

AGREEMENTSwan Island Development Program

March 1980

I. Introduction

This document sets forth the Swan Island Development Program. The program provides for policies and procedures that govern the future growth of Swan Island. Formerly referenced as the "Swan Island Land Use and Circulation Plan," the plan has now been titled the "Swan Island Development Program."

I.A. Plan Development

The completion of this plan satisfies Resolution 32089 (4/21/78), adopted by the City Council and endorsed by the Port Commission, directing City and Port staffs to work with interested parties to:

- " . . . undertake a land use and transportation study of Swan Island which will provide the following products:
- a) A list of appropriate land uses, a subdivision plan and subdivision regulations to guide future development on Mocks Bottom and the Swan Island Lagoon fill area.
 - b) A Parking and Circulation Policy for the entire Swan Island Industrial Park."

City and Port staff have worked on this plan approximately ten months. Throughout that process a series of plans were presented and reviewed by both agencies. This plan represents policies and procedures mutually agreed to by both parties for the future development of Swan Island.

II. Swan Island Development Program Objectives

In the development of this final Swan Island Development Program, the City and the Port have agreed upon the following objectives for Swan Island:

- 1) To develop a land use plan that will provide for a minimum of 13,000 jobs on the Island;
- 2) To develop a circulation plan that will produce trips no greater than the capacities of the capital

improvement projects on and off the Island (4500 vehicle trips per hour at full development);

- 3) To implement the agreed-upon first source employment program;
- 4) To define development policies and site design standards that will promote and enhance transit and ride-share programs; and
- 5) To encourage the earliest possible date for the development of Mocks Bottom.

III. Development Policies

In order to implement these objectives, the City and Port have prepared new development policies. Each new policy and the specific manner in which it will operate are described below.

III.A. Subdivision Plan

The City of Portland will process the Mocks Bottom Subdivision application with all deliberate speed.

A subdivision application for Mocks Bottom will be submitted by the Port in March/April 1980 for City approval. Planned streets, utilities, land divisions, and drainage questions will be addressed in the application package and will be reviewed by City staff. Questions of development policy are addressed in this Swan Island Development Program. A separate subdivision plan will be submitted for the Lagoon Fill parcels at a future date that is consistent with this Development Plan.

III.B. Performance Standards and Review Meetings

The Swan Island Development Program permits flexibility in land sales, but establishes goals for employee parking, total employment and projected trip generation. This policy will be implemented by establishing specific review and report meetings with City and Port staff. At these review meetings, performance standards will be evaluated. This procedure will operate as follows:

FIRST REVIEW MEETING. Following the sale of 70 acres of Mocks Bottom property, Port and City staffs will meet to review the progress of development. In order to reach

Table 1

<u>Mocks Bottom and Lagoon Fill Acreage Developed</u>	<u>Cumulative New Employment, Mocks Bottom and Lagoon Fill</u>	<u>Going Street Traffic Limit (Peak Hour, Peak Direction Vehicles)</u>	<u>Cumulative Parking Spaces</u>
70	1190	3100/3600*	857
64	2278	3600/4500*	1640
23	2953	3600/4500*	2121
<u>20</u>	<u>3540</u>	<u>4500</u>	<u>2540</u>
Total 177	3540**	4500	2540

* Limit raised to 3600 after the opening of the Going Street Noise Mitigation project. Limit raised to 4500 after the opening of the Greeley/I-5 ramps.

** At full development the 3,540 jobs on Mocks Bottom/Lagoon Fill, when added with the Ship Yard expansion, Freightliner expansion and the internal growth of existing firms, will equal no less than 13,000 total Swan Island jobs.

overall Swan Island employment and traffic generation goals, full development of this initial phase of Mocks Bottom should include at least 1190 employees. Parking for this development shall total no more than 857 spaces. Island traffic will be governed by a "traffic limit" of 3100 peak-hour, peak-direction vehicles until the opening of the Going Street Noise Mitigation project, at which time the limit will be raised to 3600 peak-hour, peak-direction vehicles.

SECOND REVIEW MEETING. Following the sale or lease of 64 additional acres, all of Mocks Bottom will be committed to industrial use. Full development of Mocks Bottom should total at least 2278 employees and use no more than 1640 parking spaces. The overall Swan Island "traffic limit" of 3600 peak-hour, peak-direction vehicles will remain in effect until the opening of the Greeley/I-5 ramps, when it will be raised to 4500 trips.

