DRAFT DOCUMENT

This document is a draft. It has not been fully reviewed, has not been checked for accuracy and does not reflect any conclusions of the Port, the City of Portland, or any other reviewing agency.

VOLUME 1 AREA PLAN

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West Hayden Island Advisory Committee Issues Matrix

1

INTRODUCTION

1.1 Description of Area Plan Organization and Contents

West Hayden Island is currently located within unincorporated Multnomah County. The City of Portland, through intergovernmental planning agreements, has regulatory authority over planning activities related to the property. To reflect the urban status of the property and establish use and development regulations to guide future development, the Port of Portland intends to formally annex West Hayden Island into the City of Portland. Prior to this action, it is necessary to prepare an Area Plan that applies City of Portland Comprehensive Plan and Zoning designations to the property to become effective upon annexation. Figure 1-1 shows the location of West Hayden Island in the Portland Metropolitan Area.

The West Hayden Island Area Plan has been developed to establish the required land use policy framework necessary to allow future marine industrial development, and open space preservation.

The Area Plan was developed consistent with the West Hayden Island Development Program (1997) that established the vision for the 827 acres owned by the Port of Portland on West Hayden Island. The Area Plan creates the land use planning framework in which future development activities and open space/resource preservation will occur to achieve this vision.

Eight volumes comprise the West Hayden Island Planning Documents. These volumes include the following elements:

Volume 1: Area Plan

Volume 2: Natural Resource Element

Volume 3: Market Study

Volume 4: Transportation Analysis

Volume 5: Plan District

Volume 6: Wetlands & Uplands Mitigation Plans/North

Shore Development Standards

Volume 7: Transportation Intergovernmental Agreement

Volume 8: Annexation Application

Insert Figure 1-1

The West Hayden Island Planning Documents consist of elements requiring formal action and other support documents. The elements that will require adoption by the City Council include the following:

Area Plan

- Comprehensive Plan Designations apply City of Portland Comprehensive Plan designations (Industrial Sanctuary and Open Space) to West Hayden Island. The anticipated action will be legislative adoption of the Comprehensive Plan designations.
- Base Zone Designations apply City of Portland Base Zone designations (Heavy Industrial and Open Space) to West Hayden Island. The action will be legislative adoption of the Base Zone designations.
- Environmental Overlay Zones apply City of Portland Environmental Overlay zoning to appropriate areas on West Hayden Island. The action will be legislative adoption of the Environmental Overlay zones.

Natural Resource Element

- Goal 5 conflict resolution inventory, analyze and resolve conflicts between natural resource and development values. The action will be legislative adoption of the Goal 5 inventory.
- Provides the technical background information used to develop the Environmental Overlay zoning recommendations and other regulatory mechanisms in the Plan District.

Plan District

 Apply the West Hayden Island Plan District, which sets forth Use Regulations, Development Standards, Environmental Zone Standards and Review Procedures. The action will be legislative adoption of the Plan District and incorporation of the Plan District into Chapter 33.500 of the Portland Zoning Code.

Wetlands and Upland Mitigation Plans/North Shore Development Standards

 Provide the plan and development standards for replacing and enhancing natural resource values impacted by development. These are referenced in the Natural Resource Element and the Plan District.

Transportation Intergovernmental Agreement

 Provide a Transportation Intergovernmental Agreement that specifies the type, timing, and responsibility for transportation improvements that will accompany future development on West Hayden Island. This agreement also specifies how future development will be reviewed for transportation impacts. The action will be approval of the Transportation Agreement and an Intergovernmental Agreement between the Port of Portland and the City of Portland.

Annexation Application

 The formal annexation process is anticipated to immediately follow the Portland City Council consideration of and action on the West Hayden Island Area Plan. The annexation action is a council action in accordance with regional and state law.

Land Use Findings

• Demonstrate compliance and consistency with applicable state, regional and local goals and policies. This is not a WHI planning document, but will be adopted by the City Council in support of their formal actions.

Supporting documents which do not require formal action include:

Market Study

 Provides economic background and analysis to demonstrate the general need for water-dependent industrial land in the City of Portland and the Portland metropolitan area over the next twenty years, as well as the specific need for the West Hayden Island site. The Market Study also includes an overview of alternative sites considered.

Transportation Analysis

• Provides the background information and impact analysis upon which the Transportation Intergovernmental Agreement is based.

The West Hayden Island Area Plan represents the culmination of a significant effort to properly plan for the transition of West Hayden Island from rural to urban use in the City of Portland. It is important to note that, while based on the West Hayden Island Development Program, the Area Plan itself does not authorize any specific development activity. The Area Plan establishes the land use planning policy framework and regulatory standards for future development applications for marine industrial uses. At the time the Port, or its tenant, is ready to construct facilities or improvements on the property, they will have to apply for development permits and address the criteria and regulations set forth in the Code consistent with the Plan District. The Plan District is actually the codified piece of the Area Plan, which will carry forward and implement the goals, policies and objectives of the Area Plan and Natural Resource Element.

BACKGROUND

2.1 West Hayden Island Overview

Vicinity and Site Characteristics

West Hayden Island is located in the Columbia River near the confluence of the Willamette and Columbia Rivers and between the cities of Portland, Oregon and Vancouver, Washington. It is separated on the south from the City of Portland by the Oregon Slough (sometimes called the North Portland Harbor) and from Vancouver by the main channel of the Columbia River. Currently, the only automobile access to the island is via Interstate 5 (see Figure 1-1). Rail access is provided by a main line of the Burlington Northern Santa Fe (BNSF) Railroad, which runs through the center of the island. The terrain is generally flat, with slopes of no more than three percent.

Site Description

The portion of the island covered by the West Hayden Island Area Plan is west of the BNSF railroad bridge, and is about three miles in length. The total acreage included in the Area Plan is approximately 827 acres. The north shore, as far as the Interstate Bridge, and the south shore, from the west tip of the island to the PGE and PP&L transmission lines, are adjacent to the Columbia River channel. With the exception of the relatively narrow western tip, the island has an average width of 2,800 feet.

Surrounding Land Uses

The portion of the island east of the BNSF railway is incorporated within the City of Portland and is developed with industrial, commercial and residential uses. The portion of the island west of the BNSF railway, commonly referred to as West Hayden Island, is within unincorporated Multnomah County and is mostly undeveloped.

The Port of Portland maintains three terminals to the south and west of the island, and the Port of Vancouver is north of the island. Figure 2-1 shows the zoning on properties that surround the site.

Insert Figure 2-1

Old Figure 2-3 (Aerial Photo)

West Hayden Island is currently undeveloped with the exception of an electrical substation, electrical transmission lines that cross the site and a City of Portland Bureau of Environmental Services wastewater outfall facility. The upland meadow, forest, and wetland habitats are open range areas that are actively grazed by domestic cattle. The Oregon Slough and the Columbia River are used for commercial and recreational marine activities, including log raft and barge storage adjacent to the shoreline of West Hayden Island. The site includes much of the original Hayden Island as well as some land area on the south shore that formed in the 1930's and 40's after rock "groins" were placed in the Oregon Slough. Additional land area was created by the stockpiling of dredge materials from the Columbia River.

2.2 Need for Future Marine Industrial Facilities

The Port of Portland has a statutory responsibility (ORS 778.015) to ensure that Portland continues as a major international shipping and trading center. In terms of total tonnage, Portland is the second largest port facility on the west coast of the United States after Los Angeles/Long Beach. The volume of trade of national and international importance passing through Portland has grown rapidly and will continue to grow.

- Metro's 1998 Commodity Flow Study indicates that the flow of cargo passing through the metropolitan area's marine facilities has increased sharply since 1970 and is expected to triple by 2040.
- Metro's projected increases in marine cargo volume reflect a 4% growth rate in total cargo volume from 1996 through 2006, and a 3.7% growth rate from 2006 through 2030. This translates into a 48% increase in marine cargo volume by 2006 and a 255% increase by 2030.
- Over the past two decades, the overall cargo volume increased from 4,277,000 metric tons in 1978 to 8,609,000 metric tons flowing through the Port in 1990. In 1997, over 10,772,600 metric tons of cargo passed through the Port's public terminals.

