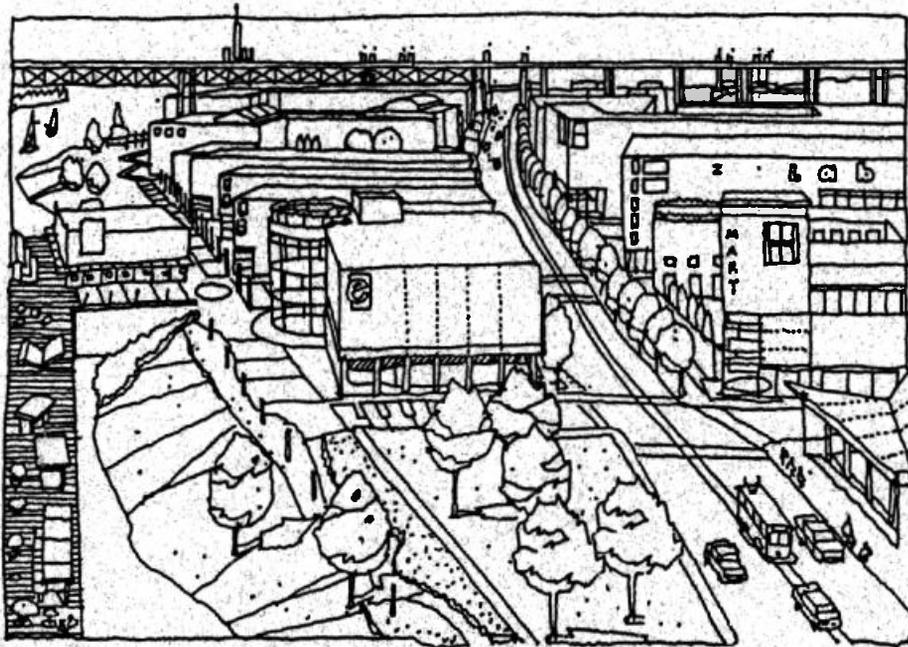


A FRAMEWORK  
DEVELOPMENT  
P L A N

for the  
NORTH AREA PROPERTIES



of the

*North Macadam District*

Prepared by the North Macadam Steering Committee

*Revised Draft May 19, 1997*

## PREFACE

At the beginning of 1996, a committee of citizens, city representatives, and property owners was formed to guide the development of the North Macadam District - an area of vacant and industrial land between the Willamette River and the Lair Hill Neighborhood, south of RiverPlace/downtown and north of John's Landing. The North Macadam Steering Committee, as it is called, was charged with developing a Framework Development Plan for the Schnitzer and Zidell properties specifically, while taking a holistic view of the entire North Macadam District.

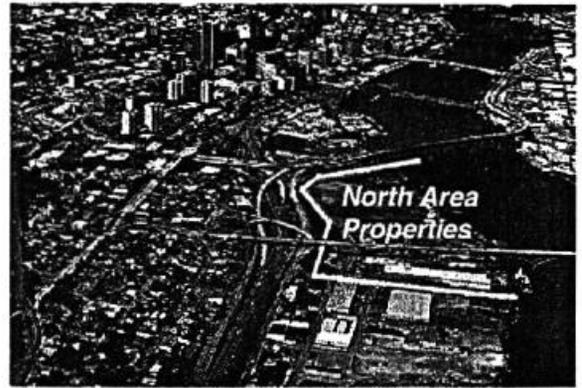
Since the first meeting in March 1996, the Steering Committee has explored the opportunities and potential of the District, and has considered the aspirations of the District's different partners and players (those of the City, the property owners, and the public). Five goals were developed. The combination of the goals and the opportunities provided the structure to create a Development Plan for the North Area Properties.

This Framework Development Plan document begins with a letter written by the Steering Committee addressed to the City Council. The letter answers the question, "Why is North Macadam significant," from the Steering Committee's perspective, and synthesizes their general and specific recommendations to the City Council.

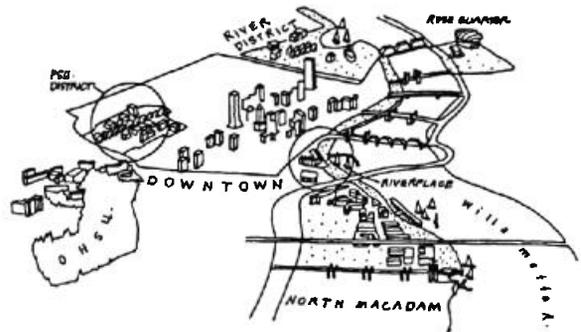
The body of the document explains the Steering Committee's recommendations, expands upon the goals, and explains the Development Plan. The Steering Committee goals and regional opportunities are presented first, and then they are applied on the North Area Properties to create a Development Plan. The Plan is a foundation and blueprint to organize the growth and activity in the neighborhoods of North Macadam by resolving issues of open space, streets, transit, and development. The last two sections of the Framework Plan provide policies and perspective on the Development Plan.



*An industrial past...*



*...an underutilized present...*



*...an opportunity for the future.*

May 19, 1997

Portland City Council  
1220 S.W. 5<sup>th</sup> Ave.  
Portland, OR 97204

Dear Members of the Council of the City of Portland:

We started this process with both curiosity and skepticism. The area we were to address lies between the Willamette River and I-5, SW Gibbs and the Marquam Bridge. It is an area long recognized for its promise, and for the contrast of that promise with its present condition. Although it has historically been occupied by two successful family industries, the area and its uses have had little relationship with their neighbors' activities or aspirations. However, we discovered that the reason to do something, and the reason that the City should care, is that this area can now play a productive and critical role in the fulfillment of many things its neighbors and the City are trying to achieve.

Asked to represent the City's broad interests in planning the area, we found that the potential of this area to provide places to work, to live, and to recreate is extraordinary. With a comprehensive cleanup program underway (much of it is complete), this 50-acre area can begin to develop in a way that carefully expands and enhances the best qualities of four very different neighboring areas: the downtown, Corbett-Terwilliger-Lair Hill and OHSU, Johns Landing and south waterfront neighborhoods, and the Willamette Greenway. As it becomes a catalyst joining these varied inner city environments, it also strengthens the heart of the region. At best, this area's development would be a critical contributor to the well being of this region. At a minimum, it will be a good example of how to implement regional objectives. It has been our goal to provide the counsel and direction that will assure both.

The attached framework plan describes the infrastructure that should guide the development of these north area properties in North Macadam in a desirable manner. It also outlines the projects that are anticipated as the result. Relationships between public and private co-investment and collaboration are identified. And a strong push has already been given to both property owners and public jurisdictions to get on with it. Some of the progress to date is represented in the last pages of the framework plan.

We have encouraged the City and the property owners to focus on four objectives: to attract and accommodate desirable opportunities for employment, to build exceptional neighborhoods, to expand and connect the regional open space network, and to provide good access - internal and external.

1. Opportunities for Employment

North Macadam can expand the job base in the Central City (the North Area Properties may accommodate 7,000 to 8,000 new jobs and 1.5 million square feet of new commercial space). It also can provide the critical functional link between OHSU, the largest employer in the Central City, and the downtown. The area can do this as it provides options for OHSU, an isolated and land-restricted institution, to continue to grow and improve in its own neighborhood.

## 2. Exceptional Neighborhoods

The River District has established a precedent and presented a challenge for the development of diverse housing and distinct neighborhoods in the Central City. North Macadam should be prepared to provide the next generation of housing solutions in an urban neighborhood context; solutions which include affordable living opportunities.

## 3. Regional Open Space Network

North Macadam should do more than just complete the Willamette River Greenway. It should extend Waterfront Park, invite its connection with the Terwilliger Parkway and the Forty Mile Loop, and demonstrate how a regional resource and a local neighborhood asset can be managed to the benefit of all patrons. When completed, the District will expand the access to the Willamette by a length comparable to Tom McCall Waterfront Park.

## 4. Good Access

North Macadam is difficult to reach by car, bus, truck, bicycle, and foot. It is even more difficult for these modes to circulate within the area. Somehow, access to and within must be improved, and in the process, a good example must be established for the existing, cumbersome transportation infrastructure that surrounds this area. In particular, transit must be accommodated so that it can serve the area effectively.

It is the purpose of our recommendations, and of this plan, to describe how North Macadam can develop well for itself . . . and in the process, favorably influence its neighbors. In other words, we make our recommendations with the hope and intention that they will stimulate resolution of many environmental, development and access problems that exist in abutting areas. However, our recommendations concentrate on the actions that we believe must be undertaken to realize the redevelopment potential of this area.

We recommend the following:

### General

1. That the Schnitzer and Zidell properties be developed as dense neighborhoods, complementing downtown, linking Corbett-Terwilliger-Lair Hill with the Willamette, serving as a precedent for undeveloped properties to the south, and enhancing the value of the Willamette River.
2. That the city lead the formation of public and private collaborations that enable desired development (consistent with city and regional policies) to occur efficiently, economically, and with quality.
3. That regional transportation projects be accommodated and complemented by buildings and development in the area, *and* that the City, Metro, Tri-Met, Portland Streetcar Inc., and property owners proactively seek effective transportation solutions for the area.
4. That regulations, guidelines, and plans be modified to provide consistent support and clarification of the intent of this plan and these recommendations.
5. That the City create an urban renewal district encompassing all of North Macadam.

Specific

6. That density and development rights of open space or public rights-of-way can be transferred to other properties in North Macadam to allow high-density development.
7. That utilities, public agencies, property owners, and developers find cost-effective solutions to place all utilities underground in rights-of-way.
8. That the proposed street plan should not create any undevelopable parcels of land, or "uneconomic remainders." This includes vacating Moody north of Gibbs St.
9. That the streetcar alignment links between North Macadam and Portland State University and OHSU be considered in the forefront of the engineering studies and financial planning, recognizing that South/North alignment decisions may not be made for nearly two years.

We urge the Council to pass this resolution in support of the framework plan, and to pursue the recommendations and objectives jointly with the Steering Committee.

Sincerely,

Stan Amy  
Nature's Northwest

Marty Brantley  
KPTV

Jan Burreson  
Portland Development Commission

Neil Goldschmidt  
Neil Goldschmidt, Inc.

Ken Novack  
Schnitzer Investment  
Corp.

Eric Parsons  
Standard Insurance Corp.

Barbara Walker

Jay Zidell  
Zidell Companies

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## **STEERING COMMITTEE GOALS**

The goals in this section captured the Committee's vision for the area, and they helped guide the design of the Development Plan. The Steering Committee created these five broad goals to guide and implement development in the North Macadam District. Specific objectives are outlined beneath the five broad goals.

**STEERING COMMITTEE'S GOALS**

The Steering Committee's goals and objectives for the North Macadam District are that the District:

**Support Central City and 2040 residential and employment growth goals.**

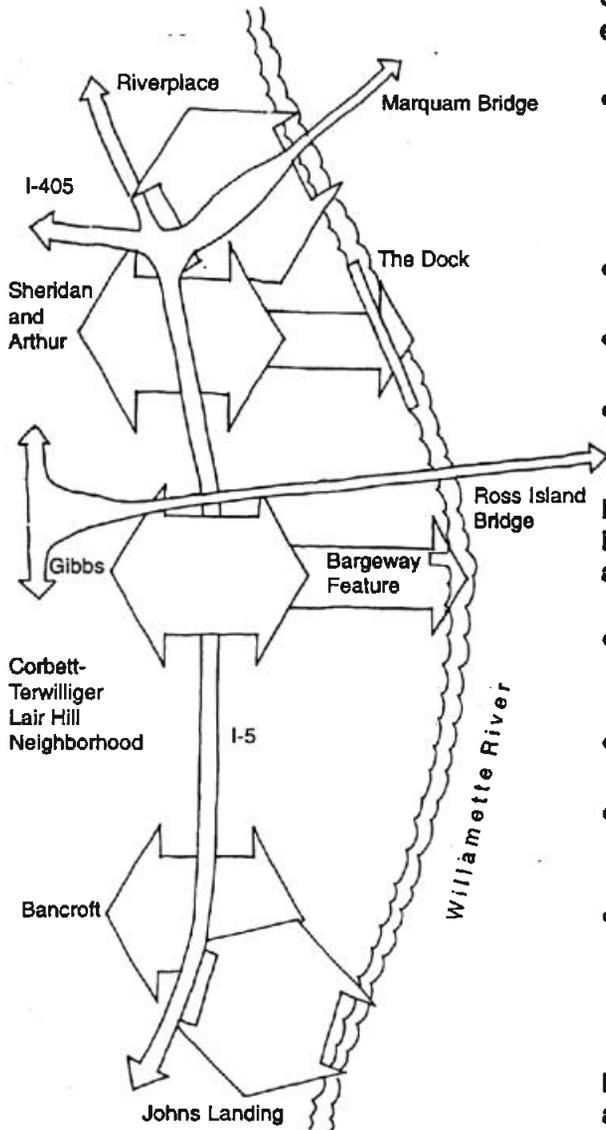
- Support the development of an estimated 7,500 new jobs and 2,000 new dwelling units on the Schnitzer and Zidell properties. Support the development of housing and employment at urban densities in the rest of the District.
- Coordinate transportation solutions for North Macadam and the adjacent neighborhoods.
- Establish a strong neighborhood with public spaces along the river.
- Support affordable living opportunities.

**Develop open space that recognizes the maritime industrial history of the District and establishes physical and visual connections to the Willamette River.**

- Reveal the history of the area through development of open space projects, such as the dock and a major open space/water feature at the bargeway.
- Facilitate connections between the 40 Mile Loop and the Willamette River Greenway.
- Develop public riverfront attractors at the intersection of primary east-west streets and the Willamette River Greenway.
- Integrate current institutions - such as the Children's Museum and Contemporary Crafts - within the regional open space network.

**Develop physical connections which foster economic and social opportunities for both the District and the adjacent neighborhoods.**

- Enhance existing connections and develop new connecting routes between the District and the Corbett Terwilliger & Lair Hill neighborhood, RiverPlace, and John's Landing to provide access to commercial and retail services and riverfront open space while also reinforcing the District's own economic development.
- Extend neighborhood streets through the site.
- Attract OHSU's economic, research, and residential developments to the District.
- Establish a transit and pedestrian connection across the Willamette River to neighborhoods on the east side.



*Providing access to the riverfront and from one neighborhood to the next...*

### **Improve access and circulation options to, through and within the North Macadam District.**

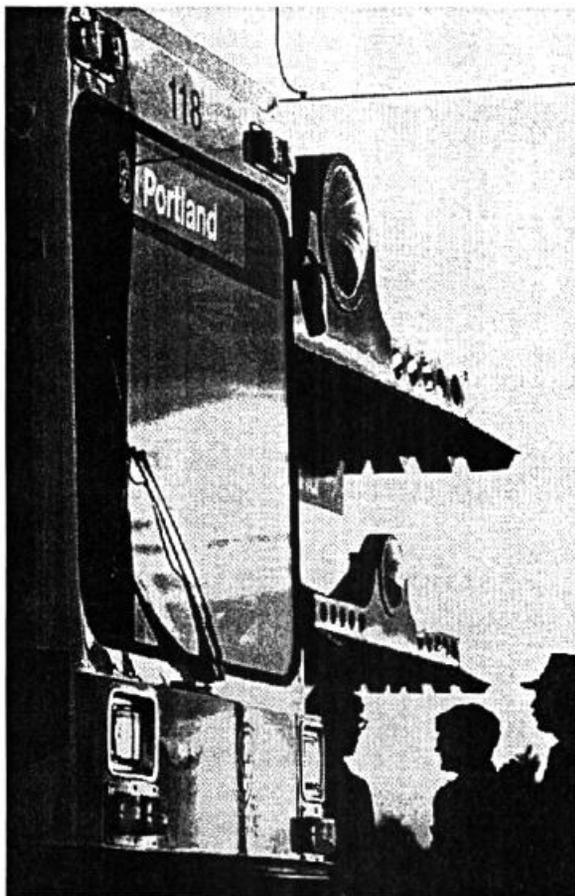
- Coordinate North Macadam transportation solutions with those of the greater area.
- Develop multiple transportation options to support and promote the development of the area at urban densities.
- Construct streets that are amenable to the transportation needs of pedestrians, bicyclists, buses and automobiles.
- Locate light rail stations where they will effectively serve North Macadam development.
- Develop a streetcar line to connect North Macadam, downtown, CTLH neighborhood, OHSU, and Eastside neighborhoods.
- Extend and improve bus service.

### **Establish a healthy mix of housing, employment, institutional, and retail uses at urban densities.**

- Initiate a street and lot plan which promotes the incremental development of underutilized property while also accommodating the operation of existing uses.
- Develop approximately 2,000 residential dwelling units on the Schnitzer and Zidell properties.
- Pursue a goal of 35% home ownership, 65% rental housing property.
- Develop strategies to reduce the intrusion of freeway noise, thereby permitting the proximate development of noise-sensitive uses.
- Establish policies and programs to provide adequate parking to accommodate desired residential and commercial development.
- Attract job intensive uses.
- Expand institutional uses that strengthen area neighborhoods.
- Locate retail activity along S.W. Moody and on the river at its intersections with major east-west streets.

**NORTH MACADAM DISTRICT**  
**NORTH AREA PROPERTIES**

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# REGIONAL AND DISTRICT OPPORTUNITIES

Opportunities exist in the North Macadam District to give structure to the Development Plan, and to stimulate positive results beyond the District's boundaries:

- **Regional Public Open Spaces**

There is a rare opportunity to extend the Greenway and to enable future connections with a key component of the 40 Mile Loop (at Terwilliger Blvd.), ultimately expanding regional access to the Willamette.

- **District Street Connections**

The basis for a street network in North Macadam is found in the 200' grid in Lair Hill and in existing, though limited, north-south streets within the District. These have been expanded and adapted to respond to limited points of access from the west and to the configuration of the riverfront. A guiding premise was that all properties and the Greenway should be provided with a level of public access consistent with Portland's established standards elsewhere in the Central City.

- **Development and District Circulation**

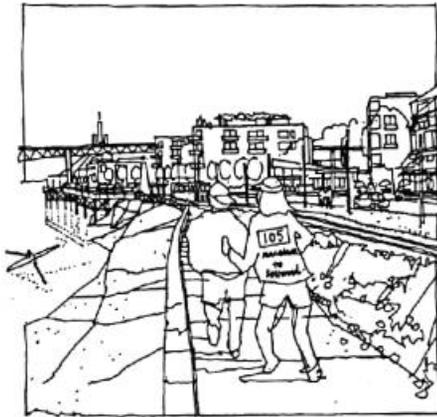
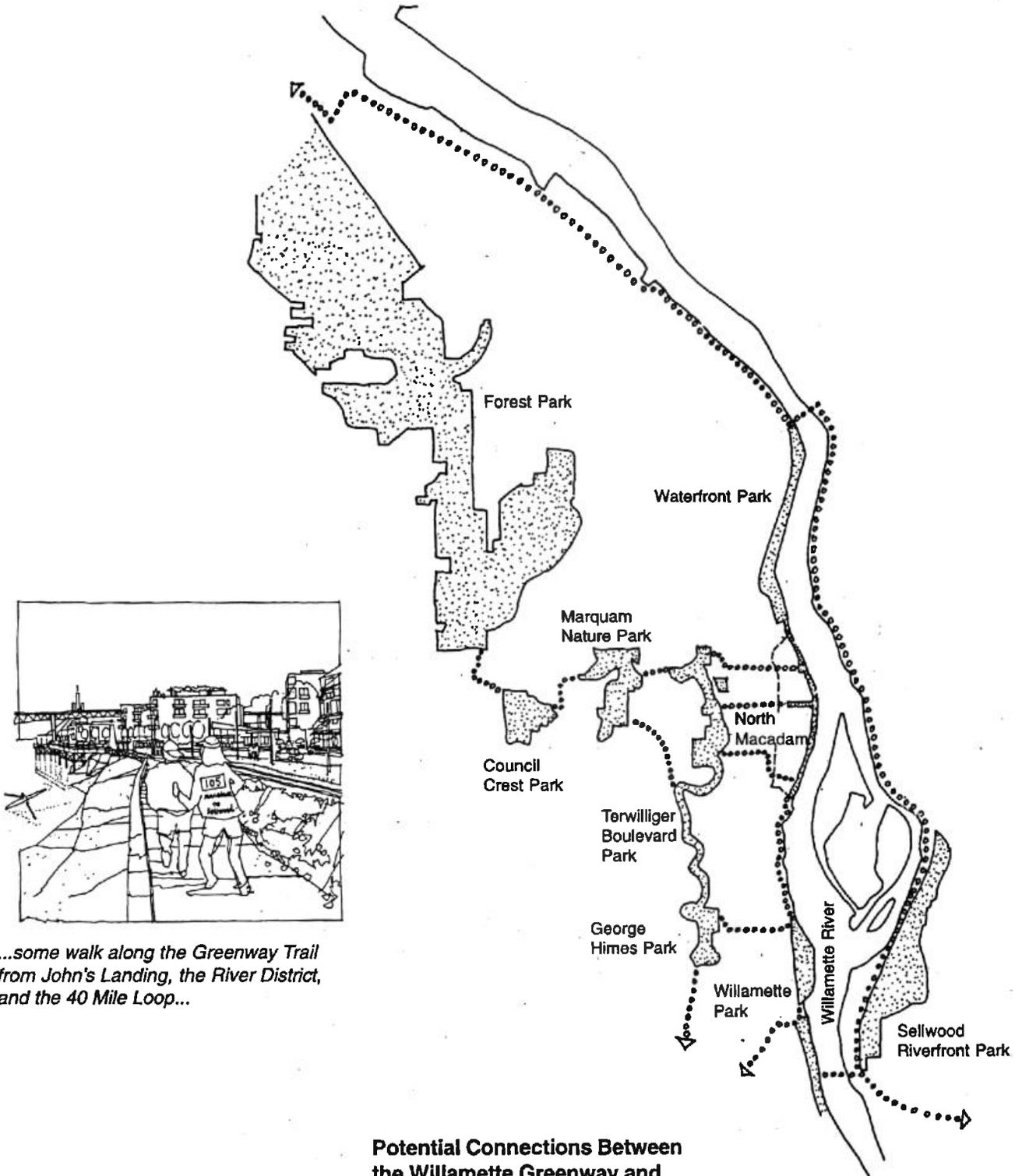
There are few sites close to downtown of this size that have the potential to contribute such substantial numbers of jobs and residences. North Macadam can do much to demonstrate the principles of coordinated land use and transportation while achieving goals of density and diversity. Already, the first phase of development is being readied for construction. It will include a dense mix of housing and offices closely integrated with infrastructure improvements and public open space.

- **Regional and District Transit**

The proposed South/North light rail alignment and preferred Central City Streetcar alignments to downtown and OHSU could provide access to, from, and within the neighborhood at service levels that support a mixed-use neighborhood of urban character.

### REGIONAL PUBLIC OPEN SPACES

The North Macadam District provides a unique opportunity to establish access to the Willamette River Greenway from the 40 Mile Loop at Terwilliger Boulevard, and from adjacent neighborhoods. Sheridan,



*...some walk along the Greenway Trail from John's Landing, the River District, and the 40 Mile Loop...*

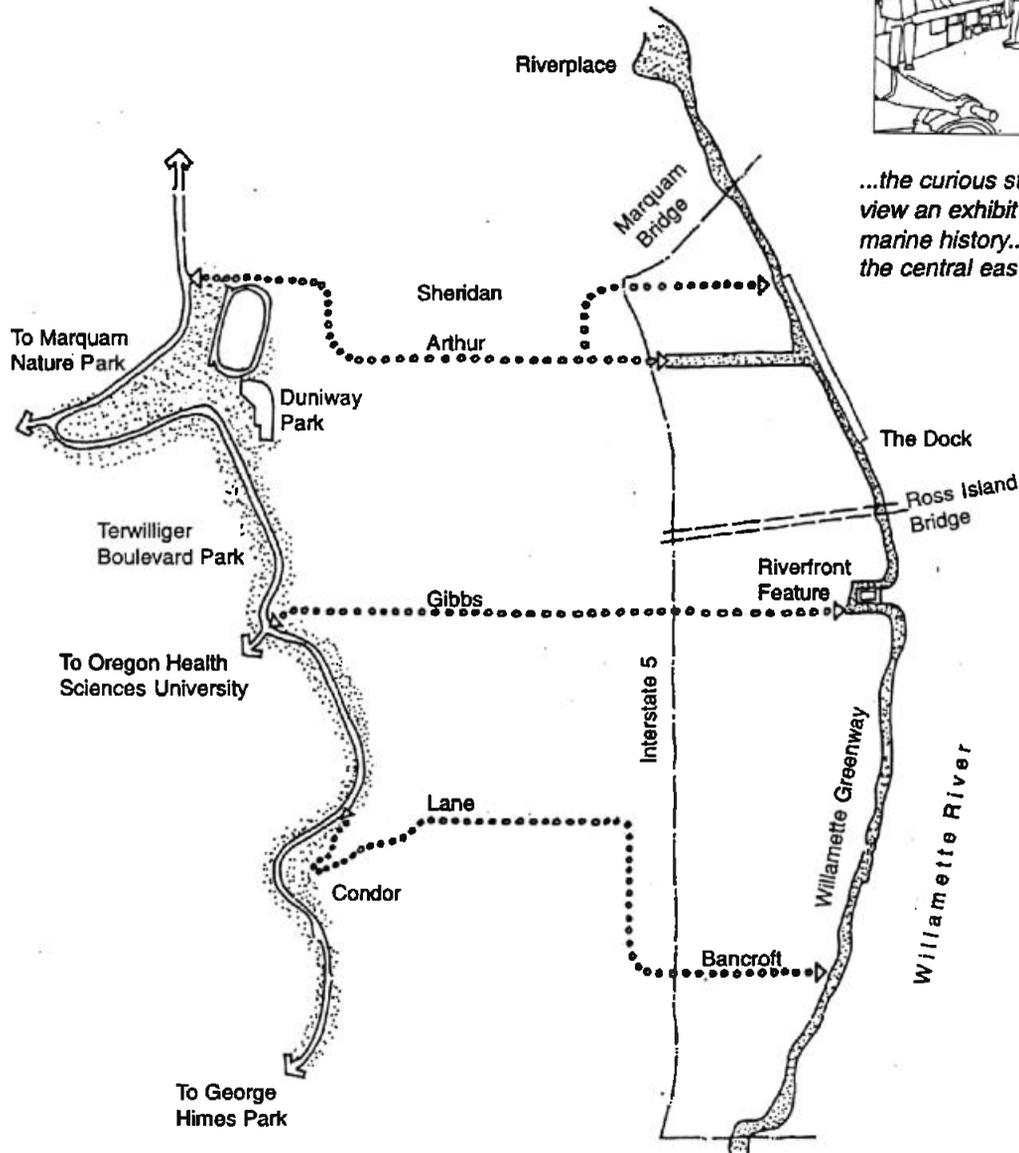
**Potential Connections Between the Willamette Greenway and the 40 Mile Loop**

Arthur, Gibbs and Bancroft may provide important links.

Open space projects, such as restoration of the dock structures and development of a major feature at the bargeway, can reveal the history of the District.



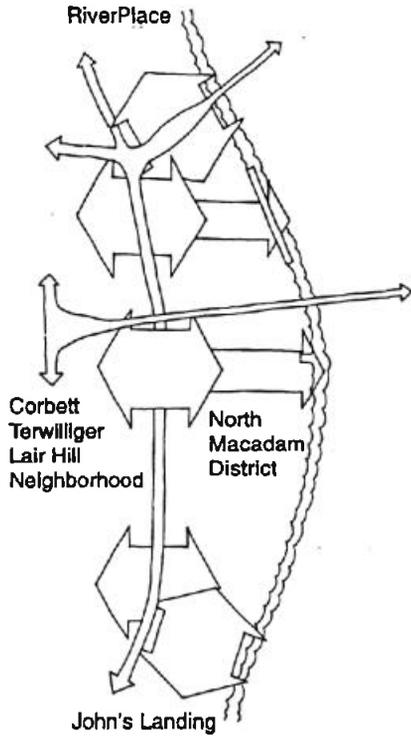
*...the curious stop at the water's edge to view an exhibit and learn about the area's marine history...or catch a water taxi to the central eastside...*



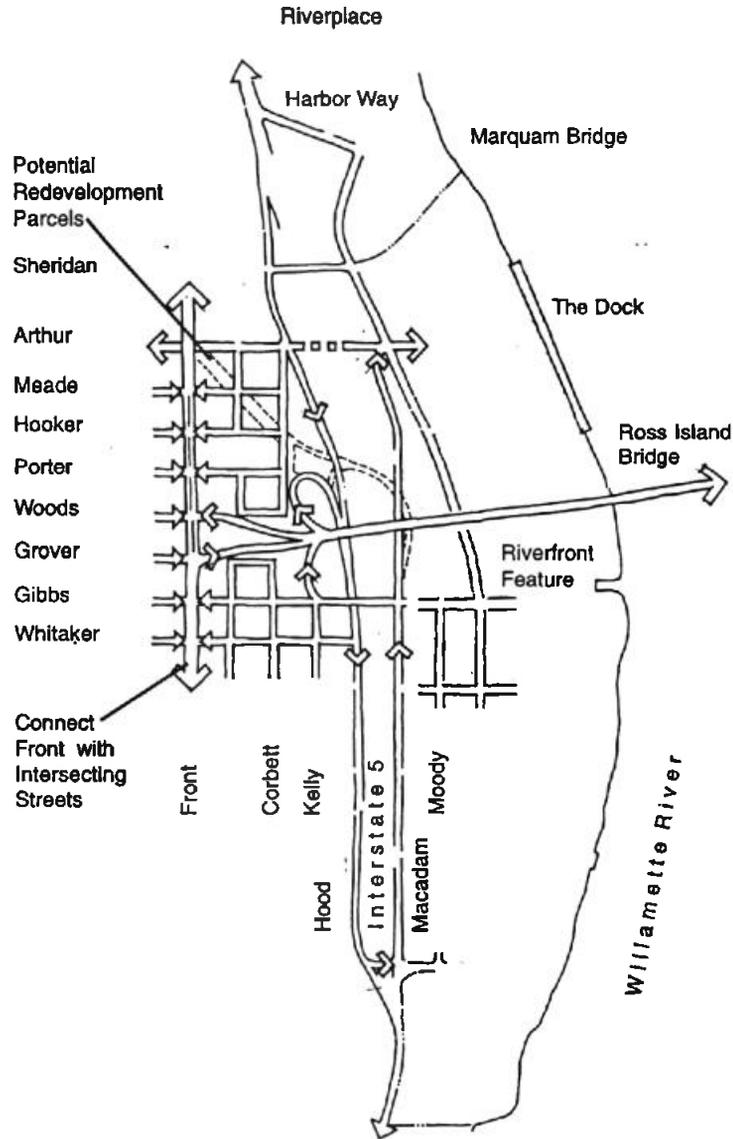
**Connections between the Willamette River and Terwilliger Boulevard**

**DISTRICT STREET CONNECTIONS**

The North Macadam District is planned to be a gregarious community that establishes physical, social, and economic connections to adjacent neighborhoods. The presence of a world-class medical facility (OHSU), an existing street system to the west, the Willamette River, John's Landing, and downtown can shape the form and function of the District.

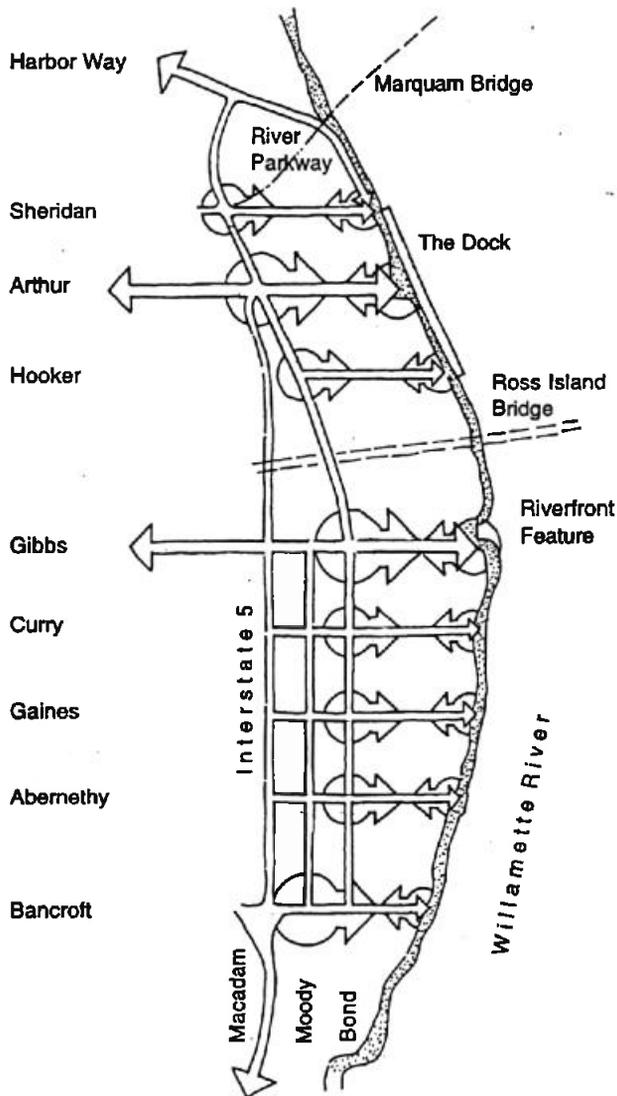


*Physical connections foster economic and social opportunities for both the District and the adjacent neighborhoods*



**District Related Improvements to South Portland Circulation**

The east-west orientation of District streets is derived from the street grid to the west in the Lair Hill neighborhood. This orientation makes access to the Greenway visible and understandable. It also ensures preservation of views to the water along public streets in Lair Hill. Uses that attract and support public activity, particularly within a pedestrian environment, would be concentrated at the intersection of these streets and Moody/Bond and the Greenway.



