



The Confederated Tribes of the Grand Ronde Community of Oregon
Umpqua Molalla Rogue River Kalapuya Chasta

Tribal Council
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9615 Grand Ronde Road
Grand Ronde, OR 97347

FY21 BROWNFIELD MULTIPURPOSE GRANT NARRATIVE INFORMATION SHEET

1. Applicant Identification:

The Confederated Tribes of the Grand Ronde Community of Oregon
9615 Grand Ronde Road
Grand Ronde, Oregon 97347-9712

2. Funding Requested:

- a. Grant Type: Multipurpose
- b. Requested Amount: \$800,000

3. Location.

- a. Oregon City, Oregon
- b. Clackamas County
- c. Oregon
- d. Tribal fee lands within the ceded territory of the Confederated Tribes of the Grand Ronde Community of Oregon.

4. Contacts.

- a. Project Director
Ryan Webb, Project Manager
503-879-2404
ryan.webb@grandronde.org
9615 Grand Ronde Road Grand Ronde, Oregon 97347
- b. Highest Ranking Elected Official
Cheryle Kennedy, Chairwoman
503-879-2352
CTGR.grant@grandronde.org
9615 Grand Ronde Road Grand Ronde, OR 97347

5. Population.

- The project is in Oregon City, Oregon which has a population of: 37,129.
- The population of the Confederated Tribes of the Grand Ronde Community of Oregon is 5,502.

6. Other Factors Checklist.

Other Factors	Page #
Community population is 10,000 or less.	N/A
The applicant is, or will assist, a federally recognized Indian tribe or United States territory.	Applicant Confederated Tribes of the Grand Ronde Community of Oregon is a federally recognized Indian Tribe. Narrative page 3 and Threshold Criteria Page 1.
The priority brownfield site(s) is impacted by mine-scarred land.	N/A
The priority site(s) is adjacent to a body of water (i.e., the border of the priority site(s) is contiguous or partially contiguous to the body of water, or would be contiguous or partially contiguous with a body of water but for a street, road, or other public thoroughfare separating them).	The Site is bound by the Willamette River. See and Narrative pages 1-2.
The priority site(s) is in a federally designated flood plain.	A portion of the site is located in a federally designated flood plain. See Narrative page 1.
The reuse of the priority site(s) will facilitate renewable energy from wind, solar, or geothermal energy; or will incorporate energy efficiency measures.	Narrative page 3.
30% or more of the overall project budget will be spent on eligible reuse planning activities for priority brownfield site(s) within the target area.	N/A

7. Letter from the State or Tribal Environmental Authority.

Attached is a letter from the Oregon Department of Environmental Quality supporting the Tribe’s application for the 2020 EPA Assessment Grant at the Former Blue Heron Mill Site.

Confederated Tribes of the Grand Ronde Community of Oregon
FY2021 US EPA Brownfield Multipurpose Grant Application

Narrative Information Sheet Attachment – Letter from State Environmental
Authority



Oregon

Kate Brown, Governor

Department of Environmental Quality

Northwest Region

700 NE Multnomah Street, Suite 600

Portland, OR 97232

(503) 229-5263

FAX (503) 229-6945

TTY 711

October 22, 2020

via electronic delivery

United States Environmental Protection Agency
Office of Brownfields and Land Revitalization (MC 5105-T)
1200 Pennsylvania Avenue, NW
Washington DC 20460

**Re: DEQ Support for the Confederated Tribes of the Grand Ronde Community of Oregon's
Application for a Multipurpose Brownfield Grant**

Dear EPA Brownfield Grant Manager:

The Oregon Department of Environmental Quality supports the Confederated Tribes of the Grand Ronde Community of Oregon's (CTGR's) application for an EPA Multipurpose Brownfield Grant. If awarded, the grant will support the assessment, cleanup and reuse planning of the 23-acre Former Blue Heron Paper Mill property located immediately adjacent to Willamette Falls. In addition to being the second largest waterfall by volume in the United States, Willamette Falls is a significant cultural resource to native people throughout the Northwest.

CRGR purchased the property, in 2019, after executing a Prospective Purchaser Agreement (PPA) with DEQ. Since taking ownership, the CTGR has worked with DEQ to finalize a data gap summary report, perform site stabilization, and begin drafting a remedial action work plan as required by the PPA. Multipurpose grant funding will help to assess and cleanup over a century of legacy contamination. This will in turn enable CTGR's vision to restore habitat and public access to the river and create economic development opportunities for the region.

DEQ is pleased to support the CTGR's EPA brownfield grant application. Please feel free to contact Rebecca Wells-Albers, DEQ Northwest Region Brownfield Coordinator at 503-229-5585 with any questions.

Sincerely,

Nina DeConcini

Nina DeConcini

Administrator, DEQ Northwest Region

ecc: Mark Pugh, NWR/DEQ
Rebecca Wells-Albers, NWR/DEQ
Stacia Martin, Confederated Tribes of the Grand Ronde
Carrie Rackey, Stantec
Jennifer Casler, Hart Crowser

Confederated Tribes of the Grand Ronde Community of Oregon
FY2021 US EPA Brownfield Multipurpose Grant Application

GRANT NARRATIVE

1. PROJECT AREA DESCRIPTION & PLANS FOR REVITALIZATION:

1.a. Target Area & Brownfields: 1.a.i. Background & Description of Target Area: The former Blue Heron Paper Mill (priority brownfield, or the “Site”) in historic downtown Oregon City (Target Area) is arguably Oregon’s most high profile and highly anticipated brownfield redevelopment opportunity. Located about 15 miles south of Portland, the former Blue Heron Mill site is a 23-acre industrial wasteland on a rocky outcrop along the Willamette River. The sprawling vacant Site is wedged between downtown Oregon City and Willamette Falls, one of the nation’s most unique historic and natural treasures. In 2019, the Confederated Tribes of Grand Ronde Community of Oregon (the Tribe) purchased the Site to steward the land to its highest and best uses.

The rich history of the Falls and the surrounding area begins with its sacred and sustaining role to native people and continues through settlement of the western US and the State of Oregon. Horseshoe-shaped Willamette Falls is the largest waterfall by volume in the Pacific Northwest and is second only to Niagara Falls nationally. Since long before its industrial uses, the Falls and surrounding area has been a sacred cultural, fishing, and gathering place for indigenous tribes including the Clowwewalla people who once called the area home and controlled the Falls’ abundant salmon and Pacific lamprey fishing. In the mid-1800s, Euro-American pioneers arrived via the Oregon Trail which ended near Willamette Falls. The area adjoining the Falls, including the Site and the present-day downtown neighborhood, was dubbed Oregon City--the first incorporated city west of the Rockies and capital of the Oregon Territory 15 years before Oregon’s statehood.

By the mid-1800s, industrialization of the Target Area was underway as the state’s first woolen and flour mills were built adjacent to the Falls to harness its hydropower. As settlement and industrialization of the Site and Target Area increased in the 1850s, the US entered into a treaty with Tribes of the Willamette Valley region including the Clowwewalla that ceded Tribal homelands to the US in exchange for limited land and fishing rights at the Falls. The following year, the US government began removing the Clowwewalla, the neighboring Clackamas, and other tribes from the Willamette Valley to the Grand Ronde Indian Reservation 55 miles away. The remains of the Clowwewalla and Clackamas people, and their descendants, became members of the Confederated Tribes of the Grand Ronde Community of Oregon.

The Target Area continued to grow into the late 1800s, and demands on the Site intensified in the 1880s with the construction of a hydroelectric dam, powering the nation’s first long distance transmission of electricity which powered streetlights in Portland 14 miles away. From the late 1800s to 1910 industrial use of the Site expanded to include two paper mills, a tannery, soap manufacturing, bleach and dye houses, an auto repair shop, and two electrical substations. Until the 1950s the Clowwewalla and Clackamas were allowed limited access to the Site and adjacent Falls via temporary permits that allowed traditional salmon and lamprey fishing. However, by 1954 development at the Site and the Western Oregon Termination Act which severed the federal-Tribal trust relationship severely eroded the Tribe’s access to ancestral lands and rights. By 1959 the entire 23-acre Site was occupied by a paper mill that would eventually be known as the Blue Heron Mill.

