

Land Use and Urban Design

ST. HELENS RIVERFRONT CONNECTOR PLAN

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KITTELSON & ASSOCIATES, INC.
TRANSPORTATION ENGINEERING/PLANNING



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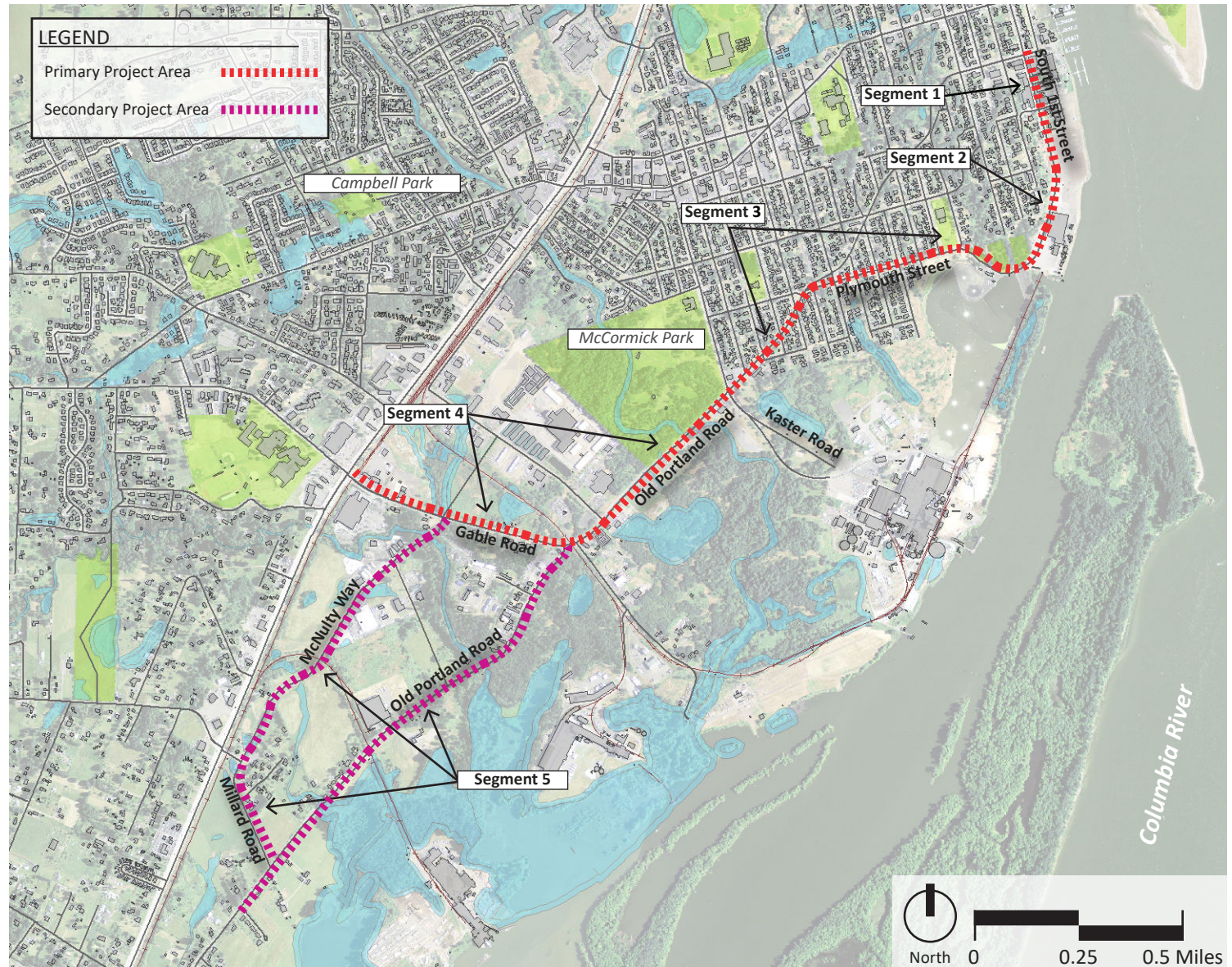
Introduction

This memorandum provides a land use and urban design analysis of the existing and future conditions within the St. Helens Riverfront Connector Project Area. The Project Area is shown in Figure 1 and encompasses the Waterfront Redevelopment Project Area as well as several key intersection areas along Old Portland Road, Gable Road, McNulty Way, Millard Road, and US 30.

The Project Area is divided into two major sections: the Primary Project Area (shown in red in Figure 1) and the Secondary Project Area (shown in purple). The Primary Project Area is the main focus of this project, while the Secondary Project Area represents key alternative routes from US 30 to the Waterfront Redevelopment Project Area and will be considered in less detail throughout this process.

The Project Area is further divided into five segments, which are addressed individually in later portions of this memorandum.

Figure 1. Project Area



Existing Conditions

The intent of this section is to provide a general understanding of the physical and environmental characteristics that could impact the community vision for the future of each corridor segment. This vision will inform the development of planning, design, and implementation standards to facilitate the revitalization of each segment as a viable, aesthetically pleasing, safe and sustainable multi-modal corridor.

A description of each corridor segment is provided based on the roadway configuration, pedestrian realm, and adjacent development.

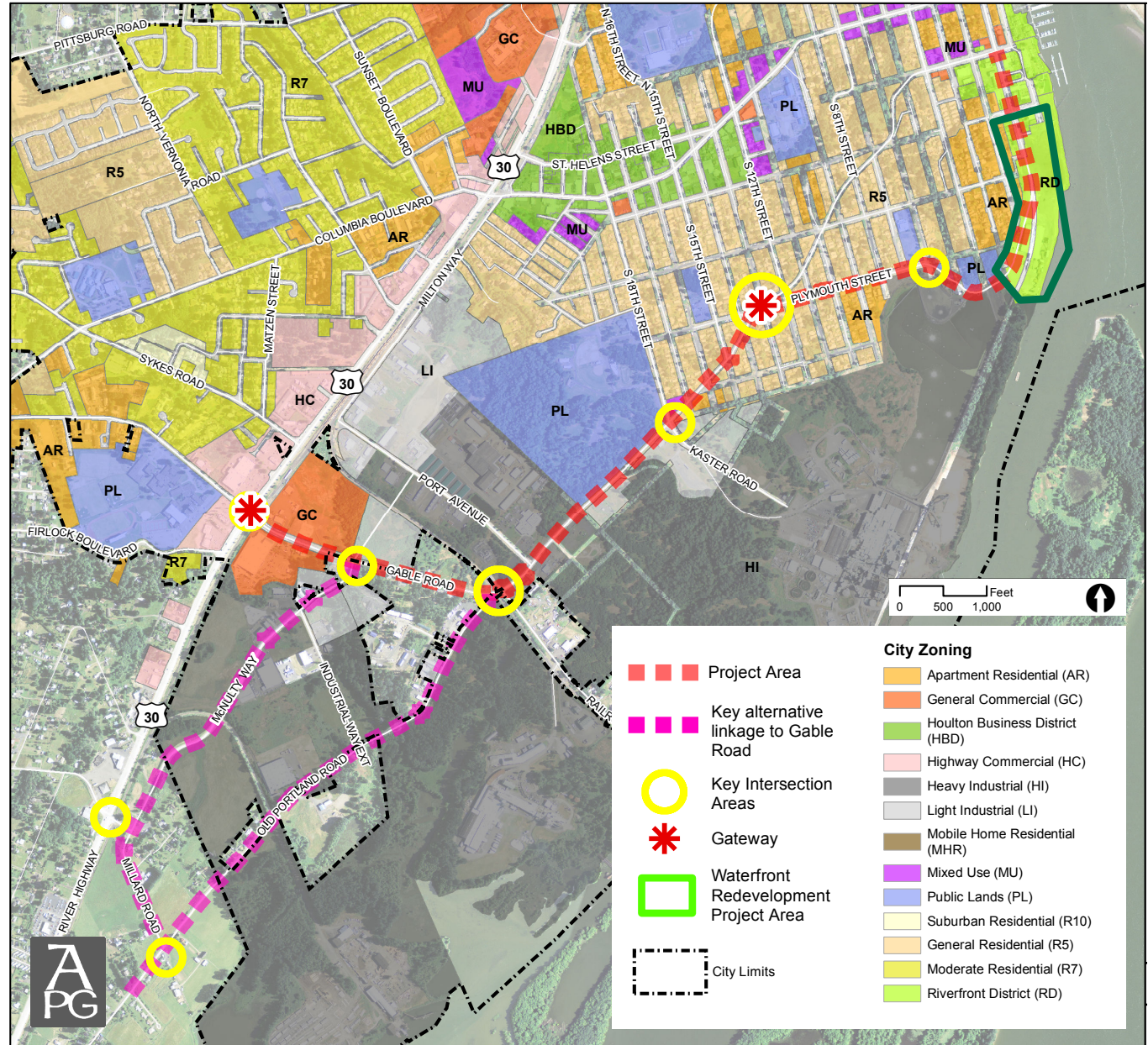
The images and graphics that follow show the typical conditions observed in each corridor segment, providing a visual analysis of the relationships between each of these spaces.

