1. Approach of the Project

A. Initiating and Scoping the Project

Work began on the McCormick and Baxter Site Reuse Assessment in November 1999. The City of Portland Bureau of Planning coordinated the project under contract with EPA. It is one of ten pilot projects being implemented around the country to launch the Superfund Redevelopment Initiative, EPA's national effort to work with communities in facilitating the return of Superfund sites to productive use. EPA provided funding for this project.

While the Superfund program's primary mission is to cleanup the nation's worst hazardous waste sites, the Redevelopment Initiative focuses attention on their reuse after cleanup. "Through this initiative, we will create jobs and encourage economic redevelopment in communities that are saddled with old abandoned hazardous waste sites," said EPA Administrator Carol M Browner, announcing the pilot projects in July 1999. Contaminated sites tend to pose unique challenges for redevelopment, which benefit from focused planning efforts. An additional advantage of reuse planning efforts is to help EPA design soil caps and other clean-up remedies to be consistent with predicted future uses.

Types of activities funded through the Redevelopment Initiative include assessment of alternative uses, technical analysis of reuse issues, public outreach, facilitation services, support for advisory committees, and inter-governmental coordination. Project funds cannot be used for rezoning actions, infrastructure financing, recruitment of developers, or land acquisition.

Predicting the future use of the site, which is one of EPA's goals for the reuse assessment, poses an intricate challenge: no specific development proposals are on the table; market potential exists for a variety of uses; economic obstacles are expected to prevent private investment in redevelopment for many years; the eventual reuse decisions will be shaped by various stakeholders (e.g., city zoning authorities, the property owner, lien holders, the developer); and the scope of this project does not include tools to implement a land use prediction. Given these circumstances, a multi-faceted approach was selected to both recommend and reasonably anticipate the site's future use.

The Bureau of Planning proposed a project work plan to EPA as part of its grant application, which EPA approved in October 1999. The primary elements of the work plan are as follows:

- Technical analysis of the environmental, legal, infrastructure, and economic conditions that influence the site's development potential;
- A facilitated process to involve stakeholders and the interested public to learn about, propose, and evaluate possible uses for the site;
- Newsletters, public meetings, media announcements, and other outreach activities to provide information and invite participation in project recommendations;

- Reuse recommendations for the site.

Early public involvement efforts were carried out to explain and ask for feedback on the proposed work plan and who should be involved. In November 1999 and January 2000, Bureau of Planning staff made presentations at the meetings of interested community organizations: Friends of Cathedral Park Neighborhood Association, University Park Neighborhood Association, Peninsula Coordinating Council, and North Portland Business Association. Project fact sheets were prepared and distributed at these meetings.

B. Analyzing the Site's Redevelopment Potential

Inter-bureau staff and consultants prepared a series of reports examining different aspects of the site's redevelopment potential. Their analysis was compiled in the *McCormick & Baxter Reuse Assessment Project: Background Report*. This technical analysis provided both an educational resource for stakeholders participating in the project and a factual basis for evaluating and recommending uses.

Although the site is in a 'heavy industrial' zone within the Portland Zoning Code, a wide range of possible uses were considered. These included marine-related industry, manufacturing, warehousing/distribution, industrial services, multi-tenant offices, retail, local services, lodging, single- and multi-dwelling residential, university facilities, commercial recreation, parks/athletic fields, and open space.

The Bureau of Planning prepared an overview of the physical setting, site history, surrounding uses, zoning, public services, and related planning projects. Maps were included showing the site and vicinity, utilities and existing structures, topography, floodplain, and zoning districts. The Bureau of Water Works, Bureau of Environmental Services (BES), and Fire Bureau submitted information and comments about the adequacy of services and infrastructure to support future uses at the site.

The Portland Office of Transportation analyzed the capacity of the transportation system to support alternative uses. This work addressed current transportation conditions, traffic volumes and forecasts, pertinent transportation policies, transit access, and trip generation from alternative uses. Given the substandard condition of existing assess streets and potential for significant neighborhood traffic impacts, engineering analyses and cost estimates of needed improvements were prepared on four alternative access routes to the site.

Hahn and Associates, an environmental consulting firm, was retained to identify site constraints related to contamination and cleanup. In coordination with BES and DEQ, Hahn and Associates prepared a report describing site contamination, the risk assessment and clean-up remedies of the Superfund project, and the related constraints anticipated for site development (e.g., on excavation, building construction, riverfront development, and land uses).