*...A mix of workers, residents, visitors, and students walking over a pedestrian bridge spanning I-5...*

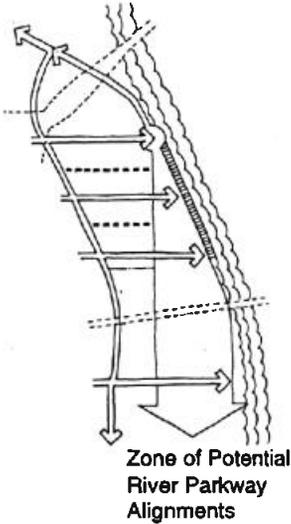


*...A grocery store for residents located at a street corner...*

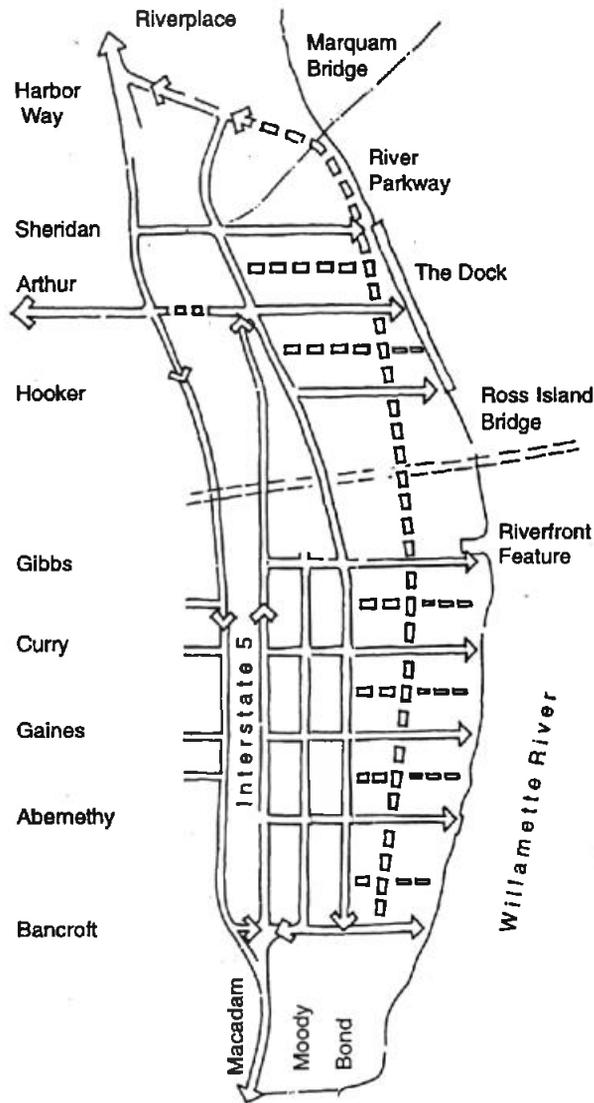
**District Connections to the River**

**DEVELOPMENT AND DISTRICT CIRCULATION**

Access to, through, and within the neighborhood has been constrained by the lack of a street system. What is proposed is a network of streets that will be amenable to the transportation needs of pedestrians, bicyclists, bus riders, and automobile drivers. A street plan that was developed with the Framework Plan has contributed to the overall North Macadam District Street Plan, prepared by the Portland Department of Transportation and adopted by the City Council in December 1996.



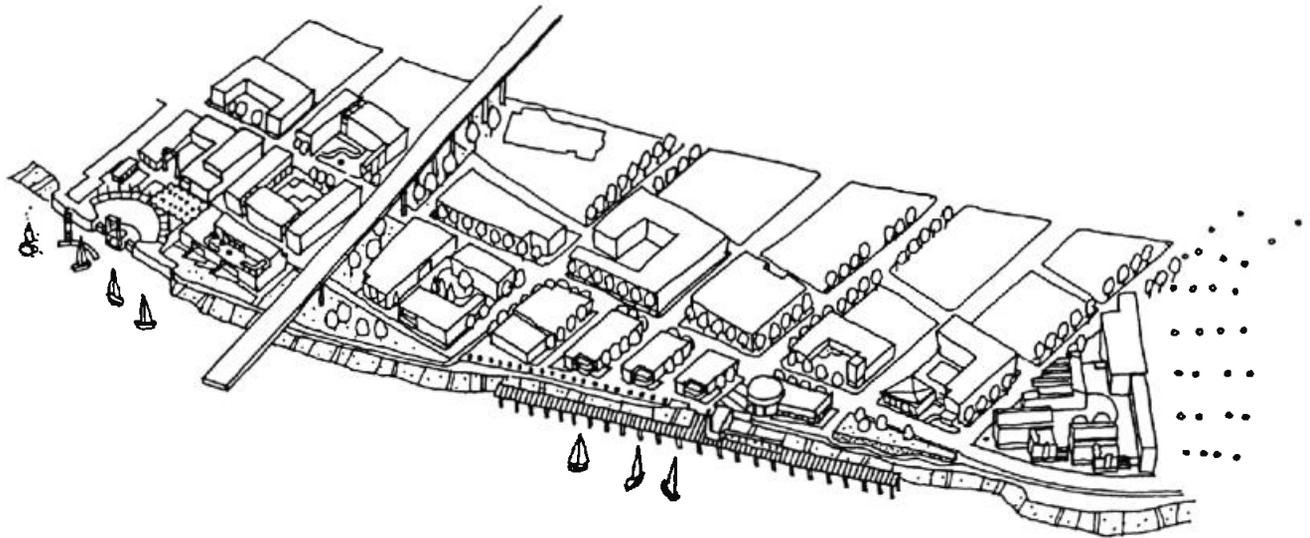
*Maintain flexibility in the location of River Parkway to allow for the continued operation of existing businesses.*



**Primary and Secondary R.O.W.'s**



*...residents and visitors stroll along the Parkway...*



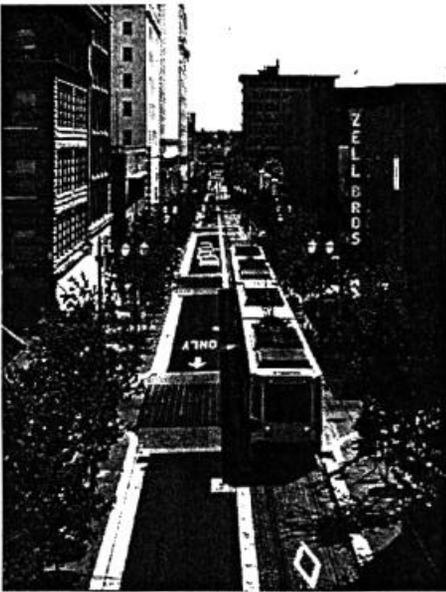
*The east-west streets connect the neighborhood to the riverfront.*

**REGIONAL AND DISTRICT TRANSIT**

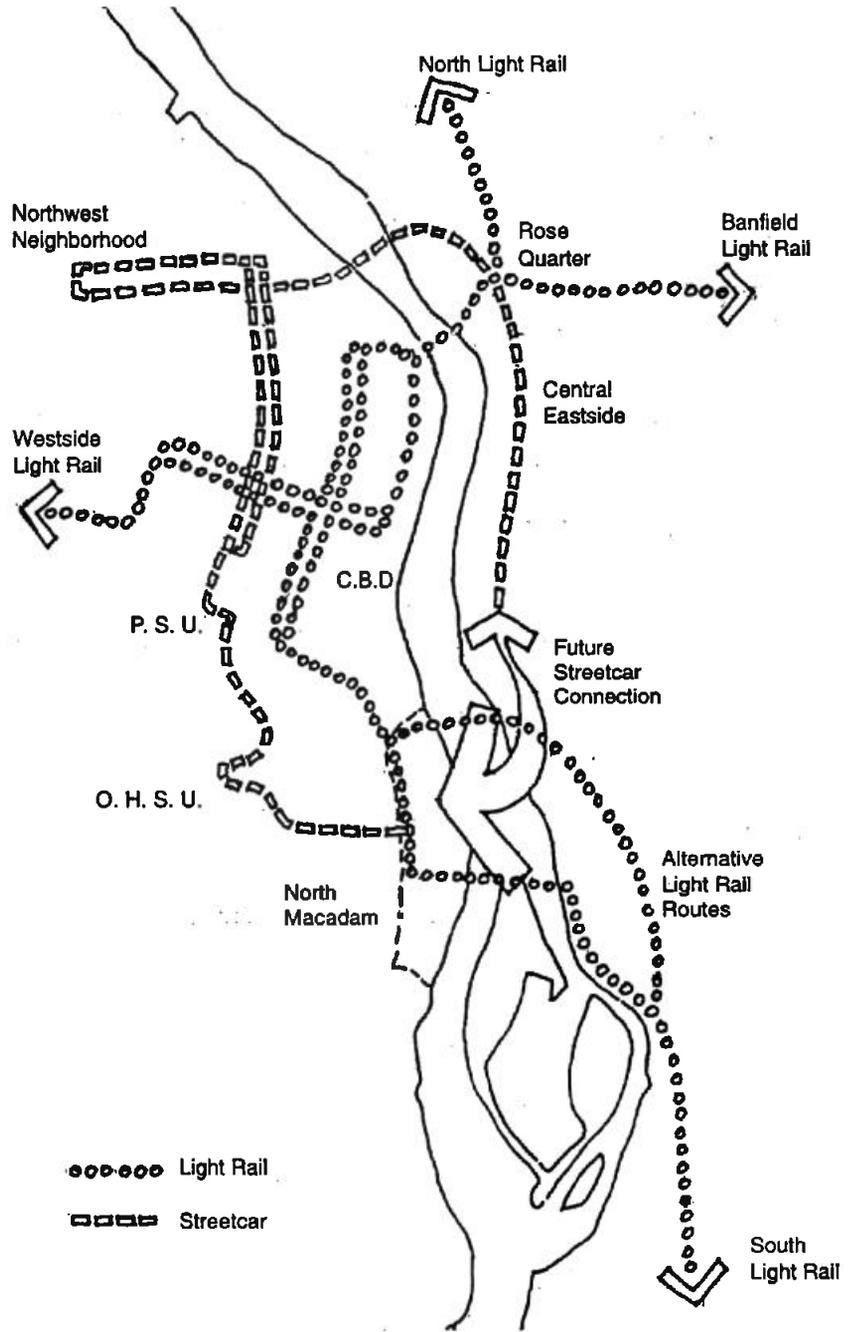
The proposed streetcar and light rail transportation links will help support and promote the development of the North Macadam District at urban densities and will integrate it with neighboring Central City communities.



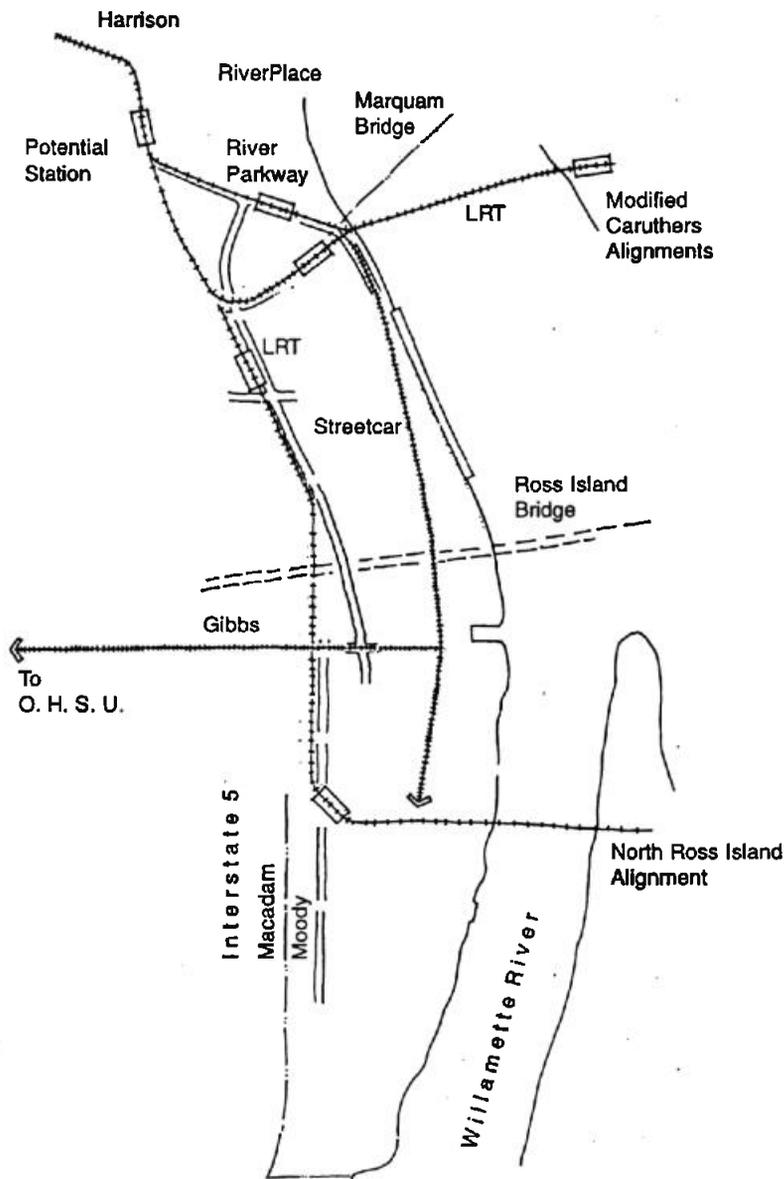
*Develop a streetcar line to connect North Macadam, downtown, CTLH neighborhood and OHSU, and Eastside neighborhoods*



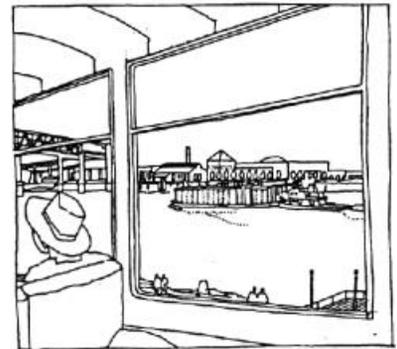
*Proposed service by regional Light Rail Transit and Central City Streetcar systems provide key links to neighboring communities*



**Regional Transportation**



...streetcar access to the riverfront...



...on their way to the River District and Rose Quarter, or across to OMSI and the Central Eastside...

Of the LRT Alternatives, the Steering Committee believes that the North Ross Island alignment will better serve the North Macadam District.

**NORTH MACADAM DISTRICT**  
**NORTH AREA PROPERTIES**

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# **NORTH AREA PROPERTIES DEVELOPMENT PLAN**

The Development Plan responds to the Goals and the Opportunities of the District and establishes a precedent for development of the northern properties. The Development Plan addresses four key issues in the North Area Properties:

- **Public Open Space**

The Steering Committee's goals, the adjacency of the Willamette River, the character of open space associated with the Greenway to the north, and the high intensity urban neighborhoods all shape the composition of open space proposed for the area.

- **Streets**

The streets will increase access into, out of, and through the neighborhood. The east-west streets also will frame development, promote access to the Greenway and Willamette River, and link the area visually (and perhaps physically) to the street system west of the freeway.

- **Transportation**

The Development Plan recommends a southern light rail crossing as the best means to develop and support the urban character of the area. Additionally, the plan incorporates the Gibbs St. streetcar alignment to OHSU and an alignment to downtown. Moody and Bond will provide primary access into and through the District for vehicular traffic.

- **Land Use and Development**

The Development Plan establishes strong east-west connections between Moody-Bond and the waterfront. Development corridors between these streets are designed to provide flexibility in parcel sizes. Overall development will be dense and urban in character.

## **PUBLIC OPEN SPACE**

The creation of public open space is key to the Development Plan. As the area develops into an urban neighborhood with some of the highest mixed-use densities in the city, the need for usable public open space will increase. It is therefore important that first, public open spaces address the needs of the residents and employees of the area.

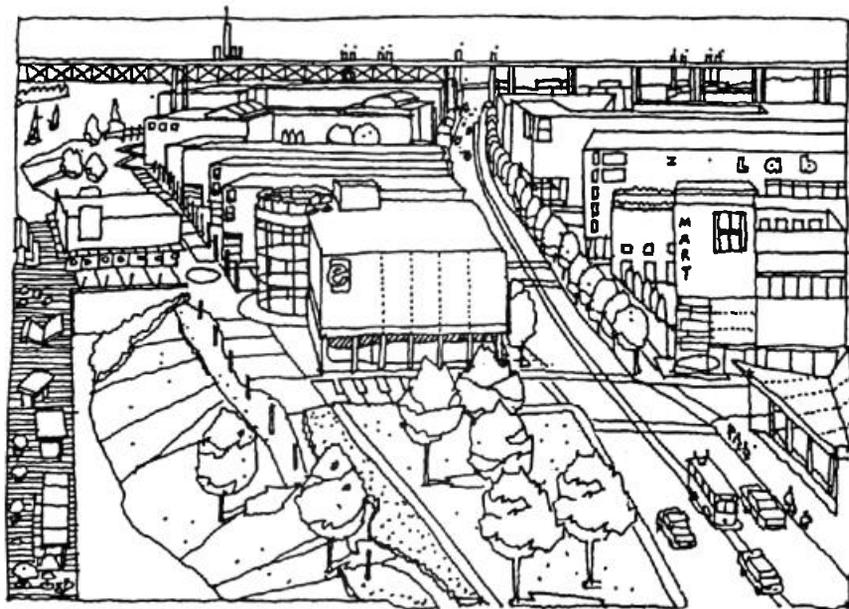


*...a diversity of small and large public spaces...*

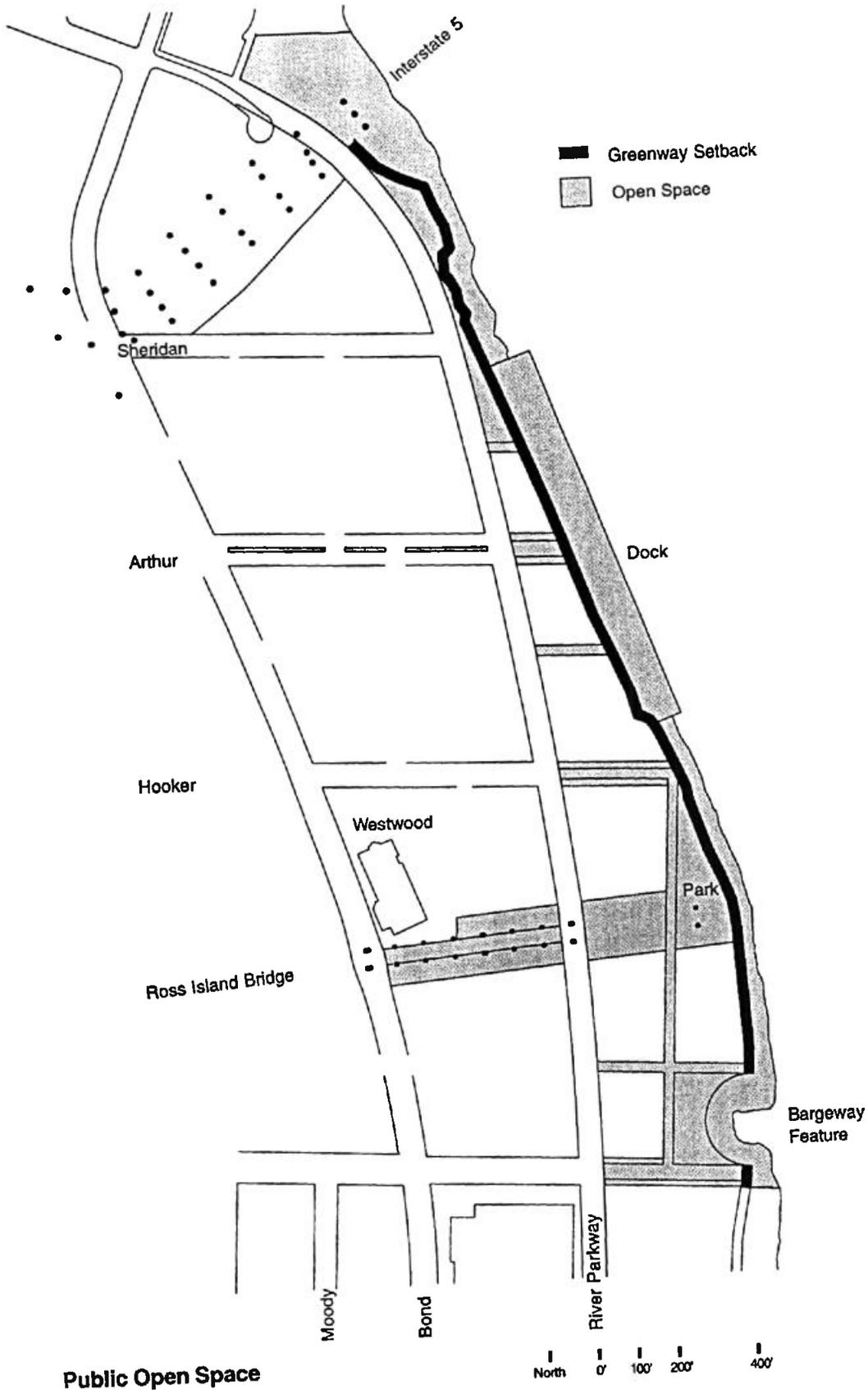
Second, the District will extend the regional Willamette Greenway system south from downtown. Eventually, the North Macadam Greenway will connect Tom McCall Waterfront Park with the Greenway in John's Landing and Willamette Park. In addition, the Development Plan will enable linkage of two regional open space systems - the Greenway and the 40 Mile Loop.

Third, major events and attractors are planned where the east-west streets terminate at the Greenway. These will be unique in their parts, scope, and potential for attracting private investment. Two of the most significant plans are the reconstruction of the dock for entertainment and vending activities, and the creation of a water feature incorporating portions of the Zidell's bargeway.

Finally, public open spaces are important to communicate and recognize the maritime and industrial history of the District.



*Park adjacent to the dock*

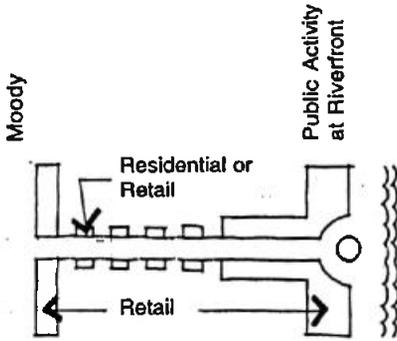


Public Open Space

**STREETS**

**Primary Corridors**

Three north-south corridors originate outside the North Area and continue through it. Two are streets and one a linear park providing an important pathway for pedestrian circulation:



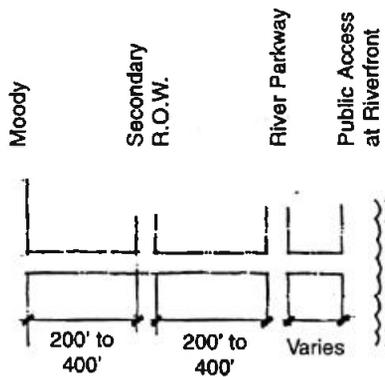
*Pedestrian-oriented activities distributed along primary east-west streets with concentrations at intersections with Moody and the Greenway*

- Moody, a traffic and transit access route.
- River Parkway, a recreational and local service street for pedestrian and private automobile traffic, and a right of way for the Streetcar.
- The Greenway, a major component of the Willamette Greenway.

Five east-west streets provide primary access to businesses, parking, and public activities at the pedestrian level. They are, from north to south, Sheridan, Arthur, Hooker, Ross Island, and Gibbs St. Three of them - Sheridan, Arthur, and Gibbs - are intended to connect over or under I-5 to link the Lair Hill neighborhood with the Greenway.

**Secondary Corridors**

Secondary north-south streets provide access between the primary east-west streets. Their locations are flexible and will be determined by the requirements of abutting development as it occurs. The primary and secondary north-south streets will form blocks no greater than 400' in length.



*Primary and secondary north-south streets form blocks no greater than 400' in length*

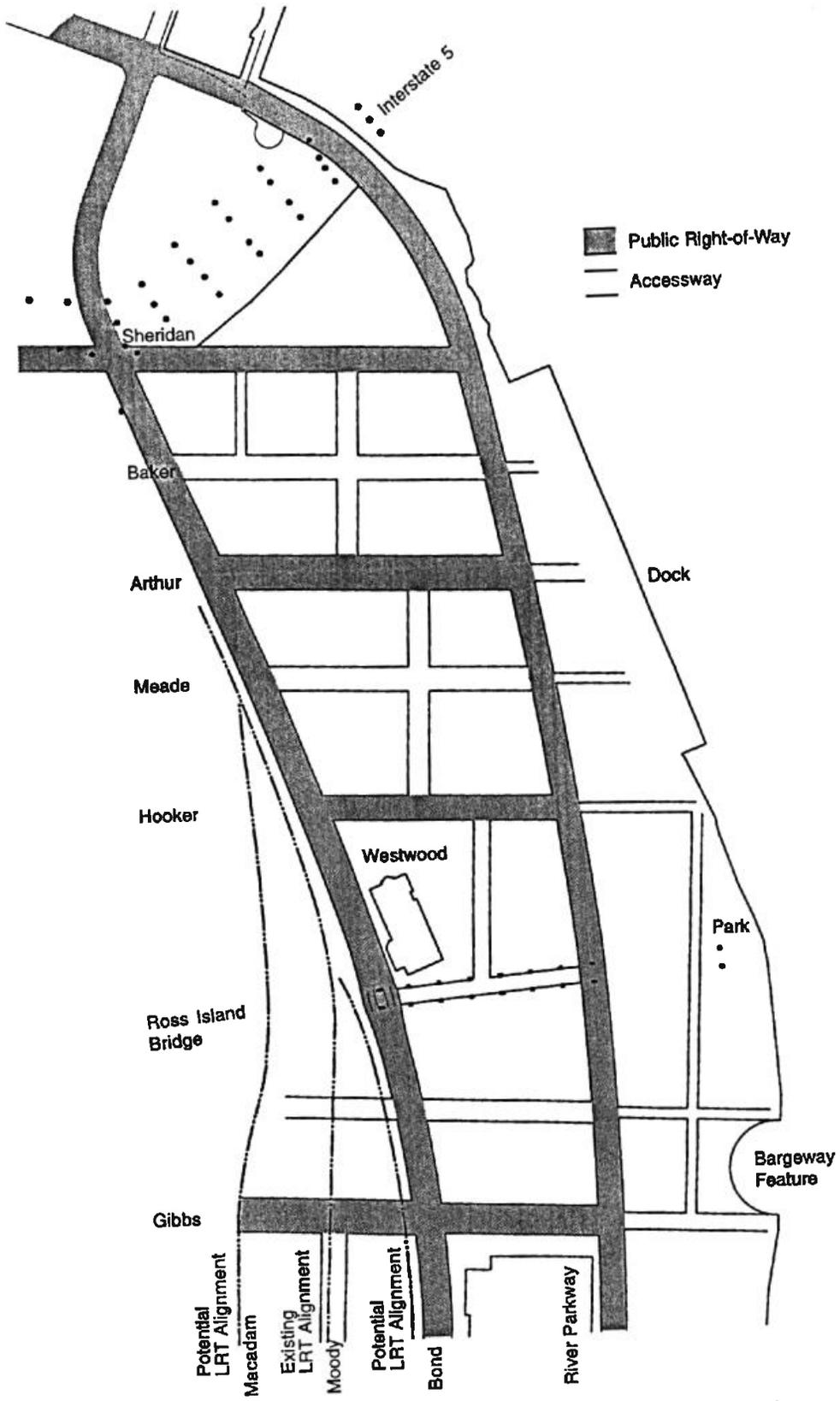
Secondary east-west streets fall between the five primary east-west streets. They provide local access, frequent connections to the Greenway, and a repetitious rhythm of 200' wide blocks. These streets are organized according to the street grid in the Lair Hill neighborhood.

**Other Issues**

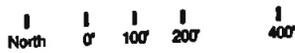
Conflicting expectations for the area between Moody and Bond, the Ross Island Bridge, and Gibbs St. need to be resolved. These include a desire to:

- Connect Bond St. to Moody St. as a continuous street and develop it as a major traffic and transit route.
- Maintain the Willamette Shore Trolley right of way along the new alignment of Moody and Bond.
- Elevate Gibbs St. to create a more acceptable grade between Macadam and Moody-Bond.
- Create developable parcels at this central location.

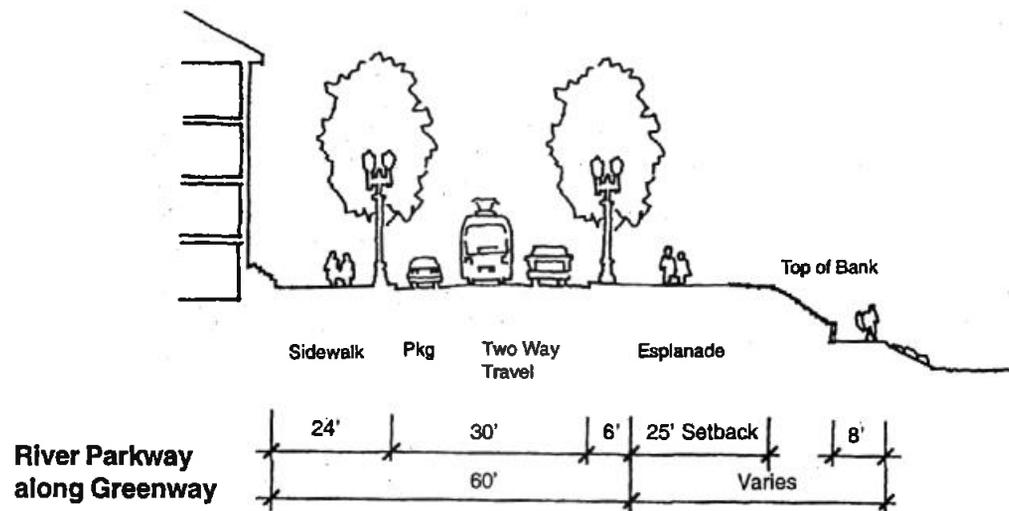
The parcels west of Moody-Bond and north of Gibbs are central to the North Macadam District, and their development is critical. Therefore the Steering Committee recommends that all modes of transportation be consolidated in one corridor that has an intersection with Gibbs at grade.



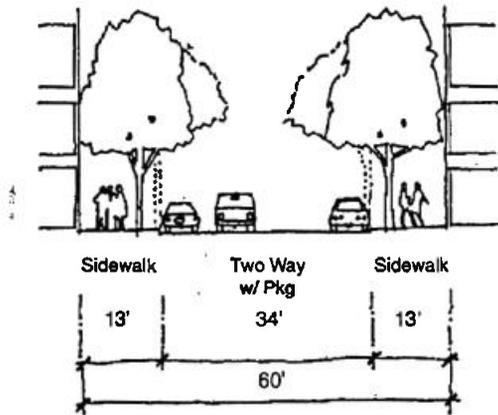
Public R.O.W.'s and Accessways



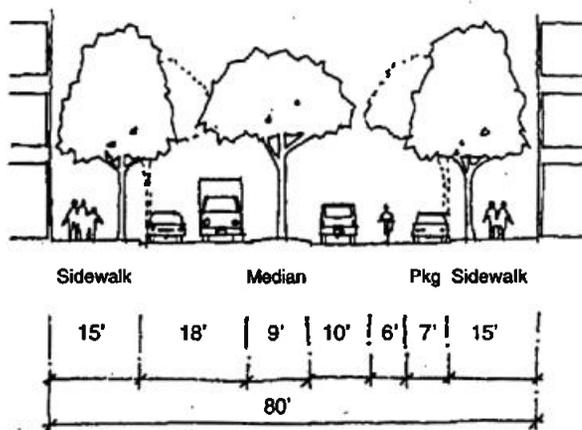
Street configuration, scale, and function vary in response to adjacent uses and access requirements. The street concepts drafted for this Plan preceded the development of the North Macadam District Street Plan, but have been updated to be consistent with it.



**Illustration of R.O.W. Cross Sections**



**Sheridan, Hooker - 60' Primary R.O.W.'s**



**Arthur - 80' Primary R.O.W.'s**

**Illustration of R.O.W. Cross Sections**

## **TRANSIT**

It is the intent of this Development Plan to encourage the kind of dense, diverse community that requires good transit service. Further, the Plan recommends that dense and mixed uses be constructed in the earliest phases, thereby justifying corresponding commitments to early investments in useful transit service.

Three modes of transit service are anticipated: bus, streetcar and light rail. The Development Plan is organized to promote the success of each mode. In turn, it is recommended that each of these modes configure their service for this area so as to complement its development.



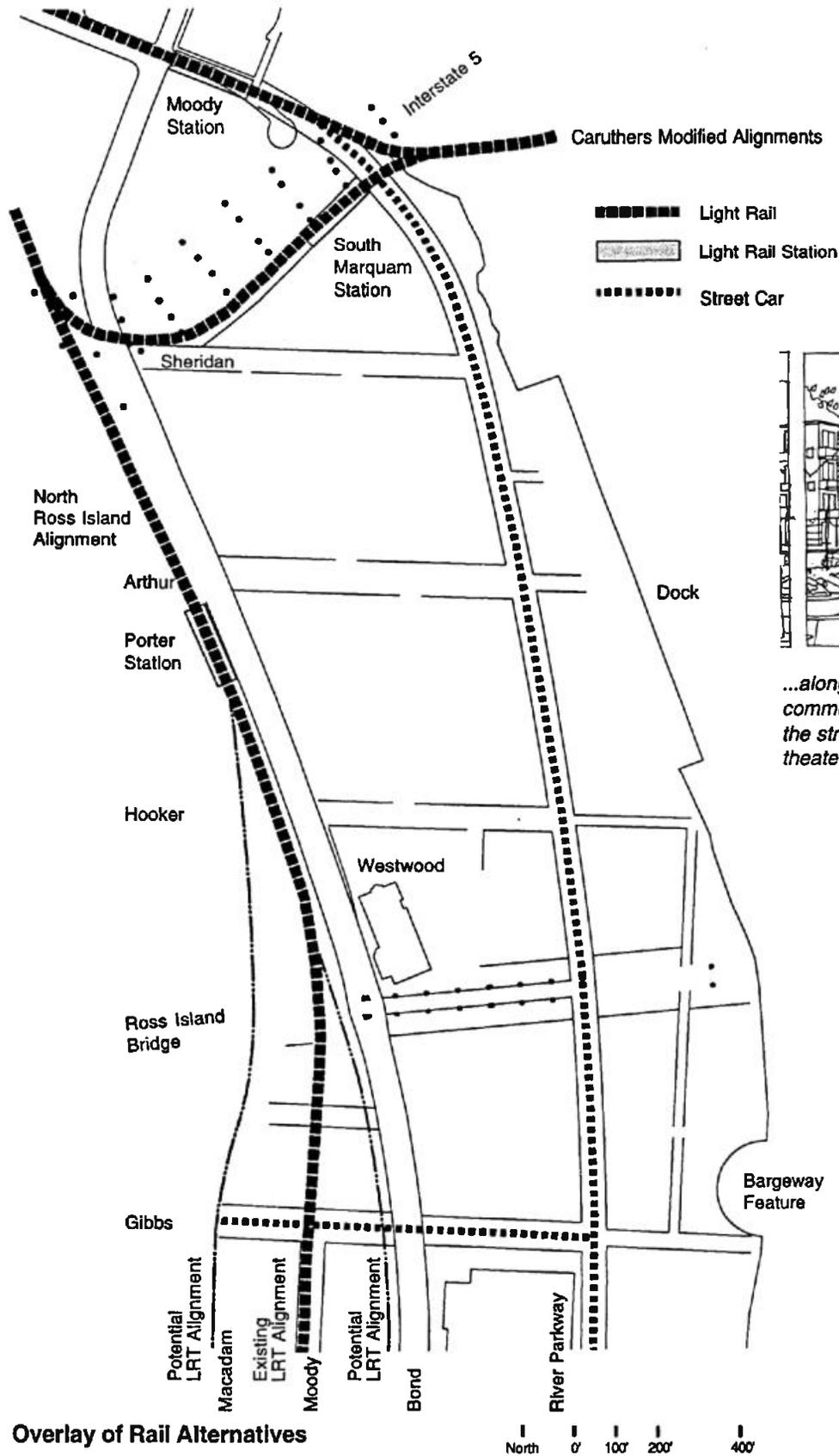
*...streetcar access along the riverfront...*

New bus service serving existing employers and the first phase of development on the Schnitzer property is encouraged. That service should be concentrated on Moody to capitalize on the easy access provided by the east-west pedestrian network and the adjacent concentration of future development.

