



PUBLIC FACILITIES PLAN

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PROJECT MEMORANDUM

TO: CCRD STEERING COMMITTEE

FROM: John Andersen, Consulting Planner

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TOPIC: PUBLIC FACILITIES PLAN

Introduction

The Columbia-Cascade River District (CCRD) Economic Development Planning Project was initiated by the cities of Fairview, Gresham, Troutdale and Wood Village in partnership with the Port of Portland. The purpose of this cooperative effort was to create a collaborative program for the industrial and limited commercial development of the CCRD area. The ultimate goals were the establishment of an area that would generate substantial numbers of new jobs while creating an expanded tax base upon which the community's could depend for the revenues required to fund the growing service demands within their jurisdictions.

As part of that planning effort, the need for a comprehensive Public Facilities Plan was identified. For the purposes of this study a Public Facilities Plan (PFP) is a listing of publicly owned service facilities such as water, wastewater and stormwater lines, sources and related installations or features. This support system would then provide the domestic water needed for drinking and manufacturing processes that would be attracted to the CCRD, then remove wastewater generated by uses within the district. Further, given the location of the CCRD in an area protected from flooding by large levees, as well as being located between higher areas to the south that drain through the district to the Columbia River, it was apparent that dealing with stormwater runoff and flooding was also a critical concern within the district.

Another important set of public facilities dealt with transportation. While it was obvious that the CCRD had potentially excellent transportation access of all modes for use by the businesses to be recruited into the area, there were links needed to complete that system. All of the partners had done transportation studies and plans, as well as participated in the regional forums seeking funding, but each was independently aware that additions were required to adequately serve the area if industrial recruitment was to be successful.

As a result, the five partners agreed to add Multnomah County to the Steering Committee because of the County's important role in providing transportation system services. Also, the Sandy Drainage Improvement Company was added as a technical

advisor regarding flooding and drainage issues. The input of these agencies has played a critical role in the development of this plan.

Process

To prepare a public facilities plan it is necessary to first know what services already exist within the study area and to understand their capacity to serve anticipated uses. Early in the project the public works directors for the partners were brought together in a facilitated discussion to review existing installations. From that meeting each director returned to their respective jurisdictions and provided to consulting staff information regarding transportation, water, wastewater and stormwater facilities currently in-place. The City of Gresham, functioning as the Geographic Information System consultant, then generated a series of maps describing the information in an easy to understand format.

The information was shared with the Steering Committee and at a public open house. The data was then approved by the Committee members before it was reviewed and accepted by the five partners.

During the time the inventory was being completed the Steering Committee conducted a number of tours and discussions regarding the appropriate types of businesses to recruit to the CCRD. Added to this work was the preparation of an Economic Opportunities Analysis by a qualified economics firm, as well as a review of the existing comprehensive plans and zoning regulations already adopted by the partners. The resulting decisions by the Steering Committee affirmed the basic wisdom of the existing plans. Industrial development was to continue as the primary activity for the CCRD, with the addition of some changes where commercial services could be provided near I-84 and where tourist-related commercial activities might enhance the shorelines of the Columbia and Sandy Rivers. This consensus then constituted the CCRD land use plan.

These first two steps, the initial inventory and the preparation of a collaborative land use plan for the CCRD, provided the necessary foundation materials to enable a public facilities plan to be created. Given a clear picture of existing conditions, as well as a predictable listing of likely future uses, the public works directors had the information they needed to perform a gap analysis. The purpose of a gap analysis is to indicate the difference in facilities currently existing and those needed for the new businesses to be added to the CCRD in the future. It was particularly fortuitous for the directors that the Committee had selected a vision which was very similar to that already in the cities' plans. This allowed the directors to begin their gap analysis by looking to the capital improvement programs already prepared by each jurisdiction to implement their respective comprehensive plans.

The only topic lacking information within the existing plans was that regarding flooding and drainage issues in the CCRD. Information gathered and analyzed by the SDIC and Port indicated that the magnitude of the needed infrastructure far exceeded the capital

improvement projects for stormwater previously anticipated. For that reason the Port of Portland and the Sandy Drainage Improvement Company (SDIC) undertook further study and modeling of flooding, drainage and wetland issues within the former Reynolds Metals site, which the Port was purchasing from Alcoa Aluminum, in order to find a cost-effective solution to the limitations imposed by those new realities.

Columbia-Cascade Public Facilities Plan

As a result of the analysis performed and described above the following program of improvements was identified by the Public Facilities Study Sub-Committee.