The Oregon Department of Environmental Quality (DEQ) and the Portland City Attorney's Office provided information on contamination liabilities, liens, and other legal

requirements. The Bureau of Planning and Office of Planning and Development Review prepared information on existing zoning requirements and the process and approval criteria for amending zoning requirements. A title report was also obtained for the property.

E.D. Hovee and Company, an economic consulting firm, was retained to prepare a market feasibility assessment of potential uses. Demographic, socioeconomic, and real estate data was compiled pertinent to the Portland metro area and North Portland submarket. Alternative development scenarios were evaluated based on market opportunities, conditions for market feasibility, and other factors of development potential.

C. Evaluating Possible Uses and Developing Recommendations

The McCormick and Baxter Site Reuse Advisory Committee was formed to develop reuse recommendations that represent a broad range of stakeholder interests. EPA provided an independent facilitator, Hallmark Pacific Group LLC, to help design and conduct an effective public process for developing reuse recommendations.

The Committee was made up of the property owner, nearby landowners, representatives of community organizations, and City of Portland staff. The Committee members, intergovernmental advisors, and consultants who participated in the project are listed in Figure 2. Letters to explain the project and recruit Committee members were mailed in January 2000 to the property owners within 400 feet of the site, including approximately 30 houses along the top of the bluff overlooking the site. Representatives of EPA, DEQ, the Port of Portland, and the Portland Brownfields Showcase asked to be considered technical advisors and be kept informed of the progress of the project, rather than serve as Committee members.

Between February 2000 and April 2001, the Committee held eleven meetings. A synopsis of the Committee meetings and project open houses is provided in Figure 3. Summary notes of these meetings are included in Appendix 2. The Committee decided at their second meeting to make their decisions by consensus, rather than voting, as described in the Committee's Working Agreement that was signed by each member (see Appendix 1). The working agreement specified that, if no consensus were reached, a Bureau of Planning recommendation would be developed, giving consideration to the differing perspectives of individual members.

Most of the first four Committee meetings (February and March 2000) consisted of educational presentations by the technical advisors for the project and follow-up questions and discussion. Early drafts of the reports and information prepared for the Background Report were presented at these meetings. The completed Background Report incorporated revised drafts following the Committee's questions and feedback. Summaries of related planning documents, including the *North Beach Vision and Action Plan,* were also distributed to the Committee.

Figure 2. Advisory Committee and Technical Advisors

McCormick and Baxter Site Reuse Advisory Committee

Property Owner	
McCormick and Baxter Creosoting Company	Charlie McCormick
Neighboring Landowners	
Edgewater Condominium Association	Shirley Schiller
Metro Parks and Greenspaces	Nancy Chase
Residential neighbor on bluff and alternates	Greg Babcock, Tom Finlayson Mark Flatner, Alex Jones
Triangle Park LLC	Steven Shain
Union Pacific Railroad	John Trumbull
University of Portland	Dr. Roy Heynderickx
Community Organizations	
40 Mile Loop, Portland Audubon	Pam Arden
Friends of Cathedral Park Neighborhood Association	Bev Wilson
Friends of North Beach	Tom Kloster
North Portland Business Association	Michael Fitz
University Park Neighborhood Association	Cathy Crawford
WAKE UP	Ron Hernandez
City of Portland	
City of Portland Bureaus	Deborah Stein
Portland Development Commission	Michael Ogan
Facilitator	
Hallmark Pacific Group, LLC	Elaine Hallmark

Technical Advisors

Oregon Dept. of Environmental Quality	Bill Dana, Charlie Landman, Kevin Parrett
U.S. Environmental Protection Agency	Al Goodman
Portland Bureau of Planning	Sallie Edmunds, Steve Kountz, Lee Rahr
Portland Office of Transportation	Laurel Wentworth
Portland Bureau of Parks and Recreation	George Lozovoy, David Yamashita
Portland Bureau of Environmental Services	John O'Donovan
Portland Office of City Attorney	Jan Betz
Portland Office of Planning and Development Review	Kate Green
E.D. Hovee & Company	Eric Hovee
Hahn and Associates	Robert Ede
Consulting transportation engineer and planner	Robert Bernstein, P.E.

