

West Hayden Island Advisory Committee Meeting #3
Friday, January 14, 2011, 9:00am - 12:00pm
Bureau of Planning and Sustainability, Room 7a
1900 SW 4th Ave., Portland Oregon

Meeting Notes (Final)

Advisory Committee Member	Affiliation	Present
Susan Barnes	ODFW	X
Andrew Colas	NAMCO	X
Andy Cotugno	Metro	X
Pam Ferguson	HILP	X
Rich Gunderson	Parks & Rec	
Don Hanson	PSC	X
Chris Hathaway	LCREP	X
Brian Owendoff	PBA	
Sam Ruda	Port of Portland	X
Bob Sallinger	Audubon Portland	X
Bob Tackett	NW Labor Council	X
Victor Viets	HiNOON	X

Staff	Affiliation	Present
Jacob Brostoff	ICM (Facilitation Team)	X
Mindy Brooks	BPS	X
Eric Engstrom	BPS	
Rachel Hoy	BPS	X
Sam Imperati	ICM (Facilitation Team)	X
Phil Nameny	BPS	X
Mike Rosen	BES	X
Amy Ruiz	Mayor's Office	X
Abbey Tennis	ICM (Facilitation Team)	
Joe Zehnder	BPS	X

Public Attending (name)	Affiliation
Susie Lesehne	Port of Portland
Ann Beier	City of Portland-OHWR
Greg Theisen	Port of Portland
Chris White	Port of Portland

Welcome/Introductions

Sam Imperati welcomed the group and reviewed the agenda.

Review of 12/3/10 WHI AC meeting notes

Sam Imperati asked for any changes to the meeting notes. There was none.

Sam Imperati stated that the notes as presented would be approved as final.

Approval of Advisory Committee Charter

Sam Imperati introduced the revised charter. He explained that the changes for which there were no comments were adopted. The relevant sections for discussion today follow:

Advisory Committee Charge

Membership

Project Staff

Decision-Making Process

No modifications to project purpose.

Revision proposed by *Chris Hathaway*, last paragraph on p. 2:

In July of 2010 the City Council received a report from the CWG, and after hearing extensive public testimony, City Council directed the Bureau of Planning and Sustainability to develop a legislative proposal for annexation of West Hayden Island to the City with the intent to protect at least 500 acres as open space, and identify no more than 300 acres for future deep water marine terminal development.

It is relevant to say the outcome of the process. Add summary of recommendation, e.g. that there was none.

Sam Ruda clarified that the terminology should be accurate—not a unanimous recommendation.

Sam Imperati proposed adding a link to the report.
<http://www.portlandonline.com/bps/index.cfm?a=309737&c=50960>

Joe Zehnder added that he did not want to paraphrase the CWG document, but instead would prefer to incorporate the CWG final document by reference.

There was consensus on this change.

Bob Sallinger asked why there was the addition of the Port Commission to the Advisory Committee Charge.

Joe Zehnder explained that as property owners, the Port should be included.

Sam Ruda also mentioned the IGA.

Bob Sallinger wanted to make sure that it is clear that the City is running this process.

Victor Viets asked about the joint work sessions—would both bodies meet together?

Joe Zehnder said that they would likely be separate.

Sam Ruda said that there would be a general discussion/update at Port Commission meetings.

Phil Nameny said that there could be one or two times when the Planning and Sustainability Commission, City Council, and Port Commission could meet together.

Joe Zehnder said that they would be separate meetings.

Andy Cotugno summarized *Sam Imperati's* process explanation from the first meeting. He feels that this charge does not include recommendation. We do not have agreement on the two recommendations but we need it. This is fundamental.

Sam Imperati added “Major Process Steps” to top of p. 4.

Victor Viets clarified that the decision-making process on p. 8 said that we would reach recommendations and conclusions.

Andy Cotugno reiterated that it was important to say what the recommendations of the group would be about.

Sam Imperati moved the group onto the “Membership” section.

Bob Sallinger asked about the Tribes.

Rachael Hoy said that the City has spoken with the Tribes and that the Tribes have said that quarterly updates were how they preferred to be involved. If there were a meeting of particular interest during this year, they would like to attend.

The *Confederated Tribes of the Grande Ronde* said that they wanted to have a conversation with the City about cultural resources, but the City is providing updates to all six Tribes, including Grande Ronde, Siletz, Warm Springs, Umatilla, Nez Perce, and Yakama.

Bob Tackett asked about how alternates are identified.

Sam Imperati said that participants should email the facilitator with their alternate nominations.

Sam Imperati moved the group on to the Staff section. There were no changes.

He moved the group to Sections 8 and 9, p. 6, no changes. Page 7 is quorum, structure, meeting scheduling. Page 8 is decision-making piece, adding Port Commission. Second paragraph adds Port Commission as owner:

Decision-Making Process

The Committee serves in an advisory capacity to Bureau of Planning and Sustainability staff, the Planning and Sustainability Commission, Port Commission and the City Council, and its input will inform project activities. The Committee is not a decision making body.

The Planning & Sustainability Commission will make recommendations to City Council, who will make all final decisions regarding the concept plan(s) and annexation. The Port Commission, as owner of the property will make final decisions regarding design and implementation of development on West Hayden Island, in accordance with all applicable local, state, and federal regulations. As an advisory body, this committee should strive to craft and recommend approaches and solutions that are workable for a wide range of needs and interests, including feasibility of terminal development and should work towards completion of several concept plans by December 2011.

Bob Sallinger objected to the Port Commission being included here.

Sam Imperati clarified that *Bob Sallinger* objected to it being included in the earlier part of the charter, as well. He asked what people other than the Port and Audubon thought about this issue.

Chris Hathaway asked who would report to the Port Commission and how that would happen. *Sam Ruda* clarified that the meetings are public, and that Airport Futures got regular staff updates.

Susie Lahsene said that the IGA specifies reporting to the Port Commission and that therefore, this is not inconsistent with IGA.

Andrew Colas asked if the City Council makes final decision. He does not see a problem with it if just one body is making a decision.

Andy Cotugno said that it was not just one body – the Port Commission would need to apply for annexation. He clarified which body had which role – applicant vs. regulator.

Don Hanson said that there were two segments: 1) zoning and 2) annexation and implementation. He feels that it is good for the Port to be involved at this stage, especially as regards off-site infrastructure. Having them involved and informed up front is good. It unifies the process. The Port owns the property, and having them in charge of those decisions makes sense.

Joe Zehnder said that he appreciates *Andy Cotugno's* points, and that there might be agreements outside of regulations.

Pam Ferguson said that she is constantly standing up for the Port in the community due to negativity among neighbors, and because of this, she is a little uncomfortable with the wording. She feels that the wording says that they Port might have more influence over the committee's recommendation than she is comfortable with.

Sam Imperati said that this discussion is a vestige of the previous processes. He asked *Bob Sallinger* if the City running the process is the main issue.

Bob Sallinger said that Audubon might not be willing to participate under these terms.

Sam Ruda asked if there was a way to soften the language to “inform the Port.”

Sam Ruda said that the Port of Portland was not a passive participant, and that the Port was a key stakeholder.

Joe Zehnder said that the language did not alarm him because it is about informing the City Council and the Port Commission. He agreed with *Pam Ferguson’s* concerns about the strength of the language, but he felt that this seems factual, if a bit aggressive, due to the Port and the Council making a decision semi-jointly.

Sam Imperati asked if we needed the language at all given the statutory environment that we cannot change.

Andrew Colas said that at the end of the day, if our recommendation is that we agree with everything that *Bob Sallinger* proposes, the City Council will make the ultimate decision, but the Port will need to decide if they want to move forward with annexation or not. We are just advising City Council.

Sam Imperati said that reporting to the Port Commission could be an advantage for the “political left” because they would be hearing from a balanced committee. It could be a disadvantage – we do not know yet.

Mike Rosen said that staff is going to report to the Port Commission regardless of the outcome of this discussion. He asked for comment from Audubon and the Port about removing the sentence.

Pam Ferguson said that she would like to also remove the second line in the second paragraph.

Sam Imperati asked that the committee take it one at a time.

Pam Ferguson said that less might be more in this. Also removing p. 3 #V:

I. Advisory Committee Charge

The primary function of the WHI Advisory Committee in Phase II is to serve in an advisory capacity ~~to the Bureau of Planning and Sustainability staff, the Planning and Sustainability Commission, the Port Commission and the City Council~~ on the West Hayden Island Project and related programs. Members of the Advisory Committee will help ensure that: the project objectives are being met, the project stays on track, the work is done in a transparent way, and the result is within the framework of City Council’s Resolution 36805 and is consistent with the IGA and Work Plan adopted by the City Council and the Port. Members of the Advisory Committee will help ...
(Proposed strikeout language.)

Sam Imperati took a vote using the 1-2-3 scale:

Chris Hathaway: Do not care a whole lot one way or another. Monthly updates are going to come from staff no matter what. It may not matter. It may be easy to delete Port Commission out of there. However, the text does give “chain of command” information. (2)

Andy Cotugno: Simpler version is better. It does not reassign rights and responsibilities outside of who we are. (1)

Andrew Colas (1)/don't care.

Victor Viets: If the Port is willing to listen to the committee, then we should keep that in. (2)

Sam Ruda clarified that the IGA can be canceled by either Council or Commission with 30 days notice.

Pam Ferguson (1)/simplicity is good.

Bob Sallinger. (3)/advisory body to Council. Do not want to be advisory to Port—has not been successful in the past.

Bob Tackett. (2) No reason to take it out.

Don Hanson: (1) Simple is better.

Majority rule: We will remove it. Intent is to say that we are not changing any legal rights and responsibilities.

Sam Imperati moved the group on to *Pam Ferguson's* proposal about removing the second bullet:

- Assist in the creation of a sustainable long term vision and concept plan(s) for possible open space and possible future marine development;

She advocates removing in its entirety because it creates a perception that the process is a boondoggle.

Sam Ruda offered softening language.

Sam Imperati clarified that this is a perception issue, but there are facts that cannot be altered.

Victor Viets said that he agreed with *Pam Ferguson.* What are we gaining by stating this? It is simpler and we could avoid misinterpretations.

Joe Zehnder said that this perception is key – is there a way to avoid provoking that perception?

Chris Hathaway advocated getting rid of the first sentence.

Sam Imperati said that we could get rid of the Collaboration Principles. The political process will go on regardless of the committee's work.

Sam Imperati clarified that the motion is to remove just the blue line (2nd bullet shown onscreen with a blue line).

Pam Ferguson said that that is accurate. Remove second sentence.

All were 1 except *Bob Tackett* and *Andrew Colas*, who were 2s.

Sam Ruda asked what would happen if the Port Commission asked the City for an update. Would there be an update?

Joe Zehnder said that there would be an update.

Victor Viets said that he likes the last few words of the following:

As an advisory body, this committee should strive to craft and recommend approaches and solutions that are workable for a wide range of needs and interests, including feasibility of terminal development and should work towards completion of several concept plans by December 2011.

Victor stated that this line is in conflict with the work plan that is laid out – there, we select a preferred alternative much earlier in the process.

Sam Imperati agreed that they were in conflict and staff would look into it..

Bob Sallinger asked about V on p. 3 and if it was out, too.

Sam Imperati said that it was also out.

Andy Cotugno asked about specifying *ex officio* members and who they are.

