

PORTLAND DEVELOPMENT COMMISSION

Portland, Oregon

RESOLUTION NO. 7147

ADOPTING THE BROADWAY CORRIDOR FRAMEWORK PLAN AS THE GUIDING DOCUMENT FOR FUTURE DEVELOPMENT OF THE UNITED STATES POSTAL SERVICE SITE AND PROPERTIES LOCATED IN THE STUDY AREA ADJACENT TO THE BROADWAY BRIDGE IN THE RIVER DISTRICT URBAN RENEWAL AREA

WHEREAS, the Portland Development Commission (“PDC”) is undertaking the River District Urban Renewal Plan, adopted September 25, 1998, and subsequently amended (the “Plan”);

WHEREAS, relocation and acquisition of the United States Postal Service (“USPS”) Processing and Distribution Center (“P&DC Site”) at 715 NW Hoyt Street in the River District Urban Renewal Area (“URA”) has long been envisioned by the general public, elected officials, and adopted land use and development plans as one of the most significant redevelopment sites in Portland’s central city;

WHEREAS, the 2015 West Quadrant Plan approved by Portland City Council on March 5, 2015, states that the PDC and partners should encourage the relocation of the regional distribution facility and redevelop the P&DC Site for a high density mix of uses (including affordable and market rate housing, office, and retail) and new city attractions (including the provision of civic parks, open space amenities, and signature connections) between the Pearl District and Old Town/Chinatown, and between the North Park Blocks and the Broadway Bridge;

WHEREAS, PDC currently owns several properties located within the immediate vicinity, including Union Station, Block U, and Block R, and is in negotiations with USPS for the potential acquisition of the P&DC site;

WHEREAS, PDC completed the Broadway Corridor Framework Plan (“Framework Plan”) with direction from a multi-disciplinary consultant team and significant stakeholder participation including a Technical Advisory Committee, Stakeholder Advisory Committee, and extensive regional public input that was the result of innovative public involvement strategies;

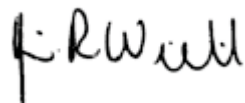
WHEREAS, the Framework Plan provides a strategic vision for development of the broader Broadway Corridor study area and outlines a preferred development concept for the P&DC site, including a proposal for increased entitlement to density and height, to be further refined in a future master plan; and

WHEREAS, the objective of the Framework Plan is to provide greater certainty regarding PDC’s and the City of Portland’s development objectives, desired public investments, and financial capacity, with a particular focus on the P&DC site.

NOW, THEREFORE, BE IT RESOLVED, that the PDC Board hereby adopts the Framework Plan, in the form attached hereto as Exhibit A, as the guiding document for future development of PDC-owned and other properties in the Broadway Corridor; and

BE IT FURTHER RESOLVED, that this resolution shall become effective immediately upon its adoption.

Adopted by the Portland Development Commission on October 14, 2015

A handwritten signature in black ink, appearing to read "G. Wiedrick". The signature is written in a cursive, somewhat stylized font.

Gina Wiedrick, Recording Secretary

PORTLAND DEVELOPMENT COMMISSION

Portland, Oregon

RESOLUTION NO. 7147

EXHIBIT A

**ADOPTING THE BROADWAY CORRIDOR FRAMEWORK PLAN AS THE
GUIDING DOCUMENT FOR FUTURE DEVELOPMENT OF THE UNITED
STATES POSTAL SERVICE SITE AND PROPERTIES LOCATED IN THE
STUDY AREA ADJACENT TO THE BROADWAY BRIDGE IN THE RIVER
DISTRICT URBAN RENEWAL AREA**

Exhibit A includes this cover page and contains 65 pages:

- Broadway Corridor Framework Plan, Final Report, October 5, 2015



FINAL REPORT

OCTOBER 5, 2015

PDC | PORTLAND
DEVELOPMENT
COMMISSION
www.pdc.us

BROADWAY CORRIDOR

ZGF | SOM | HR&A

FRAMEWORK PLAN

THE BROADWAY CORRIDOR OFFERS A
ONCE-IN-A-GENERATION CHANCE TO
TRANSFORM A DOWNTOWN DEVELOPMENT
AND THE UNION STATION MULTIMODAL
TRANSPORTATION HUB IN A UNIQUELY
PORTLAND WAY THAT HONORS HISTORY
AND EQUITY, CULTIVATES CULTURE, BUILDS
DENSITY AND DIVERSITY, AND REIMAGINES
HOW PORTLANDERS LIVE, WORK, ENJOY
AND MOVE THROUGH THE CITY.

ACKNOWLEDGMENTS

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HHPR	Cost Estimating
Design+Culture Lab	Community Engagement



LOVEJOY BAKERS

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EXECUTIVE SUMMARY

OPPORTUNITY & VISION

The 24-acre Broadway Corridor comprises numerous parcels, including Portland's Union Station, largely east of Broadway, the majority of which are owned by the Portland Development Commission (PDC), together with the 14-acre U. S. Postal Service (USPS) site west of Broadway. The Corridor is identified in the City of Portland's Central City 2035 Plan as a key opportunity site for high density employment and signature city attractions.

Acquisition and redevelopment of the USPS site, as called for in the Central City 2035 Plan, offers a once-in-a-generation opportunity for PDC and the City to meet growth requirements—including private development together with affordable housing, economic development, transportation, and open space goals—on a large, contiguous property in the middle of downtown and adjacent to Portland's regional transit hub. Development of the USPS site can absorb a substantial share of the approximately 21,500 new households and 42,500 new jobs projected to be added to the Central City by 2035. This plan anticipates approximately 2,400 new households and 4,000 jobs on the 14-acre USPS site, supported by approximately \$40 million invested for infrastructure. If this growth were to occur in lower density outer neighborhoods, it would need 400 acres of land and approximately \$105 million in infrastructure investment.

Acquisition of the USPS site entails replacement of the USPS facility elsewhere in the region at a cost of approximately \$80 million. Fundamental to the USPS site transaction and redevelopment

is that resulting public benefit balance public acquisition and redevelopment costs and that private redevelopment generate sufficient value to pay for the majority of these costs.

The emerging vision is of a redeveloped Broadway Corridor that will reach beyond its boundaries to accomplish city-wide benefit, including connection of the Green Loop between Broadway Bridge and the North Park Blocks; extending and visually terminating the North Park Blocks with a connection to Union Station; and completing NW Johnson Street as a continuous pedestrian and bicycle link between the Northwest District and Union Station.

Additional jobs and downtown living will capture a significant amount of the growth projected for the Central City over the next 20 years, catalyze new development adjacent to Old Town Chinatown, and provide improved connections to the Pearl District's existing parks. The shared border between Broadway Corridor and Old Town Chinatown will become a center of innovation and employment leveraging the presence of nearby institutions such as the Pacific Northwest College of Art, University of Oregon, and Oregon College of Oriental Medicine and providing new employment opportunities on the USPS site. Transit services focused around Union Station will become more comprehensive as new services to southeast and southwest suburbs are added, making the Broadway Corridor area an important gateway to downtown and to the region.

FRAMEWORK PLAN PURPOSE & METHODOLOGY

The Framework Plan was conceived as a quick yet thorough evaluation of the Broadway Corridor's potential to meet a number of established City objectives, in particular through acquisition and redevelopment of the USPS site. Validation of both strategic vision and development feasibility would necessarily precede development of a master plan for site redevelopment and associated improvements across the Broadway Corridor.

The process for developing the Framework Plan began with establishing the Strategic Vision, a shared understanding of existing conditions, market realities, opportunities and challenges, which informed a set of Guiding Principles and a Vision Statement. These represent the shared values around which concepts were developed for the design, development and programming of the district.

Based on the Guiding Principles and district-wide concepts developed within the Strategic Vision, preliminary development concepts for the USPS site were produced, with a goal of illustrating a wide range of physical and programmatic possibilities for the site. Stakeholder and community feedback was used to determine consensus in favor of or in opposition to different elements of each concept.

Based on community and stakeholder feedback, three refined concepts with variations in urban design and program were developed and evaluated for financial feasibility, transportation performance, and estimated cost. From these evaluations, a further refined Preferred USPS Development Concept emerged.

Finally, Measures of Success were created, to provide quantitative and qualitative targets that define community expectations for development of the USPS site. The Preferred USPS Development Concept and the Measures of Success were again presented for community and stakeholder engagement and feedback.

STRATEGIC VISION

The Strategic Vision for the Broadway Corridor provides the foundation for future public investment and private development. At the outset of the planning process, Guiding Principles were generated based on community and stakeholder aspirations for the project:

- 1 **COMPETITIVE:** Create opportunities for innovation, education, and economic growth and add a net gain of jobs in the region.
- 2 **ACCESSIBLE:** Enhance the public realm to create vibrant community spaces to enrich the quality of life for all Portlanders.
- 3 **CONNECTED:** Leverage regional assets to strengthen multimodal transportation connections and improve accessibility to and through the area.
- 4 **HEALTHY:** Develop the site so that it reflects environmentally friendly practices, opportunities for resource sharing, high-quality construction, and social responsibility.
- 5 **ACCOUNTABLE:** Create an implementable strategy that attracts private investment and delivers appropriate and equitable public benefit.

In response to the goals and objectives represented by the Guiding Principles, a Strategic Vision Framework, comprised of a collection of strategic vision concepts, was developed to describe and organize planned urban design elements, preferred land uses, and programmatic relationships in the study area.

The Strategic Vision Framework is based on a structure of several key urban and civic elements, including pedestrian connections, street network, development zones, and the public realm. That structure guides the vision and delivery of an integrated urban district where innovation in design and urban development is encouraged.

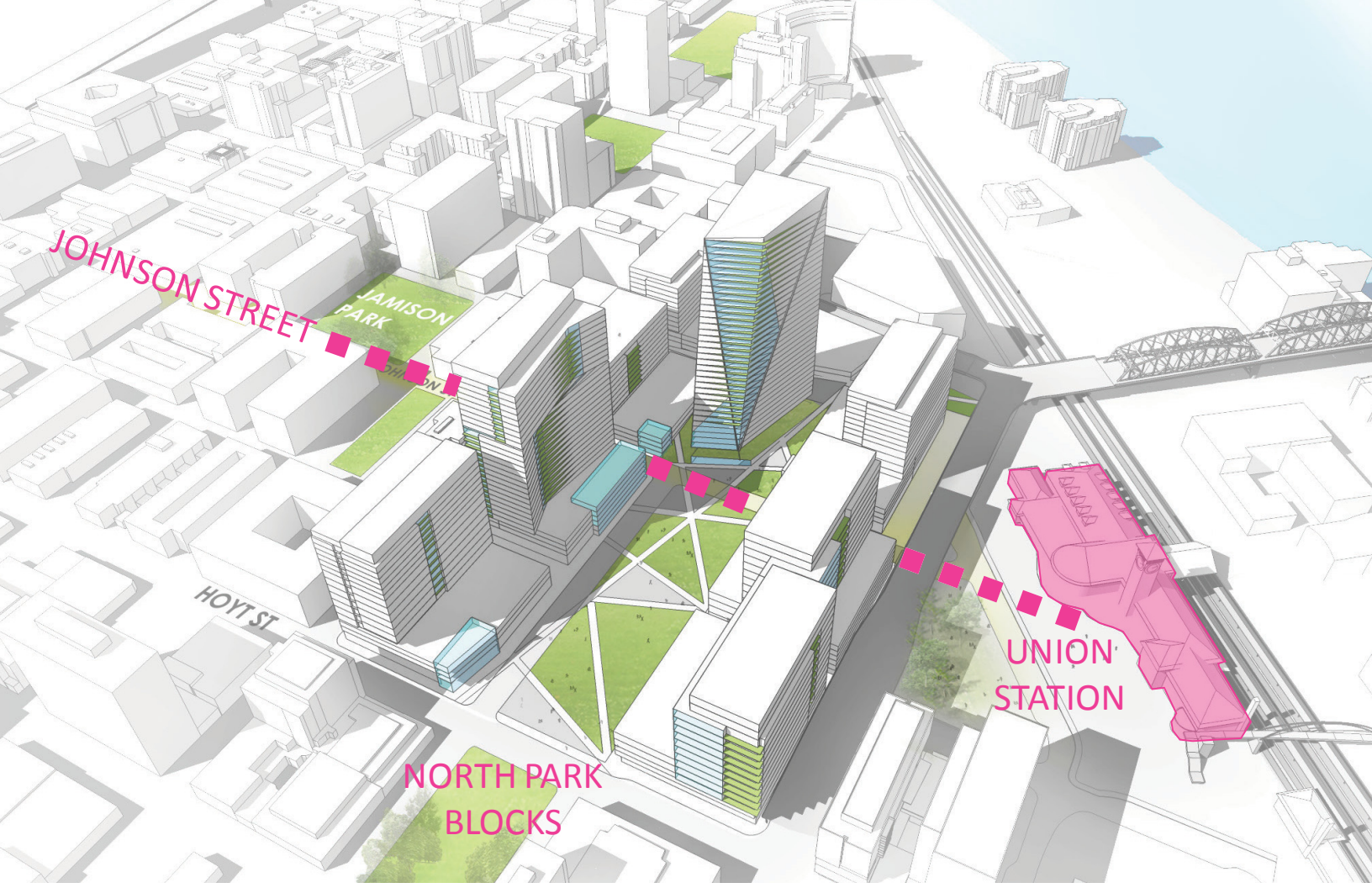


To achieve diversity of experiences and public spaces, the Strategic Vision Framework focuses on establishing and reinforcing connections to the surrounding communities and citywide initiatives such as the Green Loop.

The Strategic Vision Framework is structured around the following key elements:

- New outdoor civic spaces connected to a high quality public realm
- A network of suitably scaled streets and pedestrian paths connected to the surrounding city grid

- A series of gateways emphasized at the ground level and on the skyline, including the preservation of important views
- A pattern of urban blocks that provides flexibility in response to market dynamics and evolving and innovative development ideas.



PREFERRED USPS DEVELOPMENT CONCEPT

The Preferred USPS Development Concept envisions a high-density cluster of buildings arranged around a two-block extension of the North Park Blocks. The concept provides an opportunity for a tower that would rise above the rest, marking the terminus of the Park Blocks and the Broadway Bridge. Johnson Street would be maintained as a multimodal street enhancing connectivity between the Pearl District, Union Station and Old Town Chinatown.

With just over 3.8 million square feet of development on the 14-acre USPS site, the density of the preferred development program is just below FAR 7:1. Approximately 17% of the site would be occupied by streets, and another 11% by public open space.

Land use on the site would include a mix of employment and residential uses that balances financial and citywide economic development objectives, accommodating 4,000 jobs and 3,100 residents, with 25% of units secured for affordable housing.

While the preferred development approach models 25% of units designated for affordable housing, the Central City 2035 Plan expresses a goal for 30% of all new units targeting

affordability at 0-80% median family income. PDC will continue to work with the Portland Housing Bureau to identify strategies for supporting additional affordable housing on site, which may require increased outside resources or trade-offs with other public benefits.

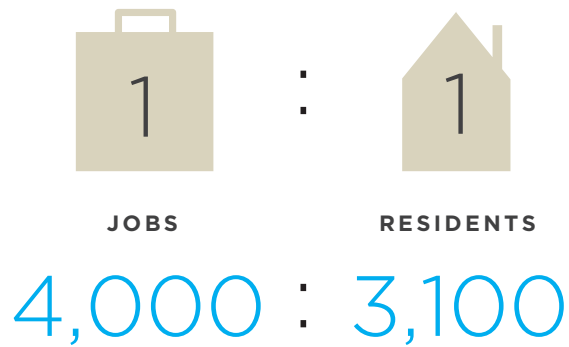
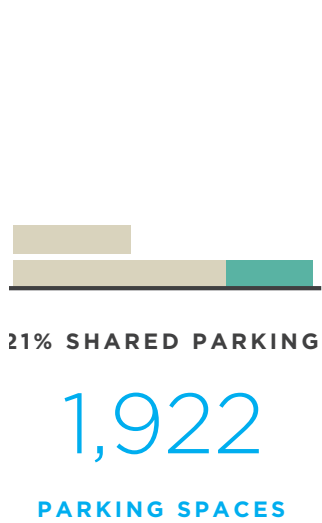
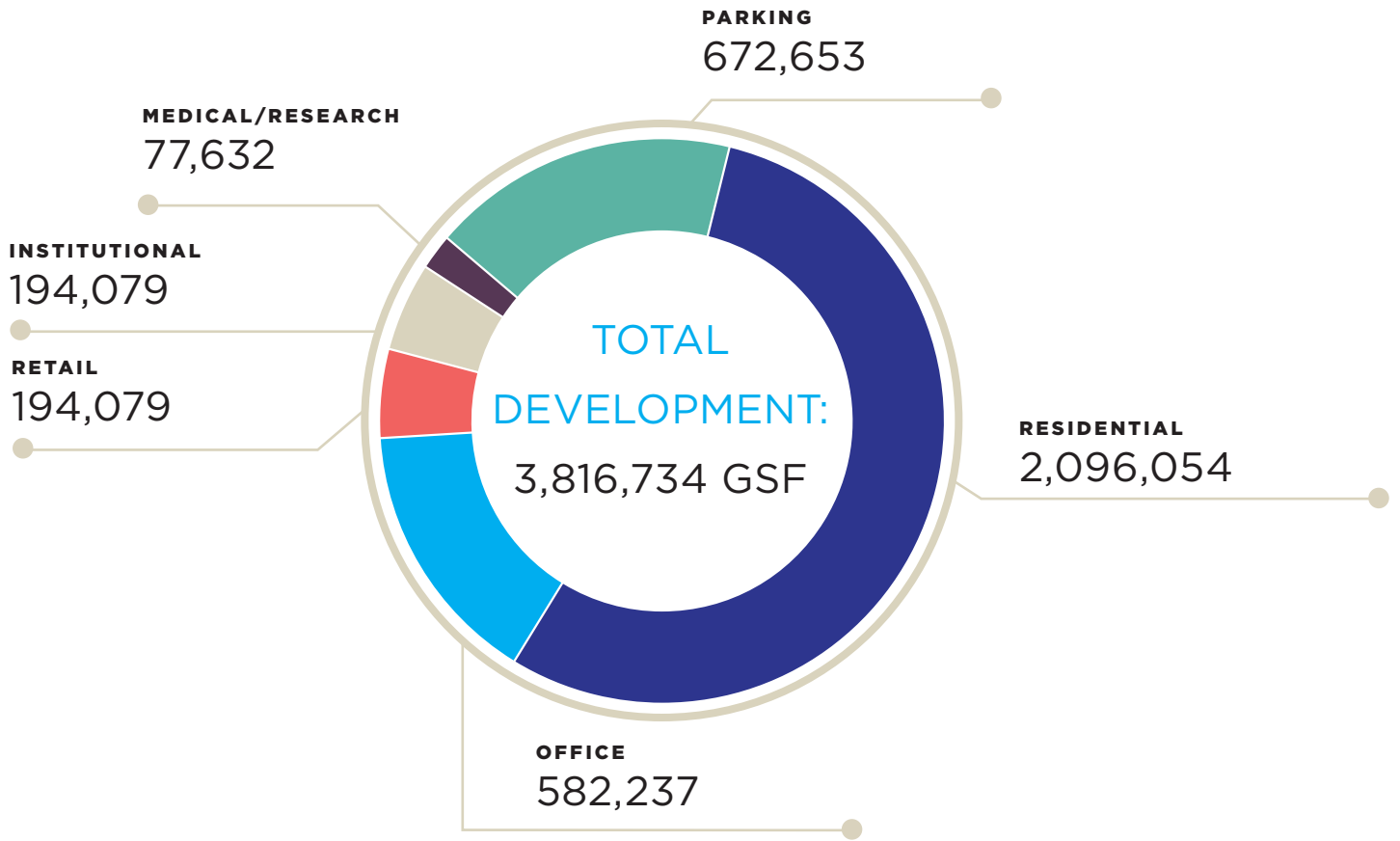
The proposed mix and density of program results in approximately \$113 million of residual land value – assumed to occur over two major phases of development and land sales. The first phase of development is modeled to occur between 2021 and 2025. Development is projected to favor residential use in Phase I to maximize resources for public benefits and provide a catalyst for Phase II program.