Alternative north and south corridors are proposed for light rail. From the inception of this planning effort, the Steering Committee has indicated a strong preference for the southern alignment that provides more service to development around and south of the Ross Island Bridge. However, in the past month considerable progress has been made with options to the northern alignment that establish a strong link between the early Schnitzer development, the Greenway, and RiverPlace. Connections with a Streetcar alignment serving southern properties could effectively mitigate the absence of LRT service south of Sheridan.

Portland Streetcar Inc. has proposed extending its first phase of improvements to OHSU and to North Macadam. This service will provide both critical transit and pedestrian links to downtown and OHSU. In addition, it is proposed that a future extension to eastside neighborhoods be anticipated and encouraged.

The Schnitzer and Zidell properties are proposed as the densest new areas to be developed along the entire South/North LRT corridor. The development needs to be confirmed to justify the quality of transit service requested. On the other hand, the density of development proposed requires substantial transit service. This contingent relationship provides an excellent opportunity for collaborative design and collective investment.

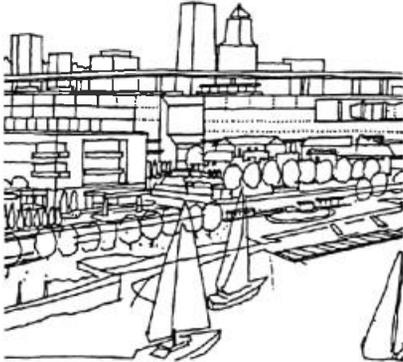


*...along the waterfront, commerce and life resonate, the street level shops providing theater for window gazers...*

Overlay of Rail Alternatives

## **LAND USE AND DEVELOPMENT**

The Development Plan for the North Area provides an environment projected to accommodate 1.0 to 1.5 million square feet of commercial (retail and office) space, 1,500 to 2,000 dwelling units, 20 to 50,000 square feet of institutional space, and a 150 room hotel. These uses are anticipated to require 2,000 to 2,500 off street and 600 on street parking spaces. Approximately 25 percent of the gross area of private property is dedicated to streets and public open space. Another 15 to 30 percent is illustrated as private open space with much of it available to public access.



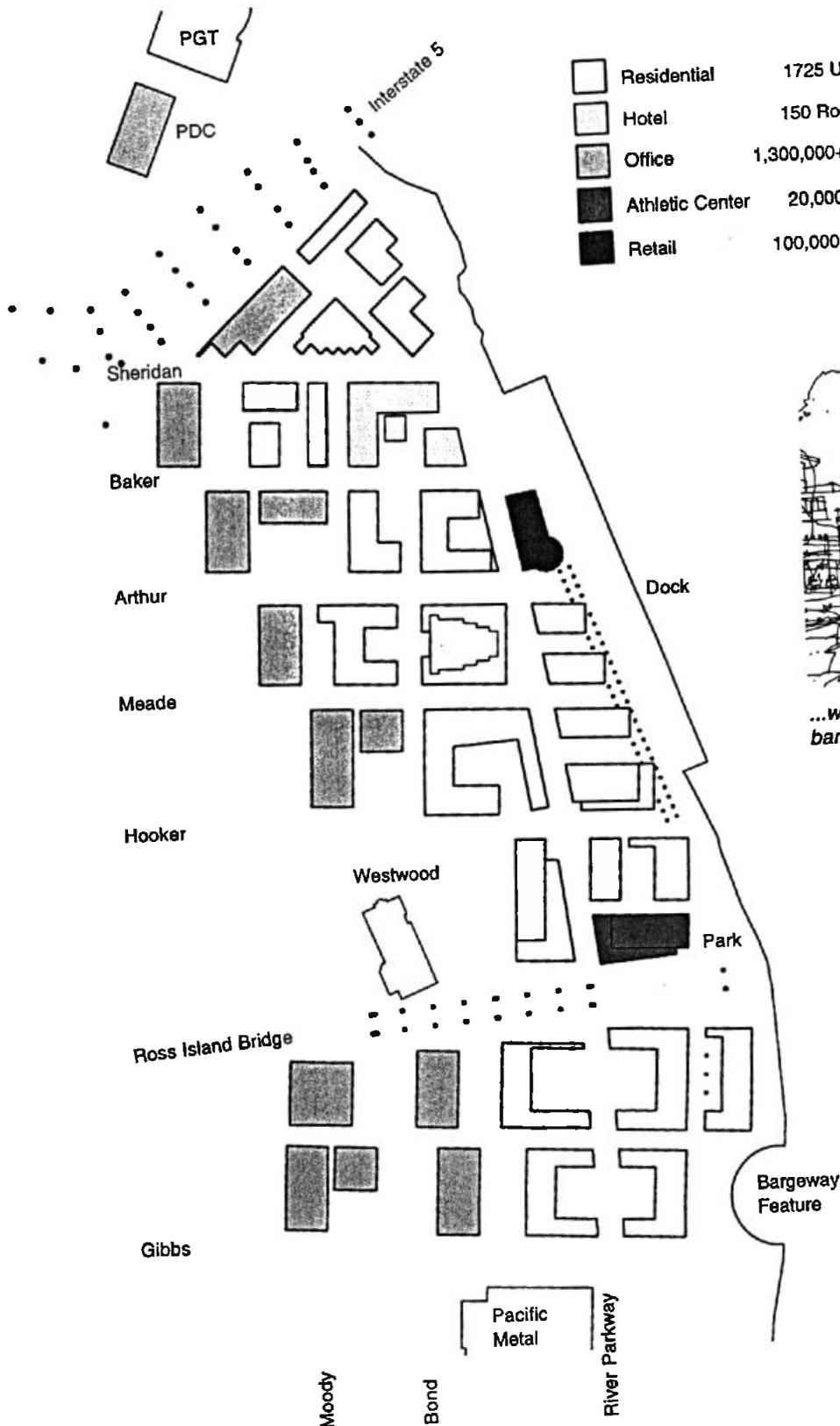
*...a strong neighborhood with public spaces along the river...*

It is the objective of the City, and of the region, to attract and accommodate a dense concentration of jobs and dwellings at its core. North Macadam represents one of two or three key opportunities to achieve this objective. Although this Development Plan supports this objective, its primary purpose is to provide a framework that will encourage healthy, self sufficient neighborhoods to emerge.

The Development Plan proposes an infrastructure of streets and open space that would permit distinct neighborhoods to develop between major east west streets. Each has a range of development parcels, block sizes and orientations appropriate for a variety of commercial, institutional and residential uses. Each can accommodate public access to the Greenway, to retail and professional services, with transit and parking along its edges. Each also can develop the kind of internal privacy that can establish identity without excluding public access. Thus, it is intended that these neighborhoods will become more varied and balanced, by use than is possible in the downtown, the River District, or the Lloyd District; that is to say more varied and balanced than any of the other major developable areas in the core of the City.

As the neighborhoods develop and diversify, strengthening their livability, it is critical that they do not create conflicts with their neighbors. Overflow parking, noisy and visually negative uses, and increased traffic that can be generated by dense developments, must not impose on the adjacent neighborhoods of Lair Hill, Johns Landing or RiverPlace.

The infrastructure costs typically borne by project development is substantially greater per unit of development when it occurs at the density proposed. The challenge to producing quality high density neighborhoods in the North Area will be to find the appropriate balance between public and private investments in infrastructure.



*...with services like childcare centers, banks and grocery stores...*

Potential Uses

**Active Street Frontage**

Develop buildings with active street frontage along S.W. Moody, the primary West-East R.O.W.'s and River Parkway.

**Parking**

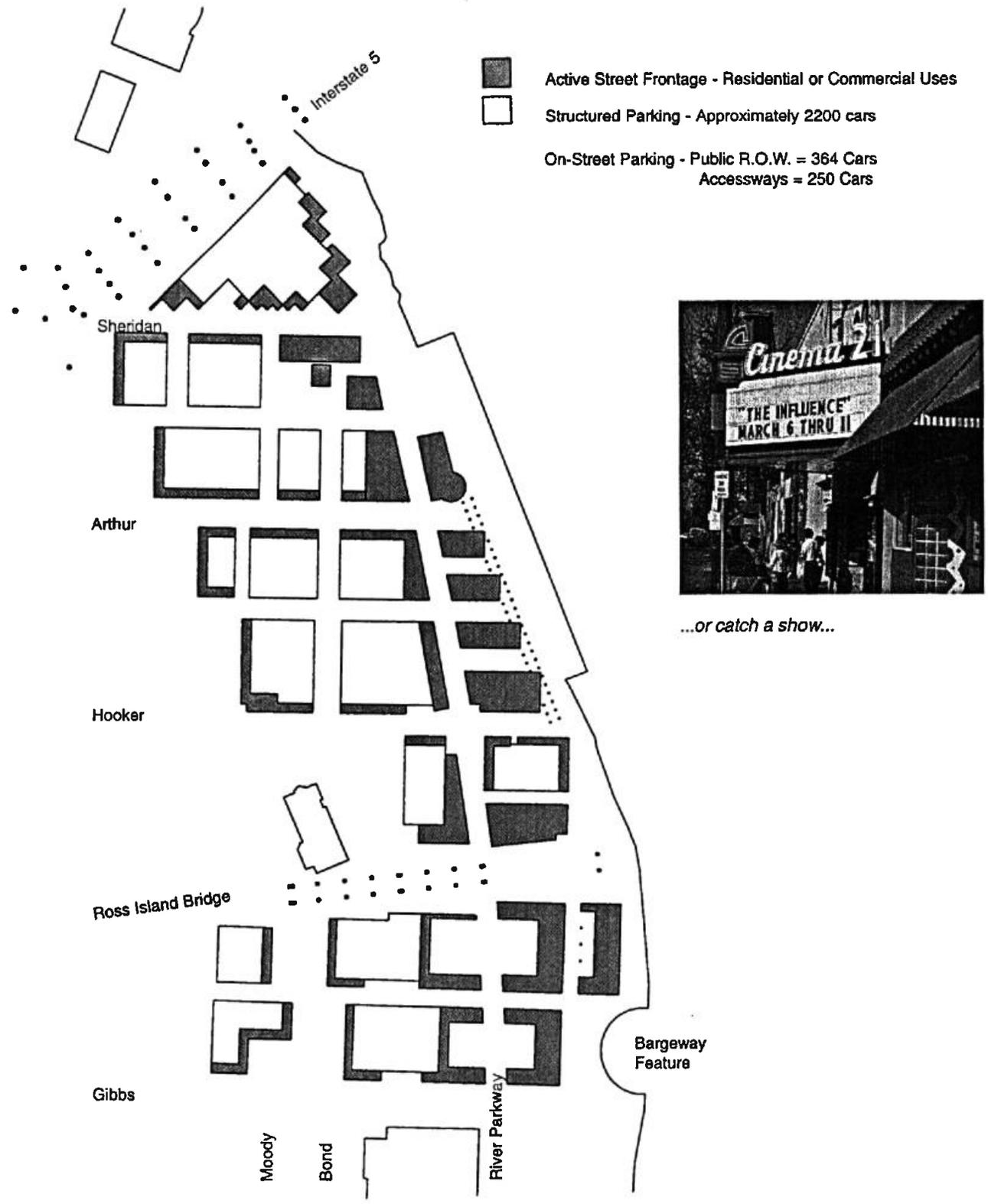
Establish policies and programs to provide adequate parking to accommodate desired residential and commercial development while preventing any adverse impacts on adjoining neighborhoods.



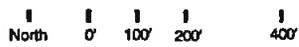
*...residents may go out for a drink...*



*...or dinner..*

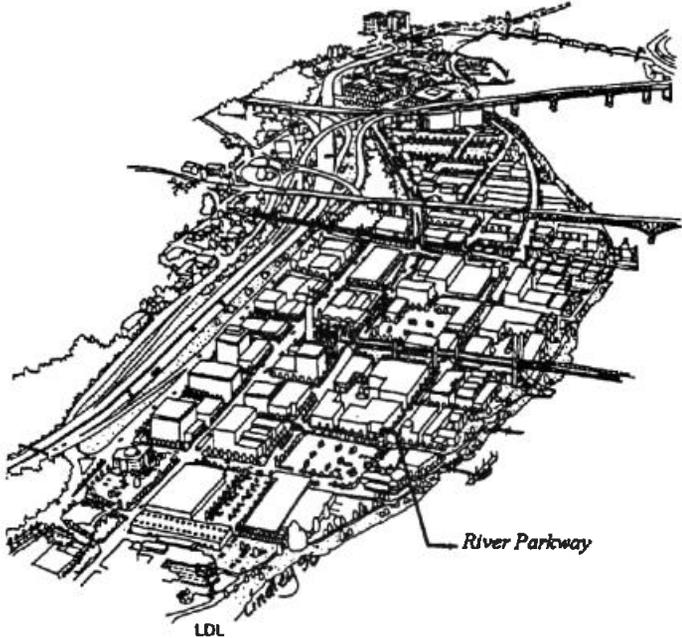


Active Street Frontage and Parking



**NORTH MACADAM DISTRICT**  
**NORTH AREA PROPERTIES**

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## **DERIVATIVE PLANS, REGULATIONS, GUIDELINES, PROJECTS AND RESOURCES**

This Development Plan is intended to provide a foundation for a successive series of actions that will initiate, guide and implement the development of North Macadam neighborhoods, including the Schnitzer and Zidell properties. It is assumed that the Development Plan will evolve in the process. It is strongly recommended that specific projects anticipated by this Plan occur while derivative plans, regulations and guidelines are being developed. Thus, the projects can begin to apply and test the intentions of the Plan as more specific criteria are being defined.

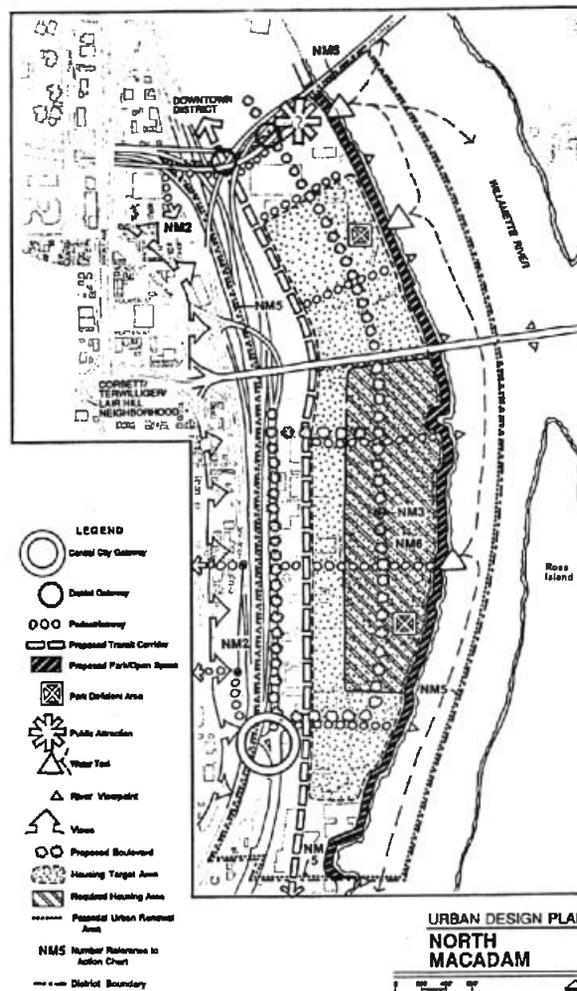
To understand the dynamics of the North Macadam District, it is critical that the inter-relationships between the derivative plans, regulations, guidelines, projects and resources are recognized and understood. The following are proposed as actions to be undertaken following the acceptance of the recommendations of the Steering Committee and this Development Plan.



*The Central City Plan does not provide a vision for the relationship of North Macadam to its neighbors.*

**PLANS:**

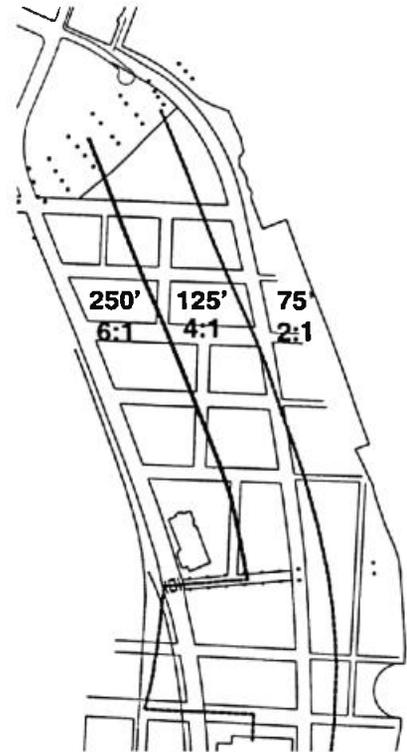
- Develop a vision that describes the role of the entire North Macadam area: as a district, as a community with strong links to its neighbors, and as a critical component in the development of the Central City and the region. This statement should be used to amend the Central City Plan's existing District description.
- Expand this Development Plan to form a framework plan for the North Macadam District. This Plan would amend Policy 21 of the Central City Plan and its attendant actions and plans.
- Develop an urban renewal plan for the District. This would facilitate the City's participation in the development of the District.



*The Urban Design Plan for Policy 21 in the Central City Plan must be revised to be consistent with emerging expectations.*

**REGULATIONS:**

- Modify height and density regulations so that they correspond to the City's accepted right of way configuration for the North Macadam District and the resulting distribution of developable parcels.
- Increase allowable height and density immediately south of the Marquam Bridge. This would enable the noise impacts of the bridge (on property to the south) to be acceptably shielded and reduced.
- Transfer density from vacated streets and public open spaces to adjacent developable parcels. This would provide an opportunity for development to achieve densities the City desires without changing underlying densities or relying on current bonuses. More importantly, it would provide an incentive to donate private land for public use and contribute a funding resource that can be used as a match for public funding programs.
- Modify housing bonus boundaries to reflect the emerging development concept for the Schnitzer and Zidell properties.



*The existing regulations for maximum height and floor area ratio should be reconciled with the land configuration imposed by the City's Street Plan.*

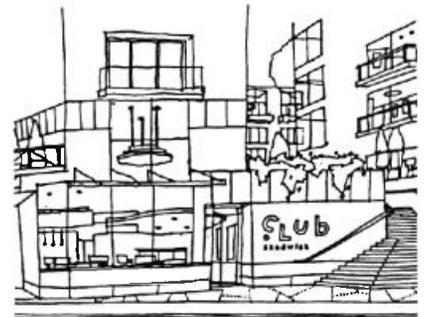


**PROJECTS AND RESOURCES:**

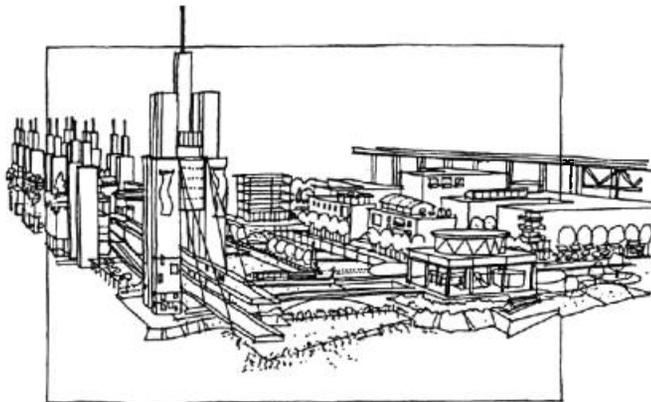
- Identify and refine a list of key projects to be completed by public and private parties within the North Macadam District. Identify and pursue funding strategies and commitments for their implementation.

Included in the back of this section is an initial draft of projects and corresponding funding sources.

- Confirm commitments from the City, the Schnitzer and the Zidell families to implement the development concept proposed by this Development Plan.
- Proceed with projects on the Schnitzer properties that initiate implementation of the goals recommended by this Development Plan. Concepts for these projects are illustrated.
- Identify projects and formulate strategies for the relocation of Zidell barge building facilities and for the subsequent development of the Zidell properties consistent with the same goals. Opportunities for consideration are described in this Development Plan.



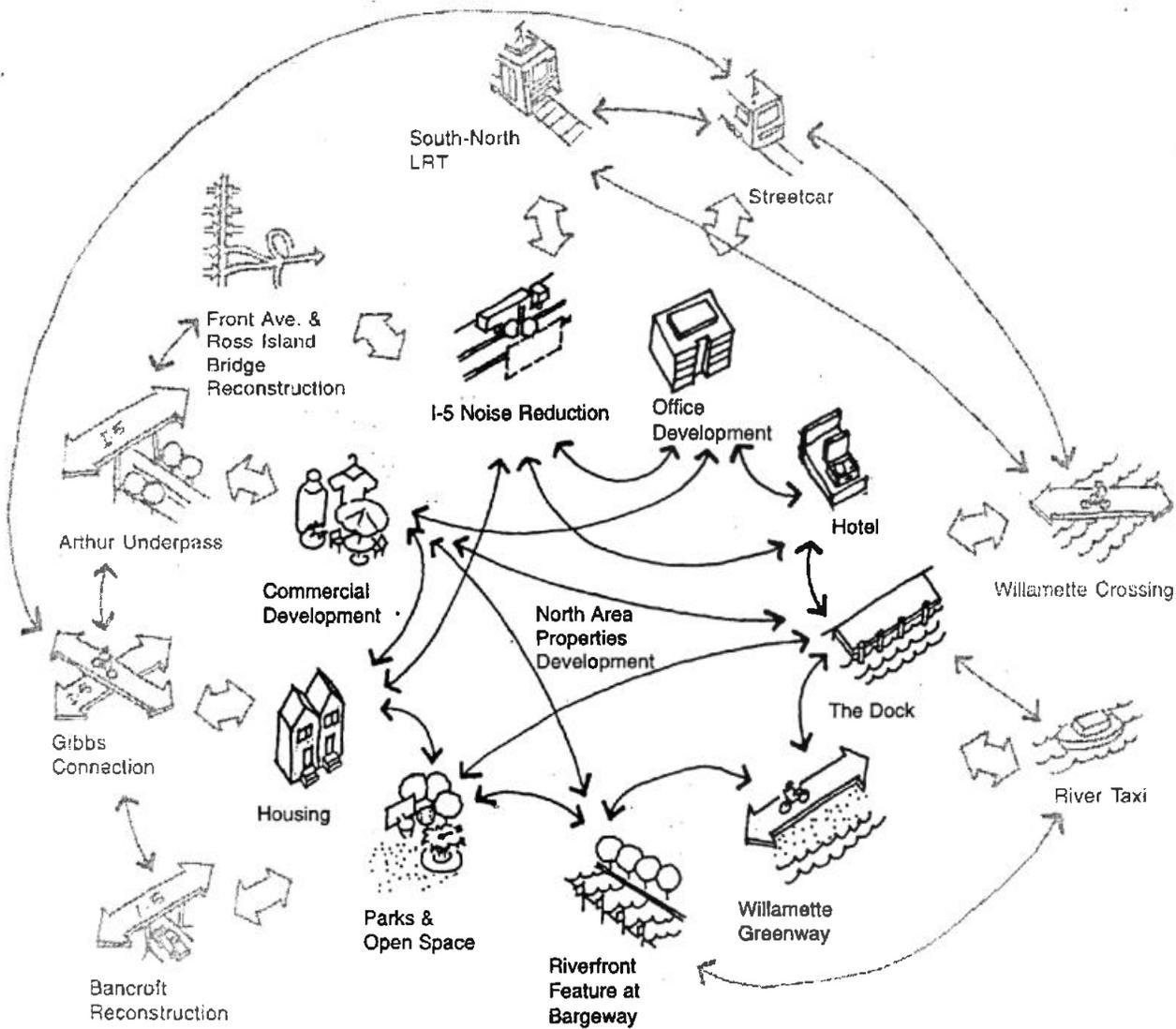
*The first phase of development for the Schnitzer Properties includes a 100,000 sq.ft. office building, 125 apartments and 110 condominiums...This project is currently undergoing design review, with ground-breaking to follow.*



*A major feature of the Zidell bargeway may be an amphitheater, a belvedere...*

**Strategic Development Relationships**

The desirable project is anticipated by one that proceeds it, and stimulates more to follow. Thus, a sequence of contingent and complementary relationships is established, a continuity of development confirmed, and a process of efficient refinement implemented.



*Relationships Between Core Investments and Neighboring Investments*

**Summary of the North Area Development Plan**

The following projects, development estimates and funding sources have been identified for the North Area. In addition, a larger context of projects and resources has been outlined. These lists will continue to be refined. However, it is recommended that the ratio of dollars invested in infrastructure versus that invested in building projects never be less than 1:5. Recognizing that a 1:1 or 1:2 ratio is common to suburban areas, the goal for the North Macadam District should be to improve upon the 1:5 criteria.

**Site Summary:**

<i>Developable Parcels</i>	31.4 Ac.
<i>R.O.W.'s and Accessways</i>	13.1 Ac.
<i>Open Space (includes Willamette Greenway and Dock)</i>	4.6 Ac.
<b><i>Total Property</i></b>	<b>49.1 Ac.</b>
<b><i>Net / Gross (Acres)</i></b>	<b>31.4/49.1 Ac.</b>
<b><i>Net / Gross (%)</i></b>	<b>64%</b>

**Residential Density:**

<i>1725 Dwelling Units + 150 Hotel Rooms</i>	= 1875 Units Total
<i>1875 Units / 49.1 Gross Acres</i>	= 38 Units / Gross Acre
<i>1875 Units / 18 Net Acres Devoted to Housing</i>	= 104 Units / Net Acre

**Development Assumptions:**

<i>5 Employees/1,000SF office and retail floor</i>	
1.4 to 1.6 M. SF	= 7,000 - 8,000 Employees
<i>1.5 Residents / Dwelling Unit</i>	
1725 Dwelling Units	= 2,588 Residents

**CAPITAL INVESTMENT SUMMARY**

<b>DEVELOPMENT</b>	<b>COST</b>
Residential Development	\$210,000,000
<ul style="list-style-type: none"> <li>• 2,000 units of apartments and condominiums</li> <li>• 3,000 residents</li> </ul>	
Office Development	\$175,000,000
<ul style="list-style-type: none"> <li>• 1,300,000 sq ft</li> <li>• 6,500 jobs</li> </ul>	
Retail Development	\$30,500,000
<ul style="list-style-type: none"> <li>• 300,000 sq ft</li> <li>• 1,350 jobs</li> </ul>	
Hotel Development	\$13,200,000
<ul style="list-style-type: none"> <li>• 150 rooms</li> <li>• 130 jobs</li> </ul>	
Structured Parking	\$27,000,000
<ul style="list-style-type: none"> <li>• 2,040 cars</li> </ul>	
Riverfront Athletic/Community Center	\$6,500,000
<b>OPEN SPACE</b>	
Willamette Greenway	\$3,767,000
Waterfront Open Space Development	\$449,500
Open Space Development - Below R.I. Bridge	\$1,400,000
Zidell Dock Reconstruction	\$7,398,150
Zidell Bargeway Waterfront Feature	\$1,731,250
<b>TOTAL</b>	<b>\$476,941,400</b>

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**CAPITAL INVESTMENT SUMMARY**

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**INFRASTRUCTURE** **COST**

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Primary and Secondary Public Streets

River Parkway	\$4,411,170
Moody/ Bond Street	\$1,413,093
Arthur Street	\$1,161,847
Gibbs Street	\$1,145,409
Sheridan Street	\$979,831
Baker Street	\$933,115
Mead Street	\$742,867
Hooker Street	\$717,776
Grover Street	\$657,075
50' Rights of Way	\$1,228,804
25' Rights of Way (Accessways)	\$1,718,228

**TRANSPORTATION IMPROVEMENTS**

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South/ North Light Rail	
RiverPlace - SE 17 <sup>th</sup> Ave.	\$140,000,000
Street Car	
To Downtown	\$12,000,000
To OHSU	\$5,000,000 to \$18,000,000

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**TOTAL** **\$190,109,215**

**POTENTIAL FINANCING PARTNERS AND SOURCES**

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<b>PARTNERS</b>	<b>SOURCES</b>	<b>FUNDING AMOUNT</b>
<b>PRIVATE</b>		
Private Property Owners	Local Improvement District	
Oregon Health Sciences University		
Utilities - PGE, PacifiCorp	Cost Sharing & Demonstration Projects	
Central City Streetcar, Inc.	Cost Sharing	
River Access Transportation	Cost Sharing	
Community Development Corporations		
<b>CITY</b>		
City of Portland	General Fund Appropriations Residential Tax Abatement Transit Tax Incentives Housing Investment Fund Tax Exempt Housing Revenue Bond	
Bureau of Environmental Services	CSO Program Natural Resource Conservation Service (NRCS)	
Housing Authority of Portland	Tax Exempt Housing Revenue Bonds	
Portland Department of Transportation	Interstate Surface Transportation Efficiency Act (ISTEA) South Portland Circulation Study Congestion Management/Air Quality (CMAQ) Fund Transportation System Development Charge (SDC)	
Portland Development Commission	Tax Increment Financing	
Port of Portland		
Portland Public Schools		

**POTENTIAL FINANCING PARTNERS AND SOURCES**

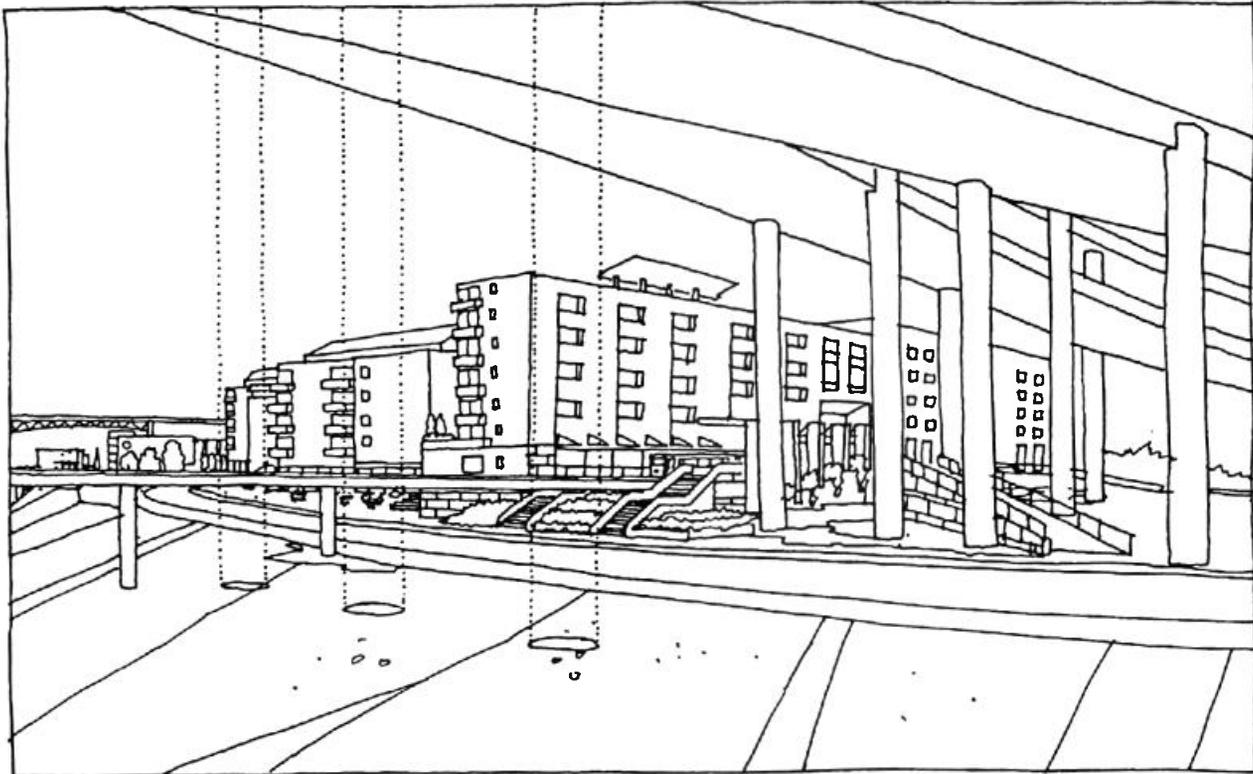
<b>PARTNERS</b>	<b>SOURCES</b>	<b>FUNDING AMOUNT</b>
<b>REGIONAL</b>		
Multnomah	South Willamette River Crossing Study	
Metro	Green Space Bonds Regional Arterial Funds Gas Tax	
Tri-Met	Station Area Development Funds	
<b>STATE</b>		
Division of State Lands	TGM Grants	
Department of Transportation	Immediate Opportunity Grants	
Economic Development Department	Economic Development Funds Special Public Works Program	
Oregon Marine Board	Marine Fuel Tax Fund	
<b>FEDERAL</b>		
Federal Housing and Urban Development	Section 221 (d)(t) Assistance Special Purpose Grants	
Federal Department of Energy		
Department of Transportation	Interstate Surface Transportation Efficiency Act (ISTEA) Congestion Management/Air Quality (CMAQ) Fund	
U.S. Department of Agriculture	National Resources Conservation Service Funds	
U.S. Corps of Engineers		
Department of Environmental Quality	Demonstration Projects	

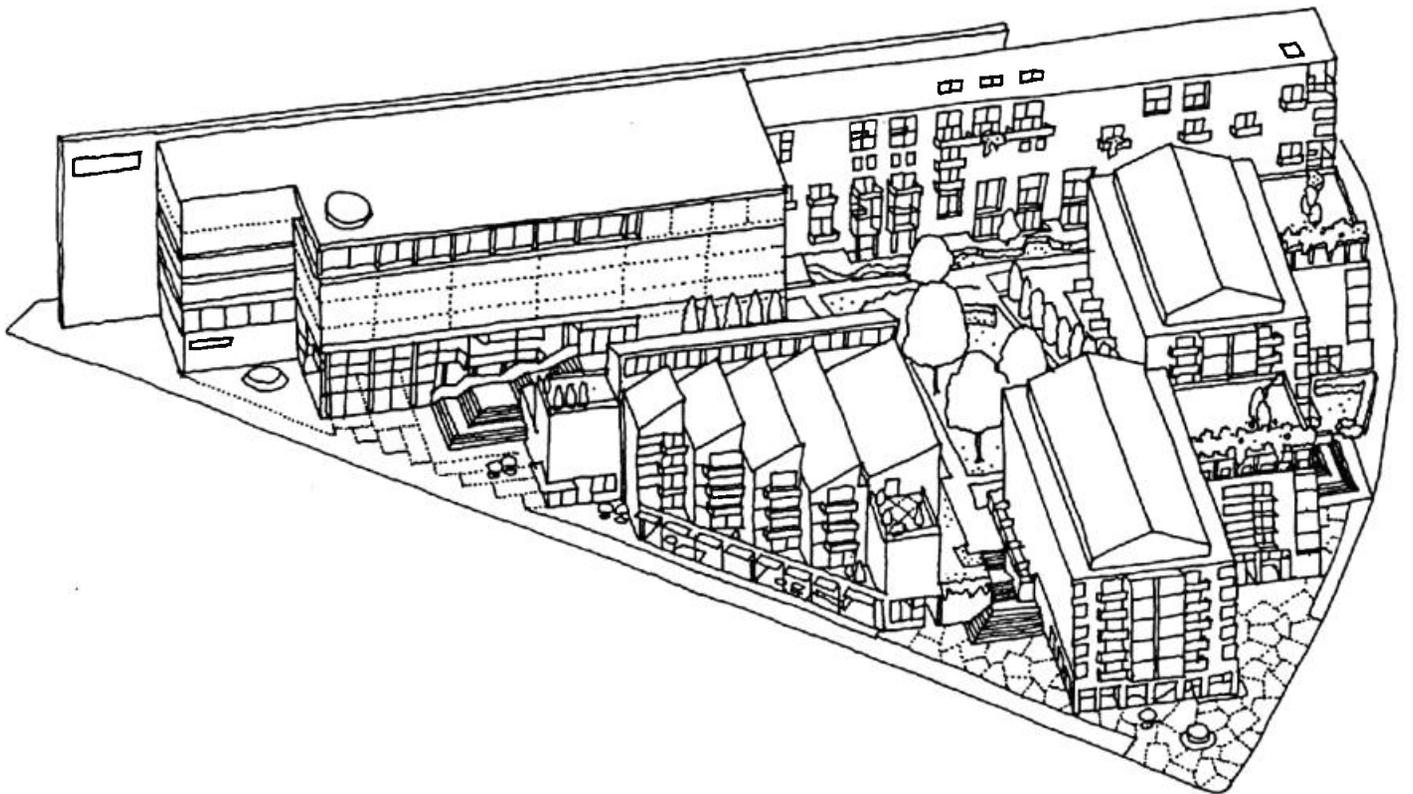
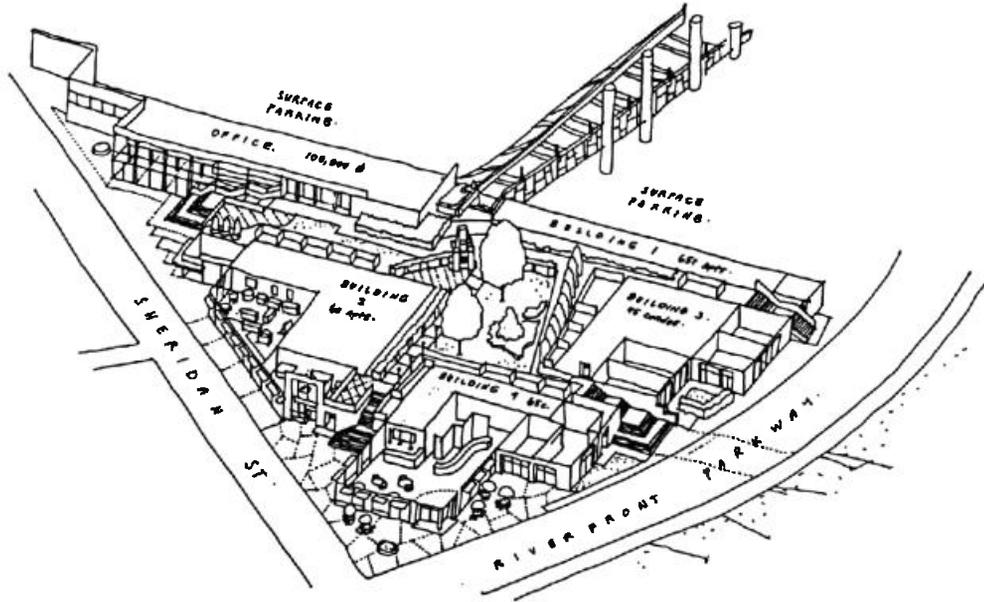
**Schnitzer**

An initial phase of development of the Schnitzer property is currently being designed. It includes 235 residential units, 100 to 120,000 square feet of office space, approximately 10,000 square feet of retail space, a 150 room hotel and a neighborhood recreational center. Abutting streets and portions of the Greenway are being designed concurrently. It is the intent of this initial phase to implement the goals and concepts underlying the Development Plan and to make the connection between River Place to the north and the North Macadam District. In the process, it also assumes responsibility for mitigating the visual, functional and noise impacts of the Marquam Bridge so that land immediately south becomes habitable and accessible.