In 2011 the Blue Heron Paper Mill succumbed to economic changes and announced its shutdown. The Site has been vacant since then, leaving a legacy of environmental impacts on the land and in the river and over 50 structures in various states of dilapidation. The Site’s blight is dramatic, presenting a dense cluster of skeletal buildings, smokestacks, and large rusting tanks along the degraded riverfront. The Site forms an inaccessible, unsafe, and contaminated barrier between the Willamette River and Falls and the Target Area. The Site’s condition constrains potential economic opportunities not only for the Tribe, but for the rapidly growing Target Area.

The Tribe is now working with public and community partners on plans to assess, clean up, and transform the Site as an extension of downtown Oregon City and a regional destination showcasing the unique habitat of the River and Falls, honoring the area’s culture and history, and serving as an economic catalyst.

1.a.ii. Description of the Brownfield Site: The Site extends along approximately 4,000 feet of the east bank of the Willamette River, adjoining the River and Falls to the south and west. One-third of the Site area is in the 100-year floodplain. The intersection of Main Street and State Hwy 99E, the southern gateway into downtown Oregon City, sits at the northern end of the Site. Historically,

Main Street had extended from downtown Oregon City and into the Site; however, the portion of Main Street within the Site was closed and absorbed into the industrial area in the mid-1900s. Railroad tracks and State Highway 99E (McLoughlin Blvd) form the eastern Site boundary. Beyond the highway and rail line the land rises steeply to a bluff topped by a mixed residential/commercial neighborhood that overlooks the Site. Except for a few isolated areas of vegetation along the river, the Site is paved or occupied by approximately 55 vacant industrial buildings and structures.

Early industrial Site uses included woolen, flour, and wood mills, a tannery, soap making, warehouses, boarding houses, a post office, and retail businesses. In the 20th century, hydroelectric facilities and the pulp and paper mill dominated the Site. The pulp and paper mill included extensive operations/process buildings and infrastructure including three paper machines, a 25-ton-per-day de-inking plant, at least three bleach houses, two dye houses, laundry operations, numerous underground and aboveground storage tanks, two electrical substations, an auto repair shop, a former transformer field, tail races, rail spurs, and large materials storage areas and stockpiles.

Numerous phases of environmental assessment have been conducted at the Site over the past 10 years, detecting contaminants including asbestos and lead-based paint in buildings, heavy metals, petroleum hydrocarbons, polychlorinated biphenyls (PCBs), petroleum hydrocarbons, volatile organic compounds (VOCs), semi volatile organic compounds (SVOCs), and dioxins/furans in soil, sediment, and groundwater. In 2019, the Tribe signed a Prospective Purchaser Agreement (PPA) with the Oregon Department of Environmental Quality (DEQ) agreeing to complete assessment and cleanup actions at the Site in exchange for environmental liability protections. In line with PPA requirements, the Tribe is now finalizing an Overarching Work Plan that identifies: 1) high priority assessment and cleanup needed to contain known and suspected areas of contamination, prevent contamination from spreading via the Site's stormwater system and other preferential pathways, and prepare the on-Site office building for near-term use by the Tribe; and 2) additional areas where environmental data gaps must be assessed and where focused cleanup is needed to prepare the Site for reuse. These recommendations form the basis for the assessment and cleanup work to be completed using the EPA Brownfield Multipurpose Grant requested in this application.

1.b. Revitalization of the Target Area: 1.b.i. Overall Plan for Revitalization: The proposed EPA Grant activities align with and will help realize the existing overall plan for revitalization of the Site. Following closure of the Blue Heron Mill, Oregon City, Clackamas County, Metro (tri-county regional planning agency), and state agencies formed the Willamette Falls Legacy Project. This partnership in conjunction with community stakeholders including the Tribe has led a series of outreach, visioning, and planning efforts culminating in a community-supported reuse plan to transform the Site into a regional destination with public open spaces, heritage tourism opportunities, and a vibrant mix of uses anticipated to include hotels, shops, restaurants, offices, and housing. At the heart of the reuse plan is creation of a multi-use path--the Riverwalk--that will provide visitors with riverfront access and an up-close view of powerful and historic Willamette Falls. The plan includes adaptive re-use of selected existing buildings and activating a network of pedestrian- and bike-friendly streets that will link the Site with the rest of the Target Area. Assessment and cleanup funded by the EPA Brownfield Multipurpose Grant will support the reuse plan by removing environmental obstacles to redevelopment and moving the Site toward safe and shovel-ready reuse status.

The Site reuse plan was developed through a series of planning exercises to ensure it aligns with broader land use and revitalization efforts and with the desires of the local community. A robust community engagement process in **2013** involved thousands of Oregonians helping shape the vision for the Site and the Falls and resulted in establishing four guiding principles for Site redevelopment: historic and cultural interpretation, public access, healthy habitat, and economic redevelopment. In **2014**, a Framework Master Plan was prepared for the Site, creating a new, mixed-use Willamette Falls Downtown zone to replace the Site's past industrial zoning. The Framework Plan designates areas for adaptive reuse, open spaces, streets, habitat restoration, public paths and trails, and it sets development and design guidelines. In **2015**, a Catalytic Value Study (more detail in Section 1.b.ii) was conducted that projected the extensive returns on investing in reuse in line with the four guiding principles. In **2018** the Riverwalk Master Plan was approved following another period of extensive community engagement. Later in **2018** a Roadmap to Redevelopment was developed through a multi-

day process that included interviews with numerous stakeholders from the government, business, and non-profit sectors. The Roadmap provides a framework for financing the Riverwalk.

The Site's reuse plan aligns with and supports broader land use and revitalization plans and goals. Oregon City's Comprehensive Plan calls for development of the downtown area for shopping, living, working, cultural and recreational activities, and social interaction that provides for pedestrian and bicycle traffic, preserves views of Willamette Falls and the river, and preserves the natural amenities of the area. Clackamas County's Comprehensive Plan identifies a limited supply of developable land as a constraint to growth and economic development and prioritizes protecting and supporting natural features, open spaces, and recreation facilities. Metro's 2040 Growth Concept for the region encourages compact development, a healthy economy, and protection of rivers, streams, and natural areas. Reuse of the Site also aligns with the evolving Willamette River Greenway, a string of parks and scenic lands along the river from Eugene (100 miles to the south) to Portland--one of Oregon's 19 statewide planning goals.

1.b.ii. Outcomes & Benefits of Overall Plan for Revitalization: Following closure of the Blue Heron Paper Mill, Metro prepared a Catalytic Value Study of the potential for the transformed Site to stimulate economic development and create a valuable public amenity. The study focused on benefits of redeveloping the Site in line with the four regionally agreed values: public access to the Falls, cultural and historic interpretation, environmental restoration, and economic development.

The study identified a robust set of economic benefits resulting from the Site's planned reuse:

Job Creation and Income Tax Revenue: The Site could house up to 926,000 square feet of mixed-use space creating an estimated 2,500-5,000 jobs including temporary construction jobs and permanent office/retail/service jobs, generating over \$5 million (M) in income taxes per year.

Housing: With mixed-use development, the Site has the capacity for 228-489 residential units. This increase in the housing supply could help lower the high local demand for housing which has driven up costs for Target Area residents.

Nationally Significant Tourist Destination: Destinations within the region draw millions of visitors each year. Based on tourism data, the redeveloped Site could attract 1M visitors annually, creating 931 tourism-related jobs and generating up to \$73M in annual visitor spending.

Property Value Impacts: The study found that the Site has a negative \$2M impact on nearby property values. Assuming a mere 5% increase in the Site's value from creation of public open space alone, reuse will increase nearby property values ~\$7.5M and increase property tax revenues.

Target Area Catalytic Impacts: Site redevelopment will catalyze new development in the Target Area, including residential, mixed use, and hotels. Transformation of the site will make Oregon City more attractive to potential residents and businesses.

Sustainable Reuse: Reuse of the Site presents a valuable opportunity to showcase sustainable development practices and benefits including adaptive reuse of buildings and structures, green building and infrastructure components, and incorporating renewable energy sources and energy efficiency measures.

Habitat Protection: Cleanup and thoughtful reuse planning will help protect and restore the habitat at and around the Site that has been degraded by industrial use. These diverse habitats include river channels, alcoves, basalt, and upland and riparian forests home to a range of plants, fish, and other wildlife species including threatened/endangered species such as Chinook salmon and steelhead.

Immeasurable Intrinsic Value: Perhaps the most important benefit is preserving and restoring the Site's intrinsic value that cannot be easily quantified. Willamette Falls is an iconic, beautiful vista that for over 150 years has been blocked from the public. This project will allow the regional community to reclaim the Falls and bequeath this priceless asset to future generations.

