

# Final Harbor/Naito Concept Plan

Portland, Oregon



ODOT-DLCD, TGM-Quick Response Portland Development Commission Oregon Department of Transportation Portland Office of Transporation

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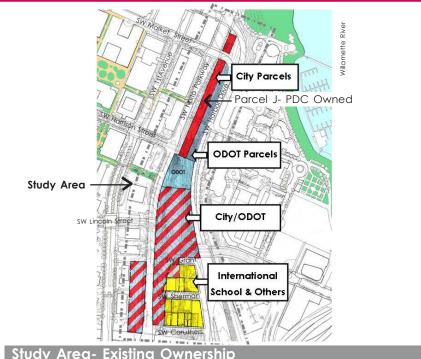
## Introduction

## **Study Purpose**

The purpose of this Transportation Growth Management Quick Response Study is to identify alternative redevelopment opportunities and circulation patterns for four major major land holdings within the study area.

#### The study includes:

- A plan that identifies the logical acquisition of parcels to maximize development potential
- Identification of viable market uses that capitalize on the study area opportunities
- Circulation infrastructure improvements that are needed to increase the potential for succesfull development and better circulation
- Alternative alignment options for future light rail



## Study Area- Existing Ownership

## **Study Objectives**

Based on community members' and stakeholders' comments, the list of project objectives, shown on the right, was prepared. These objectives were used to develop and evaluate design alternatives throughout the project.

- Organize existing shared and independent parcels into a development framework that will create a "logical district" in the study area
- Integrate development to maximize views (of city, river and Mt. Hood) and gateways at the north end of Harbor Drive and at the Harrison Extension/Naito Parkway intersection
- Preserve greenspace/significant vegetation

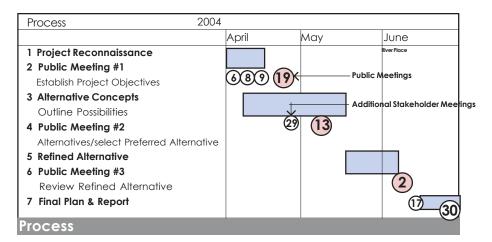
#### Circulation

- Develop a circulation plan that accomodates the streetcar and extends the city's street, pedestrian and bike network into the study area located between downtown and River
- Indentify design opportunities and constraints created by possible extension of light rail along Lincoln Street and River Place

### Study Objectives

### **Process**

The process included three public meetings and numerous stakeholder meetings with government agency representatives, property owners, neighborhood association, and nearby residents. The three month process is illustrated on the right.

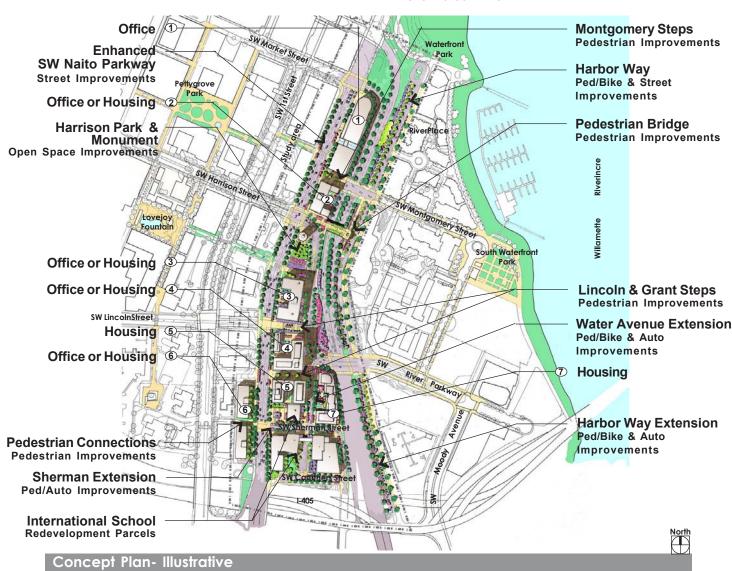


## **Concept Plan**

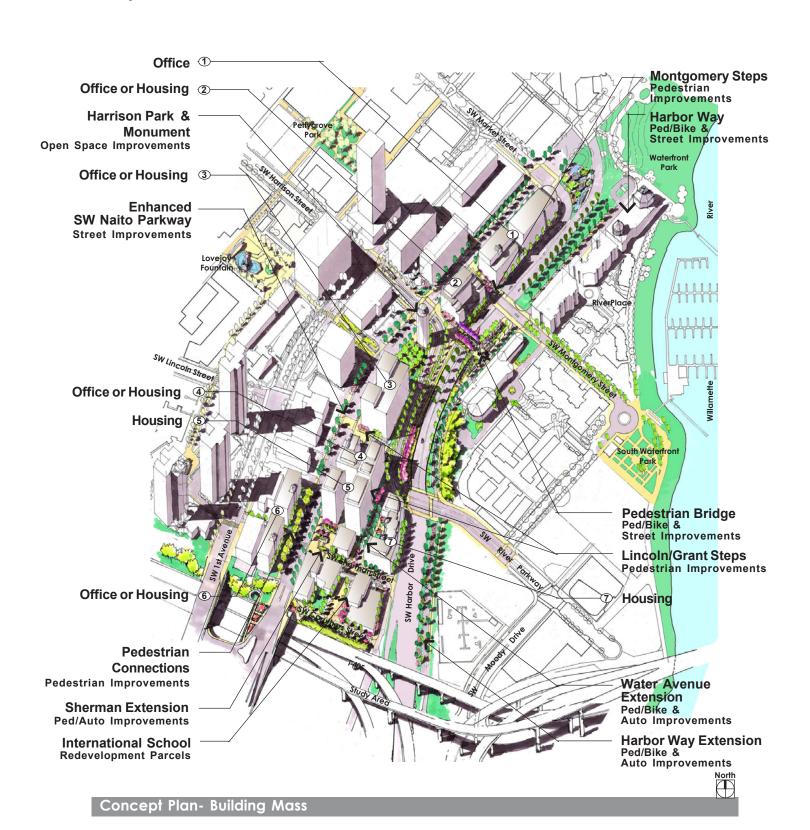
The concept plan includes land use and circulation improvements specific to the City, State and International School owned parcels located along SW Naito Parkway and SW Harbor Drive. Additional circulation improvements are suggested for Harbor Way, Water Avenue, and Sherman Avenue. The land use and circulation concept plans shown below and on the following pages, illustrate a framework that:

- Attracts developer and tenant interest through specific design elements that improve accessibility, visibility and the overall development environment along SW Naito Parkway
- Suggests enhancements to SW Naito Parkway that reduces traffic speeds and increases on-street parking, improves sidewalks and pedestrian crossings

- Strengthens the overall pedestrian environment and access from the South Auditorium and University Districts to the waterfront and within the study area
- Indentifies open space amenities that will serve future development and the neighborhood. The open spaces capitalize on the extisting topography, vegetation and views to the waterfront
- Creates new Water Avenue and Sherman Street extensions that improves access between proposed land uses and the streetcar
- Provides a public parking reservoir along Harbor Way and the Old Willamette Trolley right of way that replaces some of the public parking loss due to redevelopment of Parcel J
- Improves pedestrian and bike connections over Harbor Drive



## **Concept Plan**



### Land Use

#### The Land Use Framework identifes:

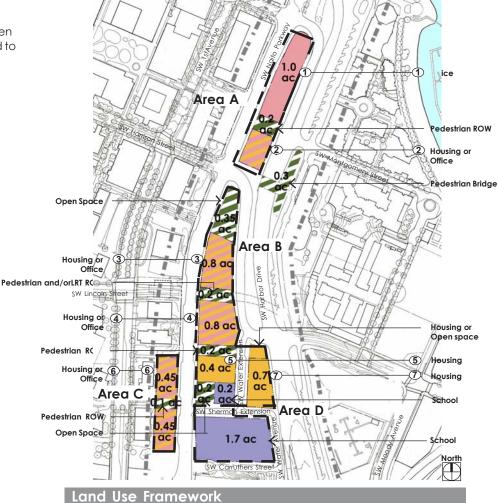
- Land use alternatives permitted under existing CX zoning
- Development schemes that maximize height and massing allowed under existing zoning
- Development schemes that respond to fundamental market requirements for each land use alternative identified
- Parking that meets code standards and market demand

## Development sites have been created that:

- Maximize the development area and parcel value
- Accomodate a number of land use alternatives
- Contribute to the health and character of the district and respond to community concerns such as access, view corridors, and open space preservation
- Ensure an "amenity package" of open spaces that are strategically located to serve development and nearby districts

#### Land Use Framework Summary

Area		Land Use	Acres*	Building Area	Units	Parking Spaces- Ratio
		Office Only	1.4	153,000 sq. ft.		456- 3/1000
		Office	1.0	103,000 sq. ft.		306- 3/1000
A		Housing	0.4		70	150- 2/Unit
		Pedestrian ROW	0.2			
		Total Acreage:	1.6			
345	7	Housing Only	2.7		685	685- 1/Unit
_	4	000	1.6	194,000 sq. ft.		582- 3/1000
5	7	Housing	1.0		270	145- 1/Unit
		School	0.2			
B		Pedestrian ROW	0.4			
		Open Space	0.55			
		Total Acreage:	3.85			
_	6	Office Only	1.0	36,000 sq. ft.		108- 3/1000
C	6	Housing Only	1.0		140	108- 0.8/Unit
		Total Acreage:	1.0			
<b>D</b>		School	1.7			
D		Total Acreage:	1.7			
* Approximate						



## Circulation

#### The Circulation Framework:

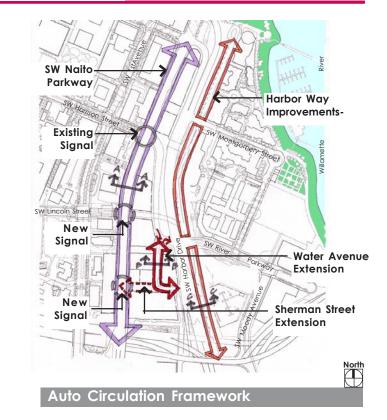
- Re-establishes a heirarchy of direct and convenient auto and pedestrian connections between the South Auditorium District, the University District, Portland State University, River Place and the newly created South Waterfront District
- Improves north-south connections for pedestrians and bicycles along SW Harbor Way and the Willamettte Trolley ROW
- Includes a conceptual streetscape design for SW Naito Parkway that "fills the planning gap" between plans south of 1-405 as a part of the South Portland Circulation Study and PDOT street improvements north of SW Market Street
- Identify locations for replacement/supplemental parking
- Improves access to streetcar stops
- Suggests an alternative light rail alignment along 1-405 while preserving the SW Lincoln Street right of way as a potential light rail alignment

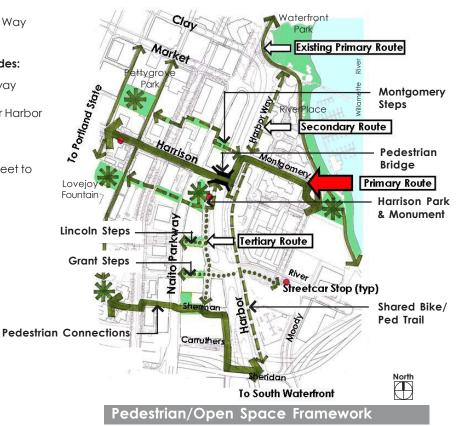
#### The Auto Framework Includes:

- On-street parking along SW Naito Parkway from I-405 to SW Market Street
- New traffic signals at SW Lincoln and SW Sherman Streets
- New SW Water Avenue and Sherman Street extensions
- New Parking Access Lane along SW Harbor Way and the Willamette Trolley right of way

#### The Pedestrian/Open Space Framework Includes:

- Enhanced sidewalks along NW Naito Parkway
- Enhanced Montgomery Steps
- New Harrison Street pedestrian bridge over Harbor Drive
- New Harrison Park
- New Lincoln, and Grant steps
- New Pedestrian connection at Sherman Street to Naito Parkway and to 1st Avenue
- New shared bike/pedestrian trail along Willamette Trolley ROW, and Harbor Way





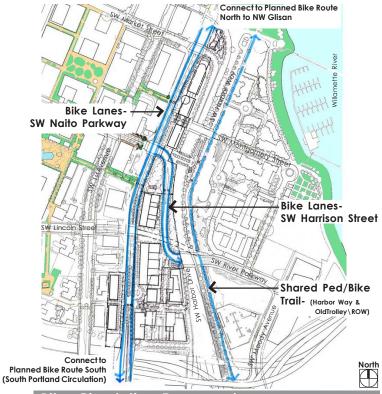
### Circulation

#### The Bike Framework Includes:

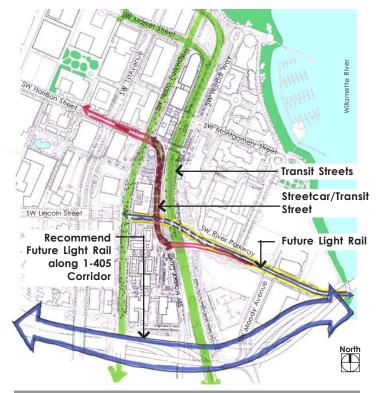
- New shared bike/pedestrian trail along abondoned trolley ROW, and Harbor Way
- Bike lanes on SW Naito Parkway and SW Harrison Street

#### The Transit Framework Includes:

- Harrison Street-transit route and streetcar
- Allow for future light rail extension along SW Lincoln street
- Recommended Tri-Met study to analyze alternatives to the SW Lincoln Street light rail alignment (regionwide locally preferred alternative) for potential alignment along the I-405 corridor



### **Bike Circulation Framework**



Transit Circulation Framework

## **Next Steps**

## **Public Improvements**

Identified below are specific public agency initiated road, pedestrian, transit and park/open space infrastructure improvements that are critical in maximizing development parcel value and developer interest while improving district access and neighborhood livability

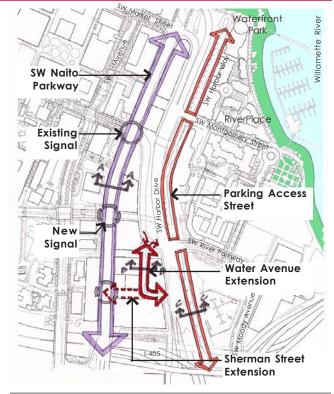
#### **Auto Circulation:**

- SW Naito Parkway, SW Sherman, SW Water, and SW Harbor Way
  - Transportation analysis
  - Design refinement of the roadway improvements and options for construction and financing
  - Right of way acquisition for improvements

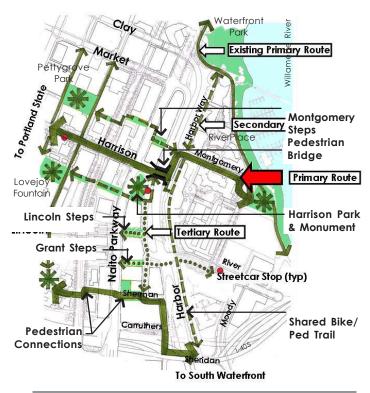
#### Pedestrian and Open Space:

conceptual design refinements and identified funding sources or developer offering for:

- The Montgomery steps
- The pedestrian bridge
- The Lincoln, and Grant steps
- Pedestrian connection from SW 1st Avenue across SW Naito Parkway to SW Sherman Street
- The shared bike/ped trail along SW Harbor Way and the Willamette Trolley right of way
- The Harrison Park



**Auto Circulation Improvements** 



Pedestrian & Open Space Improvements

## **Next Steps**

## **Parcel Acquisition**

Identified below are specific land acquisition, recommendations that are essential to the development of Areas A-D

#### Area A

- The PDC should enter into negotiations to acquire excess right of way from ODOT at SW Harbor Drive and Parcel J
- 2. The PDC should enter into negotiations with PDOT to facilitate right of way improvements and any or all setbacks, or easements necessary for development along SW Naito Parkway

#### Area B

The PDC should facilitate PDOT and ODOT resolution of joint land ownership to create development parcels

#### Area C

 The PDC should facilitate PDOT and ODOT resolution of joint land ownership to create development parcels

#### Area D

The PDC should facilitate International School acquisition of jointly-owned PDOT and ODOT land

## **Parcel Disposition and Development**

With resolution of parcel ownership, the PDC should facilitate and implement a strategy for disposition and development of parcels to include land uses, public improvements, financing and timing

#### Area A

The PDC anticipates a development offering process

#### Area B

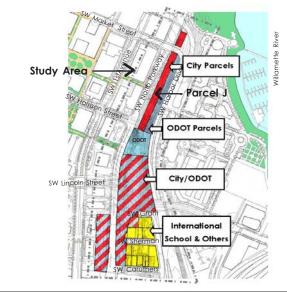
The City anticipates a development offering process

