

**Testimony by DIVERSIFIED MARINE, INC. (DMI)  
Before the Project Sponsors Council --- 6/29/2010**

1. DMI is an important economic engine.	\$10 million business 50 employees & hiring Family-wage jobs
2. DMI's site is unique; it cannot relocate.	Calm deep-water harbor Upland access to crane
3. Concept # 1 – “off-island” alternative	Eliminates DMI = loss of 50 good jobs & important marine industry
4. Concept #2 – “on & off-island” alternative	DMI loses office building & area for storage & parking
5. Concept A – “on & off-island” alternative	Same result as Concept #2
6. Concept B – “on-island alternative	Maintains DMI with sustainable impacts to storage, parking & operations; maintains I-5 accessibility
7. PLA with stakeholder group consensus	Maintains DMI with sustainable impacts to storage, parking & operations but poor I-5 accessibility
8. Hayden Island Plan is mischaracterized by HILP	Not a residential sanctuary Promotes marine business Retains non-res'l acreage Promotes access from I-5 Calls for 90' r-o-w for TI Dr
9. Portland Comp Plan	Creates Industrial Sanctuary



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June 29, 2010

Project Sponsors Council  
Columbia River Crossing Project  
700 Washington Street, Suite 300  
Vancouver, WA 98660

RE: Marine Drive and Hayden Island Interchanges

Dear Projects Sponsor Council members:

I am a planner representing Diversified Marine, Inc. ("DMI") at 1801 N. Marine Drive, Portland. I testified at your hearing on June 7, 2010. I am testifying again to reiterate DMI's concerns and to respond to the two new alternatives being presented to you and certain testimony. DMI has been an active participant since the CRC process began.

To reiterate, DMI builds for and services the tug and barge industry. We have been in business more than 25 years and have been at our current site just west of the Slough Bridge in the North Portland Harbor for almost 20 years..

DMI has annual income of more than \$10 million. We employ about 50 highly qualified and experienced staff people who earn from \$50,000 to more than \$100,000. In spite of the recession, we are hiring and are negotiating contracts for the next several years.

Our site is unique. After years of searching throughout the region, we have not been able to find a site that meets our need for near-shore deep water access that is calm and readily accessible to our 70-foot tall cranes.

We are concerned that off-island alternatives and their impacts were not subject to the same public review as the Preferred Local Alternative. We were not informed and, until about June 1, were not aware that plans for the Hayden Island interchange would affect lands off the island. This was a failure of the process and wasted more than a year of work and considerable public expense on the Marine Drive interchange plan. With that in mind we offer our opinion of the five alternatives before you.

Concept #1 --- the "off-island" alternative will eliminate DMI. That will mean the loss of 50 family-wage jobs and a loss of the only tug builder in the Portland area. Maritime businesses and public agencies whom we have served in the past will have to go to Seattle to find similar services.

Concept #2 --- an "on- and off-island" alternative could eliminate DMI. The new roadway along the light rail alignment will displace our office and will consume land that we need for storage and parking.

Concept A --- another "on- and off-island" alternative will have the same result as Concept #2, because it includes a roadway along the light rail alignment.

Concept B --- an "on-island" alternative best meets DMI's needs. It allows us access to undeveloped land south to replace storage and parking areas that we will lose, and it does not displace our office or shipyard. This alternative also allows more direct I-5 access to and from the DMI site.

The Preferred Local Alternative (PLA) --- another "on-island" alternative also meets DMI's needs, although it requires more out-of-direction travel for access to and from I-5 for our site. It allows us access to undeveloped land south to replace storage and parking areas that we will lose, and it does not displace our office or shipyard.

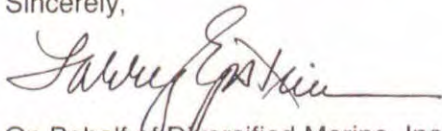
We also want to point out that, based on its press release, HILP is mischaracterizing the Hayden Island Plan and ignoring the Portland Comprehensive Plan to promote its goal of a residential sanctuary on the island.

The Hayden Island Plan, a copy of which I attach, does not call for the island to be a residential enclave. It continues to recommend a substantial amount of acreage be devoted to non-residential uses. It promotes retention of marine businesses, such as DMI. It promotes access to and from I-5 for the island. It promotes new commercial and mixed-use development along the I-5 corridor. It calls for substantial new road development on the island, including a 90-foot wide right of way for Tomahawk Island Drive. Characterizations of the Hayden Island Plan to the contrary are inaccurate.

Moreover the Hayden Island Plan is just a subset of the Portland Comprehensive Plan, a copy of portions of which I attach. The Portland Comprehensive Plan designates the south shore of the North Portland Harbor as an Industrial Sanctuary where maritime industries are to be protected from non-industrial encroachment. Eliminating DMI for the sake of roads that serve non-industrial development on Hayden Island would violate the City's Comprehensive Plan.

We urge you to move ahead with either Concept B or the PLA as quickly as you can. Thank you for considering our concerns.

Sincerely,



























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# PORTLAND COMPREHENSIVE PLAN

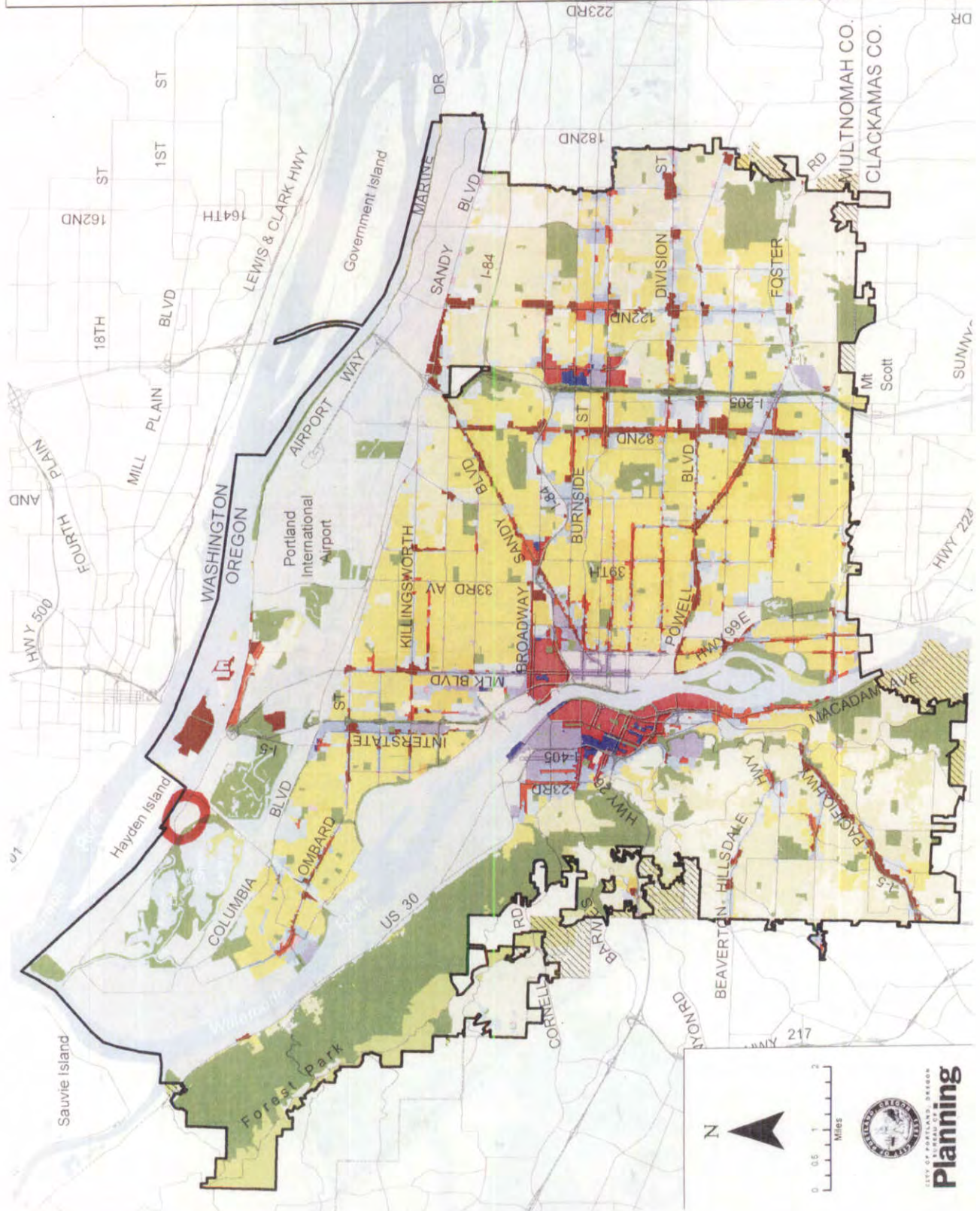
City of Portland  
1000 SW Oregon Street  
Portland, OR 97205  
503-923-1188  
www.portland.gov

# City of Portland Current Comprehensive Plan

Sources: City of Portland Bureau of Planning

-  City Boundary
-  Open Space
-  Residential Farming
-  Residential 20,000
-  Residential 10,000
-  Residential 7,000
-  Residential 5,000
-  Residential 2,500
-  Residential MD 3,000
-  Low Density MD 2,000
-  Medium Density MD 1,000
-  High Density Residential
-  Central Residential
-  Institutional Residential
-  Neighborhood Commercial
-  Office Commercial
-  Urban Commercial
-  General Commercial
-  Central Commercial
-  Mixed Employment
-  Central Employment
-  Industrial Sanctuary
-  Multnomah County
-  Unincorporated Pocket

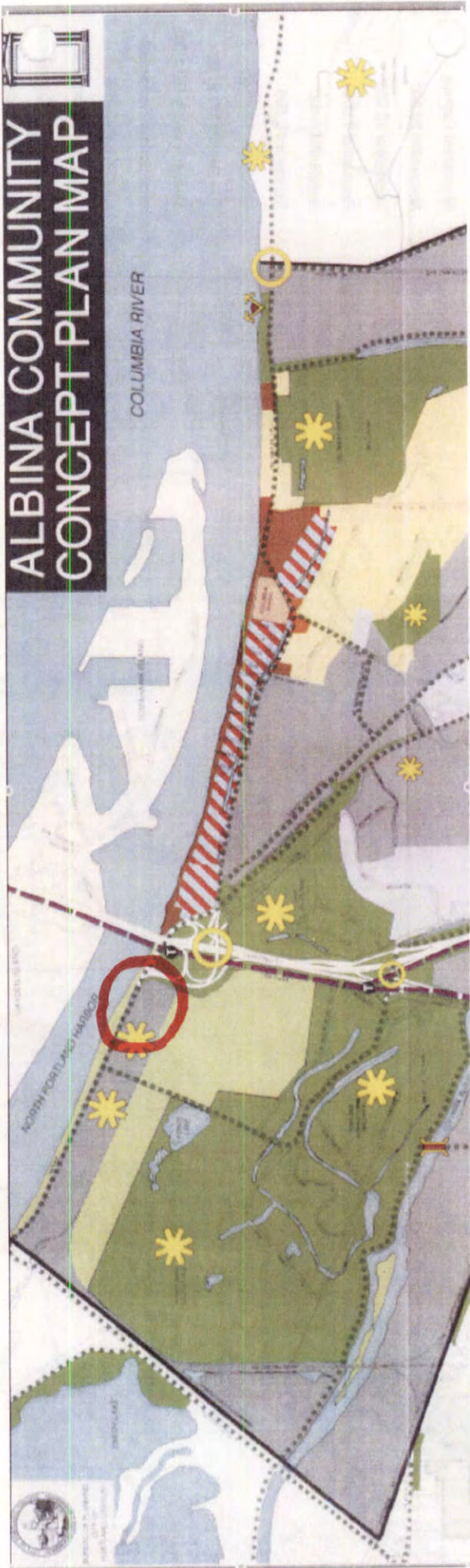
July, 2006



**Planning**



# ALBINA COMMUNITY CONCEPT PLAN MAP



CITY OF ALBINA  
PLANNING DEPARTMENT

City of Albina  
Planning Department  
1234 Main Street  
Albina, OR 97002  
503-555-1234

# 5

## ECONOMIC DEVELOPMENT<sup>1</sup>

### GOAL:

- 5 **Foster a strong and diverse economy which provides a full range of employment and economic choices for individuals and families in all parts of the city.**

### POLICIES & OBJECTIVES:

#### 5.1 **Urban Development and Revitalization**

Encourage investment in the development, redevelopment, rehabilitation and adaptive reuse of urban land and buildings for employment and housing opportunities.

##### **Objectives:**

- A. Ensure that there are sufficient inventories of commercially and industrially-zoned, buildable land supplied with adequate levels of public and transportation services.
- B. Support programs and policies which serve to maintain Downtown Portland and the Lloyd District as the major regional employment, cultural, business, and governmental center. Implement the Central City Plan and carry out the urban development goals of the Comprehensive Plan.
- C. Retain industrial sanctuary zones and maximize use of infrastructure and intermodal transportation linkages with and within these areas.
- D. Provide for a diversity of housing types and price ranges to meet the varied needs of Portland citizens, including market, moderate and low income housing.
- E. Define and develop Portland's cultural, historic, recreational, educational and environmental assets as important marketing and image-building tools of the city's business districts and neighborhoods.
- F. Recognize and support environmental conservation and enhancement activities for their contribution to the local economy and quality of life for residents, workers and wildlife in the city.

#### 5.2 **Business Development**

Sustain and support business development activities to retain, expand and recruit businesses.

##### **Objectives:**

- A. Develop incentives for businesses to locate and stay in Council-designated target areas. Encourage Council-designated target industries to locate, stay and expand within the City, particularly in the target areas.
- B. Incorporate economic considerations in long-range planning activities undertaken by the Bureau of Planning.
- C. Advocate with Metro, Tri-Met, and other agencies conducting regional planning to consider economic concerns in their land use and transportation planning activities.
- D. Ensure citizen involvement in the policy development and decision-making process on publicly-funded economic development projects and activities.

<sup>1</sup> Amended by Ordinance No. 168142 (September 21, 1994), which replaced the entire goal and policies.

**5.3 Community-Based Economic Development**

Support community-based economic development initiatives consistent with this Comprehensive Plan and compatible with neighborhood livability.

**Objectives:**

- A. Assist broadly-based community coalitions to implement development objectives and programs of adopted community or neighborhood plans. Coalition interests include, at a minimum, City-recognized neighborhood and business associations, as well as businesses, residents, educators, service providers, and other groups and individuals.
- B. Coordinate activities with other governments, resource organizations and service providers to implement adopted community and neighborhood plan objectives, programs and actions.
- C. Evaluate the impact of zoning regulations and procedures on neighborhood businesses and retailers using the community and neighborhood planning process. Involve affected business district associations and neighborhood associations in that evaluation.
- D. Encourage consensus-building activities at the community and neighborhood levels which enhance neighborhood livability and promote economic vitality.

**5.4 Transportation System<sup>2 3</sup>**

Promote a multi-modal regional transportation system that stimulates and supports long term economic development and business investment.

**Objectives:**

- A. Support multimodal freight transportation improvements to provide competitive regional access to global markets and facilitate the efficient movement of goods and services in and out of Portland's major industrial and commercial districts. Ensure access to intermodal terminals and related distribution facilities to facilitate the local, national, and international distribution of goods and services.
- B. Use transportation system improvements as a catalyst for attracting industrial and employment development.
- C. Work closely with public agencies, such as Tri-Met, and the private sector to deliver an efficient and effective transportation system and network. Improve transit connections between residential communities and work sites.
- D. Support transit-supportive development and redevelopment along designated transit streets and in the vicinity of transit stations.
- E. Promote safe and pleasant bicycle and pedestrian access to and circulation within commercial areas. Provide convenient, secure bicycle parking for employees and shoppers.
- F. Encourage a wide range of goods and services in each commercial area in-order to promote air quality and energy conservation.
- G. Pursue special opportunities for alternative modes of transportation to serve as attractors themselves. Such projects include water taxis, streetcars and bicycle/pedestrian facilities and amenities.
- H. Pursue transportation and parking improvements that reinforce commercial, industrial and residential districts and promote development of new districts.

<sup>2</sup> Amended by Ordinance No. 170136, May 1996; amended by Ordinance No. 177028, October 2002

<sup>3</sup> Amended by Ordinance No. 180132, May 2006



**5.5 Infrastructure Development**

Promote public and private investments in public infrastructure to foster economic development in Council-designated target areas.

**Objectives:**

- A. Define the roles and functions of each target area in the context of City-wide and subarea economic development goals. Using a participatory process, prepare an economic development plan for each target area which responds to the City's overall economic development goals and identifies infrastructure projects. Participants will include, at a minimum, affected business and neighborhood associations, local businesses and citizens.
- B. Ensure that service bureaus consider the economic development policies of this Comprehensive Plan in capital budgeting.
- C. Facilitate the development of attractions that will generate new investment, spending and tourism.
- D. Build public and private partnerships to link public infrastructure development to other development plans.
- E. Use public investment as a catalyst to foster private development in Council-designated target areas.

**5.6 Area Character and Identity Within Designated Commercial Areas**

Promote and enhance the special character and identity of Portland's designated commercial areas.

**Objectives:**

- A. Encourage cooperative efforts by area business, business associations and neighborhood associations to define and enhance the character and identity of commercial areas.
- B. Reinforce the character and identity of commercial areas as neighborhood focal points.
- C. Promote voluntary improvements to the physical environment within commercial areas that are attractive to customers and visitors.
- D. Implement crime prevention measures, including design improvements, in commercial areas to increase the safety of business people, employees and customers and to maintain and promote neighborhood patronage.
- E. Work with local businesses, neighbors and property owners, as well as City-recognized business and neighborhood associations, to identify and designate historical landmarks, Historic Districts and Historic Conservation Districts within commercial areas.
- F. Support public and private improvements and maintenance actions which help enhance a commercial area's identity and provide a safe and attractive physical environment.

**5.7 Business Environment Within Designated Commercial Areas**

Promote a business environment within designated commercial areas that is conducive to the formation, retention and expansion of commercial businesses.

**Objectives:**

- A. Promote business, economic growth, formation of capital and the creation and retention of jobs in designated commercial areas.
- B. Encourage new commercial businesses to locate in established commercial areas. Where suitable sites in those areas are not available, encourage those businesses to locate in other designated commercial areas.

