

**City Center Development Agency of the City of Tigard, OR – Application for FY16 EPA Brownfields Cleanup Grant – Main Street/Fanno Creek Property 2**

**1. COMMUNITY NEED**

**a. Targeted Community and Brownfields**

**i. Targeted Community Description** – The applicant, the City Center Development Agency (CCDA) is the urban renewal agency of the City of Tigard, Washington County, Oregon. Tigard, a first-tier suburb in the Portland metropolitan area, is a diverse community of 50,444 residents. For much of its history, Tigard was primarily an agricultural area with supporting businesses and industrial uses adjacent to a railroad corridor. When it incorporated in 1961, its population was 1,084. Tigard saw rapid, largely uncoordinated growth with construction of freeways in the 1960s and 1970s, and is currently Oregon’s 12th largest city. The City contains several major transportation corridors including Interstate 5, Oregon Highway 99W and Highway 217.

For several years, the City of Tigard and community members have envisioned a more vibrant, walkable, and active Downtown Center served by transit, and providing access to open space. The district currently features a mix of small-scale retail, light industrial, multi-unit housing, civic, and auto-oriented uses. The Downtown Center is bound by Oregon Highway 99W to the northwest and the Beaverton-Tualatin Highway to the east. These major transportation corridors create severe traffic congestion in the area which discourages visitors, and act as physical barriers, isolating the Downtown Center from the rest of Tigard. An active rail line (freight and commuter rail) also bisects the area. Fanno Creek, a tributary of the Tualatin River, runs through the downtown and directly adjacent to the cleanup project site. Voters approved an Urban Renewal District and authorized the City Center Development Agency to implement urban renewal projects in 2006. Uncertainty regarding contamination from past economic activity has complicated redevelopment plans.

The existing residential development in the Downtown Center area is primarily low-income multi-unit housing including a mobile home park. Early development practices led to industrial facilities intermixed with residential, resulting in increased health risks to residents. The area lacks a complete sidewalk network and street connectivity, which discourages walking, restricts access to greenspaces and Fanno Creek, and creates a primary reliance on the automobile for transportation. Many residents have to cross major highways to reach grocery stores, healthcare and other essential services. A U.S. Department of Agriculture designated “food desert” (a low-income census tract where a substantial share of residents has low access to a supermarket or large grocery store) is also present in the Downtown Center.

**ii. Demographic Information** – Tigard and Washington County are among Oregon’s most ethnically diverse areas. 14.3% of our residents are foreign born, which is greater than Oregon’s average of 9.8%. Tigard’s diversity can be seen in its school district, where 60 different languages are spoken by students.

34% of Tigard-Tualatin School District students qualify for free lunch. The City of Tigard has a reasonable employment base; however, 20% of jobs are in the low-paying retail sector. The Downtown Center has elevated poverty where families and children are twice as likely to be living in poverty as compared to the rest of the City. The median income of residents of the Downtown Center is 25% less than the City median income. The area has seen a 20% rise in homelessness since 2008, with the top three factors being unemployment, unaffordable rents and eviction by landlords (*Tigard Times*, December 2012). In school year 2012-13 the school district had 202 students who were classified as homeless.

**City Center Development Agency of the City of Tigard, OR – Application for FY16 EPA Brownfields Cleanup Grant – Main Street/Fanno Creek Property 2**

	<b>Downtown Center<sup>1</sup></b>	<b>Tigard</b>	<b>Washington Co.</b>	<b>Oregon</b>	<b>National</b>
<b>Population</b>	12,735 <sup>2</sup>	48,035 <sup>2</sup>	529,710 <sup>2</sup>	3,831,074 <sup>2</sup>	311,536,594 <sup>6</sup>
<b>Unemployment</b>	4.5% <sup>5</sup>	5.2% <sup>5</sup>	5.9% <sup>5</sup>	6.0% <sup>3</sup>	5.3% <sup>3</sup>
<b>Poverty Rate</b>	17.0% <sup>4</sup>	9.8% <sup>4</sup>	10.9% <sup>4</sup>	15.5% <sup>4</sup>	11.3% <sup>6</sup>
<b>Families Below Poverty</b>	11.9% <sup>4</sup>	6.2% <sup>4</sup>	7.9% <sup>4</sup>	10.8% <sup>4</sup>	%
<b>Children Below Poverty</b>	21.8% <sup>4</sup>	11.1% <sup>4</sup>	13.9% <sup>4</sup>	20.1% <sup>4</sup>	%
<b>Percent Minority</b>	33.5% <sup>2</sup>	26.2% <sup>2</sup>	28.8% <sup>2</sup>	21.5% <sup>2</sup>	36.7% <sup>2</sup>
<b>Median Household Income</b>	\$49,774 <sup>5</sup>	\$62,576 <sup>2</sup>	\$64,375	\$50,036 <sup>2</sup>	\$53,046 <sup>2</sup>
<b>Percent Renters</b>	56.4% <sup>2</sup>	36.9% <sup>2</sup>	36.3% <sup>2</sup>	36.3% <sup>2</sup>	33.1% <sup>2</sup>

1: Downtown Center is comprised of Census Tracts 309, 307, and 308.01; 2: 2010 US Census Data; 3: Bureau of Labor and Statistics (October 2015); 4: 2008-2012 US Census Data; 5: State of Oregon Employment Department; 2009; 6 2009-2013 American Community Survey

**iii. Description of Brownfields** – The Agency proposes to clean up two tax lots that comprise the Main Street/Fanno Creek Properties (a.k.a. Saxony-Pacific properties). The proposed cleanup site is located in Downtown Tigard at a highly visible location where the historic Main Street, comprised of mostly small, locally owned businesses crosses Fanno Creek. The three structures currently on the properties are in poor condition. A building inspector’s report noted damage to several parts of the structure and siding, past damage due to water infiltration, and substandard electrical and heating systems. The previous uses include a sawmill, a welding shop, and a printing shop. Currently one of the buildings is vacant, and the other two buildings are occupied with an auto repair business and an emblem embroidery shop. Directly adjacent to the properties is a dry cleaner, and a former gas station is located 300 feet to the northeast. They are the most evident example of blight in the downtown.

