

# **City of St. Helens**

## **Planning Commission**

### **June 13, 2017**

### **Agenda**

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1. **7:00 p.m. Call to Order and Flag Salute**
2. **Consent Agenda**
  - a. Planning Commission Minutes dated May 9, 2017
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. - Variance at 475 S. 2<sup>nd</sup> Street - Teresa & Sean Dillon
  - b. 7:30 p.m. - Conditional Use Permit at N. Vernonia Road - Brad Weigandt
  - c. 8:00 p.m. - Conditional Use Permit and Sensitive Lands Permit at 104 and 114 River Street - Lower Columbia Engineering LLC
5. **Approval of Urban Renewal Plan & Report**
6. **Acceptance Agenda: Planning Administrator Site Design Review:**
  - a. Site Design Review (Minor) at 373 S. Columbia River Hwy - Skinny's Texaco
7. **Planning Director Decisions:** (previously e-mailed to the Commission)
  - a. Accessory Structure at 59463 Truman Lane - New storage shed
  - b. Sign Permit (Banner) at 2100 Block of Columbia Blvd. - St. Helens Youth Football Registration Sign-ups
8. **Planning Department Activity Reports**
  - a. May 30, 2017
9. **For Your Information Items**
10. **Next Regular Meeting: July 11, 2017**

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### **Adjournment**

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**City of St. Helens**  
**Planning Commission Meeting**  
**May 9, 2017**  
**Minutes**

**Members Present:**

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

**Members Absent:**

Ginny Carlson, City Council Liaison  
Greg Cohen, Commissioner

**Staff Present:**

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

**Others Present:**

Wayne Weigandt  
James Kessi  
Todd Mobley  
Jeff Pricher  
Bob Johnston  
Gabriel Woodruff  
John Chambers  
Richard & Annie Buell  
Kolton DeFord

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

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**Consent Agenda**

**Approval of Minutes**

Commissioner Semling moved to approve the minutes of the April 11, 2017 Planning Commission meeting. 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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**Public Hearing**  
**Wayne Weigandt**  
**Subdivision / SUB.2.17**  
**35090 Pittsburg Road**

It is now 7:03 p.m. and Chair Petersen opened the public hearing. There were no ex-parte contacts, conflicts of interest or bias in this matter.

City Planner Jacob Graichen entered the following items into the record:

- Staff report packet dated May 2, 2017 with attachments

Graichen introduced the Commission to the subdivision proposal, as presented in the staff report. He said this proposal is related to the zone change that was approved by City Council a few months back.

Graichen noted several things that were not included in the packet. There is a revised conditions list, a letter from Lancaster Engineering regarding street stubs, an email with revised Fire District conditions, and a handout from the Building Official regarding Oregon Administrative Rules related to Fire District requirements. Graichen also noted a revision in the staff report regarding the entity responsible for requiring fire suppression as part of building construction. This authority is actually a partnership between the Building Official and the Fire Marshal.

Graichen said the applicant is requesting for the subdivision to be phased, which allows the approval to last longer. With this phased approach, after preliminary plat approval, most public improvements must be installed within six years. Graichen went through the revised conditions with the Commission, as included in the record. Graichen said they received comments from the Columbia County sanitarian regarding the septic systems along Hillcrest Road. These comments have been incorporated into the conditions of approval.

Regarding street stubs, Graichen said there is redevelopment potential along Hillcrest Road. A street stub in that location would be a loss of probably only one lot, but greater connectivity would be gained. On the east side, there is a long, narrow lot that may have a difficult time with access if they can only utilize Pittsburg Road and Helens Way. A street stub might help with this and could extend further west. Graichen said a requirement to provide pedestrian access to Pittsburg Road along the utility easement has been included as a condition.

Graichen said a Traffic Impact Analysis was conducted for the zone change hearing before City Council. It identified a problem and required solution at the intersection of Vernonia Road and Columbia Boulevard. The solution has been included as a condition. Graichen said that Lancaster Engineering is present and can answer any questions about this.

Graichen described the nonconforming situation on lot 29 which is the reason for condition 2(g). He said the Commission needs to decide whether to require a setback variance, demolition of the existing home, or accept the nonconformity.

Regarding tree preservation, Graichen said a better solution was found than what was written in the staff report. Graichen said the applicant indicated that most trees, if not all, will be removed because of required grading work. This means the applicant must use a two-to-one ratio for replacement. There are a certain number of assumed street trees required along Pittsburg Road, Vernonia Road, and the new local streets. In addition to these, Graichen said the applicant could be required to plant one additional tree per lot, which will meet the required ratio. This has been included in the revised conditions.

Graichen said the code requires a ten-foot landscape buffer in the rear yards where through lots are proposed along arterial streets (in this case Pittsburg Road). Through lots are lots with streets on two sides. He said lots 30-32 are proposed as through lots abutting Pittsburg Road. Technically, lots 34 and 35 abut Pittsburg Road too, but a buffer would not be required by code because Pittsburg Road is adjacent to their side yards. Given these circumstances, Graichen said the Commission needs to decide if they want to include landscaping buffering for all or none of these lots.

## **IN FAVOR**

**Kessi, James. Applicant's Representative.** Kessi is with Kessi Engineering & Consulting and is representing the property owner as the project planner and engineer. Kessi thanked staff for a detailed staff report. He wants to focus on the main concerns the Commission had. Kessi said it is fairly common to do a phased approach with subdivisions. Phasing allows flexibility in the case of a future recession. He said many lots may be built sooner than the six years allowed.

Kessi said a paved pedestrian access to Pittsburg Road within the 20-foot easement is acceptable to the applicant. Chair Petersen asked if they were opposed to emergency response access through this easement. Kessi said no. He said they could install removable bollards to prevent vehicular access, but allow for emergency access. Vice Chair Cary asked if pedestrians would be competing with the residences who would use the easement for access. Kessi said he has seen accesses like this in other locations, and it does not seem to be an issue since traffic is only going to four residences. Kessi asked if condition 2(d) could be removed because it seems to be covered by previous conditions.

Regarding the nonconforming lot 29, Kessi said they tried to draw the plat to best accommodate the existing house. He said they would appreciate the ability to permit the house as a nonconforming situation as shown. Kessi said they could mess with the dimensions to skew the front and side yards to try to fit into the setbacks, but he does not feel anything would be gained by doing so. Kessi said if they would have known it was going to be an issue, they could have formally applied for a variance. He noted that the re-zoning concept was approved by City Council with an affordable housing lens. Kessi said when lot sizes are reduced and density increased, it lowers the cost of the housing, which increases housing opportunities for local residents. Kessi said they would be open to planting trees along the frontage to make up for the reduced front setback if needed.

Commissioner Lawrence asked if school buses would be traveling through the subdivision. Kessi said it is up to the school district where their routes are. Kessi described the street widths and where on-street parking would be allowed. He said Portland has much skinnier street standards than St. Helens. Commissioner Semling asked if sidewalks would be throughout the subdivision. Kessi said yes, there will be sidewalks throughout the entire subdivision along all local streets. They will connect into Camden and Catarin Streets.

Regarding condition six, Kessi would like that "buildings that are accessed by private streets greater than 150 feet long" be added or that the "case by case basis" language be added back. He said that this is more consistent with the code. Kessi said he understands that the Fire District is representing their interest, but Kessi said they have already designed the subdivision to meet the standards of the code. A blanket requirement for fire sprinklers will reduce the affordability of the homes. When fire sprinklers are required, \$1.50 per square foot is added to the cost of the home. Kessi said it does not seem like there is a demonstrated need for fire sprinklers on the lots accessed by shared private driveways.

Kessi said the applicant approves of the street tree provisions. He thinks the ten-foot planting buffer for the through lots along Pittsburg Road is okay, but feels the buffer will occur naturally. Most people will want to



put in a six-foot fence to protect their yards from the arterial street.

**Mobley, Todd. Applicant's Traffic Engineer.** Mobley prepared the Traffic Impact Analysis for the zone change and provided a memo regarding the street stub issue that was brought up in the staff report. Mobley said the access to the east to Hillcrest Road is adequate to serve the existing homes. The street is deteriorating and is not constructed to serve additional traffic. Since Vernonia Road is a collector street, Mobley said that even if the Hillcrest Road were in a better condition, the spacing between Pittsburg Road and Hillcrest Road does not meet the City's access standards. Regarding access to the west, Helens Way is already close to meeting its maximum capacity as a local street. Mobley said installing a stub to the west may overload Helens Way even more. Instead, Mobley would encourage access connections west as those vacant lots develop. Chair Petersen asked what the alternatives are. Mobley said that encouraging traffic to Oakridge Street and to Pittsburg Road would be more desirable. Vice Chair Cary asked if another access is allowed along Pittsburg Road with a different development. Graichen said he would not rule it out.

## **NEUTRAL**

**Pricher, Jeff. Columbia River Fire & Rescue. Fire Marshal.** Pricher greeted the Commission. Regarding the signage required for the construction access, Pricher said the Fire District wants to make sure there is one access identified for emergency vehicles. If there are multiple accesses, he is requesting that they be labeled with a number or a letter. This is a common standard nationally.

Pricher said the Fire District is a proponent of sprinkling residential homes for a number of reasons. He said the reduction of lot size does increase affordable housing, but the developer also makes more money when the lot sizes shrink. When high density lots are built and the developer leaves, the Fire District is the one left responsible to deal with fire protection problems. Pricher said the code allows the Fire District to require trade-offs, such as sprinkling, in order to help mitigate limited access (such as the easements for shared private driveways proposed). Pricher explained that any time there is a fire loss, there are changes to the Fire District's insurance rating, which affects the community as a whole. Pricher noted that the cost for sprinkler systems has gone down considerably over time and feels that property preservation and life safety are worth the small upfront cost. With newer construction homes, the Fire District only has about three to five minutes to respond. Pricher said fire sprinkler systems promote the preservation of property and life.

Pricher feels they have demonstrated a need for sprinkling based on the vehicle size requirements and maneuverability. There is one entrance in and one entrance out of the proposed subdivision. He said fire sprinkling would be an added benefit not just for the Fire District, but for individual homeowners. Pricher said the Fire District is being very reasonable in requiring a very limited number of homes to be sprinkled.

Chair Petersen asked Pricher to explain why he is requesting fire sprinklers in this case, since the shared private driveways are not over 150 feet. Pricher said the Fire District is concerned about residents parking along the lots with shared driveways and access easements. He said even though it will be signed for no parking, it is private property and cannot be enforced. Therefore, Pricher said the Fire District is looking at the issue from an access perspective. He said the Fire District can require additional fire suppression if it relates to access. Chair Petersen requested more information regarding the requirements that the Fire District can make when it relates to access issues.

## **IN OPPOSITION**

**Chambers, John. 550 Hillcrest Road.** Chambers said he is only hearing about exceptions to the code for the subdivision. He feels the applicant is cramming 77 homes in an area where only 40 homes should be allowed. Chambers said the streets need to be wide enough for the fire trucks. The easement needs to be

wide enough to service the properties. The applicant has reduced lot sizes, so there are no yards for the kids to play in. There is no playground. What kind neighborhood are we trying to make for our residents? Chambers feels we need something better.

**Woodruff, Gabriel. 35377 Helens Way.** Woodruff said he just moved to the neighborhood. A lot of children play in this area. Traffic in the area will increase and it is not fair to people who live in the area. When he bought his house, he had no idea they would develop the property. He thought it was a greenspace. Woodruff is concerned about safety of the area. He said it seems unrealistic to cram so many houses in such a small area.

## **REBUTTAL**

**Kessi, James. Applicant's Representative.** Kessi said the site is zoned for 5,000 square foot lots. The average is approximately 5,050 square feet. They are complying with the zoning requirements. Kessi said they need to provide an array of housing choices and increase affordable housing in the area. This subdivision accomplishes this. Regarding lot 29, Kessi demonstrated how they could reconfigure the lot to satisfy setback requirements. Vice Chair Cary clarified there are actually four shared accesses on the revised plans. Kessi said yes.

Chair Petersen asked where the fire hydrants are located. Kessi said they are indicated on the preliminary utility plan. Chair Petersen asked if the applicant is opposed to putting a fire hydrant at the entrance to every private drive. Kessi said their intent is to have every lot be within 200 feet of a fire hydrant, so this is do-able. He requested that the condition be written to be more flexible to say installed near private drives and/or within 200 feet of a hydrant. Kessi said too many fire hydrants add additional maintenance costs.

Regarding the Fire District comments, Kessi said there will be signage for no parking on the shared private driveways and they will have two off-street parking spaces on the driveway and two spaces in the garage on their property. Kessi said the property owner did a little research on fire suppression systems, and they run about \$4,500 per home. This additional cost may put homes just out of the price range of many locals. Kessi said the authority to require additional fire suppression actually falls on the City Building Official *in conjunction* with the Fire Marshal. It is not strictly the Fire Marshal's call.

Vice Chair Cary asked about the 40-foot skinny street standard used for one section of the street. Kessi said this section of the street will be signed to allow parking on only one side. He said the street will contain a seven-foot parking space with two ten-foot travel lanes. Vice Chair Cary asked if the lack of on-street parking would reduce livability more than a slightly smaller lot would. Kessi said there is a trade-off, but most people probably prefer a larger yard. He also noted the rest of the subdivision will have parking on both sides.

**Bob, Johnston. City Building Official.** Johnston included a copy of the Oregon Administrative Rules in the record. He said the Fire Marshal determines if the applicant proposed adequate access and fire suppression. If the Fire Marshal determines he does not have adequate fire suppression or access, the Building Official then determines what standards can be required of the builder to make fire access and/or suppression adequate. Johnston recognizes that fire suppression systems cost more, but they are done in the protection of life and safety. He noted that fire sprinklers are not the only answer. There are other approaches that can be used to reach the level of safety as listed in the Uniform Alternate Construction Standard from the OAR 918.480.0125 handout provided.

Commissioner Lawrence asked if the Building Official and the Fire Marshal would look at each lot as they were being built. Johnston encouraged the Commission with their authority during the planning process to

make fire suppression a condition now, rather than later. Johnston does not want the builder be surprised at a later date with unanticipated expenses when it could be addressed now during the planning stages.

Chair Petersen said Oregon land use laws are good because they are clear and defined. He said the requirement for fire sprinkling is when the driveway is over 150 feet. The proposal complies with the rules because none of the driveways are over 150 feet. Petersen said, from a policy standpoint, how can the Commission require more than the rule requires? Johnston said the 150-foot driveway rule is not the only regulation that regulates adequate fire access. Johnston said there are other fire access rules. He referred the Commission to the Fire District's revised comments, which are included in the record. Johnston said based on these comments, he is hearing the Fire Marshal say, "I don't have adequate access." Johnston said these comments allow him to require alternative fire suppression methods to address those concerns.

**Pricher, Jeff. Columbia River Fire & Rescue. Fire Marshal.** Pricher said the Fire District has noticed trends as developers increase density and narrow the roads. Over time, they have experienced access issues. This is why they are proposing to sprinkle a few homes. Pricher said he has also noted that this particular developer has struggled to make lots affordable. Therefore, instead of requiring all 42 homes to be sprinkled, Pricher said the Fire District is only requesting that the eight homes along the shared access private driveways be sprinkled. Pricher said newer homes burn ten times faster in most cases than older, "legacy homes." The residential sprinkler system reduces property damage and improves life safety.

Vice Chair Cary asked about the emergency vehicle access. Pricher said there is a bend in the road (Pittsburg Rd.) right where the access is proposed, so there is a vision clearance issue. Pricher also thinks that people will occasionally park there, which also causes access issues. He said he has seen this in other areas. Pricher noted there is also a question about who will enforce the no parking requirement, since it is private.

Commissioner Hubbard asked about the cul-de-sac not meeting minimum size requirements. Pricher said he wanted to make sure it was on the record that the Fire District is compromising by only requiring eight homes to be sprinkled, rather than requiring all of the homes located on the insufficiently sized cul-de-sac to be sprinkled.

**Weigandt, Wayne. Applicant.** Weigandt said all of the streets were designed to meet City standards. Eight months ago, when they were planning this project, he did know they would need to discuss the proposal with the Fire District. Weigandt said he spoke to Columbia River Fire & Rescue Chief Greisen a week ago. Greisen said that limiting the parking on the private access driveways would be acceptable. Weigandt said that the water flow is also acceptable. Greisen also requested to have bollards located at the pedestrian access to allow for emergency access.

Commissioner Hubbard asked if they ever considered access on Pittsburg Road. Weigandt said City Engineering will not allow it because it does not meet access standards.

## **END OF ORAL TESTIMONY**

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

## **CLOSE PUBLIC HEARING & RECORD**

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

## **DELIBERATIONS**

Chair Petersen recommended that the Commission go through each revised condition. The Commission agreed that phasing the subdivision as proposed is reasonable. The Commission also agreed that the applicant should provide a sanitary sewer route analysis if the septic systems fail along Hillcrest Road. The Commission wanted emergency access to be added to the access easement to Pittsburg Road.

Commissioner Hubbard said he is in favor of accepting the existing house as a nonconforming use regarding setbacks. The Commission agrees. The Commission agreed with how trees were addressed in the staff report. The Commission agreed to remove the through lot requirement for a landscape buffer due to the testimony received from the applicant about the likelihood of a fence being built in the future.

Regarding fire sprinkling and condition six, Chair Petersen wants clarity about the code being applied. Vice Chair Cary wants to include more options for the builder than just sprinkling. The Commission agreed to change condition six to say, "Buildings accessed by private streets/driveways, or on flag lots shall be built per OAR 918.480.0125 as determined on a case by case basis by the Building Official and Fire Marshal."

Regarding the street stubs, Vice Chair Cary is in favor of providing a stub to the west. Commissioner Hubbard would rather see a Hillcrest Road stub because there are less private property owners in order to connect the street system. Vice Chair Cary said there are still two properties that would have to be partitioned to get access to Hillcrest Road. However, Commissioner Hubbard noted there are over five property owners in the other direction. Commissioner Webster would like to see a stub provided to Hillcrest Road, even if it will not be used in the near future. The Commission decided it would be beneficial to provide an additional street stub to align with Hillcrest Road for the future benefit of Hillcrest Road residents and to provide better connectivity in the future.

## **MOTION**

Vice Chair Cary moved to approve the subdivision preliminary plat permit as presented in the revised conditions with these additional changes:

1. Street stub shall be provided east to align with Hillcrest Road.
2. Condition 2(d) will be removed because it is redundant.
3. Emergency access shall be added to the access easement to Pittsburg Road.
4. Condition 2(g) will be removed. The Commission will not require a variance for the nonconforming setbacks of the existing house.
5. Condition 6 will be changed to, "Buildings accessed by private streets/driveways, or on flag lots shall be built per OAR 918.480.0125 as determined on a case by case basis by the Building Official and Fire Marshal."
6. Condition 11 will be removed. The Commission will not require a ten-foot planting buffer for the lots along Pittsburg Road.

Commissioner Semling seconded. All in favor; none opposed; motion carries.

Vice Chair Cary moved for Chair Petersen to sign the Findings and Conclusions once prepared. Commissioner Lawrence seconded. All in favor; none opposed; motion carries.

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## **Commission Annual Report to City Council: June 7 at 1:15 p.m.**

The Commission did not want to pass along any requests to City Council for the Annual Report. Graichen agreed to present the report on behalf of the Commission.

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### **Commission v. Staff Review of the St. Helens Middle School Replacement**

Graichen asked the Commission if they would like to review the St. Helens Middle School replacement. It is technically a permitted use, but Graichen has the authority to pass the decision-making authority to the Commission. Graichen said the applicant is going to conduct neighborhood meetings and outreach. He said sometimes it is easier to work out issues with the applicant when the decision is administrative.

Commissioner Lawrence said she thinks the proposal should be reviewed by the Commission to allow for greater public involvement. Chair Petersen noted the outreach might be only done with parents of current students, instead of the surrounding neighbors and those without children. Additionally, the comments during the outreach may not have the weight that they may would have in front of the decision-making power. The Commission requested to review the proposal.

□

### **Acceptance Agenda: Planning Administrator Site Design Review**

- a. Site Design Review (Major) at 124 Marshall St. - DNS Northwest LLC

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

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### **Planning Director Decisions**

- a. Sign Permit (Banner) at 2100 Block of Columbia Blvd. - Kiwanis Parade
- b. Sensitive Lands at 59110 Oak Glen Dr. - Micro-siting standards for residential lot of record

There were no comments.

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### **For Your Information Items**

Associate Planner Dimsho said there is the final Wayfinding & Branding Open House tomorrow at Meriwether Place at 6 p.m. The final preferred wayfinding design will be revealed.

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There being no further business before the Planning Commission, the meeting was adjourned at 10:40 p.m.

Respectfully submitted,

Jennifer Dimsho  
Planning Secretary

### 2017 Planning Commission Attendance Record

*P=Present A=Absent Can=Cancelled*

Date	Petersen	Hubbard	Lawrence	Cohen	Cary	Semling	Webster
01/10/17	P	P	A	P	P	P	P
02/14/17	P	P	P	P	A	P	P
03/14/17	P	P	A	P	P	P	P
04/11/17	P	P	P	P	P	P	P
05/09/17	P	P	P	A	P	P	P
06/13/17							
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09/12/17							
10/10/17							
11/14/17							
12/12/17							

**CITY OF ST. HELENS PLANNING DEPARTMENT**  
**STAFF REPORT**  
**Variance V.1.17**

**DATE:** June 6, 2017  
**TO:** Planning Commission  
**FROM:** Jacob A. Graichen, AICP, City Planner  
Jennifer Dimsho, Associate Planner

**APPLICANT:** Teresa & Sean Dillon  
**OWNER:** Same

**ZONING:** Apartment Residential, AR  
**LOCATION:** 475 S. 2<sup>nd</sup> Street; 4N1W-3CA-300  
**PROPOSAL:** Variance to allow a reduced front yard (setback) for a new deck

The 120-day rule (ORS 227.178) for final action for this land use decision is **August 25, 2017**.

**SITE INFORMATION / BACKGROUND**

The subject property is developed with a detached single-family dwelling is located on a 5,800 sq. ft. lot near the end of S. 2<sup>nd</sup> Street. There is a sidewalk and a strip of undeveloped 2<sup>nd</sup> Street right-of-way in front of the subject property. The front yard is narrow and sloped towards the house. In 2013, the City issued a permit to rebuild an existing 204 square foot front yard deck on the north end of the house. At its widest point, this deck extends 12 feet from the home, leaving an 8 foot front setback. This proposal will allow a new deck to extend 8 feet from the house with a 12 foot front setback. The deck will be built over the existing garage. The applicant requests a 4 foot variance to the front yard setback to allow for the new deck.

Note: The measurements described are not based on survey accuracy data. They are educated guesses.

**PUBLIC HEARING & NOTICE**

Hearing dates are as follows: before the Planning Commission on June 13, 2017.

Notice of this proposal was sent to surrounding property owners within 100 feet of the subject property(ies) on May 18, 2017 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 May 24, 2017.

**AGENCY REFERRALS & COMMENTS**

To date of this staff report, there have been no relevant agency comments.

**APPLICABLE CRITERIA, ANALYSIS & FINDINGS**

## **SHMC 17.108.050 (1) – Criteria for granting a Variance**

- (a) The proposed variance will not be significantly detrimental in its consequence to the overall purposes of this code, be in conflict with the applicable policies of the comprehensive plan, to any other applicable policies and standards of this code, and be significantly detrimental in its consequence to other properties in the same zoning district or vicinity;
- (b) There are special circumstances that exist which are peculiar to the lot size or shape, topography or other circumstances over which the applicant has no control, and which are not applicable to other properties in the same zoning district;
- (c) The use proposed will be the same as permitted under this code and city standards will be maintained to the greatest extent that is reasonably possible while permitting some economic use of the land;
- (d) Existing physical and natural systems, such as but not limited to traffic, drainage, dramatic landforms, or parks, will not be adversely affected any more than would occur if the development were located as specified in the code; and
- (e) The hardship is not self-imposed and the variance requested is the minimum variance which would alleviate the hardship.

**Discussion:** Some other laws relevant to this request include:

### **Per SHMC 17.108.050 (4)**

This standard allows a 20% reduction of yard (setback) requirements for building additions.

### **Per SHMC 17.64.050 (5)**

No building or portion thereof, regardless of size, shall be placed closer than three feet to a property line.

### **Findings:**

#### **(a) This criterion requires a finding that the variance will not be detrimental.**

- The Commission needs to determine if this criterion is met to approve the variance or approve it with conditions.
- See applicant's narrative and signatures of approval from some neighbors.
- Staff comment(s): Generally, the purpose of yard (setback requirements) is to allow for air, light and space between properties. There are no neighbors across the street and the topography on the other side of the street poses a challenge for development.

#### **(b) The criterion requires a finding that there are special and unique circumstances.**

- The Commission needs to determine if this criterion is met to approve the variance or approve it with conditions.
- See applicant's narrative.



- Staff comment(s): According the County Assessor, the home was built in 1980. The applicant did not own the home when it was originally sited in its current location.

**(c) This criterion prohibits a use variance and requires a finding that the applicable standards are maintained to the greatest extent that is reasonably possible.**

- A use variance is not proposed. Does the Commission think the setback standard is being maintained to the greatest extent possible?
- See applicant's narrative.
- Staff comment(s): A use variance is not proposed; such is prohibited. Detached single-family dwellings are a permitted use in the AR zone.

**(d) This criterion requires a finding that existing physical and natural systems will not be adversely affected as a result of the requested Variance.**

- The Commission needs to determine if this criterion is met to approve the variance or approve it with conditions.
- See applicant's narrative.
- Staff comment(s): The S. 2<sup>nd</sup> Street right-of-way is 80 feet wide, but the developed street is only approximately 25 feet wide with a sidewalk built along a portion of the subject property. The minimum right-of-way width for local streets is 50 feet. The street also dead ends within about 100 feet south of the subject property.

**(e) This criterion requires a finding that the variance issue is not self-imposed and that the variance is the minimum necessary to alleviate the hardship.**

- The Commission needs to determine if this criterion is met to approve the variance or approve it with conditions.
- See applicant's narrative.
- Staff comment(s): SHMC 17.108.050 (4) means that the applicant is requesting a variance of only 4 feet from the 20 foot front setback, as opposed to 8 feet.
- The same contractor who built the deck addition that is the subject of this variance also replaced the deck in 2013. The contractor obtained a permit for the work in 2013, but did not obtain a permit for the deck addition this time.

