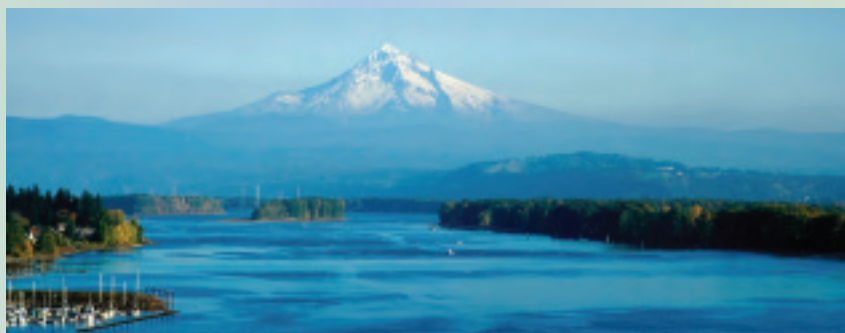




HAYDEN ISLAND

Portland's Only Island Community



FINAL PLAN | January 2009

Acknowledgements

Hayden Island Plan Steering Group

Ed Garren, Co-chair,
Hayden Island Manufactured Home Park
Brad Howton, Co-chair, Columbia Crossings
Gwenn Baldwin/Tim Ramis, Salpare Bay LLC
Bruce Broussard, HINooN
Rick Buck, Rod Buck, Sundance Marine Group
Richard Carhart, HINooN
Tom Dana, HINooN
Pamela Ferguson, HINooN
Kevin Flanigan, Inland Sea Maritime
Melissa Freeman and Bruce Moret,
Jantzen Beach SuperCenter
Ray Gaddis, HINooN
Jeff Gerritson, HINooN
Rick Gill, HINooN
Don Gire, HINooN
Jim Hansen, Safeway Inc.
Timme Helzer, Friends of West Hayden Island
Frank Howatt, Hayden Bay Homes
Peg Johnson, HINooN
Gene Katke, HINooN
Kris Kruse, Columbia River Yacht Club
George Lari, Hayden Island Enterprises
Mary Leviner, Oxford Suites
Mark McCuddy, McCuddy's Marina
Jimmé Peters, HINooN
Jered Polivka and Jim Mumford,
Manheim Corp./Portland Auto Auctions
Evertt Roberts, HINooN
Bob Sallinger, Portland Audubon Society
Carol Schuler, HINooN
Elaine Smith, Columbia River Crossing/ODOT
Roger Staver, HINooN
Greg Theisen, Port of Portland
Mike Trudeau, Trudeau's Oregon
Steve Welch, HINooN
Trudy Weathers, HIBP Associates
Mark Whitlow, Perkins Coie/JBH Property Acquisitions
John Zupan, Zupan's

Technical Advisory Group

Susan Barthel, Bureau of Environmental Services
Kevin Cronin, Portland Development Commission
Tom Griffin-Valade,
Office of Neighborhood Involvement
Kathy Harnden, Bureau of Development Services
Erin Janssens, Portland Fire and Rescue
Colin McConnaha, Columbia River Crossing
Steffeni Mendoza Gray, Office of Government Relations
Shoshanah Oppenheim, Mayor Adams' Office
Elaine Smith, Oregon Department of Transportation
Greg Theisen, Port of Portland
Cherri Warnke, Water Bureau
Kathleen Wadden and David Yamashita,
Bureau of Parks and Recreation
Matt Wickstrom, Bureau of Development Services

Portland City Council

Sam Adams, Mayor
Nick Fish, Commissioner
Amanda Fritz, Commissioner
Randy Leonard, Commissioner
Dan Saltzman, Commissioner

Portland Planning Commission

Don Hanson, President
Amy Cortese, Vice President
Michelle Rudd, Vice President
André Baugh
Lai-Lani Ovales
Howard Shapiro
Jill Sherman
Irma Valdez

Bureau of Planning and Sustainability

Susan Anderson, Planning and Sustainability Director
Gil Kelley, Former Planning Director
Joe Zehnder, Principal Planner

Project Staff

Alice Ann Wetzel, Project Manager,
Bureau of Planning and Sustainability
Elisa Hamblin, Planning and Sustainability
John Gillam, Portland Office of Transportation (PBOT)

With additional assistance from:

Mark Raggett, Planning and Sustainability
Christine Rains, Planning and Sustainability
Jessica Richman, Planning and Sustainability
Patrick Sweeney, PBOT
Courtney Duke, PBOT
April Bertelsen, PBOT

Project Consultants

David Evans and Associates, Inc.
SERA Architects
Van Meter Williams Pollack
Kevin Gardiner and Associates
Glattig Jackson Kercher Anglin
Parsi Associates
Marketek
Nangeroni Designs
Zenn Associates/JLA Involve



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

INTRODUCTION

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

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

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

CONTEXT

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

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

is mostly undeveloped and contains wetlands, riverside forests and a Columbia River dredge material handling facility. West Hayden Island will be the subject of an upcoming planning process.

Hayden Island is located between the Columbia



Hayden Island and surrounding area.

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

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

PLAN DEVELOPMENT AND PROCESS

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

Introduction

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

BACKGROUND / HISTORY

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

West Hayden Island has been owned at various times by Portland General Electric, Western Transportation Company and the Port of Portland, its current owner. A number of utilities have long-established transmission towers and power lines on this site. Metro brought West Hayden Island into the urban growth boundary in 1983 for

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

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

EXISTING CONDITIONS

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

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

Variety of Uses

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

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

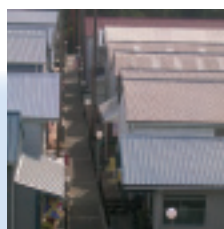
* land based only
** water area only.



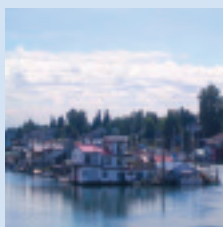
Multi-Family Condos



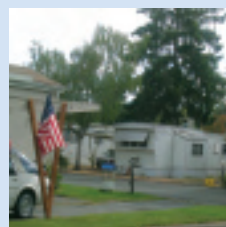
Single Family Homes



Yacht Club Units



Floating Homes



Manufactured Housing

Housing Type & Number of Dwellings on Hayden Island

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



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

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

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

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

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

Goals

GOALS

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



VISION STATEMENT

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

THEMES

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



ISLAND COMMUNITY

Create a shared community identity and sense of place by creating physical space and building form that has a mix of uses and community open space that focuses on the transit station as a community amenity. Within this community, promote a variety of housing types that are affordable to a wide range of residents. Preserve the diverse character of the community through continuation of the existing residential communities, the marine commercial uses near Canoe and Tomahawk Bays, and the industrial uses on the west end of the neighborhood.

- Strengthen the shared community identity and sense of place.
- Support safe, connected and healthy neighborhoods.
 - Allow no more housing units under the noise contours than are permitted by the X overlay zone.
- Provide for a mix of housing types and affordability.
 - Provide for residential development near Hayden and Tomahawk Bays.
- Provide for a mix of retail that meets the needs of the local community.
 - Provide for neighborhood commercial in the area immediately east of the interstate.
- Provide commercial and employment areas.
 - Retain industrial land near the BNSF railroad tracks.
 - Provide for continued marine industrial uses near Canoe and Tomahawk Bays.
- Develop a transit-oriented community in the station area.
 - Provide for a mix of housing and commercial, office and retail development in the transit-oriented community.
 - Make the transit station a focal point of the community.
 - Develop a community open space plaza adjacent to the transit station that is fronted by commercial uses.
- Provide a network of safe streets to connect the community.
- Encourage a bike-friendly and walkable community, with easy access to the transit station.
- Work to develop a system of trails across East Hayden Island.

Island Community, Getting Around, Environment and Open Space

GETTING AROUND



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

- Provide for better access to and from the island.
 - Provide direct access to and from Hayden Island without getting on the interstate.
 - Build a West Hayden Island Bridge at the appropriate time.
 - Work with CRC to facilitate access to Hayden Island for all forms of transport.
 - Extend the light rail network to Hayden Island and Vancouver, Washington.
- Produce an integrated transportation network and better connectivity on the island that provide for public transportation, vehicles, cycles, and pedestrians.
 - Provide easy access to the transit station.
 - Extend Tomahawk Island Drive as a “Main Street” through the shopping center and future Jantzen Beach transit-oriented development.
- Work to develop temporary boat moorage access to the island.



ENVIRONMENT AND OPEN SPACE

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

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

IMAGE TO COME

An Island Community Concept

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

RIVER LIFESTYLE COMMUNITY

Residential Development

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

Two new residential communities are proposed for the eastern end of the island on land owned by Columbia Crossings, with plans for approximately 800 new dwelling units.

Industrial Development

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

New Transit-Oriented Development

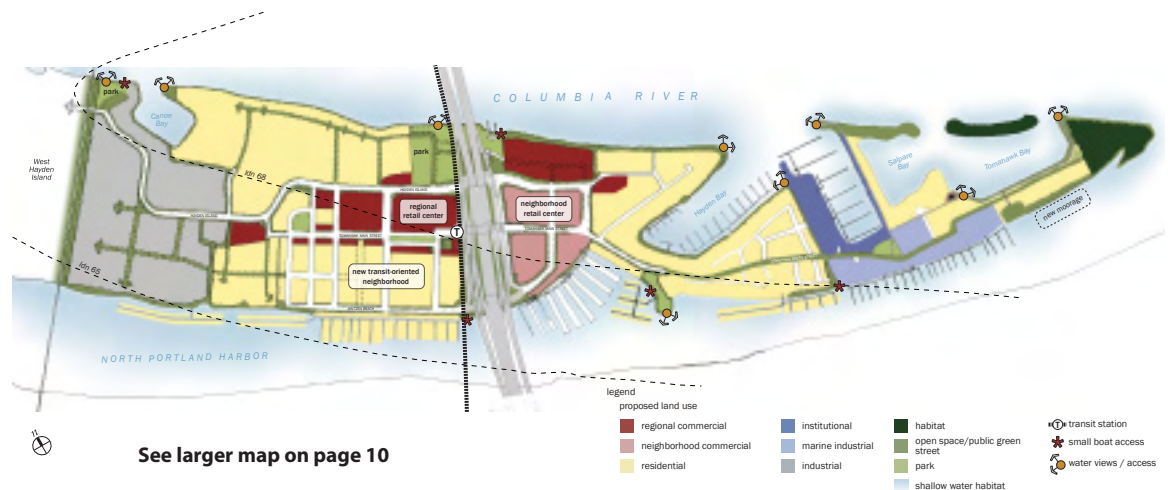
The plan works with the proposal by Jantzen Beach SuperCenter to modernize and improve the center while incorporating long-term options for more intense mixed-use development. In the first phase, the existing mall would be demolished, and new retail outlets that are designed around an urban grid street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

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

A New Center

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

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



An Island Community Concept

New Parks

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

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

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

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

GETTING AROUND

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

CRC-Related Changes

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

and bicycle connections to Bridgeton and the 40-Mile Loop trail. The proposed path is shown on the Street Master Plan on [page #](#).

An "Enhanced Local Green Street" Network

The plan proposes a network of local streets that would have sidewalks and bike paths. Many streets would have on-street parking. Each of the streets would be designed to be an *enhanced green street*, which would provide for stormwater runoff into planters to protect the Columbia River, landscaped settings for walking and new habitat areas. This design would enhance the local connectivity and the Hayden Island environment. It would make it possible for residents to walk to local businesses, thereby reducing car trips, promoting exercise and reducing fuel use—all elements of the community's vision for making Hayden Island more sustainable.



Connections to Light Rail

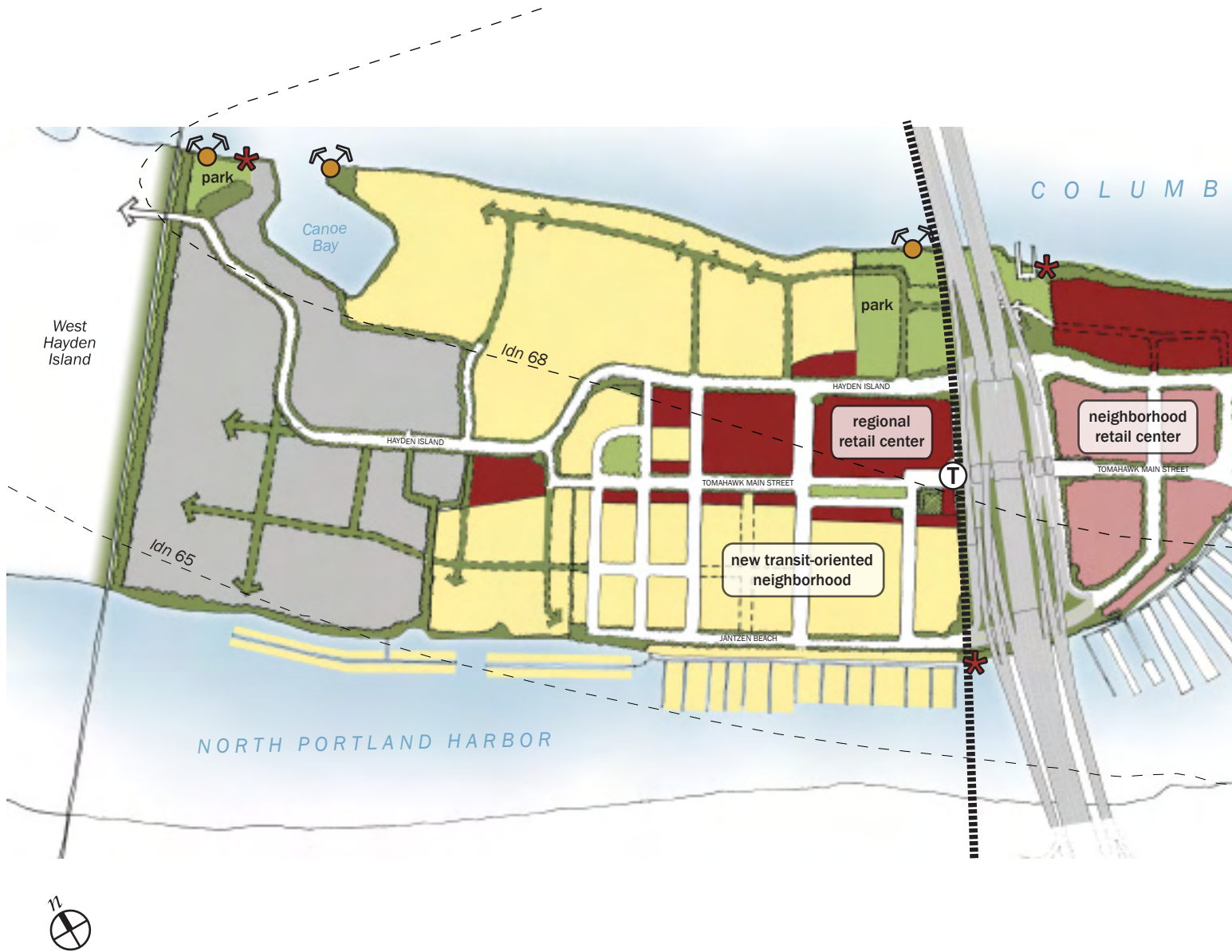
A major part of the CRC project is the extension of light rail from the Expo Center to Vancouver, with a new station on Hayden Island. The design workshops in October 2007 originally explored three future light rail alignments. Public input, the community design workshops and CRC analysis identified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



Preferred location for the light rail.

