



USEPA AREA-WIDE PLANNING PROJECT
Resolution 1765

December 2016



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CONSULTANT TEAM



MARINA WORKS



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EXECUTIVE SUMMARY

St. Helens, Oregon thrived as a leading exporter in the timber industry since the time of its founding in 1850. However, the decline of the timber industry and eventual closing of most mills in the 2000s created negative ripple effects throughout the community. Downtown St. Helens has failed to fully recover and is characterized by struggling businesses, vacant storefronts and a decline in residential development. City leaders and community members recognized the need for a change on the waterfront and have been actively developing a future vision for the waterfront, planning for new public amenities as well as employment opportunities.

The U.S. Environmental Protection Agency's (EPA) Area-Wide Planning (AWP) program, is the most-recent step in this community-driven effort to reshape the St. Helens waterfront. The AWP program has benefited from the planning and visioning completed through previous programs to focus on an action-oriented plan for that will guide implementation of the waterfront redevelopment. That action-oriented plan is this Framework Plan. It is the culmination of countless hours dedicated by City staff, members of the Waterfront Advisory Committee, and the St. Helens community.

The purpose of the St. Helens Waterfront Framework Plan is to provide an understanding of the opportunities these catalytic properties present and outline the major City-led investments that are necessary to spur the next phase of development. The planning process was supported by the enduring commitment of the St. Helens community. An average of over 100 people attended each public event. This plan seeks to capture and represent their collective preferences, which helped drive the recommendations made in this report. The Framework Plan creates certainty for developers by indicating where development can occur on the site, and defining the criteria that the City will use as it considers different development options. Lastly, this plan creates a clear path forward to implementing the Framework Plan and presents a detailed outline of projects that will guide the City through the steps toward redevelopment in the short- and long-term.

The immediate next step is for the St. Helens City Council to adopt this Framework Plan. The following actions summarize the pathway forward:

1. **Attract a Developer:** Success requires a private development partner. The recommended approach for development is to market the property, release a Request for Information or Qualifications to interested developers, and work with the selected developer to produce a Master Plan. Ideally, the Master Plan will lead to a Disposition and Development Agreement (DDA) that outlines roles and investment responsibilities for the development partner and the City.
2. **Address the Zoning Code:** Once the City has determined its preferred development approach, it should ensure that the zoning code enables that approach. Options available to the City range from small changes to reflect the Framework Plan to a full re-zone of the Veneer Property.
3. **Fund Necessary Improvement Projects:** To create certainty for development, the City should create a comprehensive funding program for the property's infrastructure that includes a combination of urban renewal, state grants, and public-private partnerships.



INTRODUCTION

1.1 CONTEXT

The City of St. Helens (city) is located at the confluence of the Multnomah Channel and the Columbia River, where it surveys the northern tip of Sauvie Island and across the water, toward Mt. Hood and Mt. St. Helens. Perhaps this is the same view Lewis and Clark marveled at during their stay with the Chinook Indians, who occupied the area in 1804. The city was founded in 1850 and thrived as a hub for the region's booming lumber industry. The waterfront blossomed with activity as numerous mills and manufacturing plants, specializing in the production of paper and wood products, were built. The waterfront and downtown areas provided places for the many workers and their families to live, work, and play.

Industry has been at the heart of the city's waterfront and its economy up until the remaining mills closed most or all of their operations in the early 2000s. As the jobs disappeared from the heart of the city, so did many of the people, and the historic downtown has grown quieter. The city has since been dedicated to reclaiming the waterfront

so that it may serve the community in new ways, paying homage to both the past and the future by creating new amenities that can attract both new employers and residents to St. Helens.

City leaders and community members recognized the need for a change on the waterfront when the Boise veneer plant finally closed after years of declining profitability. The City adopted a new overlay zone that would permit commercial and mixed-use development on the site of the former plant. The community has since been actively developing a future vision for the waterfront that includes new amenities for the community and focuses future industrial and employment development further south on the industrial land formerly occupied by the Boise White Paper mill.

The City government of St. Helens (City) has acquired approximately 225 acres of waterfront property along



Looking south down The Strand towards the former industrial uses on the Veneer Property (approx. 1910)

1.1 CONTEXT

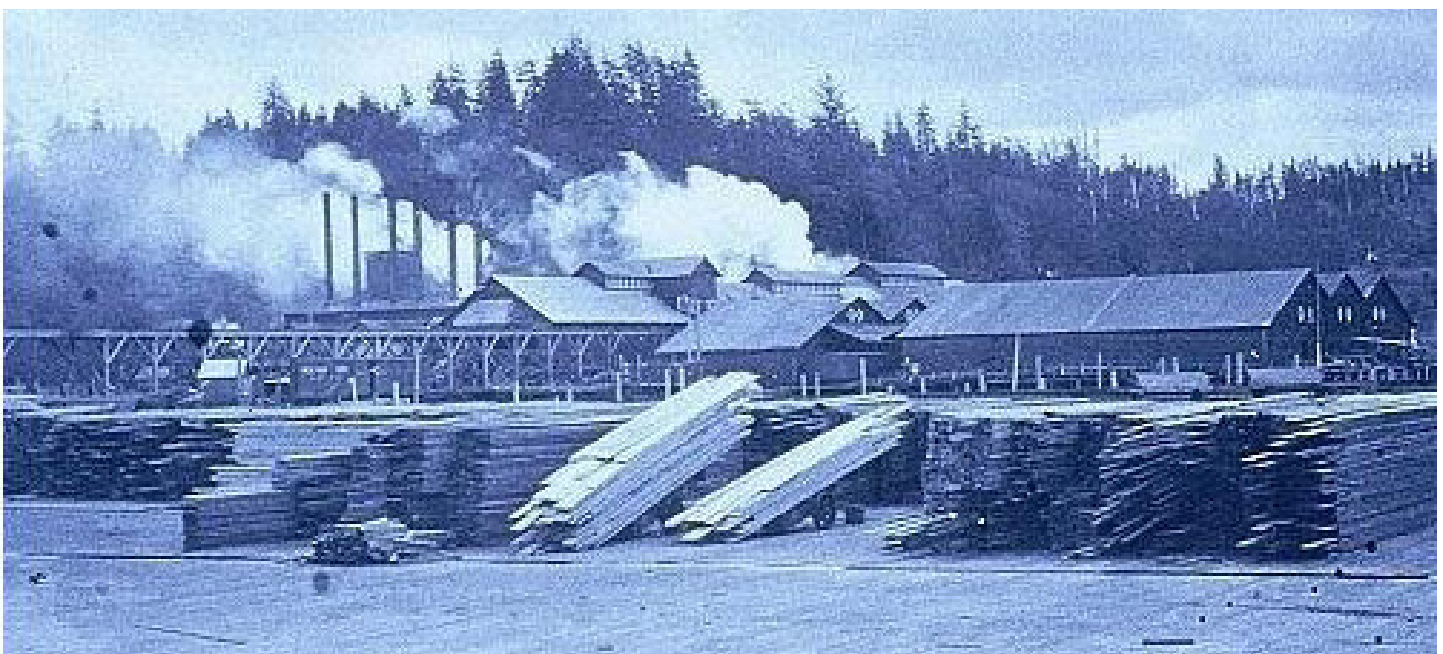
The U.S. Environmental Protection Agency (USEPA) Area-Wide Planning (AWP) program assists communities responding to local brownfield challenges, particularly where multiple brownfield properties are in close proximity; are connected by infrastructure; and limit the economic, environmental, and social prosperity of their surroundings.

the Multnomah Channel and the Columbia River. A key development opportunity is an approximate 25-acre property that is the former location of a plywood veneer plant, identified in this report as the Veneer Property. The Veneer Property’s unique waterfront location, volcanic views, and proximity to downtown create a rare opportunity to bring new, mixed development to St. Helens. To the south lies a second key industrial property that was formerly the location of the Boise White Paper, LLC main mill operation, referred to in this report as the Boise White Paper (BWP) Property. It is approximately 205 acres, only 10–20 acres of which are occupied today by Cascade Tissue. This expansive industrial area is located close to US 30 and the City owns 58 percent of the land area, presenting the City with a significant opportunity to attract new employers to the area.

Three core principles guided this project:

- **Public Access.** Redevelopment should connect to city neighborhoods, reconnect the people to the waterfront, and connect the city to the greater local region. Safe and secure access to the waterfront and other green space is imperative. Redevelopment should also encourage water-related uses and preserve adequate public space while allowing for flexible private enterprise.
- **Natural and Cultural Heritage.** This project is an opportunity to return the highest public benefit to the greatest number of citizens over multiple generations. Green and sustainable development will be encouraged, and planning should anticipate a dynamic and changing future climate. Redevelopment should coexist with the Riverfront District both visually and economically.
- **Sustainable Economic Development.** Redevelopment should focus on a mix of housing, commercial, and recreational uses to create a “working waterfront.” This mix of industry and amenities is optimal for creating a space to attract development and drive jobs back to the city.

This plan is organized as follows: opportunities and constraints (Section 2); a summary of public outreach (Section 3); a vision for the Veneer and BWP properties (Section 4); a discussion of the framework plan (Section 5); and an implementation strategy (Section 6).

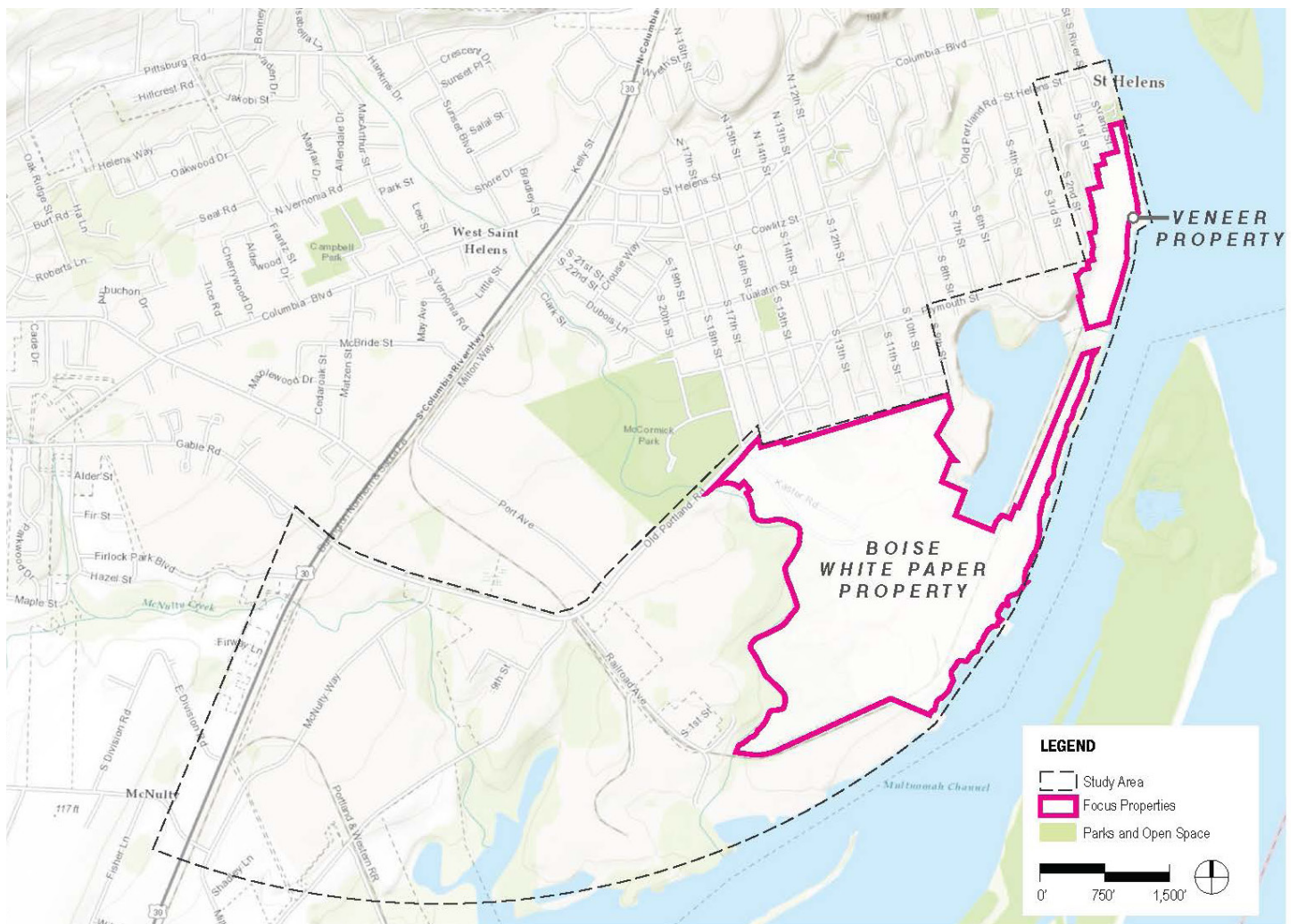


St. Helens Lumber Mill.

1.2 STUDY AREA

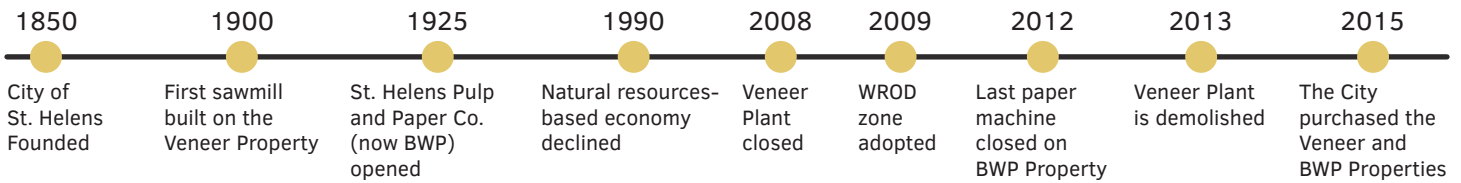
As shown in Figure 1-1, the study area includes a portion of the main street corridor, historic downtown, and two catalyst brownfield properties, Veneer Property and BWP Property, located on the city's waterfront adjacent to the historic downtown area. In this report, the primary focus is redevelopment of the Veneer Property. The study area provides the larger context for understanding how the local environment may help or hinder redevelopment of the Veneer Property. The BWP Property serves as a complementary catalyst property that will be able to support future industrial and employment development; it does not require the same level of planning, because its primary use is not expected to change. The Veneer Property presents an opportunity for St. Helens to build something new that is rooted in the community's identity and may grow to attract visitors, residents, and employers to the region.

FIGURE 1-1. STUDY AREA



1.2 STUDY AREA

PROPERTY HISTORY



PROJECT HISTORY

In 2014, the City participated in the prestigious American Institute of Architects Sustainable Design Assessment Team (SDAT) program. The SDAT program involved intensive workshops and outreach to both the public and local experts and stakeholders, culminating in a set of preliminary guiding principles. These guiding principles led the City to further engage and educate the community regarding the existing conditions, potential contamination issues, and potential future for the two focus properties.

In 2015, an Integrated Planning Grant (IPG) from Business Oregon extended future planning that focused on advancing the work of the SDAT program and preparing the City to implement a USEPA-funded AWP project. Specifically, the IPG project convened and engaged with an advisory group of community leaders and stakeholders, who confirmed and refined the vision and guiding principles for redevelopment of the waterfront, and broadly involved the community in the planning process through an open house. In 2015, the City obtained a U.S. Environmental Protection Agency (USEPA) Area-Wide Planning (AWP) grant to explore the redevelopment potential of City-owned parcels on the St. Helens Waterfront through a framework planning process.



The images on this page are renderings created during the SDAT process. Top right is a rendering of a marina with multi-use buildings. The middle is a rendering of residential mixed-use buildings. On the bottom left is a rendering of what a boardwalk would look like. In all cases, the border of the river is kept within the public realm, but development comes close to the water's edge benefiting from the prime real estate the property has to offer.



OPPORTUNITIES & CONSTRAINTS

2.1 EXISTING CONDITIONS

The project team analyzed the existing physical, cultural, economic, and environmental contexts of the study area between October 2015 and January 2016. This analysis provided an understanding of the existing conditions, opportunities, and constraints, and served as a foundation for the AWP process to guide future planning. The full Existing Conditions report is available on the Waterfront Redevelopment Project webpage located under the Planning Department. Table 2-1 summarizes the basic site characteristics for the Veneer and BWP Properties.

TABLE 2-1. VENEER AND PROPERTY CHARACTERISTICS

SITE CHARACTERISTIC	VENEER PROPERTY	BWP PROPERTY
Size	25 acres	205 acres
Number of Parcels	1	13
Zoning	Predominantly HI, some Apartment Residential, WROD overlay	Predominantly HI, some light industrial, Willamette Greenway overlay
Ownership	City of St. Helens	City of St. Helens
Existing Structures	None	~20
Environmental Contamination	Yes, in small, contained areas.	Yes, exact extent and degree is unknown.
Environmental Risk Management	Prospective Purchaser Agreement	Environmental Indemnification Agreement



Photograph looking south from downtown St. Helens, across the Veneer Property towards the BWP Property.

2.1 EXISTING CONDITIONS

The following tables summarize the opportunities and constraints identified on the Veneer and BWP Properties. Figure 2-1 provides a graphical depiction of the Veneer Property's opportunities and constraints.

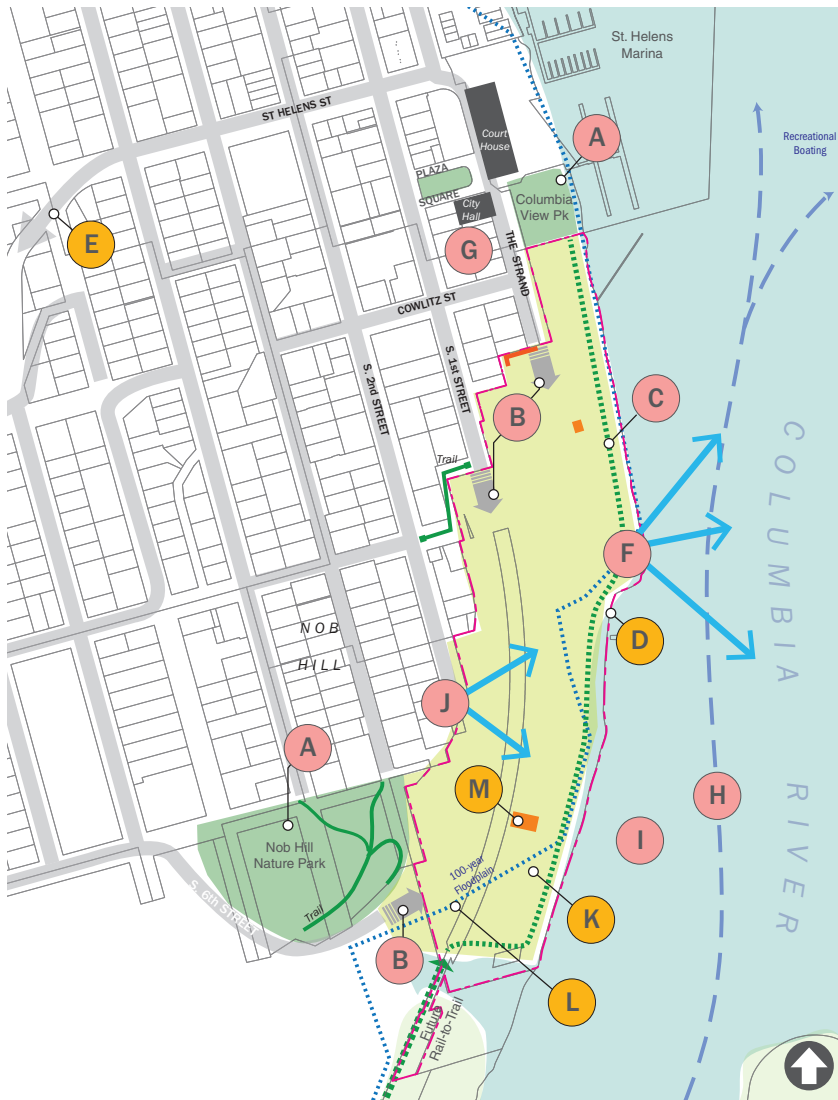
TABLE 2-2. VENEER PROPERTY OPPORTUNITIES AND CONSTRAINTS

CORE VALUE	OPPORTUNITIES	CONSTRAINTS
Public Access	<ul style="list-style-type: none"> • Adjacent to Columbia View Park • Existing Street Grid at Pedestrian Scale • View Corridors • Trails • Boardwalk • Public Ownership • Community Interest and Existing Events 	<ul style="list-style-type: none"> • Distance from US 30 • Limited Connection to River
Natural and Cultural Heritage	<ul style="list-style-type: none"> • Riverfront Mountain Views • Community Support • Historic and Cultural Education 	<ul style="list-style-type: none"> • Artificial Fill
Sustainable Economic Development	<ul style="list-style-type: none"> • Proximity to the Columbia River Downtown • Prospective Purchasers Agreement • Bluff Development • Public Ownership • Existing in-water infrastructure (e.g., pilings) 	<ul style="list-style-type: none"> • Historic Infrastructure • 100-Year and 500-Year Floodplain • Waterfront Redevelopment Overlay District • Floodway Close to Shore • Riparian Overlay • Shallow Bedrock • Heavy Industrial Zoning • Restricted Areas • Large Amounts of Fill

TABLE 2-3. BWP PROPERTY OPPORTUNITIES AND CONSTRAINTS

CORE VALUE	OPPORTUNITIES	CONSTRAINTS
Public Access	<ul style="list-style-type: none"> • US 30 Connection • Planned Access Improvements • Public Ownership 	<ul style="list-style-type: none"> • Minimal Public Access • Problematic Intersections
Natural and Cultural Heritage	<ul style="list-style-type: none"> • Return of Legacy Industry • Proximity to the Columbia River 	<ul style="list-style-type: none"> • Artificial Fill
Sustainable Economic Development	<ul style="list-style-type: none"> • Match Jobs to Workforce • Create Live-Work Community • Environmental Indemnification • Existing In-Water Infrastructure (e.g., pilings) • No Floodway 	<ul style="list-style-type: none"> • Historic Infrastructure • Developable Parcels Unknown • Stormwater • Shallow Bedrock • Developer Uncertainty: 100-year floodplain, 500-year floodplain, and Milton Creek and associated riparian area

FIGURE 2-1. OPPORTUNITIES AND CONSTRAINTS



PUBLIC ACCESS

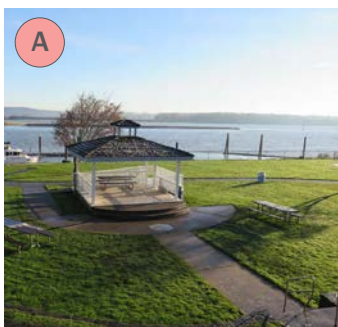
- A** CONNECTION TO EXISTING PARKS, OPEN SPACES, AND TRAILS
- B** DIRECT ACCESS FROM CITY STREETS
- C** OPPORTUNITY FOR NEW PUBLIC PATH ALONG WATER'S EDGE
- D** STEEP RIVERBANK LIMITS DIRECT WATER ACCESS
- E** HARD TO FIND FROM HWY 30, 3.5 MILES AWAY

NATURAL & CULTURAL HERITAGE

- F** VIEWS OF MT ST HELENS, MT ADAMS, AND MT HOOD
- G** CONNECTION TO HISTORIC DOWNTOWN CREATES REVITALIZATION OPPORTUNITY
- H** EXISTING WATER TRAILS CONNECT SITE TO SURROUNDING NATURAL AREAS

SUSTAINABLE ECONOMIC DEVELOPMENT

- I** DEEP WATER (~30 FT) CREATES OPPORTUNITY FOR RECREATION AND INDUSTRY
- J** STEEP BLUFF PROTECTS EXISTING VIEWS FROM POTENTIAL MULTI-STORY DEVELOPMENT
- K** ARTIFICIAL FILL ON SHALLOW BEDROCK CREATES CHALLENGE FOR DEVELOPMENT AND NATURAL RESTORATION
- L** 100-YEAR FLOODPLAIN MAY CONSTRAIN DEVELOPMENT
- M** RESTRICTED SOILS AND POTENTIAL GROUNDWATER CONTAMINATION



2.2 DEVELOPER INTERVIEWS

In spring 2016, members of the project team met with representatives of seven different real estate development firms to discuss development possibilities and issues regarding the St. Helens Veneer Property. There was general agreement among the developers of the value and scarcity of developable waterfront land. The property's beautiful views, connections to downtown, and relatively unconstrained development potential suggest it as an excellent location for waterfront residential development. All developers agreed that the biggest challenge for this property was the ability for St. Helens to prove that it can attract residents at high-enough incomes to support new construction. This suggests that the City will need to focus its efforts on marketing the city's economic development potential to attract new jobs.

Developers also noted that there are relatively few comparable developments nearby that serve as comparable development to meet underwriting criteria. Other themes that emerged were the importance of a vibrant downtown and the opportunity for the property to provide access to river users. Developers were in agreement that the City would need to provide a multi-pronged incentive toolkit and to expect that the property will develop in phases over many years. Several developers requested to stay informed on the development opportunity as it progresses.

A full summary of these meetings is available on the Waterfront Redevelopment Project webpage located under the Planning Department.

1.3 COMPETITIVE ADVANTAGE

The Veneer Property's competitive advantages are the conditions that make it more desirable for development compared to other locations.

- **Waterfront location and views.** The Veneer Property has sweeping views of the river, Mt. Hood, and Mount St. Helens, and is located adjacent to the historic downtown area.
- **City commitment to project success.** The City has acquired the land and continues to take the steps necessary to make it ready for development. The City remains committed to the community's vision for the waterfront and will provide incentives to attract a development partner who can help realize the vision.
- **Low cost of living.** St. Helens offers a small-town lifestyle within a relatively short commute to Portland-area employers and a lower cost of living. As housing costs in the Portland area increase, the City expects to see new residents appreciate the quality of life in St. Helens and seek a lower-cost home.
- **Water access.** Proximity to the water in a region where there is high demand for renting, mooring, and docking watercraft presents an opportunity to draw visitors not only from US 30 but also from the Columbia River. These visitors will support a vibrant mixed-use development on the Veneer Property and in the existing downtown that provides complementary amenities, such as a restaurant, a hotel, retail, and open space.