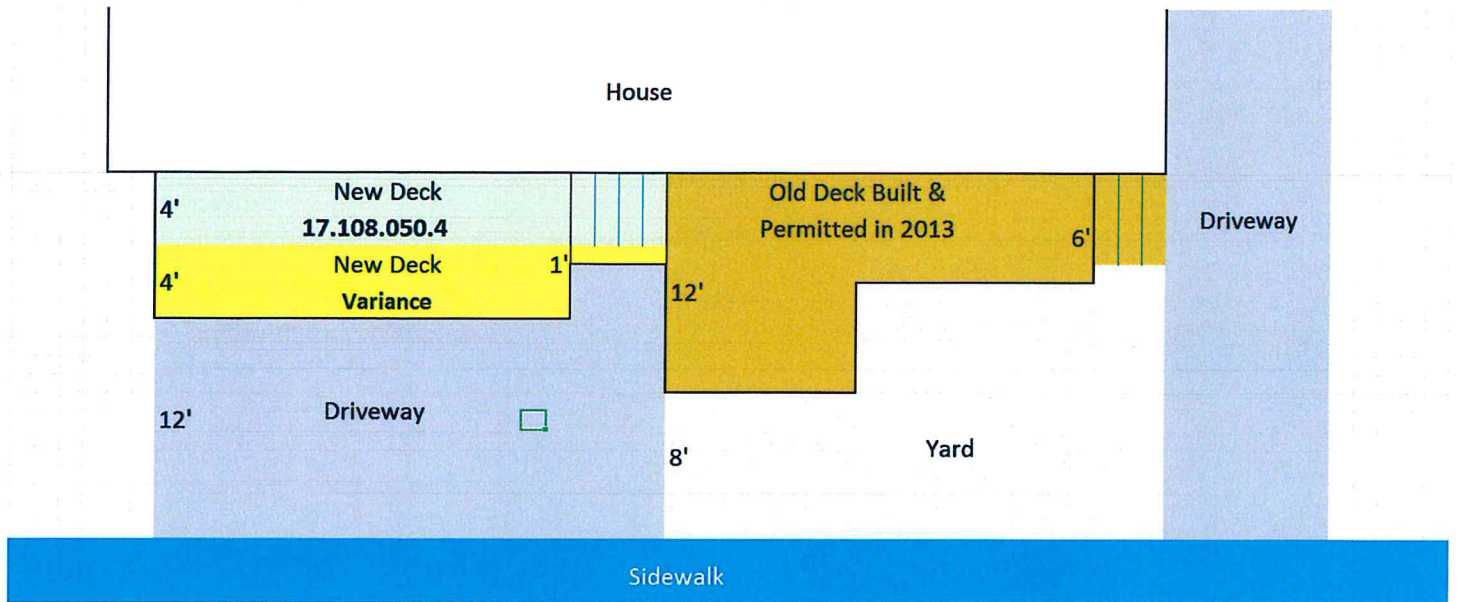
### **CONCLUSION & RECOMMENDATION**

**Based on the facts and findings herein, if the Planning Commission approves the Variance for a reduced setback (yard), staff recommends the following conditions:**

1. This Variance approval is valid for a limited time pursuant to SHMC 17.108.040.
2. This Variance shall apply to the proposed plan as submitted only or one with equal or less minimum required yard encroachment.

***Attachment(s): Applicant's narrative and exhibits (10 pages)***

**Residence:** 475 S 2<sup>nd</sup> Street, St Helens



**Intent:** The intent of the variance is a deck addition to maximize otherwise unused, front-of-house, outdoor space.

**Variance Request:** We're asking for a variance of 4 feet to account for deck built over the garage. The variance requested is indicated in yellow (see above). Since the new deck is within the 20-foot setback area of the front of the house a variance is required.

**Details:**

The deck is attached to the house above the garage and extends 8'. The first 4' are covered by St. Helens Municipal code section: 17.108.050.4

*(4) The setback requirements in the applicable zone may be reduced up to 20 percent...*

The next 4 feet, identified in yellow, is the specified variance request area.

**Variance Criteria:**

1. **There are special circumstances** that exist which are peculiar to the lot size or shape, topography or other circumstances over which the applicant has no control, and which are not applicable to other properties in the same zoning district;
  - **Shape of the lot:**
    - Front yard is exceptionally small (210 sq ft) and above ground decks are what creates additional outdoor space in the front of the house.
  - **Existing Deck:**
    - Existing deck was replaced with all city approved permits & plans. *Exhibits B-E including approved plans*
    - Existing deck extends 12' from house and new deck extends 8' from house. A variance was not required to replace the original deck.
  - **Topography:**
    - Front yard is sloped as is the crawl-space under our house.
    - Front yard is also extremely small and unusable due to the slope, size, and amount of annual rainfall that drains under the yard to street.
  - **Other Circumstances:**
    - **No houses across the street**

○ Other Circumstances:

▪ No houses across the street

- New deck does not encroach upon air, light, or space of residents in the same neighborhood.

▪ Dead end Street.

- Sidewalk on 2<sup>nd</sup> street ends in front of our house. The new deck, as-is, does not affect flow of:
  - car traffic: There is only one house that uses Sth 2<sup>nd</sup> St to the south of our home, nearest to the deck. Traffic is not affected
  - bike traffic: Doesn't exist on Sth 2<sup>nd</sup> Street.
  - Flow of peds: which is none on the west side of the street, in front of our house. All peds, including postmen, walk down the middle or east-side of the street. No one uses the sidewalk.
- Parking: Driveway parking is unaffected, as is street parking. *Exhibit A*
  - We are one of the only residents on Sth 2<sup>nd</sup> Street that only use our driveway for parking vs street parking on a daily basis. Having our cars in the driveway vs the street allows for safe & wide clearance of the multiple cars that show up daily on the no-outlet street to safely turn around using the space in front of our home.

▪ Safety:

- For our friends & family with young children this is an appreciated added level of safety to be able to enjoy outdoor space but not be at street level among parked and or moving cars.
- From 2<sup>nd</sup> story there WAS a single point of entry & exit from the home which meant you had to go past whatever was happening downstairs to safely exit. With the new deck in place we have two exit points from the 2<sup>nd</sup> story, (1) exit like we would originally and (2) we have an exit point from the 2<sup>nd</sup> story via the deck. This is important in case of emergency like fire or home invasion. Ref: Exhibit G. The recent unsolved home invasion 2 blocks away on Sth 4<sup>th</sup> street from June 6, 2016.

2. Existing physical and natural systems, such as but not limited to **traffic, drainage, dramatic landforms, or parks, will not be adversely affected** any more than would occur if the development were located as specified in the code; and

○ Traffic: not affected

- Normal street right-of-way is 50 feet. Sth 2<sup>nd</sup> street has an 80-foot right-of-way. Most other residents on Sth 2<sup>nd</sup> Street have used the un-vacated portion of the road for cars & parking with the exception of only a few residents, us included.
- Since the new outdoor space is above the garage parking is not obstructed. Continue to have the same amount of street parking for summertime & wintertime events when there is an influx of cars parked on Sth 2<sup>nd</sup> Street.
  - During 4<sup>th</sup> of July, Christmas Ships, Halloweentown and specific concerts during 13 nights, this no-outlet portion of 2<sup>nd</sup> street has a huge influx of moving and parked cars on the street, many of which show up once it's dark out. As a courtesy, many of the cars attempt to navigate the unpaved portion of 2<sup>nd</sup> street with their lights off (on 4<sup>th</sup> or Xmas lights). Instead of us, our friends, young family members and their young children adding to the mix of foot traffic + cars on 2<sup>nd</sup> street we can safely enjoy events from the new deck vs navigating the extra traffic in the streets after dark.

○ Drainage, not affected. No change due to development



**Residence:** 475 S 2<sup>nd</sup> Street, St Helens

- **Sidewalk:** Sidewalk ends in front of our house. It's not used, affected nor blocked. Residents, visitors and regulars walk down the middle or east-side of the road.
  - **Parks:** not adversely affected
3. *The hardship is not self-imposed and **the variance requested is the minimum variance which would alleviate the hardship.***
- We're requesting a 4-foot variance on an 8-foot deck. The deck is designed to extend 8-feet from the house because that is the minimum deck size to actually utilize the deck as extended outdoor living space in the front of our home and not as a 4' or 6' walkway. Tables and seating would not work on anything smaller.
4. *The proposed variance will not be significantly detrimental in its consequence to the overall purposes of this code, be in conflict with the applicable policies of the comprehensive plan, to any other applicable policies and standards of this code, and be significantly detrimental in its consequence to other properties in the same zoning district or vicinity;*
- The proposed variance is not detrimental, in fact it's appreciated by residents, surrounding neighbors and friends who are delighted that we're keeping safety in mind as we capitalize on the unused, outdoor space in front of our home.

Exhibit F



BEFORE

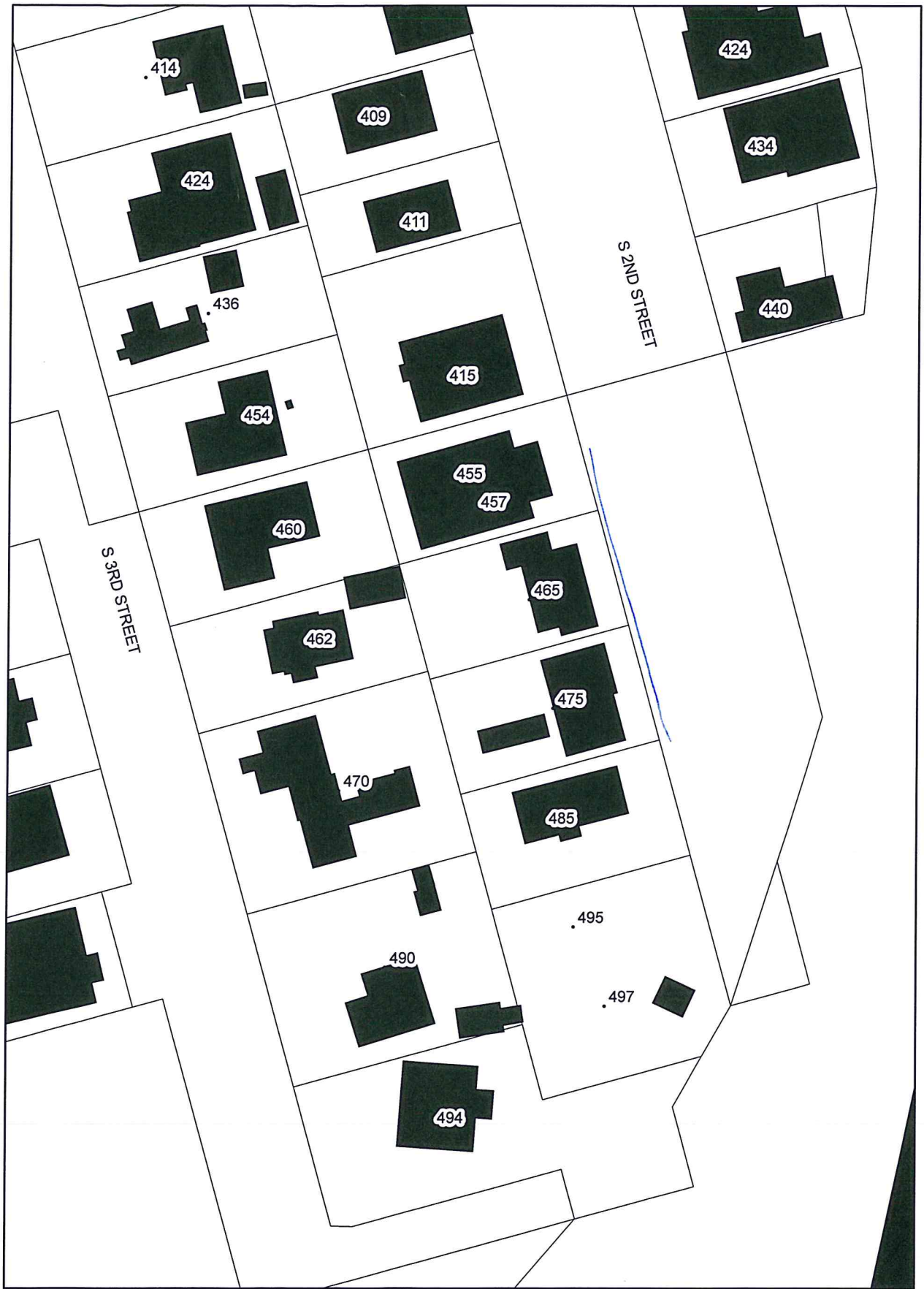


AFTER





Exhibit 1: Platmap



**CITY OF ST. HELENS****PERMIT/APPLICATION**

This is your Permit when properly filled out, signed and validated

Permit No.

12472

Cust. No.

0020958

Acct. No.

0011041

Date Sub.

05/09/2013

**24 HRS. ADVANCE NOTICE  
REQUIRED FOR INSPECTION**

Final: 5-20-13

Prop. Desc.	Tax I.D./Parcel No. 4103.024.03100	Lot	Blk	Subdivision / Mobile Park Name			Space
Job Address: 475 S 2ND ST				City: ST HELENS	State: OR	Zip: 97051	Phone:
Owner SEAN & TERESA DILLON		Address: 475 S 2ND ST		City: ST HELENS	State: OR	Zip: 97051	Phone:
Bldg. Contractor: LOVELL CONSTRUCTION		Address: 33830 CHURCH RD		Bldg. Contr. Bus. Lic.		C.B. No. 70186	Phone:
Manufactured Dwelling		M.D.I. Lic. #		Bus. Lic.		C.B. No.	
Describe Work: DECK REPLACEMENT				SPECIAL APPROVALS		SIGNATURE	
						DATE	
SPECIAL CONDITIONS				Planning / Zoning			
				Public Works			
				Building			
				Engineering			
Lin. Bldg. Setbacks from Property Lines and Rds. / Streets				Valuation of Work		\$1,770.00	
	Front	Side	Side	Rear	Lot Size	Administration Fee	
						37.80	
in. Req.						Plan Review Fee	
						39.00	
at Plan						Building Fee	
						60.00	
Type of Const.		Occupancy Group		Division		Plumbing Fee	
						0.00	
Area of Bldg. (Total Sq. Ft.) 0		No. of Stories		Max Occ. Load		Mechanical Fee	
						0.00	
Use Zone		Use Zone		Fire Sprinklers Req. <input type="checkbox"/> Yes <input type="checkbox"/> No		Sewer Connection Fee	
						0.00	
Type of Dwelling		Off St. Parking		Bedrooms		Sewer System Development Fee	
						0.00	
Notice				Storm Sewer System Dev Fee		0.00	
				Water Meter Connection Fee		0.00	
				Water System Development Fee		0.00	
				Street System Development Fee		0.00	
				Parks System Development Fee		0.00	
				State Surcharge		7.20	
				Other Fees		0.00	
				School Dist excise tax		0.00	
				TOTAL REQUIRED		\$144.00	
				Receipt #		105369	
				Date:		5-10-13	
				Amount Paid:		144.00	

Original 05/07/2013

Signature of Contractor or Authorized Agent \_\_\_\_\_ Date \_\_\_\_\_

Signature of Owner (If Owner Builder) \_\_\_\_\_ Date \_\_\_\_\_

By Don CBO 05/09/2013

Approved By: \_\_\_\_\_ Date \_\_\_\_\_

WHEN PROPERLY VALIDATED THIS IS YOUR PERMIT

Green - Inspection

Pink - Assessor

Gold - Plans File

Cream - Counter Binder

Yellow - Inspection File

White - Main File

Exhibit C

CITY OF ST. HELENS BUILDING DEPT.

P.O. Box 278, St. Helens, Oregon 97051 Phone: (503) 397-6272 Fax: (503) 366-3782

COPY

INSPECTION REQUEST

24 HOURS ADVANCE NOTICE  
REQUIRED FOR INSPECTION

24 Hour Inspection Request Line  
(503) 366-8234

DATE RECEIVED 5-17-13 TIME RECEIVED \_\_\_\_\_ LOT # \_\_\_\_\_ PERMIT NO. 12472  
OWNER Sean + Teresa Dillon CONTRACTOR Lovell Construction  
JOB ADDRESS 475 S. 2nd PHONE CONTACT 396-0461

READY FOR INSPECTION: MONDAY TUESDAY WEDNESDAY THURSDAY FRIDAY

BUILDING	PLUMBING	MECHANICAL	FIRE	MANUFACTURED HOME
<input type="checkbox"/> Setbacks	<input type="checkbox"/> Under Floor	<input type="checkbox"/> Under Floor	<input type="checkbox"/> FireSup/Rough	<input type="checkbox"/> Mobile Runners
<input type="checkbox"/> Footing	<input type="checkbox"/> Rough Plumbing	<input type="checkbox"/> Gas Test	<input type="checkbox"/> FireSup/Final	<input type="checkbox"/> Mobile Set-Up
<input type="checkbox"/> Foundation	<input type="checkbox"/> Storm Drainage/ Water Piping	<input type="checkbox"/> Rough	<input type="checkbox"/> Fire Wall	<input type="checkbox"/> Mobile Final
<input type="checkbox"/> Slab-Concrete	<input type="checkbox"/> Low Point Drain	<input type="checkbox"/> Final	<input type="checkbox"/> Draftstops	
<input type="checkbox"/> Compaction	<input type="checkbox"/> Footing Drain	<input type="checkbox"/> Re _____	<input type="checkbox"/> Final	
<input type="checkbox"/> Post & Beam	<input type="checkbox"/> Sewer Line		<input type="checkbox"/> Re _____	
<input type="checkbox"/> Shear Nailing	<input type="checkbox"/> Water Line			
<input type="checkbox"/> Framing		ENGINEERING	FILL/GRADE	
<input type="checkbox"/> Insulation	<input type="checkbox"/> Final	<input type="checkbox"/> Sidewalk	<input type="checkbox"/> Pre-Fill	
<input type="checkbox"/> Sheetrock-Nailing	<input type="checkbox"/> Re _____	<input type="checkbox"/> Driveway	<input type="checkbox"/> _____	
<input type="checkbox"/> Roof-Nailing		<input type="checkbox"/> Approach	<input type="checkbox"/> _____	
<input type="checkbox"/> Final		<input type="checkbox"/> Drainage	<input type="checkbox"/> Completed	
<input checked="" type="checkbox"/> Re <u>Deck</u>		<input type="checkbox"/> Other		
		<input type="checkbox"/> Final		

☐ APPROVED    ☒ APPROVED-CORRECTIONS NEEDED  
☐ REINSPECTION REQUIRED    ☐ UNABLE TO INSPECT

CORRECTION (SEE NOTES BELOW)

1) Titen Railing guardwires To prevent movement.

5/20/13  
Columbia River Fire & Rescue-Approval \_\_\_\_\_  
Engineering Tech. \_\_\_\_\_  
Inspector \_\_\_\_\_ Page \_\_\_\_\_ Of \_\_\_\_\_  
Time - In: \_\_\_\_\_ Out: \_\_\_\_\_





**CITY OF ST. HELENS**  
**PERMIT/APPLICATION**

This is your Permit when properly filled out, signed and validated

Permit No. 12472  
Cust. No.  
Acct. No.  
Date Sub. 5-9-13

**Building Division**  
**Ph. 503-397-6272**  
**Fax. 503-397-4016**

**24 HRS. ADVANCE NOTICE**  
**REQUIRED FOR INSPECTION**  
**503-366-8234 (Inspections Only)**

**COPY**

Op. Desc.	Tax I.D./Parcel No.	Lot	Blk	Subdivision / Mobile Park Name			Space
b Address: <u>475 S. 2nd</u>				City:	State:	Zip:	Phone:
Owner: <u>Teresa Dillon</u>				City:	State:	Zip:	Phone:
Bldg. Contractor: <u>Lovell Construction</u>				Bldg. Contr. Bus. Lic. <u>Judd</u>		C.B. No. <u>70186</u>	Phone: <u>396-0461</u>
Manufactured Dwelling		M.D.I. Lic. #		Bus. Lic.		C.C.B. No.	
Please list all Sub-Contractors							
Back of this form							
Describe Work: <u>Deck replacement (same size)</u>				SPECIAL APPROVALS		SIGNATURE	
SPECIAL CONDITIONS				Planning / Zoning		DATE	
Bldg. Setbacks from Property Lines and Rds. / Streets				Valuation of Work		<u>1,770.00</u>	
				Plan Check Fee (Non-Refundable)		<u>39.00</u>	
				Plan Release Fee			
				Building		<u>60.00</u>	
Req. Plan		Occupancy Group		Division		Plumbing	
Notice Permit becomes null and void if work or construction authorized is not commenced within 180 days, or if construction or work is suspended or abandoned for a period of 180 days at any time after work has commenced. I certify that I have read and examined this application and know the same to be true and correct. All provisions of laws and ordinances governing this type of work will be complied with as specified herein or not. The granting of a permit does not presume to give authority to or cancel the provisions of any other state or local law regulating construction or the issuance of construction. I certify that I have read and examined this application, including Builder's Board rules for all subcontractors, and I know that it is true and correct. Further, I certify that I am licensed by the City of St. Helens and registered with the Builder's Board under the Builder's Law by # _____ which is in full force and effect, or I am exempt from the Builder's Law because _____				Mechanical			
				Administration Fee		<u>37.80</u>	
				School Excise Tax			
				Storm System Dev. Charge			
				Sewer Connection & System Dev. Charge		Installation Charge	+ SDC
				Water Meter & System Dev. Charge		Installation Charge	+ SDC
				Street System Dev. Charge			
				Parks System Dev. Charge			
				State Surcharge		<u>7.20</u>	
				TOTAL REQUIRED		<u>144.00</u>	
Receipt #		<u>105369</u>					
Date:		<u>5-10-13</u>					
Amount Paid:		<u>144.00</u>					

WHEN PROPERLY VALIDATED THIS IS YOUR PERMIT

Exhibit D

Exhibit E

CITY OF ST. HELENS  
265 Strand  
St. Helens, OR 97051

05/10/2013 2:20 PM  
Receipt No. 1330261

10Adm	
Administration Fee	37.80
15Plr	
Plan Review Fee	39.00
20Str	
Building Fee	60.00
85Sur	
State Surcharge	7.20

-----  
Total 144.00

Cash	0.00
VISA	144.00

DILLON SEAN & TERESA  
Customer #020958  
475 S 2ND ST  
ST HELENS, OR 97051

Cashier: heidid  
Station: CH-FRONTDESKW7

EXISTING House

COPY

Lowell Const. Inc  
503-396-0461

APPROVED PLANS must be  
ON SITE for Inspections.

CITY OF ST HELENS  
BUILDING DEPARTMENT  
DRAWING APPROVED  
DATE: 5-8-13  
PLANS EXAMINER

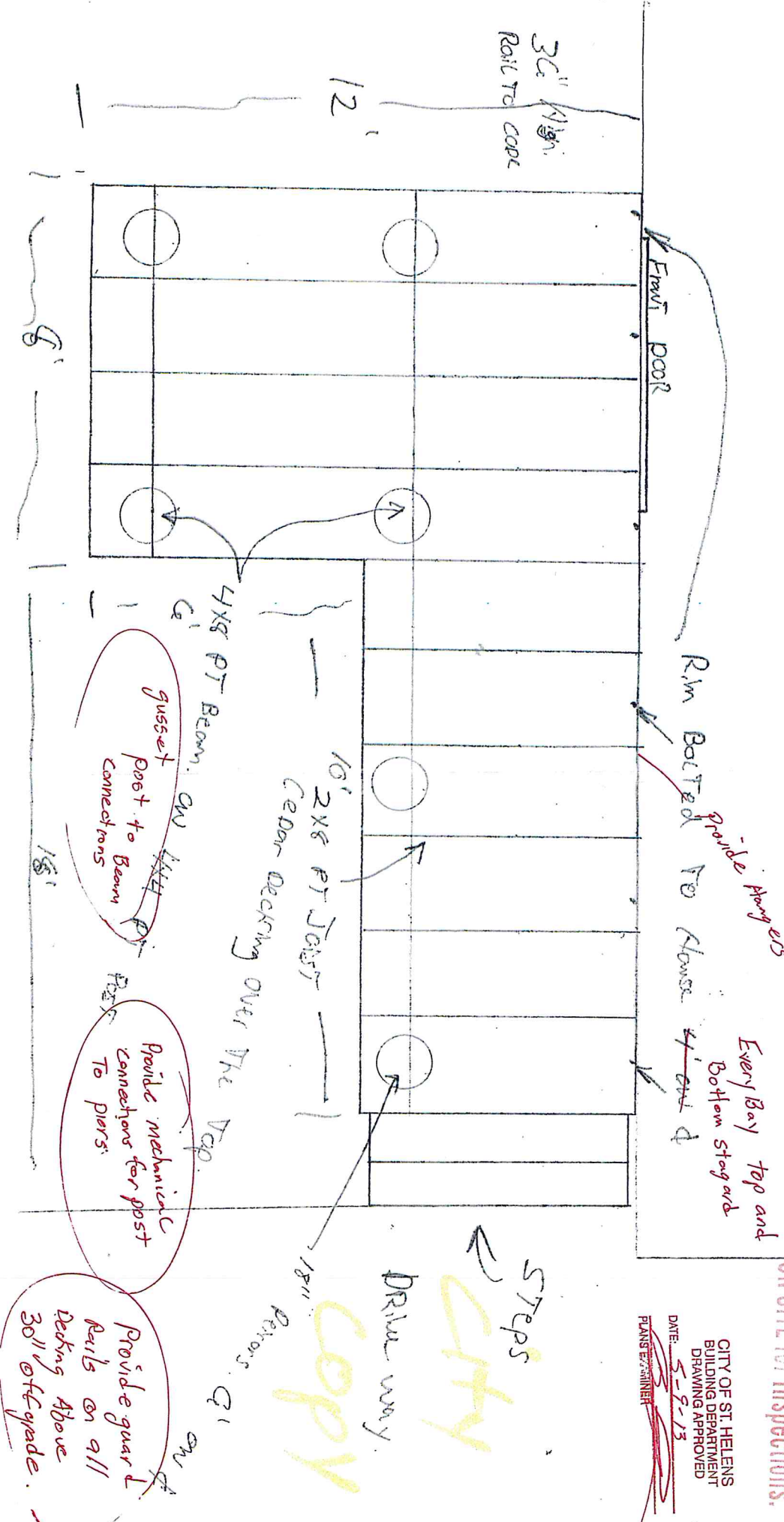


Exhibit F

Date: April 27, 2017  
 To: Planning Commission  
 Reference: Variance for Deck on 475 South 2<sup>nd</sup> Street, Saint Helens, OR 97051

With regards to the deck being built over the garage.

