



City of Portland
Bureau of

Planning and Sustainability

Sam Adams, Mayor
Susan Anderson, Director

Planning

1900 S.W. 4th Ave., Ste. 7100
Portland, OR 97201-5350

Phone 503-823-7700
FAX 503-823-7800
TTY 503-823-6868

Sustainability

721 N.W. 9th Ave., Ste. 195
Portland, OR 97209-3447

Phone 503-823-7222
FAX 503-823-5311
TTY 503-823-6868

www.portlandonline.com/bps

An equal opportunity employer

Printed on recycled paper

MEMO

June 23, 2009

TO: Portland Planning Commissioners

FROM: Sallie Edmunds, River Planning Manager

SUBJECT: River Plan / Supplemental Packet for the June 23, 2009 Planning Commission Meeting

This supplemental packet includes the following material that will be referenced during the staff presentation.

- River Plan / North Reach – How Different Stakeholders Benefit. June 23, 2009.
- Mitigation/Restoration “Soft” or “Maintenance” Costs. Memo from Brian Campbell to the Planning Commission. June 23, 2009.
- Restoration Site Cost Estimates. Memo from Greg Theisen to Sallie Edmunds. June 15, 2009.
- Proposed staff amendment. June 23, 2009.
- River Plan / North Reach Proposed Plan Commenter Index. Comments received after the June 17, 2009 deadline.

River Plan/North Reach – How Different Stakeholders Benefit

6/23/09

The River Plan/North Reach proposes a suite of new programs and investments to support the plans five topic areas: economic prosperity, watershed health, access, riverfront communities, and working with our partners. The proposals provide benefits to the following stakeholders:

The environment

Priorities for environmental restoration identified, and initial funding strategy developed (an environmental "CIP")

Clear City land use policy guidance developed for the cleanup of contaminated lands

New more accurate natural resource inventory

Stronger more consistent protection of remaining natural resource areas in the North Reach

Clearer mitigation framework, including development of a mitigation bank that will facilitate more focused mitigation and better long term management of mitigation sites

Standards to increase vegetation cover along the Willamette

Stronger shallow water protections

Better linkages to surrounding upland resources (protection of connections to Forest Park and bluffs east of the river)

Industry

Harbor reinvestment strategy, with extensive infrastructure investments to support continued use of the harbor for industrial activity

Stronger industrial sanctuary policy

New greenway trail alignments to reduce conflicts with industrial uses

Replacement of greenway review with more focused river environmental zone (many site activities will no longer trigger discretionary land use review)

Ability to pay in-lieu mitigation and restoration fees rather than dedication of on-site areas for mitigation and planting under certain circumstances

Development of a mitigation bank and standard operating procedures to better integrate local, state and federal reviews

Elimination of use-related greenway setbacks in river industrial zone

Removal of regulations from low-valued un-vegetated shoreline areas

Neighborhoods

An updated greenway trail plan to better link North and Northwest Portland communities

Improved access to the river over time, including plans for additional greenway trail connections, and extending the University of Portland campus down the bluffs to the river

Greater protection of the Baltimore Woods and Overlook Bluffs to maintain a buffer between residential and industrial uses

Planning for a "whistle free" zone in St. Johns

Creation of several zoning tools to reduce noise impacts, including requirements for additional sound insulation in new construction, and additional criteria to discourage extensive residential development in employment zones near heavy industry

Actions to help revitalize the Linnton main street



City of Portland
Bureau of
**Planning and
Sustainability**

Sam Adams, Mayor
Susan Anderson, Director

Planning

1900 S.W. 4th Ave., Ste. 7100
Portland, OR 97201-5350

Phone 503-823-7700
FAX 503-823-7800
TTY 503-823-6868

Sustainability

721 N.W. 9th Ave., Ste. 195
Portland, OR 97209-3447

Phone 503-823-7222
FAX 503-823-5311
TTY 503-823-6868

www.portlandonline.com/bps

An equal opportunity employer
Printed on recycled paper

M E M O

June 23, 2009

TO: Portland Planning Commission
FROM: Brian Campbell, Principal Planner *BC*
SUBJECT: Mitigation/Restoration "Soft" or "Maintenance" Costs

This memo attempts to take the information provided by BES and the Port concerning what we have in the past loosely termed "Management costs" in our efforts to calculate the total costs involved in developing and maintaining natural resource restoration and mitigation sites over the long term.