Fulfilling the Port's responsibility to ensure the place of Portland and Oregon in international commerce means that the Port must plan for the growth in trade volume by developing new and modernized marine terminal facilities.

The Port of Portland contributes significantly to the economic viability of Portland and Oregon, and its facilities are essential to sustaining strong Portland and Oregon economies.

- Export trade amounts to nine percent of Oregon's economic output, and 18 percent of Oregon manufacturing jobs are related to exports.
- About 36,900 Oregon area jobs are currently associated with exporters and importers using Port marine terminal facilities.
- \$400 million in Oregon payrolls are related to Port marine activity.

Over 925 Oregon businesses use Portland's docks to move their products in world markets.

It is important to Portland's and Oregon's economy that marine cargo facilities keep pace with demand. Therefore, it is critical that the Port of Portland continues to plan for and provide marine facilities capable of meeting the increasing needs of the global market place and the Port's business partners.

This anticipated growth within the marine industry requires new land with deep water, rail and highway access. As trade continues to expand, so does the market demand for land for marine cargo facilities. Including redevelopment and port cooperation strategies, the need for land in the Portland metropolitan area to serve marine cargo uses is projected at between 192 and 280 additional acres by 2006, increasing to between 686 and 1,021 additional acres by 2020.

Modern marine cargo facilities require between 100 and 250 acres of rail-serviced, waterfront property on a deep-water shipping channel. Modern marine facilities require considerably more land area than historic modules, as the size of ships has increased and the need for back-up land has increased to accommodate 8,000-foot-long unit trains planned for the future. With the trade growth over the past few decades, Portland has now exhausted all of its large marine development sites. The Port will redevelop older terminals and cooperate with neighboring ports where possible, but new sites will be needed sometime between 2000 and 2010. Actual timing will depend on market considerations, but the future need is a certainty.

Figure 2-2 shows the location of West Hayden Island in relation to other local port facilities. West Hayden Island is the best location on the Columbia River for future expansion of marine terminal facilities. It is the only Oregon site that meets modern port planning criteria. West Hayden Island provides room to accommodate state-of-the-art port operations needed in the future and unavailable at most existing terminals. The West Hayden Island Area Plan will provide approximately 610 acres of property for marine industrial development, which equals a 30-year marine terminal site supply for Portland. An additional 217 acres of the island will be preserved in open space.

West Hayden Island is the closest port location to exporters and importers serving Portland, the Willamette Valley, Eastern Oregon and Southern Washington. It will be their shortest route to ocean-going vessels in the Northwest, which is critical for their global competitiveness. Down river and coastal locations require that shippers substitute more expensive truck and rail transportation for less expensive water transportation and, consequently, are less cost effective. By truck or rail, the shorter distance to West Hayden Island means less time and money for shippers, less fuel consumption and emissions into the environment, and less demand on road and rail capacity by the trade sector. Figure 2-3 shows West Hayden Island's proximity to rail and highway facilities.

Insert Figure 2-2

Insert Figure 2-3

2.3 West Hayden Island Previous Planning Actions

Portland General Electric

In 1978, Portland General Electric (PGE), one of the former property owners of West Hayden Island, initiated an extensive study to determine the appropriate use of the island. They conducted an inventory of the characteristics of the area, evaluated site requirements, economic feasibility, public impacts, and examined potential development alternatives. Over 40 government agencies, individuals, and organizations participated in this study. They determined a need existed for approximately 1,000 acres of land for future marine industrial use.

In 1987, the US Army Corps of Engineers published an Environmental Impact Statement (EIS) for a PGE-proposed marine industrial development of West Hayden Island (Corps, 1987). In 1982 and 1983, Multnomah County and the Metropolitan Service District (Metro) adopted a series of ordinances to support urbanization of the island in recognition of marine industrial development as the appropriate land use for West Hayden Island. Due to the planning actions taken by these jurisdictions, the 1987 EIS recognized that "public need has been identified by local, regional, and state government, and the commitment of this land for marine industrial development has been adopted as public policy". Some environmental permits were issued, but the PGE proposal was never carried out.

Port of Portland Marine Terminals Master Plan

In December 1991, the Port of Portland Commission approved a long-term master plan for the Port's marine terminals. The Marine Terminals Master Plan was adopted as a long-range strategic planning document, intended to provide the Port with a comprehensive approach for future marine facility planning and development. One of the principal findings of the plan was the Port's waterfront land base was rapidly shrinking and would be exhausted by the year 2010. It was therefore recommended that the Port pursue options for expanding its waterfront land resources within the Portland Harbor.

The options discussed in 1991 included:

- 1. Redevelop existing Port facilities to increase utilization, thereby conserving the remaining resources;
- 2. Acquire and redevelop existing facilities at non-Port properties;
- 3. Develop cooperative relationships with other ports on the Columbia/Snake River system; or
- 4. Acquire additional vacant waterfront land.

The Port decided to pursue all four options to meet future demands. Each of these recommendations has been and continues to be pursued by the Port.

With 60 to 80 percent of Portland's projected trade growth expected to move by rail, West Hayden Island will provide the rail connections the market needs. No other site in the Pacific Northwest provides the rail efficiencies inherent to West Hayden Island's unique location. West Hayden Island is situated where the Burlington Northern Santa Fe (BNSF) and Union Pacific (UP) rail lines first meet deepwater shipping. This location takes advantage of the water-grade Columbia River rail route through the mountains, which provides the shortest, most cost-efficient and fuel-efficient rail operation in the Northwest. By minimizing the distance between rail and deepwater connections, West Hayden Island will help relieve future congestion that growth and trade would add to the I-5 corridor. This would also provide added capacity for Puget Sound rail traffic and the future high-speed passenger rail service planned between Eugene, Oregon and Vancouver, BC. These are significant, important regional transportation planning considerations.

West Hayden Island is the last large vacant parcel of land in the metropolitan area that is suitable for marine terminal development. The amount of available waterfront land for development in the Portland metro area has steadily declined since 1960. Vacant, undeveloped land declined from 2,399 acres in 1960 to 1,292 acres in 1990. Excluding West Hayden Island, marine-related vacant land continued to decline to 258 vacant acres in 1997. These 258 acres were scattered over various land parcels, ranging in size from less than one acre to a little more than 42 acres. Most parcels are less than 15 total acres. An incremental increase in the demand for land suitable for marine cargo facilities of between 686 and 1,021 acres is projected by the year 2020. Excluding West Hayden Island, there is an estimated supply of only 258 vacant acres suitable for marine terminal development in the Portland metro area, none of which is of an adequate size to accommodate future planned terminals.

Recognizing the shortage of available property to support growth in marine-related use, West Hayden Island was brought into the regional Urban Growth Boundary by Metro in 1983 (11 years before it was acquired by the Port), based on its proposed future use for marine industrial activity. This central location, within the Urban Growth Boundary, is an important advantage for marine facility operators and the public alike. It will allow good proximity to labor and jobs, convenient access to marine services such as ship agents and pilots, and use of urban public services and cost-effective connections to infrastructure and utilities.

The location of the Port's future marine facilities at West Hayden Island is one part of a long-term strategy adopted in 1991 by the Port Commission to meet the need for marine development land. The Port Commission's decision to acquire West Hayden Island was driven by its recognition that Port waterfront land available and suitable for future marine oriented development would be exhausted by the year 2010. The Port's proposed marine complex at West Hayden Island is intended to respond to that need for future waterfront development land and to maintain the continued viability of Portland's and Oregon's economies, and will fulfill the Port's mission of providing

"competitive cargo and passenger access to regional, national and international markets in balance with the region's environmental goals. A related mission is to respond to growth and promote stability in industrial and commercial enterprise in the region and, in so doing, to help create and retain quality jobs."