The Site and Target Area are located in an Opportunity Zone. Cleanup and preparation of the Site for reuse combined with OZ incentives will attract investment that will further establish the area as a regional destination. Project Partners are exploring multiple OZ funds investing in Oregon projects for use in brownfield revitalization.

1.c. Strategy for Leveraging Resources: **1.c.i. Resources Needed for Site Reuse:** As a federally recognized Tribe, the Confederated Tribes of Grand Ronde is eligible and well-positioned to receive funding from a range of federal, state, and local sources as well as private and foundation funding, including

funding set aside specifically for tribal governments. The anticipated impacts of the Site redevelopment plan—environmental rehabilitation, cultural, historic, and natural resource protection, restoration of public access to the Willamette Falls and River, and the economic development potential—already are leveraging funding and support. Environmental assessment and cleanup completed using the EPA Multipurpose grant will strengthen this existing leveraging power by eliminating environmental barriers to redevelopment and moving the Target Area toward shovel-ready development status, attracting additional funding and investment.

Since 2011, momentum and determination to realize the Site’s potential has leveraged millions of dollars in public investment: Metro has invested \$5 million from a Natural Areas Bond and \$550,000 for a Development Opportunity Study and Master Plan, and the Oregon legislature has invested \$12.5 million in lottery bonds. The ability of EPA brownfield grant funding, in particular, to stimulate the availability of additional funds for the Target Area is already established. Metro used a portion of its FY16 EPA Brownfield Coalition Assessment Grant, focused on a corridor that includes the Site and Target Area, to assess conditions along the future path of the Riverwalk. This progress helped the Tribe obtain a \$25,000 Brownfield Grant from Business Oregon in 2019 to prepare the Overarching Work Plan that describes the scope of environmental work needed to satisfy the PPA negotiated with the DEQ. The Target Area was also selected as one of three featured Brownfields projects at the National Brownfields Conference and was awarded consulting and other resources to support the reuse plan.

Funds and assistance available to the Tribe for environmental assessment and cleanup beyond the EPA Multipurpose Grant include grants and loans from the Business Oregon Brownfield Program, funds from Administration for Native Americans Social and Economic Development Strategies (SEDS) program, and EPA Targeted Brownfield Assessments.

Progress made using this grant will stimulate funding to complete the reuse plan. For example, EPA-funded work will help the Tribe complete plans to leverage a \$350,000 2040 Metro Planning and Development Grant for reuse planning, and funds from the Oregon City Transportation Flexible Fund Allocation to create safe entry and exit at the Main Street/Highway 99 intersection at the north end of the Site. Metro offers several types of grants to support brownfield reuse including Community Planning & Development Grants, District Transformation Grants, and Nature in Neighborhoods Grants. The Federal Emergency Management Agency Building Resilient Infrastructure Communities Program funds resilience and infrastructure projects and includes a \$20 M Tribal set-aside. The program supports infrastructure projects with nature-based solutions highly relevant to the Site such as land conservation and stormwater management.

Due to the Tribe’s ownership and the rich history of the Site, the Tribe has access to a range of funding sources for cultural and historic resource preservation during redevelopment including: 1) Federal Tribal Heritage grants; 2) several grants offered by the State Historic Preservation Office; 3) the Kinsman Foundation, which offers historic preservation grants; and 4) the National Trust for Historic Preservation.

1.c.ii. Use of Existing Infrastructure: Revitalization plans include adaptive reuse of selected buildings and structures for future use and as sculptural elements in public open spaces. The reuse vision will incorporate some of the existing structures and features into the Site’s design to reflect the rich history of the area and provide a striking contrast to the surrounding natural beauty. One of the high-priority activities for this EPA grant is a building materials survey to reopen the existing Blue Heron office building on the Site for the Tribe’s near-term use.

Due to the age of much of the Site’s subsurface utilities, the need for infrastructure upgrades is anticipated. A utility survey is included as part of this EPA grant funded scope of work to evaluate the location, dimensions, depths, and integrity of subsurface utility infrastructure (Section 3a, Task 2) and plan for needed improvements. The Site anchors the southern end of downtown Oregon City, which is fully served by modern, high-quality infrastructure including roads, stormwater, drinking water, electricity and natural gas, and communications/internet that the Site will tie into as part of redevelopment.

The Tribe is eligible for numerous funding sources for infrastructure upgrades including: Oregon Brownfield Technical Assistance and Integrated Planning Grants and Loans; Oregon Safe Drinking

Water Revolving Loan Fund; Oregon Special Public Works Fund; Oregon Water/Wastewater Fund; Oregon Regional Solutions Infrastructure Fund; Metro Planning and Development Grants; Metro District Transformation Grants; Federal Emergency Management Agency Building Resilient Infrastructure Communities Program which includes a \$20 M Tribal set-aside; and US Department of Commerce Economic Development Assistance Programs. In keeping with the spirit of the Site’s history, setting, and reuse plans, the Tribe plans to pursue green infrastructure upgrades that incorporate nature-based solutions such as bioswales, green roofs, and stormwater capture/reuse.

2. COMMUNITY NEED & COMMUNITY ENGAGEMENT: 2.a. Community Need: 2.a.i. The Community’s Need for Funding:

The Grand Ronde Tribal community has just over 5,500 members. Over the past 200 years the community has been severely diminished by diseases like smallpox and malaria brought to Tribal lands by settlers and traders, scattered by removal from their homelands, and disadvantaged by the federal disbanding of the Tribe in the 1950s that removed federal assistance and protection for over 30 years. The economic conditions and opportunities experienced by Tribal members reflect this history. The median household income of Tribal members living on the Grand Ronde reservation is just 60% of the statewide median income, and the poverty rate is more than twice the statewide rate. Tribal funds are dedicated to the education, healthcare, and support of its most vulnerable members. EPA grant funding for cleanup and reuse of the Site will allow the Tribe to continue dedicating Tribal resources to critical member needs including education, housing, economic development, natural and cultural resource conservation, and health and wellness services. This grant is critical to helping the under-resourced Tribe steward the Site into an incredibly important asset by bringing it back to healthy and productive use providing economic opportunity for the Tribe and for the Target Area.

Table 1 - Indicator ¹	Tribe	Oregon	US
Median Household Income	\$37,500	\$59,393	60293
Unemployment 2014-2018	13.7%	3.7%	3.7%
Poverty (all people)	28.7%	14.1%	14.1%
Poverty Age <18	45.7%	18%	19.5%
Bachelor’s degree or Higher	5.4%	32.9%	31.5%

2.a.ii. Threats to Sensitive Populations: 2.a.ii(1) Health or Welfare of Sensitive Populations: People experiencing homelessness are a significant sensitive population in the Target Area. In 2017, Clackamas County declared a state of emergency due to the lack of shelter for the growing homeless population after a woman died in a fire at a transient camp less than 2 miles from the former Blue Heron Mill. The County’s 2019 Point-in-Time Homeless Count saw a 9% increase in the total homeless population since 2017 and a sharp increase in chronic homelessness since 2015.² The percentage of homeless students in Oregon City has increased every year since 2011.² This sensitive population often seeks shelter in abandoned areas like the former Blue Heron Mill, attracted by vacant buildings and empty lots. Here they may be exposed to contaminated soil, sediment, surface water, and hazardous building materials. Although security guards patrol the fenced Site, trespassers have been able to gain access and risk potential exposure to contaminants ranging from asbestos and lead to petroleum, PCBs, and dioxins.

Sensitive populations in the Target Area also include elderly and minority residents who have disproportionately low incomes and high poverty rates compared to white residents. The economic disparities between minority Target Area residents and white residents is shown in Table 2.

Table 2	Populations within Oregon City			
	American Indian or Alaskan Native	Black or African American	Hispanic	White
Per Capita Income ³	\$17,015	\$18,865	\$13,909	\$33,091
Poverty Rate ²	4.2%	18.1%	17.1%	9.6%

¹ Tribal data: www.census.gov/tribal/index.html, State and US data: American Community Survey 5-Year Estimates

² <https://dochub.clackamas.us/documents/drupal/f8a9eed3-d19b-46ca-9ca9-03d8b9ed106d>

³ <http://www.blueprintclackamas.com>

In addition to sensitive minority populations, 23% of residents 65+ years of age in Census Tract 224 (which includes the Site) are living below the poverty line, compared to the County rate of 7% and the state rate of 17%. These elderly residents are further challenged with a high housing cost burden, with 67% spending more than 30% of income on housing.