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

Land Use Plan Map












I A R I V E R



legend

proposed land use

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

An Island Community Concept

An Additional Bridge

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



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



PROTECTING THE COLUMBIA RIVER WATERSHED

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

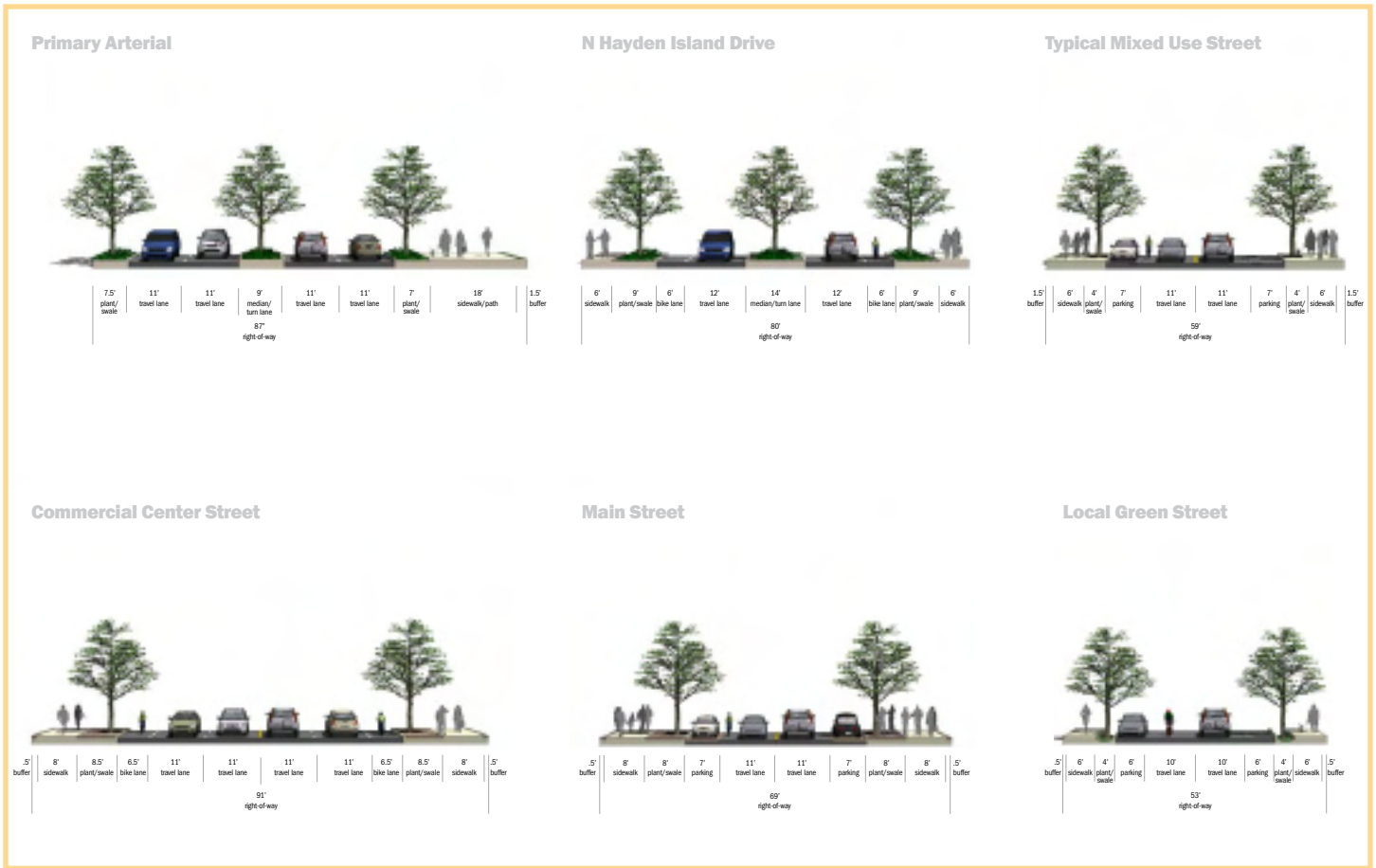
Salmon, steelhead and lamprey migrate past Hayden Island to upstream spawning grounds; their offspring migrate back to the Pacific Ocean. During this migration, which varies in season, salmon depend on the off-channel and shallow water habitat on the shores of Hayden Island. Other salmon use the river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

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

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

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

An Island Community Concept



Enhanced Green Streets

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

River Banks and Beaches

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

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

Natural Area Protection

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

Freeway-Related Transportation Issues

THE COLUMBIA RIVER CROSSING PROJECT

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

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

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

The CRC must address the following problems:

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

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

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

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

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

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

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

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

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

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

Freeway-Related Transportation Issues



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

THE INTERCHANGE AREA MANAGEMENT PLAN (IAMP)

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

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

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

Although the IAMP for Hayden Island is not complete, the goals of the plan and its policies are addressed in the Hayden Island Plan.

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

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

The New Master Street System Plan

RECOMMENDED HAYDEN ISLAND PLAN TRANSPORTATION SYSTEM PLAN (TSP) AMENDMENTS

Chapter 2, Goal 6 – Transportation

Policy 6.35 North Transportation District

Amend Objective F., as follows:

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

Add an Objective Q., as follows:

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

Add an Objective R., as follows:

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

Add an Objective S., as follows:

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Chapter 2, Goal 11B – Public Rights-Of-Way

Policy 11.11 Street Plans

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

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

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

Chapter 3, Transportation System Improvements

North District - Map 3.4, and Northeast - Map 3.5

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

North District - Map 3.4

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

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

North: Major Transportation Improvements

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

Hayden Island, N: Street Network Improvements, Phase 1

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

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

Hayden Island, N: Street Network Improvements, Phase 2

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

Portland	\$2,000,000	(Years 11-20)
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TSP Table of Contents

Amend the Table of Contents, Chapter 11, Master Street Plans, to add Hayden Island Street Plan.

TSP List of Maps

Amend the List of Maps, under Volume 1, to add Map 11.11.20 Hayden Island Street Plan.

Amend the List of Maps, under Volume 2, to add:

Map 11.11.20A Hayden Island Street Plan *Existing and Proposed Streets and Connections*;

Map 11.11.20B Hayden Island Street Plan *Future Traffic Designations*;

Map 11.11.20C Hayden Island Street Plan *Future Transit Designations*;

Map 11.11.20D Hayden Island Street Plan *Future Bicycle Designations*;

Map 11.11.20E Hayden Island Street Plan *Future Pedestrian Designations*;

Map 11.11.20F Hayden Island Street Plan *Future Freight and Emergency Response Designations*; and

Map 11.11.20G Hayden Island Street Plan *Future Street Design Designations*.

The New Master Street System Plan

Chapter 11, Master Street Plans

Consistent with City of Portland and regional policies, a master street plan has been prepared to support the Hayden Island Plan. A map and objective statement defining the master street plan for Hayden Island is proposed for adoption as part of the Comprehensive Plan in Goal 11B, Policy 11.11 Street Plans, which is also part of the Transportation System Plan (TSP), Chapter 2 – Transportation Element of the Comprehensive Plan.

Note: This chapter of the TSP is not part of the Comprehensive Plan, but it provides background and context for street plans that are adopted as part of the Comprehensive Plan in Goal 11B (TSP Chapter 2). A section for this chapter will be prepared that includes a narrative and supportive maps on the Hayden Island Street Plan.

This section will include discussions on the following:

- Authority of the City Engineer to direct specific improvements and alignments to implement the street plan;
- Street plan support of the land use patterns and development objectives recommended by the Hayden Island Plan;
- Integration of the street plan with the proposed Columbia River Crossing Project;
- Relationship of the street plan with the preparation of an interchange area management plan;
- Street plan direction for future street classifications and designations that would be applied upon completion of the Columbia River Crossing Project.

The following maps will accompany the Hayden Island Street Plan section of Chapter 11:

Map 11.11.20A Hayden Island Street Plan *Existing and Proposed Streets and Connections*, as displayed in Exhibit H;

Map 11.11.20B Hayden Island Street Plan *Future Traffic Designations*, as displayed in Exhibit I;

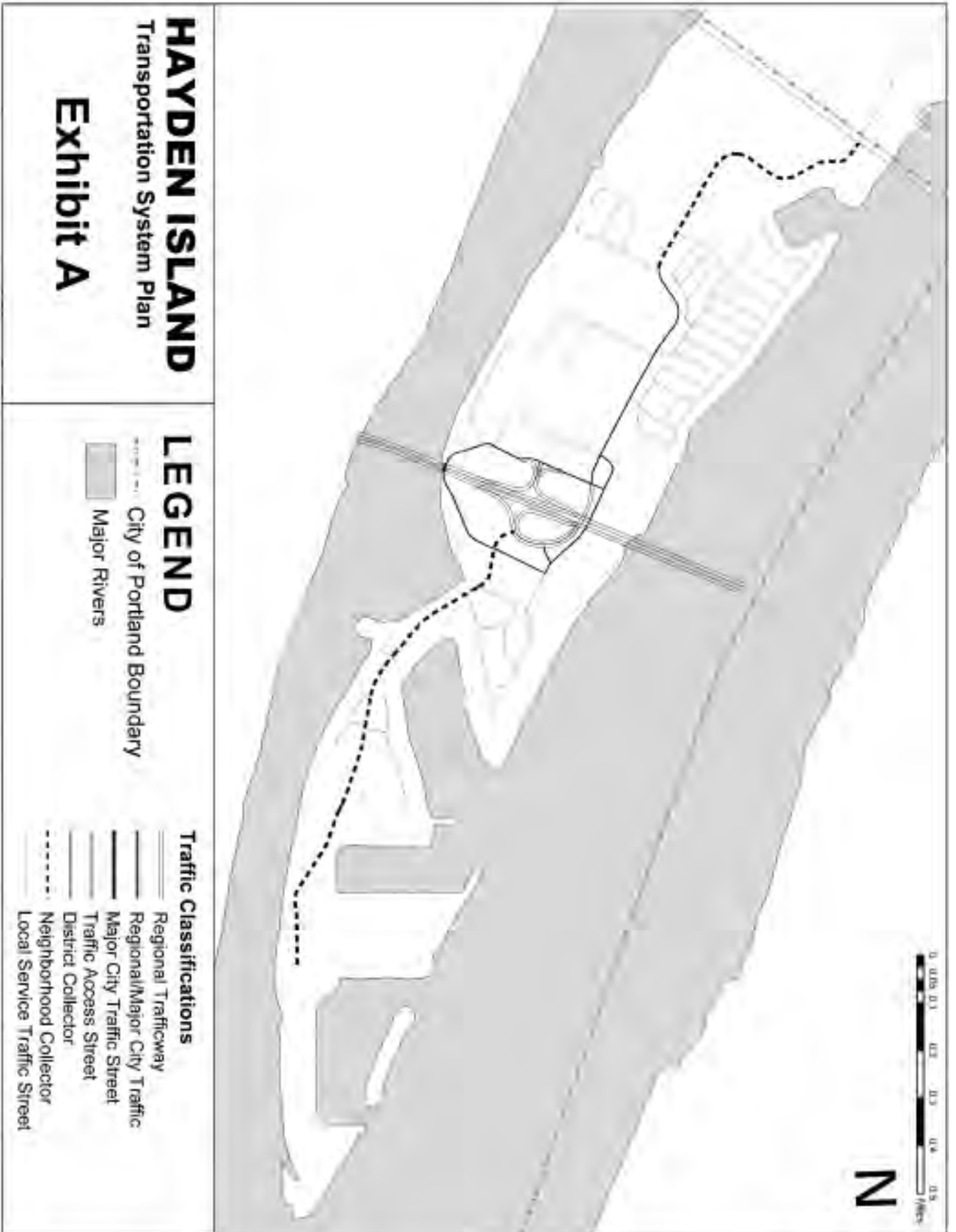
Map 11.11.20C Hayden Island Street Plan *Future Transit Designations*, as displayed in Exhibit J;

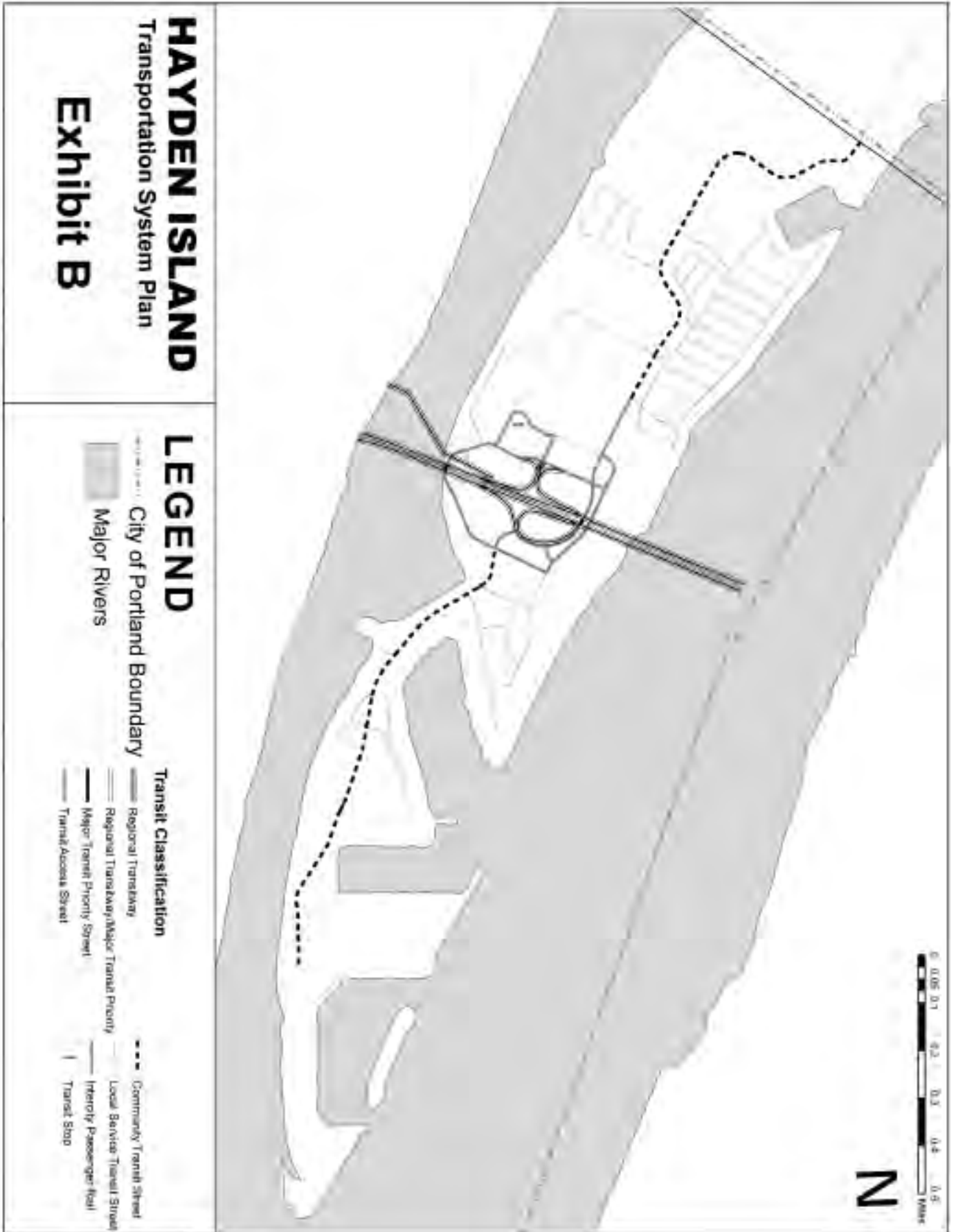
Map 11.11.20D Hayden Island Street Plan *Future Bicycle Designations*, as displayed in Exhibit K;

