

# Report of the Centennial Mill Review Committee on Future Options for the Property



Prepared by  
The Portland Development Commission  
May, 2004

May 17, 2004

CENTENNIAL MILL

The Centennial Mill Committee was formed by staff of the Portland Development Commission to evaluate the issues, options and costs surrounding the Centennial Mill property. The purpose of this analysis was to narrow the options for re-use of the site and make a recommendation or recommendations to the Decision-Makers in Portland.

The Committee was made up of representatives of City Bureaus having a stake in the future of the site, local neighborhood representatives, developers and preservationists.

The Centennial Mill Review Committee met four (4) times and toured the property once. This Report of the Centennial Mill Review Committee on Future Options for the Property was prepared following the final Committee meeting on May 17, 2004.

The Committee and staff agreed that there are two primary options that the PDC Commissioners and the City Council need to weigh in on in order to give direction as to how to proceed:

1. Demolish all of the buildings (except the Mounted Horse Patrol Unit (MPU) facilities) and restore the site to grade in preparation for future public open space, recreation and environmental uses. Undertake master planning for the waterfront property and the Neighborhood Park. Park improvements would be undertaken when remaining waterfront properties were assembled. This alternative is represented by Option 1A. Longer term, the MPU may be reconfigured as shown on Option 1B.

- OR -

2. Retain the MPU. Demolish those portions of the complex that are not salvageable or have no re-use potential; retain and stabilize the others in order to keep redevelopment options open. This alternative is represented by Option 2A. At that point, PDC could either:
  - Prepare a redevelopment RFP and seek proposals from qualified developers for redevelopment of the property to meet stated goals; or
  - Proceed with master planning for the waterfront property and the Neighborhood Park for open space, recreation and environmental uses which would be undertaken when remaining waterfront properties were assembled.

This report is intended to summarize the finding, conclusions and options regarding future use of the Centennial Mill property, which is situated along the southwest side of the Willamette River between the Fremont and Broadway bridges. Prior city policy work has focused on utilizing the Centennial Mill property for public parks, recreation and environmental improvement purposes. However numerous neighborhood and community interests have recently urged PDC to look at redevelopment options that preserve and rehabilitate portions of the building for active uses.

## **Background**

### **The River District Development Plan**

The River District is an area of Portland's central city that is truly defined by the Willamette River. The orientation of the city grid on a bias to the river creates unique opportunities for connections between the community and the waterfront. With the success of Tom McCall Waterfront Park and the East Bank Esplanade, it is clear that the citizens of Portland hold the river as the focal point of this city. The Centennial Mill site represents a one of a kind opportunity to bring the people closer to the river.

Long term plans for acquiring the area surrounding and including Centennial Mill have been discussed as far back as 1992. The River District Development Plan (approved by City Council in 1992 called for the reclamation or enhancement of the waterfront space between the Steel Bridge and Terminal One. This Plan also identified the area at Centennial Mill as a future "significant public space on the river".

In 1994, the Portland City Council adopted the River District Strategic Investment Plan. In this plan, the site was identified as a location to bring the Willamette River into the heart of the River District in the form of Tanner Creek Park. The Park would serve the new, high density neighborhood and all residents of the city.

In March, 1995, the City Council adopted an amendment to the Central City Plan to incorporate the elements of the River District Plan. This plan called for negotiations with the current owners of Centennial Mill for acquisition and the development of the property. The Tanner Creek combined sewer outfall runs directly through the site and terminates into the river at the south side of the building complex. The idea was for the

creek to be daylighted and for the park to provide a focal point for the district allowing pedestrian access to and from the river.

The River District Urban Renewal Plan that was adopted by City Council in September, 1998 called for an “extension” of Tom McCall Waterfront Park through the River District. The plan was laid for the extension to pass through the Centennial Mill site and run north as far as Terminal One. The Tanner Creek outfall’s relation to the site was mentioned again, and the newly created open space was proposed to serve the growing neighborhood that has one of the regions highest housing densities. The potential of a public attractor, located at or near the Centennial Mill property, such as a conservatory or aviary along the waterfront, was also included in the report.

All totaled, there have been nine (9) separate resolutions by either the Portland Development Commission or Portland City Council that address the Centennial Mill site. An additional summary of these resolutions is attached as Exhibit “A”. They are all consistent in calling for a local and regional public open space attraction for our community. The latest being the Pearl District Development Plan that was approved by City Council in October of 2001. This plan proposed an extension of a 100-foot wide greenway through the property and for the site to become a gateway for the Pearl District to the river. That plan also anticipated the possible development of a public community center, along with open space for active and passive recreation.

### **Acquisition of Centennial Mill**

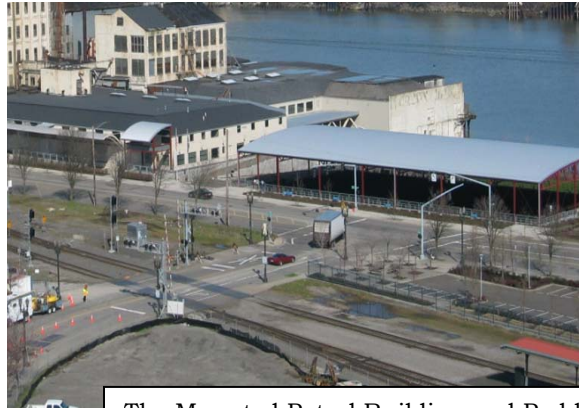
The Centennial Mill was ultimately acquired by PDC from the ADM Milling Company in 2000 using urban renewal and City Bureau of Environmental Services (BES) funds. The property was acquired based on the River District Urban Renewal Development Plan’s call for enhancement of the waterfront with public open spaces in the district and to facilitate connectivity between the River District and the Willamette River Greenway. The site was to be used for primarily open space or other public use. The criteria for acquisition set by the City Council did not include commercial redevelopment uses or housing.

Since its acquisition, PDC staff has hired consultants to research and report on the cultural and historical significance of the building and land use options for the site. Although the structure dates back to 1910, it is not listed as building of historical significance by any national, state or local jurisdiction. According to a report by SERA Architects, the mill faced intense and increasing competition from larger mills and high

railroad freight rates. These factors contributed to the obsolescence of the structure as mill.

