



St. Helens Waterfront Area-Wide Plan

Waterfront Advisory Committee
September 12, 2016

Agenda

1. Welcome
 2. Meet a Developer
 3. Review Update Materials
 4. Framework and Demonstration Plans
 5. Development Agreement & Standards
 6. Project Sheets & Implementation Strategy
 7. Next Steps
 8. Adjourn
- 

Dwight Unti – Tokola Properties

- President & Owner
- Develop, Build, Own & Manage
- Portfolio of properties in the Pacific Northwest
- 30 Employees
- 20 Separate projects to-date

4th Main Hillsboro

2014 Oregon Main Street Association “Best New Building”

2014 *Portland Business Journal* “Public-Private Partnership of the Year”

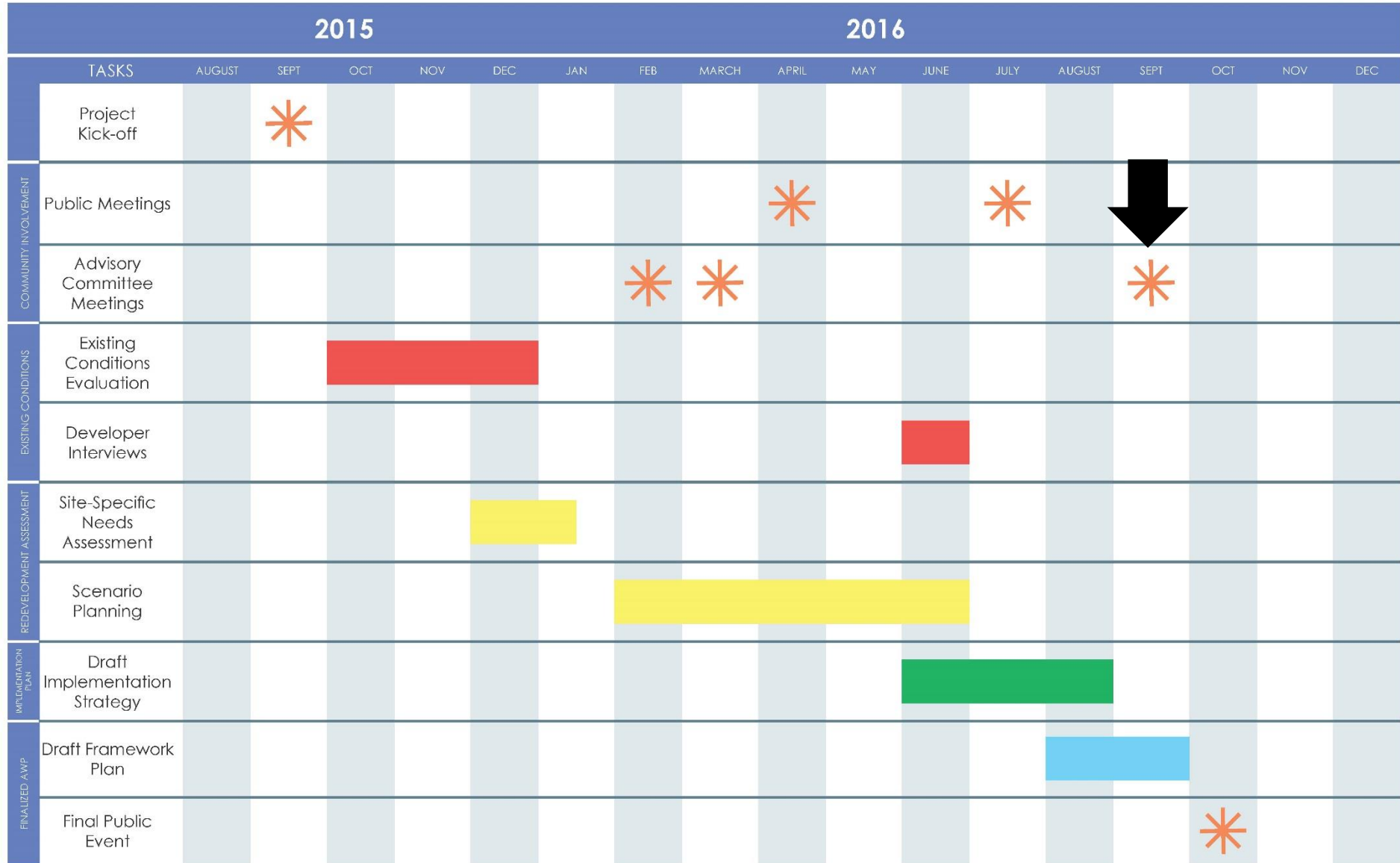
2016 Oregon Brownfields Outstanding Project

