

# **West Hayden Island Project Phase II**

## **FACILITATOR'S FINAL REPORT: ADVISORY COMMITTEE STRAW POLL RECOMMENDATIONS**

**DECEMBER 1, 2012**

**(INCORPORATING NOVEMBER 27, 2012 ADDENDUM  
INTO NOVEMBER 25, 2012 REPORT)**





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**Please see the project website at:** [www.portlandoregon.gov/bps/whi](http://www.portlandoregon.gov/bps/whi)

Eric Engstrom, Principal Planner  
Portland Bureau of Planning and Sustainability  
1900 SW 4<sup>th</sup> Avenue, Suite 7400  
Portland, Oregon 97201-5380  
**Phone:** 503-823-3329  
**Email:** Eric.Engstrom@PortlandOregon.gov

[www.portlandoregon.gov/bps/whi](http://www.portlandoregon.gov/bps/whi)

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## I. Introduction and Executive Summary

*Report Sections I through V are not part of the AC's recommendations. They are provided by the facilitator for background purposes. When reviewing the rest of the report, it is important to note that the votes taken at the last two AC meetings were "straw polls" – not final recommendations.*

*It is also important to read the letters from the individual AC members for their process and substantive views. They are found in Appendix D.*

*Various members of the AC expressed the following key reasons for the lack of final recommendations: A) influx of new information at the end of the process, B) insufficient time to thoroughly process complex information, C) no opportunity to view the potential elements in context – as a package, D) the number of issues not reviewed, and E) the lack of accompanying details with associated final language.*

*The AC did not vote on the final draft of this report at its last meeting because of a lack of a quorum. Additionally, it did not review the November 25, 2012 report or the November 27, 2012 Addendum, both of which were written by the process facilitator. Finally, the AC did not have time to review the November 21, 2012 Public Discussion Draft City/Port Intergovernmental Agreement or the November 21, 2012 Amendments to Zoning Maps and Code. They can be found at <http://www.portlandoregon.gov/bps/article/422332>*

*Member Colas was not present at the last two meetings. Member Barnes was present at the first meeting, but did not vote. Member Roth voted from the recreation perspective – not in her city bureau capacity.*

*The AC did not revive this December 1, 2102 Report, which: A) combines the November 25, 2102 Report with the November 27, 2102 Addendum, B) adds missing material about the Concept Plan, C) corrects the AC "straw" votes, and D) includes stylistic/formatting improvements.*

The Portland City Council adopted Resolution 36805 to guide the current phase of the West Hayden Island (WHI) process. It directed staff to propose a Concept Plan and Legislative Proposal for Zoning and Annexation. During the fall of 2010, the Mayor appointed a new project Advisory Committee (AC), consisting of members of business and environmental groups, community members and regional agency interests. In the winter of 2011, staff worked with this advisory committee to begin the additional background research identified by City Council, and hire consultants to prepare the Concept Plan and subsequent technical reports.

Draft alternative concept plans were presented to the AC in the fall of 2011. The public was involved through several AC-hosted open houses in October 2011, and the AC approved moving



forward with a Concept Plan in early 2012. Based on that Concept Plan, the additional Council-requested technical reports and studies were completed in 2012, both by outside consultants and City staff. In the spring of 2012, staff worked with the AC to develop a draft proposal, in accordance with its resolution. A draft proposal was released in June 2012 for AC consideration. Staff hosted several open houses in June and July of 2012 to provide additional opportunity for community input. An updated proposal was issued on August 14, 2012, for Planning and Sustainability Commission consideration. Open Houses were held on September 12, 2012 and on November 7, 2012. An Advisory Committee meeting to discuss the key issues was held on November 9, 2012 with a final meeting to discuss the remaining issues in context and final review of this Report on November 21, 2012.

**A) The AC Recommended Plan Elements**

<b>Topic With Straw Poll Results in Gray</b>	<b>Consensus</b>	<b>MAJ - MIN</b>
Concept Plan. February 17, 2012 AC Approval to move forward with concept plan.		
Transportation 1B (Site Access). Reconstruct N. Hayden Island Drive with improved sub grade, bike and pedestrian facilities, and potential buffer. No bridge built as part of Port development		
Transportation 1C (Site Access). Cap of 205; change IGA from current council review to administrative council review.		
Transportation 2C (Truck Cap). Average truck cap of 205 one-way trips + should the IGA be changed from current council review to an administrative council review?		
Transportation 4 (CRC Timing) CRC must be completed as defined in IGA before Port development occurs on WHI. If CRC is not built require new transportation study and City Council consideration of IGA and zone code amendments. (Re-opener)		
Transportation 5 (CRC Interchange Design). AC prefers truck routing to onramps on/near NHID, away from community streets and LRT station, if the CRC is constructed without freeway access to/from Jantzen Avenue.		
Transportation 6 (Rail Spur). The Port and City agree to make a good faith effort to secure funding for the rail access spur to WHI.		
Transportation 7 (N. Portland Junction and CRC Rail). The Port and City agree to make a good faith effort to secure funding for N. Portland Junction and Columbia River rail bridge improvements.		
Transportation 8 (Construction Trip Cap). Consideration of a construction trip cap by this committee is premature. The Port commits to work with the community and the requirements of the regulatory permitting process.		
Community & Health 1 (Trailhead), 2 (Trail) and 3 (Non-motorized Boat Launch). Build trailhead with parking and comfort station and trail to north beach. Build trail to meadow or south shore. . Build a non-motorized boat launch on south shore of WHI, on Oregon Slough. (Note this was framed as a general fund for WHI recreation		

Topic With Straw Poll Results in Gray	Consensus	MAJ - MIN
at meeting.)		
Community & Health 4 (Community Park). Purchase land for a new community park east of railroad on Hayden Island.		
Community & Health 5 (Funding). Establish an endowment to support ongoing operation and maintenance of recreational improvements. No proposed amount.		
Community & Health 6 (Master Planning). Carry out additional master planning process for the open space area (provision in the IGA).		
Community & Health 8 (Future HIA). Require future HIA. The Port will fund an additional City/County health related analysis of the Port's specific development plans, prior to the first federal permit or funding application.		
Community & Health 10 (Mayor Community Grant Fund). \$2.5M plus ongoing gate of \$.50/truck.		
Community & Health 11 (Mayor Housing). 3.6M funding for manufactured home upgrades or replacements.		
Community & Health 14 (Ongoing Input). Establish an ongoing WHI Advisory Committee. The Port, in collaboration with the City will sponsor an advisory committee for master planning for open space, grant funding, and ongoing on-site community relations/site management.		
Community & Health 15 (partial): The AC considered 51 detailed community & health mitigation measures that were passed by consensus as a package vote. See pages 81 - 83 for details.		
Natural Resources 6B (Wetlands Mitigation). Establish minimum mitigation acres and future review process in IGA.		
Natural Resources 7B (Shallow Water and Dock Mitigation). Establish minimum mitigation acres and future review process in IGA.		
Natural Resources 8 (Forest Mitigation Methodology). Use the City methodology to calculate the amount of forest mitigation.		
Natural Resources 9B (Government Island Forest Mitigation). City's GI planting and enhancement proposal (174 acres and 296 acres)		
Natural Resources 10B (WHI Forest Mitigation). WHI forest enhancement work (224 acres – to reach ecological net improvement) + 22 acres reestablishment.		
Natural Resources 10D (WHI Forest Mitigation). Grant to third party to reach net ecological improvement, or to replace any of the above actions.		
Natural Resources 13A (Permanent Protection). OS zoning and Plan District as the primary protection mechanism.		
Natural Resources 13B (Permanent Protection). OS zoning and Plan District + covenant to prevent removal of zoning.		
Natural Resources 13D (Permanent Protection). Eventual ownership transfer.		

**B) The AC Recommended Plan Elements **Not** to Include**

<b>Topic With Straw Poll Results in Gray</b>	<b>Consensus</b>	<b>MAJ – MIN</b>
Transportation 1A (Site Access). Build a bridge from WHI to Marine Drive. No improvements made to North Hayden Island Drive as part of Port development.		
Transportation 3 (Exceed Cap). Allow an option to exceed the cap via Land Use Review (administratively).		
Natural Resources 6A (Wetland Mitigation). State and federal permit will determine this (no formal City role).		
Natural Resources 6C (Wetland Mitigation). Establish standards and review process for mitigation in zoning code.		
Natural Resources 7A (Shallow Water and Dock Mitigation). State and federal permit will determine this (no City role).		
Natural Resources 7C (Shallow Water and Dock Mitigation). Establish standards and review process for mitigation in zoning code.		
Natural Resources 9A (Government Island Forest Mitigation). Port’s GI planting and enhancement proposal (150 acres and 100 acres).		
Natural Resources 9C (Government Island Forest Mitigation). Don’t support Government Island work.		
Natural Resources 10A (WHI Forest Mitigation). West Hayden Island enhancement work (145 acres).		
Natural Resources 10C (WHI Forest Mitigation). Don’t support these actions on WHI.		
Natural Resources 13C (Permanent Protection). Conservation easement.		
Mayor’s November 21, 2012 Proposal (See pages 96 - 101 for details.)		

**C) Topics Not Considered at Last Two AC Meetings**

Community & Health 7 (Security). The Port agrees to pay \$70,000/year for Hayden Island security for 10 years above current security funding levels.
Community & Health 9 (BMPs). Port proposed best management practices to reduce Impacts (Attachment to the IGA)
Community & Health 12 (Buffer). Keep a green buffer east of the marine terminal footprint – OS-zoned. <i>No quorum.</i>
Community & Health 13. (Local Hiring). Implement a local hiring agreement.
Community & Health 14 (AQ Monitors). Ongoing emissions monitoring/reporting program.
Community & Health 16 (partial). The AC did not consider the remaining list of detailed community and health mitigation issues that the Port tentatively voted “no” on in their individual letters. See page 9 below for more details.



Natural Resources 1 (Zoning Setback). Terminal development is set back 100 feet from the Columbia River.
Natural Resources 2 (Docks in Shallow Water). Docks generally not allowed in shallow water, except limited allowances for access ramps.
Natural Resources 3 (Buffer Zone). Buffer zone on west of IH zoning.
Natural Resources 4 (Trail Location). No trails allowed west of the BPA power lines – that area is for natural resource conservation.
Natural Resources 5 (Low Impact Recreation). The zoning code limits the recreation to low impact activities, including trails, viewing areas, small trailhead area.
Natural Resources 11 (Implementation). Implementation of Government & Hayden Island work by BES.
Natural Resources 12 (Timing). Timing of clearing – wait until rail is ready to permit.
Natural Resources 14A (Grassland). Grant to third party for conservation work to benefit Western Meadowlark (\$1.5M).
Natural Resources 14B (Grassland). Don't support grassland mitigation.
Natural Resources 15 (Floodplain). Require balanced cut and fill.
Natural Resources 16 (Balanced Cut and Fill).
Natural Resources 17 (Climate Change).
Natural Resources 18 (Tribal Treaty Rights).
Natural Resources 19 (DSL Issue: Amount of Land Port Owns).

**Specific Community Health and Mitigation Measures Not Considered by the AC**

AQ1	Install shore-side power at Terminals to allow some ships to completely turn off their engines while in berth
AQ6	Include in agreements with railroads: preparation of a health risk assessment of new yard to a) determine projected cancer risk from rail activity, and b) suggest specific mitigation steps
AQ2	Provide truck services such as fueling, repair, bathrooms, food and beverages at the Port to reduce reasons for trucks to enter neighborhood
AQ3	Work with partners to integrate funding and establish a grant program to accelerate fleet and engine turnover, repowering and retrofits.
AQ5	Require clean diesel fleets for publicly funded projects. ( <u>Port: Outside our purview.</u> )
AQ5	Conduct regular area air quality monitoring along North Hayden Island Drive.
AQ4	Maintain existing tree cover and plant low-maintenance trees.
E2	If Applicable, Use the Federal Highway Administration's Highway Safety Manual when designing transportation improvements related to the Development Scenario
NV10	Mandate longshoreman's association training on railcar breaking techniques to reduce train car noise impacts.

NV11	Conduct a noise study, coordinated by the City's Noise Control Office that focuses on both indoor residential and outdoor noise levels to help develop appropriate mitigation strategies.
NV12	Implement long term, year-round noise monitoring at the terminal perimeter
NV13	Install sound insulation in new construction and upgrade existing residences to minimize noise exposure.
NV14	Create sound walls to noise exposure
NV15	Minimize use of trucks within the Port – explore other options for movement within the property
NV7	Restrict freight vehicles on local services streets and streets in close proximity to residential areas
NV8	Install traffic calming devices to reduce traffic speeds. Slower speeds create less traffic noise than higher traffic speeds.
TS3	Identify and reserve a suitable construction staging area in North Rivergate that could be used for the proposed barge access during the first phase of construction
L6	Turn light off when not in use, or use a timer or sensor to turn off lights.
L7	Use minimum wattage and warm white tones allowed meeting federal/state standards.
L8	Adopt the Dark Sky Model Lighting Ordinance, created by International Dark Sky Association, and the Illuminating Engineering Society of North America, at the City of Portland, and implement compliant port lighting. Lighting ordinances establish regulations on fixture types to help mitigate light pollution and light trespass to neighboring properties. Relevant ordinances have been passed in Oregon municipalities including Wilsonville, Eugene, and Bend.
TS1	Consider constructing the rail and Hayden Island Drive road improvements as some of the first elements of the project, so that this mode could be used for the delivery of materials and equipment
TS4	Review of local street routing choices and West Hayden Island Bridge. Consider keeping trucks off town center streets through the Jantzen Beach Super Center Development (Tomahawk Island Drive).
<b>Social Connections</b>	
CD SC1	Create a community center on the Island, though land acquisition or donation
CD/S C2	Create an island shuttle service with discount fares for residents
CD SC3	Designate floating homes as an historic district/heritage site (which may help preserve the structures)
<b>Housing related health conditions</b>	
CD C1	Provide realty and relocation assistance services for residents
CD SC2	Create land trust/limited equity housing cooperative at manufactured home community

CD SC3	Create a fund for upgrade and replacement of mobile homes
<b>Economic Instability</b>	
CD SC1	Create a housing trust fund
CD SC2	Create a low-interest loan fund to be accessible by island residents, including preferential programs for manufactured and floating home residents
CD SC3	Consider a Port buyout of residential properties near the development site, particularly for land that hosts manufactured homes

#### D) Conclusion

The Advisory Committee, the public, and staff explored the many, complex issues surrounding West Hayden Island over the last two years. While we did not have time to finish our work, we forward the Concept Plan that was prepared in consultation with us, and our “straw poll” recommendations to the decision-makers and the community in hopes they continue to explore the best decision for this important resource.

Respectfully Submitted by Sam Imperati, process facilitator, on behalf of the AC:

Susan Barnes, Oregon Department of Fish and Wildlife

Andrew Colas, Colas Construction

Andy Cotugno, Metro

Pam Ferguson, Replaced by Tom Dana, Hayden Island Resident

Don Hanson, OTAC Consultants and BPS Planning & Sustainability Commission

Chris Hathaway, Lower Columbia Estuary Partnership

Brian Owendoff, Capacity Commercial Group

Emily Roth, Recreation

Sam Ruda, Port of Portland

Bob Tackett, NW Oregon Labor Council

Victor Viets, Hayden Island Resident

## **II. Background and Process Overview**

### **A) Background**

West Hayden Island is located nine miles north of downtown Portland near the confluence of the Columbia and Willamette Rivers. The rivers are part of the Columbia River catchment that drains a 259,000-square-mile basin that includes territory in seven states (Oregon, Washington, Idaho, Montana, Nevada, Wyoming, and Utah) and one Canadian province. The Columbia River flows for more than 1,200 miles, from the base of the Canadian Rockies in southeastern British Columbia to the Pacific Ocean at Astoria, Oregon, and Ilwaco, Washington.

Approximately 800 acres in size, West Hayden Island comprises the western half of Hayden Island situated along the Columbia River. It is currently within Multnomah County but is not part of the City of Portland. West Hayden Island (WHI) is an important natural area in the Columbia River ecosystem as well as an important site for future expansion of Portland's Harbor, a regional economic driver. It has been identified by Metro as regionally significant industrial land and as a regionally significant Habitat Conservation Area.

WHI was owned by Portland General Electric (PGE) and James River Corporation for many years. In 1983, while under PGE's ownership, the island was included in Metro's Urban Growth Boundary "to satisfy a long term regional need for water-dependent deep water marine terminal and industrial facilities" (Metro Ordinance No. 83-151). In 2004, as part of a regional process to distinguish industrial lands, Metro identified WHI as a Regionally Significant Industrial Area with characteristics that lend it to industrial uses. In 2005, Metro designated WHI a Moderate Habitat Conservation Area as part of the Title 13 Nature in Neighborhoods program. Metro made the designation based on the high value of development potential and the high value of the natural resources. Metro directed the City of Portland, in cooperation with the Port of Portland, to create a district plan for WHI.

The island is crucially situated near the confluence of the Willamette and Columbia rivers. Consequently, it is culturally, economically, and environmentally important. Balancing its use among competing economic, environmental and social factors is critical.

### **B) Process Overview**

The planning process for WHI has been divided into two phases. Phase I covered the initial project research through the summer of 2010 (up to the adoption of Council resolution 36805). Phase II, which included additional technical studies, the development of a concept plan, and recommendations for a legislative proposal for City Council to consider in accordance with its Resolution 36805.

## 1) Project Timeline

Timeframe	Milestones	Public Events
Phase I Winter 2008 – Summer 2010	Environmental and Economic Foundation Studies and City Council Resolution	Community Working Group Meetings / Open House, City Council
Phase II Fall 2010 – Winter 2012	Concept Plan / Technical Studies	Advisory Committee Open Houses / Office Hours City Council Work Session
Spring – Fall 2012	Staff Proposal for annexation and zoning	Advisory Committee, Planning and Sustainability Commission, City Council and Port Work Sessions, Open Houses / Office Hours
Fall - Winter 2012	Planning and Sustainability Commission and City Council deliberation	Advisory Committee Recommendations, Public Hearings, and Action

## 2) WHI Community Working Group (2008 – 2010)

In late 2008, a City-initiated planning effort for West Hayden Island began. This planning process was to build on the planning work being done on the Columbia River Crossing (CRC) project and the East Hayden Island Neighborhood Plan. Mayor Sam Adams created a Community Working Group (CWG) and directed staff to hire consultants to provide key economic and environmental studies.

These studies were intended to help determine whether West Hayden Island could be developed for multiple uses, including marine industrial, ecosystem resources and recreational uses. The studies were also intended to help determine whether the land could accommodate these uses while retaining its natural resource qualities and provide economic value to the region.

In early 2009, the CWG was tasked with providing City Council with a recommendation based upon the studies' findings. To help the CWG evaluate the data and to develop a recommendation, the City hired ENTRIX, a private consulting firm, to perform additional research and create the set of foundation studies, including:

- Economic Foundation Study
- Environmental Foundation Study
- Recreation Analysis of West Hayden Island
- Integrated Report of Findings

The CWG met for 17 months, with over 76 hours of meeting time. In June 2010, the CWG produced a report that articulated points of commonality and the most critical differences in members' perspective or rationales in order to aid the City Council in deciding how to proceed (Full report is included in Attachment B under Public Involvement Process). The CWG answered the following question, "Are multiple uses (habitat/natural resources and marine industrial uses only) possible on West Hayden Island?" The vote was: 8 Yes, 6 No, 1 Abstention and 1 Absence.) The CWG had established a two-thirds majority for decisions, which this vote did not achieve.



### III. WHI Advisory Committee (2010 – 2012)

#### A) Overview

With City Council adoption of Resolution 36805, Phase II of the WHI planning process began. Council directed City staff to propose a Concept Plan and Legislative Proposal for Zoning and Annexation. During the fall of 2010 staff also hosted a community involvement summit meeting. During the fall of 2010, the Mayor appointed a new project Advisory Committee (AC), consisting of members of business and environmental groups, community members and regional agency interests.

The AC was guided by a set of Collaboration Principles ([Appendix A](#)). Notes of every AC meeting and work session were summarized and can be found in [Appendix B](#).

In the winter of 2011, staff worked with this AC to begin the additional background research identified by City Council, and hire consultants to prepare the Concept Plan and subsequent technical reports. Draft alternative concept plans were presented to the AC in the fall of 2011. The public was involved through several open houses in October 2011, and the AC agreed to move forward with a Concept Plan in early 2012.

Based on that Concept Plan, the additional Council-requested technical reports and studies were completed in 2012, both by outside consultants and City staff. The studies have also been posted on the project's website. The studies focused on rail configuration, harbor lands inventory, terminal operational efficiencies, cost/benefit analyses, regulatory requirements, natural area land management options and local impacts. Staff has also worked on an update to the Environmental Zoning Program for the area around Hayden Island, including completion of the Hayden Island Natural Resource Inventory (NRI), which documents the existing environmental resources and special habitats in the area, and the Economic, Social, Environmental and Energy (ESEE) Analysis to evaluate trade-offs associated with varying levels of natural resource protection. At the request of the PSC, the Multnomah County Health Department collaborated with City staff, Upstream Public Health, and the Oregon Public Health Institute to evaluate potential public health impacts of this annexation decision. That analysis was completed in early November 2012.

In the spring of 2012 staff worked with the AC to develop a draft proposal, in accordance with its resolution. A draft proposal was released in June 2012 for AC consideration. Staff hosted several open houses in June and July of 2012 to provide additional opportunity for community input. An updated proposal was issued on August 14, 2012, for Planning and Sustainability Commission consideration. Open Houses were held on September 12, 2012 and on November 7, 2012. An Advisory Committee meeting to discuss the key issues was held on November 9, 2012 with a final meeting to discuss the remaining issues in context and final review of this Report on November 21, 2012.

## B) Membership

The West Hayden Island Advisory Committee (AC) was one of the primary means of ensuring that the public had opportunities to provide meaningful input into the planning process. AC members were selected to represent key stakeholder interests and to create a balanced committee to guide the planning effort. AC members were appointed by the Mayor’s Office.

*Table 1: West Hayden Island Advisory Committee Members (August, 2012)*

<b>Representative</b>	<b>Organization</b>	<b>Alternate</b>
Susan Barnes	Oregon Department of Fish and Wildlife	
Andrew Colas	Colas Construction	
Andy Cotugno	Metro	
Pam Ferguson / Tom Dana	Hayden Island Resident	Tom Dana
Don Hanson	OTAC Consultants and BPS Planning & Sustainability Commission	
Chris Hathaway	Lower Columbia Estuary Partnership	
Brian Owendoff	Capacity Commercial Group	
Emily Roth	Recreation	
Sam Ruda	Port of Portland	Greg Theisen
Bob Tackett	NW Oregon Labor Council	Graham Trainor
Victor Viets	Hayden Island Resident	

NOTE: Bob Sallinger, representing Audubon, resigned in June 2012

## C) Charge

The Committee served in an advisory capacity and its input informed project activities. The Committee was not a decision making body.

The Planning & Sustainability Commission will make recommendations to City Council, who will make all final decisions regarding the concept plan(s) and annexation. As an advisory body, this committee strived to craft and recommend approaches and solutions that were workable for a wide range of needs and interests.

Members of the Advisory Committee helped ensure that: the project objectives were met, the project stayed on track, the work was done in a transparent way, and the result was within the framework of City Council’s Resolution 36805 and was consistent with the IGA and Work Plan adopted by the City Council and the Port.



Members of the Advisory Committee helped to:

1. Shape the scope and accuracy of technical reports to City Council regarding additional questions about possible marine industrial development on WHI;
2. Shape the language of a plan district for possible habitat, natural resource and recreation improvements and possible future marine industrial development on West Hayden Island, which should include requirements and standards that (may or will) guide future development activities; and
3. Consider and integrate public input as part of their guidance to City staff

#### **D) Objectives**

The AC process was guided by the following objectives per their early agreement:

1. Evaluate information and assumptions presented by staff and consultants, pursuant to City Council Resolution 36805.
2. Produce a long-term vision and long-range plan for West Hayden Island that may serve as a foundation for an annexation decision to be considered by Council in December 2011.
3. Define desired types of industrial development, recreational use, and/or environmental protection and restoration opportunities.
4. Define a street plan, land use, and open space concept plan, based on the City Council's parameters.
5. Identify needed infrastructure improvements and a strategy for phasing public and private investment to support the recommended vision or address deficiencies to serve existing development.
6. Identify future actions and policies that will enhance the quality of and facilitate further development of the recommended West Hayden Island vision.
7. Coordinate West Hayden Island planning with the Environmental Program update for East Hayden Island and the Columbia River southern bank.
8. Complete the West Hayden Island planning process by December 2011.