- C. Sustain the role of designated commercial areas in providing shopping and employment opportunities for city residents.
- D. Promote the concentration of commercial activities in areas so designated by community and neighborhood plans.
- E. Concentrate the expansion of commercial and mixed use activities near the intersections of Major City Traffic or Transit Streets as designated by the Transportation Element, and near Major Transit streets.
- F. Encourage the retention and development of higher density housing and mixed use development within commercial areas.

### 5.8 **Diversity and Identity in Industrial Areas**

Promote a variety of efficient, safe and attractive industrial sanctuary and mixed employment areas in Portland.

#### **Objectives:**

- A. Recognize and promote the variety of industrial areas in Portland through development regulations which reflect the varied physical characteristics of the city's industrial areas. Distinguish between older developed areas and newer, less developed ones.
- B. For each industrial zone, establish specific development requirements, while providing a mechanism to allow modification of the regulations when the proposed project design meets the purpose of the regulation.
- C. Promote industrial parks by permitting increased development and use flexibility, after reviews to ensure that the purposes of industrial zoning regulations are met.
- D. Within industrial districts, allow some lands designated for commercial or mixed employment. Provide for this while maintaining the overall industrial orientation of the districts.
- E. Create mixed employment areas which encourage a broad range of employment opportunities by permitting a mix of industrial and commercial activities. Prevent land use conflicts within the mixed employment areas through the use of development standards and by limiting conflicting types of development.
- F. For activities which tend to have substantial off-site impacts or demands on public services, limit the zones where they are permitted outright, and require additional reviews where they may be appropriate.
- G. In determining allowable uses in zones, permit industrial activities outside of industrial sanctuaries when the activity, scale and physical development of the use are compatible with the intent of the base zone.

### 5.9 **Protection of Non-industrial Lands**

Protect non-industrial lands from the potential adverse impacts of industrial activities and development.

#### **Objectives:**

- A. Where possible, use major natural or man-made features as boundaries and buffers for industrial areas.
- B. When industrial zoned lands abut residential zoned lands, and there are no natural boundaries, apply special buffer overlay zone provisions to ensure that development is compatible.
- C. Use off-site impact standards to ensure industrial activities will not cause nuisance effects on lands whose zoning permits residences.

- D. Prevent hazardous conditions by ensuring that larger users of hazardous materials are located away from residential areas and that all users of hazardous materials meet applicable building, fire and other safety codes and regulations.

### 5.10 Columbia South Shore

Encourage the development of the Columbia South Shore as an industrial employment district which attracts a diversity of employment opportunities while protecting significant environmental resources and maintaining the capacity of the area infrastructure to accommodate future development.

#### Objectives:

- A. Designate the bulk of the South Shore district for industrial development opportunities, particularly large sites (over 30 acres).
- B. Allow a mix of business park and industrial development near the Airport Way and I-205 interchange, along Airport Way, and at entrances to the South Shore Industrial District.
- C. Protect and enhance the scenic and environmental qualities of Marine Drive, the area's sloughs, areas providing significant wildlife habitat, and archaeological resources. Adopt a Columbia South Shore Cultural Resources Protection Plan.<sup>4</sup>
- D. Protect ground water resources, particularly the city's domestic water supply.
- E. Designate and build recreation facilities in the Columbia South Shore for walkers, hikers, runners, bicyclists, and canoeists. Improve bicycle and pedestrian connections between the district and residential areas to the south.
- F. Protect the transportation capacity of the area's street system through both review of individual developments and development of projects identified in the Transportation System Plan.<sup>5</sup>
- G. Recognize the importance of the Portland International Airport and other regional transportation facilities to the South Shore district.

### 5.11 Science and Technology Quarter<sup>6</sup>

Establish a Science and Technology Quarter as the core of the region's biomedical, bioscience, and bioengineering industries and advance these industries by encouraging and capitalizing on the strengths of Portland's academic and medical institutions and the region's technology sector.

#### Objectives:

- A. Encourage initial development of the Science and Technology Quarter in the North Macadam District, create strong links to the University District, and recognize the proximity and development opportunities of Portland's South Downtown and Central Eastside Industrial District for future development.
- B. Undertake collaborative efforts and develop economic development strategies that foster and encourage the establishment and growth of the biomedical, bioscience, and bioengineering industries in Portland, especially within the Science and Technology Quarter.
- C. Encourage the development of a broad range of business and education activities in the Science and Technology Quarter that will compliment and support the Quarter.

<sup>4</sup> Amended by Ordinance 169953, April 1996

<sup>5</sup> Amended by Ordinance No. 177028, October 2002

<sup>6</sup> Added by Ordinance No. 176742, July 2002; readopted by Ordinance No. 177739, July 2003

- D. Support expansions of Oregon Health & Science University, Portland State University, and other institutions and businesses that advance the biomedical, bioscience, and bioengineering industries and create jobs in Portland.
- E. Encourage Portland academic and medical institutions to continue working collaboratively.
- F. Support local, state, and federal efforts to provide and improve educational opportunities and prepare Oregonians for jobs in medical, bioscience, and bioengineering-related fields.

**5.12 Guild's Lake Industrial Sanctuary Plan**<sup>7</sup>

Encourage the economic stability of the Guild's Lake Industrial Sanctuary, maintain its major public and private investments in multimodal infrastructure, protect its industrial lands and job base, and enhance its capacity to accommodate future industrial growth by including the Guild's Lake Industrial Sanctuary Plan as part of this Comprehensive Plan.

**5.13 Cascade Station/Portland International Center**<sup>8</sup>

Encourage the development of Cascade Station/Portland International Center (CS/PIC) as a high quality, vibrant mixed-use employment center and gateway to Portland via light rail from Portland International Airport and Interstate 205. Design and development of CS/PIC will create jobs, capitalize on unique infrastructure: Park Blocks and light rail, provide a variety of uses including, office, retail, industrial, hospitality, and entertainment uses, be pedestrian-oriented, and complement its location at Portland International Airport.

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<sup>7</sup> Added by Ordinance No. 176092, November 2001; amended by Ordinance No. 177920, September 2003

<sup>8</sup> Added by Ordinance No. 179076, February 2005; effective date amended by Ordinance No. 179177, April 2005; effective date amended by Ordinance No. 179266, May 2005.

# HAYDEN ISLAND PLAN

HAYDEN ISLAND  
National Park Service  
Department of the Interior

1. PURPOSE AND SCOPE  
This plan is intended to provide a comprehensive overview of the Hayden Island project, including its objectives, scope, and the roles and responsibilities of the project team.

2. PROJECT OBJECTIVES  
The primary objectives of the Hayden Island project are to develop a sustainable and resilient community, improve the quality of life for residents, and protect the natural environment.

3. PROJECT SCOPE  
The project scope includes the development of infrastructure, housing, and public facilities, as well as the implementation of environmental and social impact mitigation measures.

Prepared by: [Name]  
Date: [Date]



# HAYDEN ISLAND

*Portland's Only Island Community*



Adopted by Portland City Council  
August 19, 2009  
Ordinance No. 183124

# Hayden Island Plan

**Adopted by Portland City Council**

**August 19, 2009**

**Ordinance No. 183124**

**Effective Date: September 18, 2009**



City of Portland Bureau of  
**Planning and Sustainability**

Sam Adams, Mayor | Susan Anderson, Director

## Acknowledgements

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Amanda Fritz, Commissioner  
Randy Leonard, Commissioner  
Dan Saltzman, Commissioner

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City of Portland Bureau of  
**Planning and Sustainability**  
Sam Adams, Mayor | Susan Anderson, Director



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The Hayden Island Plan is a collaborative effort between the City of Portland and the community to improve accessibility, livability and sustainability of Hayden Island over the next 35 years. Focusing on the portion of Hayden Island within the City of Portland, the plan contains goals, objectives, comprehensive plan and zoning changes, and an implementation strategy to create:

- A more walkable residential community that protects the quality of the existing residential neighborhoods of both land-based and floating homes.
- A new neighborhood-serving business area east of Interstate 5.
- New transit-oriented development adjacent to the proposed light rail station west of the interstate.
- Continued support for marine businesses, and enhanced marine and terrestrial habitats so important to the Columbia River environment.

This plan was initiated as a mitigation measure for the development moratorium enacted by Portland City Council in September 2006 to address development on the island and at the congested Interstate 5 (I-5) interchange. Additionally, this plan is intended to provide guidance to the Columbia River Crossing (CRC) project, which is proposing to address congestion on I-5 with the construction of a new highway bridge and light rail line across the Columbia River along with the redevelopment of five interchanges. The Hayden Island Plan seeks to protect the interests of the island as well as ensure that the amount and type of development on Hayden Island would not overload the proposed freeway improvements.

## CONTEXT

Hayden Island is approximately 1,400 acres on the Columbia River and is composed of two sections. East Hayden Island, which includes approximately 600 acres east of the BNSF railroad bridge in the City of Portland, is the focus of the plan. This area is heavily developed with a variety of uses — a manufactured home community, floating home communities, multifamily and single-family homes, regional and local shopping areas, marinas and industrial uses. The Hayden Island Neighborhood Network (HINooN) is the community coalition of the neighborhoods and businesses on the island.

West Hayden Island, which includes the approximately 800 acres west of the BNSF bridge, is outside of Portland city limits in unincorporated Multnomah County. The Port of Portland (the Port) owns most of West Hayden Island. The area is

mostly undeveloped and contains wetlands, riverside forests and a Columbia River dredge material handling facility. West Hayden Island will be the



Hayden Island and surrounding area.

subject of an upcoming planning process. Hayden Island is located between the Columbia River and the North Portland Harbor. The Columbia River is an important navigation channel for interstate commerce and for recreational boating and fishing, and is home to numerous aquatic, avian, and terrestrial species of plants and animals. Protecting endangered and sensitive species such as salmon within the Columbia River is an important component of the Hayden Island Plan.

Hayden Island is the northern gateway to Portland and is the city's only island neighborhood. Access to the island is provided only by a severely congested I-5 corridor and bridges.

## PLAN DEVELOPMENT AND PROCESS

In August 2007, the City of Portland and the Hayden Island community began a collaborative effort to develop a plan for the eastern half of the island. Through this process, participants developed goals for the next 30 years. These goals were the basis for the "Hayden Island Concept Plan," which was developed through a series of formal and informal community meetings, interviews and other opportunities for public input. The largest opportunity was a series of public workshops held on October 16 -20, 2007, at the Jantzen Beach SuperCenter. During the workshops, urban designers, city planners and traffic engineers worked with property owners and members of the community to begin formulating the goals of the community into a physical plan for East Hayden Island. The Hayden Island Concept Plan was developed from input published in January 2008 and discussed in January and February 2008 at neighborhood meetings and at a large public open house, and through a written survey completed by more than 145 people.

## Introduction

The Hayden Island Concept Plan was accepted by the Portland Planning Commission in March 2008 and was used as the basis for the development of this Hayden Island Plan. Building on the concept plan, this plan further developed the specifics, including policies, new regulations, a street plan and transportation system plan. This plan was again developed with significant involvement from the community, Oregon Department of Transportation (ODOT), CRC and other key stakeholders.

### BACKGROUND / HISTORY

Hayden Island was first recorded in 1792 by Lt. Broughton on his journey up the Columbia River. It has been called Menzies Island, Painted Image Island, and Hayden Island. Originally, there were two separate islands, Hayden and Tomahawk, which were joined when dredge material was deposited between the islands. The island was used for farming and grazing until the Interstate Bridge opened in 1917. The Jantzen Beach Amusement Park opened in 1928 and was a popular attraction on the island. It remained open until 1970, when construction began on the Jantzen Beach Shopping Center on the former amusement park site. The shopping center opened in 1972 and was remodeled in the mid-1990s in order to accommodate new big-box retail development. East Hayden Island and Tomahawk Island were incorporated incrementally into the City of Portland in the 1980s and early 1990s.

West Hayden Island has been owned at various times by Portland General Electric, Western Transportation Company and the Port of Portland, its current owner. A number of utilities have long-established transmission towers and power lines on this site. Metro brought West Hayden Island

into the urban growth boundary in 1983 for marine industrial use and also designated a special habitat area. The Port purchased the western half of Hayden Island in 1994 for future marine industrial development. From 1995 to 2000, the Port took a number of steps to implement a comprehensive development program and annexation to Portland. Earlier development programs also focused on the protection and enhancement of natural resource lands and allowed for public recreation areas. Changing market conditions and a lack of community support were major factors that led to the Port's withdrawal of the property from the annexation process in 1999. Since 2000, the Port has held the property as marine strategic reserve land, while addressing property management issues and undertaking environmental enhancement projects.

Within the last ten years, transportation—specifically the ability to access the Island from I-5—has become a major issue for businesses and residents of the island. As a result of the I-5 corridor congestion, the states of Oregon and Washington formed a bi-state commission and later a steering group to direct the CRC project to address the safety and congestion in the area of the Columbia River bridge. In light of the proposed new highway infrastructure and potential development on Hayden Island, Portland City Council adopted a six-month development moratorium on Hayden Island in October 2006, with the provision that Hayden Island would begin a neighborhood planning process.

### EXISTING CONDITIONS

East Hayden Island is largely developed and includes a variety of uses, which are summarized in the table to the right.

The Hayden Island community has approximately 2,155 permanent residents, increasing in the summer when the roughly 5,000 boat owners moored at the island visit and take advantage of the marine experience. Permanent residents live in a variety of housing types on Hayden Island.

### Variety of Uses

East Hayden Island is largely developed and includes a variety of uses, which are summarized in the following table.

Use	Acres
Residential *	132
Floating homes*	49
Retail / Commercial	350
Industrial	193
Marinas**	122
Open space	1

\* land based only

\*\* water area only.



Multi-Family Condos



Single Family Homes



Yacht Club Units



Floating Homes



Manufactured Housing

### Housing Type & Number of Dwellings on Hayden Island

Housing Type	Units	Percent of total
Single-family homes	54	3
Condominiums	677	43
Manufactured homes	440	28
Floating homes	360	23
Part-time units in yacht clubs	50	3
<b>Total</b>	<b>1581</b>	<b>100</b>

## Introduction



The primary commercial/retail development is the Jantzen Beach SuperCenter, which contains approximately 875,000 square feet and 3,100 parking spaces on 80 acres, 68 acres of which is under single ownership. While Hayden Island supports a large number of visitors to its marine and shopping facilities, the island's permanent population is too small to support the retail and other services its residents desire. The owners have proposed major redevelopment of the Jantzen Beach SuperCenter, which would include integration of the new light rail station that is proposed as part of the CRC project, as well as a transit-supportive design.

Hayden Island has many large industrial facilities. The uses include automobile auction and service, boat building, service, sales and storage, public marinas, distribution warehouses and a large cabinetmaking business. A multi-tenant commercial office building is located east of the interstate. There are approximately 238 businesses, employing 2,952 persons, on the island.

Zoning on East Hayden Island (See page 34-35) is primarily commercial, with pockets of low- and medium-density residential zones located along Hayden Bay and to the west of the Jantzen Beach SuperCenter. The western portion of the project area near the railroad bridge is zoned for general industrial uses. Hayden Island is on the western flight path to Portland International Airport; an airport overlay zone covers all of East Hayden Island, which restricts some types of development that are sensitive to noise from the Portland International Airport. New residential housing is not permitted in areas that were not zoned for housing before 1981.



The island has one public park, which is approximately one acre in size. This area is underserved by parks. On the eastern tip of the island, there are several parcels of undeveloped land that are providing important natural habitat for both aquatic and terrestrial species. Public access to the river and beaches does not exist and is of concern to the community.

Getting to Hayden Island by vehicle is only possible via I-5 through the existing Hayden Island interchange. This interchange is an obsolete design and is frequently the site of accidents. North Hayden Island Drive, North Tomahawk Island Drive and North Center Avenue are the only public roads on the Island. The rest are private streets and are maintained by the adjacent properties. Sidewalks vary in location, and there are no painted or designated bike lanes. As a result, there is no consistent pedestrian or bicycle network and, where it does exist, it is circuitous, requiring out-of-direction travel for walking or cycling.

## Vision, Goals and Themes

The Hayden Island Plan is based on a vision statement, themes and goals. They were developed in community meetings from July to October 2007 and were based on the Neighborhood Plan document drafted by community residents in 2006.

### VISION STATEMENT

*Hayden Island is a gateway to Portland and to Oregon. The Island residents live in a variety of housing styles both on the water and the land. They are connected to regional and local businesses and industries by a network of streets and paths that sustainably treat stormwater and protect the greatest of the Island's assets, the Columbia River. On Hayden Island there is access to the River for the many boaters, and protected habitat for avian, aquatic and terrestrial life.*

### GOALS AND THEMES

This plan is based on an overarching goal of developing a sustainable future for Hayden Island. This direction was originally expressed in the previous "East Hayden Island Neighborhood Plan," which was authored by community members. That document focused on the built and natural environment and called for using a sustainable and integrated approach to creating a more livable place. Building on the neighborhood plan and identified objectives—some general and some specific—this Hayden Island Plan was developed and is organized around three themes: Island Community, Getting Around, and Environment and Open Space.



#### Island Community

Create a shared community identity and sense of place by creating physical space and building form that has a mix of uses and community open space that focuses on the transit station as a community amenity. Within this community, promote a variety of housing types that are affordable to a wide range of residents.

Preserve the diverse character of the community through continuation of the existing residential communities, the marine commercial uses near Canoe and Tomahawk Bays, and the industrial uses on the west end of the neighborhood.



- a. Strengthen the shared community identity and sense of place.
- b. Support safe, connected and healthy neighborhoods.
  - Allow no more housing units under the noise contours than are permitted by the X overlay zone.
- c. Provide for a mix of housing types and affordability.
  - Provide for residential development near Hayden and Tomahawk Bays.
- d. Provide for a mix of retail that meets the needs of the local community.
  - Provide for neighborhood commercial in the area immediately east of the interstate.
- e. Provide commercial and employment areas.
  - Retain industrial land near the BNSF railroad tracks.
  - Provide for continued marine industrial uses near Canoe and Tomahawk Bays.
- f. Develop a transit-oriented community in the station area.
  - Provide for a mix of housing and commercial, office and retail development in the transit-oriented community.
  - Make the transit station a focal point of the community.
  - Develop a community open space plaza adjacent to the transit station that is fronted by commercial uses.
- g. Provide a network of safe streets to connect the community.
- h. Encourage a bike-friendly and walkable community, with easy access to the transit station.
- i. Work to develop a system of trails across East Hayden Island.
- j. Work with stakeholders including the Hayden Island Neighborhood Network (HINooN), river community groups, environmental and business interests and the Port of Portland, to plan for the future of West Hayden Island. The Hayden Island Plan makes no judgement of the future of West Hayden Island.