Sam Imperati asked for changes to the consensus section. There were none.

Sam Imperati asked for changes to the next section. There were none. Referencing CWG – *Andy Cotugno* said that the first and last bullets raise questions: is increasing ecosystem function just on the island, or elsewhere? Various possibilities. Do we need to define it now? It could lead to confusion down the road.

In addition, *Andy Cotugno* feels that we want to consider impacts at the state and Pacific NW levels, as well. The Port handles a lot of freight for eastern Oregon and other parts of the larger region. This is work already done, but where are we going? Do we want to clarify this?

Joe Zehnder said that we will next talk about the process, and both of those topics are first steps once concept planning begins. He would like to have that discussion with team around concept plan, as this came out of the last process. In addition, on cost-benefit piece, when looking at costs and benefits, what is the proper geography and what are the costs/benefits.

Andy Cotugno proposed to add to the last bullet of the CWG working principles a reference to state level as an important geography.

Bob Sallinger said that we worked hard on these, and he does not want to see these things drop off the table, out of respect for the earlier process. Keeping the principles as high principles is

important. On *Andy Cotugno's* first point, it cannot just be on the island—within watershed, confluence area.

Sam Imperati said that the intent was to parallel the language in the Council Resolution.

Joe Zehnder recited language from p. 6 A: “The evaluation principles developed by the CWG should serve as core values to inform the proposal.” He proposed copying language from there. There was general consensus on this.

The language from the resolution is:

- a. The evaluation principles developed by the CWG should serve as core values to inform the proposal.

Public Comment

Sam Imperati asked for public comment. There was none.

Overview of Major Process Steps

Joe Zehnder presented the “Major Process Steps” handout and did an overview.

Joe Zehnder then asked if there were questions.

Victor Viets said that his fundamental problem with process is that if he were a corporation making a major decision, he would not select a preferred alternative before knowing the costs and benefits. He proposes that we delete the preferred alternative until the end. He is aware that it will add cost and time to the process. As an example, if the bridge to Marine Drive is part of the preferred alternative, and it makes the project cost prohibitive, you would want to know that upfront.

Joe Zehnder said that the bridge and transportation infrastructure are likely to be the only major items that would have major cost implications. He wants to go to the other side of the document. It's about cost and timing.

Bob Sallinger asked a question about recreational needs. Council was specific that it needs to be compatible with natural resources. Will we keep it that narrow?

Joe Zehnder said that it would be narrowed to compatibility with natural resources, not a regional facility.

Sam Ruda asked *Pam Ferguson* if the Island residents would prefer nature-based or non-nature based.

Pam Ferguson said that there was a lot of interest in nature-based recreation.

Victor Viets agreed with *Pam Ferguson*.

Joe Zehnder said that the first priority facility in the last Portland Parks and Recreation survey was trails. He thinks the conflict will come to whether there is boat access.

Bob Sallinger said that there is a conflict between mitigation and recreational facilities. We tend to merge recreation and natural resource enhancement. If there is to be a trail system out there, we will need to look offsite for mitigation. We should be up front about that.

Joe Zehnder said we need to clarify that issue early.

Phil Nameny read from the resolution. Page 6, g.

Bob Sallinger clarified that the working principles are different from the Goal 5 requirements (Environment, Social, Economic and Energy, or “ESEE” analysis). He asked if the aspirations are the principles or the ESEE analysis.

Joe Zehnder said that the CWG Principles are used to evaluate Concept Plan alternatives. The ESEE will be applied to preferred alternative. This group will have reached some consensus around how well we have met these aspirations. The ESEE is the formal check that we have to do at the end for the state.

Bob Sallinger raised a concern that this not come down to a “crunch” at the end as happened in Airport Futures.

Victor Viets said that he was stuck at the frontend with the Concept Plan. City Council made a giant step forward with what the concept plan is: property is divided up and there are minimum/maximum sizes for each piece, etc. What is left is how to configure marine terminal and what has to be done with trails, etc. We do not know what goes on the marine terminal. How do you handle the various types of commodities that go through there? Different kinds of cargo have different impacts – airborne particulates, specifically. How do you know what the impacts are if you don’t know what the kind of facility will be? The Port is waiting for the customer to come in.

Sam Ruda said that the Port is waiting for this process to finish first.

Joe Zehnder said that there is a universe of what terminal characteristics there are depending on what is being shipped. An early step is how many types of terminals are being considered. Early on, we do an analysis of impacts from the various kinds of terminals. We will need to know this for the concept plan. Is it worth carrying a potential kind of terminal into the future if there is a lot of anxiety about the potential impacts? It is a committee recommendation as well as a Port business decision. What are the specific off-site impacts, for example traffic, others? This needs to be fleshed out early on.

Sam Imperati said that the group would likely agree on most elements of a concept plan, but there will probably be two or three elements that will generate controversy or raise questions that we cannot answer.

Joe Zehnder said that as we have been thinking through the RFPs, we originally scoped each study task as a separate RFP. Last time, with the single master contract, there was concern about the ability of the contractor to do the work, and then concern about the validity of the work. However, the multiple RFPs have caused confusion. Based on comments from *Bob Sallinger* and others, we are planning to roll the separate RFPs back into one large RFP. Rail configuration, operational efficiencies, concept plan, transportation, and cost/benefit analysis will be one RFP. We think this will be better for the management of the whole project.

Sam Imperati said that it was time for the group to take a break.

Break

Sam Imperati asked for feedback on the process handout.

Andy Cotugno said that p. 2 of the handout identifies multiple RFPs.

Joe Zehnder clarified that it was a single RFP.

Don Hanson agreed that a single RFP is a better solution, but that it is better to keep the consultants separate.

Victor Viets said that we had tried the single contractor approach last time, and it failed. What is different about this time? There is a limited pool of people available who can do this kind of work.

Sam Imperati asked for comments and to hold concerns about the single RFP idea until the next part of the meeting. He asked for any final comments on the two-page handout.

Sam Imperati moved the group onto the next agenda item: "Review Concept Plan and Other RFP Work Scopes."

Review Concept Plan and Other RFP Work Scopes

Task 1

Sam Ruda said that the Port's experience was that consulting firms that do not have all the expertise to manage a large RFP would sub out the work.

Andy Cotugno asked about *Joe Zehnder's* previous consolidated RFP proposal. He clarified that it is not one single RFP – there are still several RFPs, but a bundle of tasks have been consolidated into one RFP.

Joe Zehnder agreed that that is an accurate characterization of the structure of the RFPs.

Andrew Colas said that last meeting, he expressed concerns that the RFP may be too big for small consultant shops to take on. If there were a way to structure the RFP so that there are smaller subcontractors, he would advocate for that.

Joe Zehnder said that this now consolidated RFP is big enough to require Council approval, and we can add targeted business/MWESB provisions.

Andrew Colas said that he was not concerned so much with diversity as he was with supporting small businesses.

Sam Imperati added some more information on the MWESB program.

Victor Viets asked about the impacts evaluation/analysis. He wants to ensure that all sensitive receptors are covered. Off-site mitigation needs for the marine terminal development also need to be included.

Joe Zehnder agreed that this was a good point. We are not obligated to put the specifics in here, but we can use these as examples.

Sam Ruda asked if the work scope included more environmental mitigation or mitigation for other (transportation) impacts.

Joe Zehnder said that the mitigation of impacts on East Hayden Island (EHI) is something that we would likely discuss. He was thinking primarily of traffic or particulates.

Bob Sallinger pointed out a discrepancy. The peer review for the work that went on in round one is happening at the same time as the new work, so there could be a conflict there. The other issue is using WHI as a mitigation bank for other projects. This belongs somewhere.

Susan Barnes said that the fifth bullet should include natural resources, not just traffic. Should the mitigation address impacts to all surrounding areas, not just those on E Hayden Island?

Task 2

Victor Viets asked to talk about the fundamental design approach. We have been struggling with the same kind of issues on the CRC. When the consultants/staff go into a room and we are subsequently presented with concepts, then positions get fixed before we can provide our input. He suggests that some of the stakeholders go with staff into the smoke-filled room – that we participate in the design process. He advocates for a more integrated approach to include the community. This is one of the most important steps here.

Joe Zehnder called the group's attention to task 1.3.

Don Hanson said that we need to delineate the number of options. In his experience, doing more than three is never useful. He feels that it is important that the best time for dialog with the committee be after constraints and alternatives. What are the points of emphasis that the different alternatives are going to take? There are some basic parameters – 300/500, etc. It could be one alternative with variations on parts. We need to give the design team clarity on that. When they come out of the smoke-filled room, you will not be surprised because you had input into what went into the room.

Task 3

Bob Sallinger said that infrastructure needs to fit within the 300 acres. He also wants the recreational needs aspect included.

Sam Ruda said that he feels that this (the inclusion of the infrastructure in the 300 acres) is an overreach.

Sam Imperati read the resolution. Page 6, c. He said that the consultants would be given the resolution and IGA.

Bob Sallinger said that Council added in roads and bridges because they wanted to keep the footprint smaller. We need clarity on that now; otherwise, there will be controversy later. He asked *Amy Ruiz* if that was accurate.

Amy Ruiz agreed that it was.

Sam Ruda clarified that he did not want to include infrastructure in EHI.

Sam Imperati clarified that the CRC would not be included.

Sam Ruda agreed with this.

Joe Zehnder said that the footprint included the bridge, but not the pre-existing utility corridor. He asked the committee if that was the group's understanding.

Mike Rosen said that if there was infrastructure on the island that was required; then, it counts against the 300 acres. On the cost side, supporting infrastructure, wherever it is, goes into the cost side of things.

Joe Zehnder agreed, and identified the road to the terminal and the marine terminal itself, and any other utility corridors like a rail spur, would be included.

Bob Sallinger asked that buffers be included in the 300 acres.

Mike Rosen said that buffers would be part of the design. As we evaluate the effectiveness of either facility, 300/500 and buffers will come up. If an intense industrial use has impacts on the natural resources, then we would need to consider that but that is part of the design discussion.

Victor Viets said that any riparian buffer would be part of the 500 acres. It does not make sense to penalize them for the riparian buffer.

Don Hanson said that this is part of a site plan review.

Joe Zehnder reiterated that this is part of the design process.

Sam Imperati said that today's goal is to get the RFPs out the door – not debate results.

Victor Viets raised concerns about the mismatch of detail. On the marine terminal, we are going to have to be vague. However, the street planning proposed by PBOT is a level of certainty far beyond what we can predict. We do not need to know the exact configuration of the cross-section. This implied that we know more than we do.

Joe Zehnder said that the goal was to know how wide the cross-section was and a street classification.

Phil Nameny clarified that Task 3 is taking a preferred concept plan and doing the public infrastructure analysis.

Joe Zehnder added that in Task 2, we picked our preferred alternative. In Task 3, we will know what kind of infrastructure we need.

Susan Barnes asked where the evaluation of the natural resource values and the evaluation of the alternatives.

Joe Zehnder clarified that it was in 2.2.b. In Task 1, we will lay out the criteria. Then, we will evaluate alternatives against the criteria.

Task 4

Bob Sallinger asked why the ESEE consultant was separate from the cost-benefit consultant.

Joe Zehnder compared the ESEE work to an EIS, whereas the cost-benefit work is economic in nature.

