

# City of St. Helens

## Planning Commission

### May 12, 2015

### Agenda

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1. **7:00 p.m. Call to Order and Flag Salute**
2. **Consent Agenda**
  - a. Planning Commission Minutes dated March 10, 2015
3. **Topics from the Floor:** Limited to 5 minutes per topic (Not on Public Hearing Agenda)
4. **Public Hearing Agenda:** (times are earliest start time)
  - a. 7:00 p.m. Conditional Use Permit at 1771 Columbia Blvd – Kathy Sanchez
  - b. 7:30 p.m. Zoning Text Amendments – Marijuana Establishments, Residential Lot Coverage, & Variance Review Authority
  - c. 8:00 p.m. Comprehensive Plan Amendment - Parks and Trails Master Plan
5. **Discussion of Annual Report to City Council:** June 3, 2015, 1:30 p.m.
7. **Planning Director Decisions:** (previously e-mailed to the Commission)
  - a. Extension of Time at Elk Ridge Estates (SUB.1.13) - St. Helens Assets, LLC
  - b. Sign Permit (Banner) at 2100 Block of Columbia Blvd. - St. Helens Booster Club
  - c. Sign Permit (Banner) at 2100 Block of Columbia Blvd. – SHHS Celebrating Success Parents Committee
  - d. Home Occupation (Type I) at 2764 Sykes Road – Photo editing home office
  - e. Temporary Use Permit Renewal at 745 S. Columbia River Hwy – Food service trailer
  - f. Home Occupation (Type I) at 725 Maplewood Dr. – Interior design home office
  - g. Sign Permit (Wall x2) at 305-309 S. Columbia River Hwy – Dale Clark
  - h. Sign Permit (Wall) at 35853 Industrial Way – Rogue Multi-Sport, LLC
  - i. Home Occupation (Type 1) at 2690 Gable Rd – Home office for handyman work
  - j. Site Design Review (Minor) at 164 Little Street – Commercial fence and storage area
9. **Planning Department Activity Reports**
  - a. April 28, 2015
10. **For Your Information Items**
11. **Next Regular Meeting: June 9, 2015**

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### Adjournment

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**City of St. Helens**  
**Planning Commission Meeting**  
**March 10, 2015**  
**Minutes**

**Members Present:**

Al Petersen, Chair  
Dan Cary, Vice Chair  
Greg Cohen, Commissioner  
Sheila Semling, Commissioner  
Audrey Webster, Commissioner  
Russell Hubbard, Commissioner

**Members Absent:**

Kathryn Lawrence, Commissioner

**Staff Present:**

Jacob Graichen, City Planner  
Jennifer Dimsho, Assistant Planner & Planning Secretary

**Councilors Present:**

Ginny Carlson, City Council Liaison

**Others Present:**

None

The Planning Commission meeting was called to order by Chair Al Petersen at 7:00 p.m. Chair Petersen led the flag salute.

□

**Consent Agenda**

**Approval of Minutes**

Commissioner Cohen's votes were accidentally omitted from the Reinan street vacation recommendation. He requested to be included as a no vote for the first motion and a yes vote for the second motion. His votes do not change the outcome of either motion.

Commissioner Cohen moved to approve the minutes of the February 10, 2015 Planning Commission meeting as corrected above. Commissioner Webster seconded the motion. Motion carried with all in favor. Chair Petersen did not vote as per operating rules.

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**Topics From The Floor**

There were no topics from the floor.

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## **Green Tree Acres Tract A Recommendation to Council**

Graichen discussed history of the tract with the Commission. He was originally asked by the County Cartographer to look at this City-owned tract in October 2013. In 1998, the Green Tree Acres final plat was approved with a 1' wide spite strip (also called a street plug) in order for the City to control access to future development adjacent to the subdivision. A year later, the development occurred adjacent to the subdivision and the tract's purpose ceased. Vice Chair Cary asked what a spite strip is. Graichen said it is where a strip of property is created to control access. Commissioner Cohen asked how many spite strips or street plugs exist in St. Helens. Graichen said he didn't know exactly, but there are not many. Commissioner Cohen said if there are a number of them and they are not serving a purpose, we should attempt to clear them up too.

Commissioner Cohen moved to recommend to the City Council that the 1' Green Tree Acres Tract A be dedicated as public right-of-way. Commissioner Webster seconded. All in favor; none opposed; motion carries.

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## **SB 565 Historic Rehabilitation Fund: Letter of Support**

Chair Petersen made a few changes to the letter of support included in the packet. Copies of his changes were passed around, reviewed by the Commission, and are included in the archive packet.

Commissioner Webster moved to allow Chair Petersen to sign the letter of support. Vice Chair Cary seconded. All in favor; none opposed; motion carries.

□

## **Acceptance Agenda**

- a. Site Design Review (Scenic Resource) at 391 N 1<sup>st</sup> St. – Garage addition
- b. Site Design Review (Minor) at 2295 Gable Rd. – New bale and pallet storage

Commissioner Cohen moved to approve the acceptance agenda. Commissioner Webster seconded. All in favor; none opposed; motion carries.

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## **Planning Director Decisions**

- a. Sign Permit at 373 S. Columbia River Hwy – Dewey's Sign Service
- b. Sign Permit (Wall) at 500 N. Columbia River Hwy, Suite 505 – Sunrise Signs, Inc.
- c. Partition at 2625 Sykes Road – Stanton Wirta
- d. Sign Permit (Banner) at 2100 Block of Columbia Blvd. – Amani Center
- e. Sign Permit (Wall x5) at 2295 Gable Rd. – pb2 architecture + engineering
- f. Home Occupation (Type II) at 58989 Alexandra Ln – Garage home business

There were no comments.

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## **Planning Department Activity Reports**

There was no discussion.

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## **For Your Information**

Graichen said that the Oregon Court of Appeals will hear oral arguments for the earth removal case on April 14, 2015 at 1:30 p.m. in the Supreme Court Building in Salem. Commissioner Cohen asked how long until a decision will be made. Graichen said he did not know. Commissioner Cohen asked if we will still use the same law firm that we used for the previous hearing and Graichen said yes.

Since we have some extra time, Commissioner Cohen requested that Graichen briefly discuss upcoming land use discussions that may be brought to the Commission in the future. Graichen mentioned the two public hearings scheduled for the next meeting. He also discussed the following discussion items: potentially allowing residential uses on the first floor in the Houlton Business District (HBD) and Riverfront District (RD) zones, the possibility of adding a maximum grade for driveways because a house was recently built with a 39 percent grade driveway, updating the list of primary and secondary historic structures, adopting retaining wall regulations in the Development Code, addressing food service unit (food cart) regulations, and altering the Development Code to make Type I Home Occupations automatic.

Assistant Planner Dimsho mentioned the Parks & Trails Master Plan public hearing for adoption will be in May for the Planning Commission and June for the City Council. Dimsho asked the Commission if they want to see something in their packets about the Master Plan before the hearing. Commissioner Cohen said that would be a good idea. Dimsho also mentioned that the City was recently notified of a successful application to the EPA Brownfield Area-Wide Planning (AWP) Grant Program for \$200,000. Chair Petersen asked if this was related to the Waterfront Development Advisory Committee that formed with the Integrated Planning Grant (IPG). Dimsho said the IPG is a \$20,000 grant from Business Oregon and the Committee formed through that process will help set the framework and guide the process for the EPA AWP Grant.

Councilor Carlson mentioned that the process of street vacations going to the Planning Commission before going to City Council will be discussed at the next Council Work Session. She asked the Commission what they thought of this process. Chair Petersen said he was surprised when he originally discovered that street vacations do not automatically go to the Commission. He noted that the City Council has received a lot of grief for past street vacation decisions because the public felt that reviewing land use related topics is part of the Planning Commission's duties as laid out in the charter. The only reason street vacations had been going directly to the City Council is because it is not specifically mandated by ORS. Commissioner Cohen said that another set of eyes is important and he does not think street vacations should bypass the Commission. The Commission also has a better understanding of how land use decisions may affect other decisions. He also noted street vacation decisions may impact other land use decisions in the future. Councilor Carlson said it makes sense to her that anything related to land use goes through the same process. She is in favor of the Commission reviewing street vacations before the City Council. The Commission concurred. Chair Petersen recommended asking for legal counsel before street vacation decisions bypass the Commission, in case it might leave the City open to a lawsuit.

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There being no further business before the Planning Commission, the meeting was adjourned at 7:41 p.m.

Respectfully submitted,

Jennifer Dimsho  
Planning Secretary



### 2015 Planning Commission Attendance Record

*P=Present A=Absent Can=Cancelled*

Date	Petersen	Hubbard	Lawrence	Cohen	Cary	Semling	Webster
01/13/15	P	P	P	P	P	P	P
02/10/15	P	P	P	P	P	P	P
03/10/15	P	P	A	P	P	P	P
04/14/15							
05/12/15							
06/09/15							
07/14/15							
08/11/15							
09/08/15							
10/13/15							
11/10/15							
12/08/15							

**CITY OF ST. HELENS PLANNING DEPARTMENT**  
**STAFF REPORT**  
**Conditional Use Permit CUP.1.15**

**DATE:** March 7, 2014  
**TO:** Planning Commission  
**FROM:** Jacob A. Graichen, AICP, City Planner

**APPLICANT:** Kathy Sanchez  
**OWNER:** Wayne Weigandt

**ZONING:** Houlton Business District (HBD) and General Commercial (GC)  
**LOCATION:** 1771 Columbia Boulevard  
**PROPOSAL:** Establish an upholstery service business in an existing building (on developed property). This includes work on home furniture, boats, automobiles, recreational vehicles and custom upholstery for example.

**The 120-day rule (ORS 227.178) for final action for this land use decision is July 8, 2015.**

**SITE INFORMATION / BACKGROUND**

The site is developed with an existing building, improved parking area, landscaping (along the site's perimeter, along or within public rights-of-way) and a fenced enclosed area, which encompasses most of the site. The site is bordered on all four sides by public streets/rights-of-way including:

Street Name	Location in relation to subject property	Provides vehicle access for the subject property?	Sidewalk present?	TSP Classification
Columbia Boulevard	North	No	Yes	Minor Arterial
S. 18 <sup>th</sup> Street	West	Yes	Yes	Collector
S. 17 <sup>th</sup> Street	East	Yes	No	Local
Cowlitz Street	South	No	No	Local

This site was a long time location for Portland General Electric Co. which vacated the site at some point. In 2007 a Conditional Use Permit (file CUP.5.07) was approved by the Planning Commission to site a RV storage lot, fleet storage lot, RV sales and equipment facility, boat storage lot, equipment and supplies facility, and minor RV repairs. In 2008 a minor modification (SDRm.3.08) was approved by the Planning Administrator to allow the outdoor RV and Boat storage (carried over from CUP.5.07) but with the entire building used for general retail. Until recently, this is how the site has been used until the retail operation ceased. Some storage remains in the fenced area but the building is vacant (no Business License records or other documentation showing legal occupancy). According to Utility Billing records, there has been no water use of the property since April 2014 (another indicator of building use). Note that the approximate southern half of the existing building may be reserved for a different tenant/suite (not necessarily the proposed use at this time).

The Aspects of vehicle service were never used and the CUP.5.07 approval expired years ago. The applicant proposes to use the site for a form of vehicle service thus a new CUP is required. The applicant proposes to use the approximate north half of the building as office, product display and the principle work area. The applicant has stated that some work will occur outside such as removing and reinstalling upholstered parts of boats, automobiles, recreational vehicles and such.

Surrounding use and zoning is generally commercial in the Houlton Business District, HBD except to the south across Cowlitz Street where residential uses and General Residential, R5 zoning can be found.

### **PUBLIC HEARING & NOTICE**

Hearing dates are as follows: April 14, 2015 before the Planning Commission.

Notice of this proposal was sent to surrounding property owners within 300 feet of the subject property(ies) on March 16, 2015 via first class mail. Notice was sent to agencies by mail or e-mail on the same date. Notice was published in the The Chronicle on March 25, 2015.

### **AGENCY REFERRALS & COMMENTS**

See attached letter dated March 17, 2015 from CRFR.

### **APPLICABLE CRITERIA, ANALYSIS & FINDINGS**

#### **SHMC 17.100.040(1) - CUP Approval standards and conditions**

(1) The planning commission shall approve, approve with conditions, or deny an application for a conditional use or to enlarge or alter a conditional use based on findings of fact with respect to each of the following criteria:

- (a) The site size and dimensions provide adequate area for the needs of the proposed use;
- (b) The characteristics of the site are suitable for the proposed use considering size, shape, location, topography, and natural features;
- (c) All required public facilities have adequate capacity to serve the proposal;
- (d) The applicable requirements of the zoning district are met except as modified by this chapter;
- (e) The supplementary requirements set forth in Chapter 17.88 SHMC, Signs; and Chapter 17.96 SHMC, Site Development Review, if applicable, are met; and
- (f) The use will comply with the applicable policies of the comprehensive plan.

**(a) This criterion requires that the site size and dimensions provide adequate area for the needs of the proposed use.**



**Finding(s):** Automobiles, RVs and boats can take up a lot of space quickly. The old outdoor storage area for PGE is sizable and should provide adequate space for vehicles to be serviced or waiting to be, provided the outdoor storage area is not excessively encumbered by storage vehicles unrelated to the service proposed.

**(b) This criterion requires that the characteristics of the site be suitable for the proposed use.**

**Finding(s):** Because the site has a large enclosed area already, being able to accommodate multiple larger vehicles and such without disturbance to surrounding properties (e.g., unsightliness, right-of-way obstruction, improper use of on-street parking, etc.) is possible.

The building may need work done in accordance with the Building and/or Fire Codes. Any requirements of the Building Official and/or Fire Marshall shall be met.

**(c) This criterion requires that public facilities have adequate capacity to serve the proposal.**

**Finding(s):** There is no evidence that public facilities are inadequate for this proposal.

**(d) This criterion requires that the requirements of the zoning district be met except as modified by the Conditional Use Permit (CUP) chapter.**

**Finding(s):** The subject property has two zoning districts. Along Columbia Boulevard it is HBD; the remainder is GC. HBD makes up approximately 25% of the site and GC the remaining approximate 75%. The proposed use encompasses both. The following are listed as conditional uses in the GC zone:

- Businesses with outdoor storage (those businesses permitted in subsection (2) of this section).
- Vehicle repair, service, and sales.

The following are listed as conditional uses in the HBD zone:

- Business with outdoor storage (those businesses permitted in permitted uses).
- Vehicle repair, service, and sales.

As it applies to the proposal from a land use standpoint, the zoning districts are identical.

*Note that storage by itself is not a permitted or conditional use in the GC or HBD zone. This could have implications for the site (i.e., boat/RV storage) if there is no other valid use the “storage” is associated with. “Storage site” is a use possible in the Light Industrial, LI zone, for example, which this property is not.*

There is one aspect in the Conditional Use Permit Chapter that has some applicability to the proposed use per 17.100.150(3)(c):

(c) Automotive and Equipment: Body Repairs, Light Equipment.

(i) Setbacks.

(A) A minimum of five feet of the perimeter setback shall surround all outdoor parking and storage areas (see Chapter 17.72 SHMC);

(B) Buffer screening shall be provided along the perimeter of all outdoor parking and storage areas as required in SHMC 17.72.080; and

(C) All repair work shall be performed indoors;

**SHMC 17.100.150(3)(c)(i)(A).** This proposal involves upholstery work only. Other vehicle service uses can have greater potential for off-site impacts (e.g., those associated with engine, mechanical and body work) such as noise, odor, and vibration. That and because the site is already improved with sight-obscuring screening (fence with sight-obscuring slats) can be used as justification that the five-foot setback described above isn't warranted for this specific proposal. However, it is important to ensure that this CUP is not a mechanism for an automobile, etc. service type use with potentially greater impacts to be established. As such a condition shall be included to that effect.

**SHMC 17.100.150(3)(c)(i)(B).** With regards to the buffer screening per SHMC 17.72.080, the off-street parking lot is not screened but the storage area is. Given the circumstances of the site, this is acceptable provided: Any item, boats, automobiles, recreational vehicles and such subject to the proposed service (upholstery work) shall be stored within the fenced and screened area. On street parking, the off-street parking lot located at the corner of Columbia Boulevard/S. 18<sup>th</sup> Street, or any other area outside the fenced and screened area of the site shall not be used for storage, staging, service work or any other use associated with the proposal. For example, note SHMC 17.80.020(11).

**SHMC 17.100.150(3)(c)(i)(C).** This criterion requires all work to be conducted indoors. In this case, most work is proposed to be indoors. However, given the specific use proposed, the Planning Commission could determine that the proposal meets the intent of the code, given certain conditions of approval. For example, any work that could be a nuisance to neighboring properties shall be done indoors. This condition assumes that upholstery work will have less of an impact compared to other vehicle service uses. As such, a condition that restricts this CUP to this specific proposal is necessary to prevent another such use from establishing itself under this permit, since other uses could result in a completely different decision from the commission as well as different citizen comments, which could impact a final decision.

Also even though "vehicle repair, service, and sales" is the listed use in the HBD and GC zones, only a specific type of service is proposed. As such, general repair (not proposed) and sales shall not be allowed under this CUP.

In the GC zone, the minimum required landscaping is 10%. The same applies to the HBD zone (with other provisions not applicable). This doesn't appear to be met, though no significant improvements to the site are proposed.

The HBD zone allows a credit of on-street parking to meet the off-street parking requirements per Chapter 17.80. This is relevant for the off-street parking analysis below.



The HBD notes that outdoor storage is required to be screened. As some outdoor storage is proposed as part of this proposal, this is a required ongoing condition.

**(e) This criterion requires analysis of the sign chapter and site design review chapter.**

**Finding(s):** With regards to signs, any new sign or modified sign shall require a sign permit per Chapter 17.88 SHMC.

With regards to existing signs, there is a sign attached to and projecting from the building along Columbia Boulevard. There are no other signs on the building. There are no freestanding signs on the subject property.

There are a couple wood signs bolted to the fence that showed up sometime after (SDRm.3.08) without any sign permits. Permanent signs are not allowed to be attached to a fence (SHMC 17.88.030). These signs shall be removed.

**With regards to site development review standards,** as the site is developed and there are no substantial proposed improvements to the site to accommodate the proposed use (e.g., new development), many aspects don't apply. The noteworthy aspects are as follows:

- Per Chapter 17.76 screening of refuse containers or refuse collection area is required. This use can potentially have need for large volume refuse collection given use of bulk materials. The applicant notes a trash area on the site plan. Such area could be located within the existing fenced "storage" area. If not, specific plans as to screening shall be provided to the city prior to installation. These shall be conditions of approval.
- With regards to off-street parking, the most applicable standard based on the proposed use is one space per 1,000 square feet gross floor area, but not less than four spaces. The building is approximately 5,000+ square feet. As noted above (at least for the portion of the site within the HBD district), on-street parking can count towards off-street parking requirements. There are about 4 off-street spaces on the site accessed from Columbia Boulevard and several on-street parking spaces along Columbia Boulevard. Existing parking appears adequate.

**(f) This criterion requires compliance with the applicable policies of the Comprehensive Plan.**

**Discussion:** The Comprehensive Plan designation of the subject property is General Commercial. A policy of this designation per SHMC 19.12.070(2)(f) reads:

Preserve areas for business use by limiting incompatible uses within them.

This helps explain why storage is not a use allowed in commercial zoned property, because storage by itself can take up substantial commercial space better suited to an active business use.

**Finding(s):** Storage as a principle use is not allowed in the HBD and GC zoning districts. The Commission finds that the proposal complies with the applicable Comprehensive Plan policies, provided storage by itself is not allowed by this CUP.

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#### **SHMC 17.100.040(2) - CUP Approval standards and conditions**

(2) An enlargement or alteration of an existing conditional use shall be subject to the development review provisions set forth in Chapter 17.96 SHMC.

**Discussion:** This is addressed above.

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#### **SHMC 17.100.040(3) - CUP Approval standards and conditions**

(3) The planning commission may impose conditions on its approval of a conditional use, which it finds are necessary to ensure the use is compatible with other use in the vicinity. These conditions may include, but are not limited to, the following:

- (a) Limiting the hours, days, place, and manner of operation;
- (b) Requiring design features which minimize environmental impacts such as noise, vibration, air pollution, glare, odor, and dust;
- (c) Requiring additional setback areas, lot area, or lot depth or width;
- (d) Limiting the building height, size or lot coverage, or location on the site;
- (e) Designating the size, number, location, and design of vehicle access points;
- (f) Requiring street right-of-way to be dedicated and the street to be improved;
- (g) Requiring landscaping, screening, drainage and surfacing of parking and loading areas;
- (h) Limiting the number, size, location, height, and lighting of signs;
- (i) Limiting or setting standards for the location and intensity of outdoor lighting;
- (j) Requiring berming, screening or landscaping and the establishment of standards for their installation and maintenance;
- (k) Requiring and designating the size, height, location, and materials for fences; and
- (l) Requiring the protection and preservation of existing trees, soils, vegetation, watercourses, habitat areas, and drainage areas.

**Discussion:** These are all things the Commission can consider. Suggested issues to consider include:

- The necessity of screening and the physical condition of existing fence/screening improvements.
- As stated in the Site Information/Background section, there is potential of having multiple uses in the same building (e.g., different suites). Such is not proposed via this CUP. This



may require a separate approval process/authorization and a condition to ensure this CUP is not the mechanism to allow this shall be included.

- Given the proximity to residential uses, restrictions on hours of operation, especially since some work may need to occur outdoors.
- Requiring vertical landscaping (e.g., street trees) along the south (Cowlitz Street) side of the subject property across the street from residential zoning and uses.

*Note: of these examples, only the two are included in the proposed conditions below.*

## CONCLUSION & RECOMMENDATION

**Based on the facts and findings herein, if the Planning Commission approves this Conditional Use Permit, staff recommends the following conditions:**

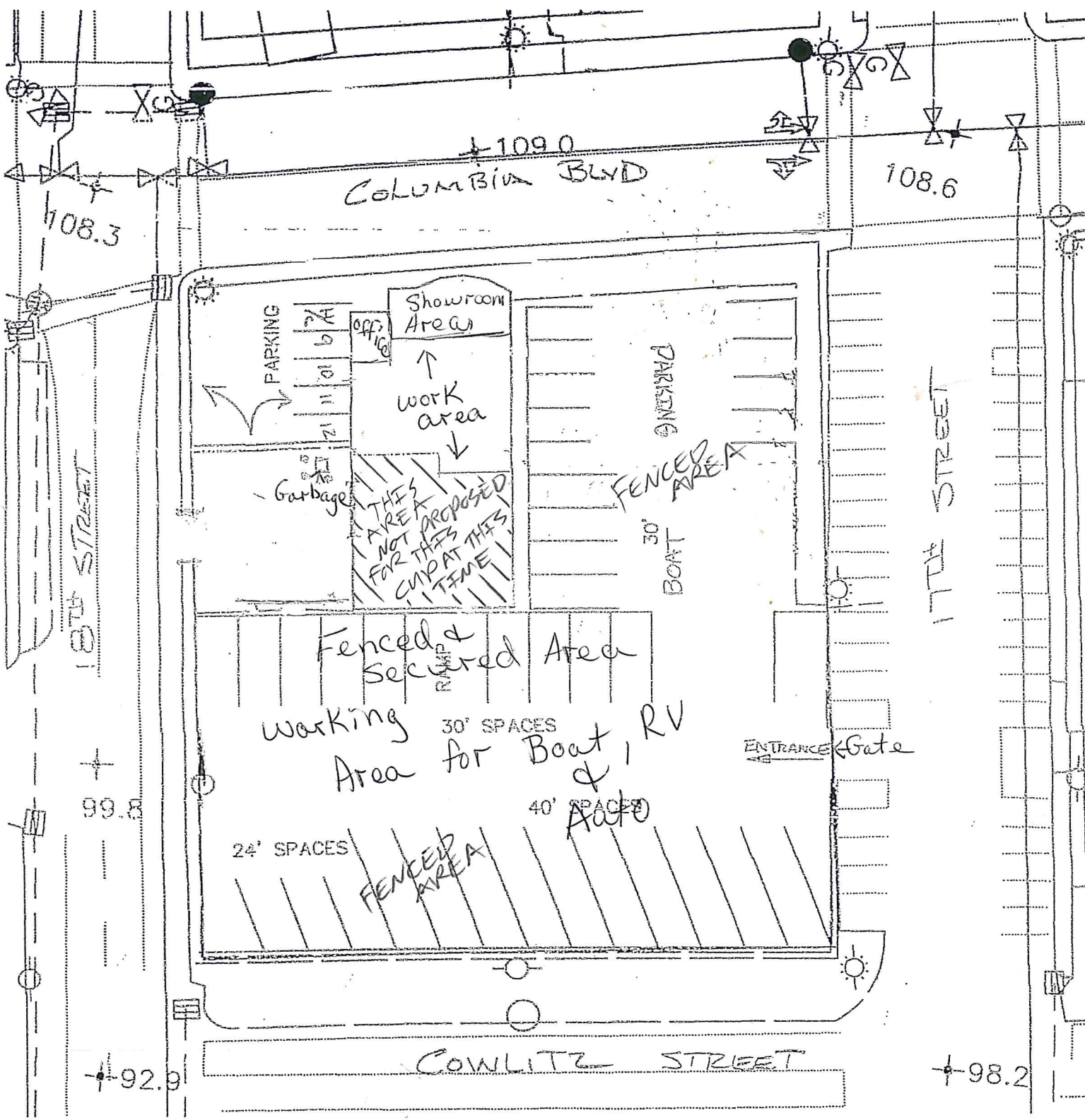
1. This Conditional Use Permit approval is valid for a limited time pursuant to SHMC 17.100.030.
2. The following shall be required prior to Certificate of Occupancy or final inspection (if no Certificate of Occupancy is required) by the City Building Official or otherwise prior to commencement of the proposed use of the subject property:
  - a. All unlawful signage shall be removed. This includes but is not limited to the two wood signs bolted to the fence.
  - b. Trash enclosure details shall be provided to the City for review and approval. Approved method and plans of trash enclosure shall be installed/implemented.
3. Automobiles, boats, recreational vehicles, furniture and such to be serviced (i.e., upholstery service) shall be located within the completely enclosed sight-obscuring area. They shall not be parked/placed on the street right-of-way or in the designated off-street parking spaces outside of the enclosed area.
4. The majority of work associated with this Conditional Use Permit shall be conducted indoors. Work conducted outdoors shall be limited to what is necessary for removal or installation of parts subject to upholstery work. Any work conducted outside that creates a nuisance for neighboring properties shall be prohibited.
5. This conditional use permit (CUP) does not allow outdoor storage or storage as an independent land use on or within the subject property. This CUP does not allow any use prohibited in the underlying zoning districts.
6. This conditional use permit allows upholstery service/repair for vehicles (automobiles, boats, recreational vehicles) and furniture only. It does not grant approval for any other type of vehicle repair and service. It does not grant approval for any vehicle sales.



7. This conditional use permit is not the authorization to allow multiple tenants/uses (e.g., suites) of the principle building.
8. All outdoor storage related to this proposal shall be within a sight-obscuring (screened) area.
9. The sight-obscuring improvements on the site shall be kept in good repair/good condition. Any failure of the sight-obscuring improvements to effectively obscure the outdoor storage area shall be fixed/remedied promptly. Any change to the method of screening shall be approved by the City prior to installation/implementation.
10. Any refuse container or refuse collection area visible from a public street, parking lot, residential or commercial area, or any public facility (e.g. school or park) shall be screened or enclosed from view by a solid wood fence, masonry wall or evergreen hedge.
11. Any new sign requires a sign permit prior to installation, pursuant to Chapter 17.88 SHMC.
12. Owner/applicant is still responsible to comply with the City Development Code (SHMC Title 17). In addition, this approval does not exempt the requirements of or act as a substitute for review of other City departments (e.g., Building and Engineering) or other agencies (e.g., CRFR).

**Attachment(s):** Site plan

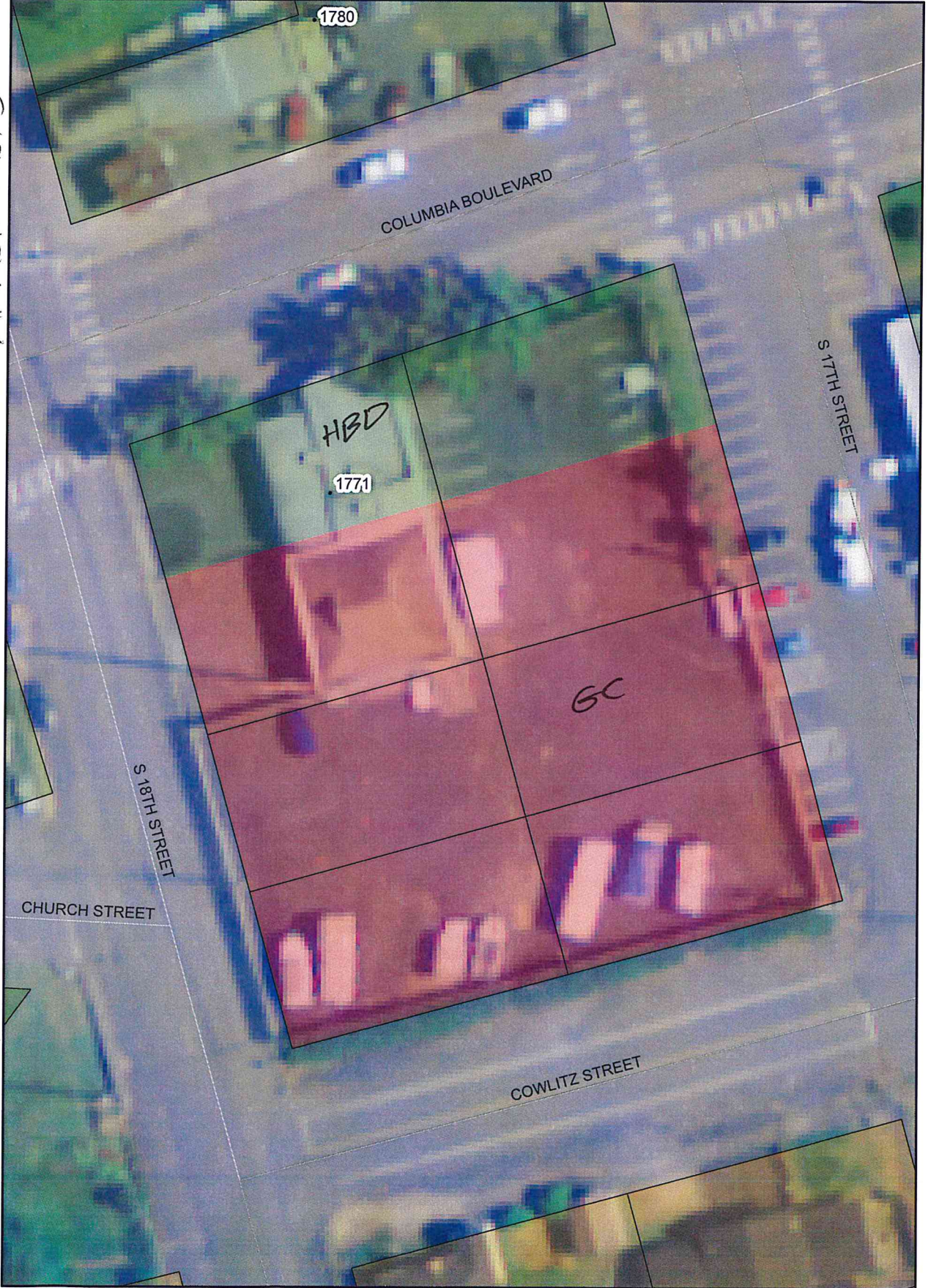
Zoning map of subject property  
Letter dated March 17, 2015 from CRFR  
Pictures of subject property





# ZONING OF 1771 COLUMBIA BOULEVARD

RED = GENERAL COMMERCIAL  
GREEN = HOULTON BUSINESS DISTRICT  
MARCH 2015







# Columbia River Fire & Rescue

Fire Chief's Office

270 Columbia Blvd \* St Helens, Oregon \* 97051

Phone (503)-397-2990x101 \* [www.crfr.com](http://www.crfr.com) \* FAX (503)-397-3198

March 17, 2015

Jennifer Dimsho, Planning  
City of St. Helens  
265 Strand Street  
St. Helens, OR 97051

RE: **Kathy Sanchez**  
**Conditional Use Permit / CUP.1.15**  
**4N1W-4CA-21400, 20900, 21300, 21000, 21200 & 21100**  
**1771 Columbia Blvd.**

Dear Jennifer:

I have done a preliminary review of the Sanchez application to place an upholstery installation and repair business (to include automotive repair) in the business corridor on Columbia Boulevard in St. Helens. This appears to be a good location and certainly is a welcome addition to the St. Helens business mix. It has been some time since I have been able to evaluate the building in question and I will need more information from the applicant on the specific use planned for this building. The two biggest areas of Fire Code concern are already answered, that being water supply and fire apparatus access. Both are clearly excellent for this location.

Here are some of the other areas I will need to evaluate.

- Type of work planned, especially that which involves spray application, cutting, welding, etc.
- Storage of materials, especially flammable/combustible materials.
- Will there be a spray booth? Has ventilation been addressed?
- Proposals for built-in fire detection (smoke alarms).
- Has there been a Building Official review, including electrical systems evaluation?

Smaller items like signage and fire extinguisher locations can be addressed prior to final occupancy. I would propose a meeting with the applicant, planning staff, and Building Official to address these areas of concern.

Regards,

Jay M. Tappan  
Chief/Acting Fire Marshal

cc: file





At Columbia Blvd./S. 18<sup>th</sup> Street. Off street parking area.



Just south of off-street parking area.



This section of fence is failing here. Note the attached wood sign as noted in the staff report.



This picture shows the method of attachment of the wood signs noted in the staff report.







At Cowlitz Street/S. 18<sup>th</sup> Street. Note the absence of vertical landscaping along this street (compared to Columbia Boulevard).



Though the existing sight-obscuring fence is in mostly good condition overall for its age, some sight obscuring measures along Cowlitz Street have seen better days.



The gate along S. 17<sup>th</sup> Street lacks any sight obscuring measures; a consideration for the Commission.



At Columbia Blvd./S. 17<sup>th</sup> Street. The fence and landscaping provides good screening here. Note the wood sign mounted to the fence as noted in the staff report.

**CITY OF ST. HELENS PLANNING DEPARTMENT  
STAFF REPORT  
Development Code Amendments ZA.1.15**

**DATE:** April 7, 2015  
**TO:** Planning Commission  
**FROM:** Jacob A. Graichen, AICP, City Planner

**APPLICANT:** City of St. Helens  
**PROPOSAL:** Amendments to the development code to address certain marijuana related establishments, changes to lot coverage standards, and to establish the Planning Commission as the approval authority for all variance applications.

**The 120-day rule (ORS 227.178) for final action for this land use decision is not applicable.**

**PUBLIC HEARING & NOTICE**

Hearing dates are as follows: April 14, 2015 before the Planning Commission and May 20, 2015 before the City Council.

Notice was sent to agencies by mail or e-mail on the same date. Notice was published in the The Chronicle on March 25, 2015. Notice was sent to the Oregon Department of Land Conservation and Development on March 10, 2015. Notice as required by ORS 227.186 was sent to property owners on March 17, 2015.

**APPLICABLE CRITERIA, ANALYSIS & FINDINGS**

**SHMC 17.20.120(1) – Standards for Legislative Decision**

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

- (a) The statewide planning goals and guidelines adopted under ORS Chapter 197;
- (b) Any federal or state statutes or guidelines found applicable;
- (c) The applicable comprehensive plan policies, procedures, appendices and maps; and
- (d) The applicable provisions of the implementing ordinances.

**(a) Discussion:** This criterion requires analysis of the applicable statewide planning goals. The applicable goal in this case is Goal 1.

**Finding: *Statewide Planning Goal 1: Citizen Involvement.***

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

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

The City's Development Code is consistent with State law with regards to notification requirements. Pursuant to SHMC 17.20.080 at least one public hearing before the Planning Commission and City Council is required. Legal notice in a newspaper of general circulation is required too. The City has met these requirements and notified DLCD of the proposal. In addition, the City has sent notice to property owners potentially impacted by the proposed changes in land uses allowed on property as required by ORS 227.186. Information was also included on the city's website:

<http://www.ci.st-helens.or.us/landuseplanning/departments/marijuana/>

Given the public vetting for the plan, scheduled public hearings, and notice provided, Goal 1 is satisfied.

**(b) Discussion:** This criterion requires analysis of any applicable federal or state statutes or guidelines. The findings below focus on the marijuana aspects of this proposal. This proposal looks at establishments that provide marijuana medically (dispensary) and that provide it to the general public (recreation/retail).

**Findings:** Medical Marijuana dispensaries are addressed in ORS 457. In 2014 the Legislature adopted SB 1531 which reaffirms a city's authority to adopt reasonable time, place and manner restrictions on medical marijuana activities. In addition, applying home rule principles, cities have the authority to regulate dispensaries through business licenses, zoning laws and development permits.

State law already includes some place, time and manner restrictions for medical marijuana dispensaries such as:

- Needs to be in a commercial, industrial or mixed use zone (or agricultural land) (and cannot have more than one establishment)
- Must not be located within 1,000 feet of the real property comprising a public or private elementary, secondary or career school attended primarily by minors
- Must not be located within 1,000 feet of another medical marijuana facility

The City proposes to impose additional time, place and manner restrictions.

In November 2014, voters approved Measure 91 to allow recreation marijuana in the state. Establishments will be subject to OLCC licensing. In addition, the measure states that:

*Cities and counties may adopt reasonable time, place and manner regulations of the nuisance aspects of establishments that sell marijuana to consumers if the city or county makes specific findings that the establishment would cause adverse effects to occur.*



The City proposes to treat dispensaries and retail establishments the same in regards to time, place and manner regulations. State law currently looks at them differently and it is yet unknown whether or not the state will allow recreation and medical establishments to be located jointly. Such establishments would be subject to both local and state law, in any case.

The City's proposal to restrict this use (medical/recreation marijuana establishments) to the Light Industrial (LI) zoning district subject also to distance requirements from schools, residential zoning districts and parks is largely to help protect children. Accessibility is considered one of the key reasons children are exposed to marijuana and it's impractical to maintain a distance from all places where children can potentially congregate. But children have less reason to be in a Light Industrial area, generally, and the City's Light Industrial areas are not in prime locations to have pass-by trips by children (e.g., a point along a route from point A to point B where children have a greater potential to congregate such as from home to a school or park). Light Industrial areas are not common along thoroughfares like commercial areas are in St. Helens. Note that the City doesn't propose the use within a Heavy Industrial (HI) zoned area feeling it would be too conflicting of a use there (i.e., HI areas should be reserved for heavy industrial uses, generally). Reasons to help protect children are as follows:

- Research finds that 1 in 10 marijuana users become dependent and 1 in 6 if they try before age 18.<sup>1</sup> Research indicates that the earlier young people start using marijuana, they are more likely to become dependent on marijuana or other drugs later in life.<sup>2</sup>
- In 2008 nearly 68% of primary treatment admissions for youth between 12-17 were for marijuana.<sup>3</sup>
- Marijuana smoke contains 50-70% more carcinogenic hydrocarbons than tobacco smoke. Marijuana use is not only associated with adverse physical effect, but also mental, emotional, and behavior changes.<sup>4</sup>
- NSDUH studies show youth ages 12-17 who reported past marijuana use are more likely to sell drugs, steal, carry a handgun, participate in group violence, and attack with intent to harm.<sup>5</sup>
- Marijuana use by teens has shown to have a negative effect on development.<sup>6</sup> The adolescent brain is especially susceptible to marijuana use. That means that when kids use, they have a greater chance of addiction since their brains are being primed. If marijuana is used regularly before age 18, research shows that IQ drops by 8 points at age 38, even when that person has stopped.<sup>7</sup>

The intent of the time, place, and manner restrictions proposed for marijuana medical and retail establishments is to help prevent adverse effects to children, which as research notes, can be long lasting into adulthood.

<sup>1</sup>-Wagner, F.A. & Anthony, J.C. From first drug use to drug dependence; development periods of risk for dependence upon cannabis, cocaine and alcohol. *Neuropsychopharmacology* 26, 479-488 (2002)

<sup>2</sup>-Office of National Drug Control Policy. 2010. <http://www.whitehouse.gov/ondcp/frequently-asked-questions-and-facts-about-marijuana#trendsyouth>

<sup>3</sup>-Office of National Drug Control Policy. October 2010 [http://www.whitehouse.gov/sites/default/files/ondcp/Fact\\_Sheets/marijuana\\_fact\\_sheet\\_jw\\_10-5-10.pdf](http://www.whitehouse.gov/sites/default/files/ondcp/Fact_Sheets/marijuana_fact_sheet_jw_10-5-10.pdf)

<sup>4</sup>-National Institute on Drug Abuse <http://www.drugabuse.gov/publications/drugfacts/marijuana>

<sup>5</sup>-Martin, Eric. M.A.C., CADCHI, CPS, CRM. 18, October 2012. Oregon Statewide Marijuana Summit

<sup>6</sup>-Volkow, H. Research Report. *Marijuana Abuse*. National Institute on Drug Abuse <http://www.drugabuse.gov/publications/research-reports/marijuana-abuse>

<sup>7</sup>-Meier et al. (2012). Persistent cannabis users show neuropsychological decline from childhood to midlife. *Proceedings of the National Academy of Sciences*. <http://www.pnas.org/content/early/2012/08/22/1206820109.abstract>

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

**Finding:** Generally, the proposed code amendments are minor as far as the comprehensive plan is considered and further analysis is not warranted.

**(d) Discussion:** This criterion requires analysis of the applicable provisions of the implementing ordinances.

**Finding:** The proposal modifies the Development Code but findings as to other applicable implementing ordinances are not necessary.

### **CONCLUSION & RECOMMENDATION**

The Commission needs to make a recommendation of approval (with or without changes) or denial to the Council, who is the approval authority of this matter.

**Attachment(s):** Proposed text amendments

Map showing geographic impacts of marijuana related land use proposal

underline words are added  
~~words stricken~~ are deleted

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## CHAPTER 17.16 GENERAL LAND USE DEFINITIONS

### 17.16.010 General and land use definitions.

Words used in this Development Code have their normal dictionary meaning unless they are listed below. Words listed below have the specific meaning stated, unless the context clearly indicates another meaning.

The definition of words with specific meaning in the Development Code are as follows:

“Abandonment” means the relinquishment of property, or a cessation of the use of property, by the owner with the intention neither of transferring rights to the property to another owner nor of resuming the use of the property.

[...]

“Manufacturing” means an establishment engaged in the mechanical or chemical transformation of materials or substances into new products including the assembling of component parts, the manufacturing of products, and the blending of materials such as lubricating oils, plastics, resins or liquors. The term “manufacturing” covers all mechanical or chemical transformations, whether the new product is finished or semifinished as raw material in some other process. Manufacturing production usually is carried on for the wholesale market rather than for direct sales. (Processing on farms is not classified as manufacturing if the raw material is grown on the farm. The manufacturing is accessory to the major use of farming.)

“Marijuana” means all parts of a plant species of the genus Cannabis, whether growing or not; the resin extracted from any part of the plant; and every compound, manufacture, salt, derivative, mixture, or preparation of the plant or its resin. It does not include: the mature stalks of the plant; fiber produced from the stalks; oil or cake made from the seeds of the plant; any other compound, manufacture, salt, derivative, mixture or preparation of the mature stalks (except the resin extracted therefrom), fiber, oil or cake; or the sterilized seed of the plant which is incapable of germination.

“Marijuana extract” means a product obtained by separating resins from marijuana.

“Marijuana items” means marijuana, marijuana products, and marijuana extracts.

“Marijuana products” means products that contain marijuana or marijuana extracts and are intended for human consumption.

“Marijuana retailer” means a facility that sells marijuana items to a consumer in this state as licensed by the Oregon Liquor Control Commission.

“Marina” means a facility providing moorage for boats and related repair and supply services.

“Medical marijuana dispensary” means a facility that is registered with the Oregon Health Authority and that sells, distributes, transmits, gives, dispenses or otherwise provides marijuana items to a person with a registry identification card.

“Mini Mall.” See “shopping center” and “shopping plaza.”

[...]

## **CHAPTER 17.24 PROCEDURES FOR DECISION-MAKING – QUASI-JUDICIAL**

[...]

TABLE A  
LAND USE DECISION PROCESS

(Note: for all land use decisions there can only be one approval authority and one appeal authority in the city)

DIRECTOR Decision without hearing	PLANNING COMMISSION Public hearing	CITY COUNCIL Public hearing
ACCESSORY STRUCTURES pursuant to Chapter 17.124 SHMC	Appeal or referral*	
LOT LINE ADJUSTMENTS pursuant to Chapter 17.140 SHMC	Appeal or referral*	
PARTITIONS pursuant to Chapter 17.140 SHMC	Appeal or referral*	
	SUBDIVISIONS pursuant to Chapter 17.136 SHMC when not part of a planned development	Appeal or referral
	Recommendation on SUBDIVISIONS pursuant to Chapter 17.148 SHMC when requested as part of PLANNED DEVELOPMENT and/or in conjunction with a VARIANCE to the subdivisions standard	SUBDIVISIONS pursuant to Chapter 17.148 SHMC when requested as part of PLANNED DEVELOPMENT and/or in conjunction with a

		VARIANCE to the subdivisions standard
REVIEW OF USES in Willamette Greenway zone	Appeal or referral*	Ordinance required
EXPEDITED LAND DIVISION (partition, subdivision, or PUD meeting definition and requirements of ORS 197.360)	Appointed referee	Oregon Court of Appeals
SITE DEVELOPMENT pursuant to Chapter 17.96 SHMC	Referral	Appeal
<del>VARIANCE pursuant to Chapter 17.108 SHMC</del>	<del>Appeal or referral*</del> <u>VARIANCE pursuant to Chapter 17.108 SHMC</u>	<u>Appeal or referral</u>
HOME OCCUPATION pursuant to Chapter 17.120 SHMC	Appeal or referral*	
SOLAR ACCESS for new construction on lots not covered by SHMC 17.24.090(3)(a) pursuant to Chapter 17.48 SHMC	Appeal or referral*	
	SOLAR ACCESS requirements for new subdivisions pursuant to Chapter 17.48 SHMC	Appeal or referral
SIGN PERMITS	Appeal or referral*	
	<del>SIGN CODE EXCEPTIONS and SIGN CODE</del> <u>ADJUSTMENTS/VARIANCES</u> pursuant to Chapter 17.88 SHMC	Appeal or referral
TEMPORARY USE pursuant to Chapter 17.116 SHMC	Appeal or referral*	
UNLISTED USES	Appeal or referral*	
SENSITIVE LAND PERMIT <u>(By Director)</u>	Appeal or referral*	

	SENSITIVE LAND PERMIT <del>within the floodplain pursuant to Chapter 17.44 SHMC (By Commission)</del>	Appeal or referral
	CONDITIONAL USE pursuant to Chapter 17.100 SHMC	Appeal or referral
	Appeal of revocation of director decision	Appeal of revocation of planning commission or historic sites and overlay district committee decisions
	Recommendation on a preliminary PLANNED DEVELOPMENT ZONE CHANGE proposal under Chapter 17.148 SHMC	A preliminary PLANNED DEVELOPMENT ZONE CHANGE proposal under Chapter 17.148 SHMC; ordinance required
	Preliminary plan/plat for PLANNED DEVELOPMENT proposal under Chapter 17.148 SHMC	Appeal or referral
Final land division plan/plat	Appeal	
	Recommendation on quasi-judicial ZONING MAP AMENDMENT without comprehensive plan change pursuant to SHMC 17.08.030	Quasi-judicial ZONING MAP AMENDMENT without comprehensive plan change pursuant to SHMC 17.08.030; ordinance required
	Recommendation on quasi-judicial REZONING concurrent with a quasi-judicial comprehensive plan amendment	Quasi-judicial REZONING concurrent with quasi-judicial comprehensive plan amendment; ordinance required
	Recommendation on quasi-judicial COMPREHENSIVE PLAN MAP OR TEXT AMENDMENT	Quasi-judicial COMPREHENSIVE PLAN MAP OR TEXT AMENDMENTS; ordinance required
	Recommendation on ANNEXATION request	ANNEXATIONS as referred by the planning commission; ordinance required

	Recommendation on COMPREHENSIVE PLAN AND ZONING DESIGNATIONS made to lands ANNEXED to the city	The formal imposition of COMPREHENSIVE PLAN MAP AND ZONING DESIGNATIONS made to lands ANNEXED to the city
	Recommendation on DEVELOPMENT AGREEMENT	DEVELOPMENT AGREEMENT; ordinance required
	ANY OTHER LAND USE MATTER not specifically assigned to the director or the city council under this code	Appeal or referral
MINOR MODIFICATIONS TO CONDITIONAL USE PERMIT	Appeal or referral*	
ACCESS VARIANCE	<del>Appeal or referral*</del> <u>ACCESS VARIANCE</u>	<u>Appeal or referral</u>
NONCONFORMING STATUS	Appeal or referral*	
		Supplemental application per ORS 227.184
	<b>HISTORIC LANDMARK COMMISSION</b> <b>Public hearing</b>	<b>CITY COUNCIL</b> <b>Public hearing</b>
	Recommendation on historic sites pursuant to Chapter 17.36 SHMC	Final decisions
	Approval for alterations and demolitions to historic sites pursuant to Chapter 17.36 SHMC	Appeals only

\* Referrals can be appealed to the city council.

[...]

## CHAPTER 17.32 ZONES AND USES

[...]

### 17.32.130 Light Industrial – LI.

(1) Purpose. The light industrial or LI zone is intended to provide appropriate locations for general industrial use including light manufacturing and related activities with few, if any, nuisance characteristics such as noise, glare, and smoke. It is to permit manufacturing, processing, assembling, packaging or treatment of products from previously prepared materials and to discourage residential use and limit commercial use. It is also intended to provide locations for commercial uses that have nuisance aspects or adverse impacts unbecoming of typical commercial areas.

[...]

(3) Conditional Uses. In the LI zone, in addition to the buildings and uses permitted outright, a conditional use permit can be granted for the following buildings and uses:

(a) Animal hospitals and dog kennels/pounds.

[...]

(j) Manufacturing, repairing, compounding, research, assembly, fabricating, processing or packing of resource materials with some off-site impacts.

(k) Marijuana retailer and/or medical marijuana dispensary.

~~(l)~~ (l) Public and private recreational and amusement facilities.

~~(m)~~ (m) Public facilities, major.

~~(n)~~ (n) Public parks.

~~(o)~~ (o) Public safety and support facilities.

~~(p)~~ (p) Temporary asphalt batching (six-month maximum).

~~(q)~~ (q) Travel trailer parks.

~~(r)~~ (r) Wrecking and junkyards

[...]

## CHAPTER 17.84 ACCESS, EGRESS, AND CIRCULATION

[...]

### **17.84.120 Variances to access standards.**

In all zoning districts where access and egress drives cannot be readily designed to conform to code standards within a particular parcel, access with an adjoining property shall be considered. If access in conjunction with another parcel cannot reasonably be achieved, the ~~director~~ commission may grant a variance to the access requirements of this chapter based on the standards set forth in SHMC 17.84.150. This does not apply to highway access.

### **17.84.130 Administration and approval process.**



[...]

(4) The ~~director~~ commission shall approve, approve with conditions, or deny any application for an access variance. The ~~director~~ commission shall apply the standards set forth in SHMC 17.84.150 when reviewing an application for an access variance.

(5) The decision of the ~~director~~ commission may be appealed in accordance with SHMC 17.24.310(1).

[...]

#### **17.84.140 Expiration of approval – Standards for extension of time.**

(1) An access variance approval by the ~~director~~ commission shall lapse if:

[...]

#### **17.84.150 Approval Standards**

The ~~director~~ commission may approve, approve with conditions, or deny a request for an access variance based on findings that:

[...]

### **CHAPTER 17.100 CONDITIONAL USE**

Sections:

[...]

17.100.150 ~~Standard-dimensional~~ Additional requirements for conditional use types.

[...]

#### **17.100.150 ~~Standard-dimensional~~ Additional requirements for conditional use types.**

(1) A conditional use proposal shall comply with the standards of the zoning district in which it is located and the applicable provisions of this code, or as otherwise provided in standards that follow.

(2) A conditional use permit shall not grant variances to the regulations otherwise prescribed by this code. A variance application may be filed in conjunction with the conditional use application and both applications may be heard at the same hearing.

(3) The additional dimensional requirements and approval standards for conditional use are as follows:

[...]

(p) Marijuana retailer and/or medical marijuana dispensary.

(i) No marijuana retailer and/or medical marijuana dispensary shall be permitted to locate within 1,000 feet of any public or private: child care facility; elementary school; or junior, middle, or high school that lawfully exists at the time the Conditional Use Permit application is deemed complete.

(ii) No marijuana retailer and/or medical marijuana dispensary shall be permitted to locate within 200 feet of any residential zoning district or public park.

(iii) Distance shall be measured in a straight line, without regard to intervening structures, objects or roads, from the closest point of the structure or portion of structure containing the use, to the closest portion of the residential district or property line upon which a use specified in subsection (3)(p)(i) or (ii) of this section is listed and currently exists.

(iv) No marijuana retailer and/or medical marijuana dispensary shall be allowed as a temporary use and shall be located in a permanent building.

(v) Any marijuana retailer and/or medical marijuana dispensary shall have refuse containers or refuse collection areas that are secure from entry outside the facility.

(vi) Any marijuana retailer and/or medical marijuana dispensary shall comply with all applicable state and local laws.

[...]

## **CHAPTER 17.108 VARIANCES**

[...]

### **17.108.010 Purpose.**

The purpose of this chapter is to provide the following:

(1) Standards for the granting of variances from the applicable zoning requirements of this code where it can be shown that, owing to special and unusual circumstances related to a specific piece of the land, the literal interpretation of the provisions of the applicable zone would cause an undue or unnecessary hardship, except that no use variances shall be granted; and

(2) For the reduction of the yard setback areas where a reduction is necessary to enlarge an existing structure or for the increase in lot coverage where an increase is for these reasons or new accessory structures.

[...]

### **17.108.030 Administration and approval process.**

[...]

(4) The ~~director~~ commission shall approve, approve with conditions, or deny any application

for a variance. The ~~director~~ commission shall apply the standards set forth in SHMC 17.108.050 when reviewing an application for a variance.