### **The Mounted Patrol Unit**

In 2001, PDC relocated Portland Police’s Mounted Patrol Unit, or MPU, to a portion of the Centennial Mill site along Naito Parkway. The MPU currently resides in approximately 22,300 square feet of space in the prominent southwest corner of the building. PDC upgraded the facility with stalls and other indoor facilities for the horses as well as administrative offices. A 100 foot by 200 foot covered outdoor paddock was built just south of the building. The paddock structure was placed in such a way as to allow a full 100 foot greenway to pass between it and the river. This location is well suited for the MPU in that virtually no trucking of the horses to their patrol areas are needed.



The Mounted Patrol Building and Paddock

### **The Remainder of the Centennial Mill Complex**

Except for the portion of the site that is occupied by the Mounted Patrol Unit, the Mill is in a state of extreme disrepair. Hazardous conditions exist in each building and many areas are at risk of collapse. A large portion of the structure that is supported on river piles is currently cordoned off with permanent barriers to prevent access of any kind. Several photos at the end of this report (Exhibit “F”) provide a visual account of the deterioration of the foundation and piles.

Most of the roof is leaking severely, and it has been for many years. The resulting water damage is extensive and includes rot and mold damage. Two of the buildings are separating from each other.



River Pilings

This movement has torn the combined roof structure apart resulting in a six inch void in the structure and membrane.

The buildings were built at a time when lateral and seismic loads were not considered to be much of a concern in the region. There is very little lateral bracing in the buildings. Compounding the seismic problem is the fact that Centennial Mill is located in a liquefaction zone. This means that if a major seismic event were to occur, some of the ground upon which the structures are built would be susceptible to lateral spread. This lateral spread of the soils would result in catastrophic damage to the building.

The property contains environmental contamination. PDC staff has conducted detailed environmental surveys on the site and just recently conducted the final pre-abatement assessment and plan. Hazardous materials include but are not limited to asbestos, lead, pesticides, creosote and polychlorinated biphenyl's (PCB's). Most of the abatement work will need to be done regardless of the fate of the structures. Staff issued a bid on April 20, 2004 for the pre-demolition abatement work.

Since the MPU only occupies the portions of the warehouses on the southern end of the site, utilities are shared between the MPU and the rest of the structure. In order to prepare for demolition, new electrical services have been brought into the MPU and the sewer and water service separation is ongoing at this time. The Bureau of General Services, under direction of PDC Staff is managing the utility separation work, and the work should be completed by July, 2004.

The buildings not only share utilities, but they share numerous structural elements as well. New shear walls and brace frame elements will need to be designed and constructed for the MPU, or any other structure, to remain standing, if the other structures are to be deconstructed. Staff has prepared a scope of work that outlines the design, engineering and permitting activities that will be necessary to complete the demolition while retaining the MPU portion of the structure. A request for proposal for will be issued for consultants to assist PDC staff in completing this design work.

## **Community Involvement**

### **Formation of the Centennial Mill Citizen Review Committee**

PDC has also been working on the community side of this important project. On two occasions, PDC Staff briefed the Pearl District Neighborhood Association on the project. Some members raised objections to the demolition of Centennial Mill. Opinions were heard that the complex is a symbol of the historic industrial use of Portland's waterfront and should be preserved in whole or part with a public and/or private re-use project.

In Fall, 2003, PDC staff recommended that further community outreach be done on a parallel path with the final planning stages for the demolition of Centennial Mill. To accomplish this, it was decided that a committee should be formed to discuss the mill. This committee consists of members of the Pearl District Neighborhood Association, AIA Historical committee, developers, PDC staff, representatives from the Portland Parks Bureau and the Bureau of Environmental Services. In addition, other interested parties joined the committee meetings on occasion. Committee members and guests included:

Neilson Abeel, Pearl District Neighborhood Association,  
S. Bruce Allen, Portland Development Commission,  
John Carroll, Carroll Investments,  
Mary Anne Cassin, Portland Parks & Recreation,  
Linda Dobson, Bureau of Environmental Services,  
Patricia Gardner, Pearl District Neighborhood Association,  
Peter Meijer, former AIA Historic Resources Committee Chair,  
Jim Middaugh, Bureau of Planning,  
David Obern, Portland Development Commission,  
Tiffany Sweitzer, Hoyt Street Properties,  
Chuck Wiren, Bureau of General Services,  
Clark Zeller, Portland Development Commission.  
(See detailed list on Exhibit "B")

### **First Meeting, November, 2003 Introductions and Background**

In November, 2003, PDC staff organized the first meeting of the Review Committee. The goal of the committee was to discuss Centennial Mill, become familiar with the challenges of the site and evaluate options.

All previous planning and completed work was presented at the first meeting. In addition, PDC staff summarized the nine (9) formal actions that had been taken by PDC or the City Council regarding the intended uses for the Centennial Mill property. These formal PDC and City Council actions are summarized on Exhibit "A".

### **Second Meeting December, 2003 Tour Impressions and Research on Similar Sites**

Soon after the first meeting, the Review Committee had the opportunity to tour the site before the December meeting. During the December meeting, the committee discussed their impressions of the site. Many unique aspects of the building were noted by the committee, including the severe deterioration of the structure. The committee also reviewed web-based research collected about other converted industrial sites that share some similarities to Centennial Mill. Most of these projects were located on the east coast and had costs in the \$100 to \$200 million range.

It was decided to take a very basic approach to the site at the ground level, and look at site options and not worry about specific uses of the remaining structures at this time. Some buildings at the site (like the tall Flour Mill) may have some limited reuse potential while others (like the grain elevators) clearly have none. Further, given the varied interests that are represented in the committee, it was decided to focus on issues and assumptions that we could agree upon, rather than a wide variety of possible options.



Centennial Mill Grain Elevators

### **Third Meeting, January 2004 Assumptions and Options**

In January, 2004 the committee reached consensus on a list of assumptions for the site that would apply to all of the options the committee would subsequently consider. These assumptions are



attached as Exhibit “C”. The consensus was nearly unanimous and the list contains basic facts, goals for this site, as well as obstacles for redevelopment.