PROJECT AREA ZONING

Figure 2 shows the zoning designations throughout the Project Area, which encompasses land both inside and outside the St. Helens city limits. Land outside the city limits does not have a zoning designation, but does have a comprehensive plan designation that determines the zone that would be applied upon annexation (shown in the following figures).

As seen in Figure 2, the corridor traverses a variety of zones, from mixed use to medium- and high-density residential to industrial and commercial. The following pages describe the zoning, land uses, and existing conditions of the built environment for segments of the Primary and Secondary Project Areas in greater detail.

Figure 2. Project Area Zoning



RIVERFRONT AREA

(South 1st Street to South 6th Street and Plymouth Street; Segments 1 and 2)

This segment begins at the intersection of South 1st Street and St. Helens Street, running south through the Waterfront Redevelopment Project Area (where there is no roadway currently) and connecting to Plymouth Street near the Nob Hill Nature Park.

Land along South 1st Street is zoned Riverfront District (RD). A variety of commercial uses are located north of the Waterfront Redevelopment Project Area, including the Columbia Theater, legal offices, a brewery, and gift stores. Plaza Square is also located along this corridor segment east of South 1st Street between St. Helens Street and Cowlitz Street. Homes and restaurants are located south of Cowlitz Street.

The existing street dead-ends at the Waterfront Redevelopment Project Area and begins again to the South, adjacent to Nob Hill Nature Park to the north and a City-owned wastewater treatment facility to the south. Land north of the corridor at this location is zoned Public Lands (PL), and the facility to the south is zoned Heavy Industrial (HI).

Figure 3. Riverfront Area (Segments 1 and 2)



Segment 1 – South 1st Street

Roadway Configuration

The South 1st Street segment north of Cowlitz Street is a 80-foot collector street located in close proximity to City Hall in the core of the downtown area. It has two lanes of traffic and is bordered by angled parking to the west and parallel parking to the east. The road is paved with degrading asphalt and concrete curbs. Concrete sidewalks that abut adjacent developed properties are provided on both sides of the street.

Pedestrian Realm

Both sidewalks consist primarily of cracked and deteriorating concrete and are limited in providing streetscape amenities such as benches, decorative lighting, or trees. The curb-tight sidewalk located on the west side of the street is of ample width for pedestrians movement; however, there are utility poles within the sidewalk zone and power lines hanging overhead. The eastern sidewalk is a similar width, but is interrupted by a seven-foot-wide amenity zone containing square-shaped pavers with a few street

trees, planting pots, trash receptacles, and benches. In one area of the zone, the pavers have been removed to provide a planting area. Overall, there is no unifying palette of site furnishings or paving materials that are typically used to distinguish or provide identity for a street.

Adjacent Development

There are one- and two-story buildings containing small retail and office spaces along both sides of South 1st Street. Materials such as plaster, corrugated metal panels, and reddish-brown brick define the form of the building façades. Many of the commercial spaces have storefronts approximately 20 to 30 feet in width and containing street-facing glass windows and doors. Several entrances have overhead awnings defining individual establishments. Amongst these buildings, one residential home remains set back from the sidewalk by approximately 20 feet and has a decorative metal fence separating the front yard from the pedestrian realm.



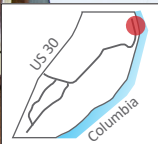
South 1st Street looking north



South 1st Street looking south



South 1st Street looking north



Segment 2 – Riverfront District Area

Roadway Configuration

The South 1st Street segment south of Cowlitz Street is a collector street with a generally 80-foot ROW located at the southern end of the downtown area. It has two lanes of traffic and is bordered by angled parking to the west and parallel parking to the east. The road is paved with degrading asphalt and concrete curbs. Concrete sidewalks and gravel paths are provided along several areas of the street. South 1st Street ends at the edge of the former Vener Property in the Waterfront Redevelopment Project Area.

Pedestrian Realm

A 15-foot-wide curb-tight concrete sidewalk runs along the west side of the street for half a block. A narrower 8-foot concrete path, separated from the concrete curb by a seven-foot landscape area, continues south from the western sidewalk and terminates where the road comes to a dead-end. On the eastern side of South 1st Street a gravel path—approximately two to three feet in width—begins just south of Cowlitz Street and connects to a concrete driveway and eight-foot-wide sidewalk. The concrete sidewalk on the east terminates where it abuts the former Vener Property. Both sidewalks have evidence of deterioration and

cracking. Several utility poles supporting power lines are scattered throughout both sides of the street within the sidewalk zone. There are no street trees or identifiable planting areas except for those located on adjacent properties. Additionally, no site furnishings (such as trash receptacles, ornamental pedestrian lights, or benches) are located within the pedestrian realm along this corridor segment.

Adjacent Development

Adjacent properties include a several residential homes, one of which is currently used as a single-occupant office building. There are also two restaurants in this corridor segment, one of which includes an outdoor patio surrounded by a white-picket-style fence. Near the southern end of the corridor segment the former Vener Property is surrounded by a chain-link fence, with the exception of one opening that provides the opportunity for pedestrians to enter the open area and traverse a gravel path toward the southernmost end of the property. This area is also surrounded by a chain-link fence and has a secured gate at the end of Plymouth Street, as well as a wooden staircase leading to Nob Hill Nature Park.

South 1st Street looking north



South 1st Street looking south



South 1st Street looking south



South 1st Street looking south



East side

West side

Inconsistent Paving Materials
in Pedestrian Zone

Degraded Concrete,
Curbs, and Sidewalk

Existing Undeveloped Waterfront Area

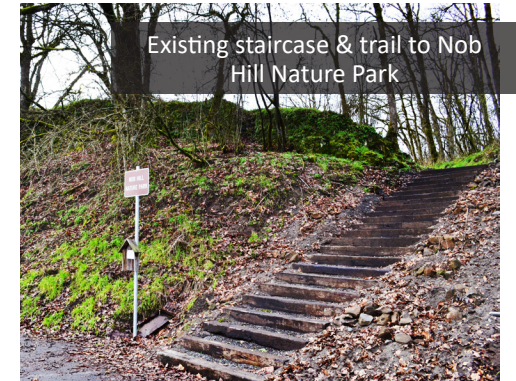
The St. Helens Waterfront Framework Plan (adopted in 2016) provides a conceptual design for the extension of South 1st Street to Plymouth Street. For the purposes of this project, the conceptual design (see below) will serve as a starting point for this project and be reviewed and recommendations or alterations to the design will be provided. Proposed designs of the street will maintain its designation as a collector per the City's 2011 Transportation System Plan (TSP).