(5) The decision of the ~~director~~ commission may be appealed in accordance with SHMC 17.24.310(1).

[...]

#### **17.108.050 Criteria for granting a variance.**

(1) The ~~director~~ commission shall approve, approve with conditions, or deny an application for a variance based on finding that the following criteria are satisfied:

[...]

(2) The ~~director~~ commission shall approve, approve with modifications, or deny an application for an access variance in accordance with the criteria set forth in SHMC 17.84.150.

(3) The planning commission shall approve, approve with modifications, or deny an application for a subdivision variance subject to the criteria set forth in SHMC 17.136.120.

(4) The setback requirements in the applicable zone may be reduced up to 20 percent (a reduction of 20% of the required setback) and/or the lot coverage standards increased up to 5 percent (maximum specified lot coverage plus 5%) without a variance, provided the following standards are satisfied:

(a) The reduction of the setback area or increase in lot coverage established by the applicable zoning district shall be necessary to allow for the enlargement or remodeling of an existing building or accessory structure;

(b) The increase in lot coverage established by the applicable zoning district may also allow for new accessory structures;

(b) ~~(c)~~ The garage setback to the front property line satisfies the requirements of the applicable zoning district;

~~(e)~~ ~~(d)~~ The standards of Chapter 17.76 SHMC, Visual Clearance Areas, shall be satisfied;

~~(d)~~ The resulting lot coverage shall not exceed the maximum lot coverage of the base zone;

(e) The proposed building, accessory structure, or addition shall not encroach upon any existing easements;

(f) When the proposed building or addition is within the rear yard, the setback adjacent to the rear property line shall be landscaped with sight-obscuring plantings in accordance with the standards set forth in SHMC 17.72.080, Buffering and screening requirements; and

(g) Setback, buffering and screening requirements that apply when commercial and industrial zones abut a residential zone shall be satisfied.

**CITY OF ST. HELENS PLANNING DEPARTMENT  
STAFF REPORT  
St. Helens Comprehensive Plan Amendments CP.1.15**

**DATE:** April 16, 2015  
**TO:** Planning Commission  
**FROM:** Jennifer Dimsho, Assistant Planner  
**APPLICANT:** City of St. Helens  
**PROPOSAL:** Adopt the Parks and Trails Master Plan as an addendum to the Comprehensive Plan (Title 19 SHMC).

**The 120-day rule (ORS 227.178) for final action for this land use decision is not applicable.**

**BACKGROUND**

The Parks and Trails Master Plan (“the Plan”) is an update to the 1999 Parks Master Plan. It is the first Master Plan in St. Helens to examine the existing trail inventory and trail route recommendations. Chapters 1-7 of the Plan were prepared by a placement from the 2013- 2014 Resource Assistance to Rural Areas (RARE) AmeriCorps Program, based out of the University of Oregon’s Community Service Center. The final chapter, the Parks and Trails Capital Improvement Plan, was completed by staff.

**PUBLIC HEARING & NOTICE**

Hearing dates are as follows:

May 12, 2015 before the Planning Commission  
June 3, 2015 before the City Council

Notice was published in the The Chronicle on April 29, 2015. Notice was sent to the Oregon Department of Land Conservation and Development (DLCD) on April 8, 2015.

**AGENCY REFERRALS & COMMENTS**

As of the date of this staff report, the following agency referrals/comments have been received that are pertinent to the analysis of this proposal:

**DLCD:** Many of the proposed park trails, paths and bike facilities in the Plan involve streets. The city should amend the Transportation System Plan as well so there is agreement on project timing, funding and recommendations for improvement. This is of particular importance for the trails that appear to be adjacent to roads and streets and serve the bicycle-pedestrian use function for not only recreation, but for actually getting from point A to point B in the city like a sidewalk system and bike lanes would.

## APPLICABLE CRITERIA, ANALYSIS & FINDINGS

### SHMC 17.20.120(1) – Standards for Legislative Decision

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

- (a) The statewide planning goals and guidelines adopted under ORS Chapter 197, including compliance with the Transportation Planning Rule, as described in SHMC 17.08.060;
- (b) Any federal or state statutes or guidelines found applicable;
- (c) The applicable comprehensive plan policies, procedures, appendices and maps; and
- (d) The applicable provisions of the implementing ordinances.

#### (a) Discussion:

The statewide planning goals that technically apply or are related to this proposal are Goal 1, Goal 2, Goal 5, Goal 8, and Goal 11.

#### **Finding: Statewide Planning Goal 1: Citizen Involvement.**

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

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

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

The public engagement process for this plan has been very comprehensive. There have been over 15 input gathering sessions that began in October 2013 with the Parks Commission, the Bicycle and Pedestrian Commission, and the Planning Commission, all of which were open to the public. Current park and trail levels of satisfaction were collected through a month-long, online survey, the results of which are memorialized in the Needs Assessment in Chapter 5. A well-attended Parks and Trails Public Forum was held on April 16, 2014 where residents were given a presentation of draft park and trail proposals and had the option to record their feedback publicly or complete a hardcopy comment worksheet. Additional park and trail feedback was gathered from various service groups, clubs, and one-on-one interviews throughout the planning process. More details about the public engagement process is listed in the Needs Assessment of Chapter 5.

Given the substantial amount of public vetting for the Plan, scheduled public hearings, and notice provided, Goal 1 is satisfied.

**Finding: Statewide Planning Goal 2: Land Use Planning.**

*This goal requires that a land use planning process and policy framework be established as a basis for all decisions and actions relating to the use of land. All local governments and state agencies involved in the land use action must coordinate with each other. City, county, state and federal agency and special districts plans and actions related to land use must be consistent with the comprehensive plans of cities and counties and regional plans adopted under Oregon Revised Statutes (ORS) Chapter 268.*

The City and State (i.e. DLCD) coordinated with regard to the adoption of this proposal.

County-wide data and priorities from the Statewide Comprehensive Outdoor Recreation Plan (SCORP) 2013-2017 created by the Oregon Parks and Recreation Department (OPRD) were addressed in Chapter 5 of the Plan. City of St. Helens Comprehensive Plan consistency is addressed further below. There are no other known federal or regional documents that apply to this proposal.

Given the inclusion of local, state, regional and federal documents, laws, participation and opportunity for feedback as applicable, Goal 2 is satisfied.

**Finding: Statewide Planning Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces.**

*It is the purpose of this goal to protect natural resources and conserve scenic and historic areas and open spaces.*

Natural resource areas play an important role in the balance of an active and passive parks and recreation system. Many city parks contain natural areas that afford a passive recreational experience. There are also natural areas, such as Dalton Lake Recreation Area that play a critical role in the overall park system. The plan addresses these areas and identifies future projects that will enhance the overall natural resource system, supporting the intent of Goal 5. Therefore, Goal 5 is satisfied.

**Finding: Statewide Planning Goal 8: Recreational Needs**

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

The plan's purpose is to establish the long-term framework for enhancing the livability of the community for residents, employees, and visitors for the next 10-15 years. The provision of parks, trails, and recreation facilities and amenities is a crucial aspect of the plan. Given that the development and implementation of the Parks and Trails Master Plan plays a keystone role in satisfying the recreational needs of citizens of the state, and visitors to the community, Goal 8 is satisfied.

**Finding: Statewide Planning Goal 11: Public Facilities and Services**

*It is the purpose of this goal to plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.*

Ensuring proposals for parks and recreation amenities are located at equal intervals and are easily accessible for all residents throughout the community has been an important consideration throughout the planning process. Namely, an identified need for parkland on the west side of US Highway 30 has been addressed through park project recommendations. Further, incorporating a Trails Master Plan into the Parks Master Plan has ensured the trail network proposals are efficiently arranged, taking into consideration the location of existing parks and future park projects. For these reasons, Goal 11 is satisfied.

**The proposed amendments to the St. Helens Comprehensive Plan are either consistent with the intent of the Statewide Goals, or the Goals are not applicable because the plan does not affect issues addressed by the Goal.**

**(b) Discussion:** This criterion requires analysis of any applicable federal or state statutes or guidelines. There are no applicable federal statutes. The applicable state guideline is the 2013-2017 Oregon Statewide Comprehensive Outdoor Recreation Plan (SCORP). The SCORP is Oregon's five-year plan for outdoor recreation. It also provides guidance for Oregon Parks and Recreation Department (OPRD) grant programs. The OPRD supports the implementation of key statewide and local planning recommendations through partnerships and OPRD-administered grant programs.

**Finding:** County-wide data and priorities from the 2013-2017 SCORP were addressed in Chapter 5 of the Plan. Specifically, Columbia County's top ranked recreation needs for the future as assessed by the SCORP's public involvement process, are public access sites to waterways, soft surface walking trails and paths, and children's playgrounds made of natural materials. All these priorities are incorporated in the Plan's list of high priority park and trail projects.

**(c) Discussion:** This criterion requires analysis of applicable comprehensive plan policies, procedures, appendices, and maps. Organized by section, applicable Comprehensive Plan policies include:

**Finding: SHMC 19.08.040 Transit Policies**

(3)(g) *Plan and develop street routes to help alleviate Hwy 30's traffic load*

(3)(j) *Develop a plan for walking trails*

(3)(k) *Maintain, implement and update the bikeway plan*

The plan includes 18 mostly off-street trail route proposals totaling 10.17 miles, 3 bicycle and 3 pedestrian fitness routes that utilize existing pedestrian infrastructure, and a trail classification system with design trail feature examples. Full implementation of the on-

street and off-street trail proposals may help to reduce US Highway 30's traffic load, by reducing the number of local trips that require a car. The Plan satisfies these criteria.

**Finding: SHMC 19.08.060 Natural Factors and Local Resources Policies**

- (3)(a) *Participate in resource management planning through participation in collective federal, State, and regional agency planning programs.*
- (3)(b) *Consider airshed and water resources capacities in reviewing all plans, ordinance and permits for land development actions.*
- (3)(e) *Encourage the preservation of those forest lands between Columbia City and St. Helens.*
- (3)(f) *Encourage the preservation, restoration, and functionality of the open space corridors or rezone to open space zone 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.*
- (3)(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.*

Parks, open space designations, and hiking trails offer a way to preserve and restore the functionality of natural areas, while also offering substantial public benefit. Open space and natural areas provide opportunities for passive recreation and a place to gain a deeper appreciation for nature. The construction of low-impact hiking trails can guarantee that an open space corridor, like the unimproved gullies and valleys on the east side of Hwy 30 remain natural and will not be lost to future development. Likewise, developing Dalton Lake Recreation Area as a nature park as the plan suggests, will “encourage the preservation of the forested lands between Columbia City and St. Helens” and will encourage further restoration because of its nature park designation. The Plan satisfies these criteria.

**Finding: SHMC 19.12.120 Open Space Policies**

- (2)(a) *Attempt to acquire, where feasible, such identified lands for open spaces. Possible mechanisms include outright purchase, the acquisition of developmental rights or easements, the attainment of Bureau of Outdoor Recreation and HUD grants or loans, property exchanges, donations, and the acquisition of tax-foreclosed lands.*
- (2)(b) *Subject private development on such identified land to a Site Design Review procedure.*
- (2)(c) *Upon annexation to the City, zone Dalton Lake as Open Space.*
- (2)(d) *Encourage the development and redevelopment of lands which include or border all riparian corridors such as Scappoose Bay north to Willamette Greenway and west to Gable Road along Milton Creek through the use of development agreements and/or planned developments with flexible and innovative design techniques, transferable development rights, density transfer, including residential density bonuses and authorized mixed use development.*



The plan recommends obtaining Dalton Lake Recreation Area from the Oregon Department of Transportation, annexing it into the City, and adding it to the parks inventory. The requirement to zone Dalton Lake Recreation Area as open space remains consistent with the Plan's recommendations. The Plan recommends a trail route along Milton Creek from McCormick Park to the Columbia River and another route along Old Portland Road south to Scappoose. Both of these proposals involve developing the riparian corridors discussed in (2)(d). The Plan does not conflict with these criteria.

**Finding: SHMC 19.08.030 Public Services and Facilities Policies**

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

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

The parkland level of service analysis in Chapter 4 addresses future population growth and makes recommendations about how many acres and of what type of parks will be needed to meet the statewide recommended level of service. Chapter 7 suggests funding strategies for the park improvements needed to meet the recreational needs of anticipated population growth. Chapter 7 also recommends changes to improve the financial solvency of the Parks Department and Public Works Operations Division budget.

Chapter 4 also analyzes ½ mile radius to residential areas suggested in (3)(p) and recommends development of the Millard Rd. city-owned property into a community park to help meet this guideline. Even with the development of this property, there are still residential areas not served by a park within a ½ mile radius. The plan discusses the variety of variables that can change residential accessibility to a park, such as the presence of pedestrian infrastructure (sidewalks, off-street trails, crosswalks) or even the size of the park. Many jurisdictions have a larger radius service area (1 mile) for their regional parks and community parks, and lower service areas for pocket parks (1/4 mile) and neighborhood parks (1/2 mile). This criteria is met because the plan addresses anticipated growth and the recommended ½ mile service area for all residential areas.

## **CONCLUSION & RECOMMENDATION**

**Based upon the facts and findings herein, staff recommends approval of this proposal to adopt the Parks and Trails Master Plan as an addendum to the Comprehensive Plan (Title 19 SHMC).**

**Attachment(s):** Draft Parks and Trails Master Plan

The Draft Parks and Trails Master Plan is also uploaded to the City of St. Helens Parks page: <http://www.ci.st-helens.or.us/parks/>



# CITY OF ST. HELENS

*COLUMBIA COUNTY, OREGON*

## PARKS & TRAILS

### MASTER PLAN

ADOPTED X, 2015



## DRAFT

### ACKNOWLEDGEMENTS

The City of St. Helens appreciates the contributions and input of individuals involved in this project including: St. Helens staff, the Parks Commission, the Bicycle and Pedestrian Commission, the Planning Commission, and all of the engaged community members who provided valuable input for this planning process. Further thanks to City Council for their support of the planning effort needed to successfully complete the Parks & Trails Master Plan.

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## CHAPTER 1: INTRODUCTION

### 1.1 SUMMARY

### 1.2 PURPOSE

### 1.3 PLAN ORGANIZATION

### 1.4 RELATIONSHIP TO OTHER PLANS

### 1.5 SOURCES OF INPUT

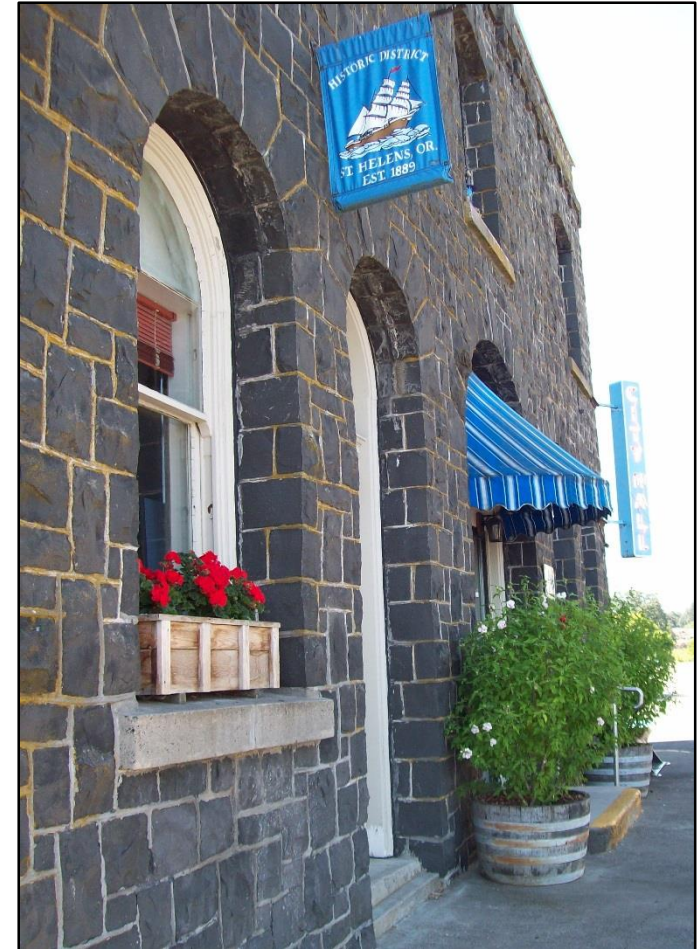


## 1.1 SUMMARY

The Parks and Trails Master Plan (the “Plan”) has been prepared to provide the City with a 10 to 15 year guide for continued improvement of city parks, trails, and their amenities. The City’s Comprehensive Plan (updated 2006) states it is the policy of the City of St. Helens to “develop a plan for walking trails”. St. Helens City Council, the Parks Commission and the Bicycle and Pedestrian Commission have all identified the need to update the outdated Parks Master Plan (1999) and to incorporate trails in the updated Master Plan. The Parks and Trails Master Plan is an update to the Parks Master Plan and also contains the first Trails Master Plan in the City’s history.

## 1.2 PURPOSE

This first purpose of this update is to identify the most current needs within the parks and trails system and to document the public and stakeholder engagement process of acquiring those needs. This Plan will also prioritize the identified needs based on the common themes from all forms of input, as well as develop possible funding strategies for addressing those needs. As funds become available, this Plan and the capital improvement component of the Plan can act as a well-calculated and publicly-endorsed guide for recreational development to help determine which projects and the order they should be funded. In addition, maintaining an updated Parks and Trails Master Plan allows the City to target specific funding methods (like State and Federal grants) and increases our eligibility of receiving those funds. Finally, an updated Parks and Trails Plan ensures that any future development will remain consistent with the stated vision for park and trail development.





## 1.3 PLAN ORGANIZATION

### CHAPTER 1: INTRODUCTION

- Relationship to existing planning documents
- Community involvement summary

### CHAPTER 2: COMMUNITY PROFILE

- Demographics and population trends
- Relationship to public health
- Existing land use conditions
- Waterfront relationship

### CHAPTER 3: INVENTORY

- City park inventory, including parks not maintained by the City
- Inventory of parks outside city limits
- Trail system inventory
- Water trails
- Native and non-native plants
- Accessibility mandates

### CHAPTER 4: LEVEL OF SERVICE

- Defines park classification system
- Defines parkland level of service guidelines
- Level of service analysis for park and trail systems

### CHAPTER 5: NEEDS ASSESSMENT

- Parks and trails online survey report
- Public forum results
- Commissions and city staff involvement
- Oregon Parks and Recreation Department (OPRD)  
2011 Trend Data



### CHAPTER 6: RECOMMENDATIONS

- Park recommendations
- High priority park projects
- Trail recommendations
- Trail classification and design guidelines
- High priority trail proposals
- Bicycle and pedestrian fitness routes

### CHAPTER 7: FUNDING STRATEGIES

- Parks department funding
- Public Works Operations Division: Parks and Grounds
- Capital improvement funds
- Funding strategies introduction
- Funding recommendations summarized

### CHAPTER 8: CAPITAL IMPROVEMENT PLAN

- Introduction
- Park Projects
- Trail Projects

## 1.4 RELATIONSHIP TO OTHER PLANS

The Parks and Trails Master Plan is one of several documents that comprise the City of St Helens' long range planning and policy framework. The following adopted planning documents have been incorporated into the creation of this Plan as much as possible.

### COMPREHENSIVE PLAN (UPDATED 2006)

The City's Comprehensive Plan includes goals and policies for general categories, such as transit, housing, and open space. Listed below are the general categories with goals and policies that relate to the Parks and Trails Master Plan update.

#### TRANSIT GOALS

- Encourage energy-sustaining modes of transit
- Increase appropriate walking and biking opportunities
- Create relatively traffic free residential areas

#### TRANSIT POLICIES

- Develop a plan for walking trails
- Maintain, implement and update the bikeway plan
- Plan and develop street routes to help alleviate Hwy 30's traffic load

#### NATURAL FACTORS AND LOCAL RESOURCE GOALS

- Encourage preservation of forest lands between Columbia City and St. Helens
- 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



- Encourage the preservation, restoration, and functionality of the open space corridors or rezone to open space zone the following lands: The canyon-area adjoining Godfrey Park, the unimproved gullies and creekbed systems, the lands along significant riparian corridors and connecting wetlands

#### HOUSING POLICIES

- Permit multifamily housing and mobile home park developments only if they have adequate open space

#### PUBLIC SERVICES AND FACILITIES POLICIES

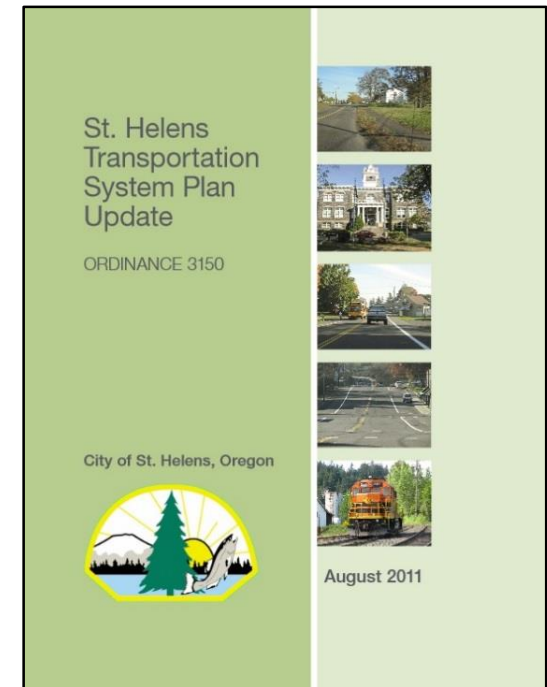
- Develop a program whereby the city's park system can be maintained or expanded to serve the needs of anticipated growth
- Acquire sites for future parks as identified on the comprehensive plan map as far in advance as possible to have sites be within ½ mile of residential area

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### TRANSPORTATION SYSTEM PLAN (2011)

The City's Transportation System Plan (TSP) guides the management and implementation of the transportation facilities, policies, and programs, within St. Helens over the next 20 years. Because the TSP focuses on projects within existing right-of-ways, many of the trail projects within this Master Plan are not included in the 2011 TSP project list. Listed below are the general topics that the TSP addresses as they relate to the Parks and Trails Master Plan update.

- Includes pedestrian improvements (sidewalks, crosswalks, and curbs), bike improvements (on-street bike lanes and bike facilities throughout the city) all of which should be considered in conjunction with any future trail proposals or park improvements
- Includes a 10 ft. multi-use trail proposal along the east side Old Portland Rd. south to city limits
- “Long term vision for the city’s transportation system includes completion of a safe and efficient multimodal transportation system that can accommodate all travel modes along all major roadways.”
- “This plan anticipates an off-street multi-use path and trail system that is integrated with the existing trail and street system throughout the city.”



### WATERFRONT DEVELOPMENT PRIORITIZATION PLAN (2011)

The Waterfront Development Prioritization Plan's goal was to identify projects that increase access to and public use of the waterfront from Scappoose Bay Marina to Dalton Lake, such as developing additional parks, boat ramps, and waterfront trails.

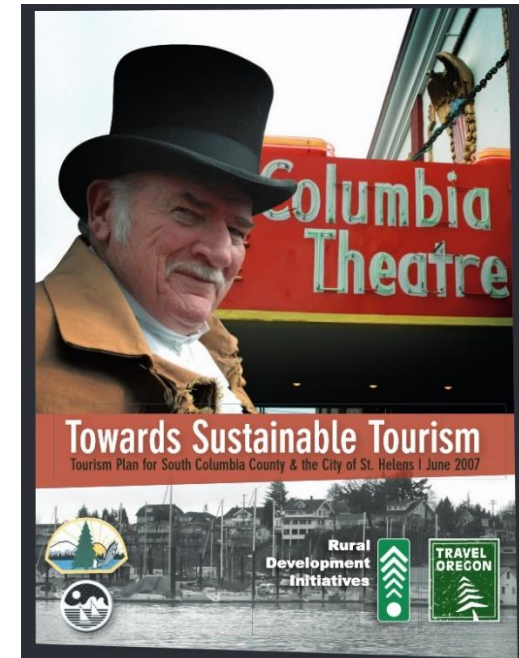
- Includes multiple off-street trail locations and current park improvements, which should be considered in conjunction with park projects and trail proposals that come out of this planning process
- Plan's top priority is the Dalton Lake Area Nature Trail which has potential to connect with existing trails and future trail proposals
- Promotes enhancing recreational activity for hikers, bikers, walkers, and for wildlife observation
- Encourages connectivity between current trails and parks
- Promotes more public access to the riverfront, through both trail and park proposals

## DRAFT

### TOWARDS SUSTAINABLE TOURISM –S. COLUMBIA COUNTY AND CITY OF ST. HELENS (2007)

The Towards Sustainable Tourism workshop and planning process was funded by a grant through Travel Oregon and by the City of St. Helens. The planning process and workshop generated a fifteen-year regional tourism vision and goals that would help fulfill that vision. A few quotes from the regional tourism vision as they related to the Parks and Trails Master Plan are listed below.

- “Create a highly visible network of interconnected trail systems for road cyclists, bikers, hikers, horseback riders, and birders.”
- “Create better connectivity to the Columbia River, one of the community’s most valued assets.”
- Boasts proximity to Portland’s biking community as a tourism asset, and suggests creating an inventory of potential cycling routes and trails



### CORRIDOR MASTER PLAN (FEBRUARY 2015)

The city obtained a Transit Growth Management Grant through the Oregon Department of Transportation and the Department of Land Conservation and Development for a corridor and gateway improvement plan for Highway 30 and the Houlton Business District to Olde Towne. The goal for this planning process was to create “streetscape” plans for the US 30 & Columbia Blvd/St. Helens St. corridors that reflect the community’s vision for appearance and function. The plan was adopted February 2015.

- One of the project’s objectives, in addition to establishing a vision for the community’s desired image along the major corridors was to “include pedestrian and bicycle enhancements along the corridors that improve safety, reduce conflict, and provide an improved physical environment that encourages biking and walking.”
- Bicycle and pedestrian enhancements proposed in the Corridor Master Plan process should be considered in conjunction with trail and fitness route proposals

## 1.5 SOURCES OF INPUT

Broad and deep engagement with community members is a fundamental building block to any successful plan. Gathering input from a wide range of community members is essential to this planning effort for a few reasons.

- Local people have transformative insights simply because they know their town best. *Local knowledge* of the community deepens and gives context to your quantitative data, from wildlife to walkability.
- Interacting and gathering input from residents builds *community ownership*. They need to share in the decisions leading up to the results. Residents need to own the final recommendations of a planning process so that they can be upheld into the future.
- Many minds working on a project leads to better results. The greater the diversity of people contributing to solving a problem, the more creative and effective the solutions.

Listed below are the summarized methods used to gather input and engage the public throughout this planning process. A more in-depth description of the public process is in the Chapter 5 Needs Assessment.

1. **Community Outreach:** Online survey and a public forum
2. **Service Groups and Clubs:** St. Helens Road Runners Club, the Kiwanis Club, the Kiwanis Day Breakers, and the Foundation of Public Health for Columbia County
3. **City Commissions:** Monthly input gathering sessions open to the public
4. **City Staff Involvement:** One-on-one interviews

Listed below are the various research methods and analysis used to compare St. Helens to surrounding Oregon communities. A complete Level of Service analysis is included in Chapter 4. A complete analysis of Oregon Parks and Recreation Department's data is included in the Chapter 5 Needs Assessment.

1. **Level of Service Guidelines:** Statewide recommendations for parkland acreage and trail mileage per resident
2. **Oregon Parks and Recreation Department (OPRD) Data Collection:** Provider needs survey, resident demand survey, priorities for the future

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## CHAPTER 2: COMMUNITY PROFILE

### 2.1 POPULATION, GROWTH RATE, AND PROJECTIONS

### 2.2 ETHNICITY

### 2.3 AGE DISTRIBUTION AND HOUSEHOLD SIZE

### 2.4 EMPLOYMENT AND UNEMPLOYMENT

### 2.5 INCOME AND EDUCATION ATTAINMENT

### 2.6 PUBLIC HEALTH AND RELATED FACTORS

### 2.7 LAND USE

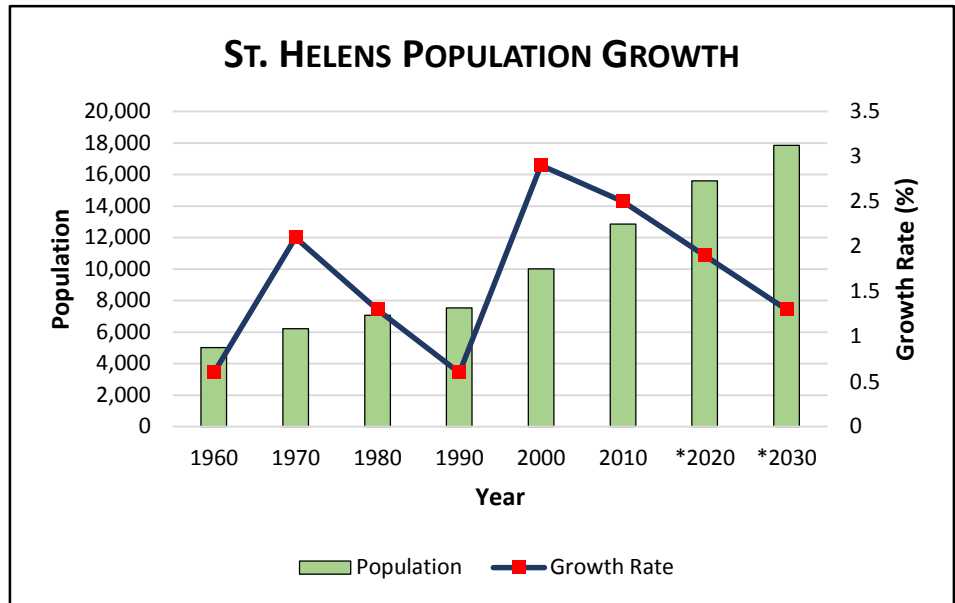
#### 2.71 WATERFRONT DEVELOPMENT

### 2.8 SUMMARY

## 2.1 POPULATION, GROWTH RATE, AND PROJECTIONS

The total population of St. Helens as of July 2011 is 12,890. In 2000, the population was 10,100. From 2000 to 2011, the growth rate was averaged around 2.5% per year, which is more than Columbia County and the State of Oregon's growth rate of about 1-1.5% per year. According to the PSU Population Research Center, under a medium growth forecast of 1.9%, St. Helen's population will be around 15,591 in 2020. The graph below shows the population of St. Helens dating back to 1960 and projects the population out to 2030. The growth rate spiked from 1990 to 2000, and the population has been growing steadily since then.

The growth rate is an important factor for the Plan Update because as the population grows, the demand for parks and recreation amenities will follow. If the parks and trails system remains unimproved throughout years of population growth, it puts increasing pressure on the existing parks and trails system to meet those growing recreational needs. Although the growth rate has been decreasing each year since 2000 and is projected to decrease into 2030, the population still continues to rise. Therefore, improvements to the parks and trails system should be made to meet recreation demands as the population grows into 2020 and 2030.



\*2020 and 2030 Projections from Center for Population and Research.  
Portland State University.

**“ If the parks and trails system remains unimproved throughout years of population growth, it puts increasing pressure on the existing parks and trails system to meet those growing recreational needs.”**

## 2.2 ETHNICITY

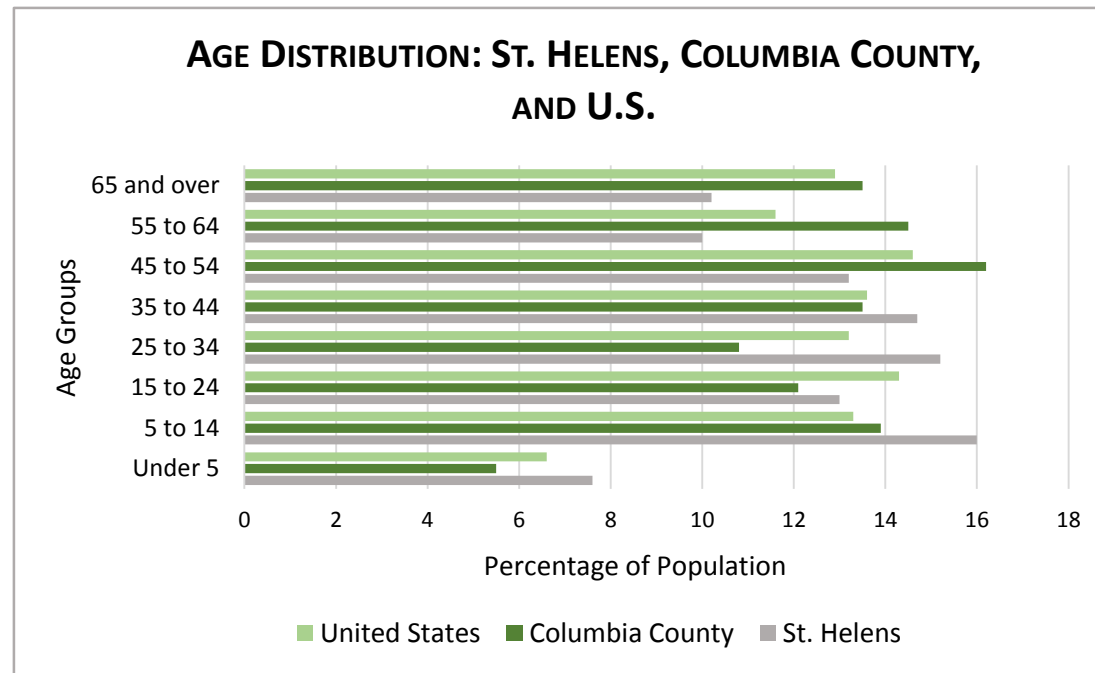
The population of St. Helens is largely white at 90.3%, followed by two or more races at 4.5%, American Indian and Alaska Native at 1.6%, 1.3% Asian, and less than 1% Black or African American and Native Hawaiian or other Pacific Islander. In addition, about 6.1% of the population is of Hispanic or Latino origin. This is an increase from 2000, when the Hispanic or Latino population only made up 4.1% of the population. Although it is a slow increase in minorities, St. Helen's demographic changes has implications for staffing, maintenance, and marketing of park and recreation facilities. The City will need to understand the unique ways in which different groups use services in order to meet their growing needs.



## 2.3 AGE DISTRIBUTION AND HOUSEHOLD SIZE

Age distribution is an important demographic characteristic because each age group demands different recreational amenities. It is important to meet the needs of all age groups and to know where the largest age groups lie. The figure below shows the age distribution for St. Helens, with comparisons to Columbia County and the United States. The chart shows, relative to the U.S. and Columbia County, St. Helens has a higher portion of children (under 14) and working-age adults (25 to 44). This is likely because St. Helens attracts parents who want to raise their children in a small-town environment, but still must commute into the Portland metro area for work. There is a relatively low portion of individuals over the age of 55, compared to the U.S. and Columbia County as a whole. The median age of St. Helens is 34, which is slightly lower than the median for Oregon, at 38 years old.

38.6% of all households in St. Helens have children under the age of 18 living with them, which is higher than both the County at 32% and the state at 30.1%. The average household size (2.59) is also larger than both the countywide (2.55) and statewide (2.47). This high number of families is important when evaluating key user groups, as families tend to have different recreational needs and facilities than adults or seniors, including toddler or elementary school age children's programs and family-oriented facilities such as playgrounds and multi-purpose fields that can accommodate various ages and sports.



U.S. Census. ACS 2007-2011 5 Year Estimates.



## 2.4 EMPLOYMENT AND UNEMPLOYMENT

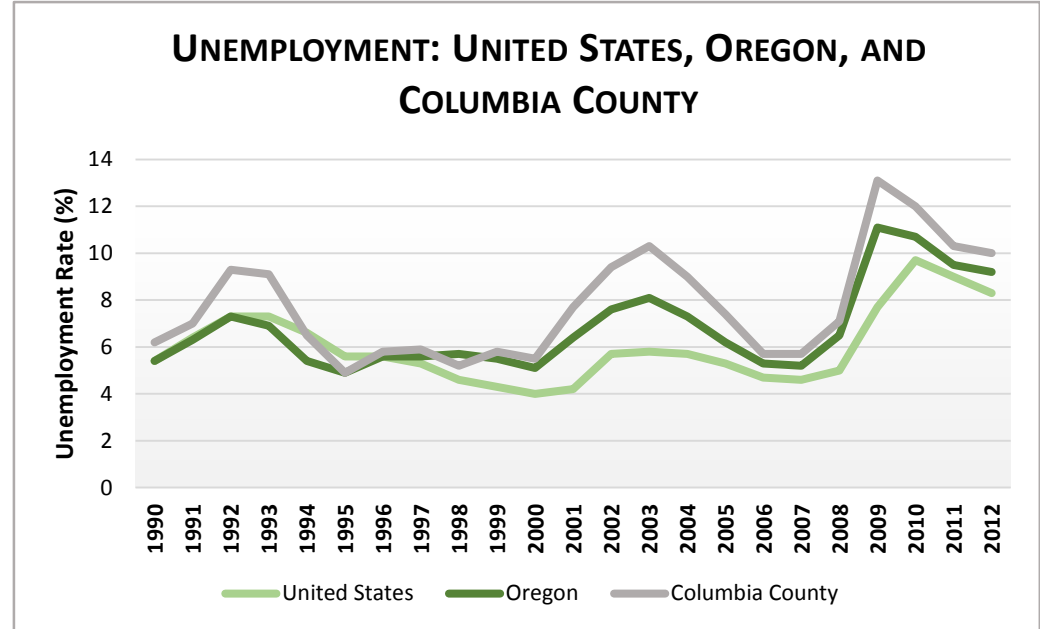
As seen in the table below, changes in Columbia County's unemployment situation follow the same general pattern as the state and the country, but the rate is consistently higher than the statewide and national average. The recession caused the unemployment rate in Columbia County to jump to 13.1%, the highest rate by far since 1990.

The most significant change in St. Helen's economy has been the transition from traditional wood processing and manufacturing to other sectors of the economy. The timber company Boise, who once employed over 900 people at the St. Helens mill, announced its final closure in December of 2012. However, the City's natural resource assets, including its location on the Columbia River, are now recognized and harnessed as a focus for recreation and tourism.

Today, major industries of employment include education, healthcare, and social services at 19.3%, manufacturing at 15.7%, retail trade at 13.4%, construction at 9.1%, finance, insurance and real estate at 7.4%, public administration at 6.4%, and the rest of the industries all under 5% of the workforce. In addition to these industries, St. Helens is the county seat, which means there is a significant portion of the workforce classified as government employees at 13.1%.

An analysis of commuting patterns for St. Helens shows that over 50% of residents commute out of the County for employment, but this is not a result of dying industries as much as it a phenomenon of lower land costs, small-town quality of life, and reasonable commute times. The average commute time for a resident of St. Helens is 32.2 minutes, which is about how long it takes to arrive in Portland.

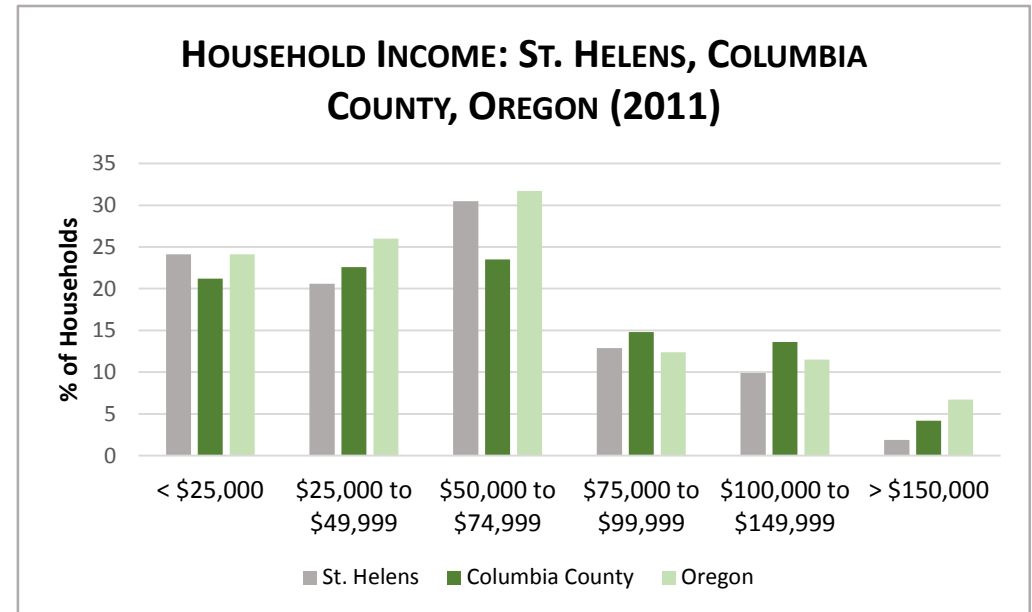
Having such a high proportion of commuters raises a number of issues. For example, since most of the City's population has traveled to areas outside the County during the day, they will likely spend their money outside of the County. But beyond the local economic implications, commuter populations are less likely to participate in community events and meetings, especially if they are during the day. Because of their daily vehicle use, commuters may have different transportation priorities when comparing multi-modal improvements to vehicular improvements, such as the construction of a non-vehicular trail versus improving the flow of an intersection to decrease travel times. In addition, daily round trips with destinations outside the County also greatly increase greenhouse emissions.



Bureau of Labor Statistics. 2012.

## 2.5 INCOME AND EDUCATION ATTAINMENT

As seen in the bar graph to the right, income levels in St. Helens reflect a community that is predominately low-middle income to low income. St. Helens has the highest percentage of income levels between \$50,000 and \$74,999, at 30.5% of households. In the income brackets above \$75,000, St. Helens falls below both the County and Oregon. Per capita income in St. Helens is actually lower than Columbia County and statewide at \$21,307, but the median household income is higher than the statewide at \$52,923 (See the table below). This is likely because, on average, households in St. Helens are larger the countywide and statewide figure, so the higher household income incorporates more people. Overall, this data indicates that households within St. Helens have relatively low levels of disposable income. Household income and per capita income levels can be a major factor in determining what recreation funding mechanisms are feasible in St. Helens.



US Census. 2007-2011 American Community Survey 5-Year Estimates.

### MEDIAN HOUSEHOLD, PER CAPITA INCOME (2011)

	Median HH Income	Per Capita Income
<b>Oregon</b>	\$49,850	\$26,561
<b>Columbia County</b>	\$56,270	\$25,440
<b>St. Helens</b>	\$52,923	\$21,307

US Census. 2007-2011 American Community Survey 5-Year Estimates.

Level of educational attainment generally correlates with household and per capita income levels. St. Helens is a fairly educated community, with 87% of people 25 years or older with a high school diploma or higher, 30% with some college, and 17% with a bachelor's degree or higher. St. Helens is very similar to Columbia County, which has 88.4% of people with a high school diploma or higher, and 16.8% with a bachelor's degree or higher.

## 2.6 PUBLIC HEALTH AND RELATED FACTORS

According to the Public Health Division of the Department of Human Services in Oregon (2009), in Oregon, 36.1% of adults are overweight and 24.5% are obese. Columbia County lands slightly higher than the statewide rates at 36.1% overweight and 24.5% obese. Unfortunately, these high rates are not exclusive to adults. According to the 2013 Oregon Healthy Teens Survey conducted by the Oregon Health Authority, children and teenagers in Columbia County are also very likely to be overweight or obese (See table below). As many as 16% of Columbia County's 8<sup>th</sup> graders and 9.5% of 11<sup>th</sup> graders are considered obese. It is no surprise that 65% of 8<sup>th</sup> graders and 71% of 11<sup>th</sup> graders do not get the recommended physical activity each day. It is recommended that children do 60 minutes of moderate activity every day, with 3 of those days vigorous activity. Moderate physical activity is defined as at least 30 minutes that did not make you sweat or breathe hard (e.g. walking fast, slow biking). 38% of adults do not reach the recommended physical activity each day. For adults, it is recommended they take part in 150 min of moderate physical activity per week and muscle strengthening activities 2 days per week.

### OVERWEIGHT, OBESITY RATES (2012-2013)

	Overweight	Obese
County Adults	40%	28.5%
Statewide Adults	36.1%	24.5%
County 8 <sup>th</sup> Graders	17.5%	16%
County 11 <sup>th</sup> Graders	18.9%	9.6%

Top: Oregon Overweight, Obesity, Physical Activity & Nutrition Facts, 2012

Bottom: Oregon Healthy Teens Survey, 2013

**“Instead of focusing solely on the need to facilitate vehicular transportation in and out of the community, the built environment can altered in ways that provide people with greater opportunities to be physically active.”**

There are a variety of factors that contribute to a person's overall health: individual genes, economic conditions, social factors, and personal behaviors. Another contributing factor that can be altered is the physical environment in which they live. Today's built environment has largely been shaped around society's dependence on motorized transportation. This is especially true for a city like St. Helens, where over half of residents are involved in a daily commute outside of the County. Instead of focusing solely on the need to facilitate vehicular transportation in and out of the community, the built environment can altered in ways that provide people with greater opportunities to be physically active. For instance, ready access to a park by way of a pedestrian-only trail may encourage greater physical activity. Walking or biking to the store becomes more practical when sidewalks or bike lanes do not end abruptly and the crosswalks at intersections make residents feel safe. Better pedestrian infrastructure allows people to begin to build routine physical activity into their daily lives, whether it is shifting a small percentage of short trips from cars to walking and biking or spending some free time walking on a nature trail within a park.

Research has also shown that the availability of opportunities to participate in physical activity is positively correlated with the amount of physical activity people engage in. In a 2013 Collection of Proven Community-based Prevention Programs by the New York Academy of Medicine, a case study in New Orleans proved that

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installing a 6-block walking path and a school playground could increase rates of vigorous to moderate physical activity in residents from 24% in a comparable neighborhood without the path, to 41% in the neighborhood with the walking path. Changes to the built environment can directly affect the levels of physical activity and subsequently the long-term public health of a neighborhood. Therefore, the availability and access to parks and recreation services are vital to increasing physical activity across all age sectors and plays a key role in reducing obesity rates. When evaluating the availability of these opportunities, it is important to not only consider their mere existence, but their accessibility and close physical proximity to residents. Physical barriers, safety concerns, and distance to parks and facilities often prevent residents from using the facilities and programs. Further research has shown that larger sizes of parks and open spaces do not necessarily increase how often or how much people use them, but rather the distance to the park or open space is the greatest determining factor.

The City of St. Helens can help make a positive change in these local public health statistics by investing capital funds to help make pedestrians and bicyclists feel safe when walking and biking within the community. By prioritizing active transit development and improving the quality of the park system, the City can encourage greater physical activity within the community.

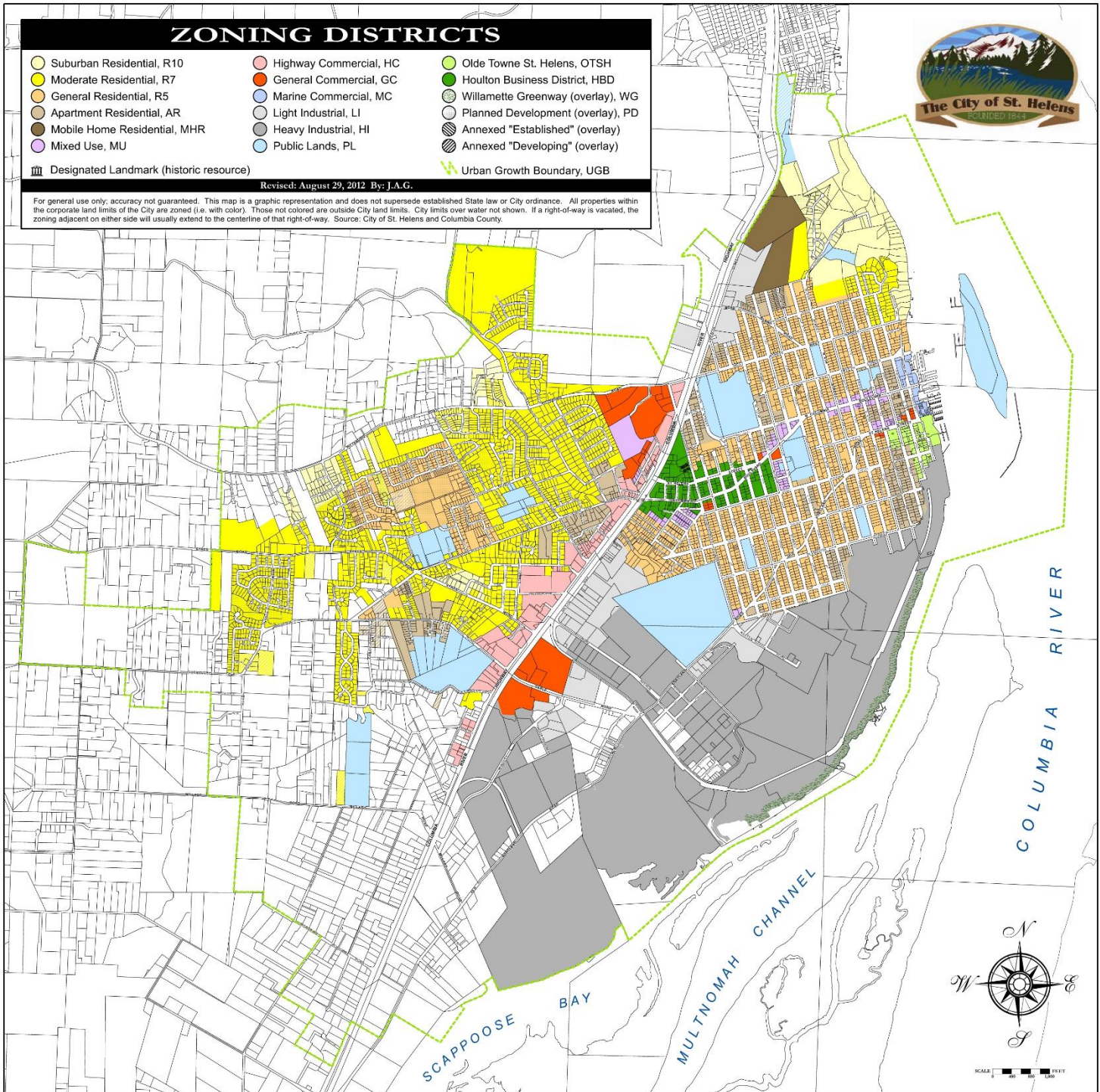
## 2.7 LAND USE

The City of St. Helens uses a two-map zoning system. One map represents the existing zoning and the other is the comprehensive plan zoning map, which reflects how the City is to be developed into the future. Both zoning maps should be referenced as trail routes are developed or when deciding where to located new parks. The zoning map, which is based on existing conditions, can be seen on the next page. Following the existing zoning map, there is the City's comprehensive zoning map, which reflects how the City will develop in the future.

Land use in St. Helens is predominantly residential at about 45% of existing land use, or up to 68% if you exclude the massive Heavy Industrial zoned properties along the waterfront and include the mixed use category where both residential and commercial uses are allowed. Residential zones have a higher demand for parks and recreation to be located nearby than other zones, so attention should be given to locate proposed park additions near residential zoned areas. For commercial activity, St. Helens does not have a singular, central downtown. Instead, it has three major zones of commercial activity: Highway Commercial along Hwy 30, The Houlton Business District which includes the Columbia Blvd and St. Helens St. couplet, and Olde Towne St. Helens which is a part of a larger Downtown Historic District. These three areas are important to include when considering the location of trails, as they are ideal destinations for travel.



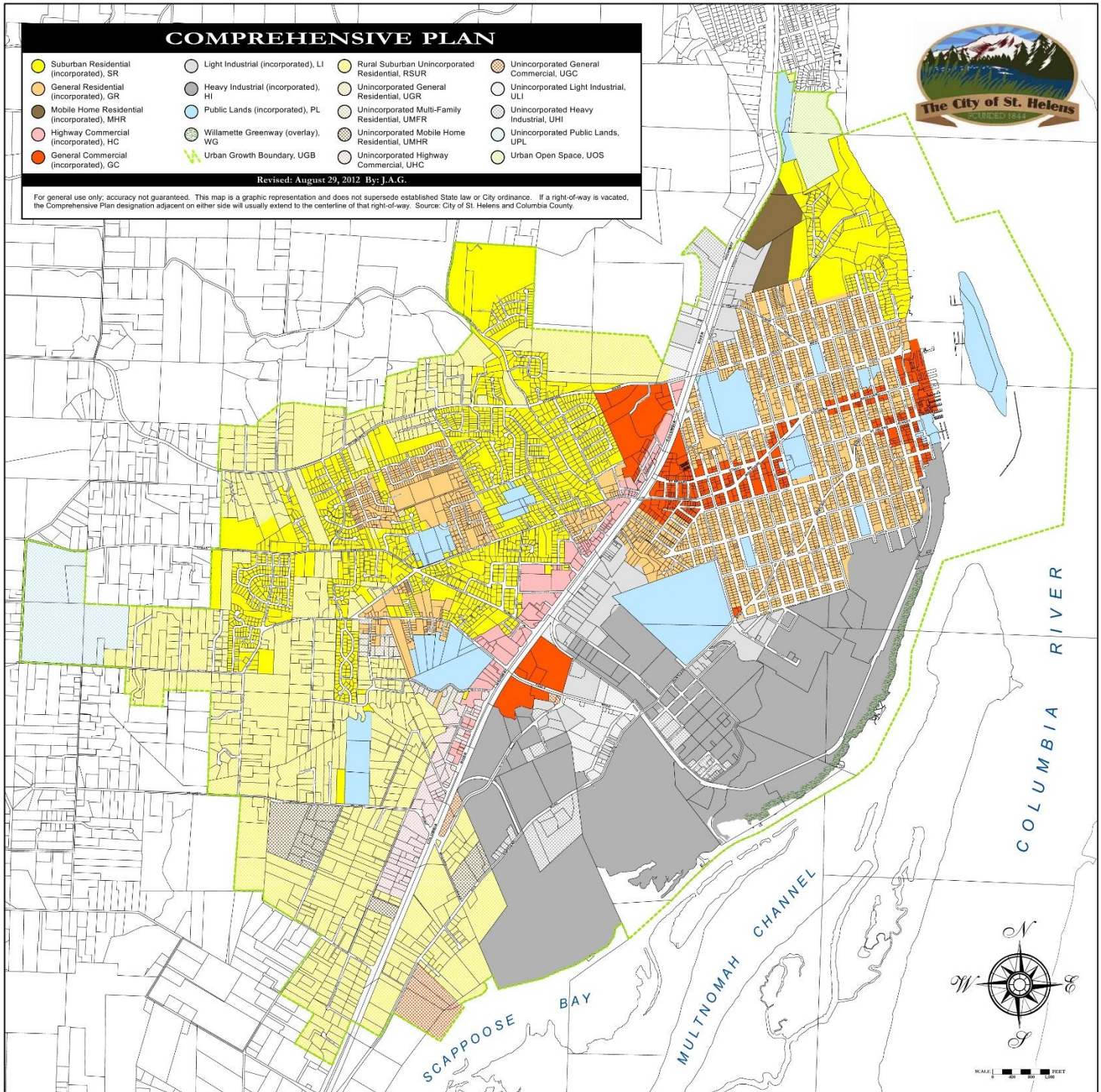
## ST. HELENS EXISTING ZONING (AUGUST 2012)





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## ST. HELENS COMPREHENSIVE ZONING MAP (AUGUST 2012)





## 2.71 WATERFRONT DEVELOPMENT

Another significant land use topic to address is the importance of the waterfront to this Master Plan update. 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 timber company Boise, who once employed over 900 people at the St. Helens mill, announced its final closure in December of 2012. They have expressed interest in selling the City two very large properties (Seen below), both of which offer a monumental opportunity to positively change the future of the St. Helens community.



