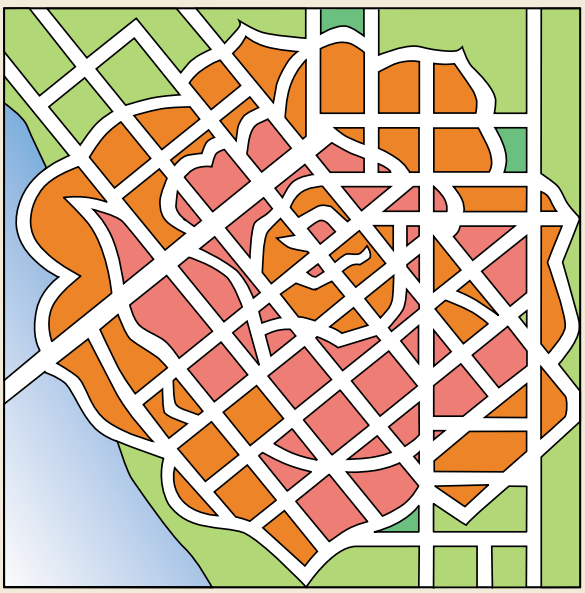

ROSE QUARTER

URBAN DESIGN PLAN AND DEVELOPMENT STRATEGY

Prepared by URBAN DESIGN ASSOCIATES

PUBLIC REVIEW DRAFT

Prepared for
City of Portland
Portland Development Commission

June 2001

Table of Contents

Acknowledgements

Executive Summary 1
- I Summary of the Plan

Planning Process and Urban Design Analysis 6
- I Process
- II Focus Groups
- III Urban Design X-Rays®

Urban Design Principles 16

Framework 22

Urban Design Alternatives 25
- I Introduction
- II Preferred Vision
- III Infill Alternative
- IV Ballpark Proposal

Context 54

Development Strategy 59
- I Development Program
- II Development Principles
- III Implementation

Transportation Improvement Plan 72
- I Introduction
- II Regional Context
- III Rose Quarter Improvements

Appendix 86
- Detail Drawings
- Economics Research Associates Report *(under separate cover)*

Acknowledgements

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Executive Summary

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1 Summary of the Plan

THE ROSE QUARTER Urban Design and Development Strategy was completed in six months, beginning in September 2000. The final report was published in June 2001.

This report documents the planning process, data analysis, development program, urban design alternatives, and a transportation improvement plan. The Appendix contains a detailed market strategy report and enlarged plans.

The Problem Statement

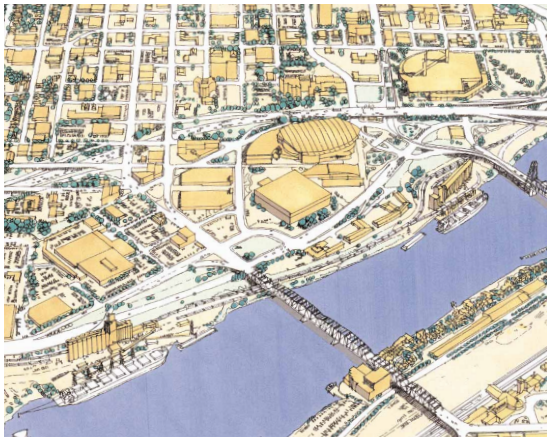
The Rose Quarter is currently a place to go – for events or to access transit – but not a place to work, live, and recreate. Two alternative futures were posed by the City of Portland for the Rose Quarter:

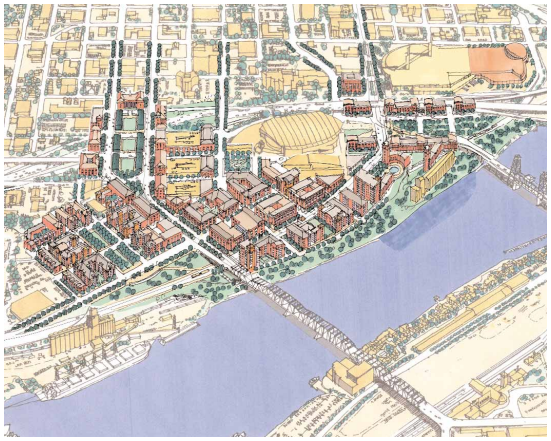
- It could be a location of major entertainment facilities built on a grand scale.
- It could be a neighborhood of residential, office, and retail uses developed in a way that compliments the existing uses.

The study placed particular emphasis on dealing with man-made and natural barriers that isolate the district from adjacent residential and commercial development, and on enlisting public and private partners in implementing a recommended approach.

Left
Aerial view of the Rose Quarter existing conditions

Right
Aerial view of the Preferred Vision





Approach to the Study

The Rose Quarter Urban Design Plan and Development Strategy planning process consisted of three phases:

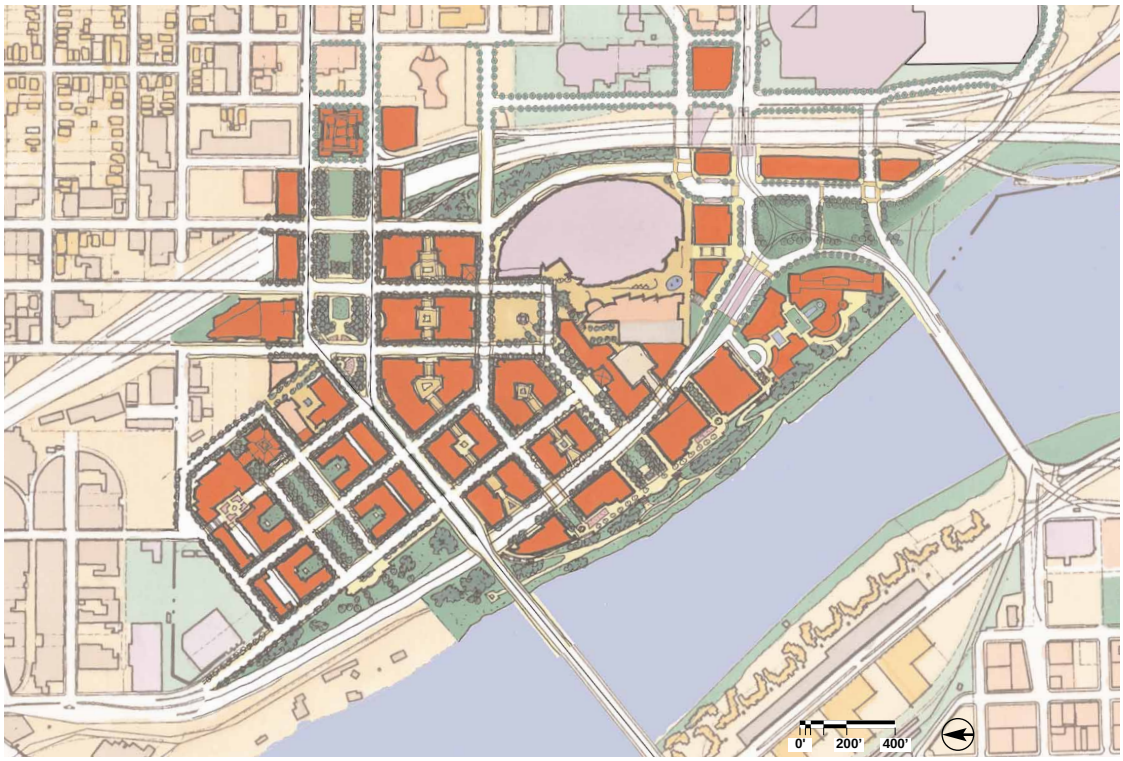
Phase I *Understanding*
Data Collection and Analysis

Phase II *Discovering*
Exploring Alternatives (The key event of Phase II was the design charrette in December 2000)

Phase III *Deciding*
Preparing a Final Report

There were five important features of the Rose Quarter planning process:

- Authentic public participation
- Involvement of major stakeholders
- Multidisciplinary team
- Focus on implementation
- Design as a tool for decision-making



Plan view of the Preferred Vision

Urban Design and Development Principles

An overall consensus goal emerged for the Rose Quarter: to create a vibrant pedestrian-scale, mixed-use neighborhood.

Based on analysis of the existing conditions and on interviews and focus groups, the following evolved as guiding principles for the development of the Rose Quarter Plan.

Urban Design Principles

1. Re-establish the Portland street grid.
2. Connect the Rose Quarter to the river and to the greenway system.
3. Connect the Rose Quarter to adjacent neighborhoods and districts on both sides of the Willamette River.
4. Create flexible development blocks which can support mixed-use, including entertainment, office, retail, hotel, education, recreation, and mixed income housing.
5. Eliminate or mitigate physical barriers, such as I-5 and the railroad.
6. Develop a shared parking supply for event attendees, daily users, residents, and visitors.
7. Design public spaces and parks which create memorable addresses and animate the Rose Quarter.
8. Create gateways to the Rose Quarter.
9. Create a pedestrian-friendly, transit-friendly, and bike-friendly neighborhood.
10. Protect, enhance, and complement the existing positive uses in the Rose Quarter and adjacent neighborhoods.
11. Celebrate the architectural, social, and cultural heritage of the East Side and the historic role of the working Willamette River edge.

Development Principles

1. Start with strengths.
2. Create partnerships.
3. Use the New Economy.
4. Develop strategically.
5. Facilitate good development.

View of the Willamette River from the Broadway Bridge

Urban Design Alternatives

A **Preferred Vision** and an **Infill Alternative** emerged during Phase II of the planning process. In the **Preferred Vision**, the area is looked at with a fresh eye that explores the development potential of the Rose Quarter with many of the existing buildings removed. The **Infill Alternative** leaves certain select venues intact and explores the options when those structures remain in place. Plan and aerial perspectives of both are provided in this document.

Both approaches show residential development at the riverfront, re-establishment of the city street grid, new public parks and plazas, improvements to the Broadway/Weidler couplet of streets, decking over I-5, and a new riverfront park. The development blocks can be a combination of office, residential, retail, and institutional uses. Each block will have structured parking below grade or interior to the block and be enveloped by liner buildings. Both the **Preferred Vision** and the **Infill Alternative** show a redesigned Transit Center.

A proposal for a new major league baseball park was also studied and designed. The **Ballpark Proposal** applies to both the **Preferred Vision** and the **Infill Alternative**. The park would be located north of Broadway. Plan, section, and perspective views are provided in the **Ballpark Proposal** section of this plan.

Transportation Master Plan

The transportation plan was developed to support the urban design principles and plans. Several major interventions are proposed: a redesign of the Transit Center to be more pedestrian-friendly and development-oriented; re-establishment of the city street grid; re-orienting of the I-5 ramps for better regional access to the Rose Quarter; and a new parking and pedestrian circulation strategy. Several of these are illustrated.

In the pages which follow, the process and final plan are described in greater detail.

Planning Process and Urban Design Analysis

1 Process

THE ROSE QUARTER Urban Design Plan and Development Strategy planning process consisted of three phases (shown in the flow chart below):

Phase I Understanding: Data Collection and Analysis

Phase II Discovering: Exploring Alternatives (The key event of Phase II was the design charrette in December 2000)

Phase III Deciding: Preparing a Final Report

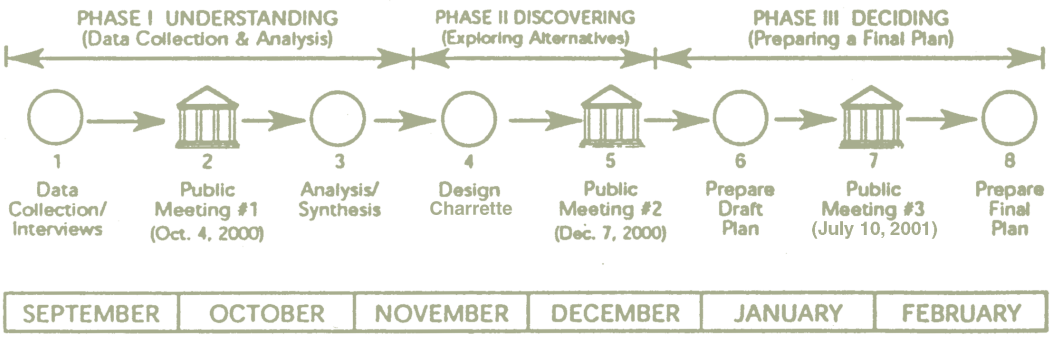
As shown in the flow chart, a major public meeting was also held in each phase of the process.

There were five important features of the Rose Quarter planning process:

- Authentic public participation
- Involvement of major stakeholders
- Multidisciplinary team
- Focus on implementation
- Design as a tool for decision-making

Authentic Public Participation

This was the key element of the Rose Quarter planning process. There is a great tradition of public participation in Portland, so the process started from a good base. Since the Rose Quarter is a metropolitan asset, public participation was metropolitan-wide, but particular effort was extended to the citizens of adjacent areas, such as the Lloyd District and the Eliot neighborhood.



Concept Plan Flow Chart

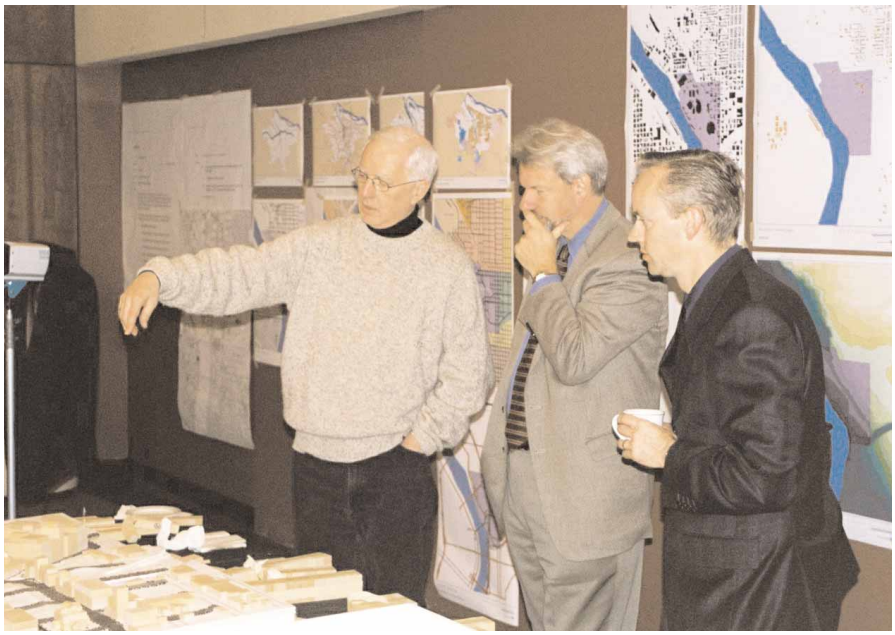
The public participation techniques included interviews, focus groups, and three public meetings. Initial citizen input in Phase I answered open-ended questions about assets, liabilities, and visions for the Rose Quarter. These same focus groups were reconvened during the design charrette in Phase II to respond to the urban design alternatives.

Involvement of Major Stakeholders

The Rose Quarter, similar to riverfront projects in other cities, has only a few major land owners. The Oregon Arena Corporation and other businesses owned by Paul Allen control the majority of the land in the district. The City of Portland owns the Memorial Coliseum, two parking structures and land. Other majority property interests include the Portland School District, Tri-Met, the Oregon Department of Transportation, and Kalberer Hotel Supply. One-on-one meetings with these major stakeholders and their consultants throughout the planning process were an essential means for the Urban Design Associates (UDA) team to understand the stakeholder issues and for the stakeholders to gain and retain their confidence in the planning process.

Multidisciplinary Team

The UDA team included consultants for landscape design (EDAW) and transportation planning (Glatting Jackson Kercher Anglin Lopez Rinehart). Michael Willis Architects assisted in the



Stakeholders discuss development issues

public participation process and the design charrette. The Portland Development Commission (PDC) also separately engaged Economics Research Associates (ERA) as consultants for real estate market analysis. These were the core disciplines, in addition to UDA's urban design and architecture skills, necessary to produce an urban design plan and development strategy for the Rose Quarter.

The real estate market analyst made recommendations on development supply and demand, absorption rates, mix, program, and phasing for retail, hospitality, entertainment, office, industrial, and residential uses. The transportation consultant prepared an analysis of the base traffic and transit conditions and of projected transportation improvements prior to the design charrette. At the design charrette, all consultants participated in the exploration of alternatives.

Lastly, the staffs of the Portland Development Commission and their project managers, Shiels Obletz Johnsen, were integral working team members throughout the planning process.

Focus on Implementation

The process began on day one with implementation in mind. During Phase I, the team collected data on public and private funding sources, implementation mechanisms, grant programs, other projects in the pipeline, regulations, codes, and other due diligence information. It would benefit no one to develop an academic plan that was not tied to the realities of getting it funded, approved, and built. Implementation can be difficult, even when all the forces are aligned properly.

Design as a Tool for Decision-Making

Design is not an end it itself, but a tool, a means, for decision-making by our clients and citizens. By exploring alternatives, the "what ifs" of a site or district, the design process allowed for speculation, brainstorming, and out-of-the-box thinking.

The alternatives were then tested against physical constraints, impact on adjacent neighborhoods, regulatory controls, the market, costs, benefits, economic feasibility, valuation, phasing, public input, experience elsewhere, and other factors.

11 Focus Groups

Focus groups and stakeholder interviews were held in Phase I (Understanding) with neighborhood groups, business and real estate groups, arts and cultural groups, parks and environmental groups, transportation groups, Portland State University, Intel, Oregon Arena Corporation, Portland Public Schools, Burlington Northern Railroad, Mayor Vera Katz, Commissioner Charlie Hales, and the Rose Quarter Steering Committee.

Each group or person was asked the same three questions:

•What are the strengths and assets of the Rose Quarter?

•What are the weaknesses and liabilities of the Rose Quarter?

•What is your vision for the future of the Rose Quarter?

There was broad consensus on the answers to these questions. Below is a summary of the focus group and interview responses.

Strengths

Location

- Next to downtown
- Next to the Lloyd District
- Between downtown and the Lloyd District
- Gateway to the Eastside

Transit

- Existing Max line
- New Interstate Max line
- Bus transfer center

River

- Views
- Potential connection to river

Arenas

- Events and concerts bring visitors
- Identity for district

Fountain

Freeway access

Convention Center adjacent

Paul Allen

Vacant land for development

Liabilities

There is no "there" there

Barriers
- I-5
- Railroad
- Dreyfus grain loading facility

Confusing street layout – designed to get you out

Messy Transit Center

Pedestrian-unfriendly, hostile

Empty and dead on non-event nights and during most days

Impact of arenas on neighborhood
- Parking
- Traffic
- Noise
- Trash

Aesthetics of Rose Garden and parking garages

Broadway, Weidler, and Interstate Avenues, and Martin Luther King Boulevard are car-friendly and pedestrian-hostile

Single-purpose district

Vision

Restore city grid

Provide access to the river

Make the district pedestrian-friendly

Mixed-use in addition to arenas to create a 24-hour/7-day district
- Office
- Retail
- Housing
- Hotel
- Education

Green space

Redesign Transit Center

New activities
- Community center
- Conservatory
- Baseball park

Engineering school

Connect to:
- River
- Downtown
- Lloyd District
- Convention Center
- Neighborhoods
- Greenway

