

# St. Helens Corridor Master Plan - Memorandum

To: Jacob Graichen, City of St. Helens  
Naomi Zwerdling, Oregon Department of Transportation

From: Matt Hastie and Shayna Rehberg, Angelo Planning Group (w/ City Planner fixes on 10272014) (and with Planning Commission suggested edits from their 11042014 meeting)

CC:

Date: November 21, 2014

Re: **Revised Implementing Policies and Ordinances (Subtask 7.2)**

## Overview

Conclusions from the Land Use and Urban Design report (Technical Memorandum #4) and recommendations from the Corridor Master Plan Design Options and Evaluation Report were developed into draft policy and code changes that were proposed in the first draft of this memorandum. These changes are needed in order to implement the Corridor Master Plan.

The proposed changes are presented in “adoption-ready” format, which means that language that is proposed to be added is underlined and language that is proposed to be removed is ~~struck through~~. In a few cases underlined language is presented in [brackets], which indicate language options to be considered by the reviewers.

An initial draft of this proposed policy and code language has been reviewed by the Project Management Team, Technical Advisory Committee, and Citizen Advisory Committee and has been revised to reflect their comments. It will now be forwarded as part of the Corridor Master Plan for public hearing and review. Further refinements to the amendments will continue to be made, as needed as the result of results of Planning Commission and City Council work sessions and public hearings, as well as other public comments.

## Implementing Policies

Existing economic development policies in the Comprehensive Plan and transportation policies in the 2011 Transportation System Plan (TSP) address many of the guiding principles developed for this project (*Vision, Goals and Guiding Principles*, Final Draft February 3, 2014). However, it is recommended that a few new policies be added to address project principles primarily related to improving the aesthetics and increasing multimodal access in the US 30, Columbia Boulevard, and St. Helens Street corridors.

### Comprehensive Plan

#### 19.08.020 Economic goals and policies.

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

(a) Develop program strategies with other agencies, groups and businesses in an effort to improve the local economy...

(b) Assist in programs to attract diverse businesses and industries ~~in terms of diversification and nonpollution rather than accept any business or industry which may wish to locate here; additionally, to prohibit industries with levels of pollution or other effects which would outweigh economic benefits or threaten the existing quality of living.~~

(c) Work with applicable agencies at the state and federal levels in enacting controls and performance standards for industrial operators to reduce the possibility of adverse impacts on the environment.

(d) Encourage enterprises offering local residents a far greater selection of goods and services to locate here.

(e) Make waterfront development a high priority.

(f) Develop and implement public facility designs and development standards to revitalize businesses and business districts in the US 30 and Columbia Boulevard/St. Helens Street Corridor Master Plan area.

(g) Create gateways and improve access and wayfinding signage to Houlton Business District and Historic Downtown.

(h) Improve the appearance, attractiveness, and safety of the Houlton Business District and Historic Downtown, through an enhanced street design that includes street trees, landscaping and more public spaces and pedestrian amenities.

~~(f)~~ Develop the local tourist and recreation sectors of the economy.

~~(g)~~ Allocate adequate amounts of land for economic growth and support the creation of commercial and industrial focal points.

~~(h)~~ Identify special locations for industrial activities that will assist in energy conservation.

~~(i)~~ Discourage the leapfrog development of industrial lands, unless there is a program to provide sewer and water to intervening properties.

~~(j)~~ Make commercial designation large enough to accommodate a large variety of commercial development with sufficient buffers.

~~(k)~~ Encourage land uses that are compatible with the transportation facilities.

#### **19.12.080 Highway commercial category goals and policies.**

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

(a) Designate as highway commercial such areas along portions of U.S. 30 where highway business has already become well established.

(b) Designate as highway commercial such areas at major road intersections where access to business sites does not conflict with safe traffic movement.

(c) Encourage enterprises which cater to the traveling public to locate in this designation.

(d) Encourage curbing along Highway 30 and limit the number of curb-cuts to minimize traffic hazards as a result of conflicts between through traffic and shopper traffic.

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

(f) Improve the appearance and safety of US 30 and sites along US 30, through means such as landscaped medians, banner poles, landscaping along the highway right-of-way, and landscaping in parking lots.

(g) Encourage undergrounding of overhead utilities.

## **Transportation System Plan**

### **Section 2 Goals and Policies**

#### **Non-motorized and Transit Modes Policies**

It is the policy of the City of St. Helens to:

p) Develop a plan for walking trails.

q) Maintain, implement, and update the City's bikeway plan.

r) Provide safe and convenient bicycle access to all parts of the community through a signed network of on- and off-street facilities, low-speed streets, and secured bicycle parking.

s) Promote safe, convenient, and fun opportunities for children to bicycle and walk to and from schools.

t) Improve and expand walkways to existing and planned schools, parks, senior residential areas, and commercial areas. In particular, improve pedestrian and bicycle connectivity (including wayfinding to points of interest) between the US 30 and Columbia Boulevard/St. Helens Street corridors and adjacent open spaces and parks, trail and bicycle networks, transit stops, and neighborhoods; see US

30 & Columbia Boulevard/St Helens Street Corridor Master Plan (Ordinance No. \_\_\_\_\_, Attachment \_\_\_\_\_).

- u) Work with Columbia County and other agencies in their efforts to meet the needs of the transportation disadvantaged in the community.
- v) Encourage increased opportunities for local and regional public transit facilities.
- w) Support public transit planning in Columbia County. Transit improvements within city limits shall be guided by the findings and recommendations of the County Community-wide Transit Plan, as adopted by Columbia County.
- x) Work in partnership with the County in planning for public transit facilities located within city limits and, when feasible, facilitate the setting and operation of such facilities.