Possible land transactions: St. Helens city limits (pink), the primary Veneer property (green), the secondary 200+acre Boise Property (yellow), and the City's wastewater treatment facility (red)



Aerial of primary property. Previous location of plywood veneer manufacturing facility owned and operated by Boise Cascade.

The primary area involves the property located adjacent to the City's downtown core and along the City's waterfront (Pictured right). The site was previously the location of a plywood veneer manufacturing facility, owned and operated by Boise Cascade. This premium waterfront property located adjacent to the heart of Olde Towne downtown offers a convenient and logical extension of the historic Olde Towne district. The site is prepared for redevelopment and all above ground structures have been removed from the site.

In addition to the property adjacent to Old Towne, Boise is working closely with the City on a secondary transaction. The expansion would add up to 200 acres of land, which was previously used until 2009 for wood processing. Currently, Boise leases a portion of the property to Cascades Tissue for a tissue manufacturing operation leaving this large industrial site mostly underutilized. The secondary transaction of property even further the ability to create new physical connections that improve transportation linkages, as well as open space and trail opportunities. Both of these potential property transactions should be considered as much as possible when developing trail routes, parkland improvements, and projects that increase public waterfront access.

## 2.8 COMMUNITY PROFILE SUMMARY

Understanding the demographic composition and trends of St. Helens is important in determining proper recommendations for the Parks and Trail system. St. Helen's demographic makeup is shaped primarily by its vicinity to the metro area of Portland and its history of natural resource extraction and wood processing industries.

- **Families:** Because there is such a high proportion of working-age adults and children, planning the parks and trails system to meet the needs of family households with children will be an essential component of this Plan.
- **Growth Rate:** Monitoring the growth rate of St. Helens to be sure that the parks and trails system is meeting the demands of an increasing and a diversifying population will be important as the city progresses.
- **Commuters:** Since the average user is likely to commute out of the county every day, care must be taken to address and market recreational options with the priorities of a commuter in mind.
- **Funding Feasibility:** Household income, per capita income levels, and the level of unemployment should all be considered when determining what recreation funding mechanisms are feasible for St. Helens.
- **Public Health:** St. Helens needs to work on addressing the rates of overweight and obese adults and children. Investing capital improvement funds to make pedestrians and bicyclists feel safe, prioritizing trail development, and improving the quality of the park system will all encourage greater physical activity within the community.
- **Waterfront Expansion:** Finally, with the property transaction of the old plywood veneer manufacturing facility and the former paper mill site on the City's horizon, looking at possible trail proposals and open space additions should incorporate acquiring this catalytic waterfront property.



Veneer property  
conceptual rendering.  
Developed by the  
Sustainability Design  
Assessment Team (SDAT)  
on May 14, 2014.

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## CHAPTER 3: INVENTORY

### 3.1 CITY OF ST. HELENS MAINTAINED PARKS

#### 3.11 SUMMARY OF PARK AMENITIES

#### 3.12 PARK SYSTEM INVENTORY MAP

### 3.2 OTHER ST. HELENS RECREATION FACILITIES

#### 3.21 DALTON LAKE RECREATION AREA

### 3.3 TRAILS

#### 3.31 TRAILS, PATHWAYS AND BIKEWAYS DEFINED

#### 3.32 TRAIL INVENTORY

#### 3.33 WATER TRAILS

### 3.4 NATIVE AND NON-NATIVE SPECIES

### 3.5 ACCESSIBILITY MANDATES



### 3.1 CITY OF ST. HELENS MAINTAINED PARKS

The Parks and Trails Master Plan is intended to identify short and long-term needs for the City’s existing and future park and trail infrastructure. As such, an important part of this process is updating the inventory of parks and their amenities. The following section provides a detailed description of each park facility owned and maintained by the City of St. Helens. Each section includes total acreage, the location, a narrative description, a list of amenities, and parking limitations. Following the park-specific descriptions, there is a table on page 10 summarizing the amenities offered at each park. In addition, a map of the entire St. Helens park system is provided on page 11.

Since St. Helens residents may travel outside of St. Helens city limits to meet a recreational need, it is important to inventory recreational amenities beyond city-maintained facilities. In section 3.2, “greater” and “other” St. Helens recreational facilities are inventoried. These inventories will help determine current needs and help predict where future recreational needs will lie.



Columbia County Courthouse Plaza located between 1<sup>st</sup> St and Strand

#### ST. HELENS PARK SYSTEM ACREAGE

Name of Facility	Acreage
6 <sup>th</sup> Street Park	2.9
Godfrey Park	3.6
Grey Cliffs Park	1.6
Heinie Heumann Park	2.9
Columbia Botanical Gardens	3.2
Nob Hill Nature Park	6.6
Civic Pride Park	1.2
Walnut Tree Park	0.15
County Courthouse Plaza*	0.25
Columbia View Park	1.0
Campbell Park	9.1
Sand Island Marine Park**	31.7
McCormick Park	70.7
<b>Total Acres</b>	<b>134.9</b>

\*Owned and maintained by County

\*\*Island ranges in size. To be consistent, the smallest estimate is used.



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Little league baseball field with concession stand in background

### 6TH STREET PARK

2.93 ACRES, N. 6TH AND 7TH AND WEST ST

**Description:** The land is mostly flat, with the southeast corner slightly dropping. The park land is mostly grass, with oak trees along 7<sup>th</sup> and West St.

**Amenities:** One handicap accessible restroom, two little league baseball fields with dugouts, seating, and a concession stand, two removable goal posts to convert to a soccer field, a landscaped park sign, a flagpole and a chain link fence around the whole park

**Parking:** Parallel parking is provided along 6<sup>th</sup> and West St, perpendicular parking along 7<sup>th</sup> St.



Park sign installed by seasonal help Summer 2014

### CAMPBELL PARK

9.1 ACRES, WEST OF N. VERNONIA RD. AND McMICHAEL ST. INTERSECTION

**Description:** The land is mostly flat and planted with grass. There are native trees in the picnic-playground area and around the border of one of the baseball fields. There is a pedestrian entrance (pictured below) near the playground that allows park entrance from Goodman Ln.

**Amenities:** Handicap accessible restrooms with wall drinking fountain, two covered picnic shelters, two lighted ball fields with bleacher seating and dugouts, a concession stand, an equipment storage shed, four tennis courts, playground equipment (installed in 2000), four half-court basketball courts enclosed with a fence (installed 2011), picnic tables, and park benches

**Parking:** Two paved parking lots, one near the ball fields and tennis courts and the other near the playground, both accessible from McMichael Ave



Top: play equipment (installed 2000)

Bottom(left to right): Fenced 4 half court basketball courts bridge to 4 tennis courts, and pedestrian access



## DRAFT

### CIVIC PRIDE PARK

1.7 ACRES, WEST OF LEWIS AND CLARK ELEMENTARY

**Description:** The land is slightly sloped from the edges to the center. It is planted with grass and has a few trees.

**Amenities:** Park benches, and a stone path that leads from one end of the park to the other

**Parking:** Lower graveled lot with access from S. 12<sup>th</sup> St and a paved upper lot with access from Columbia Blvd. and shared with the school district



Entrance to Gardens with commemorative plaque in lower right

### COLUMBIA BOTANICAL GARDENS

3.2 ACRES, N. 6<sup>TH</sup> STREET, ADJACENT TO ELKS LODGE

**Description:** The gardens were constructed at the site of an old rock quarry. Within the site, there is very little soil. There is a low swampy area and a higher elevated area with large moss-covered boulders. Vegetation abounds throughout the park and includes evergreen and deciduous trees, many wild shrubs, and swamp plants.

**Amenities:** Gravel-covered nature trails through a very natural landscape, occasional directional signs throughout the trail

**Parking:** On-street gravel parking and at the nearby Elk's Lodge lot



View from one of the gravel nature trails



## DRAFT

### COLUMBIA VIEW PARK

.9 ACRES, BETWEEN STRAND ST. AND THE COLUMBIA RIVER

**Description:** The land is mostly flat, with a stone and grass-terraced hillside up to Strand St. It is planted with grass and has paved walkways, stairs and a ramp up to Strand St. The terraced hillside is used as amphitheater seating during special events, pictured below.

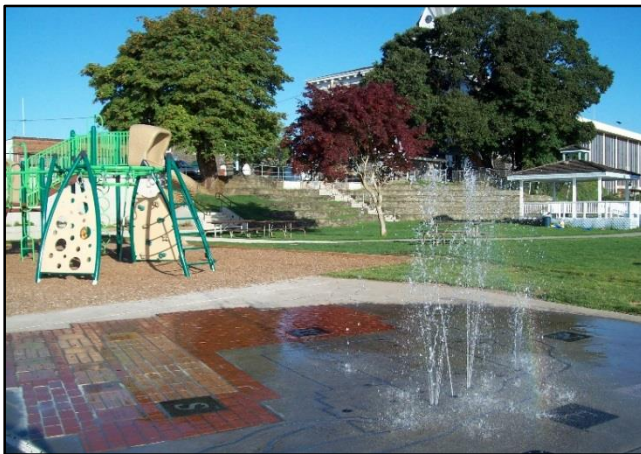
**Amenities:** Handicap accessible restrooms with showers, a gazebo with electricity (reconstructed and moved to a more central location around 2001) available for weddings, receptions, or community events, play equipment (installed 2011), “Splash It Up” fountain splash pad with commemorative plaques (ongoing function has been problematic), picnic tables, memorial and regular benches, chain link fence along the bank to prevent young children from getting near the river, a statue commissioned by the Historical Society of Columbia County in 2005 and donated to the city’s public art collection, a few informational signs about the city’s history, a Life Jacket Loaner Station located near the city’s public dock entrance

**Parking:** Paved lot off Strand St. shared with City Hall



Top: Riverfront views from the park

Bottom: “Splash it Up” fountain installed 2012



Amphitheater style seating at 13 Nights on the River Summer Series



## DRAFT

### GODFREY PARK

3.5 ACRES, N. 4<sup>TH</sup> ST. OFF COLUMBIA BLVD

**Description:** The park slopes downward from the private lots along Wyeth to a flat area that comprises the usable portion of the park. The land is then bordered on the south by a deep canyon. It is planted to grass and contains mature fir and deciduous trees.

**Amenities:** Drinking fountain, gravel trail that leads through to 2<sup>nd</sup> street, a covered picnic shelter, playground equipment (installed 1965), four horseshoe courts, horse statue bike rack, volleyball polls and net, picnic tables, and park benches

**Parking:** On-street gravel parking along N. 4<sup>th</sup> street



Four horseshoe courts with covered picnic shelter and swingset in background



Play equipment (swingset and monkey bars not pictured) installed in 1965



Gravel parking lot pictured on left with artistic bike rack

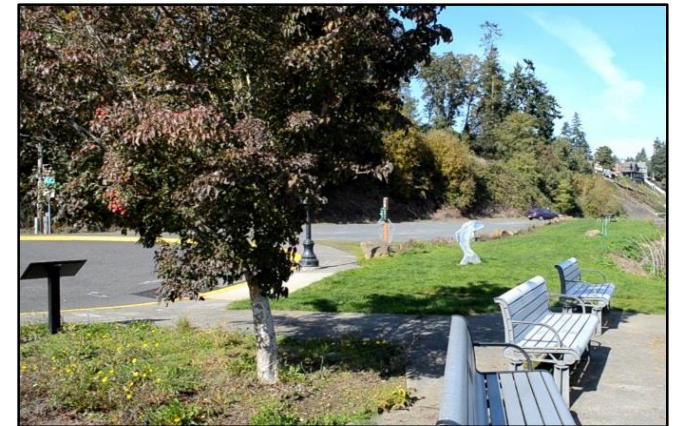
### GREY CLIFFS PARK

1.6 ACRES, NORTH OF RIVER ST, COLUMBIA RIVER

**Description:** The site is located where River Street dead-ends into a two-level cliff area. The lower level of the park contains the parking lot, and a flat, grassy viewing area with a path that leads to the beachfront access. The upper level is a flat, grassy pet off-leash area situated on a bluff, next to a cliff of basalt.

**Amenities:** Picnic tables, benches, beachfront access, pet off-leash area, fishing, overlook viewing areas, informational plaque, a fish statue, and an artistic bike rack

**Parking:** Gravel lot



Informational plaque on left and park benches with views of the marina. Fish statue seen in background.



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### McCormick Park

70.33 ACRES, BETWEEN OLD PORTLAND RD., SOUTH 18<sup>TH</sup>, AND DuBOIS LN.

**Description:** McCormick Park is St. Helens most valued park and attracts people from all over the region because of the numerous sporting and unique recreational amenities. Milton Creek cuts through the western third of the park. This area is relatively flat and contains many never-been-cleared evergreens and deciduous trees, shrubs and brush. The eastern portion of the park, where most amenities are located, is relatively flat with a few rock outcroppings. The Parks Department's shop (built 1981-1982) is located near the baseball field parking lots. The caretaker's manufactured home, which was constructed around 1998, is also located within the park. There are two vehicular entrances to the park, both along S. 18<sup>th</sup>. The northern entrance is located near the library and the southern entrance leads to campsites and a covered picnic area.

**Amenities:** Large covered picnic gazebo with water and power, sand volleyball court, a skateboard park, a BMX track, 1.5 mile fitness trail that leads from the shower restroom area to the skate park, 1 mile of nature trails, two lighted (as of 2009) softball fields, handicap accessible restrooms including outside-wall drinking fountains, concession stands, two smaller ball fields that double as junior soccer or football fields, playground with an assortment of play toys including a swing set (installed 2000), 11 campsites with picnic tables, charcoal cookers and running water, Veteran's memorial with stone in memory of City's Korean and Vietnam veterans, including a flag, howitzer, roses, and a cement walkway, two horseshoe courts, 18-hole disc golf course (Winter 2014), pets off-leash picnic area equipped with picnic tables, charcoal cookers, and benches

**Parking:** Large paved lot near restrooms which extends to the playground as of June 2014, paved parking near the baseball fields, and paved parking near the pets off-leash picnic area



Top: A hand-walk exercise station along the 1.5 mile gravel fitness trail

Bottom: Pet off-leash and picnic area



BMX track



Veteran's memorial with covered picnic shelter in background



Boardwalk with disc golf basket in background



Skatepark



## DRAFT



Boardwalk along the nature trail

### NOB HILL NATURE PARK

5 ACRES, WEST OF PLYMOUTH ST, NORTH OF WASTEWATER TREATMENT PLANT

**Description:** Nob Hill Nature Park is an oak woodland habitat perched on a basalt bluff with views of where the Columbia River and the Multnomah Channel collide. It is filled with native white oak trees, as well as shrubs, wildflowers, and lilies. It makes a great place for bird-watching and flower study. The Friends of Nob Hill Nature Park, in conjunction with Scappoose Bay Watershed Council, hold volunteer work parties twice yearly where they work on removal of invasive plants, including English ivy, holly and blackberries.

**Amenities:** 1/3 mile nature trail loop with three different entrances: one by the wastewater treatment plant and the other two leading from the nearby neighborhoods on 3<sup>rd</sup> and 4<sup>th</sup> street

**Parking:** Parking is allowed at the city's wastewater treatment plant, and at the 3<sup>rd</sup> street cul-de-sac access point



April 2014 Nob Hill Work Party where volunteers replant native species and remove non-native species with the goal of returning the park to a more natural state



Aging park sign

### HEINIE HEUMANN PARK

2.9 ACRES, BETWEEN S. 15<sup>TH</sup> AND 16<sup>TH</sup> ST. AND TUALATIN

**Description:** The site is fairly flat with a sharp rise towards the edge bordering Tualatin. A small wastewater drainage ditch cuts through the middle of the park. The park is considered a water retention area, flooding fairly frequently. The site is planted with grass and there are mature native trees throughout the park.

**Amenities:** A picnic table, park sign, two see-saws, and a community garden on the border of senior center and park

**Parking:** No official parking, but there is a narrow gravel strip on S. 15<sup>th</sup> which could be used and the senior center parking lot adjacent to the park usually has ample parking



Two see-saws with small crossing over wastewater drainage ditch on the left



## DRAFT



Top: Dock and access ramp on island  
Bottom: Sand Island campsite



### SAND ISLAND MARINE PARK

31.7 ACRES [VARIES], COLUMBIA RIVER EAST OF ST. HELENS

**Description:** Sand Island is a manmade island from spoils and dredgings composed primarily of sand and silt. It is mostly rolling and sloping, though there are a few flat spots. The camp and picnic sites are planted with grass, while the rest of the park is left to its natural state. There are many native deciduous trees and shrubs, as well as non-native blackberries. The Parks Department planted 2,000 small fir and 1,000 maple trees in 1979, but the deer population destroyed almost all of the plantings.

**Amenities:** No access to running water on the island, but there are 2 brand new composting restrooms installed Spring 2014 and 1 originally installed around 1980, concrete docks with an access ramp, between 25-35 informal (not designated) campsites, picnic tables, charcoal cookers, park benches, and trash containers in the picnic area, swimming/sunbathing beachfront, nature trails throughout the island, volleyball anchor posts, and 1 covered picnic shelter (installed by the Portland Yacht Club)

**Parking:** Free of charge concrete dock with an access ramp installed in collaboration with the Oregon State Marine Board



View of shoreline from dock access ramp



Standing in the center of the park looking up at the massive 100+ year old Walnut Tree

### WALNUT TREE PARK

1 ACRE, COLUMBIA BLVD AND WHITE WAY

**Description:** Walnut Tree Park is a pocket park located inside residential areas. It is planted with grass and contains a massive 100+ year-old walnut tree as its focal point. This park was adopted and is maintained by the Kiwanis Day Breakers Club of St. Helens.

**Amenities:** An artistic bench created by welding students at the High School, one picnic table, and a park sign

**Parking:** None



Walnut Tree Park Bench with newly planted flowers in foreground

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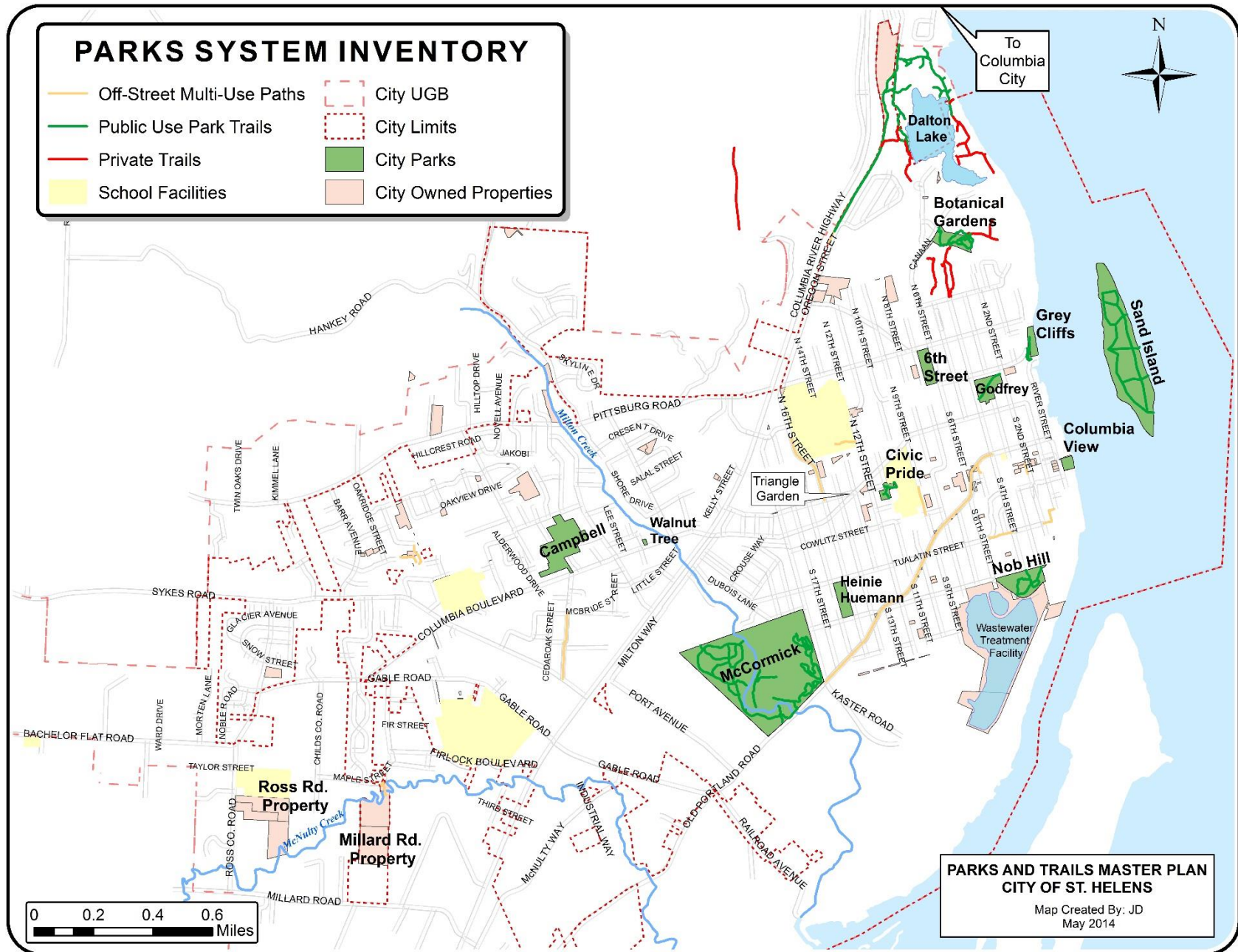
## 3.11 SUMMARY OF PARK AMENITIES

	Facility Amenities												Sport Amenities										
	Gazebo	Picnic Shelter	Picnic Table(s)	Charcoal Grill(s)	Drinking Fountain(s)	Bench(es)	Playground Equipment	Trails	Restrooms	Showers	Campsites	Concession Stand(s)	Pets Off-Leash Area	Sand Volleyball	Horseshoe Court(s)	Soccer Field(s)	Football Field(s)	Softball Field(s)	Baseball Field(s)	Tennis Court(s)	Basketball Court	Skate Park	BMX Track
6th Street Park																x			2*				
Campbell Park		2	x		x	x	x		x			x						2		4	x		
Civic Pride Park				x		x																	
Columbia Bot. Garden								x															
Columbia View Park	x		x		x	x	x		x	x													
Dalton Lake Area								x															
Godfrey Park		1	x		x	x	x	x							4								
Grey Cliffs Park			x			x							x										
Heinie Heumann Park			x				x																
McCormick Park		1	x	x	x	x	x	x	x	x	11	x	x	x	2	x	x	2*	2			x	x
Nob Hill Nature Park								x															
Sand Island Marine Park			x	x		x			x		35**												
Walnut Tree Park			x			x																	

\*Little League sized-fields

\*\*Estimation, not formally designated campsites

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## 3.2 OTHER ST. HELENS RECREATION FACILITIES

In addition to identifying city-owned and city-maintained park properties, it is important to note the facilities that may be just outside of the community's boundaries (Greater St. Helens Facilities) or are not maintained by the city, but that residents commonly use (Other St. Helens Facilities). Addressing these facilities and the services they provide to residents is important when determining where current needs exist and where future needs will lie. These facilities were generated from input from the Parks Board, the Bicycle and Pedestrian Commission, and city staff. The table to the right lists facilities within St. Helens, but not owned or maintained by St. Helens. The list includes a year-round public pool funded by the Greater St. Helens Parks and Recreation District, school district facilities, and other properties within city limits that serve as recreation areas or greenspace for residents.



Inside Eisenschmidt Pool building during a public swim

The table on the following page lists the facilities that are outside of St. Helens city boundaries, but that residents commonly use. It includes private properties like the St. Helens Golf Course and properties owned by the Port of St. Helens like the Scappoose Bay Marine Park and the Bayport RV Park. It also includes properties owned by St. Helens like the Salmonberry Tree Farm and Reservoir. Following the Greater St. Helens Recreation Facilities Table, there is a more in-depth description and history of the Dalton Lake Recreation Area.

### OTHER ST. HELENS RECREATION FACILITIES

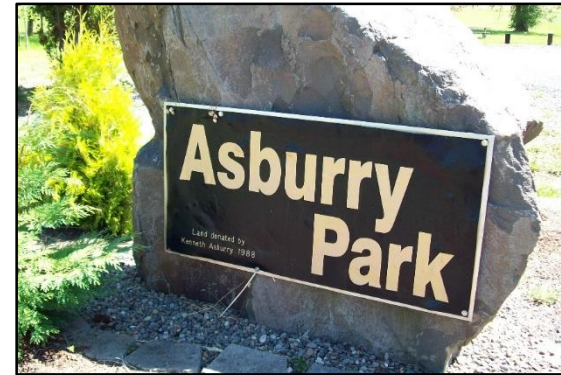
Name of Facility	Owner	Amenities
Dalton Lake Recreation Area	ODOT	Dirt and gravel trails around lake that connect to paved 8' multi-use Rutherford Parkway
Eisenschmidt Pool	Greater St. Helens Parks & Recreation District	Year-round public pool, swimming lessons, fitness classes, public swim sessions, home of St. Helens Sea Lions Swim Team
Millard Rd. Property	City	Greenspace owned by the city, but not an official designated park
Boise Property Baseball Fields off Kaster Rd.	Private	3 baseball fields with concession stands and bleachers, agreement with Boise for allowed use
St. Helens Middle School	St. Helens School District	Baseball field, football field, track
St. Helens High School	St. Helens School District	Tennis courts, track, football field, soccer field, baseball and softball field
Lewis and Clark Elementary	St. Helens School District	Playground
McBride Elementary	St. Helens School District	Playground



## DRAFT

### GREATER ST. HELENS RECREATION FACILITIES

Name of Facility	Owner	Amenities
Scappoose Bay Marine Park	Port of St. Helens	Nature trails, picnic area, public restrooms, kayaking rentals
Bayport RV Park	Port of St. Helens	23 campsites, fire rings, power/water hookups, restrooms with showers, gazebo
Asbury Park	Columbia County	Portable restrooms, picnic tables
Grace Baptist Church Field	Private	Use agreements for field use
St. Helens Moose Lodge	Private	Minor league baseball field
Ross Rd. field south of Grace Baptist Church	City of St. Helens	Purchased with park funds with the intent it would develop into a park in the future. Currently used as a driving range for SHS
St. Helens Golf Course	Private	18 hole, pro shop, cart rental, chipping/putting practice, warm-up cage, tournaments
Salmonberry Reservoir/Tree Farm	City of St. Helens	Day-use area, fishing, trails



Columbia County owned and maintained park



Salmonberry Reservoir stocked with fish



St. Helens  
Moose Lodge  
minor league  
baseball field

### 3.21 DALTON LAKE RECREATION AREA

Located east of Hwy 30 and just south of Columbia City, the Dalton Lake area was used by ODOT as a wetlands mitigation site. It contains gravel and dirt trails surrounding the pond that connect to the paved 8' multi-use Rutherford Parkway. In 2009, an agreement between ODOT and the City was made to allow residents to use the area as a “passive recreation site”. The Dalton Lake Site is entirely within the Urban Growth Boundary of the City, while only the southern quarter of the lake is within the City limits (See map on page 29). There are existing non-motorized access gravel and dirt trails surrounding the lake, with trailhead access from four locations: near the St. Helens water treatment facility at the northernmost part of Rutherford Parkway, Oregon Street at the start of the Rutherford Parkway, a private footpath from Spinnaker Way in Columbia City, and another private footpath off of Madrona Court in St. Helens.

The maintenance of the non-motorized access trails surrounding Dalton Lake is currently done by the Columbia Drainage Vector Control District. After verifying with a field technician in March 2014, they maintain the trail starting from the gate until the private property sign on the southeastern side of the lake. They maintain the trail from the months of April to September, with maintenance visits more often July through August. They trim back any fallen limbs, blackberries, grass, and brush growth.

There are a number of native species, some more rare than others in the Dalton Lake Recreation Area, such as the Wapato seen to the right. Non-natives, such as English Ivy, blackberries, and Canary Grass are very prevalent throughout the area. A “Friends of Dalton Lake” community group has been formed to help remove some of the more invasive non-natives, but regular work parties have not yet been planned. A complete inventory of the native and non-native species surrounding Dalton Lake can be seen in Appendix D.

Native Wapato thriving in the part sun marshy lands, amidst the invasive Canary Grass



View from trail that wanders up the cliff west of lake. Trail is accessible from the Rutherford Parkway



View from lower trail on the west of lake



Gate at beginning of trail that heads east around the lake. Arrow points to Rutherford Parkway

### 3.3 TRAILS

Before a trail inventory can be conducted, there must be a clear definition of what a trail is. The definition for a trail listed below is pulled from the 2013 Statewide Comprehensive Outdoor Recreation Plan (SCORP) and it dictates which trails and paths can be included in the trail system inventory. As the St. Helens trail system expands, it will need a trail classification system to distinguish the different functions of the types of trails. In Chapter 6.3, a classification system is developed to define the function and design of each trail route proposal.

#### 3.31 TRAILS, PATHWAYS AND BIKEWAYS DEFINED

Trails, pathways, and bikeways include a number of trail types including multi-use, pedestrian, and soft surface trails to accommodate a variety of activities such as walking, running, biking, dog walking, rollerblading, skateboarding, and horseback riding. Such trails may be located within parks or along existing streets and roadways as part of the citywide transportation system. Multi-use trails are designed for use by pedestrians, bicyclists, skateboarders, wheelchairs, and other non-motorized vehicle users. These trails are hard surfaced to accommodate bicycles and provide accessibility for people with disabilities. Hard surfaced pedestrian trails are generally found within smaller parks and as secondary trails within larger parks. Soft surfaced trails are composed of soft-surface materials, such as soil, crushed rock, hog fuel, and wood chips. Most soft surfaces do not provide accessibility for people with disabilities but are preferable for some recreation activities, such as running and hiking. Trails, pathways, and bikeways may include amenities such as directional and control signage, gates, benches, overlooks, drinking fountains, lighting, trailhead kiosks, and interpretive signs.

#### 3.32 TRAIL INVENTORY

The definition of a trail dictates what can be included in the total trail inventory. It is important to note that the definition includes walking trails within the park system. This is important because, as seen in the table on the right, more than half of the trails within St. Helens are within the park system at 3.76 miles (See map on next page) of a total of 6.45 miles of trails.

**ST. HELENS TRAIL INVENTORY**

Category	Comment	Mileage
Park Trails	Nature trails within parks	3.76
Trails	Multi-use, off-street trails and paths. Includes pedestrian access points and stairs	2.69
<b>Total</b>		<b>6.45</b>

This leaves only 2.69 miles of trails outside of the park system mostly in the form of multi-use, off-street trails and pedestrian access points and stairs. There are examples and pictures of trails within the community that are categorized as off-street trails on page 16. These trails also include various pedestrian access points and staircases throughout the Olde Towne area, also pictured on page 16. These pedestrian access points, although scattered and fragmented, are very helpful to include in our inventory as the City works to fill in the gaps and develop a more comprehensive trail network that utilizes existing infrastructure as much as possible.







### OFF-STREET TRAIL EXAMPLES: MULTI-USE PATHS

There are 2.58 miles of trails outside of the Park System in the form of multi-use, off-road trails (See table on page 33). Below are two examples of these off-street, multi-use paths in St. Helens.

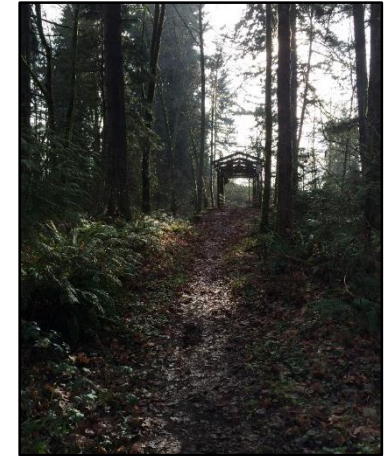
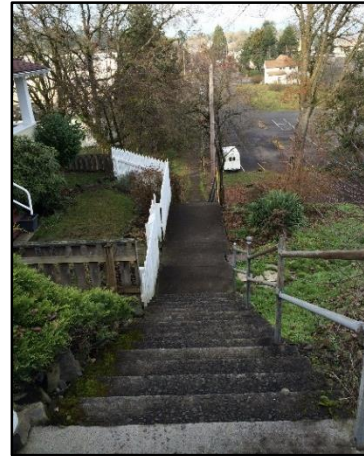


Top: Off-road, multi-use path separated by fence on 15<sup>th</sup> St. near Middle School  
Bottom: Off-road path separated by narrow strip of grass on Old Portland Rd.

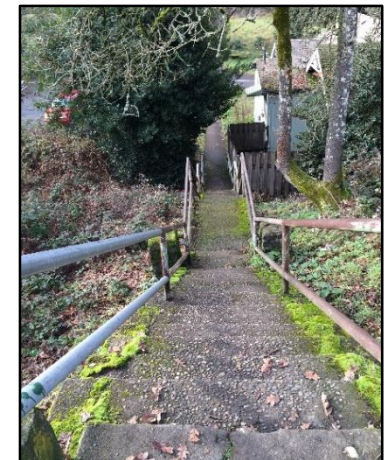


### OFF-STREET TRAIL EXAMPLES: PEDESTRIAN ACCESS POINTS

These pedestrian access points, although scattered and fragmented, are helpful to include in our off-street trail inventory as the City works to fill in the gaps to develop a more comprehensive trail network.



Top Left: 2<sup>nd</sup> St. stairs, just south of St. Helens St.  
Top Right: Footbridge and path over McNulty Creek, south of Marle St.  
Bottom Left and Right: Tualitan St. between 4<sup>th</sup> and 6<sup>th</sup> St.





### 3.33 WATER TRAILS

The City of St. Helens' location on the Columbia River permeates nearly every aspect of the small town, from tourism to economic development to transportation. Since 2000, The Lower Columbia Estuary Partnership has been working to protect and restore the nationally significant lower Columbia River estuary with on-the-ground improvements, information, and education programs. See <http://www.estuarypartnership.org/> for details about the programs and habitat rehabilitation projects that they fund. The City of St. Helens should familiarize itself with the Lower Columbia Estuary Partnership's projects and how they will affect non-motorized boat traffic along the river. As the popularity of recreation along the lower Columbia River increases, the City of St. Helens may act as a land refuge for many members of the non-motorized boating community looking for a place to rest, eat, or sleep.



Kayaking tour group on the Columbia River



Sand Island Docks viewed from the Columbia River

According to the Statewide Water Trails Plan (2005-2014) prepared by the Oregon Parks and Recreation Department, non-motorized boating has grown in popularity in recent years in the state of Oregon. This increase in participation translates into financial benefits for communities that provide access to water trails. Water trails as a recreation destination provide rural communities with income to local boat liveries and outfitters, motels and bed and breakfasts, restaurants, grocery stores, gas stations and shops.

Capitalizing on the boat traffic that the Columbia River generates is important as the City of St. Helens expands their local economy to include more tourism-focused amenities and events. As Sand Island Marine Park and the two waterfront parks, Grey Cliffs Park and Columbia View Waterfront Park develop and improve, priority should be given to improvements that advance our ability to accommodate water trail visitors, such as official non-motorized boat ramp designations and proper way finding signage for amenities like showers, restrooms, campsites, and food.



Example of a non-motorized boat launch.  
Beaver Boat Ramp and Park located in Clatskanie,

### 3.4 NATIVE AND NON-NATIVE SPECIES

There are many different interpretations about the benefits and purposes of parkland, the most common of which is active play and recreation. Another important purpose of parkland is natural habitat conservation and in some cases, rehabilitation. This section is a result of numerous community members requesting that the Parks and Trails Master Plan consider the opportunity areas where native species are thriving and problem areas where non-natives are taking over in our park system. Natural areas, including those that exist within our park system, provide essential habitat for wildlife. For this reason, when new development occurs inside a park, it is important to consult with a volunteer naturalist or interested community member to identify any native plants that may be disturbed. If there will be disturbance and no other location is suitable for the development, native plants can be harvested and saved by interested community members.

The known opportunity areas where native plants are thriving inside parks (aside from Nob Hill Nature Park) include:

1. Heinie Heumann has patches of Camas, Chocolate Lilies, and Fawn Lilies
2. McCormick Park has patches of Camas
3. Dalton Lake has thriving Wapato around the northeast and northwest edges of the lake

As much as possible, development should stay clear of these sensitive areas.

The known problem areas where non-natives are spreading and disrupting the natural landscape significantly include:

1. Sand Island - Scotch Broom and Canary Grass
2. McCormick Park - Scotch Broom and English Ivy
3. Dalton Lake - English Ivy, Blackberries, and Canary Grass

As much as possible, these areas need non-native species removal during regular maintenance.

### 3.5 ACCESSIBILITY MANDATES

The Americans with Disabilities Act (ADA) is a comprehensive law that took effect in 1992, making access to recreation and play settings a guaranteed civil right to all Americans. Facilities constructed with federal or state assistance or located on land acquired with federal or state assistance must be designed and constructed in conformance with ADA. The City of St. Helens has not acquired state or federal funding for its park or trail facilities. However, with the aging demographics of the nation, St. Helens too, will see a rise in elderly populations as the baby boom generation grows older. The City should monitor its aging demographics to see if meeting ADA guidelines for park amenities becomes a priority as the demand for ADA accessible facilities grows.

Further, if the City were to receive state or federal funds to acquire more parkland, expand trail access, or improve park facilities in the future, a transitional plan would have to be prepared that includes all modifications to comply with the ADA guidelines. The state of Oregon and the Oregon Parks and Recreation Department created an Accessibility Checklist that contains self-evaluation questions that must be answered and acted on, specifically if federal or state funds support any aspect of the project.

#### **Accessibility Checklist**

1. Is parking in compliance with the ADA Act?
2. Does a path of travel from parking, street, or sidewalk to the recreation area or facility exist and meet ADA requirements?
3. Are conveniences (e.g. water fountains) along the path of travel accessible?
4. Is the entrance signed appropriately? Does it meet ADA requirements?
5. Are use areas (e.g. ball fields, spectator areas, concessions, passive areas) able to be used by a person with a disability?
6. Are use areas designed to encourage and maximize interaction among people with and without disabilities?
7. Can existing facilities and experiences be modified for use by persons with a disability? Have such modifications been made?
8. Does the surfacing allow unassisted, unimpeded travel by a person in a wheelchair?
9. When an area and facility is not readily accessible to and usable by a person with a disability is another area or facilities providing similar experiences nearby and accessible?
10. When an area is not readily accessible to and usable by a person with a disability, is this area scheduled to be made accessible and included in the transition plan?

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## CHAPTER 4: LEVEL OF SERVICE

### 4.1 PARK CLASSIFICATION SYSTEM

### 4.2 PARKLAND LEVEL OF SERVICE ANALYSIS

#### 4.21 LEVEL OF SERVICE DEFINED

#### 4.22 RECOMMENDED PARK LEVEL OF SERVICE

#### 4.23 LEVEL OF SERVICE BY PARK

#### 4.24 LEVEL OF SERVICE BY PARK CLASSIFICATION: 2010 POPULATION

#### 4.25 LEVEL OF SERVICE BY PARK CLASSIFICATION: 2020 POPULATION PROJECTION

### 4.3 PARKLAND SERVICE AREA

### 4.4 TRAILS LEVEL OF SERVICE ANALYSIS

#### 4.41 TRAIL LEVEL OF SERVICE DEFINED

#### 4.42 TRAIL LEVEL OF SERVICE: 2010 POPULATION

#### 4.43 TRAIL LEVEL OF SERVICE: 2020 POPULATION



## **4.1 PARK CLASSIFICATION SYSTEM**

“The most effective park system to develop and manage is one made up of a variety of different types of parks, open space areas, and recreational venues, each designed to provide a specific type of recreation experience or opportunity. A park system that is classified and used properly is easier to maintain, creates fewer conflicts between user groups, and minimizes negative impacts on adjoining neighbors. A good park classification system also helps assess what facilities are available for current use and what types of parks will be needed to serve the community in the future” (SCORP - Statewide Comprehensive Outdoor Recreation Plan 2013-2017).

St. Helens has a wide variety of parks, all with different characteristics that meet different the different recreational needs of the community. In order to better understand where the gaps in the park system lie, this plan will work to categorize them according to a few basic classifications discussed below.

A wide variety of parkland classifications can be found throughout the state. Generally, jurisdictions decide which classification system best suits their existing park infrastructure. Because the Parks Master Plan (1999) does not incorporate a classification system into its analysis, this Plan will use the recommended guidelines from the Oregon Parks and Recreation Department published in the SCORP (2013-2017). This classification system applies to all local parks, including city, county, regional, and state park systems in Oregon. Each classification includes an approximate acreage, which may not correspond exactly to the size of the existing park, but all other criteria match up. Each classification also includes the time it takes a typical adult to walk to the park, an approximate service area, and the amenities offered.

### **POCKET PARKS**

A pocket park is the smallest park classification. Pocket parks provide basic recreation opportunities on small lots, within recreation areas serving an area within approximately 5-10 minutes walking time (approximately ¼ mile). Typically less than two acres in size (1/4-2 acres), these parks are designed to serve residents in immediately adjacent neighborhoods. Pocket parks provide limited recreation amenities, such as small playgrounds, benches, and picnic tables. Pocket parks do not normally provide off-street parking.

### **URBAN PLAZA PARKS**

Urban plaza parks are public gathering spaces in urban spaces that foster community interaction and civic pride. They are small in size (¼ to 3 acres) and intensely developed. Visitors will tend to be those who are already in the neighborhood for other purposes, such as shopping, work, dining and/ or those who live in or near densely developed urban areas. Urban plaza parks typically include amenities such as drinking fountains, benches, litter receptacles, trees and shrubs, paved walkways and plazas.

### NEIGHBORHOOD PARKS

Neighborhood parks provide close-to-home recreation opportunities primarily for non-supervised, non-organized recreation activities. They are located within approximately 5-10 minute walking time (approximately  $\frac{1}{4}$  -  $\frac{1}{2}$  mile) without crossing major thoroughfares and/or other structures and easy bicycling distance of residents. They serve up to a one-half-mile radius, and are generally 2-20 acres in size (Service area is also influenced by neighborhood configuration and various geographical and transportation barriers). Neighborhood parks typically include amenities such as playgrounds, outdoor sports courts, sports fields, picnic tables, pathways, and multi-use open grass areas. They may or may not provide off-street parking. Neighborhood parks can, when practical, be located next to elementary schools in order to provide more efficient use of public resources.

### COMMUNITY PARKS

Community parks are typically larger in size and serve a broader purpose than neighborhood parks. Their focus is on meeting the recreation needs of several neighborhoods or large sections of the community, as well as preserving unique landscapes and open spaces. Community parks are typically 15-100 acres, depending on the spatial requirements of the facilities provided and the amount of land dedicated to natural resource protection. Community parks provide both active and passive recreation opportunities that appeal to the entire community serving an area within approximately 15 minutes driving time. While a community park may be proximate to a neighborhood and can provide typical neighborhood park amenities, they are normally designed as a “drive-to sites.” Community parks typically accommodate large numbers of people, and offer a wide variety of facilities, such as group picnic areas and large shelters, sports fields and courts, children’s play areas, swimming pools and splash pads, community gardens, extensive pathway systems, community festival or event space, and green space or natural areas. Community parks require additional support facilities, such as off-street parking and restrooms and as such can also serve as regional trailheads.

### REGIONAL PARKS

Regional parks are large parks that provide access to unique natural or cultural features and regional-scale recreation facilities. Typically 100 acres or more in size, regional parks serve areas within a 45 minute driving time. These parks often include significant green space to preserve unique natural areas, riverfront corridors, wetlands, and agricultural or forested areas. Regional parks may include properties for which there are no immediate development plans and are situated in such a way as to primarily serve the surrounding neighborhood (land banked properties). Regional parks also may accommodate large group activities and often have infrastructure to support sporting events, festivals, and other revenue-generating events to enhance the City’s economic vitality and identity. Activities available in regional parks may include picnicking, boating, fishing, swimming, camping, trail use, etc. Regional parks include supporting facilities, such as restrooms and parking.

### NATURE PARKS

Nature parks are lands set aside for preservation of significant natural resources, remnant landscapes, open space, and visual aesthetics/buffering. They may preserve or protect environmentally sensitive areas, such as wildlife habitats, stream and creek corridors, or unique and/or endangered plant species.

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Nature parks may vary in size from small parcels (less than 10 acres) to large properties of more than 200 acres. Nature parks typically serve a community-wide population and include greenways, natural areas, and preserves. Public access to natural areas may be limited at these sites, which often include wetlands, steep hillsides, or other similar spaces. Some nature parks may be managed secondarily to provide passive recreation opportunities. These sites may contain trails, interpretive displays, viewpoints, and seating areas.

### SPECIAL USE PARKS

The Special Use classification covers a broad range of park and recreation lands that are specialized or single-purpose in nature. Parks in this category include waterfront or ocean access parks, boat ramps, memorials, historic sites, waysides, swimming areas, single purpose sites used for a particular field sport, dog parks, skate parks, display gardens, sites occupied by buildings, or protect some significant geologic or scenic feature. Special use parks that have a community or regional draw may require supporting facilities such as parking or restrooms. Park size is dependent on the special use and can vary from very small to many acres.

### ST. HELENS FACILITY CLASSIFICATION

As summarized in the table on the right, each park in the St. Helens parks system was classified by closely matching the park characteristics listed in the definitions above. The Parks Board was given a list of these classification definitions and approved of the park classifications listed in the table on the right. It is important that the classifications of each park most closely match reality because the Level of Service calculations that work to identify gaps in the park system in the following section rely on accurate park classifications.

### ST. HELENS FACILITY CLASSIFICATION

Name of Facility	Classification	Acreage
6 <sup>th</sup> Street Park	Neighborhood Park	2.9
Godfrey Park	Neighborhood Park	3.6
Grey Cliffs Park	Neighborhood Park	1.6
Heinie Heumann Park	Neighborhood Park	2.9
Columbia Botanical Gardens	Nature Park	3.2
Nob Hill Nature Park	Nature Park	6.6
Triangle Garden	Special Use	0.06
Civic Pride Park	Pocket Park	1.2
Walnut Tree Park	Pocket Park	0.15
County Courthouse Plaza*	Urban Plaza Park	0.25
Columbia View Park	Urban Plaza Park	1.0
Campbell Park	Community Park	9.1
Sand Island Marine Park**	Regional Park	31.7
McCormick Park	Regional Park	70.7
Total		134.9

\*Owned and maintained by County, but included in calculations because it is within City.

\*\*Island ranges in size. To be consistent, smallest estimate will be used for calculations.

## 4.2 PARK LEVEL OF SERVICE ANALYSIS

### 4.21 LEVEL OF SERVICE (LOS) DEFINED

To determine adequacy, park and recreation providers typically measure existing parklands and facilities and compare them against established standards, typically Level of Service (LOS) Standards. LOS standards are measures of the amount of public recreation parklands and facilities being provided to meet that jurisdiction's basic needs and expectations. For example, the amount of parkland currently needed in a particular jurisdiction may be determined by comparing the ratio of existing developed park acres per 1,000 residents (by all providers within the jurisdiction) to the jurisdiction's desired level of parks relative to population. The gap between the two ratios is the currently needed park acreage. As the population grows, the objective is to provide enough additional acreage to maintain the jurisdiction's desired ratio of park acres to 1,000 residents. As it functions primarily as a target, adopting a LOS standard does not obligate a City to provide all necessary funding to implement the standard. Instead, the LOS simply provides a basis for leveraging funds. These ratios can provide insight and act as tools to determine the amount of parkland or trails needed to meet current and future recreation needs.

### 4.22 RECOMMENDED PARK LOS

In the graph on the right, each park classification is listed with LOS guideline examples provided by three different sources. The first column entitled "Average Planning LOS Guidelines in OR" is a statewide calculated average Level of Service for Oregon. The sample for the calculation included municipal, special park district, port district, county, and tribal recreation providers. The survey was conducted by the Oregon Parks and Recreation Department on the Survey Monkey website. Of the 268 parkland providers contacted, 89 completed the survey for a 33% response rate. The next column is the National Recreation and

**RECOMMENDED OREGON LEVEL OF SERVICE GUIDELINES**

<b>Parkland Type</b>	<b>Average Planning LOS Guidelines in Oregon (Acres /1,000 population)</b>	<b>NRPA Standard LOS Guidelines (Acres /1,000 population)</b>	<b>Recommended Oregon LOS Guidelines (Acres /1,000 population)</b>
Pocket Parks	0.16	0.25 to 0.5	<b>0.25 to 0.5</b>
Urban Plaza Parks	0.18	None	<b>0.1 to 0.2</b>
Neighborhood Parks	1.27	1.0 to 2.0	<b>1.0 to 2.0</b>
Community Parks	2.76	5.0 to 8.0	<b>2.0 to 6.0</b>
Regional Parks	8.99	5.0 to 10.0	<b>5.0 to 10.0</b>
Nature Parks	2.74	None	<b>2.0 to 6.0</b>
Special Use Parks	0.38	None	<b>None</b>
<b>Totals</b>	-	6.25 to 10.5 developed	<b>6.25 to 12.5</b>

Parks Association's (NRPA) recommended LOS guidelines, which do not provide guidelines for Urban Plazas, Nature Parks, or Special Use Parks. The last column includes the recommended Oregon guidelines this Plan Update will be using for its LOS comparisons. Just like the Park Classification System used



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in the previous section, these guidelines are also from the 2013-2017 Statewide Comprehensive Outdoor Recreation Plan (SCORP). The SCORP recommended Oregon LOS guidelines were developed after reviewing the NRPA guidelines and the results from the statewide average guidelines survey. It is recognized that while these guidelines provide a useful framework for evaluating jurisdiction resources, individual jurisdictions ultimately need to develop their own guidelines that are reflective of our unique conditions, resources, and needs.

### 4.23 LEVEL OF SERVICE BY PARK

On the table to the right, the level of service provided by each park is calculated. St. Helen's largest park, McCormick Park and second largest park, Sand Island Marine Park, provide the majority of St. Helen's total level of service, at just under 8 acres per 1,000 residents combined. The total level of service St. Helens provides, as seen in the table on the next page, is 10.54 acres per 1,000 residents. Compared to the SCORP recommended level of 10.35 acres per 1,000 residents, this is an overage of 0.19. Although this calculation is positive news, there are other aspects beyond the total level of service to consider. On the following page, the level of service provided broken down by each park classification is compared to the SCORP recommended level. In addition, the same comparison is made using a 2020 projected population.

### LEVEL OF SERVICE BY PARK 2010 CENSUS POPULATION: 12,847

Name of Facility	Classification	Acreage	LOS Provided (Acres / 1,000 population)
<b>6<sup>th</sup> Street Park</b>	Neighborhood Park	2.9	.22
<b>Godfrey Park</b>		3.6	0.28
<b>Grey Cliffs Park</b>		1.6	0.12
<b>Heinie Heumann Park</b>		2.9	0.23
<b>Columbia Botanical Gardens</b>	Nature Park	3.2	0.25
<b>Nob Hill Nature Park</b>		6.6	0.51
<b>Triangle Garden</b>	Special Use	0.06	N/A (too small)
<b>Civic Pride Park</b>	Pocket Park	1.2	.09
<b>Walnut Tree Park</b>		0.15	.01
<b>Columbia View Park</b>	Urban Plaza Park	1.0	0.08
<b>County Courthouse Plaza*</b>		0.25	.02
<b>Campbell Park</b>	Community Park	9.1	0.71
<b>Sand Island Marine Park</b>	Regional Park	31.7	2.47
<b>McCormick Park</b>		70.7	5.5

\*Owned and maintained by the County, but included in calculations because it is within the city.

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### 4.24 LEVEL OF SERVICE BY PARK CLASSIFICATION: 2010 POPULATION

The table below looks at the level of service provided by each park classification compared to the SCORP recommended level of service. A discussion of how the SCORP calculated the recommended levels of service for each park classification is on page 5.

For the first classification, pocket parks, St. Helens is under the recommended level by 0.14 acres per 1,000 residents, which means 1.8 acres are needed to meet the guideline. For urban plaza parks, St. Helens meets the standard without any overage acreage. It is recommended to have 1 acre per 1,000 population for neighborhood parks and St. Helens provides just under that guideline at 0.86 acres. The community park classification is where St. Helens falls the furthest from the guideline, with a recommendation to add 16.6 acres of parkland to meet the minimum. This is largely because McCormick Park, which provides a huge 5.5 acres per 1,000 residents alone, fit the criteria for the classification of a regional park, rather a community park. Therefore, the City is significantly higher than the guideline for regional parks at an excess of 3 acres per 1,000 population. Nature parks are the second highest priority by park classification, falling short of the minimum guideline by 1.24 acres per 1,000 population. Similar to the community parks classification, it is recommended that 15.9 acres of nature parks be added to the St. Helens park system. According to these level of service calculations, the two park additions that would have the greatest effect in meeting the recreational needs of the community are the addition of a community park and a nature park.