Acquiring additional vacant waterfront property is part of the marine master plan strategy because:

- Existing marine facilities are at or will soon be at build-out capacity; and
- The available potential marine terminal sites within the Portland harbor diminish each year, and without retaining waterfront land options, the Port's flexibility in meeting the regional and state needs of the future is reduced.

In order to accommodate the future need for waterfront land for marine facility development, the Port acquired West Hayden Island in 1994 from PGE. The Port considered the site a strategic waterfront land resource, which will enable the Portland metropolitan area to maintain and enhance its statewide freight transportation role and strengthen its role in international trade.

Multnomah County Land Use Actions

On September 9, 1982, the Board of Commissioners of Multnomah County adopted Ordinances 333, 334, and 335 to allow for the planning of the proposed marine industrial use on West Hayden Island. Ordinance 333 changed the Comprehensive Plan designation of West Hayden Island from Natural Resource, Multiple Use Forest to "Urban," but retained the Rural Residential (MUF-19) zoning designations, pending further planning studies. At the time of the proposed land use amendments, it was recognized that the site was suitable to meet projected waterfront industrial acreage needs in the Portland region, but no specific plans for development were prepared at the time. Further detailed planning, such as engineering studies, could not be undertaken without a decision that the area was available for urban development. Ordinance 333, which changed the Comprehensive Plan designation to "Urban," provided assurance that the site could ultimately be developed as an urban use.

Additional actions were taken to entitle the proposed marine industrial development of West Hayden Island. Ordinance 334 revised the Hayden Island Plan, a community plan adopted in 1976 for the east portion of Hayden Island, to add growth management policies for that portion of Hayden Island west of the Burlington Northern Railroad (the subject property). Ordinance 335 amended the Multnomah County Comprehensive Framework Plan to add a marine transportation system policy, which states that the County's policy is to identify, evaluate and encourage the development of sufficient needed port and marine facilities.

Urban Growth Boundary Adjustment by the Metropolitan Service District

On April 3, 1983, Metro Council adopted Ordinance 83-151, which amended the regional Urban Growth Boundary to include West Hayden Island. Upon adoption, Multnomah County Ordinances 333 and 334, which converted the comprehensive plan designation to Urban, became effective. The basis for the approval was the demonstrated regional need and demand for a marine port industrial facility, and the finding of fact that no alternative sites exist to serve the region. The Metro Council recognized "the great importance of marine industrial facilities to the social and economic growth and vitality of the region, and that there are no alternative sites for deep draft marine industrial facilities, the positive social and economic consequences of an urban designation clearly outweigh the negative environmental consequences." The findings adopted with this amendment explained why marine industry was necessary within the Portland metropolitan region and specifically at West Hayden Island.

Urban Planning Area Agreement

In 1996, under the jointly adopted Urban Planing Area Agreement between the City of Portland and Multnomah County, land use planning authority for West Hayden Island was formally transferred to the City of Portland. Since that time, the City has worked with the Port of Portland to plan for the island's future urban use. Upon annexation, West Hayden Island will become a part of the City of Portland, and the City's comprehensive plan and zoning designations will regulate future development.

The City zoning code provides that areas annexed into the City from Multnomah County automatically receive comparable City zoning. The County MUF-19 zone, with a Significant Environmental Concern overlay, converts to Residential Farm/Forest (RF) with an Environmental Protection or Conservation overlay under the City of Portland "conversion chart", unless a special study, area plan or plan district precedes the conversion (Portland Development Code 33.855.080). The West Hayden Island Area Plan and related planning documents represent the special study needed to place the appropriate Comprehensive Plan and Zoning designations on the property in advance of annexation to the City of Portland.

The Residential Farm/Forest (RF) designation is not the most appropriate zone for West Hayden Island given the fact that the property is within the regional Urban Growth Boundary and the future plans for the Island are for marine terminal development. The RF zone permits land uses that are inappropriate given the long-range plans for West Hayden Island, while it prohibits marine industrial land uses. In order to obtain appropriate urban land use designations, the western half of the island must be rezoned and annexed to the City of

Portland to implement land use regulations that allow for marine industrial development.

Metro Functional Plan

In 1991, Metro adopted a general planning policy document called the Regional Urban Growth Goals and Objectives (RUGGOs). Metro later initiated the Region 2040 Project in order to develop more specific land use and transportation policies for the region. The 2040 Project resulted in the 2040 Growth Concept. In1995, Metro revised the RUGGOs to incorporate the 2040 Growth Concept, including the 2040 Growth Concept Map. The 2040 Growth Concept Map designates West Hayden Island for heavy industrial and open space use. This designation for industrial uses on the Concept Map reinforces the previous actions by Metro for the need for marine industrial uses. Metro expects that the exact zoning and comprehensive plan designations will be determined at the local level. This step is being accomplished through the proposed Area Plan.

Functional Plan Elements

In November 1996, Metro adopted the Metro Urban Growth Management Functional Plan (Functional Plan), intended to implement the 2040 Growth Concept portion of the RUGGOs. The Functional Plan contains a number of requirements that local governments, including the City of Portland, must meet in order to minimize the expansion of the Urban Growth Boundary, while ensuring capacity for development that accommodates the expected growth for 20 years.

Title 1

Title 1 of the Framework Plan, entitled "Requirements for Housing and Employment Accommodations" addresses employment and housing capacities that each jurisdiction must meet. Title 1 requires each city and county within the Metro region to determine the housing and employment capacity of its existing comprehensive plan and implementing ordinances. Each jurisdiction must determine calculated capacity for dwelling units and jobs, then increase calculated capacity, if necessary, to achieve the functional plan capacities in Table 3.07-1 (Title 1). A June 8, 1998 letter from Mr. Scott Pemble, Multnomah County, addressed this requirement regarding West Hayden Island and the appropriate jurisdictional responsibility for meeting the targets established by Metro. The letter, in part, states the following:

"Several amendments have been made to the Multnomah County and the City of Portland Urban Planning Area Agreement (UPAA) since 1996 to realign the planning responsibilities for West Hayden Island . . . In part, this was done to rationally respond to Metro's functional plan requirements and master plan work the Port of Portland needed to complete for West Hayden Island. . . .

Given the West Hayden Island land use planning relationship that has existed since 1996, it would be appropriate to reassign the Urban Growth Management Functional Plan, Table 1 'Dwelling Unit' and 'Job Capacity' allocation for West Hayden Island to the City of Portland. If this reassignment were done, it would accurately reflect current planning responsibilities."

The City of Portland concurred with the County request, and agreed that 640 jobs should be transferred from Multnomah County's Functional Plan Table 1 to the City's Table 1. The number of jobs is based upon employment estimates for public facilities planning and utility sizing requirements done for the Port of Portland's West Hayden Island Development Program document (March 1997; Table 12–Utility Requirements). Through a letter dated July 15, 1998, from Elaine Wilkerson, Metro's Director of Growth Management Services Department, the request for a transfer of allocated jobs from the County to the City was granted administratively by Metro. This action further supported the anticipated need for industrial land uses and employment within the City of Portland through the Port's marine industrial development of West Hayden Island.

Title 3

The purpose of this title is to protect the beneficial water uses and functions and values of resources within the Water Quality and Flood Management Areas. It intends to limit or mitigate the impact on these areas from development activities, protect life and property from dangers associated with flooding and work toward a regional coordination program of protection for Fish and Wildlife Habitat Areas.

In recognition of the Port of Portland's Development Program, including this Area Plan and its environmental components, Metro's Title 3 Water Quality and Flood Management Areas regulations have not been applied to portions of West Hayden Island anticipated for marine-related water-dependent uses. Figure 2-4 shows where Metro's Title 3 regulations apply on West Hayden Island. The Title 3 map adopted by Metro in 1998 is the most recent action by Metro in support of the recognized need for marine industrial development specifically on West Hayden Island. Further mapping by Metro to implement the Fish & Wildlife Conservation section of Title 3 is pending at this time. The Natural Resource Element, Volume 2 of the planning documents, provides discussion about this regional rule process (Regional Goal 5).