### **Economic Development Policies**

It is the policy of the City of St. Helens to:

- y) Improve rail and water connections to enhance and provide economic opportunity.
- z) Maintain a road and multimodal transportation network that contributes to the viability of existing commercial areas.
  - aa) Acknowledge and support future expansion of both freight and potential commuter rail operations along the Lower Columbia River and continue to work with ODOT and Portland & Western Railroad and Columbia County Rider to take advantage of this growth and to mitigate potential conflicts.
  - bb) Continue to explore the viability of waterfront shuttle service as an alternative to private vessel/vehicle use along the city's waterfront and to enhance connectivity to waterfront amenities and recreational venues.

### **Natural Resources and Recreation Policies**

It is the policy of the City of St. Helens to:

- cc) Develop a multi-modal transportation system that avoids reliance upon one form of transportation as well as minimizes energy consumption and air quality impacts.
- dd) Encourage development patterns that decrease reliance on single occupancy vehicles.
- ee) Minimize and mitigate the adverse impacts that transportation-related construction has on the natural environment, including impacts to wetlands, estuaries, and other wildlife habitat.
- ff) Identify opportunities for integrating sustainable design strategies into streetscape design and implement them where appropriate.

~~ffgg)~~ Maintain and enhance access to parks and recreational and scenic resources. Look for opportunities to connect these community resources through pedestrian and bicycle trails.

~~gggh)~~ Create a nature trail around portions of Dalton Lake that provides recreational (e.g. walking, hiking and biking) opportunities for city residents and visitors.

~~hhij)~~ Create a trail system along the waterfront that will provide access to the river, and connect existing and potential waterfront parks and amenities.

## **Community Policies**

It is the policy of the City of St. Helens to:

~~ijj)~~ Design, enhance, and maintain safe and secure access between residential neighborhoods and community gathering areas such as, parks, schools, public plazas, and natural areas.

~~jjkk)~~ Provide transportation improvements that protect the area's historical character and neighborhood identity.

~~kkll)~~ Require new development to include pedestrian, bicycle, and transit-supportive improvements within the right-of-way in accordance with adopted city policies and standards.

mm) Balance the need for local access and traffic calming with through-traffic and emergency vehicle movements (particularly in the US 30 corridor).



## Implementing Ordinances

Ordinances to implement the St. Helens Corridor Master Plan consist primarily of amendments to the City of St. Helens Community Development Code, which is Title 17 in the St. Helens Municipal Code (SHMC).

As discussed in the Corridor Master Plan Design Options and Evaluation Report, development code changes and strategies focus on the following concepts:

- Pedestrian connections through parking lots to US 30
- Landscaping standards for parking lots and yards fronting US 30, Columbia Boulevard, and St. Helens Street
- Street trees in planter/landscape strips along Columbia Boulevard and St. Helens Street
- Pedestrian amenities (e.g., pedestrian-scale lighting, street furniture, etc.) along Columbia Boulevard and St. Helens Street
- Parklets in on-street parking spaces

These code concepts are discussed in terms of pedestrian access standards, landscaping standards, pedestrian amenity standards, and parklet procedures and guidelines in the following sections. Code amendments that are recommended in the following sections come primarily from the following sources:

- Existing St. Helens code language that has been re-arranged and/or slightly modified;
- Oregon Transportation and Growth Management's Model Development Code for Small Cities, 3<sup>rd</sup> Edition ("Model Code"); and
- Web pages and manuals regarding parklets from City of Portland, City of San Francisco, and the University of California Los Angeles (UCLA).

As noted in the overview, this proposed code language will be reviewed and revised by City and ODOT staff, project Citizens and Technical Advisory Committees and the City's Planning Commission and Council before being forwarded as part of the Corridor Master Plan for public hearing and review.



## Pedestrian Access Standards

Existing pedestrian access and circulation provisions in SHMC 17.84.050 (Required walkway location) establish walkway requirements between buildings on a site and between building entrances and streets. They also require separated or demarcated walkways when crossing motor vehicle traffic ways in parking lots. Principles developed for the St. Helens Corridor Master Plan include increasing pedestrian access and connectivity in the project area, which is particularly needed between buildings fronting US 30 and sidewalks, bicycle lanes, and transit facilities on US 30.

**Recommendation:** It is recommended that walkways be required across large parking lots in St. Helens, many of which are likely to front US 30. It is proposed that these requirements be included in the pedestrian access and circulation requirements in Chapter 17.84 SHMC, which apply to construction of new structures, to remodeling of existing structures, and to changes of use which increase on-site parking or loading requirements or change access requirements. The spacing interval of 150 feet is generally based on half of the existing pedestrian/bicycle accessway spacing requirement in St. Helens (approximately 300 feet) for blocks 600 feet or more in length (SHMC 17.152.040(2)(b)).

### 17.84.050 Required walkway location.

(1) Walkways shall extend from the ground floor entrances or from the ground floor landing of stairs, ramps, or elevators of all commercial, institutional, and industrial uses, to the streets which provide the required access and egress. Walkways shall provide convenient connections between buildings in multi-building commercial, institutional, and industrial complexes. Walkways also shall provide access to existing and planned transit stops adjacent to the development site. Unless impractical, walkways should be constructed between a new development and neighboring developments.

(2) Within all attached housing and multifamily developments, each residential dwelling shall be connected by walkway to the vehicular parking area, and common open space and recreation facilities.

(3) Where a site for proposed commercial, institutional, or multifamily development is located within at least one-quarter mile of an existing or planned transit stop, the proposed pedestrian circulation system must ~~include demonstrate~~ a safe and direct pedestrian ~~route~~ walkway from building entrances to the transit stop or to a public right-of-way that provides access to the transit stop.

(4) In parking lots one acre or larger, pedestrian walkways shall connect from buildings to sidewalks in the adjacent rights-of-way, and shall be provided at least every 150 feet between rows of parking.