#### LEVEL OF SERVICE BY CLASSIFICATION

2010 CENSUS POPULATION: 12,847

Classification	Acreage Provided	LOS Provided Acres / 1,000 pop.	Recommended OR LOS Acres / 1,000 pop.	Deficiencies or Overages Acres / 1,000 pop.	Deficiencies or Overages
Pocket Parks	1.35	0.11	0.25 to 0.5	(-0.14)	Needs 1.8 acres
Urban Plaza Parks	1.25	0.10	0.1 to 0.2	0	Meets standard
Neighborhood Parks	11.0	0.86	1.0 to 2.0	(-0.14)	Needs 1.8 acres
Community Parks	9.1	0.71	2.0 to 6.0	(-1.29)	Needs 16.6 acres
Regional Parks	102.4	8.00	5.0 to 10.0	+3.0	Meets standard
Nature Parks	9.8	0.76	2.0 to 6.0	(-1.24)	Needs 15.9 acres
Special Use	.06	-	None	0	No standard
<b>Totals</b>	<b>134.9</b>	<b>10.54</b>	<b>10.35</b>	<b>+0.19</b>	<b>Meets standard</b>

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### 4.25 LEVEL OF SERVICE BY PARK CLASSIFICATION: 2020 POPULATION PROJECTION

The level of service table below contains the same calculations as the table on the previous page, except the population has been projected for the year 2020. As expected, as the population grows and assuming the park system remains the same level of acreage, the park system falls short of the recommended level of service for nearly every park classification. The only classification that meets the recommended level of service are the regional parks, likely because of the size of Sand Island Marine Park and McCormick Park. Still, the two park additions that would have the greatest effect in meeting the recommended level of service for Oregon are the addition of a community park and a nature park.

**“The two park additions that would have the greatest effect in meeting the recreational needs of the community are the addition of a community park and a nature park.”**

### LEVEL OF SERVICE BY CLASSIFICATION

2020 POPULATION PROJECTION: 15,591\*

Classification	Acreage Provided	LOS Provided Acres / 1,000 pop.	Recommended OR LOS Acres / 1,000 pop.	Deficiencies or Overages Acres / 1,000 pop.	Deficiencies or Overages
Pocket Parks	1.35	0.09	0.25 to 0.5	(-0.16)	Needs 2.5 acres
Urban Plaza Parks	1.25	0.08	0.1 to 0.2	(-0.02)	Needs 0.3 acres
Neighborhood Parks	11.0	0.71	1.0 to 2.0	(-0.29)	Needs 4.5 acres
Community Parks	9.1	0.58	2.0 to 6.0	(-1.42)	Needs 22.1 acres
Regional Parks	102.4	6.57	5.0 to 10.0	+1.57	Meets standard
Nature Parks	9.8	0.63	2.0 to 6.0	(-1.37)	Needs 21.4 acres
Special Use	.06	-	None	0	No standard
<b>Totals</b>	<b>134.9</b>	<b>8.66</b>	<b>10.35</b>	<b>(-1.69)</b>	<b>Needs 26.3 acres</b>

\*Population Projection from Portland State University Population Research Center (2010)

## 4.3 PARKLAND SERVICE AREA

In addition to guidelines for how *much* parkland should be provided per capita, there are also guidelines for *where* new parkland should be developed. Specifically, the St. Helens Comprehensive Plan states that the City should, “acquire sites for future parks as identified on the comprehensive plan map as far in advance as possible to have sites be within 1/2 mile of residential areas”. The map on the following page shows the residential areas that do not have parkland within a 1/2 mile radius. Notice the map also assumes that the Millard Rd. Property will be developed into a park in the future. If this property is not developed as a park, there would be even more residential areas not served by a park within a 1/2 mile radius.

There a number of variables that can change residential accessibility to a park, such as the presence of pedestrian infrastructure (sidewalks, off-street trails, crosswalks) or even the size of the park. Many jurisdictions maintain a larger radius service area for their regional parks and community parks (1-3 miles), and lower service areas for pocket parks (1/4 mile) and neighborhood parks (1/2 mile). As discussed in the Park Classification System (Section 4.1), the service radius is calculated based on the classification of the park. Each park classification includes approximate parkland acreage, the time it takes a typical adult to walk or drive to the park, an approximate service area, and the recreational amenities offered. For example, a typical regional parks contains ample recreational amenities and subsequently people are willing to walk or drive further to get to the park, ultimately resulting a larger service area.

To conclude, although there are areas that are not served by a park within a 1/2 mile radius, the City’s Comprehensive Plan rule for a 1/2 mile service area does not take into consideration alternative variables, such as pedestrian accessibility and park classification, that dictate service radiuses for parkland. After all, people are willing to travel further than a 1/2 mile to reach a park, especially if they are traveling on comfortable pedestrian infrastructure or if they are traveling to park with contains outstanding recreational amenities and a parking lot (like a regional park).



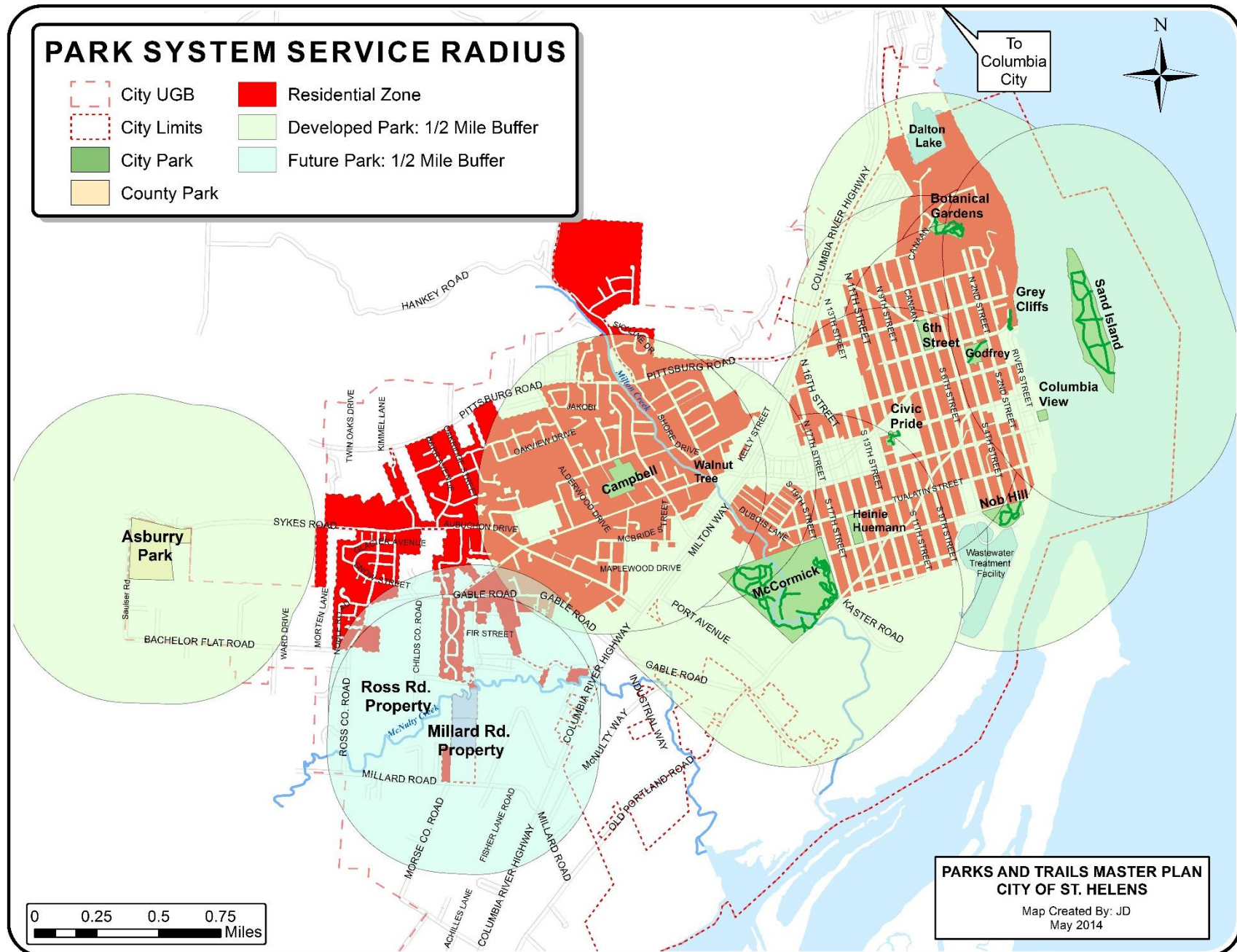
Multi-use, off-street paths like this one on 15<sup>th</sup> St can help extend park service areas by providing a comfortable off-street experience



Family walking their dog around Dalton Lake



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## 4.4 TRAILS LEVEL OF SERVICE ANALYSIS

As stated in Chapter 3, a “trail” includes multi-use, pedestrian, and soft surface trails that accommodate a variety of activities such as walking, running, biking, dog walking, rollerblading, skateboarding, and horseback riding. Multi-use trails are designed for use by pedestrians, bicyclists, skateboarders, wheelchairs, and other non-motorized vehicle users. Such trails may be located within parks or along existing streets and roadways as part of the citywide transportation system. This has ramifications for a city like St. Helens, where almost half of its trail system is within parks (See table below).

### 4.41 TRAIL LEVEL OF SERVICE DEFINED

To determine adequacy of any trail system, a level of service (LOS) can be calculated and used as a comparison to the statewide recommended guideline. As is the case for parkland LOS, as the population grows, the objective is to provide enough additional mileage to maintain the jurisdiction’s desired ratio of trail mileage per 1,000 residents. As it functions primarily as a target, adopting a LOS standard does not obligate a City to provide all necessary funding to implement the standard. Instead, the LOS simply provides a basis for leveraging funds. These ratios can provide insight and act as tools to determine the amount of trails needed to meet current and future recreation needs. The table below lists the average planning LOS Guidelines across the state as well as the recommended Oregon LOS Guidelines. The National Recreation and Parks Association (NRPA) does not provide a Trail LOS Guideline.

The statewide average was calculated by the Oregon Parks and Recreation Department by conducting a survey on the Survey Monkey website. Of the 268 parks and recreation providers contacted, 89 completed the survey for a 33% response rate. The statewide average planning LOS Guidelines are at 0.62 miles per 1,000 residents and the SCORP recommended LOS for Oregon is anywhere between 0.5 to 1.5 miles of trails per resident. In the tables on the following pages, comparisons are made between the existing trail level of service to the minimum guideline of 0.5 miles per 1,000 residents with both the current population and a population projection for 2020.

#### TRAIL LEVEL OF SERVICE GUIDELINES

<b>Statewide Average Planning LOS Guidelines</b> Mileage / 1,000 population	<b>NRPA Standard LOS Guidelines</b> Mileage / 1,000 population	<b>Recommended Oregon LOS Guidelines</b> Mileage / 1,000 population
0.62 miles	None	0.5 to 1.5 miles

## DRAFT

### 4.42 TRAIL LEVEL OF SERVICE: 2010 POPULATION

The table below states that the level of service provided by the existing trail network meets the minimum state recommended guideline of 0.5 miles of trail / 1,000 residents. It is important to note that although the calculations indicate that the St. Helens trail system just under the minimum level of service, this minimum level of service guideline is being met on a trail network that is almost entirely within the park system. About 60% of the 6.45 miles of trails provided are within the park system. Further, the trails within St. Helen's McCormick Park make up 2.5 miles of the park trails, which is over half of the total park trails at 3.76 miles.

Since most trails are located within a select few parks, most residents do not consider St. Helens trail system to be a comprehensive network, despite meeting the minimum guideline. Further, the areas with off-street trails are fragmented and do not connect residents to desirable destinations, like the waterfront, other parks, and surrounding neighborhoods or businesses (See map on next page). Looking beyond the just the overall trail level of service guideline, it is clear that the St. Helens trail system is lacking off-street, multi-use trails. This trail level of service analysis confirms that new trail proposals would have the most impact if they are off-street, multi-use trails located in areas that incorporate the existing park trails into a larger, more comprehensive trail network.



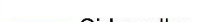
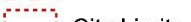

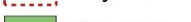
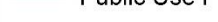
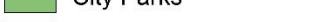
**“...New trail proposals would have the most impact if they are off-street, multi-use trails located in areas that incorporate the existing park trails into a larger, more comprehensive trail network.”**

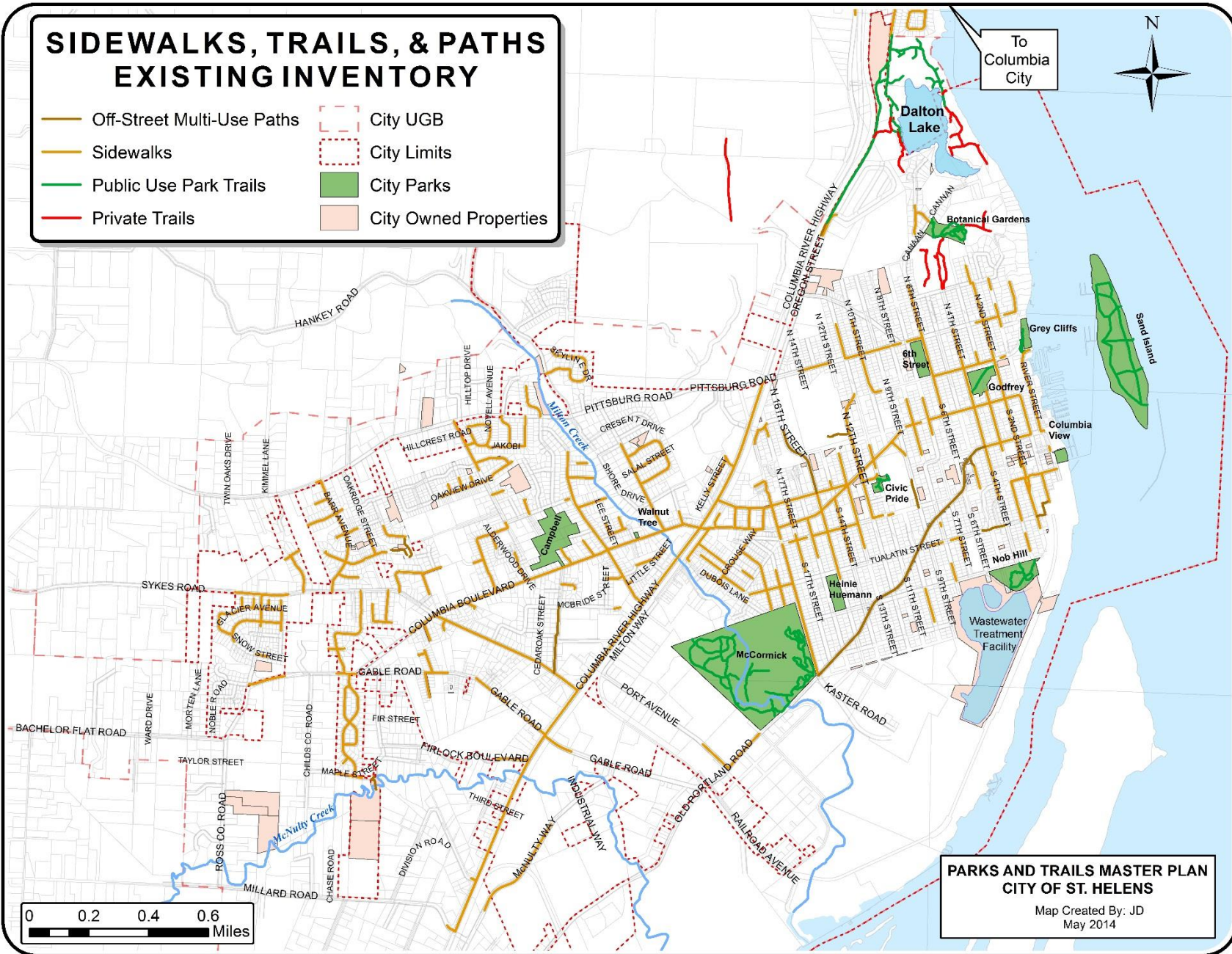
### TRAIL LEVEL OF SERVICE 2010 CENSUS POPULATION: 12,847\*

Category	Comment	Mileage	LOS Provided Miles / 1,000 pop.	Recommended OR LOS Miles / 1,000 pop.	Deficiencies or Overages Miles / 1,000 pop.	Deficiencies or Overages
Park Trails	Trails within parks	3.76	0.29	No standard	0	No standard
Trails	Multi-use, off-street paths & pedestrian access points	2.69	0.21	No standard	0	No standard
<b>Totals</b>		<b>6.45</b>	<b>0.5</b>	<b>0.5 to 1.5 miles</b>	<b>0</b>	<b>Meets minimum guideline</b>



# SIDEWALKS, TRAILS, & PATHS EXISTING INVENTORY

- |  |   |
|--|---|
|  Off-Street Multi-Use Paths |  City UGB              |
|  Sidewalks                  |  City Limits           |
|  Public Use Park Trails     |  City Parks            |
|  Private Trails             |  City Owned Properties |



**PARKS AND TRAILS MASTER PLAN  
CITY OF ST. HELENS**  
Map Created By: JD  
May 2014



#### 4.43 TRAIL LEVEL OF SERVICE: 2020 POPULATION

Although the City currently has enough mileage of trails to meet the minimum guidelines for 2010, the projected 2020 population does not fare so well. If the inventory of trails were not expanded and the population in St. Helens grows at predicted rates, it would put even more strain on the existing trail network to meet the recreational needs of the residents. According to the minimum recommendation of 0.5 miles per 1,000 residents, the City would need to add 1.4 miles of trails to the trail inventory by 2020. Further, these calculations make the assumption that the City would like to meet only the minimum recommended level of service. If the City would like to reach the maximum recommended level of service at 1.5 miles per 1,000 people, it would need to develop 17 miles of trails by the year 2020.

**“If the City would like to meet the maximum recommended level of service at 1.5 miles per 1,000 people, it would need to develop 17 miles of trails by the year 2020.”**

#### TRAIL LEVEL OF SERVICE 2020 POPULATION PROJECTION: 15,591\*

Category	Comment	Mileage	LOS Provided Miles / 1,000 pop.	Recommended OR LOS Miles / 1,000 pop.	Deficiencies or Overages Miles / 1,000 pop.	Deficiencies or Overages
Park Trails	Trails within parks	3.76	0.24	No standard	No standard	No standard
Trails	Multi-use, off-street paths and pedestrian access points	2.69	0.17	No standard	No standard	No standard
<b>Totals</b>		<b>6.45</b>	<b>0.41</b>	<b>0.5 to 1.5 miles</b>	<b>(-0.09)</b>	<b>Need 1.4 miles to meet minimum guideline</b>

\*Population Projection from Portland State University Population Research Center (2010)

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## CHAPTER 5: NEEDS ASSESSMENT

### 5.1 COMMUNITY OUTREACH

5.11 PARKS AND TRAILS ONLINE SURVEY REPORT

5.12 PUBLIC FORUM

5.13 SERVICE GROUPS AND CLUBS

### 5.2 COMMISSION AND CITY STAFF INVOLVEMENT

5.21 PARKS COMMISSION

5.22 BICYCLE AND PEDESTRIAN COMMISSION

5.23 PLANNING COMMISSION

2.24 CITY COUNCIL INVOLVEMENT

2.25 CITY STAFF INVOLVEMENT

### 5.3 OREGON PARKS AND RECREATION DEPARTMENT RECREATION DATA (2011)

5.31 PROVIDER NEEDS SURVEY

5.32 RESIDENT DEMAND SURVEY

### 5.4 NEEDS ASSESSMENT CONCLUSION

5.41 IDENTIFIED PARK NEEDS

5.42 OTHER RECREATION AREAS NEEDS

**DRAFT**

## 5.1 COMMUNITY OUTREACH

Broad and deep engagement with community members is a fundamental building block to any successful plan. Gathering input from a wide range of community members is essential to this planning effort for a few reasons.

- Local people have transformative insights simply because they know their town best. *Local knowledge* of the community deepens and gives context to your quantitative data, from wildlife to walkability.
- Interacting and gathering input from residents builds *community ownership*. They need to share in the decisions leading up to the results. Residents need to own the final recommendations of a planning process so that they can be upheld into the future.
- Many minds working on a project leads to better results. The greater the diversity of people contributing to solving a problem, the more creative and effective the solutions.

Listed below are the methods used to engage the public in this planning process. First is the description of the community survey, followed by results and analysis. Then, the follow-up public forum is discussed.

### 5.11 PARKS AND TRAILS ONLINE SURVEY REPORT

An online community survey was conducted in order to gather feedback on how the City could improve the parks and trails system. It was created using the sophisticated survey platform Qualtrics. Results were gathered for one month, from February 3rd - March 3rd. **We received a total of 211 started surveys with a 77% completion rate, leaving a total of 163 completed survey responses.** A summary and analysis of results for each question can be found in the survey report in the following section. With the goal of reaching a wide spectrum of St. Helens residents, the survey was publicized through the following mediums:

**Newspapers:** St. Helens Chronicle online and an article in the hardcopy paper on Feb. 5<sup>th</sup>, Scappoose Spotlight hardcopy paper on Jan. 31<sup>st</sup>

**Newsletters:** City of St. Helens Feb. e-Newsletter, St. Helens High School Feb. Newsletter (See next page), St. Helens Middle School Feb. Newsletter

**Fliers Distributed to:** Kiwanis Day Breakers, St. Helens Public Library, and many of the local businesses were handed fliers to display  
(See next page for promotional flier)

**Other:** City of St. Helens Facebook, SHEDCO's Facebook, South Columbia County Chamber of Commerce Facebook, City of St. Helens Press Release, Public Health Foundation of Columbia County distributed survey to agency staff, promoted at the bi-monthly Chamber of Commerce Coffee Klatsch

## HAS YOUR VOICE BEEN HEARD?



If you have ever thought of the ways a specific park could be improved or if you wish St. Helens had a more comprehensive trail network, this is the time to let us know **your** ideas!

The City of St. Helens is in the process updating the Parks and Trails Master Plan. As a part of this update, the City is conducting an online Parks and Trails Survey. The results will be used to help guide future recreational development by identifying the various recreational needs of the community.

**ACCESS THE ONLINE SURVEY:** [www.tinyurl.com/parkandtrail](http://www.tinyurl.com/parkandtrail)

- ✓ The survey only takes about 15 minutes
- ✓ The City will continue collecting responses until March 3rd.

**The Parks and Trails Master Plan Survey covers topics like:**

- ✓ How frequently does your household use park facilities?
- ✓ Which sports facilities are important to you?
- ✓ How much money should City should budget to improve parks and trails?
- ✓ Which recreational activities does your household enjoy?
- ✓ How important are parking lots, security lighting, pedestrian access and informative signage?

### QUESTIONS? WANT TO KNOW MORE?

The Parks and Trails Master Plan Survey is just one way the City is working to gather public input for this Plan Update. We are also conducting a follow-up Public Workshop in late March/early April and all St. Helens residents are invited to participate. You can follow the City's Facebook page at: [www.facebook.com/cityofsthelens](http://www.facebook.com/cityofsthelens) to watch for updates or you can email Jenny Dimsho at: [jdimsho@ci.st-helens.or.us](mailto:jdimsho@ci.st-helens.or.us) to request updates for the Public Workshop or with any questions about the Parks and Trails Master Plan Update.

## Community News

Page 3

### City of St. Helens Parks and Trails Master Plan Survey Goes Live

Local residents now have the opportunity to shape the future of the St. Helens Parks and Trails System!



The City of St. Helens has launched the Parks and Trails Master Plan Survey to gather public perception about the existing condition of the parks and trails system in St. Helens. To take the survey go to [www.tinyurl.com/parkandtrail](http://www.tinyurl.com/parkandtrail).

It will remain open collecting responses for 3 weeks or until we reach our target level of respondents. The survey only takes about 15 minutes and the results will be used to help guide future recreational development by identifying the recreational needs of the community. In order to capture the community vision for the parks and trails system, we hope to receive feedback from a wide audience of park users; that is why this article is in the school newsletter. Please take part in this opportunity to say what is on your mind about our local parks and trails.



If you have ever thought of the different ways a specific park could be improved or if you wish St. Helens had a more comprehensive trail network, this is the time to let us know your ideas.

Left: The Parks and Trails Survey promotional flier distributed to businesses, clubs, and community groups

Right: The Parks and Trails Survey notice in the February St. Helens High School Newsletter. A similar notice went in the February Middle School Newsletter.



## DRAFT

### 1. Do you live within St. Helens city limits? If no, where do you live?

The majority of the households who took the survey currently live within the St. Helens city limits, at around 72% of respondents.







The majority of households that do not live in St. Helens city limits live in the surrounding cities of Portland, Warren, Columbia City and Scappoose. A complete list of where respondents outside St. Helens city limits are located can be seen on the right.

Answer	Response	Percent
Yes	151	71.6%
No	60	28.4%
Total	211	100.0%

#### If no, where do you live?

2 miles from 30	Hillsboro x 3
Bend	Newberg
Chapman x 2	Portland x 16
Clatskanie	Salem
Columbia City x 6	Sandy
Columbia County x4	Scappoose x 7
Deer Island x 2	Tigard x 2
Federal Way, WA	Warren x 11







### 2. How many members (including you) do you have in your household?

# of People in Household		Response	Percent
1		19	9.0%
2		61	28.9%
3		44	20.9%
4		52	24.6%
5		17	8.1%
6 or more		18	8.5%
Total		211	100.0%

Around 75% of the households that took this survey had between two and four people households. This seems in line with the St. Helens average household size of 2.59 (2010 U.S. Census).

## DRAFT

### 3. How many children under 18 live in your household?



# of Children in Household		Response	Percent
0		97	46.0%
1		38	18.0%
2		47	22.3%
3		21	10.0%
4		5	2.4%
5		0	0.0%
6 or more		3	1.4%
<b>Total</b>		211	100.0%

46% of respondents reported having no children in their household. The next two largest groups were two children households at 22.3% and one child households at 18%.

It is important to note how many respondents have children in their households because families tend to have different recreational needs and facilities than adults or seniors, including toddler or elementary school age children's programs and family-oriented facilities such as playgrounds and multi-purpose fields that can accommodate various ages and sports.

### 4a. Have you visited any of the parks within the St. Helens Park system in the last year?







If no, respondents were directed to Question 4b.

		Response	Percent
Yes		203	96.2%
No		8	3.8%
<b>Total</b>		211	100.0%

96% of respondents had visited at least one of the parks in St. Helens in the last year. For the 4% of respondents who responded no, they were directed to Question 4b.

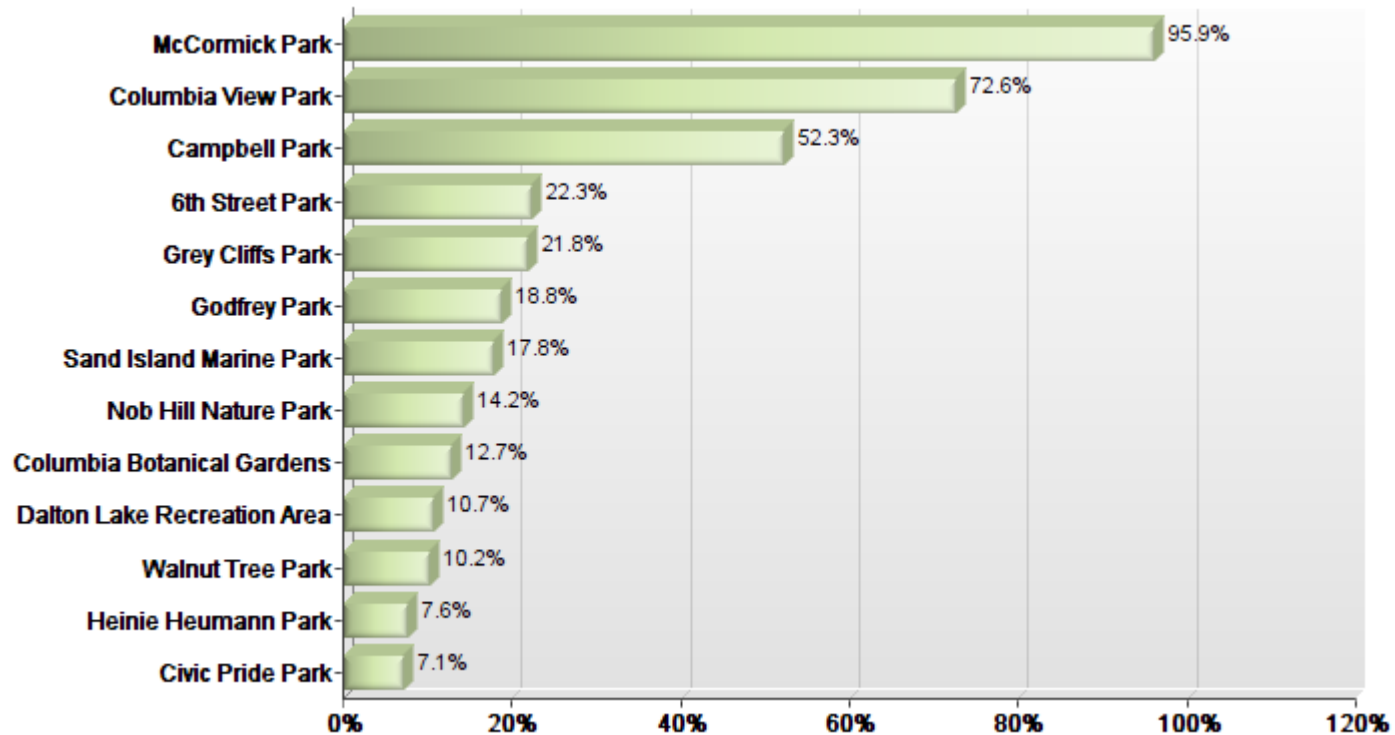
Not knowing where the parks are located was the most selected reason for households not utilizing the park system (See right table).

### 4b. What are the main reasons your household does not utilize the St. Helens park system?

Reason		Response
Inadequate facilities		2
Condition of facilities		2
Feel unsafe		0
Don't know where parks are		5
Too far away		1
Too crowded		0
Not handicap accessible		0
Limited parking		0
Bad weather		3
Don't have enough time		0
Would rather do something else		0
Other. Please specify why: Just moved here winter of 13. :)		1

## DRAFT

**6. Please select each park or recreation area within St. Helens that you or members of your household have visited in the last year.**



The three most popular parks are McCormick Park, Columbia View Park, and Campbell Park. These three parks also have the most amenities available, which partly explains the higher attendance rates. McCormick Park has an astounding 96% attendance rate, which means only 4% of households reported not having been to McCormick in the last year. Columbia View Park, although only 1 acre in size, has the 2<sup>nd</sup> highest attendance at 72%, which is partly because this park is the home to many community-wide events, like the 13 Nights on the River Summer Series.

The three parks with the least attendance are Walnut Tree Park, Heinie Heumann Park, and Civic Pride Park, two of which are classified as pocket parks in Chapter 4. This means that by definition, these parks are designed to serve the immediately adjacent neighborhoods and do not offer many amenities.

The Dalton Lake Recreation area, despite its beautifully tranquil atmosphere has a surprisingly low attendance, just above Walnut Tree Park at 10.7% of respondents.

## DRAFT

The next 5 questions (7 - 11) allowed respondents to rate only the parks they selected from Question #6. This was to ensure residents could not rate parks they had not attended in the last year. The last column indicates how many respondents ranked that park.

### 7. How do you rank the level of maintenance for the following parks?

	Well Maintained	Somewhat Maintained	Somewhat Unmaintained	Not Maintained	Total Responses
McCormick Park	56.3%	35.5%	7.7%	0.5%	183
Campbell Park	28.0%	48.0%	17.0%	7.0%	100
6th Street Park	27.3%	50.0%	18.2%	4.5%	44
Columbia View Park	71.0%	24.6%	2.9%	1.4%	138
Sand Island Marine Park	20.6%	41.2%	26.5%	11.8%	34
Godfrey Park	26.5%	52.9%	20.6%	0.0%	34
Civic Pride Park	35.7%	50.0%	14.3%	0.0%	14
Heinie Heumann Park	20.0%	40.0%	40.0%	0.0%	15
Columbia Botanical Gardens	9.1%	54.5%	13.6%	22.7%	22
Nob Hill Nature Park	36.0%	36.0%	20.0%	8.0%	25
Grey Cliffs Park	55.0%	35.0%	7.5%	2.5%	40
Walnut Tree Park	68.4%	21.1%	5.3%	5.3%	19
Dalton Lake Recreation Area	10.5%	47.4%	36.8%	5.3%	19

Columbia View Park was ranked with the highest level of maintenance, at around 96% of respondents stating it is “well maintained” or “somewhat maintained”. McCormick Park, Walnut Tree Park, and Grey Cliffs Park are all also ranked very highly, with around 90% of households stating they are either “well maintained” or “somewhat maintained”.

Dalton Lake Recreation area is ranked as the least maintained, with over 40% of the 19 respondents who had visited in the last year ranking it either “somewhat unmaintained” or “not maintained” at all. This is likely due to how this recreation area was originally formed, which is discussed more in depth in Chapter 3’s Inventory. Heinie Heumann Park has the second place for least maintained, with 40% of respondents reporting it “somewhat unmaintained”. The Columbia Botanical Gardens has the highest percentage of households selecting “not maintained” (22.7%). Sand Island Marine Park takes third place for least maintained park, with 38.3% of households selecting “somewhat unmaintained” or “not maintained”.



## DRAFT

### 8. How do you rank the # of amenities for the following parks?

Columbia View Park was ranked with the highest level of satisfaction with the # of amenities, at around 95% of respondents stating they are “satisfied” or “somewhat satisfied”. McCormick had the second highest level of satisfaction with amenities offered, at 93% satisfied or somewhat satisfied. Nob Hill Nature Park was ranked with 44% for both satisfied and somewhat satisfied, leaving it with an overall satisfaction of 88%, the third highest.

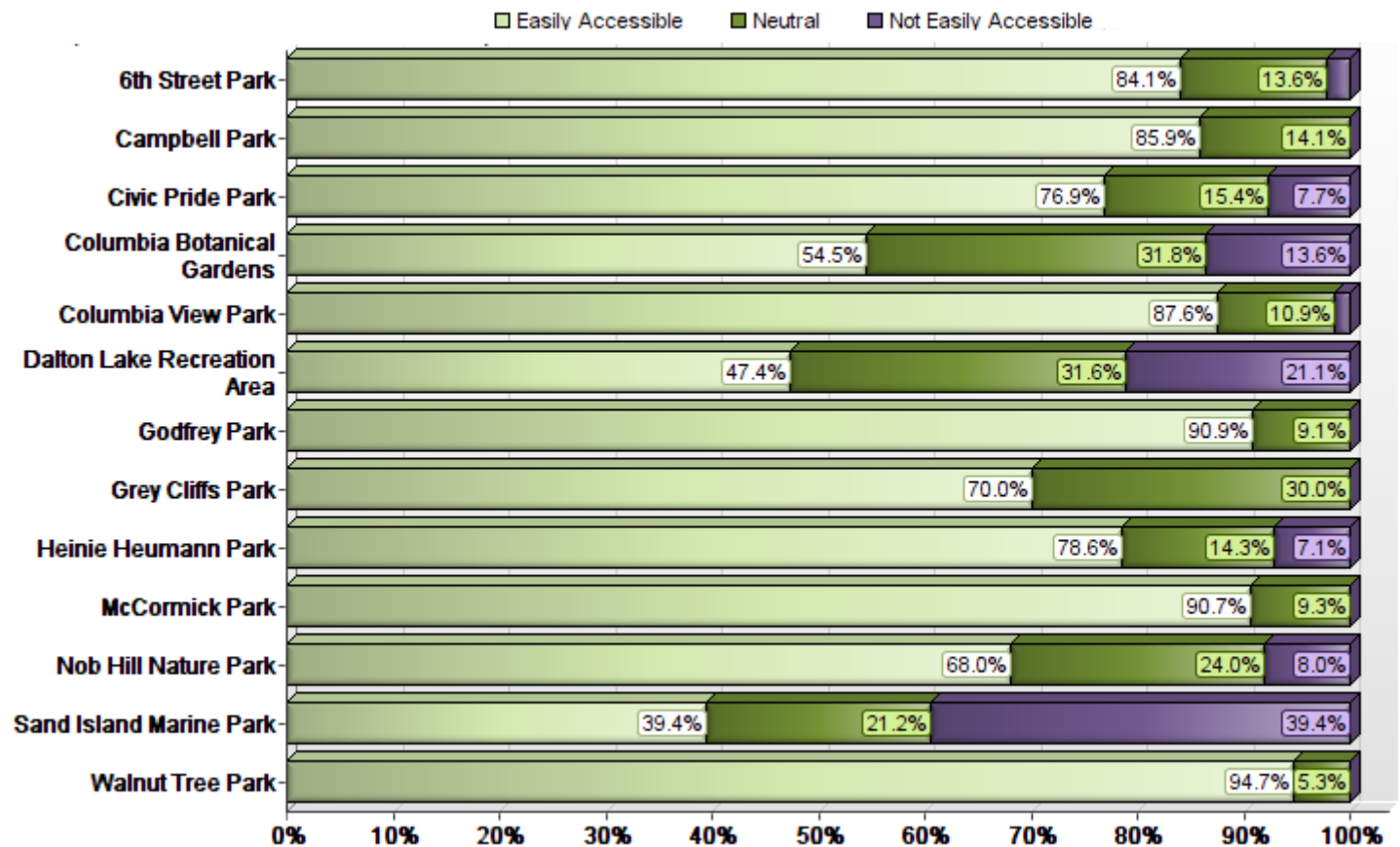
Heinie Heumman Park had the least amount of satisfied respondents, with only 13.3% of respondents feeling “satisfied” with the number of amenities and over 53% of households reporting dissatisfaction. Walnut Tree Park had the second least number of satisfied respondents with around 42% of households reporting dissatisfaction with the number of amenities offered. 6<sup>th</sup> Street Park also had a high number of respondents feeling dissatisfied with the number of amenities, at around 31% reporting “somewhat dissatisfied” or “not satisfied” at all.

	Satisfied	Somewhat Satisfied	Somewhat Dissatisfied	Not Satisfied	Total Responses
Columbia View Park	67.4%	27.5%	3.6%	1.4%	138
McCormick Park	59.0%	33.9%	6.0%	1.1%	183
Nob Hill Nature Park	44.0%	44.0%	4.0%	8.0%	25
Civic Pride Park	42.9%	35.7%	7.1%	14.3%	14
Walnut Tree Park	42.1%	15.8%	21.1%	21.1%	19
Grey Cliffs Park	40.0%	45.0%	10.0%	5.0%	40
Godfrey Park	38.2%	35.3%	23.5%	2.9%	34
Dalton Lake Recreation Area	36.8%	47.4%	15.8%	0.0%	19
Campbell Park	32.0%	46.0%	15.0%	7.0%	100
Columbia Botanical Gardens	31.8%	40.9%	18.2%	9.1%	22
6th Street Park	31.8%	34.1%	27.3%	6.8%	44
Sand Island Marine Park	29.4%	44.1%	20.6%	5.9%	34
Heinie Heumann Park	13.3%	33.3%	26.7%	26.7%	15

## 9. How do you rank the accessibility of the following parks?

Walnut Tree Park has the highest ranked level of accessibility with 95% of respondents claiming it is easily accessible, which is likely due to the nature of the pocket park classification. Walnut Tree Park is conveniently located in the center of a large residential area and is designed to serve the surrounding neighborhoods. Godfrey and McCormick Park both have just over 90% of households agreeing that they are easily accessible. McCormick Park has many entry points for pedestrians or vehicles, a large parking lot, and is located in the center of the City. Godfrey Park is also located amidst residentially zoned areas, has on-street parking, and has two entrances for pedestrians.

The park with the rated with the least accessibility at 39.4% of households claiming it is not easily accessible is Sand Island Marine Park, which can only be accessed by boat. Dalton Lake Recreation area is also rated poorly, with 21.1% of households claiming it is not easily accessible. This is likely because there is no designated place to park up by the trail that leads around Dalton Lake. The only way to reach the trail is to park somewhere near the northern city limits and take the Rutherford Parkway (bicycle/pedestrian use only) up to the beginning of the trail.

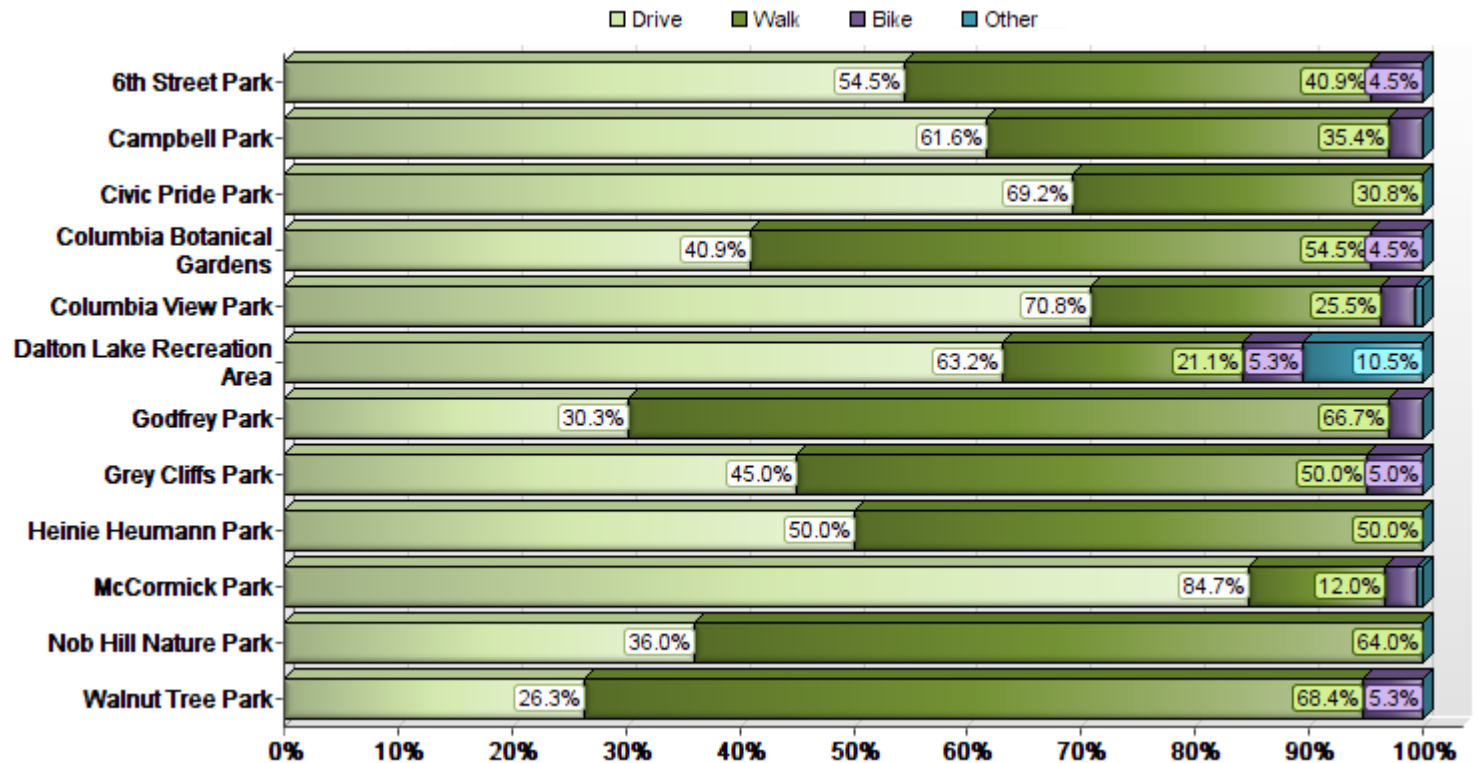


## 10. How do you or members of your household most frequently get to the following parks?

Knowing how users of a park get to the park can help determine how far people are traveling to get to the park, which also helps distinguish the classification of a park. For example, the service area for a neighborhood park is around a ½ mile in radius, which also means neighborhood parks are usually located within a 5 to 10 minute walking or biking trip from the surrounding users. Pocket parks are also located within 5-10 minutes walking distance from their users.

With this knowledge, it is easy to determine that Walnut Tree Park with the highest percentage of users walking to it at 68%, is a pocket park. Godfrey Park and Nob Hill Nature Park have the next highest percentages of users walking to them at around 67% and 64% respectively. Godfrey Park has two different pedestrian entrances and is considered a neighborhood park, so many of its users live in the surrounding neighborhoods, resulting in a higher percentage of walkers attending the park. For Nob Hill Nature Park, the high percentage of walkers may be partly because there is no officially designated parking lot, but there are three different pedestrian access points to the park.

McCormick is classified as a regional park, which means it attracts residents from all over the community and outside the community with a service area of 45 minutes of driving time. This explains why it has the highest percentage of drivers attending the park, at almost 85% of users. Columbia View Park, although not classified as a regional park, still attracts residents from across the entire community, resulting in the second highest percentage of drivers (71%).

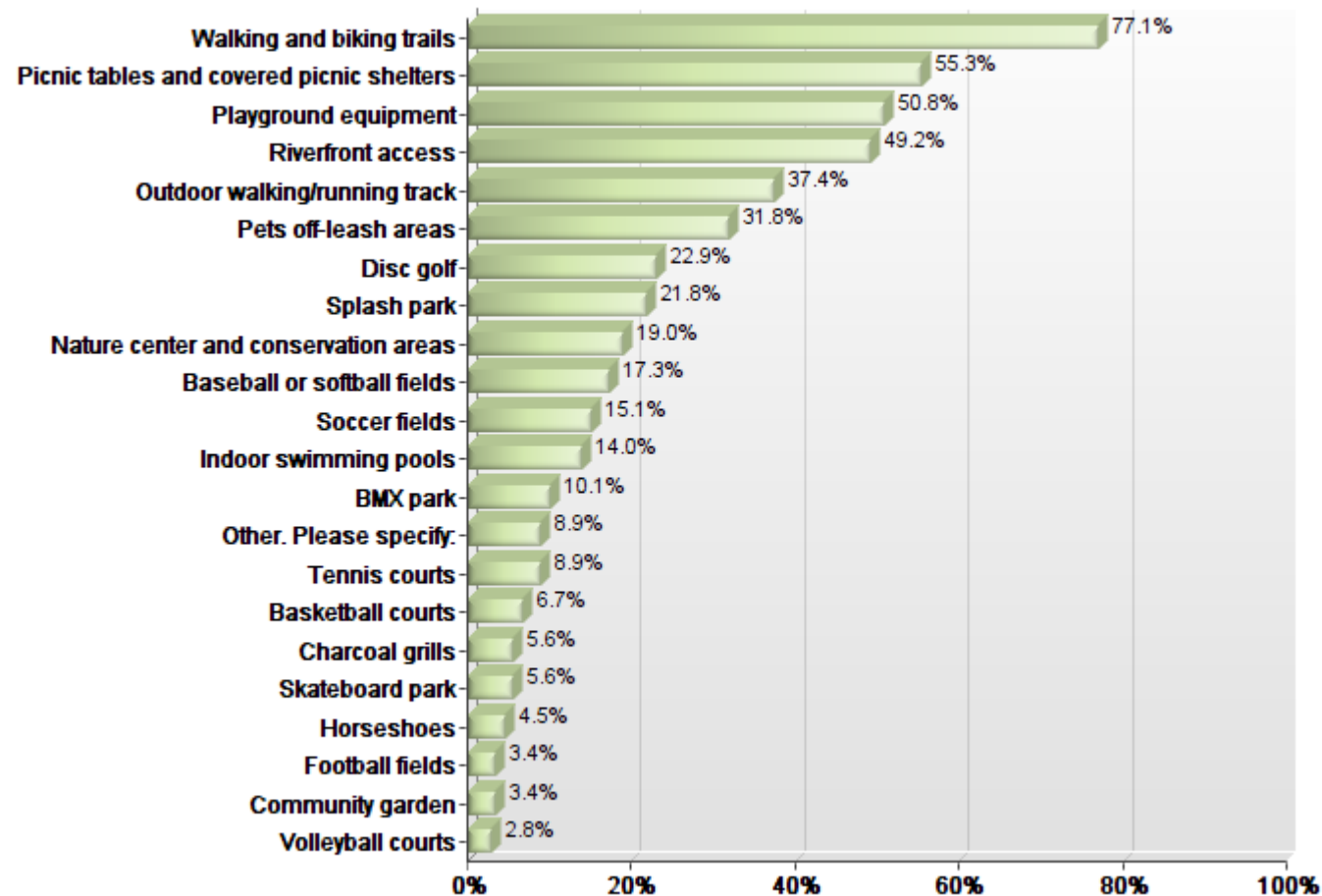


## DRAFT

### 11. Which amenities does your household use at a park? You may select up to eight (8) amenities.

The top four park amenities with the highest percentage of use by households are walking and biking trails (77.1%), picnic tables and covered picnic shelters (55.3%), playground equipment (50.8%), and riverfront access (49.2%). Respondents were also given the option to specify their own park amenity (see table on right) and 3 of the fill-in responses were about the riverfront concerts.

The four least selected park amenities were horseshoes (4.5%), football fields (3.4%), community garden (3.4%), and volleyball courts (2.8%).



#### Other. Please specify:

River Concerts
Bathrooms
General use fields
Beaches and playing in the creek
Any place to throw a Frisbee
Running Location
I cannot find the community gardens
Amphitheater
RESTROOMS have a daughter with medical condition had to stop frequenting Campbell Park because of no bathroom access
Walk our dog
Swing set
Bird watching and nature and botany study
Nature trails
Wildlife viewing
Outdoor swimming and all sport fields as they do not allow more than eight answers
Thirteen Nights on the River

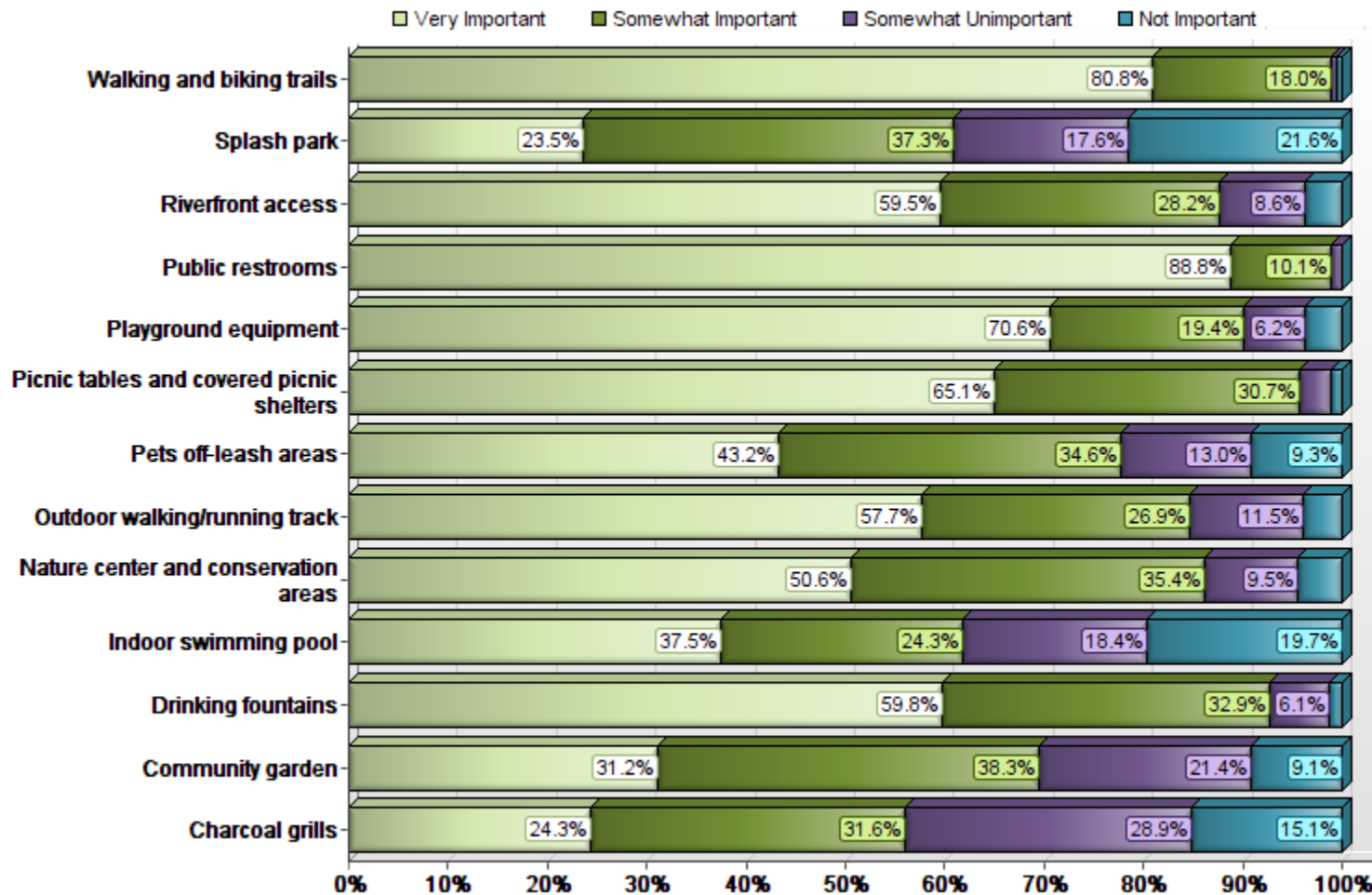


## DRAFT

**12a. Rank the importance of having the following amenities within the St. Helens park system.**

**12b. Then, select how often your household uses the amenity.**

Complete frequency tables for Question 12b can be found in the Appendix.



Public restrooms were the most important amenity, with 88.8% of households ranking them as very important and a total of 99% of households ranking them as either very important or somewhat important. Walking and biking trails also had around 99% of households ranking them as either very important or somewhat important. Playground equipment, picnic tables and covered picnic shelters, and drinking fountains were all ranked with over 90% of households ranking them as either very important or somewhat important.