Figure 3. Synopsis of Project Meetings

Meetings	Agenda topics
Committee organization	
Committee Meeting 1, 2- 3-00	▪ Overview of Superfund Project, Bill Dana, DEQ ▪ Review project purpose, scope, and meeting schedule ▪ Review committee working agreement
Presentations on reuse opportunities and constraints	
Meeting 2, 2-17-00	▪ Review revised committee working agreement ▪ General site characteristics ▪ Contamination and cleanup constraints on reuse, Rob Ede (Hahn and Associates) and Bill Dana (DEQ)
Meeting 3, 3-2-00	▪ Mortgages, contamination liability, and other legal constraints, Charlie Landman (DEQ) ▪ Zoning, public services, and related planning projects
Meeting 4, 3-16-00	▪ Transportation analysis and needed improvements, Laurel Wentworth (Portland Office of Transportation) ▪ Market feasibility analysis for reuse, Eric Hovee (E.D. Hovee & Co.)
Develop reuse criteria and scenarios	
Meeting 5, 4-13-00	▪ Recreation and open space potential, George Lozovoy (Portland Parks & Recreation), Nancy Chase (Metro Parks & Greenspaces) ▪ Understand interests of participants ▪ Develop criteria for reuse that would support a consensus
Meeting 6, 4-20-00	▪ Review draft reuse criteria ▪ Develop reuse scenarios for further study and public review
Public review and further study of scenarios	
Meeting 7/ open house, 5-4-00	▪ Review and comment on site opportunities and constraints, draft reuse criteria, draft matrix evaluation of uses, and draft scenarios
Open house, 5-9-00	▪ Review and comment on site opportunities and constraints, draft reuse criteria, draft matrix evaluation of uses, and draft scenarios
Meeting 8, 5-18-00	▪ Zoning issues, Kate Green (Planning and Development Review) ▪ Market feasibility of reuse scenarios, Eric Hovee ▪ Review draft concepts for committee recommendations
Planning Commission 5-23-00	▪ Briefing and comments on project, site opportunities and constraints, reuse criteria, and reuse scenarios
Open house, 5-27-00 & 6-1-00	▪ Public review of, and comments on, site opportunities and constraints, reuse criteria, and reuse scenarios
Develop reuse recommendations	
Meeting 9, 6-15-00	▪ Traffic analysis of reuse scenarios, Laurel Wentworth ▪ Discussion of draft recommendations the Committee will support
Meeting 10, 7-11-00	▪ Discussion of draft recommendations the Committee will support
Subcommit-tee, 8-30-00	▪ Optional meeting for Committee members to resolve outstanding issues on reuse recommendations
Meeting 11, 4-5-01	▪ Update of progress since last meeting ▪ Discussion of draft recommendations by Bureau of Planning

The Committee took the following steps to arrive at reuse recommendations:

- Understand the environmental, legal, infrastructure, and economic conditions that influence the site's development potential.
- Incorporate each other's concerns into a list of reuse criteria that would support a consensus recommendation.
- Propose and discuss a range of reuse ideas and site plans.
- Select three to four reuse scenarios for public review and further study of market feasibility and traffic impacts;
- Propose and discuss recommendations that the entire Committee would support.
- Attempt to develop consensus recommendations.

The results of these steps are presented in the following chapters. The decision-making process for arriving at reuse recommendations is described in the last chapter. This report will be presented to City Council, EPA, DEQ, and the property owner, to consider in future decisions affecting the reuse of the property.

2. Summary of Reuse Opportunities and Constraints

A team of consultants and inter-bureau staff analyzed different aspects of the site's redevelopment potential. They prepared a series of reports examining environmental constraints, market feasibility, transportation needs, legal requirements, and other factors pertinent to the site's future use. Their work was compiled in the *McCormick & Baxter Reuse Assessment Project: Background Report*. This chapter summarizes reuse opportunities and constraints identified in their analyses.

Environmental Contamination and Cleanup
A major investment in environmental cleanup of the site is underway through the Superfund project. Isolation of contaminated soils and shoreline sediments to make the site safe for reuse is expected to be complete in 2003. Groundwater monitoring and treatment will continue afterward for several years.

