Cathedral Waterfront Plan

Mathangi Murthy  
*Portland State University*

Tabitha Boschetti  
*Portland State University*

Michelle Anderson  
*Portland State University*

Saumya Kini  
*Portland State University*

Rosa Lehman  
*Portland State University*

*See next page for additional authors*

Follow this and additional works at: [https://pdxscholar.library.pdx.edu/usp_murp](https://pdxscholar.library.pdx.edu/usp_murp)

Part of the [Recreation, Parks and Tourism Administration Commons](https://pdxscholar.library.pdx.edu/usp_murp), [Urban Studies Commons](https://pdxscholar.library.pdx.edu/usp_murp), and the [Urban Studies and Planning Commons](https://pdxscholar.library.pdx.edu/usp_murp)

**Let us know how access to this document benefits you.**

**Recommended Citation**
Murthy, Mathangi; Boschetti, Tabitha; Anderson, Michelle; Kini, Saumya; Lehman, Rosa; and Brown, Violet, "Cathedral Waterfront Plan" (2015). Master of Urban and Regional Planning Workshop Projects. 127.  
[https://pdxscholar.library.pdx.edu/usp_murp/127](https://pdxscholar.library.pdx.edu/usp_murp/127)

This Report is brought to you for free and open access. It has been accepted for inclusion in Master of Urban and Regional Planning Workshop Projects by an authorized administrator of PDXScholar. Please contact us if we can make this document more accessible: pdxscholar@pdx.edu.
Authors
Mathangi Murthy, Tabitha Boschetti, Michelle Anderson, Saumya Kini, Rosa Lehman, and Violet Brown

This report is available at PDXScholar: https://pdxscholar.library.pdx.edu/usp_murp/127
This page intentionally left blank.
The Cathedral Waterfront Plan is the final document of three main reports produced during this project. The Background Documents contain existing conditions, opportunities and constraints, and a public engagement report. The Toolkit includes strategies for general neighborhood engagement and more specific advice about how the neighborhood can anticipate and influence development processes. Finally, the Appendices contain more detailed background information on various topics mentioned in the three documents, as well as a glossary of terms and printable information.

## Table of Contents

A Vision for the Steel Hammer Site ................................................................. 4
Executive Summary ...................................................................................... 5

### PART 1: COMMUNITY CONTEXT

Introduction .................................................................................................... 9
The Cathedral Park Neighborhood Today ...................................................... 10
Site Context .................................................................................................. 12
Development Parameters ........................................................................... 14
Assets and Challenges ................................................................................. 16

### PART 2: PUBLIC PROCESS

Public Engagement Process ........................................................................ 21
Goals ........................................................................................................... 22

### PART 3: DEVELOPMENT SCENARIOS

Minimum Development Requirements ......................................................... 27
Impact of Zoning Code Development Standards ........................................ 29
Development Process and Assumptions ..................................................... 31
Demonstration Scenarios ............................................................................ 34

### PART 4: NEXT STEPS

Implementing the Goals .............................................................................. 41
Three Pathways to Influence Development ................................................. 53
Points of Influence Within City Processes ................................................ 56
Next Steps .................................................................................................... 62
Acknowledgements ...................................................................................... 64
A Vision for the Steel Hammer Site

In the future, the Steel Hammer Site contains a vibrant mix of uses and has become a new neighborhood center along the riverfront in the Cathedral Park Neighborhood. The site includes active, varied, and inviting public accessways, including a high-quality greenway trail that connects to Cathedral Park to the north and the city center to the south. Development on the site is easily accessible by public transit and provides an attractive and safe pedestrian environment, engaging the street and trail and mitigating noise and safety impacts from the railroad. Buildings, rooftops, and open spaces on the site celebrate the wonderful views, including the Willamette River, the St. Johns Bridge, Forest Park, and the Willamette Cove Natural Area. Public access to the river brings thriving activity to the site—and development on the site provides significant amenities to the neighborhood, including commercial, residential, and community-use spaces, while preserving affordability for working class families.
The Cathedral Waterfront community engagement process generated twelve community goals with specific development objectives for achieving each goal. The community goals follow four general themes for evaluating future development:

- A Sense of Place
- A Thriving, Diverse Community
- A Connected, Active Neighborhood
- A Healthy Environment

The physical and regulatory conditions of the site, market analysis, and these community goals informed the creation of three demonstration scenarios, which show how development on the Steel Hammer Site could contribute to community priorities without disregarding practical and business considerations. The aim of this project is to prepare the neighborhood to participate in the development process and to negotiate for the community benefits that they want to see on the Steel Hammer Site.

The Steel Hammer Site is in the heart of the Cathedral Park Neighborhood, a small but vibrant residential neighborhood in North Portland. It presents a unique development opportunity for the community. At 15 acres of waterfront property, there is no other comparable piece of land around. This area is poised for new development on several sites, and now is the perfect moment for Cathedral Park residents to get involved. By creating and supporting a shared vision for the Steel Hammer Site, the community can influence future development here and throughout their neighborhood.

The Steel Hammer Site has the potential to become the living heart of the Cathedral Park Neighborhood, reflecting the neighborhood’s past, supporting its present-day needs, and imagining its future potential. Community members point to the history and culture of the neighborhood as sources of pride and something that they hope will be reflected in any new development. The historical significance of this site specifically is an opportunity for future development to root itself in the context of the neighborhood.

Between January and June 2015, the Cathedral Waterfront Planning Team (CW Team), on behalf of the Cathedral Park Neighborhood Association Board, conducted site analysis, reached out to neighbors, talked with experts, and developed a vision for the Steel Hammer Site.
CPNA + CW TEAM

**ANTICIPATED**
- Development of Steel Hammer Site.

**RESEARCHED**
- And gathered information.

**ENGAGED**
- Neighbors, businesses, and community organizations.

**PREPARED**
- Cathedral Waterfront Plan.

DEVELOPER

**APPROACHED**
- City to develop Steel Hammer Site. (Asked to **CONTACT** CPNA).

**RESEARCHED**
- And gathered information.

**Will PREPARE**
- Development Proposal.
Will APPLY LEVERAGE at key points

Will FINALIZE an agreement between City, CPNA, and developer

Will MONITOR and IMPLEMENT agreement

Will ENHANCE the Steel Hammer Site and CP neighborhood with Community Efforts
Part 1. Community Context

After an introduction to the Cathedral Park Neighborhood, Part 1 includes an overview of the context surrounding the Steel Hammer Site and the considerations that will frame its future development, including development parameters, environmental contamination, infrastructure conditions, waterfront assets, and the current state of the market.
The Steel Hammer Site is 15 acres of waterfront land located on North Crawford, just south of Cathedral Park in the heart of the Cathedral Park Neighborhood. The specific site is historically significant. James John established his original store and home at the southwest corner of the Steel Hammer Site, at the foot of North Burlington. In the 1860s, the site became the first industrial use on the peninsula—a barrel company. In 1902, the existing railroad line was put in place, bringing even more industry to the surrounding waterfront, including lumber, asphalt, and metal working—but many of these businesses along the waterfront declined in the second half of the 20th century.

In the 1970s, a swell of neighborhood activism created changes such as the creation of Cathedral Park, the neighborhood’s iconic namesake public open space, proving that a well-organized community can be a powerful force. As the current Cathedral Park Neighborhood residents seek to shape the future of local development and the direction of community change, it is important to remember that they inherit a strong legacy of everyday people committed to a better future.
The Cathedral Park Neighborhood had approximately 3,764 residents according to the most recent US Census estimates (ACS 2013). The official neighborhood boundary roughly coincides with the three “Census Block Groups” geography shown in Figure 1.1. The median age of the population was 35 years old, which is younger than Portland’s 36.6 years old. The majority of the population was female (55%) and white (87%) and non-Hispanic, while the Hispanic/Latino population was estimated at 6%. African Americans made up about 4%, and 3% of the population identified as belonging to two or more races. These figures make it less diverse than Portland’s averages during the same period, where the white population was 72% and Hispanic population was 9.4% of the population.