## Vision, Goals and Themes



### Getting Around

More than any other existing condition, the constraints on mobility within the island and access to it define East Hayden Island. The community envisions a transportation system that provides for a neighborhood where residents can walk to a light rail station and a boat moorage; where streets accommodate all modes of transportation; and where residents and business benefit from access to the island that is provided by local access lanes or a new bridge.

- a. Provide for better access to and from the island
  - Provide direct access to and from Hayden Island by the Columbia River Crossing bridge without getting on the interstate.
  - Consider building a West Hayden Island Bridge if found appropriate by the West Hayden Island planning process.
  - Work with CRC to facilitate access to Hayden Island for all forms of transport.
  - Extend the light rail network to Hayden Island and Vancouver, Washington.
- b. Produce an integrated transportation network and better connectivity on the island that provide for public transportation, vehicles, cycles, and pedestrians.
  - Provide easy access to the transit station.
  - Extend Tomahawk Island Drive as a "Main Street" through the shopping center and future Jantzen Beach transit-oriented development.
- c. Work to develop temporary boat moorage access to the island.



### Environment and Open Space



Hayden Island residents value the aesthetic and environmental values of the Columbia River and North Portland Harbor. Yet access to the river is very difficult, open space is scarce and critical shallow water habitat is limited and degraded in most places. The community envisions additional parks, a trail system that enhances access, recovery for the island's riparian areas, and a "green philosophy" that applies to all private development and public infrastructure development on the island.

- a. Protect and conserve ecological systems.
- b. Protect and restore Columbia River habitat, including shallow water habitat and water quality.
  - Replant riparian areas in native species, and remove rip-rap and set back banks where possible.
- c. Embrace "green philosophy" and practices.
  - Develop an enhanced system of green streets to provide for stormwater management.
  - Manage CRC stormwater in a "green," state-of-the-art manner.
  - Use green technology to enhance the island environment and provide a sustainable community.
- d. Develop new parks and open spaces for habitat.

## An Island Community Concept

This Hayden Island Plan builds on the elements that the residents and businesses on the island value most – the river lifestyle, a close-knit community, access to the water and improved access to the mainland. It also envisions growth in ways that create a resident population that is large enough to support local-serving businesses and amenities. This plan accomplishes this vision by preserving existing uses while promoting new mixed-use development to meet the future needs of the community.

### RIVER LIFESTYLE COMMUNITY

#### *Residential Development*

The plan preserves the variety of residential communities on the island, including single-family, multifamily, floating and manufactured homes. Building on this diverse residential flavor, the plan provides for residential development on vacant lots on the eastern portion of the island with proposed zoning changes. The plan seeks to help preserve the large manufactured home community on the island. The only changes for the floating home communities on the south shore would be some reduction in the number of homes in the Jantzen Beach Moorage as a result of the construction of the CRC project.

Two new residential communities are proposed for the eastern end of the island on land owned by Columbia Crossings, with plans for approximately 800 new dwelling units. As part of the planning for these residential areas, additional height is being recommended. With the added height, a pedestrian walkway will be required on the south side of the Tomahawk Bay Development site. This walkway will be located at the top of the bank along North Portland Harbor.

#### *Industrial Development*

There is a range of industrial uses on the island, including transportation-related businesses for the auto auction facility and shipping facilities. Most of the industries on Hayden Island are located there in order to be close to the water and are marine-related, including boat building and sales, boat repair and storage, and boating supplies and marinas. The island contains industrial uses and land on its western edge that would be unchanged in this Hayden Island Plan.

#### *New Transit-Oriented Development*

The plan works with the proposal by Jantzen Beach SuperCenter to

modernize and improve the center while incorporating long-term options for more intense mixed-use development. In the first phase, the existing mall would be demolished, and new retail outlets that are designed around an urban grid street pattern would be constructed. This new street grid would provide for a walkable block pattern that over time would allow the center to become a mixed use, mid-rise center with residential retail and commercial uses. An additional 2,000 new dwelling units could be constructed under the proposed development pattern.

The plan for the Jantzen Beach SuperCenter responds to the future light rail station that would be built as part of the CRC project. Redeveloping the shopping center in a fashion that supports transit-oriented development and incorporates the new light rail station creates an opportunity for a plaza and gateway, both physical and symbolic, to Hayden Island. It is important that the new station is constructed to be a landmark along the highway and to serve as a focal point of Hayden Island.

#### *A New Center*

A walkable mixed-use community needs a center. Today, Hayden Island's center is filled by freeway and ramps. With the proposed CRC construction of the new freeway and new interchange, there will be land east of I-5 that could become available for redevelopment. This plan calls for the land to be used for a neighborhood retail center that will serve the local community and be accessible via new sidewalks and a better local street system.

In the new center, roads providing for freeway access will be north and south of a new local east/west main street in the alignment of Tomahawk Island Drive. The freeway-related road will loop around the center, with Tomahawk Island Drive bisecting the center to provide a Hayden Island main street. Two eastern alignments for this loop road were considered—one through the neighborhood retail center using North Jantzen Drive, and a second around the eastern edge of the center on a new road. The community expressed a clear preference for the first option, which places the freeway-related road farther away from existing residences, although there are unresolved freeway design issues regarding the minimum distance between freeway ramps and local roads and driveways.



Two road networks were proposed for the east neighborhood; one coming through the center shown on the left, A, and the second alternative, B, on the right, showing the road circling the neighborhood on a new road to the outside.

## An Island Community Concept

### New Parks

The community desires access to the river for viewing, swimming and boating. To the west, adjacent to Grandma's or Canoe Bay and the railroad tracks, a park with beach access to the Columbia River could be developed.

A new park should be developed west of the highway on the Columbia River. This new park should be designed to provide for a diversity of unstructured and structured recreational opportunities for both residents and visitors to the island. To enhance the park's potential recreational attractions and to limit some of the costs, park planners should consider developing a restaurant/café or similar visitor-related commercial enterprise that makes the park active year-round. The new park could extend eastward under the new bridge, if the crossing allows adequate air and light, and is not too noisy.

Facilities for docking motorized and nonmotorized boats (kayaks and canoes) could be provided at new parks. These facilities could provide residents and nonresidents with opportunities to access the island's marine-related businesses. These facilities would need to obtain the proper permits.



On Hayden Island, there are private walkways that are not part of a connected system and that also do not connect to the public roads. The plan recommends that these walkways be connected into a system of trails providing viewpoints of the Columbia River and the Cascades. Connecting these walkways would be accomplished with easements as land redevelops for the Hayden Island community. Although some of these paths currently exist, some of the land owners were concerned about expanding this system, and others were interested in having such a system. Path systems provide a means of active recreation that is convenient and sustainable for communities.

### GETTING AROUND

Getting to and from Hayden Island could change dramatically in the next several years. The only access to the island is via I-5, which is congested for a large part of the day. New bridges across North Portland Harbor and the Columbia River, along with a new interchange for I-5 at Hayden Island, are proposed as part of the CRC project. The Hayden Island Plan's proposals for new development on the island take into account the additional traffic that future development on Hayden Island could generate. Transportation modeling indicates that the additional traffic will meet ODOT standards and will not congest the interchange.

### CRC-Related Changes

The CRC bridge as currently proposed would include access for Hayden Island residents to Marine Drive without having to get on the highway, an option that is not currently available. The CRC project also includes a light rail connection from the Expo Center in the south to Vancouver in the north that will offer greater flexibility in how Hayden Island residents and visitors travel. The new light rail bridge will also provide for shared pedestrian and bike paths from Marine Drive to Vancouver, Washington. The CRC plan also proposes improvements to the existing path system that include expanded pedestrian and bicycle connections to Bridgeton and the 40-Mile Loop trail.

### An "Enhanced Local Green Street" Network

The plan proposes a network of local streets that would have sidewalks and bike paths. Many streets would have on-street parking. Each of the streets would be designed to be an *enhanced green street*, which would provide for stormwater runoff into planters to protect the Columbia River, landscaped settings for walking and new habitat areas. This design would enhance the local connectivity and the

Hayden Island environment. It would make it possible for residents to walk to local businesses, thereby reducing car trips, promoting exercise and reducing fuel use—all elements of the community's vision for making Hayden Island more sustainable.

### Connections to Light Rail

A major part of the CRC project is the extension of light rail from the Expo Center to Vancouver, with a new station on Hayden Island. The design workshops in October 2007 originally explored three future light rail alignments. Public input, the community design workshops and CRC analysis identified the alignment adjacent to I-5 and a station at Tomahawk Island Drive as the preferred alternatives. This station location would best serve the near-term and long-term needs of the island, is the most central to the island's resident population, and would require displacement of fewer floating homes than the other alternatives.

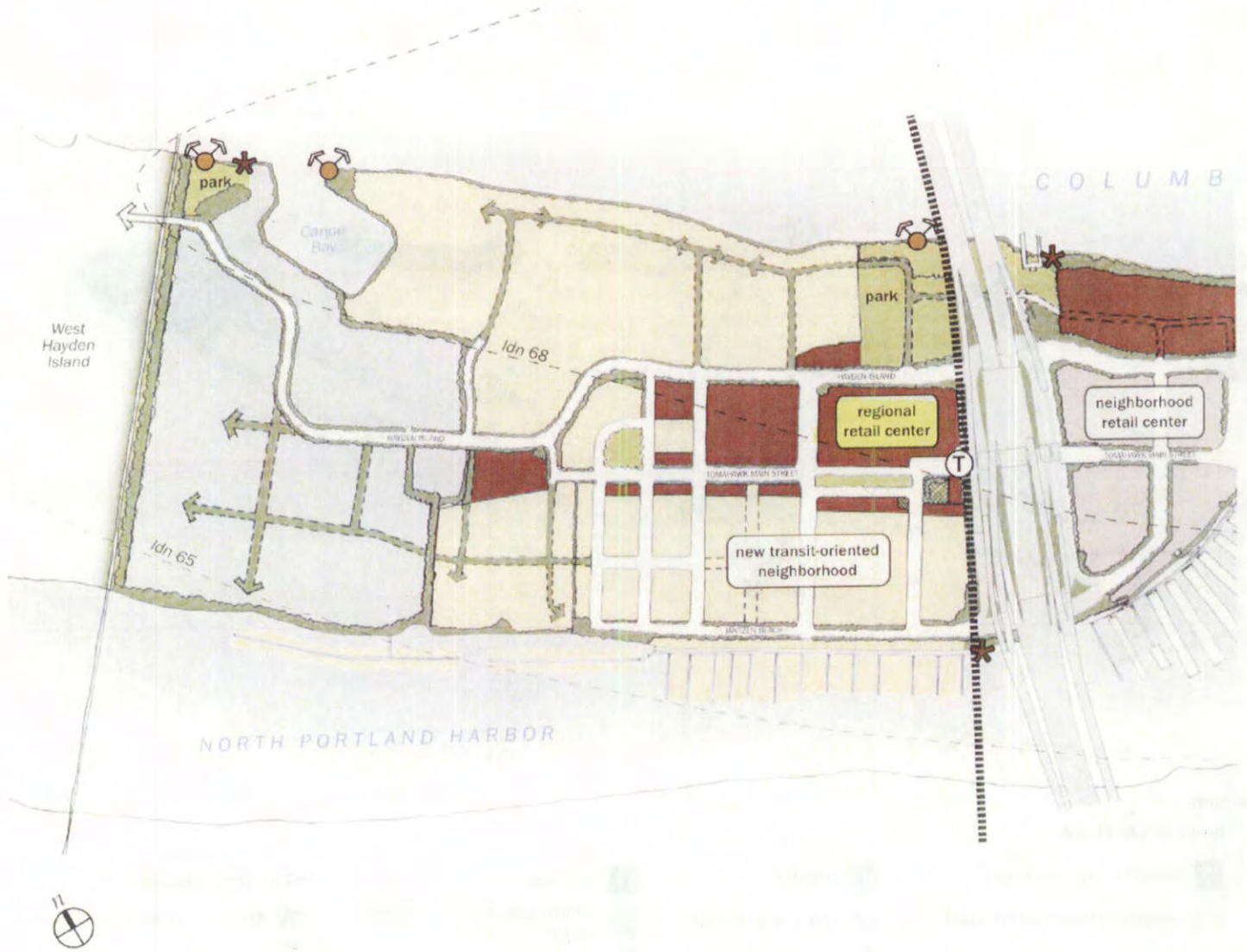
As already described, this station location would support transit-oriented redevelopment of the shopping center in the long term and station-related improvements in the near term. The plan includes a new open space and a collection of shops integrated into the Jantzen Beach SuperCenter as part of the design for the light rail station.



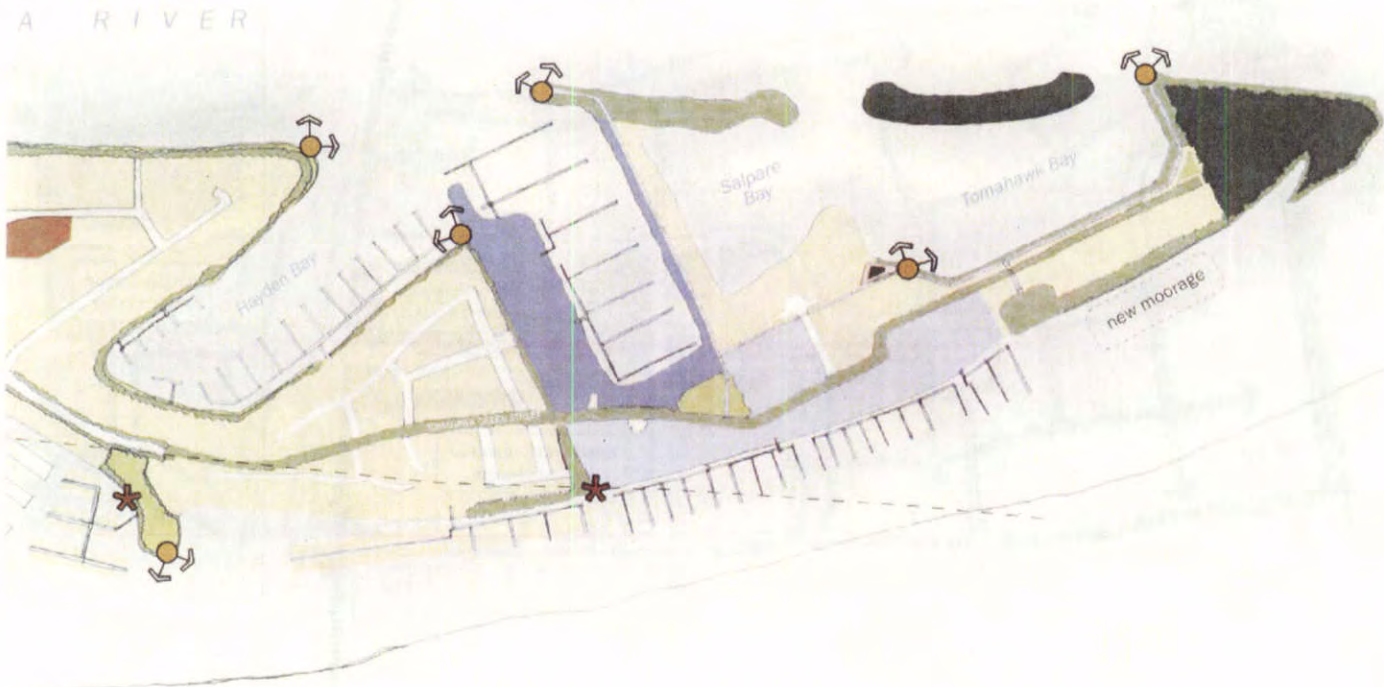
Preferred location for the light rail.



# Concept Plan Map



# Concept Plan Map



## legend

### proposed land use

- |   |   |  |  |
|---|---|--|--|
|  regional commercial     |  institutional         |  habitat                        |  transit station      |
|  neighborhood commercial |  marine industrial     |  open space/public green street |  small boat access    |
|  residential             |  industrial            |  park                           |  water views / access |
|   |  shallow water habitat |  |  |

## An Island Community Concept

### An Additional Bridge

The community has long been interested in a second arterial bridge between Hayden Island and the mainland. Several options were discussed as part of this planning process. This Hayden Island Plan includes a recommendation for provision of such a bridge as part of development on West Hayden Island, if it is determined through the West Hayden Island planning process that development of this portion of the island is an appropriate location for a bridge. A second bridge could provide improved access to and from the island for residents, as well as a direct route for trucks going to and from any potential development on West Hayden Island, thereby avoiding truck traffic in residential areas on the eastern half of the island. Bridge location and options for the bridge's construction will be addressed as part of a larger analysis of redevelopment and related transportation issues.



### ENVIRONMENT AND OPEN SPACE

Over the history of Hayden Island, the Columbia River has bisected, flooded, and flowed past the island on its journey to the Pacific Ocean. As a major navigation channel for the Ports of Portland and Vancouver USA, it is an important river in the Pacific Northwest. The river is an environmental and recreational treasure for the region.

Salmon, steelhead and lamprey migrate past Hayden Island to upstream spawning grounds; their offspring migrate back to the Pacific Ocean. During this migration, which varies in season, salmon depend on the off-channel and shallow water habitat on the shores of Hayden Island. Other salmon use the river year-round, inhabiting Hayden Island's off-channel and shallow water habitat.

Birds and other wildlife use the Columbia River corridor. Hayden Island is part of a habitat complex that includes Smith and Bybee Wetlands, Ridgefield Wildlife Refuge and the Lower Columbia River Estuary. More than 100 species of birds are attracted to this area, including bald eagles that have been sighted nesting on both the eastern and western ends of the island. The protection of aquatic, avian and terrestrial species, including endangered species, is important for the Columbia River, Hayden Island and the City of Portland.

To protect this vital asset, it is important to know that Hayden Island is in the Columbia River watershed. All runoff from Hayden Island drains into the Columbia River. In order to protect the river's water quality, it is imperative that water drained from the island is as clean as it can be before it enters the river.