This grant will eliminate potential exposure of these sensitive populations to a major source of contamination and blight. The grant-funded cleanup and reuse of the large 23-acre Site immediately adjacent to neighborhoods, businesses, and a sensitive natural area will expand opportunities for job creation and economic growth that will benefit low-income residents. Cleanup of the former mill will also remove a blighted nuisance that is attractive to people seeking shelter, eliminating the risk of exposing this population to contaminants remaining at the Site.

2.a.ii(2) Greater Than Normal Incidence of Disease & Adverse Health Conditions: A recent health profile shows that cancer and heart disease are the leading causes of preventable deaths in Clackamas County. Clackamas County is in the worst 25% of Oregon counties for cancer rate among the Medicare population comprised mostly of people who are over 65 and younger people with disabilities. The County’s cancer rate is on the increase at 463 cases per 1,000 people compared to 434 in Oregon and 449 nationwide.³ The Oregon Health Authority found that Clackamas County’s rate of new cancer cases from 2012-2016 (457.5) was higher than the state rate of 427.2.⁴ Known contaminants at the abandoned Blue Heron Mill include carcinogens such as PCBs, dioxins, petroleum constituents such as benzene and benzo(a)pyrene, and heavy metals. Exposure to solvents, metals such as lead and arsenic, and particulate air pollution increases the risk of heart disease and stroke.⁵

Contamination in surface soil and crumbling buildings at this very large brownfield may become airborne as vapor or windblown dust or be washed from the Site into the surrounding area, and onsite trespassers may come into direct contact with these contaminants.

As described in Section 3.a the first phase of EPA Multipurpose grant funded assessment and cleanup planned for the Site is designed to control contaminants and prevent them from reaching the Willamette River, impacting human health or the environment, or migrating to nearby areas.

2.a.ii(3) Disproportionately Impacted Populations: The Target Area’s environmental justice communities of low-income minority and elderly residents (Section 2.a.ii(1)) live near the 23-acre former Blue Heron Mill—one of the largest and most contaminated brownfields in Oregon. Due to their proximity to the former Blue Heron Mill and a high number of additional air and water contaminant sources, buildings with lead paint, and heavily trafficked roads, sensitive populations living near the Site disproportionately share the negative environmental effects of industrial operations and environmental and land use policies. As shown in Table 3, these sensitive populations are in the 76th-98th percentiles in Oregon for exposure environmental pollutants, such as nearby hazardous waste sites and traffic that results in poor air quality and local depositing of contaminants in airborne particulates.

Table 3 - EJ Screen Environmental Indicator	Target Area ⁶ Percentile in Oregon
PM 2.5	76 th
NATA ⁷ Diesel PM	86 th
NATA Cancer Risk	94 th
NATA Respiratory HI	98 th
Traffic Proximity	89 th
Lead Paint	93 rd
Superfund Proximity	85 th
Wastewater Discharges	84 th

While in operation, the mill was identified by DEQ as a major source of hazardous pollutants⁸ and was identified for multiple violations related to its National Pollution Discharge Elimination System and Resource Conservation and Recovery Act (RCRA) permits due to releases of contaminants in

⁴ http://www.oregon.gov/oha/PH/DISEASES/CONDITIONS/CHRONICDISEASE/DATAREPORTS/Documents/datatables/ORCountyCancer_All.pdf

⁵ https://www.epa.gov/sites/production/files/2015-08/documents/ehwhh_english_100-f-09-043.pdf

⁶ Target Area = US Census Block Groups 4004 and 4005 which include the Site and downtown Oregon City

⁷ NATA = National Air Toxics Assessment

⁸ <https://pamplinmedia.com/component/content/article?id=40001>

wastewater discharges and exceedances of limits on hazardous materials generation and storage.⁹ The Site’s past RCRA reporting shows that ignitable and corrosive waste, arsenic, chromium, lead, mercury, solvents, and chloroform were handled on the Site. No significant cleanup has taken place since the mill’s closure.

This grant will help the Tribe address the residual contamination left on this large brownfield that is potentially continuing to migrate to the surrounding area impacting environmental justice communities.

2.b. Community Engagement: 2.b.i. Project Involvement and 2.b.ii. Project Roles:

Organization and Contact	Specific Project Involvement or Assistance
Willamette Falls Trust Andrew Mason - 503-994-6800 andrew@willamettefallstrust.org	This nonprofit organization will help raise funds for Site reuse and support community engagement for the project through its robust partnerships and long history with the Site.
Willamette Falls Legacy Project Brian Moore - 503-797-1761 Brian.Moore@oregonmetro.gov	Partnership between Oregon City, Clackamas County, Metro, and the State of Oregon that has been working on plans, studies, visioning, and community engagement around the Site for almost a decade. The Legacy Project will work with the Tribe on community engagement, planning, and fundraising to bring the vision for the Site to life.
Citizen Involvement Committee of Oregon City - Christina Robertson 503-496-1564 crobertson@orcify.org	CIC is made up of representatives of Oregon City’s neighborhood associations. CIC will share project information through their established communication networks.
Downtown Oregon City Association Liz Hannum - 503-802-1640 liz@downtownoregoncity.org	This non-profit organization focused on the revitalization of Oregon City’s 175-year-old downtown will assist with outreach and provide input to help align Site reuse plans with the downtown neighborhood.
Clackamas County Public Health Erika Zoller - 503-502-1243 ezoller@clackamas.us	The County Health Department will assist with outreach to sensitive populations and establishing metrics to track project outcomes.
Oregon Health Authority Courtney Fultineer - 971-673-1210 Courtney.fultineer@dhsaha.state.or.us	The Oregon Health Authority Brownfield Program will assist the County Health Department and Tribal health experts with measuring and evaluating project health outcomes.
Willamette Riverkeeper Travis Williams – 503-223-6418 travis@willametteriverkeeper.org	Willamette Riverkeeper will represent environmental interests in the project.
Oregon DEQ - Mark Pugh 503 229-5587 pugh.mark@deq.state.or.us	The Tribe will continue to work closely with DEQ to ensure assessment and cleanup activities comply with state requirements and standards.

2.b.iii. Incorporating Community Input: The Tribe meets weekly with Oregon City, Metro, Clackamas County, DEQ, and the Willamette Falls Trust. The Tribe provide updates on activities underway at the Site while seeking feedback from these stakeholders on a regular and continuing basis. The Tribe will continue these weekly meetings throughout the life of the EPA brownfield grant.

Community outreach during the EPA grant project will be a continuation of the robust engagement already begun by the Tribe and project partners that has included public meetings, charettes, workshops, and online platforms providing the community with the opportunity to contribute ideas and input. At the start of the EPA grant, the Tribe will work with project partners to prepare an EPA grant-specific Public Involvement Plan (PIP) to guide and track outreach efforts

⁹ Phase I Environmental Site Assessment, Former Blue Heron Paper Company Mill Site, 2019, Wood.

specific to grant activities. The PIP will document methods for harnessing the experience, tools, methods, and networks established over the long history of community engagement around the former Blue Heron Mill. The PIP will include a schedule of grant-specific outreach events, methods for publicizing grant news and announcements, and identify project partners and roles.

Community engagement specific to this grant began when the Tribe held a virtual public meeting on October 22, 2020 to share the plan to apply for an EPA Brownfield Grant. Community members attended the event to learn about and share ideas around how the grant can help shape and advance the Site’s revitalization plans. The Tribe will host a at least five additional grant-related public events during the 5-year grant term to inform the public and solicit input. The events will be held at key milestones which may include when news of the grant award is received, during planning stages for the Source Control Evaluation (Task 2) and Focused Remedial Investigation (Task 3) and at the completion of those tasks, and during the Cleanup and Planning phase (Task 4). The Tribe is able to hold public meetings virtually or in person, depending on COVID-19 restrictions in place at the time. The Tribe can also record presentations for posting Tribal and partner websites. The Tribe will prepare signage for display during the project to inform the public about the activity and noting that it was funded by an EPA Brownfield Grant.

Project information will be shared with the Tribal and Target Area communities on at least a quarterly basis during the grant term via presentations at these events and/or through the Tribe’s newspaper *Smoke Signals*, press releases, the project-specific webpage on the Tribe’s website, the Tribe’s Facebook page, and through community partner networks, social media outlets, and events.

Community input will be gathered using tools including electronic polling and surveys at events, capturing input during presentations, and from comments provided directly to the Tribe via website comments, emails, and phone calls. The Tribe will compile community input from these sources on a quarterly basis and develop responses. The Tribe’s responses to input will be summarized in the quarterly project progress reports and in communications with the community via tools like Frequently Asked Questions posted on the Tribe’s website and fact sheets and articles addressing specific issues, questions, and suggestions.

