



**Bureau of Planning and Sustainability**  
Innovation. Collaboration. Practical Solutions.

## Portland Planning and Sustainability Commission

André Baugh, Chair

Michelle Rudd, Vice Chair

Howard Shapiro, Vice Chair

Karen Gray

Gary Oxman

Don Hanson

Katherine Schultz

Mike Houck

Chris Smith

Lai-Lani Ovalles

Irma Valdez

August 14, 2013

Portland City Council  
Portland City Hall  
1211 SW 4th Avenue  
Portland, OR 97204

Dear Mayor Hales and City Council Members:

In July 2010, City Council passed Resolution 36805, directing the Bureau of Planning and Sustainability (BPS) to develop a legislative proposal for the potential annexation of West Hayden Island to the City. Because the island is valuable for both its marine industrial potential as well as wildlife habitat, Council specified that the proposal should include a plan that designates at least 500 acres as open space and no more than 300 acres for future deep water marine terminal development. Another tenet of the resolution was that mitigation result in a net increase in ecosystem function. Since 2010, BPS has worked with a project advisory committee, external consultants and other bureaus, and has held numerous public events and targeted work sessions to prepare a draft plan as part of the legislative package.

The Planning and Sustainability Commission (PSC) has worked with BPS staff to craft a solution we believe represents the best legislative proposal for City Council consideration. In more than a dozen briefings and work sessions, the PSC consulted with over 30 technical experts in the fields of health, transportation, environment and economics to understand the numerous and varied components of this project. The feedback and expert knowledge shared by local, state and federal agencies; non-profit organizations; local businesses; and Tribal Government entities provided information and recommendations we needed to make our decision. In addition to the technical expertise, at three public hearings, we received written and oral testimony from more than 400 people.

The introduction to this legislative proposal provides more detail on the project process as well as a list of all the technical work produced for this project. Summaries of all PSC meetings with technical experts and the public, as well as all supporting reports produced for this project, are available on the West Hayden Island project and PSC websites or upon request.

On July 9, 2013, the PSC made its final recommendations on the annexation of West Hayden Island. In two separate votes, the Commission:

- Voted unanimously to support the proposed legislative package, which includes an Intergovernmental Agreement (IGA) between the City and the Port of Portland to



City of Portland, Oregon | Bureau of Planning and Sustainability | [www.portlandoregon.gov/bps](http://www.portlandoregon.gov/bps)  
1900 SW 4th Avenue, Suite 7100, Portland, OR 97201 | phone: 503-823-7700 | fax: 503-823-7800 | tty: 503-823-6868

*Printed on 100% post-consumer waste recycled paper.*

balance human and environmental health with the development of a deep water marine terminal, as well as Comprehensive Plan designations and zoning regulations for West Hayden Island.

- Voted 7 to 3 to support annexation of West Hayden Island to the City of Portland.

The PSC is comprised of 11 individuals, but one commissioner has a conflict of interest on the topic and has not participated in the West Hayden Island process.

In looking at these votes, it is important for Council not to interpret them as representing strong support for annexation and the proposed development. Several Commissioners expressed significant concerns about potential negative impacts of development. Also, some Commissioners cast yes votes to express their interest in the PSC continuing to be actively involved in scrutinizing and shaping the project.

The PSC used the policies in the Portland Plan and the Climate Action Plan as a framework to make our recommendations. PSC members generally agreed the final proposal meets multiple objectives for the City. It will help:

- Provide for much needed industrial land and the potential to create family wage jobs.
- Ensure a net increase in ecological function for the environment.
- Restore and maintain a large portion of the island in Open Space for environmental restoration and for some passive recreation.
- Provide a future process and funding to address both direct and indirect community health impacts resulting from future development.

A unanimous comment expressed by PSC members was that if Council chooses to annex West Hayden Island, it should be done right. That means moving forward with a holistic set of actions that protect and advance the health of the community, environment and economy.

The PSC recommendation includes an extensive list of mitigation actions. There was considerable testimony and discussion of the cost of implementing this recommendation. The Port cannot develop this site and fund requisite mitigation work alone. To be successful, annexation of West Hayden Island must be done in active partnership among the Port, local government, Metro and state agencies, and community-based organizations. Throughout the proposed IGA, we have included additional emphasis on creating such partnerships.

While PSC members voted unanimously for the legislative package, the vote to support annexation of West Hayden Island was 7 to 3 in favor. The location of this site, in a floodplain at the confluence of the Willamette and Columbia Rivers, makes it important ecologically, and for some, an irreplaceable resource. PSC members had robust debate about the role of this site in contributing to community resiliency, both ecologically and economically.

Concerns voiced by PSC members, both those who voted in favor of annexation and those who opposed, included:

- There is future uncertainty of the project and its potential benefits and the impacts it may have on community health.
- The health impact evaluation tools are evolving. More study of health impacts is essential if/when a specific development proposal is made.

- There is not a comprehensive regional planning context to fully analyze other potential marine locations on the Lower Columbia that may provide more favorable cost-benefit trade-offs. More analysis is needed about the redevelopment of existing industrial land or vacant brownfield sites.
- The value of the 800 currently contiguous acres for its potential value in climate adaptation plans is significantly reduced if the land is split and developed.

Additionally, opposition from most Tribal Governments involved in the project, a number of conservation organizations and many island residents was clearly expressed in the testimony we heard. To address these concerns, consultation with Tribal Governments and continued engagement with island residents and conservation organizations will be essential for implementation of this plan to be successful.

It should also be noted that, in the days preceding our final work session after public testimony had been closed, on June 29, the Washington Senate adjourned without voting on a transportation funding package to fund the Columbia River Crossing (CRC) bridge. Without Washington's financial participation, the CRC project will miss federal funding deadlines in September. The lack of a CRC creates significant transportation problems on Hayden Island and nearby intersections into the future.

The PSC could not support adding industrial zoning to Hayden Island without the additional transportation system the CRC would have provided. In light of this new level of uncertainty regarding adequate transportation services on the island, Commissioners directed staff to establish long-range planning designations for eventual marine terminal development, but to retain a farm/forest base zone for an interim period over the marine terminal site. The industrial zoning proposed in the West Hayden Island can be put in place after an alternate package of transportation improvements is developed, in cooperation with state and regional partners and incorporated into the City's Transportation System Plan and the Regional Transportation Plan.

Thank you for your consideration of our recommendations.

Sincerely,



Andre Baugh  
Chair  
Portland Planning and Sustainability Commission