(45) Wherever required walkways cross vehicle access driveways or parking lots, such crossings shall be designed and located for pedestrian safety. Required walkways shall be physically separated from motor vehicle traffic and parking by either a minimum six-inch vertical separation (curbed) or a minimum three-foot horizontal separation, except that pedestrian crossings of traffic aisles are permitted for distances no greater than 36 feet if appropriate landscaping, pavement markings, or contrasting pavement materials are used. Walkways shall be a minimum of four feet in width, exclusive of vehicle overhangs and obstructions such as mailboxes, benches, bicycle racks, and sign posts, and shall be in compliance with ADA standards.

(56) Required walkways shall be paved with hard-surfaced materials such as concrete, asphalt, stone, brick, etc. Walkways ~~may~~ shall be required to be lighted and/or signed as needed for safety purposes. Soft-surfaced public use pathways may be provided only if such pathways are provided in addition to required pathways.

## Landscaping Standards

Existing City development code requirements for landscaping and screening (Chapter 17.72 SHMC) apply to construction of new structures, remodeling of existing structures, and to changes of use that increase on-site parking or loading requirements or change access requirements. The following sections address standards related to parking lot landscaping, yard landscaping, and street trees, and how they can implement the Corridor Master Plan vision, goals, and principles.

### Parking Lot Landscaping

The vision, goals, and principles developed for the St. Helens Corridor Master Plan commit to improving the aesthetics and desirability of the project area, which in part entails “greening”, softening, and beautifying typically less attractive areas like parking lots. Recommended code changes related to landscape screening of parking lots and landscaping requirements inside parking lots are addressed below.

#### *Screening*

The screening of parking lots is particularly important for improving the streetscape where parking lots are adjacent to right-of-way in the project area. This is most common along US 30 where parking lots are permitted between buildings and the right-of-way.

**Recommendation:** It is recommended that code provisions be modified for screening that is required between parking lots and the right-of-way on US 30. This includes setting buffer requirements between parking lots and US 30 that are not currently called for in the development code. In addition, the City has requested that screening provisions be specified for roof-mounted service facilities and equipment, a related issue of aesthetics in the project area and elsewhere in the City. Last, it is recommended that existing requirements under the screening provisions related to interior parking lot landscaping – technically not screening – be moved to a new subsection, which is addressed in the next section of this memorandum.

#### **17.72.110. Screening – Special provisions.**

(1) Screening of Parking and Loading Areas.

[...]

(b) Screening of parking (larger than three spaces) and loading areas (larger than 400 square feet) is required. The specifications for this screening are as follows:

(i) Landscaped parking areas shall include special design features which effectively screen the parking lot areas from view. These design features may include the use of landscaped berms, decorative walls, and raised planters. Berms, planters, and other forms of vegetative

landscaping are permitted for screening that fronts US 30. Walls are prohibited for screening that fronts US 30;

(ii) Landscape planters may be used to define or screen the appearance of off-street parking areas from the public right-of-way;

(iii) Materials to be installed should achieve a balance between low-lying and vertical shrubbery and trees;

~~(iv) Trees shall be planted in landscaped islands in all parking areas, and shall be equally distributed and on the basis of one tree for each seven parking spaces in order to provide a canopy effect; and~~

~~(v) The minimum dimension of the landscape islands shall be three feet and the landscaping shall be protected from vehicular damage by some form of wheel guard or curb.~~

(2) Screening of Service Facilities. Except for single-dwelling units and duplexes, service facilities such as gas meters and air conditioners which would otherwise be visible from a public street, customer or resident parking area, any public facility or any residential area shall be screened from view by placement of a solid wood fence or masonry wall between five and eight feet in height or evergreens already to correct height minimums. All refuse materials shall be contained within the screened area. Rooftop service facilities and equipment shall be screened from view from adjacent streets and adjacent properties in one of the following ways:

(a) A parapet wall of adequate height;

(b) A screen around the equipment that is made of a primary exterior finish material used on other portions of the building; or

(c) Setback such that it is not visible from the public street(s) and adjacent properties.

[...]

**17.72.130 Buffer matrix.**

(1) The buffer matrix (Figure 13) shall be used in calculating widths of buffering and screening to be installed between proposed uses and abutting zoning districts or specified types of streets.

(2) An application for a variance to the standards required in Figure 13 shall be processed in accordance with Chapter 17.108 SHMC.

Existing Abutting Use of Zoning District	Parking Lot 4-50 spaces	Parking Lot 51 or more spaces
Detached Single-Family (R-10, R-7, R-5)	10' S	20' S
Attached Dwelling Units (1 story)	10' S	20' S
Attached Dwelling Units (2 or more stories)	10' S	20' S
Mobile Home Parks	10' S	20' S
<del>Any</del> Arterial Street ( <u>except US 30</u> )	0'	0'
<u>US 30</u>	<u>5'</u> <u>S</u>	<u>5'</u> <u>S</u>
Commercial Uses	0'	0'

Existing Abutting Use of Zoning District	Parking Lot 4-50 spaces	Parking Lot 51 or more spaces
Industrial Park	0'	0'
Heavy Industrial	0'	0'
Any Parking Lot with 4-50 spaces	0'	0'
Any Parking Lot with 51 or more spaces	0'	0'

“S” indicates screening required

***Interior parking lot landscaping***

As noted above, there are some existing standards for interior parking lot landscaping found in the screening requirements for parking lots. However, the existing standards do not provide a threshold parking lot size to which the standards apply, set relatively small minimum dimension for the landscape islands, and do not address planting other than trees in the islands.

**Recommendation:** It is recommended that existing requirements be moved from the landscape screening section to a new subsection for interior parking lot landscaping. This new subsection includes existing standards about the spacing/frequency of landscape islands in parking lots as well as larger minimum dimension standards and additional requirements about planting other than trees, based on state Model Code provisions.