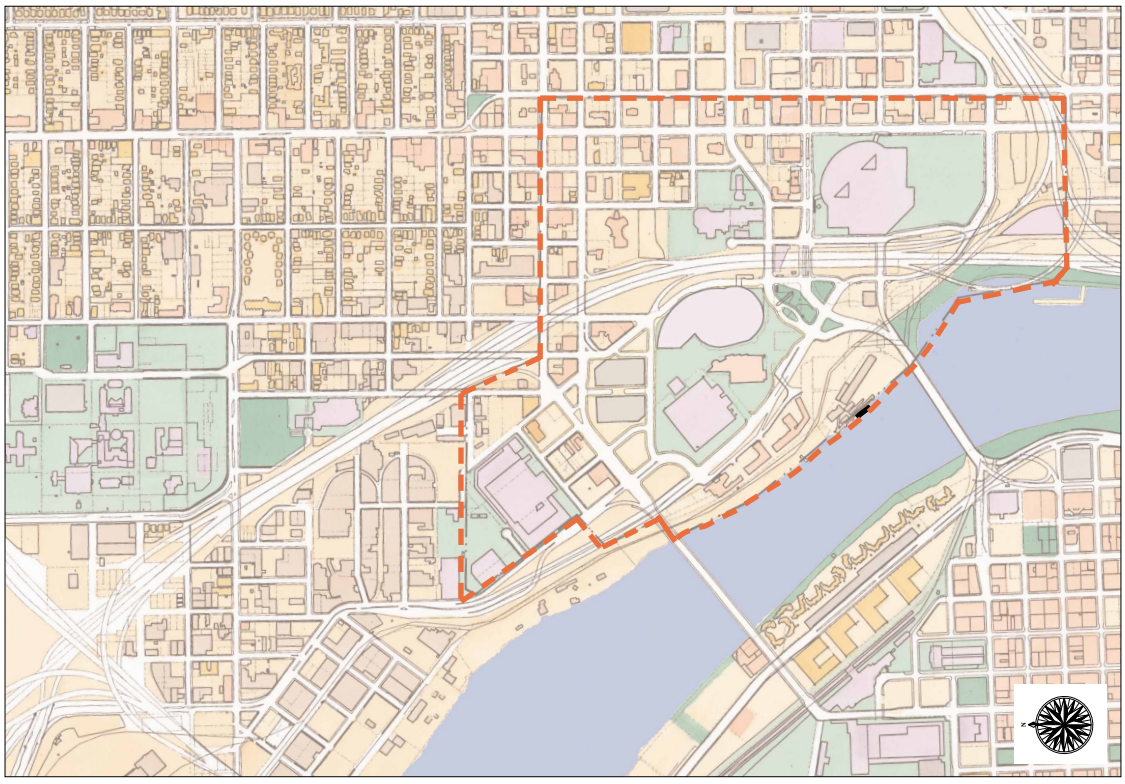
Deck I-5 freeway

Deck railroad tracks

Move Dreyfus grain loading facility

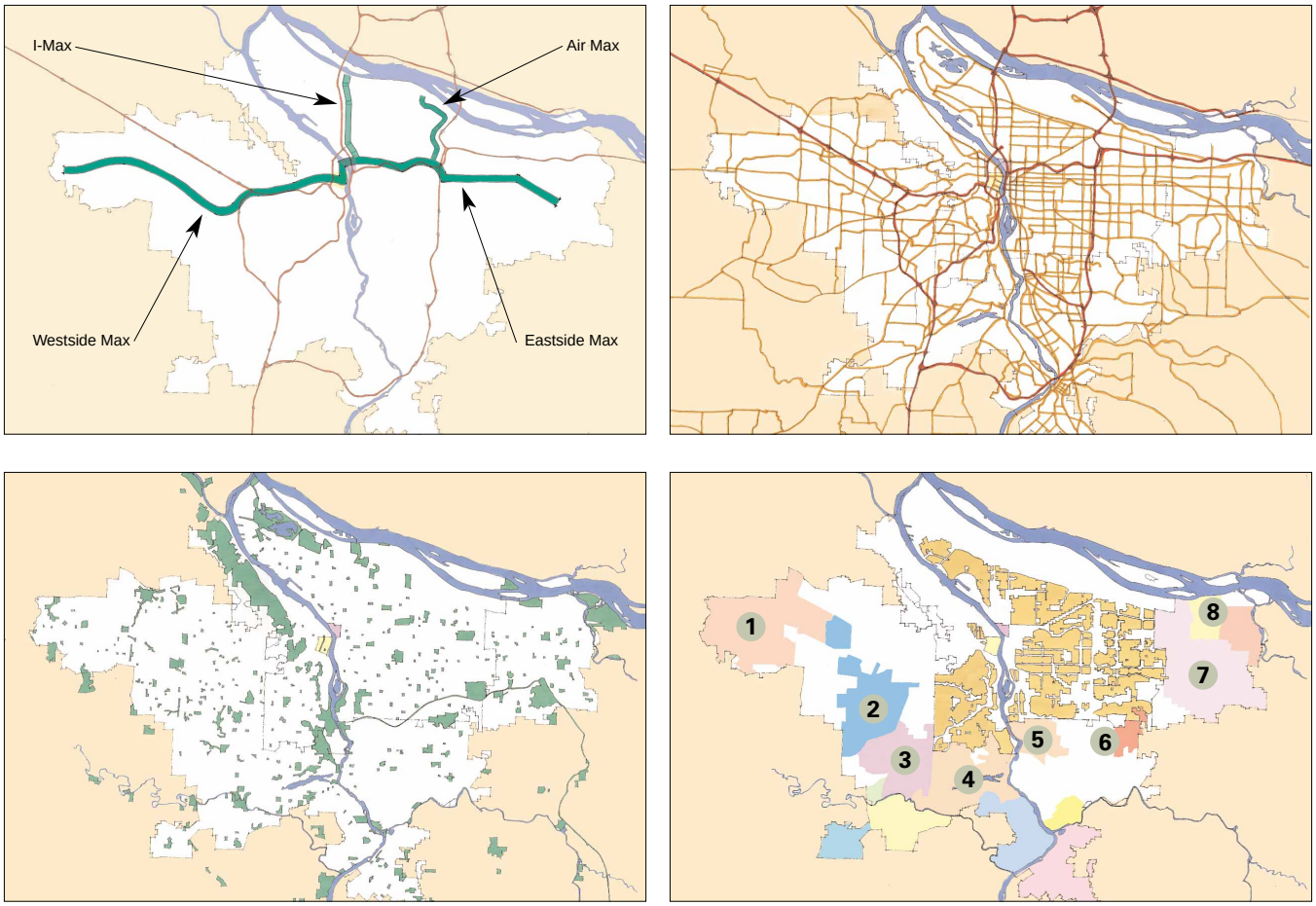
III Urban Design X-Rays®

DURING THE PRELIMINARY planning process, Urban Design Associates prepared a series of analysis drawings, called UDA X-Rays® focusing primarily on Portland's Rose Quarter and the eastern side of the Willamette Riverfront. The X-Rays extract layers of information from the typical existing land use plan. Each layer of information (streets, residential uses, open space, parking, etc.) reveals a historic pattern with both opportunities and constraints. These drawings became important determinants of the design plans created during the charrette. The following pages illustrate a few examples of the UDA X-Rays® created for the Rose Quarter.



Portrait

Existing conditions plan Rose Quarter (October 2000) showing the study area boundary in red



Top Left
Regional highway and light rail network

Top Right
Regional highway and arterial network

Bottom Left
Regional parks and open space network

Bottom Right
Regional residential settlement patterns in the City of Portland

The Regional Highway and Light Rail Network X-Ray illustrates how the Rose Quarter is serviced by both an extensive interstate highway system and a public transit system. Getting to the highways presents some challenges which the plan addresses. Public transit is readily available, although not particularly friendly.

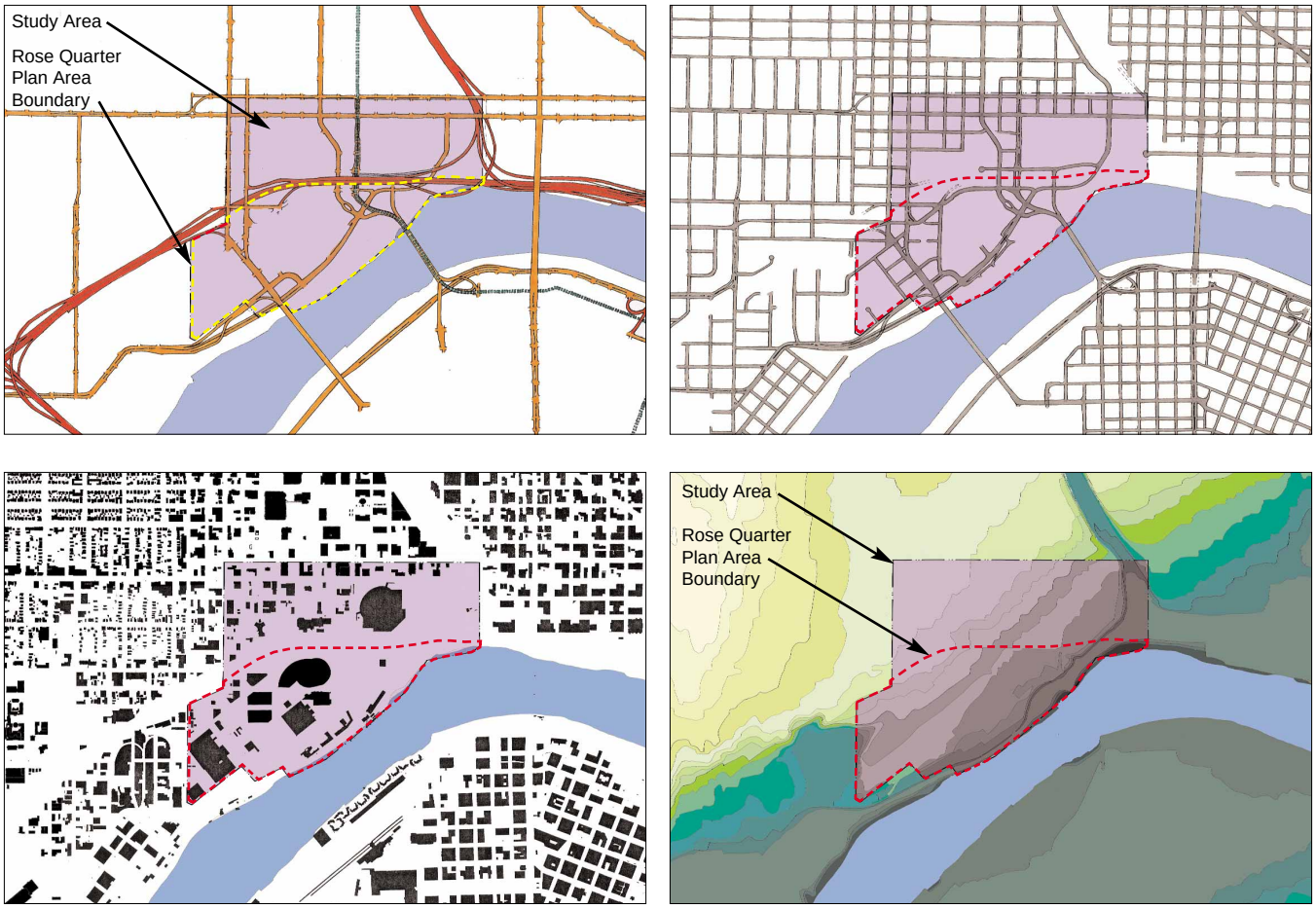
The Regional Highway and Arterial Network X-Ray shows the extensive amount of arterial streets as well as highway systems around the Rose Quarter area.

The Regional Parks and Open Space Network X-Ray shows the many parks and green spaces there are to enjoy in the Portland area. The drawing also reveals there are no official city parks in the Rose Quarter.

The Regional Residential Settlement Patterns in the City of Portland X-Ray illustrates how many neighborhoods exist within the surrounding areas, while pointing out the lack of residential development within the Rose Quarter.

Communities

1. Hillsboro
2. Beaverton
3. Tigard
4. Lake Oswego
5. Milwaukie
6. Happy Valley
7. Gresham
8. Fairview



Top Left
Highways and main arteries

Top Right
Surface streets

Bottom Left
Building coverage

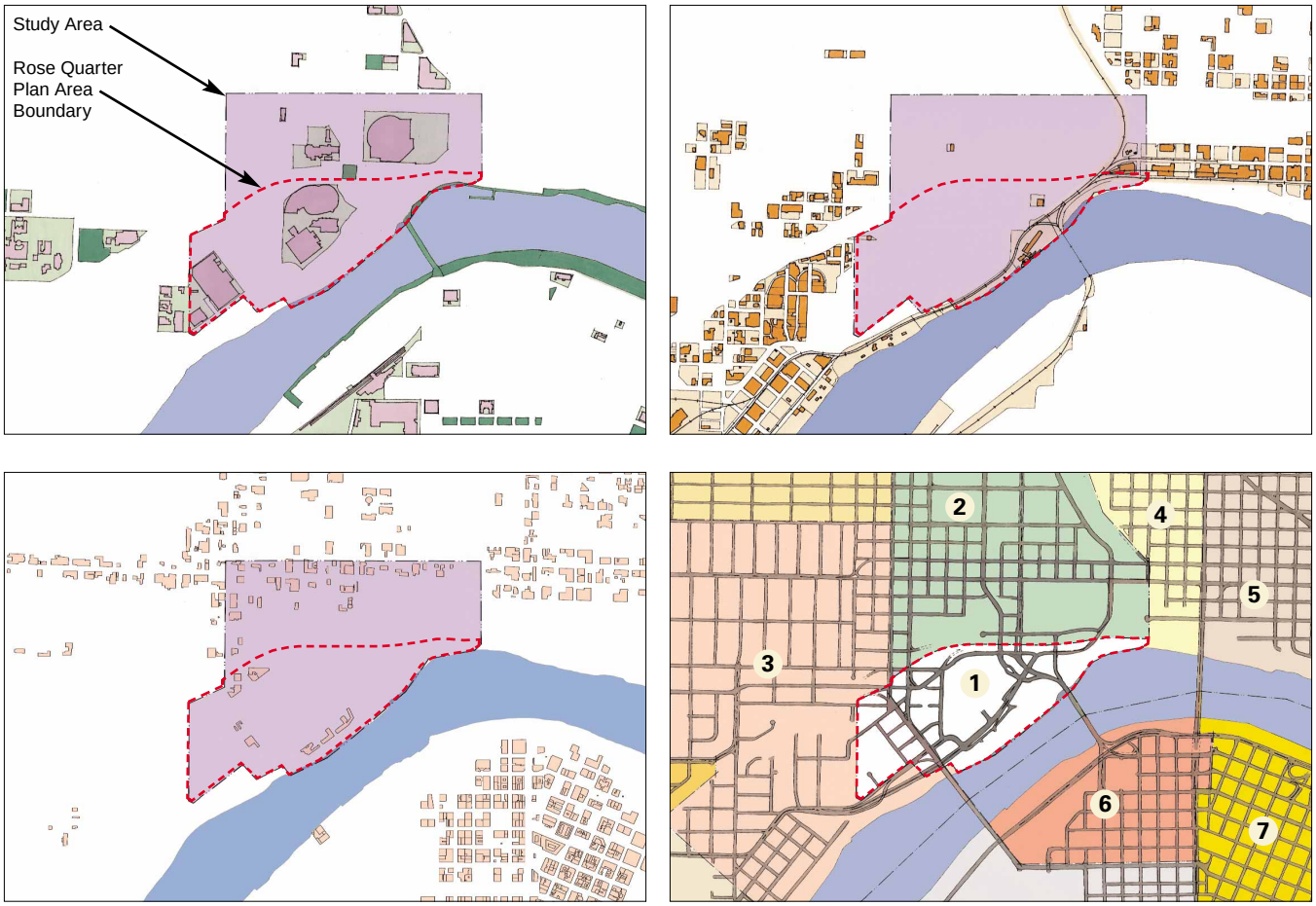
Bottom Right
Topography

The Highways and Main Arteries X-Ray illustrates that the Rose Quarter contains a confusing system of highway ramps and main arterials making both entering and exiting the Rose Quarter difficult and unsafe.

The Surface Streets X-Ray shows the fragmentation of the street pattern of the former neighborhood formed years ago; one was created off the angle of the Broadway Bridge and perpendicular to the Willamette River and another was designed on a north-south / east-west axis that dominates most of Portland's street pattern. Note the absence of a street network extension on the Rose Quarter riverfront.

The Building Coverage X-Ray illustrates how little development actually exists in the Rose Quarter area, especially along the riverfront, while highlighting the enormous scale of the Rose Garden, the Coliseum and the Convention Center.

The Topography X-Ray illustrates the difference in grade between the Willamette River edge and the back edge of the Rose Quarter area.



Top Left
Institutions, parks, and open space

Top Right
Industrial areas

Bottom Left
Commercial areas including retail, offices, and hotels.

Bottom Right
Neighborhoods

The Institutions, Parks and Open Space X-Ray illustrates that the Rose Quarter does contain some isolated public open space around the large institutional buildings in the district, but unfortunately these spaces are utilized for special events and are not connected to the Willamette Riverfront.

The Industrial Areas X-Ray shows the amount of the industrial uses in and around the Rose Quarter area. Notice the concentration of industrial buildings along the Willamette, presenting an obvious barrier for pedestrians and view corridors to the riverfront.

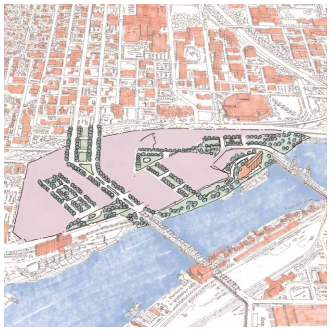
The Commercial Areas X-Ray illustrates how little retail and office development exists in the Rose Quarter, in contrast to the surrounding areas, especially Portland's downtown, just across the river.

The Neighborhoods X-Ray illustrates the locations and names of the many neighborhoods surrounding the Rose Quarter.

Districts and Neighborhoods

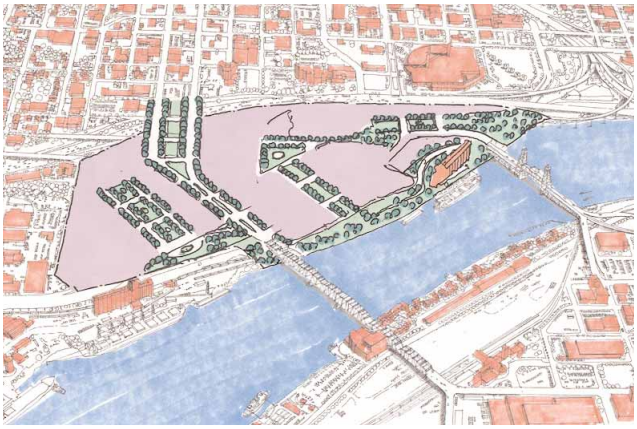
1. Rose Quarter within Lloyd and Eliot
2. Lloyd
3. Eliot
4. Kerns
5. Buckman
6. Old Town
7. Downtown

Urban Design Principles



1 Urban Design Principles

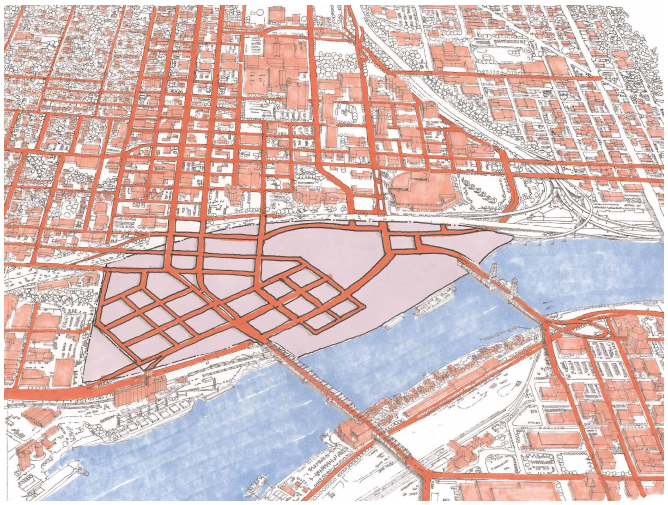
THE URBAN DESIGN PRINCIPLES presented in this section evolved from the extensive public process that was the foundation for developing this plan. Input gathered from a broad base of stakeholders during focus groups, public meetings, and the design charrette was used to formulate design principles consistent with the needs and aspirations of Portland's citizenry for the redevelopment of the Rose Quarter.



Composite illustration of Urban Design Principles

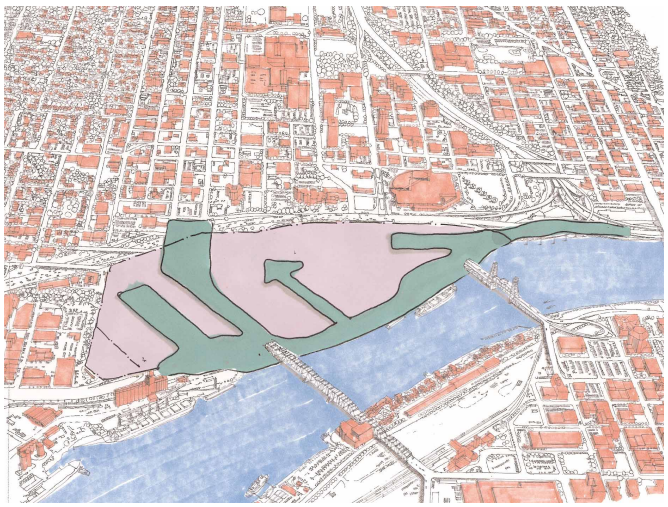
1 Streets

Re-establish the city grid to the river.



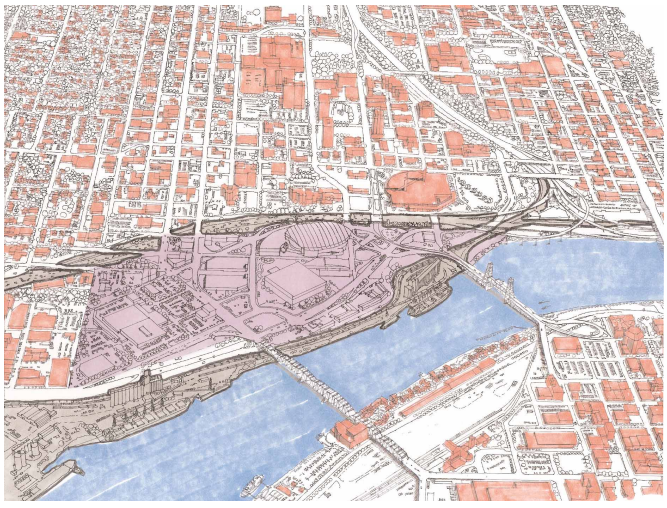
2 Parks and Open Space

Connect Rose Quarter to the river and to the greenway.



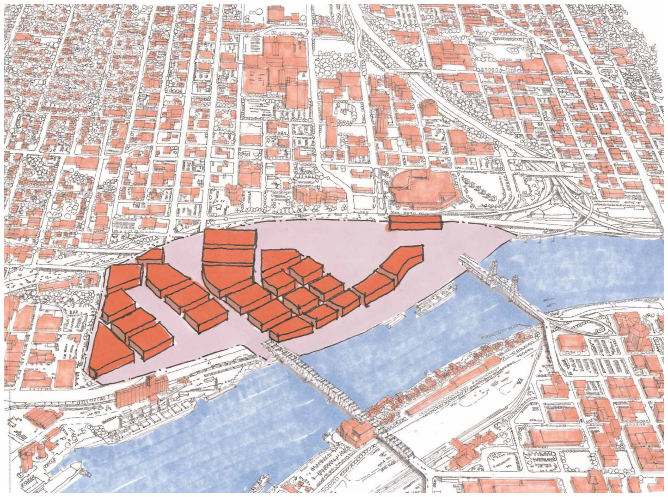
3 Physical Barriers

Eliminate or mitigate physical barriers, such as I-5 and the railroad.



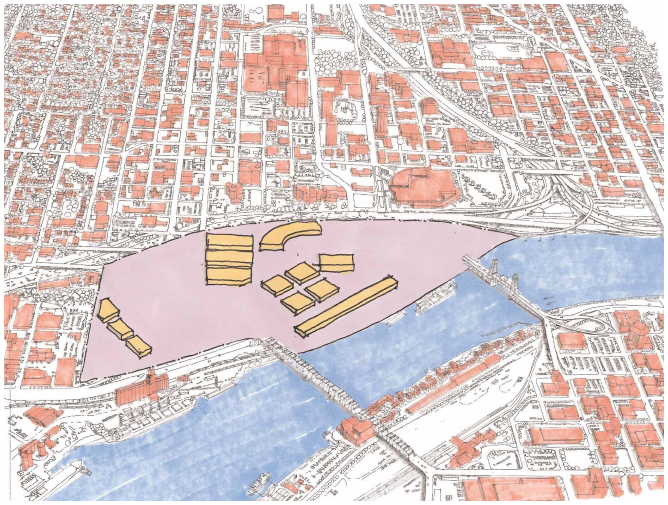
4 Development Blocks

Create flexible development blocks which can support mixed-use, including entertainment, office, retail, education, recreation, and mixed-income housing.



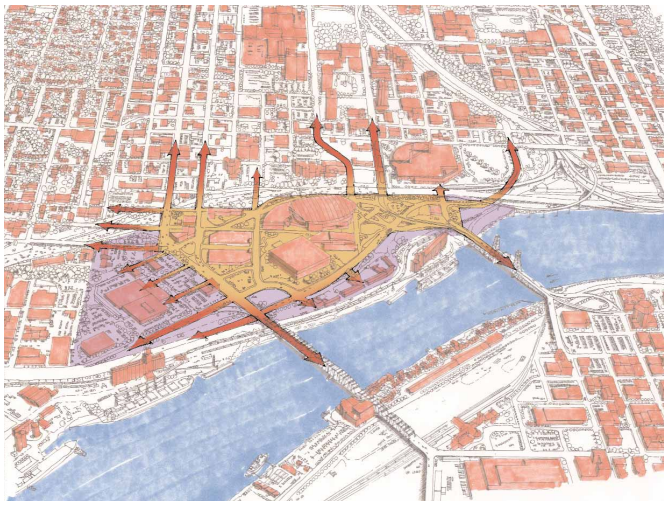
5 Parking

Develop a shared parking supply for event attendees, daily users, residents, and visitors.