## **E) Principles**

The evaluation principles developed by the CWG served as core values to inform the proposal. A good, multiple-use option should provide for:

1. A net increase in ecosystem function.
2. A positive contribution to regional economic health (e.g. jobs, wealth).
3. An economically viable port facility.
4. A positive contribution to the local community (e.g. health, transportation, property value, recreation facilities, and opportunities).
5. An addition to, not competition with, the regional port system.
6. Public access opportunities to West Hayden Island.
7. Sustainable scale for any use included as part of the option.
8. Flexibility to accommodate the unknown future.
9. Taking advantage of the unique aspects and opportunities of the site.
10. Consideration of impacts on multiple time periods i.e. current, mid-range, and future.
11. Consideration of impacts on multiple geographies, i.e. local, sub-regional, and regional levels.

## **F) Major Process Steps**

The AC process was guided by the following major process steps, as noted in their adopted Collaboration Principles:

1. Create site development alternatives (300 ac. terminal and 500 ac. habitat).
2. Develop WHI Evaluation Criteria based on CWG Working Principles and others to be developed.
3. Evaluate and modify alternatives to get a preferred alternative.
4. Develop an agreed to approach and perform a cost/benefit analysis of preferred alternative.

5. Conduct Economic, Social, Environmental and Energy Analysis on preferred alternative
6. Make recommendations regarding:
  - a. The preferred alternative, including:
    - i. What conditions should be included as part of the initial zoning and annexation agreements.
    - ii. What issues/conditions can be addressed as part of an eventual development review process.
  - b. Whether costs outweigh benefits for the preferred alternative

### **G) Work Product**

The AC developed recommendations for the City's legislative proposal based upon a Concept Plan, which was developed in conjunction with an outside consultant, to provide guidance for open space, natural resource protection and industrial development. The proposal includes draft comprehensive plan changes, zoning code amendments, maps and a draft intergovernmental agreement (IGA). These will all be requirements for annexation into the City. City Council will ultimately vote on the complete package, which will include the recommendations made by the Planning and Sustainability Commission. The Port of Portland Commission will also have to approve the IGA's key terms and conditions.

A draft City proposal was released in June 2012 for AC consideration. The proposal included:

- Consideration of annexation
- Comprehensive Plan designations and Map Amendments
- WHI Plan District with zoning maps and code
- A draft Intergovernmental Agreement (IGA) between the Port of Portland and the City of Portland
- Mitigation measures to offset projected impacts to natural resources and the community.

Staff hosted several open houses in June and July of 2012 to provide additional opportunities for community input. An updated proposal was issued on August 14, 2012. A PSC briefing on it occurred on August 14, 2012. The AC held the following work sessions:

Transportation – September 7, 2012  
Finance – September 21, 2012  
Environmental – September 28, 2012  
Health – October 22, 2102

Staff and AC members hosted two open houses for the draft Proposed Plan on September 12, 2012 and November 7, 2012. The PSC was briefed on the Health Assessment Report on November 13, 2012 and conducted a hearing on November 15, 2012.



## IV. Public Involvement Overview

### Summary of Public Events Hosted or Attended by WHI Team:

- 23 Advisory Committee meetings including the final meeting on November 21, 2012
- 25 HILP and HiNoon meetings
- 10 Other neighborhood and homeowner association meetings
- 15 Meetings with interest groups and other parties
- 8 Open houses and numerous office hour sessions
- 20 Other presentations, briefings, technical work sessions, tours, etc.



## **Public Involvement**

BPS staff held a workshop in November 2010 with Advisory Committee members and a larger stakeholder audience to get feedback on the public involvement process moving forward and methods for engaging the public. Key outcomes from that session, which have helped guide outreach activities included:

- Make it clear that parameters set by City Council are to help develop a concept plan, not a predetermined outcome.
- Stakeholders need to work with a concept, a visual map early in this next phase is important to progress.
- Framing questions for the public to respond to is very important
- It is important for the city to lay out what type of involvement they want and questions can be framed accordingly to get meaningful input
- People need more time to digest information especially with the large number of studies to be released. The City also needs to provide summary information/ key takeaways and more access to technical experts to clarify information for the public.

## **Concept Planning Process**

One of the main technical studies that served as the base for this planning process was the completion of the concept plan. The AC played a central role in the framing of the scope of work for this process, working with the selected consultant and defining a concept plan for WHI. The concept plan was requested by the City to help determine whether economically viable marine terminals could be built within the 300 acres area defined by City Council, while also providing opportunities for natural resource protection and enhancement and passive recreation on the remainder. City Staff, in conjunction with the consultant Worley Parsons, released the draft Concept Plan in October 2011. The City conducted two open houses, held four discussions of the concept plan with the Advisory Committee, held 16 hours of offices hours on the island, and provided an on-line survey for people to take to comment on the concept plans. Cogan Owens Cogan worked with the city to structure the public input for the concept planning process.

## **Technical Work Sessions**

Several additional technical reports and studies were completed, both by outside consultants and City staff. The studies focused on rail configuration, harbor lands inventory, terminal operational efficiencies, cost/benefit analyses, regulatory requirements, natural area land management options and local impacts. Staff also updated to the Environmental Program for the area around Hayden Island; including completion of the Hayden Island Natural Resource Inventory which documents the existing environmental resources and special habitats in the

area and the Economic, Social, Environmental and Energy Analysis to evaluate the trade-offs associated with different levels of natural resource protection.

Five technical work sessions were held. The AC and a group of technical experts reviewed and discussed the technical studies per City Council's resolution. The facilitated work session gave the advisory committee a chance to hear and discuss the experts' insights on the reports and allowed time for the general public to ask questions and comment on the studies. Meeting summaries for each of these works sessions are available on the project website at <http://www.portlandonline.com/bps/index.cfm?c=53717>.

The technical work sessions included:

- Recreation Analysis, Regulatory Requirements, and Natural Resources Inventory – August 2011
- Operational Efficiencies and Rail Options – September 2011
- Transportation Modeling, Port Coordination – December 2011
- Harbor Lands Inventory, Cost/Benefit Analysis, and Land Management – March 2011
- Economic, Social, Environmental and Energy report – April 2012

Additional work sessions were held to review topical sections of the City's August proposed draft plan, including:

Transportation – September 7, 2012

Finance – September 21, 2012

Environmental – September 28, 2012

Health – October 22, 2102



## V. Summary of Consultant and Staff Reports

*This project has included a considerable amount of background research and the production of several studies, which the AC considered during its deliberations. In addition to the foundation studies for Phase I, below is a summary of staff and consultant work that informed the Advisory Committee process. The AC was involved in the creation of the scope of the studies through reviewing staff drafts of the various documents and by participation in consultant selection.*

### A) Consultant Reports

*The following summaries, unless otherwise noted, were used by the City during its public outreach events. In the event of any ambiguity, the language in the published reports controls.*

- 1) Concept Planning:** WorleyParsons developed a concept plan for West Hayden Island based upon the City Council resolution to protect at least 500 acres as open space and to allow marine terminal development on up to 300 acres. This concept serves as a planning basis upon which to draft zoning recommendations and an annexation agreement for Planning & Sustainability Commission and council consideration. Key takeaways from the Base Concept Plan include:

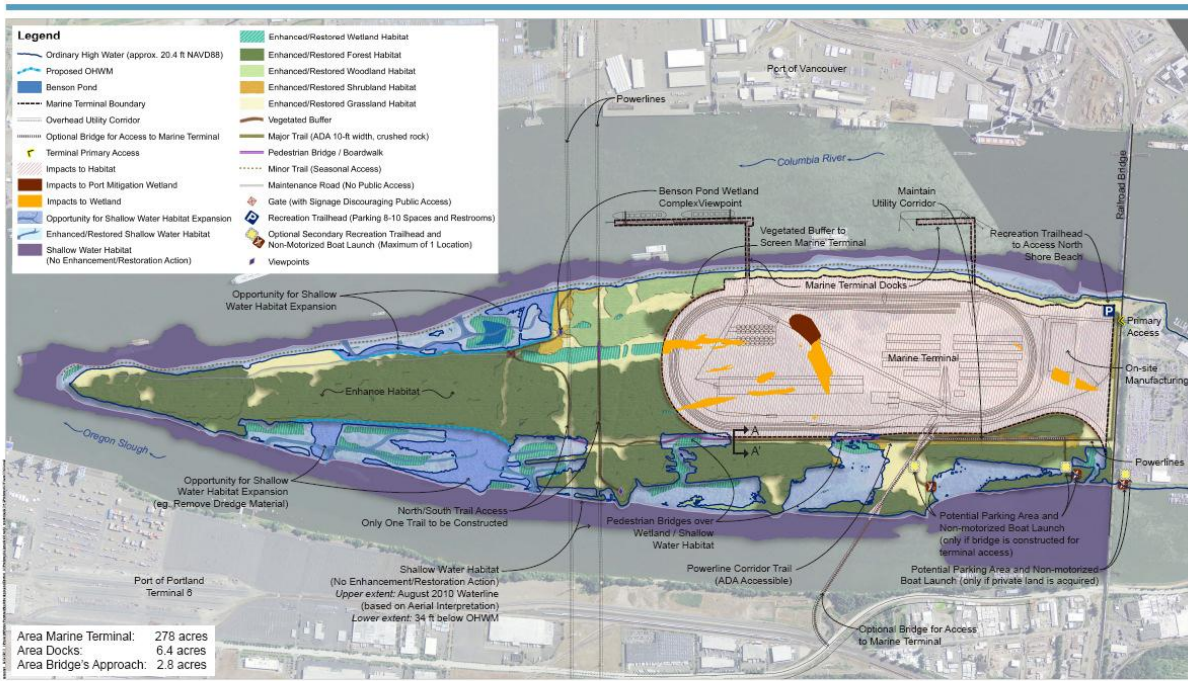
- The concept plan includes three marine terminals (processing autos, grain, and dry bulk) and two dock facilities.
- The facility can meet the acreage and dimensional parameters within the Council resolution. It is possible to fit a rail loop for 10,000-foot long unit trains within the 300 acre footprint.
- The concept plan preserves large areas of the island for natural resource protection and enhancement.
- The concept plan allows for access to be either from a new bridge from Marine Drive or from an extension of or improvements to North Hayden Island Drive.
- The concept plan shows a potential trail network, viewpoints and a non-motorized boat launch.

Find the study at: <http://www.portlandoregon.gov/bps/article/388538>

The following page contains the “Final Base Concept Map” and “Final Base Concept Plan, Development Impacts and Natural Resources Protection” information. On February 17, 2012, the AC approved them for purposes of moving forward with its deliberations.



**Figure A: Final Base Concept Plan**



Source: Habitat and wetland locations provided by the City of Portland's Natural Resource Inventory (2011) Final Base Concept Plan

WorleyParsons resources & energy ANCHOR OEA

0 500 1,000 1,500 2,000 Feet

**Table B. Final Base Concept Plan, Development Impacts and Natural Resources Protection**

Habitat	Existing	Affected				Protected	
		Marine Terminal Footprint	Docks <sup>4</sup>	Bridge <sup>4</sup>	Recreation <sup>5</sup>	Opportunity Expansion Area	Restored/Enhanced
Land <sup>1</sup>	wetland <sup>2</sup>	(mitigation wetland = 19.5) <sup>3</sup>	0.0	0.0	0.0	0.0	8.9
	forest	348.1	113.8	0.0	1.0	14.6	214.9
	woodland	58.8	22.7	0.0	0.0	7.2	28.8
	shrubland	19.0	5.5	0.0	0.3	2.1	10.5
	grassy/sparsely vegetated <sup>6</sup>	206.7	123.3	0.3	0.7	8.6	70.4
	beach <sup>8</sup>	3.9	0.0	0.0	0.0	0.1	3.7
Shallow Water Habitat <sup>7</sup>	wetland <sup>2,8</sup>	23.9	0.0	0.0	0.0	0.1	23.9
	forest <sup>8</sup>	42.6	0.6	0.0	0.0	0.1	42.0
	woodland <sup>8</sup>	30.2	0.0	0.0	0.0	0.1	30.1
	shrubland <sup>8</sup>	5.6	0.0	0.0	0.0	0.0	5.6
	grassy/sparsely vegetated <sup>6,8</sup>	22.4	0.1	0.0	0.0	0.4	22.0
	beach <sup>8</sup>	42.1	0.0	0.2	0.0	1.4	40.4
	in-river <sup>8</sup>	215.1	0.0	0.2	0.3	0.0	

<sup>1</sup> The land is located above ordinary high water, which is approximately 20.4 NAVD88.

<sup>2</sup> Where wetlands overlap vegetated habitat types, the wetland supercedes the vegetated habitat type.

<sup>3</sup> Total wetland impacts are reported. The Port mitigation wetland, which is included in the total, is also reported separately.

<sup>4</sup> In addition to the dock and bridge impacts to "Land" and "Shallow Water Habitat", there will be impacts to the deepwater habitat (areas deeper than 34ft below Ordinary High Water Mark (OHWM) resulting from overwater shading. The dock will impact 5.6 acres of deepwater habitat and the bridge will impact 0.5 acres of deepwater habitat.

<sup>5</sup> impact.

<sup>6</sup> Sparsely vegetated areas are herbaceous or non-vegetated, non-impervious areas including the dredge deposit management area.

<sup>7</sup> Shallow water habitat is defined by OHWM and 34 feet below OHWM. OHWM is delineated as 20.4 ft NAVD88 and 34 ft below OHWM is delineated at -14ft NAVD88; these elevations are approximate and may change over time. OHWM would need to be measured at the time of development.

<sup>8</sup> Habitat types and acreages are based on aerial photography taken in August of 2010 when the river was relatively low. Therefore, land that may be inundated during wetter portions of the year was mapped based on its vegetation type. The area that was river channel in the aerial was mapped as such.

<sup>9</sup> Potential for additional shallow water habitat enhancement/restoration.

2) **Harbor Lands Analysis:** The study reviews the most recent Cargo Forecasts done for the Portland Harbor to determine the potential need for marine terminal land and considers the redevelopment potential of certain sites along the Portland Harbor for future Marine Terminal use. In addition, the study determines whether the Port of Vancouver may have excess capacity to absorb additional demand, and analyzes ways to measure industrial land efficiency along the harbor lands. Key takeaways include:

- There are two sites in the Portland Harbor that may include enough vacant land (Time Oil and Atofina sites). Both sites would require the acquisition of additional land, and both have infrastructure and contamination issues that could be barriers to development. Neither site meets the dimensional requirements for modern “unit train” rail access.
- The Bureau of Planning and Sustainability has completed a number of inventories of vacant land in the Portland harbor, which are summarized in the ECONorthwest report. The effective supply of land in the Portland harbor is 50 to 174 acres. The range reflects the outcomes of several different studies, with a range of assumptions about how “vacant” is defined, and how constraints may impact the effective use of land – such as contamination, and environmental resources.
- The number of new marine terminals necessary to meet these capacity shortfalls varies based on the commodity type, and assumptions we make about terminal size. The ECONorthwest report summarizes that information. They estimate that between 51 and 1,457 acres of land will be needed to meet projected demand for new marine terminals through 2040. Assuming the middle of the forecast range, the need is estimated at 570 acres.
- The Port of Vancouver has about 350 acres of vacant land in reserve for future marine terminal growth. ECONorthwest estimates that the regional need for new marine terminals will be 570 acres through 2040 (assuming the mid-range in the cargo growth forecasts). Unless cargo volume growth is on the low end of the expected range, there is not enough land in Vancouver to meet the regional need by itself.

Find the study at <http://www.portlandoregon.gov/bps/article/388539>

3) **Costs and Benefits Analysis:** (Facilitator selected quotes from report) The ECONorthwest study considered the benefits and costs that may accrue to the public over time if West Hayden Island is developed **in accordance with** the Concept Plan. This is compared with a baseline (no build) scenario. Key takeaways include:

- The report considers the effects of the development scenario with the baseline scenario on natural resources, recreation, local impacts and port economics (expressed in terms of 100-year Net Present Value).
- Development would reduce the value of the ecosystems services provided by WHI natural resources by \$4.5 to \$11.5 million (100-year NPV).

- Anticipated mitigation is estimated to cost \$24.5 million (including operating/maintenance costs), and creates \$1.9 to \$5.9 million of ecosystem services lift (100-year NPV).
- Development creates between \$1.5 and \$5.0 million in additional recreational benefits (100-year NPV).
- Recreational improvements shown in the concept plan may cost between \$2.4 and \$5.3 million (including operating/maintenance costs) (NPV).
- Traffic, air quality, light and noise were identified as impacts that have been known to have economic effects on property values. For example, air pollution costs associated with traffic may range from \$.02 to \$.04 per vehicle mile traveled. Port-related rail traffic might have a one-time impact on the property values for homes within 275 meters of the development. Given the number of homes in that zone (8), they quantified this impact as \$33,440. They estimated the cost of traffic-congestion related impacts as \$23,500 annually. The report cautioned that these are illustrative examples, and recommended additional work to evaluate health impacts via a Health Impact Assessment.
- Port operations would need to generate at least \$5.5 million in net economic benefit per year to produce a sufficient level of benefit to offset the expected local costs.
- This amount of needed benefit is a fairly small portion of the potential job and income amount that the port would generate overall – for example experts estimate 2,300 to 3,600 jobs could result from development of a marine terminal on WHI. This includes direct jobs, induced jobs and indirect jobs. Together, these jobs could generate \$200 to \$300 million in personal annual income, and \$18 to \$30 million in annual state/local tax revenue (in Oregon and Washington).

Find the study at: <http://www.portlandoregon.gov/bps/article/389017>

**4) Finance:** (Facilitator selected quotes from report.) The city hired Bay Area Economics to review the financial information submitted by the Port. It completed an analysis of other state port financial structures for comparison. Its findings include:

- BPS has developed a cost estimate based on WorleyParsons (April 2012), which totals approximately \$233 M before design and construction contingencies. The BPS estimate includes the assumption that approximately \$108.73 M of this total would be borne by a combination of Port, State of Oregon, federal, and City of Portland investment in the project. This includes a set of on- and off-site environmental mitigation measures, which appear to be the focus of most of the discussion pertaining to cost burdens on the two public agencies (City and Port of Portland). The environmental mitigations estimated by WorleyParsons and BPS include:

<u>Item</u>	<u>Cost</u>
Environmental Mitigation (State and Federal)	\$ 9,300,000
Environmental Mitigation (Local)	\$ 13,700,000
Follow Up Planning for 500 Acres	\$ 150,000
Full Implementation of Environmental Improvements on 500 acres (a)	\$ 20,000,000
<b>Total</b>	<b>\$ 43,150,000</b>
<b>Total per acre of WHI</b>	<b>\$ 86,300</b>
a) BPS assumes that \$5 M of this \$20M can be borne by private investors	

- This complex project will require a more detailed Business Plan and Financing Strategy to fully address missing information and lay out mechanisms to fund each stage of the WHI project. A Business Plan and Financing Strategy are highly recommended in order to ascertain the financial viability of the provisions of the Draft IGA. The Business Plan and Financing Strategy should consider the following items:

*Port Revenues* – As outlined above total Port of Portland revenues from leasing agreements to developers/operators have not been analyzed.

*Potential Recreation and Open Space Revenues* – While not likely to be a substantial revenue source, this set of revenues could include lodging ground leases, concessionaire payments (bike and boat) and other revenues from creating a new recreational facility on West Hayden Island

*Rail Spur Costs* - Construction of rail spurs, as envisioned by the WHI project, can be borne by private rail companies, with fees set accordingly to pay back this investment in a rapid manner.

*Potential Federal and State Grant Funds* – Some of the improvements envisioned for WHI may be fundable by grant funds from federal and state agencies, offsetting these costs and reducing the investment needed by Port of Portland and City of Portland

*Infrastructure Assessment Districts* – BAE did not research the legal requirements of creating infrastructure assessment districts at this facility. In other states, this mechanism or a variation thereof is often used to fund backbone infrastructure through the collection of property-based assessments for properties that benefit from the upfront investment by public agencies. The public agency floats a bond to pay for the infrastructure, and each property owner is then assessed an amount equivalent to the bond debt service over 20 or 30 years, apportioned by the benefit received.

*Other Cost-Sharing Mechanisms* – In some states, the scale of WHI would be structured as a joint powers authority, utilizing the combined revenue-generating

powers of different governmental jurisdictions and agencies. In this case, these agencies could include the Port of Portland, the City of Portland, counties which benefit from enhanced agricultural exports, and other public partners to be identified.

*Interim Leases* – Some large public projects around the US are creating interim leases which generate substantial revenue while permanent capital improvements are phased-in. For example, some public land-owners, particularly of former military bases, have leased “lay down” space to steel and transit vehicle manufacturers to generate ground lease revenues for short periods (e.g., five years). Other examples include medium-term solar farm ground leases.

*Monetizing Mitigation Measures through Carbon Offsets*– More research is needed, but it may be possible to monetize mitigation programs such as selling carbon offsets per the new forestation project envisioned to mitigate deforestation for the marine terminal portion of the WHI project.

Find the study at: <http://www.portlandoregon.gov/bps/53713>

- 5) **Health Analysis:** (Facilitator selected quotes from report) As a result of the City’s adoption of the Portland Plan, the Multnomah County Health Department conducted an analysis at the request of the City of Portland’s Bureau of Planning and Sustainability. Two public health organizations, Upstream Public Health and Oregon Public Health Institute, provided consultation and technical expertise, and participated on the Health Department’s health analysis and research team.

The health analysis addressed one central question: How might annexation of West Hayden Island (WHI) by the City of Portland, and later port development, affect human health? The goals of the analysis were to: A) build on the information already gathered during the West Hayden Island planning process, B) respond to stakeholder requests to better understand the potential health impacts of annexation and port development, and C) aid the City of Portland in integrating health considerations into its planning processes

**Overview of Analysis:** This health analysis considers the potential impacts of one specific development scenario, guided by Portland City Council Resolution 36805. This scenario includes:

- Retaining at least 500 acres of open space with approximately 2.3 miles of trails
- Up to 300 acres of deep water marine terminal development inside a rail loop
- Replacing the road and adding bicycle and pedestrian infrastructure on N. Hayden Island Drive
- Construction of the Columbia River Crossing (CRC) as planned

- Increased residential development on East Hayden Island, as a result of the adopted Hayden Island Plan
- Initial redevelopment of the Jantzen Beach SuperCenter
- This scenario does not include constructing a new bridge from Marine Drive to West Hayden Island. Additional detail for the analysis assumptions is provided in Section II.
- This is a prospective analysis of changes planned for the island, how the changes could affect the health of residents of the island and the larger region, and whether potential benefits and harms of the changes are equitably distributed. The analysis draws on the strength of Health Impact Assessment (HIA) techniques, but also allows for integration into the well-established Environmental, Social, Economic, and Energy (ESEE) analysis process that is a central part of land use planning in Oregon.

**Summary of Findings:** The health analysis found that all seven factors identified as concerns may affect health—some in negative ways and some in positive ways. The most likely **negative** health impacts are related to air quality, noise and vibration, and community design and housing. These factors show potential for negatively impacting health by increasing respiratory illness, cardiovascular disease, cancer, sleep disruption, and economic instability.

- The most likely **positive** health impacts of the development scenario are related to newly available, family wage jobs and improvements in opportunities for physical activity, including the beneficial effects of improved infrastructure for walking and biking as well as open spaces and trails for recreational opportunities. These factors show potential for positively impacting health by increasing life expectancy, decreasing chronic disease, improving mental health, and reducing injuries.
- In general, the local population on Hayden Island, particularly those living in manufactured or floating homes is likely to experience the negative health impacts of the development scenario.
- The closer people live to the proposed West Hayden Island development site, the more likely they are to be affected. Children, older adults, and people with low incomes are especially vulnerable to many of the potential impacts. Residents of manufactured homes and floating homes are especially vulnerable to economic challenges due to the potential decrease in property values and personal wealth. The regional population is likely to experience the positive health impacts.

