



**PLANNING COMMISSION**  
**Tuesday, July 09, 2019**  
265 Strand Street, St. Helens, OR 97051  
[www.ci.st-helens.or.us](http://www.ci.st-helens.or.us)

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**Welcome!**

1. **7:00 p.m. - Call to Order and Flag Salute**
2. **Consent Agenda: Approval of Minutes**
  - 2.A. Planning Commission Minutes Dated June 11, 2019  
[061119 PC Minutes DRAFT](#)
3. **Topics from the Floor: Limited to 5 minutes per topic (not on public hearing agenda)**
4. **Public Hearings (times reflect earliest start time)**
  - 4.A. 7:00 p.m. - Comprehensive Plan Amendment (Housing Needs Analysis) - City of St. Helens  
[CP.1.19 Staff Report](#)
  - 4.B. 7:30 p.m. - Conditional Use Permit at 1771 Columbia Blvd. - Establish religious assembly in an existing commercial building  
[CUP.2.19 Lopez-Romero](#)
5. **Planning Director Decisions -**
  - a. *Accessory Structure Permit at 264 N. 17th Street - New covered patio*
  - b. *Sign Permit (Banner) at 2100 Block of Columbia Blvd. - Columbia County Fair & Rodeo*
  - c. *Temporary Use Permit at 2350 Gable Road - Temporary construction staging area*
6. **Planning Department Activity Report**
  - 6.A. June Planning Department Report  
[2019 JUN Planning Dept Rept](#)

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7. **For Your Information Items**
8. **Next Regular Meeting - August 13, 2019**
9. **Adjournment**

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# City of St. Helens Planning Commission

Draft Minutes

June 11, 2019

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**Members Present:** Chair Hubbard  
Vice Chair Cary  
Commissioner Lawrence  
Commissioner Semling  
Commissioner Stenberg  
Commissioner Webster

**Members Absent:** Commissioner Cohen

**Staff Present:** Councilor Carlson  
City Planner Graichen  
Associate Planner Dimsho

**Others:** Glen Miller  
Jim Turner  
Fred Hines  
Jake Hines  
Julia Jackson  
Pebbles Stone  
Lindsey Jones  
Mike DeRoia

- 1) **7:00 p.m. - Call to Order and Flag Salute**
- 2) **Consent Agenda: Approval of Minutes**
  - 2.A Planning Commission Minutes Dated May 14, 2019

Chair Hubbard was absent during the last meeting, but he wanted to clarify and make comments regarding some of the discussions. He feels Commissioner Cohen's suggestion about requiring an additional bond for certain size projects to prevent violations would hinder development. He prefers additional oversight and enforcement, not additional costs to developers. Chair Hubbard asked about the City's fill on Wyeth Street. He said there is no erosion control, and the soil has objects in it, which means it cannot be compacted properly. City Planner Graichen said there was a citizen asking about that at the last Council meeting. Graichen said now that the underlying storm line is fixed, the City has been filling it again. He will ask staff about the soil quality and erosion control.

**Motion:** Upon Commissioner Semling's motion and Commissioner Stenberg's second, the Planning Commission unanimously approved Planning Commission Minutes dated May 14, 2019 as written. [Ayes: Vice Chair Cary, Commissioner Lawrence, Commissioner Semling, Commissioner Stenberg, Commissioner Webster; Nays: None]

3) **Topics from the Floor: Limited to 5 minutes per topic (not on public hearing agenda)**

There were no topics from the floor.

4) **Public Hearings (times reflect earliest start time)**

4.A 7:00 p.m. - Conditional Use Permit at 500 N. Columbia River Highway - GA  
Miller Architecture PC on behalf of Columbia Community Mental Health

Chair Hubbard opened the Public Hearing at 7:06 p.m. There were no ex-parte contacts, conflicts of interests, or bias in this matter. Graichen entered the staff report dated June 4, 2019 into the record. He said this proposal is for a Conditional Use Permit to establish a 16-bed residential facility that provides a 90-day drug and alcohol treatment and a 16-bed medical detox facility that provides a five to seven day detox treatment in what used to be the Legacy Health Clinic. Graichen said the staff report notes a lack of screening in some areas around the parking lot and a lack of trash enclosures. The land owner is receptive to the conditions as presented in the staff report. He noted that there are other existing uses in the commercial complex, so the Commission can consider ways to make this use more compatible with the surrounding uses. Graichen said the Commission has a copy of a letter that was entered into the record in opposition to the proposal. Chair Hubbard asked if the Conditional Use Permit runs with the land or the lessee. Graichen said the permit will run with the land. If a different agency wanted to continue the use, they could.

**In Favor**

**Jackson, Julia. Applicant.** Jackson is the Executive Director of Columbia Community Mental Health (CCMH), who will be operating the facility. Jackson said CCMH is a non-profit contracted by the Oregon Health Authority as the main behavioral health provider for the county. They have become a tri-county hub for certain services that are lacking in Tillamook and Clatsop County. They would like to move their existing facility on Columbia Blvd. and 4th Street to this new location. The existing facility is a house, has little room for administrative staff, and they often have four to five patients in a single room. When she took this role, one of her goals was to create a higher quality, more therapeutic facility. They want to reduce recidivism, which means they want to see a decrease in the patients who use their services multiple times. The detox program currently only offers nine beds, so this proposal would expand services to 16 beds. This new facility would also allow walk-in admission, which they do not currently offer. This means that people who need a bed immediately now are spending the night on the street, getting jailed, or getting transported to services in Portland.

Jackson said the new facility will be under 24/7 sight and sound supervision. The residents cannot leave without staff. The facility is non-smoking. The program and campus will be tobacco free. Their staff cannot be anywhere near the campus if they choose to smoke. They also cannot smell like smoke when they come back to work. This facility will not have crowds of people out front like some locations in Portland. This rural facility runs very differently than those in urban environments. Jackson said the letter submitted in opposition demonstrates a need for education. Regarding distance from public schools, she thinks the citizen may have been referring to sexual offender treatment. Jackson added there would be no reason for their clients to be near the childcare entrance. Regarding economic development, she said if we are going to improve the city, we need to provide services to treat people who are ill. Jackson said if we do not provide these services, these citizens are going to be out on the streets and in our parks.



We need to prioritize mental health and wellbeing of our community in order to promote economic development.

Chair Hubbard asked if they will keep the 4th Street facility. Jackson said yes, they would like to use it for sober transitional housing. It would be low and affordable rent for residents in recovery. Chair Hubbard asked what happens if someone leaves against the advice of medical professionals. Jackson said if a client leaves, law enforcement is usually notified. Commissioner Semling asked about their repeat clients. Jackson said medical detox has a higher rate of recidivism (about 30 percent). In the residential facility, it is a little less, but they cannot track if they received treatment elsewhere. Jackson said they have lengthened the stay from 30 to 90 days to help reduce recidivism. Vice Chair Cary asked if residents would feel comfortable in the green space without screening. Jackson said they do not plan on putting up signage that identifies the facility as a treatment facility, but they do not plan to screen it. They may install some attractive benches. Jackson said the location of the driveways and entrances to other businesses make the confidentiality risk low for clients who use the greenspace. There will not be a lot of traffic near their facility.

**Hines, Fred. Property Owner.** Hines is the manager of Columbia Commons LLC, who owns the property. They have been the owners for about 16 years. They have five other tenants: the State of Oregon (Department of Motor Vehicles, Department of Human Services, and Employment Security), a massage clinic, a daycare, a kidney dialysis clinic, and a dentist. He said there is crossover between Department of Human Services and CCMH's clients. Hines said they want all tenants and facilities to be safe and sound. They have addressed any concerns that the other tenants have about the proposed new use.

### **In Opposition**

No one spoke in opposition.

### **End of Oral Testimony**

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

### **Close of Public Hearing & Record**

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

### **Deliberations**

Vice Chair Cary clarified the locations where screening was lacking. Commissioner Lawrence said she is impressed by what she has heard. Commissioner Webster and Stenberg agreed. Chair Hubbard and Commissioner Webster said they live near the existing 4th Street facility and have no problems. Vice Chair Cary said the location is easily accessible, so law enforcement can respond quickly. The Commission would like to see a trash enclosure for all tenants and screening from the residential lot, as presented in the staff report. Vice Chair Cary asked what type of screening. Graichen said the condition can require landscaping of trees and shrubs of various heights to soften the impact of the parking lot.

**Motion:** Upon Commissioner Webster's motion and Vice Chair Cary's second, the Planning Commission unanimously approved the Conditional Use Permit with the conditions requiring trash enclosures for all tenants and landscaping/screening along the southwest boundary to soften the impact of the parking lot to the residential area. [Ayes: Vice Chair Cary, Commissioner Lawrence, Commissioner Semling, Commissioner Stenberg, Commissioner Webster; Nays: None]

**Motion:** Upon Commissioner Lawrence's motion and Commissioner Webster's second, the Planning Commission unanimously approved the Chair to sign the Findings & Conclusions once prepared. [Ayes: Vice Chair Cary, Commissioner Lawrence, Commissioner Semling, Commissioner Stenberg, Commissioner Webster; Nays: None]

5) **Acceptance Agenda: Planning Administrator Site Design Review**

- a. Site Design Review at 1899 Old Portland Road - Outdoor storage business expansion
- b. Site Design Review at 526, 530, & 534 Milton Way - Expansion of equipment storage/parking area and fencing

Chair Hubbard asked about the 1899 Old Portland Road expansion of outdoor storage. Graichen said it was for an expansion of Storage Pal, LLC. Vice Chair Cary issued a letter on behalf of the Department of State Lands, so he requested to recuse himself from approving 5a.

**Motion:** Upon Commissioner Webster's motion and Commissioner Stenberg's second, the Planning Commission approved the Acceptance Agenda: Planning Administrator Site Design Review - **Item A**. [Ayes: Commissioner Lawrence, Commissioner Semling, Commissioner Stenberg, Commissioner Webster; Abstain: Vice Chair Cary; Nays: None]

**Motion:** Upon Commissioner Webster's motion and Commissioner Semling's second, the Planning Commission unanimously approved Acceptance Agenda: Planning Administrator Site Design Review - **Item B**. [Ayes: Vice Chair Cary, Commissioner Lawrence, Commissioner Semling, Commissioner Stenberg, Commissioner Webster; Nays: None]

6) **Planning Director Decisions**

Associate Planner Jenny Dimsho noted that the Lot Line Adjustment at 34759 Sykes Road & 59401 Yarmer Lane (Planning Director Decision 6h.) was not yet approved, even though it was prematurely put on the agenda. She said it does not require any Commission action. There were no other comments.

7) **Planning Department Activity Report**  
7.A May Planning Department Report

There were no comments.

8) **For Your Information Items**

Councilor Carlson said there was a recent article in The Spotlight regarding the lagoon repurposing project. She said what they alleged was not entirely true. The media was invited to the meeting. They chose not to attend. She said there was nothing voted on during that meeting. It was information gathering and question asking. Vice Chair Cary asked if the scope of work would include information on the lining of the lagoon. Councilor Carlson said yes.

Commissioner Lawrence said she does not want to see hazardous waste in the lagoon from Portland. Councilor Carlson said Armstrong has cleanup as well. Chair Hubbard would like the Commission to be involved in the public outreach to come.

The Commission discussed updates in the waterfront redevelopment project. Dimsho discussed the upcoming BUILD application deadline, and Graichen discussed the Urban Renewal Area.

9) **Next Regular Meeting - July 11, 2019**

10) **Adjournment**

*There being no further business before the Planning Commission, the meeting was adjourned at 8:31 p.m.*

*Respectfully submitted,*

*Jennifer Dimsho  
Associate Planner*

**CITY OF ST. HELENS PLANNING DEPARTMENT  
STAFF REPORT  
Comprehensive Plan Amendment CP.1.19**

**DATE:** July 2, 2019  
**TO:** Planning Commission  
**FROM:** Jacob A. Graichen, AICP, City Planner  
Jennifer Dimsho, Associate Planner

**APPLICANT:** City of St. Helens

**PROPOSAL:** Adopt a Housing Needs Analysis as an addendum to the Comprehensive Plan (Title 19 SHMC)

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

**BACKGROUND**

The Department of Land Conservation and Development (DLCD) received a special appropriation of funds for 2018-2019 (HB 4006) to assist cities in updating their comprehensive plans and land use regulations to promote housing availability and affordability across the state. The City was selected for this first round of funding from DLCD to complete a Housing Needs Analysis (HNA) due to our “severely rent-burdened” classification and because the City’s most recent Housing Needs Analysis (HNA) was from the Periodic Review Work Task #1, Land Use Inventory from 1998. Given the age of the previous analysis, population growth, and increasing housing demands in the last 20 years, this new HNA is critical to inform zoning amendments and housing policy. This analysis is also necessary to ensure the City is in compliance with Statewide Planning Goal 10.

**PUBLIC HEARING & NOTICE**

Hearing dates are **July 9, 2019** before the Planning Commission and **July 17, 2019** before the City Council.

Notice was published in The Chronicle on **June 26, 2019**. Notice was sent to the Oregon Department of Land Conservation and Development on **June 4, 2019**.

**APPLICABLE CRITERIA, ANALYSIS & FINDINGS**

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

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

- (a) The statewide planning goals and guidelines adopted under ORS Chapter 197;
- (b) Any federal or state statutes or guidelines found applicable;

- (c) The applicable comprehensive plan policies, procedures, appendices and maps; and
- (d) The applicable provisions of the implementing ordinances.
- (e) A proposed change to the St. Helens zoning district map that constitutes a spot zoning is prohibited. A proposed change to the St. Helens comprehensive plan map that facilitates a spot zoning is prohibited.

**(a) Discussion:** This criterion requires analysis of the applicable statewide planning goals. The potentially applicable goals in this case are: Goal 1, Goal 10, and Goal 11.

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

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

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

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

The HNA itself was developed with an extensive public engagement process. The Planning Commission served as the HNA Advisory Committee, which met three times throughout the planning process. A final City Council meeting and Public Forum was held to gather any feedback about the HNA findings and housing policy recommendations. All four meetings were advertised and open to the public. In addition, targeted outreach to organizations who assist with housing or low-income assistance programs (including Community Action Team, Columbia County Habitat for Humanity, the Columbia Pacific Food Bank, and Columbia Community Mental Health) was conducted to ensure they had opportunity to provide input. Throughout the length of the project, a Project Website (<https://www.ci.st-helens.or.us/planning/page/housing-needs-analysis>) was updated with project materials and advertised upcoming meetings.

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

***Statewide Planning Goal 10: Housing.***

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

**Finding:** The HNA and Buildable Lands Inventory was developed in order to satisfy Goal 10 requirements.

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

*Goal 11 requires cities and counties to plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development. The goal requires that urban and rural development be "guided and supported by types and levels of urban and rural public facilities and services appropriate for, but limited to, the needs and requirements of the urban, urbanizable and rural areas to be served."*

The HNA document estimated the amount of buildable land for residential development within the Urban Growth Boundary. "Buildable Land" is defined in OAR 660-008-0005(2) as land that is "suitable, available, and necessary for residential uses." The definition specifically excludes land constrained by natural hazards, containing protected natural resources, with slopes of 25 percent or greater, within the 100-year floodplain or which public facilities cannot be provided. An updated Buildable Land Inventory will allow the City to more effectively develop a more orderly and efficient arrangement of public facilities and services.

**Finding:** Goal 11 is satisfied.

**(b) Discussion:** This criterion requires analysis of any applicable federal or state statutes or guidelines. There are no federal level statutes or guidelines that were specifically analyzed, except where already incorporated in state level statutes or guidelines.

The applicable state level statutes/guideline is ORS 227.186(2), which states:

*All legislative acts relating to comprehensive plans, land use planning or zoning adopted by a city shall be by ordinance.*

**Finding:** The HNA will be adopted by ordinance in compliance with this statute.

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

***SHMC 19.08.050 Housing Goals & Policies.***

*(1) Preface. Residents of the city of St. Helens are demographically in different stages of socioeconomics. As such, they vary in their family sizes, economic capabilities and interests and will desire different types of housing. The strategy is to ensure that sufficient lands are designated for those different phases and desires of current and future residents and to encourage policies and decisions to allow all residents the ability to find affordable housing.*

*(2) 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.*

*(3) Policies. It is the policy of the city of St. Helens to:*

*(a) Maintain adequate development and building codes to achieve the city's housing goals.*

- (b) Encourage the distribution of low income and/or multifamily housing throughout the city rather than limiting them to a few large concentrations.*
- (c) Work with all interested agencies to facilitate housing conservation and construction, and to improve substandard dwellings where cost effective.*
- (d) Encourage and cooperate with all efforts to provide adequate housing for those with special needs.*
- (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.*
  - (vi) They should not be located where undue noise or other factors will adversely affect residential living.*
  - (vii) They shall be subject to a site design review process and minimum landscaping requirements.*
- (f) Permit mobile home park development which conforms 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 include adequate open space.*
  - (iii) They should include ample off-street parking.*
  - (iv) They should not be located where undue noise or other factors will not adversely affect residential living.*
  - (v) They shall be subject to a site design review process and minimum landscaping requirements and possibly fencing or screening requirements.*
  - (vi) They should provide internal vehicular and pedestrian circulation and landscaping.*
- (g) Re-evaluate city ordinances and, where possible, streamline administration and requirements in order to reduce development costs.*
- (h) Encourage energy-efficient housing patterns in residential developments.*

**Finding:** One of the long term goals of the HNA is to inform potential housing policy changes to encourage a more diversity among housing types. The HNA complies with the comprehensive plan, as it helps facilitate the City’s housing goals and policies.

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

**Finding:** The HNA is not contrary to the City’s implementing ordinances (e.g. SHMC Title 17, Community Development Code).

(e) **Discussion:** This criterion confirms that the change in zoning and comprehensive plan map are not considered spot zoning.

**Finding:** Since this request is not a zone change or a comprehensive plan map change, this is not applicable to this proposal.

### CONCLUSION & RECOMMENDATION

**Based upon the facts and findings herein, staff recommends the Planning Commission recommend to the City Council approval of the proposal.**

**Attachments:**

- *Draft Housing Needs Analysis Summary Report*
- *Draft Housing Needs Analysis Technical Appendix*

Also see the project website at <https://www.ci.st-helens.or.us/planning/page/housing-needs-analysis>





# City of St. Helens

## Housing Needs Analysis Volume 1: Summary Report



This project is funded by Oregon general fund dollars through the Department of Land Conservation and Development. The contents of this document do not necessarily reflect the views or policies of the State of Oregon.

May 30, 2019

# ACKNOWLEDGEMENTS

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This work is made possible through the sincere input by City staff and the St. Helens Planning Commission which served as the Housing Needs Analysis advisory committee, as well as community members that participated in the planning process. We recognize and appreciate the time and attention dedicated to this work by the following people.

## **St. Helens Mayor and City Council**

Rick Scholl, Mayor

Doug Morten, Council President

Keith Locke, City Councilor

Stephen Topaz, City Councilor

Ginny Carlson, City Councilor

## **St. Helens Planning Commission (Housing Needs Analysis Advisory Committee)**

Russell Hubbard, Chair

Dan Cary, Vice Chair

Kathryn Lawrence

Greg Cohen

Julie Stenberg

Sheila Semling

Audrey Webster

## **City of St. Helens Staff**

John Walsh, City Administrator

Jenny Dimsho, Associate Planner

Jacob Graichen, City Planner

Mike De Roia, Building Official

## **Consultants**

**FCS GROUP**

# TABLE OF CONTENTS

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Acknowledgements .....	2
Table of Contents .....	3
Section I. Introduction.....	5
Section II. Trends and Forecasts .....	7
II.A. Existing Housing Characteristics .....	8
Housing Inventory .....	9
Housing Occupancy and Tenancy .....	9
Construction Permitting Activity .....	10
Housing Affordability .....	11
Housing Cost Burdens .....	11
II.B. Housing Needs .....	13
Factors Affecting Housing Demand .....	13
Future Housing Need Forecast .....	15
Implications for St. Helens .....	17
Section III. Land Needs .....	19
III.A. Residential Buildable Land Inventory.....	19
III.B. Residential Land Demand .....	20
Section IV. Housing Policy Strategies .....	24
Overall Findings .....	24
Housing Policy Recommendations .....	24
Recommendations .....	24
Appendix A: Existing Housing Goals and Policies.....	26
Preface .....	26
Housing Goals .....	26
Housing Policies.....	26

Glossary of Terms ..... 28

## Section I. INTRODUCTION

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St. Helens has evolved over the past 185 years from a rustic river trading post in 1834 to a full service city and Columbia County seat with over 13,240 residents. The city's name sake is attributed to both the iconic mountain that arises in the northeast and St. Helens, England, the birthplace of Captain H.M. Knighton, who first platted the town around 1847.



Like many Northwest communities, St. Helens is experiencing growth from natural increases in population as well as in-migration from other states.

According to the U.S. Census Bureau, population in the Western U.S. is projected to grow at an average annual rate of 1.6%, compared to 1.0% nationally over the next 20 years.

The City of St. Helens (City) is in the process of updating the Housing Element of its Comprehensive Land Use Plan. FCS GROUP in conjunction with the Oregon Department of Land Conservation and Development (DLCD) provided technical assistance to the City by preparing products that comprise an up-to-date Housing Needs Analysis (HNA) for the City.

Major HNA technical work products include the following:

- A housing needs forecast for the St. Helens Urban Growth Boundary (UGB)
- A buildable land inventory (BLI) for residential and mixed-use designations in the UGB
- A residential land needs analysis for accommodating a 20-year housing demand forecast
- Identification of local policy measures for accommodating needed housing

All findings are also intended to comply with State of Oregon requirements for determining housing needs per Oregon land use planning Goals 10 and 14, OAR Chapter 660, Division 8, and applicable provision of ORS 197.295 to 197.314 and 197.475 to 197.490. ORS 197.303 was recently amended by passage of SB 1051 in 2017.

Funding for this project was provided to the City of St. Helens as a part of statewide legislation (SB 1051) aimed at addressing housing affordability issues throughout Oregon. Namely, the issue of “severely rent burdened” households (those which spend more than 50% of income on rent and utilities), a condition which over 25% of households in St. Helens are currently facing.

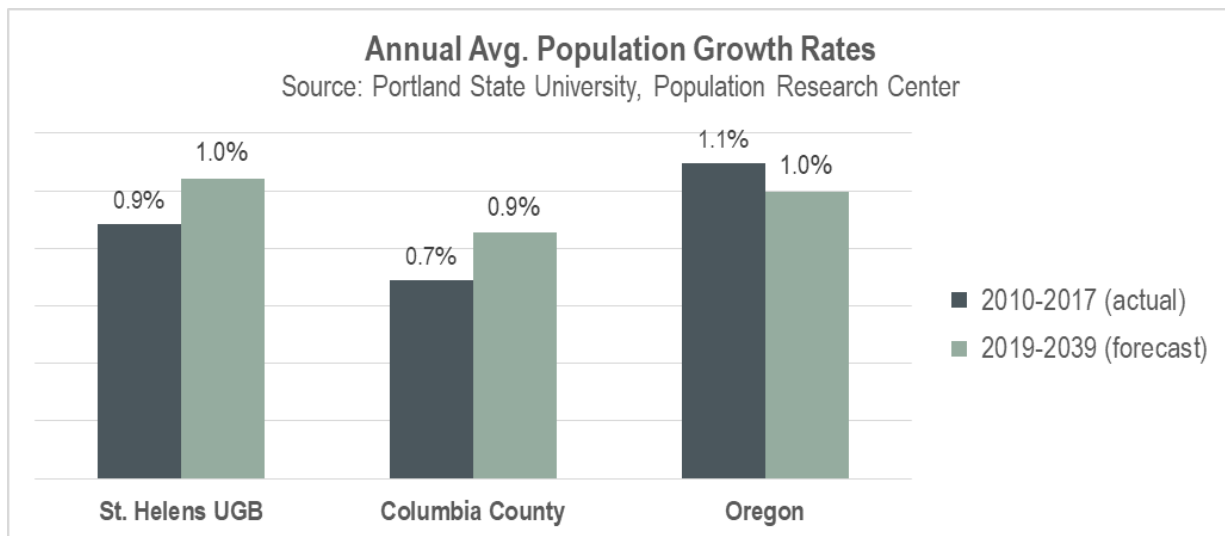
**Volume 1 of the St. Helens Housing Needs Analysis provides a summary of key findings and policy recommendations. Please refer to Volume 2: Technical Appendix, for additional detail regarding technical findings and the record of public input received during the HNA planning process.**



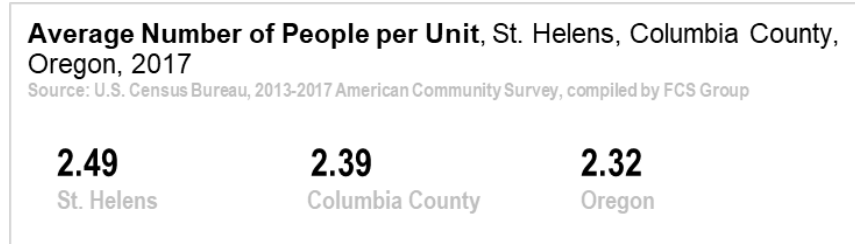
## Section II. TRENDS AND FORECASTS

St. Helens (City) has experienced steady growth for the past few decades. Population in the City increased by 32%, from 10,019 residents in 2000 to 13,240 in 2017.

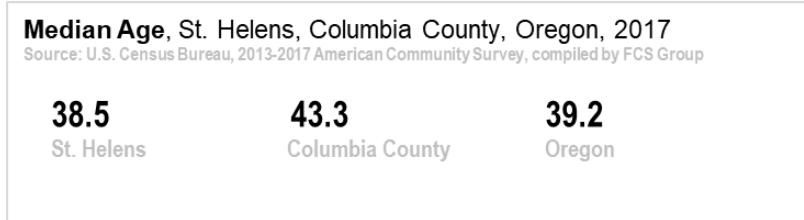
The population growth forecast for the St. Helens UGB (prepared by Portland State University, Population Research Center), anticipates steady growth over the next 20 years. Population within the St. Helens UGB is projected to grow from an estimated 15,693 people in 2019 to 19,310 by year 2039 (1.0% average annual growth rate). As population increases, the demand for all types of housing will increase.



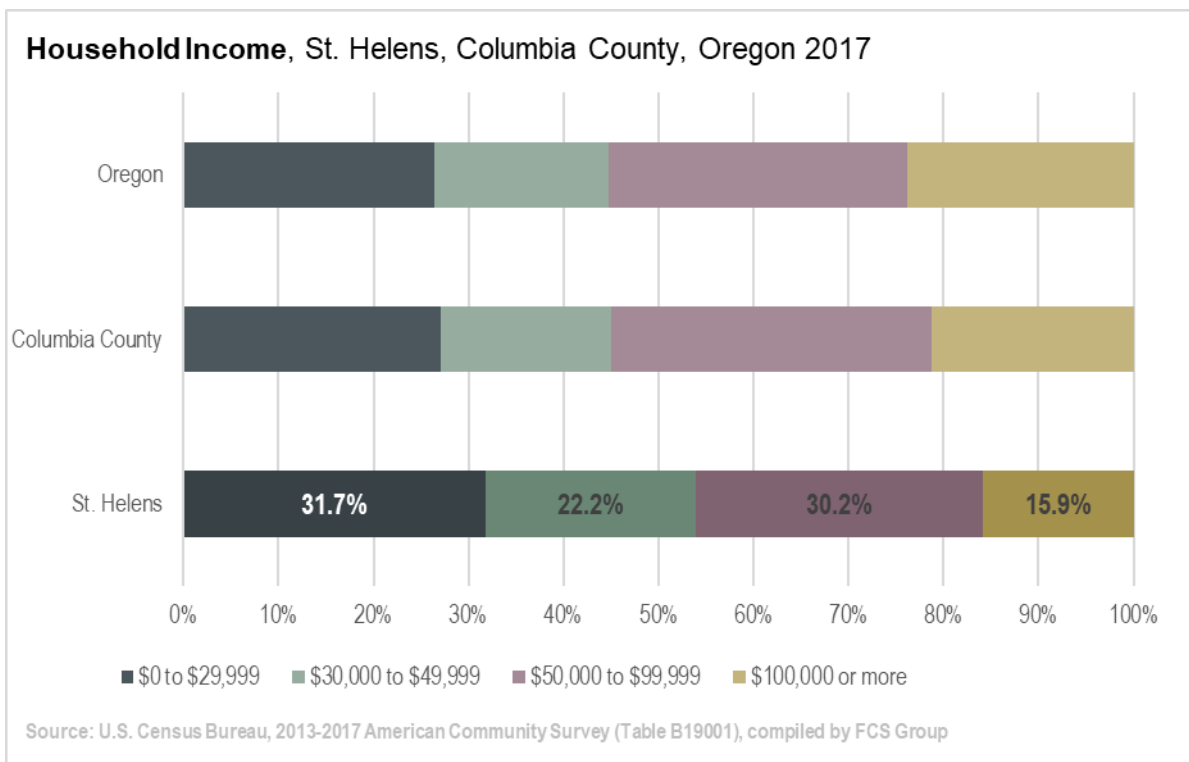
St. Helens currently has a fairly large number of family households, which is evidenced by that fact that there were 2.49 people per housing unit in 2017, well above the County and State average.



St. Helens has a relatively high proportion of younger residents (under age 19) and a relatively lower share of older residents (over age 65) than Columbia County or the State of Oregon. The median age of local residents was 38.5 in 2017, measurably less than the County and State average.



The median household income level in St. Helens (\$45,789) is below Columbia County (\$57,499) and Oregon (\$56,119). As shown below, in comparison with Columbia County and the state average, St. Helens has a relatively higher share of low income residents earning less than \$30,000 per year, and a relatively lower share of middle- and upper- income residents earning more than \$50,000.



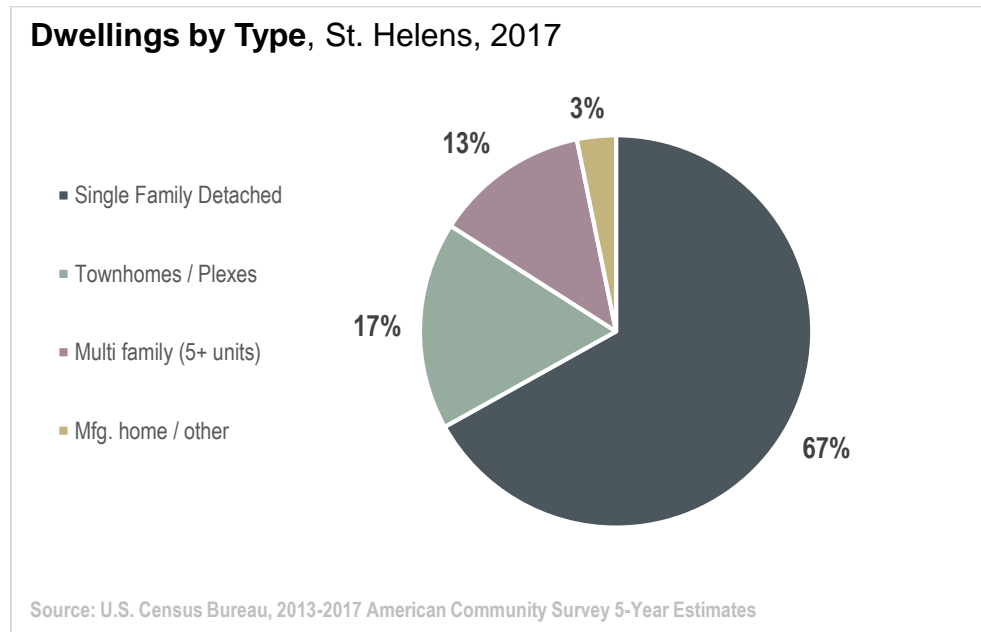
## II.A. EXISTING HOUSING CHARACTERISTICS

An analysis of historical development trends and local housing market dynamics provides insight regarding how the housing market functions.



## Housing Inventory

The existing housing stock in St. Helens is dominated by single family detached (classified as low density development) which accounts for over two-thirds of the inventory. The townhomes/plexes category, which includes housing with 2 to 4 dwellings per structure (medium density development) accounts for 17% of the existing housing inventory. Multifamily apartments and condos (with more than 5 units per structure) make up 13% of the inventory, and mobile homes/other housing types comprise the remainder.