The CCDA acquired the properties (with the protection of a prospective purchaser agreement with the Oregon Department of Environmental Quality) for their redevelopment potential. Once the site is remediated, it will be redeveloped with public space to create a visual and physical connection to Fanno Creek and new mixed use development. The properties are a major presence on Main Street: with over 200 lineal feet of street frontage (about one-tenth of the total street frontage on the north side of Main Street.) In addition to their visual blight, the existing structures also negatively impacts the natural flow of Fanno Creek – one of the buildings stands on piers that are in the creek bed.

During due diligence leading to the property’s purchase, environmental contamination was discovered. The site had not previously appeared on any environmental database. Hazardous materials were detected in groundwater on the upland portion of the site. A plume of groundwater contamination, although identified, has not been completely addressed. The contamination on the site has potential environmental risk for both public and ecological receptors.

This site is just one of several properties that are contaminated or potentially contaminated in the Downtown. Previous downtown economic activity included many light industrial uses that took advantage of the area’s rail access. Currently there are a disproportionate number of automotive-related businesses as a result of the major transportation corridors enveloping the Downtown Center.

With funds from the EPA Community-wide Assessment grant, awarded to Tigard in 2014, a

## City Center Development Agency of the City of Tigard, OR – Application for FY16 EPA Brownfields Cleanup Grant – Main Street/Fanno Creek Property 2

citywide inventory was developed from public databases, historic information, field reconnaissance and public outreach. We identified 199 sites comprising 595.4 acres of known or potential brownfields in the city's industrial, commercial, and mixed use zones. 112 acres are in the 193-acre Downtown Center. 36 of these sites were identified as either dry cleaners or automotive service related (gas stations, auto repair).

Much groundwork has been laid for downtown redevelopment and improvement; however, a major challenge has been the uncertainty created by known and potential environmental legacies of Downtown Center properties. Citywide, brownfields present an obstacle to the redevelopment of underutilized properties, particularly in its dwindling supply of employment and industrial land, and a barrier to implementing the City's strategic plan to become "the most walkable community in the Pacific Northwest where people of all ages and abilities lead healthy and interconnected lives."

**iv. Cumulative Environmental Issues** – County data, which includes the Downtown Center, showed 2011 air quality exceeded standards on 32 days, compared to a 10-day state average. Scorecard©, the non-profit pollution information website, ranks Washington County in the top 10% of "Dirtiest/Worst Counties in U.S." for carbon monoxide, PM-2.5, PM-10, and Volatile Organic Compound emissions. Much of the particulate matter comes from transportation-related sources. This issue is exacerbated in the Downtown Center by the presence of Oregon Highway 99W, carrying approximately 50,000 trucks, buses and passenger vehicles a day, one of the heaviest traffic volumes on an Oregon state highway. Nearby Interstate 5 and Highway 217 are heavily congested at peak commute times and contribute to poor air quality. Reducing vehicle miles driven by creating jobs within the community for resident citizens is a priority for the City. Creating more jobs, public spaces and local transit-oriented housing will help alleviate these health and livability concerns.

Fanno Creek has a long history of flooding and pollution from historic industrial practices. In addition to the proposed cleanup site, our inventory identified 10 potential Brownfield properties that border it in the Downtown Center. Two federally-protected species occur near the project: Upper Willamette River (UWR) steelhead distinct population segment (DPS), and the UWR spring-run Chinook salmon evolutionarily significant unit (ESU). The stigma of contamination inhibits Fanno Creek for recreational enjoyment by citizens, yet does not deter it as an inappropriate source of water, food and shelter for many transient homeless people in the area.

Hazardous substances known to be present on the Downtown Center Brownfields and throughout the City are EPA priority pollutants. Many are highly carcinogenic, mutagenic and teratogenic, and result in potential negative health impacts to those who live and work in the Downtown Center.

**b. Impacts on Targeted Community** – Brownfields in the Downtown Center disproportionately affect low-income populations. Scorecard©, the non-profit pollution information website, ranks Washington County in the top 40-50% of "Dirtiest/Worst Counties in U.S." relative to total environmental releases. Environmental burden, as measured by releases from listed toxic chemicals based on income, are reported for families of lower income as 127% that of higher-income families. Additionally, environmental burden, as measured by toxic chemical releases relative to children from below-poverty families, is 119% compared with those children living above the poverty line. 1.12 times as many persons of color in the Downtown Center live in close proximity to chemical releases typical of Brownfields as their white counterparts. (SCORECARD-Online 2013 <http://scorecard.goodguide.com>).

**City Center Development Agency of the City of Tigard, OR – Application for FY16 EPA Brownfields Cleanup Grant – Main Street/Fanno Creek Property 2**

Phase 1 and 2 assessments in Downtown Center with research done for our Brownfields inventory have identified known and potential hazardous materials and petroleum contamination in soil, groundwater and surface waters. The following table identifies example health connections and community concerns in Downtown Center related to known and potential Brownfields sites.

Target Examples of	Contaminants A,B	Public Exposures B,C	Health Effects C	Actually Measured
<b>Closed Plants/Factories</b> <i>Target Example 1:</i> Farmcraft Facility	Hazardous & Petroleum: Pesticides (aldrin, dieldrin, endosulfan, and DDT)	Ingestion, inhalation, direct contact, migration to groundwater, vapor intrusion, stormwater	Cancer; neurological issues; reproductive issues (birth defects and fetal death); and diabetes	Yes, Above ODEQ Risk- Based Cleanup Standards
<b>Flood Properties and Natural Resources</b> <i>Target Example 2 :</i> Fanno Creek Watershed sediments	Hazardous & Petroleum: unknowns deposited by floodwaters; metals arsenic and lead, the polycyclic aromatic hydrocarbons (PAHs):benz(a)anthracene, benzo(a)pyrene, fluoranthene, and pyrene.	Ingestion, inhalation, direct contact, migration to groundwater, vapor intrusion, stormwater runoff, mobile sediments	Cancer; damage to kidneys; liver; central nervous, circulatory, reproductive, immune, and respiratory systems	Yes
<b>Former &amp; Low-risk Gas/Service Stations</b> <i>Target Example 3:</i> Shell Oil	Hazardous & Petroleum: Fuels, lubricants, asbestos materials, metals, cleaning solvents	Ingestion, inhalation, direct contact, migration to groundwater, vapor intrusion, stormwater	Cancer; renal, central nervous, circulatory, reproductive, and respiratory systems; asbestosis	Yes, Above ODEQ Risk- Based Cleanup Standards
<small>A. EPA Sector Notebooks on Industry, 1995-2005.                      B. Oregon Department of Environmental Quality – Leaking Underground Storage Tank Program and Environmental Cleanup Site Information System, 2013.</small>				

The results of the characterization activities on the Main Street/Fanno Creek property 1 demonstrate that groundwater and sediment impact at the Site is associated with past releases of contaminants, some of which clearly did not originate on the Site. These releases are believed to have occurred over several decades, with most occurring before 1980. Specifically, contaminants of concern are categorized as follows:

- HVOCs have been detected in groundwater on the upland portion of the Site. The primary HVOC contaminants are PCE, trichloroethylene (TCE), cis-1,2-dichloroethene (cis-1,2DCE), and vinyl chloride (VC); and
- TPH, PAHs, metals, and PCBs have been detected in sediment along Fanno Creek.