One of areas covered by the assumptions is “Land Use and Planning”. For example, the committee assumed and agreed that the “Greenway Trail” will be extended along the waterfront through the site. Again this fact was important to every member of the committee.

Another important issue addressed by the assumptions was “Building Re-use Feasibility”. These assumptions centered on the condition of the buildings, river pilings and what could be salvaged. Finally the committee looked at “Life/Safety and Environmental” assumptions for the site. These assumptions addressed safety during a seismic event, contamination and environmental concerns.

The list of assumptions gave the committee a basis to work from when thinking about various options. The different options that came out of this exercise varied in the amount of buildings that would be retained.

At this point there have been no specific users identified that would have the resources to undertake redevelopment of any of the existing structures for adaptive re-use.

## **The Options for the Site As Seen by the Review Committee (Exhibit “F”)**

### **Option 1A**

One of the assumptions that the committee agreed upon was that any site development would incorporate the MPU in nearly its current location. Option 1A demolishes all structures except the Mounted Patrol Unit (MPU) buildings and the basement slab of Warehouse C.

The idea for this basement level is to provide access around the MPU for the greenway trail. This presents the opportunity for people to get very close to the river and over the bank on a structure that could be converted to a waterfront plaza.

### **Option 1B**

Option 1B changes the MPU configuration slightly. The stall area is moved to occupy Warehouses E and A. The rest of the structures are demolished. This option allows for a full 100 foot wide greenway through the entire property.

The Review Committee agreed that, at a minimum, the site would contain a 25 foot greenway along the waterfront but it was understood that the project would strive to achieve a solution that contained a 100 foot greenway if possible.

### **Option 2A**

In Option 2A, more structures are retained for re-use. The two tallest and most prominent structures are retained as well as the MPU, Warehouse E, and Warehouse A. The basement floor of Warehouse C is also salvaged for reasons similar to Option 1A. However, because the Feed Mill is retained, a small section will need to be added to this floor in order to get the greenway trail around the building. As with any project, parking would be needed to support any new use that would occupy Centennial Mill. This is not in keeping with the city's desire to reduce or eliminate parking along the river.

### **Option 2B**

The main difference between Option 2A and 2B is that the Starch Plant is demolished and the horse stalls of the MPU are relocated to Warehouse E and A. Similar to Option 1B, this design allows for a 100 foot waterfront greenway trail. Again the issue of parking for what ever community use would exist in the retained buildings would be addressed by the new development at the north end of the site along Naito Parkway.

### **Cost Estimates of the Redevelopment Options**

A study was conducted by Paul Reis of Design Council Group on the cost of each option, and it is attached as Exhibit "E". Design Council looked at the estimates in two different ways. First, the costs were estimated as a deconstruction and partial stabilization project. Second, the costs were presented that would continue with the full redevelopment project.

Below is a table that summarizes the estimates of each option:

Table 1

| Option 1A  | Basic Greenway Improvements | High Level Greenway Improvements |
|--|-----------------------------|----------------------------------|
| MPU to remain - Greenway supported by basement of warehouse C  |                             |                                  |
| Mill Demolition and Building Stabilization   | <b>\$3,591,485.54</b>       | <b>\$3,591,485.54</b>            |
| Future Development of Greenway and Buildings   | <b>\$6,619,812.00</b>       | <b>\$8,870,812.50</b>            |
| Total Option 1A  | <b>\$10,211,297.54</b>      | <b>\$12,462,298.04</b>           |
| <b>Option 1B</b>   |                             |                                  |
| MPU to be reconfigured - Greenway located along river bank   |                             |                                  |
| Mill Demolition and Building Stabilization   | <b>\$2,136,326.25</b>       | <b>\$2,136,326.25</b>            |
| Future Development of Greenway and Buildings   | <b>\$10,499,510.00</b>      | <b>\$12,750,510.00</b>           |
| Total Option 1B  | <b>\$12,635,836.25</b>      | <b>\$14,886,836.25</b>           |
| <b>Option 2A</b>   |                             |                                  |
| MPU to Remain - Greenway supported by basement of warehouse C - Four (4) additional structures redeveloped - New building to support parking and additional uses |                             |                                  |
| Mill Demolition and Building Stabilization   | <b>\$9,307,842.98</b>       | <b>\$9,307,842.98</b>            |
| Future Development of Greenway and Buildings   | <b>\$44,774,570.00</b>      | <b>\$47,025,570.00</b>           |
| Total Option 2A  | <b>\$54,082,412.98</b>      | <b>\$56,333,412.98</b>           |
| <b>Option 2B</b>   |                             |                                  |
| MPU to be reconfigured - Greenway located along river bank - 2 additional structures redeveloped - New building to support parking and additional uses           |                             |                                  |
| Mill Demolition and Building Stabilization   | <b>\$4,404,615.00</b>       | <b>\$4,404,615.00</b>            |
| Future Development of Greenway and Buildings   | <b>\$37,302,560.00</b>      | <b>\$39,553,560.00</b>           |
| Total Option 2B  | <b>\$41,707,175.00</b>      | <b>\$43,958,175.00</b>           |

