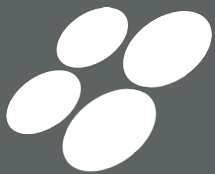


# ST. HELENS WATERFRONT REDEVELOPMENT

## COMMUNITY VISIONING SUMMARY REPORT

NOVEMBER 30, 2015



MAUL  
FOSTER  
ALONGI



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# 1. PROJECT DESCRIPTION

The City of St. Helens (the City) has implemented a planning process to evaluate the potential of adaptive reuse and redevelopment for key properties in their historically industrial waterfront. These properties, the former Boise Cascade Veneer Plant and the former Boise White Paper Mill, are icons of St. Helen's once-thriving industrial legacy, but since their closure and downsizing they have remained vacant, underutilized, and impacted by environmental contamination. (Site Figure)

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

The current phase of planning, completed in the fall of 2015, was funded through an Integrated Planning Grant from Business Oregon and has focused on advancing the work of the SDAT program and preparing the City to implement a U.S. Environmental Protection Agency (USEPA)-funded Area-Wide Planning (AWP) program. (refer to Progress Timeline) Specifically, the Waterfront Redevelopment Integrated Planning project engaged with an advisor group of community leaders and stakeholders, confirmed and refined the vision and guiding principles for redevelopment of the waterfront, and, through an open house, broadly involved the St. Helens community in the planning process.

## FOCUS WATERFRONT PROPERTIES

**Former Veneer Plant**—The 17-acre property was previously the location of a plywood-veneer-manufacturing facility, owned and operated by Boise Cascade Wood Products, LLC. The veneer facility has been demolished and removed from the property, which now is entirely vacant except for a few remnants of the facility building footprint. This property is generally considered the highest priority for reuse planning, and has the greatest likelihood of redevelopment into a community-supported, nonindustrial use. The City recently closed on the purchase of the former Veneer Plant property.

**White Paper Mill**—The property constitutes approximately 205 acres of industrially zoned land with a significant waterfront area. Boise White Paper, LLC, closed the main mill operation in the early 2000s. Today, the mill and approximately 10 to 20 acres are leased by Cascade Tissue. The rest of the site is unutilized. The City has also recently completed a transaction with Boise White Paper to transfer ownership of the property to the City.





These two properties are contiguous and are located adjacent to the St. Helens downtown. Redevelopment of some or all of these properties is critical to achieving City goals of public access, environmental restoration, and economic development along the waterfront. In their current state, these properties present uncertain environmental risk, human health hazards, and lost economic opportunities for the community. The City has stepped in to provide leadership and help ensure that the St. Helens community is engaged in planning for the remediation and redevelopment of these significant catalyst properties.

## 2. PURPOSE AND APPROACH

The purpose of the Waterfront Redevelopment Integrated Planning project was to continue to build on the outcomes from the SDAT program to formalize the vision, framework, and implementation strategy for remediation and redevelopment of the city's waterfront. This included the following five objectives:

1. Engage the community to further generate support and leverage local resources.
2. Advance the preliminary understanding of opportunities and challenges posed by existing conditions.
3. Continue receiving feedback on potential future uses for the waterfront to further promote a community vision.
4. 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.
5. Lay the groundwork for future redevelopment planning and position the community for acquisition of funding that would support cleanup and redevelopment.

These objectives were advanced through the work of City staff and a consultant team led by Maul Foster & Alongi, Inc. The project program focused on two primary community engagement activities: formation and facilitation of an advisory committee (the Waterfront Committee) and hosting of a public open house event to share and receive information.

The project team also revised and updated a regional market analysis to provide the City and the Waterfront Committee with the up-to-date perspective on opportunities and constraints relative to growth and development in St. Helens ([Attachment A](#)). The analysis focused on demographic and real estate trends and their implications for development on the waterfront properties, and identified primary considerations for the AWP process.

## 3. PROJECT RESULTS AND OUTCOMES ACHIEVED

The Waterfront Redevelopment Integrated Planning project opened with the first Waterfront Committee meeting in March 2015 and concluded after the fourth committee meeting in July 2015. The following section summarizes the outcomes of the project through each of the five primary objectives.

### **1. ENGAGE THE COMMUNITY TO FURTHER GENERATE SUPPORT AND LEVERAGE LOCAL RESOURCES.**

The St. Helens community was engaged in the Waterfront Redevelopment Integrated Planning process through two primary activities: indirectly through the Waterfront Committee and directly through a community open house.



The Waterfront Committee was established to serve as an advisory panel through planning and redevelopment of the waterfront properties. This committee held four meetings, one of which was set up as a community open house. The City intends to continue to convene the Waterfront Committee as appropriate in future stages of planning and redevelopment.

The Committee is composed of 11 members (listed below) selected to represent a diversity of stakeholder interests with long-term commitment to the community, including business, regional economic development, open space, arts and culture, and tourism.

## WATERFRONT COMMITTEE MEMBERS

- Al Petersen—Planning Commission
- Howard Blumenthal—Parks Commission
- Diane Dillard—Arts Commission
- Chris Finks—Tourism/Maritime
- Natasha Parvey—Chamber of Commerce/  
SHEDCO
- Paula Miranda—Port of St. Helens
- Chuck Daughtry—Columbia County Economic  
Team
- Eric Porchinow—Cascade Tissue
- Ashley Baggett—Public Health
- Randy Peterson—City Councilor
- Susan Conn—City Councilor



The Waterfront Committee worked collaboratively on the following objectives:

- Formalize the Waterfront Committee and establish a working relationship between City staff and committee members.
- Develop a shared understanding of:
  - Redevelopment vision for the waterfront.
  - City's role in bringing that vision to life through the current and future planning and implementation steps.
  - Existing site conditions, including environmental hazards, market conditions, zoning, and other expert perspectives of the various committee members.
- Review and confirm or revise the vision articulated in the SDAT plan.
- Draft a set of high-level, concise goals and guiding principles for redevelopment.
- Discuss potential interim uses on the site and how to manage public access.





## MEETING 1—MARCH 16, 2015

The purpose of the first Waterfront Committee meeting was to convene the group and introduce the committee members to each other, City staff, and the project consultant team. The agenda focused on the following elements:

- Review the roles of the Waterfront Committee in the project objectives.
- Discuss the purpose and vision for the study area.
- Review the existing conditions of the two properties.
- Review the opportunities and constraints presented in the SDAT report.
- Confirm and/or revised as necessary the goals and guiding principles for the project.
- Discuss potential interim uses for the Veneer site.

One of the more significant outcomes of the meeting was a refinement of the Guiding Principles from the SDAT program. The Waterfront Committee spent time reviewing, discussing, and deliberating the relative merits of each principle. In the end, most were retained, and several were simplified to provide maximum flexibility to the City and potential future partners. These revised principles are included below.

### Guiding Principles

1. Acknowledge the planning of the St. Helens Waterfront as a once-in-a-lifetime opportunity to return the highest public benefit to the greatest number of citizens over multiple generations.
2. A sense of connectivity between St. Helens' various neighborhoods, between people and the river, and between St. Helens and the greater local region should be created.
3. Find a balance between economic growth, natural stewardship, and quality of human life:
  - a. Preserve adequate public space; allow for flexible private enterprise.
  - b. Prioritize water-related uses in certain critical areas of the site.
  - c. Ensure access and visibility to the waterfront.
  - d. Preserve vistas and views.
4. Development on the Veneer site should not compete with the Riverfront District, but rather should be planned as an extension to this town center.
5. The highest environmental design standards should be encouraged for all planning and development activity on this site.
6. The Veneer site must be planned to anticipate a dynamic and changing future climate.
7. Visual coexistence with riverfront and riverfront district must be provided.



## MEETING 2—MAY 11, 2015

At the second meeting, Waterfront Committee members focused on two primary tasks: review and discuss the updated market analysis for the project area and review and confirm the scope of work for the AWP grant project. The committee also helped to program and schedule the public open house event.

Discussion around the market analysis revealed some areas of divergent viewpoints within the Waterfront Committee. Specifically, the group discussion centered on the need to provide jobs versus the need to provide amenities on the waterfront properties. It was made clear that, for certain members, lower-wage, tourism-based jobs were not the desired outcome, but others recognized that returning the Veneer property to use as an industrial development was ultimately not beneficial for the community. Eventually, the Waterfront Committee came close to an agreement that the best course of action would be to use a renovated Veneer property as the catalyst in the area and provide the kind of amenities on this property that will make St. Helens an attractive location for investment. There is a large amount of vacant and underutilized industrially zoned property in St. Helens, particularly in the port area and around the White Paper property.

## WATERFRONT COMMITTEE SURVEY

After the second meeting, an online survey was provided for the Waterfront Committee members to complete in advance of the open house. The purpose of the survey was to gather information about priorities for waterfront redevelopment relative to previously completed planning, create a foundation for discussion at the public open house, and set the stage for more detailed work in subsequent planning and implementation. This survey asked the committee members to prioritize the Veneer site uses and amenities (as two separate lists) that had been identified in the SDAT report from most to least important. Waterfront Committee members were asked to explain their choices of priorities, and what they felt was most important to implementation.

The results of the survey are shown below, ranked in order of preference according to the Waterfront Committee members. Participants in the Community Open House were also asked to rank their preferred uses and amenities, and those results are also shown below for comparison. For the most part, there is a great deal of similarity in priorities for the site.





Waterfront Uses	Waterfront Committee	Community Open House
Public Open Space and Public Amenities	1	1
Water-related Recreation	2	2
Food and Beverage Service	3 (tie)	3
Commercial Retail	3 (tie)	4
Light Manufacturing	5	5
Hotel/Hospitality	6	5
Multifamily Residential	7	7
Office	8	7
Senior Living	9	9

Waterfront Amenities	Waterfront Committee	Community Open House
Waterfront Boardwalk	1	1
Public Marina	2	8
Trails Connecting to Downtown and Neighborhoods	3	2
Civic Park Plaza	4	4
Maritime Heritage Attraction	5	6
Nonmotorized-Boat/Kayak Launch	6	5
Public Fishing Pier	7	7
Waterfront Beach	8	3

### MEETING 3—OPEN HOUSE—JUNE 23, 2015

The Open House was held at the renovated Muckle Building in downtown St. Helens and included a formal presentation to inform the community about the progress of the waterfront redevelopment, an opportunity for community members to vote on their preferred amenities and land uses for the Veneer site, and the opening of the Veneer site for the community to explore. Community members were able to see how their prioritization of amenities and uses compared to those of the Waterfront Committee members, as indicated in the Waterfront Committee survey. At this event, 120 people signed in and more may have attended. Comment cards turned in by attendees indicated a significant interest in continuing to participate, remain informed, and promote further youth involvement in the project.