3. TASK DESCRIPTIONS, COST ESTIMATES, & MEASURING PROGRESS:

3.a. Description of Tasks/Activities & Outputs: The EPA grant funded activities are described below. *The cost share requirement will be met by the Tribe’s payment of DEQ oversight costs for assessment and cleanup which are estimated at \$100K.*

TASK 1: PROJECT MANAGEMENT	Lead: The Tribe assisted by QEP
Implementation: The Tribe will monitor project scope, schedule, budget, and compliance with grant terms and conditions including timely reporting and drawdowns. After grant award but prior to the start of the grant term, the Tribe will procure a Qualified Environmental Professional (QEP) through a process that complies with Tribal and EPA procurement rules. Early procurement of the QEP will ensure the Tribe and QEP can begin grant activities at the very start of the grant term.	
Schedule: The Tribe will complete all quarterly and annual reporting on time. Final grant closeout report within 90 days of end of grant term.	
Outputs: Quarterly Reports; EPA Assessment, Cleanup, & Redevelopment Exchange System (ACRES) database updates at project milestones; Annual Disadvantaged Business Enterprise reports and Federal Financial Report; Final Grant Closeout Report.	
TASK 2: HIGH PRIORITY ASSESSMENT & CLEANUP	Lead: QEP directed by/reporting to the Tribe
Implementation: Task 2 focuses on areas where near-term assessment and cleanup are needed to reopen the office building on the Site for Tribal use, and to control contaminant sources and prevent them from migrating from the Site where they may impact human health, the Willamette River, and surrounding properties and resources. The Tribe will direct the QEP to prepare a Quality Assurance Project Plan (QAPP) and Health and Safety Plan (HASP) to guide all EPA grant-funded work. The Tribe and QEP will complete Endangered Species Act and National Historic Preservation Act (NHPA) clearances to cover all intrusive work at the Site. The Tribe/QEP will prepare a Task 2 Work Plan	

<p>(Sampling and Analysis Plan). The Work Plan will be based on the Overarching Work Plan to comply with requirements of the PPA. The Tribe will continue working closely with the DEQ during the grant project through DEQ’s Voluntary Cleanup Program. The Task 2 Work Plan will reference the project QAPP and will be submitted for DEQ and EPA Review prior to implementation. The Task 2 Work Plan scope will include:</p> <ul style="list-style-type: none"> • Site-wide underground utility survey: This survey will evaluate the location, dimensions, depths, integrity, and backfill of utilities including a review of available records, geophysical survey methods, and/or a camera survey to inform assessment, cleanup, and upgrade needs. • Inventory and remove chemicals and hazardous substances remaining from past operations. • Sample and evaluate remedial options for 1,000 cubic yard waste pile beneath former bleach plant. Prior sampling detected metals, PAHs, PCBs, dioxins/furans, and petroleum hydrocarbons above DEQ human and ecological screening levels. • Sediment in specific stormwater catch basins is known to contain PCBs above DEQ screening levels. The sediment will be sampled, characterized, profiled, removed, and properly disposed. • Decommissioning, assessment, and cleanup of up to six underground storage tanks. • Complete human health and ecological risk assessments as needed. • Evaluate, secure, and/or properly abandon an onsite industrial water supply well to ensure it is not a preferential pathway for contaminant migration and to comply with state regulations. • Survey regulated building materials in the Site office building including wipe sampling and evaluating asbestos, lead paint, and mercury and PCBs in light tubes and ballasts. • Abatement of regulated building materials in Site office building as needed based on findings to support its near-term reuse as office space for the Tribe. • Prepare Draft and Final versions of Task 2 Report including conceptual site model, risk evaluation, and all cleanup related disposal documentation for DEQ and EPA review. 				
Task 2 Schedule	QAPP and HASP Final: 2Q 2022	Work Plan Final by: 2Q 2022	Field Work: 2Q 2022 – 4Q 2022 (~6 months)	Report Final by: 2Q 2023
Outputs: QAPP; HASP; Endangered Species Act and NHPA documentation; Draft/Final Work Plans; Draft/Final Assessment and Cleanup Reports				
TASK 3: FOCUSED REMEDIAL INVESTIGATION (RI)		Lead: QEP directed by/reporting to the Tribe		
<p>Implementation: Task 3 will assess suspected contamination hotspots and data gaps identified in the Overarching Work Plan that were not assessed in Task 2 or previous assessments. This activity will inform Task 4 cleanup activities. Task 3 activities will consist of:</p> <ul style="list-style-type: none"> • Prepare draft and final versions of Task 3 Work Plan for DEQ and EPA Review. • Soil, groundwater, stormwater, sediment, and soil gas sampling. Areas to be assessed will include aboveground storage tank areas, stained surface soil, unassessed release areas, water treatment plant filter media, and hydraulic systems (e.g. freight elevator and filter plant pump room). • Complete human health and ecological risk assessments. • Prepare Draft and Final versions of Task 3 RI Report including conceptual site models, risk evaluations, and cleanup recommendations for DEQ and EPA review. 				
Task 3 Schedule	Task 3 Work Plan Final by: 4Q 2023	Field Work: 4Q 2023 – 1Q 2024 (~4 months)	RI Report Final by: 3Q 2024	
Outputs: Draft/Final Work Plan/SAP; Draft/Final RI Report				
TASK 4: CLEANUP AND PLANNING		Lead: QEP directed by and reporting to the Tribe		
<p>Implementation:</p> <ul style="list-style-type: none"> • Prepare draft and final versions of Task 4 Cleanup Plan for DEQ and EPA Review. • Potential Remedial Actions (dependent on assessment data gathered during Tasks 2 and 3) <ul style="list-style-type: none"> – Excavate and dispose of contaminated media at various locations where past operations or visual observations of staining indicate cleanup is needed. – Prepare demolition plans for water treatment plant building. 				

<ul style="list-style-type: none"> - Recommendations regarding engineering controls to be incorporated into future construction. • Prepare Draft and Final versions of Task 4 Cleanup Report including conceptual site model, risk evaluation, and all cleanup related disposal documentation for DEQ and EPA review. • Contaminated Media Management Plan (Draft, DEQ Review, Final) and deed restriction coordination. • Focused reuse planning that refines and carries forward the overall reuse plans described in Section 1.b.i in the early stages and is being funded by the Tribe. Planning is currently focused on sustainably repurposing the Site office building, safe entry and exit at the Main Street/Highway 99 intersection at the north end of the Site, and on infrastructure needs. The Tribe does not plan to use this EPA grant to conduct reuse planning. 			
Task 4 Schedule	Cleanup Plan Final by: 1Q 2025	Field Work: 1Q 2025 – 4Q 2025 (~9 months)	CMMP & Deed Restriction Deed Rest. 3Q 2026
Outputs: Draft/Final Cleanup Plan; Waste Disposal Documentation; Draft/Final Cleanup Report			
Task 5: Community Engagement		Lead: The Tribe assisted by the QEP	
<p>Implementation: 1) Prepare Public Involvement Plan (PIP); 2) Hold at least five community meetings (virtual or in-person, as COVID policies allow) during the grant term and post recordings of virtual meetings on Tribe and partner websites; 3) Prepare outreach materials including fact sheets, press releases, website/Facebook page project updates, newsletter articles, and signage explaining project activities; and 4) Solicit and respond to community input via electronic surveys, interactive community events such as workshops and charrettes, Q&A at outreach events, and calls and emails from community members to grant project representatives at the Tribe; document input and responses on Q&A summary sheets and in Quarterly Progress Reports to EPA.</p>			
<p>Schedule: The PIP and initial fact sheet will be finalized in the first quarter of the grant term. Five public outreach events will be held at key project milestones as described in Section 2.b.iii. Press releases will also be prepared for project milestones and to publicize outreach events. The Tribe has already established a project webpage on the Tribe’s website and will add news and documents as they become available throughout the grant term. Input and responses will be documented on at least a quarterly basis.</p>			
<p>Outputs: PIP; At least 5 community meetings held and notes/presentation materials developed; 2-3 project fact sheets and press releases; project updates on Tribe and partner websites; documentation of public input/questions and responses</p>			

3.b. Cost Estimates: The budget below was prepared with the assistance of an environmental professional knowledgeable about Site conditions. The budget assumes an average QEP hourly rate of \$150/hour.

