 3.3. Environmental Challenges

This section documents the presence of environmental issues in the urban renewal area. The most well-documented information is on the City-owned properties at the BWP Property and the Veneer Property. Exhibit 13 and Exhibit 14 show the environmental challenges identified on the BWP and Veneer properties.

The Veneer Property and the BWP property have identified brownfield issues and other environmental challenges that are barriers to redevelopment. The Plan specifically calls for pre-development activities that address the need for additional due diligence and environmental mitigation.

#### Exhibit 13. Veneer Property Environmental Challenges

Issue	Existing Conditions	Identified Needs
<b>Soils and Topography</b>	Existing fill and shallow bedrock outcroppings on Veneer Property	Further geotechnical study; workarounds and additional costs associated with extending subsurface utilities through the property.
<b>Floodplain</b>	The 100-year floodplain covers a portion of the Veneer and BWP properties.	Requires increased pre-development expenditures. New development will require sensitive lands permitting.
<b>Veneer Property High Groundwater</b>	Assuming construction during peak groundwater periods (spring), groundwater may be encountered just a few feet below the ground surface.	Requires increased construction expenditures. During the construction of subsurface structures, dewatering of groundwater likely will be required. Possible consultation with DEQ regarding stormwater provision. Depending on the location of required dewatering, the groundwater may be contaminated, which would further increase costs due to water disposal requirements and worker protections.
<b>Veneer Property Brownfield Issues</b>	Contamination affecting both the soil and groundwater remains on the Veneer Property at known locations. As a means of managing risks associated with the residual contamination, the City entered a Prospective Purchaser Agreement (PPA) with the State of Oregon in 2015 before acquiring the property.	Requires adherence to Contaminated Media Management Plan (CMMP). The CMMP is a practical “owner’s manual” for the City and subsequent developers to minimize the burdens associated with the residual contamination at the property. Shallow soil contamination in the lathe area requires that a cap be maintained in that area of the property if contamination remains.

Source: Waterfront Framework Plan Existing Conditions, 2016

## Exhibit 14. BWP Environmental Challenges

Issue	Existing Conditions	Identified Needs
<b>Soils and Topography</b>	Shallow bedrock in various areas of the property further contributes to uncertainty about the ability to increase the capacity to support future development.	Further geotechnical study; workarounds and additional costs associated with extending subsurface utilities through the property.
<b>Floodplain</b>	The 100-year floodplain covers a portion of the BWP Property. There are also multiple wetlands and areas where riparian area rules and sensitive lands permitting requirements will apply.	Requires increased pre-development expenditures. New development will require sensitive lands permitting.
<b>Brownfield Issues</b>	Given the scale and complexity of the BWP property and the long-term operations there, it was not practical to obtain quantitative data to document the presence of all remaining contaminants and sources before the City's acquisition of the property. As a means of managing risks associated with the residual contamination, the City secured an environmental indemnification agreement with the former owner, as part of the September 24, 2015 property acquisition, to address contamination-related issues and costs as they arise during development.	Additional studies and protocols. As issues arise during ground-disturbing development, the City will develop a protocol, based on best management practices.
<b>Stormwater</b>	The level of uncertainty about the exact location and extent of contamination on the BWP property is a deterrent to redevelopment. Changes in use on the BWP Property may require changes in DEQ stormwater permitting.	Additional studies. Any stormwater design must avoid adverse impacts to contaminated groundwater. The scale and complexity of contamination issues on the BWP property create uncertainty in development.

Source: Waterfront Framework Plan Existing Conditions, 2106

Given the presence of brownfields in other areas throughout the City along historic commercial corridors, the City of St. Helens pursued a FY17 EPA Brownfields Assessment Grant in December 2016. Through this application process, the City discovered there were 19 sites in St. Helens identified by the Oregon Department of Environmental Quality (DEQ) as environmental cleanup sites with known or potential contamination from hazardous substances. In addition, there were 18 leaking underground storage tanks (LUST) sites. The City highlighted three priorities within the Area:

- **The BWP Property.**
- **670 Columbia Boulevard**, a former gas station suspected of having underground storage tanks that could be contaminating the soil and allowing vapor intrusion.
- **1955 Old Portland Road**, a 2.44-acre site that was formerly used for auto and truck wrecking. This site is suspected of having petroleum and metals contamination from its previous use.

### 3.4. Social Conditions

This section provides an overview of demographic conditions within the area. The urban renewal area is 756 acres, with 605 acres consisting of land within taxlots and the remaining 151 acres in right-of-way. There are six United States Census Bureau block groups that provide the best representation of demographic and social characteristics of the area.

Nearly 3,000 people live in these block groups (2,670); however, these block groups encompass an area that is larger than the boundary of the Area.

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St. Helens residents commute long distances to work, given the lack of jobs within the City. The Plan includes projects that help to prepare employment land for redevelopment and improve transportation connections to downtown. This supports downtown businesses and redevelopment that will improve social conditions for residents.

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About 30% of the population in the Area is between the ages of 25 and 44, which is about the same as Columbia County. One quarter of the population in the area is between the ages of 45 and 64, slightly lower than the Columbia County population share (Exhibit 15).

**Exhibit 15. Age in the Area Census Tracts and Columbia County**

Age	Area Census Tracts		Columbia Co.
	Number	Percent	Percent
Under 18 Years	1,898	26%	24%
18 to 24 Years	739	10%	7%
25 to 34 Years	1,180	16%	11%
35 to 44 Years	1,033	14%	13%
45 to 54 Years	1,035	14%	16%
55 to 64 Years	821	11%	15%
65 to 74 Years	394	5%	8%
75 to 84 Years	195	3%	4%
85 Years and over	119	2%	2%
<b>Total</b>	<b>7,414</b>	<b>100%</b>	<b>100%</b>

Source: United States Decennial Census, 2010; Social Explorer

Exhibit 16 shows that most of the population in the Area and Columbia County is white, but St. Helens has a slightly larger share of non-white residents. About 5% of residents in the area are in the two or more races category.

**Exhibit 16. Race in Area Census Tracts and Columbia County**

Race	Area Census Tracts		Columbia Co.
	Number	Percent	Percent
White Alone	6,673	90%	93%
Black or African American Alone	46	1%	0%
American Indian and Alaska Native Alone	128	2%	1%
Asian Alone	84	1%	1%
Native Hawaiian and Other Pacific Islander Alone	22	0%	0%
Some Other Race Alone	111	1%	1%
Two or More races	350	5%	3%
<b>Total</b>	<b>7,414</b>	<b>100%</b>	<b>100%</b>

Source: United States Decennial Census, 2010; Social Explorer

Exhibit 17 shows that educational attainment is slightly higher in Columbia County than in the Area. Over half of Area residents have a high school degree or less, compared to 44% in Columbia County. Similarly, 15% of Area residents have a bachelor's degree or higher, compared with 18% of Columbia County residents.

**Exhibit 17. Educational Attainment in the Area Census Tracts and Columbia County**

Education	Area Census Tracts		Columbia Co.
	Number	Percent	Percent
Less Than High School	739	15%	10%
High School Graduate (includes equivalency)	1,728	36%	34%
Some college	1,708	35%	38%
Bachelor's degree	535	11%	12%
Master's degree	77	2%	5%
Professional school degree	25	1%	1%
Doctorate degree	34	1%	0%
<b>Total</b>	<b>4,846</b>	<b>100%</b>	<b>100%</b>

Source: U.S. Census Bureau, ACS 2011-2015; Social Explorer

The majority of residents in the Area have a commute to work that is more than 30 minutes, as shown in Exhibit 18. About one-quarter of residents have a commute that is less than 10 minutes. Based on previous research, most of these residents are commuting to Portland or Hillsboro for work.

**Exhibit 18. Travel Time to Work in the Area Census Tracts and Columbia County**

Travel Time to Work	Area Census Tracts		Columbia Co.
	Number	Percent	Percent
Less than 10 minutes	611	23%	17%
10 to 29 minutes	613	23%	26%
30 to 59 minutes	982	37%	38%
More than 60 minutes	410	15%	14%
Worked at home	54	2%	5%
<b>Total</b>	<b>2,670</b>	<b>100%</b>	<b>100%</b>

Source: U.S. Census Bureau, ACS 2011-2015; Social Explorer

Exhibit 19 shows that more than two-thirds of Area residents drive alone in their commute to work, and 7% of residents walk to work. Area residents had a lower share of residents who drove alone to work (68%) compared with Columbia County (78%).

**Exhibit 19. Mode of Transportation to Work in the Area Census Tracts and Columbia County**

Means of Transportation to Work	Area Census Tracts		Columbia Co.
	Number	Percent	Percent
Drove Alone	1,823	68%	78%
Carpooled	507	19%	12%
Public transportation (Includes Taxicab)	29	1%	1%
Motorcycle	-	0%	0%
Bicycle	45	2%	0%
Walked	179	7%	2%
Other means	33	1%	0%
Worked at home	54	2%	5%
<b>Total</b>	<b>2,670</b>	<b>100%</b>	<b>100%</b>

Source: U.S. Census Bureau, ACS 2011-2015; Social Explorer

## 3.5. Economic and Development Conditions

The following are economic trends identified in the Waterfront Framework Plan that create challenges for new development:

- **Mill closures have had a negative impact on the St. Helens economy.** St. Helens, Oregon thrived as a leading exporter in the timber industry since the time of its founding in 1850. However, the decline of the timber industry and eventual closing of most mills in the 2000s created negative ripple effects throughout the community. As the jobs disappeared from the heart of the City, so did many of the people, and the historic downtown has grown quieter. The Riverfront District has failed to fully recover and is characterized by struggling businesses and vacant storefronts.
- **St. Helens has become a bedroom community.** Since the mill closures, most of St. Helens employed residents have found jobs outside of the City, often commuting long distances. About 80% of employed residents in St. Helens commute outside of the City for work. Almost a quarter of residents commute more than 25 miles.
- **The area's relatively low incomes and achievable rents create barriers for new residential and commercial development.** Developers interviewed in 2016 as part of the Framework Plan process noted that the biggest challenge for redevelopment of the Veneer Property was the ability to prove there is enough demand for the multifamily product type to achieve targeted returns on investment. This suggests that the City will need to focus its efforts on attracting employment to the City that can support the demand for new residential development.
- **The City of St. Helens is actively marketing its industrial land holdings on former mill sites.** While demand for redevelopment on commercial and residential parcels in the urban renewal area is relatively stagnant, the City has received many inquiries about its existing 205-acre industrial land holding on the BWP Property. With new infrastructure to support the transition of that property to other uses, it is possible for St. Helens to attract many new jobs to those properties that can employ existing residents.

At the same time, the community has several unrealized opportunities:

- **River access and a historic downtown.** Community members and developers who participated in the Framework Plan outreach process emphasized the importance of a vibrant downtown and the opportunity for the property to provide access to river users.
- **Historic buildings.** According to a 2014 Oregon State Historic Preservation Office survey, St Helens downtown has 96 historically eligible and currently 'contributing' buildings (65% of all buildings downtown), five more that are eligible for designation and significant (3%), and twenty-three that are not currently eligible and non-contributing, but could potentially be made eligible through rehab (16%). The survey included recommendations for the management of the historic district, including future opportunities for targeted programs for the preservation and restoration of identified properties. Re-development or restoration of historic properties has begun on several

downtown buildings.<sup>1</sup> In 2016, a private developer completed an adaptive re-use of the Muckle Building in on Strand Street into new apartments.

The following sections describe conditions in the residential, commercial, and industrial development sectors.

## Residential

St. Helens continues to be an affordable place to live, when compared with other communities in the Portland Metropolitan Statistical Area (MSA). Despite low vacancy rates, there have been very few new multifamily units constructed in the past 10 years. While there is not a deep pool of households in St. Helens that can afford homes priced over \$200,000, there may be unmet demand at lower price points. In several interviews conducted by the consultant team, developers also noted that there are relatively few similar new developments in the City or adjacent communities that serve as comparable development to meet lending and underwriting criteria.