Fairview*

Water:

Marine Drive Loop

12" water line extending north from Townsend Business Park to Marine Dr.

Estimated Cost: \$700,000/ System Development Charge funding unless water demand is required by development.

Fairview –Reynolds Site

Local system improvements dependent on specific use

Estimated Cost: Unknown/Developer paid

Wastewater:

Fairview – Reynolds Site

Site improvements depend on use proposed.

Three options exist: #1 pump to Gresham Wastewater Treatment Plant (WWTP) for an estimated \$1.0 M.; #2 purchase capacity within the former LID area, which could be cost effective for a smaller user**; #3 obtain waiver from the Troutdale City Council to allow connection to Troutdale WWTP for \$0.5-1.0 M.

Estimated Cost: \$0.5-1.0 M. Use most cost-effective option when specific use is known/Developer funding.

*Note: Because the portion of the Reynolds Site which lies in Fairview has a unique location the exact extent of the public facilities for this area is still under consideration.

**Note: A legal determination would first have to be made as to whether it is possible for the Port to purchase capacity in the former LID area.

Stormwater:

Sandy Blvd. Miscellaneous Frontage and Drainage Improvements
Improvements along Sandy Blvd. for conveyance of Fairview and Noname
Creek flows.

Estimated Cost: \$ 0.5 – 1.0 M. /Developer funding.

Fairview – Reynolds Site

Defer to SDIC project comments on page 7 of this memorandum.

Gresham

Water:

12" water line in South Shore Industrial Park and 8" water line along Marine
Drive.

Estimated cost: \$937,000/ System development charges (SDC)/ Developer
funding.

Wastewater:

None anticipated.

Stormwater:

Project WQ-1A; pipeline and regional water quality pond.

Estimated cost: \$4.5 M./Currently unfunded but likely to be paid by system
development charges and operating fees.

Project WGFC 4, expand 48" pipe to 54"/42" line to 48"/42" line to 60".

Estimated cost: \$1.0 M./ Currently unfunded but likely to be SDCs and
developer funding.

Project WQ 4 A&B, Boeing water quality facility.

Estimated cost: \$2.9 M./SDC and operating fees funding.

Transportation:

Sandy Blvd.; 167 – 203rd improvement (five lanes).

Estimated cost: \$3.9 M./Developer funding and regional funding.

Riverside Drive extension

Estimated cost: \$5.4 M./Urban Renewal funding.

Gresham-Fairview Trail

Estimated cost: \$4.345 M./Regional funding.

Columbia Slough Trail

Estimated cost: \$1.3 M./Regional funding.

Marine Drive Trail

Estimated cost: \$1.178 M./Regional funding.

Marine Drive Trailhead

Estimated cost: \$0.315 M./Regional funding.

Troutdale***

Water:

Reynolds Site water line.

Estimated cost: \$0.5/Developer funding.

Water System for North Industrial Area

Estimated cost: \$325,000/Water Improvement Fund.

Wastewater:

Reynolds and related wastewater line.

Estimated cost: \$1.0 M./Developer funding

Sewer System Improvement for North Industrial Area

Estimated cost: \$230,000/Sewer Improvement Fund.

Stormwater:

Local stormwater drainage lines not including SDIC.

Estimated cost: \$1.0 M./Developer funding.

Salmon Creek Weir

Estimated costs: \$150,000/Storm Sewer Improvement Fund.

Arata Creek Culvert

Estimated cost: \$50,000/Storm Sewer Improvement Fund.

Graham Road Storm Drainage

Estimated cost: \$260,000/Storm Sewer Improvement Fund.

North Arata Creek Drain Line

Estimated cost: \$629,000/Storm Sewer Improvement Fund.

South Arata Creek Culvert

Estimated cost: \$561,000/Storm Sewer Improvement Fund.

Marine Drive Culvert Bypass

Estimated cost: \$526,000/Storm Sewer Improvement Fund.

Storm Improvements in North Industrial Area

Estimated cost: \$300,000/Storm Sewer Improvement Fund.

Transportation:

Local street related to industrial area expansion.

Estimated cost: \$3.0 M./Developer funding.

NW Graham Road

Estimated cost: \$525,000/Street Improvement Fund.

Street Improvements in North Industrial Area

Estimated cost: \$300,000/Street Improvement Fund.

*** Note: Some infrastructure projects (such as WA-028, ST-045, SD-N16) will occur in the CCRD that are not listed here as their impact is confined to local sites.