THIRD REVIEW MEETING. Following the sale or lease of 23 acres in the Lagoon Fill area, the full development of Mocks Bottom and these 23 acres should total at least 2953 employees. No more than 2121 parking spaces should be used.

FOURTH REVIEW MEETING. Following lease or sale of the remaining 20 additional acres, all of the Mocks Bottom and Lagoon Fill will have been committed to industrial use. Full development of Mocks Bottom and the Lagoon Fill should total at least 3540 employees and have no more than 2540 parking spaces. The overall traffic limit will be 4500 vehicles per hour. This meeting will review strategies used and assess their impact.

(See Table 1.)

The above numbers are based upon a development program that assumes higher-density development will generally occur only in the last two development phases. If, however, a high density firm wishes to locate on Mocks Bottom, additional parking will be necessary. The following procedures allow a "transfer" of parking to be made:

1. The Port may request the City Planning Director to allow a specified number of parking spaces assigned to Phase III or IV to be used in Phase I or Phase II.
2. The City Planning Director will approve or disapprove of the request. If no response is received by the Port within ten working days, the request will be considered approved.
3. The number of spaces transferred will then be added to

the cumulative parking space limit of the earlier phase and deleted from Phase III/IV.

In addition, a reserve of 700 additional parking spaces for firms willing to stagger work hours will also be available. These spaces may be allocated to businesses making a firm commitment to maintain staggered work hours (major shift starting 8 a.m. or later and ending 5 p.m. or later, or major shift starting at 6:30 a.m. or earlier and ending 3:15 p.m. or earlier).

1. The Port may request the City Planning Director to use a specified amount of "staggered work hour" parking spaces.
2. The Planning Director will approve or disapprove of this request. If no response is received by the Port within ten working days, the request will be considered approved. The use of these "reserve" spaces will not affect the cumulative parking space limit of any phase of development.

For each review meeting the Port will be responsible for providing the information regarding employment and parking spaces. The City will provide traffic information. If land has been sold but not yet developed, then the Port will provide projections of new employment, traffic generation, and the approved number of parking spaces.

Following each of these review meetings, if performance standards have been met, then development shall continue as before, based upon this Development Program. If, however, performance standards are not achieved (by a margin the City feels jeopardizes the program), the Port will not approve any additional sales or leases of land in subsequent phases until the situation is evaluated and the Development Program is amended or rewritten as necessary.

II.C. Parking Lid

To maintain the 4500-vehicle traffic lid, a parking lid is proposed for all vacant Port-owned property. The Ship Repair Yard is exempted from this lid due to the fact that it is currently operating under a specific DEQ indirect-source permit requiring approval for any additional parking.

The parking lid will operate as follows. First, when the Port approves a land sale or lease, parking will be allowed according to the Port's site design and review approval process, in conjunction with the established performance

standards as described in section III.E. The number of parking spaces allocated by the Port to a specific developer will be maintained until any new redevelopment occurs. If a particular property owner wishes to redevelop and expand their allowed parking, a conditional use permit from the City must be obtained. This conditional use permit will operate under the normal City procedure.

III.D. Manpower and First Source Employment Agreements

The Swan Island Planning Program adopted by the City Council and the Commission of the Port of Portland stated, as one element of that plan, that firms locating on Mocks Bottom and Lagoon Fill areas would negotiate a "first source" agreement through the City's Training and Employment Program before property would be sold to the firm.

The City and Port recognize that in order to encourage the earliest development of the Mocks Bottom and Lagoon Fill areas, the City's Training and Employment Program must be flexible enough to meet the needs of individual firms interested in locating in those areas. The program will be marketed as a benefit to firms seeking to locate on Mocks Bottom. Port and City personnel will meet regularly to discuss, develop and implement a marketing strategy for first-source agreements.

III.E. Site Design Standards

The following site design standards will be incorporated into the Port's existing standards. The purpose of these standards is to encourage transit and to maintain the parking lid. The standards include:

- 1) Reduced building setbacks. The building setback will be reduced from 50' to 25' from the front property line. A building height restriction of 20' will apply between 25' and 50' from the front property line.
- 2) Employee entrances closer to the street, connected by an employee pathway to and from the street.
- 3) Preferential carpool parking to total no less than 10 percent of total parking.
- 4) Parking guidelines allowing a maximum number of spaces:
 - For firms with a projected density of 25 employees per acre or more, one space for each 1.35

employees on the major shift.

