



MEMORANDUM

DRAFT Implementing Policies & Ordinances **St. Helens Riverfront Connector**

DATE 11/28/2018
TO Project Management Team
FROM Matt Hastie, AICP and Andrew Parish, AICP
CC

INTRODUCTION

The purpose of this memorandum is to provide draft policies and code language that will implement the recommended site and urban design elements of the St. Helens Riverfront Connector Plan as detailed in the Riverfront Connector Plan Design Options & Evaluation Report. These elements are listed in Table 1, along with a brief description and notes about their implementation. The list of items in Table 1 is drawn from the scope of work for the Riverfront Connector Project. It includes some items that will not be addressed in detail through this process because it was determined that other planning documents, such as the Riverfront Framework Plan or others are sufficient to address those items. In other cases, specific comprehensive plan or development code amendments are proposed and included with reference numbers later in this memorandum.

Table 1. Implementation of Plan Elements

Riverfront Connector Plan Element	Description	Implementation Notes
Roadway Cross Sections & Lane Widths	Several new cross-sections for study area segments are proposed in the Design Options & Evaluation Report. Within the Riverfront Area, we recommend language that ensures flexibility in roadway design as development occurs.	The City should consider updating the cross-sections contained within the TSP to incorporate recommended design options in order to require the appropriate improvements from property development along the corridor. The cross-sections of the recommended design options may also be appropriate for use in other locations within the City. See Reference 1
Pedestrian and Bicycle Facilities	Pedestrian and bicycle facilities of the study corridors are shown as part of the proposed cross-sections and intersection improvements.	The type, width, and location of pedestrian and bicycle facilities will be implemented via the cross sections in the Riverfront Connector Plan. These cross sections will be adopted into the comprehensive plan, see Reference 1 .
Street Furniture & Pedestrian Amenity Requirements	No new recommendations for street furniture are included in the proposed designs – other plans such as the Waterfront Framework Plan provide guidance on this topic. Pedestrian Amenities, in the form of pedestrian connections such as sidewalks and off-street paths, are provided through the recommended cross-sections. In addition, a Design Toolkit prepared in an earlier phase of the project, provides a variety of examples of street furniture and pedestrian amenity designs that could be incorporated in future corridor improvements.	This design element is addressed through the plan’s cross sections, implemented through language in Reference 1 . Design toolkit examples can also be incorporated in future detailed design efforts for corridor improvements.
Parking	The cross sections for several segments include space for on-street parking, which will be particularly important in the riverfront area. In	On-street parking will be provided as shown in various cross-section diagrams, and implemented via the language in

Riverfront Connector Plan Element	Description	Implementation Notes
	<p>other sections of the corridor, on-street parking is not consistent with the function of the roadway of character of adjacent development.</p>	<p>Reference 1. Off-street parking will be required consistent with development code standards.</p>
<p>City-County Coordination</p>	<p>Because much of the plan area is outside of the current St. Helens City Limits, coordination with Columbia County will be important to ensure development is compatible with the Riverfront Connector Plan. Proposed design of county improvements to the section of Millard Road between US 30 and McNulty Road also may be incorporated in the Riverfront Connector Plan and will be coordinated between the City and County.</p>	<p>Language addressing city-county coordination is included in Reference 2.</p>
<p>Flexibility for use of alternative street cross-section designs within the Riverfront Framework Plan area</p>	<p>The Riverfront Area is envisioned to be a unique place within the City of St. Helens and may warrant unique and innovative street design. The Riverfront Connector Plan does not provide detailed recommendations about the Riverfront Area itself, and language is provided to allow flexibility in this area, particularly within Segment 2.1 of the corridor.</p>	<p>Reference 3 provides language for the Transportation Goals & Policies within the Comprehensive Plan. In addition, the cross-section design for Segment 2.1 provides a range of measurements for specific elements of the roadway design.</p>
<p>Fee-In-Lieu Requirements</p>	<p>The Design Options & Evaluation Report identified refinements of the City’s fee-in-lieu for transportation improvements as an implementing item. Currently, the required fee covers the cost of providing new sidewalks – the calculation should be evaluated and potentially refined to cover the full cost of road improvements if they are not installed as part of a development project.</p>	<p>New language is proposed for SHMC 17.152. See Reference 4.</p>