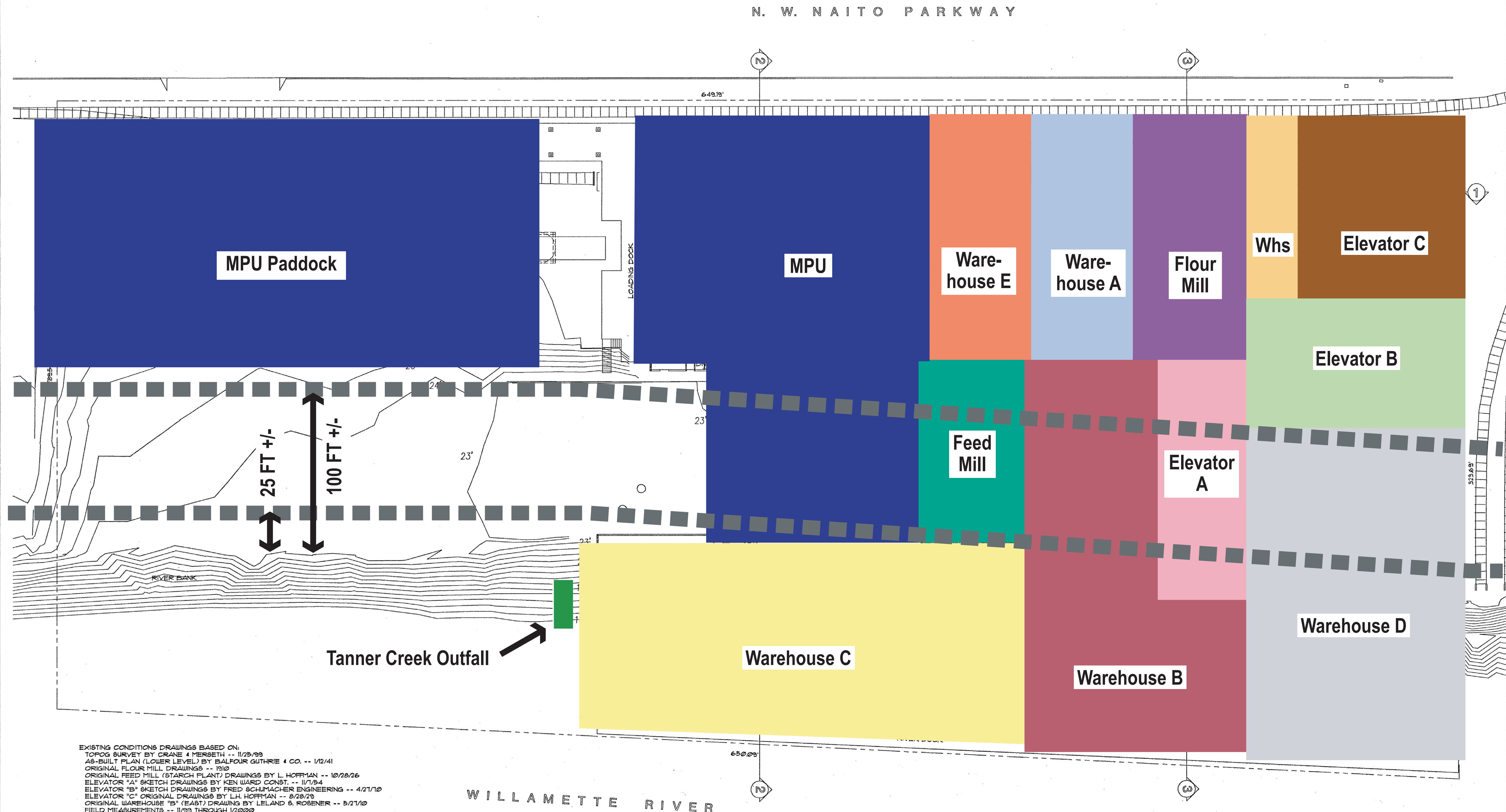
Certain environmental cost have not been fully identified at this time but could likely include costs if asbestos abatement, lead paint abatement, PCB abatement, UST decommissioning, and contaminated soil removal among others.

As expected, the deconstruction, stabilization and greenway development of Option 1A turned out to be the least expensive, ranging between \$10.2 and \$12.5 million. While the full redevelopment of Option 2A ranged between \$54.1 million and a cost of over \$56.3 million. The cost estimates shown as “Mill Demolition and Building Stabilization” assume that the minimal amount of work is done to stabilize and protect the remaining buildings on the site and that the greenway would come at a time after acquisition of the properties to the north and to the south.

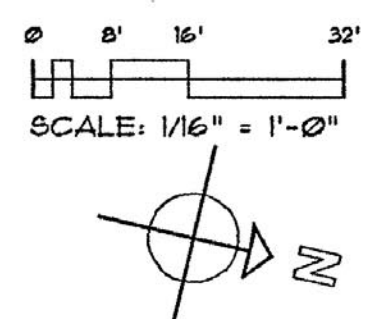
## **Potential Project Funding**

PDC urban renewal funds available for this site are limited. The River District Urban Renewal Plan anticipated the use of tax increment funds for waterfront acquisition and park development. \$9,000,000 was anticipated for the acquisition of Centennial Mill. The plan projected that another \$5,270,000 could be spent on park development and \$3,000,000 was earmarked for greenway improvements. Centennial Mill was not the only site that was identified as possible acquisitions for waterfront open space. The plan identified that another \$13,000,000 could be used for acquisition of the remaining waterfront property. PDC currently forecasts that sufficient funding will be available for Option 1A, but that additional sources of funding would need to be obtained in order to pursue any of the other three options.

# Centennial Mills Property



EXISTING CONDITIONS DRAWINGS BASED ON:  
 TOPOG SURVEY BY CRANE & MERSETH -- 11/25/99  
 AS-BUILT PLAN (LOWER LEVEL) BY BALFOUR GUTHRIE & CO. -- 1/12/41  
 ORIGINAL FLOUR MILL DRAWINGS -- 1910  
 ORIGINAL FEED MILL (STARCH PLANT) DRAWINGS BY L. HOFFMAN -- 10/28/26  
 ELEVATOR "A" SKETCH DRAWINGS BY KEN WARD CONST. -- 11/1/54  
 ELEVATOR "B" SKETCH DRAWINGS BY FRED SCHUMACHER ENGINEERING -- 4/21/10  
 ELEVATOR "C" ORIGINAL DRAWINGS BY L.H. HOFFMAN -- 8/28/23  
 ORIGINAL WAREHOUSE "B" (EAST) DRAWING BY LELAND G. ROSENER -- 5/21/10  
 FIELD MEASUREMENTS -- 11/93 THROUGH 1/2002