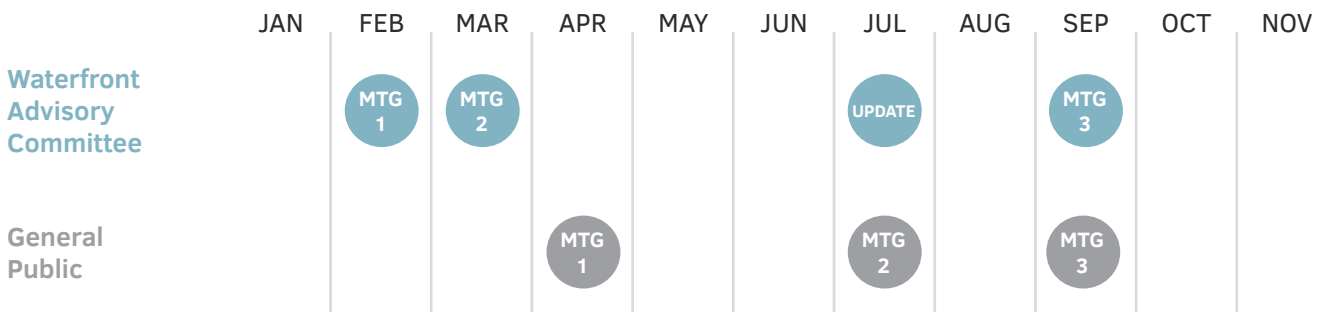
PUBLIC INVOLVEMENT

3.1 WHAT WE DID

Well before the SDAT planning effort in 2014, the St. Helens community has been actively involved in redevelopment of the waterfront. Beginning with the IPG project in 2015, the City established a Waterfront Advisory Committee (WAC) consisting of City Councilors and representatives from the Port of St. Helens; Parks Commission; Arts Commission; Planning Commission; and Public Health Foundation of Columbia County. This same committee was convened for the AWP process, meeting

four times between February and September 2016. The general public was also kept actively engaged in the process. Three public events were held between April and October 2016, each of which was attended by an average of over 100 people and included people who were becoming newly engaged in the project. Detailed meeting notes from the WAC meetings and public open houses are available on the Waterfront Redevelopment Project webpage located under the Planning Department.

FIGURE 2-1. CALENDAR OF COMMUNITY ENGAGEMENT EVENTS



Community members at the October 12, 2016 project completion celebration on the Veneer Property.

3.2 WATERFRONT ADVISORY COMMITTEE

The WAC was established to serve as an advisory panel through planning and redevelopment of the waterfront properties. This committee held three meetings, including a workshop for developing the Framework Plan, review of the framework and demonstration plan options, and review of the implementation strategy. The Committee was composed of 12 members selected to represent a diversity of stakeholder interests with long-term commitment to the community, including business, regional economic development, parks, arts and culture, and public health.

The full meeting minutes are available on the City website, listed on the Waterfront Redevelopment Project webpage located under the Planning Department.

MEETING 1: INTERACTIVE PLANNING WORKSHOP

The purpose of this meeting was to welcome the WAC to the AWP project, review the findings of the existing conditions report, and walk the committee through the interactive planning exercise. The interactive planning exercise was designed to help the committee imagine and prioritize how buildings, streets, trails, and open space could be organized on the Veneer Property. The WAC was split into two groups, each of which produced several framework plan scenarios. Several themes emerged from this interactive planning exercise, including:

- Desire for a marina located at the south end of the property
- Concerns regarding building heights and maintaining views
- Preference for a connection between 1st Street and Plymouth Street
- Overall demand for a greenway meant for the public
- Resistance to placing private development on the waterfront edge
- Support for on-water development, such as a floating restaurant or pier.



WAC members use chips to brainstorm layouts for streets, open space, and uses on the Veneer Property.

3.2 WATERFRONT ADVISORY COMMITTEE

MEETING 2: FRAMEWORK PLAN OPTIONS

The purpose of this meeting was to review the outcomes from the previous meeting's interactive planning exercise, present alternative framework plans for the Veneer Property, and discuss the economic trade-offs of the different plans, as well as the feasibility of the marina. The WAC provided specific feedback on transportation and parking, uses and services, environmental concerns, and other observations in advance of the framework plan alternatives being presented to the public.

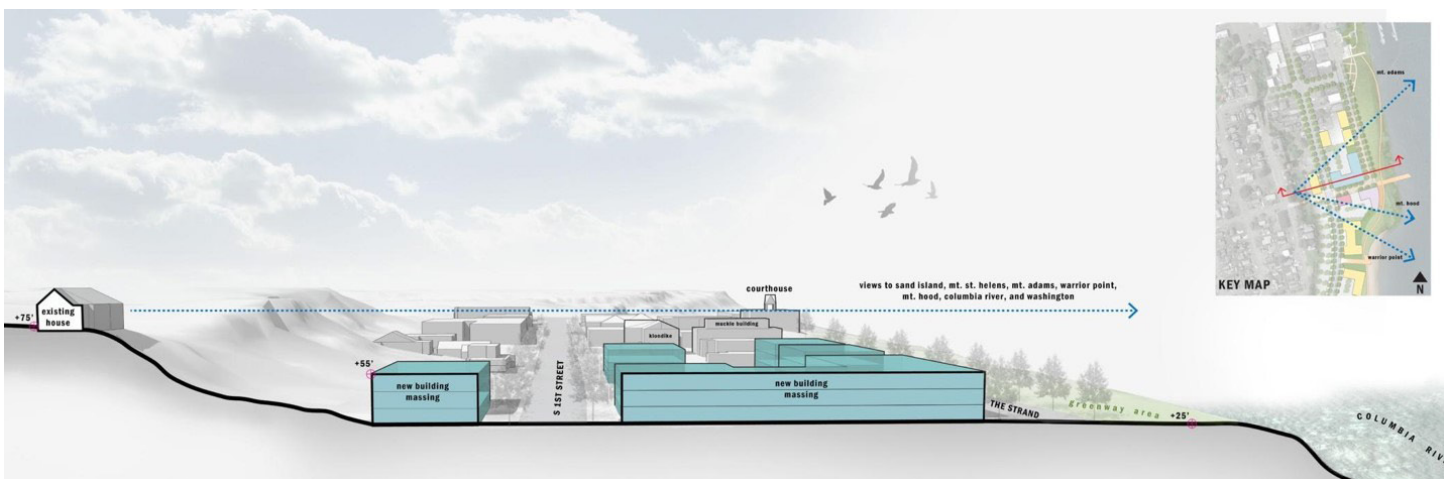
MEETING 3: IMPLEMENTATION STRATEGY

The purpose of this final meeting was to review the preferred framework and demonstration plans, and proposed implementation strategy to address any remaining concerns the committee had regarding the plans, as well as to review the project sheets, which provide an outline for how to move the Veneer Property toward and through redevelopment. Dwight Unti of Tokola Properties gave a presentation to the Committee to provide a developer's perspective on the existing opportunity that the waterfront presents, and what a developer will look for when he/she is interested in becoming involved in future development on the Veneer Property.

The Committee approved the preferred framework and demonstration plans, agreeing that the framework plan should be adopted by the City Council and that it explicitly state that the following elements be included:

- A connection between 1st Street and Plymouth through the property
- An extension of The Strand
- Pedestrian access ways through the property
- A greenway that is about 50 feet wide and a minimum of six acres
- A special waterfront-use area to allow for development fronting the water
- Development parcels that include a mix of uses

Lastly, the WAC confirmed which items are public-requirement must-haves versus preferences. This list was meant to serve as a starting point that may evolve over time, but can be included in a future Request For Information the City releases to developers.



The height of new development relative to the bluff was conveyed to the WAC utilizing the cross section above.

3.3 COMMUNITY ENGAGEMENT

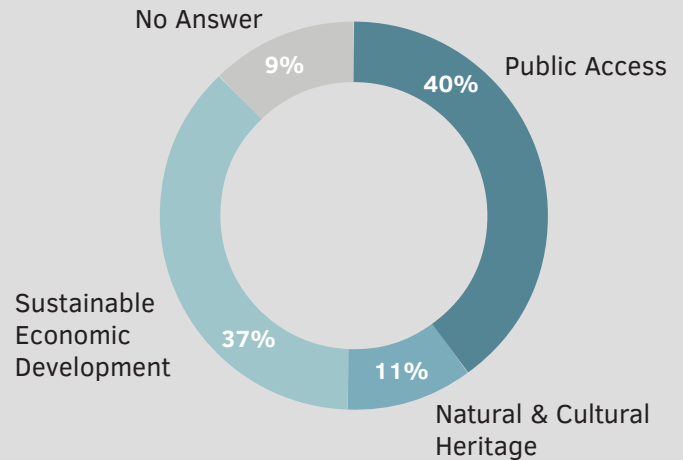
Engaging the St. Helens community was an integral part of this project. During the course of this AWP project, three public open-house events were held. Over 100 people attended each event, each time including people who had not previously been involved in the process. It was clear that the community felt passionate about how the waterfront should be redeveloped; their preferences are reflected in the final outcome. The notes from each public open house are available on the City website, listed on the Waterfront Redevelopment Project webpage located under the Planning Department.

OPEN HOUSE 1: INTRODUCTION TO THE AWP PROGRAM AND PRELIMINARY FRAMEWORK PLANS

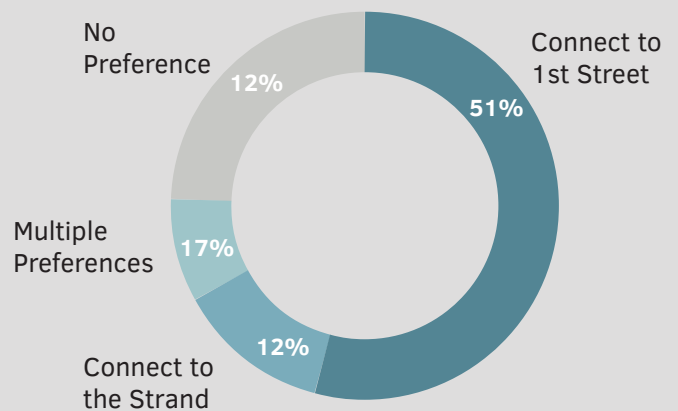
The first open house was held on April 27, 2016. The purpose of this event was to present the preliminary framework plan scenarios and receive feedback on the street layout, amount of open space, and types of uses. There were five stations through which attendees could circulate and talk to staff, including a review of the AWP process, a station for each framework plan scenario, and a station where participants could design their own framework plan scenario. Attendees were provided with fact sheets that they could reference during the open house and comment cards where they could provide feedback. A total of 75 comment cards were received.

FIGURE 2-2. COMMENT CARD FEEDBACK

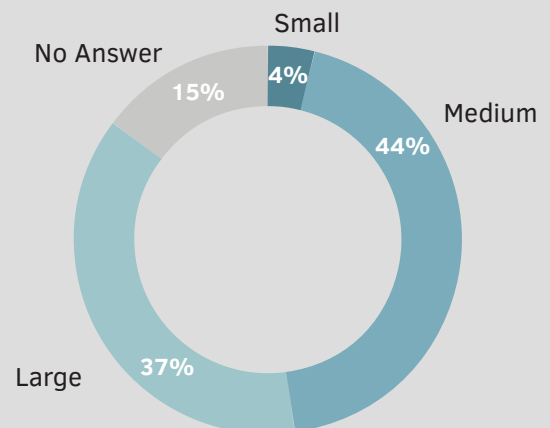
Which core value do you connect with most?



Which road alignment do you prefer?



How much open space should there be?



3.3 PUBLIC OUTREACH

OPEN HOUSE 2: PREFERRED FRAMEWORK PLAN

The second open house was held on July 6, 2016. The purpose of this event was to keep the community engaged in the redevelopment process and covered topics including the preferred framework plan, potential strategies for implementation, the festival street concept, branding, and repurposing the wastewater lagoon located between the Veneer and BWP properties. To facilitate small group conversations on these topics, staff set up six stations, including an overview of the AWP process; the preferred plan concept; implementation; streets; the public realm; and branding. There was also a station for a related but separate project on the repurposing of the wastewater lagoon located between the Veneer and BWP properties.



OPEN HOUSE 3: CELEBRATION

The final open house was held on October 12, 2016. Approximately 70 people attended the event. This event was a celebration of the effort put forward by the community, WAC, and City staff on the AWP project. Boards were set up showing the final preferred framework plan, demonstration plans, diagrams showing views of the river from the bluff given various building heights, and a rendering of future development. Additionally, information about the next steps in the redevelopment process was distributed, with an emphasis on the upcoming urban renewal planning process. Many of the attendees were excited about the work that had been done and happy that the City was actively working towards the next steps of the project.



Final public open house attendees show their support for the St. Helens Area-Wide Planning Waterfront Redevelopment Project.



A VISION FOR THE WATERFRONT

4.1 VISION STATEMENT

For centuries, people have come to the banks of the Columbia River at its confluence with the Multnomah Channel and the Lewis River. The fertile Sauvie Island was once home to thousands of Native Americans. It was here, where thickly forested slopes met a wild and wide river that the community of St. Helens began and grew. The city's riverfront was its lifeblood for decades, where timber and paper were processed and exported, where ships were built and salmon were pulled from the Columbia River. With economic and societal changes, over the years the riverfront has also changed. What was once a fully industrial, working place with very little opportunity to see or touch the river is becoming a more diverse riverfront, with greater environmental protection balanced with opportunities for new recreation, employment, and housing.

The vacant Veneer Property is the focus of this Framework Plan. With its direct connection to downtown St. Helens, it offers the potential for a **vibrant waterfront district** with amenities that can attract new residents and employers to St. Helens, as well as new residents. Both groups will enhance the community's tax base, generating further opportunities for current and future members of the St. Helens community. The St. Helens riverfront will seamlessly extend from downtown, with walkable, tree-lined streets. Along the Columbia River, where people have gathered for millennia, an expansive park with trails and recreation will once again provide the setting for the community to return to its river.



A rendering of the future St. Helens waterfront.



FRAMEWORK PLAN

5.1 WHAT IS A FRAMEWORK PLAN?

There are a number of potential future scenarios for redevelopment of the St. Helens riverfront. The Core Values stated in the Introduction play a fundamental role in establishing civic intent for the property's redevelopment. In the coming years, citizen advocates and City staff will closely observe the redevelopment process. A Framework Plan that creates both certainty and flexibility in the future with a general layout for the property. This Framework Plan is designed to establish non-negotiable plan elements described in the following sections.

This Framework Plan is a simple and general outline that will guide future, more detailed development plans, to be prepared by separate design and engineering teams as property improvements take place. The framework focuses on securing and cementing the most important public improvements that will form the basis for future public-private redevelopment: it shows general alignments for roads and public access ways, outlines areas for future development, and defines the large, contiguous area that will remain as a public park and greenway trail area along the water's edge. The Framework Plan will be adopted by the City Council and recognized in the City's development code, thereby regulating the essential improvements to the property and guiding future qualitative assessment of more detailed plans for individual properties and buildings.

A similar Framework Plan has not been prepared for the BWP Property to the south, because it is expected to continue its existing industrial operations.

The demonstration plans that follow the Framework Plan display different ways in which development under the Framework Plan could be realized in terms of building massing, development of the waterfront park and trail, and distribution of uses.

5.2 PHYSICAL FRAMEWORK

The physical design proposed for the Veneer Property is intended to provide some level of certainty to guide future City decisions, along with a more flexible approach, to the form and arrangement of development on a number of parcels.

LAND USES

A wide range of land uses is possible for the Veneer Property and is supported at a certain scale by market conditions, described earlier. For example, townhouses could be a potential use, but not in large numbers. Retail is another potential use, but recent market studies (ECONorthwest, 2015) suggest that no more than 12,000 square feet of retail can be supported, which is essentially one to two small structures. Page 24 shows images of potential development types at an appropriate scale, all of which were deemed appropriate by the WAC and the public.

VENEER: PHYSICAL LAYOUT

The plan offers a general framework for the property and outlines, with more certainty, some important plan elements. All of these elements will be further studied and refined as part of future design and engineering processes. These elements include:

- Extension of 1st Street south into the property, with a similar right-of-way (ROW) width of 80 feet.
- Connection of this 1st Street extension through the property to a future southern entrance to the property, where Plymouth Street currently terminates as also identified in the City's Transportation System Plan (2011).
- Extension of The Strand south into the property, at a ROW width of 70 feet.
- New east-west connection between the extensions of 1st Street and The Strand (known as 1st and Strand connector) with a ROW width of 70 feet. This new east-west portion of The Strand will be in direct alignment with the street grid in the Nob Hill neighborhood.
- An effective grid of streets or access ways radiating from 1st Street, providing regular gaps in development to allow public riverfront access and views. The southernmost access way should be aligned with a view of Mt. Hood from the property and from the adjacent bluffs.

FIGURE 5-1. FRAMEWORK PLAN



POTENTIAL DEVELOPMENT LAND USE TYPES



Light Industrial/Marine Commercial



Light Manufacturing/Brewery



Restaurant



Mix of Uses



Civic/Institutional



Hotel



Apartments



Retail

5.2 PHYSICAL FRAMEWORK

- Realignment and improvement of the existing stairs that currently extend from the east end of Tualatin Street down toward 1st Street and the Veneer Property.
- Formation of large new development parcels accessed from this grid of new streets and access ways.
- Dedication of a significant new greenway open space along the entire length of the property's Columbia River frontage, with a minimum width of 50 feet and an approximate or minimum size of at least six acres.
- An extension or enlargement of the existing Columbia View Park to the south, creating a contiguous park that allows for growth in programmed activities at the park and potential growth of play areas or active sports.
- A continuous trail through this greenway, from Columbia View Park to the southern end of the Veneer Property at Frogmore Slough, with potential for further extension over an existing rail trestle to the BWP Property.
- Restoration of the riverbank associated with the new greenway.
- Protection and restoration of the steep slopes and cliffs that form the property's western boundary, including portions of Nob Hill Nature Park.
- Building footprints placed on the street edges (or frontage) of development parcels suggest a preferred urban design arrangement that echoes the more traditional urban form of downtown St. Helens and other Oregon towns, rather than an auto-oriented layout that sets buildings back away from the street edge.

Demonstration Plan A

This plan proposes a dramatic new urban open space on the riverfront, extending Columbia View Park south to the future street connecting The Strand and 1st Street. The scale and style of development that exists along The Strand and 1st Street continues onto the property, with small-scale buildings lining the street extensions and facing east of the Columbia River. At the 1st and Strand connector, a large development parcel on its north frontage is shown with a major institutional or civic use such as a museum, healthcare facility, or educational entity. Commercial or retail uses and a restaurant are suggested on the south side of the 1st and Strand connector, providing a level of urban activity and energy that can form the heart of the new neighborhood. The 1st and Strand connector terminates in a public plaza with a pier extending over the Columbia River. A trail along the riverbank intersects with this plaza and continues south, intersecting with public access ways at two locations with small plazas and overlooks the river's edge. At the south end of the property in this Demonstration Plan, a small marina is proposed with a brewery or restaurant on the upland property, including outdoor seating. On the east side of 1st Street, new uses are shown arranged to maximize view frontage to the river while providing additional surface parking to complement on-street parking and the surface lots west of 1st St.

Demonstration Plan B

This plan illustrates a slightly different configuration of uses on the property. New buildings line the extensions of 1st and The Strand. The 1st and Strand connector will still be an active core for the neighborhood, perhaps with more retail or commercial uses. In this plan, a new restaurant is shown on the east side of The Strand, providing a dramatic site surrounded by public access, including the extended greenway trail. In place of a pier, a large overlook plaza is shown at the end of The Strand. An option is shown for a Waterfront Special Use Area (see Figure 5.1) that proposes additional development east of the Strand, recognizing that these parcels will hold much potential appeal for certain destination uses, including a brewery, restaurant, café, or other commercial use. This type of use could also help create activity on

DEMONSTRATION PLANS

In addition to the fundamental infrastructure improvements proposed in the Framework Plan, this document includes two illustrative plans that provide examples or “demonstrations” of how future development is envisioned by the community. These demonstration plans include the following consistent components:

- Framework Street extensions are illustrated with trees and sidewalks to provide a sense of the character of these future streets.
- West of the 1st Street extension, surface parking lots are proposed with shade trees. This parking will be available to serve future development use to the east of 1st Street, and can be replaced with buildings if market conditions change in the future.
- Generally, new development is shown as simple building envelopes that are sized to reflect current real estate market trends for residential and commercial footprints.

FIGURE 5-2. DEMONSTRATION PLAN A



FIGURE 5-3. DEMONSTRATION PLAN B



5.2 PHYSICAL FRAMEWORK

the waterfront, a place to relax and enjoy the views, and could help to keep “eyes” on the expanded Columbia View Park, making it safer for the community. This Waterfront Special Use Area should include additional development regulations to ensure that future buildings provide ample public access as well as building and site design that are sensitive to such a visible location. The plan also shows a potential mix of uses between 1st Street and the greenway park, but in this demonstration, the buildings provide more frontage on 1st Street, with semi-public courtyards facing the river and effectively enlarging the size of the waterfront open space. At the property's south end, a Marina is also demonstrated, along with a destination use such as a hotel or restaurant.

STREET DESIGN

The two new street cross-sections in the Veneer Property are designed to create a pedestrian-friendly district, maximize safety, increase availability of parking for events, and facilitate public enjoyment of the waterfront and property as a whole. The extension of 1st Street will maintain its designation as a Collector (per the City's 2011 Transportation Systems Plan), and the extension of The Strand is proposed as a new “festival street,” with special paving and booth space that can be closed to vehicles during events.



All new streets should reflect Complete Street design principles: walkable, bikeable, and green.



Green parking lots with trees and stormwater planters.



Low-impact stormwater treatment along pedestrian accessway.



Pedestrian accessway.

5.2 PHYSICAL FRAMEWORK

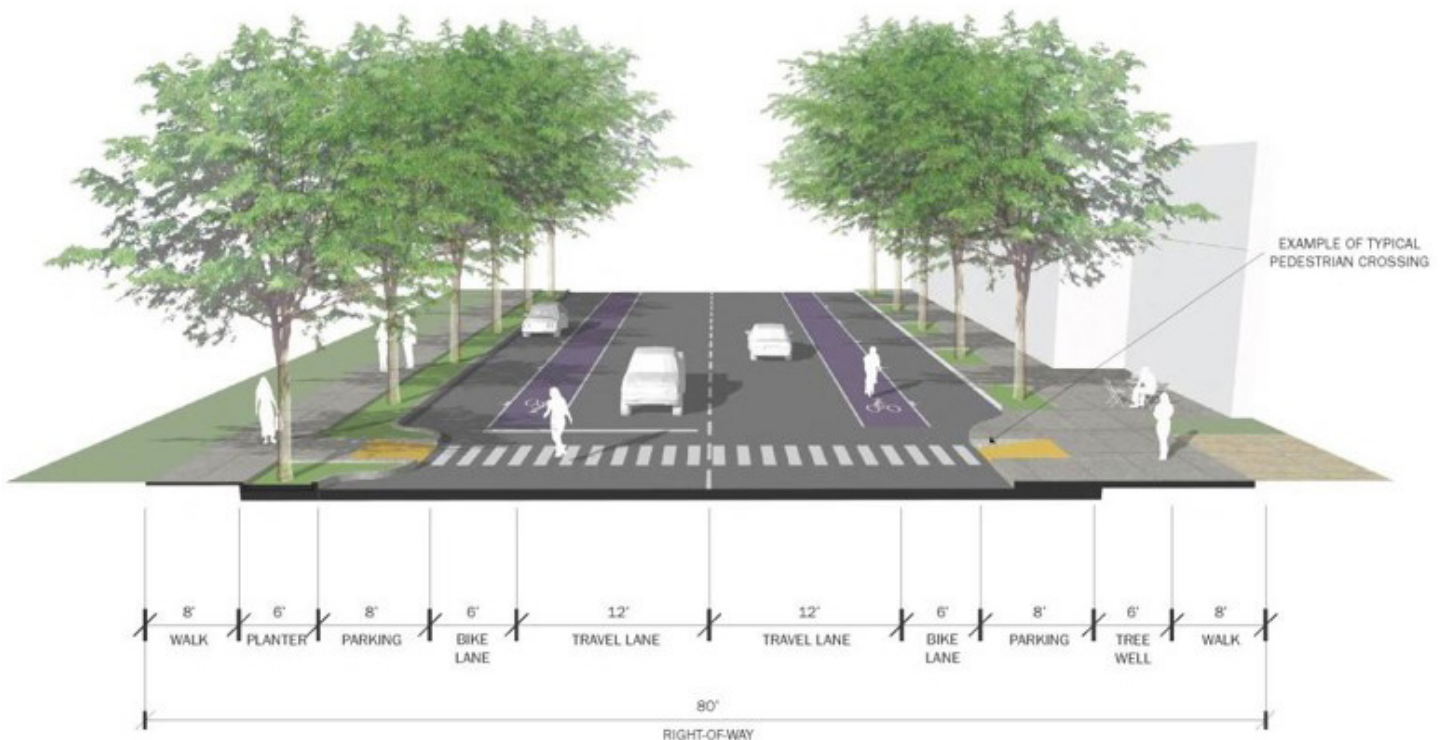
1st Street

The extension of the 1st Street collector is shown with a modified ROW width of 80 feet to allow for on-street parking and buffered bike lanes to maximize cyclist safety. On the west side of the street, continuous planter strips with street trees and stormwater treatment swales will create a green edge between the street and the surface parking lots proposed at the base of the bluff. On the east side, adjacent to future development, street trees can be planted in tree wells or with tree grates to create a more urban pedestrian environment and wider, effective sidewalk width.



