



Naselle Youth Camp Task Force Final Report

Prepared for Washington State Office of Financial Management

Chapter 475, Laws of 2023

June 2024

Submitted: June 28, 2024

**Prepared by Kauffman and Associates, Inc.
for Washington State Office of Financial Management**

Table of Contents

Task Force Members	6
Executive Summary	7
Approach	7
Vision.....	8
Recommendation	9
Task Force Overview	10
Purpose	10
Authorizing Legislation.....	10
Roles and Responsibilities.....	11
Task Force Approach and Desired Outcomes	12
Approach	12
Desired Outcomes	12
Environmental Scan	13
Location Overview: Naselle, Washington	13
Population	13
Income	13
Housing	13
Education	13
Labor-force Participation	14
Health.....	14
Tribal History	15
Naselle Youth Camp.....	16
Infrastructure and Current State	18
Key Informant Interviews	18
Findings.....	19
Blue-Sky Ideas	24
Short-listed Use Cases.....	25
Chinook Tribal Headquarters.....	26
Summary of Concept	26
History of the Chinook.....	27
Current Tribal Headquarters and Tribal Members.....	27
Proposal: A New Chinook Village.....	27

Immediate plan (if the recommendations are acted upon)	28
Community Priorities	29
Economic Priorities	29
Community Engagement and Value.....	30
Financial Feasibility	30
Conclusion	31
Housing	32
Summary of Concept	32
Value: Housing Availability and Affordability in Pacific County.....	33
Growth Management Act Directives.....	35
Existing Facilities.....	35
Renovation Estimates	36
Housing Option 1: Affordable Housing	39
Housing Option 2: Market-Rate Rental Housing	40
Housing Option 3: Staff Housing	41
Necessary Infrastructure	41
Conclusion	42
Learning Center.....	43
Summary of Concept	43
Value: Learning Center Opportunities	44
Model	45
Considerations	46
Conclusion	48
Inpatient Behavioral Health.....	49
Summary of Concept	49
Overview	50
Financial Feasibility.....	57
Conclusion	63
Washington Youth ChalleNGe Academy Job Challenge	64
Summary of Concept	64
Background	65
Job Challenge	66
Value	67
Site Considerations	67
Conclusion	67
Appendices	68
Major Buildings	68
Blue-sky Ideas	69

Blue-sky Idea Scorecards.....	71
Chinook Tribal Headquarters	72
Skills Center	73
Housing	74
WYCA Job Challenge	75
Assisted Living	76
SUD Residential Rehab	77
Wellness Center	78
Inpatient Behavioral Health	79
Outdoor School	80
Special Education Facility	81
Emergency Management Service Center.....	82
Sheriff Training.....	83
Rental Facility.....	84
Retail Space.....	85
Correctional Facility.....	86
Social Services Hub	87
Firefighter Training	88
Environmental and Forestry Training	89
Nursing Home	90
Hospital	91
Sober Living Facility	92
Foster Home Facility	93
Joint Pacific County Housing Authority.....	94
Funding Sources for Housing Development.....	96
Projected 2028 Population of Naselle.....	97
Drive Times from Naselle	99

List of Tables

Table 1: Naselle task force membership	6
Table 2: Roles and responsibilities of key stakeholders	11
Table 3: Task force desired outcomes	12
Table 4: Key informants	19
Table 5: Key informant responses to PESTEL framework	19
Table 6: SWOT analysis.....	22
Table 7: Blue-sky ideas, listed by focus area	24
Table 8: Short-listed ideas for NYC facility	25
Table 9: Socioeconomic comparisons, Pacific County and Washington state	34
Table 10: Housing campus renovation estimates.....	37
Table 11: Main campus conversion candidates	38
Table 12: Minimum recommended staff resources	41
Table 13: Nearby IP-BH facilities	53
Table 14: Staffing plan for 12- and 20-bed unit	58
Table 15: Daily reimbursement by payor group.....	59
Table 16: Reimbursement scenarios.....	60
Table 17: Salary and benefits for 12- and 20-bed unit.....	61
Table 18: Operating costs in 2024 dollars	62
Table 19: Summary of revenues and expenses	62
Table 20: Major buildings at NYC.....	68
Table 21: Blue-sky ideas for the use of the NYC.....	69
Table 22: Blue-sky idea scorecard criteria	69
Table 23: Subject matter experts	70
Table 24: Market Need and Social Value: Chinook Tribal Headquarters	72
Table 25: Feasibility: Chinook Tribal Headquarters.....	72
Table 26: Market Need and Social Value: Skills Center	73
Table 27: Feasibility: Skills Center	73
Table 28: Market Need and Social Value: Housing	74
Table 29: Feasibility: Housing	74
Table 30: Market Need and Social Value: WYCA Job Challenge	75
Table 31: Feasibility: WYCA Job Challenge.....	75
Table 32: Market Need and Social Value: Assisted Living	76
Table 33: Feasibility: Assisted Living.....	76
Table 34: Market Need and Social Value: SUD Residential Rehab	77
Table 35: Feasibility: SUD Residential Rehab.....	77
Table 36: Market Need and Social Value: Wellness Center.....	78
Table 37: Feasibility: Wellness Center	78
Table 38: Market Need and Social Value: Inpatient Behavioral Health	79
Table 39: Feasibility: Inpatient Behavioral Health	79
Table 40: Market Need and Social Value: Outdoor School	80
Table 41: Feasibility: Outdoor School.....	80
Table 42: Market Need and Social Value: Special Education Facility	81
Table 43: Feasibility: Special Education Facility.....	81
Table 44: Market Need and Social Value: Emergency Management Service Center ...	82
Table 45: Feasibility: Emergency Management Service Center.....	82

Table 46: Market Need and Social Value: Sheriff Training	83
Table 47: Feasibility: Sheriff Training	83
Table 48: Market Need and Social Value: Rental Facility.....	84
Table 49: Feasibility: Rental Facility	84
Table 50: Market Need and Social Value: Retail Space.....	85
Table 51: Feasibility: Retail Space	85
Table 52: Market Need and Social Value: Correctional Facilities	86
Table 53: Feasibility: Correctional Facilities	86
Table 54: Market Need and Social Value: Social Services Hub	87
Table 55: Feasibility: Social Services Hub	87
Table 56: Market Need and Social Value: Firefighter Training	88
Table 57: Feasibility: Firefighter Training	88
Table 58: Market Need and Social Value: Environmental and Forestry Training	89
Table 59: Feasibility: Environmental and Forestry Training.....	89
Table 60: Market Need and Social Value: Nursing Home	90
Table 61: Feasibility: Correctional Facilities	90
Table 62: Market Need and Social Value: Hospital	91
Table 63: Feasibility: Hospital	91
Table 64: Market Need and Social Value: Sober Living Facility	92
Table 65: Feasibility: Sober Living Facility	92
Table 66: Market Need and Social Value: Foster Home Facility	93
Table 67: Feasibility: Foster Home Facility.....	93
Table 68: Total population within 30-, 60-, and 90-minute drive times of Naselle (2023)	97
Table 69: Projected total population within 30-, 60-, and 90-minute drive times of Naselle (2028).....	98

List of Figures

Figure 1: Images depicting the vision of the task force.....	8
Figure 2: Chinook Indian Nation Tribal members	9
Figure 3: Map of southwestern Washington	16
Figure 4: Aerial view of Naselle Youth Camp	17
Figure 5: Chinook Indian Nation cultural activities.....	26
Figure 6: Chinook Indian Nation Tribal members	28
Figure 7: Photos of Naselle Youth Camp staff housing.....	32
Figure 8: Photos of facilities at the NYC that could be used for a learning center.....	43
Figure 9: Photos of Naselle Youth Camp	49
Figure 10: Hospitals near Naselle	54
Figure 11: Photos of WYCA activities.....	64
Figure 12: Blue-sky Idea Rating	71
Figure 13: 30-, 60-, and 90-minute Drive Time Coverage from Naselle	99

Task Force Members

Table 1: Naselle task force membership

Task Force Positions	Task Force Member
Pacific County commissioners	Commissioner Lisa Olsen
Tribe located nearest the facility*	Charlene Nelson, Chairwoman, Shoalwater Bay Indian Tribe
Naselle-Grays River School District	Superintendent Lisa Nelson
Educational Service District 112	Superintendent Tim Merlino
Pacific County Sheriff's Office	Mike Ray, Undersheriff
Chinook Indian Nation**	Chairman Tony A. Johnson and Gary Johnson
A citizen residing near the Naselle Youth Camp, chosen by the Pacific County commissioners	Doris Busse
Department of Natural Resources	Clare Sobetski, Youth Education and Outreach Program (YEOP) Manager
Department of Social and Health Services	Harvey Perez, Deputy Assistant Secretary, Facilities, Finance & Analytics Administration
Department of Ecology	Andrew Kolosseus, Regional Water Quality Program Supervisor
Office of Financial Management	Robyn Williams, Deputy Budget Director
Washington State Senate	Senator Jeff Wilson, 19 th District
House of Representatives	Representative Joel McEntire, 19 th District

* Chairwoman of the Shoalwater Bay Indian Tribe at the initiation of the task force

** Original task force position identified as the "Naselle Chamber of Commerce." However, no such chamber exists. The task force voted to replace the Naselle Chamber of Commerce with the Chinook Indian Nation.

Executive Summary

The Washington State Legislature directed the Office of Financial Management (Chapter 475, Laws of 2023) to convene a task force to identify, plan, and make recommendations for alternate uses for the Naselle Youth Camp. The Naselle Youth Camp Task Force was convened and met at least every other month, starting in July 2023 through to June 2024. Per the requirements of the budget proviso, this report contains the findings and prioritized list of recommendations of the task force for review by the governor and the fiscal committees of the Washington State Legislature.

Approach

The Washington State Office of Financial Management contracted with Kauffman and Associates, Inc. (KAI), a management consulting firm based in Washington state, to facilitate the Naselle task force meetings and guide the group through a structured process to develop prioritized recommendations of alternate uses for the camp. The approach includes the following seven elements:

Vision and Desired Outcomes: Task force members articulated desired outcomes that would result from repurposing of the camp. The task force also developed a shared vision to guide the identification and evaluation of possible alternate uses.

Environmental Scan: KAI collected publicly available secondary data that describe the local area and reports detailing the state of facility infrastructure, and conducted key informant interviews with diverse stakeholders to establish a baseline of both facts and opinions related to the site and surrounding community. KAI used a SWOT framework (strengths, weaknesses, opportunities, threats) to solicit feedback on the site and a PESTEL framework (political, economic, social, technological, environmental, legal) to solicit feedback from external forces that may impact any potential alternate use.

Blue-sky Thinking: KAI facilitated a brainstorming exercise to identify numerous possible uses for the site, soliciting ideas and contributions from each of the task force members. The objective of this exercise was not to focus on practicality but to gather as many ideas as possible that align with the shared vision and desired outcomes. Through this effort, the task force identified nearly 30 possible uses for the site.

Evaluation Framework: Leveraging the shared vision, desired outcomes, and data from the environmental scan, the task force then aligned criteria to rate the feasibility of alternate uses identified during the blue-sky thinking exercise.

Business Cases: After applying the evaluation framework to rate each alternate use, the task force identified five use cases to develop detailed business cases. KAI then contracted outside subject matter experts (SMEs) to draft and present the business cases to the task force. The SMEs answered questions from the task force and, when requested, provided supplemental information.

Prioritization: Following the business case presentations by the SMEs, the task force then discussed the process for prioritizing shortlisted use cases and how to present these recommendations in the final report to the Legislature.

Recommendation: The final recommendation was made by a majority vote of members present, with each task force member having one vote, which they could use or abstain from voting.

Vision

During an initial task force meeting, the group worked collaboratively to draft and align on a shared vision that would guide the effort of the task force:

“We envision a thriving Naselle community, where Naselle Youth Camp has been repurposed to spur job creation, generate social impact, address local priorities, and ensure sustainability (economic, social, and environmental).”



Figure 1: Images depicting the vision of the task force

Recommendation

The task force recommends that ownership of the Naselle Youth Camp be transferred to the Chinook Indian Nation for the creation of a tribal headquarters. The facility would be a “New Chinook Village” that would serve as a cultural center and economic engine with services for tribal and non-tribal members, including housing, health services, cultural facility, skills center, meeting space, and remote work hub.

Among the various options considered, the task force members believe this alternate use best reflects the vision and desired outcomes of the group. Specifically, this option fulfills the task force’s desires to honor tribal history and connection to the land, create sustainable economic activity, maintain respect for the land and surrounding area, and ensure year-round use that fully utilizes all of the infrastructure and space.



Figure 2: Chinook Indian Nation Tribal members

Task Force Overview

Purpose

The Naselle Youth Camp Task Force was convened to identify, plan, and make recommendations on the conversion of the Naselle Youth Camp property and facilities to an alternative use.

Authorizing Legislation

The Washington State Legislature approved a budget proviso (Chapter 475, Laws of 2023) for the creation of a task force to make recommendations for the conversion of the Naselle Youth Camp.

- (1) The Office of Financial Management must convene a task force to identify, plan, and make recommendations on the conversion of the Naselle Youth Camp property and facilities to an alternative use.
- (2) The task force must include representatives appointed by the following entities and organizations:
 - a. Pacific County Commissioners;
 - b. The tribe located nearest to the facility;
 - c. Naselle-Grays River School District;
 - d. Educational Service District 112;
 - e. Pacific County Sheriff's Office;
 - f. Naselle Chamber of Commerce;
 - g. A citizen residing near the Naselle Youth Camp, chosen by the Pacific County Commissioners;
 - h. Washington State Department of Natural Resources;
 - i. Washington State Department of Health and Social Services;
 - j. Washington State Department of Ecology; and
 - k. Washington State Office of Financial Management.
- (3) The task force must include a state senator, and a state representative whose district represents the Naselle community.
- (4) The task force must meet at least every other month with the first meeting held by July 31, 2023.
- (5) The task force shall report its findings and a prioritized list of recommendations to the governor and the fiscal committees of the legislature June 30, 2024.
- (6) Task force members who are not elected officials or a representative of a government entity may be reimbursed for travel expenses in accordance with chapter 43.03 RCW.

Roles and Responsibilities

The roles and responsibilities of the various parties to make sure that the task force completes its duties are described in Table 2.

Table 2: Roles and responsibilities of key stakeholders

Role	Responsibility
Office of Financial Management	Convene the task force and oversee the work of the consultant.
Kauffman and Associates Inc. (KAI), Facilitator	Facilitate the task force discussions and support task force decision making through collecting and sharing information needed and requested by the task force.
Task force	Discuss, shortlist, prioritize, and recommend alternate uses for the NYC property and facilities.
Interested members of the public	Provide information to the task force, as needed.
Legislature	Propose legislation regarding the future of the NYC.

Task Force Approach and Desired Outcomes

Approach





The task force met at least every other month from July 2023 to May 2024 to learn about the facility, discuss the needs of the local population, and collectively identify their desired outcomes for the facility and the vision of the task force. The task force developed a list of 23 blue-sky ideas at the August 17 meeting, thinking broadly and creatively about what the facility might be used for in the future. They were instructed to think big and without constraints to capture a list of possible futures for the camp, which would be narrowed systematically. KAI engaged with SMEs to develop high-level scorecards of each idea (see the appendix), based on evaluative criteria identified by the task force.

The task force used this analysis to develop a shortlist of prioritized use cases that warranted deeper analysis. SMEs then developed each of the short-listed concepts into business cases and later presented findings to the task force, describing the approach, benefits to community, implementation considerations, and perspectives on financial feasibility. Task force members discussed the concepts with the SMEs and as a group. After discussion and exploration, a motion was put forward to recommend a single concept—a tribal headquarters for the Chinook Indian Nation—and the voting task force members agreed to make that single recommendation. The task force members from the Office of Financial Management, the Department of Natural Resources, and the Department of Ecology abstained from voting. All other task force members voted in support of the recommendation for a Chinook Tribal Headquarters.

Desired Outcomes

At the August 17, 2023, meeting, the task force completed an exercise whereby members broke into small groups, discussed their ideas about the desired outcomes of repurposing the facility, and shared their discussion with the larger group. The collective desired outcomes are grouped into four broad themes, shown in Table 3.

Table 3: Task force desired outcomes

 Communal	 Tribal	 Environmental	 Economic
What's good for Naselle and county	Tribal control	Preserve natural beauty and environment	Year-round use
Local control	Equity	Sustainability	Jobs
Something that helps people	Honoring Chinook	---	Economic sustainability
Historical preservation	Historical preservation	---	Something that helps people

Environmental Scan

Location Overview: Naselle, Washington

Population

Naselle is located in the southwestern part of Washington state, in the wider Naselle Census Division of Pacific County. It is about 25 miles north of where the Columbia River meets the Pacific Ocean. The 2020 U.S. Census reported that 2,377 people lived in the Naselle Census Division,¹ and that 84.7% of its residents identified as White¹—a slightly greater representation than across the county (81.4%). As of March 21, 2024, there were 3,325 Chinook Indian Nation citizens and 175 of their households are within 32 minutes of Naselle.² In 2021, Naselle’s population was younger than the average across the county, with only 22.1% of its population aged 65 and over, compared to 31.7% of the population across the county.³

Income

The median household income in 2021 was \$52,160, which is lower than the Pacific County household median income of \$54,598.³ Both figures are lower than the state (\$84,400)⁴ and the national (\$70,784)⁵ median household income in 2021. However, the percentage of residents in Naselle who live below the poverty level is lower than the Pacific County average, across all age groups.³ This means that fewer people in Naselle are living in poverty, as compared with the county average.

Housing

A commonly used indicator to measure housing availability and affordability is the number of houses that are considered “crowded.” A crowded house is defined as one where the number of occupants exceeds the number of rooms (excluding bathrooms).⁶ According to 2021 census data,³ there is a greater proportion of houses considered crowded in Naselle (3.6%) than in Pacific County (3.1%), Washington state (3.4%), and the entire country (3.4%). Most crowded houses in Naselle (58.1%) are renter-occupied, an indication of the need for more affordable housing in the area, for renters, and even for owners.³

Education

The schools in Naselle have a good reputation throughout the county. Within the Naselle Census District, the high school graduation rate was 95.5% in 2021, higher than the rate in Pacific County of 90.3%.³ However, only 17.9% of Naselle residents hold at least a bachelor’s degree, compared to 22.4% for Pacific County.³

¹ U.S. Census Bureau. 2010 and 2020 Decennial Census.

² Personal communication. 2024. Chairman Tony Johnson, Chinook Indian Nation.

³ U.S. Census Bureau. 2021. *American Community Survey, 2021, 5-year estimate*.