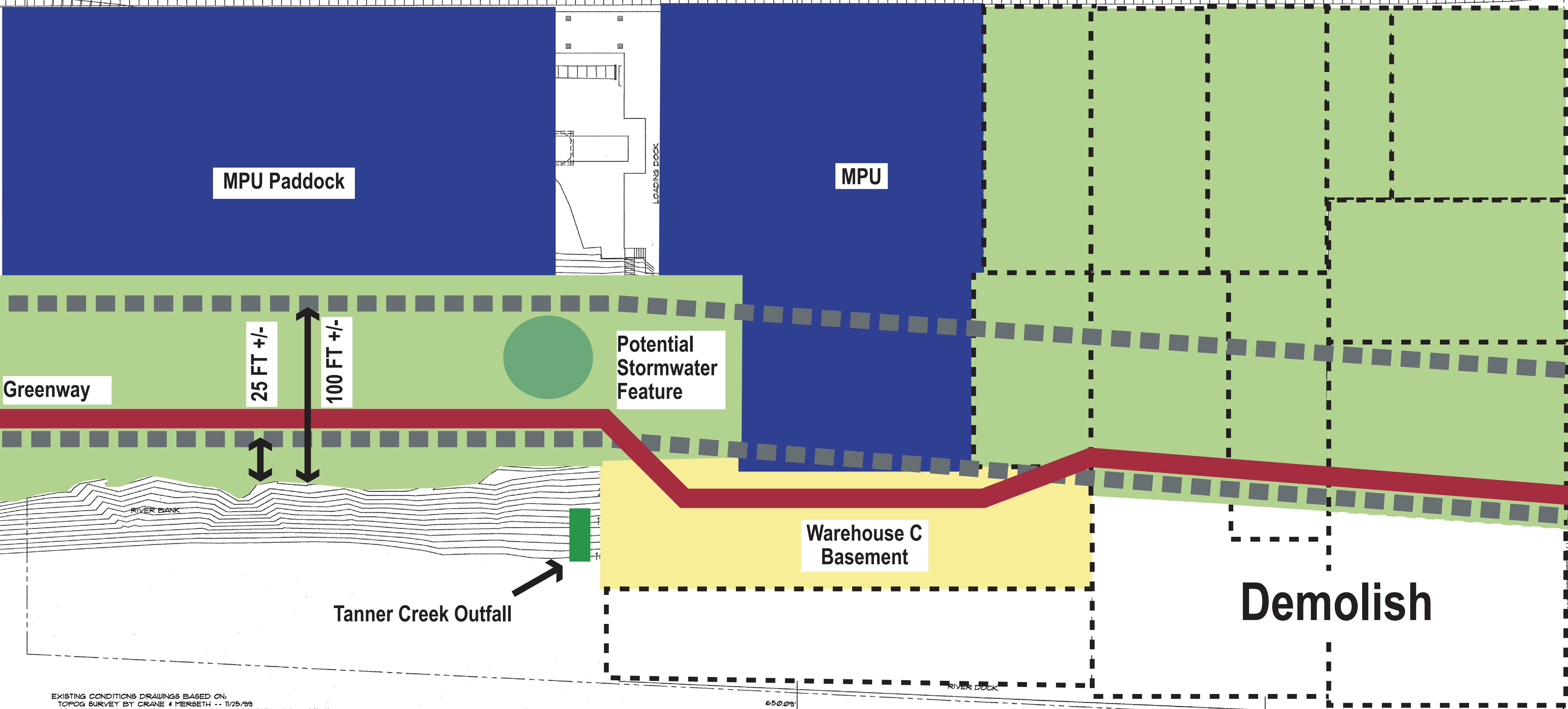


CENTENNIAL MILL -- Existing Conditions  
 1362 N.W. Naito Parkway  
 Portland, Oregon

Job No. 99100  
 Date 2/2/02  
 Drawn by [initials]  
 Checked [initials]  
 Scale  
 Revisions

# Plan of Existing Facility

N. W. NAITO PARKWAY



Greenway

MPU Paddock

MPU

Potential Stormwater Feature

Warehouse C Basement

Demolish

Tanner Creek Outfall

25 FT +/-  
100 FT +/-

EXISTING CONDITIONS DRAWINGS BASED ON:  
 TOPOG SURVEY BY CRANE & MERBETH -- 11/25/99  
 AS-BUILT PLAN (LOWER LEVEL) BY BALFOUR GUTHRIE & CO. -- 1/21/41  
 ORIGINAL FLOUR MILL DRAWINGS -- 1912  
 ORIGINAL FEED MILL (STARCH PLANT) DRAWINGS BY L. HOFFMAN -- 10/28/26  
 ELEVATOR "A" SKETCH DRAWINGS BY KEN WARD CONST. -- 11/7/54  
 ELEVATOR "B" SKETCH DRAWINGS BY FRED SCHMACHNER ENGINEERING -- 4/21/10  
 ELEVATOR "C" ORIGINAL DRAWINGS BY L.H. HOFFMAN -- 8/28/23  
 ORIGINAL WAREHOUSE "B" (EAST) DRAWING BY LELAND S. ROEBNER -- 5/21/10  
 FIELD MEASUREMENTS -- 11/99 THROUGH 1/2000

0' 15' 30'  
 SCALE: 1/16" = 1'-0"



WILLAMETTE RIVER

# Option 1A

CENTENNIAL MILL -- Existing Conditions  
 1362 N.W. Naito Parkway  
 Portland, Oregon

Job No. 99180  
 Date 2/2/2000  
 Drawn by JEA  
 Checked  
 Scale  
 Revisions

N. W. NAITO PARKWAY

649.13'

MPU Paddock

MPU

MPU Stalls

Greenway

25 FT +/-

100 FT +/-

Potential Stormwater Feature

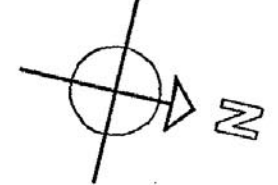
Tanner Creek Outfall

Demolish

WILLAMETTE RIVER

EXISTING CONDITIONS DRAWINGS BASED ON:  
 TOPOG SURVEY BY CRANE & MERBETH -- 11/28/95  
 AS-BUILT PLAN (LOWER LEVEL) BY BALFOUR GUTHRIE & CO. -- 1/21/41  
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 ELEVATOR "C" ORIGINAL DRAWINGS BY L.H. HOFFMAN -- 8/28/23  
 ORIGINAL WAREHOUSE "B" (EAST) DRAWING BY LELAND S. ROSENER -- 5/21/10  
 FIELD MEASUREMENTS -- 11/93 THROUGH 1/2020

0 5' 10' 32'  
 SCALE: 1/16" = 1'-0"