FIGURE 5-4. 1ST STREET CROSS SECTION

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



5.2 PHYSICAL FRAMEWORK

The Strand Festival Street

The Strand festival street cross-section shows a ROW width of 70 feet—20 feet wider than its Local Street designation—to allow for additional event space and amenities. The festival street includes two travel lanes and on-street parking on either side of the street: parallel parking on the west side and angled parking on the east side facing the new greenway and river view. This was designed based on community desire for space to park on rainy days and watch the river go by. These on-street parking spaces would also double as booth space for events such as markets, fairs, art walks, or other programming, as shown in Figure 5-5.

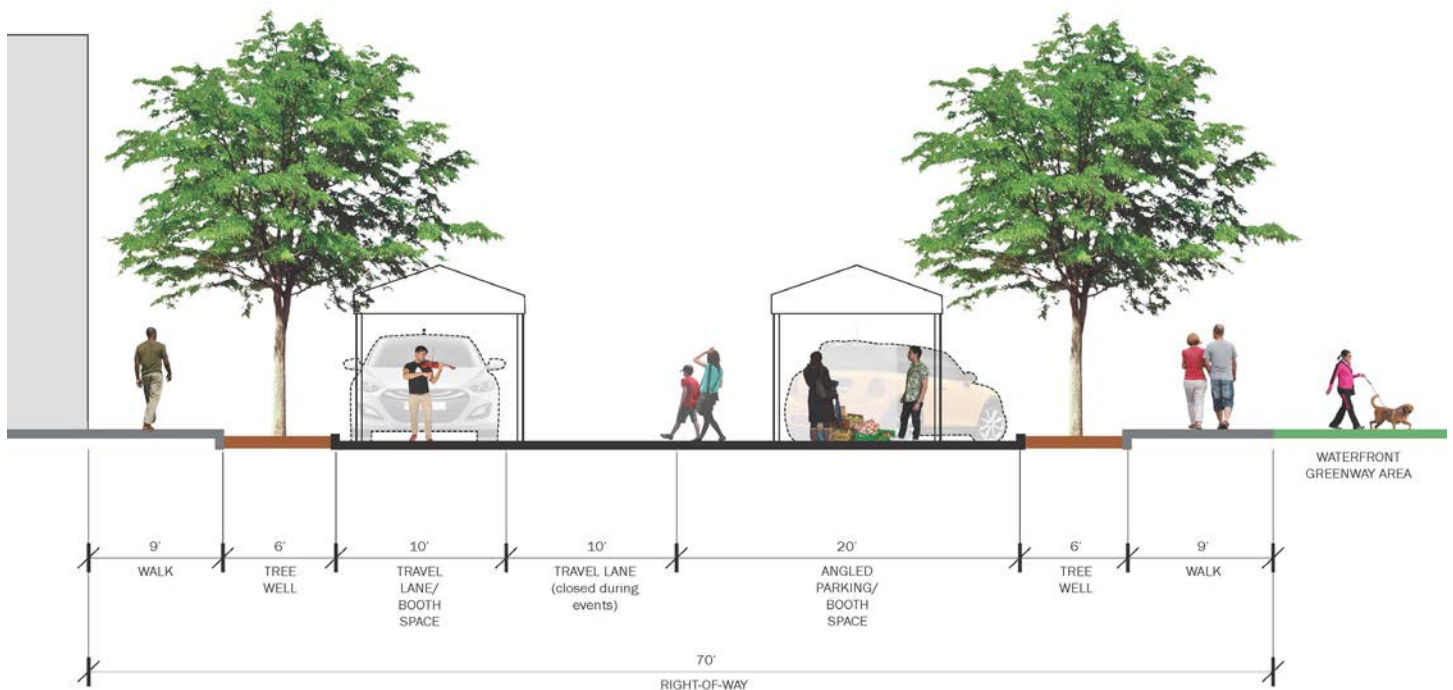


Above: A “festival street” extension of The Strand could be closed to vehicular traffic for special events or markets.



Left: Angled parking on the riverward side of The Strand festival street could provide a place to view the water on rainy days.

FIGURE 5-5. THE STRAND CROSS SECTION



5.2 PHYSICAL FRAMEWORK

GREENWAY DESIGN ELEMENTS

The new public waterfront greenway on the Veneer Property will provide at least six acres of continuous open space along the river's edge, emphasizing public access to the river as the highest priority for the property. The greenway area will provide opportunity for a range of different active and passive recreational space. This could include gardens, lawns, natural play structures, designated areas for dogs, and other amenities. Access to the water's edge will also be incorporated in the greenway design, whether through creation of a beach (if desired and feasible) or through smaller areas accessed by trails down from the top of the bank. Specific designs for the area will be determined with public input when the City implements the greenway project.

A new waterfront trail will be a central element to the new greenway area. It will connect to Columbia View Park at the north and lead to the southern end of the Veneer Property, where a future connection over the existing rail trestle can be made further south, onto the BWP

Property and beyond. The trail and its offshoots may vary in width and material, and will be punctuated by areas for amenities like seating, viewpoints, and overlooks at each east-west connection back to 1st Street. These connections or public access ways will be required as part of future development, and will be pedestrian streets with access for service and emergency vehicles only.

Along with human use of the waterfront, habitat for fish and wildlife will also be integral to complete improvements to the Veneer Property. Currently, passers-by can observe osprey nests at the south of the Veneer Property's waterfront. The water's edge should remain a viable habitat area for osprey and other wildlife. This can be accomplished through appropriate restoration of the riverbank to a native vegetation structure and by restoring shoreline habitat—for example, upland portions of the bank can be planted to improve the water quality of runoff, and the water's edge can be restructured to provide shaded, cool-water refuge for aquatic wildlife.



A rendering of a future greenway space along the Veneer Property waterfront.

5.2 PHYSICAL FRAMEWORK

MARINA

A number of boating-related uses have been suggested for the southern end of the Veneer Property to complement and energize proposed development. This location is relatively protected from prevailing northwest and eastern winds, and is not subject to currents from the main channel of the Columbia River, or the Willamette's Multnomah Channel. Although the site is not particularly suited to marine-related industrial uses, it could be developed to provide an amenity for residents of the new waterfront community, a better-protected, permanent moorage for other local residents, as well as new entertainment and service amenities for cruising boaters from other areas of the Portland marketplace.

The St. Helens regional boat moorage market seems to have nearly recovered from its pre-recession slump, with some slow growth occurring in mid-size (>30') and larger boats (>40'). Most of the moorage available in this stretch of the Columbia River and Multnomah Channel is old and tired. Newer facilities, such as McCuddy's Big Oak Marina (12 miles south of St. Helens), are generally exhibiting a higher demand than the older facilities. Initial

plans for the marina could focus on accommodating and attracting these larger vessels as permanent tenants, because there seems to be some unfulfilled demand for larger slips in the Portland regional market that are attractive to boaters with large investments in this lifestyle.

A new moorage facility in this location could generate strong synergy with upland source of entertainment (such as a brewery or restaurant). The combination could become a second focus for community activities, an attractive feature for marketing the new residential neighborhood and a drawing card for visitors arriving on land as well as water. The upland facility could be designed to include restrooms and showers for visiting boaters. It could also include a small supply shop and convenience market, a marine maintenance and detailing service, or other service-based businesses that would benefit from being on the water.

The next steps for implementing a marina on the Veneer Property are discussed on Project Sheet C7 in Appendix A.



The marina at Scappoose Bay.

5.2 PHYSICAL FRAMEWORK

BOISE WHITE PAPER: DEVELOPABLE PARCELS

Maintaining industrially zoned land is an important part of the city’s and the region’s economic development strategy. Since the City owns the BWP Property and several other parcels in the northwest portion of the study area, it is important to understand the opportunities that exist to market this land to potential employers. This preliminary analysis provides an overview of where there is concentrated potential for industrial

redevelopment in this area. The analysis looks at all of the industrial parcels that are vacant or underutilized, and that are in or adjacent to the study area. For this analysis, “underutilized” means that the ratio of improvement to land value is 50% or less. The analysis grades how developable the parcels are based on the factors described in Table 5-1. A higher score means there are fewer barriers to developing the parcel. This includes approximately 560 acres of industrial land, and a total of 65 parcels.

TABLE 5-1. BWP PROPERTY DEVELOPABLE PARCELS CRITERIA AND SCORING

FACTOR	GRADING	SCORES
Site Characteristics		
Acreage	Based on size of parcel; based on market demand for larger industrial parcels	2: 21+ acres 1: 6–20 acres 0: 0–5 acres
Ownership	Based on whether or not the parcel was already owned by the City	1: City-Owned 0: Other Owner
Vacant	Based on whether or not the parcel is currently vacant	1: Vacant 0: Not Vacant
Underutilized	Based on whether or not the parcel is currently underutilized	1: Underutilized 0: Not Underutilized
Transportation		
Proximity to US 30	Based on the parcel’s distance from US 30	2: < ¼ mi 1: ¼ – 1 mi 0: >1 mi
Utilities		
Water	Based on parcel’s proximity to existing water utilities	2: 0–250 ft
Sewer	Based on parcel’s proximity to existing sewer utilities	1: 251–1000 ft
Stormwater	Based on parcel’s proximity to existing stormwater utilities	0: 1000+ ft
Environmental		
Wetland	Based on whether or not the parcel was in a wetland area	
Floodplain	Based on whether or not the parcel was in the FEMA 100-year floodplain	1: No
Critical Habitat Area	Based on whether or not the parcel was in a critical habitat area	0: Yes
Contamination	Based on whether or not there is suspected or known contamination on the property	

5.2 PHYSICAL FRAMEWORK

The historic industrial use of this property, its separation from downtown, and its proximity to OR US 30 make the BWP property suited to accommodate future industrial development. The parcels within the BWP property were evaluated to determine how developable they are. The analysis included an assessment of the parcel conditions, proximity to US 30, access to utilities, and environmental constraints (the full score table is available in Appendix B).

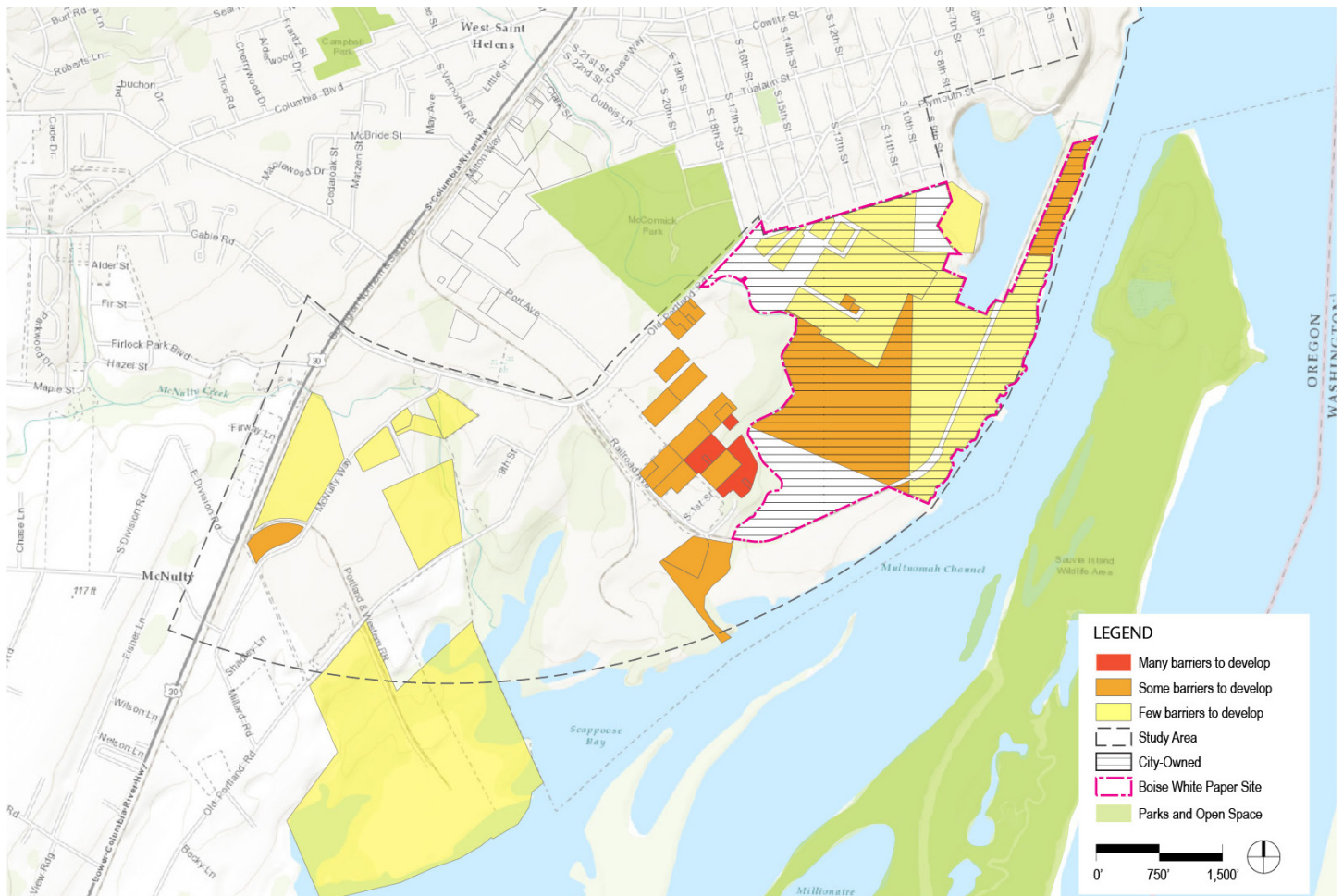
Figure 5-6 shows the scoring of the parcels. The primary findings from this analysis are:

- **Of the 13 City-owned parcels, 8 have few barriers to development.** This means that the City will need to use these findings to address the remaining barriers and make these properties more marketable. This might include aggregating properties that are too small for the industrial market, updating the

riparian designation in the St. Helens Municipal Code (SHMC), and improving transportation connectivity to parcels farther from US 30.

- **The average size of City-owned parcels is 21.4 acres.** Most of the City-owned parcels are large and would be attractive to future industrial employers. The smaller parcels the City owns are in close proximity and could be aggregated into a larger property that would be more attractive for redevelopment.
- **Many of the BWP Property parcels have known or suspected contamination.** The unknown degree of contamination is a deterrent for future development. It is important to communicate to potential developers the protections provided under the environmental indemnification in effect on the BWP Property parcels.

FIGURE 5-6. BOISE WHITE PAPER DEVELOPABLE PARCEL ANALYSIS



5.2 PHYSICAL FRAMEWORK

- **Many of the BWP Property parcels are in a wetland, riparian, and/or critical habitat area.** These designations will require a future developer to go through a sensitive lands analysis and may act as a disincentive. It would be beneficial for the City to re-evaluate these designations on properties that have had a long history of industrial use and no longer support these sensitive environmental conditions.
- **There are many developable parcels closer to US 30.** As shown in Figure 5-6, there are many developable parcels that are closer to US 30 than the City-owned parcels. To counteract this, the City will need to address any transportation issues that inhibit traffic flow through to its parcels and support these improvements with way-finding infrastructure. A marketing strategy should be developed to make the parcels more attractive to developers. City ownership can be an asset in that the City can offer incentives, such as an expedited permitting process for redevelopment of these parcels.

Further review may be required to determine if parcels are lots of record.

5.3 STUDY AREA

The study area was evaluated to determine what off-site improvements are needed to facilitate redevelopment of the waterfront. It is likely that the Veneer Property will be developed in phases, starting at the north end to create synergy between the new development and the existing downtown. To support development, the City can do the following:

- **Put out a Request for Information or Qualifications (RFI or RFQ) to prospective developers rather than a Request for Proposal (RFP).** Since the layout and type of development on the Veneer Property will remain flexible under the adopted Framework Plan, it makes more sense to put out an RFI or RFQ, which will allow the developer to create a vision for the property with the City and the community.
- **Compile a one-page sheet describing key existing conditions in the community.** This could include demographics, school enrollment, median household income, vacancy rates, etc., which will give potential developers a sense of the community context.
- **Consider the range of financial tools the City can leverage.** Some tools include an urban renewal district, a vertical-housing tax abatement zone, and a development permit fee-relief policy.
- **Show dedication to revitalization.** This plan includes a list of projects to support redevelopment. The City should complete pre-development projects (e.g., activating the downtown business association, the St. Helens Economic Development Corporation or SHEDCO) to show that the City and the community are dedicated to redevelopment.
- **Support residential development downtown.** Currently the downtown area has very little residential development, which minimizes the demand for retail and other amenities, especially after 5pm. Adding residential development means creating 24-hour demand in the downtown area, which will support the existing businesses and encourage more employers to relocate to downtown.
- **Prioritize employment in the appropriate areas.** Having a major employer in the area would create another reason for people to live downtown. However, this type of development is better suited to the BWP Property and surrounding vacant and underutilized properties. The Veneer Property is a unique community asset, and should be reserved as a public asset and a space for vibrant redevelopment.
- **Expand art and cultural activities in downtown.** This will help create a sense of place and demonstrate community pride.

5.4 TRANSPORTATION CONNECTIONS

In order for development to occur, it is imperative to improve transportation connections to and through the Vener Property and the downtown area for pedestrians, bicyclists, and automobiles. These physical improvements need to be coupled with a way-finding strategy so that people know to turn off the highway or pull up their boats to get to this area. The following projects are discussed in more detail on their individual project sheets in Appendix A, but are important transportation elements in the larger context of the study area (see Figure 5-7 below).

- **Old Portland Road/Gable Road.** A realignment of this intersection and installation of a traffic signal to encourage motorists to use McNulty Way rather than Old Portland Road to travel between US 30 and the St. Helens downtown and waterfront redevelopment area.
- **Old Portland Road/Plymouth Street.** A realignment of Old Portland Road, Plymouth Street, or installation of a three-, four-, or five-leg roundabout in order to better accommodate large delivery vehicles that frequently travel through this area and to provide better visibility.

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

Note that the new traffic signal and intersection improvements listed above are not currently listed in the City's 2011 Transportation Systems Plan or any addendum thereof.

FIGURE 5-7. TRANSPORTATION CONNECTION OPTIONS



COLUMBIA
VIEW
PARK

PHASE I



**IMPLEMENTATION
STRATEGY**

INTRODUCTION

The Framework Plan’s vision for an active and attractive mixed-use development along the waterfront cannot be achieved without the commitment of the City and private partners. The City must invest in the waterfront park, roads, and other infrastructure to provide the foundation for a great community. Private developers will invest in high-quality vertical development: the housing units, retail space, and other development that create a vibrant destination. This implementation strategy details how to move from the framework vision to reality, pay for infrastructure, and coordinate the efforts of many partners.

This implementation framework focuses on the Veneer Property but includes all of the larger programmatic and off-site improvements necessary to support waterfront redevelopment. It increases certainty for potential private-sector partners and developers by demonstrating that the City is committed to smart implementation, has carefully considered funding and phasing for infrastructure and development on the property, and has done what it can to set the table for a successful partnership.

The City does not have the resources to develop the Veneer Property on its own and will need partners that can participate in vertical development and make investments that help to promote the area as a whole. The City’s goal is to leverage limited city resources to

The Role of Public-Private Partnerships on the Veneer Property

A public-private partnership on the Veneer Property will allow the City to best support development on the property over time, through phased investments in infrastructure and open space that are coordinated with private development. The public sector will have the greatest leverage near the beginning of a market cycle (not at the peak, as it appears to be at the time of this Action Planning process), when construction costs are lowest and when developers are seeking new projects.

generate the largest positive impact for the community. Table 6-1 shows the roles for different partners in advancing the implementation of the framework plan.

These partners will work together in three main near-term actions: (1) Attract a Developer; (2) Clarify Development Regulations; (3) Develop a Funding Plan. The remainder of this section provides detail on these actions; project sheets in Appendix A provide more detail about these actions, as well as the specific infrastructure improvements that are needed on and off-site to support development.

TABLE 6-1. PARTNERS

PARTNER	ROLE
LEADS	
City of St. Helens	Coordinate all implementation actions; lead efforts to improve the waterfront and public sites; provide funding for infrastructure to support new private development; initiate and lead interactions with private developer(s).
Developer Partner	Bring private capital to invest in new waterfront development that aligns with the City’s vision; create a development master plan that refines the ideas for private development contained in this Framework Plan.
PARTNERS	
SHEDCO and Downtown Businesses	Implement the Main Street Program to promote the Riverfront District through business outreach and pursuit of grants. Attract and retain businesses in St. Helens.
Community Members	Provide input on connections to the property through the Nob Hill Neighborhood. Consider creation of a “Friends of the Waterfront” composed of local neighbors, businesses, and other champions for the waterfront.

6.1 ACTION 1: ATTRACT A DEVELOPER

Action Summary

The recommended approach for development is to market the property, release a Request for Information or Qualifications to interested developers, and to work with a selected developer to produce a Master Plan that leads to a Disposition and Development Agreement (DDA) that outlines roles and investment responsibilities for the development partner and the City.

See Appendix C for Alternative Development Approaches.

The size and scale of the property is such that any development approach will take several, and perhaps many years to fully implement and will require continued City management. Economic cycles will also affect the pace of development and the land-disposition process, the availability of tax revenues from new site development, and the risks associated with any City investment obligations. It will be critical that the City find a trusted, capable development partner and enter into a legally binding DDA to move this project forward.

RECOMMENDED APPROACH: DISPOSITION AND DEVELOPMENT AGREEMENT

Given the potential risks and considerable public expense of infrastructure to support developable parcels, we recommend that the City pursue a DDA as it moves forward with development. A DDA is a legally binding agreement that ties a developer to performance

requirements (which may include requirements for investments in infrastructure, development timelines, or other requirements) in exchange for the City agreeing to fund and otherwise support redevelopment.

DDAs are typically organized around a detailed property Master Plan that outlines building-level details and engineering specifications for roads and other infrastructure. The City would work with a developer to create a master plan for the initial phase(s) of development on the property, and would time investment in public infrastructure so that it supports and leverages private investment in buildings to ensure efficient and effective property development that aligns with the Framework Plan goals. This entails entering into a DDA with a developer to create a Master Plan for the property that will address phasing, specifics of “special-use areas,” use mix, etc., as well as identifying who will pay for which pieces of infrastructure with which tools. Steps include:

STEP 1: PROPERTY MARKETING

The City should initiate a set of informal property-marketing actions, including setting up a development opportunity website, developing materials that clearly communicate the opportunity available on the Veneer Property, drafting press releases on the planning work to-date, and hosting informal tours with developers.

STEP 2: DEVELOP A SOLICITATION THAT OUTLINES KEY PUBLIC OBJECTIVES FOR THE PROPERTY

The City has considerable, but not complete, influence over the eventual development form for private development on the property, and needs to be clear in its requirements and communications with development

TABLE 6-2. PUBLIC-SECTOR DEVELOPMENT OBJECTIVES

CORE VALUE	DEVELOPMENT OBJECTIVES	
	Public-Sector “Must-Haves”	Public-Sector “Preferences”
Public Access	<ul style="list-style-type: none"> Active open space along the waterfront for pedestrians and bikes 	<ul style="list-style-type: none"> Active access to water (i.e., marina, boat launch, beach)
Natural and Cultural Heritage	<ul style="list-style-type: none"> Improved natural function of the shoreline Multi-modal connectivity (to street grid and transportation network) 	<ul style="list-style-type: none"> Limited impact on view sheds
Sustainable Economic Development	<ul style="list-style-type: none"> Redevelopment supports existing businesses 	<ul style="list-style-type: none"> Mix of residential with some retail; possible residential-compatible employment uses

6.1 ACTION 1: ATTRACT A DEVELOPER

partners about what it must have and what it desires as a result of public participation in funding infrastructure and development on the property. Through the framework plan process, the City developed a set of key objectives that stemmed from outreach with residents, as shown in Table 6-2. The City will want to refer to these objectives as it considers its approach to attracting developer(s) to the property.

STEP 3: DISPOSITION AND DEVELOPMENT AGREEMENT

Public-private partnerships work best when the public partner is clear about its investment goals. The City has developed an initial set of expectations that it will consider as it evaluates potential private development proposals, shown in Table 6-2. These criteria respond to the overall guiding principles for the project and were developed in coordination with the WAC.

The DDA should include “claw-back” language that enables the City to ensure performance or to have beneficial property reversion rights.

