



## **MEMORANDUM** from Policy and Planning

Date: February 25, 2013  
To: Portland Planning and Sustainability Commission  
From: Greg Theisen, Senior Planner  
Re: *Vision for a Sustainable West Hayden Island*

The Port of Portland has revised the draft *Port of Portland Vision for a Sustainable West Hayden Island* as follows.

### **Guiding Principles**

Three guiding principles were removed from the 2.11.2013 draft as being repetitive of the vision statement. For example, bullet three on page two states:

- The 500-acre natural resource site will be permanently set aside as an ecologically significant area for conservation and natural resource protection, incorporating natural resource mitigation and enhancement strategies designed to improve and support ecological function. The Port also sees this site as providing high quality but limited passive recreational opportunities that will not detract from natural resource protections.

This statement was inserted to replace Guiding Principle eight, to provide even greater emphasis on one of the three most important elements of the vision, treatment of the 500-acre natural resource area. In the interest of continuity we have reinserted Guiding Principles eight, six and two.

### **Strategic Goals**

#### Environment

Strategic environmental goal four has been revised to reflect the broader intent and commitment within the document, to measure impacts on the local environment and develop goals and benchmarks with the community that lead to continuous improvement in performance above and beyond regulatory requirements. An additional sub-goal has been added to this goal that describes emission control measures.

## Community

In multiple places, goal four, goal seven, and more significantly under the vision statement on page one, the Port has committed to development and construction practices that go beyond city requirements. This commitment to excellence in design and construction is most evident in our goal of consistency with the Joint West Coast Technical Committee's *Sustainable Design and Construction Guidelines* that not only commits the Port to current best practices but invites review to avoid, minimize and mitigate for measurable and significant noise, vibrations and light impacts.

The *Sustainable Design and Construction Guidelines* utilize a checklist approach to allow for site specific design and construction methods. Some examples from the Site Development section of the *Guidelines*.

:

- Design facilities to efficiently collect and manage all waste materials. Incorporate flexibility in design to allow for changes (salvage items, etc.). Include clear labeling and allow for separation and sorting of materials. Co-locate recycling receptacles with trash barrels landfill containers in covered centralized areas.
- Minimize direct use of emissions generating vehicles and equipment. Consider the use of fuel/electric hybrids, electric, human powered or experimental technologies that are currently under development (e.g. hydraulic hybrids).
- Include in bid specifications the requirement for contractors to develop, implement and train construction personnel on environmentally friendly practices/policies (i.e. spill prevention, anti-idling, alternative fuels, reducing area of exposed soils, stormwater best management practices/infiltration, reduce potable water use).
- Develop a lighting plan that minimizes energy use and utilizes fixtures that limit off facility lighting impacts.
- Careful evaluation of project materials to consider potential environmental impacts of their use in construction and over the life of the facility.

This is a sample of five out of what are over 200 strategies identified in the *Guidelines* that will influence site design and construction.

Thank you for the opportunity to further clarify the Port's vision for a sustainable West Hayden Island development. We look forward to a future wherein WHI will support long term economic health, integrate with community values and reflect a deep commitment to environmental stewardship.

## Port of Portland Vision for a Sustainable West Hayden Island

The mission of the Port of Portland is to enhance the region's economy and quality of life by providing efficient cargo and air passenger access to national and global markets. In support of this mission, the Port's organizational vision is to be a prominent, innovative economic development entity while acting as a steward of the region's community and environmental best interests. As the property owner of nearly 800 acres on West Hayden Island (WHI), the Port of Portland recognizes WHI's unique locational, economic, recreational, and natural resource attributes.

The Port of Portland's vision for West Hayden Island is to develop the most sustainable deep-draft marine terminal facility in the State of Oregon and Columbia River system. Sustainability for WHI means meeting the region's marine cargo transportation needs while enhancing livability and the quality of life for future generations. To achieve sustainability the Port will balance economic, environmental and social interests as WHI is developed, protected, and enhanced.