⁴ U.S. Census. 2022. *QuickFacts, Washington*. Retrieved, September 20, 2023: [census.gov/quickfacts/fact/table/WA/INC110221](https://www.census.gov/quickfacts/fact/table/WA/INC110221)

Labor-force Participation

The 2021 labor-force participation rate in Naselle was 53.8%, higher than the labor-force participation rate in Pacific County (45.2%), but both are considerably lower than the rate was across the nation (61.7%).⁷ This is in part due to the older population in Naselle and Pacific County. However, the unemployment rates in Naselle (4.6%) and Pacific County (5.1%) were lower than the national average in 2021 (5.4%).⁸

Health

In terms of overall health outcomes, Pacific County ranks 32 out of 39 counties in Washington state.⁹ Unhealthy behaviors, such as alcohol-impaired driving, excessive drinking, and physical inactivity are more common in Pacific County, compared with the state and the nation. In addition, there is less access to exercise opportunities in Pacific County. There are more mental health providers per capita in Pacific County, as compared with the state and the nation.⁹ Notably, several task force members and observers questioned this finding on mental health providers per capita, as the data did not align with their experience living in the county and working in the public health space. Mental health providers include a wide range, from licensed mental health providers to substance use disorder counselors, to licensed marriage and family therapists. However, it is unknown whether therapists have capacity for new clients or take a full caseload.

Pacific County lags behind the state and nation in terms of number of dentists and number of primary care physicians per population. These data suggest that mental health care may be more easily accessible than primary care. However, this will vary depending on insurance status, patient load, and location within the county.

⁵ Semega, J and Kollar, S. 2022. *Income in the United States: 2021*. U.S. Census Bureau. Retrieved September 20, 2023: [census.gov/content/dam/Census/library/publications/2022/demo/p60-276.pdf](https://www.census.gov/content/dam/Census/library/publications/2022/demo/p60-276.pdf)

⁶ Blake, KS, Kellerson, RL and Simic, A. 2007. *Measuring Overcrowding in Housing*. Econometrica, Inc., Bethesda, Maryland.

⁷ U.S Bureau of Labor Statistics. 2024. *Civilian labor force participation rate, seasonally adjusted*. Retrieved April 15, 2024: [bls.gov/charts/employment-situation/civilian-labor-force-participation-rate.htm](https://www.bls.gov/charts/employment-situation/civilian-labor-force-participation-rate.htm)

⁸ Macrotrends. 2023. *U.S. Unemployment Rate 1991-2023*: [macrotrends.net/countries/USA/united-states/unemployment-rate](https://www.macrotrends.net/countries/USA/united-states/unemployment-rate)

⁹ University of Washington Population Health Institute. 2023. *County Health Rankings & Roadmaps 2023*: [countyhealthrankings.org](https://www.countyhealthrankings.org)

Youth (grade 10) tobacco, vaping, and cannabis use in Pacific County is more prevalent than the rest of the state.¹⁰ In Pacific County, 11.8% of 10th grade students use marijuana, which is more than the state average (7.2%). Likewise, 11.8% use e-cigarettes, which is also more than the state average (7.6%). Fewer grade 10 students in Pacific County smoke cigarettes (7.5%), although this proportion is considerably higher than the state average (1.9%). Alcohol use is 6.7% in the county, and 8.2% of grade 10 students report that they binge drink. These data indicate a potential need for concern about the health and well-being of young people in the county. The mental health of grade 10 students in Pacific County is worse than the state average.¹⁰ Over 42% are depressed, 27.9% have contemplated suicide, and 11.5% have attempted suicide. These statistics indicate considerable suffering and a poor outlook among youth in the area.

Tribal History

The area of land the NYC occupies is located on the ancestral homeland of the Lower Chinook Tribe. Lower Chinook is one of the five constituent tribes of the Chinook Indian Nation, which are Clatsop, Cathlamet, Lower Chinook, Wahkiakum, and Willapa. During treaty negotiations in 1851 and 1855, the federal government made multiple attempts to relocate the five Chinook tribes to distant reservations on the Olympic Peninsula and central Washington. However, the leadership of the Chinook tribes preferred to remain in their ancestral homelands, insisting on “staying with the bones of our ancestors.” Although the Chinook Indian Nation currently is not formally recognized by the federal government, the tribe had federal recognition for 18 months between January 2001 and July 2002. Efforts to reinstate federal recognition to the Chinook Indian Nation have been ongoing since 2002.

Despite lacking federal recognition, federal agencies have nonetheless recognized the Chinook Indian Nation’s historical connection to, and ownership of, lands in southwest Washington and northwest Oregon.

¹⁰ Washington State Department of Health. 2022. *Washington State 2021 Healthy Youth Survey*.

In 1970,¹¹ Docket 234 was awarded instructing the defendant, the United States of America, to pay the plaintiff—the Chinook Tribe and Bands of Indians—\$48,692.05 to satisfy the claims made in the docket. It was the Indian Claims Commission’s finding¹² that the Chinook held title to over 76,000 acres of dry land in northwest Oregon and southwest Washington that was extinguished in 1851. The portion in Washington state is a strip nine miles long and 12 miles deep, bordered on the south by the Columbia River and on the west by the Pacific Ocean.¹³ In December of 2023, the Chinook Indian Nation was notified that their distribution plan for the funds (over \$686,000) would be approved.¹⁴ All trust funds have now been transferred to the Chinook Indian Nation.¹⁵

Naselle Youth Camp

The NYC is a 22-acre facility that the Washington State Department of Children, Youth and Families (DCYF) operated as a youth detention center. Originally constructed in 1950 as an Air Force Station, it closed in 1966 due to budget constraints. Situated near the town in Naselle in a remote area of Pacific County, the camp is a 30-minute drive to Long Beach, Washington and a 40-minute drive to Raymond, Washington (Figure 3). The camp contains 34 structures and when it was fully operational, it housed 225 youth residents and employed approximately 100 staff. The camp was closed in 2022.¹⁶



Figure 3: Map of southwestern Washington

¹¹ Indian Claims Commission. 1970. *Docket No. 234 Final Award*. 24 Ind. Cl. Comm. 56.

¹² Indian Claims Commission. 1970. *Docket No. 234 Opinion of the Commission*. 24 Ind. Cl. Comm. 56.

¹³ Indian Claims Commission. 1970. *Docket No. 234 Additional findings of fact*. 24 Ind. Cl. Comm. 56.

¹⁴ Reyna, L. 2014. Chinook Indian Nation land claim settlement awarded, nation could be closer to federal recognition. ICT News, Feb 23, 2024.

¹⁵ Personal communication. 2024. Chairman Tony Johnson, Chinook Indian Nation.

¹⁶ Washington State Department of Natural Resources. 2022. *Legislative Report on Naselle Youth Camp*.

The property is divided into two parts (see Figure 4): the main campus, occupying just over 17 acres, and the housing area, which previously housed the camp staff, occupying about five acres. The main campus has four residential lodges where the youth were housed, along with a school, gym, cafeteria, several administrative buildings, and unique facilities such as a fish hatchery, auto shop, and horticultural area. The housing area consists of 27 units—six quadplexes, one duplex, and a three-bedroom house.



Figure 4: Aerial view of Naselle Youth Camp

Infrastructure and Current State

The camp contains 34 structures, occupying about 125,000 square feet of space in total.¹⁶ An inventory of the major buildings can be found in the appendix. The Washington State Department of Natural Resources authored a report outlining the current state of the buildings and provided direction regarding the suitability of the existing facilities to an outdoor school, describing the poor condition of many of the buildings:¹⁶

Of the five residential lodges in the main campus, three would be best suited to conversion to outdoor school lodging, rental facilities, or lodging. The facilities would need major renovations to make the spaces welcoming. There are more buildings on the main campus than are needed for an outdoor school, many of which are in poor condition. These buildings should be demolished rather than upgraded.

Following the closure of the camp as a detention facility, DCYF moved much of the camp equipment to other DCYF facilities. DCYF is currently operating the camp in a state of “warm closure” and continues to clean and monitor structures for system failures, such as flooding, rodents, etc. DCYF staff also perform basic landscaping functions. Vandalism, theft, and squatting are security risks for the site as it remains unused and under warm closure.¹⁶

The wastewater treatment facility continues to be in operation, although currently at reduced capacity, only treating storm water and grey water; the toilets are not in operation. The permit remains in good standing, and the discharge is regularly tested. The treatment facility can be ramped up to full operating capacity (to service 225 persons) within six weeks. To do this, 5,000 to 10,000 gallons of activated sludge would need to be delivered to reseed the treatment facility.

The site is on public power, and power supply has historically had some inconsistencies. As such, a significant increase in power needs may require an investment in public utilities to expand the electrical grid. The site uses oil to heat the buildings. The camp has broadband internet, which was recently upgraded. The camp water supply is municipal water.

Key Informant Interviews

To establish a baseline of information about the NYC facility and gain a local perspective, KAI conducted interviews with 11 key informants (some of whom were task force members). The sampling rationale was to learn from a range of local voices (educational, tribal, health, business) and those very familiar with the site itself. The names and positions of each key informant and associated organization are listed in Table 4.

¹⁶ Washington State Department of Natural Resources. 2022. *Legislative Report on Naselle Youth Camp*.

Table 4: Key informants

Organization	Name and Position
Pacific County Commissioners	Commissioner Lisa Olsen, Pacific County
Chinook Indian Tribe	Chairman Tony A. Johnson
Shoalwater Bay Indian Tribe	Chairwoman Charlene Nelson
Naselle-Grays River School District	Superintendent Lisa Nelson
Educational Service District 112	Superintendent Tim Merlino
Department of Social and Health Services	Harvey Perez, Deputy Assistant Secretary, Facilities, Finance and Analytics Administration
Librarian/Naselle Public Library	Marsha Brown, Librarian
Pacific County Health and Human Services	Gracie Minks, Deputy Director
Pacific County Economic Development Committee	Sue Yirku, Director
Naselle Facility Operations	Jason Tibbitt, Maintenance Specialist, NYC Trent Phillips, DCYF Capital Budget Manager

Findings

To gather local knowledge about the site and the area(s) that might influence decision making for the repurposing of the site, key informants were asked questions using the PESTEL framework, SWOT framework, and other exploratory questions.

PESTEL Framework

Key informants were asked what political, economic, social, technological, environmental, and legal factors might influence the repurposing of the property and facility. Highlights of what factors key informants identified within each of these domains are summarized in Table 5.

Table 5: Key informant responses to PESTEL framework

Domain	Factors Identified
Political	<ul style="list-style-type: none"> Local people do not want outsiders and elitists determining what happens to the site. Local people are supportive of the transfer of the land to the Chinook. The site is on Chinook ancestral lands. There is a proposed 0.1% sales tax that goes to affordable housing. There isn't much local support to convert the camp to a prison. The local community must support the repurposing decision.

Domain	Factors Identified
Economic	<ul style="list-style-type: none"> • The site is remote and there is a small local population to support the site in terms of both customer base and providing staff and trained personnel. • Housing is desperately needed in the area. • The wastewater treatment facility should be used. • Wages are lower in the region, but the cost of living is high, so wages need to increase to attract people. • The timber industry has been unstable, which influences the trucking industry. • Naselle is near Astoria, Oregon, and the Long Beach peninsula. • Most property in the area is wetlands or too mountainous to develop. • Naselle is one of the poorest areas in the state—poorer than what the census data suggests. • Pacific County is in the process of developing a regional economic district with two other counties, which will allow funding for economic infrastructure (such as transportation infrastructure). • Most people do their shopping in Astoria (no sales tax and cheaper prices). • There is high unemployment and shutting down the camp hurt the area. • If you need specialized and representative staff, they will need to come in from the surrounding areas.
Social	<ul style="list-style-type: none"> • If staff can live onsite, it is not difficult to attract them, provided the salary is sufficient. • The site would be great for the Chinook (tribal and non-tribal key informants echoed this). • The Chinook would be interested in developing the site for the benefit of their tribe and the wider community. • Chinook ownership could be a trajectory-changing opportunity. • There may be local hesitancy to have a rehab facility or SUD. • Naselle is the most rapidly growing community for families with children. • Census population data is under reported. • There isn't enough childcare in the area. • There are no veteran services nearby. • Specialty physicians are two to three hours away. • One out of every three people in the county are 65 or older. • There is no college in the area.

Domain	Factors Identified
	<ul style="list-style-type: none"> • Business owners don't always live where the business is so they can't vote locally. • The site could become a destination. • The site is on sacred land. • The site needs to support the community and be good for the people.
Technological	<ul style="list-style-type: none"> • Cell phone coverage exists but isn't always reliable. • Broadband is good at the site. • If the site continued as an educational facility, it could take advantage of the ESD's computer network. • The site is self-sufficient. • The Chinook understand the facilities very well. • There is pressure to build electric vehicle charging stations in the county to open it up to electric vehicle tourism. If in 10 years all tourists have electric vehicles, the county could not support them and tourism would die. • Renewable energy exploration in the county is needed. • There would be some resistance to bringing in an outside workforce.
Legal	<ul style="list-style-type: none"> • There are resources in the ESD to support capital development. • Chinook lost federal recognition in 2002, but has been running a not-for-profit since 1953 and could acquire and fund lands under this title. • There may be opportunities to partner with nearby colleges for training the next generation of workforce for the site (colleges in Ilwaco and Raymond). • Many buildings not ADA compliant—would need to be upgraded.
Environmental	<ul style="list-style-type: none"> • Heavy rains are hard on the buildings; they currently need upkeep, and this will continue. • Danger of tsunamis, floods, and fires. There is a robust emergency management plan in the county. • Hydro power is inexpensive in the area. • The camp is peaceful and therapeutic. • A salmon-bearing stream runs through the property. • The wastewater treatment plant has had 10 years of awards. • The animals and natural area must be protected.

SWOT Framework

Using the SWOT framework to evaluate the competitive position and support strategic planning for the property and facility, key informants were asked to identify strengths, weaknesses, opportunities, and threats of the property and facility. The summary of the SWOT analysis responses is in Table 6 below.

Table 6: SWOT analysis

<p>Strengths</p> <ul style="list-style-type: none"> • Facilities: kitchen, auto shop, woodworking, fish hatchery, gym, housing, chapel, school, ball field, music room, greenhouse • Infrastructure: wastewater facility, generators transformers, broadband, fuel tanks, trash compactor • Near the highway • Beautiful location • Supportive community • Remoteness 	<p>Weaknesses</p> <ul style="list-style-type: none"> • Some buildings need renovations and upgrades • Building tear down may be hampered by proximity to stream, making remodeling the only option • It is a large facility and requires upkeep • Security system needs upgrades (if needed) • Housing area and main campus use same water supply and water treatment equipment • Cell phone coverage is unreliable • Poor public transportation • Remoteness • No permanent medical clinic at the site (only a trailer)
<p>Opportunities</p> <ul style="list-style-type: none"> • Trend toward remote work • Remoteness is a selling point for certain businesses and personnel • Housing • Therapeutic facility • Rehabilitation facility • Educational facility (including special education) • Facility for foster children • Provide septic treatment for surrounding area • A laundry facility • A destination (camp, team building) • Tribal facility or cultural facility • Opportunity to do something to support the next generations 	<p>Threats</p> <ul style="list-style-type: none"> • Mudslide • Flood • Limited ability to grow geographically • Commerce that does not give back to the tribe or land and does not consider future generations • Repurposing not in alignment with community • Overfishing and harvesting • Limited local diversity • Lack of community support • Lack of ethnic diversity • Governor's priorities different from local priorities

Site Strengths

The strengths of the site are its extensive facilities, beautiful location, the support of the local community and its remoteness (although it is near the highway). Key informants stressed how much good the site did for the youth and for the area (in terms of jobs and economic opportunity). Its remoteness adds to its uniqueness, although it was also considered a weakness because it isn't conveniently located.

Site Weaknesses

The weaknesses of the site in many ways mirror its strengths. The facilities require upkeep and skilled personnel. Some of the buildings require extensive renovation, and others will need to be demolished which could be hampered by proximity to the stream and river that run nearby. If security is required in the future, the security system needs upgrades. Some of the services to the site are variable. Cell phone coverage is not always reliable. Public transportation is minimal (there is one bus—Route 50—that runs from Ilwaco to Astoria, through Naselle to South Bend, and back, and there is one bus each way in the morning and in the evening). The housing area and main campus, although physically separate, share the same water supply and wastewater treatment system, making complete operational separation between the two areas challenging.

Site Opportunities

Remoteness may be less of an issue now that remote work has become more commonplace. In addition, the remoteness of the location may be particularly attractive to some people and some businesses. When key informants thought about the opportunities for the site, they thought about opportunities for alternative use, including housing, a therapeutic facility, rehabilitation, education, supporting foster children or children with special needs, a laundromat, and the opportunity to provide septic treatment capacity for the surrounding area. The county needs additional septic treatment capacity, and many felt that the septic treatment plant at the site represents an opportunity to address the septic needs of the county. The site could also be converted to a destination facility for camps or team building, or a tribal facility. Overall, there is an opportunity to benefit future generations.

Site Threats

The threats associated with the site itself are potential mudslides and floods, and limits to growth due to its geography. Other threats include the potential repurposing of the site itself. Key informants indicated a repurposing that did not align with the greater social good or the betterment and desires of the community would be a major threat. Multiple key informants indicated that although sustainability of the site was crucial, the site should not be used for commerce alone and should be used to help the wider community, including tribal members. Overfishing and overharvesting of trees are a threat, as is anything that threatens local ecological diversity. Lack of ethnic diversity in the area was considered a threat. A future for the site that did not have local support was considered a significant risk.

Blue-Sky Ideas

The task force was instructed to “think big” and beyond constraints to develop a list of potential ideas for the camp that would align with the shared values and goals of the task force. The task force identified 23 blue-sky ideas, listed below in Table 7.

Table 7: Blue-sky ideas, listed by focus area

Focus Areas (bold text) and Use Cases (non-bold, italicized text)	
Tribal	Youth
<i>Chinook Tribal Headquarters</i>	<i>Outdoor School</i>
Health	<i>Foster Home Facility</i>
<i>Substance Use Disorder Residential Rehab</i>	<i>Special Education Facility</i>
<i>Sober Living Facility</i>	<i>Washington Youth Challenge Academy (WYCA) – Job Challenge</i>
<i>Inpatient Behavioral Health</i>	
Hospital	Other
<i>Nursing Home</i>	<i>Skills Center (youth and adult)</i>
<i>Assisted Living</i>	<i>Social Services Hub</i>
<i>Wellness Center</i>	<i>Sheriff Training</i>
Environment	<i>Correctional Facility</i>
<i>Firefighter Training</i>	<i>Housing</i>
<i>Environmental and Forestry Training</i>	<i>Rental Space</i>
<i>Emergency Management Service Center</i>	<i>Rental Facility</i>

After developing a list of blue-sky ideas of alternate uses for the NYC, SMEs were consulted to complete scorecards for each of these ideas, identifying the local value and feasibility of each concept. These scorecards were presented to the task force for their consideration. The scorecards for each blue-sky idea, summarizing the value and feasibility of each concept are in the appendix.

Short-listed Use Cases

The task force discussed and reacted to each of the scorecards developed from the blue-sky ideas. They were told that if they disagreed with the assessment, to speak up and that their own assessment may differ from the SME. The task force identified six ideas they found the most promising and requested additional analysis and exploration. These ideas are listed in Table 8.