Soils excavated from the site for constructing foundations and installing utilities will require special management practices. Generally, the soils on the site will be 'cleaned' through the Superfund project to a depth of six feet. Soils found to pose an unacceptable risk have already been removed to a depth of at least four feet, and a 'cap' of clean soil, two feet thick, will be placed over the entire site. Soils excavated below the cap for foundations and utilities would need to be managed as 'hazardous waste' if removed from the site, at a cost of approximately $600 to $900 per ton. Depending on circumstances, it may also be possible to dispose of excavated soils on the site for minimal cost. If a structure is proposed that requires a pile-supported foundation, special design considerations may be needed.

The clean-up remedies were designed to adequately protect workplace (e.g., industrial, commercial, and institutional) uses and park uses, which assume potential human exposure of generally 40 hours per week or less to lingering contaminants on the site. If residential use is proposed, a higher rate of potential exposure will be applied, and further investigation and possibly additional protective measures will be required. Technical constraints for residential use of the site are not expected to be prohibitive.

A 'cap' of clean fill materials will also be placed over contaminated river sediments along the shoreline. To maintain this sediment cap, DEQ restrictions are likely to prohibit near-shore dredging and limit disturbances from in-water construction and boat propellers. The location of the sediment cap has not yet been finalized, but current data suggests that it will not extend to the southern portion of the site's shoreline.

A long-term process of groundwater treatment is expected to continue for several years after completing the soil and sediment caps. At least 50 groundwater monitoring wells currently exist on the site. DEQ is likely to convert the wellheads to be flush with the ground surface and thus be less obtrusive. Future construction will either need to be designed around the wells and groundwater treatment facilities or propose relocation of these facilities within the site.

Legal Requirements
The McCormick and Baxter site is in a 'heavy industrial' zone under the city zoning code, like most of the Willamette riverfront north of the Broadway Bridge. The site is also designated 'Industrial Sanctuary' in the Comprehensive Plan. Changing to a non-industrial zone, if recommended, would ultimately require City Council approval. Rezoning would need to meet detailed approval criteria, including the adequacy of the transportation system and public services to support the uses allowed under the proposed zone.

Generally, a purchaser of contaminated property who knows or should have known about the contamination is liable to pay for cleanup costs. To encourage investment in previously contaminated sites, DEQ and EPA have programs that, under certain circumstances, can limit the liability of a future owner for cleanup of past contamination. If the site is found to be a source of contamination in the harbor Superfund project, the purchaser of the site may incur additional clean-up liabilities for harbor-wide contamination, separate from the liability for cleanup of the actual site. Public acquisition through eminent domain would establish a barrier to state and federal liability for past contamination.

Transportation and Infrastructure
Current access routes to the site are via Van Houten Place and Edgewater Street. Limitations of those routes include substandard width and curves; grades exceeding 8%; lack of sidewalks and stormwater facilities; railroad crossings; distance from a collector street and transit route (Willamette Boulevard); and distance from a designated truck route (Columbia Boulevard and Interstate Avenue). Trucks accessing the site must use local neighborhood streets.

Major transportation improvements would be required to accommodate most land uses. The Portland Office of Transportation evaluated four access-route options. Upgrading Van Houten Place, the least expensive option, was estimated to cost $5.4 million. A new riverfront route to Swan Island, the most expensive option, was estimated to cost $68 million. Generally, the financial burden for such improvements is the responsibility of the developer, although cost sharing may be possible through a local improvement district or grants.

The property is served by municipal water, electricity, telephone, and gas utilities. However, there is currently no public gravity sewer service to the site. Development of the site, other than for open space, would require installation of a pressurized sanitary sewer line from the property and pumping facilities. If the site were subdivided, a public pump station for sanitary sewer would be required, which is estimated to cost approximately $1 million.

Economic Feasibility
Market opportunities exist for a wide range of uses. The property is one of the largest vacant sites available on the Lower Willamette River and in North Portland. Rail and harbor access offer important transport opportunities for some industries. The river setting and greenspaces nearby could benefit various commercial, residential, and recreational uses. The site is approximately one-half mile from the University of Portland, one mile from the St. Johns Town Center, and four miles from the I-5 freeway.

The North Portland market area is relatively 'job-rich,' having 2.6 jobs per household in 1996 compared to 1.6 in the metro area. Metro forecasts population growth of 9% in North Portland between 1996 and 2017, compared to 35% for the metro area, indicating that residential lands in North Portland are substantially built out.