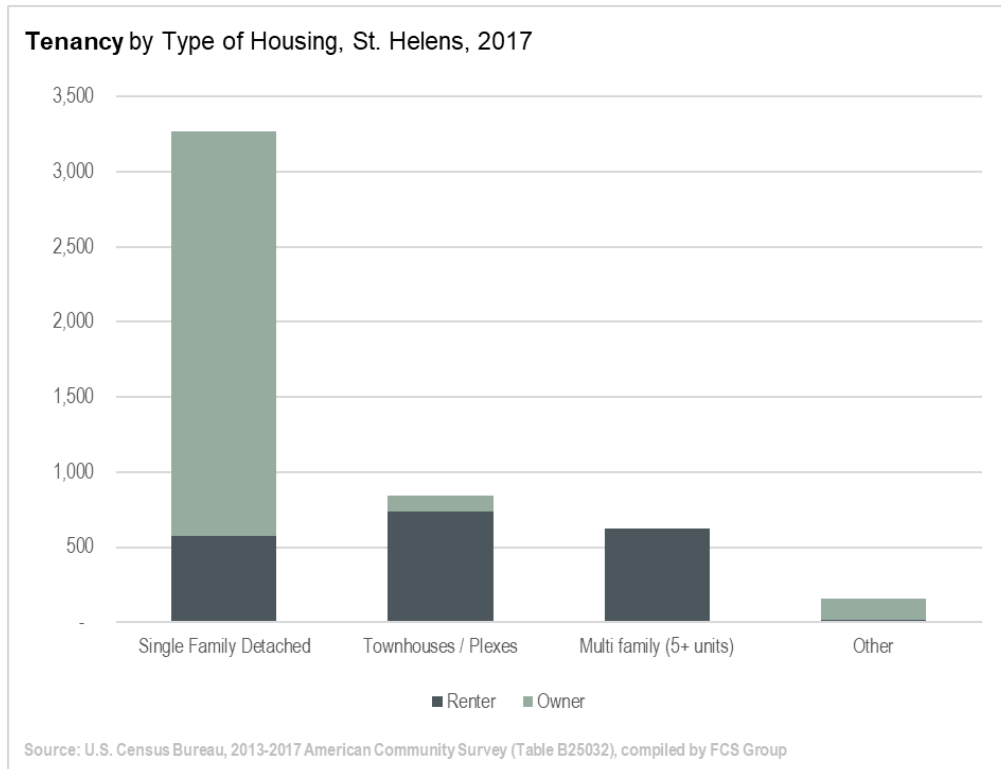


## Housing Occupancy and Tenancy

The vast majority of home owners reside in single family detached homes or mobile homes (aka. manufactured housing) and most renters reside in townhomes/plexes and multifamily units.

According to the U.S. Census, American Community Survey, the overall housing vacancy rate in St. Helens was about 8 percent overall. Over half of the vacant inventory reflects single family dwellings that were recently sold or listed for sale.

Vacancy rates for rental housing in St. Helens was 1.5% in 2017. Housing advocacy groups reported a 6 to 12 month wait list for government assisted housing units.



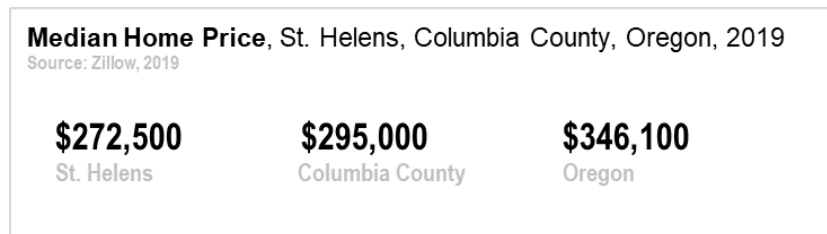
## Construction Permitting Activity

During the past several years, new housing in St. Helens has been comprised primarily of single family detached housing construction. The City issued 25-42 new construction permits annually since 2008, down significantly from pre-recession peak activity of 88+ new building permits in 2006-2007.

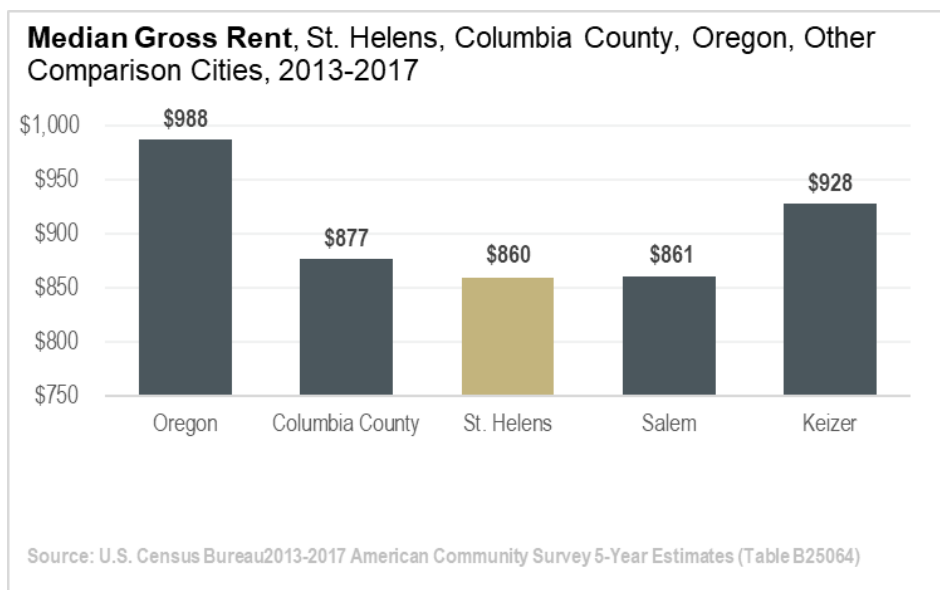
Over the past 12 months, there has been a significant uptick in local housing construction activity, with much more developer interest in building multifamily apartments and mixed-use developments. Presently, nearly 500 units have been approved in St. Helens which are expected to build out soon. The developments will include single family detached housing built in subdivisions as well as a significant number of apartments.

## Housing Affordability

Like many communities, local income levels have not kept pace with housing prices and rent levels in recent years, thereby creating a housing affordability challenge. The median home price in St. Helens was approximately \$272,500 (2019, 1<sup>st</sup> Q), below the average median home prices found in Columbia County and Oregon.



Rents in St. Helens were also slightly lower when compared with Columbia County as a whole. According to the U.S. Census, American Community Survey, the median gross rent in St. Helens was \$860 per month in 2017, which was about 2 percent below the county average.



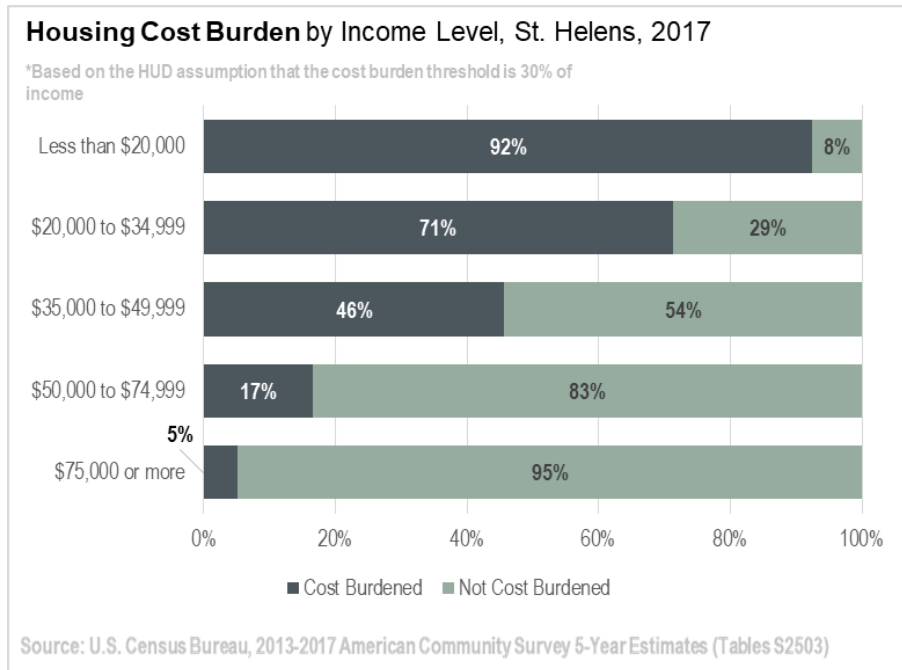
## Housing Cost Burdens

According to U.S. Housing and Urban Development (HUD), households are considered to be “cost burdened” if they pay over 30% of their income on housing. Households are “severely cost burdened” when they pay over 50% of their income on housing.

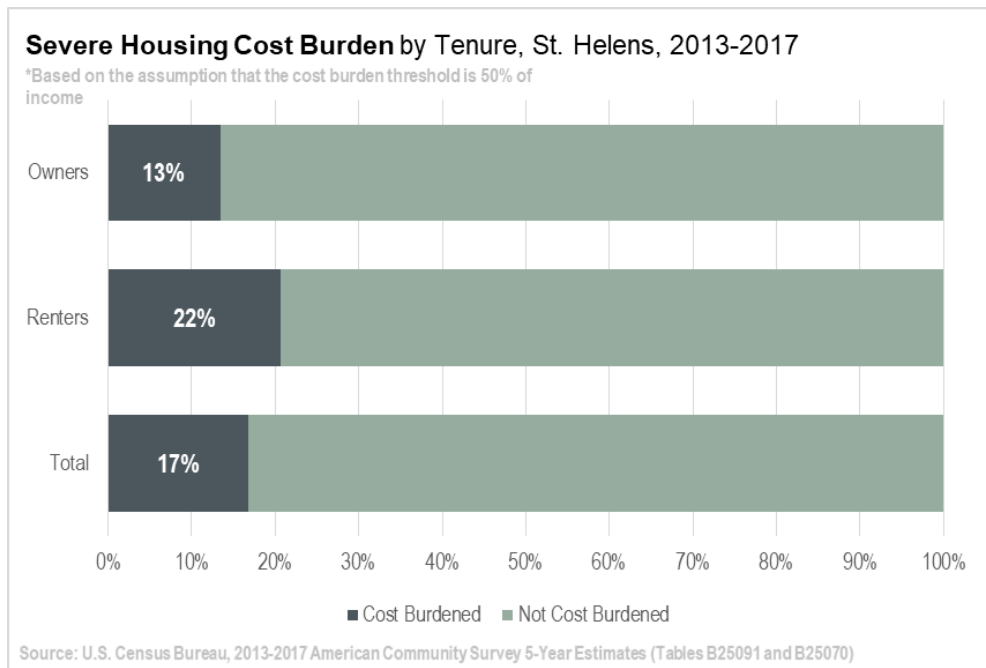
In 2017, about 13% of the households in St. Helens were considered to be cost burdened.

As shown below, households earning less than \$20,000 are experiencing the greatest hardship with respect to housing cost burdens. Nearly 3 out of 4 households with income between \$20,000 and

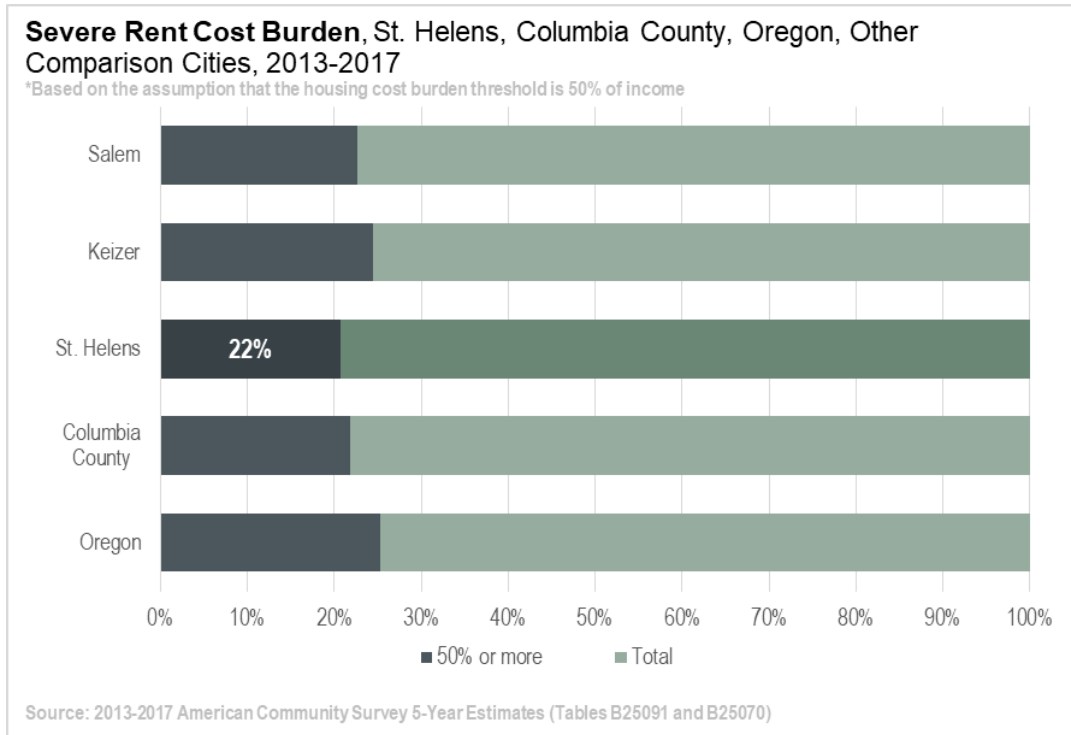
\$35,000 are housing cost burdened. And nearly half of households with income between \$35,000 and \$50,000 are cost burdened.



An analysis of severe rent burdens in St. Helens indicates that 22% of the renters and 13% of the home owners are paying more than 50% of their income on housing costs.



The overall share of severely rent burdened households in St. Helens is about on par with the Columbia County and State average.

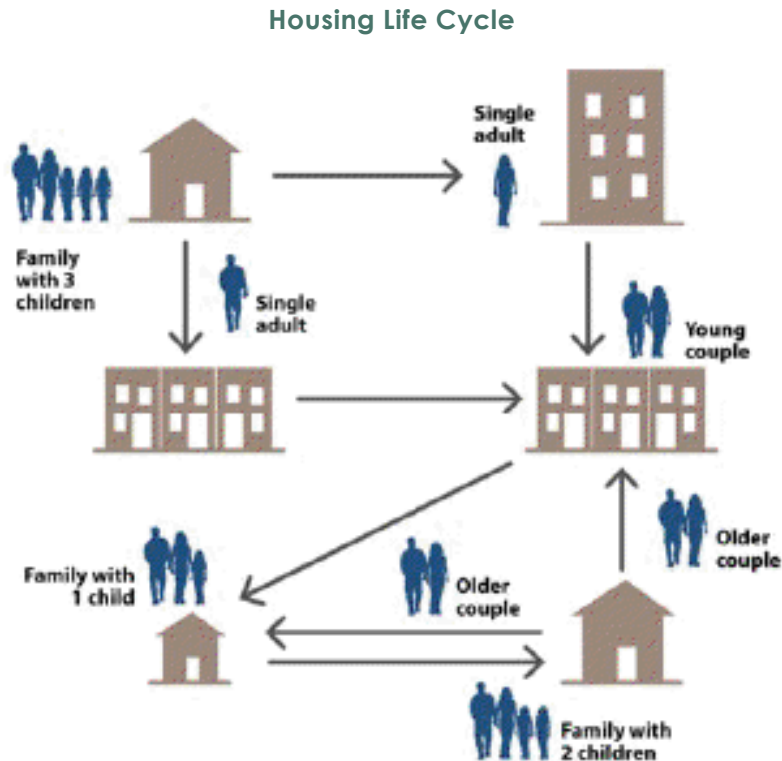


## II.B. HOUSING NEEDS

### Factors Affecting Housing Demand

There is a clear linkage between demographic characteristics and housing choice. As shown in the figure below, housing needs change over a person's lifetime. Other factors that influence housing include:

- Homeownership rates increase as income rises.
- Single family detached homes are the preferred housing choice as income rises.
- Renters are much more likely to choose multifamily housing options (such as apartments or plexes) than single-family housing.
- Very low income households (those earning less than 50% of the median family income) are most at-risk for becoming homeless if their economic situation worsens.



**Key definitions:**

“Households” consist of all people that occupy a housing unit.

“Family” is a group two or more people (one of whom is the householder) related by birth, marriage, or adoption and residing together.

The relationship between demographic changes and housing needs can be used to forecast future housing needs. Three main demographic changes affected housing in St. Helens includes:

**Aging Millennials (born early 1980s to early 2000s)**

Millennials accounted for 23% of the St. Helens residents in 2017 (age 20 to 39), and this share is expected to increase moderately over the next two decades. Younger millennials tend to rent as they establish their careers and many are saddled with student debt. Older working millennials are usually considered to be prospective first-time homebuyers, and often prefer to live in single family homes (detached homes or townhomes/plexes).

**Aging Baby Boom generation (those born 1946 to 1964)**

Baby boomers accounted for 21% of the St. Helens residents in 2017 (age 55 to 74), and this segment is now growing more slowly than the millennial and younger family segments. Boomers usually prefer to “age in place” until they exceed age 75, then may downsize or move in with family members (sometimes opting to reside in accessory dwellings off the main house). As they approach age 80 some desire to move into assisted living facilities with nearby health care services and transit access.

### Families with Children

This category includes a subset of the baby boomers and millennials, and also includes householders between the age of 40 and 55. Taken as a whole, this category constitutes the majority of St. Helens population and is expected to increase moderately over the next two decades. Families prefer to live in a variety of single family housing options (detached homes or townhomes/plexes) at price points commensurate with their family income.

### Future Housing Need Forecast

The future (20 year) housing need forecast for St. Helens takes into account these factors. As reflected in the findings contained in Volume 2, Section II of the housing needs analysis, based on the projected population growth and housing market conditions, St. Helens is expected to add 3,617 people and that will require 1,621 net new dwelling units over the next 20 years.

As indicated below, this net new housing need is expected to consist of: 861 owner-occupied dwellings and 760 renter-occupied dwellings. As shown below, the types of housing that is most suited to meet qualifying income levels for home ownership vary by family income level.

Family Income Level	Owner-Occupied	Renter-Occupied	Total Dwellings	Dist. %	Attainable Housing Products
Upper (120% or more of MFI)	278	35	313	19%	Standard Homes, Townhomes
Middle (80% to 120% of MFI)	127	44	171	11%	Small Homes, Townhomes, Apartments
Low (50% to 80% of MFI)	236	182	417	26%	Small Homes, Townhomes, Mfgd. Homes, Plexes, Apts.
Very Low (30% to 50% of MFI)	140	218	359	22%	ADUs, Govt. Assisted Apts.
Extremely Low (less than 30% of MFI)	80	281	361	22%	Govt. Assisted Apts.
<b>Total</b>	<b>861</b>	<b>760</b>	<b>1,621</b>	<b>100%</b>	

\* Source: based on projected housing need and 2017 ACS household income and tenancy data for City of St. Helens.

The housing mix that addresses future demand will likely consist of: 959 single-family detached homes, 245 townhomes/duplexes, 333 multifamily housing units and 46 manufactured housing units. There will also be some “group quarters” housing demand for about 37 people that require shared living arrangements (such as congregate care or group housing).

### 20-year Dwelling Unit Demand, St. Helens UGB

Housing Type	Owner-Occupied Dwelling Units	Renter-Occupied Dwelling Units	Total	Dist. %
Single Family Detached	790	169	959	59%
Townhomes / Plexes	29	216	245	15%
Multi family (5+ units)	0	333	333	21%
Mfg. home / other	42	4	46	3%
Group Quarters	0	37	37	2%
<b>Total Units</b>	<b>861</b>	<b>760</b>	<b>1,621</b>	<b>100%</b>

Source: derived from St. Helens HNA, Housing Needs Analysis, Task 2 findings, April, 2019.

The owner-occupied housing forecast that’s suited to meet qualifying income levels is shown below.

#### St. Helens Owner-Occupied Housing Needs: 2019-2039

Family Income Level	Upper Range of Qualifying Income	Upper Range of Home Price*	Housing Types	Estimated Distribution of Owner-Occupied Units	Projected Owner-Occupied Units Needed
Upper (120% or more of MFI)	Greater than \$89,640	Greater than \$469,000	Standard Homes	32%	278
Middle (80% to 120% of MFI)	\$89,640	\$469,000	Small and Standard Homes, Townhomes	15%	127
Low (50% to 80% of MFI)	\$59,760	\$313,000	Small Homes, Townhomes, Mfgd. Homes, Plexes	27%	236
Very Low (30% to 50% of MFI)	\$37,350	\$195,000	ADUs, Govt. Assisted	16%	140
Extremely Low (less than 30% of MFI)			Govt. Assisted	9%	80
<b>Total</b>				<b>100%</b>	<b>861</b>

\*Assumes 30% of income is used for mortgage payment, 20% downpayment, 5.5% interest, 30-year mortgage.



The rental housing forecast that’s consistent with qualifying income levels is shown below.

**Apirational Home Types and Price Points to Meet Attainability Goals\***  
**St. Helens Rental-Occupied Housing Needs: 2019-2039**

Family Income Level	Upper Range of Qualifying Income	Upper Range of Monthly Rent*	Attainable Housing Products	Estimated Distribution of Units	Projected Renter-Occupied Units Needed
Upper (120% or more of MFI)	Greater than \$89,640	Greater than \$2,079	Standard Homes, Townhomes	5%	35
Middle (80% to 120% of MFI)	\$89,640	\$2,241	Small Homes, Townhomes, Apartments	6%	44
Low (50% to 80% of MFI)	\$59,760	\$1,494	Small Homes, Townhomes, Mfgd. Homes, Plexes, Apts.	24%	182
Very Low (30% to 50% of MFI)	\$37,350	\$934	ADUs, Govt. Assisted Apts.	29%	218
Extremely Low (less than 30% of MFI)			Govt. Assisted Apts.	37%	281
<b>Total</b>				<b>100%</b>	<b>760</b>

\*Assumes 30% of income is used for rental payments.

Currently the fair market rents within Columbia County range from \$1,131 for an efficiency unit to \$2,531 for a four-bedroom unit.

<b>HUD Fair Market Rent (FMR) by Unit Type, Columbia County, 2019</b>				
<small>Source: U.S. Department of Housing and Urban Development</small>				
<b>\$1,131</b> Efficiency	<b>\$1,234</b> 1-Bedroom	<b>\$1,441</b> 2-Bedroom	<b>\$2,084</b> 3-Bedroom	<b>\$2,531</b> 4-Bedroom

### Implications for St. Helens

As mentioned previously, the city of St. Helens has been issuing about 30 to 50 new housing construction permits annually over the past several years, and there are now nearly 460 units of private housing and 17 units of government assisted housing pending. Private developers and builders will likely continue to meet the majority of housing market demand for both owners and renters, particularly for households earning over 60-80% of the median family income (some developments will require subsidies for the provision of a percentage of units restricted to low income households).

To address the housing need associated with very low and extremely low income levels (less than 60% of the MFI), there will be increased pressure on non-profit developers to deliver “deed restricted” government subsidized housing units and mixed-income developments.

Local land use policies and other affordable housing recommendations that are intended to help address affordable housing needs are identified in Section 4.

## Section III. LAND NEEDS

### III.A. RESIDENTIAL BUILDABLE LAND INVENTORY

At the beginning of 2019, the St. Helens UGB had a residential buildable land inventory (BLI) of 705.4 acres. As shown below, the majority of the buildable land inventory included 577.2 acres of low-density designated land. There was also 93.5 acres of medium-density land, and 15.5 acres of high-density land. The BLI for commercial and mixed-use land area includes 19.2 acres (126.9 acres of vacant land plus 0.9 acres of redevelopment land multiplied by the 15% housing conversion factor).

Land Classification	Vacant & Part Vacant	Redevelopable Land	Housing Development Factor*	Total Buildable Residential Land
Low Density	569.7	7.5	100%	577.2
Medium Density	92.7	0.8	100%	93.5
High Density	14.9	0.7	100%	15.5
Commercial and Mixed Use	126.9	0.9	15%	19.2
<b>Grand Total</b>	<b>804.1</b>	<b>9.9</b>	<b>-</b>	<b>705.4</b>

Source: derived from prior tables using City of St. Helens GIS data.

\*Assumes a 15% housing redevelopment rate.

#### Definitions

**Buildable Residential Land:** includes land that is designated for residential development that is vacant and part-vacant and not constrained by existing buildings or environmental issues.

**Vacant land:** vacant and part-vacant land that is unconstrained and suitable for designated residential development.

**Part-vacant land:** unconstrained land that has some existing development, but can be subdivided to allow for additional residential development.

**Constrained land:** land that is unavailable for future net new residential development based on one or more factors, such as environmental protections, public lands, floodplains, or steep slopes.

**Development density:** expected number of dwelling units (per acre) based on current zoning designations.

Relative Housing Density	Housing Types	Local Zoning Classifications	Expected Avg. Density (DU per acre)
<b>Low Density</b> 	Single family detached	R10, R-7	4
<b>Medium Density</b> 	Small lot single family, townhomes, plexes, cottages	R-5	8
<b>High Density</b> 	Apartments, condos	AR (apartment residential)	14
<b>Manufactured Home Park</b> 	Manufactured homes, mobile homes	MHR (mobile home residential)	10
<b>Commercial and Mixed Use</b>	Apartments or condos with commercial	Mixed Use (MU), Riverfront Dist. (RD), Houlton Business Dist., General Commercial (GC), Highway Commercial (HC)	14

### III.B. RESIDENTIAL LAND DEMAND

As shown in the following table, the forecasted housing need (1,621 units) is expected to require 309 acres of buildable land area. Since the current UGB includes 705 acres, there is an overall residential land surplus of 397 acres at this time.

**The BLI findings indicate that the existing amount of vacant and redevelopable land within the St. Helens UGB is generally sufficient to accommodate planned 20-year housing needs.**

However, when you consider land needs for high density housing (primarily apartments) there is a slightly greater land need than the existing supply of high-density designated land by 8 acres.

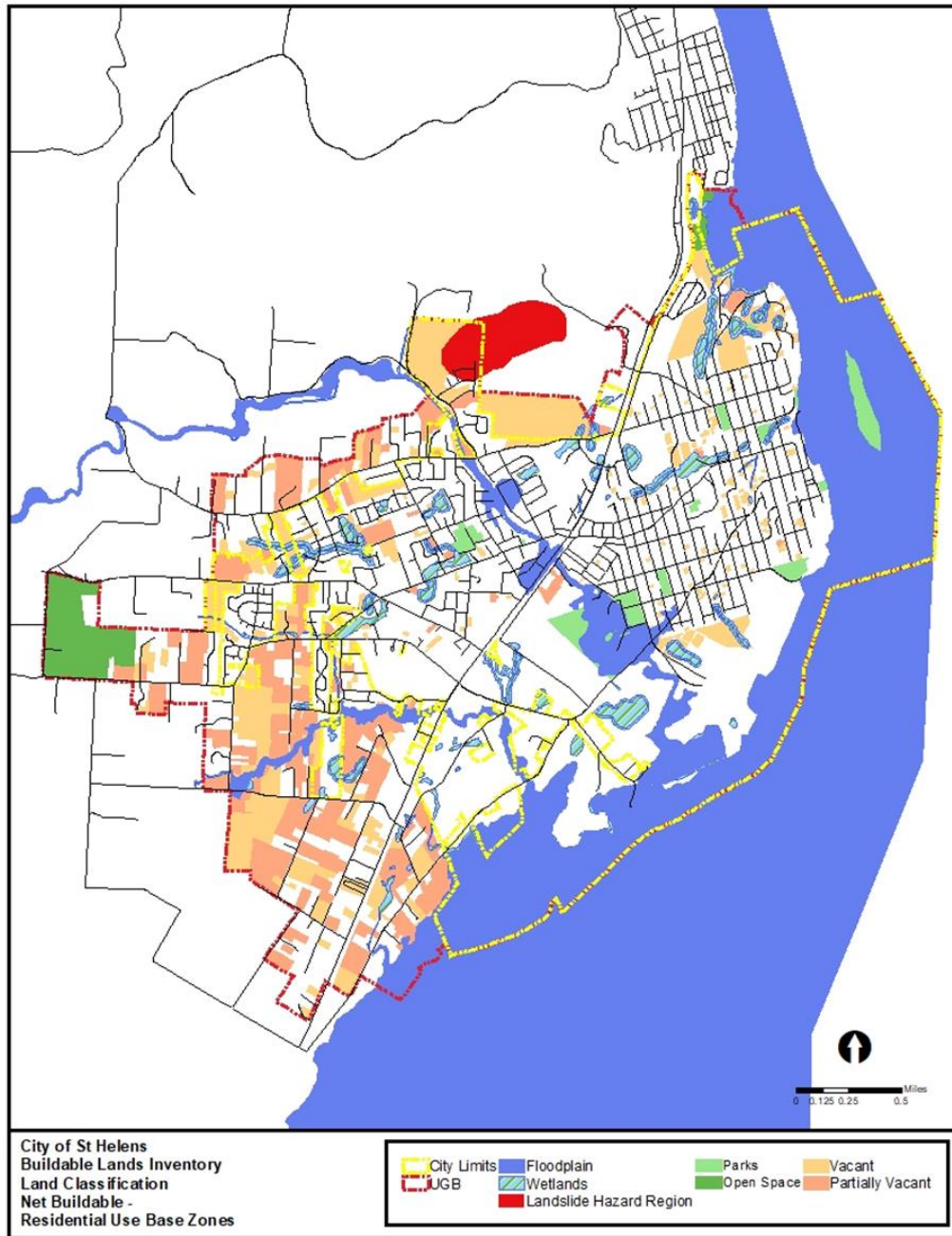
<b>Dwellings/Units</b>	
Low Density*	959
Medium Density**	283
High Density	333
Manufactured Dwelling Units	46
<b>Total</b>	<b>1,621</b>
<b>Land Need (net acres)</b>	
Low Density*	240
Medium Density**	40
High Density	24
Manufactured Home Parks	5
<b>Total</b>	<b>309</b>
<b>Buildable Land Inventory (net acres)</b>	
Low Density	532
Medium Density	93
High Density	16
Manufactured Home Parks	45
Commercial/Mixed Use	19
<b>Total</b>	<b>705</b>
<b>UGB Land Surplus/Deficit (net acres)</b>	
Low Density*	293
Medium Density**	53
High Density	(8)
Manufactured Home Parks	40
Commercial/Mixed Use	19
<b>Total</b>	<b>397</b>
<b>Adequacy of UGB to meet housing need</b>	adequate

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

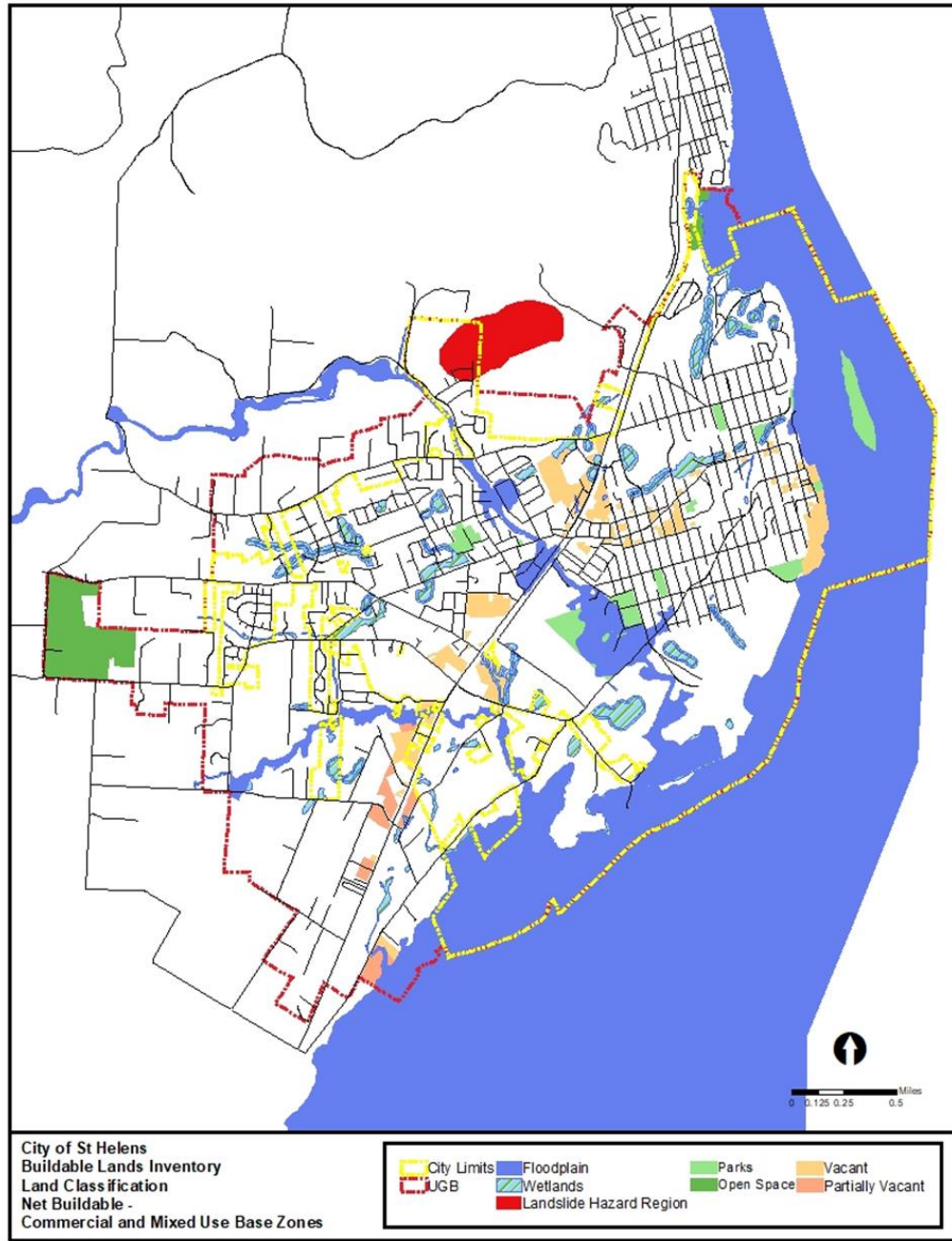
While the overall UGB land supply is adequate to meet future demand, there is currently a need to utilize commercial/mixed use sites for specific amounts of high density (apartment) development. These and other policy recommendations are described in Section 4.

