



1 Department of Land Conservation and Development

2019-21 TECHNICAL ASSISTANCE GRANT APPLICATION

Please complete each section in the form below. Type or write requested information in the spaces provided. **Submit completed applications by October 1, 2019.**

Date of Application: September 30, 2019

Applicant: City of St. Helens

(If council of governments, please also include the recipient jurisdiction name if applicable)

Street Address: 265 Strand Street / Mailing - PO Box 278

City: St. Helens, OR

Zip: 97217

Contact name and title: Jennifer Dimsho, Associate Planner

Contact e-mail address: jdimsho@ci.st-helens.or.us

Contact phone number: 503-366-8207

Grant request amount (in whole dollars): \$50,000.00

Local Contribution (recommended but not required): \$10,000.00 cash, 5,000 in-kind

Project Title: St. Helens Industrial Business Park Master Plan

Project summary: (Summarize the project and products in 50 words or fewer)

The St. Helens Industrial Business Park Master Plan will assess existing conditions, define targeted industrial users with an updated market analysis, provide a framework for parcelization, and develop a phased infrastructure funding plan for sewer, water, storm, streets, and power.

Project Description & Work Program

Please see the attached narrative for complete responses to the Project Description & Work Program.

Will a consultant be retained to assist in completing grant products? Yes No

Local Official Support

A resolution from City Council has been attached. A letter of support from the Port of Columbia County has also been attached.

St. Helens Industrial Business Park Master Plan Grant Narrative

A. Goals and Objectives. *State the goals or overall purpose of the project. Describe particular objective(s) the community hopes to accomplish. Please indicate whether this is a stand-alone project or is part of a longer multi-year program. If it is the latter, describe any previous work completed, subsequent phases and expected results, and how work beyond this project will be funded.*

The St. Helens Industrial Business Park is located on an approximately 225-acre underutilized brownfield. The City purchased the property in 2015, shortly after Boise White Paper Mill ceased operations on the site. It is the City's goal to help facilitate and promote redevelopment of the site by removing the often complicated environmental, regulatory, and infrastructure barriers associated with redevelopment of a brownfield. The St. Helens Industrial Business Park is entirely within a federally designated Opportunity Zone, within the South Columbia County Enterprise Zone, and within the boundaries of the City's local Urban Renewal District, which was formed in 2017.

Located on the property are two existing tenants, Cascade Tissue Group, a tissue manufacturer who occupies about 24 acres of the site, and ASCP LLC, who operates an indoor commercial agricultural facility on 8.1 acres of the site. In an effort to facilitate redevelopment of the remaining underutilized site, the City initiated a wetland delineation of the entire property. This is in the process of being reviewed for concurrence with the Department of State Lands. The City has also completed a topographic and boundary survey and recently adopted a transportation plan recommending intersection improvements and street cross sections leading to the industrial site from Highway 30. In order to effectively facilitate redevelopment and market the site to potential employers, the City needs to complete a Master Plan for the entire site. This Master Plan will guide the City through parcelization and phased infrastructure investments on the largest remaining parcel of industrial employment lands within City limits.

B. Products and Outcomes. *Clearly describe the product(s) and outcome(s) expected from the proposed project. Briefly describe any anticipated significant effect the project would have on development, livability, regulatory streamlining, and compliance with federal requirements, socioeconomic gains, and other relevant factors.*

Product: The St. Helens Industrial Business Park Master Plan will assess existing conditions, define targeted industrial users with an updated market analysis, provide a framework for parcelization, and develop a phased infrastructure funding plan for sewer, water, storm, streets, and power. The Master Plan will incorporate the existing physical conditions of the site, including the complex network of buildings, private access roads, private on-site storm systems, a private water and sewer system that extracts water from the Columbia River, and an exclusive use agreement for Portland General Electric (PGE) to service the site. The Plan will also include a flexible parcelization framework to help guide the location and size of the future development blocks for future industrial users.

Outcomes: The St. Helens Industrial Business Park Master Plan will promote regional economic development, by guiding industrial development and infrastructure development on one of the largest underutilized Heavy Industrial-zoned properties in the City. With Boise White Paper Mill's absence, the City experienced a 17 percent unemployment rate in 2010, and is still working to rebuild its economy. In addition, the City lost one of its largest utility customers, resulting in a sharp increase to residents on their utility bills. Industrial development will help restore family wage jobs, increase City utility revenues (reducing the burden on residents) and restore underutilized properties to the tax rolls. Because the site is within the Urban Renewal Agency, a federally designated Opportunity Zone, and the South Columbia County Enterprise Zone, St. Helens Industrial Business Park site preparation will stimulate further economic development and provide additional capacity for infrastructure spending.