Riverfront Connector Plan Element	Description	Implementation Notes
Architectural Design, building street interface, setbacks	The Riverfront Connector Plan does not address architectural design along the study corridor. Design, setbacks, and building orientation as determined by existing zoning and other planning efforts are sufficient to implement the goals of the Plan and support the corrido design and function.	No changes to the SHMC or Comprehensive Plan are required.
Land Use and Zoning	Uses along the study corridor segments are determined by city/county zoning designations. As noted in the Design Options & Evaluation Report, no changes to zoning designations for properties along the corridor are recommended. It is expected that land along the corridor will continue to develop consistent with existing zoning.	No changes to the SHMC or Comprehensive Plan are required.
Access Management	Spacing of access points (driveways or public streets) is important in maintaining the function of roadways.	Access management is addressed in SHMC 17.84. These requirements were previously reviewed and revised as part of the St. Helens Road/Columbia Blvd/US 30 Corridor Plan. They have been evaluated and deemed sufficient for implementing the proposed designs. Proposed changes for the Railroad Avenue/Old Portland Road intersection also will reduce the proximity of multiple intersections and improve access spacing in that area.
Wayfinding, Gateway Treatments, and Public Art Locations	General types of wayfinding treatments were identified in the 2017 Branding & Wayfinding Master Plan. Suggested wayfinding locations and types are described in on Pages 8 - 11 of the Riverfront Connector Design Options & Evaluation Report.	As portions of the corridor are built out, the wayfinding provisions of the Riverfront Connector Plan will be referred to and implemented. No modifications are needed to the Comprehensive Plan or Development Code.

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Mixed Use Development	The St. Helens Waterfront Framework Plan identifies mixed-use development as a possibility for the waterfront site. There is one additional property at the corner of Old Portland Road and S 18 th Street/Kaster that is zoned for mixed use. The proposed designs of this project do not change existing plans for mixed use development.	No changes to the comprehensive plan or SHMC are needed.
On-site stormwater management	SHMC 17.152.100 addresses storm drainage for the City of St. Helens. In addition, the Design Toolkit prepared as part of this project also provides information about a number of techniques for incorporating natural stormwater drainage as part of design and construction of street improvements.	No amendments to the Comprehensive Plan or SHMC are needed.
Walls and fences	No new recommendations for walls and fences along the study corridor segments are included in the proposed designs.	No changes to the comprehensive plan or SHMC are needed.
Parking lot design/landscaping	Amendments to parking lot design and landscaping were adopted as part of the St. Helens Road/Columbia Blvd/US 30 Corridor Plan process. No new regulations for parking lot design/landscaping are proposed.	Screening of parking and loading areas is addressed in SHMC 17.72.110(1). No changes are needed.
Street trees	Street trees are addressed in SHMC 17.72 – Landscaping and Screening. The cross sections of some corridor segments include space for street trees, but changes to the City’s current spacing or tree types are not proposed. Street tree standards also were updated as part of the St. Helens Road/Columbia Blvd/US 30 Corridor Plan process.	No additional changes to the Comprehensive Plan or SHMC are needed.

Riverfront Connector Plan Element	Description	Implementation Notes
Sidewalk paving	Pavement design of sidewalks and walkways can help create a unique sense of place for areas such as the St. Helens Riverfront.	No specific recommendations for sidewalk paving styles are included in the Riverfront Connector Plan. No changes to the Comprehensive Plan or SHMC are needed.
Crosswalk Enhancements, Mid-block crossings	Concepts for enhanced crosswalks, such as curb bulb-outs and rapid flashing beacons have been discussed as part of the Riverfront Connector process. The Final Design Options Evaluation Report identifies approximate locations for future mid-block crossings along sections of Old Portland and Gable Road where existing crossings are limited. The Riverfront Connector Plan also will include this information.	No changes to the Comprehensive Plan or SHMC are needed. However, pedestrian crossing improvements could be required as off-site improvements associated with future development applications if such development increases the need or demand for pedestrian crossings.
Landscaping Requirements	The Design Options & Evaluation Report recommends review of the SHDC to see if the type and amount of landscaping required supports the recommended street designs. Code requirements for landscaping associated with private development adjacent to the corridor are considered to be adequate to support the Riverfront Connector Plan recommendations.	SHMC 17.72 addresses landscaping and screening. No changes to this section are needed in order to accommodate the proposed segment designs.