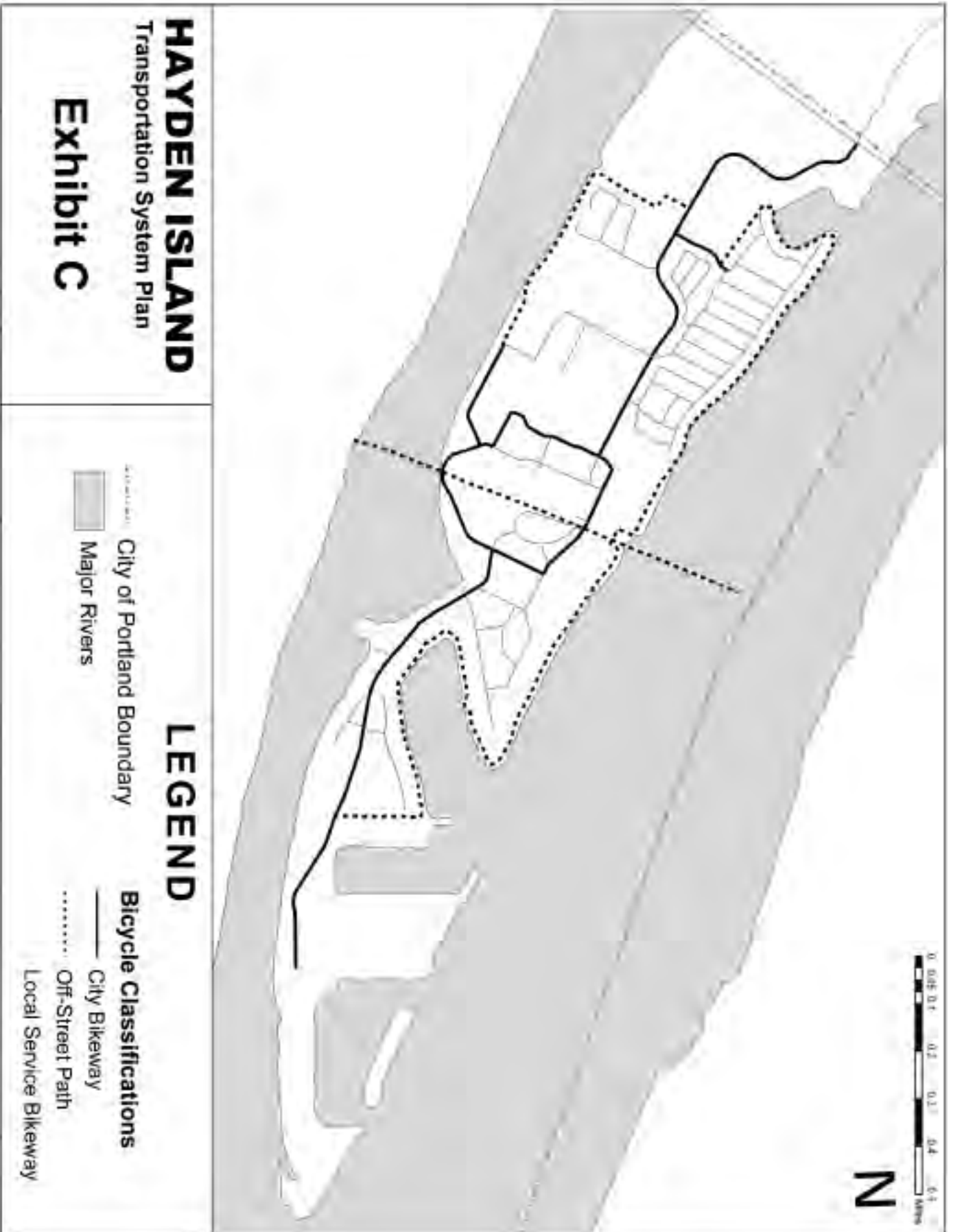
Map 11.11.20E Hayden Island Street Plan *Future Pedestrian Designations*, as displayed in Exhibit L;

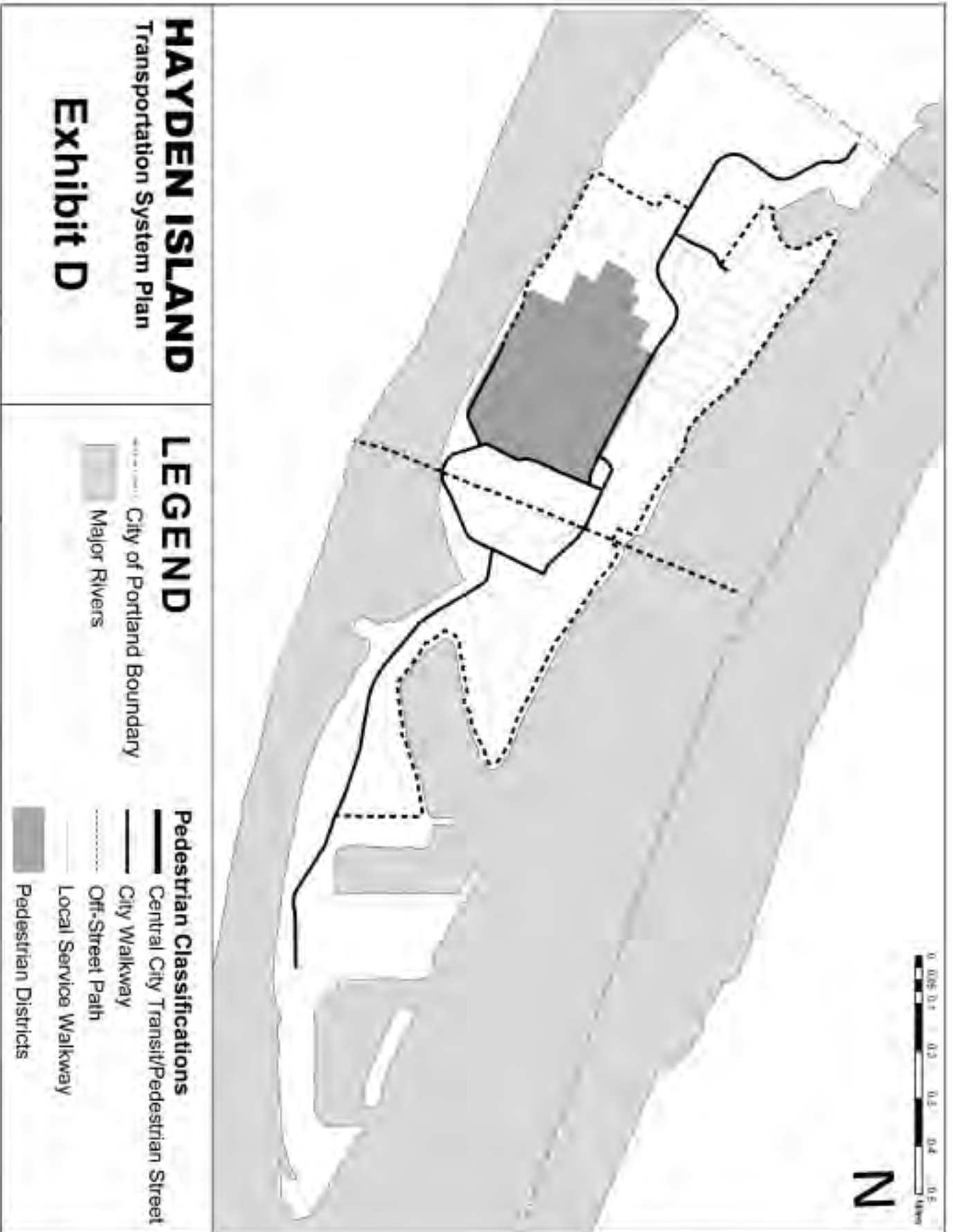
Map 11.11.20F Hayden Island Street Plan *Future Freight and Emergency Response Designations*, as displayed in Exhibit M; and

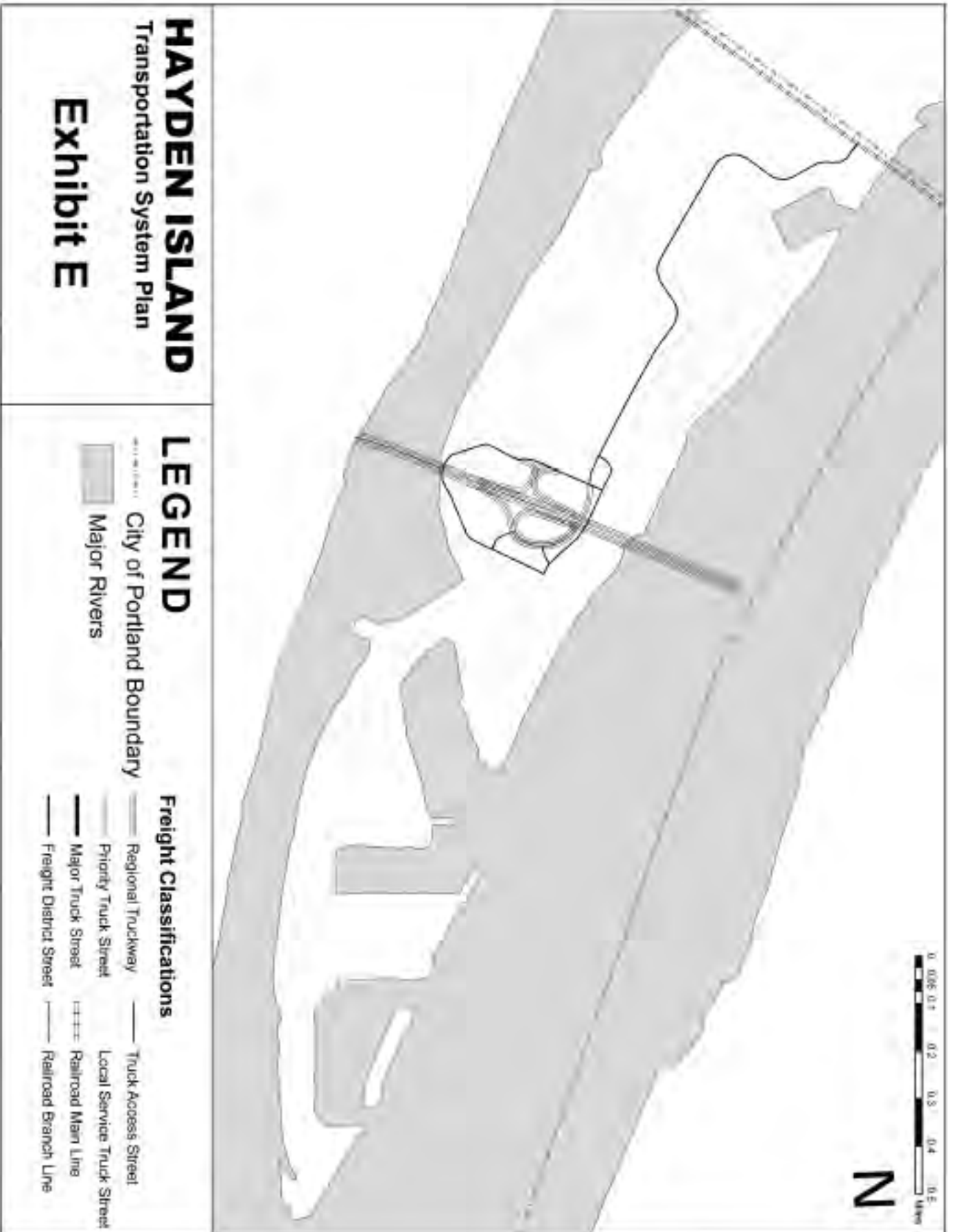
Map 11.11.20G Hayden Island Street Plan *Future Street Design Designations*, as displayed in Exhibit N.