## DRAFT

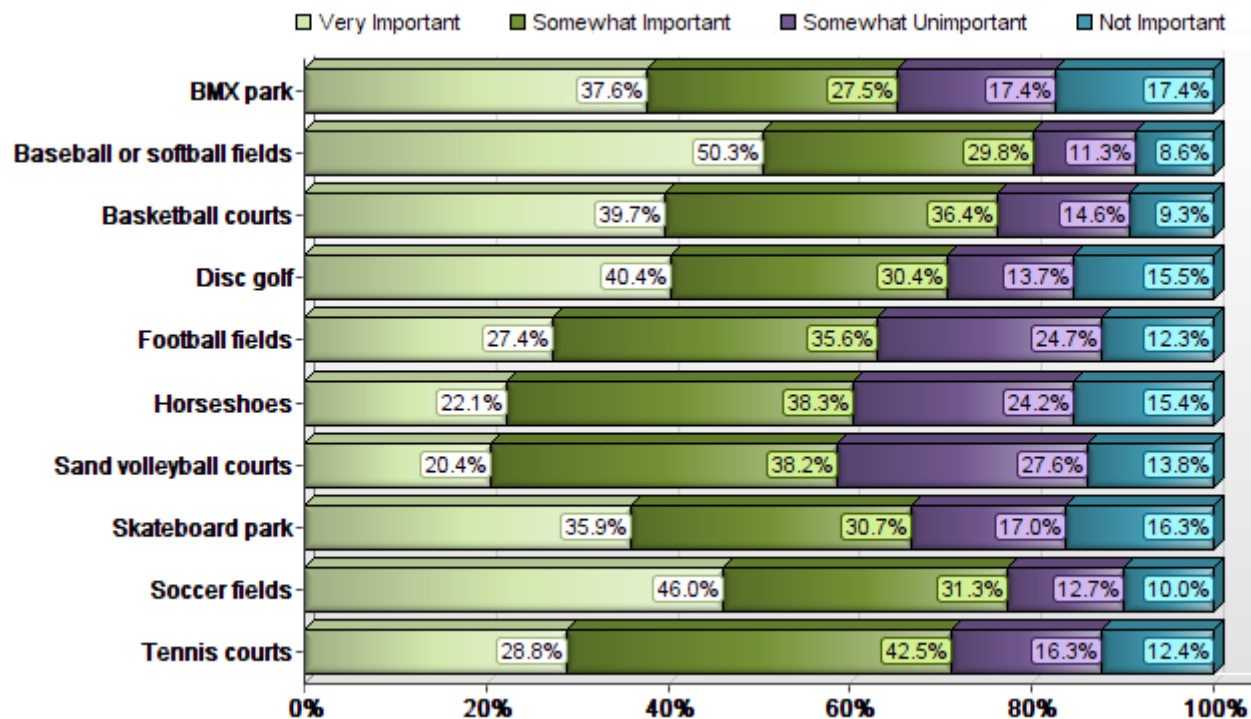
**13a. Rank the importance of having the following [sport facilities](#) within the St. Helens park system.**

**13b. Then, select how often your household uses the amenity.**

Complete frequency tables for Question 13b can be found in the Appendix.

Baseball and softball fields are ranked as the most important sport facility, with 80.1% of households ranking them as very important or somewhat important. Soccer fields are ranked as a close second, with 77.3% of households ranking them as very important or somewhat important. Basketball courts come in at third most important, with 76.1% of residents selecting very important or somewhat important.

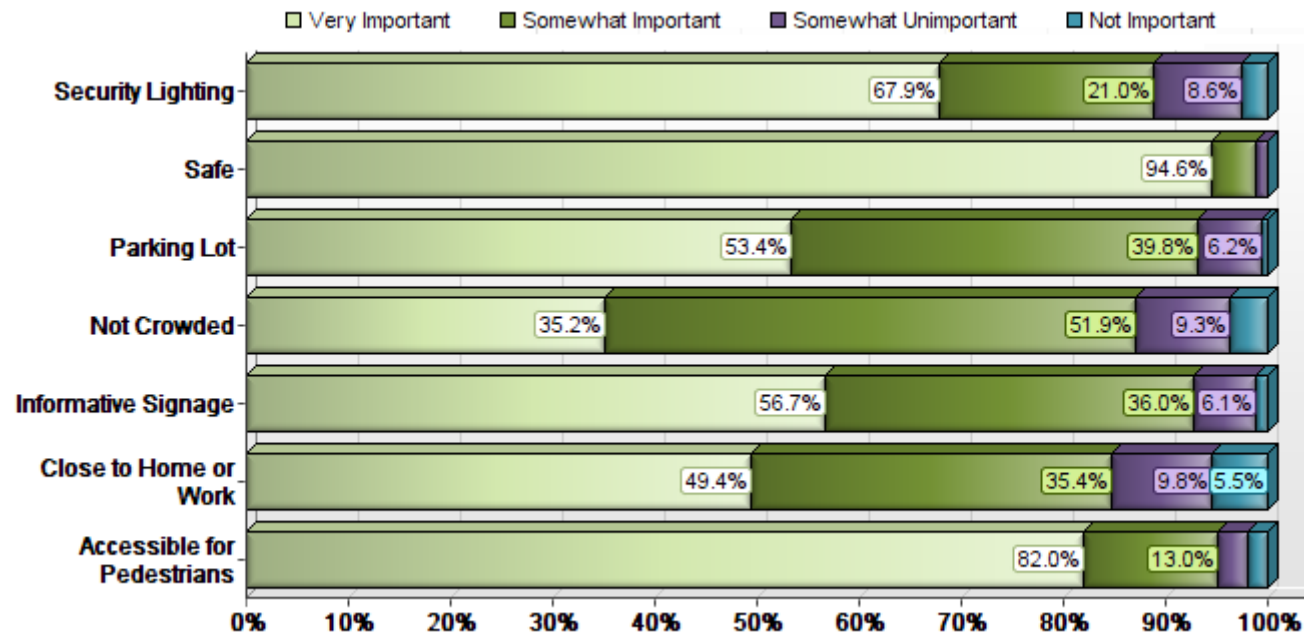
The sport facilities with the highest percentage of households selecting somewhat unimportant or not important at all are sand volleyball courts (41.4%), horseshoe courts (39.6%), and a BMX park (34.8%). Most of the sport facilities, with the exception of the three most popular, have between 10% - 15% of households ranking them as not important at all.



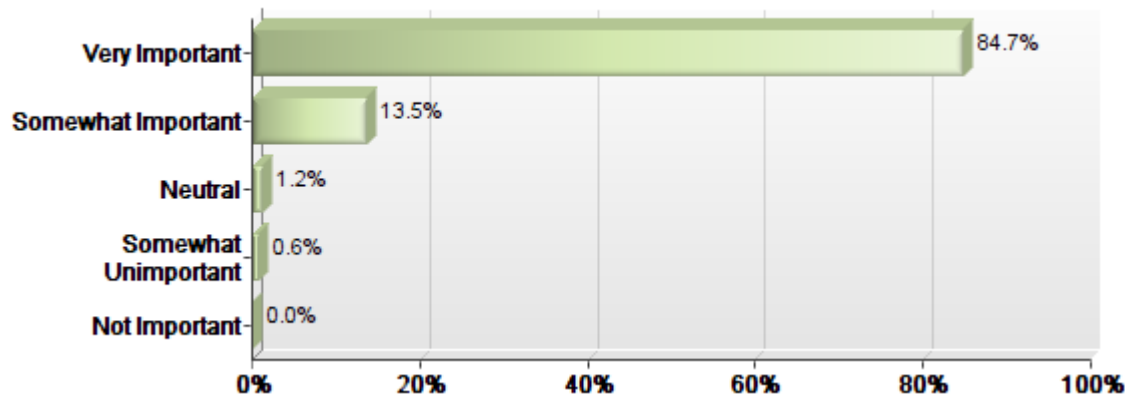
#### 14. Please rank importance of the following parks and trails features.

Households responded that safety was the most important park and trail feature, with around 95% of households ranking it as a very important feature. Making sure a park or trail is accessible for pedestrians was the 2<sup>nd</sup> most important park and trail feature, with 82% ranking it as very important and 13% ranking it as somewhat important.

Being close to home or work and park overcrowding and were two the least important characteristics for parks and trails, with 15.3% and 13% of households ranking them as somewhat unimportant or not important. This information is important when making park or trail development decisions because St. Helens park users may be willing to drive or walk a little further to get to a park or trail entrance, as long the park or trail is safe and the route to get there was easily accessible for pedestrians. Households in St. Helens also seem to have a higher tolerance for crowded parks or trails, as long as their other recreational expectations are being met.



## 15. Overall, how important are parks and trails to improving the quality of life in St. Helens?



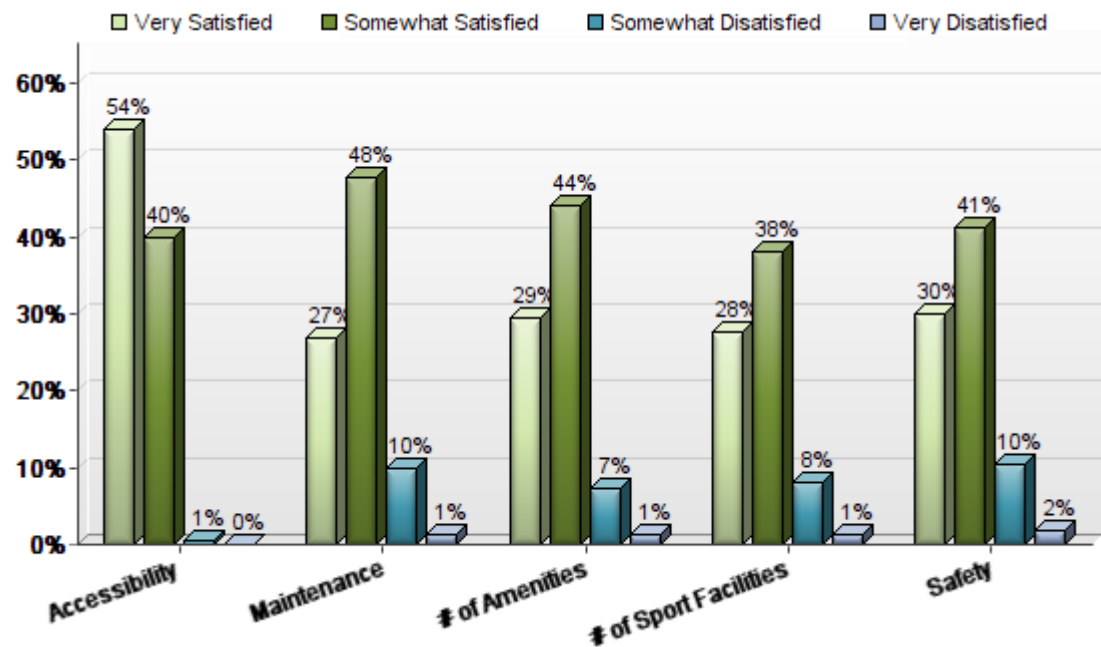
This question clearly indicates St. Helens residents feel that parks and trails are an important aspect to the livability of the community. 98.2% of households feel that parks and trails are “very important” or “somewhat important” to improving the quality of life in St. Helens. Not a single respondent felt that parks were “not important” to improving the quality of life. Residents feel a great deal of pride in their park and trail system and enjoy utilizing the amenities offered.

## 16. Overall, how do you rate your satisfaction with the parks system for the following categories?

Residents were given the option to select “neutral” if they did not have an opinion about the category. These neutral responses are omitted from the graph.

The level of accessibility in the park system was the highest rated category, with 94% of households selecting “very satisfied” or “somewhat satisfied”. The level of maintenance and the # of amenities in the park system had the next two highest levels of satisfaction, with 75% and 73% of households selecting “very satisfied” or “somewhat satisfied” respectively.

25.2% of households ranked their satisfaction with the # of sport facilities as neutral, which is why both the satisfaction and dissatisfaction rates are lower than the other categories. The level of safety in the park system had 71% of households either “very satisfied” or “somewhat satisfied”, but also had 12% of households “somewhat dissatisfied” or “very dissatisfied”.



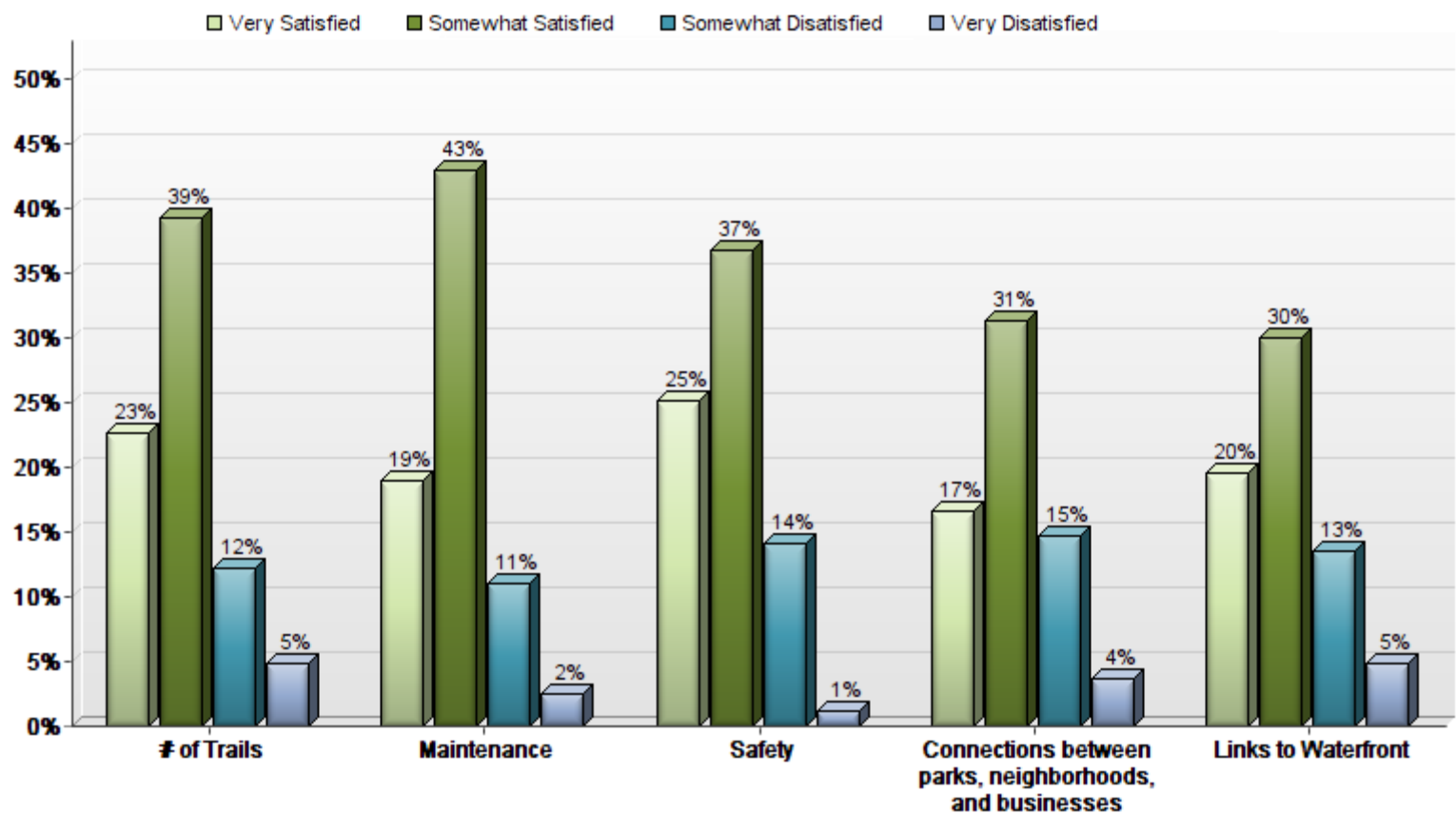


## 17. Overall, how do you rate your satisfaction with the trail network (within and outside of parks) for the following categories?

Respondents were given the option to select “neutral” if they did not have an opinion about the various trail network categories. These neutral responses are omitted from the graph below.

The level of satisfaction for the trail network (inside and outside of parks) was low for all of the categories, ranging from only 48% to 63% of households selecting either “very satisfied” or “somewhat satisfied” for each category. The category with the highest level of satisfaction was the # of trails, yet it still had 17% of households claim they are “somewhat dissatisfied” or “very dissatisfied” with the # of trails.

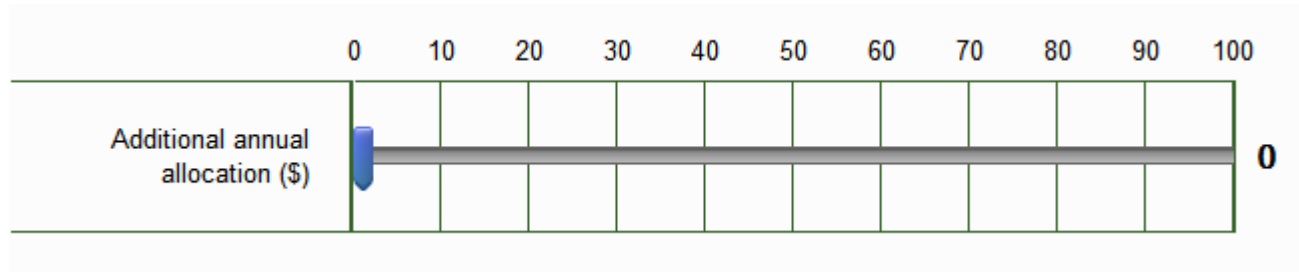
The categories with the most households selecting “somewhat dissatisfied” or “very dissatisfied” were the connections between parks, neighborhoods, and businesses (19%) and links to the waterfront (18%). From these responses, it is clear that residents would like to see the off-street trail network expand beyond the park system and start connecting destinations like the waterfront, businesses, and neighborhoods.



## DRAFT

**18. Based on the 2013/2014 City Budget, the average St. Helens household pays around \$51 annually to fund parks and recreation. How much more, if any, should the City allocate annually to improve our parks and trails system?**

Respondents were given a sliding scale (See scale below) to select any dollar amount between zero and one-hundred dollars.



This question was attempting to gauge the level of importance residents place on funding park and trail improvements in St. Helens. The average dollar figure for the 163 respondents was \$24.70. This means that on average, residents would like to increase annual funding to the parks and recreation budget by about 50% of what the average household paid in the 2013/2014 City Budget, from \$51 to \$75.70 annually.

# of Responses	Min Value	Max Value
163	0.0	100.0

Average Value	Standard Deviation
24.7	27.0

**19. If you have any further input for the update of our Parks and Trails Master Plan, please let us know your comments or concerns below.**

76 of the 163 households who took the survey provided a response for this question.

A complete list of comments can be seen in the Appendix.

## DRAFT

### 5.12 PUBLIC FORUM

A public forum was held on April 16<sup>th</sup>, 2014 in the City of St. Helens Council Chambers from 6 PM to 7 PM, right before a regularly scheduled City Council meeting. The Public Forum was publicized through the following mediums:

**Newspapers:** The Chronicle

**Newsletters:** City of St. Helens April Newsletter, SHEDCO's April Newsletter, Chamber of Commerce Newsletter

**Fliers Distributed to:** St. Helens Public Library, the Senior Center, local businesses and public community boards, Public Health Foundation of Columbia County, South Columbia County Chamber of Commerce's bi-monthly Coffee Klatsch (See promotional flier on right)

**Other:** E-mail distribution list generated from online survey, City of St. Helens Facebook, SHEDCO's Facebook, City of St. Helens Press Release



Join us in developing our  
**Parks & Trails Master Plan**

**When?** April 16, 2014, 6 PM - 7 PM  
**Where?** City of St. Helens Council Chambers, 265 Strand Street  
**Who should attend?** Anyone who utilizes the park or trail system. Previous knowledge of this project is not needed. A project overview will be provided.  
**What?** Presentation about the project, survey results, specific park improvement recommendations, and various trail route proposals. There will be ample opportunity for questions and comments throughout. Public input will directly shape the Master Plan, so this is the perfect time to participate if you want to influence future development of the parks and trails system.

Promotional flier created to promote the Parks and Trails Public Forum



April 16<sup>th</sup> Public Forum Presentation in Council Chambers

Attendance for the Public Forum was very high, which is indicative of the public's interest in park and trail development. There were 20 people who signed in, but unfortunately, many of the attendees did not sign in. A quick headcount midway through the presentation indicated there were about 40 residents who attended.

The Public Forum began with a presentation of the project overview and a brief report of the online survey results. All residents received a packet when they walked in that contained multiple items for discussion: the identified park improvement needs, the trail route proposals, and the fitness routes in consideration for the Plan's update. The public was encouraged to ask questions or comment on all of the items in the packet, as well as make their own recommendations for recreational improvements. These public comments can be referenced in the Public Forum Minutes located in the Appendix.

### 5.13 SERVICE GROUPS AND CLUBS

**Kiwanis Day Breakers** - February 18, 2014 - Guest Speaker - Gave a presentation about the Parks and Trails Master Plan project and allowed time for questions and provide input on paper or in discussion.

**St. Helens Road Runners Club** - April 7, 2014 - The St. Helens Road Runners Club is a group of runners that meet weekly use Facebook to encourage and support those committed to maintaining a Healthy and Active Lifestyle through running. The co-founders (Woody Davis and Hyla Ridenour) were unable to attend the Public Forum, so a meeting was scheduled separately to discuss their group's fitness routes and to share the fitness routes and trail proposals that have been developed through this planning process. They were incredibly excited and supportive of the routes presented, especially the off-street waterfront trail proposals. They also made a few comments about trash along pedestrian routes, the placement of the cement planters in the Houlton area, offered to do trail work parties once in a while to clean up a specific route, and asked how to report existing degraded sidewalks. They formed their group in December 2013 and now have an online group of about 70 people. They lead weekly group runs every Saturday with about 6-8 people that start at the High School. Woody Davis also leads a group called Run Girl Run, which is in its 3<sup>rd</sup> year. They have 15 girls sign up per session and they run twice a week, meeting at either McBride or Lewis and Clark Elementary.



Runners gather at a recent St. Helens Road Runners Club Saturday run in April 2014. (<http://runoregonblog.com>)

**St. Helens Kiwanis Club** - May 8, 2014 - Guest Speaker - Gave presentation about the Parks and Trails Master Plan project and allowed opportunity to answer questions and provide input, either on paper or in discussion.





## 5.2 COMMISSION AND CITY STAFF INVOLVEMENT

The need to update the Parks Master Plan was driven in part by the Parks Commission, who wanted to see new parks and recreation needs addressed in the form of an official city planning document. The importance of involving the related commissions and various city staff was understood from the very beginning of this planning process. City commission involvement, including when, what kind of information, and who was involved, is documented in the following sections.

### 5.21 PARKS COMMISSION

- **November 18, 2012:** Discussed park classifications, park inventory, and parkland level of service overview
- **December 16, 2012:** : Discussed amenity level of service, corrections to amenity inventory, input gathering for park by park needs
- **January 13, 2013:** Vacant lots and city-owned property near various parks, Dalton Lake Recreation Area, and Millard Rd. city-owned property
- **March 17, 2014:** Discussed possible Joint Public Workshop, survey results, trail and fitness route proposals, and summarized park improvements
- **April 21, 2014:** Discussed public forum results
- **May 19, 2014:** Discussed which park improvements are high priority park projects and ballfield user fee research from other Oregon communities
- **June 16, 2014:** Draft Plan reading and discussed Parks Annual Report to Council presentation

**Staff Included:** Thad Houk - *Parks Field Supervisor*, Neal Sheppard and Sue Nelson - *Co-Interim Public Works Directors*, Doug Morten - *Council Liaison*



November 18th Parks Board Meeting

## DRAFT

### 5.22 BICYCLE AND PEDESTRIAN COMMISSION

- **October 24, 2013:** Introduction to the process of updating the Master Plan and a brainstorm about “What a Good Trail Should Accomplish”
- **November 21, 2013:** Discussion about trail system gaps and locations of trail proposals
- **January 23, 2014:** Deadline and final discussion about potential trail routes
- **February 21, 2014:** Presented six fitness routes for discussion
- **March 27, 2014:** Invitation to public forum, discussed trail proposal map
- **April 24, 2014:** Discussed public forum results and additions to trail proposal map
- **June 26, 2014:** Draft plan reading. Discussed recommendations in Chapter 6.

**Staff Included:** Keith Locke - *Council Liaison*



October 24 Bicycle and Pedestrian Meeting

### 5.23 PLANNING COMMISSION

- **December 10, 2013:** Update on Master Plan’s progress and the involvement with other commissions, overview of park classification system, inventory and level of service guidelines, and discussion of park improvements and location of potential trail proposals
- **May 13, 2014:** Was tentatively on agenda to discuss high priority park and trail projects, but time was exhausted with a public hearing regarding a sensitive lands permit. Members were encouraged to review the materials (list of identified park needs, trail proposal map, and fitness routes) provided in the packet and offer input via email.
- **June 10, 2014:** Members were encouraged to review materials from last meeting and provide any input. Members told that the draft plan will be available for comment next meeting

**Staff Included:** Jacob Graichen - *Land Use Planner*, Ginny Carlson - *Council Liaison*

Special thanks to Planning Commission member Dan Cary, who spent lunch breaks and free time developing trail routes, using LiDAR data for route feasibility, and exploring potential trail routes on the ground. His insight and trail proposal contributions have added significant value to the final Master Plan.



Dan Cary and Jennifer Dimsho exploring 5<sup>th</sup> Street right-of-way and trail feasibility in March 2014

## DRAFT

### 5.24 CITY COUNCIL INVOLVEMENT

- **December 18, 2013:** Update on the Plan's progress and my involvement with the commissions up to this point, handed out a Survey Options Matrix and received input regarding the survey methodology this plan update should undertake
- **March 19, 2014:** Request and received approval to host a Public Forum before the regularly scheduled Council Meeting on April 16, 2014 at 6PM
- **June 4, 2014:** Annual Report to Council from Parks Commission. Council was informed of all the Parks Commission has done to support the Parks and Trails Master Plan update.

### 5.25 CITY STAFF INVOLVEMENT

The planning process was further aided by input and direction from city staff outside of Commission Meetings listed above, including City Administrator John Walsh, Land Use Planner Jacob Graichen, Co-Interim Public Works Directors Neal Sheppard and Sue Nelson, Parks Field Supervisor Thad Houk, and Financial Director Jon Ellis.

In addition to existing City staff involvement, an interview with Jim Davis, the St. Helens Parks Director from 1973-1998 who is now a retired resident of St. Helens, was also conducted. The historical context of the park system's expansion, insights about the importance of park maintenance, and a discussion about expanding the use of the Columbia County Fairgrounds were among the major topics discussed during the interview.

## 5.3 OREGON PARKS AND RECREATION DEPARTMENT RECREATION DATA

The Oregon Parks and Recreation Department (ORPD) conducted a two surveys, one targeting the Oregon public recreation providers to identify recreational needs and the other targeting Oregon residents to identify the various trends and demand of various recreational activities. Both of these surveys were a part of the Statewide Comprehensive Outdoor Recreation Plan (SCORP 2013-2017) planning effort. They also provide valuable county-level recreational needs and demand data that can be used in conjunction with our own public outreach to help the City of St. Helens compile publicly endorsed recommendations.

### 5.31 PROVIDER NEEDS SURVEY

During a period from February 1, 2011 to March 7, 2011, ORPD conducted a survey of the Oregon public recreation providers to identify statewide and countywide recreation needs. The sample included municipal, special park district, port district, county, state, federal, and tribal recreation providers. The survey was conducted on the Survey Monkey website. Of the 432 providers contacted, 219 completed the survey for a 51% response rate. Survey respondents included 152 providers with the majority of their managed parklands located within an urban growth boundary and 67 respondents with the majority of their parkland outside of an urban growth boundary. Respondents were asked to rate the importance of county-level needs for a variety of recreation projects in the next 5 years. The summarized recreation needs for Columbia County and the combined statewide needs are on the following page.

#### STATEWIDE NEEDS

##### Close-to-Home Priorities

- Community trail systems
- Children’s playgrounds
- Acquisition of trail corridors & right-of-ways
- Trails connected to public lands
- Public restroom facilities
- Picnicking/ day-use facilities

#### STATEWIDE NEEDS (CONT.)

##### Dispersed-Area Priorities

- Group campgrounds & facilities
- RV/trailer campgrounds & facilities
- Public restroom facilities
- Tent campgrounds & facilities
- Group day-use & facilities
- Acquisition of trail corridors & right-of-ways

#### COLUMBIA COUNTY NEEDS

##### Close-to-Home Priorities

- Nature study/wildlife watching sites
- Picnicking/day-use facilities
- Trails connecting communities/parks

##### Dispersed-Area Priorities

- RV/trailer campgrounds & facilities
- Trails connecting communities/parks
- Mountain biking (single track) trails/areas



### 5.32 RESIDENT DEMAND SURVEY

The ORPD contracted with Oregon State University to conduct a statewide survey of Oregon residents regarding their 2011 outdoor recreation participation for Oregon, as well as their opinions about parks and recreation management. The analysis for this survey divided the state into regions, which are represented in the figure on the right. Region 2 includes Columbia, Washington, Multnomah, Hood River, Yamhill, Clackamas, Polk, and Marion Counties. In order to generate sufficient responses for each county, separate random samples of Oregon households were drawn from each county. 50,150 surveys were mailed out, with 46,348 of the surveys deliverable (92%). Of those delivered, 8,860 completed surveys were obtained for an overall response rate of 19%. This response rate is typical of statewide, general population surveys that are long and include no token financial incentives. Sample data were weighted to represent county-level population proportions and statewide age-related proportions. For a detailed description of the survey methodology and for results outside our region or county, please view the full survey description and results online at:

[http://www.oregon.gov/oprd/PLANS/docs/scorp/2013-2018\\_SCORP/Demand\\_Analysis.pdf](http://www.oregon.gov/oprd/PLANS/docs/scorp/2013-2018_SCORP/Demand_Analysis.pdf)

Based on previous SCORP outdoor recreation activity lists and input from the SCORP steering committee comprised of parks and recreation managers across Oregon, seventy (70) recreation activities were identified as important recreation activity types. To summarize the results of this survey, the top ten recreation activities by percentage of population participation for both the SCORP Planning Region 2 and Columbia County are listed in the table on the following page. These participation rates give some insight into what residents enjoy participating in, but it is important to keep in mind that the local availability of each recreational activity directly affects how many people will participate. For example, residents may rate picnicking as their favorite recreational activity, but the county may have an extreme shortage of picnic tables, so it would not appear in the top ten list because residents don't have much of an opportunity to participate in that activity.

It is interesting to note that sightseeing by driving or motorcycling is the top recreation activity, with 64.7% of the population participating in Columbia County. The second place activity is walking on local streets or sidewalks, with 62.9% of the population participating in Columbia County, and 68.9% in Region 2 making it the top recreation activity for the region. Walking on local trails is the second top activity for the region at 62.1%, but is eighth place for Columbia County with only 49%, likely because of a shortage of comprehensive trail networks.



SCORP Planning Regions. Region 2 includes Columbia, Washington, Multnomah, Hood River, Yamhill, Clackamas, Polk, and Marion Counties.

## DRAFT

### SCORP 2011 TOP TEN RECREATION ACTIVITIES BY % PARTICIPATING

Activity	SCORP Region 2 % Participating	Activity	Columbia County % Participating
1. Walking on local streets/sidewalks	68.9	1. Sightseeing/driving or motorcycling for pleasure	64.7
2. Walking on local trails	62.1	2. Walking on local streets/sidewalks	62.9
3. Beach activities- ocean	56.3	3. Visiting historical sites, history-oriented museums, visitor centers	61.8
4. Sightseeing/driving or motorcycling for pleasure	55.2	4. Beach activities - lakes, reservoirs, rivers	56.9
5. Relaxing, hanging out, escaping heat/noise/etc.	52.6	5. Relaxing, hanging out, escaping heat/noise/etc.	56.2
6. Attending outdoor concerts, fairs, festivals	52.3	6. Picnicking	51.6
7. General play at neighborhood park/playground	50.2	7. Attending outdoor concerts, fairs, festivals	51.4
8. Walking/day hiking on non-local trails and paths	50.2	8. Walking on local trails/paths	49.0
9. Picnicking	47.6	9. General play at a neighborhood park/playground	48.6
10. Visiting historical sites, history-oriented museums, visitor centers	43.3	10. Car camping with a tent	36.1

## DRAFT

In addition to asking survey respondents about what recreation activities they take part in, respondents were asked their opinion on priorities for the future in and near their community. Respondents were asked to rate several items for investment by park and forest agencies using a 5-point Likert scale (1 = lowest priority need to 5 = highest priority need). The following table reports these results, with items listed in descending order by the mean priority rating for Columbia County. For Columbia County, the top ranked priority needs are public access sites to waterways, soft surface walking trails and paths, and children's playgrounds or play areas made of natural materials (log, water, sand, boulders, hills, and trees). The three lowest ranked priorities are baseball/softball fields, basketball courts, and outdoor tennis courts.

**“For Columbia County, the top ranked needs for the future are public access sites to waterways, soft surface walking trails and paths, and children’s playgrounds made of natural materials.”**

### SCORP 2011 PRIORITIES FOR THE FUTURE

Item	Columbia County	SCORP Region 2
Public access sites to waterways	3.8	3.5
Dirt/other soft surface walking trails and paths	3.7	3.8
Children’s playgrounds and play areas made of natural materials (logs, water, sand, boulders, hills, trees)	3.4	3.4
Nature and wildlife viewing areas	3.4	3.4
Off-street bicycle trails and pathways	3.1	3.2
Picnic areas and shelters for <u>small</u> visitor groups	3.3	3.3
Off-leash dog areas	3.1	3.1
Community gardens	3.1	3.1
Children’s playgrounds and play areas built of manufactured structures like swing sets, slides, and climbing apparatuses	2.9	3.4
Picnic areas and shelters for <u>large</u> visitor groups	2.9	2.8
Paved/hard surface walking trails and paths	2.9	2.9
Designated paddling routes for canoes, kayaks, rafts, and driftboats	2.8	2.9
Off-highway vehicle trails/areas	2.7	2.3
Multi-use fields for soccer, football, and lacrosse, etc.	2.6	2.8
Baseball/softball fields	2.3	2.5
Basketball courts	2.2	2.4
Outdoor tennis courts	2.1	2.3

**5-Point Likert Scale:** 1 = lowest priority need, 5 = highest priority need

## 5.4 NEEDS ASSESSMENT CONCLUSION

The following identified park needs combine input gathered from all of the sources of community outreach and statewide recreation research, which is discussed in detail throughout this chapter. To summarize, the various sources of input that have contributed to the following identified park needs include:

- **Community Involvement:** Online survey and a public forum
- **City Commissions and City Staff Involvement:** Input gathering sessions and one-on-one interviews with staff and the public
- **Service Groups/Clubs:** St. Helens Road Runners Club, Kiwanis Club, Kiwanis Day Breakers, and the Foundation of Public Health for Columbia County
- **Level of Service Analysis:** Using statewide level of service recommendations for parkland acreage
- **Past Planning Documents:** St. Helens Parks Master Plan (1999), St. Helens Waterfront Development Prioritization Plan (2011), and others
- **OPRD's 2011 Statewide Comprehensive Outdoor Recreation Plan (SCORP):** Provider needs survey, resident demand survey, priorities for the future

### 5.41 IDENTIFIED PARK NEEDS

The following is a list of the identified park improvement needs for each park, with each park in alphabetical order. The identified park needs list is meant to be all-inclusive and does not yet consider funding, feasibility, or priorities stage.

This list will act as the “Wish List” of desired park projects for each park within the parks system. This list is intended to be the starting point for determining where to spend limited park capital improvement funds. A collection of identified *high priority* park improvement projects is discussed in Chapter 6 Recommendations. A Parks and Trails Capital Improvement Plan in Chapter 8 prioritizes these identified park needs into 3 categories: Priority I, II, and III.



## DRAFT

### 6TH STREET PARK

1. Permanent, handicap accessible restrooms with a drinking fountain
  - a. Temporary ones are brought in for soccer and baseball games, but permanent ones would make this park more appealing year-round
2. Improve both little league baseball fields
  - a. Need re-leveling of the fields because of use
  - b. Dugouts need replaced
3. Parking during games can be very limited. Right-of-way on 6<sup>th</sup> St. has room to increase parking along 6<sup>th</sup> St. across from the existing parallel parking



6<sup>th</sup> Street dugout



6<sup>th</sup> Street bleachers

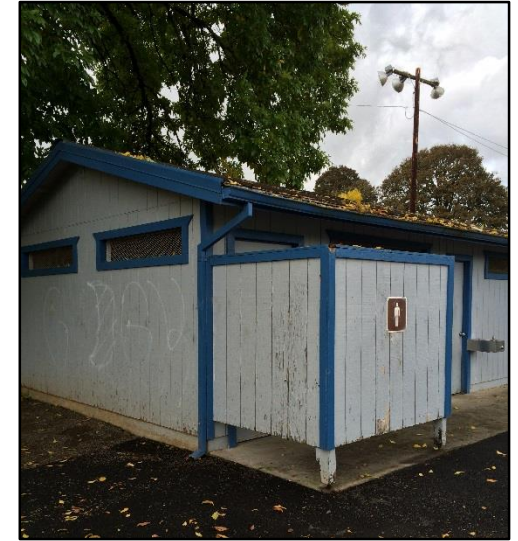
## DRAFT

### CAMPBELL PARK

1. Update restrooms
  - a. Very outdated and are heavily abused during the busy season
2. Add two covered picnic shelters
  - a. Campbell Park often acts as overflow from McCormick Park shelter reservations. There is a shortage of shelters, so many reservation requests are not filled during the busy season.
  - b. Upgrade all picnic shelters with utilities
3. Tennis courts require complete reconstruction with base material. Huge cracks have formed since original construction
4. Designate a pets off-leash area
  - a. No off-leash area west of Hwy 30 and there are reports of residents allowing their pets off leash in this area already



Tennis court cracks and previous attempts to repair cracks



Aging Campbell Park restrooms



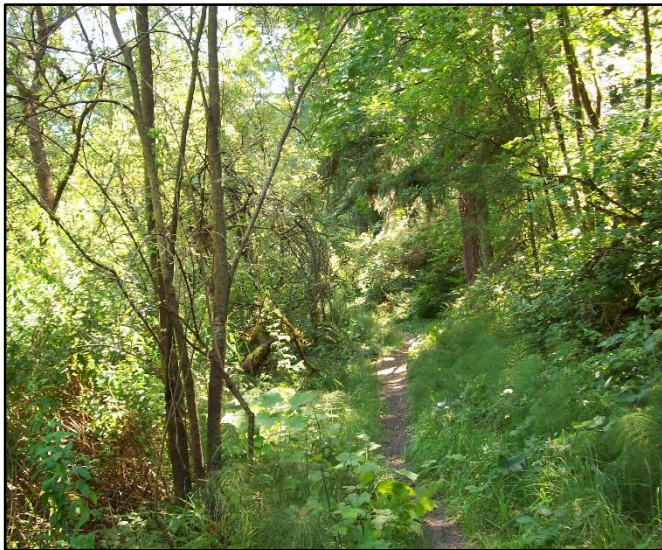
## DRAFT

**CIVIC PRIDE PARK** - This is a park is a blank slate as far as amenities, and has great potential because of its central location next to Lewis and Clark Elementary School and the Eisenschmidt Public Pool.

1. Great location for a full-size Splash Garden because it could hook up to the pool's water system
  - a. Potential for a partnership with the Greater St. Helens Parks and Recreation District (operates Eisenschmidt Public Pool). Encourage Greater St. Helens Parks and Recreation District to acquire and maintain the greenspace as an expansion of the pool's amenities
2. Permanent, handicap accessible restrooms with a drinking fountain
3. Sprinkler system
4. Covered picnic area



Civic Pride Park is a blank slate, centrally located, and adjacent to an elementary school and public pool



Columbia Botanical Garden trail becoming covered with grasses and weeds in July

## COLUMBIA BOTANICAL GARDENS

1. Better maintenance of invasive species
2. Trails within garden should connect with larger, city-wide trail system. There is a connector trail that already exists from where 4<sup>th</sup> Street dead ends at Lemont St. to the Botanical Garden trail network, but it is on private property. Acquire access rights to allow more access to the gardens for the entire community.
3. Interpretive garden signage with an informational kiosk with brochures at entrance
  - a. Encourage collaboration with school district to do a class project identifying plant species, removing non-native species, and making a plant identification brochure for the kiosk
4. Woodchip or boardwalk trails preferred over gravel trails



Connector trail on private property that begins where 4<sup>th</sup> St. dead ends at Lemont St.

## DRAFT

**COLUMBIA VIEW PARK** - With the possibility of a 22-acre land acquisition by the City just south of this park, all improvements are suggested with this land acquisition in mind.

1. The park is often overcrowded during events like 13 Nights on the River. Expand the park onto newly acquired property, by adding some portion of the acquired property to the parks inventory.
2. Improve the sound quality of the stage/gazebo by constructing an amphitheater-style stage meant for live music. This would also expand the seating, which is often too overcrowded during events (see pictures). Use the existing gazebo for events like weddings and receptions.
3. Install large covered picnic area with outdoor kitchen/grill area and utilities in newly acquired land (large enough for wedding receptions)
4. Incorporate a waterfront trail through the park along the riverfront
5. Historically, this park used to be home to free “Movies in the Park” nights. There is interest in bringing this event back once a month during spring/fall or once a week during the summer. Developing a permanent location/projection screen would increase the longevity of this event.



Crowds from the 2014 13 Nights on the River Summer Series



## GODFREY PARK

1. Permanent, handicap accessible restrooms
2. Upgrade playground equipment (has not been upgraded since it was installed in 1965, see picture). Great location to install the City’s first “natural” play area.
3. A new covered picnic shelter
4. Sprinkler system



Godfrey Park see-saws and slide installed in 1965, swings and monkey bar not pictured



## DRAFT

### GREY CLIFFS PARK

1. Permanent, handicap accessible restrooms with a drinking fountain
2. Handicap-accessible fishing pier
3. Residents are allowed to bring non-motorized boats to launch from the north end of this park (See top right), but it is not an official boat launch area. Add signage and make this area an official boat launch for canoes, kayaks, etc.
4. The staircase to Wyeth St. needs some rehabilitation and additional steps to make it easier to use (See bottom right)
5. Add a covered picnic shelter with utilities
  - a. Utilities already exist in the upper level pets off-leash area
6. Sprinkler system



Top: Potential non-motorized boat launch area for canoes, kayaks, etc.

Bottom: Staircase to Wyeth St. needs rehabilitation

**HEINE HEUMANN** - This Park is identified as a water-retention area, so any future development should be planned with the potential for flooding in mind. It is also adjacent to the St. Helens Senior Center, so it is important to keep all improvements handicap accessible.

1. Permanent, handicap accessible restrooms with a drinking fountain. Installation should be consistent with the natural landscape.
2. Playground equipment (All that remains in this park for kids are 2 outdated see-saws)
3. Improve shoulder on 15th street to allow for street parking that doesn't interfere with the existing bike lane
4. Covered picnic shelter with handicap accessible picnic tables. Installation should be consistent with the natural landscape.
5. A 6' wide handicap accessible pathway through the park leading to future park amenities
6. Possible location for a rain garden or other water retention demonstration installation



## DRAFT

**MCCORMICK PARK** - Some of the following improvements involve the possibility of the City acquiring the Boise Cascade property (includes 3 ball fields) southeast of the park this property. As more sporting amenities are added to this park, there is potential for this park to become a full sports complex with an even stronger regional draw.

1. Multi-use basketball court - ideally covered
2. 3 more covered picnic shelters with utilities - by the dog park, by the pavilion, and by the playground
  - a. Existing covered picnic shelters fill up quickly and is reserved for summer slots as early as the first of the year
3. Expansion of the War Memorial to include other wars
4. Improvements to the pets off-leash area (obstacle course for dogs)
5. Repair and update the skate park (Many skaters have reported leaving St. Helens to go to the newer and more equipped Scappoose Skate Park)
  - b. Smaller steps up and down the park
  - c. Drinking fountain
6. Infields hold water, needs rehabilitation
7. RV Parking and hookups (possibly located on the Boise property, if acquired)
8. Complete the gaps in sidewalk around entire park
9. New flower beds and new McCormick Park sign on 18<sup>th</sup> St. and Old Portland Rd (See bottom right)
10. The installation of a regional destination way finding sign in a central location, similar to the directional signs found in Pioneer Square in downtown Portland (See top right) could promote McCormick Park as a regional draw, with ample sport facilities
11. Install security camera(s) or an alarm system at the parks shop
12. More parking (by adjusting the orientation of existing parking or locating another parking lot on the Boise property if acquired and added to the Parks Inventory)



Top: Fun way-finding sign in Pioneer Square, Portland. Signs point to places like Washington Park, The Great Wall of China, and Mt. Hood

Bottom: McCormick Park sign and flowerbed on Old Portland Rd. and 18<sup>th</sup> St.





## DRAFT

**NOB HILL NATURE PARK** - Friends of Nob Hill maintain this park, so they were contacted for input.

1. Covered Kiosk with informational brochures by entrance near the Wastewater Treatment Facility
2. Benches throughout the park
  - a. Encourage collaboration with the Arts and Cultural Commission for a design
3. Interpretive signs throughout the park, highlighting the different native species
4. Ongoing removal of invasive species, especially near the Boise bluff
  - a. Restoration of original habitat (Camas and native grasses)
  - b. Better weed maintenance
5. City should look into acquiring and adding to the park inventory the two vacant lots by 3<sup>rd</sup> Street
6. Connect this park's existing trails to the waterfront trail



A covered kiosk provides information to visitors and creates a meeting spot for work parties

**SAND ISLAND MARINE PARK** - Potential collaboration with the Marine Board for improvements

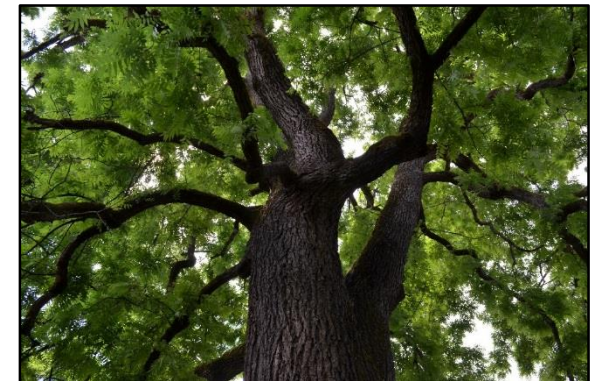


Existing Sand Island campsite

1. Electricity and water to the island
2. Defined campsites with fire rings and trees for privacy
3. Ideally, living quarters for a caretaker would be located on island
4. If campsites are defined and a caretaker facility were developed, nightly and daily fees for use could be implemented to help recapture cost of campsite and restroom maintenance and dock improvements
5. Dock needs rehabilitation
6. Large covered picnic shelter
7. Sand Island

**WALNUT TREE PARK** - The local Kiwanis Day Breakers maintain this park, so they were contacted for input.

1. Concrete pad and a secured down picnic table
  - a. People drag the picnic table and sometimes flip it. It is difficult when mowing the property to have to constantly move the re-move the table. Installing a concrete pad and securing the picnic table down would solve this.



100+ year old Walnut Tree at Walnut Tree Park

## 5.42 OTHER RECREATION AREAS NEEDS

### DALTON LAKE RECREATION AREA

There is potential for the Dalton Lake Recreation Area to become a full nature park with annual work parties that work to rehabilitate the area to its most natural state by replanting natives and removing non-natives. The City of St. Helens needs to add 15.9 acres of nature parks to meet the state of Oregon recommended level of service guidelines, according to the 2010 population level of service analysis in Chapter 4. By 2020, the City would need to add 22.4 acres of nature parks. Dalton Lake Recreation area is a total of 56 acres, 27 acres of wetlands and 29 acres of buffer surrounding the wetlands. The Parks Commission would like this area to be owned by the City (current owner is ODOT), annexed into the City, and then added to the parks inventory. Once added to the parks inventory, further development and the improvements listed below can occur. The Parks Commission would like to increase collaboration with the Friends of Dalton Lake group to cut down on maintenance costs for the City. There is also a potential for collaboration with the school district to do a class project identifying native plant species, removing non-native species, and possibly creating a plant identification brochure for an informational kiosk installation.



Overlooking Dalton Lake from trail network



Cyclist heading north on the Rutherford Parkway, which is the multi-use, off-street path that leads to the Dalton Lake trail network.

Once this area is added to the parks inventory, the property can be developed to improve access to the trail network surrounding the lake. In the High Priority Trail Proposals on page 106, there is a connector trail proposed from Madrona Court to the large trail system on private property. Acquiring access rights to the portions of the trail network that are located on private property will be necessary for the trail system to be successful and accessible to the entire community. Survey results indicated that Dalton Lake had the 2<sup>nd</sup> lowest levels of accessibility, with many additional comments about how difficult and confusing it is for newcomers to access the trails. A full overview of the Dalton Lake trail recommendations is discussed in more detail on page 106.

The City of St. Helens has recognized the importance of developing this area further and making it more accessible to the community. In July of 2010, the City applied for a Local Governments grant to implement trailheads, parking facilities, picnic areas, and defined trails with lookout points. The project was ultimately not funded, but the complete plans for this project are included in the Appendix.



## DRAFT

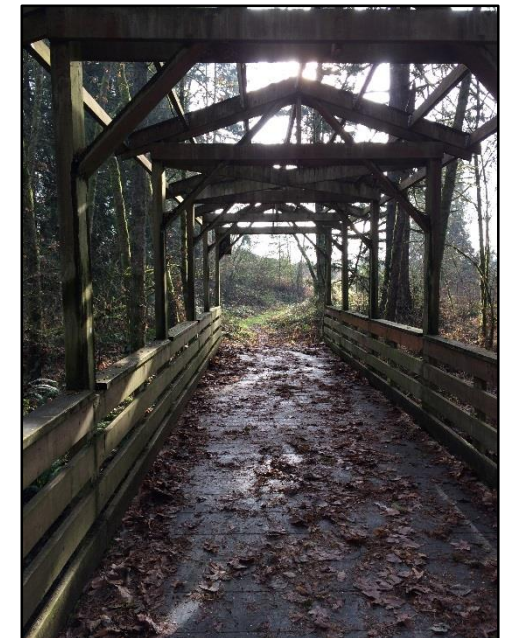
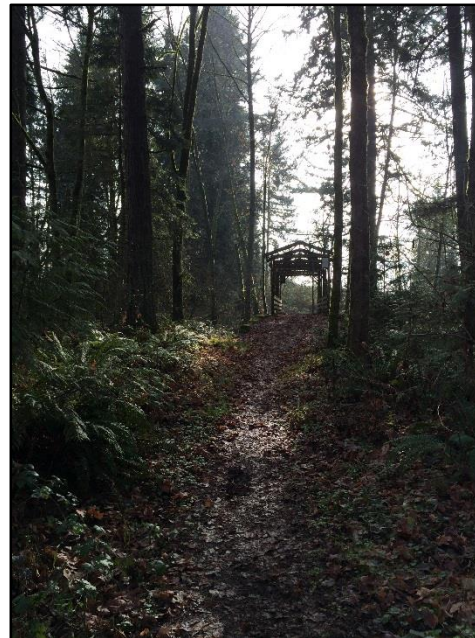
**MILLARD ROAD PROPERTY** - There are three lots located just south of Maple St. and north of Millard Rd. The City owns the two northern lots and may possibly acquire the southernmost lot. The Parks Commission would like to see this area added to the parks inventory. If the southern third of the property is also obtained by the City, the commission would like this to be added to the parks inventory as well.

The location of this property on the west side of St. Helens is ideal because of the lack of parkland on the west side of Hwy 30. There were numerous write-in comments in the survey and speakers during the public forum that all discussed the shortage of parkland on the west side of Hwy 30. The west side of Hwy 30 is also where most new development and residential population increases are occurring, making it this property an even more ideal location for a new park. The parkland level of service analysis in Chapter 4, based on the 2010 total population, stated that the City would have to add 16.6 acres of community parks in order to meet the recommended state of Oregon guidelines. The two lots already owned by the City total 15 acres and the southernmost lot is 8.23 acres, for a total of 23.23 acres.

The Parks Commission feels this park is in an ideal location and the right size to become the new west side community park, with all of the basic amenities, including restrooms, drinking fountains, picnic shelters, and a few sport facilities. A multi-use trail is also proposed through the property to provide pedestrian access from Maple St. to Millard Rd, utilizing the existing wooden footbridge and small footpath that crosses McNulty Creek (See bottom right). As the funding for developing this property is available, it is recommended that the city undergo a public process to determine what kind of sport facilities would have the most benefit for the entire community.



Millard Rd. Property looking north to Maple St. and the footbridge over McNulty Creek



Wooden footbridge over McNulty Creek with access from Maple St. and a trail through the Millard Rd. property to Millard Rd.

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## CHAPTER 6: RECOMMENDATIONS

### 6.1 INTRODUCTION

### 6.2 PARK RECOMMENDATIONS

### 6.3 TRAIL RECOMMENDATIONS

#### 6.31 TRAIL CLASSIFICATION SYSTEM

#### 6.32 TRAIL FEATURES

#### 6.33 TRAIL PROPOSALS

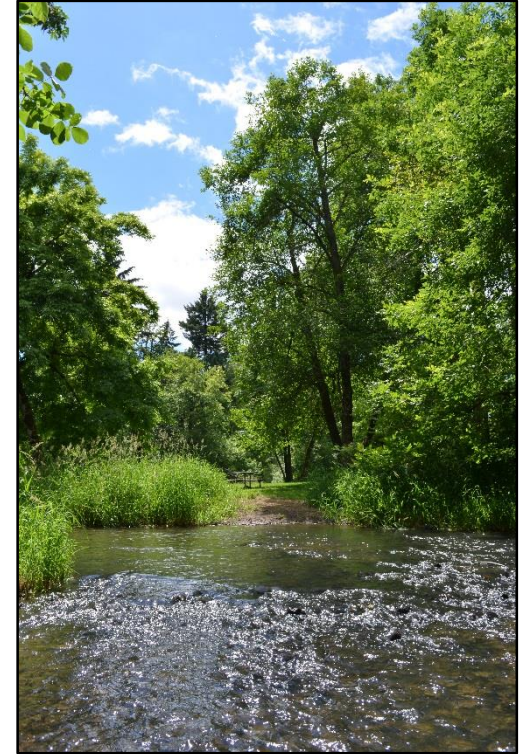
#### 6.34 HIGH PRIORITY TRAIL PROPOSALS

### 6.4 BICYCLE AND PEDESTRIAN FITNESS ROUTES

## 6.1 INTRODUCTION

The following park and trail recommendations combine input gathered from all of the sources of community outreach and statewide recreation research, which is discussed more in depth in the Chapter 5 Needs Assessment. To summarize, the various sources of input that have contributed to the following park and trail recommendations include:

- **Community Involvement:** Online survey and a public forum
- **City Commissions and City Staff Involvement:** Input gathering sessions and one-on-one interviews
- **Service Groups/Clubs:** St. Helens Road Runners Club, Kiwanis Club, Kiwanis Day Breakers, and the Foundation of Public Health for Columbia County
- **Level of Service Analysis:** Statewide recommendations for parkland acreage and trail mileage per resident
- **Past Planning Documents:** St. Helens Parks Master Plan (1999), St. Helens Waterfront Development Prioritization Plan (2011), and others
- **OPRD's 2011 Statewide Comprehensive Outdoor Recreation Plan (SCORP):** Provider needs survey, resident demand survey, priorities for the future



Milton Creek inside McCormick Park

## 6.2 PARK RECOMMENDATIONS

The following section contains a list of high priority park needs which has been extracted the identified park needs list in the Chapter 5 Needs Assessment. These high priority park projects have been developed by identifying shared themes throughout the level of service analysis in Chapter 4, research on statewide parks and recreation trends, and all sources of input provided by city staff and city commissions discussed further in the Chapter 5 Needs Assessment.