The future WHI will support long term economic health, integrate with community values and reflect a deep and broad commitment to environmental stewardship. Permanently setting aside 500 acres for open space and 300 acres for marine development will:

- Enable future port development which will allow the city to further its role in international trade;
- Ensure open space (habitat and recreation) is advanced in tandem with marine industrial growth to further the City's urban natural resource ecology; and
- Provide the community with

the opportunity to participate in and influence WHI development.

In doing so, Port development and operational decisions will:

- Balance and sustain economic, environmental and social interests;
- Utilize the Joint West Coast Technical Committee's *Sustainable Design and Construction Guidelines*<sup>1</sup> to direct WHI marine terminal development;

<sup>1</sup> West Coast Technical Committee; *Sustainable Design and Construction Guidelines for Ports, Draft; 2013*

- Provide public involvement process with opportunities for meaningful public engagement; and
- Provide a system to monitor and measure success and share results with the public.

Sustainable development of WHI requires that three distinct geographies be considered. These geographies are the 300-acre marine terminal development, the 500-acre natural resource protection area, and the abutting Hayden Island community consisting of light industrial areas, residential neighborhoods, and regional scale commercial development. Specific to these geographies:

- The 300-acre marine industrial site will develop into the most sustainable deep-draft marine terminal complex in the State of Oregon and Columbia River system. The Port will utilize the West Coast Technical Committee's Sustainable Design and Construction Guidelines as the primary resource for selecting sustainable practices. The Port will also use its Environmental Management System and knowledge from other ports to inform best operational practices.
- The 500-acre natural resource site will be permanently set aside as an ecologically significant area for conservation and natural resource protection, incorporating natural resource mitigation and enhancement strategies designed to improve and support ecological function. The Port also sees this site as providing high quality but limited passive recreational opportunities that will not detract from natural resource protections.
- The Port will act as a good neighbor with the abutting Hayden Island community as the area grows consistent with the adopted Hayden Island plan. In doing this the Port will provide a forum for community input, contribute to neighborhood improvements, and will avoid, minimize or mitigate negative impacts from marine terminal construction and operation.

### **Guiding Principles<sup>2</sup>**

1. **Generational Fairness and the Triple Bottom Line:** The essence of sustainability is to find a balance between the economic, environmental, and social equity of current and future generations. As society changes its emphasis from quantity to quality growth, we need to ensure the resources we consume and the impacts of our footprint are understood, considered, and balanced with future quality of life needs when making development decisions.

2. **Community:** Engage and involve our community and encourage our citizens to take responsibility for their individual actions to reduce resource use, production of pollution and waste. This requires collaboratively developing solutions that remove barriers and build upon existing private and public efforts to ensure efficient, timely and complementary results.

---

<sup>2</sup> These Guiding Principles are based on the *Airport Futures Sustainability Report Visions and Values* adopted by the Port Commission, the Portland Planning and Sustainability Commission and Portland City Council in 2010/2011

3. Measure Progress: Establish and track clear, measurable goals, both short and long term, that are linked to those of our governmental partners (e.g., 2009 City of Portland and Multnomah County Climate Action Plan), do not default to regulatory minimums, and take responsibility for our proportional share of the problems and solutions without regulatory prompting.

4. Stay Ahead of the Curve: Supplement traditional regulatory approaches by taking voluntary actions with incentive-based and performance-oriented systems.

5. Balance: Explore alternative strategies to achieve objectives when current goals cannot be reconciled with future needs. Decisions should be made in consideration of their individual and cumulative economic, environmental and social impacts, and whether they substantially benefit or harm the health of the region for future generations.

6. Economy: Develop and operate West Hayden Island as a world class marine terminal that meets the marine cargo transportation needs of the region, supports the role of the Port's marine terminals in the bi-state regional economy and produces a return for future generation's use.

7. Reduce, Reuse, and Recycle: Use resources (e.g., fossil fuel-derived energy) efficiently and reduce demand, rather than first looking to expand capacity. Commit to the maximum use of existing facilities. Consider alternative methods of managing demand, including the application of emerging technologies, before building new facilities. Prefer options that reduce pollution and waste.