This first phase of development informs as it tests the assumptions underlying the collaborative efforts to establish a vision and strategy for the future of North Macadam. It already is clarifying opportunities for shared public and private investments and responsibilities for anticipating and encouraging future improvements, such as light rail. In short, with optimism and rigor, it is challenging the gap between what is desired and what is possible.

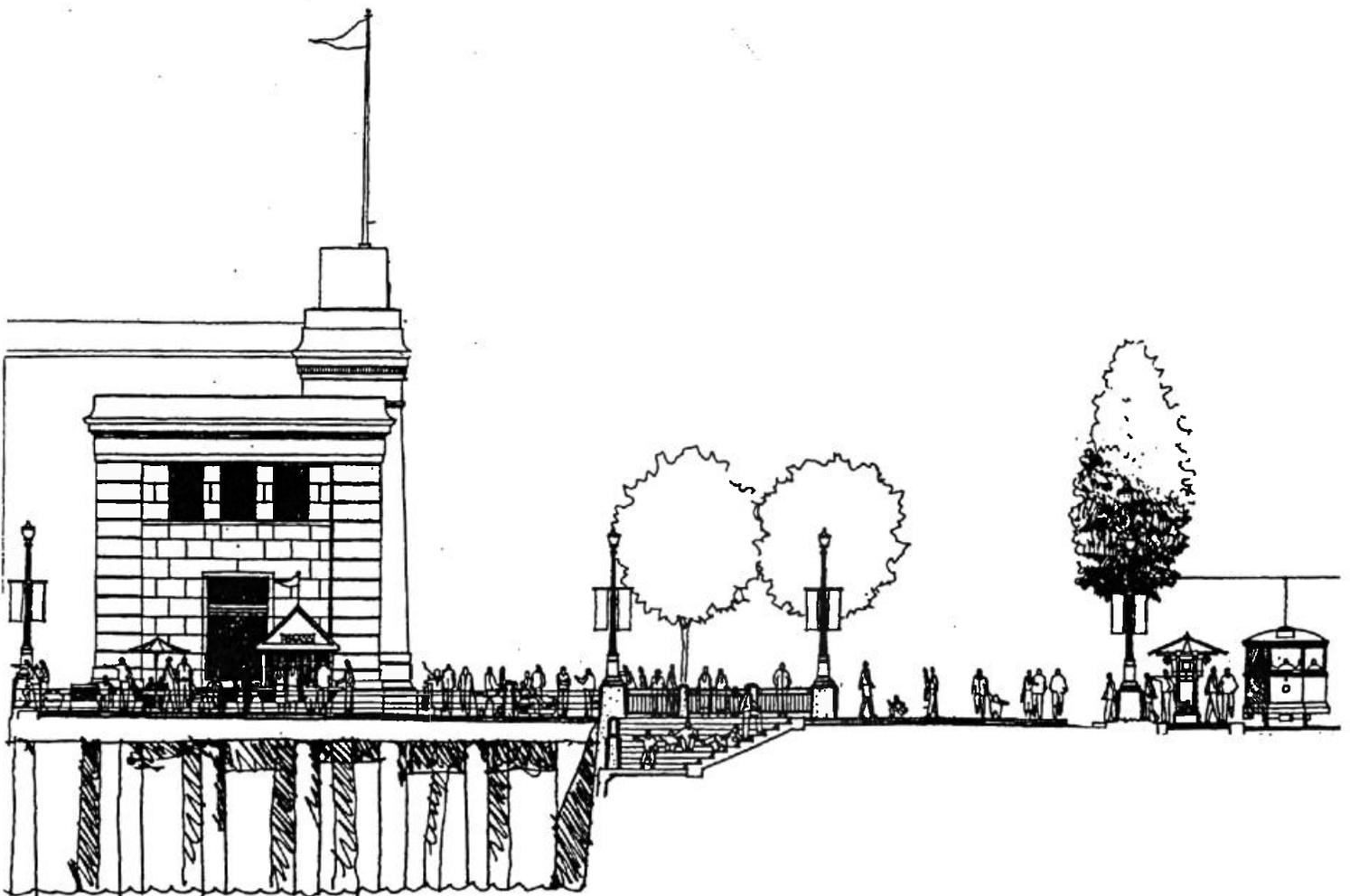


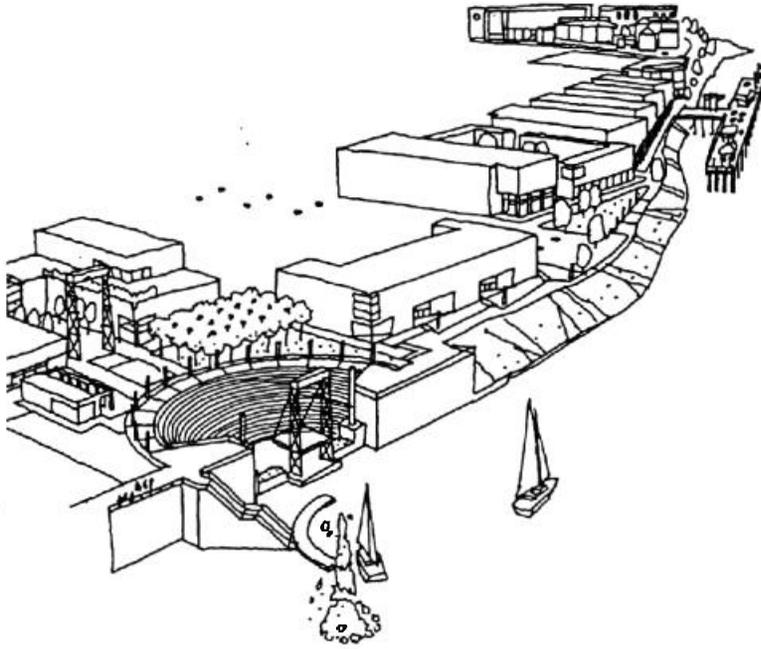


**Zidell**

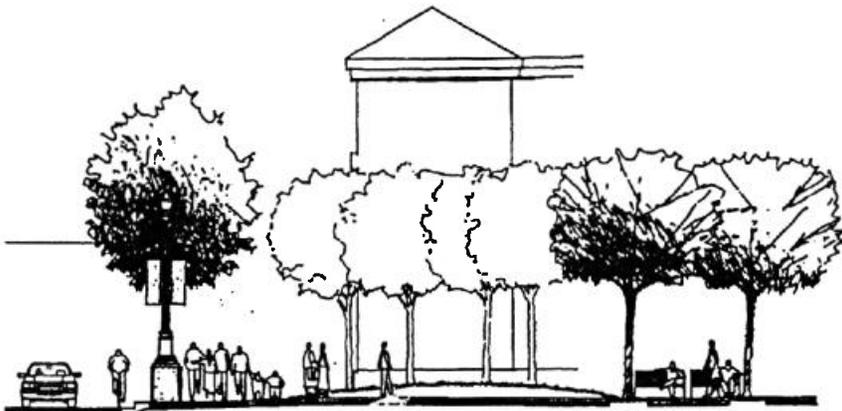
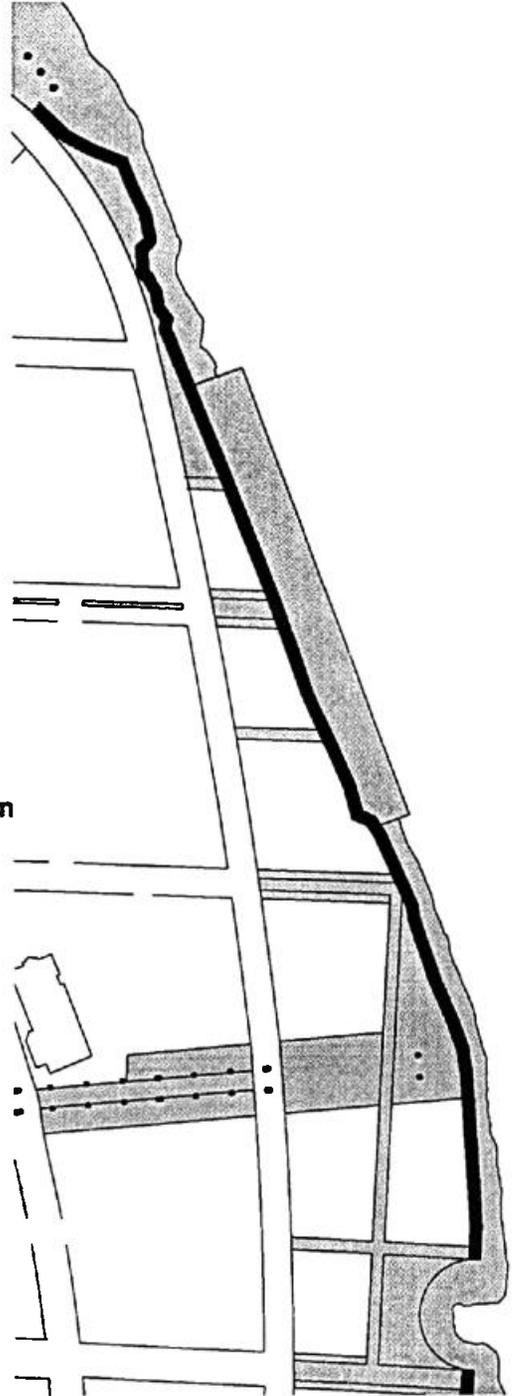
Development of the Zidell properties north of the Ross Island Bridge will be delayed until site cleanup is completed. Development of the properties south of the Ross Island Bridge will be delayed until on site barge building activities can be relocated and site cleanup completed. However, the Zidells and the Steering Committee recommend that the concepts that have been developed for the Zidell properties continue to mature. Therefore, it is proposed that conversations with the City and other affected public agencies continue.

Two issues involving the Zidell property have potential for resolution prior to the relocation of the barge related facilities. One, the specific location of public rights of way and their reconciliation with the provision of developable parcels can be defined. Two, strategies for the early improvement of the Greenway from the Marquam Bridge to Gibbs can be discussed and instituted. These would include definition of the extent, the related facilities, and the special attractions that would establish this segment of the Greenway as one of the region's most significant stretches of river frontage on the Willamette.



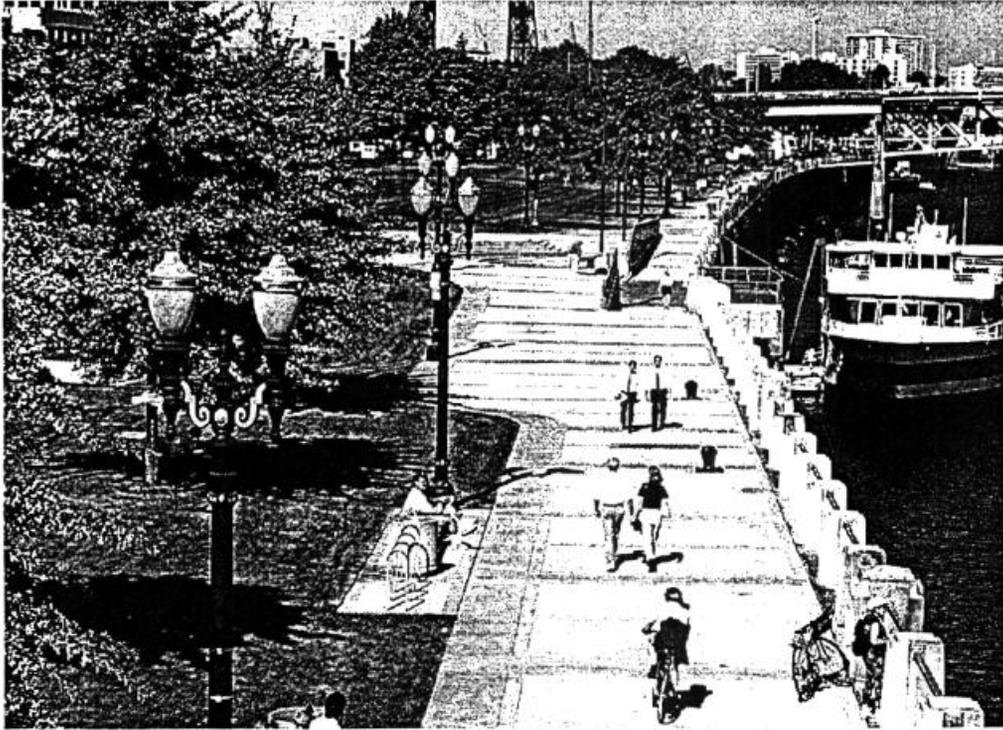


**Consider early development of portions of the greenway from Marquam Bridge to Gibbs.**



**NORTH MACADAM DISTRICT  
NORTH AREA PROPERTIES**

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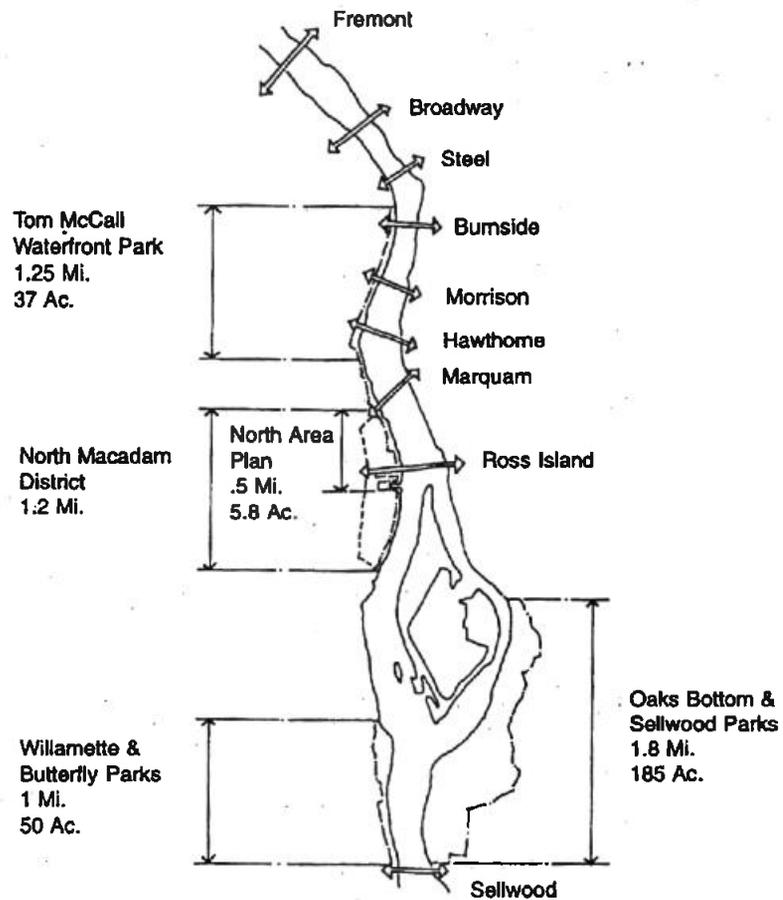
## **A COMPARATIVE LOOK AT THE NORTH AREA DEVELOPMENT PLAN**

The final section of this document asks, "What do we have?" In response, the North Area Properties, as proposed by the Development Plan, are compared to familiar neighborhoods and examples.

The comparisons show that this neighborhood will be Portland's highest density new mixed-use neighborhood, and will contribute to the region's access to the River, to open space needs, and to growth goals. These contributions will be vastly out of proportion to the development area's size. The bottom line is that this is a good opportunity for the City.

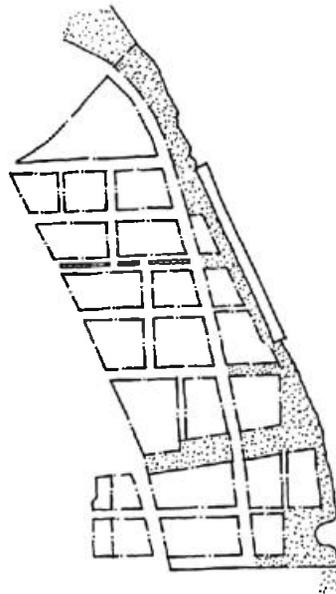
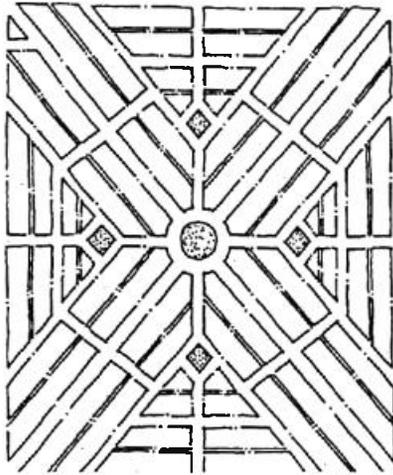
### **PUBLIC OPEN SPACE**

The North Area Properties include a significant portion of the Central City riverfront...



### **Willamette River Frontage & Public Open Space**

...and the North Area Plan anticipates a significant portion of the property to be dedicated toward the development of public space, as shown below in comparison to the popular Ladd's Addition neighborhood.



**Ladd's Addition**

*Open Space:*  
Parks 1.6 Ac.

Net/Gross 1.6/125 Ac. = 1.3%

*Right-of-Way*  
Primary 30 Ac.  
Secondary 7 Ac.  
Net/Gross 37/125 Ac. = 30%

**Total 31.3%**

**North Macadam - North Area**

*Open Space:*  
Willamette Greenway 1.5 Ac.  
Parks & Bargeway 2.1 Ac.  
PDOT Property under  
Ross Island Bridge 1.2 Ac.  
Dock 1.0 Ac.  
Net/Gross 5.8/50.3\* Ac. = 12%

*Right-of-Way*  
Primary 10.3 Ac.  
Secondary 2.8 Ac.  
Net/Gross 13.1/50.3\* Ac. = 26%

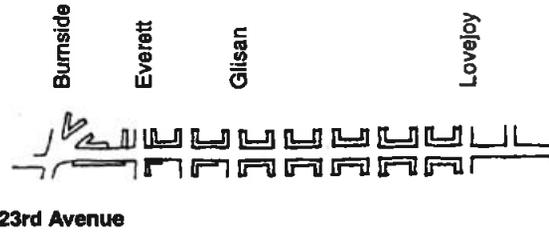
\*Gross Acres 49.1 Ac.  
(PDOT) + 1.2 Ac.  
= 50.3 Ac.

**Total 38%**

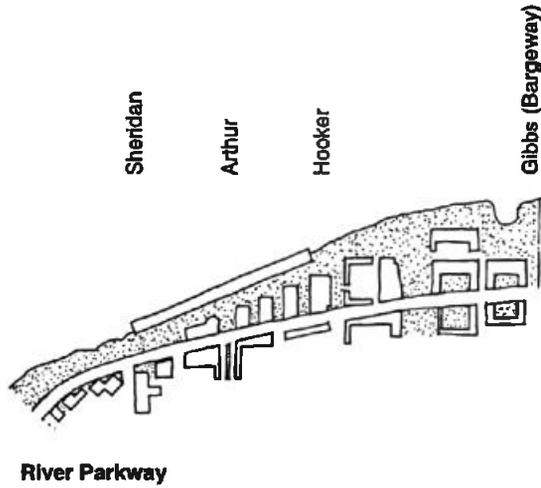
**Public Open Space and R.O.W.**

**STREETS IN THE PUBLIC REALM**

Streets in the North Area will be designed to accommodate pedestrians, bikes, cars and buses similar to other successful streets like NW 23rd Avenue.

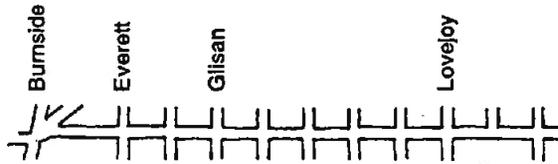


**23rd Avenue**

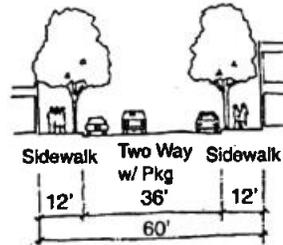


**River Parkway**

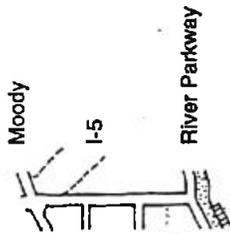
**Active Street Frontage**



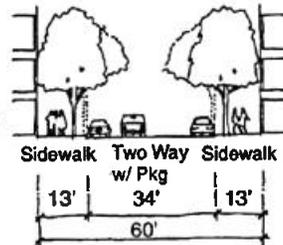
23rd Avenue



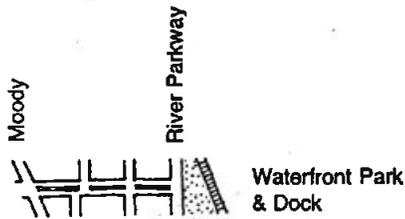
23rd Avenue - 60' R.O.W.



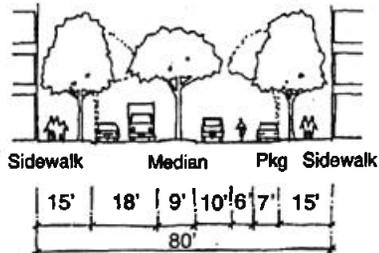
Sheridan



Sheridan - 60' R.O.W.



Arthur



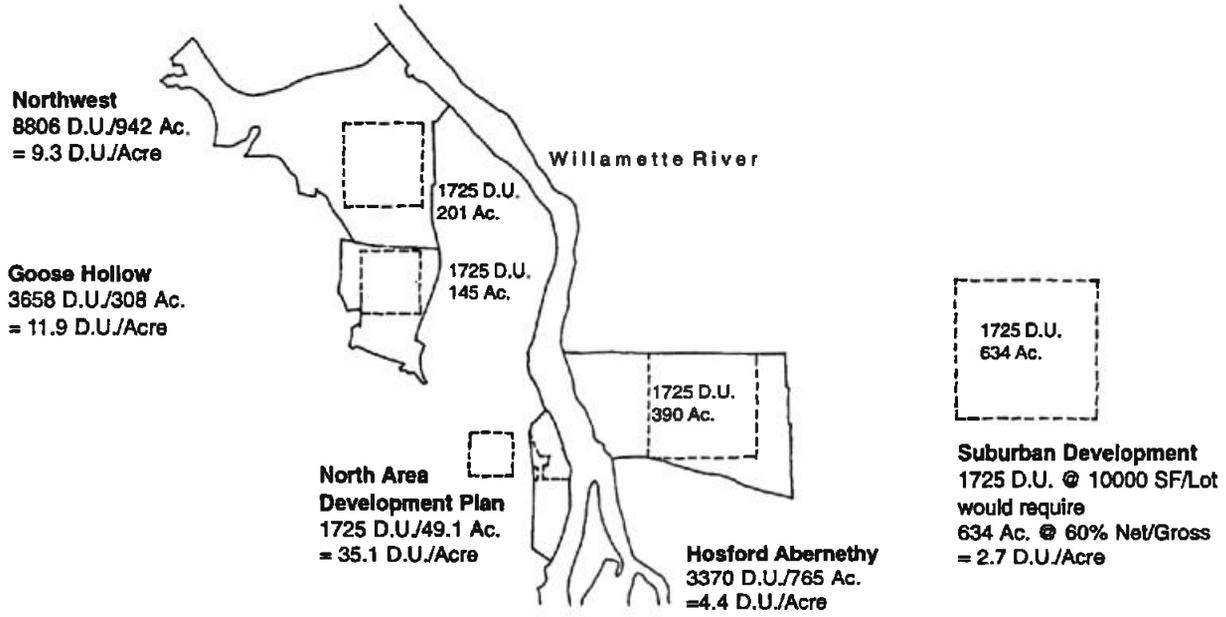
Arthur - 80' R.O.W.

Commercial Street Lengths

Right of Ways (R.O.W.)

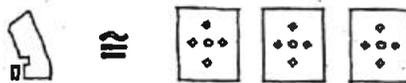
**DENSITY, LAND CONSUMPTION  
AND PEOPLE PER ACRE**

The Schnitzer and Zidell properties offer the opportunity to help maintain the current urban growth boundary.



The dashed square represents the equivalent land coverage for the related density

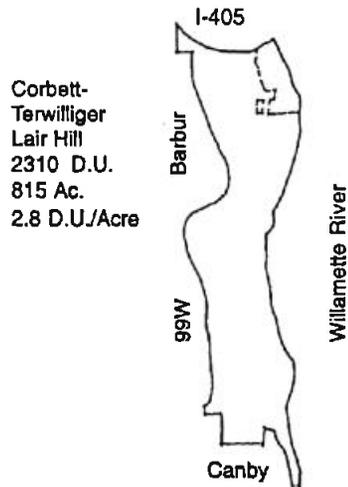
or



**North Area**  
1725 D.U.  
49.1 Ac.

**3 Ladds Additions**  
1710 D.U.  
375 Ac.  
(Ladds Addition includes approximately 570 dwelling units in 125 acres)

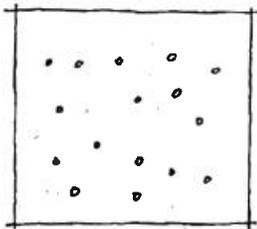
**Dwelling Units Per Gross Acre & Equivalent Land Coverage**



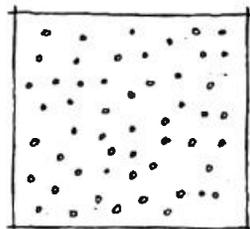
Corbett-Terwilliger  
Lair Hill  
2310 D.U.  
815 Ac.  
2.8 D.U./Acre

Potential Density of CTLH Neighborhood  
After North Area Development  
4035 D.U. over 864 Ac. = 4.7 D.U./Acre

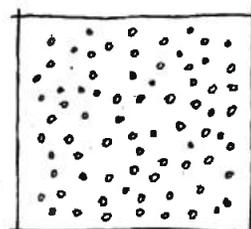
**Neighborhood Density**



Goose Hollow  
(Portland's Highest Density  
Neighborhood)  
16 Residents/Acre



North Macadam -  
North Area  
53 Residents/Acre



San Francisco Neighborhoods  
(e.g. Nob Hill, North Beach &  
Telegraph Hill)  
60-75 Residents/Acre

**Residents Per Gross Acre**

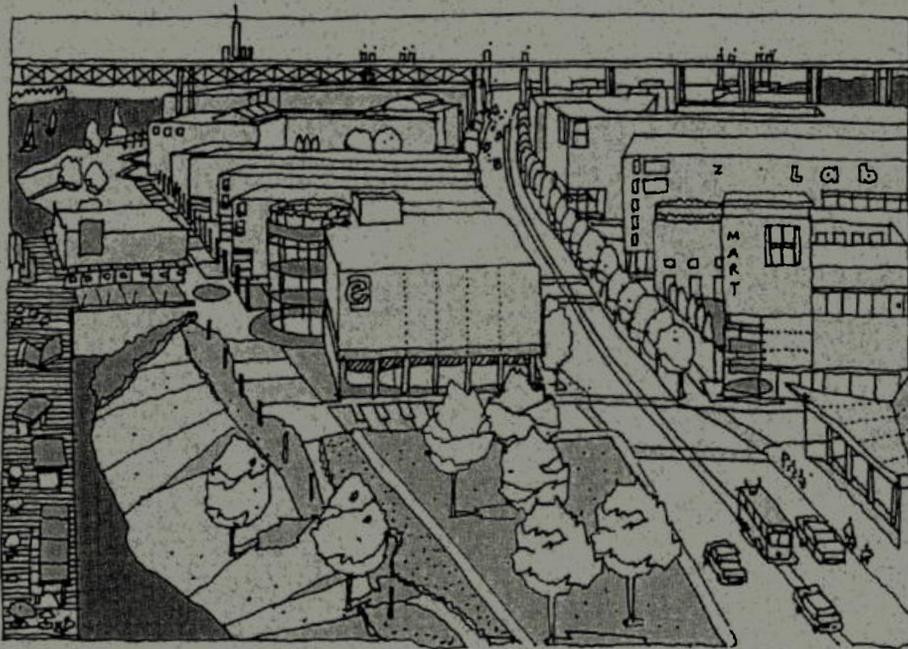
82-08-43/1 4/18

A FRAMEWORK  
DEVELOPMENT  

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PLAN

for the  
NORTH AREA PROPERTIES



of the

*North Macadam District*

Prepared by the North Macadam Steering Committee

*working copy*  
July 9, 1997

## PREFACE

At the beginning of 1996, a committee of citizens, city representatives, and property owners was formed to guide the development of the North Macadam District - an area of vacant and industrial land between the Willamette River and the Lair Hill Neighborhood, south of RiverPlace/ downtown and north of John's Landing. The North Macadam Steering Committee, as it is called, was charged with developing a Framework Development Plan for the Schnitzer and Zidell properties specifically, while taking a holistic view of the entire North Macadam District.

Since the first meeting in March 1996, the Steering Committee has explored the opportunities and potential of the District, and has considered the aspirations of the District's different partners and players (those of the City, the property owners, and the public). Five goals were developed. The combination of the goals and the opportunities provided the structure to create a Development Plan for the North Area Properties.

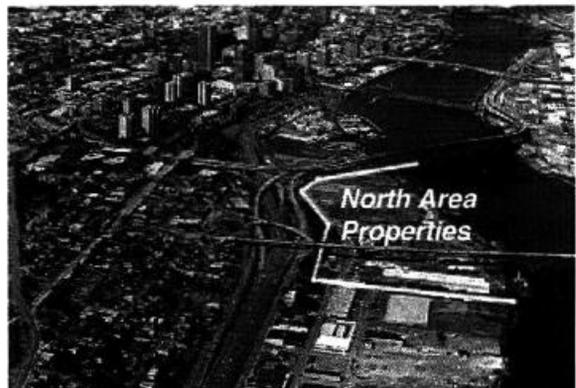
This Framework Development Plan document begins with a letter written by the Steering Committee addressed to the City Council. The letter answers the question, "Why is North Macadam significant?" from the Steering Committee's perspective, and synthesizes their general and specific recommendations to the City Council.

The body of the document explains the Steering Committee's recommendations, expands upon the goals, and explains the Development Plan. The Steering Committee goals and regional opportunities are presented first, and then they are applied on the North Area Properties to create a Development Plan. The Plan is a foundation and blueprint to organize the growth and activity in the neighborhoods of North Macadam by resolving issues of open space, streets, transit, and development. The last two sections of the Framework Plan provide policies and perspective on the Development Plan.

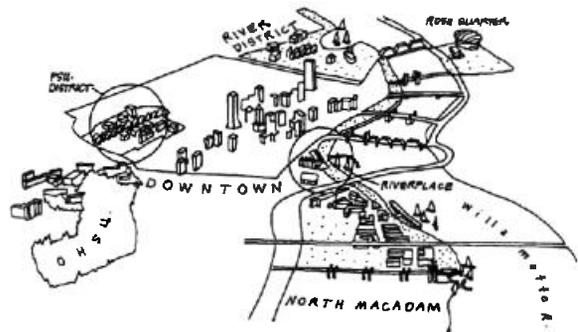
On June 4, 1997, the City Council passed Resolution No. 35618 (included in Appendix) which directs bureaus to proceed with a public/private planning process to develop and implement a framework plan for the entire North Macadam District. This resolution acknowledges and supports the work of the Steering Committee and the North Area Properties Framework Development Plan. The resolution also creates a larger Steering Committee and outlines its charge for the North Macadam District framework planning process.