The Cathedral Park Neighborhood is home to a working-class population with modest incomes and a high percentage of home ownership and higher education. About 62% of the population had some college education or a Bachelor degree, and nearly 15% of the population had a graduate, doctorate or a professional degree. The median income of the neighborhood was $48,060 (2013 dollar values), which is lower than the $52,657 median income for Portland. However, 15.3% of the neighborhood population was living below the federal poverty level, while 17.5% of Portland was in poverty. In addition, 66.8% had income at least twice the poverty level compared to 64.3% for Portland.

More residents in the neighborhood owned their homes (60%) than did in Portland as a whole (53.4%). Nearly 71% of the neighborhood commuted by car, truck or van to work. This figure is slightly more than the Portland average, perhaps indicating that transit service levels in the neighborhood do not adequately support commuters.
Figure 1.1: Census Block Groups and Cathedral Park Neighborhood Boundaries

Community Context
site context

The Cathedral Park Neighborhood will likely experience a significant increase in development due to a combination of population growth, zoning changes, and the amount of available land. Several properties are currently for sale. In order to anticipate development, it is important to keep track of both commercial and residential listings. A single-family home could be sitting on land zoned to allow for higher density development in the future. See Figure 1.2 for a map of the properties listed for sale during the course of the Cathedral Waterfront Plan process.

Development on the Steel Hammer site will likely impact population growth, employment, environmental health, and neighborhood affordability. It is a large and potentially iconic site that cannot be divorced from citywide patterns, including the following:

• **Population Growth:** Portland’s steady population growth is projected to continue into the foreseeable future. This growth has fueled an ever-increasing demand for residential units. Demand for commercial spaces and other amenities will follow residential development.

• **Industrial Land Deficit:** Portland is anticipating a shortfall in industrial land within the urban growth boundary. Innovative solutions—such as integrating light industry into commercial and mixed use spaces—can help alleviate the problem and keep jobs in the region.

• **Displacement:** Increased residential demand has raised housing prices, resulting in the displacement of many residents (particularly low-income and fixed-income renters and people of color). A 2013 study by Dr. Lisa Bates identified Cathedral Park as a neighborhood in the early phases of gentrification. The City of Portland has set a goal to proactively manage inequitable impacts of neighborhood change.¹

• **Air Quality:** The Oregon Department of Environmental Quality has identified North Portland as an area with serious air quality issues and has increased monitoring to better understand the problem.

¹ For more information about gentrification and displacement, and a comprehensive neighborhood vulnerability analysis, see: https://www.portlandoregon.gov/bps/62635

Existing homes in the Cathedral Park Neighborhood
Figure 1.2: Development Parameters on the Steel Hammer Site.
development parameters

PHYSICAL FACTORS

Physical constraints impact the cost, design, and uses of any future buildings, but will not prevent development. While the Cathedral Park Neighborhood has significant slopes, the Steel Hammer Site is relatively flat. Most of the site is between 5% and 10% slopes, with slopes up to 25% only along the river and in the southern corner. The site is in a landslide hazard zone and has sections that are considered moderate and high risk from earthquakes. The floodplain extends approximately 120 feet into the site from the riverbank. A rail line divides the site and the railroad company owns 55 feet of land along the railroad tracks, which prevents development near the tracks and limits access to the lower portion of the site.

ZONING

Zoning dictates what uses can be developed on any site. The Steel Hammer Site’s current base zones are EG1 and EG2, but the developer may apply for the zone to change to the current Comprehensive Plan designation of EX. This zone allows for a greater mix of uses, including industrial, business, and residential uses, which would increase the market value of development.

The Willamette Greenway overlay and the St. Johns Plan District overlay also impact development. The greenway overlay prevents development within approximately 100 feet from river. It also creates an easement that requires the developer to fund construction of the Willamette Greenway trail when the river-facing portion of the site is eventually developed.

The St. Johns Plan District overlay applies height restrictions to the site: 45 feet (55 feet with bonuses) and 30 foot height limits on view corridors (see Figure 1.3, Development Parameters, for a diagram of regulatory constraints on the site). The Plan District also places restrictions on residential development on the Steel Hammer Site, which falls within the River District. These restrictions make it even more likely that a developer will seek a zone change.

If the developer seeks a zone change under current conditions, they would submit a Zoning Map Amendment request involving community input. In 2016, the Comprehensive Plan designation is proposed to change from EX to “Mixed Use – Urban Center”, but the base zone for the site is likely to remain EG. The specific requirements and how each mixed-use zone interacts with existing overlays are undetermined. This process is a powerful opportunity for the community to influence future development. A draft of the Mixed Use Zones Project Concept Report was released on May 21, 2015. Public hearings may be held as early as July. The Steel Hammer Site could fall into the more intense development version of the new mixed-use zones, which could allow heights of up to 65 feet by right.

1 The EX zone “allow(s) industrial, business, and service uses which need a central location. Residential uses are allowed, but are not intended to predominate or set development standards for other uses in the area.” Because of its greater flexibility on residential uses, this zone would likely be more profitable to a developer of the Steel Hammer Site.

2 There is a ten-foot range in height maximums because while a developer can build “by right” to 45’, they may build up to 55’ if they earn bonuses by providing community benefits, such as affordable housing, affordable commercial space, and public open space, among others.
Figure 1.3: Development Parameters on the Steel Hammer Site.
assets and challenges

Assets and challenges for the future development of the Steel Hammer Site include environmental concerns, existing infrastructure, proximity to the waterfront, and the current market. None of the challenges will prevent development on the site, but they may influence project cost, design, and phasing.

ENVIRONMENTAL CONCERNS

Pollution. The environmental contamination on the Steel Hammer Site will impact the potential for future development. There are two overlapping issues: the history of industrial use that has left a legacy of site-specific contamination (regulated at state and local levels) and the Portland Harbor Superfund contamination that affects 11 miles of the Willamette River, including the Steel Hammer Site (which falls under federal regulation through the Environmental Protection Agency [EPA]). The Steel Hammer Site will not require the immediate and intensive response necessary in places like Willamette Cove. However, some level of soil and water contamination cleanup will be necessary. The level will depend on the proposed use; residential uses have the highest level, while commercial requires less and industrial uses have the lowest standards for cleanup. There are many strategies that may be appropriate on the site. Potential sources of ongoing pollution, specifically stormwater and sediment erosion, must be stopped. Contaminated soil on the riverbank has been removed, but residual contamination remains. It may be necessary to remove the remainder of the contaminated soil, seal up soil contamination with an engineered cap, and/or add soil amendments. The site will probably require a combination of strategies.

Habitat. The land next to the river (riparian zone) is critical for habitat and water quality and is protected from development by the environmental overlay zone. The zone prohibits building within 50 feet of the bank, which is defined by the steep slopes approximately 50 feet from the water. Although currently dominated by invasive blackberries, this area could be restored to high quality habitat by replacing invasive plants with native species consistent with the riparian forest that existed there pre-1851. In addition to providing habitat for local and migrating wildlife, this would help to stabilize the riverbank and prevent erosion. Habitat areas on the site would also provide a vital connection between Baltimore Woods and Cathedral Park to the north and the Willamette Cove area to the south.

INFRASTRUCTURE

Heavy Rail. An active freight railroad, owned and operated by Union Pacific, divides the Steel Hammer Site into two approximately equal upper and lower sections. The area around the tracks is currently vacant, but could be planted as a vegetated buffer or restored to upland savannah that characterized it pre-1851 with the permission of Union Pacific. Trees cannot be planted there for safety reasons.

Street Network/Access. The current street network provides car, bicycle, and pedestrian access to the Steel Hammer Site on North Burlington, North Crawford, and North Richmond. However, some sidewalks are incomplete, particularly along North Crawford and there is no bicycle infrastructure or public transit that serves the site. North Burlington and North Richmond are the two at-grade access points across the railroad tracks currently. However, North Richmond stops at the tracks without
crossing them, and while North Burlington does cross the tracks, it turns into the BES Water Pollution Lab property. Three streets that would complete the urban grid between North Burlington and North Richmond were vacated by the City and are now indistinguishable from surrounding property. Development of the site would require street improvements including sidewalk improvements, curbs, lighting, and green stormwater facilities.