- For firms with a projected density of 15 to 25 employees per acre, one space for each 1.25 employees on the major shift.
- For firms with a projected density of less than 15 employees per acre, one space for each employee on the major shift.

With the exception of the parking guidelines, these standards will only be required for firms with a projected density of 15 employees per acre or more. Other, lower-density tenants will be briefed and encouraged to include the incentive standards in site layouts. In cases where developers wish to vary from these requirements, they must secure a Port variance from the standards, and the following procedure will guide the review:

1. Port staff will study the proposed variance.
2. In cases where approval is recommended, the Port will notify the City Planning Director in writing that it intends to grant a variance.
3. The City may comment on the proposed variance within 10 working days of the Port notice. While City approval is not required, its comments shall be evaluated by the Port's Executive Director or his/her designee in arriving at a final decision. The North Portland Citizens Committee will receive copies of the City's comments.
4. The City will be informed of the final decision on the proposed variance.

III.F. Roadway Access

Both the City and the Port will continue to facilitate the completion of capital projects to allow the creation of jobs on Swan Island at the earliest possible date. Specifically:

- o Both the City and the Port will encourage ODOT to expedite the construction of Greeley/I-5. The projected opening date of the ramps is 1984.
- o The City will expedite the construction of the Going Street Noise Mitigation Project. The projected completion date of this project is November 1981.
- o The Port will expedite the construction of the Mocks Bottom Overcrossing Project. The projected completion

date of this project is November 1981.

- o Lastly, businesses can open on Mocks Bottom with the completion of initial streets and utilities, but not earlier than November 1981. This change in previous policy is based on adherence to the procedures outlined in this Development Plan and the institution of an interim lid.

An interim limit of 3100 peak-hour, peak-direction vehicles for all Swan Island will be in effect until the noise barrier is complete as a part of the Going Street Noise Mitigation Project. After the opening of this project, an interim limit of 3600 peak-hour, peak-direction vehicles for all Swan Island traffic will be in effect until the opening of the Greeley/I-5 ramps. After the opening of the ramps, the limit will be 4500 vehicles per hour.

III.G. Land Use and Density of Employment

The attached map, Figure 1, contains the Port's land use and density plan for future growth on Swan Island. The location of these uses and densities maximizes the benefits of the Basin/Going Project, the Island transit system and the maintenance of established performance standards.

III.H. Circulation Plan

The attached map, Figure 2, outlines the proposed circulation plan for the Island. Specific access points onto the major road network are cited. In addition, transit transfer points are noted. As the Island develops, any additions to the road network will be made principally to support the system.

III.I. Transit Incentive Program and On-Going Transit Service

Port staff will work with firms desiring to locate on Swan Island to develop transportation incentive plans to increase car pooling and transit use. Close coordination with Tri-Met will be maintained to avoid duplication of services. This program will be modeled after the transportation marketing plans developed for six Swan Island firms by Don Barney Consultants (under contract to the City) in late 1979.

The City and the Port will work with Tri-Met to develop estimates of the level of transit service required to achieve a mode split of 7 to 10 percent at full development. It shall be the intent of the City and the Port to obtain a commitment from Tri-Met for adequate service paced with development to meet this goal.

IV. Staff Involvement

City and Port staff responsible for implementing the Swan Island Development Program are as follows:

City of Portland

- o Bureau of Economic Development: Responsible for working with the Port on the operation and maintenance of the first-source employment agreement and meeting with the Port at the four review meetings;
- o Bureau of Human Resources: Responsible for the operation of the first-source training program;
- o Bureau of Planning: Transportation Section shall provide staff support to Planning Director on all comments made to the Port and shall meet with the Port at the four review meetings; Code Administration shall be responsible for the implementation of the conditional use program.

Port of Portland

The Economic Development Division and the Planning Division will be responsible for all tasks designated to the Port in the Swan Island Planning Program.