The following maps illustrate the location of buildable vacant and partially vacant buildable land areas for the residential and commercial/mixed-use land base within the St. Helens UGB.

### Residential Land Base with all constraints, St. Helens UGB, 2019



**Commercial & Mixed-Use Land Base with all constraints, St. Helens UGB, 2019**





## Section IV. HOUSING POLICY STRATEGIES

---

### OVERALL FINDINGS

As mentioned previously, St. Helens population growth over the next 20 years will result in new households that will require additional housing and residential land.

Key findings of the housing needs analysis are:

- St. Helens population is forecast to grow at 1% per year over the next two decades, adding more than 3,600 new residents. About 53% will be owners and 47% will be renters.
- Population growth will require the addition of 1,621 new dwelling units between 2019 and 2039.
- Nearly 60% of the future housing need will consist of single family detached housing, 35% will be a mix of plexes, townhomes and apartments; and 5% will be comprised of manufactured housing and other housing types.
- The share of low-income households in St. Helens (those making 80% or less of the median family income level for Columbia County) is represented by nearly 7 in 10 households.
- Over 2 in 10 renter households are severely rent burdened with over 50% of their income going towards monthly housing costs.
- St. Helens has an existing deficit of affordable housing, as well as market-rate rental apartments.

The results of the housing needs analysis indicates that while the current UGB is sufficient to accommodate future housing needs. However, in light of the limited supply of high-density land for multifamily, it is likely that the land needed for apartments will exceed the vacant buildable high density land supply for that category.

### HOUSING POLICY RECOMMENDATIONS

The City of St. Helens Comprehensive Plan already has a number of housing goals, objectives and policies that complies with Oregon Planning Goal 10 Housing (see excerpts provided in **Appendix A**).

As part of this HNA update the following strategies and recommendations have been identified to supplement the current housing goals and policies.

#### Recommendations

Recommended policies regarding housing include the following:

- Development of a cottage cluster code which would specify design standards and dimensions for cottage cluster development.



- Continued monitoring and tracking of housing inventory and development.
- Clarify standards related to allowed density when annexing properties.
- Consider allowing duplexes in R7 zoned land.

This list of recommended policies is not exhaustive. The City should consider additional policies that may increase housing affordability and housing density.

## APPENDIX A: EXISTING HOUSING GOALS AND POLICIES

The following housing policies and goals are excerpted from the City of St. Helens municipal code section 19.08.050.

### Preface

Residents of the city of St. Helens are demographically in different stages of socioeconomics. As such, they vary in their family sizes, economic capabilities and interests and will desire different types of housing. The strategy is to ensure that sufficient lands are designated for those different phases and desires of current and future residents and to encourage policies and decisions to allow all residents the ability to find affordable housing.

### Housing Goals

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

### Housing Policies

1. Maintain adequate development and building codes to achieve the city's housing goals.
2. Encourage the distribution of low income and/or multifamily housing throughout the city rather than limiting them to a few large concentrations.
3. Work with all interested agencies to facilitate housing conservation and construction, and to improve substandard dwellings where cost effective.
4. Encourage and cooperate with all efforts to provide adequate housing for those with special needs.
5. Permit multifamily developments which conform to the following general conditions and criteria:
  - They should not be constructed within areas which are established and recognized as substantially well maintained single-family areas.
  - They should have safe and appropriate arrangement of buildings, open spaces, and parking access.
  - 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.
  - They should include adequate open space.
  - They should include ample off-street parking.

- They should not be located where undue noise or other factors will adversely affect residential living.
  - They shall be subject to a site design review process and minimum landscaping requirements.
6. Permit mobile home park development which conforms to the following general conditions and criteria:
- They should not be constructed within areas which are established and recognized as substantially well maintained single-family areas.
  - They should include adequate open space.
  - They should include ample off-street parking.
  - They should not be located where undue noise or other factors will not adversely affect residential living.
  - They shall be subject to a site design review process and minimum landscaping requirements and possibly fencing or screening requirements.
  - They should provide internal vehicular and pedestrian circulation and landscaping.
  - Re-evaluate city ordinances and, where possible, streamline administration and requirements in order to reduce development costs.
  - Encourage energy-efficient housing patterns in residential developments. (Ord. 2980 § 2, 2006)

## GLOSSARY OF TERMS

**Accessory Dwelling Unit (ADU):** A small living space located on the same lot as a single-family house.

**Buildable Lands Inventory (BLI):** An assessment of the capacity of land within the city's Urban Growth Boundary to accommodate forecasted housing and employment needs.

**Buildable Residential Land:** Includes land that is designated for residential development that is vacant and part-vacant and not constrained by existing buildings or environmental issues.

**Constrained land:** Land that is unavailable for future net new residential development based on one or more factors, such as environmental protections, public lands, floodplains, or steep slopes.

**Cost Burdened:** Defined by US Department of Housing and Urban Development (HUD) as households who spend over 30% of their income on housing.

**Cottages:** Small, single-level, detached units, often on their own lots and sometimes clustered around pockets of shared open space. A cottage is typically under 1,000 square feet in footprint.

**Density:** Defined by the number of housing units on one acre of land.

**Development density:** Expected number of dwelling units (per acre) based on current zoning designations.

**Family:** A group two or more people (one of whom is the householder) related by birth, marriage, or adoption and residing together.

**High Density:** Lots with the average density of 12+ dwelling units per acre. Best suited for multifamily housing such as apartments and condos.

**Housing Needs Analysis (HNA):** The Housing Needs Analysis consists of four distinct reports that analyze the state of housing supply, housing affordability issues and the City's ability to meet projected housing demand going into 2040.

**Housing Unit (or Dwelling Unit):** A house, an apartment or other group of rooms, or a single room is regarded as a housing unit when it is occupied or intended for occupancy as separate living quarters; that is, when the occupants do not live and eat with any other person in the structure and there is direct access from the outside or common hall.

**Household:** Consists of all people that occupy a housing unit.

**HUD:** Acronym for US Department of Housing and Urban Development, the federal agency dedicated to strengthening and supporting the housing market.

**Low Density:** Lots with the average density of 3-4 dwelling units per acre. Best suited for family housing such as single family detached homes.

**Manufactured Housing:** is a type of prefabricated home that is largely assembled of site and then transported to sites of use. The definition of the term in the United States is regulated by federal law (Code of Federal Regulations, 24 CFR 3280): "Manufactured homes are built as dwelling units of at

least 320 square feet in size, usually with a permanent chassis to assure the initial and continued transportability of the home. The requirement to have a wheeled chassis permanently attached differentiates "manufactured housing" from other types of prefabricated homes, such as modular homes.

**Manufactured Home Park (or manufactured home park):** a local zoning designation that is specifically intended to address demand for this housing type. OAR chapter 813, division 007 is adopted to implement section 9, chapter 816, Oregon Laws 2009, and sections 2, 3 and 4, chapter 619, Oregon Laws 2005, as amended by sections 10 to 12, chapter 816, Oregon Laws 2009, and sections 19, and 21, chapter 503, Oregon Laws 2011 for the purpose of regulating manufactured dwelling parks.

**Median Family Income (MFI):** The median sum of the income of all family members 15 years and older living in the household. Families are groups of two or more people (one of whom is the householder) related by birth, marriage, or adoption and residing together; all such people (including related subfamily members) are considered as members of one family.

**Medium Density:** Lots with the average density of 6-12 dwelling units per acre. Best suited for small lot housing such as single family attached, townhomes, plexes and cottages.

**Mixed Use:** Characterized as two or more residential, commercial, cultural, institutional, and/or industrial uses into one combined building or building(s) on the same parcel of land.

**Multi-Family Housing:** Stacked flats in a single buildings or groups of buildings on a single lot. Parking is shared, and entrance to units is typically accessed through a shared lobby.

**Oregon Administrative Rules (OAR):** Administrative Rules are created by most agencies and some boards and commissions to implement and interpret their statutory authority (ORS 183.310(9)). Agencies may adopt, amend, repeal or renumber rules, permanently or temporarily. Every OAR uses the same numbering sequence of a three-digit chapter number followed by a three-digit division number and a four-digit rule number. For example, Oregon Administrative Rules, chapter 166, division 500, rule 0020 is cited as OAR 166-500-0020. (oregon.gov)

**Part-vacant land:** Unconstrained land that has some existing development, but can be subdivided to allow for additional residential development.

**Plexes and Apartments:** Multiple units inside one structure on a single lot. Usually each unit has its own entry.

**Seasonal dwellings:** These units are intended by the owner to be occupied during only certain seasons of the year. They are not anyone's usual residence. A seasonal unit may be used in more than one season; for example, for both summer and winter sports. Published counts of seasonal units also include housing units held for occupancy by migratory farm workers. While not currently intended for year-round use, most seasonal units could be used year-round.

**Severely Cost Burdened:** Defined US Department of Housing and Urban Development (HUD) as households who spend over 50% of their income on housing.

**Single Family Attached:** Dwelling units that are duplexes without a subdividing property line between the two to four housing units. "Attached" duplexes require a single building permit for both

dwelling units. The “attached” units would be addressed with one numerical street address for the overall structure with separate alpha-numeric unit numbers for each dwelling.

**Single Family Detached:** Free standing residential building, unattached, containing separate bathing, kitchen, sanitary, and sleeping facilities designed to be occupied by not more than one family, not including manufactured and mobile homes.

**Townhome (also known as duplexes, rowhouse, etc.):** Attached housing units, each on a separate lot, and each with its own entry from a public or shared street or common area.

**Urban Growth Boundary (UGB):** Under Oregon law, each of the state’s cities and metropolitan areas has created an urban growth boundary around its perimeter – a land use planning line to control urban expansion onto farm and forest lands.

**Vacant housing unit:** A housing unit is vacant if no one is living in it at the time of enumeration, unless its occupants are only temporarily absent. Units temporarily occupied at the time of enumeration entirely by people who have a usual residence elsewhere are also classified as vacant.

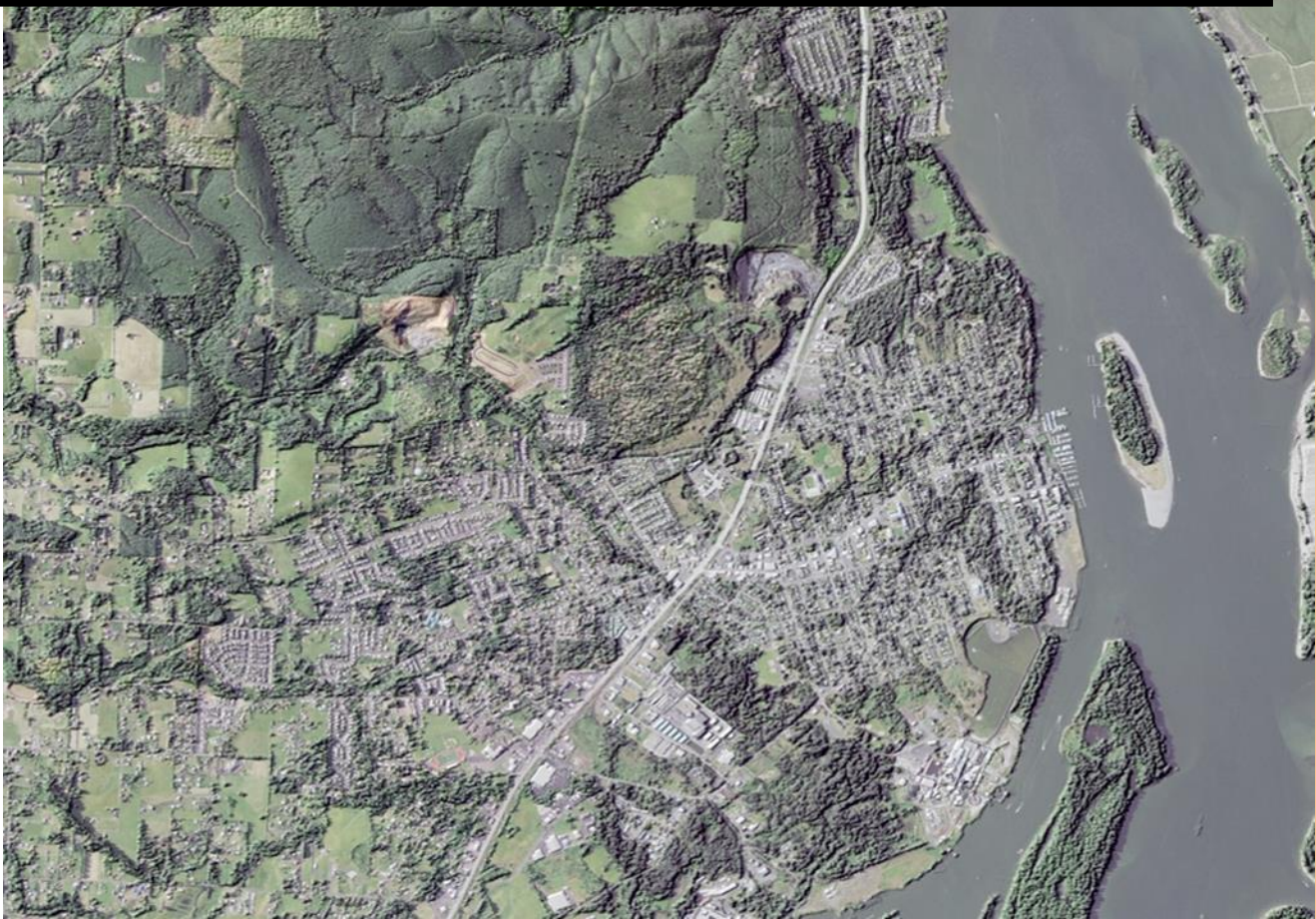
**Vacant land:** Vacant and part-vacant land identified within the local buildable land inventory that is not developed and unconstrained for future planned residential development.





# City of St. Helens

## Housing Needs Analysis Volume 2: Technical Appendix



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May 30, 2019

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# TABLE OF CONTENTS

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Acknowledgements .....	2
Table of Contents .....	3
Section I. Introduction.....	5
I.A. Oregon Regulatory Requirements.....	5
I.B. Report Organization .....	6
Section II. Housing Needs Projection .....	7
Introduction .....	7
Methodology.....	8
Demographic and Socio-Economics .....	8
II.A.1. Population .....	8
II.A.2. Income and General Characteristics .....	9
Housing Inventory and Tenancy .....	10
II.A.3. Subsidized Housing Inventory .....	12
II.A.4. Housing Attainability Income Levels .....	12
Housing Market Analysis .....	15
Housing Needs Scenarios .....	17
Summary of Housing Needs .....	17
Baseline Housing Demand by Dwelling Type and Tenancy .....	18
Expected Housing Demand by Dwelling Type and Tenancy .....	18
Section III. Buildable Land Inventory.....	20
Overview .....	20
Buildable Land Inventory Methodology .....	20
Residential Land Base .....	22
Land Classifications .....	25
Development Constraints .....	25

Residential Buildable Land Inventory Results .....	31
Land Base.....	31
Development Status .....	31
Buildable land after constraints.....	32
Commercial and Mixed-Use Land Assumptions .....	32
Redevelopment Areas.....	32
Summary of Residential Buildable Land Inventory .....	33
Section IV. Land Needs Reconciliation .....	37
Methodology.....	37
Safe Harbor Methods .....	38
Local density and Housing Mix Methods .....	41
Reconciliation of residential Land need/supply .....	43
Section V. Advisory Committee and Public Input .....	51
Public and Stakeholder Engagement Activities .....	51
Advisory Committee Meeting No. 1 .....	53
Advisory Committee Meeting No. 2 .....	56
Advisory Committee Meeting No. 3 .....	58
City Council And Public Meeting .....	60
Public Input: Habitat for Humanity .....	62
Section VI. Glossary .....	64

# Section I. INTRODUCTION

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The St. Helens Housing Needs Analysis (HNA) is intended to serve as a basis for the City to explore and document new information regarding the City's buildable land inventory (BLI), population and employment trends, and development policies and objectives aimed at strengthening the local economy and providing adequate land to handle the next 20 years of growth. The HNA evaluates housing demand, land needs policies to meet state and local housing objectives.

## I.A. OREGON REGULATORY REQUIREMENTS

The City of St. Helens (City) is in the process of updating the Housing Element of its Comprehensive Land Use Plan. FCS GROUP in conjunction with the Oregon Department of Land Conservation and Development (DLCD) is providing technical assistance to the City by preparing products that will comprise an up-to-date Housing Needs Analysis (HNA) for the City. Major HNA technical work products will include the following:

- A housing needs forecast for the St. Helens Urban Growth Boundary (UGB)
- A buildable land inventory (BLI) for residential and mixed-use designations in the UGB
- A residential land needs analysis for accommodating a 20-year housing demand forecast
- Identification of local policy measures for accommodating needed housing

**Please refer to the Glossary for a list of terms used in the Housing Needs Analysis.**

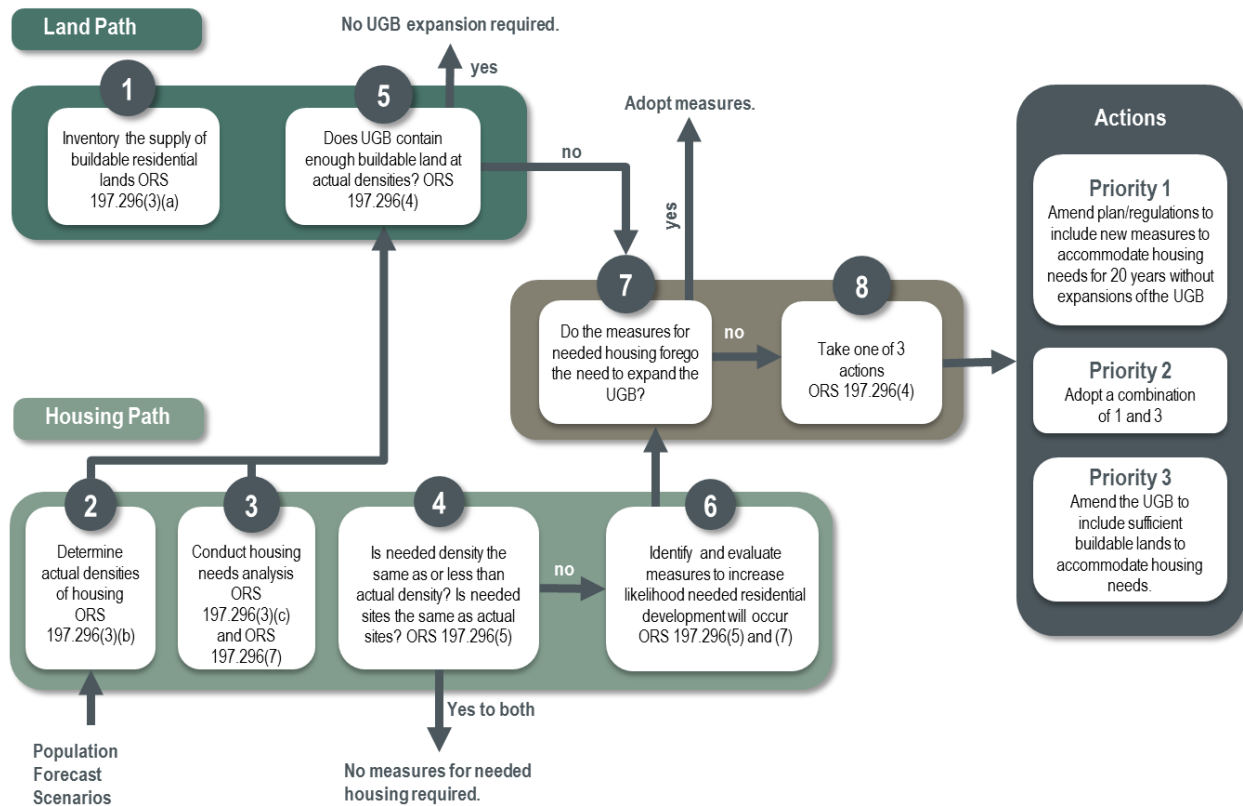
### HNA Methodology

The approach used for the St. Helens HNA and related steps are illustrated in Exhibit I.2. This approach is consistent with the DLCD Goal 10 administrative rule, the supporting statutes, as well as guidance provided per the DLCD guidebook titled: Planning for Residential Growth (1997).

While ORS 197.296 specifically applies to cities with 25,000 or more population, this statute is generally followed to determine housing needs for St. Helens (2017 pop. 13,240). This analysis incorporates 20-year population growth for the St. Helens Urban Growth Boundary (UGB) based on forecasts provided by Portland State University's Population Research Center.

**The results from the St. Helens HNA indicate that no UGB expansion is required at this time to accommodate planned residential development over the next 20-years. Priority 1 Actions have been identified and are described in Volume 1 of the St. Helens HNA.**

**Exhibit I.2: St. Helens HNA Methodology and Approach**



## I.B. REPORT ORGANIZATION

This report provides the technical basis of findings to support proposed economic development and housing policy recommendations. Each section of this report provides current data, assumptions and results that comprise all findings and conclusions:

**I. Introduction:** summarizes what’s considered when updating the housing elements of St. Helens’s Comprehensive Land Use Plan.

**II. Housing Trends and Needs Forecasts:** provides a demographic overview and summary of market trends influencing housing growth in St. Helens.

**III. Buildable Land Inventory:** depicts vacant, part vacant and redevelopable residential land within the St. Helens UGB, and accounts for unbuildable land constraints. .

**IV. Land Needs Reconciliation:** forecasts housing growth and residential land needs for various housing types, and compares expected land demand to vacant land supply.

**V. Community Input:** highlights input obtained from community outreach, interviews and surveys.

**VI. Glossary:** list of key terms used in the housing needs analysis.

# Section II. HOUSING NEEDS PROJECTION

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## INTRODUCTION

The City of St. Helens (City) is in the process of updating the Housing Element of its Comprehensive Land Use Plan. FCS GROUP in conjunction with the Oregon Department of Land Conservation and Development (DLCD) is providing technical assistance to the City by preparing products that will comprise an up-to-date Housing Needs Analysis (HNA) for the City. Major HNA technical work products include the following:

- A housing needs forecast for the St. Helens Urban Growth Boundary (UGB)
- A buildable land inventory (BLI) for residential and mixed-use designations in the UGB
- A residential land needs analysis for accommodating a 20-year housing demand forecast
- Identification of local policy measures for accommodating needed housing

**This Section addresses the first item listed above by providing a housing needs forecast for long-range planning purposes.**

The housing needs forecast represents a 20-year projection from 2019 through year 2039. These technical findings are also intended to be consistent with State of Oregon requirements for determining housing needs per Oregon land use planning Goals 10 and 14, OAR Chapter 660, Division 8, and applicable provision of ORS 197.295 to 197.314 and 197.475 to 197.490. ORS 197.303 was recently amended by passage of SB 1051 in 2017. Specifically, Section (1) now reads as follows:

“As used in ORS 197.307 (Effect of need for certain housing in urban growth areas), “needed housing” means all housing on land zoned for residential use or mixed residential and commercial use that is determined to meet the need shown for housing within an urban growth boundary at price ranges and rent levels that are affordable to households within the county with a variety of incomes, including but not limited to households with low incomes, very low incomes and extremely low incomes, as those terms are defined by the United States Department of Housing and Urban Development under 42 U.S.C. 1437a.”

Funding for this project was provided to the City of St. Helens as a part of statewide legislation (SB 1051) aimed at addressing housing affordability issues throughout Oregon. Namely, the issue of “severely rent burdened” households (those which spend more than 50% of income on rent and utilities), a condition which over 25% of households in St. Helens are currently facing.

## METHODOLOGY

The methodology for determining housing needs within the St. Helens UGB includes consideration of demographic and socio-economic trends, housing market characteristics and long-range population growth projections.

Regional (Columbia County) and local (City or UGB) population, households, income and market characteristics are described in this memorandum using data provided by sources such as the U.S. Census Bureau (Census and American Community Survey), the U.S. Department of Housing and Urban Development (HUD), Oregon Department of Housing and Community Services (OHCS), Portland State University (PSU) and the City of St. Helens. Where trends or long-range projections are provided by an identified data source, FCS GROUP has included extrapolations or interpolations of the data to arrive at a base year (2019 estimate) and forecast year (2039 projection). The result of this forecast translates population growth into households and households into housing needs by dwelling type, tenancy (owner vs. renter) and affordability level.

## DEMOGRAPHIC AND SOCIO-ECONOMICS

### II.A.1. Population

The City of St. Helens recorded an all-time high population of 13,240 year-round residents in 2017 (July 1 estimate by PSU). Taking into account residents living outside the city limits but inside the UGB, the total St. Helens UGB population was 15,371 in 2017 (estimate by PSU).

Over the past two decades, St. Helens has grown at a much higher rate than Columbia County. Average annual population growth in St. Helen and Columbia County and has outpaced statewide population growth rates as well (**Exhibit 2.1**).

Long-range population forecasts prepared by PSU anticipate approximately 3,617 residents will be added to the St. Helens UGB between 2019 and 2039. This equates to an annual average growth rate (AGR) of 1.0% and a 37% “capture rate” of future County-wide population growth for the St. Helens UGB (**Exhibit 2.2**).

#### Exhibit 2.1: Population Trends (2000-2017)

	2000	2010	2017	AGR 2000-2017
St. Helens City	10,019	12,890	13,240	1.7%
Columbia County	43,560	49,430	51,345	1.0%
Oregon	3,421,399	3,837,300	4,141,100	1.1%

Source: U.S. Census Bureau and Portland State University Population Research Center.

Abbreviations: AGR - Annual Growth Rate

**Exhibit 2.2: Population Projections (2019-2039)**

	Estimate 2019	Forecast 2039	Proj. Change 20 Years	Proj. AGR (2019-2039)
St. Helens UGB	15,693	19,310	3,617	1.0%
Columbia County	52,225	61,902	9,677	0.9%
Oregon	4,224,122	5,151,616	927,494	1.0%

**Source:** Portland State University Population Center  
Forecasts of Oregon's County Populations and Components of Change, 2017 - 2068  
Compiled by FCS GROUP. AGR = Average Annual Growth Rate

**II.A.2. Income and General Characteristics**

Median household and family income levels in St. Helens are below those observed in Columbia County and the state. This may be partially attributable to the relatively high concentration of young families in St. Helens (**Exhibit 2.3-2.4**).

**Exhibit 2.3: Households by Income Level, 2016**

	City of St. Helens	Columbia County	Oregon
Median Household Income	\$45,789	\$57,449	\$56,119
Median Family Income	\$56,541	\$69,295	\$69,031
Household Income Level			
\$0 to \$29,999	31.7%	27.1%	26.4%
\$30,000 to \$49,999	22.2%	17.9%	18.4%
\$50,000 to \$99,999	30.2%	33.7%	31.5%
\$100,000 or more	15.9%	21.3%	23.8%
Total Households	100.0%	100.0%	100.0%

**Source:** 2013-2017 American Community Survey 5-Year Estimates for City of St. Helens, Columbia County, and State of Oregon (Tables B19001, DP03)

As indicated in **Exhibit 2.4**, the two youngest cohorts (0-19 and 20-44) represent a larger share of the population in St. Helens relative to Oregon and Columbia County. Meanwhile, the cohorts that traditionally represents retirees (65 and older) is relatively low.

**Exhibit 2.4: Population by Age Cohort, 2017**

Age Range	City of St. Helens	Columbia County	Oregon
0 to 19	28.9%	24.3%	23.9%
20 to 44	31.5%	28.0%	33.6%
45 to 64	27.3%	30.1%	26.2%
65 and older	12.2%	17.5%	16.3%
Total	100.0%	100.0%	100.0%

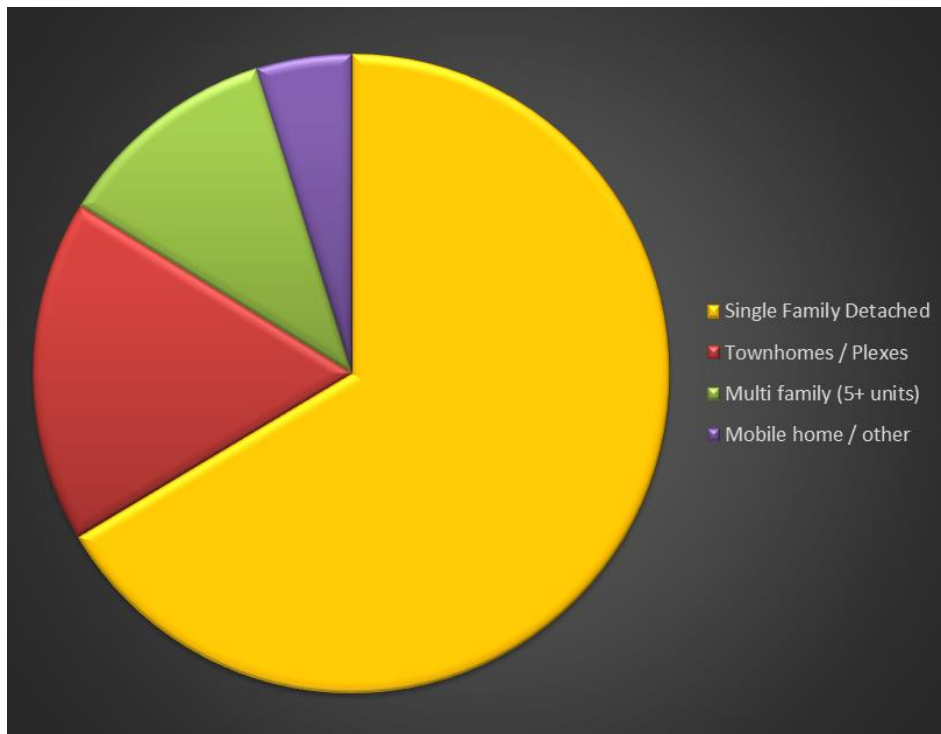
**Source:** 2013-2017 American Community Survey 5-Year Estimates (Table DP05).

## HOUSING INVENTORY AND TENANCY

**The current housing inventory, mix and tenancy sheds light on existing conditions locally as well as market demand preferences.** According to the 2013-2017 American Community Survey, there were an estimated 5,100 housing units in the City of St. Helens in 2017, of which 4,798 units were classified as occupied while 302 units were classified as vacant.

Like most Oregon cities, single-family detached housing is the most prevalent housing type in St. Helens, representing 66% of the housing stock. The remaining housing inventory in St. Helens includes multi-family units (11% of the inventory), townhomes and duplexes (17%), and mobile homes and other units (5%), as shown in **Exhibits 2.5-2.6**.

**Exhibit 5: Existing Housing Mix and Tenancy, 2013-2017, City of St. Helens**



**Source:** U.S. Census, American Community Survey, 2013-2017.

According to the 2013-2017 U.S. Census, ACS estimates, owner-occupied housing units in the City of St. Helens account for 55% of the housing inventory while renter-occupied units account for 37% and 8% of the overall units were vacant. Most home owners reside in single-family detached units or manufactured homes/other units.

The majority of renters reside in townhouses or duplexes at 38%, closely followed by multi-family housing units (structures with 5 units or more) and then single-family detached homes (see **Exhibits 2.6-2.8**).



**Exhibit 2.6: Units by Tenure by Structure Type, 2013-2017, City of St. Helens**

Housing Type	Owner-Occupied Dwelling Units	Renter-Occupied Dwelling Units	Vacant Units	All Dwelling Units
Single Family Detached	2,690	576	292	3,558
Townhomes / Plexes	99	737	75	911
Multi family (5+ units)	0	622	56	678
Mfg. home / other	142	15	14	171
<b>Total Units</b>	<b>2,931</b>	<b>1,950</b>	<b>437</b>	<b>5,318</b>
Distribution	55%	37%	8%	100%

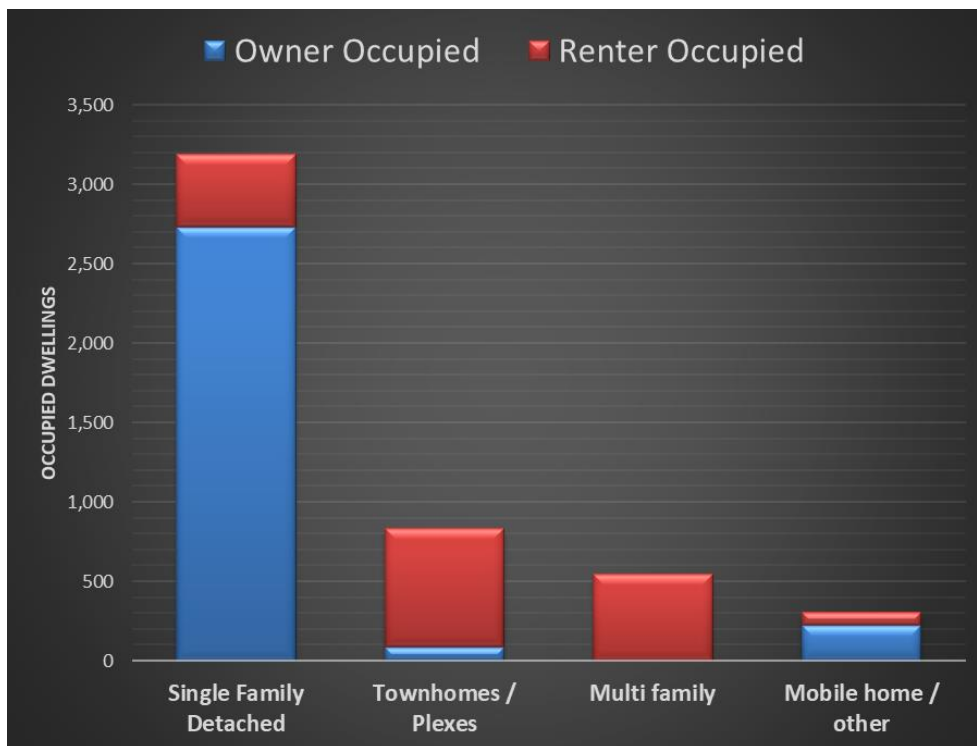
**Source:** American Community Survey, 2013-2017; compiled by FCS GROUP.