*An industrial past...*



*...an underutilized present...*



*...an opportunity for the future.*

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City Council Resolution No. 35618

July 9, 1997

Portland City Council  
1220 S.W. 5<sup>th</sup> Ave.  
Portland, OR 97204

Dear Members of the Council of the City of Portland:

We started this process with both curiosity and skepticism. The area we were to address lies between the Willamette River and I-5, SW Gibbs and the Marquam Bridge. It is an area long recognized for its promise, and for the contrast of that promise with its present condition. Although it has historically been occupied by two successful family industries, the area and its uses have had little relationship with their neighbors' activities or aspirations. However, we discovered that the reason to do something, and the reason that the City should care, is that this area can now play a productive and critical role in the fulfillment of many things its neighbors and the City are trying to achieve.

Asked to represent the City's broad interests in planning the area, we found that the potential of this area to provide places to work, to live, and to recreate is extraordinary. With a comprehensive cleanup program underway (much of it is complete), this 50-acre area can begin to develop in a way that carefully expands and enhances the best qualities of four very different neighboring areas: the downtown, Corbett-Terwilliger-Lair Hill and OHSU, Johns Landing and south waterfront neighborhoods, and the Willamette Greenway. As it becomes a catalyst joining these varied inner city environments, it also strengthens the heart of the region. At best, this area's development would be a critical contributor to the well being of this region. At a minimum, it will be a good example of how to implement regional objectives. It has been our goal to provide the counsel and direction that will assure both.

The attached framework plan describes the infrastructure that should guide the development of these north area properties in North Macadam in a desirable manner. It also outlines the projects that are anticipated as the result. Relationships between public and private co-investment and collaboration are identified. And a strong push has already been given to both property owners and public jurisdictions to get on with it. Some of the progress to date is represented in the last pages of the framework plan.

We have encouraged the City and the property owners to focus on four objectives: to attract and accommodate desirable opportunities for employment, to build exceptional neighborhoods, to expand and connect the regional open space network, and to provide good access - internal and external.

1. Opportunities for Employment

North Macadam can expand the job base in the Central City (the North Area Properties may accommodate 7,000 to 8,000 new jobs and 1.5 million square feet of new commercial space). It also can provide the critical functional link between OHSU, the largest employer in the Central City, and the downtown. The area can do this as it provides options for OHSU, an isolated and land-restricted institution, to continue to grow and improve in its own neighborhood.

2. Exceptional Neighborhoods

The River District has established a precedent and presented a challenge for the development of diverse housing and distinct neighborhoods in the Central City. North Macadam should be prepared to provide the next generation of housing solutions in an urban neighborhood context; solutions which include affordable living opportunities.

3. Regional Open Space Network

North Macadam should do more than just complete the Willamette River Greenway. It should extend Waterfront Park, invite its connection with the Terwilliger Parkway and the Forty Mile Loop, and demonstrate how a regional resource and a local neighborhood asset can be managed to the benefit of all patrons. When completed, the District will expand the access to the Willamette by a length comparable to Tom McCall Waterfront Park.

4. Good Access

North Macadam is difficult to reach by car, bus, truck, bicycle, and foot. It is even more difficult for these modes to circulate within the area. Somehow, access to and within must be improved, and in the process, a good example must be established for the existing, cumbersome transportation infrastructure that surrounds this area. In particular, transit must be accommodated so that it can serve the area effectively.

It is the purpose of our recommendations, and of this plan, to describe how North Macadam can develop well for itself . . . and in the process, favorably influence its neighbors. In other words, we make our recommendations with the hope and intention that they will stimulate resolution of many environmental, development and access problems that exist in abutting areas. However, our recommendations concentrate on the actions that we believe must be undertaken to realize the redevelopment potential of this area.

We recommend the following:

General

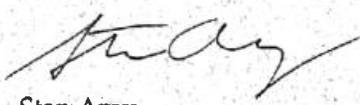
1. That the Schnitzer and Zidell properties be developed as dense neighborhoods, complementing downtown, linking Corbett-Terwilliger-Lair Hill with the Willamette, serving as a precedent for undeveloped properties to the south, and enhancing the value of the Willamette River.
2. That the city lead the formation of public and private collaborations that enable desired development (consistent with city and regional policies) to occur efficiently, economically, and with quality.
3. That regional transportation projects be accommodated and complemented by buildings and development in the area, *and* that the City, Metro, Tri-Met, Portland Streetcar Inc., and property owners proactively seek effective transportation solutions for the area.
4. That regulations, guidelines, and plans be modified to provide consistent support and clarification of the intent of this plan and these recommendations.
5. That the City create an urban renewal district encompassing all of North Macadam.

Specific

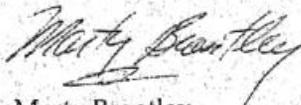
6. That density and development rights of open space or public rights-of-way can be transferred to other properties in North Macadam to allow high-density development.
7. That utilities, public agencies, property owners, and developers find cost-effective solutions to place all utilities underground in rights-of-way.
8. That the proposed street plan should not create any undevelopable parcels of land, or "uneconomic remainders." This includes vacating Moody north of Gibbs St.
9. That the streetcar alignment links between North Macadam and Portland State University and OHSU be considered in the forefront of the engineering studies and financial planning, recognizing that South/North alignment decisions may not be made for nearly two years.

We urge the Council to support this framework plan, and to pursue the recommendations and objectives jointly with the Steering Committee.

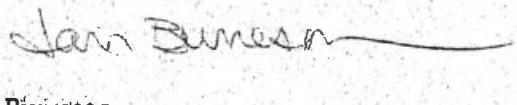
Sincerely,



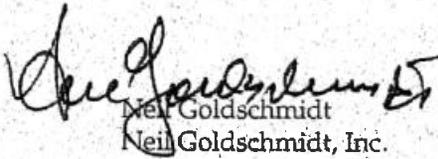
Stan Amy  
Nature's Northwest



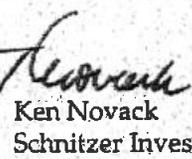
Marty Brantley  
KPTV



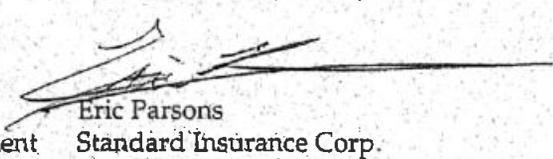
Jan Bureson  
Portland Development Commission



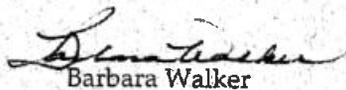
Neil Goldschmidt  
Neil Goldschmidt, Inc.



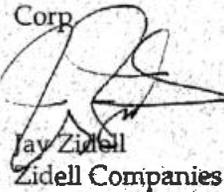
Ken Novack  
Schnitzer Investment  
Corp



Eric Parsons  
Standard Insurance Corp.



Barbara Walker



Jay Zidell  
Zidell Companies

# **STEERING COMMITTEE GOALS**

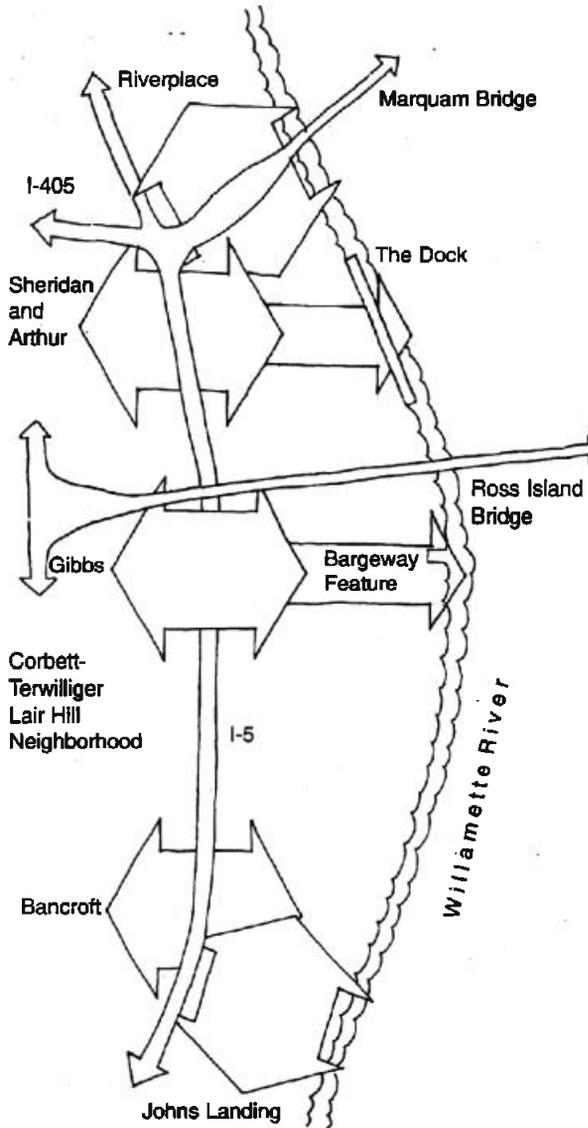
The goals in this section captured the Committee's vision for the area, and they helped guide the design of the Development Plan. The Steering Committee created these five broad goals to guide and implement development in the North Macadam District. Specific objectives are outlined beneath the five broad goals.

**STEERING COMMITTEE'S GOALS**

The Steering Committee's goals and objectives for the North Macadam District are that the District:

**Support Central City and 2040 residential and employment growth goals.**

- Support the development of an estimated 7,500 new jobs and 2,000 new dwelling units on the Schnitzer and Zidell properties. Support the development of housing and employment at urban densities in the rest of the District.
- Coordinate transportation solutions for North Macadam and the adjacent neighborhoods.
- Establish a strong neighborhood with public spaces along the river.
- Support affordable living opportunities.



**Develop open space that recognizes the maritime Industrial history of the District and establishes physical and visual connections to the Willamette River.**

- Reveal the history of the area through development of open space projects, such as the dock and a major open space/water feature at the bargeway.
- Facilitate connections between the 40 Mile Loop and the Willamette River Greenway.
- Develop public riverfront attractors at the intersection of primary east-west streets and the Willamette River Greenway.
- Integrate current institutions - such as the Children's Museum and Contemporary Crafts - within the regional open space network.

**Develop physical connections which foster economic and social opportunities for both the District and the adjacent neighborhoods.**

- Enhance existing connections and develop new connecting routes between the District and the Corbett Terwilliger & Lair Hill neighborhood, RiverPlace, and John's Landing to provide access to commercial and retail services and riverfront open space while also reinforcing the District's own economic development.
- Extend neighborhood streets through the site.
- Attract OHSU's economic, research, and residential developments to the District.
- Establish a transit and pedestrian connection across the Willamette River to neighborhoods on the east side.

*Providing access to the riverfront and from one neighborhood to the next...*

### **Improve access and circulation options to, through and within the North Macadam District.**

- Coordinate North Macadam transportation solutions with those of the greater area.
- Develop multiple transportation options to support and promote the development of the area at urban densities.
- Construct streets that are amenable to the transportation needs of pedestrians, bicyclists, buses and automobiles.
- Locate light rail stations where they will effectively serve North Macadam development.
- Develop a streetcar line to connect North Macadam, downtown, CTLH neighborhood, OHSU, and Eastside neighborhoods.
- Extend and improve bus service.

### **Establish a healthy mix of housing, employment, institutional, and retail uses at urban densities.**

- Initiate a street and lot plan which promotes the incremental development of underutilized property while also accommodating the operation of existing uses.
- Develop approximately 2,000 residential dwelling units on the Schnitzer and Zidell properties.
- Pursue a goal of 35% home ownership, 65% rental housing property.
- Develop strategies to reduce the intrusion of freeway noise, thereby permitting the proximate development of noise-sensitive uses.
- Establish policies and programs to provide adequate parking to accommodate desired residential and commercial development.
- Attract job intensive uses.
- Expand institutional uses that strengthen area neighborhoods.
- Locate retail activity along S.W. Moody and on the river at its intersections with major east-west streets.



# REGIONAL AND DISTRICT OPPORTUNITIES

Opportunities exist in the North Macadam District to give structure to the Development Plan, and to stimulate positive results beyond the District's boundaries:

- **Regional Public Open Spaces**

There is a rare opportunity to extend the Greenway and to enable future connections with a key component of the 40 Mile Loop (at Terwilliger Blvd.), ultimately expanding regional access to the Willamette.

- **District Street Connections**

The basis for a street network in North Macadam is found in the 200' grid in Lair Hill and in existing, though limited, north-south streets within the District. These have been expanded and adapted to respond to limited points of access from the west and to the configuration of the riverfront. A guiding premise was that all properties and the Greenway should be provided with a level of public access consistent with Portland's established standards elsewhere in the Central City.

- **Development and District Circulation**

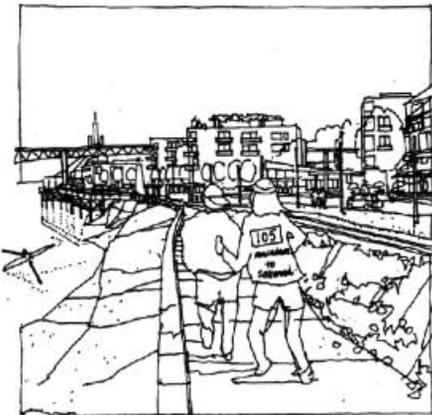
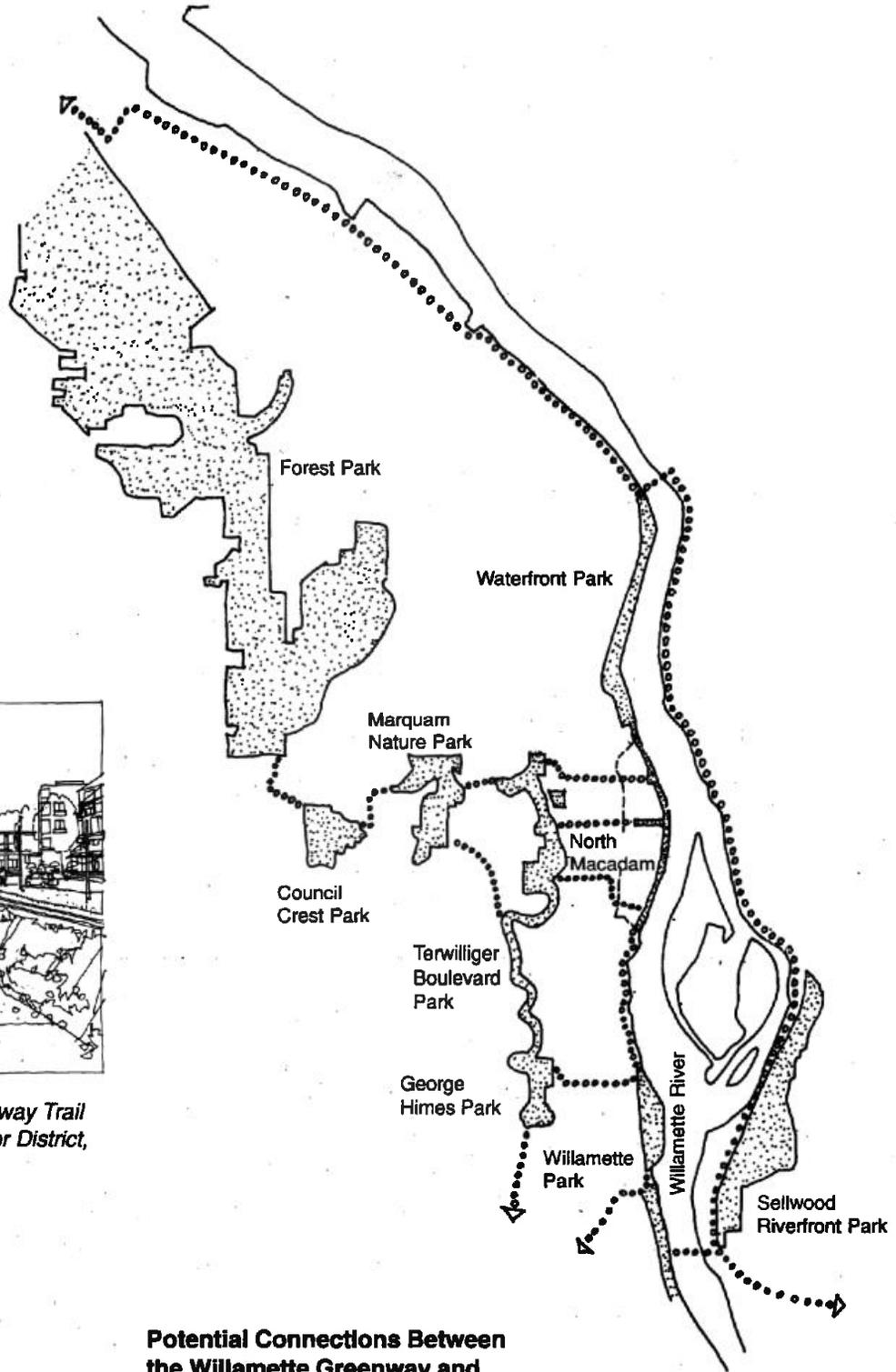
There are few sites close to downtown of this size that have the potential to contribute such substantial numbers of jobs and residences. North Macadam can do much to demonstrate the principles of coordinated land use and transportation while achieving goals of density and diversity. Already, the first phase of development is being readied for construction. It will include a dense mix of housing and offices closely integrated with infrastructure improvements and public open space.

- **Regional and District Transit**

The proposed South/North light rail alignment and preferred Central City Streetcar alignments to downtown and OHSU could provide access to, from, and within the neighborhood at service levels that support a mixed-use neighborhood of urban character.

**REGIONAL PUBLIC OPEN SPACES**

The North Macadam District provides a unique opportunity to establish access to the Willamette River Greenway from the 40 Mile Loop at Terwilliger Boulevard, and from adjacent neighborhoods.



*...some walk along the Greenway Trail from John's Landing, the River District, and the 40 Mile Loop...*

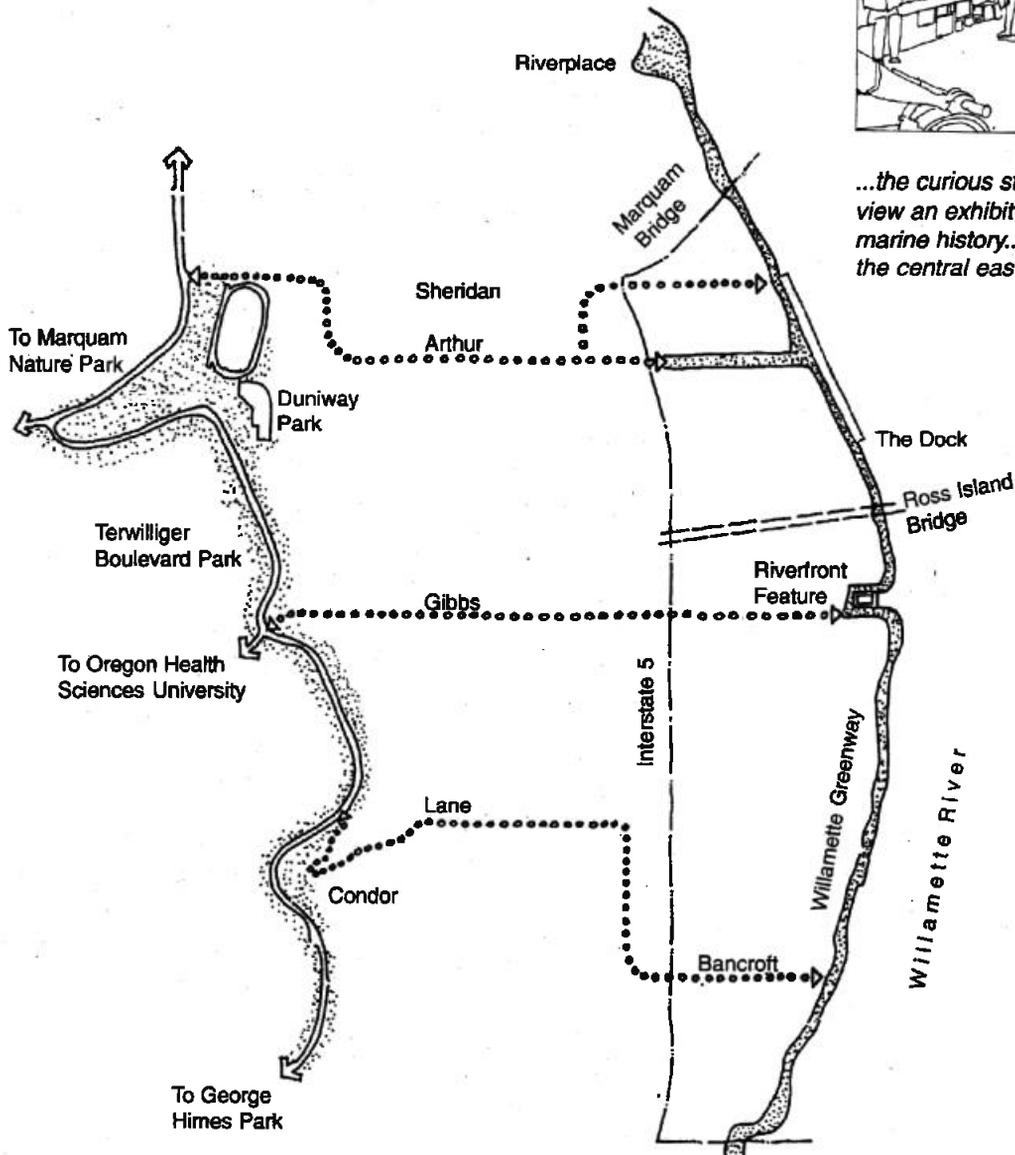
**Potential Connections Between the Willamette Greenway and the 40 Mile Loop**

Sheridan, Arthur, Gibbs and Bancroft may provide important links.

Open space projects, such as restoration of the dock structures and development of a major feature at the bargeway, can reveal the history of the District.



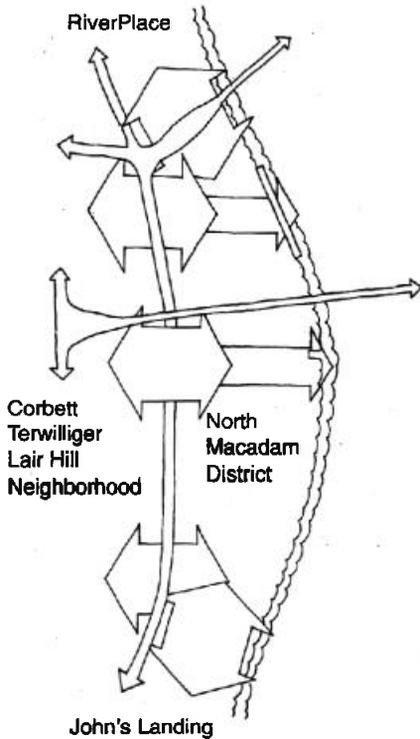
*...the curious stop at the water's edge to view an exhibit and learn about the area's marine history...or catch a water taxi to the central eastside...*



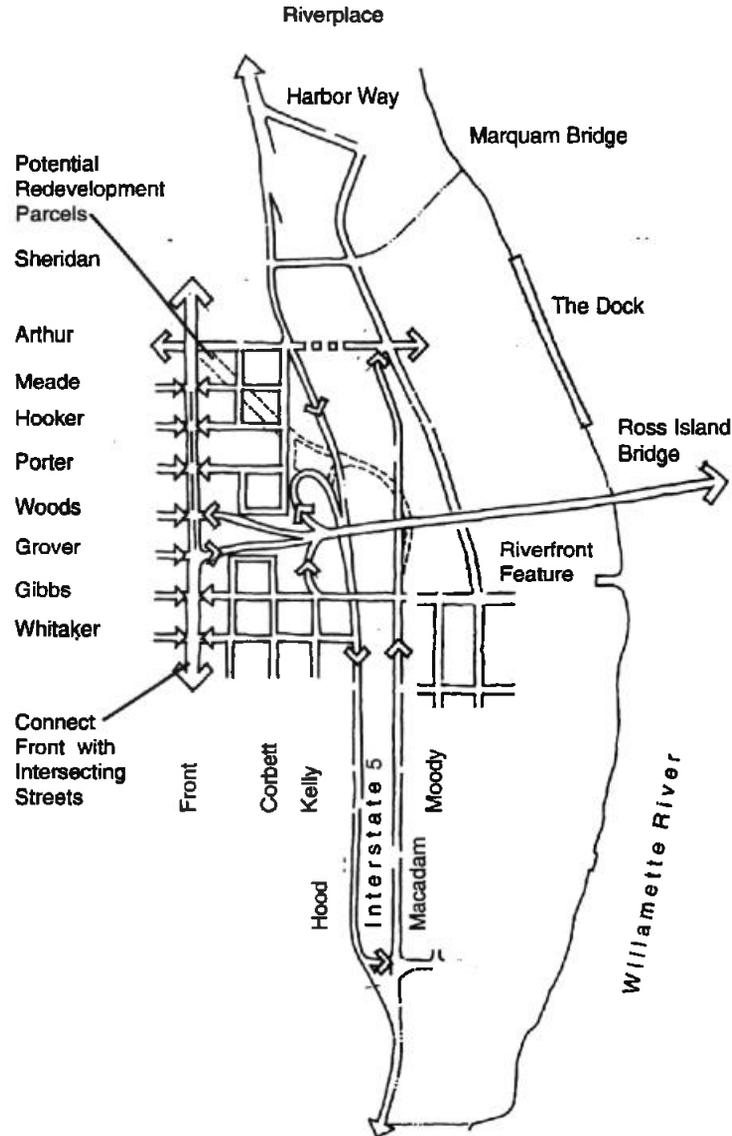
**Connections between the Willametter River and Terwilliger Boulevard**

**DISTRICT STREET CONNECTIONS**

The North Macadam District is planned to be a gregarious community that establishes physical, social, and economic connections to adjacent neighborhoods. The presence of a world-class medical facility (OHSU), an existing street system to the west, the Willamette River, John's Landing, and downtown can shape the form and function of the District.

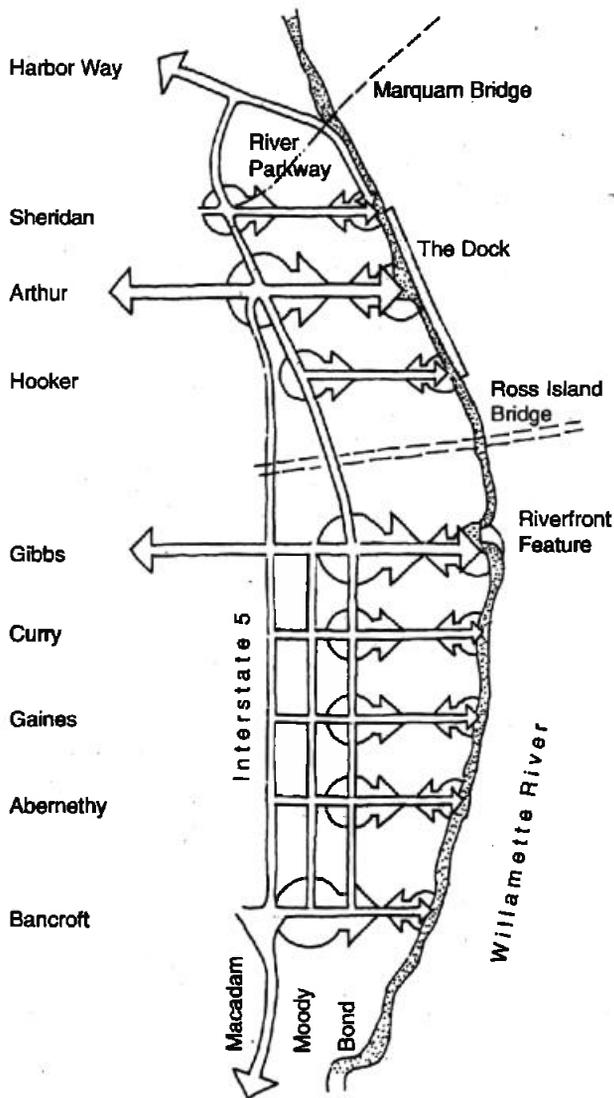


*Physical connections foster economic and social opportunities for both the District and the adjacent neighborhoods*



**District Related Improvements to South Portland Circulation**

The east-west orientation of District streets is derived from the street grid to the west in the Lair Hill neighborhood. This orientation makes access to the Greenway visible and understandable. It also ensures preservation of views to the water along public streets in Lair Hill. Uses that attract and support public activity, particularly within a pedestrian environment, would be concentrated at the intersection of these streets and Moody/Bond and the Greenway.



*...a mix of workers, residents, visitors, and students walking over a pedestrian bridge spanning I-5...*

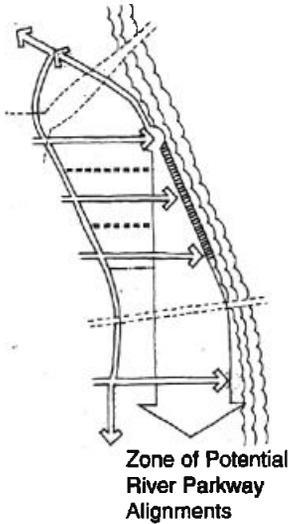


*...a grocery store for residents located at a street corner...*

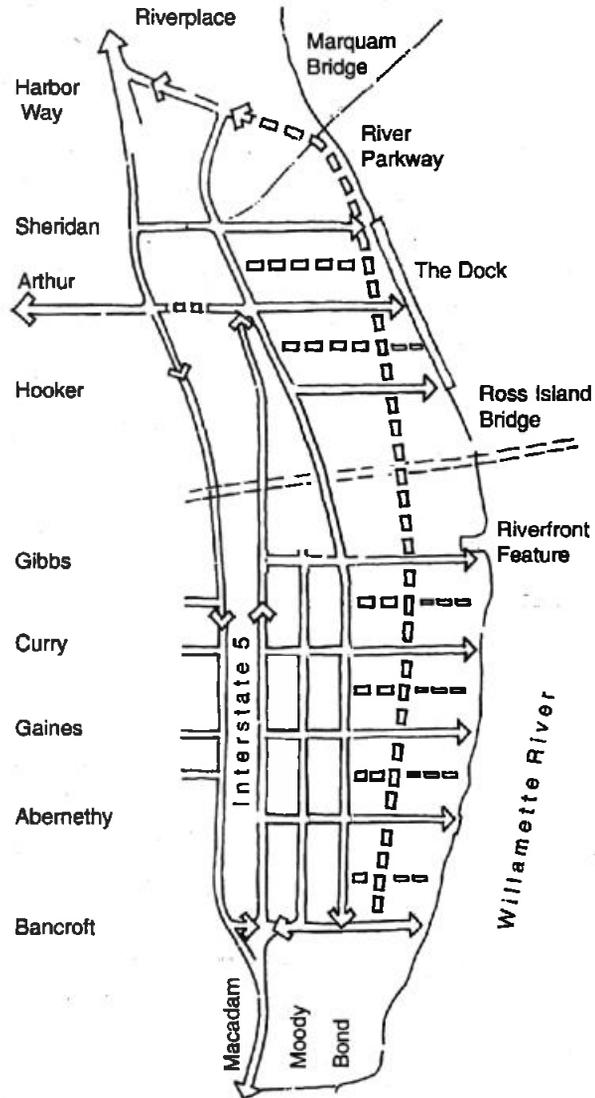
**District Connections to the River**

**DEVELOPMENT AND DISTRICT CIRCULATION**

Access to, through, and within the neighborhood has been constrained by the lack of a street system. What is proposed is a network of streets that will be amenable to the transportation needs of pedestrians, bicyclists, bus riders, and automobile drivers. A street plan that was developed with the Framework Plan has contributed to the overall North Macadam District Street Plan, prepared by the Portland Department of Transportation and adopted by the City Council in December 1996.



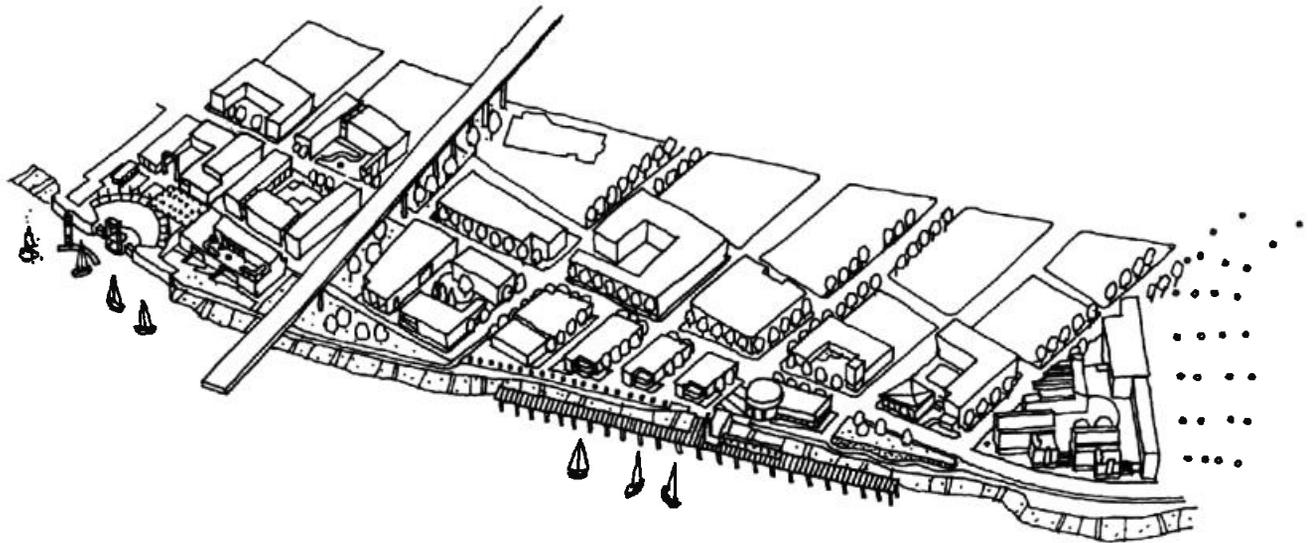
*Initial River Parkway alignments emphasized flexibility to allow for the continued operation of existing businesses.*



**Primary and Secondary R.O.W.'s**



*...residents and visitors stroll along the Parkway...*



*The east-west streets connect the neighborhood to the riverfront.*

**REGIONAL AND DISTRICT TRANSIT**

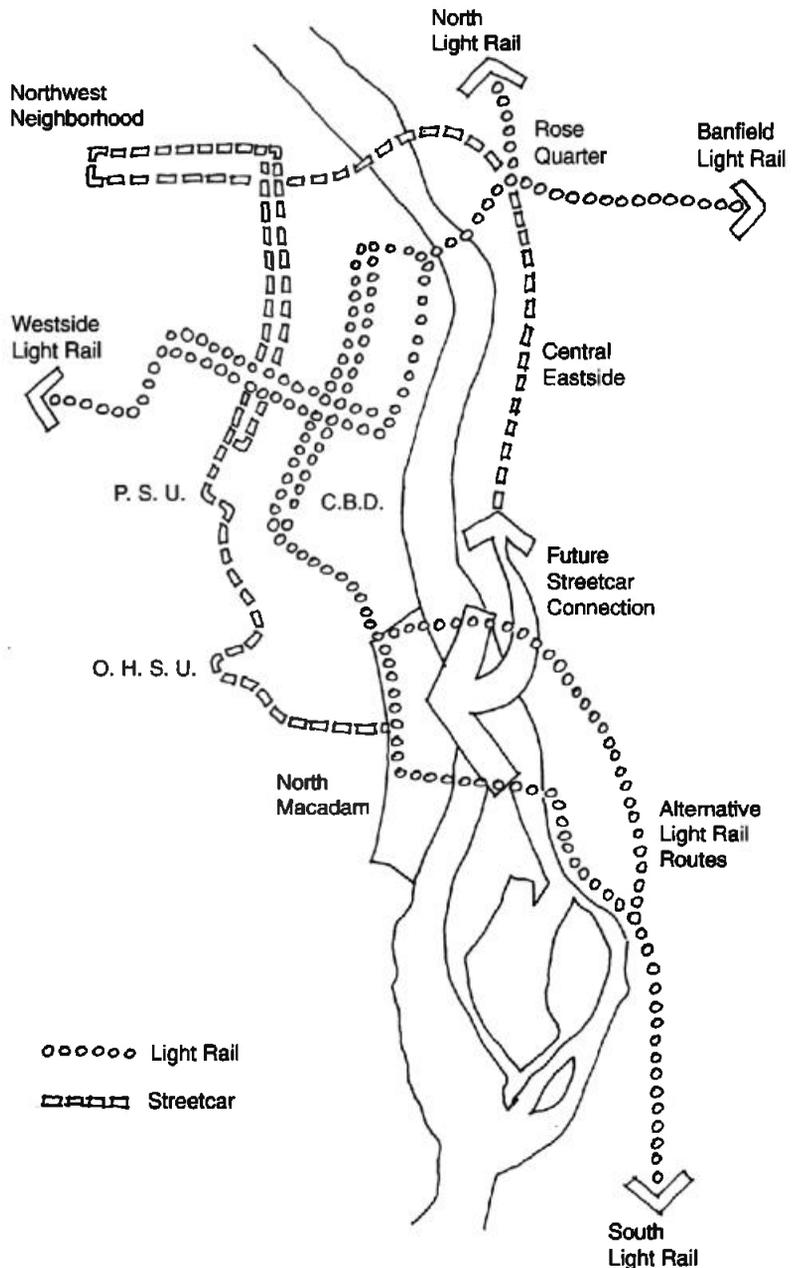
The proposed streetcar and light rail transportation links will help support and promote the development of the North Macadam District at urban densities and will integrate it with neighboring Central City communities.