Lloyd Anderson, Director
Port of Portland

George Yerkovich, Auditor
City of Portland

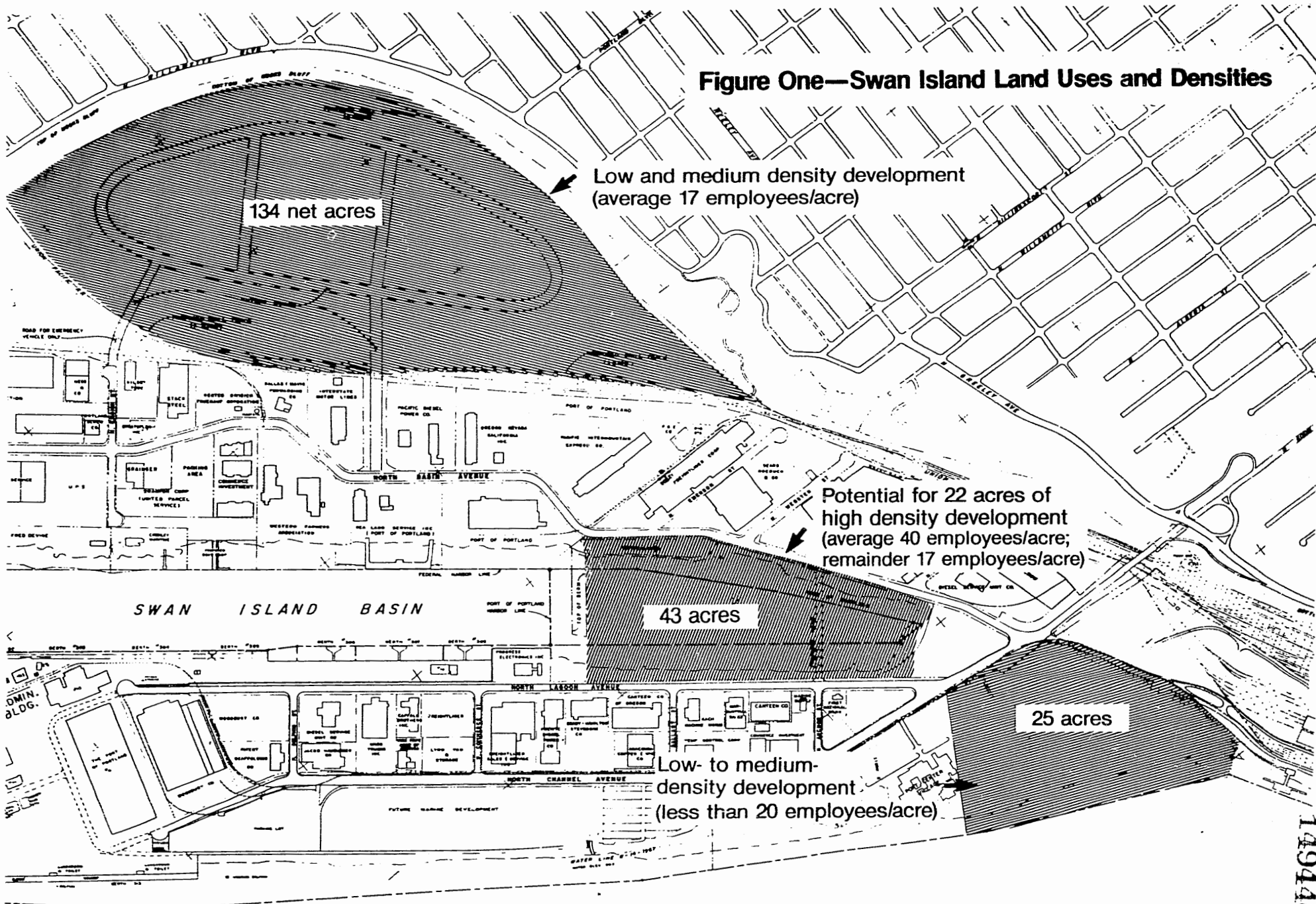
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date: _____

Connie McCready, Mayor
City of Portland

date: _____

Figure One—Swan Island Land Uses and Densities



134 net acres

Low and medium density development
(average 17 employees/acre)