Many uses of the site may not be financially feasible because of the relatively high development costs associated with liens and infrastructure needs. Liens owed on the property are estimated at nearly $12 million. If the market value of the land does not cover development costs, the land may remain vacant with a 'negative land value' or the lienholders may settle for partial repayment.

Heavy industrial reuse would be consistent with prior use of the site and current zoning. Challenges for industrial reuse include lower land values to cover property liens and development costs, the relatively limited short-term demand for marine industrial uses, limitations on dredging and shoreline construction to maintain the proposed cap over contaminated sediments, steep access and distance from a designated truck route, and potential conflicts with non-industrial neighbors.

Industrial development is anticipated on the adjacent site to the south, which could discourage investment in residential development on this site. Additionally, housing on this site could create conflicts for adjacent industrial development. Intermediate uses or an open space buffer could be added to separate industrial and non-industrial areas and reduce potential conflicts.

3. Conceptual Evaluation of Possible Uses

A. Reuse Criteria

The reuse issues raised by Committee members were incorporated into 14 criteria for evaluating reuse options. The purposes of these criteria are to help evaluate reuse options and facilitate the development of consensus recommendations. The criteria are intended to reflect the varied interests of stakeholders, although each committee member would not necessarily support, nor give equal weight to, each criterion. The committee as a whole has recognized that, in order to have the support of the full range of stakeholders, any development of this site would require a reasonable balance of these criteria. No particular development proposal is likely to meet all of the criteria, but some developments could reasonably fit most of them. At their meeting on April 20, 2000, the Committee agreed upon a draft of the reuse criteria, which was later reviewed at four project open houses and other public events held in May and June. The criteria are listed and described below.

- **Minimize traffic impacts**. Impacts may include high traffic volume or speed on local neighborhood streets or major Peninsula streets, particularly on evenings and weekends; vibration, noise, and safety risks from trucks on local neighborhood streets; and congestion at off-site intersections. The neighborhood is vulnerable to traffic impacts, because access to the site is by minor neighborhood streets, rather than a major street or truck route.

- **Minimize nuisance impacts**. Nuisance impacts on people who live, work, and recreate in the area might include noise, vibration, glare, odors, and late-night operations, resulting potentially from some heavy industrial uses or major outdoor entertainment. Safety and security problems are other potential nuisance impacts that can result from inactive uses and under-maintained property.

- **Minimize conflicts with industrial neighbors**. Residential and some commercial development may conflict with adjacent industrial uses. City zoning designates the adjacent Triangle Park LLC site for heavy industrial use, where all types of industries may locate, including those not desirable in other areas due to objectionable impacts. Intermediate uses or an open space buffer could be utilized to separate industrial and non-industrial activities and reduce conflicts.

- **Ensure adequacy of infrastructure**. Major access route improvements and sanitary sewer extension would be needed to accommodate most uses. Higher intensity uses, such as an office complex or shopping center, could generate tens of thousands of daily trips and could overwhelm the local street system. If a zoning and Comprehensive Plan change is proposed to allow commercial, residential, or institutional development, one of the criteria for City Council approval is the adequacy of public services to support the proposed uses. High infrastructure costs may preclude the economic feasibility of many uses.

- **Get return on public clean-up investment**. DEQ has an estimated $6.6 million mortgage on the property to recover costs incurred for site cleanup. If this site is found to be a source of contamination in the harbor Superfund project, the costs could be substantially higher. Use of the site for public purposes could be an alternative means of achieving a return on this public investment, given the economic challenges of reuse and recovery of cleanup costs in the short term.

- **Be compatible with clean-up remedies**. Consider uses that minimize disturbance of the soil cap, sediment cap, and underlying contaminants. Also consider uses that that minimize potential exposure to lingering contaminants, in order to reduce public health risks.

- **Minimize pollution impacts**. Concerns include air and water pollution, recontamination of the soil and river sediments, litter, and light pollution. The riverfront location and proximity to residential neighbors heightens concern about pollution impacts from this site.

- **Protect, enhance and restore fish and wildlife habitat**. Concerns include revegetation of the site, restoring natural functions along the riverfront, and preventing adverse impacts on adjacent natural areas (Willamette Cove and Waud Bluff).