The new deck is great and it adds a level of safety to the Dillon residence being able to use the empty outdoor space, in front of the house, away from moving & parked cars.

We have no objections or issues with the size or position of the 8-foot deck. We support the passage and approval for variance on the last 4 feet of the 8-foot deck and recommend planning commission to also approve.

	PRINTED NAME	ADDRESS	SIGNATURE
1	Amy Garver	295 S. 2 <sup>nd</sup> St. St. Helens	<i>[Signature]</i>
2	Alice Garver	295 S 2nd St	<i>[Signature]</i>
3	Otis Chamberlain	315 So 2 <sup>nd</sup> St	<i>[Signature]</i>
4	Doris Heinmuller	335 S. 2nd St.	<i>[Signature]</i>
5	Sally O'Dell	274 Cowlitz St.	<i>[Signature]</i>
6	Quinton Gardner	270 Cowlitz St.	<i>[Signature]</i>
7	Chelsea Schultz	270 CAULITT ST	<i>[Signature]</i>
8	Chad M. Schwiebert	365 S. 2nd ST	<i>[Signature]</i>
9	Grady Gartman	465 S 2 <sup>nd</sup> St	<i>[Signature]</i>
10	Randi Liebe	255 H. Street	<i>[Signature]</i>
11			
12			
13			
14			



ST. HELENS, OR (KPTV) - St. Helens Police are investigating a second report of a violent home invasion in the small town in less than two weeks.

The latest call came Monday evening from a home near South 4th Street.

"It's very disturbing because we've never seen this kind of crime in St. Helens before," Anna Steinhart told Fox 12.

Steinhart said she and her family used to live in the home that was invaded Monday, and the victim in this case is her renter.

She said the woman was home alone around 11:30 p.m. Monday, when her dog started barking. With the A/C running, she hadn't heard anything suspicious, but when she went to check it out she saw things out of place and saw a man leaving through a window.

Then, Steinhart said, a second suspect came up behind her and started choking her until she lost consciousness. When she woke up, she called police.

"I think that was their purpose, to hurt her enough to where they could escape without her calling 911," Steinhart said.

It's the second home invasion in St. Helens in less than two weeks.

On May 26, and a mile away, [someone broke into](#) Robert Swanberg's home on South 16th Street. He tried holding the suspect until police arrived, but told Fox 12 his leg gave out and the suspect ended up on top of him, beating him. He also threatened to kill Swanberg.

Police later made an arrest in that case, but said Wednesday it turned out to be a [false confession](#) and they're still looking for the real suspect.

Neighbors like Dave Wise heard about the first case, but didn't know there'd been a second.

"You have to be vigilant in fighting this stuff and getting to know your neighbors," Wise said. "An armed society is a polite society. You want to keep yourself secure, and your loved ones, you're going to have to have some home protection, I'm afraid. It's a different time today."

Police released a sketch of the suspect in the May 26 case, and are looking for a man in his 30s, about 5'8" to 5'10" and 180 pounds, with a full but short beard.

Police have not released any suspect descriptions in Monday's incident, and have not said whether the two may be related.

But Steinhart believes they are and she's asking people to come together to protect themselves and their neighbors.

She's getting a security system and taking classes for self-defense and gun safety, knowing that whoever is behind these two home invasions still hasn't been caught.

"It's unfortunate we have to do all this," she said. "But I can't imagine if she were to have been killed, or that would have been us and my son in that room – that was our home, so it really hit home for us."



The home at the center of Monday's reported home invasion in St. Helens. (KPTV)

**CITY OF ST. HELENS PLANNING DEPARTMENT  
STAFF REPORT  
CUP.1.17**

**DATE:** June 6, 2017  
**TO:** Planning Commission  
**FROM:** Jacob A. Graichen, AICP, City Planner  
Jennifer Dimsho, Associate Planner

**APPLICANT:** Brad Weigandt  
**OWNER:** Same

**ZONING:** Moderate Residential, R7  
**LOCATION:** 4N1W-5AC-5100  
**PROPOSAL:** Construct a duplex on vacant property

The 120-day rule (ORS 227.178) for final action for this land use decision is **August 25, 2017**.

**SITE INFORMATION**

The subject property is a relatively flat, 10,890 sq. ft. vacant lot bordered by Campbell Park to the east and south. It is accessed via N. Vernonia Rd. which lacks sidewalks on both sides. There is overhead power in the area along N. Vernonia Rd. Aside from Campbell Park, the surrounding zoning is R7 on all sides and the area is predominately built out with detached single-family dwellings. There is also a duplex located across the street.

There is a 15 feet wide sanitary sewer easement running along the west property line. This is also the location of four trees in a row, which can be seen below.





## PUBLIC HEARING & NOTICE

Hearing dates are as follows:

June 13, 2017 before the Planning Commission

Notice of this proposal was sent to surrounding property owners within 300 feet of the subject property(ies) on May 18, 2017 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 May 24, 2011.

## AGENCY REFERRALS & COMMENTS

**City Engineering:** Fee in lieu preferred.

## 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):** The site size and dimensions provide adequate area for the needs of the proposed use.

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

**Finding(s):** There is no evidence to the contrary. The size, shape, location, topography, and natural features of the site appear to be suitable for the proposed use.

**(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.**

“Duplex residential units” are a conditional use in the Moderate Residential (R7) zoning district.

The minimum lot size for a duplex on an interior lot is 10,000 square feet, which is met.

Minimum yard requirements (setbacks) per the R7 zone are:

- 20’ from N. Vernonia Rd. property line (front);
- 20’ from south property line (back);
- 7’ from east property line; and
- 7’ from west property line.

There is a 15’ wide sanitary sewer easement along the west property line. Proposal appears to comply with the easement and yard requirements.

Max building height is 35 feet. Proposed plan does not indicate a height, but this will included as a condition.

There is a 35% maximum lot coverage requirement and a minimum 25% landscaping requirement. At 10,890 sq. ft. lot size, the maximum lot coverage is 3,811 sq. ft. and the minimum landscaping is 2,722 sq. ft. Both are met based on plans submitted.

**Finding:** The requirements of the zoning district are met, given this Conditional Use Permit.

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

#### **CHAPTER 17.72 SHMC – Landscaping & Screening**

**Discussion:** Per SHMC 17.72.030, street trees are required if the subject property has more than 100 feet of street frontage. This property is approximately 75’ wide and does not require street trees. However, given this Conditional Use Permit, the Commission must decide whether or not to require street trees along with the frontage improvements (sidewalks, curb, and gutter) or to require a fee in lieu of the improvements. N. Vernonia Rd. is classified as a collector street, which normally requires a landscape strip between the sidewalk and curb. This is addressed in the conditions.

#### **CHAPTER 17.80 SHMC – Off-Street Parking & Loading Requirements**

**Discussion:** Duplexes require two off-street parking spaces per dwelling unit. Parking spaces and driveways are required to be paved. Two parking spaces (side-by-side) make up an area about 18 x 18 feet. Proposed plans show garages at 10 x 22 feet each and driveways at least 20 feet long. This shall be a requirement.



**Finding:** Two (2) paved non-tandem off-street parking spaces shall be provided per unit along with paved driveway(s).

#### **CHAPTER 17.84 SHMC – Access, Egress, & Circulation**

**Discussion:** N. Vernonia Rd. is classified as a collector street. Driveway spacing requirements, as measured from the centerline of the driveway to another driveway, is 100 feet. This requirement appears to be met from for the driveway to the west. The driveway to the east is located on a vacant, City-owned lot which is part of the park. It is about 70 feet from the proposed driveway location. The driveway on the City-owned lot will likely not be a part of any development because of its status as part of the park inventory. As such, the intent of the driveway spacing standards are met.

This chapter also requires that driveways be designed to prevent the backward movement onto collector streets. This shall be a requirement for approval. Maneuvering area and required off-street parking shall be identified separately on a revised site plan.

Maximum driveway approach width is 24 feet wide. Plan submitted does not address how this will be identified if sidewalk and other frontage improvements are not required. If no frontage improvements are required, a permanent physical obstruction needs to be installed so the driveway approach is not as wide as the property. Revised plans addressing this are necessary.

**Finding:** These provisions are met with conditions.

#### **CHAPTER 17.96.180 SHMC – Site Development Review Approval Standards**

**Discussion:** Trees having 6 inch DBH (as defined in 17.132) shall be preserved or replaced by new plantings of equal character. There are four trees on the subject property with 6 inch DBH or greater. Preservation and/or replacement of four trees shall be a condition of approval. Preservation is preferred over removal where possible.

**Finding(s):** These criteria are met with conditions regarding building height, frontage improvements, parking areas, driveway design, and tree preservation.

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

**Finding(s):** The proposal does not appear to be contrary to any Comprehensive Plan policy.

#### **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 items the Commission may consider for this proposal.

**Finding(s):** To be determined by the Commission.

### **CONCLUSION & RECOMMENDATION**

**Based upon the facts and findings herein, staff recommends approval of this Conditional Use Permit** with the following conditions:

1. This **Conditional Use Permit** approval shall be valid for a one-and-one-half year period from the date of approval pursuant to SHMC 17.100.030.
2. The following shall be required **prior to development/building permit issuance**:
  - a. A revised site plan shall be submitted for review and approval that, in addition to compliance with all applicable standards of the Development Code, addresses the following:
    - i. Maximum driveway access width is 24 feet. Site plan must also show this and how driveway design prevents backward vehicular movement onto N. Vernonia Road. If no frontage improvements required, a permanent physical obstruction shall be required so that the driveway approach (maximum of 24 feet) is clearly defined and additional frontage of the subject property cannot be used for access.
    - ii. Tree preservation plan must show the four trees to be preserved and/or location and species to be replanted. Preservation is preferred over removal where possible. < If applicable, are these in addition to the street trees? >

- iii. Four off street parking spaces that can function independently (e.g. not tandem), which do not occupy space necessary to prevent backing movements and other vehicular maneuvering in the N. Vernonia Road right-of-way.
  - iv. N. Vernonia Rd. frontage improvements, including engineering construction plans <<if required by the Commission>>.
  - b. A fee in lieu of required street frontage improvements of not less than 125% of the cost to perform the work based on the City's collector street standards, as determined by the City Engineer, shall be paid to the City <<unless the Commission requires the improvements>>.
3. The following shall be required **prior to Certificate of Occupancy by the City Building Official**:
- a. All improvements necessary to address the requirements herein, and in accordance with approved plans, shall be in place.
  - b. Four (4) trees shall be preserved and/or replanted on the property in accordance with the approved tree preservation plan. < If applicable, are these in addition to the street trees? >
4. Two (2) paved non-tandem off-street parking spaces shall be provided **per unit** along with paved driveway(s) in accordance with the Development Code (SHMC Title 17).
5. Overhead utilities are permitted, as long as no new poles.
6. All areas used for the parking or storage or maneuvering of any vehicle, boat, or trailer shall be improved with asphalt or concrete surfaces or other similar type materials approved by the
7. Maximum building height shall be 35 feet.
8. 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

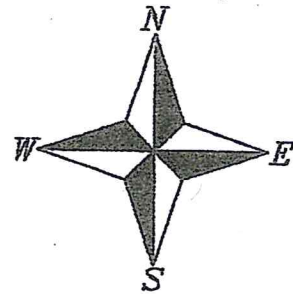
**Attachment(s):** *Site Plan*  
*Building Floor Plan*



Sanitary Sewer Easement  
Township To  
City of St. Helens  
Situated In The N.E. 1/4  
Section 5, T.4N., R.1W., W.M.  
City of St. Helens  
Columbia County, Oregon  
December 15, 2015

Mayfair  
Drive

North Vernonia Road



Scale: 1"=30'

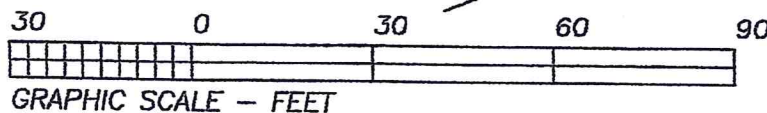
CF:15067T  
SF:15067T1  
FB:112-A

REGISTERED  
PROFESSIONAL  
LAND SURVEYOR

OREGON  
JULY 26, 1985  
DAVID E. REYNOLDS  
2157

RENEWAL DATE: 12-31-2016

Reynolds  
Land Surveying, Inc.  
32990 Stone Road  
Warren, Oregon 97053  
(503) 397-5516



# PLAN #D-611

MAIN FLR. 1099 SQ. FT.

GARAGE 236 SQ. FT.

© www.houseplans.pro

61'-6" w/ front porch

47'-0" duplex



**CITY OF ST. HELENS PLANNING DEPARTMENT  
STAFF REPORT  
Conditional Use Permit CUP.2.17 / Sensitive Lands Permit SL.2.17**

**DATE:** June 1, 2017  
**TO:** Planning Commission  
**FROM:** Jacob A. Graichen, AICP, City Planner

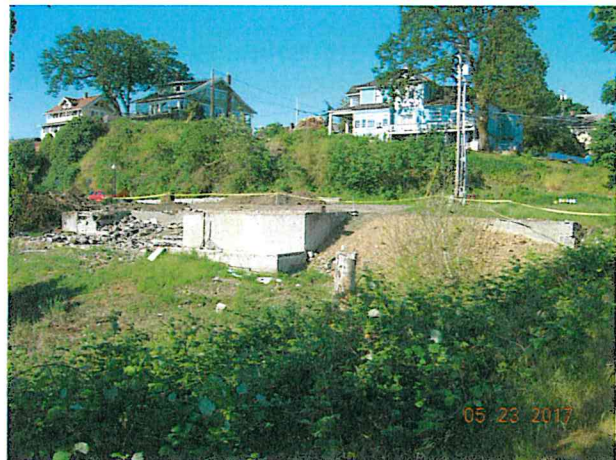
**APPLICANT:** Lower Columbia Engineering, LLC  
**OWNER:** St. Helens Marina, LLC

**ZONING:** Riverfront District (RD), Marina sub-district (formerly Marine Commercial)  
**LOCATION:** 5N1W-34CD-1200; 104 and 114 N. River Street  
**PROPOSAL:** Travel trailer park (CUP) within an Area of Special Flood Hazard (100-year floodplain) and within the immediate proximity of the Columbia River and associated wetlands (SL)

**The 120-day rule (ORS 227.178) for final action for this land use decision is Sept. 5, 2017.**

**SITE INFORMATION / BACKGROUND**

The site was developed with two detached single-family dwellings, which were built in the 1930's or 1940's (based on County Assessor records) but recently demolished. The site is accessed via N. River Street, a fully improved street, except sidewalks are lacking on the opposite side of the street than the subject property. The site also abuts the Columbia Boulevard right-of-way, which is undeveloped. Being along the shores of the Columbia River, there are sensitive lands aspects that pertain to the proposal.



**Above left:** the subject property as seen from N. River Street. **Above right:** the developed portion of the subject property where two detached single-family dwellings once stood. Note that the foundations visible represent preexisting (grandfathered) impact to the adjacent wetland/riparian area protection zone.

## PUBLIC HEARING & NOTICE

Hearing dates are as follows: June 13, 2017 before the Planning Commission

Notice of this proposal was sent to surrounding property owners within 300 feet of the subject property(ies) on May 17, 2017 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 May 24, 2017.

Given the immediate proximity to the Columbia River, staff also sent a Wetland Land Use Notification to the Oregon Department of State Lands on May 17, 2017. No response as of the date of this report.

## 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:

**Comcast®:** Comcast does not have any objections or conflicts in regards to this project. Comcast requests that the developer consider placing (1) 2” conduit for future with others at time of construction.

## APPLICABLE CRITERIA, ANALYSIS & FINDINGS

### Conditional Use Permit—CUP.2.17

#### **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.

#### **Findings:**

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



**Finding(s):** The site not encumbered by wetland/riparian area/protection zone appears to be of a size and dimension that will accommodate some of the proposed trailer/RV spaces.

The spaces on each end (#1 and #6) are questionable as to size (min 1,000 square feet). The northernmost space (#6) is 25' wide but only for 20 feet. The minimum required separation between travel trailers/RV of 15 feet cannot be met between spaces #5 and #6. The Commission needs to find that these circumstances are acceptable given the surrounding sensitive land issues as further explained below.

**(b) This CUP criterion requires that the characteristics of the site are suitable based on size, shape, location, topography, and natural features.**

**Finding(s):** The characteristics of the site appear suitable, provided the number of travel trailer spaces is right (i.e., not trying to cram too many, resulting in spaces that are deficient per the Development Code requirements).

However, there is existing above ground utility infrastructure that conflicts with the proposal's access and off-street parking plan. The Commission needs to deny this proposal based on these circumstances, delay it to allow the applicant a chance to address, or include a condition that plans to remedy these conflicts are approved by all applicable utility providers prior to anything else happening.



**Left:** One complication of this proposal's site design is some utility infrastructure as seen in this photo.

The power pole, supporting guy wire, a pedestal (next to the pole) and a vault (in foreground), need to be addressed for the site to function properly.

See also EXISTING UTILITY CONFLICTS attachment.



**(c) This CUP criterion requires that all required 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 CUP criterion requires that the applicable requirements of the zoning district are met except as modified by the Development Code Conditional Use Permit (CUP) Chapter.**

**Discussion:** There are both zoning and CUP standards that apply. Findings are separated as such.

**Zoning District Finding(s):** In the Riverfront District (RD), Marina sub-district (formerly Marine Commercial), “Travel trailer park” is listed as a conditionally permitted use. The RD, Marina zoning district includes the following standards:

- The maximum lot coverage including all impervious surfaces is 90%.
- The minimum landscaping required is 10% of the lot area.

Given surrounding natural areas that are part of the subject property, the lot coverage is well below 90%. Thus, given obtainment of a Conditional Use Permit, the specific standards of the RD (Marina) zone are satisfied.

**Conditional Use Permit Finding(s):** SHMC 17.100.150(3)(m) establishes the CUP Chapter’s specific requirements for travel trailer parks. The standards are in Arial font and the findings in Times New Roman.

Travel Trailer Parks. In addition to the standards of the zone in which they are located and other references in this code, travel trailer parks shall comply to the standards of this subsection. If there is a conflict between the two standards, the standards of this subsection shall govern.

(i) Trailer parks shall be located on well-drained sites, and shall be so located that their drainage shall not endanger any life or property. All such trailer parks should be located in areas free from marshes, swamps, or other potential breeding places for insects or rodents;

The site is next to the Columbia River and drainage shouldn’t be a problem. There are some natural areas in the vicinity given the proximity to the River, but no evidence that insects or rodents will be a more of a problem at the specific site compared to other areas around the St. Helens Marina.

(ii) The area of the trailer park shall be large enough to handle: the designated number of trailer spaces, necessary streets and drives, off-street parking, service areas, recreation areas, and setbacks;

This finding depends on how the Commission view the surrounding sensitive lands. The details are explained further below.

In addition, there is existing above ground utility infrastructure that conflicts with the proposal's access and off-street parking plan. The Commission needs to deny this proposal based on these circumstances, delay it to allow the applicant is chance to address, or include a condition that plans to remedy these conflicts are approved by all applicable utility providers prior to anything else happening.

(iii) Each trailer space shall contain a minimum of 1,200 square feet, except that at the option of the owner, the minimum size may be 1,000 square feet if an area of 100 square feet for each trailer space is provided for recreation. Each trailer space shall be a minimum of 25 feet in width, and shall abut on a drive with unobstructed access to a street. Such spaces shall be clearly defined. Trailers shall be located in such spaces with a minimum of 15 feet between trailers, or between a trailer and any building;

The applicant proposes the 1,000-square foot requirement without providing a specific recreation area. Pursuant to SHMC 17.108.080(3)(a), an exception or reduction to recreation area is allowed if there is direct access via a pedestrian path within ¼ mile to public open space/recreation area. Since Grey Cliffs Waterfront Park and Godfrey Park are within this distance, this is acceptable.

The spaces on each end (#1 and #6) are questionable as to size (min 1,000 square feet). The other spaces may only meet the requirement if the proposed retaining wall is included. In regards to width, all spaces meet this but note that space (#6) is 25' wide but only for about 20 feet. However, the total site size is about 1 acre, but the useable portion is much less. Based on the sensitive lands circumstances of the site, the Commission could find that the intent of the size and width requirement is met.

The minimum required separation between travel trailers/RV of 15 feet is not met between spaces #5 and #6. Note that due to the surrounding sensitive lands, per SHMC 17.40.040(3)(c), the approval authority may approve a 50% adjustment to any dimensional standard to help minimize wetland/riparian area protection zone encroachment. Thus, if the Commission finds that some encroachment as proposed is justified (i.e., allow a sixth space), the Commission could allow a 7.5' separation, which could be met between spaces #5 and #6.

(iv) No trailer shall be located less than five feet from a side or rear property line;

A 5-foot setback is included along the south property line. The other side and rear property lines are far from the improvable area of the site.

(v) No trailer shall be located less than 25 feet from any street or highway, or so that any part of such trailer will obstruct any drive or walkway;



The design keeps travel trailer spaces >25' from N. River Street.

(vi) No trailer shall remain in a trailer park unless a trailer space is available, and then only for a maximum of 30 consecutive days;

The length of time standard cannot be enforced due to ORS 197.493:

(1) A state agency or local government may not prohibit the placement or occupancy of a recreational vehicle, or impose any limit on the length of occupancy of a recreational vehicle, solely on the grounds that the occupancy is in a recreational vehicle, if the recreational vehicle is:

(a) Located in a manufactured dwelling park, mobile home park or recreational vehicle park;

(b) Occupied as a residential dwelling; and

(c) Lawfully connected to water and electrical supply systems and a sewage disposal system.

(2) Subsection (1) of this section does not limit the authority of a state agency or local government to impose other special conditions on the placement or occupancy of a recreational vehicle.

However, no travel trailer/recreational vehicle shall remain in the facility unless a space is available.

(vii) Access drives shall be provided to each trailer space, shall be continuous, shall connect with a street, and shall have a minimum width of 20 feet, with a minimum total width of 36 feet for exterior connections;

A 20-foot-wide access drive is proposed and the travel trailer spaces can accommodate approximately 35' long units without encroaching into the access drive. This should accommodate a wide variety of travel trailers.

However, there is existing above ground utility infrastructure that conflicts with the proposal's access and off-street parking plan. The Commission needs to deny this proposal based on these circumstances, delay it to allow the applicant is chance to address, or include a condition that plans to remedy these conflicts are approved by all applicable utility providers prior to anything else happening.

(viii) Improved walkways, not less than two feet in width, shall be provided from each trailer space to service buildings;

No service buildings are specifically proposed.

(ix) Access drives within the park shall be paved according to the city's developmental standards;

This shall be a condition of approval.

(x) Off-street parking shall be provided with a minimum of one and one-half parking spaces for each trailer space. Minimum width access drives shall not be considered in fulfilling this requirement;

6 travel trailer/RV spaces are proposed. This equates to 9 standard vehicular off-street parking spaces. 9 spaces are included. This includes some parallel parking spaces.

However, there is existing above ground utility infrastructure that conflicts with the proposal's access and off-street parking plan. The Commission needs to deny this proposal based on these circumstances, delay it to allow the applicant is chance to address, or include a condition that plans to remedy these conflicts are approved by all applicable utility providers prior to anything else happening.

(xi) Recreation areas which may be provided according to subsection (3)(m)(iii) of this section shall be suitably equipped, maintained and restricted to such uses. Such areas shall be protected from streets, drives and parking areas. The minimum size of each such recreation area shall be 2,500 square feet;

A large recreation area per this criterion is not proposed. However, per SHMC 17.108.080(3), the approval authority may grant an exception or deduction to shared recreational are requirements for a use that is permanent in nature if there is direct access by a pedestrian path, not exceeding ¼ mile from the proposed development to public open space or recreation areas which may be used by residents of the development.

In this case, travel trailers and RVs are mobile but the travel trailer park is permanent in nature. Grey Cliffs Waterfront Park, a public park owned by the City is within approximately 700 feet to the north. There is an existing sidewalk along N. River Street to the park. This exception can apply.

(xii) No permanent additions of any kind shall be built onto, nor become part of, any trailer. Skirting of trailers is permissible, but such skirting shall not attach the trailer to the ground;

This shall be a condition of approval.

(xiii) Permanent structures located within any trailer space shall be used for storage purposes only, shall have a maximum area of 25 square feet, shall be located not less than six feet from any trailer, and shall be subject to all applicable city building codes;

No permanent structure is proposed.

(xiv) Wheels of trailers shall not be removed, except temporarily when in need of repairs; the wheels or jacking system must be attached to the site only by quick disconnect type utilities and security devices; and

This shall be a condition of approval.

(xv) A sight-obscuring fence of not less than eight feet in height shall be provided along any lot line which abuts or faces a more restricted residential district;

Surrounding property abutting the subject property shares the same zoning. There is no evidence to warrant a sight-obscuring fence.

**(e) This CUP criterion requires that the Development Code's Sign (Chapter 17.88 SHMC) and Site Development Review (Chapter 17.96 SHMC) requirements are met.**

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

**Site Development Review standards allows review of the relevant Chapters of the St. Helens Municipal Code. The applicable standards not mentioned above are as follows:**

- **Sensitive lands.** Addressed below.
- **Landscaping and screening.** Street trees are required along the *entire* subject property.

Screening of parking areas larger than three spaces is required. Landscaping areas along the south and west perimeter of the site could include vegetation to act as a screen. A landscape plan shall be required which includes a balance of low-lying and vertical shrubbery and trees.

Screening of refuse containers/collection areas is required if visible from a public street, parking lot, residential area, commercial area or public facility. A trash enclosure area is included on the plans.

- **Visual clearance areas.** A visual clearance area is required at street/driveway intersections. This applies to permanent and mobile obstructions (such as automobiles and travel trailers/recreational vehicles) exceeding 3 feet in height as measured from the top of curb.
- **Site Design Review.** Lighting is required as appropriate to deter crime. In this case, there is existing street lighting along the subject property area. Any existing street light impacted by this development shall be moved as approved by the city.
- **Access, Egress and Circulation.** The normal maximum driveway approach width allowed would be 24' feet. Applicant proposes two 20' wide approaches.