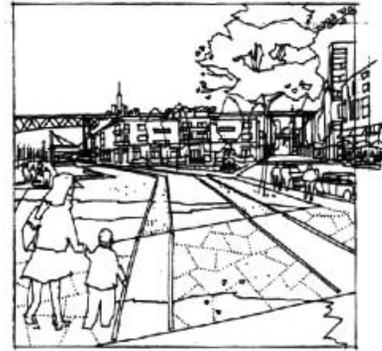
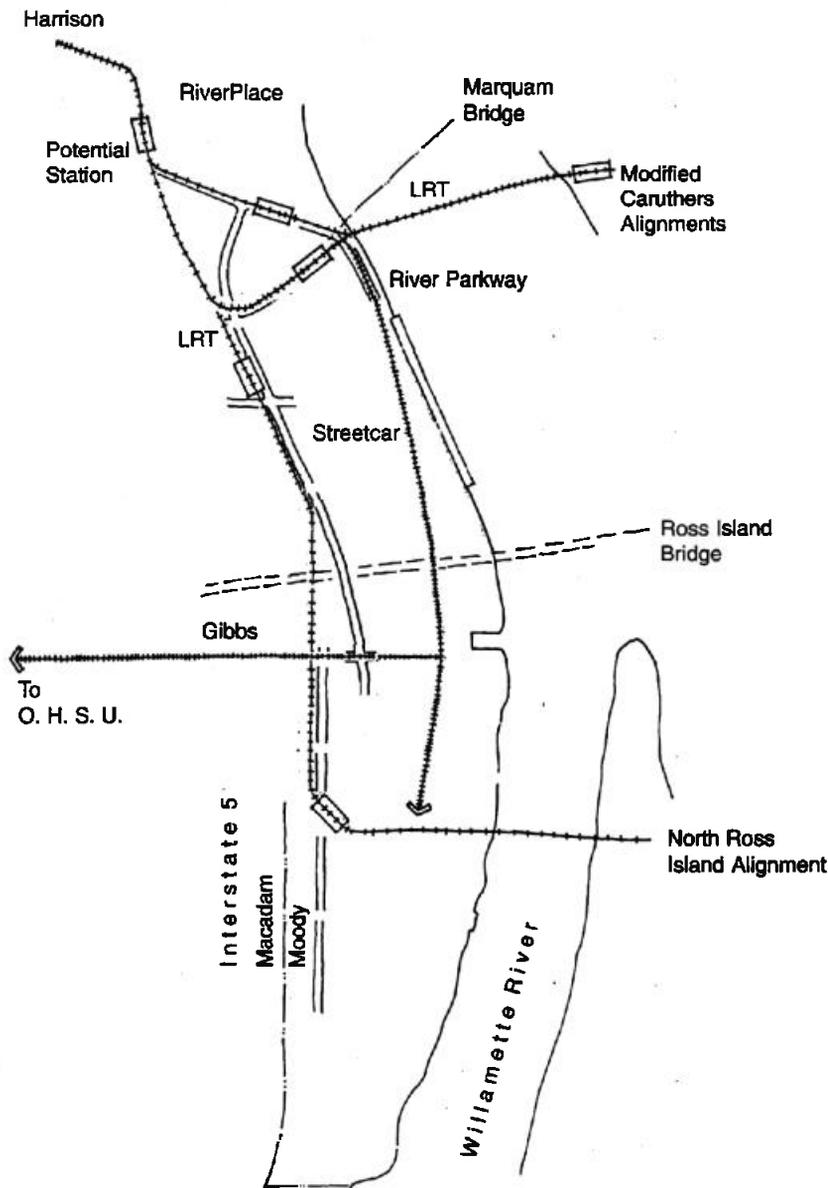
*Develop a streetcar line to connect North Macadam, downtown, CTLH neighborhood and OHSU, and Eastside neighborhoods*



*Proposed service by regional Light Rail Transit and Central City Streetcar systems provide key links to neighboring communities*



**Regional Transportation**

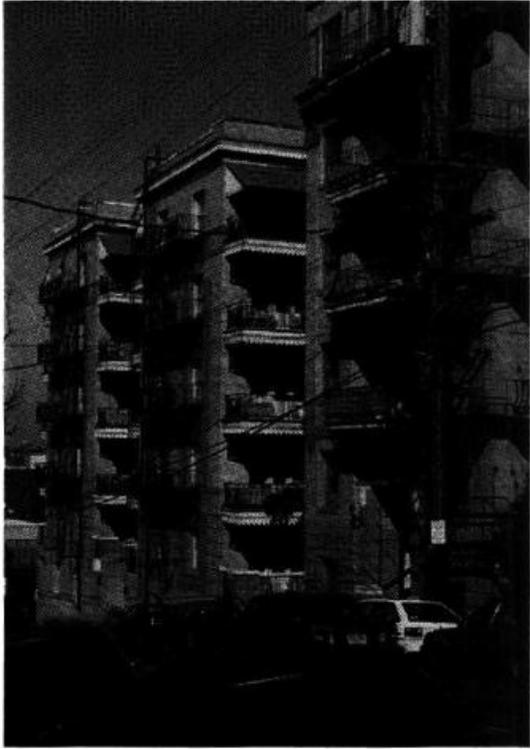


...streetcar access to the riverfront...



...to the River District and Rose Quarter, or across to OMSI and the Central Eastside...

**Of the LRT Alternatives, the Steering Committee believes that the North Ross Island alignment will better serve the North Macadam District.**



# **NORTH AREA PROPERTIES DEVELOPMENT PLAN**

The Development Plan responds to the Goals and the Opportunities of the District and establishes a precedent for development of the northern properties. The Development Plan addresses four key issues in the North Area Properties:

- **Public Open Space**

The Steering Committee's goals, the adjacency of the Willamette River, the character of open space associated with the Greenway to the north, and the high intensity urban neighborhoods all shape the composition of open space proposed for the area.

- **Streets**

The streets will increase access into, out of, and through the neighborhood. The east-west streets also will frame development, promote access to the Greenway and Willamette River, and link the area visually (and perhaps physically) to the street system west of the freeway.

- **Transportation**

The Development Plan recommends a southern light rail crossing as the best means to develop and support the urban character of the area. Additionally, the plan incorporates the Gibbs St. streetcar alignment to OHSU and an alignment to downtown. Moody and Bond will provide primary access into and through the District for vehicular traffic.

- **Land Use and Development**

The Development Plan establishes strong east-west connections between Moody-Bond and the waterfront. Development corridors between these streets are designed to provide flexibility in parcel sizes. Overall development will be dense and urban in character.

## **PUBLIC OPEN SPACE**

The creation of public open space is key to the Development Plan. As the area develops into an urban neighborhood with some of the highest mixed-use densities in the city, the need for usable public open space will increase. It is therefore important that first, public open spaces address the needs of the residents and employees of the area.

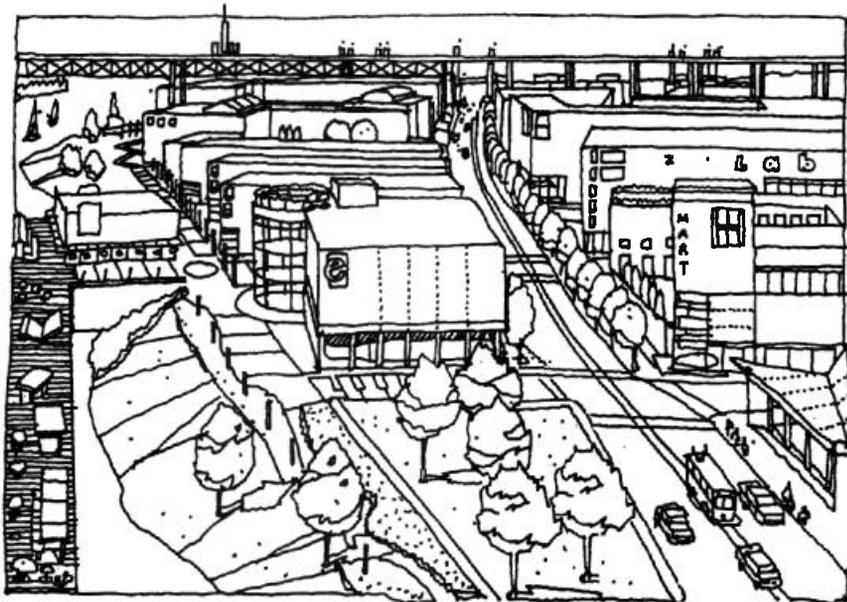


*...a diversity of small and large public spaces...*

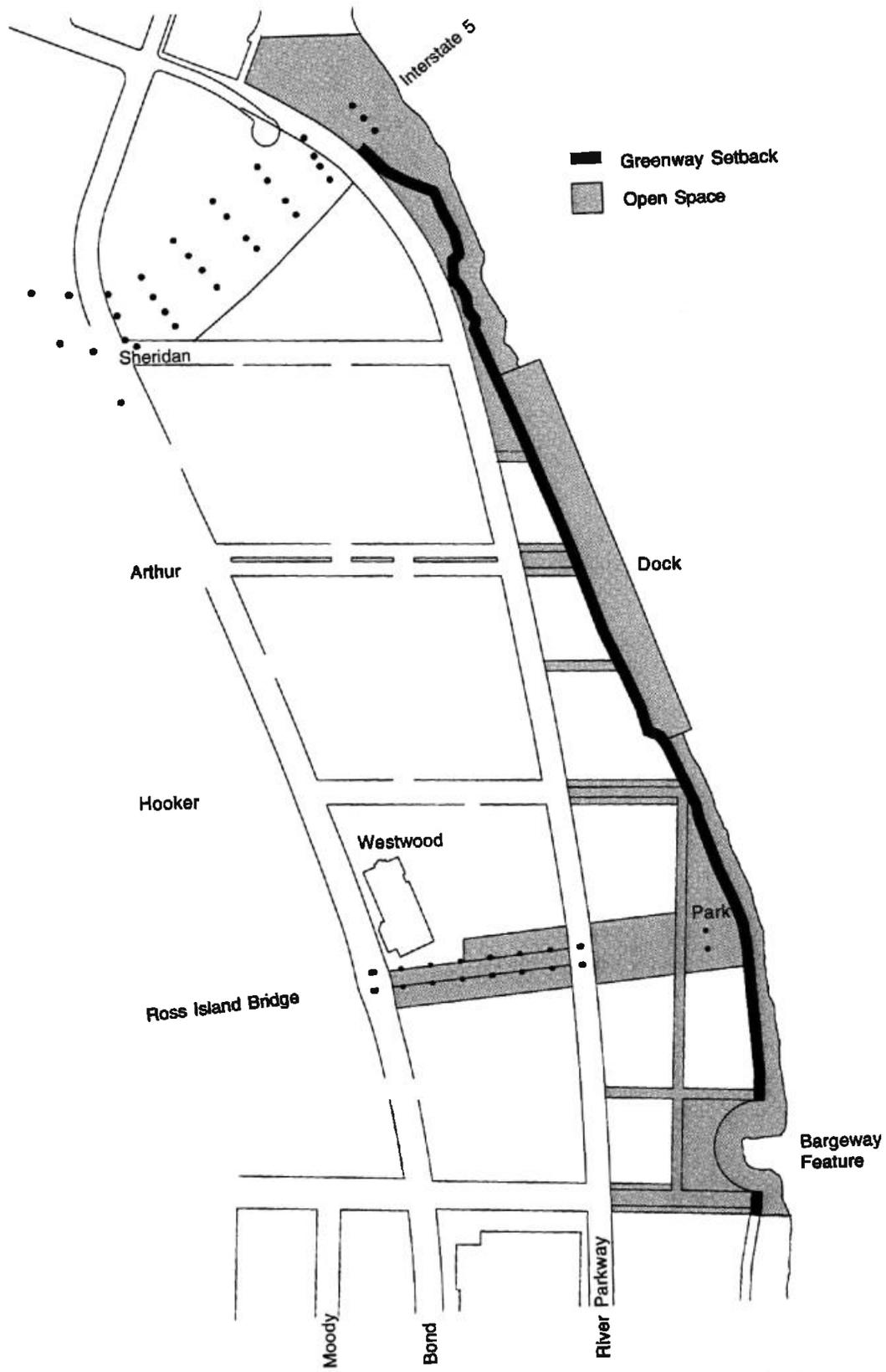
Second, the District will extend the regional Willamette Greenway system south from downtown. Eventually, the North Macadam Greenway will connect Tom McCall Waterfront Park with the Greenway in John's Landing and Willamette Park. In addition, the Development Plan will enable linkage of two regional open space systems - the Greenway and the 40 Mile Loop.

Third, major events and attractors are planned where the east-west streets terminate at the Greenway. These will be unique in their parts, scope, and potential for attracting private investment. Two of the most significant plans are the reconstruction of the dock for entertainment and vending activities, and the creation of a water feature incorporating portions of the Zidell's bargeway.

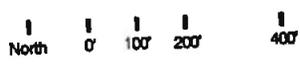
Finally, public open spaces are important to communicate and recognize the maritime and industrial history of the District.



*Park adjacent to the dock*



Public Open Space

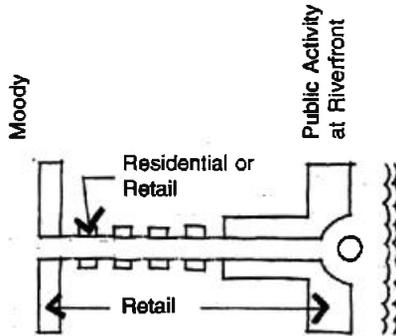


**STREETS**

**Primary Corridors**

Three north-south corridors originate outside the North Area and continue through it. Two are streets and one a linear park providing an important pathway for pedestrian circulation:

- Moody, a traffic and transit access route.
- River Parkway, a recreational and local service street for pedestrian and private automobile traffic, and a right of way for the Streetcar.
- The Greenway, a major component of the Willamette Greenway.

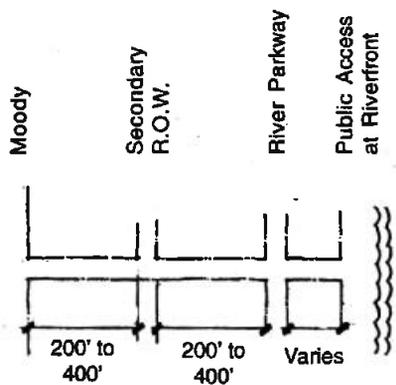


*Pedestrian-oriented activities distributed along primary east-west streets with concentrations at intersections with Moody and the Greenway*

Five east-west streets provide primary access to businesses, parking, and public activities at the pedestrian level. They are, from north to south, Sheridan, Arthur, Hooker, Ross Island, and Gibbs St. Three of them - Sheridan, Arthur, and Gibbs - are intended to connect over or under I-5 to link the Lair Hill neighborhood with the Greenway.

**Secondary Corridors**

Secondary north-south streets provide access between the primary east-west streets. Their locations are flexible and will be determined by the requirements of abutting development as it occurs. The primary and secondary north-south streets will form blocks no greater than 400' in length.



*Primary and secondary north-south streets form blocks no greater than 400' in length*

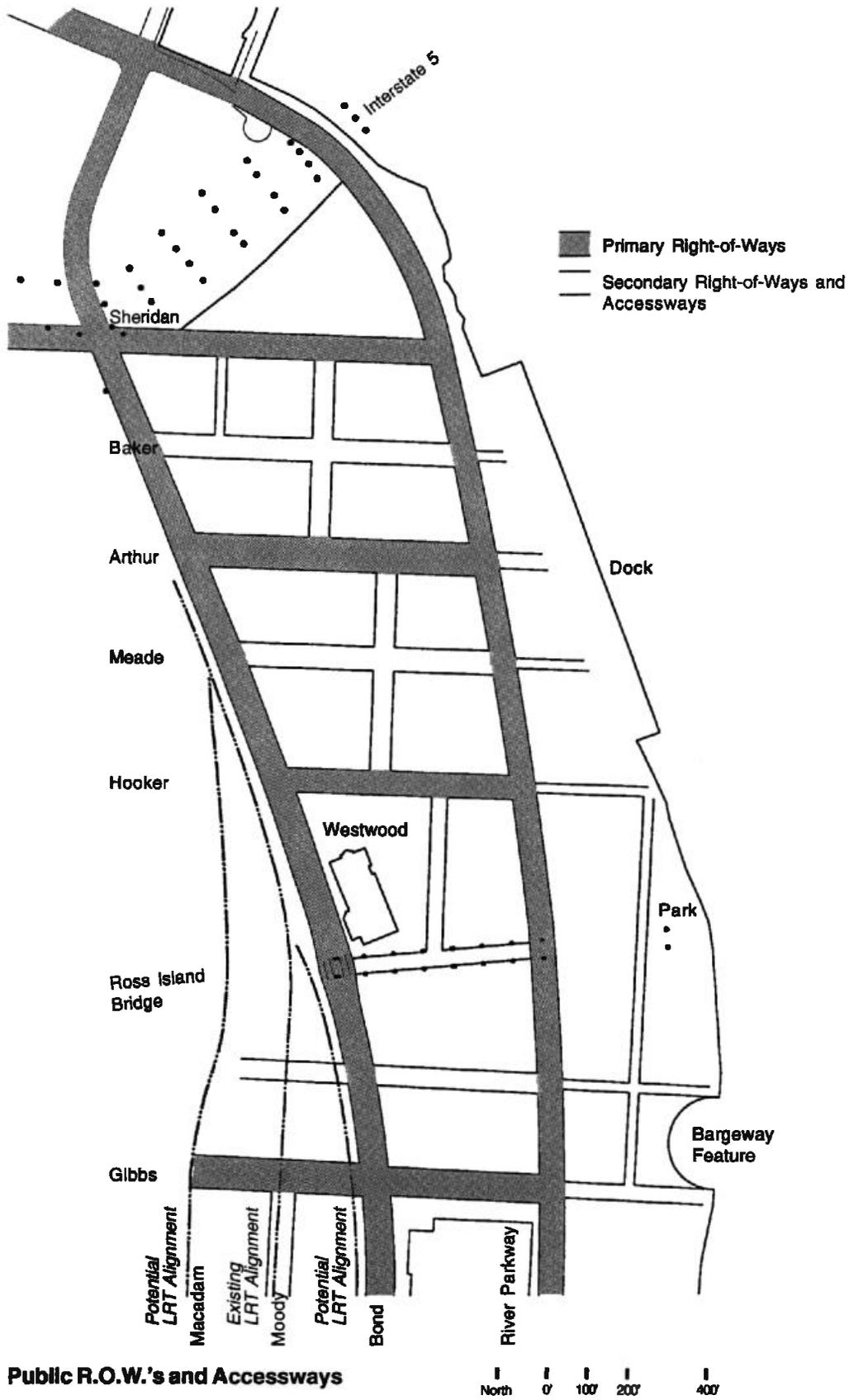
Secondary east-west streets fall between the five primary east-west streets. They provide local access, frequent connections to the Greenway, and a repetitious rhythm of 200' wide blocks. These streets are organized according to the street grid in the Lair Hill neighborhood.

**Other Issues**

Conflicting expectations for the area between Moody and Bond, the Ross Island Bridge, and Gibbs St. need to be resolved. These include a desire to:

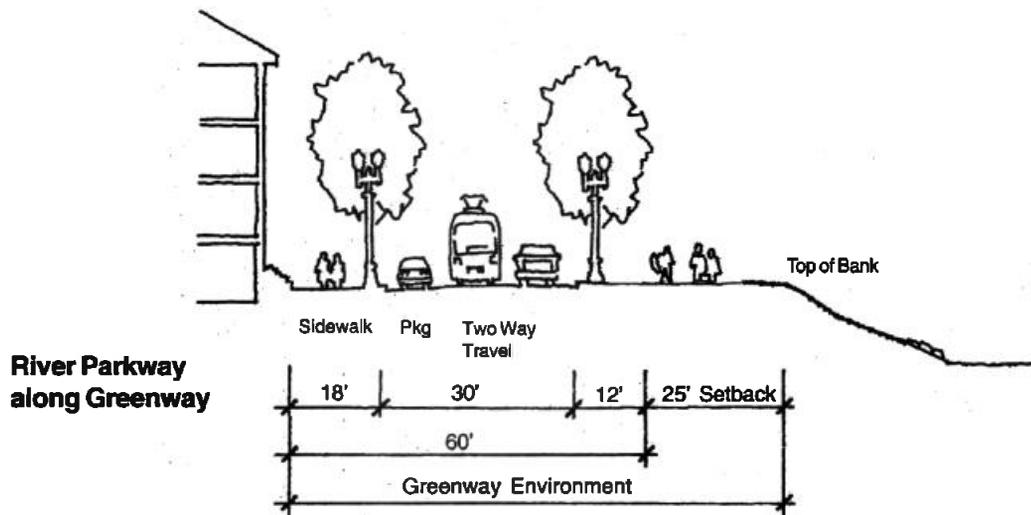
- Connect Bond St. to Moody St. as a continuous street and develop it as a major traffic and transit route.
- Maintain the Willamette Shore Trolley right of way along the new alignment of Moody and Bond.
- Elevate Gibbs St. to create a more acceptable grade between Macadam and Moody-Bond.
- Create developable parcels at this central location.

The parcels west of Moody-Bond and north of Gibbs are central to the North Macadam District, and their development is critical. Therefore the Steering Committee recommends that all modes of transportation be consolidated in one corridor that has an intersection with Gibbs at grade.

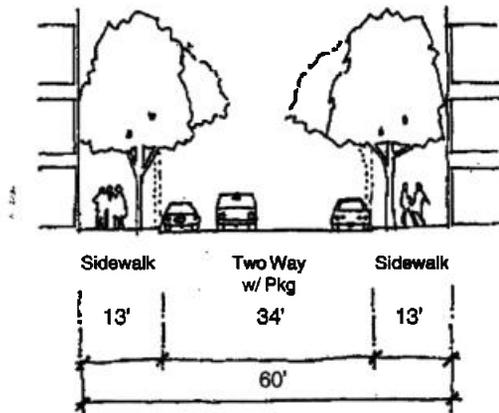


Public R.O.W.'s and Accessways

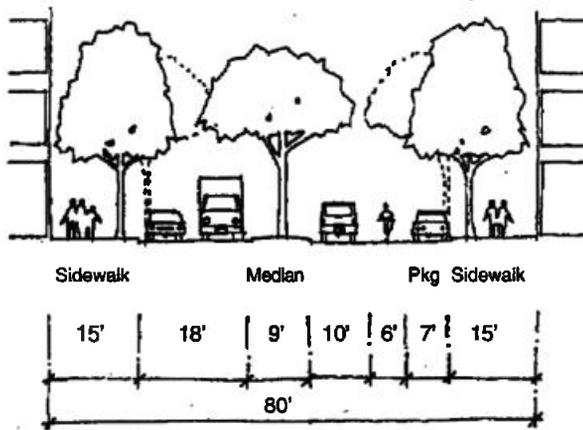
Street configuration, scale, and function vary in response to adjacent uses and access requirements. The street concepts drafted for this Plan preceded the development of the North Macadam District Street Plan, but have been updated to be consistent with it.



**Illustration of R.O.W. Cross Sections**



**Sheridan, Hooker - 60' Primary R.O.W.'s**



**Arthur - 80' Primary R.O.W.'s**

**Illustration of R.O.W. Cross Sections**

## **TRANSIT**

It is the intent of this Development Plan to encourage the kind of dense, diverse community that requires good transit service. Further, the Plan recommends that dense and mixed uses be constructed in the earliest phases, thereby justifying corresponding commitments to early investments in useful transit service.

Three modes of transit service are anticipated: bus, streetcar and light rail. The Development Plan is organized to promote the success of each mode. In turn, it is recommended that each of these modes configure their service for this area so as to complement its development.



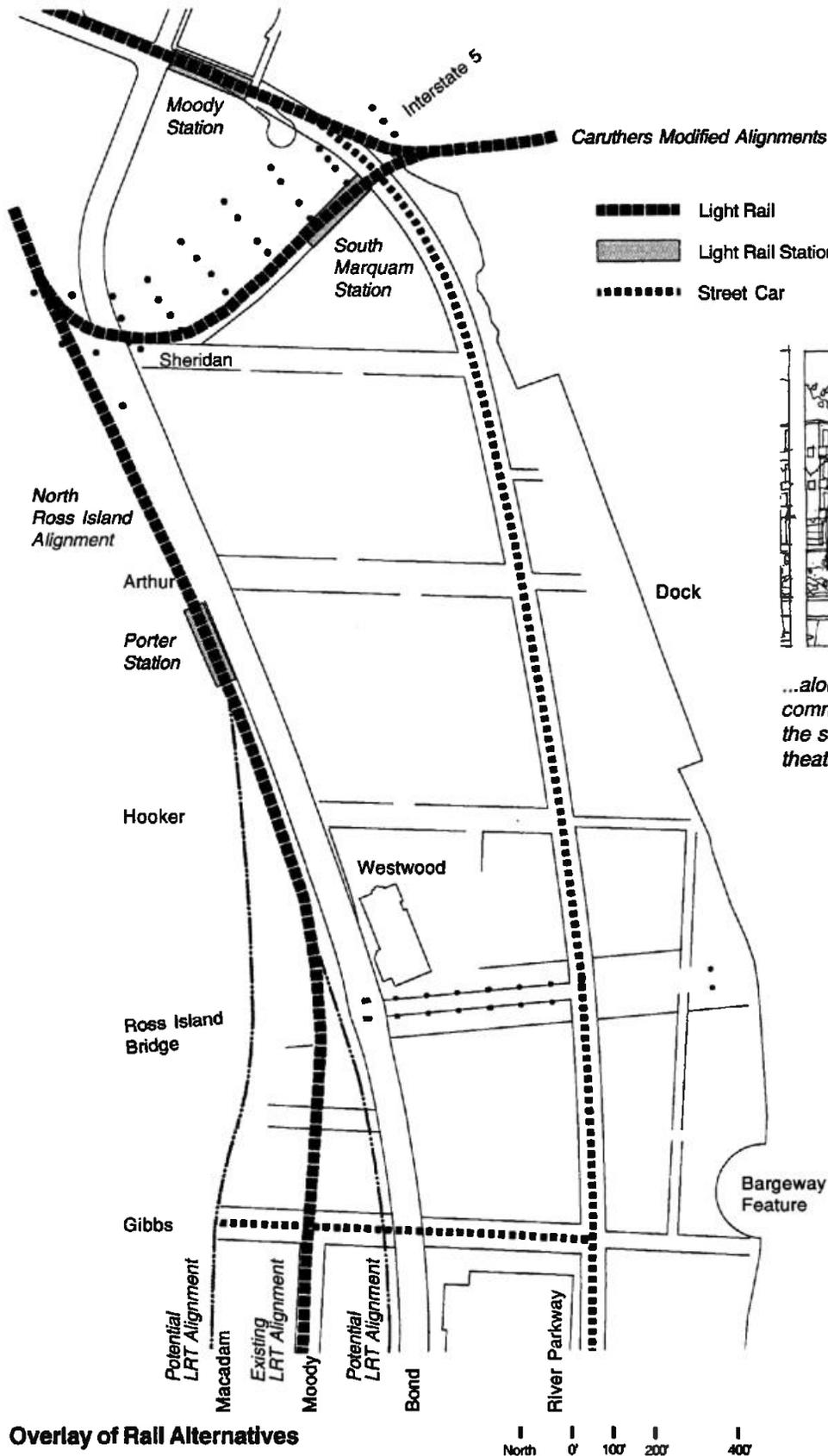
*...streetcar access along the riverfront...*

New bus service serving existing employers and the first phase of development on the Schnitzer property is encouraged. That service should be concentrated on Moody to capitalize on the easy access provided by the east-west pedestrian network and the adjacent concentration of future development.

Alternative north and south corridors are proposed for light rail. From the inception of this planning effort, the Steering Committee has indicated a strong preference for the southern alignment that provides more service to development around and south of the Ross Island Bridge. However, in the past month considerable progress has been made with options to the northern alignment that establish a strong link between the early Schnitzer development, the Greenway, and RiverPlace. Connections with a Streetcar alignment serving southern properties could effectively mitigate the absence of LRT service south of Sheridan.

Portland Streetcar Inc. has proposed extending its first phase of improvements to OHSU and to North Macadam. This service will provide both critical transit and pedestrian links to downtown and OHSU. In addition, it is proposed that a future extension to eastside neighborhoods be anticipated and encouraged.

The Schnitzer and Zidell properties are proposed as the densest new areas to be developed along the entire South/North LRT corridor. The development needs to be confirmed to justify the quality of transit service requested. On the other hand, the density of development proposed requires substantial transit service. This contingent relationship provides an excellent opportunity for collaborative design and collective investment.

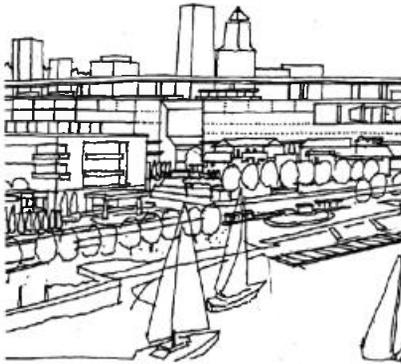


*...along the waterfront, commerce and life resonate, the street level shops providing theater for window gazers...*

**Overlay of Rail Alternatives**

## **LAND USE AND DEVELOPMENT**

The Development Plan for the North Area provides an environment projected to accommodate 1.0 to 1.5 million square feet of commercial (retail and office) space, 1,500 to 2,000 dwelling units, 20 to 50,000 square feet of institutional space, and a 150 room hotel. These uses are anticipated to require 2,000 to 2,500 off street and 600 on street parking spaces. Approximately 25 percent of the gross area of private property is dedicated to streets and public open space. Another 15 to 30 percent is illustrated as private open space with much of it available to public access.



*...a strong neighborhood with public spaces along the river...*

It is the objective of the City, and of the region, to attract and accommodate a dense concentration of jobs and dwellings at its core. North Macadam represents one of two or three key opportunities to achieve this objective. Although this Development Plan supports this objective, its primary purpose is to provide a framework that will encourage healthy, self sufficient neighborhoods to emerge.

The Development Plan proposes an infrastructure of streets and open space that would permit distinct neighborhoods to develop between major east west streets. Each has a range of development parcels, block sizes and orientations appropriate for a variety of commercial, institutional and residential uses. Each can accommodate public access to the Greenway, to retail and professional services, with transit and parking along its edges. Each also can develop the kind of internal privacy that can establish identity without excluding public access. Thus, it is intended that these neighborhoods will become more varied and balanced, by use than is possible in the downtown, the River District, or the Lloyd District; that is to say more varied and balanced than any of the other major developable areas in the core of the City.

As the neighborhoods develop and diversify, strengthening their livability, it is critical that they do not create conflicts with their neighbors. Overflow parking, noisy and visually negative uses, and increased traffic that can be generated by dense developments, must not impose on the adjacent neighborhoods of Lair Hill, Johns Landing or RiverPlace.

The infrastructure costs typically borne by project development is substantially greater per unit of development when it occurs at the density proposed. The challenge to producing quality high density neighborhoods in the North Area will be to find the appropriate balance between public and private investments in infrastructure.

August 12, 1997

TO: GMK  
FR: ML  
RE: Council Item #1265

### North Macadam District Street Plan Implementation Amendments

Basically, this is the plan to get the streets mapped out and designed and includes amendments related to FAR, the Willamette Greenway, retail "opportunity" area, etc. It is the follow-up to the North Macadam District Street Plan that Council passed in November. We need to get this plan on the books so that another Pegasus development does not come in and challenge our lack of street plan for the area.