- Total Cost: \$15.6M
- Site 1.11 acres
- Building: 4 stories
- Mixed Uses:
71 market rate Apts;
3,850sf new retail;
5,500sf renovated
retail



Timeline

ST. HELENS AREA-WIDE PLAN TIMELINE*



*SUBJECT TO CHANGE

Update Materials – Questions?

Materials provided in the update:

- Memorandum with status updates
- Public Open House Meeting Notes
- Developer Interview Summary
- St. Helens Property Profile Handout
- Framework and Demonstration Plans
- Redevelopment Section Perspective
- Lagoon Repurposing Exhibit

Preferred Framework Plan



Demonstration Plans



Demonstration Plans



Vision: Greenway

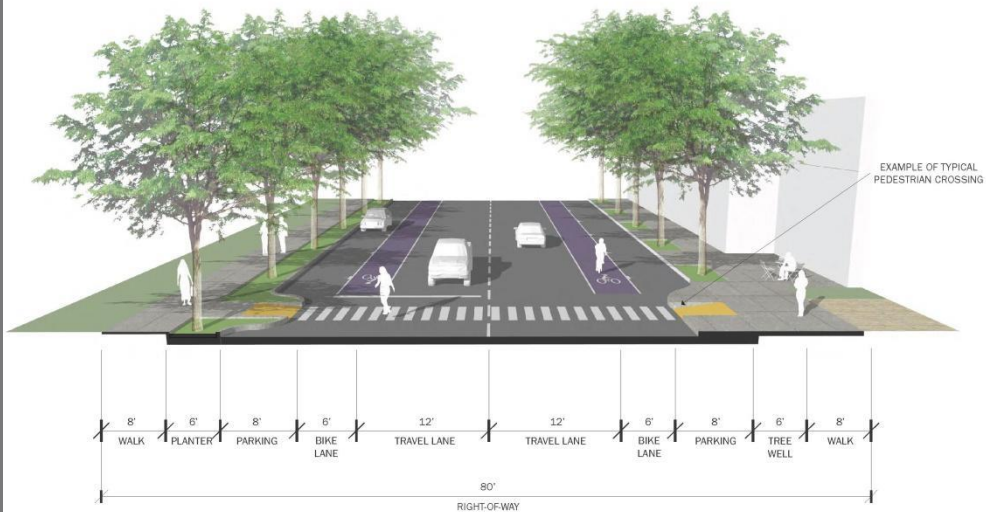


Streets

S 1ST STREET CROSS-SECTION - BUFFERED BIKE LANES

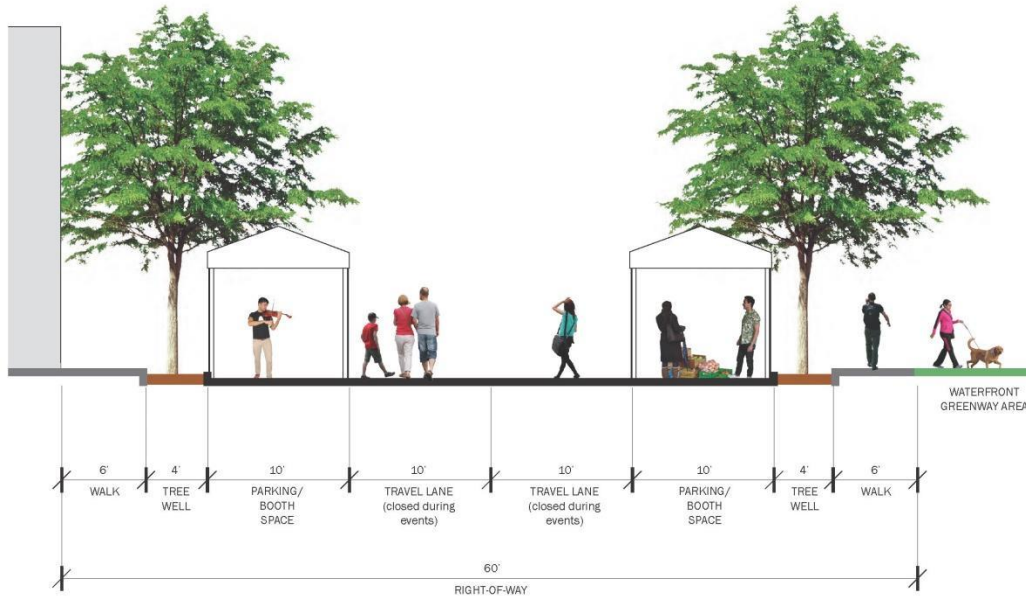


S 1ST STREET CROSS-SECTION - BIKE LANES ADJACENT TO TRAVEL LANES

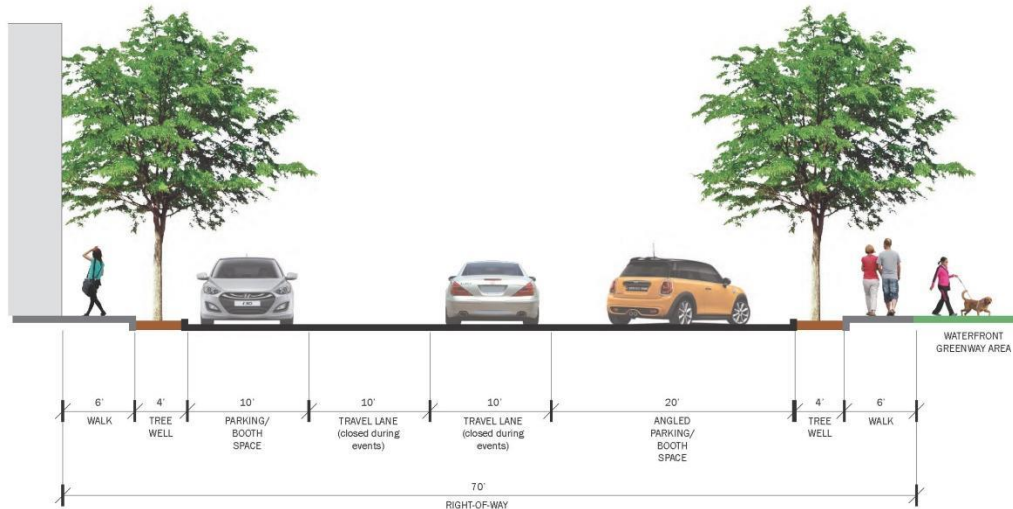


Streets

THE STRAND FESTIVAL STREET - PARALLEL PARKING OPTION



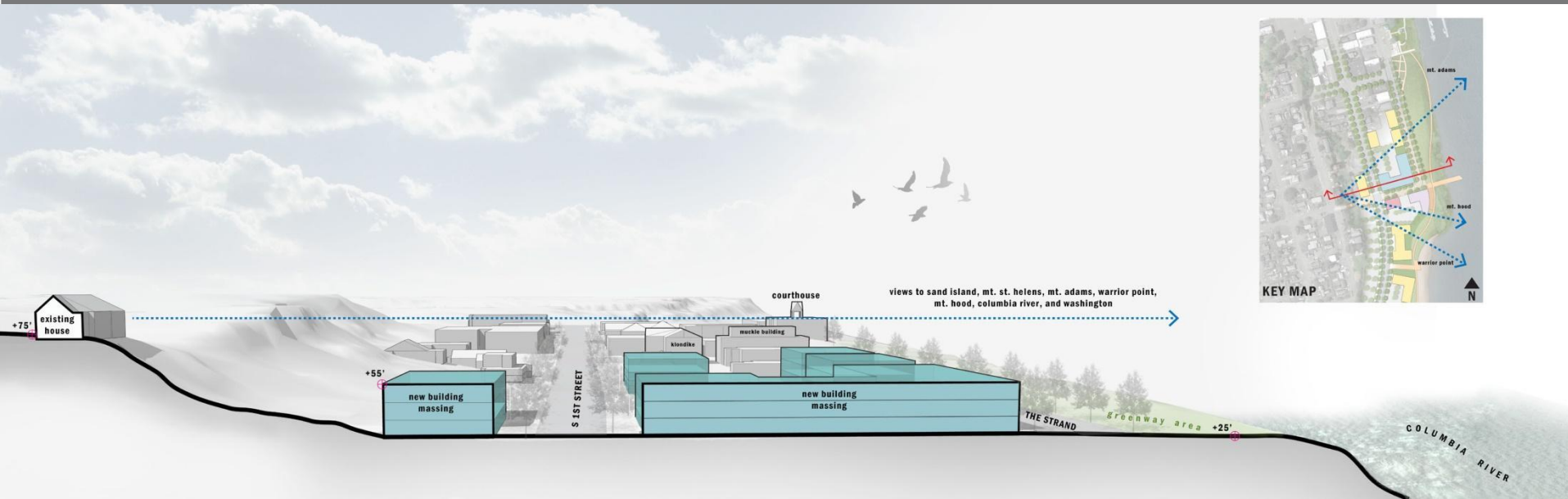
THE STRAND FESTIVAL STREET - ANGLED PARKING OPTION