Utilities. Sewer lines ring the site and major sewer and water lines run along the railroad. While the parcels between North Crawford and the rail pose fewer utility-related barriers to development, the parcels between the rail and the river would require utility lines to be laid before development could take place. This could make the parcels on North Crawford more likely to be developed first.

WATERFRONT

Public Access. Development on the lower portion of the Steel Hammer Site will trigger completion of the Willamette Greenway Trail, which will connect to Cathedral Park through an existing trail to the north and to Willamette Cove to the south. It is part of a 40-mile loop along the Willamette River that is currently only partially completed. The trail is planned as a paved, two-way bicycle and pedestrian path that will be 12 feet wide, with additional 2-foot buffers on either side, and no other development can be built within the greenway overlay area (100 feet from the water). However, a range of trail designs and amenities could be possible. Opportunities include placing active uses (such as sidewalk
cafes or retail) facing the trail, possibly designing spaces to play or rest, and making the entire area look and feel welcoming to pedestrians. While the Cathedral Park Neighborhood already enjoys access to parks and recreational areas, inviting pedestrian accessways, plazas, and small green spaces are feasible and desirable features in a potential development.

**Views.** Views—of the Willamette River, the St. John’s Bridge, the Railroad Bridge, and Forest Park—are an asset to both the Steel Hammer Site and to the surrounding Cathedral Park Neighborhood. There are some protections in place currently, including the prohibition against building along the river itself, general height restrictions of about four stories, and lower designated view corridors. Building higher but narrower is also an opportunity for a developer to preserve open space and some views without undermining his or her ability to make a return on investment.

---

**MARKET’S DEMAND FOR DEVELOPMENT TYPE**

Although there are a wide range of possibilities for the future of the Steel Hammer Site, the type of development—and its ultimate success—will depend on market feasibility. Portland’s market today pushes for multi-family residential development, which could make financial sense on portions of the site. Light industrial and some amount of retail space (once an adequate customer base grows) are also supported.

The Steel Hammer Site offers an opportunity for additional residential units in the area. As the market sees increased demand for housing in Portland along with low inventory, homes are selling quickly, and costs are increasing in waves moving out from the inner neighborhoods. As these trends continue, more buyers will look to older neighborhoods with lower prices. The housing mix for the North Portland study area includes significantly less multi-family and more single-family homes than the city overall. Given that the area will be zoned for mixed-use in the near future, this suggests that the Steel Hammer Site may be appropriate for multi-family residential. The cost of environmental cleanup will necessitate efficient development to make a return on the investment, and this motivation—in addition to projected population increases—helps make the case for multi-family residential.

Over the past year, Portland has seen some of the lowest vacancy rates and highest rents for industrial land since the recession. Specifically, there is increased demand for larger spaces (100,000 square feet and up) as well as

---

1 In 2014, 91% of households in the North Portland Neighborhood Services coalition area were within ½ mile distance of a park, and 85% of surveyed users rated their local parks as “good” or “very good”. Portland Bureau of Parks and Recreation 2014 Performance Report
Market rental rates do not support the construction of smaller warehouse projects, unless completed by larger developers who can take advantage of economies of scale to build multiple small warehouses or rent space in a shared warehouse to smaller manufacturers.

Currently, the retail market in Portland is active, and tenants desire smaller, higher-quality, and more functional spaces. Most of the new development is occurring around new light rail stops in the Southeast Portland, where it is concentrated in “fast-casual” restaurants. However, for retail to be successful, a critical mass of people needs to be living in or visiting the area regularly, and the market may not yet exist for retail on this site. Traditional office space is unlikely because it is generally preferred closer to downtown; however, flexible and non-traditional office spaces may be feasible.

---

2 Class A properties imply the highest quality buildings in the market and area, usually built within the last 15 years with top-quality amenities, high-income earning tenants, and low vacancy rates. Source: Realty Mogul www.realtymogul.com
Part 2. Public Process

The team conducted extensive public engagement over the course of three months, including a survey, community walk and talk, a design workshop, and interviews with key experts. Through this process, the team developed a set of goals to help the neighborhood articulate their standards for new development on the Steel Hammer Site.
OVERVIEW OF PUBLIC ENGAGEMENT METHODS

The first step in developing a site plan that the Cathedral Park Neighborhood Association could support and advocate for was to determine a range of the interests and priorities of community members who would be impacted by development. The CW Team focused on understanding existing perceptions of community character, problems, aspirations, and preferences with regard to possible site uses and design. Our engagement efforts attempted to not only gather insight to steer specific development suggestions, but also to build excitement and interest for continued involvement and advocacy, which includes networking with neighbors and raising interest in neighborhood association participation.

Engagement strategies included key informant interviews, a written survey, a Community Walk and Talk event, a Public Design Workshop, and a public meeting for feedback on the goals generated. Outreach methods employed to generate public interest in these events included creating a project blog, CPNA email and Facebook updates, fliers distributed to local businesses, neighborhood door-knocking, advertising in the St. Johns Review, and networking through stakeholder interviews and attending other community events.

The community engagement process generated both qualitative and quantitative data that reflected community priorities for future development. From these priorities, a clear list of twelve goals emerged, which informed the development alternatives offered by the CW Team and provide a guide against which development proposals can be measured in the future.

These goals reflect the outcomes of the CW Team’s public engagement process and should be further refined and enhanced through ongoing community input. The priorities that emerged centered on fostering the following:

- A Sense of Place
- A Thriving, Diverse Community
- A Connected, Active Neighborhood
- A Healthy Environment

Within these broad priorities, there are specific goals and objectives for the Steel Hammer Site and its future development.

“I appreciate growth and development in neighborhoods. However, they are starting to look and feel the same. This area is different. In a good way. Keep it original!!”

-surve respondent
goals

SENSE OF PLACE

Goal 1: Development fosters a sense of place and creates a neighborhood-level destination.

Goal 2: Development includes a mix of uses that complement one another.

THRIVING, DIVERSE COMMUNITY

Goal 3: Residential development actively maintains socio-economic diversity in the Cathedral Park Neighborhood.

Goal 4: Development provides spaces for jobs and entrepreneurial activity, in balance with residential development.

Goal 5: Development and amenities support and foster diversity in age groups.

“I’d like to see a mix of housing and retail, offices perhaps light manufacturing, event space/ etc. A diverse vibrant community center, with some business having direct access to the waterfront trail - similar to the Vancouver, WA waterfront.”

-survey respondent

“I used to live there [Cathedral Park] and got gentrified out. This is the 5th time in my life that has occurred in Portland for me...”

-survey respondent
CONNECTED, ACTIVE NEIGHBORHOOD

Goal 6: The greenway trail is a defining feature of new site development and is implemented early, and with high-quality amenities.

Goal 7: Site development is pedestrian oriented.

Goal 8: Development includes infrastructure improvements for the surrounding neighborhood.

Goal 9: Views of nature and local landmarks are protected for residential neighbors and in public viewsheds.

Goal 10: Development mitigates railroad noise, prioritizing impacts on residential development.

HEALTHY ENVIRONMENT

Goal 11: Development improves local air, soil, and water quality.

Goal 12: Development will include trees, generous planting areas, and well-designed landscaping.

“This neighborhood can be bike destination with the new trail”

-survey respondent

“A natural play space would be so valuable, before all of our kids grow up!”

-survey respondent
IN Volvement in CPNA

Throughout this process, community member responses reflected a great deal of interest in becoming more engaged in the neighborhood, specifically through CPNA. One-third of survey respondents had already attended a CPNA meeting at the BES Water Lab and one third are interested in becoming more involved in CPNA activities. Among Latino, Black, and Native American people, this number went up to over 50% (as compared to only 32% of white people), suggesting that there is untapped interest and that the CPNA Board would be successful in reaching out to those communities. The survey also revealed that the younger the respondent, the less likely they were to have attended a CPNA meeting in the past. However, interest in becoming more involved was constant across age groups (reaching 50% of those 19-24), suggesting that this is another part of the community that is ready to become more active and that CPNA should consider ways to reach out to younger demographics.
Figure 2.1: CW Team Public Engagement Timeline

- **January**
  - Key Informant Interviews

- **February**
  - Community Survey Online
  - Occidental Brewing Intercept
  - Library Intercept

- **March**
  - Community Walk & Talk
    - March 7
  - Design Workshop
    - March 29

- **April**
  - CPNA Discussion
    - May 12

- **May**
  - Final Report to CPNA

- **June**

Blog Updates
Outreach through email, facebook, and fliers
Part 3. Development Scenarios

The team researched zoning code and ongoing City processes to understand the minimum requirements for any new development. This clarifies what the neighborhood needs to negotiate for in a proposed development. Based on the public engagement process and extensive best practices research, the team then developed illustrations, paired with successful examples from other places, to demonstrate potential development scenarios.
There are a few minimum development requirements that will apply to the site regardless of the base zone standards. Some of these requirements are triggered when specific parcels or tax lots are developed. In such cases, the specific parcel or the tax lot number is highlighted.