Table 8: Short-listed ideas for NYC facility

Use Case	Focus Area
Chinook Tribal Headquarters	Tribal
Housing	Other
Learning Center (combination of Skills Center and Outdoor School)	Youth/Other
Inpatient Behavioral Health	Health
Washington Youth Challenge Academy Job Challenge	Youth
Sheriff Training Center	Other

The SMEs were instructed to focus on these concepts to expand on and help the task force better understand what they might look like, with a more robust analysis of their value and feasibility.

KAI further engaged the Criminal Justice Training Commission (CJTC) to better understand the value and feasibility of a sheriff training center. The CJTC is responsible for establishing training standards and delivering training to peace officers and corrections officers across the state. Representatives from the CJTC wrote to KAI that they were not interested in establishing a training center at the NYC and that it was not a desirable or feasible location from its perspective. As such, the sheriff training center concept was not pursued further.

The following sections describe the remaining concepts, as developed by the SME listed for each one. Each section describes a potential model for that use case, its value, feasibility, and any considerations for the task force. The SMEs relied on their own expertise in the area, consultation with potential partners, and data where available. The concepts are from the SMEs themselves and subject to legislative changes.

Chinook Tribal Headquarters

Subject Matter Expert: *Chinook Indian Nation Leadership*

Methodology: *Written by: KAI (based on Chinook Indian Nation's presentation to the task force)*

Summary of Concept

From the perspective of the Chinook Indian Nation's leadership, repurposing NYC to house a new Chinook Indian Nation Tribal Headquarters could generate substantial economic gains for the region, along with fulfilling immediate tribal needs. The camp represents an opportunity to build numerous economic, cultural, and learning endeavors that will add local value, attract investments from partners in the area, and bring visitors to the property. The Chinook Indian Nation has the human capacity and financial track record to run the property and attract funding and partnerships to create sustained activity, economic growth, and support cultural activities and teachings. The camp is situated on the traditional lands of the Chinook, and the Chinook leadership believes that transferring ownership of the camp to the Chinook represents an opportunity for the State of Washington to right historical wrongs. The analysis for the other short-listed ideas can support the Chinook Indian Nation's ongoing development and assessment of the camp.



Figure 5: Chinook Indian Nation cultural activities

History of the Chinook

In 1851, Aason Dart convened the five Chinook Indian Nation Tribes and some Chinook neighbors at Tansy Point. He was tasked with moving the Chinook people east of the Cascade Mountains, but they refused and all five tribes negotiated treaties to allow them to stay on their lands. Those treaties were taken to the U.S. Senate, although not acted upon. In 1854, the Chinook were approached about an upcoming treaty council and asked what they would like in exchange for their lands. They called it the “Nisal”—the Naselle river drainage area. In 1855, the Chinook arrived at treaty negotiations and were asked to move north to the Olympic Peninsula. The Chinook refused. In the 1890s they hired their first attorneys. In 1912, by an act of Congress, it was agreed to pay the Chinook the dollar value for the land negotiated in 1851. Another act of Congress in 1925 agreed that the Chinook should be allowed to sue the federal government over the illegal acquisition of their land. In 1958 the Chinook were acknowledged as heirs of the Lower Chinook and Clatsop regions. This land is the land referenced in Indian Claims Commission Docket 234.¹⁷

In 1970, the Chinook won that court case and in 1979 the federal government created a process to clarify federal recognition. In 1980, the Chinook submitted a letter of intent to participate in that process. Through that process, the Chinook were granted federal recognition in January of 2001, but, that recognition only lasted 18 months. This has led to severe social and economic hardship and the Chinook Indian Nation is actively seeking to have their federal recognition reinstated and feel confident they will be successful.

Current Tribal Headquarters and Tribal Members

The Chinook Tribal Headquarters are located in Bay Center, Washington, in the house of hereditary Chief Louis Hawks. The Chinook own small parcels of land throughout the territory, on both sides of the Columbia River. Chinook tribal members live in Naselle, Rosburg, Grays River, Bay Center/Nemah, South Bend, and Astoria—all areas close to a 30-minute car drive to Naselle.

Proposal: A New Chinook Village

The Chinook Indian Nation would use the NYC not only to house the tribal headquarters, but to house a new Chinook village, using the entirety of the camp. They see it as:

- A permanent, sustainable, safe home for the people of the Chinook Indian Nation
- An economic engine that will bring jobs to Naselle and surrounding communities
- An opportunity for the State of Washington to do right and honor its treaties
- A model community governed by their new culture and climate action plan that:

¹⁷ The BIA has recently transferred all trust funds to the Chinook Indian Nation in satisfaction of the Claims Commissioner Docket 234. Funds were paid according to a use and distribution plan drafted by the Nation and approved by the Northwest Regional Office as well as main Secretary of the Interior Deb Haaland: [Chinook Judgment Use and Distribution Plan | Indian Affairs \(bia.gov\)](#)

- Prioritizes sustainable energy
- Increases efficiencies and reduced emissions for existing facilities
- Commits to the highest standards of new construction
- Provides traditional foods grown locally and composts onsite
- Is a model for recycling efforts
- Brings together youth and elders
- Supports residents, encourages their development, healthy living, and community involvement
- Maximizes residents' connection to the local environment
- Focuses on cultural revitalization

Immediate plan (if the recommendations are acted upon)

Facilities would meet immediate office space needs for the Chinook Indian Nation's existing tribal government and committee structure. The administrative office staff would work out of the site. This includes the executive officer, office manager, enrollment clerk, tribal council, maintenance specialist, grants manager, land and planning liaison, and policy specialist. It is anticipated that, with the acquisition of the NYC facility, a new executive director would be hired. The site would immediately be used for storage, meeting and office space, classroom space, space to store cultural materials and archival records, and a place for grant writing. The Chinook Indian Nation has received \$1,787,500 in unrestricted grants alone over the past four years and anticipates being able to attract even more funding with the acquisition of the NYC. The site would also be used for office space for Indian Child Welfare and emergency health work, along with the storage, preservation, and distribution of food, including wild foods. Food distribution would be available to all community members (tribal and non-tribal).



Figure 6: Chinook Indian Nation Tribal members

Community Priorities

- **A place of their own to better host community guests and large-scale community meetings.** Currently the Chinook Indian Nation rents out schools and other community venues when they host guests or gatherings.
- **Housing.** The Chinook Indian Nation plans to hire a housing manager to determine uses for the housing area at NYC and set a house rehabilitation schedule in line with the Coastal Community Action Program.
- **Transit hub.** Chinook Indian Nation plans to partner with other local businesses and transportation services to ensure reliable and frequent transportation to and from the village and include a ride service.
- **Remote work hub.** Provide quality facilities for residents and non-residents that includes amenities and meeting space.
- **Clinic service.** Develop a full-spectrum clinic that offers physical health services, behavioral health services, and ride opportunities to provider partners (Shoalwater Bay Indian Tribe, Cowlitz Indian Tribe, Northwest Indian Treatment Center, NARA Northwest, South Puget Sound Intertribal Planning Agency).
- **Cultural village.** Development of a site for the revitalization and perpetuation of Chinook cultural teachings and for the interaction of the community with students, government entities, educational facilities and more.
- **Enhancement of NYC facilities.** This includes the cafeteria, gym, fish hatchery, and the water infrastructure.

Economic Priorities

- **Wastewater treatment.** Explore expansion opportunities, working with the Department of Ecology on permitting.
- **Housing.** Housing options will be explored with housing manger.
- **Native tree and plant nursery.** There are many funding opportunities for a small-scale nursery.
- **Transitional supportive housing.** The Chinook Indian Nation could apply for funding through the Pacific County Department of Commerce to provide supportive transitional housing.
- **Labor partnership(s).** There is an opportunity to partner with labor training programs to provide facilities for apprenticeship training programs, where Native youth and local high school students could be prioritized.
- **Facility rentals.** Parts of the site could be rented for events. There is also an opportunity to rent/lease portions of the site to organizations (including Inatai Foundation, DNR/WDFW, and Consejo Hispano) for business needs.
- **Vocational skills center.** This could include a college branch campus, with local sustainability focus geared toward marine, shellfish, and forestry industries, and the native plant/tree nursery.

- **Retail businesses.** This could include a convenience store, a destination art gallery, a coffee shop or restaurant, and a smokehouse.
- **Outdoor school.** This would be a Chinook-run program highlighting Native knowledge of place and would build off of Chinook Indian Nation programs already in place.
- **Destination lodging.** It could include cultural programming and interpretive experiences for guests with camping, RV, and hostel accommodations.
- **Oxford-style house.** This would be a self-governed Oxford house for individuals transitioning from treatment and or incarceration.
- **Mini storage.** This would include both heated indoor, and covered and uncovered boat and RV storage.
- **Daycare.** This would support those living on site, employees, and possibly the broader school, in partnership with the Naselle Grays River School District.
- **Raptor/condor sanctuary.** The location is well suited to the reintroduction of these birds.
- **Destination recreation.** This would include e-bikes, camping supplies, and kayak rentals.
- **Mental health facility.** This would provide counselling services to support community health.
- **Sustainable (glass) bottling facility.** This would support local sustainability and create jobs.

Community Engagement and Value

The Chinook Indian Nation is committed to being the best neighbors possible. This includes developing a memorandum of understanding with the Naselle Grays River School District regarding use of the facilities, continuation of the fish hatchery program, and potentially other activities. The Chinook Indian Nation will also provide free or reduced-price use of the facilities to all community members (both tribal and non-tribal). Additional partnership ideas include: Job Corp, an art retreat center being developed by Roben White, a hotel developer (like the Society Hotel in Bingen), South Puget Sound Intertribal Planning Agency, Small Tribes of Western Washington, The Evergreen State College Longhouse, and Northwest Indian College.

Financial Feasibility

For several reasons, the Chinook Indian Nation rates the financial feasibility of their plan as high. First, the tribe has an excellent track record of receiving grant funding and believes the NYC facility and the activities planned therein will attract considerable funding and support from local, state, and national funding bodies. Second, due to the strong partnerships they have built, the Tribe will be able to secure collaborations and business partners to maximize the use of the camp. Finally, the Chinook Indian Nation tribal members have experience in facility operation, maintenance, and administration.

Conclusion

According to the SME, repurposing the NYC land and facilities as a Chinook Tribal Headquarters has significant possibilities for local economic development and bringing needed services into the community. Moreover, it will restore the land to the Chinook Indian Nation. Under management of the Chinook Indian Nation, its use would be multipurpose, adaptive, and in alignment with the community. It would provide immediate support to the tribe and tribal members and shows considerable promise for long-term growth and sustainability.

Housing

Subject Matter Expert: *Lead To Results, LLC*

Methodology: *Written by: Lead To Results, LLC*

Summary of Concept

The use of NYC facilities to support housing needs for the community was assessed, specifically considering three scenarios: affordable housing, at-market rental housing, and staff housing.



Figure 7: Photos of Naselle Youth Camp staff housing

Affordable Housing: Ownership and administration of the housing units is under the responsibility of the Joint Pacific County Housing Authority (JPCHA) for use by low-income and or special needs populations (e.g., elderly, disabled) who qualify for state or federal housing assistance. Federal and state subsidies for low-income housing support the operations expense of the facilities.

At-Market Rental Housing: The housing units are administered by an entity (for- or not-for-profit business) for rental availability to the public at market-rate pricing. Lease and rental income support the operations of the facilities.

Staff Housing: The housing units are reserved for use by staff (or visitors, contractors, etc.) connected to a service function(s) at the main campus or in the area. The service activities elsewhere are responsible for financing the operation expenses of the housing units.

Under any of these use scenarios, several requisite expectations must be emphasized:

- The wastewater treatment facility on the main campus must be rehabilitated and licensed to operate by the Washington State Department of Ecology.

- A minimum staff of three (two maintenance technicians and an office administrator) are recommended to maintain the housing units and wastewater treatment facilities.
- While many of the housing units are readily suitable for residency, upgraded investments (ranging from modest amenity enhancements to more significant remodeling expenses for ADA compatibility and code-compliant electrical and plumbing systems) should be factored into final determinations of feasibility.

This assessment references assumptions and conclusions from the Washington State Department of Natural Resources' (DNR) "Legislative Report on the Naselle Youth Camp"¹⁶ and worksheets from DNR that score the current conditions, projected rehabilitation costs, and recent maintenance and operating expenses for the site.^{18,19} Additionally, visits to the site from development staff at JPCHA, Pacific County Health and Social Services Department, and municipal administrative staff from the City of Long Beach provided additional perspectives on the housing purposes for which the camp could be repurposed.

Value: Housing Availability and Affordability in Pacific County

Housing affordability in Pacific County and its four incorporated jurisdictions are shaped by population growth into the county; the local tourism economy and its demands for short-term rentals; significantly large sub-populations of seniors, people with disabilities, and households experiencing poverty; and pressures across the local communities for residential and workforce housing. The challenge is made even more difficult as wages/incomes fail to keep up with housing costs, which have broadly more than doubled in just the past five years.²⁰ Pacific County also faces constraints on its developable land due to the prevalence of wetlands, a crucial ecosystem habitat, areas that are geologically inappropriate for development, and highly constrained municipal land boundaries (that limit where sewer and water infrastructure can be provided). These factors contribute to a shortage of housing that can accommodate the demands for residents, tourists, and permanent and seasonal workers.

The county's housing stock of approximately 10,000 units presently supports an overall population of approximately 24,000. From 2011-2021, overall housing units increased by just 3.6%, while population growth was 14.7%.²⁰

Housing structures in Pacific County are also heavily impacted by the harsh climate of coastal communities (seasonal windstorms, annual precipitation nearing and often exceeding 100 inches, and materials corrosion due to windborne salt). Housing units require ongoing investment to maintain safe and quality habitability.

¹⁸ Washington State Department of Natural Resources. (2022). *II Capital Naselle 2023-2025 Worksheet*

¹⁹ Washington State Department of Natural Resources. (2022). *Naselle YC Warm Closure*

²⁰ Redfin. (2024). Data Center: [redfin.com/news/data-center](https://www.redfin.com/news/data-center)

Area median income (AMI) is determined annually by HUD for each county nationwide. In 2023, the AMI for Pacific County was \$80,400.²¹ The 60% threshold of household AMI (\$54,275 for a household size of four) is the cutoff for state and federal housing assistance. Over 54% of Pacific County households earn less than this cutoff. The median household income of renters in Pacific County is just over \$35,000 (compared to nearly \$62,000 statewide). Pacific County renters pay median monthly rents estimated at \$955 (compared to over \$1,630 state-wide).²²

In Washington state, the term “cost-burdened housing” refers to households that allocate more than 30% of their income toward housing expenses.²³ When a household pays more than this threshold, it may face challenges in affording other necessities such as food, clothing, transportation, and medical care. Households are considered under “severe rent burden” when it spends over 50% of its income on rent.²³ In Pacific County over half of all renter households pay more than 30% of their annual income for rents (i.e., are considered “cost-burdened”).²⁴

The quantitative rent/ownership cost burdens for Pacific County residents are amplified with consideration of the unique needs and challenges of significant demographic subpopulations, as compared with state-wide populations as illustrated in Table 9.²⁵

Table 9: Socioeconomic comparisons, Pacific County and Washington state

Population	Pacific County	Washington State
Families living below poverty level	9.3%	6.3%
Individuals under 65 with a disability	15.4%	8.9%
Children living in poverty	17.3%	12.6%
Houseless students	7.8%	3.4%
Seniors living in poverty	7.3%	6.5%
Population over age 65	33.8%	16.8%
Veterans	10.8%	6.5%

²¹ Office of Policy Development and Research. 2024. *Income Limits*: huduser.gov/portal/datasets/il.html

²² U.S. Census, American Community Survey. 2022. *ACS 5-year estimates, Table S2503*: data.census.gov/table/ACSST5Y2022.S2503?q=S2503&g=050XX00US53049

²³ Brian McCabe. 2017. *Housing cost burdens, explained*: ggwash.org/view/62223/housing-cost-burdens-explained

²⁴ U.S. Census, American Community Survey. 2022. *ACS 5-year estimates, table DP04*: [data.census.gov/table/ACSDP5Y2022.DP04?q=pacific%20county%20renter&t=Housing%20Units:Owner/Renter%20\(Householder\)%20Characteristics:Renter%20Costs](https://data.census.gov/table/ACSDP5Y2022.DP04?q=pacific%20county%20renter&t=Housing%20Units:Owner/Renter%20(Householder)%20Characteristics:Renter%20Costs)

²⁵ U.S. Census, American Community Survey. 2022. *ACS 5-year estimates, Table S1720*: data.census.gov/table/ACSST5Y2022.S1702?q=poverty%20rate%20pacific%20county%20and%20washington%20state&tid=ACSST1Y2022.S1702

Overall, the extraordinary increase in residential property values since 2018 has exacerbated the affordability gap across Pacific County where housing prices have more than doubled in the past five years, compared to a 52% increase in prices statewide.²⁶

Employers, including hospitals, schools, government, and private businesses, all report a lack of housing as a significant barrier to hiring.²⁷ Employee offers extended to candidates outside the county are often rejected because the employee could not find a place to rent in Pacific County.

Additional details about the Joint Pacific County Housing Authority are in the appendix.

Growth Management Act Directives

Washington State's Growth Management Act (GMA) provides a framework for housing planning and development at the county and municipal level. The GMA housing goal calls for promoting a variety of residential densities and housing types, encouraging the availability of affordable housing for all economic segments of the population and preservation of existing housing stock.

In 2021, the Washington State Legislature changed the way communities are required to plan for housing. Chapter 254, Laws of 2021 amended the GMA to instruct local governments to “plan for and accommodate” housing affordable to all income levels. The amended law also directs the Washington State Department of Commerce to project future housing needs for jurisdictions by income bracket and how jurisdictions should plan for housing in their “comprehensive plans.” These projections for Pacific County indicate nearly 1,400 new housing units need be developed by 2044 of which close to 1,000 need to be affordable by households earning less than 30% of AMI (approximately \$30,000 annually for a household of four).²⁸

Existing Facilities

In the housing area formerly used by camp staff, there are 27 rental units spread across six quadplex apartment buildings, one duplex, and one single-family residence. All units in these buildings have three bedrooms, one bathroom. All are heated by oil furnaces (separately metered) and offer covered parking for one vehicle (see Figure 4 for an overhead view). Many are ready for immediate occupancy for general tenancy, although modernization investments are recommended to bring all units up to current building codes and expectations for amenities. None are ADA compliant.²⁹ Requirements for modernization and refurbishment to code-compliant housing use are considered next.

²⁶ Redfin. 2024. *Redfin Median Sale Prices for all residential properties*: [redfin.com/news/data-center](https://www.redfin.com/news/data-center)

²⁷ Personal Communication. 2023. Interviews with leadership at Port of Willapa Harbor, Pacific County EDC, Ocean Beach School District, and Pacific County General Administration.