Exhibit 20 shows the existing market conditions in St. Helens, compared to Columbia County and the Portland MSA. While vacancy rates are lower in St. Helens than the Portland MSA, the rents for all unit types are also substantially lower. Given that these rents are too low to support new construction, there are also no new units under construction to address the low vacancies in the community.

**Exhibit 20. Residential Market Conditions in St. Helens, Columbia County, and Portland MSA (March 2017)**

	St. Helens	Columbia County	Portland MSA
Existing multifamily units	475	870	248,176
Q4 2016 vacancy rate	3.6%	3.8%	5.8%
Under construction	0	0	8,177
<b>Asking Rents (Per Unit)</b>			
Studio	\$616	\$628	\$1,043
1 bedroom	\$646	\$598	\$1,093
2 bedroom	\$780	\$858	\$1,236
3+ bedroom	\$842	\$940	\$1,425

Source: CoStar, March 2017.

## Office and Retail

The commercial market is challenging in St. Helens, given the relatively low incomes in the area. Exhibit 21 summarizes current vacancy rates and asking rents in St. Helens compared with Columbia County and the Portland MSA. St. Helens has a higher vacancy rate for office product and lower rents than Columbia County and the Portland MSA. Retail uses also have much lower rents, on average, than Columbia County and the Portland MSA. At the same time, vacancies are lower than the Portland MSA average. The small number of households in St.

<sup>1</sup> St. Helens Downtown Historic District Re-survey Project  
Conducted by Oregon State Historic Preservation Office Staff, Jan 2017

Helens and relatively low disposable incomes make it difficult for retailers to meet sales targets from the local market. Households in St. Helens purchase many goods and services outside St. Helens, and large discount retailers can offer goods for much lower prices at regional facilities.

**Exhibit 21. Commercial Market Conditions in St. Helens, Columbia County, and Portland MSA (March 2017)**

	St. Helens	Columbia County	Portland MSA
<b>Office Buildings</b>	<b>26</b>	<b>57</b>	<b>5,757</b>
Existing square feet	219,573	332,027	102,316,709
Q4 '16 vacancy rate	8.7%	8.1%	7.6%
Asking rents	\$12.93	\$13.47	\$24.07
<b>Retail Buildings</b>	<b>66</b>	<b>163</b>	<b>11,292</b>
Existing square feet	566,259	1,296,845	120,705,927
Q4 '16 vacancy rate	1.2%	2.4%	3.9%
Asking NNN rents (annual)	\$7.75	\$11.30	\$18.31

Source: CoStar, March 2017.

## Industrial

St. Helens' economy is in a period of transition. Historically, manufacturing has been the largest sector for employment in Columbia County, providing high-wage jobs for residents. Since 2005, however, manufacturing employment and wages have both decreased within the County. Many of the residents who remain employed in manufacturing and other related industries work outside of the County.<sup>2</sup> In this context, industrial development is an important initiative for the City in the available City-owned land around the BWP Property. The City has 988 industrial acres of land citywide, almost one-third (31%) of which is currently vacant.<sup>3</sup> The City owns approximately 200 acres of contiguous parcels of industrial land at the BWP Property. Currently, 430 acres in the Area are zoned for heavy or light industrial.

Because the region lacks a supply of land for large lots suitable for heavy and light industrial uses, the City will compete with the entire region for new development. In interviews conducted through an economic analysis of the BWP Property in 2015, area economic development stakeholders recommended that the City should focus its efforts on attracting local and regional producers and spillover in light industrial demand from Multnomah County.

The City of St. Helens is working to advance this recommendation. Attracting businesses to the BWP Property will be difficult due to transportation access and environmental challenges. To provide better access to existing City-controlled vacant lands, the City and Port of St. Helens have studied the addition of a transportation connection from U.S. 30 through the BWP Property, and the City has also identified a set of necessary upgrades to existing transportation network.

<sup>2</sup> 2014-2018 Col-Pac Comprehensive Economic Development Strategy.

<sup>3</sup> St. Helens Waterfront Framework Plan Existing Conditions, 2016.

## 4. Impact on Municipal Services

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This section describes the fiscal impacts of potential new development in the City of St. Helens related to increased demand for municipal services.

The Plan identifies five project categories: infrastructure, open space and wayfinding, economic development, site preparation, and plan administration. Urban renewal allows the City to implement many plans and policies that constraints on the City's general fund would otherwise preclude. Tax increment funds also allow the City to leverage outside funding sources; urban renewal funds can match external funding sources.

The City anticipates that these projects will catalyze development on vacant and underdeveloped parcels that will require access to City services. However, since the properties are within the City's urban growth boundary, the City has already planned for the need to provide infrastructure to these parcels through its existing plans and policies. In addition, since the new development will be new construction or redevelopment of existing buildings, the current building code requirements will address fire protection needs.

Any potential impacts to the City will be countered by the increased revenue resulting from new jobs for St. Helens residents, increased property tax revenues from development and redevelopment, and future increased tax base for all overlapping taxing jurisdictions.

The fiscal impact of tax increment financing on affected taxing districts (districts that levy taxes within the Area) is described in **Section 7** of this Report.



## 5. How the Projects Improve the Area

This section summarizes the relationship between each project and the existing conditions in the area. Exhibit 22, Exhibit 23, Exhibit 24, and Exhibit 25 provide an overview of each project in the project categories, the existing conditions that necessitate the project, and the source of the existing conditions information. The Agency will determine which projects to pursue on an annual basis.

**Exhibit 22. Relationship of Projects to Existing Conditions – Site Prep Projects**

Project	Description	Existing Conditions	Source
<b>Contributions for Waterfront Site Preparation or Remediation</b>	Assistance with grading, embankment and compaction, and erosion control on the entire site. Address localized hot spots or other potential brownfield issues on the site in coordination with development. This will help remediate existing contamination and make the site more marketable to developers	A large portion of the waterfront site is zoned heavy industrial or light industrial with some environmental contamination.	Waterfront Framework Plan
<b>Site Preparation and Infrastructure Loans or Grants</b>	Provide site-specific preparation, infrastructure, or development assistance (e.g. land assembly, SDC/permit write down, utility relocation, pre-development assistance, etc.) to encourage new development in the URA.	There are several commercial corridors and industrial portions of the Area with vacant and underutilized sites that could attract a new user with adequate site preparation and infrastructure investment.	Waterfront Framework Plan
<b>Waterfront Utilities and Stormwater Infrastructure Phase 1</b>	Install sewer facilities for new development, including force mains, gravity sewer lines, and two pump stations. Install stormwater facilities in phases, including pipes and bioretention facilities. Install pipes and fire hydrants to service new development. Install underground electrical power, gas, and communications utilities in coordination with new development. This will prepare the area for redevelopment.	There are no utilities or stormwater infrastructure on the Veneer Property.	Waterfront Framework Plan
<b>Waterfront Utilities and Stormwater Infrastructure Phase 2</b>	Install second phase of sewer and stormwater facilities to service new development. This includes force mains, gravity sewer lines, and two pump stations. Install stormwater facilities, including pipes and bioretention facilities. Install pipes and fire hydrants to service new development. Install underground electrical power, gas, and communications utilities in coordination with new development. This will prepare the area for redevelopment.	There are no utilities or stormwater infrastructure on the Veneer Property.	Waterfront Framework Plan

### Exhibit 23. Relationship of Projects to Existing Conditions – Open Space Projects

Project	Description	Existing Conditions	Source
<b>Columbia View Park Expansion</b>	Design and construct new 1.3-acre extension of Columbia View Park to improve public access to the waterfront in a way that integrates with new development.	As the City's second most popular park, it is often overcrowded and lacks amenities to support new and expanded events. The Framework Plan cites the park expansion as a keystone for Veneer Property redevelopment, located next to the park. The Parks and Trails Master Plan cites the importance of the waterfront trail in future expansion of the park.	Waterfront Framework Plan; Parks and Trails Master Plan
<b>Waterfront Greenway Trail Phase 1 and Bank Enhancement</b>	Install greenway trail south of Columbia View, including design, associated furnishings, interpretation and connections to new neighborhood. Grading, planting, and reinforcement of bank as needed to prevent erosion, restore habitat, support greenway trail and water access and create visual interest along waterfront.	There is no waterfront greenway trail on the Veneer Property. The Framework Plan public outreach reinforced public demand for the expansion and enhancement of the existing trail.	Waterfront Framework Plan
<b>Trestle Trail Contribution</b>	Extend trail from downtown to south of the Veneer Property, providing access to natural areas along Multnomah Channel to improve pedestrian access to and through the site.	There is no pedestrian connection over the existing rail trestle to the south of the Veneer Property. The Framework Plan emphasized the community desire for expanded trail options to create amenities for visitors to the Riverfront District.	Waterfront Framework Plan
<b>Marina Contribution</b>	Provide funding to construct a marina on the south end of the Veneer Property. The marina would be privately developed, owned and operated, but available for public use and access. The marina will draw water-oriented users to the site.	St. Helens currently lacks adequate facilities for water trail users, according to the Parks and Trails Master Plan. Participants in the Framework Plan Interactive planning workshop revealed strong interest in development of a marina on the redeveloped site.	Waterfront Framework Plan; Parks and Trails Master Plan
<b>Waterfront Greenway Trail Phase 2</b>	Construct second phase of waterfront greenway, including design and construction of public plaza at intersection of Tualatin Street and the Strand. Consider future pier from this location in design to improve access to and through the site.	There is no waterfront greenway trail on the Veneer Property. The Framework Plan public outreach reinforced public demand for the expansion and enhancement of the existing trail.	Waterfront Framework Plan
<b>Habitat and Riparian Corridor Enhancement with Public Access Contributions</b>	Provide partnership funding to restore natural area and explore options for public access between White Paper Lagoon and Multnomah Channel and on the bluff. In future phases, consider widening or rebuilding existing Tualatin Street staircase.	"Many of the BWP Property parcels are in a wetland, riparian, and/or critical habitat area." (Framework Plan)	Waterfront Framework Plan; Parks and Trails Master Plan
<b>Partnership to Improve County Courthouse Plaza</b>	Improve County Courthouse Plaza or other downtown parks/plazas to provide public active space downtown and support redevelopment.	The Courthouse Plaza (which is a historic landmark) serves as a community event space for seasonal events. It needs access and functional upgrades to ensure it can continue to serve as a focal event space.	
<b>Wayfinding Improvements</b>	Install wayfinding signs and kiosks to improve the visibility of downtown retail and existing business districts from Hwy 30. Integrate corridor master planning effort and other efforts. Study to be completed in 2017.	Waterfront and downtown areas are disconnected from the main thoroughfare, U.S. 30, with minimal wayfinding infrastructure to attract potential visitors.	Waterfront Framework Plan; St. Helens Corridor Master Plan; St. Helens TSP