**Table 1: Summary of Potential Health Impacts Prior to Mitigation**

KEY:						
	• Low	•• Medium	••• High	? = Uncertain or Unable to Evaluate		
	Health effects (factor)	Geographic extent of the impact	Number of People Impacted	Evidence in the literature for a link between the change and health outcome	Likelihood that development scenario will contribute to the prevalence of the health outcome	Intensity of the health impact
<b>POSITIVE IMPACT: Employment</b>						
Increased life expectancy	Region	Hires for family-wage port jobs (e.g., Longshore Workers)	2,300-3,700 people in the region	•••	•	•
Improved mental health				•••	••	•
Decreased chronic disease				•••	••	•
Decreased temporary injury and illness				•••	••	•
<b>POSITIVE IMPACT: Physical Activity</b>						
Increased life expectancy	Local/ region	People in the region who utilize the open space/ trail, improved bicycle and pedestrian facilities. Local residents will have improved access to goods and services on the island.	?	•••	•	•
Improved mental health				•••	••	•
Decreased chronic disease				•••	••	•
Decreased temporary injury and illness					••	

	Health effects (factor)	Geographic extent of the impact	Number of People Impacted	Evidence in the literature for a link between the change and health outcome	Likelihood that development scenario will contribute to the prevalence of the health outcome	Intensity of the health impact
<b>POSITIVE IMPACT: Traffic Safety (Motor Vehicles)</b>						
Decreased injury	Local/ region	Drivers and passengers	Number of people impacted unknown but approximately 11 fewer collisions annually	•••	•••	••
Decreased premature death				•••	••	•••
<b>NEGATIVE IMPACT: Traffic Safety (Bicyclists and Pedestrians)</b>						
Increased injury	Local/ region	Bicyclists and pedestrians in close proximity to truck traffic on Hayden Island	?	•••	••	••
<b>NEGATIVE IMPACT: Community Design</b>						
Increased housing related health conditions	Local	Manufactured home park residents, floating home residents	Up to 2,000 Hayden Island residents	•	••	••
Decrease economic stability				•	•••	•••
Decreased social opportunities				•	••	?



	Health effects (factor)	Geographic extent of the impact	Number of People Impacted	Evidence in the literature for a link between the change and health outcome	Likelihood that development scenario will contribute to the prevalence of the health outcome	Intensity of the health impact
<b>NEGATIVE IMPACT: Air Quality</b>						
Increased respiratory illness	Local	Manufactured home park residents, floating home residents	People who live in the 440 manufactured homes and approximately 150 floating homes	•••	••	••
Increased cardiovascular illness				•••	••	••
Lung cancer				•••	•	•••
Decreased life expectancy				•••	?	•••
<b>NEGATIVE IMPACT: Light Pollution</b>						
Increased sleep disturbance	Local	Manufactured home park residents, floating home residents	People who live in the 440 manufactured homes and approximately 150 floating homes	••	••	••
Increased cancer				•	•	•••
Increased obesity and diabetes				•	•	••
Increased depression				•	?	?
<b>NEGATIVE IMPACT: Noise and Vibration</b>						
Increased annoyance	Local	Manufactured home park residents, floating home residents	People who live in the 440 manufactured homes and approximately 150 floating homes	••	•••	•
Increased stress				•	••	••
Increased sleep disturbance				•	••	••
Increased mental health problems				•	•	•
Increased hearing loss				•••	?	•••
Increased cardiovascular disease				••	•	?

## Proposed Potential Mitigation Measures

- Maximizing benefits and minimizing harms: The Health Analysis provided a menu of strategies that could be used to maximize the health benefits and minimize the health risks and harms that might be associated with the development scenario. These strategies were identified through the health analysis team's review of scientific literature, established best management practices, recommendations of Health Impact Assessments of other port projects, comments gathered through the West Hayden Island planning process, and the professional experience of the health analysis team.
- Several overarching themes tie together many of the strategies listed. First, many entail ongoing monitoring of health hazards – air pollution, noise, and light – if the proposed development proceeds. In combination with ongoing monitoring, the use of adaptive management practices would support the creation of plans that respond to changes on the island. Such an approach would allow for revisiting stakeholders' concerns as the West Hayden Island project develops within the context of other changes on the island (e.g., CRC construction).
- Many of the strategies would address multiple health impacts; for example, planting trees could both improve air quality and reduce the distance that sound travels. Finally, the construction of a West Hayden Island bridge to Marine Drive would eliminate many of the truck-derived impacts from the development scenario.

## Limitations of the Analysis

Like any assessment project, this analysis has its strengths and its shortcomings. There is additional discussion of specific limitations in each assessment factor section. This section describes the overall limitations of this analytical approach.

- Lack of a specific development proposal
- Evaluating only one development scenario
- Data shortcomings: Lack of local health outcome data E.g. lack of health outcomes data at small geographic scales. Lacks of Population projections in the future do not classify this estimated population by age group or by race/ethnicity.
- Time and resource constraints

Find the study at <http://www.portlandoregon.gov/bps/article/420207>

## B) Staff Reports

*The following summaries, unless otherwise noted, were used by the City during its public outreach events. In the event of any ambiguity, the language in the published reports controls. The Ac considered these reports during its deliberations.*

- 1) Hayden Island Natural Resource Inventory (NRI):** This work includes updating an inventory of existing natural resources for all of Hayden Island as well as the south bank of the Oregon Slough. This work provided natural resource background data for the concept planning and ESEE work. Key takeaways include:
  - West Hayden Island is a mosaic of features including forests, woodlands, grasslands, wetlands, open areas and shallow water area that function together as one habitat unit.
  - Its location at the confluence of the Columbia and Willamette Rivers and on the Pacific Flyway for migrating birds is unique in the region.
  - Over 200 wildlife species, included federally-listed fishes, use WHI and the surrounding Columbia River
  - Although impacted historically by agricultural activities and on-going dredge material placement, all of WHI is a high-ranked riparian corridor and wildlife habitat area.
  
- 2) Economic, Social, Environment and Energy (ESEE) Analysis (Current Draft):** This analysis identifies the range of positive, negative, mixed and neutral consequences of allowing, limiting, or prohibiting industrial, recreation, and open space uses on WHI. Key takeaways include:
  - This trade-off analysis arrays the consequences and produces a recommendation for the decision makers to consider.
  - The recommendation is made within the context of local, regional, state and federal regulations, goals and policies.
  - The recommendation is to limit development of WHI to approximately 300 acres of marine terminal uses:
    - allow marine terminal development on land within the IH zoned areas,
    - limit in-water development of docks,
    - limit recreation to areas east of the BPA power lines, and
    - require mitigation for impacts to resources within open space areas.

Find the study at <http://www.portlandoregon.gov/bps/article/394168>

**3) Recreation Analysis:** This memo draws on previous recreational work done for the Hayden Island plan and ENTRIX in phase 1 of this project. The memo identifies local recreational needs, opportunities to meet those needs on West Hayden Island, or on property just east of the railroad bridge and ways to reduce the negative impacts between recreation and natural resources and recreation and marine terminals. Key takeaways include:

- Previous studies and planning processes indicate that Hayden Island is deficient in public recreation facilities.
- Low-impact recreation opportunities on West Hayden Island must be sensitive to the existing natural resource function.
- The base concept plan provides opportunities for low impact recreation such as trails, potential non-motorized boat launches and wildlife viewpoints.

Find the study at <http://www.portlandoregon.gov/bps/article/356895>

On October 30, 2012, Mike Abbaté, Director, Portland Parks & Recreation, sent the City a letter highlighting its recommendations for changes to the *Draft West Hayden Island IGA between the Port and City*, dated August 14, 2012.

**4) Regulatory Requirements Analysis:** This report reviews federal, state, regional and local environmental regulations and policies that could affect future development of WHI. Examples include Endangered Species Act, Clean Water Act, and Environmental Protection Agency's Strategic Plan for the Columbia River, the State's Estuary Partnership Management Plan and Federal Emergency Management Agency requirements. Key takeaways include:

- There are several overlapping regulations and policies that address natural resources on WHI. Specific regulatory requirements are difficult to predict until there is a specific proposal.
- State and federal regulations apply to in-water resources and the floodplain. Other resources, such as forests and grasslands, are not regulated at the state or federal level, but can be regulated at the local level.
- The final base concept plan, if developed as shown, would require mitigation, both on- and off-island to achieve no-net-loss of ecosystem functions. This mitigation is above what would be required solely through existing regulations.
- There are different areas off-site that could receive compensatory mitigation. The port is proposing work on Government Island.

Find the study at <http://www.portlandoregon.gov/bps/article/356896>

5) **Vancouver Port Coordination:** This analysis looks at advantages and opportunities for increased coordination between the Port of Portland and Port of Vancouver as well as some research on interstate Port Authority logistics. Key takeaways include:

- Formal and informal coordination has increased more recently among the ports. One example is the deepening of the Columbia River.
- Greater coordination and/or sharing of operations may be possible if both parties agree to the benefit.
- Creation of bi-state, joint port authorities require an arduous process involving both state governments and an act of Congress. NY/NJ is the only current example related to marine ports.

Find the study at <http://www.portlandoregon.gov/bps/article/376313>

6) **Land Management Options:** This analysis discusses options for how natural resource lands could be managed over time, including proposals for long term ownership, and strategies to pay for land management activities. Key takeaways include:

- There are several options for long term ownership and maintenance, but port mitigation activities may be best on port-owned property.
- Creating a master plan for the on-going management of the natural resources and recreation areas is important to achieve long-term goals.
- A financing strategy is important to get up front, through the use an agreement to ensure adequate funding in the future.

Find the study at <http://www.portlandoregon.gov/bps/article/390089>

7) **North Portland Rail Study Analysis:** This analysis reviewed previous rail and freight studies with an emphasis on reviewing congestion issues within the rail corridor in North Portland, Vancouver and the bridge, and summarized the recommendations from these reports for improving efficiency. Key takeaways include:

- There are several studies that have considered congestion issues along the rail lines (BNSF & UP) in North Portland. Most expect congestion to increase.
- Speed limitations on either side of the bridge are a greater impediment to efficiency than the bridge itself. Track improvements that increase the speed of freight trains in the vicinity of North Portland and Peninsula Junction would provide benefit to both freight and passenger trains.
- Long term goals to accommodate high-speed passenger rail would require large-scale improvements made to the entire line, including the potential for a dedicated track along the entire corridor.

Find the study at <http://www.portlandoregon.gov/bps/article/367790>

**8) Transportation Modeling Analysis (PBOT):** Phase I of this transportation analysis was conducted for what was determined to be a reasonable high impact traffic generation scenario for a 300 acre Port development site that includes two auto import terminals and one bulk marine facility on WHI. Phase II provided a detailed operational level analysis at the intersection level. Key takeaways include:

- The high impact scenario was modeled with and without a WHI bridge, using the Hayden Island Neighborhood plan future street network and the CRC Option D interchange design
- The high impact scenario generates up to 2,050 daily vehicle trips, including 516 trucks. The PBOT report explained that 12% of the 2035 Hayden Island traffic would be attributable to the Port development. This number is the average Port impact on all the different links in the model that was studied on Hayden Island. This modeling number is useful only as a way to understand the total system-wide impact, but it is not a representation of the impact at any one location.
- The PBOT modeling suggests that in 2035 about 22% of the anticipated traffic in the vicinity of the manufactured home community would be port-generated.
- The modeling suggests that all intersections, except for one off-island, are projected to operate at the level meeting both City and ODOT mobility standards in 2035. Several intersections may be close to their capacities, and mitigation could be required.
- At the November 9, 2012 AC meeting, PBOT provided the following information. It is just one of the possible concepts that will be explored through a design process before anything is built. It was done to check cost assumptions and is not a final design.

The purpose of this update was to develop a concept that would result in a lower cost, but fully functional, transportation facility along NHID in support of the Port's development of West Hayden Island. The alternative design concept requires no additional right of way. The estimated cost of \$9.7M for this alternative design concept provides for reconstruction of one lane in each direction and a left turn lane. The full width reconstruction amounts to \$21.3M to \$24.2M and includes reconstruction of 48' of roadbed and a 12' wide left turn lane, two 6' bicycle lanes, an 8' sidewalk, and a 6' furnishing zone on the south side, with an 8' swale and 12' multi-use path along the north side of NHID. Cost estimates in the study were done using 2012 dollars.

**The above numbers are not Net Present Value. They are in one-time expense, up front, in 2012 dollars.**

Find the study at <http://www.portlandoregon.gov/bps/article/380594>

## 9) Environmental Mitigation

- The AC met as a subcommittee on several occasions to discuss the environmental mitigation options. While a consensus was not reached during these meetings, its members robustly explored the issues and provided City staff with feedback as it developed its proposals.
- The Proposed Draft IGA released on August 14, 2012 included floodplain forest mitigation actions for development impacts to 149 acres of existing forest on WHI. Following the goal of achieving a net increase in ecosystem functions and using the City's Forest Mitigation Framework (March 22, 2012), staff determined that the forest mitigation actions proposed in the IGA achieved 88% of the obligation (see Attachment A). This left a gap of 12% to get to full mitigation and some additional actions necessary to achieve a net increase in ecosystem functions.
- Since the release of the Proposed Draft IGA staff have held a Mitigation Work Session with the Advisory Committee and met with Planning and Sustainability Commission members, ODFW, Audubon, LCREP and the Mayor's office to develop options that achieve a net increase in ecosystem functions.
- Table 1, below summarizes the WHI Natural Resources Mitigation Elements based upon the goal of achieving a net increase in ecosystem functions. The City operationalized this to mean replace each habitat type impacted (in-kind) and then do more.

Table 1: Summary of all WHI Natural Resources Mitigation Elements				
Mitigation Element	City Proposed Draft (August 14)	City Net Increase Options	Port Proposal	Audubon Approach
Shallow Water Habitat & Wetlands	20-30 acres (100%) \$8.5M	20-30 acres (100%) \$8.5M	~20 acres (100%) \$8.5M  Port notes: \$9.3	20-30 acres (100%) \$8.5M
Grassland	Grant to 3 <sup>rd</sup> Party (100%) \$1.5M	Grant to 3 <sup>rd</sup> Party (100%) \$1.5M	NA	Grant to 3 <sup>rd</sup> Party (>100%) \$32M
Forest Mitigation	615 acres (88%) \$20.4M	~720 acres (>100%) \$23M - \$27M	250 acres (54%) \$9.4M  Port notes: 150 acres of tree planting + 100 acres of invasive removal (54%) \$9.6M +\$3 M for cost of land	
Floodplain	<i>Balanced cut-and-fill won't apply. No-net-rise will apply.</i>			Balanced cut-and-fill

The dollar amounts in the table above are straight estimates. They have been updated in the ECONorthwest Memo, below.

Table 2: Summary of Forest Mitigation Options						
Forest Mitigation Element		Proposed Draft IGA	Option A: Maximize WHI + GI	Option B: No WHI Actions	Port Proposal	Audubon Proposal
WHI	Protect remaining forest	234 ac 16%	313 ac 21%	313 ac 21%	313 ac 21%	313 ac 21%
	Enhance remaining forest	145 ac 23%	224 ac 35%	NA	NA	145 ac 23%
	Re-establish forest	NA	22 ac 7%	NA	NA	NA
GI	Enhance existing forest	296 ac 18%	296 ac 18%	296 ac 18%	100 ac 6%	NA
	Re-establish forest	174 ac 31%	174 ac 31%	174 ac 31%	150 ac 27%	NA
Off-site	Grant to 3 <sup>rd</sup> Party	NA	NA	\$10.4M (+50%)*	NA	\$30M (+44%)
~ % obligation		88%	112%	+100%	54%	+100%
~ Cost		\$20.4M**	\$23.6M	\$26.7M	\$9.4M**	\$32M

\* Used Sauvie Island site as proxy to calculate amount needed to fill gap. Land value is included.

\*\* Port and City IGA Scenario do not incorporate value of Government Island and WHI land



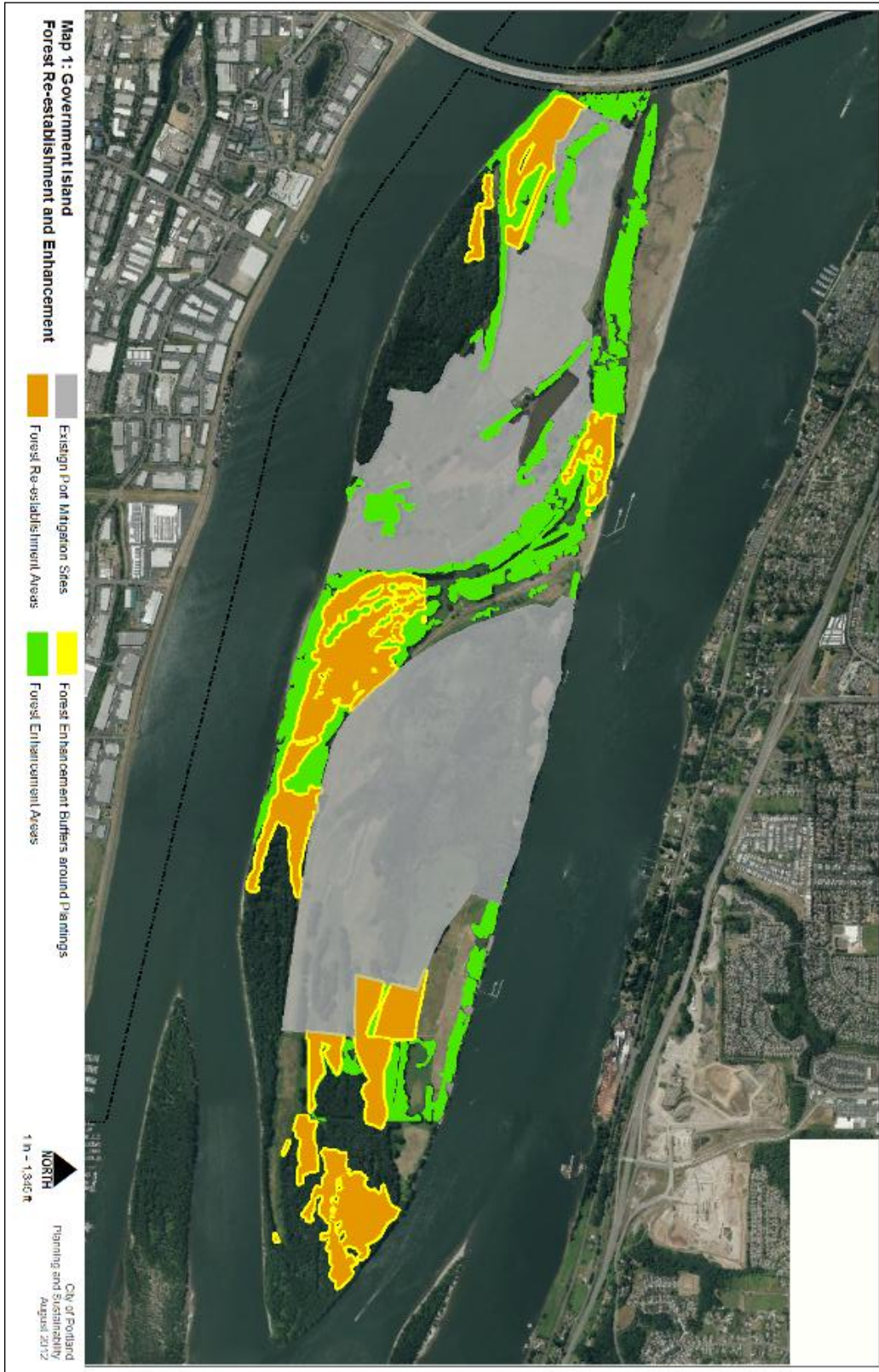
Option A, below, is a summary of the options, including the Port’s and Audubon’s proposals. The table uses the City’s Forest Framework methodology for determining percent obligation and uses the EcoNorthwest methodology for determining costs. Following the table are explanations and maps of Options A and B.

<b>Table 3: Option A – Maximize Floodplain Forest Mitigation on WHI</b>				
Total Impacted Acres = 148.5				
<b>Mitigation Action</b>	<b>Acres</b>	<b>Effective Mitigation Ratio</b>	<b>Acres Mitigated</b>	<b>Percent Obligation Achieved</b>
Protect remaining forest on WHI	313	10 : 1	31	21%
Enhance remaining forest on WHI	224	4.3 : 1	52	35%
R-establish forest on WHI	22	2.1:1	10	7%
Re-establishment floodplain forest on Gov. ls.	174	3.8 : 1	46	31%
Enhanced floodplain forest around plantings on Gov. ls.	302	11 : 1	28	18%
<b>Total</b>			<b>167</b>	<b>112%</b>

Map 1: Mitigation Option – Maximize Floodplain Forest Mitigation on WHI



Map 2: Government Island Floodplain Forest Mitigation (same as Proposed Draft IGA)



<b>Table 4: Forest Mitigation including the Sauvie Island Surrogate Site</b>				
Total Impacted Acres = 148.5				
<b>Mitigation Action</b>	<b>Acres</b>	<b>Effective Mitigation Ratio</b>	<b>Acres Mitigated</b>	<b>Percent Obligation Achieved</b>
Protect remaining forest on WHI	313	10 : 1	31	21%
Re-establishment floodplain forest on Gov. Is.	174	3.8 : 1	46	31%
Enhanced floodplain forest around plantings on Gov. Is.	302	11 : 1	28	18%
Protect Sauvie Island Site	206	15:1	14	9%
R-establish forest on Sauvie Island	133	2.5:1	53	36%
Enhance forest on Sauvie Island	73	11.5:1	6	4%
<b>Total</b>			<b>178</b>	<b>119%</b>

**Sauvie Island Surrogate Site:** This option is intended to reserve all of WHI for mitigation obligation unrelated to development on WHI. Mitigation for WHI development would happen off-site at Government Island (as proposed in the IGA) and a fee in lieu of mitigation would be given to a 3<sup>rd</sup> party to be spent at a site to enhance and reestablish floodplain forests.

To determine an appropriate fee in lieu cost, staff made the following assumptions: 1) WHI protection would be credited but no on-site floodplain forest mitigation actions would occur, 2) A single off-site receiving site would be within 5 miles of WHI, and 3) Off-site actions would include floodplain forest protection, re-establishment and enhancement

City staff used a site on Sauvie Island as a surrogate for a mitigation site. The site was chosen because it is an existing island site within 5 miles of WHI and is currently used for agricultural purpose. There are two wetlands on or adjacent to the site and there is a large stand of existing floodplain forest within the site. The site also provides opportunity for grassland mitigation. The mix of habitat types – floodplain forest, grasslands and wetlands – creates a mosaic similar to WHI.

The floodplain forest mitigation actions that can be achieved at the surrogate site are 73 acres of enhancement, 133 acres of re-establishment, and a total of 206 acres of protection. These actions mitigate for 49% of the obligation, which when combined with protecting WHI (21%) and floodplain forest mitigation actions on Government Island (49%), the total is 119% of the mitigation obligation or a net increase in ecosystem functions.

The site could also accommodate 72 acres of grassland mitigation. This would not be credited toward floodplain forest mitigation, but meets the staff goals of mitigating for existing conditions which include a mix of island habitat types that have synergistic functions.

Since the project would be on land not currently owned by the Port or other public or non-profit agency, land cost must be included. The surrogate site evaluated is currently for sale for \$2.5M; or \$9K per acre.

### **WHI – Shallow Water and Wetlands 11/9/12 City Update**

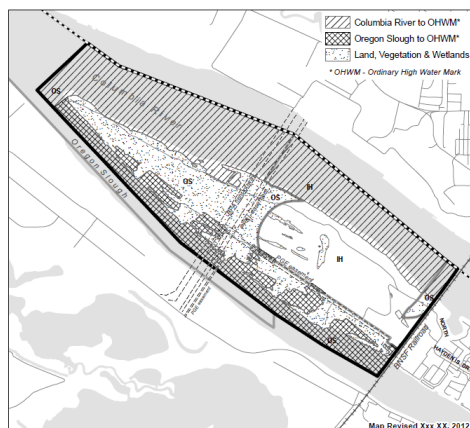
Attached is a draft map that shows a proposed shift in how impacts to shallow water and wetlands in the IH zone would be reviewed. Language would be added to the zoning code and the IGA mitigation processes taken out

The Proposed Draft IGA includes a section that specifies future coordination between the City and Port to develop a mitigation proposal for impacts to shallow water and wetlands. The agreed upon proposal would be submitted to state and federal agencies for approval.

Because of the uncertainties related to future development – timing, phasing, changes in regulations – and concerns regarding an untested process to develop a mitigation proposal, staff are considering the option of expanding environmental zoning code and regulations to shallow water and wetlands within the IH zoned area of WHI.

When development is proposed that would impact shallow water habitat (i.e., docks) or wetlands (i.e., rail loop) there would be a local review process to assess the impacts and proposed mitigation. The process could include standards for some actions with known impacts for which we can develop clear and objective standards, and a land use review for other impacts that are not well known.

There is an existing streamlining process where applicants meet jointly with local, state and federal agencies for large projects like this. That process could be used early to make sure mitigation required by one agency/regulation won't conflict with agency rules.