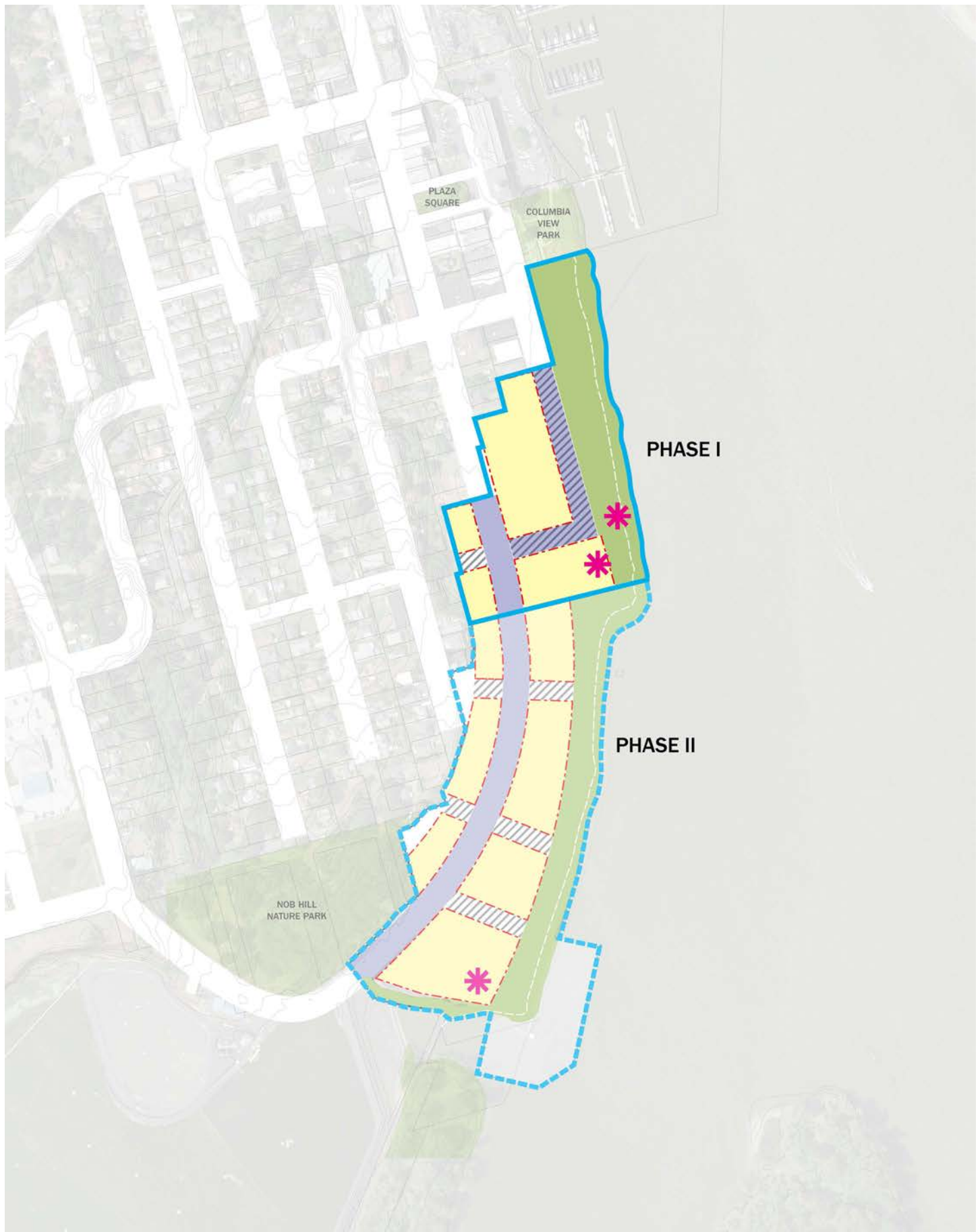
STEP 4: MAINTAIN FLEXIBILITY FOR FUTURE PHASES

The City is unlikely to see all private development move forward at once, given current development market conditions and the City’s ability to fund investments in infrastructure and open space. While the details of the phasing should be worked out in partnership with a selected developer, we have suggested a first phase for planning and budgeting purposes. Based on interviews with development professionals and outreach with residents and downtown business owners, the most logical place for the City to focus new development is closest to existing shops and civic uses in the Riverfront District.

- Phase 1: The first phase will most likely be north of the 1st and Strand connector, to build off existing momentum in downtown St. Helens. Phasing development will allow for initial projects to build off existing energy and investments.
- Phase 2: The area south of the 1st and Strand connector is likely to take longer to develop and will leverage the development created in Phase 1, as well as the investment in waterfront open space.
- Long-term: A long-term strategy for the waterfront includes repurposing the waste-treatment lagoon by filling it in. This creates the potential for additional development or public amenities on and near the property. One source of income for implementation could be tipping fees for fill.

The recommended development phasing is shown in Figure 6-1.

FIGURE 6-1. PHASING CONSIDERATIONS



6.2 ACTION 2: ADDRESS THE ZONING CODE

Action Summary

Once the City has determined its preferred development approach, it should ensure that the zoning code is best suited to enable that approach. Options available to the City range from small changes to reflect the Framework Plan to a full re-zone of the Veneer Property.

The City should ensure that its development code is flexible enough to accommodate a variety of development types while still ensuring an appropriate level of control over the outcomes and fulfilling the goals of the Framework Plan. Uncertainty, inconsistency, and complexity in the code can have negative, even fatal, outcomes on development prospects. Any changes to the zoning should yield a simple solution that references the Framework Plan and provides control to the City and flexibility to the developer.

DEVELOPMENT AND DDA

The Waterfront Redevelopment Overlay District (WROD) was established in 2009 (SHMC 17.32.180) to provide an alternative zoning and development option that may be used to implement City goals and policies for economic development on the Veneer Property at a time when the property was not under City control. The WROD relies on a DDA for implementation since it is a “floating zone,” which does not supersede the underlying Heavy Industrial (HI) zone until the DDA is approved. According to the WROD, “the development agreement shall include a development plan or plans that has/have been approved through a site development review and/or conditional use permit and that has/have been revised as necessary to comply with city standards and applicable conditions of approval. Applicant bears responsibility for the development plan(s).”

The WROD could be modified in a number of ways to help accommodate development envisioned through the Framework Plan. At a minimum, it would need to be amended to include reference to the goals and principles of this plan. Additional modifications could be made to reduce reliance on the standards and processes it currently enforces.

If the City opts for the recommended approach outlined in Action 1, the WROD can be used with minimal modifications. However, it is an imperfect tool to accomplish City goals because it maintains the underlying HI zone and includes many burdensome and complicated standards.

RECOMMENDED APPROACH: REZONE

In order to provide certainty, clarity and simplicity to the development process, it is recommended that the City remove the WROD and change the underlying HI zone to a new zone that is specifically for the Veneer Property and could be extended south in the future if the lagoon area were to be redeveloped. This new zone would reference the requirements of the Framework Plan and rely on a DDA for implementation. Development requirements not specifically laid out in the Framework Plan or laid out in the DDA will default to City Code. Rezoning will require a legislative process that would be necessary even if the City were only changing language in the existing zones. However, a full zone change will produce a simpler result and will reflect the true long-term expectations for the property’s redevelopment as a vibrant, mixed-use waterfront district.

6.3 ACTION 3: FUND NECESSARY IMPROVEMENT PROJECTS

Action Summary

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

Based on the findings from the market analysis, investment in new mixed-use development may be difficult for a developer to finance. Limited new multifamily or mixed-use development has occurred in St. Helens in the past decade, and achievable rents in the current market are generally lower than necessary to support the cost of new construction. In that context, a key purpose of this implementation strategy is to increase certainty for developers regarding where and how private development can occur, and what funding tools are available to support investments in infrastructure and new vertical development.

The framework planning process included estimation of infrastructure costs to support redevelopment in Phase 1 and 2 on the Veneer Property, including utilities, road infrastructure, and open space. These costs are summarized in Table 7-3. The magnitude of the costs outlined below points to the need for multiple funding tools to support redevelopment, as no one funding tool will be able to pay for all of the costs. It also means that development will need to be phased and done in partnership with private developers.

As part of the framework planning process, the team explored a variety of possible funding tools (detailed in Appendix D).

TABLE 6-3. COST ESTIMATES

	PHASE 1		PHASE 2		TOTAL: LOW	TOTAL: HIGH
	Low	High	Low	High		
Site Preparation	\$300,000	\$400,000	\$200,000	\$300,000	\$500,000	\$700,000
Utilities	\$1,100,000	\$1,600,000	\$700,000	\$1,200,000	\$1,800,000	\$2,800,000
Open Space	\$800,000	\$1,400,000	\$4,700,000	\$7,700,000	\$5,500,000	\$9,100,000
Roads	\$1,400,000	\$1,600,000	\$800,000	\$900,000	\$2,200,000	\$2,500,000
Bank Enhancement	\$400,000	\$500,000	\$400,000	\$500,000	\$800,000	\$1,000,000
Off-site Roads	\$0	\$0	\$700,000	\$3,600,000	\$700,000	\$3,600,000
Habitat/Riparian Enhancements	TBD	TBD	TBD	TBD	TBD	TBD
Site Remediation	TBD	TBD	TBD	TBD	TBD	TBD
Ped/Bike Connections to Site	TBD	TBD	TBD	TBD	TBD	TBD
Development Incentives	TBD	TBD	TBD	TBD	TBD	TBD
Known Costs Total	\$4,000,000	\$5,500,000	\$7,500,000	\$14,200,000	\$11,500,000	\$19,700,000

6.3 ACTION 3: FUND NECESSARY IMPROVEMENT PROJECTS

RECOMMENDED FUNDING TOOLS

The Veneer Property currently has no utilities or transportation infrastructure. The City is exploring several possible funding sources to pay for the investments identified in the Framework Plan. The City is exploring the following funding source possibilities:

- **Urban Renewal.** This tool will likely be fundamental to the ability for the city to realize the Framework Plan vision in the near term, given the scope of the infrastructure improvements needed and the need to attract a development partner with targeted incentives. The City has not yet fully explored the feasibility of urban renewal in this area.
- **Grants.** There are several transportation and open-space grants that could help to fund key pieces of the infrastructure needed to support development on the Veneer Property.
- **Public-Private Partnership.** As part of a DDA and master plan, the City will negotiate the funding of individual components of the site plan with its development partner. These improvements could use tools such as a Local Improvement District to levy assessments on surrounding property owners that benefit from that improvement.
- **Tipping Fees from Lagoon Repurposing.** The City is evaluating the feasibility of repurposing its existing wastewater lagoon as an interim, confined disposal facility that would accept fill. Income generated through fee collection could be applied to public improvements on the Waterfront properties.

Appendix D provides detailed information on these possible funding tools.

6.4 PROJECTS

Table 6-4 provides a summary of the project sheet compiled in Appendix A. These projects are intended to guide the City to and through the redevelopment of the waterfront, and include both general programs as well as phase-specific projects. These are the next steps for the City and the St. Helens community to take to achieve the future they began envisioning with the SDAT in 2014.

Phasing Assumptions

- Short-term: 0-5 years, set the site up for development
- Development Phase 1: 5-10 years, north of The Strand
- Development Phase 2: 10+ years, south of The Strand

Cost Assumptions

- Low: Under \$200,000
- Med: \$201,000 - \$1,000,000
- High: \$1,000,000+

TABLE 6-4. PROJECT SHEET SUMMARY

	SHORT NAME	DESCRIPTION	PHASING	PARTNERS	TOTAL COST
PROGRAMS					
A1	Site marketing	Develop a marketing plan for site and Framework Plan to attract developers and investment.	Short-term	City	TBD
A2	Funding toolkit	Develop a toolkit to enable the City to 1) be receptive to development opportunities and 2) create ongoing relationships with Developers.	Short-term	City, TBD	TBD
A3	Entitlements	Dedicate the ROW for local street improvements, plat parcels based on greenway location. Develop a mixed-use/special zone for the Waterfront to implement development standards established in the Plan.	Short-term	City	Low
A4	Branding and Main Street Organization Support	Create and or support new main street activities in partnership with local community groups to attract residents and visitors to downtown.	Short-term	City, Chamber, SHEDCO/Main St. Program, Travel Oregon	TBD
A5	URA Creation	Adopt an urban renewal area to generate tax increment revenue to pay for area improvement projects.	Short-term	City, SHEDCO, etc.	TBD
A6	Expand storefront improvement program	Enhance the existing historic façade improvement program to create feeling of “investment” in area.	Short-term	City, SHEDCO, State Historic Preservation Office	TBD
A7	Repurpose Wastewater Lagoon	Turn lagoon into landfill to receive fill material from various sources to create new upland waterfront land for development and revenue generation.	Long-term	Multiple	\$30-\$40M
A8	Public Parking Management Strategy	The City will develop a parking management strategy that outlines policies and programs that result in more efficient use of parking resources.	P1	City	Low
PHASE 1 PROJECTS					
B1	Site Preparation	Grading, embankment and compaction, and erosion control on the entire site.	P1, P2	City, private developers	\$500-\$700K
B2	Site Remediation	Address localized hot spots on the site in coordination with development.	P1, P2	City, Boise Cascade	TBD

6.4 PROJECTS

TABLE 6-4. PROJECT SHEET SUMMARY (CONT.)

	SHORT NAME	DESCRIPTION	PHASING	PARTNERS	TOTAL COST
PHASE 1 PROJECTS					
B3	Sanitary Sewer Structure	Install phased sewer facilities to service new development, including force mains, gravity sewer lines, and two pump stations.	P1, P2	City, private developers	\$450-\$600K
B4	Stormwater Infrastructure	Install stormwater facilities in phases, including pipes and bioretention facilities.	P1, P2	City, private developers	\$300-600K
B5	Water Distribution Infrastructure	Install pipes and fire hydrants to service new development.	P1, P2	City, private developers	\$300-\$600K
B6	Franchise Utility Infrastructure	Install underground electrical power, gas, and communications utilities in coordination with new development	P1, P2	TBD	\$600K-\$1M
B7	Columbia View Park Expansion	Design and construct new 1.3 acre park as an extension of existing Columbia View Park.	P1, P2	City, Trust for Public Land, etc.	\$840K - \$1.4M
B8	South 1st and the Strand	Construct South 1st Street and The Strand in phases, including sidewalks, intersections, bike lanes.	P1, P2	City	P1: \$1.4-\$1.6M; P2: \$800-\$910K
PHASE 2 PROJECTS					
C1	Bank Enhancement	Grading, planting, and reinforcement of bank as needed to prevent erosion, restore habitat, support greenway trail and water access and create visual interest along waterfront.	ST, P1	City, DSL, ODFW, Bonneville Foundation?	Medium to High
C2	Riparian Corridor Enhancement	Create nearshore habitat in shallow offshore areas to create salmon habitat and support potential beach and other river access.	P2	City, ODFW, DSL	Medium to High
C3	Waterfront Greenway Trail / Park Design	Install greenway trail south of Columbia View, including design, associated furnishings, interpretation and connections to new neighborhood.	P2	City, private developers,	\$4-\$7 M
C4	Improve Bluff Habitat	Plant and restore the east edge of Nob Hill, as well as base of entire bluff, including any portions of Veneer site to be added to Nature Park.	P2	City, Friends of Nob Hill Nature Park (check)	TBD
C5	Tualatin Street Plaza	Design public plaza at intersection of Tualatin Street and the Strand. Consider future pier from this location in design.	P2	City	\$500K-\$700K
C6	Habitat Enhancement/ Public Access	Restore natural area between White Paper Lagoon and Multnomah Channel. Explore options for public access in natural area.	P2	City, County, Scappoose Bay Watershed	Medium
C7	Marina	Construct a marina on the south end of the Veneer Property, near the entrance to Frogmore Slough. The marina would be privately developed, owned and operated, but at least partly open to the public and available for public use and access.	P2	Private developer and operator, Department of State Lands, Oregon Marine Board	\$500K-\$1M

6.4 PROJECTS

TABLE 6-4. PROJECT SHEET SUMMARY (CONT.)

	SHORT NAME	DESCRIPTION	PHASING	PARTNERS	TOTAL COST
TRANSPORTATION CONNECTIONS					
D1	Improve trail connection to Nob Hill Nature Park from south of site	Explore alternatives for connecting waterfront greenway to existing trail connections to Nob Hill Nature Park; improve existing trail if necessary.	Short-term	City, Friends of Nob Hill Nature Park, OPHI	Low
D2	Trail connection over restored/renovated trestle to south	Extend trail from downtown to south of the site, providing access to natural areas along Multnomah Channel.	P2	City, County, City of Portland via Lagoon project?	Medium
D3	Realign and improve Tualatin Street stairway	Widen, rebuild and align existing staircase to new east-west ROW on Veneer site. Install signage/lighting. Tie to 1st St. construction.	TBD	City Partners: Friends and Neighbors of River View	Low to Medium
D4	Wayfinding Improvements	Help people find downtown retail and existing business district. Attract people on Hwy 30 to St. Helens downtown. Integrate corridor master planning effort and other efforts.	Short-term	City, SHEDCO, Main St program	TBD
D5	Old Portland/Gable Improvements	Improve the intersection to better accommodate traffic coming to the Veneer site.	P2	City	\$250K-\$1.7M
D6	Old Portland/Plymouth	Improve the intersection to better accommodate traffic and serve as a gateway to the site.	P2	City	\$320K-\$1.8M
D7	Old Portland/Millard	Reconstruct intersection to better accommodate large vehicles.	Short-term or P1	City	\$60-70K
D8	Plymouth	Improve bicyclist and pedestrian safety along Plymouth Street.	TBD	City	\$100K-\$300K
D9	Plymouth/6th	Install a signage to increase safety.	TBD	City	\$2,000

APPENDIX A

PROJECT SHEETS

St. Helens Waterfront Project Sheets

<p><u>Phasing Assumptions</u> Short-term: 0–5 years, set the site up for development Phase 1: 5–10 years, Development Phase 1, north of Tualatin Street Phase 2: 10+ years, Development Phase 2</p>	<p><u>Cost Assumptions</u> Low—Under \$200K Med—\$201K-\$1 million High—\$1 million+</p>
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	Short name	Description	Phasing	Partners	Total Cost
Programs					
A1	Site marketing	Develop a marketing plan for the site and a framework plan to attract developers and investment.	Short-term	City	TBD
A2	Funding toolkit	Develop a toolkit to enable the City to 1) be receptive to development opportunities and 2) create ongoing relationships with developers.	Short-term	City, TBD	TBD
A3	Entitlements	Dedicate the ROW for local street improvements and plat parcels based on greenway location. Develop a mixed-use/special zone for the waterfront to implement development standards established in the Plan.	Short-term	City	Low
A4	Branding and Main Street Organization Support	Create and/or support new main street activities in partnership with local community groups to attract residents and visitors to downtown.	Short-term	City, Chamber, SHEDCO/Main St. Program, Travel Oregon	TBD
A5	URA Creation	Adopt an urban renewal area to generate tax increment revenue to pay for area improvement projects.	Short-term	City, SHEDCO, etc.	TBD
A6	Expand storefront improvement program	Enhance the existing historic façade improvement program to create feeling of “investment” in the area.	Short-term	City, SHEDCO, SHPO	TBD
A7	Repurpose Wastewater Lagoon	Turn lagoon into landfill that will receive fill material from various sources to create new upland waterfront land for development and revenue generation.	Long-term	Multiple	\$30M-\$40M
A8	Public Parking Management Strategy	The City will develop a parking management strategy that outlines policies and programs that will result in more efficient use of parking resources.	P1	City	Low
Phase 1 Projects					
B1	Site Preparation	Grading, embankment and compaction, and erosion control on the entire site.	P1, P2	City, private developers	\$500-700K
B2	Site Remediation	Address localized hot spots on the site in coordination with development.	P1, P2	City, Boise Cascade	TBD
B3	Sanitary Sewer Infrastructure	Install phased sewer facilities, including force mains, gravity sewer lines, and two pump stations, to service new development.	P1, P2	City, private developers	\$450-600K
B4	Stormwater Infrastructure	Install stormwater facilities in phases, including pipes and bioretention facilities.	P1, P2	City, private developers	\$300-600K
B5	Water Distribution Infrastructure	Install pipes and fire hydrants to service new development.	P1, P2	City, private developers	\$300-600K
B6	Franchise Utility Infrastructure	Install underground electrical power, gas, and communications utilities in coordination with new development.	P1, P2	TBD	\$600K-\$1M
B7	Columbia View Park Expansion	Design and construct new 1.3-acre park as an extension of existing Columbia View Park.	P1, P2	City, Trust for Public Land, etc.	\$840K-\$1.4M
B8	South 1st and The Strand	Construct South 1st Street and The Strand in phases, including sidewalks, intersections, bike lanes.	P1, P2	City	P1: \$1.4-\$1.6M; P2: \$800-\$910K

	Short name	Description	Phasing	Partners	Total Cost
Phase 2 Projects					
C1	Bank Enhancement	Grading, planting, and reinforcement of bank as needed to prevent erosion, restore habitat, support greenway trail and water access, and create visual interest along waterfront.	ST, P1	City, DSL, ODFW, Bonneville Foundation	Medium to High
C2	Riparian Corridor Enhancement	Create nearshore habitat in shallow offshore areas to create salmon habitat and support potential beach and other river access.	P2	City, ODFW, DSL	Medium to High
C3	Waterfront Greenway Trail / Park Design	Install greenway trail south of Columbia View, including design, associated furnishings, interpretation, and connections to new neighborhood.	P2	City, private developers	\$4-7 M
C4	Improve Bluff Habitat	Plant and restore the east edge of Nob Hill, as well as the base of the entire bluff, including any portions of the Veneer site to be added to Nature Park.	P2	City, Friends of Nob Hill Nature Park	TBD
C5	Tualatin Street Plaza	Design public plaza at intersection of Tualatin Street and The Strand. Consider future pier from this location in design.	P2	City	\$500-700,000
C6	Habitat Enhancement/ Public Access	Restore natural area between White Paper Lagoon and Multnomah Channel. Explore options for public access in natural area.	P2	City, County, Scappoose Bay Watershed	Medium
C7	Marina	Construct a marina on the south end of the Veneer Property, near the entrance to the Frogmore Slough. The marina would be privately developed, owned, and operated, but at least partly open to the public and available for public use and access.	P2	Private developer and operator, DSL, Oregon Marine Board	\$500K-\$1M
Transportation Connections					
D1	Improve trail connection to Nob Hill Nature Park from south of site	Explore alternatives for connecting waterfront greenway to existing trail connections to Nob Hill Nature Park; improve existing trail if necessary.	Short-term	City, Friends of Nob Hill Nature Park, OPHI	Low
D2	Trail connection over restored / renovated trestle to south	Extend trail from downtown to south of the site, providing access to natural areas along Multnomah Channel.	P2	City, County, City of Portland via Lagoon project	Medium
D3	Realign and improve Tualatin Street stairway	Widen, rebuild, and align existing staircase to new east-west ROW on Veneer site. Install signage/lighting. Tie to 1st St. construction.	TBD	City Partners: Friends and Neighbors of River View	Low to Medium
D4	Wayfinding Improvements	Help people find downtown retail and existing business district. Attract people on Hwy 30 to St. Helens downtown. Integrate corridor master planning effort and other efforts.	Short-term	City, SHEDCO, Main St program	TBD
D5	Old Portland / Gable Improvements	Improve the intersection to better accommodate traffic coming to the Veneer site.	P2	City	\$250K-\$1.7M
D6	Old Portland / Plymouth	Improve the intersection to better accommodate traffic and serve as a gateway to the site.	P2	City	\$320K-\$1.8M
D7	Old Portland/Millard	Reconstruct intersection to better accommodate large vehicles.	Short-term or P1	City	\$60-70K
D8	Plymouth	Improve bicyclist and pedestrian safety along Plymouth Street.	TBD	City	\$100K-\$300K
D9	Plymouth/6th	Install signage to increase safety.	TBD	City	\$2,000

Exhibit 1. Project Phasing



Exhibit 2. Project Phasing and Open Space Connections



WATERFRONT OPEN SPACE PHASING DIAGRAM
ST. HELENS WATERFRONT REDEVELOPMENT

A1 Site Marketing

Project Description	Lead
The Framework Plan recommends using a solicitation process to identify a private development partner for the Veneer Site, but the City needs to make several key decisions before taking this step.	City of St. Helens

Rationale

A thoughtful solicitation process will ensure that the development meets the vision put forth in the Framework Plan and that the City can set up an efficient process for all partners.

Implementation steps/key issues

- **Rebrand the site.** The City should consider changing the name of the site from “the Veneer Site” to a name that evokes the Framework Plan vision. The City can build from the branding conversation begun at open houses when the Framework Plan was begun.
- **Determine the City’s incentives toolbox (see Project Sheet A2).** Developers will need a clearly articulated commitment to finance the public participation component. In particular, this should address the City’s commitment to fund Phase I infrastructure, as described in the Framework Plan.
- **Reach out to developers.**
 - *Web site.* Create a prospectus Web site for the site with pertinent information, including the Framework Plan Summary (with a link to a longer document), key facts (drive times, population within specific radii, steps completed to date), key contact, etc.
 - *Media outreach.* Consider culminating the Framework Plan with media outreach (press releases) and/or tours with key news outlets such as the *Daily Journal of Commerce*, *Portland Business Journal*, the *Oregonian*, etc. Couple this with marketing related to new development at the Muckle Building.
 - *Developer get-togethers.* The developers interviewed through the Framework Plan process emphasized the importance of reaching out to developers prior to the solicitation process to better understand developer concerns.
- **Determine type of solicitation.** The type of solicitation the City wishes to release depends on its level of certainty in each of the topics described above. In general, a Request for Proposals is appropriate if a City has a target development program in mind and has solid agreement on incentives that can be offered. The more certainty the City can provide on the public resources available and the projects it wishes to partner on, the more likely it is that responses will be specific, financially feasible, and responsive to goals. We recommend that the City release an RFQ or RFI so details can be worked out once a development partner is on board.
- **Determine geography.** The Framework Plan phasing recommendations indicate that the City communicated the phased development the City imagines, but include all the sites.
- **Develop RFQ/RFI content and selection criteria.** Once a decision on format is made, the City can use the Framework Plan recommendations as the foundation for defining public goals for the site’s development, use mix, amenities, etc.
- **Determine approach for ongoing stakeholder and public participation.** Given the robust and positive nature of the stakeholder conversations to date, consider convening a stakeholder group that will continue to provide input once a development partner is on board.

The City could release a solicitation without full resolution of the issues above, but would have to structure the solicitation in a way that reflects the City’s uncertainty and limits private partners’ risks, given the uncertainty. Some of these variables can be fully addressed only through a negotiated development agreement.

Phasing	Short-term
Outreach needed	Ongoing public engagement throughout the developer recruitment and implementation phase is recommended. Convene a stakeholder group that includes owners of existing downtown businesses, property owners, and neighborhood representatives, and plan at least one major public open house event to inform developer design. This group can include members of the existing Waterfront Advisory Committee.
Partners	Developers; stakeholder committee (per above) public
Estimated Cost	Funding Considerations
Low, limited to staff time	Internal staff capacity to lead this process; likely to need strategic and legal support on development agreement negotiations and developer selection.