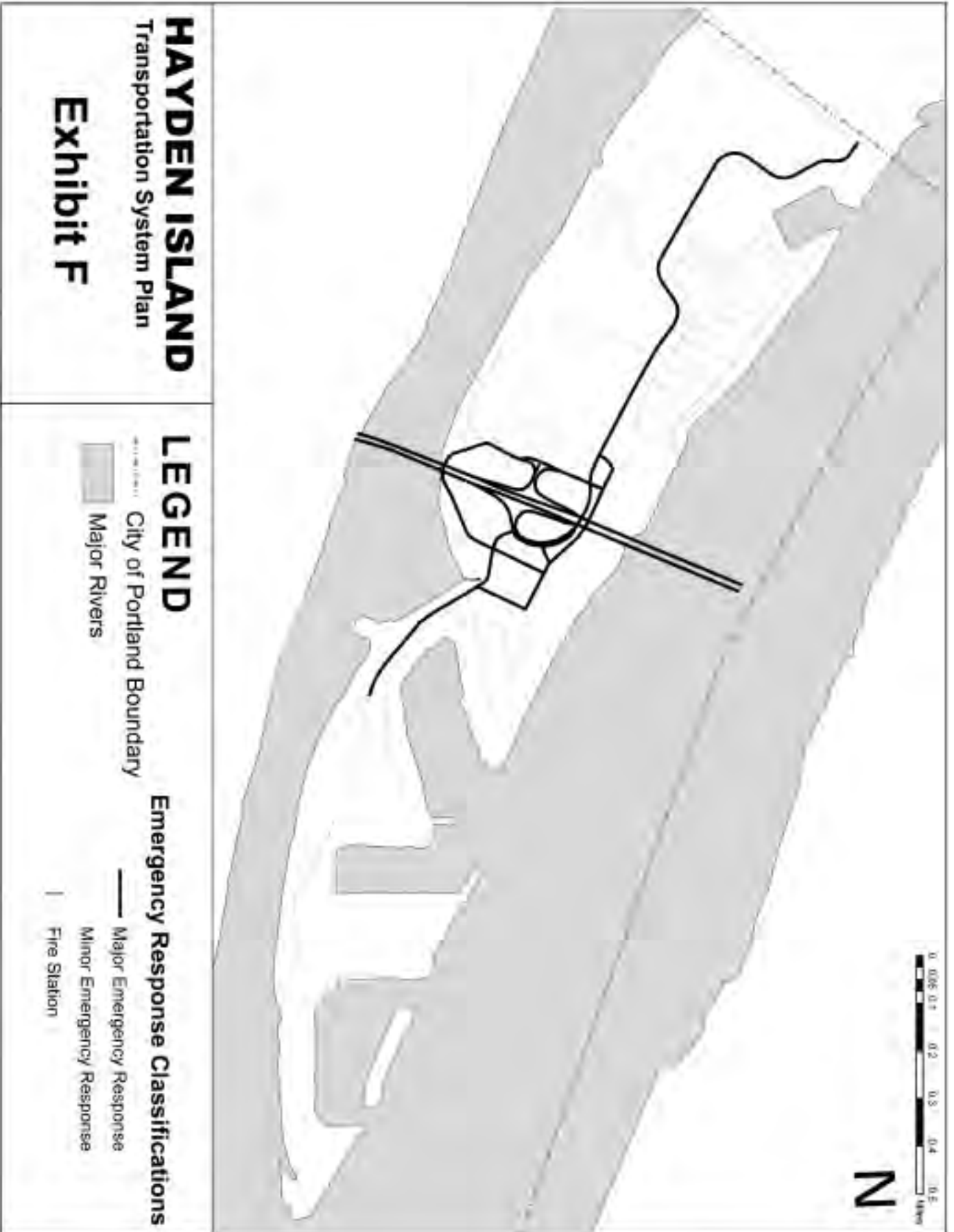


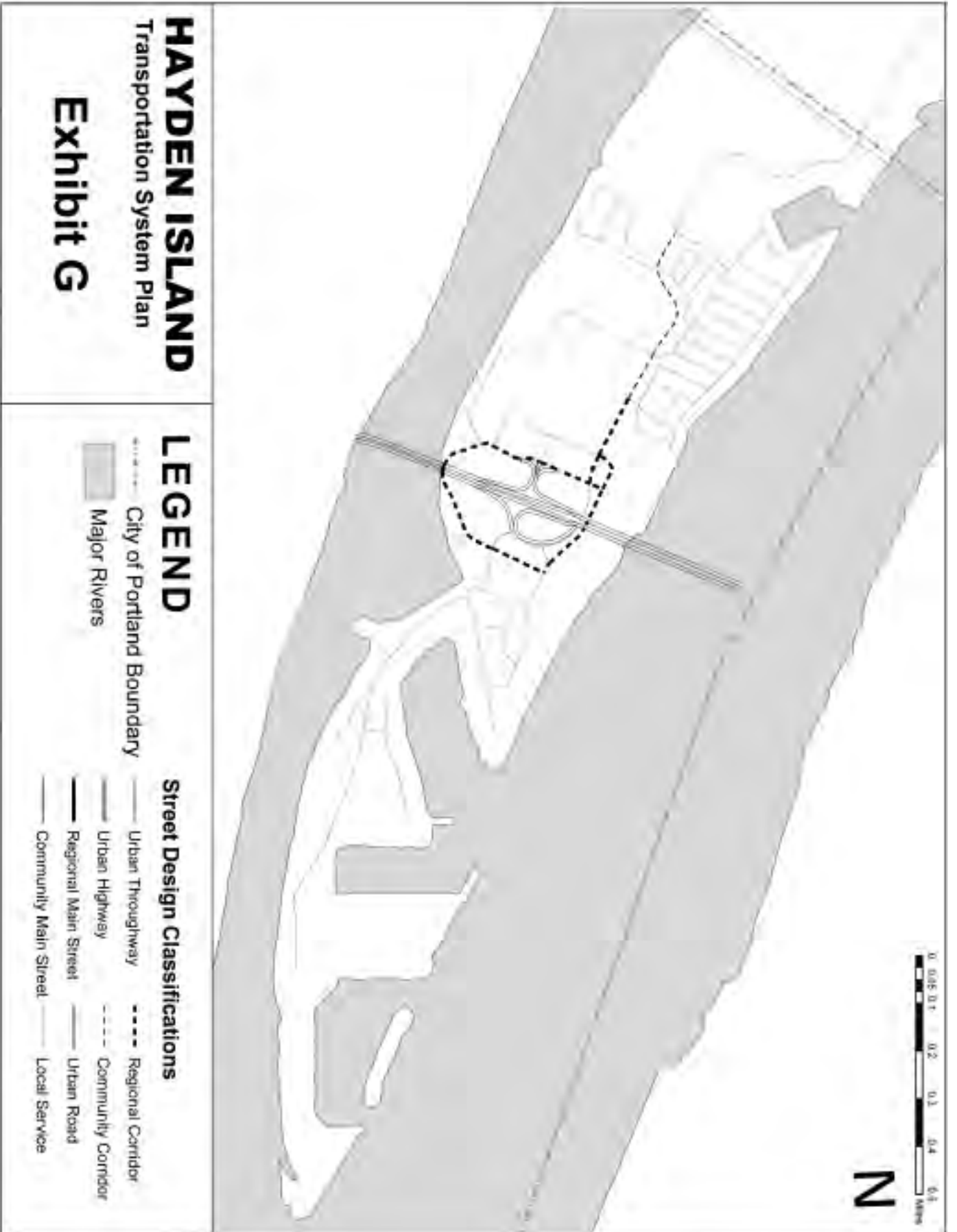


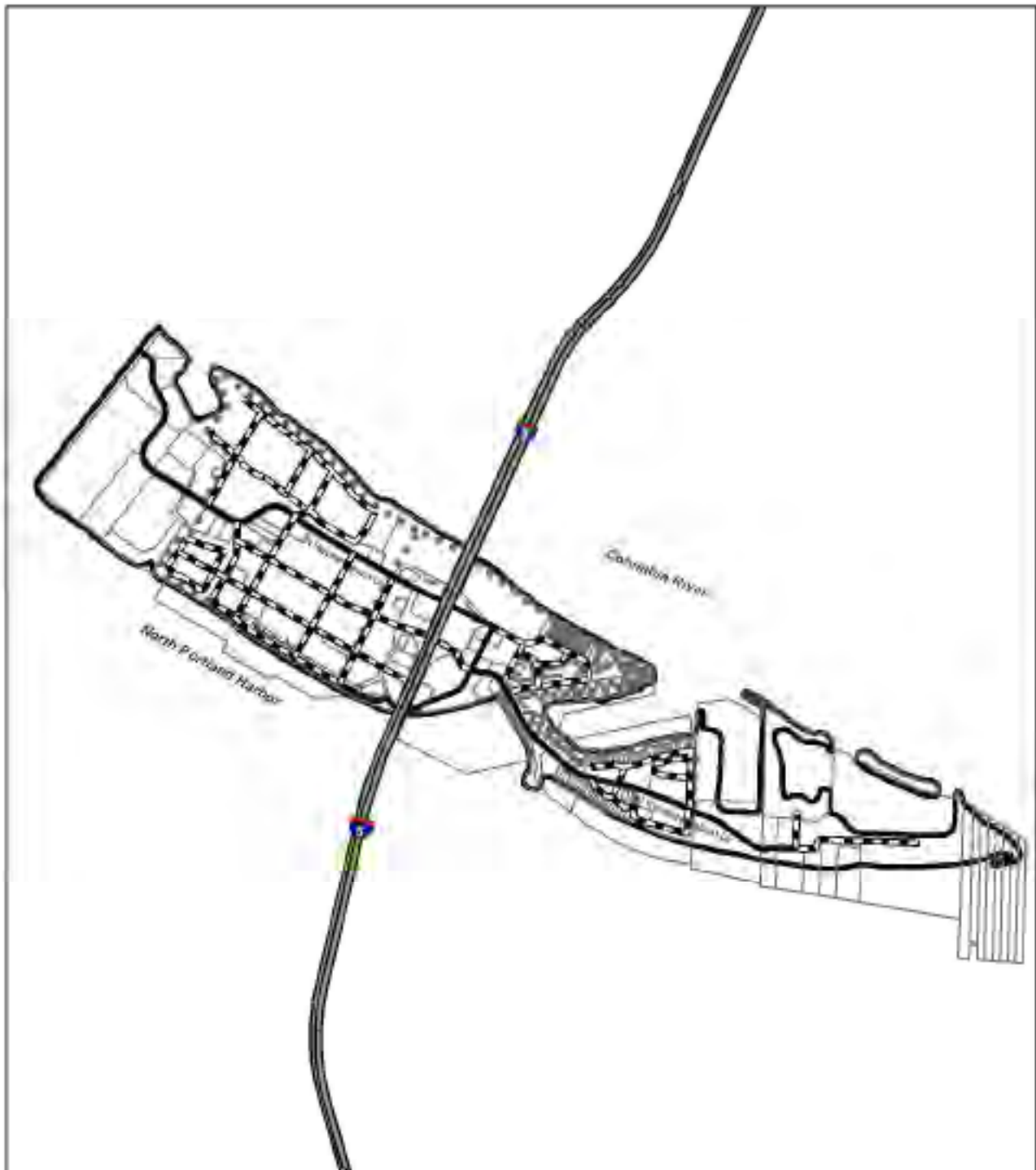












Portland Master Street Plan - Map 11.11.20A

Hayden Island

Existing and Proposed Streets and Connections

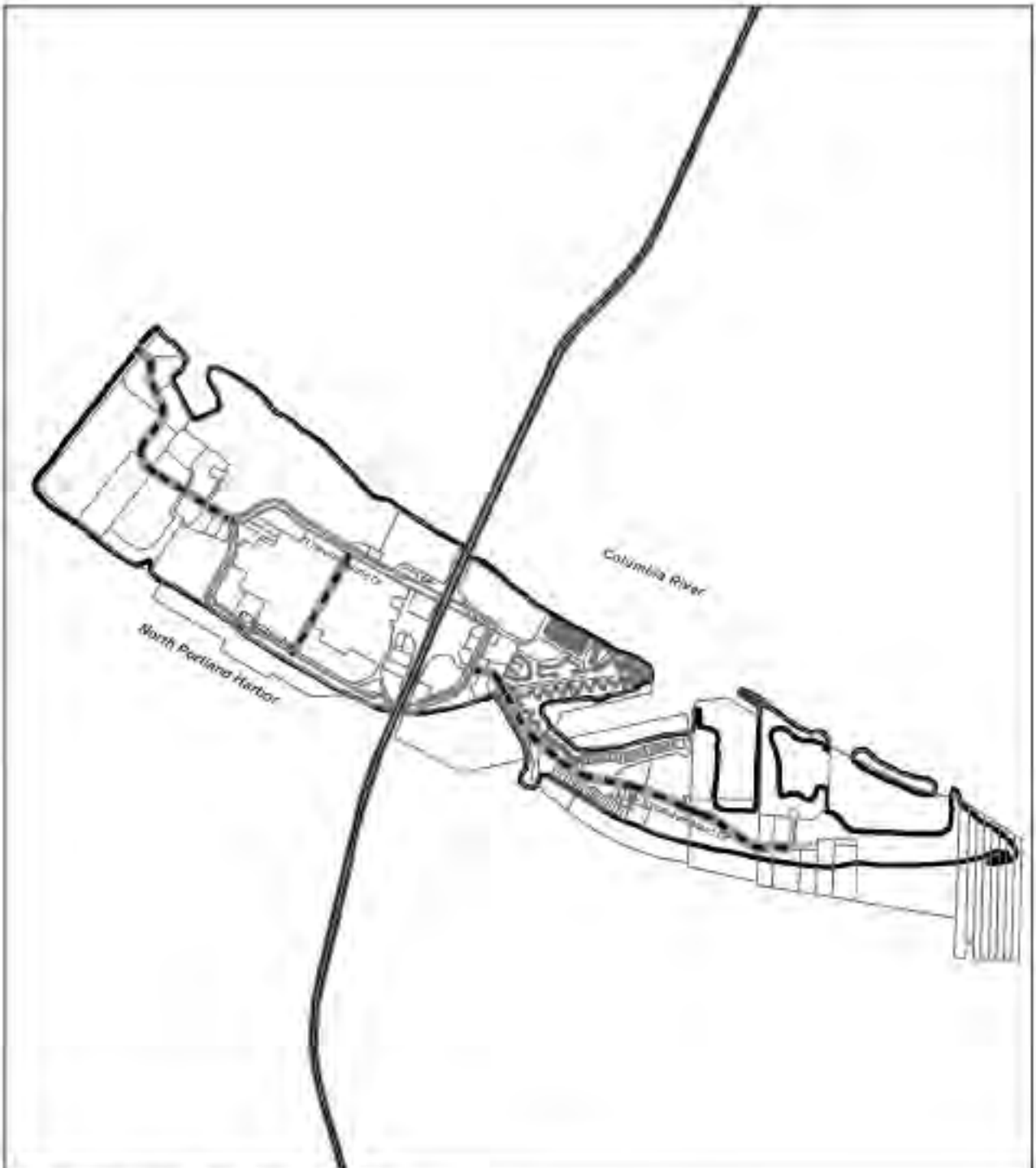
Legend

- Existing Streets
- - - Proposed New Streets
- ● ● Pedestrian & Bicycle Connection



Exhibit H

File: P:\P\000000001370060\WFO\Gis\arcmap\0611\Hayden_Master_Street_Plan_3x11.mxd
Date: 09/2009 8:29 AM



Portland Master Street Plan - Map II.II.20B

Hayden Island

Future Traffic Designations

Legend




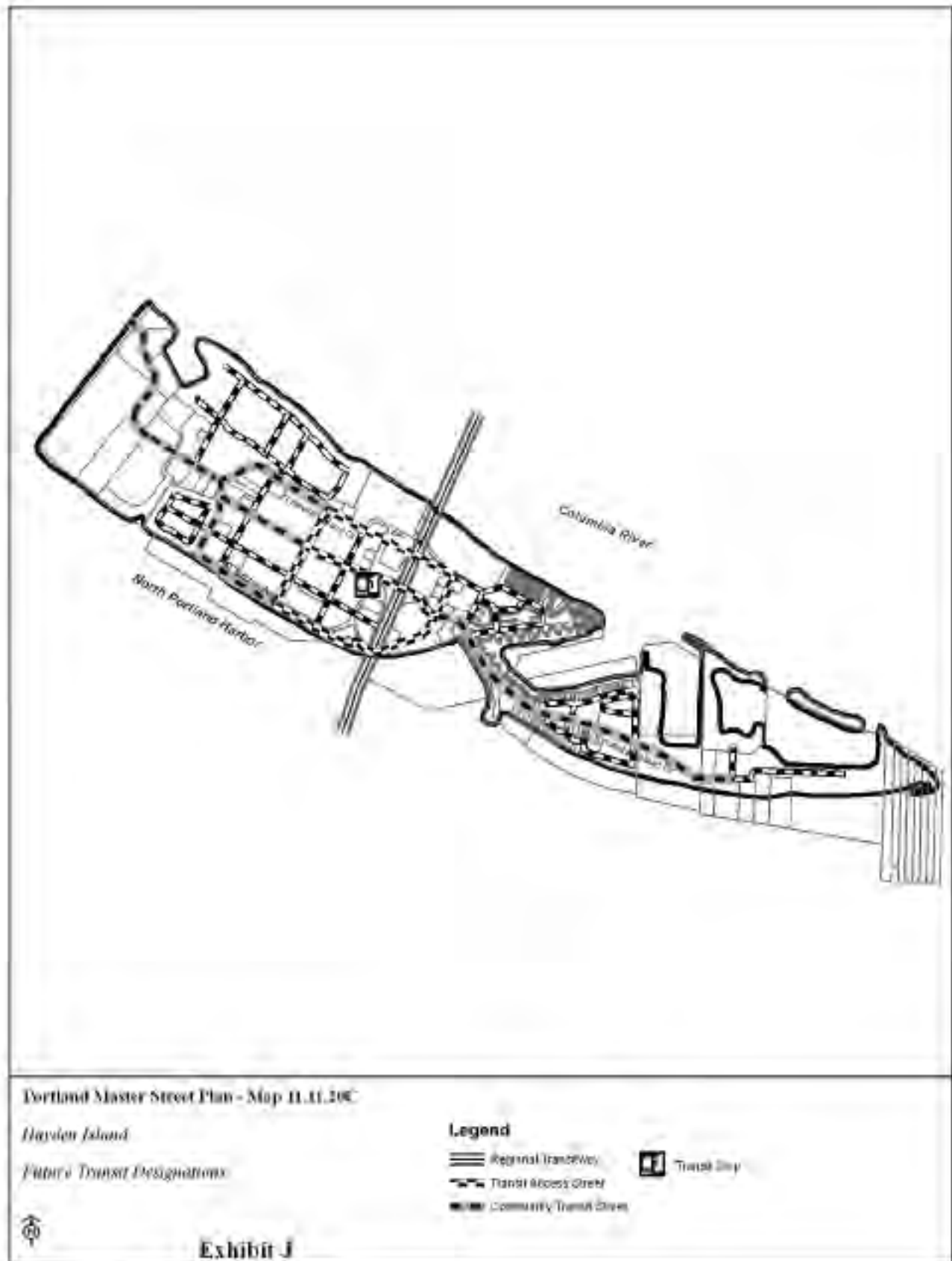
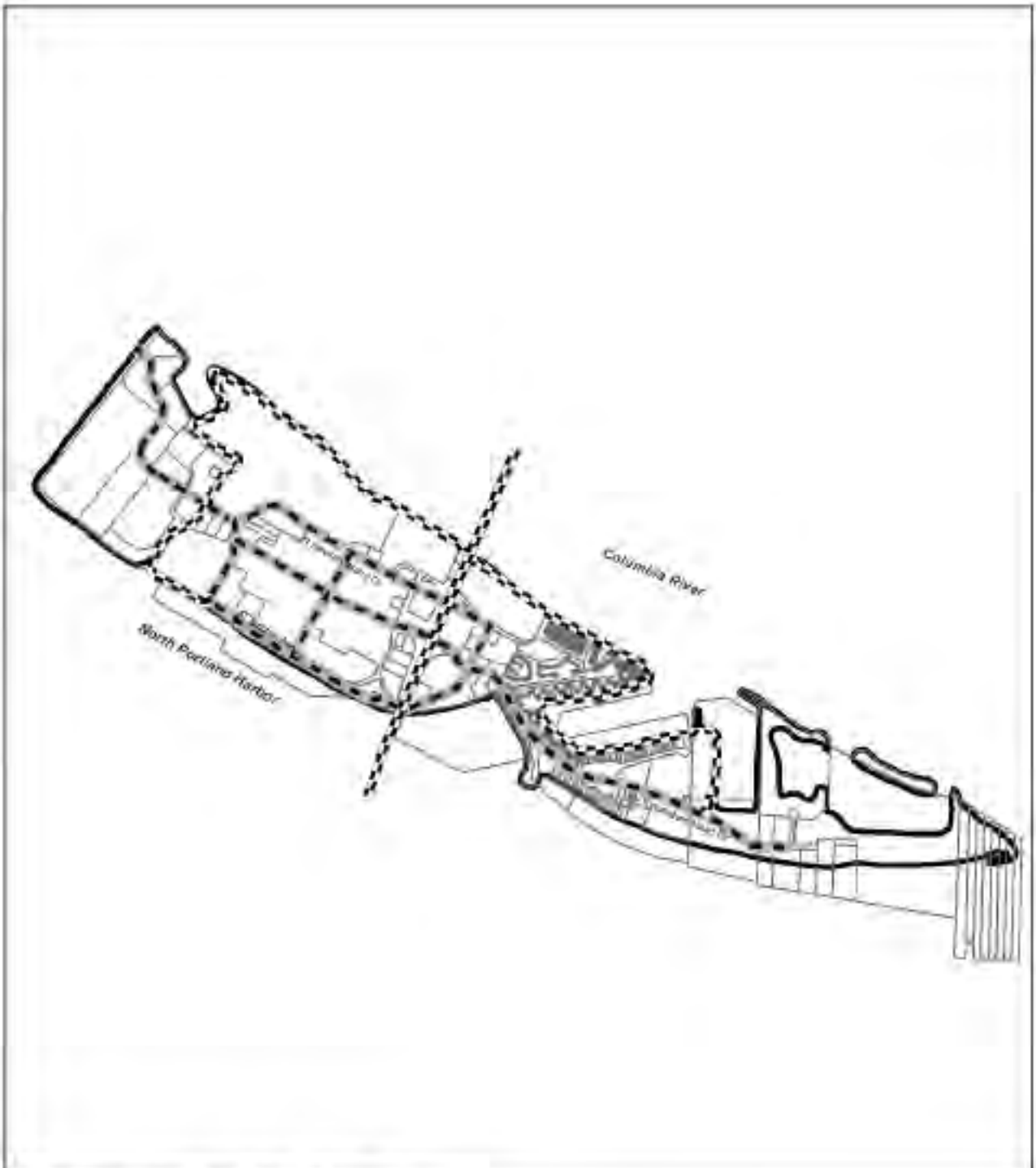
-  Regional Freeway
-  District Collector
-  Neighborhood Circulator