## **WHI –Floodplain Forest Mitigation Performance Standards 11/9/12 City Update**

### **Floodplain Forest Mitigation**

The performance standards are based on the Ecological Performance Standards for Wetland Mitigation (prepared for the Environmental Protection Agency by NatureServe, 2008) and the standards used by the City Bureau of Environmental Services, Revegetation Program to ensure success within their restoration sites.

The performance standards are an average across the mitigation plots (see #6). There may be plots that do not meet the performance standards provided 85% of plots do meet the standards.

**ODFW Comments on WHI Mitigation:** On November 9, 2012 ODFW provided the AC its letter to BES commenting on the environmental mitigation options being considered by the AC. It highlighted the following (quotes):

- Habitat protection is not considered compensatory mitigation according to its Fish and Wildlife Habitat Mitigation Policy. Such credits is achieved when habitat is managed that increases health and function. That said, it can be negotiated when there is an imminent threat that, if not protected in perpetuity, would result in loss of habitat value.
- Both options A and B of the City’s proposal assume 21% of the project’s forest mitigation obligations would be on WHI. Protection of any habitat on WHI within the 500 acres would not be counted as compensatory mitigation. As a result, Options A and B are short of the “no net loss” mitigation goal for floodplain forest habitat.
- Mitigation for losses on WHI should be replaced on WHI. If not feasible, then alternative sites that meet the goal are reasonable with a preference to sites closest to the impact area. While sites further away can be negotiated, ODFW may recommend against it.
- Re-establishment of floodplain forest on the 22-acre “historic agricultural pasture” is reasonable.
- The City’s mitigation framework, specifically the use of ratios and time and distance modifiers are useful. The ratios used here by the City are reasonable and sound. That is, ODFW does not disagree with the ratios the City used here.

**Portland Harbor Trustee Comments on WHI Mitigation:** On November 6, 2012, the Portland Harbor Natural Resource Trustee Council provided a letter to the City commenting on the environmental mitigation options being considered by the AC. It noted (quotes):

- The Trustee Council is working with a number of Potentially Responsible Parties, including the Port of Portland, to estimate the injury to natural resources due to releases of hazardous substances in Portland Harbor. The current settlement-oriented NRDA process will likely result in the implementation of restoration projects to offset injuries to natural resources.
- The Trustee Council has developed a “Restoration Portfolio,” which includes many potential restoration sites within the Portland Harbor Study Area, as well as within a Broader Focus Area, where restoration projects could be implemented to offset NRDA liability. West Hayden Island is one of the 41 sites included in the current portfolio.
- At this time, the Trustee Council has neither engaged in negotiations nor entered into any agreements with the Port of Portland to implement a NRDA restoration project on West Hayden Island. Further, the inclusion of West Hayden Island in the Trustee Council’s Restoration Portfolio should not be viewed as an impediment to utilizing undeveloped portions of the island for any necessary mitigation in the event that the annexation of the island and development of a marine terminal is approved.

**10) Annexation Costs (FACILITATOR’S NOTE: The following figures do NOT use the same NPV analysis.)**

**The following were presented at the November 9, 2012 AC meeting:**

**A) The Port provided the following information as of September 2012:**

**WorleyParsons Concept**

Terminal Operations (acres)	278.0
Dock (acres)	6.4
Total (acres)	284.4
Sq. ft.	12,388,464
<b>Annexation Elements</b>	<b>Port Proposal</b>
Federal/State mitigation	\$9.3M
Local enhancement (forest ++)	\$13.7M
Transportation	\$5-21M
Security	\$1.75M (70,000 x 25 years)
Community grant benefit	\$.625M (25,000 x 25 years)
Sewer/water	\$.3M
Recreation	\$M
Total	\$31.71 - \$47.71M

<b>Cost per sq. ft. for annexation only</b>	<b>\$2.5 - 3.8/sq. ft.</b>
<b>Site Prep Costs (Tier 3- to Tier 1)</b>	<b>WorleyParsons estimates</b>
Site clearing and prep	\$566,000
Fill excavation and erosion control	\$33,600,000
Street access to site	\$450,000
Internal road access	\$3,630,000
Water on and off site	\$100,000
Sewer on and off	\$3,200,000
Power	\$,950,000
Buffer Landscaping	\$320,000
Subtotal	\$42,816,000
Design, Eng., C. Mgt. 38% Contingent	\$16, 270,080
Total	\$59,086,080
<b>Cost per Sq. ft. for site readiness</b>	<b>\$4.7/sq.ft.</b>

Market price for industrial waterfront property- \$5 to 7/sq. ft.; annexation and Site Prep per WorleyParsons concept and Port IGA proposal \$ 7.2-8.5/sq.ft.

**B) The City provided the following information based upon the then current August 14 Draft IGA :**

**Annexation Costs for WHI per City Proposal (City Estimates) November 9, 2012**

**WorleyParsons Concept**

Terminal Operations (acres)	278.0
Dock (acres)	6.4
Total (acres)	284.4
Sq. ft.	12,388,464
<b>Proposal Element</b>	<b>Cost per City estimates</b>
Wetland and shallow water mitigation (Federal and State permits)	\$8.5 - 10.1M
Forest mitigation – Government Island (174 acres of planting, 296 of enhancement/invasive control)	\$9.6M <i>NPV</i> (one time grant to BES)
Forest mitigation – West Hayden Island (145 acres of enhancement/invasive control)	
Forest mitigation – placeholder to represent lease of GI – payment to Aviation Division	\$3M
Grassland mitigation –grant to third party entity for Western Meadowlark conservation	\$1.5M (one time grant to a 3 <sup>rd</sup> party
Transportation – Reconstruct NHID (range reflects varying assumptions on total costs and funding	\$5.25 – 24M



sources)	
Security	\$0.7M <i>NPV</i> (\$70,000 x 25 years)
Community benefit grant (a portion of which may be used for parks improvements, if the community agrees)	\$0.625 – 0.9M <i>NPV</i> (\$25K for first 10 years, upon annexation. Funded later – ongoing - by 50 cents per truck entering gatehouse, upon terminal opening)
HIA follow up	\$0.1M (\$95,000 one-time funding to BPS + MCHD)
Recreation (trail) funding	\$1M
Recreation operations endowment	\$1.1M
<b>TOTAL</b>	<b>\$31.38 - \$52M</b>

*Cost per sq. ft. = \$2.53 - \$4.20 – annexation only*

<b>Site Preparation</b>	<b>Cost per WorleyParsons</b>
Site clearing and prep	\$566M
Fill, excavation and erosion control	\$33.6M
Street access to the site	\$.45M
Roads within the site	\$3M
Water connections to the site	\$.1M
Sewer connections to the site (may be reduced significantly by building on-site system with DEQ outfall permit, separate from City system)	\$3M - \$5.9M
Power/electrical – off site only	\$.95M
Buffer	\$.32M
<b>SUBTOTAL</b>	<b>\$41.99 - \$44.89</b>
Design, engineering, construction management, contingency (38%)	\$15.96 - \$17.06M
<b>TOTAL</b>	<b>\$57.95 - 61.95M</b>

*Cost per sq. ft. = \$4.68 - \$5.00 – site preparation*

*Total per sq. ft. = \$8.17 - \$9.20*

**The above City-provided information is based upon present value calculations conducted by EcoNorthwest:**

- As described above, the City asked ECONorthwest to calculate the present value of the costs of implementing forest enhancement and forest restoration actions on West Hayden Island and Government Island. The City provided per-acre costs (in constant 2012 dollars) for both forest enhancement and forest restoration, by year, for the next 100 years. It has also provided the total acres of forest enhancement (441 acres) and forest restoration (174 acres) that would be implemented on West Hayden Island and on Government Island.

- These annual costs would accumulate over time. The total undiscounted cost of implementing these three actions is equal to the sum of the area of each action multiplied by the relevant annual per-acre cost, for each year, over the 100-year time period. They calculate the present value of this 100-year stream of costs by discounting the future values at a rate of 7 percent, and then summing the annual values.
- Table 1 summarizes these costs for each of the forest enhancement/restoration actions. The first column shows the undiscounted value of the costs over the 100-year time period (about \$20.4 million). The second column shows those value discounted at a rate of 7 percent (about \$6.3 million).

<b>Forest Enhancement/Restoration Action</b>	<b>Total Cost (undiscounted)</b>	<b>Total Cost (discounted)</b>
145 acres of forest enhancement on West Hayden Island	\$4,220,000	\$1,230,000
296 acres of forest enhancement on Government Island	\$8,620,000	\$2,520,000
174 acres of forest restoration on Government Island	\$7,560,000	\$2,580,000
Transportation to and from Government Island	\$84,500	\$42,100
<b>Total</b>	<b>\$20,500,000</b>	<b>\$6,370,000</b>

- The present value of costs calculated and presented in this memorandum describes the value of the 100-year stream of forest enhancement and forest restoration costs, discounted at a rate of 7 percent. The present value of this 100-year stream of costs is about \$6.4 million. Without discounting, the sum of the annual values over the 100-year period is about \$20.5 million. This means that, given the cost schedule of the forest enhancement and forest restoration actions and assuming investment opportunities provide marginal pretax returns of 7 percent, the \$20.5 million it would cost to implement these forest enhancement and forest restoration actions is the same as a \$6.4 million cost incurred today.
- This analysis calculated the present value of forest enhancement and forest restoration costs, on their own. These results do not consider the value of any benefits associated with these forest enhancement and forest restoration actions, nor do they consider the costs of any other enhancement/restoration actions that would be implemented, now or in the future, but for these three actions.
- These actions likely would provide a number of valuable benefits. Relative to the unenhanced and unrestored alternatives, these actions would, for example, provide more habitat for wildlife, sequester more carbon from the atmosphere, and better filter storm water as it travels to nearby waterways. The value of these benefits is typically considered when evaluating alternatives. Clearly, implementing these three actions costs more, in financial terms, than doing nothing. If the marginal value of the benefits derived from these actions (that is, relative to inaction) exceeds the costs of implementing them, then the actions are economically justified.

## 11) Mayor Sam Adams November 21, 2012 Proposal

The Mayor provided a Draft Proposal on November 9, and updated it on November 21, 2012. With the assistance of BPS staff, the AC considered the Mayor's proposal in context with other options discussed at the meetings. Mayor Adams' November 21, 2012 \$48.9M proposal follows.

### Forest Mitigation

A. On-site mitigation                      Continue to require forest enhancement on WHI (now 124 acres), and re-establish some forest in open areas (22 acres). NPV is \$4 million.

Add BMP provision to encourage trees on-site.

### B. Off-site mitigation

1. Government Island \$8.6 million estimated NPV; includes 3 million assumed land cost and \$5.6 million to complete all work, including installation, maintenance, and 100-years of monitoring. If FAA or Metro disallow this work, the funding converts to a grant for mitigation elsewhere. Payment to BES can be in form of a long-term contract instead of a lump sum payment.

2. Other sites                                      4. \$1 million. Forest habitat mitigation must achieve 110% of current ecological function as calculated by City's methodology. The percent not achieved through mitigation on WHI and GI would be converted to a dollar amount to be granted initially to BES for acquisition and habitat enhancement. NPV of expected amount of forest re-establishment work, including land purchase, installation, maintenance, and 100-years of monitoring.

### C. Other forest requirements

1. Timing    Port must choose to fund forest improvements in 50 acre increments or all up-front. The stated amount goes up if not all up-front, based on City mitigation methods.

2. Credits    Port is allowed to convert any up-front forest work to a mitigation bank in the event the entire WHI site is ever

transferred to a third party, if marine terminal development does not happen during the term of the agreement.

- 3. Forest clearing No forest clearing is permitted outside Dredge Disposal Management Area until state/federal permits are in hand.
- 4. Performance More detailed performance specifications for forest mitigation.

### Other Environmental Mitigation

- A. Flood plain Port is required to complete FEMA-related ESA consultation prior to asking for City approval of floodplain re-mapping.
- B. Meadowlark habitat \$1.5 million for Grassland improvement for meadowlark habitat goes to BES for eventual transfer to a third party for real estate acquisition and habitat enhancement.
- C. Shallow water Create IGA provisions that require early notification to the City of the state/federal permit application, and minimum mitigation requirements. Impose a local land use review process in the Zone Code (an Environmental Review like in River Plan) for dock development and related mitigation.
- D. Wetlands Require early consultation and notification, requirements for minimum acres of replacement, and for length of monitoring period. Depend of State and Federal review and do NOT require local land use review. These provisions will be reopened if state/federal regulations weaken prior to development.
- E. Long term protection Create an easement or covenant that commits to all parties to keeping the 500+ acres of land zone Open Space in perpetuity, and include a third party as part of that easement or covenant.

TOTAL ENVIRONMENTAL MITIGATION = \$18.2 million total, plus state and federal mitigation (Currently estimated at \$8-10 million)

## Community Benefits and Health Mitigation

- A. Housing conditions      \$3.6 million. Port pays \$3.6M manufactured home park grant fund to mitigate for health and other impacts on residents of the manufactured home park.
- Mitigation could include down payment assistance for replacement homes, weatherization grants, HVAC upgrades, window replacement, individual development accounts, and case management services. Housing bureau would be initial administrator.
- Initial funding to set up program(s) within 6 months, remainder within one year when programs are running. Aim for ability to leverage at least 1:1 state or federal match.
- B. Recreation      Acquisition of 6 acres on East Hayden Island for recreational park (Port to acquire). Estimated cost is \$1 – 3 million. \$7 million for subsequent design and capital improvements. *Note: It was not clear during the final meeting whether the proposal is \$7 million or \$5 million for design and capital improvements.*
- \$2 million for open space planning and recreational trails design and construction.
- \$3 million to seed park / trail development and park endowment for future O & M of trails and new parks.
- C. Community Fund      \$1.4 million. The Port will fund 100,000 for 10 years, with continuing funding based on 50 cents per truck trip.
- D. Advisory Committee      Retain the previous proposal for an ongoing WHI AC. Duties include reviewing the open space and parks plans, negotiating a good neighbor agreement, providing a forum to discuss ongoing issues, recommend projects for funding under the community fund, and review of the future HIA.
- E. Phase II H.I. A.      \$1.1 million. Require a phase II health impact assessment be included in future federal EIS work prior to port

development. Funding set aside to implement recommendations.

- F. Local hiring Retain previous proposal for local hiring program – a “first source agreement” – for North Portland. Specific program outreach/recruitment to Hayden Island residents.

TOTAL COMMUNITY AND HEALTH = \$21.1 million

### Transportation

- A. Truck cap Cap the number of ~~round-trip~~ truck trips as measured at the port terminal gate at 205 per day. **Note:** *Subsequently, staff confirmed that the “round trip” reference was in error. The number includes both trips in, AND trips out.*

- B. N. Hayden Is. Drive Retain previous proposal to reconstruct North Hayden Island Drive, to include improved pedestrian and bicycle facilities and buffers. Estimated cost is 9.6 million (there is an opportunity for state/federal funding).

- C. CRC Bridge Re-opener clause in the IGA if new interstate (I-5) bridge is not constructed as planned.

TOTAL TRANSPORTATION = 9.6 million

## VI. AC Recommendations

*Report Sections I through V are not part of the AC's recommendations. They are provided by the facilitator for background purposes. When reviewing the rest of the report, it is important to note that the votes taken at the last two AC meetings were "straw polls" – not final recommendations.*

*It is also important to read the letters from the individual AC members for their process and substantive views. They are found in Appendix D.*

*November 9, 2012 AC meeting notes meeting can be found at <http://www.portlandoregon.gov/bps/53717>. The AC did not discuss whether they should be amended or approved.*

*The substantive discussions during November 21, 2012 AC meeting have been incorporated into this report. The process discussions summary follows: Various members of the AC expressed the following key reasons for the lack of final recommendations: A) influx of new information at the end of the process, B) insufficient time to thoroughly process complex information, C) no opportunity to view the potential elements in context – as a package, D) the number of issues not reviewed, and E) the lack of accompanying details with associated final language.*

*The AC did not vote on the final draft of this report at its last meeting because of a lack of a quorum. Additionally, it did not review this final report, which was written by the process facilitator. Finally, the AC did not have time to review the November 21, 2012 Public Discussion Draft I City/Port Intergovernmental Agreement or the November 21, 2012 Amendments to Zoning Maps and Code. They can be found in Appendix C.*

*Member Colas was not present at the last two meetings. Member Barnes was present at the first meeting, but did not vote. Member Roth voted from the recreation perspective – not in her city bureau capacity.*

### A) Voting Protocol

At the November 9, 2012 AC meeting, the voting members were polled on the Draft WHI Annexation Proposal and contents of this transmittal. The AC's collaboration Principles defines the 1-2-3 voting protocol as follows:

- **"One"** indicates **full support** for the proposal as stated.
- **"Two"** indicates that the participant **agrees with the proposal as stated, but would prefer to have it modified in some manner in order to give it full support.** Nevertheless, the member will support the consensus even if his/her suggested

modifications are not supported by the rest of the group because the proposal is worthy of general support, as written.

- **“Three”** indicates **refusal to support** the proposal as stated.

**B) The AC Recommended Plan Elements (See Appendix C for AC Comments “In Favor” and “In Opposition”)**

Topic With Straw Poll Results in Gray	Consensus	MAJ - MIN
Concept Plan. February 17, 2012 AC Approval to move forward with concept plan.		
Transportation 1B (Site Access). Reconstruct N. Hayden Island Drive with improved sub grade, bike and pedestrian facilities, and potential buffer. No bridge built as part of Port development		
Transportation 1C (Site Access). Cap of 205; change IGA from current council review to administrative council review.		
Transportation 2C (Truck Cap). Average truck cap of 205 one-way trips + should the IGA be changed from current council review to an administrative council review?		
Transportation 4 (CRC Timing) CRC must be completed as defined in IGA before Port development occurs on WHI. If CRC is not built require new transportation study and City Council consideration of IGA and zone code amendments. (Re-opener)		
Transportation 5 (CRC Interchange Design). AC prefers truck routing to onramps on/near NHID, away from community streets and LRT station, if the CRC is constructed without freeway access to/from Jantzen Avenue.		
Transportation 6 (Rail Spur). The Port and City agree to make a good faith effort to secure funding for the rail access spur to WHI.		
Transportation 7 (N. Portland Junction and CRC Rail). The Port and City agree to make a good faith effort to secure funding for N. Portland Junction and Columbia River rail bridge improvements.		
Transportation 8 (Construction Trip Cap). Consideration a construction trip cap by this committee is premature. The Port commits to work with the community and the requirements of the regulatory permitting process.		
Community & Health 1 (Trailhead) 2 (Trail) and 3 (Non-motorized Boat Launch). Build trailhead with parking and comfort station and trail to north beach. Build trail to meadow or south shore. Build a non-motorized boat launch on south shore of WHI, on Oregon Slough. (Note this was framed as a general fund for WHI recreation at meeting		
Community & Health 4 (Community Park). Purchase land for a new community park east of railroad on Hayden Island.		
Community & Health 5 (Funding). Establish an endowment to support ongoing operation and maintenance of recreational improvements. No proposed amount.		



Topic With Straw Poll Results in Gray	Consensus	MAJ - MIN
Community & Health 6 (Master Planning). Carry out additional master planning process for the open space area (provision in the IGA).		
Community & Health 8 (Future HIA). Require future HIA. The Port will fund an additional City/County health related analysis of the Port's specific development plans, prior to the first federal permit or funding application.		
Community & Health 10 (Mayor Community Grant Fund). \$2.5M plus ongoing gate of \$.50/truck.		
Community & Health 11 (Mayor Housing). 3.6M funding for manufactured home upgrades or replacements.		
Community & Health 14 (Ongoing Input). Establish an ongoing WHI Advisory Committee. The Port, in collaboration with the City will sponsor an advisory committee for master planning for open space, grant funding, and ongoing on-site community relations/site management.		
Community & Health 15 (partial): The AC considered 51 detailed community & health mitigation measures that were passed by consensus as a package vote. See pages 81 - 83 for details.		
Natural Resources 6B (Wetlands Mitigation). Establish minimum mitigation acres and future review process in IGA.		
Natural Resources 7B (Shallow Water and Dock Mitigation). Establish minimum mitigation acres and future review process in IGA.		
Natural Resources 8 (Forest Mitigation Methodology). Use the City methodology to calculate the amount of forest mitigation.		
Natural Resources 9B (Government Island Forest Mitigation). City's GI planting and enhancement proposal (174 acres and 296 acres)		
Natural Resources 10B (WHI Forest Mitigation). WHI forest enhancement work (224 acres – to reach ecological net improvement) + 22 acres reestablishment.		
Natural Resources 10D (WHI Forest Mitigation). Grant to third party to reach net ecological improvement, or to replace any of the above actions.		
Natural Resources 13A (Permanent Protection). OS zoning and Plan District as the primary protection mechanism.		
Natural Resources 13B (Permanent Protection). OS zoning and Plan District + covenant to prevent removal of zoning.		
Natural Resources 13D (Permanent Protection). Eventual ownership transfer.		

**C) The AC Recommended Plan Elements Not to Include (See Appendix C for AC Comments “In Favor” and “In Opposition”)**

Topic With Straw Poll Results in Gray	Consensus	MAJ – MIN
Transportation 1A (Site Access). Build a bridge from WHI to Marine Drive. No improvements made to North Hayden Island Drive as part of Port development.		
Transportation 3 (Exceed Cap). Allow an option to exceed the cap via Land Use Review (administratively).		
Natural Resources 6A (Wetland Mitigation). State and federal permit will determine this (no formal City role).		
Natural Resources 6C (Wetland Mitigation). Establish standards and review process for mitigation in zoning code.		
Natural Resources 7A (Shallow Water and Dock Mitigation). State and federal permit will determine this (no City role).		
Natural Resources 7C (Shallow Water and Dock Mitigation). Establish standards and review process for mitigation in zoning code.		
Natural Resources 9A (Government Island Forest Mitigation). Port’s GI planting and enhancement proposal (150 acres and 100 acres).		
Natural Resources 9C (Government Island Forest Mitigation). Don’t support Government Island work.		
Natural Resources 10A (WHI Forest Mitigation). West Hayden Island enhancement work (145 acres).		
Natural Resources 10C (WHI Forest Mitigation). Don’t support these actions on WHI.		
Natural Resources 13C (Permanent Protection). Conservation easement.		

**D) Topics Not Considered at Last Two AC Meetings**

Community & Health 7 (Security). The Port agrees to pay \$70,000/year for Hayden Island security for 10 years above current security funding levels.
Community & Health 9 (BMPs). Port proposed best management practices to reduce Impacts (Attachment to the IGA)
Community & Health 12 (Buffer). Keep a green buffer east of the marine terminal footprint – OS-zoned. <i>No quorum.</i>
Community & Health 13. (Local Hiring). Implement a local hiring agreement.
Community & Health 14 (AQ Monitors). Ongoing emissions monitoring/reporting program.
Community & Health 16 (partial). The AC did not consider the remaining list of detailed community and health mitigation issues that the Port tentatively voted “no” on in their individual letters. See page 59 below for more details.

Natural Resources 1 (Zoning Setback). Terminal development is set back 100 feet from the Columbia River.
Natural Resources 2 (Docks in Shallow Water). Docks generally not allowed in shallow water, except limited allowances for access ramps.
Natural Resources 3 (Buffer Zone). Buffer zone on west of IH zoning.
Natural Resources 4 (Trail Location). No trails allowed west of the BPA power lines – that area is for natural resource conservation.
Natural Resources 5 (Low Impact Recreation). The zoning code limits the recreation to low impact activities, including trails, viewing areas, small trailhead area.
Natural Resources 11 (Implementation). Implementation of Government & Hayden Island work by BES.
Natural Resources 12 (Timing). Timing of clearing – wait until rail is ready to permit.
Natural Resources 14A (Grassland). Grant to third party for conservation work to benefit Western Meadowlark (\$1.5M).
Natural Resources 14B (Grassland). Don't support grassland mitigation.
Natural Resources 15 (Floodplain). Require balanced cut and fill.
Natural Resources 16 (Balanced Cut and Fill).
Natural Resources 17 (Climate Change).
Natural Resources 18 (Tribal Treaty Rights).
Natural Resources 19 (DSL Issue: Amount of Land Port Owns).