**17.72.130 Buffer matrix...**

**17.72.140 Interior parking lot landscaping.**

(1) All parking areas with more than 20 spaces shall provide landscape islands with trees that provide a canopy effect and break up the parking area into rows of not more than 7 contiguous parking spaces.

(2) Landscape islands and planters shall have dimensions of not less than 48 square feet of area and no dimension of less than 6 feet, to ensure adequate soil, water, and space for healthy plant growth.

(3) All required parking lot landscape areas not otherwise planted with trees must contain a combination of shrubs and groundcover plants so that, within two years of planting, not less than 50 percent of that area is covered with living plants.

(4) The landscaping shall be protected from vehicular damage by some form of wheel guard or curb permanently fixed to the ground.

### **Yard Landscaping**

There are no front yard setbacks required in the Highway Commercial (HC) zone, the predominant zone along US 30 in the project area, and there is a zero front yard setback in the Houlton Business District and Olde Towne St. Helens District. The development code allows the maximum setback in Houlton and Olde Towne to be increased if the increased setback is used for pedestrian-oriented amenities, such as a sidewalk cafe, plaza, or courtyard (SHMC 17.32.170 and SHMC 17.32.175(4)). Similar to the enhanced landscaping and screening standards recommended for parking lots adjacent to US 30, setbacks with landscaping and pedestrian amenities in yards that front US 30 will serve to “green”, beautify, and improve pedestrian conditions in this part of the project area.

**Recommendation:** It is recommended that a minimum setback for yards fronting US 30 be established in the HC zone, and that landscaping and pedestrian-oriented amenities be required in this setback.

#### **17.32.100 Highway commercial – HC.**

(4) Standards. In the HC zone the following standards shall apply:

(a) The maximum building height shall be 40 feet.

(b) The minimum yard (as defined by Chapter 17.16 SHMC) adjacent to US 30 shall be 10 feet. The setback shall be occupied by landscaping or pedestrian-oriented amenities (such as a walkway, seating, or a plaza, including such amenities as part of a transit stop) in addition to landscaping. Landscaping in the setback may be credited toward the minimum landscape requirement for the site established in subsection (f).

~~(bc)~~ Outdoor storage abutting or facing a lot in a residential zone shall comply with Chapter 17.72 SHMC.

~~(ed)~~ Parking shall comply with Chapter 17.80 SHMC.

~~(ec)~~ Maximum lot coverage including all impervious surfaces shall be 90 percent.

~~(ef)~~ Minimum landscaping shall be 10 percent of gross land area associated with the use.



## Street Trees

Existing code (SHMC 17.152.060(2)) requires at least five feet separation between the curb and sidewalk (i.e., planter strip) for arterials and collectors, with some exceptions. For example, the separation may be different if otherwise indicated in street designs in the TSP or in other adopted street plans.

Subsection (3) establishes that maintenance of sidewalks, planter strips, and curbs is the responsibility of the adjacent property owner.

Pursuant to SHMC Chapter 12.06 (Street Trees), the City or a development applicant is required to plant street trees where there is a lack of street trees, which is defined as the absence of trees for 100 lineal feet or more along one or both sides of the street. The City or applicant must provide street trees when involved in the following:

- Replacing or substantially repairing 30 lineal feet or more of sidewalk;
- Performing an asphalt overlay of the entire street width for a street section longer than 50 feet;  
or
- Making underground utility repairs that require any of the work described above.

In addition, street tree provisions in SHMC 17.72.030 require that all development fronting a public street, a private street, or a private driveway more than 100-feet long provide street trees and provide the trees according to a City-approved plan. Exemptions to street tree requirements may be granted under a specified set of conditions including that the tree could not be supported by the ground/soil conditions within the public right-of-way. In cases of exemption, the applicant may be required to provide a landscaping easement outside of the public right-of-way or pay a fee to the City commensurate with the cost of the trees that would have otherwise been provide.

Existing street tree provisions in Chapter 17.72 SHMC address the location, spacing, size, and species of the trees. Particular street tree species are suited to the corridor segments in the project area. Existing spacing standards (e.g., 20 feet maximum spacing for trees up to 25 feet tall and 30 feet maximum spacing for trees 25 to 40 feet tall) were reviewed and found to provide a density of trees in the project area that is consistent with the principles and recommended designs of the Corridor Master Plan.

**Recommendation:** It is recommended that landscaping requirements be modified to specify trees that are suited to the soils and conditions in the project area corridor segments. These trees should be spaced relatively closely in the Houlton and Olde Towne corridor segments, except when other spacing standards related to intersections and utilities apply.

### 17.72.030 Street trees.

[...]

(2) Certain trees can severely damage utilities, streets, and sidewalks or can cause personal injury.

Approval of any planting list shall be subject to review by the director. ~~List~~ A list of suggested

appropriate tree species is located at the end of this chapter.) Additional or alternative tree species also may be recommended by the applicant or determined by the Director based on information provided in adopted city plans, policies, ordinances, studies or resolutions. Proposals by the applicant shall require approval by the Director.

### **17.72.060 Exemptions**

(4) If one or more conditions described in subsection (2) of this section are shown to exist on the site, the director may require the following to fulfill the street tree requirements of this chapter:

(b) An applicant may, with the consent of the director, elect to compensate the city for costs commensurate with the number of street trees that would have otherwise been required for the site. The fee, established by resolution of the city council, will be generally based on the city's approved street tree list in Chapter 17.72 SHMC and market value of the tree(s).

### **Pedestrian Amenity Requirements**

Existing street improvement standards require that street lights to be provided "in accordance with regulations adopted by the city's direction," and that, at a minimum, "there shall be a street light at each street intersection" (SHMC 17.152.030(24)). There is not further guidance – or references to guidance – about the location, type, or design of lighting. The code also currently does not include requirements for providing street furniture or other pedestrian amenities in the planter/landscape strip as part of development. Pedestrian amenities such as seating, waste receptacles, and pedestrian-scale street lighting are envisioned as part of the streetscape in Houlton and Olde Towne in the Corridor Master Plan.