Existing waterfront area



Potential pedestrian connection to the future waterfront area



Existing staircase & trail to Nob Hill Nature Park



Proposed South 1st Street conceptual design



South end of the waterfront area at Plymouth Street

Rendering of future St. Helens waterfront



View of existing waterfront area



RESIDENTIAL AREA

(Plymouth Street and Old Portland Road to Kaster Road; Segment 3)

This segment of Old Portland Road and Plymouth Street traverses residential lands with General Residential (R5), Apartment Residential (AR), and some Mixed Use (MU) zoning. Johnny’s Bar and Grill at South 18th Street and the National Guard building at South 7th Street are the only non-residential uses along this corridor segment; the remainder of the uses are residential and include single-family homes and apartments.

Figure 4. Residential Area (Segment 3)



- Project Area
 - Key alternative linkage to Gable Road
 - Key Intersection Areas
 - ✱ Gateway
 - Waterfront Redevelopment Project Area
 - City Limits
- City Zoning**
- Apartment Residential (AR)
 - General Commercial (GC)
 - Houlton Business District (HBD)
 - Highway Commercial (HC)
 - Heavy Industrial (HI)
 - Light Industrial (LI)
 - Mobile Home Residential (MHR)
 - Mixed Use (MU)
 - Public Lands (PL)
 - Suburban Residential (R10)
 - General Residential (R5)
 - Moderate Residential (R7)
 - Riverfront District (RD)

Segment 3 – Plymouth Street and Old Portland Road

Roadway Configuration

Segment 3 includes portions of Plymouth Street (east of Old Portland Road), a collector with an 80-foot ROW, and Old Portland Road (between Plymouth Street and Kaster Road), a 60-foot minor arterial. The majority of this corridor segment resides within a residential area consisting of mostly single-family homes, with several multi-family buildings. The asphalt roadway consists of two travel lanes with no curb-tight sidewalks except in front of one home that has been converted to a child care facility. Several residential driveways connect to the street, which vary in both width and materials, including gravel, concrete, and asphalt. The road terminates near the St. Helens Sewage Treatment Facility and the southern end of the former Veneer Property. There are no designated or defined parking areas; however, vehicles can occasionally be found parked along the side of the road.

Pedestrian Realm

Pedestrian facilities are mostly non-existent with the exception of a partial gravel and asphalt path located on the south side of the street. The path is not clearly defined or maintained and is not

ADA compliant. On the north side of the street pedestrians and cyclists typically navigate along the edge of the road through gravel and lawn or within the travel lane. Utility poles, traffic signs, and individual residential mailboxes are scattered throughout the area adjacent to the street. Cobra-style street lights provide the primary source of illumination for the pedestrian realm.

Adjacent Development

Adjacent properties consist of single- and multi-family residences. Most structures are set back from the existing road at least 30 feet and are separated by a gravel or lawn area. Frequently, these areas are used by residents as impromptu parking spaces, as well as for landscaping and fencing. Similar to Segment 2, a portion of the corridor on Plymouth Street is bordered by Nob Hill Nature Park. A trail leading out of the park ends at a gravel shoulder adjacent to the road. One business establishment—a restaurant—resides at the southernmost end of Old Portland Road at Kaster Road and is set back approximately 50 feet. The establishment is easily accessible from the road and has an asphalt driveway with a designated parking area.



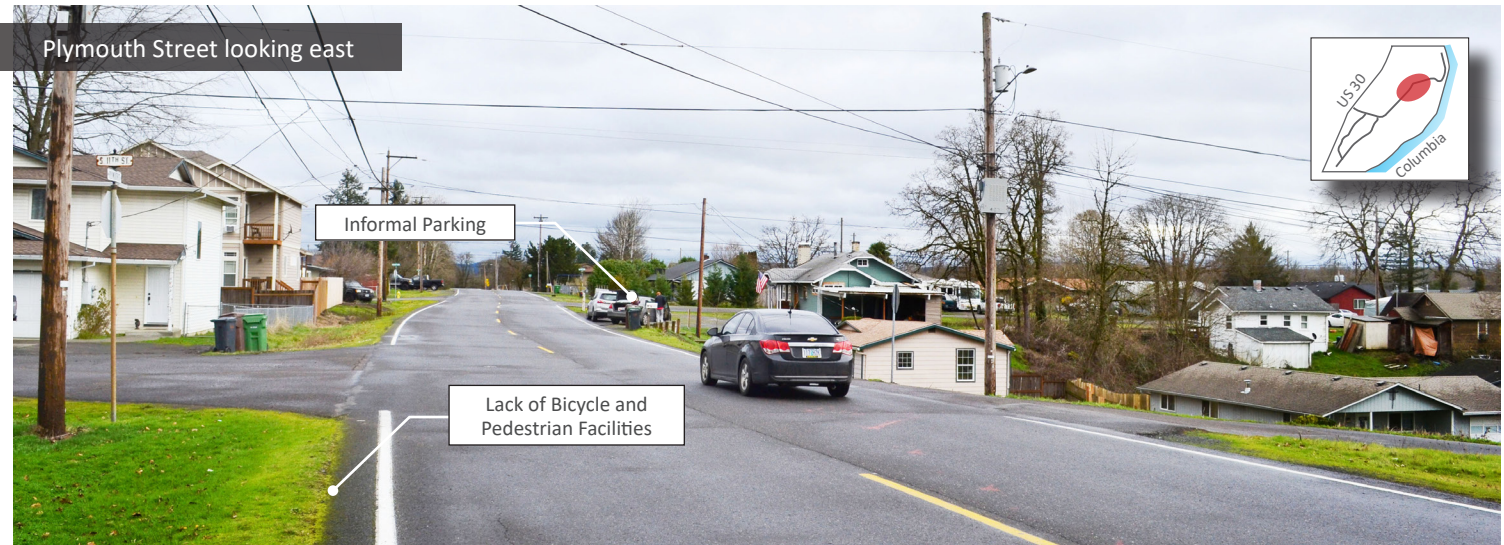
Nob Hill Nature Park and trail adjacent to Plymouth Street