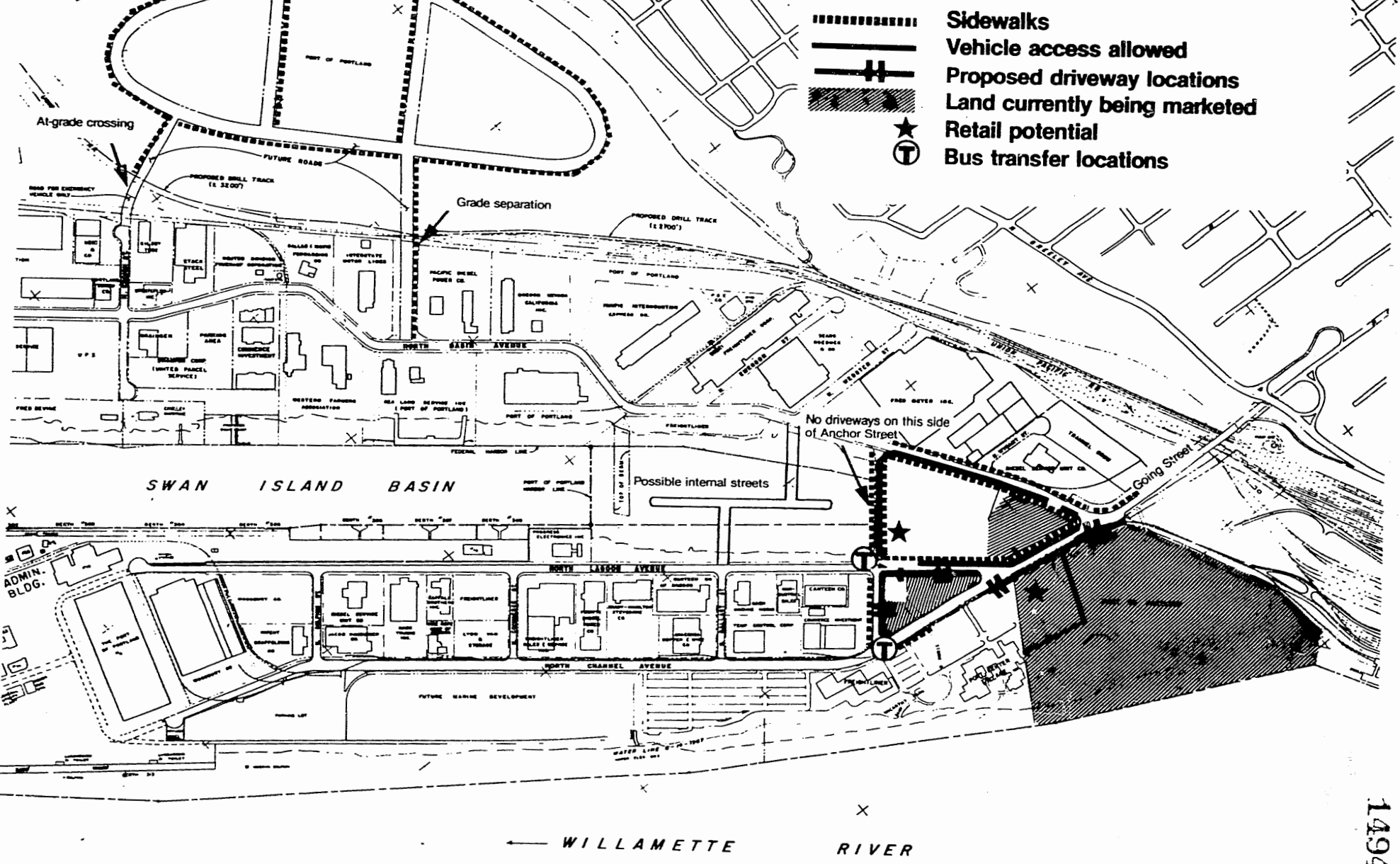
Potential for 22 acres of
high density development
(average 40 employees/acre;
remainder 17 employees/acre)







43 acres

25 acres

Low- to medium-
density development
(less than 20 employees/acre)

Figure Two—Swan Island Circulation Plan



-  Sidewalks
-  Vehicle access allowed
-  Proposed driveway locations
-  Land currently being marketed
-  Retail potential
-  Bus transfer locations

149440

ORDINANCE NO. 149410

An Ordinance authorizing an agreement between the City of Portland and the Port of Portland which regulates development on Swan Island, establishes targets for future employment, traffic and parking and a procedure for enforcement; and directing City staff to prepare code amendments for Council consideration, and declaring an emergency.