## Exhibit 24. Relationship of Projects to Existing Conditions – Infrastructure Projects

Project	Description	Existing Conditions	Source
<b>Road Extension on South 1st and the Strand</b>	Construct South 1st Street and The Strand in phases, including sidewalks, intersections, bike lanes to improve multi-modal access in the site.	There is no vehicular access to the Veneer Property, which impedes development. The Framework Plan identified the road extension as a crucial precursor to development.	Waterfront Framework Plan
<b>1st Street and Strand Road Improvements</b>	Install trees and street improvements (bulb outs, etc.) and a road overlay on a two-block stretch of 1st Street and the Strand.	Current use of these streets includes The Strand festival street, which would benefit from improved street design and paving.	Waterfront Framework Plan
<b>Old Portland Road/Gable Intersection Improvements</b>	Improve the intersection to better accommodate traffic coming to the Veneer Property.	Motorists typically use Old Portland Road as a connection between U.S. 30 and the waterfront. Recommended improvements at this intersection may change this pattern to emphasize use of McNulty Way, which will bypass some of Old Portland Road.	Waterfront Framework Plan
<b>Old Portland Road/Plymouth Street Intersection Improvements</b>	Improve the intersection to better accommodate traffic and serve as a gateway to the property.	The Framework Plan cited need to improve traffic flow for large delivery vehicles that travel this route.	Waterfront Framework Plan
<b>Plymouth Street Improvements</b>	Improve bicyclist and pedestrian safety along Plymouth Street.	Plymouth Street is narrow and would not support future multimodal uses proposed in the waterfront area.	Waterfront Framework Plan
<b>Corridor Master Plan Improvements</b>	Complete intersection improvements, road projects, and pedestrian projects in the Houlton Business District.	Feedback from community in Corridor Master Plan cited overall improvements to streetscape to promote businesses in the corridor. This includes a lack of wayfinding infrastructure and heavy freight traffic, pedestrian safety as a concern along this corridor.	St Helens Corridor Master Plan
<b>US 30 Road Projects - Short Term</b>	Short-term projects include medians (curbs, plantings, trees/banner poles) and plantings (east side of U.S. 30), new banner poles (east side of U.S. 30), and new banners on existing utility poles, new curb ramps, and crosswalk striping.	U.S. 30 is the main thoroughfare in St. Helens. There are minimal medians and plantings along the corridor.	St Helens Corridor Master Plan; St. Helens Transportation System Plan
<b>US 30 Road Projects - Long Term</b>	Long-term U.S. 30 projects include fencing (each side of ODOT Rail property), new sidewalk (east side of U.S. 30), intersection crosswalk paving and curb ramps, trees and plantings (east side of U.S. 30), and private property landscape improvements.	U.S. 30 is the main thoroughfare in St. Helens. There is minimal pedestrian infrastructure along the corridor.	St Helens Corridor Master Plan; St. Helens Transportation System Plan

**Exhibit 25. Relationship of Projects to Existing Conditions – Economic Development Projects**

Project	Description	Existing Conditions	Source
<p><b>Economic Development Planning</b></p>	<p>Fund for pre-development assistance on sites and projects that can improve the redevelopment potential of projects throughout the URA. Projects can include public parking management strategy, area master planning, and pre-development assistance (e.g., market studies) to support redevelopment.</p>	<p>Riverfront District stakeholders have cited a need for studies related to parking provision and transportation demand management. The city lacks other tools to aid with these studies. Parcels in the BWP could require master planning and pre-development assistance to support specific uses.</p>	<p>Waterfront Framework Plan; St. Helens Waterfront Market Analysis; Sustainable Tourism Plan</p>
<p><b>Storefront Improvement Program for Riverfront District/Houlton</b></p>	<p>Enhance the existing historic façade improvement program to create feeling of investment in area with a \$30-\$70K per year storefront improvement program.</p>	<p>A limited historic façade improvement program exists, but further development of this program is promoted in the Framework Plan. The Riverfront District and Houlton Business District have many vacant storefronts in poor condition and buildings that have transitioned from active retail use. There are more needs than the limited current program can fund.</p>	<p>Waterfront Framework Plan</p>

# 6. Funding Plan

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## 6.1. Overview

The primary source of funding for the Area is anticipated to be Tax Increment Financing (“TIF”). The following discussion is an overview of Oregon’s property tax system and the basic functions of tax increment financing, and is not intended as a detailed description of applicable law.

### Oregon’s Property Tax System

In Oregon, each county’s assessor calculates property taxes as the product of assessed value, subject to certain constitutional tax rate limitations.

#### Assessed Value<sup>4</sup>

Oregon’s property tax system distinguishes between the “maximum assessed value” and the “real market value” of property:

- The real market value is the price that a property would sell for in a transaction between two impartial parties.
- The maximum assessed value is calculated by formula. The state established the maximum assessed value for each property in Fiscal Year End (FYE) 1998, with the initial value equal to 10% less than the FYE 1996 real market value. In most situations, the maximum assessed value increases by 3% each year, unless an exception event occurs, such as the expiration of property tax benefits, a change in zoning and subsequent change in land use, or (most commonly) new development or redevelopment occurs.

The assessed value of a property is equal to the lesser of the two values: real market value or maximum assessed value. Since this system was first implemented in FYE 1998, the real market values of most properties in Oregon have grown faster than 3% per year. This means most properties are assessed based on their maximum assessed value and experience a growth of 3% in assessed value each year.

#### Tax Rates

Municipalities and special districts in Oregon have the authority to impose property taxes. The combined tax rates for all overlapping taxing districts is known as the consolidated tax rate. These tax rates are expressed as dollars per \$1,000 of assessed value (also known as “mill rates”). There are three types of tax rates in the State of Oregon: (1) permanent rates, (2) local option levies, and (3) general obligation bond levies.

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<sup>4</sup> Refer to the Oregon Department of Revenue, “Maximum Assessed Value Manual” (2016) for more information about the calculation of assessed value in Oregon.

- Permanent rates cannot change. The majority of taxing districts in Oregon impose the full amount allowed by their permanent rate limit and therefore experience no change in their tax rate from year to year. All permanent rates for overlapping taxing districts are included in the consolidated tax rate for the Area.
- Local option levies are temporary tax rates that must be voter approved. With local option levies, jurisdictions can impose more taxes than would otherwise be possible within their permanent rate limit. ORS 457.445 excludes all local option levies from the calculation of the consolidated tax rate for the Area.
- General obligation bond levies are also temporary tax rates that must be voter approved. General obligation bond levies, however, can only be imposed for capital projects, whereas local option levies can be used for both capital and operations. Additionally, local option levies have limitations on the maximum duration of the levy, which do not apply to general obligation bond levies. Lastly, general obligation bond levies are exempt from the property tax limitations imposed by Measure 5 in 1991. ORS 457.445 excludes all general obligation bonds that were approved by voters after October 6, 2001 from the calculation of the consolidated tax rate for the Area.

## Tax Rate Limitations

In 1991, Oregon voters approved Ballot Measure 5, which amended the Oregon Constitution to establish an upper limit on the amount of property taxes that the assessor can collect from each individual property. These limitations are \$5 per \$1,000 of **real market value** for education and \$10 per \$1,000 of **real market value** for general government purposes. General obligation bond rates are excluded from these tax rate limitations. These tax rate limitations are calculated based on real market value, whereas tax rates apply to assessed value. When the taxes on an individual property exceed the tax rate limitations, the amount of taxes imposed is reduced, resulting in “compression” losses for the impacted taxing districts.

## Tax Increment Financing

ORS 457.420 allows urban renewal agencies to use TIF to pay for projects identified in urban renewal plans. TIF is not an increase in property tax rates, but instead is a division of property tax revenues. A portion of the property tax revenue generated within an urban renewal area is redirected from the overlapping taxing districts to the urban renewal agency.

When an urban renewal area is first established, the total assessed value of property in the area is recorded as the “frozen base.” In future years, if the assessed value of the area increases, the difference between the total assessed value and the frozen base is known as the “increment” value. Property tax revenue generated by the frozen base continues to go to overlapping taxing districts as normal, but tax generated from the increment value is redirected to the urban renewal agency as TIF revenue.

Because TIF revenue requires property values to increase above the frozen base, and because Oregon’s property tax system limits the growth in maximum assessed value to 3.0% per year for most properties, urban renewal areas typically have relatively limited TIF revenue in their early years, and more revenue over time. Agencies that stimulate new development tend to be more successful, generating higher amounts of TIF revenue earlier in their timeline that allow for investment in more projects earlier.

Given these dynamics, urban renewal agencies often borrow money and repay it over time with TIF revenue. This allows urban renewal agencies to accelerate the timing of projects, spurring more development early on and requiring long-term repayment of principal and interest.

The funding plan described in this Report forecasts the annual TIF revenue that would be generated in the Area over the long-term, and then converts that TIF revenue to borrowing capacity over time. If the total borrowing capacity is within the maximum indebtedness identified in the Plan and sufficient to pay for the costs of all projects listed in the Plan, then the Plan is economically sound and feasible, as required by ORS 457.095.

## 6.2. Summary of Project Costs and Timing

Exhibit 26 shows a summary of total project costs and timing. Some projects will require funding from multiple sources, and use TIF essentially as matching funds or gap filling funds. **The numbers shown in Exhibit 26 are only the portions of project costs that would be funded by urban renewal.** The total amount of TIF used for all projects, excluding administration and finance fees, is \$40,000,000 in constant 2017 dollars. The cost of administration and finance fees over the life of the Area increase this total to \$42,356,000. The Plan assumes annual inflation rate of 3% per year. When accounting for inflation and based on the assumed timing of projects, the total project costs in nominal year-of-expenditure (“YOE”) dollars is \$61,985,700, which is within the \$62,000,000 maximum indebtedness established by the Plan. We estimate the frozen base assessed value of the Area to be \$172,586,634, 19.04% of the City’s assessed value of \$906,234,062.

Although Exhibit 26 lists the estimated completion dates for all projects, many projects will be funded in phases over a longer period, which means that expenditures for some projects would begin much earlier than the completion dates listed in Exhibit 26.

**Exhibit 26. Summary of Estimated Project Costs and Anticipated Timing\***

Project Name	Project Cost		Anticipated Completion Date
	2017 \$	YOE \$	
<b>Site Preparation</b>			
Contributions for Waterfront Site Preparation or Remediation	\$ 1,500,000	\$ 1,791,200	2020
Site Preparation and Infrastructure Loans or Grants	\$ 2,500,000	\$ 4,063,600	2040
Waterfront Utilities and Stormwater Infrastructure: Phase 1	\$ 1,400,000	\$ 1,485,300	2019
Waterfront Utilities and Stormwater Infrastructure: Phase 2	\$ 900,000	\$ 1,074,700	2022
<i>Subtotal</i>	<b>\$ 6,300,000</b>	<b>\$ 8,414,800</b>	
<b>Open Space</b>			
Columbia View Park Expansion	\$ 1,100,000	\$ 1,275,200	2020
Waterfront Greenway Trail/Park Design Phase 1 & Bank Enhancement	\$ 3,000,000	\$ 3,477,900	2022
Trestle Trail Contribution	\$ 750,000	\$ 1,101,400	2030
Marina Contribution	\$ 750,000	\$ 1,038,200	2026
Waterfront Greenway Trail/Tualatin St. Plaza Design Phase 2	\$ 3,000,000	\$ 3,914,400	2026
Habitat/Riparian Projects	\$ 500,000	\$ 903,100	2036
Partnership to Improve County Courthouse Plaza	\$ 750,000	\$ 1,134,500	2027
Wayfinding Improvements	\$ 250,000	\$ 298,500	2024
<i>Subtotal</i>	<b>\$ 10,100,000</b>	<b>\$ 13,143,200</b>	
<b>Infrastructure</b>			
Road Extension on South 1st and the Strand	\$ 2,300,000	\$ 2,579,900	2023
First Street and Strand Road Improvements	\$ 1,000,000	\$ 1,159,300	2022
Old Portland Road/Gable Intersection Improvements	\$ 600,000	\$ 760,700	2026
Old Portland Road/Plymouth Street Intersection Improvements	\$ 600,000	\$ 760,700	2026
Plymouth Street Improvements	\$ 200,000	\$ 261,000	2026
Corridor Master Plan Improvements	\$ 13,200,000	\$ 21,700,800	2036
US 30 Road Projects - Short Term	\$ 1,200,000	\$ 1,565,800	2026
US 30 Road Projects - Long Term	\$ 2,000,000	\$ 4,065,600	2039
<i>Subtotal</i>	<b>\$ 21,100,000</b>	<b>\$ 32,853,800</b>	
<b>Economic Development</b>			
Economic Development Planning	\$ 500,000	\$ 792,000	2041
Storefront improvement Program	\$ 1,500,000	\$ 2,491,800	2041
<i>Subtotal</i>	<b>\$ 2,000,000</b>	<b>\$ 3,283,800</b>	
<b>Administration</b>			
Administration	\$ 2,275,000	\$ 3,497,100	2043**
Finance Fees	\$ 581,000	\$ 793,000	2036
<i>Subtotal</i>	<b>\$ 2,856,000</b>	<b>\$ 4,290,100</b>	
<b>Total Expenditures</b>	<b>\$ 42,356,000</b>	<b>\$ 61,985,700</b>	

Source: Tiberius Solutions.