In addition, for this type of development, the number of street accesses shall be minimized to protect the function safety and operation of streets and sidewalks. Given the limited area to develop due to surrounding sensitive lands, the proposed vehicular circulation is reasonable. Any existing driveway approach will need to be eliminated and replaced with standards curb/sidewalk.

Also, per SHMC 17.52.030(14)(c), all driveways shall be at a right angle to a public or private street for at least 20 feet. A 15' x 20' rectangle fits in the proposed access design; in other words, a 15' wide driveway could be at a right angle up to 20 feet into the driveways. 15 feet is a common width for one-way travel.

- **Street and Utility Improvement Standards.** N. River Street along the subject property is already improved. Modifications are proposed and would require compliance with the City's standards for streets.

All utilities servicing the site shall be underground

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

No conflict with the Comprehensive Plan has been identified.

\* \* \*

**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 items the Commission may consider for this proposal.

It is important that the required 20-foot drive aisle is marked to avoid help encroachment by travel trailers/RVs or standards automobiles. As such, it shall be delineated with “no parking” indicators. Moreover, paint may be used but other means shall be included too that have better permanency than paint. Paint alone in this case would be ineffective in the long run.

**Findings:** Access drive and no parking indicators, using permanent methods (paint/asphalt marking along are insufficient) shall be a condition of approval.

\* \* \*

### **Sensitive Lands Permit—SL.2.17**

#### **Type(s) of sensitive lands affected:**

- Special Flood Hazard Area (SFHA) as identified by FIRM Map No. 41009C0456D. The property includes flood zone AE (100 year flood) and zone X (500 year flood).
- Columbia River riparian area/wetlands/protection zone.

#### **SHMC Chapter 17.44 – Sensitive Lands**

- Wetland/riparian area rules are addressed in Chapter 17.40 SHMC.
- The regulations of this chapter are intended to implement the comprehensive plan and the city’s floodplain management program as required by the National Flood Insurance Program, and help to preserve natural sensitive land areas from encroaching use. All development within a floodplain or floodway or that may directly impact a floodplain or floodway shall follow the rules as stated in Chapter 17.46 SHMC.
- Per SHMC 17.44.030 a Sensitive Lands Permit is valid for a one-and-one half year period with a potential time extension.

**Finding:** The provisions of this chapter are met with a condition addressing the validity period of this decision.

#### **SHMC Chapter 17.40 – Protective Measures for Significant Wetlands, Riparian Corridors, and Protection Zones**

**Discussion:** Riparian areas are considered the area adjacent to a river, lake or stream, consisting of the area of transition from an aquatic ecosystem to a terrestrial ecosystem. This chapter normally requires an upland protection zone adjacent to all significant riparian

corridors to protect their integrity, function and value. For the Columbia River, the required protection zone is 75 feet upland.

In this case, the subject property includes wetlands along the river's shoreline. In addition, the applicant identifies the Ordinary High Water boundary of the river. The 75-foot upland protection zone from these features encroaches into the area of proposed construction.

**Finding(s):** With the exception of the northerly-most travel trailer space, the applicant proposes to keep the development footprint of the proposed travel trailer park within the existing footprint of the two recently demolished detached single-family dwellings on the subject property. The city's wetland/riparian laws were adopted in 2003 and the existing development footprint was in place at that time and remains. As long as the proposal doesn't result in new impact by staying within the preexisting development footprint, mitigation of impacts to sensitive lands is not necessary (due to lack of *new* impacts).

**New impact.** New impact to a protection zone is proposed. Encroachment into protection zone may be allowed by SHMC 17.40.040(3).

This requires the lots to be consolidated with contiguous ones in the same ownership on the effective date of this Chapter (2003). This was a requirement of a previous Sensitive Lands Permit (file SL.4.16) for a different proposal. But the unified ownership requirement has been fulfilled via a document recorded as Columbia Co. Clerk Instrument No. 2016-10632.

This also requires that the impact footprint is the minimum necessary to obtain a reasonable use of the property and that the use permitted is of the minimum intensity necessary to obtain reasonable use of the property. Five travel trailer spaces would fit without the protection zone encroachment; the encroachment is proposed to allow a 6<sup>th</sup> space. **Does the Commission think this is justified (i.e., 5 v. 6 RV spaces)?**

This also requires that the proposal minimize disturbance to the protection zone. The applicant proposes to remove a portion of an artificial berm that has been in place for a long time to add protection zone in place of the removed protection zone. Given the relatively small area affected and the trade off, this seems reasonable. However, by cutting into the berm which has been able to settle for decades, that could result in instability. If erosion or failure of the newly exposed cut occurred and disturbed the proposed restorative plantings, that would not be a minimal disturbance. So an engineer needs to certify, in writing to the city, that the exposed berm cut is stable.

Moreover, the perimeter of the improved area facing the Columbia River will be supported by concrete units. Failure of this wall would be an excessive disturbance to protection zone, wetland and/or riparian area. Thus, it also needs to be certified by an engineer, in writing to the city, that it will not fail.

This also requires that the impervious area of the development footprint not exceed 50% of the protection zone on the lot or parcel. This appears to be met.



Finally, this requires restoration and enhancement per this Chapter. Applicant provides a concept planting plan for the end of berm area to be removed. A restoration planting plan that specifically addresses the requirements of SHMC 17.40.055 shall be required. Owner shall be required to ensure planting survival for at least two years, as per this Chapter.



**Left:** portion of the subject property along N. River Street on the opposite side of the berm that projects waterward from the developed portion of the site. This is the area proposed for fill for travel trailer space #6.

## SHMC Chapter 17.46 – Floodplains & Floodways

- **SHMC 17.46.040(3)(c) – Information to be obtained and maintained:**

(i) Where base flood elevation data is provided through the flood insurance study, FIRM, or as required in subsection (3)(b) of this section, obtain and record the actual (as-built) elevation (in relation to mean sea level based on the North American Vertical Datum of 1988 (NAVD 88)) of the lowest floor (including basement) of all new or substantially improved structures, and whether or not the structure contains a basement.

(ii) For all new or substantially improved floodproofed structures where base flood elevation data is provided through the flood insurance study, FIRM, or as required in subsection (3)(b) of this section:

(A) Verify and record the actual elevation (in relation to mean sea level based on the North American Vertical Datum of 1988 (NAVD 88)) to which the structure was floodproofed, and

(B) Maintain the floodproofing certifications required in subsection (1)(b)(iii) of this section.

(iii) Maintain for public inspection all records pertaining to the provisions of this chapter.

**Discussion:** Applicant submitted a “pre-construction” Elevation Certificate (EC) as required by the City to determine the exact Base Flood Elevation of the site. **The BFE is 26.3’ (based on the NAVD 1988 elevation datum).** A new EC will be required when construction of the project is complete (this is noted on the EC itself).

No structure or basement is proposed. Floodproofing (floodproof certificate) would not apply as no structure is proposed.

**Finding:** Utility connections are proposed to serve recreational vehicles. An EC will be required to confirm proper elevation of those. Or, since the proposal includes fill to raise the travel trailer park area above the floodplain, the EC may note the lowest portion of the improved area (provided it is above the base flood elevation).

- **SHMC 17.46.050(1) – Provisions for flood hazard reduction** (applicable general standards)

**General Standards.** In all areas of special flood hazard, the following standards are required:

(a) Anchoring.

(i) All new construction and substantial improvements shall be anchored to prevent flotation, collapse, or lateral movement of the structure.

(ii) All manufactured homes must likewise be anchored to prevent flotation, collapse, or lateral movement, and shall be installed using methods and practices that minimize flood damage. Anchoring methods may include, but are not limited to, use of over-the-top or frame ties to ground anchors (reference FEMA's "Manufactured Home Installation in Flood Hazard Areas" guidebook for additional techniques).

(b) Construction Materials and Methods.

(i) All new construction and substantial improvements shall be constructed with materials and utility equipment resistant to flood damage.

(ii) All new construction and substantial improvements shall be constructed using methods and practices that minimize flood damage.

(iii) Electrical, heating, ventilation, plumbing, and air-conditioning equipment and other service facilities shall be designed and/or otherwise elevated or located so as to prevent water from entering or accumulating within the components during conditions of flooding.

(c) Utilities.

(i) All new and replacement water supply systems shall be designed to minimize or eliminate infiltration of floodwaters into the system;

(ii) New and replacement sanitary sewage systems shall be designed to minimize or eliminate infiltration of floodwaters into the systems and discharge from the systems into floodwaters; and

(iii) On-site waste disposal systems shall be located to avoid impairment to them or contamination from them during flooding consistent with the Oregon Department of Environmental Quality.

**Discussion:** The above are requirements of the National Flood Insurance Policy and the City of St. Helens. Given the proximity of the Area of Special Flood Hazard to the development site on the subject property, these provisions are applicable. An on-site waste disposal system is not proposed. An on-site waste disposal system is only allowed in very limited circumstances in the City; this property or development does not fit within those circumstances.

This Sensitive Lands Permit pertains to the development of the travel trailer park and not recreational vehicles on site for 180 or more days, which would require further permitting beyond this. Applicable at this time are the utility connections for the travel trailer/recreational vehicle spaces and their proper design in the floodplain.

- **SHMC 17.46.050(2) – Provisions for flood hazard reduction** (applicable specific standards)

(c) **Manufactured Homes.**

(i) The ground area reserved for the placement of a manufactured dwelling shall be a minimum of 12 inches above BFE unless the foundation walls are designed to automatically equalize hydrostatic forces on exterior walls by allowing for the entry and exit of floodwaters. Designs for meeting this requirement must be either be certified by a registered professional engineer or architect or must meet or exceed the following minimum criteria:

(A) A minimum of two openings having a total net area of not less than one square inch for every square foot of enclosed area subject to flooding shall be provided;

(B) The bottom of all openings shall be no higher than one foot above grade; and

(C) Openings may be equipped with screens, louvers, or other coverings or devices; provided, that they permit the automatic entry and exit of floodwaters.

(ii) The bottom of the longitudinal chassis frame beam in A zones shall be a minimum of 12 inches above BFE (see definition of "lowest floor" in the Manufactured Dwelling Specialty Code).

(iii) The manufactured dwelling shall be anchored to prevent flotation, collapse and lateral movement during the base flood. Anchoring methods may include, but are not limited to, use of over-the-top or frame ties to ground anchors (Reference FEMA's "Manufactured Home Installation in Flood Hazard Areas" guidebook for additional techniques); and

(iv) Electrical crossover connections (see Manufactured Dwelling Specialty Code) shall be a minimum of 12 inches above BFE.

(d) **Recreational Vehicles.** Recreational vehicles placed on sites are required to either:

(i) Be on the site for fewer than 180 consecutive days;

(ii) Be fully licensed and ready for highway use, on its wheels or jacking system, be attached to the site only by quick disconnect type utilities and security devices, and have no permanently attached additions; or

(iii) Meet the requirements of subsection (2)(c) of this section and the elevation and anchoring requirements for manufactured homes.

**Discussion:** In some parts of the nation, campgrounds and recreational vehicle parks in the floodplain are evolving from camping and other short-term occupancies to permanent occupancies which can significantly increase risk to life and property and potential flood damages. The distinguishing feature between a recreational vehicle park and a manufactured home park is the permanency of the installations. Poured concrete pads, permanent utility hookups, mail delivery to the site, and permanently attached structures are characteristics of a permanent residence or a typical manufactured home park.

The best way to minimize flood damages is to ensure that recreational vehicle parks and campgrounds in the floodplain are limited to short-term occupancies, or, if they are not, to ensure that the units are adequately protected from flood damages through enforcement of floodplain management standards for manufactured homes.

A travel trailer park is proposed. Though no permanent buildings are proposed, recreational vehicles are considered "permanent" and subject to elevation and anchoring requirements if in place 180 or more days.

**Finding(s):** Conditions of approval shall apply to this proposal for recreational vehicles on site for fewer than 180 days. No recreational vehicle shall be allowed for 180 or more days without permitting as a manufactured home within the floodplain. *This restriction doesn't apply if the entire improved travel trailer park area is above the base flood elevation, as proposed. The post construction Elevation Certificate will demonstrate this.*



## CONCLUSION & RECOMMENDATION

**Based upon the facts and findings herein, staff recommends the Planning Commission approve this Conditional Use Permit, with the following conditions:**

1. This **Conditional Use Permit** approval is valid for a limited time (to establish the use) pursuant to SHMC 17.100.030.
2. The following shall be required prior to development/building permit issuance:
  - a. Materials including but not necessarily limited to a site plan shall be submitted to the City for review and approval demonstrating compliance with all applicable provisions of the Development Code (SHMC Title 17) and in accordance with the conditions herein. This/these material(s) shall specifically address and be subject to the following:
    - i. A landscape plan shall be required which includes a balance of low-lying and vertical shrubbery and trees along the perimeter of the travel trailer park. In addition, street trees are required along the subject property's entire street frontage.

The area between the property line and sidewalk not used for drive access shall be landscaped (not paved over).
    - ii. Any existing driveway approach along the subject property that will not be used for this proposal shall be replaced by a standard sidewalk/curb.
    - iii. The required 20' wide drive aisle shall be delineated and include no parking designation. The means of doing this shall be physical and in such as fashion as to be permanent. For example, paint/pavement marking alone would be insufficient.
    - iv. Parallel off-street parking spaces shall be clearly marked.
  - b. Engineering/construction plans shall be submitted for review and approval for public improvements.
  - c. Plans, approved by the City and all applicable utility providers shall be required to remedy site design conflicts of overhead power pole, guy wire, utility pedestal, vault, etc, as described in this report. Aspects to protect any remaining infrastructure (e.g., the vault) from damage by vehicles may be included as determined on a case-by-case basis by the City and/or applicable utility provider.

<<The Commission may also consider denial of this proposal due to this issue or postponement of the decision—continuing the matter to the Commission's next meeting—to allow time for the applicant/owner to address these issue to the satisfaction of the Commission (if the Commission views this as a deal killer)>>



3. 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:
  - a. All improvements necessary to address the requirements herein, and in accordance with approved plans, shall be in place.
4. Any requirement of the Fire Marshall as it applies to this proposal shall be met. This includes but is not limited to addressing requirements.
5. No travel trailer/recreational vehicle shall remain in the facility except to occupy an approved travel trailer/recreational vehicle space.
6. All areas used for parking or maneuvering of vehicles shall be paved.
7. No permanent additions of any kind shall be built onto, nor become part of, any trailer. Skirting of trailers is permissible, but such skirting shall not attach the trailer to the ground.
8. Wheels of trailers shall not be removed, except temporarily when in need of repairs; the wheels or jacking system must be attached to the site only by quick disconnect type utilities and security devices.
9. All utilities servicing the site shall be underground.
10. No plan submitted to the City for approval shall contradict another.
11. Owner/Developer shall be solely responsible for obtaining all approvals, permits, licenses, and authorizations from the responsible Federal, State and local authorities, or other entities, necessary to perform land clearing, construction and improvement of the subject property in the location and manner contemplated by Owner/Developer. City has no duty, responsibility or liability for requesting, obtaining, ensuring, or verifying Owner/Developer compliance with the applicable State and Federal agency permit or other approval requirements. This land use approval shall not be interpreted as a waiver, modification, or grant of any State or Federal agency or other permits or authorizations.
12. Owner/applicant is still responsible to comply with the City Development Code (SHMC Title 17).

\* \* \*

**Based upon the facts and findings herein, staff recommends the Planning Commission approve this Sensitive Lands Permit, with the following conditions:**

<<<Note: these conditions assume the commission finds that travel trailer/RV space #6 is justified. If the Commission finds otherwise the one's not pertaining to the floodplain issue will not apply>>>

1. This **Sensitive Lands Permit** approval shall be valid for a one-and-one-half-year period from the date of approval pursuant to SHMC 17.44.030.
2. **Subject to the specification of and in addition to the requirements of the City Building Official, the following shall apply to the design and construction of the proposal *that is within the Area of Special Flood Hazard*:**
  - a. All new construction shall be constructed with materials and utility equipment resistant to flood damage.
  - b. All new construction shall be constructed using methods and practices that minimize flood damage.
  - c. Electrical, heating, ventilation, plumbing, and air-conditioning equipment and other service facilities shall be designed and/or otherwise elevated or located so as to prevent water from entering or accumulating within the components during conditions of flooding.
  - d. All new and replacement water supply systems shall be designed to minimize or eliminate infiltration of floodwaters into the system.
  - e. New and replacement sanitary sewage systems shall be designed to minimize or eliminate infiltration of floodwaters into the systems and discharge from the systems into floodwaters.
3. **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 commencement of the proposal:**
  - a. A new Elevation Certificate (EC) shall be submitted confirming that utilities and such are built properly in accordance with law or showing that the entire improved travel trailer/RV park (lowest portion of the improved area) is outside the *Area of Special Flood Hazard*.
  - b. An engineer shall certify in writing to the City that the berm and all modifications to it are stable.
  - c. An engineer shall certify in writing to the City that all retaining walls and methods to support fill material for the travel trailer/RV park are structurally sound and will not fail.
  - d. Restorative plantings per SHMC 17.40.055, as approved by the city, shall be planted in the area where the berm was excavated.
4. **Unless outside of the *Area of Special Flood Hazard*, any travel trailer/recreational vehicle using this travel trailer park shall not be on site more than 179 consecutive days. This Sensitive Lands Permit does not allow a longer time for any travel trailer/RV.**

5. **Unless outside of the Area of Special Flood Hazard**, any travel trailer/recreational vehicle using this travel trailer park shall be fully licensed and ready for public street use at all times and shall only be attached to the site by quick disconnect type utilities and security devices. Permanently attached additions are prohibited.
6. Mitigation plantings (reference condition 3.d) for the riparian corridor/protection zone shall be maintained for a minimum of two years. Within that time, invasive species shall be controlled (i.e., removed as needed), and mitigation plants that perish shall be replaced.

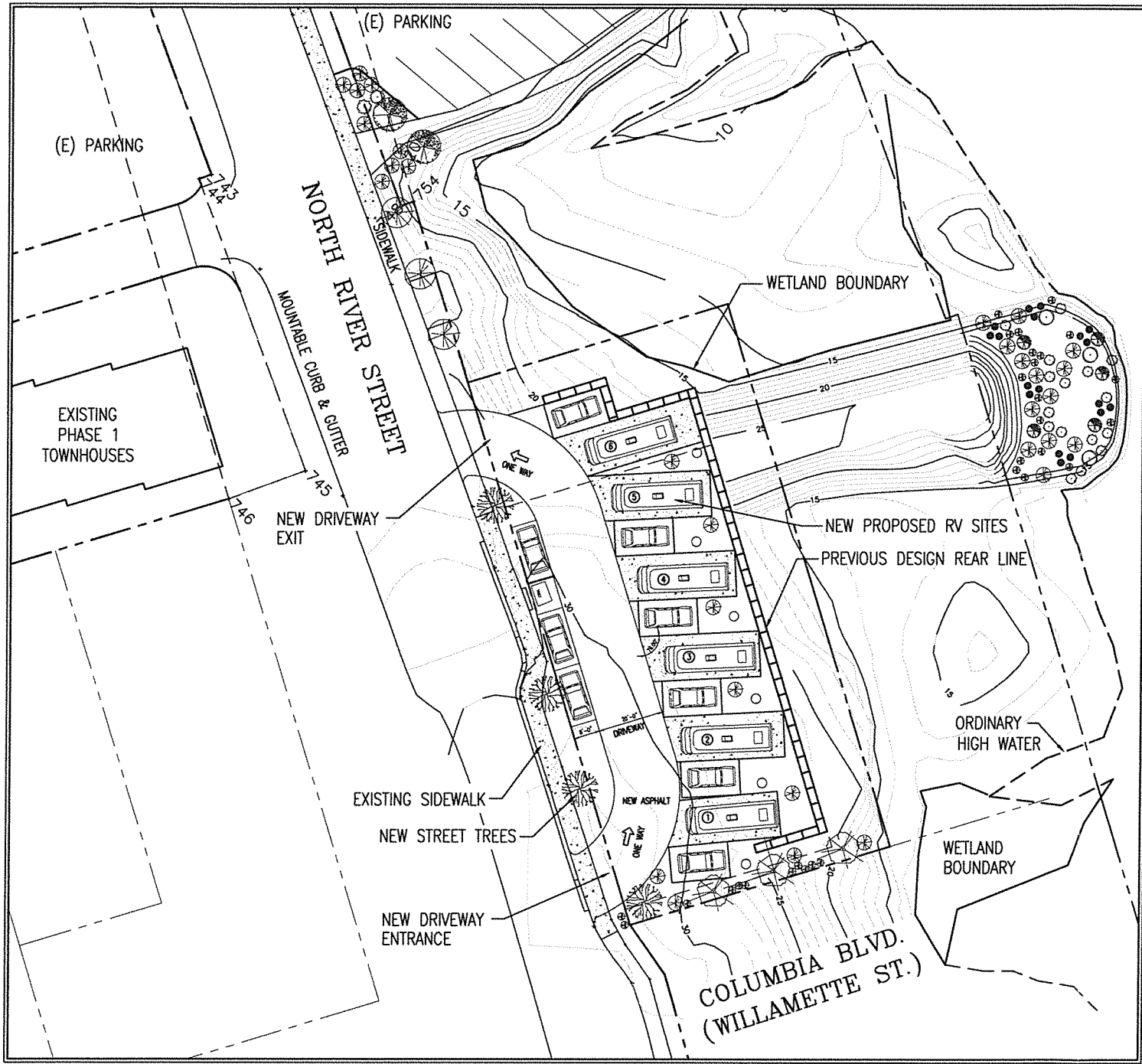
The applicant shall provide monitoring and maintenance reports performed by a qualified environmental professional upon request by the City to demonstrate compliance with this condition

7. This Sensitive Lands permit does not allow impact to any state or federal listed threatened or endangered species. If such impacts are proposed or become evident, a Sensitive Lands Permit will be required in addition to any required permit(s) or authorization(s) by the State of Oregon or Federal Government.

\* \* \*

**Attachment(s):** Applicant's plan set (4 sheets)

Existing Utility Conflicts (created by staff based on applicant's plan set)





DSL WD # 2016-0301  
Approval Issued 10-21-16  
Approval Expires 10-21-21

St. Helens Marina LLC  
Topographic Survey  
Situating In Blocks 2 & 13  
City of St. Helens  
Section 34,T.5N.,R.1W.,W.M.  
Columbia County, Oregon  
January 22, 2016  
February 22, 2016  
April 2, 2016 June 5, 2016  
N JULY 11, 2016



HISTORIC OHWM OF COLUMBIA RIVER = 17.17 NAVD 88 OR 13.89 NVGD 29

CF:13009S  
SF:13009S10  
FB:116

Notes at 12' NAVD 88

Elevations are based on Oregon Dept. of Transportation Bench Mark "Helen", PID RD4218, a brass disc near the intersection of 6th Street and Plymouth Street in St. Helens, OR. Datum: NAVD 88 Contour Interval=1'

The 100 Year Base Flood Elevation for the vicinity is 26.3' NAVD 88, per FEMA FIS Columbia River Profile.

Underground utilities as shown, were marked via the Oregon Utility Notification Center - Ticket No. 16010908.

Ordinary High Water and Wetland Delineation were done by Wetland Solutions Northwest, LLC.

The State of Oregon, Department Of State Lands Submerged and Submersible Land Lease for St. Helens Marina, LLC extends riverward from the ordinary low water line per Lease No. 10526-ML.

Legend

--- OHW 1 Denotes Ordinary High Water flagged line as delineated by Wetland Solutions Northwest, LLC.

--- W 1 Denotes Wetland Boundary flagged line as delineated by Wetland Solutions Northwest, LLC.

--- W Denotes buried water line as marked via the Oregon Utility Notification Center.

--- C Denotes buried Cable TV line as marked via the Oregon Utility Notification Center.

--- G Denotes buried gas line as marked via the Oregon Utility Notification Center.

--- PPO Denotes power pole.

--- LPO Denotes light pole.