**Exhibit 2.7: Share of Units by Tenure by Structure Type, 2013-2017, City of St. Helens**

Housing Type	Owner-Occupied Dwelling Units	Renter-Occupied Dwelling Units	Other Vacant Units	All Dwelling Units
Single Family Detached	92%	30%	67%	67%
Townhomes / Plexes	3%	38%	17%	17%
Multi family (5+ units)	0%	32%	13%	13%
Mfg. home / other	5%	1%	3%	3%
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

**Source:** American Community Survey, 2013-2017; compiled by FCS GROUP.

**Exhibit 2.8: Existing Housing Tenancy, 2013-2017, City of St. Helens**



**Source:** U.S. Census, American Community Survey, 2013-2017.

### II.A.3. Subsidized Housing Inventory

A 2016-17 statewide study of housing affordability was led by the OHCS which included all cities and counties, including Columbia County and the City of St. Helens. The study included an inventory of existing housing units subsidized by nonprofits, local, state, or federal entities in each community and compared the housing supply to the need (based on an equitable distribution of the total statewide inventory) for subsidized housing.

Overall findings from the subsidized housing inventory/needs analysis for the City of St. Helens and Columbia County are reflected in **Exhibit 2.9**. The OHCS study concluded that there were 294 subsidized affordable housing units in St. Helens, which was slightly in excess of the City’s equitable statewide (demand) allocation.

**Exhibit 2.9: Current Inventory of Subsidized Housing Units**

	City of St. Helens	Columbia County
Affordable Housing Units in Inventory	294	455
Need (Equity) Distribution Percent	0.3%	0.8%
Equitable Distribution of Units	182	496
Actual Units / Equitable Distribution of Units	161.6%	91.7%

**Source:** Oregon Housing and Community Services Housing Needs Versus Inventory Summary

### II.A.4. Housing Attainability Income Levels

To help gauge housing attainability, FCS GROUP examined current median family income (MFI) (**Exhibit 2.10**) and median household income (MHI) (**Exhibit 2.11**) level data obtained through the US Census. According to the Census Bureau, the difference between these two indicators is as follows:

“A family consists of two or more people (one of whom is the householder) related by birth, marriage, or adoption residing in the same housing unit.

A household consists of all people who occupy a housing unit regardless of relationship. A household may consist of a person living alone or multiple unrelated individuals or families living together.”

Oregon DLCD guidance for determining housing need by income level requires a housing needs analysis to focus on median family income levels.<sup>1</sup> The 2017 estimate of median family income (MFI) for Columbia County was \$74,700. HUD guidelines for housing affordability assume 30% of income is allocated to housing; therefore middle-income families earning 80% of the MFI, a 4-person family should be able to afford monthly rents at \$1,494 or lower and homes priced at less than

<sup>1</sup> Oregon DLCD guidance noted per email from Kevin Young (DLCD) dated 1/24/19.

\$296,000. These price levels should be considered “attainable” to families earning 80% of the local MFI.

Using 2017 MFI statistics, the monthly affordable housing cost for low-income families in St. Helens is as follows:

- Extremely Low Income, \$560 or less
- Very Low Income, \$560 to \$934
- Low Income, \$934 to \$1,494

If families within these classifications pay more than these amounts they will be “rent burdened” to some degree.

**Exhibit 2.10: St. Helens Housing Cost Analysis (Based on Columbia County Median Family Income)**

<b>Columbia County Median Family Income (2017)*</b>		<b>\$74,700</b>	
<b>Available Monthly Rent or Payment (@30% of income level)</b>		<b>Lower-end</b>	<b>Upper-End</b>
Upper (120% or more of MFI)		\$2,241	or more
Middle (80% to 120% of MFI)		\$1,494	\$2,241
Low (50% to 80% of MFI)		\$934	\$1,494
Very Low (30% to 50% of MFI)		\$560	\$934
Extremely Low (less than 30% of MFI)		\$560	or less
<b>Approximate Attainable Home Price**</b>		<b>Lower-end</b>	<b>Upper-End</b>
Upper (120% or more of MFI)		\$444,000	or more
Middle (80% to 120% of MFI)		\$296,000	\$444,000
Low (50% to 80% of MFI)		\$185,000	\$296,000
Very Low (30% to 50% of MFI)		\$111,000	\$185,000
Extremely Low (less than 30% of MFI)		\$111,000	or less

Notes:

\* based on Housing and Urban Development thresholds for Columbia County in 2017

Note, this analysis is generally consistent with 4-person household size characteristics.

\*\* assumes 20% down payment on 30-year fixed mortgage at 6.0% interest.

Source: analysis by FCS Group using Housing and Urban Development, and US Census data.

In contrast, if the rubric is 2017 MHI statistics, the monthly affordable housing cost for low-income families in St. Helens is as follows:

- Extremely Low Income, \$431 or less
- Very Low Income, \$431 to \$719
- Low Income, \$719 to \$1,150

If households within these classifications pay more than these amounts they will be “rent burdened” to some degree.

**Exhibit 2.11: St. Helens Housing Cost Analysis (Based on Columbia County Median Household Income)**

<b>Columbia County Median Household Income (2017)*</b>		<b>\$57,499</b>	
<b>Available Monthly Rent or Payment (@30% of income level)</b>		<b>Lower-end</b>	<b>Upper-End</b>
Upper (120% or more of MHI)		\$1,725	or more
Middle (80% to 120% of MHI)		\$1,150	\$1,725
Low (50% to 80% of MHI)		\$719	\$1,150
Very Low (30% to 50% of MHI)		\$431	\$719
Extremely Low (less than 30% of MHI)		\$431	or less
<b>Approximate Attainable Home Price**</b>		<b>Lower-end</b>	<b>Upper-End</b>
Upper (120% or more of MHI)		\$342,000	or more
Middle (80% to 120% of MHI)		\$228,000	\$342,000
Low (50% to 80% of MHI)		\$142,000	\$228,000
Very Low (30% to 50% of MHI)		\$85,000	\$142,000
Extremely Low (less than 30% of MHI)		\$85,000	or less

Notes:

\* based on U.S. Census 2013-2017 American Community Survey Data

\*\* assumes 20% down payment on 30-year fixed mortgage at 6.0% interest.

**Source:** analysis by FCS Group using Housing and Urban Development guidelines, and US Census data.

As would be expected, upper-income households tend to own rather than rent, and the opposite is true for lower-income households, as shown in **Exhibit 2.12**.

#### Exhibit 2.12: St. Helens Tenancy by Income Level

Qualifying Income Level	Lower-end	Upper-End	Count Owner	Count Renter	% Owner	% Renter
			Occupied	Occupied	Occupied	Occupied
Upper (120% or more of MFI)	\$89,640	or more	950	89	32.3%	4.5%
Middle (80% to 120% of MFI)	\$59,760	\$89,640	433	113	14.7%	5.8%
Low (50% to 80% of MFI)	\$37,350	\$59,760	804	466	27.4%	23.9%
Very Low (30% to 50% of MFI)	\$22,410	\$37,350	480	560	16.3%	28.7%
Extremely Low (less than 30% of MFI)	\$22,410	or less	272	722	9.2%	37.0%
<b>Total</b>			<b>2,939</b>	<b>1,950</b>	<b>100%</b>	<b>100%</b>

**Source:** US Census Bureau 2013 - 2017 ACS (Table S2503), compiled by FCS GROUP

An evaluation of renter income levels versus available housing inventory indicates that there is a current shortfall or gap in available rental housing inventory in St. Helens at the upper- and lower-price points (**Exhibit 2.13**). This is understandable at the lowest price points where there is almost always more demand than supply. The fact that there is more housing demand for good quality rentals than what is in the current supply reflects an aging housing inventory and demonstrates strong “pent up” demand for new apartments that rent for over \$1,250 per month (with 2+ bedrooms).

It is likely that near-term multifamily development in St. Helens would address a significant share of the pent up housing need. Total pent-up demand is assumed to equate to 150 apartment units based on likely capture rates for market rate housing and development of government assisted housing.

**Exhibit 2.13: Rental Housing Gaps, City of St. Helens, 2017**

<b>St. Helens Rental Housing Gap Analysis, 2017</b>									
Income Range	Affordable Monthly Rent Costs *	Renter-Occupied Households	Estimated Available Rental Units	Gap or Surplus	Pent Up Demand		Capture Rate for Analysis	Pent Up Housing Demand	
\$75,000 or more:	\$1,875	153	124	(29)	(53)	market rate gap	75%	40	
\$50,000 to \$74,999:	\$1,250-\$1,875	232	208	(24)					
\$35,000 to \$49,999:	\$875-\$1,250	370	571	201					
\$20,000 to \$34,999:	\$500-\$875	562	793	231					
Less than \$20,000:	Less than \$500	529	212	(317)	(335)	subsidized housing gap	33%	111	
Zero or negative income	Requires Subsidy	61	43	(18)					
<b>Total</b>		<b>1,907</b>	<b>1,950</b>	<b>43</b>	<b>(388)</b>			<b>150</b>	

Source: Previous Tables; and assumptions as stated.

\* Calculated as 30% of income range based on HUD guidelines

## HOUSING MARKET ANALYSIS

American Community Survey data from the 2006-2010 and 2013-2017 series' show that the number of units classified as renter-occupied in St. Helens increased by 216 (a rate of 31 per year) while dwellings identified as owner-occupied appear to have decreased during this time period (**Exhibit 2.14**). Note, these Census estimates include a standard error that may account for some of this variation in housing unit counts.

As mentioned previously in this report, the majority of housing in St. Helens is classified as single-family detached units, however, recent development patterns suggest a shift towards a more diverse mix of housing types. Between 2010 and 2017, most housing growth in the City has occurred in townhomes or plexes (31 units on average per year), multifamily (23 units on average per year), and mobile or manufactured homes (5 units on average per year).

Census estimates between 2010 and 2016 indicate that median home values in the City may have decreased slightly while rents increased. More recent trends indicate that median housing prices in St. Helens are now increasing as the City continues to grow.

**Exhibit 2.14: St. Helens Housing Inventory (2010-2017)**

	2010 ACS	2017 ACS*	2010-2017 Avg. Annual Change
Owner Occupied	2,997	2,939	-8
Renter Occupied	1,734	1,950	31
Vacant	275	437	23
<b>Total</b>	<b>5,006</b>	<b>5,326</b>	<b>46</b>
Owner Occupied %	63.3%	60.1%	
Renter Occupied %	36.7%	39.9%	
<b>Total</b>	<b>100.0%</b>	<b>100.0%</b>	
Vacant Dwellings %	5.5%	8.2%	
Single-Family Detached	3,712	3,645	-10
Townhome/Plexes	686	905	31
Multifamily	411	573	23
Mobile Home	187	222	5
<b>Total</b>	<b>4,996</b>	<b>5,345</b>	<b>50</b>
Median Home Value*	\$187,100	\$179,300	
Median Gross Rent*	\$708	\$850	

**Source:** U.S. Census Bureau American Community Survey (ACS), 2006-10; 2013-2017 .

\* Home values and rents were derived from ACS 2012-2016 data (2017 not yet published).

In comparison to other local housing markets, St. Helens home values have been increasing at a significant rate (9.1%) year-over-year (November 2017 and November 2018). As indicated in **Exhibit 2.15**, median home sales prices in St. Helens jumped to \$264,000 in November 2018, which is much more in line with home prices in comparable cities.

**Exhibit 2.15: Median Home Sales Price Trends in Selected Markets**

	Nov-17	Nov-18	Change %
St. Helens	\$242,000	\$264,000	9.1%
Clatskanie	\$211,000	\$227,000	7.6%
Forest Grove	\$319,000	\$337,000	5.6%
Rainier	\$278,000	\$297,000	6.8%
Scappoose	\$300,000	\$325,000	8.3%

**Source:** Zillow.com; analysis by FCS 11/09/18.

Historic housing absorption rates (based on actual new residential building permits) illustrate recent market activity based on availability of vacant land by land use zone classification. The City issued new residential building permits at an average rate of 33 units per year between 2013 and 2017 with total units permitted decreasing slightly every year (**Exhibit 2.16**). The bulk of units permitted in this timeframe are single family dwellings (27.8 dwellings permitted annually) with other housing types

such as manufactured homes (3.4 units annually), plexes (0.4 units annually), and townhomes (0.2 units annually).

Future housing absorption levels will likely vary widely year to year depending upon several factors, such as national and regional economic activity, mortgage rates, infrastructure availability and development cost.

**Exhibit 2.16: Residential Permits Issued by Type, St. Helens (2012-2017)**

Type of Units	2013	2014	2015	2016	2017	Average Units Permitted Annually (2013-2017)
Single Family Dwelling	36	36	30	20	17	27.8
Manuf. Home	3	3	2	3	6	3.4
Duplex	1	0	0	0	1	0.4
Tri-Plex	0	0	0	0	1	0.2
Townhouses	4	0	0	2	0	1.2
<b>Total Dwelling Units</b>	<b>42</b>	<b>39</b>	<b>32</b>	<b>25</b>	<b>28</b>	<b>33.2</b>

Source: City Staff.

## HOUSING NEEDS SCENARIOS

### Summary of Housing Needs

Based on the population forecast described earlier in **Exhibit 2.2** and average household size estimates of 2.68 people per household (current estimate held constant into the future), the total net new housing demand within the St. Helens UGB is projected to be 1,433 housing units over the next 20 years (see **Exhibit 2.17**). This baseline housing need forecast assumes that the current average household size, group quarters share, and housing vacancy rate remains constant.

**Exhibit 2.17: Baseline Housing Growth Projection**

	Estimate 2019	Forecast 2039	Proj. Change 20 Years	Proj. AGR
St. Helens UGB Population	<b>15,693</b>	<b>19,310</b>	<b>3,617</b>	<b>1.04%</b>
Columbia County Population	52,225	61,902	9,677	0.85%
St. Helens Housing Needs				
Group Quarters Population	396	487	91	
Population in Households	15,297	18,823	3,526	
Avg. Household Size	2.68	2.68		
Occupied Housing Units	<b>5,708</b>	<b>7,024</b>	<b>1,316</b>	1.08%
Total Housing Units (baseline)	<b>6,219</b>	<b>7,652</b>	<b>1,433</b>	1.08%
Vacant Housing Units	511	629	118	1.08%
Percent of housing stock vacant	8%	8%	8%	

Source: Findings based on PSU Population Research Center data, Census data, and forecasts consistent with St. Helens UGB growth forecasts; FCS GROUP. AGR = annual average growth rate.

## Baseline Housing Demand by Dwelling Type and Tenancy

This baseline housing need forecast is consistent with the observed current mix of housing types throughout St. Helens and emerging market trends.

The baseline housing need forecast (shown in **Exhibit 2.18**) assumes that the UGB will accommodate 1,433 net new dwelling units over the next 20-years. This baseline scenario forecasts housing unit demand to include: 959 single-family detached homes; 245 townhomes/plexes, 183 multifamily units (apartments); and 46 mobile home/manufactured housing units. In addition, the local housing need also includes 37 additional residents that would need to be housed in shared living arrangements, single occupancy units, such as dormitories, congregate care, and other types of shared living arrangements.

**Exhibit 2.18: Baseline Housing Need Forecast by Structure Type**

	Owner-Occupied Dwelling Units	Renter-Occupied Dwelling Units	Vacant Units	All Dwelling Units	Projected 20-year Change (Units)
Housing Tenure Distribution:	55.1%	36.7%	8.2%	100.0%	1,433
<b>Housing Unit/Type Distribution</b>					
Single Family Detached	92%	30%	67%	67%	959
Townhomes / Plexes	3%	38%	17%	17%	245
Multi family (5+ units)	0%	32%	13%	13%	183
Mfg. home/other	5%	1%	3%	3%	46
<b>Total Housing Units</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>1,433</b>
Group quarters (single room occupancy)					37
<b>Grand Total</b>					<b>1,470</b>

Source: Previous Tables

It should be noted that these housing forecasts are intended to account for net new housing that would be required to accommodate an increase in population by 3,617 residents, which is consistent with the PSU forecast for the St. Helens UGB. Additional housing would likely be required to replace the aging housing stock or to meet current pent up housing needs which have been expressed in prior tables.

## Expected Housing Demand by Dwelling Type and Tenancy

In light of the findings regarding current levels of pent-up housing demand discussed previously, the baseline housing need is expected to be supplemented by 150-units of pent up apartment demand. The resulting total 20-year housing need for St. Helens includes 1,621 units of housing, as summarized below in **Exhibit 2.19**.

Since Oregon SB 1051 resulted in changes to ORS 197.307 (Effect of need for certain housing in urban growth areas), cities are now required to provide adequate land zoned for residential use or commercial use or use land to meet needs of housing within the UGB at price ranges and rent levels that are affordable to households within the county, including but not limited to households with low incomes, very low incomes and extremely low incomes, as defined by U.S. Housing and Urban



Development. An analysis of net new housing need by income level is provided in below in **Exhibits 2.19.**

**Exhibit 2.19: St. Helens Total Housing Need Forecast by Income Level and Type**

Family Income Level	Owner-Occupied	Renter-Occupied	Total Dwellings	Dist. %	Attainable Housing Products
Upper (120% or more of MFI)	278	35	313	19%	Standard Homes, Townhomes
Middle (80% to 120% of MFI)	127	44	171	11%	Small Homes, Townhomes, Apartments
Low (50% to 80% of MFI)	236	182	417	26%	Small Homes, Townhomes, Mfgd. Homes, Plexes, Apts.
Very Low (30% to 50% of MFI)	140	218	359	22%	ADUs, Govt. Assisted Apts.
Extremely Low (less than 30% of MFI)	80	281	361	22%	Govt. Assisted Apts.
<b>Total</b>	<b>861</b>	<b>760</b>	<b>1,621</b>	<b>100%</b>	

*\* Source: based on projected housing need and 2017 ACS household income and tenancy data for City of St. Helens.*

## Section III. BUILDABLE LAND

### INVENTORY

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#### OVERVIEW

In accordance with OAR 660-008-0005 (2), an estimate of buildable land inventory (BLI) within the St. Helens Urban Growth Boundary (UGB) has been created to determine that amount of land available to meet housing needs. The BLI analysis method is also consistent with the Oregon DLCD workbook “*Planning for Residential Growth – A Workbook for Oregon’s Urban Areas.*” The BLI analysis uses the most current Geographic Information Systems (GIS) data provided available for the St. Helens UGB (specific GIS data sources are shown in **Exhibit 3.1**).

#### Buildable Land Inventory Methodology

The objective of the residential BLI is to determine the amount of developable land available for future residential housing development within the UGB. The steps taken to perform this analysis are as follows:

1. **Calculate gross acres** by plan designation, including classifications for fully vacant and partially-vacant parcels. This step entails “clipping” all of the tax lots that are bisected by the current UGB to eliminate land outside current UGB from consideration for development at this time. City staff input was provided to provide a level of quality assurance to review output is consistent with OAR 660-008-0005(2).
2. **Calculate gross buildable acres** by plan designation by subtracting land that is constrained from future development, such as such as existing public right-of-way, parks and open space, steep slopes, and floodplains.
3. **Calculate net buildable acres** by plan designation, by subtracting future public facilities such as roads, schools and parks from gross buildable acres.
4. **Determine total net buildable acres by plan designation** by taking into account potential redevelopment locations and mixed-use development opportunity areas.

**Exhibit 3.1: St. Helens BLI Data Sources**

Dataset Name	Type	Description	Source
City Limits	GIS Layer	St. Helens City Limits Boundary	City of St. Helens
CSH UGB	GIS Layer	City of St. Helens Urban Growth Boundary	City of St. Helens
CSH Zoning	GIS Layer	City of St. Helens Zoning Designations	City of St. Helens
CSH Cmpln (in)	GIS Layer	City of St. Helens Comprehensive Plan Designations	City of St. Helens
CSH Cmpln (out)	GIS Layer	UGB Comprehensive Plan Designations	City of St. Helens
CSH Downtown Hist Dist	GIS Layer	City of St. Helens Downtown Historic District Area	City of St. Helens
McNulty Boundary	GIS Layer	McNulty Boundary Area	City of St. Helens
Warren Water Assoc.	GIS Layer	Warren Water Association within St. Helens UGB	City of St. Helens
S_FLD_HAZ_AR	GIS Layer	FEMA Floodways and 100-yr. Floodplains	City of St. Helens
LX_WWET_L	GIS Layer	Wetlands Inventory	City of St. Helens
Landslide_haz_region	GIS Layer	Landslide regions as identified by Hazard Category	City of St. Helens
Taxlots_(2018SEPT)	GIS Layer	Tax lots with Assessed Value and Property Class Code	City of St. Helens
taxlot19	GIS Layer	Tax lots with various lot identifiers. No valuation data.	City of St. Helens
LOOKUP_PROPERTY_CLASS	Tabular	Lookup Table for Assessed Value Property Class and Type	Columbia County Assessor <sup>1</sup>
LOOKUP_RMV_PROPERTY_CLASS	Tabular	Lookup Table for Real Market Value Property Class and Type	Columbia County Assessor <sup>1</sup>
ValueSummary	Tabular	Summation table of land and improvement values for tax lots	Columbia County Assessor <sup>1</sup>
NAIP 2016	GIS Service	Web service providing aerial imagery	Oregon-GEO <sup>2</sup>

1 - <http://www.co.columbia.or.us/departments/assessors-office-main/property-records-online>

2 - <http://imagery.oregonexplorer.info/arcgis/services>

The detailed steps used to create the land inventory are described below.

## RESIDENTIAL LAND BASE

The residential land base reflects current St. Helens Comprehensive Plan land use designations (Comprehensive Plan maps for City and County areas are provided as **Exhibits 3.2 and 3.3**).

Properties that are within the residential land base include the following classifications:

### **Residential Comprehensive Plan Use Classifications**

- Suburban Residential (SR)
- Rural Suburban Unincorporated Residential (RSUR)
- General Residential (GR)
- Mobile Home Residential (MHR)
- Unincorporated General Residential (UGR)
- Unincorporated Multi-Family Residential (UMFR)
- Unincorporated Mobile Home Residential (UMHR)

In addition, commercial land on which housing development is allowed was included the following Comprehensive Plan classifications:

### **Commercial and Mixed-Use Comprehensive Plan Land Use Classifications**

- General Commercial (GC)
- Unincorporated General Commercial (UGC)
- Unincorporated Highway Commercial (UHI)

For analysis purposes, each of these Comprehensive Plan classifications have been grouped into four residential development categories that represent the expected level of development based on the housing types/densities that are permitted by the City (housing types must be permitted outright or by conditional development approval). This includes: low, medium and high density residential categories; as well as a commercial/mixed use category (which allows a mix of medium and high density housing).

Draft BLI findings and results were reviewed by City Staff and subjected to public review, then refined accordingly based on the input received.

Exhibit 3.2. City of St. Helens Comprehensive Plan Designations

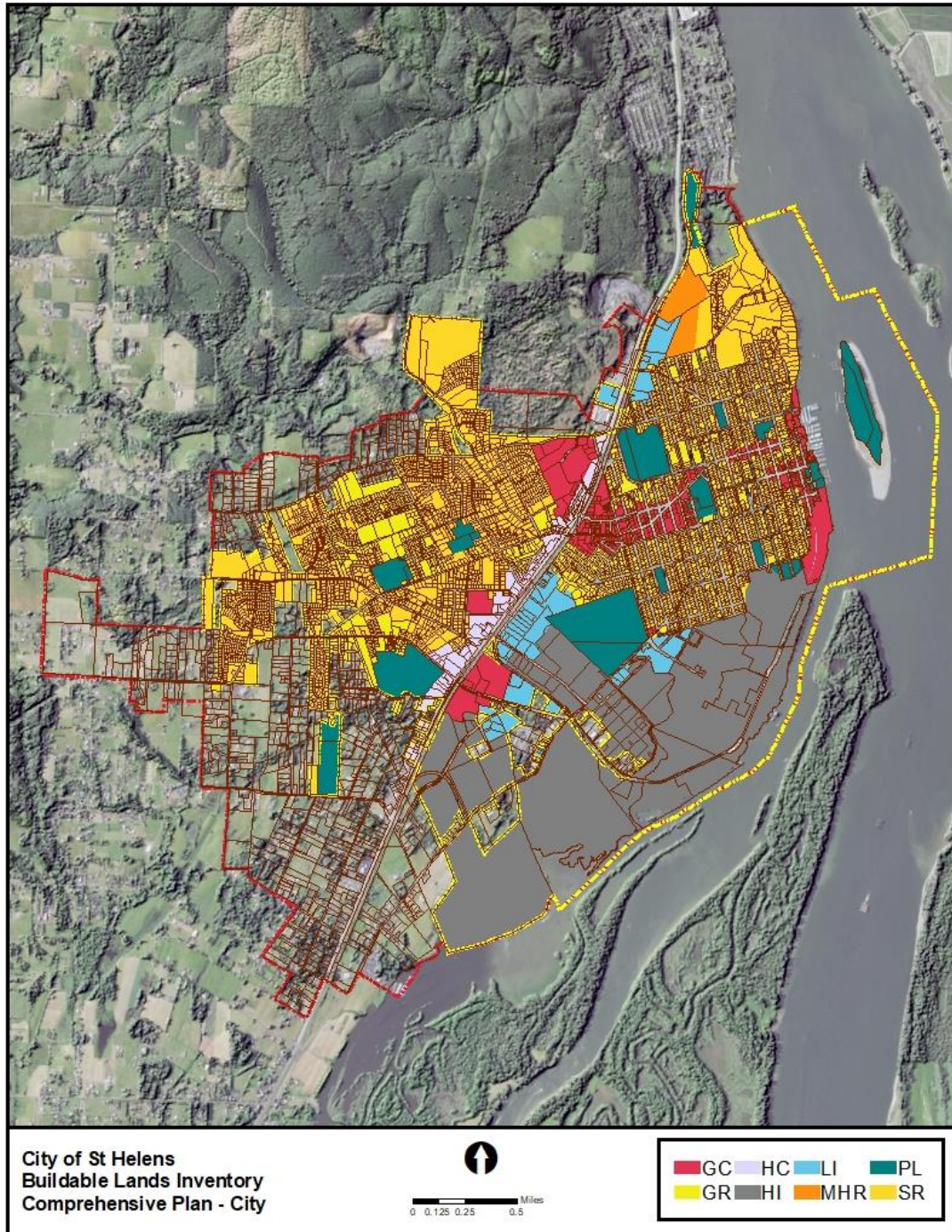
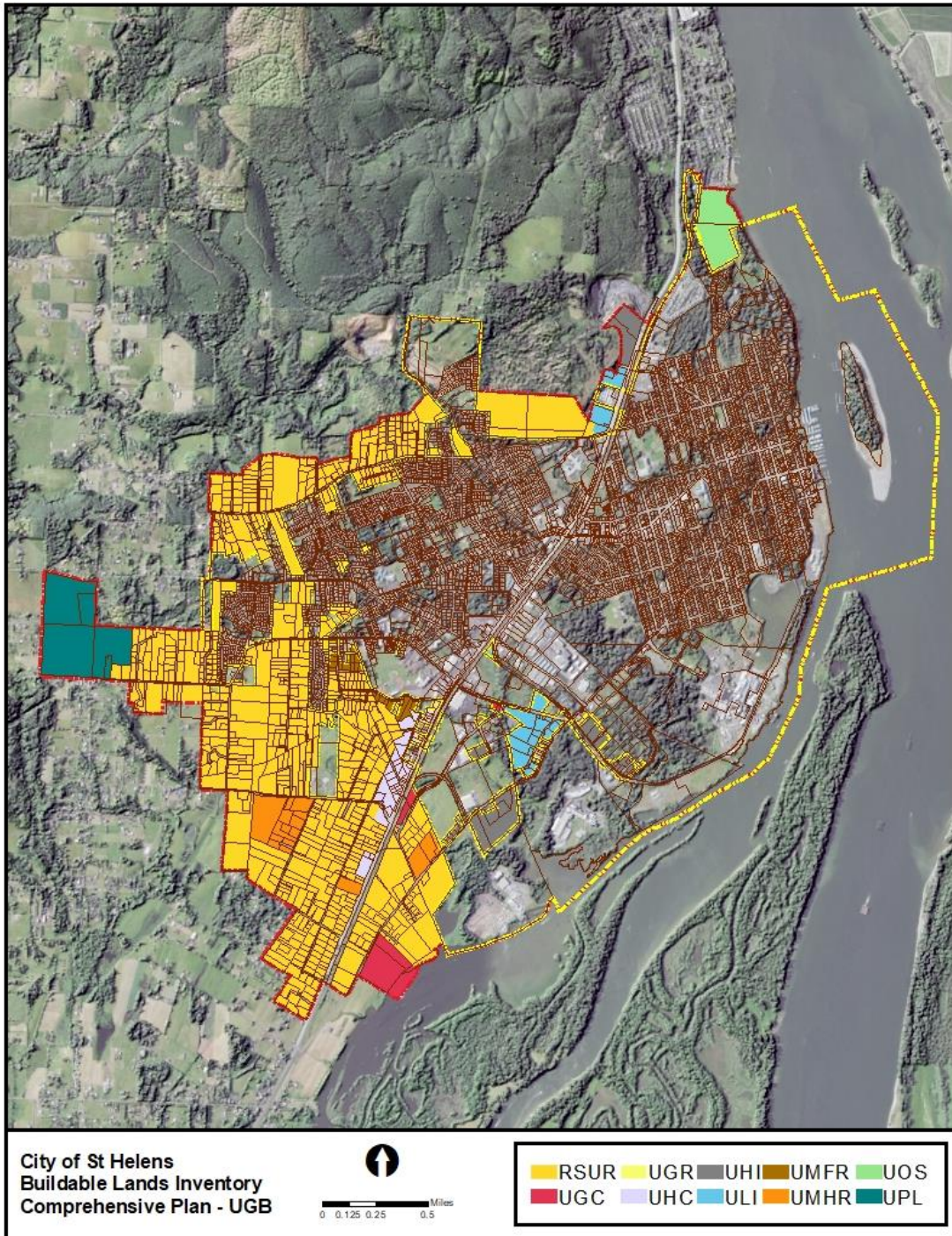




Exhibit 3.3. St. Helens UGB Comprehensive Plan Designations (outside city)



## LAND CLASSIFICATIONS

The next step includes classifying each tax lot (parcel) into one of the following categories.

- **Vacant land:** Properties with no structures or have buildings with very little value. For purpose of the BLI, residential lands with improvement value less than \$10,000 are considered vacant. These lands were also subjected to review using aerial photography; and if the land is in a committed use such as a parking lot, an assessment has been made to determine if it is to be classified as vacant, part vacant or developed.
- **Partially vacant land:** Properties that are occupied by a use (e.g., a home or building structure with value over \$10,000), but have enough land to be subdivided without the need for rezoning. This determination is made using tax assessor records and aerial photography. For lots with existing buildings, it is assumed that ¼ acre (10,890 sq. ft.) is retained by each existing home, and the remainder is included in the part vacant land inventory.
- **Vacant Undersized:** Properties that are vacant with less than 3,000 sq. ft. of land area. While this land area is not likely large enough to accommodate standard detached housing units, it may be suitable for accessory dwelling units (ADUs).
- **Developed & Non-Residential Land Base:** Properties unlikely to yield additional residential development for one of two reasons: they possess existing building structures at densities and are unlikely to redevelop over the planning period; or they include parcels with Comprehensive Land Use Plan designations not included in the aforementioned residential land use classifications.
- **Public and Constrained (unbuildable) land:** Properties which are regarded as unlikely to be developed because they are: under a certain size (3,000 square feet) or being restricted by existing uses such as: public ownership, roads and public right-of-way (ROW); common areas held by Home Owners Associations, parks/open space/recreation areas; cemeteries; and power substations.

These tax lot classifications were validated using aerial photos, building permit data, and assessor records. Preliminary results were refined based on City staff and public input received during the Housing Needs Analysis (HNA) planning process.

## DEVELOPMENT CONSTRAINTS

The BLI methodology for identifying and removing development constraints is consistent with state guidance on buildable land inventories per OAR 660-008-0005(2). By definition, the BLI is intended to include land that is “suitable, available, and necessary for residential uses.”

“Buildable Land” includes residential designated land within the UGB, including vacant, part vacant and land that is likely to be redeveloped; and suitable, available and necessary for residential uses. Public-owned land is generally not considered to be available for residential use unless it is the intent of the public agency to see it developed for residential (i.e., as part of a public/private development or redevelopment project).

Land is considered to be “suitable and available” unless it is:

- Is severely constrained by natural hazards as determined by the Statewide Planning Goal 7;
- Is subject to natural resource protection measures determined under Statewide Planning Goals 5, 6, 15, 16, 17 or 18;
- Has slopes over 25 percent;
- Is within the 100-year flood plain; or
- Cannot be provided with public facilities.