Pam Ferguson asked where the health impact analysis goes.

Joe Zehnder said that these would go into the criteria that we would use for the alternatives analysis. He believes that they will vary more by the kind of terminal. The public health impacts are more relevant to the alternatives analysis than to the ESEE.

Bob Sallinger reiterated his comment about the timing. He was wondering how this integrates with the cost-benefit analysis, both in terms of using the previous work, as well as new work. He wants to make sure that the two processes (preferred concept and cost benefit analysis) get integrated.

Joe Zehnder said that he believes that early on in the process, we will know what the major issues are that will have significant impacts. Minor acreage changes probably will not. Type of terminal might. A new bridge definitely will. We will have that team on board and do that process in an integrated way.

Andrew Colas asked what the criteria would be for selecting the consultants. He offered some specific advice about encouraging small businesses.

Joe Zehnder said that staff could share this information with *Andrew Colas* and others who are interested.

Victor Viets proposes that on the environmental side, there are some big swings that could happen based on the option that ends up being selected.

Option 1: Clean it up, leave it alone.

Option 2: Maximum restoration.

Option 3: Use 500 acres for as much mitigation as possible for the damage done on the 300 acres.

He advocates that we break our thinking apart so that we can cover that range of options on the other end of this process. What is the best environmental plan vs. what is the best marine terminal plan?

Mike Rosen responded to *Andrew Colas'* comment by saying that there may not be lots of flexibility in terms of developing the criteria for consultant selection.

Sam Imperati said that the Council has specific requirements, and there are 15 RFP Diversity in Employment points.

Mike Rosen talked about grant processes where the City was trying to build in diversity and equity. There are legal issues, but there may be some leeway.

Bob Sallinger said that the mitigation piece seems quiet in the document. The project lives or dies on mitigation. If we can demonstrate that mitigation can be done, then it can be a successful project from the perspective of the environmental community. The more specific and upfront we can be, the less controversy there may be at Council. Airport Futures got “over the hump” when we resolved the mitigation issues.

Sam Ruda said that there is a body of work on mitigation.

Greg Theisen referred the group to his comments at the last meeting.

Sam Imperati said that staff has an evolving set of documents that summarize the previous work.

Joe Zehnder proposed that we review the list of comments for the RFPs. He would like to get the RFPs out the door before the next meeting.

Sam Imperati said that this would be an evolutionary process, once the contract is let. He proposes that staff make the changes that we talked about and get the RFPs moving.

1 Vote: Everyone else.

2 Vote: Bob Sallinger.

3 Vote: No one.

Cost-Benefit Analysis

Chris Hathaway asked if a contractor could be used from a flexible services contract for Task 3 if there is currently no budget for this task.

Joe Zehnder said that it depends on the scope.

Bob Sallinger said that the consultants last time said that there was inadequate funding. Many people said that the City was not looking for answers with what they were paying. He feels that the process fell apart because of this last time. It kept being put off until the next phase, and a lot of extra money was spent despite this. He has talked with consultants who said that they would not bid based on what is being offered.

Sam Ruda agreed with *Bob Sallinger* that more money may be needed, but the IGA might need to evolve to accommodate more resources for consultants.

Mike Rosen asked if *Bob Sallinger* had a ballpark figure and how he would propose that be determined.

Chris Hathaway asked if we were talking about the public benefits piece.

Mike Rosen said that we were talking specifically about the public benefits piece. However, *Bob Sallinger* said he was talking about all of the RFPs.

Sam Ruda asked if there could be a pre-bidding conference.

Joe Zehnder said that there could be.

Sam Imperati said that this can add time to the bidding process.

Mike Rosen said that he wanted to get this resolved sooner than later. Will the Port provide more funding, or will the City provide more funding? He would rather make a commitment to do that than come back here in a month and be unhappy with the contractors that bid.

Andrew Colas asked if pricing could be a criterion for contractor selection.

Joe Zehnder said that that is possible. He asked for feedback from consultants.

Andrew Colas reiterated his point about using a cost criterion.

Victor Viets said that the basic problem is that the City has defined a scope and budget, and we are pushing too hard given the money. We could ask consultants to accomplish our objectives via alternative approaches that might be more cost effective.

Joe Zehnder thanked the group for the discussion.

Don Hansen asked about the total budget.

Joe Zehnder said that it was about \$120-140K.

Don Hansen pointed out that one person full time for a year would be billed at approximately \$160K. He feels that it is a range between \$160K and \$250K.

Mike Rosen asked if that was getting to what *Bob Sallinger* was asking.

Bob Sallinger said that it was, and that he deferred to the consultants in the room.

Mike Rosen asked the consultants in the room to think about the budget.

Don Hanson said that often, consultants are told the basic goals; then, they provide a proposed budget working down from there.

Mike Rosen said that we are not going with lowest bidder; we are going with most cost effective. Either we have enough money or we do not. We should be careful to set aside enough money to do this right. He asked *Sam Ruda* if there is some flexibility on the part of the Port.

Sam Ruda said that there might be.

Victor Viets said that you get what you pay for, and that you need to give the consultants the flexibility to give us a good package.

Mike Rosen said this was the "catch-22." Last time, we said we have this much money, and it was not enough. He is hearing that the process that we are starting should have an adequate budget for quality consultants. If the expectations exceed the budget, he wants to address that now.

Mike Rosen asked if that was the consensus of the room, and the reply was, "yes"

Timeline

Sam Imperati referred the group to the timeline handout due to lack of time, and tabled the discussion until next meeting.

Selection Committee Membership/Recruitment

Sam Imperati said that *Brian Owendoff*, *Bob Sallinger*, and *Sam Ruda* have volunteered to be on the consultant selection committee. This will be a lot of work, but it is open to all. It is a 5-8 hour per contract commitment of time. He asked for other volunteers. He identified that there are City requirements for the size and composition of the group.

Victor Viets volunteered.

Sam Imperati said that it would be within 6 - 8 weeks.

Phil Nameny said that it would take a little longer due to the conversation today. Three groups with 1 - 2 advisory committee members on each.

Joe Zehnder said that the priority is the concept plan and cost-benefit analysis, but the harbor lands review is also open to the committee.

Advisory Committee Internal Communications Protocol Discussion

Tabled until next time.

Wrap-up/Next Steps/Future Meeting Dates (2/18, 3/18, 4/15, 5/20 and 6/17)

Tabled until next time.

Sam Imperati then closed the meeting by thanking everyone.

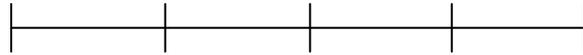
Adjourn

January 14, 2011 WHI Advisory Committee Meeting Evaluation

1. OVERALL MEETING QUALITY: Poor Fair Good (2) Very Good (1) Excellent (2)

Too Slow Just Right (5) Too Fast

2. PACING:



3. CLARITY PRESENTATIONS: Poor Fair Good (2) Very Good (3) Excellent

4. DOCUMENTS: Poor Fair Good Very Good (5) Excellent

5. DISCUSSION: Poor Fair Good (2) Very Good (3) Excellent

6. MOST USEFUL?

- Getting documents before meeting. "Homework".
- Materials
- I appreciate Sam I's focus on what's important and what is not. It helps me.

7. LEAST USEFUL?

- Not enough coffee

8. COMMENTS, SUGGESTIONS, OR QUESTIONS?

- Voting system works.

West Hayden Island Advisory Committee Meeting #3
Friday, January 14, 2011, 9:00am - 12:00pm
Bureau of Planning and Sustainability, Room 7a
1900 SW 4th Ave., Portland Oregon

Working Draft Agenda

Directions: The 1900 Building is located at the corner of SW 4th & SW Hall in downtown Portland, on the Portland State University Campus. Parking is available on street or under the building (entrance to underground building parking on SW 4th at SW College). We encourage you to consider using another mode of transportation. The 1900 Building is easily accessible by walking, bicycling or transit. There is bicycle parking on the south side of the building. Several bus lines stop within short walking distance of the building. Tri-Met Yellow and Green Line MAX trains stop approximately 3 blocks away, at SW 5th & SW Mill. The Portland Streetcar stops just north of the 1900 Building, on SW 3rd & SW Harrison. Note: The City of Portland does not validate parking.

9:00 – 9:05	Welcome, Introductions, and Announcements (Sam)
9:05 – 9:10	Approval of 12/10/10 Meeting Notes (Sam)
9:10 – 9:40	Approval of Advisory Committee Charter (Sam)
9:40 – 9:50*	Public Comment *Approximate time
9:50 – 10:20	Overview of Major Process Steps (Joe)
10:20 – 10:30	Break
10:30 – 11:15	Review Concept Plan and Other RFP Work Scopes (Joe)
11:15 – 11:30	Timeline (Rachel/Phil)
11:30 – 11:40	Selection Committee Membership/Recruitment (Sam)
11:40 – 11:50	Advisory Committee Internal Communications Protocol Discussion (Sam)
11:50 – 12:00	Wrap-up/Next Steps/Future Meeting Dates (2/18, 3/18, 4/15, 5/20 and 6/17) (Sam)
12:00pm	Adjourn

West Hayden Island Project – Phase 2 1-7-11 Draft WHI Advisory Committee Charter

I. Project Purpose:

Through Resolution #36805, City Council has directed the Bureau of Planning & Sustainability to develop a legislative proposal for annexation of West Hayden Island (WHI) to the City with the intent to protect at least 500 acres as open space, and identify no more than 300 acres for future deep-water marine terminal development. The bureau will bring a proposal to City Council for their consideration by December of 2011.

The project will include consideration of annexation, Comprehensive Plan designations, zoning and WHI Plan District designations for WHI, consistent with statewide planning goals, statutes, and state, regional, and local regulations. The City uses a “plan district” framework, as defined in the Portland Zoning Code, to implement locally specific area plans. It is envisioned that any WHI Plan District would establish the zoning for the property and allowed uses if approved by City Council. The WHI Plan District would be intended to provide a decision-making framework for future review of specific proposals. Any WHI Plan District would not provide immediate authorization for specific development at this time, and therefore no state or federal permit applications will be part of this process.

There will be stakeholder involvement and a public involvement program. Consultants with subject expertise will be used to provide background technical information and analysis to inform this process.

II. Project Objectives:

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

III. Policy Context

As part of all planning processes, the City of Portland must consider Oregon Statewide Planning Goals, the Metro Urban Growth Management Functional Plan (UGMFP), and the City of Portland Comprehensive Plan Goals and Policies. In 1983, West Hayden Island was brought into the Urban Growth Boundary for marine industrial land use purposes. WHI is designated as Marine Industrial Land on the Metro 2040 Growth Concept Map and as a Regionally Significant Industrial Area on the Title 4 map. WHI is identified by Metro as a high value riparian area and a Habitat of Concern in the regional natural resources inventory, and as a Moderate Habitat Conservation Area in Title 13, and requires the City to develop a district plan in cooperation with the Port to address the moderate HCA designation.

IV. Project History (What Happened in Phase 1)

In the summer of 2007, the City began preparation of the Hayden Island Plan (for that portion of the island east of BNSF railroad tracks), which does not include WHI. The Hayden Island Plan was scheduled to coincide with the work on improvements planned for the I-5 corridor across Hayden Island, known as the Columbia Crossing. The City also initiated a new WHI planning process at that time, to respond to the regional policies noted above, and to ensure that plans for the future of WHI are closely linked to plans for the rest of Hayden Island, and the Columbia Crossing.