Notes: YOE stands for Year of Expenditure;

\*Cost is only the urban renewal contribution to a larger project that will require other yet-to-be-determined public or private funding sources.

\*\*Cumulative total over the course of the life of the Area.



## 6.3. TIF Revenue Forecast

This section describes the methods and assumptions used to forecast TIF revenue.

### Tax Rates

Exhibit 27 summarizes the applicable tax rates for the Area. The total consolidated tax rate for the Area is \$12.5494 per \$1,000 of assessed value. This tax rate is composed of only the permanent rates of overlapping taxing districts. Because the consolidated tax rate does not include local option or general obligation bond levies, the applicable tax rate is unlikely to change in future years.

#### Exhibit 27. Consolidated Tax Rate

Taxing District Name	Permanent Rate (per \$1,000 AV)
<b>General Government</b>	
Columbia County	1.3956
Columbia 911 District	0.2554
Columbia Vector	0.1279
Greater St. Helens Parks and Rec District	0.2347
Port of St. Helens	0.0886
Columbia Soil and Water Conservation Dist.	0.1000
City of St. Helens	1.9078
Columbia River Fire District	2.9731
<i>Subtotal</i>	<i>7.0831</i>
<b>Education</b>	
NW Regional ESD	0.1538
St. Helens School District - 502	5.0297
Portland Community College	0.2828
<i>Subtotal</i>	<i>5.4663</i>
<b>Total</b>	<b>12.5494</b>

Source: Tiberius Solutions

### Assessed Value Growth

The estimated frozen base assessed value of the Area is \$172,586,634. This is based on the sum of all tax accounts located within the boundary of the Area for FYE 2017, with estimates for the value of utility property and some personal property which are not site-specific (i.e., non-situs). The Columbia County Assessor will determine the official frozen base value after the Plan is adopted.

Growth in assessed value depends upon unknown future development activity. This analysis used assumptions that were informed by conversations with City staff with knowledge of potential short-term and long-term development opportunities. These assumptions are one simulation for assessed value growth, but actual results will depend upon the specific timing and value of future development in the Area.

This analysis used two approaches to incorporate assumptions on future development into the forecast:

- For more certain development opportunities, based on conversations between City staff and developers interested in specific sites, the funding plan uses specific assumptions on the land use, value, and timing of development.
- To capture assumptions about long-term development opportunities throughout the Area, the funding plan assumes an overall growth rate assumption to the total value each year.

Exhibit 28 summarizes the development assumptions included in the forecast. These are estimates of assessed value, which are calculated as estimated real market value multiplied by the corresponding changed property ratio. The estimated real market value is based on the assumed value of investment, and then inflated by 3.0% per year to account for inflation. Although these assumptions were informed by conversations with developers with development proposals within the Area, those conversations were preliminary and confidential, and those details are not presented in this Report. Collectively, these assumed development projects would add \$118,278,657 in assessed value to the Area over the duration of the Plan, with the largest amount of value coming from industrial development, especially in the early years.

**Exhibit 28. Specific Development Assumptions (YOE \$)**

FYE	Assessed Value by Land Use			Total
	Industrial	Commercial	Multifamily	
2017	\$ -	\$ -	\$ -	\$ -
2018	\$ -	\$ -	\$ -	\$ -
2019	\$ -	\$ -	\$ -	\$ -
2020	\$ -	\$ -	\$ -	\$ -
2021	\$ 1,890,840	\$ 2,127,195	\$ 8,620,205	\$ 12,638,240
2022	\$ 1,947,624	\$ -	\$ -	\$ 1,947,624
2023	\$ 48,146,112	\$ -	\$ -	\$ 48,146,112
2024	\$ 2,066,232	\$ -	\$ -	\$ 2,066,232
2025	\$ 2,128,224	\$ -	\$ -	\$ 2,128,224
2026	\$ 2,192,064	\$ 2,466,072	\$ 9,030,521	\$ 13,688,657
2027	\$ 2,257,752	\$ -	\$ -	\$ 2,257,752
2028	\$ 2,325,456	\$ -	\$ -	\$ 2,325,456
2029	\$ 2,395,176	\$ -	\$ -	\$ 2,395,176
2030	\$ 2,467,080	\$ -	\$ -	\$ 2,467,080
2031	\$ -	\$ 2,858,814	\$ 10,210,050	\$ 13,068,864
2032	\$ -	\$ -	\$ -	\$ -
2033	\$ -	\$ -	\$ -	\$ -
2034	\$ -	\$ -	\$ -	\$ -
2035	\$ -	\$ -	\$ -	\$ -
2036	\$ -	\$ 3,314,115	\$ 11,836,125	\$ 15,150,240
2037	\$ -	\$ -	\$ -	\$ -
2038	\$ -	\$ -	\$ -	\$ -
2039	\$ -	\$ -	\$ -	\$ -
2040	\$ -	\$ -	\$ -	\$ -
2041	\$ -	\$ -	\$ -	\$ -
2042	\$ -	\$ -	\$ -	\$ -
2043	\$ -	\$ -	\$ -	\$ -
<b>Total</b>	<b>\$ 67,816,560</b>	<b>\$ 10,766,196</b>	<b>\$ 39,696,901</b>	<b>\$ 118,279,657</b>

Source: Tiberius Solutions and ECONorthwest, with input from the City of St. Helens

In addition to the development assumptions shown in Exhibit 28, this report uses the following assumptions by property type:

- Real: 5.0% + specific assumptions shown in Exhibit 28
- Personal: 0%
- Utility: 0%
- Manufactured: 0%

The assessed value growth assumptions described above and shown in Exhibit 28 are reflected in Exhibit 29, which shows projections of assessed value by property type for the assumed duration of the Plan. Total assessed value is anticipated to grow from \$172,586,634 in FYE 2017 to \$768,318,331 in FYE 2043, the anticipated final year of the Plan, with an average annual growth rate of 5.9%.

**Exhibit 29. Assessed Value Projections (YOE \$)**

FYE	Assessed Value				Total	Percent Growth
	Real	Personal	Utility	Manufactured		
2017	\$ 156,244,995	\$ 10,983,650	\$ 5,357,989	\$ -	\$ 172,586,634	
2018	\$ 164,057,245	\$ 10,983,650	\$ 5,357,989	\$ -	\$ 180,398,884	4.5%
2019	\$ 172,260,107	\$ 10,983,650	\$ 5,357,989	\$ -	\$ 188,601,746	4.5%
2020	\$ 180,873,112	\$ 10,983,650	\$ 5,357,989	\$ -	\$ 197,214,751	4.6%
2021	\$ 202,555,008	\$ 10,983,650	\$ 5,357,989	\$ -	\$ 218,896,647	11.0%
2022	\$ 214,377,617	\$ 10,983,650	\$ 5,357,989	\$ -	\$ 230,719,256	5.4%
2023	\$ 272,943,309	\$ 10,983,650	\$ 5,357,989	\$ -	\$ 289,284,948	25.4%
2024	\$ 287,385,505	\$ 10,983,650	\$ 5,357,989	\$ -	\$ 303,727,144	5.0%
2025	\$ 302,532,342	\$ 10,983,650	\$ 5,357,989	\$ -	\$ 318,873,981	5.0%
2026	\$ 329,913,870	\$ 10,983,650	\$ 5,357,989	\$ -	\$ 346,255,509	8.6%
2027	\$ 346,916,783	\$ 10,983,650	\$ 5,357,989	\$ -	\$ 363,258,422	4.9%
2028	\$ 364,739,876	\$ 10,983,650	\$ 5,357,989	\$ -	\$ 381,081,515	4.9%
2029	\$ 383,421,887	\$ 10,983,650	\$ 5,357,989	\$ -	\$ 399,763,526	4.9%
2030	\$ 403,003,495	\$ 10,983,650	\$ 5,357,989	\$ -	\$ 419,345,134	4.9%
2031	\$ 434,054,929	\$ 10,983,650	\$ 5,357,989	\$ -	\$ 450,396,568	7.4%
2032	\$ 453,263,665	\$ 10,983,650	\$ 5,357,989	\$ -	\$ 469,605,304	4.3%
2033	\$ 473,358,017	\$ 10,983,650	\$ 5,357,989	\$ -	\$ 489,699,656	4.3%
2034	\$ 494,380,022	\$ 10,983,650	\$ 5,357,989	\$ -	\$ 510,721,661	4.3%
2035	\$ 516,373,750	\$ 10,983,650	\$ 5,357,989	\$ -	\$ 532,715,389	4.3%
2036	\$ 554,535,646	\$ 10,983,650	\$ 5,357,989	\$ -	\$ 570,877,285	7.2%
2037	\$ 579,068,182	\$ 10,983,650	\$ 5,357,989	\$ -	\$ 595,409,821	4.3%
2038	\$ 604,731,517	\$ 10,983,650	\$ 5,357,989	\$ -	\$ 621,073,156	4.3%
2039	\$ 631,579,316	\$ 10,983,650	\$ 5,357,989	\$ -	\$ 647,920,955	4.3%
2040	\$ 659,667,842	\$ 10,983,650	\$ 5,357,989	\$ -	\$ 676,009,481	4.3%
2041	\$ 689,056,082	\$ 10,983,650	\$ 5,357,989	\$ -	\$ 705,397,721	4.3%
2042	\$ 719,805,879	\$ 10,983,650	\$ 5,357,989	\$ -	\$ 736,147,518	4.4%
2043	\$ 751,982,075	\$ 10,983,650	\$ 5,357,989	\$ -	\$ 768,323,714	4.4%

Source: Tiberius Solutions, 2017

## TIF Revenue

Exhibit 30 shows the forecast of TIF revenue projections, combining the assessed value forecast from Exhibit 29 with the tax rates shown in Exhibit 27. The Agency will begin receiving TIF revenue in the first year that the Assessor sets the tax roll after the adoption of the urban renewal plan. The Assessor sets the tax roll January 1 of each year. For the Area, this means that on January 1, 2018, the Assessor will set the tax roll for FYE 2019, which is therefore the first year that the URA will be eligible to receive TIF revenue, estimated to be \$190,931.

Annual revenue would increase over time, with rapid growth in the early years resulting from anticipated development activity. By FYE 2043, the anticipated final year of the Plan, the URA would be receiving \$7,102,271 in annual TIF revenue.