**c. Financial Need**

**i. Economic Conditions** – Brownfields in Tigard have been a recognized issue for many years, but we lacked resources to address them. New City leadership, a recovering economy and renewed commitment to downtown revitalization and employment by property owners have vaulted Brownfields to a high priority. In 2014 the City of Tigard was awarded an EPA Brownfield Assessment grant which provided crucial funding for our Brownfields program. The City Center Development Agency seeks to build on this by applying for EPA cleanup grant funding to clean up a downtown opportunity property.

The Agency is limited in its ability to clean up the property without EPA’s assistance. Tigard property values stagnated or declined in the great recession. The city recently surpassed 50,000 in population, however, due to limited staff resources; we do not apply directly for Community Development Block Grants (CDBG) for projects to benefit vulnerable residents. We compete with

## City Center Development Agency of the City of Tigard, OR – Application for FY16 EPA Brownfields Cleanup Grant – Main Street/Fanno Creek Property 2

other small cities in Washington County for limited county-awarded CDBG funds. With no sales tax in Oregon, we do not have this as a funding source.

In 2006 Tigard voters authorized the City Center Development Agency to implement the City Center Development Plan in the Downtown Center by funding revitalization projects such as infrastructure and redevelopment incentives. However, the Agency's resources are constrained currently and for the foreseeable future due to:

- **Slow property value growth:** Urban renewal projects are financed through the tax increment raised in the district. The budget depends on the increase in the district's property values above a frozen base. The current tax increment is only 56% of what was originally projected at the start of the plan due to stagnated property values from the economic downturn. In addition, the high prevalence of Brownfields in the Downtown Center creates a cyclical pattern whereby low levels of redevelopment keep property values and tax revenue down, which limits the City's ability to reinvest in the area.
- **Limited budget:** Tigard is the ninth largest in population of the 68 Oregon jurisdictions with urban renewal districts, but the district's maximum indebtedness (\$22 million dollars over 20 years) is only the 48th largest in potential funding. Raising the maximum indebtedness would involve appealing to voters at a time the economic recovery is still shaky.

Urban renewal funds alone are not adequate for the Agency to address the downtown Brownfields issues. EPA grant funding will leverage and extend the limited urban renewal funds that are available for revitalization and provide critical funding to cleanup and facilitate the redevelopment of the Main Street/Fanno Creek properties.

**ii. Economic Effects of Brownfields** – The presence or potential presence of Brownfields has contributed to Downtown Center properties being underutilized, with lower property values than the rest of the City. Property owners often have difficulty financing expansions of businesses where there are environmental issues. Similarly, developers have hesitated to invest in these properties due to the uncertainties associated with the environmental issues.

In 2005, the *Report Accompanying the City Center Urban Renewal Plan* documented the presence of blighted areas in Tigard's downtown, which is a requirement for forming an urban renewal district in Oregon. Blight is clearly demonstrated by the district's inadequate streetscape, substandard housing development, underutilized commercial lands and deficiency of public spaces. Despite some progress in implementing the urban renewal plan, it remains underdeveloped and lacks the mix of high-quality commercial, office, residential and public uses suitable for the City's Downtown Center. Downtown Center properties have a low improvement-to-land value ratio. Most properties in the district have improvement values less than two times their land values, and many of those properties have improvement values less than their land values. The expectation is that the commercial hub of a small city would have improvement-to-land ratios in the range of 4 or 5 to 1.

The country's economic downturn that began in 2008 had an adverse impact on the Tigard community. These economic effects are magnified by the presence of Brownfields that limit investment of available funds in Brownfields properties. While a recovery is slowly improving conditions, long-term unemployment and underemployment remain stubbornly high in Oregon, which currently has the seventh highest unemployment rate nationally. As one example of the precarious recovery, in July 2015 Tigard's largest single employer Capitol One Bank announced the

## City Center Development Agency of the City of Tigard, OR – Application for FY16 EPA Brownfields Cleanup Grant – Main Street/Fanno Creek Property 2

closure of its call center with the loss of 900 jobs. Many of the available jobs in Tigard are in the low-paying retail sector, and there is a dire need to create family wage jobs through redevelopment and expansion of Brownfields properties.

### **2. PROJECT DESCRIPTION AND FEASIBILITY OF SUCCESS**

#### **a. Project Description**

**i. Existing Conditions**—Located at the juncture of Tigard’s historic Main Street and the critical natural resource of Fanno Creek, the Main Street/Fanno Creek site consists of two tax lots, with three wood-frame commercial buildings in poor structural condition. Main Street/Fanno Creek property 2 is 0.12 acre tax lot. One of the buildings is vacant and projects 50 feet into Fanno Creek, supported by piers mounted in the creek bed. The site was developed in the 1930s with historic uses that include a sawmill, a welding shop, and a printing shop. Current uses in the two occupied building are an automotive repair shop and a custom embroidery shop. HVOCs have been detected in groundwater on the upland portion of the Site. The primary HVOC contaminants are PCE, trichloroethylene (TCE), cis-1,2-dichloroethene (cis-1,2- DCE), and vinyl chloride.

The cleanup and redevelopment of the Main Street/Fanno Creek properties is a unique opportunity to achieve economic, social, and environmental goals in the heart of Downtown Tigard. Currently the Agency is working with community stakeholders and consultants in architecture, real estate economics, and natural resources on specific redevelopment plans for a new privately developed signature mixed use building on the site, a public space fronting Fanno Creek, and restoration of the vegetated areas of the site. The plans are expected to be finalized and ready for building permits in the early spring of 2016. These plans are in full alignment with the ten years of downtown planning that have been done and will also further the City of Tigard’s adopted strategic plan goal of becoming “the most walkable community in the Pacific Northwest where people of all ages and abilities lead healthy and interconnected lives.”