**WATERFRONT**

**Greenway Overlay Zones:** Since the Steel Hammer Site falls under two Greenway Overlay Zones—River General (g) and the River Water Quality (q)—the developer is required to do the following:

- When any part of the parcel with ID R263874 or 1N1W12CA tax lot gets developed, the developer cannot build within the greenway setback that prohibits building from the top of the bank to a point 50 feet landward.
- However, the developer must build or fund the construction of the Willamette Greenway Trail in this greenway setback.

**Willamette Greenway Trail:** When any part of the parcel with ID R263874 or 1N1W12CA tax lot gets developed, the developer must build the Willamette Greenway Trail. The trail is planned as a paved, two-way bicycle and pedestrian path that will be 12 feet wide, with additional 2-foot buffers on either side.

---

**TRANSPORTATION AND CONNECTIVITY**

Standard half-street improvements along all frontages of the development: The developer will have to provide right-of-way improvements including street lights, street trees, stormwater management systems such as bioswales, and the construction of new sidewalks if necessary as per Portland Bureau of Transportation’s Development Review.

Traffic Impact Analysis: Development will trigger a traffic impact analysis to determine if additional improvements will be required to the surrounding transportation infrastructure. This traffic impact analysis will be paid for by the developer but conducted by the Portland Bureau of Transportation.

---

1 https://www.portlandoregon.gov/bps/article/53351
New street to maintain block length: In order to maintain connectivity and prohibit “superblocks”, the City adopted spacing standards setting a maximum of 530 feet between streets and 330 feet between pedestrian/bike paths where streets are not possible. The Steel Hammer Site is currently around 900 feet in length (along North Crawford). It is likely that the developer will have to build a new street or street extension as a condition of approval. If the new street is built to a width of 26 feet, it could also serve a dual purpose of meeting fire and emergency access requirements.

ENVIRONMENT

Contamination Assessment, Site Cleanup and Remediation: The Steel Hammer Site is a brownfield, with contamination issues both from its own industrial history and the larger Portland Harbor Superfund. The developer must assess contamination and is responsible for halting ongoing contamination by addressing potential sources of pollution (specifically stormwater or sediment erosion). The level of cleanup that will be required will depend on the proposed use. Industrial uses have the lowest standards. Residential uses necessitate the highest level of remediation, while commercial requires less.

DESIGN OVERLAY

The site has a design overlay,¹ and if the developer decides to convert the current zones (EG1 and EG2) to match the comprehensive plan designation (EX), this could require additional steps from the developer to ensure that the new development is compatible with the neighborhood.

¹ https://www.portlandoregon.gov/bps/article/53342
impact of zoning code development standards

In addition to designating uses, zoning creates physical limits on any future buildings. Elements include height, floor area ratio, lot coverage, setbacks, minimum landscaping, and minimum/maximum parking. When combined, these elements have the ability to greatly impact how the buildings take shape. Since the 2035 Comprehensive Plan Update is still ongoing, community members should closely monitor the proposed development standards for each zone in order to advocate (via testimony to the city) for standards that would give the neighborhood the most benefit.

Floor Area Ratio (FAR) is the ratio of the total building floor area on all floors to the buildable land area - essentially dividing the total square footage of a building by the total land area on which it can be built. In addition to height limits, the City of Portland has put caps on floor area ratios. These caps regulate how many floors can be built based on how much of the lot is covered—up to the maximum height that is allowed. For example, on a 10,000 square foot site with no other development restrictions, a FAR of 0.5 would mean that a total of 5,000 square feet of building would be allowed, while a FAR of 2 would mean that 20,000 square feet of building would be allowed. This total square footage could create many different building forms depending on how much of the land is covered—it could be a single story, or it could be multiple stories but with fewer square feet per floor. Examples of FAR on a non-descript lot are provided in Figure 3.1.2

The City of Portland combines FAR with height limits; a building can take advantage of large FARs, but only up to a certain height. The St. Johns Neighborhood Plan allows for maximum heights of 55 feet and a limit of 30 feet in view corridors. Heights must be considered within the context of the steep hillside of the neighborhood. Figure 3.4 shows a cross section of the hill including a new development and also identifying the lowest lying house on the hill. From this lowest residential structure, the views of the river, Forest Park and the St. Johns Bridge may or may not be blocked (see Figures 3.2 and 3.3).

Figure 3.1: Floor Area Ratio Diagram

---

2 https://seattleslandusecode.wordpress.com/2011/03/09/what-is-floor-area-ratio-far/
Figure 3.2: View from North Edison before development

Figure 3.3: View after development

Figure 3.4: Cross section of the hillside showing new development up to the maximum height allowed in the St. Johns Neighborhood Plan District
REGULATORY ASSUMPTIONS

The development scenarios include assumptions that have been defined in Table 3.1. The physical development and shape of the buildings could look significantly different from the development scenarios created for this plan once the final regulations are determined. For a more comprehensive table on allowed uses and development standards, see Appendix X: Zoning.

MARKET AND COST ASSUMPTIONS

Due to market constraints, along with the site’s large size, it is likely that development will occur in phases spread out over multiple years. Subsequently, the market conditions could be more or less supportive of different uses depending on when a permit application is filed for each phase.

Currently, the existing market around the Steel Hammer Site is probably not supportive of a new retail area. According to calculations by Good, Clancy and Associates, a Boston Architecture and Urban Design firm, one new block of retail could need anywhere from 1,000 to 2,000 new households, within walking distance, to support it.¹ This number can vary significantly depending on how much of the retail is supported by people coming to the area and not just the people living within walking distance. As the Steel Hammer site becomes even more connected—for instance, via the North Portland Willamette Greenway Trail and other potential transit improvements—the greater the potential for retail that can be supported.

However, some development costs will be relatively constant (i.e., the price of the land, brownfield remediation, and demolition of existing structures), but other costs will vary depending on what is built and when. For instance, the system development charges (also known as impact fees) and parking requirements vary depending on the use. This, in turn, impacts construction costs. Thus, a generalized level of feasibility is applied to each scenario. The feasibility considers existing market rents for the uses in each scenario and permanent financing obtained after construction and when the income from fully leased spaces has been stabilized.

PHASING

Development will likely occur in phases in order to minimize risk to the developer by preserving income streams and slowly adding infrastructure. Portions of the site might be sold off to developers with different development specialties and in order to help with cash flows. This presents an opportunity for the neighborhood to become involved in the design process and to work with additional developers and create leverage for more beneficial developments for the community. For instance, if portions of the site are being sold to additional developers, one such developer could be a non-profit that will contribute to maintaining the economic diversity in the Cathedral Park Neighborhood by building attainable and affordable housing.

Many new multi-family buildings contain ground floor units that have higher ceilings so they can be converted to retail spaces when the market conditions become favorable. In many of these instances, the ground floor units will first open as live/work spaces with the idea that they can be easily remodeled over time. A benefit of the flexible live/work concept specific to the Cathedral Park Neighborhood is its ability to create more opportunities for craftsman/artisanal employment trends to continue. The CW team has thus applied this concept in each design scenario.