8. Natural Resource Protection: Permanently protect at least 500 acres of West Hayden Island to retain significant natural resource functions associated with an island in the Columbia River. Enhance those functions by preserving capacity for the Port to fulfill natural resource mitigation obligations

9. Continuous Learning and Education: Emphasize on-going learning and adaptive management to inform and improve the process continually, consider future generations, and educate the public about goals and what was learned.

10. Equity: Ensure commitment to equity so impacts and the costs of protecting our resources do not burden unfairly any one geographic, socioeconomic, ethnic, or generational group, particularly those that are disadvantaged.

11. Leadership Now: Accelerate, support, and implement innovative programs, projects, and initiatives to maintain and increase our collective leadership in sustainability, including encouraging our partners to use sustainability practices.

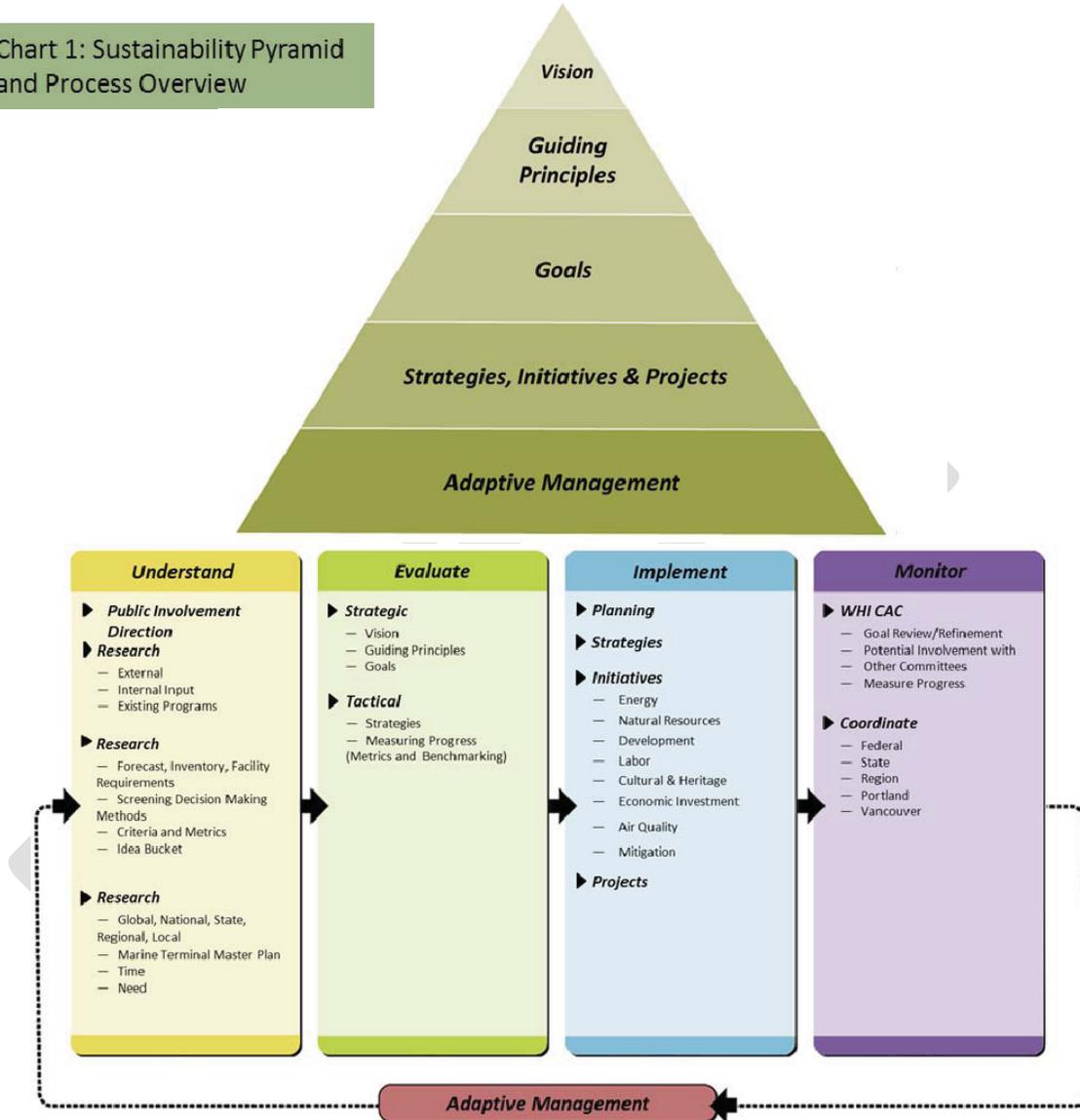
12. Accountability: Using a project management approach, report on our results, lessons learned, plan adjustments, and future endeavors to our stakeholders, including the West Hayden Island Community Advisory Committee.