6 Connect to Neighborhoods

Connect the Rose Quarter to adjacent neighborhoods and districts on both sides of the Willamette River.



7 Public Transportation

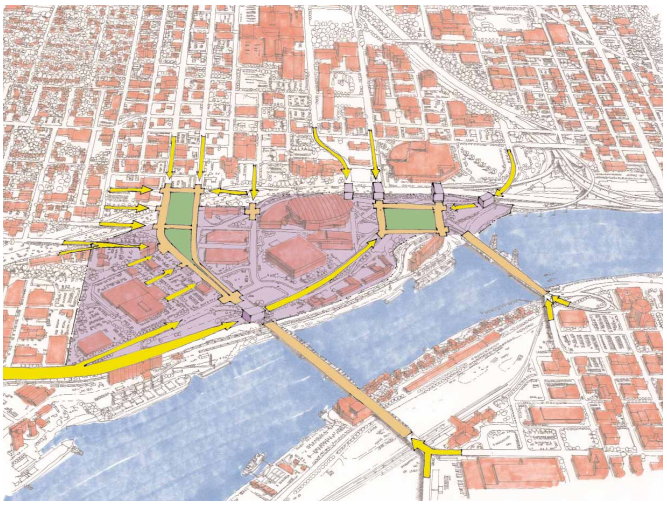
Create a pedestrian-friendly, transit-friendly, and bike-friendly neighborhood.

8 Public Spaces

Design public spaces and parks which create memorable addresses and animate the Rose Quarter.

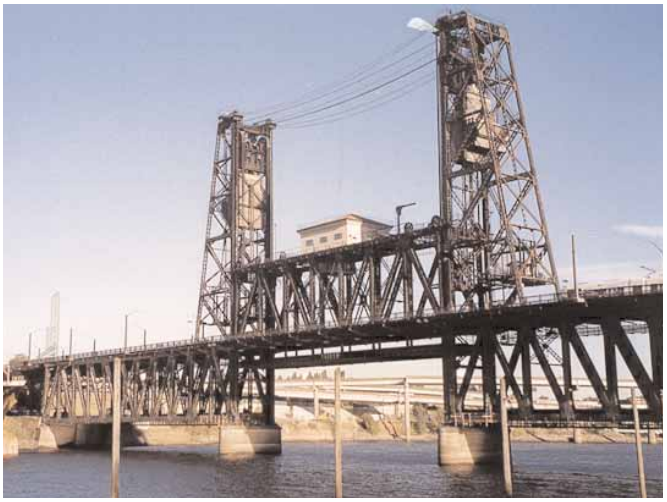
9 Gateways

Create gateways to the Rose Quarter.



10 Cultural Heritage

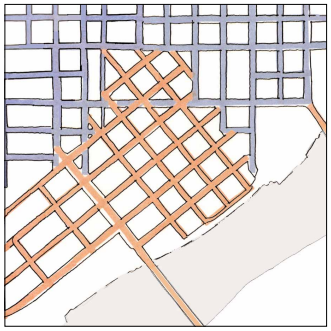
Celebrate the architectural, social and cultural heritage of the East Side and the historic role of the working Willamette River edge.



11 Protect Existing Uses

Protect, enhance and complement the existing positive uses such as the Paramount Apartment Building in the Rose Quarter, and others in the adjacent neighborhoods.

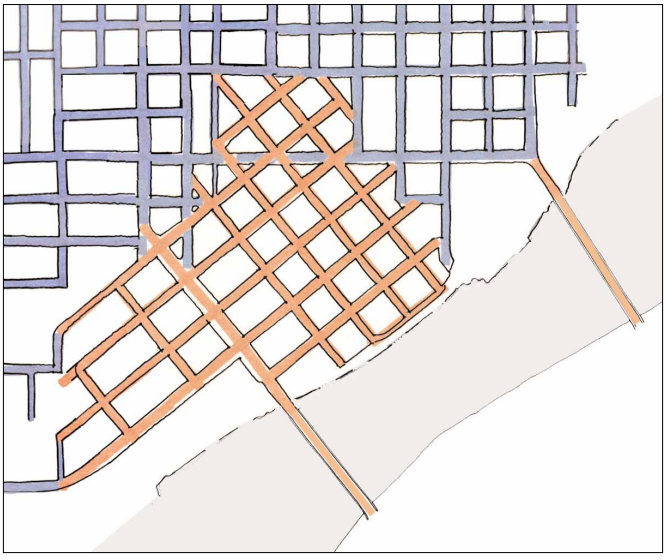
Framework



1 Frameworks

THE URBAN DESIGN ANALYSIS and the urban design principles were the basis for arriving at a development framework for the Rose Quarter. The biggest challenges were clearly in reconciling the *Box* and the fragmented remains of the two historic street grids (illustrated below) which converge at the Rose Garden arena with their surrounding blocks. The *Box* is a rectangle formed by four one-way streets: Broadway, Weidler, Vancouver, and Williams Avenues. Because of its position in the Rose Quarter, and with respect to major local and regional traffic flows, the Box impedes efficient traffic flow. A great deal of time was spent exploring potential sites for both development blocks and green spaces within the revitalized Rose Quarter. The analysis drawings pictured on this page and the next were conceived as tools to aid the design team in understanding the various elements of both the historic Pre-1947 street grid as well as the fragmented street network which exists today.

You will notice that the historic street network was actually the product of two grids with different orientations, one grid playing directly off of the river (shown in red), the other relating to the Portland city grid (shown in blue). As the historic grid has consistently been eroded with each large development effort of the past fifty years, its fragmented remains have been loosely stitched together by a series of interventions (shown in



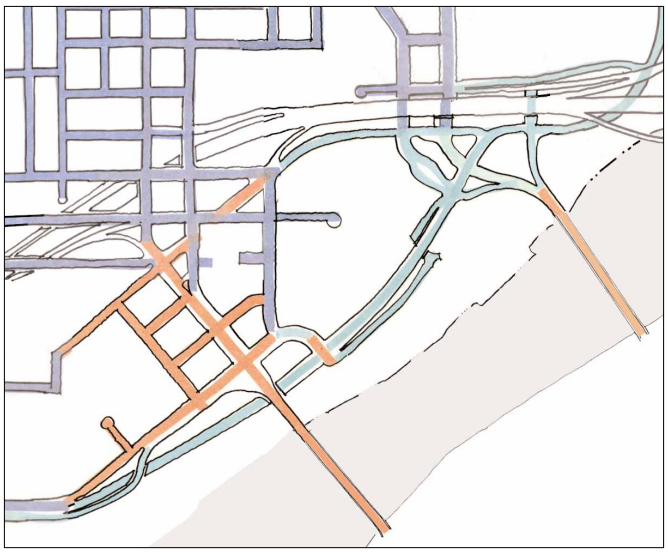
Pre-1947 Rose Quarter Street Framework

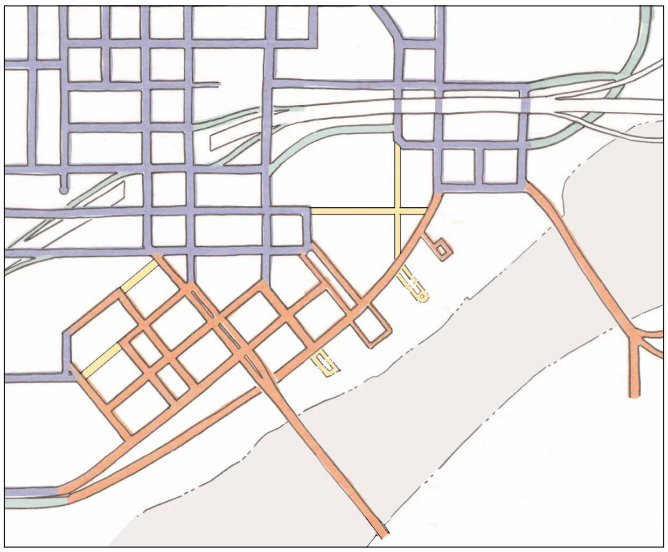
green in the drawings on page 24). It was the design team's challenge to reconnect the Rose Quarter to its strengths, namely the riverfront, downtown, and the neighborhoods beyond its presently isolated and disconnected surroundings.

The first step in the Urban Design Plan was to devise an ideal framework (shown on the lower right) which would best exemplify the urban design principles. The major elements include a reconfigured Transit Center which fosters improved transit and pedestrian flow as well as a proposal for the remediation of the dangerous traffic elements which currently exist within the adjacent portion of I-5 known as the *Box*.

Each of the alternatives presented in the master plan is based upon this framework of streets and open spaces, their components interchangeable within the greater context of a reconciled street grid, fingers of green spaces, a pedestrian- and transit-friendly environment, and a series of public riverfront amenities.

In addition, a series of flexible mixed-use development blocks and various fingers of green park space extend to the river and its riverfront park system which will thereby animate and connect addresses for development with both the Willamette River and the skyline of downtown Portland beyond.





Key

- Historic Portland street grid
- Historic street grid aligned with river
- Post-1947 street connections
- Pedestrian-only connections

Top
Street Framework today

Bottom
Proposed Street Framework

Urban Design Alternatives

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1 Introduction

AN EXTENSIVE PUBLIC PROCESS led to the development of a Preferred Vision, an Infill Alternative, and a Ballpark Proposal for the development of the Rose Quarter. Public input and the urban design principles point strongly to the Preferred Vision as a highly desirable plan for revitalizing this section of Portland. The principal characteristic of the Preferred Vision is the reconstruction of the historic street grid. The Preferred Vision imagines that all existing buildings, except the Rose Garden Complex, are replaced with new development. Thus, it is achievable only if the site of the Memorial Coliseum is available for development. The Coliseum is an important public facility and a memorial to veterans. The City is currently evaluating the future of the Coliseum including its financial viability and its role as a veterans' memorial.

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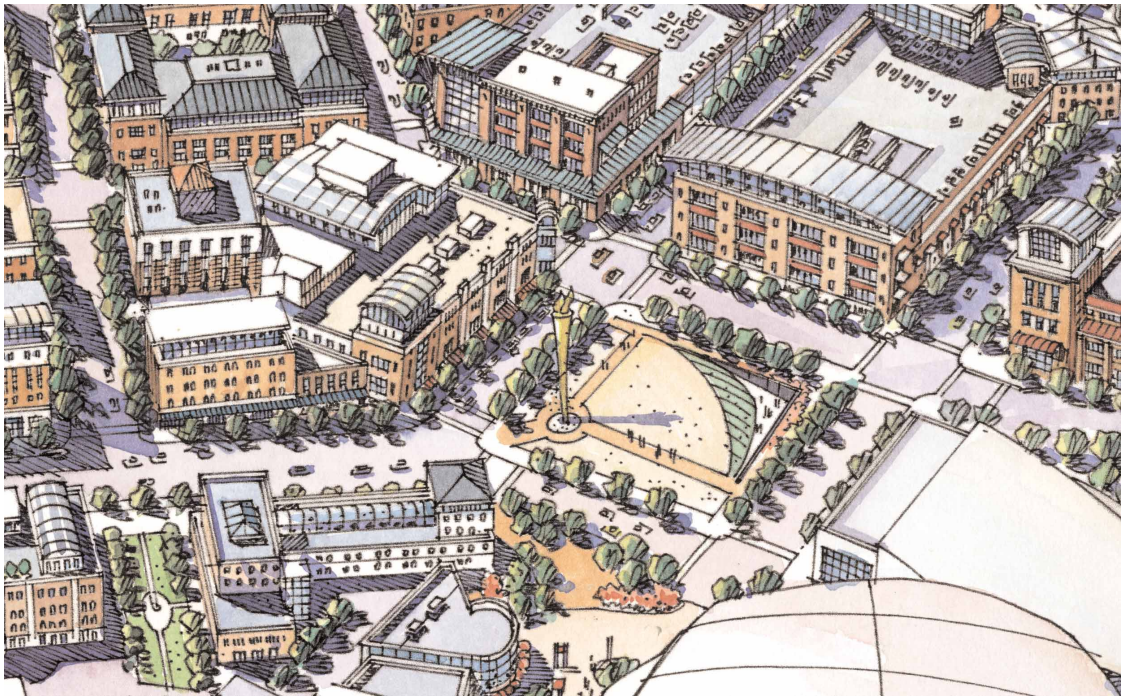
Eye-level view from Broadway Bridge of proposed development



Aerial view of the revitalized Coliseum site illustrates how the area could be developed with an adjacent park and veterans' memorial

If the Coliseum remains, the alternative urban design plan - the infill strategy - builds on the strength of the existing building stock. It introduces the street grid where possible and creates opportunities for office, housing and retail. Most, though not all, of the urban design principles can be achieved in this alternative.

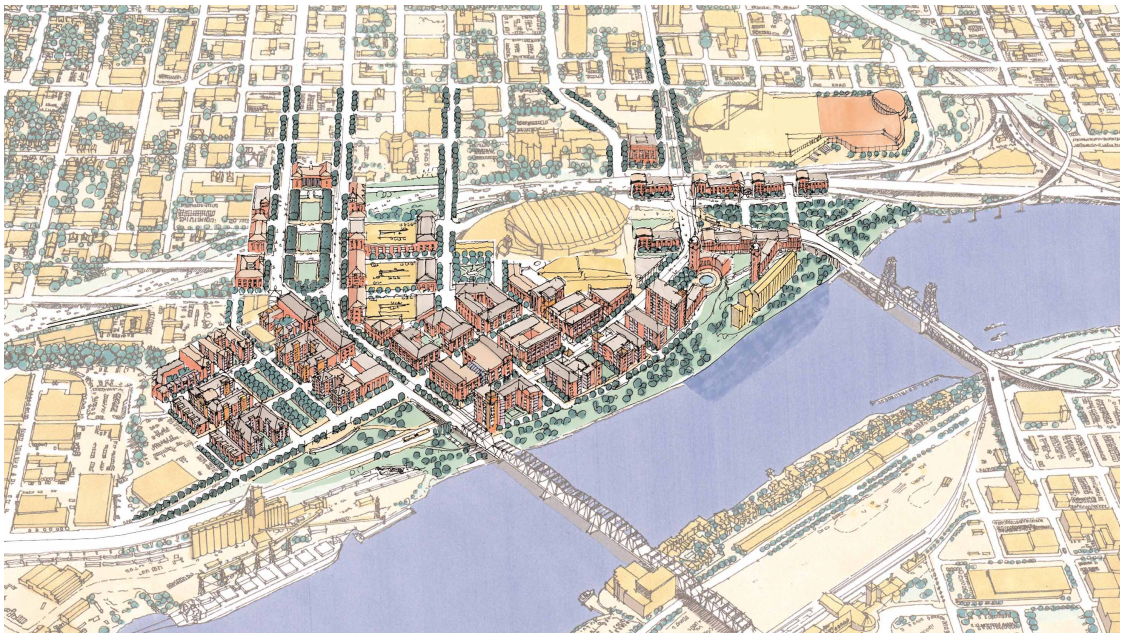
The proposal for a ballpark on the blocks north of Broadway presents special circumstances that would have an effect on both the Preferred Vision and the Infill Alternative. These effects are explored in detail in this section.

11 Preferred Vision

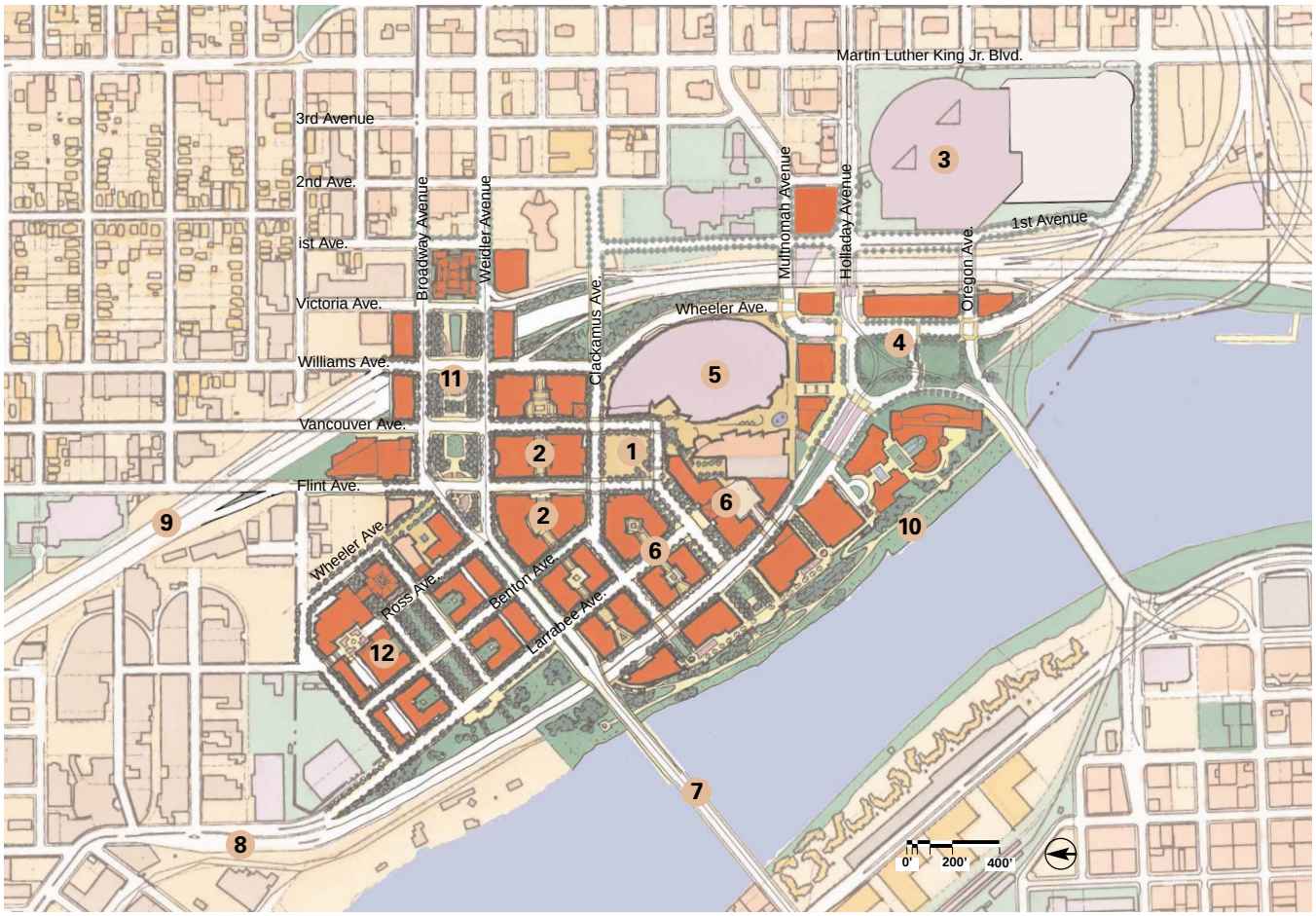
THE MASTER PLAN AREA is generally bounded by the eastern edge of the Willamette River, Dixon Street, 1st Avenue, and Oregon Avenue.

The Preferred Vision proposes a radical transformation of the area from a place to go for sports and entertainment, into a place to be - to live, work, recreate, and shop. It does not replace the sports and entertainment that attracts people to the area. Rather, it seeks to incorporate the Rose Garden into a neighborhood that has a mix of uses. The scheme is based on, and directly implements, the eleven urban design principles with streets and open spaces setting the framework for development.

The proposed street framework reestablishes much of the grid that existed before the construction of the I-5 Freeway. Although the suggested interventions are modest, together they represent an opportunity to radically transform the scale and character of the district. Recommended new links include restoring Flint Avenue between the two Rose Garden parking garages and extending it through the Coliseum Plaza, extending Clackamas Street across I-5 and to the river, inserting a new street through the center of the Coliseum site, creating a grid on the School District site, reconnecting Hancock Street



Aerial view of the Preferred Vision

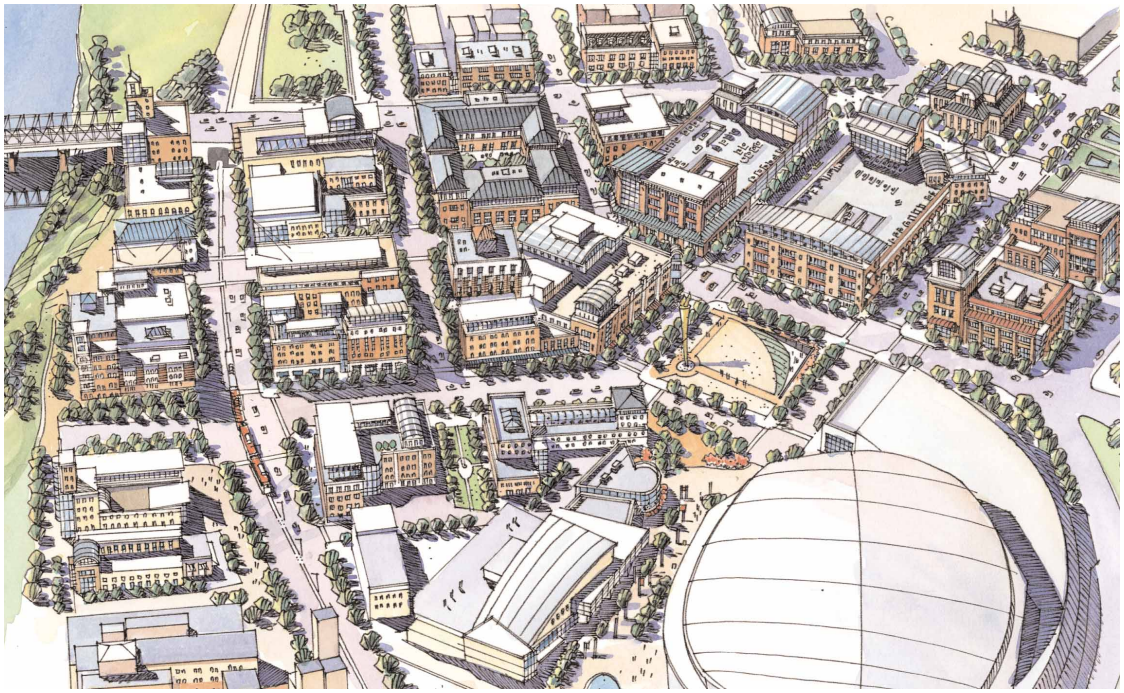


to Wheeler Avenue, reconfiguring the Transit Center into a public square, and extending a series of loop roads onto the Red Lion property. In addition a one-block segment of Wheeler Avenue is shown as closed to better facilitate the movement of pedestrians and vehicular traffic through the Box. These initiatives will be complemented by the transformation of Broadway Avenue into a landscaped pedestrian-friendly boulevard. Specific design changes proposed for Broadway include new street trees, street lighting, pedestrian crosswalks, and a planted median. Other proposed interventions include the traffic calming of Larrabee Avenue through the elimination of the flyover from Interstate Avenue and the high-speed corner at Winning Way. Using streets to clearly define the public and private realm will reestablish a framework for incremental development.