A2 Funding Toolkit

Project Description	Lead
<p>The City will develop a toolkit that will enable it to be receptive to development opportunities and create ongoing relationships with developers. The City can apply for applicable grants/loans to support plan projects (especially infrastructure and programmatic efforts) and also work with a developer or property owner to assist with typical due diligence issues (site design or engineering, property consolidation, market analysis, permitting, financial analysis) to help catalyze redevelopment. See Appendix D for the recommended funding tools.</p>	<p>City of St. Helens</p>
Rationale	
<p>The St. Helens development market creates barriers to site development and reduces development feasibility. A targeted funding toolkit will help to remove development barriers and to focus investments on the waterfront, and will create a more vibrant market that may not need as much support in the future. Findings from outreach and analysis will provide fodder for attracting new private investment.</p>	
Implementation steps/key issues	<ul style="list-style-type: none"> ▪ Evaluate viability of a community development corporation or Community Development Financial Institutions (CDFI) to represent the site and carry out the vision on the community's behalf. ▪ Initiate urban renewal plan process.
Phasing	<p>Short term</p>
Outreach needed	<p>TBD</p>
Partners	<p>Developers, property owners, brokers, development financiers, Chamber</p>
Estimated cost	Funding Considerations
<p>Staff time and materials</p>	<p>Staff time to convene local developers and put together systems to track development opportunities. Specific incentive levels will be determined through negotiation on individual development proposals.</p>

A3 Entitlements

Project Description	Lead
<p>The City should dedicate the right-of-way (ROW) extending from S 1st Street and The Strand and plat parcels based on the boundaries of the greenway and ROWs such that parcel sizes would be suitable for further division once a development plan is in place.</p> <p>Development of a mixed use/special use zone for the waterfront to allow uses and implement development standards established in the Framework Plan.</p>	<p>City of St. Helens</p>
<p>Rationale</p>	
<ul style="list-style-type: none"> ▪ By dedicating the ROW and platting initial parcels, the City is moving the Veneer property closer to being development-ready. ▪ ROWs can be dedicated in phases, since there is some uncertainty about exactly how S 1st Street will connect Plymouth Street on the south end of the site. This connection will be determined during future development. The first phase of development is anticipated to take place around the block created by extending S 1st Street, The Strand, and Tualatin Street. This ROW should be dedicated along with large development parcels. ▪ Parcels created by the dedication of a ROW will be identified for development or open-space use. ▪ Future development plans will dictate the further subdivision of the development parcels. Platting of parcels should be in accordance with the adopted Framework Plan’s development standards. 	
<p>Implementation steps/key issues</p>	<ul style="list-style-type: none"> ▪ Zone Change: The Waterfront Redevelopment Overlay District (WROD) should be replaced with mixed-use zoning such that it reflects the adopted Framework Plan and other recommended development standards (e.g., height, size of greenway). This process should establish the minimum amount of greenway, pedestrian connections running east-west through the Veneer property, and where roads will generally be located. In doing so, the City will create an envelope for development in which future purchasers and developers will have freedom without compromising the fundamental aspects of the site and the desires of the community. Future development should reflect the intent of the adopted Framework Plan. ▪ Dedication of the ROW: The phase one ROW can be dedicated to create the new development block around S 1st, Tualatin, and The Strand. The further alignment of S 1st Street to Plymouth Street will be determined in later phases of site development. ▪ Platting: Initial development parcels will be created in the first phase; future development will determine further subdivision of the development parcels. The southern portion of the site (south of the phase one development area) should be divided into parcels for open space and development, but anticipating that the S 1st Street ROW will be extended through.
<p>Phasing</p>	<p>Short-Term (ROW and first-phase parcels) Mid-Term (subdivision of parcels and dedication of future phase ROW)</p>
<p>Outreach needed</p>	<p>Yes</p>
<p>Partners</p>	<p>Planning Commission</p>
<p>Estimated cost</p>	<p>Funding Considerations</p>
<p><\$200,000</p>	<p>None.</p>

A4 Branding and Main Street Organizational Support

Project Description	Lead
<p>The City envisions a more urban, higher-amenity neighborhood on the waterfront that helps to strengthen the entire district. At the same time, the City and its partners should actively market the downtown area to better attract visitors and residents. The City already has in place a few economic development programs and tools that support businesses. This action is meant to document the ongoing work of the existing Main Street Program and the types of activities that can best support future development. The existing Main Street Program is operated by SHEDCO and has been staffed through Resource Assistance for Rural Environments (RARE) volunteers for the past three years. The next scope of work for the RARE is focusing on sustainable funding by looking at ways that other main street associations have funded these (including business assessments). In addition, RARE continues to implement an initial strategy put together by Sheri Stuart, the state's main street coordinator.</p>	SHEDCO
<h3>Rationale</h3>	
<p>Cultivating residents' pride for the downtown will have benefits beyond just supporting the Veneer site. Several real estate professionals who provided input on the plan indicated that towns that successfully achieved reinvestment in their downtowns had an active downtown association and a marketing pitch that focused on the community's brand and its competitive and comparative advantages.</p>	
<h3>Implementation steps/key issues</h3>	<p>The City should consider the following actions:</p> <p><u>Promote St. Helens</u></p> <ul style="list-style-type: none"> ▪ Create a marketing pitch for St. Helens. Develop a specific set of talking points concerning how to market St. Helens' assets broadly, and Old Town specifically. ▪ Promote improved real estate tracking. In 2016, SHEDCO acquired a database that can better track existing spaces for lease and sale within its boundary. The City can assist with pointing interested parties to that Web site as a clearinghouse on information about downtown rental space. ▪ Events. The City has several signature events that it should continue to market to residents and visitors. In addition, there may be other ongoing events that could help support quality of life in the area and attract new visitors to downtown, such as a farmer's market. <p><u>Support downtown businesses</u></p> <ul style="list-style-type: none"> ▪ Retail mix strategy. Consider pursuing grant funding to develop a retail mix strategy for downtown St. Helens. Inputs to the strategy would include outreach to the local business community and business owners. ▪ Technical assistance. SHEDCO has partnered with Micro Enterprise Services of Oregon (MESO) to hold workshops with downtown businesses on topics such as social media and Web sites. The city and SHEDCO should consider ongoing partnerships to offer workshops and/or one-on-one assistance to businesses, based on topics of interest. ▪ Business incubator. The group has discussed potential investments in a retail incubator that would provide startup space to new businesses with reduced rents, short-term lease terms, and technical assistance. This facility should be located between Houlton and the riverfront district. ▪ Business improvement and expansion incentives. This category includes incentives for businesses to improve their physical space. At this time, there is one idea in this category (expansion of the City's existing historic rehabilitation program for storefronts; see Project Sheet A6), but others may be added as the strategy evolves and implementation continues.

	<ul style="list-style-type: none"> ▪ Outreach. Continue to maintain relationships with key property owners to understand their plans for improvements or changes to their properties.
Phasing	Short term
Outreach needed	Business owners
Partners	Travel Oregon and Rural Tourism Studio. Volunteers. City of St. Helens. South Columbia County Chamber of Commerce.
Estimated cost	Funding Considerations
TBD	SHEDCO currently has limited funding to support any new ventures for the Main Street Association. Future conversations will consider the viability of business contributions and the creation of a strategy for the Main Street Association.

A5 Creation of Urban Renewal Area Boundaries and Agency

Project Description	Lead
<p>Urban renewal would allow the City to target City grant/loan funding for predevelopment or construction underwriting and track opportunities in the Urban Renewal Area (URA). The City should initiate an urban renewal planning process involving extensive conversations with overlapping taxing districts. Once an urban renewal program is approved, the City should adopt the urban renewal area boundaries to generate tax increment revenue to fund area improvement projects.</p>	<p>City of St. Helens</p>
<p>Rationale</p>	
<p>Ensure that those investments are financially sound by evaluating tax increment revenues associated with new development and comparing them to the upfront public investment necessary to catalyze development.</p>	
<p>Implementation steps/key issues</p>	<ul style="list-style-type: none"> ▪ Initiate conversations with local taxing districts, including the county, fire district, and port. ▪ Determine a set of boundaries for study. ▪ Provide a complete list of project costs, including the Veneer site improvements, off-site improvements, and other priority improvements within the boundary. ▪ Initiate an urban renewal planning process ASAP.
<p>Phasing</p>	<p>Short term</p>
<p>Outreach needed</p>	<p>Local taxing districts</p>
<p>Partners</p>	<p>Property-tax-revenue-dependent agencies (including county, fire district, school district), SHEDCO, business community</p>
<p>Estimated cost</p>	<p>Funding Considerations</p>
<p>\$100K for urban renewal plan and report</p>	<p>The City will need to determine a funding source for the plan and report.</p>

A6 Expand Storefront Improvement Program

Project Description	Lead
<p>The City should consider adjustments to the structure of existing St. Helens storefront improvement programs, especially if urban renewal becomes a viable funding source. Since 2011, the City has had three Historic Preservation Rehabilitation Grant cycles funded through the Oregon State Historic Preservation Office (SHPO). Structures need not be historic structures, but applications get additional points if a building is a primary/significant building. In each cycle, the City has granted three to four recipients a one-to-one match of about \$3,000, with commercial recipients receiving more funding. Program details can be found at http://www.ci.st-helens.or.us/planning/page/historic-preservation-rehabilitation-grant</p>	<p>City of St. Helens</p>
Rationale	
<p>Improving the look of businesses can be important to ensuring that the businesses capture market share; however, these investments can be challenging for small businesses to finance. This is particularly challenging for tenants, who do not own or control their properties. The City can help to support existing businesses and create a feeling of “investment” in an area by supporting a storefront investment program that can create a contiguous look and feel between new and existing development, so that new residents feel connected to and invested in Old Town.</p>	
Implementation steps/key issues	<ul style="list-style-type: none"> ▪ Consider initiating an expanded program with Façade Improvement and Building Maintenance investment policies. Funding sources could include urban renewals, other state grants, and an alternative revolving loan program. To start, the City should review policies of similar downtown and urban renewal districts around the state. Implications from this review will inform changes the City makes to program materials and Web site content for these programs. ▪ Identify changes that will improve participation and ensure more targeted investments. Focus on projects that increase building value, appearance, and marketability, including cosmetic improvements (e.g., paint or awnings). Options include: <ul style="list-style-type: none"> - <i>Focus improvements on the core area nearest to future waterfront development.</i> Other areas could continue to be eligible for storefront improvement loans. - <i>Adjust criteria.</i> New criteria for eligibility could be based on the visibility of the building and the impact of the improvements on the overall appearance. - <i>Provide financial assistance for building maintenance.</i> If there are buildings in the core area that are not in need of a complete façade renovation but need maintenance, financial assistance could be extended to property owners for such work. Building maintenance costs are often less than a complete façade renovation and this maintenance ensures that buildings in the core area are attractive and consistent with the vision for the downtown and waterfront redevelopment. - <i>Change grant specifics.</i> This could involve changing the maximum grant allowed, adjusting the grant/loan balance, and adjusting the required or desired financial contribution from a property owner. Another option could be to offer the services of an approved architect to work with owners to develop plans. - <i>Target specific properties.</i> In addition to the rolling application process, staff will identify specific buildings that might benefit from urban renewal investment and approach property/business owners with a proposal for improvements. - <i>Allow tenant improvements.</i> These adjustments could allow small businesses/building owners reinvest in their businesses and would help to fund electrical upgrades, ADA compliance, and other infrastructure that is critical to opening/maintaining a business.

	<ul style="list-style-type: none"> ▪ Initiate conversations with property owners and brokers to ensure that the revisions and policies are responsive to area needs.
Phasing	Short term
Outreach needed	Downtown business owners
Partners	City of St. Helens, SHEDCO, SHPO Property owners, businesses, realtors, South Columbia County Chamber of Commerce
Estimated cost	Funding Considerations
TBD	Expansion of existing program may be contingent on UR creation.

A7 Repurpose Wastewater Lagoon

Project Description	Lead
<p>The City is exploring the option of filling in a portion or all of its wastewater treatment plant lagoon to create a usable landmass, develop continuity between adjacent parcels, and provide the opportunity for significant redevelopment on the waterfront. This opportunity is economically viable only if filling this large space with soil is revenue-positive, which is possible if the lagoon is repurposed as a commercially viable solid waste landfill. Converting the wastewater lagoon into a landfill that will receive fill material from various sources will create new upland waterfront land for development and revenue generation.</p>	<p>City of St. Helens</p>

Rationale

- From a technical and regulatory perspective, and with use of proper engineering systems and controls to ensure environmental protection, the site is a viable location for disposal of sediment and soil. While there are multiple competitors that can accept soil from upland sources, there are no competitive facilities with the ability to directly offload sediment from barges. Initial projections suggest significant revenue generation, potentially providing financial support for the City’s redevelopment plans or applied to other City needs.
- The lagoon is oversized for its current use.
- There is a market for disposal of materials suitable for such a facility, and St. Helens’ location presents a competitive advantage over existing facilities.

<p>Implementation steps/key issues</p>	<ul style="list-style-type: none"> ▪ Complete funding and governance analysis ▪ Complete engineering, environmental, and seismic analysis of site suitability ▪ Establish governing structure and/or agency ▪ Identify and secure funding for construction
<p>Phasing</p>	<p>Medium/Long Term</p>
<p>Outreach needed</p>	<p>Yes</p>
<p>Partners</p>	<p>The success of this project will require the support and participation of multiple external agencies, entities, and individuals. The following is a partial list:</p> <ul style="list-style-type: none"> ▪ Department of Environmental Quality ▪ Governor’s Regional Solutions Team ▪ Senator Betsy Johnson ▪ Port of Portland ▪ Lower Willamette Group ▪ Cascade Tissue
<p>Estimated cost</p> <p>Design, Permitting, Construction: \$38–\$45m</p>	<p>Funding Considerations</p> <p>The project will require that funding be procured from multiple sources, including federal, state, local, and private entities. The City is currently reviewing draft recommendations for a funding strategy based on establishing a new agency to govern and manage a potential facility.</p>

A8 Public Parking Management Strategy

Project Description	Lead
<p>The City will develop a parking management strategy that outlines policies and programs that will result in more efficient use of parking resources. Possible strategies can include: shared parking, metered parking, increasing the capacity of existing facilities, overflow parking plans, and possibly the investment in additional City-owned parking facilities to serve as a development incentive for larger mixed-use development.</p>	<p>City of St. Helens</p>
<p>Rationale</p>	
<p>In the near term, a strategy can help the City manage its parking during peak periods, including during the month of October as the City puts on its annual Halloweentown celebration. In the medium to long term, a strategy can help to provide certainty for developers as they consider new investments on the waterfront and other sites throughout downtown St. Helens. According to the Victoria Transport Policy Institute, these programs can sometimes reduce parking requirements by 20 to 40 percent compared to conventional planning requirements.¹</p>	
<p>Implementation steps/key issues</p>	<ul style="list-style-type: none"> ▪ Consider hiring a consultant that specializes in parking management strategies.
<p>Phasing</p>	<p>Phase 1</p>
<p>Outreach needed</p>	<p>Downtown business owners, property owners, brokers</p>
<p>Partners</p>	<p>Chamber of Commerce</p>
<p>Estimated cost</p>	<p>Funding Considerations</p>
<p>Staff time, consulting time, and materials</p>	<p>Staff time to coordinate with consultants.</p>

¹ Litman, Todd. Parking Management Strategies, Evaluation and Planning. 2016. Victoria Transport Policy Institute. http://www.vtpi.org/park_man.pdf

B1 Site Preparation

Project Description	Lead
<p>Preparation of the Veneer property includes any remaining clearing, grading, embankment, compaction, and erosion control required for development. This process likely will be broken into phases, depending on how much of the site a given developer wants to develop. Site preparation will be completed in conjunction with construction of infrastructure and development build-out. Initial engineering calculations estimate that approximately 50,000 cubic yards of fill will be required across 25 acres for the site preparation in total.</p>	<p>City, Private Developers</p>
Rationale	
<ul style="list-style-type: none"> ▪ The development will require approximately 25 acres of site preparation. The site preparation is the first stage of the construction process, followed by the installation of infrastructure, including roadways, sidewalks, and utilities. ▪ Fill will be required to ensure that the site is above the 100-year flood elevation of the adjacent Columbia River as determined by FEMA. ▪ Temporary erosion-control measures will be maintained throughout the life of construction. In order to minimize maintenance costs, site preparation should be completed only in areas to be developed in the short term. 	
Implementation steps/key issues	<ul style="list-style-type: none"> • Determine the funding source. • Produce an engineering plan set that encompasses the targeted phase of development. • Select contractor; if public funding is utilized, selection will be made through a competitive bid process. Private funding would allow for more flexibility in the selection of a contractor. • Construction, preferably to take place during summer months (May–September). • Development on the Veneer property is likely to take place in two or more phases. Site preparation will be conducted only in areas of each phase’s development. This cost estimate assumes phasing as described below with associated site preparation costs: <ul style="list-style-type: none"> – Phase 1 would include the northern part of the Veneer property down to where it is intersected by Tualatin Street. Estimated site preparation cost: \$300,000–\$400,000 – Phase 2 will encompass the remainder of the property to the south. Estimated site preparation cost: \$200,000–\$300,000
Phasing	<p>Short to Medium Term; likely will occur with development.</p>
Outreach needed	<p>No</p>
Partners	<p>Developers, development financiers, development engineers, contractors.</p>
Estimated cost	Funding Considerations
<p>\$500,000– \$700,000</p>	<p>Site preparation can be phased in accordance with preferred development stages. However, the estimated costs for this project in the provided “Opinion of Construction Costs for Infrastructure and Site Preparation” assume one construction period. Inefficiencies such as multiple mobilizations and smaller quantities may increase costs.</p>

B2 Site Remediation

Project Description	Lead
<p>Some areas of the Veneer property have remaining petroleum and other contamination from historical operations, which may have to be addressed and which, depending on the type of development, may affect the cost of that development. It is important to note that these costs will be limited, since the Prospective Purchaser Agreement (PPA) the City entered into with the State of Oregon “runs with the land.” This means that the environmental liability protections the City now has as the property owner will be transferred to all buyers.</p>	<p>City of St. Helens</p>
<p>Rationale</p>	
<p>Contamination that remains on the property is neither mobile nor harmful to people walking above ground. However, ground-disturbing activities, such as developing underground utilities, could bring workers into contact with the contamination. In some cases, this development will require trained workers. If the development involves soil removal, it may require disposal at a landfill.</p>	
<p>Implementation steps/key issues</p>	<p>PPA: As a means of managing risks associated with the residual contamination, the City entered into a PPA with the State of Oregon (July 15, 2015) before acquiring the Veneer property. The PPA limits the City’s environmental liability and defines specific procedures for ensuring protection of human health and the environment before, during, and after property redevelopment. A contaminated-media management plan (CMMP) was developed to be a practical “owner’s manual” for the City and subsequent developers, and to minimize the burdens associated with the residual contamination at the property. As noted above, this PPA also will provide protections to the future developers.</p> <p>Lathe Area Cap: Shallow soil contamination in the lathe area requires a cap. Unless the soil is removed as a result of redevelopment, the cap must remain in place. The cap may incorporate proposed buildings, pavement, and other improvements constructed as part of the property redevelopment.</p> <p>Stormwater Management: Stormwater management will require consultation with DEQ. Any stormwater systems will be designed to avoid adverse impacts to contaminated groundwater. Specifically, if development plans include stormwater management through concentrated infiltration (e.g., stormwater retention pond, drainage swale), then an evaluation will be conducted at the time of development to assess property conditions, such as whether contaminants are present in the proposed area of infiltration and, if so, the leaching potential of contaminants that could be mobilized by stormwater infiltration.</p>
<p>Phasing</p>	<p>Short to Medium Term; will likely occur with development.</p>
<p>Outreach needed</p>	<p>No</p>
<p>Partners</p>	<p>Developer</p>
<p>Estimated cost</p>	<p>Funding Considerations</p>
<p>TBD</p>	<p>None.</p>

B3 Sanitary Sewer Infrastructure

Project Description	Lead
<p>Public sanitary sewer extensions and connections will be installed in conjunction with the development. This service likely will be installed in full at the time of Phase 1 development. Sanitary sewer service to the full development will require approximately 3,000 lineal feet of gravity sewer line, 500 lineal feet of force main, and two pump stations.</p>	<p>City, Developer</p>
Rationale	
<ul style="list-style-type: none"> ▪ Bedrock on the site was assumed to be 5 feet below existing grade. An assumed 2 feet of fill across the site will allow for additional cover of the proposed sanitary sewer. However, preliminary design assumes the need for two separate pump stations. ▪ The existing sanitary sewer pump station located downtown is assumed to have no capacity. Therefore, a new connection to the City’s treatment system (located at the south end of the property) will be required. <ul style="list-style-type: none"> – This assumption drives the requirement to construct the entirety of the proposed sanitary service for the initial phase of the project. 	
Implementation steps/key issues	<ul style="list-style-type: none"> • Determine funding source. • Produce an engineering plan set that encompasses the targeted phase of development. • Select contractor; if public funding is utilized, selection will be made through a competitive bid process. Private funding would allow for more flexibility in the selection of a contractor. • Construction, preferably to take place during summer months (May–September). • Development on the Veneer property is likely to take place in two or more phases. However, sanitary sewer service likely will be installed in full during Phase 1. This cost estimate assumes phasing as described below with associated sanitary sewer costs: <ul style="list-style-type: none"> – Phase 1 includes full build-out, with the exception of connections to future buildings from the northern border of the site until Tualatin Street. Estimated sanitary sewer cost: \$400,000–\$500,000 – Phase 2 will encompass the remainder of the property to the south. Estimated sanitary sewer cost: \$50,000–\$100,000
Phasing	<p>Short to Medium Term, likely will occur with development.</p>
Outreach needed	<p>No</p>
Partners	<p>Developers, development financiers, development engineers, City engineers, contractors.</p>
Estimated cost	Funding Considerations
<p>\$450,000–\$600,000</p>	<p>Funding for the extensions of the sewer main will be included in the build-out of the public ROW. If the City takes on this portion of the development, expect most of the sanitary costs, including those for the pump stations, to fall on the City. The private developers would then be responsible for connections from the public sewer to individual units.</p>

B4 Stormwater Infrastructure

Project Description	Lead
<p>Stormwater facilities will be coordinated among the developer, engineer, and regulatory agencies. This process likely will be broken into phases, depending on how much of the site a given developer wants to develop. Stormwater facilities will include 6,500 lineal feet of pipe and 33,000 square feet of bioretention facilities for the full development.</p>	<p>City, Private Developers</p>
<p>Rationale</p>	
<p>It is assumed that sufficient infiltration rates will allow for all stormwater to infiltrate via bioretention facilities. Underdrains and overflow connections to existing outfalls account for the required pipe network.</p>	
<p>Implementation steps/key issues</p>	<ul style="list-style-type: none"> ▪ Produce an engineering plan set that encompasses the targeted phase of development. <ul style="list-style-type: none"> – At the time of design, ensure that engineers reference the CMMP for restrictions on stormwater infiltration locations. ▪ Select contractor; if public funding is utilized, selection will take place through a competitive bid process. Private funding would allow for more flexibility in the selection of a contractor. ▪ Construction, preferably to take place during summer months (May–September). ▪ Development on the Veneer property is likely to take place in two or more phases. Stormwater facilities will be installed only in areas of each phase’s development. This cost estimate assumes phasing as described below with associated stormwater costs: <ul style="list-style-type: none"> – Phase 1 would include the northern part of the Veneer property down to where it is intersected by Tualatin Street. Estimated stormwater cost: \$150,000–300,000 – Phase 2 will encompass the remainder of the property to the south. Estimated stormwater cost: \$150,000–\$300,000
<p>Phasing</p>	<p>Short to Medium Term, likely will occur with development.</p>
<p>Outreach needed</p>	<p>No</p>
<p>Partners</p>	<p>Developers, development financiers, development engineers, contractors.</p>
<p>Estimated cost</p>	<p>Funding Considerations</p>
<p>\$300,000– \$600,000</p>	<p>Grants for innovative low-impact development design and implementation are available through local, state, and national agencies.</p>

B5 Water Distribution

Project Description	Lead
<ul style="list-style-type: none"> ▪ Water distribution will be coordinated among the developer, engineer, and area utility service provider. This process likely will be broken into phases, depending on how much of the site a given developer purchases or chooses to develop. ▪ Utility service to the full development will require approximately 3,500 lineal feet of water service pipe and six fire hydrants. 	Utility Provider, Developer
Rationale	
<ul style="list-style-type: none"> ▪ Potable water is typically financed and installed by the party responsible for the main ROW corridor construction. ▪ Estimates for the potable water service include fire hydrants and service capacity. 	
Implementation steps/key issues	<ul style="list-style-type: none"> ▪ Produce an engineering plan set that encompasses the targeted phase of development. ▪ Select contractor; if public funding is utilized, selection will be made through a competitive bid process. Private funding would allow for more flexibility in the selection of a contractor. ▪ Construction, preferably to take place during summer months (May–September). ▪ Development on the Veneer property is likely to take place in two or more phases. Water-distribution facilities will be installed only in areas of each phase’s development. This cost estimate assumes phasing as described below with associated potable water costs: <ul style="list-style-type: none"> – Phase 1 would include the northern part of the Veneer property down to where it is intersected by Tualatin Street. Estimated potable water distribution cost: \$200,000–\$300,000 – Phase 2 will encompass the remainder of the property to the south. Estimated potable water distribution cost: \$200,000–\$300,000
Phasing	Short to Medium Term , likely will occur with development.
Outreach needed	No
Partners	Developers, development financiers, development engineers, utility provider, contractors.
Estimated cost	Funding Considerations
\$400,000–\$600,000	

B6 Franchise Utilities

Project Description	Lead
<ul style="list-style-type: none"> ▪ Franchise utilities that provide electric power, gas, and communications will be coordinated between the developer, City engineer, and area utility service providers. This process likely will be broken into phases, depending on how much of the site a given developer purchases or chooses to build out at the time. <ul style="list-style-type: none"> – Phase 1 of the development is likely to include the northern part of the Veneer property down to where it is intersected by Tualatin Street. – Phase 2 will encompass the remainder of the property to the south. ▪ Franchise utility design is typically performed by the local utility provider. Construction finance and construction responsibility of these utilities will be outlined in the development agreement. ▪ Utility service to the full development will require approximately 3,500 lineal feet of each individual utility. 	Utility Provider, Developer
Rationale	
<ul style="list-style-type: none"> ▪ Franchise utility funding for design and construction varies greatly, depending on the situation. While the utility provider may extend the main lines, private connections are likely to be funded by the developer. 	
Implementation steps/key issues	<ul style="list-style-type: none"> ▪ Produce an engineering plan set that encompasses the targeted phase of development. ▪ Select contractor; if public funding is utilized, selection will be made through a competitive bid process. Private funding would allow for more flexibility in the selection of a contractor. ▪ Construction, preferably to take place during summer months (May–September). ▪ Phase 1: \$300,000–\$500,000 ▪ Phase 2: \$300,000–\$500,000 ▪ Utilities should be located underground, which may add to the cost based on undetermined conditions.
Phasing	Short- to Medium-Term , will likely occur with development.
Public or stakeholder outreach needed	None.
Partners	Developers, development financiers, development engineers, utility provider, contractors.
Estimated cost	Funding Considerations
\$600,000– \$1,000,000	None.