### Exhibit 30. TIF Revenue Projections (YOE \$)

FYE	Assessed Value	Frozen Base	Excess Value	Tax Rate	Tax Increment Finance Revenue			
					Gross TIF	Adjustments	Net TIF	TIF
2017	\$ 172,586,634	\$ 172,586,634	\$ -	12.5494	\$ -	\$ -	\$ -	\$ -
2018	\$ 180,398,884	\$ 172,586,634	\$ -	12.5494	\$ -	\$ -	\$ -	\$ -
2019	\$ 188,601,746	\$ 172,586,634	\$ 16,015,112	12.5494	\$ 200,980	\$ (10,049)	\$ 190,931	\$ 190,931
2020	\$ 197,214,751	\$ 172,586,634	\$ 24,628,117	12.5494	\$ 309,068	\$ (15,453)	\$ 293,615	\$ 484,546
2021	\$ 218,896,647	\$ 172,586,634	\$ 46,310,013	12.5494	\$ 581,163	\$ (29,058)	\$ 552,105	\$ 1,036,651
2022	\$ 230,719,256	\$ 172,586,634	\$ 58,132,622	12.5494	\$ 729,530	\$ (36,477)	\$ 693,053	\$ 1,729,704
2023	\$ 289,284,948	\$ 172,586,634	\$ 116,698,314	12.5494	\$ 1,464,494	\$ (73,225)	\$ 1,391,269	\$ 3,120,973
2024	\$ 303,727,144	\$ 172,586,634	\$ 131,140,510	12.5494	\$ 1,645,735	\$ (82,287)	\$ 1,563,448	\$ 4,684,421
2025	\$ 318,873,981	\$ 172,586,634	\$ 146,287,347	12.5494	\$ 1,835,818	\$ (91,791)	\$ 1,744,027	\$ 6,428,448
2026	\$ 346,255,509	\$ 172,586,634	\$ 173,668,875	12.5494	\$ 2,179,440	\$ (108,972)	\$ 2,070,468	\$ 8,498,916
2027	\$ 363,258,422	\$ 172,586,634	\$ 190,671,788	12.5494	\$ 2,392,817	\$ (119,641)	\$ 2,273,176	\$ 10,772,092
2028	\$ 381,081,515	\$ 172,586,634	\$ 208,494,881	12.5494	\$ 2,616,486	\$ (130,824)	\$ 2,485,662	\$ 13,257,754
2029	\$ 399,763,526	\$ 172,586,634	\$ 227,176,892	12.5494	\$ 2,850,934	\$ (142,547)	\$ 2,708,387	\$ 15,966,141
2030	\$ 419,345,134	\$ 172,586,634	\$ 246,758,500	12.5494	\$ 3,096,671	\$ (154,834)	\$ 2,941,837	\$ 18,907,978
2031	\$ 450,396,568	\$ 172,586,634	\$ 277,809,934	12.5494	\$ 3,486,348	\$ (174,317)	\$ 3,312,031	\$ 22,220,009
2032	\$ 469,605,304	\$ 172,586,634	\$ 297,018,670	12.5494	\$ 3,727,406	\$ (186,370)	\$ 3,541,036	\$ 25,761,045
2033	\$ 489,699,656	\$ 172,586,634	\$ 317,113,022	12.5494	\$ 3,979,578	\$ (198,979)	\$ 3,780,599	\$ 29,541,644
2034	\$ 510,721,661	\$ 172,586,634	\$ 338,135,027	12.5494	\$ 4,243,392	\$ (212,170)	\$ 4,031,222	\$ 33,572,866
2035	\$ 532,715,389	\$ 172,586,634	\$ 360,128,755	12.5494	\$ 4,519,400	\$ (225,970)	\$ 4,293,430	\$ 37,866,296
2036	\$ 570,877,285	\$ 172,586,634	\$ 398,290,651	12.5494	\$ 4,998,309	\$ (249,915)	\$ 4,748,394	\$ 42,614,690
2037	\$ 595,409,821	\$ 172,586,634	\$ 422,823,187	12.5494	\$ 5,306,177	\$ (265,309)	\$ 5,040,868	\$ 47,655,558
2038	\$ 621,073,156	\$ 172,586,634	\$ 448,486,522	12.5494	\$ 5,628,237	\$ (281,412)	\$ 5,346,825	\$ 53,002,383
2039	\$ 647,920,955	\$ 172,586,634	\$ 475,334,321	12.5494	\$ 5,965,161	\$ (298,258)	\$ 5,666,903	\$ 58,669,286
2040	\$ 676,009,481	\$ 172,586,634	\$ 503,422,847	12.5494	\$ 6,317,655	\$ (315,883)	\$ 6,001,772	\$ 64,671,058
2041	\$ 705,397,721	\$ 172,586,634	\$ 532,811,087	12.5494	\$ 6,686,459	\$ (334,323)	\$ 6,352,136	\$ 71,023,194
2042	\$ 736,147,518	\$ 172,586,634	\$ 563,560,884	12.5494	\$ 7,072,351	\$ (353,618)	\$ 6,718,733	\$ 77,741,927
2043	\$ 768,323,714	\$ 172,586,634	\$ 595,737,080	12.5494	\$ 7,476,143	\$ (373,807)	\$ 7,102,336	\$ 84,844,263

Source: Tiberius Solutions, 2017

## Revenue Sharing

Exhibit 31 shows the forecast of revenue sharing to occur over the life of the Plan. Per ORS 457.470, revenue sharing is a system for urban renewal areas to share a portion of the TIF revenue with overlapping taxing districts, prior to termination of the Plan. Revenue sharing begins either on the 11th year after the initial approval of the Plan or in the year after TIF revenues meet or exceed 10% of the original maximum indebtedness of the Plan, whichever occurs last. Thereafter, 75% of annual TIF revenues exceeding 10% of the original maximum indebtedness of the Plan are shared with overlapping taxing districts. If the share of TIF revenue received by the Agency meets or exceeds 12.5% of the original maximum indebtedness, then in all subsequent years the TIF revenue for the Agency is limited to 12.5% of the original maximum indebtedness and all additional TIF revenue is shared with overlapping taxing districts.

Because the maximum indebtedness of the Plan is \$62 million, revenue sharing begins in the year after TIF revenues for the Agency exceed \$6.2 million, but not before the 11<sup>th</sup> year after the Plan is approved. We estimate that this revenue sharing threshold will be reached in FYE 2041, resulting in revenue sharing in all subsequent years. The final year the Plan would need to collect TIF revenue to pay off all debt would be FYE 2043, which means the Plan is not anticipated to experience significant revenue sharing. Of the \$86,399,099 in cumulative TIF revenue that is forecast, \$85,333,393 is anticipated to go to the Agency, while \$1,065,707 would be shared with overlapping taxing districts.

**Exhibit 31. Forecast Revenue Sharing (YOE \$)**

FYE	Net TIF Revenue		
	For the URA	Shared	Total
2017	\$ -	\$ -	\$ -
2018	\$ -	\$ -	\$ -
2019	\$ 190,931	\$ -	\$ 190,931
2020	\$ 293,615	\$ -	\$ 293,615
2021	\$ 552,105	\$ -	\$ 552,105
2022	\$ 693,053	\$ -	\$ 693,053
2023	\$ 1,391,269	\$ -	\$ 1,391,269
2024	\$ 1,563,448	\$ -	\$ 1,563,448
2025	\$ 1,744,027	\$ -	\$ 1,744,027
2026	\$ 2,070,468	\$ -	\$ 2,070,468
2027	\$ 2,273,176	\$ -	\$ 2,273,176
2028	\$ 2,485,662	\$ -	\$ 2,485,662
2029	\$ 2,708,387	\$ -	\$ 2,708,387
2030	\$ 2,941,837	\$ -	\$ 2,941,837
2031	\$ 3,312,031	\$ -	\$ 3,312,031
2032	\$ 3,541,036	\$ -	\$ 3,541,036
2033	\$ 3,780,599	\$ -	\$ 3,780,599
2034	\$ 4,031,222	\$ -	\$ 4,031,222
2035	\$ 4,293,430	\$ -	\$ 4,293,430
2036	\$ 4,748,394	\$ -	\$ 4,748,394
2037	\$ 5,040,868	\$ -	\$ 5,040,868
2038	\$ 5,346,825	\$ -	\$ 5,346,825
2039	\$ 5,666,903	\$ -	\$ 5,666,903
2040	\$ 6,001,772	\$ -	\$ 6,001,772
2041	\$ 6,352,136	\$ -	\$ 6,352,136
2042	\$ 6,329,683	\$ 389,050	\$ 6,718,733
2043	\$ 6,425,584	\$ 676,752	\$ 7,102,336
<b>Total</b>	<b>\$ 83,778,461</b>	<b>\$ 1,065,802</b>	<b>\$ 84,844,263</b>

Source: Tiberius Solutions, 2017

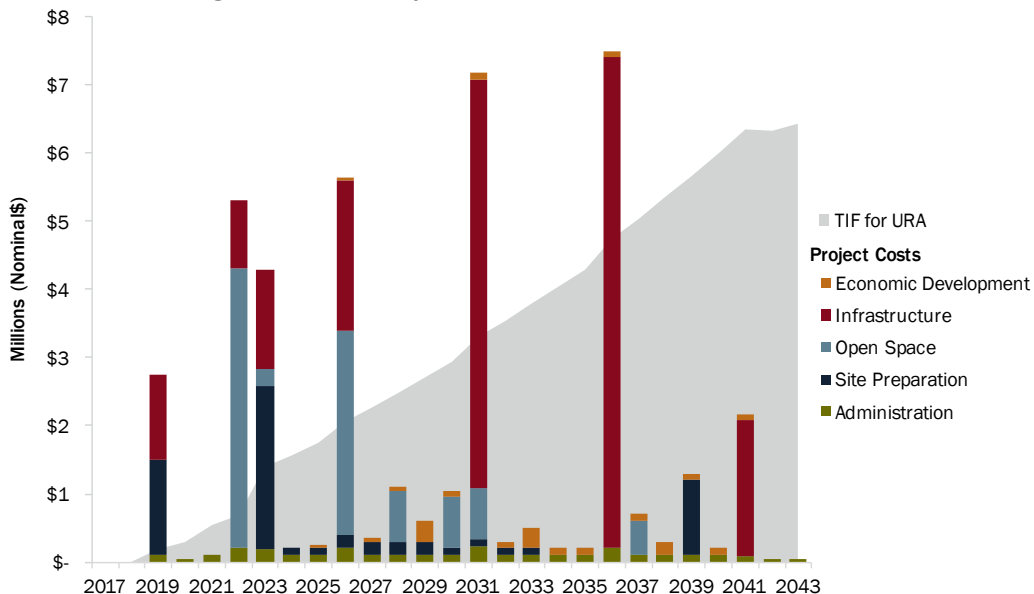
## 6.4. Financial Analysis of the Urban Renewal Plan

This section describes the funding plan (i.e., how the TIF revenue is used to fund specific projects over time) that forecasts future revenues, debt service, and expenditures on projects. It includes detailed tables of the anticipated annual cash flow for the Area.

Based on this analysis, this Report estimates that all projects will be completed and all debt will be retired in FYE 2043. An estimated \$85,333,393 in TIF revenue will be necessary to pay off the debt for projects in the Area. Total TIF revenue exceeds total project costs because some projects will be financed through debt, which requires the Agency to pay interest plus the initial capital costs.

Exhibit 32 illustrates the long-term finance plan of the Area. It shows the level of expenditures each year compared to annual TIF revenue. By issuing debt, the Agency can fund projects that exceed annual TIF revenues in the early years and then use future TIF revenues to pay off debt. As TIF revenues increase over time, so too will the borrowing capacity of the Area, allowing the Agency to incur additional debt. In the interim years between borrowings, the Agency will have limited ability to fund new projects, as most of its TIF revenue will be dedicated to paying debt service. This results in the Agency making relatively large expenditures every four to five years, compared to more modest expenditures in the interim years.

**Exhibit 32. Funding Plan, Summary Chart (YOE \$)**



Source: Tiberius Solutions and ECONorthwest, 2017

The anticipated cash flow from the Area for the duration of the Plan is shown in two series of tables. The first, Exhibit 33, shows a debt service fund, where annual TIF revenue is allocated to debt service. The second, Exhibit 34, shows a project fund, where bond/loan proceeds, additional TIF revenue, and interest earnings are used to fund specific projects.

The funding plan is based on assumptions for the timing and cost of projects, and the financing terms for debt incurred. Actual financing terms will vary, based on broader market conditions, as

well as the specific circumstances of each individual borrowing. This Report relies on the following assumptions:

- All debt has a 5% interest rate and minimum debt service coverage ratio of 1.25.
- Each borrowing has equal annual payments during the amortization period.
- No prepayment penalties would apply, allowing the Agency to pay off the debt early if sufficient resources are available.
- The amortization period for most borrowings is 20 years. However, the final two debt issuances have shorter amortization periods to pay off the debt and terminate the Plan more quickly. For these last two borrowings, the assumed amortization periods are 15 years (debt issued in FYE 2031) and 10 years (debt issued in FYE 2036). These loans would have scheduled debt service payments that extend through FYE 2046. However, as is typical for urban renewal plans, the forecast anticipates surplus TIF revenues in the later years. This allows loans to be paid off early, with the principal retired in FYE 2043.
- For the very first borrowing, the Agency draws down funds over the course of two years for construction (FYE 2019 and FYE 2020), with interest only payments due during FYE 2019, and full payments of principal and interest beginning in FYE 2020. For all other borrowings, the Agency spends debt proceeds in one fiscal year, with full debt service payments beginning in the same year.