The open space network is designed as an integral part of the street system by creating a series of featured open spaces and links to the riverfront. The network is characterized by four public squares which are both visually and physically connected to the riverfront by streets and sidewalks. These spaces include a square on the site of the Coliseum plaza, a campus green north of Broadway, a transit green between Oregon and Holladay Streets, and a great lawn over the two blocks that define the Box. Each of the

Plan of Preferred Vision

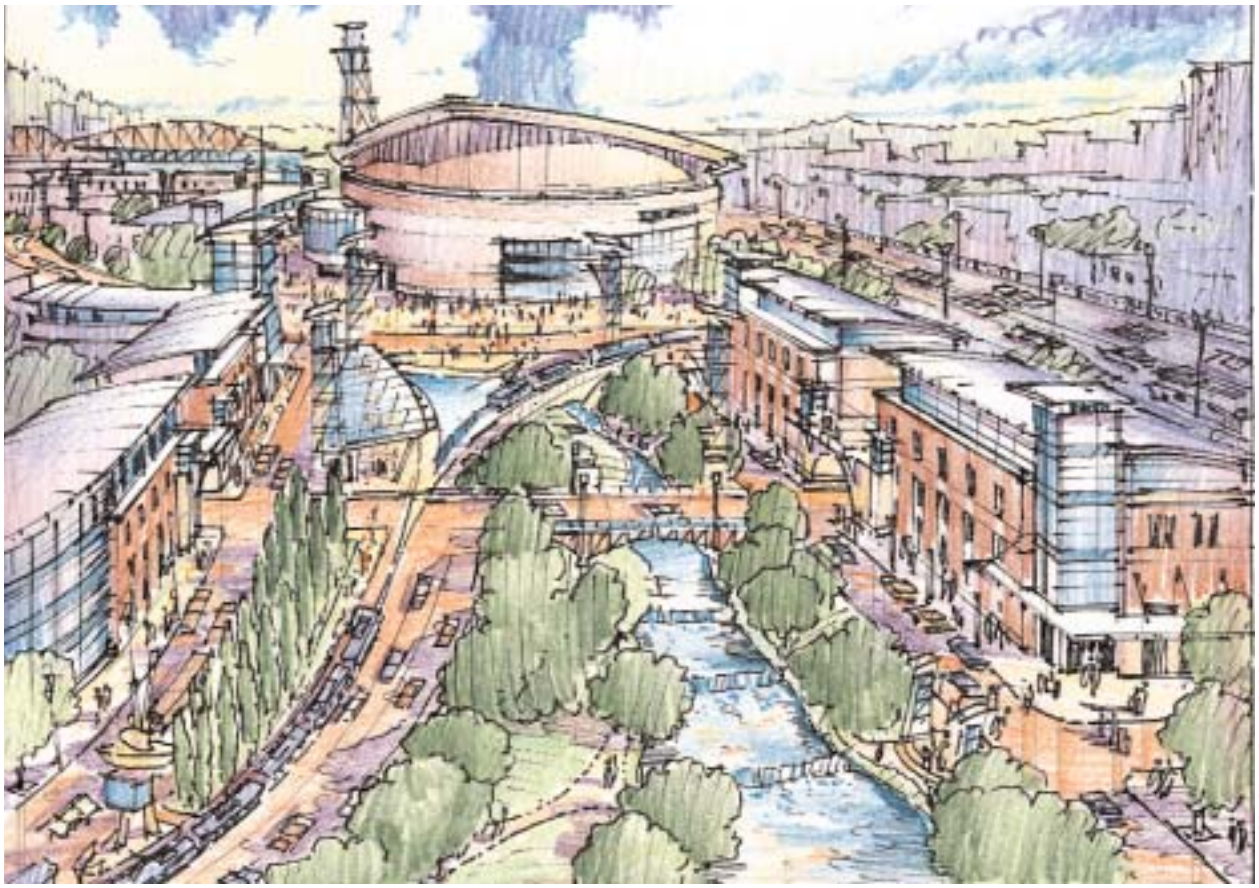
1 Proposed Square
2 Proposed office development over existing parking garages
3 Convention Center
4 Proposed Transit Square
5 Rose Garden
6 Proposed Coliseum Site redevelopment
7 Broadway Bridge
8 Interstate Avenue
9 I-5
10 Proposed riverfront treatments
11 Proposed deck over I-5
12 Proposed Campus



Aerial view illustrating proposed redevelopment of the Rose Quarter

four park initiatives establishes a grand civic address. The square is designed as the centerpiece of district. The plaza is illustrated as a multi-use space that could accommodate both a new veterans' memorial and event functions. A memorial wall protected by a landscaped berm is carved into the western edge of the square as a suggested replacement for the memorial wall in the Coliseum. The memorial aspect is balanced with a colossal column placed on axis with the new coliseum street as an icon for the district. The proposed square has the added benefit of creating a common address for the Rose Garden, Coliseum and proposed retail development along the extension of Clackamas Street. Two lawn panels over I-5 are the key to making a connection to the Lloyd District and Eliot neighborhood. By covering the interstate they eliminate it as a barrier. Smaller secondary parks build on the primary open space network by creating more intimate neighborhood places.

To create a riverfront park, the Preferred Vision shows the heavy rail right-of-way shifted east to the western edge of Interstate Avenue and capped by development. This change has an operational benefit to the railroad in decreased travel time and a civic benefit to the City in the opportunity to extend the riverfront park system. An additional cost benefit analysis must be conducted to further test the economic feasibility of this initiative.



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Aerial view of the proposed Transit Square

With only the Rose Garden and its associated development proposed to remain, the character of the district will be to a large extent determined by new development. Much like the Pearl District, the image for the Rose Quarter must be respectful of the physical and historic context, as well as the architecture of adjacent neighborhoods.

The primary land-use recommendation is for multi-story mixed-use development, providing a variety of building types that maximize the market. This recommendation will be further refined based on the final development strategy. Parking will be accommodated on-street, at grade, and in below-grade ramps. The rule of thumb is that each block must support, at a minimum, its own parking requirements. In general, residential uses require dedicated parking while office uses can share parking with event venues.

Access to transit is one of the great strengths of the Rose Quarter. The proposed transit center reconfiguration will further enhance this asset by improving pedestrian access between the MAX, bus and MAX stops. It will also greatly reduce pedestrian/vehicle conflicts by standardizing the various street intersections. A commercial benefit of this initiative is the creation of retail pad sites on the east, north, and west edges of the square. Consideration should also be given to extending the Portland Streetcar route across the Broadway Bridge and

then east along Broadway/Weidler as a couplet. This new line would greatly improve connections to both eastern neighborhoods and the River District, while further reducing the demand for parking.

Reestablishment of the historic street grid will help reconnect the Rose Quarter with the surrounding neighborhoods and enhance the overall efficient flow of traffic in and through the area. The planned reorientation of the I-5 ramps will also contribute to opening the district up for better regional access.

Finally, amenities must be in place to attract new residents, workers and visitors to the area. In addition to the proposed street grid, open space network and adjacent strategic assets, new suggested amenities include restaurant, cultural and recreational activities. This recommendation will be greatly expanded based on the final development strategy.

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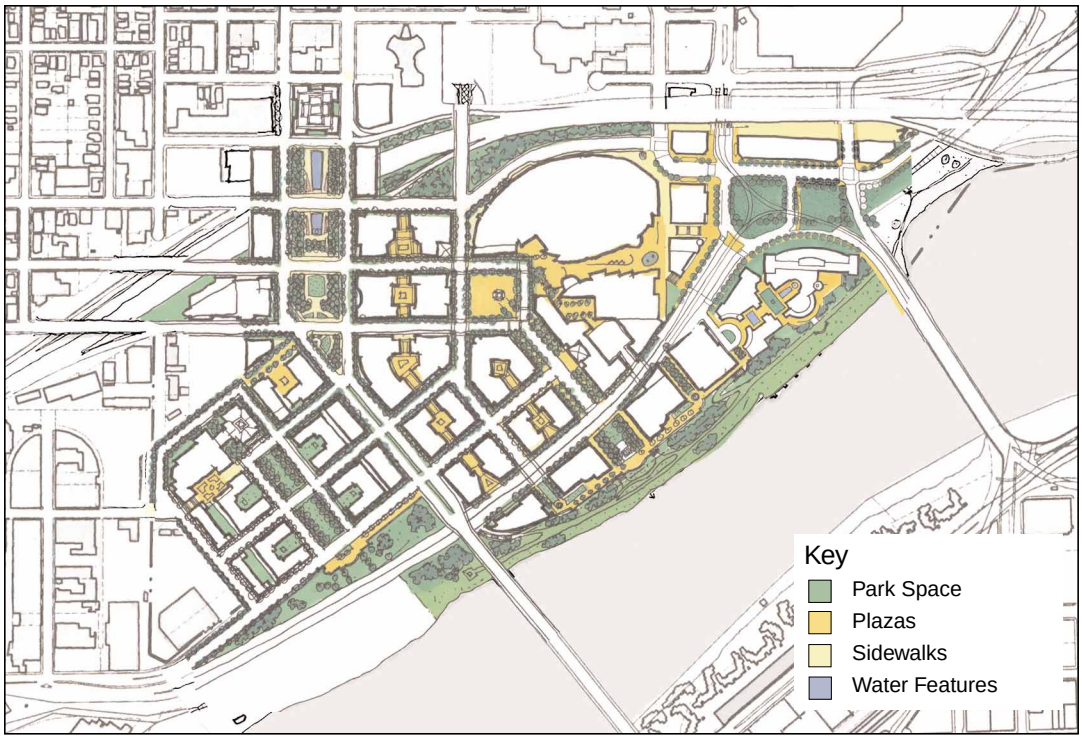
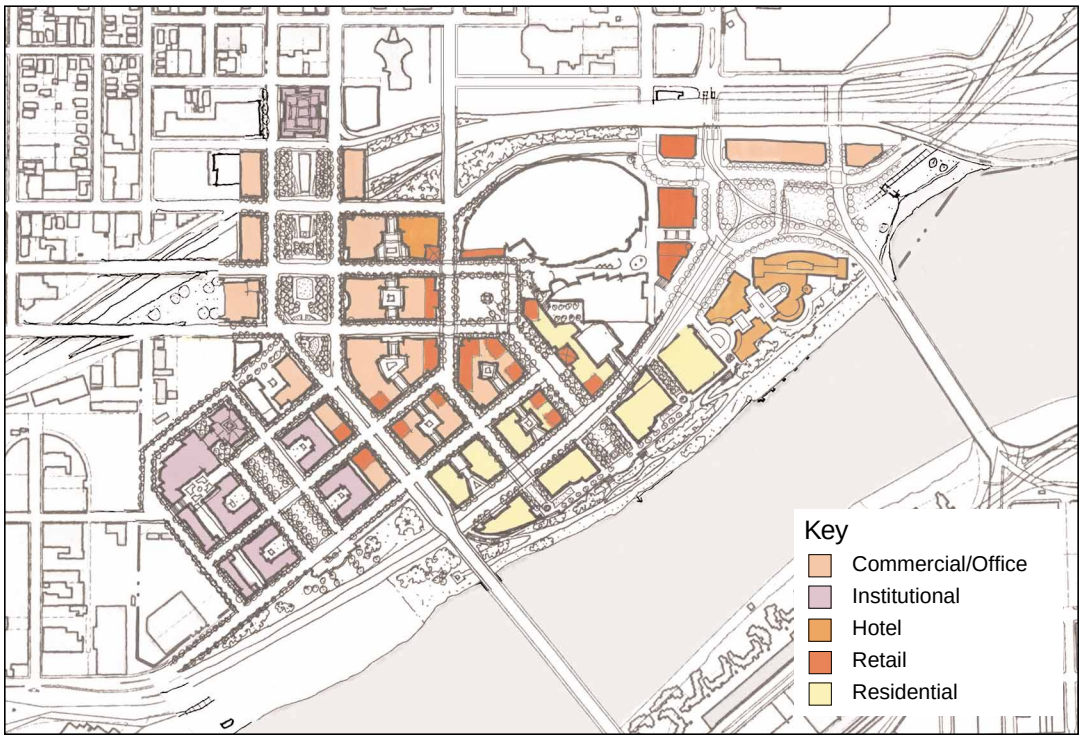
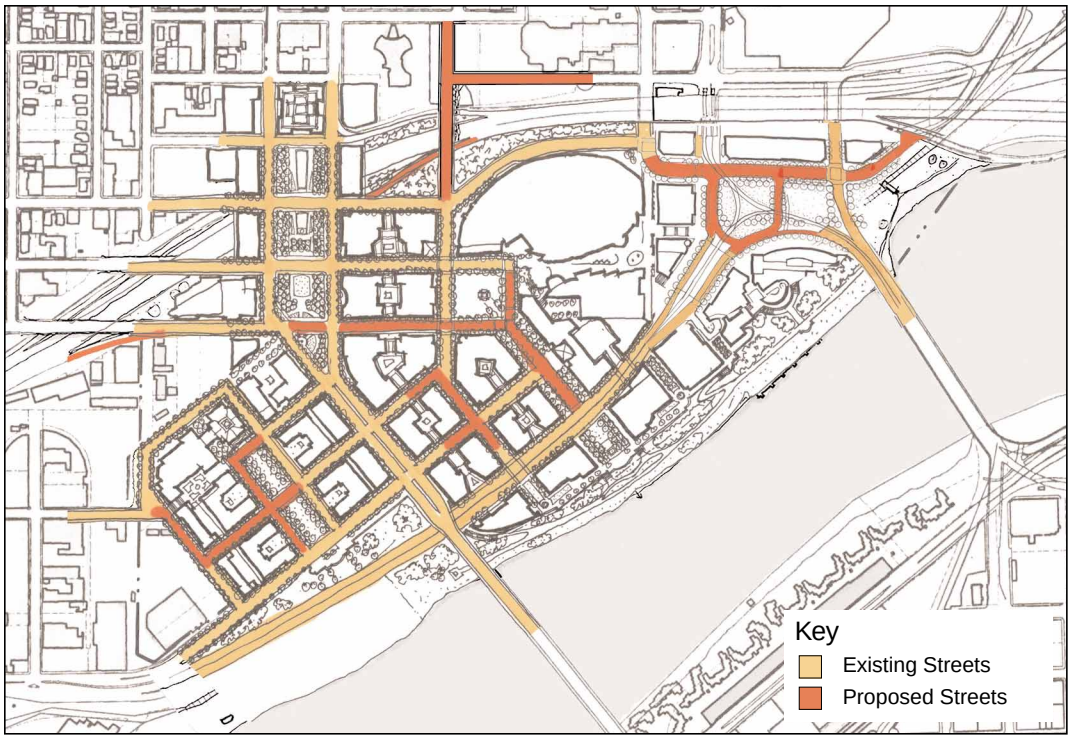
Aerial view of the proposed development north of Broadway



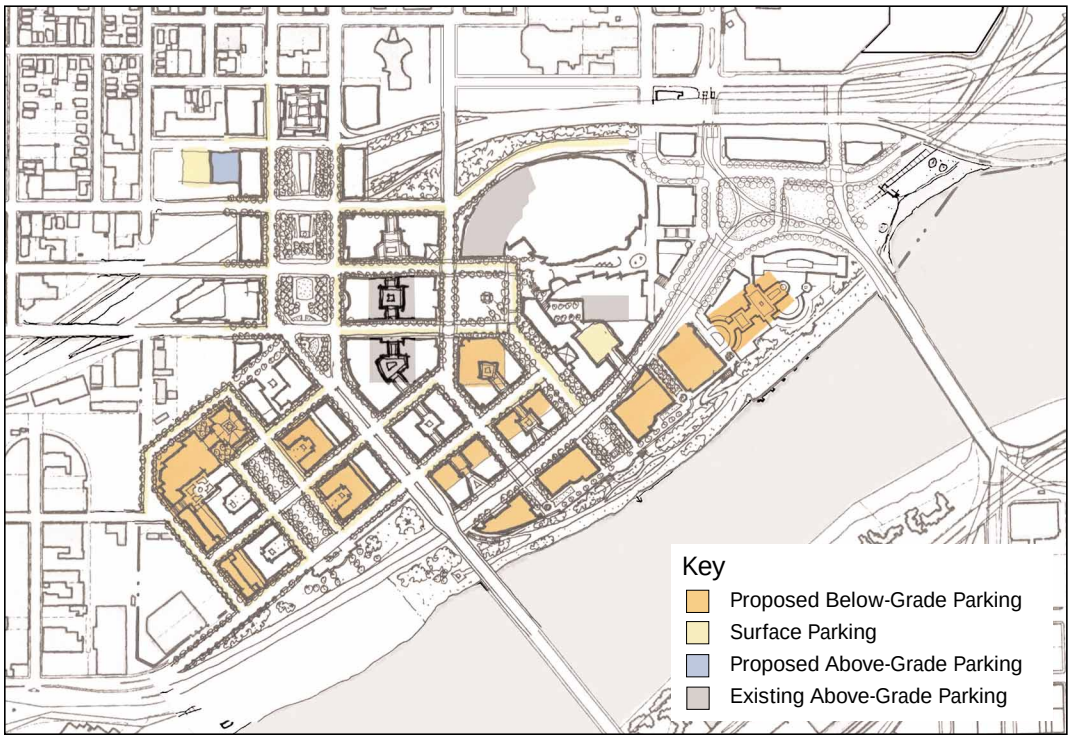
Above
Plan of proposed Parks and Open Space Network