Insert Figure 2-4

2.4 West Hayden Island Development Program

Port of Portland 1997 Development Program

From 1995 to 1997, the Port conducted an extensive study of West Hayden Island. This effort resulted in the adoption by the Port Commission of the West Hayden Island Development Program in March 1997. The Development Program established a master plan for West Hayden Island and feasibility for developing 556 acres for marine industrial use, and setting aside 269 acres for open space. The 1997 Development Program anticipated three phases of marine terminal development and included, in addition to marine terminal facilities, a new bridge connecting West Hayden Island to Marine Drive, and open space/recreation areas (see Figure 2-5).

1999 West Hayden Island Development Program

Since completion of the Development Program in 1997, ongoing efforts have more specifically addressed the operations and implementation of marine facilities on West Hayden Island. As a result of these actions, the 1997 Development Program has been revised and the amount of area proposed for development has been modified. These revisions are the result of more detailed engineering assessments of marine terminal operational requirements. The 1999 Development Program identifies a development envelope for marine terminal uses of 610 acres (approximately 70 percent of West Hayden Island). The remaining 217 acres (approximately 30 percent) of the island will be devoted to open space.

Figure 2-6 shows the recommended 1999 Development Program, including the new bridge connecting West Hayden Island to Marine Drive. In 1998 the Port amended the 1997 Development Program to indicate its intent to build the new bridge concurrently with the first phase of development on the island, pending successful funding and permitting applications. This action was taken in response to concerns expressed by the community relating to existing traffic congestion, the impact of construction traffic, and traffic from the facility after completion.

The Development Program envisioned marine industrial development of the island to occur in three phases over a 30-year time period, as shown on Figure 2-6. It was anticipated that Phase 1 would occur within five years following adoption of the Area Plan. Phase 2 was estimated to occur within 10–15 years and Phase 3 within 15–20 years. Figure 2-7 provides a computer-generated image of West Hayden Island upon full build-out. The actual type of marine industrial use that will locate within the development footprint will be market-driven.

Specific clients are not identified at this time. This discussion on phasing is provided in the Area Plan for information purposes only and is intended to provide an overview of one possible development scenario that has been considered by the Port. The phasing program is not intended to be binding on any future development approvals and is irrelevant to the zoning/comprehensive plan designation, Area Plan, and annexation processes.

Insert Figure 2-5 (Old Figure 2-7)

Insert Figure 2-6

Insert Figure 2-7 (Old Figure 2-8)

WEST HAYDEN ISLAND COMPREHENSIVE PLAN / ZONING

3.1 Purpose

West Hayden Island is within unincorporated Multnomah County, but under the planning jurisdiction of the City of Portland. Prior to marine-related development occurring, West Hayden Island must be formally annexed into the City of Portland.

The City of Portland Zoning Code contemplates instances where planning in advance of annexation would be an appropriate course of action. Portland Zoning Code Section 33.855.080 applies to areas annexed to the City and states:

33.855.080 Recently Annexed Areas

Areas annexed into the City of Portland from Multnomah County automatically receive comparable City zoning upon being incorporated into the City. Comparable zoning is shown on Table 855-1 and will apply to the area unless it is superseded by a special area study or a plan district. [Emphasis added]

In the case of West Hayden Island, if the property were annexed to the City without the benefit of a special area study or a plan district, the comparable City zoning upon annexation would be Residential Farm/Forest (RF). The RF zoning category is the most comparable to the current Multnomah County zoning of Multiple-Use Forest 19 (MUF-19). Neither zoning category, however, would be considered appropriate for the planned marine industrial uses or for any urban use on West Hayden Island. Therefore, in 1998 the Port of Portland began the process to prepare a special area study and plan district in accordance with Section 33.855.080. The West Hayden Island Area Planning Documents represent the fulfillment of the special area study envisioned by the City Code.

The following sections describe in more detail the recommendations for each element of the Area Plan. The other documents are presented as separate volumes that comprise the West Hayden Island Planning Documents.

3.2 Comprehensive Plan Designations

The Area Plan proposes that the Comprehensive Plan designation for West Hayden Island become Industrial Sanctuary and Open Space. West Hayden Island is currently designated Urban on the Multnomah County Framework Plan. The Area Plan establishes two City Comprehensive Plan designations for the 827 acres covered by the Area Plan (Figure 3-1):

Industrial Sanctuary (IS)

Industrial Sanctuary (IS) is proposed on 610 acres on West Hayden Island. The IS designation is the comprehensive plan designation used to identify areas in the City that are best suited for locating industrial businesses and is the most appropriate Comprehensive Plan designation for the anticipated marine industrial development on the property. Commercial uses are accessory and limited, mainly serving employees and visitors in industrial areas. The City of Portland's Comprehensive Plan policies describe the value of industrial uses as an important economic resource.

The City's Industrial Sanctuary Policy intends to protect and preserve industrialzoned land and industrial uses distinct from other uses. The objectives are to:

- 1) ensure adequacy of public facilities and services;
- 2) prevent speculative pressure that can outbid the ability of the industry to be retained, relocated, or attracted; and
- 3) prevent land use conflicts.

Open Space (OS)

The Open Space (OS) comprehensive plan designation is proposed on 217 acres of West Hayden Island. The OS designation is intended for lands that serve an open space function, primarily public lands but also some private areas. These areas serve many functions including: and protecting sensitive or fragile environmental areas, preserving scenic qualities, providing contrast to the built environment, preserving water capacity and quality, and providing opportunities for outdoor recreation. This is the most appropriate zone for the areas the Port anticipates setting aside for preserving and improving wildlife, habitat, scenic, and limited recreational resources.

3.3 Base Zone Designations

The Area Plan proposes that the City adopt Base Zone designations for West Hayden Island of Heavy Industrial (IH) and Open Space (OS). The Area Plan establishes boundaries for two City Base Zone designations for the 827 acres covered by the Area Plan (Figure 3-2):

Figure 3-1

3-3

Figure 3-2

Heavy Industrial (IH)

The City of Portland identifies three industrial zones that correspond with and implement the Industrial Sanctuary Comprehensive Plan designation:

- General Industrial 1 (IG1);
- General Industrial 2 (IG2); and
- Heavy Industrial (IH)

Heavy Industrial (IH) is the most appropriate designation for marine-related development for the 610 acres identified as Industrial Sanctuary.

The IH zone is the base zone that is currently applied to Port of Portland marine facilities in the City. The IH zone provides a location where a wider range of industrial uses may locate. Development standards for this zone are designed to ensure safe, functional, efficient, and environmentally sound development. The IH zone will allow for the development of marine terminal facilities, and is appropriate for the proposed use. The City has further recommended the IH base zone be modified through the accompanying Plan District to more specifically reserve WHI to marine industrial uses by narrowing

Open Space (OS)

Open Space is proposed on 217 acres. The Open Space (OS) zone corresponds with the Open Space Comprehensive Plan designation. This zone is intended to preserve public and private open and natural areas identified in the Comprehensive Plan. These areas serve functions including: protecting sensitive or fragile environmental areas, preserving scenic qualities; contrasts to the built environment; and providing opportunities for outdoor recreation.

3.4 Environmental Overlay Zone (E-Zone)

The Natural Resource Element of the Area Plan has identified areas of natural resource significance. Consistent with the City of Portland's approach for recognizing significant natural resource areas and balancing future development impacts through zoning provisions, the Area Plan has defined conservation, mitigation, and protection measures in the Plan District to be applied to applicable portions of West Hayden Island. Standards and resource mitigations as defined in the West Hayden Island Plan District will govern marine-related development within the IH zone. The remainder of the Island will be subject to environmental standards that have been developed specifically for West Hayden Island and will supercede the Environmental Zone standards contained in Chapter 33.430 of the Portland Zoning Code. (See Figure 3-3).