- **Increase public access to the river and neighborhood connections**. Potential improvements include park acquisition, trail development along the riverfront and railroad right-of-way, some public access to the river, an interpretive center, and/or interpretive viewpoints at the top of the bluff.

- **Foster aesthetic quality**. Designing new development to provide an attractive, quality environment along the Willamette River is one of the objectives of Portland's Willamette Greenway Plan. Examples include enhanced landscaping, green roofs, visually appealing structures, enclosed storage and screening, and emphasis of the riverfront as a natural amenity. Although not a public objective, the quality of views to the river is a concern of the private residences along the top of the bluff.

- **Foster efficient use of land**. Consider uses of the site that complement specific neighboring uses, such as the Triangle Park LLC industrial site, University of Portland, or Willamette Cove. Housing development is occurring north of the site, benefiting from proximity to the river, greenspaces, and St. Johns Town Center. The site has marine and rail access. Portland has a finite supply of marine industrial land needed to support port functions. This criterion can also be met by expanding opportunities for housing, employment, and recreational open space to efficiently accommodate regional growth.

- **Serve an identified market or community need.** Market need is an obvious prerequisite for private investment in reuse of the site. Market demand exists for a variety of industrial, commercial, and residential uses at properties comparable to the site. Community needs that could be met on the site include sports fields or other recreational uses, habitat restoration, riverfront trails, and a street connection at the base of the bluff.

- **Be consistent with the Comprehensive Plan**. Portland's Comprehensive Plan Map designates the site as 'industrial sanctuary.' If a zoning and Comprehensive Plan change is proposed to allow substantial commercial, residential, or institutional development, one of the criteria for City Council approval is for consistency with the policies of the Comprehensive Plan overall.

- **Reserve land for river-dependent or river-related uses**. Consider uses that need to be on or near the river, for water transportation or recreation, and uses that benefit from the riverfront location.

B. Evaluation of Uses

A conceptual evaluation of alternative uses for the site is provided in Figure 4. This matrix applies the reuse criteria developed by the Advisory Committee to a range of possible uses for the site. Uses are evaluated in general terms: strong fit, possible fit, and weak fit. The evaluation is intended to provide a conceptual comparison of the potential benefits and shortcomings of different uses, rather than to consider all possibilities.

Considering the varied interests of stakeholders that would be affected by reuse of the site, each possible use has resulting benefits and shortcomings in relation to other uses. In general, park, athletic field, and open space uses were found to be more consistent with the criteria than other uses, although the impacts of specific development proposals would vary.

Bureau of Planning staff drafted the evaluation of uses in Figure 4. Information provided by the Portland Office of Transportation was used under the criterion of 'minimizing traffic impacts.' Information provided by E.D. Hovee and Company was used in addressing the two economic criteria, 'serving an identified market need' and 'getting a return on public clean-up investment.' The criterion of 'overall consistency with the Comprehensive Plan' was not included in the matrix, because of the complexity of a balanced, policy-by-policy analysis of each use, and because amending the Comprehensive Plan would ultimately require such an analysis and a discretionary determination by City Council.

The Advisory Committee reviewed the matrix. Committee members did not necessarily agree on how each use is evaluated, although no specific objections were cited. Some uses could be evaluated differently, based on the weighting of issues within each criterion. For example, in evaluating traffic impacts, the comparative effect of 100 daily truck trips (i.e., large freight-hauling trucks) during weekdays and 3,000 daily automobile trips on weekends depend on one's perspective. The range of specific uses within each category could also be evaluated differently. For example, the 'University of Portland' category could include classrooms, offices, dormitories, or ball fields.