To help determine high priority proposals, a few key questions were asked of the public and stakeholders:

- Which projects are absolutely essential for the park system?
- Which projects provide the most benefit for the investment?
- What evidence is there that the public supports the project?

The high priority park projects are listed on the following pages in no particular order. Some parks did not receive a project with the high priority designation, but this does not mean the need does not exist. Not all projects can be listed as a high priority, and these priorities were developed by identifying shared themes throughout community input, discussions with commissions and city staff, and parks research and analysis.

1. **6<sup>th</sup> Street:** Permanent handicap-accessible restrooms with a drinking fountain.
2. **McCormick Park:** Expand the Veterans War Memorial to include recent conflicts.  
Install a multi-use basketball court.
3. **Godfrey Park:** Update outdated play equipment by creating a natural play area, renovate existing picnic shelter, and add a new one.
4. **Civic Pride Park:** Create partnership with the Greater St. Helens Parks & Recreation District.
5. **Nob Hill Nature Park:** Install a covered kiosk.
6. **Columbia View Park:** Expand and further develop park onto future purchase of ex-industrial land.  
Create a stage meant for live music and improve the existing gazebo to better accommodate events.
7. **Campbell Park:** Bring utilities to the covered picnic shelters.  
Rehabilitate the cracked and aging tennis courts.



## DRAFT



Bleachers and concession stand

### **6TH STREET PARK: Install permanent handicap-accessible restrooms with a drinking fountain.**

According to the Parks and Trails Community Survey (see Chapter 5.11), public restrooms were the most important park amenity, with 88.8% of households ranking them as *very* important and a total of 99% of households ranking restrooms as either very or somewhat important. There were also multiple comments about 6<sup>th</sup> Street Park lacking a permanent restroom during the public forum and in the open-ended comments section in the survey. The survey also found that 6<sup>th</sup> Street Park is the 4<sup>th</sup> most popular park and during large sporting events, there is a huge demand for permanent restrooms here. Installing a public restroom with a drinking fountain would also increase the use of this park year-round, beyond just sporting events.

## DRAFT



Existing Veterans War Memorial

### **McCORMICK PARK: Expand the Veterans War Memorial to include recent conflicts.**

The Parks Commission and City Council has recognized the need to expand the Veterans War Memorial in McCormick Park to include other conflicts. While some communities erect new memorials to new conflicts, some communities choose to make additions to existing memorials, thereby ensuring the relevance of those memorials for local remembrance. Memorials represent a focal point for individual and collective remembrance, particularly on occasions such as anniversary events like Memorial Day. War memorials play a vital role in ensuring that the sacrifices made by so many continue to be remembered.

### **Install a multi-use basketball court.**

McCormick Park has become a park that attracts people all over the region with its unique and ample sporting and recreational amenities. It is centrally located and is very accessible by all modes of transit. Despite this, it lacks a full-size basketball court. In order to continue to attract people from all over the region and to strengthen the assets of McCormick Park, the city of St. Helens should continue expanding the sporting amenities offered at this park, beginning with the installation of a full-size basketball court. The only other court within the park system is across Hwy 30 in Campbell Park. According to the Parks and Trails Community Survey (see Chapter 5.11), basketball courts were ranked as the 3<sup>rd</sup> most important sport amenity. Ideally, this basketball court would be covered to allow for play in the rain, but if funding only allows for the development of the court, covering the court is optional.



Brand new basketball court installed at Dairy Creek Park in Hillsboro, OR.



## DRAFT

### **GODFREY PARK: Update play equipment, renovate existing picnic shelter, and add a new one.**

Create a play area using natural materials like logs, water, sand, boulders, hills, and trees for children to explore and use their imagination. Creating a play area using natural materials was the 3<sup>rd</sup> highest ranked priority for Columbia County, according to the SCORP 2011 Survey (See Chapter 5.3). Further, play equipment was the 3<sup>rd</sup> most popular park amenity according to the Parks and Trails Community Survey (see Chapter 5.11). The tall trees and shady natural environment of Godfrey Park would provide the ideal environment for the installation of a natural play area. The play equipment currently in the park includes a swing set, a slide, two see-saws, and four horseshoe pits, all from the 1960's.

Renovate the existing picnic shelter and add a new one. There is a shortage of picnic shelters, yet they are the 2<sup>nd</sup> most popular park amenity, according to the Parks and Trails Community Survey (see Chapter 5.11). The existing picnic shelter is the original structure built in the 60's and has been repainted many times. Renovating this structure with electric and water outlets and adding a new one would enhance the appearance and increase the usage of this park. The fee charged for reserving the shelter could also be increased to match McCormick Park's covered shelter fee, which also has utilities.



Top and Bottom: Example of new natural play area located in Silver Falls State Park, OR that opened Spring 2014.



Existing play equipment in Godfrey Park, installed in 1965





## DRAFT

### **CIVIC PRIDE PARK:** Create partnership with the Greater St. Helens Parks & Recreation District.

Encourage the Parks and Recreation District to expand the Eisenschmidt indoor pool to utilize the open greenspace that Civic Pride Park provides. The pool facility, which attracts many families with children especially in warmer weather, could be expanded to be a part of a larger splash park area located in the currently vacant Civic Pride Park. If a picnic shelter was added for picnic lunches, along with a few other splash park or water-related activities (See example to right), the pool-park collaboration would allow for an entire day's worth of activities and fun for children in one convenient location. The Greater St. Helens Park and Recreation District's steady source of funding through a taxing district, admissions and membership fees for the pool is ideal for the improvements and the maintenance of improvements desired for this park.



Example of interactive water features and a splash park  
Max Patterson Park - Gladstone, OR.

### **NOB HILL NATURE PARK:** Install a covered kiosk.

The installation of a covered kiosk at the main entrance on Plymouth (near the Wastewater Treatment Facility) would help the Friends of Nob Hill manage the ongoing maintenance of this park. A covered kiosk would act a central gathering place for work parties and plant walk-throughs, provide shelter for rainy work parties, and provide a place to post updated information about park activities. It could also educate residents about native and non-native plants within the park and help to identify harmful plants, like poison ivy. Many of the proposed trail routes connect with Nob Hill trails and may increase foot traffic to the Park. As the foot traffic of the park increases, a kiosk with seating (See far right) for frequent visitors may be more suitable.



Covered kiosk in Roeliff Jansen Park - Hillsdale, NY.



Kiosk with covered benches in East Fallowfield Community Park - East Fallowfield, PA.



## DRAFT

**COLUMBIA VIEW PARK:** Expansion and further development of the park onto future purchase of ex-industrial land, including a waterfront trail system allowing for public access to the riverfront, the creation of a stage meant for live music, and improvements to the existing gazebo to better accommodate events.



Richland Riverfront Trail in Richland, WA. Example of a paved Riverfront Trail with benches



Riverwalk Amphitheater located in Montgomery, AL Riverfront Park. Beautiful views of the river, a state-of-art surround sound system, stage lighting, and grassy seating for around 6,000.

Develop a waterfront trail system through the expanded park. Of all trail system categories, residents are most dissatisfied with the trail linkages to the waterfront. Past planning documents like the Waterfront Prioritization Plan (adopted 2011) state the importance of increasing access to the waterfront. Riverfront access was ranked as the 4<sup>th</sup> most popular amenity in the Parks and Trails Community Survey (See Chapter 5.11) and public access sites to waterways was ranked as the top priority for Columbia County in the SCORP 2011 Survey (See Chapter 5.3). For these reasons, expanding Columbia View Park and incorporating a trail system that follows the waterfront will be an absolutely essential project for the parks and trails system in St. Helens in the next 15 years.

In addition to incorporating a waterfront trail in Columbia View Park, improvements to the sound quality of the stage/gazebo by creating a separate stage that is meant for live music will improve the quality of one of the most popular annual events in St Helens, the 13 Nights on the River Summer Series. Expansion of the park onto the vacant ex-industrial land would help accommodate the crowds that this regionally popular summer event attracts. Columbia View Park is less than acre in size, yet it accommodates thousands of people for this expanding event annually (See picture below).

Further, if a stage was created for live music, adapting the use of the gazebo to better accommodate events like weddings and receptions would be a highly valued improvement to the 2<sup>nd</sup> most popular park in St. Helens (See Chapter 5.11).



Right: Kickoff of 13 Nights on the River concert in Columbia View Park on June 5, 2014

## DRAFT

### **CAMPBELL PARK: Bring utilities to the covered picnic shelters.**

Campbell Park is the only large community park west of Hwy 30. It has numerous sporting facilities with two heavily used covered picnic shelters. However, these picnic shelters do not have water or electric utility outlets for residents to use during gatherings. The McCormick Park Pavilion and the Columbia View Park Gazebo (which both have utilities) are almost always being utilized during spring and summer. Often, residents looking to make a shelter reservation are turned away from the McCormick Park Pavilion or the Columbia View Park Gazebo because they have already been booked. Bringing utilities to the two shelters at Campbell would relieve some of the demand the other two shelters with utilities draw. The fee for using the Campbell Park shelters could also increase to match the fee collected for use of the two shelters with utilities. Installing a water outlet to both of the Campbell Park shelters would also help the park maintenance crews keep the sheltered area clean.

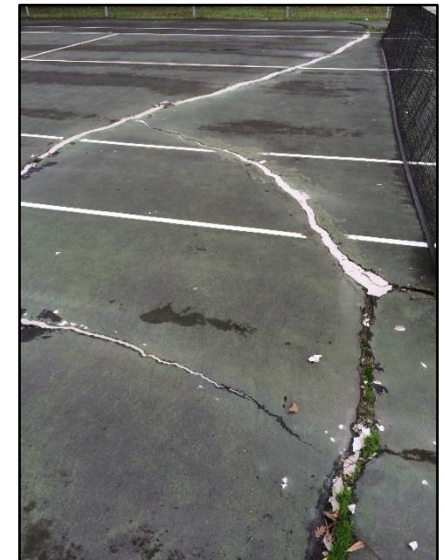
### **Rehabilitate the cracked and aging tennis courts.**

Huge cracks (see right) have formed at all four of the Campbell Park tennis courts since original construction. The cracks are getting larger with each year. These cracks are safety hazard for residents who want to play tennis. Attempts to fill the cracks have been made, but the cracks spread over time with weeds and moss growing in. In order to fully repair all four courts, complete reconstruction with new base material will be required.



Top: Lunch gathering at Picnic Shelter 1

Bottom: Picnic Shelter 2 with Picnic Shelter 1 seen in background



Tennis court cracks and previous attempts to fill them in

## 6.3 TRAIL RECOMMENDATIONS

The trail recommendations are divided into four sections. First, a trail classification system is defined in order to categorize the 10.7 miles trail route proposals. The classification system is followed by the design guidelines for each classification. Then, the trail proposals are represented through a table and corresponding map. Then, recommendations for the various trail features, including signage, striping, benches, crosswalks, drinking fountains, etc. are discussed briefly. Finally, a select few high priority trail proposals are extracted from the larger, all-inclusive table of trail proposals.

### 6.31 TRAIL CLASSIFICATION SYSTEM

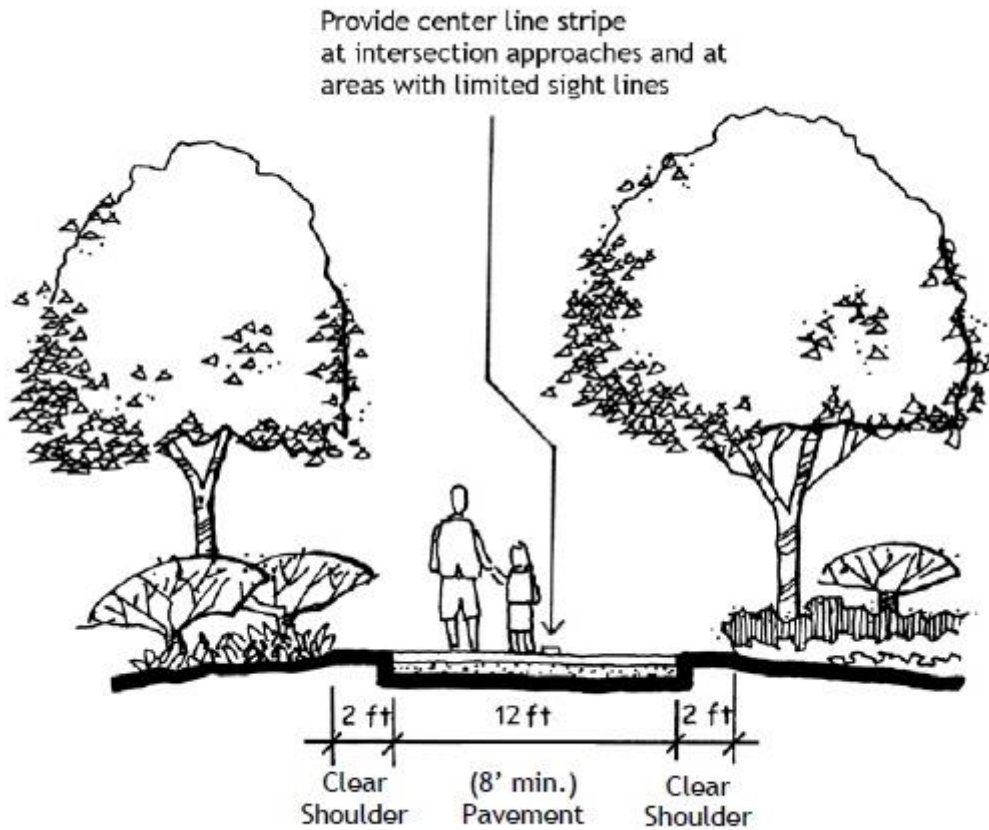
Since the Parks Master Plan (1999) did not address the existing or future trail network, there has never been a defined trail classification system. Just like the parks classification system, classifying the trail network by function helps to assess what facilities are available for current use and what types of trails will be needed to serve the community in the future. A trail classification system also determines the trails' design guidelines and can help minimize conflicts between various user groups.

Each trail classification has specific design guidelines, which are pictured as cross-sections in the following pages. Trail classification is determined by the function and the user of the trail. These trail classifications determine their minimum width, their relationship with the road network, and in some cases, the material used to create the trail. Because this Master Plan is a conceptual document, this section should be supplemented with other trail design documents, including ODOT's *Bicycle and Pedestrian Master Plan*, Metro's *Green Trails: Guidelines for Building Environmentally Friendly Trails*, and both of AASHTO's Guides (*Guide for the Development of Bicycle Facilities* and *Guide for the Planning, Design, and Operation of Pedestrian Facilities*).

#### TRAIL CLASSIFICATION SYSTEM

Classification	Width	Surface	Function
<b>Regional trail</b>	8' - 14'	Asphalt, concrete or other smooth hard surface	Designed for 2-way bicycle and pedestrian traffic. Can sometimes function as a local access trail connecting parks, schools, and neighborhoods. Minimizes potential trail crossing conflicts with autos.
<b>Local access trail alongside roadway</b> Type 1: Bike Lane Type 2: No Bike Lane	5' - 12'	Asphalt, concrete or other smooth hard surface	Separated from roadway with planted buffer. Minimizes potential trail crossing conflicts with autos.
<b>Hiking trail</b>	1' - 12'	Earthen or gravel material	Primarily used within parks or non-circulation trails. Provides a walk through a natural environment for pedestrians. Can be designed for bicycle or equestrian use.





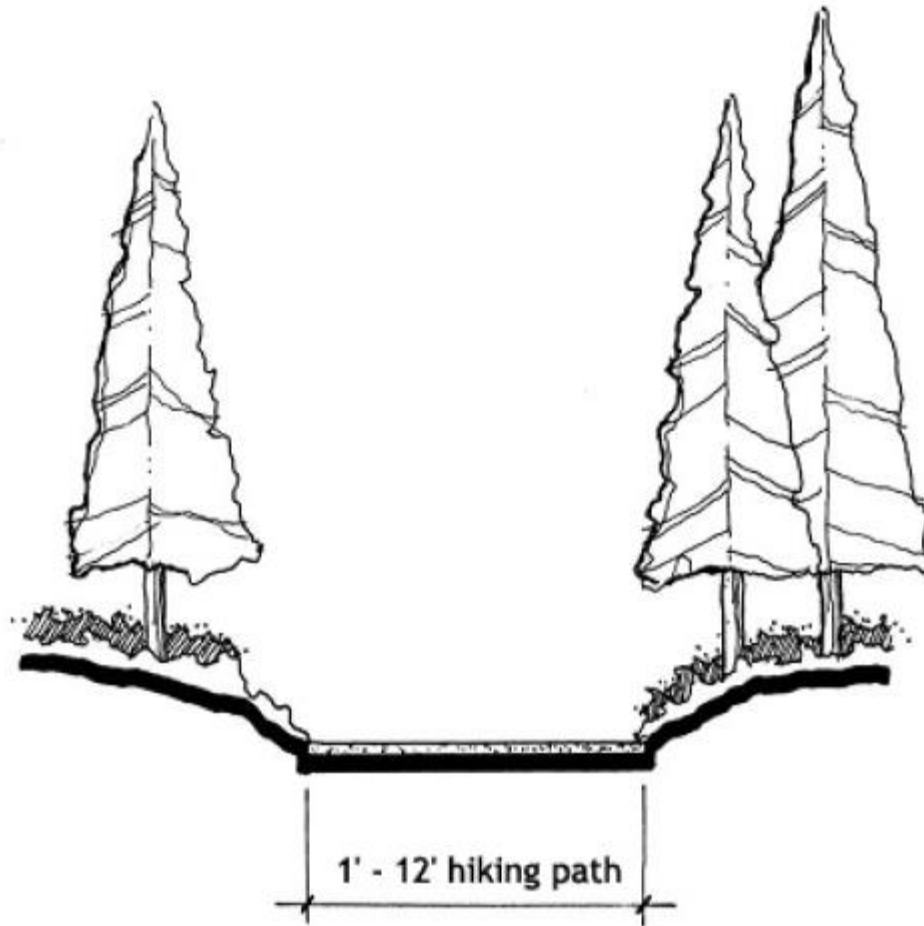
## REGIONAL TRAIL

This figure illustrates a typical shared use path design that is appropriate for regional trails and for some local access trails and community connections to schools, parks, or neighborhood connections. This path is designed for 2-way bicycle and pedestrian traffic, typically has its own right-of-way, and is designed to accommodate maintenance and emergency vehicles.

Regional trails are a minimum of 8' wide and are made of asphalt, concrete or other smooth hard surface.

An example of a proposed trail route with the regional trail classification is the St. Helens Riverfront Trail that connects Columbia View Park to Nob Hill Nature Park along the riverfront (See Chapter 6.32).

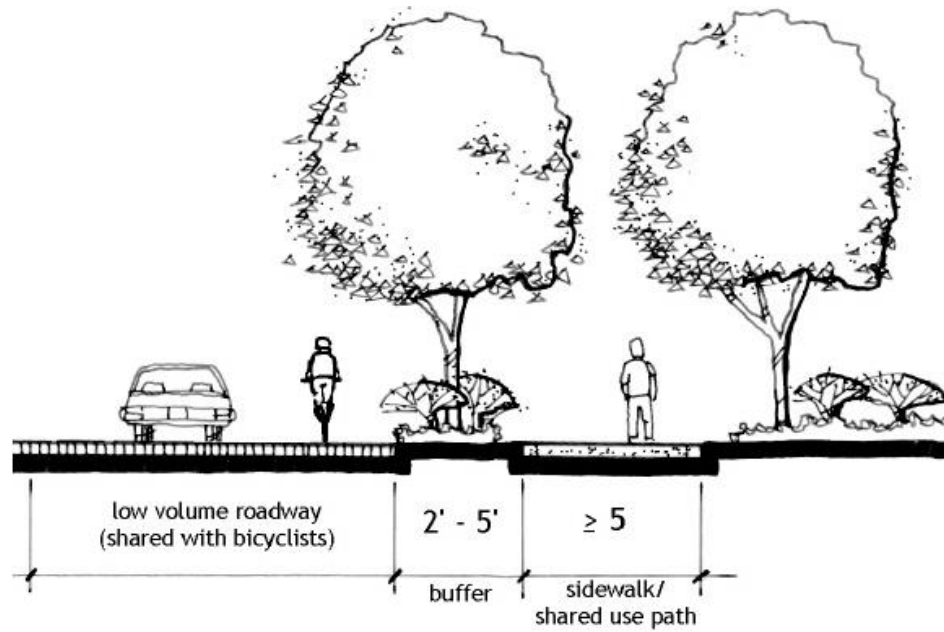




## HIKING TRAIL

Hiking trails can vary in width depending on the existing topographic and environmental constraints. Hiking paths should take into consideration issues like drainage, slope, erosion, presence of waterways, vegetation, riparian and habitat areas, environmental requirements and regulations, and many other environmental considerations. Areas with hiking trails (parks and natural areas) should have a complimentary accessible routes that meet or exceed ADA standards.

Trail widths will depend on intended users. For example, narrower widths will be used in environmentally constrained areas with only hiking uses intended. Wider widths are desirable for shared bicycle or equestrian use.



## LOCAL ACCESS TRAILS ALONG ROADWAYS

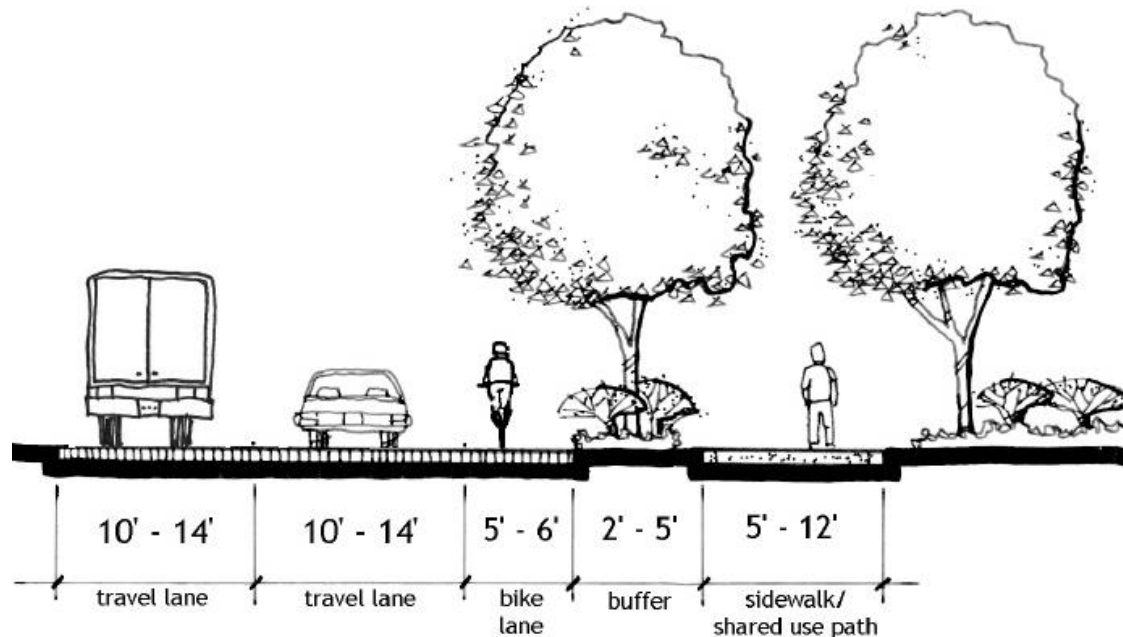
### Type 1: No Bike Lane

On low volume, low speed roadways (ex. residential or neighborhood streets), many cyclists can safely share the road with vehicles. Pedestrians should be separated from the roadway with a buffer or curb and a shared use path/sidewalk.

## LOCAL ACCESS TRAILS ALONG ROADWAYS

### Type 2: Bike Lane

On roadways with 3,000 average daily traffic (ADT) or higher, bike lanes should be used to improve bicyclist safety and comfort. A buffer or curb must separate the shared use path/sidewalk from the roadway for pedestrian safety. The width of the bike lane, buffer, and shared use path/sidewalk should appropriately reflect the volume and speed of the vehicles using the roadway. Roadways with higher traffic volumes and speeds should have wider bicycle and pedestrian facilities.



## 6.32 TRAIL FEATURES

There are many features that must be considered in the design of a trail route. There are *aesthetic* decisions to make about things like signage, benches, striping, trash cans, drinking fountains, and crossings. There are also *engineering standards* to meet and site-specific logistical decisions to make about crossings, striping, trail widths, surface materials, grading, etc. Since the purpose of this Master Plan is to develop conceptual projects, it does not contain engineering-level standards or site-specific trail design guidelines. However, this section of the Master Plan will attempt to cover some of the desired aesthetic options for some of the basic trail features. Below are some common trail amenities that make trail routes stand out. When possible, it is advisable to use vandal resistant construction and materials.

**INTERPRETIVE INSTALLATIONS AND INFORMATIONAL KIOSKS:** Interpretive installations and signs can enhance the users experience by providing information about the history of the trail or park and the area. Interpretive installations can also discuss local ecology, environmental concerns, and other educational information. Informational kiosks with maps at trailheads and other pedestrian generators can provide enough information for someone to use the network with little introduction – perfect for areas with high out-of-area visitation rates as well as the local citizens. It is recommended to install an information kiosk at every trailhead, major access point, and other logical locations.



Interpretive Installation at Noble Woods Park - Hillsboro, OR



Informational kiosk with covered benches in Roeliff Jasen Park - Hillsdale, NY



Informational kiosk located at landscaped trailhead

## DRAFT

**WATER FOUNTAINS:** Water fountains can provide water to people and to pets and if they are built next to benches, they can provide a valuable place to rest and refresh along a trail.

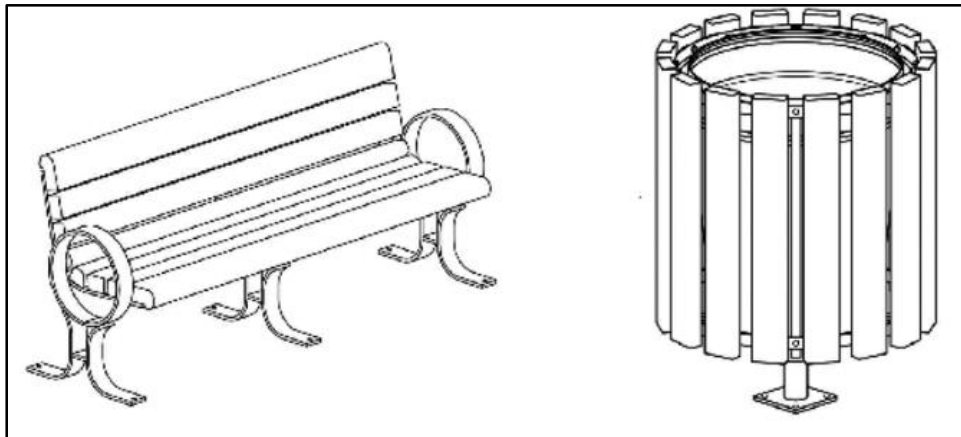


Grouping of trail features. A water fountain, a mile marker bollard, and a bench offer a valuable place to rest along a trail route.

**BICYCLE PARKING:** Bicycle parking allows trail users to safely park their bikes if they wish to stop, especially at notable destinations like other parks, businesses, or bathrooms along the trail. The Arts and Cultural Commission has sponsored, funded and worked with the St. Helens High School metal fabrications class to create artistic bike parking for various locations around town. If possible, the commission should be consulted for input when installing future bike parking along trails, particularly the St. Helens Riverfront Trail.

**BENCHES:** Providing benches at key rest areas and viewpoints encourages people of all ages to use the trail by ensuring that they have a place to rest along the way. Benches can be simple (e.g., wood slates) or more ornate (e.g., stone, wrought iron, concrete).

**TRASH CANS:** Trash receptacles help keep the trail clean and discourage littering. They should be provided alongside other pedestrian amenities, like benches, water fountains, picnic tables, or kiosks.



Trail bench and trash can design from the Trails Plan for the Tualitan Hills Parks & Recreation District



Frost-proof drinking fountain with dog water fountain at base. Located along trail in Overton Park - Memphis, TN



Artistic bike rack at Grey Cliffs Park. Funded by the St. Helens Arts and Cultural Commission.

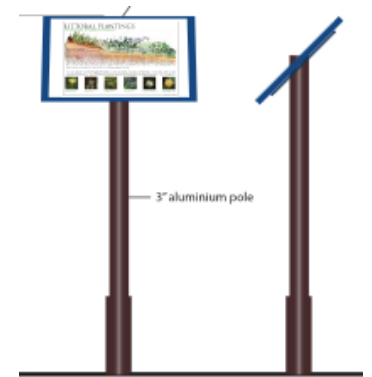


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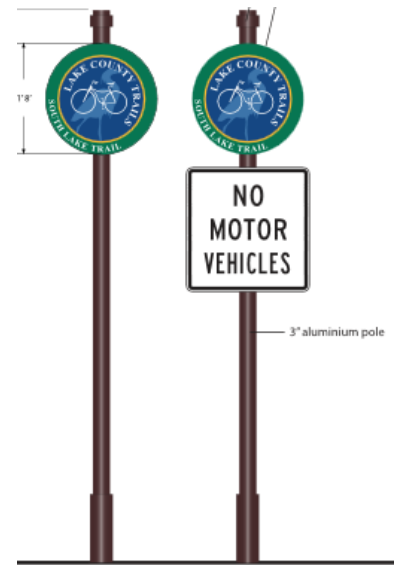
**SIGNAGE:** Trail signs must be uniform and consistent for them to command the respect of trail users and should follow established sign design principles for ease of reading and comprehension. Trail signs shall be standard in material, shape, legend, color and font. All signs shall be retroreflective and pictorial symbols should always be used in place of verbal warnings where possible. The directional signing should impart a unique theme so trail users know which trail they are following and where it goes. The theme can be conveyed in a variety of ways: engraved stone, medallions, bollards, and mile markers. A central information installation at trailheads and major crossroads also helps users find their way and acknowledge the rules of the trail. They are also useful for interpretive education about plant and animal life, ecosystems, and local history. The placement and design of signs should be discussed and reviewed during the trail design review phase.

There are many types of trail signage: **interpretive**, **informational**, **directional**, **regulatory**, and **warning**. Descriptions and examples of the various types of signage are provided below.

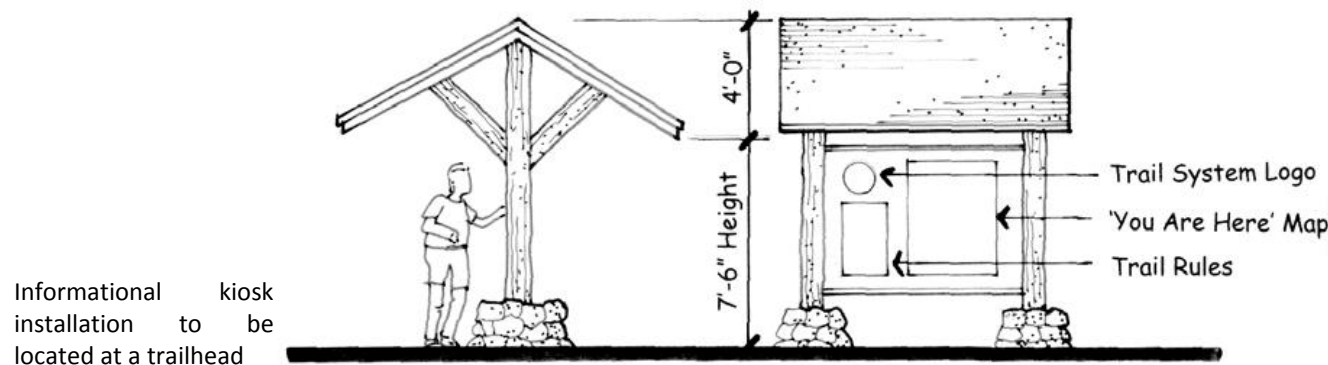
1. **Interpretive** signs are used to offer educational information on the trail environment. They can include educational information regarding the natural, cultural, and historical resources of the area. They are often placed at interpretive kiosks with other trail information (See examples on page 95), but can also be located throughout the trail (See example top right).
2. **Informational** signs are used to direct and guide users along trails in the most simple and direct manner possible. Signs include, but are not limited to, the following: identification of trailheads and access points (See example bottom right), identification of cross streets, trail maps, descriptions of surface type, grade, cross-slope and other trail features. Like interpretive signs, informational signs are usually always placed at the trailhead, but can continue throughout the trail.



Interpretive sign design for Lake County, FL.



Trail identification sign with and without a regulatory sign for Lake County, FL.



Informational kiosk installation to be located at a trailhead

## DRAFT

3. **Directional** signs are used to inform trail users where they are along the trail and the distance to destinations and points of interest. They include street names, trail names, direction arrows, mile markers every mile, and mileage to points of interest. Often, directional signs for trails take the shape of a simple mile marker bollard (See examples below). They may also take the form of engraved stone or medallions (See right).



Mile markers bollards placed throughout length of the trail



Medallion mile marker



Directional signage informing users where the trail is located and what uses are allowed

## DRAFT

4. **Regulatory** signs are used to inform trail users of the “Rules of the Trail”, as well as selected traffic laws and regulations. They include appropriate user modes for each trail (may change depending on season), yield signs for multi-use trails, bike speeds, travel direction, stop and yield signs.



Regulatory sign examples

5. **Warning** signs are used to alert trail users to potentially hazardous or unexpected conditions. Crossing features for all roadways include warning signs both for vehicles and trail users. This Plan will not go into detail about crossing signage, but the type, location, and other criteria are identified in the Manual for Uniform Traffic Control Devices (MUTCD). Consideration must be given for adequate warning distance based on vehicle speeds and line of sight, with visibility of any signing absolutely critical. Catching the attention of motorists jaded to roadway signs may require additional alerting devices such as a flashing light, roadway striping or changes in pavement texture. Signing for trail users must include a standard stop sign and pavement marking, sometimes combined with other features such as bollards or a kink in the trail to slow bicyclists. Care must be taken not to place too many signs at crossings lest they begin to lose their impact. These signs should be used in advance of the condition. They include, but are not limited to, the following: upcoming roadway, railroad or trail intersections, height or width constraints, blind curves, and steep grade.

Signalized crossing for a roadway with ADT over 15,000



“Rules of the Trail” sign examples



Warning sign examples



## DRAFT

**ART INSTALLATIONS:** The St. Helens Arts and Cultural Commission or local artists can be commissioned to provide art along the trail system, which can help to make the trail route uniquely distinct. Many trail art installations are functional as well as aesthetic, as they may provide signage, places to sit, and things to play on. An example of a city-funded annual program that provides contests for local artists to create and install art along their trail system.



Top: Artistic gateway arch at the Trout Run Trailhead in NE Iowa

Bottom: Artistic Trout Run Trail stone sign and bench



*Art Along the Trail* entry in Clive, IA -

*Art Along the Trail* is a temporary outdoor exhibit, displayed along Clive's trail system from May through October.

Works are selected by an Art Along the Trail Selection Panel comprised of 2 members of the City's Park Board, 2 members of the Arts Commission, 1 councilor, 1 resident, and 1 member of the local art community. Each artist that is selected to be a part of the program receives a \$1,000 stipend for loaning their art work to the exhibit and has a chance to win the People's Choice award.

As part of the City's commitment to enhance the 'Distinct by Nature' character of Clive with the addition of art in public places, the City Council adopted direct appropriation funding for public art. Since approval of the Master Plan, the City has awarded three commissions to artists to create artwork. The *Art Along the Trail* exhibition will continue the City's efforts to promote aesthetic excellence and enhance the artistic vitality of Clive, IA.



## DRAFT

### 6.33 TRAIL ROUTE PROPOSALS

A total of 10.17 miles of off-street trail routes that work to connect neighborhoods to the waterfront, parks, and local businesses are listed below. To help visualize the complete network of trail route proposals, a table of the proposals is below, followed by a map of the proposals on the next page. The Trail # corresponds to the # on the Trail Proposal Map found on the page following the table. The Trail Name is strictly for reference purposes and can be changed as the routes are developed further. The trail classifications and corresponding design guidelines are discussed in the previous section.

#### TRAIL ROUTE PROPOSALS

Trail #	Trail Name	Trail Classification	Comment	Length (Miles)
1	5th St. Trail	Hiking trail	Connects Columbia Blvd to trails in Nob Hill Nature Park	0.69
2	St. Helens Riverfront Trail	Regional trail	Connects Nob Hill Nature Park trails to Columbia View Park along waterfront	0.6
3	Wyeth St. Alternative	Local access trail	Small pedestrian connection from 2nd St. to stairs at Grey Cliffs Park	0.11
4	4th St. Gardens Trail	Local access trail	Connects Columbia Blvd. to the Botanical Gardens, passes by Godfrey Park	0.59
5	McCormick Trail Extension	Local access trail	Connects McCormick Park trails to Milton Way	0.18
6	Milton Creek Trail	Regional trail	Follows Milton Creek from McCormick Park to the riverfront	2.58
7	East St. Trail	Local access trail	Connects McCormick Park trails to Nob Hill Nature Park trails	0.83
8	Old Portland Rd. Scappoose Trail	Regional trail	Connects City of St. Helens to City of Scappoose and the Crown Zellerbach Trail	1.6
9	Pittsburg Rd. to Sykes Rd.	Local access trail	Connects Pittsburg Rd. to Sykes Rd.	0.35
10	Dalton Lake Trail Connection	Local access trail	Connects neighborhood on Madrona Ct. to Dalton Lake trails	0.04
11	Millard Rd. Trail	Local access trail	Connects Millard Rd. to a footbridge over McNulty Creek to Marle St.	0.37









## DRAFT

### TRAIL ROUTE PROPOSALS

Trail #	Trail Name	Trail Classification	Comment	Length (Miles)
12	West Columbia Blvd. Extension	Local access trail	Small pedestrian connection from Columbia Blvd. to River St.	0.06
13	Columbia Riverfront Boardwalk	Boardwalk*	Boardwalk over river from Grey Cliffs Park to Columbia View Park	0.4
14	West Campbell Park Connection	Local access trail	Connects Oak Ridge Estates Neighborhood to Campbell Park	0.67
15	North Vernonia Trail	Local access trail	Connects neighborhood to Campbell Park. No sidewalks on N. Vernonia	0.16
16	Gable Rd. to Sykes Rd.	Local access trail	Connects Gable Rd. to Sykes Rd. HS Students walk through private property here frequently	0.13
17	East Campbell Park Connection	Local access trail	Crosses Milton Creek and connects neighborhood to Campbell Park	.46
18	West Columbia Blvd. Extension	Hiking trail	Extends Columbia Blvd. through canyon and right-of-way to N. 15 <sup>th</sup> St. Route may be difficult topography/wetlands	.35
<b>Total Miles</b>				<b>10.17</b>

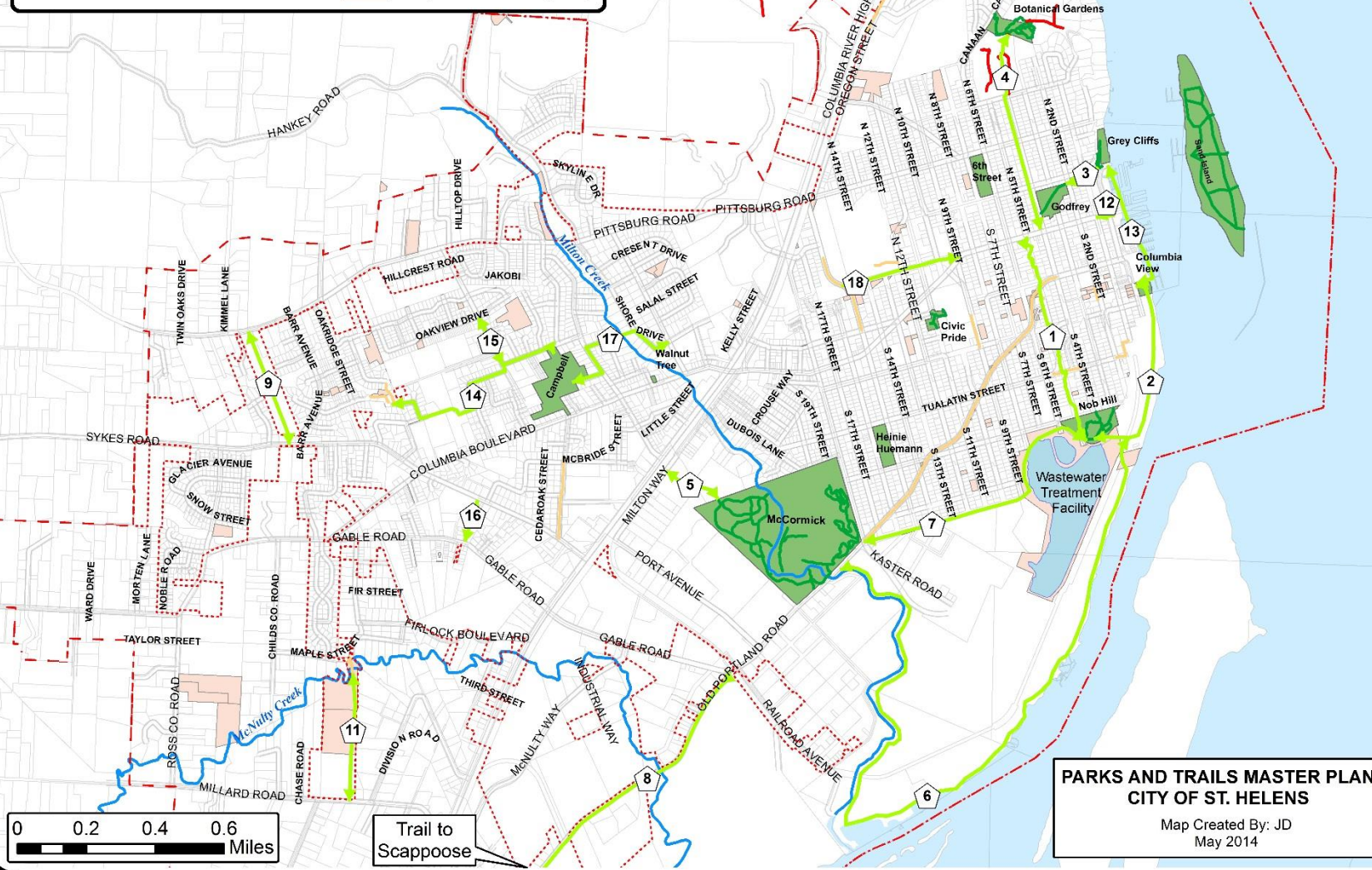
\*Boardwalk is not an actual trail classification, but because the route is over water, it stands alone in its design requirements.

# PROPOSED TRAILS

-  Proposed Trails
-  Off-Street Multi-Use Paths
-  Private Trails
-  Public Use Park Trails
-  City Limits
-  City UGB
-  City Parks
-  City Owned Property

To  
Columbia  
City

NOTE: Trail proposals illustrate desired connectivity, not actual trail alignment.



Trail to  
Scappoose

**PARKS AND TRAILS MASTER PLAN**  
**CITY OF ST. HELENS**  
Map Created By: JD  
May 2014

## 6.34 HIGH PRIORITY TRAIL PROPOSALS

A list of high priority trail routes has been extracted from the all-inclusive trail proposal map (See previous page). These high priority trail routes were chosen using the same process as the high priority park projects. The high priority trail proposals have been developed by identifying shared themes throughout all sources of community outreach discussed further in the Chapter 5 Needs Assessment, statewide and countywide recreation trends also discussed in the Chapter 5 Needs Assessment, the level of service analysis in Chapter 4, and input provided by city staff and city commissions.

To help determine high priority proposals, a few key questions were asked of the public and stakeholders:

- Which proposals are absolutely essential for the trail system?
- Which proposals provide the most benefit for the investment?
- What evidence is there that the public supports the proposal?

The following five high priority trail proposals are listed below in no specific order. The name of the trail is subject to change. The number provided next to the name of the trail corresponds to the Trail # in the Trail Route Proposals map and table on the previous pages.

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

**2. Dalton Lake Access:** Develop public access from Madrona Ct. to the trail around Dalton Lake. Acquire access to trails on northeast section of the trail. Install a boardwalk to cross lake and finish the southern trail to complete the loop around the lake.

**3. 5<sup>th</sup> Street Trail:** Hiking trail along the 5<sup>th</sup> St. right-of-way that connects Columbia Blvd. to Nob Hill Nature Park trail network.

**4. West Columbia Blvd. Extension:** Enhance the safety and appearance of pedestrian connection from Columbia Blvd. to River St.

**5. 4<sup>th</sup> Street Gardens Trail:** Connect Columbia Blvd to Godfrey Park to the Columbia Botanical Gardens along 4<sup>th</sup> Street right-of-way.



## DRAFT

### **ST. HELENS RIVERFRONT TRAIL: Regional trail along riverfront that would connect Columbia View Park to Nob Hill Nature Park trail network. (#2)**

Public access to the riverfront has been a priority for both the residents and the elected officials of the St. Helens community. For example, the Waterfront Development Prioritization Plan (2011) was created with the sole purpose of identifying projects that would increase access to and public use of the waterfront, such as developing additional parks, boat ramps, and waterfront trails. Waterfront development has also been the focus of other planning processes, like the American Institute of Architecture Sustainability Design Assessment Team's (SDAT) "What's your Waterfront?" visioning workshops conducted in May 2014. Public access to the waterfront was a theme among the input received during these visioning workshops and the SDAT's final recommendations included bicycle and pedestrian trails and boardwalks along the river. According to the SCORP 2011 Survey (see Chapter 5.3), public access sites to waterways were the highest ranked priority for Columbia County. Further, linkages to the waterfront were ranked with one of the lowest levels of satisfaction among the trail categories according to the Park and Trails Community Survey (see Chapter 5.11).

The demand for riverfront access is among the most heavily documented and discussed need for the community and for the parks and trails system. Therefore, the development of the St. Helens Riverfront Trail is among one of the keystone recommendations from this Master Plan. The St. Helens Riverfront Trail is classified as a regional trail, which means it would be a minimum of 8' wide and made of asphalt, concrete or other smooth hard surface. The trail route would begin at Columbia View Park and extend through the vacant industrial Veneer property along the riverfront, eventually connecting with the nature trails within Nob Hill Nature Park. With the joint development of the 5<sup>th</sup> Street Trail, these two routes connect two popular parks and

provide an off-street loop through the riverfront. With the potential for future development on the Veneer property, it is important to maintain the vision for a riverfront trail along the waterfront. The St. Helens Riverfront Trail has potential to improve not only *local* access to the waterfront, but to improve *regional* access, welcoming surrounding communities to connect with the St. Helens waterfront.



McLoughlin Promenade above Willamette Falls located in Oregon City. Benches throughout the promenade and a stone fence add to the character of the route.



The Dalles Riverfront Trail, OR - Paved trail that traces the Columbia River at the historic "bend in the river" where the Columbia takes a dramatic 90-degree turn from its east-west flow to north-south. When completed, the trail will be 10 miles of river frontage between The Discovery Center and The Dalles Dam Visitor Center.

## DRAFT

**DALTON LAKE TRAIL ACCESS:** Develop public access from Madrona Ct. to the trail around Dalton Lake (See circle). Acquire access to trails on northeast section of the trail (See star). Install a boardwalk to cross lake (see arrow) and finish the southern trail to complete the loop around the lake. (#10)



Developing a public access point from Madrona Ct. (See circle) would add another way for residents to utilize the trail around Dalton Lake. Many of the trails around the lake located on private land (Lots represented as gray).

Second to Sand Island Marine Park, Dalton Lake Recreation Area was rated the least accessible park, with over 21% of survey respondents ranking it as “not easily accessible”, with many additional comments about how difficult and confusing it is for newcomers to access the trails according to the Parks and Trails Community Survey (See Chapter 5.11). Developing a public access point from Madrona Ct. (See circle) would add another way for residents to utilize the trail around the lake. The property where this access point should be developed is under private ownership, but undeveloped.

In addition, there are trails on both sides of the lake that are under private ownership (See trails located on gray lots). Expanding public access to all of the trails that are currently on private property would allow for better utilization of the trail network by the entire community. Specifically, the trail network on the east side of the lake is located on a single owner’s private property (See star). This portion of the trail is located on the only “beach like” access to the Columbia River in St. Helens. It would make for an ideal picnic, river overlook, and day use area. Ultimately, if a public access point is developed at Madrona Ct. and access rights are acquired for the trails on private property, the trail system would almost make an entire loop. The construction of a small boardwalk to cross at the most narrow point of the lake (see arrow) would be the final missing piece for a full trail loop around Dalton Lake.

The City of St. Helens has recognized the importance of developing this area further and making it more accessible to the community. In July of 2010, the City applied for a Local Governments grant to implement trailheads, parking facilities, picnic areas, and defined trails with lookout points. The project was ultimately not funded, but the complete plans for this project are included in the Appendix.



## DRAFT

### **5TH ST. TRAIL:** Hiking trail along the 5<sup>th</sup> St. right-of-way that connects Columbia Blvd. to Nob Hill Nature Park trail network. (#1)

The 5<sup>th</sup> Street trail is one of the few trail routes located entirely within an already existing right-of-way. It begins at Columbia Blvd. near a few businesses and then travels through dense trees and shrubs through a canyon that acts as a corridor for much of the local wildlife. The soft surface trail emerges from the canyon to cross Old Portland Road and follows the staircase up to arrive at a developed local residential street. The route continues beyond the local street, still following the right-of-way, ultimately entering Nob Hill Nature Park. The entire route is about ¾ of a mile and is classified as a hiking trail because of its topography and subsequent width constraints.

This hiking trail would provide St. Helens residents a calming, off-street pedestrian experience that allows a quick escape from urban city life, all within city limits. It would also connect the Main Street corridor to Nob Hill Nature Park, all on an off-street nature trail.



Maricara Natural Area Trail - Located in middle of a residential neighborhood in Portland, OR. Nearly a mile of soft surface trails meander through forested and wetland areas

According to the SCORP 2011 Survey (See Chapter 5.3), public access sites to waterways were the highest ranked priority for Columbia County and dirt or other soft surface walking trails were the 2nd highest. As the St. Helens Riverfront Trail is developed, the 5<sup>th</sup> Street Trail works well to provide the other half of the route needed to make a full loop around the riverfront. Further, according to the Parks and Trails Community Survey (see Chapter 5.11), the trail categories with the most dissatisfaction were the trail connections between parks, neighborhoods, and businesses (19%) and trail linkages to the waterfront (18%). If the St. Helens Riverfront Trail (See previous priority) is also developed, the development of the 5<sup>th</sup> Street Trail would satisfy the two highest priorities from the SCORP 2011 Survey and the two categories from the Parks and Trails Community Survey.

The development of the 5<sup>th</sup> Street Trail would also extend the 4<sup>th</sup> Street Gardens proposal, which also begins at Columbia Blvd, 1 block east. Together, these two routes would provide off-street north to south safe passage from the Columbia Botanical Gardens all the way south to Nob Hill Nature Park for both cyclists and pedestrians.



Existing conditions along the 5<sup>th</sup> Street right-of-way

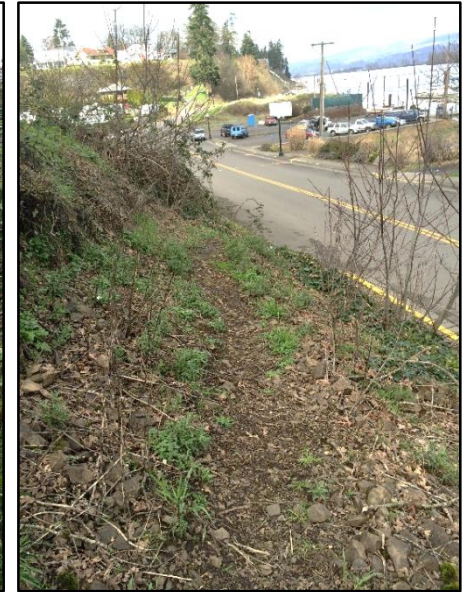
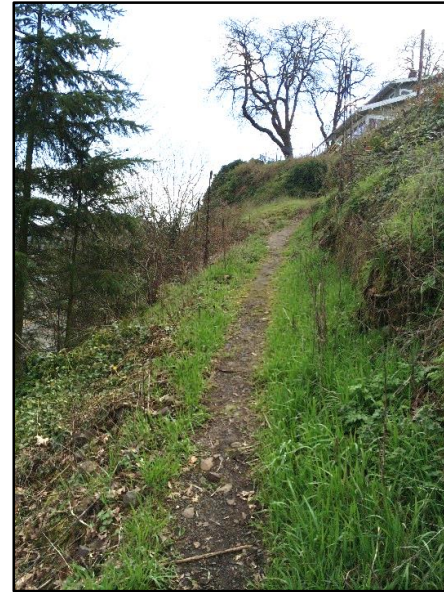


## DRAFT

### **WEST COLUMBIA BLVD. EXTENSION:** Enhance the safety and appearance of pedestrian connection from Columbia Blvd. to River St. (#18)

The Corridor Master Plan (Jan 2015 adoption) has identified the dead end of Columbia Blvd. as a special opportunity area. It recommends this location for a Columbia River Overlook area, which would add to the sense of place and character of the corridor on the way to Olde Towne (See concept pictures below). A makeshift pedestrian trail to River St. currently exists at this location, but it is heavily sloped and not recommended for safe use (See upper right). This location is also within the Columbia Blvd. right-of-way.