Reference 1: New Cross Sections & Intersection Design

The most central component of the Riverfront Connector Plan is its set of recommended street cross-sections and intersections for the study corridor. There are two options proposed for implementation of the Riverfront Connector Plan's recommended cross-sections: (1) Update the Transportation System Plan with new maps and figures for these street designs and intersections, or (2) adopt the Riverfront Connector Plan as part of the City's Comprehensive Plan.

The City opted for something akin to option 2 for the 2015 US30 & Columbia Blvd./St. Helens Blvd. corridor plan. This approach for the Riverfront Connector Plan would use language as follows.

This language adds a section to the comprehensive plan that adopts the Riverfront Connector plan by reference and clarifies that language within the Riverfront Connector Plan supersedes other information in the Waterfront Development Prioritization Plan and the Waterfront Framework Plan. This is a similar approach to what was used to include the US30/Columbia Boulevard/St Helens Street corridor master plan.

19.33 Riverfront Connector Plan

(1) The city hereby adopts the St. Helens Riverfront Connector Plan, attached to the ordinance codified in this chapter as Attachment "A" and made part of this reference, as an addendum to the St. Helens Comprehensive Plan (this title).

(2) Where goals, policies, or regulations differ between the St. Helens Riverfront Connector Plan, the Waterfront Development Prioritization Plan, or the Riverfront Framework Plan, the St. Helens Riverfront Connector Plan shall apply.

This language adds a policy to the Transportation Goals and Policies section of the Comprehensive Plan (SHMC Title 19) to provide flexibility in roadway design for the Riverfront Area with the purpose of providing public benefit.

19.08.040 Transportation Goals and Policies

g. Provide flexibility in roadway design within the Riverfront Area in order to allow for innovative, pedestrian-friendly spaces that provide adequate transportation capacity and service for all modes of travel, allow for financially feasible development of land, and offer public benefits to St. Helens residents, business owners, and visitors.

Reference 2: Comprehensive Plan Amendments to Urban Growth Boundary Goals and Policies

This language amends policies for the area within the Urban Growth Boundary to ensure coordination with the County and consistency with the Riverfront Connector Plan.

19.12.010 Urban growth boundary goals and policies.

(e) Review all subdivision plats and development proposals in the growth area to ensure the establishment of a safe and efficient road system consistent with planning efforts in the growth area to date.

Reference 3: Development Code Amendments to Implement Street Cross-Sections

Street improvements are regulated by SHMC 17.152.030 – Streets. Subsection (5) describes minimum rights-of-way and street widths, and Figure 19 lists standard widths and lanes by roadway functional classification.

The language below clarifies that a “city-initiated corridor plan” (i.e. the Riverfront Connector Plan or the US30 & Columbia Boulevard/St Helens Corridor plan) may also regulate street and ROW-widths, without including additional cross sections in the code.

(5) Minimum Rights-of-Way and Street Widths. Unless otherwise indicated on an approved street plan or city-initiated corridor plan, or as needed to continue an existing improved street, street right-of-way and roadway widths shall not be less than the minimum width described in Figure 19. Where a range is indicated, the width shall be determined by the decision-making authority based upon anticipated average daily traffic (ADT) on the new street segment. (The city council may adopt, by resolution, design standards for street construction and other public improvements. The design standards will provide guidance for determining improvement requirements within the specified ranges.) (See “City of St. Helens Engineering Department Public Facilities Construction Standards Manual.”)

The language below adds a sub-section to the Street and Utility Improvement standards allowing for the cross-sections created for the Riverfront Connector Plan (and other similar planning efforts) to be utilized in other parts of the City.

(28) Special Street Designs. City-initiated corridor plans and other planning efforts have yielded special street designs intended to apply along specific street segments within the City. An applicant may request, or the Director may require, these designs be utilized in other parts of the city where transportation conditions and street functional classifications are the same as those within the plan area.

Reference 4: Fee-in-Lieu Requirements

The City of St. Helens currently allows a fee-in-lieu rather than constructing sidewalk improvements, as regulated by SHMC 17.152.060(6) Sidewalks. The City wishes to provide an option – and calculate fees for – the full cost of roadway improvements rather than just sidewalks. The following code language strikes the language from Sidewalks and adds a new section to Chapter 17.152. Draft language is based in part on code requirements found in the Dundee, Oregon Development Code.