The meeting was scheduled to coincide with the City closing on the Veneer property. The property subsequently was formally opened up to the public. St. Helens community members were invited to explore a property that had been closed and inaccessible to the public for decades.



## MEETING 4—JULY 27, 2015

At the final meeting, Waterfront Committee members convened to review the results of the Waterfront Committee survey and the feedback received at the open house. The agenda included the following items:

- Review and discuss the results of the Waterfront Committee Survey.
- Debrief from the Open House and reviewed community input.
- Draft an outline of the summary report.
- Discuss next steps for the Waterfront Committee, specifically regarding member participation in the AWP project and creation of a group charter.
- Review project outcomes.

This meeting confirmed that the members of the Waterfront Committee would continue as the body representative of the St. Helens community through the AWP process. Members provided feedback on a committee charter, including direction to modify the first two meetings to be more of a design workshop in which Waterfront Committee members would interact with the project urban design / planning consultant.

### 2. ADVANCE THE PRELIMINARY UNDERSTANDING OF OPPORTUNITIES AND CHALLENGES REGARDING EXISTING CONDITIONS.

The Waterfront Committee provided in-depth technical knowledge as well as local and regional perspective on the opportunities and challenges relative to the focus properties and the redevelopment process. Interaction with staff and the consultant team led to productive discussion around these topics, generally revolving around the following primary themes and issues:

#### Opportunities

- The historic waterfront area is reopened to the public and available for reinvention through a comprehensive planning process.
- The Veneer site is cleared of the former mill, and remnant environmental contamination has been sufficiently characterized, remediated and/or controlled.
- Existing historic Downtown St. Helens provides context and a base for new development.
- The Columbia River provides significant opportunities to attract tourists throughout the region. The surrounding natural amenities may attract tourists in search of hiking and paddling.
- Green development can restore and enhance the environmental value and benefits of the waterfront redevelopment.

#### Challenges

- The community is faced with uncertain and sometimes competing interests as it works to identify a primary focus for redevelopment. The primary tension is typically characterized as jobs versus amenities on the waterfront properties.
- The cost of making the needed infrastructure upgrades is uncertain and will be driven by the reuse vision established through the community planning process.





### 3. CONTINUE RECEIVING FEEDBACK ON POTENTIAL FUTURE USES FOR THE WATERFRONT TO FURTHER PROMOTE A COMMUNITY VISION.

The Waterfront Committee is a representative group of the diverse interests in the St. Helens community. In addition to regular participation in the committee meetings, members were charged with relating information from the meetings and the planning process to their personal network; committee members were also asked to provide input based on the perspective of this network, thereby creating an interface between the Waterfront Committee, the City, and the broader St. Helens community.

The Waterfront Committee will continue to meet throughout the course of the AWP process in 2016. In addition to developing a charter and outlining the activities of the Waterfront Committee in that process, members have requested that experts be brought in on occasion to provide perspective and insight into opportunities and constraints relative to the waterfront redevelopment.

In addition to the engagement activities enacted through the Waterfront Redevelopment Integrated Planning program, the City has established several ways to share information with the public and receive feedback on the waterfront redevelopment project through a Web site and social media. The City's Facebook page is one of the most active and "liked" municipal pages in the region and has proven to be a good source of information for the community. Several open house participants cited it as the best source of information for the project.

### 4. REFINE THE UNDERSTANDING OF POTENTIAL IMPACTS FROM WATERFRONT REDEVELOPMENT ON THE LOCAL AND REGIONAL ECONOMY, SENSE OF PLACE, AND OVERALL QUALITY OF LIFE FOR THE COMMUNITY.

For the current phase of planning, the project team revisited and confirmed broad market conditions and themes from a 2013 Market Analysis. Demographic and real estate trends remain fairly constant, and the analysis focused on outlining implications for development on the two focus properties.

#### Implications for Veneer site

- Demographic and real estate trends will remain challenging for new residential and commercial development if site development draws from the current market in St. Helens. Incomes and rents are generally low and not supportive of new, urban-style construction. St. Helens continues to be an affordable place to live when compared with other communities in the Portland metropolitan service area.
- New housing will need to capture higher-income residents, potentially from outside the current St. Helens market, who desire the amenities provided at the site: river access and a small town, neighborhood feeling. New housing development may move at price points that are not currently supported by the local market but that are still lower than comparable properties in Portland and Vancouver. These residents would want to pay a premium for waterfront access, views, and proximity to a revitalizing downtown.
- Retail uses should complement and expand upon downtown businesses. The historic downtown would benefit from improved access to the riverfront and to Highway 30. The small number of households in St. Helens and relatively low disposable incomes make it difficult for retailers to earn enough from the local market. Households in St. Helens purchase many goods and services outside St. Helens, yet retail in the community struggles. Again, retail should serve local as well as transient markets.
- Large-scale office development is not a likely use for the site. There likely would be some demand for new office space in downtown, in particular for live-work and smaller-scale offices. However, new office construction is not currently feasible, given achievable rents of around \$13 to \$15 per foot.
- Additional research into demand for a hotel is warranted. With new attractions supporting the St. Helens



downtown, there could be demand for a new hotel in the area. A hotel market analysis would help the City to understand factors that could influence demand on the site and what type of hotel could be most viable in the area.

- It may be necessary to develop the site in phases that build from interim uses and from initial development that is best able to capitalize on established and nearby infrastructure. Any businesses that create attractions and also emphasize the market niche would be helpful in early phases.

### Implications for White Paper site

Market indicators for industrial development in St. Helens are relatively positive. Vacancies are low and rents have increased. The White Paper site, as a larger waterfront site zoned for industrial uses, is an important employment asset. Maintaining industrially zoned land is an important part of the city and regional economic development strategy.

- Flexible zoning is needed to best capture new opportunities. The area economy is currently transitioning from one or two major employers to many smaller-scale employers. The City can play a role in helping those businesses find suitable spaces.
- Improved transportation access to Highway 30 is critical to the success of the White Paper site in attracting new employment uses. The timing of investments on the site should be a key discussion point in the next phase of implementation.
- The City should continue to lease its land to industrial uses on the White Paper site while tracking regional employment trends.
- The Master Plan should explore opportunities (and barriers) to continuous waterfront open space access that would connect the Veneer site to the White Paper site.

## 5. LAY THE GROUNDWORK FOR FUTURE REDEVELOPMENT PLANNING AND POSITION THE COMMUNITY FOR ACQUISITION OF FUNDING THAT WOULD SUPPORT CLEANUP AND REDEVELOPMENT.

Continued progress on the waterfront redevelopment will require the City to leverage the work completed to date into additional grant and other investments in planning, design, and, eventually, public improvements. Sound planning and preparation at this stage are fundamental to future success.





The City has already leveraged the Waterfront Redevelopment Integrated Planning project into a successful application for an AWP grant from the USEPA. This grant provides \$200,000 to complete a comprehensive scope of work to help move the waterfront redevelopment project toward implementation. Implementation of the work plan, which is included as [Attachment B](#), will result in the following:

- A site-specific needs assessment
- Scenario planning
- An implementation strategy and framework plan
- Multiple community-involvement events

The AWP process will help to address the following questions related to key elements of the waterfront redevelopment:

- How should transportation access from Highway 30 and downtown St. Helens be provided to ensure that the sites remain competitive in attracting new development?
- For the Veneer site, where should local roads and utilities be located to create developable parcels and position the area for development? How big should those parcels be to best attract new development?
- How should parcels be oriented to ensure visual and physical connectivity to the water?
- Are changes to the existing wastewater treatment center important in allowing development to take place? Could those changes result in the availability of additional developable land? Are those changes feasible?
- How should riverfront paths interface with potential employment uses on the White Paper site?
- How can development agreements with developers fund some portion of the needed infrastructure on the Veneer site?



A key outcome of the AWP program will be a framework plan with action items and a program of next steps to help the City work with public- and private-sector partners to fund cleanup, infrastructure improvements, public amenities, and other priorities to move the properties forward toward redevelopment.

**SITE FIGURE**



# Site Overview

Boise Cascade  
Veneer Plant Site  
St. Helens, Oregon



# PROGRESS TIMELINE

# WATERFRONT REDEVELOPMENT PROGRESS TIMELINE

Pre - 2012

2013-2016

2017+

## Mill Closure

- Economic impact to community
- Opportunity to evaluate redevelopment of waterfront

## Due Diligence

- Environmental assessment
- Economic Analysis
- Acquisition strategy; purchase and sale negotiations

## Area-Wide Program

- Identify and implement interim uses
- Location of developable parcels; building massing
- Streets and infrastructure
- Open space, public areas, waterfront amenities
- Connectivity with surrounding districts and Highway 30
- Preliminary cost estimate for infrastructure improvements
- Implementation strategy

## Land Use & Site Preparation

- Adopt zoning and design and development standards
- Codify plan
- Plan for and implement public improvements

## SDAT Program

- Preliminary vision and guiding principles
- Conceptual plan development

## IPG Program

- Convene leadership group
- Confirm and refine vision and guiding principles
- Revisit market analysis

**WE ARE HERE**

## Port Partnership

- Cost/benefit evaluation of potential Highway 30 alternative connection

## Development Agreements

- Deposition strategy; identify private partners
- Clarify partnership to develop infrastructure and first projects

Development implementation





# ATTACHMENT A



# St. Helens Waterfront Market Overview

APRIL 2015

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## Acknowledgments

For over 40 years ECONorthwest has helped its clients make sound decisions based on rigorous economic, planning, and financial analysis. For more information about ECONorthwest: [www.econw.com](http://www.econw.com).