Budget Categories	Project Tasks (\$)					Total
	1. Project Mgmt.	2. High Priority Assessment & Cleanup	3. Remedial Investigation	4. Cleanup and Planning	5. Community Involvement	
Personnel, etc.*	\$0	\$0	\$0	\$0	\$0	\$0
Contractual	\$33,000	\$464,000	\$87,000	\$186,000	\$30,000	\$800,000
Total Direct Costs	\$33,000	\$464,000	\$87,000	\$186,000	\$30,000	\$800,000
Total Indirect Costs	\$0	\$0	\$0	\$0	\$0	\$0
Total Federal Funding	<i>\$33,000</i>	<i>\$464,000</i>	<i>\$87,000</i>	<i>\$186,000</i>	<i>\$30,000</i>	<i>\$800,000</i>
Tribe Cost Share*	<i>\$0</i>	<i>\$20,000</i>	<i>\$20,000</i>	<i>\$0</i>	<i>\$0</i>	<i>\$40,000</i>
TOTAL BUDGET	\$33,000	\$484,000	\$107,00	\$186,000	\$30,000	\$840,000

* The Tribe will cover personnel time, fringe benefits, travel, equipment, supplies, and costs for DEQ oversight with Tribal funds.

Task 1, Project Management, Total \$33,000: QEP Labor: \$33,000: Reporting and Project Management (220 hours x \$150/hour – 11 hours/quarter for 5-year project).

Task 2, High Priority Assessment & Cleanup, Total \$484,000: QEP Labor: \$69,000 (460 hours x \$150/hr for: QAPP [\$5600]; HASP [\$2500]; Endangered Species Act/NHPA Clearances [\$2100]; planning, fieldwork, subcontractor oversight, reporting [\$58,800: 392 hours x \$150/hr] ; Lab Costs \$30,000 (75 samples at \$400/each); Tank Removal Contractor \$180,000 (6 tanks/\$30,000 each); Other contractors \$185,000 (Driller, Remediation/disposal, Geophysical, Utility Survey, Regulated Building Materials Survey/Abatement). \$20,000 of the required cost share will be funded by the Tribe for DEQ oversight costs (average \$190/hour).

Task 3, Remedial Investigation, Total \$107,000: QEP Labor: \$27,000 (180 hours x 150/hr for planning, fieldwork, subcontractor oversight, reporting); Driller: \$32,000 (8 days at \$4,000/day); Laboratory Costs: \$28,000 (70 samples at \$400/sample). \$20,000 of the required cost share will be funded by the Tribe for DEQ oversight costs (average \$190/hour).

Task 4, Post RI Cleanup & Planning, Total \$186,000: QEP Labor \$36,000 (240 hours x \$150/hr for planning, fieldwork, subcontractor oversight, and reporting); Other contractors \$150,000 (Remediation/disposal).

Task 5, Community Involvement, \$30,000: QEP Labor \$30,000 (200 hrs/\$150/hr) to assist Tribe with developing plans and content for fact sheets, press releases, websites, community events, and participation in community involvement events.

3.c. Measuring Environmental Results: When preparing the project work plan, the Tribe will develop a detailed schedule of key project milestones such as QAPP completion, task start and end dates, and scheduling and holding outreach events. At least monthly, the Tribe will track and evaluate progress in achieving outputs and milestones against the work plan schedule. The Tribe will set up weekly calls with the QEP, inviting the DEQ and EPA as necessary, to evaluate project status and act quickly to address any unanticipated changes or deviations from Work Plans. The Tribe will monitor the project budget concurrent with tracking the schedule, on at least a monthly basis. The Tribe will document project outputs, outcomes, and results in the quarterly progress reports to EPA and in EPA's ACRES database. Outcomes beyond the end of the grant term will also be tracked in the ACRES database. Anticipated outputs are described in Section 3b. Anticipated outcomes and results that the Tribe will track include:

- Square feet of Site prepared for reuse
- Buildings prepared for reuse
- Number of jobs created
- Funding leveraged
- Historic resources protected
- Increase in property values
- Trails and open space created
- Reduction in volume of hazardous materials
- Increase in tourism revenues
- Amenities created

4. PROGRAMMATIC CAPABILITY AND PAST PERFORMANCE:

4.a. Programmatic Capability: 4.a.i. Organizational Structure & Experience and 4.a.ii. Description of Key Staff:

The nine-member Tribal Council is the elected government of the Grand Ronde Tribe. The Tribal Council oversees an executive staff who oversee more than 15 departments with over 300 employees. The Tribe has managed over \$200M in federal and state funding including EPA Section 106 and Indian General Assistance Program (GAP) grants since the late 1990s. The Tribe also has finance Department, Tribal Attorney's Office, and an Audit Services Department who ensure compliance and oversight with respect to funding agreements.

Ryan Webb, PE Project Manager with the Tribe is the Project Director for this grant and for the DEQ PPA. He will oversee all assessment and cleanup activities under the grant. Mr. Webb has nearly 10 years of experience managing projects within the Portland Metro area, including environmental assessment and remediation. **Stacia Hernandez**, Chief of Staff for the Tribe, will coordinate all public and community outreach efforts and lead collaboration efforts with project partners. Ms. Hernandez is a Tribal member and has been employed by the Tribe for over 10 years. **Kim Rogers**, Planning and Grants Manager for the Tribe will assist with grant management, compliance, and

reporting. Mr. Rogers has 20 years' experience with federal grant projects. **Gloria Schwalger**, Staff Accountant, will assist with budget tracking, documentation, reporting, and drawdowns. Tribal staff will coordinate with staff in the lands, natural resources, Tribal Historic Preservation Office, and other departments as needed.

4.a.iii. Acquiring Additional Resources: The Tribe has a procurement ordinance and policy governing purchases of goods and services that sets forth the competitive selection processes. The procurement policy requires compliance with any federal funding source requirements with respect to purchasing and program compliance. The Tribe will comply with EPA's solicitation clauses in the performance of this grant. The Tribe's legal department reviews contracts and agreements and its procurement department facilitates purchase orders and payments. The Tribe will utilize the required procurement procedures in selecting consultants to do the work of the grant.

4.b. Past Performance & Accomplishments:

4.b.ii. Has Not Received an EPA Brownfields Grant but Has Received Other Federal or Non-Federal

Assistance Agreements: 4.b.ii.(1) Purpose & Accomplishments: The Tribe was the Fiscal Agent for a \$384,256 EPA Portland Harbor Superfund Site State-Tribal Cooperative Agreement (EPA-CEP-02) award for tribal representation and involvement. Activities include meetings with an environmental contractor regarding Harbor cleanup technical data, site visits, and review and comment on documents on Superfund site cleanup. The Project is roughly half completed and has been successful in providing informed Tribal response. Outputs are review of documents, shared oversight of contractor and providing required reports to EPA.

EPA Performance Partnership Grant Federal-Tribal Cooperative Agreement (BG00J40402-4) 2016 – 2019: \$958,487. This grant provided the Tribe with GAP funding, Clean Water Act Section 106 Water Quality funding, and Clean Water Act Section 319 Nonpoint Source funding. The Tribe's accomplishments using these funds were: 1) building Tribal capacity to understand and protect environmental resources through attending environmental meetings and workgroups, updating Tribal Council on environmental issues, planning for salmon and lamprey recovery, planning for climate change, and protection of environmental resources; 2) continue and expand monitoring of water quality in and around Tribal lands; and 3) address nonpoint source pollution and prevention of new pollution sources along 300 feet of Agency Creek and 5 acres along Cospers Creek.

Bureau of Indian Affairs (BIA) Tribal Wildlife Grant Oak Habitat Restoration at Rattlesnake Butte 3 Agreement (F18AP00616) 2018: \$167,713. Using this grant, the Tribe successfully implemented Phase 1 habitat restoration on 97 acres within the 269-acre Rattlesnake Butte Wildlife Area, a property held in conservation status for fish and wildlife habitat. The funds were used for Tribal staff to manage a baseline habitat assessment and complete habitat improvements including mechanical and chemical treatments on 97 acres.

4.b.ii.(2) Compliance with Grant Requirements: Portland Harbor EPA Superfund State-Tribal Cooperative Agreement (EPA-CEP-02) 2019. The Tribe is on track with the workplan and schedule and anticipates meeting the stated outputs by the project end in December 2020. Financial and program reporting has been completed and deemed acceptable by EPA.