A financial analysis yielded four recommendations:

- Pursue a mix of employment and residential uses that balances site financial and citywide economic development objectives
- Emphasize residential use in Phase I to maximize resources for public benefits and provide a catalyst for Phase II program
- Coordinate infrastructure and open space investments with private development
- Identify strategies for supporting affordable housing, either by providing additional public resources (e.g. system development charges) or reducing costs (e.g. parking)



PROGRAM MIX



MEASURES OF SUCCESS

Measures of Success for the Preferred Concept were established to ensure that the future Master Plan, development solicitations, and other decisions regarding the future of the USPS site deliver appropriate public benefits and value on the site relative to the required public investment. These measures include:

Public Realm & Transportation

- Parks
 - North Park Blocks extension – 2 blocks
 - “Exchange Place” under and adjacent to Broadway ramp near Union Station
 - 20,000 square foot overlook plaza at Broadway Y
 - 20% tree canopy coverage (~ 2.5 acres)
- Pedestrian/Bike/Auto Connections
 - Multimodal streets: Johnson St. & Park Ave. designed for pedestrian and bike priority
 - Regional Green Loop pedestrian & bicycle connection
 - Protected bikeways on Broadway & Lovejoy
 - Pedestrian/local connections within and through private parcels
- Commute Trip Goals
 - 85% non-single occupant vehicle (SOV) mode split (Auto <15%; Bike 25%; Pedestrian 20%; Transit 40%)

Sustainability

- Water: 50%+ reduction in potable water use
- Energy: 50%+ reduction below American Society of Heating, Refrigerating, and Air-Conditioning Engineers standards
- Waste: 85% Landfill Diversion
- Transportation: 85% Non-SOV Mode Split
- Carbon Goal: Net Zero by 2030

Shared Prosperity

- Mixed Income Community
 - One of every four residential units is affordable to low to moderate income households (645 units)
 - Commercial space for firms with a middle income wage or higher (\$42,000+/year)
 - Commercial space for firms owned by underrepresented populations in Portland looking to grow in the Central City

- Contracting:
 - 20%+ of construction and professional services costs performed by Minority-Owned, Women-Owned, Disadvantaged and Emerging Small Businesses
- Job Density
 - 300+ jobs per acre, on par or better than the Central Business District
 - 4,000 jobs in final build-out
- Return on Public Investment
 - Private investment leverage
 - Property tax generation

NEXT STEPS

This Framework Plan is intended to inform a number of key decisions and processes regarding the future of the Broadway Corridor, including:

- **USPS site acquisition.** The PDC is in negotiations with the U.S. Postal Service for acquisition of the USPS site. Acquisition and relocation of the existing USPS functions must occur prior to redevelopment of the site.
- **Development entitlements.** Revisions to the entitlements for the site will be part of the adoption of the Central City 2035 Plan in mid-2016. This will include potential adjustments to base development entitlements and new provisions that will require an Urban Design Master Plan prior to development.
- **Development approach.** PDC will initiate the Master Plan upon agreement with the U.S Postal Service for acquisition of the site. The development program and urban design concept for the Preferred Concept will provide a starting point for the more detailed Master Plan for the USPS site and adjacent properties. This will establish design and development parameters for each phase of development. In the event PDC does not acquire the USPS site, the Framework Plan will provide direction on the strategic vision for redevelopment of the other PDC-owned parcels.



INTRODUCTION & PURPOSE

THE OPPORTUNITY

The 24-acre Broadway Corridor comprises some ten acres of property largely east of Broadway, the majority of which is owned by the Portland Development Commission (PDC), together with the 14-acre U. S. Postal Service (USPS) site west of Broadway. The Corridor is identified in the City of Portland's Central City 2035 Plan as a key opportunity site for high density employment and signature city attractions. PDC-owned properties include the vacant Blocks Y and R as well as Union Station (Portland's primary multimodal transportation hub). Historic Union Station is an active Amtrak passenger rail terminal, and PDC aims to further activate the station as a gateway to the city and surrounding neighborhood. Nearby privately held properties include the Bud Clark Commons, the Multnomah County Health Services building scheduled to start construction, and the Greyhound Station.

The Broadway Corridor area, particularly through the acquisition and redevelopment of the USPS site, is capable of supporting high density, mixed use development and has the potential to address a number of important regional growth needs and objectives. Acquisition and redevelopment of the USPS site is a once-in-a-generation opportunity for PDC and the City to meet affordable housing, economic development, redevelopment, transportation, and open space goals on a large, contiguous property in the middle of downtown and adjacent to Portland's regional transit hub. Redevelopment of so large a tract of land near the center of the city carries with it a number of civic obligations as well as the necessities of commercial success. One of the purposes of this study is to clearly identify both public and commercial opportunities and to ensure that each is fully addressed.

Public obligations of large scale redevelopment in the Broadway Corridor are functional, fiscal and aesthetic. From a functional standpoint, circulation, infrastructure and public services must be adequately accommodated. This extends to implementation of approved policies and plans, such as accommodating the Green Loop between the Broadway Bridge and the North Park Blocks. Fiscally, PDC has a fiduciary responsibility to meet project-related costs with returns from redevelopment. Aesthetic obligations concern enhancement of the built and natural environment within the Broadway Corridor, and its visual effects on the quality of adjacent districts. An example is the way in which redevelopment of the USPS site can terminate views north along the North Park Blocks.

Financial analysis is detailed later in this report. A fundamental objective of the development program for the USPS site is that value derived from the completed development should be sufficient to cover all acquisition costs, together with

PROSPEROUS. EDUCATED. HEALTHY. EQUITABLE.

THE PORTLAND PLAN

CENTRAL CITY 2035

CONCEPT PLAN

ADOPTED BY CITY COUNCIL | OCTOBER 24, 2012
RESOLUTION NO. 36970

CENTRAL CITY 2035

WEST QUADRANT PLAN

ADOPTED BY CITY COUNCIL
MARCH 5, 2015

GUIDANCE FOR
THE CENTRAL CITY
2035 PLAN



Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.

City of Portland, Oregon
Charlie Hale, Mayor • Susan Anderson, Director



a margin of return sufficient to enable completion of public benefits such as public open space, affordable housing, and improved public access to and through the redevelopment. These public benefits would also draw on financing that is conventionally available, including tax credits and purpose-specific grants and waivers. In order to generate sufficient return, development of the 13.5-acre (581,075 SF) USPS site would have to provide almost 4 million square feet of floor space: a floor area ratio (FAR) approaching 7:1.

Economic analysis confirms that dense urban development is supportable on the USPS site. A balance of jobs and housing, including affordable housing, is needed in this location, together with some support facilities. A rare opportunity presented by the USPS site is for very large footprint offices close to the Central Business District (CBD), where most sites are 40,000 SF or smaller.

ALIGNMENT WITH EXISTING PLANS

The Broadway Corridor Framework Plan articulates a vision for implementing several policies and actions that were recommended in the Central City 2035 Concept Plan and West Quadrant Plan. Central City goals, policies and actions that overlap with the study area include concepts like the Green Loop, which is planned to create a linear open space through all quadrants of the Central City, providing a safe off-street pathway for people on foot, bike or other forms of active transportation. The concept anticipates a connection from

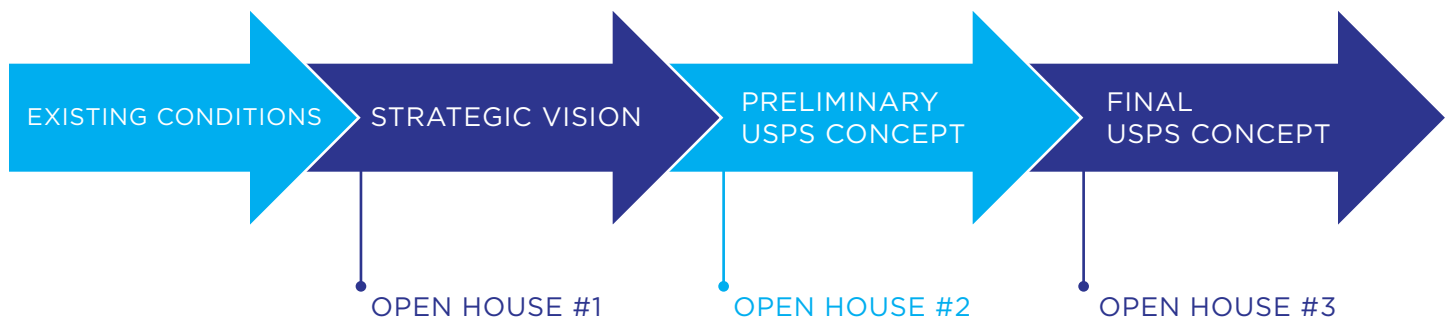
NW Park Avenue and Hoyt Street up to the Broadway Bridge, with the understanding that USPS site development may provide rationale for exactly how that connection is resolved.

Goals, policies and actions in the Central City 2035 West Quadrant Plan that directly address the Broadway Corridor Study Area include:

- Redevelopment of the USPS site for high density employment and signature city attractions
- An environmental “high performance area” on the redeveloped USPS site
- Development of a new park or plaza on the block between NW Glisan and NW Hoyt and NW 8th and NW Park.
- Stronger east-west connections between North Park Blocks and the river.
- Potential redevelopment of the Greyhound Terminal site
- Increased viability of Union Station as Portland’s multimodal passenger transportation hub.

Plans for Old Town Chinatown – most recently, the City Council-approved Old Town Chinatown 5 Year Action Plan – seek improvement of streets and properties near the Broadway Corridor without compromising social equity among those who live and work nearby. Specifically, the plan calls for new middle-income market rate housing to infuse the district with more energy at all hours of the day. Mutual benefit could be derived through compatible developments along the Hoyt-Glisan corridor that conjoins Old Town Chinatown with the Pearl District.

	TASK	TIMING
STRATEGIC VISION	CHARRETTE #1 - PROJECT KICK-OFF <ul style="list-style-type: none"> • Opportunities and Constraints Analysis 	JUNE 15, 2015
	CHARRETTE #2 - STRATEGIC VISION <ul style="list-style-type: none"> • Development Case Study • Market Analysis <p>Open House #1</p>	JUNE 30, 2015
	CHARRETTE #3 - PRELIMINARY USPS CONCEPT PLAN ALTERNATIVES <p>Concept Plan Refinement and Assessment</p> <ul style="list-style-type: none"> • Transportation Analysis • Preliminary Public Cost Estimates • Financial Feasibility Analysis <p>Open House #2</p>	JULY 20-21, 2015
USPS DEVELOPMENT CONCEPTS	CHARRETTE #4 - PRELIMINARY USPS CONCEPT PLAN ALTERNATIVES <p>Preferred USPS Development Concept</p> <ul style="list-style-type: none"> • Measures of Success <p>Open House #3</p>	SEPTEMBER 8, 2015
	FINAL FRAMEWORK PLAN REPORT	OCTOBER 2015
	PDC BOARD AND CITY COUNCIL ENDORSEMENT	OCTOBER - NOVEMBER 2015



PURPOSE & METHODOLOGY

The Framework Plan was conceived as a quick yet thorough evaluation of the Broadway Corridor's potential to meet a number of established City objectives, in particular through acquisition and redevelopment of the USPS site. Validation of both strategic vision and development feasibility would necessarily precede development of a master plan for site redevelopment and associated improvements across the Broadway Corridor.

The process for developing the Framework Plan began with establishing the Strategic Vision, which included:

- **Assessment and Confirmation of Existing Conditions**, including character, assets, barriers, and other opportunities and challenges
- **Market Analysis**: Current market projections; anticipated growth; projected absorption rates based on past Portland market performance
- **Vision Statement**: A short, clear statement summarizing the community aspiration for redevelopment of the Broadway Corridor Study Area and USPS site.
- **Guiding Principles**: A set of organizing goals and objectives to guide planning and development of the Broadway Corridor
- **Strategic Vision Framework**: A collection of district-wide vision concepts guiding the vision and delivery of an integrated urban district.

Based on the shared values developed within the Strategic Vision, preliminary development concepts for the USPS site were produced, with a goal of illustrating a wide range of physical and programmatic possibilities for the site. Stakeholder and community feedback was used to determine consensus in favor of or in opposition to different elements of each concept, which informed a process of design development and refinement.

Based on community and stakeholder feedback, three refined concepts with

variations in urban design and program were developed and evaluated as follows:

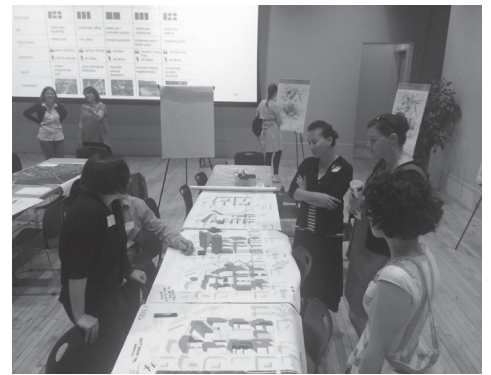
- **Financial analysis**. Residual land value was determined based on developable square footage, land use and projected absorption.
- **Transportation analysis**: Degree of connectivity and performance of the transportation network.
- **Cost Estimate**: A conceptual cost estimate was prepared to determine the likely cost of public infrastructure investment required.

From these evaluations, a further refined Preferred USPS Development Concept emerged. Finally, Measures of Success were created to provide quantitative and qualitative targets that define community expectations for development of the USPS site. The Preferred USPS Development Concept and the Measures of Success were again presented for community and stakeholder engagement.

PUBLIC CONSULTATION

Given the scale and nature of public investment, and the proximity to Portland's major regional transportation hub, extensive engagement of the community was maintained through various forums and techniques throughout the process of developing this Framework Plan. This effort included several detailed public surveys and resulted in more than 1,000 points of feedback from stakeholders throughout the broader Portland area. This input helped shape the Strategic Vision and Guiding Principles for the area, and directed the refinement of a Preferred Development Concept for the USPS site.

Opportunities for stakeholder engagement were focused around key milestones in development of the Framework Plan, and included the consultations with a Technical Advisory Committee and Stakeholder Advisory Committee, public open houses, and online and in-person surveys. Outcomes of public consultation are discussed below.



PUBLIC INVOLVEMENT

STAKEHOLDER ENGAGEMENT

The Framework Plan was developed with significant stakeholder engagement. Input was sought through a series of regional public engagement efforts, including public open houses, a series of online surveys, and one-on-one interviews conducted regionally at major public transportation stations, at North Portland's Overlook Park during Movie in the Park night, and at the Portland Saturday Market. These interviews aimed to capture a broader range of feedback on the project, particularly from those communities who might be underrepresented in traditional public participation forums. Tools included multilingual intercept surveys and Public Art Boards (Illustrated).

A Technical Advisory Committee (TAC) composed of partner City staff participated to provide technical information and perspective based on multiple City interests in the area. A Stakeholder Advisory Committee (SAC), composed of public, nonprofit, and private partners, provided community and regional insight to ensure that future development serves both the adjacent neighborhoods and broader Portland interests.

Early engagement ensured that the values and priorities of all parties were heard before any important decisions were made. A total of four public charrettes were held to maintain an open flow of ideas and preferences throughout the process. Key work sessions and outreach forums included:

CHARRETTE #1:

- **SAC/TAC Meeting #1** – Advisory committees provided input on broader redevelopment attributes and challenges in the area.

CHARRETTE #2:

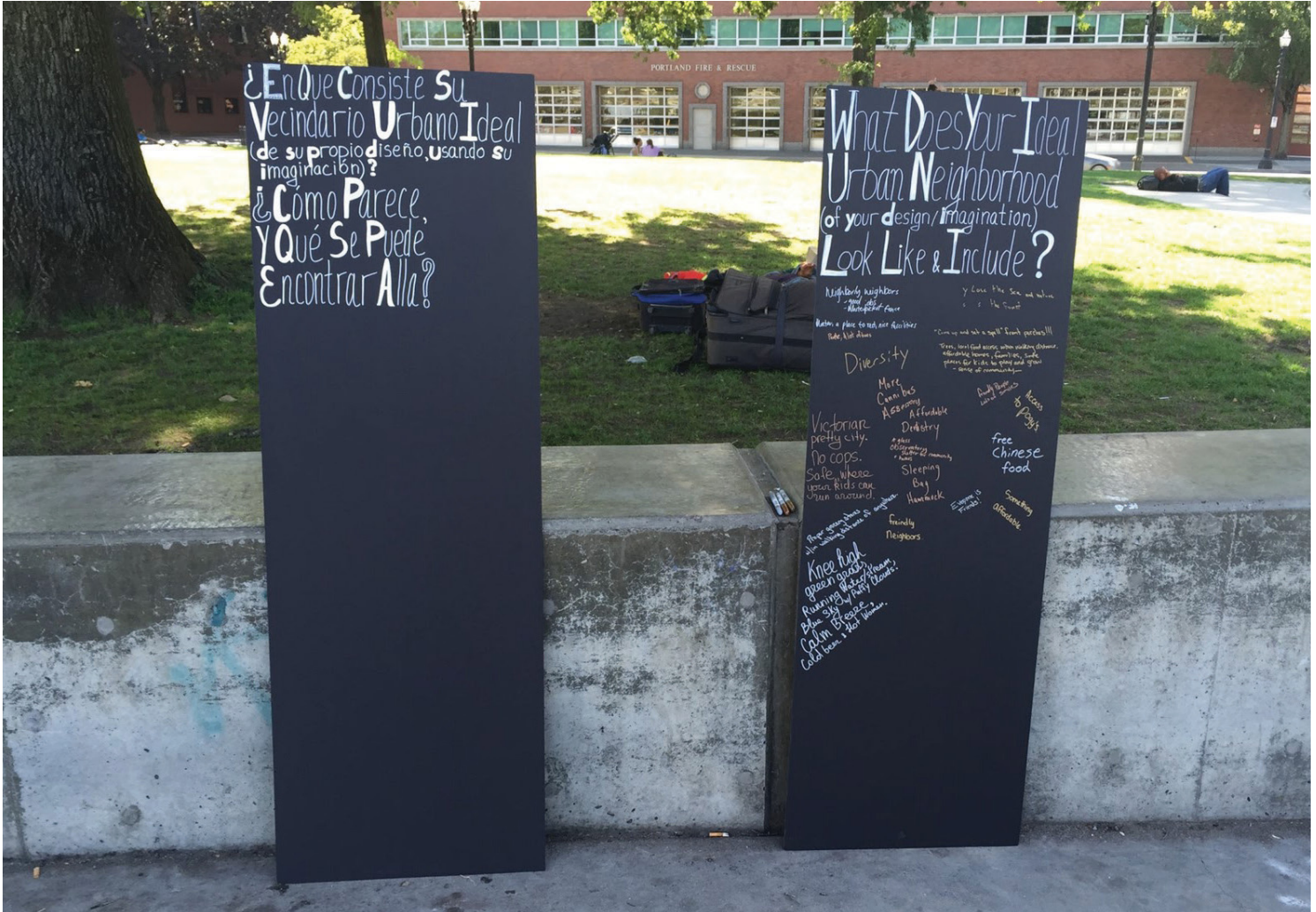
- **SAC/TAC Meeting #2** – Advisory committees refined the guiding principles for redevelopment of the area.
- **Open House #1** – Attendees provided feedback on the overall strategic public vision for the area and/or specific redevelopment principles.
- **Online Survey #1** – An online poll was launched regarding the guiding principles for development of the area.