WETLAND A  
.22 ACRES

HISTORIC OHWM OF COLUMBIA RIVER = 17.17 NAVD 88 OR 13.89 NVGD 29

12' NAVD 88

FIELD DELINEATED  
ORDINARY HIGH WATER  
ELEVATION 12' +/-

WETLAND B  
.036 ACRES

HISTORIC OHWM OF COLUMBIA RIVER = 17.17 NAVD 88 OR 13.89 NVGD 29

EXISTING SITE PLAN



Lower Columbia Engineering  
St. Helens, Oregon  
(503) 366-0399

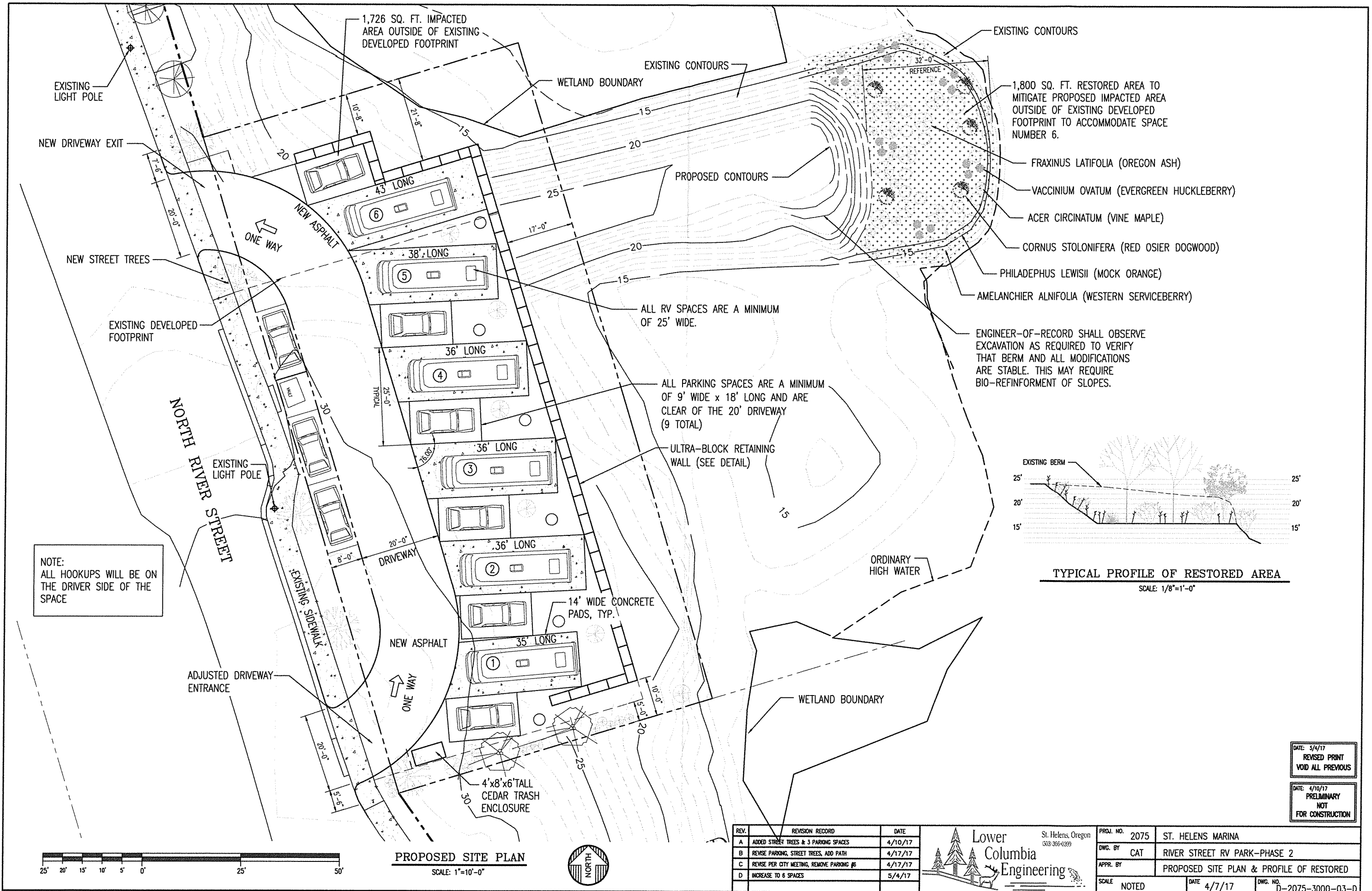
PROJ. NO. 2075 ST. HELENS MARINA

DWG. BY SA VARIOUS PROJECTS

APPR. BY EXISTING SITE PLAN

SCALE NOTED DATE 07/15/16 DWG. NO. B-2075-1000-01





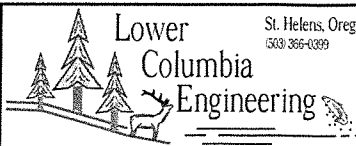
NOTE:  
ALL HOOKUPS WILL BE ON  
THE DRIVER SIDE OF THE  
SPACE



PROPOSED SITE PLAN  
SCALE: 1"=10'-0"

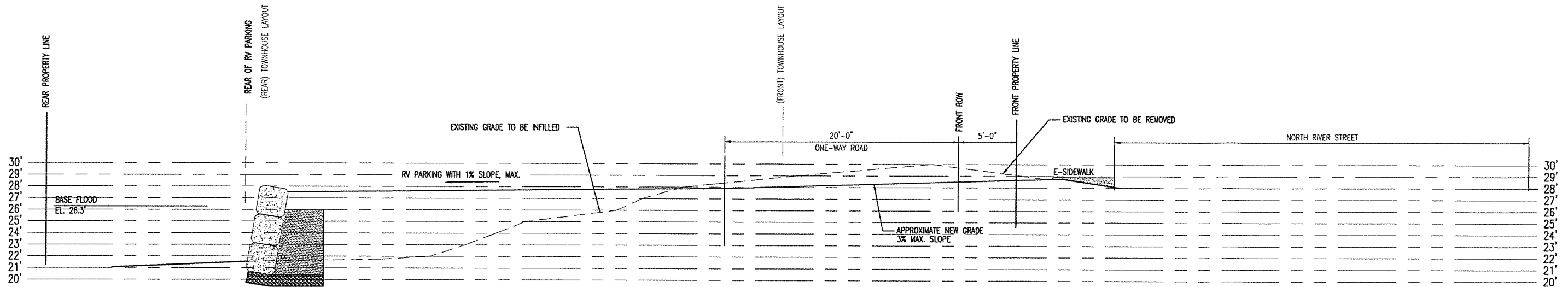


REV.	REVISION RECORD	DATE
A	ADDED STREET TREES & 3 PARKING SPACES	4/10/17
B	REVISE PARKING, STREET TREES, ADD PATH	4/17/17
C	REVISE PER CITY MEETING, REMOVE PARKING #6	4/17/17
D	INCREASE TO 6 SPACES	5/4/17



PROJ. NO.	2075	ST. HELENS MARINA
DWG. BY	CAT	RIVER STREET RV PARK-PHASE 2
APPR. BY		PROPOSED SITE PLAN & PROFILE OF RESTORED
SCALE	NOTED	DATE 4/7/17 DWG. NO. D-2075-3000-03-D

DATE: 5/4/17 REVISED PRINT VOID ALL PREVIOUS
DATE: 4/10/17 PRELIMINARY NOT FOR CONSTRUCTION



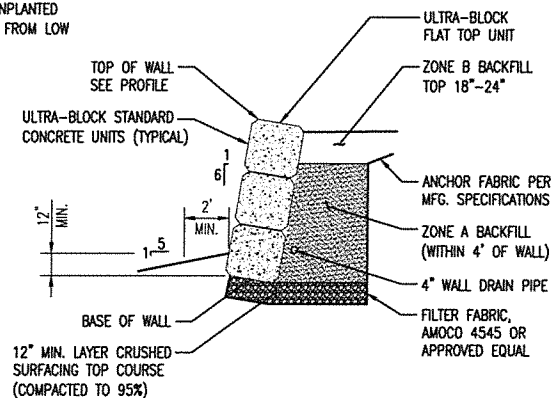
**TYPICAL SITE PROFILE**

SCALE: 1/4"=1'-0"



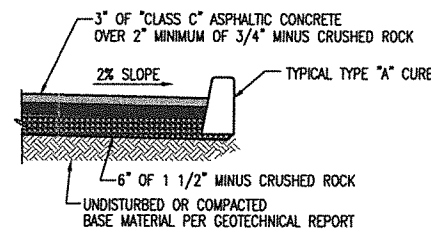
**NOTES:**

1. SELECT LOCAL DOGWOOD, ELDERBERRY, WILLOW, TWINDBERRY, SALMONBERRY, NINEBARK, OCEANSPRAY, SNOWBERRY, CURRENT, OR OTHER LOCAL SPECIES.
2. CLEANLY CUT INTO STAKES OF ANY SIZE FROM SMALLER THAN A PENCIL TO AS LARGE AS THE DONOR WILL ALLOW. SMALL STAKES ARE MUCH EASIER TO INSTALL. LARGE STAKES CAN STAND ABOVE COMPETING VEGETATION.
3. EACH STAKE SHOULD HAVE AT LEAST 2 NODES (BUDS).
4. BUNDLE STAKES INTO MANAGEABLE GROUPS, RIGHTSIDE UP AND STORE IN THE STREAM UNTIL USE.
5. INSTALL BY SLIDING INTO GROUND AT A RANGE OF LOCATIONS, SOME HIGH AND SOME LOW WITH RESPECT TO ORDINARY HIGH WATER.
6. NEATLY TRIM ANY ENDS THAT ARE WASHED BY POUNDING.
7. PERFORM FROM SEPTEMBER THRU MAY OR IN MOIST SOIL.
8. PLANTING DENSITY SHALL PROVIDE FOR MAXIMUM UNPLANTED AREA OF 2'-0" IN ANY DIRECTION ALONG ENTIRE BANK FROM LOW TO HIGH WATER LINE.



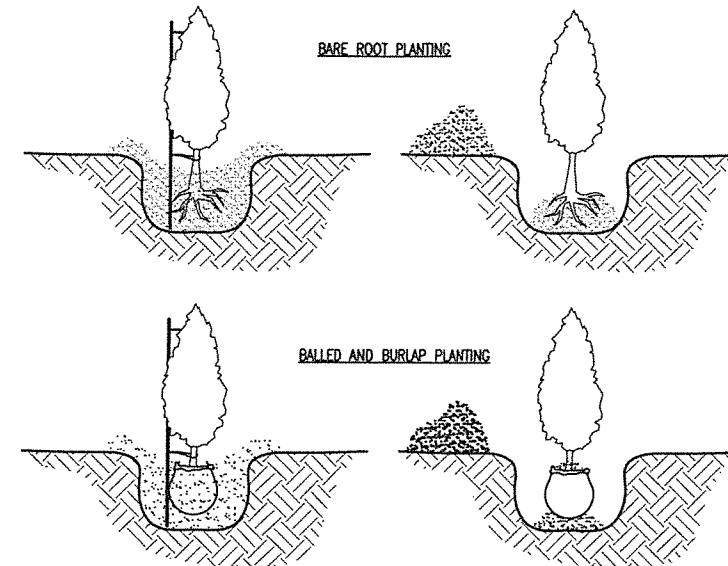
**TYPICAL BLOCK WALL SECTION**

SCALE: NTS



**TYPICAL AC SECTION**

SCALE: 1/2"=1'-0"

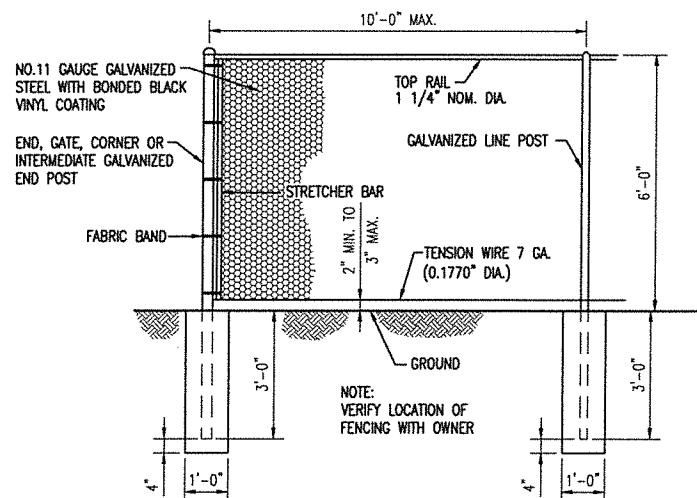


**NOTES:**

1. SOAK BARE ROOT PLANTS FOR 24 HRS BEFORE PLANTING.
2. DIG HOLE APPROXIMATELY 2X ROOT BALL DIAMETER.
3. BACKFILL A CONE SHAPED MOUND IN THE HOLE.
4. SPREAD ROOTS EVENLY ON MOUND.
5. FILL 3/4 FULL, COMPACT GENTLY AND ADJUST PLANT ALIGNMENT.
6. COMPLETE FILL AND CREATE RIDGE AROUND PLANT FOR A WATERING BASIN.
7. WATER THOROUGHLY.
8. STAKE AS NECESSARY.

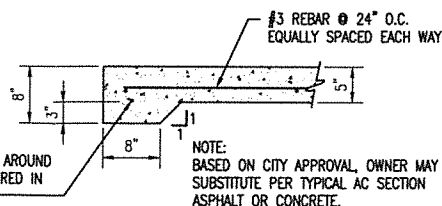
**NOTES:**

1. DIG HOLE TWICE AS LARGE AS ROOT BALL.
2. BACKFILL A CONE SHAPED MOUND IN THE HOLE.
3. INSTALL TREE AND OPEN BURLAP TO FULLY EXPOSE SURFACE SOIL.
4. FILL 3/4 FULL, COMPACT GENTLY AND ADJUST PLANT ALIGNMENT.
5. COMPLETE FILL AND CREATE RIDGE AROUND PLANT FOR A WATERING BASIN.
6. STAKE AS NECESSARY.
7. WATER THOROUGHLY.



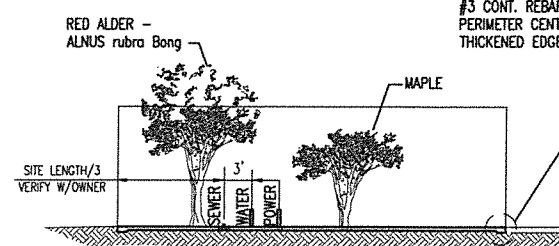
**CHAIN LINK FENCE DETAIL**

SCALE: NTS (AS REQUIRED)



**TYPICAL PAD EDGE DETAIL**

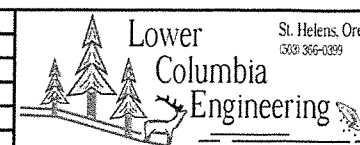
SCALE: 1"=1'-0"



**TYPICAL INTERIOR SITE PROFILE**

SCALE: NTS

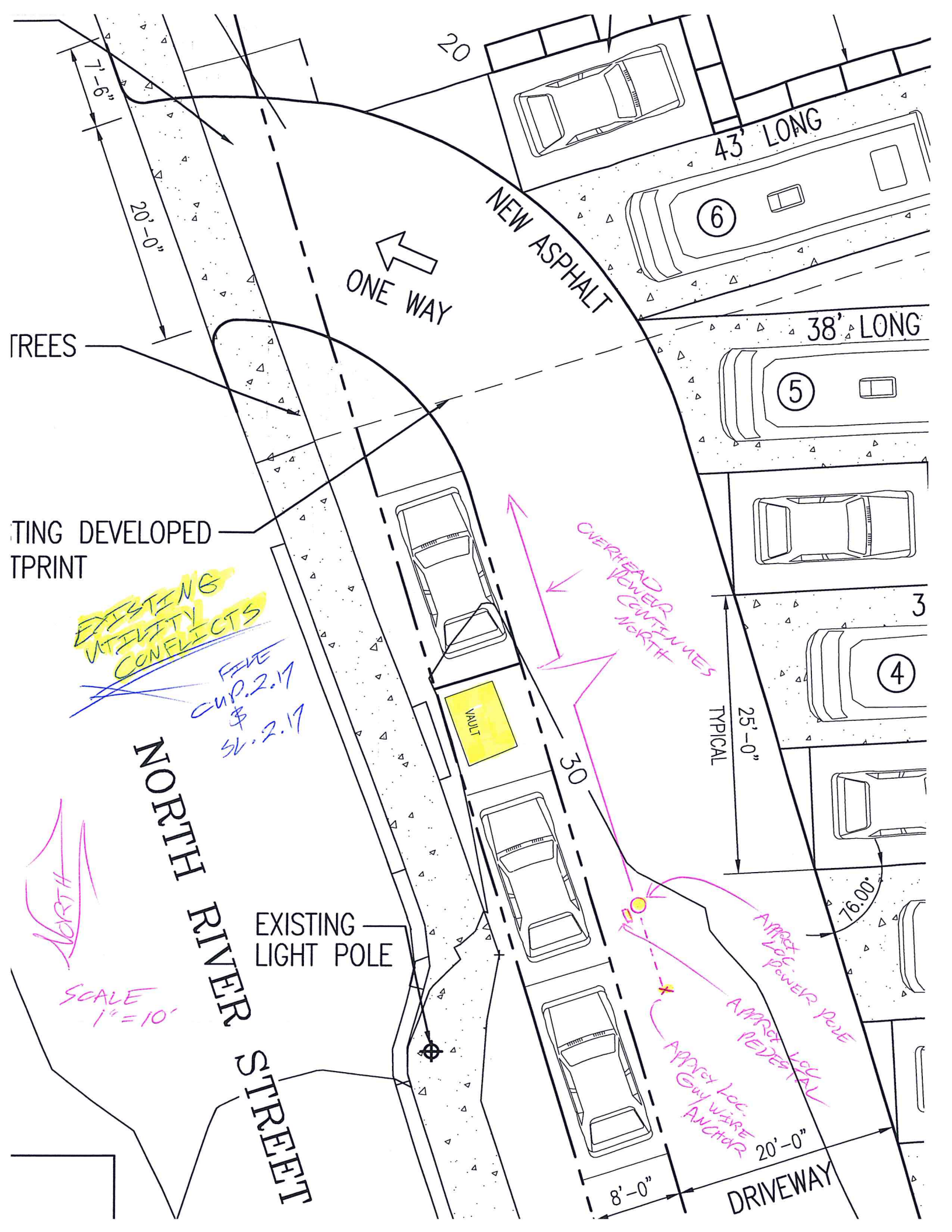
REV.	REVISION RECORD	DATE
A	GENERAL UPDATES	5/8/17



PROJ. NO.	2075	ST. HELENS MARINA
DWG. BY	CAT	RIVER STREET RV PARK-PHASE 2
APPR. BY		SITE DETAILS
SCALE	NOTED	DATE 4/7/17
DWG. NO.	D-2075-3000-04-A	

DATE: 5/4/17  
REVISED PRINT  
VOID ALL PREVIOUS

DATE: 4/10/17  
PRELIMINARY  
NOT  
FOR CONSTRUCTION







## CITY OF ST. HELENS PLANNING DEPARTMENT

# MEMORANDUM

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**TO:** Planning Commission  
**FROM:** Jacob A. Graichen, AICP, City Planner  
**RE:** St. Helens Urban Renewal Plan  
**DATE:** June 6, 2017

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A notice announcing the Commission's meeting was placed in The Chronicle on May 31, 2017.

The City has been working on establishing an Urban Renewal district to utilize Tax Increment Financing (TIF) as a funding source for projects intended to help advance economic development. TIF earmarks property tax revenue from increases in assessed values within a designated district. So instead of going into public agency coffers, the *increase* in property value from the time the district forms, goes into urban renewal project coffers until the district meets its maximum indebtedness.

The St. Helens Urban Renewal Agency (Agency) met on May 3, 2017 and determined that the Urban Renewal Plan should progress through the adoptions process. One of those steps is for the Planning Commission to review the plan to determine conformance with the Comprehensive Plan and make a recommendation to the City Council to adopt or not, specifically in this regard. The Commission may have recommendations for other aspects of the St. Helens Urban Renewal Plan, but please understand that the Commission's specific focus and authority, is whether or not the Urban Renewal Plan conforms with the Comprehensive Plan.

**Per ORS 475.085(4):**

An urban renewal plan and accompanying report shall be forwarded to the planning commission of the municipality for recommendations, prior to presenting the plan to the governing body of the municipality for approval under ORS 457.095 (approval of plan by ordinance).

**Per ORS 475.095 there are several things required for the Urban Renewal adoption ordinance. Specific to the Commission's interest ORS 475.095(3):**

The urban renewal plan conforms to the comprehensive plan and economic development plan, if any, of the municipality as a whole and provides an outline for accomplishing the urban renewal projects the urban renewal plan proposes.

Between the Urban Renewal Plan and Report, there is a lot of reading. However, if you want to focus on the Comprehensive Plan related stuff, the Commission's key objective, Section 9 of the Urban Renewal Plan document is your target.

Note that in addition to specific Comprehensive Plan narrative (St. Helens Municipal Code Title 19), it also discusses documents that have been adopted as addendums to the Comprehensive Plan including the US 30 and Columbia/St. Helens Corridor Master Plan (2015), Parks and Trails Master Plan (2015), St. Helens Transportation System Plan (2011/2014), and the Waterfront Development Prioritization Plan (2011).

**Recommended Motion:** I move that the Commission finds, based upon the information provided in the St. Helens Urban Renewal Plan, the St. Helens Urban Renewal Plan conforms with the St. Helens Comprehensive Plan.

**Attachments:** St. Helens Urban Renewal Plan & the St. Helens Urban Renewal Report

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# St. Helens Urban Renewal Plan

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# Acknowledgments

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

## City Council

Mayor Rick Scholl

Ginny Carlson

Susan Conn

Keith Locke

Doug Morten

Former Mayor Randy Peterson

## Planning Commission

Dan Cary

Greg Cohen

Russell Hubbard

Kathryn Lawrence

Al Petersen

Sheila Semling

Audrey Webster

## Advisory Committee

Jennifer Cuellar, Columbia County

Diane Dillard, Columbia River Fire & Rescue

Keith Forsythe, Greater St. Helens Parks & Recreation District

Michael Greisen, Columbia River Fire & Rescue

Henry Heim Mueller, Columbia County Commissioner  
and Columbia 911 District

Mark Kreutzer, Columbia River Fire & Rescue

Paulette Lichatowich, Port of St. Helens Board Member

Paula Miranda, Port of St. Helens

Al Petersen, St. Helens Economic Development Corporation

Scot Stockwell, St. Helens School District

Steve Watson, Columbia 911 District

Audrey Webster, St. Helens Planning Commission

## Staff

John Walsh, City Administrator

Jennifer Dimsho, Planner

Jacob Graichen, Planner

## Consultant Team

ECONorthwest

Elaine Howard Consulting, LLC

Tiberius Solutions, LLC

Kittelson and Associates

Maul Foster and Alongi



# Definitions

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

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

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

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

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

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

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

“County” means Columbia County.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

# ORS Statutes Matrix

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

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

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# 1. Overview

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

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

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

## 1.1. Rationale

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

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

## 1.2. Urban Renewal Plan Goals

### Purpose

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

### Goals

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

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

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

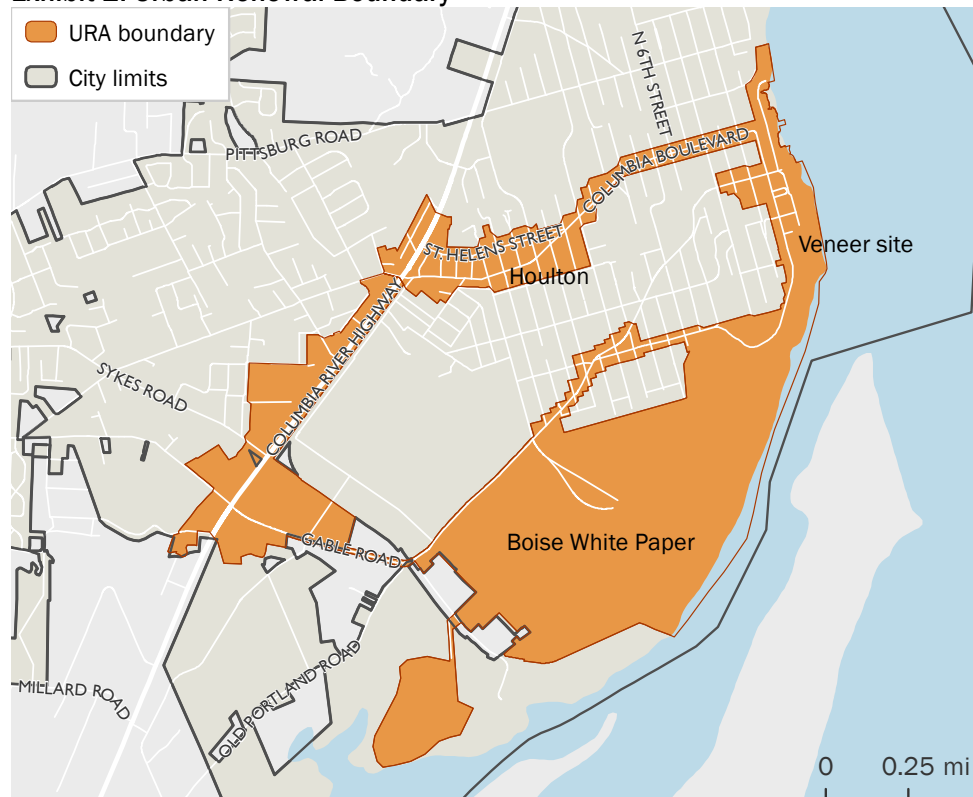
## 1.3. Urban Renewal Boundary and Projects

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

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

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

**Exhibit 2. Urban Renewal Boundary**



Source: City of St. Helens



## 1.4. Maximum Indebtedness

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

## 1.5. Stakeholder Involvement

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

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

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

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

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

## 1.6. Process

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

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

## 2. Urban Renewal Projects and Activities

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

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

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

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

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

## Exhibit 5. Urban Renewal Projects - Details

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

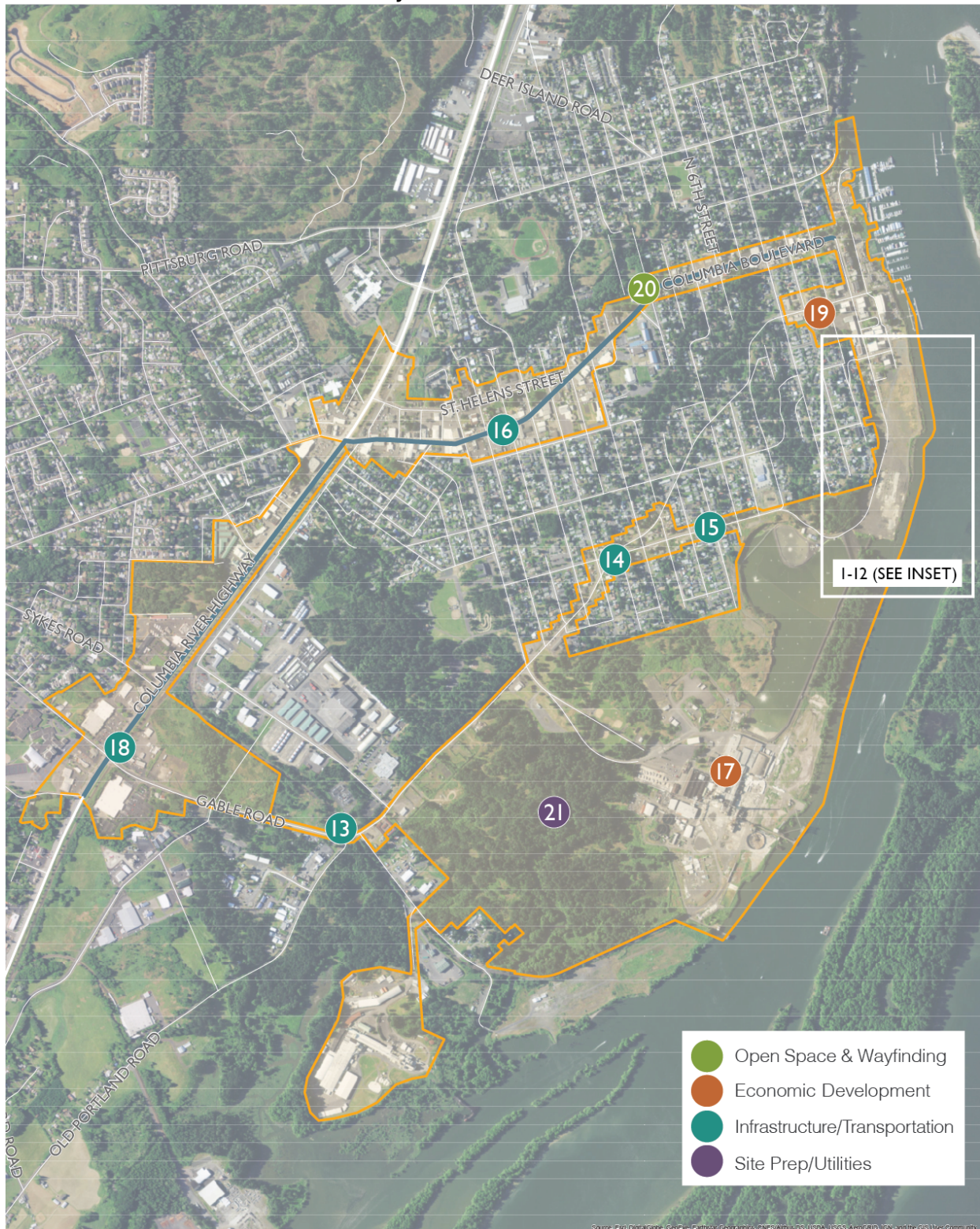
Map ID	Short Name	Description	Relation to Urban Renewal Goals	Estimated Area Contribution
11	Habitat and Riparian Corridor Enhancement with Public Access Contributions	Provide partnership funding to restore natural area and explore options for public access between White Paper Lagoon, Multnomah Channel,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