**Recommendation:** It is recommended that provisions be added to landscaping standards that require development to either contribute toward or provide pedestrian amenities in the planter/landscape strip adjacent to the development site. The contribution toward or provision of amenities would be based on the general vision of amenities in the Corridor Master Plan. The fee would be established by resolution and will be collected to, ideally, enable the installation of amenities by the City as part of a single uniform project and process.

Specific code requirements for pedestrian amenities and/or calculation of a fee-in-lieu resolution would be prepared as part of a follow-up process to the Corridor Master Plan project to ensure that all aspects of these requirements are carefully considered and do not act as an impediment to development or redevelopment in the area. However, amendments to the City's lighting standards are recommended at this time to ensure provision of pedestrian scale lighting in the Columbia Boulevard/St. Helens Street corridor, consistent with the Corridor Master Plan.

Examples of and guidelines for pedestrian amenities including pedestrian-scale lighting and street furniture also should be provided in the City Engineering Standards Manual, which the development code can refer to.

## Chapter 17.152

### STREET AND UTILITY IMPROVEMENT STANDARDS

#### 17.152.030 Streets.

[...]

(24) Street Light Standards. Street lights shall be installed in accordance with regulations adopted by the city's direction. At the very least, there shall be a street light at each street intersection. In addition, lighting within the Columbia Boulevard/St. Helens Street Corridor Master Plan area shall be installed in accordance with the US30 and Columbia Boulevard/St. Helens Street Corridor Master Plan (Ordinance No. \_\_\_\_\_, Attachment \_\_\_\_\_) and shall be:

- (a) Pedestrian-scale lighting between 12 to 18 feet in height;
- (b) Uniform in design;
- (c) Placed in the planter/landscape strip or curb extension (e.g., at street corners) when possible;  
and
- (d) Spaced no more than 100 feet apart along the block face.

## Chapter 18.20

### TRAFFIC DEVICES AND STREET ILLUMINATION

#### 18.20.050 Street Illumination.

Street lighting shall be designed by Columbia River ~~People's~~ Public Utility District (CRPUD), except within the Columbia Boulevard/St. Helens Street Corridor Master Plan area; see SHMC 17.152.030(24). This shall be done at the applicant's initiative and expense. The lighting plan shall be included with the submittals to the city. Lamp type used should be uniform.

## Parklet Procedures, Standards, and Guidelines

Parklets are envisioned at several locations throughout the Houlton and Olde Towne corridor segments, both in on-street parking spaces and in curb extension areas. New procedures, standards, and guidelines are needed in order to allow and implement parklets in St. Helens, particularly in on-street parking spaces. Other communities have regulated these types of parklets in street/traffic and building code, but not development code. They have provided a permitting process and guidelines for design, construction, and maintenance. For example, Portland’s “Street Seats” program is implemented through a permitting process developed and administered by the Portland Bureau of Transportation (PBOT).

**Recommendation:** It is recommended that procedures and guidelines for establishing parklets in on-street parking spaces be provided in the City Engineering Standards Manual (SHMC Title 18). These procedures and guidelines are primarily based on those from the “Street Seats” program in Portland<sup>1</sup>, which also relies heavily on recommendations from the UCLA Luskin School of Public Affairs’ *Reclaiming the Right-of-Way: A Toolkit for Creating and Implementing Parklets* (September 2012)<sup>2</sup> and City of San Francisco’s *Parklet Manual* (February 2013)<sup>3</sup>. Related amendments should be made in code sections about uses and obstructions in the right-of-way in SHMC Title 8 (Health and Safety). A reference to new and amended sections of Title 8 and Title 18 should be included in the street improvement standards section of SHMC Title 17 (Community Development Code).

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<sup>1</sup> City of Portland “Street Seats” web page, <http://www.portlandoregon.gov/transportation/59158>

<sup>2</sup> UCLA Luskin School of Public Affairs’ *Reclaiming the Right-of-Way: A Toolkit for Creating and Implementing Parklets* (September 2012), <http://innovation.luskin.ucla.edu/sites/default/files/parklettoolkit.pdf>

<sup>3</sup> City of San Francisco’s *Parklet Manual* (February 2013), [http://pavementtoparks.sfplanning.org/docs/SF\\_P2P\\_Parklet\\_Manual\\_1.0\\_FULL.pdf](http://pavementtoparks.sfplanning.org/docs/SF_P2P_Parklet_Manual_1.0_FULL.pdf)

**Title 18**  
**ENGINEERING STANDARDS MANUAL**

**Chapter 18.04**  
**ABBREVIATIONS AND DEFINITIONS**

**18.04.010 Abbreviations and definitions.**

“Parking lot” means paved surfaces on private property intended for the movement and storage of six or more vehicles.

“Temporary Parklet” means the use of a vehicle space (e.g., on-street parking space) or curb extension for public use, social interaction, and passive or active recreation. Temporary parklets in an on-street parking space are typically comprised of a platform, barriers to traffic, and seating, yet creativity in incorporating landscaping, art, and other elements is encouraged, given safety requirements are met. The duration of temporary parklets and the design varies accordingly. See SHMC 18.12.190.

“PRV” means pressure-reducing valve.