CHARRETTE #3:

- **SAC/TAC Meeting #3** – Based on refined development principles, advisory committees provided feedback on five preliminary development concepts for the USPS site.
- **Open House #2** – Attendees provided feedback on the five preliminary development concepts for the USPS site in an interactive work session.
- **Online Survey #2:** A second online poll was launched regarding the preliminary development concepts.

CHARRETTE #4:

- **SAC/TAC Meeting #4** – Advisory committees were asked to review a preferred development concept for the USPS site based on their prior input; they provided



feedback on implementation metrics by which to measure public investments and benefits.

- **Open House #3** – Attendees reviewed the preferred development concept for the USPS site and implementation metrics and provided feedback as PDC considered next steps, including seeking PDC Board and City Council actions; ongoing negotiations with USPS; and eventual master planning efforts on the USPS site should PDC’s USPS negotiations be successful.

PUBLIC PRIORITIES

Through the various forums, tools, and techniques, more than 1,000 points of stakeholder engagement occurred related to feedback on the Framework Plan. Key themes highlighted through this process include:

- **Allow more height to gain more density and absorb growth:** In general, public feedback supported pursuing higher density development, including a tower at the northern end of the site and balancing denser development with public spaces that engage Union Station and the North Park Blocks.
- **Provide good bicycle/pedestrian connections:** Strong support was received for ensuring a Green Loop connection from the site to the Broadway ramp “Y” and maintaining permeability through the private development parcels with bike and pedestrian pathways.

- **Create visual and physical links to Union Station and activate under the Broadway Bridge Ramp:** Johnson Street was highlighted as an important connection visually and physically between Union Station, the Pearl District park series (including Jamison Square, Tanner Springs, and Fields Park), and neighborhoods in NW Portland. The future Johnson Street neighborhood greenway will provide a continuous connection prioritized for people walking and cycling between the West Hills and Union Station.
- **Ensure new public spaces are comfortable for all Portlanders:** It was emphasized that the site should serve a mixed-income community and appropriate activation and density were necessary to create a safe and welcoming environment that could serve the broader region in addition to the immediate neighborhood.

Additionally, one-on-one surveys were conducted focused on how individuals felt they were perceived in public open spaces in Portland, based on income, race or ethnicity. A small majority of the 104 survey participants responded that those things did influence how others perceived them. Almost two-thirds stated that they avoided certain public spaces because they felt uncomfortable there. Leading reasons for discomfort included:

- Places that are dark or under-lit;
- Places of high drug and alcohol use;
- High crime locations;
- Crowded and unsafe pedestrian spaces.



STRATEGIC VISION

STRATEGIC OPPORTUNITIES

The Broadway Corridor sits at the nexus of several unique opportunities: it is a well-connected area with several large redevelopment sites, a major institution, and thriving nearby residential and employment areas.

At the outset of the framework planning process, stakeholders and members of the public were engaged in a discussion of what should be the Vision, Guiding Principles, and Supporting Objectives for the study area. What follows is a reflection of the favorable existing conditions, and an aspiration of converting existing challenges to opportunities, starting with a clear vision statement:

The Broadway Corridor offers a once-in-a-generation chance to transform a downtown development and the Union Station multimodal transportation hub in a uniquely Portland way that honors history and equity, cultivates culture, builds density and diversity, and reimagines how Portlanders live, work, enjoy and move through the city.

EXISTING CONDITIONS

The Broadway Corridor Framework Plan outlines a site-responsive structure that will integrate with adjoining neighborhoods and create an iconic addition within Portland's center city. There are significant challenges and barriers in the study area today, but there are also several regionally significant assets that can be leveraged to the benefit of the USPS site and surrounding neighborhoods. In many respects, the challenges and opportunities are inverse of one another: eliminating barriers between the assets will enhance their accessibility, and therefore their value to current and future residents, workers and visitors to the area.



- 1 Lovejoy & Broadway Ramps
- 2 Railway
- 3 Loss of jobs diversity
- 4 Access to Union Station blocked
- 5 Underutilized Greyhound site

CHALLENGES

Redevelopment of the Broadway Corridor can begin to improve or eliminate many of the conditions that currently constrain the area's potential.

The main challenges facing the Broadway Corridor in its present condition include:

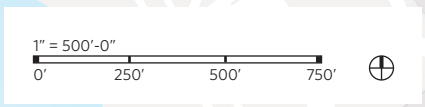
- Isolation From the Surrounding Community
- Poor Connectivity to Union Station
- Lack of an Identity and Sense of Place
- Limited Access to the Riverfront
- Physical and Economic Barriers
- Absence of a Connective Public Realm or Quality Civic Space

BARRIERS

- a Broadway Viaduct
- b Rail Tracks
- c Underutilized Greyhound Station
- d USPS Yard
- e Lovejoy Viaduct



- 1 Connect the Pearl District to Union Station
- 2 Create an Intermodal Hub
- 3 Strengthen connections to Old Town China Town
- 4 New vision for Greyhound site
- 5 Extend the North Park Blocks
- 6 Complete the Green Loop
- 7 Enhance river connections
- 8 Build on local institutions



OPPORTUNITIES

Future redevelopment and investment in the Broadway Corridor area will foster a diverse and vibrant community centered around walkability, transit, mixed use, and public open space. The Strategic Vision Framework strengthens links between the districts that surround the study area. Each of these relationships influences the character of key development sites and new public open space.

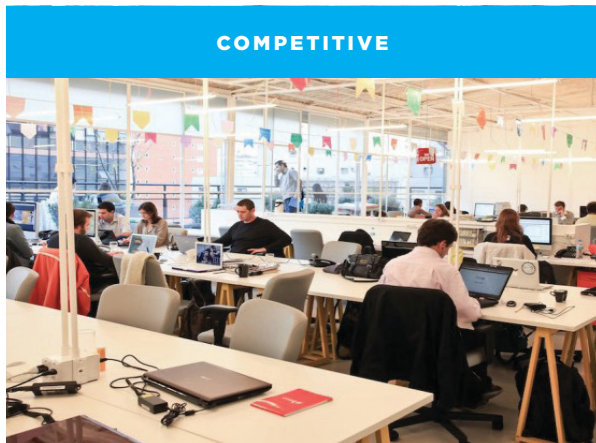
ASSETS

- a Union Station
- b North Park Blocks
- c Proximity to the Waterfront
- d Adjacency to the Pearl District
- e Pacific Northwest College of Art (PNCA)

GUIDING PRINCIPLES

The strategic vision and development framework for the area is informed by the following five development principles and affiliated objectives:

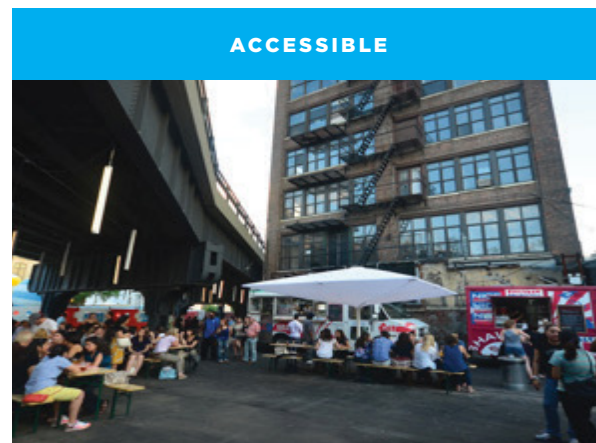
- 1 **COMPETITIVE:** Create opportunities for innovation, education, and economic growth and add a net gain of jobs in the region.
- 2 **ACCESSIBLE:** Enhance the public realm to create vibrant community spaces to enrich the quality of life for all Portlanders.
- 3 **CONNECTED:** Leverage regional assets to strengthen multimodal transportation connections and improve accessibility to and through the area.
- 4 **HEALTHY:** Develop the site so that it reflects environmentally friendly practices, opportunities for resource sharing, high-quality construction, and social responsibility.
- 5 **ACCOUNTABLE:** Create an implementable strategy that attracts private investment and delivers appropriate and equitable public benefit.



Create opportunities for innovation, education and economic growth; add a net gain of jobs in the region.

Supporting Objectives:

- Income Diversity of Jobs
- Leverage the large site to attract a large employer
- Consider interim uses for existing buildings, including maker spaces or small business



Enhance the public realm to create vibrant community spaces to enrich the quality of life for all Portlanders.

Supporting Objectives:

- Extend Johnson & improve Hoyt Street
- Improve connections to Willamette River Greenway
- Create social spaces in the public realm to bring people together
- Leverage the “Y” at the Broadway/Lovejoy intersection

CONNECTED



Leverage regional assets to strengthen multimodal transportation connections; improve accessibility to and through the area.

Supporting Objectives:

- Improve access to multimodal transit
- Connect Green Loop
- Establish Historic Union Station as a focal point in the district

HEALTHY



Develop the site so that it reflects environmentally friendly practices, opportunities for resource sharing, high-quality construction, and social responsibility.

Supporting Objectives:

- Explore opportunity for district-scaled systems for water, waste & energy
- Innovative and efficient land use to maximize utilization of shared resources
- 21st century infrastructure to support sustainable living & work places

ACCOUNTABLE



Create an implementable strategy that attracts private investment and delivers appropriate and equitable public benefit.

Supporting Objectives:

- Provide affordable housing to create a mixed income community
- Identify the most appropriate public & private financing tools
- Target different strategies for different public & private improvements
- Employ a phased approach with incremental growth leading to a long-term vision



SOUTH LAKE UNION | SEATTLE, WA



LLOYD DISTRICT | PORTLAND, OR



5M | SAN FRANCISCO, CA



SW ECODISTRICT | WASHINGTON D.C.



UNION STATION + THE COMMONS | DENVER, CO

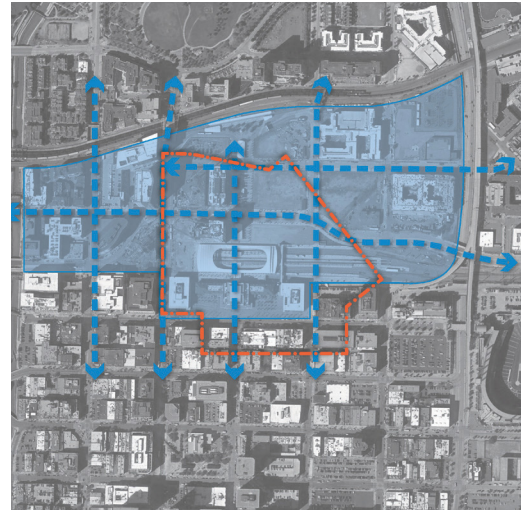


PRECEDENTS

Recent developments from around the country were examined as case studies to explore how other cities were implementing the values embodied in the Guiding Principles. These included South Lake Union, Seattle (Competitive); Lloyd District, Portland (Accessible); Denver Union Station (Connected); SW EcoDistrict, Washington, DC (Healthy); and 5M San Francisco (Accountable). While each addressed issues specific to its site and circumstances, collectively the case studies provided the design team with a shared set of examples upon which to draw comparison with the Broadway Corridor. A couple of these precedents' key takeaways for the Broadway Corridor area future redevelopment are highlighted here. In each case, red lines representing the Broadway Corridor Study Area boundary (above) are overlaid on an aerial of the case study district, to provide a comparison of scale.

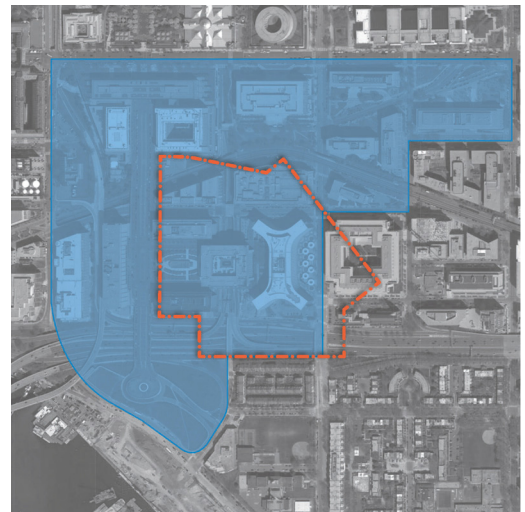
1 UNION STATION + COMMONS | DENVER, CO

In Denver's new Union Station/Riverfront Park neighborhood, investments in a signature open space and connectivity provided the preconditions for a district-wide transformation. The new neighborhood is situated in a former rail yard and is isolated by physical barriers such as rail lines, the South Platte River, and a major limited-access highway. Since the first feasibility study commenced in 1994, major investments in Union Station, Commons Park, and four pedestrian bridges have reconnected the area with Downtown and adjacent neighborhoods and significantly enhanced land value. As of 2014, more than 1,000 rental units and 815 condominiums have been completed or are under construction in Riverfront Park, with approximately 10% of residents in affordable units.



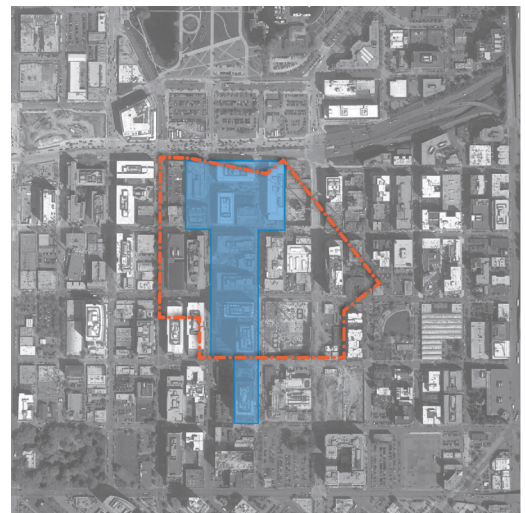
2 SW ECODISTRICT | WASHINGTON, DC

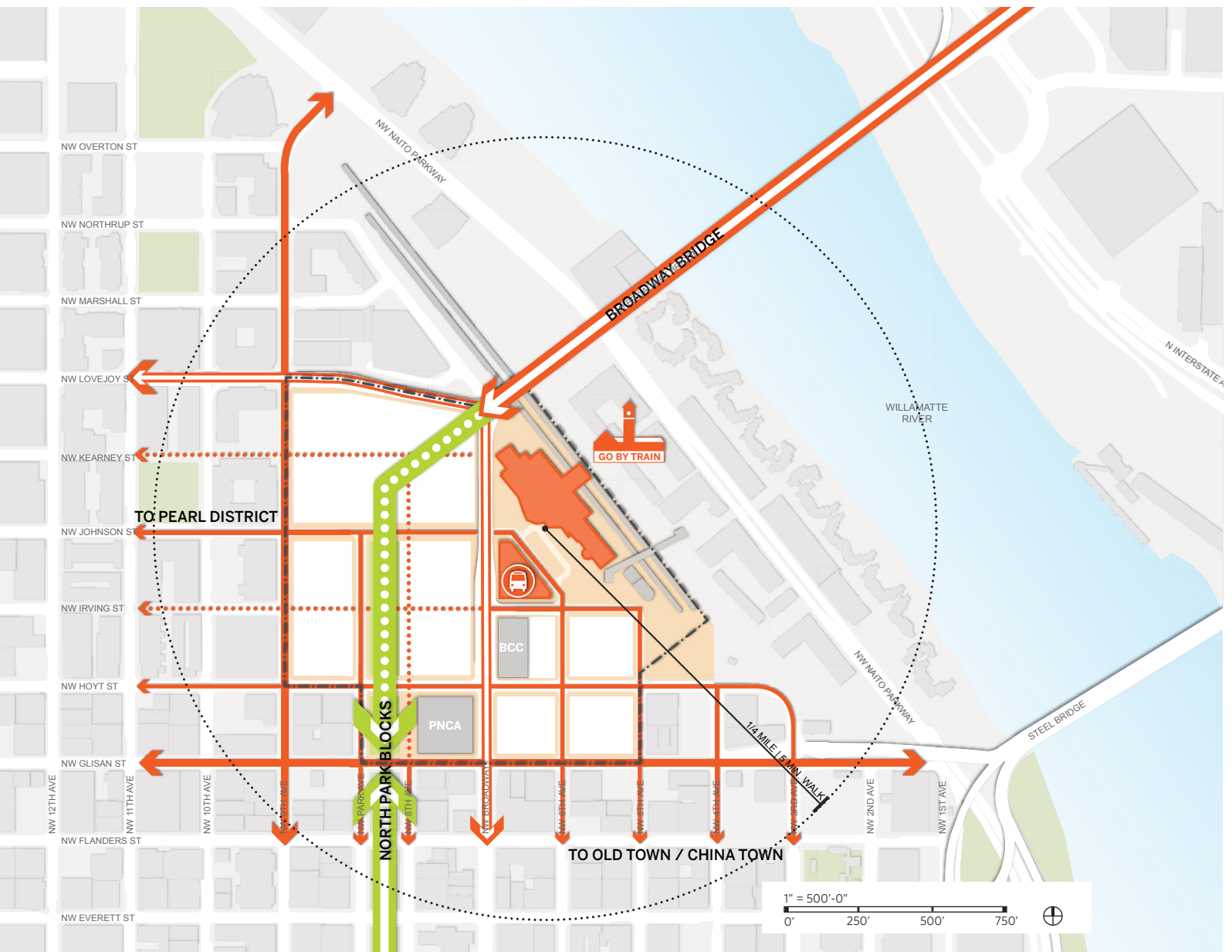
The Southwest Eco District initiative aims to redevelop a 15-block, 110-acre federal precinct south of the National Mall into a sustainable neighborhood for federal agencies and mixed-use development. Once fully implemented in 2030, the neighborhood will contain 8.9 million square feet of new and reconfigured office space, accommodating 24,000-25,000 workers, 1.8 million square feet of hotel and residential space, at least 100,000 square feet of retail, and 14.3 acres of new or improved open spaces. The district is expected to accommodate a 33% increase in daily population while reducing per capita energy usage, water usage, waste and carbon footprint through the deployment of district-scale strategies.