### Specific Community Health and Mitigation Measures Not Considered by the AC

AQ1	Install shore-side power at Terminals to allow some ships to completely turn off their engines while in berth
AQ6	Include in agreements with railroads: preparation of a health risk assessment of new yard to a) determine projected cancer risk from rail activity, and b) suggest specific mitigation steps
AQ2	Provide truck services such as fueling, repair, bathrooms, food and beverages at the Port to reduce reasons for trucks to enter neighborhood
AQ3	Work with partners to integrate funding and establish a grant program to accelerate fleet and engine turnover, repowering and retrofits.
AQ5	Require clean diesel fleets for publicly funded projects. ( <u>Port: Outside our purview.</u> )
AQ5	Conduct regular area air quality monitoring along North Hayden Island Drive.
AQ4	Maintain existing tree cover and plant low-maintenance trees.
E2	If Applicable, Use the Federal Highway Administration's Highway Safety Manual when designing transportation improvements related to the Development Scenario
NV10	Mandate longshoreman's association training on railcar breaking techniques to reduce train car noise impacts.

NV11	Conduct a noise study, coordinated by the City’s Noise Control Office that focuses on both indoor residential and outdoor noise levels to help develop appropriate mitigation strategies.
NV12	Implement long term, year-round noise monitoring at the terminal perimeter
NV13	Install sound insulation in new construction and upgrade existing residences to minimize noise exposure.
NV14	Create sound walls to noise exposure
NV15	Minimize use of trucks within the Port – explore other options for movement within the property
NV7	Restrict freight vehicles on local services streets and streets in close proximity to residential areas
NV8	Install traffic calming devices to reduce traffic speeds. Slower speeds create less traffic noise than higher traffic speeds.
TS3	Identify and reserve a suitable construction staging area in North Rivergate that could be used for the proposed barge access during the first phase of construction
L6	Turn light off when not in use, or use a timer or sensor to turn off lights.
L7	Use minimum wattage and warm white tones allowed meeting federal/state standards.
L8	Adopt the Dark Sky Model Lighting Ordinance, created by International Dark Sky Association, and the Illuminating Engineering Society of North America, at the City of Portland, and implement compliant port lighting. Lighting ordinances establish regulations on fixture types to help mitigate light pollution and light trespass to neighboring properties. Relevant ordinances have been passed in Oregon municipalities including Wilsonville, Eugene, and Bend.
TS1	Consider constructing the rail and Hayden Island Drive road improvements as some of the first elements of the project, so that this mode could be used for the delivery of materials and equipment
TS4	Review of local street routing choices and West Hayden Island Bridge. Consider keeping trucks off town center streets through the Jantzen Beach Super Center Development (Tomahawk Island Drive).
<b>Social Connections</b>	
CD SC1	Create a community center on the Island, though land acquisition or donation
CD SC2	Create an island shuttle service with discount fares for residents
CD SC3	Designate floating homes as an historic district/heritage site (which may help preserve the structures)
<b>Housing related health conditions</b>	
CD SC1	Provide realty and relocation assistance services for residents
CD SC2	Create land trust/limited equity housing cooperative at manufactured home community

CD SC3	Create a fund for upgrade and replacement of mobile homes
<b>Economic Instability</b>	
CD SC1	Create a housing trust fund
CD SC2	Create a low-interest loan fund to be accessible by island residents, including preferential programs for manufactured and floating home residents
CD SC3	Consider a Port buyout of residential properties near the development site, particularly for land that hosts manufactured homes

### **E) Mayor’s November 21, 2012 Proposal**

The Mayor provided a Draft Proposal on November 9, and updated it on November 21, 2012. With the assistance of BPS staff (See Proposal on report pages 51 – 54, above and the meeting discussion on pages 96 to 100 – [Appendix C](#)), the AC considered the Mayor’s proposal in context with other options discussed at the meetings.

The AC “straw vote” was to reject it by Majority – Minority vote. Five members voted “3,” three members voted “2,” and one member voted “1.”

The AC did not have time to review the [November 21, 2012 Public Discussion Draft City/Port Intergovernmental Agreement](#) or the [November 21, 2012 Amendments to Zoning Maps and Code](#). They can be found in <http://www.portlandoregon.gov/bps/article/422332>

### **F) Topic-by-Topic “Straw Votes”**

[Appendix C](#) contains the actual “straw votes” taken on November 9, 2012 and November 21, 2012. It contains AC member comments “In Favor” and “In Opposition” to potential plan elements.

### **G) Final Report Vote on November 21, 2012**

*Does this Report, as amended by today’s votes, accurately reflect the AC’s recommendations on the key issues?*

No vote was taken because there was no quorum at that point in the meeting.

### **H) AC Letters and Minority Reports**

All members had the opportunity to submit letters of support or additional information if they voted “1” or “2,” or a “minority report” if they voted a “3.” Please see [Appendix D](#) for letters and minority reports.

## VII. Conclusion

The Advisory Committee, the public, and staff explored the many, complex issues surrounding West Hayden Island over the last two years. While we did not have time to finish our work, we forward the Concept Plan that was prepared in consultation with us, and our “straw poll” recommendations to the decision-makers and the community in hopes they continue to explore the best decision for this important resource.

Andy Cotugno, Chris Hathaway, Sam Ruda, and Victor Viets will make PSC and City Council presentations on behalf of the AC.

Respectfully Submitted by Sam Imperati, process facilitator, on behalf of the Advisory Committee Members:

Susan Barnes, Oregon Department of Fish and Wildlife

Andrew Colas, Colas Construction

Andy Cotugno, Metro

Tom Dana, Hayden Island Resident (Replaced Pam Ferguson)

Don Hanson, OTAC Consultants and BPS Planning & Sustainability Commission

Chris Hathaway, Lower Columbia Estuary Partnership

Brian Owendoff, Capacity Commercial Group

Emily Roth, Recreation

Sam Ruda, Port of Portland

Bob Tackett, NW Oregon Labor Council

Victor Viets, Hayden Island Resident

## VIII. Appendix

	<b>Document</b>	<b>Location</b>
A)	Advisory Committee Collaboration Principles	<a href="http://www.portlandoregon.gov/bps/article/326421">http://www.portlandoregon.gov/bps/article/326421</a>
B)	Advisory Committee Meeting Notes	<a href="http://www.portlandoregon.gov/bps/53717">http://www.portlandoregon.gov/bps/53717</a>
C)	Topic-by-Topic Issue “Straw Votes”	Page 64
	1. Transportation Issues	Page 64
	2. Broad Community & Health Mitigation Issues	Page 69
	a. Detailed Community & Health Topics where Port’s Pre-Meeting “Straw Vote” Was “1” or “2”	Page 73
	b. Specific Community Health and Mitigation Measures Not Considered by the AC	Page 81
	3. Natural Resources Issues	Page 84
	4. Mayor’s November 21, 2012 Proposal Vote	Page 96
D)	Advisory Committee Letters and Minority Reports	102
	1) Susan Barnes	102
	2) Andrew Colas	
	3) Andy Cotugno	105
	4) Tom Dana	108
	5) Don Hanson	
	6) Chris Hathaway	109
	7) Brian Owendoff	112
	8) Emily Roth	
	9) Sam Ruda	
	10) Bob Tackett	114
	11) Victor Viets	114

**Appendix A: AC Collaboration Principles:** <http://www.portlandoregon.gov/bps/article/326421>

**Appendix B: Advisory Committee Meeting Notes:** <http://www.portlandoregon.gov/bps/53717>

## Appendix C: Straw Vote Tables From November 9 and November 12, 2012 AC Meetings

WHITE: Taken at 11/9/12 Meeting	YELLOW: Taken at 11/21/12 Meeting	VIOLET: Not Taken at Either
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### 1. Transportation Issues

Transportation Issues					
Topic	Options/Terms	Further Reading IGA References to August Draft	AC Straw Recommendations	In Favor	Opposition
<b style="color: red;">1. Site Access</b>  Select One: A or B	A) Build a bridge from WHI to Marine Drive. No improvements made to North Hayden Island Drive as part of Port development.		A) VOTE: 1 – 2 – 3 #s: 2 – 2 – 5  1: Tom Dana Victor Viets 2: Andy Cotugno Chris Hathaway 3: Don Hanson Brian Owendoff Emily Roth Sam Ruda Bob Tackett  <span style="color: red;">Result: Failed by MAJ – MIN Vote</span>	<ul style="list-style-type: none"> <li>Twos: Is it in the TSP or IGA? Yes.</li> <li>Bridge is better for the community</li> <li>Need improvements to Hayden Island Drive—but bridge needs to stay on the RTP in case it is needed in the future</li> </ul>	<ul style="list-style-type: none"> <li>Bridge Costs over \$50M, divides environmental habitat and impacts shallow water</li> <li>A and B are not exclusive—not a good way to go about this—these two should be combined to allow bridge and improvements to HI drive</li> <li>Bridge not needed for the facility. But maybe for the community—if the city wants to commit to and pay for a bridge, go for it.</li> <li>This should be an open topic because bridge option's feasibility and total cost have not been established.</li> </ul>
	B) Reconstruct N. Hayden Island Drive (NHID) w. improved sub grade, bike and pedestrian facilities, and potential buffer. No bridge built as part of Port dev. + TSP and RTP designations + change NHID to higher level freight classification, add to project lists + Remove bridge from TSP	Proposed Draft, Section IV, Comp Plan Amendments, pages 18-29.  Proposed Draft, Section VI, IGA, pages 105-107	B) VOTE: 1 – 2 – 3 #s: 4 – 3 – 2  1: Don Hanson Brian Owendoff Sam Ruda Bob Tackett 2: Andy Cotugno Chris Hathaway Emily Roth 3: Tom Dana	<ul style="list-style-type: none"> <li>IGA should more clearly note the range of cost for a reconstruction: 9.7-24 M-presents range of possibility</li> <li>NHID needs to be reconstructed but strike “no bridge built” –this needs to stay in and reevaluated later if need be</li> <li>Too many unknowns with CRC—challenging to</li> </ul>	<ul style="list-style-type: none"> <li>No project without a bridge because it is what the community wants</li> <li>Port does not believe a bridge is necessary for the Port's terminal development. If the City feels that it needs the bridge, that's fine but it shouldn't be related to the Port development.</li> <li>Community supports bridge. Reconstruction of NHID not</li> </ul>



	and RTP project lists, but add TSP policy to allow us to revisit in future if need is identified and NHID is not improved for this purpose.		Victor Viets  Result: Passed by MAJ – MIN Vote	understand the full extent of potential improvements on NHID and where CRC leaves off and Port improvements start	mitigation measure for Port <ul style="list-style-type: none"> <li>• Need to leave the bridge on RTP and TSP</li> <li>• Option A's environmental permitting has not been established either.</li> </ul>
	C) Cap of 205 Should the IGA be changed from current council review to an administrative council review?		C) VOTE: 1 – 2 –3 #s: 4 – 4 – 1  1: Andy Cotugno Don Hanson Emily Roth Victor Viets 2: Chris Hathaway Brian Owendoff Sam Ruda Bob Tackett 3: Tom Dana  Result: Passed by MAJ – MIN Vote		
2. Truck Cap	A) Cap of 175 - The proposed zoning code limits heavy truck trips to a maximum of 175 trips daily. City Council would need to amend the zoning code to change that cap.	Proposed Draft, Section V, Zoning Code Amendments, pages 58-59	A) No Vote Taken		
Select One: A, B, C, r D	B) No Heavy Truck Cap		B) No Vote Taken		

	C) Cap of 205. Should the IGA be changed from current council review to an administrative council review?		<p>C) VOTE: 1 – 2 – 3 #s: 4 – 4 – 1</p> <p>1: Andy Cotugno Don Hanson Emily Roth Victor Viets</p> <p>2: Chris Hathaway Brian Owendoff Sam Ruda Bob Tackett</p> <p>3: Tom Dana</p> <p>Result: Passed by MAJ – MIN</p>	<ul style="list-style-type: none"> <li>• The language needs to be “average daily use” as opposed to just daily trip counts because it is currently an absolute number</li> <li>• Clarification needed on whether it is 2-way or 1-way. Need to double check how trucks are counted – roundtrip =1 truck? OR, each way is a trip?</li> </ul>	
	D) Cap of 225		D) No Vote Taken		
3. Exceed Cap	<p>Allow an option to exceed the cap via Land Use Review? Should the IGA be changed from current council review to an administrative process review? Rewording: Should the zoning code/IGA language change from current council review to an administrative process?</p> <p>1= We support an administrative review process by BDS 3= City Council - legislatively</p>		<p>VOTE: 1 – 2 – 3 #s: 4 – 0 – 5</p> <p>1: Andy Cotugno Brian Owendoff Sam Ruda Bob Tackett</p> <p>2:</p> <p>3: Tom Dana Don Hanson Chris Hathaway Emily Roth Victor Viets</p> <p>Result: Failed by MAJ – MIN Vote</p>		

<p>4. CRC Timing</p>	<p>CRC must be completed as defined in IGA before Port development occurs on WHI. If CRC is not built, require new transportation study and City Council consideration of IGA and zoning code amendments.</p>		<p>VOTE: 1 – 2 – 3 #s: 6 – 3 – 0</p> <p>1: Andy Cotugno Tom Dana Don Hanson Chris Hathaway Emily Roth Victor Viets</p> <p>2: Brian Owendoff Sam Ruda Bob Tackett</p> <p>3:</p> <p>Result: Passed by Consensus</p>		
<p>5. CRC Interchange Design</p>	<p>AC prefers truck routing to onramps on/near NHID, away from community street and LRT station, if the CRC is constructed without freeway access to/from Jantzen Avenue.</p>		<p>VOTE: 1 – 2 – 3 #s: 5 – 4 – 0</p> <p>1: Andy Cotugno Tom Dana Don Hanson Chris Hathaway Emily Roth</p> <p>2: Brian Owendoff Sam Ruda Bob Tackett Victor Viets</p> <p>3:</p> <p>Result: Passed by Consensus</p>	<p>2: Community not in favor of access to/from Jantzen Ave.</p>	

<p>6. Rail Spur</p> <p>AND</p> <p>7. N. Portland Junction and CRC rail</p>	<p>6. The Port and City agree to make a good faith effort to secure funding for the rail access spur to WHI</p> <p>7. The Port and City agree to make a good faith effort secure funding for North Portland Junction and Columbia River rail bridge improvements</p>	<p>VOTE: 1 – 2 – 3 #s: 8 – 1 – 0</p> <p>1: Andy Cotugno Tom Dana Don Hanson Brian Owendoff Emily Roth Sam Ruda Bob Tackett Victor Viets</p> <p>2: Chris Hathaway 3:</p> <p>Result: Passed by Consensus</p>		
<p>8. Construction Trip Cap</p>	<p>Added during meeting: What happens during construction related to truck trips?</p> <p>Vote based on following proposal: Consideration of this issue by the AC is premature. The Port commits to work with the community and the requirements of the regulatory permitting process.</p>	<p>VOTE: 1 – 2 – 3 #s: 8 – 0 – 1</p> <p>1: Andy Cotugno Don Hanson Chris Hathaway Brian Owendoff Emily Roth Sam Ruda Bob Tackett Victor Viets</p> <p>2: 3: Tom Dana</p> <p>Result: Passed by MAJ – MIN Vote</p>		

## 2. Community & Health Mitigation Issues

Community and Health Mitigation Issues					
Topic	Options/Terms	Further Reading IGA References to August Draft	AC Straw Recommendations	In Favor	Opposition
<p>1. Trailhead</p> <p>2. Trail</p> <p>3. Non-Motorized Boat Launch</p>	<p>Trail-head: Build trailhead with parking and comfort station, and trail to north beach</p> <p>Build trail to meadow or south shore</p> <p>Build a non-motorized boat launch on south shore of WHI, on Oregon Slough</p> <p>Framed generally as WHI Recreation at the 11/9/12 Meeting</p>	<p>Proposed Draft, Section VI, IGA, pages 107-108</p>	<p>VOTE: 1 – 2 – 3 #s: 2 – 5 – 2</p> <p>1: Andy Cotugno Don Hanson</p> <p>2: Chris Hathaway Brian Owendoff Emily Roth Sam Ruda Bob Tackett</p> <p>3: Tom Dana Victor Viets</p> <p>Result: Passed by MAJ – MIN</p>	<p>Port agrees with concept but needs to review timing and \$ amount</p> <p>AC Request: More specificity is need on how money will be used: for land, design, construction, O &amp; M?</p>	<p>HiNooN is opposed to any trails on WHI. Beach should be the only trail, which is already public DSL land.</p>
<p>4. Community Park</p>	<p>Purchase land for a new community park east of railroad on Hayden Island</p> <p>Framed as EHI Recreation at the 11/9/12 Meeting</p>	<p>Proposed Draft, Section VI, IGA, pages 107-108</p>	<p>VOTE: 1 – 2 – 3 #s: 2 – 7 – 0</p> <p>1: Andy Cotugno Don Hanson</p> <p>2: Tom Dana Chris Hathaway Brian Owendoff Emily Roth Sam Ruda Bob Tackett Victor Viets</p> <p>3: -</p> <p>Result: Passed by Consensus</p>	<p>AC Request: Timing and land availability need to be clarified and detailed. Two pieces of property east of railroad are available and for sale. Two make these viable recreation areas, it would be better to move HI Drive south to edge of property, rather than as currently configured which splits them in half. More specificity on the funding is need—what does it pay for? Acquisition? Some O &amp; M? Is the money used for simply land purchase or prep/build?</p>	

Community and Health Mitigation Issues					
Topic	Options/Terms	Further Reading IGA References to August Draft	AC Straw Recommendations	In Favor	Opposition
5. Funding	<p>Establish an operations/maintenance endowment to support ongoing operation and maintenance of recreational improvements.</p> <p>Vote that there should be a fund, no proposed amount.</p>	Proposed Draft, Section VI, IGA, page 108	<p>VOTE: 1 – 2 – 3 #s: 4 – 3 – 0</p> <p>1: Andy Cotugno Don Hanson Tom Dana Victor Viets 2: Chris Hathaway Emily Roth Sam Ruda Bob Tackett 3: -</p> <p>Result: Passed by Consensus</p>		
6. Master Planning	Carry out additional master planning process for the open space area (provision in the IGA).	Proposed Draft, Section VI, IGA, page 116	<p>VOTE: 1 – 2 – 3 #s: 4 – 3 – 0</p> <p>1: Andy Cotugno Don Hanson Chris Hathaway Victor Viets 2: Tom Dana Emily Roth Sam Ruda 3: -</p> <p>Result: Passed by Consensus</p>		
7. Security	The Port agrees to pay \$70,000/year for Hayden Island security for 10 years above current security funding levels	Proposed Draft, Section VI, IGA, page 113	No Vote Taken		

Community and Health Mitigation Issues					
Topic	Options/Terms	Further Reading IGA References to August Draft	AC Straw Recommendations	In Favor	Opposition
8. Future HIA	Require future HIA. The Port will fund an additional City/County health related analysis of the Port's specific development plans, prior to the first federal permit or funding application.	Proposed Draft, Section VI, IGA, page 114	VOTE: 1 – 2 – 3 #s: 7 – 2 – 0  1: Andy Cotugno Tom Dana Don Hanson Brian Owendoff Emily Roth Sam Ruda Bob Tackett Victor Viets 2: Tom Dana Chris Hathaway Victor Viets 3: -  Result: Passed by Consensus	In favor but need more feedback on timing of HIA in relation to development project phases.	
9. BMPs	Port best management practices to reduce Impacts (Attachment to the IGA)	Proposed Draft, Section VI, IGA, pages 113, and Attachment F	VOTE: 1 – 2 – 3 #s:  No Vote Taken		
10. Mayor Community Grant Fund	\$2.5M plus on-going gate of 50 cents/truck	Proposed Draft, Section VI, IGA, pages 113-114	VOTE: 1 – 2 – 3 #s: 3 – 6 – 0  Result: Passed by Consensus	AC Request: Need more specificity as to payment timing, administration and monitoring. Look at Thunderbird site.	The Community grant fund proposals are not sufficiently guaranteed the funding to handle many of the County's mitigation recommendations. "Dumping" them into the fund will not be an acceptable solution for voting.
11. Mayor Housing	\$3.6M funding for manufactured home upgrades or replacements  (Originally in health recommendations)		VOTE: 1 – 2 – 3 #s: 2 – 7 – 0  Result: Passed by Consensus	AC Requests money to be used on Island: manufactured homes and impacted floating homes. Need definition on whop will be administrating and monitoring this fund.	

Community and Health Mitigation Issues					
Topic	Options/Terms	Further Reading IGA References to August Draft	AC Straw Recommendations	In Favor	Opposition
12. Buffer	Keep a green buffer east of the marine terminal footprint - OS-zoned	Proposed Draft, Section V, Zoning Code Amendments, pages 48-51; Zoning Map	No Quorum		
13. Local Hiring	Implement a local hiring agreement	Proposed Draft, Section VI, IGA, page 115	VOTE: 1 – 2 – 3 #s: No Vote Taken		
14. AQ Monitors	Ongoing air quality emissions monitoring/reporting program		VOTE: 1 – 2 – 3 #s: No Vote Taken		
15. Ongoing Input	Establish an ongoing WHI Advisory Committee. The Port, in collaboration with the City will sponsor an Advisory Committee for master planning for open space, grant funding, and on-going on site community relations/site mgmt.	Proposed Draft, Section VI, IGA, pages 117-118	VOTE: 1 – 2 – 3 #s: 7 – 2 – 0 1: Andy Cotugno Tom Dana Don Hanson Brian Owendoff Sam Ruda Bob Tackett Victor Viets 2: Chris Hathaway Emily Roth 3: - Result: Passed by Consensus	AC Request: Need more details surrounding who, what, when, scope, level of authority, etc.	
16. Additional Community Measures	Community / Health Mitigation Tables Follow		See Following Section		



## Detailed Community & Health Mitigation:

### A) Topics Where Port's Pre-Meeting "Straw Vote" Was "1" or "2"

*In anticipation of the time constraints associated with the 11/21/12 meeting, the facilitator requested that the Port provide its "straw votes" on the remaining issues. City Staff shaded the following columns gray to indicate where those individual measures might appear in the following documents and potential funding sources. They are contained below and were presented to "triage" the issues for ease of AC discussion – nothing more.*

At the November 21, 2012 meeting, the facilitator called for a "package" vote on the below, Table A Topics.

The vote follows:

VOTE: 1 – 2 – 3

#s: 7 – 2 – 0

1: Andy Cotugno, Don Hanson; 2: Tom Dana, Chris Hathaway, Brian Owendoff, Sam Ruda, Bob Tackett, and Victor Viets  
Emily Roth; 3: None

Result: Passed by Consensus

<b>Table A: Topic Where Port's Pre-Meeting "Straw Vote" Was "1" or "2"</b>		<b>AUG. IGA</b>	<b>Hous. Fund</b>	<b>Rec. Fund</b>	<b>Comm. Fund</b>	<b>Misc.</b>	<b>1-2-3</b>
<b>KEY: AQ = Air Quality, NV = Noise &amp; Vibration, L = light, TS = Traffic Safety, CD/SC = Community Design and Social Connections, E = Employment, PA = Physical Activities, IGA = Law, Policy, Currently in IGA, or Will be in BMPs Attached to IGA</b>							
<b>Gray boxes represent City staff's view of where each item is or could be placed for implementation and/or funding.</b>							
<b>Dust and emissions from the port operations and construction</b>							
AQ1	Require that dust generated by marine terminal development or construction activities meet or exceed DEQ standards (note: DEQ standards are more stringent than federal standards)						
AQ2	Use a carbon and energy life cycle cost analysis during facility design with the goal to achieve a more energy efficient product with a smaller carbon footprint verses conventional design						
AQ3	Minimize vehicle idling through design of efficient terminal entry and exit gates, as well as the adoption of an idle reduction policy that prohibits unnecessary idling by trucks and equipment						
AQ4	Incorporate renewable or alternative energy sources into facilities design where technologically feasible and practical to meet the Port's carbon reduction and energy management plan						
AQ5	Consider facility designs that enable on-site use of alternative fuels or distribution to transportation providers						
AQ6	Provide electrical infrastructure and the underground backbone to allow electrification of multi-modes: ships, locomotives, and trucks						
AQ7	Conduct long term periodic perimeter monitoring to collect air samples of dust						
AQ8	Use dust controls: enclosed silos, bag houses, food oil based sprays for grain dust or non-agricultural products to reduce dust						
AQ9	Place spouts further in shop holds during loading of material or installation of apparatus to slow material during exit from the spout(e.g. adjustable gates or bullets)						

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<b>Gray boxes represent City staff's view of where each item is or could be placed for implementation and/or funding.</b>							
AQ10	Enclose conveyors and bag houses						
AQ11	Enclose all material transfer sites						
<b>Marine and Rail Sources</b>							
AQ2	Increase on-site diesel engines use of ultra-low sulfur diesel fuel and direct to-rail loading. (Port: Not applicable. W. Hayden Island operation is going to have modern/new equipment)						
AQ3	Meet the North American Emission Control Area fuel requirements by Increasing use of alternative fuels and fuel efficiency						
AQ4	Continue efforts already in place to replace older engines including repowering tugboats and the Port's dredging vessel						
AQ5	Develop agreements with railroads (Union Pacific and BNSF) to voluntarily reduce locomotive diesel PM emissions in and around the new terminal rail yard as a pilot based on existing California-wide agreement. (Port: Can strive to work with railroads but they make final decision.)						
AQ7	Establish a grant program, lower terminal access fees or other incentives to encourage tug assist vessels to accelerate fleet and engine turnover, repowering and retrofits. (Port: Indirectly in BMPs by commitment to carbon and energy lifecycle analysis. This wording is redundant. May not be needed with 3, above.)						

