



**PDC** | PORTLAND  
DEVELOPMENT  
COMMISSION  
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FINAL REPORT

OCTOBER 5, 2015

# 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.



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LOVEJOY BAKERS

LOVEJOY

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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.



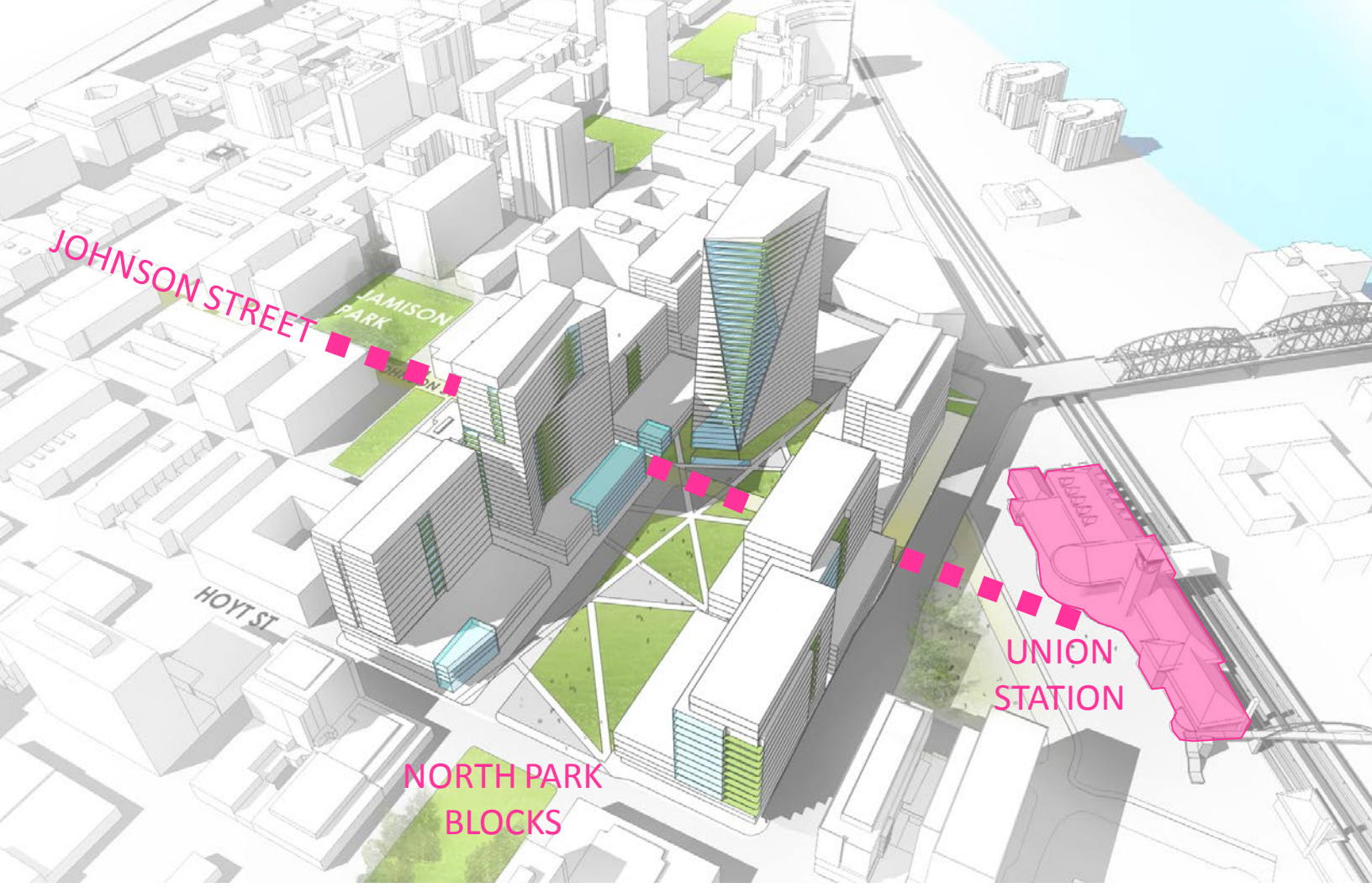


To achieve diversity of experiences and public spaces, the Strategic Vision Framework focuses on establishing and reinforcing connections to the surrounding communities and citywide initiatives such as the Green Loop.

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.

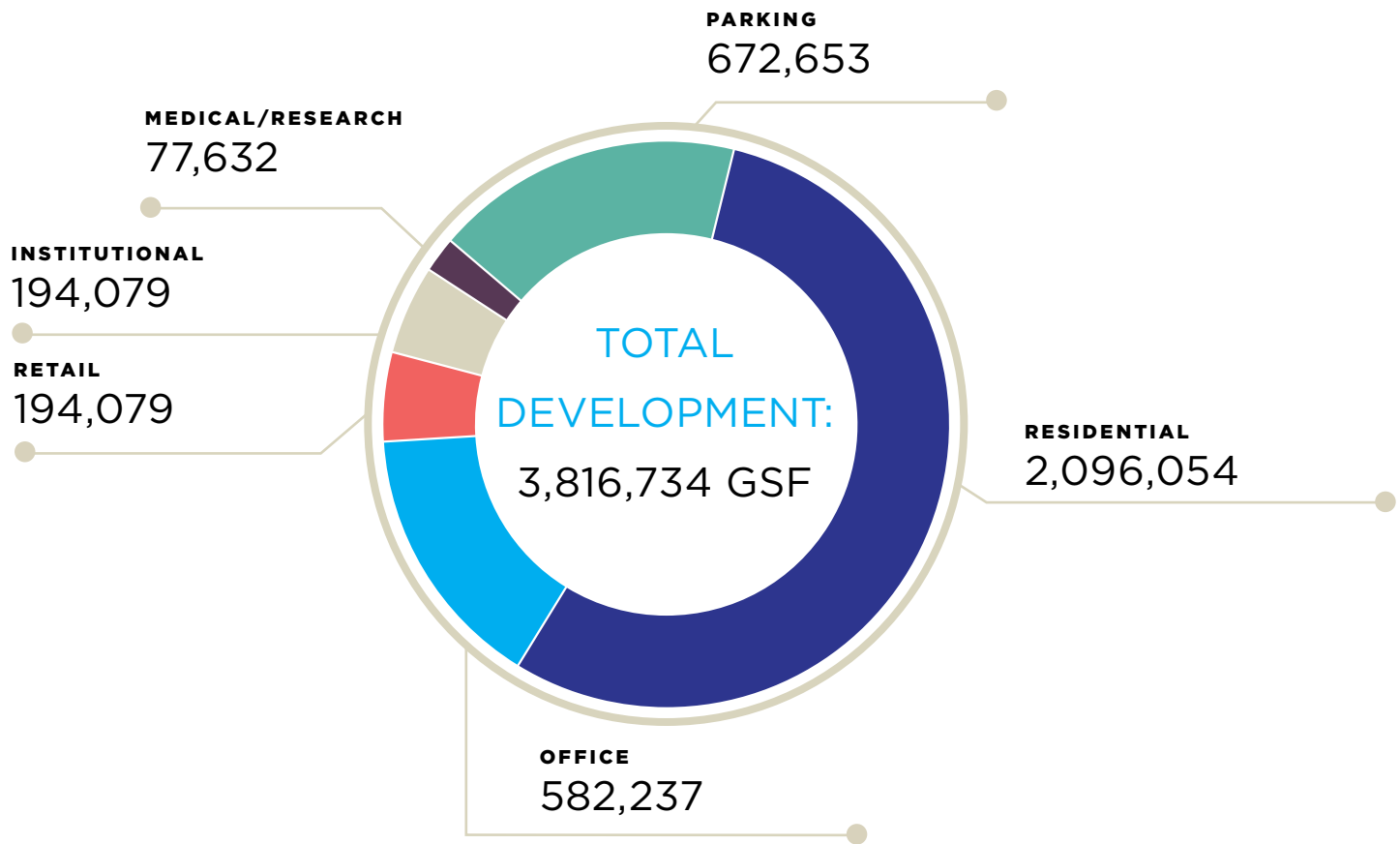
A financial analysis yielded four recommendations:

- 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



21% SHARED PARKING

1,922

PARKING SPACES



JOBS

:



RESIDENTS

4,000 : 3,100



FAR

## 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  
Charles Riley, 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

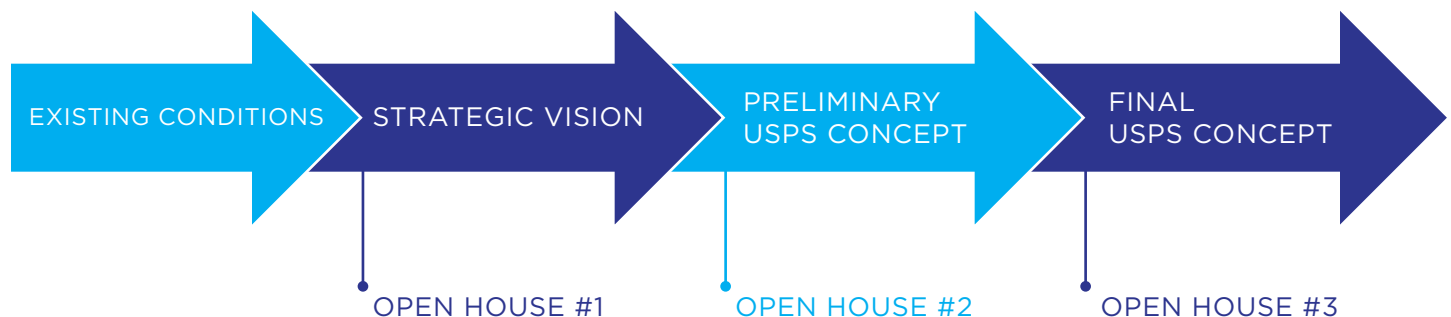
NW Park Avenue and Hoyt Street up to the Broadway Bridge, with the understanding that USPS site development may provide rationale for exactly how that connection is resolved.

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"> <li>• Opportunities and Constraints Analysis</li> </ul>	JUNE 15, 2015
	CHARRETTE #2 - STRATEGIC VISION <ul style="list-style-type: none"> <li>• Development Case Study</li> <li>• Market Analysis</li> </ul> Open House #1	JUNE 30, 2015
USPS DEVELOPMENT CONCEPTS	CHARRETTE #3 - PRELIMINARY USPS CONCEPT PLAN ALTERNATIVES Concept Plan Refinement and Assessment <ul style="list-style-type: none"> <li>• Transportation Analysis</li> <li>• Preliminary Public Cost Estimates</li> <li>• Financial Feasibility Analysis</li> </ul> Open House #2	JULY 20-21, 2015
	CHARRETTE #4 - PRELIMINARY USPS CONCEPT PLAN ALTERNATIVES Preferred USPS Development Concept <ul style="list-style-type: none"> <li>• Measures of Success</li> </ul> Open House #3	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:

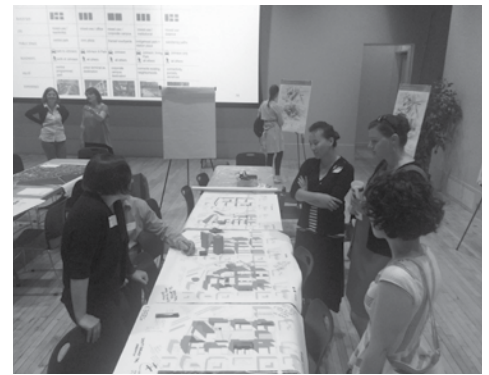
- **Financial analysis.** Residual land value was determined based on developable square footage, land use and projected absorption.
- **Transportation analysis:** Degree of connectivity and performance of the transportation network.
- **Cost Estimate:** A conceptual cost estimate was prepared to determine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



## CHALLENGES

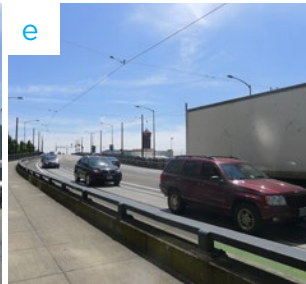
Redevelopment of the Broadway Corridor can begin to improve or eliminate many of the conditions that currently constrain the area's potential.

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







## 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.

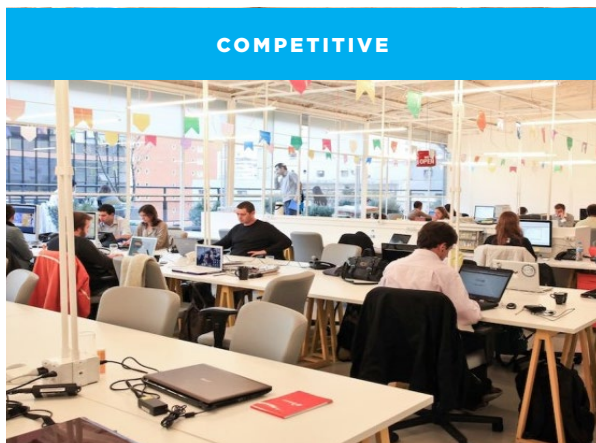
## ASSETS

- 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:

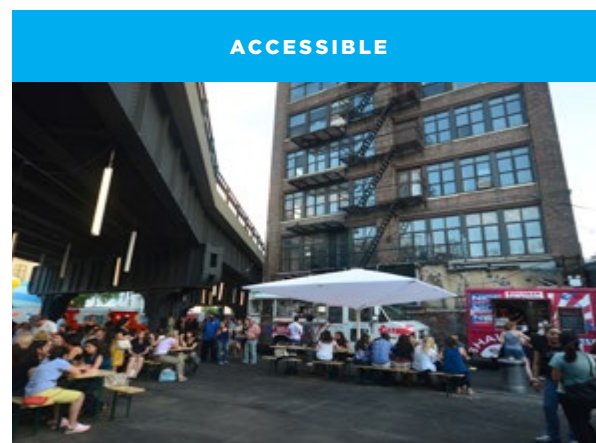
- 1 **COMPETITIVE:** Create opportunities for innovation, education, and economic growth and add a net gain of jobs in the region.
- 2 **ACCESSIBLE:** Enhance the public realm to create vibrant community spaces to enrich the quality of life for all Portlanders.
- 3 **CONNECTED:** Leverage regional assets 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**



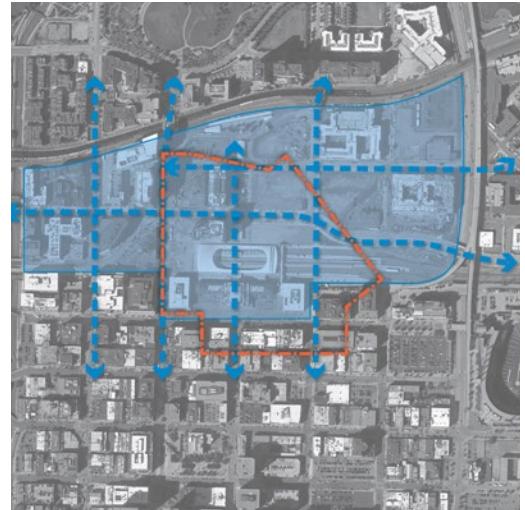


## PRECEDENTS

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.

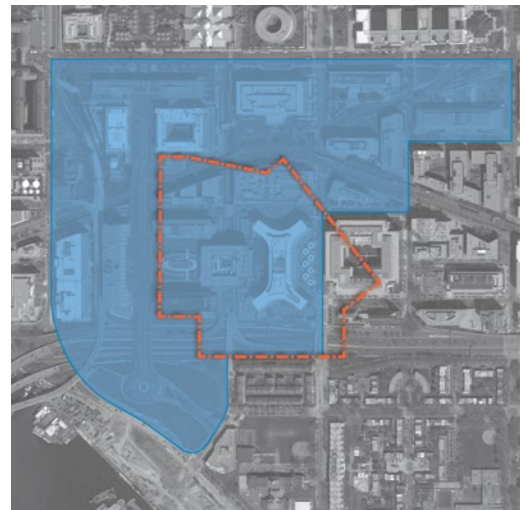
### 1 UNION STATION + COMMONS | DENVER, CO

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.



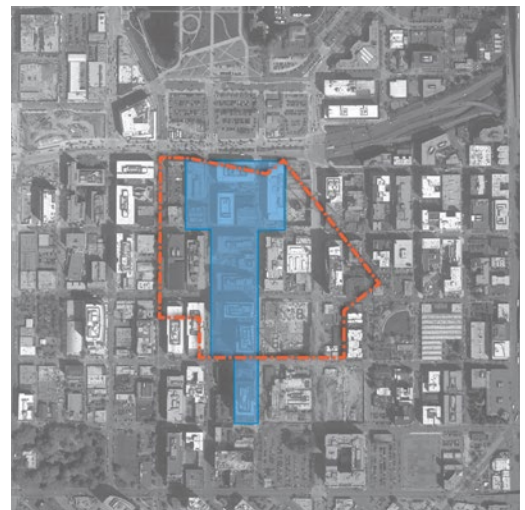
### 2 SW ECODISTRICT | WASHINGTON, DC

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.











## 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.

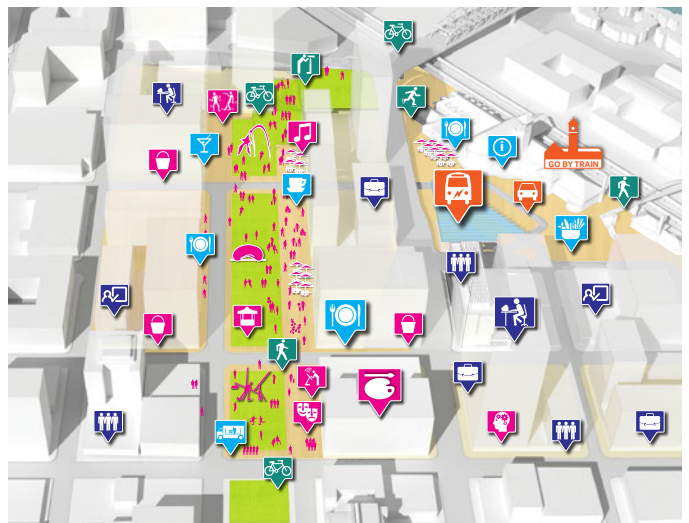
A series of human-scaled connections will create the necessary transition and provide an easy and active way to traverse the 30-foot change in elevation from the Broadway and Lovejoy intersection to Johnson Street.

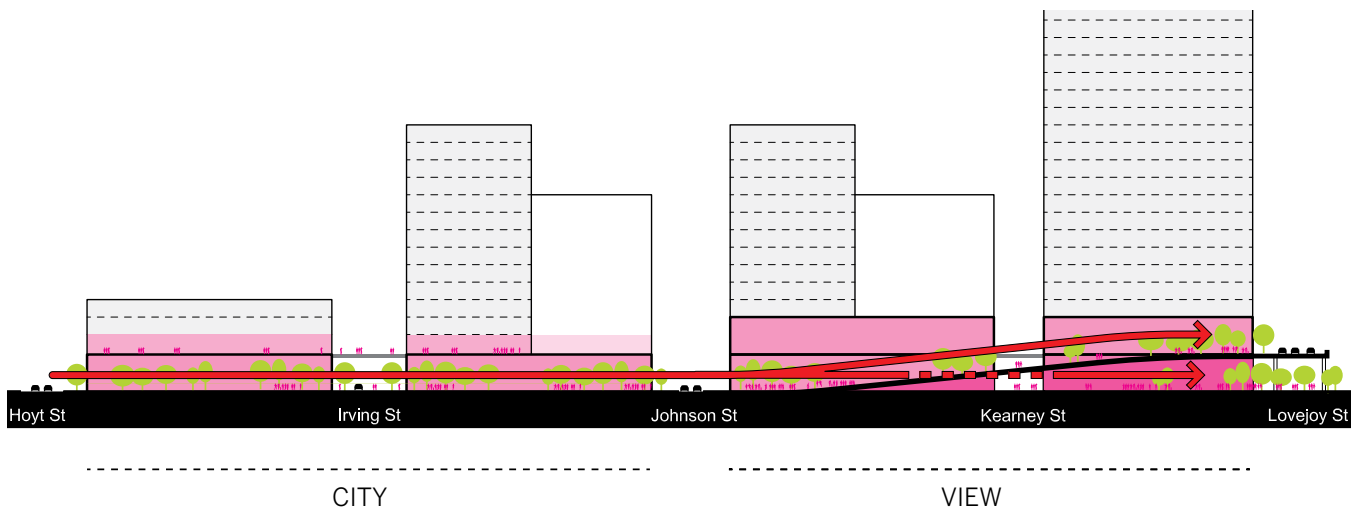
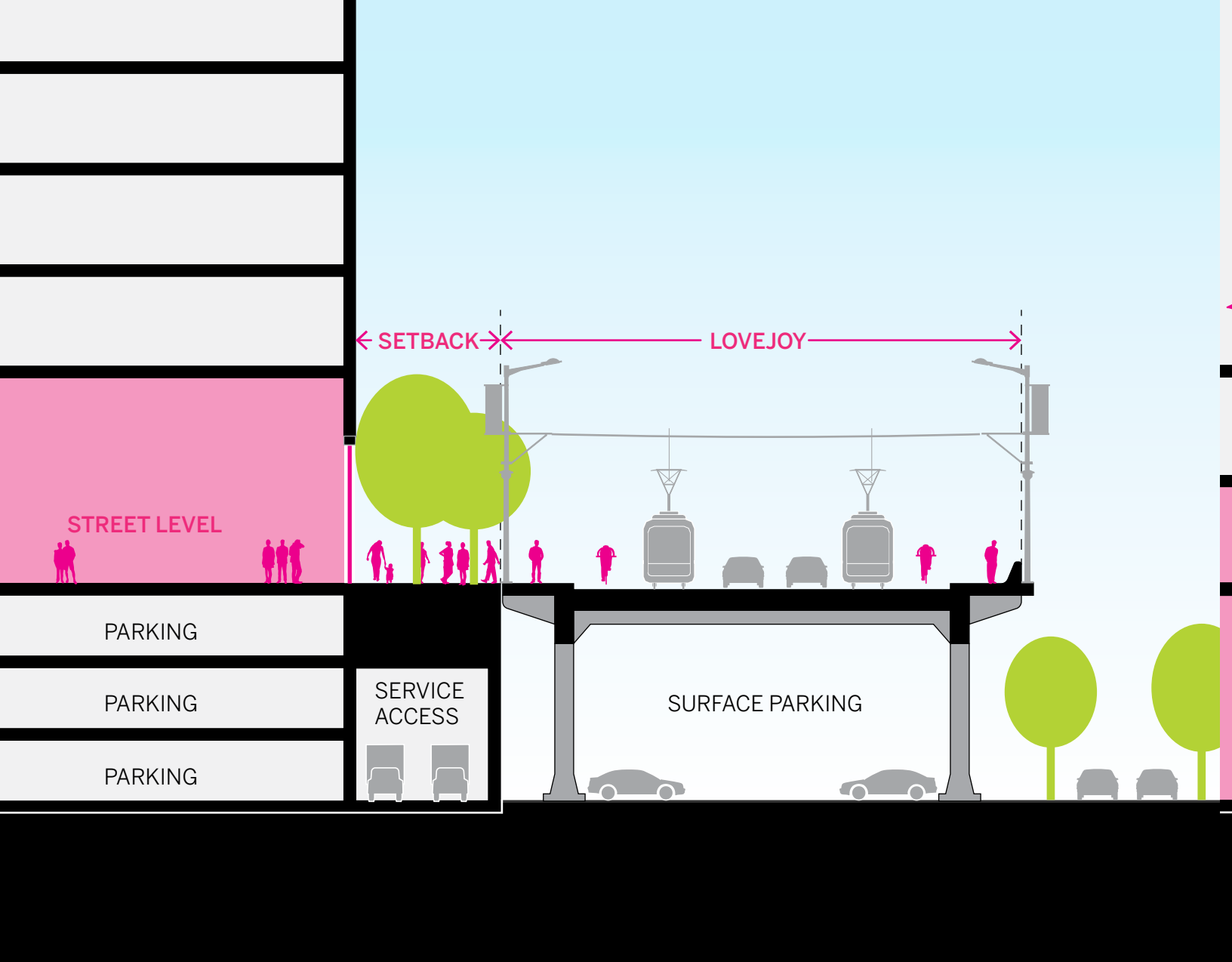


## NORTH LAWN

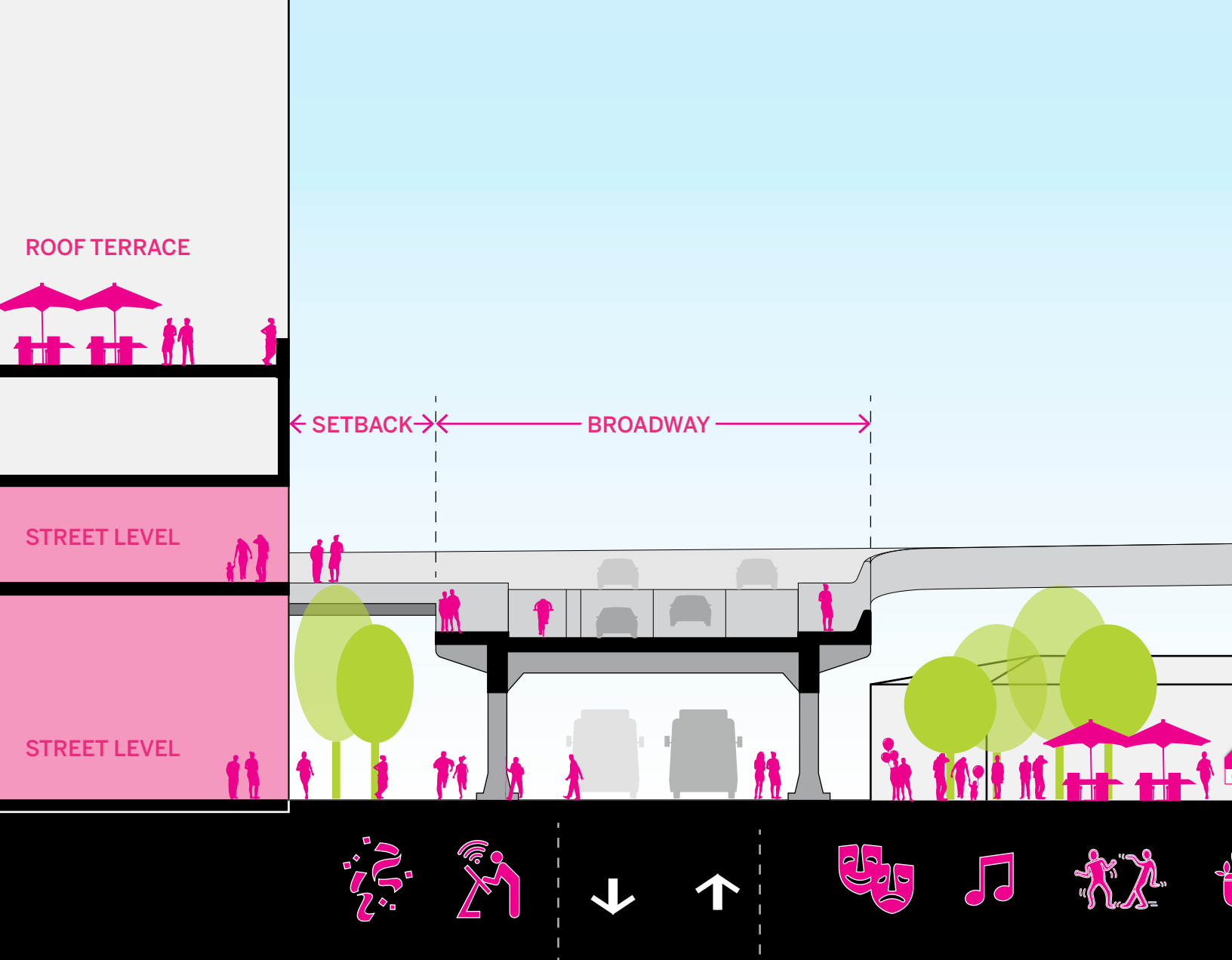
The extension of the North Park Blocks to Johnson Street forms a larger central grouping of open spaces that can extend into each other to form a greater unifying identity for the area. As a result, this overlap and continuity allows the North Lawn to be programmed and scaled for many kinds of activities—from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



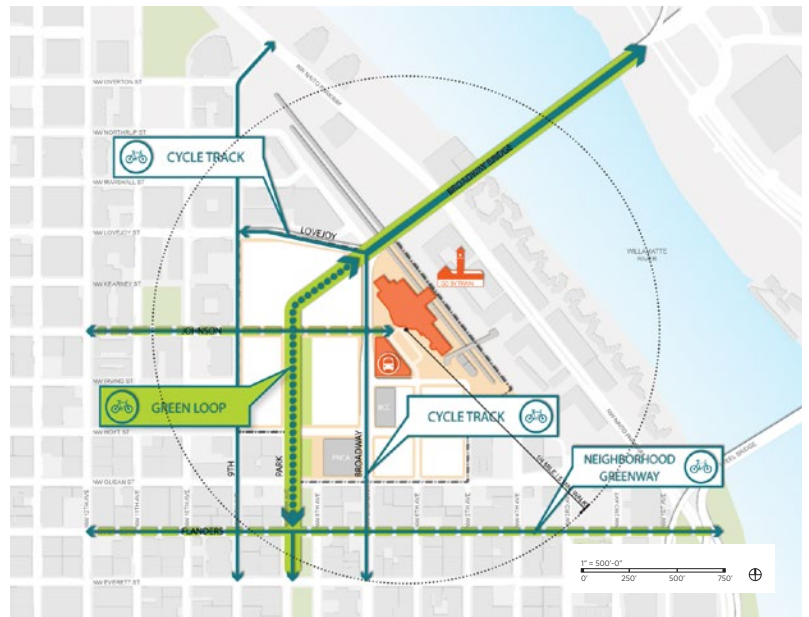
as streets with activities supportive of a diverse and vibrant urban experience at multiple levels.



## 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.

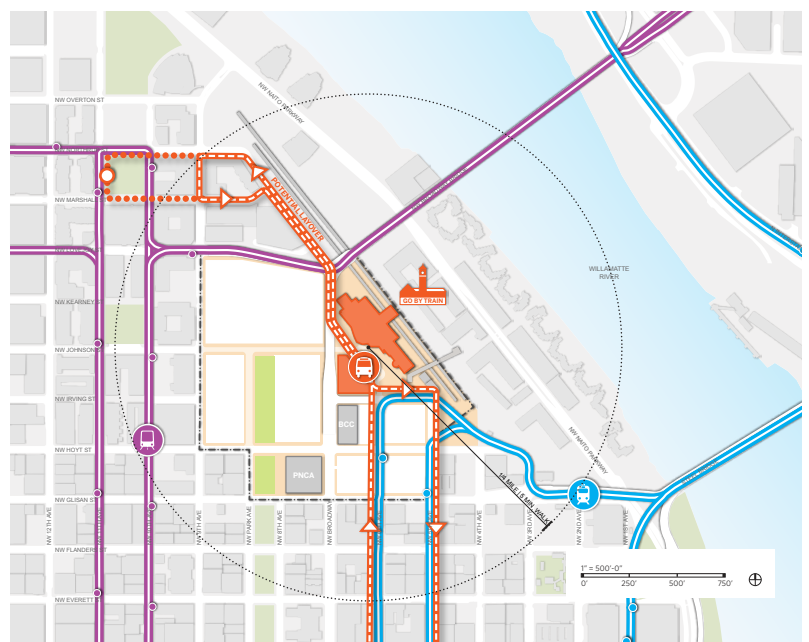


## ENHANCING TRANSIT

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.

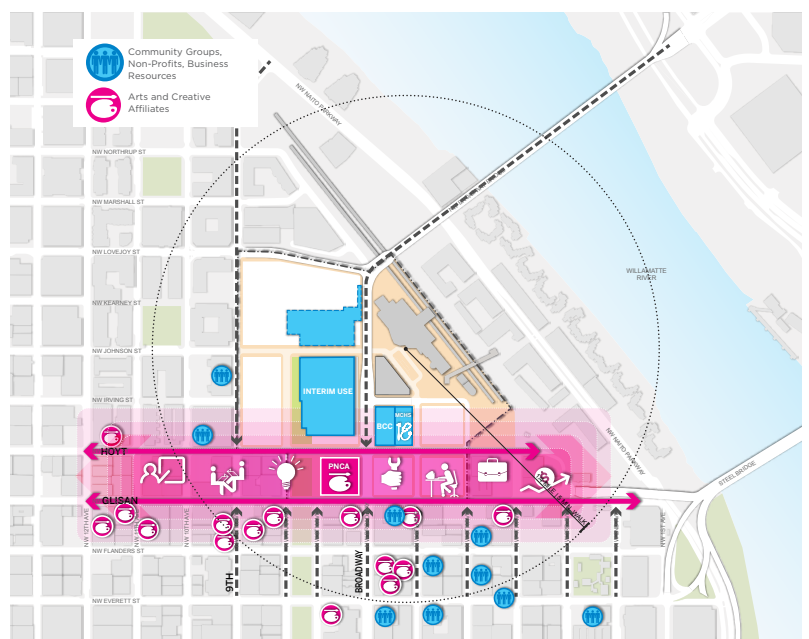
Future renovation and enhancements to Union Station will focus on moving people and making easy connections to accommodate passenger drop-off, taxis, bicycles and future transit initiatives within an orderly and convenient design.



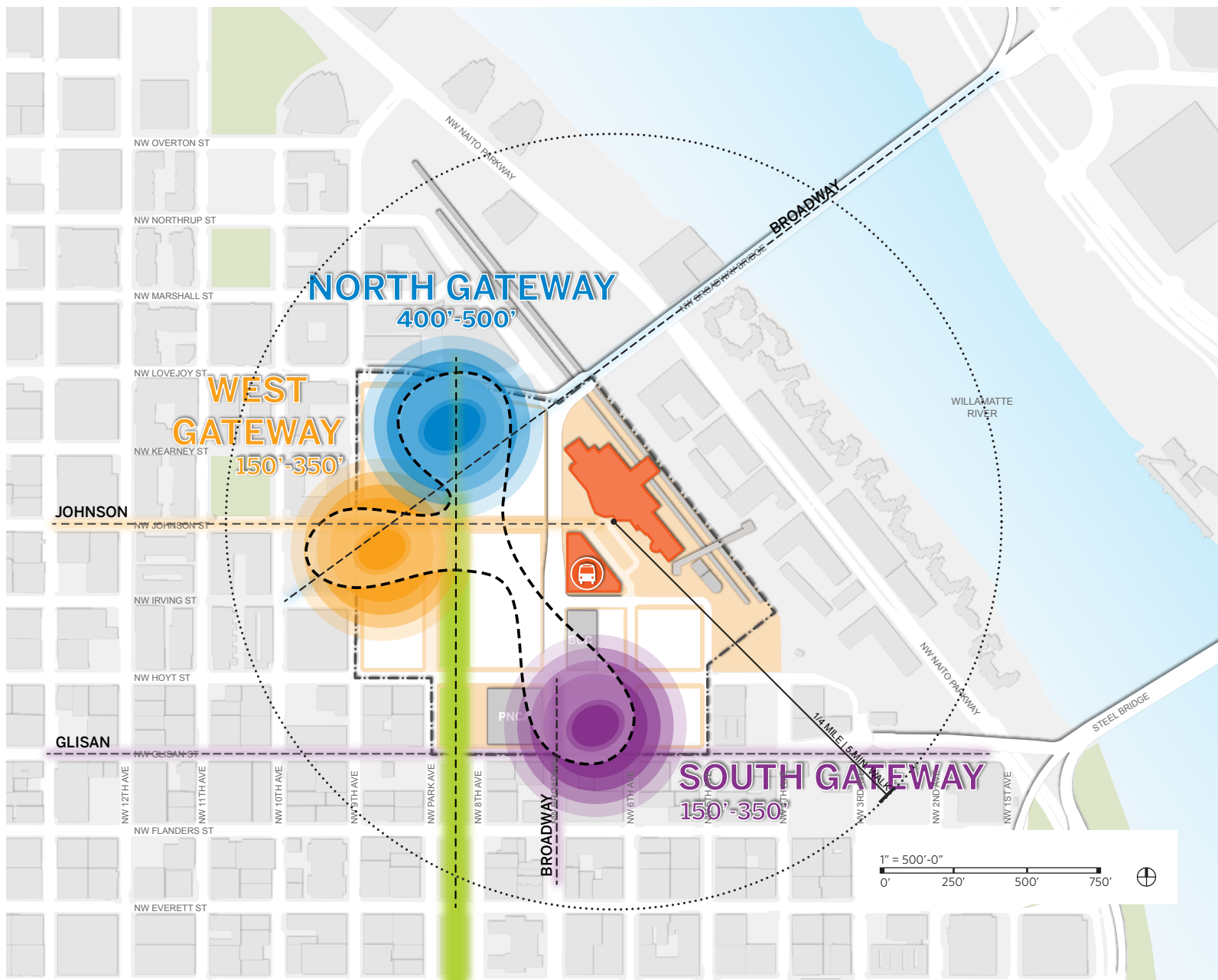
## CULTIVATING URBAN INNOVATION

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.