ECONorthwest prepared this report for the City of St. Helens. It received substantial assistance from Maul Foster & Alongi. Other firms, agencies, and staff contributed to other research that this report relied on.

That assistance notwithstanding, ECONorthwest is responsible for the content of this report. Staff at ECONorthwest prepared this report based on their general knowledge of market conditions in the Portland region and on information derived from government agencies, private statistical services, the reports of others, interviews of individuals, or other sources believed to be reliable.

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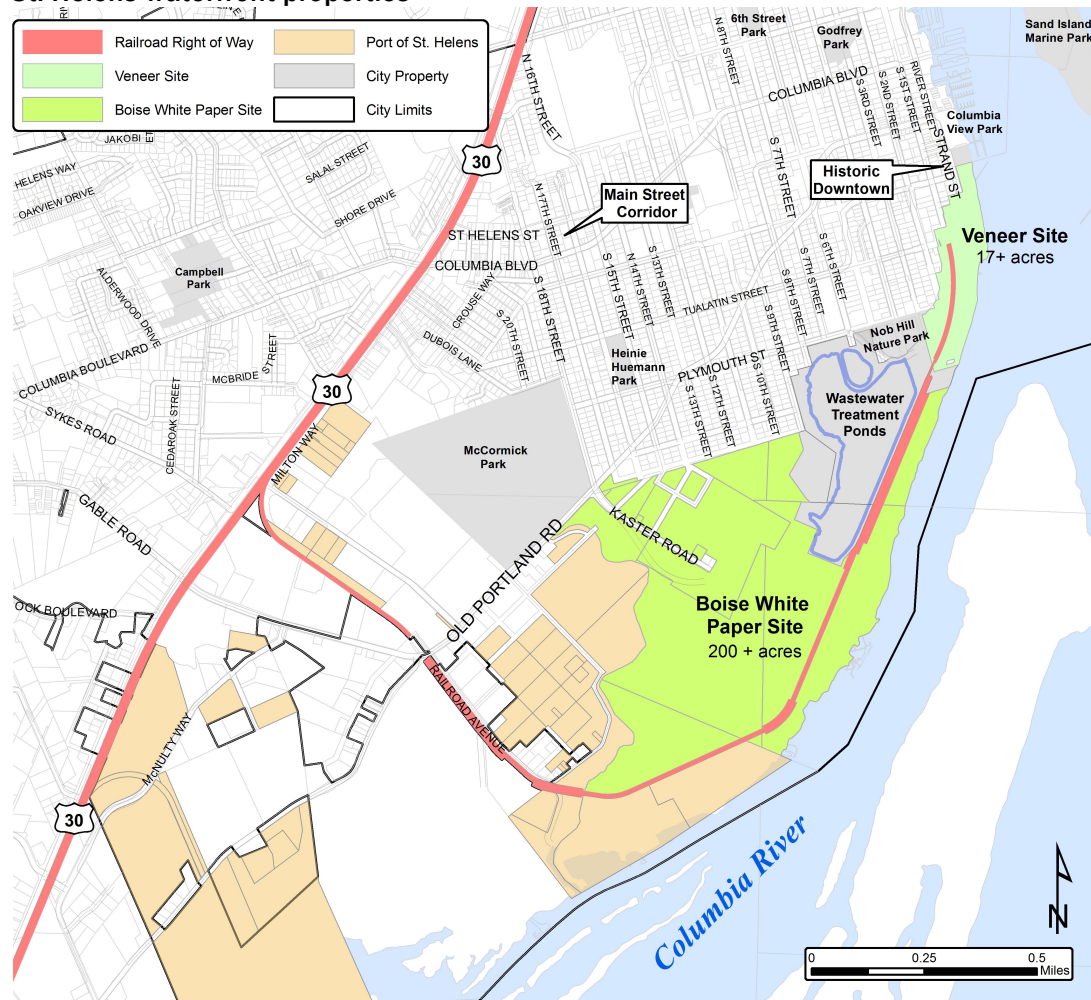


# Introduction

ECONorthwest and Maul Foster & Alongi (MFA) are completing a process to help frame goals and objectives for two waterfront sites near its downtown in preparation for a master planning effort starting in Summer 2015. This memorandum provides market-based input into that process with an update to ECONorthwest's 2013 market analysis, and recommendations on next steps for the City to consider as it sets the stage for future site development.

St. Helens is about 30 miles northwest of Portland and is connected via State Highway 30. The two sites addressed in this analysis are shown in the figure below. The Boise Veneer site lies on the eastern edge of the town, at the confluence of the Columbia River with the Multnomah Channel. The Veneer site's location gives it excellent access to and views of the Columbia River. The Boise White Paper site is a 200-acre industrial site, developed with some industrial uses but with additional available land to expand job-generating uses. Together, the two sites provide opportunities for job creation, new residential development, and continuous public waterfront access.

## St. Helens waterfront properties



# Demographics and real estate trends

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ECONorthwest completed a market analysis for the Veneer site in February 2013; this section provides updated information about major demographic trends for the study area and comparison geographies. These trends affect demand for different uses in St. Helens. Most of the findings from the previous analysis still stand.

Unless otherwise noted, this section uses Census American Community Survey (ACS) 5-year estimates (2009-2013) for the Portland Road Corridor and ACS 1-year estimates (2013) for other geographies.

## Population

About 26% of the County's population lives in St. Helens.

### POPULATION, 2013

Source: Census Bureau, ACS 2009-2013.

**12,985**

St. Helens

**49,333**

Columbia Co.

**3,868,721**

Oregon

The City's population has grown faster than the County and the State.

### AVERAGE POPULATION GROWTH PER YEAR, 2000-2010

Source: Portland State University, Population Research Center

**2.55%**

St. Helens

**1.26%**

Columbia Co.

**1.14%**

Oregon

Columbia County is expected to grow at about the same rate as the State.

The County will capture about 13,000 new residents by 2035.

### FORECASTED AVERAGE ANNUAL GROWTH RATE, 2015-2035

Source: Office of Economic Analysis Oregon

Not available

**2.25%**

(12,810 people)  
Columbia Co.

**2.24%**

(993,600 people)  
Oregon

## Demographic trends

St. Helens has more people under the age of 40 than Columbia County or the State.

### POPULATION YOUNGER THAN 40 YEARS, 2013

Source: Census Bureau, ACS 2009-2013.

**59%**

(7,761 people)  
St. Helens

**47%**

(23,267 people)  
Columbia Co.

**53%**

(2 million people)  
Oregon

**St. Helens has larger household sizes than the County or the State.**

#### HOUSEHOLD SIZE, 2013

Source: Census Bureau, ACS 2009-2013

**2.70**  
St. Helens

**2.57**  
Columbia Co.

**2.49**  
Oregon

**Like Columbia County, St. Helens has lower number of Hispanic residents than the State.**

#### PERCENT HISPANIC OR LATINO, 2013

Source: Census Bureau, ACS 2009-2013

**6.5%**  
St. Helens

**4.3%**  
Columbia Co.

**11.9%**  
Oregon

**Education levels are lower in St. Helens.**

#### PERCENT OF RESIDENTS 25 YEARS AND OVER WITH A BACHELOR'S DEGREE OR HIGHER, BY GEOGRAPHY, 2013

Source: Census Bureau, ACS 2009-2013

**16.9%**  
St. Helens

**18.0%**  
Columbia Co.

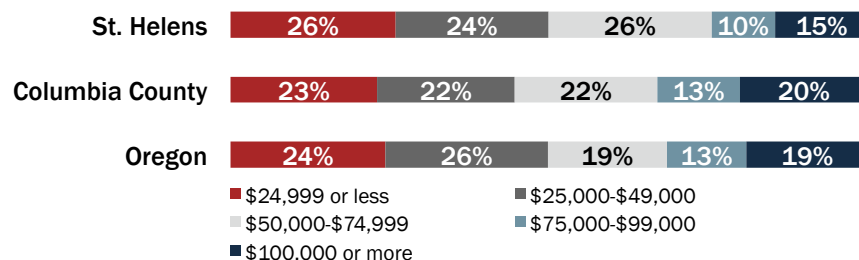
**30.1%**  
Oregon

#### Incomes are lower.

There are fewer high-income households in St. Helens than Columbia County or the State.

#### HOUSEHOLD INCOME, 2013

Source: Census Bureau, ACS 2009-2013



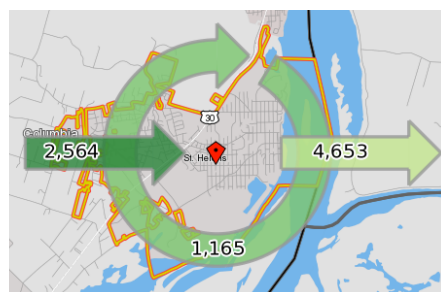
## Employment

#### About 2,600 people commute into St. Helens each day.

At the same time, about 4,700 (80%) of employed residents in St. Helens commute outside of the City for work. Almost a quarter of residents commute more than 25 miles.

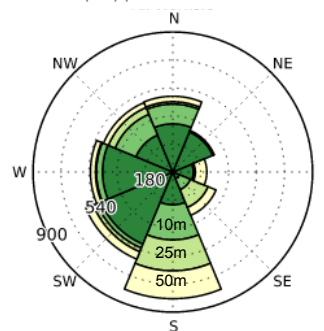
#### COMMUTE PATTERNS

Source: U.S. Census Bureau. 2013. OnTheMap Application. <http://onthemap.ces.census.gov>



#### JOB COUNTS BY DISTANCE/DIRECTION, 2011

Source: U.S. Census Bureau. 2013. OnTheMap Application.