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<b>Heavy duty vehicles on the road and/or Port equipment</b>							
AQ1	Reducing vehicle idling through more efficient traffic movement						
AQ4	Set a goal of having 80% of trucks entering the port meet the 2007 EPA particulate matter emissions standards by 2020, or prior to construction of the new terminal (Port of Seattle, 2012)						
AQ6	Explore an incentive payment scale to pay higher compensation to contractors who retrofit existing machinery and/or replace older fleet. (Port: <u>We can explore but it may be problematic. We will adhere to prevailing contract wage provisions at the time of development.</u> )						
AQ7	Switch to cleaner-burning engines and fuels in cargo-handling equipment						
AQ8	<u>If applicable</u> , Retrofit older equipment with diesel oxidation catalysts, which breakdown harmful pollutants before they are emitted from an engine (Port: <u>WHI will use all new equipment</u> )						
<b>Light duty vehicles on the road</b>							
AQ1	Implement transportation demand management programs where employees are provided incentives for carpooling, bicycling or using alternative transit						
AQ2	Consider operations and transit improvements						
AQ3	Support Metro's regional transportation planning process to reduce vehicle miles traveled						

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AQ4	Improve fuel efficiency and increase use of cleaner fuels (future reductions will also be seen with stricter emission and fuel standards)						
<b>Rail and motor vehicle-related emissions</b>							
AQ1	Consider purchasing the parcel of land for sale northeast of the rail line - plant it with trees, and turn it into a park in order to buffer the North side of the existing manufactured home park from rail-related air pollutants. ( <u>Port: may be part of holistic mitigation proposal.</u> )						
AQ2	Purchase and plant additional trees on resident property located within 300 meters of North Hayden Island Drive						
AQ3	Install air ventilation and filtration in residential units in buildings along NHI Drive and near Interstate-5 (UC Berkeley Health Impact Group, 2010)						
<b>Noise and Vibration</b>							
NV1	Utilize separated rail crossings to eliminate train whistle noise: As per the WorleyParsons concept plan every opportunity to avoid onsite road/rail crossings is to be pursued. This limits the need for train horn noise during terminal operations.						
NV2	Incorporate mitigation of air-borne and ground-borne noise and vibration during facility design and construction						
NV3	Establish programs to monitor and minimize noise and vibration during operations. Incorporate community feedback on noise impacts through use of the community advisory committee						

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NV4	Follow the City of Portland's <u>noise code (Title 18)</u> or the World Health Organization's Guidelines for Community Noise (whichever is more stringent) in Port development and operations and in future land use and development planning (especially related to sensitive uses like schools or health services centers). (Port: In BMPs for Title 19 only.)						
NV5	Require trucks operating to and from the port to meet noise guidelines such as those included in the City of Portland's <u>noise code (Title 18)</u> or the World Health Organization's Guidelines for Community Noise (whichever is more stringent.) (Port: In BMPs for Title 19 only.)						
NV6	Develop a forested buffer between future terminal development and residential areas						
NV9	Utilize "quiet" pavement materials where possible to reduce road noise on truck routes on Hayden Island (Port: defer to PBOT)						
<b>Light</b>							
L1	Develop and implement a site lighting plan including Dark Sky standards, designed by a certified lighting specialist at the beginning of the project, in coordination with facility and site planning experts and including regular updates to evolve with technology.						
L2	Improve lighting fixtures by using shields, and angle lights to where they are needed to limit glare on neighboring communities						
L3	Maintain existing vegetated buffer around future terminal footprint and limit lighting around terminal edges						
L4	Incorporate lighting zones that balance facility lighting needs with natural resource areas during facility design						

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L5	Utilize Dark Sky Design guidelines for facility lighting with full cutoff lenses						
<b>Traffic Safety</b>							
TS2	Prior to each terminal phase, review construction management plans with HiNooN and Advisory committee to address traffic, noise and vibration						
TS5	Consider traffic calming devices and buffers between roadway and residential areas ( <u>Port: defer to PBOT</u> )						
TS6	Provide adequate lane widths and overall roadway widths for truck streets for safe operating conditions and to reduce the potential of curb, signage and street tree damage. But these widths should be taken into consideration with the other roadway users (pedestrians, cyclists)						
TS7	Provide separation between cyclists and pedestrians and vehicles with a multi-use path. This would provide maximum separation from traffic on NHID and contribute to the recreational environment of the island. <u>Port: defer to PBOT</u> )						
TS8	Consider tools such as signage and signalization for improving pedestrian crossing safety. These include signalized intersections that serve both traffic and pedestrian crossing functions, pedestrian signal changes such as increased pedestrian crossing times, and flashing beacons. ( <u>Port: Defer to PBOT.</u> )						

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<b>Employment</b>							
<b>Occupational Safety</b>							
E1	Work with Oregon OSHA to ensure that workplace safety best practices are strictly adhered to in the design and operation of future port facilities.						
<b>Economic Opportunity</b>							
E1	Implement a local hiring agreement to giving North Portland residents priority for jobs on WHI created by the development. The agreement should include specific outreach to Hayden Island residents.						
E2	Give preference to minorities and minority-owned firms when hiring workers and contractors						
<b>Physical Activity</b>							
PA2	Follow the City of Portland's best practices for bicycle and pedestrian infrastructure planning and design (contained in their Pedestrian Design Guidelines and the Bicycle Plan for 2030) when planning new bicycle and pedestrian infrastructure related to the Development scenario. (Port: PBOT Issue.)						
PA3	Ensure with street improvements to Hayden Island Drive that bicycle and pedestrian improvements are made connecting to future CRC improvements. Also considering safety crossings and modal separation for Island community. (Port: PBOT Issue.)						



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Gray boxes represent City staff's view of where each item is or could be placed for implementation and/or funding.							
PA4	Promote and improve the local and regional accessibility of new outdoor recreational opportunities via media campaigns and way-finding infrastructure. (Port: Parks Issue.)						

**B) Specific Community Health and Mitigation Measures Not Considered by the AC**

AQ1	Install shore-side power at Terminals to allow some ships to completely turn off their engines while in berth
AQ6	Include in agreements with railroads: preparation of a health risk assessment of new yard to a) determine projected cancer risk from rail activity, and b) suggest specific mitigation steps
AQ2	Provide truck services such as fueling, repair, bathrooms, food and beverages at the Port to reduce reasons for trucks to enter neighborhood
AQ3	Work with partners to integrate funding and establish a grant program to accelerate fleet and engine turnover, repowering and retrofits.
AQ5	Require clean diesel fleets for publicly funded projects. (Port: Outside our purview.)
AQ5	Conduct regular area air quality monitoring along North Hayden Island Drive.
AQ4	Maintain existing tree cover and plant low-maintenance trees.
E2	If Applicable, Use the Federal Highway Administration's Highway Safety Manual when designing transportation improvements related to the Development Scenario
NV10	Mandate longshoreman's association training on railcar breaking techniques to reduce train car noise impacts.

NV11	Conduct a noise study, coordinated by the City's Noise Control Office that focuses on both indoor residential and outdoor noise levels to help develop appropriate mitigation strategies.
NV12	Implement long term, year-round noise monitoring at the terminal perimeter
NV13	Install sound insulation in new construction and upgrade existing residences to minimize noise exposure.
NV14	Create sound walls to noise exposure
NV15	Minimize use of trucks within the Port – explore other options for movement within the property
NV7	Restrict freight vehicles on local services streets and streets in close proximity to residential areas
NV8	Install traffic calming devices to reduce traffic speeds. Slower speeds create less traffic noise than higher traffic speeds.
TS3	Identify and reserve a suitable construction staging area in North Rivergate that could be used for the proposed barge access during the first phase of construction
L6	Turn light off when not in use, or use a timer or sensor to turn off lights.
L7	Use minimum wattage and warm white tones allowed meeting federal/state standards.
L8	Adopt the Dark Sky Model Lighting Ordinance, created by International Dark Sky Association, and the Illuminating Engineering Society of North America, at the City of Portland, and implement compliant port lighting. Lighting ordinances establish regulations on fixture types to help mitigate light pollution and light trespass to neighboring properties. Relevant ordinances have been passed in Oregon municipalities including Wilsonville, Eugene, and Bend.
TS1	Consider constructing the rail and Hayden Island Drive road improvements as some of the first elements of the project, so that this mode could be used for the delivery of materials and equipment
TS4	Review of local street routing choices and West Hayden Island Bridge. Consider keeping trucks off town center streets through the Jantzen Beach Super Center Development (Tomahawk Island Drive).
<b>Social Connections</b>	
CD SC1	Create a community center on the Island, though land acquisition or donation
CD SC2	Create an island shuttle service with discount fares for residents
CD SC3	Designate floating homes as an historic district/heritage site (which may help preserve the structures)

<b>Housing related health conditions</b>	
CD SC1	Provide realty and relocation assistance services for residents
CD SC2	Create land trust/limited equity housing cooperative at manufactured home community
CD SC3	Create a fund for upgrade and replacement of mobile homes
<b>Economic Instability</b>	
CD SC1	Create a housing trust fund
CD SC2	Create a low-interest loan fund to be accessible by island residents, including preferential programs for manufactured and floating home residents
CD SC3	Consider a Port buyout of residential properties near the development site, particularly for land that hosts manufactured homes

## C) Natural Resources

### 3. Natural Resources Issues

Natural Resources Issues					
Topic	Options/Terms	Further Reading IGA References are to August IGA	AC Recommendations	In Favor	Opposition
1. Zoning Setback	Terminal development is setback 100 feet from the Columbia River	Proposed Draft, Section V, Zoning Code Amendments, pages 50-57	VOTE: 1 – 2 – 3 #s:  No Vote Taken		<ul style="list-style-type: none"> <li>Port: This language is unclear as to where the setback is being measured. It should be OHW or top of bank, not the river</li> </ul>
2. Docks in Shallow Water	Docks generally not allowed in shallow water, except limited allowances for access ramps		VOTE: 1 – 2 – 3 #s:  No Vote Taken		
3. Buffer Zone	Buffer zone on west of IH zoning	Proposed Draft, Section V, Zoning Code Amendments, pages 80-90	VOTE: 1 – 2 – 3 #s:  No Vote Taken		
4. Trail Location	No trails allowed west of the BPA power lines – that area for natural resource conservation	Proposed Draft, Section V, Zoning Code Amendments, pages 48-57 and 70-79	VOTE: 1 – 2 – 3 #s:  No Vote Taken		<ul style="list-style-type: none"> <li>Port: This language does not allow for the beach trail.</li> </ul>
5 Low Impact Recreation	The zoning code limits the recreation to low impact activities, including trails, viewing areas, small trailhead area		VOTE: 1 – 2 – 3 #s:  No Vote Taken		

<b>Natural Resources Issues</b>					
<b>Topic</b>	<b>Options/Terms</b>	<b>Further Reading IGA References are to August IGA</b>	<b>AC Recommendations</b>	<b>In Favor</b>	<b>Opposition</b>
<b>6.</b> <b>Wetland mitigation</b>  <b>Select one:</b> <b>A, B or C</b>	<b>A)</b> State and federal permit will determine this (no formal City role)		<b>A)</b> VOTE: 1 – 2 – 3 #s: 3 – 0 – 6  1: Brian Owendoff Sam Ruda Bob Tackett  2: - 3: Andy Cotugno Tom Dana Don Hanson Chris Hathaway Emily Roth Victor Viets  <b>Result: Failed by MAJ – MIN Vote</b>		
	<b>B)</b> Establish minimum mitigation acres and future review process in IGA	Proposed Draft, Section VI, IGA, pages 109-110	<b>B)</b> VOTE: 1 – 2 – 3 #s: 5 – 4 – 0  1: Andy Cotugno Tom Dana Don Hanson Brian Owendoff Victor Viets 2: Chris Hathaway Emily Roth Sam Ruda Bob Tackett  3: -  <b>Result: Passed by Consensus</b>		

<b>Natural Resources Issues</b>					
<b>Topic</b>	<b>Options/Terms</b>	<b>Further Reading IGA References are to August IGA</b>	<b>AC Recommendations</b>	<b>In Favor</b>	<b>Opposition</b>
	C) Establish standards and review process for mitigation in zoning code	Proposed Draft, Section V, Zoning Code Amendments, pages 80-90	C) VOTE: 1 – 2 – 3 #s: 2 – 1 – 6  1: Chris Hathaway Tom Dana 2: Emily Roth 3: Andy Cotugno Don Hanson Brian Owendoff Sam Ruda Bob Tackett Victor Viets  Result: Failed by MAJ – MIN Vote		
7. Shallow Water and Dock mitigation	A) State and federal permit will determine this (no formal City role)		A) VOTE: 1 – 2 – 3 #s: 3 – 0 – 6  1: Brian Owendoff Sam Ruda Bob Tackett 2: - 3: Andy Cotugno Tom Dana Don Hanson Chris Hathaway Emily Roth Victor Viets  Result: Failed by MAJ – MIN Vote		

<b>Natural Resources Issues</b>					
<b>Topic</b>	<b>Options/Terms</b>	<b>Further Reading IGA References are to August IGA</b>	<b>AC Recommendations</b>	<b>In Favor</b>	<b>Opposition</b>
	B) Establish minimum mitigation acres and future review process in IGA		B) VOTE: 1 – 2 – 3 #s: 5 – 4 – 0  1: Andy Cotugno Tom Dana Don Hanson Brian Owendoff Victor Viets 2: Chris Hathaway Emily Roth Sam Ruda Bob Tackett 3: _  <b>Result: Passed by Consensus</b>		
	C) Establish standards and review process for mitigation in zoning code		C) VOTE: 1 – 2 – 3 #s: 1 – 1 – 7  1: Chris Hathaway 2: Emily Roth 3: Andy Cotugno Tom Dana Don Hanson Brian Owendoff Sam Ruda Bob Tackett Victor Viets  <b>Result: Failed by MAJ – MIN Vote</b>		

<b>Natural Resources Issues</b>					
<b>Topic</b>	<b>Options/Terms</b>	<b>Further Reading IGA References are to August IGA</b>	<b>AC Recommendations</b>	<b>In Favor</b>	<b>Opposition</b>
8. Forest Mitigation Methodology	Use the City methodology to calculate the amount of forest mitigation	City Methodology white paper distributed to AC in previous meetings	VOTE: 1 – 2 – 3 #s: 6 – 1 – 2  1: Andy Cotugno Tom Dana Don Hanson Chris Hathaway Emily Roth Victor Viets 2: Bob Tackett 3: Brian Owendoff Sam Ruda  Result: Passed by MAJ – MIN Vote		
9. Government Island Forest Mitigation  select one: A, B or C	A) Port's Government Island planting and enhancement proposal (150 acres and 100 acres)		A) VOTE: 1 – 2 – 3 #s: 3 – 0 – 6  1: Brian Owendoff Sam Ruda Bob Tackett 2: 3: Andy Cotugno Tom Dana Don Hanson Chris Hathaway Emily Roth Victor Viets  Result: Failed by MAJ – MIN Vote		



<b>Natural Resources Issues</b>					
<b>Topic</b>	<b>Options/Terms</b>	<b>Further Reading IGA References are to August IGA</b>	<b>AC Recommendations</b>	<b>In Favor</b>	<b>Opposition</b>
	B) City's Government Island planting and enhancement proposal (174 and 296 acres)	Proposed Draft, Section VI, IGA, pages 111-112	<p>B) VOTE: 1 – 2 – 3 #s: 7 – 1 – 1</p> <p>1: Andy Cotugno Tom Dana Don Hanson Chris Hathaway Emily Roth Bob Tackett Victor Viets</p> <p>2: Brian Owendoff 3: Sam Ruda</p> <p><b>Result: Passed by MAJ – MIN Vote</b></p>		
	C) Don't support Government Island work		<p>C) VOTE: 1 – 2 – 3 #s: 1 – 2 – 6</p> <p>1: Victor Viets 2: Chris Hathaway Emily Roth 3: Andy Cotugno Tom Dana Don Hanson Brian Owendoff Sam Ruda Bob Tackett</p> <p><b>Result: Failed by MAJ – MIN Vote</b></p>		

<b>Natural Resources Issues</b>					
<b>Topic</b>	<b>Options/Terms</b>	<b>Further Reading IGA References are to August IGA</b>	<b>AC Recommendations</b>	<b>In Favor</b>	<b>Opposition</b>
<b>10. West Hayden Island Forest Mitigation</b>  select one: A, B, C or D	<b>A)</b> West Hayden Island enhancement work (145 acres)	Proposed Draft, Section VI, IGA, pages 111-112	<b>A)</b> VOTE: 1 – 2 – 3 #s: 0 – 0 – 9  1: 2: 3: Andy Cotugno Tom Dana Don Hanson Chris Hathaway Brian Owendoff Emily Roth Sam Ruda Bob Tackett Victor Viets  <b>Result: Failed by Consensus</b>	Favor this one because it does most mitigation on WHI  Like a hybrid of City options A & B- would like to allow opportunity for some other mitigation on WHI— first priority should be WHI, but then others okay.  If there is money to do mitigation elsewhere, it should be done on the island. There should be a hybrid of the City's memo "Mindy" A and B.	
	<b>B)</b> West Hayden island forest enhancement work (224 acres - to reach net ecological improvement) + 22 acres reestablishment  THIS IS CITY'S OPTION A FROM STAFF MEMO	Proposed Draft, Section VI, IGA, pages 111-112	<b>B)</b> VOTE: 1 – 2 – 3 #s: 6 – 2 – 1  1: Andy Cotugno Tom Dana Don Hanson Chris Hathaway Emily Roth Victor Viets 2: Brian Owendoff Bob Tackett 3: Sam Ruda  <b>Result: Passed by MAJ – MIN Vote</b>		

<b>Natural Resources Issues</b>					
<b>Topic</b>	<b>Options/Terms</b>	<b>Further Reading IGA References are to August IGA</b>	<b>AC Recommendations</b>	<b>In Favor</b>	<b>Opposition</b>
	C) Don't support these actions on WHI		<p>C) VOTE: 1 – 2 – 3 #s: 3 – 0 – 6</p> <p>1: Brian Owendoff Sam Ruda Bob Tackett</p> <p>2:</p> <p>3: Andy Cotugno Tom Dana Don Hanson Chris Hathaway Emily Roth Victor Viets</p> <p><b>Result: Failed by MAJ – MIN Vote</b></p>	<p>A preference for the option that gives the most mitigation to the island as possible. The mitigations should go to WHI where the impacts are</p> <p>There is too much uncertainty about where the mitigation would go so it's hard to say it's a great idea if we don't know where it's going to go.</p> <p>It's too vague where mitigation credits go.</p> <p>Uncertainty of locations for mitigation (for example, potential for FAA &amp; Metro issues with Gov't island)—what if these don't play out</p>	The Port is not agreeing with the amount or timing of the grant
	D) (mayor's proposal/ city option b) Grant to third party to reach net ecological improvement, or to replace any of the above actions.		<p>D) VOTE: 1 – 2 – 3 #s: 3 – 5 – 1</p> <p>1: Tom Dana Don Hanson Chris Hathaway</p> <p>2: Andy Cotugno Brian Owendoff Emily Roth Bob Tackett Victor Viets</p> <p>3: Sam Ruda</p> <p><b>Result: Passed by MAJ – MIN</b></p>		On Port Vote: We could support this if HI work is excluded.

<b>Natural Resources Issues</b>					
<b>Topic</b>	<b>Options/Terms</b>	<b>Further Reading IGA References are to August IGA</b>	<b>AC Recommendations</b>	<b>In Favor</b>	<b>Opposition</b>
			<b>Vote</b>		
<b>11 Implementation</b>	Implementation of Govt & Hayden Island work by BES		VOTE: 1 – 2 – 3 #s:  <b>No 11/9/12 Vote</b>		
<b>12. Timing</b>	Timing of clearing – wait until rail is ready to permit		VOTE: 1 – 2 – 3 #s:  <b>No 11/9/12 Vote</b>		
<b>13. Permanent Protection</b>  select one: A, B, C or D	<b>A)</b> OS zoning and Plan District as the primary protection mechanism	Proposed Draft, Section V, Zoning Code Amendments, pages 49, 50, and 61-100	<b>A)</b> VOTE: 1 – 2 – 3 #s: 3 – 2 – 4  1: Andy Cotugno Don Hanson Emily Roth 2: Sam Ruda Bob Tackett 3: Tom Dana Chris Hathaway Brian Owendoff Victor Viets  <b>Result: Passed by MAJ – MIN Vote</b>		On Port Vote: Clearing will come before the rail since we will need to fill the site prior to rail construction.

<b>Natural Resources Issues</b>					
<b>Topic</b>	<b>Options/Terms</b>	<b>Further Reading IGA References are to August IGA</b>	<b>AC Recommendations</b>	<b>In Favor</b>	<b>Opposition</b>
	B) OS zoning and Plan District + covenant to prevent removal of zoning	Proposed Draft, Section VI, IGA, pages 108, 109, and 118	<p>B) VOTE: 1 – 2 – 3 #s: 9 – 0 – 0</p> <p>1: Andy Cotugno Tom Dana Don Hanson Chris Hathaway Brian Owendoff Emily Roth Sam Ruda Bob Tackett Victor Viets</p> <p>2: 3:</p> <p><b>Result: Passed by Consensus</b></p>	•	•
	C) Conservation easement		<p>C) VOTE: 1 – 2 – 3 #s: 2 – 2 – 5</p> <p>1: Chris Hathaway Tom Dana 2: Emily Roth Victor Viets 3: Andy Cotugno Don Hanson Brian Owendoff Sam Ruda Bob Tackett</p> <p><b>Result: Failed by MAJ – MIN Vote</b></p>	•	•

<b>Natural Resources Issues</b>					
<b>Topic</b>	<b>Options/Terms</b>	<b>Further Reading IGA References are to August IGA</b>	<b>AC Recommendations</b>	<b>In Favor</b>	<b>Opposition</b>
	D) Ownership transfer 1= near term transfer 2= eventual transfer 3= don't transfer the ownership		D) VOTE: 1 – 2 – 3 #s: 1 – 8 – 0  1: Tom Dana 2: Andy Cotugno Don Hanson Chris Hathaway Brian Owendoff Emily Roth Sam Ruda Bob Tackett Victor Viets  3:  <b>Result: Eventual Transfer Passed by Consensus</b>	•	•
14. Grassland  select one: A or B	A) Grant to third party for conservation work to benefit Western Meadowlark (\$1.5M)	Proposed Draft, Section VI, IGA, pages 112-113	VOTE: 1 – 2 – 3 #s:  <b>No Vote Taken</b>		
	B) Don't support grassland mitigation		VOTE: 1 – 2 – 3 #s:  <b>No Vote Taken</b>		
15. Floodplain	Require balanced cut and fill		VOTE: 1 – 2 – 3 #s:  <b>No Vote Taken</b>		
16. Balanced Cut and Fill			VOTE: 1 – 2 – 3 #s:  <b>No Vote Taken</b>		

<b>Natural Resources Issues</b>					
<b>Topic</b>	<b>Options/Terms</b>	<b>Further Reading IGA References are to August IGA</b>	<b>AC Recommendations</b>	<b>In Favor</b>	<b>Opposition</b>
17. Climate Change					
18. Tribal Treaty Rights			VOTE: 1 – 2 – 3 #s:  No Vote Taken		
19. DSL Issue:  Amount of Land Port Owns			VOTE: 1 – 2 – 3 #s:  No Vote Taken		
20. Other			VOTE: 1 – 2 – 3 #s:  No Vote Taken		



#### 4. Mayor's November 21, 2012 Proposal Vote

##### November 21, 2012 Meeting Notes

**AC Members:** Andy Cotugno (Metro), Tom Dana (WHI Resident), Emily Roth (Recreation), Don Hanson (Planning and Sustainability Commission), Chris Hathaway (Lower Columbia River Estuary Partnership), Brian Owendoff (Capacity Commercial), Sam Ruda (Port of Portland), Bob Tackett (Building Trades), and Victor Viets (HiNooN)

**Staff:** Sam Imperati and Jessie Conover (ICM); Mindy Brooks, Eric Engstrom, John Gilliam, Rachael Hoy, and Phil Nameny (BPS); Dave Helzer, Caitlin Lovell.