In addition to flexibility, physical areas of the site may also be built phases. Since the site already has existing uses, it will make sense for a developer to maintain those uses and receive an income from the rents while simultaneously building something new elsewhere on the site. The railroad tracks and the required Willamette Greenway trail indicate that the additional infrastructure costs will create an incentive to wait before developing the riverward half of the site. This leaves the undeveloped land at the corner of North Richmond and North Crawford as a prime location for the first phase of new development. Building this corner first would allow North Richmond to absorb any traffic impacts of new development. Since North Richmond is wider and less congested than North Burlington, this could benefit the neighborhood. Beyond this key, initial corner, market conditions and other factors will likely decide where development happens next on the 15-acre site.

<table>
<thead>
<tr>
<th>Table 3.1: Regulatory Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>SCHEME A and B</strong></td>
</tr>
<tr>
<td><strong>MAX. HEIGHT</strong></td>
</tr>
<tr>
<td><strong>FAR</strong></td>
</tr>
<tr>
<td><strong>MAX. BUILDING COVERAGE</strong></td>
</tr>
<tr>
<td><strong>MIN. SETBACKS</strong></td>
</tr>
<tr>
<td><strong>LANDSCAPING REQUIREMENT</strong></td>
</tr>
<tr>
<td><strong>MIN. PARKING</strong></td>
</tr>
</tbody>
</table>
In addition to phasing uses, other unique opportunities for phasing can be beneficial for both the Cathedral Park Neighborhood and a developer. Below is a list of unique ways the community can advocate for mutual benefits.

- **“Pop-ups”**: These are most commonly seen in the form of food carts and farmers markets. If portions of the site are likely to sit empty while development is focused elsewhere on the site, the community could negotiate with the developer to have access to the private property for temporary uses. Various food cart pods around Portland are beginning to feature other retail and service spaces in addition to the neighboring carts that offer food and beverages.

- **Craftsman/artisanal spaces**: These are beneficial to tenant and developer. Typically, the tenant will rent a smaller space than what is standardly available in the market, and they will pay more per square foot to do so. The overall cost is cheaper, which removes the very expensive barrier that many small start-up business face when opening a larger retail space. ADX in Southeast Portland and Melrose Market in Seattle are examples.

- **Cohousing - pre-financed**: According to the Cohousing Association of the United States, cohousing is “a type of intentional, collaborative housing in which residents actively participate in the design and operation of their neighborhoods. Cohousing provides the privacy we are accustomed to within the community we seek.” The Sheldon and PDX Commons are important examples. Cohousing could achieve not only the goal for more socio-economically diverse residential development, but also the goal for development that supports diversity in age groups.

---

1. [http://www.cohousing.org/what_is_cohousing](http://www.cohousing.org/what_is_cohousing)
demonstration scenarios

The following three development scenarios serve as examples for how development might occur on the site. Each scheme will present the composition of uses shown on the site (with computed square footage amounts for each use), a general diagram of those uses, and a site plan sketch for that scheme with example images of how key pieces of the development scenario could look. To understand more about how a developer would analyze a development scheme to determine the feasibility of a project, see Appendix X: Development Scenario Pro Formas.

SCHEME A - MID-RISE RESIDENTIAL

The Mid-Rise Residential scheme assumes entirely residential development occurs, as it is the least risky and potentially most profitable use. However, an entirely residential development might take longer overall, as a developer would not want to flood the market.

This scheme is created based on development standards in the EX zone and the St. Johns Neighborhood Plan District. The pie charts in Figure 3.5 show the proportion of different uses on the site at a point in time when the uses are still flexible, and then again once the market can support more of the flexible spaces converting to traditional retail, identified on the map as potential future active uses.

Figure 3.5: Mix of Use Proportions (short-term and long-term) for Scheme A-Mid-Rise Residential (in square feet)
Scheme A: Mid-Rise Residential
The list of potential community benefits that the neighborhood should advocate for on top of the minimum development requirements for Scheme A include the following:

- A mix of housing types, including senior housing, townhomes, apartments, flats, and/or live/work spaces
- Flexible ground floor spaces that could convert to active uses, such as retail, live/work, creative office, or a community use
- Public open spaces and green spaces that make a residential development more attractive both for residents and the public
- Public access to the waterfront that feels inviting and welcoming
- Pedestrian plaza(s) along North Crawford

High quality plazas and green spaces make a residential development more attractive both for residents and to the public.

Standard 12’ paved greenway trail with 2’ buffers

Viewing areas and signage along trail.
Pedestrian plaza(s) along N Crawford could serve as event spaces.

A mix of housing types, including senior housing, townhomes, apartments, flats, and/or live/work spaces, helps to maintain neighborhood diversity.

Flexible ground floor spaces could convert to future active uses, such as retail, creative office, or community space.

Pedestrian accessways can be attractive, green alleyways.
SCHEME B - MID-RISE MIXED USE

The Mid-Rise Mixed Use scheme assumes that the developer recruits a cluster of tenants for office use on the waterfront. The Steel Hammer site is so large that in order to complete development on the site as soon as possible—without flooding the market with any one use—the developer would need to include office space. However, the market tends only to support traditional office space closer to the central business district. Therefore, they would need to identify key anchor tenants to build to their needs. This scheme assumes creative office/industrial uses (for example technology, sportswear or outdoor goods, other production or light manufacturing employment. This is not new to the area—Columbia Sportswear had offices in the Cathedral Park neighborhood until 2003). The scheme also assumes that residential development occurs above office space. The combination of employees during the day and residents returning home at night creates 24-hour activity on the site. This sustained level of activity helps to support retail.

This scheme is created based on development standards in the EX zone and the St. Johns Neighborhood Plan District. The pie charts in Figure 3.6 show the proportion of different uses on the site at a point in time when the uses are still flexible, and then again once the market can support more of the flexible spaces converting to traditional retail.

Figure 3.6: Mix of Use Proportions (short-term and long-term) for Scheme B-Mid-Rise Mixed Use (in square feet)
Scheme B: Mid-Rise Mixed Use

- CORNER PLAZA CREATES GATEWAY
- GREENWAY TRAIL WITH BEACH ACCESS
- CREATIVE OFFICE/EMPLOYMENT SPACES ALONG TRAIL
- SURFACE PARKING BUFFERS RAIL & INCLUDES STORMWATER TREATMENT
- NEW STREET TO MAINTAIN BLOCK LENGTH
- FLEXIBLE GROUND FLOOR SPACES
- CORNER PLAZA CREATES GATEWAY

Development Scenarios
The list of potential community benefits that the neighborhood should advocate for on top of the minimum development requirements for Scheme B include the following:

- Office uses provide as many publicly-accessible plazas or open spaces as possible, and a higher quality trail with play spaces and varied user experiences achieves a welcoming and inviting interface with development.
- Ground floor spaces on North Crawford start out residential (flats or live/work) but remain flexible to accommodate future active uses.
- Any surface parking is sited near the rail as a buffer and includes stormwater treatment. There is also an opportunity to site office uses along rail since they are a day use minimally impacted by noise.
Light industrial or manufacturing uses provide employment without offsite environmental impacts associated with heavier industry.

Creative office spaces can provide inviting, attractive spaces along the waterfront trail, potentially encouraging small retail spaces to serve employees.

Office or light industrial uses can be sited adjacent to the railway tracks, as the buildings are not inhabited at night.

Craft or Maker space is growing in popularity in Portland and would reflect the history of the area.
SCHEME C - MIXED-HEIGHT MIXED USE

The Mixed-Height Mixed Use scheme assumes that the developer will proceed with the site as a mixed-use urban neighborhood center and with expanded height limits. It assumes creative office/industrial uses, like technology, sportswear or outdoor goods, other production or light manufacturing employment like food and beverage manufacturing, with residential above some of the floors. The combination of day and evening activity will also support retail. The increased height benefits could mean that a developer-provided community space becomes feasible.

This scheme is created based on development standards of the EX zone only (or comparable from the Mixed Use designation) and assumes no additional requirements from the St. Johns/Lombard Plan. This means a greater height limit of 65’ (75’ with bonuses) and FAR of 3:1 or 4.5:1. The pie charts in Figure 3.7 show the proportion of different uses on the site at a point in time when the uses are still flexible, and then again once the market can support more of the flexible spaces converting to traditional retail.