**59%**  
Less than 10 miles

**17%**  
10 to 24 miles.

**11%**  
25 to 50 miles

**13%**  
50+ miles

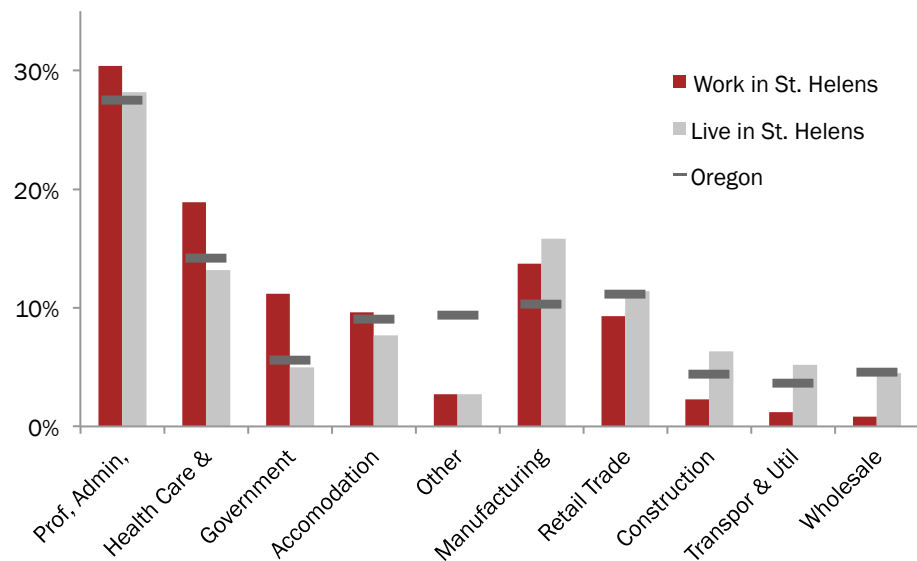


## There is a slight mismatch between the jobs available in St. Helens and where residents work.

Compared to residents, a larger share of the people who commute to work in St. Helens are employed in professional services, healthcare, government, and accommodations and food. At the same time, a larger share of the City's employed residents work in manufacturing, retail trade, and construction.

### PERCENT OF TOTAL EMPLOYMENT BY SECTOR, ST. HELENS, 2013

Source: U.S. Census Bureau. 2013. OnTheMap Application.



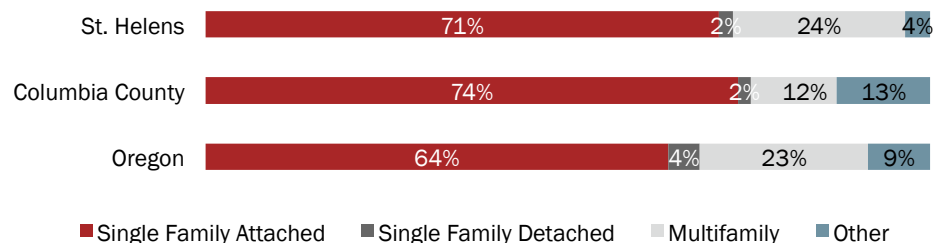
## Residential uses

### St. Helens and Columbia County have a less diverse mix of unit types than the statewide average

Multifamily units comprise about 24% of the City's housing stock.

### MIX OF EXISTING HOUSING TYPES, 2009-2013

Source: U.S. Census



### St. Helens has a similar homeownership rate to the State.

### PERCENT OF HOMES THAT ARE OWNER-OCCUPIED, 2013

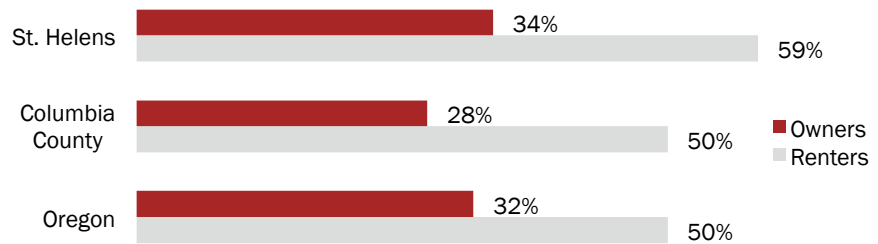
Source: U.S. Census



**St. Helens households are more cost-burdened than Columbia County or the State.**

#### PERCENT OF OWNERS AND RENTERS PAYING MORE THAN 30% OF THEIR INCOME IN HOUSING COSTS, 2013

Source: U.S. Census



**Multifamily properties in St. Helens have lower asking rents and vacancy rates than Columbia County or the Portland MSA.**

#### MULTIFAMILY INDICATORS, 1ST QUARTER OF 2015

Source: Costar

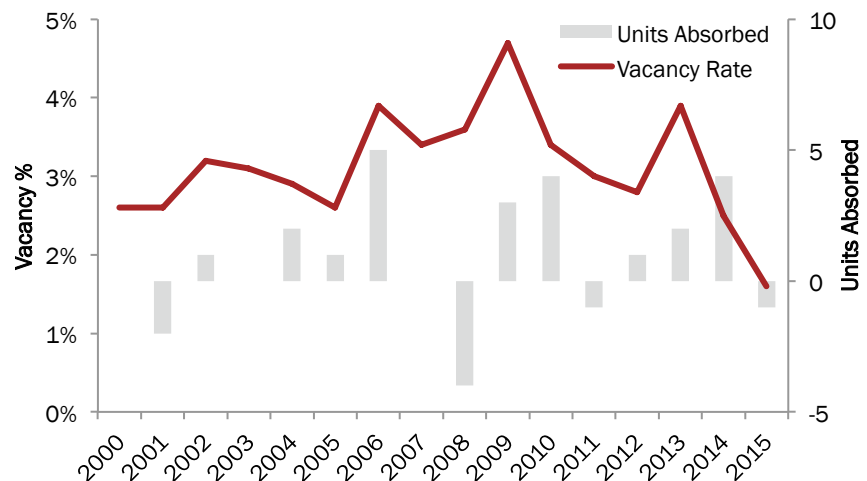
	St. Helens	Columbia County	Portland MSA
Existing units	443	669	231,051
Vacancy rate	1.5%	2.0%	2.8%
Under Construction	0	0	7,020
<b>Asking Rents</b>			
Studio Asking Rent	\$594	\$623	\$888
1 Bed Asking Rent	\$661	\$633	\$939
2 Bed Asking Rent	\$704	\$719	\$1,057
3+ Bed Asking Rent	\$698	\$780	\$1,245

**Apartment vacancy rates in St. Helens decreased to 2% in the first quarter of 2015.**

However, there have been few units absorbed, even given lower vacancy rates.

#### MULTIFAMILY ABSORPTION AND AVERAGE ASKING RENT IN ST. HELENS MARKET, 2000-2015

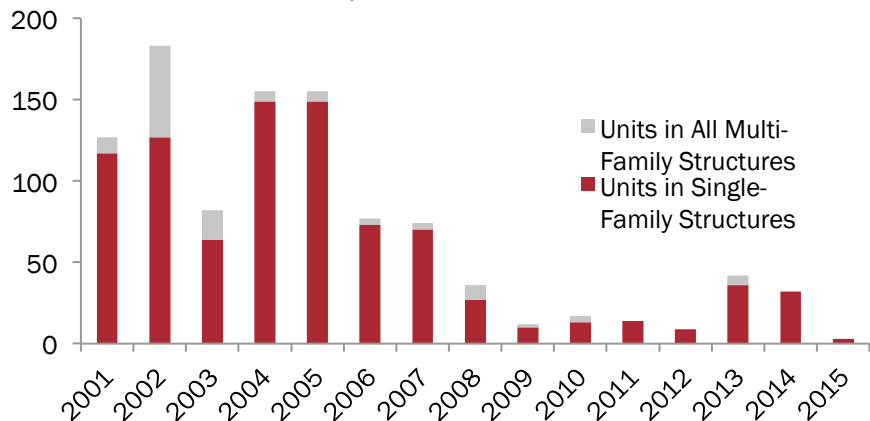
Source: Costar



Housing development in St. Helens has slowed since the early 2000s, when over 100 units were built per year.

#### SINGLE FAMILY AND MULTI-FAMILY HOUSING PERMITS, ST. HELENS, 1980 TO 2011

Source: HUD State of the Cities Data Systems.



## Commercial uses

St. Helens has lower rents for both office and retail than Columbia County or the Portland MSA.

#### COMMERCIAL INDICATORS, FEBRUARY 2015

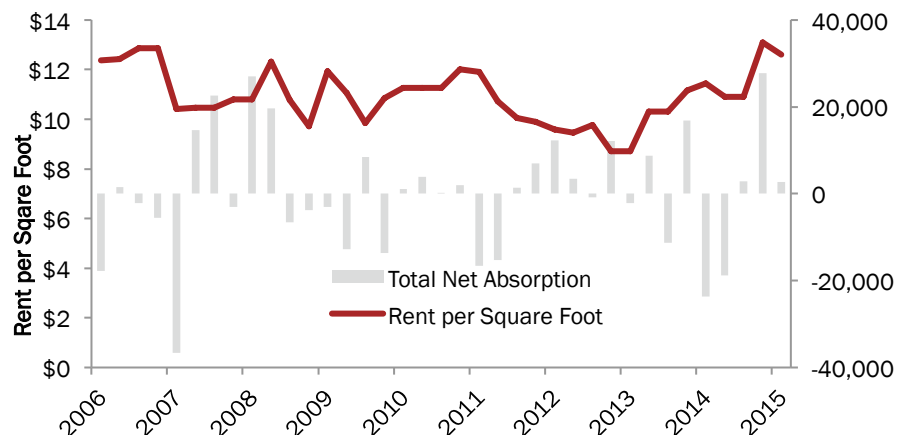
Source: CoStar

	St. Helens	Columbia County	Portland MSA
<b>Office Projects</b>	23	50	5,621
Existing SF	214,155	312,290	97,855,346
Vacant SF	19,071	26,771	8,255,527
Asking Rents	\$12.93	\$13.31	\$21.16
<b>Retail</b>	61	135	10,845
Existing SF	557,914	1,177,426	117,201,744
Vacant SF	16,740	66,559	5,501,788
Asking Rents	\$7.56	\$12.60	\$16.86

Since 2013, average office rents in the Columbia County have increased slightly to \$13.31 per square foot. Vacancies have decreased to around 8%, which is comparable to the Portland MSA.