Exhibit I





Portland Master Street Plan - Map H.11.200

Hayden Island

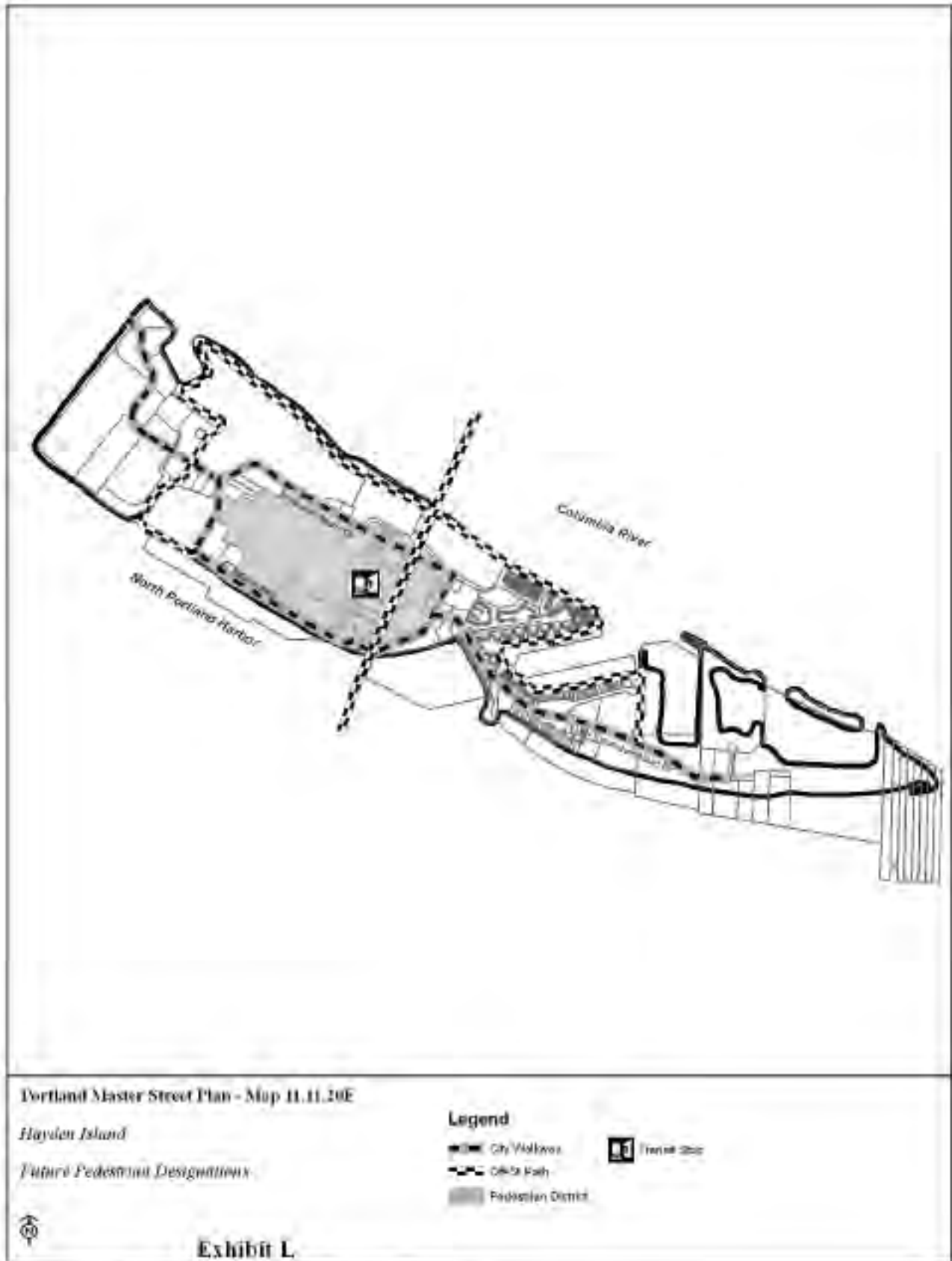
Future Bicycle Designations

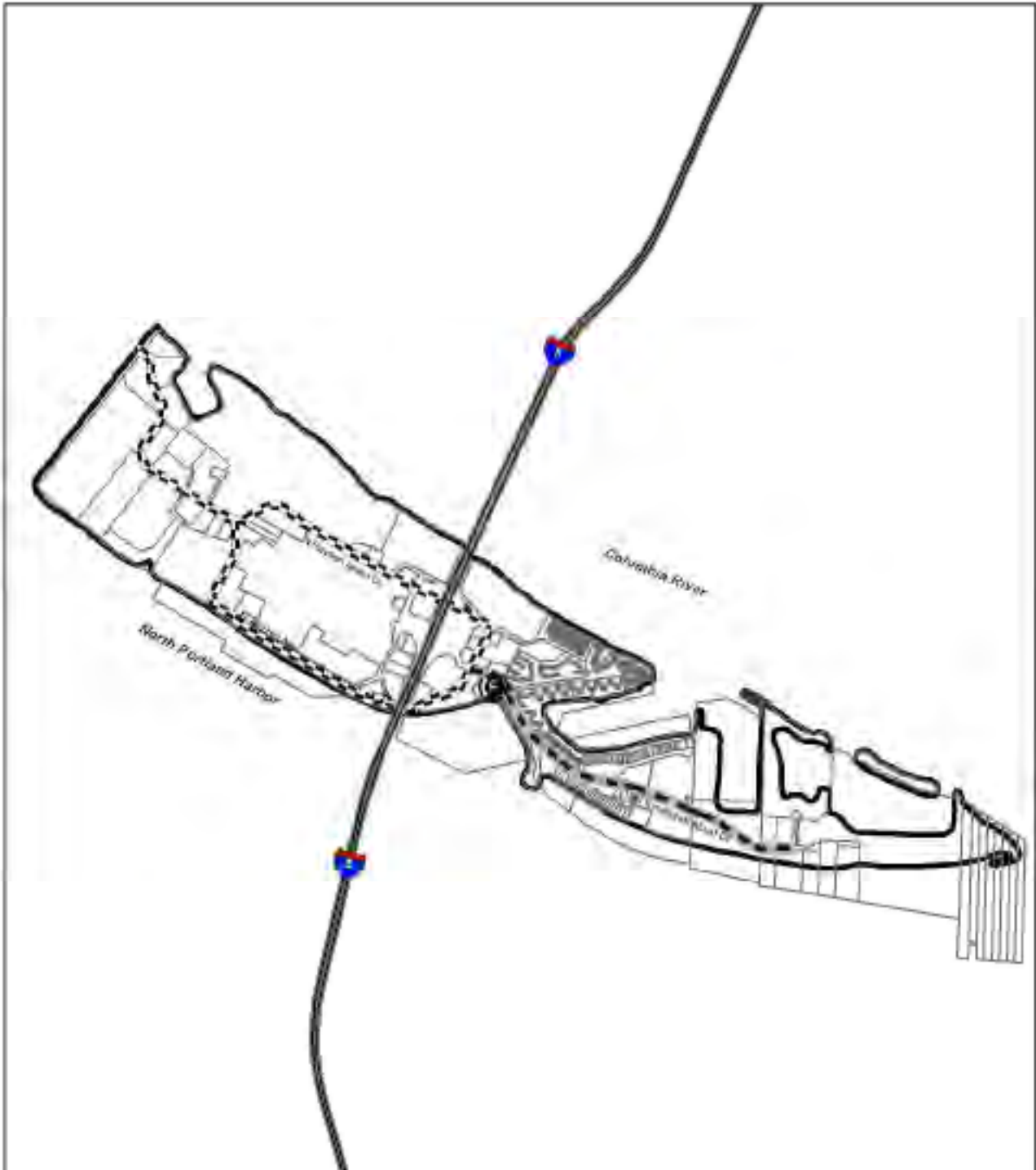
Legend

- City Street
- ORST Path



Exhibit K





Portland Master Street Plan - Map 11.11.20F





Hayden Island

Future Freight and Emergency Designations



Exhibit M

Legend

-  Emergency Response Street
-  Truck Access & Major Emergency Response Street
-  Regional Trafficway
-  Fire Station

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Date: 09/2009 11:52 AM

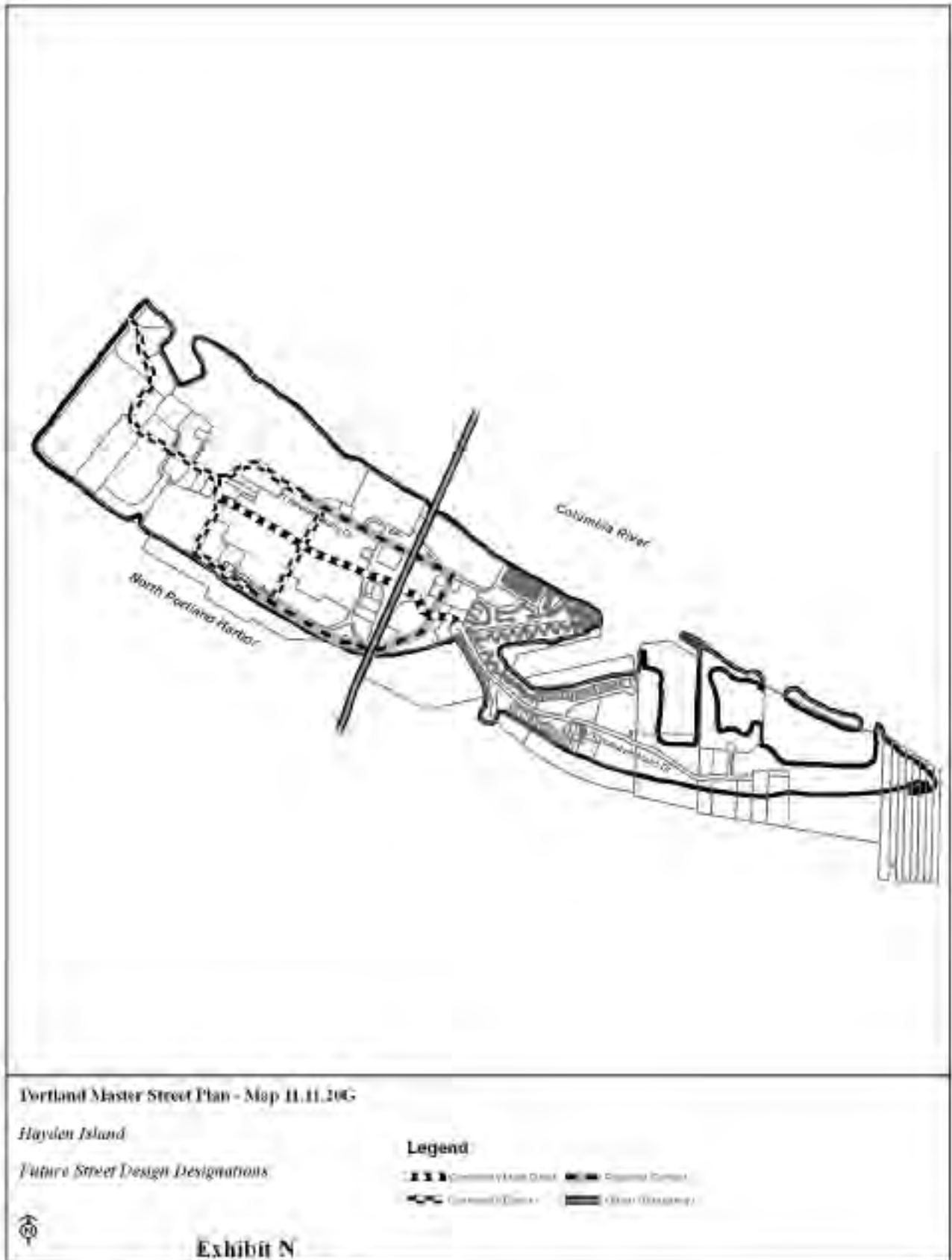


IMAGE TO COME

IMPLEMENTATION STRATEGIES

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

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

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

PUBLIC INTERVENTIONS

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

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

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

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

IMPLEMENTATION ACTIONS

IMPLEMENTATION ACTIONS

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

Island Community Vision Theme

Regulatory

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

Accountability: Bureau of Planning and Sustainability

Leadership

- Work with Jantzen Dynamic Corporation and landowners surrounding the transit station to make the station a focal point through development of a public plaza and the development of mixed-use residential development adjacent to the station location.
- Provide for residential development near Hayden and Tomahawk Bays by working with Columbia Crossings to develop residential communities.
- Work with private property owners to complete a system of trails across East Hayden Island.
- Work with property owners to restore riverbanks by reducing the steepness of the bank, removing riprap and planting native vegetation.
- Accountability: Bureau of Planning and Sustainability, Portland Office of Transportation, Bureau of Development Services, Oregon Department of Transportation, Bureau of Environmental Services
- Infrastructure
- Implement the new street master plan to provide for a safe, connected and healthy neighborhood.
- Implement new special right-of-way standards that will promote walking and bicycling and easy access to the transit station.
- Improve on the existing trail system as funding becomes available through capital projects, safety projects and projects by private development.
- Provide parks and preserve natural areas.

Accountability: Portland Bureau of Transportation, Bureau of Planning and Sustainability, Bureau of Parks and Recreation

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Getting Around Vision Theme

Infrastructure

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

Accountability: Bureau of Planning and Sustainability, Portland Bureau of Transportation

Leadership

- Work with the CRC project to incorporate the infrastructure improvements that address mobility and access issues and natural resource issues for Hayden Island.
- Work with the Port of Portland to explore joint use of new bridge built to serve potential development on West Hayden Island.

Accountability: Bureau of Planning and Sustainability, Portland Bureau of Transportation

IMAGE TO COME

Environment and Open Space Vision Theme

Regulatory

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

Accountability: Bureau of Planning and Sustainability, Portland Bureau of Transportation, Bureau of Environmental Services, Bureau of Development Services

Infrastructure

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

Accountability: Bureau of Parks and Recreation

Leadership

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

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

Comp Plan and Zoning Code Amendments

The Hayden Island Plan will amend both the policy map that guides land use and development in the City (the Comprehensive Plan Map) and the actual zoning that implements the policy through land use regulations (Portland Zoning Map). The maps on page 22-23 show both the previous and proposed zoning designations in the Hayden Island Plan.