²⁸ Washington State Department of Commerce. (2024). HAPT final 2023: deptoocommerce.app.box.com/s/48o8fzedzxn63xth6aofi2jc2npcjoa

²⁹ ADA.gov (N.D.). ADA Standards for Accessible Design: [ada.gov/law-and-regs/design-standards](https://www.ada.gov/law-and-regs/design-standards)

On the main campus, there are several residential buildings that once housed youth that could be converted to communal housing (i.e., the four dormitory “lodge” buildings: Mariner, Cougar, Harbor, Moolock). Additionally, the school, eagle building, and current administration building are candidates for conversion to communal housing (see Figure 5 for building locations). Significant investment is required to meet modern building codes and amenity expectations for residential use, however. Those buildings with conversion possibilities for housing use are assessed in more detail in the next section.

The age and condition of the facilities at the camp are a concern for conversion. The existing housing units in the housing campus date from 1959–62 and feature mid-century laminate countertops and bathroom fixtures and simple plywood cabinetry. Structurally, all units were constructed with cloth-wrapped electrical wiring³⁰ and galvanized metal plumbing.³¹ Maintenance staff report that clogs and backups in the plumbing are common.

Renovation Estimates

DNR has prepared a simplistic building-by-building estimate of capital materials necessary to upgrade each structure to permitted uses for general occupancy, with caveats that these estimates should be considered high-level, general in scope, and do not reflect an in-depth assessment of the building for any future use.¹⁸ Moreover, new occupancy permits will be required for any change in use, likely to entail additional expenses required to meet present-day occupancy requirements for these structures.

Each camp building was given a conditional “score” by DNR as a guideline for future rehabilitation expenses and suggested assumptions for renovation materials costs (either \$150, \$250, or \$350 per square foot depending upon condition). The associated costs for engineering and design are assumed at 11.2% materials costs. To complete the estimate for rehabilitation to housing use, actual labor and construction costs are estimated at 40% and a 10% contingency budget is included.¹⁹ Please note that these estimates are based on assumptions from 2022 and market prices may have changed.

For the existing housing buildings, estimates are proposed in Table 10.

³⁰ Cloth wiring is a type of electrical wiring used before thermoplastic-coated wiring became commonplace. Common in buildings built before 1960, this rubberized cloth was the standard method of insulating wires before plastics became widespread and affordable.

³¹ Steel pipes are galvanized by dipping them into molten zinc to prevent rust. After decades of use, however, corrosion and rust build up on the inside and can result in lead being released into the water, restricted water flows, and decreased water pressure. The typical lifespan of galvanized steel is anywhere from 25 to 40 years, and while they appear fine on the outside, they could be corroding on the inside.

Table 10: Housing campus renovation estimates

DNR Building Rating	Building	Square Footage	Estimate Renovation Materials Multiplier	Estimated Renovation Materials Expense	Total Estimated Renovation Expense ³²
Superior	Sewage Treatment	528	n/a	\$ 25,000 ³³	\$ 41,600
Fair	Single Family Residence	1,585	\$150 / sq ft	\$ 158,500	\$ 263,600
Limited	4-Plex Apt. #201	4,850	\$250 / sq ft	\$ 485,000	\$ 806,700
Limited	4-Plex Apt. #202	4,850	\$250 / sq ft	\$ 485,000	\$ 806,700
Limited	4-Plex Apt. #203	4,850	\$250 / sq ft	\$ 485,000	\$ 806,700
Limited	4-Plex Apt. #204	4,850	\$250 / sq ft	\$ 485,000	\$ 806,700
Limited	4-Plex Apt. #205	4,850	\$250 / sq ft	\$ 485,000	\$ 806,700
Limited	4-Plex Apt. #206	4,850	\$250 / sq ft	\$ 485,000	\$ 806,700
Limited	Duplex Apt. #207A	1,678	\$250 / sq ft	\$ 167,800	\$ 279,100
	ADA Conversion ³⁴	n/a			\$ 100,000
Limited	Duplex Apt. #207A	1,678	\$250 / sq ft	\$ 167,800	\$ 279,100
Additional renovation and improvement investments not included in the DNR assessment but noted as needed:					
ADA Conversion (for each of the Duplex units)					\$ 100,000
PUD Transformer (to support Heat Pumps and EV Charging stations)					\$ 250,000
Total					\$ 6,253,600

³² Includes an estimated 11.2% engineering and design contracting costs (suggested by DNR, *op.cit.* p. 15), plus 40% construction labor cost (construction, project management, architectural analysis, facilities planning, environmental engineering, and administrative support).

³³ Estimated budget for minor repairs, per discussion with camp maintenance staff.

³⁴ Financing from federal/state sources to support subsidized housing use require a minimal percentage of units within the campus to be ADA compliant. Upon inspection of the housing units, the duplex units were judged to be most suitable for ADA conversion. The \$100,000 estimate is a summary projection of additional expenses necessary to render each unit ADA compliant.

Estimates proposed in Table 10 are for the candidate buildings on the main campus to be converted into communal housing units. These estimates are based solely on converting the existing structures into dwelling units meeting modern occupancy standards for communal living. A less expensive development plan is conceivable if based on a more detailed architectural review (versus the simplistic square footage multipliers from DNR), perhaps involving the tear down of some units and replacement structures to be constructed over the top of the building foundations.

DNR acknowledges that the estimates are based on gross assumptions of facilities' conditions and that detailed inspections should be undertaken to more accurately project needed and or recommended repair and rehabilitation investments. For purposes of assessing future uses, however, these estimates serve as valuable benchmarks to compare alternative uses. With consideration of this margin for error, these estimates will be used for the considerations of future housing applications for camp facilities listed in Table 11.

Table 11: Main campus conversion candidates

DNR Building Rating	Building	Square Footage	Estimate Renovation Materials Multiplier	Estimated Renovation Materials Expense	Total Estimated Renovation Expense³⁵
Superior	Mariner Lodge	6,268	\$100 / sq ft	\$ 625,000	\$ 1,042,500
Adequate	Administration	4,350	\$100 / sq ft	\$ 435,000	\$ 723,500
Fair	Harbor Lodge	9,200	\$150 / sq ft	\$ 1,380,000	\$ 2,295,200
Fair	School and Gym	20,659	\$150 / sq ft	\$ 3,098,850	\$ 5,154,000
Limited	Moolock Lodge	6,268	\$250 / sq ft	\$ 1,576,000	\$ 2,432,000
Limited	Cougar Lodge	6,268	\$250 / sq ft	\$ 1,576,000	\$ 2,606,200
Emergent	Eagle Lodge	6,888	\$350 / sq ft	\$ 2,410,800	\$ 4,009,600
Total					\$18,437,200

³⁵ Includes an estimated 11.2% engineering and design contracting costs (suggested by DNR, *op.cit.* p. 15), plus 40% construction labor cost (construction, project management, architectural analysis, facilities planning, environmental engineering, and administrative support).

Housing Option 1: Affordable Housing

“Affordable housing” is defined by statute RCW 43.185B.010(1) as “residential housing that is rented or owned by a person or household whose monthly housing costs, including utilities other than telephone, do not exceed 30% of the household’s monthly income.” The affordability of housing is a function of the income of the people in the household and the price of housing (monthly mortgage or rent payment plus utilities).

In Pacific County, the Joint Pacific County Housing Authority (JPCHA) is the official organization administering low-income housing programs (as recognized by the county administration, its four municipalities, and Washington State). JPCHA is among the 37 housing authorities operating in Washington as not-for-profit public corporations. These corporations are required to follow state and federal directives and regulations regarding the funds they receive and households they must serve.

In this use scenario, the housing campus and select buildings on the main campus are deeded (or contractually committed to long-term stewardship with terms empowering full control over disposition) to JPCHA. As a housing authority, JPCHA is eligible and uniquely qualified to pursue grants and loans from Washington’s Housing Trust Fund, operated through the Department of Commerce, to fund necessary capital investments and operating expenses.³⁶

In accepting any state or federal financing, JPCHA represents—as a condition of acceptance—that housing units funded under its administration are in such condition as can be maintained for occupancy for a minimum of 20 years. After visiting and touring the NYC properties,³⁷ JPCHA and HOSWWA staff believe this contractual representation (for a minimum of 20-year serviceability) will require substantial renovation of the housing units, to include replacement of the electrical wiring and plumbing in all units, and conversion of the duplex units to fully ADA-compliant bathroom and kitchen facilities.³⁸

For simplicity and comparison purposes, the expenses for renovating the housing campus units to the long-term occupancy standards deemed appropriate by JPCHA and HOSWWA, the DNR rehabilitation estimates are assumed. The total estimate of \$6.3 million acknowledges the current conditions and applies a pre-square-foot remodeling estimate for materials, and overall percentage markup estimates for design, engineering, and construction labor. A 10% contingency buffer is included. To be clear, few of the units on the housing campus are in need of immediate renovation attention, but the assessment of the JPCHA/HOSWWA inspectors is that occupancy standards for

³⁶ Washington State Department of Commerce. 2024. *Housing Trust Fund*: commerce.wa.gov/building-infrastructure/housing/housing-trust-fund

³⁷ Property tours were led by Jason Tibbit for JPCHA and HOSWWA staff on November 1 and December 28, 2023.

³⁸ The Americans with Disabilities Act standards require buildings meet accessibility for people with mobility challenges. Some of the requirements include a 60-inch diameter to accommodate a wheelchair, grab bars on bathtub walls, and specific heights and widths for toilets and sinks.

long-term sustainability should recognize this upgrade investment as expected in the short-term.

Annual operating costs (electricity, oil, custodial, pest control, road clearing, etc.) of approximately \$300,000 are estimated for units in the housing campus by DNR.^{18,19} Annual maintenance costs of nearly \$200,000 are further estimated.

In our opinion as an SME, the likelihood of funding to support this affordable housing use case is judged very high. The county's housing needs and socioeconomic demographics plus the reputational competency of JPCHA/HOSWWA are expected to secure grant funding from the Housing Trust Fund administered by the Washington State Department of Commerce. Separate funding from HUD or USDA may also be considered. Operating and maintenance costs for the support staff are expected to be funded through government programs aligned with subsidized assistance programs associated with low-income tenants.

The units on the main campus identified as candidates for conversion to housing were similarly assessed for rehabilitation. It is our opinion that the significant expense of this renovation is likely to exceed the grant tolerance of Commerce Department funders. Conversion of these units to affordable housing is not recommended.

Housing Option 2: Market-Rate Rental Housing

The scarcity of rental housing across Pacific County is well-documented, with thousands of seasonal/vacation dwellings excluded from the rental market. Vacancy rates of 1.5% are typical.²² The forested setting and relatively spacious three-bedroom units of the camp are an appealing option within commuting distance to Astoria (17 miles, 25 minutes), Long Beach/Illwaco (22 miles, 30 minutes), or South Bend/Raymond (31 miles, 35 minutes). Interviews with local rental-home owners and property managers indicate that monthly rents between \$900 to \$1,100 would be appropriate and appealing to middle-income households. County wide, nearly 1,500 renting households (of nearly 1,700 total) are paying \$1,500 or less, indicating a sizeable market opportunity for these rentals.²⁴

The current conditions of most units on the housing campus are believed suitable for immediate tenancy at the lower end of the rental price range (i.e., \$900 monthly). Upgrades to modern amenities are recommended for all units within five years to support rental quality expectations. This rehabilitation and enhancement investment is estimated between \$1.8 million and \$2 million depending on the selection of amenities, cabinetry, windows, and degree to which plumbing and electrical replacements are undertaken. The ADA conversion of the duplex (\$100,000 estimate) and installation of a new electricity transformer (\$250,000 estimate) are recommended in the near term to support tenant expectations for assistive technologies and charging of electric vehicles.

Private funding (from investors, conventional financial institutions) would be expected to support these renovation investments. Local business owners seeking housing for their employees should be considered as a possibility for financial support. The lack of workforce housing for even upper-income families is noted as a severe handicap to the recruitment and retention of employees by both private and public employers. Their willingness to invest in a partnership to secure favorable allocations of units for their employees is a financing option to consider.

Monthly rent revenues of \$22,500 (assuming \$900 across 25 occupied units at any given month) will yield \$270,000 annually, nearly off-setting DNR’s estimated \$300,000 of operating expenses.^{18,19}

Housing Option 3: Staff Housing

This scenario assumes that an activity or program is determined for the main campus that requires an on-site workforce or other staffing resources. This use has served the facility’s functions since inception.

To recruit and retain staff—especially professional staff whose incomes would logically afford higher quality residential comforts—upgrade investments are recommended for the housing campus to deliver more modern amenities to tenants. These improvements are estimated to range between \$2 million and \$3 million and include the ADA conversion of the duplex unit and the installation of a new transformer to serve increased electricity demands.

Financing for all recommended upgrades and ongoing operating expenses would be covered under the program activities of the main campus. Rents from staff tenants may or may not be considered, depending on program needs and staff expectations.

Necessary Infrastructure

Necessary for any of these use scenarios (or any use scenario for any purpose that proposes to leverage existing buildings in the camp) is a functioning, permitted, and staff-monitored wastewater treatment facility. In addition, a minimum support staff of three maintenance and administrative personnel is also recommended. These roles are described below in Table 12.

Table 12: Minimum recommended staff resources

Role	Description
Sr. Maintenance Mechanic	Oversees building repairs and maintenance. Certified by the Dept. of Ecology as a wastewater treatment technician.
Jr. Maintenance Mechanic	Assists in building repairs/maintenance; backup certified wastewater treatment tech. Could also support part-time service responsibilities for other activities/programs on the main campus.
Property Manager	Provides business office oversight (clerical bookkeeping and regulatory compliance management). Also serves as administrator for tenant affairs.

Expenses to maintain this staff of three permanent employees depend upon salary and benefit expectations. DNR estimated personnel expenses for a similar staff of three (two maintenance mechanics and one facility services coordinator) to maintain the current facilities in a state of warm closure for FY2024 and FY2025. These personnel costs were estimated at \$539,700 and \$418,100, respectively.¹⁶

Insurance costs (property protections for fire, wind, earthquake, flood, and for general liability) will depend on the exact use and tenancy expectations. Independent lenders (if any) that support construction or ongoing operations may impose additional requirements. The camp presently is insured as any other public facility under Washington State's umbrella.

Additional details about funding sources for housing development are in the appendix.

Conclusion

A lack of housing across all income thresholds, low- to middle- to upper-income, is an immediate and genuine concern for Pacific County, according to the data sources referenced. Projections for growth and expectations by Washington's Growth Management statutes (for accommodation of the housing needs of the entire population, specifically allocated by income) are compounding this need. It is our opinion as an SME that the 27 existing units of the housing campus and the potential for conversion of additional units on the main campus would comprise a meaningful contribution to overall county inventory.

The NYC facilities were intentionally designed with an on-campus housing component, and the prior use as a juvenile detention facility benefited immeasurably by this paired use. However, separating the housing units from the main campus buildings can readily be achieved if proposed uses for the main campus do not entail a need for connected housing. The geographical separation of the two campuses and distinct forest setting of the overall facility encourage this conceptualization.

As emphasized earlier, the wastewater treatment facility must be made operational and supported by certified technicians. Additional upgrades to the housing units are recommended, both to modernize conditions as well as enhance functionality and long-term occupancy performance. The exact improvement(s) list, timing of upgrades, and more precise estimates for architectural design and construction need to be prepared. To be sure, the scale of investment that will eventually be required to fully rehabilitate the campus should be measured in millions of dollars and expected to require some years to complete.

Learning Center

Subject Matter Expert: *J Robertson and Company*

Methodology: *Written by: J Robertson and Company*



Figure 8: Photos of facilities at the NYC that could be used for a learning center

Summary of Concept

While there is certainly high interest—from the task force and potential partners we reached out to—in the site for school and youth activities (e.g., environmental science, skills center), no single entity has come forward with the resources to own and operate the site year round. Further, the Pacific Mountain region was not identified among the Washington state regions deemed to have outdoor school capacity shortages—just 26 students total, and nearby Oregon communities are already served by a long-established outdoor school program.³⁹

Peer Model – Pack Forest

The remote location of the site and the composition of the facilities (including lodging), the most-likely learning center scenario would involve a central “site owner” but diffuse user groups. For conceptual purposes, a similar learning model exists near Eatonville in the form of Pack Forest.⁴⁰

³⁹ King, B., Berkson, B., Potts, E., Lapinski, J., Crowe, N., Patten, T.V. (2021). *Washington State Outdoor School Study*. Center for Economic and Business Research: app.leg.wa.gov/ReportsToTheLegislature/Home/GetPDF?fileName=WA%20Outdoor%20School%20Study_Final_956acd51-6720-4075-8858-c53dde85a6e.pdf

⁴⁰ Pack Forest. (n.d.). Community: packforest.org

Somewhat remote like NYC, Pack Forest is owned and operated by the University of Washington, on land donated many years ago. It too, features onsite housing and serves educational purposes, from youth field trips to post-doctoral researchers. It has two primary components: the Center for Sustainable Forestry and the Mount Rainier Institute. The Center for Sustainable Forestry hosts researchers, serves as a base for continuing education training and offers opportunities for demonstration and tech-transfer initiatives. Extended stay users and visitors alike have access to a conference room and housing (lodge and cabins). Non-UW users can book usage online for a fee. The Mount Rainier Institute offers nature-based learning experiences. It primarily serves K-12 students from across Washington state. These experiences can be day trip based, or in-depth overnight learning.

Given this, it is our opinion as an SME that an ideal primary operator might be Grays Harbor College.⁴¹ The College offers forestry and environmental science courses, and is chartered to serve both Grays Harbor and Pacific Counties. The College's foundation helps raise funds so students can access extended learning opportunities. Unfortunately, the College is in the midst of several major initiatives and it is our opinion that they are unlikely to have sufficient capacity to be the primary driver or operator of NYC.

In our opinion as an SME, if the site is going to be in whole, or in part, a learning center, it will require a primary owner/operator and multiple secondary users. Of the various institutions we spoke to or have heard from, the Chinook alone have expressed eagerness to own and operate the site. In this scenario, an outdoor learning center is not congruent with the Chinook Indian Nation proposal.

Value: Learning Center Opportunities

General Environmental Education: For this use, K-12 students might visit for day trips or overnight learning experiences. The site is surrounded by a forest/river ecosystem complex, and is close enough to the ocean for marine habitat learning. The on-site fish ladder is particularly appealing for this purpose.

Specialized Environmental Education: Continuing education students, graduate students and other research professionals might conduct studies, undertake demonstration projects or attend best practice training courses.

Private Training Center: There are over 3,000 people employed in the forest and wood products sector within the Pacific Mountain region alone. Forestry, conservation, and logging workers have the highest location quotient of any occupation in the region – at 10.6, the occupancy is roughly 10 times more prevalent in this region than the U.S. average.⁴² Professional forestry and logging operators may find benefit in providing

⁴¹ If the state or any future operator would like to continue conversations with the College, contacts for this assignment were Lisa Smith, Executive Director of the Grays Harbor College Foundation, and Grays Harbor College Trustee, Lynn Green.

⁴² J Robertson and Co data harvested for PacMtn Workforce Development Council as part of Industry Cluster Analysis. Original source is Bureau of Labor Services run through proprietary Chmura Economics database.

longer-term, specialized training at the site given the availability of lodging and conference room space.