The cleanup and redevelopment of these underutilized and dilapidated properties will bring economic benefits. One potential use for the site under consideration is food business incubator. The City of Tigard is working with a team of local food and beverage entrepreneurs on a project called “Tigard’s Table”. One part of this public private partnership includes cultivating innovators in this locally nascent industry through a business incubator, micro restaurant and shared commercial kitchen innovation center. The redevelopment of the site will catalyze further revitalization of the downtown and improve employment opportunities for local residents.

The environmental benefits are numerous. The project will protect and enhance Fanno Creek which flows by this site (and directly under one of the buildings). Fanno Creek is a 303(d) listed water body impacted by stormwater runoff. Site Assessment testing (performed with EPA Assessment grant funding detected TPH, PAHs, metals, and PCBs in sediment along the creek (although no indication that the property was currently contributing to this). The new building will include low impact development features and on-site stormwater treatment. The redevelopment would also include a restoration and replanting of the creek banks, removal of invasive species, and improvement of threatened salmonid habitat.

The social benefits include the construction of a public space providing visual and physical access to Fanno Creek. Currently under discussion are program elements for the public spaces, to include art and installations to the public about natural resources and watersheds in urban environments. This

## City Center Development Agency of the City of Tigard, OR – Application for FY16 EPA Brownfields Cleanup Grant – Main Street/Fanno Creek Property 2

location is part of a larger urban design plan under consideration that would incorporate the Main Street bridge over Fanno Creek and other adjacent creekfront properties into a larger public plaza to hold community events. Providing public space and recreational opportunities in the Downtown is one of the driving goals of the City Center Development Agency.

**ii. Proposed Cleanup Plan**—The site has been well-characterized with Phase I (including update) and Phase II Environmental Site Assessments, and a Site Characterization Report. The property was acquired with a Prospective Purchaser Agreement (PPA) with the Oregon Department of Environmental Quality. Easement and Equitable Servitudes which commits the Agency to include Groundwater Use Restrictions on the property. The end goal is to secure a DEQ “no further action” letter for the site so the site can be redeveloped.

The preferred cleanup plan Alternative 2 (Vapor mitigation (engineering controls), source removal (“hot spot” soil only), institutional controls, and monitored natural attenuation (MNA)) is based upon DEQ requirements identified in the PPA (DEQ, 2015). As required by DEQ in the PPA, engineering controls would be installed at the Site. These engineering controls would consist of a vapor mitigation system comprised of a network of perforated pipes in trenches, covered with gravel, and overlain by a heavy duty vapor barrier. The system would be passive in nature, allowing accumulated vapors to vent to outdoor air. The passive venting system would be enhanced through the use of a solar-powered low power fan to maintain a minimal negative pressure gradient in the system. Because a passive venting system is dependent upon the difference between the in-ground air pressure and the barometric pressure outside, the pressure gradient in the system can fluctuate from positive (air moving into the ground backwards through the system) to negative (air moving out of the ground as the system intends). By installing a low pressure fan, which only requires minimal power, the system can maintain a negative pressure gradient while the fan is operational. The fans typically use less than 300 watts and can easily be tailored for solar powering. Solar power also alleviates the work and costs associated with power connections and infrastructure. Groundwater will be monitored (MNA) to provide a higher degree of confidence as to whether or not an exceedance of RBCs is significant over the longer term and constitutes a continuing risk. Alternative 2 will consist of installing three or four groundwater monitoring wells within the area of the highest detected concentrations of VOCs (northeastern portion of Site) and sampling for HVOC and natural attenuation parameters for up to four quarterly sampling events.

Institutional controls would consist of the same Easement and Equitable Servitude (EES) that exists for the Site. This would enforce the maintenance of engineering controls and prevent use of groundwater. Prior to building demolition, a contaminated media management plan (CMMP) would be prepared for use by contractors. After building demolition source area “hot spot” soils would be removed and disposed of at an appropriate landfill. Building demolition would need to occur prior to soil removal (to access the soils). Following soil removal, confirmatory soil, soil gas, and groundwater sampling would be performed.

### **b. Task Description and Budget Table**

#### **i. Task Descriptions**—

**Task 1 – Grant Implementation:** Includes the management, implementation and execution of the grant. Limited funding will support project manager labor as liaison between EPA Region 10 and Tigard and assuring compliance with requirements of the cooperative agreement. Travel expenses are to attend EPA’s national Brownfields Conference, Oregon Brownfields Conference, and other regional brownfield workshops over the course of the project period to learn best practices and

## City Center Development Agency of the City of Tigard, OR – Application for FY16 EPA Brownfields Cleanup Grant – Main Street/Fanno Creek Property 2

identify ways to leverage EPA resources. Task includes required reporting and ACRES reporting.

**Task 2 – Community Engagement:** Tigard will actively engage residents, property owners, business owners and other stakeholders in gathering input to the Cleanup Plan Plan for our Brownfields Initiative. Expenses for materials production, a minimum of three public meetings costs excluding food, and enhanced online engagement services are included. Meeting expenses will include translation services. The contractual budget is for the development of fact sheets and other materials at public meetings and presenting the technical details at the meetings.

**Task 3 – Clean-up Planning:** The site is enrolled in the DEQ Voluntary Cleanup Program (VCP), and the Agency will work closely with EPA and DEQ to ensure a rigorous planning process that will provide assurance of a successful project outcome. The first subtask under the Clean-up Planning Task will consist of preparing a final Analysis of Brownfield Cleanup Alternatives (ABCA) document, which will address EPA and DEQ comments to the draft ABCA document, and also incorporate input provided by the public. A response-to-comments table will accompany the document for ease in tracking/ensuring that all regulator comments are adequately addressed. Following approval of the final ABCA by EPA and the DEQ, the next subtasks will consist of preparation of draft and final versions of an Interim Remedial Action Measures (IRAM) Work Plan, preparation of the Remedial Design (RD) plans and specifications, and preparation of bidding documents for the construction subcontractors. The Work Plan will cover all aspects of the cleanup process, including objectives, approach, safety considerations, and timelines for the soil removal and transport, stormwater management during construction activities, and infrastructure installation. The RD plans and specifications will identify and provide the requirements and expectations that need to be met by construction subcontractors selected to work on the project. Because the site will be used as a public space, public confidence in the adequacy of the cleanup is paramount.