#### ABSORPTION AND AVERAGE ASKING RENT IN COLUMBIA COUNTY OFFICE MARKET, 2006-2015

Source: CoStar



## Industrial uses

Average rents for industrial uses in St. Helens are close to Portland MSA averages, with lower vacancies.

Since 2008, average industrial rents in Columbia County have fluctuated between \$4 and \$8 PSF.

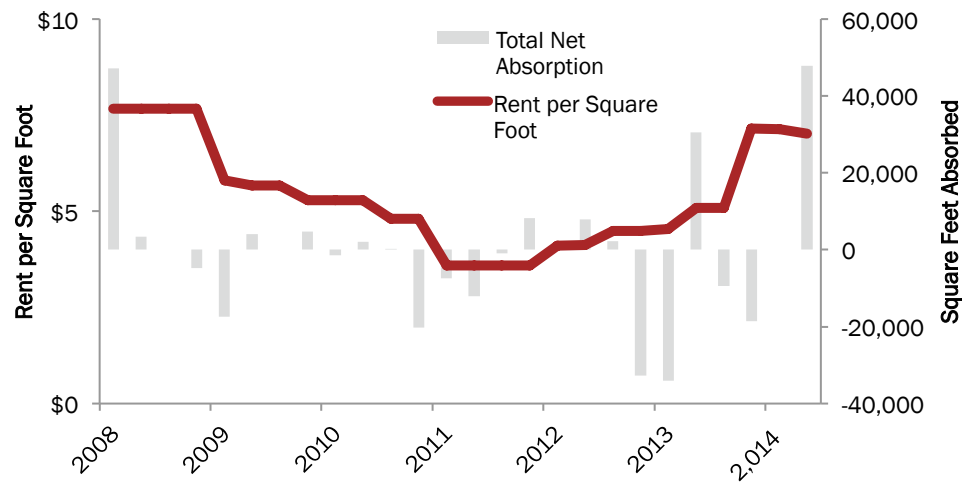
### INDUSTRIAL INDICATORS, FEBRUARY 2015

Source: CoStar

	St. Helens	Columbia County	Portland MSA
Existing SF	415,199	1,343,055	192,299,790
Vacant SF	17,500	51,500	9,355,499
Vacant %	4.2%	3.8%	4.9%
Asking Rent	\$6.00	\$7.28	\$5.60

### ABSORPTION AND AVERAGE RENT PER SQUARE FOOT IN COLUMBIA COUNTY INDUSTRIAL MARKET, 2008-2015

Source: CoStar





# Implications

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Based on the updated data and findings, ECONorthwest found the following implications for each type of development.

## Veneer site

As with the 2013 market analysis, these updated data continue to suggest that the Veneer site should primarily develop with residential and supportive retail or employment uses. The site's proximity to downtown St. Helens and opportunities for waterfront views and access provide its best competitive advantage. The site's advantages suggest that master plans should help the site to compete with other larger riverfront sites available around the region and the Pacific Northwest, rather than with other developable land currently available for development in St. Helens.

More specific market findings follow:

- **Demographic and real estate trends remain challenging for new residential and commercial development**, if site development draws from the current market in St. Helens. Incomes and rents are generally low and not supportive of new, urban style construction. St. Helens continues to be an affordable place to live, when compared with other communities in the Portland MSA. Despite low vacancy rates, there have been very few new multi-family units constructed in the past 10 years. While there is not a deep pool of households that can afford homes priced over \$200,000, there may be unmet demand at lower price points.
- **New housing will need to capture higher-income residents who desire the amenities provided at the site: river access and a small town, neighborhood feeling.** New housing development may be able to attract residents from outside of St. Helens, and perhaps move at price points that are not currently supported by the local market, but are still lower than comparable properties in Portland or Vancouver. These residents would want to pay a premium for waterfront access, views, and proximity to a revitalizing downtown. It is likely that more households would like property with direct dock access. As discussed in the 2013 market analysis, there is a small development of townhouses with private dock access at the corner of South River and St. Helens Street. The development was built in the late 1990s and the units sold well. Local realtors estimated the units to be valued at roughly \$180,000 to \$200,000 per unit (in 2013). The key element of that development's success was its proximity *and* access to the Columbia River.
- **"Vacation" housing and seasonal retail.** Attracting a higher-income demographic to St. Helens to take advantage of its waterfront amenities may have drawbacks. Some of these households will purchase these units as a second home, which would decrease demand for local retail options in the off-season and leave housing vacant for portions of the year. A tenant mix that can weather seasonal shifts in revenue will be the most successful on

this site. The best opportunity for retail in the community will be to focus on the goods and services that require a physical presence.

- **Retail uses should complement and expand upon downtown businesses.** The historic downtown would benefit from improved access to the riverfront and additional moorage. At the same time, the small number of households in St. Helens and relatively low disposable incomes make it difficult for retailers to earn enough from the local market. Households in St. Helens purchase many goods and services outside of St. Helens, yet retail within the community struggles. Large discount retailers can offer goods for much lower prices at regional facilities.
- **Large-scale office development is not a likely use for the site.** There would likely be some demand for new office space in downtown, in particular for live-work and smaller-scale offices. However, new office construction is not feasible, given achievable rents around \$13-15 per foot.
- **Additional research into demand for a hotel is warranted.** With new attractions supporting St. Helens' downtown, there could be demand for a new hotel in the area. A hotel market analysis would help the City to understand factors that could influence demand on the site and what type of hotel could be most viable in the area.

In light of these findings, master planning for the Veneer site should position it to compete for specific target demographics that are likely to be attracted to the site's amenities: new residents, and visitors. The table below provides details.

#### TARGET MARKETS

	Veneer Site Residents	Visitors
Who are they?	Retirees with boats Commuters with incomes >\$50K People who work remotely with incomes >\$50K	Small non-motorized watercraft users Sail boaters/recreational boaters Road cyclists/mountain bikers Arts & crafts seekers, antique shoppers Wildlife watchers, birders <sup>1</sup>
Implications for Uses	Live-work uses High-end housing (townhomes, apartments, etc.) Retail minimal and seasonal Boat-oriented	Outdoor-oriented retail Boat-up restaurants Boutiques
Supportive Amenities	Moorage Boat ramp Gas Connections to downtown and improvements	Open space and visual access to river Connections to Willamette River trail Bike network Boat rental Kid-friendly activities/events
Programmatic considerations	Continued Main Street involvement Events	Leasing strategy to attract suitable mix Marketing for the area Wayfinding Events

<sup>1</sup> These market segments were identified in the 2007 report, "Sustainable Tourism: Tourism Plan for South Columbia County and the City of St. Helens."

The site may need to be developed in phases. Following are some initial considerations regarding phasing:

- Interim uses could help to attract visitors to the site even in advance of development occurring, and begin to brand and market the site to the target market niche. For example, organized birding tours, kayak and canoe trips shuttle between Scappoose Bay and the site, etc.
- Any businesses that create attractions and also emphasize the market niche would be helpful in early phases. Examples include rental facilities (sailboats, kiteboards, kayaks, etc.), fishing oriented businesses (bait shop with fuel dock, etc.), or restaurants or breweries with outdoor patio seating to take advantage of views.
- Initial development should occur closer to existing infrastructure and street grid, at the northern end of the site, to limit infrastructure costs and to build upon the existing activity at the existing waterfront park, government buildings, and downtown St. Helens.

## White Paper site

Market indicators for industrial development are relatively positive. Vacancies are low, and rents have increased. The White Paper site, as a larger waterfront site zoned for industrial uses, is an important employment asset. Maintaining industrially zoned land is an important part of the city and regional economic development strategy.

- Flexible zoning is needed to best capture new opportunities. The area economy is currently transitioning from one or two major employers to many smaller-scale employers. The City can play a role in helping those businesses find suitable spaces.
- Improved transportation access to Highway 30 is critical to the success of the White Paper site in attracting new employment uses. The timing of those investments on the site should be a key discussion point in the next phase of implementation.
- The City should continue to lease its land to industrial uses on the White Paper site while tracking regional employment trends.
- The Master Plan should explore opportunities (and barriers) to continuous waterfront open space access that connects the Veneer Site to the White Paper site.



# Master plan considerations

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## Questions for further study

The master plan process can help to address the following questions related to site elements, along with other typical master planning questions:

- How should transportation access from Highway 30 and downtown St. Helens be provided to ensure that the sites remain competitive to attract new development?
- For the Veneer site, where should local roads and utilities be located to create developable parcels and position the area to develop? How big should those parcels be to best attract new development? How should parcels be oriented to ensure visual and physical connectivity to the water?
- Are changes to the existing wastewater treatment center important to allowing development to occur? Could those changes result in the availability of additional developable land? Are those changes feasible?
- How should riverfront paths interface with potential employment uses on the White Paper site?
- How can development agreements with developers fund some portion of the needed infrastructure on the Veneer site?

## Funding for infrastructure and open space

The City should be proactive in its conversations about funding sources for infrastructure and open space. It should evaluate a set of funding sources to fund infrastructure and attract development. Funding for open space and public access areas is likely to come primarily from a public source as opposed to private, development-derived funding, as the improvements will benefit all residents of St. Helens and provide a public amenity. These options should evaluate funding sources based on a set of common funding criteria: economic feasibility (revenue generation, administrative cost, and revenue stability), fairness, legality, and political acceptability. Tools that the City should explore include:

- **Local Financing – Development Driven** (i.e. urban renewal and tax increment finance, systems development charges, etc.)
- **Local Financing – Publicly Generated** (i.e. general fund, fees, etc.)
- **Tax Abatements and Credits**
- **Low Interest Loans, Subsidies, and Grants**
- **Other Incentives**

# **ATTACHMENT B**

## **FY15 EPA Brownfields Area-Wide Planning Program**

*City of St. Helens*

### **Workplan for CERCLA Section 104(k)(6) Cooperative Agreement**

#### **1. ENVIRONMENTAL RESULTS**

##### **EPA Strategic Plan Goal 3: Cleaning Up Communities and Advancing Sustainable Development**

**Objective: Promote Sustainable and Livable Communities**

##### **CFDA: 66.814 (Brownfields Training, Research, and Technical Assistance Grants and Cooperative Agreements)**

Brownfield assessment, cleanup and reuse are integral components of EPA's mission of protecting human health and the environment. By definition, brownfield sites are a potential source of environmental contaminants that could negatively affect human health and the environment.