B7 Columbia View Park Expansion

Project Description	Lead
<p>Design and construct a new park as an extension of existing Columbia View Park and the first phase of the larger St. Helens riverfront greenway. This new 1-to-1.5-acre park will meet the community's expressed need for more active open space and area for events, performances, and other programming. This likely will be the first phase of the overall waterfront project's open space component, and extending Columbia View Park is a logical sequence.</p> <p>The park should include flexible open area for events, new shade trees, riverbank vegetation, a trail along the riverbank, and connecting trails between the river and The Strand and farther south. Other potential design features include a children's play area, dog exercise areas, a café or food kiosk, restrooms, interpretation elements, river viewpoints, art, a performance space, seating, and other passive recreation features.</p> <p>Interim investments can be made in the existing parcel south of Columbia View Park to provide more public park space. These investments can include temporary shelters, such as marquee tents for festivals and other events. Other investment could include safety fencing along river's edge, temporary play areas, adding pockets of lawn, and paving a temporary asphalt trail loop for bikes.</p>	City of St Helens

Rationale

A riverfront park and trail is an important public benefit to the community and to the region. Columbia View Park is a valuable city recreational resource that can be expanded and improved as a first phase of the larger waterfront revitalization. With public ownership of the site, there is a strong rationale for dedicating a significant portion of the site for parks, open space, and public access.

Implementation steps/key issues	First step is a master plan focusing on Columbia View Park improvements and that park's extension.
Phasing	Short to Medium Term
Public or stakeholder outreach needed	Significant outreach to the St. Helens community needed for park planning and design
Partners	Main Street Program (for event programming?), private parties
Estimated cost	Funding Considerations
\$800K-\$1.4M	As a significant civic improvement project, this could be funded through bonds, system development charges (SDCs), grants, or city parks general fund. Developer exactions. Public-private partnership.

B8 South 1st and The Strand

Project Description	Lead
<p>New streets are proposed to connect the former Veneer property to the Riverfront District and through the site to the southern end to connect to an improved Plymouth Street. It is assumed that the former Veneer property will be developed in at least two phases, beginning with the areas adjacent to the Riverfront District (downtown). The projected cost assumptions have been broken out to reflect that phasing.</p> <p>All cost assumptions include hard and soft costs and landscaping.</p> <p>Phase 1: Extension of S 1st Street and The Strand</p> <ul style="list-style-type: none"> ▪ Extend S 1st Street into the site approximately 570 linear feet; assumes 80-foot ROW ▪ Extend The Strand into the site approximately 1,090 linear feet; assumes 60-foot ROW in festival street configuration <p>Phase 2: Extension of S 1st Street</p> <ul style="list-style-type: none"> ▪ Extend S 1st Street approximately 1,110 linear feet to connect with Plymouth Street; assumes 80-foot ROW 	City

Rationale

The proposed roadway alignment and street cross sections have been developed and finalized through extensive review and input from project team members, City staff, the Waterfront Advisory Committee, private developers, and the St. Helens community.

Implementation steps/key issues	<ul style="list-style-type: none"> ▪ Identify the timeframe for implementation ▪ Determine the funding source: public and/or private ▪ Implement the project
Phasing	Short to Medium Term
Outreach needed	No
Internal Partners	External Partners
Public Works	Private Developer(s)
Estimated Cost	Funding Considerations
<p>Phase 1: \$1,415,000– \$1,615,000</p> <p>Phase 2: \$800,000– \$910,000</p>	<p>All Alternatives:</p> <ul style="list-style-type: none"> ▪ Assumes contractor mobilization costs shared in conjunction with adjacent improvements. ▪ Does not include potential utility relocation (if any). ▪ Consider potential funding sources such as the Statewide Transportation Improvement Program for design and ConnectOregon for construction of “shovel-ready” projects. ▪ Consider other potential funding sources, including: <ul style="list-style-type: none"> ▪ Oregon Department of Transportation (ODOT) Immediate Opportunity Funding in partnership with waterfront redevelopment. ▪ Private funding could come through negotiation of development agreement and/or through system development charges.

C1 Bank Enhancement

Project Description	Lead
<p>This includes the grading, planting, and reinforcement of the bank, as needed, to prevent erosion, restore habitat, support greenway trail and water access, and create visual interest along the waterfront.</p>	<p>City of St. Helens</p>
Rationale	
<ul style="list-style-type: none"> ▪ Assumes the removal of existing surface substrate and replacement with topsoil. ▪ Assumes the application of a turf reinforcement mat (TRM) and hydroseed, and installation of plantings in the TRM. ▪ Assumes that existing substrate below OHW will remain. Replacement of this lower substrate to further enhance the aesthetic could be performed, but would require a much more extensive permitting effort and significant additional cost. 	
Implementation steps/key issues	<p>Permitting Requirements: Placement of fill below OHW requires permitting under Section 404 of the Clean Water Act (administered by U.S. Army Corps of Engineers [the Corps]). If placing fill only above OHW, then likely only local permitting will be required.</p> <p>Monitoring Requirements: If performed as compensatory mitigation, five-year monitoring (beginning on installation) will be required.</p> <p>Beach: The feasibility of a permanent beach along the Veneer Plant site will require additional evaluation (hydraulic analysis).</p>
Phasing	<p>Short Term (plantings along the bank), Medium Term (completion of enhancement)</p>
Public or stakeholder outreach needed	<p>Public and stakeholder engagement would be incorporated into the master planning process for the greenway.</p>
Partners	<p>Corps, DSL, Oregon Department of Fish and Wildlife (ODFW), Bonneville Foundation?</p>
Estimated Cost	Funding Considerations
<p>Approx. \$12/SF, or \$800,000</p>	<p>Any funding obtained for master planning or developing the waterfront greenway could be used for the planning and implementation of bank enhancement as well.</p>

C2 Riparian Corridor Enhancement

Project Description	Lead
Enhance the riparian corridor along the Multnomah Channel/Columbia River for fish and wildlife habitat.	City of St. Helens, Developer
Rationale	
<p>Riparian corridor enhancement likely will be the result of compensatory mitigation stemming from in-water and floodplain development, such as a pier, marina, or dock. The riverine environment adjacent to the Veneer property may not support in-water habitat restoration because of steep slopes and high current velocities. However, areas along the Boise White Paper (BWP) property may be an appropriate location for such enhancement and may serve as mitigation for new development at the Veneer property.</p>	
Implementation steps/key issues	<p>Clean Water Act/FEMA regulations: Development within existing aquatic habitat, wetlands, floodplains, and buffers requires mitigation under the Clean Water Act and under the interim measures identified by NOAA Fisheries (2016 biological opinion on FEMA's administration of the National Flood Insurance Program [NFIP] in Oregon). In April 2016, a biological opinion released by NOAA Fisheries determined that FEMA's NFIP jeopardized ESA-listed species, requiring the development of an interim measure so that FEMA would not be in violation of the ESA. As a result, a new riparian buffer zone was established. It is 170 feet wide measured horizontally from OHW. All development in this Special Flood Hazard Area (SFHA) must be mitigated to achieve no net loss of natural floodplain functions. The SFHA applies to all river subbasins in Oregon that contain ESA-listed anadromous fish. Only construction beginning before September 15, 2016, will be grandfathered in. It is anticipated that all communities covered under the NFIP will be compliant with this policy within two years.</p> <p>Permitting Requirements: In-water work of any kind will have to be permitted through the Department of State Lands (DSL) and the Corps through a Joint Permit Application. Depending on the work being done, the ODFW may also be involved. Any loss of habitat due to work permitted by the Corps or under floodplain development code requires mitigation (either on site or off site).</p> <p>Riparian Corridor Enhancement: Remove invasive species, restore native plant communities for wildlife enhancement, install large woody debris for fish habitat.</p>
Phasing	Long term , likely as the result of in-water development
Outreach needed	Any public or stakeholder outreach likely will be conducted as part of the in-water development project. Outreach to businesses operating along the shore of the BWP property may require some coordination.
Partners	Corps, ODFW, DSL, Developer
Estimated Cost	Funding Considerations
TBD	The most likely scenario for in-water work being conducted as the result of development is compensatory mitigation, in which case there are few options for funding. Mitigation banking credits are another alternative to actual in-water work that is supported by the regulating agencies.

C3

Waterfront Greenway Trail /Park Design and Implementation (South of Columbia View)

Project Description	Lead
<p>Design and construct a new open space and passive linear park. This new park will be an extension of the first phase of the overall St. Helens greenway, described in Sheet B7. The park should include a flexible open area for events, new shade trees, riverbank vegetation, a trail along the riverbank, connecting trails between the river and The Strand, and integration with the new Tualatin Street extension. Other potential design features include a dog exercise area, river access points for swimming and small watercraft launching, interpretation elements, river viewpoints, art, and benches and other seating.</p> <p>Design of this park and trail should be coordinated with planning for adjacent development parcels. In one option, certain smaller-scale development parcels (which should include significant public spaces) may be arranged east of the extension of The Strand, and trail design should be integrated with public spaces as part of these parcels. Trail alignment in this location may consist of a wide pedestrian promenade along The Strand.</p> <p>An interim phase is now under way, creating public access to the Veneer site through an informal gravel loop path and two pedestrian gates in the fence on the site perimeter.</p> <p>See Waterfront Open Space Phasing Diagram in Exhibit 1 showing:</p> <ul style="list-style-type: none"> • Ph 1: Columbia View Extension • Ph 2: South of Phase 1, including Tualatin St. end <p>See Project B7:</p> <ul style="list-style-type: none"> • Ph 3: South of Tualatin St. to trestle trail at south end of trail 	<p>City of St Helens</p>

Rationale

A riverfront park and trail is an important public benefit to the community and to the region. With public ownership of the site, there is a strong rationale for reserving a significant portion of the site for parks, open space, and public access.

Implementation steps/key issues	Trail alignment will require close coordination with riverbank shaping and renaturalization. Trail alignment and design must consider potential future design of development parcels and allow for connections to these parcels. Trail alignment must consider floodplain and OHW.
Phasing	Medium to Long term, depending on phase (interim phase is occurring now)
Outreach needed	Significant outreach to the St. Helens community needed for park planning and design
Partners	Private developers
Estimated cost	Funding Considerations
\$4.2M-\$7M	Recreational grant funding sources. Adjacent private development projects can help fund portions of the trail as amenity.

C4 Improve Bluff Habitat

Project Description	Lead
<p>Planting and restoration of the east edge of Nob Hill, as well as the base of the entire bluff, including any portions of the Veneer site to be added to Nature Park, that are not required for parking or redevelopment or that are not buildable because of steep slopes. Precise extents of this habitat may not be known until further study and redevelopment. However, habitat restoration on steep slopes can proceed with confidence. This may also serve as a mitigation bank.</p>	<p>Friends of Nob Hill Nature Park</p>
<p>Rationale</p>	
<p>The west edge of the Veneer site can become a visual amenity for future redevelopment and a seamless extension of the Nob Hill natural area. This edge can also serve as a green buffer for blufftop neighbors adjacent to the waterfront.</p>	
<p>Implementation steps/key issues</p>	<p>Habitat study and mapping required to understand extents of natural area, including amount of Veneer site that can be dedicated as habitat.</p>
<p>Phasing</p>	<p>Short term and ongoing</p>
<p>Public or stakeholder outreach needed</p>	<p>Yes, with neighbors to the west</p>
<p>Partners</p>	<p>Friends of Nob Hill Nature Park, Scappoose Bay Watershed Council</p>
<p>Estimated Cost</p>	<p>Funding Considerations</p>
<p>Low</p>	<p>Grant funding</p>

C5 Tualatin Street Plaza

Project Description		Lead
Build a public plaza (10,000 sf) at the extension of S Tualatin Street, west of the intersection of The Strand Festival street and the extension of S 1st Street. The plaza will be “hardscape” with special pavers, shade trees, and seating. Design of the plaza should recognize the importance of this location as a central gathering space and a placemaking element for the entire waterfront. The design of the plaza should consider the potential to extend the future pier from this location.		City of St. Helens
Rationale		
This will serve as a central gathering space for entire waterfront redevelopment, serving as flexible public space		
Implementation steps/key issues	Coordinate with design and construction of Tualatin Street and The Strand extension. Plaza design should be coordinated with waterfront greenway park design.	
Phasing	Medium to Long Term	
Outreach needed	Yes, as part of more detailed design plan for site, include extensive public process	
Partners	Private developers of adjacent parcels	
Estimated Cost	Funding Considerations	
\$500,000– \$700,000	Street construction funding sources	

C6

Habitat Enhancement and Exploration of Options for Public Access in Natural Area between Lagoon and Multnomah Channel.

Project Description	Lead
Restore natural area between the White Paper lagoon and Multnomah Channel, between Veneer site and White Paper site, to create riparian edge forest habitat.	City of St. Helens
Rationale	
<ul style="list-style-type: none"> • Natural area will provide potential mitigation bank for Veneer and White Paper site work, as well as other regional projects. • Area provides visual amenity for future residents/occupants of south end of Veneer property. • Future trails through the natural area can provide access to river’s edge. 	
Implementation steps/key issues	<ul style="list-style-type: none"> • Needs further study on existing habitat conditions, including mapping of wetlands, OHW, floodplain, significant trees. • Need further study on potential for mitigation banking for projects elsewhere. • Lagoon filling project may affect natural area; restoration should be included in site planning for lagoon barge landing.
Phasing	Long Term
Outreach needed	Lagoon project and habitat access will require public process to shape design of projects
Partners	County, City of Portland via Lagoon project, Scappoose Bay Watershed Council
Estimated Cost	Funding Considerations
Medium	Recreational funding sources Habitat mitigation funding from Lagoon fill project Restoration grant funding

C7 Marina

Project Description	Lead
<ul style="list-style-type: none"> ▪ Construct a marina on the south end of the Veneer property, near the entrance to Frogmore Slough. ▪ The marina would be privately developed, owned, and operated, but at least partly open to the public and available for public use and access. ▪ The marina would focus on day use operations and short- and long-term slip rental. 	Private Party and/or Partnership
Rationale	
<ul style="list-style-type: none"> • The location at the south end of the Veneer property is well-suited for a marina because it is generally protected from prevailing winds and strong currents. • A marina would serve a growing regional boating population and market for trips from Portland and other cities on the river. • A marina would complement river-focused amenities on the Veneer Property, and beyond in St. Helens. 	
Implementation steps/key issues	<ul style="list-style-type: none"> • Attract private interest in the project; negotiate terms of partnership and lease of upland and in-water area. • Coordinate approval and support from appropriate state agencies. • Construct marina and facilities.
Phasing	Long Term
Outreach needed	No; unless marina becomes a public project
Partners	Private developer and operator, DSL, Oregon Marine Board
Estimated Cost	Funding Considerations
\$500,000– \$1,000,000	The marina will most likely be constructed by a private party, but could benefit from a public-private partnership to help with improvements in the upland area.

D1 Improve Trail Connection to Nob Hill Nature Park

Project Description	Lead
<ul style="list-style-type: none"> • Create a connection from the waterfront greenway to existing trails in Nob Hill Nature Park. • Improve the existing trail system in Nature Park and create a more formal viewpoint on the east edge. Add a safety barrier on the cliff top. • Add signage to guide waterfront trail users to Nob Hill trailhead. • As an interim step, add a public gate at the Plymouth Street site entrance to encourage use of this larger trail loop. 	City of St. Helens

Rationale

Nob Hill Nature Park is a popular neighborhood open space with spectacular river and mountain views from basalt bluffs studded with oak trees. Connecting the riverfront with this park creates a larger, more diverse open space framework for the waterfront redevelopment and St Helens as a whole.

Implementation steps/key issues	Initial steps include signage and a gate at the end of Plymouth Street. Trail maps posted on the site fence could encourage more use of Nob Hill Park.
Phasing	Short Term
Outreach needed	Coordinate with neighbors and Friends of Nob Hill Nature Park
Partners	Friends of Nob Hill Nature Park, OPHI - HEAL Cities Grant Program
Estimated Cost	Funding Considerations
Low	Use general City parks funds

D2 Trail Connection over Restored/Renovated Trestle to South

Project Description	Lead
<p>Extend trail from downtown St. Helens to the south of the Veneer site, providing access to natural areas along Multnomah Channel. This should be a multiuse trail, paved, 8 to 12 feet wide, depending on design. The project will also include restoration of the old rail trestle bridge, or replacement with a new trail bridge if necessary.</p>	<p>City of St. Helens</p>
Rationale	
<p>Increase public access to natural areas. Extend recreational amenity of overall riverbank trail into more natural environment.</p>	
Implementation steps/key issues	<ul style="list-style-type: none"> • Tied to lagoon project. • Need to determine structural integrity and reuse potential of trestle. • Need more detailed habitat study of cove under trestle to determine impacts from work on trestle and added public access.
Phasing	<p>Medium/Long Term</p>
Outreach needed	<p>Trail connection has potential to be partial mitigation for any lagoon impacts. Public process should be followed for master planning and design of trail.</p>
Partners	<p>County, City of Portland via Lagoon project</p>
Estimated Cost	Funding Considerations
<p>Medium</p>	<p>Recreational funding sources (Oregon Parks & Recreation Trails Program or Local Government Grant Program). The actual materials cost could be quite low, but the cost will increase with permitting and any unforeseen structural problems on the bridge.</p>

D3 Realign and Improve Tualatin Street Stairway

Project Description	Lead
Widen, rebuild existing staircase (which is not currently meeting regulatory standards) and align to new east-west Tualatin Street ROW on Veneer site. Include new signage to guide residents to stairs and add lighting for safety.	City of St. Helens
Rationale	
Existing stairway is unsafe, unappealing, and hard to find. Improvements will enhance citywide circulation.	
Implementation steps/key issues	Could be tied to 1st Street and Tualatin Street construction. Coordinate with reconstruction or realignment of water pipe that runs adjacent to existing stairs.
Phasing	Short to Medium Term
Outreach needed	Discussion and collaboration with neighbors to west needed
Partners	Friends and Neighbors of River View
Estimated Cost	Funding Considerations
Low to Medium	City general fund

D4 Wayfinding Improvements

Project Description	Lead
<p>Initiate a wayfinding master plan for St. Helens to provide directions to major attractions, including new development on the Veneer Site as it occurs. In August 2016, the City received a \$40k grant (with a 1 to 1 match requirement) for a total project of \$80k. The project scope includes developing a unified branding strategy by working with local economic development partners. In addition to a brand, the grant will fund a wayfinding master plan that recommends signage design, location, and funding strategies.</p>	<p>City of St. Helens</p>
Rationale	
<p>There is a perception that Old Town and especially the waterfront are hard to find from Highway 30. A wayfinding program would help promote existing businesses and attractions and provide greater ease of travel for visitors.</p>	
Implementation steps/key issues	<ul style="list-style-type: none"> ▪ Determine destinations and locations for wayfinding facilities. ▪ Identify local funding partners to help implement the project.
Phasing	<p>Short Term</p>
Outreach needed	<p>Work with SHEDCO and other partners to develop a brand and approach to wayfinding.</p>
Partners	<p>Travel Oregon, SHEDCO, the South Columbia County Chamber of Commerce</p>
Estimated Cost	Funding Considerations
<p>TBD</p>	<p>Travel Oregon will provide funding for the planning and design, but the City will need to find funding for implementation of the plan.</p>

D5 Old Portland Road/Gable Road

Project Description	Lead
<p>Two alternative modifications were considered to address issues at the Old Portland Road/Gable Road intersection. Alternative A proposes a significant realignment of the intersection with a new traffic signal with railway intertie. Given the relatively high costs associated with Alternative A, Alternative B proposes improvements to the Old Portland Road/Gable Road intersection and the McNulty Way/Gable Road intersection to encourage motorists to use McNulty Way rather than Old Portland Road to travel between US 30 and the St. Helens Waterfront redevelopment area.</p> <p>Alternative A: Old Portland Road/Gable Road intersection only</p> <ul style="list-style-type: none"> • Realign Old Portland Road to emphasize through movements on Old Portland Road. • Realign Gable Road to intersect with Old Portland Road farther west of the at-grade rail crossing. • Install a traffic signal at the new Old Portland Road/Gable Road intersection with railroad intertie. • Upgrade the existing rail crossing along with the realigned intersection. <p>Alternative B: Old Portland Road/Gable Road & McNulty Way/Gable Road</p> <p>These improvements would facilitate traffic flow to the planned signalization improvements at the US 30/Millard Road intersection. In reviewing the alternatives, it should be noted that increasing traffic volumes on McNulty Way may or may not be desirable to the port and could someday trigger the need to provide active traffic-control devices (gates, lights, and audio equipment) at the existing railroad crossing of McNulty Way.</p> <ul style="list-style-type: none"> • Realign Old Portland Road to intersect with Gable Road farther west of the at-grade rail crossing. • Construction of a left turn lane on the westbound approach to McNulty Way/Gable Road intersection to separate slowed or stopped vehicles turning left onto McNulty Way. 	City

Rationale

Gable Road intersects with Old Portland Road at an unsignalized intersection in close proximity to an at-grade railroad crossing of Old Portland Road and Railroad Avenue to the east. The placement of the intersection with respect to the at-grade railroad crossing limits available westbound left-turn storage from Old Portland Road. The Transportation System Plan (TSP) identifies the potential need to reconstruct the Old Portland Road/Gable Road intersection to emphasize through movements on Old Portland Road.

Implementation steps/key issues	<ul style="list-style-type: none"> • Select a preferred alternative. The city was awarded a \$200,000 Transportation Growth Management grant in the 2016–2017 cycle to develop a detailed refinement plan. • Identify the timeframe for implementation. • Determine the funding source. • Implement the project.
Phasing	Short to Medium Term
Outreach needed	Yes
Partners	ODOT, ODOT Rail, Portland & Western Railroad
Estimated Cost	Funding Considerations

Alt A:
\$1,600,000–
\$1,700,000

Alt B: \$250,000–
\$600,000

All Alternatives:

- Assumes contractor mobilization costs shared in conjunction with adjacent improvements
- Does not include ROW acquisition
- Does not include potential utility relocation (if any)
- Consider other potential funding sources, including:
 - ODOT Immediate Opportunity Funding in partnership with Waterfront redevelopment
 - Connect Oregon

D6 Old Portland Road/Plymouth Improvements

Project Description	Lead
<p>Several alternatives were developed to address issues at the intersection as well as to provide a gateway into the redevelopment area. Each of the alternatives has been designed to accommodate large delivery vehicles (tractor trailer turning movements).</p> <p>Alternative A: Realign Plymouth Street This alternative involves realigning Plymouth Street to intersect with Old Portland Road at 13th Street.</p> <ul style="list-style-type: none"> ▪ Realign Plymouth Street (east) to intersect with Old Portland Road at 13th Street (north). ▪ Realign 13th Street (south) to intersect with Plymouth Street, east of Old Portland Road. ▪ Optional—cul-de-sac 14th Street (north) at Old Portland Road. <p>Alternative B: Realign Old Portland Road This alternative involves realigning Old Portland Road to provide continuous flow to Plymouth Street.</p> <ul style="list-style-type: none"> ▪ Realign the south leg of Old Portland Road to provide continuous flow to Plymouth Street. ▪ Realign the north leg of Old Portland Road to intersect with Plymouth Street at 12th Street. ▪ Abandon the segment of Old Portland Road between Plymouth Street and 12th Street. ▪ Realign 12th Street to intersect with Old Portland Road north of Plymouth Street. ▪ Optional—widen Old Portland Road-Plymouth Street to provided separate left-turn lanes at Plymouth Street (west), 13th Street, and 12th Street. ▪ Optional—disconnect the north leg of 14th Street and realign the south leg to intersect with Old Portland Road at a “T.” <p>Alternative C: Install a Three-leg Roundabout This alternative involves the installation of a three-leg roundabout as well as realigning Plymouth Street to intersect with Old Portland Road at 13th Street.</p> <ul style="list-style-type: none"> ▪ Install a three-lane roundabout that connects the north and south legs of Old Portland Road with the west leg of Plymouth Street. ▪ Realign the east leg of Plymouth Street to intersect with Old Portland Road at 13th Street. ▪ Abandon the segment of Plymouth Street between 13th Street and Old Portland Road. ▪ Realign the south leg of 13th Street to intersect with Plymouth Street south of Old Portland Road. <p>Alternative D: Install a Four-leg Roundabout This alternative involves the installation of a three-leg and a four-leg roundabout along Old Portland Road as well as realigning 12th Street to intersect with Old Portland Road farther to the west.</p> <ul style="list-style-type: none"> ▪ Install a three-lane roundabout along Old Portland Road that connects with the west leg of Plymouth Street. ▪ Install a four-lane roundabout along Old Portland Road that connects the north leg of 12th Street with the east leg of Plymouth Street. ▪ Realign 12th Street to intersect with Old Portland Road farther to the west. ▪ Abandon the segment of Plymouth Street between 12th Street and Old Portland Road. <p>Alternative E: Install a Five-leg Roundabout This alternative involves the installation of a five-leg roundabout along Old Portland Road at 12th Street.</p> <ul style="list-style-type: none"> ▪ Install a five-lane roundabout along Old Portland Road that connects the north and south legs of 12th Street and the east leg of Plymouth Street. ▪ Abandon the segment of Plymouth Street between 12th Street and Old Portland Road. ▪ Optional—disconnect the north leg of 14th Street and realign the south leg to intersect with Old Portland Road at a “T.” ▪ Optional—combine with Alternative C to provide a three-leg and a five-leg roundabout along Old Portland Road. 	<p>City</p>

Rationale

Plymouth Street intersects with Old Portland Road at a skewed angle, at the crest of a vertical curve, and on the inside of a horizontal curve along Old Portland Road. Further, 13th Street and 14th Street intersect Plymouth Street and Old Portland Road in close proximity to the intersection. Sight distance is limited at the westbound approach to the intersection because of the horizontal/vertical curve as well as the closely spaced intersections.