#### Area C

 ODOT anticipates land sale to PDC for affordable housing

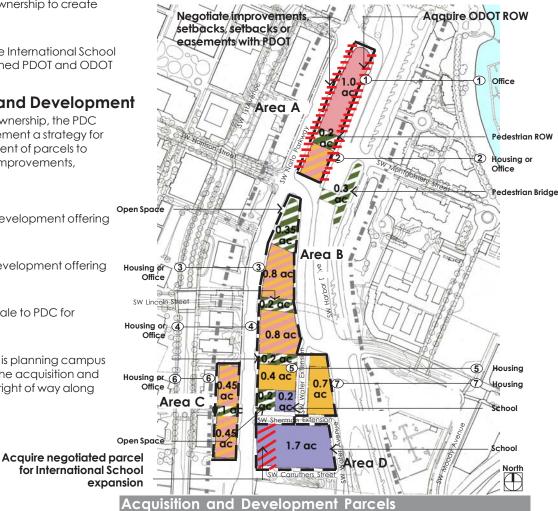
#### Area D

 The International School is planning campus expansion and desires the acquisition and incorporation of surplus right of way along SW Naito Parkway





### **Existing Ownership Framework**



### Land Use

The project study area has been divided into four areas that respond to:

- The existing and planned infrastructure
- The existing property ownership
- Topography, vegetation and other natural features

#### Area A

#### 1. Existing Land Use, Ownership, and Regulations

- City(PDC) ownership, and ODOT ROW
- RXd zoning; 75' max. height; FAR 2:1
- Parking lot-95 parking spaces
- · Montgomery Steps-Designated City walkway

#### 2. Proposed Land Use

- Office, northern half of area
- Office or Housing, southern half of area
- Parking below building with access from SW Naito Parkway or SW Montgomery Street at SW Harbor Drive
- Improved Montgomery Steps

#### **Land Use Concept**

The following attributes support the identified land uses

#### Office-

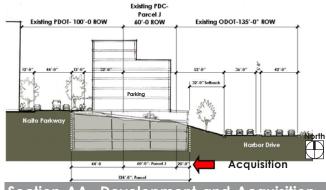
- Views
- Located at highly visible, 100% corner-SW Market Street
   SW Naito Parkway
- Within an existing office corridor
- Market viablility (absorption is longer term: 5 yrs +/-)
- Easy access to waterfront, downtown and region
- Served by streetcar and potential light rail
- Improved Montgomery Steps

#### Housing-

- Views
- Established market demand
- Easy access to downtown employment & services
- Served by streetcar
- · Nearby waterfront
- Proposed Harrison Park

#### **Parcel Acquisition**

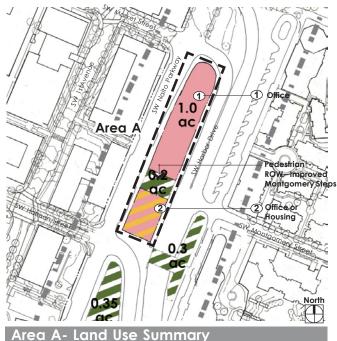
PDC must acquire approximately, 20'-0" of ODOT ROW along Harbor Drive to develop an efficient parking structure for office and housing development



Section AA- Development and Acquisition



Area		Land Use	Acres*	Building Area	Units	Parking Spaces- Ratio
A	12	Office Only	1.4	153,000 sq. ft.		456-3/1000
	2	Office	1.0	103,000 sq. ft.		306-3/1000
		Housing	0.4		70	150- 2/Unit
		Pedestrian ROW	0.2			
		Total Acreage:	1.6			



### Land Use

#### Area B

#### 1. Existing Land Use, Ownership and Regulations

- ODOT, Shared City/ODOT, International School & others ownership
- Vacant land, school, housing & commercial uses
- Harrison streetcar stop
- RXd zoning; 125'to 150' max. height, FAR 4:1

#### 2. Proposed Land Use

- · Housing or office
- Parking below buildings with access from SW Harrison Street or the Water Avenue Extension
- Open Space and ROW amenities
- Vacate Water Avenue between SW Sherman and SW Grant

#### **Land Use Concept**

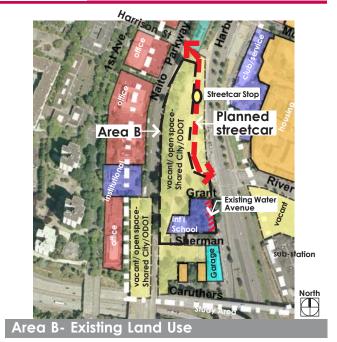
The following attributes support the identified land uses

#### Office-

- Views
- Within an existing office corridor
- Market viablility (absorption is longer term: 5 yrs +/-)
- Easy access to waterfront, downtown and region
- Served by streetcar and potential light rail
- Nearby waterfront and open space amenities

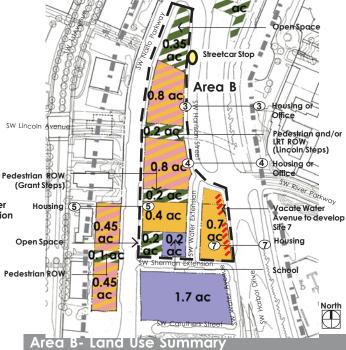
#### Housing-

- Views
- Established market demand
- Easy access to downtown employment& services
- Served by streetcar
- Nearby waterfront amenity
- Proposed Harrison Park, Grant and Lincoln steps amenities