**Chapter 18.12**  
**STREETS**

**18.12.170 Utilities...**

**18.12.180 Planter/landscape strip – Pedestrian amenities.**

**18.12.190 Temporary Parklets – In on-street parking spaces.**

The following are procedures for establishing a temporary parklet in an on-street parking space in the city. Applications are received and processed by City Administration. The City Administrator, or his or her designee, issues a temporary parklet application permit upon review and approval by the

City Public Works, Engineering, Planning and Building departments. The City Administrator, or his or her designee, may revoke an approved temporary parklet permit if it is being conducted contrary to this section or any condition of the temporary parklet permit approval, or if the temporary parklet and associated use or activities is otherwise found to be contrary to public health, safety and welfare. The parklet application steps and regulations are as follows:

- (1) The maximum duration for a temporary parklet permit is 6 months; permits can be renewed subject to City approval. The maximum renewal duration is 6 months per renewal. If a parklet permit becomes void due to revocation, expiration or otherwise, the related improvement shall be immediately removed and the location restored to its original condition.
- (2) The applicant selects a location according to location criteria.
  - Temporary parklets shall only be allowed along non-residential uses. Temporary parklets along and/or associated with residential uses is prohibited.
  - Temporary parklets are not permitted on streets where parking lanes become tow-away zones during morning or afternoon hours, in front of fire hydrants, in active bus zones, across driveways, or over manholes or public utility valves or covers.
  - The proposed site should be located at least one standard-size parking space in from a corner. Otherwise, a protected bollard, curb extension, or other similar feature as approved by the City must be present if located at the corner.
  - The proposed site should be located on a street with a speed limit of 25 MPH or less. Locations on streets with higher speeds will be considered on a case-by-case basis.
  - The location of the proposed site shall be generally consistent with potential locations and guidance provided in the St. Helens US 30 and Columbia Boulevard/St. Helens Street Corridor Master Plan.
  - The street grade shall be less than 5 percent.

(3) The applicant develops a preliminary conceptual design, using the general design guidelines, design criteria, and design elements below.

General Design Guidelines:

- Design for easy removal. Because the temporary parklet sits on top of critical infrastructure and utilities, it needs to be designed for easy removal in case of emergency or other needed access to the infrastructure. Some applicants elect to remove the temporary parklet during colder months.
- No advertising. Logos, advertising, or other branding is prohibited.
- Be creative. There are possibilities beyond the standard tables and chairs on a platform.

Design Criteria:

- Design quality. What is the level of quality and creativity of the design?
- Public seating. Does the proposal provide open public use of the space and is not just an extension of a business?
- Streetscape enhancement. How will the proposal enhance the aesthetic quality of the streetscape?
- Quality of materials. What is the quality and durability of proposed materials and furniture?
- Appropriateness of location. Is the proposed parklet likely to be well-used and active?
- Community support. Is there demonstrated neighborhood support for proposal at the proposed location (including neighboring businesses and properties)?

Design Elements:

- Platform should be on the same plane as and flush with the sidewalk height. At least 12 feet of the platform must be flush with the adjacent sidewalk for wheelchair access.



- Platform must be designed to accommodate the crown and cross slope of the street surface. Close attention must be paid to existing curb condition and height to ensure platform is flush with curb.
- The use of high quality, durable materials capable of withstanding the elements of any season and extended use (with proper permit renewals) is required.
- The design should not include any bolts/anchors or other elements that require disturbing the street surface or sidewalk. No temporary parklet component may weigh more than 200 pounds per square foot.
- The platform may not extend beyond six feet from the curb line where there is parallel parking to allow some separation from vehicle travel lanes. Angled or perpendicular parking locations and associated dimensions may be approved on a case-by-case basis, but still must allow some separation from vehicle travel lanes.
- The maximum length of the platform must not be longer than the frontage of the applicant's/permit holder's establishment. A platform may be located along the frontage of multiple properties/businesses provided all applicable parties are applicants/permit holders.
- Design must maintain a minimum six-foot clear pedestrian through zone in the sidewalk corridor.
- Platform must be designed to allow for curblinestormwater drainage.
- Platform design must include a physical barrier along the street while maintaining clear visual sightlines to the street. Vertical elements, such as planters and umbrellas, should be included so that the facility is visible to vehicles.
- A setback on either end of the platform, adjacent to parallel parking, will need to be reserved for wheel stops with embedded reflective candlesticks or other similar features that reflect light and protect the platform from parking maneuvers. These may be

- installed by the public works department as deemed necessary after facility construction is complete. Additional features may be added to the final design by City staff for safety.
- Temporary parklet furniture shall be subject to City approval. Furniture must be able to accommodate those with disabilities, wheelchairs, or mobility devices.
  - Proposed covers or shelters may be subject to additional structural engineering requirements.
  - Loose surface materials, such as sand or loose stone, are not permitted in the temporary parklet.
  - Public temporary parklets must be clearly posted with signs to differentiate them from private business temporary parklets and restaurant/café seating. Such signage shall not conflict with the City sign regulations, Chapter 17.88 SHMC.
- (4) The applicant begins gathering and documenting community support (meetings, letters, petitions, site posting, etc.) to be submitted as part of the application package.
- (5) The applicant prepares a detailed design document and plan package. It is recommended to contract or consult with professional design assistance.
- Parklet Location and Context Plan
  - Detailed Site Plan
  - Elevations
  - Sections (Profile Drawings)
  - Renderings and Perspectives (optional)
- (6) An application package consists of the following:
- A completed right-of-way encroachment permit application form

- Design document and plan package
- Community support documentation. The applicant shall provide written support of the proposed temporary parklet from adjacent businesses and/or property owners.

The applicant completes the application package and submits for review by the City.

(7) Business and property owners within the immediate vicinity of the proposed temporary parklet will be notified and will have the opportunity to submit comments within 14 days to be included in the evaluation of an application.

(8) If the application is approved, the applicant will finalize and submit construction drawings.

(9) The City will schedule a pre-construction site visit.

(10) The applicant submits payment and provides proof of liability insurance, and the public works department issues a right-of-way encroachment permit, which includes conditions for maintenance.