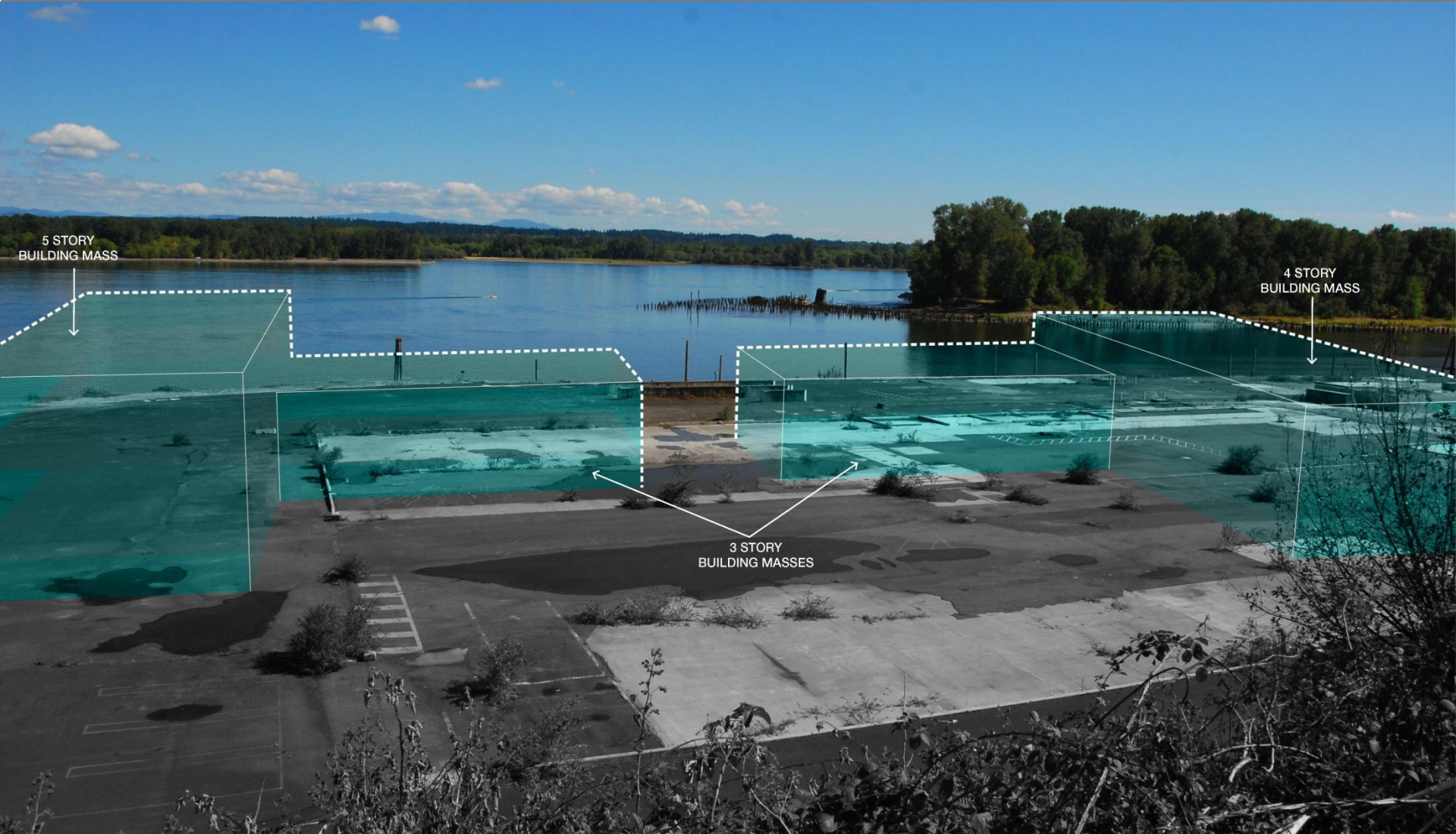
Vision: Festival Street



Views



Conceptual Massing



Key Information

[illegible]

Implementation Strategy Purpose

Vision to Reality

Framework Plan Purpose

- Create a flexible framework for development that:
 - Articulates community vision
 - Increases certainty about:
 - Transportation connections needed
 - Suitable uses for the area
 - Open space considerations
 - Options for funding infrastructure and development
- Framework is used to:
 - Inform zoning and code
 - Support conversations with developers and future negotiations

Coordinate the Efforts of Partners

Leads

City of St. Helens	Coordinate implementation; Improve the waterfront and public sites; Fund infrastructure to support new private development; Initiate and lead interactions with private developer(s)
Developer Partner	Bring private capital to invest in new waterfront development that aligns with the City's vision; Create master plan for private development

Partners

SHEDCO and downtown businesses	Promote Old Town St. Helens through business outreach and pursuit of grants. Attract and retain businesses in St. Helens.
Community Members	Provide input on connections to the site through the Nob Hill Neighborhood. Consider creation of a "Friends of the Waterfront" comprised of local neighbors, businesses, and other champions for the waterfront. Participate in outreach with the developer.

Be Clear About Public Requirements

Guiding Principles	Public Sector "Must-Haves"	Public Sector "Preferences"
Public Access	<ul style="list-style-type: none">• Active open space along the waterfront for pedestrians, bikes• Multi-modal connectivity	<ul style="list-style-type: none">• Active access to water (ie marina, boat launch, beach)
Natural and Cultural Heritage	<ul style="list-style-type: none">• Improved natural function of the shore-line• Improved access to Nob-Hill Park• Limited impact on viewsheds	
Sustainable Economic Development	<ul style="list-style-type: none">• Redevelopment supports existing businesses• A development agreement and public finance toolkit that sustainably funds waterfront redevelopment	<ul style="list-style-type: none">• Mix of residential with some retail; possible residential-compatible employment uses• Desire for an anchor to activate the development (waterfront restaurant, brewery, employer (if appropriate to the development mix); waterfront specific businesses or non-profits (ie, sailing school; kayak rental; etc.)

Action 1: Attract a Developer

Recommendation:

Market the site, release a Request for Information to interested developers, and work with selected developer to produce a Master Plan that leads to a Disposition and Development Agreement

Steps:

1: Market the site

2: Attract a developer

3: Development Agreement

4: Maintain Flexibility for Future Phases

What is a Development Agreement?

Development agreements are contracts negotiated between project proponents and public agencies that govern the land uses that may be allowed in a particular project.