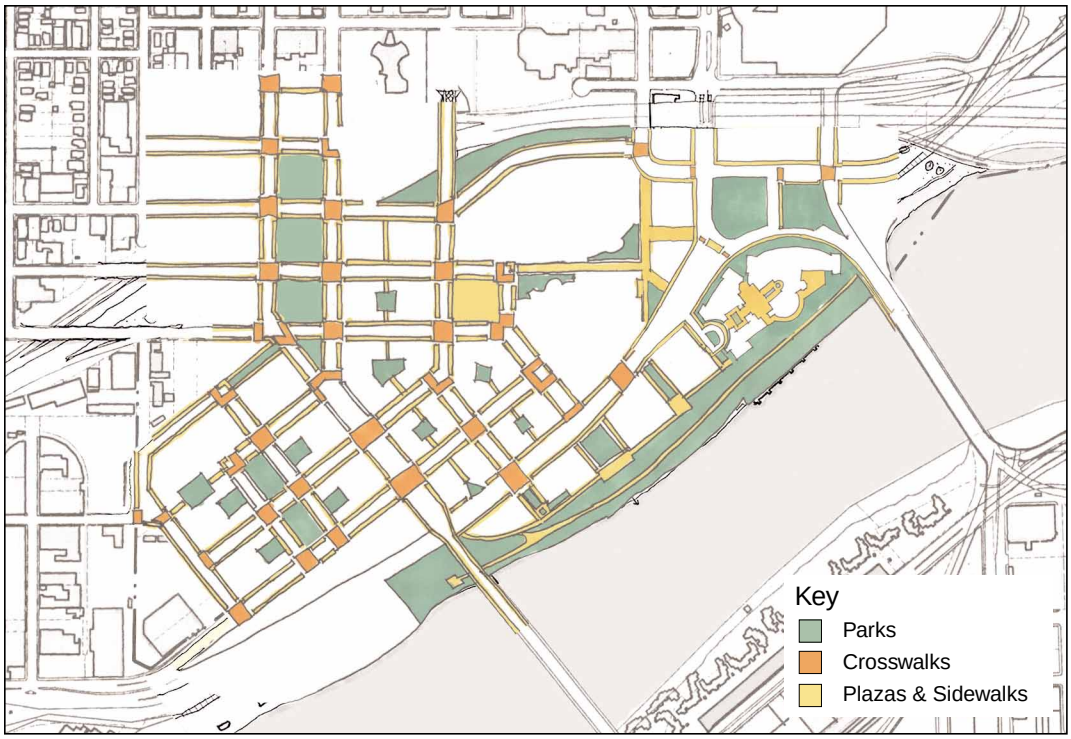
Below
Plan of proposed Building Uses



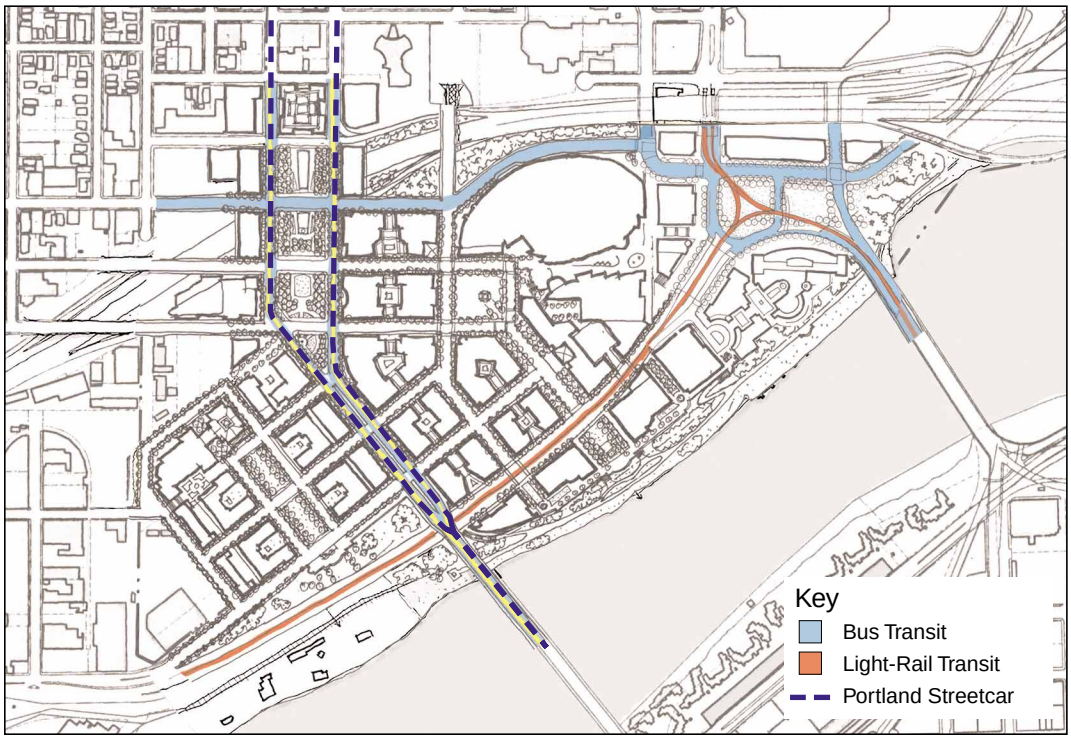
Above
Plan of proposed Street Network



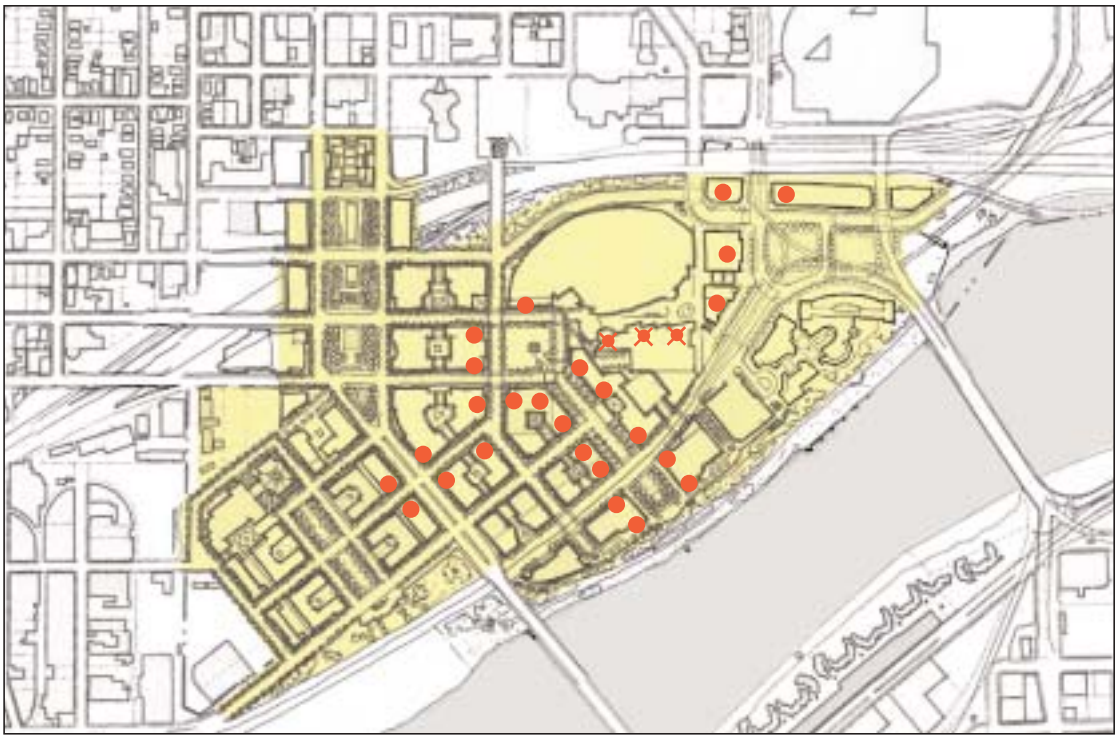
Below
Plan of proposed Parking Network



Above
Plan of proposed Pedestrian Network



Below
Plan of proposed Transit Network



Above
Proposed primary retail locations

● Proposed Retail
✕ Existing Retail

Below
Eye-level view of the proposed Esplanade

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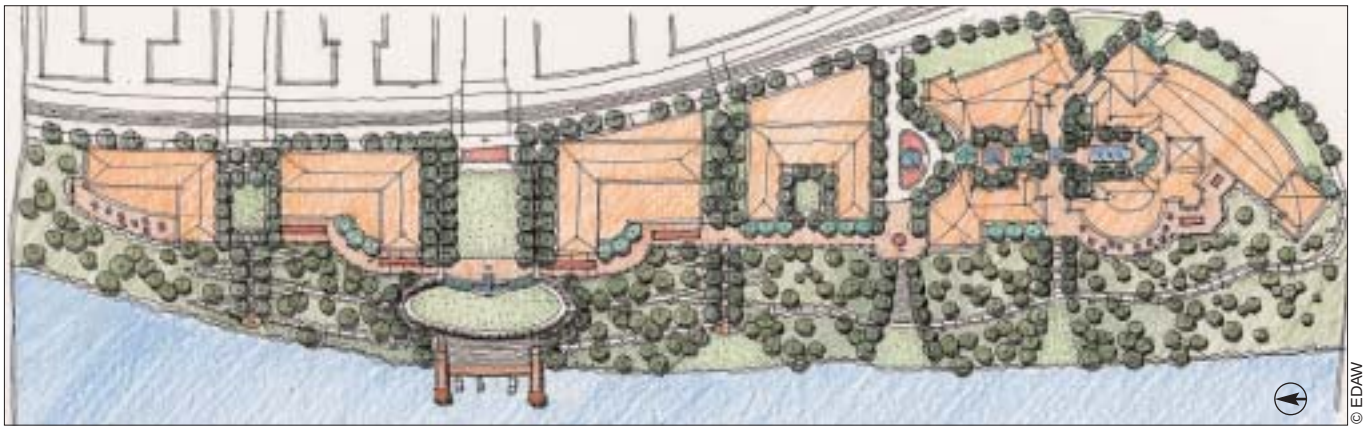
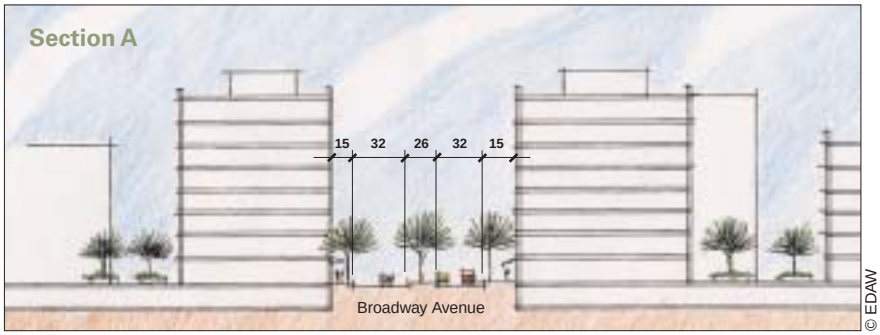
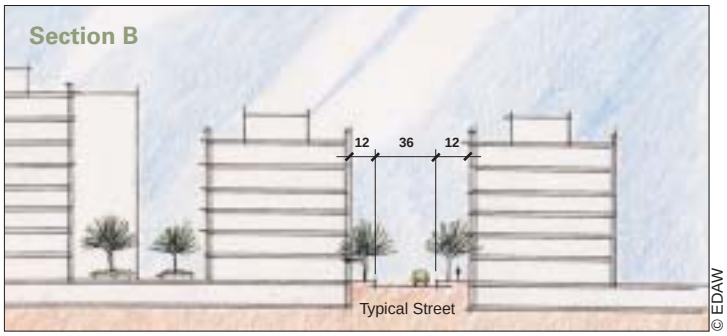


Above
Plan view of riverfront treatments



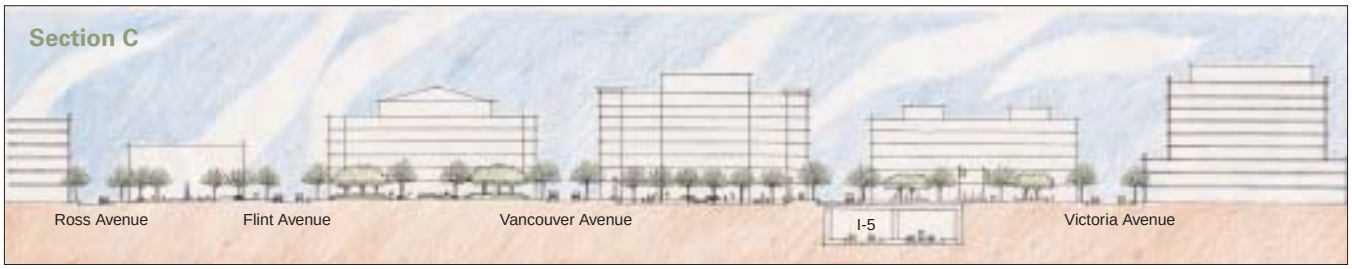
Middle Top
Section A through Broadway Avenue R.O.W.

Middle Bottom
Section B through R.O.W. of typical street



Bottom
Axonometric view of riverfront treatment

Key Plan



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Top
Section C through proposed boulevard park and adjacent revitalization

Middle
Section D through Coliseum site

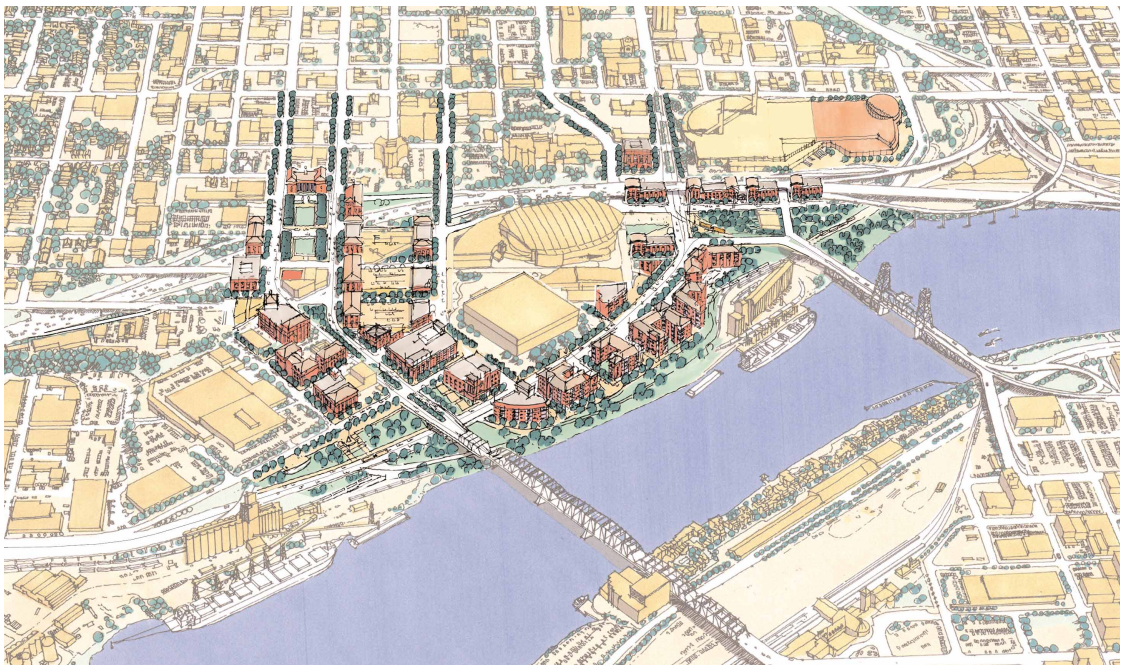
Bottom
Section E through riverfront

Key Plan

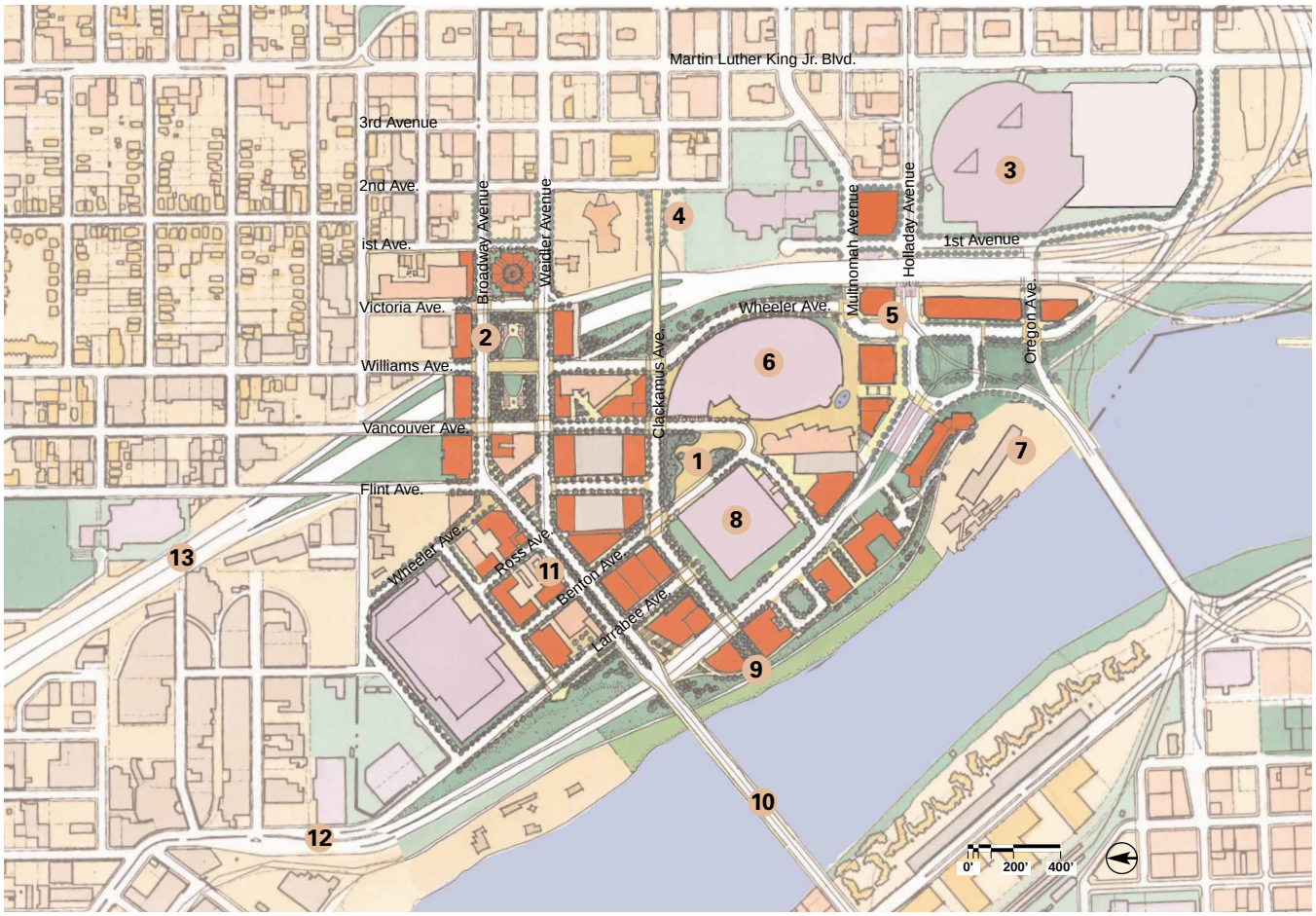
III Infill Alternative

IF THE COLISEUM REMAINS, not all of the urban design principles can be achieved. The situation is even more challenging if the School District building also remains. Nevertheless, there are substantial opportunities for transforming the district through a strategy to create infill development opportunities. The street grid would be reintroduced wherever possible and a series of linked park spaces viewed as addresses for development. Freeway access improvements and Transit Center changes would still be possible and would support infill development opportunities. This alternative does as much as possible within the limitations presented by the preservation of select buildings within the Rose Quarter.

The first design concept restores links in the street network that existed before the construction of the I-5 Freeway. These proposed links clearly define the public realm and better link the area to the riverfront. New links to complete the grid include restoring Flint Avenue between the two Rose Garden parking garages, extending Benton Avenue along the north face of the Coliseum, extending Winning Way to the river and extending three additional loop roads onto the Red Lion



Aerial view of the Infill Alternative



property. A one-block segment of Wheeler Avenue is shown as closed to better facilitate the movement of pedestrians and vehicular traffic through the Box. These initiatives will be complemented by the transformation of Broadway Avenue into a landscaped pedestrian-friendly boulevard. Specific design changes proposed for Broadway include new street trees, street lighting, pedestrian crosswalks, and a planted median. Other proposed interventions include the traffic-calming of Larrabee Avenue through the elimination of the flyover from Interstate Avenue and the high-speed corner at Winning Way. This idea must still be tested against the requirements of Lower Albina truck traffic. Transforming Broadway Avenue into a civic street and completing and enhancing the street grid are critical to the success, image and character of the Rose Quarter.

The second overall design concept that is key to this alternative is the creation of an open space network that complements the street system by creating a series of addresses for development. It features a pair of linear green spaces which extend from the riverfront, up Broadway Avenue and through the Coliseum, to Benton Avenue Street and the Rose Garden respectively. In connecting the Broadway Bridge to the Lloyd District, the proposed park along Broadway Avenue establishes a grand civic address.

Plan of the Infill Alternative

1 Existing Plaza
2 Proposed deck over I-5
3 Convention Center
4 Proposed pedestrian bridge
5 Revitalized Transit Center
6 Rose Garden
7 Dreyfus Grain Facility
8 Existing Coliseum
9 Proposed riverfront development
10 Broadway Bridge
11 Proposed campus
12 Interstate Avenue
13 I-5

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Eye-level view from Coliseum of revitalized neighborhood beyond

Two lawn panels over I-5 are the key to this scheme. By covering the interstate they eliminate it as a barrier to the neighborhoods. Smaller secondary parks build on the primary open space network by creating more intimate neighborhood places. Although the alignment of the rail line is unchanged, a cantilevered esplanade screens it from view.

By creating infill development around the existing building fabric, such as the Coliseum, School District Building, Dreyfus, Best Western Hotel, Beacons Building, Paramount, medical arts building, and peppered small warehouses, the image and character of the neighborhood will remain unique and contextual. All existing buildings except the Red Lion Inn will be retained and/or adapted for re-use or interpretation.

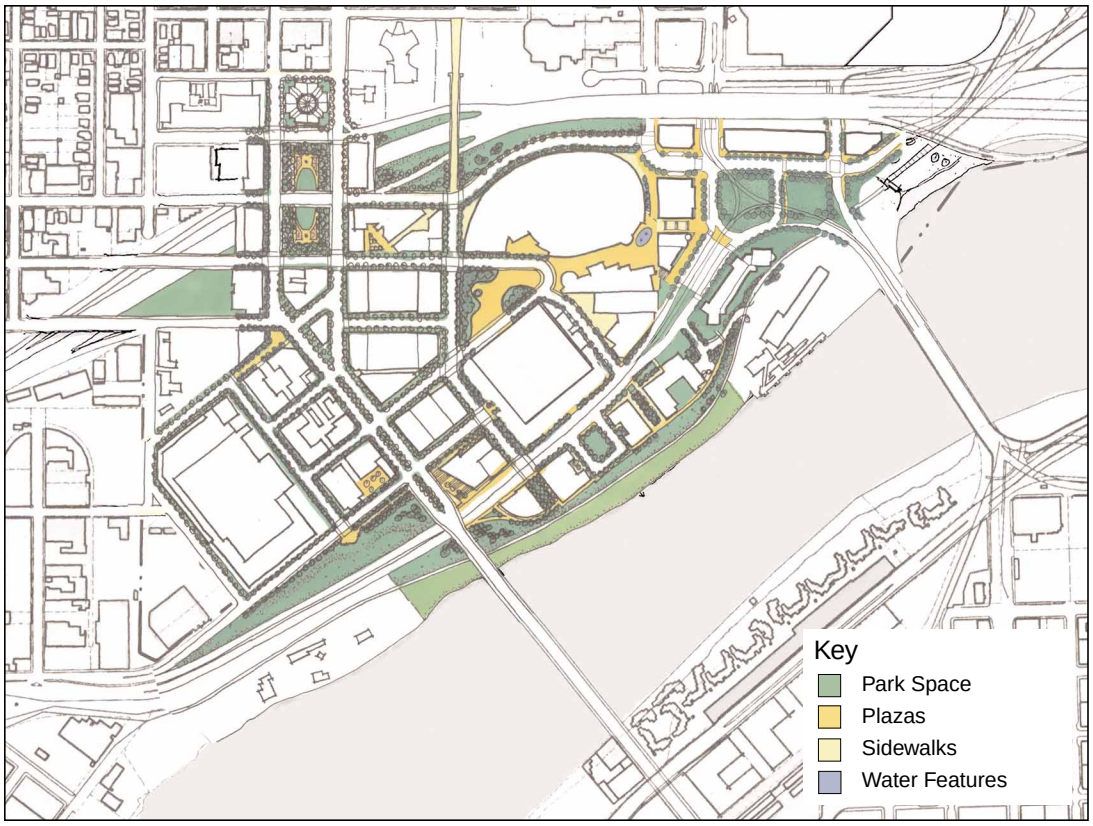
The primary land-use recommendation is for multi-story mixed-use development, providing a variety of building types that maximize the market. This recommendation will be further refined based on the final development strategy. Parking will be accommodated on-street, at grade, and in below-grade ramps. The rule of thumb is that each block must support, at a minimum, its own parking requirements. Some blocks may be required to provide additional parking to offset surface parking which will be lost adjacent to existing buildings. In general, residential uses require dedicated parking while office uses can share parking with

Eye-level view from Broadway Bridge

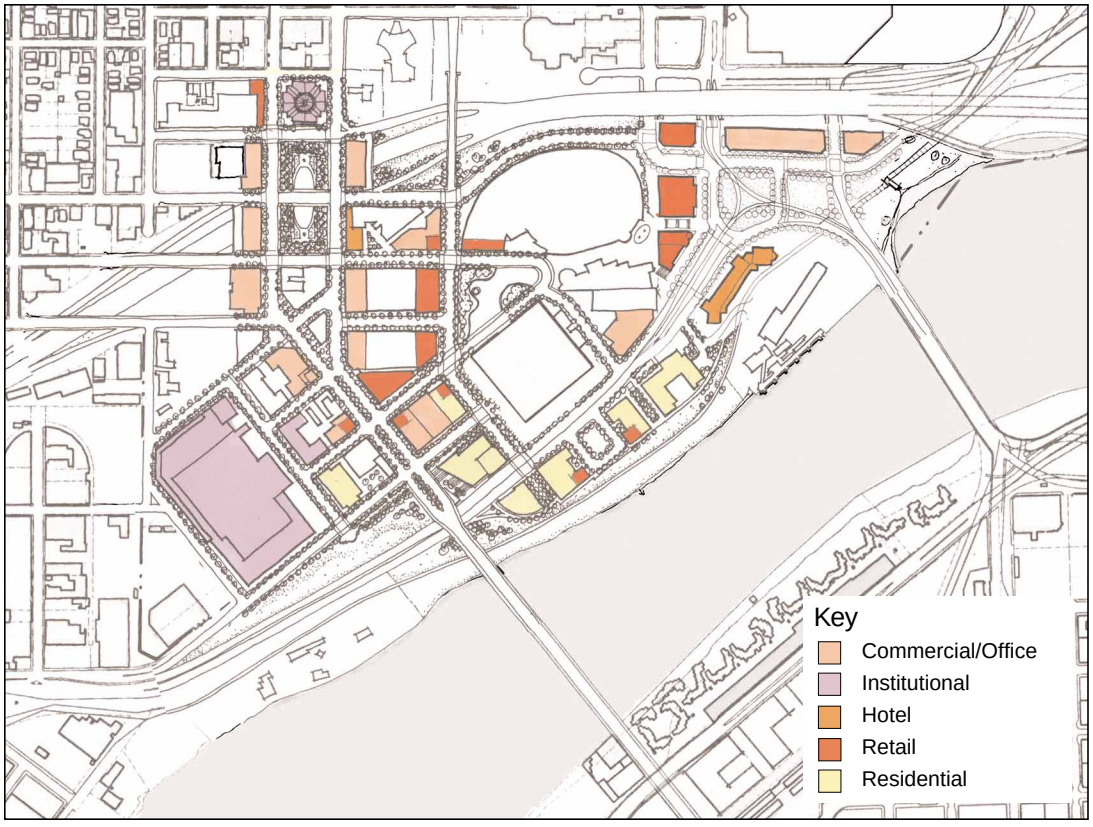
event venues.