This issue is based primarily on the fact that the two agencies use different accounting methods to describe non-construction costs and place them in different categories. The following summarizes the differences:

Bureau of Environmental Services		Port of Portland	
Hard Costs	Actual construction contract plus first year of any required revegetation.	Capital Costs	Actual construction, plus everything on BES's Soft Costs list except maintenance, management and monitoring.
Soft Costs	Everything else, including survey, testing, planning, public involvement, advertising and bidding contracts, inspections, construction management, fish and wildlife sampling, photo monitoring, and long term site maintenance.	Maintenance Costs	Maintenance, monitoring and management.

Based on these differences, it would take an extensive breakdown of the individual costs to try to come up with a true comparison. However, if all of these costs are taken together, and land costs are held constant or excluded altogether, a relatively clear cost picture can be developed.

BPS staff looked at the two Port projects most similar to those projected to those likely to occur in the North Reach (Randall and Rivergate Enhancement) and came up with an average blended Construction and Maintenance Cost of around \$3.00 per square foot. Using BES's estimates, BPS staff has proposed a similar blended cost for Hard and Soft Costs of \$3.95 per square foot. However, this latter figure includes a 75% contingency, calculated based on Hard Costs. Without that factor the two cost numbers would not be very different. We have included the contingency because it represents good cost estimating procedures based on the uncertainty of the construction project at this very early stage of project design. The Port's numbers do not include a contingency since they are based on actual project costs.

To address the specific issue at hand, BPS looked at the four projects most similar to those likely to be constructed in the North Reach. These are Kelley Confluence, Tryon Confluence, Columbia Slough Confluence and Stephens Confluence. The range of "Soft Cost" estimates for those projects vary between 81% and 92%.

Based on the above observations, BPS staff feels 90% is a reasonable estimate for mitigation and restoration projects in the North Reach at this stage of project development.



PORT OF PORTLAND

Box 3529, Portland, Oregon 97208
(503) 944-7000

MEMORANDUM from MID Planning

Date: June 15, 2009
To: Sallie Edmunds
From: Greg Theisen
Re: Restoration Site Cost Estimates

This memo follows the path laid by Paul Ketcham's BES memo dated 6/9/09 to you regarding clarifying cost estimates for restoration sites identified in the River Plan North Reach.

It is the Port's practice to describe mitigation construction costs in our accounting system as capital costs and maintenance costs. Capital costs cover the cost of completing the initial construction project. Capital costs include, using BES terminology, pre-design and design, construction, and construction oversight. Further broken down these costs include planning, permitting, engineering, design, construction management and actual construction. Excluding construction costs BES defines all of these costs as soft costs. The Port generally does not break out these soft costs from the total capital cost of construction. Following construction the Port does break out ongoing maintenance, management and monitoring costs for our mitigation sites (henceforth referred to summarily as maintenance costs). The Port does not break out the cost of land in assessing the cost of mitigation. Most of our mitigation sites are constructed on existing Port land and therefore do not have a line item for land acquisition.

COSTS

Using capital and maintenance costs tracked in our accounting system, provided by project managers and listed by our monitoring staff, the Port can share the following figures associated with specific mitigation sites. Note that these are best estimates on actual capital and maintenance costs¹. For a brief description of each mitigation project see Attachment A.

¹ Calculating capital and maintenance costs on a per acre or square footage basis is complicated by the actual amount of acreage included in the calculation. I have included total mitigation acres as per the issued permit and total site acreage in the calculation in consideration that the total site is managed as habitat.

mitigation sites, especially in the first few years of a site's existence when meeting performance goals often requires altering the layout, plantings or management at considerable expense. These costs are captured in the average annual maintenance costs, which would be even lower if re-engineering, planting or management changes were not occasionally necessary.