Performance Partnership Grant EPA Federal-Tribal Cooperative Agreement (BG00J40402-4) 2016 – 2019: \$958,487. The Tribe successfully implemented the workplan and met the schedule and reporting requirements. The Tribe met the stated outputs by the project end on December 31, 2019. Financial and program reporting has been completed and accepted by EPA.

Bureau of Indian Affairs Tribal Wildlife Grant Oak Habitat Restoration at Rattlesnake Butte 3 Agreement (F18AP00616) 2018: \$167,713. The Tribe successfully completed the workplan and met schedule and reporting requirements. The Tribe met the stated outputs by the project end on May 31, 2020. Financial and program reporting has been completed and accepted by BIA.

Confederated Tribes of the Grand Ronde Community of Oregon
FY2021 US EPA Brownfield Multipurpose Grant Application

Threshold Criteria Responses



The Confederated Tribes of the Grand Ronde Community of Oregon
Umpqua Molalla Rogue River Kalapuya Chasta

Tribal Council
Phone (503) 879-2301
Fax (503) 879-5964

1-800-422-0232
9615 Grand Ronde Road
Grand Ronde, OR 97347

Threshold Criteria FY21 EPA Brownfield Multipurpose Grant

1. Applicant Eligibility

The applicant, the Confederated Tribes of the Grand Ronde Community of Oregon (“Applicant,” “Tribe,” or “CTGR”), is a federally recognized Indian tribe and eligible to receive this grant.

2. Community Involvement

The Confederated Tribes of Grand Ronde has been partnering with Metro, Oregon City, and Clackamas County, and other stakeholders to engage the public in envisioning and planning a community-supported reuse for the former Blue Heron Paper Mill at Willamette Falls (the Site) for almost a decade. At the Tribe, we value the comments, inspiration, and technical know-how contributed by project partners, residents and business owners, Tribal stakeholders, and the public at large on this high-profile and highly anticipated brownfield redevelopment opportunity. We look forward to continuing this robust and productive engagement during the EPA Brownfield Multipurpose Grant period, inviting the community to learn about the assessment, cleanup, and reuse planning activities and providing opportunities for further input.

At the start of the EPA grant project, the Tribe will work with project partners to prepare Public Involvement Plan (PIP) that aligns with the EPA Brownfield Multipurpose Grant scope of work and schedule. For example, the PIP will identify project milestones where specific outreach methods would be most effective, such as public meetings during assessment activities, charettes and workshops where small groups have a greater opportunity for dialogue during planning phases, and site tours when conditions allow. The PIP will document and tailor the multiple proven-effective tools, methods, and networks identified and employed over the long history of community engagement around the former Blue Heron Mill.

In addition to periodic community engagement events, we will conduct regular and consistent outreach to keep the public informed about the grant project progress and accomplishments. Upon purchasing the Site in 2019, the Tribe began regularly posting news and updates on our website (<https://www.grandronde.org/press-media/tribal-announcements/our-connection-to-the-falls/>). We will continue to prepare and post updates as the EPA Brownfield Multipurpose Grant progresses.

We began community engagement specific to this grant by holding a virtual public meeting on October 22, 2020 to share the plan to apply for an EPA Brownfield Grant. The meeting and presentation was recorded, and will be posted on the Tribe’s website. Community members attended the event to learn about and share ideas around how the grant can help shape and

advance the Site’s revitalization plans. The Tribe will host a at least five additional grant-related public events during the 5-year grant term to inform the public and solicit input. The events will be held at key milestones which may include when news of the grant award is received, during planning stages for the High Priority Assessment and Cleanup phase (Task 2) and Focused Remedial Investigation (Task 3) and at the completion of those tasks, and during the Cleanup and Planning phase (Task 4). We can hold public meetings virtually or in person, depending on COVID-19 restrictions in place at the time. Once the grant is awarded and assessment and cleanup work begins, we will prepare signage for display during the project to inform the public about the activity and noting that it was funded by an EPA Brownfield Grant.

Project information will be shared with the public on at least a quarterly basis during the grant term via presentations at outreach events and/or through the Tribe’s newspaper *Smoke Signals*, press releases, the Tribe’s website and Facebook page, and through community partner networks, social media outlets, and events.

Community input will be gathered using tools including electronic polling and surveys at events, capturing input during presentations, and from comments provided directly to the Tribe via website comments, emails, and phone calls. The Tribe will compile community input from these sources on a quarterly basis and develop responses. The Tribe’s responses to input will be summarized in the quarterly project progress reports and in communications with the community via tools like Frequently Asked Questions posted on the Tribe’s website and fact sheets and articles addressing specific issues, questions, and suggestions.

3. Target Area:

Downtown Oregon City, Oregon--location of the 23-acre former Blue Heron Paper Mill--is the Target Area. Cleanup and reuse of the former mill will have an enormous impact on the residents, businesses, economy, and health of the Target Area.

4. Affirm Brownfield Site Ownership:

The Tribe purchased the former Blue Heron Paper Mill—the focus of the Multipurpose Grant Application—in 2019 and is the current owner. The Site meets the CERCLA § 101(39) definition of a brownfield and is: a) not listed (or proposed for listing) on the National Priorities List; b) not subject to unilateral administrative orders, court orders, administrative orders on consent, or judicial consent decrees issued to or entered into by parties under CERCLA; and c) not subject to the jurisdiction, custody, or control of the U.S. government.

5. Use of Grant Funds:

Pages 8 through 11 of the grant narrative contain information on the plan to conduct assessment and cleanup using the grant funds. An overall reuse plan for the Site has been developed as described on pages 2 through 5 of the grant narrative.

6. Required Cost Share:

The Tribe will meet the required \$40,000 cost share using Tribal funds to cover all Oregon Department of Environmental Quality (DEQ) oversight fees for grant-funded assessment and cleanup (Tasks 2 and 3 in the table below). The total estimated cost of DEQ oversight of grant-funded assessment and cleanup activities is \$100,000.

TASK 1: PROJECT MANAGEMENT	Lead: The Tribe assisted by QEP
<p>Implementation: The Tribe will monitor project scope, schedule, budget, and compliance with grant terms and conditions including reporting and drawdowns. The Tribe will procure a Qualified Environmental Professional (QEP) through a process that complies with Tribal and EPA procurement rules and direct the QEP to prepare a Quality Assurance Project Plan (QAPP) and Health and Safety Plan (HASP) to guide all EPA grant-funded work. The Tribe and QEP will complete Endangered Species Act and National Historic Preservation Act (NHPA) clearances to cover all intrusive work at the site.</p>	
TASK 2: HIGH PRIORITY ASSESSMENT & CLEANUP	Lead: QEP directed by/reporting to the Tribe
<p>Implementation: Task 2 focuses on areas where near-term assessment and cleanup are needed to re-activate the office building on the Site for Tribal use, and to control contaminant sources and prevent contaminants from reaching the Willamette River, impacting human health or the environment, and/or migrating offsite. The Tribe/QEP will prepare a Task 2 Work Plan (Sampling and Analysis Plan). The Work Plan will be based on the Overarching Work Plan to comply with requirements of the PPA. The Tribe will continue working closely with the DEQ during the grant project through DEQ’s Voluntary Cleanup Program. The Task 2 Work Plan will reference the project QAPP and will be submitted for DEQ and EPA Review prior to implementation. The Task 2 Work Plan scope will include:</p> <ul style="list-style-type: none"> • Site-wide underground utility survey: This survey will evaluate the location, dimensions, depths, integrity, and backfill of utilities including a review of available records, geophysical survey methods, and/or a camera survey to inform assessment, cleanup, and upgrade needs. • Inventory and remove chemicals and hazardous substances left at site from past operations. • Sample and evaluate remedial options for 1,000 yd³ waste pile beneath former bleach plant. Prior sampling detected metals, PAHs, PCBs, dioxins/furans, and petroleum hydrocarbons above DEQ human and ecological screening levels. • Sediment in specific stormwater catch basins is known to contain PCBs above DEQ screening levels. The sediment will be sampled, characterized, profiled, removed, and properly disposed. • Decommissioning, assessment, and cleanup of up to six underground storage tanks. • Complete human health and ecological risk assessments as needed. • Evaluate, secure, and/or properly abandon an onsite industrial water supply well to ensure it is not a preferential pathway for contaminant migration and to comply with state regulations. • Regulated building materials survey of Site office building including wipe sampling and evaluating asbestos, lead paint, and mercury and PCBs in light bulbs and ballasts. • Abatement of regulated building materials in Site office building as needed based on findings to support its near-term reuse as office space for the Tribe. • Prepare Draft and Final versions of Task 2 Report including conceptual site model, risk evaluation, and all cleanup related disposal documentation for DEQ and EPA review. 	
TASK 3: FOCUSED REMEDIAL INVESTIGATION (RI)	Lead: QEP directed by/reporting to the Tribe
<p>Implementation: Task 3 will assess suspected contamination hotspots and data gaps identified in the Overarching Work Plan that were not assessed in Task 2 or previous assessments. This activity will inform Task 4 cleanup activities. Task 3 activities will consist of:</p> <ul style="list-style-type: none"> • Prepare draft and final versions of Task 3 Work Plan for DEQ and EPA Review. • Soil, groundwater, stormwater, sediment, and soil gas sampling. Areas to be assessed will include aboveground storage tank areas, stained surface soil, unassessed release areas, wastewater plant filter media, and hydraulic systems (e.g. freight elevator and filter plant pump room). 	