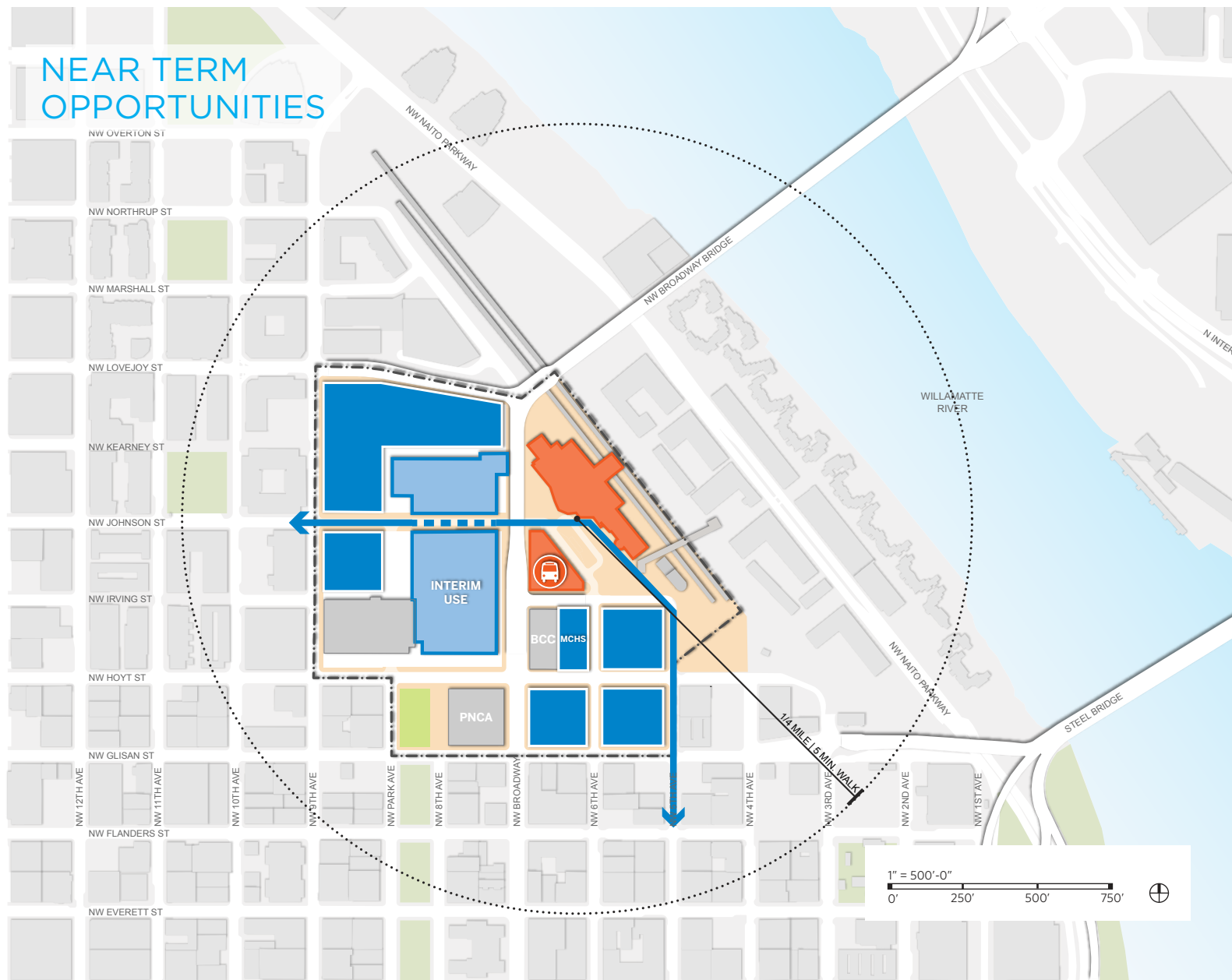
Within this framework, opportunities to create gateway or landmark buildings have been identified to enhance the sense of place and contribute to the character of the city's skyline.



**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**

Map showing the NW Everett area, highlighting potential transit-oriented development (TOD) zones. The map includes a grid of streets, a river (Willamette River), and a bridge (NW Broadway Bridge). A large circular area is defined by a dotted line, indicating the scope of the study. The map shows various colored blocks (blue, purple, orange, green) representing different development potential or land use designations. Key locations labeled include NW Overton St, NW Northrup St, NW Marshall St, NW Lovejoy St, NW Kearney St, NW Johnson St, NW Irving St, NW Hoyt St, NW Glisan St, NW 12th Ave, NW 11th Ave, NW 10th Ave, NW 9th Ave, NW 8th Ave, NW 7th Ave, NW 6th Ave, NW 5th Ave, NW 4th Ave, NW 3rd Ave, NW 2nd Ave, NW 1st Ave, NW Everett St, NW Broadway, NW Naito Parkway, NW Broadway Bridge, Steel Bridge, and Willamette River. A scale bar indicates 1" = 500'-0". A north arrow is also present.

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.

OCTOBER 2015 | BROADWAY CORRIDOR FRAMEWORK PLAN



## 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.

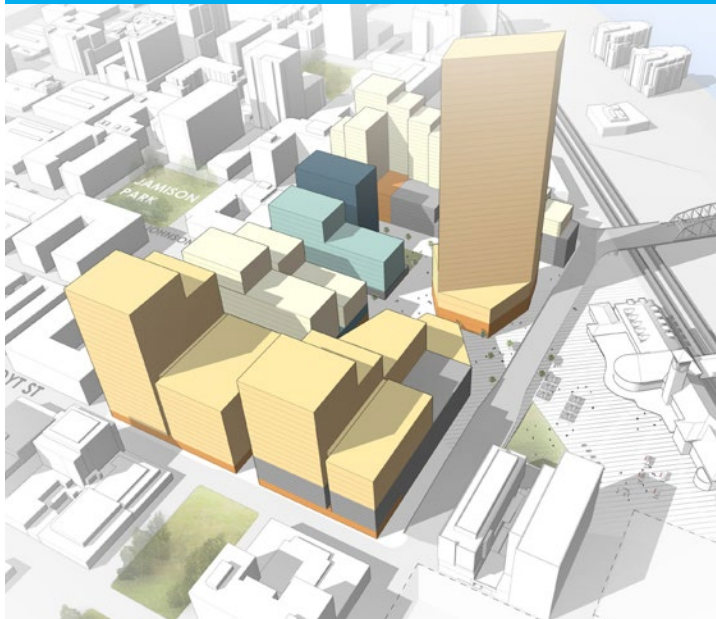
### SUSTAINABILITY

- 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:

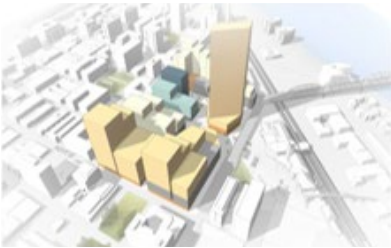
- **STATION CONCEPT:** Focused open space around Union Station, this concept accommodates 7,900 jobs and 3,300 residents with 5.2 million SF total floor space and FAR of 9:1.
- **CASCADE CONCEPT:** Focused on a strong open space connection from the North Park Blocks to the Broadway Bridge, this concept 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

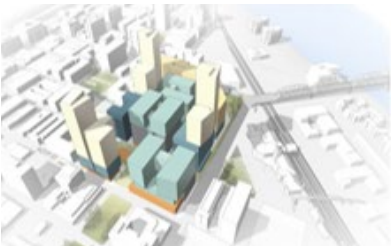
## STATION



## CASCADE



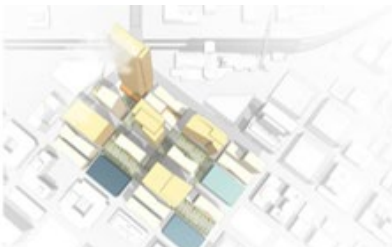
## STITCH



## INNOVATION



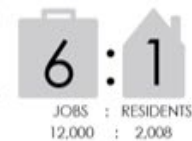
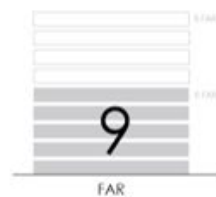
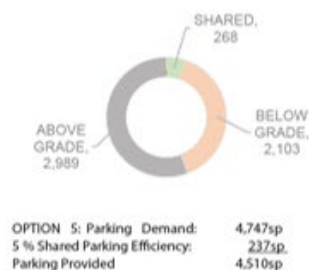
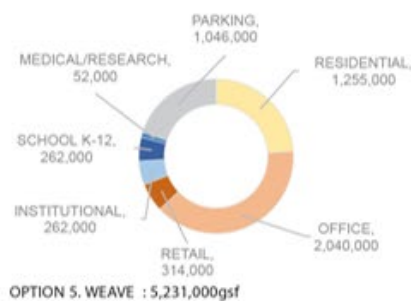
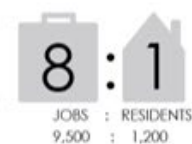
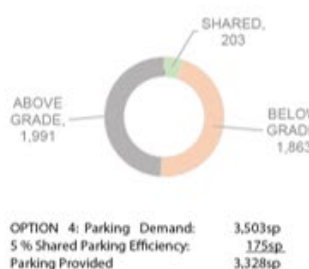
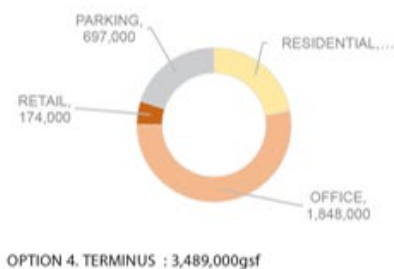
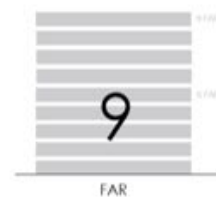
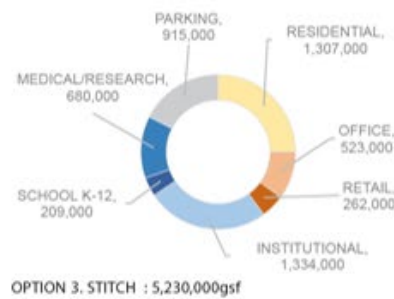
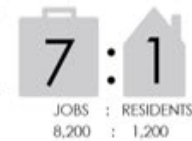
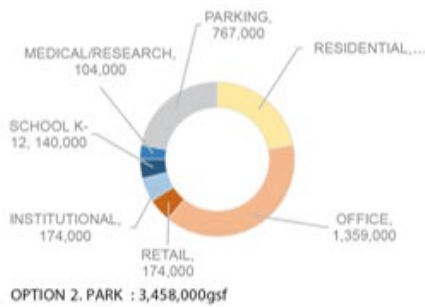
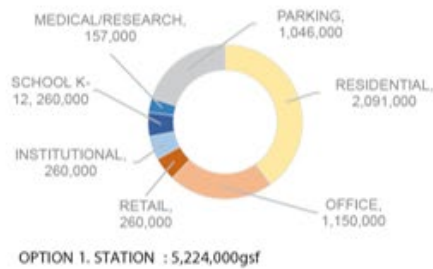
## WEAVE





## 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

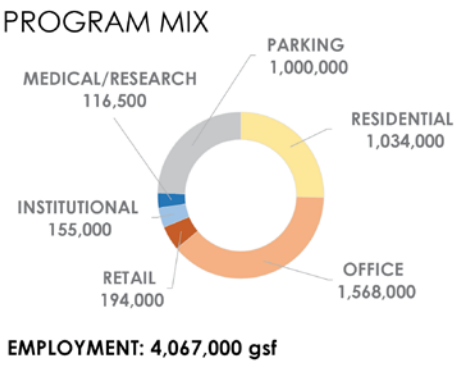
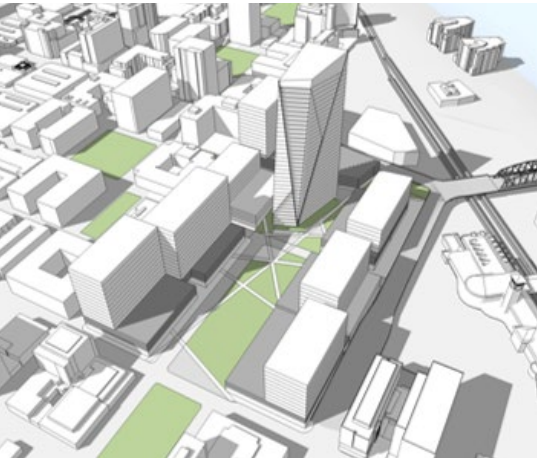
contribute to wider and lower buildings on the site. The more residential uses, the narrower and taller the buildings would be.

### 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:

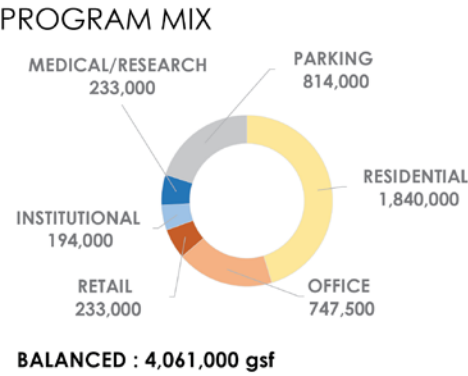
- NW Johnson's potential to connect Old Town Chinatown with the North Pearl District via Union Station.
- Reimagining Union Station and its environs as a transportation facility with the potential to be a destination in the city for programmed civic events, community exchange, and a portal to other cities.
- 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



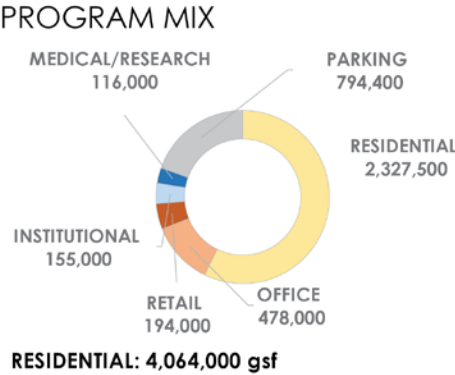
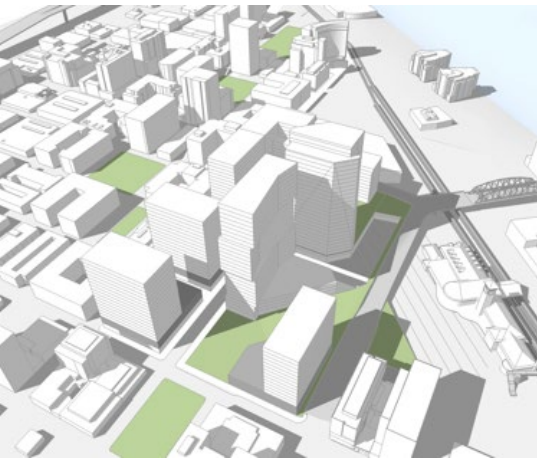
EMPLOYMENT EMPHASIS CELEBRATES THE EXTENSION OF THE NORTH PARK BLOCKS TO NW JOHNSON STREET.

# BALANCED EMPHASIS



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

# RESIDENTIAL EMPHASIS



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						





- ✗ **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.

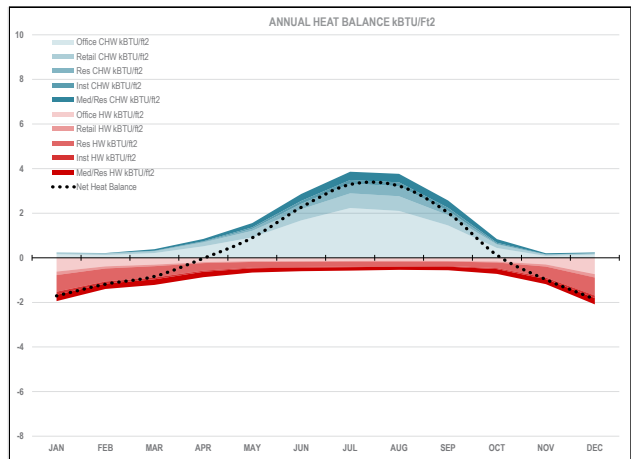
### Alignment with Future Transit Investments

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.

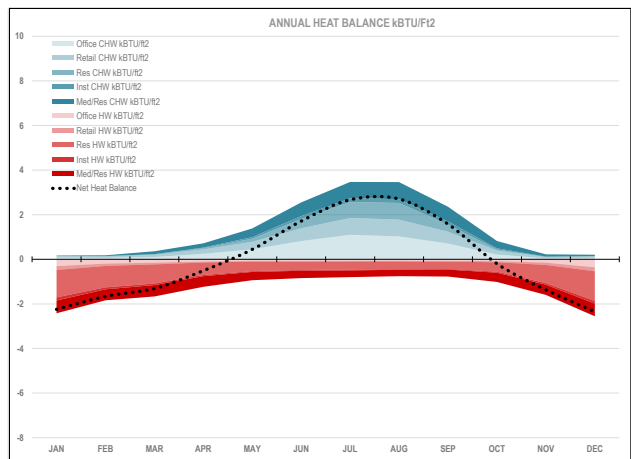
# SUSTAINABILITY ANALYSIS

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.

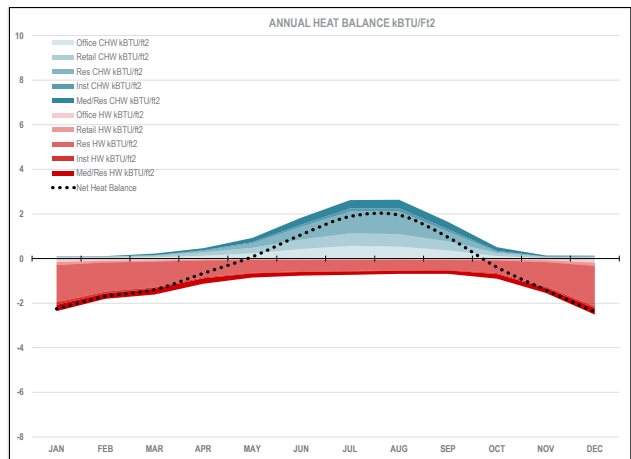
For any of the concepts to achieve the highest potential efficiency, the individual building mechanical, electrical, and plumbing systems must be interconnected as a district. Assuming that the buildings would be LEED Gold Certified, connecting the buildings to share byproducts of heating and cooling 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

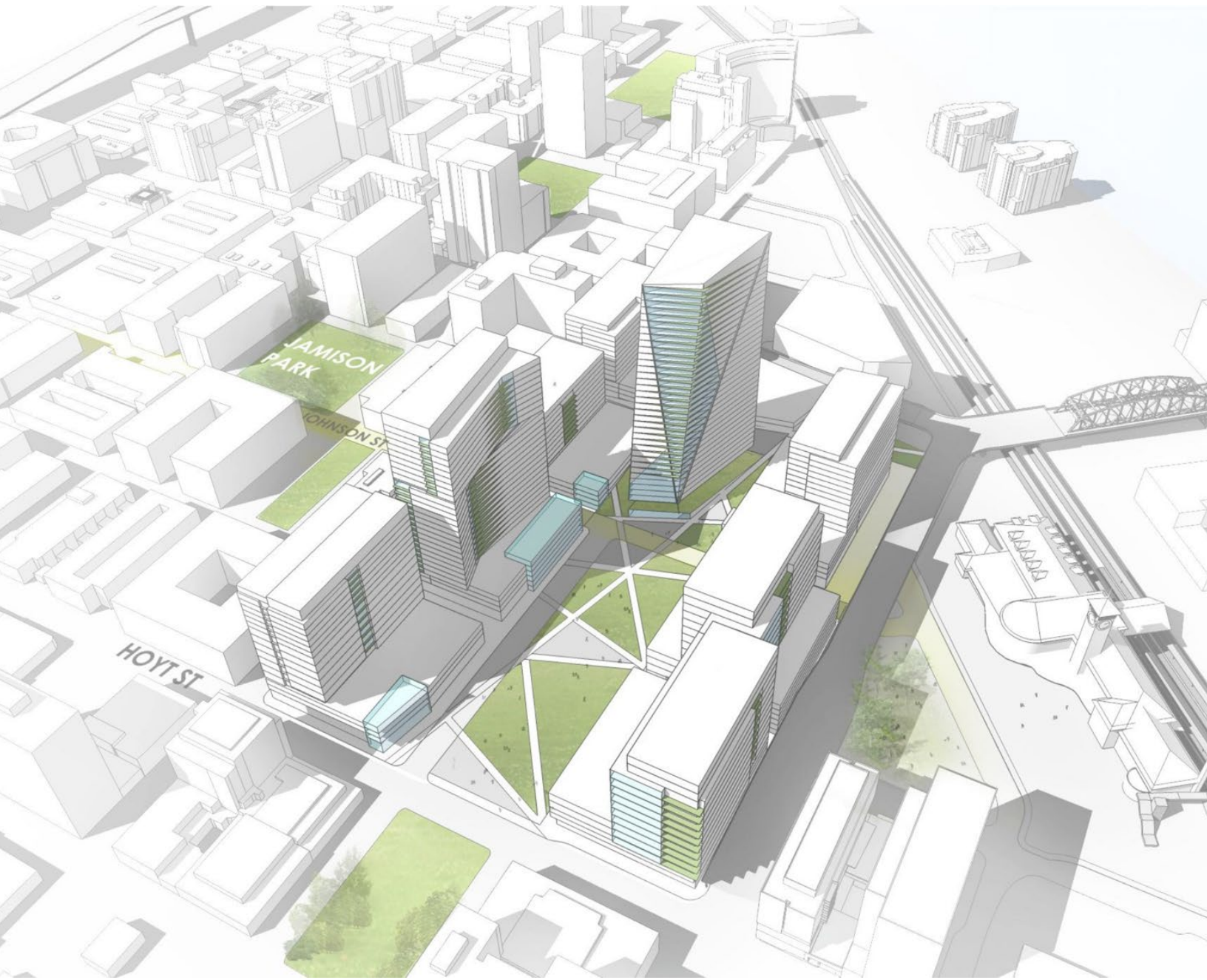
- Sources: \$143 million (\$2015, NPV)
- Uses: \$103 million (\$2015, NPV)
- Net public resources available: \$40 million (\$2015, NPV)
- Land sale proceeds (nominal): \$40 million (FY2022), \$57 million (FY2026)
- Land sale proceeds (\$2015): \$32 million (FY2022), \$41 million (FY2026)
- Estimated 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:**

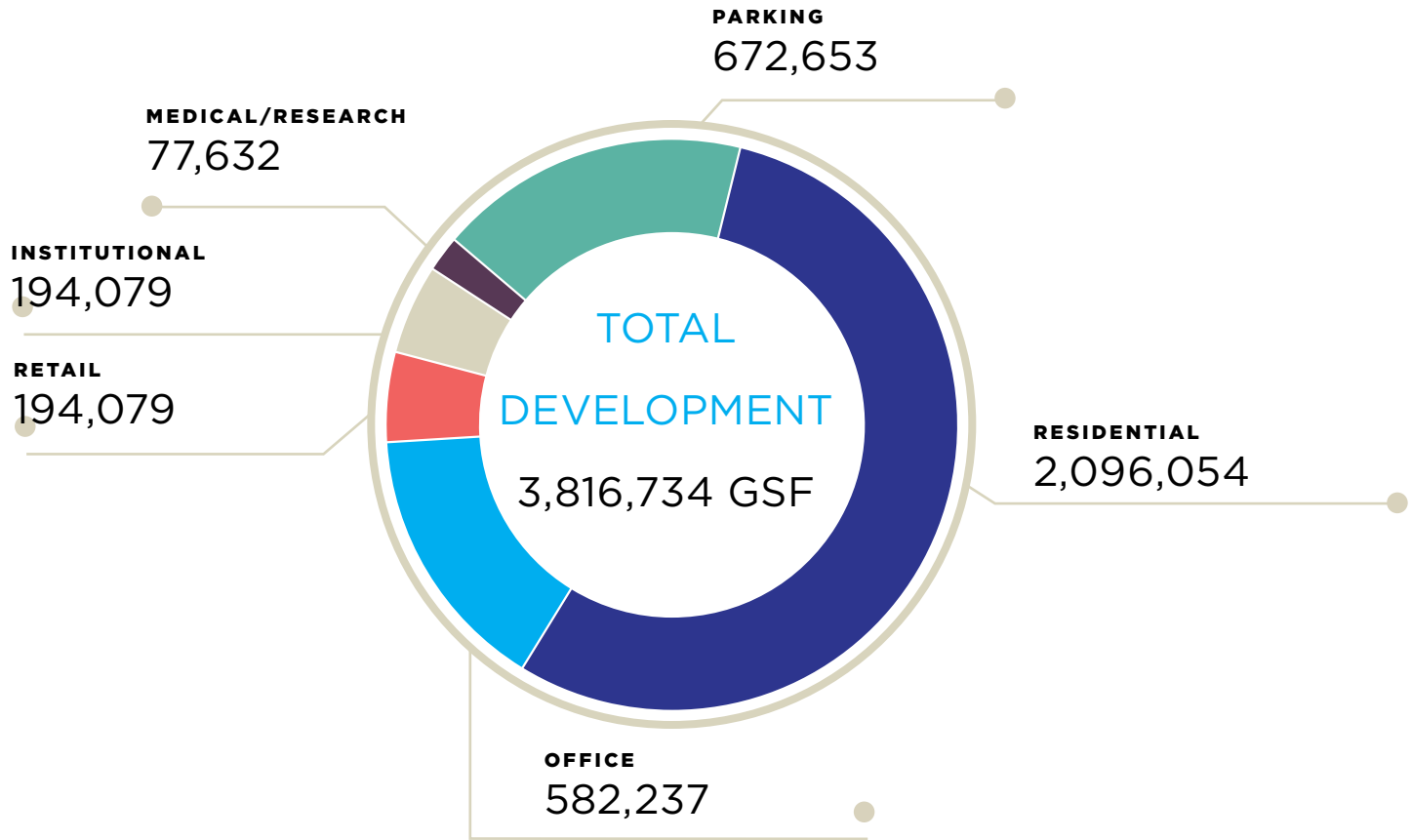
- Sources: \$159 million (\$2015, NPV)
- Uses: \$102 million (\$2015, NPV)
- Net public resources available: \$56 million (\$2015, NPV)
- Land sale proceeds (nominal): \$40 million (FY2022), \$73 million (FY2026)
- Land sale proceeds (\$2015): \$32 million (FY2022), \$51 million (FY2026)
- Estimated 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
<b>Subtotal</b>	<b>3,144,081</b>	<b>1,211,759</b>	<b>1,932,322</b>
Parking	672,653	258,106	414,547
<b>Total</b>	<b>3,816,734</b>	<b>1,469,865</b>	<b>2,346,869</b>





21% SHARED PARKING

1,922

PARKING SPACES



JOBS

4,000

:



RESIDENTS

3,100



FAR

## 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:

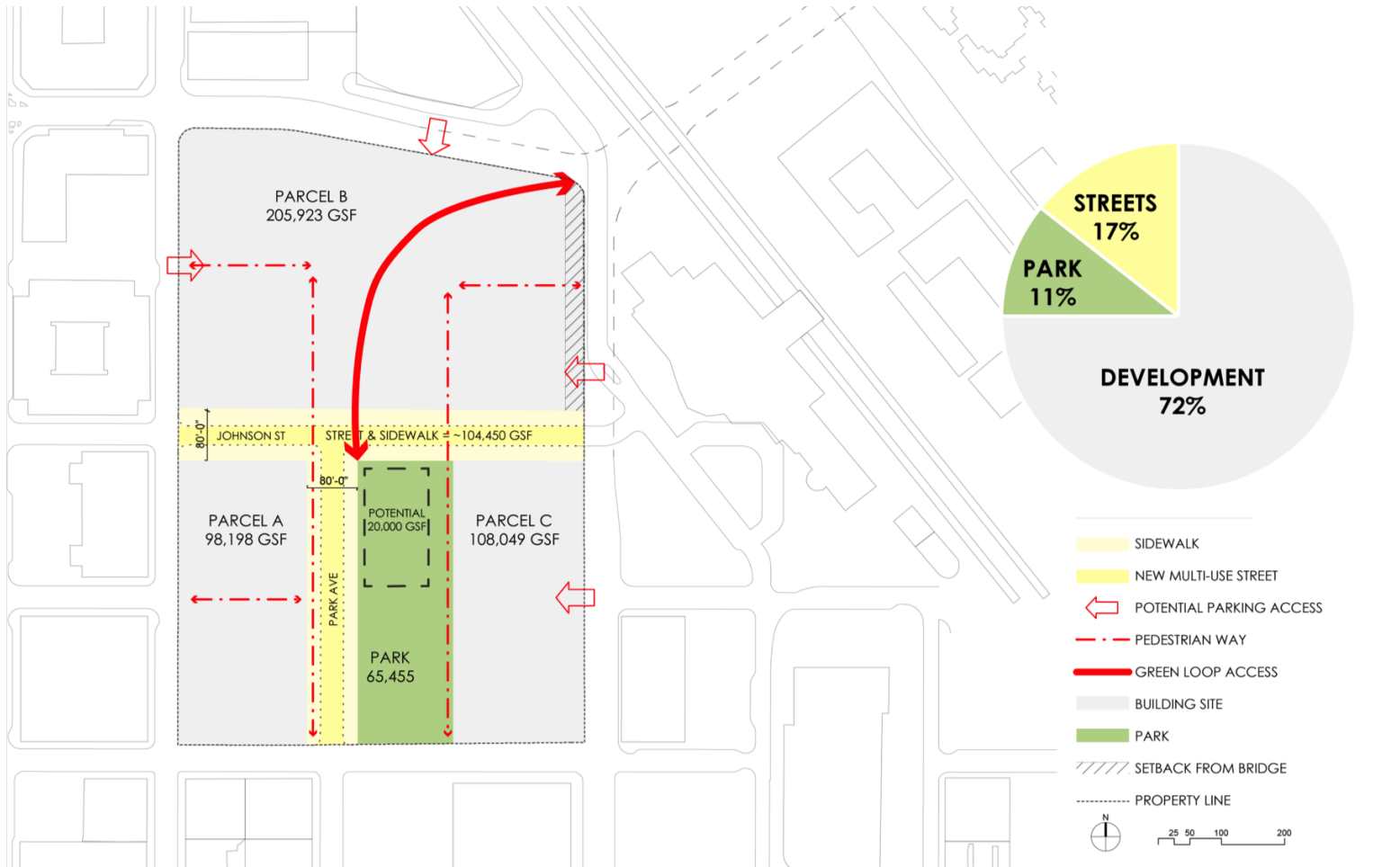
- Water Use: 50%+ reduction in potable water use
- Energy Use: 50%+ reduction below American Society of Heating, Refrigerating, and Air-Conditioning Engineers standards

- 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









# BROADWAY CORRIDOR

FRAMEWORK PLAN

## APPENDICES

**Appendix 1:**  
Community  
Engagement



# What Does Your Ideal Urban Neighborhood (of your design/imagination) Look Like & Include?

Neighborhood  
- good jobs  
- neighborhood store

Y love the sun and when  
it's hot

Water, a place to rest, nice houses  
like, like, like

"Come up and see a spot" Frank gardens!!!  
"Here, here! Good ideas, when making changes,  
attracting tenants, family on, like  
places for kids to play and grow  
- only all communities"

Diversity

More  
Communities  
Affordable  
Diversity

Adults  
and  
kids  
to play

Victorian  
pretty city.

No cops.

Safe, where  
your kids can  
run around.

Sleeping  
Bag  
Hammock

free  
Chinese  
food

After your show  
after making the best of  
the night

Friendly  
Neighbors

Everyone  
to  
something  
affordable.

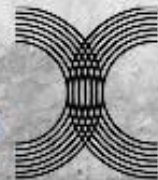
Knee high  
green grass

Running  
Blue Sky  
Calm Breeze

Cold beer & hot women.

## Broadway Corridor Framework Plan | Public Realm Community Engagement Report

SEPTEMBER 2015



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## Introduction

The strategic vision and development framework for the Broadway Corridor Framework Plan study area includes an emphasis on a high quality public realm and an equitable distribution of public benefits, among other attributes.

As such, ZGF Architects LLP and the Portland Development Commission partnered with Design + Culture Lab to administer community engagement focused on the public realm, with the goal of capturing community generated ideas about what elements make for inclusive spaces. 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. Additionally, the goal was to learn more about the inhabitants' neighborhood and public space preferences and vision for the future of Portland.

By considering these issues throughout the planning process, we can mitigate some if not all of the potential conflicts related to the project site.

## Public Engagement Strategies and Methods

Design + Culture Lab conducted two engagement activities, which are intercept surveys and public engagement boards. The intercept surveys were conducted at three separate locations. The first location was around the proposed project site on August 24, 2015. The second location was along the Blue, Green and Red MAX lines on August 28, 2015. The third location was at the Broadway Corridor Framework Plan Open House at University of Oregon - Portland Campus on September 8, 2015. The public engagement boards were placed in public parks on August 24 and August 28, 2015.

Design + Culture Lab interpreted responses from a total of 169 participants. The response rate for the surveys was 131 participants and the response rate for the boards was 38. The intercept survey had a total of twenty-two questions, which consisted of four yes or no, five demographic, six one word answers, and seven qualitative subtypes. The surveys at the first two locations were conducted on mobile devices utilizing the QuickTapSurvey application. The survey at the third location was paper based.

The respondents were diverse in income, culture and racial/ethnic background. The intercept survey was available in English, Spanish, Russian, Somali, Vietnamese and simplified Chinese. Respondents of opinion based surveys are volunteers rather than a random sample. The results of this opinion survey cannot be generalized or scientifically assembled, but are only used to provide insights of the respondents and can only be representative of the participants of the poll. Design + Culture Lab interpreted the qualitative data by coding based on themes and using a defined taxonomy to categorize responses.

