

St. Helens Waterfront Redevelopment Strategy

Integrated Brownfield Redevelopment Planning

Detailed Scope of Work

Project Summary

The City of St Helens (the City) would like to implement a community visioning effort and economic analysis that will lay the groundwork for a waterfront redevelopment plan. The City is currently in the process of evaluating the potential of adaptive reuse for two key waterfront properties. These properties are icons of the city's once thriving industrial legacy, but today are underutilized and contaminated.

The process proposed by the City will create a future use vision for the properties that energizes and directs efforts to remediate historical contamination and spur job creation and community development. This innovative integrated planning approach is based on a key lesson learned from brownfield projects across Oregon and the nation that a future use vision supported by the market and the community drives successful cleanup and redevelopment.

Background

The City has two opportunities before it:

- **Veneer Plant, Boise Cascade Wood Products** — the City is currently negotiating a purchase and sale agreement with Boise Cascade Wood Products, LLC for the acquisition of the Veneer Plant site. The 17 acre property was previously the location of a plywood veneer manufacturing facility, owned and operated by Boise Wood Products, formerly Boise Cascade. A previous market analysis has determined that the Veneer Site could redevelop with commercial, residential, and open space uses. However, critical questions remain as to how the City can leverage this asset to catalyze waterfront redevelopment.
- **White Paper Mill, Boise Cascade White Paper** — Boise White Paper, LLC has approached the City regarding the potential for transferring a large tract of land to the City in exchange for forgiving an obligation associated with sludge management in the City's wastewater treatment plant lagoon. The property constitutes approximately 205 acres of waterfront property. Today, the mill and approximately 10-20 acres is leased by Cascade Tissue. The remainder of the site is unutilized. It should be noted that Boise White Paper is an entirely different entity than Boise Cascade Wood Products.

These two properties are contiguous and are located adjacent to the St. Helens downtown. Redevelopment of some or all of the property is critical to achieving City goals of public access, environmental restoration, and economic development along the waterfront. In its current state, these properties represent an environmental risk, a human health hazard, and a lost economic

opportunity for the community. Without a public agency led planning effort, this contaminated site will likely remain in its current blighted condition for years to come.

Cleanup and redevelopment of these properties will be a long and capital intensive process. Best practices in redevelopment show that successful efforts are energized by a compelling future use vision supported by the market and the community. The City has initiated this process; they have undertaken initial economic and risk/opportunity analyses for both properties and have engaged with the American Institute of Architects (AIA) in the prestigious Sustainable Design Assessment program. The AIA program involved intensive workshops and outreach (public and local experts/stakeholders), culminating in an initial vision and set of opportunities.

Goal

This Integrated Brownfield Redevelopment Plan will leverage the work completed, and establish the framework and implementation strategy for cleanup and redevelopment of the City's waterfront.

Objectives:

- Engage the community to further generate support and leverage local resources
- Advance the preliminary understanding of opportunities and challenges regarding existing conditions
- Continue receiving feedback on potential future uses for the waterfront to further promote a community vision
- Refine the understanding of potential impacts to waterfront redevelopment on the local and regional economy, sense of place, and overall quality of life for the community
- Lay the groundwork for future redevelopment planning and position the community for acquisition of funding that would support cleanup and redevelopment

Scope of Work

Central to this planning process is a collaborative effort that brings together local stakeholders and a diverse team of experts to analyze issues and formulate a strategy for moving the property forward to redevelopment. Each step of the planning process will involve the key issue areas: environmental cleanup, economic development, and community planning. As previously noted, this scope of work will build off of the AIA visioning effort. New work will balance the developing vision with on-the-ground conditions and engage critical stakeholders that may have interest in developing or occupying the site.

The scope of work to be funded by the Integrated Planning Grant will include the Community Exploration Phase (Phase 1) which builds on the engagement initiated under the AIA program to educate citizens on the opportunities that exist, spur continued discussion on potential future uses at the site, and gauge the local public's opinion on a pathway forward. The process is designed to efficiently compile information, solicit a breadth of feedback, and provide a holistic analysis, while engaging key stakeholders and the public in a way that empowers key community leaders. The scope

of work also includes funding for a preliminary economic impact assessment (Phase 2), which will weigh the potential benefits of redevelopment against the effort and investment that it would require.

Future phases of work will be pursued on an incremental basis as funding becomes available and will include due diligence, planning, and implementation. It is currently understood that the existing Potentially Responsible Parties (PRPs) will be responsible for site characterization activities.

Task 1 Community Exploration

The City is committed to planning through an open, public process. Engagement with the public and community stakeholders is the core focus of this proposed scope of work. Through a series of interviews and meetings, the City will assess public interest for the pursuit of property acquisition and gather opinions regarding future reuse of the waterfront properties. The work under the Integrated Planning Grant will ensure that the AIA vision evolves into an implementable plan that incorporates community feedback and aligns with potential funding sources that will help propel the project forward.