If this right-of-way area is developed as a Columbia River Overlook as suggested in the Corridor Master Plan, it would be an ideal time to also enhance the safety and appearance of the pedestrian connection to River St. In the concept rendering below, there is a proposed set of stairs, as well as landscaping enhancements and pedestrian safety improvements on Columbia Blvd. A striped crosswalk on River Street would also need to be provided for the user to safely reach the sidewalk on the other side.



Existing local access trail looking up at adjacent houses and to Columbia Blvd. Existing local access trail looking down to River St. below. Grey Cliffs Park can be seen in the background.



Left: Concept illustrates potential enhancements to the 1st Street/Columbia Blvd. intersection and the overlook area east of the intersection. A bike access trail utilizing existing right-of-way can be seen in the lower right corner.

Right: Concept view of an overlook feature integrated with pedestrian walkways, on-street parking, planting areas and a vehicular turn around. Existing access to adjacent residences are preserved.



Source: Draft Corridor Master Plan (2014)



## DRAFT

### **4<sup>TH</sup> STREET GARDENS TRAIL:** Connect Columbia Blvd to Godfrey Park to the Columbia Botanical Gardens along 4<sup>th</sup> Street right-of-way.

This proposal is for an off-street trail alongside the street, beginning at Columbia Blvd. and extending into the Columbia Botanical Gardens trail system. This trail proposal capitalizes on the extra wide right-of-way that 4<sup>th</sup> Street provides (See bottom right). This route is separated from the roadway by a landscaped buffer and possibly low fence, similar to the one that exists on N 16<sup>th</sup> Street near St. Helens Middle School (See top right).

Currently, 4<sup>th</sup> Street has fragmented sidewalks, sometimes on both sides of the street. This off-street trail would replace the need to upgrade the street with sidewalks and bike lanes on both sides because it would provide a route separated from the road network for bikes and pedestrians to safely travel from Columbia Blvd. to the Columbia Botanical Gardens. In addition, this route would extend the 5<sup>th</sup> Street Trail proposal which also begins at Columbia Blvd, 1 block west. Together, these two routes would provide off-street north to south safe passage from the Columbia Botanical Gardens all the way to Nob Hill Nature Park for both cyclists and pedestrians.

For the section of this proposal that would provide access to the Columbia Botanical Gardens (See below left), there is already an informal trail that leads there, but it is located on undeveloped private property (See below right).



Off-street trail example separated by a low fence on N. 16<sup>th</sup> Street near St. Helens Middle School



Large right-of-way along 4<sup>th</sup> Street with Godfrey Park shown left



Left: 4<sup>th</sup> Street dead end into undeveloped private property

Right: Informal trail on undeveloped private property

## 6.4 BICYCLE AND PEDESTRIAN FITNESS ROUTES

In addition to proposing new, off-street trail route proposals, this planning process also included developing fitness biking and walking routes that can be implemented in the short-term, using mostly already existing pedestrian and bicycle infrastructure. It was decided to develop these routes for two reasons. First, there was substantial public desire to have a greater number of safe walking trails, biking routes, and paths through both comments during the public forum and through results of the Parks and Trails Community Survey (See Chapter 5.11). However, despite the local demand for these routes, the City is still faced with the realities of a shrinking budget, which translates to an even a smaller proportion of public funding dedicated to new recreation infrastructure.

The full implementation of these six walking and biking fitness routes is part of a low-cost solution to the unmet recreational need for safe places to walk, jog, and bike, and as funding becomes available, the more costly solutions like off-street trails, can be developed. The Foundation of Columbia County Public Health also encouraged the full implementation of these fitness routes, as it has been proven that the more access to safe, inviting walking, jogging, and biking routes, the more physically active a community is likely to be.

Six fitness routes were chosen, three pedestrian-only and three bicycle-only. Each route is listed in table format following the map and includes a color for the route, the length, notable features, and desired improvements to the route. Local residential streets, regardless if they have sidewalks or bike lanes, are also included on the Bicycle and Pedestrian Fitness Routes Map on the next page. This is because the primary function of local streets are to provide access to residential and other properties within neighborhoods. This means that local streets are generally slower speeds and may be appropriate for walking and biking safely, despite the lack of sidewalks or bike lane infrastructure. Local streets can also work effectively as a way to get residents from their starting point to the actual fitness route, especially if sidewalks or bike lanes do not exist. However, residents should exercise caution and have an increased awareness of oncoming traffic when walking or biking on local streets that do not have the proper pedestrian infrastructure. The six routes were chosen using these criteria:

- The route uses sidewalks, bike lanes, and off-street walking paths when possible.
- Crosswalks exist. If they do not exist, they are recommended for improvement as a short-term priority in the 2011 TSP Update.
- They include parks, businesses districts, and great views of the river or the city.
- Each route is a complete loop and ranges in intensity from 1 mile - 5 miles.

Since part of the criteria is utilizing the existing bicycle and pedestrian infrastructure, it was much more difficult to propose routes on the west side of Hwy 30 because the infrastructure is not as comprehensive as the east side of Hwy 30. Incorporating rarely traveled local residential streets into the fitness routes on the west side of Hwy 30, especially if they are used to get to a route with proper pedestrian infrastructure, may work well for residents who feel safe using local streets for biking or walking.



**DRAFT**

# BICYCLE AND PEDESTRIAN FITNESS ROUTES

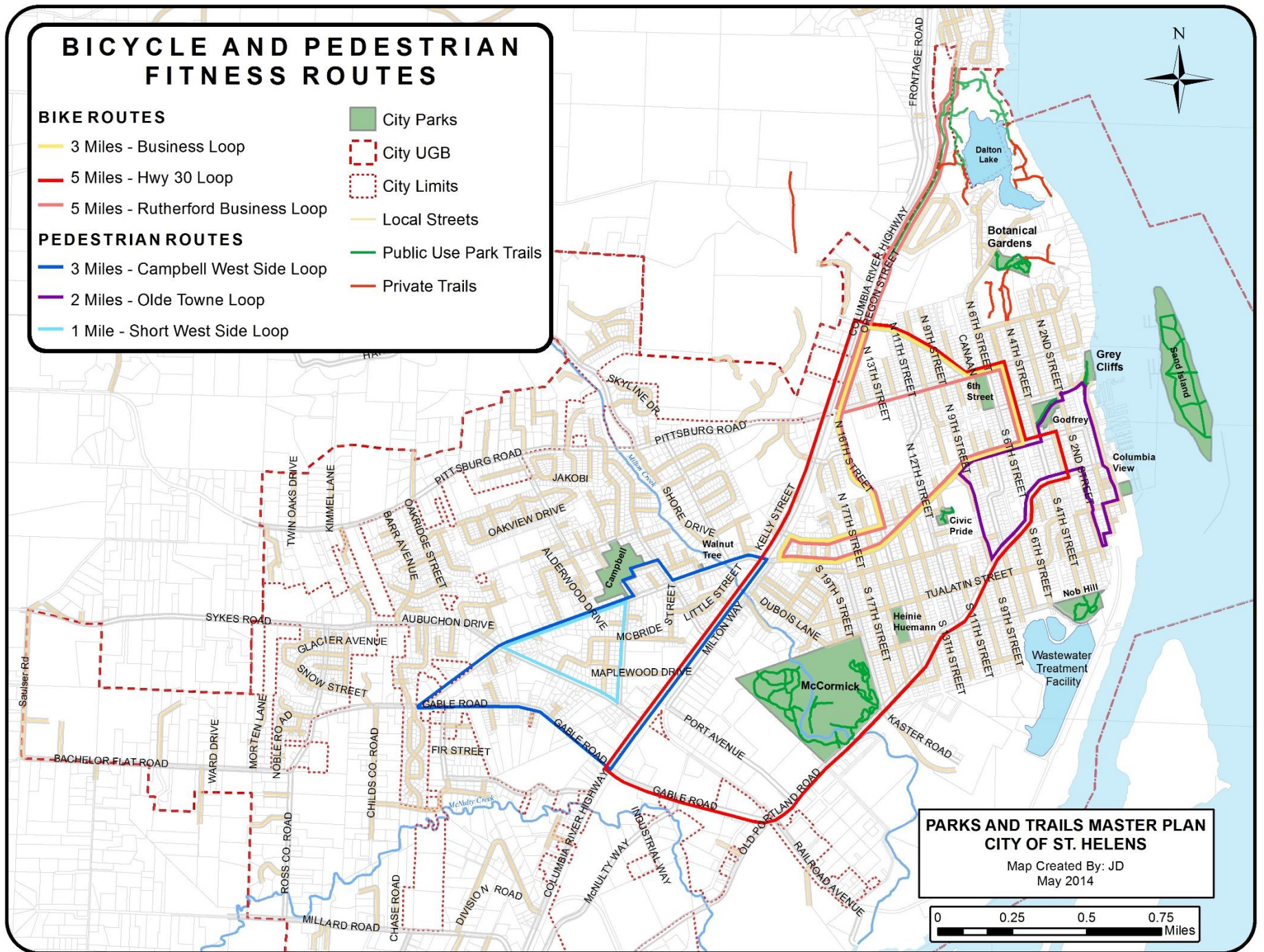
## BIKE ROUTES

- 3 Miles - Business Loop
- 5 Miles - Hwy 30 Loop
- 5 Miles - Rutherford Business Loop

## PEDESTRIAN ROUTES

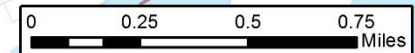
- 3 Miles - Campbell West Side Loop
- 2 Miles - Olde Towne Loop
- 1 Mile - Short West Side Loop

-  City Parks
-  City UGB
-  City Limits
-  Local Streets
-  Public Use Park Trails
-  Private Trails



**PARKS AND TRAILS MASTER PLAN  
CITY OF ST. HELENS**

Map Created By: JD  
May 2014



## FITNESS BIKING AND WALKING ROUTE DESCRIPTIONS

<b>Pedestrian Route</b> <b>Campbell Loop, 3 Miles</b>
<p>Notable Features:</p> <ul style="list-style-type: none"> <li>Route is located in the heart of residentially zoned areas, offering many residents a close-to-home fitness route</li> <li>Complete bicycle and pedestrian improvements on Gable Road planned for 2015</li> <li>Route goes through two parks Campbell and Walnut Tree</li> <li>Route goes by St. Helens High School and Hwy 30 commercial businesses</li> </ul>
<p>Issues:</p> <ul style="list-style-type: none"> <li>Uses the sidewalk on Hwy 30, which can feel unsafe to pedestrians</li> </ul>
<p>Desired Improvements:</p> <ul style="list-style-type: none"> <li>The Corridor Master Plan identifies the Hwy 30 area as auto-dominated and is recommending a mix of pedestrian improvements, like wider sidewalks, improved crosswalks, traffic calming features, and planted medians that work to create a safer pedestrian space. Any of these pedestrian-focused improvements to the Hwy 30 area would be desired.</li> </ul>
<b>Pedestrian Route</b> <b>Olde Towne Loop, 2 Miles</b>
<p>Notable Features:</p> <ul style="list-style-type: none"> <li>Route goes through and near three different parks, Grey Cliffs, Columbia View, and Godfrey</li> <li>Route passes City Hall, the historic and current County Courthouse</li> <li>Beautiful views of the river from above the steps near Grey Cliffs Park and on top of the steps near 2<sup>nd</sup> Street by Nob Hill Bed and Breakfast</li> <li>Much of the route remains on off-street paths</li> <li>Offers opportunities to shop at the businesses in Olde Towne</li> </ul>
<p>Issues:</p> <ul style="list-style-type: none"> <li>Route contains three sets of stairs and fairly steep inclines, which presents accessibility issues</li> </ul>
<p>Desired Improvements:</p> <ul style="list-style-type: none"> <li>Needs a more noticeable crosswalk to alert drivers on Old Portland Road when pedestrians are crossing from 9<sup>th</sup> Street</li> </ul>
<b>Pedestrian Route</b> <b>Short West Side Loop, 1 Mile</b>
<p>Notable Features:</p> <ul style="list-style-type: none"> <li>Route is located in the heart of residentially zoned areas, offering many residents a close-to-home fitness route</li> <li>Matzen Street has an off-street path, adjacent to park-like vacant lot</li> </ul>
<p>Issues:</p> <ul style="list-style-type: none"> <li>Segments of Columbia Blvd only have sidewalks on one side</li> <li>Matzen Street's off-street path does not go all the way from Sykes to Columbia Blvd, but there are still sidewalks on at least one side throughout the route</li> <li>There is no crosswalk from Sykes Rd. to Matzen St.</li> </ul>
<p>Desired Improvements:</p> <ul style="list-style-type: none"> <li>Add a small-scale crosswalk from Sykes Rd. to Matzen St.</li> </ul>



<p><b>Biking Route</b> <b>Business Loop, 3 Miles</b></p> <p>Notable Features:</p> <ul style="list-style-type: none"> <li>• Route goes by two parks, Civic Pride Park and 6<sup>th</sup> Street Park</li> <li>• Route goes by Houlton Businesses, the Post Office, and the Fire Station</li> <li>• Route can easily be lengthened to 5 miles, by adding the Rutherford Parkway to the loop</li> </ul> <p>Issues:</p> <ul style="list-style-type: none"> <li>• Route remains on bike lanes on entire route for all but a small segment on Milton Way</li> </ul> <p>Desired Improvements:</p> <ul style="list-style-type: none"> <li>• Additional bike lanes on Milton Way</li> <li>• Columbia Blvd. and St. Helens St. are within the Corridor Master Plan’s boundary for recommended pedestrian and bicycle improvements, including traffic calming, crosswalk enhancements, intersection safety improvements, and green landscaping. Any of these improvements are desired.</li> </ul>
<p><b>Biking Route</b> <b>Rutherford Business Loop, 5 Miles</b></p> <p>Notable Features:</p> <ul style="list-style-type: none"> <li>• Route goes by two parks, Civic Pride Park and 6<sup>th</sup> Street Park</li> <li>• Route goes by Houlton Businesses, the Post Office, and the Fire Station</li> <li>• Route is longer than the Business Loop and more hilly for advanced bikers</li> <li>• Includes 8ft paved multi-use Rutherford Parkway, which has beautiful views of Dalton Lake</li> </ul> <p>Issues:</p> <ul style="list-style-type: none"> <li>• Route remains on bike lanes on entire route for all but a small segment on Milton Way</li> <li>• Rutherford Parkway is not well-lit at night</li> </ul> <p>Desired Improvements:</p> <ul style="list-style-type: none"> <li>• Additional bike lanes on Milton Way</li> <li>• Security lighting on Rutherford Parkway</li> <li>• Columbia Blvd. and St. Helens St. are within the Corridor Master Plan’s boundary for recommended pedestrian and bicycle improvements, including traffic calming, crosswalk enhancements, intersection safety improvements, and green landscaping. Any of these improvements are desired.</li> </ul>
<p><b>Biking Route</b> <b>Hwy 30 Loop, 5 Miles</b></p> <p>Notable Features:</p> <ul style="list-style-type: none"> <li>• Route contains Hwy 30 commercial businesses</li> <li>• Route includes the new pedestrian overpasses at Old Portland Rd and Milton Creek</li> <li>• Route passes by McCormick Park and 6<sup>th</sup> Street Park</li> </ul> <p>Issues:</p> <ul style="list-style-type: none"> <li>• Old Portland Road’s off-street path not wide enough to accommodate cyclists and pedestrians</li> <li>• Route contains all bike lanes, except for Old Portland Road’s shared-use, off-street path</li> </ul> <p>Desired Improvements:</p> <ul style="list-style-type: none"> <li>• Expand the width of Old Portland Rd’s off-street, multi-use path from 4ft to 8ft in order to accommodate both cyclists and pedestrians and reduce conflict</li> <li>• The Corridor Master Plan identifies the Hwy 30 stretch as auto-dominated and recommends bicycle and pedestrian improvements like planted medians, traffic calming features, improved intersections and crosswalks, all of which if implemented, would increase the safety of cyclists on this route.</li> </ul>

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## CHAPTER 7: FUNDING STRATEGIES

### 7.1 PARKS DEPARTMENT FUNDING

### 7.2 PUBLIC WORKS OPERATIONS DIVISION: PARKS AND GROUNDS

### 7.3 CAPITAL IMPROVEMENT FUNDS

### 7.4 FUNDING STRATEGIES INTRODUCTION

#### 7.41 LOCAL TAX OPTIONS

##### 7.411 BONDS

##### 7.412 LOCAL OPTION LEVY

##### 7.413 SYSTEM DEVELOPMENT CHARGES (SDCs)

##### 7.414 USER FEES AND FACILITY CHARGES

##### 7.415 UTILITY FEES

#### 7.42 GRANTS

#### 7.43 OTHER FUNDING OPTIONS

##### 7.431 PARTNERSHIPS

##### 7.432 LAND TRUSTS

##### 7.433 DONATIONS

### 7.5 FUNDING RECOMMENDATIONS

**DRAFT**

## DRAFT

### 7.1 PARKS DEPARTMENT FUNDING

Currently, the City of St. Helens park system receives dedicated funds from the City's General Fund for maintenance and operations. The Parks Department falls under the umbrella of the Public Works Department, although the funding for the Parks Department comes from the General Fund. Since 2007, the Parks Department has received between 5% and 9.7% of the City's General Fund for maintenance and operations (See table below). This does not include funds for maintenance that come from the Public Works Operations Division discussed in the following section.

At the peak of the housing bubble in FY 07-08, the Parks Department employed a total of 2.5 full-time employees (FTEs). By FY 13-14, the number of FTEs had dropped to 0.80 or a 70% reduction in the staff employed from the Parks Department. The Parks Department was hit hard by major budget cuts to the General Fund due to a significant decline in discretionary funds (property taxes, franchise fees, etc.). These revenues are used to fund parks, the public library, the police department, the planning department, and the courts. This decline in funds is reflected in the slow decrease of funding seen over the past seven years in the Parks Department Budget History table below.

#### GENERAL FUND: PARKS DEPARTMENT

	FY 07-08	FY 08-09	FY 09-10	FY 10-11	FY 11-12	FY 12-13	FY 13-14 Adopted	FY 14-15 Adopted
<b>% of General Fund to Parks</b>	<b>5.6%</b>	<b>4.3%</b>	<b>6.0%</b>	<b>9.7%*</b>	<b>5.0%</b>	<b>7.3%</b>	<b>5.9%</b>	<b>5.6%</b>
*Grey Cliffs Park land purchase, 7th St. land purchases, and Columbia View Park Picnic area construction contribute increase in funds for FY 10-11.								

#### PARKS DEPARTMENT BUDGET HISTORY

	FY 07-08	FY 08-09	FY 09-10	FY 10-11	FY 11-12*	FY 12-13	FY 13-14 Adopted	FY 14-15 Adopted
<b>Personnel Services</b>	195,375	110,093	85,714	90,066	109,029	115,248	101,440	103,600
<b>Materials and Services</b>	125,038	185,011	232,005	97,919	140,992	118,216	128,890	129,650
<b>Capital Outlay</b>	30,743	22,192	17,572	356,016	-	-	-	-
<b>Debt Service</b>	51,839	51,839	51,839	51,839	51,839	36,604	-	-
<b>Parks Department Total</b>	<b>402,995</b>	<b>369,135</b>	<b>387,130</b>	<b>595,840**</b>	<b>301,860</b>	<b>270,068</b>	<b>230,330</b>	<b>233,250</b>
*There are no Capital Outlay funds after FY 11-12 because the Capital Improvement Fund and the Community Enhancement Fund were created FY 11-12.								
**Grey Cliffs Park land purchase, 7th St. land purchases, and Columbia View Park Picnic area construction contribute to the jump in funds.								

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In addition to the Public Works Operations Division discussed in the next section, the Parks Department also utilizes seasonal employees to maintain the parks system. Seasonal employees are hired for June through September, depending on when school starts. Their job responsibilities remain mostly within the park system, but they also maintain the Police Department grounds, the Public Library grounds, and the grounds surrounding the St. Helens Reservoir. Following the same trend for the Parks Department employees, the number of seasonal employees has also dropped from 10 employees in FY 07-08 to 6 employees budgeted for FY 14-15. However, the seasonal employees have historically been funded and continue to be funded entirely by the Public Works Operations Water and Sewer Funds, not from the Parks Fund.

Another way the Parks Department has leveraged funds for grounds maintenance has been to utilize the local Columbia County Community Corrections Crew. The Corrections Crew is utilized year round, usually one day a week, but sometimes more. Their job responsibilities include a large variety of highly visible projects, such as mowing and weed eating the Hwy 30 strip, mowing the parks, and maintaining the grounds around the Water Treatment Plant. They also plant and maintain the flower beds at McCormick Park, the Police Department, and the Public Library. They pick up litter on the right-of-ways, cut up and chip up downed trees in and outside of parks, and trim back brush along the trail networks. The tasks completed by the Corrections Crew are very crucial because of their high visibility to the public. Without their contributions to the ongoing maintenance within and outside of the park system, the level of maintenance the Parks Department has been able to provide would drop substantially. Depending on their job duties for that week, they are funded by either the Parks Department or the Public Works Operations Fund, which is further divided between the Water, Sewer, Streets, and Park Funds.



## 7.2 PUBLIC WORKS OPERATIONS DIVISION: PARKS AND GROUNDS

In addition to the seasonal workers the Corrections Crew discussed above, the park system is maintained by a division of the Public Works Department called the Operations Division. The Operations Division is further divided into units: Parks and Grounds, Water, Streets, Sanitary Sewer, Storm, Fleet, and Facilities. The two units related to parks maintenance are the Parks and Grounds Division and the Facilities Division.

The Parks and Grounds Division maintains the City's park lands and right-of-ways. There are over 170 acres of parks, green spaces, grounds, and docks that the Parks and Grounds unit maintains. The Facilities unit maintains nine primary public buildings, which includes the Parks Shop building and all restrooms and accessory buildings located in the various parks. In addition to ongoing maintenance, a few projects the Operations Division helped with during 2013-2014 include: assisting the Garden Club with construction of the landscaping in the Triangle Garden at Columbia Blvd. and 13<sup>th</sup> St, providing labor and materials to assist in the completion of the Splash Pad in Columbia View Park, and providing assistance with the development of the disc golf course in McCormick Park.



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The Parks and Grounds Division currently employs 3.5 full-time employees (FTE). At the height of the housing bubble in FY 07-08, the cost of maintaining parks was mostly covered by the Parks Department, supplemented slightly from the Public Works Operations Water and Sewer Funds. However, the recession resulted in major cuts to the General Fund which resulted in further cuts to the Parks Department, ultimately triggering the formation of the Parks and Grounds Division. Currently, the Parks and Grounds Division is supported by the Sewer, Streets, Water and General Funds. **Although the creation of the Parks and Grounds Division was an attempt to provide the same level of maintenance for the parks system, it is an unsustainable fix to the cuts in the Parks Department.** The sooner the Parks Department can fully cover the costs of maintaining parks without indirectly subsidies from the Public Works Streets, Water, and Sewer Funds, the more accurate and sustainable the City's Public Works and Parks Department budgets will be.

The National Recreation and Park Association's (NRPA) *Parks and Recreation National Database Report (2014)* includes benchmark ratios for operating expenditures, FTEs, park acreage, etc. averaged across parks and recreation agencies throughout the United States. The top table indicates that for the lower quartile (the lowest 25%) of agencies who maintain 250 acres or less had an average of 2.7 FTEs. The median (middle 50%) had 5.0 FTEs for agencies who maintain 250 acres or less.

It is difficult to compare St. Helens directly to these benchmark FTE levels because the Parks and Grounds Operations unit is currently at 3.5 FTEs, but they are not strictly park maintenance. The Parks and Grounds Operations Division has duties that extend beyond just park maintenance, like mowing and trimming trees within the street rights-of-way. Further, the Parks Department utilizes seasonal workers for June - September and the Columbia County Corrections Crew year round, but these are not included in the number of FTEs maintaining parks. Even with these factors in mind, the number of FTEs working in the park system falls short of the median 5.0 FTEs from NRPA's 2014 Report and City staff recommendations. **City staff recommends a minimum**

Number of Acres	2013 Operating Expenditures per Acre of Land Managed or Maintained			2013 Acres of Parkland Maintained Per FTE		
	Lower Quartile	Median	Upper Quartile	Lower Quartile	Median	Upper Quartile
250 or less	6,454	16,523	34,000	2.7	5	9.8
251 to 1,000	3,487	8,974	18,747	6	8.7	19.6
1,001 to 3,500	1,855	4,808	6,904	9	21.6	54.7
More than 3,500	1,213	3,001	3,846	18.4	32.8	66.3

Top and Bottom: FTE Benchmark ratios for Parks and Recreation agencies across the U.S.

Source: The NRPA National Database Report (2014)

	2010 Median	2011 Median	2012 Median	2013 Median
Operating expenditures per capita	\$82	\$74	\$85	\$77
Operating expenditures per FTE	\$94,797	\$95,851	\$95,237	\$84,859
Operating expenditures per acre of land managed or maintained	\$6,397	\$6,539	\$6,538	\$7,357
Acreage of parkland per 1,000 population	14.9	10.5	11.1	9.1
Acres of parkland maintained per FTE	15.6	15.2	13.5	9.1
Revenue per capita	\$27.56	\$19.22	\$24.92	\$17.04
Revenue as a percent of total operating expense	32.0%	28.2%	30.1%	26.9%
Revenue per visitor	\$4.52	\$3.76	\$4.60	\$5.11
Total operating expenditures per visitor	\$14.47	\$12.27	\$14.17	\$16.25
Total capital plus total operating expenditures per capita	\$101.14	\$85.58	\$105.27	\$90.46
Tax cost per capita	\$47.66	\$29.55	\$48.30	\$54.95
Program attendance per program staffing (FTE)	2,576.7	2,376.9	2,202.8	2,717.0
Program fees and charges per program participant	\$25.74	\$31.33	\$24.67	\$8.84

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**5.0 FTEs for the Parks Department alone, with a total of 10.0 FTEs as seasonal help during the spring and summer months.** Ultimately, the Parks Department requires an alternative funding source in order to hire FTEs for maintenance using their own funds because it is an unsustainable practice to rely on subsidies from other Public Works Operational Funds.

### 7.3 CAPITAL IMPROVEMENT FUNDS

For capital projects, there are two funds related to the Parks Department: the Capital Improvement Fund (See below) and the Community Enhancement Fund (See next page). These two funds were created in FY 11-12.

The Capital Improvement Fund includes accounts for the construction of all capital improvement projects such as streets, water, sewer and parks and covers the gambit of funding sources from loans, System Development Charges (SDC), and rate payers' pay-as-you-go projects. The Capital Improvement Fund for parks can be seen on the right with starting balance of \$30,000 with a projected SDC fee collection of \$20,000, for \$50,000 of total resources, set aside for a potential land purchase. A discussion of the City's methodology for park SDC collection begins on page 129.

<b>Capital Improvements Fund – Line Item Budget</b>								
<b>SDC Parks</b>								
<b>Fd</b>	<b>Dpt</b>	<b>Acct</b>	<b>Actual 2011-12</b>	<b>Actual 2012-13</b>	<b>Adopted 2013-14</b>	<b>Proposed 2014-15</b>	<b>Approved 2014-15</b>	<b>Adopted 2014-15</b>
<b>Parks Projects - SDC</b>								
<u>Resources</u>								
010	300	301000		-	-	30,000		
010	300	392000	41,186	-	-	-		
010	300	365000	6,810	-	8,000	20,000		
Total Resources			47,996	-	8,000	50,000	-	-
<u>Uses</u>								
010	300	583000				50,000		
010	300	692000						
010	300	596000						
Total Uses								
010	300	Ending fund balance	-	-	-	-	-	-

Top: Capital Improvements Fund - Park Project SDCs  
Source: City of St. Helens Proposed City Budget FY 14-15

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The Community Enhancement Fund accounts for reserves that have been set aside for Library, Parks, Police and the Arts and Cultural Commission. Over the years the City sold and traded properties that resulted in one-time revenues. City Council designated that these one-time revenue sources be utilized for one-time park acquisitions and/or improvements. The Community Enhancement Fund for parks is seen on the bottom right with a starting balance of \$79,805, all of which is set aside for a potential land purchase.

Funding strategies for how to increase the revenues for park and trail capital improvement projects are discussed throughout the rest of the chapter.

Community Enhancement Fund – Line Item Budget								
Fd	Dpt	Acct	Actual 2011-12	Actual 2012-13	Adopted 2013-14	Proposed 2014-15	Approved 2014-15	Adopted 2014-15
<b>Parks Property Reserve</b>								
<u>Resources</u>								
009	204	301000		78,605	80,605	79,805		
009	204	392000	90,048	-				
009	204	334400	-	1,200	12,860	-		
009	204	335100	-	-				
Total Resources			90,048	79,805	93,465	79,805	-	-
<u>Uses</u>								
009	204	652400	11,442	-	-			
009	204	652401	-	-	-			
009	204	652405	-	-	14,860	-		
009	204	652406	-	-	-	79,800		
009	204	596000	-	-	78,000	-		
Total Uses			11,442	-	92,860	79,800	-	-
Ending fund balance			78,605	79,805	605	5	-	-

Community Enhancement Fund - Parks Property Reserve  
Source: City of St. Helens Proposed City Budget FY 14-15

## 7.4 FUNDING STRATEGIES INTRODUCTION

Funding sources can be broadly divided into two categories: those that can be used for operations and maintenance and those that can be used for capital improvement projects. It is often more difficult to secure funding for the maintenance and operations of the Parks Department. However, some funding sources are flexible in that they can be used for both ongoing maintenance and capital improvement projects.

The following section includes a detailed description of the various funding sources that the City of St. Helens can utilize in order to implement the park and trail projects recommended in Chapter 6 and 8. It is rare when a single funding source alone covers the cost of a capital improvement project. More often, funding sources are used in combination to cover the cost of new development. For example, most state and federal grant programs require a certain percentage of matching funds.

The following sources can be used for operations and maintenance as well as capital projects: general funds, local option levy, various park fees and charges, and some state grant programs. The following funding sources can only be used for capital projects: system development charges (SDCs), donations, general obligation bonds, most federal, state and private grant programs, and land trusts.

## 7.41 LOCAL TAX OPTIONS

The City of St. Helens can pursue many various local taxing options for parks funding including: bonds, local option levies, SDCs, and various park user/utility fees. Some taxing options can only fund capital improvement projects, while others are more flexible and can fund ongoing maintenance and operation costs. Because of the slow decrease in the General Fund for the Parks Department over the past decade (discussed further in section 7.1), it is recommended that the City analyze these various local tax options to determine which combination of taxing strategies would work best to increase the funding level of the Parks Department for ongoing maintenance and for the capital improvement projects recommended in this Plan.

### 7.411 BONDS

To issue long-term debt instruments, a municipality obtains legal authorization from either the voters or its legislative body to borrow money from a qualified lender. Issuing debt is justified based on several factors:

- Borrowing distributes costs and payments for a project or improvement to those who will benefit from it over its useful life, rather than requiring today's taxpayers or ratepayers to pay for a future use
- During times of inflation, debt allows future repayment of borrowed money in cheaper dollars
- Borrowing may improve a municipality's liquidity to purchase needed equipment or for project construction and improvements. Debt issuance also does not exhaust current cash-on-hand, allowing such general fund revenues to be used for operating expenses
- Interest rates rise as the maturity term of a bond increases, as borrows have to compensate investors for locking up their resources for a longer period of time

Oregon Law requires that all Unlimited-Tax General Obligation (G.O.) bonds to be authorized by a vote of the people. *The Oregon Bond Manual - 4<sup>th</sup> Edition* recommends hiring a bond counsel prior to the bond election to ensure that all requirements are met. The Bond Manual also notes that approval of G.O. bonds require considerable time and effort. Some examples of methods for gaining public support include: attitude polls, forming a bond issue citizens' committee, holding public meetings, leaflets, and door-to-door canvassing. Note that under Oregon law, no public resources may be used to advocate a pro or con position regarding a ballot measure. Accordingly, any materials printed must be purely explanatory in nature.

A fundamental rule associated with issuing long-term debt instruments is not to issue them for a maturity longer than the project's useful life. People should not be paying for a major park or recreation facility after it is no longer in use. Working with the community is a key aspect of a successful bond measure, as the City will be asking residents to pay for a park or trail acquisition/project. The key benefit of a bond measure is the City can generate a substantial amount of capital for a major park or trail project that will serve the community far into the future.

Revenue bonds are a special type of municipal bond distinguished by their guarantee of repayment solely from revenues generated by a specified revenue-generating entity associated with the purpose of the bonds, rather than from a tax. Unlike G.O. bonds, only the revenues specified in the legal contract between the bond holder and bond issuer are required to be used for repayment of the principal and interest of the bonds. Because the pledge of security



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is not as great as that of G.O. bonds, revenue bonds may carry a slightly higher interest rate than G.O. bonds. Revenue bonds can only be used to construct or expand a revenue-generating park or recreation project, because it is the revenues that pay back the debt owed. Revenue bonds are a popular financing mechanism for high use specialty facilities like golf courses, ice rinks, fitness facilities, and athletic complexes.

### 7.412 LOCAL OPTION LEVY

A local option levy for capital improvements provides for a separate property tax levy outside the City's permanent rate limit, subject to the \$10 combined rate limit imposed under Measure #5. This levy may be used to fund a capital project or a group of projects over a specified period of time, up to ten years. Revenues from these levies may be used to secure bonds for projects, or to complete one or more projects on a "pay as you go" basis.

Local option levies require voter approval and are subject to the double majority requirement of Measure 50, which means that greater than 50% of registered voters must participate and greater than 50% of voters must approve the local option levy. Local option levies are not considered to be a good alternative to the use of general obligation bonds for large projects or groups of projects. Property tax levies can be used for land acquisition and capital improvements, but they are more frequently used for facility operations and maintenance.

The advantages of levies include reduced interest, increased flexibility, enhanced debt capacity, improved borrowing terms, and increased fiscal responsibility. The major disadvantages of the approach are insufficient funding, intergenerational inequity (for example, long term facilities are paid for disproportionately by current users), inconsistency of funding requirements, and use of accumulated reserves.

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### 7.413 SYSTEM DEVELOPMENT CHARGES (SDCs)

A system development charge is a one-time fee imposed on new development to equitably cover the cost of facility capacity needed to serve new customers. The purpose of the SDC is to impose a portion of the costs of capital improvements for water, wastewater drainage, streets, flood control, and parks upon the developments and redevelopment that create the need for or increase the demand on the specific capital improvement for which the SDC is being enacted.

Oregon Revised Statute (ORS) 223.297 - 223.314 defines SDCs and specifies how they shall be calculated, applied, and accounted for. By statute, a SDC is the sum of two components:

- Reimbursement Fee: Designed to recover the costs associated with capital improvements *already constructed or under construction*
- Improvement Fee: Designed to recover the costs associated with capital improvements *to be constructed in the future*

The reimbursement fee methodology must be based on “the value of unused capacity available to future system users or the cost of the existing facilities” and must further account for prior contributions by existing users and gifted or grant-funded facilities. Reimbursement fee proceeds may be spent on any capital improvements related to the system which the SDC was applied (water SDCs may be spent on water improvements, sewer SDCs may be spent on sewer improvements, etc.)

The improvement fee methodology must include only the cost of project capital improvements or portions of improvements needed to increase system capacity for future uses. In other words, the cost(s) of the planning projects or portions of projects that correct existing deficiencies, or do not otherwise increase capacity for future users, may not be included in the improvement fee calculation. SDCs utilized for parks and recreation facilities are generally improvement fee SDCs.

Currently, revenues generated by the improvement fee park SDCs can only be used for capital improvements identified in the required Capital Improvement Plan. For St. Helens, the *Report for Water, Wastewater, Stormwater, Transportation, and Parks System Development Charges* was completed in April 2008. City Council adopted the recommended park SDC rates from this report (See table above) and any SDCs can only be used on the capital improvement projects identified in this study. **It is recommended that City Council update the Capital Improvement Plan to be sure that future park SDCs can be used for the capital improvement projects identified in Chapter 8 of this Plan.**

Development	Housing Density	SDC
Single-Family Residential	2.6	\$ 1,362
Multi-Family Residential Unit	2.1	\$ 1,100
Mobile Homes	2.1	\$ 1,100

Source: Water, Wastewater, Stormwater, Transportation, and Parks System Development Charge Study (2008)

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### SYSTEM DEVELOPMENT CHARGE (SDC) COMPARISON

*The Water, Wastewater, Stormwater, Transportation, and Parks System Development Charges Study* (2008) also looked at whether or not it was appropriate to impose the parks SDC on not just residential development, but commercial too. The study recommended to “calculate a commercial parks SDC as warranted by the next parks plan. Planning standards should indicate some level of parks facilities needed to support commercial users.” Many local communities impose a commercial development SDC based on number of parking spaces or number of employees. Employee numbers are estimated based on number of square feet per employee and standardized by business type. The City of St. Helens may want to consider imposing a commercial SDC during an upcoming park SDC methodology update. Implementing a commercial system development charge does not increase the total revenue generated, but apportions a small share of growth-related park development costs to new commercial development, to cover park use by non-resident employees, resulting in a lower residential park SDC. The table to the left compares St. Helens’ park SDCs to surrounding communities. Notice that a number of communities even have park SDCs for accessory dwelling units, group housing, motel/hotels, in addition to commercial development. **City Council should consider expanding the park SDCs beyond residential development because of the costs associated with the park capital improvements needs identified in Chapter 8. SDCs play a very important role in leveraging capital improvement funds for state and federal grants, and greater leveraging capability means greater grant opportunities.**

City	Single Family	Multi Family	Manufact. Home	Accessory Dwelling Unit	Group Housing <sup>A</sup>	Motel /Hotel	Commercial <sup>B</sup>
<b>St. Helens</b>	<b>\$1,362</b>	<b>\$1,100</b>	<b>\$1,100</b>	-	-	-	-
Keizer	\$1,630	\$1,591	-	-	\$705	-	-
Willamalane <sup>C</sup>	\$2,499	\$1,839	-	-	-	-	-
Medford	\$3,433	\$2,533	\$2,273	\$1,716	\$2,533	-	\$85
Hillsboro	\$3,910	-	-	-	-	-	\$741
Eugene	\$4,679	\$2,960	-	\$3,793	-	\$3,421	\$337- 2,286
Canby	\$4,725	\$3,869	\$3,847				\$129
Corvallis	\$4,993	\$3,701	-	-	\$1,958 <sup>D</sup>	-	-
Bend	\$5,050	\$4,712	-	-	-	\$2,030	-
Beaverton	\$5,299	\$3,963	-	-	-	-	\$137
Tigard	\$5,696	\$4,552	\$3,451	-	-	-	\$394
Portland <sup>E</sup>	\$7,752-8,086	\$5,081-5,201	\$7,219-7,871	\$4,224-4,557	-	-	\$49-1076
West Linn	\$9,245	\$6,537	-	-	-	-	-

<sup>A</sup> Includes assisted living and dormitories

<sup>B</sup> Per employee or per Thousand Gross Square Feet (TGSF) depending on business type

<sup>C</sup> Rates reduced by \$1,000 per unit April - Dec 2012 to spur growth, up to 40 units receiving the discount

<sup>D</sup> Rate per occupant

<sup>E</sup> Rates vary by area within the city

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### 7.414 USER FEES AND FACILITY CHARGES

User fees and facility charges generate revenue for parks and recreation by charging users for some or all of the costs of providing services. The amount of such fees is balanced against the fiscal need versus program affordability and accessibility. Park and recreation user fees include park entrance fees, park reservation fees, recreation and aquatic center fees or memberships, boat launch and marina fees, tennis and golf fees, and the sale of goods. Park user fees generally increase as the quality and number of amenities increase.

St. Helens currently uses park use reservation fees for nine different areas, the most popular being the Columbia View Park Gazebo and the McCormick Park Pavilion (\$30/half day, \$40/full day). Additional use fees include athletic field use with (\$10/day) or without lights (\$5/day), parade/walk/run (\$25), engaging in commercial activity (\$25), use of electrical connections (\$20), etc. See the park use fee schedule to the right for all other park user fees.

Half day = 4 hours/Full day = 5+ hours <b>Fee Schedule</b> <i>As per Resolution Nos. 1329, 1346 and 1421</i>		
Fee type	Check all that apply	# of days
Park Use/Reservation	<input type="checkbox"/> \$20 per half day	
McCormick Park areas *2, 3, 4, & soccer field Campbell Park areas 1, 2 • Godfrey Park	<input type="checkbox"/> \$35 per full day	
Columbia View Park Gazebo/Amphitheater	<input type="checkbox"/> \$30 per half day	
*McCormick Park Veterans Pavilion (area 1) <i>Includes electrical connection</i>	<input type="checkbox"/> \$40 per full day	
Athletic Fields <i>Not more than 2 weeks use</i>	<input type="checkbox"/> \$5 per day x _____ fields x _____ days	
ADDITIONAL FEES	Use of field lights	<input type="checkbox"/> \$5 per day x _____ fields x _____ days
	Public assembly	<input type="checkbox"/> \$25
	Parade/Run/Walk	<input type="checkbox"/> \$25
	Engage in commercial activity	<input type="checkbox"/> \$25
	Amplify sound	<input type="checkbox"/> \$25
	Use during hours of closure	<input type="checkbox"/> \$25
	Use of special use area	<input type="checkbox"/> \$25
	Use of electrical connections	<input type="checkbox"/> \$20 per day

Source: St. Helens Park Use Permit Application

St. Helens also collects a \$10/night camping fee for the ten tent campsites in McCormick Park. Unlike McCormick Park, fees are not collected for camping on Sand Island. A goal established by the Parks Commission during the Annual Report to Council for FY 14-15 included officially designating the Sand Island campsites so there would be more leverage to collect a nightly fee for camping. Since user fees generally increase as the quality and number of amenities increase, the timing for officially designating Sand Island campsites and implementing fee collection is ideal, as the installation of two brand new restrooms is planned for summer 2014.

User fees generally do not generate sufficient revenue to cover operation and maintenance costs and usually are intended to supplement general revenues, although golf course and tennis user fees often generate enough revenue to support other park operations. For instance, the Glendoveer Golf Course operated by Metro contributes more than \$700,000 a year in positive cash flow that is used to offset the operating costs of parks in Metro. Portland, Lake Oswego, and Clackamas County also operate golf courses and/or tennis facilities that generate positive cash flows. **Although user fees represent a small amount of total revenue for the St. Helens Parks Department, reviewing the established user fees regularly to confirm they are competitive with similar communities is very important in ensuring that the Parks Department is recouping as much of the maintenance and operations cost as other communities are.**



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### 7.415 UTILITY FEE

Utility fees are fees charged to residents on a recurring basis via utility billing. The fee usually takes the form of a small lump sum added to a utility bill and is one method of generating funds for long-term maintenance and upkeep of facilities. The most common utility fees are for storm water, sewer, or streets. If this form of revenue were enacted by City Council, this monthly fee would provide the Parks Department a stable stream of funding for the needed ongoing maintenance and operations costs. A benefit of the utility fee method of funding is its flexibility. Local jurisdictions can increase the fee to reflect increased costs of providing park facilities and revenue will grow as the population (and subsequent demand for parks) grows. A few examples of jurisdictions who have implemented a parks utility fee to help pay for ongoing park maintenance include:

**Medford, OR:** *Parks Utility Fee. \$0.31 per residential dwelling unit, business unit or tenant space per month (Adopted June 2005).*

**West Linn, OR:** *Parks Maintenance Fee. \$11.80 per residential utility customer per month (Updated Sept 2013).*

**Gresham, OR:** *The Police, Fire and Parks Fee. \$7.50 per single-family households, multifamily property owners and businesses per month. 95% of the fee proceeds are used to for Public Safety services. **The remaining 5%, or \$0.375, goes toward Parks** (Adopted 2012).*

**Talent, OR:** *Parks Utility Fee for Operation and Maintenance. \$1.00 per residential unit and non-residential unit with an employee component on existing developed properties per month (Adopted January 2006).*

**It is recommended that the City analyze the potential outcomes of enacting a parks utility fee to help fund the ongoing maintenance and operations of the park system.** With a stable stream of funding for parks maintenance and operations costs, the cost of park maintenance can be separated from the Public Works Operations Division so that the Public Works Street, Water and Sewer Funds will remain a sustainable source of capital for their own needed improvements.

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### 7.42 GRANTS

Grants are a great funding strategy in order to supplement park acquisition and development funds. Many grant organizations fund park acquisition and improvements, but few provide funds for ongoing maintenance. Three factors make grants a challenging funding strategy. (1) Most grant organizations have a lengthy process that will require significant staff time and effort. (2) Grants usually have very specific guidelines and only fund projects that specifically address their overall goals. Grant agencies look for collaborative projects that foster partnerships between agencies, organizations, and the City. (3) Grants are usually highly competitive. For these reasons, grants should not be considered a sustainable, long-term funding source.

Grants come in many different forms and from many different sources, including federal, state, and private. Listed below are a few of the various grant opportunities that may be a good fit for the capital projects outlined in Chapter 8, the Capital Improvement Plan. Since grant programs change year to year, this list does not capture every single grant opportunity available. Similarly, grant program guidelines and project specifications may also change as availability of funding changes. Overall, this list is meant to act as a starting point for grant opportunity research.

#### FEDERAL

**U.S. Department of Transportation (USDOT) Congestion Mitigation and Air Quality (CMAQ) Funds:** (CMAQ) was created under the Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991, and reauthorized under the Transportation Equity Act for the 21st Century (TEA-21), the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU), and, most recently, the Moving Ahead for Progress in the 21<sup>st</sup> Century Act (MAP-21). Through FY 2012, the CMAQ program has supported nearly 28,000 transportation projects across the country, accounting for nearly \$30 billion in transportation investments since its inception in 1992. The CMAQ program supports two important goals USDOT: improving air quality and relieving congestion. Eligible bicycle and pedestrian projects include:

- Bicycle and pedestrian facilities (paths, bike racks, support facilities, etc.) that are not exclusively recreational and reduce vehicle trips
- Non-construction outreach related to safe bicycle use
- Establishing and funding state bicycle/pedestrian coordinator positions for promoting and facilitating non-motorized transportation modes through public education, safety programs, etc. (Limited to one full-time position per State)

For more information, see: [http://www.fhwa.dot.gov/environment/air\\_quality/cmaq/](http://www.fhwa.dot.gov/environment/air_quality/cmaq/)

**USDOT Transportation Alternatives Program (TAP):** The Moving Ahead for Progress in the 21st Century Act (MAP-21), which was signed into law in July 2012, funded surface transportation programs at over \$105 billion for fiscal years 2013 and 2014. MAP-21 created a new formula program called Transportation Alternatives (TA), which includes many activities previously funded under Transportation Enhancements (TE), Recreational Trails, and Safe Routes to Schools under the previous authorization bill—SAFETEA-LU. The TAP provides funding for programs and projects defined as transportation alternatives, including:

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- On- and off-road pedestrian and bicycle facilities
- Infrastructure projects for improving non-driver access to public transportation and enhanced mobility
- Community improvement activities, and environmental mitigation
- Recreational trail program projects
- Safe routes to school projects
- Projects for planning, designing, or constructing boulevards largely in the right-of-way of former interstate system routes or other divided highways

For more information, see: <http://www.fhwa.dot.gov/map21/guidance/guidetap.cfm>

The Rails-to-Trails Conservancy hosts an informational TAP site in conjunction with the FHWA: <http://trade.railstotrails.org/index>

**Center for Disease Control (CDC) Community Transformation Grants (CTG):** CTG is funded by the Affordable Care Act's Prevention and Public Health Fund. CTG is working to create healthier communities by making healthy living easier and more affordable where people work, live, learn, and play. Awardees are improving health and wellness with strategies that focus on areas such as tobacco-free living, active living and healthy eating, clinical and community preventive services to prevent and control high blood pressure and high cholesterol. Awardees may also focus on disease prevention and health promotion, including social and emotional wellness (i.e., facilitating the early identification of mental health needs and access to quality services) and healthy and safe physical environments. Examples of community interventions include:

- Increasing access to physical activity through quality physical education instruction in schools
- Increasing access to healthy foods by supporting local farmers and developing neighborhood grocery stores
- Protecting people from secondhand smoke exposure
- Promoting improvements in sidewalks and street lighting to make it safe and easy for people to walk and ride bikes

For more information, see: <http://www.cdc.gov/nccdphp/dch/programs/communitytransformation/index.htm>

**U.S. Fish and Wildlife North American Wetlands Conservation Act Grant Program:** The North American Wetlands Conservation Act of 1989 provides matching grants to organizations and individuals who have developed partnerships to carry out wetlands conservation projects in the United States, Canada, and Mexico for the benefit of wetlands-associated migratory birds and other wildlife. There is a **Standard Grants Program** and a **Small Grants Program**. Both are competitive grants programs and require that grant requests be matched by partner contributions at no less than a 1-to-1 ratio.

**Standard Grants Program** is a matching grants program that supports public-private partnerships carrying out projects in Canada, the United States, and Mexico. These projects must involve long-term protection, restoration, and/or enhancement of wetlands and associated uplands habitats.

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**Small Grants Program** supports the same type of projects and adheres to the same selection criteria as the Standard Grants Program. However, project activities are usually smaller in scope and involve fewer project dollars. Grant requests may not exceed \$75,000, and funding priority is given to grantees or partners new to the Act's Grants Program.

For more information, see: <http://www.fws.gov/birdhabitat/Grants/NAWCA/index.shtm>

**National Park Service Rivers, Trails, and Conservation Assistance Program**: The National Park Service Rivers, Trails, and Conservation Assistance Program helps connect all Americans to their parks, trails, rivers, and other special places through technical assistance with a community-led national resource conservation and outdoor recreation initiative. National Park Service staff provide free, on-location facilitation and planning expertise for the following:

- Define project vision and goals
- Inventory and map community resources
- Identify and analyze key issues and opportunities
- Engage collaborative partners and stakeholders
- Design community outreach and participation strategies
- Develop concept plans for trails, parks, and natural areas
- Set priorities and build consensus
- Identify funding sources
- Develop a sustainable organizational framework to support the project

For more information on the technical assistance grants, see: <http://www.nps.gov/orgs/rtca/apply.htm>

## STATE

**Oregon Parks and Recreation Department (ORPD)**: ORPD currently administers five recreation grant programs and six heritage grant programs. The recreation grant programs are intended to help acquire, develop, rehabilitate, and maintain local parks. They also help advance the development of recreational trails and provide supplementary funding for hiking, biking, equestrian use and for all-terrain vehicle (ATV) recreational projects. Each recreational grant program utilizes the help of an Advisory Committee that reviews grant applications and then prioritizes them based upon particular evaluation criteria. The Advisory Committee then recommends proposed projects for funding to the Director who submits them to the Oregon Parks and Recreation Commission for their review and approval. Below is a brief overview of the grant programs ORPD administers related to parks and recreation:





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**Land and Water Conservation Fund (LWCF)** assists city and county park and recreation departments, park and recreation districts, METRO, port districts, Indian tribes, and Oregon state agencies in acquisition of lands and waters or for the development of public outdoor recreation facilities that are consistent with the outdoor recreation goals and objectives contained in the Statewide Comprehensive Outdoor Recreation Plan (SCORP). LWCF provides funding assistance up to 50% of approved project costs.

**Local Government Grant Program** assists cities, counties, METRO, park and recreation districts and port districts with funding for the acquisition, development major rehabilitation of, and planning for park and recreation areas and facilities. Grants from cities and districts over 25,000 population and counties over 50,000 population will require a 50% local match; cities and districts with a population between 5,000 and 25,000, and counties with a population between 30,000 and 50,000 a 40% local match; and cities and districts under 5,000 population a 20% local match.

**County Opportunity Grants Program** provides funding for the acquisition, development, rehabilitation and planning for county park and recreation sites that provide, or will provide, overnight camping facilities including new or additions to existing parks. Grants from counties with a population of 30,000 and under will require a 25% local match and counties over 30,000 require a 50% match.

**Recreational Trails Program (RTP)** provides up to 80% federal funding assistance for land acquisition, development, restoration and rehabilitation of both motorized and non-motorized recreation trails (including water trails) to federal, state and local government agencies and not-for-profit organizations.

**All-Terrain Vehicle Grants Program** provides up to 80% reimbursement to public agencies, local government, private land managers who provide and maintain public OHV recreation, and registered non-profit OHV clubs land acquisition, planning, development, emergency medical and law enforcement, operation and maintenance, and safety education.

For more information on any of ORPD's grants, see: <http://cms.oregon.gov/OPRD/GRANTS/pages/index.aspx>

**Oregon Marine Board:** Funds for the Marine Board come from boat registration and titling fees, marine fuel tax, federal Clean Vessel Act and Boating Infrastructure paid by boaters. Because the Marine Board is funded from fees and taxes paid by owners of registered boats, projects that meet the needs of those boats are a high priority. The Oregon Marine Board currently administers six grant programs:

**Facility Grant Program** provides competitive grants to public agencies (local, state and a pass-through option to federal entities) for the acquisition, development, expansion, and rehabilitation of public boating facilities located on all waters of the state. Projects may be submitted by cities, counties, park and recreation districts, port districts and state agencies.



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**Small Grant Program** is a non-competitive grant with the maximum project value not to exceed \$20,000 with the Marine Board's contribution up to \$10,000. The Program is for minor public boating facility improvements. Projects cannot be fragmented or phased to fit within the Program. A limited amount of funding is available each biennium for Small Grants.

**Maintenance Assistance Program** provides funding assistance to augment existing levels of routine maintenance at improved marine facilities throughout the state provided by eligible participants. Eligible participants are encouraged to use MAP funds to enhance their existing level of funding and to improve the quality of maintenance provided. Eligible facilities include boat ramps, boarding floats, restrooms, parking areas, access roads, transient tie-up floats, vessel waste collection and related facilities.

**Boating Infrastructure Grant Program** provides funding for the development and rehabilitation of transient tie-up facilities at public and private facilities used principally by non-trailer recreational boats. Facilities must provide way-point linkage to other transient tie-up facilities. Typically these facilities are located on major rivers and the coastline.

**Clean Vessel Grant Program** provides funding for new, replacement or upgrades to vessel waste collection facilities to include: pumpouts, potty dump stations, floating restrooms and directly related support structures, utilities or other improvements necessary for proper operation. Eligible participants include local and state government and any privately owned marina/moorage facility that have or will have the capability to provide an area available for a vessel waste collection system open and available for general public use.

**Let's Go Boating Assistance Grant Program** provides funds to local community organizations for creative and innovative local projects that promote safe boating. The funds will allow groups to address safety concerns on their local waterways. Past projects have included life jacket loaner kiosks, maps, and on-water youth boating safety training.