The MAX light rail line that is currently under construction along Interstate Avenue will complete the primary transit network in the area. To complement this expansion, consideration should be given to extending the Portland Streetcar route across the Broadway Bridge and then east along Broadway/Weidler as a couplet. This new line would greatly improve connections to both eastern neighborhoods and the River District, while further reducing the demand for parking.

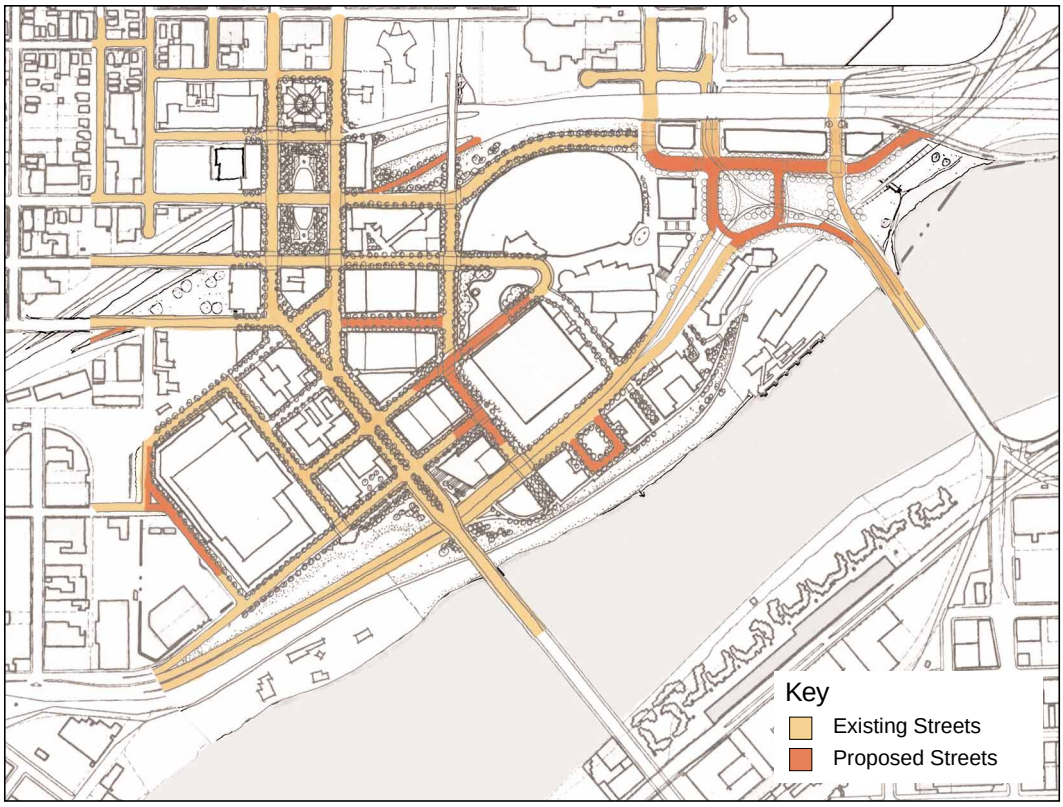
Finally, amenities must be in place to attract new residents, workers and visitors to the area. The Rose Garden, Transit Center, Convention Center, Willamette River, and proximity to downtown and Lloyd District employment centers already exist. In addition to the proposed street grid and open space network, new suggested amenities include restaurant, cultural and recreational activities. This recommendation will be further refined based on the final development strategy.



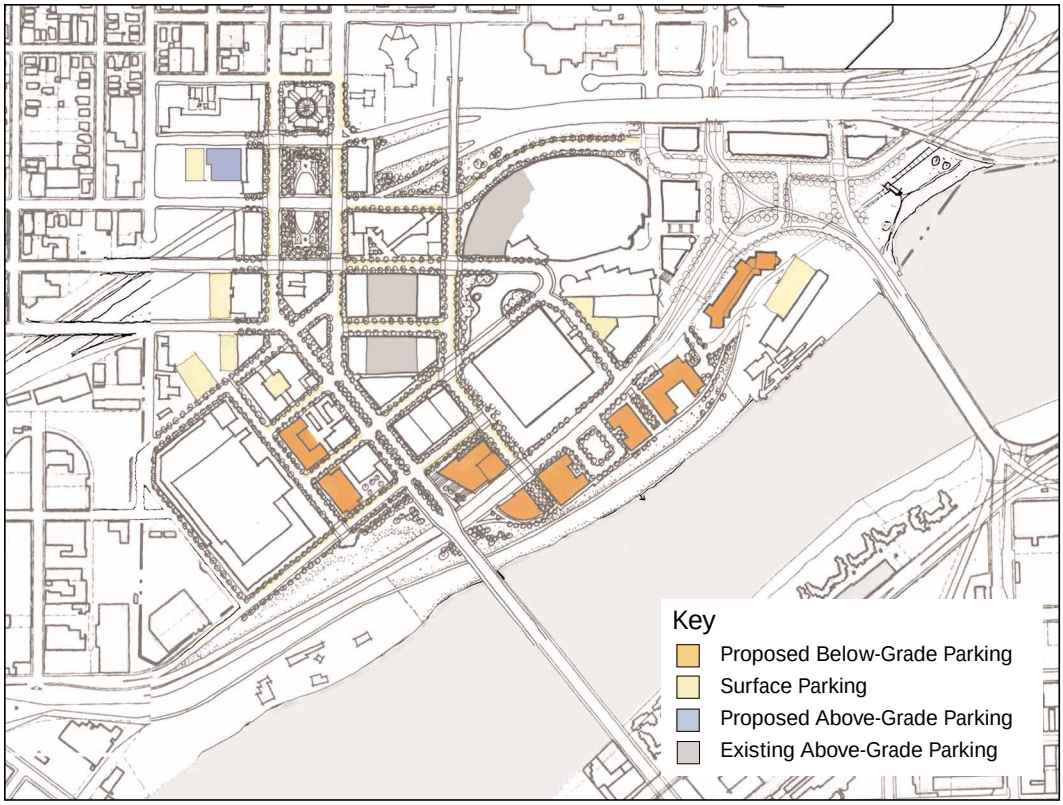
Above
Plan of proposed Parks and Open Space Network



Below
Plan of proposed Building Uses



Above
Plan of proposed Street Network



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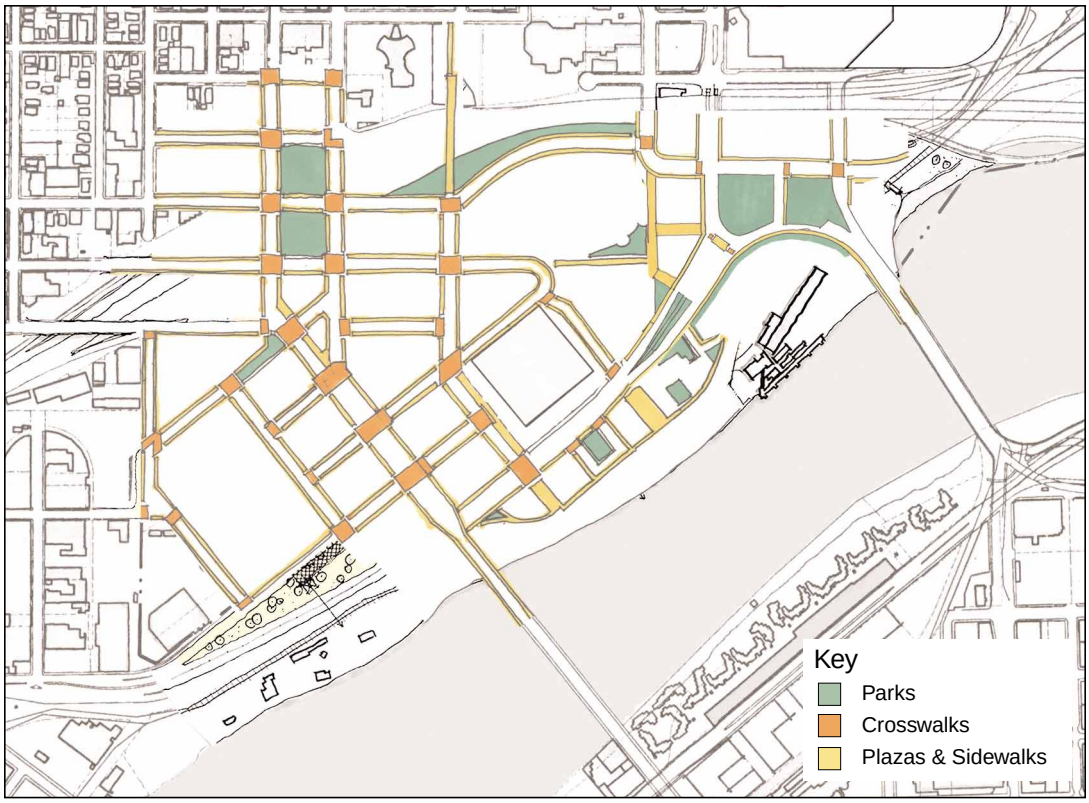
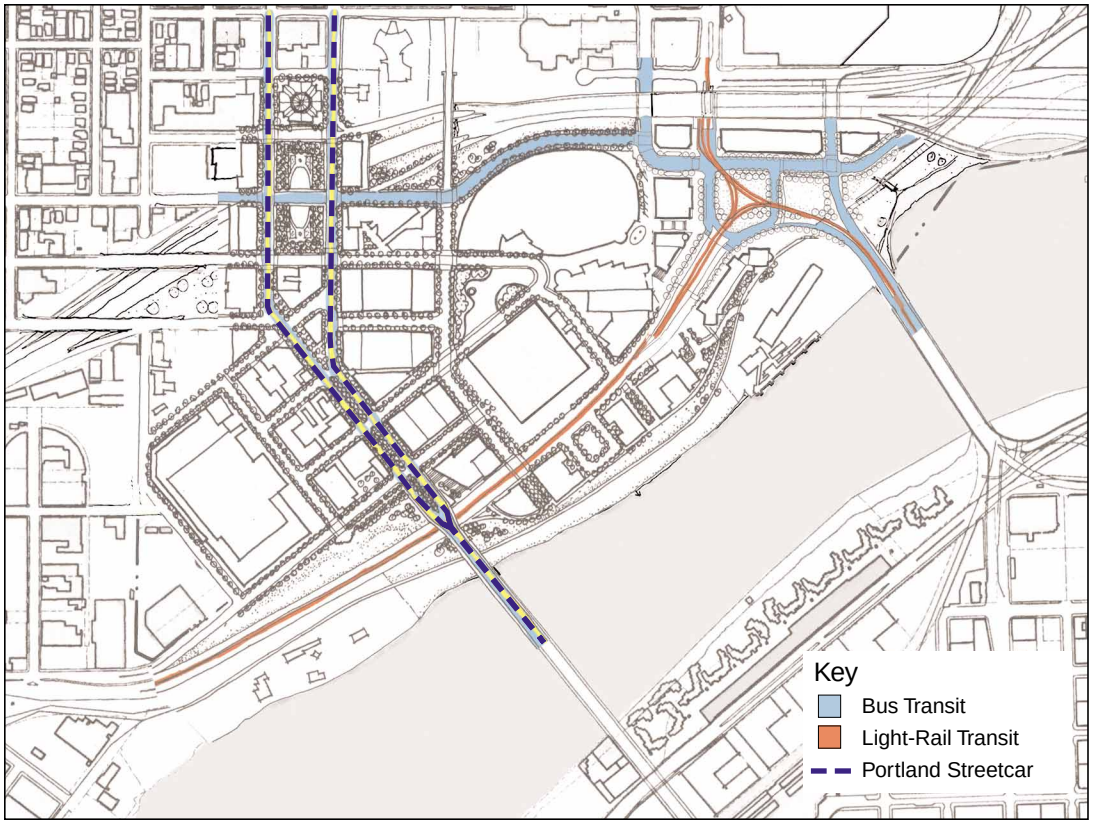
Plan of proposed Parking Network



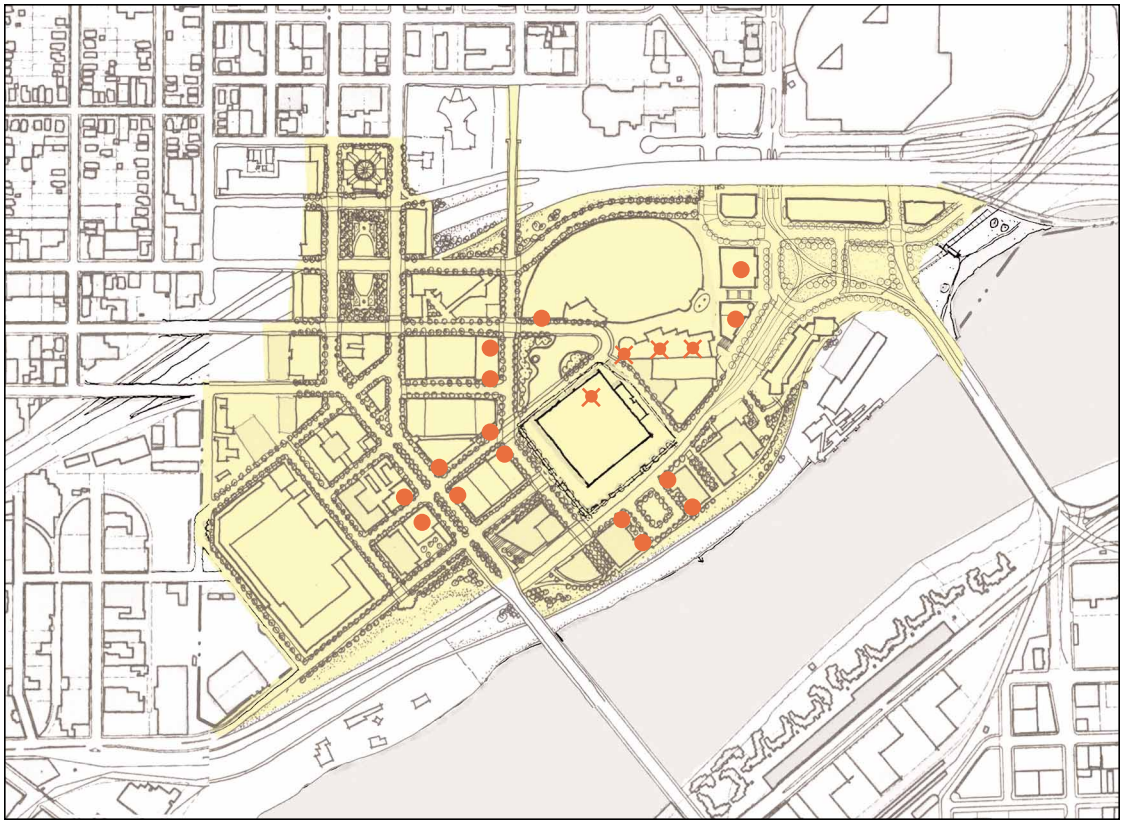
Above
Plan of proposed Pedestrian Network

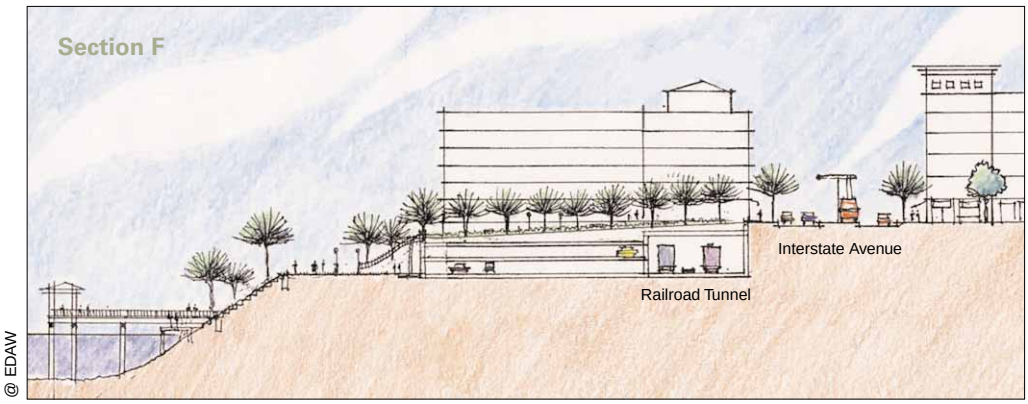


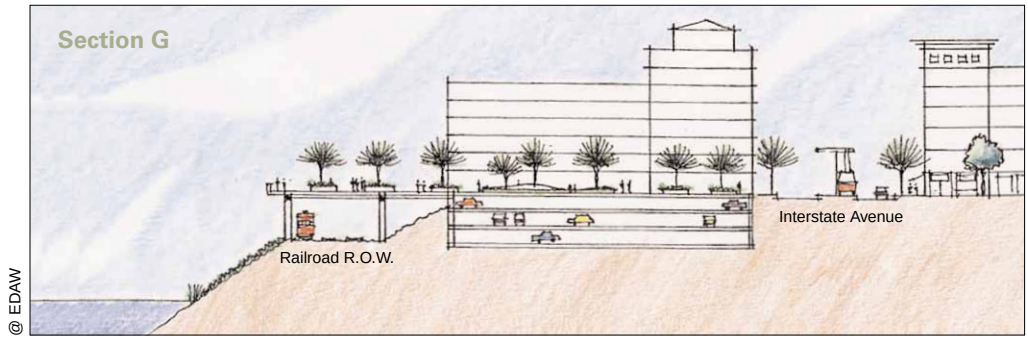
Below
Plan of proposed Transit Network

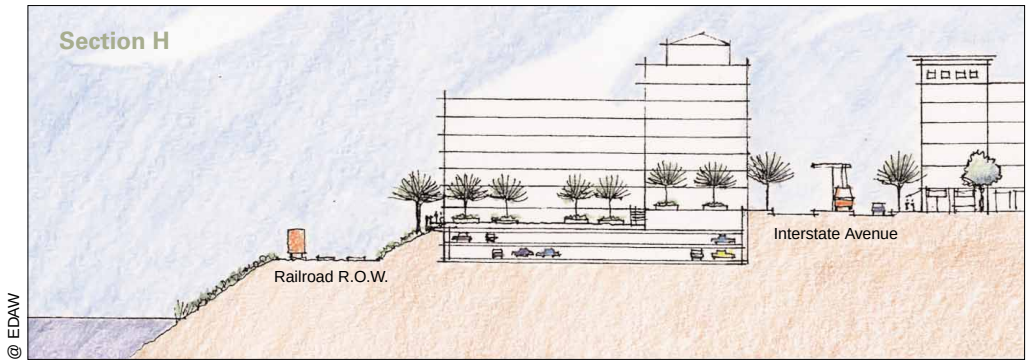
Proposed primary retail locations

- Proposed Retail
- Existing Retail







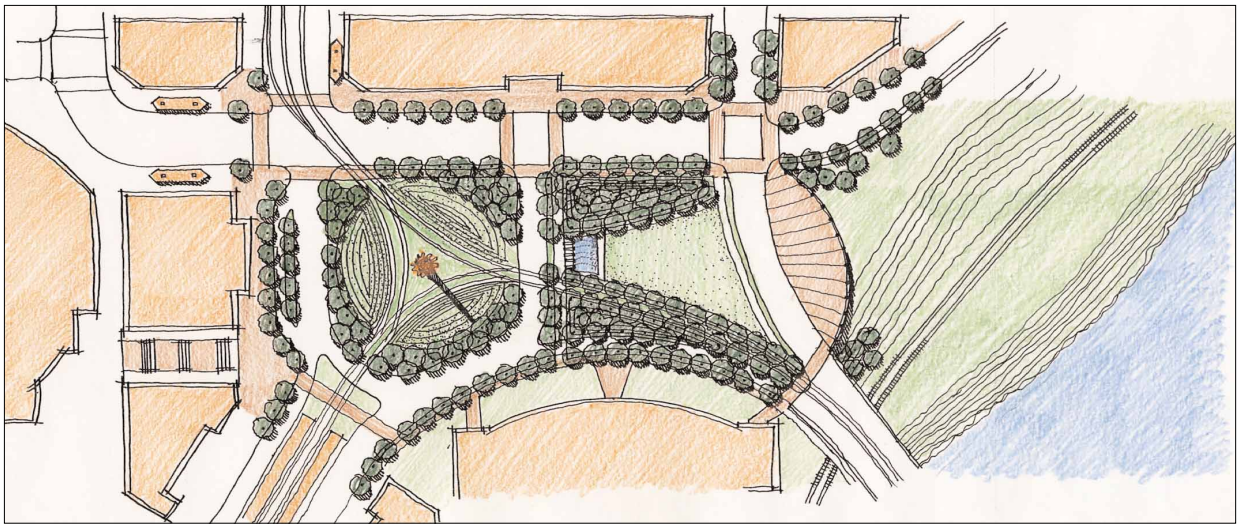


Top
Section "F" through Esplanade

Center
Section "G" through Esplanade elevated on piers over railroad R.O.W.

Below
Section "H" through Esplanade adjacent to existing railroad R.O.W.