#### Issues:

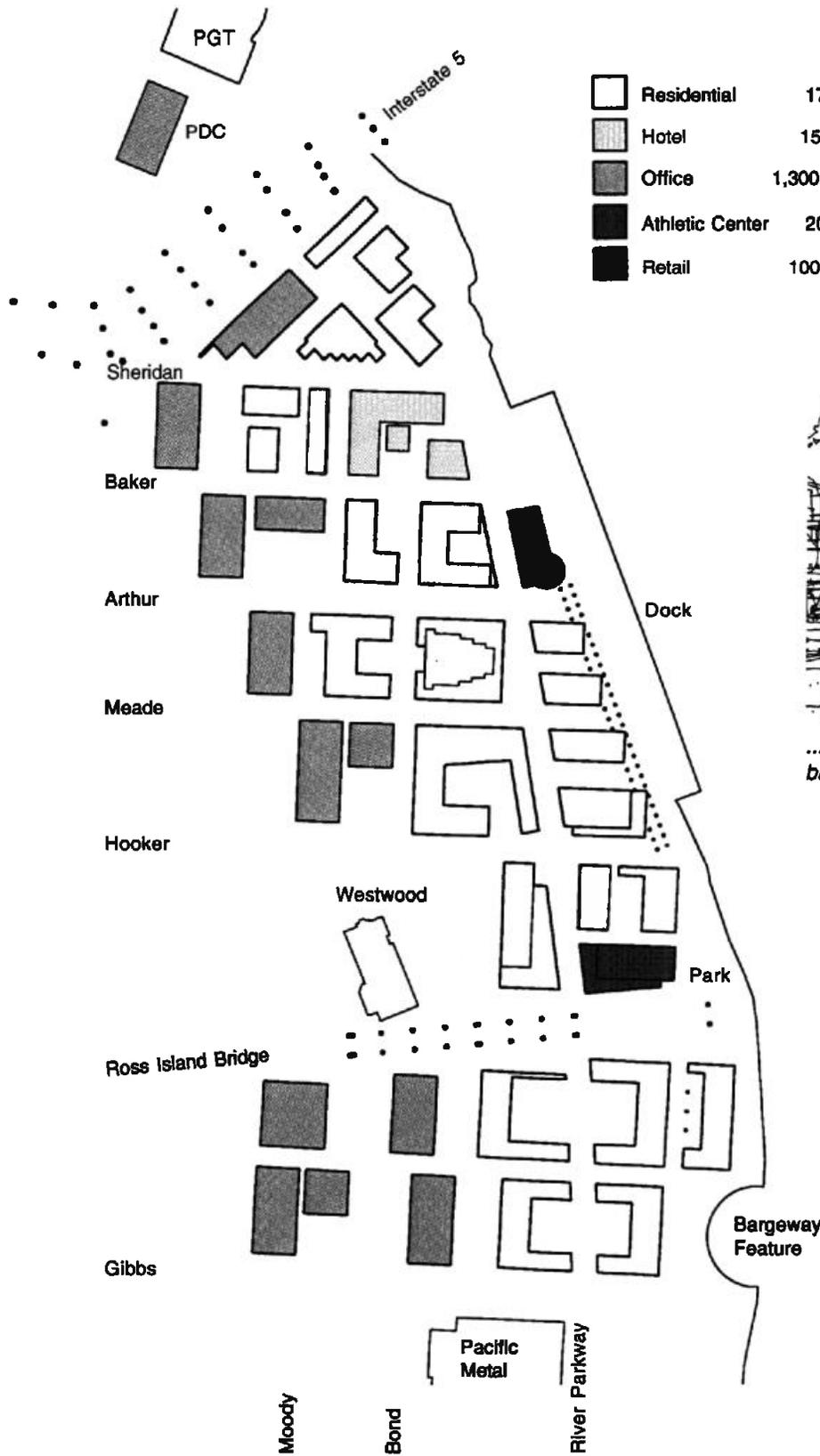
1. Greenway: Mike Houck and CTLH are concerned that the Greenway is not big enough. They would like to see the setback go from 25, which it is now, to 50 feet and ask that the max. building height next to the greenway be 35 ft. Instead of 75 feet. They are concerned about the greenway network and the wetland issue and the fact that Avalon Restaurant is currently in violation and they don't want to see further encroachment.
2. Retail Opportunity: Some property owners are concerned that this forces them to use their ground floor for retail -- it doesn't. What it does do is encourage pedestrian uses next to the street and discourages ground floor parking. There will be testimony on this one. This is an interim measure.

#### Bigger Picture:

 PDC will be there to talk about how the Street Plan fits into the Framework Plan and will outline the timing on each plan. This is an opportunity to talk about affordable housing and how we need to get our goals on the books now! Steve Rudman, Michelle Haines and Denny West are the only housing types on the Steering Committee. There is concern that the housing issue will not get addressed early enough and we will end up with the advocates pushing in the eleventh hour just like River District ( here we have several owners, Schnitzer, Zidell, US Bank Trust, etc. with different views on what affordability is).

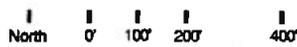
- Ask that a sub-committee be set-up for affordable housing. They need proper standing with the Steering Committee so that their/our concerns are met from the get go.
- Other sub-committees should include issues such as the Greenway and Stormwater reg's.

-Ask a question about the Urban Renewal District -- there has been talk of expanding it to include North Macadam. What do we get in terms of housing?



*...with services like childcare centers, banks and grocery stores...*

**Potential Uses**



**Active Street Frontage**

Develop buildings with active street frontage along S.W. Moody, the primary West-East R.O.W.'s and River Parkway.

**Parking**

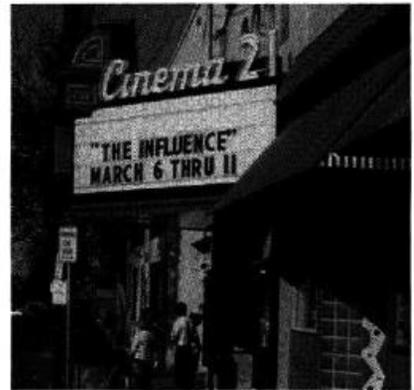
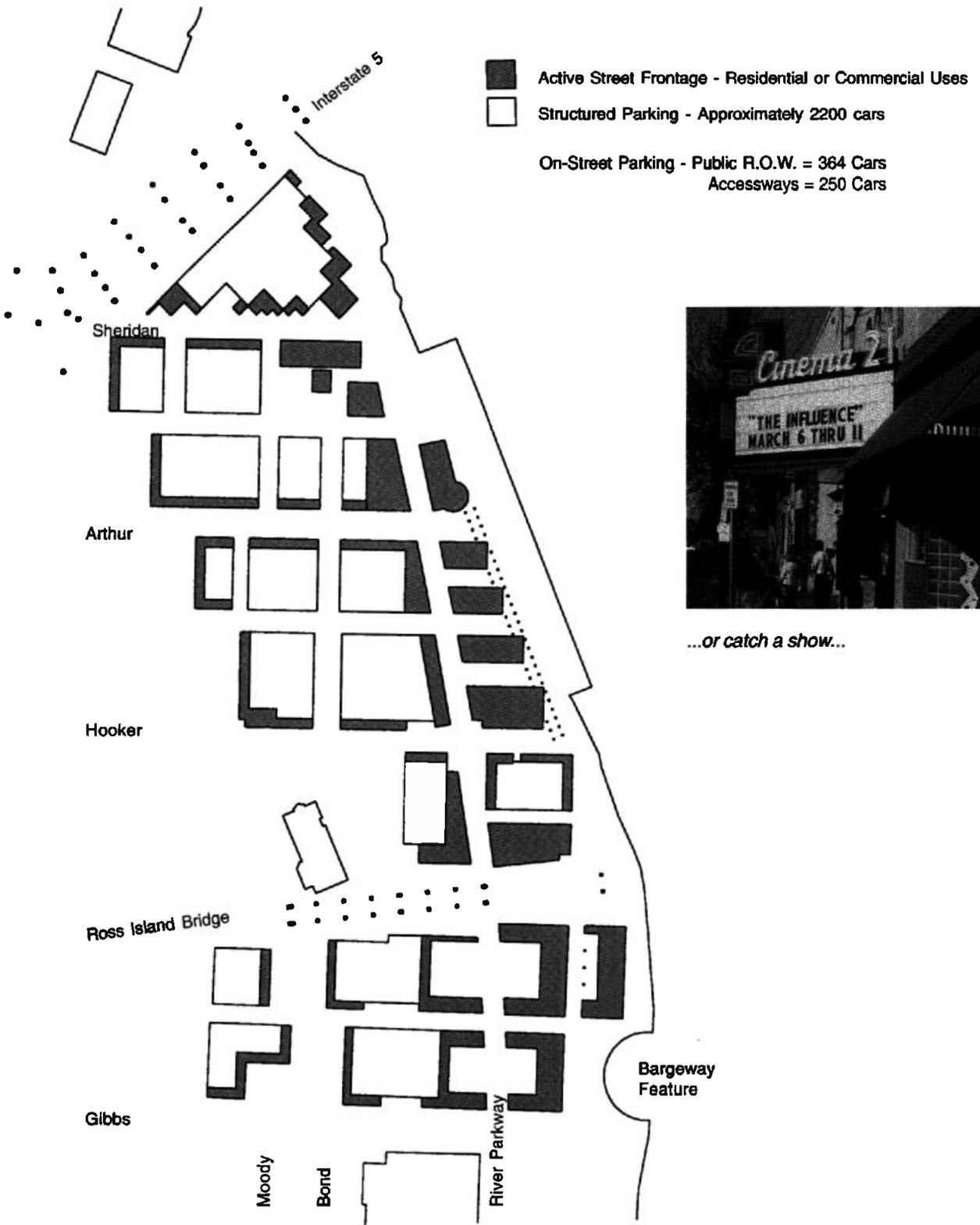
Establish policies and programs to provide adequate parking to accommodate desired residential and commercial development while preventing any adverse impacts on adjoining neighborhoods.



*...residents may go out for a drink...*



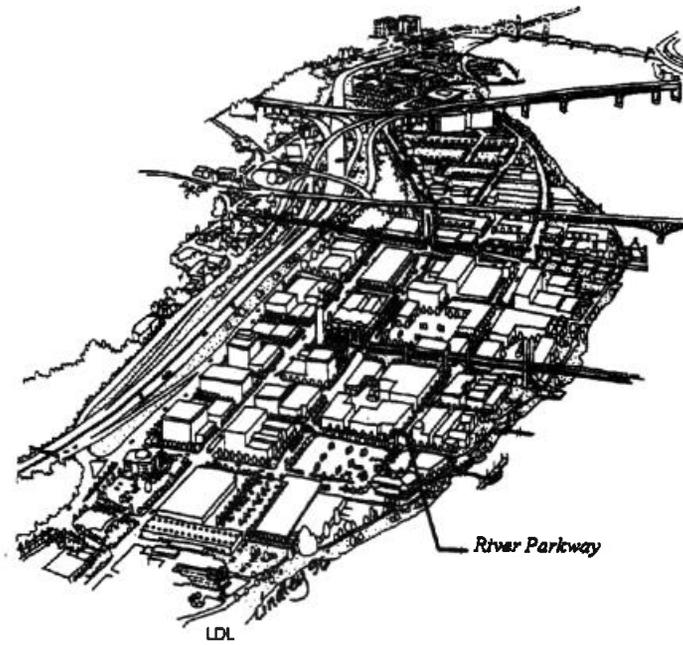
*...or dinner...*



*...or catch a show...*

**Active Street Frontage and Parking**





## **DERIVATIVE PLANS, REGULATIONS, GUIDELINES, PROJECTS AND RESOURCES**

This Development Plan is intended to provide a foundation for a successive series of actions that will initiate, guide and implement the development of North Macadam neighborhoods, including the Schnitzer and Zidell properties. It is assumed that the Development Plan will evolve in the process. It is strongly recommended that specific projects anticipated by this Plan occur while derivative plans, regulations and guidelines are being developed. Thus, the projects can begin to apply and test the intentions of the Plan as more specific criteria are being defined.

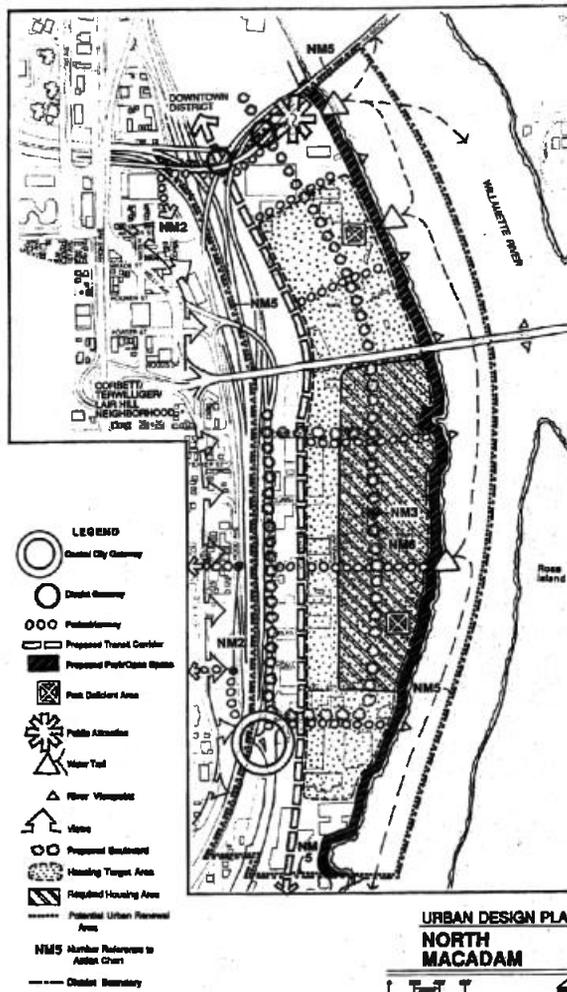
To understand the dynamics of the North Macadam District, it is critical that the inter-relationships between the derivative plans, regulations, guidelines, projects and resources are recognized and understood. The following are proposed as actions to be undertaken following the acceptance of the recommendations of the Steering Committee and this Development Plan.



*The Central City Plan does not provide a vision for the relationship of North Macadam to its neighbors.*

**PLANS:**

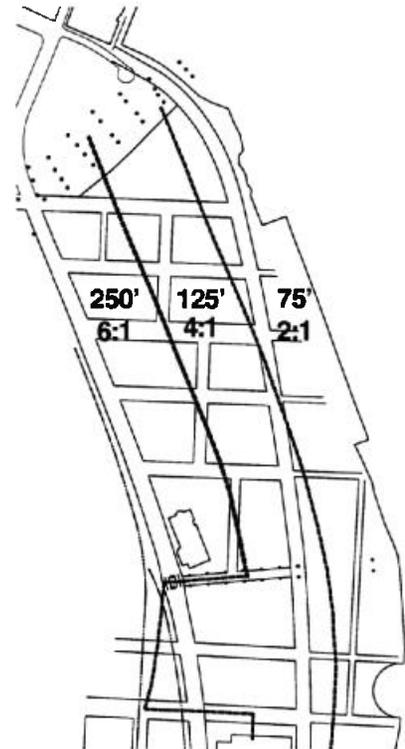
- Develop a vision that describes the role of the entire North Macadam area: as a district, as a community with strong links to its neighbors, and as a critical component in the development of the Central City and the region. This statement should be used to amend the Central City Plan's existing District description.
- Expand this Development Plan to form a framework plan for the North Macadam District. This Plan would amend Policy 21 of the Central City Plan and its attendant actions and plans.
- Develop an urban renewal plan for the District. This would facilitate the City's participation in the development of the District.



*The Urban Design Plan for Policy 21 in the Central City Plan must be revised to be consistent with emerging expectations.*

**REGULATIONS:**

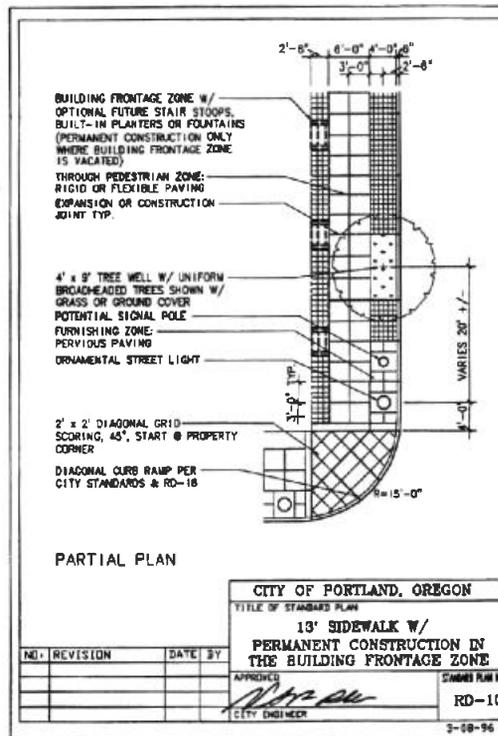
- **Modify height and density regulations so that they correspond to the City's accepted right of way configuration for the North Macadam District and the resulting distribution of developable parcels.**
- **Increase allowable height and density immediately south of the Marquam Bridge. This would enable the noise impacts of the bridge (on property to the south) to be acceptably shielded and reduced.**
- **Transfer density from vacated streets and public open spaces to adjacent developable parcels. This would provide an opportunity for development to achieve densities the City desires without changing underlying densities or relying on current bonuses. More importantly, it would provide an incentive to donate private land for public use and contribute a funding resource that can be used as a match for public funding programs.**
- **Modify housing bonus boundaries to reflect the emerging development concept for the Schnitzer and Zidell properties.**



*The existing regulations for maximum height and floor area ratio should be reconciled with the land configuration imposed by the City's Street Plan.*

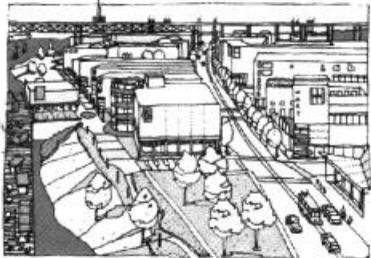
**GUIDELINES:**

- Amend existing Design Guidelines for North Macadam to reflect the opportunities and objectives of this Development Plan, and of any successor that defines the development framework for the entire District.
- Develop Street Design Standards for the District. Utilize initial development projects to apply and test standards as they are proposed.



*Develop ROW standards unique to the area.*

**NORTH AREA PROPERTIES**



of the

**North Macadam District**

*MLK  
8/7/97*

August 7, 1997

Commissioner Gretchen Kafoury  
City Commissioner  
City of Portland  
1220 SW Fifth Avenue Bldg. 131, #211  
Portland, OR 97204

Dear Gretchen,

We are pleased to present the enclosed Framework Development Plan for the North Area Properties of the North Macadam District. As you know, few areas in the city present such opportunity and so many challenges. We look forward to participating in the District-wide planning effort which will grapple with these challenges, and we are confident that the result will be a neighborhood of which we can all be proud.

Thank you for your tremendous and continued support in moving Portland's next great neighborhood one step closer to reality. Please let us know if you would like additional copies of the Framework Plan (and please discard earlier drafts which may be in your files).

Sincerely,

Kenneth M. Novack  
Schnitzer Investment Corp.

Jay N. Zidell  
The Zidell Companies

**RECEIVED BY**

**AUG 11 1997**

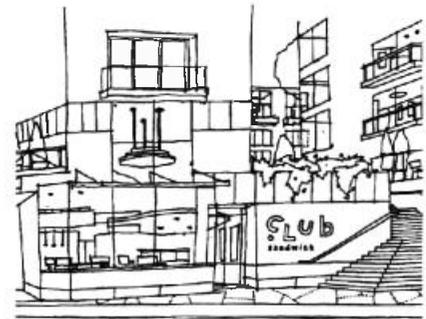
**COMMISSIONER  
GRETCHEN MILLER KAFOURY**

**PROJECTS AND RESOURCES:**

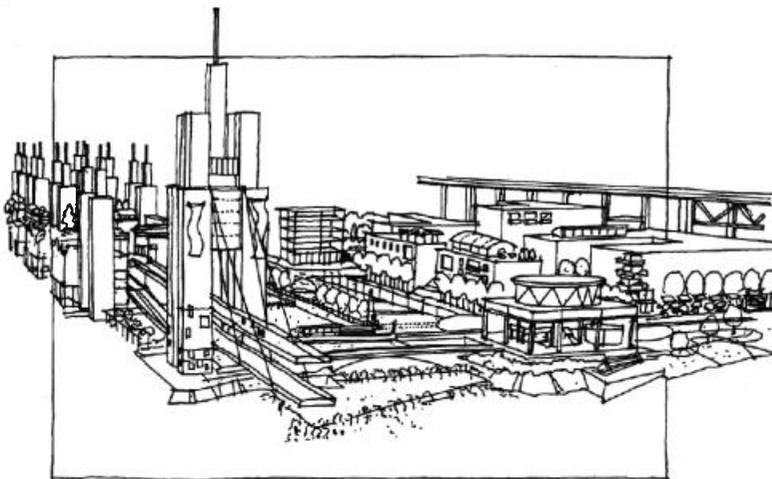
- Identify and refine a list of key projects to be completed by public and private parties within the North Macadam District. Identify and pursue funding strategies and commitments for their implementation.

Included in the back of this section is an initial draft of projects and corresponding funding sources.

- Confirm commitments from the City, the Schnitzer and the Zidell families to implement the development concept proposed by this Development Plan.
- Proceed with projects on the Schnitzer properties that initiate implementation of the goals recommended by this Development Plan. Concepts for these projects are illustrated.
- Identify projects and formulate strategies for the relocation of Zidell barge building facilities and for the subsequent development of the Zidell properties consistent with the same goals. Opportunities for consideration are described in this Development Plan.



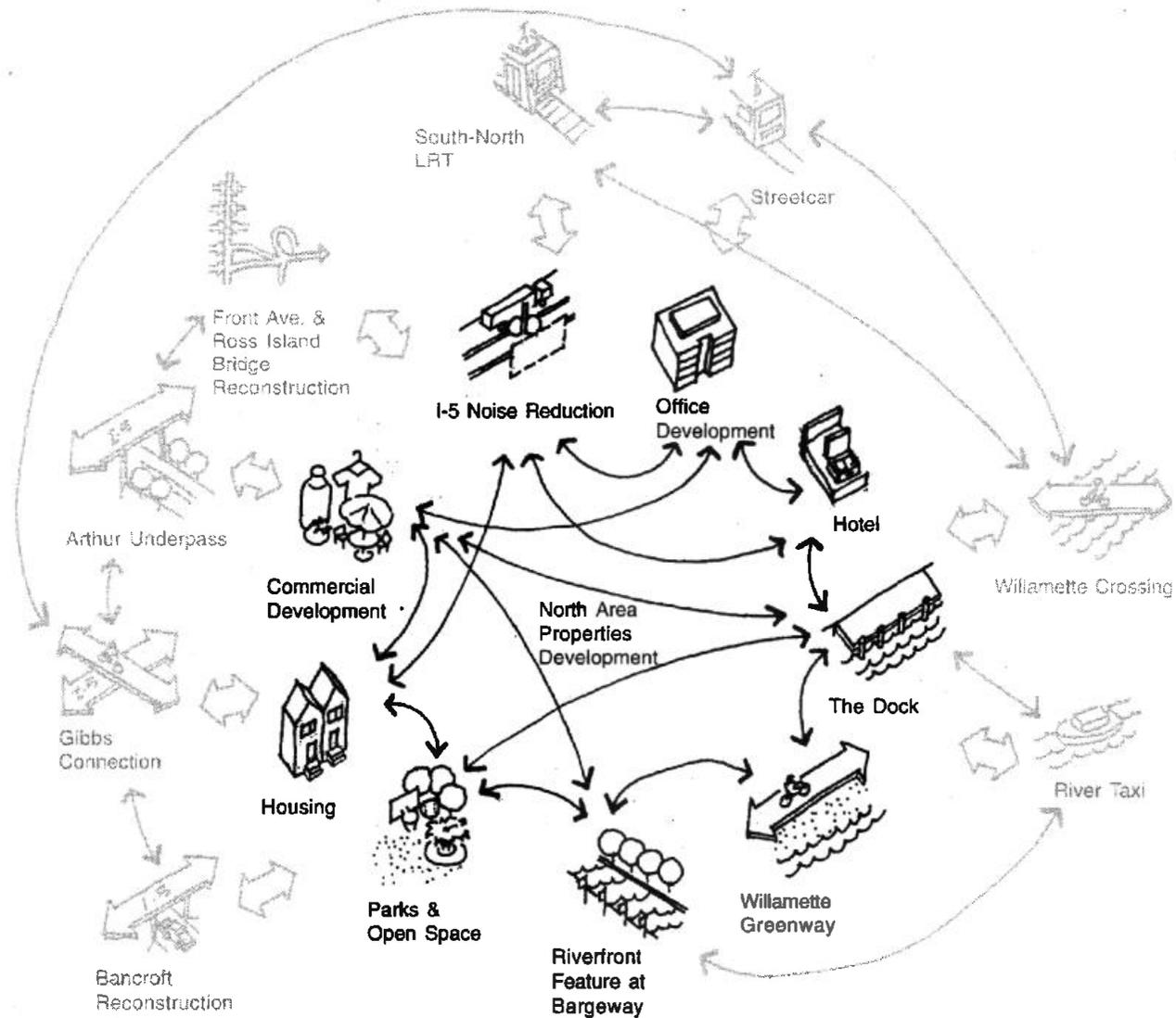
*The first phase of development for the Schnitzer Properties includes a 100,000 sq.ft. office building, 125 apartments and 110 condominiums... This project is currently undergoing design review, with ground-breaking to follow.*



*A major feature of the Zidell bargeway may be an amphitheater, a belvedere...*

**Strategic Development Relationships**

The desirable project is anticipated by one that proceeds it, and stimulates more to follow. Thus, a sequence of contingent and complementary relationships is established, a continuity of development confirmed, and a process of efficient refinement implemented.



*Relationships Between Core Investments and Neighboring Investments*

**Summary of the North Area Properties Development Plan**

The following projects, development estimates and funding sources have been identified for the North Area. In addition, a larger context of projects and resources has been outlined. These lists will continue to be refined. However, it is recommended that the ratio of dollars invested in infrastructure versus that invested in building projects never be less than 1:5. Recognizing that a 1:1 or 1:2 ratio is common to suburban areas, the goal for the North Macadam District should be to improve upon the 1:5 criteria.

**Site Summary:**

<i>Developable Parcels</i>	31.4 Ac.
<i>R.O.W.'s and Accessways</i>	13.1 Ac.
<i>Open Space (includes Willamette Greenway and Dock)</i>	4.6 Ac.
<b>Total Property</b>	<b>49.1 Ac.</b>
<b>Net / Gross (Acres)</b>	<b>31.4/49.1 Ac.</b>
<b>Net / Gross (%)</b>	<b>64%</b>

**Residential Density:**

<i>1725 Dwelling Units + 150 Hotel Rooms</i>	= 1875 Units Total
<i>1875 Units / 49.1 Gross Acres</i>	= 38 Units / Gross Acre
<i>1875 Units / 18 Net Acres Devoted to Housing</i>	= 104 Units / Net Acre

**Development Assumptions:**

<i>5 Employees/1,000SF office and retail floor</i>	
1.4 to 1.6 M. SF	= 7,000 - 8,000 Employees
<i>1.5 Residents / Dwelling Unit</i>	
1725 Dwelling Units	= 2,588 Residents

**CAPITAL INVESTMENT SUMMARY**

<b>DEVELOPMENT</b>	<b>COST</b>
Residential Development	\$210,000,000
· 2,000 units of apartments and condominiums	
· 3,000 residents	
Office Development	\$175,000,000
· 1,300,000 sq ft	
· 6,500 jobs	
Retail Development	\$30,500,000
· 300,000 sq ft	
· 1,350 jobs	
Hotel Development	\$13,200,000
· 150 rooms	
· 130 jobs	
Structured Parking	\$27,000,000
· 2,040 cars	
Riverfront Athletic/Community Center	\$6,500,000
<b>OPEN SPACE</b>	
Willamette Greenway	\$3,767,000
Waterfront Open Space Development	\$449,500
Open Space Development - Below R.I. Bridge	\$1,400,000
Zidell Dock Reconstruction	\$7,398,150
Zidell Bargeway Waterfront Feature	\$1,731,250
<b>TOTAL</b>	<b>\$476,941,400</b>

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**CAPITAL INVESTMENT SUMMARY**


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**INFRASTRUCTURE**


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**COST**
**Primary and Secondary Public Streets**

River Parkway	\$4,411,170
Moody/ Bond Street	\$1,413,093
Arthur Street	\$1,161,847
Gibbs Street	\$1,145,409
Sheridan Street	\$979,831
Baker Street	\$933,115
Mead Street	\$742,867
Hooker Street	\$717,776
Grover Street	\$657,075
50' Rights of Way	\$1,228,804
25' Rights of Way (Accessways)	\$1,718,228

**TRANSPORTATION IMPROVEMENTS**


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South/ North Light Rail	
RiverPlace - SE 17 <sup>th</sup> Ave.	\$140,000,000
Street Car	
To Downtown	\$12,000,000
To OHSU	\$5,000,000 to \$18,000,000

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**TOTAL**


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**\$190,109,215**

**POTENTIAL FINANCING PARTNERS AND SOURCES**

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<b>PARTNERS</b>	<b>SOURCES</b>	<b>FUNDING AMOUNT</b>
<b>PRIVATE</b>		
Private Property Owners	Local Improvement District	
Oregon Health Sciences University		
Utilities - PGE, Pacificorp	Cost Sharing & Demonstration Projects	
Central City Streetcar, Inc.	Cost Sharing	
River Access Transportation	Cost Sharing	
Community Development Corporations		
<b>CITY</b>		
City of Portland	General Fund Appropriations Residential Tax Abatement Transit Tax Incentives Housing Investment Fund Tax Exempt Housing Revenue Bond	
Bureau of Environmental Services	CSO Program Natural Resource Conservation Service (NRCS)	
Housing Authority of Portland	Tax Exempt Housing Revenue Bonds	
Portland Department of Transportation	Interstate Surface Transportation Efficiency Act (ISTEA) South Portland Circulation Study Congestion Management/Air Quality (CMAQ) Fund Transportation System Development Charge (SDC)	
Portland Development Commission	Tax Increment Financing	
Port of Portland		
Portland Public Schools		

**POTENTIAL FINANCING PARTNERS AND SOURCES**

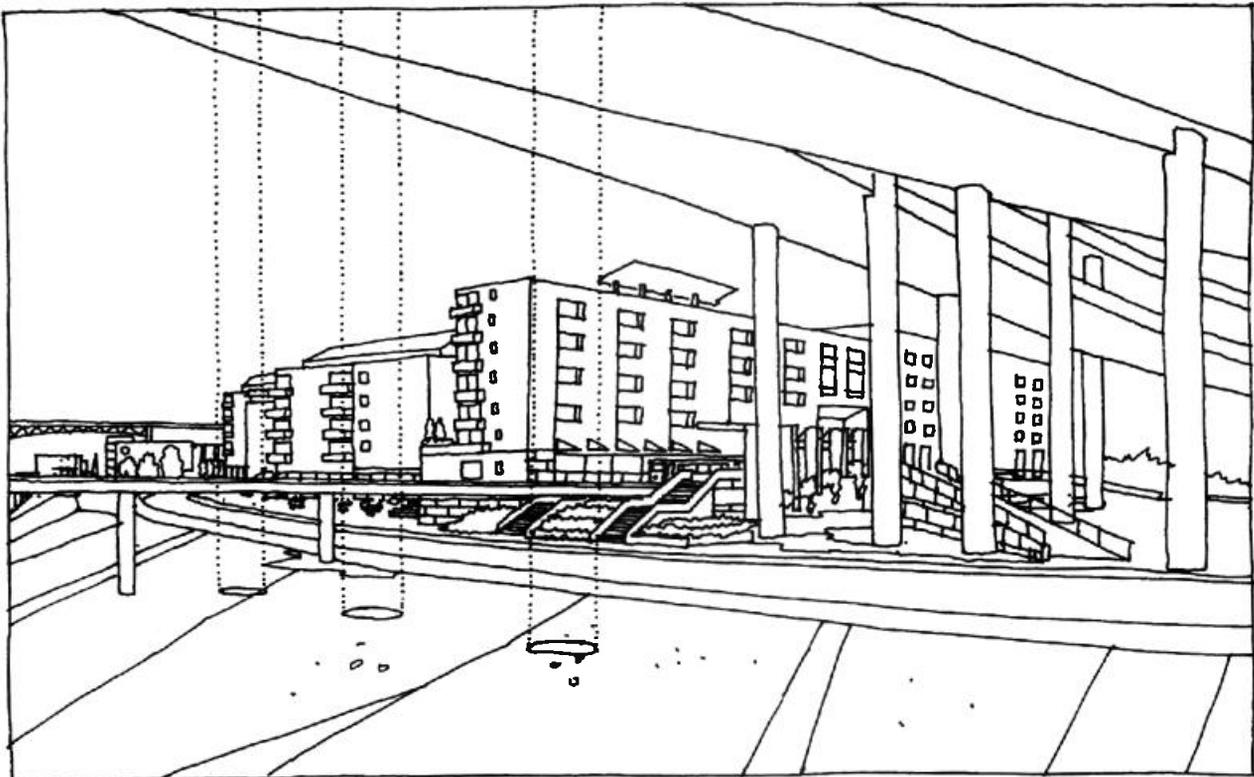
<b>PARTNERS</b>	<b>SOURCES</b>	<b>FUNDING AMOUNT</b>
<b>REGIONAL</b>		
Multnomah	South Willamette River Crossing Study	
Metro	Green Space Bonds Regional Arterial Funds Gas Tax	
Tri-Met	Station Area Development Funds	
<b>STATE</b>		
Division of State Lands	TGM Grants	
Department of Transportation	Immediate Opportunity Grants	
Economic Development Department	Economic Development Funds Special Public Works Program	
Oregon Marine Board	Marine Fuel Tax Fund	
<b>FEDERAL</b>		
Federal Housing and Urban Development	Section 221 (d)(t) Assistance Special Purpose Grants	
Federal Department of Energy		
Department of Transportation	Interstate Surface Transportation Efficiency Act (ISTEA) Congestion Management/Air Quality (CMAQ) Fund	
U.S. Department of Agriculture	National Resources Conservation Service Funds	
U.S. Corps of Engineers		
Department of Environmental Quality	Demonstration Projects	

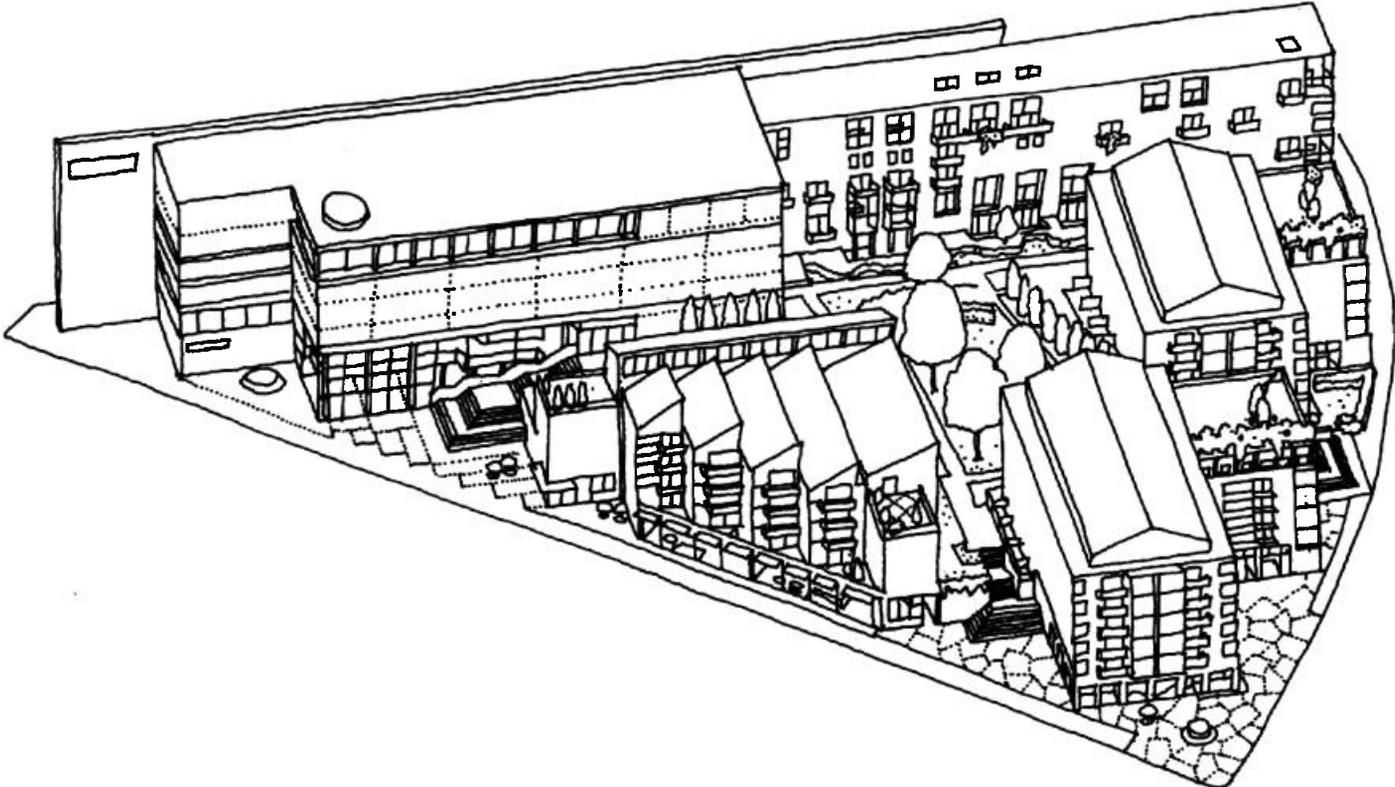
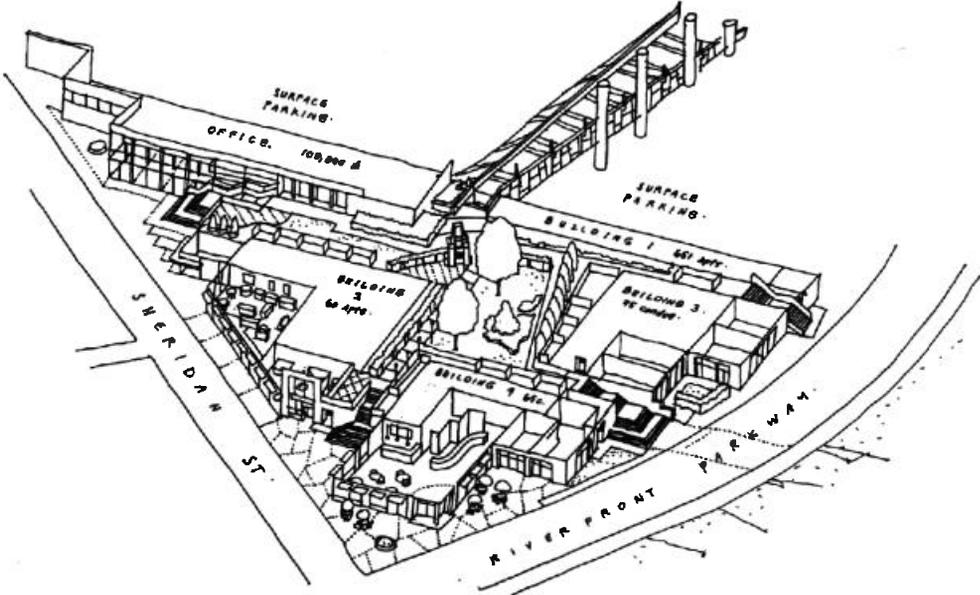
**Schnitzer**

An initial phase of development of the Schnitzer property is currently being designed. It includes 235 residential units, 100 to 120,000 square feet of office space, approximately 10,000 square feet of retail space, a 150 room hotel and a neighborhood recreational center. Abutting streets and portions of the Greenway are being designed concurrently. It is the intent of this initial phase to implement the goals and concepts underlying the Development Plan and to make the connection between River Place to the north and the North Macadam District. In the process, it also assumes responsibility for mitigating the visual, functional and noise impacts of the Marquam Bridge so that land immediately south becomes habitable and accessible.