During Phase I of the WHI Project, a Community Working Group (CWG) was formed and met monthly to hear consultant updates on the Economic and Environmental Foundation Studies that would inform their discussions. Their charge was to advise City Council on how marine industrial, habitat, and recreational uses might be reconciled on WHI and, if they determined that a mix of uses is possible on WHI, to recommend a preferred concept plan. The CWG created a set of principles (Attachment A) that will guide further planning in Phase II.

During phase one the City hired ENTRIX inc. to produce several Foundation Studies, providing background information about the environmental and economic aspects of the project. A number of other white papers were also produced by staff.

To help City staff in reviewing these products, a Technical Advisory Pool (TAP) was also created. The TAP functioned as a pool of experts on issues related to the West Hayden Island project. The TAP met intermittently to review information and provide their technical comments. Their comments are available on the project website. TAP members included representatives from Federal and State environmental and economic agencies, Metro, City Bureaus, PDC, Portland Audubon, and the Port of Portland.

In July of 2010 the City Council received a report from the CWG, and after hearing extensive public testimony, City Council directed the Bureau of Planning and Sustainability to develop a legislative proposal for annexation of West Hayden Island to

the City with the intent to protect at least 500 acres as open space, and identify no more than 300 acres for future deep water marine terminal development.

For more information, and specific project documents, refer to the project website: <http://www.portlandonline.com/bps/index.cfm?c=49815>.

V. Advisory Committee Charge

The primary function of the WHI Advisory Committee in Phase II is to serve in an advisory capacity to the Bureau of Planning and Sustainability staff, the Planning and Sustainability Commission, the Port Commission and the City Council on the West Hayden Island Project and related programs. Members of the Advisory Committee will help ensure that: the project objectives are being met, the project stays on track, the work is done in a transparent way, and the result is within the framework of City Council's Resolution 36805 and is consistent with the IGA and Work Plan adopted by the City Council and the Port. Members of the Advisory Committee will help:

- Shape the scope and accuracy of technical reports to City Council regarding additional questions about possible marine industrial development on WHI;
- Assist in the creation of a sustainable long term vision and concept plan(s) for possible open space and possible future marine development;
- Shape the language of a plan district for possible habitat, natural resource and recreation improvements and possible future marine industrial development on West Hayden Island, which should include requirements and standards that (may or will) guide future development activities; and
- Consider and integrate public input as part of their guidance to City staff

These responsibilities will be carried out by performing the following functions:

- Reviewing background materials to understand phase one of the WHI project;
- Advising staff on consultant scopes of work and hiring; in addition to including a member of the Advisory Committee or a person chosen by the Advisory Committee on all consultant selection committees;
- Reviewing changes in project activities or timeline, if those occur,
- Reviewing and commenting on the development of the concept plan (s); and offering comments to the Planning and Sustainability Commission;
- Advising staff on the formation of expert panels to review consultant and staff reports for technical accuracy;
- Advising City staff as they explore potential solutions to communications issues raised by the public as well as receiving public input to inform their project discussions;
- Advising City staff on ways to solicit public input on the plan district, and other legislative documents and also how to incorporate public input into the proposed planning documents; and
- Attending Council work sessions and Port Commission check-ins as needed to offer comments on project activities and progress.

VI. Membership

The Mayor has appointed 12 members to participate on the Advisory Committee. One seat will be filled by the Port of Portland. The remainder of the membership will include people who live on Hayden Island and representatives from environmental and economic interest groups and organizations. Each appointee may also have an alternate.

Due to the complexity of the process, it is best to have one person represent each interest throughout the planning process to maintain continuity of discussion and recommendations. If necessary, AAC members may identify an alternate to represent them in their absence, preferably at the outset of the process.

It will be the responsibility of the primary AC member to keep the alternate informed so they can represent their group in case the primary AC member is absent. Alternates may attend AC meetings, but will not sit at the main table or vote, unless they are substituting for the primary AC member. Notice of substitution must be submitted to the AC facilitator in advance of AC meetings.

AC member resignations, changes, and replacements must be submitted in writing to the AC facilitator by the representative interest group/organization. As noted above, Mayor Adams or his designee will make all appointments to the AC, including replacements of existing AC members due to resignations or extended absences, based on nominations from the process interests, except for alternates, which may be named by appointees to the committee.

VII. Project Staff

The City will staff the AC process. A list of project staff and their roles can be found at www.portlandonline.com/bps/whi. Their goal is to provide a process that will be open, honest, and transparent with a special emphasis on early involvement in providing policy-setting input.

The project staff commits to:

- 1) Clearly define opportunities where the public can provide timely input so that there is an opportunity to affect change.
- 2) Be accessible, inclusive, meaningful, regular, timely, open, fair, and honest. This includes providing information in as much advance as practical.
- 3) Ensure a collaborative involvement process between the City and stakeholders, and meet the planning timelines of the City.
- 4) Provide an ongoing record of public input, questions, and responses, as well as a mechanism to make this information available to the public.
- 5) Include periodic community-based meetings in Portland where the public will be updated on committee activities and have the opportunity to inform policy-making.

- 6) Provide the public with a way to stay involved and informed during the process.
- 7) Provide interactive meetings with small group breakouts, which distinguish between information and input opportunities in public meetings.
- 8) Wherever possible, design interactive formats for all meetings to ensure a balanced and fair discussion of issues, ensuring all perspectives are heard.
- 9) Provide the AC with the relevant, objective information, in a timely fashion, necessary to make informed decisions. Presentations will provide the facts – pro and con – surrounding the issues in a readily understandable format.
- 10) Provide the big picture context and interconnections surrounding all issues, before asking the AC to make a recommendation.
- 11) Be responsive to AC requests for information and process support, be clear and transparent about staff positions, and be open to carefully considering AC recommendations.
- 12) Provide for an equally balanced process for all natural resource and economic elements of the project.

VIII. Technical Advisory Committee (TAC) and Technical Advisory Pool (TAP)

Technical experts will be selected by staff with the advice of the Advisory Committee to review staff and consultant studies, to offer feedback and suggestions for changes before the reports are released for public use. Some example panels may include specialty planning/design panels, environmental specialist panel to review/discuss NRI or site layout impacts on the island habitats, regional policy makers, and expert's panel to look at land management options and rail analysis panels. The NRI will be completed for Hayden Island as a whole and will include the southern back of the Columbia River. City staff and other technical experts will be chosen to participate in technical panels based on their expertise in the subject matter of the studies. Members of the TAP (see below) from Phase I may be included in the pool of candidates for the panels.

The Technical Panels may meet for a ½-day workshop after reviewing reports, consultant studies or other work to offer feedback. They may also be asked to meet with the Advisory Committee to provide a summary of suggested changes/modifications for the specific report they are assigned to review.

The TAP, set up under Phase One of the project, would be transitioned into a pool from which to pull people into the Technical Panels, as well as to provide e-mail updates on project activities.

IX. Retained Technical Consultants

The City will retain consultants based upon feedback of the AC.

X. The Facilitator

An independent facilitator has been hired as a process manager by the City, separately from the other consultants. He will assist the AC and staff. He will also facilitate AC meetings and provide advice on the public involvement program. The facilitator's "client" is the AC process, but neither AC membership, nor process participation is a substitute for independent legal or other professional advice. That is the responsibility of the process participants. The facilitator will be responsible to ensure the AC process is fair, well run, and productive. The facilitator will be available as a resource to the City for minor conflict resolution and process improvement suggestions. As a neutral collaborative process provider, the facilitator will not act as an advocate for anyone on any substantive issue. However, the facilitator may propose substantive suggestions for AC consideration, but will not make decisions on substantive issues.

The Institute *for* Conflict Management, Inc. (ICM, or the facilitator) has been hired for this process. ICM's Executive Director, Sam Imperati, will act as the facilitator. ICM, Sam Imperati, and any subcontractors are not employees of any participant. ICM's written contract is available for review. The facilitator will not be influenced by payment source. The City has agreed that his status of facilitator will not be changed without first consulting with the AC.

The facilitator may have non-confidential, informal communications and perform facilitation activities with staff and AC members, between and during meetings. The facilitator will address situations where it appears a participant is not acting according to this Charter or if it appears probable that the AC will be unable to fulfill its Charge.

XI. Meeting Schedule and Process

The Advisory Committee will meet monthly from November 2010 to December 2011, or as required to keep track of issues and the progress of the project. The Facilitator and City staff will prepare the Agenda for Advisory Committee Meetings, and organize, and schedule them.

XII. Public Involvement

A detailed Public Involvement Program for this planning process can be found at the project website. (www.portlandonline.com/bps/whi) As the City staff involves the broader community in the issues that the AC will be exploring, they will be providing summaries to the AC for their consideration and comment.

XIII. Collaboration Protocols

A. Quorum

A quorum is a simple majority of voting AC members or their alternates. If there is no quorum, the facilitator can cancel/reschedule or conduct the AC meeting and send all meeting notes and materials to the members for voting at the next meeting.

B. Open Meetings

Meetings of the AC, TAC, and AC subcommittees are open to the public and will include an opportunity for public comment. Notice of AC meetings will be posted in advance of meetings on the joint project website. Notice of subcommittee meetings will be posted in advance of meetings. AC and AC subcommittee meeting summaries will be posted on the website as soon as possible following each meeting.

C. Public Comment

The facilitator will provide periodic public comment opportunities for non-AC members during meetings before AC makes a decision. Comments from the public will be limited in time to allow sufficient opportunity to conduct the other portions of the AC agenda. Typically, comments will be limited to a maximum of three minutes per person. The public is encouraged to submit written comments to project staff for circulation to the full AC.

D. AC Member Commitments to Each Other

The AC members, project staff, and participants will participate in good faith, which means:

- 1) Prepare for and set aside time for the meetings and the whole process,
- 2) Participate fully, honestly and fairly, commenting constructively and specifically,
- 3) Speak respectfully, briefly and non-repetitively; not speaking again on a subject until all other members desiring to speak have had the opportunity to speak,
- 4) Allow people to say what is true for them without fear of reprisal from AC members or the City,
- 5) Avoid side conversations during meetings,
- 6) Provide information as much in advance as possible of the meeting in which such information is to be used and share all relevant information to the maximum extent possible,
- 7) Generate and explore all options on the merits with an open mind, listening to different points of view with a goal of understanding the underlying interests of other AC members,
- 8) Consult appropriately with their interest groups/organizations and provide their input in a clear and concise manner,

- 9) Agreeing to work toward fair, practical and durable recommendations that reflect the diverse interests of the entire AC and the public,
- 10) When communicating with others, accurately summarize the AC process, discussion and meetings, presenting a full, fair and balanced view of the issues and arguments out of respect for the process and other members,
- 11) Success depends on a full airing of the ideas and opinions of each committee member. Members should be forthcoming and honest during discussions and in the consensus process. When a consensus recommendation is reached, each member owes it to the others and to the process to not attempt to effect a different outcome outside of the AC process once the AC has reached a consensus recommendation,
- 12) Strive vigorously for consensus and closure on issues, and
- 13) Self-regulate and help other members abide by these commitments.

XIV. Decision-Making Process

The Committee serves in an advisory capacity to Bureau of Planning and Sustainability staff, the Planning and Sustainability Commission, Port Commission and the City Council, and its input will inform project activities. The Committee is not a decision making body.