## Intercept Survey

### Demographic Breakdown

Out of 131 total intercept survey respondents:



17.56% between the ages of 18-24 years old, 22.9% between the ages of 25-34, 21.37% between the ages of 35-44, 14.5% between the ages of 45-54, 10.69% between the ages of 55-64, 6.87% between the ages of 65-74, 3.82% ages 75 years or older and 2.29% omitted the question.<sup>1</sup>

57.25% of self-identify as White, 3.05% self-identify as American Indian or Alaska Native, 8.4% self-identify as Asian, 3.82% self-identify as Hispanic, 2.29% self-identify as Latino, 12.21% self-identify as African American/Black (US Born), 3.05% self-identify as African American/Black (Born outside of the US), 0.76% self-identify as Biracial/Mixed, 1.53% self-identify as Other and 6.11% omitted the question.<sup>2</sup>

51.15% self-identify as male, 45.8% self-identify as female and 2.05% omitted the question.<sup>3</sup>

13.74 percent of the survey respondents self-identify as LGBTQA, 80.15 percent self-identify as heterosexual and 6.11 percent have omitted the question.<sup>4</sup>

14.5% have a household income of less than \$25,000, 15.27% \$25,000-\$50,000, 12.98% \$50,000-\$75,000, 3.82 percent \$75,000-\$100,000, 12.21% \$100,000-\$150,000, 3.82% more than \$150,000 and 35.11% omitted the question.<sup>5</sup>

## Results Summary

### Comfortability

We asked five questions relating to one's ease and comfort in public spaces and Portland neighborhoods. The aim was to find out what type of circumstances make people feel comfortable and uncomfortable in an urban environment. Moreover, we sought to uncover the reasons behind why participants felt uncomfortable in certain places.

When asked “*Do you feel comfortable in all neighborhoods in Portland?*” 67% (88 participants) said yes, 16% (21) said sometimes, 15% (19) said no and 2% (3) declined to answer the question.

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<sup>1</sup> Refer to table 1 in the Appendix for the list of codes.

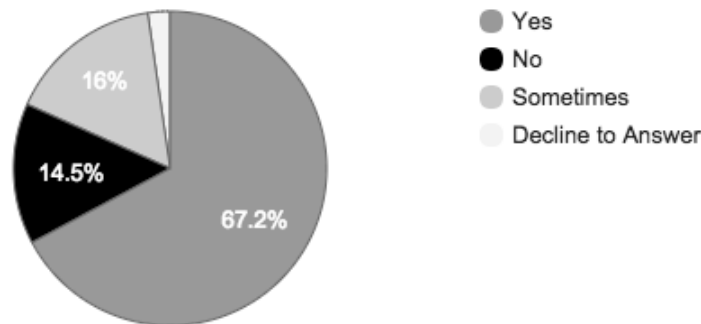
<sup>2</sup> Refer to table 2 in the Appendix for the list of codes.

<sup>3</sup> Refer to table 3 in the Appendix for the list of codes.

<sup>4</sup> Refer to table 4 in the Appendix for the list of codes.

<sup>5</sup> Refer to table 5 in the Appendix for the list of codes.

**Do you feel comfortable in all neighborhoods in Portland?**



Although a majority of the participants felt comfortable in all neighborhoods in Portland, when asked *“when do you feel uncomfortable?”* eighty-four respondents described a situation when they felt uncomfortable<sup>6</sup>. The categories with more than ten responses were:

- At night and/or in not well lit areas - 26 counts
- Around homeless, transient, mentally ill and "other" people - 20 counts
- High crime and/or unsafe areas (e.g. guns, gangs, drugs) - 17 counts
- Areas with bad infrastructure/dirty/unkept - 11 counts

Interestingly, when broken down by demographic data and normalized<sup>7</sup>, the above categories show that:

- More people of color (POC), people with household incomes more than \$75,000 and more females are uncomfortable in dark areas;
- More POC, males, people with household incomes more than \$75,000 are uncomfortable around homeless, transient, mentally ill and "other" people;
- More POC, males, LGBTQA and people with household incomes more than \$75,000 are uncomfortable in high crime and/or unsafe areas (e.g. guns, gangs, drugs); and
- More POC, females, LGBTQA and people in the \$25,000 - \$50,000 household income spectrum are uncomfortable in areas with bad infrastructure/dirty/unkept.

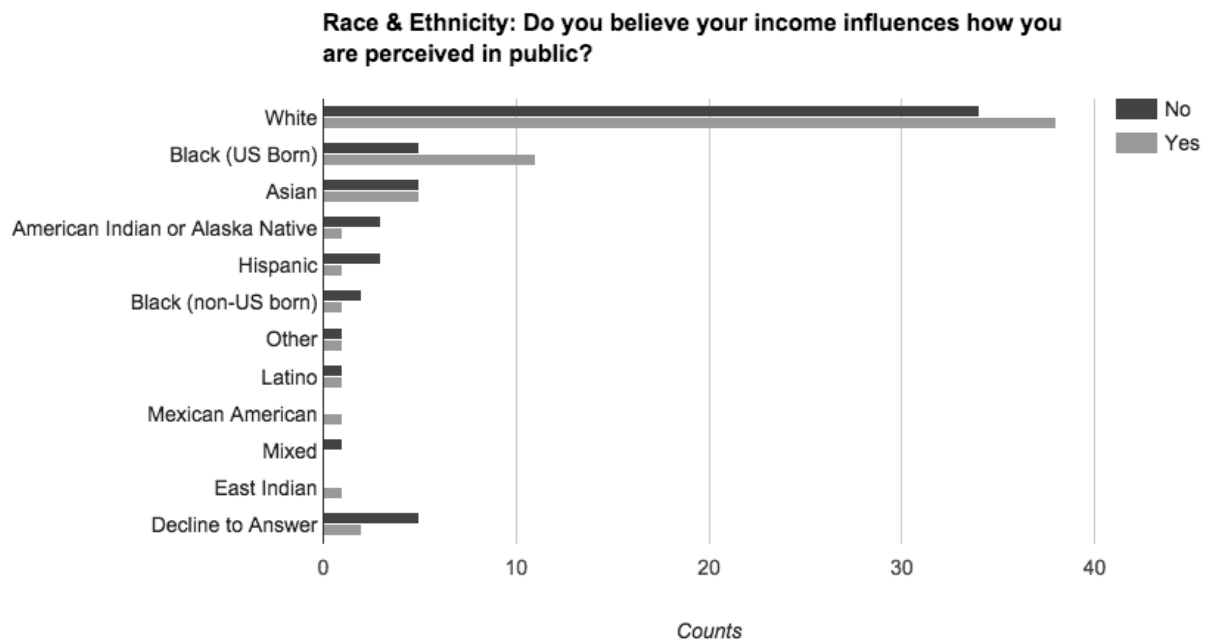
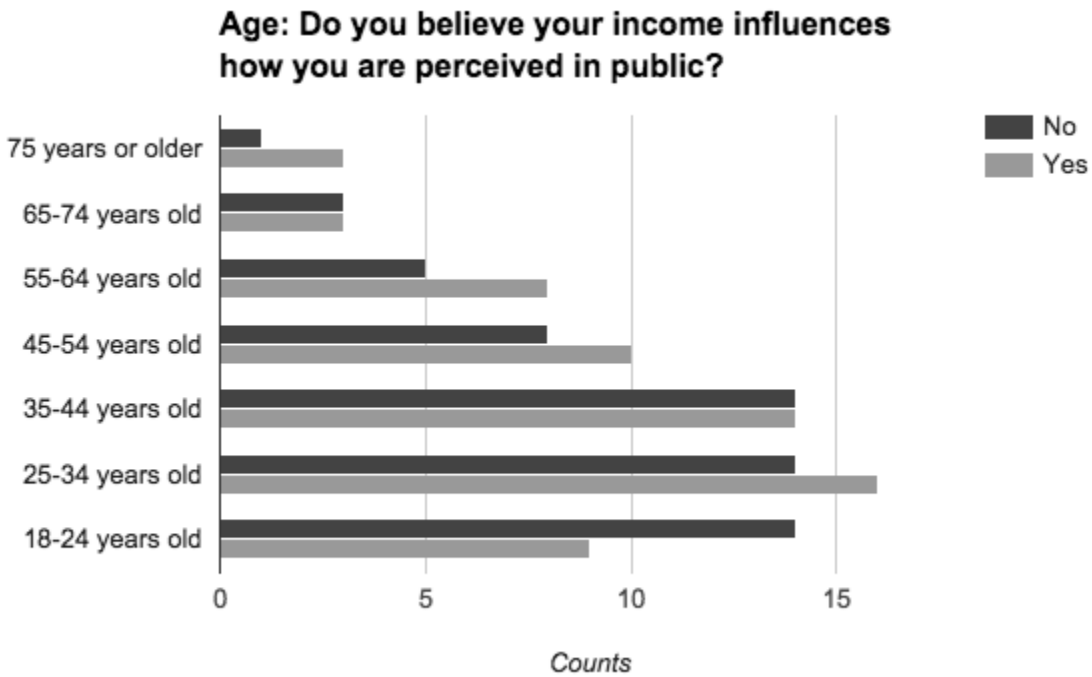
***Do you believe your income influences how you are perceived in public?*** There was no clear majority when it came to income and its influence on perception in public spaces: 63 participants answered yes, 60 responded no and 8 declined to answer the question. We found that within our pool of respondents:

- More of the younger respondents felt their income does not influence how they are perceived in public;
- Twice as many people amongst the Black (US-born) respondents felt that income influences how they are perceived in public; and

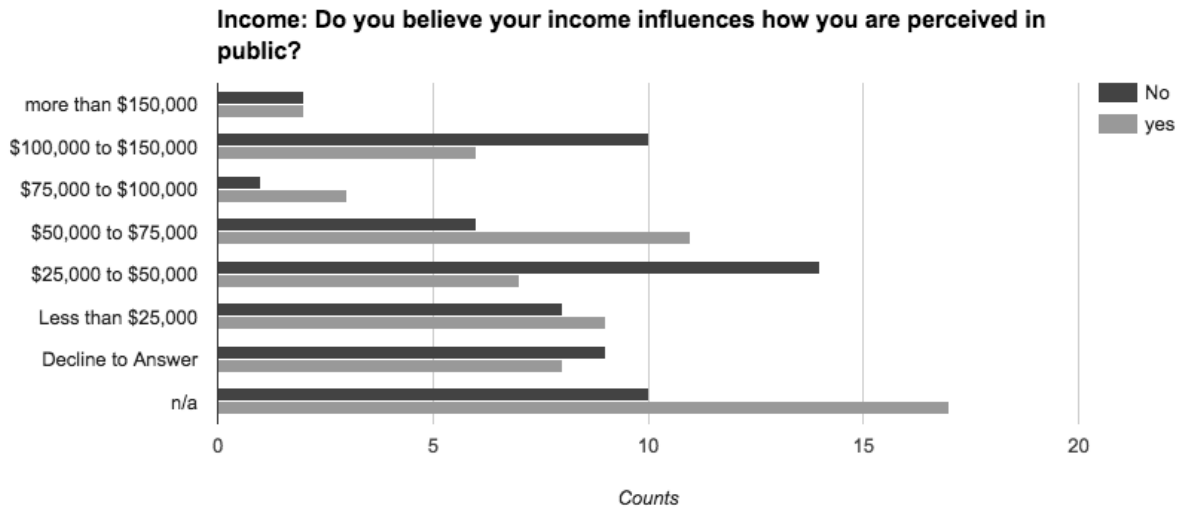
<sup>6</sup> Refer to table 6a in the Appendix for the list of codes.

<sup>7</sup> A Dedoose software function where the data is visually represented not based on the frequency, but on the “relative number of cases in each subgroup”. In this case the subgroups are the demographic data.

- Among survey respondents who declined to provide income data, the opinion that income influences public perception was prevalent.







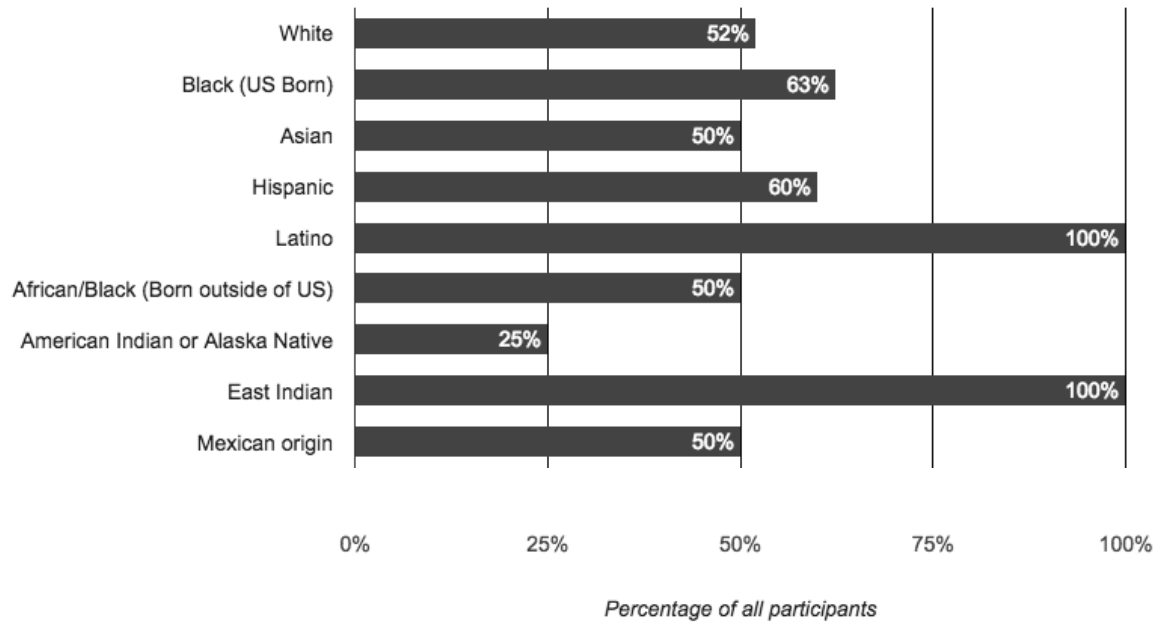
*Do you believe your race or ethnic identity influence how you are perceived in public?* There was no consensus when it came to race and its influence on perception in public spaces: 65 participants answered yes, 57 said no and 6 declined to answer the question. Of the participants who responded yes, the top five reasons were<sup>8</sup>:

- Discriminated based on race - 9 counts
- Perceived to be privileged - 8 counts
- Acknowledged that black males are discriminated more - 7 counts
- Stereotyped based on race - 6 counts
- Perceived as unthreatening - 5 counts

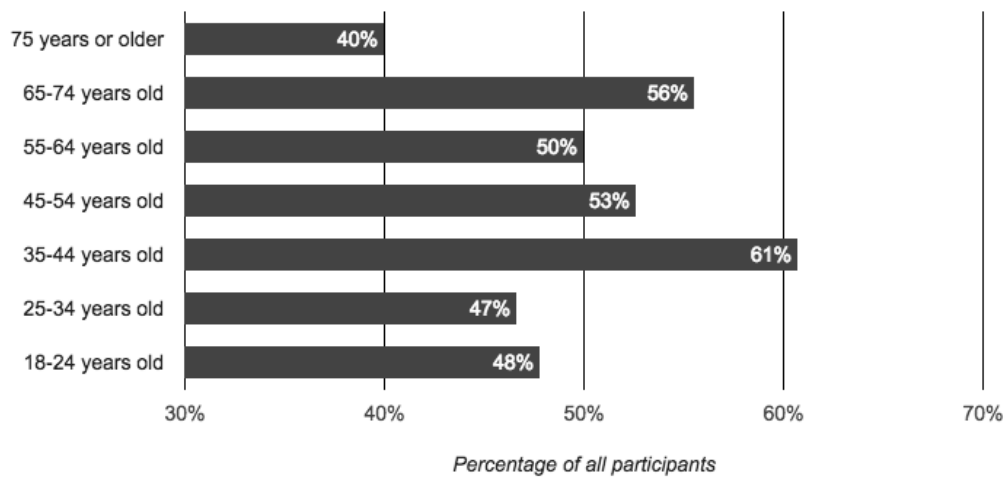
At least half of the participants between 35-74 years old, POC (except for American Indian or Alaska Native), and with household incomes less than \$100,000 have answered yes to this question.

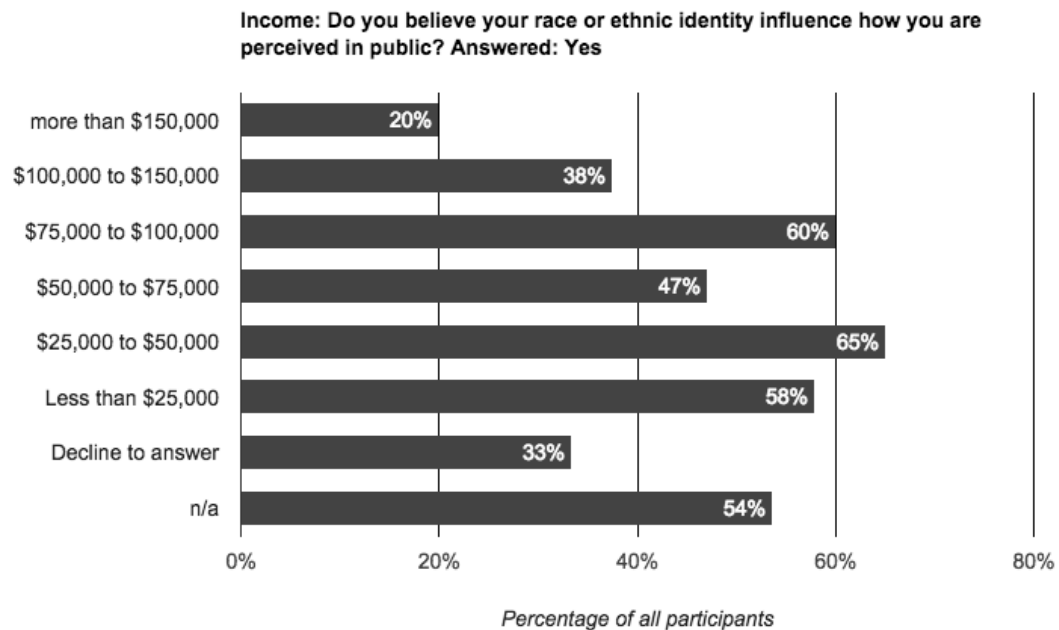
<sup>8</sup> Refer to table 6b in the Appendix for the list of codes.

**Race & Ethnicity: Do you believe your race or ethnic identity influence how you are perceived in public? Answered: Yes**



**Age: Do you believe your race or ethnic identity influence how you are perceived in public? Answered: Yes**





***Do you ever avoid a particular neighborhood or public space in Portland because you do not feel welcomed?*** There was a clear majority when participants were asked if they avoid a particular public space or neighborhood: 89 participants answered no, 32 said yes and 10 declined to answer the question. For the participants who said yes, we asked a follow up question on how to improve that space. Sixteen participants answered with possible improvements<sup>9</sup>, ten described the spaces they avoid<sup>10</sup> and six declined to elaborate. Besides a higher mention rate of participants saying that they avoid certain areas (such as parts of Downtown, Gresham and Killingworth), the people located within avoided spaces were a main deterrent. People perceived as unstable or dangerous included drug dealers, intoxicated people, mentally ill and/or homeless. Hence, several suggestions for possible improvements included building facilities and services to uplift the livelihoods of the more disadvantaged individuals.

### **Ideal and Utopian Public Space**

We asked two questions relating to design and planning preferences for an ideal public space and neighborhood. The aim for these questions was to find out in what types of an urban environment the participants wished to live. Moreover, the answers show some of the priorities the participants have for their utopian space.

Although a majority of the participants declined to answer the questions, when asked **“What is your ideal, utopian public space? What does it look like, how does it feel and who is in it? When you think about your ideal urban neighborhood (of your own design), what does it include? What does**

<sup>9</sup> Refer to table 6c in the Appendix for the list of codes.

<sup>10</sup> Refer to table 6d in the Appendix for the list of codes.



**it look like? What can be found there? Use your imagination and creativity”**, sixty respondents described their ideal urban public space and/or neighborhood.<sup>11</sup> The top five responses were:

- Parks & greenspace - 46 counts
- Diverse community members - 32 counts
- Good economy with a variety of businesses - 27 counts
- Trees & landscaping - 23 counts
- Public space amenities - 22 counts

Interestingly, when broken down by demographic data and “normalized”<sup>12</sup>, the above categories show that:

- More 25-34 year olds, people of color (POC), males and LGBTQA mentioned that their ideal neighborhoods or public spaces would include parks and greenspace;
- More 25-34 and 45-54 year olds, POC, LGBTQA and people who are above the household income of \$75,000 mentioned that their ideal neighborhoods or public spaces would include diversity;
- More 25-34 year olds, POC, females, LGBTQA and people with household incomes more than \$75,000 mentioned that their ideal neighborhoods or public spaces would include a good economy with a variety of businesses;
- More 25-44 year olds, POC, females and LGBTQA include trees and landscaping; and
- More people over the age of 35 and POC mentioned that their ideal neighborhoods or public spaces would have public space amenities.

“One thing I love about Portland is the historic part. The old buildings are beautiful. It needs to fit into the historic buildings. Cultural. Trees. Public building. Welcoming facades. Front porches. Tree lined. Lots of benches and picnic tables. Mixed use. Small businesses that are LOCAL. No cops.”

- Participant 6

“I like outside spaces the best. I like there to be a lot of living plants and greenery, nurturing to be there, pollinators. It would not be car-centric. Bikeable, walkable, public transit not too far away. I appreciate walkable amenities, coffee shops, bookshops. A nice mix of people. Vibrant lively culture. People playing music not afraid to chat or dance. Etc.”

- Participant 34

“A space with a water feature. It has space to sit. To sit. Open space. Gravel area for walking pets. Multicultural and gender and age. People feel safe. There will be homeless. It supports everybody.”

- Participant 88

<sup>11</sup> Refer to table 7 in the Appendix for the list of codes.

<sup>12</sup> A Dedoose software function where the data is visually represented not based on the frequency, but on the “relative number of cases in each subgroup”. In this case the subgroups are the demographic data.

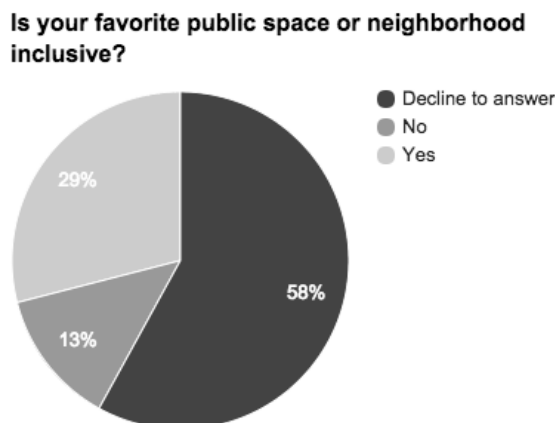
## Preferred and Favorite Neighborhoods

We asked four questions relating to the ideal neighborhood. The aim of these questions was to find examples of well-designed urban environments that participants wished to live. When asked “**What neighborhood do you currently live in?**”<sup>13</sup> and “**What neighborhood do you currently work/attend school in?**”<sup>14</sup> respondents shared a diversity of neighborhoods all over the metropolitan area.

Seventy-one respondents told us about their favorite urban neighborhoods. The top neighborhoods were:

- Downtown - 15 counts
- Pearl District - 11 counts
- Southeast - 4 counts
- Beaverton - 3 counts
- Northeast - 3 counts
- Gresham - 2 counts
- 

When asked, “**Is your favorite public space or neighborhood inclusive?**” 29% (38 people) of participants said yes, 13% (17 people) said no and 58% (76 people) declined to answer the question.



### Public Space - Directors Park

The food for purchase is not inclusive but the rest of the park feels very much that way. It is multifaceted yet not overwhelming. Feels like an ideal mix of New York +Portland. Well used but not overcrowded mix of activities/uses beautiful design”  
- Participant 123

When asked, “**If you could live in any neighborhood in the metropolitan area, which neighborhood would you live in?**”<sup>15</sup> the top areas were:

- Near nature - 4 counts
- Division - 4 counts
- Downtown - 4 counts
- Hawthorne - 4 counts
- Northwest - 4 counts

<sup>13</sup> Refer to table 8 in the Appendix for the list of codes.

<sup>14</sup> Refer to table 9 in the Appendix for the list of codes.

<sup>15</sup> Refer to table 10 in the Appendix for the list of codes.

## Public Art Boards

### Results Summary

On August 24 2015 and August 28, 2015, the public engagement boards were placed in two public parks.<sup>16</sup> We asked two questions in English and Spanish relating to design and planning preferences for an ideal public space and neighborhood. **What is your ideal, utopian public space? What does it look like, how does it feel and who is in it?** and **¿Cuándo usted piensa en su vecindario urbano ideal (de su propio diseño), en qué consiste? ¿Cómo parece? ¿Qué se puede encontrar allá? Use su imaginación y creatividad.** (*Translation: When you think about your ideal urban neighborhood (of your own design), what does it include? What does it look like? What can be found there? Use your imagination and creativity.*)<sup>17</sup>

Thirty-eight respondents told us about elements of their utopian/ideal public space and neighborhood. The top aspects were:

- Access to Nature (Trees, Water features) - 18 counts
- Sense of Community (Including Intergenerational Spaces, Neighborly, Diversity, Lively Spaces) - 18 counts
- Affordable - 5 counts
- Local Food Access - 5 counts
- Bikeable - 3 counts
- Walkable - 3 counts
- Grocery Store Access - 3 counts
- Affordable Housing - 3 counts
- Playground - 3 counts
- Library - 3 counts



“Neighborly neighbors, good jobs, white-picket fence” - Participant B1

“Diversity” - Participant B8

“Near a library, playground, grocery store, walkable/bikeable, affordable housing, mixed use” - Participant B16

<sup>16</sup> Refer to Image 1

<sup>17</sup> Refer to table 11 in the Appendix for the list of codes.



## Recommendations

During this short study we uncovered helpful insights that deserve further investigation. Our survey participants prioritized access to greenspace and nature, diverse communities, affordability, city design that provides a safe environment and a thriving local economy.

Our targets for this engagement strategy were Portland residents who may be underrepresented in traditional public participation forums and/or dealing with racial and income inequity. While our questions were broad by design, we believe that this freedom allowed for an unbiased opinion regarding urban development in Portland and its applicability to the Broadway Corridor study area. Participants were able to share their hopes and dreams for their ideal community and vision around an equitable Portland in a process that was comfortable and convenient. Many identified Downtown, Pearl and Old Town/Chinatown as their neighborhood of occupation, favorite neighborhood and/or as their ideal neighborhoods to live. We believe that the project site has the potential to serve as a citywide asset beyond the Central City.

In July 2015, The Office of Equity and Human Rights (OEHR) presented Racial Equity Goals and Strategies to City Council and was adopted as a binding City Policy. Urban development projects like the Broadway Corridor Framework Plan, have the potential to be one of the leading urban projects dedicated to embedding the new racial equity goals and strategies within this process. We strongly recommend adopting the Citywide Racial Equity Goals and Strategies within this implementation process.

The City of Portland's second racial equity goal states that *'We will strengthen outreach, public engagement, and access to City services for communities of color and immigrant and refugee communities, and support or change existing services using racial equity best practices.'*<sup>18</sup> It is essential that the unconventional voices of the broader city participate in the design of this future site. While our data showed slight differences in public realm design based on race and income, we know from the City of Portland's history that participation within the site design process can lead to neighborhood ownership and community pride. We recommend developing a robust engagement process that prioritizes underserved, communities of color, immigrant and refugees and low income residents with histories of inequity within the built environment.

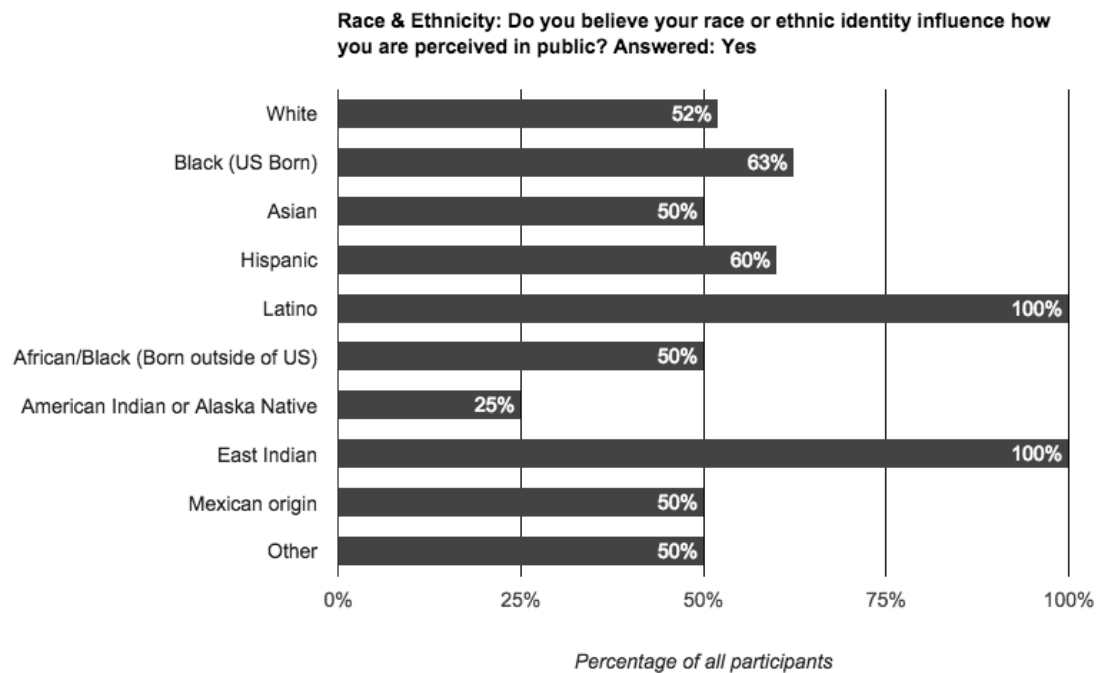
When it comes to racial inclusion within the public realm, a majority of all survey participants that self-identify as a person of color noted that their race or ethnic identity influences how they are perceived in public. By adopting the City of Portland's racial equality third strategy of *Implement a racial equity lens*<sup>19</sup>, the Broadway Corridor Framework Plan will be able to adopt new policies and programs that are

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<sup>18</sup> (Goal Two: Portland Citywide Racial Equity Goals and Strategies 2015)

<sup>19</sup> Racial inequities are not random; they have been created and sustained over time. Inequities will not disappear on their own. It is essential to use a racial equity lens when changing the policies, programs, and practices that perpetuate inequities, and when developing new policies and programs. (Strategy Three Portland Citywide Racial Equity Goals and Strategies 2015)

mindful of practices that perpetuate inequities. It our opinion that community partnerships with local race-based organizations and community based organizations that serve low income underserved residents will help develop accountability measures with a racial and economic lens.<sup>20</sup>



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<sup>20</sup> Partner with other institutions and communities- Government work on racial equity is necessary, but insufficient. To achieve racial equity in the community, government needs to work in partnership with communities and institutions to achieve meaningful results. (Strategy Five: Portland Citywide Racial Equity Goals and Strategies 2015)

## Appendix

### Appendix A: Data Counts

Table 1. Age

Title	Total Count
18-24 years old	23
25-34 years old	30
35-44 years old	28
45-54 years old	19
55-64 years old	14
65-74 years old	9
75 years or older	5
Decline to answer	3

Table 2. Race and Ethnicity

Title	Total Count
White	75
African American/ Black (US Born)	16
Asian	11
Hispanic	5
American Indian or Alaska Native	4
African/ Black (Born outside of US)	4
Latino	3
Mexican	2
Mixed	1
Other	2



Decline to Answer	8
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**Table 3. Gender**

<b>Title</b>	<b>Total Count</b>
Male	67
Female	60
Decline to answer	4

**Table 4. Do you identify as LGBTQ?**

<b>Title</b>	<b>Total Count</b>
LGBTQA	18
Heterosexual	105
Decline to answer	8

**Table 5. What is your total household income?**

<b>Title</b>	<b>Total Count</b>
Less than \$25,000	19
\$25,000 to \$50,000	20
\$50,000 to \$75,000	17
\$75,000 to \$100,000	5
\$100,000 to \$150,000	16
more than \$150,000	5
Decline to Answer	46

**Table 6a. When do you feel uncomfortable in public space or neighborhoods?**

<b>Title</b>	<b>Total Count</b>
At night/in not well lit areas	26
Around homeless, transient, mentally ill and "other" people	20
High crime/unsafe areas (guns, gangs, drugs)	17
Areas w/ bad infrastructure/dirty/unkept	11

In certain neighborhoods	8
In an unfamiliar environment	8
In large crowds	7
People act violent/threatening/confrontational	5
Around law enforcement	3
Lack of law enforcement	2
In congested areas	1
Only person of color (POC)	1
When alone in public	1
When asked to vacate the park	1
When being cat-called	1
When underdressed	1

**Table 6b.** Do you believe your race or ethnic identity influence how you are perceived in public? If so, why?

Race /Perception	Total count
Discriminated based on race	9
Perceived to be privileged	8
Acknowledged that black males are discriminated more	7
Stereotyped based on race	6
Perceived as unthreatening	5
Space specific	4
Less likely to be profiled	4
Racism	4
Unescapable from different treatment based on race	4
White privilege	3
Bullied based on race	2
Discriminated as an interracial couple	2
Felt more in other cities	2
Language discrimination	2
Not accepted as equals	2
Portland is better than down South	2
Discrimination in Pearl District	1
Driving while Black	1

Gender discrimination	1
People wish to be friends based on cultural identity	1
Uncomfortable in all black neighborhood	1
Unsure the reason	1
Decline to answer	17

**Table 6c. How to improve a space that you avoid.**

<b>Title</b>	<b>Total counts</b>
House the homeless/space for them to sleep	3
Cleaning the space	2
Add public space amenities	1
Affordable	1
Become more conservative (politically)	1
Community centers	1
Good economy	1
Good infrastructure	1
Have mental hospitals	1
Have more ethnic diversity	1
Have POC owned businesses	1
Modern homes	1
No drug dealers	1
Serve the underserved	1
Treat everyone with respect	1
Trees & landscaping	1

**Table 6d. Spaces that the participants avoid.**

<b>Title</b>	<b>Total counts</b>
Specific location	13
Homeless people	4
Sketchy people, intoxicated people	2
Areas with a lot of police around	2
Conflicts based on race	1
Mentally ill people	1
Public transit at night	1
Self control on use of intoxicating substances	1

Underserved neighborhoods (less infrastructure)	1
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**Table 7. What is your ideal, utopian public space? What does it look like, how does it feel and who is in it? When you think about your ideal urban neighborhood (of your own design), what does it include? What does it look like? What can be found there? Use your imagination and creativity.**

<b>Utopian public space includes</b>	<b>Total counts</b>
Greenspace & Parks	46
Diverse community members	32
Good economy w/ a variety of businesses	27
Trees & Landscaping	23
Public space amenities	22
Decline to answer	22
Public transit	18
Cultural & community centers; music & art	17
Bicycle oriented	14
Other	14
Pedestrian oriented	14
Public space (open space, plazas, courtyards)	13
Children & youth oriented	12
Sense of community	11
Lively	9
Mixed use buildings & neighborhoods	9
Educational facilities	8
Sports and recreational space	7
Safe (no fear of crime, drug dealing)	6

**Table 8. What neighborhood do you currently live in?**

<b>Home Neighborhood</b>	<b>Total Count</b>
Pearl	13
NE	12
SE	9
Old Town/Chinatown	5
Decline to Answer	4
Vancouver	3
Buckman	3
Richmond	3



Hazelwood	3
St Johns	3
San Diego, CA	3
Raleigh hills	2
Alameda	2
Centennial	2
Nob Hill Alphabet District	2
Auditorium	2

**Table 9** What neighborhood do you currently work/attend school in?

Work Neighborhood	Total Count
Downtown	29
N/A	14
Pearl	11
NE	9
SW	6
Decline to Answer	5
Gresham	5
Old Town/Chinatown	4
Portland	4
SE	4
N/A Retired	3
San Diego, CA	3
Airport	2
Clackamas	2
Lloyd	2
Los Angeles	2
NW Industrial	2
Parkrose	2
St Johns	2

**Table 10.** If you could live in any neighborhood in the metropolitan area, which neighborhood would you live in?

Preferred place of residence	Total Counts
Near nature	4
Division	4
Downtown	4
Hawthorne	4
Northwest	4
Pearl	3
Alberta	2
Gresham	2
Ladd's Addition	2

Southwest	2
Forest park	2
Laurelhurst	2
Alameda	1
Anywhere with good public transit	1
Arbor lodge	1
Beaverton	1
Buckman	1
Clinton	1
Happy valley	1
Overlook	1
Rose City Park	1
Sullivans gulch	1
Nob Hill	1
Southeast	1
Don't know	5
Decline to answer	48

**Table 11.** What is your ideal, utopian public space? What does it look like, how does it feel and who is in it? and ¿Cuándo usted piensa en su vecindario urbano ideal (de su propio diseño), en qué consiste? ¿Cómo parece? ¿Qué se puede encontrar allá? Use su imaginación y creatividad.