**Exhibit 33. Funding Plan, Debt Service Fund Cash Flow (YOE \$) (continued on next two pages)**

<b>DEBT SERVICE FUND</b>	<b>2018-19</b>	<b>2019-20</b>	<b>2020-21</b>	<b>2021-22</b>	<b>2022-23</b>
<b>Resources</b>					
Beginning Fund Balance	\$ -	\$ -	\$ -	\$ -	\$ -
TIF for URA	\$ 190,931	\$ 293,615	\$ 552,105	\$ 693,053	\$ 1,391,269
<b>Total Resources</b>	<b>\$ 190,931</b>	<b>\$ 293,615</b>	<b>\$ 552,105</b>	<b>\$ 693,053</b>	<b>\$ 1,391,269</b>
<b>Expenditures</b>					
<i>Debt Service</i>					
Loan FYE 2019	\$ (145,000)	\$ (232,704)	\$ (232,704)	\$ (232,704)	\$ (232,704)
Loan FYE 2022	\$ -	\$ -	\$ -	\$ (300,000)	\$ (882,668)
Loan FYE 2026	\$ -	\$ -	\$ -	\$ -	\$ -
Loan FYE 2031	\$ -	\$ -	\$ -	\$ -	\$ -
Loan FYE 2036	\$ -	\$ -	\$ -	\$ -	\$ -
Early Payment of Principal					
<b>Total Debt Service</b>	<b>\$ (145,000)</b>	<b>\$ (232,704)</b>	<b>\$ (232,704)</b>	<b>\$ (532,704)</b>	<b>\$ (1,115,372)</b>
Coverage Ratio	1.32	1.26	2.37	1.30	1.25
<i>Transfer to D/S Reserve Fund</i>	\$ (45,931)	\$ (60,911)	\$ (319,401)	\$ (160,349)	\$ (275,897)
<b>Total Expenditures</b>	<b>\$ (190,931)</b>	<b>\$ (293,615)</b>	<b>\$ (552,105)</b>	<b>\$ (693,053)</b>	<b>\$ (1,391,269)</b>
<b>Ending Fund Balance</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>

<b>DEBT SERVICE FUND</b>	<b>2023-24</b>	<b>2024-25</b>	<b>2025-26</b>	<b>2026-27</b>	<b>2027-28</b>
<b>Resources</b>					
Beginning Fund Balance	\$ -	\$ -	\$ -	\$ -	\$ -
TIF for URA	\$ 1,563,448	\$ 1,744,027	\$ 2,070,468	\$ 2,273,176	\$ 2,485,662
<b>Total Resources</b>	<b>\$ 1,563,448</b>	<b>\$ 1,744,027</b>	<b>\$ 2,070,468</b>	<b>\$ 2,273,176</b>	<b>\$ 2,485,662</b>
<b>Expenditures</b>					
<i>Debt Service</i>					
Loan FYE 2019	\$ (232,704)	\$ (232,704)	\$ (232,704)	\$ (232,704)	\$ (232,704)
Loan FYE 2022	\$ (882,668)	\$ (882,668)	\$ (882,668)	\$ (882,668)	\$ (882,668)
Loan FYE 2026	\$ -	\$ -	\$ (525,589)	\$ (525,589)	\$ (525,589)
Loan FYE 2031	\$ -	\$ -	\$ -	\$ -	\$ -
Loan FYE 2036	\$ -	\$ -	\$ -	\$ -	\$ -
Early Payment of Principal					
<b>Total Debt Service</b>	<b>\$ (1,115,372)</b>	<b>\$ (1,115,372)</b>	<b>\$ (1,640,961)</b>	<b>\$ (1,640,961)</b>	<b>\$ (1,640,961)</b>
Coverage Ratio	1.40	1.56	1.26	1.39	1.51
Transfer to D/S Reserve Fund	\$ (448,076)	\$ (628,655)	\$ (429,507)	\$ (632,215)	\$ (844,701)
<b>Total Expenditures</b>	<b>\$ (1,563,448)</b>	<b>\$ (1,744,027)</b>	<b>\$ (2,070,468)</b>	<b>\$ (2,273,176)</b>	<b>\$ (2,485,662)</b>
<b>Ending Fund Balance</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>

<b>DEBT SERVICE FUND</b>	<b>2028-29</b>	<b>2029-30</b>	<b>2030-31</b>	<b>2031-32</b>	<b>2032-33</b>
<b>Resources</b>					
Beginning Fund Balance	\$ -	\$ -	\$ -	\$ -	\$ -
TIF for URA	\$ 2,708,387	\$ 2,941,837	\$ 3,312,031	\$ 3,541,036	\$ 3,780,599
<b>Total Resources</b>	<b>\$ 2,708,387</b>	<b>\$ 2,941,837</b>	<b>\$ 3,312,031</b>	<b>\$ 3,541,036</b>	<b>\$ 3,780,599</b>
<b>Expenditures</b>					
<i>Debt Service</i>					
Loan FYE 2019	\$ (232,704)	\$ (232,704)	\$ (232,704)	\$ (232,704)	\$ (232,704)
Loan FYE 2022	\$ (882,668)	\$ (882,668)	\$ (882,668)	\$ (882,668)	\$ (882,668)
Loan FYE 2026	\$ (525,589)	\$ (525,589)	\$ (525,589)	\$ (525,589)	\$ (525,589)
Loan FYE 2031	\$ -	\$ -	\$ (992,326)	\$ (992,326)	\$ (992,326)
Loan FYE 2036	\$ -	\$ -	\$ -	\$ -	\$ -
Early Payment of Principal					
<b>Total Debt Service</b>	<b>\$ (1,640,961)</b>	<b>\$ (1,640,961)</b>	<b>\$ (2,633,287)</b>	<b>\$ (2,633,287)</b>	<b>\$ (2,633,287)</b>
Coverage Ratio	1.65	1.79	1.26	1.34	1.44
Transfer to D/S Reserve Fund	\$ (1,067,426)	\$ (1,300,876)	\$ (678,744)	\$ (907,749)	\$ (1,147,312)
<b>Total Expenditures</b>	<b>\$ (2,708,387)</b>	<b>\$ (2,941,837)</b>	<b>\$ (3,312,031)</b>	<b>\$ (3,541,036)</b>	<b>\$ (3,780,599)</b>
<b>Ending Fund Balance</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>

<b>DEBT SERVICE FUND</b>	<b>2033-34</b>	<b>2034-35</b>	<b>2035-36</b>	<b>2036-37</b>	<b>2037-38</b>
<b>Resources</b>					
Beginning Fund Balance	\$ -	\$ -	\$ -	\$ -	\$ -
TIF for URA	\$ 4,031,222	\$ 4,293,430	\$ 4,748,394	\$ 5,040,868	\$ 5,346,825
<b>Total Resources</b>	<b>\$ 4,031,222</b>	<b>\$ 4,293,430</b>	<b>\$ 4,748,394</b>	<b>\$ 5,040,868</b>	<b>\$ 5,346,825</b>
<b>Expenditures</b>					
<i>Debt Service</i>					
Loan FYE 2019	\$ (232,704)	\$ (232,704)	\$ (232,704)	\$ (232,704)	\$ (232,704)
Loan FYE 2022	\$ (882,668)	\$ (882,668)	\$ (882,668)	\$ (882,668)	\$ (882,668)
Loan FYE 2026	\$ (525,589)	\$ (525,589)	\$ (525,589)	\$ (525,589)	\$ (525,589)
Loan FYE 2031	\$ (992,326)	\$ (992,326)	\$ (992,326)	\$ (992,326)	\$ (992,326)
Loan FYE 2036	\$ -	\$ -	\$ (1,152,591)	\$ (1,152,591)	\$ (1,152,591)
Early Payment of Principal					
<b>Total Debt Service</b>	<b>\$ (2,633,287)</b>	<b>\$ (2,633,287)</b>	<b>\$ (3,785,878)</b>	<b>\$ (3,785,878)</b>	<b>\$ (3,785,878)</b>
Coverage Ratio	1.53	1.63	1.25	1.33	1.41
Transfer to D/S Reserve Fund	\$ (1,397,935)	\$ (1,660,143)	\$ (962,516)	\$ (1,254,990)	\$ (1,560,947)
<b>Total Expenditures</b>	<b>\$ (4,031,222)</b>	<b>\$ (4,293,430)</b>	<b>\$ (4,748,394)</b>	<b>\$ (5,040,868)</b>	<b>\$ (5,346,825)</b>
<b>Ending Fund Balance</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>



<b>DEBT SERVICE FUND</b>	<b>2038-39</b>	<b>2039-40</b>	<b>2040-41</b>	<b>2041-42</b>	<b>2042-43</b>
<b>Resources</b>					
Beginning Fund Balance	\$ -	\$ -	\$ -	\$ -	\$ -
TIF for URA	\$ 5,666,903	\$ 6,001,772	\$ 6,352,136	\$ 6,329,683	\$ 6,425,584
<b>Total Resources</b>	<b>\$ 5,666,903</b>	<b>\$ 6,001,772</b>	<b>\$ 6,352,136</b>	<b>\$ 6,329,683</b>	<b>\$ 6,425,584</b>
<b>Expenditures</b>					
<i>Debt Service</i>					
Loan FYE 2019	\$ (232,704)	\$ -	\$ -	\$ -	\$ -
Loan FYE 2022	\$ (882,668)	\$ (882,668)	\$ (882,668)	\$ (882,668)	\$ -
Loan FYE 2026	\$ (525,589)	\$ (525,589)	\$ (525,589)	\$ (525,589)	\$ (525,589)
Loan FYE 2031	\$ (992,326)	\$ (992,326)	\$ (992,326)	\$ (992,326)	\$ (992,326)
Loan FYE 2036	\$ (1,152,591)	\$ (1,152,591)	\$ (1,152,591)	\$ (1,152,591)	\$ (1,152,591)
Early Payment of Principal					\$ (5,341,012)
<b>Total Debt Service</b>	<b>\$ (3,785,878)</b>	<b>\$ (3,553,174)</b>	<b>\$ (3,553,174)</b>	<b>\$ (3,553,174)</b>	<b>\$ (8,011,518)</b>
Coverage Ratio	1.50	1.69	1.79	1.78	0.80
<i>Transfer to D/S Reserve Fund</i>	\$ (1,881,025)	\$ (2,448,598)	\$ (2,798,962)	\$ (2,776,509)	\$ 1,585,934
<b>Total Expenditures</b>	<b>\$ (5,666,903)</b>	<b>\$ (6,001,772)</b>	<b>\$ (6,352,136)</b>	<b>\$ (6,329,683)</b>	<b>\$ (6,425,584)</b>
<b>Ending Fund Balance</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>

Source: Tiberius Solutions, 2017

**Exhibit 34. Funding Plan, Project Fund Cash Flow (YOE \$) (continued on next page)**

<b>PROJECT FUND</b>	<b>2018-19</b>	<b>2019-20</b>	<b>2020-21</b>	<b>2021-22</b>	<b>2022-23</b>
<b>Resources</b>					
Beginning Fund Balance	\$ -	\$ 23,531	\$ 29,960	\$ 236,911	\$ 250,145
Pay-as-you-go (Transfer from TIF Fund)	\$ 45,931	\$ 60,911	\$ 319,401	\$ 160,349	\$ 275,897
Bond/Loan Proceeds	\$ 2,900,000	\$ -	\$ -	\$ 6,000,000	\$ 5,000,000
Interest Earnings	\$ -	\$ 118	\$ 150	\$ 1,185	\$ 1,251
<b>Total Resources</b>	<b>\$ 2,945,931</b>	<b>\$ 84,560</b>	<b>\$ 349,511</b>	<b>\$ 6,398,445</b>	<b>\$ 5,527,293</b>
<b>Expenditures</b>					
Projects	\$ (2,811,400)	\$ -	\$ -	\$ (5,912,400)	\$ (4,895,800)
Admin	\$ (53,000)	\$ (54,600)	\$ (112,600)	\$ (115,900)	\$ (119,400)
Finance Fees	\$ (58,000)	\$ -	\$ -	\$ (120,000)	\$ (100,000)
<b>Total Expenditures</b>	<b>\$ (2,922,400)</b>	<b>\$ (54,600)</b>	<b>\$ (112,600)</b>	<b>\$ (6,148,300)</b>	<b>\$ (5,115,200)</b>
<b>Ending Fund Balance</b>	<b>\$ 23,531</b>	<b>\$ 29,960</b>	<b>\$ 236,911</b>	<b>\$ 250,145</b>	<b>\$ 412,093</b>