To guide the process of achieving sustainability, the Port will utilize the following Hierarchy and Adaptive Management and Guiding Principles.

### **Hierarchy and Adaptive Management**

The Port's West Hayden Island Vision recognizes the long-term, interconnection between economic development, environmental stewardship, and social equity. The Port of Portland will use the following Guiding Principles as they work towards assuring West Hayden Island becomes the most sustainable marine terminal in Oregon and Columbia River system.

Chart 1: Sustainability Pyramid and Process Overview



The Guiding Principles should be read in conjunction with our vision for WHI, and considered alongside the Sustainability Pyramid and Process Overview graphics. The concepts will be implemented in the future as described below.

### Strategic Goals (Performance Standards)

To ensure the success of these guiding principles, the Port will adopt and commit to achieving the following strategic goals. The outcome based goals listed here establish the basis for Port accountability for development of the 300 acre and 500 acre

geographies. Elements of the Intergovernmental Agreement include specific targets separate from these goals.

It is the Port's intent to utilize the Joint West Coast Sustainable Design and Construction Guidelines as the primary resource for selecting sustainable practices during the development of the marine terminal site. The Port will also use its Environmental Management System and knowledge from other ports to inform best operational practices for the marine terminal. Attachment A to this vision statement is a document titled "WHI – Green Performance Goals" which are included here to illustrate the best practices in 2012/2013 when annexation process took place. These measures may or may not reflect marine terminal best management practices when WHI is developed in the future. The Port is committed to best development practices as available at time of development.

### **Economic**

1. The Port will ensure WHI viability and its part in the regional economy by making WHI investment decisions based on life-cycle costs.
2. Meet the cargo transportation needs of the region and state as measured by the regional five year commodity flow forecast<sup>3</sup>.
3. Utilize the existing public and private investment in highway, class one railroad and deep draft navigation infrastructure by ensuring the terminal development is predominantly marine and rail dependent.
4. Ensure that 95% of direct jobs on WHI are living wage jobs.
5. Ensure WHI positively contributes to the state and regional economy by evaluating its economic impact in the bi-state region every five years.
6. Support Portland's labor force by:
  - a. Employing existing marine labor and services; and
  - b. Utilizing local business, small business and minority contractors.
7. Provide a diverse job mix that offers low barriers to entry for the range of Portland's skilled workers.
8. Provide a positive net return on investment.
9. Provide for a market viable development for the developer and operator.

### **Environment**

1. Enhance natural resources in the City of Portland by:
  - a. Permanently setting aside 500 acres of open space from its current designation as farm and forest use;

---

<sup>3</sup> Port of Portland, Metro, ODOT, Port of Vancouver, Regional Transportation Council; *Commodity Flow Forecast Update and Lower Columbia River Cargo Forecast, ODOT PCMS No. 21778; 2002*