17.152.060 Sidewalks and other frontage improvements

(1) Sidewalks shall be constructed, replaced or repaired to city design standards as set forth in the standard specifications manual and located as follows:

(a) On both sides of arterial and collector streets to be built at the time of street construction;

(b) On both sides of all other streets and in pedestrian easements and rights-of-way, except as provided further in this section or per SHMC 17.152.030(1)(d), to be constructed along all portions of the property designated for pedestrian ways in conjunction with development of the property.

(2) A planter strip separation of at least five feet between the curb and the sidewalk shall be required in the design of any arterial or collector street, except where the following conditions exist: there is inadequate right-of-way; the curbside sidewalks already exist on predominant portions of the street; it would conflict with the utilities; or as indicated otherwise by the transportation systems plan (TSP) (see TSP Figures 7-2 and 7-3) or an adopted street plan.

(3) Maintenance. Maintenance of sidewalks, curbs, and planter strips is the continuing obligation of the adjacent property owner.

(4) Application for Permit and Inspection. If the construction of a sidewalk is not included in a performance bond of an approved subdivision or the performance bond has lapsed, then every person, firm or corporation desiring to construct sidewalks as provided by this chapter shall, before entering upon the work or improvement, apply for a street opening permit to the engineering department to so build or construct:

(a) An occupancy permit shall not be issued for a development until the provisions of this section are satisfied or a fee in lieu has been paid to the city pursuant to subsection (6) of this section;

(b) The city engineer may issue a permit and certificate allowing temporary noncompliance with the provisions of this section to the owner, builder or contractor when, in his or her opinion, the construction of the sidewalk is impractical for one or more of the following reasons:

(i) Sidewalk grades have not and cannot be established for the property in question within a reasonable length of time;

(ii) Forthcoming installation of public utilities or street paving would be likely to cause severe damage to the new sidewalk;

(iii) Street right-of-way is insufficient to accommodate a sidewalk on one or both sides of the street; or

(iv) Topography or elevation of the sidewalk base area makes construction of a sidewalk impractical or economically infeasible;

(c) The city engineer shall inspect the construction of sidewalks and frontage improvements for compliance with the provision set forth in the standard specifications manual.

(5) Council Initiation of Construction. In the event one or more of the following situations are found by the council to exist, the council may adopt a resolution to initiate construction of a sidewalk and other frontage improvements in accordance with city ordinances:

(a) A safety hazard exists for children walking to or from school and sidewalks are necessary to eliminate the hazard;

(b) A safety hazard exists for pedestrians walking to or from a public building, commercial area, place of assembly or other general pedestrian traffic, and sidewalks are necessary to eliminate the hazard;

(c) Fifty percent or more of the area in a given block has been improved by the construction of dwellings, multiple dwellings, commercial buildings or public buildings and/or parks; and

(d) A criterion which allowed noncompliance under subsection (4)(b) of this section no longer exists and a sidewalk could be constructed in conformance with city standards.

(6) Fee in Lieu Option. An applicant may request or the city may require the applicant to pay a fee in lieu of constructing sidewalks to be approved by the city engineer.

(a) A fee in lieu may be approved given conditions including but not limited to the following:

(i) There is no existing or planned sidewalk network in the area.

(ii) There is a planned sidewalk or multi-use pathway in the vicinity of the site, or an existing multi-use pathway stubbing into the site, that would provide better pedestrian connectivity.

(iii) When physical improvements are present along an existing or proposed street that would prevent a reasonable installation within the right-of-way.

(iv) When sidewalks and other frontage improvements would be located on land with cross slopes greater than nine percent, or other conditions that would create a potential hazard.

(v) Other situations unique to the site.

(b) The fee shall be not less than 125 percent of the cost to perform the work, as determined by the city engineer, based on the applicable city standards in effect at the time of application. Or the city engineer may require the applicant's engineer to provide a cost estimate subject to review and approval by the city, to determine the cost to perform the work. The fee shall be paid prior to plat recording or issuance of a building or development permit.

(c) All fees paid shall be used for construction of a sidewalk and/or other related frontage improvements or multi-use pathway or repair and maintenance of an existing sidewalk and/or related frontage improvements or pathway within the city of St. Helens.

17.152.060 Definitions

Add the following definition for "Frontage Improvement."

"Frontage improvement" means any improvement within the right-of-way along the frontage of a parcel of land, including but not limited to construction or widening of travel lanes, on-street parking areas, sidewalks, bicycle lanes, multi-use paths, landscaping strips, street trees, stormwater treatment facilities, or other utilities located within the right-of-way.