Based on state guidelines and data provided by the City of St. Helens, the following constraints have been deducted from the residential lands inventory.

- Land within waterbodies and floodways. Lands identified within waterbodies and floodways per the FEMA FIRM maps.
- Land within floodplains. This includes lands in flood-hazard areas (the 100-year floodplain) from the buildable land inventory.
- Land within wetlands. This includes areas identified as an environmental constraint in the St. Helens Comprehensive Plan. It should be noted that wetlands are locally protected from future development according to the St. Helens Municipal Code (SHMC) 17.40.
- Land with slopes greater than 25%. This includes land slide hazard areas identified in the St. Helens Comprehensive Plan.
- Land within natural resource protection measures. This includes parks and open spaces that are identified in the St. Helens Comprehensive Plan.

**Exhibits 3.4-3.7** illustrate these types of “environmental” constraints.



Exhibit 3.4. Floodplains and Waterways

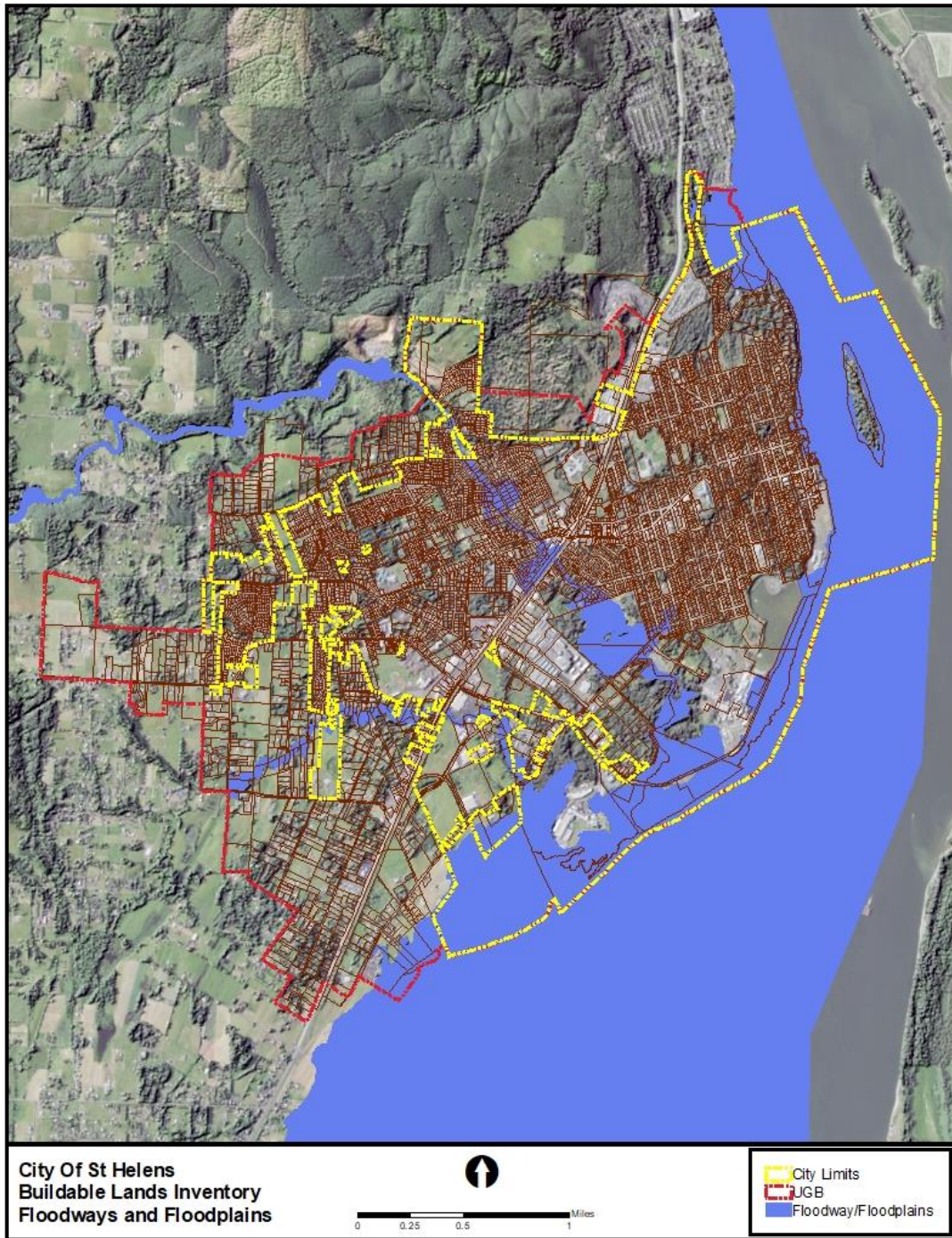




Exhibit 3.5. Wetlands

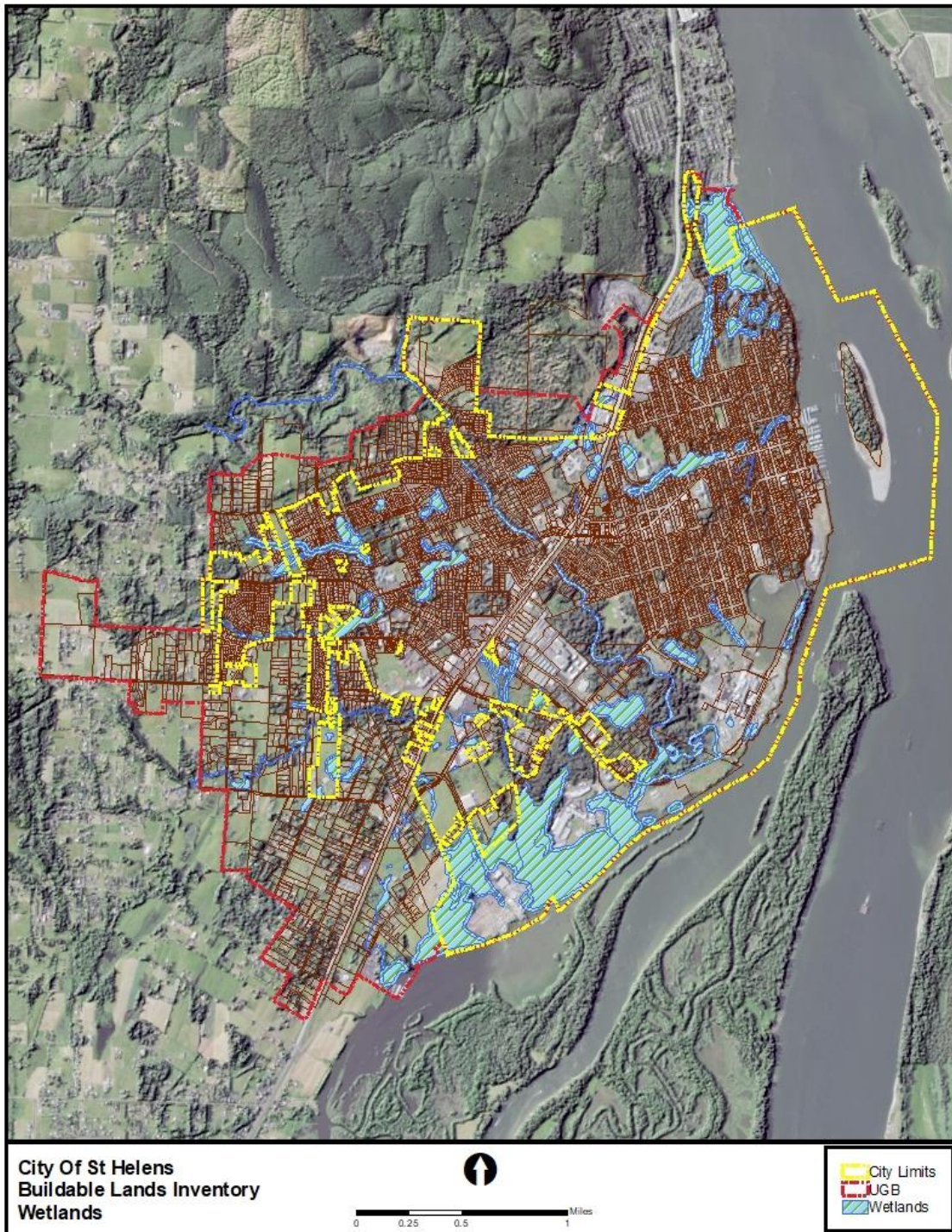




Exhibit 3.6. Land Slide Hazard Areas (slopes over 25%)

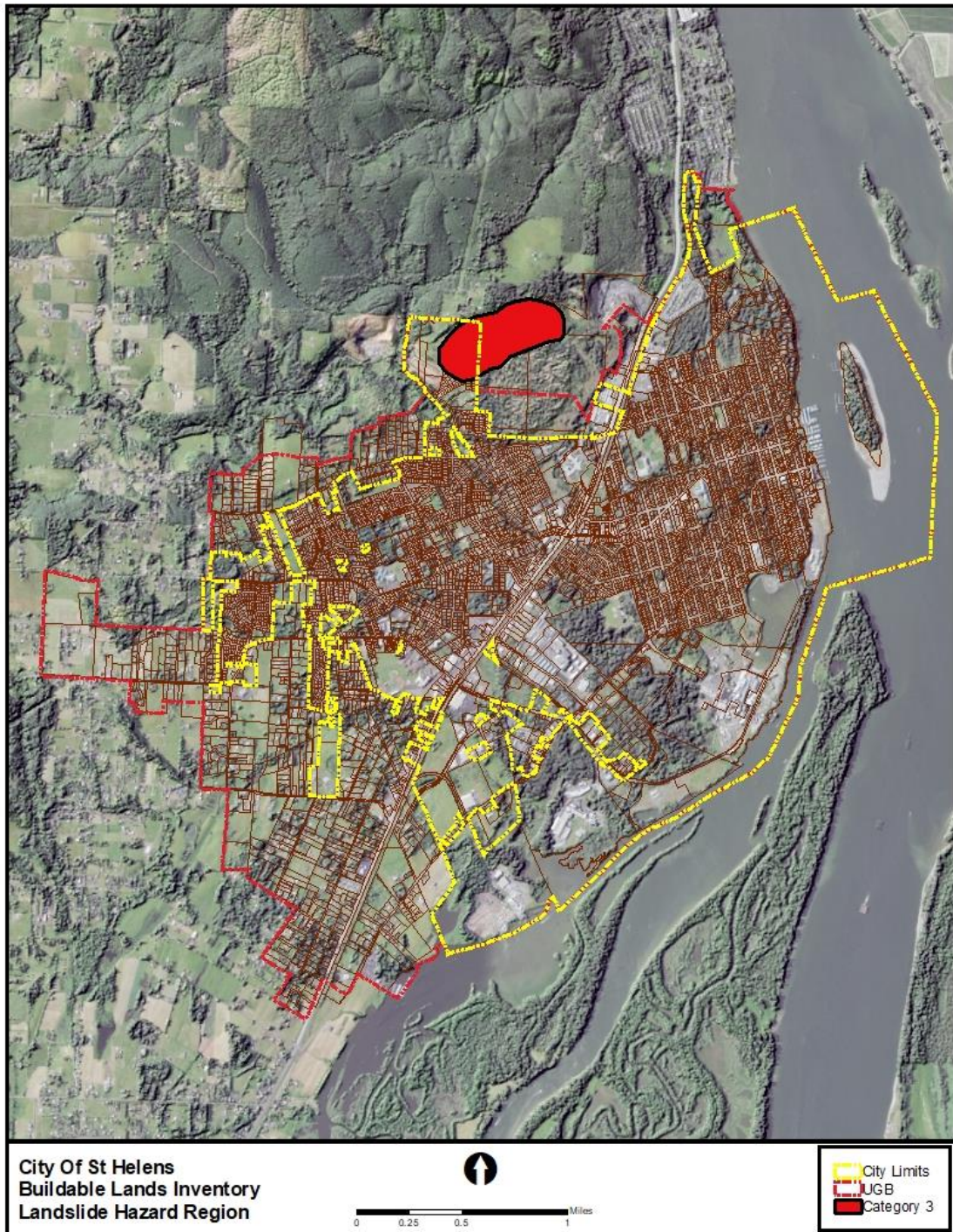
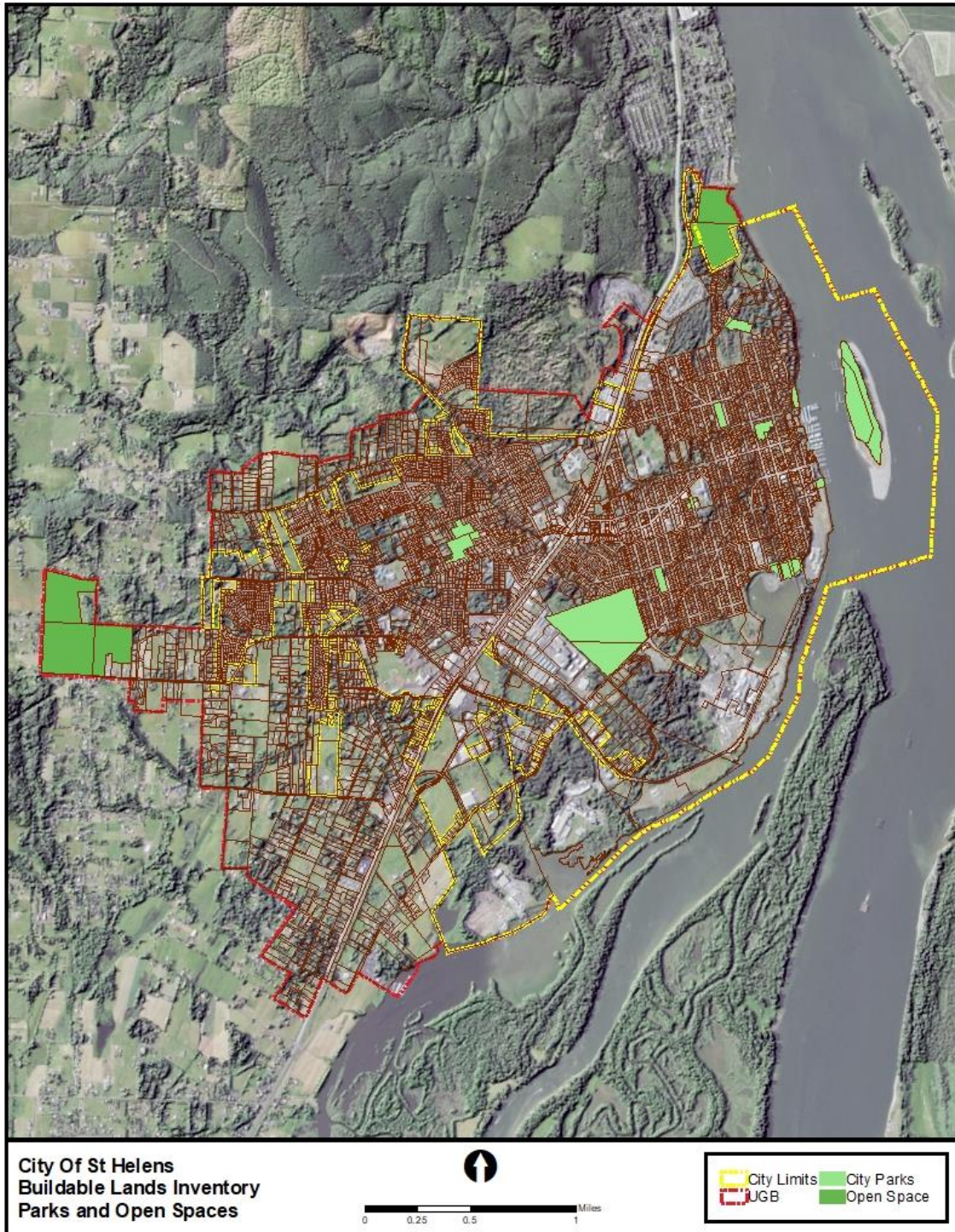




Exhibit 3.7. Parks and Open Space



## RESIDENTIAL BUILDABLE LAND INVENTORY RESULTS

### Land Base

As noted above, the residential land base for the BLI includes all tax lots in the UGB in residential, commercial and mixed-use designations. A summary of the land base by generalized plan designation is provided in **Exhibit 3.8**. The findings indicate that there are 5,952 tax lots in the land base with 3,130 gross acres.

**Exhibit 3.8: Gross Acreage in Residential Land Base, St. Helens UGB**

Generalized Plan Designation	Number of		Total Gross	
	Taxlots	Percent	Acres	Percent
Low-Density Residential	2,676	45%	1,887	60%
Medium-Density Residential	2,101	35%	698	22%
High-Density Residential	539	9%	206	7%
Commercial/Mixed Use	636	11%	338	11%
<b>Total</b>	<b>5,952</b>	<b>100%</b>	<b>3,130</b>	<b>100%</b>

Source: City of St. Helens GIS data, FCS GROUP analysis.

### Development Status

Before the deduction of environmental constraints, the residential land base has been classified by development status to estimate land that is “committed” and not likely to be developed for additional residential uses. These definitions include residential land that is developed, tax lots that exempt residential development, and public right-of-way<sup>2</sup>, as described previously (results are summarized in **Exhibit 3.9**).

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<sup>2</sup> Includes right-of-way that is defined as a tax lot in the GIS database, which exempts residential development. This includes most major existing right-of-way which is excluded from the buildable land base.

### Exhibit 3.9: Residential Land Base before environmental constraints are applied, St. Helens UGB

Generalized Plan Designation	Acres on Vacant Taxlots	Acres on Part-Vacant Taxlots	Total Vacant & Part-Vacant Acres	Developed, non-residential and other constrained acres			
				Developed or Non-Res Land Base	Public/Unbuildable	Undersized (less than 3,000 SF)	Total Committed Acres
Low-Density Residential	428	412	840	802	245	0.25	1,047
Medium-Density Residential	110	38	148	327	222	0.95	551
High-Density Residential	17	3	19	156	31	0.33	187
Commercial/Mixed Use	110	37	147	127	63	0.52	191
<b>Total</b>	<b>665</b>	<b>490</b>	<b>1,154</b>	<b>1,412</b>	<b>561</b>	<b>2</b>	<b>1,975</b>

Source: City of St. Helens GIS data, FCS GROUP analysis.

### Buildable land after constraints

After allowing for future public facilities and future right-of-way, there are 804 net buildable acres. The buildable land inventory includes 570 acres with low-density plan designations, 93 acres with medium-density designations, 15 acres with high-density designations and 127 acres in commercial and mixed-use designations (see **Exhibit 3.10**).

As noted above, approximately 58% of the buildable land inventory is classified as vacant land and 42% is classified as partially vacant land.

### Exhibit 3.10: Residential Land Base with all constraints, St. Helens UGB, 2019

Generalized Plan Designation	Total Acres	Committed Acres	Env. Constrained Acres	Buildable Acres	Less Future Public Facilities*	Net Buildable Acres
Low-Density Residential	1,887	1,047	81	760	190	570
Medium-Density Residential	698	551	24	124	31	93
High-Density Residential	206	187	5	15	-	15
Commercial/Mixed Use	338	191	20	127	-	127
<b>Total</b>	<b>3,130</b>	<b>1,975</b>	<b>129</b>	<b>1,025</b>	<b>221</b>	<b>804</b>

Source: City of St. Helens GIS data, FCS GROUP analysis.

\* assumes 25% of buildable low and medium density land area is utilized for future public facilities.

### Commercial and Mixed-Use Land Assumptions

It should be noted that all vacant and part-vacant commercial and mixed-use land (127 acres in total) is included in the table above. This land was included because housing development is a permitted use (i.e. it is allowed) on land with commercial and mixed-use zoning. However, since most commercial and mixed-use zoned land area will be developed for non-residential use (e.g., retail, services, office, etc.), it is assumed that only 15% of the commercial and mixed-use land area will be developed as housing over the next 20 years. That assumption will be reflected in the “Residential BLI Results” section of this report below.

### Redevelopment Areas

In accordance with OAR 660-024-0050, FCS GROUP also considered “redevelopable” lands, defined as follows by OAR 660-008-0005(7):



“Redevelopable Land” means land zoned for residential use on which development has already occurred but on which, due to present or expected market forces, there exists the strong likelihood that existing development will be converted to more intensive residential uses during the planning period.”

Given the unpredictable nature of real estate development, especially as it relates to residential redevelopment projects resulting in demolition and replacement of existing structures and development of net new housing units, the following broad-based methodology was used to estimate redevelopment potential in St. Helens:

- To comply with the redevelopment definition above, the St. Helens buildable land inventory includes an analysis of developed residential/commercial & mixed-use properties that have existing structures and are located within the St. Helens UGB.
- In order to sharpen the focus on land most likely to “be converted to more intensive residential use during the planning period”, the redevelopment land inventory includes: tax lots with over 10,890 square feet (1/4 acre) of buildable land area; and tax lots with “land values” that are greater than “improvement values” based on current county assessor records. As a proxy for “present or expected market forces” which will drive redevelopment, these remaining properties were considered the universe of “redevelopable” lands.
- Like the analysis of vacant and part-vacant lands described in preceding sections, “redevelopable” lands were by low, medium, high density residential and commercial/mixed-use categories based on their underlying comprehensive plan and zoning classifications, and environmental constraints were removed to determine net buildable land area.
- Finally, this analysis assumes a rate of redevelopment which results in net new housing of the properties identified above. It is assumed that redevelopment will occur on 3% of properties in St. Helens. This factor was applied to the total universe of redevelopment land area to determine the net redevelopable land to be included in the St. Helens residential buildable land inventory (**Exhibit 3.11**).

**Exhibit 3.11: Redevelopable Land Inventory, St. Helens UGB, 2019**

Land Classification	Taxlots	Map Acres	Environmenta		Redevelopabl e Acres*
			I Constraints	Net Lot Acres	
Low Density	318	256.0	6.3	249.7	7.5
Medium Density	77	27.3	1.1	26.2	0.8
High Density	37	22.6	0.6	22.0	0.7
Commercial and Mixed Use	51	30.7	0.2	30.4	0.9
<b>Grand Total</b>	<b>483</b>	<b>336.7</b>	<b>8.2</b>	<b>328.4</b>	<b>9.9</b>

Source: City of St. Helens GIS data, FCS GROUP analysis.

\*Assumes a 3% redevelopment rate.

## Summary of Residential Buildable Land Inventory

The combination of vacant, part-vacant and redevelopable land area for the residential and commercial/mixed use classifications results in the total St. Helens residential buildable land inventory.

As shown in **Exhibit 3.12**, the sum of all categories provides 577.2 acres of low-density land (569.7 acres of vacant land and 7.5 acres of redevelopable land); 93.5 acres of medium-density land (92.7 acres of vacant and 0.8 acres of redevelopable land); and 15.5 acres of high-density land (14.9 acres of vacant and 0.7 acres of redevelopable land). The commercial and mixed-use land area expected for housing includes 19.2 acres (126.9 acres of vacant land plus 0.9 acres of redevelopment land multiplied by the 15% housing conversion factor). The sum of all categories provide 705.4 acres of buildable residential land within the St. Helens UGB.

**Exhibit 3.12: Summary of Residential Buildable Land Inventory, St. Helens UGB, 2019**

Land Classification	Vacant & Part Vacant	Redevelopable Land	Housing Development Factor*	Total Buildable Residential Land
Low Density	569.7	7.5	100%	577.2
Medium Density	92.7	0.8	100%	93.5
High Density	14.9	0.7	100%	15.5
Commercial and Mixed Use	126.9	0.9	15%	19.2
<b>Grand Total</b>	<b>804.1</b>	<b>9.9</b>	<b>-</b>	<b>705.4</b>

Source: derived from prior tables using City of St. Helens GIS data.

\*Assumes a 15% housing redevelopment rate.

**Exhibits 3.13 and 3.14** illustrate the buildable vacant and partially vacant buildable land areas for the residential and commercial/mixed-use land base within the St. Helens UGB.



Exhibit 3.13: Residential Land Base with all constraints, St. Helens UGB, 2019

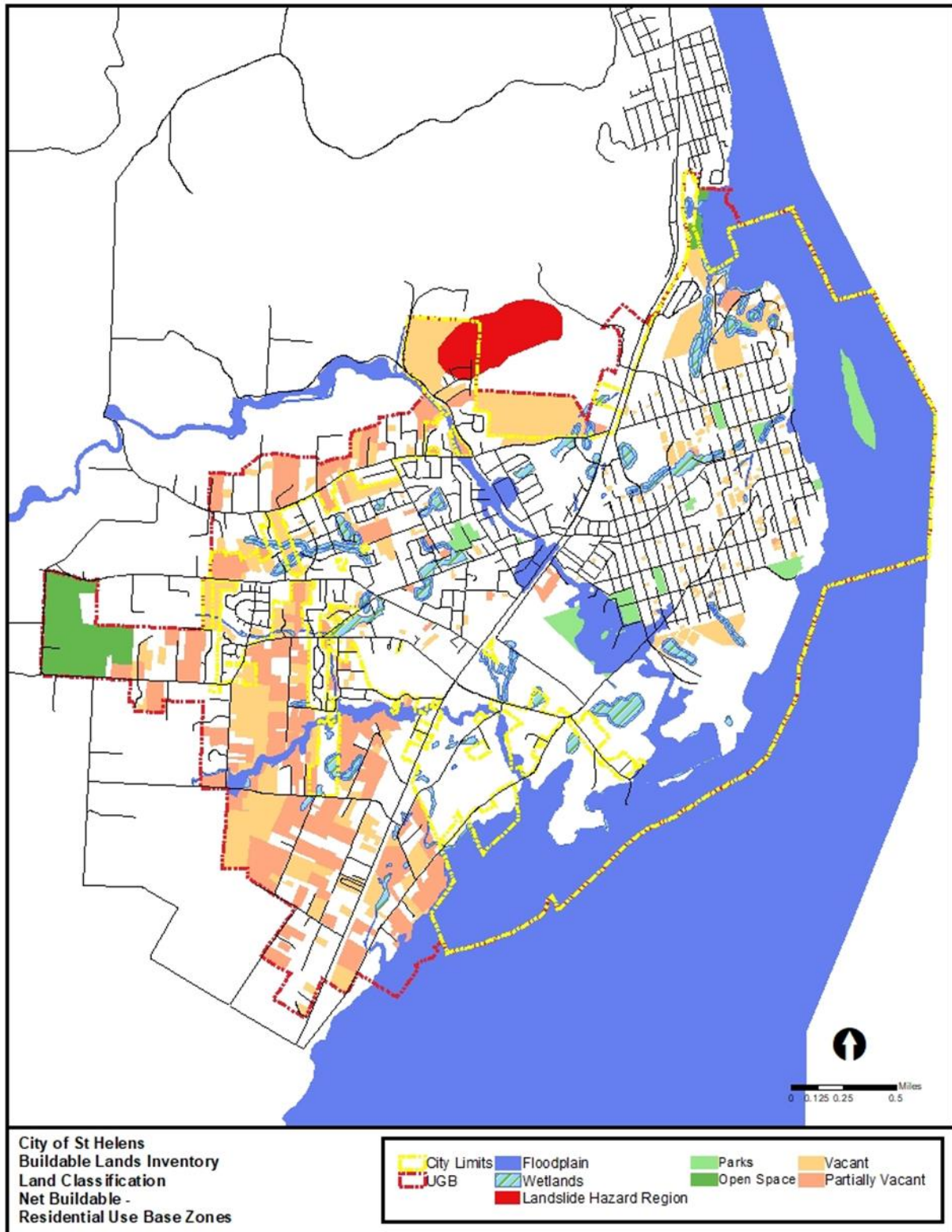
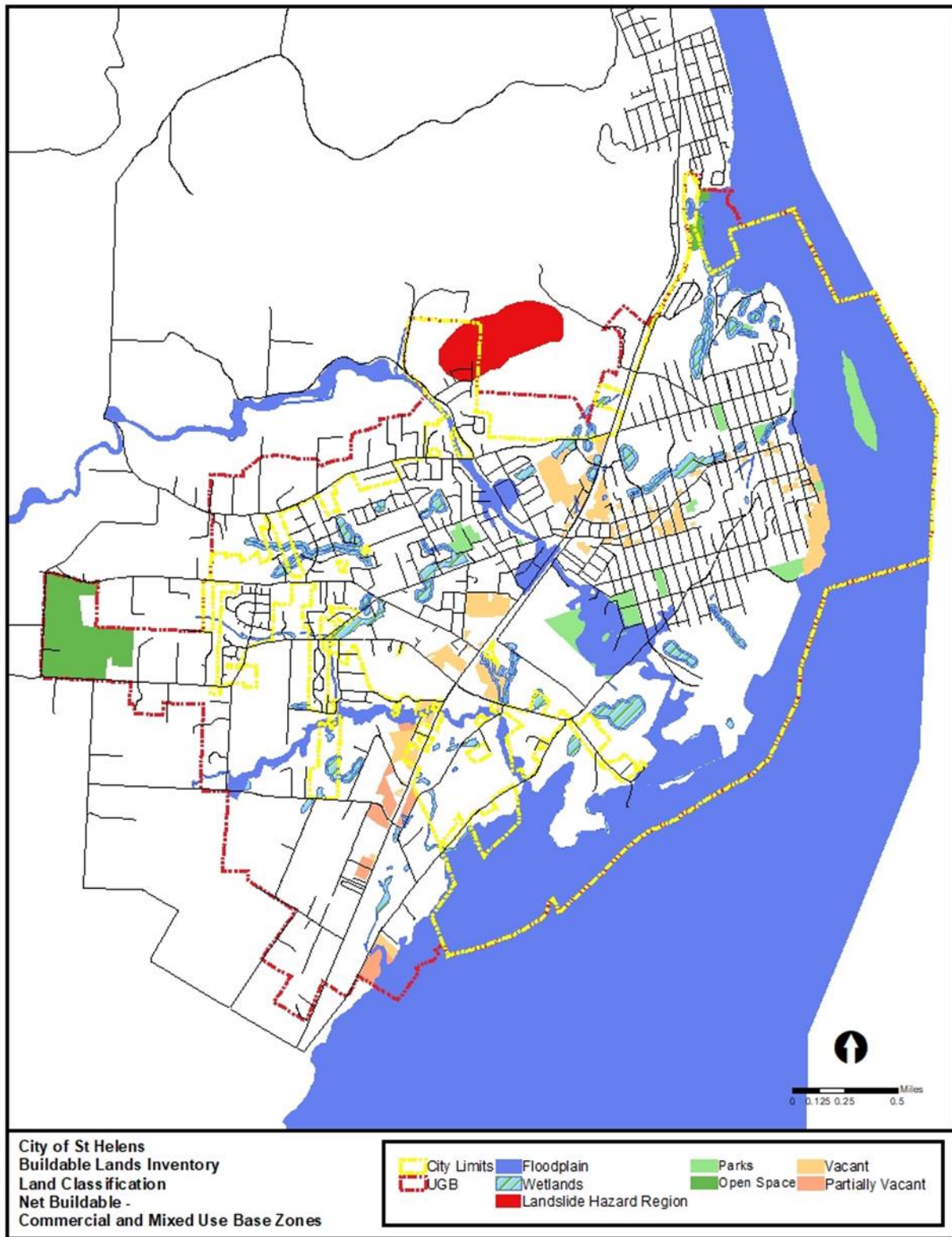


Exhibit 3.14: Commercial & Mixed-Use Land Base with all constraints, St. Helens UGB, 2019



# Section IV. LAND NEEDS

## RECONCILIATION

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### METHODOLOGY

The methodology for projecting housing needs within the St. Helens UGB takes into account 3 methods that are consistent with safe harbor provisions; and 2 methods that reflect the demographic and socio-economic trends, housing market characteristics and long-range population growth projections described in Task 2 (Housing Needs Forecast).

Findings from Task 3 (Buildable Land Analysis) are also utilized as a means of reconciling housing land demand with buildable land supply within the St. Helens UGB.

The steps taken to determine land needs using the safe harbor provisions include the following guidelines contained in OAR 660-024-0040(1)-(8).

#### Coordinated Population Growth Forecast

The land needs determination for a potential UGB expansion must be based upon the coordinated population growth forecast for the urban area as determined under rules in OAR-660-032. For this analysis, the 20-year planning period is 2019-2039.

**As indicated in Appendix A Table 1, the population within the St. Helens UGB is projected to increase from 15,371 to 19,310, resulting in 3,617 net new residents by 2039.**

#### Average Household Size

Relevant findings regarding specific requirements include:

*(a) A local government may estimate persons per household for the 20-year planning period using the persons per household for the urban area indicated in the most current data for the urban area published by the U.S. Census Bureau.*

**The most current estimate of persons per household is 2.68** per U.S. Census, American Community Survey: 2013-2017 estimates for the City of St. Helens.