C. Work Program, Timeline & Payment

1. Tasks and Products: List and describe the major tasks and subtasks, with:

- *The title of the task*
- *Steps to complete task*
- *The interim and final products for each task*

Task 1. Project Management

The project management team (PMT) will conduct a project kickoff-meeting appropriate parties to review project goals, identify needed background information and resources, and confirm project scope and schedule. In order to assure the project is progressing in accordance with the overall project plan, the PMT will conduct regular project management meetings by phone and in-person as needed to track progress on key tasks and deadlines, identify unanticipated issues and develop alternative approaches as needed. Monthly progress reports and invoices shall be provided which describe the activities undertaken and estimate the percent completion of each task.

Task 2. Parcelization Framework

Prepare a Parcelization Framework document that includes the location, size, and phasing of development blocks, streets, easements, and utilities. The framework will draw upon the three interim deliverables described in Tasks 2.1, 2.2 and 2.3.

Task 2.1. Existing Physical Conditions

Through a review of documentation provided by the City, meetings with key stakeholders and a site visit, prepare a memorandum and existing utility map that details relevant information on the existing infrastructure within the study area. The memorandum will detail the existing public water, storm, and sewer providing service to the site, existing lease and purchase/sale agreements (if publicly available), exclusive PGE power agreement and existing power sub-station, boundary survey (2018), wetland delineation (2019), floodplain and floodway, existing private access roads, existing buildings, brownfield/environmental conditions including the South 80 Landfill, and the Willamette Greenway Overlay.

Specific information pulled from these documents will be gathered, reviewed and compiled

into a base map using GIS and may include:

- Property lines and ownership
- Right-of-way lines
- Existing known easements
- Existing Private and Public water, storm and sewer utilities
- Known wetland delineations
- 100-yr flood plain flood way elevations
- Existing roadways
- Aerial photographs

A draft memo and existing utility map will be reviewed by the project management team and other key stakeholders as determined by the City. Comments will be incorporated into the final Existing Conditions Memorandum.

Task 2.2. Existing Reports/Plans

Through a review of documents provided by the City, prepare a memorandum that details relevant information from previous land use decisions, environmental assessments, City Council vision for economic development, the Framework Plan (2016), and the Riverfront Connector Plan (2019). Specific information pulled from these documents may include:

- Buildable lands inventory for the project area
- Existing and proposed land uses within and adjacent to the project area (including existing and future recreational uses)
- Property lines and ownership
- Inventory of building locations and conditions
- Current and proposed transportation connections
- Physical trails and visual linkages and corridors
- Desired industry types
- Statewide Planning Goal 5 Resources
- Known Endangered Species Act and Oregon-listed and sensitive species
- Known hazardous materials sites

A draft memo will be reviewed by the project management team and other key stakeholders as determined by the City. Comments will be incorporated into the final Existing Reports Memo.

Task 2.3. Updated Market Analysis

This analysis will update existing market analyses to inform potential parcel size and industrial users based on regional industrial climate. This analysis will include any potential water-dependent users. Activities will include interviewing key stakeholders including current users, the Port of Columbia County and the Oregon Manufacturing Innovation Center.

Task 3. Infrastructure Financing Plan

The Infrastructure Financing Plan will use the layout of the parcelization framework to develop a phased infrastructure financing plan for public utilities, including the streets, water, sewer, storm, and power. The plan will develop estimates for the infrastructure and make recommendations for potential revenues for each infrastructure type and outline a set of capital funding strategies.

- 2. *Timeline:*** List all dates for the project including tentative start date after the contract is signed, task completion dates, and project completion date. If the project is part of a multi-year program, provide an overview of the expected timelines in sequence of expected start dates and completion date for each phase and describe subsequent phases to be completed.

Task	Completion Date
Tentative Start Date	December 2019
Project RFP Solicitation	January 2020 - February 2020
Data Sharing with Consultant(s)	February 2020
Updated Market Analysis	February 2020 - May 2020
Existing Physical Conditions Memo	May 2020 - August 2020
Existing Reports Memo	May 2020 - August 2020
Parcelization Framework Draft	September 2020
Draft Infrastructure Financing Plan	October 2020 - November 2020
Project Management & Public Involvement	Throughout Project
Project Closeout	January 2021

- 3. *Payment Schedule:*** Develop a requested payment schedule showing amount of interim and final payments. Include the products that will be provided with each payment request. The payment schedule should generally include no more than two payments – an interim and final payment.