The Pacific Mountain Workforce Development Council is interested in partnering with the future operator (public or private) with respect to providing training services or potentially funding training or equipment expenses for certain qualified participants. There may also be interest in the site for law enforcement training. Grays Harbor College is interested in using the site, but not prepared to purchase it or serve as primary operator at this time.⁴³

Model

Prospective Learning Center Partners and Users

In addition to the Chinook Tribe and Grays Harbor College, other potential users might include:

- Pacific Education Institute and other nonprofit environmental education providers
- New market skills center (Twin Harbors)
- School districts (particularly Naselle-Grays Harbor and Ocean Beach)
- WA Department of Natural Resources (Forest Practices Board, Camps Program)
- WA Department of Fish and Wildlife (riparian/fisheries training, research site)
- PacMtn Workforce Development Council (occupational and upskilling training)
- Sierra Pacific, Green Diamond, and other private forestry sector companies

Should either the training center, or outdoor school option move forward, the following list provides entities and operations that may present additional partnership opportunities:

- Washington Forest Protection Association
- Washington State Society of American Foresters
- Washington Farm Forestry Association
- Working Forests
- American Forest Resource Council
- Washington Contract Loggers Association
- Northwest Pulp and Paper Association
- Washington Tree Farm Program
- REI
- U.S. Government Accountability Office – Wildland Fire Management
- National Interagency Fire Center
- Forest Stewardship Council
- Northwest Community Forests

⁴³ Communication with Lisa Smith, executive director of Grays Harbor College Foundation.

Geographic Market

Most of the stakeholders contacted would be likely to use the site and facilities during summer months. Others felt the site was simply too remote, especially with similar learning-center type opportunities nearer to their home. Given the presence of operating outdoor school facilities in neighboring Thurston and Lewis Counties, and relatively lower enrollment in the other remaining PacMtn counties, it is unlikely that schools or other outdoor education sponsors would travel the additional time it would take to reach and return from Naselle, especially for day trips. This could change if a future operator were to offer modern education and facilities and primarily offer multiday training. Notably, existing skills centers already offer certain programming. For example, Aberdeen High School (located in the Naselle market zone) hosts natural resources education classes (60 students served) and the Twin Harbors branch of New Market hosts annual summer forestry programs (15-20 students enroll annually).

Cascadia Technical Academy, located in Vancouver/Clark County offers a variety of training programs, and recently expanded their reach into Kalama/Cowlitz County. At this time, they are focused on standing up and refining the new program, but could be a partner at a later date.

It is possible that a private sector party could have interest in an alternative learning center concept, for example, a yoga retreat or writers' studio. In that scenario, users might come from long distances for multiday stays. Barring that option, most site users will likely come from within a 2-3 hour driving radius, which functionally encompasses the five PacMtn counties and possibly Oregon's Clatsop County and Columbia County.

Considerations

Other important aspects of the learning center concept are merely speculative without a known end use or defined use. Additional research would be required to create a formal pro tempore development proposal, particularly in the following areas:

Community Benefit – A small, emergent training presence would have little beneficial economic or workforce impact for the community. There would be some level of local goods and service purchasing, especially during active training times, but that would be sporadic. Year-round employment opportunities would be minimal. A larger year-round operation could generate a more significant impact, perhaps reaching the scale experienced during NYC active operations. A full skills center, like the New Market Skills Center headquartered in Tumwater, but also operating satellites, can employ upwards of 150 FTE. Local residents might also benefit as participants in future training programs, particularly if related to employment upskilling.

Funding – Is completely dependent on end use and whether public, private, or nonprofit owner/operator. A future owner could partially fund operating expenses through use leases and facility rentals. The Washington State Outdoor Schools Study contemplates other potential funding opportunities, including some combination of state/school investment matched by a long-term funding commitment from one or more major nonprofits.³⁹

Pending the future operator of the site and the types of uses it allows, it may be possible for local tribes and schools to access OSPI Outdoor Schools for all grants to design or implement outdoor educational experiences at Naselle. The program offers two grant options: Allocation-based grants for school districts to develop or support educational experiences, and competitive grants for federally recognized tribes and outdoor education providers to support existing capacity and to increase future capacity for outdoor learning experiences.⁴⁴

Similarly, the Washington State Legislature passed a No Child Left Indoors grant program focused on providing underserved youth populations quality outdoor/nature experiences. These grants, awarded up to \$150,000 per individual application with a 25% matching requirement, can be accessed through a variety of state agencies. They are open to nonprofits and other entities beyond schools and tribes. The Washington State Recreation and Conservation Office hosts a particularly user-friendly application interface and background information.⁴⁵

Facility Upgrades – These will be dependent on the user and their specific needs. Magnitude of scale costs are addressed in great detail within the housing analysis conducted as part of this initiative, as well as the original WA DNR Naselle Youth Camp report.¹⁶

Staffing – This remains speculative pending use decision. At a minimum, the site would require a local caretaker and contracted labor for maintenance. The same person or someone else would be required for facility rental reservations and coordination. During active training times, there would also likely be a need for catering. The Washington State Outdoor School Study³⁹ suggests that, for every \$1 million spent on outdoor education, one could expect to see eight FTE (or 16 part-time jobs) created directly, and another one, to one and a half, FTE from indirect and induced economic impacts. It was also estimated that compensation would be in the range of \$253,000–\$299,000 annually (out of the original \$1 million investment). This report does not distinguish between whether these jobs would be private sector, school district paraeducators or some other type of employment. Presumably, this would encompass some combination of teachers/instructors, management and ground/maintenance (direct employees) and one to two indirect/induced jobs in the community.

⁴⁴ Washington State Legislature. (2022). *Certificate of Enrollment Second Substitute House Bill 2078*: lawfilesexternal.wa.gov/biennium/2021-22/Pdf/Bills/House%20Passed%20Legislature/2078-S2.PL.pdf?q=20220814174445

⁴⁵ Washington State Recreation and Conservation Office. (n.d.). *No Child Left Inside*: rco.wa.gov/grant/no-child-left-inside

Conclusion

While there is considerable interest in using the site for a range of learning opportunities for both youth and adults, no single partner has come forward who wishes to operate the site as a learning center. The challenge of the site's location and expansive infrastructure are both significant barriers to its operation as a learning center. It is our opinion that in order for this option to be viable, one single entity ought to operate the site (such as a tribal partner) and partner with organizations identified in this report to deliver learning opportunities.

Inpatient Behavioral Health

Subject Matter Expert: *The Innova Group*

Methodology: *Written by: The Innova Group*

Summary of Concept

The feasibility of the NYC site for inpatient (IP) behavioral health (BH) services was evaluated across several criteria including demand and capacity, site and facility considerations, building condition and infrastructure, staffing, and financial viability. While there is a demonstrable unmet need for IP-BH services in Naselle and throughout the state of Washington, it is our opinion that the NYC site is not in an ideal location for these services and would likely require significant and costly new construction rather than renovation due to stringent building codes. Further, we strongly believe that recruiting and retaining highly specialized staff would be challenging and the service is unlikely to be financially self-sustaining without outside funding. As such, while we recognize the clear need for IP-BH services in the area, it is our perspective that the service would be more viable—and of more of a benefit to patients—in a location closer to larger population centers with additional medical and BH services in the area.



Figure 9: Photos of Naselle Youth Camp

Demand and Capacity: There is a demonstrable unmet need for IP-BH services in Naselle and the projected 2028 population could support a 20-bed unit. There is also anecdotal information that patients would travel from outside the service area due to the shortage of IP-BH services throughout the state.

Site and Facility Considerations: The rural nature of the NYC site may provide a therapeutic environment, but the remote location presents challenges due to the distance from an emergency department, acute care, and other outpatient BH services within the continuum of care. Many IP-BH patients have dual diagnosis, requiring both physical and psychological treatment. Though not ideal, this locational challenge can be overcome through working agreements with acute care sites to only transfer patients once they are medically stable.

Building Condition and Infrastructure: IP-BH services have stringent building requirements, likely making renovation of existing site structures cost prohibitive and requiring construction of a new IP-BH facility to code. From a project cost perspective, this would be among the most expensive options under consideration.

Staffing: The ability to recruit and maintain adequate professional staff is a challenge for many IP-BH facilities and the rural location would present additional barriers. There is a nationwide shortage of BH professionals, particularly psychiatrists. Due to this issue, many facilities are developing options for using tele-psychiatry. This option is one that Naselle will need to seriously consider to maintain the psychiatric care that is necessary for an IP-BH facility. The availability of housing in the area would also be a prime consideration in the recruitment of staff.

Financial Feasibility: One of the largest barriers to any BH facility is the financial implications. Reimbursements for BH services have been slow to keep pace with the costs of providing this type of care. This is especially true for IP-BH facilities and one of the main reasons for the nationwide shortage of beds. The Potential Revenues and Operating Expenses sections of this report demonstrate that based strictly on reimbursements, an IP-BH facility in the Naselle site would not be financially viable under most revenue scenarios. However, many nonprofit groups and government agencies have created grants to assist treatment facilities with maintaining financial viability for such an essential societal need. To fully evaluate the option of using the Naselle site as an IP-BH facility, it is strongly suggested that a thorough search of both capital and operating grants be explored.

Overview

General Description

An IP-BH unit is a group of beds in a 24-hour hospital setting to evaluate and treat an acute psychiatric condition, which 1) has a relatively sudden onset; 2) has a short, severe course; 3) poses a significant danger to self or others; or 4) has resulted in marked psychosocial dysfunction or grave mental disability. Care is typically short-term (fewer than 30 days) with an average length of stay of 14 days⁴⁶ and may include a combination of services such as group therapy, individual therapy, therapeutic activities (e.g., meditation or yoga), and medication management.

⁴⁶ Mass.gov. Appendix B: Definitions of Inpatient and Outpatient Behavioral Health Services: [mass.gov/doc/appendix-b-bh-inpatient-and-outpatient-services-definitions-0/download](https://www.mass.gov/doc/appendix-b-bh-inpatient-and-outpatient-services-definitions-0/download)

In an IP-BH setting, patients can receive more aggressive psychotherapy, pharmacotherapy, complex diagnostic assessments, and other procedures such as electroconvulsive therapy that are usually unavailable in outpatient (OP) BH settings. IP treatment also provides the patient with a structured, safe, and orderly environment with regular meals that they may not have access to otherwise.⁴⁷ IP-BH units can be co-located with hospitals or standalone facilities. Ideally, standalone facilities are located near an emergency department and other IP care. Once patients are discharged from an IP-BH bed, they often experience negative outcomes such as elevated suicide risk, readmission, and lack of follow-up visits.⁴⁸ Therefore, standalone facilities require strong relationships with OP-BH programs to create a seamless continuity of care for the patient.

Potential Target Markets

Potential target markets for this service include adults or children in Pacific County and surrounding counties in southwestern Washington. Note that for IP-BH, the adult and youth populations cannot be mixed as state regulations do not allow these populations to share a unit. If both populations are to be served, spaces will need to be duplicated and completely separated, resulting in added costs. In addition to voluntary patients (those who come in of their own accord), the facility would serve involuntary patients who may be in immediate danger of harming themselves or others and or are unable to care for themselves due to mental illness. Many IP-BH patients have dual diagnoses, so strong programs must have the ability to handle both the psychological and physical diagnosis.

According to county health rankings, adults in Pacific County exhibit higher rates of poor mental health, alcohol and drug abuse, suicide, and drug overdose deaths compared to state and national benchmarks. Per the Washington State Department of Health, adults in the Cascade Pacific Action Alliance—a geographic designation that consists of a seven-county region including Pacific County—report higher rates of chronically poor mental health, depression, and drug use compared to state benchmarks.⁴⁹ In a virtual meeting with the Pacific County health director and other county BH representatives in January 2024, they stated that the demographic with the largest perceived need in the county is the young adult male population.

⁴⁷ American Psychiatric Association. The Psychiatric Bed Crisis in the US: Understanding the Problem and Moving Toward Solutions. Published May 2022: [psychiatry.org/getmedia/81f685f1-036e-4311-8dfc-e13ac425380f/APA-Psychiatric-Bed-Crisis-Report-Full.pdf](https://www.psychiatry.org/getmedia/81f685f1-036e-4311-8dfc-e13ac425380f/APA-Psychiatric-Bed-Crisis-Report-Full.pdf)

⁴⁸ Shields MC, Hollander MAG, Busch AB, Kantawala Z, Rosenthal MB. Patient-centered inpatient psychiatry is associated with outcomes, ownership, and National Quality Measures. OUP Academic. June 20, 2023: academic.oup.com/healthaffairsscholar/article/1/1/qxad017/7203717

⁴⁹ Ocean Beach Hospital and Medical Clinics. Community Health Needs Assessment 2022-2024: oceanbeachhospital.com/wp-content/uploads/2021/12/OBHMC-CHNA-Report-2022-2024-FINAL-12_16_2021.pdf

Size Options

Ideal IP-BH units have between 12 and 50 beds. Options for both a 12- and 20-bed unit have been included in this analysis. The patient population supports both the 12- and 20-bed option.

Continuum of Care

The continuum of care for BH services includes a wide range of treatment types and settings to meet an individual's needs in the most accessible, least restrictive environment possible. Lower intensity care includes OP services such as individual counseling and group therapy. The services gradually become more involved with intensive OP programs, crisis stabilization, residential, and finally, IP services.

A portion of the general population will likely experience a mental health crisis during their lifetime, whether it be a single or circumscribed lifetime event. The ability to rapidly access comprehensive BH care can play a crucial role in determining whether IP-level of care will be required.⁴⁷ While there is some OP-BH care near Naselle, the population could greatly benefit from having IP-BH to complement the full continuum of BH care. Access to IP-BH is essential for individuals experiencing mental illness, just as IP medical hospitalization serves the most acutely ill individuals.

Demand and Capacity

Population data, along with input from Pacific County health leadership, indicates a significant, unmet demand for IP-BH services in this region. However, there are no such resources close by and the nearest IP-BH facilities do not have capacity. This leads to individuals being inappropriately served in emergency rooms, hospitals, and jails, or receiving no treatment at all.

IP-BH beds are only one part of a complete BH care continuum, but the availability of these beds is a continuing national issue.⁴⁷ Between 1970 and 2014, the resident population in state IP-BH hospitals declined from approximately 370,000 to 40,000. This massive shift from public hospital-based to community-based services was only slightly offset by an increase over the same period in general hospital psychiatric short-term inpatients from approximately 18,000 to 31,000 and growth in longer-term private IP-BH hospital patients from approximately 11,000 to 28,000.⁴⁷

In the United States, the demand for IP-BH services has been on the rise, reflecting a growing awareness of BH issues and an increased willingness to seek treatment. Factors such as the COVID-19 pandemic, economic stress, and societal pressures have contributed to a surge in mental health challenges, intensifying the need for IP care. Despite this escalating demand, the supply of IP-BH services faces significant challenges. IP-BH care has increasingly become more complex and reflects the struggle to provide compassionate care with diminishing resources, a situation that many rural communities such as Naselle find themselves in.

According to the American Hospital Association, there were 659 non-federal BH hospitals in the United States in FY2022, compared to 5,461 community and federal government hospitals.⁵⁰ This shortage of BH beds, along with a shortage of BH professionals and adequate facilities, has resulted in a gap between the demand and supply of IP care. This discrepancy often leads to prolonged waiting times for individuals in crisis, compromising the effectiveness of timely intervention. Addressing this issue requires concerted efforts from both public and private sectors to invest in BH infrastructure, expand the workforce, and implement policies that prioritize and support IP-BH services. Ultimately, closing the gap between demand and supply is crucial for providing comprehensive and accessible BH care for those in need. This gap is most demonstrable in rural regions, such as Naselle.

Naselle Area Supply and Demand

The closest IP-BH services are over 60 miles away from Naselle and often have no beds available. Table 13 identifies the closest IP-BH services to Naselle. Current census data for these facilities was not available, though anecdotal data indicates a regular unavailability of beds when needed.

Table 13: Nearby IP-BH facilities

Hospital Name	City	County	Miles from Naselle*
Inpatient Behavioral Health at PeaceHealth St. John Medical Center	Longview, WA	Cowlitz	~60
St. Peter Hospital Psychiatry	Olympia, WA	Thurston	~103
South Sound Behavioral Hospital	Lacey, WA	Thurston	~103
Western State Hospital	Lakewood, WA	Pierce	~121

*Data from Google Maps

The Pacific County health director reported that currently, individuals who should be cared for in an IP-BH environment are often housed in emergency departments, hospitals, or jails due to the lack of IP beds available. This creates undue stress on these facilities, which are not adequately equipped with the resources necessary to serve the target population. If an individual does receive IP treatment, they are often discharged prematurely to make room for other patients, placing further stress on the community.

⁵⁰ American Hospital Association. Fast Facts on U.S. Hospitals, 2024: [aha.org/statistics/fast-facts-us-hospitals](https://www.aha.org/statistics/fast-facts-us-hospitals)

Naselle is located equidistant from the two population centers in Pacific County (Long Beach and South Bend/Raymond). Figure 10 shows the location of Naselle, with the 30-minute drive time coverage in green. It also identifies hospitals in the area.



Figure 10: Hospitals near Naselle

A predictive model published in November 2021 identified a psychiatric bed need of 31 beds per 100,000 people for the state of Washington.⁵¹ Using the projected 2028 population within a 60-minute drive time of Naselle (see the appendix for the details), this equates to a psychiatric need of 20 beds. This number could be even higher if the facility decides to serve a larger catchment area than the one within 60 minutes of Naselle (see the appendix for details).

⁵¹ Hudson CG. Benchmarks for Needed Psychiatric Beds for the United States: A Test of a Predictive Analytics Model. *Int J Environ Res Public Health*. 2021;18(22):12205. Published 2021 Nov 20. doi:10.3390/ijerph182212205

Site and Facility Considerations

The location and site have both positive and negative attributes for IP-BH use. For example, immediate access to nature would be beneficial for both patients and staff. Similarly, the remoteness of the site reduces distractions for patients. However, the distance to complimentary medical facilities may present operational issues. The nearest hospital is just over a 30-minute drive, which may create issues for accessing emergency services as well as other medical care.

The total site acreage would be sufficient for the proposed use. The main campus would accommodate the proposed bed counts, necessary parking, and desired outdoor recreation space.

The current site has some infrastructure issues with respect to power, water, sewer, and heat. The legislative report on NYC has noted limitations in the public electrical power supply.¹⁶ It was also noted that the heating oil will need to be supplied and monitored routinely. Similarly, the sewage treatment system onsite would require regular maintenance and monitoring. While these systems and utilities are available, an IP-BH hospital would require many of the systems to be redundant and the maintenance and monitoring of the systems required for health care use may be prohibitively expensive.