Public Art Boards	Counts
Access to Nature ( Trees, Water features)	18
Sense of Community (Including Intergenerational Spaces, Neighborly, Diversity, Lively Spaces)	13
Affordable	5
Local Food Access	5
Bikeable	3
Grocery store Access	3
Affordable Housing	3
Playground	3
Library	3
Walkable	3

Community/Homeless Shelter	2
Garbage/recycling available	2
Seating Areas/Benches	2
Community Gardens	2
Pedestrian Amenities	2
Access to Jobs	1
Cannabis Accessible	1
Entertainment	1
Local Coffee Shop Access	1
Mixed use	1
Mountain Views	1
No Cops	1
Public Bathrooms	1
Better Public Schools	1
Safe	1
Skateboard Space	1
Sky Bridge	1
Sleeping bag/Hammock (PA_Seating Areas)	1
Streetscape Amenities	1
Victorian City	1
“White Picket Fence”	1

**Image 1**





## **Appendix C: Intercept Survey Questions**

### **English**

- 1. What neighborhood do you currently live in?**
- 2. What neighborhood do you currently work/attend school in?**
- 3. What was your mode of transportation today?**
  - a. Walked
  - b. Bicycled
  - c. Motorcycle/Scooter
  - d. Max Line
  - e. Bus
  - f. Streetcar
  - g. Car- Carpooled
  - h. Car-Drove Alone
  - i. Car- Dropped Off
  - j. Car- Car Share (car2go/zipcar)
  - k. Taxi/Uber/Lift
- 4. If you traveled by transit, what bus number/max color/ streetcar did you ride today?**
- 5. What is your favorite neighborhood or public space in Portland? Is this public space inclusive? Why or why not?**
- 6. Do you feel comfortable in all neighborhoods in Portland?**
  - a. Yes
  - b. No
  - c. Sometimes
- 7. When do you feel uncomfortable in neighborhoods or public space?**
- 8. Do you believe your income influences how you are perceived in public?**
  - a. Yes
  - b. No
  - c. Decline to answer
- 9. If yes, please share an example?**
- 10. Do you believe your race or ethnic identity influence how you are perceived in public?**
  - a. Yes
  - b. No
  - c. Decline to answer
- 11. If yes, please share an example?**

**12. Do you ever avoid a particular neighborhood, public space in Portland because you don't feel welcomed?**

- a. Yes
- b. No
- c. Decline to answer

**13. If so, how could this space be improved? (after avoiding)**

**14. What is your ideal, utopian public space? What does it look like, how does it feel and who is in it?**

**15. When you think about your ideal urban neighborhood (of your own design), what does it include? What does it look like? What can be found there? Use your imagination and creativity.**

**16. If you could live in any neighborhood in the metropolitan area, which neighborhood would you live in?**

### **Demographic Information**

#### **17. Age**

- a. under 17 years old
- b. 18-24 years old
- c. 25-34 years old
- d. 35-44 years old
- e. 45-54 years old
- f. 55-64 years old
- g. 65-74 years old
- h. 75 years or older
- i. Decline to Answer

#### **18. Race**

- a. American Indian or Alaska Native
- b. Asian
- c. African American/ Black (US Born)
- d. African/ Black (Born outside of US)
- e. Native Hawaiian or Pacific Islander
- f. White
- g. Decline to Answer
- h. Other \_\_\_\_\_

**19. Gender**

- a. Male
- b. Female
- c. Decline to answer
- d. Other \_\_\_\_\_

**20. Do you identify as LGBTQ?**

- a. Yes
- b. No
- c. Decline to answer

**21. What is your total household income?**

- a. Less than \$25,000
- b. \$25,000 to \$50,000
- c. \$50,000 to \$75,000
- d. \$75,000 to \$100,000
- e. \$100,000 to \$150,000
- f. more than \$150,000
- g. Decline to Answer

**Spanish**

**1. ¿En qué vecindario vive en este momento?**

**2. ¿En qué vecindario trabaja/estudia en este momento?**

**3. ¿Qué fue tu manera de transito hoy?**

- a. Caminar
- b. Bicicleta
- c. Motocicleta/Scooter
- d. Línea de Max
- e. Autobús
- f. Tranvía (Streetcar)
- g. Compartir el vehículo
- h. Coche-Manejar solo
- i. Coche- Dejado
- j. Coche- Compartir el vehículo (car2go/zipcar)
- k. Taxi/Uber/Lift

**4. Si viajó por tránsito, ¿qué número de autobús/color de max/tranvía tomaste hoy?**

5. **¿Qué es su vecindario o espacio público favorito en Portland? ¿Es inclusivo? ¿Por qué o por qué no?**
6. **¿Se siente cómodo en todos los vecindarios de Portland?**
  - a. Sí
  - b. No
  - c. A veces
7. **¿Cuándo se siente incómodo en vecindarios o espacios públicos?**
8. **¿Cree que su salario influye cómo eres percibido en público?**
  - a. Sí
  - b. No
  - c. No responde
9. **Si sí, ¿pueda compartir un ejemplo?**
10. **¿Cree que su identidad de raza o etnia influye cómo eres percibido en público?**
  - a. Sí
  - b. No
  - c. No Responde
11. **Si sí, ¿pueda compartir un ejemplo?**
12. **¿Alguna vez ha evitado un vecindario particular o espacio público en Portland porque no se sentía bienvenido?**
  - a. Sí
  - b. No
  - c. No responde
13. **Si sí, ¿cómo se podría mejorar el espacio?**
14. **¿Qué es su ideal, espacio público utópico? ¿Cómo se parece, cómo se siente y quién está allá?**
15. **Cuando usted piensa en su vecindario urbano ideal (de su propio diseño), en qué consiste? ¿Cómo parece? ¿Qué se puede encontrar allá? Use su imaginación y creatividad.**
16. **Si usted podría vivir en cualquier vecindario en el área metropolitana en cuál viviera?**

#### **Información Demográfica**

##### **17. Edad**

- a. menos de 17 años
- b. 18-24 años
- c. 25-34 años



- d. 35-44 años
- e. 45-54 años
- f. 55-64 años
- g. 65-74 años
- h. 75 años o mayor
- i. No Responde

**18. Raza**

- a. Indio Americano o Nativo de Alaska
- b. Asiático
- c. Afro Americano/ Negro (Estadounidense)
- d. Africano/ Negro (Nacido fuera de los ee.uu.)
- e. Nativo de Hawái o Isleño del Pacífico
- f. Blanco
- g. No Responde
- h. Otro \_\_\_\_\_

**19. Género**

- a. Hombre
- b. Mujer
- c. No Responde
- d. Otro \_\_\_\_\_

**20. ¿Se identifica como miembro de la comunidad LGBTQ?**

- a. Sí
- b. No
- c. No Responde

**21. ¿Qué es su ingreso doméstico en total?**

- a. Menos de \$25,000
- b. \$25,000 a \$50,000
- c. \$50,000 a \$75,000
- d. \$75,000 a \$100,000
- e. \$100,000 a \$150,000
- f. más que \$150,000
- g. No Responde

## **Somali**

### **Goobta Ra'yi Urrurinta:**

1. Waa maxay xaafadda aad hada ku nooshahay?
2. Maa maxay xaafadda aad hada ka shaqaysaa/aad aado dugsi ku yaala?
3. Muxuu ahaa noocaa gaadiidka ee aad maanta isticmaashay?
4. Haddii aad gaadiid raacday, waa maxay lambarka baska/midabka tareenka max/ tareenka jidka mara ee aad raacday?
5. Waa maxay xaafadda aad jeceshahay ama meesha bulshadu iskugu timaado ee Oregon ku taala? Meesha bulshadu isku timaado ma mid wax waxkasta laga helaa? Waa maxay sababta aad taasi u aaminsan tahay ama maxaanad taasi u aaminsanayn?
6. Maad ku niyadsan tahay dhammaan xaafaddaha Portland?
  - a. Haa
  - b. Maya
  - c. Mararka qaarkood
7. Waa goorma marka aanad ku niyadsamayn xaafadaha ama meesha bulshadu iskugu timaado?
8. Ma aaminsan tahay in dakhligaagu saameyn ku leeyahay sida sida lagu arko bulshada dhexdheeda?
  - a. Haa
  - b. Maya
  - c. Ma rabo in aan ka jawaabo
9. Haddii ay jawaabtu haa tahay, fadlan tusaale nasii?
10. Ma aaminsan tahay in asalka ama qowmiyadda aad ka soo jeedaa ay saameyn ku leedahay sida lagu arko bulshada dhexdheeda?
  - a. Haa
  - b. Maya
  - c. Ma rabo in aan ka jawaabo
11. Haddii ay jawaabtu haa tahay, fadlan tusaale nasii?
12. Waligaa ma iska illaalisaa xaafad gaar ah, meesha bulshadu iskugu timaado oo ku taala Portland iyadoo sababtu tahay adigoo dareemaya in aan lagaa soo dhowaynaynin?
  - a. Haa
  - b. Maya

c. Ma rabo in aan ka jawaabo

**13. Haddii ay jawaabtu haa tahay, sidee baa meeshan la isku yimaado loo wanaajin karaa?**

**14. Waa maxay meesha bulshadu iskugu timaado ee aad isleedahay waa tii aad rabtay, sidoo kalena raaxo leh? Siday u eeg tahay, sideed u aragtaa yaana isticmaalaya?**

**15. Marka aad ka fakarayso xaafadda ku taala meel magaalo ah oo aad isleedahay waa tii aad rabtay (ee aad niyada ku hayso), maxaa ka mid ah? Siday u eeg tahay? Maxaa laga heli karaa halkaasi? Aragtidaada iyo fikirkaaga isticmaal.**

**16. Haddii aad ku noolayn lahayd xaafad ku taala degaanka nawaaxiga ku yaala, xaafaddee ayaad ku noolaan lahayd?**

### **Macluumaadka Qaab-dhismeedka Dadka**

#### **17. Da'da**

- a. wax ka yar 17 sano jira
- b. 18-24 sano jir
- c. 25-34 sano jir
- d. 35-44 sano jir
- e. 45-54 sano jir
- f. 55-64 sano jir
- g. 65-74 sano jir
- h. 75 sano jir ama ka weyn
- i. Ma rabo in aan ka jawaabo

#### **18. Jinsiyada**

- a. Hindida Maraykanka ama Dhaladka Alaska
- b. Aasiya ka soo jeeda
- c. Maraykanka madow ah/Madow (Maraykanka ku Dhashay)
- d. Afrikaanka ah/ Madow (Ku Dhashay meel ka baxsan Maraykanka)
- e. U dhashay Hawaii ama Jasiiraddaha Baasifiga
- f. Caddaan ah
- g. Ma rabo in aan ka jawaabo
- h. Kuwo kale \_\_\_\_\_

#### **19. Jinsi**

- a. Lab
- b. Dheddig
- c. Ma rabo in aan ka jawaabo

d. Kuwo kale \_\_\_\_\_

**20. Ma waxaad isku aqoonsan tahay in aad tahay LGBTQ ?**

- a. Haa
- b. Maya
- c. Ma rabo in aan ka jawaabo

**21. Waa maxay dakhliga guud ee qoyskaagu?**

- a. Wax ka yar \$25,000
- b. \$25,000 ilaa \$50,000
- c. \$50,000 ilaa \$75,000
- d. \$75,000 ilaa \$100,000
- e. \$100,000 ilaa \$150,000
- f. wax ka badan \$150,000
- g. Ma rabo in aan ka jawaabo

#### **Russian**

- 1. В каком районе города Вы проживаете в настоящее время?**
- 2. В каком районе города вы работаете/учитесь в настоящее время?**
- 3. Какой вид транспорта вы использовали сегодня?**
- 4. Если вы использовали общественный транспорт, какой номер автобусного маршрута/какого цвета линию поезда Мат/номер городского трамвайного маршрута вы использовали для поездки сегодня?**
- 5. Какой район или место общественного пользования в Портланде является Вашим излюбленным местом? Является ли это место общественного пользования доступным для всех? Почему является или почему не является?**
- 6. Чувствуете ли Вы себя удобно во всех районах Портланда?**
  - a. Да
  - b. Нет
  - c. Иногда
- 7. Когда Вы не чувствуете себя удобно в районах или местах общественного пользования?**
- 8. Считаете ли Вы, что уровень Вашего дохода оказывает влияние на то, как вас воспринимают люди в местах общественного пользования?**
  - a. Да
  - b. Нет



- с. Отказываюсь отвечать
9. Если Вы ответили "Да", пожалуйста, приведите пример.
10. Считаете ли Вы, что Ваша расовая или этническая принадлежность оказывает влияние на то, как вас воспринимают люди в местах общественного пользования?
- а. Да
  - б. Нет
  - с. Отказываюсь отвечать
11. Если Вы ответили "Да", пожалуйста, приведите пример.
12. Избегаете ли Вы посещения определенных районов или мест общественного пользования в Портланде из-за недружелюбного отношения к Вам?
- а. Да
  - б. Нет
  - с. Отказываюсь отвечать
13. : Если это так, как возможно сделать это место более гостеприимным?
14. Каким является в Вашем понимании идеальное, нереальное место общественного пользования? Как оно выглядит, как вы чувствуете себя, находясь в нем, и кто находится в этом месте?
15. Когда Вы думаете о своем идеальном городском районе (согласно Вашему собственному замыслу), что он включает в себя? Как он выглядит? Что можно найти в нем? Используйте свое воображение и творческую изобретательность.
16. Если бы Вы могли жить в каком-либо районе города с пригородами, в каком из районов бы Вы жили?

#### Демографические данные

17. Возраст
- а. до 17 лет
  - б. 18-24 года
  - с. 25-34 года
  - д. 35-44 года
  - е. 45-54 года
  - ф. 55-64 года
  - г. 65-74 года
  - h. 75 лет и старше
  - i. Отказываюсь отвечать

**18. Расовая принадлежность**

- a. Американский индеец или коренной житель Аляски
- b. Азиат
- c. Афро-американец/чернокожий (рожденный в США)
- d. Африканец/чернокожий (рожденный за пределами США)
- e. Коренной житель Гавайских или других островов Тихого океана
- f. Представитель европеоидной расы
- g. Отказываюсь отвечать
- h. Другая \_\_\_\_\_

**19. Пол**

- a. Мужской
- b. Женский
- c. Отказываюсь отвечать
- d. Другой \_\_\_\_\_

**20. Относите ли Вы себя к лицам нетрадиционной сексуальной ориентации ЛГБТК?**

- a. Да
- b. Нет
- c. Отказываюсь отвечать

**21. Какова сумма Вашего общего семейного дохода?**

- a. Менее 25 тысяч долларов
- b. 25-50 тысяч долларов
- c. 50-75 тысяч долларов
- d. 75-100 тысяч долларов
- e. 100-150 тысяч долларов
- f. более 150 тысяч долларов
- g. Отказываюсь отвечать

## 调查问的问题

调查地点:

1. 您目前住在哪个街区?
2. 您目前在哪个街区工作/上学?
3. 您今天的交通方式是什么?
4. 如果您使用公共交通工具出行, 您今天乘坐的公交车号码/Max 颜色/有轨电车是什么?
5. 您在波特兰最喜欢的街区或公共场所是哪里? 这个公共场所包容吗? 为什么?
6. 您在波特兰所有的街区都感到舒适吗?
  - a. 是
  - b. 否
  - c. 有时候
7. 您何时在街区或公共场所感到不适?
8. 您认为您的收入是否影响到公众对您的看法?
  - a. 是
  - b. 否
  - c. 拒绝回答如果是, 能否举个例子?
9. 您认为您的种族或民族认同是否影响到公众对您的看法?
  - a. 是
  - b. 否
  - c. 拒绝回答如果是, 能否举个例子?
10. 您是否曾避开波特兰某个特定街区或公共场所, 因为您感到在那里不受欢迎?
  - a. 是
  - b. 否
  - c. 拒绝回答

如果是，该区域应如何改善？

11. 您理想的乌托邦公共场所是什么样的？它是什么样子，住在里面是什么感觉，都有哪些人住在里面？

12. 您理想的城市街区（由您自己设计）中包括什么？它是什么样子？那里会有什么？请充分发挥您的想象力和创造力。

13. 如果您可以居住在大都市区的任一街区，您会希望住在哪个街区？

#### 人口统计信息

##### 14. 年龄

- a. 17 岁以下
- b. 18 到 24 岁
- c. 25 到 34 岁
- d. 35 到 44 岁
- e. 45 到 54 岁
- f. 55 到 64 岁
- g. 65 到 74 岁
- h. 75 岁或以上
- i. 拒绝回答

##### 15. 种族

- a. 美洲印第安人或阿拉斯加原住民
- b. 亚洲人
- c. 非裔美国人/黑人（美国出生）
- d. 非洲人/黑人（不在美国出生）
- e. 夏威夷原住民或太平洋岛民
- f. 白人
- g. 拒绝回答



h. 其他\_\_\_\_\_

16. 性别

- a. 男
- b. 女
- c. 拒绝回答
- d. 其他\_\_\_\_\_

17. 您是女同性恋者或男同性恋者或双性恋者或跨性别者吗？

- a. 是
- b. 否
- c. 拒绝回答

18. 您的家庭总收入是多少？

- a. \$25,000 美元以下
- b. \$25,000 美元 - \$50,000 美元
- c. \$50,000 美元 - \$75,000 美元
- d. \$75,000 美元 - \$100,000 美元
- e. \$100,000 美元 - \$150,000 美元
- f. \$150,000 美元以上
- g. 拒绝回答

## Câu Hỏi Khảo Sát

### Địa Điểm Khảo Sát:

1. Hiện tại quý vị đang sống trong khu vực nào?
2. Hiện tại quý vị đang làm việc/học tập trong khu vực nào?
3. Hôm nay quý vị đã sử dụng phương tiện giao thông nào?
4. Nếu hôm nay quý vị đã di chuyển bằng hệ thống chuyển vận, thì số tuyến xe buýt /màu của tuyến Max /xe điện đường phố mà quý vị đã sử dụng là gì?
5. Ở Portland, khu vực hoặc không gian công cộng nào mà quý vị yêu thích? Không gian công cộng này có đầy đủ tiện nghi không? Tại sao hoặc tại sao không?
6. Quý vị có cảm thấy thoải mái tại tất cả các khu vực ở Portland không?
  - a. Có
  - b. Không
  - c. Đôi khi
7. Quý vị cảm thấy không thoải mái tại các khu vực hoặc không gian công cộng vào thời điểm nào?
8. Quý vị có tin rằng mức thu nhập của mình sẽ ảnh hưởng đến cách mà quý vị được đánh giá ở nơi công cộng không?
  - a. Có
  - b. Không
  - c. Từ chối trả lời

Nếu có xin vui lòng chia sẻ một ví dụ?

9. Quý vị có tin rằng chủng tộc hoặc bản sắc dân tộc của mình ảnh hưởng đến cách mình được đánh giá ở nơi công cộng không?
  - a. Có
  - b. Không
  - c. Từ chối trả lời

Nếu có, vui lòng chia sẻ một ví dụ?

10. Quý vị đã từng tránh một khu vực, không gian công cộng cụ thể nào ở Portland vì quý vị cảm thấy không được hoan nghênh tại đó không?

- a. Có
- b. Không
- c. Từ chối trả lời

Nếu có, làm cách nào để có thể cải thiện không gian này?

11. Theo quý vị thì không gian công cộng lý tưởng, hoàn hảo sẽ như thế nào? Không gian này trông như thế nào, cảm giác như thế nào và những người nào sẽ hiện diện tại những không gian này?

12. Khi quý vị nghĩ về khu vực thành thị lý tưởng của mình (do chính quý vị tự thiết kế), thì khu vực này bao gồm những gì? Khu vực này trông như thế nào? Mọi người có thể tìm thấy điều gì tại đó? Hãy vận dụng trí tưởng tượng và sự sáng tạo của quý vị.

13. Nếu quý vị có thể sống ở bất cứ khu vực nào trong khu đô thị, thì quý vị sẽ sống trong khu vực nào?

#### Thông Tin Về Nhân Khẩu Học

##### 14. Độ tuổi

- a. Dưới 17 tuổi
- b. Từ 18 đến 24 tuổi
- c. Từ 25 đến 34 tuổi
- d. Từ 35 đến 44 tuổi
- e. Từ 45 đến 54 tuổi
- f. Từ 55 đến 64 tuổi
- g. Từ 65 đến 74 tuổi
- h. Từ 75 tuổi trở lên
- i. Từ chối trả lời

##### 15. Chúng tộc

- a. Thổ Dân Châu Mỹ Bản Địa hay Thổ Dân Alaska
- b. Người gốc Châu Á
- c. Người Mỹ gốc Phi/Người Da Đen (sinh tại Hoa Kỳ)

- d. Người Phi Châu/Người Da Đen (sinh ngoài Hoa Kỳ)
- e. Thổ Dân Hawaii hoặc Người Đảo Quốc Thái Bình Dương
- f. Người Da Trắng
- g. Từ chối trả lời
- h. Khác \_\_\_\_\_

**16. Giới Tính**

- a. Nam
- b. Nữ
- c. Từ chối trả lời
- d. Khác \_\_\_\_\_

**17. Quý vị có nhận định mình là LGBTQ?**

- a. Có
- b. Không
- c. Từ chối trả lời

**18. Mức thu nhập tại hộ gia đình của quý vị là bao nhiêu?**

- a. Dưới 25.000 USD
- b. Từ 25.000 đến 50.000 USD
- c. Từ 50.000 đến 75.000 USD
- d. Từ 75.000 đến 100.000 USD
- e. Từ 100.000 đến 150.000 USD
- f. Trên 150.000 USD
- g. Từ chối trả lời



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## **Appendix 2:**

# Case Studies

Broadway Corridor

# FRAMEWORK PLAN

Development Case Studies | August 2015



Broadway Corridor

# FRAMEWORK PLAN

Development Case Studies | August 2015





# Case Studies

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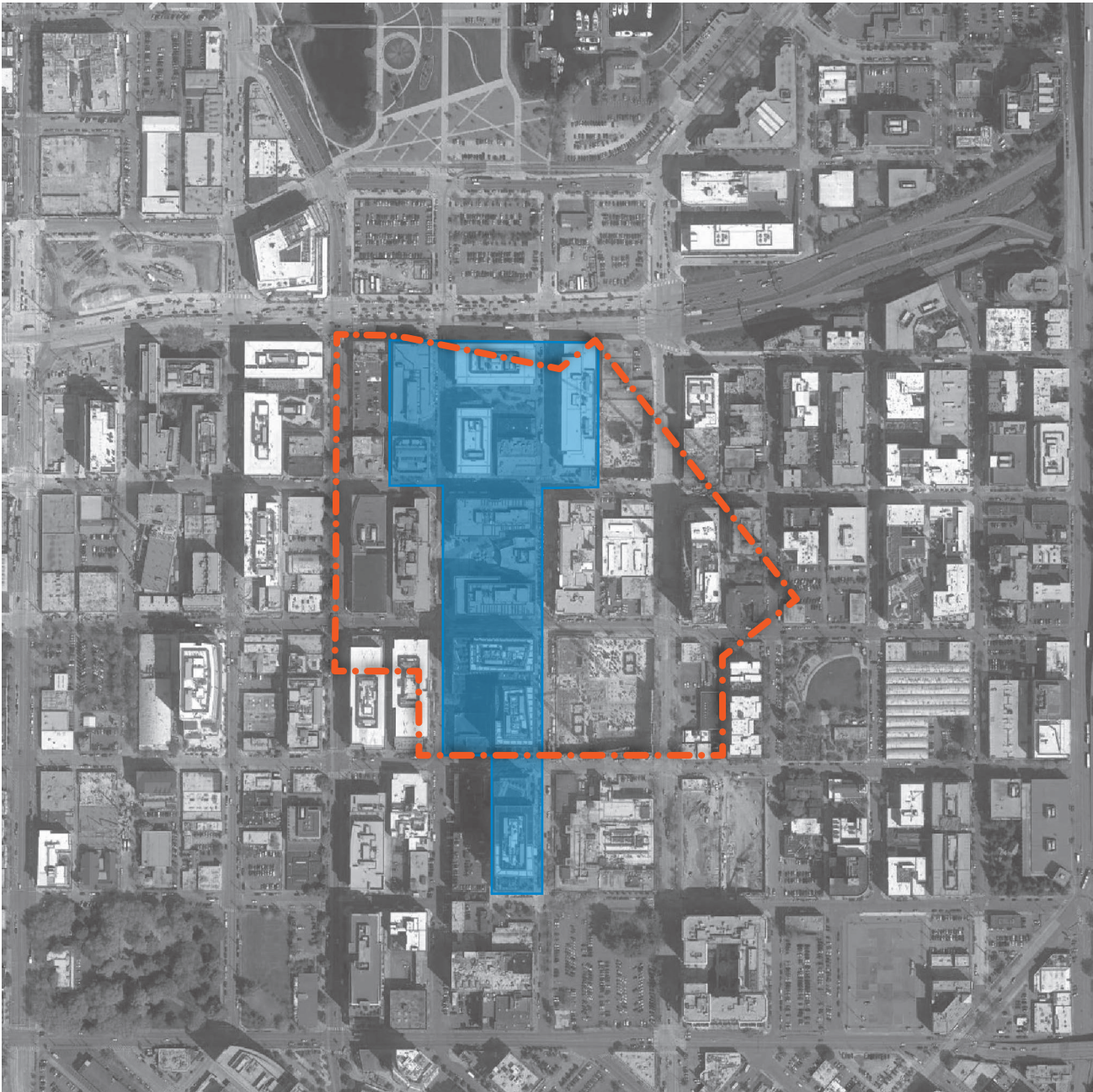
# Guiding Principles

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The project Guiding Principles were developed in concert with PDC and the members of the Technical and Stakeholder Advisory Committees, and considering input received during the public outreach process. The Case Studies that follow illustrate how similar development projects have achieved many of these principles.

- 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.





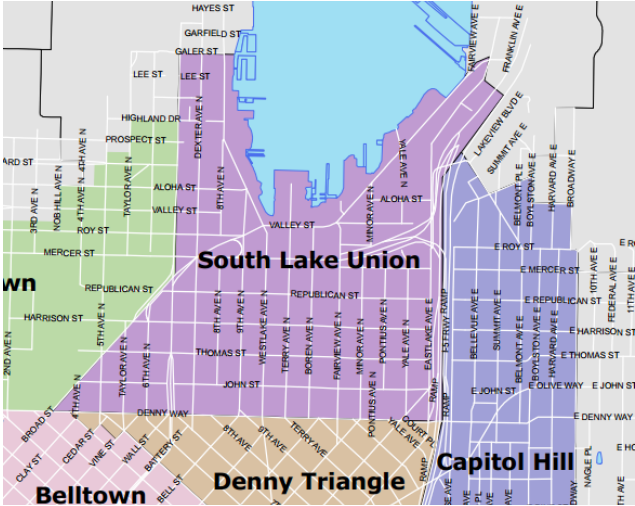
Scale Comparison, Amazon Headquarters; part of the larger South Lake Union Urban Center. Refer to District Plan, below.

1" = 500'-0"

0' 250' 500' 750'

⊕

DEVELOPMENT STATISTICS (TO DATE)	
Land Area	340 ac
Open Space	12 ac Lake Union Park + other smaller open spaces
Program	
Office	2,800,000 sf
Biotech	1,200,000 sf
Housing	4,300 units
Retail	312,000 sf







Aerial Photo, South Lake Union

## SOUTH LAKE UNION | SEATTLE, WA

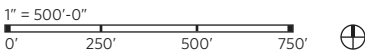
Public-private investments in open space and transit played a critical role in revitalizing South Lake Union and laid the groundwork for one of the largest corporate expansions in Downtown Seattle. Formerly an underutilized collection of historic warehouses north of the City's central business district, South Lake Union has emerged as a major employment hub after significant public and private investment beginning in the late 1990s. Private-sector interests, primarily driven by Vulcan, Inc., The largest property owner in the area, recognized the value of quality transit and open space. In addition to public funds, private interests contributed \$25.7 million for the South Lake Union Streetcar through a Local Improvement District and \$20 million for the construction of Lake Union Park, a 12-acre, well-programmed

waterfront park. Since 2005, over \$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. By 2019, Amazon is anticipated to have 40,000 workers in the district earning nearly \$3.8 billion in salaries and with a retail spending potential of \$722 million. Other major employers in the district include University of Washington Medicine, Fred Hutchinson Cancer Research Center, Group Health, PEMCO, and others. Over the next 20 years, the project 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.





Scale Comparison, 5M



DEVELOPMENT STATISTICS	
Land Area	4 ac
GFA	1,500,000 sf (Est.)
FAR	8.6 (Est.)
Open Space	55,000 sf public OS + 34,000 sf privately-owned OS
Program	
Office	614,000 sf
Housing	688 units
Active Ground Floor	50,000 sf



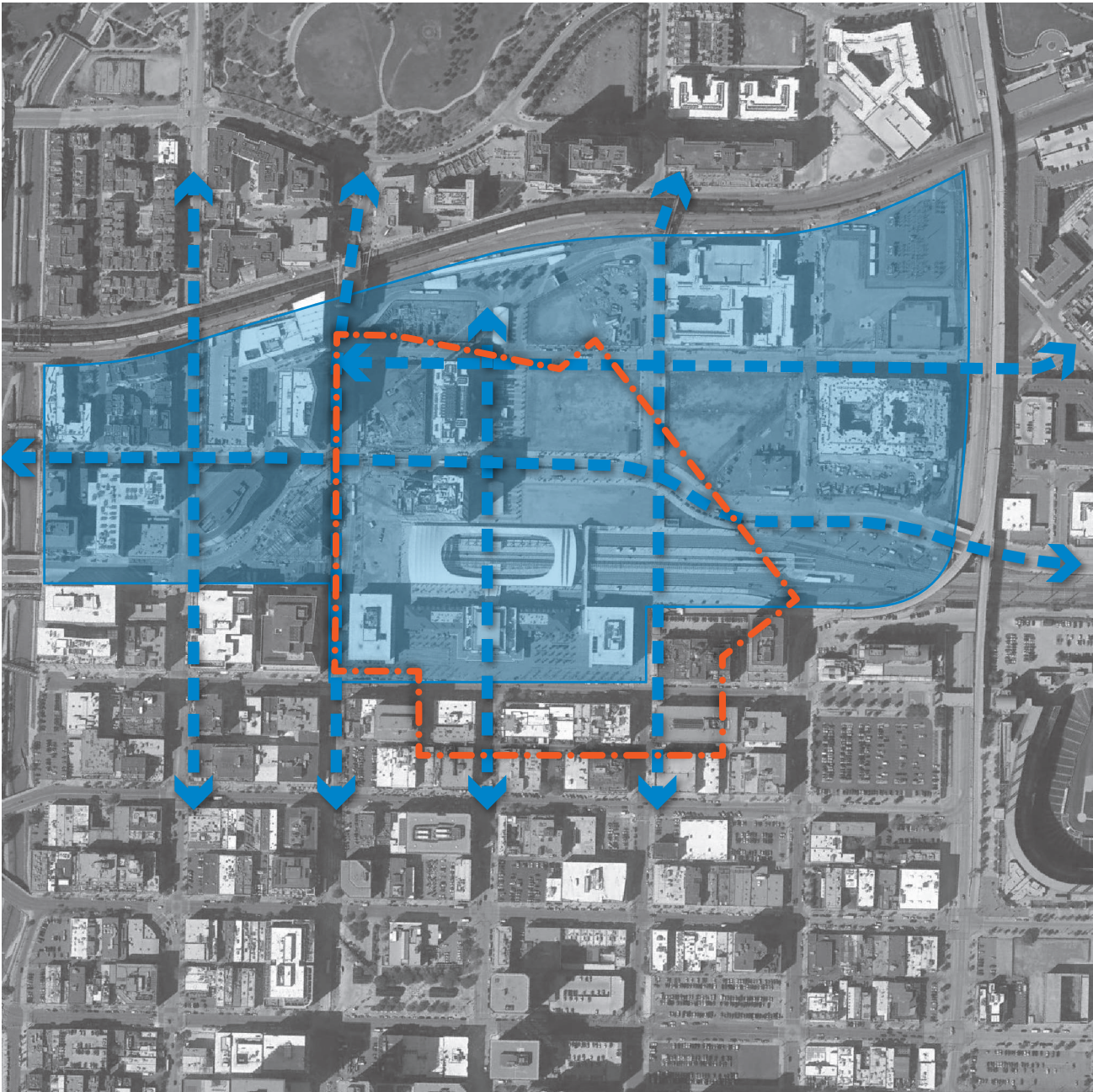
Concept Rendering, 5M

## 5M | SAN FRANCISCO, CA

Since 2009, the Forest City development group has undergone an innovative approach to developing a master plan for a 4 acre site nestled behind the San Francisco Chronicle building at the intersection of the SoMa and Mid-Market neighborhoods. The 5M project started by repurposing the underutilized Chronicle and other adjacent buildings through partnerships to activate the space with more than 2,500 artists, entrepreneurs, community members, and existing businesses. Through this process, the project has created a grassroots design process to develop a framework from the ground up. Located blocks away from the MUNI, BART, Caltrain, and eventually the Central City subway, as well as numerous bus lines, the project adds to its existing transit focus with a comprehensive transportation demand management

program of bicycle infrastructure, real time transit information, and transit pass program for tenants. By 2017, a phased development based on community-driven goals will start to transform the area into a mixed residential, office, open space, and education district. The design focuses on diversity and density of building types and uses, activating the public realm with gathering spaces for community events and other programming, revitalized streetscapes and alleyways, and preserving key historic landmarks. Other community benefits focus on affordable housing (20% on-site, 80% off-site), childcare, youth and job training programs, 3,600 new full-time jobs, a community and arts center, and \$10 million in community impact fees.

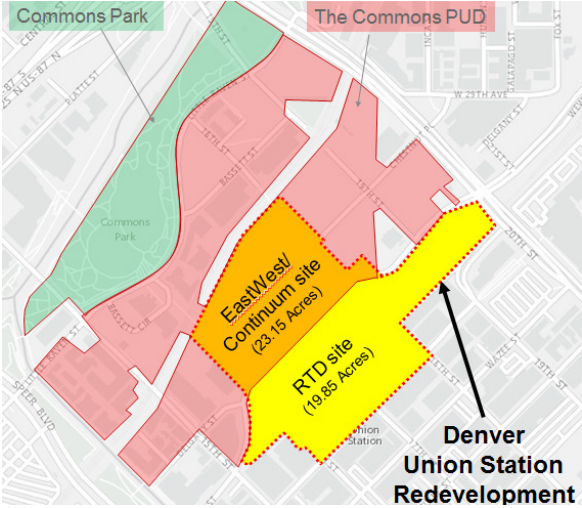




Scale Comparison, Denver Union Station Redevelopment Area; part of the larger district revitalization. Refer to District Plan, below.