Protecting the Columbia River habitat for the many animals, birds, fish and plants of Hayden Island is one of the goals of the plan. To achieve this goal, the plan proposes that the banks of the river are restored and protected; enhanced green streets are the standard as redevelopment takes place; and new habitat and parks spaces are provided on Hayden Island. Additionally, the Hayden Island Plan is proposing to protect areas of shallow water habitat surrounding the island and its riparian and upland areas.



Two arterial bridge options were explored during the design workshops and through the community conversation; Location A on West Hayden Island was preferred.

## An Island Community Concept



### ***Enhanced Green Streets***

The Hayden Island Plan proposes that as streets are redeveloped they are designed to an “enhanced green street” standard intended to filter stormwater runoff into the Columbia River order to protect its water quality. These green streets are streets designed so that the stormwater moves to swales and other structures, where soils and plants reduce pollutants. Green streets also reduce impervious surface so that stormwater can infiltrate to recharge groundwater and surface water. The streets will become a linear system of open space across the island.

### ***River Banks and Beaches***

As part of the Hayden Island Plan, it is proposed that areas of shallow water habitat surrounding the island are protected. This shallow water habitat, including beaches, is home to young fish and is vital in providing for the protection and re-population of endangered species. The plan proposes replanting native species along the banks of the Columbia River to further filter runoff and provide habitat for terrestrial and aquatic species. Riparian areas should be protected from further rip-rap or hardening and, where possible, rip-rap should be removed.

One of the actions proposed in the plan is a habitat-based replanting plan for the banks of the river and a list of plants to add to gardens to enhance the natural environment on Hayden Island. This replanting plan will apply, where it is appropriate, to new sections of the trail system.

### ***Natural Area Protection***

Open space for habitat, which is not used by people, must be protected in order to restore the balance needed for protecting endangered species that use Hayden Island and the Columbia River for habitat. The eastern tip of the island is a habitat area that the plan seeks to protect in perpetuity. The island contains areas for protection that are identified in the City of Portland’s natural resource inventory and environmental review regulations. These areas include critical shallow water habitats. The environmental zones on East Hayden Island will be updated based on an updated natural resource inventory as part of the West Hayden Island planning process.

## Freeway-Related Transportation Issues

### THE COLUMBIA RIVER CROSSING PROJECT

The I-5 Columbia River Crossing project is a multimodal project focused on improving safety, reducing congestion, and increasing mobility of motorists, freight, transit riders, bicyclists and pedestrians along a five-mile section of the I-5 corridor connecting Vancouver, Washington, and Portland, Oregon. The project area stretches from State Route 500 (SR 500) in northern Vancouver, south through downtown Vancouver and over the I-5 bridges across the Columbia River to just north of Columbia Boulevard in North Portland. Hayden Island's location in the middle of the Columbia River puts it in the center of the CRC project.

I-5 is the only continuous north-south interstate highway on the West Coast, linking the United States, Canada and Mexico. In the Portland-Vancouver region, I-5 is one of two major north-south highways that provide interstate connectivity and mobility. I-5 directly connects the central cities of Vancouver and Portland. Traffic conditions on I-5 crossing over the Columbia River are influenced by the five-mile section of I-5 between SR 500 in Vancouver and Columbia Boulevard in Portland. This section includes six interchanges that connect three state highways and several major arterial roadways. These interchanges serve a variety of land uses and provide access to downtown Vancouver, two international marine ports, industrial centers, residential neighborhoods, retail centers and recreational areas.

The purpose of the CRC is to improve I-5 traffic flow by addressing current and future travel demand and mobility needs in the Columbia River Crossing Bridge Influence Area (BIA). The BIA extends from approximately Columbia Boulevard in the south to SR 500 in the north. Relative to the no-build alternative, the proposed action is intended to achieve the following objectives: (a) improve travel safety and travel operations on the I-5 crossing's bridges and associated interchanges; (b) improve connectivity, reliability of travel times and operations of public transportation modal alternatives in the BIA; (c) improve highway freight mobility and address interstate travel and commerce needs in the BIA; and (d) improve the I-5 river crossing's structural integrity.

### The CRC must address the following problems:

**Growing travel demand and congestion:** Existing travel demand exceeds capacity in the I-5 Columbia River crossing and associated interchanges. This corridor experiences heavy congestion during both the morning and afternoon peak periods and when traffic accidents, vehicle breakdowns or bridge-lifts occur.

**Impaired freight movement:** I-5 is the most important freight freeway on the West Coast, linking international, national and regional markets in Canada, Mexico and the Pacific Rim with destinations throughout the western United States.

**Limited public transportation operation, connectivity and reliability:** Due to limited public transportation options, a number of transportation markets are not well served, including trips between Portland, Vancouver and Clark County.

**Safety and vulnerability to incidents:** The I-5 river crossing and its approaches experience crash rates nearly 2.5 times higher than statewide averages for comparable facilities.

**Substandard bicycle and pedestrian facilities:** The bicycle and pedestrian facilities on the Columbia River bridges are narrow and are located extremely close to traffic lanes, with poor connectivity to the adjacent bicycle and pedestrian networks.

**Seismic vulnerability:** The existing I-5 bridges are located in a seismically active zone, do not meet current seismic standards and are vulnerable to failure in an earthquake.

During the preparation of the Hayden Island Plan, the CRC project was of primary consideration for both its impact to the island and how the island can be better planned to take advantage of it. With the CRC project, there is the ability to increase connectivity, first through joining portions of the island with the extension of Tomahawk Island Drive and second through the completion of light rail connecting Hayden Island to both downtown Portland and Vancouver.

Before the Hayden Island planning process began, the CRC public involvement process, although thorough, was still mainly about project-level engineering and environmental impacts. The Hayden Island planning process has allowed for a community-based assessment about the CRC project and informs the CRC project development process regarding design elements and features important to Hayden Island. The Hayden Island Plan has been prepared using an interactive land use/transportation approach. The CRC staff has participated in and been supportive of the Hayden Island Plan development.

The Hayden Island Plan's "themes" helped provide general guidance on assessing CRC alternatives and design features. Public engagement as part of the April 2008 Hayden Island Concept Plan development has provided more specific guidance on the CRC project. The large-scale recommendations for the CRC project deriving from the Hayden Island Plan are:

- a. Light Rail Transit (LRT) is the high capacity transit mode that will effectively support a station community.
- b. The LRT alignment adjacent to the freeway is preferred over a separated alignment in order to minimize the barrier effect of the CRC project as a whole.
- c. The CRC project must provide the capability to access local street systems south of North Portland Harbor without using the freeway.

## Freeway-Related Transportation Issues



Columbia River Crossing conceptual drawing, looking south, showing the new bridge with light rail access along the west (lower right in drawing) side.

### THE INTERCHANGE AREA MANAGEMENT PLAN (IAMP)

As part of any Oregon highway improvement, including CRC, the Oregon Highway Plan (OHP) and Oregon Administrative Rule 734-051 require preparation of an IAMP before a new highway interchange can be constructed. These requirements call for the IAMP to identify opportunities to improve operations and safety that can be undertaken as part of the construction project, and to develop policies, provisions and development standards to capture the identified opportunities. Short-, medium- and long-range actions are to be identified that improve operations and safety within the study area and ensure safe operations over the transportation planning period of 20 years.

The IAMP must consider existing and proposed uses of all property within the study area based upon the comprehensive plan designations and zoning, and address current and future traffic volumes, road geometry, traffic control devices, and the location of existing and planned approach roads. The IAMP must include policies, provisions and standards from the local comprehensive plan and other implementing plans, ordinances and codes that will be relied upon to implement the plan. The IAMP also must be consistent with any Access Management Plan, corridor plan or other facility plan already adopted by the Oregon Transportation Commission.

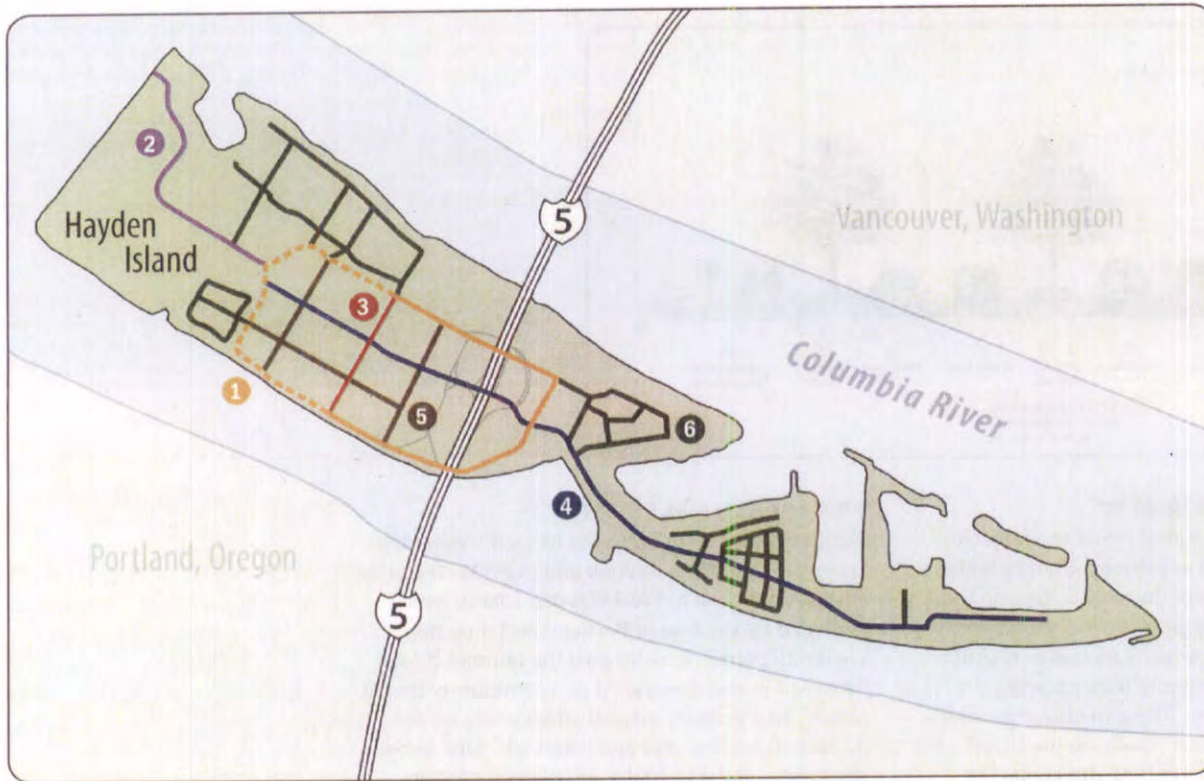
During the development of the Hayden Island Plan, the interchange requirements and the amount of traffic the interchange could handle were assumptions that dictated the future land use capacity. These were major determinants for the land use considerations on the island and their impacts on travel and the traffic each generated. They were also determinants in the layout of the street plan, street widths and the uses ascribed to each street.

Although the IAMP for Hayden Island is not complete, the goals of the plan and its policies to protect the capacity of I-5 and its ramps are addressed in the Hayden Island Plan. The City will continue to coordinate with ODOT and the CRC to confirm that the Hayden Island Concept Plan is consistent with the IAMP.

The more specific recommendations transmitted to CRC based on the Hayden Island Plan are:

- a. The CRC project must provide a LRT station of ultra high-quality architectural design on Hayden Island to provide a community focal point. Safe, attractive and accessible pedestrian and bicycle facilities should be incorporated into the station area design.
- b. CRC project arterial streets providing access to the interchange will also serve community needs, and provide bicycle and pedestrian facilities and street trees. Smaller scale arterial streets than currently indicated in the Draft Environmental Impact Statement (DEIS) should be considered.
- c. The western termini of the CRC project arterial street improvements on Hayden Island Drive and Jantzen Beach Drive should be extended to the planned primary north-south future public street (approximately 600 feet west of the freeway ramp intersections).
- d. The extension of Tomahawk Drive under the freeway will be designed as a community main street, highlighting the needs of pedestrians and bicyclists and local traffic access. Design issues to be resolved include the provision of acceptable vertical and horizontal clearances, property access, stormwater management and creation of an attractive and safe environment under the freeway.
- e. The CRC project is encouraged to allow for the reuse of areas north of Hayden Island Drive that are disrupted by construction or used for construction activities as open space and for stormwater management and habitat restoration.
- f. The CRC project, ODOT and the City of Portland shall work cooperatively in the development and adoption of the required Interchange Area Management Plan (IAMP). The IAMP will consider the principles of IAMP standards, balanced with current and future property access and in coordination with a master street plan for Hayden Island.

## Local Street Network



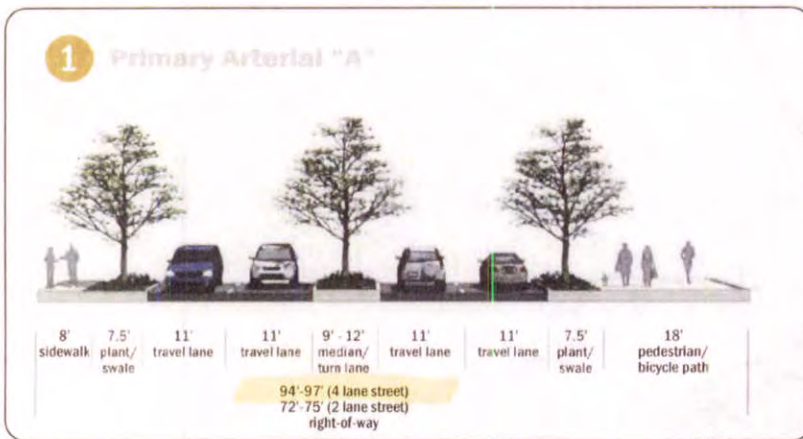
### LOCAL STREET NETWORK

Given the unique characteristics of Hayden Island and the goals and themes of the Hayden Island Plan, a specialized local street network and set of street types are proposed. These street types respond to the general City policies regarding the development of a multi-modal transportation system and are consistent with all modal classifications as identified in Exhibits A through G under the Plan's discussion of the City's Transportation System Plan.

The intent of the local street network and various street types is to provide logical circulation for all modes and suitable access to planned land uses. The local street network is compatible with the planned Columbia River Crossing (CRC)

interchange improvements and traffic analyses prepared by the City for the Plan. Sustainable storm water management applications and facilities are employed on all streets.

The proposed street types are not being adopted as part of the Hayden Island Plan. These streets reflect potential designs to accommodate modal needs and provide guidelines for right-of-way requirements. The local street designs will be subject to a public review process with final determination by the City Engineer, and in coordination with ODOT for CRC project improvements.



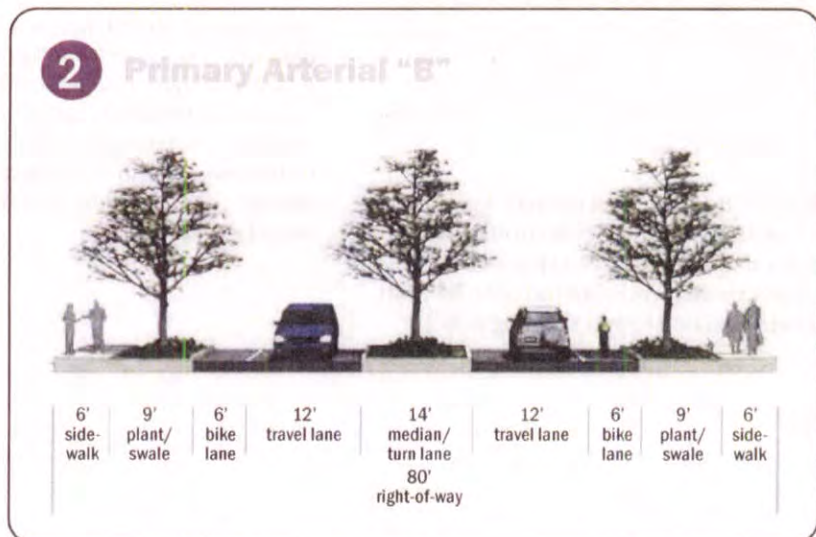
### PRIMARY ARTERIAL STREET "A"

Segments of Hayden Island Drive and Jantzen Avenue are identified as primary arterials which provide the backbone of the road system on the island, connecting the local street system to the regional system. These also function as transit access streets or community transit streets, depending on location. These roads are generally larger in scale than other streets on the island with two 11-foot travel lanes in both directions. In locations further away from the interchange, where lesser traffic volumes are likely, a single travel lane in both directions would be provided. All other modal elements are the same.

An 18-foot wide multi-use pathway for pedestrian and bicycle access is provided on one side of the road and an 8-foot sidewalk is provided on the opposite side. Pedestrians and bicycles are separated from vehicles by planting strips and/or a swale, which is provided on both sides of the roadway. A center median of a 9-foot width provides street trees except at major intersections where a 12-foot turn lane would be provided. Primary arterials do not include on-street parking. Right-of-way is approximately 72 to 97 feet, depending on the number of travel lanes and median width.

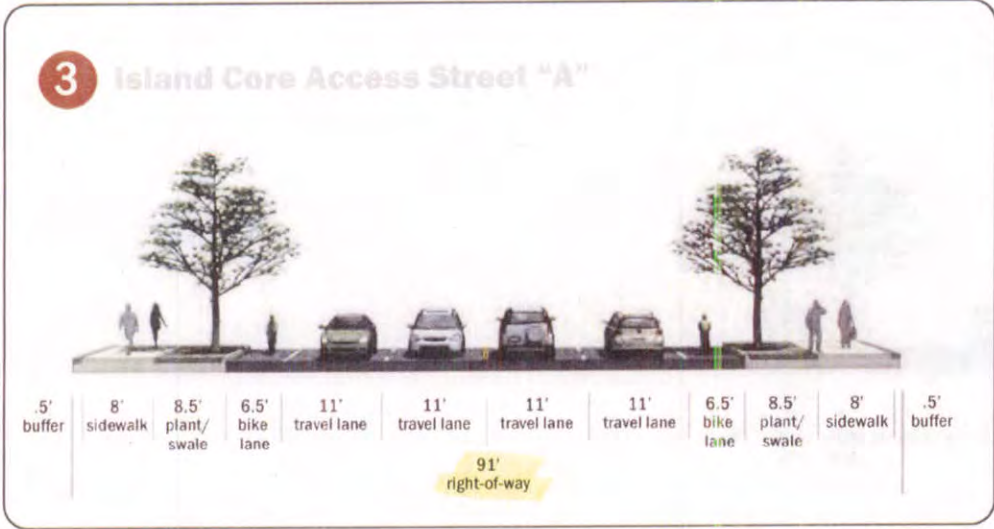
### PRIMARY ARTERIAL STREET "B"

North Hayden Island Drive is located west of the curve along Jantzen Avenue and provides the most direct connection to West Hayden Island, which is owned by the Port of Portland and does not currently permit vehicles past the railroad bridge. The road is also designated as a community transit street. This primary arterial street provides one 12-foot travel lane and one 6-foot bike lane in both directions, and a 14-foot-wide planted median, replaced with left-turn refuges where needed. Planted swales separate the six-foot-wide sidewalks that are located on both sides of the road from the bicycle and vehicle travel lanes. North Hayden Island Drive does not include on-street parking. Right-of-way is approximately 80 feet.