Plymouth Street looking toward the waterfront area



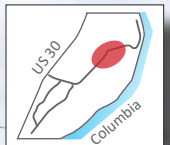
Residential area along Plymouth Street



Plymouth Street looking east

Informal Parking

Lack of Bicycle and Pedestrian Facilities



INDUSTRIAL AND COMMERCIAL AREA

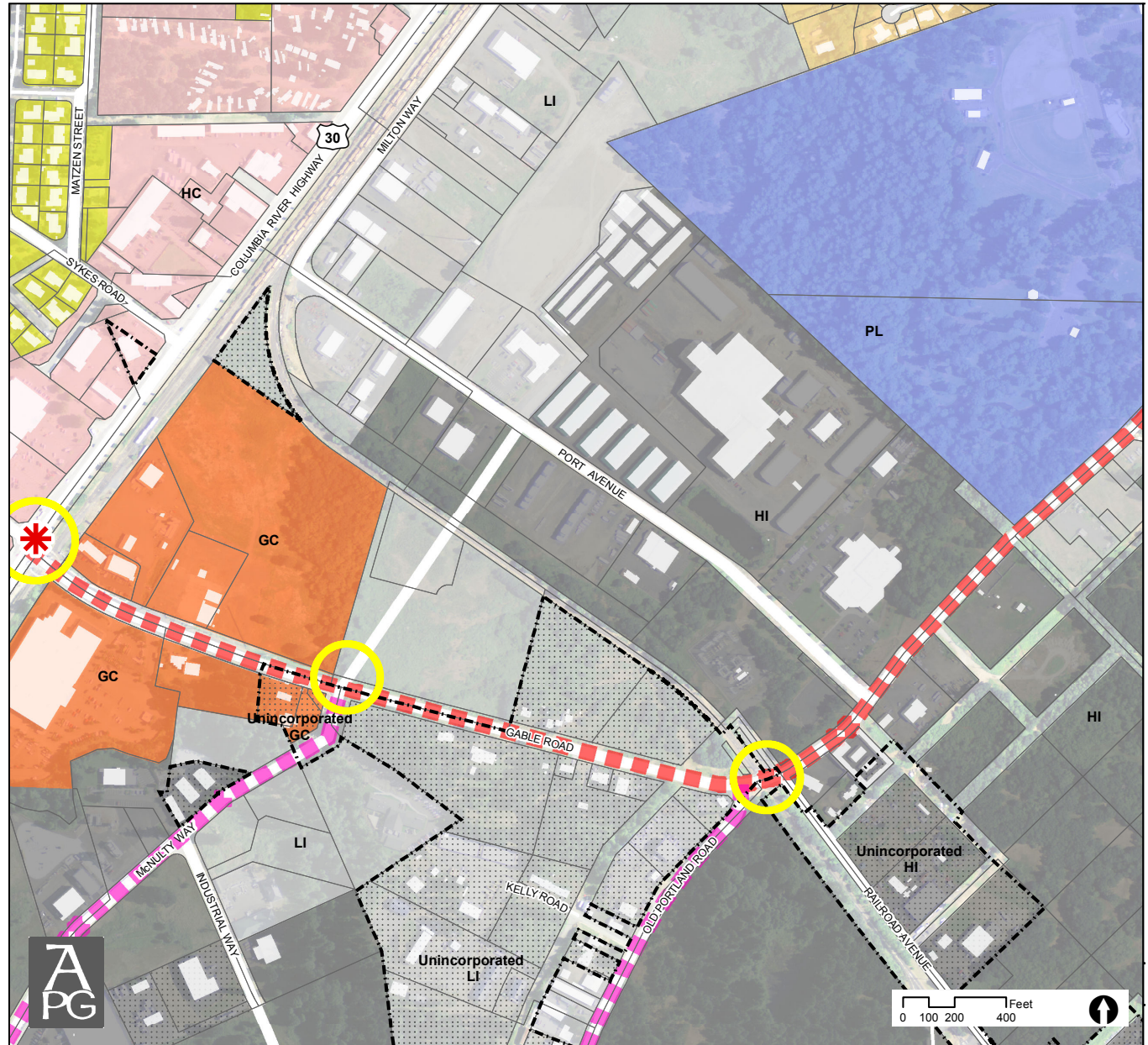
(Old Portland Road and Gable Road to US 30; Segment 4)

Land along Gable Road/Old Portland Road from US 30 to Kaster Road contains a mix of General Commercial (GC), incorporated and unincorporated Light Industrial (LI), High Industrial (HI), and Public Land (PL) designations. Commercial uses are located near US 30 and include Walmart, a strip mall, at least one residence, and what appears to be an industrial trucking facility.

Land zoned LI and HI is located to the east of the McNulty Way. Uses include the McNulty Creek Industrial Park, a battery and auto parts sales location, a bar, several homes, a self-storage facility, and the Columbia County Sheriff's Office. Port Avenue provides access to large industrial uses located to the northwest.

McCormick Park is located to the north of Gable Road, though there is no access from Old Portland Rd.

Figure 5. Industrial and Commercial Area (Segment 4)



Segment 4 – Old Portland Road and Gable Road

Roadway Configuration

Old Portland Road (south of Kaster Road) and Gable Road to US 30 are both minor arterials with a ROW generally greater than 60 feet. Old Portland Road and Gable Road both have two lanes of traffic and are bordered by a five-foot shoulder designated as a bike lane. Curb-tight concrete sidewalks are provided on both sides of the street where Gable Road meets US 30, and north of Port Avenue on the west side. There are two railroad crossings: one at the intersection of Old Portland Road and Railroad Avenue, and the other at Gable Road before it crosses US 30. The street is typically bordered by gravel, lawn, or low-lying shrubs. Stormwater runoff from the road tends to collect in these areas, with the exception of a few conveyance ditches adjacent to several developed properties. Along Old Portland Road, south of Kaster Road, a bridge with separated bicycle and pedestrian paths crosses Milton Creek.

Pedestrian Realm

Few sidewalks or other pedestrian facilities exist along the majority of this corridor segment, and there are no street trees or landscaped areas. Pedestrians are forced to navigate within a dedicated asphalt bike lane or along grass or gravel shoulders. Cobra-style lighting provides the only form of illumination throughout the pedestrian realm. Utility poles, signage, and

mailboxes reside in the realm, and in some locations impede pedestrian travel.

Adjacent Development

Development within this segment is a mixture of light industrial buildings, a public park, an institutional facility, and several single-family homes, as well as an area of concentrated retail near the intersection with US 30. A majority of the buildings are set back from the street edge by anywhere from 25 to 100, and often have gravel or asphalt driveways for vehicular travel. Several businesses also have chain-link fencing surrounding their properties providing visual barriers from the road. A small commercial development exists on the north side of Gable Road near the intersection of Old Portland Road and US 30. The development, set back 70 or more feet from the road, consists of several small businesses and includes an asphalt parking lot surrounded by narrow landscaping. Across Gable Road from the development is a large retail store set back about 50 feet, which includes a large asphalt parking lot surrounded by landscaping and existing patches of mature trees. McCormick Park borders the corridor along Old Portland Road, although there is no vehicle access from Old Portland Road. The Columbia County Jail and Sheriff's Office are also located near this area and are set back 150 feet from the road.