1" = 500'-0"  
0' 250' 500' 750'

DEVELOPMENT STATISTICS (TO DATE)	
Land Area	90 ac (Est.)
Open Space	19 ac Commons Park + other smaller open spaces
Program	
Office	2,500,000 sf
Housing	1,800 units
Retail	115,000 sf
Parking	







Concept Rendering, Denver Union Station

## UNION STATION + THE COMMONS | DENVER, CO

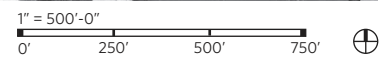
In Denver's new Union Station/Riverfront Park neighborhood, investments in a signature open space and connectivity provided the preconditions for a district-wide transformation. The new neighborhood is situated in a former rail yard and is isolated by physical barriers such as rail lines, the South Platte River, and a major limited-access highway. Since the first feasibility study was 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. Commons Park, a 19-acre signature open space, was paid for by the City of Denver and philanthropic

foundations whereas four pedestrian bridges were funded by the City and the private developers in the district (via a special assessment through the Central Platte Valley Metropolitan District). As of 2014, over 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. Recently completed residential projects are near the top of the local market with average rents reaching \$2.33 PSF, topping comparable buildings in adjacent downtown neighborhoods, where average rents are approximately \$2.14 PSF.





Scale Comparison, Lloyd District Development Projects



DEVELOPMENT STATISTICS - PHASE I	
Hassalo on Eighth (2013-2015)	
Land Area	4.5 ac
Open Space	-
Program	
Office	270,000 sf (refurbished)
Housing	657 units
Retail	58,000 sf

DEVELOPMENT STATISTICS - PHASE II	
Oregon Square (2016-2018)	
Land Area	4 ac
Open Space	100,000 sf
Program	
Office	-
Housing	944 units
Retail	53,000 sf





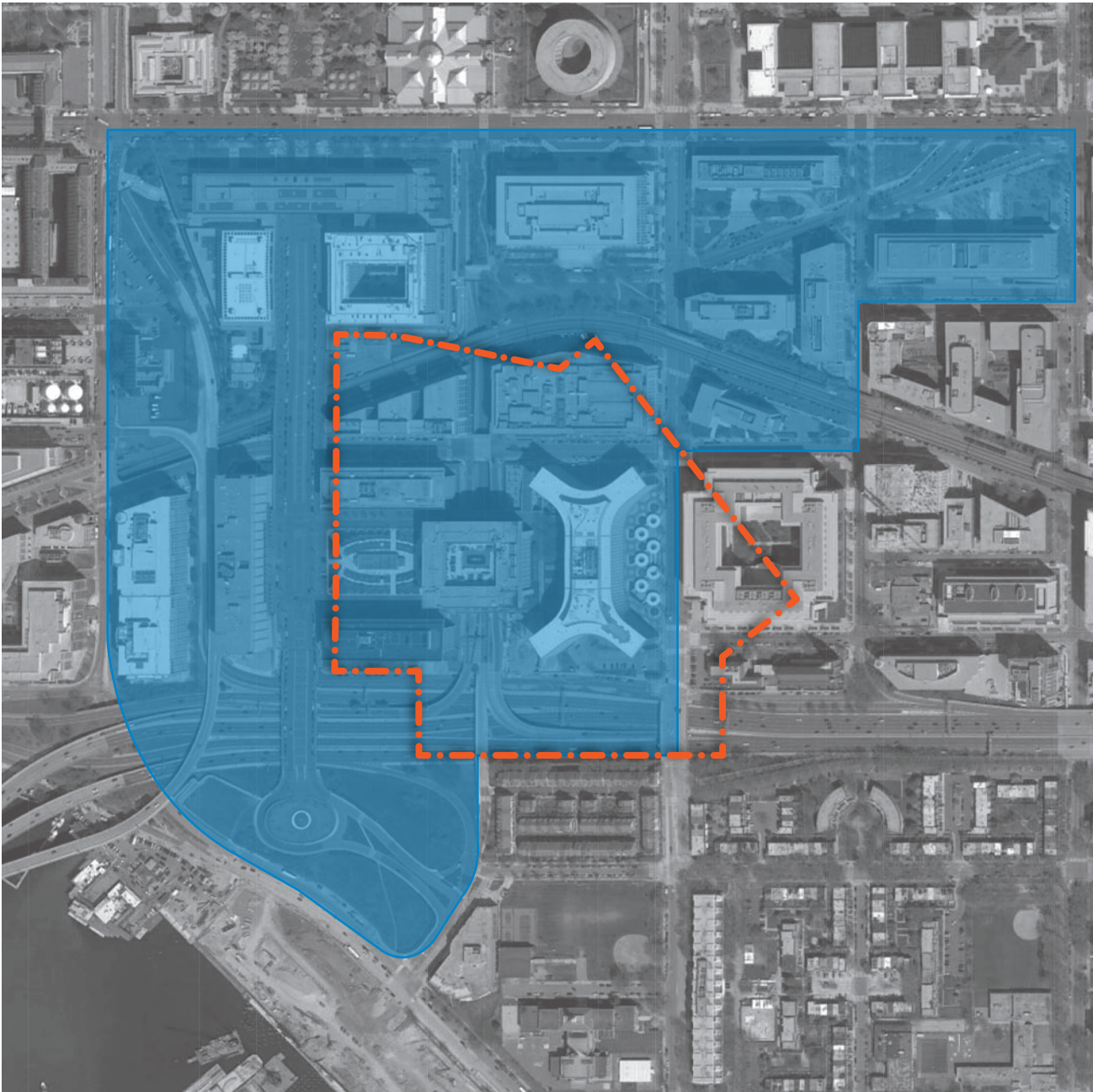
Concept Rendering, Oregon Square

## LLOYD DISTRICT | PORTLAND, OR

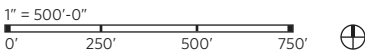
The Lloyd District development consists of two phases, the first of which, Hassalo on Eight is expected to be completed in September 2015. Located on one of Portland's rare "super-blocks", Phase 1 includes the renovation of an existing office tower and the development of three residential buildings with ground floor retail, underground parking, and over 1,000 bicycle parking stalls. Adjacent to the Lloyd Center Mall and Oregon Convention Center, the predominately commercial neighborhood is currently home to 25,000 jobs, but only 1,000 residents. Once complete, the project will almost single-handedly reach Portland Central City 2035 plan's goals of 5,000 residents. Each individual

building is targeting LEED Platinum, and the entire Phase 1 project is seeking LEED-ND certification with such features as rainwater harvesting and treatment, the nation's first natural organic recycling machine (NORM), which will recycle 100% of the project's gray and black water, district energy, daylighting, and access to public transportation. Located directly south of Phase 1 on another super-block, Oregon Square will replace four low-rise office buildings with four new mixed-use retail and residential towers, ranging from 10 to 32 stories tall, around a 100,000 sf privately-owned, "porous" public square. Phase 2 is expected to break ground in 2016.





Scale Comparison, SW Eco-District



DEVELOPMENT STATISTICS	
Land Area	110 ac
GFA	10,800,000
Gross FAR	2.25
Open Space	14.3 ac
Program	
Office	7,900,000 sf refurbished + 1,000,000 sf new construction
Housing	1,200 units
Hotel	600 rooms
Retail	100,000 sf





Concept Rendering, Oregon Square

## SW ECO-DISTRICT | WASHINGTON, D.C..

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. The proposed district plan, adopted in January 2013, will support new urban infill development decked over railway and highway infrastructure, new streetscapes and open spaces, new public transportation facilities, and innovative energy infrastructure. The plan calls for the development of new office and mixed-use through rehabilitation, repurposing,

and redevelopment. 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.



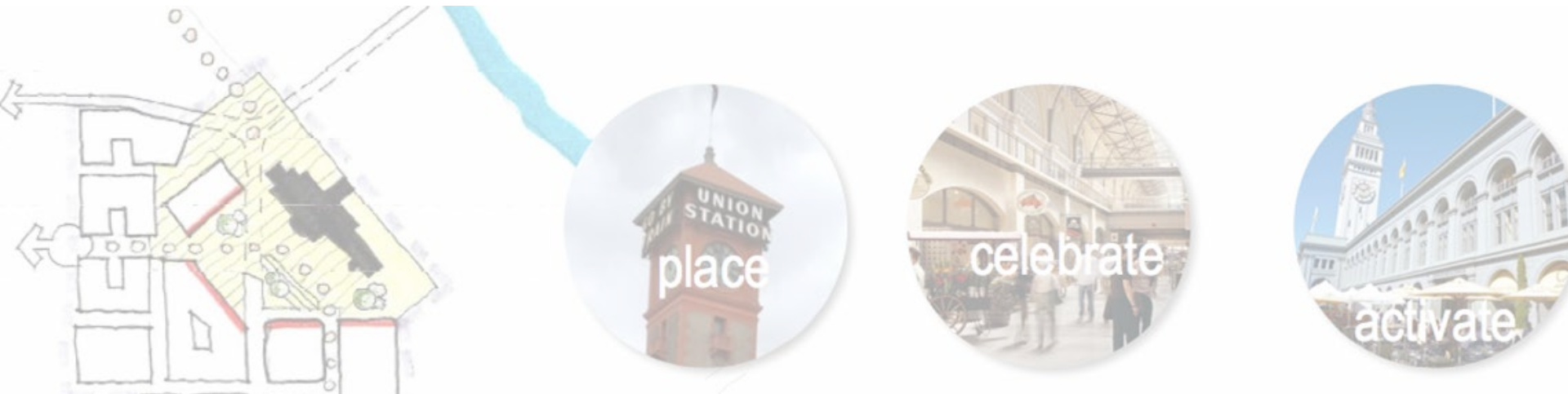


**Appendix 3:**  
Market  
Assessment

# Broadway Corridor Framework Plan Development

Market Analysis Summary Report

July 2015



# Purpose of Deliverable

This summary report provides market context that will inform the development alternatives for the Broadway Corridor. It includes data and information on past development trends and the current pipeline of development. The analysis also provides current market data for retail and hotel development. The geographies for the data vary slightly, but generally focus on Portland's Central City (and West Quadrant). The amount of demand that the study area might capture will be dependent upon the design, amenity, and public goals for the site's development in addition to larger economic conditions, and will be identified at a later date.

This summary data lays the groundwork for the development feasibility analysis, which HR&A (another Broadway Corridor team member) will lead. This later work will provide a refined set of implications for the market viability, mix, and amount of different use types in the Broadway Corridor.

The outline of this report is as follows:

Housing: Trends and Outlook for Development

Housing Development Trends

Office Development Trends

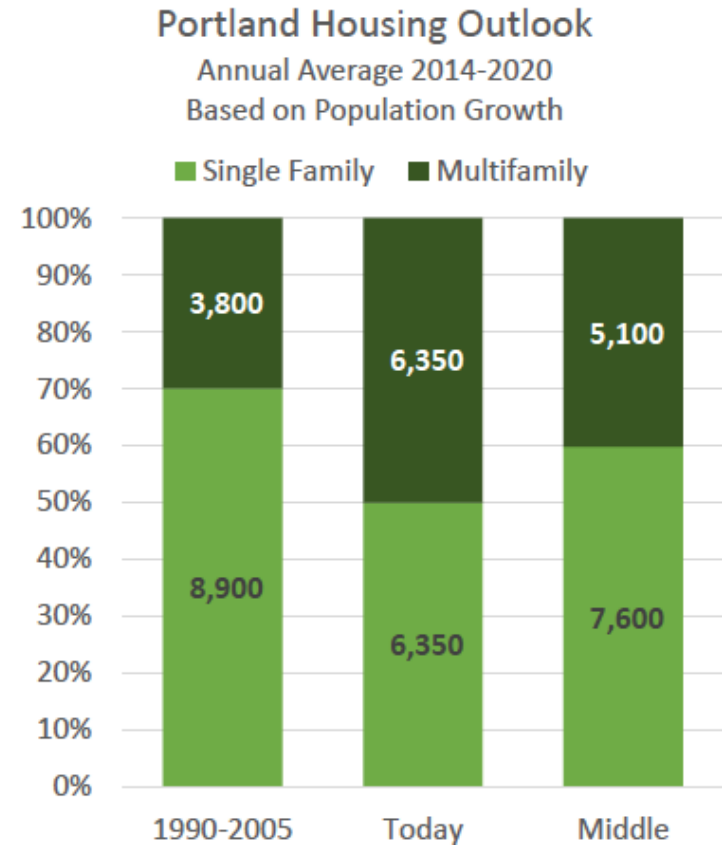
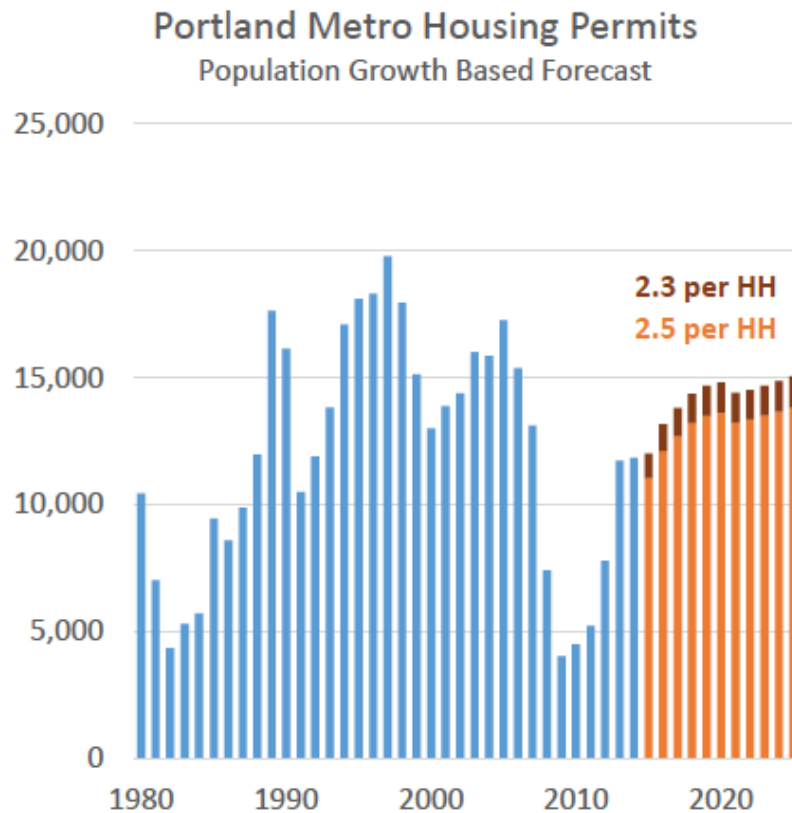
Hotel and Retail Market Trends

# **Housing: Trends and Outlook for Development**



# Regional Housing Outlook:

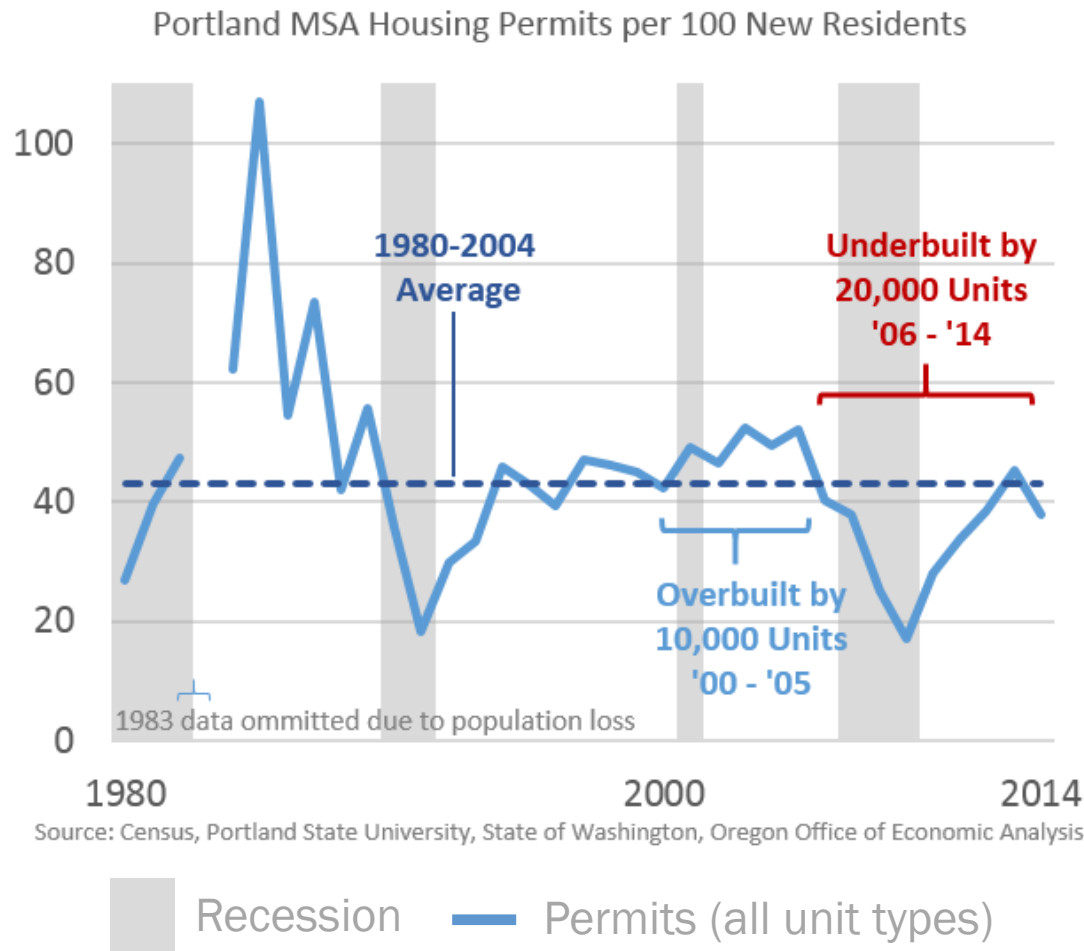
Continued population growth and demand for multi-family housing units



According to the Oregon Office of Economic Analysis, housing permit activity in the Portland metro region is expected to average 5,100-6,400 multifamily units/annually until 2020.

# New Construction and Population Growth:

Recent boom in housing helped the region play catch-up

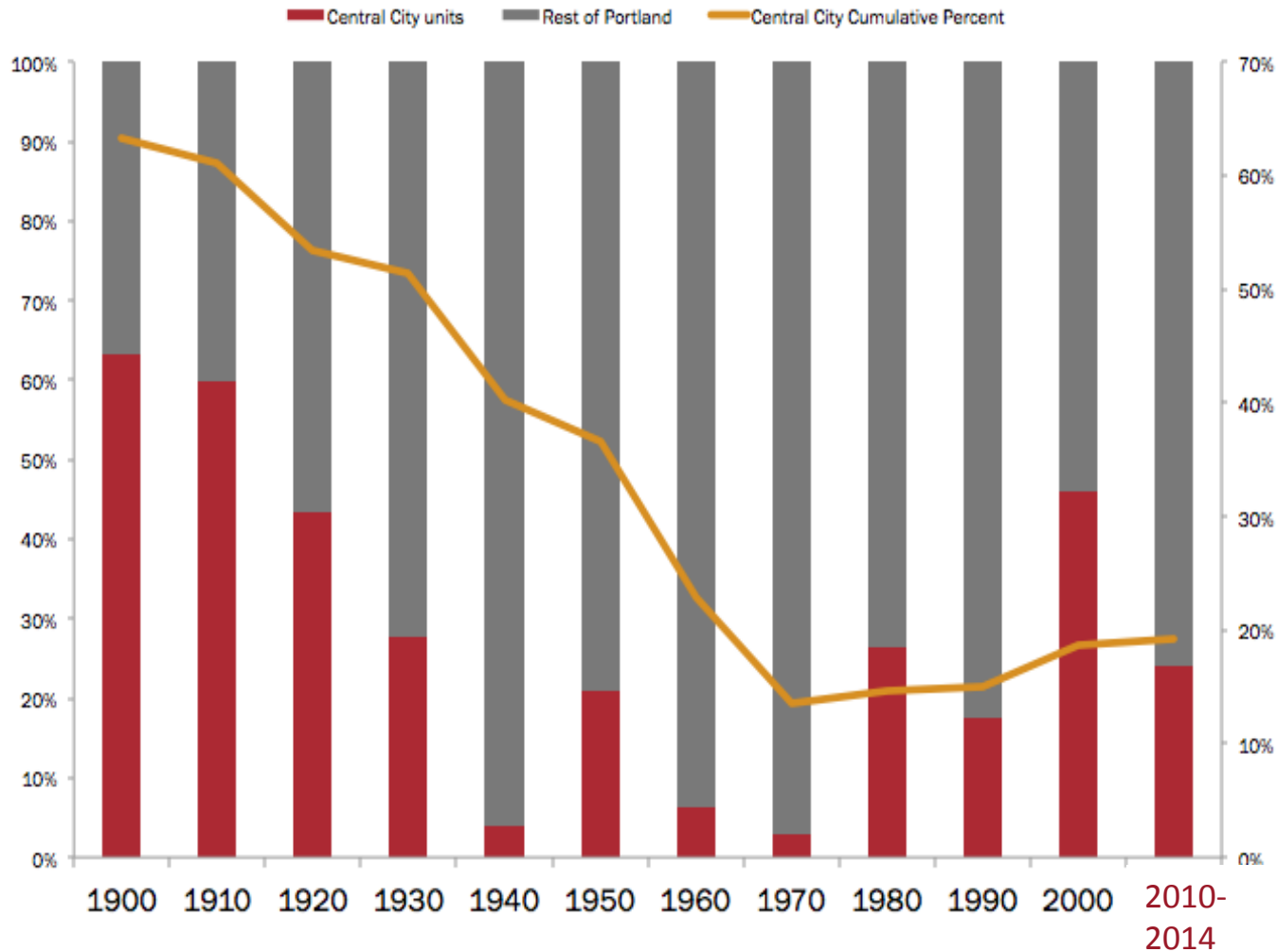


Between 2006 and 2014, housing construction in the Portland MSA stalled. Oregon Office of Economic Analysis, estimates that the region underbuilt housing by 20,000 units.

Source: Census, Portland State University, State of Washington, Oregon Office of Economic Analysis

# Multifamily Units Developed:

Central Portland's share slowly increases, relative to Portland.



The share of multifamily units in downtown Portland is slowly increasing within the City of Portland.

Source: REIS

# Looking forward 20 years

By 2035, Metro's urban growth report forecasts an additional:

- 400,000 people
- 260,000 jobs
- 120,000 multifamily units
  - 61% of new units

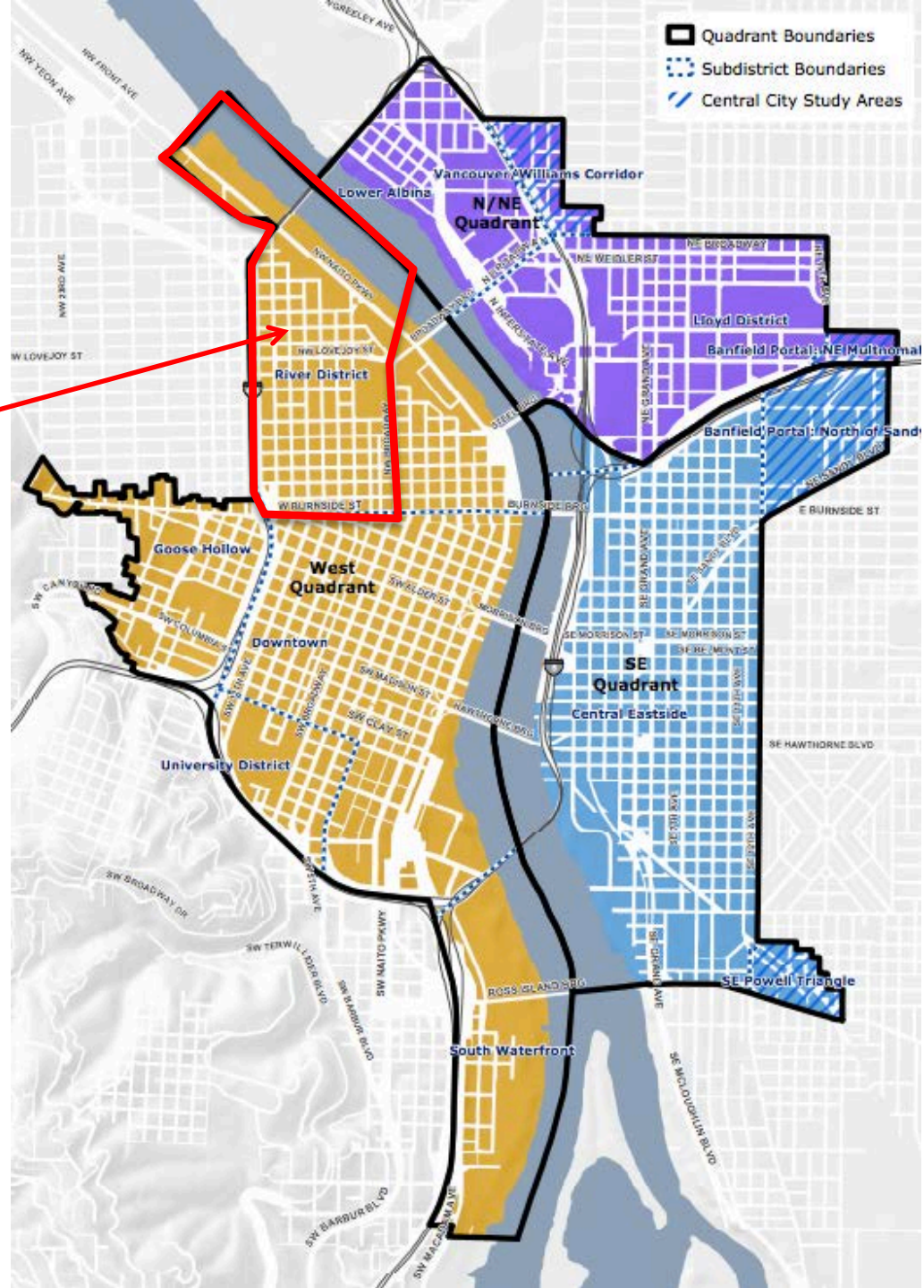
Note: These totals are the middle/baseline forecast.



# Portland's Central City

Pearl District  
245 acres

0.3% of  
Portland's  
total  
92,000  
acres



# Guidance for housing projections

## from Metro's UGR (2014) and the West Quadrant Plan (2014)

The Metro Urban Growth Report estimates 120,000 new multifamily units in the region by 2035. The West Quadrant Plan sets a vision for increased employment and residents in the West Quadrant to result in jobs to housing ratio of 1 to 1.

	Multifamily units needed by 2035 (increment)	% of region total	Extrapolated Annual Avg Units
<b>Metro UGR Estimate</b>			
Metro Region (2015-2035)	120,000	100%	3,500
<b>West Quadrant Plan Goals</b>			
West Quadrant (2010-2035)	23,000	19%	920
Pearl District (2010-2035)	5,000	4%	200

Goal: 5,000 new housing units in the Pearl District (annual average construction of 200 units per year) by 2035.



Housing
  Commercial
  Institutional
  Potential Green Loop Alignment and/or Key East-West Connection

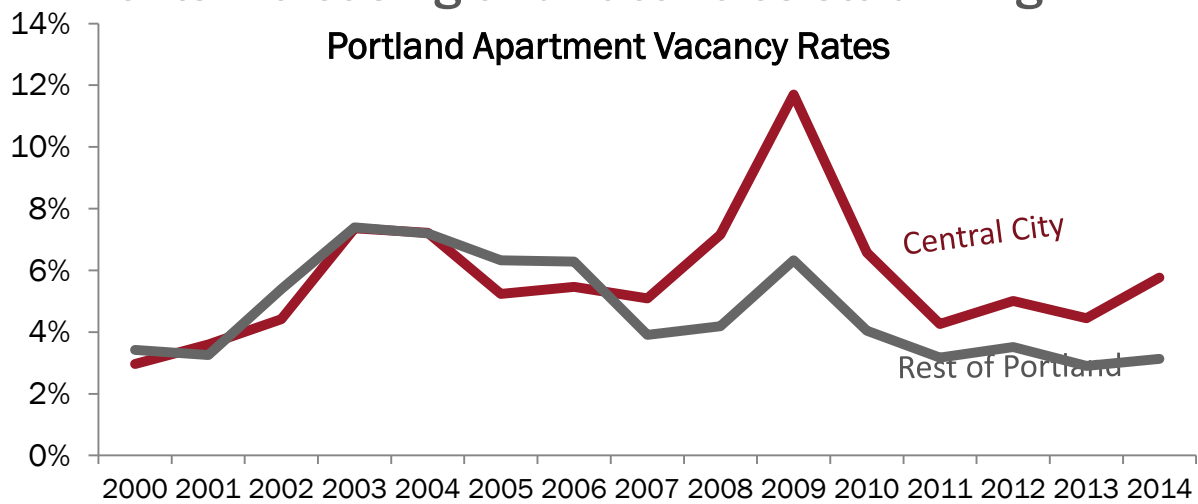
# **Housing Development Trends**



# Multifamily Trends - Central City:

## Rents increasing and vacancies stabilizing

### Portland Apartment Vacancy Rates



Source: REIS

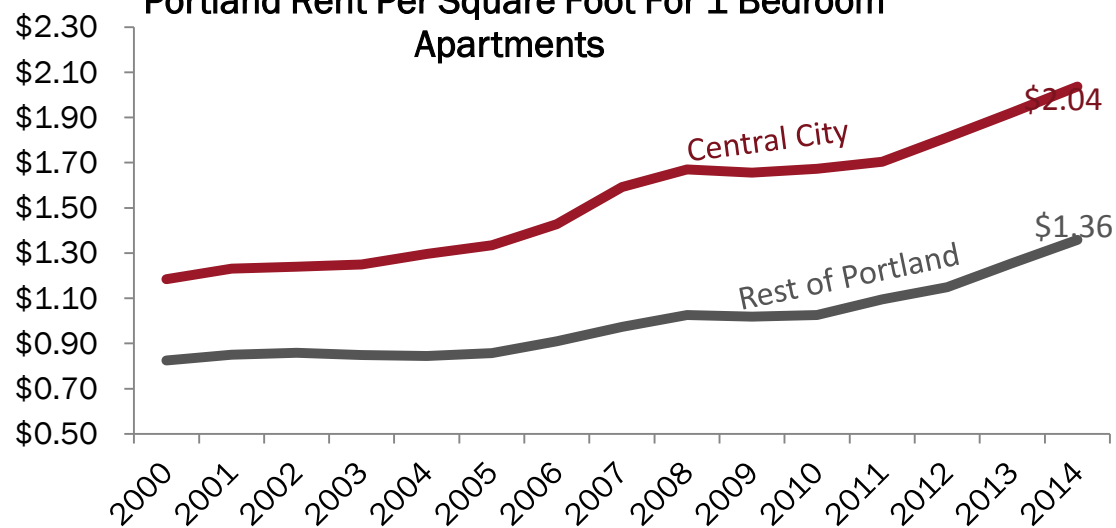
### Spring '15 apartment vacancies

NW Portland: 3.4%

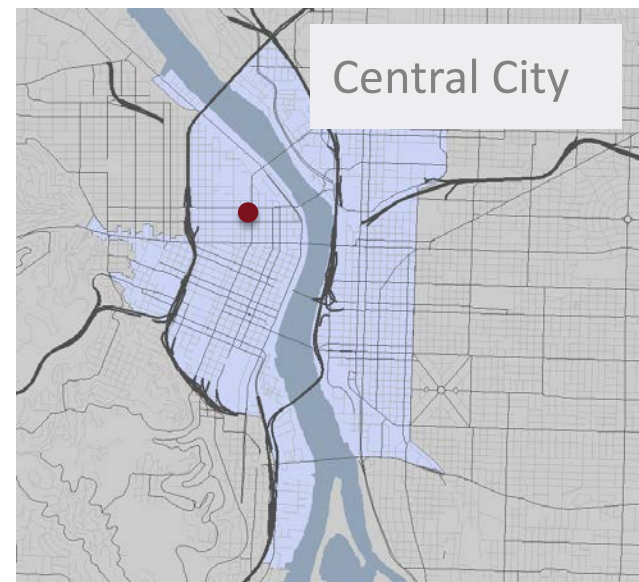
Downtown: 5.1%

The 2015 Barry Apartment Report predicts vacancies will settle somewhere between 4 percent and 4.75 percent in 2016.

### Portland Rent Per Square Foot For 1 Bedroom Apartments



Note: These data include affordable housing.





# Average rents 1-bedroom



Source: CoStar.

# 2015 Apartment Rent Ranges

Portland, 2014

Units built since 2012 command a premium over the average in the Central City.



# Pearl District Comparable Properties

Units built since 2012 command a premium over the average in the Central City.