The City of Portland ordains:

Section 1. The Council finds:

1. The City has supported the economic development of Swan Island and desires that its development provide employment for City residents.
2. Projected transportation capacity allows for 13,000 jobs at full development.
3. The City recognizes that the need for jobs must be balanced with the need to maintain and improve the environmental quality and general livability of the Overlook Neighborhood.
4. To reduce neighborhood through traffic, the City recognizes that traffic generated as a result of increased employment cannot exceed the capacities of the roadway network and that the on-Island traffic lid must be maintained.
5. To maintain the traffic lid, the City recognizes the need to control the number of new parking spaces on Swan Island.
6. Controls on undeveloped land on Swan Island will allow new development to meet these objectives.
7. In recognizing these objectives, the City established the Swan Island Task Force and by Ordinance 138318(6/74) directing that Task Force to examine alternative transportation plans for the Island's development.
8. By Resolution 32089(4/78) the Council adopted a Swan Island Planning Program which directed City staff, working with Port and Tri-Met to begin work on all capital project and planning elements.
9. The Swan Island Planning Program (element 5) directed City staff to work jointly with Port of Portland staff and other interested parties, to undertake a land use and transportation study of the island and to produce: a) a subdivision plan and regulations to guide future development on Mocks Bottom and the Lagoon Fill area, and b) a parking and circulation plan for the entire Island.
10. The attached Swan Island Development Program satisfies the Council directive to staff and represents the final City and Port agreement governing the future growth of Swan Island.

ORDINANCE No.

11. The Swan Island Task Force and the Portland Planning Commission have reviewed and endorsed a Swan Island Development Program, prepared by City and Port staff.

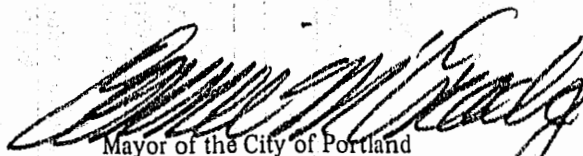
NOW, THEREFORE, the Council directs:

- a. That the Swan Island Development Program, as set forth in Exhibit A, attached to the original only hereof and by this reference hereof is the adopted development plan for future growth on Swan Island.
- b. The Mayor and the Auditor are hereby authorized to enter into an agreement with the Port of Portland by signing where designated on Exhibit A.
- c. City staff is directed to draft the necessary ordinance needed for the implementation of the conditional use procedure required for the addition of new parking, as a result of redevelopment, on Swan Island.

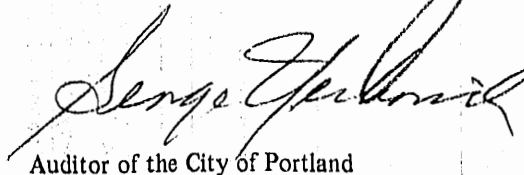
Section 2. The Council declares that an emergency exists because the project is needed and must be completed without delay; therefore, this Ordinance shall be in full force and effect from and after its passage by the Council.

Passed by the Council, **APR 10 1980**

Connie McCready
Lee Hames/db
April 2, 1980


Mayor of the City of Portland

Attest:


Auditor of the City of Portland

Calendar No. 1282

ORDINANCE No. 149410

Title

An Ordinance authorizing an agreement between the City of Portland and the Port of Portland which regulates development on Swan Island, establishes targets for future employment, traffic and parking and a procedure for enforcement; and directing City staff to prepare code amendments for Council consideration, and declaring an emergency.

THURSDAY

THE COMMISSIONERS VOTED AS FOLLOWS:		
	Yeas	Nays
Ivancie	/	
Jordan	/	
Lindberg	/	
Schwab		
McCready	/	

FOUR-FIFTHS CALENDAR	
Ivancie	
Jordan	
Lindberg	
Schwab	
McCready	

Filed APR 4 1980

GEORGE YERKOVICH
Auditor of the CITY OF PORTLAND

By *Gordon Cruell*
Deputy

INTRODUCED BY
<i>Mayor McCready</i>

NOTED BY THE COMMISSIONER
Affairs
Finance and Administration <i>[Signature]</i>
Safety
Utilities
Works

BUREAU APPROVAL
Bureau: Planning
Prepared By: Lee Hames Date: 4/2/80
Budget Impact Review: <input checked="" type="checkbox"/> Completed <input type="checkbox"/> Not required
Bureau Head: <i>[Signature]</i> <i>Elizabeth Johnson AA</i> Frank Frost, Acting Director

NOTED BY
City Attorney
City Auditor
City Engineer