Rivergate Enhancement Sites are made up of several constructed swales, berms, paths and other natural and recreational features close to the north end of the Columbia Slough. It is a very complex site that serves multiple purposes. Its construction costs were high relative to its size, while average annual maintenance costs have been low. This site is probably much more complex in type and function compared to the revegetation and floodplain restoration cited in the River Plan code dated June 8, 2009.

COSTS RELATIVE TO RIVER PLAN PROPOSAL

The River Plan proposed in-lieu fee for meeting the vegetated area standard is \$6.70 per square foot. The fee is made up of two components, a proportional land cost of \$2.75 per square foot and an averaged restoration and management cost of \$3.95 per square foot.

The Port's capital costs for the mitigation area alone range from \$.44 to \$3.86 per square foot, excluding the cost of property. Average annual maintenance costs for the mitigation area alone range from \$.04 to \$.19 per square foot. Capital and maintenance costs are even lower if dispersed across the total property acreage, a viable assumption given that the entire site is maintained as a whole mitigation or habitat unit. If you were to add in the City's cost of property, \$2.75, to the Port's capital and maintenance cost averages the result is a meaningful difference between the two.

The Port's average cost for construction and maintenance between the three examples is \$2.33 per square foot of mitigation area. Exclusive of land costs the City's mitigation or landscaping costs are about 40% higher than the Port's. Adding \$2.33 to the City's \$2.75 average discounted cost of property equals \$5.08 per square foot of mitigation area. Inclusive of a land cost of \$2.75 per square foot the Port's average capital, maintenance and acquisition cost is 25% less than the City's. Spread across Vanport's 3+ million square feet of mitigation area or the Rivergate Enhancement Sites' 1.7 million square feet the cost difference is considerable.

- bridge and Columbia Slough rail bridge; slopes no steeper than 3:1, construction of 800 feet of swale at least 10 feet wide and 1-2 feet below native soils and parallel to the Columbia Slough; vegetation.
3. South bank, Columbia Slough: removal of fill to native soils over a width of 50 feet and length of approximately 1550 feet between the Lombard Street bridge and Columbia Slough rail bridge; slopes no steeper than 3:1, vegetation.
 4. Leadbetter Peninsula: removal of fill to native soil over a width of 25 feet around the eastern, southern and western boundaries of the peninsula, and a contoured slope to have an average of no greater than 4:1 grade for approximately 75 feet on the upland edge beyond the excavated area; construction of 1500 feet of swale at least 10 feet wide and 2-4 feet below native soils and parallel to the toe of the fill slope; vegetation.
 5. Ramsey Lake visual buffer of native shrubs and trees along a corridor with a width of 10-100 feet at the top of slope west and north of Ramsey Lake mitigation area; vegetation.
 6. Ramsey Lake enhancements: removal of fill to 14 feet NGVD and construction of two meandering swales with a combined length of 2000 feet and individual width of at least 50 feet at approximately elevation 10 feet NGVD; swales to connect to the slough at the upstream and downstream ends; vegetation.
 7. Culvert removal and removal of existing fill to the bottom of the elevation of the culvert adjacent to and east of the railroad bridge on the south side of the Columbia Slough.
 8. 40 mile loop trail from the rail bridge east to the Port's property line and along the north bank of the Columbia Slough.

River Plan / North Reach
Planning Commission Work Session
June 23, 2009

TOPIC: Industrial-Residential Interface

STAFF PROPOSED AMENDMENT IN RESPONSE TO COMMENTS

Amendment 1: Amend 33.583.300.B to indicate that the noise insulation design standard must be met in the following cases: 1. new residential structures and 2. reconstruction when at least one additional dwelling unit is being added to the site.

Planning Commission preliminary decision on Amendment 1.

Support Other action: _____

Amendment 2: Amend 33.583.290.D to require that the industrial impacts disclosure statement must be signed in the following cases: 1. new residential construction and 2. reconstruction when at least one additional dwelling unit will be added to the site.

Planning Commission preliminary decision on Amendment 2.