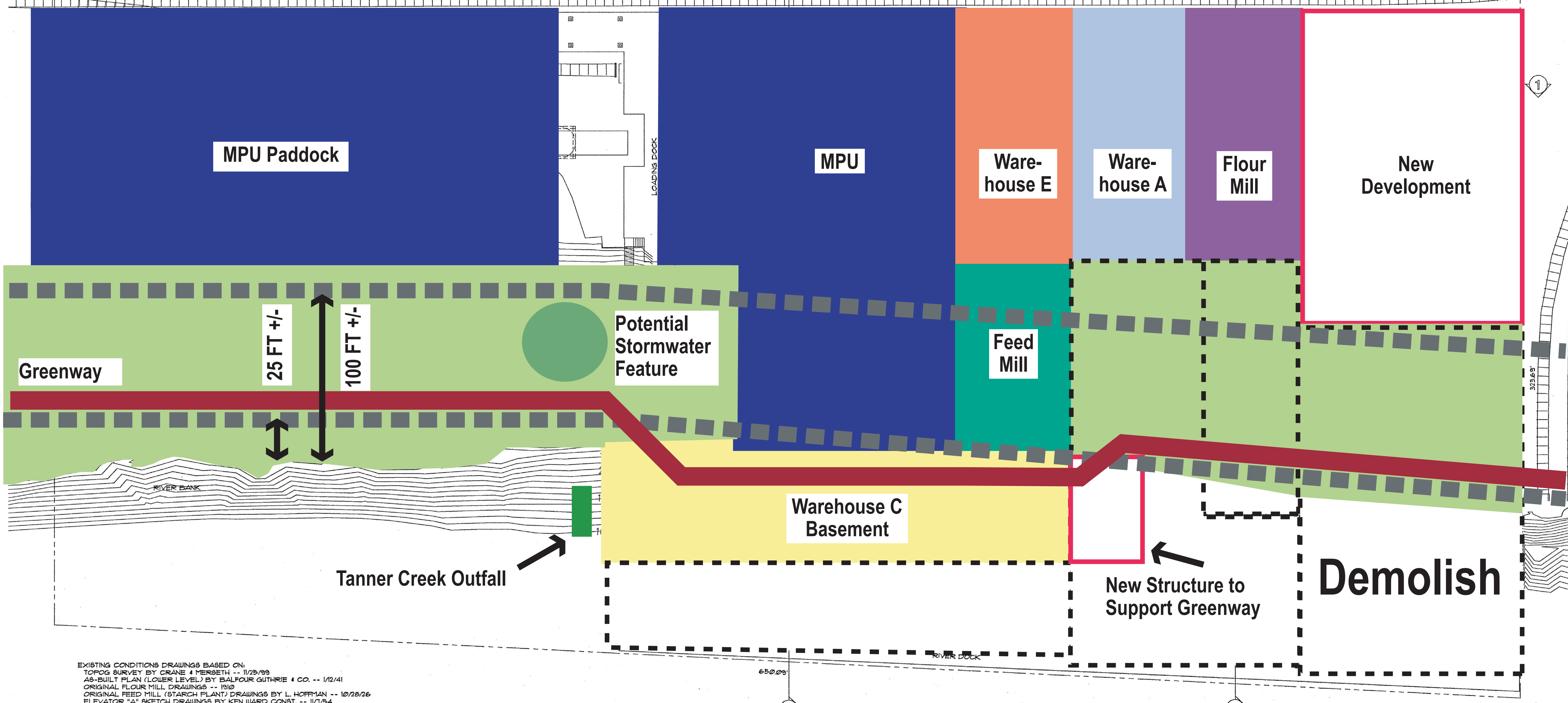


# Option 1B

CENTENNIAL MILL -- Existing Conditions  
 1362 N.W. Naito Parkway  
 Portland, Oregon

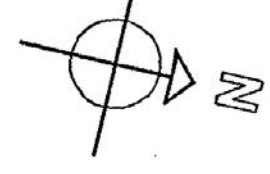
Job No. 99100  
 Date 2/2/2020  
 Drawn by JEA  
 Checked  
 Scale  
 Revisions

N. W. NAITO PARKWAY



EXISTING CONDITIONS DRAWINGS BASED ON:  
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 FIELD MEASUREMENTS -- 11/93 THROUGH 1/2020

SCALE: 1/16" = 1'-0"