<ul style="list-style-type: none"> • Complete human health and ecological risk assessments. • Prepare Draft and Final versions of Task 2 RI Report including conceptual site models, risk evaluations, and cleanup recommendations for DEQ and EPA review. 	
TASK 4: CLEANUP AND PLANNING	Lead: QEP directed by and reporting to the Tribe
<p>Implementation:</p> <ul style="list-style-type: none"> • Prepare draft and final versions of Task 4 Cleanup Plan for DEQ and EPA Review. • Potential Remedial Actions (dependent on assessment data gathered during Tasks 2 and 3) <ul style="list-style-type: none"> - Excavate and dispose of contaminated media at various locations where past operations or visual observations of staining indicate cleanup is needed. - Prepare demolition plans for water treatment plant building. - Recommendations regarding engineering controls to be incorporated into future construction. • Prepare Draft and Final versions of Task 4 Cleanup Report including conceptual site model, risk evaluation, and all cleanup related disposal documentation for DEQ and EPA review. • Contaminated Media Management Plan (Draft, DEQ Review, Final) and deed restriction coordination. • Focused reuse planning that refines and carries forward the overall reuse plans described in Section 1.b.i is in the early stages and is being funded by the Tribe. Planning is currently focused on sustainably repurposing the Site office building, safe entry and exit at the Main Street/Highway 99 intersection at the north end of the Site, and on infrastructure needs. The Tribe does not plan to use this EPA grant to continue this work. 	
Task 5: Community Engagement	Lead: The Tribe assisted by the QEP
<p>Implementation: 1) Prepare Public Involvement Plan (PIP); 2) Hold at least five community meetings (virtual or in-person, as COVID policies allow) during the grant term and post recordings of virtual meetings on Tribe and partner websites; 3) Prepare outreach materials including fact sheets, press releases, website/Facebook page project updates, newsletter articles, and signage explaining project activities; and 4) Solicit and respond to community input via electronic surveys, interactive community events such as workshops and charrettes, Q&A at outreach events, and calls and emails from community members to grant project representatives at the Tribe; document input and responses on Q&A summary sheets and in Quarterly Progress Reports to EPA.</p>	

Application for Federal Assistance SF-424		
* 1. Type of Submission: <input type="checkbox"/> Preapplication <input checked="" type="checkbox"/> Application <input type="checkbox"/> Changed/Corrected Application	* 2. Type of Application: <input checked="" type="checkbox"/> New <input type="checkbox"/> Continuation <input type="checkbox"/> Revision	* If Revision, select appropriate letter(s): <input type="text"/> * Other (Specify): <input type="text"/>
* 3. Date Received: <input type="text" value="10/28/2020"/>	4. Applicant Identifier: <input type="text"/>	
5a. Federal Entity Identifier: <input type="text"/>	5b. Federal Award Identifier: <input type="text"/>	
State Use Only:		
6. Date Received by State: <input type="text"/>	7. State Application Identifier: <input type="text"/>	
8. APPLICANT INFORMATION:		
* a. Legal Name: <input type="text" value="Confederated Tribes of the Grand Ronde Community of Oregon"/>		
* b. Employer/Taxpayer Identification Number (EIN/TIN): <input type="text" value="REDACTED"/>	* c. Organizational DUNS: <input type="text" value="1611553460000"/>	
d. Address:		
* Street1:	<input type="text" value="9615 Grand Ronde Road"/>	
Street2:	<input type="text"/>	
* City:	<input type="text" value="Grand Ronde"/>	
County/Parish:	<input type="text" value="Polk"/>	
* State:	<input type="text" value="OR: Oregon"/>	
Province:	<input type="text"/>	
* Country:	<input type="text" value="USA: UNITED STATES"/>	
* Zip / Postal Code:	<input type="text" value="97347-9712"/>	
e. Organizational Unit:		
Department Name: <input type="text"/>	Division Name: <input type="text"/>	
f. Name and contact information of person to be contacted on matters involving this application:		
Prefix: <input type="text" value="Mr."/>	* First Name:	<input type="text" value="Kim"/>
Middle Name:	<input type="text"/>	
* Last Name:	<input type="text" value="Rogers"/>	
Suffix:	<input type="text"/>	
Title:	<input type="text" value="Planning & Grants Manager"/>	
Organizational Affiliation: <input type="text" value="Confederated Tribes of the Grand Ronde Community of Oregon"/>		
* Telephone Number: <input type="text" value="5038792250"/>	Fax Number: <input type="text" value="5038792263"/>	
* Email: <input type="text" value="kim.rogers@grandronde.org"/>		

Application for Federal Assistance SF-424

*** 9. Type of Applicant 1: Select Applicant Type:**

I: Indian/Native American Tribal Government (Federally Recognized)

Type of Applicant 2: Select Applicant Type:

Type of Applicant 3: Select Applicant Type:

* Other (specify):

*** 10. Name of Federal Agency:**

Environmental Protection Agency

11. Catalog of Federal Domestic Assistance Number:

66.818

CFDA Title:

Brownfields Assessment and Cleanup Cooperative Agreements

*** 12. Funding Opportunity Number:**

EPA-OLEM-OBLR-20-05

* Title:

FY21 GUIDELINES FOR BROWNFIELD MULTIPURPOSE (MP) GRANTS

13. Competition Identification Number:

Title:

14. Areas Affected by Project (Cities, Counties, States, etc.):

Add Attachment

Delete Attachment

View Attachment

*** 15. Descriptive Title of Applicant's Project:**

Blue Heron Paper Mill Multipurpose Project

Attach supporting documents as specified in agency instructions.

Add Attachments

Delete Attachments

View Attachments

Application for Federal Assistance SF-424

16. Congressional Districts Of:

* a. Applicant

* b. Program/Project

Attach an additional list of Program/Project Congressional Districts if needed.

Add Attachment

Delete Attachment

View Attachment

17. Proposed Project:

* a. Start Date:

* b. End Date:

18. Estimated Funding (\$):

* a. Federal	<input type="text" value="800,000.00"/>
* b. Applicant	<input type="text" value="40,000.00"/>
* c. State	<input type="text" value="0.00"/>
* d. Local	<input type="text" value="0.00"/>
* e. Other	<input type="text" value="0.00"/>
* f. Program Income	<input type="text" value="0.00"/>
* g. TOTAL	<input type="text" value="840,000.00"/>

*** 19. Is Application Subject to Review By State Under Executive Order 12372 Process?**

a. This application was made available to the State under the Executive Order 12372 Process for review on

b. Program is subject to E.O. 12372 but has not been selected by the State for review.

c. Program is not covered by E.O. 12372.

*** 20. Is the Applicant Delinquent On Any Federal Debt? (If "Yes," provide explanation in attachment.)**

Yes No

If "Yes", provide explanation and attach

Add Attachment

Delete Attachment

View Attachment

21. *By signing this application, I certify (1) to the statements contained in the list of certifications and (2) that the statements herein are true, complete and accurate to the best of my knowledge. I also provide the required assurances** and agree to comply with any resulting terms if I accept an award. I am aware that any false, fictitious, or fraudulent statements or claims may subject me to criminal, civil, or administrative penalties. (U.S. Code, Title 218, Section 1001)**

** I AGREE

** The list of certifications and assurances, or an internet site where you may obtain this list, is contained in the announcement or agency specific instructions.

Authorized Representative:

Prefix: * First Name:

Middle Name:

* Last Name:

Suffix:

* Title:

* Telephone Number: Fax Number:

* Email:

* Signature of Authorized Representative: * Date Signed: