

DATE: July 16, 2015
TO: Board of Commissioners
FROM: Patrick Quinton, Executive Director
SUBJECT: Report Number 15-51
Update on the Broadway Corridor Framework Plan

BOARD ACTION REQUESTED

No action is requested; information only.

SUMMARY

The purpose of this item is to brief the Portland Development Commission (PDC) Board of Commissioners (Board) on planning activities underway for the Broadway Corridor Framework Plan (Framework Plan), and solicit feedback on initial findings. On June 15, 2015, staff and a multi-disciplinary consultant team led by Zimmer Gunsul Frasca Architects LLP (ZGF) kicked off work with a Stakeholder Advisory Committee (SAC) and Technical Advisory Committee (TAC), which is intended to provide guidance to PDC's and the City of Portland's (City) objectives and investments in the area, with particular focus on the U.S. Postal Service (USPS) site. A map of the Broadway Corridor study area, located in the River District Urban Renewal Area (URA), is provided in Attachment A.

The Framework Plan will provide a strategic vision for the broader study area and development concepts for the USPS site. A potential second phase, pursuant to PDC's successful acquisition negotiations with the USPS, would include a detailed master plan (Master Plan), building upon the work completed in the Framework Plan and implementing specific actions identified by the Central City 2035's West Quadrant plan recently approved by Portland City Council (City Council). The USPS site is identified in the City's West Quadrant plan as a key opportunity site for high-density employment and signature city attractions, connecting the Old Town/Chinatown and Pearl District neighborhoods. The West Quadrant Plan further requires a Master Plan as part of any redevelopment of the USPS site.

BACKGROUND AND CONTEXT

The Broadway Corridor area is approximately 24 acres and encompasses several PDC-owned properties, including Blocks Y and R as well as Union Station – Portland's primary multi-modal 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. On the western half of the study area, PDC is in negotiations with the USPS to acquire its 14-acre site, which would be an important redevelopment anchor.

The scope of the Framework Plan is two-fold: 1) Articulate a strategic vision for development of the broader Broadway Corridor area, and 2) Develop a preferred development concept for the USPS site. As the result of a competitive Request for Proposals, PDC awarded a professional services contract to a multi-disciplinary team led by ZGF to complete the Framework Plan. The team offers an important

combination of local knowledge and global perspective and expertise with both ZGF and Skidmore, Owings & Merrill contributing to the development of an urban design and strategic vision. They are joined by HR&A Advisors and ECONorthwest (real estate strategy and market analysis), Nelson/Nygaard Consulting Associates (transportation planning and evaluation), Harper Houf Peterson Righellis (infrastructure and environmental cost estimating), and Cogan Owens Greene (facilitation and public involvement).

The Framework Plan will result in greater certainty regarding development objectives, infrastructure requirements, and desired public investments for the area while maintaining flexibility and ability for future development to respond to the market. Outcomes of the Framework Plan, including residual land value and estimated infrastructure cost analysis for the USPS site, will also inform future decisions regarding the acquisition of the USPS site. An initial briefing on this process was provided to the PDC Board on April 18, 2015.

Budget. Impacts to the River District URA budget associated with the USPS site will be dependent on the final cost of acquisition, future land resale value and timing, and required PDC investment in environmental remediation, infrastructure, and/or development costs. Additional requirements for PDC investment within the Broadway Corridor area may include redevelopment of other PDC-owned parcels, district parking solutions, and improvements to Union Station. The cost of preparing the Framework Plan is approximately \$250,000. Funding for the Framework Plan and future Master Plan is included in the fiscal year 2015-16 Adopted PDC Budget.

Stakeholder Involvement. The Framework Plan is being developed with significant public and partner engagement. A TAC composed of partner City staff is participating to provide technical information and perspective based on multiple City interests in the area. A SAC, convened in partnership with the mayor's office, is composed of public, nonprofit, and private partners and is providing community and regional insight to ensure future development serves both the adjacent neighborhoods and broader Portland interests. The SAC roster is provided as Attachment B.

Three public open houses are also being held for the general public to provide input at various stages of the Framework Plan. Additionally, a project webpage has been established to share project materials and provide an interactive forum for seeking additional input. Surveys and other interactive tools will be posted on the page and changed as the project progresses to reflect updated opportunities for providing input.

Key work sessions and public open houses completed or scheduled to occur over the next few months include:

- **June 15, 2015 (complete): SAC/TAC Meeting #1** – Advisory committees provided input on what they saw as broader redevelopment attributes and challenges in the area.
- **June 30, 2015 (complete):**
 - **SAC/TAC Meeting #2** – Advisory committees met jointly to help refine the guiding principles for redevelopment of the area.
 - **Open House #1** - A public open house was hosted at Pacific Northwest College of Art with more than 60 people in attendance. The public was invited to provide feedback on the overall strategic public vision for the area and/or specific redevelopment principles.
- **July 21, 2015: SAC/TAC Meeting #3 and Open House #2** – Advisory committee, partner agencies, and the public will be invited to provide final feedback on strategic vision and guiding principles for the broader Broadway Corridor area and to initiate discussion regarding potential development concept alternatives for the USPS site.
- **September 8, 2015: SAC/TAC Meeting #4 and Open House #3** – Advisory committee, partner agencies, and the public will be invited to provide final feedback on preferred development

approach on the USPS site, including public benefits and related investments such as development uses, infrastructure, and open space.

Current Project Status. Work on the Framework Plan commenced in June 2015, and staff anticipates presenting the completed Framework Plan to the PDC Board and City Council in October 2015. To date, two of the four charrettes and the first public open house have been conducted. PDC staff will present an overview of the current work and findings at the July 16, 2015, PDC Board Meeting, and a high-level summary is provided here.

Existing Conditions, Opportunities, and Constraints: At the first charrette, the consultant team and staff kicked off the project and with input from the TAC and SAC investigated the existing conditions of the study area and brainstormed opportunities and constraints for redevelopment. The following themes were identified:

- **Strengths**
 - Location and regional connectivity
 - Character and energy of nearby districts
 - Size and configuration of USPS site as a blank slate
 - Unique existing elements
- **Weaknesses**
 - Barriers to connectivity
 - Perceptions of adjacent districts
- **Opportunities**
 - Horizontal and vertical connections at Broadway Bridge and through USPS site
 - Partnerships and shared resources/infrastructure
 - District character, identity, and activity
- **Threats**
 - Obstacles to implementation including cost and need for flexibility
 - Community concerns regarding density and height
 - Failure to be inclusive
 - Setting expectations too big or too small

Strategic Development Principles: Based on feedback received via the SAC, TAC, and public open house, staff and the consultant team have summarized the following development principles, which will shape the vision for development within the broader area:

- **Keep Portland Competitive:** Create opportunities for education and economic growth; add a net gain of jobs in the region.
- **Keep Portland Accessible:** Leverage regional assets and public benefits to enhance quality of life for Portlanders.
- **Keep Portland Connected:** Strengthen multimodal transportation connections; enhance the public realm to improve accessibility and create vibrant public spaces and recreational opportunities.
- **Keep Portland Healthy:** Develop the site so that it reflects high-quality construction, resource sharing, environmentally friendly practices, and social responsibility.
- **Keep Portland Accountable:** Create an implementable strategy that attracts private investment and delivers appropriate public benefit.

Key input that has shaped the development principles includes: the need for education, workforce training and/or a jobs ladder to support a diverse population and range of business opportunities; the importance of identifying the appropriate mix of land uses that support employment and maintain a vibrant community; interest in development phasing and exploring interim uses; the anchor role of

Union Station within the broader area; and the important role the public realm will play in tying the site together.

Next Steps. The consultant team is preparing preliminary alternative development concepts for the USPS site using the above goals, market data, and development case studies as guidance. These concept alternatives will be shared with the TAC and SAC on July 20 – 21, 2015, for review and feedback. The second public open house is also scheduled for July 21, and the project webpage will again be utilized to extend the opportunity for public engagement. PDC staff and the consultant team will use input received via these events, combined with a series of financial and performance analyses, to test and refine the concepts. A preferred development concept for the USPS site and implementation metrics will be presented to the SAC and TAC on September 8, and the third public open house is also scheduled on the same day.

ATTACHMENTS

- A. Broadway Corridor Study Area
- B. Stakeholder Advisory Committee Roster

**Broadway Corridor Framework Plan
Study Area**



**Broadway Corridor Framework Plan
Stakeholder Advisory Committee Roster**

#	Name	Organization
1	Zack Fruchtengarten	Old Town/Chinatown Community Association
2	Patricia Gardner	Pearl District Neighborhood Association
3	Tom Manley	Pacific Northwest College of Art
4	Marissa Madrigal	Multnomah County
5	Robin Rosenberg	Wieden & Kennedy
6	Randy Gragg	University of Oregon, John Yeon Center for Architectural Studies
7	John Horvick	DHM Research
9	Erin Flynn	Portland State University
10	Ruth Adkins	Oregon ON
11	Tony Magliano	Portland Public Schools
12	Peter Andrews	Melvin Mark
13	Carl Talton	United Fund Advisors
14	Tom Cody	project^
15	Sam Rodriguez	Mill Creek Residential Trust
16	Will Naito	Naito Development
17	Jillian Detweiler	Mayor's Office