EPA's Brownfields Area-Wide Planning (BF AWP) Program is designed to help communities confront local environmental and public health challenges related to brownfields, and benefit underserved or economically disadvantaged communities. Area-wide planning for brownfields encourages community-based involvement in site assessment, cleanup and reuse planning, as well as overall neighborhood revitalization. Through a BF AWP approach, the community identifies a specific project area that is affected by a single large or multiple brownfields, then works with residents and other stakeholders to develop reuse plans for catalyst, high priority brownfield sites and the project area surrounding these sites. These reuse plans then inform the assessment and cleanup of brownfield sites.

As the brownfields area-wide plans are implemented by the communities, and properties within the area affected by brownfields are cleaned up and reused, EPA expects there will be positive environmental outcomes related to public health, air and water quality, such as reduced exposure to contaminants, reduced greenhouse gas emissions and other air pollutants, reduced stormwater runoff, and substantial reductions in pollutant loadings in local waterways. EPA expects these types of environmental outcomes at brownfields and other infill properties that accommodate the growth and development that would otherwise have occurred on undeveloped, greenfield properties.

*Catalyst for economic development*—The City has identified two catalyst sites (the Veneer Mill and Boise White Paper Mill) that have significant potential as employment and economic anchors for a mix of commercial and residential uses, as well as tourism and public access to the waterfront. Their proximity to the downtown and main street corridor allows for a seamless extension of the business district with space for a variety of uses. The BF AWP grant provides an opportunity to develop a cohesive, systematic community and economic development strategy that addresses the connection between the existing downtown and the catalyst properties. This clear vision will help spur interest among investors in redevelopment of the area according to the best uses planned for the community and the local economy.

*Facilitating use of existing infrastructure*—The City, residents, and business community recognize the importance of providing transportation links from the highway to the downtown district and the catalyst properties. The BF AWP grant will help to facilitate the planning of best routes and other features related to infrastructure (including sewer and water capacity), including possible uses for rail lines and existing industrial buildings.

*Creating and preserving natural environmental areas*—The City and the St. Helens community place high importance on parkland, riverfront access, and natural habitat preservation. Incorporating nature trails, green spaces, connections with Nob Hill Nature Park adjacent to the catalyst properties, and using sustainable design elements for possible infrastructure will be addressed in the redevelopment evaluation of the catalyst sites. The BF AWP grant will provide assistance in the planning process to incorporate the natural environment in redevelopment efforts.

*Other sustainable and equitable development*—The City's evaluation will include the possibility of affordable housing on and surrounding the catalyst sites. The likely increase to property values resulting from revitalization will be a major factor in creating a sustainable plan for the properties. Stacked mixed-use buildings will be used to maximize space and create a more diverse and sustainable economy. Access to the catalyst site area will also acknowledge all modes of transportation: public transit, cars, bicycles, and pedestrian use.

## **2. PROJECT DESCRIPTION**

The Small Business Liability Relief and Brownfields Revitalization Act was signed into law on January 11, 2002. The Act amends the Comprehensive Environmental Response, Compensation and Liability Act (CERCLA), as amended, by adding Section 104(k). Section 104(k) authorizes the U.S. Environmental Protection Agency (EPA) to provide funding to eligible entities to inventory, characterize, assess, conduct planning related to, remediate, or capitalize revolving loan funds for, eligible brownfield sites. Entities are selected from proposals prepared in accordance with the Request for Proposals for the BF AWP Grant and submitted in a national competition. City of St. Helens was selected as a BF AWP grant recipient in the FY 2015 competition.

### **2.1 Objective**

The City of St. Helens will facilitate community involvement and conduct research/technical assistance activities that will enable them to develop a brownfields area-wide plan, including a robust plan implementation strategy, for the Waterfront Redevelopment Project. Two brownfield sites are considered catalyst, high priority sites within this project area. The reuse strategies and plans developed for these brownfield sites through this project are being done to help facilitate site assessment, cleanup and eventual redevelopment.

The City's waterfront project area consists of two high-priority catalyst sites. Both sites were former paper and wood-related industrial mills that provided more than 900 family wage jobs. Over the past ten years, declines in paper market demand required major reductions in the workforce to the point where both sites closed in 2008 and 2012, respectively. If remediated from likely contaminants resulting from previous industrial activities, these properties will spur redevelopment of adjacent properties, transform the downtown waterfront, and have a positive



economic impact for the entire city. They have also been selected because of their critical role in allowing the City to achieve community development goals for increased public riverfront access, environmental restoration, improved connectivity and economic development. The goal of the project to be funded by this cooperative agreement is to develop an area-wide plan (including a plan implementation strategy) for the identified high priority catalyst sites in this project area. The City will conduct activities focused on helping to understand the community's goals for this project area and focus on the brownfield sites as opportunities to meet those goals.

BF AWP activities funded under this grant will help to inform the subsequent assessment, cleanup, and subsequent reuse of those sites. This goal will be accomplished by involving the community to identify various needs and uses for these sites, market and infrastructure feasibility, and assessment of the environmental conditions of these two catalyst brownfields. Tasks to complete this will be performing public outreach, assess the existing conditions of the sites including a detailed market assessment performed by a professional economic development contractor, create a site-specific redevelopment assessment and scenario planning, and an area-wide implementation strategy to assist in cleanup and redevelopment of these brownfield sites.

Cooperative agreement funding will be used to cover the costs of activities at or in direct support of brownfields sites as defined under CERCLA §101(39). The overall coordination of the cooperative agreement will be carried out by John Walsh, the City Administrator, assisted by the City's Finance Director and City Attorney, with technical assistance and oversight to be performed by a planning contractor with experience in brownfields issues.

## **2.2 Results or Benefits Expected**

The activities and information gathered under this cooperative agreement will be done in a manner that facilitates subsequent assessment, cleanup and redevelopment of brownfields sites.

The City is committed to planning through an open, public process. As the City proceeds in the planning process and considers acquisition of the catalyst properties, it is critical that they engage the public on a broader level in order to shape public policy and the decision points moving forward. The community's insights on understanding the local economic market and being able to provide feedback and ideas on infrastructure and redevelopment opportunities will be crucial to the success of these two catalyst brownfield sites.

## **2.3 Approach**

### **2.3.1 Activities/Tasks/Methodology**

Work program will be developed in close consultation with EPA Region 10 Brownfields Program. EPA's Office of Brownfields and Land Revitalization may also be consulted.

## **TASK 1. Cooperative Agreement Oversight and Project Management**

Task 1 activities will include the following:

- hiring a planning/environmental design/community involvement project contractor with brownfields and economic development expertise or otherwise obtaining contractor services for the BF AWP project
- attending relevant training and conferences, including:
  - September 2015 Brownfields Conference in Chicago, IL (grantee kick-off meeting expected), and
  - Fall 2016 mid-project training meeting for all FY15 BF AWP grantees (location: TBD)
  - Regional grantee meetings/workshops, etc
- monthly (or more frequent) project calls with EPA project officer
- regular reporting of accomplishments in ACRES, including all project leveraging information and associating assessment and cleanup property to the BF AWP grant
- preparing quarterly/final progress reports, workplan deliverables tracking, and financial status reports
- project closeout

Task will be conducted by:

John Walsh, the City Administrator, will be overseeing programmatic activities, including preparation of quarterly reports, annual financial reporting, and all other USEPA reporting requirements.

The project contractor is budgeted for assistance with preparation of reports and other eligible programmatic activities in support of execution of the tasks outlined below.

Key task deliverables are expected to be:

Completion of reports and management of the project is completed on time and correctly. This will result in the creation of a finalized area-wide plan for the project area addressing the needs of the community to help revitalize the catalyst brownfield sites.

**TASK 2. Community involvement activities that lead to identifying community priorities for near and long-term cleanup and reuse of brownfield sites.**

These activities will be designed to help identify possible reuses for brownfields that will meet community health, environmental and economic development goals. Task 2 activities will include:

- *Informational Materials*—The City will develop and distribute informational materials to help educate residents and property and business owners within and neighboring the planning area. The materials will communicate the goals and anticipated outcomes of the project and inform the recipients regarding ways to be involved in the project. Materials will be distributed through mail and through a project website to be developed and maintained by the City.
- *Community Meetings*—The City will conduct two public meetings dedicated to the AWP effort. The first public meeting will be held as an open house intended to educate the public on the AWP efforts and the opportunity for redevelopment on BWP and Veneer properties. The public will be asked to set priorities and generate ideas for future use of the two properties. A second open house will be held to present conceptual reuse scenarios for the two properties and collect feedback regarding the community's preferred uses.

- *Citizen Advisory Committee*—The City will create a Citizen Advisory Committee of partners to help guide the planning process and inform the general public on a regular basis. Community representatives from local and regional economic development, public health, environmental, and government organizations will participate in these committees. It is anticipated that the committee formed during this project will remain in effect throughout the lifespan of the redevelopment of the downtown waterfront planning area to ensure continuity and consistent engagement with the community.

Task will be conducted by:

The community involvement project contractor selected by the City will be developing informational materials and facilitate the two community meetings and monthly committee meetings.

City staff will participate in the meetings and assist in public involvement promotion through a project website and other traditional and social media.

Key task deliverables are expected to be:

The community involvement process will result in a report showcasing the community's input in the area-wide planning process. Their input will provide insight on local economic development factors, infrastructure and redevelopment opportunities, environment sustainability, and equitable development.