Intersection of Old Portland Road, Gable Road, and railway

Degraded Asphalt and Pavement Markings

Lack of Bicycle and Pedestrian Facilities



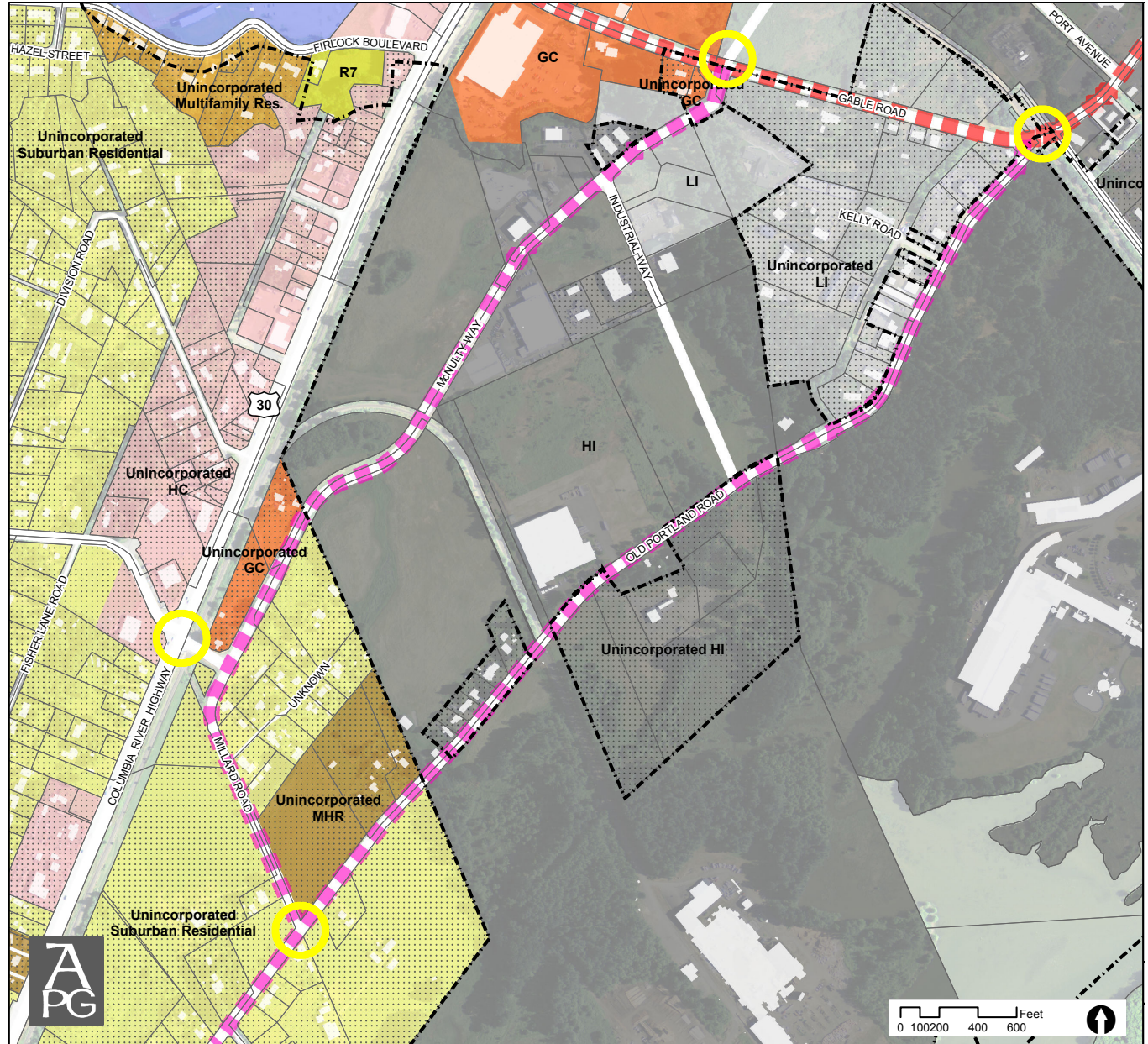
LINKAGE AREA

(McNulty Way, Millard Road, and Old Portland Road south of Gable Road; Segment 5)

Land south of Gable Road is a mix of Light Industrial (LI) and Heavy Industrial (HI) zones, both inside and outside city limits. These parcels are largely vacant, and much of the land southeast of Old Portland Road in this corridor segment is located near or within the floodplain. Typical land uses include self-storage facilities, appliance sales and services, manufacturing, and the Columbia Drainage Vector Control District offices. Several homes are located along Old Portland Road on unincorporated HI land.

The current city limits lie at the southern end of this segment near the intersection of Millard Road and US 30, and unincorporated Suburban Residential and Mobile Home Residential lands are present. Much of this land appears vacant. Unincorporated land near US 30 and Millard Road is zoned General Commercial (GC) and contains homes and small pastures.

Figure 6. Industrial and Commercial Area (Segment 5)



Segment 5 – Old Portland Road, McNulty Way, and Millard Road

Conveyance ditch on Old Portland Road



Roadway Configuration

The three sections of road in this corridor segment each consist of two travel lanes. There are two railroad crossings: one on McNulty Way, and the other on Old Portland Road. McNulty Way is the only road with dedicated bike lanes, which are accessible along a majority of the street. It is also the most developed street, and includes curb-tight sidewalks or concrete curbs. Stormwater runoff is captured by catch basins located along both sides of the street in the concrete curbs and then conveyed into a storm drainage system. Millard Road and Old Portland Road contain no sidewalks or paths for safe pedestrian or bicycle travel, and have stormwater ponds on both sides of the road.

Pedestrian Realm

McNulty Way is the only road that provides concrete sidewalks for pedestrian travel; however, the sidewalks are fragmented and not continuous throughout the street. Street trees are absent from the area, with only a few that are minimally landscaped

located along the corridor segment. On the west side of the road cobra-style lights are regularly spaced and serve as the only form of illumination. There is no source of lighting for any type of pedestrian or bicycle travel along Millard Road or Old Portland Road in this corridor segment.

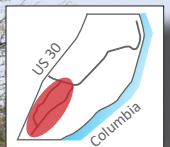
Adjacent Development

On the northern end of McNulty Way and Old Portland Road adjacent development is a mix of single-story commercial and light industrial buildings. Setbacks for development in this area are typically greater than ten feet and consist primarily of minimally-landscaped front yards and parking areas. Architecturally, these buildings are utilitarian in function. Most have asphalt driveways or gravel areas for vehicle access or parking. At the southern end of McNulty Way and Old Portland Road, and along Millard Road, residential homes of various sizes and characteristics populate the area. Most are set back at least 20 feet from the road and have asphalt or gravel driveways.

Gravel shoulder on Old Portland Road



Millard Road at Old Portland Road



Bike lanes on McNulty Way



SUMMARY OF DEVELOPMENT CODE REQUIREMENTS

Table 1 below presents a summary of the types of uses permitted outright and conditionally for zones within the Project Area. The use provisions specify that non-residential zones are subject to site development provisions in St. Helens Municipal Code (SHMC) Chapter 17.96, as well as several other supplemental development regulations in the code (with some exceptions). Conditional uses are subject to the provisions found in SHMC Chapter 17.100.

The use provisions outlined in Table 1 compare in the following ways between zones:

- **Riverfront Zones.** The Riverfront District (RD) zone represents land along the St. Helens waterfront that is not designated principally as industrial or residential. This land is intended to provide for a mix of uses, and generally offers greater public access and interaction with the Columbia River or Multnomah Channel. The Riverfront District is comprised of three subdistricts, two of which are located in the Project Area. The Riverfront Plaza (RD-Plaza) subdistrict is intended to provide a mix of residential and commercial uses to revitalize the City’s historic core. The Riverfront Mill (RD-Mill) subdistrict is applied to the vacant mill property, formerly the Veneer Property, to allow it to develop with a new mix of uses.
- **Residential Zones.** Uses permitted outright are the same for the General Residential (R)5 and Apartment Residential (AR) zones with the exception of multi-family dwellings, which are permitted outright in the AR zone but only conditionally in the R5 zone. Additional uses are permitted conditionally in the AR zone as well, including schools, hospitals, and care facilities.
- **Mixed Use Zone.** The Mixed Use (MU) zone blends City’s commercial and residential zones. It permits commercial uses similar to those in the General Commercial (GC) zone. These uses do not need to be vehicle- or motorist-oriented to be permitted outright, as is required in the Highway Commercial (HC) zone. Like the R5 zone, the MU zone permits multi-family dwellings and auxiliary dwelling units conditionally; however, like other commercial zones, multi-family dwellings

are permitted outright when located over ground floor non-residential uses.

- **Industrial Zones.** The Light Industrial (LI) and Heavy Industrial (HI) zones are intended to provide appropriate locations for industrial uses. The LI zone limits uses to those that have fewer nuisance characteristics, while the HI zone allows for more impactful uses.

Building Height

Building heights, in conjunction with building setbacks, help provide a sense of enclosure and place along a corridor. Limiting building heights to a more human scale and orientation contributes to the character of an area, and offers a more traditional small-town feel. As shown in Table 2, maximum building heights in the Project Area are generally limited to three to four stories for commercial and mixed use zones (GC, MU, and RD), and two to three stories in residential zones (R5 and AR). Building heights are determined on an individual basis in more specialized zones such as Public Lands (PL).