This section includes:

- How to read the zoning map
- Summary of the proposed zoning
- Summary of the zoning use and development standards (matrix)
- Map of existing zoning

HOW TO READ THE ZONING MAP

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

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

[See Zoning Map pages 22 and 23.](#)

Environmental Conservation (c) Overlay Zone

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

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

Portland International Airport Noise Impact (x) Overlay Zone

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

Comp Plan and Zoning Code Amendments

SUMMARY OF THE PROPOSED ZONING

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

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

Neighborhood Commercial (CN2) is proposed for the area east of I-5 north of North Tomahawk Island Drive, currently zoned CG, to encourage neighborhood commercial uses within walking distance of a large portion of Hayden Island's residential community and within the pedestrian district. This change will create three nonconforming uses, because there are drive-ins associated with the businesses.

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

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

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

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

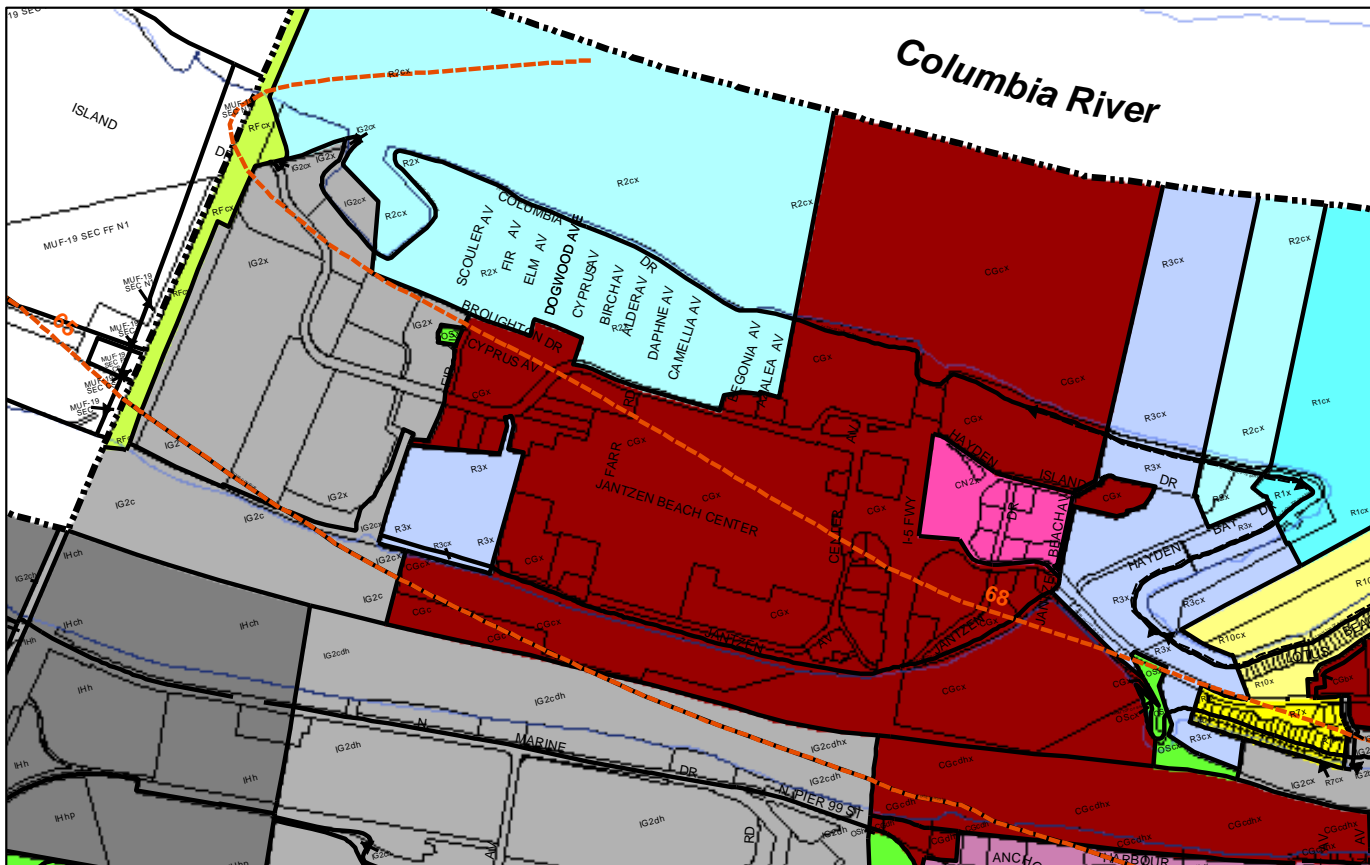
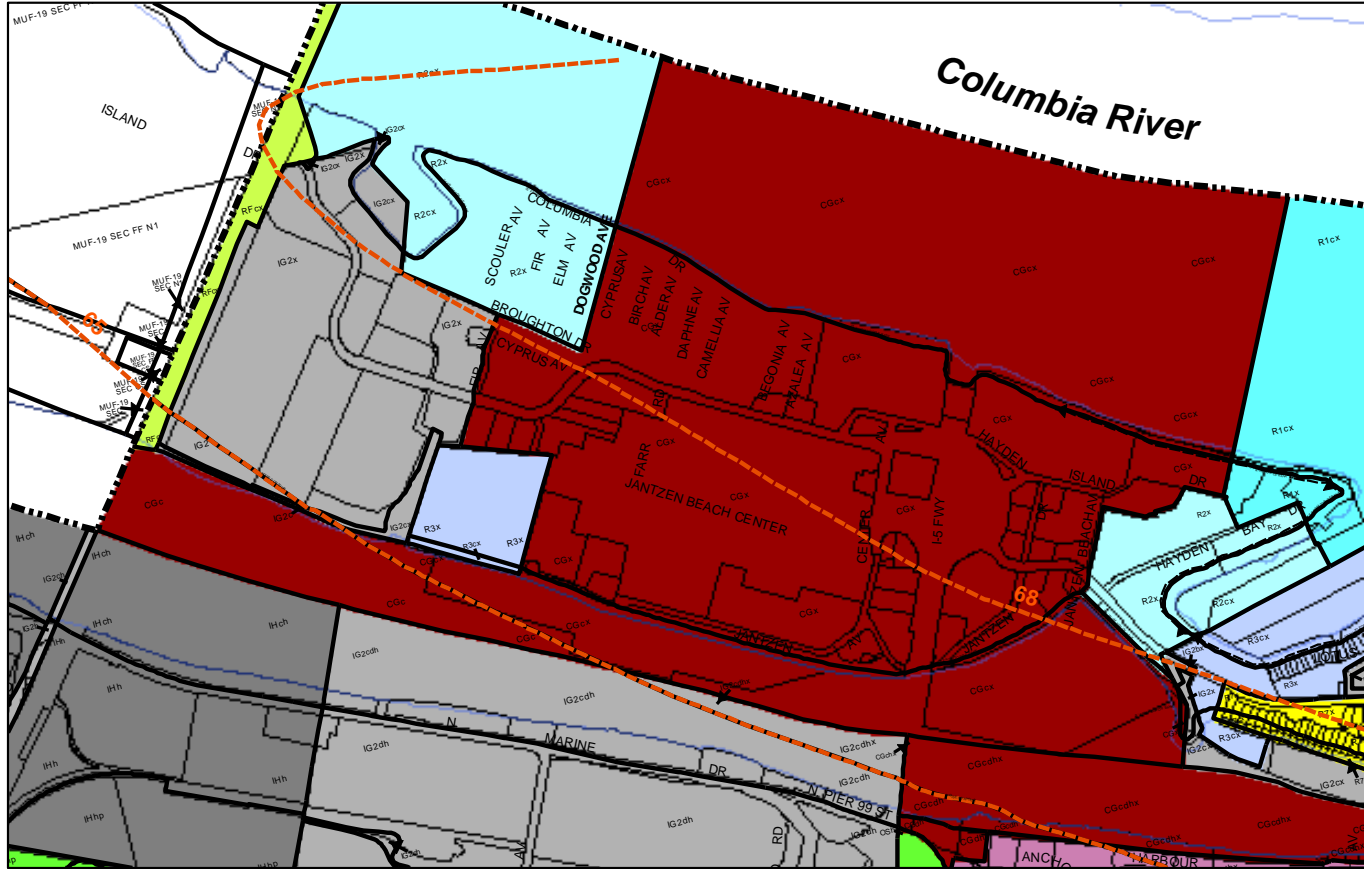
Low-density, Multi-dwelling, Residential (R3) remains on the southern portion of the manufactured home park and is proposed for the Hayden Bay Condominiums.

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

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

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

Zoning Map



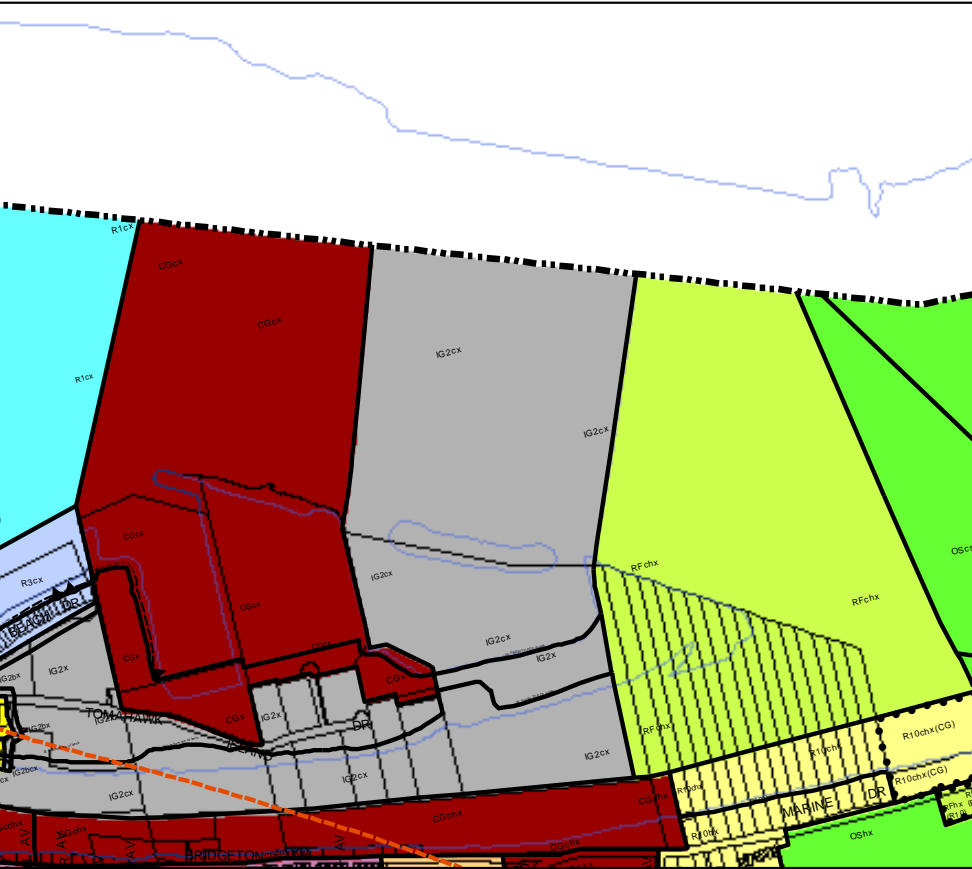
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December 9, 2008

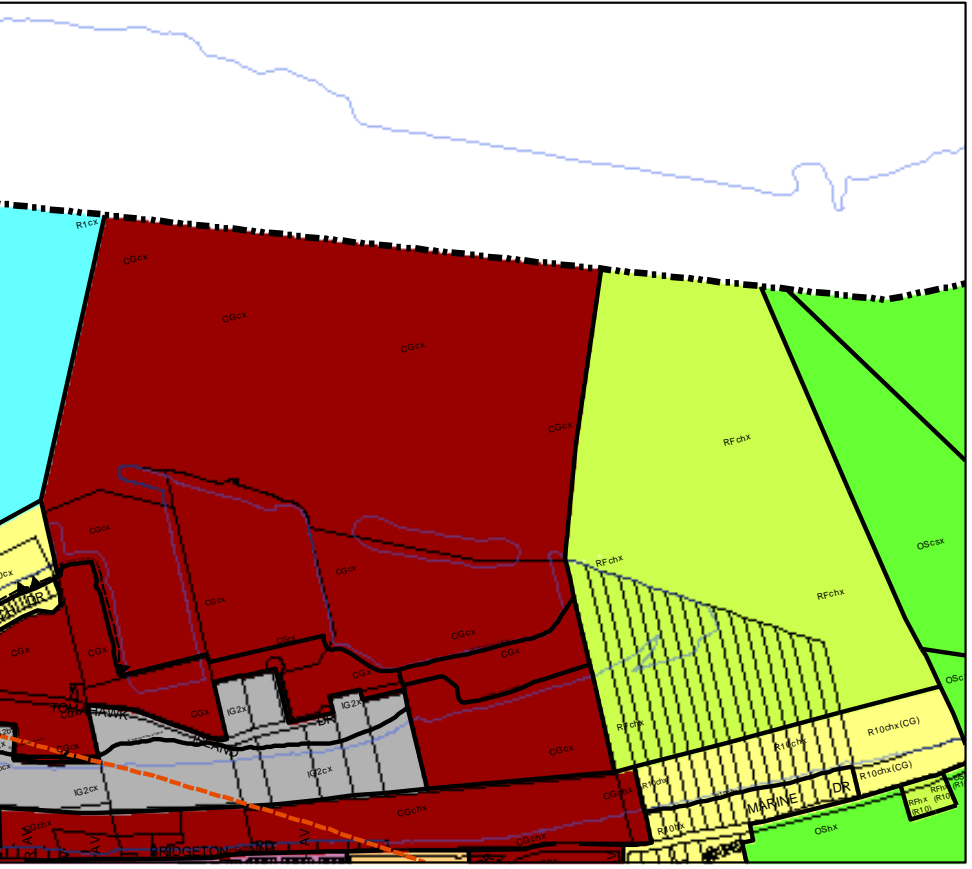
**East Hayden
Island Zoning**

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

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Zoning Commentary

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

INTRODUCTION

The proposed amendments to the Zoning Code will implement the goals of the Hayden Island Concept Plan and Hayden Island Final Plan as described in this document. This section shows proposed code revisions, employing several conventions:

- Odd-numbered pages show Zoning Code language with the changes proposed by this project.
- Even-numbered pages contain commentary on the proposed changes. This commentary is more descriptive and indicates the legislative intent of the proposed Zoning Code changes.
- Language to be **added** to the Zoning Code is underlined.
- Language to be **deleted** from the Zoning Code is shown in ~~strikethrough~~.

33.532.010 Purpose

Hayden Island is unique in Portland. It has special opportunities coupled with unusual restraints on development. As the only island community in Portland, it has significant environmental resources and potential, and much of the housing stock floats. However, access to and from the Island is constrained by Interstate 5, while the proximity to the Portland Airport limits housing potential. The creation of a Hayden Island plan district addresses many of the issues of this unique community, while still allowing for its development and improvement. Hayden Island will ultimately be characterized by an integrated transportation network, a station area community, a range of housing types and densities, appropriate transitions between zones, and good public access.

While this plan district does not address the environmental resources of the Island, the environmental overlay zone applied to much of the plan district does do so.

33.532.020 Where These Regulations Apply

The plan district includes only the portion of Hayden Island east of the BNSF Railroad, as that is the only area that is within the City Limits

Chapter 33.532 Hayden Island Plan District

Sections

General

33.532.010 Purpose

33.532.020 Where These Regulations Apply

33.510.030 Application of Regulations Relating to Future Rights-of-Way and Transit Stations

Development Standards

33.532.110 Additional Regulations in the OS Zone

33.532.210 Maximum Building Height

33.532.220 Floor Area Ratios

33.532.230 Transition Between Zones

33.532.240 Transfer of Residential Density

33.532.250 Maximum Setbacks in C Zones.

33.532.255 Main Entrance

33.532.260 Street Connectivity

33.532.270 Drive-Through Facilities

Map 532-1 Hayden Island Plan District

Map 532-2 Hayden Island Plan District: Maximum Building Height

Map 510-3 Hayden Island Plan District: Island Main Streets

General

33.532.010 Purpose

The regulations in this chapter will preserve and enhance both the character and opportunities of Hayden Island to:

- Create a transportation network that provides for all modes, and for smooth transitions from one mode to another;
- Focus higher intensity, mixed-use development near the Light Rail Station;
- Provide opportunities for a range of housing types, and encouraging mixed-use development, including commercial uses, to serve residential uses; and
- Ensure a transition between nonresidential zones and residential neighborhoods.