#### Local Development Code Provisions

Relevant findings regarding specific requirements include:

*(b) If a local government does not regulate government-assisted housing differently than other housing types, it is not required to estimate the need for government-assisted housing as a separate housing type.*

**St. Helens does not regulate government assisted housing differently than other housing types.**

*(c) If a local government allows manufactured homes on individual lots as a permitted use in all residential zones that allow 10 or fewer dwelling units per net buildable acre, it is not necessary to provide an estimate of the need for manufactured dwellings on individual lots.*

**St. Helens allows manufactured homes on individual lots as a permitted use in all residential zones that permit 10 or fewer dwelling units per net buildable acre, subject to development standards.**

*(d) If a local government allows manufactured dwelling parks required by ORS 197.475 to 197.490 in all areas planned and zoned for a residential density of six to 12 units per acre, a separate estimate of the need for manufactured dwelling parks is not required.*

**St. Helens allows manufactured dwelling parks only within areas zoned mobile home residential (MHR).**

### Housing Vacancy Rate Assumptions

*(e) A local government outside of the Metro boundary may estimate its housing vacancy rate for the 20-year planning period using the vacancy rate in the most current data published by the U.S. Census Bureau for that urban area that includes the local government.*

**The most current estimate of overall housing vacancy in the City of St. Helens is 10.4% per U.S. Census, American Community Survey, 2013-2017 estimates (see Appendix A Table C).**

### Housing Land Needs Forecast Methods

There are three (3) types of safe harbor methods that are being considered for the determination of housing need for St. Helens which are consistent with OAR 660-024-0040(8), including

1. Safe Harbor Combined Housing Mix and Density Method
2. Safe Harbor Incremental Mix Method A
3. Safe Harbor Incremental Mix Method B

In addition, there are two additional methods that are consistent with the housing needs analysis developed during Task 2, and local development density assumptions that vary by land use and zoning type:

4. Localized Housing Density Method A
5. Localized Housing Density Method B

Additional details and findings are provided below.

## SAFE HARBOR METHODS

### Method 1. Combined Housing Mix and Density Method

This method is described in OAR 660-024-0040(8)(f) and “Table 1” from the rule (included in Appendix B). St. Helens is grouped into the category of cities with a future population of 10,001 to 25,000. As indicated in **Exhibit 4.1**, this method assumes 631 net new dwelling units, with a required mix as follows: 55% low-density, 25% medium-density, and 20% high-density.

This method requires an overall (citywide) minimum density within residential base zones of: 5 dwellings per net acre; 7 dwellings/acre for UGB analysis; and the city must allow at least 9 units per



acre overall (citywide) on its buildable residential land base. **This method results in a potential UGB residential land need of 208 net buildable acres.**

**Exhibit 4.1**

<b>Method 1</b>					
<b>Safe Harbor Combined Housing Mix and Density Method 1, Determination of Residential Land Need, St. Helen</b>					
	<b>Factor</b>	<b>Finding</b>	<b>Units</b>	<b>Source Notes</b>	
1	20-Yr Population Growth Forecast:		19,310 population	Table A	
2	Is Growth Forecast 10,001 to 25,000?	Yes			
3	20-Yr Population Change		3,617	Table A	
4	Population in Group Quarters	2.5%	91 population	Table B	
5	Population in Households		3,526 population	calculation	
6	Average Household Size	2.68		Table B	
7	Number of Households		1,316 households	calculation	
8	Vacancy Factor	10.4%	137 population	Table C	
9	Dwelling Units Added		1,453 dwellings		
10	Dwelling Mix Safe Harbor	Percent	Dwellings		
	Low Density Residential*	55%	799 dwellings	see OAR 660-024-0040(f)	
	Medium Density Residential	25%	363 dwellings	see OAR 660-024-0040(f)	
	High Density Residential	20%	291 dwellings	see OAR 660-024-0040(f)	
	<b>Total</b>	<b>100%</b>	<b>1,453</b> dwellings	calculation	
11	Dwelling Unit Density Requirements	DU/Net Acre***	UGB Land Need Net Acres		
	Required overall minimum	5		see OAR 660-024-0040(f)	
	Assume for UGB analysis	<b>7</b>	<b>208</b> net acres	see OAR 660-024-0040(f)	
	Zone to Allow	9		see OAR 660-024-0040(f)	
* Includes mobile homes.					
** Analysis consistent with OAR 60-024-0040(f).					
*** This applies to all residential zones within City.					

**Method 2. Incremental Mix Method A**

This method is described in OAR 660-024-0040(8)(h). St. Helens is grouped into the category of cities with a future population of 10,001 to 25,000. This method takes into account the existing overall housing density level of 3.6 dwellings per net acre, then factors that up by 25 percent, to 5.5 dwellings/acre for future housing development.

Applying safe harbor housing mix requirements as in Method 1, this method results in the same number of net new housing units as described in Method 1, but at a lower overall housing density (5.5 dwellings per acre). The city would still need to zone to allow at least 9 units per acre overall (citywide) on its buildable residential land base. **This method results in a potential overall UGB residential land need of 266 net buildable acres (see Exhibit 4.2).**

### Exhibit 4.2

#### Method 2

#### Safe Harbor Incremental Mix Method 2, Determination of Residential Land Need, St. Helens UGB

					Source Notes	
1 Existing Percentage of Density of Developed Land		Existing Dwellings	Existing Mix	Developed Acres***	Current DUs Per Acre	
	Low Density Residential*	3,792	71%			Table C
	Medium Density Residential	902	17%			Table C
	High Density Residential	622	12%			Table C
	Total	5,316	100%	1,218	4.4	BLI
2 Increase Overall Density as follows:		Increase Mix by:		New Overall Density		
	Average Increase	25%			5.5	see OAR 660-024-0040(h)
3 Planned Percentage of Housing Mix		Percent	Dwellings			
	Low Density Residential*	55%	799 dwellings			see OAR 660-024-0040(f)
	Medium Density Residential	25%	363 dwellings			see OAR 660-024-0040(f)
	High Density Residential	20%	291 dwellings			see OAR 660-024-0040(f)
	Total	100%	1,453 dwellings			calculation
4 Zone to allow new housing mix		New Dwellings	Zone to Allow ***	UGB Assumption	Max UGB Land Need (Net Acres)	
	Low Density Residential*	799	4.0			
	Medium Density Residential	363	7.0			
	High Density Residential	291	16.0			
	Total/Average	1,453	9.0	5.5	266	see OAR 660-024-0040(h)

\* Includes mobile homes.

\*\* Analysis consistent with OAR 60-024-0040(h).

\*\*\* This applies to all residential zones within City.

#### Method 3. Incremental Mix Method B

This method is described in OAR 660-024-0040(8)(i) and “Table 3” from the rule (provided in **Appendix C** for reference). St. Helens is grouped into the category of cities with a future population of 10,001 to 25,000. This method takes into account the existing housing mix by residential type (low, medium and high density), and then factors up the mix of medium density housing by 10 percentage points, and high density housing up by 5 percentage points to arrive at a future planned housing mix. This results in a planned housing mix for St. Helens as follows: 56% low density, 27% medium density, and 17% high density. This would result in a higher number of low density dwellings and a lower number of high density dwellings than would be planned under the two prior methods.

Applying safe harbor housing density requirements reflected in **Appendix B & C**, this method requires 7 units per acre overall, and the city would still need to zone to allow at least 9 units per acre overall (citywide) on its buildable residential land base. **This method results in an overall UGB residential land need of 370 net buildable acres (see Exhibit 4.3).**

### Exhibit 4.3

**Method 3**

**Safe Harbor Incremental Mix Method 3, Determination of Residential Land Need, St. Helens UGB**

					Source Notes	
1 Existing Percentage of Density of Deve		Existing Dwellings	Existing Mix	Developed Acres***	Current DUs Per Acre	
	Low Density Residential*	3,792	71%			Table C
	Medium Density Residential	902	17%			Table C
	High Density Residential	622	12%			Table C
	<b>Total</b>	<b>5,316</b>	<b>100%</b>	<b>1,218</b>	<b>4.4</b>	BLI
2 Increase Percentage of Density as follo		Increase Mix by:	New Mix			
	Low Density Residential*		56%			see OAR 660-024-0040(i)
	Medium Density Residential	10%	27%			see OAR 660-024-0040(i)
	High Density Residential	5%	17%			see OAR 660-024-0040(i)
	<b>Total</b>		<b>100%</b>			calculation
3 Zone to allow new housing mix		Net New Dwellings	Zone to Allow***	UGB Assumption	Max UGB Land Need (Net Acres)	
	Low Density Residential*	818	4.0	3.0	<b>273</b>	see OAR 660-024-0040(i)
	Medium Density Residential	392	7.0	5.0	<b>78</b>	see OAR 660-024-0040(i)
	High Density Residential	243	16.0	13.0	<b>19</b>	see OAR 660-024-0040(i)
	<b>Total/Average</b>	<b>1,453</b>	<b>9.0</b>	<b>7.0</b>	<b>370</b>	see OAR 660-024-0040(i)

\* includes mobile homes.  
 \*\* Analysis consistent with OAR 60-024-0040(i).  
 \*\*\* This applies to all residential zones within City.

## LOCAL DENSITY AND HOUSING MIX METHODS

In addition to the safe harbor methods for determining residential land needs, two additional methods have been included that forecast the UGB land need based on the local housing market trends and local experience regarding development density.

### Method 4. Local Market Demand and Density Forecast A

This method evaluates the land needs based on the projected housing needs described in Task 2, which reflect the future baseline housing demand for dwellings and families living in group quarters (shared living arrangements). This method is consistent with Oregon Administrative Rules for projecting land needs takes into account the expected average development density levels using estimates provided by city planning staff based on local experience. **This method results in 5.0 units per acre for new housing, and an overall UGB residential land need of 298 net buildable acres (see Exhibit 4.4).**

**Exhibit 4.4**

<b>Method 4</b>					
<b>Local Mix and Density Method, Determination of Residential Land Need, St. Helens UGB</b>					
					<b>Source Notes</b>
			<b>Net New Dwellings Expected</b>	<b>Planned Mix</b>	
<b>1</b>	<b>Future Housing Need</b>				
	Low Density Residential*		959	65%	Table D
	Medium Density Residential**		283	19%	Table D
	High Density Residential, baseline		183	12%	Table D
	Manufactured Housing		46	3%	Table D
	<b>Total</b>		<b>1,470</b>	<b>100%</b>	
				<b>UGB Land Need (Net Acres)</b>	
<b>2</b>	<b>Expected Housing Density</b>		<b>DUs per acre***</b>		
	Low Density Residential*		4.0	240	calculation
	Medium Density Residential**		7.0	40	calculation
	High Density Residential, baseline		14.0	13	calculation
	Manufactured Housing		10.0	5	
	<b>Total/Average</b>		<b>4.9</b>	<b>298</b>	calculation

\* Includes detached units and mobile homes. \*\* Includes townhomes, plexes and group quarters.  
\*\*\* Density estimates derived from Appendix D.  
Source: compiled by FCS GROUP.

**Method 5. Local Market Demand and Density Forecast B**

This method for projecting land needs takes into account baseline housing growth (described in Method 4) plus a portion of pent-up housing demand. In addition to the 1,470 dwellings required to meet the baseline forecast, it is assumed that the market potential also exists to address pent up demand for market rate and government subsidized rental housing. Assumptions regarding current gaps in rental housing inventories are shown in **Appendix A, Table D**. For analysis purposes, it is assumed that 75% of the pent-up demand for market-rate apartments (40 units) and 33% of the pent-up demand for government subsidized housing (111 units) are provided over the next 20 years.

**This method results in 5.3 units per acre for new housing, and an overall UGB residential land need of 309 net buildable acres (see Exhibit 4.5).**

It should be noted that Method 5 is a departure from Oregon Administrative Rules thus it would likely result in a population growth forecast that exceeds the baseline 20-year population forecast. As such, Method 5 cannot be used for justification of a UGB expansion (if one is to be considered at this time).



**Exhibit 4.5**

<b>Method 5</b>				
<b>Local Mix and Density Method, Determination of Residential Land Need, St. Helens UGB</b>				
				<b>Source Notes</b>
<b>1</b>	<b>Future Housing Need</b>	<b>Dwellings Expected</b>	<b>Planned Mix</b>	
	Low Density Residential*	959	59%	Table D
	Medium Density Residential**	283	17%	Table D
	High Density Residential, baseline	183	11%	Table D
	High Density Residential, pent-up	150	9%	Table E
	Manufactured Housing	46	3%	Table D
	<b>Total</b>	<b>1,621</b>	<b>100%</b>	
<b>2</b>	<b>Expected Housing Density</b>	<b>DUs per acre***</b>	<b>UGB Land Need (Net Acres)</b>	
	Low Density Residential*	4.0	240	calculation
	Medium Density Residential**	7.0	40	calculation
	High Density Residential, baseline	14.0	13	calculation
	High Density Residential, pent-up	14.0	11	calculation
	Manufactured Housing	10.0	5	
	<b>Total/Average</b>	<b>5.3</b>	<b>309</b>	calculation

\* Includes detached units and mobile homes. \*\* Includes townhomes, plexes and group quarters.  
\*\*\* Density assumptions derived from Appendix D.  
Source: compiled by FCS GROUP.

## RECONCILIATION OF RESIDENTIAL LAND NEED/SUPPLY

The reconciliation of UGB residential land need and land supply is summarized in **Exhibit 4.6**. The results indicate that the current buildable residential land supply within the St. Helens UGB (705 net acres within residential and commercial zones) is sufficient for addressing the overall 20-year land needs for housing under Methods 1-5.

Methods 3 and 5, however, would result in a greater number of multifamily apartments than the other methods, which in turn could require more land zoned for high-density development.

The ability for the City of St. Helens to provide an adequate land supply to address Methods 3 or 5 would require utilization of 100% of the vacant high density residential land and some portion (up to 8 acres) of the land zoned for commercial and mixed use to be utilized for apartments. New land use policies should be considered to encourage additional apartment development on commercial sites to address the housing demand associated with Methods 3 or 5.

**It is recommended that the City of St. Helens pursue Method 5 as part of the Housing Needs Analysis and consider new policy measures aimed at encouraging apartment development on selected areas zoned commercial or mixed use.** Potential policy measures are identified and discussed during Task 4 of the Housing Needs Analysis.

**Exhibit 4.6**

	Method 1	Method 2	Method 3	Method 4	Method 5
<b>Dwellings/Units</b>					
Low Density*	799	799	818	959	959
Medium Density**	363	363	392	283	283
High Density	291	291	243	183	333
Manufactured Dwelling Units				46	46
<b>Total</b>	<b>1,453</b>	<b>1,453</b>	<b>1,453</b>	<b>1,470</b>	<b>1,621</b>
<b>Land Need (net acres)</b>					
Low Density*			205	240	240
Medium Density**			56	40	40
High Density			15	13	24
Manufactured Home Parks				5	5
<b>Total</b>	<b>208</b>	<b>294</b>	<b>276</b>	<b>298</b>	<b>309</b>
<b>Buildable Land Inventory (net acres)</b>					
Low Density	532	532	532	532	532
Medium Density	93	93	93	93	93
High Density	16	16	16	16	16
Manufactured Home Parks	45	45	45	45	45
Commercial/Mixed Use***	19	19	19	19	19
<b>Total</b>	<b>705</b>	<b>705</b>	<b>705</b>	<b>705</b>	<b>705</b>
<b>UGB Land Surplus/Deficit (net acres)</b>					
Low Density*	-	-	328	293	293
Medium Density**	-	-	38	53	53
High Density	-	-	0	2	(8)
Manufactured Home Parks	-	-	45	40	40
Commercial/Mixed Use	-	-	19	19	19
<b>Total</b>	<b>498</b>	<b>412</b>	<b>430</b>	<b>408</b>	<b>397</b>
<b>Adequacy of UGB to meet housing need</b>	adequate	adequate	adequate	adequate	adequate

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

\*\*\* reflects 3% of total potential redevelopment properties, per St. Helens Buildable Land Inventory, March 2019.

Source: FCS based on previous tables.

### Appendix A

**Table A**

**St. Helens Population & Housing: Baseline 20-Year Forecast**

**Population Forecasts**

	2017	2020	2025	2030	2035
Columbia County	51,500	53,212	56,048	60,716	94,765
St. Helens UGB	15,371	15,839	16,757	18,641	18,359
Oregon	4,141,100	4,252,100	4,516,200	4,768,000	4,995,200

Source: Portland State University Population Research Center

Forecasts of Oregon's County Populations and Components of Change, 2010-2050.

Compiled by FCS Group. AGR = average annual growth rate.

	Estimate		Forecast		Proj. Change
	2017	2019	2030	2039	20 Years
St. Helens UGB	15,371	15,693	18,641	19,310	3,617
Columbia County	51,500	52,225	60,716	61,902	9,677

Source: Portland State University Population Research Center; interpolated by FCS GROUP.

Forecasts of Oregon's County Populations and Components of Change, 2017-2068.

Compiled by FCS Group. AGR = average annual growth rate.

**Table B**

**Demographics, St. Helens and Columbia County, 2013-2017**

	St. Helens	Columbia County
Total population	13,169	49,645
Group quarters population	332	428
share of population in group quarters	2.5%	0.9%
Total households	4,798	18,941
Average household size	2.68	2.60

Source: 2013-2017 American Community Survey (Tables DP04, DP03, DP05, S1101 & B26001)

**Table C**

**City of St. Helens Housing Inventory (2012 - 2017)**

	2012 ACS	2017 ACS
Owner Occupied	3,490	3,318
Renter Occupied	2,595	2,739
Vacant	484	706
<b>Total</b>	<b>6,569</b>	<b>6,763</b>
Owner Occupied %	57.4%	54.8%
Renter Occupied %	42.6%	45.2%
<b>Total</b>	<b>100.0%</b>	<b>100.0%</b>
Vacant Dwellings %	7.4%	10.4%
Single-Family Detached	3,780	3,645
Townhome/Plexes	727	902
Multifamily	440	622
Mobile Home	176	147
<b>Total</b>	<b>5,123</b>	<b>5,316</b>

Source: U.S. Census Bureau, and American Community Survey

2013 to 2017 (Tables DP04, B25077 and B25064).

**Table C**  
**20-year Dwelling Unit Demand, Baseline Forecast, St. Helens UGB**

	Owner-Occupied Dwelling Units	Renter-Occupied Dwelling Units	Vacant Units	All Dwelling Units	Projected 20-year Change (Units)
Housing Tenure Distribution:	55.1%	36.7%	8.2%	100.0%	1,433
<b>Housing Unit/Type Distribution</b>					
Single Family Detached	92%	30%	67%	67%	959
Townhomes / Plexes	3%	38%	17%	17%	245
Multi family (5+ units)	0%	32%	13%	13%	183
Mfg. home/other	5%	1%	3%	3%	46
<b>Total Housing Units</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>1,433</b>
Group quarters (single room occupancy)					37
<b>Grand Total</b>					<b>1,470</b>

Source: St. Helens Housing Needs Forecast Memorandum, FCS GROUP

**Table D**  
**St. Helens Rental Housing Gap Analysis, 2017**

Income Range	Affordable Monthly Rent Costs *	Renter-Occupied Households	Estimated Available Rental Units	Gap or Surplus	Pent Up Demand	Capture Rate for Analysis	Pent Up Housing Demand
\$75,000 or more:	\$1,875	153	124	(29)	(53)	market rate gap	40
\$50,000 to \$74,999:	\$1,250-\$1,875	232	208	(24)			
\$35,000 to \$49,999:	\$875-\$1,250	370	571	201			
\$20,000 to \$34,999:	\$500-\$875	562	793	231			
Less than \$20,000:	Less than \$500	529	212	(317)	(335)	subsidized housing	111
Zero or negative income	Requires Subsidy	61	43	(18)			
<b>Total</b>		<b>1,907</b>	<b>1,950</b>	<b>43</b>	<b>(388)</b>		<b>150</b>

Source: St. Helens Housing Needs Forecast Memorandum, FCS GROUP

\* Calculated as 30% of income range based on HUD guidelines

Appendix B

Table 1: Housing Mix/Density Safe Harbors

A. Coordinated 20- Year Population Forecast	B. Housing Density Safe Harbor Numbers are in Dwelling Units (DU) per net buildable acre	C. Housing Mix Safe Harbor (Percentage of DU that Must be <i>Allowed</i> by zoning)		
		Low Density Residential	Medium Density Residential	High Density Residential
Less than 2,500	<ul style="list-style-type: none"> <li>Required Overall Minimum: 3</li> <li>Assume for UGB Analysis: 4</li> <li>Zone to Allow: 6</li> </ul>	70%	20%	10%
2,501 – 10,000	<ul style="list-style-type: none"> <li>Required Overall Minimum: 4</li> <li>Assume for UGB Analysis: 6</li> <li>Zone to Allow: 8</li> </ul>	60%	20%	20%
10,001 – 25,000	<ul style="list-style-type: none"> <li>Required Overall Minimum: 5</li> <li>Assume for UGB Analysis: 7</li> <li>Zone to Allow: 9</li> </ul>	55%	25%	20%
More than 25,000 but not subject to ORS 197.296	<ul style="list-style-type: none"> <li>Required Overall Minimum: 6</li> <li>Assume for UGB Analysis: 8</li> <li>Zone to Allow: 10</li> </ul>	50%	25%	25%

- **Low Density Residential:** A residential zone that *allows* detached single family and manufactured homes and other needed housing types on individual lots in the density range of 2-6 units per net buildable acre (DU/NBA). The specified mix percentage is a maximum; a local government may allow a lower percentage.
- **Medium Density Residential:** A residential zone that *allows* attached single family housing, manufactured dwelling parks and other needed housing types in the density range of 6-12 units per net buildable acre. The specified mix percentage is a minimum; a local government may allow a higher percentage.
- **High Density Residential:** A residential zone that *allows* multiple family housing and other needed housing types in the density range of 12-40 units per net buildable acre. The specified mix percentage is a minimum; a local government may allow a higher percentage.
- **More than 25,000 but not subject to ORS 197.296:** The current population estimate for the city is less than 25,000 but the 20-year population forecast for the UGB is 25,000 or more. This safe harbor is not available for a jurisdiction subject to ORS 197.296 at the time of a UGB amendment.

## Appendix C

**Table 3: Methodology to Calculate Housing Mix for the  
“Incremental Housing Mix Safe Harbor” in OAR 660-024-0040(8)(i)**

**Example 1:** The developed housing mix in the UGB currently consists of 93% Low Density, 6% Medium Density and 1% High Density.

**Step 1:**  $5\% + 1\% = 6\%$  High Density Residential

**Step 2:**  $10\% + 6\% = 16\%$  Medium Density Residential

**Step 3:** Total for Medium and High Density:  $6\% + 16\% = 22\%$  Medium and High Density Residential\*

**Step 4:**  $100\% - 22\% = 78\%$  Low Density Residential

Under the Alternative Housing Mix **safe harbor** in OAR 660-024-0040(8)(i), buildable land in the UGB must be Zoned to Allow:

**Safe Harbor Housing Mix** = 78% Low Density, 16% Medium Density and 6% High Density.

**Example 2:** The developed housing mix in the UGB currently consists of 91% Low Density, 9% Medium Density and 0% High Density

**Step 1:**  $5\% + 0\% = 5\%$  High Density Residential

**Step 2:**  $10\% + 9\% = 19\%$  Medium Density Residential

**Step 3:** Total for Medium and High Density:  $5\% + 19\% = 24\%$  Medium and High Density Residential\*

**Step 4:**  $100\% - 24\% = 76\%$  Low Density Residential

Under the Alternative Housing Mix **Safe Harbor** in OAR 660-024-0040(8)(i), buildable land in the UGB must be Zoned to Allow:

**Safe Harbor Housing Mix** = 76% Low Density, 19% Medium Density and 5% High Density.

\* If current housing mix has two tiers instead of three (for example, Low Density Residential and Medium-High Density, or Single-Family and Multi-Family), apply the “Low Density Residential” safe harbor percentage for Low Density Residential or Single-Family, and apply the combined “Medium Density” and “High Density” safe harbor percentages of 10% and 5%, or 15%, to Medium-High Density or Multi-Family.

### Appendix D

St. Helens Land Use Plan Designations and Allowable Development Assumptions						
Generalized Plan Designation	City Zoning	UGB		Dwelling Units/Acre	Min Density (DU/acre)	Max Density (DU/ acre)
Low	R-10		Suburban Residential	Min lot size: SFD 10,000 sq ft	n/a	3.5
Low	R-7	SR, RSUR	Moderate Residential	Minlot size: SFD 7,000 sq ft, Duplex 10,000 sq ft	n/a	7.0
Med	R-5	GR, UGR, MHR,	General Residential	Min lot size: SFD 5,000 sq ft, SFA 2,500 sq ft, Duplex 5,800 sq ft, Multi 5,800 sq ft for first two	n/a	14.5
Med	MHR	UMHR	Mobile Home Residential	Same as R5	n/a	14.5
High	AR	UMFR	Apartment Residential	Min lot size: SFD 3,050 sq ft, SFA 1,600 sq ft, Duplex 5,000 sq ft, Multi 5,000 sq ft for first two units + 1,500 sq ft for each unit above two	n/a	23.4
Comm/Mixed	MU		Mixed Use	See notes	n/a	23.4
Comm/Mixed	GC		General Commercial	See notes	n/a	23.4
Comm/Mixed	RD:Ma	GC, UGC, HC, UHC	Riverfront District: Marina	See notes	n/a	23.4
Comm/Mixed	RD:P		Riverfront District: Plaza	Units based on ea. 500 sq ft of non-residential	n/a	n/a
Comm/Mixed	RD: Mi		Riverfront District: Mill	No maximum density	n/a	n/a
Comm/Mixed	HBD		Houlton Business District	See notes	n/a	23.4
Comm/Mixed	HC		Highway Commercial	No density listed in HC zone	n/a	n/a
	Key					
	P = Permitted					
	PS = Permitted With Standards					
	C = Conditional					
	N = Not Permitted					

Generalized Plan Designation	City Zoning	UGB	Notes
Low	R-10		Structures and buildings shall not occupy more than 35% of lot area
Low	R-7	SR, RSUR	Structures and buildings shall not occupy more than 35% of lot area
Med	R-5	GR, UGR, MHR, UMHR	Buildings and structures shall not occupy more than 35 percent of the lot area except for single attached and multidwelling units, which can be Same standards as R5, except for Manufactured Home Parks. Only zone that allows MH Parks.
Med	MHR		
High	AR	UMFR	Buildings and structures shall not occupy more than 50 percent of the lot area
Comm/Mixed	MU	GC, UGC, HC, UHC	SFD, SFA and Plexes require R5 standards; Multi requires AR standards
Comm/Mixed	GC		Multi requires AR standards
Comm/Mixed	RD:Ma		Multi requires AR standards; units abover permitted uses are P
Comm/Mixed	RD:P		No ground level residential use; SFD and associated ADUs possible for official histooric structures
Comm/Mixed	RD: Mi		There is no minimum lot size requirement. Lots or parcels shall be of sufficient size to accommodate all applicable development standards for intended or potential land uses.
Comm/Mixed	HBD		SFD, SFA and Plexes require R5 standards; Multi requires AR standards
Comm/Mixed	HC		Maximum lot coverage including all impervious surfaces shall be 90 percent. Dwellings only allowed above ground floor.



# Section V. ADVISORY COMMITTEE AND PUBLIC INPUT

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The St. Helens Housing Needs Analysis included opportunities for participation throughout the planning process.

The community participation process is designed to meet the following objectives:

- Provide a forum to share, develop and refine useful information and data.
- Ensure a shared understanding of current conditions, issues, concerns and opportunities.
- Provide avenues for the public, applicable committees, and supporting agencies to be involved.
- Build support for eventual adoption and implementation.

## Public and Stakeholder Engagement Activities

### **Project Advisory Committee**

The HNA Project Advisory Committee (PAC) for the St. Helens HNA included the City Planning Commission.

The PAC was charged with providing recommendations on key project issues and decisions, helping shape policy options, guiding stakeholder and community engagement strategies, acting as liaisons to specific constituencies or groups, hosting public events and encouraging community members to participate in the process. The PAC met (3) times during the course of the project.

During each meeting the HNA consultant presented and discussed interim findings, and received input and direction from the PAC and the public.

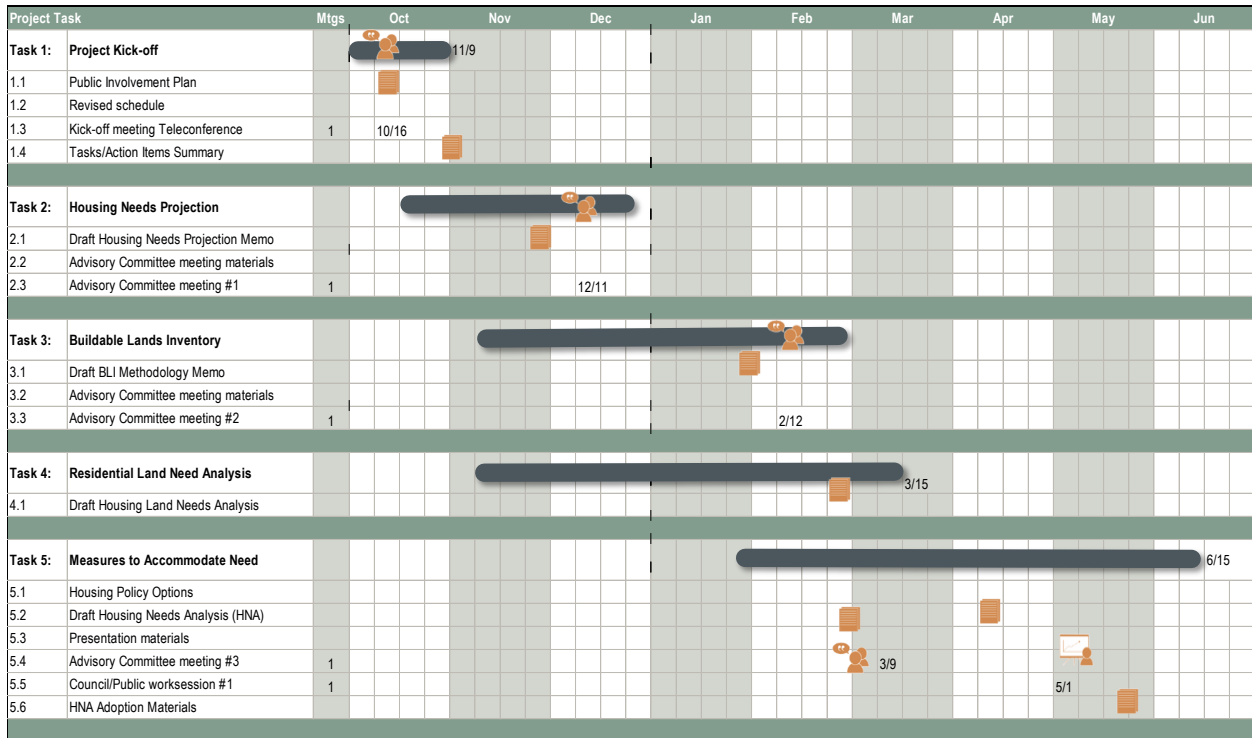
HNA PAC/Planning Commission meetings were open to the public and were promoted with an ad in local newspapers, social media posts, and a press release sent to media outlets in the area.

The overall HNA planning process and work schedule is shown below.

### **City Council and Public Meeting**

The HNA will also be discussed with the St. Helens City Council in a meeting open to the public.

St. Helens Housing Needs Analysis, Project Schedule



## ADVISORY COMMITTEE MEETING NO. 1

### Meeting Notes

The initial St. Helens Housing Needs Analysis (HNA) Advisory Committee (AC) meeting was held on December 12 at the City of St. Helens, City Hall Council Chambers at 6 p.m. The meeting agenda, meeting sign-in sheet and Powerpoint presentation are attached, and an audio recording of this meeting is on file at the City of St. Helens.

- City Planner Jacob Graichen provided a brief introduction of the HNA and House Bill 4006 process. He informed the attendees that the study is being funded by Oregon Department of Land Conservation and Development (DLCD) in part because the current level of severely rent burdened households in the City.
- Todd Chase, FCS GROUP provided a summary of the overall project schedule, list of tasks/action items, and project background. Todd noted that the St. Helens Planning Commission would be acting as the Advisory Committee for the HNA process.
- Tim Wood, FCS GROUP summarized the findings from the Task 2 Housing Needs Projections using supporting tabular materials from the Task 2 memorandum and Powerpoint presentation.
- Todd noted that the draft baseline housing needs forecast summarized in the December 10, 2018 Memorandum assumes the need for 1,398 net new housing units (plus additional group quarters housing to house approximately 92 people) over the next 20 years.
- Todd noted that additional housing need forecast scenarios could be developed to take into account pent up demand or local objectives to support targeted development types (such as apartments or manufactured housing parks). Such scenarios should be included as part of the Task 4 Residential Land Needs forecast discussion.

### Advisory Committee Discussion for the HNA

Todd requested input or questions from the Housing Advisory Committee:

- Chair Hubbard asked why townhomes and plexes were considered separately from multifamily dwelling units. Todd responded that the U.S. Census separates housing by type in part because the structural and building/fire code requirements for single family attached units (2 to 4 units per structure) is different than for multifamily units with 5 or more units per structure; and that both types of housing appeal to different households at varying price and density levels.
- Commissioner Stenberg commented that there are few options for senior housing in St. Helens and requested that FCS GROUP keep that in mind as they go forward in the analysis. Todd commented that there could be a housing scenario where additional senior housing developments are added to the baseline scenario.