Building Construction and Infrastructure

The analysis provided here is based on the *Legislative Report on Naselle Youth Camp*.¹⁶ Existing floorplans and a comprehensive facility condition assessment are recommended to determine full compatibility with the proposed IP-BH use. It is likely the existing construction (1950s to the 1980s) does not comply with current building codes for this proposed new use; only six of the 34 buildings are in adequate or superior condition.¹⁶ A facility assessment should be performed to determine which structures would be suitable to repurposing as IP-BH settings. The assessment should also determine useful life for major equipment and outline anticipated costs for deferred maintenance. The assessment may determine that upgrades to an existing structure may be cost prohibitive. For example, older buildings often require enhanced fireproofing of the structure. Fire and smoke rated corridors and egress will likely need to be included or upgraded. Contemporary health care facilities also require higher numbers of plumbing fixtures, medical gases, and robust low voltage and data/telecommunication wiring for information technology systems, medical equipment, security systems, and communication.

The Facility Guidelines Institute, International Building Codes (IBC) and the National Fire Protection Association (NFPA) will govern the building requirements for IP-BH, which effectively qualify this type of use as a psychiatric hospital. The requirements for the BH environment of care are among the most robust in health care construction to accommodate safety measures for staff and patients. The IP-BH patient type and the care required qualifies the building occupancy as institutional use (Group I-2), per IBC.

Sprinklers and a fire alarm system will be required by the building code. The ADA will also result in upgrades to the accessibility of the building including compliant ramps, handrails, adequately sized toilet rooms for wheelchairs, and upgraded elevators where patient facilities or services are located on multiple floors.

Building codes consider inpatients to have limited ability to self-ambulate in an emergency. Ongoing procedures, recovery from procedures, medications, and patient safety frequently limit the ability for individuals to exit unassisted. As such, the code compensates by requiring the construction to “defend in place.” Building materials have higher standards for fire and smoke resistance, buying more time for first responders to eliminate the emergency threat or to assist with evacuation of patients. IP hospitals also require emergency lighting and power, supplemented with an onsite generator. Nurse call and emergency call systems will also need to be included.

Additionally, the vintage of the buildings will likely require upgrades to the exterior skin and windows to meet modern efficiency standards, particularly if it is decided to meet Leadership in Energy and Environmental Design environmental standards.

Behavioral-Health Specific Requirements

An IP-BH facility has additional requirements beyond a typical hospital. Enhanced site and building security would be required to prevent patient elopement and contraband smuggling. The planning should allow direct visual and electronic supervision of entry points to the building(s). Sally ports and enhanced access control with badge swiping would ensure monitoring of all access points and egress as well as limited-access rooms such as medication dispensing. The layout of the site and buildings should prioritize the elimination or reduction of injury and self-harm. The current security system would need to be assessed to determine if upgrades are necessary.

Ideally patients would not leave the building to access services such as dining or recreation, due to elopement risk and exposure to weather.

Floor-to-floor heights should be maximized to allow pipes, ductwork, and other ligature points to be as inaccessible as possible. Hard ceilings should be used to minimize tampering. The existing floor-to-floor heights are unknown and should be analyzed for suitability for IP-BH care.

The planning and design should consider patient cohorts by diagnosis and gender. For example, the treatment of geri-psych patients (patients older than 65 years of age) will vary greatly from acute BH patients and substance abuse patients. The environment of care may vary between these groups and result in separation of units and potential duplication of spaces and staff. Similarly, separation of genders may be warranted, particularly in sleeping rooms. The design should allow flexing of rooms to accommodate a higher average daily census, but should also prioritize patient safety, especially for the most vulnerable patients.

Contemporary IP-BH hospitals are generally planned with patient visibility as the primary design driver. These usually result in more "open" plans with staff control stations centrally located to ensure visibility, eliminate blind corners, and reduce staff-to-patient distances. Additional specific requirements include:

- Patient bedrooms should be 100 square feet minimum for single rooms. A window is required in all bedrooms (with security film or glazing), as well as access to the toilet from the bedroom.

- Abuse resistant and acoustically isolating materials are typically specified, while balancing the need for a more home-like quality for the spaces. All electrical, lighting, and plumbing fixtures will need to be tamper resistant and anti-ligature compliant. Many of these items are especially unique and can be expensive to acquire, install, maintain, and replace.
- In addition to general-use hospital required rooms such as medication preparation, clean and soiled utility, this use also requires spaces for group therapy, dining, social spaces (at 25 SF/patient), visitor room, visitor storage, and seclusion and quiet rooms.
- Note that medical gas and air are not required for inpatient psychiatric patient rooms.

This facility will essentially act as a free-standing BH hospital. IP-BH units of 12-36 beds typically occupy a floor or two of a community hospital where the unit can leverage food service, pharmacy, emergency, lab, etc. This facility will need to operate independently. Due to the more remote location, this facility may need additional pharmacy, lab, or other support services. The building(s) may need to be renovated to include appropriately designed space to accommodate these services.

Financial Feasibility

Of the potential uses proposed for this site, construction or renovation for an IP-BH hospital will be among the most expensive. Even without a space or facility assessment, it is believed that a 12-20 bed facility in either remodeled or new construction would likely be in the tens of millions of dollars. An IP-BH facility requires increased site and building security, anti-ligature equipment and fixtures, enhanced fire protection/life safety provisions, and robust IT and communication infrastructure necessary in modern psychiatric health care facilities. It may be determined that demolition of existing structures and new construction would be more cost effective.

The construction type of existing buildings is unknown. If a building doesn't have sprinklers and is constructed with a wood structure, its use as IP health care would not be recommended due to the significant fire protection upgrades to the structure. While most construction types are allowed for single story and sprinklered uses, if the planning warrants multiple stories, construction types are limited to National Fire Protection Association Types I and II. Types I and II are more fire protected structural systems (fireproof steel or concrete). Demolition and new construction may be a more economical and faster means of construction.

A full-facility condition assessment, along with a conceptual-space program would be required to begin preliminary cost estimating. The code requirements for the proposed use and recently increased construction material and labor costs are dramatically escalating capital costs.

Staffing

The massive shortage of BH professionals poses a significant challenge to providing timely and effective care, exacerbating the already pressing issue of BH care accessibility and support. It is our opinion as a SME that in a rural community such as Naselle, recruiting and retaining the appropriate specialized staff is especially difficult.

Health Professional Shortage Area (HPSA) designations are used to identify areas and population groups that are experiencing a shortage of health professionals. As of November 2023, the state of Washington had 103 Mental Health Care HPSA designations.⁵² Based on a ratio of one psychiatrist to 30,000 individuals, this shows that only 16.9% of the psychiatric needs of Washington’s population are being met based on the total population. The nationwide psychiatrist shortage, as well as a shortage of other important positions such as social workers, case managers, and psychiatric nurses is also demonstrated at a state and county level. Given Naselle’s rurality, it would be especially difficult to recruit providers to staff an IP-BH facility.

The other consideration with recruitment and retention is the housing requirements of the staff. Almost all of the professional and licensed staff will need to be recruited from outside of Pacific County. This will require staff to be able to find appropriate housing close enough to the Naselle site to avoid excessive commuting. Part of the consideration for this site is the availability of single-family and multi-family housing units onsite.

Table 14 shows a typical staffing plan for both a 12- and 20-bed IP-BH facility. Due to the remoteness, on-site dietary and pharmacy services would be needed. It is assumed that most of the facility maintenance and support will be contracted out, leaving only basic maintenance and building cleaning to the hired custodial staff.

Table 14: Staffing plan for 12- and 20-bed unit

Position	Naselle 12-bed		Naselle 20-bed	
	Daytime FTEs	Planned FTEs	Daytime FTEs	Planned FTEs
Unit Manager	1.0	1.0	1.0	1.0
Nursing Supervisor	1.0	1.0	1.0	1.0
Inpatient (IP) Psychiatrist	1.0	2.5	2.0	5.0
Inpatient Therapists (LCSW, Psychologists)	2.0	2.0	3.0	3.0
IP MH RNs	1.0	5.0	2.0	10.0

⁵² KFF. Mental Health Care Health Professional Shortage Areas (HPSAs): [kff.org/other/state-indicator/mental-health-care-health-professional-shortage-areas-hpsas/?currentTimeframe=0&sortModel=%7B%22collId%22:%22Location%22,%22sort%22:%22asc%22%7D](https://www.kff.org/other/state-indicator/mental-health-care-health-professional-shortage-areas-hpsas/?currentTimeframe=0&sortModel=%7B%22collId%22:%22Location%22,%22sort%22:%22asc%22%7D)

	Naselle 12-bed		Naselle 20-bed	
IP MH LPNs	2.0	10.0	4.0	20.0
Psychiatric Technicians	2.0	10.0	4.0	20.0
Case Manager	1.0	2.5	2.0	5.0
Clerical Support	1.0	2.5	2.0	5.0
Rec Therapist	1.0	1.2	1.0	1.2
Support Staff due to Remoteness				
Pharmacist	1.0	1.0	1.0	1.0
Dietary Workers	2.0	3.0	2.0	4.0
Security	4.5	6.8	4.5	9.0
Janitorial/Maintenance	1.0	3.0	1.0	4.0
Total	21.5	51.5	30.5	89.2

Potential Revenues

A financial analysis was conducted to determine potential revenues from this service. For IP-BH, the potential operating revenues are a byproduct of the insurance types or payor mix of the patients that use the facility and the total number of patient-bed days annually (the number of beds that are available for patients each year). Four different payor mix scenarios were generated, and it was determined that an IP-BH facility is likely to lose money due to the high operating costs and limited reimbursement available.

An IP-BH facility is considered full when it maintains an 85% occupancy rate. This would mean that a 12-bed unit is considered full with a patient count of 10. For a 20-bed unit, it is considered full with an ADC of 17 patients. For the purposes of this study, all the various insurances are grouped into four major payor types: Medicare, Medicaid, Private Insurance, and Uninsured—with Medicaid and Medicare being the major sources of public funding for IP-BH care.⁴⁷ Based on 2024 reimbursement rates, the daily per-diem for each of these is in Table 15.

Table 15: Daily reimbursement by payor group

Payor Group	Daily Reimbursement Rate
Medicaid	\$1,099.00
Medicare	\$1,150.00
Private Insurance	\$2,000.00
Uninsured	\$500.00

Based on these four payor groups and maintaining an annual ADC of 10 patients for a 12-bed unit and 17 patients for a 20-bed unit, the scenarios outlined in Table 16 demonstrate the reimbursement that may be expected.

Table 16: Reimbursement scenarios

Payor Mix		Daily Reimbursement Rate	Annual Revenue for 12-Bed Unit @ ADC 10	Annual Revenue for 20-Bed Unit @ ADC of 17
Scenario 1				
Medicaid	70%	\$ 1,099.00	\$ 2,807,945	\$ 4,773,507
Medicare	10%	\$ 1,150.00	\$ 419,750	\$ 713,575
Private Insurance	15%	\$ 2,000.00	\$ 1,095,000	\$ 1,861,500
Uninsured	5%	\$ 500.00	\$ 91,250	\$ 155,125
Total Reimbursements			\$ 4,413,945	\$ 7,503,707
Scenario 2				
Medicaid	50%	\$ 1,099.00	\$ 2,005,675	\$ 3,409,648
Medicare	10%	\$ 1,150.00	\$ 419,750	\$ 713,575
Private Insurance	35%	\$ 2,000.00	\$ 2,555,000	\$ 4,343,500
Uninsured	5%	\$ 500.00	\$ 91,250	\$ 155,125
Total Reimbursements			\$ 5,071,675	\$ 8,621,848
Scenario 3				
Medicaid	75%	\$ 1,099.00	\$ 3,008,513	\$ 5,114,471
Medicare	0%	\$ 1,150.00	\$ -	\$ -
Private Insurance	20%	\$ 2,000.00	\$ 1,460,000	\$ 2,482,000
Uninsured	5%	\$ 500.00	\$ 91,250	\$ 155,125
Total Reimbursements			\$ 4,559,763	\$ 7,751,596
Scenario 4				
Medicaid	60%	\$ 1,099.00	\$ 2,406,810	\$ 4,091,577
Medicare	10%	\$ 1,150.00	\$ 419,750	\$ 713,575
Private Insurance	25%	\$ 2,000.00	\$ 1,825,000	\$ 3,102,500
Uninsured	5%	\$ 500.00	\$ 91,250	\$ 155,125
Total Reimbursements			\$ 4,742,810	\$ 8,062,777

Operating Expenses

In comparing the annual operating costs to the various revenue scenarios, the operating costs exceed the potential revenue in all but Scenario 2. Therefore, the need for additional annual grant funding will be required to cover operating costs to make this project viable.

A high-level analysis was performed to consider the financial feasibility of development of both a 12-bed and 20-bed IP-BH hospital. The cost factors were taken from a 2018 feasibility study performed for the State of Montana for a 16-bed IP-BH facility in a very rural area. The factors have been adjusted to reflect 2024 costs and adjusted based on the cost-of-living difference between Montana and Washington.

The staffing costs are based on the staffing plan outlined. It is assumed that this facility will provide a comprehensive benefit package such as health insurance, dental insurance, contributing 401K program, etc. Benefits are calculated at 22% of direct salaries. Table 17 outlines the salary and benefits.

Table 17: Salary and benefits for 12- and 20-bed unit

Position	Annual Salary	Naselle 12-bed		Naselle 20-bed		Annual Salary Expense	
		Daytime FTEs	Planned FTEs	Daytime FTEs	Planned FTEs	12-Bed	20-Bed
Unit Manager	\$110,000	1.0	1.0	1.0	1.0	\$110,000	\$110,000
Nursing Supervisor	\$87,914	1.0	1.0	1.0	1.0	\$87,914	\$87,914
Inpatient (IP) Psychiatrist	\$300,000	1.0	2.5	2.0	5.0	\$750,000	\$1,500,000
Inpatient Therapists (LCSW, Psychologists)	\$92,000	2.0	2.0	3.0	3.0	\$184,000	\$276,000
IP MH RNs	\$87,360	1.0	5.0	2.0	10.0	\$436,800	\$873,600
IP MH LPNs	\$57,614	2.0	10.0	4.0	20.0	\$576,140	\$1,152,280
Psychiatric Technicians	\$44,339	2.0	10.0	4.0	20.0	\$443,390	\$886,780
Case Manager	\$72,800	1.0	2.5	2.0	5.0	\$182,000	\$364,000
Clerical Support	\$37,440	1.0	2.5	2.0	5.0	\$93,600	\$187,200
Rec Therapist	\$67,200	1.0	1.2	1.0	1.2	\$80,640	\$80,640
Support Staff due to Remoteness							
Pharmacist	\$145,000	1.0	1.0	1.0	1.0	\$145,000	\$145,000
Dietary Workers	\$31,200	2.0	3.0	2.0	4.0	\$93,600	\$124,800
Security	\$39,728	4.5	6.8	4.5	9.0	\$270,150	\$357,552
Janitorial/Maintenance	\$43,680	1.0	3.0	1.0	4.0	\$131,040	\$174,720
Benefits @ 22%						\$788,540	\$1,390,507
Total		21.5	51.5	30.5	89.2	\$4,372,815	\$7,710,993

Using this salary and benefit information, the estimates of annual operating costs for an IP-BH facility in 2024 dollars are described in Table 18.

Table 18: Operating costs in 2024 dollars

	Cost Metric	Unit	12-Bed	20-Bed
Average Daily Census (Patients)		Patient	10.0	17.0
Building Square Feet		Total	15,000	20,000
Salary & Benefits	n/a	Total	\$4,372,815	\$7,710,993
Medications	\$35.92	<i>per Patient Day</i>	\$131,104	\$222,877
Patient Supplies/Food	\$18.98	<i>per Patient Day</i>	\$69,277	\$117,771
Contract Services (Lab, Laundry)	\$7.40	<i>per Patient Day</i>	\$26,999	\$45,898
Facility Costs (Building and Equipment)	\$11.00	<i>Per Sq Foot</i>	\$165,000	\$220,000
Utilities	\$4.20	<i>Per Sq Foot</i>	\$63,000	\$84,000
Other Operating Expenses	\$20.00	<i>Per Patient Day</i>	\$73,000	\$124,100
Total Annual Operating Costs			\$4,901,195	\$8,525,640

These operating costs do not include any costs for renovation, new construction, or equipment necessary to make the facility usable as an IP-BH facility. These costs only include maintenance of the portion of the site occupied by the IP-BH facility and do not include the cost of maintenance for the entire site including any housing for staff.

Table 19 indicates that the only scenario in which the IP-BH facility would net any income is Scenario 2, which heavily relies on private insurance payors for its revenue.

Table 19: Summary of revenues and expenses

	Scenario 1	Scenario 2	Scenario 3	Scenario 4
10-Bed Unit				
Operating Revenue	\$ 4,413,945	\$ 5,071,675	\$ 4,559,763	\$ 4,742,810
Operating Expenses	\$ 4,901,195	\$ 4,901,195	\$ 4,901,195	\$ 4,901,195

Operating Net Income	\$ (487,250)	\$ 170,480	\$ (341,433)	\$ (158,385)
20-Bed Unit				
Operating Revenue	\$ 7,503,707	\$ 8,621,848	\$ 7,751,596	\$ 8,062,777
Operating Expenses	\$ 8,525,640	\$ 8,525,640	\$ 8,525,640	\$ 8,525,640
Operating Net Income	\$ (1,021,933)	\$ 96,208	\$ (774,043)	\$ (462,863)

Conclusion

An inpatient behavioral health unit would provide needed mental health services to the region and state. However, our assessment is that it would be financially challenging to sustain such a facility and extremely difficult to staff.

Washington Youth ChalleNGe Academy Job Challenge

Subject Matter Expert: *Washington Youth ChalleNGe Academy*

Methodology: *Written by: KAI (based on WYCA's presentation to the task force)*

Summary of Concept

The Washington Youth ChalleNGe Academy (WYCA) is part of the National Guard Youth Challenge Program. There are 39 Youth ChalleNGe programs nationwide and in Washington there have been 3,675 graduates since 2009. WYCA is an academic and leadership development program that teaches youth ages 16–18 how to maximize their potential through managing self-discipline. The program targets youth who are at risk of not graduating, and or feel unmotivated, misunderstood, or dissatisfied at school. There are three major phases to the 30-month WYCA program:

- Acclimatization (2 weeks)
- Residential (22 weeks)
- Post residential (2 years)

During the residential phase, students live in same-gender military-style quarters and do physical training, academics, and military-style chores. Students also do activities such as archery, sports, music, and drills. Once the residential phase is over, students return to their homes and schools and are assigned a case manager to stay connected with to help them keep focused and graduate. Over 80% of WYCA graduates earn their high school diploma.



Figure 11: Photos of WYCA activities

Background

The WYCA, administered by the Washington Military Department in collaboration with the Office of the Superintendent of Public Instruction, is considering a request to the Governor's office for a capital budget project to expand its program to meet the needs of youth on the eastern side of the state. The academy was established to combat the increasing high school dropout rate and offers a five-and-a-half-month residential program, which is part of a total 30-month program, to help students graduate on time. Funding for the program comes from a Department of Defense and OSPI agreement, as outlined in state law, without drawing from the general fund. The academy's staff includes individuals with backgrounds in both the military and civilian sectors, all of whom undergo trauma-informed training. Admission to the program is based on merit and a commitment to success. WYCA is an academic intervention and leadership program that partners with families, schools, and youth advocate organizations. WYCA teaches and trains youth how to maximize their potential by managing their self-discipline. WYCA is for youth who are:

- Behind in credits, dropped out, or at risk of dropping out
- Unmotivated in school or lack self-discipline
- Misunderstood, displaced, and feel hopeless
- Seeking to change, but don't know how
- Looking for a new start or sense of purpose

Eligibility Requirements

- Applicants must be willing to volunteer and be between the ages of 16 and 18 years old.
- They must also be credit deficient, lacking at least three credits, and be either a U.S. citizen or lawful permanent resident of the United States, as well as a resident of Washington state.
- Applicants should not have any felonies, although completed diversions are acceptable.
- Additionally, they must be physically and mentally capable and willing to abstain from illegal drugs while enrolled in the program.