Allowed per ORS 94.504 (Development agreements)

Defining Characteristics

Greater latitude than other methods of approval to advance local land use policies in new and creative ways

Advantages

- Creative land use concepts, avoid “cookie-cutter” development
- When zoning doesn’t accommodate/ensure larger planning values (i.e. open space)
- Can address specific community concerns

Disadvantages

- Public body compromises important land values to get a significant public amenity

Allow public agencies greater flexibility in imposing conditions and requirements on proposed projects

Advantages

- Can require developer to finance public facilities and improvements
- Binds future owners to the requirements/obligations created by the agreement

Disadvantages

- Public agency requires so much that the project is unfeasible

They afford project proponents greater assurance that once approve, their projects can be built

Advantages

- Fewer surprises after project approval
- Limits on regulatory changes make it easier to finance the project

Disadvantages

- Locked into regulations even if planning or market conditions change
- Does not protect developer from state or federal law changes

Typically Included

- Permitted uses on the property
- Density or intensity of uses
- Maximum height and size of buildings
- Provisions for reservation or dedication of land for public purposes
- Terms and conditions relating to financing public improvements
- Timeframes for commencement and completion of construction (or phases)
- Duration of the agreement

Action 2: Zoning and Code Updates

Recommendation:

Use the Master Plan and agreed upon Disposition Development Agreement to guide development on the site.

The City can use the The Waterfront Redevelopment Overlay District (WROD) adopted in 2009 for the Veneer Property, which already relies upon a development agreement, or adopt a new zone entirely.

WORD v. New Zone

The WROD is a “floating zone” that does not supersede the underlying *Heavy Industrial, HI zone* until a DDA is approved.

“The development agreement shall include a development plan or plans that has/have been approved through a site development review and/or conditional use permit and that has/have been revised as necessary to comply with city standards and applicable conditions of approval. Applicant bears responsibility for the development plan(s).”

-Or-

A new zone classification would formally recognize the Framework Plan and Guiding Principles developed through the planning process. Such a zone might be structured simply to reference the Framework Plan and other relevant sections of City Code and require a DDA.

Action 3: Funding Plan

Recommendation:

To create certainty for development, the City should create a comprehensive funding program for the site's infrastructure that includes a combination of urban renewal, state grants, and public-private partnerships.

Known costs:

Phase 1: \$4 – 5.5M

Phase 2: \$7.5 - \$14.2M

Includes: Utilities, open space along waterfront, roads, bank enhancement, and off-site road connections

To be resolved through Master Plan: habitat enhancements, site remediation, ped / bike connections, development incentives

Project Sheets

	Short name	Description	Phasing	Partners	Total Cost
Programs					
A1	Site marketing	Develop a marketing plan for site and Framework Plan to attract developers and investment.	Short-term	City	TBD
A2	Funding toolkit	Develop a toolkit to enable the City to 1) be receptive to development opportunities and 2) create ongoing relationships with Developers.	Short-term	City, TBD	TBD
A3	Entitlements	Dedicate the ROW for local street improvements, plat parcels based on greenway location. Develop a mixed-use/special zone for the Waterfront to implement development standards established in the Plan.	Short-term	City	Low
A4	Branding and Main Street Organization Support	Create and or support new main street activities in partnership with local community groups to attract residents and visitors to downtown.	Short-term	City, Chamber, SHEDCO/Main St. Program, Travel Oregon	TBD
A5	URA Creation	Adopt an urban renewal area to generate tax increment revenue to pay for area improvement projects.	Short-term	City, SHEDCO, etc.	TBD
A6	Expand storefront improvement program	Enhance the existing historic façade improvement program to create feeling of "investment" in area.	Short-term	City, SHEDCO, State Historic Preservation Office	TBD
Phase 1 Projects					
B1	Site Preparation	Grading, embankment and compaction, and erosion control on the entire site.	P1, P2	City, private developers	\$500-700K
B2	Site Remediation	Address localized hot spots on the site in coordination with development.	P1, P2	City, Boise Cascade	TBD
B3	Sanitary Sewer Infrastructure	Install phased sewer facilities to service new development, including force mains, gravity sewer lines, and two pump stations.	P1, P2	City, private developers	\$450-600K
B4	Stormwater Infrastructure	Install stormwater facilities in faces, including pipes and bioretention facilities.	P1, P2	City, private developers	\$300-600K
B5	Water Distribution Infrastructure	Install pipes and fire hydrants to service new development.	P1, P2	City, private developers	\$300-600K
B6	Franchise Utility Infrastructure	Install underground electrical power, gas, and communications utilities in coordination with new development	P1, P2	TBD	\$600K- \$1M
B7	Columbia View Park Expansion	Design and construct new 1.3 acre park as an extension of existing Columbia View Park.	P1, P2	City, Trust for Public Land, etc.	\$840K-\$1.4M
B8	South 1 st and the Strand	Construct South 1 st Street and The Strand in phases, including sidewalks, intersections, bike lanes.	P1, P2	City	P1: \$1.4- \$1.6M; P2: \$800- \$910K