Area		Land Use	Acres*	Building Area	Units	Parking Spaces- Ratio
340	5)⑦	Housing Only	2.7		685	685- 1/Unit
	3(4)		1.6	194,000 sq. ft.		582-3/1000
1_ <	57	Housing	1.1		270	270- 1/Unit
B		School	0.2			
		Pedestrian ROW	0.4			
		Open Space	0.65			
		Total Acreage:	3.85			





### Land Use

#### Area C

#### 1. Existing Land Use, Ownership and Regulations

- Shared City/ODOT
- Vacant land
- RXd zoning; 150' max. height, FAR 4:1

#### 2. Proposed Land Use

- · Housing or Office
- Parking below building with access from SW Naito Parkway
- New Pedestrian ROW linking SW 1st Avenue to SW Naito Parkway

#### Land Use Concept

The following attributes support the identified land uses

#### Office-

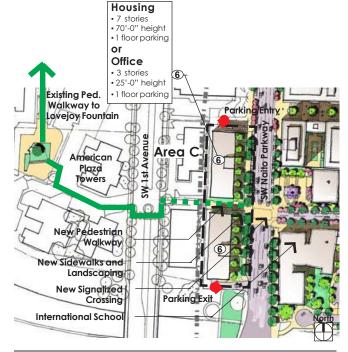
- Views
- Within an existing office corridor
- Market viablility (absorption is longer term: 5 yrs +/-)
- Easy access to downtown and region
- Served by streetcar

#### Housing-

- Views
- Established market demand
- Easy access to downtown employment & services
- Served by streetcar
- Nearby waterfront amenity
- Proposed Harrison Park amenity
- Adjacent to International School

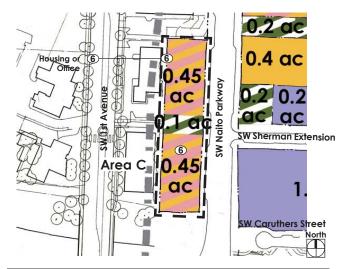


Area C- Existing Land Use



Area C- Concept Plan

Area		Land Use	Acres*	Building Area	Units	Parking Spaces- Ratio
С	6	Office Only	0.9	36,000 sq. ft.		456-3/1000
	6	Housing Only	0.9		140	306-3/1000
		Ped. ROW	0.1			
		Total Acreage:	1.0			



**Area C- Land Use Summary** 

### Land Use

#### Area D

#### 1. Existing Land Use, Ownership and Regulations

- International School, Shared City/ODOT and other owners
- Vacant land, school, housing and garage
- RXd zoning; 150' max. height, FAR 4:1

#### 2. Proposed Land Use/Circulation

- School
- New pedestrian ROW or new street at SW Sherman

#### **Land Use Concept**

The following attributes support the development and programming needs for the International School by providing:

- Improved access to streetcar
- Improved access to the school
- Nearby waterfront and open space amenities-Harrison Park
- Future expansion of the International School

#### **Parcel Acquisition**

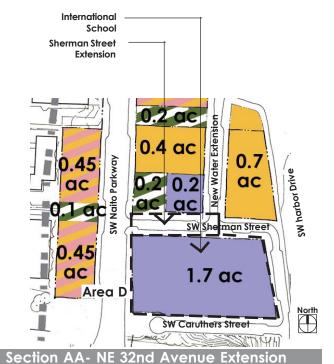
The International School must acquire approximately, 13, 500 sf (75'x180') of shared PDOT/ODOT property along SW Naito Parkway for expansion.



Area D- Existing Land Use & Acquisition



Section AA- NE 32nd Avenue Extension



### Circulation

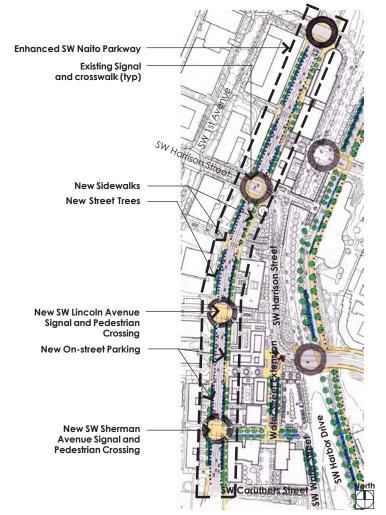
## Naito Parkway Enhanced "Enhanced street" improvements for

"Enhanced street" improvements fo SW Naito Parkway from I-405 to SW Clay Street are intended to:

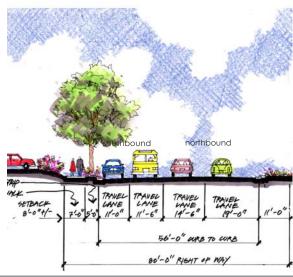
- Enhance existing uses
- Improve pedestrian, bicycle and transit access
- Foster new development

#### The circulation concept includes:

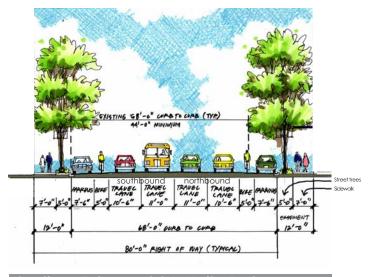
- New sidewalks
- New street trees
- New on-street parking
- New landscaped curb extensions at all intersecting streets
- New crosswalks along all cross streets
- New traffic signals at SW Lincoln and SW Sherman Streets
- Provisions for potential light rail infrastructure at future SW Lincoln Street
- New ornamental street lights