3 SOUTH LAKE UNION | SEATTLE, WA

Formerly an underutilized collection of historic warehouses north of the City's central business district, South Lake Union has emerged as a major employment hub after significant public and private investment beginning in the late 1990s. In addition to public funds, private interests contributed \$25.7 million for the South Lake Union Streetcar and \$20 million for Lake Union Park, a 12-acre, well-programmed waterfront park. Since 2005, more than \$2.2 billion of new development has been completed and an additional \$1.3 billion of development is under construction or proposed. The area is home to some of the region's largest employers, including Amazon, which consolidated its offices to the district in 2007. Over the next 20 years, the district is anticipated to add 12,000 households and 22,000 jobs representing between \$14.6 and \$24.1 million in property tax revenues for the City.





A FRAMEWORK FOR BUILDING COMMUNITY

Directed by the five Guiding Principles, and analyzing the assets and potential of the Broadway Corridor and its environs, strategic concepts were refined to demonstrate desirable connections to and from adjacent neighborhoods, and ways in which redevelopment of the USPS site could benefit both public and private interests.

A clear framework of streets, transit, open spaces and land uses is fundamental to the success of a long-term development strategy, and will create value and market interest.

Priority is placed on walkability and connecting the Broadway Corridor as a major destination within the Central City, by enhancing the physical connections to the city grid.

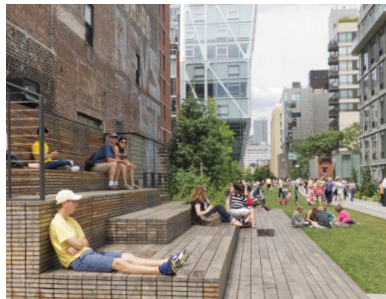
The Strategic Vision Framework builds on the variety of character and experiences found within this diverse part of Portland. Creating the right mix of uses, activities, programs and public spaces will foster the complexity and vitality of a memorable urban district.



PUBLIC REALM NETWORK + UNIQUE PLACES

The Strategic Vision Framework establishes a layering of character and identity in the design of the public realm through a series of memorable public spaces of varying scales and purposes.

Significantly, these new public spaces will complement Portland's network of open spaces by providing public spaces that embody the transition in character from the Park Blocks to the Broadway Bridge and from the surrounding neighborhoods to Union Station.



EXCHANGE PLACE

In its expanding role as an active transit hub, the existing arrival sequence outside Union Station can be redesigned and integrated into the extension of Johnson Street, and better transition to the transit mall and streets south of Glisan Street. The size and character of an expanded public realm outside Union Station will allow it to function as an important urban plaza and a true place of exchange and easy connection.

As a future project, a new civic building site immediately west of Union Station can be programmed to support new and emerging mobility choices and future transportation innovations.



CASCADE WALK & OVERLOOK

The Cascade Walk and Overlook will provide a dramatic gateway and visual connection between the Broadway Bridge and the site, and the elevated scenic views beyond. Forming a new type of public space linking Park Blocks to the bridge deck, this will become an iconic meeting place. It will be integral with the development and the unique urban conditions at the periphery of the site.

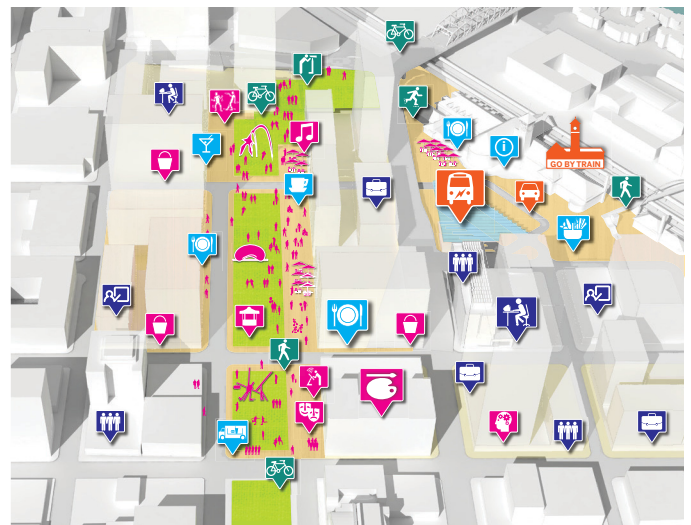
A series of human-scaled connections will create the necessary transition and provide an easy and active way to traverse the 30-foot change in elevation from the Broadway and Lovejoy intersection to Johnson Street.

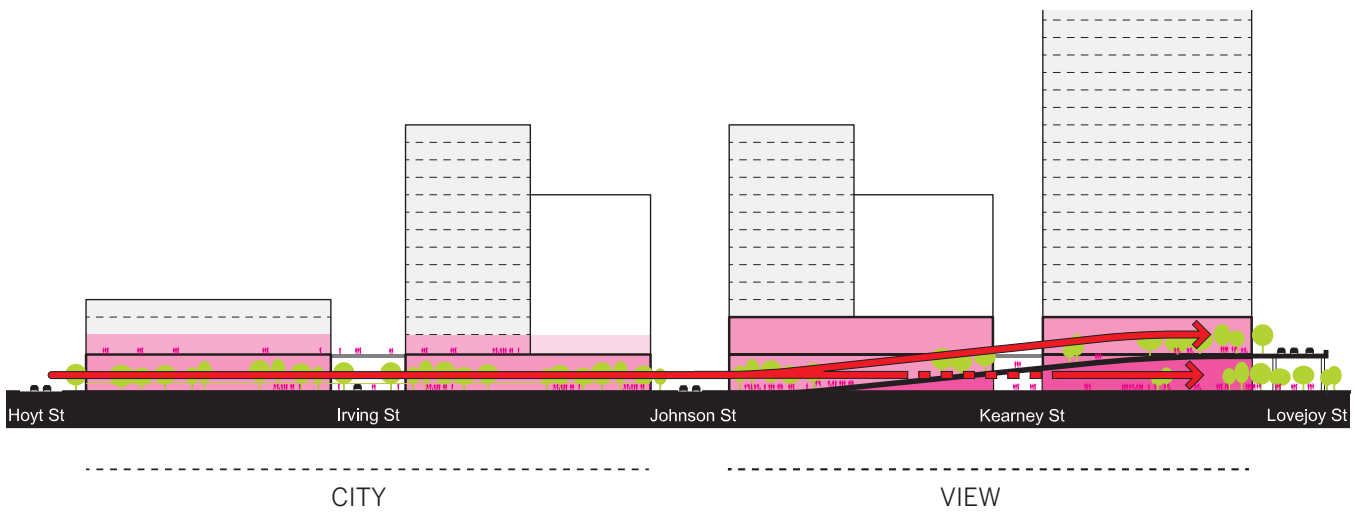
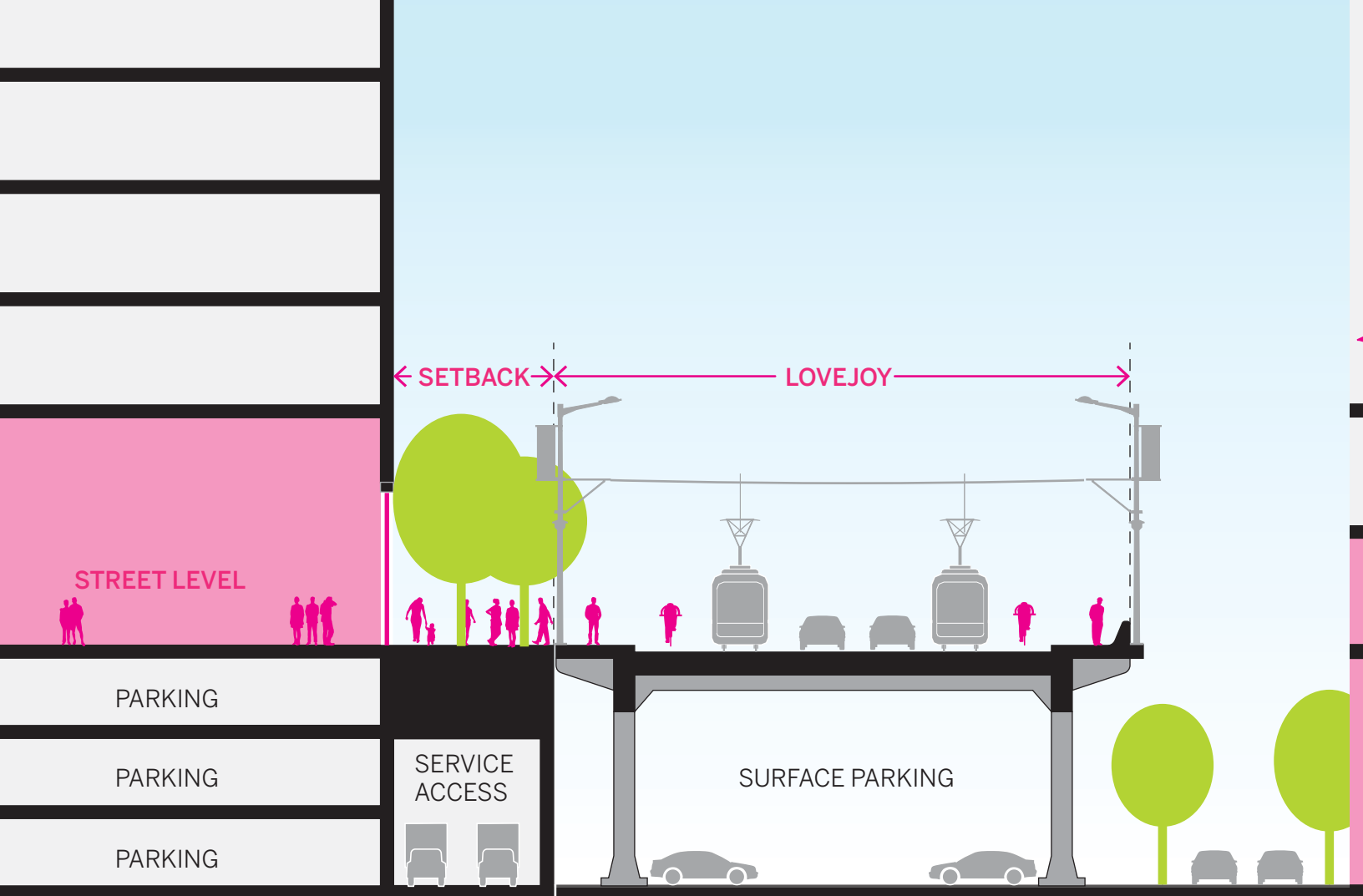


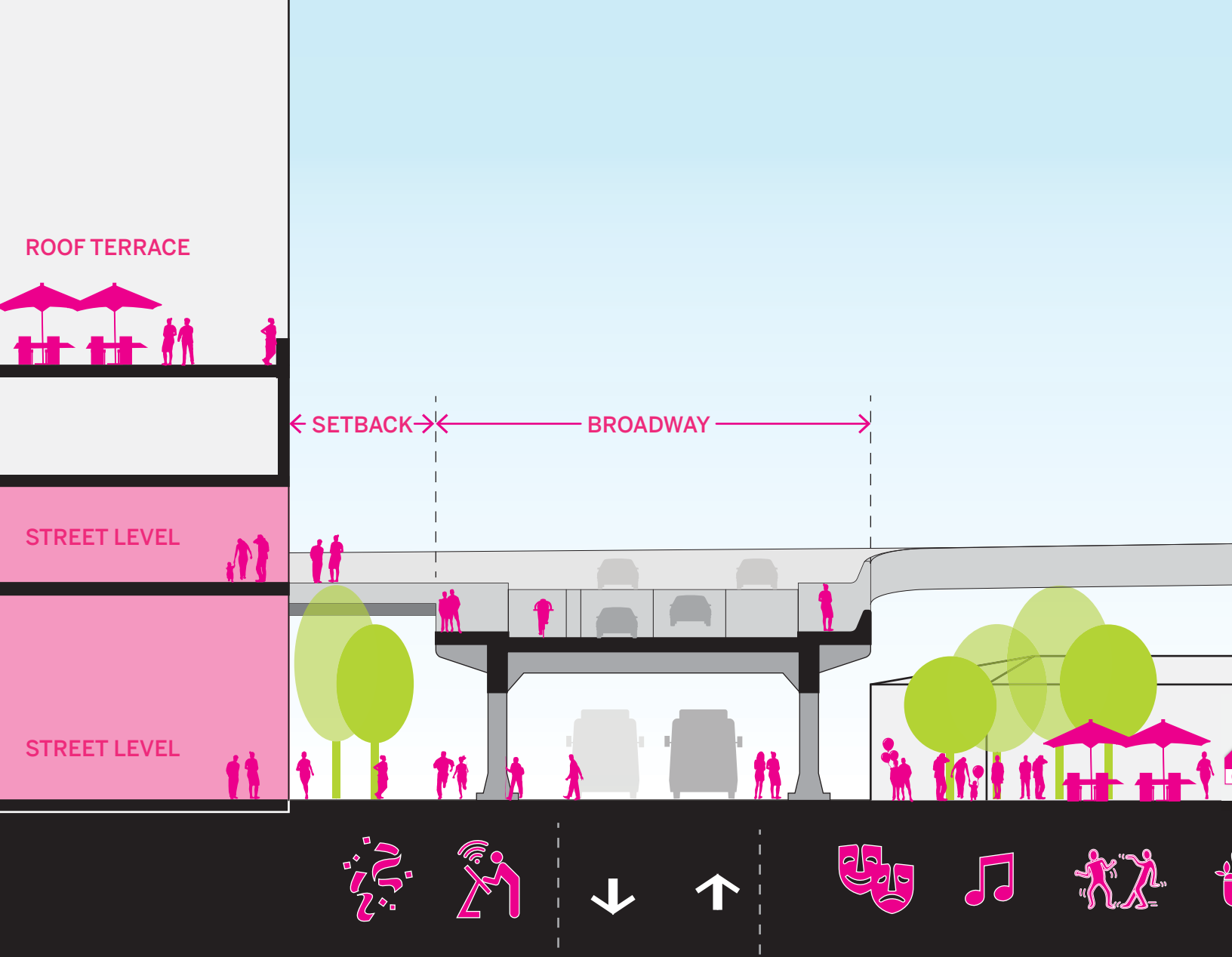
NORTH LAWN

The extension of the North Park Blocks to Johnson Street forms a larger central grouping of open spaces that can extend into each other to form a greater unifying identity for the area. As a result, this overlap and continuity allows the North Lawn to be programmed and scaled for many kinds of activities—from day-to-day use to major cultural and community gatherings and events.

The programming of “active edges” facing the North Lawn can respond to the uses in adjacent buildings, while reflecting a place that has a creative atmosphere, feeling and character.







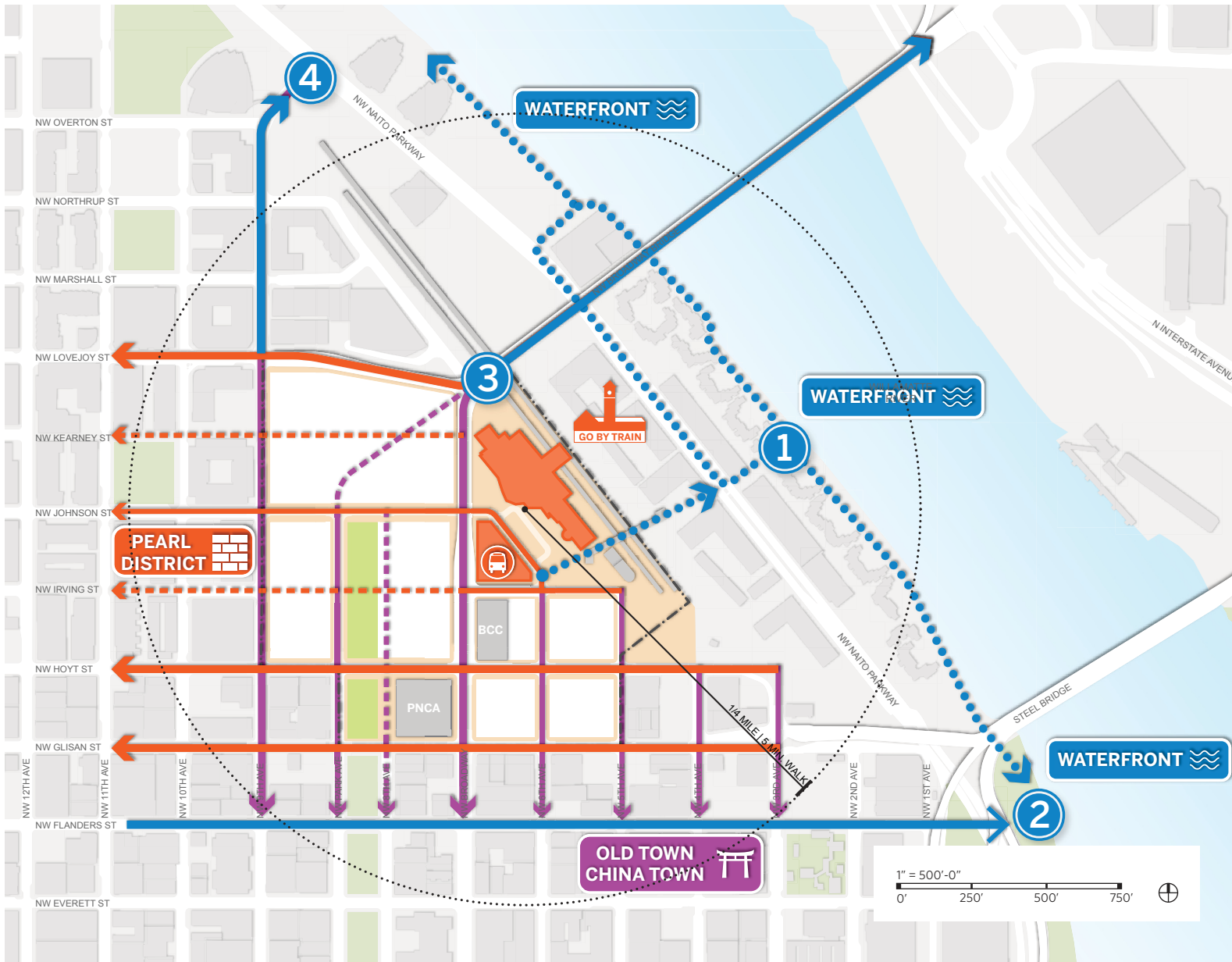
RE-IMAGINING THE LOVEJOY AND BROADWAY VIADUCTS

Spaces above and below the existing Lovejoy and Broadway Street viaducts provide an opportunity to celebrate the heritage and uniqueness of the area. Today, these underutilized spaces are isolated from the urban fabric. Located along the edges of the USPS site, these spaces can become additional gateways—transforming the meaning of these areas from undesirable reminders to a new underpass park—a confluence of existing and proposed connections between the site and Union Station.

The elevation change between an upper and lower public realm allows adjacent buildings to reach out and vertically expand uses toward the ramps, engaging them



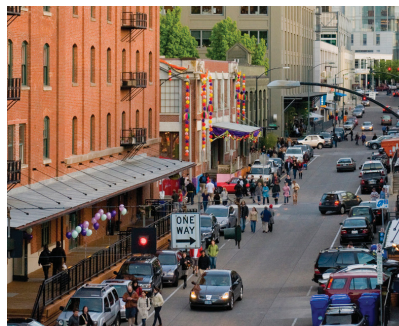
as streets with activities supportive of a diverse and vibrant urban experience at multiple levels.