Insert Figure 3-3 E-Zone

3-6

3.5 Summary of Other Planning Documents

West Hayden Island Plan District

The West Hayden Island Plan District implements the Comprehensive Plan and Zoning requirements. Chapter 33.500.020 (Establishment and Removal of Plan Districts) of the Portland Code states that:

A plan district may be established or removed as the result of an area planning study, reviewed through the legislative procedure.

The West Hayden Island Area Plan represents the area planning study used to establish the West Hayden Island Plan District. Chapter 33.500.050 (Adoption Criteria) of the Portland Code sets forth the adoption criteria for establishment of a plan district:

A. The area proposed for the plan district has special characteristics or problems of a natural, economic, historic, public facility, or transitional land use or development nature which are not common to other areas of the City;

The West Hayden Island Planning Documents clearly document the special characteristics of West Hayden Island and the natural, economic and development features that are unique to future development on the island. The Plan District provides an opportunity to recognize these features and tailor specific use and development regulations to guide future development on the island.

B. Existing base and overlay zone provisions are inadequate to achieve a desired public benefit or to address an identified problem in the area;

The Area Plan applies new base and overlay zones to West Hayden Island. These zones achieve two desired public benefits:

- · Reserve and recognize waterfront industrial property to meet the documented demand for marine terminal facilities; and
- · Provide open space for public use and natural resource protection.

As noted previously, the existing base zone (Multnomah County MUF-19) is inappropriate for the property.

C. The proposed plan district and regulations are the result of a legislative study or plan documenting the special characteristics or problems of the area and how a plan district will best address relevant issues:

The West Hayden Island Area Planning effort represents a legislative study that documents the special characteristics of the island. The Plan District has been

developed to specifically recognize and address the unique development opportunities on West Hayden Island and to balance future development with natural resource issues.

D. The regulations of the plan district are in conformance with the Comprehensive Plan and continue to meet the general purpose and intent of the base zone and any overlay zones applied in the district, and do not prohibit uses or development allowed by the base zone without clear justification.

The regulations of the Plan District have been developed in conjunction with amendments to the Comprehensive Plan, Base Zone and Overlay Zones and have been drafted to implement the anticipated marine, industrial, and open space uses on West Hayden Island. There are three distinct areas of future use on West Hayden Island that are recognized within the Plan District:

- Marine Development Area (Subdistrict A)
- · Natural Resource Area (Subdistrict B); and
- · Recreation Area (Subdistrict C)

The Plan District defines these areas as Subdistricts A, B, and C for the purpose of distinguishing areas where natural resources will be protected and where they will be impacted by the approval criteria for development within each subdistrict. The full text of the West Hayden Island Plan District is included in Volume 5.

Natural Resource Element (NRE)

The West Hayden Island Area Plan Natural Resource Element documents City of Portland compliance with Statewide Planning Goal 5: *Natural Resources, Scenic and Historic Areas, and Open Spaces* for West Hayden Island. This document follows the procedures and criteria specified in Oregon Administrative Rules (OAR) 660, Division 23, adopted by the Oregon Land Conservation and Development Commission on June 14, 1996. The Goal 5 OAR "establishes procedures and criteria for inventorying and evaluating Goal 5 resources and for developing land use programs to conserve and protect significant Goal 5 resources" (OAR 660-23-000(1)).

The West Hayden Island Natural Resource Element contains the basic step-wise components required by OAR 660-23:

- Goal 5 resource inventory information;
- Determination of Goal 5 significant resources;
- Identification of conflicting uses;
- Determination of impact area;
- Analysis of economic, social, environmental and energy (ESEE) consequences;
- Development of a program to achieve Goal 5.

The program development to achieve Goal 5 has then been translated into development standards and measures to balance marine industrial development with the Island's natural resources. The implementing environmental standards are included in the West Hayden Island Plan District.

Wetlands and Uplands Mitigation Plans/North Shore Development Standards

Because of the natural resource values of West Hayden Island, mitigation plans were prepared to address wetland and upland forest losses to development. The mitigation plan includes those actions that will be taken to enhance and replace environmental areas and values displaced by marine-industrial and recreation development. Development standards were also prepared to guide the redevelopment of the north shore riparian habitat areas.

Wetland compensatory mitigation would consist of a combination of enhancement of approximately 8.4 acres of existing wetlands and creation of approximately 39.2 acres of new wetlands, for a total of 47.6 acres of wetlands. This mitigation compensates not only for new, but also includes the 1.148 acres of wetland inadvertently filled in the dredged disposal area. This mitigation was designed to meet the State requirement of 3 acres of wetland enhancement per acre of wetland filled, and 1.5 acres of wetland created per acre of wetland filled.

The draft upland mitigation plan describes preservation of 106 acres of onisland riparian forests and meadows and creation of 201 acres of high value riparian forests and meadow habitat on Government Island (110 acres restored and 91 acres enhanced). Of the existing 488 acres of riparian forest area on West Hayden Island, the Port development will impact 235 acres, and 70 acres of meadow.

The north shore riparian community has been divided into three separate zones based on elevation and development standards were developed for each zone. The objectives of these standards is to help preserve the continued viability of north shore habitats.

The mitigation plans and development standards are included by reference in both the Natural Resource Element/Goal 5 analysis protection plan and the Plan District. The full mitigation plans and development standards are presented in Volume 6 of the West Hayden Island Planning Documents.

Transportation Analysis

The transportation analysis was conducted in cooperation with Hayden Island residents and businesses, the West Hayden Island Area Plan Advisory Committee, and with key agencies in the region with transportation funding and/or construction responsibilities. These key agencies included ODOT, the City of Portland, Metro and the Federal Highway Administration.

The proposed West Hayden Island development is located in an unincorporated area immediately adjacent to the City of Portland and directly west of I-5. Ultimately, the development will be connected to Marine Drive via a new bridge that will be built when permitting is secured and as funding and marine facility tenants are available. Marine Drive is currently designated as a truck route connecting the Port's other marine terminals and the Rivergate Industrial Area of I-5.

The entire Transportation Analysis is included in Volume 4 of the West Hayden Island Planning Documents and includes:

- Existing and likely future background traffic conditions in the study area;
- Trip generation and a traffic impact assessment for various stages and types of marine facility development, including access options considered, expected levels of truck activity, and construction-related impacts;
- A discussion of the proposed West Hayden Island Bridge, including traffic operational design parameters, access benefits resulting from the bridge, and potential for cut-through traffic impacts; and
- Traffic impact mitigation and other transportation infrastructure improvement requirements.

The Transportation Analysis recommends the following actions:

- Concurrent with trip generation at the levels identified in the analysis, the Port should develop and implement the identified transportation system improvements to mitigate adverse traffic operational impacts.
- Due to the potential diversion of traffic away from the I-5/Marine Drive interchange with implementation of the West Hayden Island Bridge, some small mitigation of the projected PM peak hour Level of Service F conditions might be expected. However, long-term solutions to congestion at this interchange and along I-5 should be developed as part of the I-5 Trade Corridor Study. The Port of Portland should participate in improvements commensurate with the level of traffic contributed at these locations by the West Hayden Island project.
- The Port should participate in a Commute Trip Reduction program to minimize employee trip-making to/from its Hayden Island marine facilities.
- As necessary and appropriate, the Port should explore strategies to reduce any adverse impacts that might result from cut-through traffic traveling between Marine Drive and Hayden Island Drive.
- The Port should work closely with its contractors and the City of Portland to develop and implement strategies to reduce traffic impacts associated with construction activity.

The elements of the Transportation Analysis were used to prepare an Intergovernmental Agreement (IGA). This IGA will be specific as to the responsibilities of both the Port of Portland and the City of Portland for

transportation improvements and the phasing of those improvements as West Hayden Island develops.