- Fees: The applicable fees, as set by resolution of the City Council, may include but not be limited to addressing the following components:
  - Application/encroachment permit fee
  - Café seating permit fee, if applicable
  - Additional costs (e.g., changing/removing loading zone sign), if applicable
- Insurance: Evidence of at least \$1 million in liability insurance naming the City as additional insured must be provided. Most businesses already carry this insurance.
- Encroachment permit and maintenance terms: The permit requires that the facility is swept daily and debris is removed from under and around the platform a minimum of once a week.

- (11) The applicant must install the temporary parklet within 90 days of permit issuance. Failure to do so voids any temporary parklet permit approval.
- (12) The applicant must notify the City within 48 hours of completing construction to schedule a post-construction site inspection.
- (13) Post-construction, the City will monitor the temporary parklet for compliance with the permit, design guidelines, and maintenance agreement as applicable.

**Title 8**  
**HEALTH AND SAFETY**

**Chapter 8.12**  
**NUISANCES**

**8.12.010 Definitions.**

- (1) As used in this chapter, except where the context indicates otherwise, the following shall mean:

[...]

(d) “Nuisance” means any violation of any provision of this chapter.

(e) “Temporary Parklet” means the use of a vehicle space (e.g., on-street parking space) or curb extension for public use, social interaction, and passive or active recreation. Temporary parklets in an on-street parking space are typically comprised of a platform, barriers to traffic, and seating, yet creativity in incorporating landscaping, art, and other elements is encouraged, given safety requirements are met. The duration of temporary parklets and the design varies accordingly. See SHMC 18.12.190.

(ef) “Person” means every natural person, firm, partnership, association or corporation.

(ff) “Premises” means real property located in the city, including submerged lands, regardless of the ownership form, together with any and all buildings and structures located thereon,

including floating structures, as well as more transient personal property where nuisance material or conditions may accumulate or occur such as vehicles, barges, or open storage vessels located on the property.

(gh) “Public place” means any building, place or accommodations, whether publicly or privately owned, open and available to the public.

[...]

#### **8.12.080 Obstructions in passageways.**

(1) Purpose. The purpose of this section is to identify objects prohibited from being placed in the sidewalks, streets, and other public rights-of-way, and to ensure that any objects not prohibited that are placed on sidewalks, streets, and other public rights-of-way are appropriately located, are compatible with surrounding allowed uses, and are conducive to the public health, safety, and welfare. Another purpose of this section is for enhancement and beautification of the commercial areas.

(2) Definitions and General Notes.

(a) “Sidewalk furniture” includes items placed in the public sidewalk by businesses for incidental use by their customers while patronizing said business, and includes but is not limited to:

(i) Chairs.

(ii) Flower boxes.

(iii) Tables.

(iv) Umbrellas.

(v) Lights.

(vi) Heaters.

- (vii) Street clocks.
  - (viii) Trash cans and ashtrays.
  - (ix) Shelving for merchandise.
  - (x) Devices to hang merchandise.
  - (xi) Any other fixture or furnishing deemed to be similar by the council-designated person.
- (b) Sidewalk furniture does not include signs which are regulated by another ordinance.
- (c) Objects and furniture used by street vendors are covered by another ordinance.
- (d) Public utilities, authorized public agencies, and other organizations recognized by the city council are not restricted by this section.
- (e) No advertising on sidewalk furniture, benches or planters.
- (f) Sidewalk furniture shall not interfere with parking of vehicles in street rights-of-way unless permitted as part of a “temporary parklet” through permitting procedures referred to subsection (6). Interference shall be determined by the city engineer and city manager/administrator and shall generally mean that vehicles that have painted lines and/or wheel stops shall be allowed to use them.
- (3) Planter Boxes. Planter boxes may be allowed on sidewalks and passageways lying within street rights-of-way in accordance with the following:
- (a) “Planter box” is defined as a container with a display of landscape plant material, excluding city-approved and/or installed street trees.
  - (b) A planter box shall be clean and the plants well-maintained.

(c) It is the responsibility of the permittee to position the planter box to provide an unobstructed passageway on the sidewalk in compliance with Americans with Disabilities Act Administrative Guidelines (ADAAG).

(d) A planter box shall be located ~~at the curb~~ in the planter/landscape strip, in a curb extension, or against the building within the front yard setback as established by zone in Chapter 17.32 SHMC.

(e) A planter box shall be positioned to not obstruct any entrances or exits to buildings or to legally parked vehicles.

(f) A planter box shall not be placed on a corner, except on a corner with a curb extension and located in a manner consistent with the City's visual clearance area requirements in Chapter 17.76 SHMC or SHMC 8.12.212.

(g) There shall be no fee or permit required for a planter box.

(4) Merchandise. Merchandise, owned by the merchant abutting the area where displayed, may be displayed on sidewalks and passageways lying within street rights-of-way in accordance with the following:

(a) Shelves used to display merchandise of any character, including but not limited to groceries, vegetables, and products, must be a stable status, must not block normal flow of users and must at least comply with American with Disabilities Act Administrative Guidelines (ADAAG).

(b) Shelves must be removed no later than sunset each evening and cannot be set up again until at least sunrise the next morning.

(i) Merchandise may be displayed on sidewalks in front of/abutting a properly approved and licensed commercial enterprise or business in commercial zones as long as they meet the following standards:

(A) Location shall not interfere with pedestrian rights to travel on the city sidewalk;  
and

(B) Merchandise shall be secured against being blown away; and

(C) Merchandise shall not be more than six feet from the building frontage, except when permitted as part of a “temporary parklet” in a curb extension or in an on-street parking space pursuant to permit procedures referred to in subsection (6); and

(D) Merchandise shall be removed from the sidewalk during hours when business is closed.

(ii) There shall be no fee required for display of merchandise on the sidewalk.