Figure 3.7: Mix of Use Proportions (short-term and long-term) for Scheme C- Mixed-Height Mixed Use (in square feet)
Scheme C: Mixed-Height Mixed Use
The list of potential community benefits that the neighborhood should advocate for on top of the minimum development requirements for Scheme C include the following:

- Orientation of taller buildings in “bars” perpendicular to the river to protect neighboring views while also providing views for occupants of new development
- Higher-quality or greater quantity of amenities contingent upon allowance additional height
- Separated use trail (separate, marked areas for pedestrians and cyclists)
- Viewpoint off the trail, as recommended by the St. Johns/Lombard Plan
- Dedicated open space near the trail for public to enjoy (higher heights can mean smaller building footprints)
- Potential pedestrian overcrossing above rail.
- If structured parking is proposed, it should be sited along rail. Suggest soundproofing walls where possible. This applies to other buildings with walls in proximity to rail as well

![Building heights can “step back”, with taller buildings oriented to protect views from the hillside while also encouraging a mix of housing types](image1)

![A viewpoint along the greenway trail](image2)

![Taller building forms can create wide and welcoming pedestrian accessways](image3)

![An attractive pedestrian streetscape including attractive, high-quality furnishings](image4)
A pedestrian overcrossing above the railway line, while expensive and potentially difficult to negotiate, may be an option worth exploring.

The greenway trail can expand at certain points to create public plaza spaces or green spaces with art or interpretive signage, helping to create a sense of place.

A "separated use" trail is an option for trail design that provides two paved areas - one for cyclists and one exclusively for pedestrians.

Development may eventually be able to support a community space and/or small market for daily goods.
IN ALL SCHEMES

The team recommends that certain elements of development should occur for all schemes:

• Green streets: development incorporates bioswales, planters, street trees, and pervious surfaces wherever possible.

• Traffic calming: curb extensions, on-street parking, and planted curb bump-outs help to slow traffic and create a safe pedestrian environment.

• Buffer between railway and development: to mitigate railroad noise impacts, development is buffered from the railway by green space, parking, or service space. If buildings front on the railway, any adjacent walls include soundproofing. All at-grade railroad crossings are signalized, increasing the viability of a railroad quiet zone in the area.

• Pedestrian-oriented streets: wide sidewalks, street seating, ground-floor windows where appropriate, and active uses at street level - especially corners - are included where possible.

• Clear and well-connected pedestrian access: it is clear what pedestrian pathways connect to, and public accessways feel distinctly public, not unwelcoming or private.

• Protected views: while heights below four stories do not significantly impact views for existing residences, building heights greater than four stories are sited to protect views from the hillside.

• Mix of housing types: senior housing, townhomes, flats, condos, and other housing types and densities cater to a diverse set of needs. On a site this size, a mix of housing types will help to create and sustain a community.
Development Scenarios

A safe and comfortable pedestrian environment with green accessways/alleyways and traffic calming features

Cafe seating along the street creates a sense of place and interest

Green street design including stormwater planters
Part 4. Next Steps

The Cathedral Park Neighborhood’s thorough and documented public engagement process surrounding the Steel Hammer Site is a powerful tool to influence future development from multiple leverage points. This section outlines specific objectives for each goal and describes key areas where the neighborhood has significant leverage, including City processes, conversations with developers, and grants and other incentives.
The planning team identified several specific objectives—listed below—that help us to envision specific actions that could achieve the twelve goals and support an overall vision for the site.

### SENSE OF PLACE

**Goal 1:** Development fosters a sense of place and creates a neighborhood-level destination.

Objectives:

1.01 Development design incorporates and reflects characteristics of the surrounding neighborhood, including natural landscaping, industrial working class roots, and the river.
1.02 Neighborhood history is celebrated through design elements and interpretive signs.
1.03 Public space on the site is a key element of the overall design, and creates a sense of welcome.
1.04 Features of site plan are linked to existing amenities such as Cathedral Park.

**Goal 2:** Development includes a mix of uses that complement one another.

Objectives:

2.01 Building design should incorporate flexibility for future adaptation between residential and commercial space.
2.02 Long-term site development includes multi-family residential and townhouses, retail shops and eateries, and employment areas.

### THRIVING, DIVERSE COMMUNITY

**Goal 3:** Residential development actively maintains socio-economic diversity in the Cathedral Park neighborhood.

Objectives:

3.01 The cost range of available housing reflects the range of existing neighborhood household incomes. At least one third of new rental housing should therefore remain affordable to families at twice the poverty level or less.\(^1\) 15% should remain affordable to families at or below the federal poverty level.\(^2\)
3.02 New housing of all varieties should be well managed and maintained.

---

\(^1\) 33.2% of people within the three study census tracts make twice the poverty level or lower—in 2015, that means a gross monthly income of $4,042 for a family of four. The conventional consideration for housing “cost burden” is over one third of household income, meaning that a home for a family of four would be need to be currently priced at $1,347 a month or less.

\(^2\) 15.2% of people within the study area make less than the federal poverty level—in 2015, that’s a gross monthly income of $2,021. An affordable monthly rent or mortgage cost for this family would be $673, which would generally need to be subsidized.
THRIVING, DIVERSE COMMUNITY (CONTINUED)

Goal 4: Development provides spaces for jobs and entrepreneurial activity, in balance with residential development.

Objectives:
4.01 Employment-related uses are included in the site plan.
4.02 Low-cost entrepreneurial opportunities and affordable commercial space are given high priority.
4.03 Impacts of commercial development, especially transportation, noise, and air quality impacts, are mitigated.

Goal 5: Development and amenities support and foster diversity in age groups.

Objectives:
5.01 Long-term site plan includes features and housing types that appeal to young families, with a high priority on places for outdoor play.
5.02 Long-term site plan includes senior-friendly housing.

CONNECTED, ACTIVE NEIGHBORHOOD

Goal 6: The greenway trail is a defining feature of new site development and is implemented early, and with high-quality amenities.

Objectives:
6.01 Trail should be implemented during the first stages of new development on the North Crawford Site, even if the first new construction is on a tax lot north of the railroad line.
6.02 The trail should be implemented with places for pedestrians to enjoy views and natural areas separate from oncoming bicycles.
6.03 New development will be oriented toward the trail and the river, rather than isolating the trail.
6.04 Amenities such as benches, public art, and publicly accessible restrooms should be included.

Goal 7: Site development is pedestrian oriented.

Objectives:
7.01 Pedestrian safety is protected on edges of the site, as well as between developments on the site itself.
7.02 Pedestrian comfort is supported through lighting, street trees, and pedestrian-oriented design.
Goal 8: Development includes infrastructure improvements for the surrounding neighborhood.

Objectives:
8.01 Auto traffic impacts on neighboring streets are mitigated through traffic-calming and other measures.
8.02 Streets connecting to the site are improved for pedestrians, with better crossings and sidewalks.
8.03 Water and sewage system improvements receive direct funding from developer.
8.04 Improved transit service is accommodated within a block of new site development.
8.05 Improved railroad crossings include signals. Railroad overcrossing should be explored, if feasible, and access improvements should be delivered before full development of land between river and railroad.

Goal 9: Views of nature and local landmarks are protected for residential neighbors and in public viewsheds.

Objectives:
9.01 Site design provides multiple on-site areas where views of nature, the river, and bridge are publicly accessible.
9.02 Analysis of future views from homes uphill on North Edison and above will retain visibility of natural areas and St. Johns Bridge.
9.03 Green roofs or ecoroofs are implemented, particularly where rooftops may be in view of existing neighbors.

Goal 10: Development mitigates railroad noise, prioritizing impacts on residential development.

Objectives:
10.01 Do not construct residential use buildings within 150-200 feet of railroad line.
10.02 A soundproof wall can be constructed near the railroad line as a noise and vibration buffer. The wall is decorated with art, vegetation, or room for creation of new art.
10.03 Use enclosed balconies for residential development facing the railroad line. Developer should invest in noise mitigation measures in building construction.
10.04 Parking and vegetation is sited closer to rail as buffer.
10.05 Position industrial, parking, or green spaces closer to rail, rather than homes.

Note: Current analysis of building heights shows that most western views are minimally impeded for homes on Edison and other uphill locations, and that the site preserves or improves upon views available to the public of the St. Johns Bridge and natural areas.
HEALTHY ENVIRONMENT

Goal 11: Development improves local air, soil, and water quality.