<b>PROJECT FUND</b>	<b>2023-24</b>	<b>2024-25</b>	<b>2025-26</b>	<b>2026-27</b>	<b>2027-28</b>
<b>Resources</b>					
Beginning Fund Balance	\$ 412,093	\$ 616,229	\$ 931,265	\$ 542,728	\$ 707,257
Pay-as-you-go (Transfer from TIF Fund)	\$ 448,076	\$ 628,655	\$ 429,507	\$ 632,215	\$ 844,701
Bond/Loan Proceeds	\$ -	\$ -	\$ 6,550,000	\$ -	\$ -
Interest Earnings	\$ 2,060	\$ 3,081	\$ 4,656	\$ 2,714	\$ 3,536
<b>Total Resources</b>	<b>\$ 862,229</b>	<b>\$ 1,247,965</b>	<b>\$ 7,915,428</b>	<b>\$ 1,177,657</b>	<b>\$ 1,555,494</b>
<b>Expenditures</b>					
Projects	\$ (123,000)	\$ (190,000)	\$ (7,111,200)	\$ (336,000)	\$ (1,384,200)
Admin	\$ (123,000)	\$ (126,700)	\$ (130,500)	\$ (134,400)	\$ (138,400)
Finance Fees	\$ -	\$ -	\$ (131,000)	\$ -	\$ -
<b>Total Expenditures</b>	<b>\$ (246,000)</b>	<b>\$ (316,700)</b>	<b>\$ (7,372,700)</b>	<b>\$ (470,400)</b>	<b>\$ (1,522,600)</b>
<b>Ending Fund Balance</b>	<b>\$ 616,229</b>	<b>\$ 931,265</b>	<b>\$ 542,728</b>	<b>\$ 707,257</b>	<b>\$ 32,894</b>

<b>PROJECT FUND</b>	<b>2028-29</b>	<b>2029-30</b>	<b>2030-31</b>	<b>2031-32</b>	<b>2032-33</b>
<b>Resources</b>					
Beginning Fund Balance	\$ 32,894	\$ 245,084	\$ 5,085	\$ 113,854	\$ 554,772
Pay-as-you-go (Transfer from TIF Fund)	\$ 1,067,426	\$ 1,300,876	\$ 678,744	\$ 907,749	\$ 1,147,312
Bond/Loan Proceeds	\$ -	\$ -	\$ 10,300,000	\$ -	\$ -
Interest Earnings	\$ 164	\$ 1,225	\$ 25	\$ 569	\$ 2,774
<b>Total Resources</b>	<b>\$ 1,100,484</b>	<b>\$ 1,547,185</b>	<b>\$ 10,983,854</b>	<b>\$ 1,022,172</b>	<b>\$ 1,704,858</b>
<b>Expenditures</b>					
Projects	\$ (712,800)	\$ (1,395,200)	\$ (10,512,700)	\$ (311,600)	\$ (641,900)
Admin	\$ (142,600)	\$ (146,900)	\$ (151,300)	\$ (155,800)	\$ (160,500)
Finance Fees	\$ -	\$ -	\$ (206,000)	\$ -	\$ -
<b>Total Expenditures</b>	<b>\$ (855,400)</b>	<b>\$ (1,542,100)</b>	<b>\$ (10,870,000)</b>	<b>\$ (467,400)</b>	<b>\$ (802,400)</b>
<b>Ending Fund Balance</b>	<b>\$ 245,084</b>	<b>\$ 5,085</b>	<b>\$ 113,854</b>	<b>\$ 554,772</b>	<b>\$ 902,458</b>

<b>PROJECT FUND</b>	<b>2033-34</b>	<b>2034-35</b>	<b>2035-36</b>	<b>2036-37</b>	<b>2037-38</b>
<b>Resources</b>					
Beginning Fund Balance	\$ 902,458	\$ 1,974,305	\$ 3,303,920	\$ 28,956	\$ 19,791
Pay-as-you-go (Transfer from TIF Fund)	\$ 1,397,935	\$ 1,660,143	\$ 962,516	\$ 1,254,990	\$ 1,560,947
Bond/Loan Proceeds	\$ -	\$ -	\$ 8,900,000	\$ -	\$ -
Interest Earnings	\$ 4,512	\$ 9,872	\$ 16,520	\$ 145	\$ 99
<b>Total Resources</b>	<b>\$ 2,304,905</b>	<b>\$ 3,644,320</b>	<b>\$ 13,182,956</b>	<b>\$ 1,284,091</b>	<b>\$ 1,580,837</b>
<b>Expenditures</b>					
Projects	\$ (165,300)	\$ (170,200)	\$ (12,800,600)	\$ (1,083,700)	\$ (372,000)
Admin	\$ (165,300)	\$ (170,200)	\$ (175,400)	\$ (180,600)	\$ (186,000)
Finance Fees	\$ -	\$ -	\$ (178,000)	\$ -	\$ -
<b>Total Expenditures</b>	<b>\$ (330,600)</b>	<b>\$ (340,400)</b>	<b>\$ (13,154,000)</b>	<b>\$ (1,264,300)</b>	<b>\$ (558,000)</b>
<b>Ending Fund Balance</b>	<b>\$ 1,974,305</b>	<b>\$ 3,303,920</b>	<b>\$ 28,956</b>	<b>\$ 19,791</b>	<b>\$ 1,022,837</b>

<b>PROJECT FUND</b>	<b>2038-39</b>	<b>2039-40</b>	<b>2040-41</b>	<b>2041-42</b>	<b>2042-43</b>
<b>Resources</b>					
Beginning Fund Balance	\$ 1,022,837	\$ 418,076	\$ 2,473,964	\$ -	\$ -
Pay-as-you-go (Transfer from TIF Fund)	\$ 1,881,025	\$ 2,448,598	\$ 1,935,066	\$ 104,700	\$ 107,800
Bond/Loan Proceeds	\$ -	\$ -	\$ -	\$ -	\$ -
Interest Earnings	\$ 5,114	\$ 2,090	\$ 12,370	\$ -	\$ -
<b>Total Resources</b>	<b>\$ 2,908,976</b>	<b>\$ 2,868,764</b>	<b>\$ 4,421,400</b>	<b>\$ 104,700</b>	<b>\$ 107,800</b>
<b>Expenditures</b>					
Projects	\$ (2,299,300)	\$ (197,400)	\$ (4,268,900)	\$ -	\$ -
Admin	\$ (191,600)	\$ (197,400)	\$ (152,500)	\$ (104,700)	\$ (107,800)
Finance Fees	\$ -	\$ -	\$ -	\$ -	\$ -
<b>Total Expenditures</b>	<b>\$ (2,490,900)</b>	<b>\$ (394,800)</b>	<b>\$ (4,421,400)</b>	<b>\$ (104,700)</b>	<b>\$ (107,800)</b>
<b>Ending Fund Balance</b>	<b>\$ 418,076</b>	<b>\$ 2,473,964</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>

Source: Tiberius Solutions, 2017

## 7. Impacts to Taxing Jurisdictions

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As stated earlier in this Report, TIF revenue is a division of property tax revenue and not an increase in property tax rates. The financial impacts are primarily to overlapping taxing districts, not property tax payers.

Instead, this Report calculates the “foregone revenues” for the overlapping taxing districts as a proxy for the impact of urban renewal. Foregone revenue is the proportional share of TIF revenue that is received by the Agency rather than the taxing district.

There are two caveats for calculations of foregone revenue:

1. By using foregone revenues, this Report may overstate the impact that the Area has on overlapping taxing districts, as some of the TIF revenue may be generated by development that would not have happened, but for the investment in urban renewal projects.
2. A calculation of foregone revenue does not account for any increase in tax revenues that overlapping taxing districts may receive in the future after the Plan is terminated, if the Agency is successful at increasing the assessed value of property in the Area.

Exhibit 35 shows the forecast of foregone property tax revenues for all overlapping taxing districts. The total foregone revenues are equal to the total TIF revenue needed by the Agency to pay off all debt. The St. Helens School District, City of St. Helens, and Columbia County are the three jurisdictions with the most foregone revenue. Those three taxing districts combined account for two-thirds of the total foregone revenue.

Although Exhibit 36 includes the St. Helens School District and NW Regional Education Service District, these jurisdictions are not *directly* affected by tax increment financing. The Oregon Constitution requires equal funding per student for all school districts, regardless of local property tax collections. Each biennium, the State Legislature determines the statewide school funding amount per-student. School districts that generate less than this amount through local sources receive grants from the State School Fund to make up the difference. Thus, fluctuations in local property tax revenue do not have a direct impact on local school funding. In other words, foregone property tax revenues for school districts and education service districts are substantially offset by funding from the State School Fund.