Support Other action: _____



River Plan / North Reach Proposed Plan Commenter Index
Comments Received after the June 17, 2009 Deadline

ID	Commenter	Organization	Date	Format
28	Jane Hart	Metro	6/18/09	Email
29	Bill Aronson		6/19/09	Email
30	Dave and Laurie King		6/22/09	Email
31	Dave Kramer		6/22/09	Email
32	Peter Scriven		6/23/09	Email

28

Koski, Amy

From: BOP River Plan
Sent: Friday, June 19, 2009 9:52 AM
To: Koski, Amy
Subject: FW: Revised River Plan/ North Reach

From: Jane Hart [mailto:Jane.Hart@oregonmetro.gov]
Sent: Thursday, June 18, 2009 6:23 PM
To: Edmunds, Sallie; BOP River Plan
Cc: Mary Anne Cassin; Robert Spurlock
Subject: Revised River Plan/ North Reach

Hi Sallie,

I hope that the following comments can be incorporated into what is forwarded to the Planning Commission, although I realize they are 1 day after the listening post officially closed.

These comments are in response to your letter and comment document of February 27, 2009 that was addressed to to Mary Anne Cassin (and responded to her 1/12/09 letter).

Below are Metro's responses to comments prepared by BES and contained in the 'Report of River Plan Comments' that was attached to your 2/27/09 cover letter.

Comment I.D. # 207 - This comment responded to comment #1 in Metro's 1/12/09 letter. We wanted confirmation that upon adoption of the Revised River Plan, will compliance of development within the Smith and Bybee Wetlands Natural Area with the City's E-Zone continue to be based on standards and regulations and approval criteria identified in the Natural Resources Management Plan (pgs. 61-69). We expect so, but just wanted that confirmed.

Comment I.D. #213 - Action Agenda Item 1 should be amended to reflect that Metro was *recommended* to receive a \$1.5 million grant from ODOT, but final decision will be made by the Oregon Transportation Commission on September 2009.

That's it, thanks Sallie. Good luck with the approval process of the River Plan - North Reach!

Jane Hart
Senior Regional Planner
Metro Regional Parks & Greenspaces
503-797-1585
Jane.Hart@oregonmetro.gov

6/23/2009

29

Koski, Amy

From: Koski, Amy
Sent: Tuesday, June 23, 2009 2:07 PM
To: Koski, Amy
Subject: FW: Sound insulation requirement

From: Bill Aronson [mailto:aronsonw@comcast.net]
Sent: Friday, June 19, 2009 8:37 PM
To: Edmunds, Sallie; Sperry, Arianne
Cc: 'CourtneyAronson'
Subject: Sound insulation requirement

As residents of the Cathedral Park neighborhood near St. Johns, my wife and I are in opposition to the proposed requirement that future remodeling require a level of sound insulation not required in other parts of the city. I realize the City of Portland has probably gotten a lot of complaints about industrial noise from people living near the industrial areas, but to put the burden back on the homeowners to deal with that is not the right solution. Remodeling is already very expensive; requiring sound insulation could make it prohibitively expensive, to the point where people are unable to make the improvements they want to their properties at all. We suggest you only require this level of insulation on new construction (not remodels) and only within 500 feet of the industrial area.

-Bill A.

Bill Aronson
aronsonw@comcast.net

Courtney Aronson
aronsonc@comcast.net

Koski, Amy

From: Laurie & Dave King [landd_2@q.com]
Sent: Monday, June 22, 2009 8:56 PM
To: Planning Commission
Subject: North Reach zone change

Attachments: map.pdf



map.pdf (635 KB)