<p>Implementation steps/key issues</p>	<ul style="list-style-type: none"> ▪ Select an alternative. The City was awarded a \$200,000 Transportation Growth Management grant in the 2016–2017 cycle to develop a detailed refinement plan. ▪ Identify timeframe for implementation. ▪ Determine funding source. ▪ Implement the project.
<p>Phasing</p>	<p>Medium to Long Term</p>
<p>Public or stakeholder outreach needed</p>	<p>Yes</p>
<p>Partners</p>	<p>ODOT, Department of Land Conservation and Development, ODOT Transportation and Growth Management (TGM) Program, potential private partners associated with waterfront redevelopment</p>
<p>Estimated Cost</p>	<p>Funding Considerations</p>
<p>Alt A: \$320,000 Alt B: \$560,000 Alt C: \$1,200,000 Alt D: \$2,400,000 Alt E: \$1,800,000</p>	<p>All alternatives:</p> <ul style="list-style-type: none"> ▪ Assumes mobilization costs shared with adjacent improvements ▪ Does not include ROW acquisition ▪ Does not include potential utility relocation (if any) ▪ Consider other potential funding sources, including: <ul style="list-style-type: none"> ▪ An Economic Improvement District (EID) established in the waterfront area for the design and construction of the project. ▪ ODOT Immediate Opportunity Funding in partnership with waterfront redevelopment.

D7 Old Portland Road/Millard Road Improvements

Project Description	Lead
Increase the turning radius in the northeast corner of the intersection to accommodate the swept path of large vehicles (trucks) turning from Old Portland Road to Millard Road.	City
Rationale	
Old Portland Road intersects with Millard Road at a 60-degree angle. The northeast corner of the intersection could be reconstructed to better accommodate large vehicles completing a southbound right-turn movement from Old Portland Road to Millard Road.	
Implementation steps/key issues	<ul style="list-style-type: none"> ▪ Identify the timeframe for implementation ▪ Determine funding source ▪ Implement the project
Phasing	Short to Medium Term
Public or stakeholder outreach needed	Yes; informational
Partners	Port of St. Helens
Estimated Cost	Funding Considerations
\$60,000– \$70,000	<ul style="list-style-type: none"> ▪ Assumes contractor mobilization costs shared in conjunction with adjacent improvements. ▪ Does not include ROW acquisition. ▪ Consider potential funding sources such as the local general fund for design and construction of the project.

D8 Plymouth Improvements

Project Description	Lead
<p>Multiple alternative roadway cross sections were developed to accommodate anticipated roadway users within the existing 40-foot ROW as presented below. Each roadway alternative seeks to integrate pedestrian and bicycle traffic. Pedestrian security should be considered in evaluating alternatives that would route pedestrians off the roadway corridor and through the existing park facilities to the north.</p> <p>It should be noted that widening alternatives that increase the available roadway width by removing portions of the steep rock embankments to the north or future reconstruction of the wastewater treatment area may be possible but were not deemed practical in the near term and were not investigated further for this assessment.</p> <p>Alternative A: Install a Shoulder/Bicycle Lane Alternative A provides a 12-foot-wide travel lane with shared-lane pavement markings in the eastbound (downhill) direction and a 12-foot-wide travel lane and a 6-foot-wide shoulder/bicycle lane in the westbound (uphill) direction with a 2-foot-wide optional buffer. The overall paved roadway cross section is approximately 32 feet wide. This cross section provides separation between bicyclists and motorists in the westbound (uphill) direction, but requires bicyclists and motorists to share the roadway in the eastbound (downhill) direction. Pedestrians would be directed to use the shoulder/bicycle lane or the trail system in the park on the north side of the roadway.</p> <p>Alternative B: Install a Shoulder/Bicycle Lane and a Sidewalk Alternative B provides a 12-foot-wide travel lane with shared-lane pavement markings in the eastbound (downhill) direction and a 12-foot-wide travel lane, a 6-foot-wide bicycle lane with a 2-foot-wide optional buffer, and a 6-foot-wide sidewalk in the westbound (uphill) direction. The overall cross section is approximately 38 feet wide. This cross section provides separation between bicyclists and motorists in the westbound (uphill) direction, but requires bicyclists and motorists to share the roadway in the eastbound (downhill) direction. Pedestrians would be directed to use the sidewalk or the trail system in the park on the north side of the roadway.</p> <p>Alternative C: Install a Bicycle Lane and a Sidewalk with Landscaping Alternative C includes a 12-foot-wide travel lane with shared-lane pavement markings in the eastbound (downhill) direction and a 12-foot-wide travel lane, a 6-foot-wide bicycle lane, and a 6-foot-wide sidewalk with a 4-foot-wide landscape strip in the westbound (uphill) direction. The overall cross section is approximately 40 feet wide. This cross section provides separation between bicyclists and motorists in the westbound (uphill) direction, but requires bicyclists and motorists to share the roadway in the eastbound (downhill) direction. Pedestrians would be directed to use the sidewalk or the trail system in the park on the north side of the roadway.</p> <p>Alternative D: Install Shoulders/Bicycle Lanes (both sides) Alternative D provides two 12-foot-wide motor vehicle travel lanes and two 6-foot-wide shoulders/bicycle lanes. The overall paved roadway cross section is approximately 36 feet wide. This cross section provides separation between bicyclists and motorists in both directions. Pedestrians would be directed to use the shoulders/bicycle lanes or the trail system in the park on the north side of the roadway.</p> <p>Alternative E: Install Shoulders/Bicycle Lanes (both sides) with a Sidewalk Alternative E provides an 11-foot-wide travel lane, a 6-foot-wide bicycle lane, and a 6-foot-wide sidewalk in the westbound (uphill) direction and an 11-foot-wide travel lane and a 6-foot-wide shoulder/bicycle lane in the eastbound (downhill) direction. The overall cross section is approximately 40 feet wide. This cross section provides separation between bicyclists and motorists in both directions. Pedestrians would be directed to use the sidewalk or the trail system in the park on the north side of the roadway and the shoulder/bicycle lane on the south side of the roadway.</p>	<p>City</p>

Alternative F: Install a Shared-use Path

Alternative F provides a 12-foot-wide travel lane in the eastbound (downhill) direction and a 12-foot-wide travel lane, a 6-foot-wide landscape strip, and a 10-foot-wide shared-use path in the westbound (uphill) direction. The overall cross section is approximately 40 feet. This cross section provides a separate path along the north side of the roadway. The 6-foot-wide landscape strip allows for some flexibility in the overall cross section width in areas where the available ROW or buildable area may be limited.

Rationale

The segment of S 6th Street located between Plymouth Street and the former Veneer site is relatively narrow because of embankments on the north and south sides of the roadway as well as the wastewater treatment area and associated facilities on the south side of the roadway. Field measurements suggest that the most constrained area (narrowest) offers approximately 40 feet of continuous ROW along the roadway that must accommodate a mix of potential transportation system users. Increased pedestrian and bicycle activity is anticipated along the roadway corridor as the former Veneer site redevelops and connectivity with the downtown area is improved.

Implementation steps/key issues

- Select a preferred alternative
- Identify the timeframe for implementation
- Determine the funding source
- Implement the project

Phasing

Short to Medium Term

Outreach needed

Yes

Partners

ODOT, potential private partners associated with waterfront redevelopment

Estimated Cost

Funding Considerations

Alt A: \$135,000
Alt B: \$275,000
Alt C: \$245,000
Alt D: \$195,000
Alt E: \$305,000
Alt F: \$345,000

All Alternatives:

- Does not include ROW acquisition.
- Does not include potential utility relocation (if any).
- Consider other potential funding sources, including:
 - An EID established in the waterfront area for the design and construction of the project.
 - Congestion Mitigation and Air Quality Program for projects that include bike lanes or bicycle/pedestrian paths.
 - ODOT Immediate Opportunity Funding in partnership with Waterfront redevelopment.

D9 Plymouth Street/6th Street Improvements

Project Description	Lead
<ul style="list-style-type: none"> ▪ Install a STOP sign at the southbound approach to the intersection. ▪ Install a Curve Symbol sign with Speed Rider sign (suggested travel speed) at the eastbound approach to the intersection. 	City
Rationale	
<p>Sixth Street intersects with Plymouth Street at the crest of a vertical curve and on the outside of a horizontal curve along Plymouth Street. There is currently no stop sign at the southbound approach to the intersection or warning signs at the eastbound approach to alert motorists of the horizontal/vertical curve.</p>	
Implementation steps/key issues	<ul style="list-style-type: none"> ▪ Identify the timeframe for implementation ▪ Determine funding source ▪ Prioritize in Transportation System Plan
Phasing	Short Term
Outreach needed	No
Partners	Public Works
Estimated Cost	Funding Considerations
\$1,500-\$2,000	<ul style="list-style-type: none"> ▪ Assumes contractor mobilization costs shared in conjunction with adjacent improvements. ▪ Consider potential funding sources such as the local general fund for design and construction of the project.

APPENDIX B
BWP PROPERTY
DEVELOPABLE PARCEL
SCORE TABLE

BWP Property Developable Parcel Score Table

Taxlot	Wetland	Flood	Riparian	Contamination	Distance to Water Utilities	Distance to Sanitary Sewer Utilities	Distance to Stormwater Utilities	Distance to HWY 30	Acreage	Owned by the City	Vacant	Underutilized	TOTAL SCORE
4N1W 1000 200	0	0	0	1	1	2	2	1	2	1	0	1	11
4N1W 1000 200	0	0	0	1	0	2	1	0	2	1	0	1	8
4N1W 1700 100	0	0	1	1	2	2	2	1	2	0	0	1	12
4N1W 300 400	0	1	0	1	2	2	2	1	1	0	1	0	11
4N1W 300 500	1	0	0	1	1	2	1	0	1	1	1	0	9
4N1W 4C0 2000	1	1	1	1	2	0	0	2	0	0	0	1	9
4N1W 4C0 2001	1	1	1	1	2	0	0	2	0	0	1	0	9
4N1W 4C0 904	1	1	1	1	2	1	2	2	1	0	1	0	13
4N1W 4CB 7901	1	1	1	1	2	0	0	2	0	0	1	0	9
4N1W 4CB 8000	1	1	1	1	2	0	0	2	0	0	1	0	9
4N1W 4CB 8300	1	1	1	1	2	0	0	2	0	0	1	0	9
4N1W 4CB 8400	1	1	1	1	2	0	0	2	0	0	1	0	9
4N1W 4CC 1100	1	1	1	1	2	1	2	2	0	0	1	0	12
4N1W 4CC 200	1	1	1	1	2	1	1	2	1	0	1	0	12
4N1W 4CC 500	1	1	1	1	2	1	1	2	0	0	1	0	11
4N1W 4CC 600	1	1	1	1	2	1	1	2	0	0	1	0	11
4N1W 4CC 800	1	1	1	1	1	1	1	2	0	0	1	0	10
4N1W 4DD 10800	0	1	1	1	2	2	2	1	0	1	1	0	12
4N1W 4DD 10800	0	1	1	1	2	2	1	1	0	1	1	0	11
4N1W 4DD 11300	0	1	0	1	2	2	2	1	1	1	1	0	12
4N1W 5DD 3700	1	1	1	1	2	2	2	2	0	0	1	0	13
4N1W 800 307	0	1	1	1	2	2	2	2	1	0	1	0	13
4N1W 8A1 300	1	1	1	1	2	2	1	2	2	0	1	0	14
4N1W 8A1 400	1	1	1	1	1	1	1	2	0	0	1	0	10
4N1W 8AA 501	1	1	1	1	1	2	2	2	0	0	1	0	12
4N1W 8AA 600	1	1	1	1	2	2	2	2	0	0	1	0	13
4N1W 8AD 1300	1	1	1	1	2	2	2	2	0	0	1	0	13
4N1W 8AD 1401	1	1	1	1	2	2	1	2	0	0	1	0	12
4N1W 8AD 1600	0	1	1	1	2	2	2	2	0	0	1	0	12
4N1W 8AD 200	1	1	1	1	2	2	1	2	0	0	1	0	12
4N1W 8D0 100	1	1	0	1	2	2	1	1	1	0	1	0	11
4N1W 8DB 300	0	1	1	1	1	2	1	2	0	0	1	0	10
4N1W 900 100	0	0	0	0	2	1	1	1	2	1	1	0	9
4N1W 900 100	1	0	1	0	0	0	0	0	2	1	0	1	6
4N1W 900 200	0	0	0	1	2	1	0	0	2	1	1	0	8
4N1W 900 200	0	0	1	1	1	0	0	1	1	0	1	0	6
4N1W 900 400	1	0	1	1	2	1	0	1	0	0	0	1	8
4N1W 9AA 100	0	0	0	1	2	1	2	1	2	1	1	0	11
4N1W 9AA 1200	1	1	1	1	2	0	0	1	0	0	1	0	8
4N1W 9AA 2300	1	1	1	1	2	1	0	1	0	1	1	0	10
4N1W 9AB 1000	1	1	1	1	1	2	1	1	0	0	1	0	10
4N1W 9AB 1100	1	1	1	1	1	2	1	1	0	0	0	1	10
4N1W 9AB 1101	1	1	1	1	1	2	1	1	0	0	1	0	10
4N1W 9AB 1200	1	1	1	1	1	2	1	1	0	0	1	0	10

BWP Property Developable Parcel Score Table

4N1W 9AB 1400	1	1	1	1	2	2	2	1	0	1	1	0	13
4N1W 9AB 1500	0	1	1	1	2	2	1	1	0	1	1	0	11
4N1W 9AB 901	1	1	1	1	1	2	1	1	0	0	1	0	10
4N1W 9B0 600	1	1	1	1	2	2	2	2	0	0	0	1	13
4N1W 9B0 700	1	1	1	1	2	2	2	2	0	0	1	0	13
4N1W 9BA 700	1	1	1	1	1	2	1	1	0	0	1	0	10
4N1W 9BA 800	1	1	1	1	1	1	1	1	0	0	1	0	9
4N1W 9BA 900	1	1	1	1	1	1	1	1	0	0	1	0	9
4N1W 9BD 100	1	1	1	1	1	1	0	1	0	0	1	0	8
4N1W 9BD 1000	1	1	0	1	2	0	0	1	0	0	1	0	7
4N1W 9BD 1100	1	1	1	1	2	0	0	1	0	0	1	0	8
4N1W 9BD 1200	0	1	1	1	2	1	0	1	0	0	1	0	8
4N1W 9BD 200	1	1	1	1	1	1	0	1	0	0	1	0	8
4N1W 9BD 2100	1	1	1	1	1	0	0	1	0	0	1	0	7
4N1W 9BD 400	1	1	1	1	1	0	0	1	0	0	1	0	7
4N1W 9BD 500	1	1	1	1	1	1	0	1	0	0	1	0	8
4N1W 9BD 700	0	1	1	1	2	1	0	1	0	0	1	0	8
4N1W 9BD 701	1	1	1	1	2	1	0	1	0	0	1	0	9
4N1W 9BD 800	1	1	1	1	1	0	0	1	0	0	1	0	7
4N1W 9BD 900	1	1	1	1	1	0	0	1	0	0	1	0	7

APPENDIX C
ALTERNATIVE
DEVELOPMENT
APPROACHES

DATE: November 17, 2016
TO: John Walsh, City of St. Helens
FROM: Lorelei Juntunen, Emily Picha, and Andrea Pastor
SUBJECT: APPENDIX C: ALTERNATIVE DEVELOPMENT APPROACHES

The City’s role is to make investments in the site that support private investment in new mixed-use development that aligns with the goals of the Framework Plan. There are several ways that the City can engage with a developer. This section provides a guide for the City so that it can consider alternative strategies, including the pros and cons of various approaches.

Key Terms

Ground Lease	An agreement in which a tenant is permitted to develop a piece of property during the lease period, after which the land and all improvements are turned over to the property owner.
Master Developer	The party responsible for the planned development of land and infrastructure. This would include, but is not limited to, infrastructure and utilities planning, site preparation, environmental engineering and remediation, the identification of users, and the potential building of product for tenants. The master developer is responsible for managing the development and disposition of sites from planning refinement to final buildout, overseeing site preparation and infrastructure development, financing, marketing and asset management.
Horizontal Development	Also known as a land development, this type of development involves initial site prep and grading that prepares a site for vertical development. Some developers specialize in horizontal development, while others do both the horizontal and vertical development on a site.

City Acts as Master Developer

In this approach, the City would provide the oversight and management of development of the property, build all of the necessary infrastructure, and sell (or otherwise dispose of) development parcels to private developers. The City would effectively function as a horizontal developer overseeing responsibilities that could include land use planning, design and construction of horizontal backbone infrastructure, mass grading and rough grading, and marketing. The City would then oversee disposition of parcels to vertical developers on a phased basis.

Development of a project of this size, variety of uses, intensity, and dollar value would require a significant level of experience and management. As horizontal land developer, the City would need to acquire the resources necessary to administer and direct the implementation of any business and operational plan for the project. Outsourcing technical advice, and development and project management support could involve the City hiring a development advisor to provide advice. Compensation of the development advisory firm could either be commission-based, fee-based, or a combination of these two.

The scope of the City’s involvement would be equivalent to that of any other horizontal master developer. The City would be required to provide financing for its horizontal improvements which could be done on a phased basis (grading and infrastructure) and enter into transactions or agreements that would ensure construction of horizontal improvements necessary to support development. The City would offset these costs through a combination of capturing tax increment from taxable vertical development within the urban renewal area portion of the site as well as proceeds from land sales to private developers. The City could select vertical developers through outright sale of planned phases or through a request for qualifications process and subsequent development disposition agreement. If

the City sells parcels outright, it will be important to ensure that zoning code is fully updated to ensure that development meets public goals, rather than relying upon a negotiated development agreement. This is a critical consideration for the City as it evaluates the pros and cons of this approach.

Solicit Master Developer(s)/Ground Lease

In this alternative, the City would maintain property ownership but would market and ground lease the entire property or significant portions of the property to potential master developers (who would need to collaborate on elements such as transportation connections). The master developer(s) might be horizontal developers or horizontal/vertical developers. The master developer(s) would enter into a DDA with the City that would spell out the binding performance obligations of the developer(s).

By maintaining ownership of the underlying land, the City would continue to receive revenues over the term of the lease. Ground leases typically are for no less than 50 years and most often have extensions that run up to 100 years, with periodic lease rate resets to reflect changes in market conditions. There are a number of ways to structure lease payments. The City could use lease revenues to fund any continuing infrastructure or management obligations associated with the site.

Solicit Master Developer/Negotiate Disposition and Development Agreement (DDA)

The intent of this alternative is to make portions of the entire site available to a master developer through a DDA that spells out performance obligations by the City and the master developer. If the City does not sell the whole parcel, remaining future phases would be sold based on actual developer performance in previous phases. This would allow the City to benefit from increases in the appraised/market value of each successive phase, and would not obligate the City to sell all or most of the land if the master developer's performance is not satisfactory. Once the City enters into a negotiation with a developer, the partners will determine who will pay for which infrastructure improvements.

Exhibit 1 summarizes each of the land disposition options that have been presented in the above narrative. In addition to the summary of each option, the table also includes an assessment of the project roles, revenue, benefits, risks, implementation, and community acceptance aspects of each option, and allows for an easy comparison between each of the options that have been presented.

Exhibit 1. Possible Disposition Options

	City acts as Master infrastructure developer, Sells Individual Parcels	City Secures Master Developer, Ground Leases Parcel	City Secures Master Developer / Negotiate DDA
Description	City would provide the oversight and management of development on the property	City would maintain property ownership but would market the entire property to potential master developers and offer a ground lease as part of the terms of potential development	Secure developer(s) for the entire and negotiate development agreement
Benefits	<ul style="list-style-type: none"> ▪ City has more influence over project momentum; provide orderly approach to planning/development; can adjust land costs to enable development ▪ Open possibilities for smaller scale developers ▪ Early successful development can accelerate property tax and other city revenues as well as assist with infrastructure funding ▪ Development produces property tax, franchise fees, permit fees 	<ul style="list-style-type: none"> ▪ Preserves City land ownership and provides ongoing revenue stream ▪ Potential to structure leases that further increase revenues as well as own improvements over period of time ▪ Lowers land cost at front end for developers ▪ Potential to vary ground lease rates to encourage preferred development ▪ Development produces property tax, franchise fees, permit fees 	<ul style="list-style-type: none"> ▪ A common approach; many developers are comfortable with the approach. ▪ DDA negotiations lead to legal agreements that ensure that development will achieve public goals ▪ Developer performance triggers future sales ▪ Infrastructure phased in with development ▪ Development produces property tax, franchise fees, permit fees
Risks/ Drawbacks	<ul style="list-style-type: none"> ▪ City has ongoing operating costs and shares in capital costs ▪ Expensive and time consuming to solicit bids for vertical development ▪ Would need multiple developers, given site size and varied product types ▪ Less flexibility to reduce infra. costs (i.e. prevailing wage requirements) ▪ More public /political process for actual development ▪ Shift in City mindset to a “revenue-generating” mentality ▪ Limit on the ability to establish a special entity to limit City liability 	<ul style="list-style-type: none"> ▪ Given market conditions, the value of a ground lease may provide very limited income to the City. ▪ Expensive and time consuming to solicit bids ▪ City has ongoing operating costs ▪ May need multiple developers, given site size and varied product types ▪ Developer interest and private financing may be more limited with ground leases ▪ Adequacy of any proposed Urban Renewal District needs to be evaluated– could require modifications to ensure adequate resources to incentivize needed private investments ▪ Master lease not suitable for condos 	<ul style="list-style-type: none"> ▪ Expensive and time consuming to solicit bids ▪ May need multiple developers, given site size and varied product types
Examples	Tualatin Commons	Lane County 5 th Street Market deal	Riverplace (Portland)

APPENDIX D

FUNDING TOOLS

DATE: September 6, 2016
TO: John Walsh, City of St. Helens
FROM: Lorelei Juntunen, Emily Picha, and Andrea Pastor
SUBJECT: APPENDIX D: ST HELENS FUNDING DICTIONARY

The St. Helens Waterfront Framework Plan project recommends a variety of infrastructure and open space improvements to support redevelopment of the Veneer site as well as additional amenities and programs in the broader Riverfront District to attract visitors, businesses, and residents to the area. To implement the plan, the City will need to draw from a variety of funding sources over time, as the City alone cannot fund all improvements in a timely manner. To explore ways to fill funding gaps, this memo provides a starting place for the City to explore potential funding tools.

Exhibit 1 shows cost estimate ranges for each of the major physical cost categories associated with development in Phase 1 (north of Tualatin Street) and Phase 2 (South of Tualatin Street). There are additional costs not included in these numbers, including site remediation, pedestrian/bike connections to this area, and habitat restoration.

Exhibit 1. Cost Estimates

	Phase 1		Phase 2		Total - Low	Total - High
	Low	High	Low	High		
Site Prep	\$300,000	\$400,000	\$200,000	\$300,000	\$500,000	\$700,000
Utilities	\$1,100,000	\$1,600,000	\$700,000	\$1,200,000	\$1,800,000	\$2,800,000
Open Space	\$800,000	\$1,400,000	\$4,700,000	\$7,700,000	\$5,500,000	\$9,100,000
Roads	\$1,400,000	\$1,600,000	\$800,000	\$900,000	\$2,200,000	\$2,500,000
Bank Enhancement	\$400,000	\$500,000	\$400,000	\$500,000	\$800,000	\$1,000,000
Offsite Roads	\$0	\$0	\$700,000	\$3,600,000	\$700,000	\$3,600,000
Habitat and Riparian Corridor Enhancement	TBD	TBD	TBD	TBD	TBD	TBD
Site Remediation	TBD	TBD	TBD	TBD	TBD	TBD
Pedestrian/Bike Connections to Site	TBD	TBD	TBD	TBD	TBD	TBD
Development Incentives	TBD	TBD	TBD	TBD	TBD	TBD
Known Costs Total	\$4,000,000	\$5,500,000	\$7,500,000	\$14,200,000	\$11,500,000	\$19,700,000

The Implementation Plan identifies specific steps the City can take to overcome financing gaps and attract desired development in the study area. While we have undertaken an evaluation of funding tools based on our own understanding of the site’s infrastructure needs, the City’s financial situation, and our professional judgement, the City must undergo an internal process to evaluate which of these tools merit further consideration and work with its bond council and financial advisors before issuing debt.

Criteria

We suggest that the City use the following criteria when evaluating these tools:

1. **Economic feasibility.** This category covers everything related to creating and maintaining net revenues. We break feasibility into four subcategories: (1) revenue-generating capacity, (2) administrative costs, (3) revenue stability, and (4) revenue flexibility:
 - a. **Revenue-generating capacity** considers how much money the source can generate.
 - b. **Administrative cost** considers the portion of gross revenues that will be spent on administration. The easier it is to administer the tax or fee, the more of the gross revenue collected that will be available as net revenue for transportation projects and programs in the corridor.
 - c. **Revenue stability and predictability** considers whether the source is likely to avoid large fluctuations each year and whether the source is likely to be close to the forecasts analysts might make.
 - d. **Revenue flexibility** considers limitations on the types of projects that can be funded with a given source. A funding source may be a little less useful to jurisdictions if its use is limited to certain types of projects.
2. **Political acceptability.** Will stakeholders accept or support the tool? Political acceptability considers whether elected officials and the public at large are likely to support the funding source. This depends to a large extent on the efficiency components described above: if a revenue source is legal, efficient, and fair, then it should get political support from the public, advisory groups, and decision makers. For this analysis, we evaluate whether a source is politically acceptable using two approaches: (1) is the source widely used elsewhere in Oregon? And (2) does the source collect revenue mostly from non-locals (as opposed to local residents)?
3. **Fairness.** In the context of transportation funding, the key question related to fairness is “who pays?” A standard definition of fairness in public finance is that the charges that fund the transportation system are tied to the users who receive benefits from (or impose costs on) the transportation system. Fairness may also be referred to as equity.
4. **Legality.** All the benefits of a funding source are moot if the source is not legal or cannot become legal within the desired timeframe. If the source is currently prohibited by State statute, then there is a very big administrative hurdle to be surmounted up front.