(iii) The provisions of this section do not apply to the delivery of merchandise or equipment. No person may permit such delivered merchandise or equipment to remain on a street or sidewalk beyond a reasonable time.

(5) Tables, Chairs, and Equipment Associated with the Serving of Food and Beverages. Tables, chairs, and equipment associated with the serving of food and beverages are permitted on sidewalks and passageways and in on-street parking spaces lying within street rights-of-way in accordance with the following requirements and permitting procedures referred to in subsection (6):

(a) The tables, chairs, and equipment are for the purpose of serving food and beverages and for the comfort of patrons to a particular business.

(b) The business is required to keep the area occupied by the tables, chairs, and equipment clean and well-maintained.

(c) All tables, chairs, and other equipment associated with the serving of food and beverages must be stored next to the building daily at the close of the business for which they are associated and at least five feet of unobstructed sidewalk must be maintained from sunset to sunrise, or if the area where the furniture is located is well-lit and secure and does not present a danger to the public or block required accessways and pathways, then it can remain in place at all times (not permanently attached to the public sidewalks but can be secured against theft in a temporary manner, such as a lock and/or chain).



(d) It is the responsibility of the permittee to position the table and chairs to provide an unobstructed passageway at all times on the sidewalk in compliance with Americans with Disabilities Act Administrative Guidelines (ADAAG).

(e) Umbrellas, heaters, and such tall equipment shall not interfere with pedestrians below a height of seven feet on a sidewalk.

(f) The smoking rules still apply as to proximity to the entrance of a business.

(g) Short fences, not over three feet in height, may be used to delineate seating areas for restaurants and such users of tables and chairs in the rights-of-way where the furniture is not required to be moved inside each sunset.

(h) These rules shall not override more restrictive rules such as building codes and federal or state laws.

(6) Permit Requirements. Use of sidewalks and passageways lying within street rights-of-way described in this section shall be in accordance with the following:

(a) Before use of a sidewalk area, a ~~an~~ Use of Public Passageway Permit application with the required fee, as set by resolution of the city council, must be submitted to the council-designated person. The permit fee shall apply to all furniture for a single business at one location and shall not be charged on each individual component. The permit shall be valid for one year and shall expire on the last day of a year. A permit is not required for a planter box or approved bench.

(b) The permittee is liable in damages to a person injured upon a sidewalk because of the permittee's fault or negligence in the placement or condition of obstructions placed upon such sidewalk by the permittee.

(c) The permittee is responsible for compliance with Americans with Disabilities Act Administrative Guidelines (ADAAG) concerning the placement or condition of obstructions placed upon such sidewalk by the permittee.

(d) Additional guidance for designing and permitting temporary parklets in on-street parking spaces is provided in SHMC 18.12.190. This is separate from the Use of Public Passageway Permit noted previously in this subsection. Generally, the Use of Public Passageway Permit applies to use of sidewalks and passageways and the Temporary Parklet Permit applies to use of on-street parking spaces.

## **Title 17**

### **COMMUNITY DEVELOPMENT CODE**

#### **17.16.010 General and land use definitions.**

“Parking space” means a space for the parking of a motor vehicle within a public or private parking area.

“Temporary parklet” means the use of a vehicle space (e.g., on-street parking space) or curb extension for public use, social interaction, and passive or active recreation. Temporary parklets in an on-street parking space are typically comprised of a platform, barriers to traffic, and seating, yet creativity in incorporating landscaping, art, and other elements is encouraged, given safety requirements are met. The duration of temporary parklets and the design varies accordingly. See SHMC 18.12.190.

“Parkway” means that portion of street right-of-way lying between the curb line of the improved roadway and the adjacent private property line.

## **Chapter 17.152**

### **STREET AND UTILITY IMPROVEMENT STANDARDS**

#### **17.152.200 Engineer’s certification required...**

**17.152.210 Temporary Parklets.**

Temporary parklets may be permitted in the right-of-way in on-street parking spaces pursuant to procedures in SHMC 18.12.190 and SHMC 8.12.080.

### Housekeeping Amendments

City staff has requested two sets of minor “housekeeping” code amendments to be included with the other code amendments being proposed for adoption in conjunction with the Corridor Master Plan. The first set of amendments acknowledges provisions in the code that may allow for flexibility in crediting on-street parking toward parking requirements. The second set of amendments, which removes drive-to-drive spacing standards on local streets, simplifies code by removing provision that are not needed because other provisions in the section already limit the number and width of access drives per use on local streets.

## Chapter 17.80

### OFF-STREET PARKING AND LOADING

#### 17.80.020 General provisions.

[...]

(22) On-Street parking. Parking spaces in a public street or alley shall not be eligible as fulfilling any part of the parking requirement except as otherwise provided in this code.

## Chapter 17.84

### ACCESS, EGRESS, AND CIRCULATION

Table 17.84.040-2: Access Spacing Standards on City Streets

Functional Classification	Public Street ( <u>street-to-street</u> ) (feet)	Private Access Drive ( <u>street-to-drive or drive-to-drive</u> ) (feet)
Local Street	150	50 <sup>1</sup>
Collector	300	100
Minor Arterial	350 or block length	200 or mid-block

<b>Functional Classification</b>	<b>Public Street</b> <u>(street-to-street)</u> <b>(feet)</b>	<b>Private Access Drive</b> <u>(street-to-drive or drive-to-drive)</u> <b>(feet)</b>
Major Arterial <sup>2</sup>	350 or block length	350 or block length
<sup>1</sup> <del>For single dwelling units, attached, on local streets only, 25 feet is allowed.</del> This applies to street-to-drive spacing only. <u>There is no minimum spacing standard for access points (drive-to-drive) on local streets.</u>		
<sup>2</sup> Access standards identified in the Oregon Highway Plan supersede this table on all state highways.		