Dear Planning Commission,

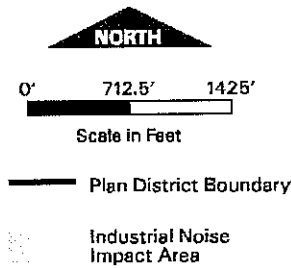
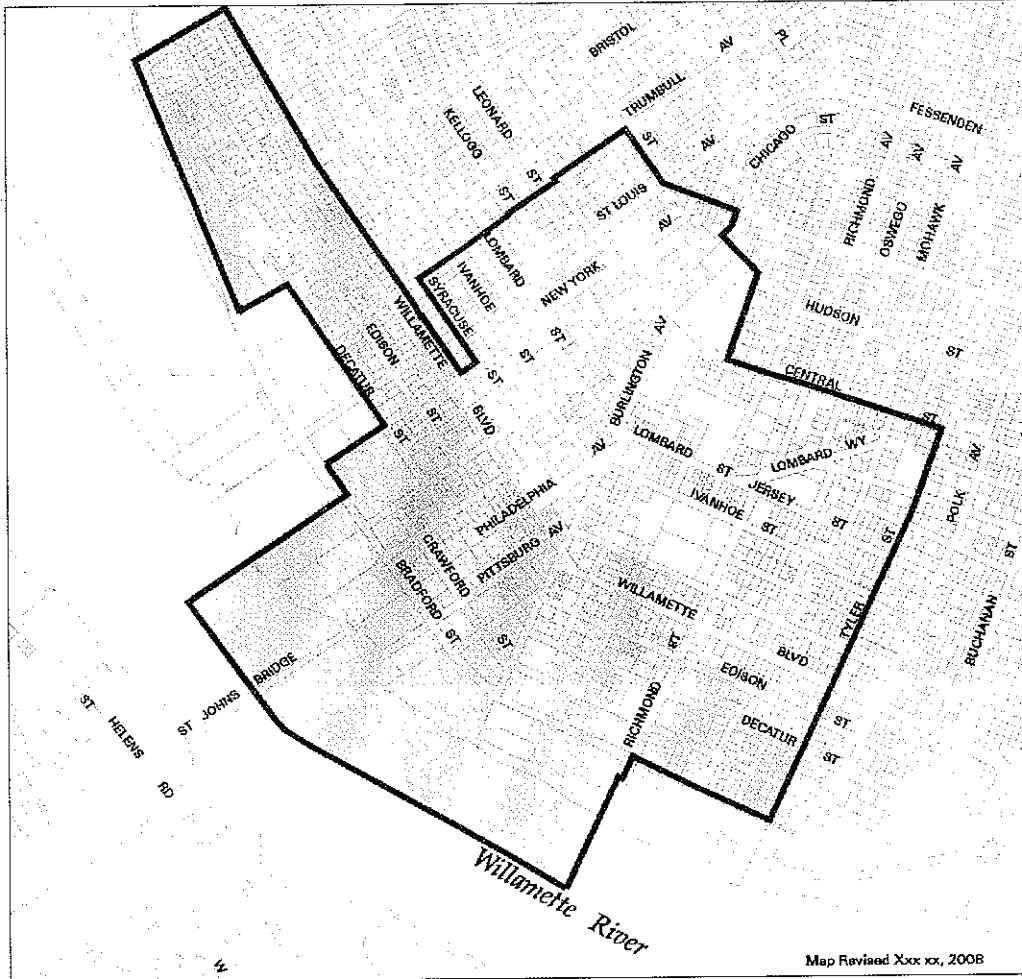
Using 40 foot tall dense housing as a buffer between single family homes and the industrial area in North Reach along N. Decatur St. is a very bad idea. The housing would either quickly become a poor people's ghetto because of the noise, light pollution and toxic air, or it would generate even more complaints. A dense woods would be best, maybe the industries would buy Baltimore Woods, fix it up and keep it as a nice buffer.

Please let us know what you decide.