The environmental zoning that applies to much of the plan district will preserve and restore the unique and valuable natural resources of the island, such as the shallow water habitat.

33.532.020 Where These Regulations Apply

The regulations of this chapter apply to the Hayden Island plan district. The boundaries of the plan district are shown on Map 532-1 at the end of this chapter, and on the Official Zoning Maps.

Zoning Commentary

33.510.030 Application of Regulations Relating to Future Rights-of-Way and Transit Stations

Several of the regulations in the plan district are based on distances from streets or Transit Stations that are not yet built. This provision clarifies that, if the street or Transit Station has not been built, the distance is measured from the location shown on the Hayden Island Master Street Plan, which is part of the Transportation Element of Portland's Comprehensive Plan.

33.510.030 Application of Regulations Relating to Future Rights-of-Way and Transit Stations

Regulations of this chapter that are based on the location of a right-of-way or Transit Station apply as follows:

- A. If the right-of-way or Transit Station has been improved or dedicated, the regulation applies based on the actual location of the right-of-way, tract, or easement.
- B. If the right-of-way or Transit Station has not been improved or dedicated, the regulation applies based on the location of the right-of-way or Transit Station as shown on the Master Street Plan for the area that has been accepted by City Council. The street plan is maintained by the Portland Office of Transportation and is documented in the Transportation Element of Portland's Comprehensive Plan.

33.532.110 Additional Regulations in the OS Zone

Retail Sales and Service uses are a conditional use in the Open Space zone. This regulation limits the potential size of such a use, which assures that the park will have enough space to fulfill the needs traditionally associated with a park, such as active and passive recreation.

This size limit was chosen because, while the commercial use should not dominate the open space, such uses may contribute to the Island atmosphere and the setting of an urban neighborhood. This regulation also will apply to any open space that is both near the Transit Station and the Columbia River, providing opportunities for additional activity on the river.

The maximum parking limit ensures that some parking is available for users of both the commercial and parks uses, while encouraging users to walk or use mass transit.

B. Where these regulations apply.

A distance of 1,500 feet meets the goals of having a transit-oriented community within walking distance of the Transit Station. This meets the goals of the Hayden Island Concept Plan, including creating a complete Island community.

Note: The Zoning Code defines “Transit Station” as “a location where light rail vehicles stop to load or unload passengers. For purposes of measuring, the Transit Station consists of the station platform.” (33.910)

33.532.210 Maximum Building Height

The Columbia River Crossing will rebuild the Hayden Island freeway interchange, elevating it and the new light rail station some 35 feet above the existing ramps and freeway that are currently “at grade” on the island. This interchange is planned to be a massive structure, and without adjacent structures that help to mitigate or mask some of its bulk it will be the dominant focal point of the island. Increased building heights adjacent to the light rail station and freeway interchange would facilitate taller buildings, emphasizing these locations as the most active sites on the island with the highest density development. Increased heights would also offer increased visibility both to and from buildings adjacent to the freeway, and help to offer some enclosure, masking, or “buffering” effect against the freeway structure for buildings, businesses, and residential areas located further away on the island.

Development Standards

33.532.110 Additional Regulations in the Open Space Zone

- A. Purpose.** More intense activities may be appropriate in OS-zoned sites near the Transit Station. Allowing these uses can both provide space for outdoor activities that are appropriate in an urban setting, and increase desirable activity within and near open space.
- B. Where these regulations applies.** The regulations of this section apply to sites in the OS zone that are within 1,500 feet of the Transit Station.
- C. Retail Sales And Service.**
1. Up to 10,000 square feet of floor area in Retail Sales And Service uses or 10 percent of the area of the site, whichever is less, may be requested through a Conditional Use Review. This maximum applies to the cumulative floor area of all Retail Sales And Service uses on a site.
 2. Maximum parking. The maximum parking allowed for Retail Sales And Service uses is 1 space per 250 square feet of floor area.

33.532.210 Maximum Building Height

- A. Purpose.** The maximum building height standards:
- Allow taller buildings to reduce the visual prominence of the freeway structure and offer opportunities for more intense buildings and activity near the Transit Station; and
 - Allow taller buildings along the new bridge right-of-way to achieve defined edges within the larger neighborhood context and allow buildings to take greater advantage of views over the bridge;
- B. Maximum building heights.** The maximum building heights are shown on Map 532-2. Adjustments and modifications to maximum heights are prohibited.

Zoning Commentary

33.532.220 Floor Area Ratios

The regulations of the “x” overlay (the airport noise zone) limit residential development, particularly in the residential zones. Because of this, there is actually more residential development potential on land zoned as commercial. Because of this constraint, a floor area ratio bonus will encourage development of residential floor area within walking distance of the Transit Station.

- C Floor area used for parking is not counted towards the maximum floor area. This removes a disincentive to providing structured parking. Structured parking is more desirable than surface parking in an area intended for high-intensity, pedestrian-oriented development, and underground parking is not feasible on the Island.

33.532.220 Floor Area Ratios

A. Purpose. These regulations encourage dense, mixed-use development near the Transit Station and reinforce Hayden Island's role as a transit-supportive, mixed-use neighborhood.

B. Where these regulations apply. These regulations apply to sites in commercial zones where the proposal will result in an increase of at least 2,000 square feet of floor area on the site.

C. Maximum floor area ratios. Floor area used for parking is not counted toward maximum floor area ratios. Floor area in residential uses is counted toward maximum floor area ratios.

1. Generally. Except as specified in C.2, the maximum FAR is 0.75:1.
2. Bonus near Transit Station.
 - a. This bonus is available only for residential floor area built within 1,500 feet of the Transit Station. For each square foot of floor area developed as housing, a bonus of 2 square feet of additional floor area is earned, up to an additional floor area ratio of 3:1.
 - b. The bonus floor area must be in residential use, and must be built within 1,500 feet of the Transit Station. The bonus floor area is not eligible for a bonus.
 - c. The property owner must execute a covenant with the City ensuring continuation and maintenance of the bonus floor area in housing by the property owner. The covenant must comply with the requirements of 33.700.060.

Zoning Commentary

33.532.230 Transition Between Zones

Throughout the Hayden Island planning process, those living adjacent to commercial or industrial zones raised concerns about the potential impacts of development in those zones. Several of the established residential areas are low in density and scale, and are unlikely to redevelop for some time. Conversely, many of the Island's C- or I-zoned sites are expected to redevelop or transition to higher intensity building forms.

The regulations of this section will reduce the potential negative impacts of this development pattern by creating a transition: buildings in the non-residential zones will step down to the residential areas rather than overshadowing residential building.

33. 532.230 Transition Between Zones

A. Purpose. These regulations limit some of the negative impacts of larger-scale development in commercial or industrial zones on buildings in adjacent residential zones. Requiring development to step down near the residential zones avoids having an abrupt transition between the zones, as does the limitation on large blank walls facing residential sites.

B. Where these regulations apply. The regulations of this section apply to sites in commercial and industrial zones.

C. Maximum building height.

1. Sites abutting a residential zone. On the portion of a site within 30 feet of a residential zone, the maximum building height is 25 feet. See Figure 532-1.
2. Sites across a street from a residential zone. On the portion of a site within 15 feet of the lot line across the street from a residential zone, the maximum building height is 25 feet. See Figure 532-2.

D. Required windows above the ground floor.

1. Sites abutting a residential zone. On the portion of a site within 30 feet of a residential zone, at least 15 percent of the area of the façade above the ground level must be windows. This requirement is in addition to any required ground floor windows.
2. Sites across a street from a residential zone. On the portion of a site within 15 feet of the lot line across the street from a residential zone, at least 15 percent of the area of the façade above the ground level must be windows. This requirement is in addition to any required ground floor windows.

Figure 532-1 Height limits on sites abutting R zones

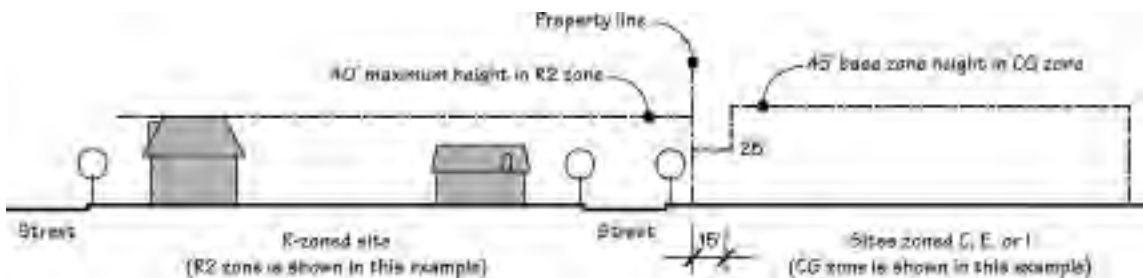
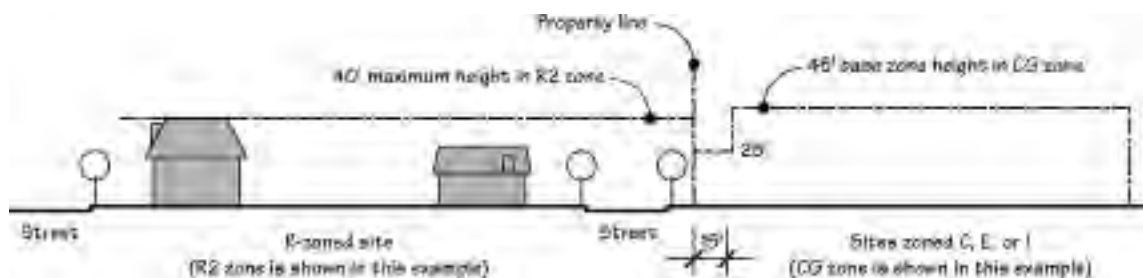


Figure 532-2 Height limits on sites across a street from R zones



33.532.240 Transfer of Residential Density

Residential density on Hayden Island is determined by a complicated set of regulations in the “x” overlay (the airport noise zone). The “x” overlay implements federal guidelines. Under the provisions of the “x” overlay, residential density on each site is based on several factors, including historic Comprehensive Plan designations and how much airplane noise a property is subject to. The determination of how much noise a property is subject to is based on a 1990 analysis that mapped the noise levels. The areas with different noise levels are called “noise contours” and regulations vary, depending on whether a site is within the 65 Ldn noise contour or the 68 Ldn noise contour.

This section allows property owners to transfer residential density from one site to another, which increases development flexibility and could result in more residential development near the Transit Station. However, the transfers must be limited so that the total number of dwelling units allowed in the plan district does not increase, and the number of dwelling units allowed in each noise contour does not increase. Allowing such increases would not meet the Federal guidelines.

33.532.240 Transfer of Residential Density

A. Purpose. Residential density is limited by the Portland International Airport Noise Impact Overlay Zone (the “x” overlay zone), which applies to much of the plan district. In some instances, residential development is tied to previous Multnomah County Comprehensive Plan designations. Allowing transfers of residential density provides development flexibility while adhering to the limits of the overlay zone.

B. Density transfers. Residential density may be transferred among sites in the plan district if all of the following are met:

1. The receiving sites must be located within the same or lesser noise contour of the x overlay as the sending sites;
2. The receiving site must be in a C or R zone;
3. No more than 50 percent of the density of each sending site may be transferred;
4. The maximum density allowed on the receiving site, including transferred density, is 1 dwelling unit per 1,000 square feet of site area; and
5. The property owners of both sending and receiving sites must execute a covenant with the City that is attached to and recorded with the deeds of both the sending and receiving sites reflecting the respective increase and decrease of potential density. The covenant must meet the requirements of Section 33.700.060.

Zoning Commentary

33.532.250 Maximum Setbacks in Commercial Zones and 33.532.255 Main Entrance

Placing buildings close to the street helps create a pedestrian-friendly environment, which in turn can increase the use of light rail and lead to an increase of biking and walking on the Island. Orienting main entrances to the street also helps create a pedestrian-friendly environment by offering easy access to the building for those arriving on foot. Where a site has frontage on an Island Main Street, orienting to that street is preferred; the Island Main Streets will become main streets for the community, and these regulations will reinforce that character.

33.532.250 Maximum Setbacks in Commercial Zones and 33.532.255 Main Entrance

Placing buildings close to the street helps create a pedestrian-friendly environment, which in turn can increase the use of light rail and lead to an increase of biking and walking on the Island. Orienting main entrances to the street also helps create a pedestrian-friendly environment by offering easy access to the building for those arriving on foot. Where a site has frontage on an Island Main Street, orienting to that street is preferred; the Island Main Streets will become main streets for the community, and these regulations will reinforce that character.

33.532.250 Maximum Setbacks in Commercial Zones

The maximum setbacks that apply to sites in Commercial zones in Pedestrian Districts apply to all sites in Commercial zones in the plan district.

33.532.255 Main Entrance

A. Purpose. Locating the main entrance to a use near the street provides convenient pedestrian access between the use and public sidewalks and transit facilities, and so promotes walking and the use of transit.

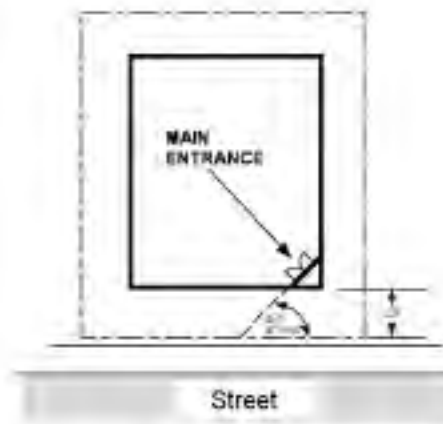
B. Where these regulations apply. The regulations of this section apply to sites in commercial zones. If a site has frontage on more than one street, and one of the streets is an Island Main Street, the main entrance must face the Island Main Street. If the site has frontage on two Island Main Streets, or on two non-Island Main Streets, this standard must be met on only one of the frontages. Island Main Streets are shown on Map 532-3.

C. Location. For each building, at least one main entrance must:

1. Be within 25 feet of a street;
2. Allow pedestrians to both enter and exit the building; and
3. Either:
 - a. Face the street; or
 - b. Be at an angle of up to 45 degrees from the street, measured from the street property line, as shown in Figure 532-3, below.

D. Unlocked during regular business hours. The main entrance that meets the standards of Subsection C, above, must be unlocked during regular business hours.

Figure 532-3 Main Entrance



Zoning Commentary

33.532.260 Street Connectivity

A street master plan for Hayden Island will ensure creation of an integrated street grid over time. Currently there are only two public streets on Hayden Island, with the rest being private and not built to City standards. With an established street plan, future development will take into consideration a complete pattern of streets, and the connections throughout the Island. This will help meet the goals outlined in the Hayden Island Concept Plan.

33.532.270 Drive-Through Facilities

Limiting drive-through facilities near the Transit Station improves pedestrian-friendliness and avoids auto-oriented uses. To provide ample space for drive-through lanes and maneuvering within the site, drive-through facilities cause building to be set far back from the street. Areas further from the Transit Station are more appropriate for auto-oriented uses.

In other areas of Portland, drive-through facilities have been limited around Transit Stations to reinforce the use of public transit and pedestrian facilities.

33.532.260 Street Connectivity

A. Purpose. The connectivity requirement ensures that adequate street and pedestrian/bicycle connections will be provided for local access to development and access for emergency vehicles. This regulation implements the Hayden Island Master Street Plan and improves vehicular, pedestrian, and bicycle movement throughout the plan district, while reducing congestion. Where full street connections are not feasible, pedestrian and bicycle connections provide access for those users most sensitive to the lack of direct connections.