### **Enhanced SW Naito Parkway Diagram**



Section- Existing SW Naito Parkway



Section- Enhanced SW Naito Parkway

### Circulation

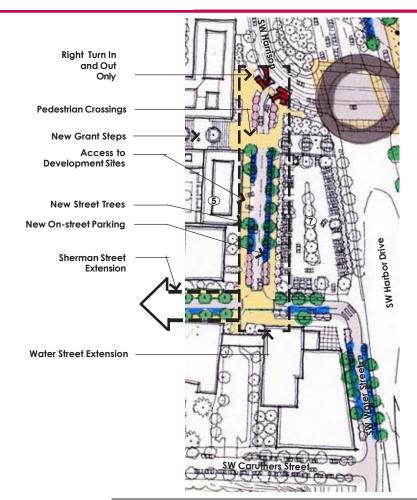
#### **Water Street Extension**

The proposed Water Street extension from SW Sherman to SW Harrison Street would:

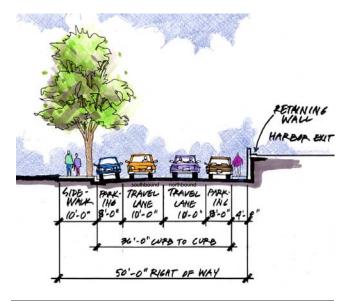
- Improve auto connectivity
- Provide pedestrian access to the streetcar
- Provide access to proposed new development

#### The circulation concept includes:

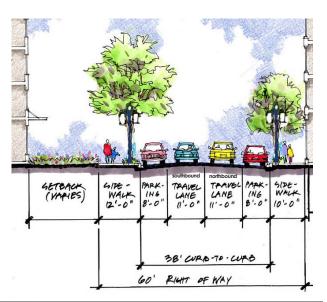
- Right turns in and out only at SW Harrison
- · New street trees
- New on-street parking
- New landscaped curb extensions at all intersecting streets
- New crosswalks at the intersections of the SW Grant Steps and SW Sherman Streets
- New ornamental street lights



**Water Street Extension Diagram** 



Section- Water Street



**Section - Water Street Extension** 

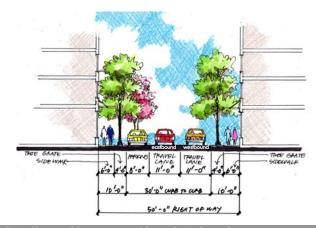
## <u>Framework</u>

## Circulation

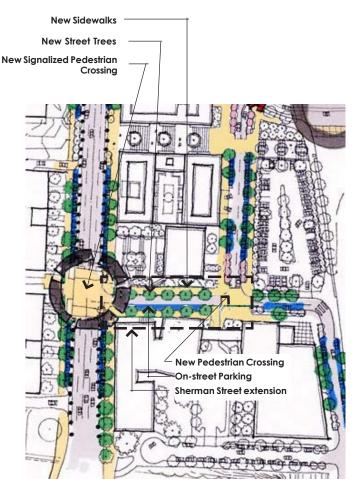
### **Sherman Street Extension**

PDOT recommends a Sherman Street extension to provide improved auto access to SW Naito Parkway. Preliminary design indicates that the extension would have a 13% grade. Additional engineering design is required. This street extension would include:

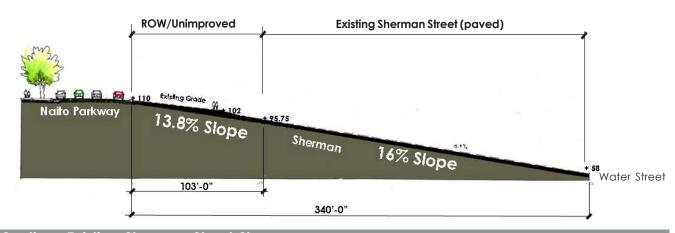
- New street trees
- New on-street parking (southside)
- New landscaped curb extensions
- New crosswalks at the intersections of the SW Naito Parkway and New Water Street Extension
- New ornamental street lights



Section- Sherman Street Extension



Sherman Street Extension Diagram



Section- Existing Sherman Street Slope

### Circulation

## **Harbor Way Extension**

The Harbor Way extension would be extended south along the Willamette Trolley ROW. This "parking lane" would:

- Provide approximately 82 new on-street parking spaces to supplement the loss of parking (95 spaces) at Parcel J
- Include a bike/ped facilities
- Include new pedestrian crossings at SW Montgomery St, SW River Parkway

#### **Parcel Acquisition**

- Approximately 10'-0" of ODOT property along SW Harbor Way
- Willamette Trolley ROW

Parking Access Lane-**Harbor Way Improvement** Area

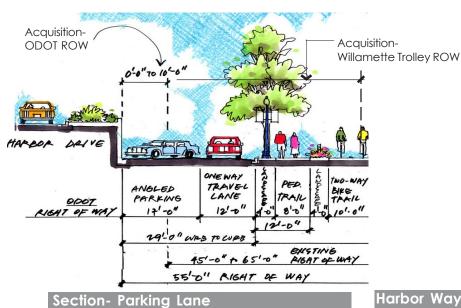
> **New Angled Parking New Pedestrian Crossing**

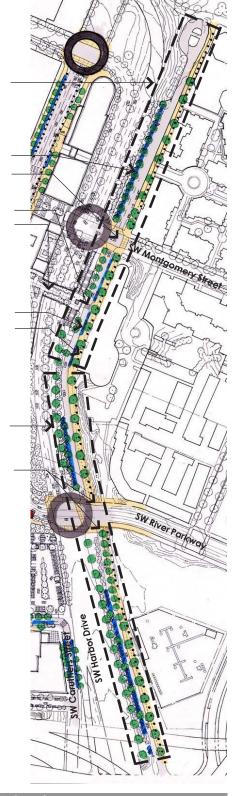
> **New Pedestrian Crossing** New Pedestrian Bridge &