MAKING CONNECTIONS

The Strategic Vision Framework is based on the pattern of surrounding streets establishing a connected neighborhood with a variety of local, shared public spaces for both vehicles and pedestrians. Extended city streets prioritize the critical connections, delineate development blocks and provide permeability and connectivity in the earliest phases.

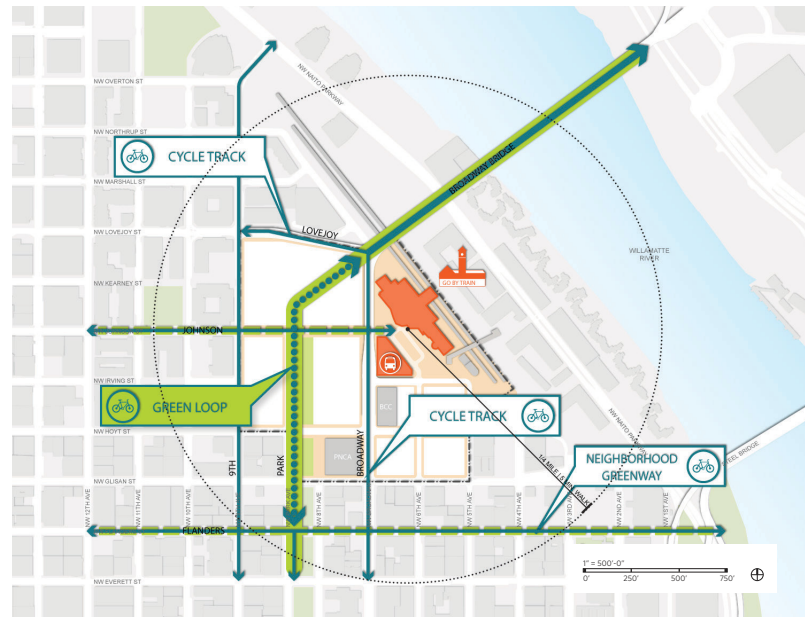
Within this concept, multiple opportunities for social interactions on human-scaled, tree-lined sidewalks and a connected network of open spaces create a memorable backdrop and an expression of Portland's urban innovation.



COMPLETING THE GREEN LOOP

The Broadway Corridor plan envisions implementation of an important section of the city's Green Loop, an urban design concept for a 6-mile signature linear park and active transportation path that will bring new life and energy to the Central City.

The Integration of the Green Loop generates a key organizing strategy for redevelopment of the area as a major gateway and civic connection from the Broadway Bridge to the North Park Blocks. Delivery of this exciting new addition to the Central City is a pivotal element for the district, complementing and advancing important citywide planning initiatives.

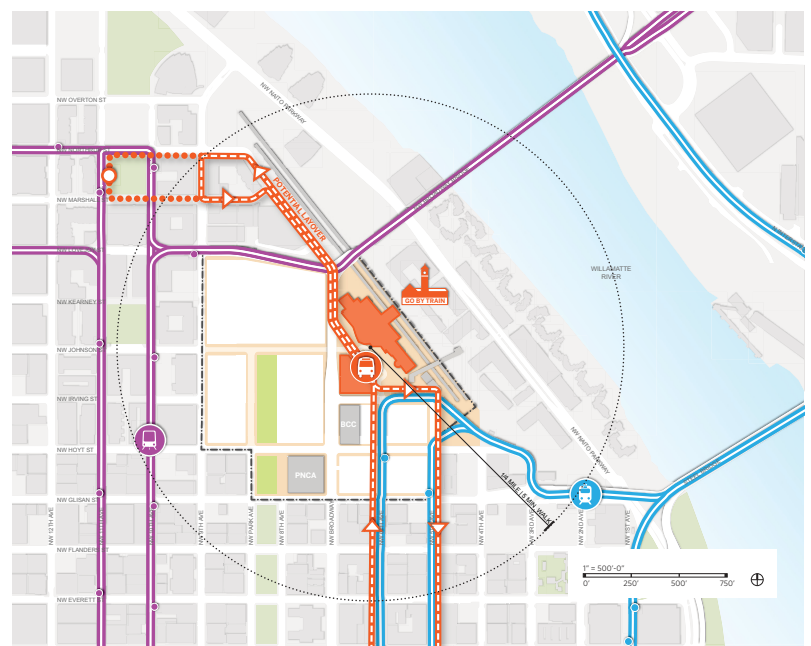


ENHANCING TRANSIT

The Broadway Corridor area will be easily accessible to people from all over Portland. Many existing transit options and planned improvements will enhance connections to all adjacent areas.

Ongoing planning to expand transit choices that include bus rapid transit can be accommodated with the redesign of the plaza and the area outside Union Station.

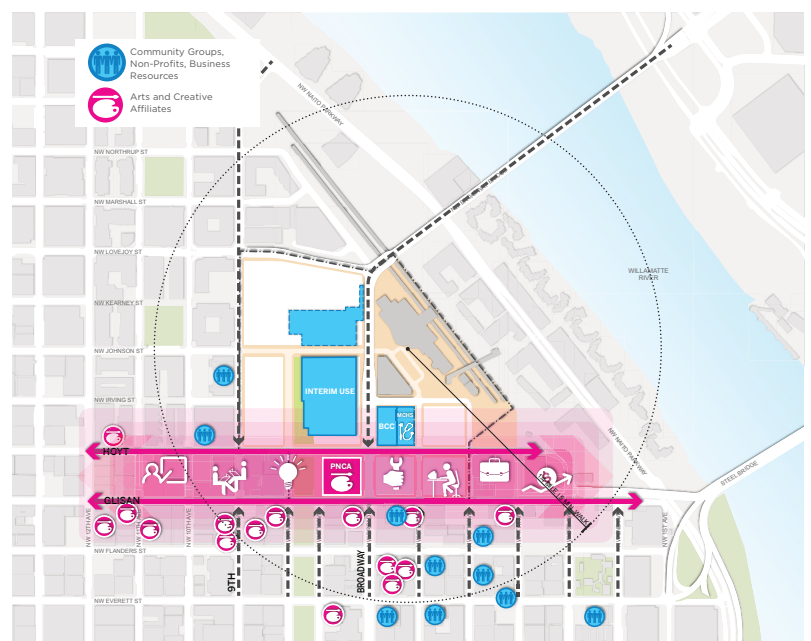
Future renovation and enhancements to Union Station will focus on moving people and making easy connections to accommodate passenger drop-off, taxis, bicycles and future transit initiatives within an orderly and convenient design.

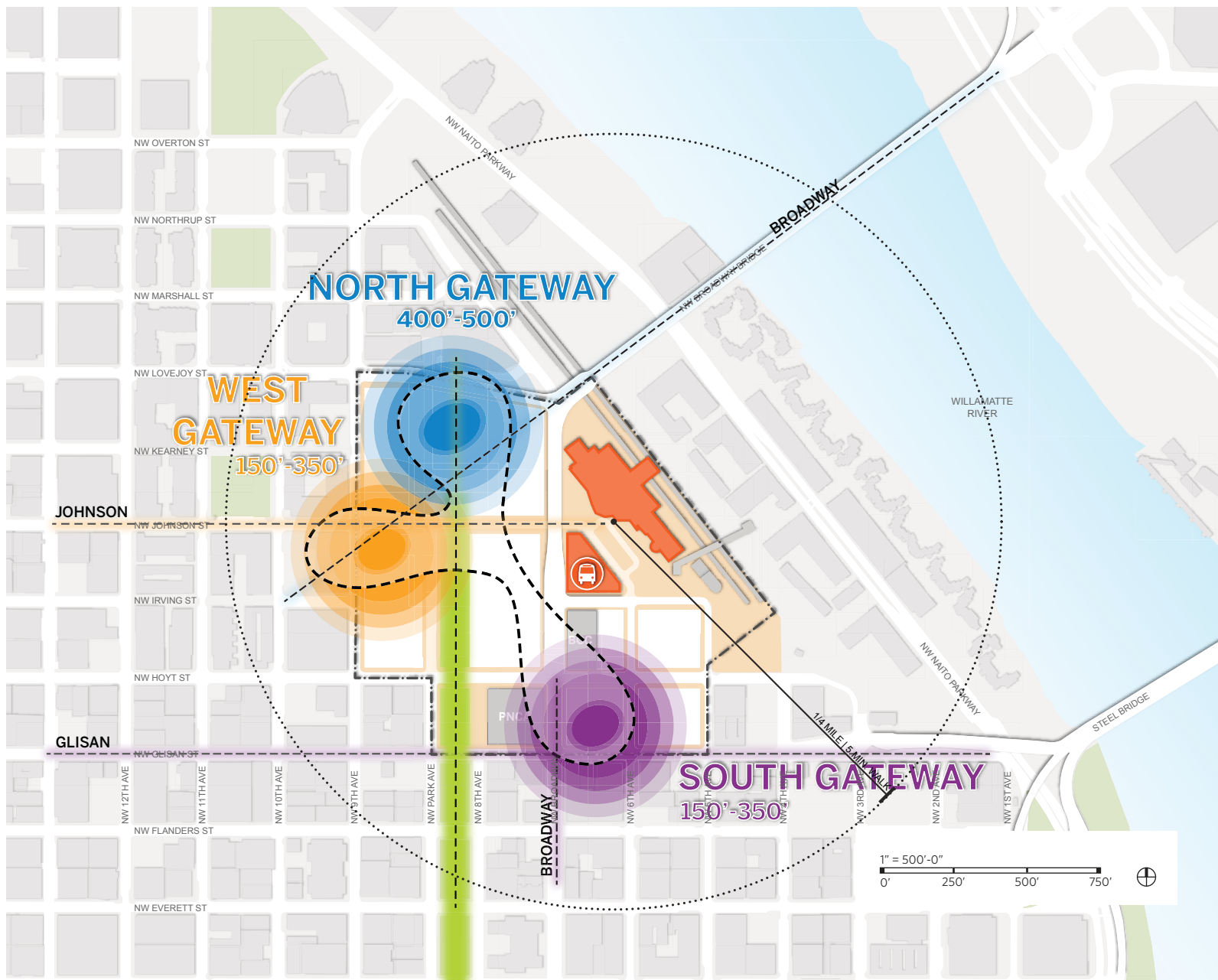


CULTIVATING URBAN INNOVATION

Future development and investment in the area can establish a range of active uses that contribute to a vibrant and culturally distinctive place, while providing an expanded platform of urban innovation from next generation jobs to social infrastructure.

One of the unique characteristics of the area is the ability to transform existing buildings and emphasize development that provide space to foster synergies across institutions, establish companies and startups, while creating inclusive growth and extended benefits to the community, the city and the region.





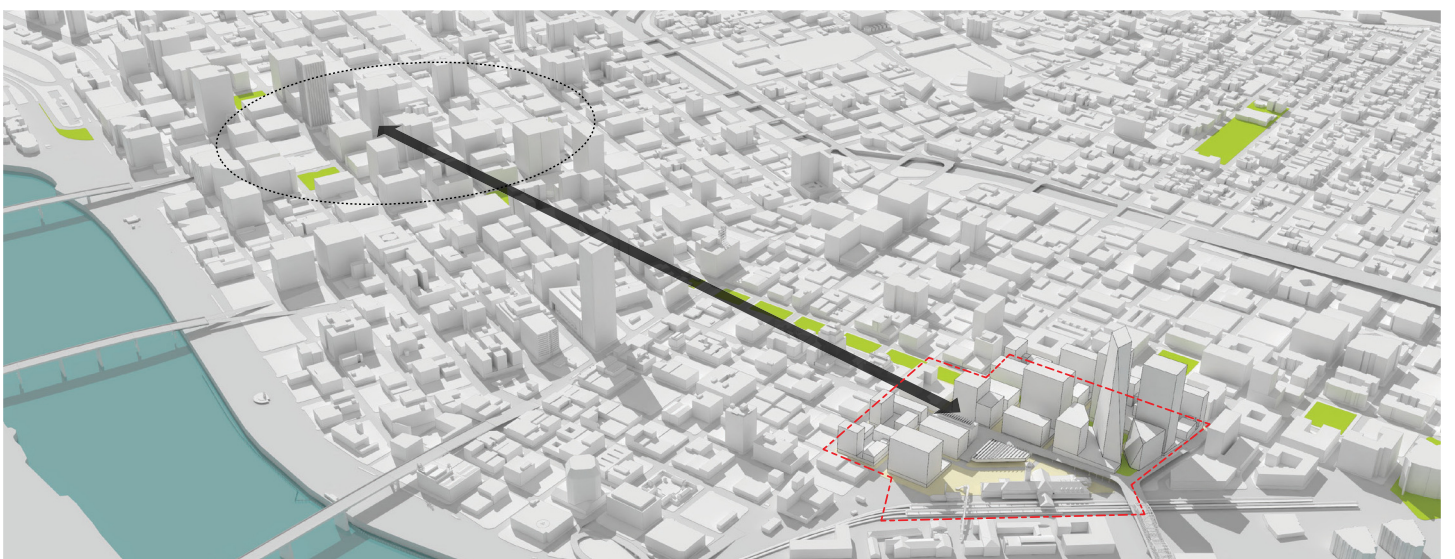
REINFORCING GATEWAYS

Future buildings within the Broadway Corridor will create a composition of mid-rise and high-rise buildings that reflect a diverse, mixed-use neighborhood of appropriately scaled and comfortable public spaces, a development at the leading edge of high performance and environmentally responsive design. By allowing a range of building types and uses, the area can achieve a significant density that enhances important views, respects that character of adjacent neighborhoods, and provides for important civic investments in a high quality public realm.

Community feedback reinforced that gateways in the Broadway Corridor were some of the most appropriate places for taller buildings with higher development densities. Community members noted the potential to

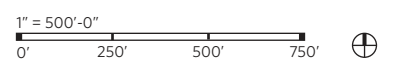
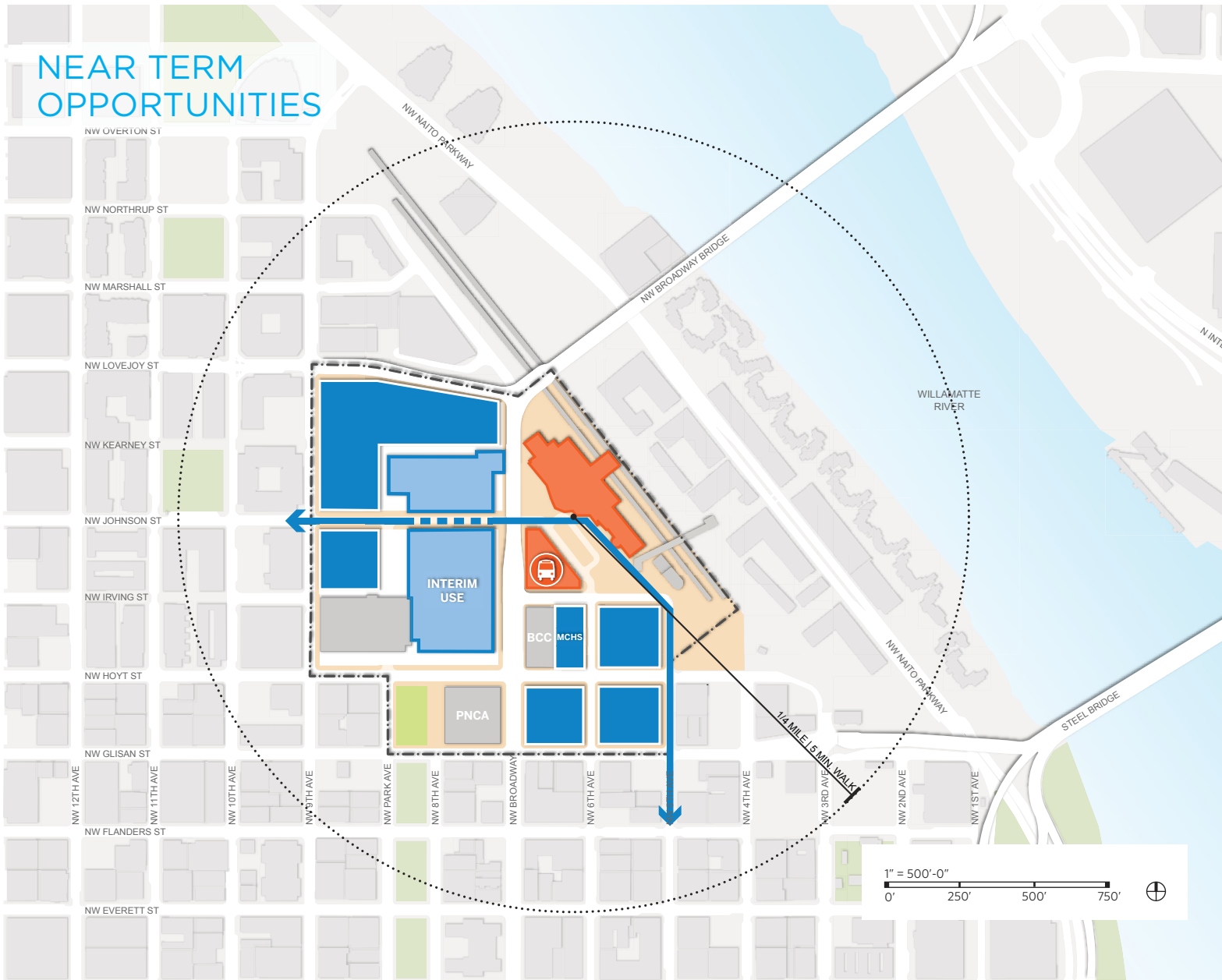
leverage previous infrastructure investments to extend benefits to immediate neighborhoods, the city and the region. The USPS site can absorb a substantial share of the 21,500 new households and 42,500 new jobs projected to be added to the Central City by 2035. This plan anticipates approximately 2,400 new households and 4,000 jobs on the 14-acre USPS site, supported by approximately \$40 million invested for infrastructure. If this growth occurs in lower density neighborhoods, it will need 400 acres of land and approximately \$105 million in infrastructure investment.

Within this framework, opportunities to create gateway or landmark buildings have been identified to enhance the sense of place and contribute to the character of the city's skyline.