Thank you, Dave & Laurie King

8728 N Edison, Portland, OR 97203

Language to be **added** is underlined
Language to be **deleted** is shown in ~~strike through~~



Map 583-3
Proposed
St Johns Plan District
Industrial Noise Impact Area

Bureau of Planning • City of Portland, Oregon

(31)

Koski, Amy

From: Dave Kramer [nwyoopster@gmail.com]
Sent: Monday, June 22, 2009 10:24 PM
To: Planning Commission
Cc: Barbara Quinn; Wilfred Thompson
Subject: River plan Proposed St Johns Plan District Industrial Noise Impact Area

Members of the Planning Commission,

Although you are correct in understanding that there is an Industrial Noise Impact Area in St Johns I must point out that your proposed solution is one without merit. Over the past 8 years that I have lived in the Cathedral Park neighborhood I have yet to see ONE decision from local government that makes any sense. I have come to the conclusion that when a local government body realizes it has made a bad decision, it tries to correct that poorly made decision by mandating another bad decision. You may think I am exaggerating so I would like to point out some of the donkey headed ones that I have witnessed.

1. Part of the St Johns Lumbard Plan was to increase density around Cathedral Park with the vision of creating a communal gathering area and waterfront economic center. Great idea except for the fact that there is a major railroad right-of-way at the doorstep of the higher density that runs right through the park. Was everyone involved in this decision totally deaf and blind to issues this would cause?

2. Creation of a major rail loading facility within blocks of the high density area listed in #1. Neighbors were assured there would be NO noise issues. Did you think no one would notice?

3. The decision to create an Early Action EPA Superfund dumpsite for low level contaminants within shouting distance from the Cathedral Park neighborhood.

Although this has not come to pass yet, the very idea of such a thing is insane. Would anyone even consider doing this in the Pearl District? Certainly not.

4. After increasing density, allowing more drug infested apartments, taverns and halfway houses to be built in this neighborhood, local government came up with the brilliant idea of closing the local Police Precinct. WHERE IS THE LOGIC????!!

Do you get my drift here? In every one of the incidences mentioned above, local citizens were asked for their input and then that input was promptly ignored. An example of this is the Railroad Quite Zone that we've been trying to get for several years. Why isn't that part of your Plan to reduce Industrial Noise impact on the neighborhood? In the Pearl District, somebody complained about railroad noise and within months a Quite Zone was established. I guess it's a lot easier to draw some lines on a map and put a big "**Industrial Noise Impact Area**" stamp on it.

Why is it that the only solution you offer puts the burden on the local builders and homeowners? Has it occurred to you that we do not spend our lives inside insulated boxes breathing recirculated air? We open windows, sit on our decks and enjoy the outdoors. Next thing you'll suggest is that windows facing the industrial area must be designed not to open!

Also the idea of creating a 40 foot high wall of apartments and condos as a sound barrier between the existing neighborhood and industry is crazy. Who is going to want to live there?

Before you consider approving this not-so-well planned out plan of yours, how about putting some

6/23/2009

thought into finding ways to put some of the burden for noise control on the industries creating the noise?

You might even try getting some input from the local residents most affected by your proposal.

Thanks for taking the time to consider this.

Dave Kramer
Resident
Cathedral Park Neighborhood

32

Koski, Amy

From: peter scriven [peterskyhws@mac.com]
Sent: Tuesday, June 23, 2009 7:13 AM
To: Planning Commission
Subject: Residential Development on EG2 property

The City of Portland has a chance to continue to be a national leader in recognizing that vacant river property is an asset.

The EG2 property in ST. Johns fully needs to be apart of the riverfront development plan that is a continuation of the existing strategy. The city, or METRO, or a private agency such as The Nature Conservancy should be able to acquire this property. The community benefit is huge, the people of Portland, the current industrial users, the environment protection of existing and future habitat.

To accomplish this noble task, please reconsider NOT placing Restrictions of 40 feet on residential development. The condos and apartments built will provide high density living . The higher the density, the more problems it will create especially for; the City of Portland, the costs to the City to provide for basic services such as fire, police, and schools will come at a time of cutbacks, placing a burden on just these agencies, there are many others not to mention schools; the Port of Portland and its tenants, Toyota and others industrial users; and even between existing neighbors. .

To accomplish this noble task, please consider a moratorium on all development for a reasonable time period to permit all parties to find a win-win situation. The benefits are great for many not merely for just a few.

I write on behalf of many of my fellow citizens who expect the city to act for making Portland a better place to live, not a worse one. NO to adding conflicts.

Thank you,

Peter Scriven