The Planning & Sustainability Commission will make recommendations to City Council, who will make all final decisions regarding the concept plan(s) and annexation. The Port Commission, as owner of the property will make final decisions regarding design and implementation of development on West Hayden Island, in accordance with all applicable local, state, and federal regulations. As an advisory body, this committee should strive to craft and recommend approaches and solutions that are workable for a wide range of needs and interests, including feasibility of terminal development and should work towards completion of several concept plans by December 2011.

The group should engage in open and constructive dialogue to ensure that potential solutions are well tested and that diverging opinions are aired, discussed, and documented.

A. Developing Recommendations

The facilitator will assist the AC in identifying objectives, addressing the diversity of perspectives, and developing substantive, practical recommendations to implement its Charge. The AC will use a *Discussion Draft* process and a *Consensus Decision-Making* model to assist the process. The AC will make draft recommendations on an “issue-by-issue” basis, and then final recommendations as a “package” at each milestone, and again at the conclusion of the process.

B. Representative Voting

Each AC member will have one vote except those non-voting members (Ex Officio members.) A vote represents that the member will recommend to his or her organization or group that they should support or oppose the voted-upon proposal consistent with the member's vote. The names of those voting in favor and those voting against a proposal will be noted and included in the AC's recommendations and the City staff recommendations to the decision-makers.

C. Consensus

Consensus decision-making is a process that allows AC members to distinguish underlying values, interests, and concerns with a goal of developing widely accepted solutions. Consensus does not mean 100% agreement on each part of every issue, but rather support for a decision, *"taken as a whole."* This means that a member may vote to support a consensus proposal even though they would prefer to have it modified in some manner in order to give it their full support. Consensus is a process of *"give and take,"* of finding common ground and developing creative solutions in a way that all interests can support. Consensus is reached if all members at the table support an idea or can say, *"I can live with that."*

C.1. "1-2-3" Consensus Voting Method

The facilitator will assist the AC in articulating points of agreement, as well as articulating concerns that require further exploration. AC will use a **"Consensus Voting"** procedure for testing the group's opinion and adjusting proposals. In **"Consensus Voting,"** the facilitator will articulate the proposal. Each AC member will then vote "one," "two," or "three," reflecting the following:

- **"One"** indicates **full support** for the proposal as stated.
- **"Two"** indicates that the participant **agrees with the proposal as stated, but would prefer to have it modified in some manner in order to give it unconditional support. Nevertheless, the member will fully support the consensus even if his/her suggested modifications are not supported by the rest of the group because the proposal, taken as a whole, is worthy of support, as written.**
- **"Three"** indicates **refusal to support** the proposal as stated.

The facilitator will repeat the consensus voting process, as reasonably necessary, to assist the group in achieving **consensus** regarding a particular recommendation, so that all members are voting "one" or "two."

C.2. Cooling-Off Period

If a consensus is not reasonably forthcoming, the facilitator may table the issue for additional discussion with constituencies, the gathering of new information, or perhaps

just sufficient time to consider options more carefully. The “cooling off” period recognizes we value getting as close to consensus as possible by way of dialogue, clarification, and consideration of alternatives. Absent an emerging consensus, the facilitator may make a recommendation for the AC to consider taking into consideration all of the available information and views. The AC may then revisit the issue.

C.3. No Consensus – Majority and Minority View

If a consensus on an issue is still not reasonably likely, as determined by the facilitator, the votes of those present at the meeting will be taken and recorded as a majority - minority vote. Majority is defined as at least 50% plus one of the AC voting membership in attendance. The proposed language and reasoning supported by the majority will be noted along with their names in the AC’s recommendations. Members voting in the minority will have their names, proposed language, and reasoning noted in the Minority Report(s). The facilitator will document these issues, the differences of opinion involved, and submit the report to the City staff for inclusion in the AC recommendations along with other stakeholder comments.

XV. Additional Understandings

A. Communications Outside of AC

AC members and staff can refer press, public, and other inquiries to the AC facilitator, City project staff, or the project website, if they desire.

B. Meeting Summaries

The facilitator will prepare AC meeting summaries. They will be provided electronically in draft form to the AC for proposed correction and comment. The final meeting summaries will be posted on the project website.

C. Public Records and Confidentiality

AC records, such as formal documents, discussion drafts, transcripts, meeting summaries, and exhibits are public records. This is not a mediation. It is a facilitation. As a result, AC communications (oral, written, electronic, etc.) are not confidential and may be disclosed. However, the private documents of individual AC members and the private documents of the facilitator that are not shared with the City or Port are not considered public records and are not subject to disclosure under public records laws.

D. Process Conclusion

The AC process will conclude with submission of its recommendations to the City, when necessary funding and resources are no longer available, or when the City determine it is unlikely the AC will fulfill its Charge.

E. Amendment and Interpretation

Amendments to this document can be made by vote of the AC. The facilitator shall lead an AC discussion designed to reach a consensus on any process dispute or proposed amendment to these Collaboration Principles.

XVI. Signatures

We agree:

MEMBER	SIGNATURE
Susan Barnes	
Andrew Colas	
Andy Cotugno	
Pam Ferguson	
Rich Gunderson	
Don Hanson	
Chris Hathaway	
Brian Owendoff	
Sam Ruda	
Bob Sallinger	
Bob Tackett	
Victor Viets	

Attachment A: CWG Working Principles

These principles were developed at the June 2009 CWG meeting as a way to guide decision making regarding development and evaluation of multiple use options for West Hayden Island. The following list of principles was established.

A good, multiple-use option will provide for:

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



City of Portland Bureau of
Planning and Sustainability

Sam Adams, Mayor | Susan Anderson, Director

West Hayden Island – Major Process Steps

1. Create site development alternatives (300 ac. terminal and 500 ac. habitat).
2. Develop WHI Evaluation Criteria based on CWG Working Principles and others to be developed.
3. Evaluate and modify alternatives to get a preferred alternative.
4. Develop an agreed to approach and perform a cost/benefit analysis of preferred alternative.
5. Conduct Economic, Social, Environmental and Energy Analysis on preferred alternative
6. Make recommendations regarding:
 - a. The preferred alternative including:
 - i. What conditions should be included as part of the initial zoning and annexation agreements.
 - ii. What issues/conditions can be addressed as part of an eventual development review process.
 - b. Whether costs outweigh benefits for the preferred alternative
7. Hand out t-shirts

West Hayden Island Consultant and Staff studies

I. Concept Plan

A. Inputs into Concept Plan

1. Rail Configuration – Specialty, separate RFP
2. Operational Efficiencies – Specialty, separate RFP
3. Draft NRI Work – Staff
4. Recreational Needs and Assessment – Staff
5. Regulatory Requirements Report – Staff

B. Concept Plan Development – Single RFP

1. Concept Planning and Design Workshop
 - Identify site and program needs.
 - Explore layout alternatives including areas for development, habitat and recreation as well as streets and other infrastructure.
 - Develop criteria and evaluate options (based on criteria developed by CWG and ESEE issues to be addressed later).
 - Identify preferred alternative.
 - Identify conditions to be included in initial zoning (i.e. mitigation vs. habitat enhancement requirements).
 - Identify conditions to be addressed in eventual development permit process.
2. Transportation & Infrastructure Needs Assessment and Impacts Technical Report – done in conjunction with work by PBOT.

II. Evaluation for Annexation Decision

A. Inputs into Public Cost/Benefit Report

1. Harbor Lands Analysis – Separate RFP
2. Cargo Forecast – Separate RFP

B. Public Cost & Benefits Report – Single RFP

1. Review ENTRIX Studies
2. Define Approach for Benefits Analysis
3. Update and Augment ENTRIX work
4. Produce Public Benefits/Cost Analysis

C. Economic, Social, Environmental and Energy Analysis

1. List issues to be address (used in Concept Plan evaluation criteria)
2. Conflicting use identification
3. Consequences of prohibiting, limiting or allowing development (qualitative/relative analysis)
4. Policy and program recommendations (zoning, agreements, other tools)

**WHI Phase II
Consultant Scopes for RFP Release
January Advisory Committee**

Revised RFP's for Discussion

West Hayden Island Concept Planning, Infrastructure and ESEE Analysis (Est RFP Amount \$70-90k)

Resolution Action Item related to Concept Planning

(Please note that Cost / Benefit Resolution Actions listed below are also applicable to Infrastructure Analysis)

Develop a legislative proposal for annexation of WHI to the City, and bring that draft proposal to the Council for consideration by December, 2011;

The legislative proposal should include Comprehensive Plan and zoning designations, and Plan District regulations;

Include the industrial lands immediately east of WHI in the study area, to determine how the future use of those lands will relate to the use of WHI;

Develop an access plan to serve the existing development, a 300-acre deep water marine terminal site, and anticipated nature-based recreation and habitat management areas.

The evaluation principles developed by the CWG should serve as core values to inform the proposal;

Nature based recreational uses should be evaluated in more detail. Any significant recreational structures or development footprints should be located primarily at the eastern edge of the site, and should minimize impacts on the highest value habitat areas. Within the 500 acres of open space, low impact recreational facilities may be considered as a means to direct and manage human access in ways that support habitat objectives. Options for placing more active recreational facilities east of the railroad bridge should be considered;

Background

BPS is leading a process to consider the most beneficial long term vision for West Hayden Island (WHI).

The WHI planning project will include consideration of annexation, Comprehensive Plan designation and map changes, zoning and plan district designations for WHI, consistent with statewide planning goals, statutes, and state, regional and local regulations. There will be stakeholder involvement and a public outreach program.

It is envisioned that the eventual WHI Plan District will establish the zoning for the property and allowed uses. The WHI Plan District is intended to provide a decision-making framework for future review of specific land use proposals. The WHI Plan District will not provide immediate authorization for specific development at this time. No state or federal permit applications will be part of this process.

WHI is designated as Marine Industrial Land on Metro's 2040 Growth Concept Map and as a Regionally Significant Industrial Area on the Title 4 map in the Urban Growth Functional Plan. WHI is also identified by Metro as a high value riparian area and a Habitat of Concern in the regional inventory, and as a Moderate Habitat Conservation Area in Title 13.

During Phase 1 for the project, initial Economic and Environmental Foundation Studies were done for West Hayden Island. Additional studies have also been done, including a rail study. A Community Working Group (CWG) was also formed to help advise the city on whether development could be accommodated on the island. While the CWG could not come to an agreement on a recommendation, their work and the background studies helped inform the City Council's policy decision to consider a legislative proposal, including concept planning that sets aside 500 acres as open space, while allowing up to 300 acres for a future deep water marine terminal development. As part of the policy decision, several requests were made to update studies and provide additional information to inform the future legislative process.

Project background information may be found in the City Council Resolution No 36805, on the Bureau of Planning and Sustainability West Hayden Island project web site and in the intergovernmental agreement between the City of Portland and the Port of Portland.

Scope of Work

The City of Portland, Bureau of Planning and Sustainability is seeking proposals from individuals, firms, teams or consultants, hereafter called "Proposer(s)," with demonstrated experience in industrial or marine terminal site design, and leading public site design workshops, and proposes to engage the successful Proposer for the following services:

The successful proposer will prepare a Concept Plan for West Hayden Island with no more than 300 acres of marine terminal use and at least 500 acres of natural areas. The Concept Plan will include concept plans for the infrastructure improvements necessary to serve the marine terminal. This concept plan will be the basis for initial comprehensive plan and zoning designations for the area, including any specific conditions that may be included in the annexation agreement or as part of a potential plan district.