# Local Street Network

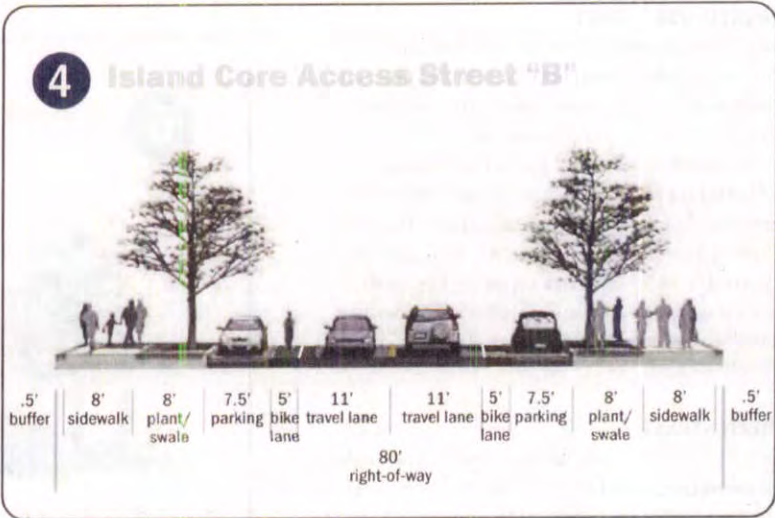


**ISLAND CORE ACCESS STREET "A"**

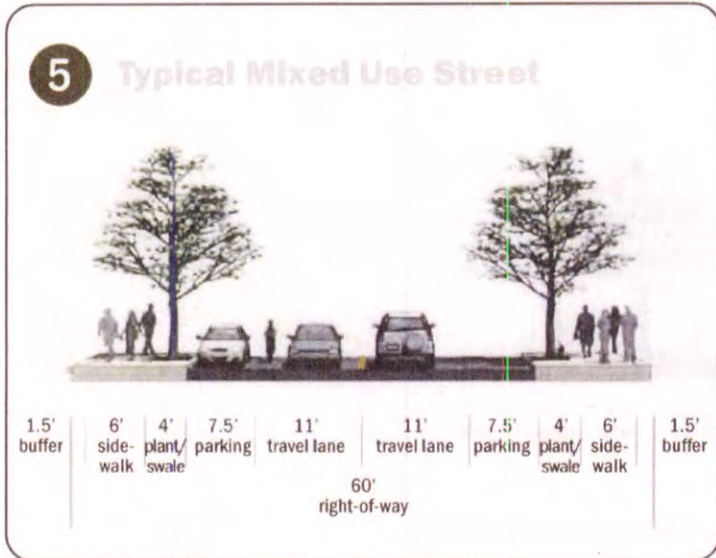
The island core access street A provides direct north-south access through the core of the shopping area and future mixed-use area linking Jantzen Avenue and Hayden Island Drive. It provides the primary vehicular access for destinations in this area. It is a larger scale road with higher traffic volumes than all streets other than the primary arterial streets. It also provides a central connection through the proposed transit-oriented development block system. This is also a multi-modal street with pedestrian, bicycle and landscape design elements. The commercial core street has two 11-foot travel lanes in both directions and bicycle lanes on both sides of the street. Eight-foot sidewalks are located on both sides of the street and are separated from the vehicle and bicycle lanes by 8.5-foot planting strips. No on-street parking is provided. Right-of-way is approximately 91 feet.

**ISLAND CORE ACCESS STREET "B"**

The island core access Street B provides direct east-west connectivity through the core of the shopping area and future mixed-use area to the west of I-5 and also to the commercial area on the east side of I-5. This street is intended to provide a community access function with a significant design identity. It also provides the primary community street link to the light rail transit station. The island core access street provides an extended link to the community toward the east side of the island by connecting to Tomahawk Island Drive on the east side of I-5. Unlike the



primary arterial streets that connect to the freeway ramps, this street is intended to be smaller in scale with calmed and lesser traffic volumes. This street is a transit access and community transit street and is also one of the primary pedestrian streets in the area. The island core access street has one 11-foot travel lane in each direction, with on-street parking on both sides of the street. Five-foot bicycle lanes are provided in the roadway. Eight-foot-wide sidewalks are located on both sides of the street and are separated from the vehicle lanes by 8-foot planting strips. Right-of-way width is approximately 80 feet.

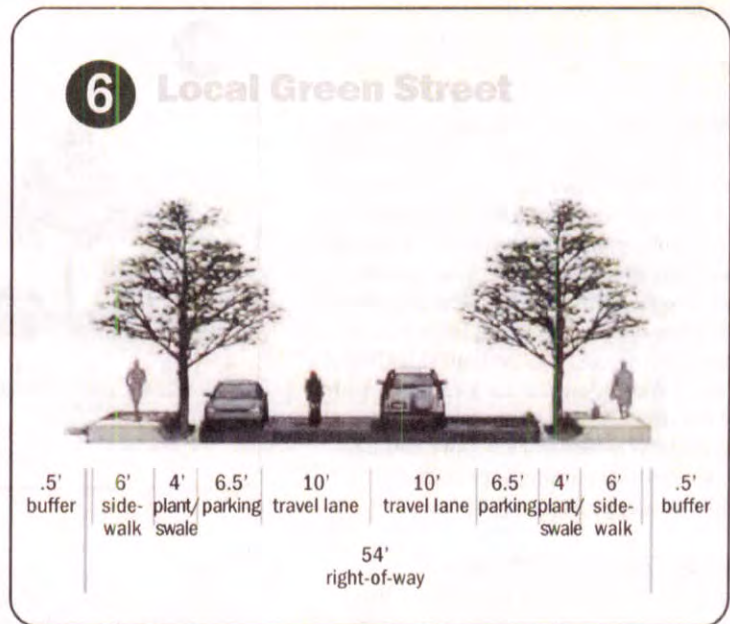


**TYPICAL MIXED-USE STREET**

Typical mixed-use streets are located within the central core of the site, which is currently the Jantzen Beach SuperCenter. Mixed-use streets are designed to distribute local traffic and provide access to local residences or commercial uses. Mixed-use streets have one 11-foot travel lane in both directions, with parking provided on both sides of the street. Bicycles share the travel lanes with vehicles. As with the other street sections, the sidewalks are separated from the travel lanes by a planting strip/swale but the on-street parking provides an additional buffer. Right-of-way is approximately 60 feet.

**LOCAL GREEN STREET**

Local Green Streets are designed to support low-traffic residential areas outside of the commercial core, and as such are the narrowest streets of the proposed street system. Local Green Streets would provide one 10-foot travel lane in both directions and on-street parking on both sides of the roadway. Planting strips or swales would be located on both sides of the road and are integrated into the road design to provide on-site storm water detention and treatment. Right-of-way width is approximately 54 feet.



# Street System Plan

## TRANSPORTATION SYSTEM PLAN —COMPREHENSIVE PLAN AMENDMENTS

Several new transportation policies of the City's Comprehensive Plan will be added or amended through the adoption of the Hayden Island Plan. These amendments assure that the appropriate transportation infrastructure and services will be provided to sustain the goals and themes of the Hayden Island Plan. The transportation recommendations have been confirmed by analyses and findings and support the Comprehensive Plan Map amendments and Zoning Code amendments proposed by the Hayden Island Plan.

The transportation policies of the City are contained in the Transportation System Plan (TSP). The TSP is a comprehensive, multi-modal and long-range plan that coordinates land use planning and transportation planning. The TSP is the transportation component of the City's Public Facility Plan.

Sections of the TSP that are adopted as part of the Transportation Element of the Comprehensive Plan include Chapter 2, which are the policies and objectives of Goal 6 - Transportation, and Chapter 3, the policies and objectives of Goal 11B - Public Rights-of-Way.

### *TSP Chapter 2, Goal 6 – Transportation*

Amendments are recommended for the North Transportation District policies to respond to key functional changes for Hayden Island. These include the extension of light rail transit to serve the island, the future construction of Columbia River Crossing highway and interchange improvements and implementation of the proposed Hayden Island Street Plan.

Amendments are also recommended to the street classification designations for all modes of transportation on Hayden Island, as displayed in Exhibits A through G. These street designation changes are intended to provide policy direction for developing a complete and functional multi-modal transportation system for Hayden Island, which does not exist today.

Once the Columbia River Crossing (CRC) improvements are constructed the transportation system will change in the vicinity of the new interchange. At that time, additional street designation amendments are warranted. These amendments are previewed in Appendix C.4, "Other Transportation System Plan Amendments", and displayed as Exhibits I through O. These amendments are not adopted as part of the Comprehensive Plan at this time through the Hayden Island Plan process, but will be subject to a separate adoption process following the federal Record of Decision for the CRC project.

### **Chapter 2, Goal 6 – Transportation**

#### **Policy 6.35 North Transportation District**

Amend Objective H., as follows:

Develop light rail transit on North Interstate and to Hayden Island; ~~the Exposition Center~~; place stations at major arterials where good feeder bus service can be provided; capitalize on redevelopment opportunities that support light rail; and mitigate potential negative impacts of diversion of automobile traffic onto nearby Neighborhood Collectors and Local Service Traffic Streets.

Add an Objective Q., as follows:

Implement the Hayden Island Street Plan to provide for new street connections and off-street paths as site development occurs.

Add an Objective R., as follows:

Integrate City multi-modal infrastructure improvements on Hayden Island with improvements undertaken as part of the Columbia River Crossing project.

Add an Objective S., as follows:

Coordinate with the Oregon Department of Transportation in the joint preparation of an interchange area management plan for the Hayden Island and Marine Drive interchange improvements.

## Street System Plan

**Policy 6.35 North District – Map 6.35.1, Map 6.35.2, Map 6.35.3, Map 6.35.4, Map 6.35.5, Map 6.35.6, Map 6.35.7**

Amend the Transportation District Boundary to include all of Hayden Island to be within the North District.

**Policy 6.36 Northeast District – Map 6.36.1, Map 6.36.2, Map 6.36.3, Map 6.36.4, Map 6.36.5, Map 6.36.6, Map 6.36.7**

Amend the Transportation District Boundary to include all of Hayden Island to be within the North District.

**Policy 6.35 North District – Map 6.35.1, and Policy 6.36 Northeast District – Map 6.36.1**

Amend Traffic Classifications on Hayden Island, as displayed in Exhibit A.

**Policy 6.35 North District – Map 6.35.2, and Policy 6.36 Northeast District – Map 6.36.2**

Amend Transit Classifications on Hayden Island, as displayed in Exhibit B.

**Policy 6.35 North District – Map 6.35.3, and Policy 6.36 Northeast District – Map 6.36.3**

Amend Bicycle Classifications on Hayden Island, as displayed in Exhibit C.

**Policy 6.35 North District – Map 6.35.4, and Policy 6.36 Northeast District – Map 6.36.4**

Amend Pedestrian Classifications on Hayden Island, as displayed in Exhibit D.

**Policy 6.35 North District – Map 6.35.5, and Policy 6.36 Northeast District – Map 6.36.5**

Amend Freight Classifications on Hayden Island, as displayed in Exhibit E.

**Policy 6.35 North District – Map 6.35.6, and Policy 6.36 Northeast District – Map 6.36.6**

Amend Emergency Response Classifications on Hayden Island, as displayed in Exhibit F.

**Policy 6.35 North District – Map 6.35.7, and Policy 6.36 Northeast District – Map 6.36.7**

Amend Street Design Classifications on Hayden Island, as displayed in Exhibit G.

***TSP Chapter 2, Goal 11B – Public Rights-of-Way***

Amendments are recommended to the City's Master Street Plan to recognize and include the Hayden Island Street Plan. This includes the adoption of Exhibit H which improves the planned network of interconnected local streets and pedestrian and bicycle pathways as development occurs on Hayden Island. Currently no street plan exists for Hayden Island and the level of local street connectivity is poor and does not meet standards.

TSP Policy 11.11 – Street Plans states: "Promote a logical, direct and connected street system through the development of street plans." Consistent with City of Portland and regional policies, a master street plan has been prepared to support the proposed land uses in the Hayden Island Plan. Adoption of the Hayden Island Street Plan, as displayed in Exhibit H, is recommended as part of the adoption of the Hayden Island Plan. Direct connections to State facilities are subject to ODOT approval.

As discussed above regarding the street classification designations, the planned CRC improvements will change the transportation system in the vicinity of the new interchange. At that time, relatively minor changes in the adopted street plan will be required as displayed as Exhibit I in Appendix C.4, "Other Transportation System Plan Amendments." Amendments to the street plan will be required to be consistent with the Interchange Area Management Plan and will be subject to a separate adoption process following the federal Record of Decision for the CRC project.

# Street System Plan

## Chapter 2, Goal 11B – Public Rights-of-Way

### Policy 11.11 Street Plans

Amend Policy 11.11 Street Plans to add an Objective R., as follows:

Implement the Hayden Island Street Plan as site development occurs as shown on Map 11.11.20.

Amend Policy 11.11 Street Plans to a new Map 11.11.20 titled Portland Master Street Plan *Hayden Island*, as displayed in Exhibit H.

## TSP Chapter 3, Transportation System Improvements

The State Transportation Planning Rule requires local TSPs to identify a list of planned transportation improvements over a 20-year timeframe that are needed to implement the Comprehensive Plan. Amendments to TSP Chapter 3 are recommended to support the adoption of the Hayden Island Plan.

A minor revision to an existing TSP project and the addition of a new project is proposed in order to identify new street plan improvements that are needed. The cost figures are considered placeholder amounts and timeframes are general in nature. A majority of the major transportation system improvements for Hayden Island will be implemented as part of the CRC project. Most of the new local streets, off-street paths and some frontage improvements on arterial streets will be constructed as a part of land development.

## Chapter 3, Transportation System Improvements

### North District - Map 3.4, and Northeast - Map 3.5

Amend the Transportation District Boundary to include all of Hayden Island to be within the North District.

### North District - Map 3.4

Amend the improvement category and symbol for Project 30018 from Street Segment Improvements to Area Wide Improvements.

Add a new Project 30083 with the improvement category and symbol for Area Wide Improvements.

### North: Major Transportation Improvements

Amend Project 30018 title, description and timeframe, as follows:

Hayden Island, N: Street Network Improvements, Phase 1

*Implement street plan for Hayden Island to improve circulation and access for all modes.*

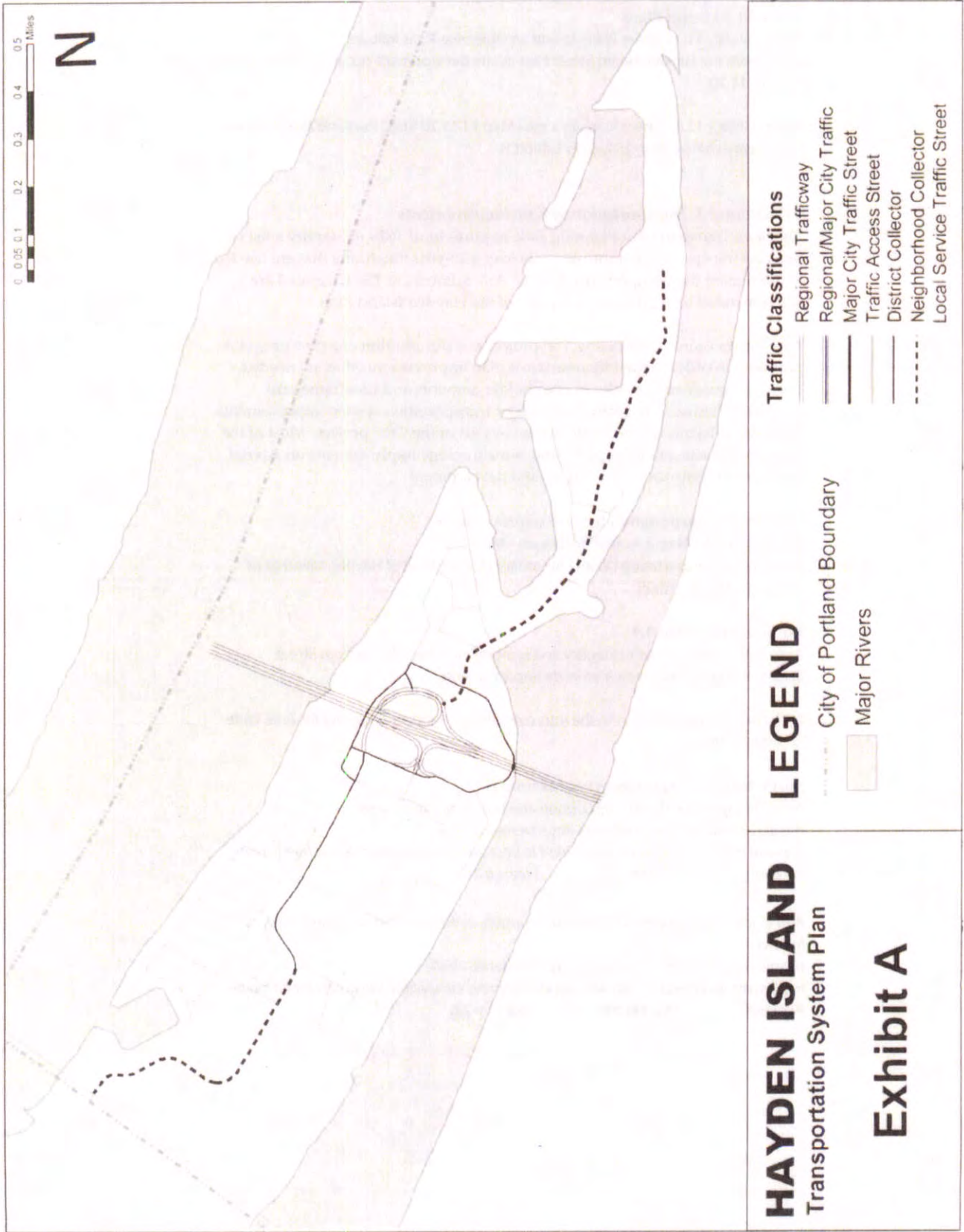
Portland	\$2,000,000	(Years 6-10)
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Add a new Project 30083 with title, description, estimated cost and timeframe, as follows:

Hayden Island, N: Street Network Improvements, Phase 2

*Implement street plan for Hayden Island to improve circulation and access for all modes.*

Portland	\$2,000,000	(Years 11-20)
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**HAYDEN ISLAND**  
Transportation System Plan

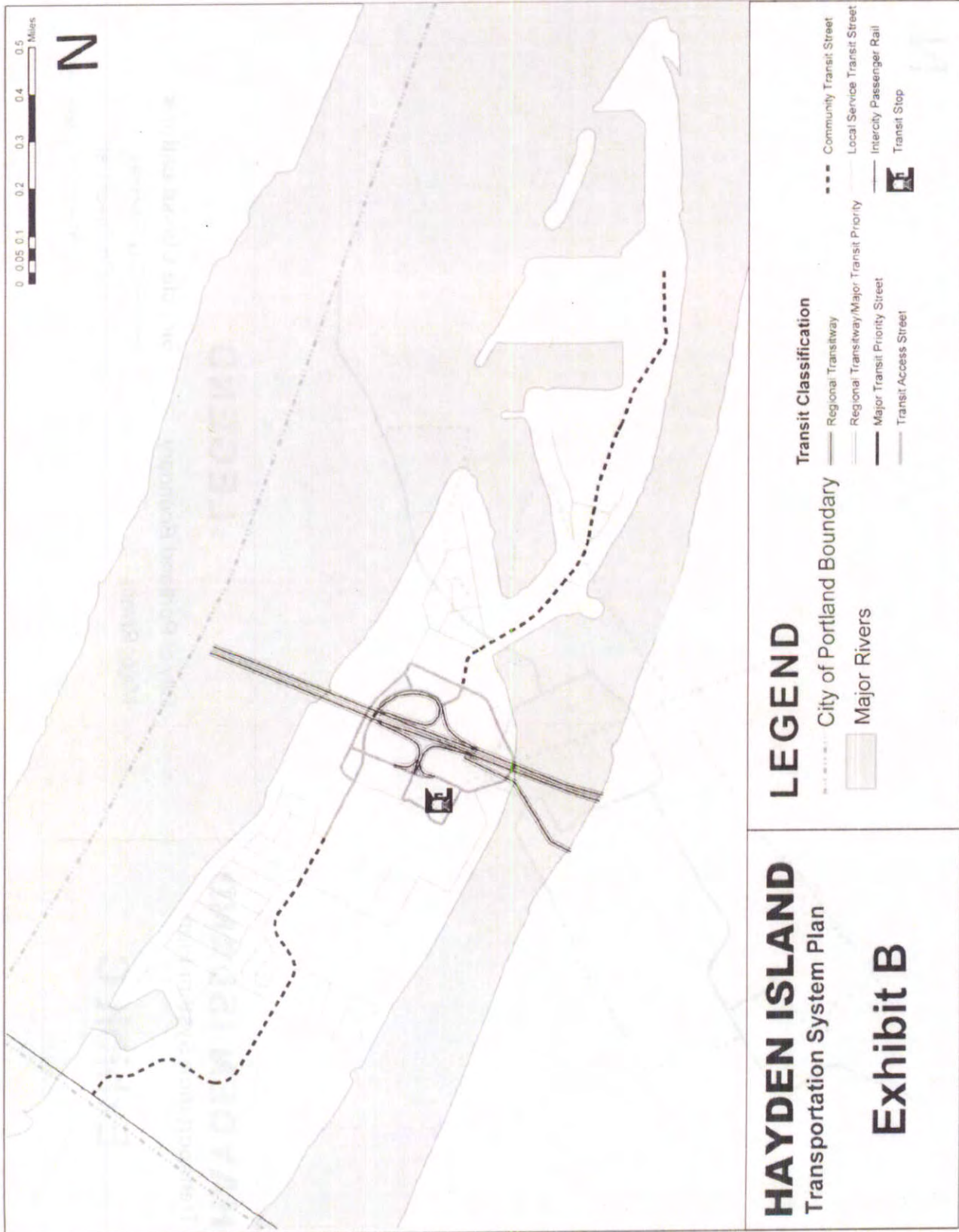
**Exhibit A**

**LEGEND**

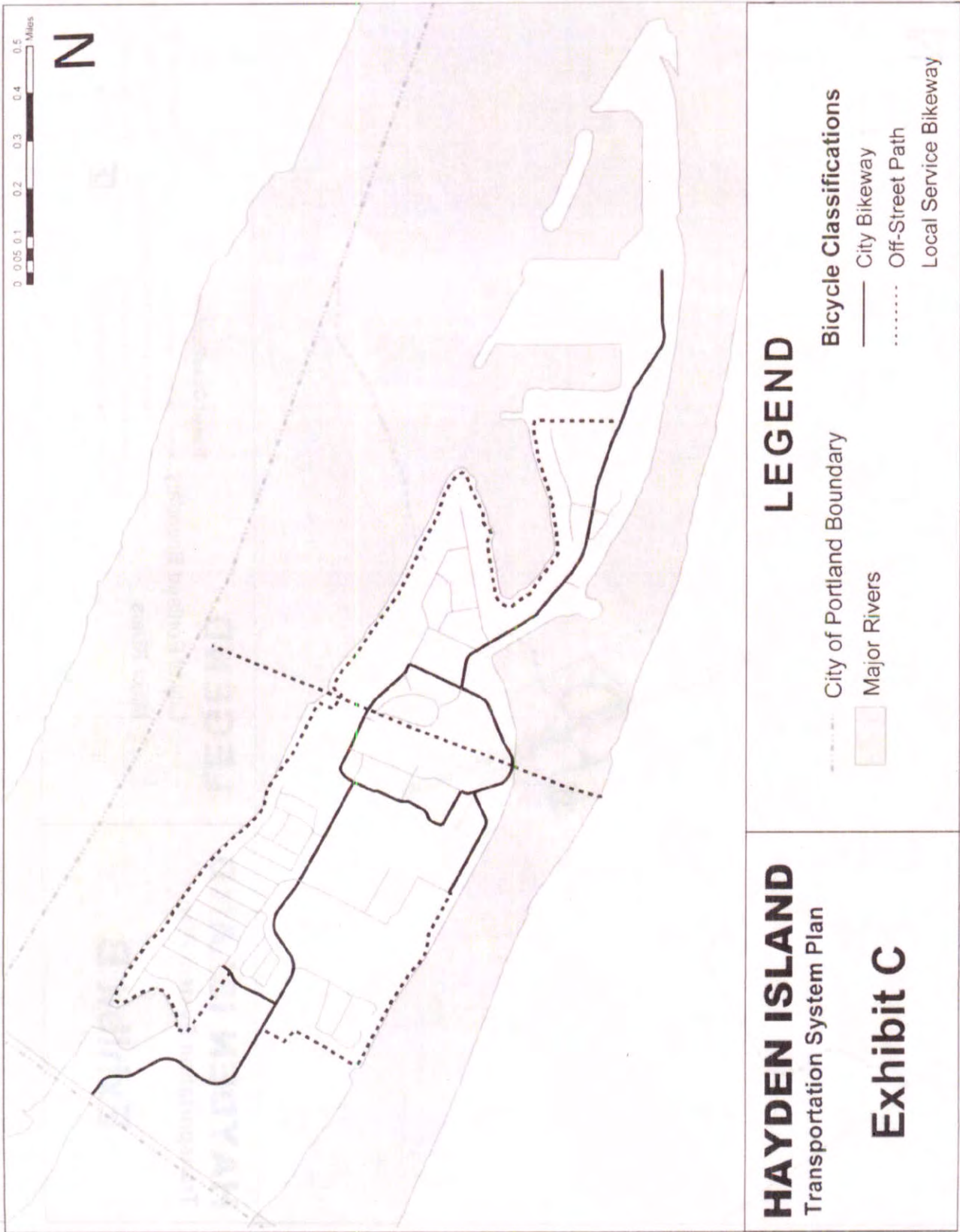
- City of Portland Boundary
- Major Rivers

**Traffic Classifications**

- Regional Trafficway
- Regional/Major City Traffic
- Major City Traffic Street
- Traffic Access Street
- District Collector
- Neighborhood Collector
- Local Service Traffic Street



**HAYDEN ISLAND**  
 Transportation System Plan  
**Exhibit B**



**HAYDEN ISLAND**

Transportation System Plan

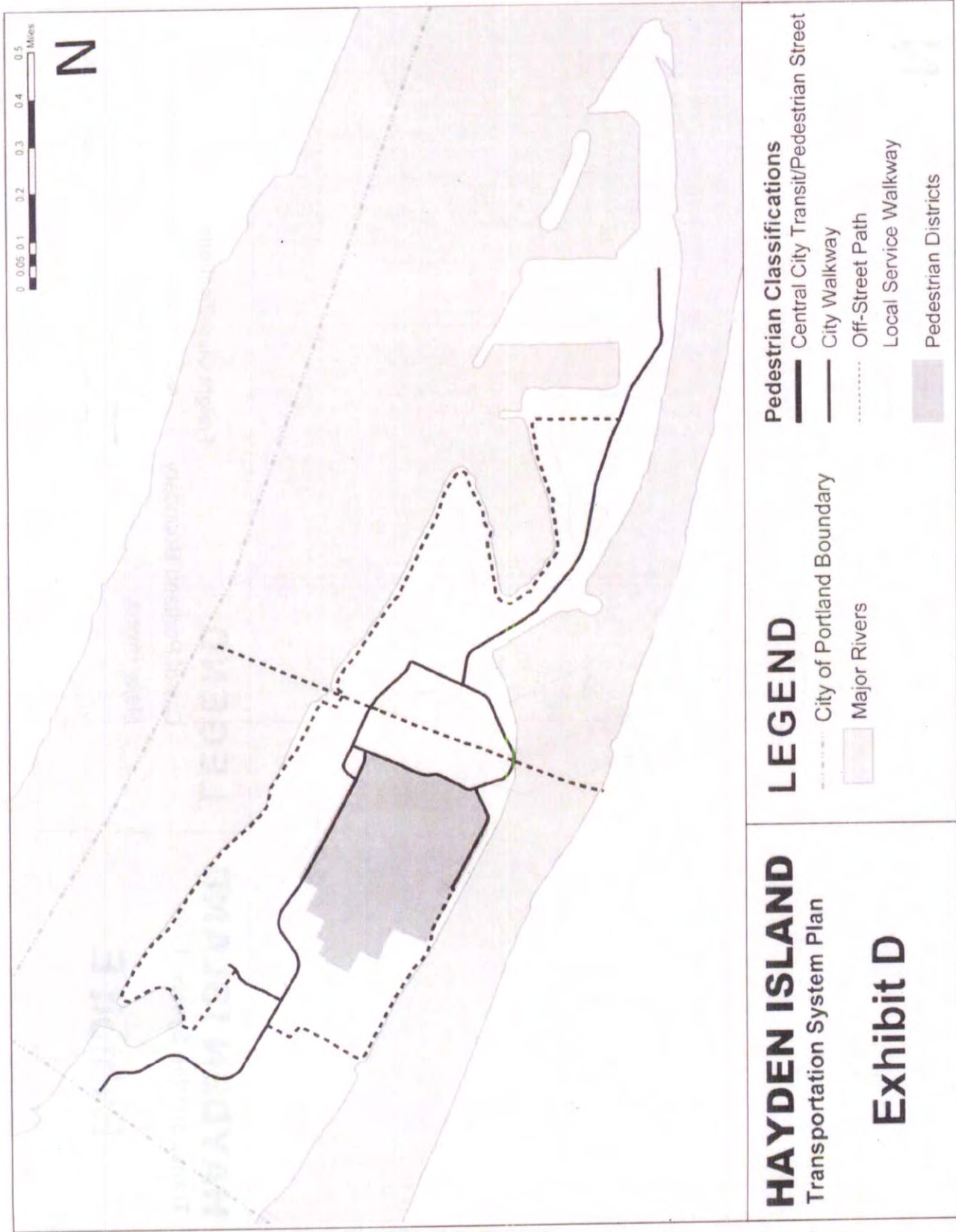
**Exhibit C**

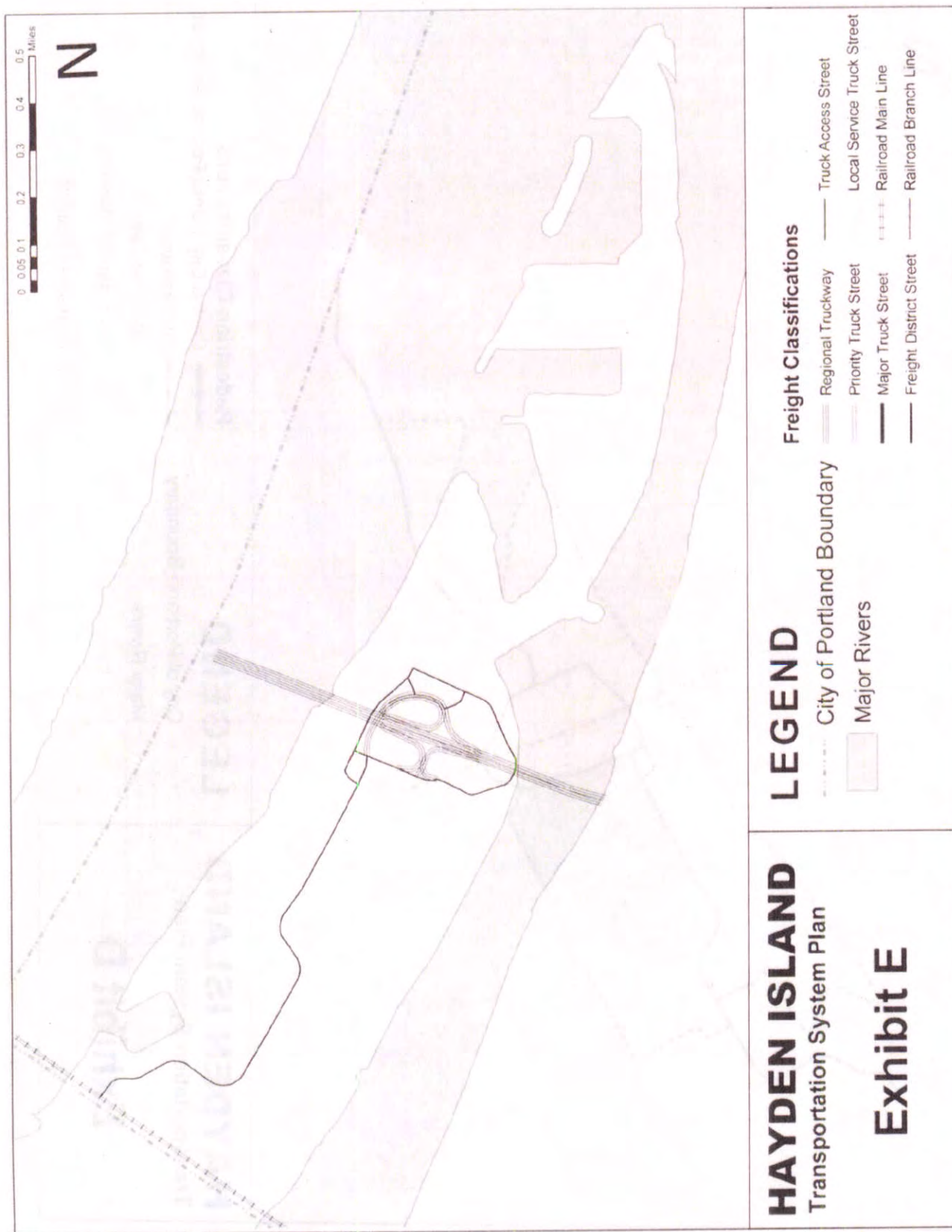
**LEGEND**

- City of Portland Boundary
- Major Rivers
- Bicycle Classifications**
  - City Bikeway
  - ..... Off-Street Path
  - Local Service Bikeway