Riverfront Treatments Key Plan



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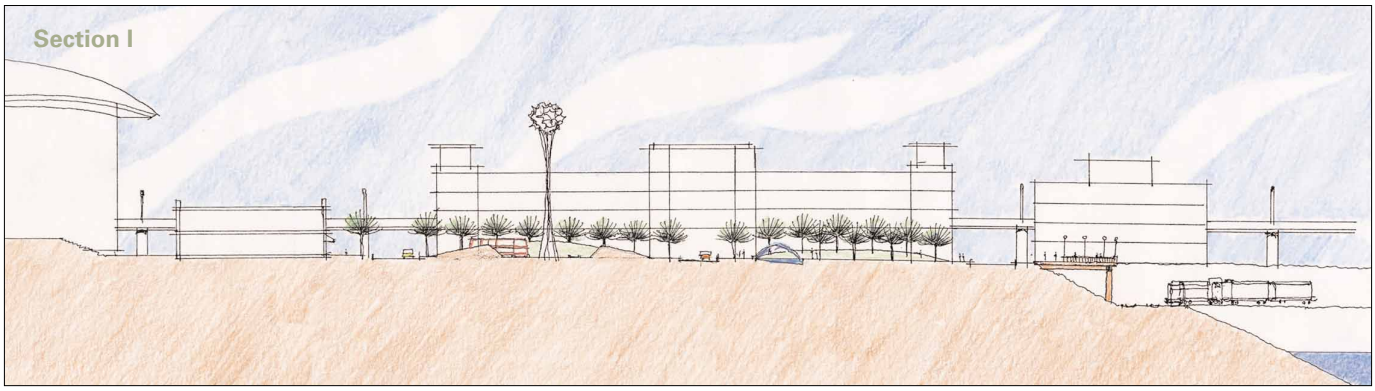

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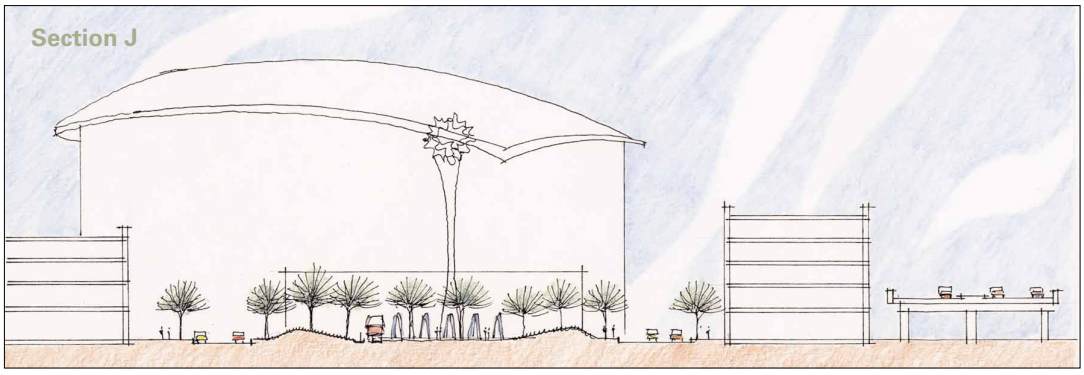

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Top

Detail plan of proposed Transit Center

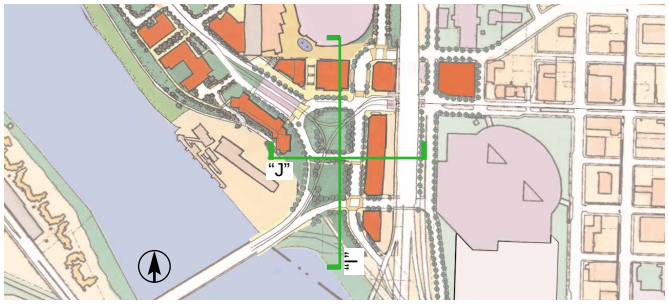
Middle

Section "I": north/south view through proposed Transit Center

Bottom

Section "J": east/west view through proposed Transit Center

Key Plan of proposed Transit Center development

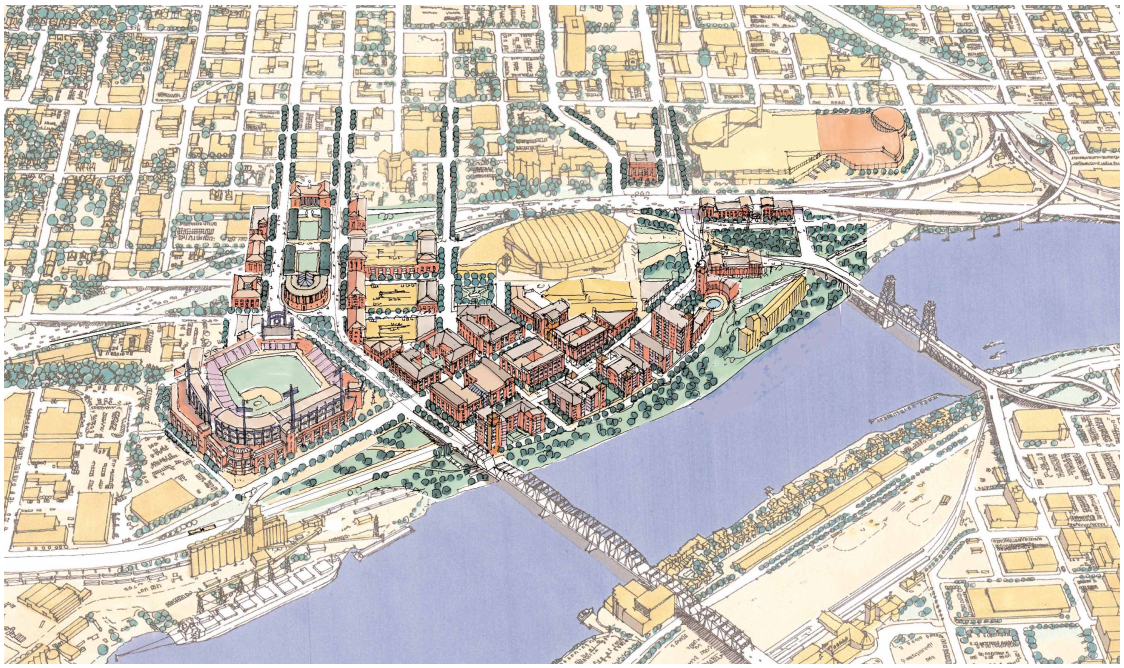


IV Ballpark Proposal

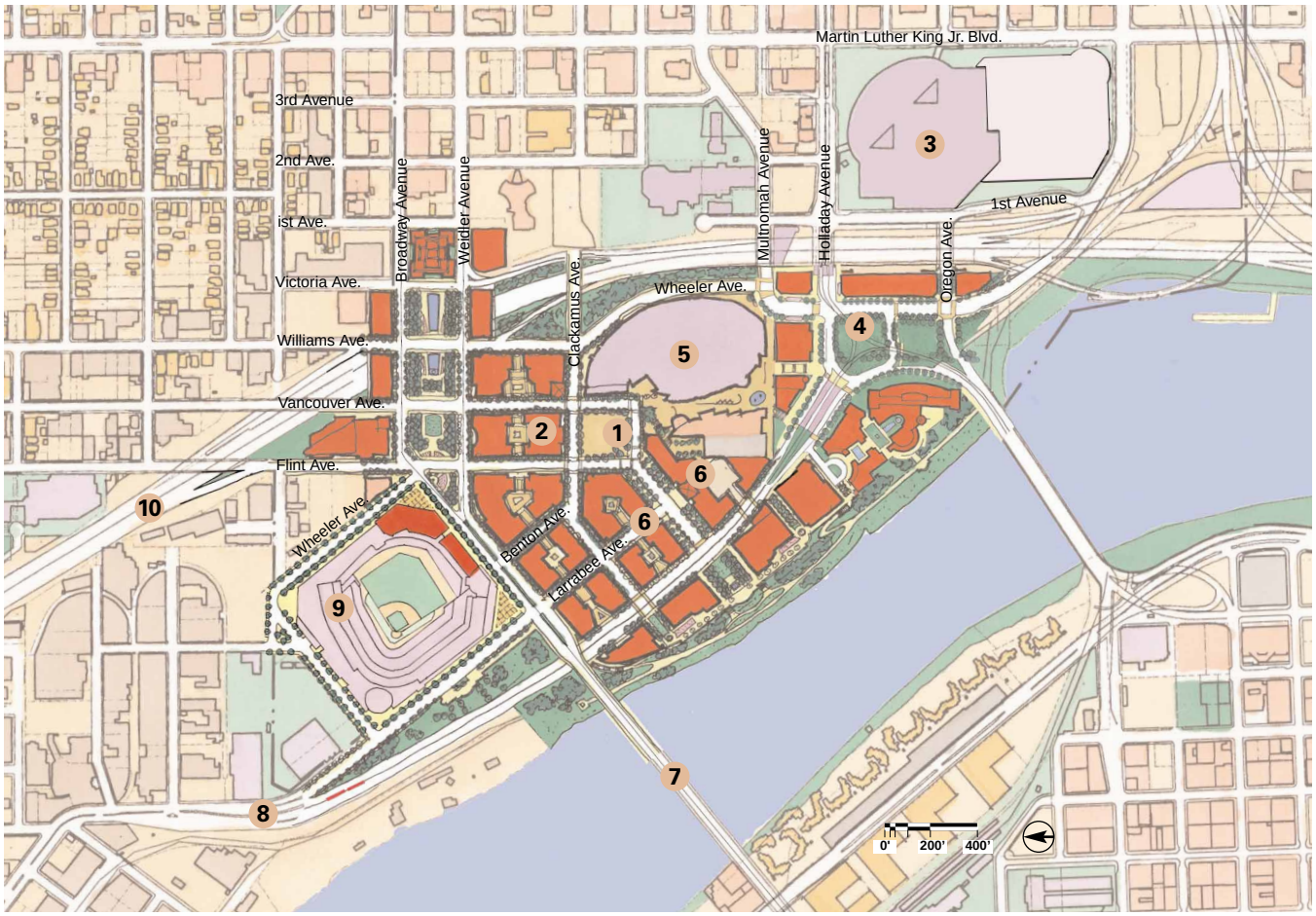
ADVOCATES FOR MAJOR LEAGUE BASEBALL have identified the area north of Broadway as a possible site for a ballpark. The site is approximately six square blocks and is currently occupied by the School District Building and miscellaneous buildings facing on Broadway, including a medical office building, storage building and motel.

A Ballpark with approximately 40,000 seats would fit on this site. It would have spectacular views to the Southeast towards Lloyd Center and Mt Hood and towards Downtown and the River District. The building facade along Broadway could be designed in a way that enhances the pedestrian environment compared to its condition today.

A ballpark is by its very nature large in scale - and not utilized on a daily basis. Because of these and other characteristics, it is not the type of use contemplated in the Preferred Vision. The precise impact of a ballpark on the development of the area depends on whether the Coliseum remains.



Aerial view of the Ballpark Proposal



If the Coliseum remains, the area is essentially committed to major sports and entertainment and virtually none of the objectives of the Preferred Vision are achievable. If the Coliseum is removed, and the site is made available for development, many of the objectives of the Preferred Vision can be achieved, including a mix of uses and a variety of public improvements that open the area up to the river and otherwise enhance the public realm. However, north of Broadway the scale of the ballpark would impede the achievement of most of the design objectives.

There are a number of critical issues for the Eliot neighborhood that the City must address before proceeding with a ballpark proposal. These issues include traffic, parking, noise, and lighting. One way to address them is through agreements between the ballpark sponsors and the surrounding neighborhoods.

Although the ballpark itself, if built, might not dramatically change the ultimate development patterns and uses on the Coliseum site, the prospect of a ballpark will tend to create uncertainty for property owners and developers until it is built. This uncertainty could interfere with achieving the urban design principles and the objectives of the Preferred Vision.

Plan of the Ballpark Proposal within the Preferred Vision

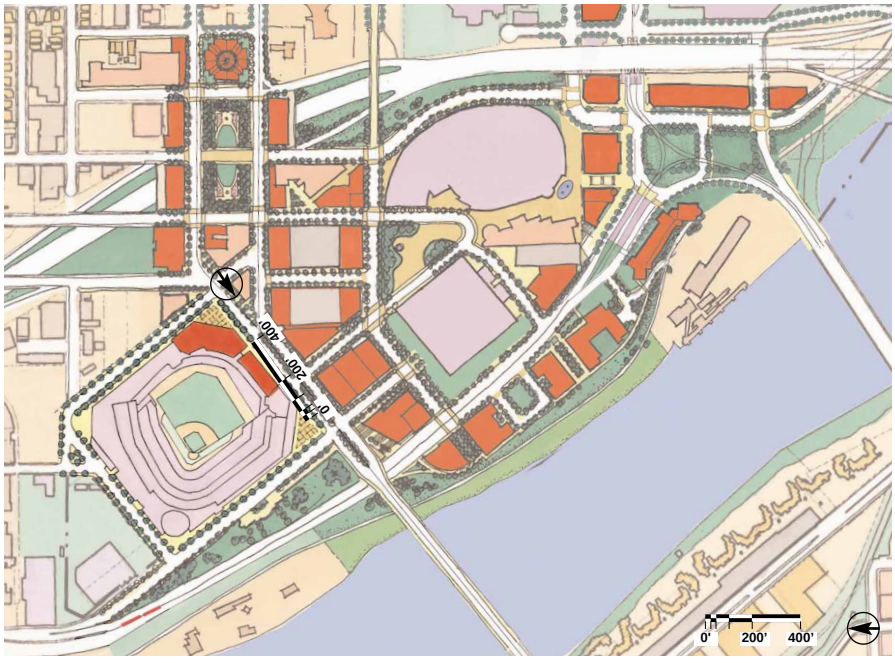
1 Proposed Square
2 Proposed office development over existing parking garages
3 Convention Center
4 Proposed Transit Square
5 Rose Garden
6 Proposed Coliseum Site redevelopment
7 Broadway Bridge
8 Interstate Avenue
9 Proposed ballpark
10 I-5

If it is to be built, the challenge is to design the ballpark to be in context with its existing residential surroundings. The structure must be sympathetic to the scale and architecture of the surrounding neighborhoods, including Eliot and Irvington. This challenge is complicated by the fact that the site sits on top of a high plateau.

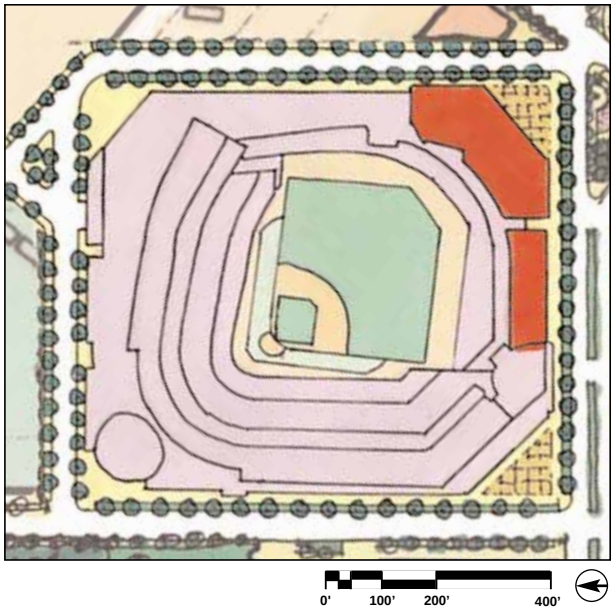
Although the ballpark requires the consolidation of four blocks, it is proposed on a site where most north / south streets have already been severed by the School District building. Creation of a main entrance at the southwest and southeast corners will be an important urban design feature to help terminate key views along Broadway Avenue. A continuous street network around the facility will also be essential to accommodate required traffic movements and the continuity of Interstate Avenue.

Some structured parking is required adjacent to the ballpark. The preferred location is below the northern side of the building. Unfortunately, this site does not meet the objective of creating multipurpose parking.

The central challenge to the Ballpark Proposal may be the potential parking and traffic conflicts with the Rose Garden. A detailed parking and traffic management study must be completed before the Ballpark Proposal can be confirmed as a real option. The scale of the facility and its potential impact on adjacent neighborhoods must also be considered.

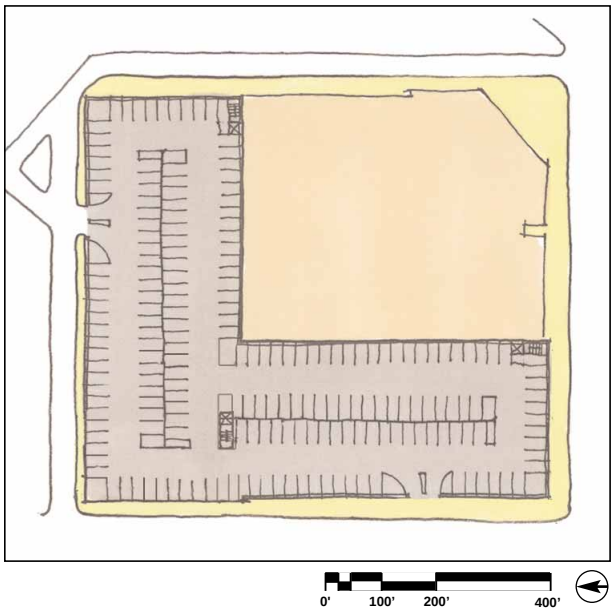


Plan view of the Ballpark Proposal within the Infill Alternative

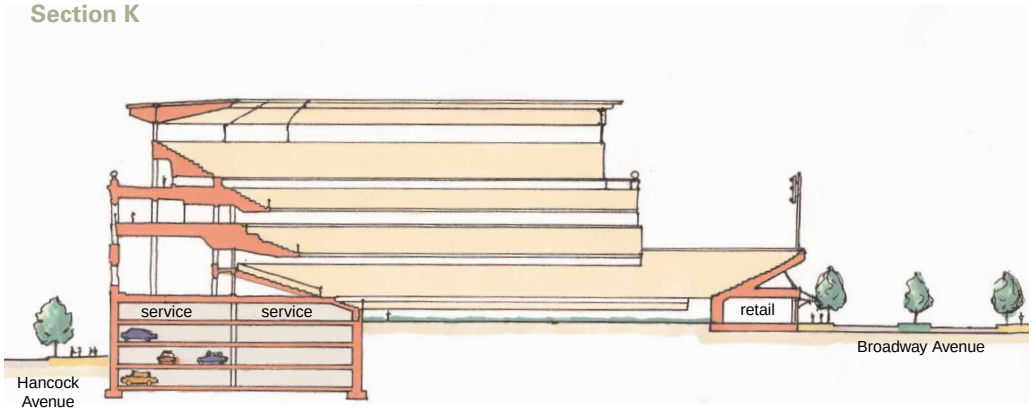


Top
Plan of Ballpark

Bottom
Plan of Ballpark
below-grade parking



Section K



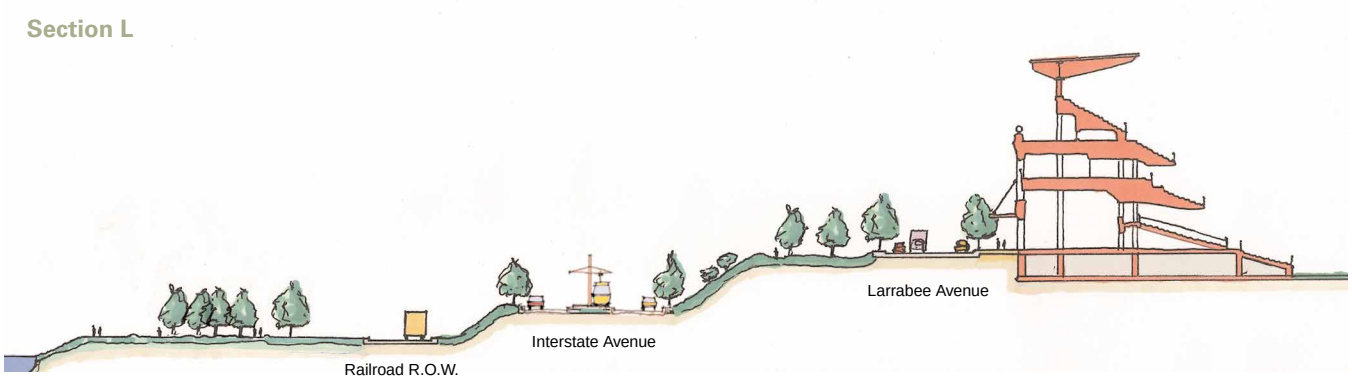
Above

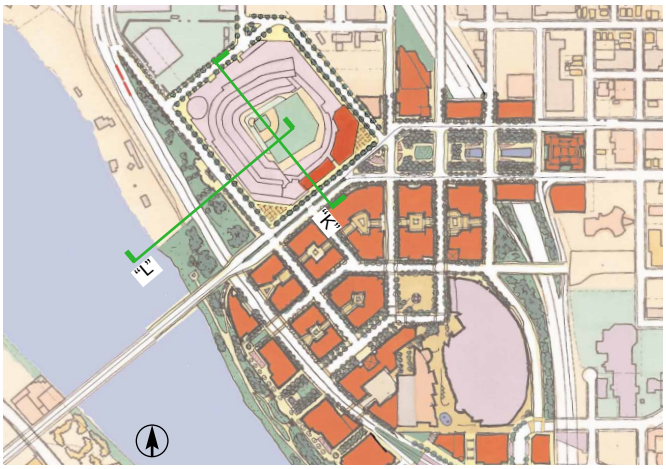
Section "K" running east/west through the Ballpark Proposal

Below

Section "L" running north/south through the Ballpark Proposal

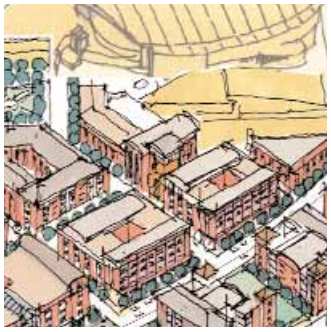
Section L





Key Plan of proposed Transit Center development

Context



1 Context

THE CITY OF PORTLAND has design guidelines in place to help ensure that the essential character of the city and its architecture contribute to a human-scale, eminently livable environment. In preparing this plan, these guidelines have been reviewed and, where necessary, modified to reflect the unique characteristics of the Rose Quarter as a development site.

Building Design

The Rose Quarter could potentially be one of the most dynamic and exciting new districts in the city of Portland. The architecture of the new buildings should be designed to enliven the new area by forming a rich texture of building types containing visual surprises, intriguing contrasts, and varied profiles. Taking cues from the thriving Pearl District across the Broadway Bridge, as well as the nearby Lower Albina neighborhood, the new Rose Quarter buildings should recall the design of traditional industrial buildings, while introducing new updated elements, to give the area its own identity. The buildings should maintain a pedestrian scale at street level, and emphasis should be placed on first-floor uses, keeping in mind the street-level pedestrian views. In general, these buildings need to become a seamless part of the layered architectural history of Portland.

Eye-level view of the proposed character of new development

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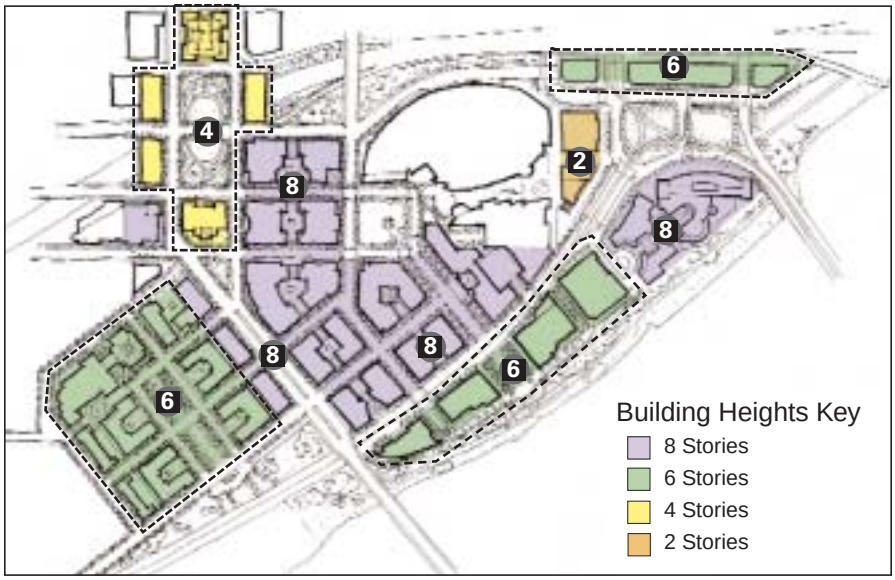

Top
Plan indicating maximum building heights

Middle
Aerial view of the Campus Concept

Bottom
Section through Coliseum site showing the proposed building heights

Massing

Buildings should be dynamic, well-proportioned volumes of varying but substantial heights, which will hold the street and provide good frontage along all public spaces. All building massing should provide for at least a 15-foot, first-floor height to accommodate retail at the street level. Building walls facing public streets and parks shall be terminated at the top floor with a rich and varied roofscape including deep cornices, roof-top gardens and overlooks. Flat roofs shall be enclosed by parapets no less than 42 inches high or as required to conceal equipment. Tower elements could be utilized to denote important public spaces and provide landmarks.