Project Sheets

Phase 2 Projects					
C1	Bank Enhancement	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.	ST, P1	City, DSL, ODFW, Bonneville Foundation?	Medium to High
C2	Riparian Corridor Enhancement	Create nearshore habitat in shallow offshore areas to create salmon habitat and support potential beach and other river access.	P2	City, ODFW, DSL	Medium to High
C3	Waterfront Greenway Trail /Park Design	Install greenway trail south of Columbia View, including design, associated furnishings, interpretation and connections to new neighborhood.	P2	City, private developers,	\$4-7 M
C4	Improve Bluff Habitat	Plant and restore the east edge of Nob Hill, as well as base of entire bluff, including any portions of Veneer site to be added to Nature Park.	P2	City, Friends of Nob Hill Nature Park (check)	TBD
C5	Tualatin Street Plaza	Design public plaza at intersection of Tualatin Street and the Strand. Consider future pier from this location in design.	P2	City	\$500-700,000
C6	Habitat Enhancement/ Public Access	Restore natural area between White Paper Lagoon and Multnomah Channel. Explore options for public access in natural area.	P2	City, County, Scappoose Bay Watershed	Medium
Transportation Connections					
D1	Improve trail connection to Nob Hill Nature Park from south of site	Explore alternatives for connecting waterfront greenway to existing trail connections to Nob Hill Nature Park; improve existing trail if necessary.	Short-term	City, Friends of Nob Hill Nature Park, OPHI	Low
D2	Trail connection over restored/ renovated trestle to south	Extend trail from downtown to south of the site, providing access to natural areas along Multnomah Channel.	P2	City, County, City of Portland via Lagoon project?	Medium
D3	Realign and improve Tualatin Street stairway	Widen, rebuild and align existing staircase to new east-west R.O.W. on Veneer site. Install signage/lighting. Tie to 1st St. construction.	TBD	City Partners: Friends and Neighbors of River View	Low to Medium
D4	Wayfinding Improvements	Help people find downtown retail and existing business district. Attract people on Hwy 30 to St. Helens downtown. Integrate corridor master planning effort and other efforts.	Short-term	City, SHEDCO, Main St program	TBD
D5	Old Portland/Gable Improvements	Improve the intersection to better accommodate traffic coming to the Veneer site.	P2	City	\$250K-\$1.7M
D6	Old Portland/ Plymouth	Improve the intersection to better accommodate traffic and serve as a gateway to the site.	P2	City	\$320K-\$1.8M
D7	Old Portland/Millard	Reconstruct intersection to better accommodate large vehicles.	Short-term or P1	City	\$60-70K
D8	Plymouth	Improve bicyclist and pedestrian safety along Plymouth Street.	TBD	City	\$100K-\$300K
D9	Plymouth/6th	Install a signage to increase safety.	TBD	City	\$2,000

Next Steps

- Final Public Meeting and Celebration – **Wednesday, October 12th**
- Finalize Framework and Implementation Plan
- Future WAC meeting(s)
- Adoption of Preferred Framework Plan



Ground Rules

- Listen carefully and prepare for meetings.
- Keep an open mind and let curiosity reign.
- Critique issues, not people or organizations.
- Respect the views of others.
- Speak honestly and openly.
- Recognize that questions can go unresolved.
- Allow everyone to speak without dominating the conversation.
- Take responsibility for the success of the meeting and the Committee's decisions.
- Do not ask to revisit a previous decision unless a majority of members present agree.