Platoon Life: Open Bay Dorms

During their time in the program, participants will experience platoon life in open bay dormitories, which will serve as their home for the entire 22-week duration. Each dormitory houses 55 individuals of the same gender, who live together throughout the program. Participants will have a bunk, a wall locker, and a footlocker for their personal belongings. The dormitories also feature large bathrooms with stalls and showers equipped with curtains for privacy. In this communal living environment, participants will engage in various activities such as homework, letter writing, platoon discussions, laundry, ironing uniforms, and polishing boots. They will also participate in daily activities with their platoon, fostering a sense of camaraderie and teamwork.

Quasi Military

During the first two weeks of the program, participants will undergo an orientation period that includes customs and courtesies. This phase introduces a quasi-military environment where participants learn marching, the rank structure, chain of command, and leadership potential. The environment is highly structured, with disciplined schedules and a focus on dress conformity, including wearing uniforms.

8 Core Components: Curriculum

1. Service to community
2. Health hygiene
3. Leadership followership
4. Job skills
5. Responsible citizenship
6. Life coping skills
7. Physical fitness
8. Academic excellence

Job Challenge

The WYCA Job Challenge is the optional “fifth phase” of the challenge, where graduates of the WYCA program can enroll for another residential program to learn vocational skills or obtain credits with a partnering organization, such as a trade school, community college, or industry apprenticeship program. There are certain requirements for a site to be allowed to offer a Job Challenge:

- The interest and support of the governor, the state adjutant general (the state’s senior military officer), and the state Legislature.
- Industry/trade partnerships. The support of a community college, technical school, or business partner is necessary to provide the actual job skills training in career pathways with an existing or forecasted demand for entry-level workers.
- Sufficient interest in the Job Challenge Program amongst graduates of the core WYCA program to warrant expansion (which is not currently the case).
- Suitability of proposed facilities is essential:
 - Billeting/food services options available
 - Within close proximity of the parent Challenge program
 - Relatively close to training partner location
 - Transportation to training facility available
 - Near enough to a sufficient population to attract staff

Value

The WYCA Job Challenge program supports skill development and job placement for WYCA graduates, creating job opportunities and supporting youth in the region and surrounding areas. In addition, an estimated 70-80 FTE jobs would be created to maintain the camp, feed students and staff, and instruct the students. The program is fully funded by a cooperative agreement between the federal and state sides, with an annual budget of about \$7.5 million and about 85% of the costs of the program are to support staff salaries.

Site Considerations

The NYC lodges can be relatively easily converted to military-style barracks. The Moolock lodge—the lodge in the best condition—is the most ideal building to upgrade to suit a WYCA Job Challenge. The kitchen and cafeteria could be used and the school and gymnasium also make the site suitable for this purpose. The downsides, however, are lack of proper staff housing and distance to a skills training partner. Historically, staff do not live onsite with the students. However, there is very little available housing nearby, and the most reasonable place for staff to live would be in the staff housing. In addition, the nearest skills training is available at Clatsop Community College which is 30 minutes away in Astoria, Oregon, and Greys Harbor College, 70 minutes away in Aberdeen, Washington. This would mean transporting students to and from the college every day. As an alternative, skills training facilities exist onsite, so an option could be to conduct the training onsite and instructors could either drive to the site every day or stay in the housing area. In addition, the residential lodges, although a good foundation for use for the WYCA recruits, would need considerable capital costs to update. Finally, the remoteness of the site makes it more challenging for students from around the state to travel to.

Conclusion

According to the SME, the site is in many ways ready-built for a WYCA Job Challenge academy, given the residential construction. In addition, this use would create local jobs and bring visitors to the region. However, the transportation challenges to get recruits to the site and to transport them to a learning partner, and the capital costs required to update the necessary buildings are a consideration. Finally, WYCA has noted that the Job Challenge program is not the priority right now, and WYCA is looking at creating enough graduates from its core program to feed the Job Challenge program.

Appendices

Major Buildings

Table 20: Major buildings at NYC

Building	Description	Sq Ft
Quad Plex (x6)	Two-story residences with 3 bedrooms, 1 bath and carport each	4,850
Duplex	Residence with 3 bedrooms, 1¾ bath and carport	1,675
House	Residence with 4 bedrooms, 1¾ bath and double carport	1,585
Harbor Lodge	Dormitory residence with communal area and staff offices with 28 bedrooms and 2 isolation rooms	9,199
Cougar Lodge, Moolock Lodge	Dormitory residences (2) with communal area and staff offices with 24 bedrooms and 1 isolation room	6,268
Mariner Lodge	Dormitory residences with communal area and staff offices with 20 bedrooms and 1 isolation room	6,268
School	Thirteen large classrooms, staff breakroom, 5 staff offices, storage rooms and wood shop. Library with built-in book shelving, full size basketball gym and weight room area	23,870
Kitchen/Dining Area	Large commercial kitchen with Propane plumbing. Two large walk-in freezers and 2 walk-in refrigerators. Dinning area large enough for 120 people	8,209
Warehouse	Two loading docks with bay doors	2,976
Administrative Building	Eight Large offices with large copy room and meeting room. Cubical office space for 7 more	4,350
Auto Shop	2 car, large roll-up bay doors with 2 story office space on side	1,998
Chapel	A frame with Stained glass front	780
Eagle Lodge	2 Story old living unit turned into office and storage spaces	6,888
Fish Hatchery	Egg house plus 3 raceways for raising fish	181
Medical Building	Double wide manufactured building	1,200
Visitor building:	6 office spaces with room for cubical offices	3,107
Green house		1,230
Storage shed		300
Paint shed		640
Maintenance Shop		3,716

Blue-sky Ideas

The task force members identified 25 blue-sky ideas for the youth camp. Task force members were asked not to consider feasibility when developing these ideas, and to think creatively and expansively. The ideas were grouped into four categories: tribal, youth, health, and other. The ideas, grouped by category are listed in Table 21.

Table 21: Blue-sky ideas for the use of the NYC

Tribal	Youth	Health	Other
Chinook Tribal Headquarters (multi-use model)	Outdoor school	Substance use disorder facility	Social services hub
N/A	Foster home facility	Residential rehab	Sheriff training
N/A	Skills center	Sober living facility	Correctional facility
N/A	Washington Youth Challenge Academy Job Challenge	In-patient behavioral health	Housing
N/A	N/A	Hospital	Retail space
N/A	N/A	Nursing home	Rental facility
N/A	N/A	Assisted living	na
N/A	N/A	Wellness center	na

SMEs were tasked with creating a scorecard for each idea. The evaluation criteria were to explore whether it should be done, and whether it can be done, as described in Table 22.

Table 22: Blue-sky idea scorecard criteria

Market Need and Local Value (Should We Do It?)
Is there unmet demand for the service?
Does it provide local value (jobs, tourism, social impact)?
Feasibility (Can We Do It?)
Is the location ideal for the service?
How suitable is the site for the service?
Is there financial support for the service?
How difficult will it be to staff?

SMEs were asked to rate each of these six criteria, and provide an overall rating to indicate whether they think the idea merits continued consideration. The SMEs and their respective areas of expertise are listed in Table 23.

Table 23: Subject matter experts

SME	Focus Area(s)	Description
Amy Steinhilber, Director, WYCA	Washington Youth Challenge Academy	WYCA provides a disciplined, safe and professional learning environment that empowers at-risk youth.
DCYF Leadership	Youth corrections	Expert on youth correctional facilities.
J Robertson & Co	Pacific County, focusing on economic development	Works with public, nonprofit, and private sector to build vibrant communities.
Jamie Judkins, past president of Pacific County EDC	Economic development, tribal initiatives	Consultant and Shoalwater Bay Tribal member with economic development and tribal expertise.
Kevin Decker, Washington Sea Grant	Coastal economic development, post-secondary education	Works with communities about marine spatial planning and community resilience.
Lead to Results	Housing	Marketing investment consulting firm, with deep understanding of the county and region.
Pacific County Behavioral Health	Behavioral health	Regional leadership in behavioral health.
The Innova Group	Health	Health facilities planning consultants, with health architects and clinicians who provide insight on health care investments and feasibility.

Blue-sky Idea Scorecards

We used a traffic light system, whereby a positive rating was green, a neutral or unknown rating was yellow, and a negative rating was red, as show in Figure 12. The scorecards were intended to help the task force members compare and consider the short-listed ideas, but not to propose a definitive analysis or rating. Please note that the overall rating assessment was provided by the SME, based on their assessment of each of the individual criteria. As such, there is some subjectivity regarding how the scoring of individual criteria roll up into an overall score.

Rating				
				
Positive	Slightly Positive	Neutral	Slightly Negative	Negative

Figure 12: Blue-sky Idea Rating

Chinook Tribal Headquarters

Overall rating: Positive

Table 24: Market Need and Social Value: Chinook Tribal Headquarters







Rating	Market Need and Social Value (Should we do it)	Comments
	Unmet Demand	The current Chinook Tribal Headquarters is in a flood zone.
	Local Value	The tribe and community are supportive. Services run from the headquarters would benefit the tribe and surrounding community.

Table 25: Feasibility: Chinook Tribal Headquarters

Rating	Feasibility (Can we do it)	Comments
	Is the location ideal for the service?	The camp is on Chinook ancestral lands.
	How suitable is the site for the service?	The tribe has plans to use all facilities at the site.
	Is there financial support for the service?	Chinook is a registered nonprofit and has access to funding. Partnership opportunities and support are plentiful.
	How difficult will it be to staff?	There are Chinook members who have worked at the site and know it.

Skills Center

Overall rating: Positive

Table 26: Market Need and Social Value: Skills Center







Rating	Market Need and Social Value (Should we do it)	Comments
	Unmet Demand	A skills center will support vocational education for youth and adults. There are no skills centers in the county for high school students. The closest adult skills center is one hour away.
	Local Value	Local jobs would be created. Community support for youth education and economic growth.

Table 27: Feasibility: Skills Center

Rating	Feasibility (Can we do it)	Comments
	Is the location ideal for the service?	Somewhat remote for a school.
	How suitable is the site for the service?	Capital investment would be required. Much of the site facilities would go unused.
	Is there financial support for the service?	Funding available for outdoor schooling. Adult skills center funding available from PAC Mountain WDC.
	How difficult will it be to staff?	Few permanent teachers would be needed to remain onsite.

Housing

Overall rating: Positive

Table 28: Market Need and Social Value: Housing







Rating	Market Need and Social Value (Should we do it)	Comments
	Unmet Demand	Available rental units – independent of price range, quality, or location – are exceptionally limited in the county. Wait lists are commonplace.
	Local Value	The lack of quality rental housing has led to workforce shortages, seasonal.

Table 29: Feasibility: Housing

Rating	Feasibility (Can we do it)	Comments
	Is the location ideal for the service?	~20 miles (~30 min. drive) to either Astoria or Long Beach; but only ~3 miles to the Naselle schools, clinic, library, and grocery store.
	How suitable is the site for the service?	Beautiful setting for family housing. (Eventual) upgrades recommended for electrical wiring, modern kitchen and bathrooms, and ADA units.
	Is there financial support for the service?	Significant federal/state grants for affordable and supportive housing uses; local investor interest in workforce housing.
	How difficult will it be to staff?	Regional housing authority (JPCHA) and agencies (HHS, EDC) eager to engage. Rehab recommended.

WYCA Job Challenge

Overall rating: 75 Positive

Table 30: Market Need and Social Value: WYCA Job Challenge







Rating	Market Need and Social Value (Should we do it)	Comments
	Unmet Demand	The WYCA is looking for another site for its Job Challenge program.
	Local Value	Local jobs would be created. Community support for helping youth.

Table 31: Feasibility: WYCA Job Challenge

Rating	Feasibility (Can we do it)	Comments
	Is the location ideal for the service?	The site is an hour away from vocational training for the students (they would be sent by bus).
	How suitable is the site for the service?	Capital investment would be required, but the site is well built for this purpose.
	Is there financial support for the service?	The WYCA receives funding and support from the governor.
	How difficult will it be to staff?	WYCA can staff the program. Typically staff do not live onsite but may need to in this case.

Assisted Living

Overall rating: Neutral

Table 32: Market Need and Social Value: Assisted Living







Rating	Market Need and Social Value (Should we do it)	Comments
	Unmet Demand	31% of population within 60 minutes will be age 65+ in 2028. Multiple assisted living facilities within 60 minutes. Demand assessment requires further analysis.
	Local Value	Local jobs will be created. A retirement home may serve the community.

Table 33: Feasibility: Assisted Living

Rating	Feasibility (Can we do it)	Comments
	Is the location ideal for the service?	Requires travel from population centers but rural, quiet location could be beneficial.
	How suitable is the site for the service?	Would require extensive and costly new construction and extensive site remediation.
	Is there financial support for the service?	Potentially self-sustaining if sized appropriately to serve unmet demand.
	How difficult will it be to staff?	Lower level of acuity requires less skilled staffing.

SUD Residential Rehab

Overall rating: Neutral

Table 34: Market Need and Social Value: SUD Residential Rehab







Rating	Market Need and Social Value (Should we do it)	Comments
	Unmet Demand	The demand for SUD clinics has declined since decriminalization. However, SUD treatment remains an issue in the county.
	Local Value	Local jobs will be created. A clinic may serve the community.

Table 35: Feasibility: SUD Residential Rehab

Rating	Feasibility (Can we do it)	Comments
	Is the location ideal for the service?	Rural location away from population centers can be ideal for rehab.
	How suitable is the site for the service?	Would require some new construction.
	Is there financial support for the service?	Substantial cost for remediation but SPAs can enable financial sustainability with adequate demand.
	How difficult will it be to staff?	Mix of skilled and unskilled staff.

Wellness Center

Overall rating: Neutral

Table 36: Market Need and Social Value: Wellness Center







Rating	Market Need and Social Value (Should we do it)	Comments
	Unmet Demand	Would need further definition to assess demand. Demand assessment can be challenging with wide range of offered services.
	Local Value	Some local jobs would be created.

Table 37: Feasibility: Wellness Center

Rating	Feasibility (Can we do it)	Comments
	Is the location ideal for the service?	The secluded location is attractive for this use.
	How suitable is the site for the service?	Much of the site facilities would remain unused. Would require extensive renovation if concept is upscale wellness center.
	Is there financial support for the service?	High capital and operating costs required for a retreat center – unlikely to find investor.
	How difficult will it be to staff?	Moderately difficult to staff.

Inpatient Behavioral Health

Overall rating: Neutral

Table 38: Market Need and Social Value: Inpatient Behavioral Health







Rating	Market Need and Social Value (Should we do it)	Comments
	Unmet Demand	There is significant and growing demand for these services in the county.
	Local Value	Anticipated that there would be little local support for a behavioral health facility.

Table 39: Feasibility: Inpatient Behavioral Health

Rating	Feasibility (Can we do it)	Comments
	Is the location ideal for the service?	The remoteness of the location can be therapeutic, although it is far from larger centers.
	How suitable is the site for the service?	The lodges lend themselves to inpatient mental health units. The facilities may be used for rehabilitation. Medical office space has extensive code requirements.
	Is there financial support for the service?	Many sources: behavioral health tax, state and federal grants, state health care authority.
	How difficult will it be to staff?	Finding qualified staff would be challenging. It was challenging to keep behavioral health staff at the NYC.

Outdoor School

Overall rating: Neutral

Table 40: Market Need and Social Value: Outdoor School







Rating	Market Need and Social Value (Should we do it)	Comments
	Unmet Demand	Additional outdoor education is needed in the region, and the location of the site may be attractive to urban youth.
	Local Value	Local jobs would be created. Community support for youth education and growth.

Table 41: Feasibility: Outdoor School

Rating	Feasibility (Can we do it)	Comments
	Is the location ideal for the service?	Provides environmental educational opportunities. Heavy rain at times.
	How suitable is the site for the service?	The facilities would be used for education and residence. Capital investment would be required.
	Is there financial support for the service?	Funding available through the state for outdoor schooling.
	How difficult will it be to staff?	Few permanent teachers would be needed to remain onsite.

Special Education Facility

Overall rating: Neutral

Table 42: Market Need and Social Value: Special Education Facility







Rating	Market Need and Social Value (Should we do it)	Comments
	Unmet Demand	Special education needs in the state are increasing.
	Local Value	Local jobs would be created. Community support for youth education and growth.

Table 43: Feasibility: Special Education Facility

Rating	Feasibility (Can we do it)	Comments
	Is the location ideal for the service?	Currently some students live out of state, so Naselle is closer.
	How suitable is the site for the service?	The site would need significant capital investment to make it suitable.
	Is there financial support for the service?	Unknown if ESD is interested in this investment.
	How difficult will it be to staff?	Finding skilled staff would be challenging.

Emergency Management Service Center

Overall rating: Neutral

Table 44: Market Need and Social Value: Emergency Management Service Center







Rating	Market Need and Social Value (Should we do it)	Comments
	Unmet Demand	There are not enough facilities to serve both staging (emergency response) and shelter needs for dislocated residents.
	Local Value	This would be a temporary, occasional use with little sustained economic impact or local employment (unless combined with another use).

Table 45: Feasibility: Emergency Management Service Center

Rating	Feasibility (Can we do it)	Comments
	Is the location ideal for the service?	The location is outside of a tsunami zone, and within 120 min of larger centers. Potentially inaccessible if road destruction.
	How suitable is the site for the service?	Site can accommodate planning and staging as well as long-term resident sheltering in place.
	Is there financial support for the service?	Likely, given regional needs for this type of response center; military, national guard, state partner possibilities.
	How difficult will it be to staff?	Staffed intermittently, though would require ongoing maintenance.

Sheriff Training

Overall rating: Neutral

Table 46: Market Need and Social Value: Sheriff Training







Rating	Market Need and Social Value (Should we do it)	Comments
	Unmet Demand	Nationally, law enforcement in short supply of varied tactical training facilities; not clear if the case in Pacific County.
	Local Value	This would be a temporary, occasional use with little sustained economic impact or local employment.

Table 47: Feasibility: Sheriff Training

Rating	Feasibility (Can we do it)	Comments
	Is the location ideal for the service?	Difficult to access for extra-regional agencies; but outstanding option for private and prolonged training.
	How suitable is the site for the service?	Various training options: rural/urban/SWOT entry; planning/trainings space.
	Is there financial support for the service?	If adopted as statewide training facility. Inquiries ongoing re potentially interested users.
	How difficult will it be to staff?	Most likely year-round staffing through local contractor or shared use.