On-street parallel parking New Ped/Bike Trail

**Harbor Way Extension-**

**New Pedestrian Crossing** 





**Harbor Way Extension** 

### Circulation

#### **Pedestrian**

The proposed pedestrian circulation improvements connect the existing pedestrian walkway and street sidewalk grid system from the South Auditorium District to the River Place and South Waterfront Districts. The improvements include:

#### 1. Improved Montgomery Steps

- · Secondary pedestrian route
- Improvements designed and constructed as part of Area A redevelopment

#### 2. New Pedestrian Bridge

- ADA accessible link over Harbor Drive from the Harrison streetcar stop to SW Montgomery and a shared bike/ped. trail
- 20' wide walkway (min.)
- Landscape planters each side of walkway
- Pedestrian lighting
- Elevator to Harbor Way
- Stairs to Harbor Way

#### 3. New Harrison Park

- Links walkway from Lovejoy Fountain to Harrison streetcar stop and pedestrian bridge to SW Montgomery Street
- New landscape, lighting and plaza area

#### 4. New Lincoln and Grant Steps

- Tertiary pedestrian routes
- Improvements designed and constructed as part of Area B redevelopment
- Accomodates potential LRT facilities on SW Lincoln

#### New Bike/Ped Trail-Harbor Way Extension

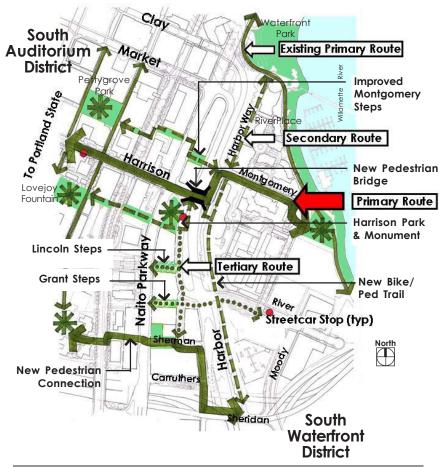
- Links Waterfront Park to the South Waterfront District
- A waterfront trail alternative route

#### 6. New Pedestrian Connection

- Primary pedestrian route
- Links South Auditorium housing to the South Waterfront District



Pedestrian Circulation



Pedestrian Circulation

### Circulation

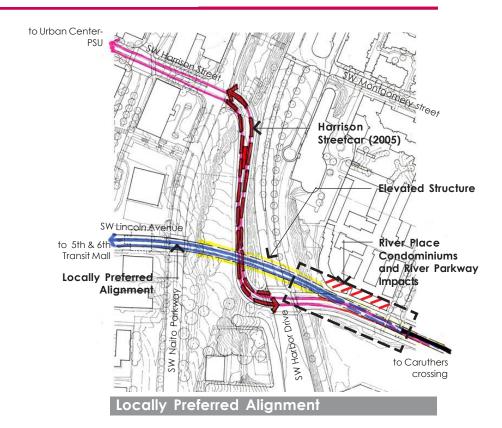
## Light Rail

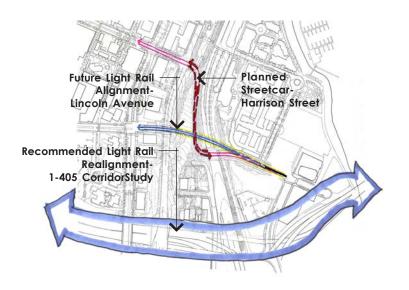
The locally preffered alternative light rail plans indicate:

- A SW Lincoln Avenue elevated trackway from SW Naito Parkway to a River Parkway Station
- Potential impacts to existing development at River Place
- Visual and development impacts from the bridge structure within the study area

#### **Alternative Light Rail Corridor Study**

 If these impacts cannot be mitigated, an alternative alignment along 1-405 is suggested





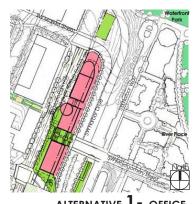
Suggested Alternative Alignment

## **Alternatives**

The following pages include land use, auto, pedestrian and bike circulation alternatives that were developed and evaluated by the public and stakeholders over the course of the study. The results are provided in the public participation section of this report.

### Land Use

The land use alternatives presented during Public Workshop #1 are shown below. Area A Housing/Office alternative-2, Area B Housing Alternative-2, and Area C Housing Alternative-2 were selected by the public and stakeholders for further refinement. It was recommend that the Area D School alternative remain for further refinement.



ALTERNATIVE 1 - OFFICE

Refinement ALTERNATIVE 2- HOUSING/OFFICE

Selected for

Area A Alternatives







ALTERNATIVE 2- HOUSING

Area B Alternatives

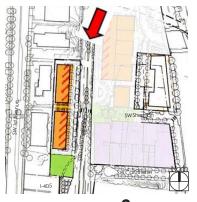
Selected for Refinement



ALTERNATIVE 1 - SCHOOL Alternative D- Base Case

ALTERNATIVE 1 - HOUSING Area C Alternatives

#### Selected for Refinement



ALTERNATIVE 2- HOUSING

## **Alternatives**

## **Auto Circulation**

Alternatives were presented for off-site and on-site auto circulation improvements . Off-site Alternative 2-Enhanced, and On-site Alternative 2-Grid were selected by the public and stakeholders for further refinement.



ALTERNATIVE 1 - EXISTING





ALTERNATIVE 2- ENHANCED



ALTERNATIVE 3- BOULEVARD

### Auto Circulation- Off-site

Selected for Refinement



ALTERNATIVE 1 - EXISTING



ALTERNATIVE 2- GRID



ALTERNATIVE 3- LOOP

Auto Circulation- On-site

## **Alternatives**

## Pedestrian and Bike Circulation

Alternatives were presented for bike and pedestrian circulation. Pedestrian Alternatives 2-Enhanced and 3-Bridge, and Bike Alternative 3-On/Off Street were selected by the public and stakeholders for further refinement.