WILLAMETTE RIVER

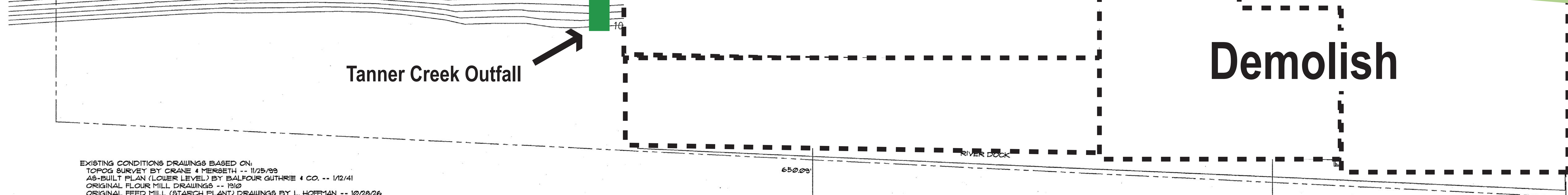
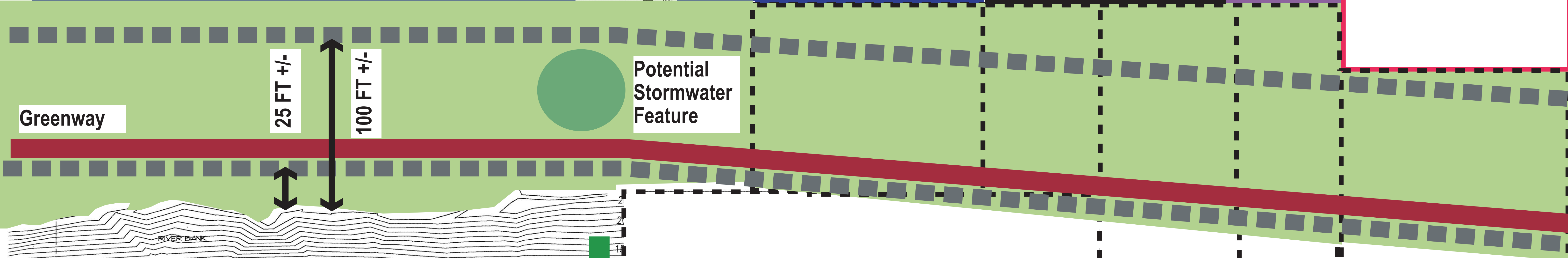
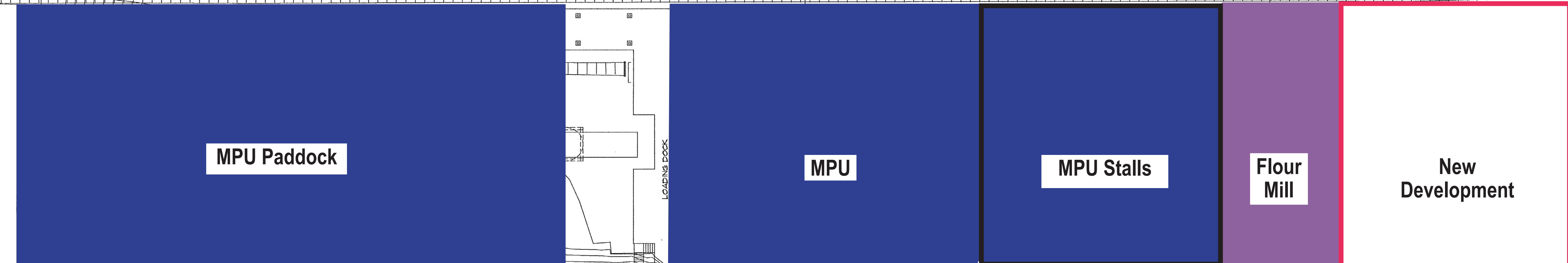
# Option 2A

CENTENNIAL MILL -- Existing Conditions  
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 Portland, Oregon

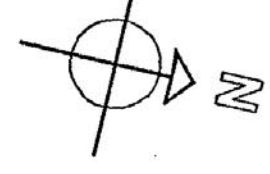
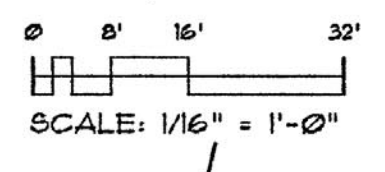
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N. W. NAITO PARKWAY



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 FIELD MEASUREMENTS -- 11/93 THROUGH 1/2020



WILLAMETTE RIVER

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 Revisions

# Option 2B

# **Report of the Centennial Mill Review Committee List of Exhibits**

Exhibit A: City Goals and Policies Supporting Acquisition

Exhibit B: Review Committee Roster

Exhibit C: Committee Assumptions Regarding Site Redevelopment

Exhibit D: Four (4) Redevelopment Options for the Property

Exhibit E: Development and Cost Analysis from Design Council Group

Exhibit F: Photos of the Property

**Centennial Mills**  
**City Goals and Policies Supporting Acquisition**

**1. River District Development Plan, approved by City Council 1992**

“Parks and Open Spaces

...Parks and open spaces offer the River District yet another relationship with the river, creating links to adjacent districts, and providing a resource necessary for the evolution of distinct neighborhoods. The Development Plan includes the reclamation or enhancement of over a mile of waterfront between the Steel Bridge and Terminal One.... River District open spaces will be available to all citizens and will support and nurture a resident population.”

“4. Tanner Basin/Waterfront

...The waterfront will be improved north and south of the basin to create significant public space on the river....”

**2. River District Strategic Investment Plan, adopted by Council December 1994**

“Tanner Creek Basin/Park

Tanner Basin and Tanner Creek Park will bring the Willamette River into the heart of the River District, creating a focus for a compact urban community while acknowledging the natural history of the area and enhancing water quality. It is here that the highest densities will occur. There will be 3030 new housing units and 92,000 square feet of neighborhood retail and commercial space to become the basis for this new neighborhood. Additionally, a public attractor in the form of a conservatory or aviary is planned along the waterfront.”

“...The waterfront will be improved north and south to the basin to create significant public space on the river – to be enjoyed not only by the residents of the new housing units, but by all of Portland’s residents....”

**3. Central City Plan, As Amended, adopted by Council March 1995**

“...A major feature of the River District Plan is to daylight Tanner Creek and create a significant open space improvements along the creek and the Willamette River.

“RD 4. Negotiate with the owners for a relocation plan for the waterfront Centennial Mill plant in order to acquire their property for the development of the Tanner Creek Basin which will provide the district’s focal point with access to and from the waterfront as well as linking the outfall of the combined sewer overflow abatement of Tanner Creek.”

“RD 5. Negotiate agreements and acquire or trade properties to gain critical property locations for public open space and development within the River District. Such property includes the Willamette River waterfront property between Centennial and Albers Mills, pedestrian access ways through McCormick Pier apartments, and Tanner Creek and Basin Properties.... “

“RD 7. Develop the waterfront park area as public open space to serve the community and integrate and complete the Willamette Greenway trail for the full length of the River District Willamette River waterfront.”

**4. River District Urban Renewal Plan, Adopted by Council September 25, 1998**

“10. Waterfront Park Extension

Tom McCall Waterfront Park is the quintessential project which defines the sprit of Portland, Created in the 1960’s and 1970’s from an expressway, the success of the park can be measured by the hundreds of thousands of people who use it every year, as well as by the major private investments along it reach. Extending the riverfront park through the River District builds upon this success and creates new opportunities for the Area. Extension of the park will add a critical recreational amenity to the housing on the Terminal One site.”

“The Willamette River waterfront will be improved north and south of Tanner Creek outfall by acquiring property, extending the Greenway trail along the waterfront and developing connections to Tanner Creek. This creates an opportunity to locate a public attractor, such as a conservatory or aviary, along this portion of riverfront, to additionally enhance the area as a magnet for visitors and residents.”