**Other Attendees:** Marla Harrison, Suzie Lahsene, Greg Theison, and Chris White (Port); Bob Sallinger (Audubon); Jonna Papaefthimiou (Mayor's Office); Carly Riter; (Portland Business Alliance); Carissa Watanabe (BergerABAM); and PSC Commissioner Houck.

The substantive discussions during November 21, 2012 AC meeting have been incorporated into the above report.

The process discussions summary follows: Various members of the AC expressed the following key reasons for the lack of final recommendations: A) influx of new information at the end of the process, B) insufficient time to thoroughly process complex information, C) no opportunity to view the potential elements in context – as a package, D) the number of issues not reviewed, and E) the lack of accompanying details with associated final language. The AC did not vote on the final draft of this report at its last meeting because of a lack of a quorum. Additionally, it did not review this final report, which was written by the process facilitator.

##### Mayor's November 21, 2012 Proposal

*The following meeting notes summarize the presentation and discussion surrounding the Mayor's proposal.*

Mayor Sam Adams spoke about his new draft proposal. He stated that he appreciated the positive feedback on the financial outline he presented last time and that he was here to give additional details. He appreciated the "straw poll," and used it to make changes and fill in additional details. There won't be any new draft IGAs or draft amendments to the zoning code until this group finishes its work; then, there will be another draft.

Mayor Adams reviewed the new proposal, the text of which can be found at pages 51 to 54, above. Highlights include:

- 1) Regarding forest mitigation, onsite mitigation has been changed in response to this committee's work; the current proposal is that there will be more mitigation on WHI and less offsite.



- 2) In response to concerns from the environmental community regarding shallow water, the new proposal requires early notification and mitigation, which shows up in the proposed new zoning code.
- 3) Heath and community remain largely the same, but there is a change under recreation. It increases the deal cost for recreation by 5 million, including endowment and trail development.
- 4) Regarding transportation and concerns from the community, a reopener is included in case the I-5 Bridge isn't built.

The Mayor stated that he welcomed individual thoughts and that the proposal is in response to the AC's work and feedback. The proposal reflects his current thinking, but isn't a final proposal.

*Sam Ruda* asked about the recreation section: On the \$5M for design and capital, whose account is it attributed to?

*Mayor Adams* answered that it comes from the Port.

*Emily Roth* asked about the new timeframe and whether Mayor Adams expects to bring this to City Council before the end of the year (*Adams*: Yes), and about how public information is going to be integrated in the process prior to the PSC meeting on November 24<sup>th</sup>.

*Mayor Adams* noted public information is incorporated in this proposal. On public participation: knows that some people don't want mixed use on WHI. Metro wants us to do a mixed use. There are genuine concerns about development, but they often paired with people saying that they don't want mixed use. This issue has had more information devoted to it than any other process. The health impact study is the new information. If you don't support it, just say it. This is an IGA and an annexation. This is a lot of process.

*Tom Dana* asked where the Port stand on this proposal.

*Mayor Adams* responded that this is first group to see it. He clarified that this isn't really a proposal because there isn't a development proposal yet; that is an even bigger process where tribes and federal agencies get involved.

*Chris Hathaway* commented on the mixed use split. He stated that everyone on this committee was OK with that (mixed use) at the start of the process – they all bought into it. He doesn't want to characterize the committee as split (*Adams*: I was referring to individuals). Chris asked questions: why remove 50% tree canopy requirement, and why does city relinquish jurisdiction of the wetlands process?

*Mayor Adams* responded that 50% won't work according to staff. We want to retain jurisdiction where we can make an impact. For wetlands, we are ok with state and federal processes, but not shallow water because the science isn't as robust.

*Eric Engstrom* stated that staff balances economic, social, and environmental issues on a case-by-case basis to when deciding whether to give up wetlands jurisdiction.

*Mayor Adams* stated that there are environmentalists who disagree with the mixed use split and he doesn't want to lead anyone to believe that there is so much agreement on the split.

*Victor Viets* asked what type of industrial development Metro is targeting. Is it just jobs and money for the region? Does this really meet the Metro desire for industrial land and local and regional exports?

*Andy Cotugno* responded that the detail just goes to a deep draft marine function.

*Mayor Adams* responded that we have a responsibility to the region and that there is economic value because taxes are being produced. It also serves eastern Oregon and southwest Washington. We need to compete on speed, multimodality, and price, and need volume to compete on price. If the current administration meets its goals, U.S. exports are supposed to go up 30%, and we could serve the region through ports. This a region that still makes and exports a lot. This is a 5-20 year project. This is a value added to private investors, which is what is needed for it to move forward.

*Andy Cotugno* stated that he appreciates this as your (Mayor's) proposal, but asked if this is the Port's proposal, too. If yes, the solution is simple; if not, does the back and forth continue between the City and the Port until the final vote?

*Mayor Adams* responded that we are in the midst of the conversation and that nobody has signed off on anything. He wants to be responsive to the AC's requests and expressed need for more detail in the proposal.

*Andy Cotugno* asked whether the Mayor expects that City Council will adopt something that the Port agrees to.

*Mayor Adams* responded that he can't answer that question because he wants to negotiate and advocate for the whole community and region.

*Sam Ruda* stated that the Port finds the proposal intriguing and can work with it. The Port has its own process. He thinks the group is closing in on a narrow range of issues to put into a package for City Council.

*Mayor Adams* responded the he wouldn't have supported past proposals that have come to City Council. We have a responsibility to put as much detail as possible into a draft to give to next city council if it comes to that.

*Tom Dana* asked why the AC exists if there will be continuing negotiations.

*Mayor Adams* responded that it's because those negotiations need to be based on the AC's work. The AC will finish its work today; then, the recommendations go to the PSC. That is the process. He is open to changing his thoughts based on today's AC's work.

*Chris Hathaway* asked whether, through communicating and talking, the Mayor will come to a final proposal so the public can look at it, or will negotiations go to the very end. He asked how many more draft versions there would be.

*Mayor Adams* responded that he doesn't know, but this information has been out since this summer. It is all reasonable and understandable.

*Victor Viets* asked about the truck cap, the current proposal seems to double the number of trucks community is expecting. Is it 205 round trips? (*Adams*: It is 205 one way trips, or 102.5 round trips).

*Brian Owendoff* thanked the Mayor for his leadership.

The following exchange surrounding the proposal took place between the AC and City staff after the Mayor left.

*Andy Cotugno* asked a question about the math on the recreation item in the Mayor's proposal.

*Eric Engstrom* responded that the City is still seeking clarification on whether the proposal is \$5M or \$7M million on subsequent design and capital. Regarding trails, the \$2.8M became \$2M because some shifted to the endowment. "Estimate cost for acquisition is \$1-3 million." So, the recreation financials are: \$1-3M + \$5M + \$2M + \$3M.

*Sam Ruda* said the Port really likes the new emphasis on community benefits. They need to evaluate a lot of this internally because they are a public entity that does private-sector transactions. The dollar issue (how much the port can bear, and when) is less about the dollar amount and more about the timing of money spent relative to development. They don't want to be viewed as obstinate but, the timing is really important.

*Brian Owendoff* responded that nothing can be spent until a buyer commits to develop the site.

*Don Hanson* remarked that environmental and neighborhood groups want more time, and the Port is saying they want more time, too. So what is the PSC going to do about it even if the group does support the Mayor's proposal? He is very concerned.

*Andy Cotugno* asked about the forest mitigation part of the proposal. Does the proposal assume that NRDA credits won't be enough to restore forest mitigation on the island?

*Bob Tackett* asked how the collective bargaining agreements interplay with the Mayor's proposal to give preference to North Portland residents. These need to be respected.

*Victor Viets* said that NRDA contributions are not counted for enhancement on the island. He asked how a percentage not achieved by restoration/mitigation could be converted to a dollar amount for the acquisition.

*Andy Cotugno* responded that this proposal is a compromise between the options: some Government Island and more West Hayden Island enhancement.

*Victor Viets* asked staff: Can we get 110% with the Mayor's proposal on Government Island and West Hayden Island? (*Staff*: yes, a third site would need to be 100 acres of forest reestablishment; the IGA has been reworded to be clearer.) Victor continued that some are in NPV, that hasn't been resolved yet, but can be done using several different discount rates.

*Caitlin Lovell* clarified that the proposal says that there must be NOAA authorization for work in the floodplain, before coming to the city for a permit. That applies within or outside of dredge management area.

*Victor Viets* asked whether the community fund fee counts for construction vehicles.

*Eric Engstrom* answered that it's written for the constructed terminal so, probably not.

*Chris Hathaway* stated it's important that the AC have time to understand the finances in the mayor's proposal. There are too many questions. He asked city staff about C1 (forest mitigation timing).

*Eric Engstrom* responded that forest mitigation should be done upfront because trees take a long time to grow. Staff is considering the Port's issues with timing and costs. The framework now is that the sooner it's done, the less expensive it would be. That's based on the underlying model that staff used to calculate costs.

*Tom Cotugno* asked about B (Transportation): What is the figure for reconstructing North Hayden Island Drive?

*Staff*: The City doesn't want the AC to choose between designs; it is just presenting a range for subsequent consideration during any subsequent design phase.

**The AC vote follows:**

<b>Issue #:</b>				<b>Topic: Mayor's Draft Proposal on Nov 21, 2012 with modification that the truck cap is 205 each way and is calculated using an average.</b>	
<b>AC Member</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>In Favor Notes</b>	<b>In Opposition Notes</b>
Susan Barnes				<b>See above exchange.</b>	<b>See above exchange.</b>
Andrew Colas					
Andy Cotugno		x			
Tom Dana			x		
Don Hanson	x				
Chris Hathaway			x		
Brian Owendoff		x			
Emily Roth			x		
Sam Ruda			x		
Bob Tackett		x			
Victor Viets			x		
<b>Totals</b>	<b>1</b>	<b>3</b>	<b>5</b>		
<b>Result:</b>					
<b>D) Failed MAJ – MIN</b>				<b>See above exchange.</b>	

The AC did not have time to review the November 21, 2012 Public Discussion Draft City/Port Intergovernmental Agreement or the November 21, 2012 Amendments to Zoning Maps and Code. They can be found in <http://www.portlandoregon.gov/bps/article/422332>

## Appendix D – AC Letters and Minority Reports

These are the letters received by the facilitator through 5:00 PM on November 27, 2012.

<b>Member</b>	<b>Page Number</b>
1) Susan Barnes, Oregon Department of Fish and Wildlife	<b>102</b>
2) Andrew Colas, Colas Construction	
3) Andy Cotugno, Metro	<b>105</b>
4) Tom Dana, Hayden Island Resident (Replaced Pam Ferguson)	<b>108</b>
5) Don Hanson, OTAC Consultants and PSC	
6) Chris Hathaway, Lower Columbia Estuary Partnership	<b>109</b>
7) Brian Owendoff, Capacity Commercial Group	<b>112</b>
8) Emily Roth, Recreation	
9) Sam Ruda, Port of Portland	
10) Bob Tackett, NW Oregon Labor Council	<b>114</b>
11) Victor Viets, Hayden Island Resident	<b>114</b>

### 1) Susan Barnes, Oregon Department of Fish and Wildlife

This letter is a summary of and an addendum to the Oregon Department of Fish and Wildlife's (ODFW) brief comments provided to the Portland Planning and Sustainability Commission on November 15, 2012 regarding the West Hayden Island (WHI) conceptual development and mitigation planning effort.

ODFW offers and provides technical expertise and input on a variety of proposed projects from restoration projects designed to benefit fish and wildlife to large development actions such as energy generation / transmission projects. ODFW's role is not to support or to oppose development actions, rather it is to provide input and technical guidance with the goal of avoiding and minimizing negative impacts to fish and wildlife and their habitats. We also advise on how to compensate for unavoidable impacts. Our comments are based in the statutory authority given to us as defined in Oregon Administrative Rule (OAR), which includes ODFW's Fish and Wildlife Habitat Mitigation Policy (OAR Div. 415).

ODFW has provided comments on the WHI conceptual development and mitigation planning effort as a member of the Technical Advisory Pool and in previous planning efforts including the Technical Advisory Pool. To date, ODFW comments have been provided primarily on formal letter head and have focused on existing fish and wildlife resource values on WHI, ODFW's conservation priorities, potential impacts from a conceptual development action on WHI, and review of the mitigation frameworks and proposed packages developed by the City, the Port, and the Audubon Society of Portland.

The following is a summary of ODFW's key findings, ODFW's recommendations, and a list of issues that ODFW believes have not been adequately addressed or that are in need of resolution.

1. WHI is a unique and rare natural resource because of its size, location, and existing mosaic of overall high quality habitats. Given these attributes as well as the landscape context, WHI is valuable to numerous fish and wildlife, including special status species.
2. Shallow Water Habitat & Fish- Over 19 populations of ESA-listed fish likely utilize the shallow water habitat present around WHI since these species all pass through the Columbia River main stem on their way upstream to the Upper Columbia River basin. Shallow water habitat is likely the most critical and limited habitat type for fish in the entire Columbia River main stem/estuary area. It is very likely we have less than 10% of the historic shallow water habitat remaining as a result of development. It is challenging at best to mitigate for loss of such an important habitat that is created by natural erosion and beach formation. Constructed habitat simply does not function as well as what nature creates on its own. Every bit of remaining functioning habitat is considered critical to protection and future recovery of fish in the area.
3. WHI is identified as a Conservation Opportunity Area in the Oregon Conservation Strategy, Oregon's statewide blueprint for conserving Oregon's priority habitats and species. Due to its size, spatial location and presence of several priority habitats types (i.e., wetlands, riparian, bottomland forests, grassland, existing habitat types, WHI currently provides valuable habitat for a variety of Strategy species.
4. ODFW recommends that development related impact assessments and mitigation planning be based on ODFW's Fish and Wildlife Habitats Mitigation Policy.
5. ODFW has determined the City's mitigation framework / approach, specifically the City's use of ratios and time and distance modifiers, to be ecologically sound and reasonable.
6. ODFW does not believe it is appropriate to credit for protection of existing habitat. According to ODFW's Mitigation Policy, true mitigation credit is realized when habitat quality and/or quantity is increased. Therefore, as consistent with our Mitigation Policy, it continues to be our recommendation that protection of the remaining forest on WHI, or any other habitat type within the approximate 500-acre area, should not be counted as compensatory mitigation. As such, the City's mitigation proposal would be short of the "no net loss" goal for floodplain forest.
7. ODFW believes the Port's mitigation approach is flawed, primarily because it is based on a model centered on juvenile Chinook salmon that does not account appropriately for much of the habitat types on WHI that provide multiple benefits to multiple species.

8. Portland Audubon's proposal is too vague for ODFW to adequately assess, but it appears more robust than the City's and the Port's mitigation proposals and appears to have a better chance at achieving not only no-net-loss, but also net benefit.
9. ODFW staff have not had adequate time to review the Mayor's current mitigation proposal, released on 11/21/12. More time is needed to thoroughly review the Mayor's latest proposal with supporting documentation.
10. ODFW recommends that mitigation for floodplain forest losses on WHI be replaced on WI to the extent possible. If this is not feasible due to lack of acreage and/or capacity for ecological uplift, then alternative sites that meet the goal of "on-site" mitigation for the target habitats and functions lost are reasonable. Preference should be given to mitigation sites closest to the impact area. It may be determined that greater ecological uplift / benefit is likely to be achieved at a location(s) farther away (off-site) and can be negotiated within the framework of ODFW's Mitigation Policy, though ODFW may recommend against authorization of the impact action.
11. ODFW questions the feasibility of replacing mature floodplain forest. ODFW is uncertain that forest mitigation at 2-3 different locations would truly mitigate for forest losses on WHI if development were to occur.
12. Impacts to floodplains have not been adequately addressed. While Metro and the City may have exempted the requirement for balanced cut and fill on WHI, the loss of floodplain function still needs to be considered in the impact analysis and mitigation proposal in terms of lost ecological functions. No net loss, let alone net benefit, cannot be achieved without fully addressing the loss of floodplains.
13. Land ownership boundaries on WHI remain unclear.
14. It is unclear if the conceptual industrial development footprint (including associated infra-structures) would total no more than 300 acres as called for by City Council Resolution# 36805.
15. ODFW is uncertain if the current list of BMPs are adequate to maximize avoidance and minimization of negative impacts to fish and wildlife and their habitats. ODFW has not had adequate time to review the current list of BMPs, but is aware of BMPs related to protection of sensitive species and their habitats (e.g., amphibians, turtles, protected bird species and their active nests, bats) that have not yet been incorporated. ODFW recommends that these BMPs be added.
16. Mitigation of grassland habitat has not been adequately addressed, i.e., actual losses and how / where losses would be mitigated.



17. Potential impacts of recreational facilities and associated activities on fish and wildlife and their habitats have not been adequately addressed. Recreational activities can negatively affect species and their habitats. ODFW recommends that potential impacts be assessed and BMPs included to avoid and minimize negative impacts from recreation on fish and wildlife. ODFW recommended that unavoidable impacts resulting from recreation be part of the mitigation package.
18. It is not clear if climate change has been adequately considered. ODFW recommend that potential / predicted river fluctuations and risk of flooding be considered in the WHI conceptual development planning process. In general, ODFW recommends avoiding siting of new infrastructure in floodplains and near waterways, and protecting remaining wetlands as a way to retain a measure of ecosystem resiliency and protect and minimize damage to existing infrastructure.

In summary, ODFW is very interested in seeing existing fish and wildlife resource values on WHI protected and conserved to the maximum extent possible for the benefit of Oregon's native fish and wildlife and to aid in native fish conservation and recovery goals. If you have any questions about the above comments please contact me.

## **2) Andrew Colas, Colas Construction (No Letter)**

## **3) Andy Cotugno, Metro**

### **A) November 26, 2012 Email**

I reviewed my letter to the Portland Planning and Sustainability Commission dated November 15, 2012 and it remains valid as my comment letter (attached). In particular, it supports the environmental mitigation framework developed by the City of Portland staff. It calls for a more explicit recognition of the use of West Hayden Island mitigation opportunities for Portland Harbor "Superfund" obligations while calling for a linkage to the off-site grant to fully restore West Hayden Island if the "Superfund" obligation falls short. Finally, it calls for adoption of the Mayor's proposal as submitted to the Advisory Committee on Nov. 9 and clarified on Nov. 21 which is key to incorporating adequate mitigation for community impacts.

Regarding the list of remaining issues that you circulated last night:

- Items NV13, CD/SC 1 and 2 on page 6 and CD/SC 1 and 3 on page 7 could be implemented through the Mayor's proposal.
- Item E2 appears to be a misunderstanding. Use of the Federal Highway Administration Safety Manual is consistent with the recommended improvements to North Hayden Island Drive with further project development to be carried out to define the details in the future.

## B) November 15, 2012 Letter

The Mayor of Portland and the Bureau of Planning and Sustainability should be commended for a thorough evaluation of West Hayden Island and development of a proposal for annexation and zoning and a City of Portland/Port of Portland Intergovernmental Agreement. The recommendations to the Planning and Sustainability Commission have accomplished the difficult task of harnessing the economic opportunity of the proposed marine terminal development while addressing and mitigating the impact to natural resources and the nearby community.

The proposal implements and is consistent with a number of established Metro policy positions, as follows:

- Metro expanded the urban growth boundary to include West Hayden Island and designated much of it as Regionally Significant Industrial Land. This property has been accounted for as part of the region's 20-year land supply for job growth, especially to meet the need for large acreage parcels. The West Hayden Island proposal demonstrates that it is feasible to develop the designated portion of West Hayden Island as viable marine terminals and terminal related industrial purposes, including a necessary rail loop.
- Metro adopted Title 13: The Nature in Neighborhoods Program including designation of West Hayden Island as a Habitat Conservation Area and calling for the City of Portland to develop a District Plan that balances the habitat value and economic importance of West Hayden Island. In response, the Portland staff have developed and applied an excellent methodology for defining needed mitigation to ensure a net increase in ecosystem function. Through the application of this methodology, it is clear that the impacts can be fully mitigated. We look forward to submission by the City of Portland of the District Plan in compliance with Title 13.
- Metro provided for access to West Hayden Island in the Regional Transportation Plan via a new bridge connecting to Marine Drive. We acknowledge that the proposal calls for shifting the planned access for the marine terminals to Hayden Island Drive connecting to the I-5 interchange being reconstructed by the Columbia River Crossing (CRC) project on Hayden Island. This approach is consistent with and leverages the CRC project approved by the Metro Council. However, we also note and support the provision allowing for future reconsideration of a new bridge if necessary.
- Metro has an adopted framework for planning and growth management built on a foundation of six desired outcomes relating to economic prosperity; vibrant communities; safe and reliable transportation; clean air, water and healthy ecosystems; climate change; and equity. The proposal does a good job at striking the balance of pursuit of economic prosperity with community, equity and environmental objectives.

Within the regional context, the proposal before the Planning and Sustainability Commission does a good job at striking the right balance. In particular, it is important to acknowledge or refine the following key points:

1. The proposed comprehensive plan, zoning, transportation system plan and intergovernmental agreement provide the necessary foundation for development of marine terminals, marine related industrial and associated infrastructure.
2. The transportation system plan adequately serves the needed access function while mitigating the impact on the adjacent community and reserving the future consideration of a new bridge to Marine Drive if needed.
3. The habitat mitigation plan is based upon a sound methodology to determine what it takes to produce a net increase in ecosystem function. The framework accounts for such factors as reforestation vs. enhancement of existing forests, proximity to West Hayden Island and the temporal value of mitigation by crediting specific mitigation sites with an appropriate multiplier. The framework should serve as the essential guide for developing, adopting and implementing the actual mitigation plan.

The mitigation proposal is designed around much of the restoration and enhancement of the remaining habitat on West Hayden Island through implementation of mitigation obligations for the Portland Harbor “Superfund” clean-up. Further, implementation of mitigation for development of West Hayden Island is planned for on Government Island and through a grant for restoration off-site. Given these recommendations, it is important to refine them with two additional provisions:

- a. In the event Portland Harbor mitigation on West Hayden Island does not result in full restoration of the remaining habitat lands on West Hayden Island, the use of the grant should first ensure West Hayden Island is fully restored before looking elsewhere.
- b. The amount of the mitigation grant is based upon the methodology developed by the city based upon the functions produced by different aspects of mitigation. The mitigation implemented off-site, while tied to the grant amount established, should demonstrate that the actual mitigation produces the intended net increase in ecosystem function.

A portion of the habitat mitigation for development of West Hayden Island is called for through restoration of Government Island on properties owned by the aviation interests of the Port of Portland and Metro. As such, this mitigation is subject to approvals beyond the control of the City of Portland and Port of Portland. In the event all or part of this mitigation is not approved, there needs to be a provision to implement a suitable substitute. In addition, this comment memo does not waive the requirement to seek Metro approval for implementation of aspects of the mitigation plan called for on Metro owned properties.

4. At the last meeting of the Advisory Committee, Mayor Sam Adams outlined a proposal for inclusion of environmental and community mitigation into the West Hayden Island plan. It is important that the Mayor's proposal get incorporated into the West Hayden Island plan. The Mayor's proposal confirms the validity of the staff recommended habitat mitigation framework and establishes a respectable level of mitigation for the adjacent neighborhoods.

5. The Port of Portland has maintained a keen eye on the bottom line with the concern that costs to provide the infrastructure and mitigation to make the site shovel-ready for prospective marine terminal tenants should be within the limits of \$5-7 per square foot. It is important for all parties to recognize that this is an economic opportunity of state, regional and citywide scale. While the land value will support a substantial portion of the development cost, the state, the region and the city will need to work together to seek funding as needed to fully implement the project. This is not a commitment of specific regional resources but is a recognition that the City and Port will pursue Metro funding sources and the City, Port and Metro should work together to pursue state resources.

#### **4) Tom Dana, Hayden Island Resident (Replaced Pam Ferguson)**

##### **A) Minority report letter to be appended to the AC report**

I will keep this letter short with the caveat that I may add to it later on as this process continues since we have not seen the final AC report yet.