SHMC 17.68.040 establishes additional limitations and exceptions to building height regulations for individual zones. These provisions include building height criteria related to scenic resources, which only affect the riverfront segment of the Project Area. These requirements specify that no new development over one story (or 15 feet in height) located on a lot that fronts South 2nd Street, North or South 1st Street, or River Street shall significantly obstruct views of the Columbia River. Building height criteria for scenic resources do not apply to the Riverfront Mill subdistrict.

Another set of height-related development regulations are the City’s vision clearance area regulations (SHMC Chapter 17.76). These provisions more directly address the streetscape. They create a triangular area at the intersection of streets, railroads, and driveways in which there shall be no obstructions taller than three feet, except “the occasional utility pole” and trees whose branches must be removed up to eight feet in height.

Building Setbacks

As noted in the previous section, building setbacks—particularly front and side setbacks—can play a significant role in the sense of enclosure and place experienced on the sidewalk and the street. This is of particular importance in the downtown and riverfront areas, where the City aims encourage redevelopment. Building setbacks for zones in the Project Area are summarized in Table 2.

Lot Coverage and Landscaping

Similar to the way that setback requirements regulate where buildings will be located on a site, lot coverage requirements regulate the extent to which buildings can cover a site. Like setbacks, this also influences how people experience buildings from the sidewalk and street. The commercial and mixed use zones in the Project Area (GC, MU, and RD) allow for relatively high lot coverages. In the RD-Plaza zone, where the City wants to encourage development and redevelopment and reinforce a traditional small-town look and feel, 100% lot coverage is permitted in exchange for a fee that is put toward the district's capital improvement accounts (SHMC 17.32.170 and SHMC 17.32.175).

Landscaping requirements are related to lot coverage standards in the City's code and can also affect the look and feel of development in an area. As seen in Table 2, any part of the lot that is not covered by a building should be landscaped. City landscaping and screening provisions (SHMC Chapter 17.72) apply both to the construction of new structures and to changes in use for existing structures, with the exception of single-family and two-family dwellings or other uses that do not require site design review or a conditional use permit. Landscaping and screening provisions primarily address on-site requirements. Landscaping in the right-of-way (such as street trees or planters) is considered part of the streetscape. SHMC Chapter 12.06 (Street Trees and Street Improvements) and SHMC 17.72.030 (Street trees) specify the conditions under which the City and property owners must provide street trees, as well as exceptions to those conditions.

OTHER DEVELOPMENT REQUIREMENTS

Vehicle Parking and Loading

Minimum off-street parking requirements are established according to land uses found in SHMC 17.80. Parking issues that have the most impact on the streetscape include whether parking is permitted between the building and the sidewalk (in the front yard setback) and the extent to which parking requirements must be met on-site (i.e. how much of the site must be devoted to parking).

Bicycle Parking

The provision of bicycle parking is an important aspect of encouraging biking in a community, and can also be a contributing element of the streetscape. Currently, bicycle parking is required for multi-family dwellings and for commercial, civic and institutional, and industrial uses in St. Helens, pursuant to SHMC 17.80.020(15). The minimum number of required bicycle parking spaces is generally scaled to the number of required vehicle parking spaces. Bicycle parking must be constructed within 50 feet of primary building entrances and not within landscaped areas or pedestrian ways. Covered bicycle parking should be provided where possible.

ALLOWED USES

Table 1 below describes the typical uses allowed for zones within the Project Area. As development and redevelopment occurs within St. Helens, these are the types of uses that would be expected.

Table 1. Allowed Uses

Zone	Uses Permitted Outright	Uses Permitted Conditionally
R5	<ul style="list-style-type: none"> • Single-dwelling unit, detached • Single-dwelling units, attached (five units maximum) • Duplex dwelling units • Public parks • Residential facilities and homes • Minor public facilities 	<ul style="list-style-type: none"> • Auxiliary dwelling units • Multi-dwelling units • Bed and breakfast and boarding houses • Children’s day care/nursery • Elderly/convalescent home • Private parks and commercial recreation facilities • Cultural exhibits and library services • Religious assembly • Neighborhood stores/plazas • Major public facilities
AR	<ul style="list-style-type: none"> • Single-dwelling unit, detached • Single-dwelling units, attached (five units maximum) • Duplex dwelling units • Multi-dwelling units • Public parks • Residential facilities and homes • Minor public facilities 	<ul style="list-style-type: none"> • Auxiliary dwelling units • Multi-dwelling units • Hospitals and care homes • Schools and related facilities • Bed and breakfast and boarding houses • Children’s day care/nursery • Private parks and commercial recreation facilities • Cultural exhibits and library services • Civic/Religious Assembly • Neighborhood stores/plazas • Parking facilities • Major public facilities
MU	<ul style="list-style-type: none"> • Retail sales establishments • Offices • Personal and business services • Eating and drinking establishments • Small equipment sales, rental and repairs • Retail product maintenance and repair • Cultural and library services • Produce stands • Dwellings: single-dwelling detached or attached, duplexes, and multi-dwelling above permitted uses • Residential facilities and homes • Minor public facilities 	<ul style="list-style-type: none"> • Drive-up businesses and services • Parking lots • Vehicle repair, service, and sales • Transit and rail stations • Bars • Bed and breakfast facilities and boarding houses • Child care facility/nursery • Hospitals and senior or convalescent care facilities • Residential facilities and homes • Multi-dwelling units • Auxiliary dwelling units • Dwellings on same level as nonresidential use • Parks and recreational facilities • Schools • Religious assembly • Major public facilities

Zone	Uses Permitted Outright	Uses Permitted Conditionally
RD-Plaza	<ul style="list-style-type: none"> • Residential units above a permitted nonresidential use (single-family, duplex, townhouse, and multi-family dwellings) • Public and institutional uses, historic/cultural facilities, civic assembly • Educational facilities, libraries, schools • Government administrative facilities/offices • Lodge, fraternal and civic assembly • Parking lots, public • Major and minor public facilities • Public or private parks and recreation facilities • Public safety and support facilities • Workshops, art studios and galleries • Hotels, motels, and bed and breakfast facilities • Business and personal services • Eating and drinking establishments, bars • Offices, financial institutions • Health and fitness clubs • Repair and maintenance facilities/shops • Retail sales (without outdoor storage) • Trade and skilled services without outdoor storage • Transient housing • Watercraft sales, rental, charters, without outdoor storage 	<ul style="list-style-type: none"> • Bus and train stations/terminals • Business with outdoor storage (those businesses permitted in permitted uses) • Child care facilities • Hospitals and medical facilities • Laundromats and dry cleaners • Marijuana dispensary • Religious assembly excluding cemeteries • Private parking lots/facilities
RD-Mill	<ul style="list-style-type: none"> • Dwellings (duplex, townhouse, and multi-family dwellings), • Dwellings above nonresidential permitted use (single-family, duplex, townhouse, and multi-family dwellings) • Public and institutional uses, historic/cultural facilities, civic assembly • Educational facilities, libraries, schools • Government administrative/office • Public parking lots • Major and Minor public facilities • Parks, recreation facilities • Public safety and support facilities • Workshops, art studios and galleries • Medical facilities • Hotels, Bed and breakfasts • Offices, business and personal services • Eating and drinking establishment • Retail sales establishments without outside storage • Marina, Docks, Boat launching, moorage facilities, and charter services • Houseboats and Boathouses • Marina commercial, boat or marine equipment sales, service, storage, rental or repair 	<ul style="list-style-type: none"> • Bus and train stations/terminals • Business with outdoor storage (those businesses permitted in permitted uses) • Child care facilities • Hospitals and medical facilities • Laundromats and dry cleaners • Religious assembly excluding cemeteries • Private parking lots/facilities • Postal services • Communication services • Boat building
PL	<ul style="list-style-type: none"> • Cultural exhibits and library services • Parks and playgrounds • Schools and colleges • Minor public facilities 	<ul style="list-style-type: none"> • Hospitals • Major public facilities