The Janey (2012)  
NW 11<sup>th</sup> and Everett  
OBR: \$3.11-\$3.53  
1BR: \$2.61-\$3.01  
2BR: \$2.26-\$2.89



The Parker (2014)  
NW 12<sup>th</sup> and Quimby  
1BR: \$2.73-\$3  
2BR: \$2.26-\$2.89

# Assumed Rents

Based on discussions with developers

## Medium Rise

- Studio: \$3.20
- 1-bed: \$3.00
- 2-bed: \$2.75

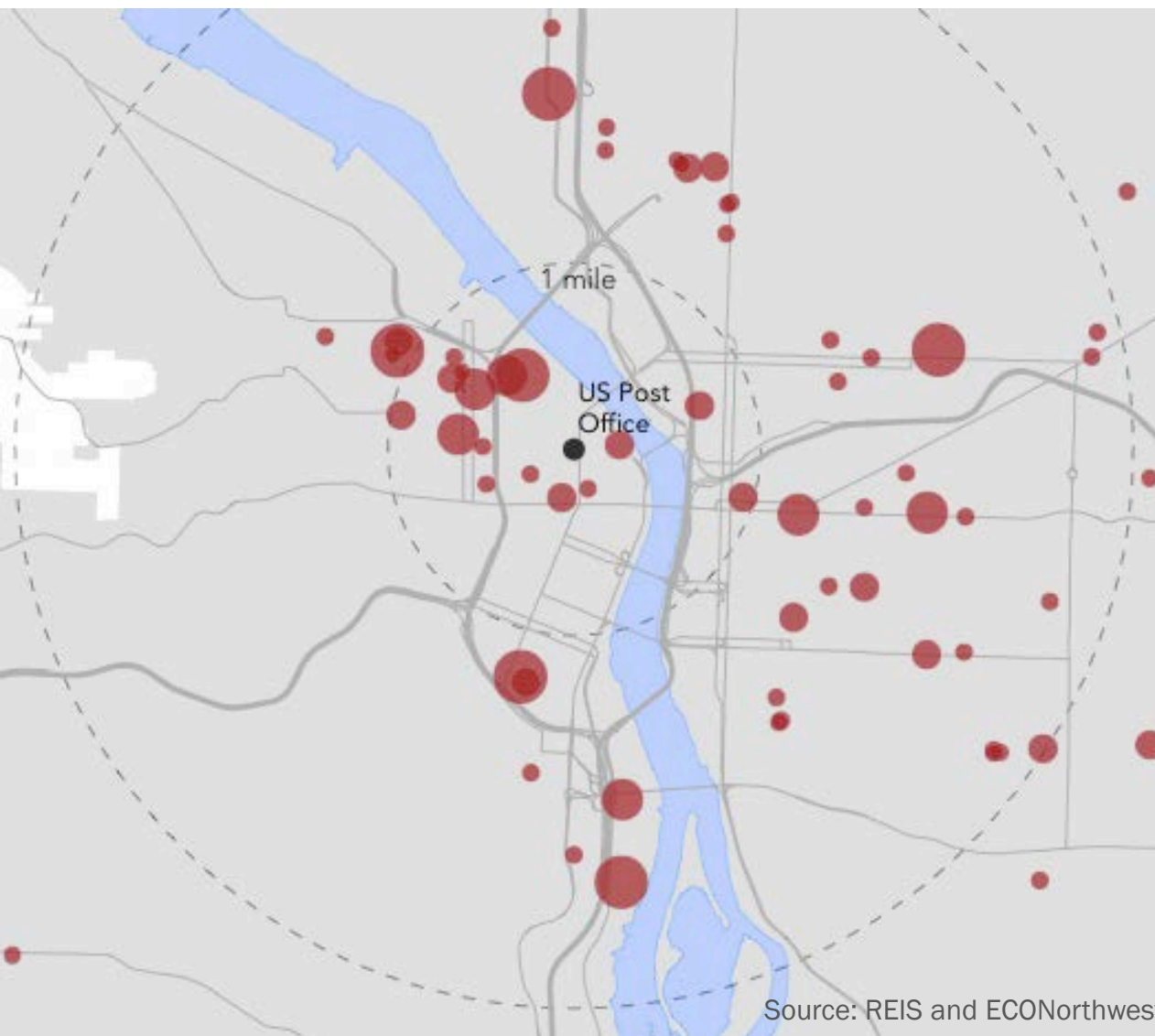
## High Rise

- Studio: \$3.50
- 1-bed: \$3.20
- 2-bed: \$2.90

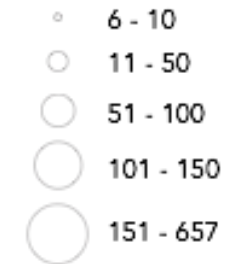


# New Multifamily Construction Since 2012

*Within 3 miles of USPS site*



## Number of Units



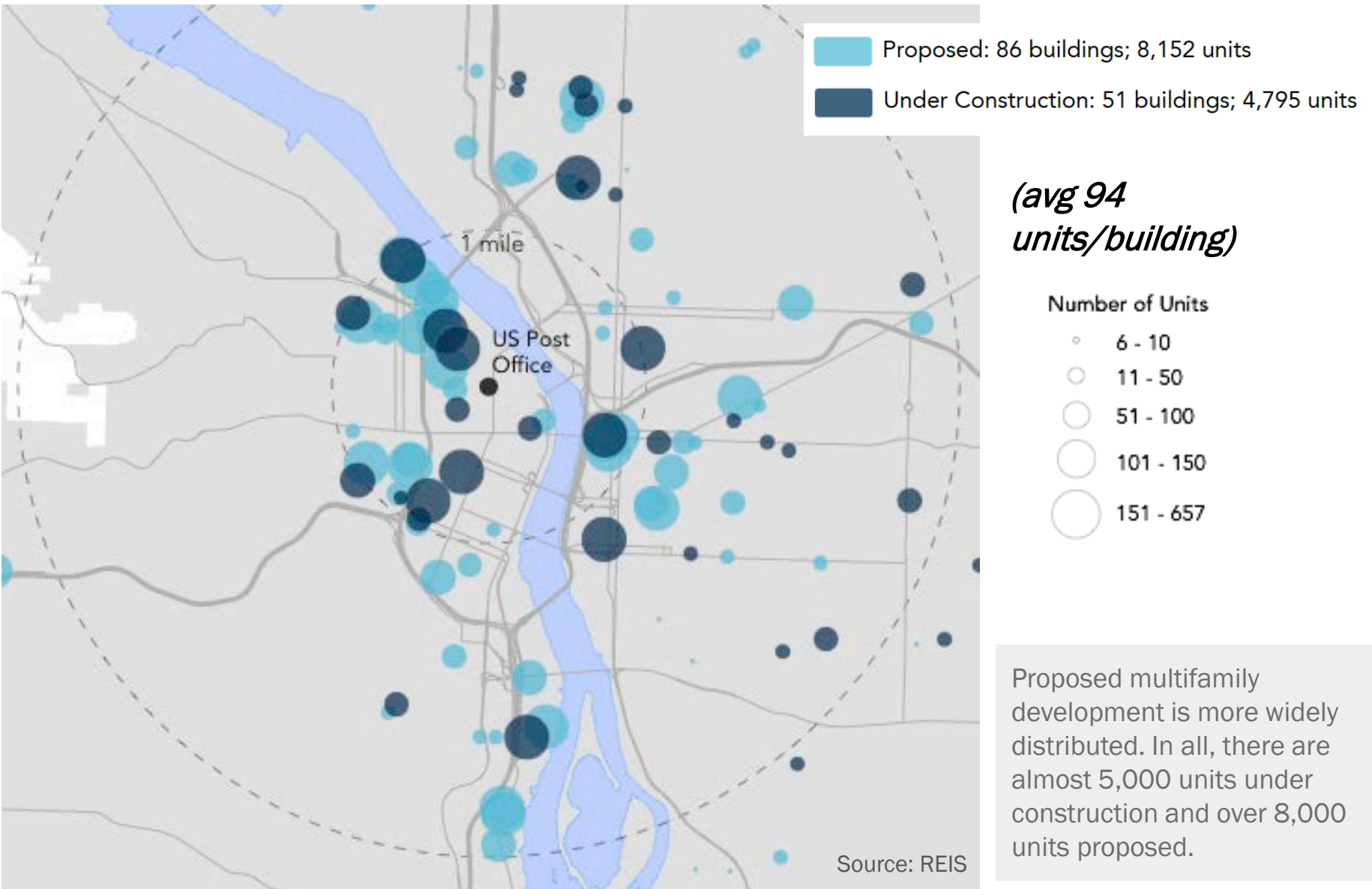
**78 buildings,  
4,519 units**

***(avg 58  
units/building)***

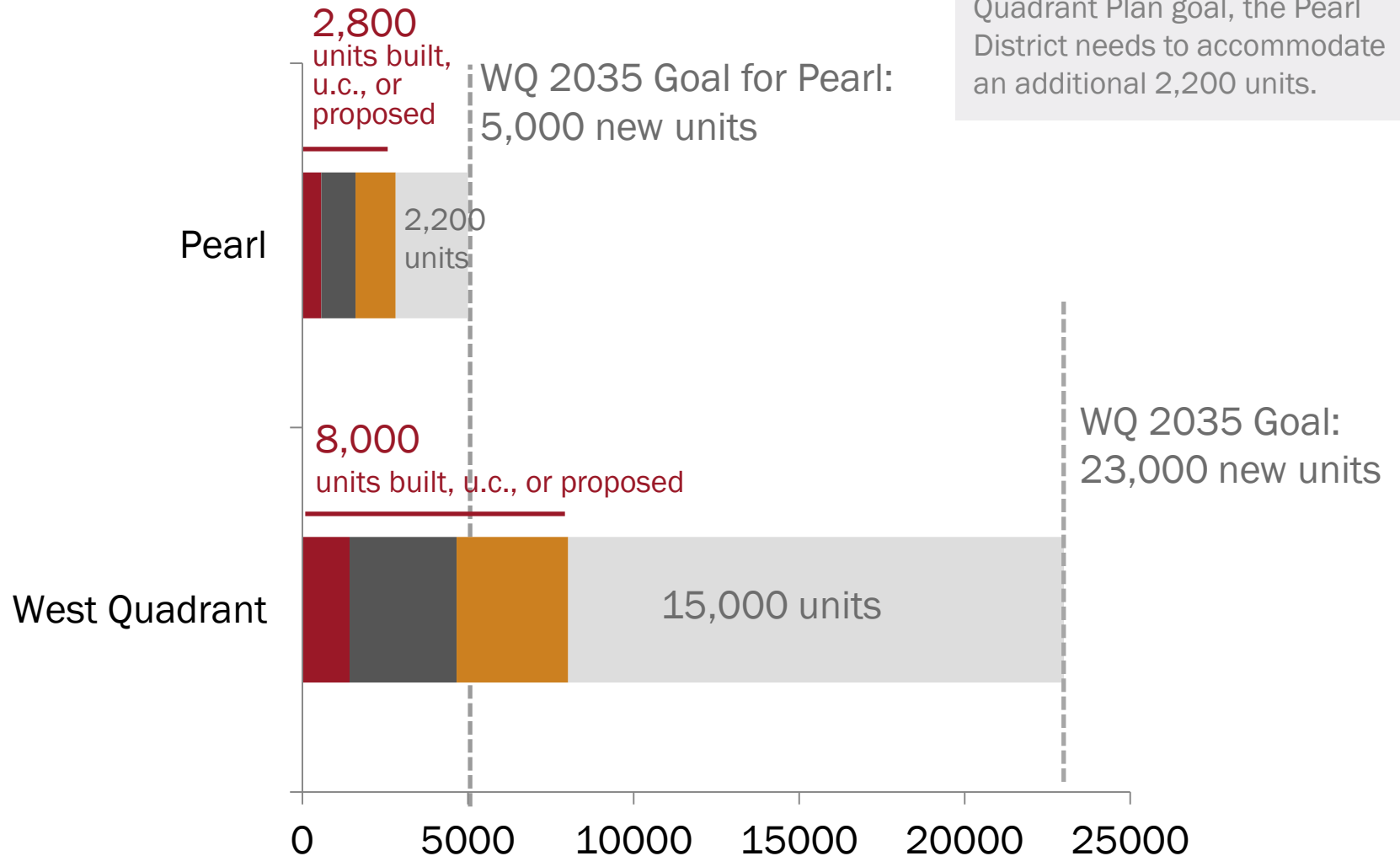
Most new multifamily construction since 2012 has occurred in NW, inner SE, and inner NE.

# Multifamily Development,

*Proposed/Under Construction, Within 3 miles of USPS site*



# West Quadrant Multifamily Construction from 2010



Note: U.C. = under construction

# Condos

- Rising prices and dearth of supply
- Factors impacting condo development
- Willing lenders – risk aversion
- Willing/able developers – presale expectations
- Housing costs (rent vs. own)



Cosmopolitan on the Park (Hoyt Street Properties) (1130 NW 10th Avenue)–28-story, \$108 million, 150-unit buildings, scheduled to be completed in 2016. Photo credit: BOORA Architects



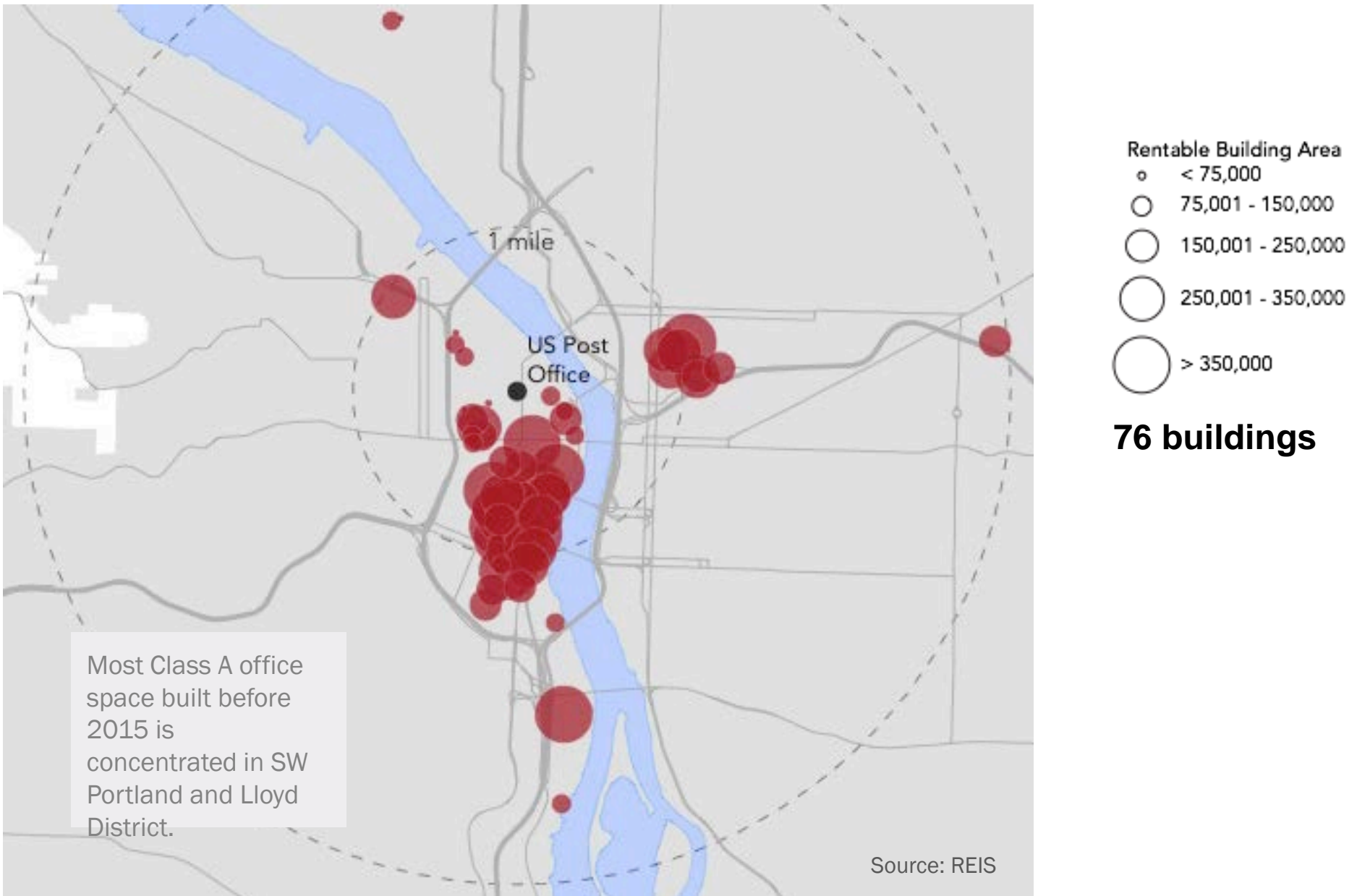
# Implications

- Housing market supply stabilizing in the region, but interest will likely remain strong in Pearl, given recent development activity.
  - Timing of entry into the pipeline will matter
- Advantages of this area include, proximity to existing employment, achievable rents/sales prices, transportation options, and a range of amenities

# Office Development Trends

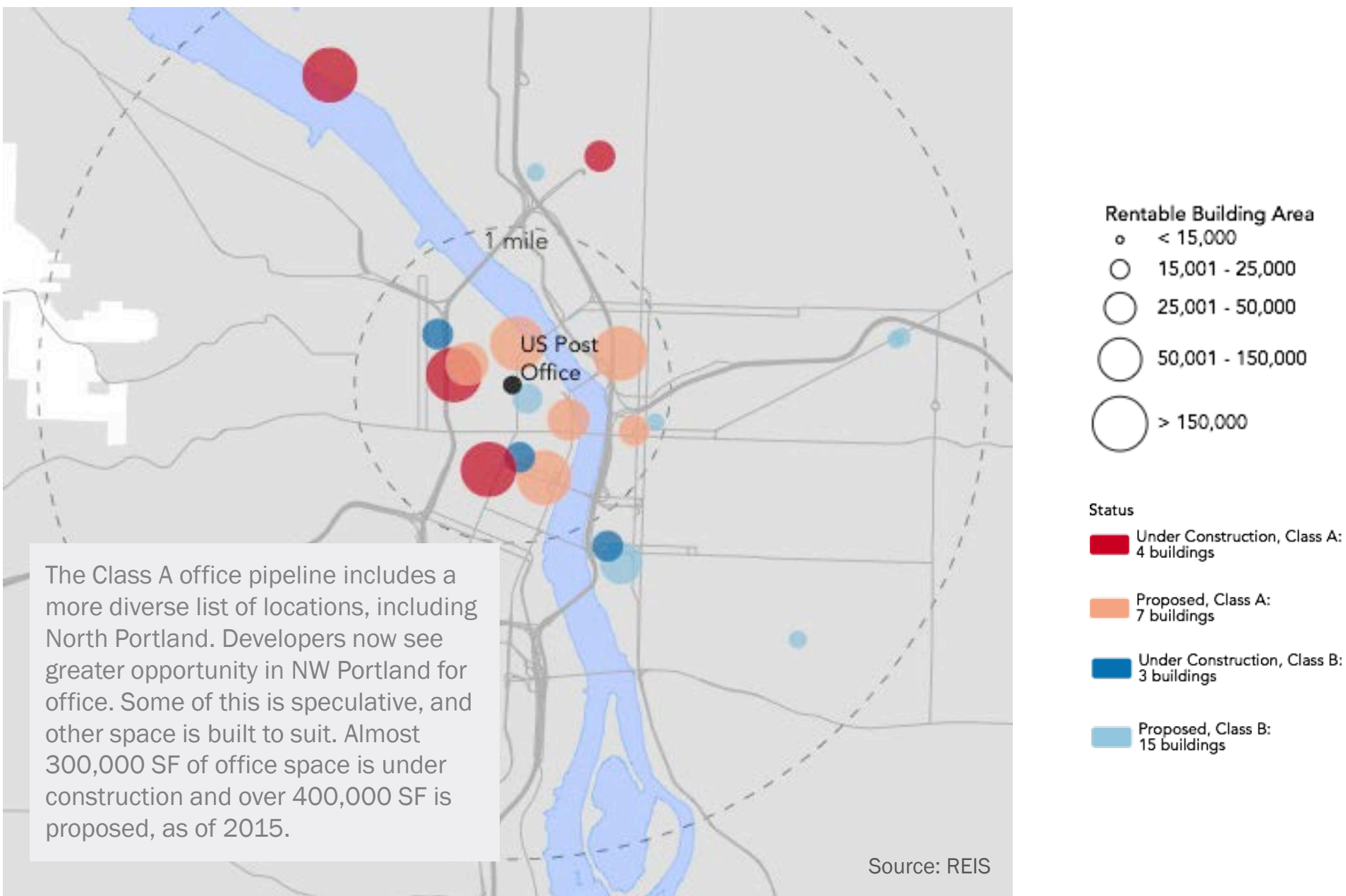
# Existing Class A Office Development, by Size

*Within 3 miles of USPS site*



# Class A/B Office Development, by Size

*Proposed/Under Construction, Within 3 miles of USPS site*



The Class A office pipeline includes a more diverse list of locations, including North Portland. Developers now see greater opportunity in NW Portland for office. Some of this is speculative, and other space is built to suit. Almost 300,000 SF of office space is under construction and over 400,000 SF is proposed, as of 2015.



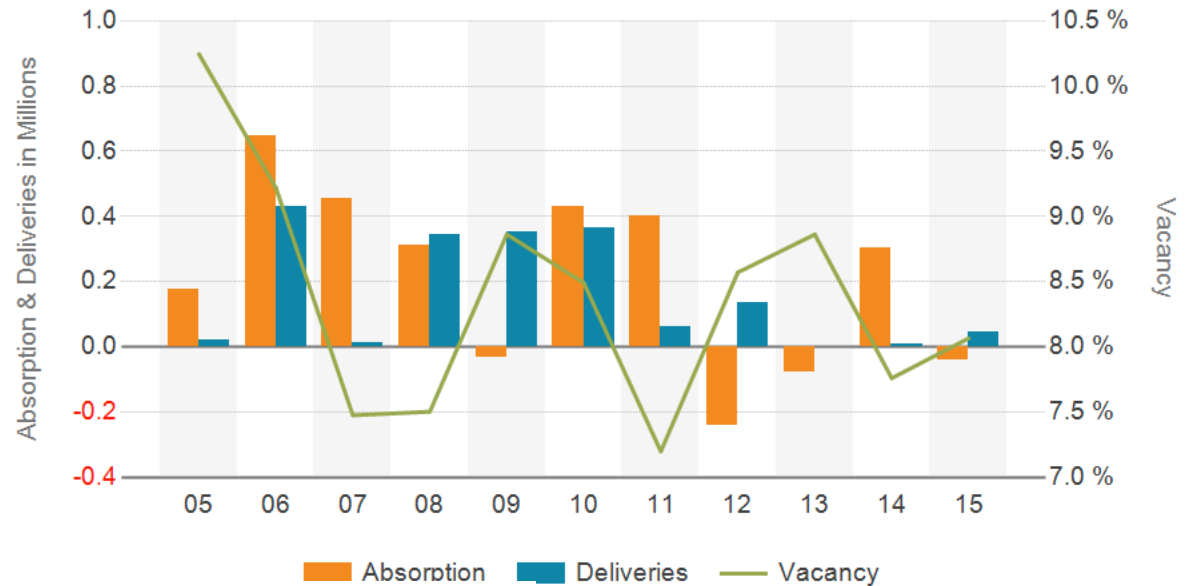
# Central City Office – Proposed and Under Construction

<b>Building Name</b>	<b>Building Address</b>	<b>Buildin g Class</b>	<b>Rentable Building Area</b>	<b>Building Status</b>
6th & Davis	134 NE 6th Ave	B	24,400	Under Construction
Block 8L	60 NW Davis St	A	90,991	Under Construction
Clay Creative	240 SE Clay St	B	72,000	Under Construction
Park Avenue West Tower	750 SW 9th Ave	A	220,889	Under Construction
Pearl West	1455 NW Irving St	A	155,000	Under Construction
Former Bank of the West	401 SW 5th Ave	B	34,749	Under Construction
Block 136 Offices	1200 NW Kearney St	A	74,316	Proposed
Block 28	OHSU Block 28	A	232,320	Proposed
Block 29	OHSU Block 29	A	360,000	Proposed
Industrial Home Building (Addition)	200 SE Martin Luther King Jr. Blvd	B	10,000	Proposed
Lot 5- 9th & Northrup	NW Northrup St @ NW 9th Avenue	A	170,000	Proposed
One Waterfront Place	1201 NW Naito Pky	A	247,673	Proposed
SolTerra	2422 SE 9th Ave	B	35,000	Proposed
The Fair-Haired Dumbbell	11 NE Martin Luther King Jr. Blvd	B	53,788	Proposed
Whidden & Lewis Bldg	403 NW 5th Ave	B	42,584	Proposed
The Caplan Building	500-598 SW 2nd Ave	A	325,000	Proposed
Knight Cancer Institute	Knight Cancer Institute R	A	332,000	Proposed
811 Stark	811 SE Stark St	B	26,600	Proposed

# Central City Office - Class A & B

Vacancies have stabilized at a healthy rate of 8% while deliveries/absorptions have slowed and rents have increased to an average of just above \$26 PSF. There are several buildings in the pipeline that will change the overall market dynamic.

## Vacancies and Absorptions – Central City Office (Class A&B)



## Rents (NNN)



Source: CoStar. Data pulled 7/9/15

# How do Jobs Compare to Vacancy Rates?



The vacancy rate has stabilized around 8% while the total number of jobs in the Central City has increased in 2009.

# Guidance for employment development from Metro's UGR (2014) / West Quadrant Plan (2014)

The West Quadrant Plan sets a vision for increased employment and residents in the Pearl to result in jobs to housing ratio of 1 to 1.

	Increment	% of region total	Annual Avg
Metro Urban Growth Report Estimate			
Metro Region	260,000	100%	6,350
West Quadrant Plan Goals			
West Quadrant	31,000	12%	1,240
Pearl District	4,000	2%	160

Goal: 4,000 new jobs in the Pearl District (annual average of 160 jobs per year) by 2035.





# Active Office Pipeline in the Central City

- 625,000 SF under construction, mostly Class A
- 2.7 million SF proposed
  - (*~1 million SF is OHSU-related*)



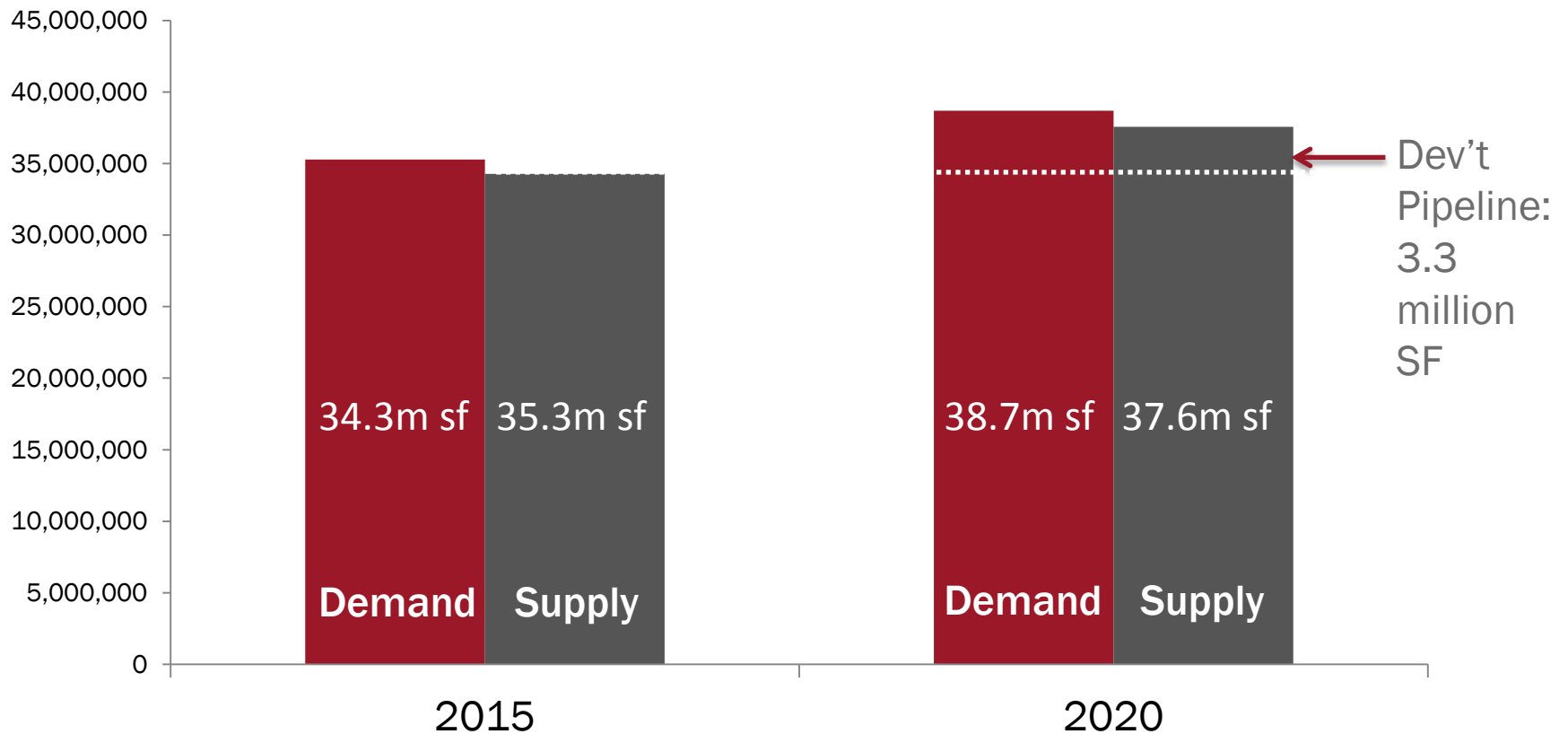
**Pearl West (2016)**  
**on 14<sup>th</sup> and Irving**  
Avg asking rent \$31/SF NNN



**Park Avenue West (2016)**  
Avg asking rent \$34/SF NNN

# Modeling Office Demand

By 2020, Oregon Office of Economic Analysis' forecast of 10,000 new Central City office workers will need 3.4 million SF of additional space (Class A&B). Based on an average number of square feet per office worker, the current pipeline of 3.3 million SF should be able to serve that additional demand.



# Implications

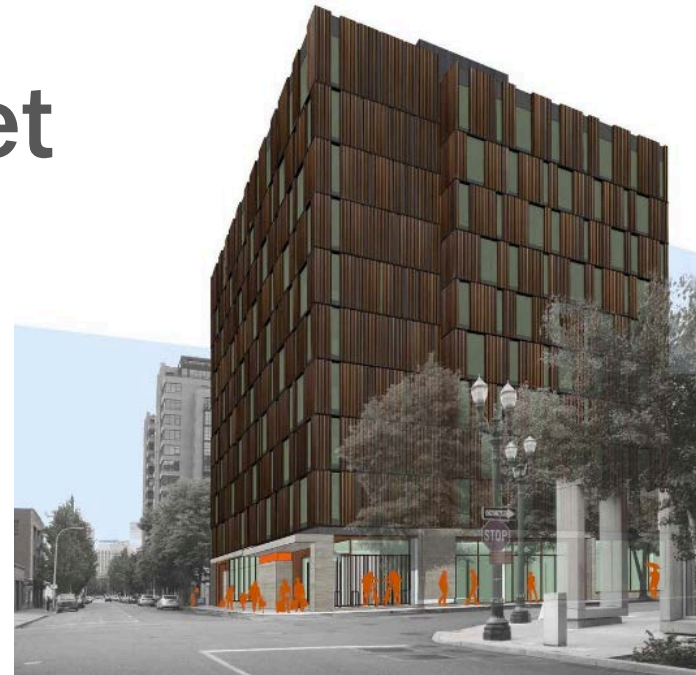
- Per City policies, the Broadway area is indicated as a prime location for new employment
- Spec office development in next 5 years is limited, given current pipeline
- Strategy alternatives include:
  - Try to attract a large anchor tenant
  - Let the market decide when spec office is viable
  - Publicly subsidized flex/maker/small business spaces
- The area is attractive for anchor tenants (i.e. Silicon Valley outposts, local companies looking to expand)
- How office is changing:
  - Institutional interest – which agencies might be looking to relocate or expand?
  - New development is catching up with employment growth
  - Shift in type of space most desired (lots of adaptive reuse, not a lot of traditional class A office is being built, addition of new class B buildings)

# Hotel and Retail Market Trends



# Central City Hotel Market

- 7,726 hotel units in the downtown market (includes South Waterfront and Convention Center) (2014)
- Average Daily Rate is \$160 (PBJ, Feb 2015)
- Occupancy rate: 76% (PBJ, Feb 2015)
- Since 2010: 544 rooms constructed
- Currently ~1400 rooms in 13 hotels under construction or proposed.
- Development market is volatile, hinging on many variables
- Three potential strategies:
  - Limited service, mid-scale hotel with lower rates
  - More upscale boutiques
  - New full service hotel.
    - Large hotels have not been developed on the West side for many years. Other cities in our size category with vibrant downtowns are adding significant larger hotels.
    - Larger block sizes could bring in larger hotels with conference space, but would compete with Lloyd District space.



Canopy by Hilton, a nine-story, 153 room hotel proposed at NW 9<sup>th</sup> and Glisan. Photo Credit: ZGF Architects.

## **Recently developed:**

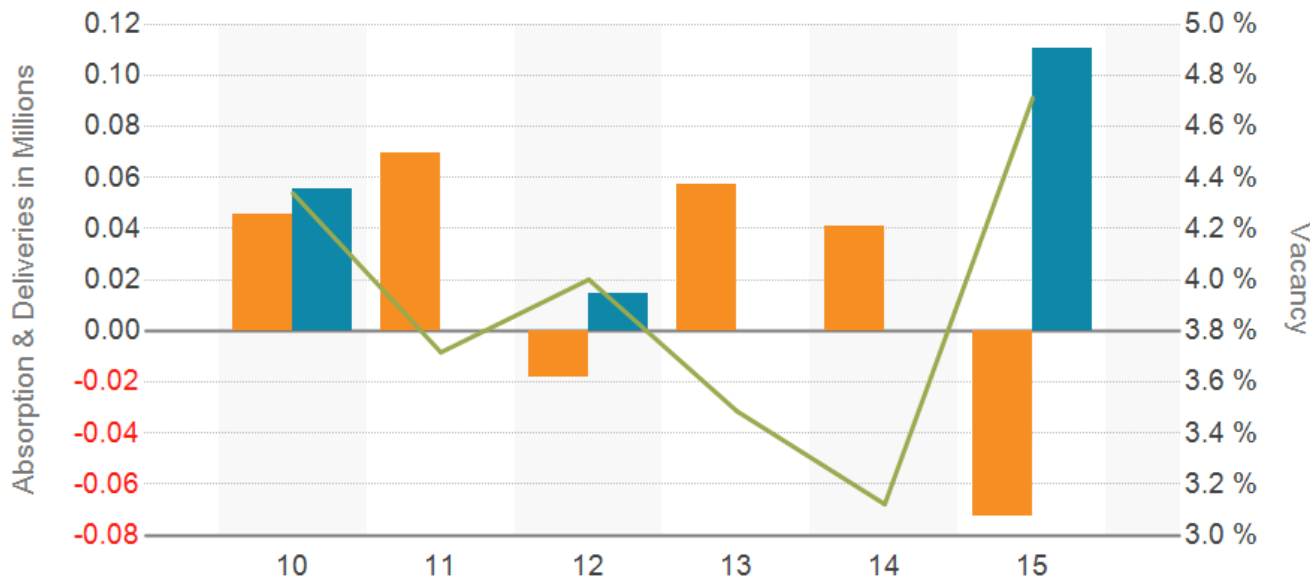
Residence Inn in Pearl District  
Eastlund Hotel (Lloyd District)

## **Four hotels being constructed:**

Hyatt House (Parcel 8, South Waterfront)  
Society Hotel (3<sup>rd</sup> and Davis)  
Canopy by Hilton (NE 9<sup>th</sup> and Glisan)  
Curio by Hilton (SW 2<sup>nd</sup> and Columbia)

# Central City Retail Market

- This area is not envisioned as a retail center, but retail will support other uses, provide an amenity, activate district
- Anticipate that it's basically revenue neutral, to be determined through feasibility analysis.
- New retail would need to avoid competing or duplicating what's available in other areas of downtown and the Pearl.



Vacancies have stabilized at a healthy rate while deliveries/absorptions have slowed and rents have increased.

Vacancies have increased in the Central City after a series of deliveries, increasing from 3.2% in 2014 to 4.8% in 2015.

Average rents in the Central City are around \$20 PSF.

# Overall implications for uses

Design, policy and programs will guide the mix of uses.

	<b>Policy implications</b>	<b>Market implications</b>
Housing	Development can help support West Quadrant Plan goal of 200 units per year in the Pearl by 2035. Area should support 25% affordable housing goal.	Should be strong market for apartments and condos. Escalating land costs add challenges in achieving affordable goal even with public assistance.
Office	Most promising area for employment in Central City and will help to support West Quadrant plan goal is 160 jobs/year in the Pearl.	Strong office site. Potential for larger floor plate users, but will require strategic investment for some tenant types (e.g. makers, startups).
Hotel	Provide variety of lodging opportunities at varying price points to accommodate broad range of clients.	Significant interest in hotel investment currently, market likely saturated. Viability of new hotel in this area will depend on surrounding uses.
Retail	Fulfill West Quadrant Plan objectives and other downtown development goals.	Likely to be ground floor supportive uses.

**Appendix 4:**  
Financial  
Feasibility





Analyze. Advise. Act.

99 Hudson Street, 3rd Floor, New York, NY 10013-2815

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## MEMORANDUM

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To: Nolan Lienhart, ZGF Architects

From: HR&A Advisors, Inc.

Date: September 28, 2015

Re: Summary of USPS Redevelopment Financial Feasibility Analysis

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On behalf of the Portland Development Commission ("PDC"), HR&A examined the financial feasibility of redeveloping the USPS site as part of the Broadway Corridor Framework Plan. This memorandum summarizes HR&A's projection of financial feasibility for the three preliminary programs, which were articulated by the consultant team based on feedback from PDC staff, stakeholder and technical advisory committee members, and the general public. Our findings are intended to:

- a) Assess the financial feasibility of redeveloping the USPS site;
- b) Inform community discussion and visioning for the site; and
- c) 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. HR&A recommends that the preferred program and financial analysis be further refined in a subsequent Master Plan for the site.