Transportation Intergovernmental Agreement

A Transportation Agreement between the City of Portland and the Port of Portland is proposed as a part of the implementation of the Area Plan. The elements of the Transportation Agreement are based upon the Transportation Analysis that evaluated the transportation system impacts of the anticipated development on West Hayden Island. The Transportation Agreement specifies the future responsibilities of the Port and the City for planning, monitoring, and improving the surface transportation system to address the transportation impacts associated with the West Hayden Island Development Program. Specifically, the Transportation Agreement sets forth the following transportation improvements that will occur in conjunction with the development phases:

For development that generates less than 450 daily trip ends, the Port has the following traffic improvement obligations:

- No traffic mitigation measures
- Construct a two-lane road between the westerly terminus of Hayden Island Drive and the marine facility, built to industrial street standards established by the City.
- Unless otherwise constructed or under construction, conduct restriping and signalization improvement to the Hayden Island Drive and Center Avenue intersection, not to exceed \$305,000.

For development that is projected to generate between 450 and 1,000 daily trip ends, the Port has the following traffic improvement obligations:

- Provide restriping and signalization improvements to the Hayden Island Drive and Center Avenue intersection.
- Reconstruct Hayden Island Drive between the Center Avenue vicinity and the four-way stop controlled intersection at the existing mobile home park. The existing three-lane cross-section will be maintained and appropriate traffic control modifications will be made as appropriate and warranted. The cost of this improvement will not exceed \$3,400,000.
- Add a southbound left-turn lane and signal at the intersection of Center Avenue and the I-5 southbound ramps., at a cost not to exceed \$250,000.
- Improvement the sidewalks on Hayden Island in the vicinity of I-5 and the Hayden Island and Center Avenue intersection, at a cost not to exceed \$250,000.

For development projected to generate in excess of 1,000 daily trip ends, the Port will have the following traffic improvement obligations:

• Before commencing with this state of development, the Port shall construct the West Hayden Island Bridge and bridge approach roads to link West

Hayden Island with North Marine Drive, unless the Port elects to contribute to construction of an alternate bridge as may be defined through other regional studies.

• The Port will provide restriping and signalization improvements to the Hayden Island Drive and Center Avenue intersection, not to exceed a cost of \$305,000.

In addition to these traffic mitigation measures and traffic circulation enhancements, the Port agrees in the IGA to:

- Establish and maintain a commute trip reduction program for the employees of marine facility tenants on West Hayden Island;
- Before beginning each phase of developed, develop a construction traffic management plan to minimize construction-related vehicle trips on Hayden Island Drive, to the extent practicable and cost-effective; and
- Prepare and submit a traffic study to support any building or development permit request.

The full text of the Transportation Intergovernmental Agreement is included in Volume 7. The IGA will provide the following benefits to the community, the City of Portland and the Port of Portland:

Community Benefits

The Transportation Agreement sets forth the transportation improvements that the community can expect to occur when development on West Hayden Island proceeds. The agreement specifies transportation improvements, timing of those improvements and financial commitments on the part of the Port of Portland to provide improvements that are tied to the development of West Hayden Island. An example of this is the stated commitment by the Port to seek permits and funding to construct the new bridge to Hayden Island concurrent with specific development elements.

City of Portland Benefits

The Transportation Agreement is a part of the West Hayden Island Area Plan and all future land use approvals will be reviewed against the commitments included in this agreement. When a development application is formally submitted to the City, the review process will consider the requirements set forth in the agreement and condition development approvals to provide the transportation improvements associated with a specific element of development.

Port of Portland Benefits

By agreeing to specific transportation improvements, timing of those improvements, and financial commitments that are tied to the development of West Hayden Island in the Area Plan, the Port of Portland achieves a level of certainty that it can rely upon as it prepares its development program. The

Transportation Agreement allows the Port to factor in the costs and the timing of transportation improvements into its financial planning for infrastructure improvements on West Hayden Island. It will also support the Port's efforts to seek funding for transportation improvements from various sources.

4

WEST HAYDEN ISLAND PUBLIC AND AGENCY INVOLVEMENT EFFORTS

4.1 Overview

Following the Port of Portland's acquisition of West Hayden Island in 1994, two significant public involvement steps occurred. First, in 1996 the Port formed the West Hayden Island Planning Advisory Committee (PAC) to assist in the consideration of development alternatives for the property. The PAC worked with Port of Portland staff into 1997 to prepare the recommendations that resulted in the West Hayden Island Development Program adopted by the Port of Portland Commission in March 1997.

Secondly, in August 1998 the West Hayden Island Advisory Committee was established to provide advice and input into the land use, natural resource and transportation planning studies associated with the City of Portland Area Plan process. This Advisory Committee assisted the Port of Portland in applying City of Portland Comprehensive Plan and Zoning designations to the property, the preparation of the West Hayden Island Plan District, the Natural Resource Element and Mitigation Plan, and the recommendations contained in the Transportation Agreement.

4.2 1997 Development Program Planning Advisory Committee

Public involvement for the 1997 West Hayden Island Development Program was essential to producing a plan for future facilities that represented both a sound business investment for the Port of Portland and a program that would

be compatible with the surrounding community. Community participation for the Development Program was solicited through two forums:

- Planning Advisory Committee
- Community Focus Meetings

The Planning Advisory Committee (PAC) was a 25-member committee comprised of neighborhood representatives, transportation industry representatives, environmental organizations, public agencies, and community leaders. The Committee was established to help Port of Portland staff make key decisions in the development of the plan. The PAC met eight times during the course of the study, and toured West Hayden Island and existing Port of Portland facilities.

Four Community Focus Meetings were held during the preparation of the 1997 Development Program. Each community meeting was advertised in local newsletters and papers, and was timed to solicit community input at each phase of the project. The meetings were conducted in an open-house format, with workstations established to explain major aspects of the study. Suggestions were recorded at each workstation, and written comment forms were also collected. Compiled comments were then distributed to the PAC.

A Hayden Island Access Study Group, chaired by Hayden Island Network Association of Neighborhoods (HINooN), was formed to consider transportation and access issues. It included representatives of the community, the Port of Portland, City of Portland, Metro and the Oregon Department of Transportation (ODOT). As a result, additional transportation studies were conducted to better define access issues and solutions.

While a number of topics were discussed and resolved with the PAC, issues related to transportation and access, and natural resource and open space uses were particularly key to the committee. The following provides a summary of these issues:

Transportation

There were three key issues related to transportation: the potential for cutthrough traffic from the development project through the Hayden Island community; the timing of the new bridge connection to Marine Drive; and construction traffic impacts.

Cut-through Traffic

As a result of neighborhood concerns, the Port of Portland conducted additional traffic assessments to better understand the potential for cut-through traffic. The analysis was conducted to determine whether the bridge and streets

on the west side of Hayden Island (developed as a part of the West Hayden Island Development Program) should be connected to the east side of Hayden Island. The concern was that this connection would encourage "short-cutting" through Hayden Island by traffic traveling between North Portland/Columbia Corridor and Vancouver. This traffic could potentially be attracted to Hayden Island and the new bridge to avoid the Marine Drive or Interstate Avenue interchanges, which are heavily congested during the p.m. peak hour.

The general conclusion of this analysis was that there was a potential for cutthrough traffic during the p.m. peak hour, when travel via Hayden Island was perceived to be faster than travel via Marine Drive. The diversion potential during this time period was estimated to be between 100 and 400 vehicle trips in both directions.

In joint discussions with the City and neighborhood residents, it was agreed that connecting the street with eastern portions of the island was in the public interest, despite the potential for cut-through traffic. To address the potential for cut-through traffic, the Port of Portland agreed that once the bridge connecting to Marine Drive was built, the resulting traffic patterns would be monitored and managed. A number of traffic management strategies were suggested for the Port of Portland to consider following bridge construction. These included:

- Developing design solutions that make the connecting route less attractive from a travel-time perspective. This included streets that are curvilinear rather than straight, and design solutions at the southern bridgehead to minimize the attractiveness of this route.
- Utilizing off-site traffic calming techniques on Hayden Island Drive.
- · Implementing tolling/congestion pricing on the bridge, which could potentially provide a portion of financing for a new bridge.
- Employing off-site improvements which would reduce the delays at the I-5/Marine Drive interchange and reduce motorists' desire to seek a shortcut.
- Designing off-site improvements to make the Columbia Boulevard/I-5 interchange a full interchange to relieve some of the Marine Drive/I-5 interchange congestion.