Zone	Uses Permitted Outright	Uses Permitted Conditionally
GC	<ul style="list-style-type: none"> • Retail sales establishments • Offices • Personal and business services • Dwellings above permitted uses • Eating and drinking establishments • Small equipment sales, rental and repairs • Retail product maintenance and repair • Cultural and library services • Produce stands • Minor public facilities 	<ul style="list-style-type: none"> • Drive-up businesses and services • Parking lots • Vehicle repair, service, and sales • Transit and rail stations • Bars • Bed and breakfast facilities and boarding houses • Child care facility/nursery • Hospitals and senior or convalescent care facilities • Residential facilities • Multi-dwelling units • Parks and recreational facilities • Schools • Civic assembly • Religious assembly • Major public facilities
HI	<ul style="list-style-type: none"> • Agricultural supplies/sales, machinery sales and repairs, heavy equipment sales and service, motor vehicle sales and service, slaughterhouses or tanneries (carried out in an enclosed building) • All manufacturing, repairing, compounding, research, assembly, fabricating, or processing activities without off-site impacts • Building material sales including outdoor storage • Commercial gasoline stations • Nursery/greenhouse • Public facility, minor • Transmitting and/or receiving towers • Wholesaling and warehousing 	<ul style="list-style-type: none"> • Caretaker dwelling • Adult entertainment • Hazardous waste collection and/or treatment site • Manufacture, repair, etc., with some off-site impact • Sand, gravel, and mining operation and related storage • On-site retailing of product manufactured on site • Permitted uses which require special permits from the Oregon Department of Environmental Quality • Public parks • Public facilities, major • Public safety and support facilities • Recycling collection center, waste disposal or transfer • Storage of hazardous items • (n) Storage facilities such as personal lockers/garages and for recreational-type vehicles • Travel trailer parks • Wrecking and junkyards
LI	<ul style="list-style-type: none"> • Manufacturing, repairing, compounding, research, assembly, fabricating, or processing activities of prepared materials, without off-site impacts • Laboratories and research services • Warehousing, enclosed • Wholesale trade • Equipment sales, storage, repair, and rentals • Building supply including outdoor storage • Mini storage and storage site • Vehicle sales, service, repair, and painting • Parking lots • Minor public facilities 	<ul style="list-style-type: none"> • Manufacturing, repairing, compounding, research, assembly, fabricating, processing or packing of resource materials, with some off-site impacts • Industrial park to combine light manufacturing, offices, and complementary related commercial uses • Wrecking and junkyards • Eating and drinking establishments and bars • Child care facilities • Public parks and public and private recreational and amusement facilities • Major public facilities

Building Design

There are no building design standards or guidelines in the City of St. Helens. However, the City has adopted architectural design guidelines that apply within the RD-Plaza and RD-Mill subdistricts in order to support development and design that is complementary to existing historic buildings and the traditional feel of the district—particularly in terms of building materials, scale, features, and orientation. Guidelines and a review process have been adopted into the City’s code. The guidelines address awnings and canopies, building façades and entries, building lighting, building signage, and building setback, orientation, and bulk. Historic photos are included in the guidelines for reference.

Table 2. Summary of St. Helens Development Regulations

Zone	Building Height (Maximum)	Building Setback (Minimum / Maximum)	Lot Coverage (Maximum)	Landscaping (Minimum)
GC	45'	No setbacks specified ^a	90%	10%
LI	75' (35' within 100' of residential zones)	Standards shall be determined by proximity to residential zones, anticipated off-site impacts, and other supplemental code chapters		
HI	75' (35' within 100' of residential zones)	The standards for the HI zone shall be determined by the proximity to residential zones and the anticipated off-site impacts.		
R5	35'	Front: 20 feet Side: 5 feet (SFR and duplex), 10 feet (MFR and corner lots) Rear: 10 feet	35% (SFR Detached) 50% (SFR attached and MFR)	25% ^b
AR	35'	Front: 20' Side: 5 feet (SFR detached), 10 feet (SFR attached, duplex, MFR, and corner lots) Rear: 10 feet	50%	25% ^b
MU	45'	Buffer and screening requirements	90% (non-residential), 35% (SFR) 50% (multi-family)	-
PL	-	Standards shall be determined by proximity to residential zones, anticipated off-site impacts, and other supplemental code chapters		
RD-Mill	55'	No minimum, except where abutting residential districts.	90%	10%
RD - Plaza	45'	No minimum, zero maximum front setback, except where abutting residential districts.	90%, or 100% with payment of fee.	10%

^a Proposed setbacks are subject to site development review, SHMC Chapter 17.96.

^b Except for multi-family dwellings. SHMC 17.64.030 establishes special development standards for multi-dwelling housing.

NONCONFORMING USES AND CODE VIOLATIONS

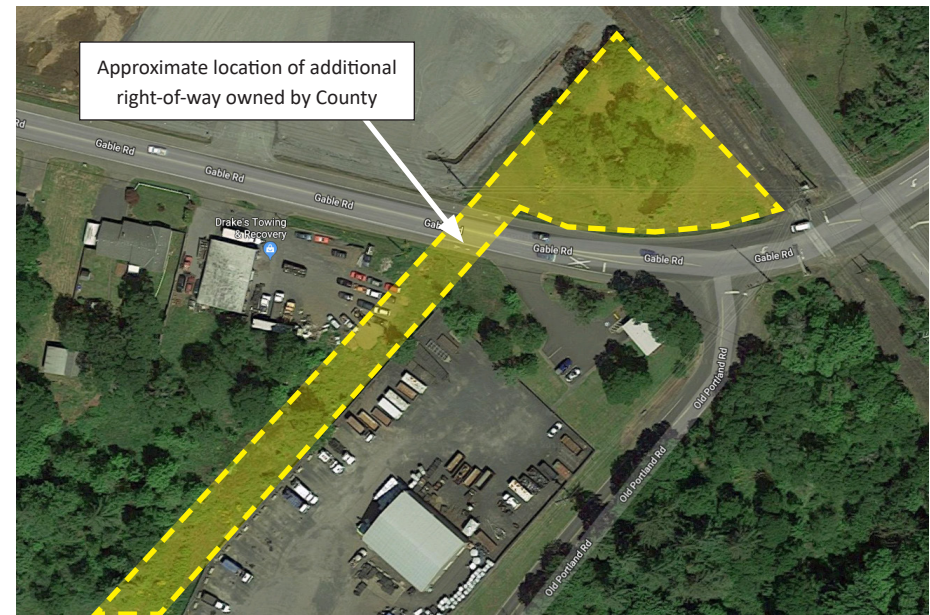
A “Nonconforming Use” is something that is not allowed by a property’s current zoning. Typically, these uses predate the zoning applied to the property. A nonconforming use may face difficulty expanding or redeveloping, and may cause other issues for planning staff and property owners.

- There are several residential uses along Old Portland Road (South of Gable Road) in areas that have an industrial zoning or comprehensive plan designation. Residential uses are extremely limited in the City’s industrial zones; only a caretaker dwelling related to another principle (and allowed) use are permitted.
- There are nonconforming dwellings in commercial and industrial areas) along the south side of Gable Road. Sanitary sewer is a challenge here.
- Industrial parks are a conditional use in the LI zone. A conditionally-approved industrial park is located at the southeastern corner of the McNulty Way and Industrial Way intersection, and Lower Columbia Engineering was permitted as an industrial park within this zone. However, the development does not meet the code’s intent for an industrial park.¹ As the properties develop further, the City wishes to better implement the code’s stated intent for industrial parks.