HIGH DENSITY DEVELOPMENT ON THE USPS SITE WOULD ESTABLISH THE AREA AROUND UNION STATION AS A SECOND MAJOR NEXUS OF URBAN ACTIVITY IN THE CENTRAL CITY

NEAR TERM OPPORTUNITIES



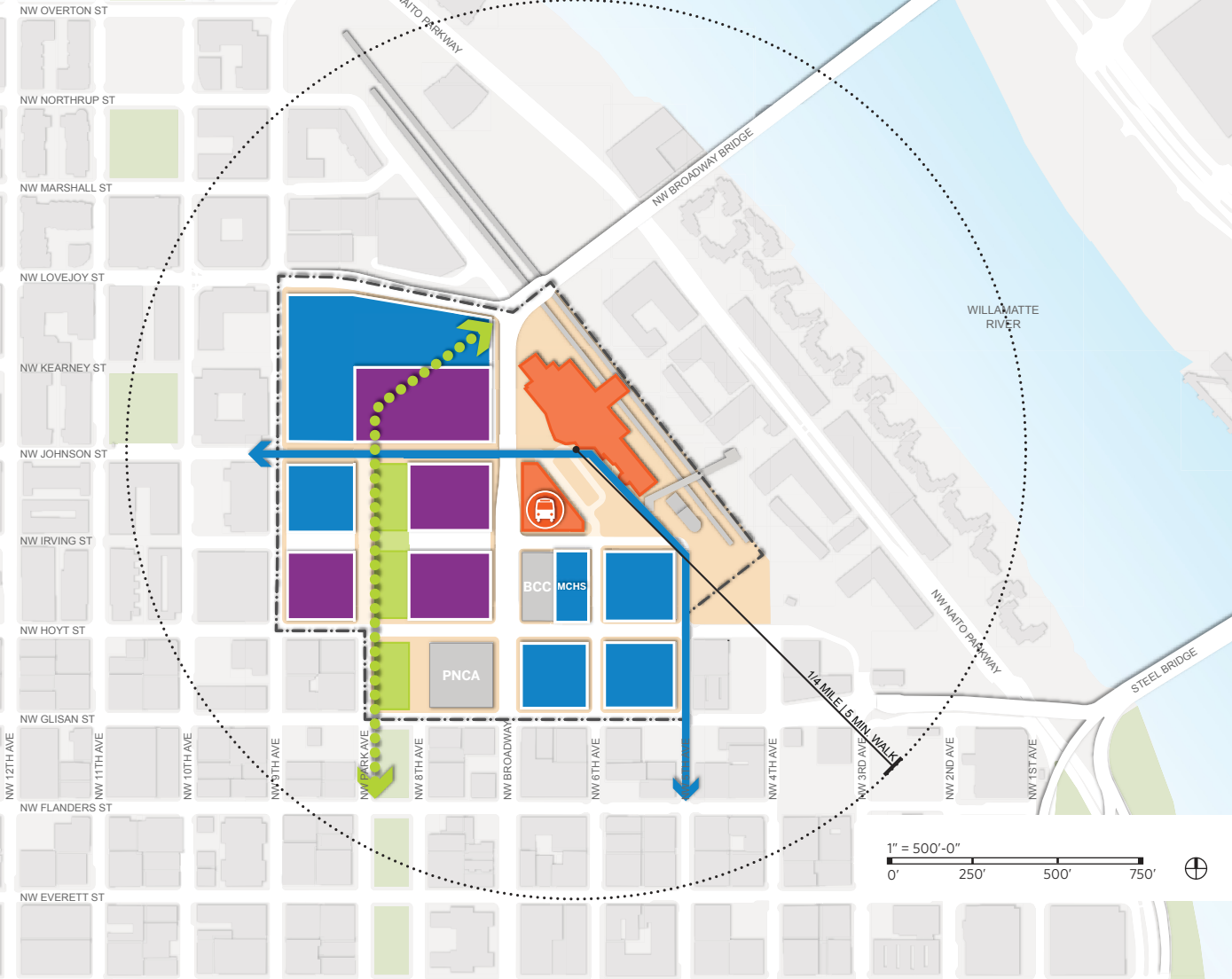
PHASING

The Strategic Vision Framework has been conceived in the context of the long term development capacity of the area and the principles necessary to guide the delivery of an innovative and inclusive urban neighborhood. The Framework recognizes the cyclical nature of real estate. In this regard the Framework accepts that the current demand for housing will likely drive the absorption of market rate and affordable housing in early phases. Later phases may include employment uses as the market’s absorption of existing and planned space for Class A and B office space increases over the next 15 years. Future economic growth is dependent on improving real estate markets with the implementation of the West Quadrant Central

City 2035 plan. The transformation of Broadway Corridor is primarily dependent on the redevelopment of the USPS site and the benefits extended to nearby properties due to an increase in economic value and stronger community.

Phasing of development will be defined when a detailed Master Plan of Broadway Corridor improvements is developed. However, at this concept level of design, it is evident that early phases of new construction on the USPS site should occupy the north parts of the property that are free of existing buildings. Meanwhile the existing buildings may be used in the short term for incubators and other employers for whom high bay,

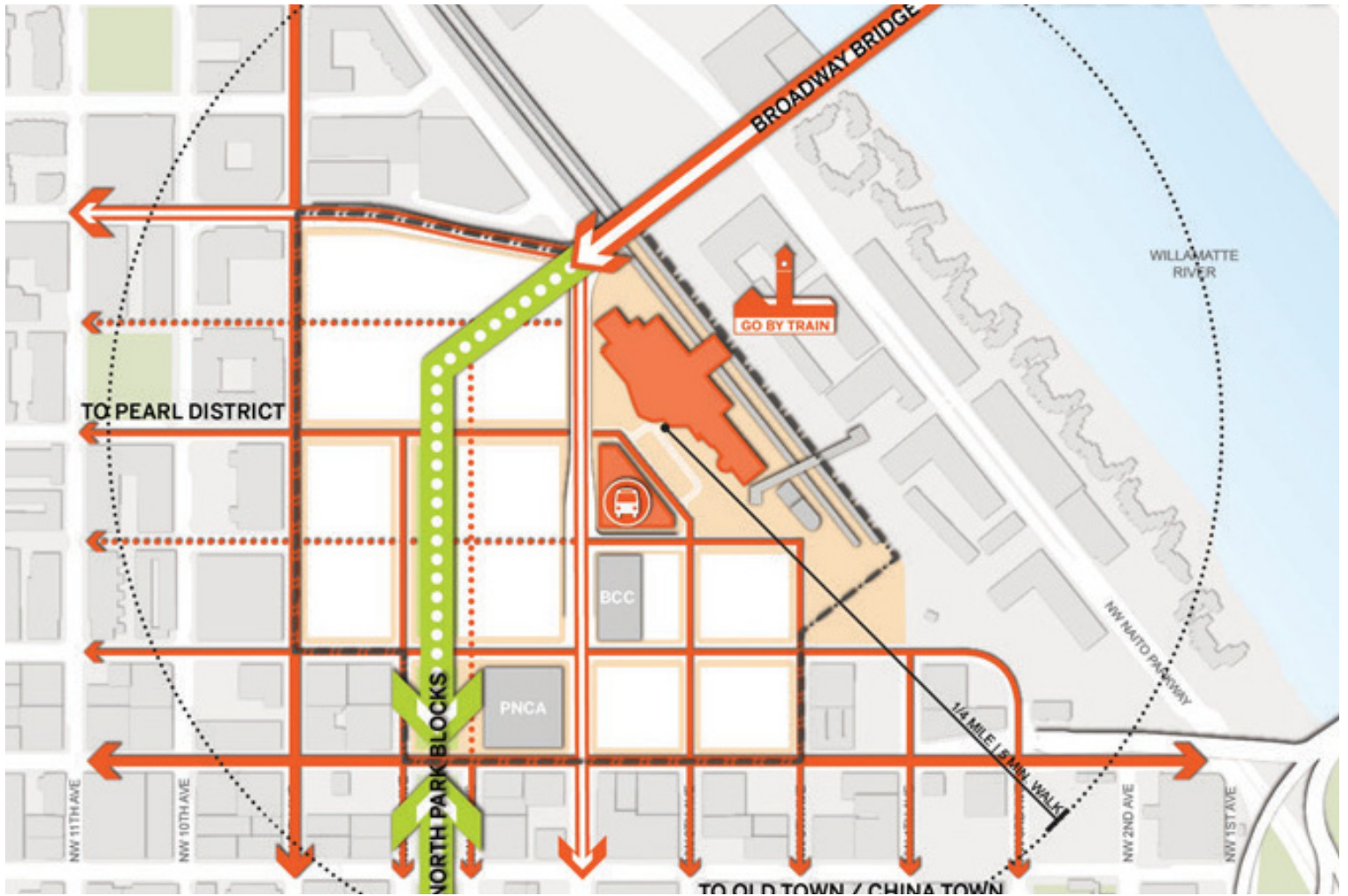
LONGER TERM OPPORTUNITIES



unimproved space is appropriate and affordable. Apart from generating some revenue, occupants will bring employment and vitality to the area and will help to support nearby businesses. During these early phases, some infrastructure projects such as extension of NW Johnson Street to Union Station may proceed, splitting the existing postal building into separate structures. The parking garage would also be retained in the near term to raise revenue and ease parking shortages in the area.

Longer term phases will displace existing structures, with some of their occupants relocating to comparable properties nearby, and others graduating to market rate properties. Later phases

are likely to be triggered by a major development initiative for which the image of the extended North Park Blocks and other public improvements are important. Concept level phasing is based in part on the expectation of residential development early on followed by major commercial development only when current imbalances in the market have been resolved.



STRATEGIC VISION RECOMMENDATIONS

The Strategic Vision for the area will be the basis of a Master Plan to memorialize the good ideas that have been identified to date and maintain flexibility to consider new information. The following are insights received from individuals following review of the preferred program and urban design option.

UNION STATION AND AREA

- Union Station needs to be a unique attraction;
- Expand use of the station area as a transit hub;
- Use Greyhound in “early phase” to make the campus idea;
- Honor the scale of the railroad station as architecture plus urban design informant;
- Make plans and improvements that add more people to the streets during the day.

ACTIVE USES

- Include community uses such as: school, library branch, pool, community center, cultural center;
- Reclaim history and community bonds through art and education;
- Mix affordable housing with market rate units.

NORTH PARK BLOCKS

- Connect the North Park Blocks extension to a river terminus across the railroad track to Naito Parkway.

URBAN DESIGN

- Propose a human-scaled terminus for the North Park Blocks on axis with Broadway Bridge;
- Balance tall buildings with areas of open space in shade or shadow to make a seasonally comfortable public open space system.

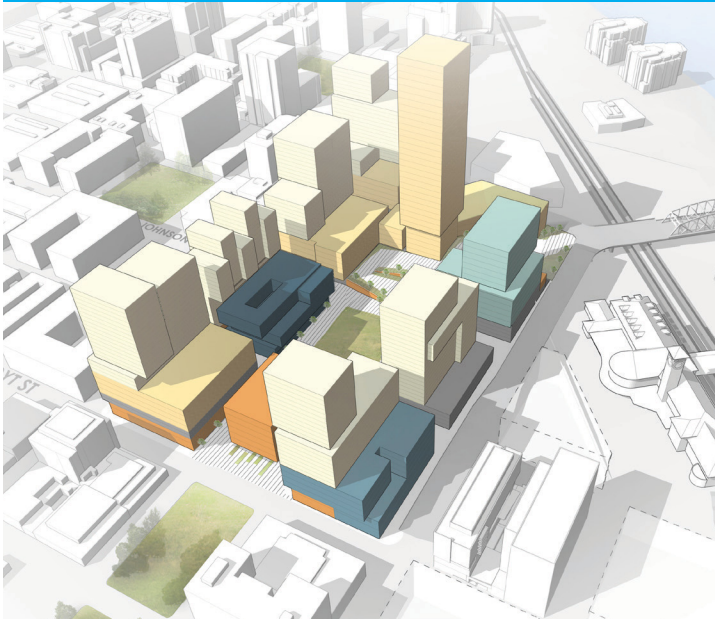
SUSTAINABILITY

- Develop a feasible district energy and water system plan;
- Optimize use of resources through applied strategies at a building, block, and district scale;
- Prioritize investments in the area to make the USPS project a signature neighborhood recognized for its leadership in sustainable urban development.

PROGRAMMED OPEN SPACE

- Develop an event plan to optimize use of the public realm for civic activities serving Old Town Chinatown and North Pearl District residents and workers.

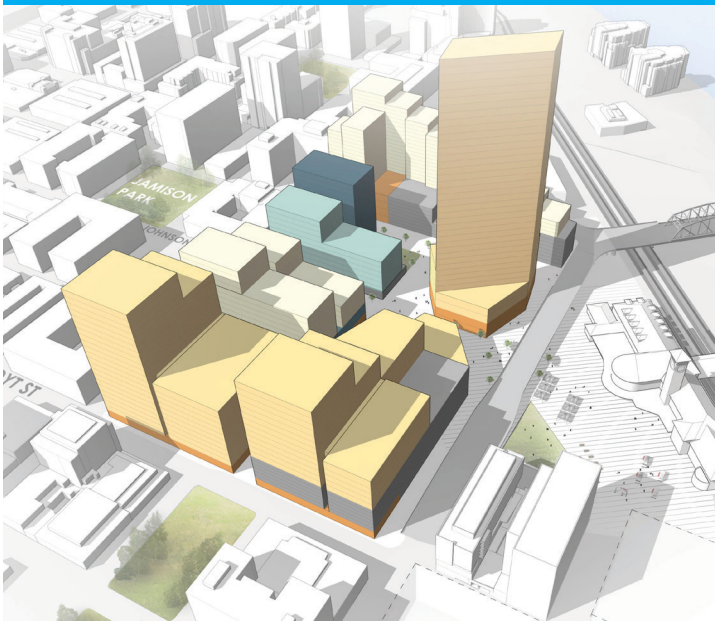
CASCADE



STITCH



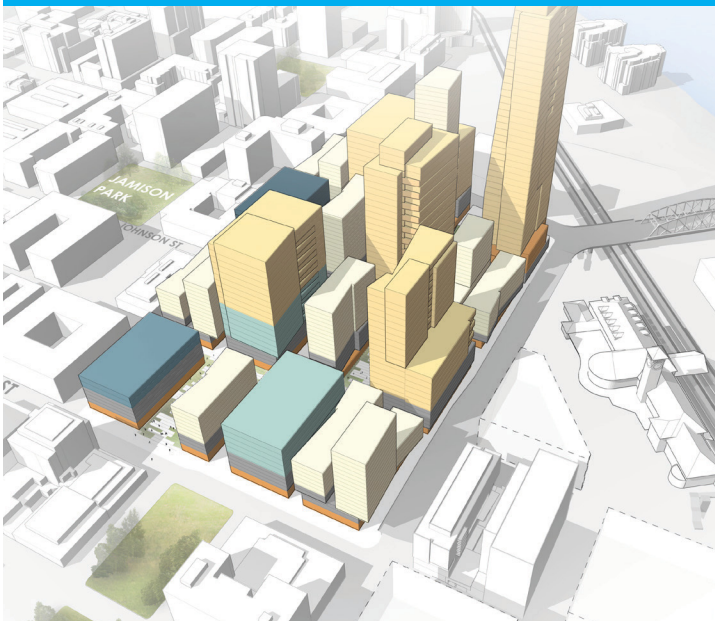
STATION



INNOVATION



WEAVE



Preliminary development concepts were designed to test several very different ways of arranging development on the USPS site. Each of these concepts has a unique approach to open space, land use mix, building massing, and connectivity. Community members were asked to provide input on overall concept preferences as well as particular elements within each concept.

PRELIMINARY DEVELOPMENT CONCEPTS

DEVELOPMENT PROGRAMS & FIVE PRELIMINARY CONCEPTS

Five contrasting preliminary development programs and urban design concepts provided the basis for the initial concept alternatives for the USPS site. They varied in density between FAR 6:1 and FAR 9:1 so that the capacity of the site could be demonstrated. An urban design concept was designed for each, showing how massing of buildings might be disposed across the site with building heights and positions responding to different street, plaza and park options, and considering views and daylight access. The development program for each concept was as follows:

- **STATION CONCEPT:** Focused open space around Union Station, this concept accommodates 7,900 jobs and 3,300 residents with 5.2 million SF total floor space and FAR of 9:1.
- **CASCADE CONCEPT:** Focused on a strong open space connection from the North Park Blocks to the Broadway Bridge, this concept accommodates 8,200 jobs and 1,200 residents with 3.5 million SF total floor space and FAR of 6:1.
- **STITCH CONCEPT:** Focused on connections from Old Town Chinatown to the Pearl District, this concept accommodates 9,000 jobs and 2,000 residents with 5.2 million SF total floor space and FAR of 9:1.
- **INNOVATION CONCEPT:** Focused on providing space for a large employer, this concept accommodates 9,500 jobs and 1,200 residents with 3.5 million SF total floor space and FAR of 6:1.
- **WEAVE CONCEPT:** Focused on smaller dispersed open spaces, this concept accommodates 12,000 jobs and 2,008 residents with 5.2 million SF total floor space and FAR of 9:1.

Each preliminary concept was evaluated against the five Guiding Principles, and the feasibility of each was estimated using national and local real estate data. In reviewing the alternative concepts, the SAC, TAC and members of the public who participated in the open house and online survey were asked which concept they preferred, and what features of each they liked and disliked and why. An online survey attracted 289 responses from around the metropolitan area, registering preferences among the five initial concept alternatives. Each alternative had its share of supporters, though a majority favored the Cascade and Weave concepts. Elements of the Station concept, primarily the integration and activation of Union Station, also received strong support. This input allowed the design team to learn which features merited further investigation, and informed the refinement of the development programs and associated urban design concepts.

PRELIMINARY CONCEPTS

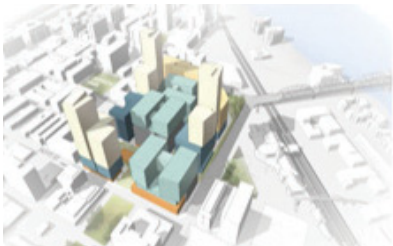
STATION



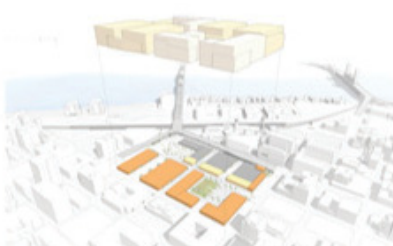
CASCADE



STITCH



INNOVATION

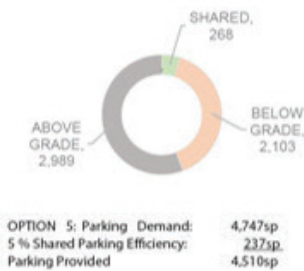
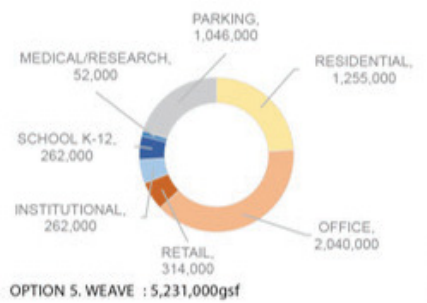
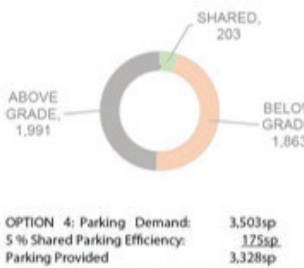
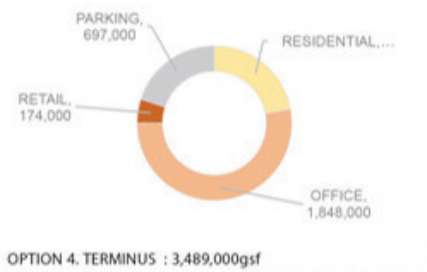
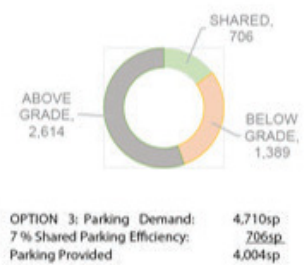
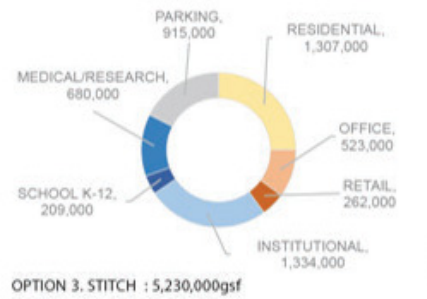
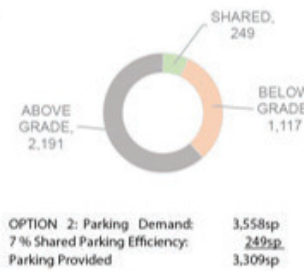
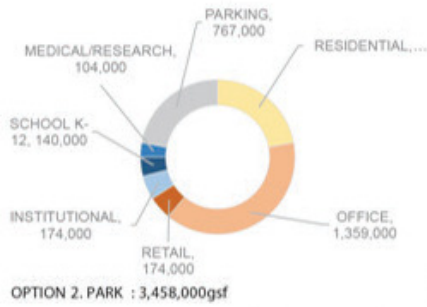
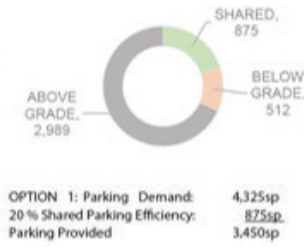
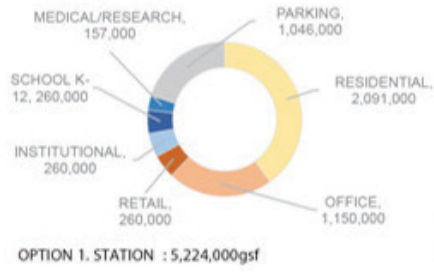


WEAVE



PROGRAM

PARKING



OPTIMIZED CONCEPTS

Based on public input on the five preliminary concepts, the design team developed three new concepts that embodied the best features in three development programs of approximately the same size: one emphasizing jobs, one emphasizing residential development, and the third seeking a close balance between the other two.