# Maps





**HAYDEN ISLAND**  
Transportation System Plan

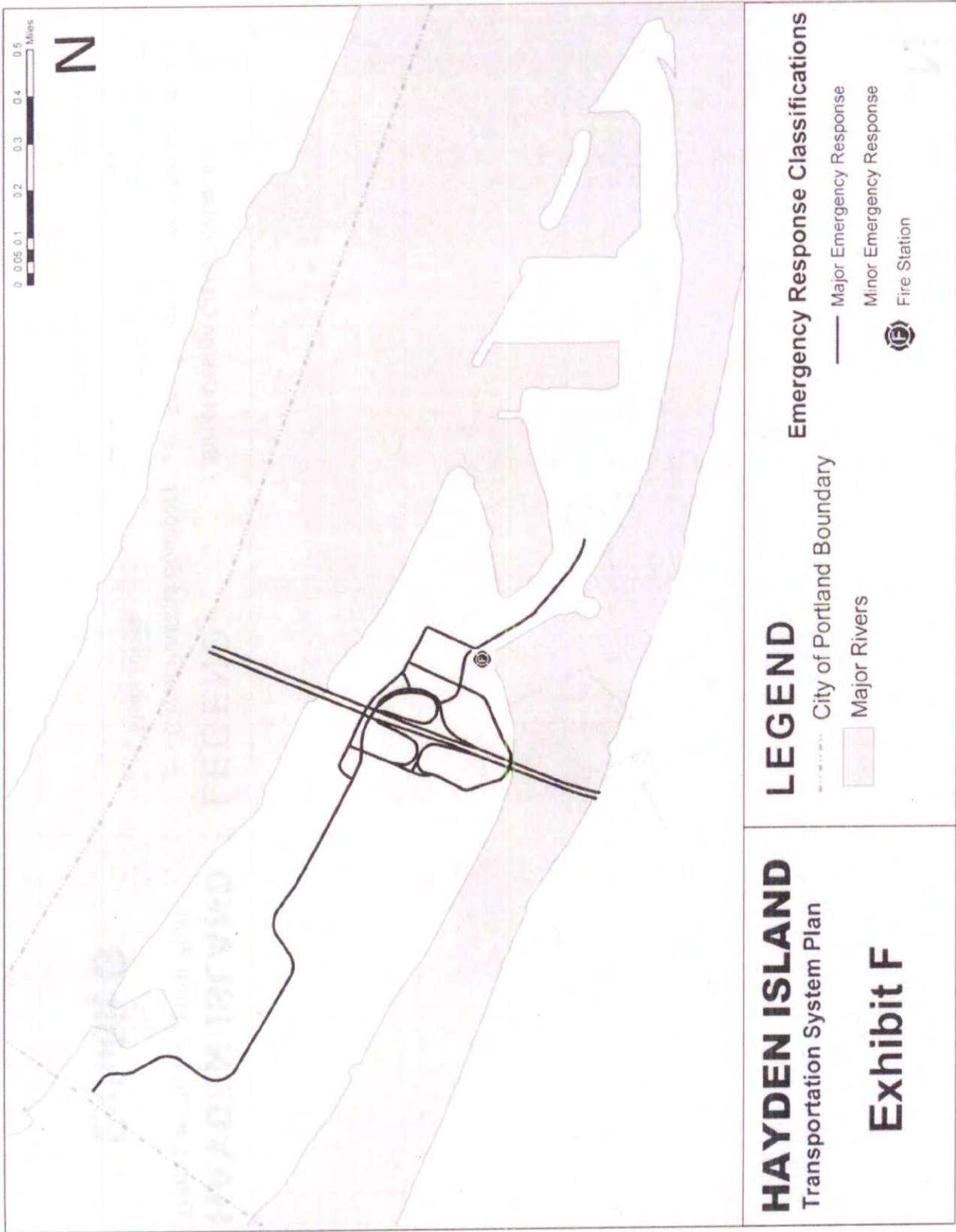
**Exhibit E**

**LEGEND**

- - - - - City of Portland Boundary
- Major Rivers

**Freight Classifications**

- Regional Truckway
- Priority Truck Street
- Major Truck Street
- Freight District Street
- Truck Access Street
- Local Service Truck Street
- Railroad Main Line
- Railroad Branch Line



**HAYDEN ISLAND**  
Transportation System Plan

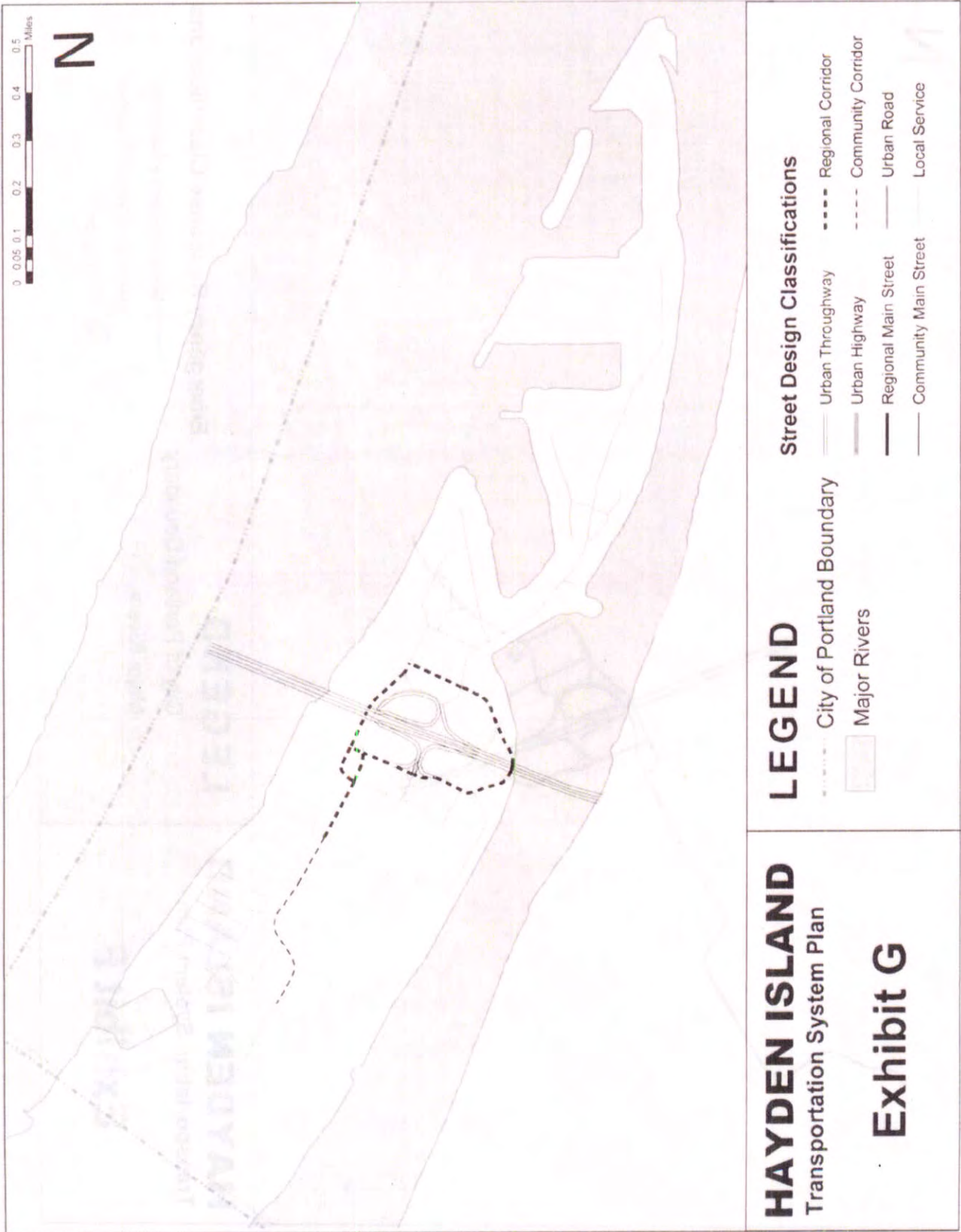
**Exhibit F**

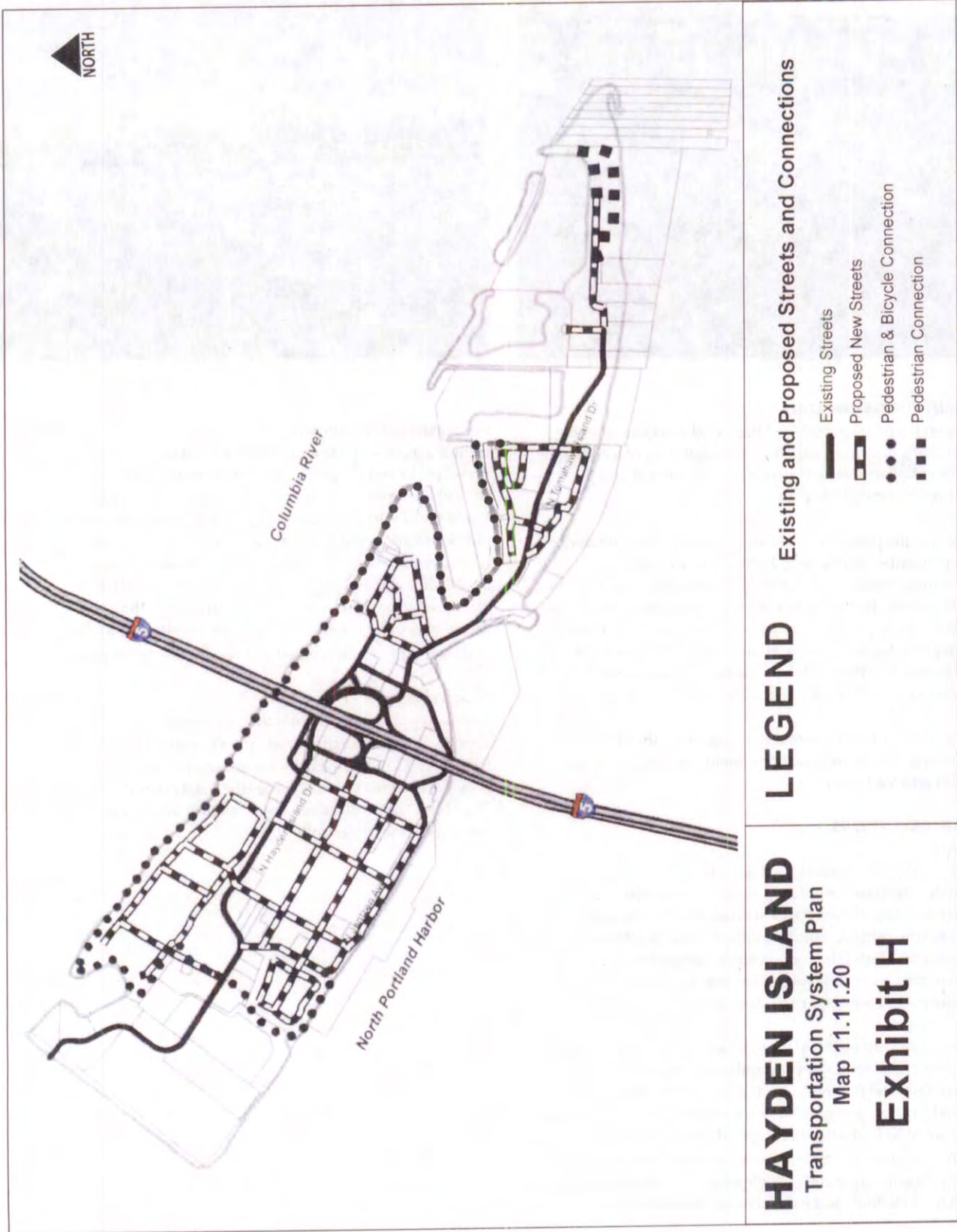
**LEGEND**

- - - - - City of Portland Boundary
- Major Rivers

**Emergency Response Classifications**

- Major Emergency Response
- Minor Emergency Response
- Fire Station





## Implementation Strategies



### IMPLEMENTATION STRATEGIES

The Hayden Island neighborhood has developed its vision for the community, but visioning is just the beginning of a successful neighborhood plan. The hard part is having the will and the resources to implement the plan.

There are specific public actions that can make a real difference in the implementation of a neighborhood vision. Still, it is important to remember that public interventions are just one of the conditions needed to create a successful neighborhood. The cooperation of key property owners—in particular, the Jantzen Beach Shopping Center—is essential. The likelihood of success also will be much enhanced by a collaborative partnership among property owners and the ODOT and TriMet.

In general, the public interventions available for the Hayden Island Plan fall into three categories: regulatory, infrastructure investment and leadership.

### PUBLIC INTERVENTIONS

#### *Regulatory*

The city's zoning code, building code and development standards regulate private development. The regulations address allowed uses, natural resources protection, structure height, setback, building bulk and many other development conditions. From the community's perspective, these regulations help achieve development that is consistent with community preferences and provide public amenities.

Regulations can help facilitate desired development in several ways. Zoning and development regulations can be changed to improve financial feasibility, such as by raising the building height limit to allow for more square footage or units. They can also be tailored to fit the needs of a peculiar site or a specific geographic area through a plan district or other zoning tool, so that development may meet multiple objectives such as access to transportation facilities and natural resource restoration.

#### *Infrastructure Investment*

Infrastructure—streets and sidewalks, water and sewer pipes, parks and natural areas, bicycle paths, and transit—are the public bones of a community. The quality, location and character of infrastructure influence the cost feasibility of development. A park or natural area is an amenity that increases the value of adjacent land and provides other benefits for stormwater management, public health and improved neighborhood livability. Streets that provide access to property and connections to transit enhance the marketability of commercial and residential development.

#### *Leadership*

A type of public intervention that is broadly applicable to the neighborhood plan is leadership. Public agencies and public officials are in a unique position to provide leadership that achieves the neighborhood vision. They have the institutional responsibility to advocate for the interests of the community.

## IMPLEMENTATION ACTIONS

### IMPLEMENTATION ACTIONS

The Hayden Island Plan is organized around three vision themes—Island Community, Getting Around, and Environment and Open Space. The actions needed to implement the plan are listed under each of these vision statements.

#### *Island Community Vision Theme*

##### Regulatory

- a. Implement plan district zoning and development standards that achieve the following:
  - Encourages the development of transit-oriented mixed-use, including residential units, adjacent to the transit station as well as dedication of portions of a site for a public plaza.
  - Provides for and protects the neighborhood commercial uses in the area immediately east of I-5 in the area envisioned in the plan for local-serving retail uses.
  - Provides for and protects industrial zoning on the west end of the neighborhood adjacent to the BNSF rail line.
  - Provides for no net gain in residential development under the current (68 Ldn) noise contour.
- b. Review and update the natural resources inventory, environmental analysis and existing resource protection to determine appropriate levels of environmental protection for Hayden Island and its riparian areas.
- c. Modify the environmental zones for Hayden Island as needed based on the environmental analysis to meet the City of Portland's watershed health goals and regulatory obligations.
- d. Designate the area within one-quarter mile of the station as eligible for the city's transit-oriented development tax exemption program, when funding is secured for the light rail station.

Accountability: Bureau of Planning and Sustainability, Office of Healthy Rivers

##### Leadership

- a. Work with Jantzen Dynamic Corporation and landowners surrounding the transit station to make the station a focal point through development of a public plaza and the development of mixed-use residential development adjacent to the station location.
- b. Provide for residential development near Hayden and Tomahawk Bays by working with Columbia Crossings to develop residential communities.
- c. Work with private property owners to complete a system of trails across East Hayden Island.
- d. Work with property owners to restore riverbanks by reducing the steepness of the bank, removing riprap and planting native vegetation.

Accountability: Portland Bureaus of Planning and Sustainability, Transportation, Development Services, Environmental Services, Office of Healthy Working Rivers, Oregon Department of Transportation

##### Infrastructure

- a. Implement the new street master plan to provide for a safe, connected and healthy neighborhood.
- b. Implement new special right-of-way standards that will promote walking and bicycling and easy access to the transit station.
- c. Improve on the existing trail system as funding becomes available through capital projects, safety projects and projects by private development.
- d. Provide parks and preserve natural areas.

Accountability: Portland Bureaus of Transportation, Planning and Sustainability, Parks and Recreation, Office of Healthy Working Rivers



## IMPLEMENTATION ACTIONS

### Getting Around Vision Theme

#### Infrastructure

- a. Implement new, special right-of-way standards that will promote walking and bicycling in the area.
- b. Provide local access lanes on a redesigned bridge and interchange that connect Hayden Island with Bridgeton and Vancouver, Washington.
- c. Extend the light rail network to Hayden Island and Vancouver, Washington.
- d. Develop a boat moorage for temporary docking in connection with the Columbia River Crossing project that, when permitted, avoids and minimizes impacts to the natural resource functions including shallow water habitat.
- e. Extend Tomahawk Island Drive as a "Main Street" through the shopping center and future Jantzen Beach transit-oriented development.

Accountability: Bureau of Planning and Sustainability, Portland Bureau of Transportation, Office of Healthy Working Rivers

#### Leadership

- a. Work with the CRC project to incorporate the infrastructure improvements that address mobility and access issues and natural resource issues for Hayden Island.
- b. Work with the stakeholders, including Hayden Island Neighborhood Network, river community groups, environmental and business interests, the Office of Healthy Rivers, and the Port of Portland to explore joint use of a new bridge serving potential development on West Hayden Island.

Accountability: Bureau of Planning and Sustainability, Portland Bureau of Transportation, Office of Healthy Working Rivers



### Environment and Open Space Vision Theme

#### Regulatory

- a. Review and update the natural resources inventory, environmental analysis and existing resource protection to determine appropriate levels of environmental protection for Hayden Island and its riparian areas.
- b. Modify the environmental zones for Hayden Island as needed based on the environmental analysis to meet the City of Portland's watershed health goals and regulatory obligations and to provide appropriate environmental protection for the Columbia River, shallow water habitat, riparian areas and uplands.
- c. Implement new, special right-of-way standards that will provide additional areas for stormwater management.
- d. Apply rigorous standards for water quality to all surface infrastructure, including the CRC project and local streets.

Accountability: Bureau of Planning and Sustainability, Portland Bureau of Transportation, Bureau of Environmental Services, Bureau of Development Services, Office of Healthy Working Rivers

#### Infrastructure

- a. Develop new parks and natural areas for habitat through acquisition of land for recreation, natural resource protection and restoration.

Accountability: Bureau of Parks and Recreation, Office of Healthy Working Rivers

#### Leadership

- a. Protect and conserve ecological system through creation of a Hayden Island planting guide.
- b. Undertake a planting day annually to restore the Hayden Island banks and replant with native species.
- c. Work with property owners to restore riverbanks by reducing the steepness of the bank, removing riprap and planting native vegetation.
- d. Work with Portland Parks, and Recreation, the CRC project and other partners to acquire and redevelop land for recreation and natural resource protection and restoration.
- e. Work with the CRC project to develop and implement an enhanced stormwater management system that is a "green," state-of-the-art project.

Accountability: Bureau of Planning and Sustainability, Bureau of Environmental Services, Bureau of Parks and Recreation, Hayden Island Neighborhood Network, Office of Healthy Working Rivers



# Comprehensive Plan and Zoning Code Amendments

The Hayden Island Plan will amend both the policy map that guides land use and development in the City (the Comprehensive Plan Map) and the actual zoning that implements the policy through land use regulations (Portland Zoning Map). The maps on page 34-35 show both the previous and proposed zoning designations in the Hayden Island Plan.