This first phase of development informs as it tests the assumptions underlying the collaborative efforts to establish a vision and strategy for the future of North Macadam. It already is clarifying opportunities for shared public and private investments and responsibilities for anticipating and encouraging future improvements, such as light rail. In short, with optimism and rigor, it is challenging the gap between what is desired and what is possible.

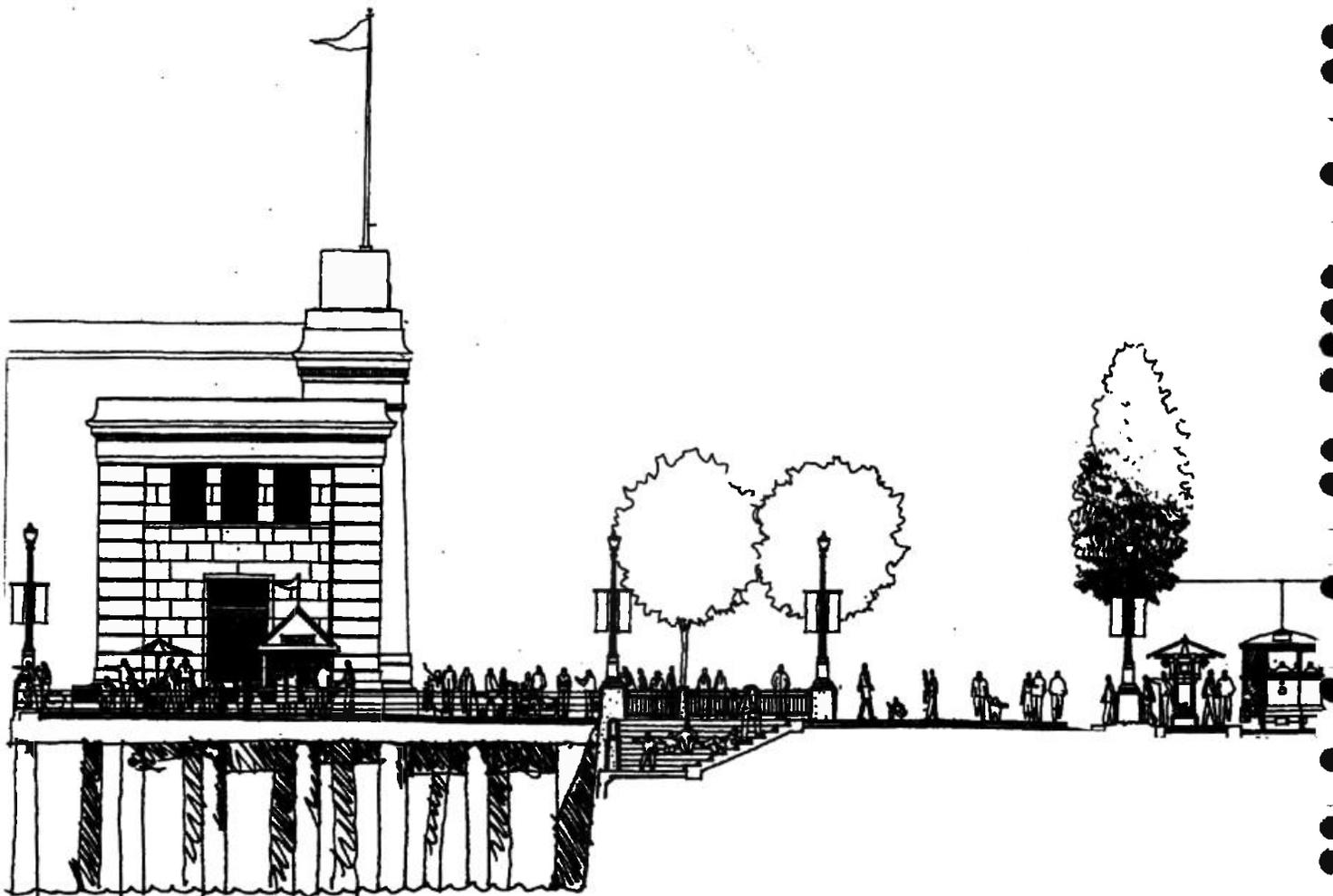


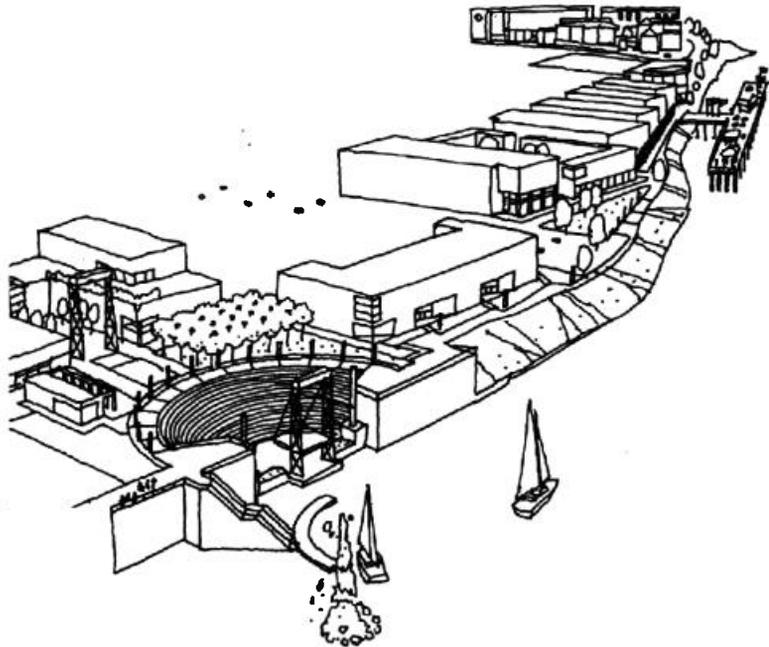


**Zidell**

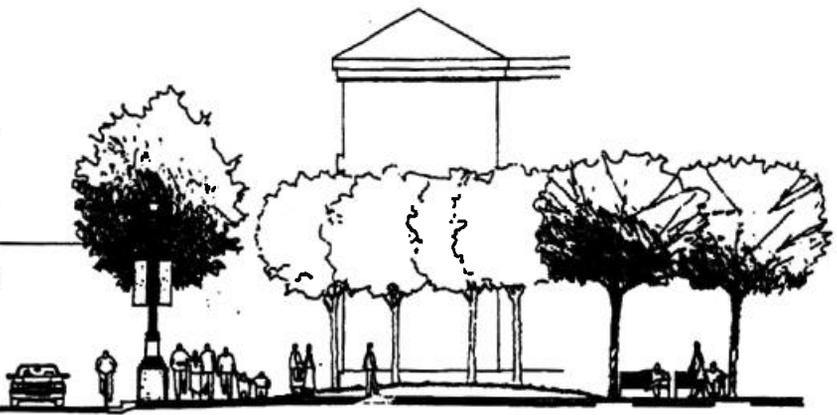
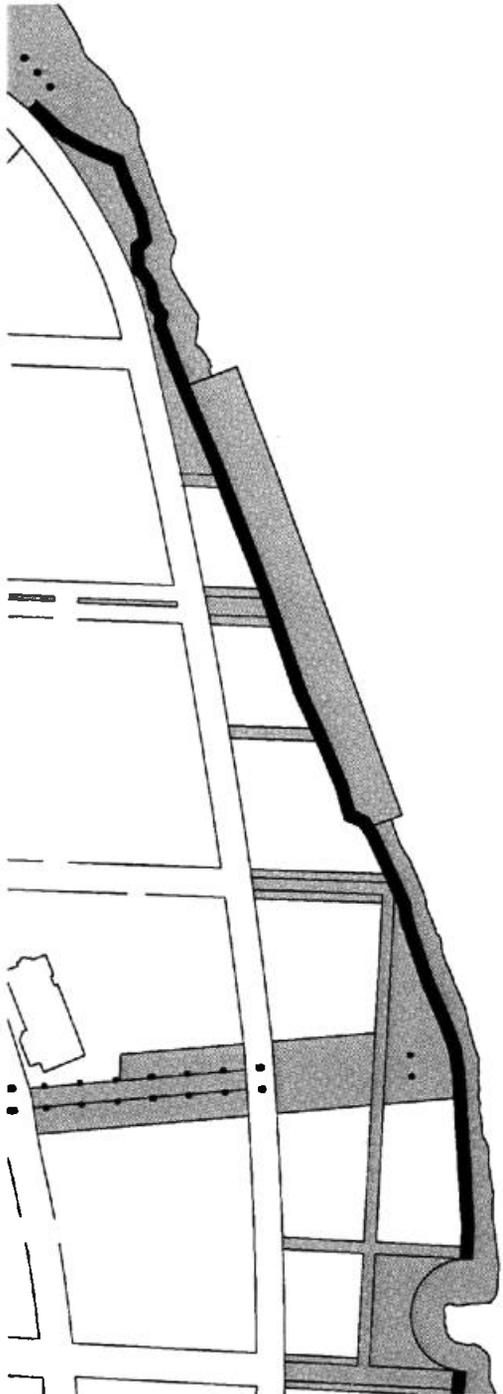
Development of the Zidell properties north of the Ross Island Bridge will be delayed until site cleanup is completed. Development of the properties south of the Ross Island Bridge will be delayed until on site barge building activities can be relocated and site cleanup completed. However, the Zidells and the Steering Committee recommend that the concepts that have been developed for the Zidell properties continue to mature. Therefore, it is proposed that conversations with the City and other affected public agencies continue.

Two issues involving the Zidell property have potential for resolution prior to the relocation of the barge related facilities. One, the specific location of public rights of way and their reconciliation with the provision of developable parcels can be defined. Two, strategies for the early improvement of the Greenway from the Marquam Bridge to Gibbs can be discussed and instituted. These would include definition of the extent, the related facilities, and the special attractions that would establish this segment of the Greenway as one of the region's most significant stretches of river frontage on the Willamette.





*Consider early development of portions of the greenway from Marquam Bridge to Gibbs.*





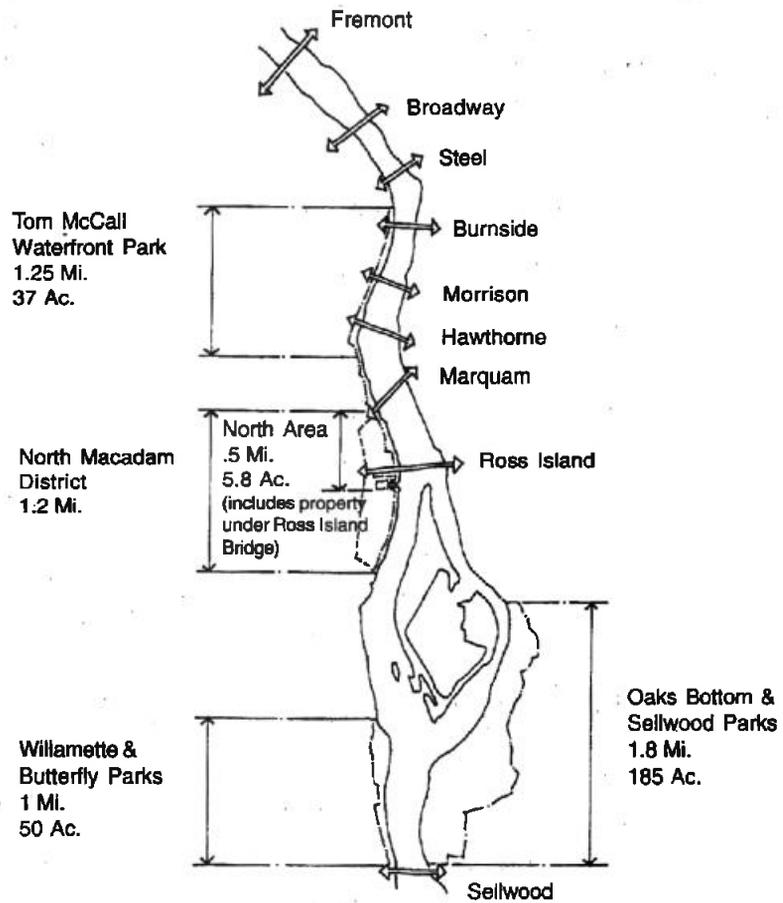
## **A COMPARATIVE LOOK AT THE NORTH AREA DEVELOPMENT PLAN**

The final section of this document asks, "What do we have?" In response, the North Area Properties, as proposed by the Development Plan, are compared to familiar neighborhoods and examples.

The comparisons show that this neighborhood will be Portland's highest density new mixed-use neighborhood, and will contribute to the region's access to the River, to open space needs, and to growth goals. These contributions will be vastly out of proportion to the development area's size. The bottom line is that this is a good opportunity for the City.

**PUBLIC OPEN SPACE**

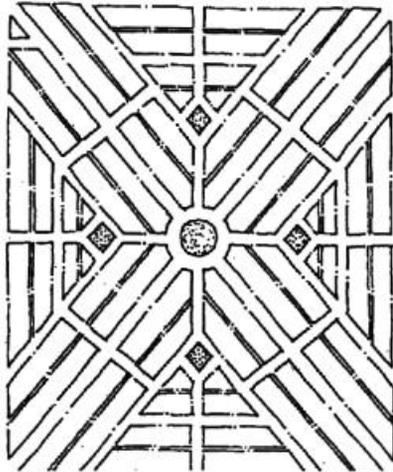
The North Area Properties include a significant portion of the Central City riverfront...



(Distance Between Fremont & Sellwood Bridges is approximately 5.5 Miles)

**Willamette River Frontage & Public Open Space**

...and the North Area Plan anticipates a significant portion of the property to be dedicated toward the development of public space, as shown below in comparison to the popular Ladd's Addition neighborhood.



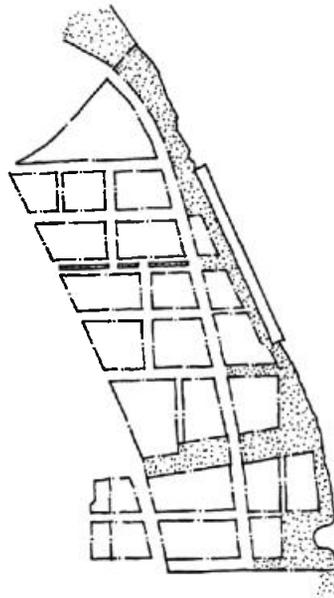
**Ladd's Addition**

*Open Space:*  
Parks 1.6 Ac.

Net/Gross 1.6/125 Ac. = 1.3%

*Right-of-Way*  
Primary 30 Ac.  
Secondary 7 Ac.  
Net/Gross 37/125 Ac. = 30%

**Total 31.3%**



**North Macadam -  
North Area & PDOT Properties**

*Open Space:*  
Willamette Greenway 1.5 Ac.  
Parks & Bargeway 2.1 Ac.  
PDOT Property under  
Ross Island Bridge 1.2 Ac.  
Dock 1.0 Ac.  
Net/Gross 5.8/50.3\* Ac. = 12%

*Right-of-Way*  
Primary 10.3 Ac.  
Secondary 2.8 Ac.  
Net/Gross 13.1/50.3\* Ac. = 26%

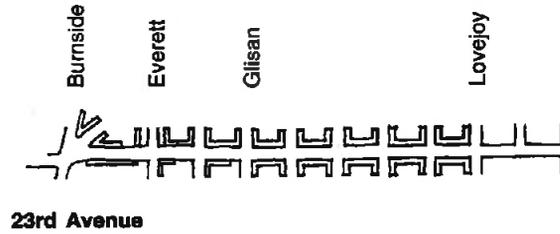
\*Gross Acres 49.1 Ac.  
(PDOT) + 1.2 Ac.  
= 50.3 Ac.

**Total 38%**

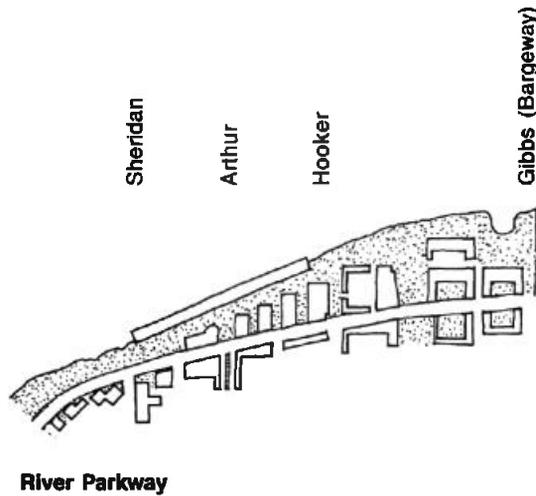
**Public Open Space and R.O.W.**

### **STREETS IN THE PUBLIC REALM**

Streets in the North Area will be designed to accommodate pedestrians, bikes, cars and buses similar to other successful streets like NW 23rd Avenue.



**23rd Avenue**

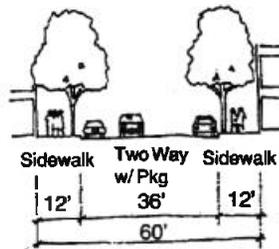


**River Parkway**

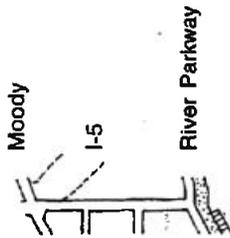
### **Active Street Frontage**



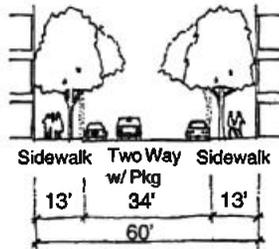
23rd Avenue



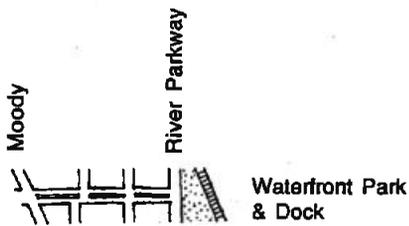
23rd Avenue - 60' R.O.W.



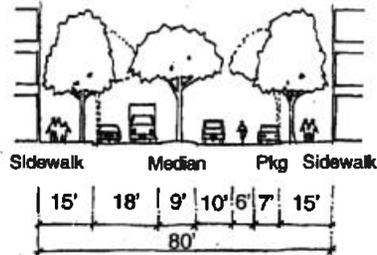
Sheridan



Sheridan - 60' R.O.W.



Arthur



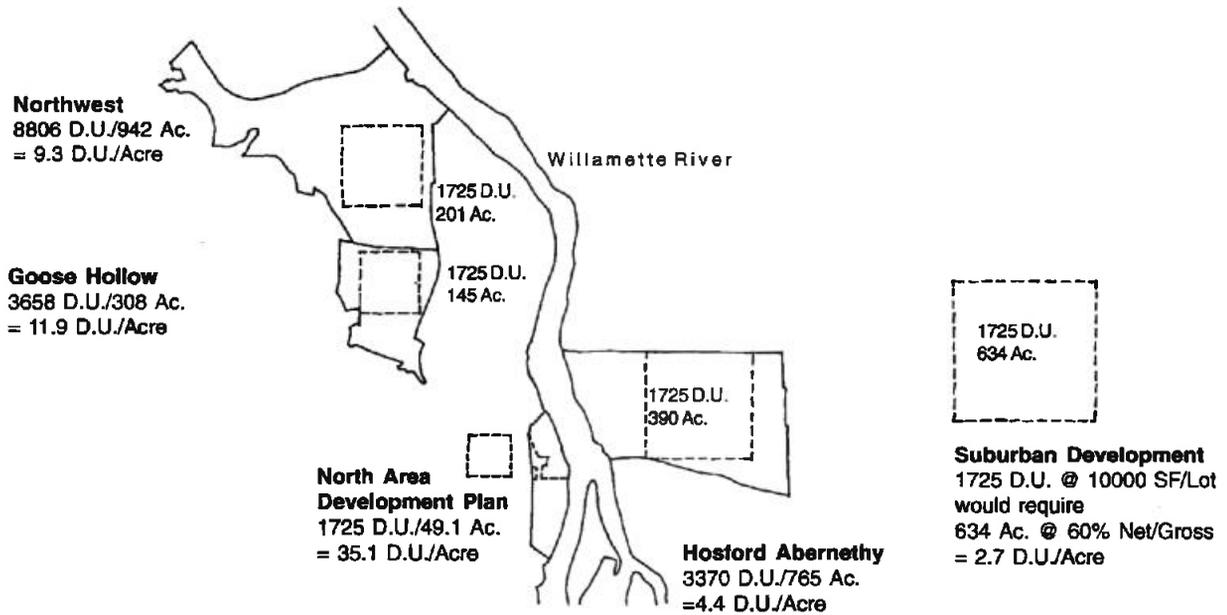
Arthur - 80' R.O.W.

Commercial Street Lengths

Right of Ways (R.O.W.)

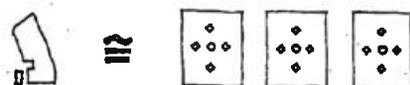
**DENSITY, LAND CONSUMPTION  
AND PEOPLE PER ACRE**

The Schnitzer and Zidell properties offer the opportunity to help maintain the current urban growth boundary.



(D.U. = Dwelling Units)  
(The dashed square represents the equivalent land coverage for the related density)

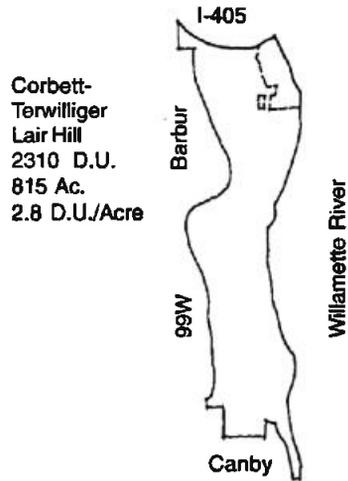
or



**North Area**  
1725 D.U.  
49.1 Ac.

**3 Ladds Additions**  
1710 D.U.  
375 Ac.  
(Ladds Addition includes approximately 570 dwelling units in 125 acres)

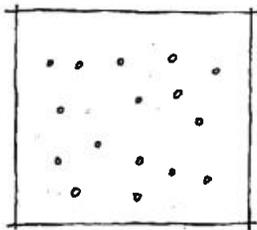
**Dwelling Units Per Gross Acre & Equivalent Land Coverage**



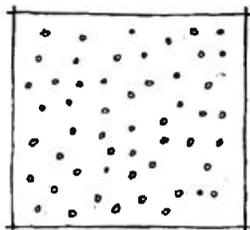
Corbett-Terwilliger  
Lair Hill  
2310 D.U.  
815 Ac.  
2.8 D.U./Acre

Potential Density of CTLH Neighborhood  
After North Area Development  
4035 D.U. over 864 Ac. = 4.7 D.U./Acre

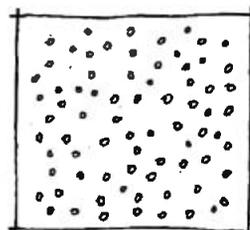
**Neighborhood Density**



Goose Hollow  
(Portland's Highest Density  
Neighborhood)  
16 Residents/Acre



North Macadam -  
North Area  
53 Residents/Acre



San Francisco Neighborhoods  
(e.g. Nob Hill, North Beach &  
Telegraph Hill)  
60-75 Residents/Acre

**Residents Per Gross Acre**

### **THE PROPORTIONAL SHARE OF GROWTH**

The North Area development provides a substantial opportunity to absorb a portion of the City's growth in housing units, people, employment and open space in a small area.

#### **A Comparison Between the North Area and City of Portland:**

The figures for the City of Portland are what the City is obligated to absorb by 2017 under the Functional Plan.

##### **North Area Development Plan**

Size	50 Acres
Housing Units	1,800+/-
Jobs	7,500
Open Space	4.4+ Acres
Residents	2,600

##### **City of Portland**

Size	84,456 Acres
Housing Units	70,000
Jobs	158,000
Open Space	Still to be determined...
Residents	105,000 (Assuming 1.5 people per unit)

#### **Comparison - North Area Development Plan & City of Portland**

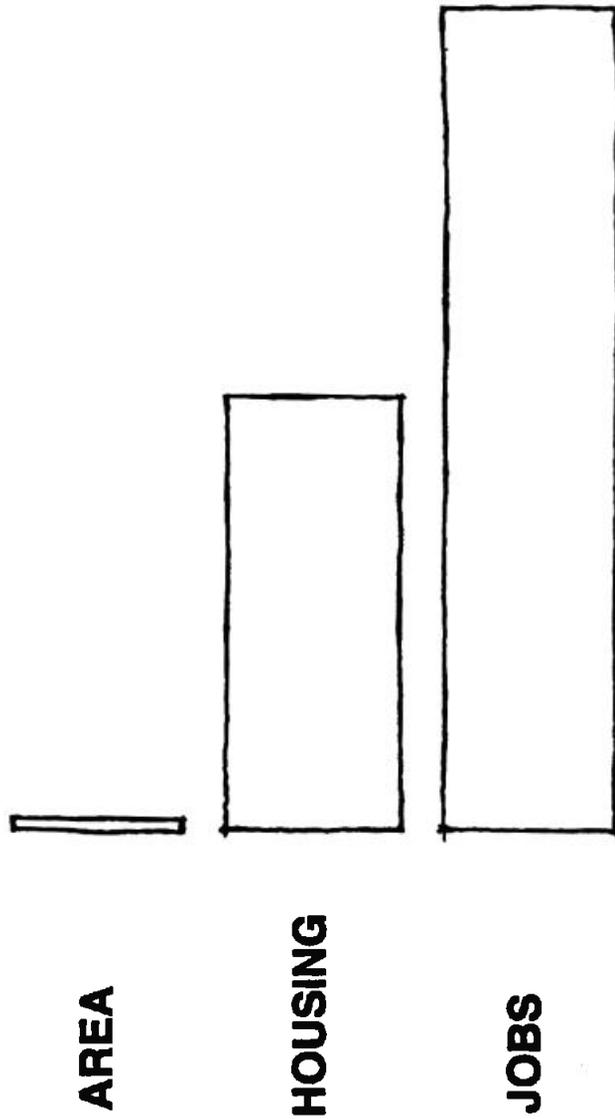
**Size:** North Area is .06% the area of Portland

**Housing Units:**  
North Area assumes 2.5% of Units - or 41 times its share

**Jobs:** North Area assumes 4.7% of Jobs - or 78 times its share

**Open Space:**  
Still to be determined....

**Residents:**  
North Area assumes 2.5% of residents - or 41 times its share



*A proportional representation of the North Area Development 's share of growth...*

**APPENDIX**

## RESOLUTION NO.

As Amended.

Direct bureaus to proceed with a public/private planning process to develop district-wide framework plan, complete other planning actions for the North Macadam District and acknowledges the creation of a steering committee. (Resolution)

WHEREAS, the City of Portland has made a commitment to provide an additional 71,000 jobs and housing for 15,000 new residents within the Central City by the year 2015 toward the Region's 2040 Plan goals; and

WHEREAS, the North Macadam District has been designated in the Central City Plan as an area targeted for employment, housing and public open space development; and

WHEREAS, on November 13, 1996, the City Council accepted the City Engineer's report and recommendations identifying the future public streets and accessways necessary to support urban development in the North Macadam District and directing the Bureau of Planning, Office of Transportation and the Portland Development Commission to undertake a number of actions to clarify the regulatory environment and prepare plans for future public and private investment on the District; and

WHEREAS, in January of 1996 a Steering Committee was formed with the support of the Mayor's Office which included representatives of the Schnitzer and Zidell companies, the Portland Development Commission and four community leaders to guide the preparation of a Framework Development Plan for the northern properties of the North Macadam District; and

WHEREAS, under the direction of the Steering Committee, a Framework Development Plan for northern properties of the district has been completed which provides a conceptual plan for the development of 1,800 new housing units and affordable housing, 7,500 jobs 4.4 acres of public open space adjacent to the Willamette River provides a model for future planning efforts in the district; and

WHEREAS, the City Council believes that a district-wide Development Plan is needed that provides for a transportation system which promotes the formation of neighborhoods, the creation of new employment and affordable housing opportunities, access to Portland's waterfront, easy and efficient pedestrian, bicycle and auto circulation within and through the area, provides for the introduction of both rail, bus and other forms of public transit, and creates future development parcels which respects Portland's historic block structure; and

WHEREAS, the City Council believes the ultimate implementation of a North Macadam Development Plan can make important contributions to the achievement of significant city-wide and regional goals well into the next century; and

WHEREAS, the City Council believes the success of district-wide Development Plan depends upon a commitment from the private and public sectors to work in partnership to solve the physical, financial and regulatory challenges of the Plan's implementation with creativity, vision and flexibility.

NOW, THEREFORE, BE IT RESOLVED by the Council of the City of Portland, a municipal corporation of the State of Oregon, that the Council acknowledges and supports the planning efforts which have taken place in the northern half of the North Macadam District; and

BE IT FURTHER RESOLVED that the City Council acknowledges the creation of a 20 person Steering Committee for the North Macadam District framework planning process.

The 20 member committee is composed of the following representatives:

Corbett Terwilliger Lair Hill Neighborhood Association, Kerry Chipman  
 Portland Development Commission, Larry Dully  
 Office of Fiscal Administration, Tim Grewe  
 Portland Development Commission, Michelle Haynes  
 Portland Parks, David Judd  
 Bureau of Planning, David Knowles  
 Bureau of Environmental Services, John Lang  
 Schnitzer Investment Corp., Ken Novack, Ann Gardner  
 Pegasus Development  
 Portland Planning Commission  
 Portland Office of Transportation, Vic Rhodes  
 Richland Development  
 North Macadam Development Council, Rick Saito  
 US Bank Trust  
 ZRZ Realty Co,(Zidell), Jay Zidell, Steve Shain  
 Housing Authority of Portland, Denny West  
 Portland Public Schools, John Bierwirth  
 North Area Properties Steering Committee, 2 Members  
 Citizen Park Advocate, Barbara Walker

BE IT FURTHER RESOLVED that the charge of this steering committee shall be to guide the development of and make recommendations to the City Council on :

1. The preparation of a Development Plan for the entire North Macadam District, and any implementing recommendations.
2. Street right of way design standards.
3. A Housing Implementation Plan.
4. A Jobs Strategy.
5. Storm Water management.
6. A comprehensive public/private infrastructure plan and financing strategy.
7. A Return on Investment Plan.
8. Urban Renewal District formation.
9. Non-Park public spaces.

BE IT FURTHER RESOLVED that a public negotiating team composed of the City representatives on the Steering Committee, headed by PDC, develop key agreements with private property owners regarding public financial participation in projects which may be proposed within the district; and

BE IT FURTHER RESOLVED the Steering Committee will:

Coordinate the Development Plan process with other projects and initiatives within the Central City including but not limited to the South/North Light Rail Project, the River District Development Plan, and the Central City Street Car Project;

Develop a final budget, financing plan, schedule and summary of the North Macadam Development Plan process which shows significant private participation in the Plan's cost.

Adopted by the Council:

Mayor Vera Katz

JUN 04 1997

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BARBARA CLARK  
 Auditor of the City of Portland  
 By *Britta Olson*  
 Deputy