For more information, see: <http://www.oregon.gov/OSMB/BoatFac/Pages/index.aspx>

**Oregon Department of Agriculture Weed Board Grant Program:** It is a priority of the Oregon State Weed Board (OSWB) to fund projects that restore, enhance or protect fish and wildlife habitat, watershed function, and native salmonid or water quality. The implementation of a comprehensive watershed approach to integrated control of noxious weeds is the most effective strategy to minimize impacts and protect natural resources in Oregon from invasive noxious weeds. Grant applications are encouraged to be for on-the-ground weed control projects and must be OSWB listed noxious weeds. Applications may include research, survey, outreach or project design if required to complete the control portion of the project. However, the OSWB prefers the majority of the funds go toward the control element of the project. Project requirements are as follows:

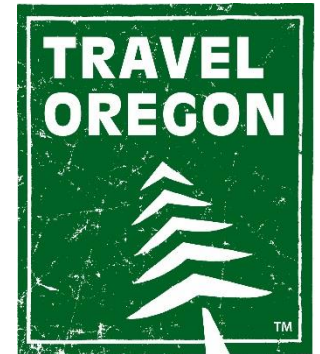
- The project must be for the management of state listed noxious weeds.
- The project must demonstrate sound principles of integrated weed management to both protect and enhance watershed health.

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- Projects will demonstrate specific site management objectives. Projects supported by or identified in Weed Management Plans, Site Assessments, Action Plans, Watershed Plans and Federal Management Plans are desired.
- Projects must have on-the-ground control as a focus, although projects may include research, survey, outreach, or project design.

For more information, see: <http://www.oregon.gov/ODA/PLANT/WEEDS/Pages/grantindex.aspx>

**Travel Oregon Matching Grants Program:** For the 14/15 cycle, the Travel Oregon Matching Grants Program has \$120,000 available for awards of \$2,500 - \$20,000 to applicants that contribute to the development and improvement of communities throughout Oregon by means of the enhancement, expansion, and promotion of the visitor industry. Partnerships with local, regional and statewide tourism organizations, economic development and/or government organizations and tourism-related businesses are looked upon favorably. Though it is not a requirement, ideally, your project will lead to an increase of room nights to local lodging facilities. Eligible projects range from tourism infrastructure development such as new trail development or implementation of a way-finding signage plan to implementing technology to capture visitor feedback to developing new tangible agri-tourism experiences. Program initiatives include:



- Maximize the economic return on public and private investments in Oregon
- Drive year-round destination-oriented travel from Oregon's key domestic and international markets by optimizing local opportunities
- Develop destination-based products that are in concert with Oregon's natural environment and support the stewardship of the state's resources
- Provide strategic industry professional development and training opportunities
- Realize strategic statewide integration of technology
- Preference will be given to projects focused on at least one of the three niches of Travel Oregon's development priorities: nature based outdoor recreation, cycling tourism, or culinary & agri-tourism development.

For more information, see: <http://industry.traveloregon.com/industry-resources/matching-grants-program/oregon-tourism-commission-matching-grants-program/>

**Oregon Watershed Enhancement Board (OWEB)** - OWEB administers various grants for watershed restoration, monitoring, watershed assessment and action planning, watershed council support, watershed outreach, land and water acquisition, and small grants. Grant applicants may be any person, tribe, watershed council, soil and water conservation district, not-for-profit institution, school, community college, state institution of higher education, independent not-for-profit institution of higher education, or political subdivision of this state that is not a state agency. All applicants must demonstrate at least a 25% match.

For more information, see: [http://www.oregon.gov/OWEB/GRANTS/pages/grant\\_applications\\_main.aspx](http://www.oregon.gov/OWEB/GRANTS/pages/grant_applications_main.aspx)

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### PRIVATE

**Oregon Community Foundation Grants:** Community Grant Program awards about 220-240 grants each year, mostly to small- and moderate-size nonprofits. The average grant is \$20,000. Oregon Community Foundation (OCF) typically receives 300 to 350 proposals per grant cycle and funds 110 to 120 of these. OCF Community Grants related to parks and trails include projects that work towards the following objectives:

#### **Health & Wellbeing of Vulnerable Populations (30 to 40 percent of grants)**

- Improve community-based health and wellness, including oral and mental/behavioral health
- Address basic human needs, such as food, housing, and related services
- Improve the quality of life, safety and self-sufficiency of at-risk populations

#### **Community Livability, Environment & Citizen Engagement (10 to 20 percent of grants)**

- Promote leadership development, volunteerism, immigrant integration, and civic participation
- Support stewardship and appreciation of Oregon's outdoor spaces and scenic beauty
- Address social, economic and environmental challenges or opportunities by bringing together disparate stakeholders
- Preserve places essential to communities' civic and historic identities

For more information on the Community Foundation Grants, see: <https://www.oregoncf.org/grants-scholarships/grants/community-grants>

The OCF also has a **Nike Employee Grant Fund (NEGF)** which empowers a team of 10 to 12 Nike employees to serve on a committee that reviews funding proposals and develops recommendations. Grants are awarded in where Nike employees live, work and play: Clackamas, Columbia, Multnomah, Washington and Yamhill counties in Oregon, and Clark County in Washington. Grants are one-year awards totaling between \$5,000 and \$20,000 each, with the following focus:

- 80 percent of grant awards support organizations and projects that are creating a world where physical activity, play and sports are highly valued (about 40 grants per year).
- 20 percent of grant awards support organizations and projects that address community challenges through innovative community-based solutions (about 10 grants per year).

For more information about the NEGF, see: <https://www.oregoncf.org/grants-scholarships/grants/ocf-funds/nike>

The OCF also has an **Oregon Parks Foundation Fund (OPF)** which supports the acquisition, preservation and restoration of Oregon's native landscape, as well as environmental, recreational and educational improvements to public parks throughout the state of Oregon. OPF invites proposals for support from nonprofit organizations and public agencies at the community, district, county or regional level. Grants disbursed by the OPF Fund generally range from



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\$1,500 to \$5,000. The OPF Fund does not make grants for recreational support facilities, such as fencing; swimming pool construction; ball field lighting; sewer and water systems; landscaping; or maintenance. Grants for annual operating budgets are also not favored. OPF will support the following types of expenses within the context of providing for natural park settings, and outdoor recreation and educational opportunities:

- Land protection and habitat restoration
- Community outdoor recreation enhancement
- Environmental education programs
- Administrative expenses
- Publications
- Internships

*For more information about OPF's grant, see: <https://www.oregoncf.org/grants-scholarships/grants/ocf-funds/oregon-parks-foundation>*

**The Collins Foundation:** The Foundation exists to improve, enrich, and give greater expression to humanitarian endeavors in the state of Oregon and to assist in improving the quality of life in the state. As a general-purpose, responsive grant maker, the Foundation serves people in urban and rural communities across Oregon through its grants to nonprofit organizations working for the common good. The Foundation's broad areas of interest include arts & humanities, children & youth, community welfare, education, environment, health & science, and religion.

*For more information, see: <http://www.collinsfoundation.org/>*

**PeopleForBikes Community Grants:** The PeopleForBikes Community Grant Program supports bicycle infrastructure projects and targeted advocacy initiatives that make it easier and safer for people of all ages and abilities to ride. PeopleForBikes accepts grant applications from non-profit organizations with a focus on bicycling, active transportation, or community development, from city or county agencies or departments, and from state or federal agencies working locally. PeopleForBikes only funds projects in the United States. Requests must support a specific project or program, not for ongoing maintenance costs. PeopleForBikes focuses most grant funds on bicycle infrastructure projects such as:

- Bike paths, lanes, trails, and bridges
- Mountain bike facilities
- Bike parks and pump tracks
- BMX facilities
- End-of-trip facilities such as bike racks, bike parking, and bike storage

They also fund some advocacy projects, such as:

- Programs that transform city streets, such as Ciclovías or Open Streets Days

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- Initiatives designed to increase ridership or the investment in bicycle infrastructure

For more information, see: <http://www.peopleforbikes.org/pages/grant-guidelines>

**Charlotte Martine Foundation Grants:** The Charlotte Martin Foundation is a private, independent foundation dedicated to enriching the lives of youth in the areas of athletics, culture, and education and also to preserving and protecting wildlife and habitat. The Charlotte Martin Foundation focuses grant making in two areas and in support of the following goals:

- Youth: To ensure opportunities for all youth, particularly the underserved and economically disadvantaged, to develop their skills in education, creative and cultural expression and athletics in ways that ultimately promote their habits of lifelong learning and their ability to make strong and lasting contributions to their respective communities.
- Wildlife & Habitat: To protect and restore vital ecosystems and their resident wildlife for the long-term with the aim of preserving biodiversity in the region.

For more information, see: <http://www.charlottesmartin.org/programs.htm>

**KaBOOM! Community-Built Playground Grants:** The Build It with KaBOOM! Playground Grant provides eligible communities with the majority of funds, tools and resources they need to build a custom-made playground – all in one day. Selected groups, referred to as Community Partners, work closely with a KaBOOM! Project Manager who will lead Design Day and Build Day activities as well as coordinate the equipment and material purchases for the project. Community members will take the lead in recruiting volunteers, securing food and tool donations and completing any necessary site preparation. Ideal Community Partner candidates:

- Serve children from low-income or disadvantaged backgrounds
- Provide land for the playground (at least a 50-foot by 50-foot space is ideal)
- Recruit 15 parent, community and staff volunteers to participate in planning committees
- Recruit 100 to 150 parents and community volunteers to help build the playground in one day
- Are able to raise and contribute \$8,500 to \$10,000 cash towards the cost of equipment

For more information, see: [http://kaboom.org/build\\_playground/build\\_it\\_kaboom\\_playground\\_grant](http://kaboom.org/build_playground/build_it_kaboom_playground_grant)

**Major League Baseball (MLB) Baseball Tomorrow Fund:** The Baseball Tomorrow Fund (BTF) is a joint initiative between Major League Baseball (MLB) and the Major League Baseball Players Association (MLBPA). The Baseball Tomorrow Fund (BTF) awards grants to non-profit and tax-exempt organizations involved in the operation of youth baseball and/or softball programs and facilities. Organizations operating in the U.S. and international locations are eligible to apply. Approximately 400 requests are received annually; approximately 10 percent are awarded grants on a quarterly basis.

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- Grants are intended to provide funding for incremental programming and facilities for youth baseball and softball programs, not for normal operating expenses or as a substitute for existing funding or fundraising activities.
- The funds may be used to finance a new program, expand or improve an existing program, undertake a new collaborative effort, or obtain facilities or equipment necessary for youth baseball or softball programs.
- Grants are designed to be flexible to enable applicants to address needs unique to their communities.

For more information, see: [http://web.mlbcommunity.org/programs/baseball\\_tomorrow\\_fund.jsp?content=overview](http://web.mlbcommunity.org/programs/baseball_tomorrow_fund.jsp?content=overview)

**Meyer Memorial Trust Responsive Grants:** Meyer Memorial Trust responsive grants are awarded for a wide array of activities in the areas of human services, health, affordable housing, community development, conservation and environment, public affairs, arts and culture and education. Responsive Grants are often substantial and multi-year; therefore, proposals should be strategic and reflect an organization's top priority at the time. MMT is known for extensive due diligence performed during the grant review process. Responsive grants help to support the following:

- Projects – Awards generally up to \$300,000 for large-scale, multi-year projects (generally two to three years) as appropriate for request, and generally with declining annual amounts.
- Innovation – Continued high interest in supporting innovation, community and economic advancements; responding to the needs and realities of the current economic environment; strengthening internal operations; and developing solutions for organizational financial sustainability.
- Core Support – Awards generally up to \$100,000 over two years, with amounts right-sized to the organization's reach and operating budget. Up to \$150,000 may be considered for larger organizations presenting especially compelling cases. Requests from prior core support grantees for subsequent core support will be considered.
- Large Capital Projects – Awards generally will be in the range of \$300,000 to \$400,000; up to \$500,000 will be considered for critical projects in which a more sizable award would be particularly meaningful.

For more information, see: <http://www.mmt.org/what-we-look-for>

**Nutro Corporation Room to Run Dog Appreciation Project:** The Room-to-Run Project is the The Nutro Company's community program designed to enhance public, nonprofit dog parks serving local communities in the U.S. Dog parks run by the township, government or a nonprofit charity are eligible for grant support. Thirty grants at \$2,000 each will be awarded on a rolling basis based on dog park need, as documented by applicant. Criteria include:

- Demonstrate the enhancement needs of the dog park and the resulting benefit to community (via explanation in application and photos).
- Confirm dog park officials are willing to make park enhancements and that they can be executed in a six-month time period (weather permitting).
- Applicant and/or recipient dog park will provide photo updates of dog park enhancements.
- Recipient dog park is willing to place a sign provided by The Nutro Company in the park for at least one year, commemorating the grant.

For more information, see: <https://www.easymatch.com/NutroRoomToRun/applications/Agency>

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**SOLVE Project Oregon:** SOLVE's Project Oregon helps individuals, groups, students, and teachers organize volunteer projects throughout Oregon that engage volunteers in restoration and cleanup efforts. Projects begin with your vision and take place in your community. SOLVE provides active staff assistance, help with planning, organizing, recruiting volunteers and recognition. SOLVE provides free litter bags, promotional stickers, signage for projects, vinyl gloves, safety vests, first aid kits and hazardous waste containers. When available, SOLVE provides small grants (up to \$100) for on-the-ground project expenses such as disposal fees, supplies, equipment rental, work gloves, plants and planting supplies and recycling and trash receptacles. For more information, see: <http://www.solv.org/our-programs/project-oregon>

**Ford Family Foundation Public Convening Spaces:** Ford Family Foundation awards grants of \$50K - \$100K to Rural communities with less than 30,000 in population not adjacent to or part of an urban or metropolitan area. There's an emphasis on those areas with high rates of abuse and low access to services. Projects must encourage civic participation and collaboration through the development of places that bring the community together, have substantial and broad multi uses, are open to the public, and serve multiple populations. Eligible projects include:

- Convening aspects of libraries, community and resource centers, amphitheaters, fairgrounds, arenas, pavilions, and auditoriums
- Both indoor and outdoor spaces that do not duplicate an existing space for similar purposes
- Renovations or new construction

For more information, see: <http://www.tfff.org/Grants/PublicConveningSpaces/tabid/194/Default.aspx>

### 7.43 OTHER FUNDING OPTIONS

There are a few other funding strategies that don't involve local taxing strategies or applying for grants. Partnering with federal, state, and local agencies, involving land trusts, and incorporating public and private donations are all other funding strategies for implementing park and trail projects.

#### 7.431 PARTNERSHIPS

Partnerships with federal, state, and local agencies, and not-for-profit groups play an important role in the acquisition and development of park and recreation facilities. Partnerships can also provide one-time or ongoing maintenance support. The specific partnering process used depends on who is involved. Potential partner include federal agencies like the U.S. Fish and Wildlife Service, especially for land acquisition with habitat protection potential, state agencies like the Department of State Lands, and local organizations. Developing projects by involving partners requires considerable time and energy from both parties. Although partnerships may not yield monetary benefits, there are other important benefits including:

- Efficiencies involving the removal of service duplication or use of complementary assets to deliver services
- Enhanced stability because future service is more probable when multiple parties make a commitment to it
- Ability to pursue projects that the City may not have the resources otherwise
- Identification of opportunities through partner organization



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Listed below are potential federal, state, and local partnerships the City may be able to pursue in order to implement larger parks and recreation projects.

### FEDERAL

The **Bureau of Land Management (BLM)** manages a wide variety of public land uses in Oregon. Public land uses include land for wildlife, recreation, timber harvest, livestock grazing, mineral resource extraction, and others. The BLM offers grants and cooperative agreements for land acquisition related to public and recreational purposes.

For more information, see: <http://www.blm.gov/or/procurement/agreements.php>

The **U.S. Fish and Wildlife Service (USFWS)** provides assistance through the **Partners for Fish and Wildlife Program**. Since 1987, the program promotes conservation and habitat protection by offering technical and financial assistance to land-owners (not state or federally owned) to voluntarily restore wetlands and other fish and wildlife habitats on their land. The Partners Program can assist with projects in all habitat types which conserve or restore native vegetation, hydrology, and soils associated with imperiled ecosystems such as longleaf pine, bottomland hardwoods, tropical forests, native prairies, marshes, rivers and streams, or otherwise provide an important habitat requisite for a rare, declining or protected species. Locally-based field biologists work one-on-one with private landowners and other partners to plan, implement, and monitor their projects. Partners Program field staff help landowners find other sources of funding and help them through the permitting process, as necessary. This level of personal attention and follow-through is a significant strength of the Program that has led to national recognition and wide support.

For more information, see: <http://www.fws.gov/partners/>

The **Conservation Fund** partners with governments, business, and community members to fulfill top notch conservation priorities. They have provided over 200 loans to land trusts to finance projects in more than 30 states. The Conservation Fund specializes supplying the capital and resources needed to protect lands and waters, provide a full suite of resources key to successful conservation today, and support small business and sustainable forestry efforts with economic, environmental and social returns.

For more information, see: <http://www.conservationfund.org/>

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### STATE

**Oregon Department of State Lands (DSL)** grants **easements** for the use of state-owned land managed by the agency. Uses of state-owned land that may be subject to an easement include, but are not limited to:

- Gas, electric and communication lines (including fiber optic cables)
- Water supply pipelines for other than domestic or irrigation purposes, ditches, canal, and flumes
- Sewer, storm and cooling water lines
- Bridges, skylines and logging lines
- Roads and **trails**
- Railroad and light rail track

For more information, see: <http://www.oregon.gov/dsl/LW/Pages/easements.aspx>

**Oregon Department of State Lands (DSL)** also has a **Wetlands Program** where DSL and DLCDC staff work directly with local governments, private consultants and citizens on wetland planning tasks. Local governments must include protection for "significant" wetlands as required by statewide land use planning Goals 5 (Natural Resources), 16 (Estuaries) and 17 (Coastal Shorelands). The Department provides both technical and planning assistance to local governments for wetland inventories and planning. Elements of the program include wetland inventory, identification, delineation, and function assessments as well as wetland mitigation, public information, and education.

For more information, see: <http://www.oregon.gov/dsl/WETLAND/Pages/wetlandplan.aspx>

**Oregon Youth Conservation Corps (OYCC)** provides funding, training and resources to youth serving agencies across Oregon through 4 different programs:

- **Summer Conservation Corps (SCC)** is OYCC's largest state funded program, with the goal of having a local program in each of Oregon's 36 counties. The OYCC provides funding for work youth crews throughout Oregon to complete projects such as trail construction and maintenance, landscaping, planting, wetlands/bank/stream restoration, invasive species (weed) removal, construction, gardening and greenhouse projects. Crews typically consist of five youth and run for six to eight weeks.
- **Oregon State Marine Board** provides funding to OYCC for grants during the summer, which is to be used for projects that enhance motorized public boating related areas. Projects include dock/ramp maintenance and repair, invasive species removal, parking lot maintenance, signage improvement, etc.
- **Community Stewardship Corps (CSC)** is comprised of innovative, community-focused alternative education programs. OYCC partners with alternative education programs statewide. Youth gain valuable education, employment and leadership skills while learning work ethic and environmental knowledge through integrated classroom and field-based learning projects. Crew activities include natural resource projects such

## DRAFT

as: trail construction and maintenance, invasive species and noxious weed removal, riparian and wetlands restoration, construction and cultivation of native plant stock. Students also participate in projects such as GIS and GPS mapping and surveying, water/soil sampling and monitoring. Other community-based activities include volunteering in programs such as SMART (Start Making a Reader Today), Meals on Wheels, providing firewood for the elderly, SOLVE (Stop Oregon Litter and Vandalism), local food banks, community gardens, recycling and renovation projects.

- **Youth River Stewards Program** is a collaborative effort between OYCC and Oregon Parks and Recreation Department. It introduces Community Stewardship Corps students to the needs of Oregon’s rivers with three-day/two-night canoe trips on the Willamette River. The goal of the program is to provide insight and education and to instill a sense of ownership and a lifetime commitment to Oregon’s rivers. Program participants also gain exposure to natural resource career opportunities.

For more information, see: <http://www.oystweb.com/>

### LOCAL

There are a number of public, private, and non-profit organizations that may be willing to fund, volunteer, or partner with the City to provide additional parks and recreation facilities and services. This method may be a great way to build cooperation and communication among public and private partners within St. Helens. A list of potential partners, aside from utility districts, the school district, and the fire department include:

- The Port of St. Helens
- Columbia County, OR
- The Public Health Foundation of Columbia County
- The Greater St. Helens Parks and Recreation District (Eisenschmidt Pool)
- Scappoose Bay Watershed Council
- St. Helens Economic Development Corporation (SHEDCO)
- The South Columbia County Chamber of Commerce
- The St. Helens Garden Club
- The St. Helens Kiwanis Club
- The St. Helens Kiwanis Daybreakers Club
- Columbia County Soil & Water Conservation District
- “Friends of” Groups
- The Benevolent & Protective Order of Elks (St. Helens Elks Lodge)
- The Rotary Club of Columbia County
- The St. Helens Lions Club
- The Oregon Moose Association (St. Helens Moose Lodge)
- Columbia Drainage Vector Control District (Dalton Lake)
- The St. Helens Sports Booster Club
- The St. Helens Road Runners Club
- St. Helens church groups
- Boy Scouts and Girl Scouts
- 4H
- St. Helens Girls Softball

## 7.432 LAND TRUSTS

Land trusts use many tools to help landowners protect their land's natural or historic qualities. Land held in land trusts may provide open space for aesthetic, visual, or recreation purposes. Tools used by land trusts include: conservation easements (which allow land to be protected, while a landowner still maintains ownership), outright land acquisition by gift or will, purchases at reduced costs (bargain sales), and land and/or property exchanges.

The **Trust for Public Land** creates parks and protects land for people, ensuring healthy, livable communities for generations to come. They help communities raise funds for conservation, conduct conservation research and planning, acquire and protect land, and design and renovate parks, gardens, and playgrounds. The Trust for Public Land helps state and local governments design, pass, and implement legislation and ballot measures that create new public funds for parks and land conservation. They've helped pass more than 450 ballot measures—an 81 percent success—creating \$34 billion in voter approved funding for parks and open space. Conservation finance services include:

- Technical assistance: creating legislative and ballot measures that reflect public priorities
- Campaign services: offering a suite of campaign services from planning to get-out-the-vote programs
- Program design and evaluation: providing models and recommendations for conservation programs
- Conservation economics: delivering research on the fiscal and economic benefits of land conservation

*For more information, see: <http://www.tpl.org/>*

The **Wetlands Conservancy (TWC)** is the only organization in Oregon dedicated to promoting community and private partnerships to permanently protect and conserve Oregon's greatest wetlands – our most biologically rich and diverse lands. For more than 30 years, The Wetlands Conservancy has educated and assisted landowners, neighborhood groups, land trusts, and watershed councils on local stewardship.

*For more information, see: <http://oregonwetlands.net/index.php>*

The **Land Trust Alliance** is a national conservation organization that works in three ways to save the places people love. They increase the pace of conservation, enhance the quality of conservation, and ensure the permanence of conservation by creating the laws and resources needed to defend protected land over time. The Land Trust Alliance assists organizations that protect land through donation and purchase by working with landowners interested in donating or selling conservation easements, or by acquiring land outright to maintain as open space. Membership of the alliance is one of the qualifications for assistance from this organization. They are based out of Washington D.C., but have offices regionally across the U.S.

*For more information, see: <http://www.landtrustalliance.org/>*



### 7.433 DONATIONS

Donations of labor, land, or cash by service agencies, private groups or individuals are a popular way to raise small amounts of money for specific projects. Two key motives for donation are philanthropy and tax incentives. These benefits should be emphasized when collaborating with landowners. Most organizations implement capital campaigns focused on specific projects for cash donations. The typical strategy for land donations is to identify target parcels (such as park projects or trail access rights identified in the Plan) and then work directly with landowners.

Soliciting donations, similar to partnering, takes time and effort on the part of City staff, but can be mutually rewarding. Establishing a nonprofit parks foundation to implement a capital campaign and to accept and manage donations may be necessary. If receiving donations becomes a major funding source for the park system, the City will need to work on setting up such a group or recruit volunteers to provide the services. Generally, donations are not stable sources of land or finances and should not be relied upon as a major portion of funding. Pursuing donations through partnerships can provide advantages to all parties involved. For example, working a land transaction through a non-profit organization may provide tax benefits for the donor, provide flexibility to the City, and reap financial benefits for the non-profit.

Donations of labor for the St. Helens parks system often takes the form of “Friends of” Groups. During the Parks Commission Annual Report to Council in June 2014, a stated goal of the Parks Commission for the FY 14-15 was to determine guidelines and expectations for “Friends of” Groups. Often “Friends of” Groups are able to fully adopt and maintain parks, which allow the Parks Department to provide better service with little to no additional cost. Once these guidelines for “Friends of” Groups are established, a campaign led by the Parks Commission to highlight the positive impact “Friends of” Groups have on the parks system is recommended in order to increase volunteerism within these groups.

## **7.5 FUNDING RECOMMENDATIONS**

It is rare when a single funding source alone covers the cost of a capital improvement project. More often, funding sources are used in combination to cover the cost of new development. Below is a summarized list of funding strategies for park and trail capital project implementation. Following these recommendations will also improve the long-term sustainability of the Parks Department budget for operations and maintenance.

1. Link projects listed in the Chapter 8: Capital Improvement Plan to the various funding strategies in this Chapter.
2. Consider expanding the park SDCs beyond residential development. SDCs play a very important role in leveraging capital improvement funds for state and federal grants, and greater leveraging capability means greater grant opportunities.
3. Analyze potential outcomes implementing a local taxing strategy (bond, levy, utility fee, expansion of park SDCs to include commercial, expansion of user fees, or combination of strategies) for the needed park capital improvements identified in Chapter 6.
4. Pursue federal, state, and private grant programs, some of which will require a certain percentage of matching funds. Set aside funds from other sources for necessary grant matches.
5. Separate park operations costs from public works operation costs, so that the street, water and sewer funds will remain a sustainable source of capital for their own needed improvements.
6. Park user fees generally increase as the quality and number of amenities increase. Despite the fact that user fees represent a small amount of total revenue for the St. Helens Parks Department, reviewing the established user fees regularly to confirm they are competitive with similar communities is very important in ensuring that the Parks Department is recouping as much of the maintenance and operations cost as other communities are.
7. Build partnerships with any of the local public, private, and non-profit organizations who may be willing to help fund or volunteer labor to provide additional parks and recreation facilities and services.
8. The Parks Commission should work with City Council to establish guidelines for “Friends of” Groups. Then, lead a promotional campaign (through Facebook, the St. Helens Gazette, etc.) to support and highlight the positive impact “Friends of” Groups have on the park system and encourage volunteerism in these groups.

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## CHAPTER 8: CAPITAL IMPROVEMENT PLAN

### 8.1 INTRODUCTION

### 8.2 PARK PROJECTS

### 8.3 TRAIL PROJECTS

**DRAFT**

## 8.1 INTRODUCTION

This Capital Improvement Plan (CIP) is a component of the St. Helens Parks and Trails Master Plan intended to be used as an internal planning tool for the City to prioritize future development of the parks and trails system. These cost estimates should be regarded as planning level and preliminary in nature. Variations from actual project costs will result from additional factors such as permitting, topographical conditions, environmental impacts. As projects move forward in the project development process, emerging details will support the refinement of these costs. Not all of the identified park needs and proposed trail projects are included in the CIP. For a complete list of identified park needs, see Chapter 5.41.

Each project in the CIP aligns with the community outreach and input provided by staff throughout the master planning process. Specifically, for each park and trail project, the CIP includes: a short description of each project, an estimated cost based on 2015 dollars, a recommended source of funds, and a timeline based on the project's priority level. The CIP reflects input from the following sources:

1. Inventory and assessment of existing park facilities and their condition in Chapters 3 and 5
2. Recommendations from St. Helens staff
3. Community outreach (forum, survey, interviews) as documented in Chapter 5
4. Input-gathering sessions with the Parks, Bicycle & Pedestrian, and Planning Commission as documented in Chapter 5
5. Level of service levels in Chapter 4
6. Statewide Comprehensive Outdoor Recreation Plan (SCORP 2013-2017) County-level surveys

## 8.2 PARK CAPITAL PROJECTS

Each project on the following page contains a short description, an estimated planning-level cost, a recommended source of funds, and a priority level. Three prioritization levels were created to guide the development of the parks system. For more information about how parks are currently funded and for more detail about the recommended source of funds, see Chapter 7: Funding Strategies. A summary of all CIP park projects follows the table on the following page.

- Priority I:** These are minor projects that will improve the safety and use of existing parks. These projects will also provide additional amenities to existing parks. Priority I projects should be completed within 1-5 years.
- Priority II:** These are projects that will improve use and access of existing parks. Priority II projects should be completed in 5 - 10 years.
- Priority III:** These are projects that will include upgrades to existing parks, but are not of immediate concern. Priority III projects should be completed within 10-15 years or as funding becomes available.



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PARKS CAPITAL IMPROVEMENT PLAN		
Project	Cost	Priority Level
<b>6<sup>th</sup> Street Park</b>		
Restrooms (4 stalls) with drinking fountain	\$55,000	II
Re-level baseball fields x 2	\$24,000	III
Replace dugouts x 4 (lay concrete, fencing, benches, roofs)	\$53,000	I
Upgrade restroom amenities/fixtures (installation by staff)	\$20,000	I
Covered picnic shelter (with utilities)	\$50,000	II
Rehabilitate tennis courts x 4 - Flex Court/Sport Court estimate	\$100,000	I
Upgrade picnic shelters with utilities	\$10,000	I
Create a fenced pet off-leash area (fencing, sign, trash can, waste bags)	\$11,000	III
<b>Civic Pride Park</b>		
Full-size splash garden	200,000	III
Restrooms (2 stalls)	\$25,000	III
Sprinkler system materials (includes parts and installation)	\$3,500	III
Playground equipment (with ADA accessible features)	\$30,000	III
<b>Columbia View Park</b>		
Band shell installation	\$1,000,000	III
Covered picnic shelter installation with outdoor kitchen, grill area, sink	\$75,000	II
<b>Columbia Botanical Gardens</b>		
Informational kiosk at entrance with brochures	\$1,500	III
Interpretive garden signage	\$5,000	III
<b>Godfrey Park</b>		
Natural playground installation using existing park materials	\$8,000	I

## DRAFT

Sprinkler system materials (includes parts and installation)	\$5,000	III
Restrooms (2 stalls) with drinking fountain	\$30,000	III
<b>Grey Cliffs Park</b>		
Fishing pier (handicap accessible)	\$75,000	III
Non-motorized boat launch signage at river access area	\$300	I
Covered picnic shelter (with utilities on 2 <sup>nd</sup> level)	\$50,000	III
Sprinkler system materials (includes parts and installation)	\$1,500	I
<b>Heinie Heumann Park</b>		
Covered picnic shelter	\$50,000	II
Playground equipment (with ADA accessible features)	\$30,000	II
Handicap accessible picnic table	\$1,200	II
340' long, 6' wide sidewalk from Senior Center to picnic shelter (\$6/sqft)	\$12,240	III
<b>McCormick Park</b>		
Multi-use basketball court (basketball, tennis, hockey, etc.) - Flex Court installation (cover not included)	\$35,000	I
Covered picnic shelters with utilities x3 (by the dog park, by the pavilion, and by the playground)	\$150,000	II
Expansion of war memorial to include recent conflicts	\$28,000	II
Regional destination signage installation near Veteran's Memorial	\$500	III
Repair and update skate park (Concrete work with smaller steps, repair cracks, add new rail features and a drinking fountain)	\$20,100	III
Rehabilitate baseball infields x2	\$20,000	II
New landscaped flowerbeds and park sign on Old Portland Rd and 18th	\$500	I
Security system with cameras for the Parks Shop (4 camera wireless system)	\$5,000	I
<b>Nob Hill Nature Park</b>		
Covered kiosk with brochure slots	\$1,750	I
Benches x2	\$1,500	II

## DRAFT

<b>Sand Island Marine Park</b>		
Sand Island Improvement Feasibility Study (Report would study bringing utilities to the island, the cost of a caretaker, and the capability to recapture revenue with camp and day use fees)	\$40,000	I
Designate campsites with fire rings (fire rings -\$175 each x 35 sites + \$3,000 for landscaping)	\$9,125	II
Dock rehabilitation	\$50,000	I
<b>Walnut Tree Park</b>		
Concrete pad for secure picnic table (\$6/sqft, 24 sqft pad)	\$150	II
<b>Park Projects Total</b>	<b>\$2,288,865</b>	
<b>Millard Rd. Property</b>		
Park Master Plan	\$20,000	II
Restrooms (4 stall)	\$50,000	III
Playground equipment (with ADA accessible features)	\$50,000	III
Covered picnic shelter	\$50,000	III
Multi-use sport court (basketball, tennis, hockey, etc.) (Flex Court installation)	\$40,000	III
<b>Other Projects Total</b>	<b>\$200,000</b>	
<b>All Park Projects Total</b>	<b>\$2,488,865</b>	

## DRAFT

SUMMARY OF CAPITAL IMPROVEMENTS BY PARK		
Park	Cost	# of Projects
6 <sup>th</sup> Street Park	\$132,000	3
Campbell Park	\$192,000	5
Civic Pride Park	\$258,500	4
Columbia View Park	\$1,075,000	2
Columbia Botanical Gardens	\$6,500	2
Godfrey Park	\$43,000	3
Grey Cliffs Park	\$126,800	4
Heine Heumann Park	\$93,440	4
McCormick Park	\$259,100	8
Nob Hill Nature Park	\$3,250	2
Sand Island Marine Park	\$99,125	3
Walnut Tree Park	\$150	1
Millard Rd. Property	\$200,000	5
<b>Total</b>	<b>\$2,488,865</b>	<b>46</b>



## 8.2 TRAIL CAPITAL PROJECTS

Five (5) out of eighteen (18) trail projects were selected as high priority projects (see Chapter 6.34 for a complete list of trail proposals). These five trail projects align with community development goals, staff recommendations, and local and regional recreation research and surveys. For each project, there is a description, an estimated cost for each item of work, and an estimated total cost based on the trail surface construction costs below. Cost considerations that may significantly increase the total project cost include: crossing a wetland or riparian area, crossing a major arterial, development triggers mitigation, development requires retaining walls or bridges, or the project requires extensive permitting and public approval. Each trail project estimate also includes 15% of the total cost for design & construction management and 20% for contingency. A summary of the trail projects cost estimates can be seen below.

Estimated Trail Construction Costs (2015)		
Trail	Per foot*	Per mile*
12' wide - compacted gravel	\$88	\$464,640
6' wide - compacted gravel	\$44	\$232,320
12' wide - asphalt	\$75	\$396,000
8' wide - asphalt	\$50	\$264,000
6' wide - asphalt	\$37.50	\$198,000
12' wide - concrete	\$100	\$528,000
8' wide - concrete	\$67	\$353,760
6' wide - concrete	\$50	\$264,000
8' wide - woodchip	\$16	\$84,480
6' wide - bare, natural hiking trail	\$10	\$50,280
12' wide wood-deck boardwalk	\$440	\$2,323,000
On-street bike lane restriping	\$1.75	\$9,240

\*Costs include grading, base rock, and drainage

Design & Construction Management	15% of trail cost
Contingency	20% of trail cost

### Trail Project Cost Summary

Project	Cost
St. Helens Riverfront Trail	\$1,145,942
5 <sup>th</sup> St. Hiking Trail	\$199,800
4 <sup>th</sup> St. Gardens Trail	\$289,697*
Dalton Lake Trail Improvements	\$198,180*
West Columbia Blvd Extension	\$118,125
<b>Trail Projects Total</b>	<b>\$1,463,867</b>

\*Does not include cost of acquiring public access to private trails



A complete list and map of all proposed trails routes can be seen in Chapter 6.34.

# DRAFT

St. Helens Riverfront Trail				
Item of Work	Quantity	Unit Cost	Cost	Comment
Boardwalk, 12' wide	1,116 ft.	\$440/ft.	\$491,040	From Columbia View Park to the slight curve in Veneer property
Railing	1,116 ft.	\$50/ft.	\$55,800	Length of boardwalk
Bank Stabilization	1,116 ft.	N/A	\$150,000	Actual bank stabilization cost may be much higher
Asphalt Trail Surface, 12' wide	1,934 ft.	\$75/ft.	\$145,050	Begins at end of boardwalk to Nob Hill Nature Park trails
Signs, each	6	\$300	\$1,800	
Benches, each	6	\$750	\$4,500	
Striping	375'	\$1.75	\$656	S. 6 <sup>th</sup> St. striping to Nob Hill park trails
Preliminary Cost	\$848,846			
Design & Construction Mgmt. (15% of Preliminary Cost)	\$127,327			
Contingency (20% of Preliminary Cost)	\$169,769			
<b>Project Total</b>	<b>\$1,145,942</b>			

The St. Helens Riverfront Trail is classified as a regional trail that begins at Columbia View Park and extends through the vacant industrial Veneer property along the riverfront, eventually connecting with the Nob Hill Nature Park trails. With the joint development of the 5<sup>th</sup> Street Hiking Trail, these two routes connect two popular parks and provide an entirely off-street loop through the riverfront.

The total trail is just under 0.6 miles, around 3,050 feet. Just under half of the trail is proposed as a boardwalk constructed at the water's edge, with the remainder a 12' wide asphalt trail leading to Nob Hill Nature Park. The St. Helens Riverfront Trail has potential to improve not only *local* access to the waterfront, but to improve *regional* access, welcoming surrounding communities to connect with the St. Helens waterfront.



Top: Olympia, WA Percival  
Landing Boardwalk  
Bottom: Oregon City McLoughlin  
Promenade



## DRAFT

5 <sup>th</sup> Street Hiking Trail				
Item of Work	Quantity	Unit Cost	Cost	Comment
Bare Natural Hiking Trail, 6' wide	2,600 ft.	\$10/ft.	\$26,000	Width may vary throughout trail with topography constraints
Elevated Boardwalk, 6' wide	250 ft.	\$440/ft.	\$110,000	For areas with unavoidable wetlands/floodplain and/or rises in elevation along route
Clearing and Grubbing	1	\$10,000	\$10,000	
Striping and Signage	1	2,000	\$2,000	Signage and crosswalk across Old Portland Rd.
Preliminary Cost	\$148,000			
Design and Construction Management (15% of Preliminary Cost)	\$22,200			
Contingency (20% of Preliminary Cost)	\$29,600			
<b>Project Total</b>	<b>\$199,800</b>			

The 5<sup>th</sup> Street trail is one of the few routes located entirely within an already existing, undeveloped right-of-way. It begins at Columbia Blvd. where 5<sup>th</sup> Street dead-ends and travels through dense trees and shrubs through a canyon that acts as a corridor for much of the local wildlife. The soft surface trail emerges from the canyon to cross Old Portland Road and follows the staircase up to arrive at a developed local residential street. The route continues beyond the local street, still following the right-of-way, ultimately entering Nob Hill Nature Park.

The entire route is about ¾ of a mile and is classified as a hiking trail because of its topography and subsequent width constraints. This hiking trail would provide St. Helens residents a calming, off-street pedestrian experience that allows a quick escape from urban city life, all within city limits.



Right: Existing conditions along 5<sup>th</sup> Street ROW  
Left: Portland Maricara Natural Area Trail





## DRAFT

### 4<sup>th</sup> Street Gardens Trail

Item of Work	Quantity	Unit Cost	Cost	Comment
<b>Concrete, 8' wide</b>	1,770 ft.	\$67/ft.	\$118,590	Utilizes new existing sidewalks at First Lutheran Church
<b>Landscape Buffer Strip, 2' wide</b>	1,770 ft.	\$20/ft.	\$35,400	
<b>Railing/Fencing</b> (optional)	1,770 ft.	\$30/ft.	\$53,100	
<b>Striping and Signage</b>	3	\$2,500	\$7,500	Striping and signage for 3 crosswalks and numerous driveways
Preliminary Cost	\$214,590			
Design and Construction Management (15% of Preliminary Cost)	\$32,189			
Contingency (20% of Preliminary Cost)	\$42,918			
<b>Project Total</b>	<b>\$289,697*</b>			

\*Cost does not include access rights to the Botanical Gardens trails

This proposal is for an 8' wide concrete off-street trail alongside 4<sup>th</sup> Street, which begins at Columbia Blvd. and offers an off-street route into the Columbia Botanical Gardens trail system. This route capitalizes on the extra wide right-of-way that 4<sup>th</sup> Street provides. This route is separated from the roadway by a landscaped buffer and possibly a low fence, similar to the one that exists on N. 16<sup>th</sup> St. near St. Helens Middle School (See top right).

Currently, 4<sup>th</sup> Street has fragmented sidewalks. This off-street trail would replace the need to upgrade the street with sidewalks and bike lanes on both sides because it would provide a route separated from the road network for bikes and pedestrians to safely travel from Columbia Blvd. to the Columbia Botanical Gardens. In addition, this route would extend the 5<sup>th</sup> Street trail proposal which also begins at Columbia Blvd., 1 block west. Together, these two routes would provide north to south off-street safe passage from the Columbia Botanical Gardens all the way to Nob Hill Nature Park for both cyclists and pedestrians.



Off-street trail example separated by a low fence at N. 16<sup>th</sup> St. near St. Helens Middle School



Example of a landscaped buffer strip between roadway and sidewalk



## DRAFT

Dalton Lake Trail Improvements				
Item of Work	Quantity	Unit Cost	Cost	Comment
Compacted gravel, 6' wide	800 ft.	\$44/ft.	\$35,200	Trail surface to match existing
Elevated Trail/Boardwalk	180 ft.	\$440/ft.	\$79,200	Short boardwalk to cross lake
Survey and Feasibility Study	1	\$20,000	\$20,000	Survey topography to see if trail is feasible along the lake's edge
Permitting	1	\$10,000	\$10,000	Various state agency permitting
Signs, each	8	\$300	\$2,400	
Preliminary Cost	\$146,800			
Design and Construction Management (15% of Preliminary Cost)	\$22,020			
Contingency (20% of Preliminary Cost)	\$29,360			
<b>Project Total</b>	<b>\$198,180*</b>			

\*Does not include cost for acquiring access to private trails

Recommendations for Dalton Lake trail improvements include acquiring public access through Madrona Ct. and the trail network on the east side of the lake (See Chapter 6.34). Although, the CIP does not estimate a cost to acquire access in these two locations, acquiring public access will be essential for the following Dalton Lake trail improvements to be utilized.

The Dalton Lake trail improvements focus on completing the trail loop around Dalton Lake. This requires the construction of a small boardwalk to cross at the most narrow point on the lake. Then, the construction of a narrow hiking trail to connect to the existing trail network would complete the loop. Signage would be installed at the entrance of Dalton Lake and throughout the trail loop. Due to the topographical challenges in the project area, a feasibility study and a permitting line item is included in the cost of the project.



Top: Dalton Lake, near the potential boardwalk crossing location  
Bottom: Boardwalk in the South Slough National Estuarine Research Reserve in Charleston, OR



# DRAFT

## West Columbia Blvd. Extension

Item of Work	Quantity	Unit Cost	Cost	Comment
<b>Asphalt Bike Path, 8' wide</b>	300 ft.	\$50/ft.	\$15,000	Bike path to River St. on existing right-of-way. Sloped area will require extra care grading
<b>Overlook Feature</b>	1	\$10,000	\$10,000	1,000 sq. ft. of wooden decking, 40 ft. of railing, 2 benches
<b>Staircase</b>	1	\$50,000	\$50,000	Staircase to River St. from overlook feature
<b>Striping and Signage</b>	3	\$2,500	\$7,500	Striping and signage for 3 crosswalks: Columbia Blvd, 1 <sup>st</sup> St., and River St. from staircase to sidewalk
<b>Raised Crosswalk</b>	1	\$5,000	\$5,000	Raised crosswalk and 2 sidewalk extensions at end of Columbia Blvd.
Preliminary Cost	\$87,500			
Design & Construction Management (15% of Preliminary Cost)	\$13,125			
Contingency (20% of Preliminary Cost)	\$17,500			
<b>Project Total</b>	<b>\$118,125</b>			

This proposal is for the intersection of 1<sup>st</sup> Street and Columbia Blvd. At this intersection, the Corridor Master Plan (Jan. 2015 adoption) recommends: (1) a stairway from the end of Columbia Blvd. to River St. below, (2) a raised crossing area between the two sidewalk extensions at the end of Columbia Blvd., (3) a pedestrian overlook feature, and (4) a bicycle connection to River St. using existing right of way north and east of the intersection. This estimation does not include a cost for the pedestrian bulb-out feature, landscaping, or the bike sharrows seen in the bottom right picture.

These Columbia Blvd. bicycle and pedestrian improvements would improve an existing but unsafe pedestrian path, and combine well with the 5<sup>th</sup> Street Hiking Trail project and the St. Helens Riverfront Trail proposal to create an off-street loop through the St. Helens riverfront.



Top: Concept view of overlook feature integrated with pedestrian walkways, on-street parking, planting areas and a vehicular turn around  
Source: Corridor Master Plan (2015)

Bottom: Potential enhancements to 1st St./Columbia Blvd. intersection and the overlook area east of the intersection. A bike access trail utilizing existing right-of-way can be seen in the lower right corner





## CITY OF ST. HELENS PLANNING DEPARTMENT

# MEMORANDUM

**TO:** City Council **DRAFT for PC review**  
**FROM:** Jacob A. Graichen, AICP, City Planner  
**RE:** Planning Commission Annual Report  
**DATE:** May 1, 2015 **DRAFT for PC review**

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This report covers Planning Commission activities from June 2014 through May 2015.

Number of meetings: 10

Number of public hearings (a continued hearing is counted separately): 10

Acceptance Agenda Items: 5

For administrative land use actions that are more significant (e.g., Site Design Review) the Commission motions to formally accept the decisions or otherwise. This is a check and balance of sorts.

Planning Director Decisions: 51

For lesser administrative land use actions (e.g., Home Occupations, Sign Permits, Temporary Use Permits), the items from the last month are included on the agenda to facilitate discussion and query usually for clarification purposes or to address concerns.

Discussion Items/Workshops: 21

**Items included (in no particular order):** parks/trails master plan; corridor master plan; merging the Planning Commission and Historic Landmarks Commission; Planning Commission vacancies/interviews; temporary parklets; system development charges; marijuana and land use; CLG grant; residential lot coverage; chair/vice chair selection; street vacation recommendations to the City Council; support of SB 565 Historic Rehabilitation fund; right-of-way recommendations to the City Council; year-end summary (calendar year); annual report to the Council.

County Referral: 1

The Commission has the opportunity to comment on certain land use actions outside city limits, but inside the St. Helens Urban Growth Boundary.

Architectural review: 1

Certain proposals within the Riverfront District require architectural review.

**Projects in process:** The City's third Historic Preservation Rehabilitation Grant (funded by CLG funds) is just starting.

**Future projects/plans:** The Commission is largely reactionary in that it reviews things as they come. Continuing to amend the code is likely. There may also be historic preservation matters that arise too.

**What can the Council do to support the Commission?** The Commission has not discussed anything in particular.



# **CITY OF ST. HELENS PLANNING DEPARTMENT ACTIVITY REPORT**



**To:** City Council  
**From:** Jacob A. Graichen, AICP, City Planner

**Date:** 04.28.2015

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

## **PLANNING ADMINISTRATION**

Gazette article provided to the Communications Officer for the Spring edition to inform people of upcoming Development Code amendments.

The disc golf course related wetland issues from last year have been resolved. See **attached letter** from the Army Corps of Engineers dated April 1, 2015.

I attended the oral arguments for the S. St. Helens LLC v. City of St. Helens Sensitive Lands Permit case before the Oregon Court of Appeals on April 14, 2015 in the Oregon Supreme Court room. Originally denied by staff and the Planning Commission, and that denial upheld by LUBA, the applicant appealed to the Court of Appeals. It could be several months before a decision is rendered. That decision could potentially be appealed to the Oregon Supreme Court.

## **DEVELOPMENT CODE ENFORCEMENT**

The Public Works Co-Directors (Sue and Neal), the city prosecuting attorney, and I visited with the attorney for the landowner of 34666 Snow Street about the unauthorized driveway at that property. This has been an ongoing issue for years. At this point, it seems like the City and property owner can reach a civil compromise. Staff will work with the property owner's attorney and our legal counsel to develop the civil compromise document, which we hope will result in finality of this ongoing issue (since at least 2007).

## **PLANNING COMMISSION (& *acting* HISTORIC LANDMARKS COMMISSION)**

April 14, 2015 meeting (outcome): The Commission lacked a quorum; no official decisions could be made. The three commissioners on attendance discussed the draft Parks and Trails Master Plan with the Assistant Planner.

May 12, 2015 meeting (upcoming): Three public hearings are anticipated: one for a Conditional Use Permit at 1771 Columbia Boulevard, the second for city proposed amendments to the Development Code, and the third for the Parks and Trails Master Plan adoption.

## **HISTORIC PRESERVATION**

We received official notice from the State Historic Preservation Office (SHPO) about the 2015-2016 CLG grant. This means we can begin our next Historic Preservation Rehabilitation Grant, which will be the City's third such program.



## **GEOGRAPHIC INFORMATION SYSTEMS (GIS)**

Software updates purchased for the Planning and Engineering Departments.

## **MAIN STREET PROGRAM**

I attended the SHEDCO Board of Directors meeting on March 26, 2015 at the Kozy Korner Diner.

I prepared and submitted a pre-application to the University of Oregon's RARE program, which is the program proposed to be used for the FY 2015-2016 Main Street Program Coordinator position. This is subject to FY 15-16 budget approval, but the pre-application was due by April 17<sup>th</sup>.

## **STREET VACATION INFORMATION – AS REQUESTED BY THE COUNCIL**

At a recent Council workshop, I queried the Council about street vacation requests (per ORS 271) and the inclusion of Planning Commission review for recommendation. The Council directed staff to evaluate street vacation requests and if staff felt there would be controversy, that staff should discuss the matter with the council before any public hearing to determine if the Council would like a Commission recommendation before any public hearing.

As subsequently desired by the Council, I attained a legal opinion about using the Commission on an as-needed basis. The Council has the ability to say what it wants a recommendation on and what can proceed straight to the Council, provided the basis is rational and not discriminatory. In short, using the Commission for recommendations on an as-needed basis is ok.

**ASSISTANT PLANNER**—*In addition to routine tasks, the Assistant Planner has been working on:*

A Gazette article regarding the City's CLG grant, and (see attached).



DEPARTMENT OF THE ARMY  
PORTLAND DISTRICT, CORPS OF ENGINEERS  
PO BOX 2946  
PORTLAND OR 97208-2946

April 1, 2015

RECEIVED

APR - 6 2015

CITY OF ST. HELENS

Operations Division  
Regulatory Branch  
Corps No.: NWP-2014-229

Mr. Jared Fischer  
9020 SW Washington Sq Road, Suite 505  
Portland, Oregon 97223

Mr. Jacob Graichen  
City of St. Helens, Land Use Planning  
PO Box 278  
St. Helens, Oregon 97051

Ms. Cynthia Zematis  
Columbia County Courthouse  
230 Strand Street  
St. Helens, Oregon 97051

Ladies and Gentlemen:

Reference is made to the U.S. Army Corps of Engineers (Corps) letter, dated June 16, 2014, attached (Enclosure 1), that informed you of two unauthorized wetland fill activities. This unauthorized activity occurred within wetlands at McCormick Park, Section 4, Township 4 North, Range 1 West, City of St. Helens, Columbia County, Oregon.

The unauthorized activity included the placement of woodchip fill within palustrine wetlands near Holes No 6 and 17 within the McCormick Park Disc Golf Course. It also included the placement of a log bridge within wetlands near Hole No 6. The Corps conducted a site visit on March 23, 2015. Upon completion of the site visit, the Corps has determined the voluntary restoration was complete and the unauthorized wetland fill has been removed. No further restoration of the site is required, and our enforcement case will be closed.

If you have any questions regarding this matter then please contact  
Mr. Richard Chong at the letterhead address, by telephone (503) 808-4384 or  
E-mail: Richard.Chong@usace.army.mil.

Sincerely,

A handwritten signature in cursive script, appearing to read "William D. Albedin".

for Shawn H. Zinszer  
Chief, Regulatory Branch

Copy Furnished:

Oregon Department of State Lands (Cary)  
Oregon Department of Environmental Quality (Simpson)

## Jacob Graichen

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**From:** Jennifer Dimsho  
**Sent:** Thursday, April 23, 2015 1:04 PM  
**To:** Jacob Graichen  
**Subject:** April Planning Department Report

Jacob,

Here are my additions for the April Planning Department Report.

1. Met with CC Rider representative (4/28) regarding potential joint application for the 2018-21 Statewide Transportation Improvement Plan (STIP) proposal
2. Attended a Tobacco Free Policy workgroup with the Public Health Foundation of Columbia County to discuss draft ordinance language
3. Finalized and submitted the Justice & Mental Health Collaboration Grant Program (JMHCP) application package for the Columbia County Crisis Intervention Team (CIT) Program, which included a 14-page program narrative, detailed budget, program timeline, and 14 letters of support
4. Finalized the Parks and Trails Master Plan adoption staff report. Gathered input about the Draft Capital Improvement Plan from the Planning Commission (4/14) and Parks Commission (4/20)
5. Met with Maul Foster & Alongi to discuss IPG Meeting #2 Agenda (5/11) and the updated Waterfront Market Overview prepared by EcoNW. Prepared materials for invitation to Advisory Committee
6. Helped prepare federal documents and the finalized scope of work/timeline for the EPA Area-Wide Planning (AWP) Grant
7. Created the City's Waterfront Redevelopment Project landing page
8. Helped prepare for the SHEDCO/SOLVE Spring Cleanup on 4/18. Helped set up, take down, and organize volunteers day of the event
9. Updated materials and website for the FY15-16 Certified Local Government (CLG) Historic Preservation Grant Program and sent out grant program solicitation letters to eligible property owners
10. Prepared materials and presentation to be a guest speaker for the Columbia County Democrats. Topic of discussion was the Draft Parks and Trails Master Plan
11. Prepared cover sheet and submitted the Wetland Delineation Report to DSL for the McCormick Park Bridge Project

**Jennifer Dimsho**  
Assistant Planner  
City of St. Helens  
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