Wood Village

Water:

Possible 12" water line in Sandy Blvd.

Estimated cost: Project dependent on development proposed/Developer funding.

Wastewater:

Sandy Blvd. interceptor expansion.

Estimated cost: \$67,500/Developer funding.

Gresham WWTP capacity purchase.

Estimated cost: \$739,800/SDC and developer funding.

Stormwater:

Sandy Blvd. Diversion.

Estimated cost: \$71,200/Developer funding.

Multnomah County

Transportation:

Troutdale Interchange is a project of Multnomah County and the Oregon Department of Transportation and would create a new interchange at I-84 and 257th Avenue if determined as needed by a project study.

Estimated cost: \$10.0 M. initially/Federal funding.

Sandy Blvd.; 207 - 238th improvement (three lanes).

Estimated cost: \$7.9 M./Developer funding and regional funds.

223rd Northern RR bridge.

Estimated cost: \$6.2 M./Developer funding and regional funding.

238th North Extension Study.

Estimated cost: \$50,000/Regional funding.

Sandy Drainage Improvement Company

Regional Stormwater:

Base flood plain (BFE) levels and interior stormwater drainage in the CCRD are substantial issues that dramatically affect where and how much development can occur. To provide a substantial development area at a reasonable cost a BFE must be determined. The Sandy Drainage Improvement Company (SDIC) and the Port of Portland, evaluated different drainage options that could establish a BFE anywhere between 15.0 and 17.0 feet in elevation. A hydraulic model (XP SWIMM) was used to determine the storm drainage flow requirements with and without flood storage within the drainage basin. A formal decision on what the BFE will be has NOT been made but it appears that a BFE of 17.0 feet is the most cost effective for development. Using a BFE of 17.0 feet will allow approximately half of the former Reynolds Mill Site to be developed industrially, while the remainder will stay in wetlands and flood storage area as attractive open spaces that add a dramatic natural character to the design and eventual on-going condition of the CCRD.

In 2006, the Multnomah County Drainage District and Sandy Drainage Improvement Company proposed to the cities of Fairview, Gresham, Troutdale and Wood Village that all partner in working towards the development of a regional stormwater model, which would include the drainage basin that flows north through all four cities to the Columbia Slough. Each jurisdiction now has, or soon will have, stormwater models. A regional approach is necessary because flowing water does not respect jurisdictional

boundaries. Whatever happens at higher elevations directly affects stormwater planning and facilities construction in the CCRD.

The districts offered to pay for and produce the computer-generated regional model, and make it available to each city at no cost. In return, the cities agreed to provide technical and policy support staff to the project as needed. All agreed that once the model was completed a meeting would be held to determine next steps. It is hoped the model will lead to a regional stormwater master plan and capital improvement plan which would guide stormwater infrastructure improvements in the most cost-effective and efficient way for each jurisdiction. Further, it was to benefit the taxpayers and landowners who would ultimately pay the costs of the improvements.

Without a regional stormwater master plan it is impossible to accurately estimate stormwater infrastructure requirements and cost for the entire watershed. Based on the modeling that has been completed to date and SDIC's understanding of proposed future development plans, the following range of costs can be expected for stormwater infrastructure to support full build out within SDIC's boundaries at a level of protection equal to a 100-year storm event. The estimated range does not take into consideration development changes outside of SDIC's boundaries that may have an impact to the SDIC stormwater system.

SDIC Stormwater Projects:

Arata Ditch Improvements

Estimated cost: \$0.5 – 1.0 M./Funding source unknown.

Salmon Creek Improvements

Estimated cost: \$1.5 – 2.0 M./Funding source unknown.

Pump Station Improvements

Estimated cost: \$1.0 – 1.5 M./Funding source unknown.

Flood Storage Improvements

Estimated cost: \$0.5 – 1.0 M./Funding source unknown.

Summary

The anticipated improvements for public infrastructure within the CCRD demonstrates that for the most part the costs will be borne by those developing the property, businesses locating within the district, and the routine public infrastructure funds. While some projects are of such scale and complexity, such as certain transportation projects and the regional stormwater plan, that they will require extraordinary funding efforts to be successfully accomplished, they are the exception.

The larger transportation projects have already identified funding sources and it is a matter of continued cooperative lobbying for regional, state and federal funding to be successful.

The flood level and stormwater program is extensive but one that will be resolved by cooperative action by the local governments and development interests. Further study of funding options will need to be considered and a final financing package determined. This will be addressed to some greater extent in the financing memorandum to be completed later in this project.