Objectives:

11.01 Air pollution from stationary uses on the site will cease.
11.02 Brownfield remediation of soil and water will meet or exceed standards for residential land within 5 years and decisions will be made with local health and environmental conditions as the top priority.
11.03 Stormwater is treated on site.
11.04 The land within the greenway overlay zone will be fully restored to natural conditions within 5 years, with habitat and water quality as top priorities.
11.05 Landscaping outside the greenway overlay zone will be designed to optimize wildlife corridors for native species and to reduce the urban heat island effect (which exacerbates air pollution).

Goal 12: Development will include trees, generous planting areas, and well-designed landscaping.

Objectives:

12.01 Street trees and generous natural landscaping will be incorporated into site design.
12.02 Site development will include publicly accessible and welcoming pockets of open space.

Community partners working to plant street trees. Source: friendsoftrees.org

An impressive example of a public private partnership leveraging funds to redevelop a brownfield is the Dahlia Square project in Denver, Colorado. Source: epa.gov/brownfields
The Cathedral Park Neighborhood Association can influence the development of the Steel Hammer Site (and other future developments) and achieve the goals and objectives through three major pathways: City processes, direct negotiation with the developer, and leveraging community resources. It is essential to understand each of the three avenues and how they work together. Rather than choosing one route to take, a suite of strategies is most likely to be effective. As illustrated in Figure 4.1, CPNA can leverage their resources with government actors and the developer to influence the future of the Steel Hammer Site. Using a combination of these resources, the CPNA can leverage influence in public processes during key periods of land use review, negotiate directly with the developer for community benefits, and lend support to grant applications that may also address community goals.

**Figure 4.1: Community resources in relationship to developer and government resources**

**Community Resources**
- Public comment
- Land use review
- Protest vs community support
- Local knowledge

**Developer Resources**
- Capital
- Land ownership
- Property rights

**Government Resources**
- Subsidies
- Zoning decisions
- Eminent domain

**COMMUNITY BENEFITS AGREEMENT**
A legally binding agreement between community organization and developer(s) to provide specific community benefits in exchange for support or non-opposition to a project.

**DEVELOPER AGREEMENT**
An agreement to provide government resources, such as direct subsidies, for a particular development project to happen.

**COOPERATIVE AGREEMENT**
An agreement to align government resources and community resources to leverage certain benefits from development projects.
For each of these three aspects, it is also important to continue building the organizational capacity of CPNA through outreach methods and partnerships, following guidelines outlined in The Toolkit. With a stronger coalition, each method is also stronger. Options such as a legally binding Community Benefits Agreement may be beyond the neighborhood association’s current capacity, but with a coalition of other partners and continuing engagement of the neighborhood’s full diversity, CPNA would be much closer to making such negotiated agreements a viable reality.

**CITY PROCESSES: REGULATORY FRAMEWORK AND POINTS OF INFLUENCE**

- Provide comments, testimony and letters as part of the Design Review
- Provide comments, testimony and letters as part of the Greenway Review
- Provide comments, testimony and letters as part of the Zoning Map Amendment
- Build relationships with City staff (in particular the District Liaison, Mixed Use Zones Project staff)
- Meet with the North Portland Land Use Group (NPLUG)
- Meet with the Citywide Land Use Group (CLUG)
- Build coalitions with adjacent neighborhoods through the North Portland Neighborhood Services and Office of Neighborhood Involvement
- Work closely with the staff planners at the Bureau of Development Services

**DEVELOPER NEGOTIATION**

Negotiating with developers can range from informal conversations to legally binding Community Benefits Agreements.

- Engage with the developer early in the process to start conversations, gather information, and build the foundation of a productive relationship
- Invite the developer to CPNA meetings where all neighbors can be involved, ask questions, and provide feedback
- Continue conversations with developer throughout the process to keep up to date with what they are planning. (Check in regularly with publicly available information on their status in securing zoning changes and permits. See pages XX in The Toolkit)
- Negotiate with developer around CPNA providing support (or opposition) at key points in City processes
- Negotiate a legally binding Community Benefits Agreement
- If the developer is working in phases, keep track of the percentage of uses, continue monitoring to ensure follow through on agreed upon standards
COMMUNITY RESOURCES

• Apply for grants such as Metro’s Community Enhancement Grants and Nature in Neighborhoods grants to further enhance public spaces
• Work with community partner organizations such as Friends of Trees and East Multnomah Soil and Water Conservation District to add native plants or work with Regional Arts and Culture Council (RACC) to install public art and/or wayfinding signage
• Involve local artists and craftspeople to install interpretive signage and art.
• Increase focus on engaging a diverse community base, using resources provided in the Toolkit, to capture voices and perspectives not currently represented in neighborhood association activities
• Work with community partner organizations such as npGREENWAY and American Trails which provide resources for volunteer efforts on trail work
• Work with the Bicycle Transportation Alliance, Friends of Trees and East Multnomah Soil and Water Conservation District to add native plants or work with RACC to install public art, wayfinding signage along the trial. Portland Parks and Recreation also has some funding available for community organizations interested in enhancing trails

Please refer to the Toolkit, Page XX, for more grant information.

Design Review hearings and other City processes provide opportunities for neighborhood input into development proposals.
Source: oregonlive.com

Next Steps
points of influence within city processes

Of the three strategies, City processes offer the greatest short-term ability to influence the future of the Steel Hammer Site. These development review processes—design review, greenway review, and zoning map amendment—are outlined below. Zoning map amendments are particularly important for the Steel Hammer Site, but The Toolkit covers other types of development review that a developer’s actions could trigger.

DEVELOPMENT REVIEW CATEGORIES

Design Review. Design review is required because of a zoning overlay applied to the Steel Hammer Site. This review process is a key area to advocate for a range of objectives related to the development’s design and its physical relationship to the neighborhood context. Remember that design decisions can be critical to factors such as mitigating railroad noise.

Greenway Review. The Greenway Overlay on tax lots on the riverward side of the railroad tracks will trigger a Greenway Review, where development must be shown to comply with these standards. This is a key area to advocate for trail design and environmental objectives.

Zoning Map Amendment. A change in zoning has drastic influence over the density of allowed development. The St. Johns Neighborhood Plan prohibits residential development in EG1 and EG2 zones. Therefore, a developer would be likely to apply for a zoning map amendment in order to make residential development possible.

Figure 4.2 illustrates the number or residential units (assuming 1000 sq. ft. of developed building per unit, inclusive of hallways and other common areas), under various zoning scenarios and development assumptions. Figures for the Mixed Use Zones (CM1, CM2, CM3, and CE) are based on the May 21, 2015 Concept Report and may vary by future changes to the zoning code. “Half Residential” options show the projected capacity if half of potential square footage is allocated to commercial or other uses.

Any change from EG1 and EG2 to one of these zones, even under a scenario where only half the residential capacity is used, represents a substantial change that will influence the future of the surrounding neighborhood. CPNA should determine how the developer can mitigate any negative impacts in line with identified neighborhood goals and maximize positive changes. Further advice on effective testimony and building a coalition to illustrate that testimony is rooted in broad community concerns is found within the Toolkit.
Figure 4.2: Capacity for residential units under various zoning scenarios
A future zone change should not be taken for granted, even with the proposed Mixed-Use Urban Center designation currently mapped for the site. Residents of the Cathedral Park Neighborhood have the opportunity to inform the selection of an appropriate zone or zones, and, by extension, inform the parameters on development. Considerations for an appropriate zone choice include:

- Do the uses allowed by the zone include uses identified in community engagement efforts as appropriate for the site?
- What scale of development may be permitted under various scenarios, and can the site support the intensity?
- Will the zone excessively constrict development that would be supported by the site and fail to produce certain uses or features identified in the goals?
- Does the zone include additional requirements for land use review?
- Do performance bonuses associated with a zone possibly support community needs?

The Mixed-Use Zones project continues to explore development and design standards, including building mass and form, design concepts for outdoor spaces, and pedestrian-oriented design. However, details about the code itself will remain uncertain until at least summer of 2015, and zoning changes are not likely until at least 2016.