The three concept alternatives share the same development intensity of 7:1 FAR, the same proportion of open space, and the same development assumptions (such as 25% of the residential units are affordable). Their differences are in the program of uses and the urban design concepts. Through further design, each could be adapted to the site.

- **Employment Emphasis:** 9,000 jobs, 1,550 residents; FAR 7:1; 3,437 parking spaces of which 10% would be shared use; 4.1 million SF total floor space.
- **Balanced Concept:** 5,500 jobs, 2,800 residents; FAR 7:1; 3,437 parking spaces of which 20% would be shared use; 4.1 million SF total floor space.
- **Residential Emphasis:** 3,000 jobs, 3,500 residents; FAR 7:1; 2,270 parking spaces of which 14% would be shared use; 4.1 million SF total floor space.

Program

The concept alternatives vary in the proportion of jobs to housing and the degree of commercial or other office use. The Jobs Emphasis concept with six jobs to each resident would place significantly more people on site during the day than evening, whereas the Balanced Emphasis concept provides a more even distribution of users. The community is interested in having more daytime activity, so employment uses are an important component of the program. All three concepts provided a job density comparable to or higher than the commercial business district. More employment uses

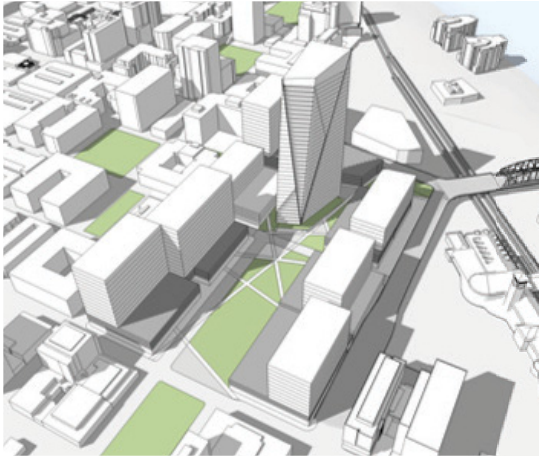
contribute to wider and lower buildings on the site. The more residential uses, the narrower and taller the buildings would be.

Urban Design

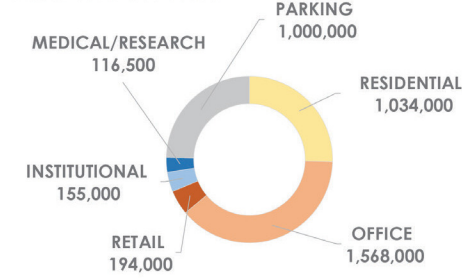
The urban design concepts represent examples of ways that desirable urban design ideas could be reinforced on the USPS site to achieve public priorities within the West Quadrant Plan and the aspirations of surrounding nearby communities. The three refined concepts reflect broad community consensus recognizing the value of:

- NW Johnson's potential to connect Old Town Chinatown with the North Pearl District via Union Station.
- Reimagining Union Station and its environs as a transportation facility with the potential to be a destination in the city for programmed civic events, community exchange, and a portal to other cities.
- The Green Loop initiative, to promote active transportation, in tandem with transit.
- The extension of the Park Blocks to NW Johnson to create a shared civic space between Old Town Chinatown and the Pearl District through which the Green Loop would connect and cross the Broadway Bridge to other districts of the City.
- Intensifying development in the Broadway Corridor to achieve densities commensurate with its place in the City, mark its significance in the skyline, and relieve development pressure on other areas of the City.

EMPLOYMENT EMPHASIS



PROGRAM MIX



EMPLOYMENT: 4,067,000 gsf

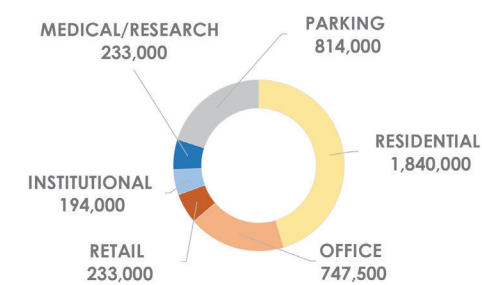


EMPLOYMENT EMPHASIS CELEBRATES THE EXTENSION OF THE NORTH PARK BLOCKS TO NW JOHNSON STREET.

BALANCED EMPHASIS



PROGRAM MIX

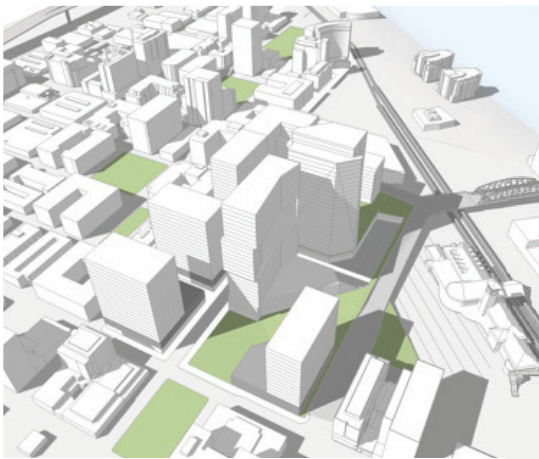


BALANCED : 4,061,000 gsf

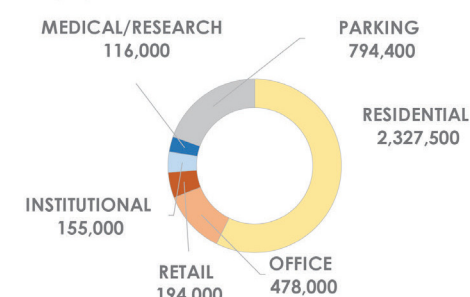


BALANCED EMPHASIS TERMINATES THE PARK BLOCKS AT NW IRVING STREET FORMING A LARGE PLAZA SPACE NORTH OF NW JOHNSON STREET.

RESIDENTIAL EMPHASIS



PROGRAM MIX



RESIDENTIAL: 4,064,000 gsf



RESIDENTIAL EMPHASIS IS ORGANIZED AROUND IMPROVING CONNECTIONS TO AND AROUND UNION STATION.



EVALUATING THE CONCEPT ALTERNATIVES

The technical analysis of the Optimized Concepts established the quantitative and qualitative basis for evaluating the three concepts for the USPS site.

These Optimized Concepts were evaluated through a series of technical analyses to test for transportation functionality, sustainability performance opportunities, and financial feasibility.

TRANSPORTATION ANALYSIS

The transportation analysis considered how each of the refined development concepts performed with respect to Network Sustainability, Pedestrian Permeability, Bike Network Supportiveness, Shared Parking Potential, Mode Share Target Viability, and Alignment with Future Transit Investments. This analysis is not based on a detailed analysis of traffic generation, but it is rather a comparative analysis of the three conceptual options given what is known about existing and projected conditions. It presumes that the West Quadrant Plan goals are achieved in parallel with phased development of the USPS site over the next 15 to 20 years. In general, the concept options performed similarly regarding each development program’s impact on traffic. When comparing design configuration of the concept options, Office Emphasis and Balanced appeared to have a higher pedestrian permeability bias compared to the improved transit access for

the Residential Emphasis option. Therefore, these options should be given greater analysis in the Master Plan phase of the project.

Network Sustainability

The trip generation for the concept options were comparatively low in the PM Peak and AM Peak Periods. This assumes that development meets West Quadrant Plan goals that includes an 85% modal split for non-single occupant vehicles. Traffic calming on streets dedicated to bikes and pedestrians would be supplemented with additional signalization on NW 9th Avenue at NW Glisan Street and NW Everett Streets.

Pedestrian Permeability

The Employment and Residential Emphases concepts provide a greater number of direct pedestrian connections within the USPS site, with adjacent neighborhoods, and with nearby transit. Pedestrian desire lines related to the Green Loop are best captured in the Balanced and Employment Emphases concepts.

EVALUATION CRITERIA	KEY DRIVER	EMPLOYMENT EMPHASIS	BALANCED	RESIDENTIAL EMPHASIS
Network Sustainability	Program			
Pedestrian Permeability	Design/Configuration			
Bike Network Supportiveness	Design/Configuration			
Shared Parking Potential	Program			
Mode Share Target Viability	Program			
Alignment with Future Transit Enhancements	Design/Configuration			

RATING SCALE

TRANSPORTATION CONCEPT EVALUATION SUMMARY



- ✗ **Business As Usual**
69% Non-SOV Commute Split
- ✓ **Access Target**
85% Non-SOV Commute Split

Vehicle Trip Generation Comparisons for the Employment, Balanced, Residential, and Preferred Concepts

Note: This analysis accounts for existing and target non-SOV mode splits and trip reduction resulting from land use diversity.

SOURCE: NELSON/NYGAARD

Bike Network Supportiveness

The recommended framework provides a range of bicycle connections suitable for bicyclists with a range of comfort levels. Each concept presents the same existing and new connections and is scored evenly.

Shared Parking Potential

The concept options assumed that there was a potential 20% shared parking opportunity depending on the balance of employees and residents. The concepts that scored high have roughly the same number of cars leaving the site in the morning as arriving. The reverse is true in the evening. The mix of uses in the Balanced Concept is most accommodating of potential shared parking due to the high number of jobs.

Mode Share Target Viability

For the purposes of concept development, parking ratios used were intended to suit the current and foreseeable expectation for the commercial real estate market. With subsequent investments in pedestrian, bike, and transit facilities over the next 20 years, the parking ratio could be at least half what has been assumed, if the West Quadrant Plan goal of achieving an 85% non-single occupant vehicle mode split, is met. As parking need drops to 85% non-single occupant trips, parking reservoirs developed in early phases will be available for future uses developed on site.

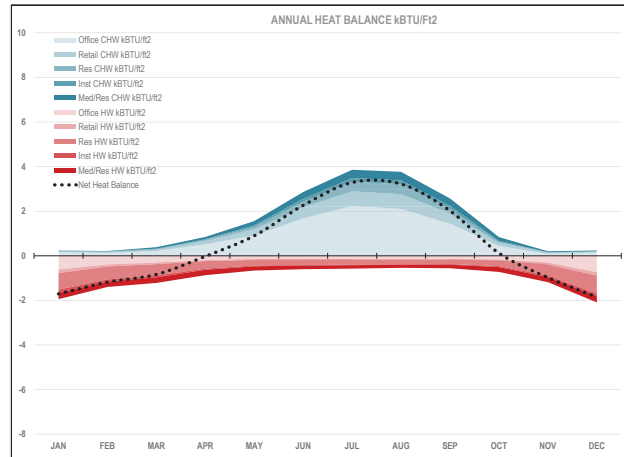
Alignment with Future Transit Investments

All three concepts provide high quality pedestrian and bicycle connections to Union Station, the Transit Mall, Portland Streetcar, and the potential Powell-Division BRT line. The Residential Emphasis concept scores highest due to the orientation of development proposed on the USPS site that is integrated with the open space around Union Station.

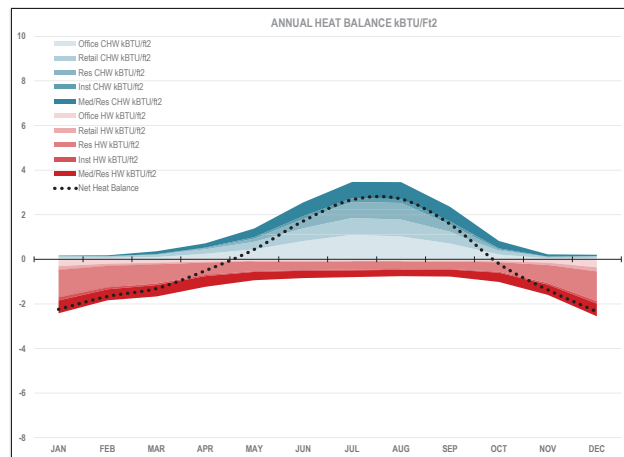
SUSTAINABILITY ANALYSIS

Each development program and urban design configuration was compared to establish relative efficiency in the use of natural and financial resources. The design team modeled the proposed mix of uses for the project attuned to Portland's local climate. The team compared aggregate uses between concepts and demonstrated seasonal opportunities to use waste heat from cooling offices for heating purposes in adjacent residences. The Balanced Emphasis development program had the highest potential to use byproduct heating. Due to the mix of uses that included 2 jobs for 1 resident, the Balanced Concept also had the greatest opportunity to collect, treat, and reuse rain and treated waste water.

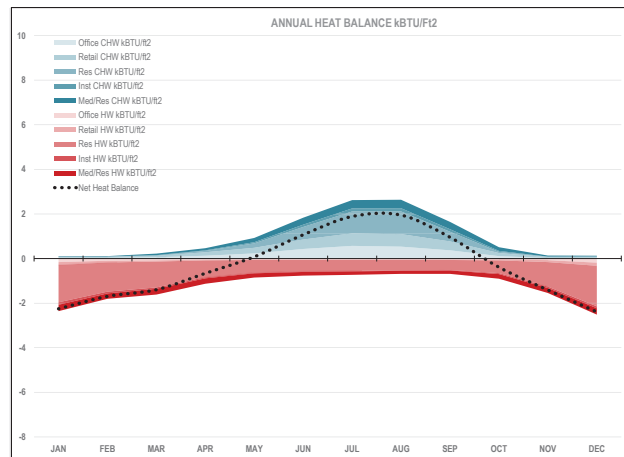
For any of the concepts to achieve the highest potential efficiency, the individual building mechanical, electrical, and plumbing systems must be interconnected as a district. Assuming that the buildings would be LEED Gold Certified, connecting the buildings to share byproducts of heating and cooling would add some cost beyond the ability of the Portland market to finance, presuming a less than 5-year return on investment. The City may see fit to waive System Development Charges (SDC) or form a development agreement to afford building district performance beyond what Portland's development market can finance today, based on a normal building-by-building development strategy. In the master planning phase, project financing strategies may include investing these strategies to maximize the performance of the district to optimize resource efficiency, reduce carbon dioxide emissions, and meet the goals of the the Portland Climate Action Plan.



EMPLOYMENT EMPHASIS



BALANCED CONCEPT: PROVIDES GREATEST OPPORTUNITY TO REUSE SURPLUS HEAT, A BYPRODUCT OF COOLING.



RESIDENTIAL EMPHASIS

FINANCIAL ANALYSIS

The financial analysis is intended to assess the financial feasibility of redeveloping the USPS site, inform community discussion and visioning for the site, and guide the development and adoption of a preferred program for the Framework Plan. Findings are subject to changes in the local real estate market and national macroeconomic cycles. The preferred program and financial analysis must be further refined in a subsequent Master Plan for the site.

For each of the three revised concepts, the financial analysis considered:

- **Sources:** Financial resources available for site redevelopment, including land sale proceeds and tax increment financing;
- **Uses:** A core set of public program costs, including USPS site acquisition, infrastructure, open space, and affordable housing FAR contribution;
- **Net public resources available:** Financial resources available for additional public program costs, net of core public program costs described above, which may be used to fund affordable housing subsidies, mixed-income housing, Union Station improvements, carbon neutral investments, and/or other additional public program costs.