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

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

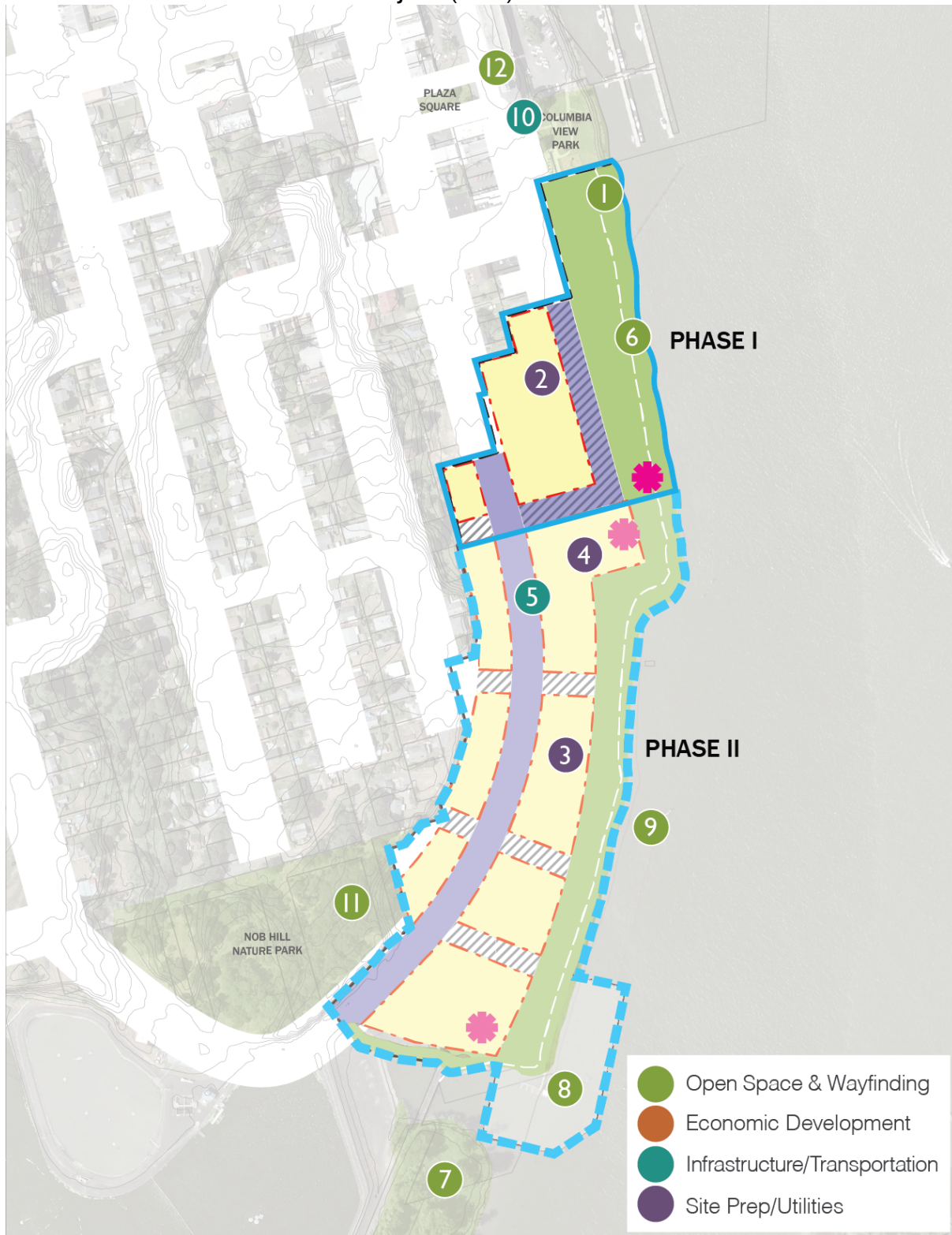
## Exhibit 6. St. Helens Urban Renewal Projects



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



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



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

## 3. Limitations on Indebtedness of the Plan

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

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

### 3.1. Proposed Financing Methods

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

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

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

### 3.2. Tax Increment Financing and Maximum Indebtedness

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

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



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

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

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

### **4.1. Substantial Amendments**

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

### **4.2. Minor Amendments**

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

## 5. Property Acquisition and Disposition

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

### 5.1. Property Acquisition for Public Improvements

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

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

### 5.2. Property Acquisition from Willing Sellers

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

### 5.3. Land Disposition

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

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

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

## **6. Relocation Methods**

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

## **7. Severability**

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

## 8. Proposed Land Uses

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

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

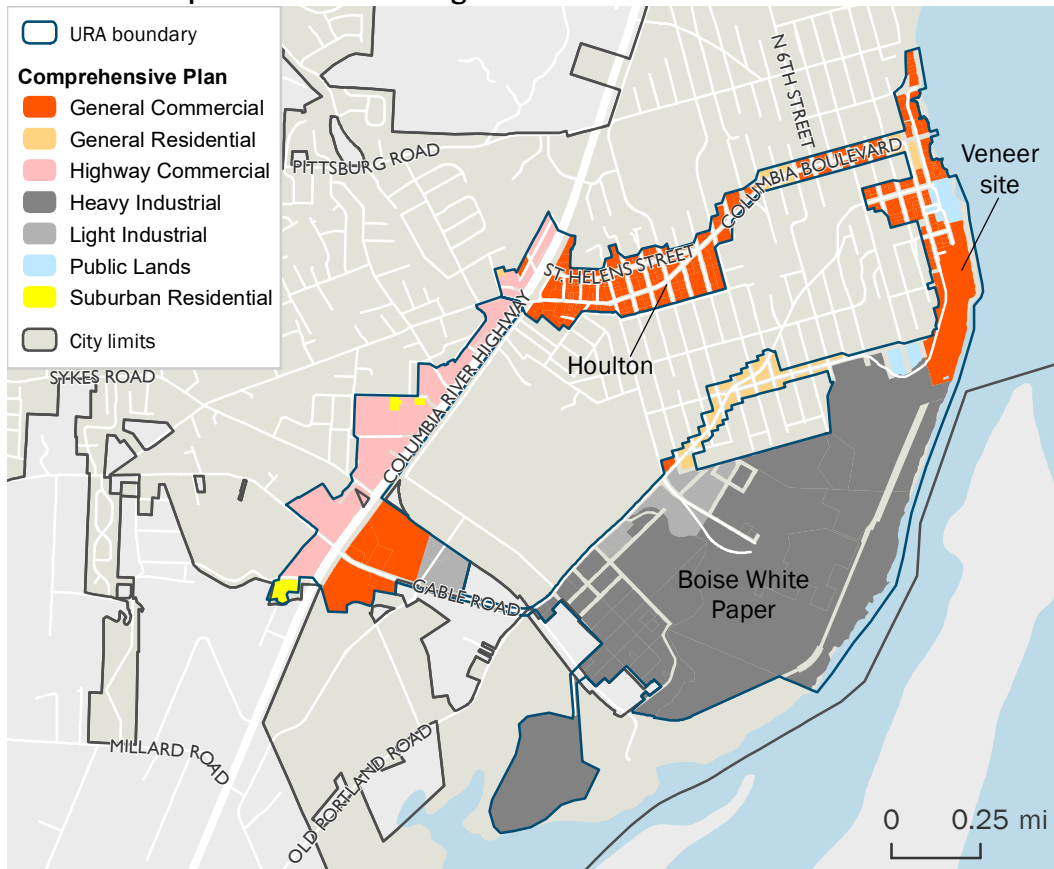
### Exhibit 8. Proposed Land Uses

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

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

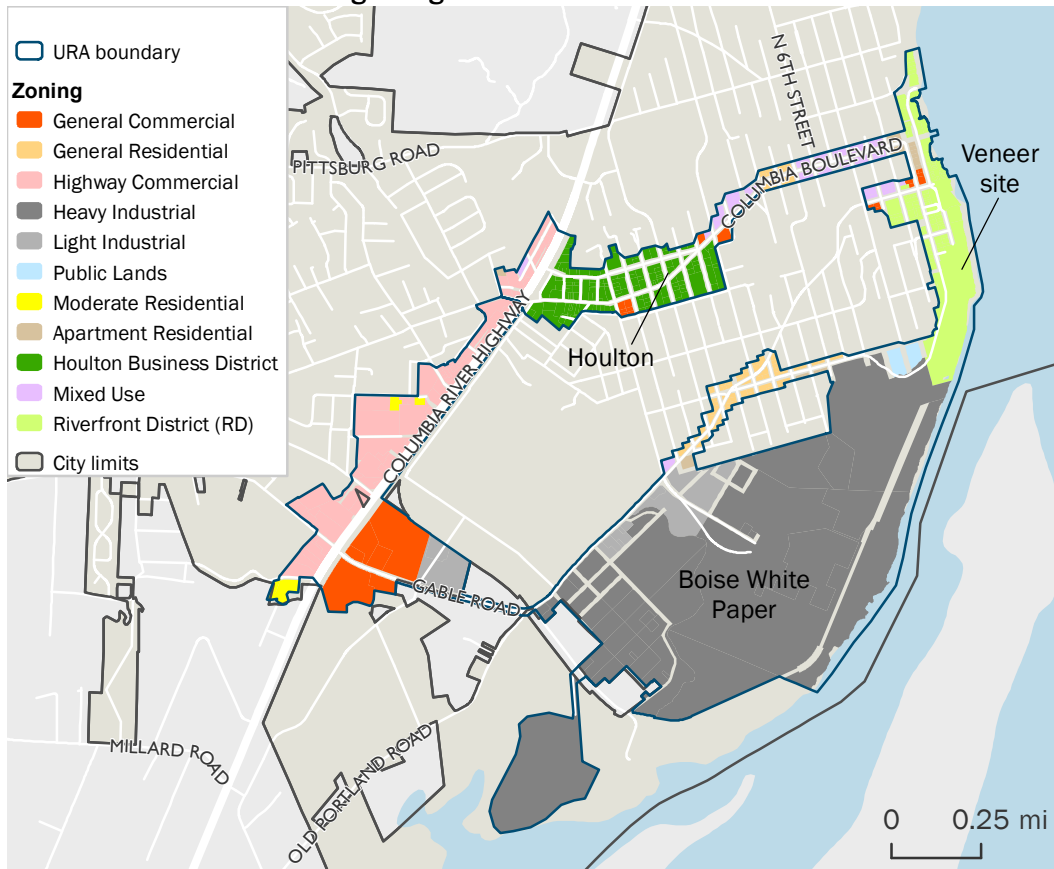


## Exhibit 9. Comprehensive Plan Designations



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

## Exhibit 10. St. Helens Zoning Designations



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

## 9. Relationship to Local Objectives

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

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

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

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

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

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

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

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

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

### 19.08.010 Citizen Involvement.

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

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

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

### 19.08.020 Economic Goals and Policies.

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

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

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

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



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

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

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

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

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

## 19.08.030 Public Services and Facilities Goals and Policies

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

### Goals.

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

### Policies.

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

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

## RELEVANCY TO URBAN RENEWAL PLAN

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

### 19.08.040 Transportation Goals and Policies

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

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

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

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

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

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

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

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

## 19.08.050 Housing Goals and Policies

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

### Goals:

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

### Policies:

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

## RELEVANCY TO URBAN RENEWAL PLAN

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

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

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



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

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

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

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

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

## 19.12.070 General Commercial.

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

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

Policies.

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

## RELEVANCY TO URBAN RENEWAL PLAN

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

### 19.12.020 General Residential.

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

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

Policies.

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

## RELEVANCY TO URBAN RENEWAL PLAN

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

### 19.12.080 Highway Commercial.

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

#### Goals.

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

#### Policies.

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

## RELEVANCY TO URBAN RENEWAL PLAN

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

## 19.12.100 Heavy Industrial.

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

### Goals.

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

### Policies.

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

## RELEVANCY TO URBAN RENEWAL PLAN

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

## 19.12.090 Light Industrial.

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

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

### Policies.

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

## RELEVANCY TO URBAN RENEWAL PLAN

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

### 19.12.110 Public Lands.

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

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

## RELEVANCY TO URBAN RENEWAL PLAN

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

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

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

### GOALS

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

### OBJECTIVES

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



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

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

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

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

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

## RELEVANCY TO URBAN RENEWAL PLAN

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

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

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

### GOALS

#### U.S. 30 CORRIDOR SEGMENT

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

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

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

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

#### OVERALL PROJECT GOALS

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

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

#### OBJECTIVES

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

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

#### RELEVANCY TO URBAN RENEWAL PLAN

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

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

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

## GUIDING STATEMENTS

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

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

## SELECTED RECOMMENDATIONS

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

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

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

## RELEVANCY TO URBAN RENEWAL PLAN

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

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

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

### GOALS

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

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

## OBJECTIVES

### Safety and Efficiency Policies

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

### Non-motorized and Transit Modes Policies

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

### Economic Development Policies

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



## Natural Resources and Recreation Policies

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

## Community Policies

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

## Planning and Funding Policies

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

## RELEVANCY TO URBAN RENEWAL PLAN

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

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

## 9.6. Waterfront Development Prioritization Plan (2011)

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

### SELECTED RECOMMENDATIONS

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

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

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

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

### RELEVANCY TO URBAN RENEWAL PLAN

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

## 9.7. Towards Sustainable Tourism Plan (2007)

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

### RELEVANCY TO URBAN RENEWAL PLAN

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

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

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

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

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

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

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

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

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

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

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

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

## **RELEVANCY TO URBAN RENEWAL PLAN**

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

# Disclaimer

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

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



## 10. Appendices

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### Appendix A: Legal Description

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# St. Helens

# Urban Renewal REPORT

On the Urban Renewal Plan

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# Acknowledgments

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

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

## City Council

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

## Planning Commission

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

## Staff

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

## Advisory Committee

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

## Consultant Team

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

# Definitions

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

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

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

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

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

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

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

“County” means Columbia County.

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

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

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

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

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

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

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

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

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

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



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

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

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

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

# Statute Cross Reference Matrix

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

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

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# 1. Introduction and Purpose

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

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

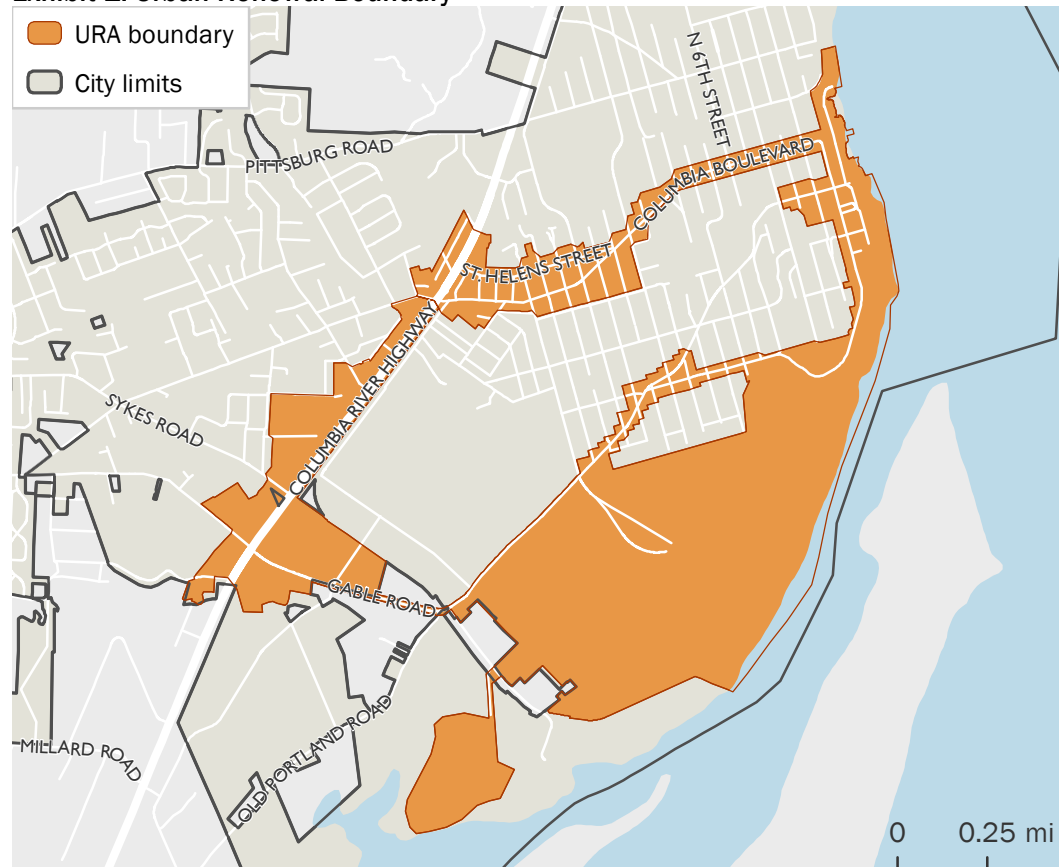
This report serves as guidance for the St. Helens Urban Renewal Agency (Agency) as it implements the Plan. The Agency will review potential project investments each year, and can adjust its approach given tax increment revenues and Agency goals. The Agency can change the timing of projects, adjust debt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



## 2. Reason for Area Selection

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

**Exhibit 1. Urban Renewal Boundary**



Source: City of St. Helens, 2017

### 3. Existing Conditions

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

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

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

This section includes information on:

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

---

### Identifying Blight

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

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

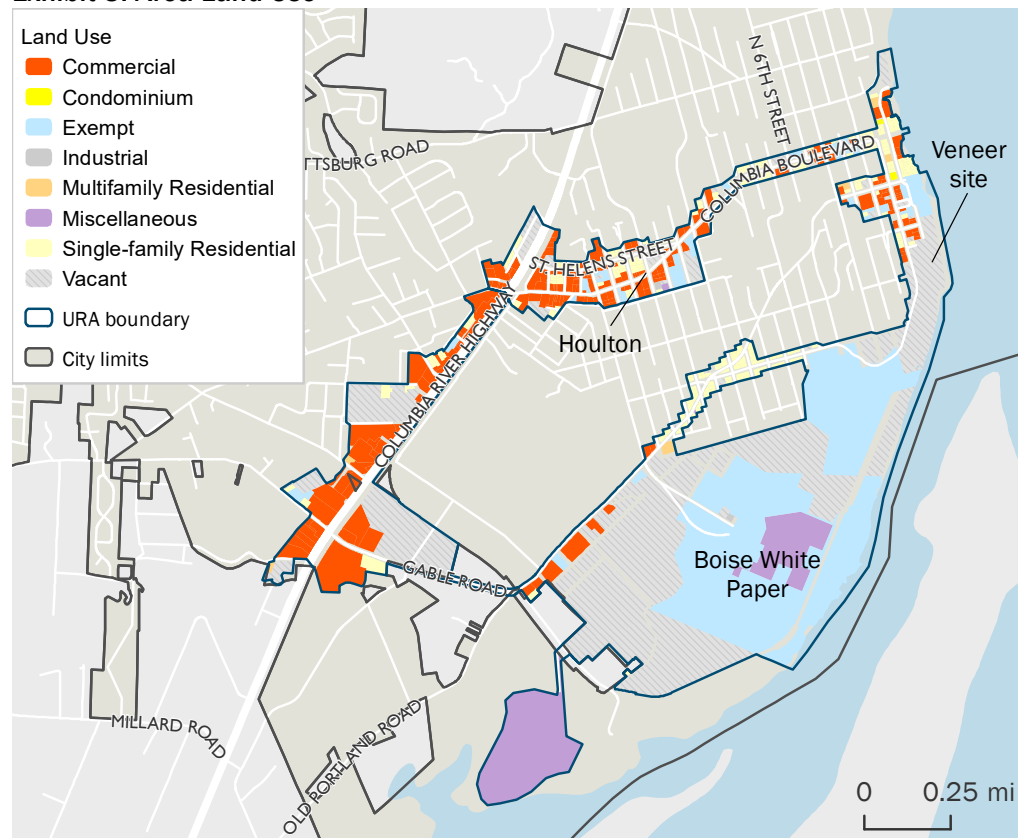
## 3.1. Physical Conditions

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

### Land Use

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

**Exhibit 3. Area Land Use**



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

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

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

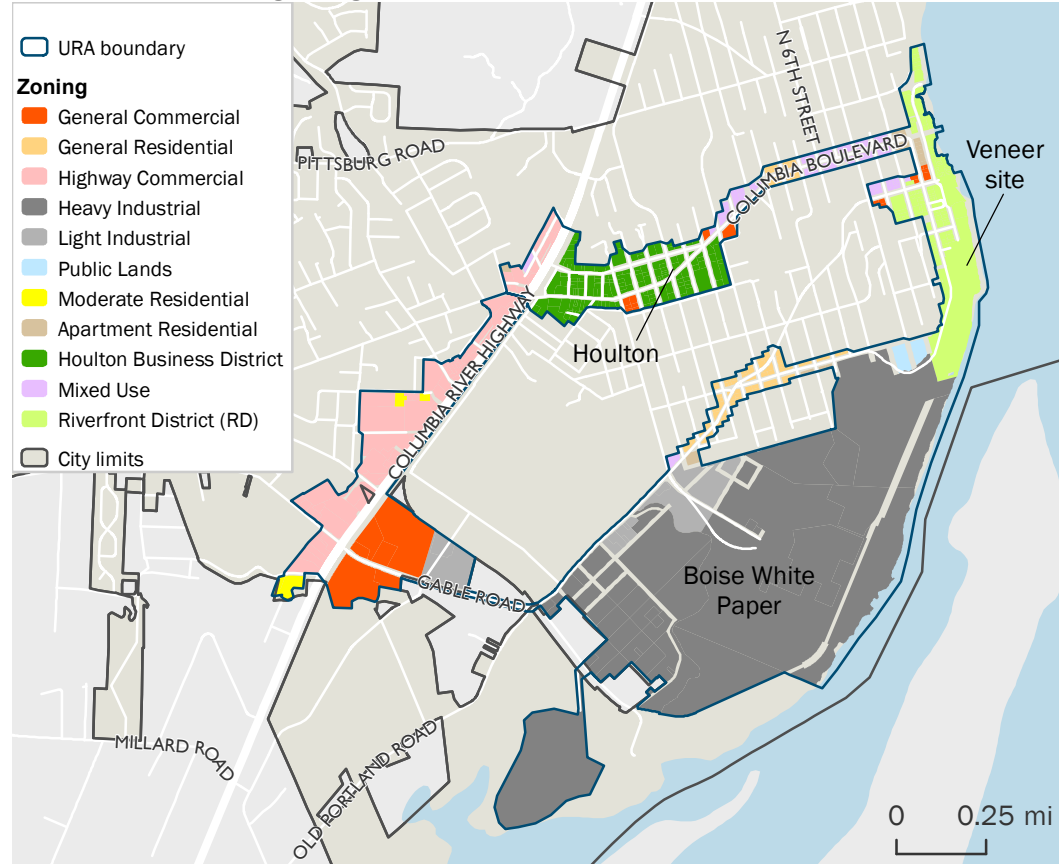
Source: City of St Helens. Certified Tax Roll Data FY16-17.

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

## Zoning

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

**Exhibit 5. Area Zoning Designations**



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

**Exhibit 6. Area Zoning Summary**

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

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

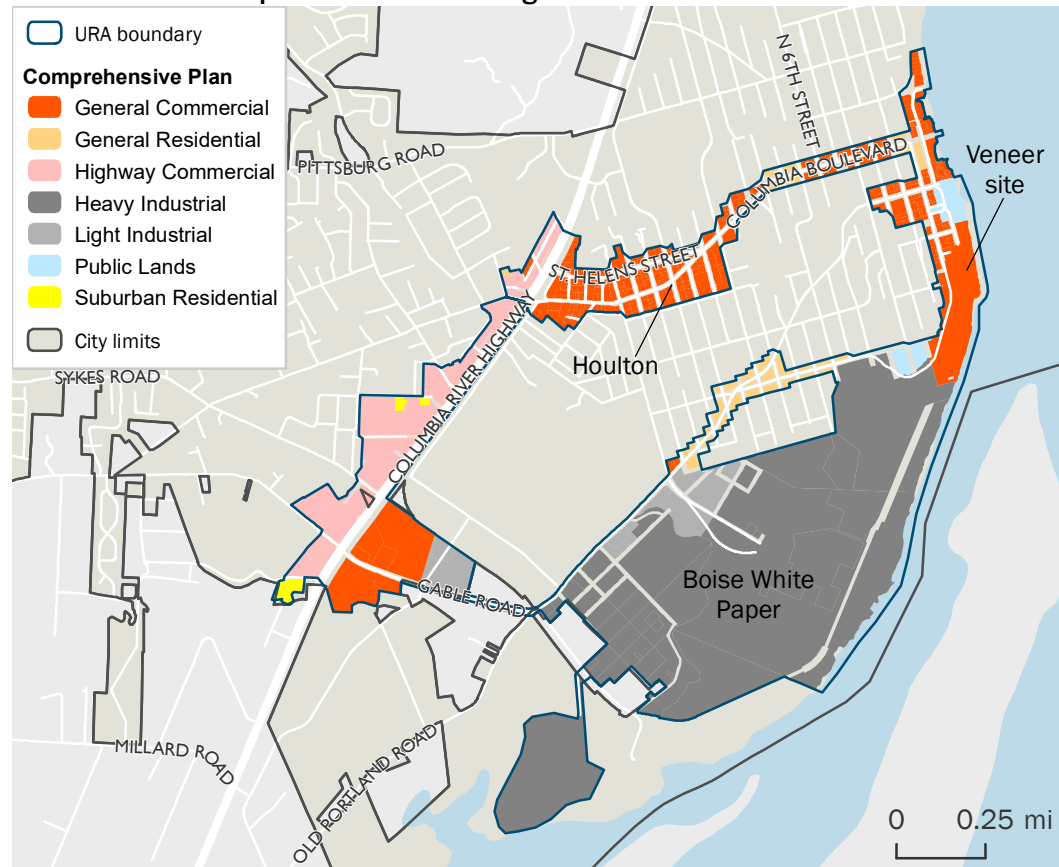
Over half of the land is zoned for industrial use, including Heavy Industrial (61.9%) and Light Industrial (4.8%).