At the last Advisory Committee meeting (Nov 21st, the day before Thanksgiving) the Mayor presented the second version of his proposal. This was voted down by the AC. There has been no time for the Mayor's proposal to be merged and integrated with the rest of the work of the AC. So, to a certain extent, they are two disparate items. The squeezing of the schedule has produced nothing but uncertainty and confusion. There were 120 items for the AC to vote on and there was not time to vote on all of them and the voting was so chaotic and rushed that it held little thoughtful consideration.

There are two things that could help this process become more meaningful. First the AC report and the 120 items need to be merged with the Mayor's proposal and the total number of combined items needs to be boiled down to maybe twenty salient issues. Then there is something that could be considered calmly and with reasonable thought. The second is to delay the PSC deliberation and recommendation to City Council until the first item can be done.

In addition, the local community has not had time to adequately review either the AC report or the Mayor's proposal and the time for PSC testimony is ahead of the release both of these.

That said, at this time I cannot support either the report of the AC nor the Mayor's proposal until the above problems can be cleared up.

There are also a few issues that need further consideration.

The loss of flood plane has been rejected out of hand for no valid reason and this needs to be revisited. I think this could be a serious problem for the local community because to lose flood plane is essentially to squeeze the river down which will raise the water level in a flood and this doesn't bode well for us on Hayden Island. And there is no mitigation for the ecological loss of the floodplain. So the notion of 100% ecological mitigation is simply not so.

The fact that the ECONorthwest report questions the economic benefits for development and suggests alternate sites has been quietly swept under the rug when this should be presented in bold and thoroughly vetted.

The health report essentially spells out a sinister result for the local community. A doubling or tripling of the air toxics and reduced property value does not present a pretty picture for the Manufactured Home Community. And this has not been adequately dealt with. There seems to be the assumption that it is OK to damage the health of the local community and degrade their property values. This is just not OK with us. The equity of the Portland Plan is just not considered at all and the Manufactured Home Community meets the definition of an Environmental Justice community.

The entire North Reach of the Willamette is paved over and for Hayden Island the north side of the Columbia is paved over with the Port of Vancouver and the south side is paved over with Terminal 6. We need to save something for nature. The Yakama Nation and the Nez Perce oppose this development. The chairs of the North Portland neighborhood associations which represent 45,000 people are unanimous in their opposition. When is enough, enough? This project should not be moved forward.

**November 27, 2012 Email (See the 11/16/12 Email Exchange Between Victor Viets and Sam Imperati for context)**

I too am not going to vote by email on the remaining un-voted issues. It is just too much to vote without some kind of balanced group discussion.

**5) Don Hanson, OTAC Consultants and PSC (No Letter)**

**6) Chris Hathaway, Lower Columbia Estuary Partnership**

**A) November 27, 2012 Email (See the 11/16/12 Email Exchange Between Victor Viets and Sam Imperati for context)**

I support Victor's suggestion and appreciate your response. I agree that it makes more sense to classify those issues as "issues unaddressed by the Committee."

I also think you did a nice job with the third paragraph of Page 5. I think it succinctly describes the unfortunate ending of our AC process.

### B) November 27, 2012 Letter

The Lower Columbia Estuary Partnership is a National Estuary Program, with a diverse Board of Directors including representatives from the City of Portland, the Port of Portland, EPA, NOAA, and others. Our study area extends from Bonneville Dam to the Pacific Ocean in Oregon and Washington. Our organizational mission is to protect and restore the lower Columbia River, through science based, collaborative actions.

West Hayden Island is a significant natural area. It includes a rich mosaic of habitat types including woodland and forest habitat, shallow water and wetlands, grassy and sparsely vegetated areas, beaches, and shrub lands, all within the 100-year floodplain. These habitats support more than 200 species of wildlife, 13 federally-listed ESA fish species, and at-risk species such as western meadowlark, pileated woodpecker, bald eagle, red-legged frog and moles. The island is near the confluence of the Willamette and Columbia Rivers and a part of the Pacific Flyway. The island is a critically important and unique ecological refuge for migrating salmon and birds within a highly developed landscape.

The Estuary Partnership has participated on three West Hayden Island planning processes – the late 1990s process led by the Port of Portland, the 2008 City of Portland Community Work Group process, and the recently concluded 2010 Advisory Committee (AC) process.

The Estuary Partnership embraced the AC charge of the Mayor and City Council in Resolution 36805 to develop the basic concept plan for 300 acres of marine terminal development and 500 acres of open space protection while achieving a net increase in ecosystem function. Along the way, we have been an active participant in all of the AC meetings.

This letter addresses our comments on the AC process and the contents of the “Facilitator’s Final Report: Advisory Committee Straw Poll Recommendations” (Facilitator’s AC Report). It does not address the contents the contents of the “V. West Hayden Island Amendments to Zoning Maps and Code” and “VI. Intergovernmental Agreement (IGA) between the Port and the City” documents released to the Advisory Committee at our last meeting on Wednesday, November 21, the day before Thanksgiving, that we have not had adequate time to review.

We articulated our process concerns, clearly and repeatedly over the last six-seven months at AC meetings and in comments and testimony before the Portland Planning and Sustainability Commission – the process is moving too fast. During this period, meetings were added, dropped, re-scheduled, and given new agendas with an alarming and frustrating frequency. Instead of acknowledging the complexity of the issues and the commitment of the AC to get the project right, the City of Portland continued to push the process forward at an unsustainable rate. As a result, the most important part of the Facilitator’s AC Report comes on Page 5, which explains the key reasons the AC’s inability to develop final recommendations. They include:

- An influx of new information at the end of the process
- Insufficient time to thoroughly process complex information
- No opportunity to view the potential elements in context – as a package
- The number of issues not reviewed
- The lack of accompanying details associated with final language

It additionally points out that the AC did not vote on a final draft of the Facilitator’s AC Report because of a lack of quorum, and that the AC did not review the final Facilitator’s AC Report, because the report came out after the last AC meeting.

We do not believe the end of the year timeline driving this project has led to a useful Facilitator’s AC Report, benefited strong, informed decision making, or respects the public’s process and input.

From our perspective, the report is so jumbled and devoid of recommendations, it’s difficult to know where or what to comment on, especially given the extremely short turnaround time for comments. As such, our comments our brief.

The Facilitator’s AC Report does not provide an environmental mitigation package recommendation, and the “straw poll” voting associated with the environmental mitigation actions are impossible to comprehend as any sort of mitigation package. In fact, the voting was done on specific elements in ways that nearly guaranteed conflicting votes.

At first glance it appears the Mayor’s November 21 mitigation proposal (Pages 46-48) may achieve a net increase in ecosystem function as established by the City’s mitigation methodology, for forests, shallow water, grasslands, and wetlands. Certainly, it is the most credible proposal brought forward to date. However, AC voted down the Mayor’s proposal because it still lacks critical details – including provisions and certainties that will ensure that the agreement is actually implemented as designed; certainties about the timing of the mitigation; assurances that the levels of funding are actually enough to implement the required mitigation; and language to ensure that West Hayden Island mitigation and NRDA mitigation are not comingled.

We support the City retaining jurisdiction over wetlands as it does elsewhere.

The AC, and the Facilitator’s Final AC Report, both fail to address the issue of balanced cut and fill. This issue was ignored throughout the AC process as City staff simply followed the 1998 Metro decision to exclude the site from balanced cut and fill requirements. Filling 300 acres of floodplain may be the project’s most significant environmental impact, but the AC never discussed whether this exclusion should be followed and none of the environmental mitigation packages have dealt with this issue. Similarly, whereas the City is crediting conservation acreage within their mitigation schemes, ODFW does not.

We believe these two issues need to be provided as qualifiers in any mitigation conversation to clarify to the public the perception that any mitigation proposals put forward to date will achieve a net increase in ecosystem function.

Unfortunately, after two years of work, the West Hayden Island Advisory Committee's work was hijacked by schedule decisions beyond our control. As a result, instead of finishing its work and ending up with a quality product, we have ended up with a Facilitator's Final AC Report that is almost incomprehensible as anything but a summary of the process.

### **7) Brian Owendoff, Capacity Commercial Group November 27, 2012 Letter**

Thank you for the opportunity to serve on the West Hayden Island Advisory Committee. I would like to compliment you on your leadership on this important topic, and your commitment to move forward with what has been a long, thorough and complex process of drafting an annexation and Intergovernmental Agreement for West Hayden Island. As a member of the Advisory Committee, I would also like to thank the city of Portland staff for their effort to deliver detailed information, address questions, staff subcommittees on technical issues, and maintain the rigorous pace required by this process.

Having served on other advisory committees, I can tell you that I have never had so much detailed and voluminous information to help advise council on a decision, as I have had with this committee. I am confident that with the compendium of analysis and information, Portland City Council can end up with a result that balances the Community Working Group principles of an economically viable port facility, a net benefit to the economy, environmental protection and community benefit.

I would like to provide you with my comments regarding the final proposal, for your Consideration.

First, I urge you to move forward with annexing West Hayden Island into the city of Portland for 300 acres of marine terminal development and 500 acres of open space. West Hayden Island was brought in to the Urban Growth Boundary in 1983 and was designated in 2004 as a Regionally Significant Industrial Area. This land has long been counted on for industrial use; it would not have been included in the Urban Growth Boundary if this was not the case. The fact that policy leaders and the community have agreed on a balanced proposal of industrial land, environmental protection and recreational benefits is a win-win-win that we should be proud of.

Second, I urge you to keep the costs for development mitigation within the market-supported value of industrial land. As a real estate professional with over 30 years of experience, I have analyzed the market and concluded that the current value of industrial land is \$5- 7 PSF. Therefore, any costs associated with site preparation, annexation, mitigation and other exactions need to be within this price range. Without it, the market cannot support a marine



terminal development, and forgoing a marine terminal development on this deep-water site would be deleterious to our regional and local economy for years to come.

Third, while there are a lot of details to this proposal, as outlined in the draft Intergovernmental Agreement, I urge you to keep the larger vision of economic recovery and long-term economic sustainability for Portland and the Portland-metro region at the top of your mind. As you know, Portland-metro continues to lag the national metro average for wages and incomes. This means less revenue for public services we all use – police, fire, teachers and roads, and lower affordability for Portland’s citizens. You also know that Portland-metro has a strength in exports, which connects local, regional and statewide businesses with global customers. The Port of Portland serves this export economy by shipping and transporting goods globally and domestically. The more we export, the more new dollars we bring into the local economy; the more our traded-sector businesses grow, the more spin-off and niche industries are created by small businesses to support that scale of production.

Continually investing in infrastructure and capacity to maintain a viable port is critical to our state and our region’s ability to be competitive in the export industry. The Port of Vancouver and the Port of Portland are working in a coordinated effort to maintain this region’s viability as an international gateway; West Hayden Island is a critical piece of contributing volume to the infrastructure to maintain capacity.

Fourth, I urge you to adopt a framework for annexation and concept plan that has reasonable level of flexibility. This is a long-term development opportunity; technologies and practices change rapidly. While it is important to deliver certainty of land availability to prospective terminal developers and export clients now, the actual development proposal on West Hayden Island will be determined by the market conditions and innovations of the future. Please allow enough room in your decision for the future market to operate and the Port to remain viable for long term economic sustainability.

Thank you for your commitment to investing in Portland’s long-term economic future. I appreciate your efforts to balance economic, environmental and community interests in complex land use decisions such as the annexation for West Hayden Island. Please continue that leadership by moving forward with this annexation and concept plan in a way that achieves that balance.

**8) Emily Roth, Recreation (No Letter)**

**9) Sam Ruda, Port of Portland (No Letter)**

**10) Bob Tackett, NW Oregon Labor Council, November 11, 2012 Letter (Facilitator Note: Preceded the 11/25/12 final report.)**

I am writing today on behalf of the NW Oregon Labor Council, AFL-CIO regarding your request that the West Hayden Island Advisory Committee provide you, in writing, our thoughts on annexing West Hayden Island into the City of Portland.

The West Hayden Island development offers the opportunity for the City of Portland and the broader region to provide living wage jobs and the revenue associated with them. This Labor Council is very interested in doing all that we can to provide for job growth to meet the needs of our residents, particularly in the area of family supporting, living wage jobs. A mix of jobs types provides options based on interests, skills and abilities. For this reason we need to grow the region's developable industrial land base. Family wage jobs provide options for more people to work - and those jobs need places to grow. As of September 2012, according to the Oregon Employment Department, there were 95,226 people unemployed and looking for work in Portland. That number does not include the number of people who have given up looking.

Given estimates that the development of West Hayden Island would generate between 1,300 and 3,600 direct and indirect jobs in our region the Northwest Oregon Labor Council is in favor of annexing the Island. We believe that annexing the Island will be a positive contribution to the economic health of the region.

**11) Victor Viets, Hayden Island Resident**

**A) Unresolved WHI Annexation Issues And My Advisory Committee Reports**

Following are some of the key issues that the Advisory Committee has not resolved in our deliberations about annexation of West Hayden Island. This memorandum, combined with my memorandum of November 25, 2012; Subject: Comments on Nov. 19, 2012 Facilitator's Report, constitute my current report on the performance of the WHI Advisory Committee. My comments are incomplete because the process is incomplete. I will add additional comments in response to future changes.

1. We have not established a local need for this project:

No local businesses have come forward to say they need this terminal to import or export local products. International shipping experts have told us that the only future needs may be to ship bulk products from Canada or mid-western states to Asian or other Far East markets or to handle cars from Japan. None of these products would necessarily involve value-added services that would employ local workers, other than longshoremen and other Port-related union members.

2. We will be sacrificing our irreplaceable natural resources for the promise of some union jobs in 15 to 20 years.

The AC has not resolved this issue. These impacts on our natural resources cannot be repaired within our lifetime and perhaps not within our children's lifetimes.

3. Mitigation measures for natural resource damages from terminal developments have not been resolved.

The Port, City staff, ODFW, Audubon Society, and the Mayor all differ in their proposed plans and costs, and, none of them account for floodplain impacts. Federal agencies have not yet been formally consulted, and they will probably have their own mitigation proposals. Parties to the Willamette River Superfund Site NRDA mitigation, including the Port, have their own ideas about using WHI for mitigation of their Superfund site impacts. It will take years to determine WHI's environmental future.

4. WHI development as proposed would be a poor land use decision.

Inserting heavy industrial land uses between a natural area and a unique island community (that is planning to increase transit-oriented residential development while retaining its affordable housing and water-oriented lifestyle) is an incompatible land use decision. The terminals would be incompatible with both adjacent land uses, causing adverse impacts and conflicts that would continue for many years.

5. Transportation issues have not been resolved.

The City and Port want to change a local street, North Hayden Island Drive, into a freight route that would force all terminal traffic past the Manufactured Home Community and through all shopping traffic going to and from the Jantzen Beach Super Center. In addition, WHI trucks and autos going to and from MLK or Marine Drive would be forced through the Super Center traffic, over the proposed new CRC 2-lane local access bridge, and around the entire EXPO Center to reach those streets. No traffic studies have been conducted using the extra Holiday shopping traffic at the Super Center.

The City has just completed a low cost design concept for North Hayden Island Drive (NHID) but it has no signalized intersections, inadequate and dangerous bike/ped facilities, and does not connect traffic lanes or bike/ped pathways to the Phase I CRC interchange. City staff has said the design concept should not be given serious consideration yet. And, the CRC project itself is still in limbo. Costs of the NHID terminal access are \$10-24 million and may increase significantly to connect NHID and Bike/ped pathways to the CRC's low budget Phase 1 facilities.

6. The Hayden Island Community wants a new WHI access bridge to Marine Drive.

This WHI access bridge to Marine Drive would provide direct truck freight connections to other Portland Port facilities and would avoid all terminal traffic impacts of trucks, commute traffic, noise, and diesel emissions on our local street (NHID). Engineering studies done by City consultants, as requested by the AC, reduced the WHI bridge cost from \$100 million to \$50 million (plus environmental mitigation). The net cost, after subtracting the costs of improving NHID (currently \$10-24 million) has not been determined. The City's consultant, ECONorthwest, said the new bridge would reduce truck operating costs to reach I-5 by \$493,000 per year. ECONorthwest included a new bridge cost of \$37 - \$75 million in their favorable benefit/cost estimate for the terminal, so we know the bridge is economically feasible. Unfortunately, the Port and City staff refuse to give it serious consideration, even though the bridge has been on the TSP and RTP projects' lists for many years.

7. Health impacts to Hayden Island residents and business employees have not been adequately considered.

The just published County Health Analysis indicated that the terminal could cause adverse health impacts on residents, especially in the Manufactured Home Community, but the study did not have any existing baseline data on local air quality, noise, or neighborhood vulnerability to increased pollution. Also, the study was under-funded and rushed to completion in a very short time. The study also failed to include other pollution sources that will impact the Hayden Island Community, and especially the Manufactured and Floating Home Communities. Those other impact sources include:

- Noise, traffic, and air pollution impacts from WHI construction that could go on for 5-10 years;
- Impacts of emissions from industrial facilities (stationary sources) that might be built on or adjacent to the WHI terminals;
- Impacts from CRC construction activities on and near Hayden Island that may go on for 10+ years in multiple phases;
- Impacts from new large marine terminals developed and planned by the Port of Vancouver, located just across the River from Hayden Island;
- Impacts on Hayden Island business employees, many of whom work outside within a short distance of the terminal boundary.

The County report included many recommendations for reducing emissions and partially mitigating negative health impacts on Island residents. The Port was allowed to veto 36 of the recommendations prior to the Last Advisory Committee meeting and the Advisory Committee was unable to adequately consider the remaining 61 recommendations during that final meeting due to lack of time.

8. Questions of inequities and disparities caused by this proposal have not been asked, let alone discussed and resolved.

Clearly, the majority of negative impacts on human health, traffic and quality of life will affect only the small East Hayden Island community rather than the broader Portland metropolitan area, while the benefits of promised union jobs and income spending go the broader area. On a global scale, shippers and receivers reap the benefits of international trade while Portland extracts the smaller middle-man fee but sacrifices its irreplaceable local environmental resources.

B) Comments on Nov. 19, 2012 Facilitator's Report (Facilitator Note: Per, Mr. Viets' end note, the page numbers referenced below do not line up with the pages numbers in the November 25, 2012 final report.)

General Comment: This Report should continue to be entitled the Facilitator's Report. It is not the AC report.

General Comment: Due to the last minute information submitted at the last few AC meetings, the incomplete voting on mitigation measures, the inappropriate advance voting provided to the Port by the Project Facilitator, the complete lack of discussion of community/health mitigation measures, and the numerous other deficiencies listed below, this Report does not adequately reflect the incomplete deliberation of the AC on the key issues.

Specific Comments:

Pg. 10, last full paragraph is not correct:

- Project Objectives were only partially met.
- The project did not stay on track – it took a year longer than directed by Resolution 36805.
- Work on community health, transportation, the IGA, and final decision-making was not done in a transparent way.

Pg. 15:

- Public involvement was not the responsibility of the AC. It is misleading to say the AC was significantly involved in these events other than our own Committee meetings and open houses.

Pg. 16:

- Concept Plan: Include a map of the Plan.

Pg. 16-17:

- The Harbor Lands Analysis did not identify any need for new terminals to handle import or export needs for the Portland Metro Area (other than a few foreign cars for local dealers). The policy issues of sacrificing scarce local natural resources for no-value-added terminals serving only international businesses were never identified for discussion.

Pg. 17-18:

Costs and Benefits Analysis by ECONorthwest:

- Numbers were never updated to match later studies of natural resources, recreation, transportation, and health.
- Doesn't point out that the ECONorthwest's costs included a WHI-Marine Drive Bridge at a cost of \$37M to \$75M and still concluded that the Project is economically feasible.
- Doesn't point out that community health impacts and mitigation costs were not included because there was no HIA and ECONorthwest was never asked to complete their report after the County Health Analysis was published.
- Net Present Value (NPV) computations by ECONorthwest are not comparable to NPV cost estimates by BPS, BES, the Mayor's office and other agencies because the economic assumptions and computational methods differ among all the parties.

Pg. 21:

- Health Analysis: The equity issues need to be more clearly stated along with the conflicts with the goals of the Portland Plan. Note that the AC did not discuss solutions to these issues due to lack of time.

Pg. 26:

- ESEE: put a date on the ESEE draft that AC got to review. Note that many updates to the ESEE are needed to incorporate latest changes – will not be reviewed by AC due to lack of time.

Pg. 26-27:

- Recreation Analysis: Does not include latest recommendations from the Mayor's office. Need map of proposed park location.

Pg. 29:

- The PBOT Alternative Design Concept should be deleted. It was not evaluated by the AC. City staff says it is premature to focus on this design.
- Where is the Staff Report on the WHI-Marine Drive Bridge referenced?

Pg. 39:

- Add updated communication from the Sovereign Nations as presented at the PSC hearing where they expressed their opposition to the annexation.

Pg. 40-45:

- The three separate annexation cost estimates are inaccurate and confusing. Adding the Mayor's November 21, 2012 new cost proposal will add another estimate. All use different, and in some cases highly inaccurate, methods to compute present worth. The AC did not discuss any options containing the Mayor's proposals.

Pg. 53:

- Trailhead/Trail: Correction: HINooN is not opposed to any trails on WHI. Change Viets vote to a "2".

Pg. 58-62:

- Community/Health Mitigation Measures: In advance of the final AC meeting the Facilitator allowed the Port to select these 36 mitigation measures for the Port's "NO" votes on all 39. With no time available in the final meeting for the full AC to discuss or vote on these measures, the Facilitator decided to accept the Port's "NO" votes which resulted in giving the Port's single AC member a veto on all 36 measures. The Port's votes should be deleted from the AC's official record and from this Report.

Pg. 63-70:

- Community/Health Mitigation Measures: No time was available in the final AC meeting to discuss or vote on these 61 Health and Community mitigation measures. The Tables were set up to allocate potential payment for each measure to funding accounts recommended by the Mayor but never agree to by the AC.

Pg. 71-82:

- Natural Resources Issues:
  - Tables not complete – lack information from pro and con voters.
  - Note Facilitator allowed Port to vote on many issues before the meeting.

These comments are incomplete because the Facilitator's final report has not been released yet for review.

### C) November 27, 2012 Email

Sorry Sam

I'm refusing to continue this unprofessional, last minute "voting" without an opportunity to discuss these issues with other Advisory Committee members. Electronic voting is inappropriate for your own voting process that relies on discussion to build consensus. Even my small Home Owners Association does not allow electronic participants to create a quorum or to vote. I don't understand what you are trying to accomplish. Our committee work was finished as of last week.

As I said in my minority opinion letter, you helped create this mess by allowing the Port to vote on these issues before the final AC meeting. By not taking the time to allow the full committee to participate, you have in effect, allowed the Port to veto these important Community/Health mitigation measures.

I believe the only appropriate solution is to delete all voting of these measures from the meeting record and list them as unresolved due to lack of time.

### D) Facilitator's November 27, 2012 Response

Victor,

Thank you for your constructive comments.

**Bottom Line:** I agree the issues where the Port's "straw poll" votes were a "3" should be moved to the list of issues the AC did not get to if the AC members do not have time to complete the request for input noted in my Sunday email, below.

**Context:** Page 58 of the 11/19/12 draft states:

"Community / Health Mitigation: Port's 3 Votes

(Note: In anticipation of the time constraints associated with the 11/21/12 meeting, the facilitator requested that the Port provide its "straw votes" on the remaining issues. They are contained below and are presented to "triage" the issues for ease of AC discussion – nothing more.)

The goal was to discuss all of them at the 11/23/12 meeting, but we did not. We did get to 51 of the 83 County Health suggestions using the "triage" method. Page 7 of the 11/21/12 report states, "The AC considered 51 detailed community & health mitigation measures that were passed by consensus as a package vote. See pages 68 - 76 for details."



That left the 32 issues you mention in your email. The Port did not and does not have veto power. The stated purpose of the “triage” exercise was information organization “... for ease of AC discussion – nothing more.” During Wednesday’s meeting, we discussed the input method for the remaining issues implemented by my Sunday night email. If that method does not work, and it appears that it is not, it will be changed. There was never an intent to be anything short of transparent about what the AC did, and in this case especially, did not do. I believe the report, especially page 5, is quite clear about that, but reasonable minds can differ.

**Bottom, Bottom Line:** If the AC members do not have time to “triage” the remaining issues, and it appears that they will not, the “3” list will be moved to the list of issues you did not get to. It appears twice in the report, beginning on page 8 and page 52. I will be at BPS this afternoon from 4:00 on to get AC member letters copied and presented during the PSC’s 6:00 meeting. An Addendum Memo will display conspicuously all changes to the final report and append AC member letters.

I’m happy to consider alternative suggestions and I am sorry this process has been so challenging.