Additional technical studies, prepared under separate contracts or by City staff, will be provided as information to support the concept planning process and annexation decision. These studies include:

1. **Rail Study:** This analysis will explore and evaluate the feasibility and performance of different marine terminal rail layouts that can be accommodated within a maximum footprint of 300 acres.
2. **Report on Land Efficient Terminal Development:** This report will review best practices from around the world for compact and land efficient port operations. This includes analysis of why these strategies would or would not work in the Portland market.
3. **Report on existing marine industrial land supply and needs:** This updates the harbor lands inventory prepared as part of the 2010 Willamette River Plan. It will include Vancouver harbor lands and analysis of the potential and feasibility of meeting harbor industrial land needs through consolidation of existing sites.
4. **Assessment of Vancouver Port Coordination:** This analysis will look at advantages and opportunities for increased coordination between the Port of Portland and Port of Vancouver as well as some research on interstate Port Authority logistics.

5. **Natural Resource Inventory:** The inventory will build on existing natural resource inventories, and Metro's inventory of regionally significant riparian corridors and wildlife habitat. The inventory is being done for East and West Hayden Island.

Public Review Process

The concept plan development is the centerpiece of Phase II of the West Hayden Island project and will be reviewed by technical experts and a Project Advisory Committee (PAC) with additional public outreach events as needed. The City will have primary responsibility for organizing and staffing the technical experts, the PAC and the public outreach events. The contractor will be expected to attend, present and participate at these meetings.

Technical or Required Services

Overview

Task 1. Background Research and Process Design

Task 2. Draft Concept Plan

Task 3. Preferred Concept Plan Infrastructure Analysis

Task 4. Economic, Social, Environmental and Energy (ESEE) Analysis

Task 1: Background Research and Process Design

Objectives for this task

- a. Finalize scope of work for project that reflects most effective way to accomplish project given time and resources.
- b. Complete background research.
- c. Design and organize a public process to develop the concept plan alternatives with the Project Advisory Committee (PAC) participation and public outreach.

Approach

- 1.1. Review background materials on existing conditions including current studies and past studies. Identify and gather, as approved by City project manager, additional information needed for concept planning.
- 1.2. Identify issues that need to be addressed as part of a successful concept plan and incorporate into a problem statement. Based on the Phase I outcomes, some of the key issues include:
 - Buffers between uses on the island.
 - Traffic mitigation including whether terminal traffic would require a new WHI bridge.
 - Providing passive recreational opportunities in a way that protects habitat quality.
 - Least impact and most cost effective ways to provide for public and private infrastructure,
 - Mitigation to address potential impacts on East Hayden Island from marine terminal-related development.
- 1.3. Working with City staff, design a process to develop concept plan alternatives. Build into this process means to get effective and meaningful input from the PAC, the technical experts and to provide for public outreach. This may include a single or series of design workshops that would be led by the successful Proposer.
- 1.4. Prepare a final refined scope of work, schedule and process for staff approval.
- 1.5. Meet with PAC to review the following:
 - a) Confirm the issues to be addressed in concept plan development.

- b) Understand and provide input into the consultant's proposed approach to concept plan development.
- c) Discuss final scope and schedule.
- d) Report on the results of the background research.

Task 2: Draft Concept Plan

Objectives for this task

- a. Define evaluation criteria with input from the PAC, technical experts and City staff.
- b. Develop site layout alternatives for West Hayden Island with no more than 300 acres of marine terminal development west of the railroad tracks and a minimum 500 acres of open space.
- c. Evaluate the alternatives.
- d. Through technical work, potential workshops and public review, prepare refinements to the alternatives and develop a preferred concept plan.

Approach

- 1) Preparation for Concept Plan development.
 - a) Prepare a summary of site opportunities and constraints.
 - b) Working with City staff, PAC, technical experts and the public develop criteria that will be used to evaluate the concept plan alternatives and determine a preferred alternative. The Phase I, Community Working Group's evaluation principles will help guide this process.
 - c) Prepare a Concept Plan design program statement that summarizes the goals, objectives, assumptions and evaluation criteria to be used to develop Concept Plan alternatives.
 - d) Review this draft design program with the PAC and refine based on PAC input.
- 2) Development of Concept Plan alternatives
 - a) Through the process designed in Task 1 and based on the Concept Plan design program, prepare several Concept Plan alternatives. The Concept Plan alternatives documentation should include:
 - Site plans for development of no more than 300 acres of marine terminal development west of the railroad tracks, and a minimum 500 acres of natural resource area.
 - Site plans that allocate area to the proposed land uses and related infrastructure; and that consider up to three different types of marine terminals.
 - Estimate of development capacity for each alternative.
 - A street network with the general types of street standards that incorporates two alternative major access points to the site:
 1. A new local serving bridge between the island and Marine Drive that will serve potential industrial development, and
 2. A street network capable of providing truck access from West Hayden Island to the new Hayden Island interchange with I-5 that is proposed as part of the CRC, without the construction of a new local serving bridge between the island and Marine Drive.
 - Identify buffers or mitigation between marine terminal development and natural resources.

- Include the industrial lands immediately east of WHI in the study area, to determine how the future use of those lands will relate to the use of WHI.
 - b) Prepare a preliminary evaluation of the alternatives based on the key issues identified in Task 1.2 and the evaluation criteria developed in Task 2.1.B.
 - c) Based on the public process define in Task 1.3, lead the PAC and the public through a process to consider concept plan alternatives and select a preferred alternative.
- 3) Transportation Analysis/CRC Coordination: Part 1 of the Transportation analysis will develop concept street plan alternatives (as noted above), including consideration of a concept bridge design to avoid/minimize adverse impacts to HI Residents. This report will also look at transportation infrastructure needs and costs.

Task 3: Preferred Concept Plan Public Infrastructure Analysis

Objective for this task

- a. Analyze the full range of public infrastructure and associated costs to support development of marine terminals.
- b. Prepare a Local Street Plan
- c. Refine Preferred Concept Plan based on infrastructure analysis.

Approach:

3.1. Analyze public infrastructure needs and costs related to the preferred Concept Plan.

- a) Participate in an infrastructure design workshop involving all of the City's infrastructure bureaus, to discuss concept level capital costs and ongoing maintenance expenses.
- b) Estimate bridge, roadway, water, sewer and stormwater facilities as well as new streets, sidewalks, etc., that would be needed to support a 300 acre terminal as well as passive recreation.
 - Assume the cost of the rail infrastructure for any development will be provided by the Port of Portland and will not be a factor in the public infrastructure needs.
 - Estimate ongoing public service needs, such as police and fire services.

3.2. Working with the Portland Bureau of Transportation (PBOT), estimate transportation infrastructure needs for the preferred Concept Plan.

- a) Prepare a Local Street Plan with plan views and cross-sections of the street network needed to support the Preferred Concept Plan. The street plan will include water, sewer and storm water facilities, and all other public assets that will be located within the new public streets.
- b) Based on the Transportation Impact Report prepared by PBOT, identify off-site transportation improvements (with cost estimates) needed to maintain adequate service levels and to mitigate neighborhood intrusion impacts on existing public streets in the study area resulting from development in WHI.
- c) If part of the Preferred Concept Plan, identify a functional design for a new WHI bridge connecting from the island to Marine Drive for cost estimating purposes.

3.3. Based on the Public Infrastructure Analysis and Local Street Plan, prepare refinements to the Preferred Concept Plan.

3.4. Based on the public process define in Task 1.3, lead the PAC and the public through a process to review the Public Infrastructure Analysis and refinements to the Preferred Concept Plan.

Task 4: Economic, Social, Environmental and Energy Analysis

Objectives for this task

- a. Prepare specified portions of the Goal 5 Economic, Social, Environmental and Energy (ESEE) Analysis, per OAR requirements, of the preferred Concept Plan.
- b. Evaluate the ESEE consequences (positive, negative, mixed and neutral) of allowing, limiting or prohibiting the Preferred Concept Plan
- c. Identify tools and mechanisms to optimize the benefits of development and natural resources for the "limit" program option.
- d. Supplement City staff expertise especially related to economic and social consequences.

Approach:

All of this work is done in collaboration with City staff unless indicated otherwise below.

4.1. Complete specified portions of the ESEE analysis including the positive, negative, mixed and neutral consequences of allowing, limiting or prohibiting the Preferred Concept Plan. (Examples of the City's standard approach include *ESEE analysis for River Plan/North Reach and Airport Future* _ provide [http link](#)).

a) Describe conflicting uses based on the Preferred Concept Plan.

- "Conflicting use" is a land use, or other activity reasonably and customarily subject to land use regulations, that could adversely affect a significant Goal 5 resource (except as provided in OAR 660-023-0180(1)(b)).
- Natural resources will be identified by the draft Hayden Island Natural Resources Inventory prepared by the City.
- The City will prepare and provide to the consultant a Determination of Significance and will identify the ESEE impact area, per Goal 5 requirements.

b) List the economic, social, environmental and energy topics to be addressed in the analysis.

c) Document the economic, social, environmental and energy consequences for both the conflicting uses and the natural resources of allowing, limiting or prohibiting the conflicting use. This evaluation will be the basis for the step 4.2.

- i. This should be a qualitative, descriptive analysis that does not provide recommendations for the program decision, but rather documents the potential impacts different programmatic decisions could have.
- ii. This analysis should draw from data and information from previous and current studies completed for West Hayden Island as well as other relevant studies.

4.2. Identify tools and mechanisms to optimize the benefits of development and natural resources for the "limit" program option.

- a) Limiting development could include thresholds for development, standards to encourage habitat-friendly development options, off-site mitigation, etc.
- b) Currently the City uses multiple tools to limit development: zoning overlays, zoning code (e.g. standards), development agreements, easements, willing seller acquisition, etc.

4.3. Provide information to the City to be used on completion of the ESEE trade-off analysis and recommendations. City staff has the sole responsibility for drafting the preliminary and final trade-off analysis and recommendation.

Work Performed by the City of Portland

The City has assigned a project manager to oversee the successful Proposer's work and provide support as needed. Specific duties the City will perform include

- Providing sufficient hours of staff personnel as required to meet with successful Proposer and provide such information as well .
- Coordinating meetings with City service and infrastructure agency staff to facilitate collection of information from City agency staff (BES, PBOT, Water, Fire, Parks, Police). These meetings would be structured similar to a permit Pre-Application Conference.
- Coordinating the transfer of information from related studies to the Proposer.
- Coordinating with other City staff as required.
- Organizing and leading meetings of the PAC and technical experts.
- Organizing and leading public outreach events.
- Organizing workshop logistics (meeting room rentals, advertising and registration) and,
- Coordinating any correspondence between the Proposer and policy makers.

The Portland Bureau of Transportation (PBOT) will undertake a transportation impact study, which will help inform both the infrastructure reports and the concept planning.