1. Interim Payment (\$25,000) - August 2020: Existing Conditions & Reports Memos (2), Updated Market Analysis
2. Final Payment (\$25,000) - January 2021: Parcelization Framework Plan, Infrastructure Financing Plan, Project Closeout Documents (as required)

D. Evaluation Criteria. *Include a statement in the narrative that addresses the program priorities and evaluation criteria presented in the application instructions (“Eligible Projects and Evaluation Criteria”).*

Economic Development: This project fits squarely into the program priority of promoting the City’s economic development objectives. The St. Helens Industrial Business Park Master Plan is the necessary next step to guide the City through parcelization and phased infrastructure investments on the largest remaining parcel of industrial employment lands within City limits. The outcomes of this Master Plan support job growth and economic development on underutilized lands that have complicated environmental, regulatory, and infrastructure barriers to redevelopment.

Regional Solutions Team Priorities: This award will directly further the North Coast Regional Solutions Team Priority #3 *“Improve the readiness of industrial land by addressing wetlands, transportation access, infrastructure, and other impediments. Work to increase the number of sites that have building-ready status.”* It is the goal of this project to prepare a plan that will guide the City through phased utility extensions and parcelization of industrial land.

Benefits Multiple Jurisdictions: The Port of Columbia County, who is focused on economic development along the 51 miles of Columbia River within their special district, has submitted a letter of support demonstrating their commitment and interest in the project. Not only do they support this project because of its ability to attract employers and boost the recovering local economy, but the Port owns property adjacent to the St. Helens Industrial Business Park property. They have expressed interest in improvement transportation access and access to utilities on their own site. The Port has also agreed to share any industrial market information that may inform and advise the City during the development of the Parcelization Framework and Infrastructure Financing Plan.

Grantee Capacity: The project team assembled for this project has extensive experience managing federal, state, and local grants, meeting all reporting requirements and completing projects on time and on schedule. In just the last 4 years, the City staff involved in this project have successfully managed \$3 million in federal grants, over \$2.8 million in state grants, and just over \$250k in local grants. State grantors include OPRD, DLCD/ODOT TGM program, DLCD housing technical assistance, ODOT Safe Routes to School, SHPO preservation grants, Business Oregon’s Brownfields Program and Community Development Block Grants, and others. Federal grantors include EPA, HUD, the DOJ, the FHWA, and the USDOT. The project team has capacity and the capability to manage this project effectively and on time.

E. Project Partners. *List any other public or private entities that will participate in the project, including federal and state agencies, council of governments, city and county governments, and special districts. Briefly describe the role of each (e.g., will perform work under the grant; will advise; will contribute information or services, etc.).*

As detailed in the “Benefits Multiple Jurisdictions” section, the Port of Columbia County, a County-wide special district, will be engaged in this project. The Port is an abutting property owner with an interest in improved transportation and access to utilities to facilitate redevelopment of their approximately 30-acre underutilized property. They have also agreed to share any updated industrial market analyses that may help inform our own market analysis update. They have provided a letter of support to this application.

F. *Advisory Committees.* *List any advisory committee or other committees that will participate in the project to satisfy the local citizen involvement program.*

City staff, the Port of Columbia County, current users of the St. Helens Industrial Business Park, adjacent property owners, City Councilors, and other City and County stakeholders will convene as an Advisory Committee, as appropriate, throughout the project. In addition, the major deliverables of the project will be shared with the public for feedback before and after completion.

G. *Cost-Sharing and Local Contribution.* *DLCD funds are only a part of overall project costs; please identify sources and amounts of other funds or services that will contribute to the project’s success. Cost-sharing (match) is not required, but could be a contributing factor to the success of the application.*

In addition to the City’s in-kind match for project management (estimated at \$5,000), the City is matching the \$50,000 grant request with a \$10,000 cash match, for a total cash match of 20 percent. Budget request is broken into more detail on the Grant Application Form.

Product Request Summary

Product	Grant Request	Local Contribution	Total Budget
St. Helens Industrial Park Framework	\$ <u>27,000</u>	\$ <u>5,000</u>	\$ <u>32,000</u>
St. Helens Industrial Park Infrastructure Funding Plan	\$ <u>15,000</u>	\$ <u>5,000</u>	\$ <u>20,000</u>
Updated Market Analysis	\$ <u>8,000</u>	\$ _____	\$ <u>8,000</u>
Project/Grant Management (In-Kind Labor)	\$ _____	\$ <u>5,000</u>	\$ <u>5,000</u>
5	\$ _____	\$ _____	\$ _____
6	\$ _____	\$ _____	\$ _____
7	\$ _____	\$ _____	\$ _____
8	\$ _____	\$ _____	\$ _____
TOTAL	\$ <u>50,000</u>	\$ <u>15,000</u>	\$ <u>65,000</u>

Submit your application with all supplemental information to:

Gordon Howard, Community Services Division Manager

E-mail (preferred): DLCD.GFGrant@state.or.us

Mail: Department of Land Conservation and Development
635 Capitol Street N.E., Suite 150
Salem, OR 97301

Phone: 503-503-934-0034

APPLICATION DEADLINE: October 1, 2019