### I. PRELIMINARY DEVELOPMENT PROGRAMS

HR&A tested the financial feasibility of three preliminary programs:

- **Employment-Emphasis** is most weighted toward office use, with six new jobs per new resident.
- **Balanced** is more weighted toward residential use, with two new jobs per new resident.
- **Residential-Emphasis** is most weighted toward residential use, with one new job per new resident.

Figure 1. Preliminary Development Programs

Category	Employment-Emphasis		Balanced		Residential-Emphasis	
	SF	%	SF	%	SF	%
<b>Primary Uses</b>						
Residential	986,701	32%	1,813,277	56%	2,416,443	73%
Office	1,552,464	50%	758,212	23%	479,243	15%
Retail	200,000	6%	240,000	7%	200,000	6%
Medical, Res., & Inst.	346,312	11%	436,570	13%	193,363	6%
Sub-Total	3,085,477	100%	3,248,060	100%	3,289,050	100%
<b>Parking</b>	976,206		813,505		772,830	
<b>Total</b>	<b>4,061,683</b>		<b>4,061,565</b>		<b>4,061,880</b>	

Source: ZGF Architects

HR&A's assessed the financial feasibility of the three preliminary programs in terms of sources, uses, and net public resources available:

- **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.

#### Land Sale Proceeds and Tax Increment Financing ("Sources")

Land sale proceeds will be driven by the relative values of residential, office, and retail development at the USPS site. In order to estimate land value, HR&A relied on assumptions generated during earlier phases of the project by ECONorthwest to create vertical cash flows for residential, retail, and office use, assuming institutional and medical uses would be leased as office. Because infrastructure and structured parking costs vary by phase and scenario, we first projected the residual land value, or the value that a vertical developer could be expected to pay, associated with each use:

- **Market-Rate Residential Rental:** We project land values of **between \$55 and \$65 (\$2015) per gross square foot** of buildable space, depending on the supportable market rent.
- **Office:** For office buildings catering to institutional, medical and other tenants, we project land values of **between \$25 and \$35 (\$2015) per gross square foot** of buildable space, assuming triple net leases can be signed at the current top end of the market.
- **Retail:** For ground-floor retail, we project land values of **between -\$10 and \$0 (\$2015) per gross square foot** of buildable space, assuming triple net leases and a relatively soft retail market in the neighborhood.

The values above assume that structured parking and site preparation costs will be borne by the vertical developer. The cost for acquiring, relocating and demolishing the USPS building is accounted for separately as a public program cost.

In addition to land sale proceeds, PDC determined the amount of tax increment financing proceeds available from the River District Urban Renewal Area. HR&A incorporated these outputs into its analysis to estimate the total amount of resources available for site redevelopment.

The proceeds from land sales and tax increment financing are anticipated to occur over time. Total sources, in net present value (NPV) terms,<sup>1</sup> are summarized below:

**Figure 2. Sources by Scenario (\$2015 NPV, Millions)**

	<b>Employment-Emphasis</b>	<b>Balanced</b>	<b>Residential-Emphasis</b>
Sources	\$94.3	\$143.0	\$161.3

Source: HR&A and PDC analysis

### Core Public Program Costs ("Uses")

The consultant team and PDC projected the core public program costs for the site, including the cost for infrastructure, open space, and site acquisition:

**Figure 3. Core Public Program Costs (\$2015, Millions)**

<b>Public Program</b>	<b>Costs*</b>
USPS Acquisition	\$80.0
Excavation and Disposal	\$2.9
Street Embankment, Improvements, and Traffic Signals	\$8.0
Utilities and Frontage Improvements	\$3.0
Open Space	\$14.7
Environmental Remediation	\$1.6
USPS and Garage Demolition	\$10.9
<b>Total Public Program Costs</b>	<b>\$121.0</b>

Source: Harper Houf Peterson Righellis, ZGF Architects, Nelson Nygaard, PDC

\*Individual costs and sum of costs are rounded and may not fully align

PDC and the consultant team developed a phasing schedule for the public program, assuming that public investments will align with the timing of private development. Program costs by year are summarized below:

**Figure 4. Core Public Program Costs by Year (Millions)**

	<b>FY2015</b>	<b>FY2016</b>	<b>FY2017</b>	<b>FY2018</b>	<b>FY2019</b>	<b>FY2020</b>		<b>FY2026</b>
	<b>-2016</b>	<b>-2017</b>	<b>-2018</b>	<b>-2019</b>	<b>-2020</b>	<b>-2021</b>	<b>..</b>	<b>-2027</b>
Nominal	\$20.0	\$40.0	\$20.0	\$8.6	\$10.6	\$10.9	..	\$21.4

Source: HR&A analysis

These core public program costs total **\$102.6 million (\$2015 NPV)**. In addition, the City and PDC may choose to provide additional infrastructure using revenues from site redevelopment or other public and private resources.

<sup>1</sup> HR&A assumed a public-sector discount rate of 6.5% for net present value calculations.

## Financial Feasibility Analysis Findings

Based on the sources and uses described above, HR&A developed a multi-year cash flow model to estimate the net present value of land payments, tax increment financing proceeds, and core public program costs over time. Per PDC request, HR&A conservatively assumed that the majority of core public program costs will be borne in the near-term (FY 2015-2021) and that land payments will not occur until FY2022 and FY2026, corresponding with a phased redevelopment program. HR&A also assumed that 25% of residential FAR will be reserved for affordable housing, which must be realized with additional financial subsidy. Key findings from the analysis are summarized below:

- **Employment-Emphasis**

- **Sources:** \$94.3 million (\$2015, NPV)
- **Uses:** \$102.6 million (\$2015, NPV)
- **Net public resources available:** -\$8.2 million (\$2015, NPV)
- **Land sale proceeds (nominal):** \$29.8 million (FY2022), \$18.3 million (FY2026)
- **Land sale proceeds (\$2015):** \$24.3 million (FY2022), \$13.2 million (FY2026)
- **Estimated years to full build-out:** 43 years (FY2064)

- **Balanced**

- **Sources:** \$143.0 million (\$2015, NPV)
- **Uses:** \$102.6 million (\$2015, NPV)
- **Net public resources available:** \$40.4 million (\$2015, NPV)
- **Land sale proceeds (nominal):** \$39.8 million (FY2022), \$56.9 million (FY2026)
- **Land sale proceeds (\$2015):** \$32.3 million (FY2022), \$41.1 million (FY2026)
- **Estimated years to full build-out:** 34 years (FY2055)

- **Residential-Emphasis**

- **Sources:** \$161.3 million (\$2015, NPV)
- **Uses:** \$102.6 million (\$2015, NPV)
- **Net public resources available:** \$58.7 million (\$2015, NPV)
- **Land sale proceeds (nominal):** \$42.4 million (FY2022), \$72.6 million (FY2026)
- **Land sale proceeds (\$2015):** \$34.4 million (FY2022), \$52.5 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 program costs.

Based on these findings, HR&A recommends that the consultant team develop a preferred program with a mix of residential and employment uses comparable to the Balanced and Residential-Emphasis programs.



## II. PREFERRED PROGRAM

Based on feedback from the community and technical analyses performed by HR&A and other members of the consultant team, ZGF articulated a preferred program with a balance of residential and employment uses, providing approximately one new job per new resident.

**Figure 5. Preferred Development Program (\$2015 NPV)**

Category	Preferred	
	SF	%
<b>Primary Uses</b>		
Residential	2,092,633	67%
Office	581,664	19%
Retail	194,000	6%
Medical, Res., & Inst.	275,784	9%
Sub-Total	3,144,081	100%
<b>Parking</b>	672,653	
<b>Total</b>	<b>3,816,734</b>	

Source: ZGF Architects

HR&A assessed the financial feasibility of the preferred program based on the approach outlined above:

- **Sources:** \$159.3 million (\$2015, NPV)
- **Uses:** \$102.6 million (\$2015, NPV)
- **Net public resources available:** \$56.7 million (\$2015, NPV)
- **Land sale proceeds (nominal):** \$39.9 million (FY2022), \$73.1 million (FY2026)
- **Land sale proceeds (\$2015):** \$32.5 million (FY2022), \$51.2 million (FY2026)
- **Estimated years to full build-out:** 27 years (FY2048)

The preferred program provides adequate resources for core public program costs and provides for approximately **\$57 million** in public resources for other public investments. The amount of sources, uses, and net public resources available is subject to changes in local market conditions and national macroeconomic trends, infrastructure and parking cost reductions and/or the redirection of tax increment financing revenues. HR&A recommends that PDC review and update this analysis periodically and as part of the subsequent USPS master plan.

As part of the core public program, the preferred program also assumes that 25% of residential FAR is reserved for affordable housing development. If this FAR were to be sold for market-rate development, PDC may anticipate additional \$22.5 million (nominal) in net public resources.<sup>2</sup>

<sup>2</sup> HR&A assumed that a private developer would purchase this additional residential FAR in line with the two phases of the project for \$8.5 million (nominal) in FY2022 and \$14 million (nominal) in FY2026. As each of the two phases was assumed to be absorbed over a number of years, the amount a developer would pay upfront for FAR was discounted by the developer's cost of capital through full build-out, reducing the value of this FAR.

## Additional Sources and Uses

The preferred program generates approximately **\$57 million of public resources** after paying for core public program costs. In addition, program development will generate approximately **\$39 million in System Development Charges (SDCs)** over the course of build-out, assuming current rates levied by the Bureaus of Environmental Services, Transportation, Parks & Recreation, and Water. These revenues may be dedicated for on-site use and provide for additional public programs (e.g. affordable housing subsidy, mixed-income housing, commercial affordability, Union Station improvements, carbon neutral improvements).

**Figure 6. System Development Charges (\$2015 NPV, Millions)**

Bureau	SDC*	%
Environmental Services	\$14.3	37%
Parks & Recreation	\$12.9	33%
Transportation	\$8.6	22%
Water	\$3.3	8%
<b>Total</b>	<b>\$39.2</b>	<b>100%</b>

Source: HR&A analysis

\* SDC total and SDC by bureau are rounded and may not fully align

As currently projected, new public resources may be necessary to satisfy additional public program objectives. Specifically for affordable housing, the preferred program provides FAR for approximately 650 units, assuming approximately 800 gross square feet per unit. Based on the amount of subsidy in projects recently completed by the Portland Housing Bureau, approximately \$65 million in additional subsidy will be required to realize the 650 units envisioned, slightly higher than the \$57 million in public resources available. If all or some SDCs are dedicated for on-site use, its contribution to affordable housing subsidies will be modest and may allow for additional public investments on the USPS site or elsewhere in the Broadway Corridor.

**Appendix 5:**  
Cost  
Estimates

Job No.: ZGF-27

Date: August 18, 2015

To: Nolan Lienhart, Associate Partner, ZGF Architects LLP

From: Ron Peterson, P.E., Harper Houf Peterson Righellis Inc  
Kim Shera, P.E., Harper Houf Peterson Righellis Inc



Harper  
Houf Peterson  
Righellis Inc.

ENGINEERS ♦ PLANNERS  
LANDSCAPE ARCHITECTS ♦ SURVEYORS

Project/Subject: **Broadway Corridor Framework Plan**

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☐ Fax - Number: \_\_\_\_\_; Number of pages 3  
(If you did not receive the correct number of pages, please call 503-221-1131)  
☒ E-mail      ☐ Mail      ☐ Hand Deliver      ☐ Interoffice

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**Cost Estimate Assumptions:**

The cost estimate scope includes public improvements associated with the Broadway Corridor Framework Plan (development concept for the USPS site). Public right of way improvements for Park Street (440 LF) and Johnson Street (620 LF) include concrete street pavement, sidewalk, stormwater planters, street trees, street lights, storm sewer, sanitary sewer, watermain and franchise utilities. The cost estimate assumes that the existing utilities in the Broadway "alley" frontage are to remain. Cost estimate also includes frontage improvements for NW 9<sup>th</sup> Street and NW Hoyt Street and pedestrian connection to Broadway Bridge.

Excavate, Haul, Dispose of Contaminated Soil R/W: This item includes the removal of the existing contaminated soils, placement of liner and providing and placement of clean fill. This item also includes trench excavation into contaminated soil and the associated haul off and disposal of contaminated soil. This item includes soil management only and does not include other remediation costs such as installation of temporary caps during construction, removal of hot spots, and UST and petroleum containing soil removal.

Excavate, Haul, Dispose of Contaminated Soil Park: This item includes the removal of the existing contaminated soils, placement of liner and providing and placement of clean fill in the park space (approximately 3' deep). This item includes soil management only and does not include other remediation costs such as installation of temporary caps during construction, removal of hot spots, and UST and petroleum containing soil removal.

Imported Embankment: This item includes earthwork within the public ROW to construct new streets to the proposed elevations based on Cascade A Grading Concept Plan. The existing ground elevation used in the earthwork calculations is 32.5'. The elevation of existing roads at the connection points was 32.0' except Hoyt Street which was 32.5'. The earthwork assumed a roadway structural section of 18" (8" concrete over 10" aggregate base) and a sidewalk structural section of 8" (4" concrete over 4" aggregate base). The earthwork assumed that the section would include a 2:1 slope from the proposed ROW limits to match existing ground. This item includes fill soil for the park space.

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Storm Sewer: The storm sewer item includes trenching, excavation, pipe installation, manhole installation, and granular backfill for storm sewer extensions in Park and Johnson Street. The connection point at Park and Hoyt is the 12" storm sewer (6' deep) that discharges to a combined sewer system. The connection point for the storm extension in Johnson is at 9<sup>th</sup> to a 12" storm only line (13.5' deep) that discharges to the Willamette River (via 10<sup>th</sup> and Pettygrove). The storm sewer improvements also include a connection point at the north end of the site to the existing storm only system at Lovejoy (13' deep).

Sanitary Sewer: The sanitary sewer item includes trenching, excavation, pipe installation, manhole installation, and granular backfill for sanitary sewer extensions in Park and Johnson Street. The connection point at Park and Hoyt is the 10" sanitary sewer (6' deep) that discharges to a combined sewer system. The connection point for the sanitary sewer extension in Johnson is at 9<sup>th</sup> to a 12" sanitary line (14' deep). The sanitary sewer improvements also include a connection point at the east edge of the site to the existing 18" sanitary sewer at Johnson and Broadway (9.5' deep).

Watermain: The scope anticipated includes a 12" watermain extension in Park from Hoyt to Johnson from the existing 12" watermain. It also includes a 12" watermain extension in 9<sup>th</sup> Avenue from Hoyt to Johnson and a 12" watermain in Johnson from 9<sup>th</sup> to Broadway connecting to the existing 10" watermain in Broadway. This item also includes a 300' extension of an 8" main north of Johnson.

Concrete Curb and Gutter: This item includes concrete curb and gutter located at the edge of the proposed stormwater planters with concrete inlets at the planters.

Concrete Valley Gutter: This item includes concrete valley gutter at the edge of the curbless street in order to convey stormwater to the stormwater planters.

Concrete Sidewalk: The quantity of concrete sidewalk includes a total width of 38'-50' depending on the location of the proposed 12' wide stormwater planters within the sidewalk. For this estimate, 50% of the sidewalk area is assumed to be standard concrete sidewalk that is 4" concrete on 4" aggregate base.

Special Paving Sidewalk: The quantity of special paving sidewalk includes a total width of 38'-50' depending on the location of the proposed 12' wide stormwater planters within the sidewalk. For this estimate, 50% of the sidewalk area is assumed to be special sidewalk paving that is a standard section of 8" thick, but would include colored concrete, special concrete treatment or pavers.

Plain Concrete Pavement-8" thick: The quantity of concrete pavement includes a total width of 30' (22' of travel lanes and 8' parking) on Park and Johnson. The concrete pavement is 8" thick.

Aggregate Base: The quantity of aggregate base includes a 10" rock section under the concrete paving and a 4" rock section under the sidewalk.

Stormwater Planter: The stormwater planters will be lined due to contaminated soils. The unit cost for stormwater planter includes the planter walls, overflow drains, soil, plants, underdrain system and curb inlets. The stormwater planters on Park St. are sized to provide water quality and flow control because the storm line in Park connects to a combined sewer. The stormwater planters on Johnson St. are sized for water quality only because they will connect to a storm only line.

Street Lights: The quantity of street lights is based on a street light spacing of 100 feet on Park and Johnson Street.

Street Trees & Silva Cell System: The quantity of street trees is based on a street tree spacing of 20' on center. The street tree unit price includes silva cell system and imported soil.

Raised Concrete Intersection Improvements: This item include a raised concrete intersection at Johnson and 9<sup>th</sup> and at the intersection of Park and Hoyt.

Green Loop Connection: Total length of 493 feet which includes 293 LF fill section and 200 LF structural section. 20' wide path with 2:1 catch slopes to existing ground from edge of path in fill section. 20' wide path with 1' wide walls on both sides of path in structural section. Wall will be necessary on sides of Green Loop connection and at end of structural section underneath connection point at Broadway Bridge. This item includes all work to construct this connection which includes the path section of 4" concrete over 4" aggregate base. This item also includes a 20,000 SF concrete plaza on a structural fill section surrounded by fill walls.

Park Space: This item includes development of 65,455 SF of park space with park finishes between the Fields Neighborhood Park and Director Park.

Frontage Improvements: The frontage improvement item includes cost associated with improvements to the existing street frontages along the project site (Hoyt and 9<sup>th</sup>). The frontage improvements include installation of curb and gutter, sidewalk, street trees, street lights and removal and replacement of existing asphalt roadway (3' minimum width). Frontage improvements also include signage and striping. Storm improvements for the frontage improvements are limited to replacing existing catch basins as necessary.

Utility Vaults: This item includes the installation of precast concrete utility vaults for power and includes furnishing and installing the vault including excavation, bedding and backfill.

Franchise Utility Joint Trench: This item consists of providing a joint trench for installation of conduit for utilities including PGE, Verizon, Comcast, NW Natural, etc. This item includes trench excavation, bedding and sand and granular backfill. This item does not include the conduit.

Traffic Signals: This item includes a proposed signal at 9<sup>th</sup> and Johnson and Broadway and Johnson.

BROADWAY CORRIDOR FRAMEWORK PLAN

8/18/2015													
Item	Cost Category				Quantity	Units	Unit Price	Extension	Cont %	Unallocated Contingency	CSC+ E&A %	CSC+ E&A	Summary Total
1	Excavate, Haul, Dispose of Contaminated Soil R/W				9225	CY	\$ 148	\$ 1,365,300	30%	\$ 409,590	25%	\$ 341,325	\$ 2,116,215
2	Excavate, Haul, Dispose of Contaminated Soil Park				7161	CY	\$ 62	\$ 446,632	30%	\$ 133,989	25%	\$ 111,658	\$ 692,279
3	Imported Embankment				23650	CY	\$ 25	\$ 591,250	30%	\$ 177,375	25%	\$ 147,813	\$ 916,438
4	Storm Sewer Including Structures				1350	LF	\$ 130	\$ 175,500	30%	\$ 52,650	25%	\$ 43,875	\$ 272,025
5	Sanitary Sewer Including Structures				1110	LF	\$ 115	\$ 127,650	30%	\$ 38,295	25%	\$ 31,913	\$ 197,858
6	Water Main				1800	LF	\$ 250	\$ 450,000	30%	\$ 135,000	25%	\$ 112,500	\$ 697,500
7	Concrete Curb & Gutter				430	LF	\$ 35	\$ 15,050	30%	\$ 4,515	25%	\$ 3,763	\$ 23,328
8	Concrete Valley Gutter				1780	LF	\$ 35	\$ 62,300	30%	\$ 18,690	25%	\$ 15,575	\$ 96,565
9	Concrete Sidewalk				23894	SF	\$ 10	\$ 238,940	30%	\$ 71,682	25%	\$ 59,735	\$ 370,357
10	Special Paving Sidewalk				23894	SF	\$ 40	\$ 955,760	30%	\$ 286,728	25%	\$ 238,940	\$ 1,481,428
11	Plain Concrete Pavement - 8" Thick				3527	SY	\$ 90	\$ 317,430	30%	\$ 95,229	25%	\$ 79,358	\$ 492,017
12	Aggregate Base				1570	CY	\$ 45	\$ 70,650	30%	\$ 21,195	25%	\$ 17,663	\$ 109,508
13	Stormwater Planter				4940	SF	\$ 50	\$ 247,000	30%	\$ 74,100	25%	\$ 61,750	\$ 382,850
14	Street Lights				22	EA	\$ 20,000	\$ 440,000	30%	\$ 132,000	25%	\$ 110,000	\$ 682,000
15	Street Trees & Silva Cell System				50	EA	\$ 8,500	\$ 425,000	30%	\$ 127,500	25%	\$ 106,250	\$ 658,750
16	Street Trees				50	EA	\$ 2,000	\$ 100,000	30%	\$ 30,000	25%	\$ 25,000	\$ 155,000
17	Raised Concrete Intersection Improvements				2	EA	\$ 50,000	\$ 100,000	30%	\$ 30,000	25%	\$ 25,000	\$ 155,000
18	Green Loop Connection to Broadway Bridge				1	LS	\$ 2,250,115	\$ 2,250,115	30%	\$ 675,035	25%	\$ 562,529	\$ 3,487,678
19	Park Space				65455	SF	\$ 110	\$ 7,200,050	30%	\$ 2,160,015	25%	\$ 1,800,013	\$ 11,160,078
20	Frontage Improvements on NW Hoyt				620	LF	\$ 500	\$ 310,000	30%	\$ 93,000	25%	\$ 77,500	\$ 480,500
21	Frontage Improvements on NW 9th				980	LF	\$ 500	\$ 490,000	30%	\$ 147,000	25%	\$ 122,500	\$ 759,500
22	Utility Vaults				6	EA	\$ 10,000	\$ 60,000	30%	\$ 18,000	25%	\$ 15,000	\$ 93,000
23	Franchise Utility Joint Trench				1060	LF	\$ 55	\$ 58,300	30%	\$ 17,490	25%	\$ 14,575	\$ 90,365
24	Traffic Signals				2	EA	\$ 350,000	\$ 700,000	30%	\$ 210,000	25%	\$ 175,000	\$ 1,085,000
				Cost Summary				\$ 17,196,927		\$ 5,159,078		\$ 4,299,232	\$ 26,655,236

Construction Soft Costs (CSC) and E&A (Reflected in Totals from Cost Estimate)				
1	Mobilization	2.0%		\$ 343,939
2	Temporary Traffic Control	2.0%		\$ 343,939
3	Preliminary Engineering	2.0%		\$ 343,939
4	Final Design	6.0%		\$ 1,031,816
5	Project Management for Designing and Construction	4.0%		\$ 687,877
6	Construction Administration & Management	4.0%		\$ 687,877
7	Insurance	1.0%		\$ 171,969
8	Legal; Permits; Review Fees by other agencies, cities, etc.	1.5%		\$ 257,954
9	Surveys, Testing, Investigation, Inspection	2.0%		\$ 343,939
10	Start-up Costs & Force Account Work	0.5%		\$ 85,985
	Total Professional Services	25.0%		\$ 4,299,232



Green Loop Connection Cost Breakdown				
Item	Quantity	Unit	Unit Price	Item Cost
Imported Embankment	10132	CY	\$ 25	\$ 253,300
Concrete Sidewalk	5860	SF	\$ 10	\$ 58,600
Aggregate Base	72	CY	\$ 45	\$ 3,240
Structural Wall	18608	SF	\$ 40	\$ 744,320
Structural Wall Fill	23538	CY	\$ 25	\$ 588,450
Structural Wall Concrete Walk	24000	SF	\$ 25	\$ 600,000
Structural Wall Aggregate Base	49	CY	\$ 45	\$ 2,205
Other Costs				\$ -
<b>Total</b>				<b>\$ 2,250,115</b>

**Appendix 6:**  
Affordable  
Housing



## MEMORANDUM

**Date:** October 6, 2015

**Re:** Summary of USPS Redevelopment Modeled at 30% of Residential Development Rights for Affordable Housing at 0% to 60% MFI and 0% to 80% MFI Brackets

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The Central City-wide Goal, Policies and Actions from the West Quadrant Plan (Plan), as presented and approved by City Council, include a stated City goal of adding to the affordable housing supply of the Central City and maintaining and growing the racial, ethnic and economic diversity of the Central City. As a result of this goal, the Plan calls for a 2035 Performance Target for 30% of all housing in the Central City to be affordable to households in the 0% to 80% Median Family Income (MFI) bracket.

In comparison, the HR&A Analysis included as Appendix 4 assumes securing 25% of modeled residential developable value for housing affordable to households in the 0% to 60% MFI bracket. This target was based on 1) the acknowledgement that the USPS site was modeled at increased FAR and height entitlement and 2) the prioritization of TIF set aside resources by the Portland Housing Bureau (PHB) for households in the 0% to 60% MFI bracket.

Based on feedback on the Framework Plan, PHB and PDC staff modelled scenarios by which to instead pursue 30% of modeled residential development rights for affordable housing, with each scenario targeting a different household income brackets. The first scenario uses the MULTE tool and aligns with the Central City 2035 performance target of units being affordable to households in the 0% to 80% MFI bracket. The second scenario assumes no MULTE unit development and 30% of units targeting a 0% to 60% MFI bracket.

Within both 30% scenarios, the program would provide FAR for approximately 720 units, assuming approximately 873 gross square feet per unit. Note, this differs slightly from the HR&A assumption of approximately 800 gross square feet per unit. PHB further modelled the types of financing mechanisms for particular housing “projects” (e.g. 9% tax credit; 4% tax credit; and MULTE) and the timing of those projects. The subsidy modelled – ranging from \$33,000 to \$50,000 for the 9% tax credit projects and \$100,000 to \$133,000 for the 4% tax credit projects – also differs slightly from the HR&A analysis which assumed a flat \$100,000 subsidy as provided by PHB. The following tables provide a summary of the two scenarios.

Scenario 1 assumes securing 30% of residential development rights; the subsidy amounts described above; the use of both tax credits as well as the MULTE tool within private development; and units targeting the 0% to 80% MFI bracket, and results in approximately \$37 million of housing development

rights subsidy required and approximately \$61 million of housing unit subsidy required.

Scenario 2 assumes securing 30% of residential development rights; the subsidy amounts described above; the use of tax credits only; and units targeting the 0% to 60% MFI bracket, and results in approximately \$37 million of housing development rights subsidy required and approximately \$75 million of housing unit subsidy required.

## USPS Redevelopment at 30% of Residential Development Rights for Affordable Housing Scenarios

### Scenario A: 30% of FAR/Units with MULTE (0-80%)

Project	Affordable Units	Market Units	Total Units	Funding Mechanism	MFI	% of Units/Phase	Subsidy - Dev Rights	Subsidy - Units	Subsidy/Unit	Site SF	SF FAR - Affordable	SF FAR - Total	FAR
Phase 1A													
Housing: 1	60	0	60	9% Tax Credits	0 - 60	5%	3,100,043	1,999,980	33,333	10,000	52,401	52,401	5.24
Housing: 2	240	0	240	4% Tax Credits	0 - 60	19%	12,400,173	24,000,000	100,000	30,000	209,604	209,604	6.987
Housing: 3a	60	0	300	MULTE	80%	5%	3,100,043	0	0	40,000	52,401	262,005	6.55
Housing: 3b	0	240			market	19%							
Housing: 4+	0	673	673	N/A	market	53%	N/A	N/A	N/A	80,000	-	587,749	7.347
Commercial	0	0	0	N/A	N/A	N/A	N/A	N/A	N/A	-	-	100,000	0.63
Parking	0	0	0	N/A	N/A	N/A	N/A	N/A	N/A	-	-	258,106	1.61
Subtotal	360	913	1273				\$ 18,600,259	\$ 25,999,980		160,000	314,406	1,469,865	9.2
Phase 2A													
Housing: 1	60	0	60	9% Tax Credits	0 - 60	5%	3,100,043	3,000,000	50,000	10,000	52,401	52,401	5.24
Housing: 2	240	0	240	4% Tax Credits	0 - 60	21%	12,400,173	31,999,920	133,333	30,000	209,604	209,604	6.987
Housing: 3a	60	0	300	MULTE	80%	5%	3,100,043	0	0	40,000	52,401	262,005	6.55
Housing: 3b	0	240			market	21%							
Housing: 4+	0	527	527	N/A	market	47%	N/A	N/A	N/A	60,000	-	460,285	7.671
Commercial	0	0	0	N/A	N/A	N/A	N/A	N/A	N/A	112,170	-	948,027	8.452
Parking	0	0	0	N/A	N/A	N/A	N/A	N/A	N/A	-	-	41,4547	1.64
Subtotal	360	767	1127				\$ 18,600,259	\$ 34,999,920		252,170	314,406	2,346,869	9.3
TOTAL	720	1680	2400				\$ 37,200,518	\$ 60,999,900		412,170	628,812	3,816,734	9.3

MFI	Units	% of Total	% of Affordable
0 - 30	74	3%	10%
31 - 60	526	22%	73%
61-80	120	5%	17%
Market	1,680	70%	0
	2400		

### Scenario B: 30% of FAR/Units w/o MULTE (0-60%)

Project	Affordable Units	Market Units	Total Units	Funding Mechanism	MFI	% of Units/Phase	Subsidy - Dev Rights	Subsidy - Units	Subsidy/Unit	Site SF	SF FAR - Affordable	SF FAR - Total	FAR
Phase 1B													
Housing: 1	60	0	60	9% Tax Credits	0 - 60	5%	3,100,043	1,999,980	33,333	10,000	52,401	52,401	5.24
Housing: 2	300	0	300	4% Tax Credits	0 - 60	24%	15,500,216	30,000,000	100,000	40,000	262,005	262,005	6.55
Housing: 4+	0	913	913	N/A	market	72%	N/A	N/A	N/A	100,000	-	797,353	7.974
Commercial	0	0	0	N/A	N/A	N/A	N/A	N/A	N/A	-	-	100,000	0.7
Parking	0	0	0	N/A	N/A	N/A	N/A	N/A	N/A	-	-	258,106	1.72
Subtotal	360	913	1273				\$ 18,600,259	\$ 31,999,980		150,000	314,406	1,469,865	9.8
Phase 2B													
Housing: 1	60	0	60	9% Tax Credits	0 - 60	5%	3,100,043	3,000,000	50,000	10,000	52,401	52,401	5.24
Housing: 2	300	0	300	4% Tax Credits	0 - 60	27%	15,500,216	39,999,900	133,333	40,000	262,005	262,005	6.55
Housing: 4+	0	767	767	N/A	market	68%	N/A	N/A	N/A	80,000	-	669,889	8.374
Commercial	0	0	0	N/A	N/A	N/A	N/A	N/A	N/A	132,170	-	948,027	7.173
Parking	0	0	0	N/A	N/A	N/A	N/A	N/A	N/A	-	-	41,4547	1.58
Subtotal	360	767	1127				\$ 18,600,259	\$ 42,999,900		262,170	314,406	2,346,869	9.0
TOTAL	720	1680	2400				\$ 37,200,518	\$ 74,999,880		412,170	628,812	3,816,734	9.3

MFI	Units	% of Total	% of Affordable
0 - 30	72	3%	10%
31 - 60	648	27%	90%
61 - 80	0	0%	0%
Market	1,680	70%	0%
	2400		



**Appendix 7:**  
Transportation  
Analysis



## MEMORANDUM

To: Broadway Corridor Framework Plan Project Team

CC: Sarah Harpole, Portland Development Commission

From: Tom Brennan and Evan Corey

Date: September 14, 2015

Subject: Broadway Corridor Transportation Concept Option Evaluation

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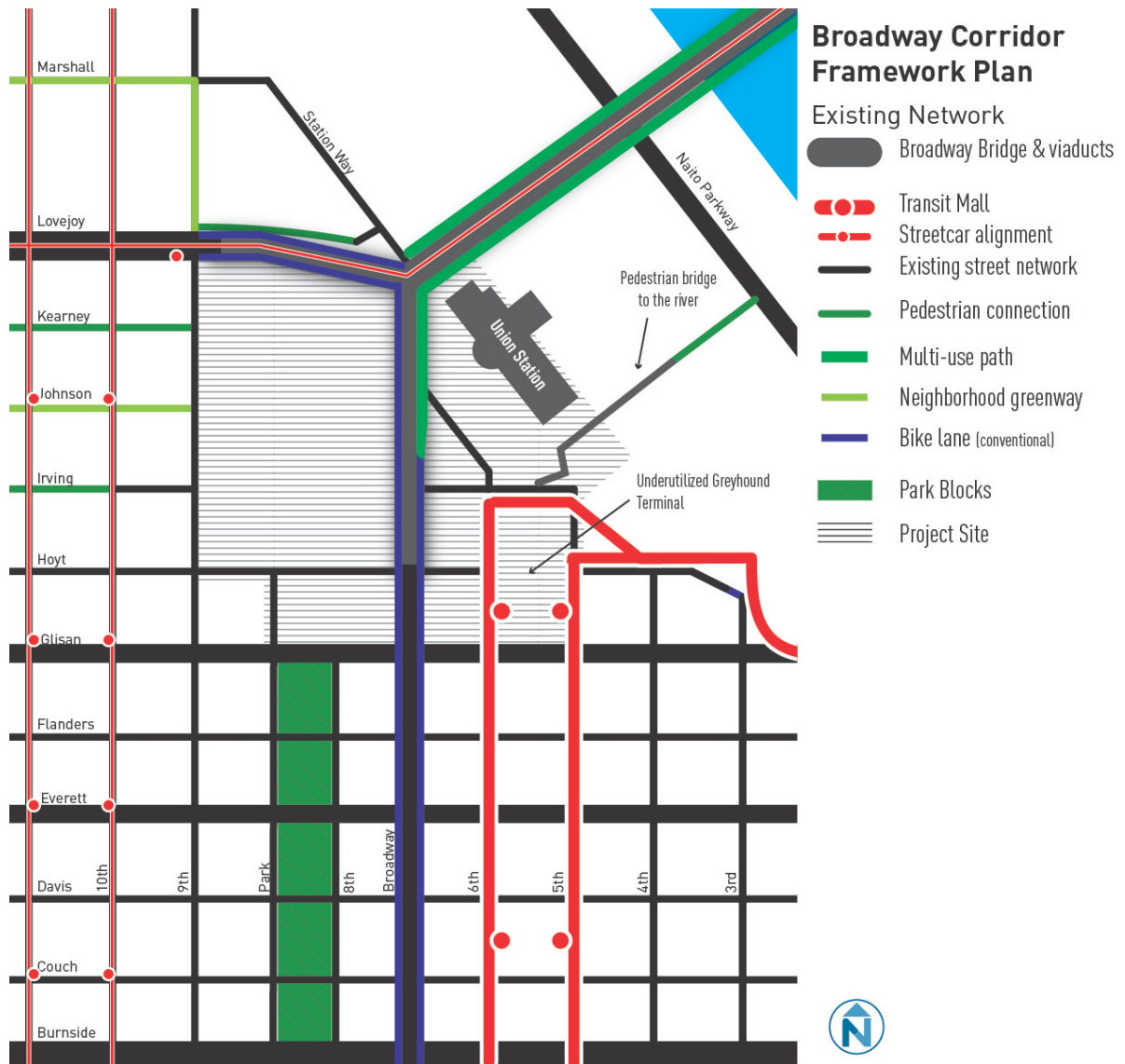
This memorandum summarizes the transportation framework for the Broadway Corridor Framework Plan, guiding strategies necessary to achieve the Plan's guiding principles, and a qualitative transportation evaluation for three USPS site development concept options and one preferred concept.