The study will define the traffic impacts with industrial development of West Hayden Island (WHI). Using their methodologies, analytical tools, and a generated model output, PBOT will perform a transportation analysis of the WHI impact area. It will include the following:

- Trip generation scenarios will be conducted for different development options. The analysis will assess key indicators of system performance including level of service and volume to capacity ratios as appropriate for critical intersections. This analysis will distinguish operations characteristics of automobiles and trucks.
- The analysis will define the amount and geographic extent of traffic attracted to using a new WHI bridge.
- A comparative transportation analysis of up to three different marine terminal uses as defined by BPS. This work will be linked to the concept plan work and will evaluate several different terminal alternatives – such as grain, auto, mineral bulk, etc.

Deliverables and Schedule

Deliverables and schedule for this project shall include the following:

- general land use and access plan alternatives
- evaluation of alternatives
- preferred concept plan
- a concept level estimate of public infrastructure needs and costs
- specified portions of the Economic, Social, Environmental and Energy (ESEE) analysis of preferred alternative.

These will include written explanation as necessary to document key design issues and choices, and corresponding technical information and/or appendices detailing any relevant research. Plans should be delivered in AutoCAD and/or Arcview GIS compatible format, with reference to local geographic coordinates. Schedule for the deliverable includes the following;

- a. Draft concept plan alternatives July 1, 2011??
- b. Final preferred concept plan November 30, 2011

All deliverables and resulting work products from this contract will become the property of the City of Portland.

Public Cost and Benefit Analysis for West Hayden Island Development *(Est RFP Amount \$25-45k)*

Resolution Action Item related to Cost and Benefit Analysis (as well as Infrastructure Analysis)
The proposal should include an analysis of the infrastructure needs and a cost/benefit analysis to the public associated with those needs after annexation, and an analysis of the financial tools available to facilitate infrastructure development;

Develop an access plan to serve the existing development, a 300-acre deep water marine terminal site, and anticipated nature-based recreation and habitat management areas;

Traffic impacts should be examined in light of the most up-to-date Columbia Crossing design options. Access plans should be designed to avoid and minimize any adverse impacts on East Hayden Island residents. The need for a dedicated West Hayden Island access bridge should be investigated as to public cost/benefits and, if needed and determined to be feasible, integrated into planning for the Columbia Crossing project;

Supplement the recently completed Foundation Studies with an update of the cargo forecasts, additional analysis of the expected cost/benefits to the City, analysis of operational efficiencies that allow more compact deep water marine terminal facilities, and an evaluation of opportunities for increased coordination with the Port of Vancouver;

Background

This will be similar to the Concept Planning Background above

Scope of Work

The City of Portland, Bureau of Planning and Sustainability is seeking proposals from individuals, firms, teams or consultants, hereafter called "Proposer(s)," with demonstrated experience in comprehensive cost/benefit analysis for large scale public investments, and proposes to engage the successful Proposer for the following services:

Provide a report that considers the public costs and benefits associated with the development parameters laid out by the City Council's resolution and in the draft West Hayden Island Concept Plan preferred alternative. Compare the costs and benefits of the preferred alternative with the costs and benefits of retaining the island in its current baseline condition. The scope should include the following tasks:

Technical or Required Services

The successful Proposer shall perform the tasks listed below for this project, and shall be expected to work closely with designated City personnel to accomplish these goals:

Task 1: Background Research, Gap Analysis.

- a. Review the Environmental and Economic Foundation Studies prepared by ENTRIX, and the subsequent City Council Resolution No 36805. Prepare a memo outlining any major gaps in the foundation study that will not be addressed by the additional work requested by the City Council's resolution. The focus should be on gaps that would have a meaningful impact on outcomes of the cost/benefit analysis.
- b. Review additional City staff and Port of Portland reports, as well as outside studies such as those done by Martin and Associates to determine the amount, if any, of additional background information may be needed for the cost/benefit analysis.

Task 2: Definition and Scope of Analysis

- a. Identify and define the applicable scope of environmental, economic and social effects that should be considered in the study including determining what should be the relevant timeframe (short- and long-term effects) and geography.
 - This definition of factors to consider will be applied to evaluating the cost and benefits of two scenarios: Continuing to maintain the island in its current state as a mostly undeveloped area with utility corridors and a dredge disposal area compared to developing the island as laid out in the City Council resolution and based on the Concept Plan preferred alternative.
 - The preferred alternative will include developing up to 300 acres for marine terminals and associated infrastructure and managing at least 500 acres as open space for natural resource benefits.
 - This definition of factors to consider will be the subject of deliberation and input from the Public Advisory Committee (PAC).

Task 3: Perform Benefits Analysis

- a. Quantify the effects defined above for the two scenarios outlined in Task 2: baseline and preferred alternative concept plan. Incorporate the previous work on Ecosystem Services as part of the review of effects.
- b. Consider and incorporate the public infrastructure cost analysis that is done as part of the Concept Planning process.
- c. Describe and analyze the individual and cumulative changes in the major types of effects above attributed to the baseline and preferred alternative concept plan.
- d. Consider and include economic trends and projections when projecting the effects.
- e. Identify the implications and the range of uncertainty of the analytical results and conclusions.
- f. Consider assumptions in the analysis that provide for transparency in their application and for replication by a third-party analyst if required.
- g. Provide independent policy recommendations addressing the question of cost vs. benefits. Where possible, provide analysis of the tradeoffs between public investment and public benefit.

Resolution Action Item

Parameters to guide proposal:

The proposal should also include zoning no more than 300 acres of land in an industrial designation for future deep water marine terminal development. The deep water marine terminal footprint should be located, to the extent feasible, over the existing dredge disposal site area. All development associated with Port Marine Terminal Facilities including but not limited to the terminal area, docks, railroad tracks, access roads, bridges and multi-use utility corridors must be included within the 300 acre footprint. The terminal should be east of the north/south PPL/PGE powerline easement, north of the east/west PGE powerline easement, and west of the City of Portland's sewer outfall corridor;

The proposal should include allowances for operationally viable rail access, sufficient to serve a 7,500 to 10,000-foot-long unit train;

West Hayden Island Rail Configuration Feasibility (RFP Bid \$20k)

Scope Summary

Using the new development parameters provided by the City Council resolution, as well as past consultant studies for West Hayden Island, provide an updated rail layout within the maximum 300 acres for marine terminal development, including two terminals and considering the development of layouts that would have a smaller footprint if feasible. The rail study should meet the additional parameters listed below:

Technical or Required Services

The successful Proposer shall perform the tasks listed below for this project, and shall be expected to work closely with designated City personnel to accomplish these goals:

- Excluding road access, the development should be east of the North/South PPL/PGE powerline, west of the City of Portland's sewer easement, and north of the East/West PGE powerline easement. Additional documentation should be provided how this may limit the rail layout.
- The development footprint including all rail and road infrastructure must be limited to 300 acres to the west of the bridge.
- The layout should consider minimizing the edge habitat between disturbed and undisturbed areas where possible.
- The site should include a loop track of at least 7,500 - 10,000 lineal feet to allow unit trains to exit the main line completely. Work should maximize the length of the rail loop in consideration of trends towards longer unit trains. Documentation should be included how the layout maximizes the loop size while minimizing the overall development footprint.
- The layout should consider the fill requirements to connect to the existing BNSF tracks and provide a level loop track.
- Consider rail service needs for a variety of marine terminal types, including but not limited to grain, bulk materials, and auto terminals.
- If it is not feasible to provide a rail configuration meeting the parameters listed above, then the report should document what the minimum requirements would be to provide the rail layout. As an alternative, the report should consider the feasibility of providing rail facilities off-site from West Hayden Island.
- If there are multiple layouts that could meet the required parameters, including shared and multiple use opportunities, the report should provide information on each of these layouts.

Work Performed by the City of Portland

The City has assigned a project manager to oversee the successful Proposer's work and provide support as needed. Specific duties the City will perform include

- Provide sufficient hours of staff personnel as required to meet with successful Proposer and provide such information as required
- Coordinate any meetings and/or review of consultant's report with any technical or steering committees.
- Coordinate any correspondence between the consultant and policy makers.
- Provide copies of previous studies and site plan drawings as needed.
- Incorporate the findings of the final document into any potential concept plan.

Deliverables and Schedule

Deliverables and schedule for this project shall include a conceptual rail layout plan, with written explanation as necessary to document key design issues and choices, and corresponding technical information and/or appendices detailing any relevant research. Plans should be delivered in AutoCAD and/or Arcview GIS compatible format, with reference to local geographic coordinates. Schedule for the deliverable includes the following;

- a. Draft rail layout concept plan for Technical Review April 15, 2011
- b. Final rail layout concept plan June 13, 2011

All deliverables and resulting work products from this contract will become the property of the City of Portland.

Resolution Action Item

Supplement the recently completed Foundation Studies with an update of the cargo forecasts, additional analysis of the expected cost/benefits to the City, analysis of operational efficiencies that allow more compact deep water marine terminal facilities, and an evaluation of opportunities for increased coordination with the Port of Vancouver;

Operational Efficiencies at Ports world-wide and Local application (Approx Cost \$12k)

Scope Summary

Produce a report comparing world-wide terminal operations with Pacific Northwest Port operations. Consideration should be given to ports that are materially similar to the Port of Portland. The report should focus on ports that process greater tonnage per acre, contain innovation or densification strategies, are otherwise identified as land-efficient, or land constrained. The paper should identify any innovations in operations and site organization at these other ports that reduce their required land footprint which may be applied to a new terminal(s) at West Hayden Island. Additional parameters include:

Technical or Required Services

The successful Proposer shall perform the tasks listed below for this project, and shall be expected to work closely with designated City personnel to accomplish these goals:

- The work should include an explanation of contextual factors, some comparative case studies and issues or ideas that could apply to PDX facilities. Examples of efficiencies include storage methods such as verticalization and freight transfer options such as ship to rail.
- Information on comparative terminals should include the type of terminals, the goods serviced, the modes used, and whether the majority of their operations are export, import and/or involve transloads.
- Container terminals should not be considered unless they include docks that minimize impacts to shallow water habitat.
- Information should include labor and safety practices, regulatory requirements, and real estate values, and how they may differ between ports.
- The report should include information about site operations that could be implemented at US ports. Information on economies of scale should also be provided (i.e. whether larger facilities can handle greater volumes per acre).
- The proposer may enlist a panel of terminal operations experts, supplemented by staff work to produce the work.

Work Performed by the City

The City has assigned a project manager to oversee the successful Proposer's work and provide support as needed. Specific duties the City will perform:

- Provide sufficient hours of staff personnel as required to meet with successful Proposer and provide such information as required
- Coordinate any meetings and/or review of consultant's report with any technical or steering committees.
- Coordinate any correspondence between the consultant and policy makers
- Incorporate the findings of the white paper into any potential concept plan

The City will provide the successful Proposer with descriptions of issues, applicable research, GIS data and other information on local Port facilities.

Deliverables and Schedule

Deliverables and schedule for this project shall include: a White Paper and corresponding technical information and/or appendices detailing the research. Schedule for the deliverable includes the following;

- a. Draft White Paper for Technical Review April 15, 2011
- b. Final White Paper June 13, 2011

All deliverables and resulting work products from this contract will become the property of the City of Portland.

Resolution Action Items

The proposal should include a thorough analysis/explanation of existing marine industrial land supply, marine industrial needs in the future and the feasibility of consolidation and/or expansion of existing sites to meet those needs.