To facilitate a quality cleanup project, a robust Quality Assurance/ Quality Control (QA/QC) process will be implemented. This will include preparation of a Quality Assurance Project Plan (QAAP) and Sampling and Analysis Plan (SAP), which will cover all environmental sampling activities during the course of the project. In addition, a site specific Health and Safety Plan (HASP) will be prepared prior to initiation of the cleanup activities. Also, prior to building demolition, a contaminated media management plan (CMMP) will be prepared for use by construction subcontractors. This Clean-up Planning task will be led by the contractor, with the contractor selected by the Agency, and with oversight from the Agency's project manager.

**Task 4– Clean-up Performance and Completion:** The cleanup task will be led by the contractor selected by the Agency, with oversight from the Agency's project manager. The preferred cleanup remedy is plan Alternative 2 from the ABCA (Vapor mitigation (engineering controls), source removal ("hot spot" soil only), institutional controls, and monitored natural attenuation (MNA)). Alternative 2 is based upon DEQ requirements identified in the prospective purchaser agreement (PPA) for the site.

As required by DEQ in the PPA, engineering controls will be installed at the Site. These engineering controls will consist of a vapor mitigation system comprised of a network of perforated pipes in trenches, covered with gravel, and overlain by a heavy duty vapor barrier. The system will be passive in nature, allowing accumulated vapors to vent to outdoor air. The system

**City Center Development Agency of the City of Tigard, OR – Application for FY16 EPA Brownfields Cleanup Grant – Main Street/Fanno Creek Property 2**

will be enhanced through the use of a solar-powered low-power fan to maintain a minimal negative pressure gradient in the system. Because a passive venting system is dependent upon the difference between the in-ground air pressure and the barometric pressure outside, the pressure gradient in the system can fluctuate from positive (air moving into the ground backwards through the system) to negative (air moving out of the ground as the system intends). By installing a low-pressure fan, which only requires minimal power, the system can then maintain a negative pressure gradient while the fan is operational, and will be more effective. Use of a solar-power fan will not only improve the efficiency of the remedial system, but also will support the communities’ goals of using green and sustainable processes where practicable. Solar power also alleviates the work and costs associated with power connections and infrastructure.

Significantly contaminated (“hot spot”) soils will be removed and disposed of at an appropriate landfill (Subtitle D landfill is anticipated). Building demolition will need to occur prior to soil removal (to access the soils). Following soil removal, confirmatory soil sampling will be performed to document concentrations remaining in place. The demolition of the structures is expected to be complex, particularly because the building is supported by piers in the creek, which will require stringent safeguards and regulatory oversight.

Groundwater monitoring (Monitored Natural Attenuation (MNA)) will be implemented for four quarters to provide a higher degree of confidence as to whether or not an exceedance of RBCs is significant over the longer term and constitutes a continuing risk. Alternative 2 will consist of installing three or four groundwater monitoring wells within the area of the highest detected concentrations of halogenated volatile organic compounds (HVOCs), and sampling for HVOCs and natural attenuation parameters for up to four quarterly sampling events.

The cleanup task outlined above includes preparation of a Cleanup Completion Report and is estimated to cost a total of \$182,500 of which \$142,500 would be funded through the EPA grant and \$40,000 would be funded through the Agency. This budget includes hot-spot soil removal, vapor barrier installation, installation of the groundwater monitoring wells, and confirmatory soil, soil gas, and groundwater sampling. The Agency cost share would partially be provided by demolition tasks, including permits.

**Task 5–Institutional Controls and Residual Risk Assessment:** Institutional controls will consist of the same Easement and Equitable Servitude (EES) that currently exists for the Site. This will enforce the maintenance of engineering controls and prevent use of groundwater. The CMMP will be updated, as necessary, for use by future contractors. Following completion of the groundwater monitoring/MNA (Task 4 above), a Residual Risk Assessment will be completed for soil and groundwater at the site. It is anticipated that following the completion of this task that the DEQ will issue a No Further Action (NFA) finding for the site.

**ii. Budget Table**—The budget for includes funding for grant implementation, community engagement, cleanup planning and cleanup. The tables below show the budget breakdown.

Budget Categories	Project Tasks					
	Task 1-Grant Implementation	Task 2-Community Engagement	Task 3-Cleanup Planning	Task 4-Cleanup	Task 5- Risk Assessment and	Total

**City Center Development Agency of the City of Tigard, OR – Application for FY16 EPA Brownfields Cleanup Grant – Main Street/Fanno Creek Property 2**

					<b>Institutional Controls</b>	
Personnel	\$5,000	\$5,000				<b>\$10,000</b>
Fringe Benefits <sup>1</sup>	\$1,750	\$1,750				<b>\$3,500</b>
Travel <sup>2</sup>	\$4,000					<b>\$4,000</b>
Equipment						
Supplies		\$500				<b>\$500</b>
Contractual <sup>3</sup>		\$9,500	\$20,000	\$142,500	\$10,000	<b>\$182,000</b>
<b>Total Federal Funding</b>	<b>\$10,750</b>	<b>\$16,750</b>	<b>\$20,000</b>	<b>\$142,500</b>	<b>\$10,000</b>	<b>\$200,000</b>
<b>Cost Share</b>	<b>\$6,750</b>	<b>\$6,750</b>		<b>\$40,000</b>		<b>\$53,500</b>
<b>Total Budget</b>	<b>\$17,500</b>	<b>\$23,500</b>	<b>\$20,000</b>	<b>\$182,500</b>	<b>\$10,000</b>	<b>\$253,500</b>

<sup>1</sup>City's Fringe Benefit Rate is 35%. <sup>2</sup>Travel to Brownfields-related training conferences is an acceptable use of grant funds

<sup>3</sup>The City has and will comply with the procurement procedures contained in 40 CFR 31.36.