The study area, pictured in Figure 1 on the following page, is bound by NW Lovejoy, NW Ninth Avenue, NW Hoyt Street, NW Park Avenue, NW Glisan Street, NW Fifth Avenue, and the Union Station property (including the train tracks). Located within the West Quadrant Plan area, recent plans sets a strong vision for a sustainable transportation future within the study area. Served by Union Station, MAX Orange, Yellow, Green lines, multiple TriMet frequent service fixed route bus routes, Portland Streetcar NS and CL Lines, and the planned Powell-Division BRT line, the study area is one of the most transit rich locations in Portland and has the potential to generate a substantial amount of transit trips. The site's transit adjacent location and proximity to one of the city's most critical downtown bicycle and pedestrian portals positions the study area as a model for sustainable transportation and pedestrian-oriented streets for the entire Central City.

The City of Portland completed the West Quadrant Plan in 2014, which established aggressive district mode share targets to help meet the City's broader community and mobility goals. One of the driving policy factors that will guide transportation investments and parking management/supply decisions for the Broadway Corridor is the study area's **85 percent non-single occupant vehicle (non-SOV) commute trip mode share target (i.e., transit, walking, bicycling, and ridesharing)**.

The following sections provide a guiding framework for future master planning, including strategies, infrastructure investments, and policy recommendations that will help achieve the City's 85 percent non-SOV target unlocking the site's potential for transit orientation and community placemaking.

**Figure 1**      **Broadway Corridor Framework Plan Study Area and Surrounding Network**



Source: Nelson\Nygaard

## A SUSTAINABLE TRANSPORTATION FRAMEWORK FOR THE BROADWAY CORRIDOR

Access to and from the USPS site will be driven by a sustainable transportation framework defined by a high quality pedestrian environment, exceptional access to regional transit, low stress bicycle connections supported by world class end-of-trip facilities, and access to shared mobility resources and other transportation options. While three new street connections are established, the study area's street network strategically focuses automobile access to parking ingress and egress locations.

The following strategy framework for transportation access, vital street development, and vehicle trip demand management aims to implement the Guiding Principles of the Broadway Corridor Framework Plan. These strategies will guide future detailed master planning for the study area and serve as the basis for many of the proposed infrastructure improvements provided in subsequent sections. The site's primary access approach is to provide abundant connections, facilities, and incentives for people to walk, bike, take transit or share rides. The intent of this strategy is to establish a model site for transportation choice and great public spaces and to surpass the West Quadrant Plan's 85 percent non-single occupant vehicle mode share target.<sup>1</sup>

**Transit:** Establish legible pedestrian and bicycle connections to TriMet MAX and bus routes, Portland Streetcar, the Transit Mall, and Union Station.

- Develop new connections and wayfinding elements to re-orient the site to existing and future transit services.
- Establish Union Station as a regional intermodal transit center, a community asset, and a marquee public space

**Green Loop:** Use the Green Loop connection between the Park Blocks and the Broadway Bridge as a central feature that organizes site design and development.

- Establish one or multiple direct Green Loop alignments that connect the Green Loop to points east and south, serving as a critical commuter and recreational amenity for people walking, biking and rolling.
- Use the Green Loop as an economic development tool, serving as a regional attractor and deliberately connecting people to retail.

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<sup>1</sup> Guiding Principles for the Broadway Corridor Plan include the following:

1. **COMPETITIVE:** Create opportunities for innovation, education and economic growth; 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; 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.

- Ensure clear separation between people riding bikes and walking on the Green Loop, so that the pedestrian experience cascading from the Bridge to the Park Blocks limits modal conflicts.

**Network connections:** Establish a network of pedestrian, bicycle, and shared street connections that stress human-scale movement through and within the project area.

- Prioritize new connections for the movement of people walking first, people riding bikes second, and then parking and delivery access.
- Maintain Broadway and Lovejoy as higher speed commuter bicycle connections, serving as an alternative to the less direct, but more comfortable Green Loop connection.
- Ensure site permeability and connect people to adjacent neighborhoods.
- Establish pedestrian and bicycle wayfinding to direct people to site destinations, adjacent neighborhoods, and nearby transit amenities.
- Focus structured parking access away from NW Johnson Street and any new through connections within the site to ensure priority for people walking, biking and accessing transit.

**Site access:** Make is easy, affordable, and convenient to access the site without a car, while minimizing impacts of auto access and storage.

- Apply best practices in transportation demand management (TDM) in the new development process, including reduced parking requirements, density bonuses, and mandatory trip reduction programs.
- Depending on the amount of employment established on the site, consider establishing a North Pearl/Chinatown transportation management association (TMA) to manage shared parking resources, parking benefit district funding, TDM programming, and encourage non-SOV travel to and from the site.
- Develop a series of shared mobility hubs connected to transit, offering residents, employees, and visitors access to car share, bike share, and ride-sourcing services as an alternative to auto ownership and use.
- Establish public and private secure bike parking areas within developments.
- Provide abundant and visible short-term bike parking that is well-lit and covered from the elements, potentially integrated into building design.
- Efficiently manage parking supply in the study area and adjacent districts through policy, pricing, and management, while reinvesting net parking revenues into district transportation and placemaking projects.
- Locate new parking in a centralized location, allowing for a park once environment for customers and shared parking resources for commercial tenants.
- Design parking resources to minimize aesthetic impacts and increase greenspace opportunities.
- Achieve 90% all day utilization by sharing existing and future parking resources between residential and commercial land uses.



**Street design:** Explore flexibility in street design to create vital, “pedestrian first” streets that focus on moving people, not cars.

- Design streets as places, public spaces that engender lingering, rest, and social exchange.
- Consider shared street design principles as the default design, unless other factors necessitate full street construction.

**Viaduct:** Optimize the Broadway Bridge viaducts to improve active transportation connections, site access and permeability, and public space.

- Reclaim connections to the project site using the spaces underneath the viaducts
- Program active spaces under the viaducts as a CPTED strategy.
- Establish direct connections from the bridgehead to the USPS site.

The sections that follow suggest specific enhancements and policy triggers that will implement the overarching sustainable transportation framework.

## TRANSPORTATION FRAMEWORK RECOMMENDATIONS

Thoughtful site design and infrastructure development are critical to attain the study area’s 85 percent non-SOV mode share target and related community benefits. The USPS site should be designed to induce walk, bike, and transit trips. The following recommended actions and investments will set a course for the site’s sustainable transportation future.

### Integrated Transportation Management Program

A reinforcing cycle of transit, bike, walking, and shared mobility investments should be established to increase non-SOV mode share and reduce demand and supply of parking. To do this, four key mechanisms should be established:

- **District TDM Ordinance:** The City should adopt a development-review process to entice developers and private companies to implement robust, outcomes-based TDM programs. The City should agree to higher densities and lower parking requirements in exchange for commitments from businesses to avoid exceeding limits on automobile commuting.

An alternative approach to parking reductions is to develop a parking maximum to ensure that parking supply does not exceed the 15% SOV mode share target (based on the preferred development concept for the USPS site). Any additional access (person trip generation estimated from the development) could be accommodated by developers through payment in lieu of fees. In this case, developers pay fees into a district parking or traffic mitigation fund in lieu of providing the required parking on site (in this case, outside of the parking maximum). The payment could be based on the percentage of the land use program constructed on the site compared to the total USPS site preferred land use program. The fees can then be used to deliver TDM programs, fund and construct centralized shared parking supply.

- **District Shared Parking Policy:**<sup>2</sup> Shared parking is an approach to district parking that utilizes parking facilities jointly among different buildings or businesses in an area to

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<sup>2</sup> A detailed shared parking analysis should be conducted as part of the project’s master planning phase.

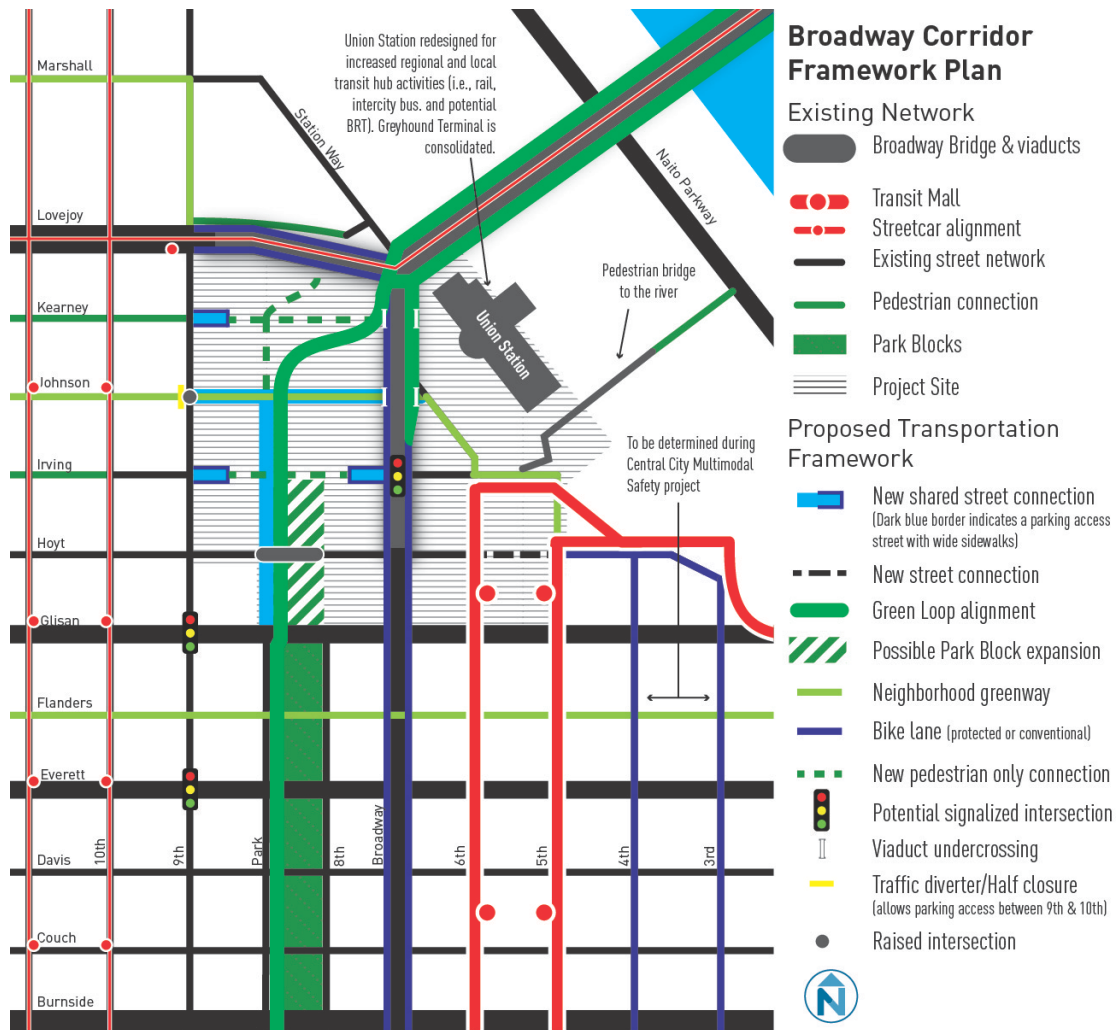
- take advantage of different peak parking characteristics. Proximate businesses that exhibit different peak parking demands also present an opportunity for shared parking arrangements. For example, many business and office parking lots experience their peak during the daytime hours while restaurants and movie theaters experience their peak during the evening. In general, effective shared parking arises from three kinds of opportunities that are largely unique to dense, urban districts:
- *Captive Markets.* Residents and office workers that walk, cycle, or take transit to nearby shops and services.
  - *Off-setting Peaks.* To take advantage of parking demand that peaks at different times of the day, businesses that traditionally would restrict their facilities to on-site customers must make arrangements with other businesses – either directly or through a third-party “broker” — that are both willing to share their facilities and offer excess capacity at beneficial times.
  - *Park-Once Districts.* Public policies and facilities that allow drivers to leave their cars in one place while they circulate amongst local destinations on foot (or bike share, or transit vehicles).
- **Parking Benefit District (PBD):** Parking revenues within the study area could be dedicated to public space improvements and transportation services that benefit the blocks where the revenue is collected. PBD funding could support a universal transit pass program, transit, pedestrian, and bicycle infrastructure and amenities, streetscape improvements, placemaking programs, and public space maintenance. Establishing a PBD would require installing multi-space, pay-by-space parking meters in the core commercial area of downtown. Set parking prices at rates that create a 15% vacancy rate on each block, and eliminate time limits.
  - **Transportation Management Association or Access Authority:** A North Pearl/Chinatown transportation management association (TMA) should be established to promote the availability of transportation options to maximize person access, manage shared parking resources, and administer parking benefit district funding. The TMA would act as an implementing agent of the previous three bullets as well as the City’s shifting parking management strategy.

## Street Priorities and Investments

Streets within the district should be walkable and engender active street environments. The following recommendations aim to provide high quality connects to destinations, transit and nearby districts. Figure 2 summarizes the infrastructure elements of the proposed transportation framework for the site.

**Modal street priorities.** While all streets that connect to the study area should be designed as safe and walkable streets, the network as a whole should be designed and operated based on modal priorities. NW Glisan Street, NW Everett Street, NW Lovejoy Street, and NW Broadway should all serve as key auto access streets, while NW Hoyt Street and NW Ninth Avenue should serve as secondary auto priority streets. Internal shared street connections, including NW Johnson Street and NW Park Avenue should prioritize pedestrian and bicycle movement. Transit priority should be maintained on the Transit Mall as well as on Station Way, if this street is chosen for BRT layover and turnaround facilities.

**Figure 2 Proposed Transportation Framework**



Source: Nelson\Nygaard

**Street extensions.** NW Johnson Street should be extended east to Station Way and NW Park Avenue should be extended to the new NW Johnson Street extension. These new connections should be designed as curbless, shared streets. Internal street connections are assumed to include 80' rights-of-way. This right-of-way width will offer enough space for narrow "woonerf-style" shared streets, dedicated spaces for pedestrian and bikes, landscaping, and placemaking opportunities. Common elements of these new street extensions include:

- Curbless travelways, designed flush from lot line-to-lot line
- Textured materials that distinguish active and social spaces
- Limited amounts of on-street parking to provide short-term retail access
- Horizontal speed management features such as narrow lanes, in-street landscaping, slight chicanes
- Bollard-controlled access to manage streets for public events, farmer's markets, and other car-free events

NW Hoyt Street should also be extended between NW Fifth and Sixth Avenues to provide additional network connection to the site by foot, bike, or car.



Curbless street design on Bell Street in Seattle

Source: Nelson\Nygaard

**Parking and delivery access.** Parking on the USPS site will be limited and shared between complementary land uses. Shared parking resources should be well-integrated into building design, located on the periphery of the site, accessed by key arterials and collectors (including NW Broadway, NW Lovejoy Street, NW Glisan Street, and NW Everett Street) via NW Ninth Avenue, NW Hoyt Street, and NW Irving Street (off of the Broadway viaduct). Short stub connections should penetrate the site primarily to establish wide pedestrian connections into the site with a secondary function to provide access to parking structures and delivery sites. These stub connections are located at NW Kearney Street (off of NW Ninth Avenue) and at NW Irving Street (off of NW Ninth Avenue and NW Broadway).



A parking access street in Indianapolis flanked by wide pedestrian spaces.

Source: Nelson\Nygaard

**Retail street development.** Between NW Lovejoy Street and NW Glisan Street, NW Ninth Avenue should be enhanced and programmed as a neighborhood serving retail street with various pedestrian and streetscape enhancements. This street will serve as a connecting joint between the USPS site and the North Pearl neighborhoods.



**Signalized intersections.** In order to accommodate future, albeit limited automobile access to the site, new signalized intersections will likely be needed on key parking access streets.<sup>3</sup> Potential signalized intersection locations include NW Glisan Street/NW Ninth Avenue, NW Everett Street/NW Ninth Avenue, and NW Irving Street/ Broadway. The City should also evaluate the need for dedicated bicycle signals at the new NW Irving Street/Broadway intersection and the existing NW Hoyt Street/Broadway intersection to eliminate conflicts with the predominant southbound right turn automobile movements off of Broadway.

**Raised intersections.** The site's two key multimodal portals—located at NW Hoyt Street/NW Park Avenue and NW Johnson Street/NW Ninth Avenue—should be designed to manage traffic speeds and establish pedestrian and bicycle priority on the two new curbless street extensions. Raised intersections are proposed at these two locations.



An example of a raised intersection transitioning from a shared street.

Source: NACTO

## Green Loop and Active Transportation

The Study Area's concentration of retail and recreational amenities will generate a large number of active transportation commute and non-commute trips. For the USPS site to accommodate anticipated growth and limit auto access to 15 percent of commute trips, world class bicycle and pedestrian connections will need to be established and future development will need to provide amenities that support bike and walk trips. These investments will set apart the Broadway Corridor as a center for non-motorized transportation innovation. Recommended enhancements include:

**Green Loop alignment.** The recommended Green Loop alignment should descend off of the Broadway "Y" and meet at-grade level with limited cascading. The Green Loop should clearly delineate space for people walking and space for people bicycling (pictured below). The Green Loop will primarily connect pedestrians to the Broadway "Y", but it will also serve as a low speed, high comfort bicycle connection. People riding bikes at higher speeds will be encouraged to use raised or protected bike lanes on NW Broadway and NW Lovejoy Street.

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<sup>3</sup> As the development program is further refined in the master planning phase, a detailed traffic analysis should be conducted to ensure the current street network can accommodate the net new auto trips generated from site development.





Sources: Ole Malling and Nelson\Nygaard

**Neighborhood greenways.** Neighborhood greenways should be developed on NW Johnson Street and NW Flanders Street with volume and speed management features that limit the amount of auto traffic using the streets to access the USPS site. A traffic diverter should eliminate north-south auto access on NW Johnson Street NW Glisan Street (pending a more detailed study).

**Protected bike lane connections.** While the Central City Multimodal Safety Project will study options for north-south protected bike lanes, NW Third and Fourth Avenue could provide a vital connection between downtown, Union Station, the USPS site, and points to the west via the NW Johnson Street neighborhood greenway. Additional space reallocation opportunities on NW Broadway and NW Lovejoy Street should be studied to provide either protected or raised bike lanes.

**End-of-Trip Facilities.** The active transportation network within the USPS site will not be complete without amenities that allow people walking and bicycling to complete their trip. The following recommended elements should be integrated as part of an aggressive TDM zoning overlay requiring residential and commercial developments to integrate end of trip amenities into their development programs:

- *Short-term bike parking:* Bicycle racks with two points of contact to bike frames that are located in well-lit, preferably covered locations. These facilities are intended to serve short duration trips (i.e., generally less than two hours).
- *Long-term bike parking:* Indoor, key-access bike parking rooms with vertical racks that are generally intended for residents or employees accessing buildings for more than two hours. These enclosed, pooled bike parking resources could include rooms, compounds, and outdoor built areas that can be fitted with a roof for added security and weather protection.
- *Showers, lockers, and changing rooms:* Basic shower facilities for both genders available in the early AM and late PM. Likely tied to the shower facility, locker rooms should be key or code accessed.
- *Maintenance facilities:* Either located in long-term bike parking locations or near short-term bike racks, basic bicycle repair tools should be provided to ensure safe operation of bicycles. These could include a floor pump, puncture repair kit, spare tubes and set of Allen keys, spanners, and screwdrivers. Tool resources could be located at bike parking areas.



Covered bike parking structure completed with repair tools and bike tire vending machines in Kenton should be integrated as part of the public realm.

Image from Nelson\Nygaard

## Transit Access and Service Enhancements

Whether accessing the USPS site or not, thousands of people will access the Transit Mall, streetcar and Union Station as a point of departure and arrival every day. Critical future transit system enhancements will further increase transit capacity and access to regional and local transit services; this includes increased frequency on the Transit Mall, the addition of the MAX Orange Line, future Powell-Division BRT service, and potential restructuring of Union Station as a regional intermodal transit center. Several key transit investments are recommended to better align the USPS site with local and regional transit services.



The Transit Mall will act as a critical transit passenger facility to provide transit access to and from the USPS site.

Source: M.O. Stevens

**Union Station/Greyhound consolidation.** The Union Station building and external plazas should be redesigned and transformed into an iconic and multi-faceted intermodal transit center. This will require various transit capacity building projects including interior redesign to accommodate additional passengers and bus bay construction to increase bus loading and layover capacity for Greyhound, Bolt Bus, and Amtrak Bus services.

The Greyhound site should be consolidated, shifting some bus operations to Union Station. This improvement will optimize Greyhound's Portland operation and open development opportunities. Union Station is envisioned to serve as a hub of transit activity and shared mobility options such as car share, bike share, and ride-sourcing. Access and public space improvements will ensure Union Station serves as the start and end point for many commuters accessing the USPS site, but also creates an opportunity for cultural, civic, and retail activity.

**Transit service enhancements.** Reduced peak hour headways on Portland Streetcar, MAX, and rubber-tired Tri-Met routes will likely be necessary to accommodate peak period transit demand at the USPS site and adjacent North Pearl development sites. A Powell-Division BRT terminus at or near Union Station will provide a new high capacity transit service that further accommodates the USPS sites' future transit demand.

Recent analysis conducted for the Powell-Division BRT project suggests that even with the addition of Powell-Division BRT and substantial increases in local bus service, the Transit Mall will have sufficient capacity to accommodate substantial increases in transit service and passenger demand. The facility has a theoretical capacity of 120 buses per hour in each direction (on Fifth and Sixth Avenues). The facility is projected to accommodate between 91-98 vehicles per peak hour, representing a 30% increase in service from 2015 service levels. Powell-Division BRT is projected to operate 12 buses per hour in the AM and PM peaks (i.e., 5-minute headways).

**Transit access enhancements.** New connections and crossings will be needed to enhance access to transit amenities (i.e., Transit Mall, Union Station, and streetcar). These include:

- Union Station public plaza enhancements
- North-south Green Loop connections to NW Glisan and Everett Streets
- NW Hoyt Street extension between NW Fifth and Sixth Avenues (connecting to MAX and various TriMet bus lines)
- Extension of Johnson Street between NW Ninth Avenue and Station Way (with new crossings and an undercrossing connecting to Union Station, MAX, and various TriMet bus lines)
- Extension of the Kearney pedestrian pathway east to Union Station (with new crossings and an undercrossing connecting to Portland Streetcar and Union Station)
- NW Ninth Avenue pedestrian improvements (facilitating access to and from NW Glisan and Everett Streets and the NW Lovejoy Street Streetcar stops)



## CONCEPT EVALUATION

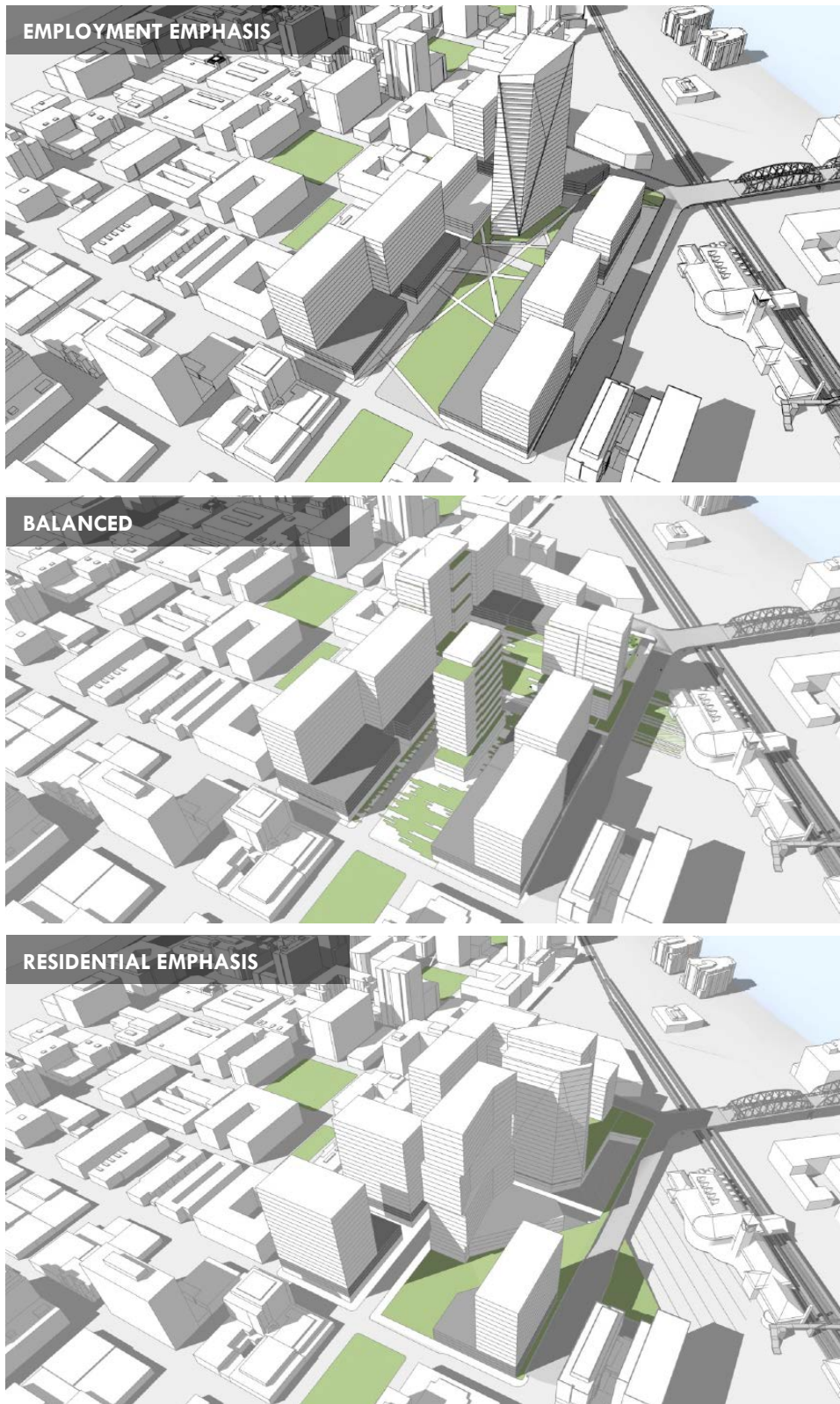
Three refined development concepts for the USPS site were developed based on stakeholder feedback and tested for transportation performance, and sustainability potential, and financial feasibility. A preferred concept was developed stemming from these three initial concepts. While the four development concepts for the USPS site generally maintain the same internal and external connections, the land use mix, density, and urban form varies and thus has varying impacts on pedestrian and bicycle movement, transit access, auto access, and shared parking potential.

The four concept options, illustrated in Figure 4 and Figure 5 on the following pages, include an employment-focused scenario, a residential-focused scenario, a scenario that balances residential and employment uses, and the preferred concept. Concept options were both qualitatively and quantitatively evaluated based on the six criteria shown in Figure 3. Some criteria are driven by the conceptual development program, while others are driven by site design and building configuration factors. As the development program is further refined during the later phases of USPS site master planning, more detailed traffic and shared parking analysis will need to be conducted.

**Figure 3 Concept Evaluation Criteria and Measures**

EVALUATION CRITERIA	KEY DRIVER	MEASURE
Network Sustainability	Program	Sketch-level PM peak hour trip generation analysis determines which concepts create greater peak period auto demand and, thus, greater impact on auto network
Pedestrian Permeability	Design/Configuration	Number of through pathways and internal connections
Bike Network Supportiveness	Design/Configuration	Ability to meet 25% bike mode share by providing highly inviting bicycle facilities and connections as well as end-of-trip amenities
Shared Parking Potential	Program	Compatibility of uses to establish shared parking supply
Mode Share Target Viability	Program	Comparison of peak hour vehicle trip demand for commercial uses and peak hour commercial parking supply to determine if oversupplied relative to 85% non-SOV mode share target
Alignment with Future Transit Enhancements	Design/Configuration	Degree to which the concepts integrate with Orange Line, Powell - Division BRT, and increased Union Station intercity capacity

**Figure 4 Initial Framework Concept Options**



All Images from ZGF Architects



**Figure 5 Preferred Framework Concept**



Image from ZGF Architects

The results of the transportation concept evaluation are presented in Figure 6. Due to slight differences in the concepts' design and configuration, most options score within one rating point of each other. The intent of this evaluation is not to determine which option is the best network and development solution for the USPS site. Rather, the evaluation reveals the relative impacts and benefits of each concept to support the development of a preferred scenario.

**Figure 6 Transportation Concept Evaluation Summary**

EVALUATION CRITERIA	KEY DRIVER	EMPLOYMENT EMPHASIS	BALANCED	RESIDENTIAL EMPHASIS	PREFERRED CONCEPT
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**

Excellent outcome and/or fully supportive of West Quadrant Plan goals
 
 Poor outcome and/or lacking alignment with West Quadrant Plan goals

Source: Nelson\Nygaard

The following sections provide more detail on how each concept was scored. Overall, the preferred concept scores slightly more favorable than the initial three concept options.

## Network Sustainability

While no traffic analysis was conducted during this phase of the project, it is instructive to understand which concept options will generate the most daily and peak period vehicle trips. The development programs and high-level trip generation estimates for the four concepts are summarized in Figure 7. While the Employment Emphasis option generates the most peak hour vehicle trips, the Residential Emphasis option generates the most trips throughout the day.

Since the trip generation analysis assumes the 85 percent non-SOV mode share has been achieved prior to full build, each concept scenario generates a small number of daily and peak period trips relative to the intensity of development proposed in the four concepts. Figure 8 illustrates the importance of making the necessary investments in world-class walking and biking infrastructure, transit service, transit access, and TDM programs to achieve the West Quadrant Plan's 85 percent non-SOV commute trip target. If current mode splits are sustained (representing no change in sustainable transportation investment relative to population and employment growth), the network would need to accommodate more than double (about 107% more) the vehicle trips generated by the 85 percent non-SOV mode share scenario. This increase would not only degrade intersection performance, but it would also increase demand for parking, reduce transit reliability, and contribute to a less vibrant Broadway Corridor.

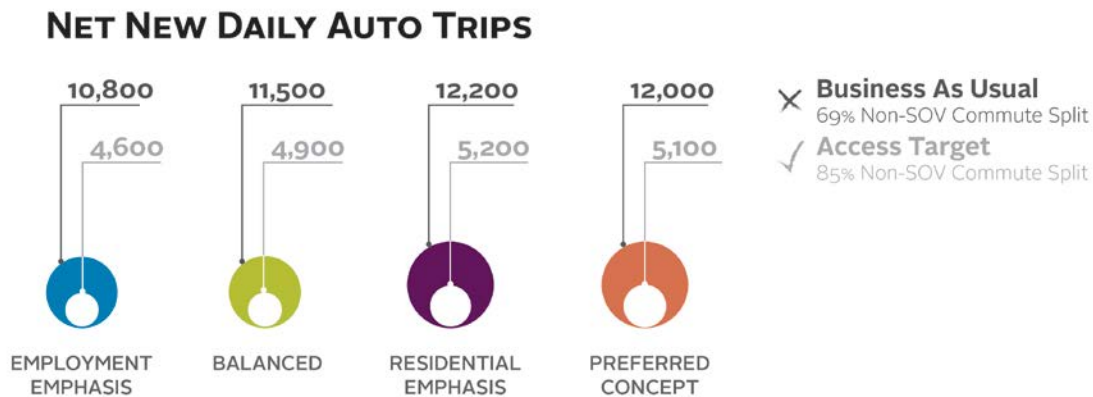
**Figure 7 Concept Option Development Programs and Trip Generation Estimates**

LAND USE	EMPLOYMENT EMPHASIS	BALANCED	RESIDENTIAL EMPHASIS	PREFERRED CONCEPT
<b>Residential</b>	1,034,000sf (1,379 units)	1,840,000sf (2,453 units)	2,327,500sf (3,103 units)	2,096,000sf (2,795 units)
<b>Office</b>	1,568,000sf	747,500sf	478,000sf	582,200sf
<b>Retail*</b>	194,000sf	233,000sf	194,000sf	194,000sf
<b>Institutional</b>	155,000sf	194,000sf	155,000sf	194,000sf
<b>Medical/Research</b>	116,500sf	233,000sf	116,000sf	77,600sf
<b>High-Level Trip Generation Estimates**</b>				
<b>Daily Trips (rounded)</b>	4,600	4,900	5,200	5,100
<b>AM Peak Hour (rounded)</b>	430	350	350	360
<b>PM Peak Hour (rounded)</b>	500	450	470	480

\*Consists of neighborhood-serving retail and potentially a grocery store. Regional serving retail is not factored into this land use program, although conservative trip generation codes are applied.

\*\*Assumes 85% non-SOV mode share and trip reduction stemming from mixed use development.

**Figure 8** 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

### Pedestrian Permeability

The existing USPS site and its surrounding context limits through connections for pedestrians. Twenty-eight percent of each concept is devoted to public space either in the form of park space or public streets. Each concept includes the same number of pedestrian connections with varying degrees of directness. While the Balanced concept best integrates with Union Station and the Transit Mall, both the Employment and Residential Emphases provide a greater number of direct pedestrian connections within the USPS site, to adjacent neighborhoods, and to nearby transit. Pedestrian desire line on the Green Loop is best captured in the Preferred and Employment Emphasis concepts.

### Bike Network Supportiveness

The recommended framework provides a range of bicycle facilities suitable for bicyclists with a range of comfort levels. Each concept presents the same bicycle network improvements and are scored evenly.

### Share Parking Potential

While this Framework Plan only addresses shared parking at a concept level, the mix of uses in the Preferred and Balanced concepts are most accommodating of shared parking (with the potential to share up to 21 and 20 percent of parking stalls, respectively). Further shared parking analysis is needed to optimize land uses for shared parking and to determine the viability and extent of potential shared parking application.

To take advantage of parking demand at different times of the day, businesses that traditionally would restrict their facilities to on-site customers must make arrangements with other businesses – either directly or through a third-party “broker” – that are both willing to share their facilities and offer excess capacity at beneficial times. While it is well within the capacity of formal and

even informal shared-parking arrangements to capture much of the benefits of off-setting peaks, their ad hoc nature limits their district-wide impact.

### **Mode Share Target Viability**

As mentioned in previous sections, an iterative and more detailed shared parking analysis will be needed to right size the district's shared parking supply. 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, and the planned Powell-Division BRT line. Each concept includes direct shared street connections (and designated neighborhood greenway connection) to Union Station and pedestrian pathways that connect between trip generators and transit facilities. While the Residential Emphasis concept sacrifices the more direct north-south Green Loop alignment shown in the Employment Emphasis, Balanced, and Preferred concepts, the Residential concept is the only option that faces Union Station and the Transit Mall. The Residential Emphasis concept scores highest for this reason.

## **PHASING CONSIDERATIONS**

With site development anticipated to occur first in the northern and western portions of the USPS site, several phasing elements should be considered.

### **Union Station Redevelopment**

Given its position as an intermodal transit center, Union Station will provide daily transit activity levels that can be leveraged to activate public spaces. Consolidation of the Greyhound site, public realm enhancements in the Union Station, and transit capacity building in the Union Station property itself can serve as a catalytic project, similar to the impact of other projects around North America (e.g., Los Angeles and Denver's Union Station redevelopments).

### **Key Street Investments**

NW Johnson Street and NW Hoyt Street are important initial street connections that could occur in the early phases of development. NW Johnson Street would likely remain a covered alley connection, until the full connection is built with development on the east side of the USPS site.

The NW Park Avenue extension will likely occur after the USPS parking structure is demolished in later phases. NW Ninth Avenue could potentially act as the most influential and catalytic street investment if retail mixed use development occurs in initial phases.

## **Green Loop**

The phased demolition of the parking structure could require the Green Loop to be constructed in later phases of development. This would mean an interim Green Loop Connection would need to be built on NW Broadway. This interim project could serve as the impetus for raised or protected bike lanes on NW Broadway.