### Public Input for the HNA

Todd Chase requested input or questions from the public about the HNA; and Jennifer Dimsho added that members of the public that do not wish to speak can fill out a comment card if they so choose. A summary of public input received included:

- Rudy Johnson (local resident) noted that she has observed over time that good paying jobs have been replaced by low paying service jobs in the local area, and that may be a reason why income levels are low and poverty rates are high in St. Helens. She also indicated that low income apartment rents doubled after remodels. Councilor Ginny Carlson noted that some workforce housing/apartments were converted to (Northwest Oregon Housing Authority (NOHA) affordable housing, which bumped rents up to the minimum NOHA rates, citing rent increases from \$890 to \$1,290 for same size units.
- Michelle Brooks (local resident) asked about the ability of the HNA to address “tiny homes.” Graichen responded by indicating that the City is considering a new provision in the zoning code that would allow “cottage homes” and that the City is committed to accommodating a wide variety of housing. Graichen also noted that the City recently adopted a new Auxiliary Dwelling Unit (ADU) provision that makes providing ADUs easier than in the past.
- Rich Bailey (local builder and contractor) commented about the high cost of housing construction. He indicated that a combination of increasing construction costs, permitting costs, fees, SDCs and unique environmental factors (i.e., hard rock, wetlands) are driving up the cost of creating buildable lots in the City to about \$200,000 or more per lot. Bailey requested that the City utilize this process to consider ways to lower development costs, such as revising wetland mitigation requirements, changing zoning to allow more townhomes, and lowering or deferring or waiving SDCs for affordable housing developments. Bailey also indicated that the availability of vacant buildable lots is scarce in the City once you take into account development constraints.
- Shauna Stroup-Harrison (local resident and realtor) expressed concern over the demand now created by “Portland residents” that are moving to exurbs like St. Helens in search of more affordable single family housing. She noted that the state’s requirement to accommodate 20 years of housing demand will result in thousands of people moving to St. Helens and that would lead to reduced quality of life for everyone here as it would place significant demand on scarce resources. She indicated that grocery stores and CC Rider transit service, in particular, is inadequate. She asked if the City-owned Millard Road property would be considered in the HNA. Graichen said this process will help inform the future zoning of the property.
- Associate Planner Jenny Dimsho noted that there were comment cards near the sign in sheet if anyone preferred to provide written testimony.

### Next Steps for the HNA

Todd indicated that this input will help the project team refine the draft baseline housing needs forecast scenario. At the next scheduled HNA Advisory Committee meeting on February 12, FCS GROUP will present the draft Buildable Land Inventory (Task 3) and begin to compare that with the draft Residential Land Needs findings (Task 4).

### HB 4006 Public Input

With the Planning Commission comments and public input addressed, the meeting transitioned into the HB 4006 meeting (opened by the Chair Russell Hubbard at 6:37 p.m.) regarding the causes and consequences of severe rent burdens within the City, the barrier to reducing rent burdens, and possible solutions. In addition to the issues noted above, this portion of the meeting provided opportunity for the public to share concerns and observations regarding severely rent burdened households. Comments proceeded as follows:

- Julia Jackson, Executive Director of Columbia Community Mental Health reported that since April 2017, there have been 206 clients that reported being transient or homeless. There are currently 150 clients that are transient or homeless in the local area. She noted that there are certainly more because they may be living with family and/or do not consider themselves homeless. She said 16 temporary housing shelter units are being constructed by Community Action Team, which will help, but does not come close to addressing the extent of the problem. She suggested that her organization would like to work with the City and other partners to provide transitional housing for those experiencing mental health issues. She noted that her organization has data to help understand the landscape of the mental health issues facing Columbia County and St. Helens, and that her organization owns land that could be developed for transitional/homeless and/or special needs housing. They are working on securing funding and will be meeting with Oregon Behavioral Health to discuss partnering.

**In addition to the in-person public comments received at the public open house, one comment was received via email (Exhibit A) and is hereby made part of the public record.**

With no additional public comments received, the HB 4006 public meeting was adjourned at 6:47 p.m.

## ADVISORY COMMITTEE MEETING NO. 2

The second St. Helens Housing Needs Analysis (HNA) Advisory Committee (AC) meeting was held on February 12, 2019 at City Hall at 6 p.m. A meeting attendance list and the Buildable Lands Inventory (BLI) Report and Presentation are on file with the City and uploaded to the [Project Website](#).

### **Buildable Land Inventory Methodology Overview:**

- Todd Chase provided summary of prior meeting (Task 2 Housing Needs Forecast) and HNA project overview.
- Tim Wood provided a BLI Presentation and an updated BLI Report. Tim noted overall findings that have not changed significantly from the prior draft, but the current report is intended to provide additional detail about the BLI requirements per Oregon Administrative Rules (OARs) and respond to city and Department of Land Conservation & Development (DLCD) staff comments received to date.
- The HNA AC indicated that they understood the BLI methodology and generally agreed with its findings. Commissioner Cohen asked if there is an ideal number of acres a City should have available for housing. He wondered if 700 acres of buildable land was too much or too little. Todd Chase said it depends on how quickly the City grows. If the City grows faster than it has in the past, then more land may be needed to accommodate needed housing. This HNA exercise should be repeated every ten years or so to see if the City is growing as expected.
- Commissioner Semling asked how far south the Urban Growth Boundary goes.
- There was a discussion about some of the larger parcels of vacant land identified on the BLI map.
- City staff noted that there may be subdivisions (i.e., Graystone Estates) that are now in predevelopment phases and asked whether they should be included in the BLI as vacant land. Todd recommended that all vacant land that existed as of December 31, 2018 should be included in the BLI since the forecast period includes 20 years (2019 to 2039) of growth.
- It was noted that the BLI does include the Riverfront property even though it is publicly owned because it is being planned for a mix of development which includes housing.
- City staff also noted that there are potentially one or two other properties that may need to be added to the BLI, which can be considered buildable residential land. City staff will provide FCS more details next week.
- City staff indicated there is a publicly-owned property (Millard Road property) that could be rezoned to accommodate housing in the future. It is currently zoned Public Lands. Todd and Tim recommended that the BLI be based on current zoning so if housing is prohibited that land would not typically be included in the BLI; however Todd noted redevelopment properties can be included in the BLI at the discretion of the City as long as they meet the BLI criteria and are not 100 percent constrained by the various factors included in the BLI

methodology. It was agreed to leave this property out of the BLI in order to help the City inform its re-zoning after the HNA is completed.

- No one from the audience testified about the BLI methodology presentation.
- The next HNA AC meeting is scheduled for March 12, 2019 at 6:00 p.m. before the regularly scheduled Planning Commission meeting in the Council Chambers. The agenda will focus on revised findings of Task 2 and Task 3 and reconciliation of St. Helens residential land demand and supply.

The meeting adjourned at 6:33 p.m.



## ADVISORY COMMITTEE MEETING NO. 3

The third St. Helens Housing Needs Analysis (HNA) Planning Commission (PC) advisory committee and public meeting was held on March 12, 2019 at City Hall at 6 p.m. A meeting attendance list and the Buildable Lands Inventory (BLI) Report and Presentation are on file with the City and uploaded to the [Project Website](#).

### Land Need Reconciliation Overview

Tim Wood, Project Consultant with FCS GROUP introduced the Planning Commission to the Land Need Reconciliation Table which he explained is the key takeaway from the Task 4 Residential Land Need Analysis. Wood explained that there were 5 methods considered, each of which showed St. Helens had adequate residential land except for high-density land, which St. Helens needs more of. The public and planning commission had questions including the following:

- A member of the public asked if the projected dwelling unit need was reflective of a given timeframe. Wood clarified that it was meant to represent demand over a 20-year timeframe.
- A Commission member noted that the land supply numbers had changed since the last time FCS GROUP had reported to the Planning Commission. Wood noted that City Staff had identified tax lots and land use categories which were overlooked in the initial buildable land inventory. He stated that those lands were subsequently added, shifting buildable acre figures slightly.
- A Commission member asked whether the buildable land inventory had considered steep basalt as a constraint given that it is difficult and expensive to build on. Wood clarified that steep slopes over 25% have been removed from the buildable land inventory, but specific types of rock or geologic profiles (over and above that which is reflected in the 25% slope layer) were not included as land development constraints.
- A Commission member asked if infrastructure had been considered. The Buildable Land Inventory methodology assumes that adequate public facilities can be functionally provided over the next 20 years for roads, sewer, and water systems for the buildable vacant land inventory within the current Urban Growth Boundary.
- A Commission member asked whether it makes sense to analyze land based on its zoned density given bills being considered at the Legislature which might outlaw single family zoning. Wood said that FCS GROUP recommends that cities do not count on the speculative passage of new bills and carry on with the HNA process assuming no changes to state law.

### Policy Consideration Overview:

The meeting transitioned to policy considerations that St. Helens might undertake to address some issues uncovered throughout the HNA process. The purpose of this discussion was to allow the Planning Commission to weigh in on whether the policies were feasible.

### Minimum Density Standard

This policy would require builders to obtain a certain unit per acre standard when developing a parcel. Jacob Graichen pointed out that typically, builders do build as many units as they can because they want to produce as many units as they can sell. Commissioners were reluctant to comment because there was not a specific density standard proposed. Additionally, there was a preference by one commissioner to allow developers to determine market-based development densities.

### Allowing Duplexes Outright

This policy suggestion was to allow duplexes by right in R-7 zoned land rather than being conditionally allowed as is current practice. Commissioners mostly voiced opposition to this policy consideration because it could be disruptive to neighborhood character and the current practice gives more oversight with regards to when a duplex is allowed. They observed that the current practice (allowing duplexes as a conditional use) works and that duplexes have been built under the existing regime.

### Reduce Parking Requirements for Multifamily Development

This policy recommendation would have allowed conditional reductions in the provision of parking required for multifamily developments in St. Helens. The developer would be required to fund a parking study showing that the impacts of a reduction in parking provided on sight would be negligible. Commissioners mostly voiced opposition to this policy proposal given that parking is an issue that animates local politics already and to allow for less parking would make the situation worse. Additionally, they observed that St. Helens is more auto-dependent than many communities which adopt such policies. Some Commissioners voiced support for such a policy closer to downtown St. Helens or the Houlton Business District but that proposal did not garner further support from the broader commission.

### Allow Cottage Clusters

This policy recommendation would call for St. Helens to draft and adopt rules allowing and regulating cottage clusters in the City. Essentially, these developments would consist of small homes on a single property. Commissioners had questions about specifics such as the average size of the homes and the density allowed for such developments. Mr. Graichen told Commissioners that specifics would be developed as the policy is written. Commissioners were broadly supportive of this recommendation.

### Increase Allowable Density for Annexing Properties

Currently, properties annexing from unincorporated Columbia County into St. Helens must meet certain criteria to achieve higher density zoning upon annexation (such as R-5 and Apartment Residential). This policy recommendation calls for St. Helens to examine those standards and consider relaxing them to provide higher density housing on the periphery of the city. Commission members noted that the existing regime worked and did allow higher density for annexing properties but there should be some oversight to ensure that such density would not disrupt the character of the surrounding residential areas.

The meeting adjourned at 7pm.

## CITY COUNCIL AND PUBLIC MEETING

The St. Helens Housing Needs Analysis (HNA) City Council & Public Forum was held on May 1, 2019 at City Hall at 6 p.m. A PowerPoint presentation is on file with the City and uploaded to the [Project Website](#). Formal minutes of the Public Forum will be uploaded to the City's Minutes Page once they are approved.

### HNA Project Overview

Todd Chase, Principal and Economist with FCS GROUP introduced the City Council to the concept of the HNA, the process, and the project schedule for the St. Helens project. The principal conclusions of the analysis performed by FCS GROUP are that St. Helens has adequate developable residential land within the UGB for the next 20 years. The HNA document will go before the Planning Commission and City Council for adoption into the Comprehensive Plan in 2019.. Despite the conclusion that there is adequate residential developable land, there are some changes to city policy governing housing that could help builders provide more affordable housing. The policies will be further discussed, refined, and adopted, likely in 2020. Policies under consideration by staff, Council, and the Planning Commission are outlined below:

#### Requiring a Minimum Density Standard

This policy would require builders to obtain a certain unit per acre standard when developing a parcel. Locally, builders typically do build as many units as they can because they want to produce as many units as they can sell but this could help provide more housing overall. When introduced to the Planning Commission, members were reluctant to comment because there was not a specific density standard proposed. Additionally, there was a preference by one commissioner to allow developers to determine market-based development densities. Among the City Council the reaction was similar, with members unwilling to change something that is not currently an issue.

#### Allowing Duplexes Outright

This policy suggestion was to allow duplexes by right in R7 zoned land rather than being conditionally allowed as is current practice. When this policy was introduced to the Planning Commission, members mostly voiced opposition to this policy consideration because it could be disruptive to neighborhood character and the current practice gives more oversight with regards to when a duplex is allowed. City Councilors, meanwhile, expressed similar reservations with some saying they would like to see it debated given that the current process to cite a duplex in R7 land is onerous and the protections to neighborhood character are somewhat inequitable.

#### Reducing Parking Requirements for Multifamily Development

This policy recommendation would allow conditional reductions in the provision of parking required for multifamily developments in St. Helens. The developer would be required to fund a parking study showing that the impacts of a reduction in parking provided on sight would be negligible. When introduced to the Planning Commission, members mostly voiced opposition to this policy proposal given that parking is an issue that animates local politics already and to allow for less parking would make the situation worse. City Councilors largely agreed with the conclusions of the Planning Commission.

### Allowing Cottage Clusters

This policy recommendation would call for St. Helens to draft and adopt rules allowing and regulating cottage clusters in the City. Essentially, these developments would consist of small homes on a single property. When introduced to the Planning Commission, members expressed support for such a policy, pending dimensions and specifications regarding design. The City Council referred to the proposal as a “slam dunk” saying they were eager to see it enacted.

### Increasing Density for Annexing Properties

Currently, properties annexing from unincorporated Columbia County into St. Helens must meet certain criteria to achieve higher density zoning upon annexation (such as R5 and Apartment Residential). This policy recommendation calls for St. Helens to examine those standards and consider relaxing them to provide higher density housing on the periphery of the city. When introduced to the Planning Commission, members noted that the existing regime worked and did allow higher density for annexing properties but there should be some oversight to ensure that such density would not disrupt the character of the surrounding residential areas. The City Council, in contrast, was supportive of such a suggestion, pending more specifics.

### Questions from City Council Members

City Council members were actively engaged throughout the meeting and asked several questions of FCS GROUP. Highlights are as follows:

- Councilor Morten asked if transportation facilities are factored in to the “buildability” of land analyzed. Mr. Chase responded that it was factored in along with other infrastructure considerations.
- Councilor Morten clarified the annexation process for the City.
- Mayor Scholl asked if the statewide need for affordable housing had been considered in this analysis. Mr. Chase responded that it was the impetus for the state funding the studies in the first place but otherwise, no. The analysis focused on St. Helens.
- Several councilors asked how challenging expanding the urban growth boundary (UGB) would be. Mr. Chase responded that such processes are very time consuming and that several instances had taken nearly a decade from start to finish.
- A member of the public, Shawna Stroup-Harrison, shared her concern that the recommendations would sacrifice the livability of St. Helens in the name of density and affordability. The Council assured her that the policies discussed at this meeting were merely recommendations made by FCS GROUP and that the Council would debate each policy before adoption.

The meeting adjourned at 7:18 pm.

## PUBLIC INPUT: HABITAT FOR HUMANITY



March 29, 2019

TO: Jennifer Dimsho & Jacob Graichen, Planning Department, City of St. Helens; St. Helens Planning Commission; Mayor Rick Scholl and the St. Helens City Council

FROM: Jennifer Anderson, Executive Director, Columbia County Habitat for Humanity

RE: City of St. Helens Housing Needs Analysis

Thank you for the opportunity to provide input to your housing needs analysis. I attended the first and third public meetings. It was my intention to just gather information, but requests for input from Jennifer Dimsho and Ginny Carlson inspired this memo. I hope you will find this useful.

### High Density Housing

Working directly with applicants for Habitat houses gives me a window into the struggles of low-income families. Statistics are helpful, but do not tell the whole story. You may have more high-density housing than you realize. It is very common to have multiple family units living in a single family dwelling. Most applicants for Habitat houses complain about overcrowding. These applicant statements are typical:

"I have three children and one grandchild living with us. I sleep on the couch and my husband sleeps on the floor."

"There are ten of us living in my grandmother's house. My family of five including the baby live in one bedroom. We have one bathroom and the septic system is not keeping up."

"My family sleeps on air mattresses in my parent's living room."

We have high density housing. The question is: "How can the city provide high-density housing that promotes human dignity."

### Under-Utilized Housing

Another demographic we encounter through our home repair and ramp building efforts are elderly widows. Almost all of them are living in houses by themselves and cannot afford to move. They do not have the income, skill or physical capability to maintain the home. Most likely by the time they pass on, the home will be unsalvageable or in need of extensive rehabilitation causing it to remain on the market for a long time. Low cost senior housing is needed in St. Helens and could possibly free up some single family homes.

### Cottage Clusters

I was very happy to hear the planning commission enthusiastic about cottage clusters. We would love to build a cottage cluster modeled on plans that have a common green space in the center and parking on the perimeter. It is a more efficient use of land and still has the feel and appeal of single family homes. An additional idea that may work well with this is a community land trust.

### Community Land Trusts

I have attended several conferences with presentations given by Proud Ground. They manage Community Land Trust to preserve "permanent affordability." The idea is to sell houses without the cost of land included. When the homeowner sells the home they are required to sell to another low income person/family. The



seller retains a portion of the appreciated value and the rest goes back to the managing trust. The executive director of Proud Ground offered to come to St. Helens to give a presentation on community land trusts. Combining a community land trust with a cottage cluster would provide homeownership opportunities to very low income people.

#### **Duplexes**

Columbia County Habitat for Humanity supports the building of more duplexes. Replacing one higher priced unit with two more affordable homes seems like an obvious win. I was surprised the planning commission was reluctant to add more duplexes to the mix of housing for St. Helens. There is a trend toward smaller family units. There may be more of a need for duplexes in the future.

#### **Mobile Home Parks**

Mobile homes do provide a lower price point for people wanting to buy a home. However, mobile homes depreciate over time and therefore do not allow families to build wealth. Many mobile homes in the County are in poor condition with no gutters, leaking roofs, mold and rot. The disposal of these homes is very expensive leaving the family no choice but to patch up what they can. Mobile homes do not hold up well in this climate. I visited an owner of a mobile home in Clatskanie. The home had large holes in the siding with insulation actually falling out. The floor was sagging and it was obvious the home was a total loss. The cost of removal would have been close to \$10,000.

#### **Additional thoughts**

At the housing needs analysis meetings, members of the planning commission when presented with a recommendation from the consultants agreed to "decide on a case-by-case basis." There may be some reluctance to alter code without knowing what the full impact of those decisions might be. From a developer standpoint, delays in construction cost money. Adding additional meetings, fees, etc. to the approval process will increase the cost and therefore the price of the homes.

#### **The other side of the equation.**

Since affordable housing is defined as a percentage of gross income, increasing area wages is also a tactic for addressing affordable housing. A strong tourism industry generates more service jobs that typically pay less than other types of employment. The Employment and Industry Growth Chart from OR Housing and Community Services Data sheet (attached) shows a 26 percent increase in lower paying "leisure, hospitality industry" jobs and a significant reduction in higher paying jobs in a variety of industries. In my position, I have the opportunity to network regularly with Executive Directors at other Habitat for Humanity affiliates in Oregon and Washington. It is noteworthy that there are real challenges to providing affordable housing in areas with strong tourism because of they tend to have higher property values and a large number of low-paying service jobs.

Thank you again for the opportunity to participate in this process.

In partnership,



Jennifer Anderson  
Executive Director  
Columbia County Habitat for Humanity

habitat@opusnet.com  
503-366-1400 x2

## Section VI. GLOSSARY

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**Accessory Dwelling Unit (ADU):** A small living space located on the same lot as a single-family house.

**Buildable Lands Inventory (BLI):** An assessment of the capacity of land within the city's Urban Growth Boundary to accommodate forecasted housing and employment needs.

**Buildable Residential Land:** Includes land that is designated for residential development that is vacant and part-vacant and not constrained by existing buildings or environmental issues.

**Constrained land:** Land that is unavailable for future net new residential development based on one or more factors, such as environmental protections, public lands, floodplains, or steep slopes.

**Cost Burdened:** Defined by US Department of Housing and Urban Development (HUD) as households who spend over 30% of their income on housing.

**Cottages:** Small, single-level, detached units, often on their own lots and sometimes clustered around pockets of shared open space. A cottage is typically under 1,000 square feet in footprint.

**Density:** Defined by the number of housing units on one acre of land.

**Development density:** Expected number of dwelling units (per acre) based on current zoning designations.

**Family:** A group two or more people (one of whom is the householder) related by birth, marriage, or adoption and residing together.

**High Density:** Lots with the average density of 12+ dwelling units per acre. Best suited for multifamily housing such as apartments and condos.

**Housing Needs Analysis (HNA):** The Housing Needs Analysis consists of four distinct reports that analyze the state of housing supply, housing affordability issues and the City's ability to meet projected housing demand going into 2040.

**Housing Unit (or Dwelling Unit):** A house, an apartment or other group of rooms, or a single room is regarded as a housing unit when it is occupied or intended for occupancy as separate living quarters; that is, when the occupants do not live and eat with any other person in the structure and there is direct access from the outside or common hall.

**Household:** Consists of all people that occupy a housing unit.

**HUD:** Acronym for US Department of Housing and Urban Development, the federal agency dedicated to strengthening and supporting the housing market.

**Low Density:** Lots with the average density of 3-4 dwelling units per acre. Best suited for family housing such as single family detached homes.

**Manufactured Housing:** is a type of prefabricated home that is largely assembled of site and then transported to sites of use. The definition of the term in the United States is regulated by federal law (Code of Federal Regulations, 24 CFR 3280): "Manufactured homes are built as dwelling units of at least 320 square feet in size, usually with a permanent chassis to assure the initial and continued



transportability of the home. The requirement to have a wheeled chassis permanently attached differentiates "manufactured housing" from other types of prefabricated homes, such as modular homes.

**Manufactured Home Park (or manufactured home park):** a local zoning designation that is specifically intended to address demand for this housing type. OAR chapter 813, division 007 is adopted to implement section 9, chapter 816, Oregon Laws 2009, and sections 2, 3 and 4, chapter 619, Oregon Laws 2005, as amended by sections 10 to 12, chapter 816, Oregon Laws 2009, and sections 19, and 21, chapter 503, Oregon Laws 2011 for the purpose of regulating manufactured dwelling parks.

**Median Family Income (MFI):** The median sum of the income of all family members 15 years and older living in the household. Families are groups of two or more people (one of whom is the householder) related by birth, marriage, or adoption and residing together; all such people (including related subfamily members) are considered as members of one family.

**Medium Density:** Lots with the average density of 6-12 dwelling units per acre. Best suited for small lot housing such as single family attached, townhomes, plexes and cottages.

**Mixed Use:** Characterized as two or more residential, commercial, cultural, institutional, and/or industrial uses into one combined building or building(s) on the same parcel of land.

**Multi-Family Housing:** Stacked flats in a single buildings or groups of buildings on a single lot. Parking is shared, and entrance to units is typically accessed through a shared lobby.

**Oregon Administrative Rules (OAR):** Administrative Rules are created by most agencies and some boards and commissions to implement and interpret their statutory authority (ORS 183.310(9)). Agencies may adopt, amend, repeal or renumber rules, permanently or temporarily. Every OAR uses the same numbering sequence of a three-digit chapter number followed by a three-digit division number and a four-digit rule number. For example, Oregon Administrative Rules, chapter 166, division 500, rule 0020 is cited as OAR 166-500-0020. (oregon.gov)

**Part-vacant land:** Unconstrained land that has some existing development, but can be subdivided to allow for additional residential development.

**Plexes and Apartments:** Multiple units inside one structure on a single lot. Usually each unit has its own entry.

**Seasonal dwellings:** These units are intended by the owner to be occupied during only certain seasons of the year. They are not anyone's usual residence. A seasonal unit may be used in more than one season; for example, for both summer and winter sports. Published counts of seasonal units also include housing units held for occupancy by migratory farm workers. While not currently intended for year-round use, most seasonal units could be used year-round.

**Severely Cost Burdened:** Defined US Department of Housing and Urban Development (HUD) as households who spend over 50% of their income on housing.

**Single Family Attached:** Dwelling units that are duplexes without a subdividing property line between the two to four housing units. "Attached" duplexes require a single building permit for both dwelling units. The "attached" units would be addressed with one numerical street address for the overall structure with separate alpha-numeric unit numbers for each dwelling.

**Single Family Detached:** Free standing residential building, unattached, containing separate bathing, kitchen, sanitary, and sleeping facilities designed to be occupied by not more than one family, not including manufactured and mobile homes.

**Townhome (also known as duplexes, rowhouse, etc.):** Attached housing units, each on a separate lot, and each with its own entry from a public or shared street or common area.

**Urban Growth Boundary (UGB):** Under Oregon law, each of the state's cities and metropolitan areas has created an urban growth boundary around its perimeter – a land use planning line to control urban expansion onto farm and forest lands.

**Vacant housing unit:** A housing unit is vacant if no one is living in it at the time of enumeration, unless its occupants are only temporarily absent. Units temporarily occupied at the time of enumeration entirely by people who have a usual residence elsewhere are also classified as vacant.

**Vacant land:** Vacant and part-vacant land identified within the local buildable land inventory that is not developed and unconstrained for future planned residential development.

**CITY OF ST. HELENS PLANNING DEPARTMENT  
STAFF REPORT  
Conditional Use Permit CUP.2.19**

**DATE:** July 2, 2019  
**TO:** Planning Commission  
**FROM:** Jacob A. Graichen, AICP, City Planner  
 Jennifer Dimsho, Associate Planner

**APPLICANT:** Wilian Lopez-Romero  
**OWNER:** 1771 Columbia Blvd. LLC

**ZONING:** Houlton Business District (HBD) and General Commercial (GC)  
**LOCATION:** 1771 Columbia Boulevard  
**PROPOSAL:** Establish religious assembly in an existing commercial building

The 120-day rule (ORS 227.178) for final action for this land use decision is **October 11, 2019**.

**SITE INFORMATION / BACKGROUND**

The site is developed with an existing building, improved parking area, landscaping (along the site's perimeter, along or within public rights-of-way) and a fenced enclosed area, which encompasses most of the site.

This site was a long time location for Portland General Electric Co. which vacated the site at some point. In 2007 a Conditional Use Permit (file CUP.5.07) was approved by the Planning Commission to site a RV storage lot, fleet storage lot, RV sales and equipment facility, boat storage lot, equipment and supplies facility, and minor RV repairs. In 2008 a minor modification (SDRm.3.08) was approved by the Planning Administrator to allow the outdoor RV and Boat storage (carried over from CUP.5.07) but with the entire building used for general retail.

This is how the site had been used until the retail operation ceased. Sometime after the retail operation ceased, a Conditional Use Permit (CUP.1.15) was applied for and approved by the Planning Commission in May 2015. That CUP was to establish an upholstery service business. That business moved, leaving the building vacant once again. In 2015, CUP.6.15 was approved and appealed (AP.1.16) to establish an indoor nursery (marijuana) and office using the existing building and premises. That business concluded, leaving the site without a legal use again. In 2017, CUP.6.17/SDRm.7.17 was approved to establish an RV/automobile repair business in the existing building and the site. This also addressed associated outdoor storage. The minor Site Design Review (SDRm) portion approved a pawn shop and studio (assemble and package diamond tooling) in the front portion of the building. The RV/auto repair business in the rear of the building is still operating, but the front portion was never established leaving it vacant still. The front area is the location for the current proposal under Commission review.

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

(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 suite proposed for the uses is approximately 2,800 sq. ft. of the total 5,000 sq. ft. building. There is no evidence that this is not adequate area for the needs of the proposed uses, except for off street parking. **Parking is described further below but the overall issue is the use of what could be available off-street parking spaces for storage.**

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

**Finding(s):** The building may need work done in accordance with the Building and/or Fire Codes to accommodate the proposal. Any requirements of the Building Official and/or Fire Marshall shall be met.

Otherwise, there is no evidence to the contrary except for off-street parking issues. **Parking is described further below but the overall issue is the use of what could be available off-street parking spaces for storage.**

**(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, particularly given that the commercial complex is already developed and being served by public facilities.

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

**Finding(s):** “Religious assembly” is listed as a conditionally permitted use in the HBD and GC zone.

The HBD zone allows a credit of on-street parking to meet the off-street parking requirements per Chapter 17.80. This is relevant for the off-street parking analysis below. *Note that the GC zone does not provide for this credit.*

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

**Finding(s): With regards to signs,** any new sign or modified sign shall require a sign permit per Chapter 17.88 SHMC. There is an existing sign attached to and projecting from the building along Columbia Blvd. In addition, the RV/auto repair business in the rear of the building has an existing wall sign. There are no freestanding signs on the property.

There are multiple signs on the fence that surrounds most of the property. Pursuant to SHMC 17.88.030(8), signs attached to fencing is prohibited. Further, the signs express a use that is not

allowed on the HBD and GC zones: outdoor storage as a principal use. This use issue is described further below.



*Multiple signs on the fence suggest a use that is not allowed in the zoning district this property resides in.*

*Further, signs on fencing is prohibited per the City's sign ordinance.*

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

**With regards to off-street parking**, there are about four (4) off-street spaces on the site (including 1 ADA space) and outside the fenced area that can be considered associated with the front portion of the building. These spaces are accessed via 18<sup>th</sup> Street.

On-street parking for the portion of the subject property zoned \*HBD is as follows:

- Along Columbia Blvd: 8 parallel spaces
- Along S. 17<sup>th</sup> Street: Approximately 6 perpendicular parking spaces

*\*This is important as the site has two zonings: HBD and GC and only the HBD zone allows on-street parking to be included in the required minimum off-street parking calculation.*

Religious assembly requires one space for every 50 sq. ft. of assembly area. The proposed sanctuary totals approximately 1,450 square feet, which means 29 spaces are needed. 18 spaces are provided, which means 11 more off-street spaces must be provided. In addition, three lockable bike parking spaces are required (10% of the spaces required).

It appears there is room in the abutting storage area to provide the needed off-street parking spaces, but alteration to the fencing and access may be needed to ensure the parking is open and available at any time for the proposed use. A parking plan for providing these additional 11 off-street parking spaces and three lockable bike parking spaces shall be required prior to building permit issuance and/or development.

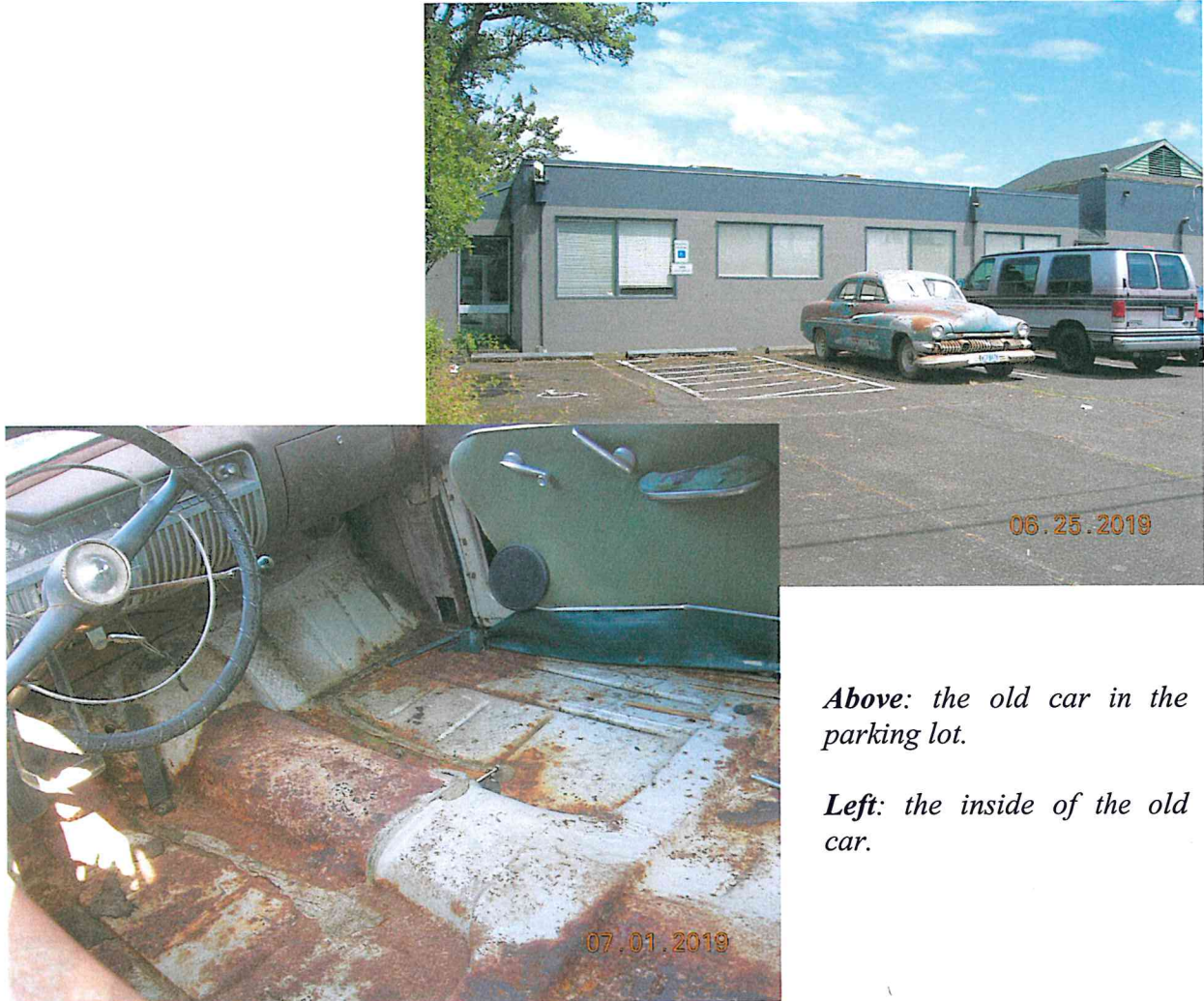
It is important to note SHMC 17.80.020(11), which reads:



Required parking spaces shall:

- (a) Be available for the parking of operable passenger automobiles of residents, customers, patrons, and employees only;
- (b) Not be used for storage of vehicles or materials or for the parking of trucks used in conducting the business or use; and
- (c) Not be rented, leased, or assigned to any other person or organization.