This section includes:

- a. How to read the zoning map
- b. Summary of the proposed zoning
- c. Summary of the zoning use and development standards (matrix)
- d. Map of existing zoning

## HOW TO READ THE ZONING MAP

The current zoning for East Hayden Island was adopted in 1991 and was based on the Multnomah County zoning that was in place when Hayden Island was annexed into the City of Portland. The proposed zoning map contains the following zone abbreviations and overlay designations:

CG	General Commercial
CN2	Neighborhood Commercial
IG2	General Industrial
OS	Open Space
R1	Medium-density, multi-dwelling, Residential
R2	Low-density, multi-dwelling, Residential
R3	Low-density, multi-dwelling, Residential
R7	Single-dwelling, Residential
R10	Single-dwelling, Residential
RF	Residential Farm/Forest
(c)	Environmental Conservation Overlay Zone
(x)	Portland International Airport Noise Impact Overlay Zone

See Zoning Map pages 34 and 35.

## *Environmental Conservation (c) Overlay Zone*

Environmental zones protect resources and functional values that have been identified by the City of Portland as providing benefits to the public. The environmental regulations encourage flexibility and innovation in site planning and provide for development that is carefully designed to be sensitive to the site's protected resources. The environmental regulations also carry out Comprehensive Plan policies and objectives.

The Environmental Conservation zone conserves important resources and functional values in areas where the resources and functional values can be protected while allowing environmentally sensitive urban development. The Environmental Conservation overlay zone is applied wherever the city determines that significant resources and functional values are present. The Environmental Conservation overlay zone is shown on the Official Zoning Maps with the "c" symbol. On Hayden Island, the "c" zone is applied to the banks of the island to protect the Columbia River and the land adjacent to it. No changes are proposed to this overlay zone at this time, although a thorough analysis of the island's environment will be undertaken as part of the West Hayden Island Plan. If determined appropriate, there may be alterations proposed for the eastern half of the island.

## *Portland International Airport Noise Impact (x) Overlay Zone*

The Portland International Airport Noise Impact overlay zone reduces the impact of aircraft noise on development within the noise impact area surrounding the Portland International Airport. The zone achieves this by limiting residential densities and by requiring noise insulation, noise disclosure statements and noise easements. With the exception of the southwest corner of the eastern half of Hayden Island adjacent to the railroad tracks and a portion of the industrial land, all the rest of Hayden Island has the "x" overlay applied. This overlay zone limits the number of residential dwellings permitted to be developed and is addressed in the proposed changes to the zoning code. No changes are proposed to this overlay zone.

# Comprehensive Plan and Zoning Code Amendments

## SUMMARY OF THE PROPOSED ZONING

The proposed zoning embraces the Hayden Island Plan's overall concept for the island as an island community with a range of housing choices and commercial and industrial areas to support residents and the marine industries, while creating a walkable community to support the proposed extension of light rail. The following are summaries of the proposed zoning.

**General Commercial (CG)** is the most prevalent zone on Hayden Island, because it provides for the flexibility to develop residential units supporting transit-oriented development and to build a sizable residential community to support local commercial enterprises. This plan proposes to change the eastern half of the manufactured home park from CG to R2 to reflect the residential nature of the existing development and to protect an affordable housing choice on the island. There are no changes proposed for the zoning of Jantzen Beach and Lotus Isle floating home moorages. The moorage is considered a multi-dwelling use and is permitted in the CG zone.

**Neighborhood Commercial (CN2)** is proposed for the area east of I-5 north of North Tomahawk Island Drive, currently zoned CG, to encourage neighborhood commercial uses within walking distance of a large portion of Hayden Island's residential community and within the pedestrian district.

**General Industrial (IG2)** is the most typical industrial zone on Hayden Island. The only proposed change to industrial zoning is on sites proposed for residential development where there are existing residential development rights under the x-overlay provisions. These sites are small and isolated for industrial use and facilitate more appropriate waterfront development. Some of the floating home moorages are zoned IG2, which allows for floating homes as a conditional use. At this time, no changes for the zoning of West Hayden Island and Tomahawk Bay moorages are proposed.

**Open Space (OS)** is proposed for Lotus Isle Park and the tennis court park on North Fir Avenue adjacent to the manufactured home park.

**Medium-density, Multi-dwelling, Residential (R1)** remains on the Columbia Point condominiums property. Columbia Point West Condominiums is proposed to be zoned R2 to reflect its current development density.

**Low-density, Multi-dwelling, Residential (R2)** remains for the western half of the manufactured home park and the lot at the northwest corner of the island at the end of North Hayden Island Drive. The R2 zone is proposed for the eastern half of the park, as described in the CG description. Columbia Point West, Waterside, Jantzen Beach Village, Riverhouse and Riverhouse East Condominiums are proposed to be zoned R2 to reflect the current development density of 5 to 20 dwelling units per acre.

**Low-density, Multi-dwelling, Residential (R3)** remains on the southern portion of the manufactured home park and is proposed for the Hayden Bay Condominiums.

**Single-dwelling, Residential (R7)** remains for the Lotus Isles Homes.

**Single-dwelling, Residential (R10)** is proposed for the Hayden Bay Marina homes. This is a change from R3 and is being proposed to reflect the current development density.

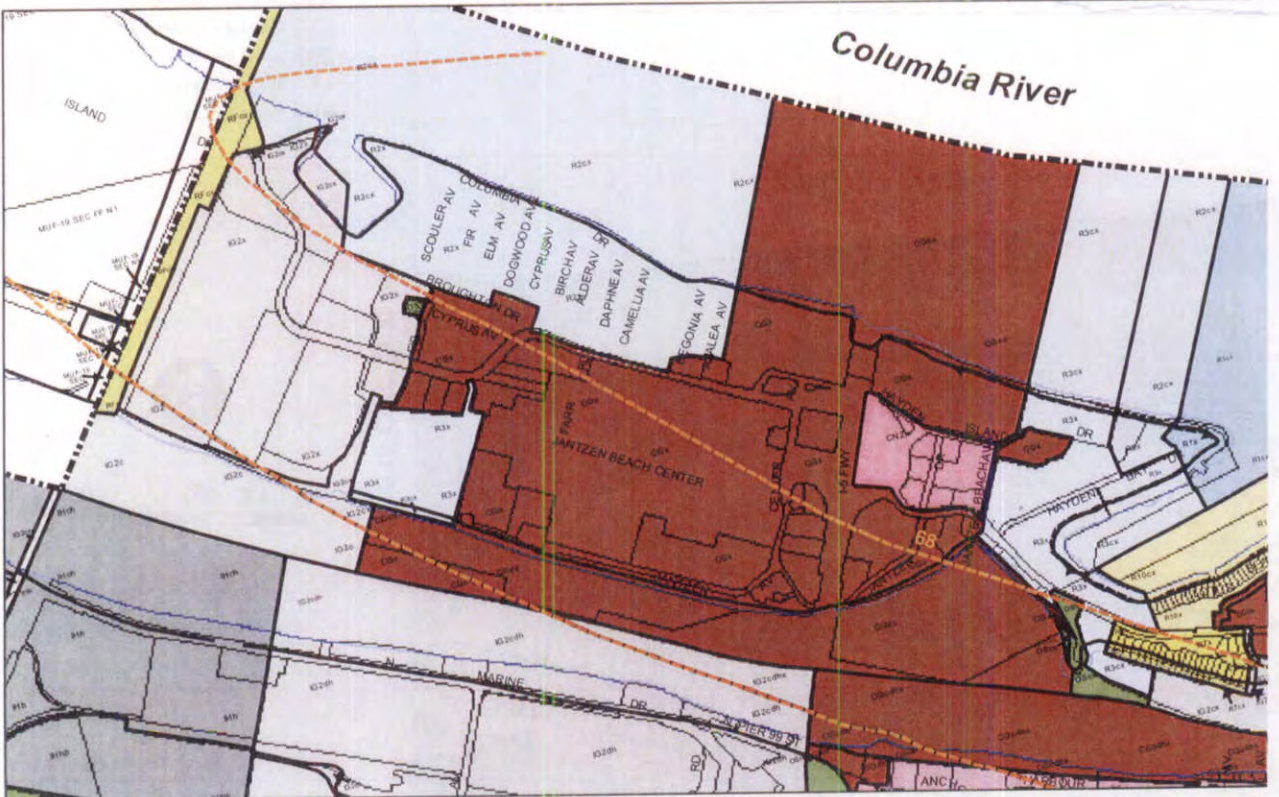
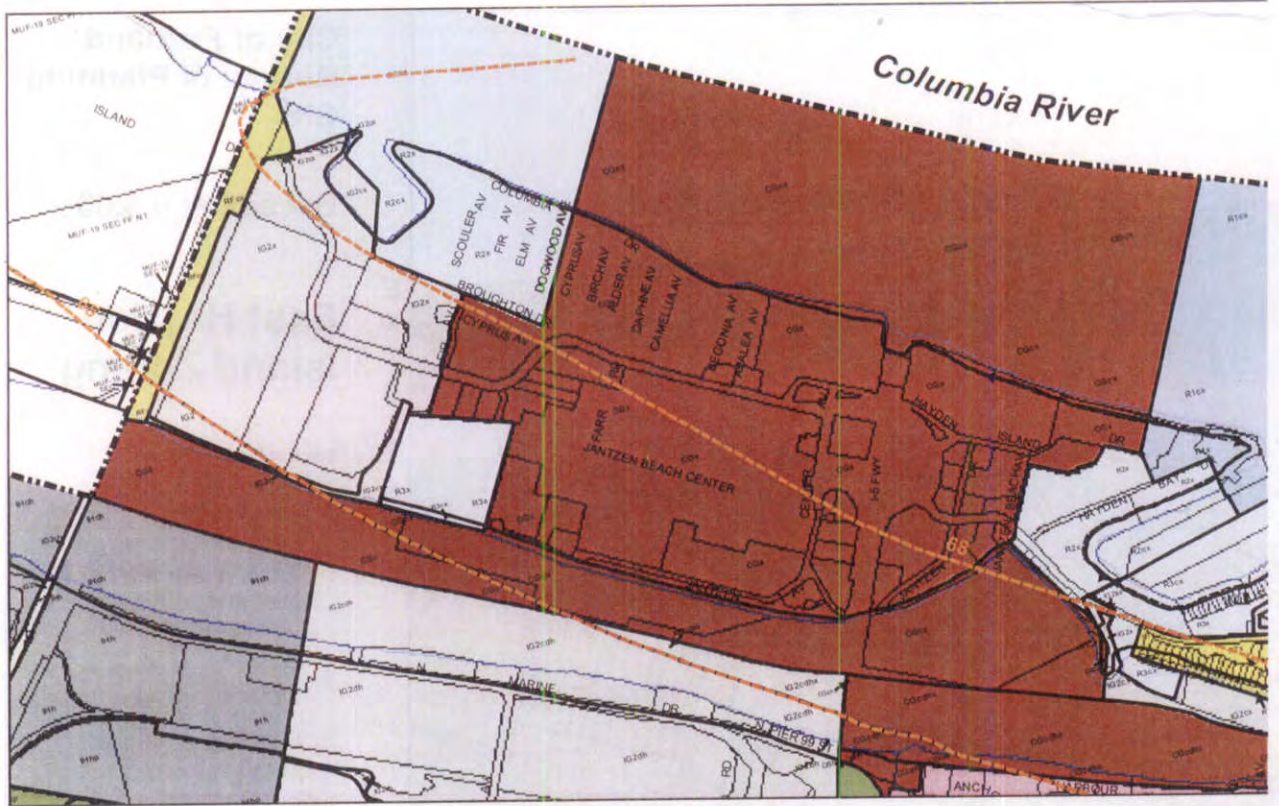
**Residential Farm/Forest (RF)** remains for the eastern tip of island and along the railroad corridor.

### Changes in Land Use >

The table at right indicates the changes in land use from what is the existing land use pattern on Hayden Island to the proposed changes in the Comprehensive Plan and Zoning Map

Zoning Classification	Existing Zoning Total Area (square feet/acres)	Existing Zoning Total Area (acres rounded)	Proposed Zoning (square feet)	Proposed Zoning (acres rounded)
CG	14,323,999	328	14,310,595	328
CN2			476,091	11
IG2	8,390,218	192	4,835,865	111
R1	202,347	5	68,176	2
R2	905,416	21	3,112,510	71
R3	1,851,883	43	1,991,171	46
R7	300,713	7	300,713	7
R10		0	839,357	19
RF	432,229	10	432,229	10
OS			40,097	1
TOTAL	26,406,805	606	26,406,804	606

# Zoning Map

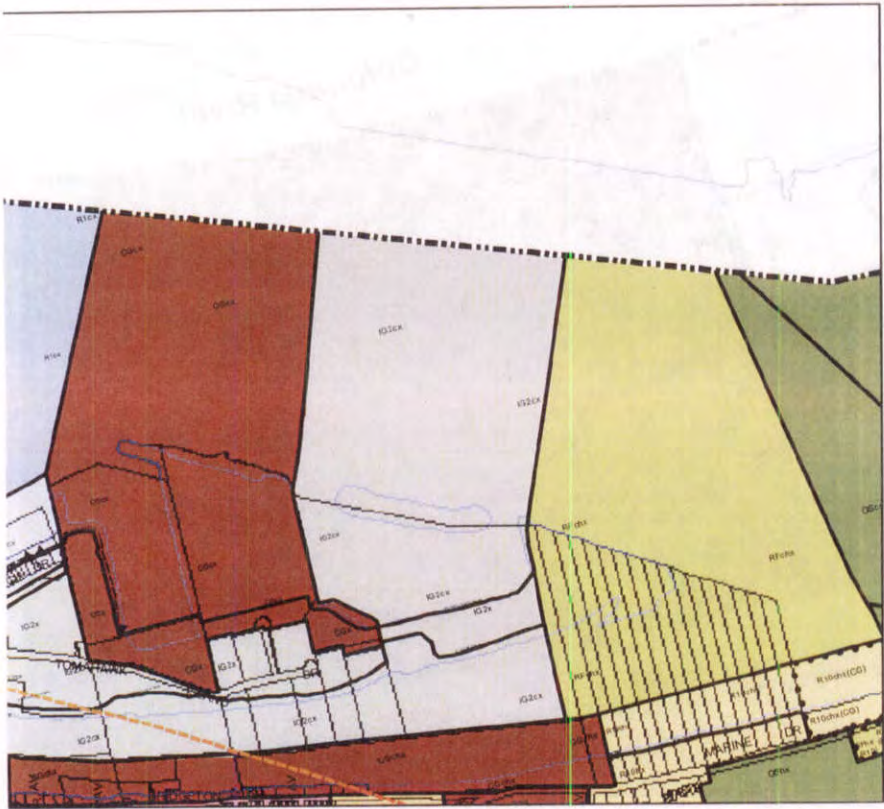


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**City of Portland  
Bureau of Planning  
GIS**

December 9, 2008

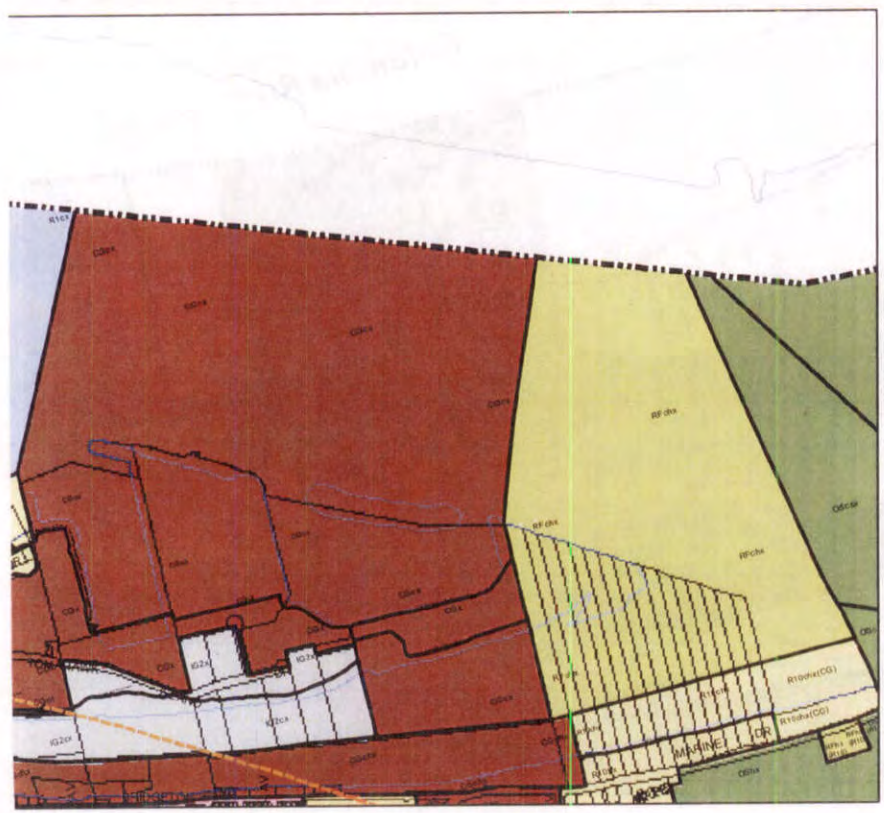
**East Hayden  
Island Zoning**



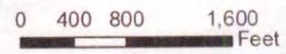
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**Zoning Designations**

- Open Space
- Residential Farming
- Single Dwelling Residential 10,000
- Single Dwelling Residential 7,000
- Multi-Dwelling Residential 3,000
- Low Density Multi-Dwelling Residential 2,000
- Medium Density Multi-Dwelling Residential 1,000
- Institutional Residential
- Neighborhood Commercial 2
- Mixed Commercial
- General Commercial
- Central Commercial
- General Industrial 2
- Heavy Industrial
- Noise Contours
- City Boundary



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## Zoning Commentary

### Hayden Island Code + Commentary Proposed Amendments to Title 33: Planning and Zoning

#### INTRODUCTION

A new chapter, Chapter 33.532, Hayden Island Plan District, is proposed to be added to the City of Portland Zoning Code Title 33 as part of this project. Additionally, Zoning Code text amendments are proposed for existing code in Chapter 33.470, Portland International Airport Noise Impact Zone. The proposed new chapter and amendments to the Zoning Code will implement the goals of the Hayden Island Concept Plan and Hayden Island Final Plan as described in this document.

This section shows the proposed new code chapter and code revisions. Please note:

- a. Odd-numbered pages show proposed Zoning Code language.
- b. Even-numbered pages contain commentary on the proposed changes. This commentary is more descriptive and indicates the legislative intent of the proposed Zoning Code changes.