Figure 4. Conceptual Evaluation of Alternative Uses Based on Reuse Criteria

Use Considered	Minimize traffic impacts	Minimize nuisance impacts	Minimize conflicts with industrial neighbors	Ensure adequacy of infra structure	Get return on public clean-up investment	Be compatible with clean up remedies	Minimize pollution impacts	Protect, enhance, and restore habitat	Increase public access to the river and neighborhood connections	Foster aesthetic quality	Foster efficient use of land	Serve identified market or community need	Reserve land for river dependent or river–related uses
Industrial													
Marine/Barge Terminal	❍	✇	●	❍	✇	❍	✇	❍	❍	✇	●	❍	●
Non-Cargo Marine Related	❍	✇	●	❍	✇	❍	✇	❍	❍	✇	●	❍	●
Manufacturing	❍	✇	●	❍	✇	●	✇	❍	❍	✇	❍	●	✇
Warehouse/Distribution	✇	❍	●	✇	✇	●	❍	❍	❍	✇	❍	❍	✇
Service Industrial													
R&D/Prototype Testing	❍	●	❍	❍	❍	●	❍	❍	❍	❍	●	●	✇
Corporate/Regional Headquarters	❍	●	❍	❍	●	●	●	❍	❍	❍	●	●	✇
Commercial													
Multi-Tenant Office	✇	●	❍	✇	●	●	❍	❍	❍	❍	●	❍	✇
Local Service Retail	❍	●	❍	❍	❍	●	●	❍	❍	❍	●	❍	✇
Destination Retail	✇	●	✇	✇	●	●	❍	❍	❍	❍	❍	✇	✇
Lodging/Conference	❍	❍	✇	❍	●	❍	●	❍	❍	❍	●	❍	✇
Residential													
Single Family/Estate	❍	●	✇	❍	❍	❍	●	❍	❍	❍	✇	●	✇
Townhouse/Rowhouse	❍	●	✇	❍	●	❍	●	❍	❍	❍	●	●	✇
Multi-Family Condominium	❍	●	✇	❍	●	❍	●	❍	❍	❍	●	●	✇
Multi-Family Apartment	✇	●	✇	✇	❍	❍	❍	❍	❍	❍	●	●	✇
Live/Work	●	●	❍	❍	●	❍	●	❍	❍	❍	●	❍	✇
Institutional													
University of Portland	❍	●	❍	❍	❍	❍	●	❍	❍	❍	●	❍	✇
Recreation													
Commercial Recreation	❍	❍	❍	✇	❍	●	❍	❍	❍	❍	❍	❍	❍
Small Craft Boating	❍	●	●	❍	❍	❍	●	❍	●	●	●	●	●
Park & Athletic Fields	❍	❍	●	❍	❍	●	●	❍	●	●	●	●	❍
Open Space	●	●	●	●	❍	●	●	●	●	●	●	●	❍

Legend: ●= Strong fit ❍= Possible fit ✇ = Weak fit

Industrial Uses

- Industrial reuse is not expected to be economically feasible in the short term, because site development costs exceed current industrial land values. Over time, the economic outlook for industrial use could improve with appreciation of land values and cost sharing for infrastructure improvements.
- The quality of truck access to the site, which is generally a standard requisite of industrial sites, is marginal. Industrial truck traffic would result in significant impacts on the residential and campus (University of Portland) environment along streets that access the site. Other challenges for industrial truck traffic are the steep grades of access routes and distance from a highway or arterial.
- Industrial development would be consistent with the site's industrial zoning and 'industrial sanctuary' designation in the Comprehensive Plan.
- Marine industrial uses (e.g., marine terminals, barge operators, ship repair, or manufacturers that use river transportation) would take advantage of the finite land supply on Portland Harbor. The short-term market demand for marine industrial use is limited. Expected DEQ restrictions to protect the sediment cap could limit or increase the construction costs of riverfront facilities.
- Industrial use offers the most potential for complementing the proposed industrial reuse of the adjacent Triangle Park LLC property.
- Industrial land values offer less potential for recovering public clean-up costs, compared to residential or commercial use.
- The projected traffic generation from light industrial uses or industrial parks is many times more than that of heavy industrial or marine industrial uses.
- Some heavy industrial uses would result in nuisance impacts (e.g., noise, vibration, odors, glare), pollution (e.g., smokestacks, river outfalls, spills of hazardous substances), or degradation of riverfront aesthetics (e.g., expansive utilitarian buildings, outdoor storage and equipment, structures extending over the riverbank).