¹ The definition for Industrial park is “a tract of land that has been planned, developed and operated as an integrated facility for several individual uses, with special attention to circulation, parking, utility needs, aesthetics, and compatibility.” St. Helens Municipal Code 17.16.010

- The County owns right-of-way parallel to Old Portland Road south of Gable Road. It is largely undeveloped but has the potential to be used to help solve the issues at the intersections of Gable and Old Portland Road and Gable and Railroad Avenue. However, there is some encroachment of uses in the right-of-way that will need to be addressed.
- The towing business along Gable Road began storing vehicles on this site around 2012. The City argued that it was a new use subject to land use review and standards such as screening, but these issues have yet to be resolved. This is an example of overall tension along this corridor between important existing industrial uses and the desire to create an attractive gateway to downtown St. Helens.



Land Use Forecast

For this analysis, future land uses are based on assumptions used in developing the 2011 Transportation System Plan (TSP), updated based on the results of the 2016 Waterfront Framework Plan and recent developments within the City.

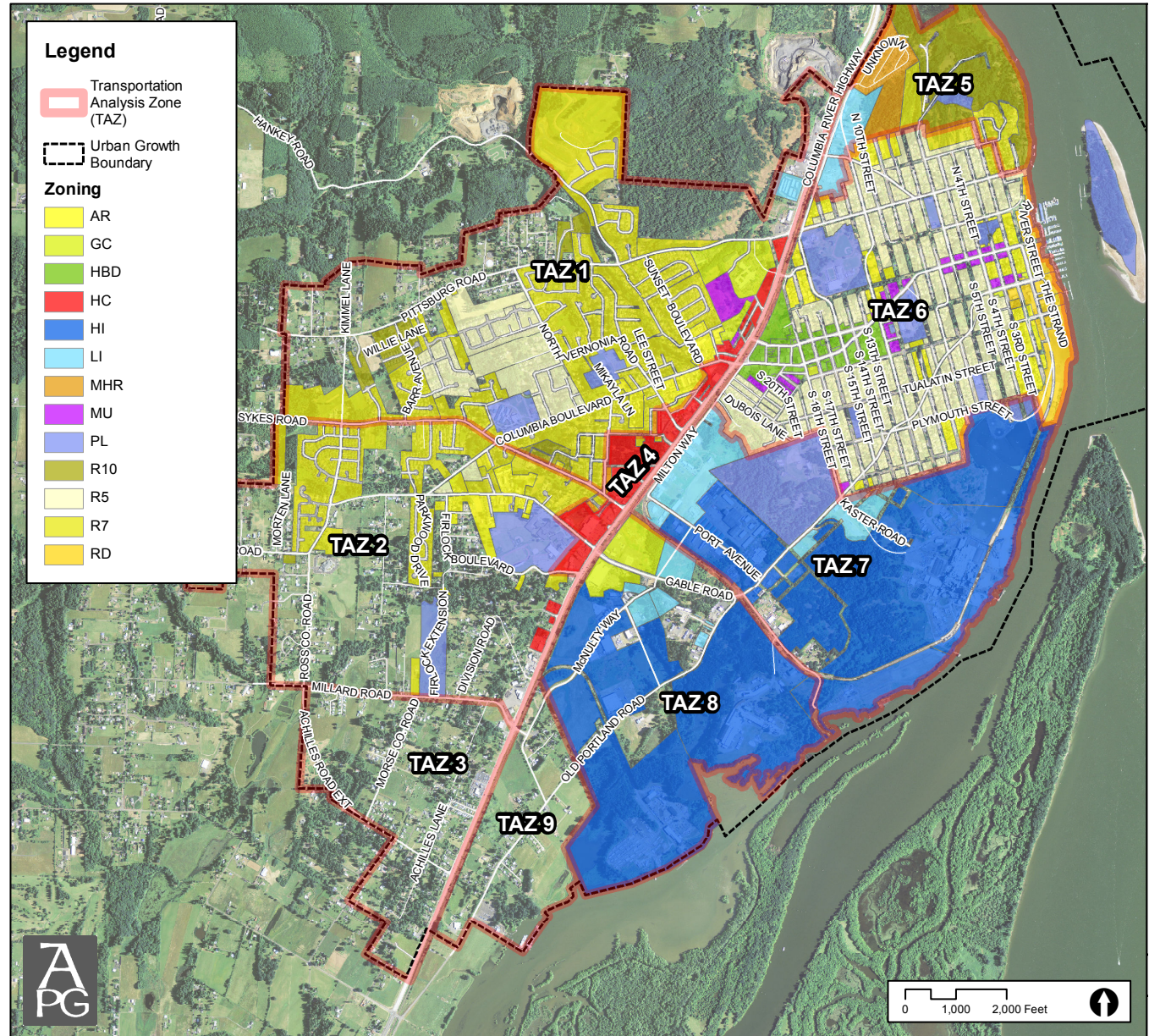
Figure 7 shows the Transportation Analysis Zones (TAZs) used in the 2011 TSP. This process is primarily concerned with TAZ 6, 7, and 8. Of these, only TAZ 6 is expected to differ from the forecasted growth assumed for the 2011 TSP, due to the redevelopment of the Waterfront Area. The City has established new mixed-use districts intended to create an area of residential and commercial activity that provides access and interaction with the Columbia River or Multnomah Channel.

While the final mix of developments in the waterfront area has yet to be determined, the project team has made the following assumptions in TAZ 7 for planning purposes:

- Less industrial and institutional uses of the area, due to new zoning designations and intent to redevelop the area
- Additional multifamily housing, office uses, and retail uses, based on preliminary discussions with interested developers.
- Slightly less detached single-family housing, as future growth has more opportunity to occur within multifamily developments.

These assumptions are the source of updated trip generation forecasts used for transportation modeling in Technical Memorandum 3: Future Conditions.

Figure 7. St. Helens Transportation Analysis Zones



Conclusions

RIVERFRONT AREA

The Riverfront Area includes existing businesses and residences, as well as land planned for significant new residential and employment growth. The streetscape here must accommodate vehicles, pedestrians, and bicycles moving along the corridor and accessing local businesses and recreational facilities. Streetscape improvements in this area should include:

- Signage guiding people toward downtown and the Columbia River
- Improved facilities for bicyclists and pedestrians
- On- and off-street parking that suits the needs of existing and future land uses and businesses
- Lighting

The Waterfront Framework Plan provided a conceptual design for the extension of South 1st Street to Plymouth Street that includes wide sidewalks with planters or tree wells, bike lanes, on-street parking, curb cut-outs, and clearly marked pedestrian crossings.

RESIDENTIAL AREA

Plymouth Road and Old Portland Road run through this area, which is zoned mostly R5 and AR, with a small piece of MU land as well. There are very few pedestrian facilities on this segment. Improvements to the streetscape should provide good pedestrian and bicycle mobility while moving traffic to and from the riverfront. Safe and visible crossings will be very important through this corridor segment. Lighting is also an important safety issue in this area.

INDUSTRIAL AND COMMERCIAL AREA

The intersection of Gable Road and US 30 is very busy and is expected to become even more so in the future. At a minimum, improvements in this area should include:

- Wayfinding toward the riverfront area and downtown
- Sidewalks to connect major land uses, such as connecting Walmart to nearby homes
- Likely rebuilding of the Old Portland Road bridge out of McCormick Park
- Additional pedestrian crossings, particularly where needed to access key community destinations

LINKAGE AREA

This area consists mostly of rural streets with no pedestrian or bicycle facilities, with the exception of some concrete sidewalks along McNulty Way. The intersection of Millard Road and US 30 will eventually be signalized, and wayfinding toward downtown and the riverfront will be important. The improved sections of McNulty Way may serve as a starting point for standards for future improvements in this area. The County expects to design and construct improvements to Millard Road between US 30 and McNulty Way, and this project represents an opportunity to develop a conceptual design for those improvements.