Based on the sources and uses described above, the real estate strategy team developed a multi-year cash flow model to estimate the net present value of land payments, public proceeds, and core public program costs over time. The team assumed that USPS redevelopment will occur over two phases, with land payments and infrastructure costs occurring at the beginning of each phase. In each case, it was assumed that 25% of residential FAR would be reserved for affordable housing, which must be realized with additional financial subsidy. Key findings from the analysis are summarized as follows:

Employment Emphasis

- Sources: \$94 million (\$2015, NPV)
- Uses: \$103 million (\$2015, NPV)
- Net public resources available: -\$8 million (\$2015, NPV)
- Land sale proceeds (nominal): \$30 million (FY2022), \$18 million (FY2026)
- Land sale proceeds (\$2015): \$24 million (FY2022), \$13 million (FY2026)
- Estimated years to full build-out: 43 years (FY2064)

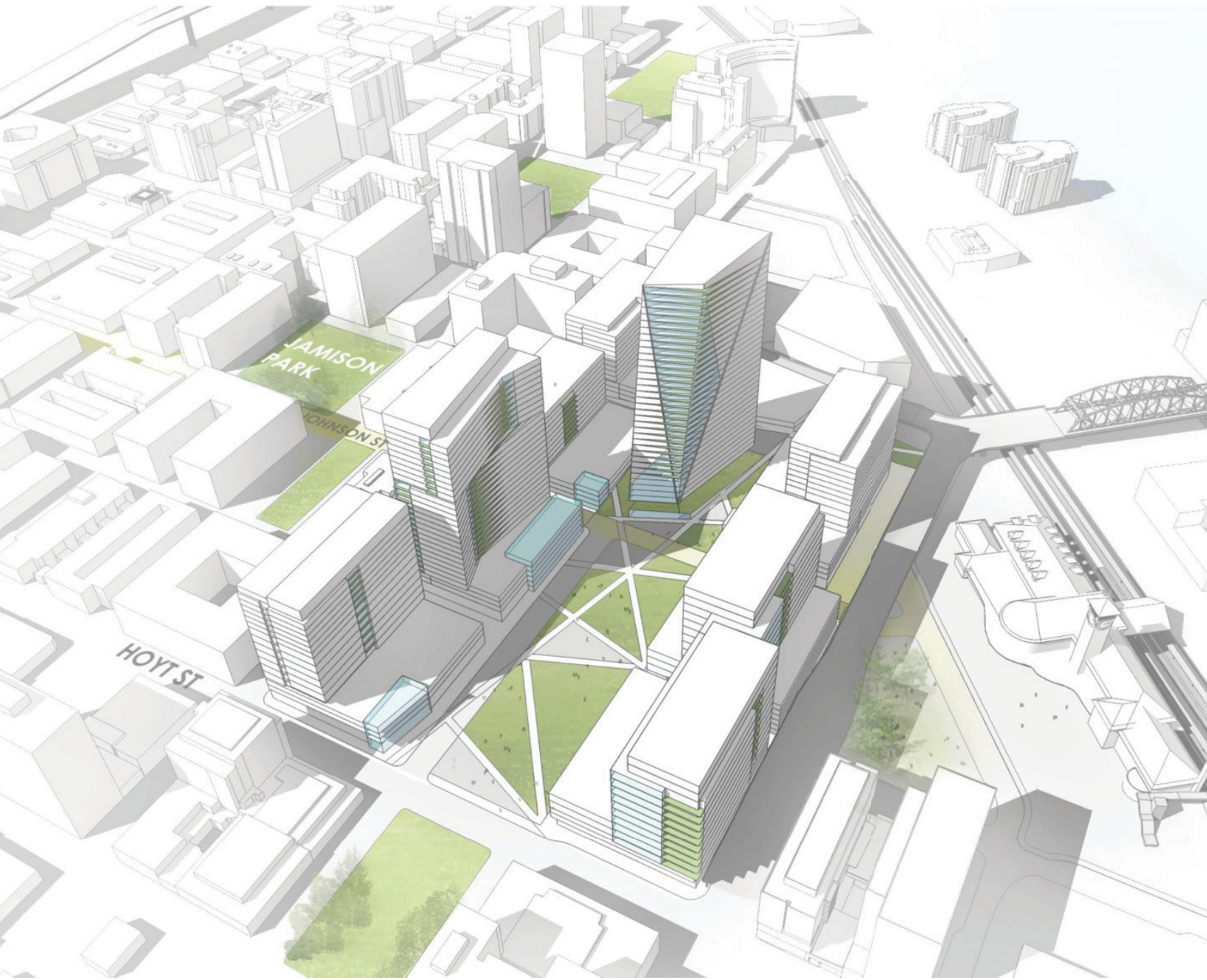
Balanced

- Sources: \$143 million (\$2015, NPV)
- Uses: \$103 million (\$2015, NPV)
- Net public resources available: \$40 million (\$2015, NPV)
- Land sale proceeds (nominal): \$40 million (FY2022), \$57 million (FY2026)
- Land sale proceeds (\$2015): \$32 million (FY2022), \$41 million (FY2026)
- Estimated years to full build-out: 34 years (FY2055)

Residential Emphasis

- Sources: \$161 million (\$2015, NPV)
- Uses: \$103 million (\$2015, NPV)
- Net public resources available: \$59 million (\$2015, NPV)
- Land sale proceeds (nominal): \$40 million (FY2022), \$57 million (FY2026)
- Land sale proceeds (\$2015): \$34 million (FY2022), \$52 million (FY2026)
- Estimated years to full build-out: 22 years (FY2043)

Net public resources available are primarily driven by the mix of residential and office use as public program costs are relatively inelastic under all programs. In the Employment Emphasis scenario, costs exceed available resources due to the program's emphasis on lower value office use. The Balanced and Residential Emphasis programs both generate adequate financial resources for infrastructure, open space, site acquisition, and affordable housing FAR and provide capacity for additional public benefit costs.



PREFERRED CONCEPT

Analysis and review of the three optimized development programs and associated urban design concepts—Employment Emphasis, Balanced and Residential Emphasis—resulted in a single preferred development program and urban design concept that incorporates the most promising features of all three schemes. A key determinant of the development program was the necessity to support public benefits including affordable housing at the rate of 25% of dwelling units built.

While the preferred development approach models 25% of units designated for affordable housing, the Central City 2035 Plan expresses a goal for 30% of all new units targeting affordability at 0-80% median family income. PDC will continue to work with the Portland Housing Bureau to identify strategies for supporting additional affordable housing on site, which may require increased outside resources or trade-offs with other public benefits.

The density of the preferred development program is slightly lower than other concepts considered. It has slightly more housing and less office space than the Balanced Concept:

- **Preferred Concept:** Urban design strategy organizes buildings around a two-block extension of the North Park Blocks up to NW Johnson Street, with an opportunity for significant height at the center. The concept accommodates 4,000 jobs and 3,100 residents with 3.8 million SF total floor space and FAR of 6.7:1.

Technical analysis of the Preferred Concept yielded the following results:

- **Transportation:** In the aggregate, the Preferred Concept matches or outperforms all three refined development concepts.
- **Sustainability:** With a relatively balanced jobs-to-housing ratio, opportunities for resource efficiency are maximized.

- **Financial:**

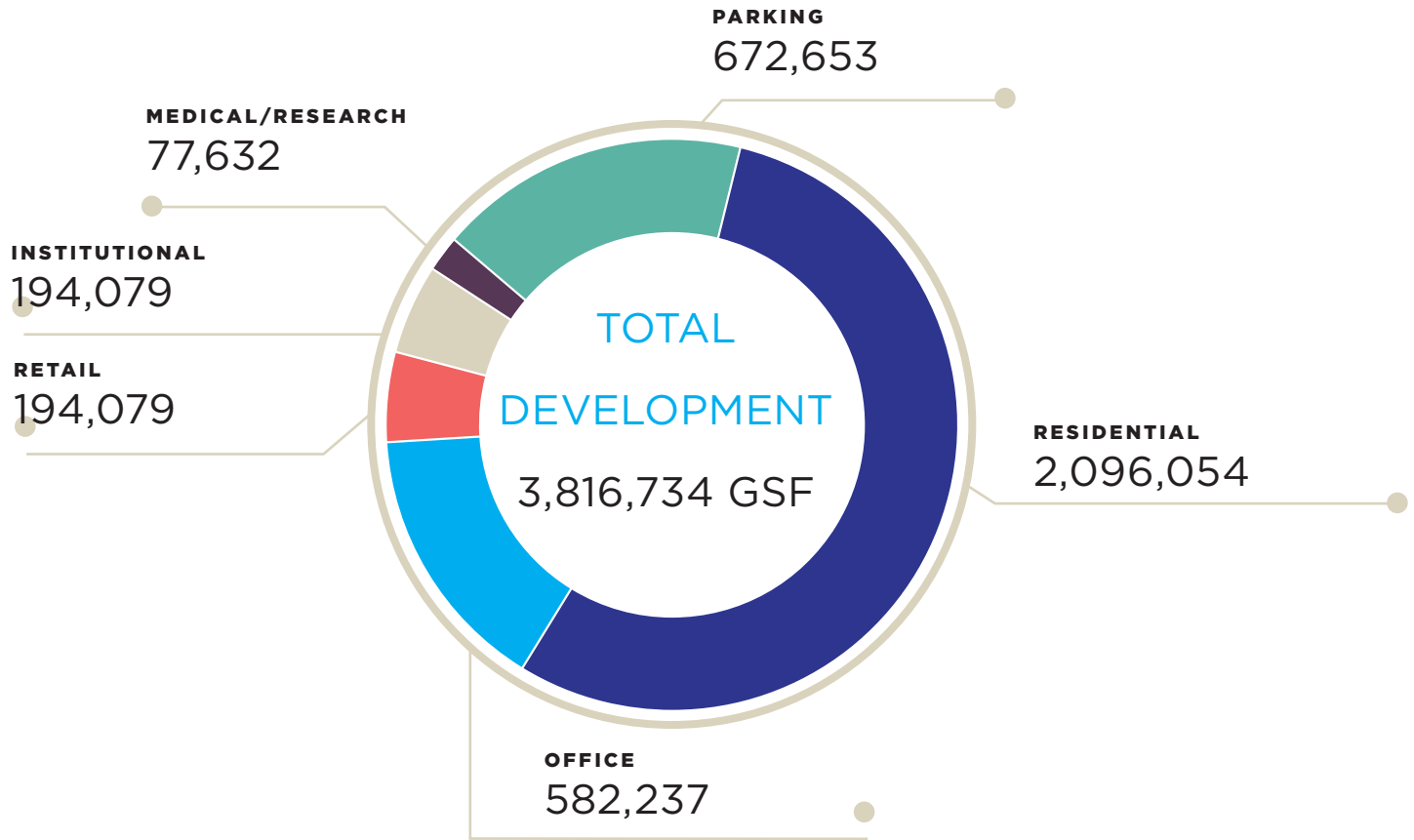
- Sources: \$159 million (\$2015, NPV)
- Uses: \$102 million (\$2015, NPV)
- Net public resources available: \$56 million (\$2015, NPV)
- Land sale proceeds (nominal): \$40 million (FY2022), \$73 million (FY2026)
- Land sale proceeds (\$2015): \$32 million (FY2022), \$51 million (FY2026)
- Estimated years to full build-out: 27 years (FY2048)

The preferred program provides adequate resources for core public infrastructure costs, estimated at \$40 million (Johnson St. and Park Ave. extension, two additional Park Blocks, Green Loop connection) and provides for approximately \$60 million in public resources for other public investments (affordable and mixed-income housing, Union Station restoration, district-wide sustainability infrastructure, additional open space, affordable commercial space, etc.).

The financial analysis yielded four additional recommendations:

- Pursue a mix of employment and residential uses that balances site financial and citywide economic development objectives
- Emphasize residential use in Phase I to maximize resources for public benefits and provide a catalyst for Phase II program
- Coordinate infrastructure and open space investments with private development
- Identify strategies for supporting affordable housing, either by providing additional public resources (e.g. system development charges) or reducing costs (e.g. parking)

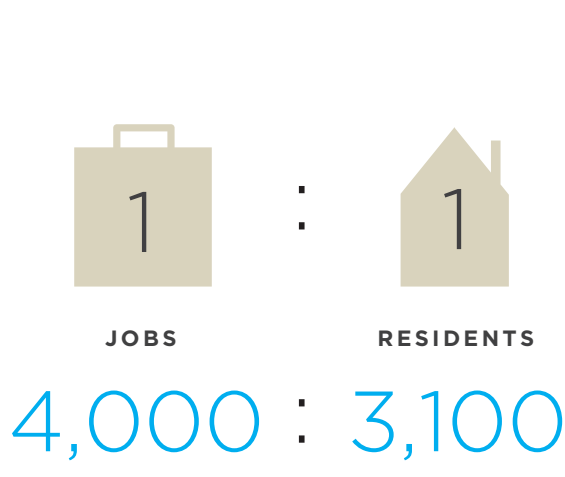
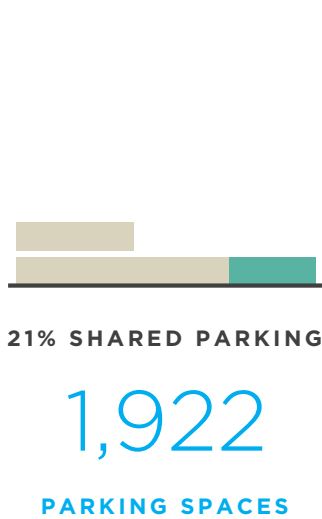
PREFERRED USPS PROGRAM MIX



PHASING ASSUMPTIONS

Financial analysis of the Preferred Concept assumed the following conceptual assumptions for phasing and timing of development:

PROGRAM	GROSS SQ FT	PHASE 1 • FY 21-22	PHASE 2 • FY 25-26
Residential	2,096,054	1,111,759	984,295
Market Rate • 75% (1775 units)	1,572,041	833,819	738,221
Affordable • 25% (600 units)	524,014	277,940	246,074
Office	582,237		582,237
Medical Research	77,632		77,632
Institutional	194,079		194,079
Retail	194,079	100,000	94,079
Subtotal	3,144,081	1,211,759	1,932,322
Parking	672,653	258,106	414,547
Total	3,816,734	1,469,865	2,346,869



MEASURES OF SUCCESS

Measures of Success for the Preferred Concept were established to ensure the future Master Plan, development solicitations, and other decisions regarding the future of the USPS site delivered appropriate public benefits and value on the site relative to the required public investment. These measures include:

PUBLIC REALM & TRANSPORTATION:

- Parks
 - North Park Blocks extension – 2 blocks
 - “Exchange Place” under and adjacent to Broadway ramp near Union Station
 - 20,000 square foot overlook plaza at Broadway Y
 - 20% tree canopy coverage (~ 2.5 acres)
- Pedestrian/Bike/Auto Connections
 - Multimodal streets on Johnson Street and Park Avenue
 - Regional Green Loop pedestrian & bicycle connection
 - Protected bikeways on Broadway & Lovejoy Street
 - Pedestrian/local connections within and through private parcels
- Commute Trip Goals
 - 85% non-single occupant vehicle (SOV) mode split (Auto <15%; Bike 25%; Pedestrian 20%; Transit 40%)
 - Protected Bike Lanes: Along Broadway & Lovejoy;

SUSTAINABILITY:

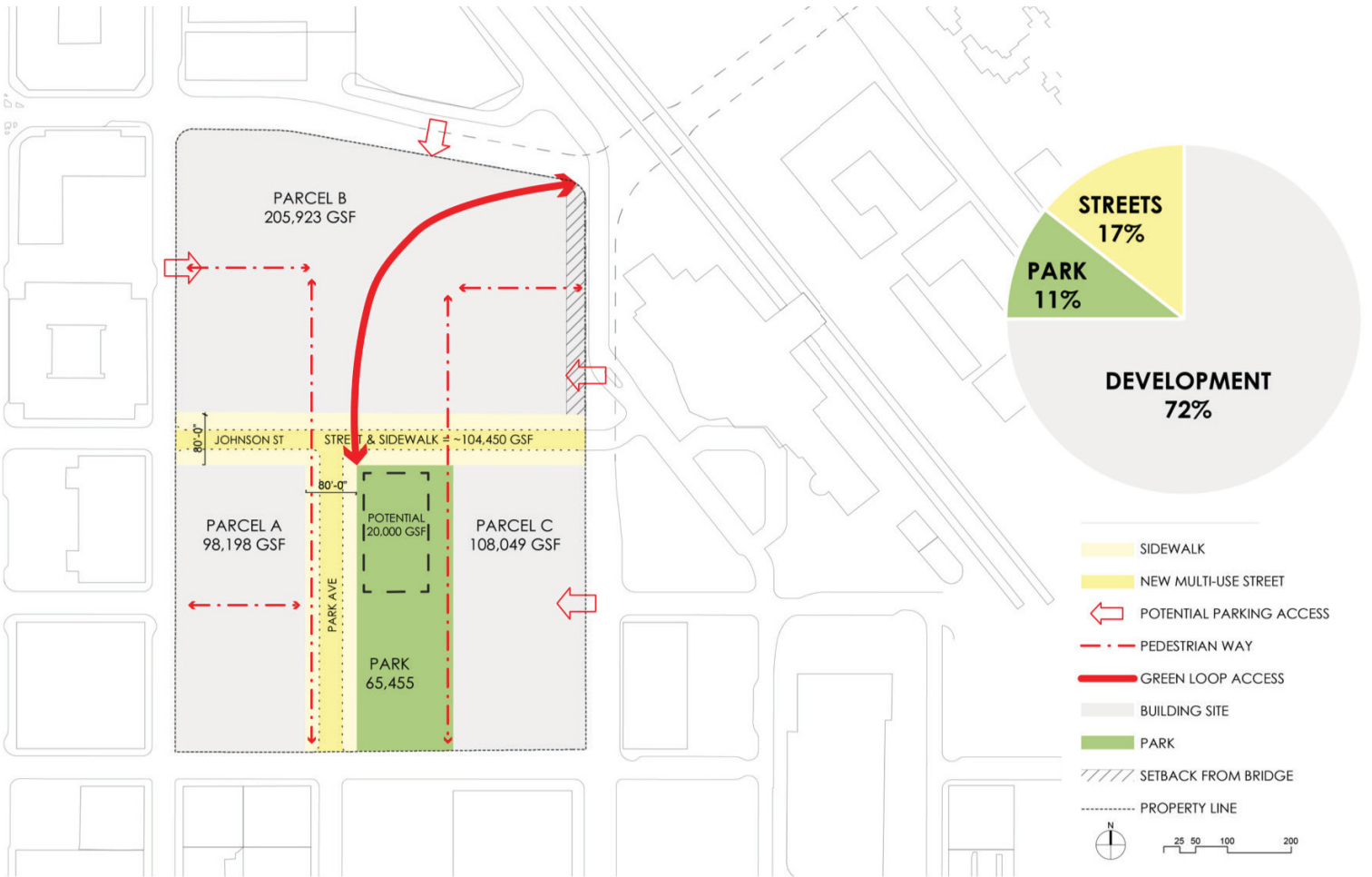
- Water Use: 50%+ reduction in potable water use
- Energy Use: 50%+ reduction below American Society of Heating, Refrigerating, and Air-Conditioning Engineers standards

- Waste: 85% Landfill Diversion
- Transportation: 85% Non-SOV Mode Split
- Carbon Goal: Net Zero by 2030

SHARED PROSPERITY:

- Mixed Income Community
 - One of every four residential units is affordable to low to moderate income households (645 units)
 - Commercial space for firms with a middle income wage or higher (\$42,000+/year)
 - Commercial space for firms owned by underrepresented populations in Portland looking to grow in the Central City
- Contracting:
 - 20+% of construction and professional services costs performed by Minority-Owned, Women-Owned, Disadvantaged and Emerging Small Businesses
- Job Density
 - 300+ jobs per acre, on par or better than the Central Business District
 - 4,000 jobs in final build-out
- Return on Public Investment
 - Private investment leverage
 - Property tax generation

USPS PARCEL USE



RESOLUTION NO. 7147

RESOLUTION TITLE:

ADOPTING THE BROADWAY CORRIDOR FRAMEWORK PLAN AS THE GUIDING DOCUMENT FOR FUTURE DEVELOPMENT OF THE UNITED STATES POSTAL SERVICE SITE AND PROPERTIES LOCATED IN THE STUDY AREA ADJACENT TO THE BROADWAY BRIDGE IN THE RIVER DISTRICT URBAN RENEWAL AREA

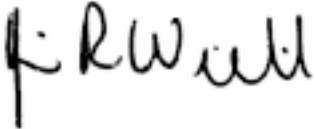
Adopted by the Portland Development Commission on October 14, 2015

PRESENT FOR VOTE	COMMISSIONERS	VOTE		
		Yea	Nay	Abstain
<input checked="" type="checkbox"/>	Chair Tom Kelly	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input checked="" type="checkbox"/>	Commissioner Gustavo Cruz, Jr.	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input checked="" type="checkbox"/>	Commissioner Aneshka Dickson	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	Commissioner Mark Edlen	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input checked="" type="checkbox"/>	Commissioner William Myers	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/> Consent Agenda		<input checked="" type="checkbox"/> Regular Agenda		

CERTIFICATION

The undersigned hereby certifies that:

The attached resolution is a true and correct copy of the resolution as finally adopted at a Board Meeting of the Portland Development Commission and as duly recorded in the official minutes of the meeting.

	Date: December 24, 2015
Gina Wiedrick, Recording Secretary	