**TASK 3. Research existing conditions of the project area and the specific catalyst/high priority brownfield sites.**

These activities will be designed to help identify possible reuses for brownfields that will meet community health, environmental and economic development goals, and help lead to assessment and cleanup of brownfield sites. Task 3 activities will include:

- Assessment of the physical and regulatory conditions in the project area and on catalyst properties that may have implications for redevelopment, such as availability of services and infrastructure gaps; transportation and access, topography, and other physical constraints; as well as, land use and environmental regulations.
- Assessment of transportation access from US Highway 30 to the catalyst properties will be examined to better understand how infrastructure improvements might enhance the access and visibility of the catalyst properties.
- Assessment of the existing historic downtown district and its connection to the catalyst sites with recommended modifications.
- A detailed market assessment that builds on preliminary assessments already conducted for the Veneer property. It will identify viable market opportunities for the planning area, given its location, conditions, and regional demographics.
- A redevelopment assessment report that will draw from the existing-conditions findings to determine implications for future development on the two catalyst properties.
- A summary of existing zoning, ordinances, and development standards for new construction in the area and will compile known environmental conditions.
- An inventory of all properties included within the planning area. The inventory will identify known conditions related to land use, ownership, environmental conditions, and assessment of utilization to determine suitability for redevelopment and/or right-of-way acquisition.

Task will be conducted by:

The project contractor with economic development and brownfield expertise selected by the City. City staff (i.e. planning, public works, etc.) and the community will provide insight as well.

Key task deliverables are expected to be:

- (1) Completed Existing Conditions technical memorandum
- (2) Site-specific needs assessment and recommendations memorandum.
- (3) Completed market analysis report.
- (4) Inventory of properties within the planning area.

These reports will be catalysts for economic development and facilitating use of existing infrastructure on the brownfield sites.

#### **TASK 4. Site-Specific Redevelopment Assessment and Scenario Planning to identify potential future uses for catalyst/high priority brownfields properties.**

Site reuse planning will be designed to inform how brownfields in the area need to be assessed and cleaned up. Task 4 activities will include:

- A conceptual reuse planning effort that will result in a minimum of two reuse scenarios for each catalyst property, for a total of four reuse scenarios. The conceptual reuse scenarios will be used to guide environmental cleanup and ensure that properties are remediated to the protective cleanup levels, and to act as a marketing tool for attracting inbound investment.
- A summary report will also evaluate the feasibility, funding, and level of effort required to conduct these modifications. Findings will be presented to the Citizen Advisory Committee, with an opportunity for public review and comment.

Task will be conducted by:

The project contractor with economic development and brownfield expertise selected by the City. City staff (i.e. planning, public works, City Council, etc.) and the community will provide insight as well.

Key task deliverables are expected to be:

- (1) Completed scenario plan report.

Recommendations can provide redevelopment opportunities to improve human health with access to green spaces and reduction of contaminants on the brownfield sites. Deliverables will provide options for transportation linkages, better connections from the catalyst sites to the highway and the historic downtown creating economic competitiveness and improving the local economy.

#### **TASK 5. Develop a draft brownfields area-wide plan (including a detailed plan implementation strategies and next steps) to be shared with the public for review/comment.**

Plan and implementation strategies must identify specific actions and resources available, resources needed to assess, cleanup and reuse brownfields and promote area-wide revitalization. Task 5 activities will include:



- A reader-friendly concise summary report providing a pathway to implementation that will consider approaches for risk management, financing, and marketing, as well as next steps for addressing known physical conditions.
- A road map that will help move the two catalyst properties forward as a long-term strategy for revitalizing the St. Helens waterfront district, as well as acknowledgement of other possible brownfield sites in the project area that require cleanup before full implementation of redevelopment to the project area can be achieved.

Task will be conducted by:

The project contractor with economic development and brownfield expertise selected by the City. City staff (i.e. planning, public works, City Council, etc.) and the community will provide insight as well.

Key task deliverables are expected to be:

- (1) Final AWP implementation report.

The implementation report will consist of outcomes to improve human health, the environment, local economy, transportation links, and affordable housing options. The remediation of these sites will be a catalyst for economic development in a small, rural community of high unemployment, but also will create and preserve the natural environment and create sustainable and equitable development improving the quality of life for the St. Helens community.

**TASK 6. Finalizing the brownfields area-wide plan and making it publicly available.**

Task 6 activities will include:

- Celebrating with public event(s) to acknowledge BF AWP document completion and shifting project from planning to plan implementation
- Exhibits that showcase the finalized site proposals for the catalyst brownfield sites.
- Promotional materials to distribute in various ways around the community about the redevelopment of the brownfield properties.

Task will be conducted by:

The project contractor with economic development and brownfield expertise selected by the City. City staff (i.e. planning, public works, City Council, etc.) will make the BF AWP documents available to the community.

Key task deliverables are expected to be:

- (1) Promotional materials (posters, reports, flyers, etc.)
- (2) Exhibits (renderings of redevelopment plans for the sites)

These deliverables will help to inform the community on the ongoing developments of the catalyst brownfield sites, especially plans for the future beyond the area-wide plan. Input from the community will help guide redevelopment and implementation from the finalized

area-wide plan. Materials will also be used to spur private development interests for the site as well.

### 2.3.2 Schedule/Milestones/Deliverables

#### 18-Month Process

- Opening public meeting (open house)
- Regular Committee meetings
- Completed Community Involvement Report
- Existing Conditions Technical Memorandum
- Completed market analysis report
- Inventory of properties
- Second public meeting (open house)
  - Draft Site-specific needs assessment and recommendations for public comment
- Site-specific needs assessment and recommendations memorandum
- Redevelopment Planning activities
- Completed scenario plan report
- Final AWP implementation report

### 2.3.3 Program Evaluation

#### 2.3.3.1 Anticipated Outputs or Outcomes

*Catalyst for economic development*—The catalyst sites have significant potential as employment and economic anchors for a mix of commercial and residential uses, as well as tourism and public access to the waterfront. Their proximity to the downtown and main street corridor allows for a seamless extension of the business district with space for a variety of uses. The BF AWP grant provides an opportunity to develop a cohesive, systematic economic development strategy that addresses the connection between the existing downtown and the catalyst properties. This clear vision will help spur interest among investors in redevelopment of the area according to the best uses planned for the community and the local economy.

*Facilitating use of existing infrastructure*—The City, residents, and business community recognize the importance of providing transportation links from the highway to the downtown district and the catalyst properties. The BF AWP grant will help to facilitate the planning of best routes and other features related to infrastructure (including sewer and water capacity), including possible uses for rail lines and existing industrial buildings.

*Creating and preserving natural environmental areas*—The City and the St. Helens community place high importance on parkland, riverfront access, and natural habitat preservation. Incorporating nature trails, green spaces, connections with Nob Hill Nature Park adjacent to the catalyst properties, and using sustainable design elements for possible infrastructure will be addressed in the evaluation of the catalyst sites. The BF AWP grant will provide assistance in the planning process to incorporate the natural environment in redevelopment efforts.

*Other sustainable and equitable development*—The City's evaluation will include affordable housing on and surrounding the catalyst sites. The possible increase to property values will be a major factor in creating a sustainable plan for the properties. Stacked mixed-use buildings will be used to maximize space and create a more diverse and sustainable economy. Access to the

catalyst site area will also acknowledge all modes of transportation: public transit, cars, bicycles, and pedestrian use.

#### 2.3.3.2 Measures of Success

The City will document, track, and evaluate the following outcomes:

- (1) Number of sites for which off-site risks are identified
- (2) Property title transfers
- (3) Number of sites and acres of land assessed for cleanup and redevelopment
- (4) Acres of parks and green space created
- (5) Length of walking or bike trails created
- (6) Amount of private investment leveraged for redevelopment projects
- (7) Amount of funding leveraged for redevelopment projects
- (8) Number of family-wage jobs created or retained associated with redevelopment projects
- (9) Increased property tax revenue generated
- (10) Increased property values associated with surrounding neighborhoods, as well as new development.

Residents' long-term socioeconomic and health concerns will eventually be reflected in the 2020 Census, as well as in health statistics from the county health department and local, state, and federal agencies. Progress toward achieving outcomes will be reported via quarterly written progress reports.

#### 2.3.4 Reporting

##### 2.3.4.1 Quarterly Reporting

The City of St. Helens will complete and submit to EPA quarterly reports. Quarterly report will include information on work status, work progress, difficulties encountered, preliminary results and a statement of activity anticipated during the subsequent reporting period. A discussion of expenditures, a comparison of the percentage of the project completed to the project schedule, changes in key personnel concerned with the project, an explanation of discrepancies, and any other information requested through terms and conditions will also be included in the report. Upon completion, deliverables under this workplan will be submitted with quarterly reports.

Each quarterly report will also include information on the following:

- all community involvement activities held during the reporting period and those expected in the next reporting period;
- initiation or completion of key project deliverables and milestones, as identified in this workplan (e.g., existing conditions report, market study, infrastructure analysis, project mapping, etc);
- existing, planned or desired partnership and coordination activities with other entities (e.g., report on efforts to coordinate this project with community-based organizations, local, regional, state, tribal or federal agencies, foundations, etc., and briefly explain why these are relevant to this project);
- ACRES reporting information:
  - leveraged funds or resources that help to accomplish the BF AWP project and those leveraged funds/resources that will help implement improvements in the BF AWP project area; and

- associated brownfields assessment/cleanup properties within the project area that have already have an ACRES ID
- any unique project approaches City of St. Helens wishes to highlight.

#### 2.3.4.2 Final Report

City of St. Helens will complete and submit to EPA a final report documenting project activities over the entire project period. The final report will include brief information on each of the following areas: 1) a comparison of actual accomplishments with the anticipated outputs/outcomes specified in this workplan; 2) reasons why anticipated outputs/outcomes were not met; and 3) any other pertinent information (including analysis and explanation of cost overruns or high unit costs or information requested through terms and conditions.

In addition to final report, City of St. Helens will complete and submit to EPA a final Brownfields Area-Wide Plan with implementation strategies and next steps, as described in this workplan (task 5/6) and in accordance with the terms and conditions. The final report will be informed by the BF AWP activities included in this workplan, and will describe the City of St. Helens' process.

