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## MEMO

DATE: July 8, 2013  
TO: Planning and Sustainability Commission  
FROM: Eric Engstrom, BPS  
CC: Susan Anderson and Joe Zehnder, BPS; Mike Rosen, BES  
SUBJECT: West Hayden Island Work Session and Recommendation

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On June 29 the Washington Senate adjourned without voting on a transportation funding package that would have funded the Columbia River Crossing. Without Washington's financial participation, the project will miss federal funding deadlines in September. As a result, project managers have begun to close down the project. The Governor has subsequently asked ODOT to review all of the work on the Oregon side of the project to determine if any stand-alone investments could be made to improve safety and reduce congestion on a smaller scale.

This memo provides background on the relationship between the CRC and West Hayden Island projects, and offers additional options for PSC consideration. Corresponding changes to the draft Intergovernmental Agreement and Zoning Code are also described. These changes describe steps that the Port and City could take to ensure that alternative transportation analysis and improvements are made prior to marine terminal development at this site.

### Background

The Columbia River Crossing Bridge is an element of adopted regional transportation plans, and the WHI annexation project has been proceeding with that regionally-adopted assumption, as have other planning projects throughout the City.

The proposed marine terminal is primarily intended as a rail-to-ship facility. The amount of road traffic we expect to be generated by the facility is small relative to the total traffic using the Jantzen Beach freeway interchange. For example, in 2035 Port-generated traffic (including both employees and trucks) would account for approximately 7-9% of daily traffic on North Hayden Island Drive as it approaches I-5. 2035 PM Peak traffic volume in that location is estimated as 1,900 vehicles without Port Development, and 2,150 with Port Development. These numbers represent full build-out of the three terminals shown on the



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concept plan. Initial development of the rail loop and first terminal could have a lower impact.

Although the proposed development would be responsible for a small percentage of the traffic at Jantzen Beach, the lack of CRC funding represents a significant problem. Congestion is typically measured on an A-F scale measuring the level of service provided, with "F" indicating failure (traffic at a standstill). Information in the record suggests that, without CRC improvements, several intersections on surrounding the Jantzen Beach interchange will reach level of service "F" by 2030, with or without Port Development.

City-proposed plans (Intergovernmental Agreement and Zoning Code) include a cap of an average of 205 heavy trucks entering and existing the facility daily, to ensure the facility does not become a large traffic generator (the emphasis has been on limiting heavy trucks in particular, for air quality reasons). However, the relatively small number of trucks does not mitigate the fact that several key intersections on Hayden Island will be failing by 2030. The City cannot support adding industrial zoning to this island under that circumstance.

The draft WHI Intergovernmental Agreement (IGA) includes a contingency clause related to the CRC (Section 3.14). The contingency plan described in Section 3.14 is now the reality because the CRC has not been funded.

### **Staff Recommendation - Options for PSC Consideration**

#### 1) Decouple Comprehensive Plan and Zoning Designations

There is precedent for how a City's Comprehensive Plan may address infrastructure constraints like this. The City can establish long range Comprehensive Plan designations that are different than short term zoning designations. This might be done if there is a long term (20-year) plan vision, but a short term (5-10 year) infrastructure shortfall - very often transportation related. For example, the 1993 Albina Plan adopted long range designations for the Interstate Avenue Corridor, but the City held back full re-zoning until the Interstate MAX was actually built. A similar approach could be taken on WHI.

In light of the new level of uncertainty on Hayden Island, **staff recommends consideration of an annexation proposal that establishes long range planning designations for eventual marine terminal development, as already discussed, but retains a farm/forest base zone for an interim period of time.** The proposed industrial zoning could be put in place after an alternate package of transportation improvements is developed, in cooperation with state and regional partners. This is consistent with the governor's direction to ODOT - to investigate options for projects to address safety and congestion in the vicinity of the Jantzen Beach and Marine Drive interchanges.