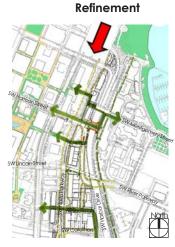


ALTERNATIVE 1 - EXISTING



Selected for

ALTERNATIVE 2- ENHANCED



Selected for

ALTERNATIVE 3- BRIDGE

### Pedestrian Circulation Alternatives



ALTERNATIVE 1 - EXISTING



ALTERNATIVE 2- ENHANCED

## Selected for Refinement



ALTERNATIVE 3- ON/OFF STREET

Bike Circulation Alternatives

The following background information includes policies, plans, and regulations opportunities and constraints, the public participation process, and summaries of the market conditions and assessment of the transportation improvements.

# Existing Policies, Plans and Regulations



Signalized Intersections

Flanned Bike Route

Regional Trail

Study Area

City Walkway

Flanned Bike Route

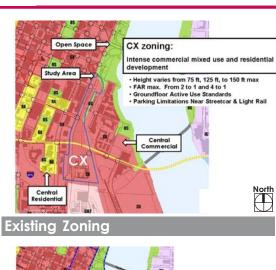
8 Transit/Ped Street

Flanned Bike Route

8 Transit/Ped Street

North

Existing Ped/Bike Circulation



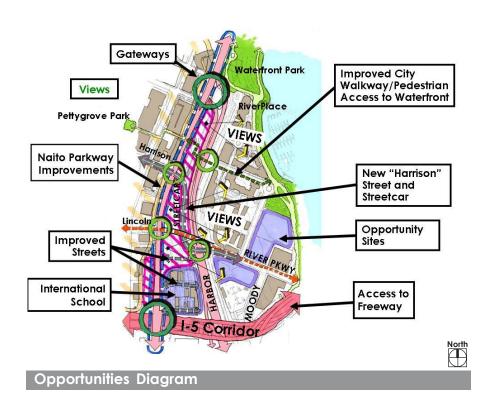


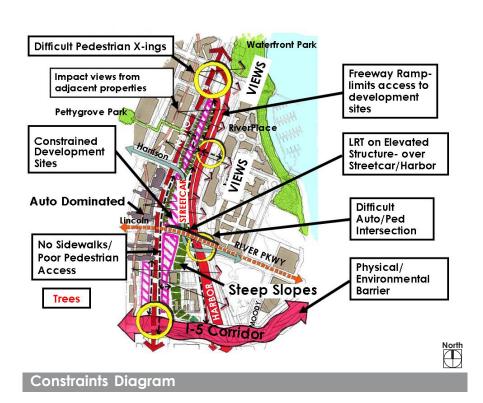




**Existing Auto Circulation** 

# Opportunities and Constraints





## **Public Participation**

Community and stakeholder participation included three public meetings and numerous stakeholder meetings. The purpose of these meetings was to:

- Verify accuracy and content of consultant base data
- Develop project objectives and identify areas of opportunity and concern
- Evaluate land use/circulation alternatives and provide recommendations for further refinement

### **Public Response**

See meeting and workshop summaries at right.

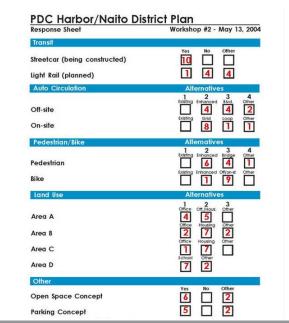
#### LAND USE

- Conceptual development plans for the existing parcels which will help create a "logical district" on the site
- Market and policy feasibility
- Views (of city, river and Mt. Hood) and gateways at the north end of Harbor Drive and at Harrison Street Extension/ Naito Parkway Intersection
- Preserve greenspace/significant vegetation

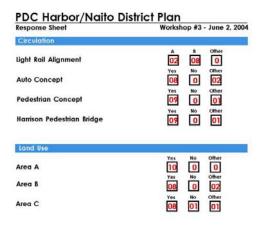
#### **CIRCULATION**

- A circulation analysis and plan extending the city's street, pedestrian and bike network into the study area located between downtown and RiverPlace
- Design opportunities and constraints created by possible extension of light rail along Lincoln Street to RiverPlace

## Meeting #1- Summary Project Objectives



Workshop #1- Response Sheet Summary



Workshop #2-Response Sheet Summary

## Market and Transportation Summaries

The following summaries identify the market potential to support development within the study area and assess land use alternatives and transportation improvements recommended in the concept plan. The complete memoranda of the market and transportation studies can be found in the Appendix.

### Market Study

A summary of the housing, office and retail potential for the study area is as follows:

#### Housing

- Demand for both rental and for sale units
- Workforce housing and affordable units for young households and seniors
- High-income, two-person (or fewer) households
- Feasibility for mixed income development

#### Office

- Market viability (absorption is longer term: 5yrs +/-)
- New Office viability is a function of site accessibility, visibility and the quality of SW Naito Parkway

#### Retail

- Small retail is viable
- Local serving that is part of a larger mixed use development

## **Transportation Study**

Traffic generated by the proposed development can be accomodated with the expected 2020 street network

- The proposed Water extension would not create excessive queues
- Harrison/Naito intersection would operate at LOSE & ICU LOS E (93.3%)
- Market/Naito intersection would operate at LOSE & ICU LOS E (96.0%)
- New Sherman/Naito intersection would operate at LOS B
- The Enhanced Naito Parkway does not appear to have a negative impact on LOS or traffic flows
- Pedestrian and bicycle circulation concepts are expected to improve overall circulation to and through the study area