Supplement the recently completed Foundation Studies with an update of the cargo forecasts, additional analysis of the expected cost/benefits to the City, analysis of operational efficiencies that allow more compact deep water marine terminal facilities, and an evaluation of opportunities for increased coordination with the Port of Vancouver;

Update of Portland's Industrial Harbor Lands Inventory (Approx cost \$30k – paid through Portland Plan – majority of work will inform that planning effort, but work will include update of Portland and Vancouver harbor lands for WHI analysis)

(Note that the work listed below is a collaborative effort between city staff and a consultant. Also note that the EOA Update is being done under a separate RFP through the Portland Plan.)

Scope Summary

Work with City staff to update the city's industrial and harbor lands inventory, and consider efficiencies that could affect the future use of these lands. Work will involve looking at the Portland Harbor land uses, as well as interaction of that area with the Vancouver Harbor, and will include review of and augmentation of interviews with key stakeholders involved in harbor land development. Work should result in identification of any large opportunity sites (over 100 acres) for location of future marine terminals. This information will feed into the city's updated Economic Opportunities Analysis (EOA). Specific tasks are stated below:

Technical or Required Services

The successful Proposer shall perform the tasks listed below for this project, and shall be expected to work closely with designated City personnel to accomplish these goals:

- 1) Inventory and mapping (this task to be done by BPS)
 - a) Expand Working Harbor land use and vacant land mapping to include Port of Vancouver.
 - b) Update harbor land use inventories. Also identify existing business names and unoccupied sites.
 - c) Map and categorize developed outdoor space, such as marine/rail/truck terminal space (loading area), outdoor storage and maneuvering area, outdoor production (Schnitzer shredding, ship and barge building), employee/ visitor parking, regulated floodplain, environmental mitigation and restoration sites, environmental zones, and unused spaces.
- 2) Interviews (consultant)
 - a) Summarize recent industrial interview and focus group results on business outlook and trends, expansion plans, building/space needs, and innovative land efficiency – River Plan North Reach (2006), Economic Opportunities Analysis (2009), Metro Urban Growth Report (2009).
 - b) Conduct additional interviews if needed to inform the required analysis below, such as 100+ acre site assembly opportunity sites.
- 3) Analyze industrial land efficiency opportunities by district types (consultant). Evaluate Working Harbor land efficiency, considering relative performance in comparable industrial districts (such as other West Coast port districts) to the extent that published information is available. Consider and expand on the following land efficiency measures as a starting point for analysis.

- a) Generic efficiency in all industrial districts
 - i) Retain industrial urban form and tightly restricted land uses for compatibility, freight mobility, and cost-competitive land and rents.
 - ii) Retain and expand traded sector activity (e.g., export value).
 - iii) Increase land productivity by increasing inventory velocity and value added per acre.
 - iv) Improve real estate health by low vacancy rate, new construction, and capital investment.
 - v) Recycle vacant brownfield acres back into productive use.
 - vi) Improve district energy and resource use productivity.
 - vii) Targeted site-re-assembly where opportunities exist (for example, where existing infrastructure divides an otherwise useable site, or where parcel/lot patterns could be rationalized without disruption to existing businesses).
 - b) Efficiency in large-scale industrial districts (e.g., Harbor/Airport districts)
 - i) Retain and expand anchor firms in cluster industries.
 - ii) Maintain flexibility for shifting commodities over time by a range of site sizes (e.g., 1-200 acres), very large block size, large outdoor spaces, and low construction costs.
 - iii) Increase agglomeration by supply chain diversification and proximity of customers and suppliers.
 - iv) Improve multimodal infrastructure capacity and expand multimodal use.
 - v) Improve watershed health by contaminated site cleanup, retention and enhancement of riparian buffers, and focused public investment in natural area restoration (“pearl” sites noted in the River Plan).
 - c) Urban/flex industrial district (e.g., Lower Albina, Airport Way)
 - i) Moderately increase density and office use (.4 FAR, 15-50 jobs per acre, flex space with low-rise office), but not enough to destabilize predominant acreage in manufacturing and distribution use.
 - ii) Increase business startup activity by low rents and cluster agglomeration as “incubator” districts.
- 4) Identify and evaluate conceptual feasibility of 2-3 site assembly opportunities for new 100+ acre public marine terminal sites, with an emphasis on opportunities that would minimize disruption of existing businesses. Evaluate negative impacts and estimate financial gaps for market feasibility. Consider the potential requirements to make sites operational for marine development (clean-up, infrastructure, etc). If no assembly opportunities for sites greater than 100 acres exist, consider the top 2 size options. (consultant)
- 5) Review existing and planned marine terminal sites at the Port of Vancouver, and in Vancouver’s harbor. Evaluate the role those sites play in meeting the forecast needs identified by the 2010 ENTRIX report. The purposes of this evaluation is to help the City better determine the role of Vancouver’s facilities with overall regional growth and whether Vancouver’s planned facilities are in competition with possible development with West Hayden Island, or are meeting needs above and beyond those identified for the Portland Harbor. (consultant)
- 6) The above work will be supplemental to a refined Economic Opportunities Analysis report. The current version of the report is on the following website. <http://www.portlandonline.com/portlandplan/index.cfm?c=51427> Refinements to Portland EOA will be done under separate contract, which also address land efficiency citywide for all employment land types. (consultant)

Work Performed by the City

The City has assigned a project manager to oversee the successful Proposer's work and provide support as needed. Specific duties the City will perform include:

- Provide sufficient hours of staff personnel as required to meet with successful Proposer and provide such information as required
- Coordinate any meetings and/or review of consultant's report with any technical or steering committees.
- Coordinate any correspondence between the consultant and policy makers
- Harbor lands inventory tasks: BPS will complete initial GIS analysis, and provide maps and related land use data for parcels within the Portland and Vancouver harbors (Task 1). BPS will assist in indentifying infrastructure issues for the parcels selected for deeper analysis (Task 4).
- Work with others to incorporate the findings of the consultant work into an updated EOA report
- Provide copies of the most recent draft of the City's Buildable Lands Inventory (BLI) maps for industrial and employment lands, and the Employment Opportunities Analysis (EOA) Report and maps.
- BPS will make staff available who have expertise in environmental overlay zoning designations. A meeting would be arranged to explain how the program works, and BPS will provide, upon request, specific case studies of how the regulations were applied in the past.
- BPS will make staff available who are familiar with the BLI and the employment land supply analysis in the EOA Report. A briefing meeting would be arranged.

Deliverables and Schedule

Deliverables and schedule for this project shall include the following technical memos (lengths are suggested):

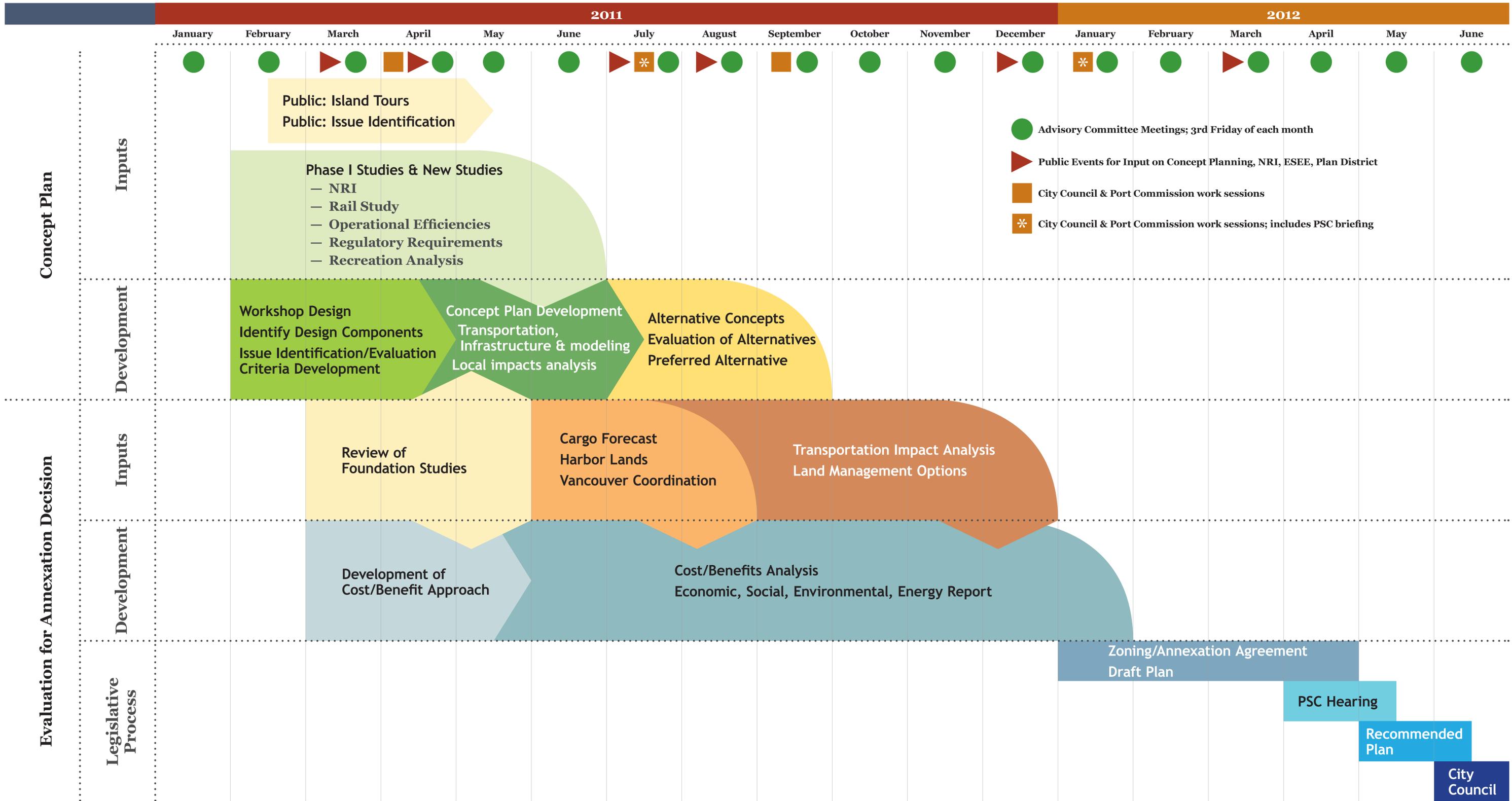
- Harbor lands inventory opportunity site identification (maps and 8-10 page technical memo).
- Opportunity site feasibility analysis (10-20 page technical memo).
- Property owner interview summaries (8-10 page technical memo)
- Vancouver harbor forecast analysis (10-20 page technical memo)
- List of recommended changes to the EOA Report based on the above products (10-20 page technical memo)

City GIS and mapping tasks would be delivered to the consultant at time that contract is awarded (Task 1). Draft memos should be delivered to the City by May 30, 2011. The City will arrange for review of the draft materials by 3-4 person technical panels, which may include City staff and outside experts. Memos should include citations. Final products are due to the City by July 25, 2011.

Any resulting GIS data will be provided to BPS in a single shapefile with the final attribute in a single field and consistently applied. Data should be tied geographically to the regions standard parcel data in State Plane Coordinates - Oregon North. Metadata about the process and resulting classifications will be provided as well.

All deliverables and resulting work products from this contract will become the property of the City of Portland.

WEST HAYDEN ISLAND PHASE II TIMELINE



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