## Comprehensive Plan

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

**Exhibit 7. Area Comprehensive Plan Designations**



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

**Exhibit 8. Area Comprehensive Plan Summary**

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

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

## 3.2. Infrastructure

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

### Transportation

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

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

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**Exhibit 9. Transportation Status and Needs**

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

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

## Utilities

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

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

### Exhibit 10. Veneer Property Utility Status

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

Source: Waterfront Framework Plan Existing Conditions, 2016

### Exhibit 11. BWP Property Utility Status

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

Source: Waterfront Framework Plan Existing Conditions, 2016

## Parks

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

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

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

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

Source: Waterfront Framework Plan Existing Conditions, 2016

### 3.3. Environmental Challenges

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

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

#### Exhibit 13. Veneer Property Environmental Challenges

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

Source: Waterfront Framework Plan Existing Conditions, 2016

## Exhibit 14. BWP Environmental Challenges

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

Source: Waterfront Framework Plan Existing Conditions, 2106

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

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



## 3.4. Social Conditions

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

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

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

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

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

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

Source: United States Decennial Census, 2010; Social Explorer

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

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

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

Source: United States Decennial Census, 2010; Social Explorer

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

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

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

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

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

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

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

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

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

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

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

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

## 3.5. Economic and Development Conditions

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

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

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

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

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

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

## Residential

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

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

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

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

Source: CoStar, March 2017.

## Office and Retail

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

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

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

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

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

Source: CoStar, March 2017.

## Industrial

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

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

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

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

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

## 4. Impact on Municipal Services

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

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

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

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

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



## 5. How the Projects Improve the Area

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

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

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

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

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

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

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

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

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

## 6. Funding Plan

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### 6.1. Overview

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

#### Oregon’s Property Tax System

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

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

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

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

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

##### Tax Rates

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

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

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

## Tax Rate Limitations

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

## Tax Increment Financing

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

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

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



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

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

## 6.2. Summary of Project Costs and Timing

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

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

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

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

Source: Tiberius Solutions.

Notes: YOE stands for Year of Expenditure;

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

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

## 6.3. TIF Revenue Forecast

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

### Tax Rates

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

**Exhibit 27. Consolidated Tax Rate**

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

Source: Tiberius Solutions

### Assessed Value Growth

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

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

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

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

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

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

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

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

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

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

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

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

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

Source: Tiberius Solutions, 2017

## TIF Revenue

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

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

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

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

Source: Tiberius Solutions, 2017



## Revenue Sharing

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

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

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

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

Source: Tiberius Solutions, 2017

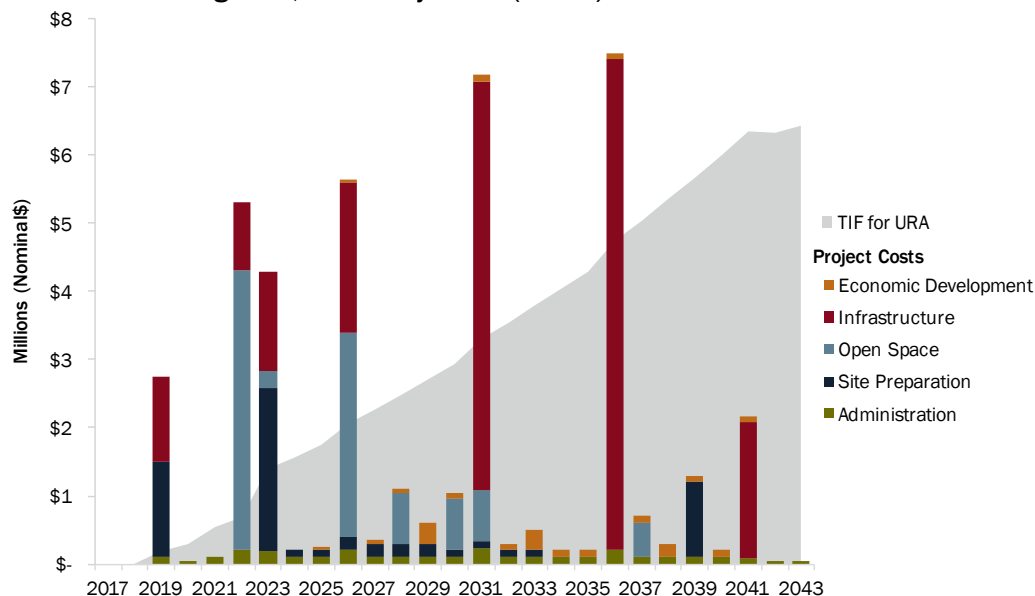
## 6.4. Financial Analysis of the Urban Renewal Plan

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

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

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

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



Source: Tiberius Solutions and ECONorthwest, 2017

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

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

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

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

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

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

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

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

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

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

Source: Tiberius Solutions, 2017

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

<b>PROJECT FUND</b>	<b>2018-19</b>	<b>2019-20</b>	<b>2020-21</b>	<b>2021-22</b>	<b>2022-23</b>
<b>Resources</b>					
Beginning Fund Balance	\$ -	\$ 23,531	\$ 29,960	\$ 236,911	\$ 250,145
Pay-as-you-go (Transfer from TIF Fund)	\$ 45,931	\$ 60,911	\$ 319,401	\$ 160,349	\$ 275,897
Bond/Loan Proceeds	\$ 2,900,000	\$ -	\$ -	\$ 6,000,000	\$ 5,000,000
Interest Earnings	\$ -	\$ 118	\$ 150	\$ 1,185	\$ 1,251
<b>Total Resources</b>	<b>\$ 2,945,931</b>	<b>\$ 84,560</b>	<b>\$ 349,511</b>	<b>\$ 6,398,445</b>	<b>\$ 5,527,293</b>
<b>Expenditures</b>					
Projects	\$ (2,811,400)	\$ -	\$ -	\$ (5,912,400)	\$ (4,895,800)
Admin	\$ (53,000)	\$ (54,600)	\$ (112,600)	\$ (115,900)	\$ (119,400)
Finance Fees	\$ (58,000)	\$ -	\$ -	\$ (120,000)	\$ (100,000)
<b>Total Expenditures</b>	<b>\$ (2,922,400)</b>	<b>\$ (54,600)</b>	<b>\$ (112,600)</b>	<b>\$ (6,148,300)</b>	<b>\$ (5,115,200)</b>
<b>Ending Fund Balance</b>	<b>\$ 23,531</b>	<b>\$ 29,960</b>	<b>\$ 236,911</b>	<b>\$ 250,145</b>	<b>\$ 412,093</b>
<b>PROJECT FUND</b>	<b>2023-24</b>	<b>2024-25</b>	<b>2025-26</b>	<b>2026-27</b>	<b>2027-28</b>
<b>Resources</b>					
Beginning Fund Balance	\$ 412,093	\$ 616,229	\$ 931,265	\$ 542,728	\$ 707,257
Pay-as-you-go (Transfer from TIF Fund)	\$ 448,076	\$ 628,655	\$ 429,507	\$ 632,215	\$ 844,701
Bond/Loan Proceeds	\$ -	\$ -	\$ 6,550,000	\$ -	\$ -
Interest Earnings	\$ 2,060	\$ 3,081	\$ 4,656	\$ 2,714	\$ 3,536
<b>Total Resources</b>	<b>\$ 862,229</b>	<b>\$ 1,247,965</b>	<b>\$ 7,915,428</b>	<b>\$ 1,177,657</b>	<b>\$ 1,555,494</b>
<b>Expenditures</b>					
Projects	\$ (123,000)	\$ (190,000)	\$ (7,111,200)	\$ (336,000)	\$ (1,384,200)
Admin	\$ (123,000)	\$ (126,700)	\$ (130,500)	\$ (134,400)	\$ (138,400)
Finance Fees	\$ -	\$ -	\$ (131,000)	\$ -	\$ -
<b>Total Expenditures</b>	<b>\$ (246,000)</b>	<b>\$ (316,700)</b>	<b>\$ (7,372,700)</b>	<b>\$ (470,400)</b>	<b>\$ (1,522,600)</b>
<b>Ending Fund Balance</b>	<b>\$ 616,229</b>	<b>\$ 931,265</b>	<b>\$ 542,728</b>	<b>\$ 707,257</b>	<b>\$ 32,894</b>
<b>PROJECT FUND</b>	<b>2028-29</b>	<b>2029-30</b>	<b>2030-31</b>	<b>2031-32</b>	<b>2032-33</b>
<b>Resources</b>					
Beginning Fund Balance	\$ 32,894	\$ 245,084	\$ 5,085	\$ 113,854	\$ 554,772
Pay-as-you-go (Transfer from TIF Fund)	\$ 1,067,426	\$ 1,300,876	\$ 678,744	\$ 907,749	\$ 1,147,312
Bond/Loan Proceeds	\$ -	\$ -	\$ 10,300,000	\$ -	\$ -
Interest Earnings	\$ 164	\$ 1,225	\$ 25	\$ 569	\$ 2,774
<b>Total Resources</b>	<b>\$ 1,100,484</b>	<b>\$ 1,547,185</b>	<b>\$ 10,983,854</b>	<b>\$ 1,022,172</b>	<b>\$ 1,704,858</b>
<b>Expenditures</b>					
Projects	\$ (712,800)	\$ (1,395,200)	\$ (10,512,700)	\$ (311,600)	\$ (641,900)
Admin	\$ (142,600)	\$ (146,900)	\$ (151,300)	\$ (155,800)	\$ (160,500)
Finance Fees	\$ -	\$ -	\$ (206,000)	\$ -	\$ -
<b>Total Expenditures</b>	<b>\$ (855,400)</b>	<b>\$ (1,542,100)</b>	<b>\$ (10,870,000)</b>	<b>\$ (467,400)</b>	<b>\$ (802,400)</b>
<b>Ending Fund Balance</b>	<b>\$ 245,084</b>	<b>\$ 5,085</b>	<b>\$ 113,854</b>	<b>\$ 554,772</b>	<b>\$ 902,458</b>



<b>PROJECT FUND</b>	<b>2033-34</b>	<b>2034-35</b>	<b>2035-36</b>	<b>2036-37</b>	<b>2037-38</b>
<b>Resources</b>					
Beginning Fund Balance	\$ 902,458	\$ 1,974,305	\$ 3,303,920	\$ 28,956	\$ 19,791
Pay-as-you-go (Transfer from TIF Fund)	\$ 1,397,935	\$ 1,660,143	\$ 962,516	\$ 1,254,990	\$ 1,560,947
Bond/Loan Proceeds	\$ -	\$ -	\$ 8,900,000	\$ -	\$ -
Interest Earnings	\$ 4,512	\$ 9,872	\$ 16,520	\$ 145	\$ 99
<b>Total Resources</b>	<b>\$ 2,304,905</b>	<b>\$ 3,644,320</b>	<b>\$ 13,182,956</b>	<b>\$ 1,284,091</b>	<b>\$ 1,580,837</b>
<b>Expenditures</b>					
Projects	\$ (165,300)	\$ (170,200)	\$ (12,800,600)	\$ (1,083,700)	\$ (372,000)
Admin	\$ (165,300)	\$ (170,200)	\$ (175,400)	\$ (180,600)	\$ (186,000)
Finance Fees	\$ -	\$ -	\$ (178,000)	\$ -	\$ -
<b>Total Expenditures</b>	<b>\$ (330,600)</b>	<b>\$ (340,400)</b>	<b>\$ (13,154,000)</b>	<b>\$ (1,264,300)</b>	<b>\$ (558,000)</b>
<b>Ending Fund Balance</b>	<b>\$ 1,974,305</b>	<b>\$ 3,303,920</b>	<b>\$ 28,956</b>	<b>\$ 19,791</b>	<b>\$ 1,022,837</b>
<b>PROJECT FUND</b>	<b>2038-39</b>	<b>2039-40</b>	<b>2040-41</b>	<b>2041-42</b>	<b>2042-43</b>
<b>Resources</b>					
Beginning Fund Balance	\$ 1,022,837	\$ 418,076	\$ 2,473,964	\$ -	\$ -
Pay-as-you-go (Transfer from TIF Fund)	\$ 1,881,025	\$ 2,448,598	\$ 1,935,066	\$ 104,700	\$ 107,800
Bond/Loan Proceeds	\$ -	\$ -	\$ -	\$ -	\$ -
Interest Earnings	\$ 5,114	\$ 2,090	\$ 12,370	\$ -	\$ -
<b>Total Resources</b>	<b>\$ 2,908,976</b>	<b>\$ 2,868,764</b>	<b>\$ 4,421,400</b>	<b>\$ 104,700</b>	<b>\$ 107,800</b>
<b>Expenditures</b>					
Projects	\$ (2,299,300)	\$ (197,400)	\$ (4,268,900)	\$ -	\$ -
Admin	\$ (191,600)	\$ (197,400)	\$ (152,500)	\$ (104,700)	\$ (107,800)
Finance Fees	\$ -	\$ -	\$ -	\$ -	\$ -
<b>Total Expenditures</b>	<b>\$ (2,490,900)</b>	<b>\$ (394,800)</b>	<b>\$ (4,421,400)</b>	<b>\$ (104,700)</b>	<b>\$ (107,800)</b>
<b>Ending Fund Balance</b>	<b>\$ 418,076</b>	<b>\$ 2,473,964</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>

Source: Tiberius Solutions, 2017

## 7. Impacts to Taxing Jurisdictions

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

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

There are two caveats for calculations of foregone revenue:

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

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

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

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

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

Source: Tiberius Solutions, 2017.

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

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

Source: Tiberius Solutions, 2017.

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

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

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

Source: Tiberius Solutions, 2017.

## 8. Statutory Compliance

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

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

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

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

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



## 9. Relocation Report

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

### Disclaimer

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

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

# **CITY OF ST. HELENS PLANNING DEPARTMENT ACTIVITY REPORT**



**To:** City Council  
**From:** Jacob A. Graichen, AICP, City Planner

**Date:** 5.30.2017

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**

Responded to a Columbia County referral notice for a project outside City limits but inside the City's UGB for a storage site at 2180 Gable Road (County File: DR 17-04). This is the location of a long-time abandoned house that was demolished within the last couple years. **See attached.**

Responded to a Columbia County referral notice for a project outside City limits but inside the City's UGB for a storage site for JLJ Earthmovers, LLC equipment and related buildings a vacant property just NW of the Gable Road/Old Portland Road intersection (County File: DR 17-05). This is next to the location of a long-time abandoned house that was demolished within the last couple years. **See attached.**

Had a preliminary Q&A meeting for the former "Red Leaf" project property. This is the vacant property just south of Columbia Commons (500 N. Columbia River Hwy). This is the second one this year for the same property, but a different potential developer.

Conducted a pre-application meeting for a potential residential Planned Development on mostly vacant property at 34759 Pittsburg Road and a vacant parcel adjacent to the north.

We were contacted by the property owner of 267 Shore Drive about some dead trees along Milton Creek. Associate Planner Dimsho site to inspect and confirm the status of the trees. I gave permission to remove the three "X'ed" trees without a permit (located in/by a wetland/riparian area) per the imminent danger rules of the Development Code. **See attached.**

Had a preliminary Q&A meeting with a property owner for property across from the IGA (for red Apple market) along Columbia Boulevard in the Houlton area. Potential mixed use development.

## **ST. HELENS RIVERFRONT CONNECTOR PLAN (TGM FILE NO. 2D-16)**

ODOT is working on attaining traffic counts. By the time you read this, traffic count equipment may have already been set up in various places in the City.

Contract is making progress. The State of Work (SOW) document needs to be reviewed by DOJ because the project cost is over \$150,000.

## **DEVELOPMENT CODE ENFORCEMENT**

The department is addressing a fence complaint on the 100 block of N. 11<sup>th</sup> Street. This has been an ongoing issue between neighbors.

The department is addressing a shed complaint on the 500 block of N. 14<sup>th</sup> Street.

An unlawful shed at 385 N. 17<sup>th</sup> has finally been removed. This was also an enforcement case for the Building Department because it was being used for living purposes. Thank you, Code Enforcement!

**PLANNING COMMISSION (& *acting* HISTORIC LANDMARKS COMMISSION)**

May 9, 2017 meeting (outcome): \*The Commission approved a 75+ lot subdivision just south of Pittsburg Road and west of N. Vernonia Road. The Commission also discussed their annual report to the Council; seemed content.

\*This has since been appealed so the Council will see this soon.

June 13, 2017 meeting (upcoming): The Commission has three public hearings scheduled: a Conditional Use Permit for a duplex along N. Vernonia Road just north of Campbell Park, a Variance for a yard (setback) requirement for a home along S. 2<sup>nd</sup> Street, and a Conditional Use/Sensitive Lands permit for another travel trailer/RV park addition to the St. Helens Marina.

The Commission will also review the Urban Renewal Plan and Report.

**MAIN STREET PROGRAM**

Had a conference call with the RARE folks about the City's application for the 2017-2018 RARE participant (Main Street/Community Coordinator). We should know whether or not we get out 7<sup>th</sup> consecutive participant sometime after June 9<sup>th</sup>.

Attended the monthly February SHEDCO board meeting at the Houlton Bakery.

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



April 19 2017

**REFERRAL AND ACKNOWLEDGMENT**

**To:** City of St Helens

**NOTICE IS HEREBY GIVEN** that Ron Schlumpberger and Jim Ives have submitted an application for a Site Design Review for the construction of an approximate 7,200 sq ft Storage Building with out-door RV and boat storage in yard. The subject property has no address yet, but is located on the north side of Gable Road approximately 1,000 feet west of the Old Portland Road intersection. The site is identified as Tax Map Lot No. 4109-BB-00100, 3.79 acres, zoned Light Industrial (M-2). DR 17-04

**THIS APPLICATION IS FOR:** ( ) Administrative Review; (X) Planning Commission, Hearing Date: **June 5, 2017**

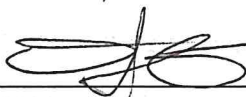
**PLEASE RETURN BY:** 05/01/17

**Planner:** Ginger Davidson

The enclosed application is being referred to you for your information and comment. Your recommendation and suggestions will be used by the County Planning Department and/or the Columbia County Planning Commission in arriving at a decision. Your prompt reply will help us to process this application and will ensure the inclusion of your recommendations in the staff report. Please comment below.

1. \_\_\_\_\_ We have reviewed the enclosed application and have no objection to its approval as submitted.
2. ☒ Please see attached letter or notes below for our comments.
3. \_\_\_\_\_ We are considering the proposal further, and will have comments to you by \_\_\_\_\_.
4. \_\_\_\_\_ Our board must meet to consider this; we will return their comments to you by \_\_\_\_\_.
5. \_\_\_\_\_ Please contact our office so we may discuss this.
6. \_\_\_\_\_ We recommend denial of the application, for the reasons below:

COMMENTS: SEE ATTACHED MEMO (WITH ATTACHMENTS) DATED  
APRIL 27, 2017.

Signed:  Printed Name: JACOB GRAICHEN  
Title: CITY PLANNER Date: APRIL 27, 2017



## CITY OF ST. HELENS PLANNING DEPARTMENT

# MEMORANDUM

TO: Ginger Davidson, Planner, Columbia County  
FROM: Jacob A. Graichen, AICP, City Planner  
RE: Columbia County File DR 17-04  
DATE: April 27, 2017

Please include the following conditions:

- **The following shall be required prior to commencement of use as a storage yard:**
  - Six-foot-tall fence with permanent sight obscuring measures from all directions viewable by the public shall be installed as per approved plans.
  - Vehicular access as approved by the City shall be installed. Widening of an existing access and similar work shall require a right of way permit from the City, unless waived by City Engineering.
  - **Prior to installation of fence and vehicular access improvements**, an access plan shall be submitted to the City for review and approval. This plan shall address the following:
    - Desired driveway location and driveway approach width (up to 40' is acceptable). Only one vehicular access point shall be allowed for the subject property.
    - The depth of area behind the driveway approach and outside of an enclosed fence and free of other vehicular obstructions shall be at least 60' back from the Gable Road right-of-way.
    - Gate location to accommodate vehicular maneuvering and turning movements from Gable Road in both directions. The City may require vehicular turning radii to be shown by a professional civil engineer if it is unclear how the design will work (e.g., gate perpendicular to Gable Road).
    - Visual clearance standards per Chapter 17.76 of the St. Helens Municipal Code. The City may consider other standards for maintaining clear vision specifications if they achieve the same purpose and are consistent with the application of engineering principles. The City reserves the right to reject any other standard, however.
  - The entire width of the City approved driveway approach shall be paved at least shall 25' back from the paved edge of Gable Road.
  - Any preexisting access not used shall be disabled by removal of existing culvert and paved approach. A right of way permit shall be obtained from the City for this work, unless waived by City Engineering. Only one vehicular access point shall be allowed.
- **The following shall be required prior to building permit issuance of the proposed storage building:**
  - Engineering/construction plans shall be submitted to the City for review and approval for frontage improvements (e.g., curb, landscape strip, sidewalk) along the subject property's entire Gable Road frontage consistent with the City's minor arterial standards. This includes street trees. Only one vehicular access point shall be allowed.



- **The following shall be required prior to certificate of occupancy or use of the proposed storage building:**
  - Frontage improvements (e.g., curb, landscape strip, sidewalk) along the subject property's entire Gable Road frontage per City approved plans shall be in place and approved by the City. This includes street trees.
- **The site shall be designed such that no-backing movements or other maneuvering by vehicles will take place in the Gable Road public right-of-way. If the use of the site results in such, it shall be modified to eliminate such vehicular movements. Said modification subject to city/county review and approval.**
- **Any County sign permit for any permanent sign shall also comply with City standards.**
- **No right-of-way encroachment by fence or other improvement shall be allowed. Applicant/owner bears the burden of proof for locating property lines.**

-----basis for conditions and other comments/considerations below-----

#### **Zoning:**

This property is outside of St. Helens' city limits. The City's Comprehensive Plan map designates the subject property as Unincorporated Light Industrial. If annexed, it would likely be zoned Light Industrial.

Mini storage and storage site is a permitted use in the City's LI zoning district.

#### **City Utilities:**

City water and sewer are not in the immediate vicinity of the subject property. If a City utility was extended to serve the site, a consent to annexation would be required prior to the connection.

#### **Wetlands:**

There is a large wetland within the subject property as identified by DSL WD# 2017-0028. This is identified as Wetland MC-23 on the St. Helens Local Wetlands Inventory. The City's Development Code doesn't view this wetland as "significant." This means it would not be subject to City law, though State and Federal law still applies. The wetland appears to continue onto the adjacent property to the west.

#### **Landscaping:**

Outdoor storage areas are required to be screened. A 6' high fence with sight-obscuring slats, as proposed, is an acceptable way of doing this. Since the site is to be used for storage, screening is required from all sides viewable by the public. Barbed wire atop the 6' fence is acceptable.



Other landscaping may be required as per County codes, except per right-of-way frontage improvement requirements, discussed below.

### **Parking/Paving:**

Generally, the city requires that any area used for parking/maneuvering of vehicles or non-motorized passageways be paved. Gravel may be allowed for nonresidential areas for nonpublic uses such as employee parking and business vehicles.

This proposal invites public access for both the storage yard and storage building. The County may allow gravel surfaces as allowed per County codes, but the City recommends some paving, especially as part of the proposed building since it includes public use/access.

However, at the very least, the driveway approach shall be paved at least 25' back from the paved edge of Gable Road.

### **Access:**

Gable Road is a City road. The City's Transportation Systems Plan classifies Gable Road as a minor arterial. This is the only road for access. Because of Gable Road's classification, its extensive current use, and anticipated increasing use in the future, access is an important aspect of this proposal for the City. The functional integrity of Gable Road is critical.

As such, the city has access standards that need to be considered. There are several aspects in this regard:

**Access spacing:** along minor arterial Streets the distance between streets and driveways, and between driveways is 200' (measured from the center of the driveway or street). The site has not had an active use for over a decade. There was a former detached single-family on the site that was removed fairly recently but unmistakably has not been used/occupied for a decade+. As such, the city doesn't recognize any grandfathered accesses or other circumstances. In addition, there is a fence partially installed currently, however, it was done recently and without any approvals from the city or site design considerations. The City doesn't consider the existing fence grandfathered.

There are two old accesses on the subject property as identified by old pavement and culverts. They are approximately 180 feet apart. The westernmost access abuts the adjoining property. The adjoining property to the west is undeveloped and currently has approximately 710' of Gable Road frontage. Given the wetland noted above and the extent of Gable Road frontage of the west abutting property, having an access immediately next to it still leaves access options for that property. The other old access of the subject property is roughly midway. It is approximately 260 feet from an access to the east (granted by the City via Right-of-Way Permit No. 2016-0403 in April 2016).

So, either "old" access may be used for this proposal, but not both.

Applicant requests that the driveway approach be 40' in width. This is the maximum allowed for industrial use. Widening the approach will require a right-of-way permit from the City.

The “old” driveway not to be used shall be disabled by removal of the culvert and paved approach. This will require a right-of-way permit from the City.

**Site design access standards (RE access):** the number of street access points is supposed to be minimized to protect the function, safety and operation of the street and public passageways. This is another reason that the City will only allow one access with the other being removed.