- b. Improving beyond baseline the habitat function of the 500 acre open space;
  - c. Pursue cumulative and comprehensive improvement over time; and
  - d. Continue improvement of habitat through adaptive management.
2. Preserve capacity on the 500 acres of open space for the Port to fulfill natural resource mitigation obligations.
3. Consistent with the WHI annexation agreement, the Port will fully comply with required mitigation for development impacts and will contribute to the overall net improvement of the ecological function on West Hayden Island.
4. The Port will continue to measure impacts on the local environment and community and develop annual goals and benchmarks for continuous improvement, above-and-beyond regulatory requirements. At a minimum the Port will comply with all local, state and federal air quality mandates. In addition the Port is committed to:
  - a. Mitigation of significant impacts identified through the NEPA process; and
  - b. Developing a cleaner operating marine facility than federal or state regulations require through utilization of reasonable available control technologies (for air quality), especially as they apply to toxic and hazardous air pollutants and diesel particulate emissions.
5. The Port will reduce direct and indirect Port greenhouse gas emissions 15% below 1990 levels by 2020.
6. WHI will achieve net zero landfill waste.<sup>4</sup>
7. The Port will incorporate WHI into its environmental management system (EMS), underpinned by measurable environmental goals, and subject them to biennial EMS conformance auditing by a third party
8. The Port will comply with all local, state and federal water quality mandates and will continue to measure impacts on the local environment and develop annual goals and benchmarks for continuous improvement, above-and-beyond regulatory requirements. Water quality mandates currently include infiltration or treatment of on-site water or runoff from marine terminal facilities.
9. Development will:
  - a. Meet or exceed all regulatory requirements;
  - b. Utilize the West Coast Technical Committee's *Sustainable Design and Construction Guidelines* to direct WHI marine terminal development;
  - c. Use the Best Management Practices (defined by benchmark study at time of pre-design) to inform WHI development; and
  - d. Mitigate all significant impacts identified in NEPA processes.
10. Marine tenants at WHI will achieve carbon neutrality in their own development and operations.

---

<sup>4</sup> The Port uses the One Planet Living definition of "zero waste" to mean no more than 2 percent of construction or normal operational wastes would go to landfills. (See separate goal for toxic and hazardous wastes)

## Community

1. To address community impacts and concerns about WHI development the Port will appoint an advisory group to help achieve continuous improvement in its public involvement, transparency of activity and sustainability efforts.<sup>5</sup>
2. Through on-going activities and operations the Port will support the goals and economic viability of the Hayden Island community.
3. To help protect human health and the environment the Port will eliminate or minimize toxic substances used and hazardous waste generated in the operation of WHI.<sup>6</sup>
4. The Port will require the use of commercially available non-toxic construction material for development.
5. The Port will obtain 100 percent of operating power for Port-controlled facilities from renewable sources and will achieve in-building energy efficiency levels of 45 W/M2 by 2035.<sup>7</sup>
6. The Port will give preference to doing business with firms that have implemented Environmental Management Systems under ISO 14001,<sup>8</sup> with the goal of having 75 percent of them compliant by 2035.
7. Consistent with the Joint West Coast Technical Committee's *Sustainable Design and Construction Guidelines*, Attachment A, the Port will invite a review of current best industry practices during design and development to avoid, minimize or mitigate noise, vibrations, and light impacts.

---

<sup>5</sup> A key focus of the ongoing WHI Community Advisory Committee is sustainability and that group will consider how best to communicate and achieve productive dialogue at its inception.

<sup>6</sup> Details on how this will be accomplished will be worked out during development and operation of WHI marine terminals. In general, implementing will involve developing a plan to annually:

- □ Evaluate current and new technologies that can achieve further reductions of toxic chemicals and hazardous waste;
- □ Review and updating process and personnel procedures involving hazardous materials use and hazardous waste generation; and
- □ Train employees about how they can help the facility reduce its toxics use and hazardous waste generated.

<sup>7</sup> 45 W/M2 is a metric for energy consumption in a building measured in watts per square meter.

<sup>8</sup> ISO 14001 is a standard developed by the International Standards Organization (ISO) for environmental management systems applicable to any business, regardless of size, location, or income. The aim of the standard is to reduce the environmental footprint of a business and to decrease the pollution and waste a business produces.

8. The Port will participate in the US Dark Sky Initiative<sup>9</sup> to limit light pollution to the extent that this is allowed by federal marine security regulations.
9. The Port will provide 5 hours of sustainability education and awareness training annually to its employees and will encourage all companies operating at WHI to do the same.
10. The Port will implement a first source agreement, to the extent possible, giving residents of North Portland priority for the jobs on WHI.
11. Provide high quality recreational opportunities.

---

<sup>9</sup> US and international Dark Sky initiatives seek to reduce light pollution by promoting more efficient lighting systems that reduce glare and protect nighttime darkness.