Phase 1.1 Small Group Workshops

Following recommendations of the AIA program, the City establishes a 5-9 member Waterfront Committee to serve as an advisory panel through planning and redevelopment of the Boise Cascade properties. The committee should include individuals who bring both connections to the community and professional expertise (for example in finance, real estate, retail, or management). The work of this committee under the IPG would establish a planning and decision making framework that is clear and flexible. The schedule of meetings/discussions of this group would include:

Meeting 1: Goals and Guiding Principles

- Review the existing conditions of the property and findings of previous planning efforts
- Review and confirm or revise the vision articulated in the AIA plan
- Draft a set of high level, concise goals and guiding principles for redevelopment. This may address topics such as: economic development, land use, open space, risk management, and financing

Meeting 2: Priority Actions

- Compile recommendations of AIA report and other relevant plans into a master list of recommendations, organized into function areas, such as infrastructure, parks and recreation, and transportation.
- Committee discussion to categorize the recommendations into near-term, mid-term and long-term
- Prioritization of near-term actions and mid-term actions

Meeting 3: Community Open House

- Share the work of the Waterfront Committee with the broader community. Note the goals, guiding principles and recommended actions could be set up on boards in a

community space and posted on-line to allow for broader access in addition to an evening meeting.

Meeting 4: Implementation Strategy

- Review and confirm the vision for redevelopment
- Review and confirm the goals and guiding principles
- Review and confirm categorization and prioritization of actions.
- Identify leaders for priority actions and next steps
- Prepare funding strategy for priority actions
- Prepare ‘redevelopment roadmap’ that identifies milestones and how different actions relate and support each other.
- Link to available funding.

Phase 1.2 Community Visioning Summary Report

Phase 1 work will result in a Community Visioning Summary Report. The report will include a summary of the community outreach process and work completed to date by the AIA expert panel. It will also include a discussion of potential reuse alternatives generated by public input, stakeholder feedback, and AIA recommendations. Planning concepts will be useful for mitigating concerns, leveraging funding and support, and solidifying a pathway forward. The summary report will also include recommendations for next steps and a strategy forward towards redevelopment.

Task 2 Economic Impact Study

The second phase of this work will build on work conducted to date and will help decision-makers understand the broad economic impacts for redevelopment of the waterfront and help to weigh the potential benefits to the local community. The Economic Impact Study will provide perspective on the landscape of opportunities as they pertain to the different land use types. The information will be compiled and digested into a fact sheet for public consumption and into a summary briefing report. The study will evaluate:

- Impacts on local and regional economy
- Scale of benefits, including potential for job creation and revenue generation per land use type
- Benefits to the local community and overall quality of life

Phase 1: Market Analysis – begins in late February/early March in coordination with Meeting 1 from Task 1.1.

ECONorthwest previously conducted a “highest and best use” analysis for the Veneer site that evaluated market trends and conditions for various uses on the Veneer site. Since that time, further planning work (through the SDAT process) has produced a vision for the site along with a proposed development program. The purpose of this task is to provide an analytic bridge between the previous highest and best use analysis and what will be a more detailed development feasibility and phasing strategy that will be included as part of the Master Planning process.

In this task, we will update the previous market analysis with current data and evaluate the findings relative to the vision produced through the SDAT process. Findings will identify likely feasibility challenges with the SDAT vision, and propose a set of tools and other options for infrastructure and development finance to be explored through the Master Planning process. The final product, a technical memo, will inform scoping for the Master Planning process and set the stage for conversations about infrastructure and development finance tools.

Phase 2: Work on economic analysis of transportation linkages from Hwy 30 to the waterfront properties if awarded grant from the Port of St. Helens- begins early April before Meeting 3 Open House from Task 1.1. ***(Possible grant award: \$25,000. Notification of award due in June 2015)***

Budget*:

Phase 1: Community Exploration.....	\$18,000
Phase 2: Economic Impact Assessment.....	\$7,000
Port of St. Helens Grant (if awarded).....	(\$25,000)
Total Grant Request.....	\$25,000
	(OR \$50,000)

* Total out-sourced professional services; excludes City of St. Helens self-performed functions.

City of St Helens Waterfront Planning

2015

	January	February	March	April	May	June	July	August	September
Task 1: Community Planning									
Goals and Guiding Principles (Meeting 1)									
Prioritizing Actions (Meeting 2)									
Community Open House (Meeting 3)									
Implementation Strategy (Meeting 4)									
Summary Report									
Task 2: Economic Impact Study									
Prepare Economic Impact Study									