In addition, for Arterial streets, there should be a frontage road that provides access or as an alternative interior interconnectedness between parking areas and such. Since this is in the County, the City will not push this issue, however, this is another reason for the access design requirements described herein.

Due to Gable Road’s Minor Arterial status, **the site shall be designed such that no-backing movements or other maneuvering by vehicles will take place in the Gable Road public right-of-way.** Thus, the depth of the driveway area and the location of access gates are important, at the very least.

The applicant notes a desire for RV storage. RVs can average up to 40’ in length, or 45’ for a 5<sup>th</sup> wheel trailer. Also, the 5<sup>th</sup> wheel needs to be towed, so the length of a pickup truck needs to be considered too (potential total length of 60’). In addition, as a storage site, things may evolve over time. For example, truck tractor and trailer combined lengths can be 60’ overall or more. The site is large enough to accommodate large vehicle or vehicle/trailer combinations for storage, delivery and such. The depth of access “reservoir” as measured from the property/right-of-way line should be no less than 60 feet. The Gable Road right-of-way width is 80’ wide. Current standards call for 60’ for minor arterial streets. Due to future capacity issues, the entire right-of-way may be needed. But in the foreseeable future, the extra width would accommodate vehicular/trailer lengths that exceed 60 feet without obstructing vehicular and non-vehicular flow of Gable Road.

Gate location is important. A gate that is parallel to Gable Road helps to enable turning movements of large vehicles to enter/exit the site to/from both directions. However, a gate to the side may not work in both directions. Any such design shall include plans from a civil engineer showing that the turning movements are possible without backing or other maneuvering within the public right-of-way.

**Visual Clearance:** Chapter 17.76 of the St. Helens Municipal Code addresses visual clearance standards. These standards are important from a safety standpoint. Any fence/access plans need to take these standards into consideration.

**Illumination:** Recommend the driveway be lit for safety.

**Signs:** Any sign permit issued by the County shall comply with the City’s standards. Please note that the City prohibits permanent signage mounted on fences.

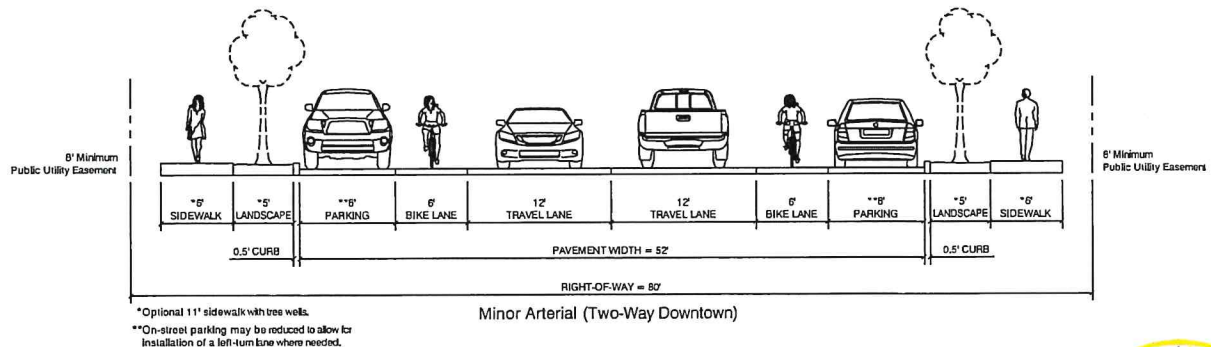
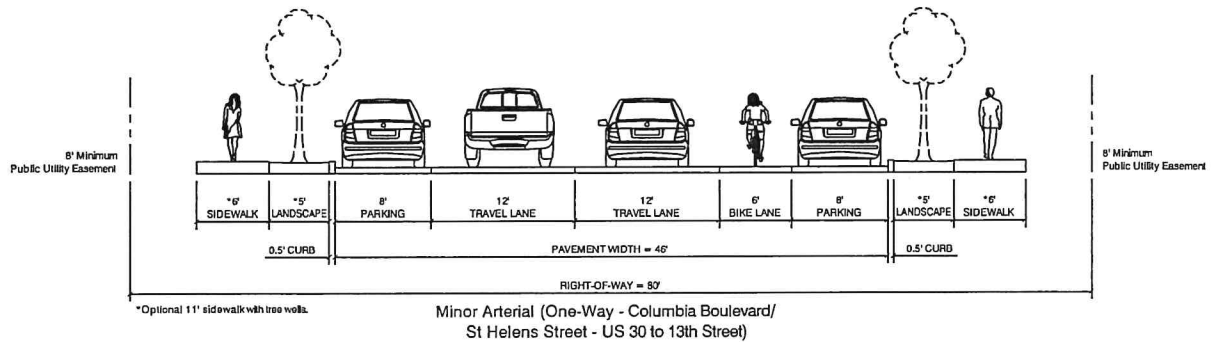
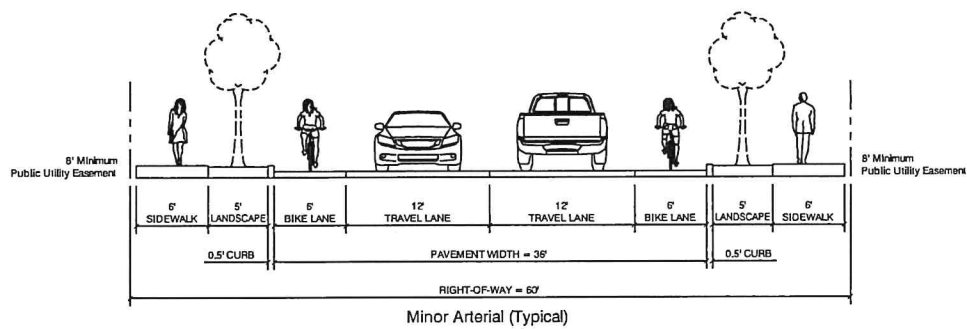
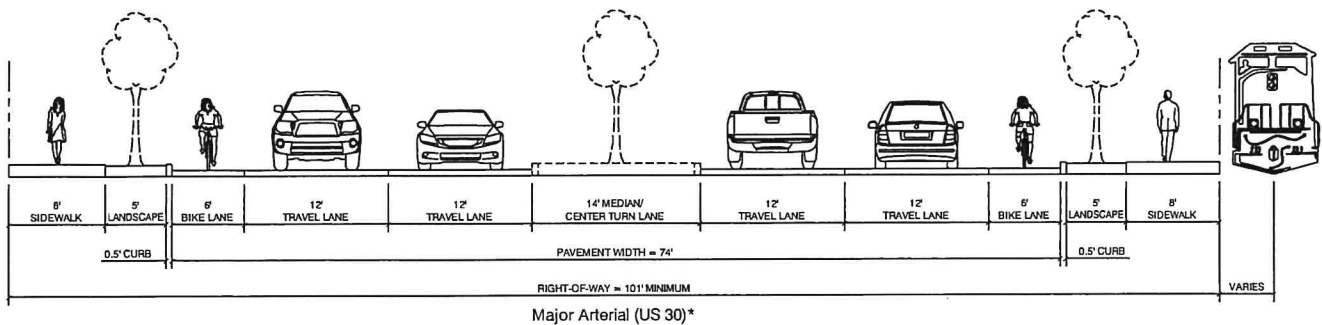
**Addressing:** The City requests to be the address authority for consistency with other addresses within the St. Helens Urban Growth Area.

**Traffic Impact Analysis:** The proposal doesn’t appear to meet the City’s threshold for traffic impact analysis requirements.

**ROW frontage improvements:** As an open storage area alone (no building), the magnitude of the proposal doesn't warrant frontage improvements. However, based on International Code Council specifications, the approximate value of the proposed building exceeds \$400,000. That investment, in addition to other site improvements warrants frontage improvements. Such improvements shall be done in accordance with the City's minor arterial street standards.

\* \* \*

**Attachments:** City of St. Helens Transportation Systems Plan Fig. 7-2 (street cross sections)  
Recreational Vehicle Classifications and size information (2 pgs)  
ODOT Information about Oregon Truck size limits (3 pgs)



LEGEND



TREES TO BE PROVIDED AS APPROPRIATE PER CITY CODE AND LOCATION SPECIFIC CONSIDERATIONS

\*The US 30 Cross-Sections are shown to be consistent with ODOT Standards. Specific roadway designs will be developed through a refinement plan or project development process. Design and future improvements to US 30 must also address ORS 366.215 (Reduction in Vehicle Carrying Capacity) on this national freight network facility.



STANDARD CROSS SECTIONS  
ST. HELENS, OREGON

FIGURE  
7-2

# COURTESY RV SERVICE



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## Recreational Vehicle Classifications



Type: Class A Motorhome

AVG Length: 25' to 40'

Typical Setup: Class A Motor homes are typically fully self contained. This means they have on board storage tanks for both fresh water and waste water. They also typically have large propane supplies, and also onboard generators. This makes these units great for extended stays at locations with no hookups.



Type: Class B Motorhome

AVG Length: 17' to 19'

Typical Setup: Class B Motor homes are street van with a raised roof. This class is the smallest class of motor home. Some of the newer models are self contained but typically the have a small galley with a potable toilet.



Type: Class C Motorhome

AVG Length: 20' to 30'

Typical Setup: Class C Motor homes are constructed on cutaway van chassis. They retain the front of the vans cab with both front doors. They typically offer all the amenities of a Class A, but most drivers find the Class B easier to maneuver.



Type: 5th Wheel Trailer

AVG Length: 32' to 45'

Typical Setup: 5th Wheels are some of the most desirable RV's. They offer all the amenities of typical RV's such as full kitchen, bathroom, master bedrooms, and some of the bigger models come with built in washer and dryers. Higher end models can have up to 3 slide outs making them the choice for most full time RVers. The only draw back is a 1 ton truck is required to pull the unit.



Type: Travel Trailer

AVG Length: 10' to 36'

Typical Setup: Travel trailers come in a variety of lengths. Some of the smaller models can be great for weekend campers due to the fact they can be pulled by a light truck and offer all the amenities of the bigger models. Some of the larger models offer a full galley, and bathroom. The size of the living quarters is governed by the overall length of the trailer. These trailers can sleep anywhere from 2 to 10 people depending on the size.



Type: Tent Trailer

AVG Length: 11'



Typical Setup: These models are great for beginners because of their lightweight. They are easily towed by mid-size cars or minivans. They typically have two double beds and the dining area converts into a bed. They have a small 3 burners stove and an ice box, some models do have a refrigerator.



Type: Truck Campers

AVG Length: 8' to 11.5'

Typical Setup:

[Click Here To Sign Up For E-Statements](#)



Good Sam Club



© 2016 Courtesy RV Service



# Truck Size and Length Limits

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**Width of vehicle/load**  
- 8 feet, 6 inches -

---

**Height of vehicle/load**  
- 14 feet -

---

**Front Overhang**  
(overhang beyond front bumper)  
- 4 feet -

---

**Rear Overhang - Solo Vehicle**  
(overhang beyond the center of last axle)  
-  $\frac{3}{4}$  Wheelbase -

---

**Rear Overhang - Combination of Vehicles**  
(overhang beyond the center of last axle)  
-  $\frac{1}{3}$  Wheelbase -

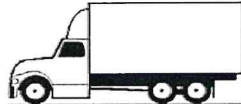
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**Load Length**  
- 40 feet -

Load length over 40 feet is permitted if the load doesn't extend beyond the rear of the semi-trailer by more than 5 feet. Loads over 40 feet cannot extend forward of the rear of the truck cab.

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**Single (Solo) Truck Unit Length**  
- 40 feet -

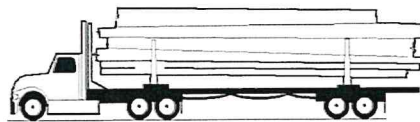


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**Length of Truck Combinations, Including Load**  
- 60 feet overall -

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**Truck Tractor and Stinger-Steered Pole Trailer**



- 65 feet overall -

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## Exceptions to Truck Combination Limits

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### Truck Tractor and Semi-Trailer Length

- Group 1 Highways Only -



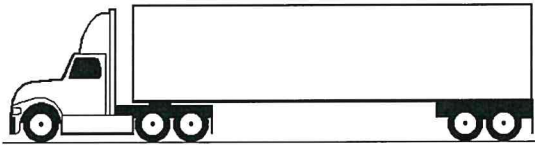
- 60 feet overall, with a maximum 53-foot semi-trailer -

Group Map 1 available at any MCTD permit office.  
Visit the ODOT Motor Carrier Division Web site for more about Group Map 1  
[www.oregon.gov/ODOT/MCT/OD.shtml](http://www.oregon.gov/ODOT/MCT/OD.shtml)

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### Truck Tractor and Semi-Trailer Length

- Designated Routes Only, See Route Map 7 -



- Unlimited overall length, with a maximum 53-foot semi-trailer -

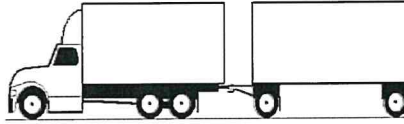
Route Map 7 available at any MCTD permit office.  
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### Truck and Trailer Length

- Group 1 Highways Only -



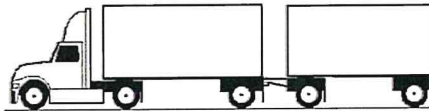
- 75 feet overall, with a maximum 53-foot trailer -  
OR
- 75 feet overall, with a maximum 40-foot truck -  
OR
- 80 feet overall, with a maximum 40-foot trailer IF the trailer's front axle is steerable by a turntable or converter dolly -

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---

### Length of Truck-Tractor with Semi-Trailer and Trailer (Set of Doubles)

- Group 1 Highways Only -



- 75 feet overall, with one trailer being a maximum 40 feet in length -  
OR
- Unlimited overall length, with the two trailers measuring a maximum 60 feet from front to rear (including space between the trailers) -

Group Map 1 available at any permit office.  
Visit the ODOT Motor Carrier Division Web site for more Group 1 Highways  
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---

### Length of Truck-Tractor and Two Trailers (Set of Doubles)

- Designated Routes Only, See Route Map 7 -

- Unlimited overall length, with the two trailers measuring a maximum 68 feet from front to rear (including space between the trailers) -


Route Map 7 available at any permit office.  
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## CITY OF ST. HELENS PLANNING DEPARTMENT

# MEMORANDUM

TO: Hayden Richardson, Planner, Columbia County  
FROM: Jacob A. Graichen, AICP, City Planner   
RE: Columbia County File DR 17-05  
DATE: April 28, 2017

---

Please include the following conditions:

- **Prior to building permit issuance of any proposed building**, an access plan shall be submitted to the City for review and approval. This plan shall address the following:
  - Desired driveway location and driveway approach width (up to 40' is acceptable). Only one vehicular access point shall be allowed for the subject property.
  - The depth of area behind the driveway approach and outside of an enclosed fence and free of other vehicular obstructions shall be at least 60' back from the Gable Road right-of-way.
  - Visual clearance standards per Chapter 17.76 of the St. Helens Municipal Code. The City may consider other standards for maintaining clear vision specifications if they achieve the same purpose and are consistent with the application of engineering principles. The City reserves the right to reject any other standard, however.
- **The following shall be required prior to commencement of use as a storage yard or certificate of occupancy for any proposed building, whichever comes first:**
  - Six-foot-tall fence with permanent sight obscuring measures from all directions viewable by the public shall be installed as per approved plans.
  - Vehicular access as approved by the City shall be installed. Widening of an existing access and similar work shall require a right of way permit from the City, unless waived by City Engineering.
  - The entire width of the City approved driveway approach shall be paved at least shall 25' back from the paved edge of Gable Road.
- **The site shall be designed such that no-backing movements or other maneuvering by vehicles will take place in the Gable Road public right-of-way. If the use of the site results in such, it shall be modified to eliminate such vehicular movements. Said modification subject to city/county review and approval.**
- **Any County sign permit for any permanent sign shall also comply with City standards.**
- **No right-of-way encroachment by fence or other improvement shall be allowed. Applicant/owner bears the burden of proof for locating property lines.**



-----basis for conditions and other comments/considerations below-----

*The City didn't receive the county referral. Speaking to County staff on April 27, 2017, their records show it was mailed to us. The City was unaware of the application submittal up to that time (yesterday). However, given the discussion with county staff on April 27, 2017, the City has prepared this response absent receipt of the County's Referral and Acknowledgement form.*

\* \* \*

**Zoning:**

This property is outside of St. Helens' city limits. The City's Comprehensive Plan map designates the subject property as Unincorporated Light Industrial. If annexed, it would likely be zoned Light Industrial.

Storage site is a permitted use in the City's LI zoning district. Note that office use is not a permitted use, but as long as the office is incidental to the industrial use and not a principal land use unto itself, that's ok.

**City Utilities:**

City water and sewer are not in the immediate vicinity of the subject property. If a City utility was extended to serve the site, a consent to annexation would be required prior to the connection.

**Landscaping:**

Outdoor storage areas are required to be screened. A 6' high fence with sight-obscuring slats, as proposed, is an acceptable way of doing this. Since the site is to be used for storage, screening is required from all sides viewable by the public. Barbed wire atop the 6' fence is acceptable, if desired.

The County may require additional landscaping as required by the County's code.

**Parking/Paving:**

Generally, the city requires that any area used for parking/maneuvering of vehicles or non-motorized passageways be paved. Gravel may be allowed for nonresidential areas for nonpublic uses such as employee parking and business vehicles.

However, at the very least, the driveway approach shall be paved at least 25' back from the paved edge of Gable Road.

**Access:**

Gable Road is a City road. The City's Transportation Systems Plan classifies Gable Road as a minor arterial. This is the only road for access. Because of Gable Road's classification, its extensive current use, and anticipated increasing use in the future, access is an important aspect of this proposal for the City. The functional integrity of Gable Road is critical.

The site has no known previous use. Until 2016, it did not have any direct improved access from Gable Road. An access was granted via Right-of-Way Permit No. 2016-0403 in April 2016 for a 24'

wide approach to access the land. A minimal width was allowed at the time because there was no proposed land use; the property owner desired access for basic site prep purposes. There are no driveways closer in either direction within 200' which is the minimum spacing requirement along minor arterial streets. Despite a now year-old condition of the right-of-way permit to pave the approach 25' back from the edge of existing pavement, such has not occurred.

There is a fence partially installed currently, however, it was done recently and without any approvals from the city or site design considerations. The City doesn't consider the existing fence grandfathered. Fence design impacts access.

Applicant requests that the driveway approach be 40' in width. This is the maximum allowed for industrial use. Widening the approach will require a new right-of-way permit from the City.

The number of street access points is supposed to be minimized to protect the function, safety and operation of the street and public passageways. Only allow one will be allowed.

In addition, for arterial streets, there should be a frontage road that provides access or as an alternative interior interconnectedness between parking areas and such. Since this is in the County, the City will not push this issue, however, this is another reason for the access design requirements described herein.

Due to Gable Road's minor arterial status, **the site shall be designed such that no-backing movements or other maneuvering by vehicles will take place in the Gable Road public right-of-way.**

Thus, the depth of the driveway area outside of the fenced area is important. The applicant doesn't detail the equipment to be stored. However, regardless, things may evolve over time so the reasonable possibilities need to be considered. For example, truck tractor and trailer combined lengths can be 60' overall or more. The site is large enough to accommodate large vehicle or vehicle/trailer combinations for storage, delivery and such. The depth of access "reservoir" as measured from the property/right-of-way line should be no less than 60 feet. The Gable Road right-of-way width is 80' wide. Current standards call for 60' for minor arterial streets. Due to future capacity issues, the entire right-of-way may be needed. But in the foreseeable future, the extra width would accommodate vehicular/trailer lengths that exceed 60 feet without obstructing vehicular and non-vehicular flow of Gable Road.

Gate location is important. A gate that is parallel to Gable Road as proposed helps to enable turning movements of large vehicles to enter/exit the site to/from both directions.

Chapter 17.76 of the St. Helens Municipal Code addresses visual clearance standards. These standards are critical from a safety standpoint at the point of access. Any fence/access plans need to take these standards into consideration.

Recommend the driveway be illuminated for additional safety.

#### **Signs:**

Any sign permit issued by the County shall comply with the City's standards.

#### **Addressing:**



The City requests to be the address authority for consistency with other addresses within the St. Helens Urban Growth Area.

**Traffic Impact Analysis:** The proposal doesn't appear to meet the City's threshold for traffic impact analysis requirements.

**ROW frontage improvements:** The magnitude of the proposal doesn't warrant frontage improvements. However, it is very possible that additional substantial improvement will.

\* \* \*

**Attachments:** ODOT Information about Oregon Truck size limits (3 pgs)

# Truck Size and Length Limits

---

**Width of vehicle/load**  
- 8 feet, 6 inches -

---

**Height of vehicle/load**  
- 14 feet -

---

**Front Overhang**  
(overhang beyond front bumper)  
- 4 feet -

---

**Rear Overhang - Solo Vehicle**  
(overhang beyond the center of last axle)  
- 3/4 Wheelbase -

---

**Rear Overhang - Combination of Vehicles**  
(overhang beyond the center of last axle)  
- 1/3 Wheelbase -

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**Load Length**  
- 40 feet -

Load length over 40 feet is permitted if the load doesn't extend beyond the rear of the semi-trailer by more than 5 feet. Loads over 40 feet cannot extend forward of the rear of the truck cab.

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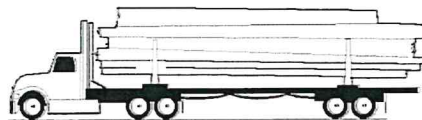


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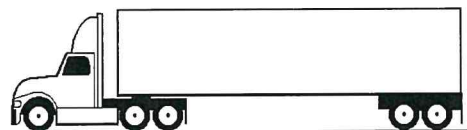
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## Exceptions to Truck Combination Limits

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### Truck Tractor and Semi-Trailer Length

- Group 1 Highways Only -



- 60 feet overall, with a maximum 53-foot semi-trailer -

Group Map 1 available at any MCTD permit office.  
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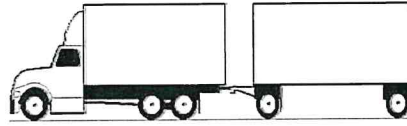
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OR

- 75 feet overall, with a maximum 40-foot truck -

OR

- 80 feet overall, with a maximum 40-foot trailer IF the trailer's front axle is steerable by a turntable or converter dolly -

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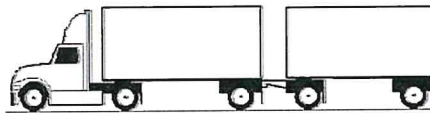
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**Length of Truck-Tractor and Two Trailers (Set of Doubles)**

- Designated Routes Only, See Route Map 7 -

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P.O. Box 278, St. Helens, OR 97051  
Phone: (503) 397-6272 Fax: (503) 397-4016  
[www.ci.st-helens.or.us](http://www.ci.st-helens.or.us)

May 17, 2017

Greg Jensen  
267 Shore Dr.  
St. Helens, OR 97051

City of St. Helens  
265 Strand Street  
St. Helens, OR 97051

RE: Tree Removal

To whom it may concern:

The property owner of 267 Shore Drive requested to remove three trees from their property along Milton Creek, a significant riparian corridor (established by SHMC 17.40.015). SHMC 17.40.035 allows the removal of trees to prevent imminent danger to public health or safety and public or private property. After a site visit on May 16, 2017, the three cottonwood trees pictured below have been deemed dead. As such, the property owner can remove the three trees pictured below without a permit.



*Top of the dead cottonwoods to be removed*

Respectfully yours,

Jacob A. Graichen, AICP  
City Planner

## Jacob Graichen

---

**From:** Jennifer Dimsho  
**Sent:** Tuesday, May 30, 2017 8:49 AM  
**To:** Jacob Graichen  
**Subject:** May Planning Department Report

Here are my additions to the May Planning Department Report.

### GRANTS

1. Received OPRD Veterans Memorial Grant for \$46,770! Total project is \$68,400. Project to be completed by April 30, 2019.
2. Received the Oregon Community Foundation Grant for the Salmon Tree Cycle. Award is 10k.
3. McCormick Picnic Shelter Grant (16k grant, 30k project) – Foundation poured and structure built! Tracked time for grant reporting
4. Travel Oregon Grant –Branding & Wayfinding Master Plan: Prepared and attended Open House #2 May 10 (material review, venue, catering). Reviewed revised signage design. Coordinated press with Crystal for 2-week long survey. Updated project web page with materials. Prepared existing conditions for the removal/replacement signage plan along Highway 30 to reduce clutter. Scheduled site tour in June with Public Works to ground-truth recommended sign locations.
5. PSU MURP Columbia View Park Project – Attended “site audit” on May 4 to gather input from public. Discussed/reviewed final site plan and draft report. Reviewed materials and prepared for June Council Meeting and final project presentation. Prepared draft resolution for adoption.
6. Received Local Government (CLG) Historic Preservation Grant. Award \$12,500 to help cover City Hall façade cleaning and repairs.
7. SHEDCO received Mainstreet Revitalization Grant for 100k through OPRD - Oregon State Historic Preservation Office. Proofread press release and discussed next steps with Mainstreet Coordinator.
8. HEAL Cities Grant (5k award) – Submitted Progress Report (due June 15). Summarized project work thus far. Nob Hill Nature Park staircase and kiosk installation should occur between June 30 – September 30. Final project report is due October 13, 2017.

### URBAN RENEWAL

9. Planned and attended 1st Urban Renewal Agency Meeting (May 3). Minutes, agenda, presentation. Prepared taxing district notice letters and required mailing of plan/report. Planned for PC PH (June) and CC PH (July). Prepared for County Commissioner UR briefing on June 14 with John.

### MISC

10. Waterfront Redevelopment RFQ – Reviewed final draft. Created RFQ website: [www.sthelenswaterfront.com](http://www.sthelenswaterfront.com). Uploaded updated materials for potential developers. Drafted and published DJC advertisement
11. Community Action Team (CAT)’s Affordable Housing Work Group – Sent invites out to CC, PC, and staff for June 8 for special guest developer to discuss cluster housing
12. Attended a mandatory harassment training May 25
13. Prepared memo for the PC annual report to Council on June 7
14. Prepared 2017 Summer Gazette content (Parks system update, Urban renewal update, and Veterans Memorial grant)
15. Helped prepare EPA Grant Conference materials for John

**Jenny Dimsho**

Associate Planner  
City of St. Helens  
(503) 366-8207