Using the above criteria, ECONorthwest narrowed the range of potential funding tools to a list summarized Exhibit 2. More detail will be provided later in this memorandum. The tools outlined below are grouped into the following funding categories:

- Local Funding – Development Driven
- Local Funding – Publicly Generated
- Federal/State/Foundation Dollars
- Tax Abatements and Credits
- Other – There are number of projects and funding sources that are particular to St. Helens, such as the repurposing of the lagoon and any future timber sales that may be more appropriate for Phase 2.

Exhibit 2. Public Toolkit

Potential Applications	Local Funding – Dev’t Driven			Local Funding – Public			Fed/Regional/State/Foundation				Credits/ Abatements					
	LID	BID	Sole-Source SDCs	Urban Renewal	GO Bond / General Fund	Fees/Enterprise Fund	State Grants/ Loans	Section 108/CDBG	Philanthropy	Discretionary Fed Grants	VHTC/MU Exempt	LIHTC	NMTC	HTC's	EB-5	Other Incentives
Gap financing for redevelopment projects, such as, commercial, mixed-use or infill housing developments				■		■	■	■	■		■	■	■	■		
Storefront improvement programs				■	■		■	■								
Streetscape improvements, including new lighting, trees, wayfinding and sidewalks	■	■	■	■	■	■	■	■	■							
Transportation enhancements, including off-site intersection improvements	■		■	■		■	■	■		■						
Parks and open spaces	■		■	■	■	■	■	■	■	■						

Local Funding – Development Driven

Local Improvement District (LID)

How It Works	A special assessment district where property owners are assessed a fee to pay for capital improvements, such as streetscape enhancements, underground utilities, or shared open space. LIDs must be supported by a majority of affected property owners. The City of St. Helens does not currently have any local improvement districts.
Fund Sources	LID bonds are backed by revenue committed by property owners (which can be public or private).
Benefits	<ul style="list-style-type: none"> Organizes property owners around a common goal. Allow property owners to make payments over time to bring about improvements quickly that benefit them individually. Improvements within smaller areas can enhance catalytic and redevelopment value of the area. LIDs can be bundled with other resources such as TIF.
Drawbacks	<ul style="list-style-type: none"> Setting up fair LID payments for various property owners, who are located different distances from the improvement, is challenging. Some lenders insist that LIDs be paid off when properties are transferred. Small geographic areas may not have sufficient LID revenues to support bonds for the desired improvement.

Economic Improvement District (EID) / Business Improvement District (BID)

How It Works	An EID is a funding mechanism designed to enable a community to fulfill its commercial revitalization goals and plans; and is established as an assessment to property owners for use in promoting and improving the defined business district. A BID is a funding mechanism designed to enable a community to fulfill its commercial revitalization goals and plans; and is established as an assessment (surcharge on business licenses) to business owners for use in promoting and improving the defined business district. There have been no efforts to create a BID in St. Helens.
Fund Sources	EID (property owners), BID (Business Owners)
Benefits	<ul style="list-style-type: none"> Flexible source of funding that organizes property owners around a common goal. Allows property owners to make payments over time to bring about improvements quickly that benefit them individually. Improvements within smaller areas can enhance catalytic and redevelopment value of the area. Like LID's, can be bundled with other resources such as TIF. A BID can be renewed indefinitely, but an EID has a term limit of 5 years.
Drawbacks	<ul style="list-style-type: none"> Can be disestablished with property or business owner petition. Does not fund capital improvements.

Sole Source Systems Development Charges

How It Works	Retains SDCs paid by developers within the limited geographic area that directly benefits from new development, rather than being available for use city-wide.
Fund Sources	SDC funds.
Benefits	<ul style="list-style-type: none"> Enables SDC eligible improvements within the area that generates those funds to keep them for these improvements. Improvements within smaller areas, which can enhance the catalytic and redevelopment value of the area. Can be blended with other resources such as LIDs and TIF.
Drawbacks	<ul style="list-style-type: none"> Reduces resources for SDC-funded projects in a broader geography.

Local Funding – Public / Increased Fees

Urban Renewal / Tax Increment Finance (TIF)

<p>How It Works</p>	<p>Tax increment finance revenues are generated by the increase in total assessed value in an urban renewal district from the time the district is first established. As property values increase in the district, the increase in total property taxes (i.e., city, county, school portions) is used to pay off the bonds. When the bonds are paid off the entire valuation is returned to the general property tax rolls. Urban renewal funds can be invested in the form of low interest loans and/or grants for a variety of capital investments:</p> <ul style="list-style-type: none"> • Redevelopment projects, such as mixed-use or infill housing developments. • Economic development strategies, such as capital improvement loans for small or start up businesses which can be linked to family-wage jobs. • Streetscape improvements, including new lighting, trees and sidewalks. • Land assembly for public as well as private re-use. • Transportation enhancements, including intersection improvements. • Historic preservation projects. • Parks and open spaces. <p>To date there has been no URA adopted in St. Helens.</p>
<p>Fund Sources</p>	<p>Local taxing jurisdictions' permanent rate property tax impacts.</p>
<p>Benefits</p>	<ul style="list-style-type: none"> • Over the long term (most districts are established for a period of 20 or more years), the district could produce significant revenues for capital projects. • TIF can be used to help pay for infrastructure improvements (including parking garages), and provide loans/grants for adaptive re-use and new development. • Among the most flexible incentives. • Option exists to have a single project-based TIF district.
<p>Drawbacks</p>	<ul style="list-style-type: none"> • Defers property tax accumulation by the city and county until the urban renewal district expires or pays off bonds. • Due to the sometimes slow or indirect nature of property tax growth in relation to targeted projects, urban renewal can often take five or more years to produce meaningful levels of revenue resulting in loss of project alignment. • Complex process requires extensive public involvement and community support, especially from other taxing jurisdictions. The City would need to explore options with county officials and elected leadership, tracking legislative changes in urban renewal law, and meeting with adjacent jurisdictions and overlapping taxing entities. • Use of urban renewal can be politically contentious because of its impact on funds available to overlapping taxing districts, and because of the perception that the school districts are adversely impacted. • Investing over \$750,000 in TIF directly into a new or rehab private project triggers prevailing wage requirements, which can increase overall project costs by 10 – 20%.

General Fund and General Obligation (GO) Bonds

How It Works	City can use general fund monies on hand or can issue bonds backed by the full faith and credit of the city to pay for desired public improvements. As of 2016, For every increase of \$0.10 for the tax rate (10 cents per \$1,000 in value), the City would generate \$87,000 per year. Assuming a 20 year amortization period, 3% interest rate, 1% finance costs and a coverage ratio of 1, borrowing capacity for every \$0.10 is around \$1.3 million.
Fund Sources	Property taxes are increased to pay back the GO bonds.
Benefits	<ul style="list-style-type: none"> Community can implement public projects that can in turn catalyze other development (e.g. parking garage, transportation improvements...).
Drawbacks	<ul style="list-style-type: none"> Requires public vote, which takes time and money. Raises property owner taxes. Lending of Credit provision prohibits City from contributing to private sector projects.

St. Helens Transient Room Tax

How It Works	The City of St. Helens collects a 7% transient occupancy tax that generates about \$100,000 annually. The money is earmarked specifically for tourism related projects. Source: City of St. Helens Budget 2016-17 http://www.ci.st-helens.or.us/sites/default/files/fileattachments/finance/page/256/adopted_fy_16-17_budget.pdf
Fund Sources	Overnight visitors
Benefits	<ul style="list-style-type: none"> Provides a good nexus between the visitors who use facilities and the sources needed to help fund those facilities. Overall receipts have broader uses, including tourism-related facilities.
Drawbacks	<ul style="list-style-type: none"> Limited political ability to bond against the proceeds. Grants are limited to tourism promotion and are competitive. This is likely tool that will be limited to programs like wayfinding and branding.

Fees or Other Dedicated Revenue

How It Works	Many cities have collected user fees for services that they direct into enterprise funds that provide dedicated revenue to fund specific projects. Examples of those types of funds can include parking revenue funds, stormwater/sewer fees, street fees, etc. The St. Helens 2016-17 Budget mentions the possibility of instituting a street fee or local gas tax to offset the shrinking street fund revenue generated by the state gas tax.
Fund Sources	Residents and businesses
Benefits	<ul style="list-style-type: none"> Allows for new revenue streams into the City. Many developers support fee-in-lieu programs if they allow them to receive the same parking allocation for less money than it would cost to build and manage the space.
Drawbacks	<ul style="list-style-type: none"> Political challenges of introducing new fees or increasing existing fees that are directed toward specific funding objectives, unless those objectives are widely supported.

Low-interest Loans, Grants, and Land Disposition

Community Development Block Grants (CDBG) and Section 108

How It Works	<p>Community Development Block Grants provide communities with resources to address a wide range of community development needs, including infrastructure improvements, housing and commercial rehab loans and grants as well as other benefits targeted to low- and moderate-income persons.</p> <p>HUD Section 108 is one mechanism that increases the capacity of block grants to assist with economic development projects, by enabling a community to borrow up to 5 times its annual CDBG allocation.</p> <p>Columbia County has an existing block grant available to St Helens for housing rehabilitation. The City has previously used the grants for transitional housing, but does not currently have any open grants.</p>
Fund Sources	Federal HUD funds
Benefits	<ul style="list-style-type: none"> • Funds are fairly flexible in application. • Program has been run since 1974, and is seen as being fairly reliable. • Section 108 enables a larger amount of very low interest-rate-subordinate funding for eligible projects.
Drawbacks	<ul style="list-style-type: none"> • Competitive process to secure loans/grants for individual projects. • Administration and projects must meet federal guidelines such as Davis Bacon construction requirements. • Amount of federal funding for CDBG has been diminishing over the past few years.

State Grants/Loans

How It Works	<p>There are several grant programs that help to pay for pedestrian and bicycle improvements, including crosswalks, bike lane striping, and pedestrian crossing islands. Local governments must often match grant funding.</p> <ul style="list-style-type: none"> • ConnectOregon. ConnectOregon focuses on improving connections and supporting local economies throughout the state. Dedicated to non-highway projects, ConnectOregon has funded more than 130 marine/ports, aviation, public transit, and rail projects around the state. Projects are eligible for grants up to 70 percent of costs. A minimum 30 percent cash match is required. For ConnectOregon V, bicycle/pedestrian projects were also eligible to compete for funds. Eligible State program webpage: http://www.oregon.gov/ODOT/TD/TP/pages/connector.aspx • Main Street Revitalization Grant. Established by House Bill 3526 in 2015, this grant program will award \$2.5 million in lottery funds to participants in Oregon Main Street Network. As of summer 2016, the State Parks and Recreation Department is accepting comments on proposed rule changes for the grant. The goals for the grant will be to “adopt formula for awarding grants; give priority to proposals in traditionally underserved communities; develop criteria to determine eligibility of grant applicants and proposed projects; provide assistance and monitoring for grant recipients; and develop rules to implement grant program.”¹ As of 2016, the City of St. Helens was an “Exploring” community under the state Main Street framework. Grant information on the new rules is available at: http://www.oregon.gov/oprd/RULES/Pages/Rulemaking Notices.aspx • State of Oregon Parks and Recreation Grants. Applicable state grants include the lottery-funded local government grants, recreational trails grants, land and conservation fund grants. State program webpage: http://www.oregon.gov/OPRD/GRANTS/pages/index.aspx • Statewide Transportation Improvement Program. The Statewide Transportation Improvement Program, known as the STIP, is Oregon’s four-year transportation capital improvement program. It is the document that identifies the funding for, and scheduling of, transportation projects and programs. The application process requires an enthusiastic champion for the project. Applications are reviewed, prioritized and ranked by ODOT. STIP will be divided into two broad categories: Fix-It and Enhance. In 2010, the city used STIP funds to help pay for improvements along Columbia Blvd. State program webpage: http://www.oregon.gov/ODOT/TD/STIP/Pages/about.aspx
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¹ Staff Measure Summary, HB 3526://olis.leg.state.or.us/liz/2015R1/Downloads/MeasureAnalysisDocument/32410

	<ul style="list-style-type: none"> • Oregon Transportation Infrastructure Bank. The Bank is a low-interest revolving loan fund that can help to pay for transportation capital projects. These low-interest loans can be repaid with TIF, general fund, or local improvement district revenues. They provide up front monies (planning, engineering) as well as implementation funds which means cities don't need to wait for TIF build up. Need to make sure there will be a city repayment source. State program webpage: http://www.oregon.gov/ODOT/CS/FS/pages/otib.aspx • ODOT immediate Opportunity Fund. This fund supports economic development by providing road improvements where they will assure job development opportunities. The fund may be used only when other sources of funding are unavailable, and is restricted to job retention and committed job creation opportunities. To be eligible, a project must require an immediate commitment of road construction funds to address an actual transportation problem. The applicant must show that the location decision of a firm or development depends on those transportation improvements, and the jobs created by the development must be "primary" jobs such as manufacturing, production, warehousing, distribution or others that support the development of one of the state's strategic industries. State program website: https://www.oregon.gov/ODOT/TD/EA/reports/IOF_PolicyGuidelines.pdf • US DOT Transportation Investment Generating Economic Recovery (TIGER) Grant. This fund is awarded on a competitive basis to projects that have a significant impact on a metropolitan area or region. The minimum grant award is \$5 million for urban areas. Particularly focused on funding multijurisdictional projects. Recipients of TIGER grant funds include capital projects that better connected people to jobs, removed physical barriers to access, and strengthened communities through neighborhood redevelopment. More information is available at: https://www.transportation.gov/sites/dot.gov/files/docs/2016%20TIGER%20NOFO%20FR.pdf • Transportation and Growth Management Grants (TGM). The TGM program supports community efforts to expand transportation choices for people. By linking land use and transportation planning, TGM works in partnership with local governments to create vibrant, livable places in which people can walk, bike, take transit or drive where they want to go. TGM is partnership between ODOT and DLCD. The program receives support from the State of Oregon and the Federal Highway Administration of the U.S. Department of Transportation. TGM grants are awarded on an annual basis in two categories: transportation system planning and integrated land use & transportation planning. St. Helens was a recipient of the TGM grant in 2016 for a Refinement Plan for the transportation route from US 30 to the Waterfront Redevelopment Project. More information can be found at: https://www.oregon.gov/LCD/TGM/pages/grants.aspx • All Roads Transportation Safety Program. ODOT's All Roads Transportation Safety (ARTS) Program is the Oregon program that disburses federal funds from the Highway Safety Improvement Program (HSIP). This program uses a data-driven approach that uses crash data, risk factors, and other supported methods to identify the best possible locations to achieve the greatest benefits. The program funds projects both at specific frequent crash sites, and larger systematic stretches. Local jurisdictions may submit proposals for additional local projects that may not make the initial draft list of identified projects. The HSIP program now pre-empts the earlier set-aside funds for the High Risk Rural Road program, but obligates states to devote money to such roads if fatality or injury rates increase. Workforce development, training, and education activities are also an eligible use of HSIP funds. More information about the ARTS program can be found at: https://www.oregon.gov/ODOT/HWY/TRAFFIC-ROADWAY/Pages/ARTS.aspx. • Congestion Mitigation and Air Quality (CMAQ). The CMAQ program is a federally-funded program designed to improve air quality and mitigate congestion. The CMAQ program provides a flexible funding source to State and local governments for transportation projects and programs to help meet the requirements of the Clean Air Act. The CMAQ program can fund Active Transportation projects such as bike lanes or bicycle/pedestrian paths, several types of transit improvements, and a variety of other congestion reduction, traffic flow and emissions reduction projects. Funding is available to improve air quality and reduce traffic congestion in areas that do not meet the National Ambient Air Quality Standards (NAAQS) for ozone, carbon monoxide levels or particulate matter ("nonattainment" areas) or have recently become compliant ("maintenance" areas). FHWA recently indicated that this general rule does not apply to alternative fuel infrastructure, such as electric vehicles and natural gas. Funds for alternative fuel infrastructure can be spent anywhere in the state. Additional information on the program is available on the website at: https://www.oregon.gov/ODOT/TD/AT/Pages/CMAQ.aspx. <p>Blue Zones Project. The Blue Zones Project is an initiative of the Cambia Health Foundation, dedicated to helping communities facilitate residents' healthy lifestyle choices. In support of Oregon's Healthiest State initiative the Blue Zones Project brings community stakeholders together to inspire and support positive, sustainable changes to policy and the built-environment. The city of Klamath Falls is the first Blue Zones Demonstration in Oregon. More information may be found at: http://www.bluezonesoregon.com/</p>
Sources	State and federal funds
Benefits	<ul style="list-style-type: none"> • Direct public investment into private projects. • Does not impact City funds.
Drawbacks	<ul style="list-style-type: none"> • Highly competitive and must meet state-identified criteria (varies by program). • For loans, need to establish a City repayment source.

Tax Credits and Abatements

ECONorthwest narrowed the list of tax credits and abatements to ones that can be used for market-rate apartments, affordable housing, and mixed-use buildings, where housing is above active ground floor uses.

Vertical Housing Tax Abatement (State of Oregon enabled, locally adopted)

How It Works	<p>Subsidizes "mixed-use" projects to encourage dense development or redevelopment by providing a partial property tax exemption on increased property value for qualified developments. The exemption varies in accordance with the number of residential floors on a mixed-use project with a maximum property tax exemption of 80 percent over 10 years. An additional property tax exemption on the land may be given if some or all of the residential housing is for low-income persons (80 percent of area is median income or below). The proposed zone must meet at least one of the following criteria:</p> <ul style="list-style-type: none"> • Completely within the core area of an urban center. • Entirely within half-mile radius of existing/planned light rail station. • Entirely within one-quarter mile of fixed-route transit service (including a bus line). • Contains property for which land-use comprehensive plan and implementing ordinances effectively allow "mixed-use" with residential. <p>State program webpage: http://www.oregon.gov/OHCS/Pages/HFS_Vertical_Housing_Program.aspx</p>
Fund Sources	General funds of local taxing jurisdictions that agree to participate—cities, school districts, counties, etc.
Benefits	<ul style="list-style-type: none"> • Targeted tool to support mixed-use development in places with locational advantages. • City-controlled on project-by-project basis.
Drawbacks	<ul style="list-style-type: none"> • Reduces general fund revenues for all overlapping taxing districts. • Requires a lengthy approval process with taxing districts.

Multiple-Unit Limited Tax Exemption Program (Locally managed)

How It Works	<p>Through the multifamily tax exemption, a jurisdiction can incent diverse housing options in urban centers lacking in housing choices or workforce housing units. Through a competitive process, multi-unit projects can receive a property tax exemption for up to ten-years on structural improvements to the property. Though the state enables the program, each City has an opportunity to shape the program to achieve its goals by controlling the geography of where the exemption is available, application process and fees, program requirements, criteria (return on investment, sustainability, inclusion of community space, percentage affordable or workforce housing, etc.), and program cap. The City can select projects on a case-by-case basis through a competitive process.</p> <p>Use of the program in the State includes the following examples:</p> <p>City of Portland Multiple-Unit Limited Tax Exemption Program. Within eligible areas, this program allows multi-unit projects to receive a ten-year property tax exemption on structural improvements to the property as long as program requirements are met. This program limits the number of exemptions approved annually, requires developers to apply through a competitive process, and encourages projects to provide greater public benefits to the community that would otherwise be possible. The applicant must submit documentation that the anticipated rate of return for the project for the period of the exemption will not exceed 10%. In 2014, the City made \$1,210,000 in foregone tax revenue available. More info: https://www.portlandoregon.gov/phb/61191</p> <p>City of Eugene Multi-unit Property Tax Exemption Program. This program offers a property tax exemption on the new structure or incremental change in the property value of a building for a maximum of 10 years. Projects eligible for the tax exemption include construction, addition or conversion of rental or ownership multi-unit housing within the MUPE boundary. More info: http://www.eugene-or.gov/index.aspx?NID=829</p>
Fund Sources	Local taxing jurisdictions that agree to participate—cities, school districts, counties, etc.
Benefits	<ul style="list-style-type: none"> • Targeted tool to support mixed-use development in places with locational advantages. • City-controlled on project-by-project basis.

	<ul style="list-style-type: none"> • Does not require active ground floor use. • Can be paired with other tools that incent density and allow for cost reductions. • Possible flexibility to tailor length of exemptions on a case-by-case basis, depending on the project benefits to the public. • The city can set an annual cap on the total amount of tax exemptions in any given year for all projects.
Drawbacks	<ul style="list-style-type: none"> • City must weigh the temporary (up to 10 years) loss of tax revenue against the potential attraction of new investment to targeted areas. • Reduces general fund revenues for all overlapping taxing districts, which could make it harder to promote the tool to partner jurisdictions that do not perceive the same project benefits. • Can be competitive, depending on the criteria that the City outlines. • If the City also seeks abatement from overlapping taxing districts, requires a lengthy approval process. • Some programs have requirements for local and minority businesses to complete a portion of project construction, which can extend development timelines. • Requires regular reporting. Property owners must submit to city annual audited financial statements, tax returns and 10-year operating cash flow with current rate of return. • Depending on the project criteria, can be a highly competitive process among development projects.

Affordable Housing Property Tax Abatement (Locally Managed, Enabled by State of Oregon)

How It Works	Since 1985, the State of Oregon has allowed for affordable housing property tax abatements when they are sought separately by non-profits that develop and operate affordable rental housing. Only the residential portion of a property located within a City that is used to house very low-income people, or space that is used directly in providing housing for its low-income residents is eligible for a property tax exemption.
Fund Sources	Local taxing jurisdictions' general funds—cities, school districts, counties, etc.
Benefits	<ul style="list-style-type: none"> • Targeted tool to support multi-family rentals or mixed-use development in places with locational advantages. • The affordable housing tax abatement can stand alone (without tax credits). For example, if a non-profit housing provider were to use bonds, it could still be eligible for an abatement, but it must apply for them separately. • Can be blended with other resources such as TIF, tax credits, housing bonds.
Drawbacks	<ul style="list-style-type: none"> • Reduces general fund revenues for all overlapping taxing districts if property tax abatement is sought by affordable housing providers and approved by local jurisdictions.

Affordable Housing Tax Credit (OAHTC)

How It Works	Provides a state income tax credit for affordable housing equity investments that help reduce the financing costs for multi family rental units. Applications must demonstrate a 20 year term that the benefit of the tax credit will be entirely passed on to reduce rents for the tenants. Program webpage: http://www.oregon.gov/ohcs/pages/hrs_oahtc_program.aspx
Fund Sources	Institutional investors or high net worth individuals makes investments. State general fund is impacted.
Benefits	<ul style="list-style-type: none"> • Targeted tool to support multi-family rentals or mixed-use development in places with locational advantages. • The credit contributes to project equity, reducing developer's out-of-pocket investment and can be a significant incentive for the provision of affordable housing.
Drawbacks	<ul style="list-style-type: none"> • The state allows for affordable housing property tax abatements. These are applied for separately. • Highly competitive process.

Low-Income Housing Tax Credit (Federal Program, Administered by State of Oregon)

How It Works	<p>Provides a state income tax credit for affordable housing equity investments that help reduce the financing costs for multi-family rental units. Applications must demonstrate that the project will be maintained as affordable housing for a minimum 30-year term. To be eligible, at least 20% of units must be at or below 50% or AMI, OR 40% must be at or below 60% AMI. There are two rates:</p> <ul style="list-style-type: none"> • The "9%" credit rate. New construction and substantial rehabilitation projects that are not otherwise subsidized by the federal government earn credits at a rate of approximately 9% of qualified basis, each year for a 10-year period. "9%" credits are more powerful but also more competitive. • The "4%" credit rate. The 4% rate applies to acquisition of eligible, existing buildings and to federally-subsidized new construction or rehabilitation. The 4% rate also applies to all eligible bases in projects that are financed through the issuance of volume-cap multi-family tax-exempt bonds (the associated LIHTCs are sometimes called "as of right" credits because they are automatically attached to the volume-cap bonds). <p>State program webpage: http://www.oregon.gov/OHCS/Pages/HRS_LIHTC_Program.aspx</p>
Fund Sources	<p>Institutional investors or high net worth individuals make investments by purchasing tax credits, which infuses cash equity into a project that does not require repayment. Income tax receipts are impacted because investors' income tax payments are reduced.</p>
Benefits	<ul style="list-style-type: none"> • Targeted tool to support multi-family rentals or mixed-use development in places with locational advantages. • The credit contributes to project equity, reducing developer's out-of-pocket investment and can be a significant incentive (particularly at the 9% level) for the provision of affordable housing. • Can be blended with other resources such as TIF, property tax abatements, and housing bonds.

Enterprise Zone (State of Oregon enabled, locally adopted)

How It Works	<p>Enterprise zones exempt businesses from local property taxes on new investments for a specified amount of time (3-5 years). Qualified investments include a new building/structure, structural modifications or additions, or newly installed machinery and equipment may qualify for exemption but not land, previously used property value and miscellaneous personal items. Eligible businesses include manufacturers, processors, and shippers. Retail, construction, financial and certain other defined activities are ineligible.</p> <p>In Columbia County, there are currently two enterprise zones. The South Columbia County Enterprise Zone serves areas of Saint Helens including the Boise White Paper Site and the Veneer Site. It terminates in 2018. In order to qualify, firms must invest at least \$50,000 in real and personal property and must expand their workforce by at least 10 percent within the enterprise zone.</p> <p>The map can be found at: http://www.oregon4biz.com/Oregon-Business/Tax-Incentives/Enterprise-Zones/Details/maps/SHC.pdf</p> <p>Enterprise Zone website: http://www.columbiacountyoregon.com/</p>
Fund Sources	<p>General funds of local taxing jurisdictions that agree to participate—cities, school districts, counties, etc.</p>
Benefits	<ul style="list-style-type: none"> • Targeted tool to support businesses that is already adopted.
Drawbacks	<ul style="list-style-type: none"> • Reduces general fund revenues for all overlapping taxing districts. • Requires a lengthy approval process with taxing districts.