## 2.4 General Project Information

### 2.4.1 Data to be Collected and Maintained

For existing conditions of the sites: Data-gathering efforts will consider existing infrastructure availability, transportation and access, topography, and physical constraints, as well as land use and environmental regulations.

The market assessment will identify viable market opportunities for the planning area, given its location, conditions, and regional demographics.

Cost estimate database for proposed infrastructure for site.

### 2.4.2 Coordination Activities with Other Grants, Government and Non-Government Projects/Programs

#### Existing Partnerships

Year	Program	Description	Amount	Status
2008-2010	Waterfront Development Prioritization Plan	A group of community members, stakeholders, and city staff created a plan to promote a waterfront where the community can live, work, and play.	\$8,000 (60 staff hours, 20 volunteer hours)	Completed
2013-2014	Business Oregon Brownfield Redevelopment Fund, Assessment Grant	Existing-conditions assessment of the two properties.	\$60,000	Completed



Year	Program	Description	Amount	Status
2014	American Institute of Architects SDAT Grant	A group of seven interdisciplinary professionals (architects, engineers, planners, economists, etc.) facilitating a community visioning process for the Veneer and BWP sites.	\$15,000 \$ 3,250 staff hours (approx. 100 hours) Total: \$18,250	Completed
2014-2015	Business Oregon Brownfield Redevelopment Fund, Integrated Planning Grant	A community visioning effort and economic analysis that will lay groundwork for a waterfront redevelopment plan.	\$25,000	Ongoing
<b>Total Amount Leveraged (to date): \$111,250</b>				

### Recent Assistance Programs

Year	Project Description	Amount
2013-2015	Oregon Department of TGM Grant: Technical Assistance for the development of Corridor Master Plan for Hwy 30, St. Helens St. and Columbia Blvd.	\$200,000
Awarded: 2012-2013 Completed: 2013-2014	Community Development Block Grant Program: Grant funding from the State of Oregon for low- to moderate-income homeowners in our jurisdiction. The City contracted with Community Action Team (CAT) to establish and maintain the program. In FY 2013-2014, CAT completed the \$400,000 housing and sanitary sewer lateral rehabilitation program.	\$400,000
2014	Oregon State Marine Board Grants: The State Marine Board is funding two projects: the installation of eight utility pedestals for transient boaters at the city docks and the replacement of two composting restrooms on Sand Island, St. Helens' Marine Park.	\$482,600
2010 - present	DEQ Clean Water State Revolving Loan Fund (CWSRL): A \$4.5 million loan was received from the DEQ CWSRL in 2010. A major two-phase Inflow & Infiltration (I & I) Project was recently completed, using over half of the funds to repair, replace, and rehabilitate sections of the sanitary sewer system to eliminate I & I of stormwater and groundwater into the sanitary sewers.	\$4,500,000
2010	ARRA—The Federal American Recovery and Reinvestment Act of 2009 offered a \$2 million grant and a \$2 million 0% interest loan.	\$4,000,000

### **3.0 QUALITY ASSURANCE**

Prior to undertaking any activity that uses existing environmental data, City of St. Helens will consult with the EPA Regional project officer to determine if City of St. Helens will need a Quality Assurance Project Plan (QAPP). The EPA Region **10** office will determine if a QAPP is required, based on the activities described in this workplan. If required, the City of St. Helens will prepare and submit a QAPP which meets with the approval of the U.S. EPA Region. The EPA Region **10** may require that QAPP elements include describing the environmental data to be considered acceptable, how these data are to be used, and sufficient criteria and controls to ensure only data of adequate quality are used to meet project objectives. If required, the QAPP must be approved prior to City of St. Helens conducting any work related to the use of the existing environmental data.

Generating environmentally related measurements or data is not anticipated to be performed by City of St. Helens as part of this grant.

#### **4.0 BUDGET**

Cooperative Agreement Funding: \$200,000

#### **4.1 Budget Description**

The total costs estimated for the project must agree with the amounts contained in the Application for Federal Assistance Budget Page (Form 424a).

	<b>Task 1</b> <i>Cooperative Agreement Management</i>	<b>Task 2</b> <i>Community Involvement</i>	<b>Task 3</b> <i>Existing Conditions Research</i>	<b>Task 4</b> <i>Site-Specific Redevelopment Assessment and Scenario Planning</i>	<b>Task 5</b> <i>Implementation Strategy</i>	<b>Task 6</b> <i>Finalizing Plan</i>	<b>Total</b>
<i>Programmatic costs only</i>							
Personnel							
Fringe Benefits							
Travel	\$2,000						<b>\$2,000</b>
Supplies		\$2,000			\$1,000	\$2,000	<b>\$5,000</b>
Contractual <sup>1</sup>	\$6,000 <sup>1</sup>	\$25,000 <sup>1</sup>	\$34,000 <sup>1</sup>	\$93,000 <sup>1</sup>	\$30,000 <sup>1</sup>	\$5,000	<b>\$193,000<sup>1</sup></b>
Other							
<b>Total USEPA Funds</b>	<b>\$8,000<sup>1</sup></b>	<b>\$33,000<sup>1</sup></b>	<b>\$34,000<sup>1</sup></b>	<b>\$93,000<sup>1</sup></b>	<b>\$32,000<sup>1</sup></b>	<b>\$7,000</b>	<b>\$200,000</b>
<b>Voluntary Match<sup>2</sup></b>	<b>\$6,000<sup>2</sup></b>	<b>\$8,000<sup>2</sup></b>	<b>\$8,000<sup>2</sup></b>	<b>\$5,000<sup>2</sup></b>	<b>\$6,000<sup>2</sup></b>	<b>\$2,000</b>	<b>\$35,000</b>
<b>Project Total</b>	<b>\$15,000</b>	<b>\$41,000</b>	<b>\$42,000</b>	<b>\$98,000</b>	<b>\$38,000</b>	<b>\$9,000</b>	<b>\$235,000</b>
	<sup>1</sup> We will comply with procurement procedures in 40 CFR 31.36 <sup>2</sup> Staff in-kind match is calculated using an average rate of \$60/hr, with approximately \$45/hr salary and \$15/hr benefits.						

#### **4.2 Budget Narrative (for all tasks/cost elements)**

All costs indicated below will be tracked by the City Administrator.

##### **Task 1 Cooperative Agreement Management**

The total budget includes funds for:

- Management of contract, including regular project updates and quarterly reporting to EPA
- Includes travel to workshops, conferences, training meetings, etc, including:
  - September 2015 Brownfields Conference in Chicago, IL (grantee kick-off meeting expected), and
  - Fall 2016 mid-project training meeting for all FY15 BF AWP grantees (location: TBD)

It is assumed that the contractual amount will be used primarily for project management and status update reporting to be performed by the project contractor.  
The Travel costs assume two individuals participating in the out-of-state conference and training meeting

#### Task 2 Community Involvement

The total budget includes funds for:

- Contractual services to plan for and implement a community engagement program, including two public open houses, informational materials and updated information on the City's project webpage.
- It is anticipated that the engagement activities will require robust graphic visualization support and this is accounted for in the supplies line of the budget.

#### Task 3 Existing Conditions Research

The budget for this task includes funds for:

- Contractual services to research and evaluate existing conditions within the planning area. This will include planning, engineering, and environmental.
- Contractual services to complete a detailed inventory of all properties in the study area in a GIS database.

#### Task 4 Site-Specific Redevelopment and Scenario Planning

The budget for this task includes funds for:

- Contractual services to prepare a comprehensive master plan for the planning area including site specific redevelopment plans for the two primary catalyst sites.

#### Task 5 Implementation Strategy

The budget for this task includes funds for:

- Contractual services to prepare a final project report that focuses on implementation of the redevelopment master plan and all associated public improvements.

#### Task 6 Finalize Plan

The budget for this task includes funds for:

- Contractual services to prepare graphic exhibits for presentation to the public and for ongoing project development.
- Event(s) to commemorate the completion of the plan and market the catalyst properties to potential partners

### **5. PRE-AWARD COSTS**

The City of St. Helens does not anticipate any pre-award costs. In-kind matches will be made by the City.

### **6. LEVERAGING**

EPA expects City of St. Helens to make the effort to secure the leveraged resources described in their cooperative agreement proposal. City of St. Helens is expected to abide by their proposed

leveraging commitments during the EPA grant performance period; failure to do so may affect the legitimacy of the award.

*Voluntary Match/In-Kind Contributions:* As documented in the grant application's Letters of Commitment, our community partners pledged to additional in-kind contributions totaling \$7,302 to assist with community outreach and participation on the advisory committee. SBWC: \$1,242 SHEDCO: \$1,200 TPHFCC: \$1,242 Friends of Nob Hill: \$567 Maritime Heritage: \$567 Food Bank: \$1,242 Port of St. Helens: \$1,242.

*Leveraging Public and Private Commitments for Redevelopment:* The City is currently working with BWP and Veneer to secure the properties for redevelopment. Both companies have together committed to spending up to \$1,000,000 toward site cleanup and remediation. To date, an estimate of \$200,000-\$250,000 has been spent on this effort. The City has already leveraged over \$111,000 in funds associated with the acquisition of these catalytic properties (see Section 2.vii).

*Additional Grants, Funds, and Loans:* The City will pursue the following additional grants, funds, and loans (as needed) to leverage the resources provided by the USEPA BF AWP Grant: USEPA Brownfields Community-Wide Assessment Grant; State of Oregon Governor's Regional Solutions Team grants; cleanup grants and targeted brownfield assessments, pursued as needed through Business Oregon; and additional grants available through the Oregon Department of Transportation related to traffic connections for the properties, as well as Department of Land Conservation and Development (DLCD) Transportation and Growth Management (TGM) grants.

*General City Funds:* The City has committed the equivalent of \$35,000 of staff time as an in-kind match for the AWP project. The City will also pursue other potential funding sources as necessary to complete environmental assessment, cleanup, and other activities needed to ensure the successful revitalization of the catalyst properties.



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