**Exhibit 35. Forecast of Foregone Revenues, General Government (YOE\$)**

FYE	Columbia County	Columbia 911 District	Columbia Vector	Gtr. St. Helens Parks & Rec	Port of St. Helens	Columbia SWCD	St. Helens City	Columbia River Fire	Subtotal: General Gvmt
2017	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
2018	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
2019	\$ (21,233)	\$ (3,886)	\$ (1,946)	\$ (3,571)	\$ (1,348)	\$ (1,521)	\$ (29,026)	\$ (45,234)	\$ (107,765)
2020	\$ (32,652)	\$ (5,976)	\$ (2,992)	\$ (5,491)	\$ (2,073)	\$ (2,340)	\$ (44,636)	\$ (69,561)	\$ (165,721)
2021	\$ (61,399)	\$ (11,236)	\$ (5,627)	\$ (10,326)	\$ (3,898)	\$ (4,399)	\$ (83,933)	\$ (130,800)	\$ (311,618)
2022	\$ (77,073)	\$ (14,105)	\$ (7,063)	\$ (12,962)	\$ (4,893)	\$ (5,523)	\$ (105,360)	\$ (164,192)	\$ (391,171)
2023	\$ (154,721)	\$ (28,315)	\$ (14,179)	\$ (26,020)	\$ (9,822)	\$ (11,086)	\$ (211,505)	\$ (329,608)	\$ (785,256)
2024	\$ (173,869)	\$ (31,819)	\$ (15,934)	\$ (29,240)	\$ (11,038)	\$ (12,458)	\$ (237,680)	\$ (370,399)	\$ (882,437)
2025	\$ (193,951)	\$ (35,494)	\$ (17,775)	\$ (32,617)	\$ (12,313)	\$ (13,897)	\$ (265,133)	\$ (413,180)	\$ (984,360)
2026	\$ (230,254)	\$ (42,137)	\$ (21,102)	\$ (38,722)	\$ (14,618)	\$ (16,499)	\$ (314,759)	\$ (490,518)	\$ (1,168,609)
2027	\$ (252,797)	\$ (46,263)	\$ (23,168)	\$ (42,513)	\$ (16,049)	\$ (18,114)	\$ (345,575)	\$ (538,542)	\$ (1,283,021)
2028	\$ (276,427)	\$ (50,587)	\$ (25,333)	\$ (46,487)	\$ (17,549)	\$ (19,807)	\$ (377,878)	\$ (588,882)	\$ (1,402,950)
2029	\$ (301,196)	\$ (55,120)	\$ (27,603)	\$ (50,652)	\$ (19,121)	\$ (21,582)	\$ (411,738)	\$ (641,649)	\$ (1,528,661)
2030	\$ (327,157)	\$ (59,871)	\$ (29,982)	\$ (55,018)	\$ (20,770)	\$ (23,442)	\$ (447,227)	\$ (696,956)	\$ (1,660,423)
2031	\$ (368,326)	\$ (67,405)	\$ (33,755)	\$ (61,942)	\$ (23,383)	\$ (26,392)	\$ (503,506)	\$ (784,659)	\$ (1,869,368)
2032	\$ (393,793)	\$ (72,066)	\$ (36,089)	\$ (66,225)	\$ (25,000)	\$ (28,217)	\$ (538,320)	\$ (838,913)	\$ (1,998,623)
2033	\$ (420,435)	\$ (76,941)	\$ (38,531)	\$ (70,705)	\$ (26,691)	\$ (30,126)	\$ (574,739)	\$ (895,668)	\$ (2,133,836)
2034	\$ (448,306)	\$ (82,042)	\$ (41,085)	\$ (75,392)	\$ (28,461)	\$ (32,123)	\$ (612,839)	\$ (955,044)	\$ (2,275,292)
2035	\$ (477,466)	\$ (87,378)	\$ (43,757)	\$ (80,296)	\$ (30,312)	\$ (34,212)	\$ (652,701)	\$ (1,017,164)	\$ (2,423,286)
2036	\$ (528,062)	\$ (96,637)	\$ (48,394)	\$ (88,805)	\$ (33,524)	\$ (37,838)	\$ (721,866)	\$ (1,124,950)	\$ (2,680,076)
2037	\$ (560,587)	\$ (102,590)	\$ (51,375)	\$ (94,275)	\$ (35,589)	\$ (40,168)	\$ (766,329)	\$ (1,194,241)	\$ (2,845,154)
2038	\$ (594,612)	\$ (108,816)	\$ (54,493)	\$ (99,997)	\$ (37,749)	\$ (42,606)	\$ (812,841)	\$ (1,266,726)	\$ (3,017,840)
2039	\$ (630,208)	\$ (115,330)	\$ (57,756)	\$ (105,983)	\$ (40,009)	\$ (45,157)	\$ (861,501)	\$ (1,342,556)	\$ (3,198,500)
2040	\$ (667,448)	\$ (122,145)	\$ (61,168)	\$ (112,246)	\$ (42,373)	\$ (47,825)	\$ (912,409)	\$ (1,421,890)	\$ (3,387,504)
2041	\$ (706,412)	\$ (129,276)	\$ (64,739)	\$ (118,798)	\$ (44,847)	\$ (50,617)	\$ (965,672)	\$ (1,504,895)	\$ (3,585,256)
2042	\$ (703,915)	\$ (128,819)	\$ (64,510)	\$ (118,378)	\$ (44,688)	\$ (50,438)	\$ (962,259)	\$ (1,499,576)	\$ (3,572,583)
2043	\$ (714,580)	\$ (130,771)	\$ (65,488)	\$ (120,172)	\$ (45,365)	\$ (51,202)	\$ (976,838)	\$ (1,522,296)	\$ (3,626,712)
<b>Total</b>	<b>\$ (9,316,879)</b>	<b>\$ (1,705,025)</b>	<b>\$ (853,844)</b>	<b>\$ (1,566,833)</b>	<b>\$ (591,483)</b>	<b>\$ (667,589)</b>	<b>\$ (12,736,270)</b>	<b>\$ (19,848,099)</b>	<b>\$ (47,286,022)</b>

Source: Tiberius Solutions, 2017.

**Exhibit 36. Forecast of Foregone Revenues, Education (YOE\$)**

<b>FYE</b>	<b>NW Regional ESD</b>	<b>St. Helens School District</b>	<b>Portland Comm College</b>	<b>Subtotal: Education</b>	<b>Total (General Government and Education</b>
2017	\$ -	\$ -	\$ -	\$ -	\$ -
2018	\$ -	\$ -	\$ -	\$ -	\$ -
2019	\$ (2,340)	\$ (76,524)	\$ (4,303)	\$ (83,167)	\$ (190,932)
2020	\$ (3,598)	\$ (117,679)	\$ (6,617)	\$ (127,894)	\$ (293,615)
2021	\$ (6,766)	\$ (221,279)	\$ (12,442)	\$ (240,487)	\$ (552,105)
2022	\$ (8,494)	\$ (277,770)	\$ (15,618)	\$ (301,882)	\$ (693,053)
2023	\$ (17,051)	\$ (557,610)	\$ (31,352)	\$ (606,013)	\$ (1,391,269)
2024	\$ (19,161)	\$ (626,618)	\$ (35,232)	\$ (681,011)	\$ (1,563,448)
2025	\$ (21,374)	\$ (698,992)	\$ (39,302)	\$ (759,668)	\$ (1,744,028)
2026	\$ (25,375)	\$ (829,827)	\$ (46,658)	\$ (901,860)	\$ (2,070,469)
2027	\$ (27,859)	\$ (911,071)	\$ (51,226)	\$ (990,156)	\$ (2,273,177)
2028	\$ (30,463)	\$ (996,234)	\$ (56,014)	\$ (1,082,711)	\$ (2,485,661)
2029	\$ (33,193)	\$ (1,085,500)	\$ (61,033)	\$ (1,179,726)	\$ (2,708,387)
2030	\$ (36,054)	\$ (1,179,065)	\$ (66,294)	\$ (1,281,413)	\$ (2,941,836)
2031	\$ (40,591)	\$ (1,327,436)	\$ (74,636)	\$ (1,442,663)	\$ (3,312,031)
2032	\$ (43,397)	\$ (1,419,219)	\$ (79,797)	\$ (1,542,413)	\$ (3,541,036)
2033	\$ (46,333)	\$ (1,515,234)	\$ (85,196)	\$ (1,646,763)	\$ (3,780,599)
2034	\$ (49,405)	\$ (1,615,682)	\$ (90,843)	\$ (1,755,930)	\$ (4,031,222)
2035	\$ (52,618)	\$ (1,720,773)	\$ (96,752)	\$ (1,870,143)	\$ (4,293,429)
2036	\$ (58,194)	\$ (1,903,119)	\$ (107,005)	\$ (2,068,318)	\$ (4,748,394)
2037	\$ (61,779)	\$ (2,020,340)	\$ (113,596)	\$ (2,195,715)	\$ (5,040,869)
2038	\$ (65,528)	\$ (2,142,965)	\$ (120,490)	\$ (2,328,983)	\$ (5,346,823)
2039	\$ (69,451)	\$ (2,271,250)	\$ (127,703)	\$ (2,468,404)	\$ (5,666,904)
2040	\$ (73,555)	\$ (2,405,463)	\$ (135,250)	\$ (2,614,268)	\$ (6,001,772)
2041	\$ (77,849)	\$ (2,545,886)	\$ (143,145)	\$ (2,766,880)	\$ (6,352,136)
2042	\$ (77,574)	\$ (2,536,887)	\$ (142,639)	\$ (2,757,100)	\$ (6,329,683)
2043	\$ (78,749)	\$ (2,575,323)	\$ (144,800)	\$ (2,798,872)	\$ (6,425,584)
<b>Total</b>	<b>\$ (1,026,751)</b>	<b>\$ (33,577,746)</b>	<b>\$ (1,887,943)</b>	<b>\$ (36,492,440)</b>	<b>\$ (83,778,462)</b>

Source: Tiberius Solutions, 2017.

Exhibit 37 shows the projected increase in tax revenue for overlapping taxing districts after TIF collection is anticipated to be terminated. These projections are for FYE 2044.

**Exhibit 37. Increase in Tax Revenues for Overlapping Taxing Districts (after Debt Repayment)**

Taxing District	Tax Rate	Tax Revenue in FYE 2044 (year after expiration)		
		From Frozen Base	From Excess Value	Total
<b>General Government</b>				
Columbia County	1.3956	\$ 240,862	\$ 878,401	\$ 1,119,263
Columbia 911 District	0.2554	\$ 44,079	\$ 160,751	\$ 204,830
Columbia Vector	0.1279	\$ 22,074	\$ 80,501	\$ 102,575
Gtr. St. Helens Parks & Rec	0.2347	\$ 40,506	\$ 147,722	\$ 188,228
Port of St. Helens	0.0886	\$ 15,291	\$ 55,766	\$ 71,057
Columbia SWCD	0.1	\$ 17,259	\$ 62,941	\$ 80,200
St. Helens City	1.9078	\$ 329,261	\$ 1,200,784	\$ 1,530,045
Columbia River Fire	2.9731	\$ 513,117	\$ 1,871,292	\$ 2,384,409
<i>Subtotal</i>	<i>7.0831</i>	<i>\$ 1,222,448</i>	<i>\$ 4,458,157</i>	<i>\$ 5,680,607</i>
<b>Education</b>				
NW Regional ESD	0.1538	\$ 26,544	\$ 96,803	\$ 123,347
St. Helens School District	5.0297	\$ 868,059	\$ 3,165,732	\$ 4,033,791
Portland Comm College	0.2828	\$ 48,808	\$ 177,996	\$ 226,804
<i>Subtotal</i>	<i>5.4663</i>	<i>\$ 943,410</i>	<i>\$ 3,440,531</i>	<i>\$ 4,383,942</i>
<b>Total</b>	<b>12.5494</b>	<b>\$ 2,165,860</b>	<b>\$ 7,898,689</b>	<b>\$ 10,064,549</b>

Source: Tiberius Solutions, 2017.

## 8. Statutory Compliance

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State law limits the percentage of both a municipality's total assessed value and the total land area that can be contained in an urban renewal area at the time of its establishment to 25% for municipalities under 50,000 in population. As noted below in Exhibit 38, the frozen base, including all real, personal, manufactured, and utility properties in the Area, is projected to be \$172,586,634, 19.04% of the City's assessed value of \$906,234,062.

The Area has 756 acres, including right-of-way, and the City of St. Helens has 2,726 acres according to the City. Therefore, 20.29% of the City's acreage is in the Area, below the 25% state limit.

### Exhibit 38. Urban Renewal Area Conformance with Assessed Value and Acreage Limits

Area	Frozen Base/ Assessed Value	Acres
St. Helens URA	\$172,586,634	756
City of St. Helens	\$906,234,062	3,726
<b>Percent of Total</b>	<b>19.04%</b>	<b>20.29%</b>

Source: Columbia County Assessor and City of St. Helens.



## 9. Relocation Report

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There is no relocation report required for the Plan. No relocation activities are anticipated.

### Disclaimer

ECONorthwest worked with the City of St. Helens to develop the content of this Plan. The St. Helens Urban Renewal Plan (Plan) and Report accompanying the Plan (Report) received legal review to ensure compliance with Oregon's legal and statutory framework for urban renewal plans. The staff at ECONorthwest prepared this plan based on their knowledge of urban renewal, as well as information derived from government agencies, private statistical services, the reports of others, interviews of individuals, or other sources believed to be reliable. ECONorthwest has not independently verified the accuracy of all such information and makes no representation regarding its accuracy or completeness. Any statements nonfactual in nature constitute the authors' current opinions, which may change as more information becomes available.

ECONorthwest provides this financial analysis in our role as a consultant to the City of St. Helens for informational and planning purposes only. Specifically: (a) ECONorthwest is not recommending an action to the municipal entity or obligated person; (b) ECONorthwest is not acting as an advisor to the municipal entity or obligated person and does not owe a fiduciary duty pursuant to Section 15B of the Exchange Act to the municipal entity or obligated person with respect to the information and material contained in this communication; (c) ECONorthwest is acting for its own interests; and (d) the municipal entity or obligated person should discuss any information and material contained in this communication with any and all internal or external advisors and experts that the municipal entity or obligated person deems appropriate before acting on this information or material.