The developer’s timeline influences the range of zoning options that are technically and legally available. As the flowchart in Figure 4.3 illustrates, if the developer chooses to submit permits for the Steel Hammer Site before the revised Comprehensive Plan is adopted by City Council—including updated citywide zoning and a complete zoning code for the Mixed Use Zones project—they will be bound only by present conditions. However, the developer can still apply to have the Steel Hammer Site’s zoning changed prior to the adoption of the revised Comprehensive Plan.

If the developer acts before 2016, it is likely that they will request to change the zoning from the current zoning EG1 and EG2 to the current Comprehensive Plan designation, EX. EX would allow greater lot coverage and height. Most importantly, EX would allow residential development, which is presently restricted on EG1 and EG2 by the St. Johns/Lombard Plan. EX allows for more intense development than may be appropriate for the site without mitigating factors. Improvements to transportation, environmental quality, design strategies, and community stability would all be warranted with this significant increase in development potential. Before supporting such a zoning change, the neighborhood association and allies should seek a binding commitment to the specific mitigating goals and objectives outlined in this plan.

If the developer waits until after adoption of the revised Comprehensive Plan, it is likely that the current zoning (EG1 and EG2) may remain on the site even as the long-term Comprehensive Plan designation is updated to Mixed-Use Urban Center. The developer would then likely advocate for application of one of the new mixed use zones, which, like EX, would allow more density and residential development than present conditions allow.
Under the current draft of the Mixed-Use Zones concept, an application of CM1 between the railroad tracks and river and CM2 along North Crawford would come closest to providing for the development schemes presented in this project. Nevertheless, mitigating factors for transportation access, environmental health, design strategies, and community stability would still be necessary in order for the site and surrounding context to support the increased density and residential development. Figures 4.4 and 4.5 show potential scenarios involving the future mixed use zones.

*If a developer wants to start*

**today**

- Comp Plan: EX(d)
- SJ Plan District
- Zone: EG1,2

**21 days**

- Developer applies for a change to have comp plan as zone
- NEIGHBORHOOD input during comment period
- EX(d)

---

Figure 4.3: Potential zoning change process (if the developer acts immediately) and leverage points for the neighborhood. This is the most likely scenario.
Figure 4.4: Potential zoning change process (if the developer waits until 2016-2017) and leverage points for the neighborhood. This is a less likely scenario.
Figure 4.5: Potential zoning change process (if the developer waits until much later in the future) and leverage points for the neighborhood. This is a highly unlikely scenario.
next steps

BALANCING MULTIPLE GOALS

Of the twelve goals, some are more likely to be achieved without pressure from CPNA, either through requirements built into City processes, or because the developer is likely to implement them on their own. Of the twelve goals, two received unanimous support when the CW Team polled CPNA members at a May 2015 meeting: building the greenway trail early in the development process and protecting views. The greenway trail will be required by any development on the riverward half of the site, but CPNA may need to advocate for it to be built if the developer plans to build the upper half before touching the lower half of the site. CPNA is unlikely to need to advocate for height restrictions, as these already exist.

Other goals, while they may require more work and discussion amongst neighbors, may yield more impactful long-term results for the future character of the neighborhood. The Neighbor’s Scorecard, provided on page 28 of The Toolkit, can be used to evaluate a development proposal to see if it meets the goals, objectives, and certain regulatory requirements. Even after continued negotiation and many iterations of a development proposal, not every box may be checked. However, the scorecard can show whether there is a balance between goal areas, or if most benefits have been concentrated in a single topic area.

IMMEDIATE ACTIONS

• Now is the time to influence the zoning map amendment process with the City.
  ◊ Attend meetings (a Community Advisory Group for the Mixed Use Zones project meets monthly).
  ◊ Provide comment, either through oral testimony, or in writing, the zoning map proposals as they are presented, estimated for Fall 2015.
• Closely monitor for the beginning of any review process, especially a zone change. Once a process has started, there will be a set number of days in which CPNA can mobilize members to write and deliver testimony.
  ◊ Develop clear communication methods with CPNA membership so that people are ready to respond quickly, making use of the new CPNA blog, but also email and networks between organizations.
• Lay the foundation for a productive relationship with potential developers to allow a wide range of neighbors to have a voice in future development efforts.

ONGOING ACTIONS

• Develop a collaborative relationship with City staff and continue to communicate community interests.
• Engage in new outreach methods, particularly door-knocking and event outreach, to increase CPNA’s reach to a diverse range of neighbors.
• Build partnerships and alliances with community organizations (e.g., schools, religious institutions, other community groups, or other neighborhood associations) to develop a coalition of neighbors who are interested in influencing development for positive change.

FUTURE ACTIONS

• Monitor development proposals against community goals and technical requirements. Use the evaluation tools in the Toolkit to help neighbors discuss development proposals.
• Apply for grants that advance neighborhood interests as part of new development.
• Continue building capacity among CPNA members to evaluate development proposals and anticipate future projects in the neighborhood.
In anticipation of impending development on the Steel Hammer Site, CPNA enlisted a team of student planners to help create the Cathedral Waterfront Plan, a strategy for engaging future development. In creating this plan, the CW Team did extensive research and interviews as well as a multi-stage community engagement process, which generated 12 community goals and three demonstration scenarios for how those goals might be met through development.

Figure 4.6 illustrates the steps that have taken place as of June 2015 and the steps that are to come as CPNA continues to advocate for community interests with the development of the Steel Hammer Site. As a developer firms up plans and moves forward with the formal process, CPNA will build leverage through engaging the membership, City contacts, and other community groups. CPNA should continue to work with developers directly as well as participating in the regulatory process at key points. After an agreement has been reached, CPNA will need to closely monitor implementation and continue to advocate during phased development and after completion. Throughout the process, CPNA should continue to engage members to ensure that the stated goals evolve through future demographic shifts, site ownership progress, and regulatory changes. This process of community engagement and developer negotiations should serve as an example to inform CPNA’s approach to future development in their community.

summary & conclusions
acknowledgements

While we want to thank every single person who took the time to be involved in this process, the following individuals provided critical information and support to our team’s process, and this report would not be what it is without their generous spirits. Thank you for your willingness to share your physical space, services, technical expertise, and/or resources!

CATHEDRAL PARK NEIGHBORHOOD ASSOCIATION BOARD

Cole Grisham
Doug Larson
Dan Riordan
Jennifer Vitello
Hilary Smith

PORTLAND STATE UNIVERSITY ADVISORS

Sy Adler
Susan Hartnett
Marisa Zapata

EXPERT INTERVIEWS & OTHER SUPPORT

Maya Agarwal & Emily Roth, Portland Parks and Recreation
Brooke Berglund, Port of Portland
Rodney Bender, Johns Community Garden
Jenn Bildersee, Portland Bureau of Environmental Services
Alex Dupey, Jonathan Pheanis & Ryan Mottau, MIG Inc.
Jeremy Finkle, Portland Bureau of Transportation

Tom Griffin-Valade, North Portland Neighborhood Services
Brian Hoop, Office of Neighborhood Involvement
Zackary Hunter, Oregon Department of Transportation
Mary Jaron Kelly, North Portland Neighborhood Services
Tom Karwaki, University Park Neighborhood Association
Patrick Kessi, PHK Development Inc.
Gayle Larson, for providing Spanish translation services
Leslie Lum, Bureau of Planning and Sustainability
Guillaume Lynn, for superb aerial photography
Doug Macy, Mike Zilis, & Ken Pirie, Walker Macy
Gayla Patton, St. Johns Review
Shawn Rapp, Oregon Department of Environmental Quality
Alex Steinberger & Scott Fregonese, Fregonese Associates
Bob Thompson & Mark Person, Group Mackenzie
Barbara Quinn
Larry Simmons
Tom Stubblefield
Chris Wamsley
Occidental Brewing Company
Oregon Historical Society
Tri-County Sign Language Interpreting Inc.
The Cathedral Waterfront Planning Team from Portland State University’s Master of Urban and Regional Planning Program (left to right): Michelle Anderson, Mathangi, Murthy, Rosa Lehman, Saumya Kini, and Violet Brown.