West Hayden Island Bridge

The 1997 West Hayden Island Development Program included the recommendation that the new bridge connection to Marine Drive be constructed prior to or in Phase 2 of development on the Port of Portland's property. The bridge will serve as the principal access route to the marine terminals, and the only access route for trucks using the terminal facilities. Secondary access will also be provided via Hayden Island Drive, but restricted to use by automobiles and emergency vehicles only. The key conclusions of the community discussions on the new bridge included:

- The Port of Portland will seek funding for a bridge to serve the Development Program. Efforts should begin immediately to obtain federal funding, because of the difficulty and lead-time required.
- There was a general consensus that the additional bridge would help the existing Hayden Island traffic by providing another access route for both general traffic and emergency response. However, there is a need to monitor this traffic, so that cut-through traffic will not be attracted to use a future bridge to avoid other congested areas.
- The Port of Portland will incorporate the bridge into upcoming environmental and permitting actions, so that timing of permits will not delay construction.
- There was agreement that the City would set strict limits on Port of Portland traffic on Hayden Island Drive as a part of the first Port land use application. This will ensure that Port of Portland development will not proceed into other phases until a bridge is developed.

Construction Traffic

At the request of HINooN, the Port of Portland analyzed potential construction traffic from the first phase of construction to identify roadway impacts prior to the construction of a bridge. The Port evaluated the potential of utilizing a barge system to handle most of the truck and material deliveries to the project during Phase 1 construction. It was determined that such a system would be feasible at a modest cost. The opportunity to use the same system for employees was discussed, but no specific conclusion was reached with regard to the best approach for bringing employees to the site.

The Port of Portland concluded that the best approach to resolving the issue of construction worker access to the job site was to work with the contractors, the City, and the neighborhood on a mutually acceptable construction management program, once actual construction schedules and patterns are fixed.

After review of the construction traffic management issues, the Port of Portland indicated its intent to pursue the following actions:

- Identify and reserve through its Land Use and Development Plans a suitable construction staging area in North Rivergate that can be used for the proposed barge access during West Hayden Island construction. The Port of Portland will also identify the barge delivery site on the south side of Hayden Island to be used for the receipt and staging of equipment and materials. The Port of Portland will incorporate permits for this facility for construction in its Phase 1 program.
- · Construct the rail connection to West Hayden Island as one of the first elements in the Phase 1 development, so that this mode can be utilized for the delivery of materials and equipment.

- · Involve HINooN and the City of Portland with its future contractors in the development of a construction management program to deal with outstanding traffic, noise, and vibration issues.
- · Incorporate these management concepts into the Port of Portland's approach to bridge construction and Phase 2 construction. Prior to the start of a project, the Port will develop a construction management plan with HINooN and the City to minimize traffic impacts on Hayden Island.

Natural Resources and Open Space

Currently, West Hayden Island is virtually inaccessible to the public, except by boat, where coves and beaches are sometimes used for mooring, camping, picnicking and swimming. During the preparation of the 1997 Development Program, the PAC and community noted that the areas of open space that would remain on West Hayden Island present opportunities for both wildlife habitat and recreation. Hayden Island residents expressed a desire for access to the open space on West Hayden Island, and for some level of passive recreation. They also stated a concern for the preservation of wildlife, which inhabit West Hayden Island.

As a result of these discussions, the 1997 Development Program identified a series of guiding principles for open space development and natural resource preservation for consideration as West Hayden Island develops. These included:

- West Hayden Island is a valuable habitat to both terrestrial and aquatic species. Therefore, preserving habitat should be the priority around which open space is designed.
- The natural, undeveloped character of the island is an asset to Portland. It presents residents with the opportunity to experience this type of landscape.
- · Design alternatives should maximize continuous wildlife corridors and minimize activity in sensitive areas.
- Low ecological impact "passive" recreational uses, such as hiking, running, wildlife observation, nature study, canoeing, or kayaking are deemed to be the most appropriate uses for West Hayden Island.
- · Safety and compatibility of cyclists and pedestrians with truck and auto traffic is an important consideration in the design of trails and island access.
- Efforts should be made to deter landing on more sensitive shorelines and to encourage boating activity in the most appropriate areas away from the Port of Portland's deep-water facilities and natural areas.

Concerns about the types of misuse which are often characteristic of isolated, natural sites in urban areas (illegal hunting, bonfires, vagrant camping, dumping and personal safety) will be a consideration in the development of recreational facilities and the management of open space.

4.3 West Hayden Island Area Plan Advisory Committee

The adoption of the 1997 West Hayden Island Development Program set the stage for the preparation of the West Hayden Island Area Plan. The recommendations from the 1997 Development Program provided the foundation for many of the land use, transportation and natural resource elements contained in the Area Plan.

The West Hayden Island Area Plan was guided by the Advisory Committee (established in August 1998). Comprised of neighborhood, business and agency representatives who had an interest in future development activities on West Hayden Island, the Advisory Committee met 17 times in regular meetings and for special issues to review and shape the various elements of the Area Planning documents. The purpose of the Advisory Committee was to:

- Advise the Port of Portland in preparing an Area Plan, Natural Resource Element, Plan District, and Transportation agreements which implement the West Hayden Island Development programs, while balancing protection of natural resources on West Hayden Island and minimize neighborhood impacts.
- Provide advice and input to the Port of Portland for the preparation of the West Hayden Island Area Plan, Natural Resource Element, and Plan District consistent with City of Portland policies and requirements.
- Provide community and business advice and input on the elements of the Area Plan and Natural Resource Element leading to preparation of a plan to submit to the City of Portland.

Prior to each committee meeting, members received a workbook that detailed the issues to be discussed, provided background information for review and noted the desired outcomes from the meeting. The Advisory Committee provided guidance to the Port of Portland on project goals and objectives, key issues pertaining to the Development Project, and input to the Area Plan and Natural Resource Element recommendations. A list of members and the organization each member represents follows:

West Hayden Island Area Plan Advisory Committee

Alexander, Bob Portland Development Commission Anderson, Jim Foss Maritime Clay, Bob City of Portland, Planning Bureau Dingfelder, Jacqueline Coalition for a Livable Future Donaldson, Sue **Portland Parks and Recreation** Eatwell. David M. **Kenton Neighborhood Association Oregon Wheat Commission** Fritz, Richard **Portland French Bakery** Gemmet, Mike City of Portland, Bureau of Transportation Gerber, Steve Guthrie, Greg Burlington Northern Santa Fe Hoglund, Mike Metro Hval, Linda St. John's Neighborhood Association Jacobs, Marcy Oregon Economic Development Department Kaiser, Jef **Oregon Department of Transportation** Kershaw, Jeff **Jantzen Beach Shopping Center** McEwan. Jeff **Hanjin Shipping** Port of Portland, Commissioner Nelson. Ann Ramis, Tim **Columbia Corridor Association** Ransmeier, Scott China Overseas Shipping (COSCO) Salinger, Bob **Audubon Society of Portland** Satchell, Greg **PGE** Schlueter, Jonathan Pacific Northwest Grain & Feed Assoc, Inc. Valenta, Walter **Bridgeton Neighborhood Association** Wentworth. Laurel City of Portland, Bureau of Transportation Hayden Island Neighborhood Association Whitman, Gayla

4.4 Area Plan Goals

To assist the Advisory Committee discussions on the Area Plan and Natural Resource Element, a set of Project Goals was established. The Goals reflected the various issues that the committee considered.