Rental Facility

Overall rating: Neutral

Table 48: Market Need and Social Value: Rental Facility







Rating	Market Need and Social Value (Should we do it)	Comments
	Unmet Demand	Nationally, law enforcement in short supply of varied tactical training facilities; not clear if this is the case in Pacific County.
	Local Value	This would be a temporary, occasional use with little sustained economic impact or local employment.

Table 49: Feasibility: Rental Facility

Rating	Feasibility (Can we do it)	Comments
	Is the location ideal for the service?	Difficult to access for extra-regional agencies; but outstanding option for private and prolonged training.
	How suitable is the site for the service?	Various training options: rural/urban/SWOT entry; planning/trainings space.
	Is there financial support for the service?	If adopted as statewide training facility. Inquiries ongoing re. potentially interested users.
	How difficult will it be to staff?	Most likely year-round staffing through local contractor or shared use.

Retail Space

Overall rating: Negative

Table 50: Market Need and Social Value: Retail Space







Rating	Market Need and Social Value (Should we do it)	Comments
	Unmet Demand	There is one mall (Three Rivers Mall) within 90 minutes of the site.
	Local Value	Retail jobs would be created. Access to common goods and services would increase.

Table 51: Feasibility: Retail Space

Rating	Feasibility (Can we do it)	Comments
	Is the location ideal for the service?	The location is not close to a major center. Most people in the area travel to Oregon to shop.
	How suitable is the site for the service?	Most of the facilities would remain unused. Significant capital investment needed.
	Is there financial support for the service?	Not generally, custom retail is possible.
	How difficult will it be to staff?	Work opportunities in demand.

Correctional Facility

Overall rating: Negative

Table 52: Market Need and Social Value: Correctional Facilities







Rating	Market Need and Social Value (Should we do it)	Comments
	Unmet Demand	Corrections has recently put a minimum-security facility into warm closure in SW Washington.
	Local Value	Job creation. No local support for an adult correctional facility.

Table 53: Feasibility: Correctional Facilities

Rating	Feasibility (Can we do it)	Comments
	Is the location ideal for the service?	The location is far from major centers.
	How suitable is the site for the service?	Much of the facility is suitable. The site is not secure.
	Is there financial support for the service?	The state closed the camp as a correctional facility due to its remote location.
	How difficult will it be to staff?	The staffing requirements would be significant.

Social Services Hub

Overall rating: Negative

Table 54: Market Need and Social Value: Social Services Hub







Rating	Market Need and Social Value (Should we do it)	Comments
	Unmet Demand	Unknown.
	Local Value	Job creation. Would serve a community need.

Table 55: Feasibility: Social Services Hub

Rating	Feasibility (Can we do it)	Comments
	Is the location ideal for the service?	The remote location is not ideal for a social service hub.
	How suitable is the site for the service?	Most of the facilities would remain unused. Significant capital investment needed.
	Is there financial support for the service?	Unknown.
	How difficult will it be to staff?	Unknown.

Firefighter Training

Overall rating: Negative

Table 56: Market Need and Social Value: Firefighter Training







Rating	Market Need and Social Value (Should we do it)	Comments
	Unmet Demand	Unknown.
	Local Value	Local jobs would be created.

Table 57: Feasibility: Firefighter Training

Rating	Feasibility (Can we do it)	Comments
	Is the location ideal for the service?	The location is near forested area.
	How suitable is the site for the service?	Many of the site facilities would remain unused. If the lodges were to be used as housing, significant renovations would be needed.
	Is there financial support for the service?	A major investment in a training site seems unlikely.
	How difficult will it be to staff?	Staff will be highly trained, although staffing numbers will not be significant.

Environmental and Forestry Training

Overall rating: Negative

Table 58: Market Need and Social Value: Environmental and Forestry Training







Rating	Market Need and Social Value (Should we do it)	Comments
	Unmet Demand	This type of training is available 60 minutes away in Aberdeen. The demand for this training is expected to decrease by 9% in the next 10 years.
	Local Value	Local jobs would be created.

Table 59: Feasibility: Environmental and Forestry Training

Rating	Feasibility (Can we do it)	Comments
	Is the location ideal for the service?	The site is remote, and not ideal for a day school.
	How suitable is the site for the service?	The facility has access to a forest and classroom. Much of the facility would remain unused.
	Is there financial support for the service?	There may be funding through the Environmental Protection Agency.
	How difficult will it be to staff?	It would be challenging to find qualified staff.

Nursing Home

Overall rating: Negative

Table 60: Market Need and Social Value: Nursing Home







Rating	Market Need and Social Value (Should we do it)	Comments
	Unmet Demand	31% of population within 60 minutes will be age 65+ in 2028. Two nursing homes with 131 total beds within 60 minutes.
	Local Value	Local jobs would be created. Additional nursing home capacity may serve the community.

Table 61: Feasibility: Correctional Facilities

Rating	Feasibility (Can we do it)	Comments
	Is the location ideal for the service?	Would require travel away from population centers and other health services.
	How suitable is the site for the service?	Would require extensive and costly new construction and extensive site remediation.
	Is there financial support for the service?	The remediation makes this option less attractive to an investor.
	How difficult will it be to staff?	Maintaining skilled staffing would be challenging.

Hospital

Overall rating: Negative

Table 62: Market Need and Social Value: Hospital







Rating	Market Need and Social Value (Should we do it)	Comments
	Unmet Demand	Four hospitals within 60 minutes.
	Local Value	Some local jobs will be created. No clear local need for additional hospital services.

Table 63: Feasibility: Hospital

Rating	Feasibility (Can we do it)	Comments
	Is the location ideal for the service?	Would require travel away from population centers. Public transportation limited.
	How suitable is the site for the service?	Would require extensive new construction and site remediation. Likely most extensive option.
	Is there financial support for the service?	Most expensive construction option; challenging to maintain financial viability in location.
	How difficult will it be to staff?	Maintaining skilled staffing would be challenging.

Sober Living Facility

Overall rating: Negative

Table 64: Market Need and Social Value: Sober Living Facility







Rating	Market Need and Social Value (Should we do it)	Comments
	Unmet Demand	There is a demand for placements in the region. Case managers spend much of their time finding sober living placements. Demand tends to center around more urban locations.
	Local Value	Minimal job creation but potential value for facility residents and families.

Table 65: Feasibility: Sober Living Facility

Rating	Feasibility (Can we do it)	Comments
	Is the location ideal for the service?	The remoteness of the location isn't suited to a facility where residents need to travel to work and reintegrate into society.
	How suitable is the site for the service?	Much of the site facilities would remain unused. The site would not be therapeutic for this purpose.
	Is there financial support for the service?	Typically self-funded with resident paying rent.
	How difficult will it be to staff?	Minimal staffing requirements. Often led by former residents.

Foster Home Facility

Overall rating: Negative

Table 66: Market Need and Social Value: Foster Home Facility







Rating	Market Need and Social Value (Should we do it)	Comments
	Unmet Demand	There is an unmet demand for placements, however, there is pressure to move away from congregate care facilities and focus on small-scale home placements.
	Local Value	Local jobs would be created. Community support for helping youth.

Table 67: Feasibility: Foster Home Facility

Rating	Feasibility (Can we do it)	Comments
	Is the location ideal for the service?	Remote area, which will reduce the number of family visits.
	How suitable is the site for the service?	Major capital investment would be required. Inappropriate to house foster children in a former correctional facility.
	Is there financial support for the service?	No interest from DCYF.
	How difficult will it be to staff?	Finding skilled staff would be challenging.

Joint Pacific County Housing Authority

In 2004, Pacific County and its four incorporated cities (Long Beach, Ilwaco, South Bend, and Raymond) formed the Joint Pacific County Housing Authority (JPCHA) to fulfill the requirement of the Housing Authority Law (Chapter 35.82 RCW).⁵³ Under this statute, housing authorities are established with express assignment to “to prepare, carry out, acquire, lease and operate housing projects; to provide for the construction, reconstruction, improvement, alteration or repair of any housing project or any part thereof ...”.

Housing authorities are empowered to borrow money or accept contributions, grants or other financial assistance in aid of any housing project within its areas of operation, or to acquire, lease, or manage any housing properties constructed or owned by other organizations to make these units available to lower-income or specialized needs populations.

In Washington state, housing assistance provided to households is often constrained by income percentages. For the Section 8 housing program, participants must have a household income at or below 50 percent of the area median income for the region where they are applying.⁵⁴ Applicants with a total household income of 30 percent or less of the Area Median Income (AMI) are given priority. For many housing assistance programs funded by government programs in Washington state, households with incomes above 50 to 60 percent of the AMI may **not** be eligible for assistance.

JPCHA contracts with Housing Opportunities of Southwest Washington to manage its housing units and administer state and federal housing programs for veterans and disadvantaged populations. JPCHA presently (2024) operates four properties with one other under construction that will be devoted to low-to-moderate income residents:⁵⁵

- 55 units in Raymond (Eagles Apartments, Timberland Apartments, Willapa Center Apartments)
- 15 units in South Bend (Pacific Pearl)
- 27 units in Long Beach (Driftwood Point)

JPCHA continues to opportunistically search for properties to develop or rehabilitate into rentals for low-to-moderate income (LMI) individuals and families. It is impractical to expect housing authorities to create enough new capacity on their own, as federal and state funding sources are ever reducing. Along with other housing authorities, JPCHA

⁵³ Washington State Legislature. (n.d.) RCW 35.82.030: Creation of housing authorities. SOURCE: app.leg.wa.gov/RCW/default.aspx?cite=35.82.030

⁵⁴ Affordable Housing Hub. (2024). Washington Section 8 Housing. SOURCE: affordablehousinghub.org/state-section-8-guides/washington-section-8-housing

⁵⁵ As defined by HUD, a “Low- and moderate-income household” means a household having an income equal to or less than the Section 8 low-income limit established by HUD.

will advocate for increased collaboration among private sector developers, community financial institutions, local and county governments, tribes, and state agencies, in support of new initiatives including increased flexibility in ordinances concerning LMI housing development and financial incentives for LMI housing development.

Funding Sources for Housing Development

Washington housing authorities are independent agencies governed by state statutes and directives of the U.S. Department of Housing and Urban Development (HUD). They operate independently of local governments with their own boards, managers, and day-to-day operations staff. These agencies administer a wide range of affordable housing and community development programs, such as the Housing Credit and the HOME Investment Partnerships programs. They are also empowered to provide affordable mortgages and rental assistance programs.

Independent of other organizations, private entities including nonprofits, may own and operate affordable housing, but they are not governed by HUD and do not have the same level of oversight and regulation as state housing authorities, nor do they directly qualify for Housing Trust Fund financing.⁵⁶ Nonprofit organizations can apply for Housing Trust Fund financing for affordable housing in Washington state. The Washington State Housing Trust Fund provides financing for affordable housing projects through a competitive application process. Nonprofit organizations are among the entities eligible to receive funding from the trust fund, along with local governments, local housing authorities, certain organizations providing behavioral health services, and tribes.⁵⁷

The housing programs offered by USDA Rural Development provide opportunities for families and individuals to buy, build, repair, own, or rent safe and affordable homes located in rural areas with a population under 35,000. Eligibility for these loans, loan guarantees, and grants is based on income and varies according to the average median income for each area. Nonprofit organizations can also apply for USDA funding for the construction of apartments and other multi-family housing, affordable rental housing, and housing for farm laborers.⁵⁸ The USDA's Rural Housing Service offers a variety of programs to build or improve housing and essential community facilities, providing loans, grants, and loan guarantees for single- and multifamily housing in partnership with nonprofit organizations, Indian tribes, state and federal government agencies, and local communities.⁵⁹

⁵⁶ Brinson-Askew Berry. (n.d.) Public Housing vs. Affordable Housing. SOURCE: brinson-askew.com/public-housing-vs.-affordable-housing

⁵⁷ Demkovich, L. (2023). Breaking down the biggest chunk of state housing dollars - Washington State Standard. SOURCE: washingtonstatestandard.com/2023/05/09/how-does-washington-state-housing-trust-fund-work

⁵⁸ Rural Development U.S. Department of Agriculture. (n.d.) Housing Programs. SOURCE: rd.usda.gov/programs-services/all-programs/housing-programs

⁵⁹ Rural Development U.S. Department of Agriculture. (n.d.) Rural Housing Service. SOURCE: rd.usda.gov/about-rd/agencies/rural-housing-service

Projected 2028 Population of Naselle

The 2023 and the 2028 projected population by age group within 30-, 60-, and 90-minutes of Naselle, Washington are presented in Table 68 and Table 69.

Table 68: Total population within 30-, 60-, and 90-minute drive times of Naselle (2023)

Drive Time To	Naselle, WA	Naselle, WA	Naselle, WA
Minutes	30	60	90
2023 Total Population	14,793	64,698	219,787
2023 Population Ages 0-4	676	2,934	11,474
2023 Population Ages 5-9	694	3,107	12,049
2023 Population Ages 10-14	738	3,293	12,258
2023 Population Ages 15-19	728	3,157	11,708
2023 Population Ages 20-24	719	2,926	11,273
2023 Population Ages 25-29	839	3,383	13,163
2023 Population Ages 30-34	810	3,466	13,320
2023 Population Ages 35-39	862	3,632	12,648
2023 Population Ages 40-44	809	3,509	12,783
2023 Population Ages 45-49	708	3,223	11,731
2023 Population Ages 50-54	890	3,771	12,949
2023 Population Ages 55-59	1,066	4,674	14,776
2023 Population Ages 60-64	1,247	5,682	17,193
2023 Population Ages 65-69	1,360	6,050	17,024
2023 Population Ages 70-74	1,052	5,006	14,562
2023 Population Ages 75-79	715	3,309	9,745
2023 Population Ages 80-84	441	1,958	5,869
2023 Population Age 85+	440	1,618	5,265
2023-2028 Population Growth Rate (CAGR)	0.42%	0.55%	0.36%

Table 69: Projected total population within 30-, 60-, and 90-minute drive times of Naselle (2028)

Drive Time To	Naselle, WA	Naselle, WA	Naselle, WA
Minutes	30	60	90
2028 Total Population	15,105	66,481	223,816
2028 Population Ages 0-4	701	3,024	11,671
2028 Population Ages 5-9	701	3,135	12,035
2028 Population Ages 10-14	731	3,393	12,729
2028 Population Ages 15-19	743	3,301	11,866
2028 Population Ages 20-24	823	2,913	10,825
2028 Population Ages 25-29	749	3,038	11,686
2028 Population Ages 30-34	783	3,352	13,144
2028 Population Ages 35-39	814	3,713	13,705
2028 Population Ages 40-44	858	3,850	13,033
2028 Population Ages 45-49	873	3,759	13,298
2028 Population Ages 50-54	752	3,503	12,279
2028 Population Ages 55-59	1,003	4,255	13,666
2028 Population Ages 60-64	1,065	4,940	14,924
2028 Population Ages 65-69	1,277	5,763	16,719
2028 Population Ages 70-74	1,176	5,615	15,678
2028 Population Ages 75-79	901	4,179	12,314
2028 Population Ages 80-84	628	2,736	7,931
2028 Population Age 85+	527	2,012	6,315

Drive Times from Naselle

The geographic boundaries of the 30-, 60-, and 90-minute drive times are depicted in Figure 13.

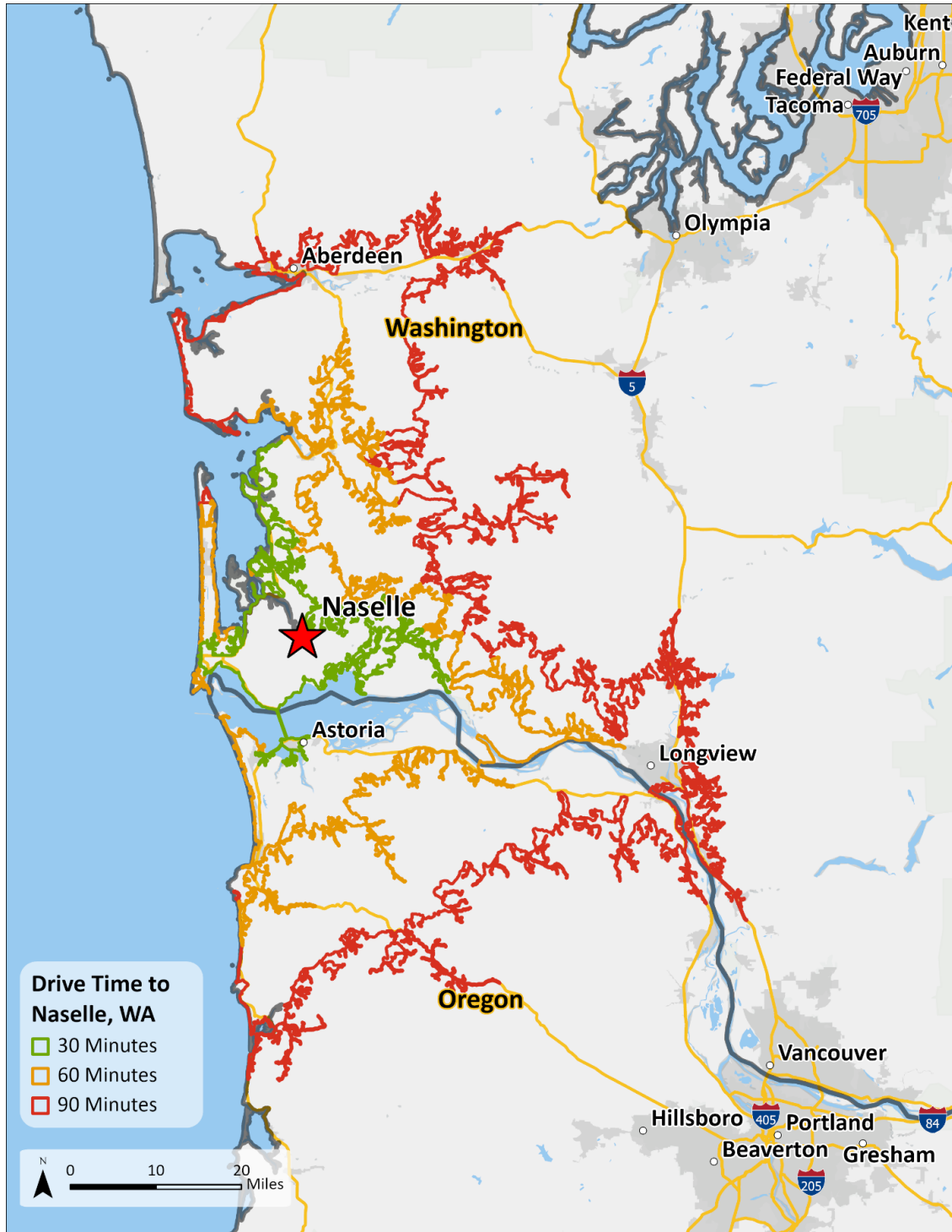


Figure 13: 30-, 60-, and 90-minute Drive Time Coverage from Naselle