**c. Ability to Leverage** – EPA Brownfields funding will build on significant investment in public funds that have been, or will soon be, made in the following areas:

- **Sustainable infrastructure:** The City has invested substantial funds in sustainable infrastructure to protect the vulnerable Fanno Creek watershed; including a 2011 \$7 million reconstruction of Burnham Street and a \$3.7 million Main Street green street project, completed in 2014 which included the frontage of the subject property. \$2.2 million is committed for a future phase 2 to complete the remaining section of Main Street.
- **Open Space Funding:** \$1.7 million in Park Bond funds have been committed to purchase and develop downtown public open space. A Capital Improvement Plan partnership with Washington County's Clean Water Services will "re-meander" a section of Fanno Creek, less than a quarter mile from the site restoring natural vegetation and improving wildlife habitat.
- **EPA Brownfields Assessment Grant:** \$38,418 EPA Assessment grant funding was used to commission additional site characterization work on the properties necessary to obtain a Prospective Purchaser Agreement.
- **Urban renewal funds/ Tax Increment Financing:** The urban renewal agency is contributing to the redevelopment of the site through funding a \$110,000 project to complete pre-development activities, including site design for the open space and private redevelopment, pro forma development and environmental and land use permitting. In addition, the CCDA has funded about \$1 million in infrastructure projects in the downtown. It has awarded \$170,000 in matching grants for façade improvements of seventeen small, locally owned businesses. The agency has also funded development studies to encourage redevelopment, including three on sites with potential contamination.
- **Trail improvements:** In 2014 Tigard completed a Fanno Creek Trail segment directly across from the site to connect walkers and cyclists to parks, schools, libraries and businesses. The City has applied for a \$700,000 Oregon Department of Transportation grant to build the Tigard Street Trail, a ¾ mile multi-use off-street path, and small public plaza in an unused rail right-of-way that starts in downtown.
- **Street improvements:** In 2011 the state, county and City partnered to complete two major intersection improvements projects (\$12 million combined) on Highway 99W within the Downtown that have reduced some traffic congestion.
- **Metro redevelopment feasibility grants:** In 2013 and 2015 the Agency was awarded \$100,000 Community Development and Planning grants from the Metro regional government to undertake redevelopment feasibility studies for new downtown transit-oriented housing.

## City Center Development Agency of the City of Tigard, OR – Application for FY16 EPA Brownfields Cleanup Grant – Main Street/Fanno Creek Property 2

- Business Oregon Brownfields Redevelopment Program grant: In June 2013, the City was awarded a \$25,000 Integrated Planning Grant to fund start-up activities for our Brownfields initiative. Activities funded by the grant included an inventory of potential Brownfields in the Downtown, two public workshops and two Phase I ESA's on high-ranking properties.
- Brownfields Public Health: The Washington County Department of Health (WCDH) was awarded a \$12,500 Oregon Health Authority (OHA) grant to undertake capacity building for public health involvement in Tigard Brownfield and land revitalization efforts.
- Private Investment: EPA funds will leverage private investment such as the 2011 Community Partners for Affordable Housing 47-unit downtown affordable housing project. Developers recently broke ground on a \$30 million transit-oriented mixed-use project with 165 housing units a quarter mile from the site.

Other opportunities: Should we be awarded EPA grant funding it would seek to further leverage other opportunities including:

- Oregon Watershed Enhancement Board (OWEB) grants for restoration of the degraded Fanno creek banks on the site
- Business Oregon Brownfields RLFs: Tigard will explore additional sources of Brownfields clean-up funding for other sites in Tigard from Business Oregon.
- National Endowment for the Arts Our Town Grant: to integrate art, nature and placemaking into the public space.
- CDBG: The City will compete for county CDBG funds to build sidewalk connections and other infrastructure development that supports affordable housing in the Downtown.
- TIGER/Sustainable Transportation Grants: To further its Strategic Plan, Tigard will investigate TIGER and other project funding from DOT and the Oregon Department of Transportation, to help develop Complete Streets and promote walkability in the area.
- Foundations: Tigard may seek funding from foundations to improve the quality of life in low-income communities in the downtown and to further its strategic plan focused on walkability.

### **3. COMMUNITY ENGAGEMENT AND PARTNERSHIPS**

a. **Plan for Involving Targeted Community & Other Stakeholders and Communicating Project Progress**– The Tigard Downtown Improvement Plan, the blueprint for downtown redevelopment, was the result of a substantial public involvement effort ten years ago, with 1,300 community members providing input. The CCDA will continue to actively engage the public in the cleanup and redevelopment planning for this site, including a design charrette to refine the public space plans.

Building on the public engagement done for Tigard's EPA Brownfield Assessment grant project, we will continue to communicate with the community through meetings, presentations to the Community Organization listed in 3.c., community listening sessions, newsletter mailings, websites, online engagement and social media, and other communication vehicles. All written outreach materials will be made available in English, Spanish and Vietnamese. Consultants with expertise in community engagement will be hired to improve outreach to disadvantaged communities.

b. **Partnerships with Govt. Agencies** – With the Brownfields grant we will continue to enhance our relationships and partnerships with local and State environmental agencies. We worked with and created lasting relationships with the **EPA** through our Brownfield Assessment Grant which is in its

## City Center Development Agency of the City of Tigard, OR – Application for FY16 EPA Brownfields Cleanup Grant – Main Street/Fanno Creek Property 2

18<sup>th</sup> month of progress.

Tigard is working cooperatively on Assessment grant funded activities with the **Oregon Department of Environmental Quality (ODEQ)**. Rebecca Wells-Albers, ODEQ's Northwest Region Brownfields Coordinator, serves on the project's technical advisory team and on the panel that selected the contractor for the assessment grant project. We worked with ODEQ on the prospective purchaser agreement developed to acquire the target property. ODEQ will continue monitoring during the cleanup activities and to obtain the No Further Action Letter.

**Clean Water Services**, Washington County's water resources management utility, is actively partnering with the Agency on the design of the public space that will be adjacent to Fanno Creek. The Agency will collaborate on an envisioned watershed educational component to the public space and on restoring the degraded creek banks that are part of the cleanup site. The Agency will also work with the **Federal Emergency Management Agency, Army Corps of Engineers, and the Division of State Lands**, on the site demolition and redevelopment plans.

The **Governor's Regional Solution Center** can also help align state and Federal resources to support the project.

c. **Partnerships with Community Organizations** – Tigard is engaging with the following community-based organizations on the project:

- A new non-profit representing Downtown property owners, business owners, and residents and advocating for downtown revitalization—the **Tigard Downtown Alliance**—will provide time at their meetings for project updates and co-host information sessions.
- Non-profit brownfields experts like **Groundwork Portland** will serve as a resource for introducing an accessible and equitable process using innovative methods to engage residents.
- Environmental organizations such as the **Tualatin Riverkeepers** will provide community involvement through outreach, event-hosting and dissemination of project information.

#### **4. PROJECT BENEFITS**

##### **a. Health and/or Welfare and Environment Benefits**

i. **Health and/or Welfare Benefits**-A cleaned up and redeveloped Main Street/ Fanno Creek site will result in expanded access to open space and restored natural resources. The revitalization of downtown will make it a destination for walking, to stores, services, or just for recreation.

During the assessment and cleanup work, our contractor will be required to prepare a health & safety plan that will protect workers, nearby residents, and sensitive populations from exposure to contamination. Specific procedures will be followed to reduce or eliminate the potential exposure to contamination, including the containerizing of drilling spoils and contaminated groundwater. Dust control measures may be implemented and air sampling may be required to protect individuals to contaminant or dust exposure. Assessment and cleanup work may involve the use of land use controls, such as maintaining the existing fencing to prevent access and exposure to contamination. We also will restrict on-site activities to daytime working hours to limit noise exposure. We will coordinate with DEQ and EPA so that appropriate protection is provided for sensitive populations during activities, and require sampling & analysis plans and the ABCA to outline the steps that will be taken to protect sensitive populations. No residents will be displaced during cleanup, or after redevelopment. The City will continue to integrate equitable development principles into

## City Center Development Agency of the City of Tigard, OR – Application for FY16 EPA Brownfields Cleanup Grant – Main Street/Fanno Creek Property 2

remediation planning and site reuse.

**ii. Environmental Benefits-**EPA funding will enable the Agency to remediate contaminants on the Main Steeet/Fanno Creek properties and limit exposure to carcinogenic, mutagenic and teratogenic substances, particularly to vulnerable populations such as children, the elderly, and pregnant women.

Air quality is a major concern due to the presence of major transportation corridors in the Downtown Center. 87% of employed residents commute outside the City and 92% of Tigard workers commute in. The creation of more jobs within the Downtown Center and construction of transit oriented housing will allow workers to live closer to where they work, reducing vehicle traffic and improving air quality. Clean-up of the site will remove blight and catalyze new development that is consistent with HUD-DOT-EPA Livability Principles.

Fanno Creek is a 303(d) listed water body impacted by stormwater runoff with 10 potential Brownfields sites located adjacent to it. Clean-up of the site with grant funds will result in new development with innovate stormwater treatment facilities that will protect and enhance the watershed.

### **b. Environmental Benefits from Infrastructure Reuse/Sustainable Reuse**

**i. Policies, Planning, or Other Tools-**Tigard’s downtown planning and implementation have focused on green infrastructure, most significantly the \$3.7 million Main Street green street (completed in 2014) project which is contiguous to the target property. The project included green streetscape planters that remove pollutants from stormwater into Fanno Creek, pedestrian safety features, street furniture and LED streetlights. The nearby \$7 million reconstruction of Burnham Street completed in 2011 included all of these features and the construction of 10-18 foot sidewalks to encourage strolling. Redevelopment of this site allows the reuse of existing streets, sewer lines and other infrastructure, saving resources and reducing the costs of redevelopment. The redevelopment of these properties will also:

- Expand parks and open space, to improve air and water quality, and enhance quality of life.
- Implement low-impact development to prevent stormwater run-off.
- Include working with developers to install efficient electrical, heating and cooling systems in new facilities, and build retrofits to help reduce Tigard’s carbon footprint.
- Include the recycling of deconstructed building materials.

**ii. Integrating Equitable Development and Livability Principles-** The proposed cleanup and redevelopment of Main Street/Fanno Creek Property 1 is strongly consistent with the Livability Principles. The City and its residents and stakeholders have spent many years of visioning and planning the revitalization of the downtown center, including the public processes that have led to the Tigard Downtown Improvement Plan, the voter-approved City Center Urban Renewal Plan, Downtown Streetscape Plan, Fanno Creek Park and Plaza Master Plan, and the Tigard Downtown Vision. The City envisions downtown as Tigard’s “green heart,” accessible by all modes of transportation, with increased access to public open space and restorations of the natural resource of Fanno Creek. The CCDA’s redevelopment strategy is to incentivize new development and implement the thirty-six projects listed in the Urban Renewal Plan. These strategic projects will catalyze redevelopment and create a thriving core, with a combination of uses that encourage people to live, work, and play there.

## City Center Development Agency of the City of Tigard, OR – Application for FY16 EPA Brownfields Cleanup Grant – Main Street/Fanno Creek Property 2

The ground floor of the potential new building will be a food incubator or other food-oriented business. The upper floors use has not yet been determined, but will be creative office space or housing. New housing would provide for a range of housing types, including affordable, market-rate, and workforce housing in a high-quality living environment convenient to transit. Downtown Tigard was identified as a potential station area in the High Capacity Transit Land Use Plan. High Capacity Transit is currently being analyzed as part of Southwest Corridor Transit planning. The Downtown Center is also designated by Metro (the Portland metropolitan area's regional government) as a Town Center (an area to focus growth).

### **c. Economic and Community Benefits (long-term benefits)**

**i. Economic or Other Benefits**– Redevelopment of the Main Street/Fanno Creek site will expand Tigard's tax base and provide the necessary tax increment to further implement the urban renewal plans in the Downtown Center. The replacement of a dilapidated structure that depresses surrounding property values with a new mixed-use building, will stimulate further downtown redevelopment and will help accomplish the community and economic development goals of attracting more family wage jobs and affordable housing options that are convenient to transit.

The Portland region's urban growth boundary encourages cities to develop and redevelop land within their boundaries, rather than annex undeveloped land. Lack of available land and infrastructure make it unlikely that Tigard will be able to annex new employment land, so it must focus its efforts on sustainable redevelopment of sites, which is typically more complex.

**ii. Job Creation Potential: Partnerships with Workforce Development Programs**– When opportunities arise, and depending upon safety requirements, job-shadowing opportunities will be provided to members of the local community. Job-shadowing will allow members of the local community to learn/develop environmental science skills that can be put towards a career in the environmental sciences field. For example, during contractor collection of soil gas and groundwater monitoring well samples, the Agency commits that a job-shadowing opportunity will be made available.

The resulting new development will result in new jobs, not only in construction. The proposed food incubator use would help expand entrepreneurship in the food field, which would expand employment.