#### 2) Remove Other Traffic from the Interchange

A "do no harm" approach could be taken related to the traffic impacts, in addition to the option above, or as a way to reduce infrastructure needs. With this approach, the Port would offset Port traffic by removing a corresponding amount of traffic from other sites on the island - for example, by purchasing land for future parks, and holding it in an undeveloped state until additional transportation infrastructure is in place.

### Possible IGA Language:

Recital T. - Contemporaneous with approval of this agreement the City Council is adopting ordinances annexing WHI into the City, applying Comprehensive Plan and zoning designations to WHI, adopting zoning code (Plan District) regulations for WHI, and amending its Transportation System Plan (TSP). Heavy Industrial (IH) zoning Industrial Sanctuary (IS) plan designations will be applied to the marine terminal area (the IH Area), and Open Space (OS) zoning plan designations will be applied to the remaining area of WHI. Until specific projects have been funded to address traffic safety and congestion issues in the vicinity of the Jantzen Beach and Marine Drive Interchanges, interim Farm Forest zoning will be applied to WHI, which is the City equivalent of the current Multnomah County zoning. Upon amendment of the City's TSP and Regional RTP to incorporate such projects, WHI may be rezoned consistent with the proposed Comprehensive Plan designations. The adequacy of such projects will be evaluated through that rezoning proposal. North Hayden Island Drive will be reclassified as a Major Truck Street, consistent with its function as a connector between a proposed major industrial freight facility and Interstate 5.

### Replacement Section 3.14 - Highway Transportation Infrastructure

The City and Port agree to work collaboratively with state and regional partners to identify appropriate improvements, and seek funding for such improvements as outlined in Section 9. The Port will not request rezoning of the marine terminal site consistent with the proposed Industrial Sanctuary (IS) Comprehensive Plan designations until the City's TSP and Regional RTP have been amended to incorporate such projects.

### Zoning Code Language:

The proposed plan district would be forwarded as previously written. The difference would be that there would be an intermediate step of retaining farm forest zoning until a zone change could be considered. Minor technical amendments would be necessary to reference the interim zoning in the Plan District. The existing zoning code and applicable state TPR requirements would ensure adequate transportation plans are in place, with funding, before such a zone change was granted.

### Links to WHI Transportation Related Studies and Presentations

Analysis of West Hayden Island Annexation included extensive consideration of transportation impacts. Reports and modeling were closely coordinated with the CRC project.

1) The project Transportation Analysis, Phase 1 and 2 is here:

<http://www.portlandoregon.gov/bps/article/388537>

2) A number of supplemental studies considered by the Advisory Committee and PSC evaluated a variety of scenarios with and without a new I-5 bridge, and considered freight rail planning context.

- North Portland Rail Memo: <http://www.portlandoregon.gov/bps/article/397943>
- Supplemental Community Impact and Traffic Presentation to the PSC: [http://efiles.portlandoregon.gov/webdrawer.d11/webdrawer/rec/5554613/view/WHI\\_presentation.PDF](http://efiles.portlandoregon.gov/webdrawer.d11/webdrawer/rec/5554613/view/WHI_presentation.PDF)
- Materials from the PSC's transportation discussion: [http://efiles.portlandoregon.gov/webdrawer.d11/webdrawer/rec/5542168/view/WHI\\_021213packet\\_final.PDF](http://efiles.portlandoregon.gov/webdrawer.d11/webdrawer/rec/5542168/view/WHI_021213packet_final.PDF)
- Report by DKS, discussed by the Project Advisory Committee:

<http://www.portlandoregon.gov/bps/article/454914>

- Memo by SJC Alliance (in public testimony):  
[ftp://ftp02.portlandoregon.gov/BPS/Tech\\_Services/whi\\_testimony\\_may2013/WHI%20Traffic%20Analysis%20Memo%20-%20Port.pdf](ftp://ftp02.portlandoregon.gov/BPS/Tech_Services/whi_testimony_may2013/WHI%20Traffic%20Analysis%20Memo%20-%20Port.pdf)