In the parking area access via 18<sup>th</sup> Street, there is an old model car that has been places there for months. Given its bare interior and for sale sign, this conflicts with the above provision.



*Above: the old car in the parking lot.*

*Left: the inside of the old car.*

Further, viewing the site from above, its clear that that the outdoor storage encompasses most of the fenced area.



*Given SHMC 17.80.020(11), there is no off-street parking within the fenced area because it's being used for other purposes, with little room to spare.*

**Outdoor storage.** This is within a fenced area that encompasses much of the site. Storage as a principal use is not allowed in the HBD and GC zoning districts. This was the case prior to the 2007 Conditional Use Permit described in the Site Information/Background Section above.

Outdoor storage is acceptable if part of the automotive repair business, but not as a principal use unto itself (i.e., storage business). Outdoor storage as part of the automotive repair business was approved by CUP.6.17/SDRm.7.17.

The issue this causes for the current proposal is how much area that use takes up that could alleviate the off-street parking deficiency. *Can these two business fit on this property?*

**With regards to refuse screening, if stored outside, screening of refuse containers or refuse collection area is required.** The proposed use may not produce enough trash to warrant a dumpster, but if it is anticipated, a trash enclosure area could be located within the existing fenced area. If not, specific plans as to screening shall be provided to the City prior to installation.

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

**Discussion:** The Comprehensive Plan designation of the portion of the property being used as outdoor storage is General Commercial. A policy of this designation per SHMC 19.12.070(2)(f) reads:



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

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

**Finding(s):** Storage as a principal use is not allowed in the HBD or GC zoning districts. This proposal complies with the applicable Comprehensive Plan policies, provided storage by itself is not allowed by this CUP.

\*\*\*

### **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.

**Findings:** The key thing is to discontinue advertising for outdoor storage as a principal use and a plan and improvements necessary to provide sufficient off-street parking for the proposed use, with clear demarcation as to what is storage associated with the automotive repair and parking that is accessible at all times for the proposed use.

### **CONCLUSION & RECOMMENDATION**

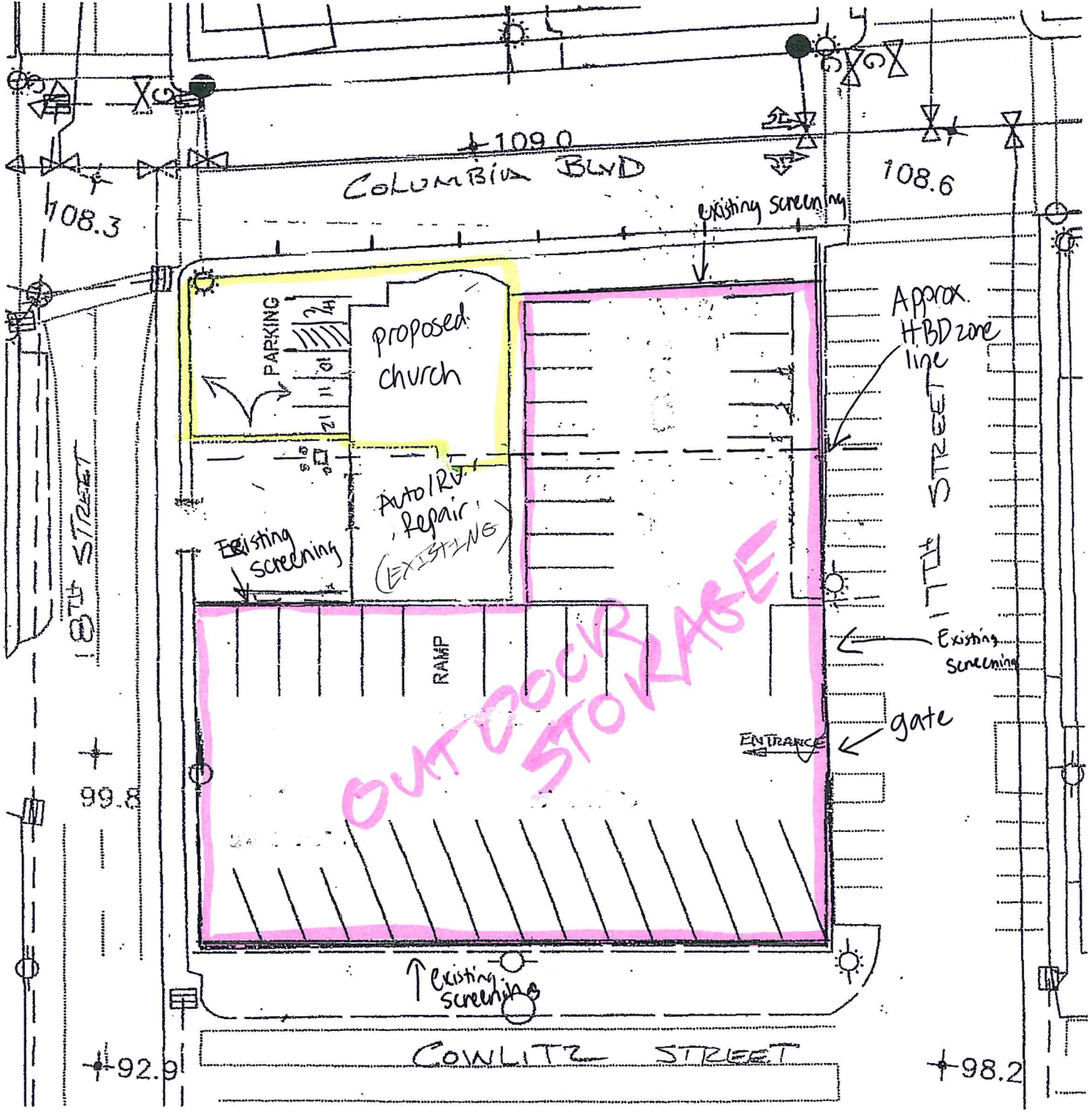
**Based upon the facts and findings herein, staff recommends approval of this Conditional Use Permit with the following conditions:**

1. This **Conditional Use Permit** approval is valid for a limited time (to establish the use) pursuant to SHMC 17.100.030. This Conditional Use Permit approval is valid for 1.5 years. A 1-year extension is possible but requires an application and fee. If the approval is not vested within the initial 1.5 year period or an extension (if approved), this is no longer valid and a new application would be required if the proposal is still desired. See SHMC 17.100.030.

2. **Prior to any development or building permit issuance**, a parking plan for 11 additional off-street parking spaces and three lockable bike parking spaces shall be required for City review and approval. Plan shall include the following:
  - a. Area must be separate from outdoor storage areas associated with the automotive repair business (note condition 7 below).
  - b. Area must be accessible at all times by users and not obstructed by a gate or fence.
  - c. Area must provide direct access to sidewalk without physical obstruction.
  - d. Area must be outside of fenced area.
  - e. The storage area is still required to be screened.
  - f. Access shall be from N. 17<sup>th</sup> Street, a local classified street.
  - g. No additional street access points shall be allowed. However, existing one may be moved provided new location complies with the Development Code.
  - h. Other provisions of the Development Code still apply.
  
3. The following shall be required prior to Certificate of Occupancy, final inspection (if no Certificate of Occupancy is required) by the City Building Official, or commencement of the proposal:
  - a. All signage installed on fencing shall be removed.
  - b. All off-street parking spaces approved for this proposal shall be cleared to comply with SHMC 17.80.020(11).
  - c. Parking improvements as addressed in condition 2 shall be completed.
  
4. Any refuse container or refuse collection area visible from a public street, parking lot, residential or commercial area, or any public facility (e.g., school or park) shall be screened or enclosed from view by a solid wood fence, masonry wall or evergreen hedge. If the trash area will not be located within the existing fenced “storage” area, plans as to screening shall be provided to the City prior to installation.
  
5. Compliance with Columbia River Fire & Rescue Fire Code concerns shall be required prior to Certificate of Occupancy the City Building Official.
  
6. Any new sign requires a sign permit prior to installation, pursuant to Chapter 17.88 SHMC.
  
7. Storage as an independent/principal land use on or within the subject property is not allowed in the GC or HBD zoning districts. This CUP all previous land use decisions as described herein are not legislative acts, which would be necessary to allow storage as a principal land use at this location.
  
8. Owner/applicant is still responsible to comply with the City Development Code (SHMC Title 17).

**Attachment:** *Building Plan, Site Plan, Site Zoning*

# 1771 Columbia Blvd. Site Plan





BUILDING DIAGRAM

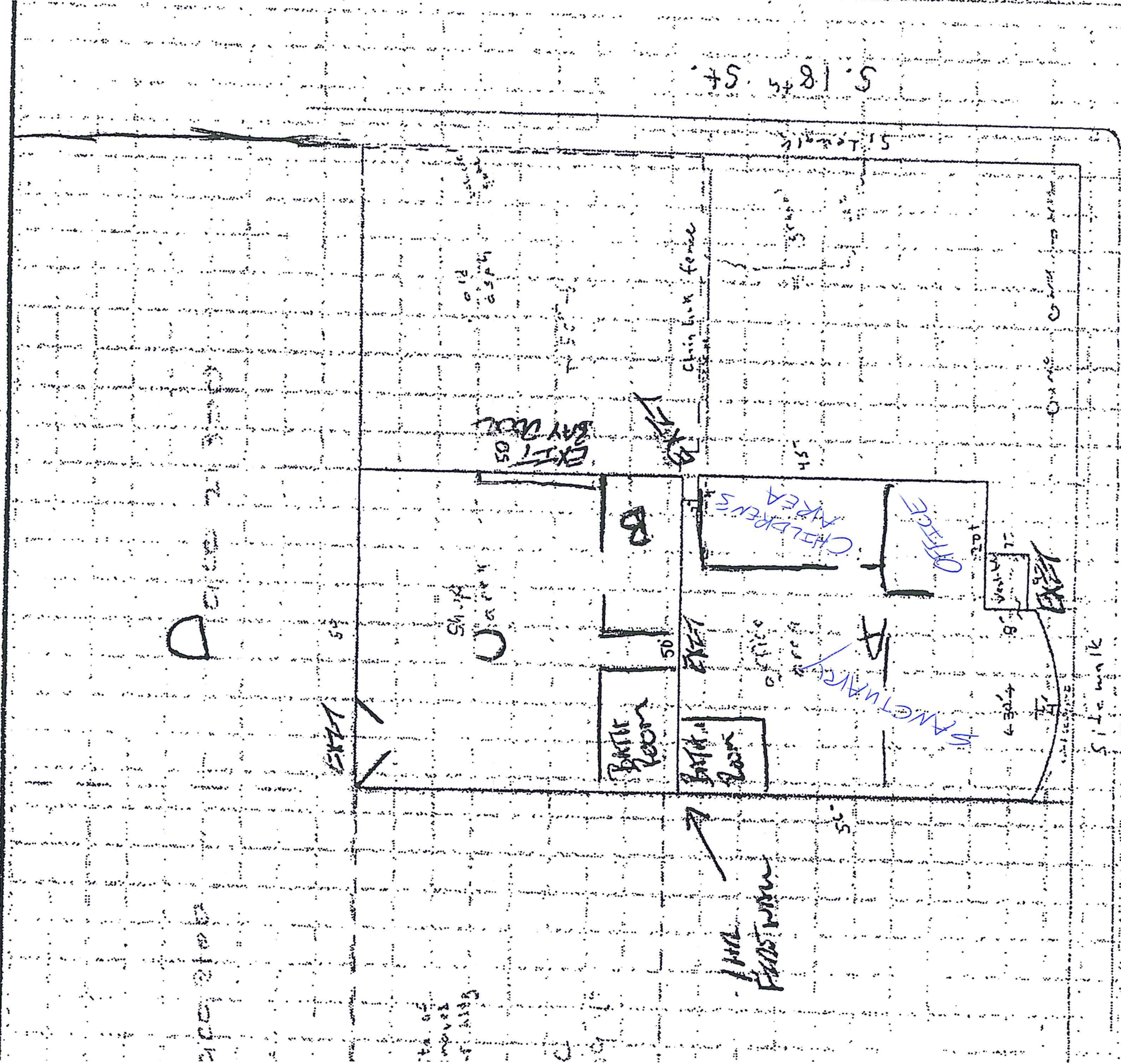
Date \_\_\_\_\_

ACCOUNT NO. 411W 04-CA-21400

Date \_\_\_\_\_

Date \_\_\_\_\_

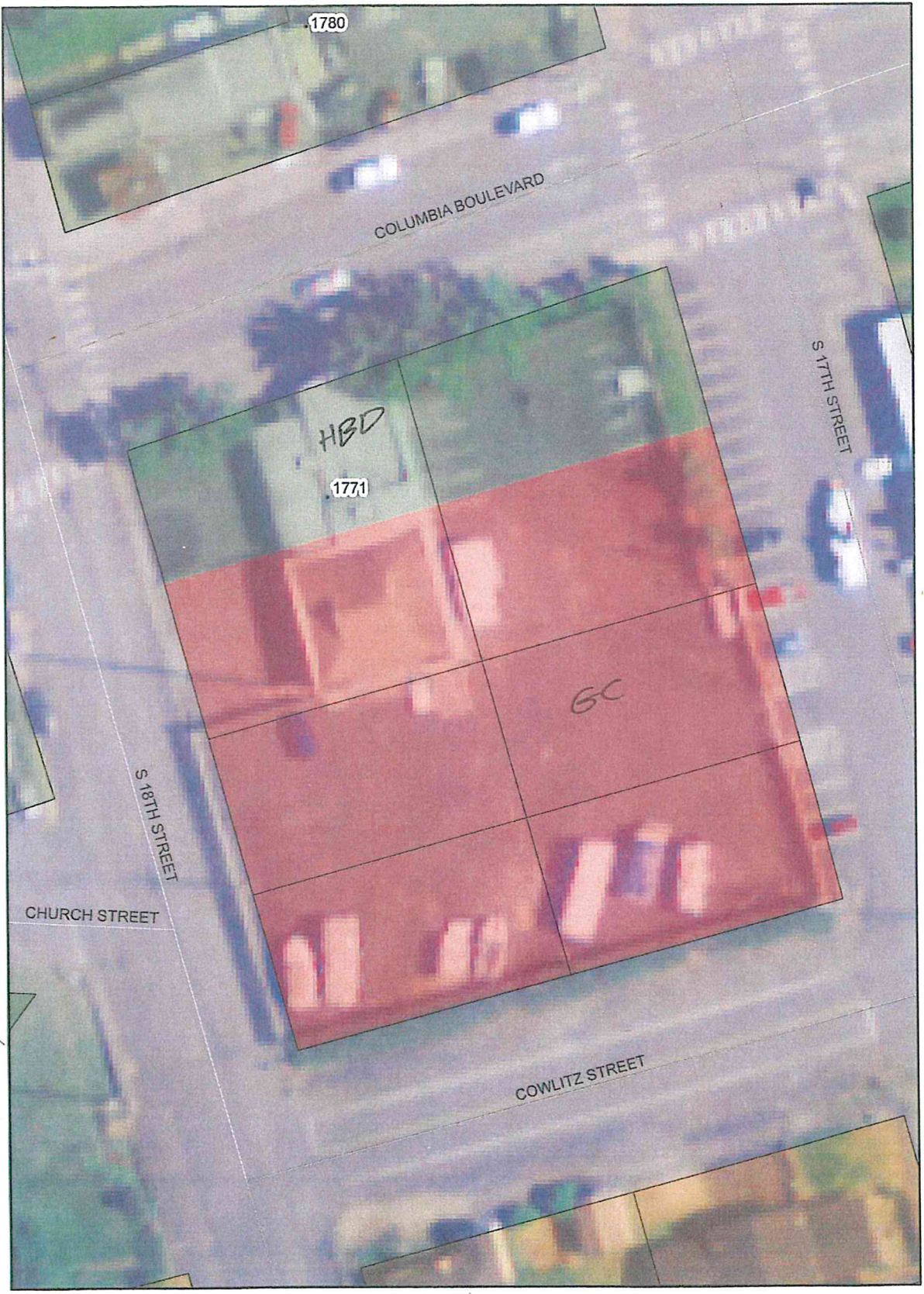
1771 Columbia Blvd.





# ZONING OF 1771 COLUMBIA BOULEVARD

RED = GENERAL COMMERCIAL  
 GREEN = HOWLTON BUSINESS DISTRICT  
 MARCH 2015



# CITY OF ST. HELENS PLANNING DEPARTMENT ACTIVITY REPORT



**To:** City Council  
**From:** Jacob A. Graichen, AICP, City Planner

**Date:** 06.27.2019

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**

Conducted a pre-application meeting for a large apartment complex along Gable Road near the highway. Though preliminary, current proposal is for 240 units. As a comparison, a similar project behind the new Legacy building is 204 units.

Responded to a Columbia County referral notice for a project outside City limits but inside the City's Urban Growth Boundary (UGB) for continuing CCMH projects (County File: DR 18-07). **See attached.** This is unique as we provided comments originally last year in May of 2018 and February of this year. Hope to be reaching finality on some issues that have brewing since 2015.

Building Official and myself met with PNW Metal Recycling. They are planning to purchase the 777 Port Avenue property currently occupied by Calaway (the hay folks). PNW intends on assembling machinery inside the concrete building for their recycle business. No outdoor storage of materials is proposed and about 7-10 trucks are anticipated per day. They intend on hiring new positions and will have as many as 10 employees on the largest shift. PNW already has other facilities in the region. <http://www.pnwmetal.com/> Thankfully, this property will not sit idle upon Callaway's departure.

## **DEVELOPMENT CODE ENFORCEMENT**

One of our Temporary Use Permits (TUP.6.18) for a number of food carts at a specific location may have some problems. Hoping to avoid and hopefully the owner will address some issues so the Temporary Use Permit doesn't need to be revoked. **See attached.**

Sent a notice of violation letter for a property along West Street (by Deer Island Road intersection) for a couple of conex boxes placed on a vacant residential lot. Made first contact with the family just before Memorial Day. But no action from them, thus the letter. Have had some follow up from them since sending the letter.

## **PLANNING COMMISSION (& acting HISTORIC LANDMARKS COMMISSION)**

June 11, 2019 meeting (outcome): The Commission approved a Conditional Use Permit at Columbia Commons for a CCMH managed regional drug and alcohol residential and medical detox program.

July 9, 2019 meeting (upcoming): Two public hearing are scheduled. One for the Housing Needs Analysis/Buildable Lands Inventory and the other for a Conditional Use Permit to establish a religious assembly use at 1771 Columbia Boulevard.



### **COUNCIL ACTIONS RELATED TO LAND USE**

At their June 5, 2019 regular session, the Council unanimously (with all present) approved the Riverfront Connector Plan. Next step is to prepare and present an adoption ordinance.

### **GEOGRAPHIC INFORMATION SYSTEMS (GIS)**

Routine data updates.

### **ST. HELENS INDUSTRIAL PARK WETLAND DELINIATION EFFORTS**

Consultant has submitted delineation report to both the Army Corps of Engineers and Oregon Division of State Lands (DSL). We paid the review fee for DSL; Army Corps does charge for this.

### **ST. HELENS RIVERFRONT CONNECTOR PLAN (TGM FILE NO. 2D-16)**

Bi-monthly cost match report (May / June) provided to ODOT for this grant, though it needs to be revised as of the date of this department report. Last month's report talked about being behind in our match. Speaking with our ODOT TGM grant representative, we were able to include "volunteer hours." At the time of this monthly department report, I don't know how much of a dent in the match this will be, as we were notified that Planning Commissioners and City Councilors don't count towards this.

Started to prepare ordinance and related adoption documents.

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

COLUMBIA COUNTY  
LAND DEVELOPMENT SERVICES

*Planning Division*

COURTHOUSE  
ST. HELENS, OREGON 97051  
Phone: (503) 397-1501 Fax: (503) 366-3902

January 24, 2019

**REFERRAL AND ACKNOWLEDGMENT**

To: City of St Helens

**NOTICE IS HEREBY GIVEN** that AKAAN Architecture & Design has submitted an application on behalf of Columbia County Mental Health for a Site Design Review for the siting of two modular office structures totaling an additional 2,000 sq ft of office space and additional parking for increasing mental health delivery services. The subject property is an adjoining lot to the north of the present Columbia County Mental Health facility at 58646 McNulty Way. The subject property is zoned Light Industrial (M-2) and is the City of St, Helens' Urban Growth Boundary. The site also has frontage on Gable Road, contains 5.37 acres and is identified as Tax Map No. 4N1W09-BB-00300. Revised DR 18-07

**THIS APPLICATION IS FOR:** (X) Administrative Review; () Planning Commission, Hearing Date:


**PLEASE RETURN BY:** 02/04/19

**Planner:** Deborah Jacob

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: PLEASE SEE ATTACHED MEMO DATED JUNE 18, 2019.

Signed:  Printed Name: JACOB GRAICHEN  
 Title: CITY PLANNER Date: JUNE 18, 2019



CITY OF ST. HELENS PLANNING DEPARTMENT  
**M E M O R A N D U M**

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**TO:** Deborah Jacob, Planner, Columbia County  
**FROM:** Jacob A. Graichen, AICP, City Planner  
**RE:** Columbia County file DR 18-07  
**DATE:** June 18, 2019

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This is an updated memo for DR 18-07 from the previous two dated February 4, 2019 and May 22, 2018.

Since the February 2019 memo, the City and CCMH have worked out issues in regards to development of CCMH property.

Please include the following conditions the County decision for DR 18-07:

- **Prior to commencement of use/certificate of occupancy/final inspection** properties currently identified as 4N1W-8AD-200 and 4N1W-9BB-300 shall be consolidated as one in a manner that prevents disparate ownership. This may be via a one-parcel land partition or appropriate documentation recorded on the deeds.
- McNulty Way street frontage improvements between the bridge and Gable Road as approved by the City shall be completed by December 31, 2019.
- Additional sensitive lands impacts to McNulty Creek beyond City file Site Development Review SDRm.5.16 / Sensitive Lands Permit SL.3.16 are not allowed.
- During construction of street frontage improvements, CCMH is responsible to ensure tree protection of any tree with a 6" dbh or greater diameter within 50' of McNulty Creek's riparian area. CCMH is also responsible to protect mitigation plantings already in place per City file Site Development Review SDRm.5.16 / Sensitive Lands Permit SL.3.16.

-----basis for conditions and other comments/considerations below-----

Contrary to the application to the County, the 2,500 s.f. modular office structure (approved by County file DR 17-03) was connected to City water and not a well per the application. CCMH has filed a consent to annex with the City. The annexation process is likely to begin sometime this year, but actual inclusion in City limits is months away. In any case, as the consent to annex has been filed, it does not need to be a condition of approval.

Previously the City had noted that McNulty Way street frontage improvements are warranted. The City has approved civil plans for this now. CCHM also has a contractor—TFT Construction

Inc.—on board to do some of the work. CCHM intends on finishing portions that TFT is not contracted to do. CCMH gave of a timeline of street frontage project completion by October. Given all of this, the City is willing to allow the McNulty Way street frontage improvements completion by the end of 2019. Occupancy may occur before that.

One thing the TFT contract doesn't address is tree protection (it was excluded from the bid that was used for the contract). Given proximity to the creek, trees may be protected under City law. CCMH thus needs to be responsible for tree protection. Some sensitive land impacts were addressed by City file DRm.5.16/SL.3.16. Additional sensitive land permits are not allowed under any current permitting.

Due to zoning (as discussed in the City's comments for DR 17-03) and the assemblage of properties that utilizes both shared access and utilities (e.g. septic systems), the properties (4N1W-8AD-200 and 4N1W-9BB-300) should be consolidated such that they cannot be sold Separately.

Please see attached supplemental information:

- May 24, 2019 letter of intent from the CCMH Executive Director regarding McNulty Way street frontage improvements (TFT contract not attached)
- June 3, 2019 timeline regarding McNulty Way street frontage improvements.



58646 McNulty Way  
P.O. Box 1234 • St. Helens, Oregon 97051  
503-397-5211 • FAX 503-397-5373  
1-800-294-5211

A NON-PROFIT  
COMMUNITY BEHAVIORAL  
HEALTH PROGRAM

OUR SERVICES ...

**ADULT PROGRAM**  
assessments  
counseling services  
crisis intervention  
educational classes  
involuntary commitments  
abuse counseling  
satellite offices

**PSYCHIATRIC REHAB.**  
assessments  
day treatment  
residential care  
case management  
skill training  
supported housing  
respite care  
vocational rehabilitation

**CHILDREN'S PROGRAM**  
assessments  
individual counseling  
family counseling  
teen family intervention  
crisis intervention  
abuse treatment  
skills training  
school based programs  
satellite offices

**CHEMICAL DEPENDENCY**  
assessments  
intensive outpatient  
after-care groups  
adolescent treatment  
DUII diversion  
educational classes  
adult residential treatment  
smoking cessation  
gambling treatment

**A & D PREVENTION**  
school based prevention  
screening and referral  
drug free activities  
teen violence programs

**DD SERVICES**  
youth & adults  
case management  
crisis diversion  
early intervention  
employment transition  
respite care

**MEDICAL SERVICES**  
psychiatric evaluations  
medication management  
nurse medication  
monitoring  
children's psychiatric care  
patient education

May 24, 2019

Subject: Letter of Intent for CCMH Property Development

To Whom It May Concern:

Columbia Community Mental Health intends to further develop the property and meet the requirements of the city through a contract with TFT Construction (attached).

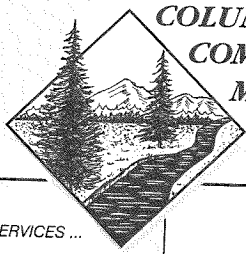
As outlined in the plans, CCMH intends to complete the sidewalk and associated landscaping needs according to the projected timeline. CCMH has received Board of Director approval for the contract, has met funding terms, and is committed to the contract terms. If any major financial or project changes occur, CCMH will first seek approval from the city and Board of Directors prior to amending course.

If you have any questions or concerns, please contact me at the main office or via email [JuliaJ@ccmh1.com](mailto:JuliaJ@ccmh1.com).

Sincerely,

Julia Jackson,  
Executive Director





**OUR SERVICES ...**

**ADULT PROGRAM**

- assessments
- counseling services
- crisis intervention
- educational classes
- involuntary commitments
- abuse counseling
- satellite offices

**PSYCHIATRIC REHAB.**

- assessments
- day treatment
- residential care
- case management
- skill training
- supported housing
- respite care
- vocational rehabilitation

**CHILDREN'S PROGRAM**

- assessments
- individual counseling
- family counseling
- teen family intervention
- crisis intervention
- abuse treatment
- skills training
- school based programs
- satellite offices

**CHEMICAL DEPENDENCY**

- assessments
- intensive outpatient
- after-care groups
- adolescent treatment
- DUII diversion
- educational classes
- adult residential treatment
- smoking cessation
- gambling treatment

**A & D PREVENTION**

- school based prevention
- screening and referral
- drug free activities
- teen violence programs

**DD SERVICES**

- youth & adults
- case management
- crisis diversion
- early intervention
- employment transition
- respite care

**MEDICAL SERVICES**

- psychiatric evaluations
- medication management
- nurse medication
- monitoring
- children's psychiatric care
- patient education

June 3, 2019

**Subject: CCMH McNulty Way street improvement project timeline.**

**June, July: Obtain City and County permits.**

**August 1<sup>st</sup>: Survey**

**August 5<sup>th</sup>-August 9<sup>th</sup>: Install silt fence, mass excavation, demo, clearing and grubbing.**

**August 12<sup>th</sup>-August 30<sup>th</sup>: Prep for asphalt, excavate for curbs, pour curbs, paving, pour sidewalks/ramps/driveways, pour concrete around existing fire hydrant, adjust existing meter box, striping and signage. Install storm sewer pipe, nyloplast drains, and rip rap outfalls.**

**September, October: Landscape, install light.**



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

June 13, 2019

Columbia County Pod, LLC  
c/o Nicholas Hurliman  
51915 Columbia River Highway  
Scappoose, OR 97056

**RE: Temporary Use Permit (TUP.6.18) Violations at 175 Bowling Alley**

Dear Mr. Hurliman,

Your 1-year Temporary Use Permit (TUP.6.18) was approved in October 2018 with conditions to maintain protection of public health, safety, and welfare. Your TUP may be revoked if these conditions are not met. Additionally, the City can deny to renew your TUP when expiration occurs if the following issues are not corrected immediately. Photo documentation of violations from June 11, 2019 are included on page 2.

The violations observed include, but are not limited to, the following items:

1. **Garbage cannot be stored outside of trash receptacles.** Trash and cardboard is being stored behind the existing walk-up business and one of the food trucks.
2. **All trash receptacles must remain within the trash enclosure.** The trash enclosure intended to screen trash is not being utilized for its intended purpose. A new enclosure may be necessary (subject to City review) if additional room is needed to screen the trash receptacles from public view.
3. **NO refuse liquids or other non-stormwater material or substance shall be dumped into the storm drain. This includes leaks onto the ground. If grease and oils are not properly disposed of, the City will order that food preparation operations cease immediately.** There are a number of locations on site where grease and oils have been noted on the ground.
4. **No trip hazards (e.g. cords or cables) shall be allowed within any area traversed by pedestrians or vehicles.** Any cords and the like must include an over cord cover/protector.

Please contact this office with any questions.

Respectfully,

Jennifer Dimsho  
Associate Planner

cc: Ginny Carlson, Mike DeRoia, Johnny Leavy, Jacob Graichen





## Jacob Graichen

---

**From:** Jennifer Dimsho  
**Sent:** Wednesday, June 19, 2019 1:26 PM  
**To:** Jacob Graichen  
**Subject:** June Planning Department Report

Here are my additions to the June Planning Department Report.

### GRANTS

1. **ODOT's Safe Routes to School** – Worked with Sue to submit first quarterly report on 6/5.
2. **Travel Oregon - Medium Grants Program (100k)** – Basalt veneer around the bases installation TBD. Remainder of pole signs in fabrication. Delivery & installation TBD.
3. **OPRD – Veterans Memorial Grant** – Wall constructed, veneer installed, granite slabs installed. Final project report, photos, budget, and reimbursement request. Remainder of slabs to be installed when fabricator receives shipment. Should be by September.
4. **OPRD – Local Government Grant Program** – Prepared presentation before the OPRD board for the Campbell Park Improvement Project for May's grant submission. Our request is approx. 188k for flex courts, stormwater improvements, pedestrian improvements, and a parking lot expansion at Campbell Park. Presentation to the board 6/20 in Salem.
5. **TGM – Riverfront Connector Plan** – Assisted with final reporting documentation for our matching requirements.
6. **EPA – CWA Grant Program** –Phase II work on Columbia Blvd. property still in progress. Responded regarding DEQ feedback on South 80 work.
7. **Housing Needs Analysis** – Prepared for adoption hearings on 7/9 before PC and 7/17 before City Council.
8. **OPRD – RTP – Grey Cliffs Park** – Submitted final progress report, photos, budget, and reimbursement request for total grant amount (\$90,050). Should be approved, reimbursed, and finalized soon!
9. **CDBG- Columbia Pacific Food Bank Project** – Selected Architect/Engineer through RFP process. Prepared contract for authorization 7/17. Submitted first draw requirements. Toured facility. Regular check-in call.
10. **BUILD Grant Round 2 Grant Application** – Reviewed scope of work, cost estimates, preliminary project design, began preparing letters of support requests. Application Deadline is 7/15. Site visit with state legislators (Merkley & Bonamici) to solicit letters of support.
11. **OPRD – RTP – St. Helens Recreation Area** – Reviewed Columbia County's application to the Recreation Trails Program to develop trails on the Salmonberry site. Provided feedback and suggestions to make the narrative stronger.
12. **Ford Family Foundation** – Recreation Center programming grant for 25k – Submitted final report due 7/31.
13. **Certified Local Government** – Local pass-through grant applications due 6/21. Reviewed applications for completeness and prepared for project selection, likely at the August PC/HLC meeting.

### MISC

14. **Millard Road Park Property** – Worked with Mackenzie and staff to develop a Master Plan for the park.
15. Enforcement Issue at the 175 Bowling Alley – Food truck pod enforcement letter, email, and phone call
16. Attended a Worksite Wellness 1-day conference in Wilsonville on 6/18
17. Attended mandatory harassment training on 6/20
18. **Parks & Trails Commission** – Attended meeting on June 10 to discuss the 5th Street Trail project and the Nike grant submitted last month. Met with member to discuss Dalton Lake details. Provided a map of Columbia Botanical Gardens for tour and discussion at their next month meeting.
19. Supported Restore Oregon's application to the Oregon Community Foundation to create a toolkit to survey and inventory historic places by partnering with rural Oregon communities who have historic theaters



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