## **5. PROGRAMMATIC CAPABILITY AND PAST PERFORMANCE**

**a. Programmatic Capability**– The EPA Brownfields project will be supervised by Kenny Asher, Tigard's Community Development Director. Kenny has more than 15 years of local government management experience. Sean Farrelly, the CCDA's Redevelopment Project Manager, will provide day-to-day management of the project. He has ten years of community and economic development experience and manages the CCDA's revitalization and urban renewal efforts and its current EPA Community-wide assessment grant. Sean has a Masters of Urban Planning from Portland State University and a Bachelor of Arts degree from New York University in Politics and Economics. Sean will serve as a liaison between EPA Region 10 and the City Center Development Agency, and will be responsible for assuring compliance with the administrative and reporting requirements of the agreement, including ACRES, outcomes and outputs. He will lead all of the community engagement activities associated with the grant, and will be responsible for hiring and managing paid consultants. Sean will be assisted by the following City and Agency staff:

## City Center Development Agency of the City of Tigard, OR – Application for FY16 EPA Brownfields Cleanup Grant – Main Street/Fanno Creek Property 2

- Lloyd Purdy, the Economic Development Manager, manages citywide economic programs.
- Lori Faha, Tigard's City Engineer, is responsible for utility master planning and administering the CCDA's and the City's capital improvements program.
- Toby LaFrance, the Finance Director, will oversee financial reporting and federal grant compliance under the Single Audit Act and OMB Circular A-133.
- Dan Olsen and Chris Reive, the contract Agency Attorneys, will provide legal expertise on public contracts and compliance with the easement and equitable servitude that resulted from the Prospective Purchaser Agreement.

Should the need arise to recruit new staff to work on the project, Tigard will seek candidates with experience in Brownfields redevelopment. Hiring for open positions will be expedited to ensure the team is running at full strength.

Acquiring Additional Expertise and Resources– Within three months of grant award, the CCDA will hire qualified consultants to: assist in community engagement activities; develop clean-up plans and implement the cleanup. These services will be solicited using standard procurement practices consistent with the EPA Cooperative Agreement. Our established procedures include seeking statements of qualifications and price proposals that, depending on contract amount, are reviewed by the CCDA Executive Director and staff (contracts under \$100,000) or the Local Contract Review Board (contracts over \$100,000). Professionals with previous Brownfields experience will be encouraged to compete. Contractors who submit the lowest bona fide bids and are considered to be fully responsible and qualified to perform the work will be selected.

**b. Audit Findings**– The CCDA has an exemplary record of managing Federal, state and regional grants over the years. Neither the CCDA nor the City of Tigard has ever been cited for any adverse audit findings.

### **c.i. Past Performance and Accomplishments of EPA Brownfields Assessment Grant**

The CCDA is a legally distinct entity from the City of Tigard, but shares the key staff and leadership which has been implementing the EPA Brownfields Community-Wide Assessment grant awarded to the City of Tigard in 2014.

**1. Compliance with Grant Requirements**— In May 2014, the U.S. Environmental Protection Agency Brownfields program funded the citywide Brownfields Grant proposal for Community-Wide Assessment. Two assessment grants were awarded in the amount of \$400,000: \$200,000 for hazardous substances contamination, and \$200,000 for petroleum contamination. The grant funds are scheduled to be expended by July 6, 2017. Tigard is currently making excellent progress towards achieving its goals set out in the Assessment grant cooperative work plan. Timely and accurate quarterly reports have been submitted to the EPA. Properties that are receiving grant assistance have been entered into ACRES. Tigard is on track to expend the grant funds that remain on public involvement, Phase 1 and 2 assessments and clean up planning.

The assessment grant enabled Tigard to strengthen its Brownfields initiative and engage with the community. Grant funding also assisted in gathering the data that led to the acquisition of the Fanno Creek/Main Street properties through a prospective purchaser agreement. The cleanup grant will make the redevelopment of the property possible and leverage the funds that have been expended by the EPA, City, and the CCDA.

## City Center Development Agency of the City of Tigard, OR – Application for FY16 EPA Brownfields Cleanup Grant – Main Street/Fanno Creek Property 2

**2. Accomplishments**— Since project startup in 2014 the project has accomplished the following:

**Public Engagement-** A Citizen Engagement Team (CET) was convened to provide public input in to the grant-funded activities. Eleven members were recruited including representatives of Tigard immigrant communities, Tigard boards and committees and members of the Tualatin Riverkeepers. Their main task was to determine the criteria which were used to prioritize potential Brownfield sites within the city.

Extensive communication and community outreach has occurred through the creation of a Brownfields page on the city’s website, business visits, and public meetings. A fact sheet was developed and translated into Spanish and Vietnamese. Door to door outreach with 30 businesses mainly minority-owned in the vicinity of Downtown Tigard to communicate about the Tigard Brownfields program. A lunch meeting was held with bankers, real estate brokers and architects to discuss how the program could benefit their clients who are involved in various aspects of real estate transactions.

Two public meetings were held in October 2015. The first meeting was a general overview of the Brownfields program. A panel of guest speakers included representatives of the Oregon Department of Environmental Quality, Washington County Health and Human Services, and 1000 Friends of Oregon. Among the feedback received was that Brownfield redevelopment should help achieve goals such as: community centers where diverse community members can gather (i.e. immigrant, refugees, people of color, low-income community), affordable housing, parks, small business development and protecting people who live around Brownfields.

The second meeting was tailored more specifically to business and property owners. It focused on the nuts and bolts of accessing grant funding. A panel of guest speakers included an environmental law attorney and representatives of the Oregon Department of Environmental Quality and Business Oregon. One direct outcome of the meeting was a downtown property owner submitting an application for a Phase I ESA in support of a potential future redevelopment.

**Site Inventory** – Grant consultant reviewed environmental databases to determine potential opportunity sites and map them. The economic, environmental, and equity criteria refined by the CET was used to prioritize the approximately 199 sites into a ranked inventory. Staff and consultant will engage with property and business owners, developers and the community over the next several months to encourage participation in the program.

**Site Characterization-** A site characterization report on the Main Street/Fanno Creek properties was completed using grant funds prior to acquisition in pursuit of the Prospective Purchaser Agreement. The property application that arose from the public meeting was recently determined to be eligible by the EPA and a Phase I ESA will soon be performed.

**Job creation and mentoring**— As a result of public engagement activities a recent immigrant from Iran was offered a job shadowing opportunity with the city’s environmental consultant. The firm later hired her. The consultant has also offered free HAZWOPER training students with Oregon Tradeswomen, Inc. (a current EPA Environmental Worker Training grant recipient.)