Commercial Uses

- The capacity of the local street system significantly limits the amount of potential commercial development at the site. Intensive commercial use, such as a community shopping center or office complex, could generate tens of thousands of daily trips and potentially overwhelm the local street system.
- Commercial uses would support the highest property values to defray infrastructure costs and recover public clean-up costs. Inclusion of commercial uses on part of the site could improve the economic viability of a larger mixed-use development, as well as complement residential or recreational uses.
- Substantial commercial use would be inconsistent with the site's industrial zoning and industrial sanctuary designation in the Comprehensive Plan. Most commercial uses (cruise ship facilities and boat marinas are exceptions) would also remove part of the finite supply of land available on Portland Harbor for river-dependent or river-related uses.
- The Comprehensive Plan also recommends that 'ease of transit use' be a major consideration in approving locations for new office buildings and employment centers. The site is ½-mile and a steep walk from the nearest collector street and transit route, Willamette Boulevard.
- Commercial use could result in conflicts with the adjacent riverfront sites. Buffering and design considerations could reduce conflicts.
- Commercial uses would be compatible with the DEQ clean-up remedies.

Residential Uses

- Residential use is likely to result in conflicts with the proposed industrial use of the adjacent Triangle Park LLC site. The proximity of this large, vacant site, zoned for heavy industrial use, is also a likely impediment to residential investment and rezoning on the McCormick and Baxter site.
- Residential uses would support higher property values (than industry or recreation) to defray infrastructure costs and recover public clean-up costs.
- Residential use would serve an identified market need, and housing development is occurring in the vicinity. Residential use could also complement and be compatible with the nearby greenspaces and the residential neighborhood.
- The local streets leading to the site have adequate capacity to accommodate low-density residential development (e.g., 8 dwellings per acre), but significant impacts on the residential and campus environment along these streets would result.
- Residential use would be inconsistent with the site's industrial zoning and industrial sanctuary designation in the Comprehensive Plan. Residential use is also neither river-dependent nor river-related, and it would remove part of the finite supply of land available on Portland Harbor for marine-industrial uses.
- Further environmental investigation and possibly additional protective measures would be required by DEQ for residential use. Some Committee members have questioned the appropriateness of residential use on the site, because of lingering underground contamination and expected industrial impacts nearby.

Recreational and Open Space Uses

- Parks, athletic fields, and open space uses meet the reuse criteria overall more than the other uses considered.
- Portland Parks and Recreation's *2020 Vision Plan Discussion Draft* (February 2001) identifies the McCormick & Baxter property as a potential site for a river park and sports fields. Community need exists and is growing for active and passive recreational areas. The site could be an important addition to Portland's park system.
- The site's riverfront setting, adjacent open spaces, intersecting trails, size, level terrain, and location between the St. Johns Town Center and University of Portland are well suited for use as recreational open space. Parks and open space offer unique advantages for increasing public access to the river, fostering riverfront aesthetics, and restoring wildlife habitat. A McCormick and Baxter park, located next to Willamette Cove and Waud Bluff and near Cathedral Park, would give North Portland neighborhoods an expansive waterfront amenity, comparable to the Oaks Bottom and Sellwood Park area in Southeast Portland.
- In a 1998 community survey for the *North Beach Vision and Action Plan*, 88% of the 354 respondents favored 'recreation' as the most appropriate use for the North Beach riverfront, which includes the McCormick and Baxter site. Of the 160 Peninsula residents who responded, 92% favored recreation as the most appropriate use.
- Reuse as a park could offer short-term economic advantages over other uses. For example, public acquisition through 'friendly condemnation' would establish a barrier to state and federal liability for past contamination. Nevertheless, the availability of public funding for acquisition and site improvements is questionable.

- A park or open space use would generate minimal traffic impact relative to other uses. Average traffic generation from active recreational use, however, could vary from an estimated 55 daily trips for a city park to 3,300 daily trips for a typical multi-purpose recreation facility. With improvements, the street system has adequate operational capacity to accommodate multi-purpose recreational facilities, but the resulting trip generation would have significant negative impacts on the residential and campus environment along access streets.
- Recreation and open space uses would be compatible with the DEQ clean-up remedies. Estimated health risks from exposure to contaminants would be highest for residents (followed by site workers, then recreational users), based on the relative number of hours spent on the site.
- Recreation and open space uses would support relatively low land values to defray infrastructure costs and repay public clean-up costs. However, public uses could be seen as an acceptable non-monetary return on public expenditures, given the economic challenges of private redevelopment in the short term.
- Park and open space uses would be generally compatible with surrounding residential, greenspace, and industrial uses. Passive park and open space uses can result in safety and security problems, although trail use and dispersed activities offer an effective means of informal security. Sports field lighting can result in off-site glare, although impacts can be minimized with sensitive lighting design.