B. Requirements.

1. The Portland Office of Transportation determines the location and widths of rights-of-way and extent and timing of street improvements based on the Hayden Island Master Street Plan in the Transportation Element of the Comprehensive Plan.
2. Proposed development that may obstruct new street alignments as identified in the Hayden Island Master Street Plan is regulated by Chapter 17.88.

33.532.270 Drive-Through Facilities

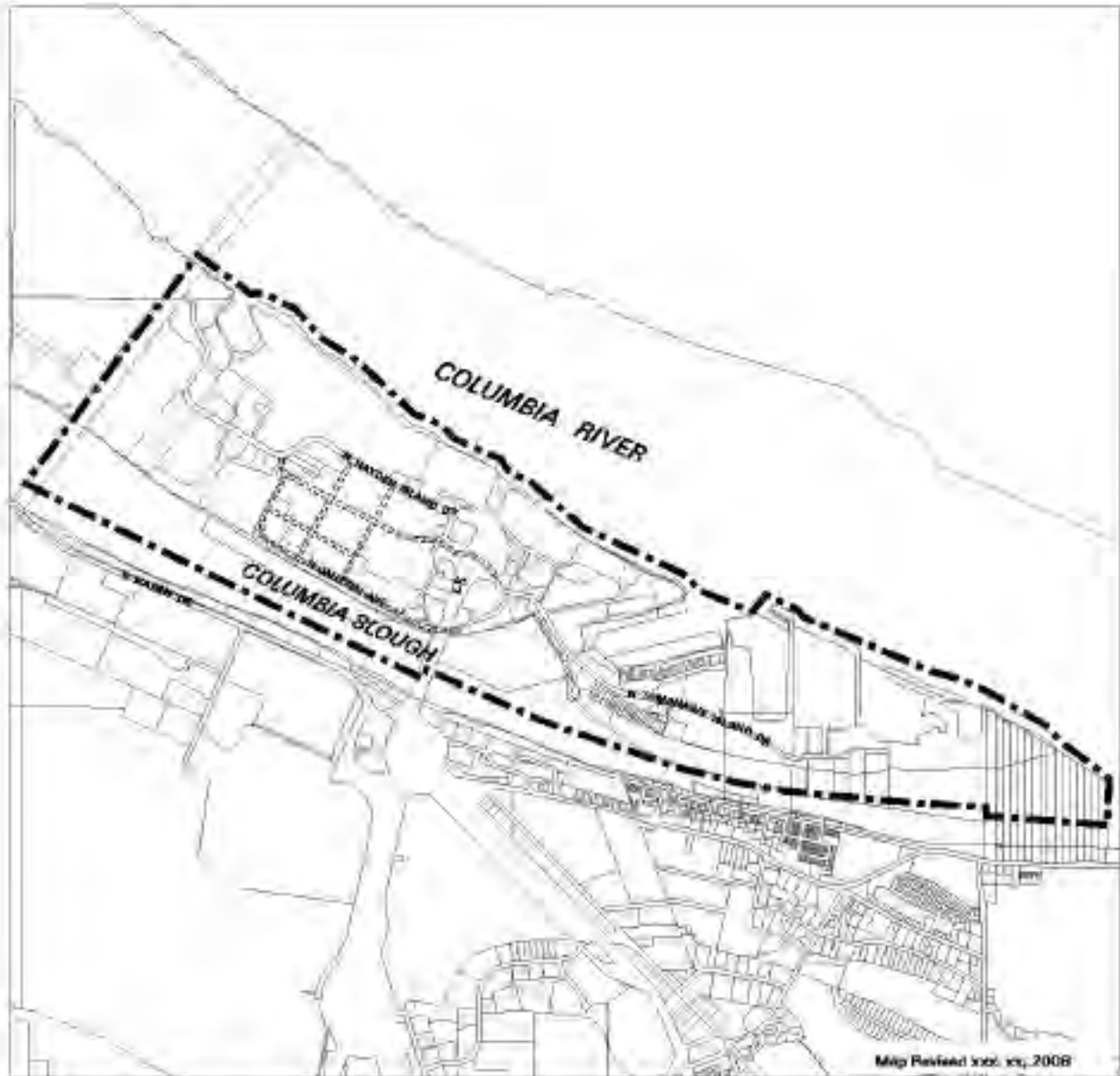
A. Purpose. This regulation discourages development that adversely affects the pedestrian environment; and limits auto-oriented uses in the pedestrian district.

B. Regulation. Drive-through facilities are prohibited on the portion of a site within a pedestrian district. This prohibition includes curb cuts and driveways used for access to the drive-through facility, stacking lanes for queuing vehicles, and the facility itself, such as the drive-up window or gas pump island.

Zoning Commentary

Map 532-1

Simply shows the boundaries of the plan district.



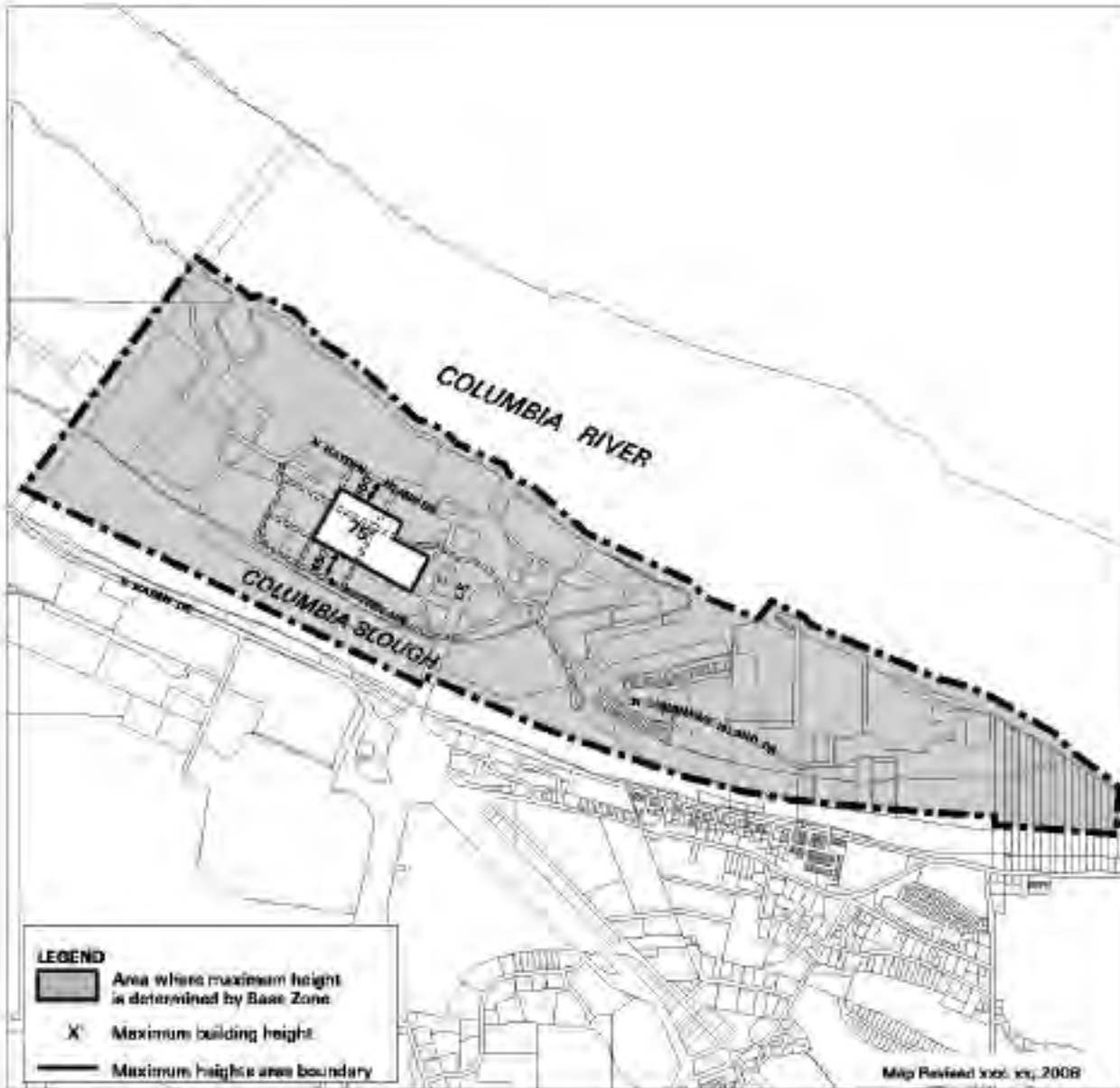
Map 532-1
Hayden Island Plan District

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Zoning Commentary

Map 532-2

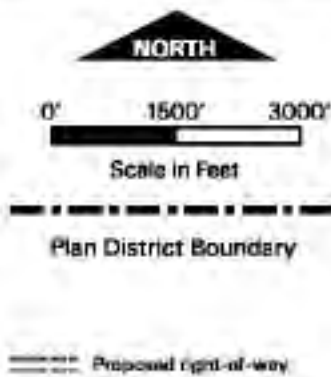
Shows maximum building heights allowed; see Section 33.532.210



Map 532-2

Hayden Island Plan District

Maximum Heights

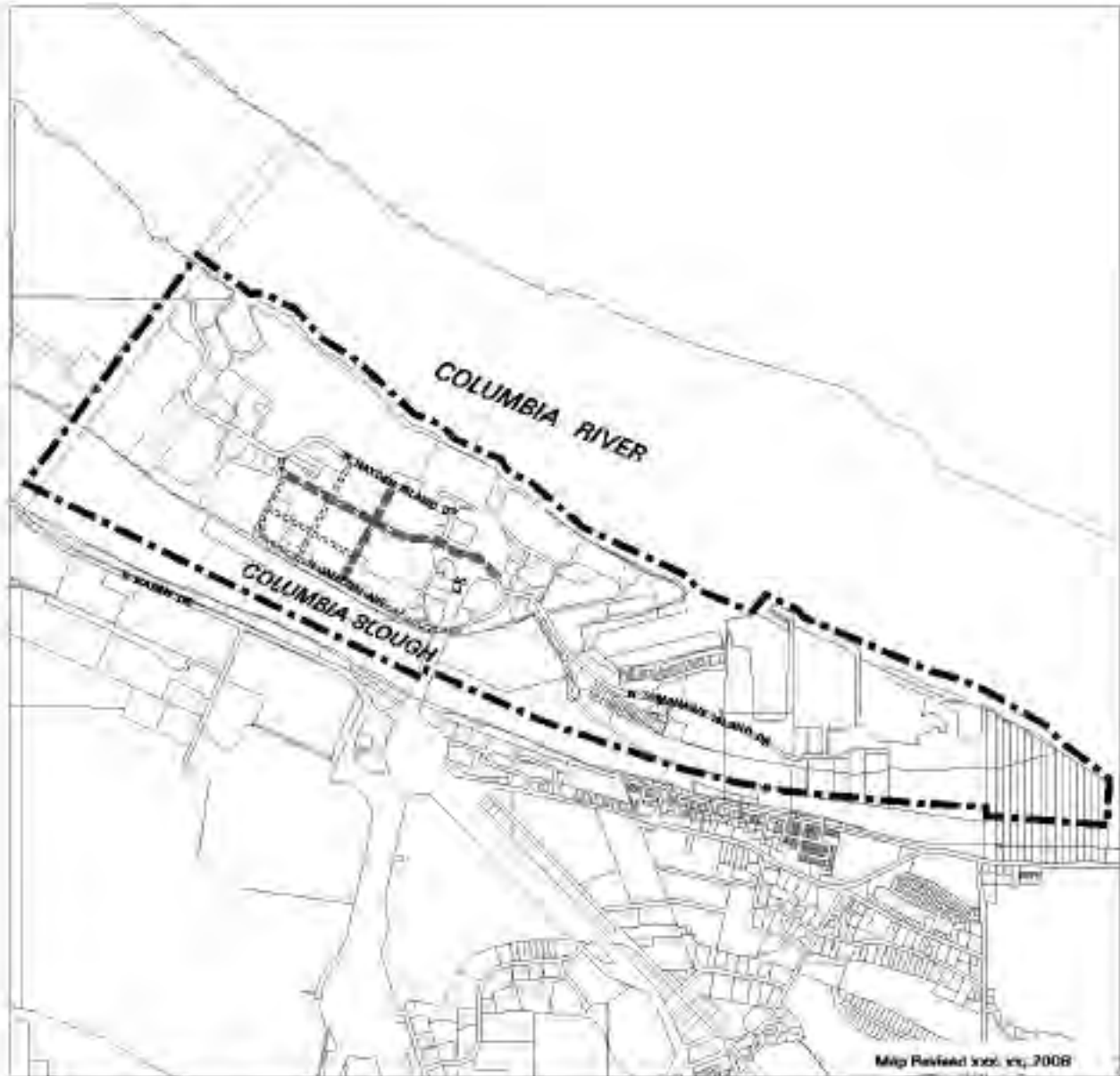


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Zoning Commentary

Map 532-3

Identifies the Island Main Streets; see Section 33.532.255



Map 532-3
Hayden Island Plan District
Island Main Streets

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Zoning Commentary

Chapter 33.470, Portland International Airport Noise Impact Zone

33.470.050 Additional Residential Regulations

The only substantive change to this section is to allow transfer of residential density in the Hayden Island Plan District, as outlined in section 33.532.240. However, we have significantly rewritten it to improve clarity without changing the content or effect of the regulations.

A.1.b Replacement housing

This language is now in .050.A.2.

Amend Chapter 33.470, Portland International Airport Noise Impact Zone

33.470.050 Additional Residential Regulations

A. Restrictions on residential use and density.

1. ~~Prohibition of new residential uses w~~Within the Ldn 68 noise contour. Where any part of a site is within the Ldn 68 noise contour, it is subject to the following:
 - a. New residential uses prohibited. New residential uses are prohibited within the Ldn 68 or higher noise contour, except as allowed specifically by this subsection. If a site is divided by an Ldn 68 noise contour, divides a residential property, the building site including all dwelling units, accessory structures, and required side and rear setbacks must be located entirely outside the Ldn 68 noise contour.
 - b. Replacement housing. Existing housing within the Ldn 68 noise contour may be replaced within 5 years if it is damaged or destroyed by fire or other causes beyond the control of the owner. A houseboat that is intentionally removed from its slip by the owner may be replaced within 5 years. A manufactured home that is intentionally removed from a mobile home park may be replaced within 5 years.
 - c. Exception. Sites that had a Farm and Forest, Limited Single Family, Low Density Single Family, or Medium Density Single Family Comprehensive Plan Map designation on January 1, 1981 or a County Residential Comprehensive Plan designation or zoning on that date is exempt from these this prohibition requirements. In the Hayden Island plan district, the residential density allowed on such sites may be transferred as specified in 33.532.240.
 - d. ~~New r~~Residential development allowed under A.1.b or c must meet the requirements of this chapter for residential development within the Ldn 65 contour.
2. ~~Exceptions to the restrictions on residential use and density. Existing housing within the Ldn-68 noise contour may be replaced within 5 years if it is damaged or destroyed by fire or other causes beyond the control of the owner. A houseboat that is intentionally removed from its slip by the owner may be replaced within 5 years. A manufactured home that is intentionally removed from a mobile home park may be replaced within 5 years. Replacement housing must meet the requirements of this chapter for residential development within the Ldn 65-contour.~~
2. Within the Ldn 65 noise contour. Where a site is within the Ldn 65 noise contour, it is subject to the following:
3. ~~Density restriction for new residential uses.~~
 - a. ~~All property between the Ldn 65 and the Ldn 68 noise contours that currently has Sites that have a residential Comprehensive Plan Map designation on the Comprehensive Plan Map is~~ are prohibited from developing to a density higher than that of the R10 zone.
 - b. ~~All property between the Ldn 65 and the Ldn 68 noise contours that currently has Sites that have a commercial Comprehensive Plan Map designation on the Comprehensive Plan Map is~~ are prohibited from being developed at a density higher than that of the R1 zone.
 - c. In the Hayden Island plan district, residential density may be transferred as specified in 33.532.240.



FINAL PLAN | January 2009



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



**DAVID EVANS
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