**5. Tanner Creek Park and Water Feature Steering Committee Report, approved by City Council, October 1998**

“Open Space along the River

Riverfront open space is a precious resource that should be acquired for public benefit. River park should have a special character, different from that of Waterfront Park.”

“Riverfront Park

Range of activities that can be accommodated will depend upon schedule of property acquisition.

- Serves people within and outside the district
- Creates a focal point for River District
- Provides a variety of active and passive recreation spaces and other attractions
- Provides visual and physical access to the water
- Requires access to transit and parking

Program

- Active and passive recreation spaces
- Outdoor spaces should accommodate informal games
- Plaza/gathering space
- Water feature with visual and physical access to river
- Exhibition/display area
- Water quality/stormwater feature
- Interpretation of natural and cultural history of site, river, etc
- Theme gardens
- Court sports, such as basketball, tennis”

**6. City Council Ordinance No. 174177, adopted by the Council on February 16, 2000**

“...5. The City Bureaus of Environmental Services and Parks and Recreation (Parks) have identified the need for public use of portions of the Centennial Mills property and together with PDC, wish to proceed with financing its acquisition as outlined herein.

6. The funding strategy for the acquisition of the property is based on the availability of tax increment funds and the reasonably anticipated future uses of the property for which the Council has determined to include BES and Parks....”

**7. Portland Development Commission Resolution #5397, adopted February 17, 2000**

“...the City Bureaus of Environmental Services and Parks and Recreation (Parks) have identified the need for public use of portions of the Centennial Mills property and, together with PDC, wish to proceed with financing its acquisition as outlined herein; and

...the tax funding strategy for the acquisition of the property is based on the availability of tax increment funds and the reasonably anticipated future uses of the property for which the Council has determined to include BES and Parks;....”

**8. Portland River District Park System Urban Design Framework Study, January 16, 2001 (This document was not adopted by Council).**

“The Boardwalk

...It begins at the southern most park at Johnson Street and extends northerly to the Fields (neighborhood park). At this point, a gentle, accessible incline of the boardwalk begins, ramping up to cross the railroad tracks and Naito Parkway and ultimately connecting to the renewed Centennial Mills Building Complex (at the second or third floor), recently obtained by the City. Accessibility to the Riverfront and back to grade will be provided within the Mill building. The boardwalk extends past the building at the upper level and terminates as a major promontory, high above the riverbank. ...”

“The Neighborhood Park

At the regional Riverfront Park, the sea wall and railing treatment of the water’s edge, used elsewhere in the city, is here replaced with a simple grass slope implying direct access to the waterfront. A stone “beach” protects and stabilizes the shoreline. The river’s edge is planted with native riparian species. As a gesture towards the River District gateway along Naito Parkway, wedge-shaped stone retaining walls, mimicking the aquifer wall construction, not only provide a transition to the adjacent land uses, but extend the Park expression along NW Front Street to receive the at-grade rail crossing at NW 9<sup>th</sup> Street, reinforcing the entry to the district. ...”

**9. Pearl District Development Plan, Approved by City Council October 2001**

“5. Acquire waterfront property for use as open space and other public uses.

The City should make it a priority to acquire the remaining pieces of waterfront property. When PDC gains control of the majority of the waterfront property, a community planning process should be undertaken to define the future character, use and design of the property between the Broadway Bridge and Terminal 1 South.

“One opportunity is to re-use a portion of the Centennial Mills site as a regional community/recreation center.”

**“NEIGHBORHOOD AMENITIES**

**Action Items**

“... Acquire waterfront property for use as open space and other public uses.

**“EDGES AND GATEWAYS**

**Action Items**

Create a gateway on the riverfront at Centennial Mills site.

EXHIBIT B

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## EXHIBIT C

### **CENTENNIAL MILLS**

#### **ASSUMPTIONS REGARDING SITE REDEVELOPMENT**

(Revised 2-23-04 following e-mailed committee input)

#### **LAND USE**

- The properties to the north and south will eventually be acquired unless development occurs first (being discussed on the south property)
- The Greenway Trail will be extended along the waterfront through the site.
- The Greenway setback will be >25'; with a goal of 100' in width.
- The MPU will stay in their current facilities for at least 10 more years although parking needs to be reconfigured as part of redevelopment activities
- The site will provide some amount of additional public open space
- The Tanner Creek outfall will be improved
- The site will provide for onsite stormwater management and an educational demonstration opportunities
- Any active use will require on-site parking which would be along Naito Pkwy
- Any necessary parking will be incorporated into existing structure or will be in new structured parking on this or an adjacent site.
- There will be no surface parking lots on the waterfront.
- Riverbank and fish habitat will be enhanced
- A preponderance of any site redevelopment will be for public or institutional uses (e.g. museums, art venues, and incidental retail/commercial) vs. private uses.

#### **BUILDING RE-USE FEASIBILITY**

- The wooden portion of the dock and building on piers will be removed entirely or treated in a manner consistent with direction given by Natural Resource Agencies
- Environmental permits will need to be acquired and wood piles will be removed or cut off at the water line
- A portion of the concrete basement floor over the bank could be retained to accommodate the Greenway
- Except for some portion of the grain bins (cribs) which should be retained for historical/educational interpretation, they have no re-use potential and will be removed
- Because of its severe deterioration and the difficulty in saving only portions of the warehouse, Warehouse D will be removed entirely
- Any redevelopment of the Flour & Feed Mills will likely alter their exterior appearances due to seismic retrofitting needs
- The Naito Parkway canopy will be retained where existing buildings remain
- All materials removed from the site will be re-used to the greatest extent practicable

## EXHIBIT C

### **LIFE/SAFETY/ENVIRONMENT**

- Any re-use of the structures will require seismic upgrades
- As with other nearby riverfront properties, any use on the site within 100 ft. of top of bank will be susceptible to significant damage due to liquefaction & lateral spread following a major seismic event
- The buildings along Naito Parkway are susceptible to damage due to liquefaction and settlement; however, lateral spread is not anticipated further than 100ft from the top of bank.
- Re-use of Warehouse B will require removal of wood floor in the “Pesticide Room” to remove contamination
- Any other redevelopment of the buildings or site will require environmental remediation.