Overall Project Goal

The overall project goal for the West Hayden Island Area Plan is twofold:

- Develop an Area Plan that implements the West Hayden Island Development Program to meet the long term economic development needs of the Region's 2040 Plan, by providing the region and state with needed marine facilities to maintain economic competitiveness in a world economy; and
- Identify methods within a Natural Resource Element that will maintain, protect, and enhance natural resource functions and values within the West Hayden Island planning area.

Area Plan Goal

• Identify comprehensive plan and zoning boundaries, and development policies and standards that permit marine-related development, open space and natural resource protection to occur within an adopted land use plan for West Hayden Island.

Transportation Goals

- Identify transportation improvements that will accommodate traffic resulting from the Development Program in a manner that minimizes impacts to:
 - Ø residential and commercial areas;
 - Ø open space and natural resource areas; and
 - Ø the local and regional transportation system.
- Ensure that adequate and appropriate accessibility to and from the island is provided to accommodate marine terminal traffic. This access should be provided in a manner that enhances traffic safety, operating efficiency and provides multi-modal travel opportunities to users of the transportation system.
- Develop a Transportation Agreement with the City of Portland that identifies transportation improvements, project timing and financing alternatives necessary to accommodate development-related traffic to and from West Hayden Island.
- Minimize conflicts between commercial and recreational marine traffic.

Natural Resource Element Goal

• Maintain, protect and enhance identified natural resource functions and values and minimize development impacts while implementing the West Hayden Island Development Program.

Open Space Area Goal

 Identify areas for passive recreation and public access and areas solely for protection of the natural environment to provide opportunities for recreation, education and research on West Hayden Island in a manner that avoids and/or minimizes adverse impacts to the resources.

Development Program Goal

• Within the industrially zoned development area, implement Best Management Practices to protect, manage and enhance natural resource functions and values and minimize impacts as development occurs.

Mitigation Goal

- Identify appropriate areas, both on- and off-site, for mitigation plans that
 meet or exceed local, state and federal laws and regulations to compensate
 for future development impacts to West Hayden Island natural resource
 functions and values.
- Priority shall be given to the identification of on-site mitigation.

4.5 Advisory Committee Issues

The Advisory Committee discussed numerous issues related to the Area Planning documents. These issues are generally in the topics of , transportation, natural resource/open space, and alternative sites. The Advisory Committee provided extensive input to the elements of the Transportation Agreement and the direction set in the Natural Resource Element, particularly related to the future use of the open space area. A summary of issues raised by the Advisory Committee and action taken to respond to these issues is included in the Appendix.

Transportation

With regard to the Transportation Agreement, the Advisory Committee supported the concept of providing the new bridge to West Hayden Island as a part of the Phase 1 development on the Island. The Committee recognized that the Port will be required to obtain funding and permits for the facility prior to a final commitment to construct the bridge. However, the Committee recognized the benefit to the wider community of having the bridge in place, not only for access to the Phase 1 development, but for overall traffic circulation in the Hayden Island area. While some discussion occurred regarding the potential to use the new bridge as a "cut-through" route to Interstate 5, the Committee believed that this was a minor issue and that there would be no real advantage to a motorist to access Interstate 5 via the new bridge.

The Committee also felt that the Port of Portland should commit, through the Transportation Agreement, to a set of improvements that would be constructed as development occurred on the Island to mitigate any impacts generated from the development. The Transportation Impact Analysis identifies a series of transportation mitigation steps for the Port to take as development occurs over time and these are articulated in the Transportation Agreement.

Natural Resources

With regard to natural resources, the Advisory Committee recognized the need to balance development impacts with protection of the Island's natural resources. There was agreement with the Open Space Comprehensive Plan and Zoning designation on 217 acres of West Hayden Island. Within the 217 acres the Committee indicated their agreement with the idea of establishing the following two Open Space subareas on the island for open space use and management:

West of Hayden Island Bridge - Public access and recreational activities would be restricted. This area, approximately 165 acres, would be preserved for natural resource protection, conservation and for natural resource mitigation activities associated with development on the Industrial portion of West Hayden Island. Natural resource agencies have expressed a desire to protect mitigation sites from human intrusion and activity in order to protect the sites for mitigation purposes.

Therefore, the Area Plan proposes that this area be designed in a manner that does not encourage public use for recreational activities, or any public access, in order to minimize potential disturbance of wildlife and their habitats by these activities. The bridge would essentially become a barrier for public access to the West.

East of Hayden Island Bridge - Public access and recreational activities would be allowed. Any future public access, recreational or educational activities would be focused in this area (approximately 52 acres). Uses in this area could range from hiking to viewpoints and interpretive sites. Trail surfaces should be soft and pervious to avoid run-off problems.

The Plan District would develop a set of standards and allowed uses to be implemented over time in this area to provide the public with recreational and educational opportunities.

A series of three maps were presented to the Advisory Committee to illustrate how the discussion on Open Space has evolved since the preparation of the West Hayden Island Development Program in 1997 and to describe the suggested approach to future open space use and management on West Hayden Island.

In the 1997 West Hayden Island Development Program, extensive trail and recreation system was suggested (see Figure 2-5). The trail system extended west of the Hayden Island Bridge and two viewpoints west of the bridge were identified. This document also included a public dock for small non-motorized watercraft.

Figure 4-1 delineates the proposed "Open Space Subareas" on West Hayden Island as described above – west and east of the Hayden Island Bridge. This figure also suggests a set of allowed uses that would be permitted through the Plan District in each subarea.

Figure 4-2 provides an enlargement of the area east of the Hayden Island Bridge, and illustrates a concept for future recreational uses in this area. This figure conceptually illustrates one possible approach to public access and recreational use on this portion of West Hayden Island. The ultimate design of recreational facilities at this location would be determined at a later point.

A set of management steps and allowed uses that would be applied to the Open Space area on West Hayden Island within the Natural Resource Element were developed with the Advisory Committee: These steps have been incorporated into the West Hayden Island Plan District.

Mitigation of impacts to natural resources on West Hayden Island was discussed at length by the Committee. As part of preparation of the Environmental Impact Statement, mitigation plans for impacted wetlands and uplands was developed. These plans were developed with and reviewed by resource agencies to meet local, state and federal requirements for mitigation and to identify off-site mitigation sites where necessary. To provide additional protection for the North Shore area, development standards were developed to guide development of this industrial zone. These mitigation plans and development standards are included in Volume 6 and are incorporated by reference into the Plan District.

Alternative Sites

Consideration of alternative sites for development was discussed at several meetings. The Port of Portland conducted analysis of several other sites with potential to accommodate the proposed development. Committee members were encouraged to recommend other sites that might be suitable for the proposed use that would provide the same opportunities as West Hayden Island. The Market Study, Volume 3, summarizes the alternative sites considered.

4.6 Open Space Management Steps

The West Hayden Island Area Plan has designated 217 acres as Open Space. The Open Space area has a diverse set of natural resource features and values. Because of the diverse nature of the natural resources, the need to protect and preserve a substantial portion of the area from conflicting uses and for future mitigation sites, and the opportunity to provide public recreational

Figure 4-1

Figure 4-2

opportunities, West Hayden Island Natural Resource Element recommends the following:

West of Hayden Island Bridge

This area, approximately 165 acres, will be managed in a manner that restricts public access and recreational activities. This area will be preserved for natural resource protection and conservation and for natural resource mitigation activities associated with development on the industrial portion of West Hayden Island. Allowed uses within the identified area will be limited to:

- Open Space
- Conservation Areas
- Mitigation Sites
- Basic Utilities

East of Hayden Island Bridge

This area, approximately 52 acres, will be managed in a manner that allows public access and recreational activities. Natural resource protection and conservation and mitigation activities associated with development on the industrial portion of West Hayden Island would also be allowed. Allowed uses within the identified area will be limited to:

- Open Space
- Conservation Areas
- Mitigation Sites
- Basic Utilities
- Recreational trails
- Scenic viewpoints
- Interpretation / educational sites