Building Heights

The new buildings in the Rose Quarter will have a series of varying heights and tower elements to create a dynamic skyline. Massing heights will build up from the river with permitted building heights ranging from 6 to 8 stories. The development south of Interstate Avenue will have a height restriction of 6 stories above the bluff to protect view corridors.

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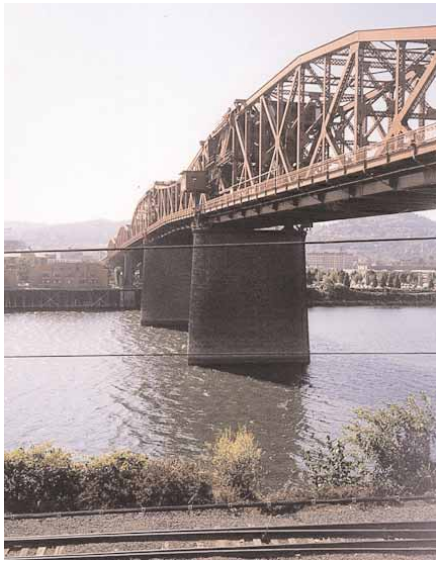
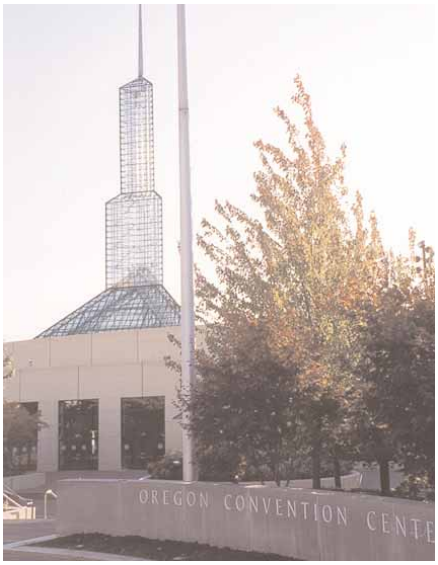
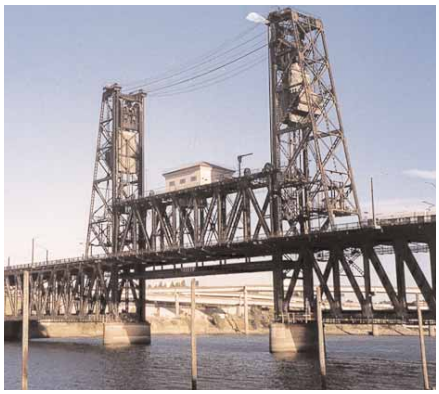






The Dreyfus grain facility (top), the Steel Bridge (middle) and the Broadway Bridge (bottom) are all examples of structures which define the Rose Quarter and its historic connection to the Willamette River.

Top & Middle

The Rose Garden (top right) and the Portland Convention Center (middle right) are examples of icon buildings which hold important city events such as conventions, concerts and ballgames.

Bottom

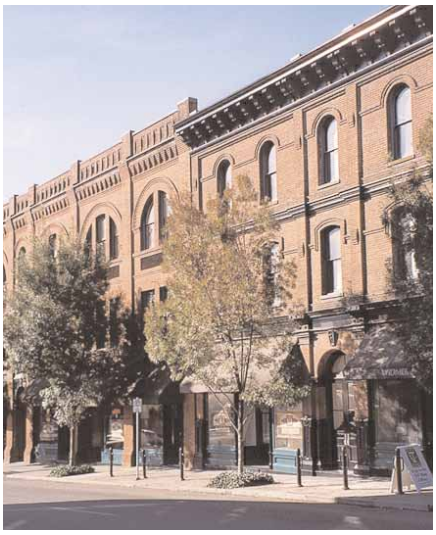
The Go-By Train Tower on Union Station, visible from the Rose Quarter side of the Willamette.

Icon Buildings

New buildings in the Rose Quarter should continue to be stylistically compatible with the existing dynamic mixture of iconic and context structures. Icon buildings represent singular images that define the Rose Quarter and its surroundings. Iconic structures are symbolic, visually significant buildings set in key locations which draw public attention and create the identity of a place.

Context Buildings:

In order to properly frame the iconic buildings in the Rose Quarter, the context buildings have the important role of creating the blocks, streets and squares to add character to the pedestrian streetscape, while allowing pedestrians to focus their attention on the icon buildings. Context buildings do not compete with the iconic structures, but visually support them.



Top

The Beacons Building in the Rose Quarter.

Middle

Examples of context buildings in Lower Albina.

Bottom

Newly designed and remodeled warehouse apartment buildings in the popular Pearl District.

Development Strategy

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1 Development Program

ECONOMICS RESEARCH ASSOCIATES (ERA) was asked to complete two studies, the first being a national benchmarking of cities with projects of similar complexity, such as sports arenas, riverfront locations, and adjacency to downtown. The second study was a market overview of the Portland real estate market in various use categories.

Benchmarking Study

ERA visited and compiled data on projects in seven cities: Syracuse (Oil City), Cincinnati (The Banks), Los Angeles (Staples Arena), Cleveland (North Coast Harbor), San Diego (Ballpark District), New York City (Battery Park City), and San Francisco (PacBell Park). The lessons learned from these projects which have applicability to the Rose Quarter were:

- Flexibility of the plan to adjust to changing market conditions
- Restoration or reinforcement of the traditional city street grid
- Easy and safe pedestrian access to the downtown
- Single-use districts are not successful
- Mixed-use districts are the model to follow
- All required public/private partnerships

Market Overview

The overall conclusion from the market overview was that the Portland market is strong but not overheated (such as San Francisco is). Each market segment had different characteristics and implications for the Rose Quarter.

Hotel

A new hotel in the Rose Quarter is not a likely early project. Hotel feasibility may also be negatively affected by the push for a new convention center hotel in the adjacent Lloyd District.

Office

Portland is not a speculative office market. Most current new office projects are either for corporate tenants or they are small projects. The downtown and Lloyd District office markets are stable. Office development in the Rose Quarter would require a pre-signed corporate tenant.

Residential

This would be a pioneering use in the Rose Quarter. New housing and newly converted lofts are strong markets in downtown and the Pearl District. The key for residential success in the Rose Quarter will be the creation of pedestrian amenities and good connections to downtown and the Lloyd District.

Retail

Retail in the Rose Quarter is seen as following and supportive of office or residential uses. Major retail exists just east in the Lloyd District, including anchor stores and cinemas.

Opportunity Uses

These uses are not market driven, but are publicly or institutionally developed for community purposes, such as performing arts facilities, museums, college or high school campuses, and sports facilities. Such uses would be compatible with a mixed-use district.

Aerial view of proposed development

11 Development Principles

THE ROSE QUARTER should proceed as a mixed-use district, including residential, office, retail, and institutional uses. A unified approach to the development of the Rose Quarter should be based on the following development principles:

Start with strengths

Promote uses that build on the strengths of the district (Willamette River, Rose Garden, Transit Center, and adjacent neighborhoods, Lloyd District, Elliot, and Pearl District).

Create partnerships

Potential partners include the City of Portland, Tri-Met, Paul Allen interests, Portland School District, Portland State University, and major employers, such as Intel.

Use the New Economy

Target the knowledge workers of the New Economy: employ them, house them, serve them.

Develop strategically

Use Phase One to establish the agenda for the whole district. Whether Phase One is related to the Coliseum site or to riverfront development, it should set the standard of quality and mix of uses that are compatible with the overarching vision for the Rose Quarter.

Facilitate Good Development / Discourage Bad Development

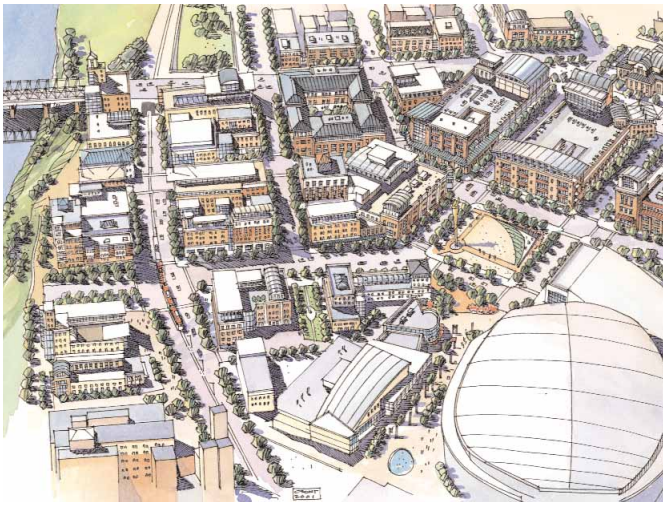
Encourage development that fosters synergy in the redevelopment of the district, while discouraging development that does not either relate meaningfully and which lacks high potential for helping to further the overall vision for the district. Create a regulatory and financing climate enticing to developers.

III Implementation

Catalytic Public Investments

The Urban Design Plan illustrated in this report articulates the consensus vision of a vibrant mixed-use district with entertainment, retail, residential, and office uses. However, in order to maximize the development potential of the Rose Quarter, substantial new public and private investment is required.

Public projects will be required to stimulate private investment – to 'prime the pump'. At first, this conclusion may seem at odds with the existence of so much public investment in freeways, streets, transit systems, and parking. The problem is that much of this public investment is underutilized. The publicly owned parking resources, for example, are largely empty during the day. Similarly, the Rose Quarter is not a destination for light rail and bus riders except during evening events. New infrastructure is needed to create development opportunities that will, in turn, maximize the district's other public assets. In addition, quality public improvements will set the tone and pace for private development.



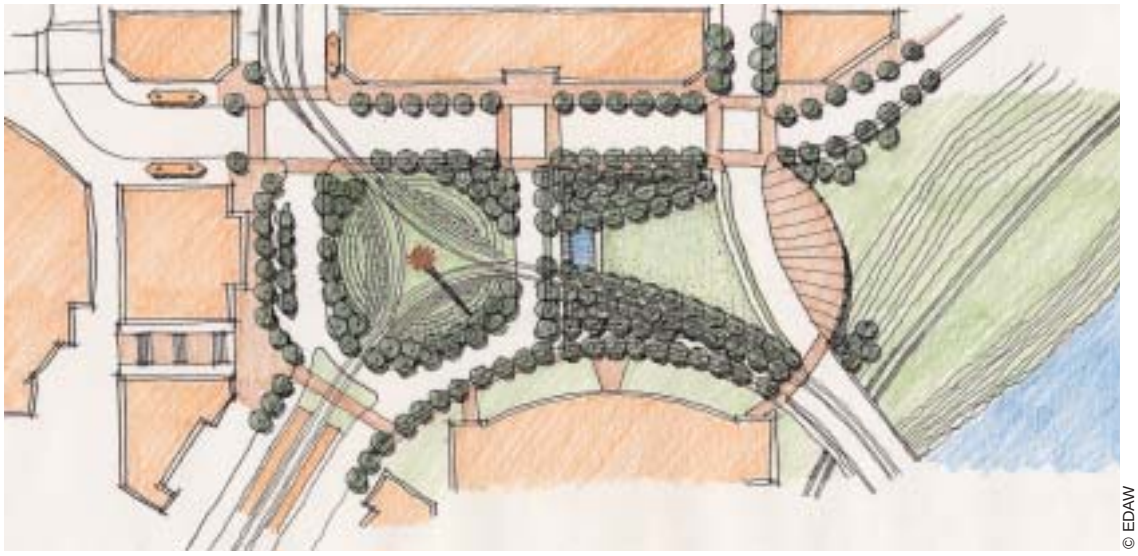
Five public investments are considered essential to fully realize the Preferred Vision of the Rose Quarter Plan: A transit Center; redevelopment of the Memorial Coliseum site; creation of plazas and public spaces; improved freeway connections; and a greenway. Each is described briefly below with estimated costs.

Transit Center

During the focus groups, citizens identified the Transit Center as an underperforming asset for both the Rose Quarter and the Lloyd District. The existing Transit Center is uncomfortable and confusing for both pedestrians and motorists alike. The pedestrian network is fragmented and confusing. The rail platforms are dark and dreary. Vehicular movement through the area is awkward and time-consuming. When North Interstate Light Rail opens in the Summer of 2004, the problems with the Transit Center will be even more apparent.

The design process has produced an dramatically improved design for the Transit Center that addresses traffic, pedestrian and transit issues. The design is described in detail in the Transportation Master Plan.

The implementation of this design is estimated to cost $12.7 million in 2002 dollars.



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Eye-level view of a proposed overlook along the Willamette Riverfront

Memorial Coliseum Site

If the City chooses to remove the Memorial Coliseum, new streets and public spaces will be needed to make the area ready for new development. The investment required to make the site (defined as the area bounded by Center Court, Broadway, Vancouver, and Interstate Avenues) available for development is:

Description	**Cost**
Mobilization and construction traffic control	$500,000
Roadwork	$2,400,000
Drainage and sewers	$500,000
Signalization and illumination	$1,700,000
Landscaping	$900,000
Water supply	$200,000
Subtotal Estimated Construction Costs	**$6,200,000**
Private utilities	$300,000
Engineering/Admin (20% of construction total)	$1,240,000
Contingency (40%)	$3,100,000
Total estimated costs	**$10,840,000**
Inflation adjustment to 2004 costs (1.158)	$1,700,000
Coliseum demolition and prep	$5,000,000
2004 Total Development Cost	**$17,540,000**

Plazas and Public Spaces

Quality public spaces are an important component of the new Rose Quarter. The key public space will be the new public plaza adjacent to the Rose Garden. It is at the heart of the Rose Quarter and is a potential location for a new veterans memorial. The other major open space is the greenway setback area along the river. This space will be made available only if the rail line is moved into a tunnel that parallels Interstate Avenue.

The estimated cost of the public plaza is $1,459,080. The cost of creating the greenway along the river is discussed below.

Freeway Connections

There are two major improvements to the freeway system identified in the plan. One improvement would be to move the exit from I-5 southbound so that it connects to Flint instead of Vancouver, thereby relieving congestion at this intersection and creating a direct route into the Rose Quarter. The other change is to the access to I-5 southbound from Wheeler next to the preferred parking garage. The changes are described in greater detail in the Transportation Management Plan. The costs for these connection have not been determined.

Greenway

A central part of the vision for the Rose Quarter is connecting the district to the Willamette River. The plan calls for orienting the street grid to take advantage of river views and to improve pedestrian access. Yet direct access to the river is currently blocked by the main line of the Union Pacific Railroad. The width of the rail bed and the noise of rail operations also diminish the development potential of the land between Interstate Avenue and the rail line.

Moving the rail line away from the River is technically possible. A study commissioned by Vulcan evaluated and priced the concept of moving the line to

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Eye-level view of a proposed overlook along the Willamette Riverfront

the east by creating a tunnel or trench parallel to Interstate Avenue. This alignment has advantages for the railroad because it would allow their trains to travel at much higher speeds than is currently possible. The relocated line would not effectively serve the Dreyfus facility, so it may not be feasible to move the line until Dreyfus stops operations at this site – some thing that is unlikely in the near future. The cost for moving the line ranges between $20 million and $30 million.

In addition to moving the rail line, the other major cost is developing the greenway trail and the setback area. This plan has not produced a specific design for the greenway. Issues involving the correct location for the trail and the character of the setback area have yet to be addressed. The cost of improving the greenway will be driven by:

The depth of the setback

The character of the greenway setback area

Location of the greenway trail

The extent of grading needed to 'lay back' the bank

Financing Tools

Like other Central City development projects, a variety of financial tools will be needed in order to achieve the preferred vision. The following public financing tools are frequently utilized in Portland: tax increment financing; local improvement districts; revenue bonds; and private investment.

Tax Increment Financing

Most of the Rose Quarter lies within the Convention Center Urban Renewal District. Within such districts, Tax Increment Financing (TIF) is the primary funding source which the City can utilize to finance needed infrastructure improvements. After the City creates an urban renewal area, it periodically issues bonds to pay for improvements called for in the urban renewal plan (improvements such as new housing, parks and open space and other projects). As property values increase in the urban renewal area, the tax revenues from the increased value (the TIF) are used to pay for the bonds.

Local Improvement District

A Local Improvement District or LID provides a means for taxing private and public property to pay for infrastructure. An LID, if approved, creates a one-time assessment on private and public property. The one-time assessment can be paid in a lump sum, or paid over a period of time. A portion of the new Portland Streetcar was paid via assessments on property owners along the line.

Revenue Bonds

The City can issue tax-exempt bonds backed by the revenues of City enterprises. For example, the City parking garages in the area were largely financed through the issuance of bonds backed by the parking revenues from those garages.

Private Investment

By far the largest source of funds for achieving the Preferred Vision will come from private investment. Private dollars are attracted primarily by the prospect of a reasonable rate of return for the investor – be it a property owner or lender. Thus, any development strategy for the Rose Quarter must foster an environment wherein both public and private entities work together to achieve the public goals set forth in the Preferred Vision while providing the prospect of a reasonble return on the private sector's investment.

Creating a Neighborhood

Public infrastructure will set the framework for development and create the development opportunity. It will take private and public entrepreneurship and a catalytic set of uses to make it happen.

Generally, new private development projects will include office buildings, mixed-income housing, live/work housing, and street-facing ground floor retail. A theme for the private development has emerged which features the attraction of New Economy businesses and knowledge workers to the Rose Quarter.

Quality of life enrichments and public amenities, such as those illustrated in the Urban Design Plan, are essential elements of twenty-four-hour/seven-day urban neighborhoods across the country. These districts are increasingly being populated by software designers, new media artists, web designers, and related technology and design professionals.

A technology-focused conference center/hotel and a creative services center (graphic design, digital media, film/video) are ancillary developments which would further support an emerging New Economy district in the Rose Quarter.

The Portland Trailblazer organization, and related companies owned by Paul Allen, are the major private stakeholders in the Rose Quarter, which hold the future development rights to the Memorial Coliseum site. In order to protect and enhance their current investment in the Rose Garden — and to capture the increased value brought about by the public investments described above — it is anticipated that the Paul Allen interests will be the primary private developer of the new blocks.

The vibrancy of the new mixed-use district can be further enriched by providing development sites for uses which are not market driven, but which are highly visible and valuable community assets, such as a college branch campus, magnet high school, performing arts facility, museum, or sports and recreation facility. A concerted effort should be made to attract one or more such uses to the Rose Quarter. Another potential non-market driven development is a corporate headquarters or research facility for which a company is looking for a prestige site with high visibility in the Rose Quarter.

Phasing - Preferred Vision

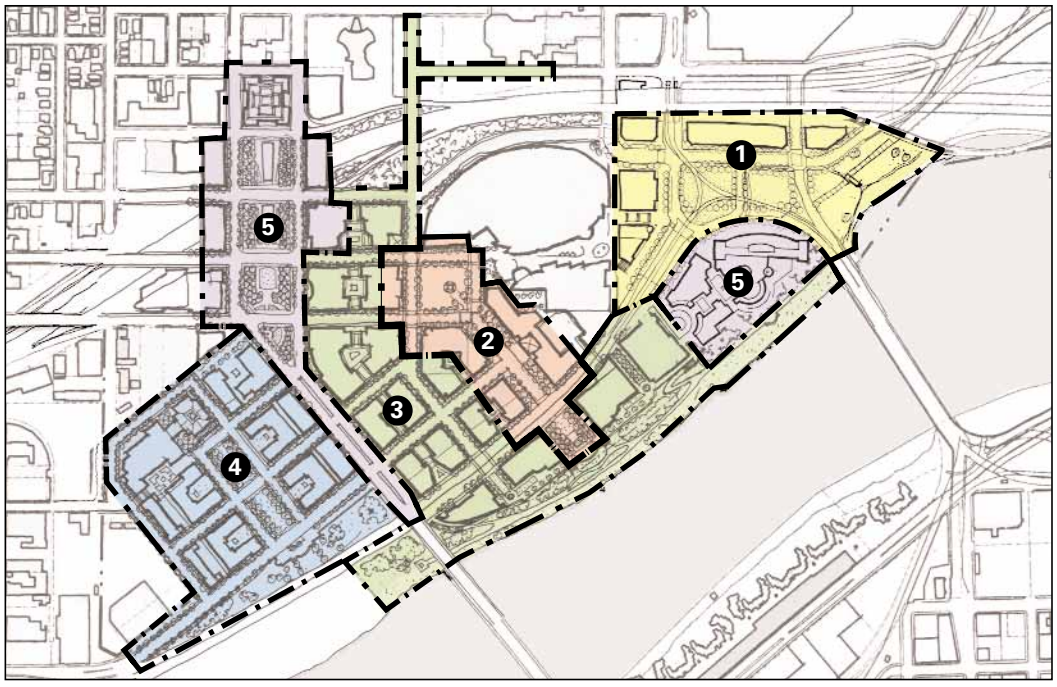
The phasing illustrated below is a suggestion, not a requirement. In an ideal scenario the Transit Center would be developed first to both act as a catalyst for investment and to establish a southern gateway to the area. The Coliseum blocks would be completed next, followed by the riverfront blocks and the area north of Broadway Avenue.

Market Forces, and the funding and construction of public investments will more than likely modify the ideal scenario. In any case, development should be phased to create complete addresses (both sides of the street) since this has proven to be the most successful model for retail. Phasing should also build on existing strengths such as the Rose Garden and LRT. Individual phases should be linked, not scattered.

PREFERRED VISION					
	Linear Feet of New Streets	Building Gross Square Feet	ACREAGE		
			Infrastructure	Development	Public Open Space
Phase I	1620	403,700	2.6	2.5	2.0
Phase II	1180	736,000	1.9	2.6	1.4
Phase III	2050	2,973,440	3.3	11.5	4.8
Phase IV	1410	2,144,000	2.3	7.6	3.5
Phase V	0	1,718,700	0.0	7.1	2.9
Total	6260	7,975,840	10.1	31.3	14.6

NOTE: These materials are conceptual only and are for purposes of conveying general information about the present state of proposed plans. Up to a 20 year buildout is anticipated. The proposed plans are subject to change over time.

Preferred Vision Phasing Diagram



Phasing - Infill Alternative

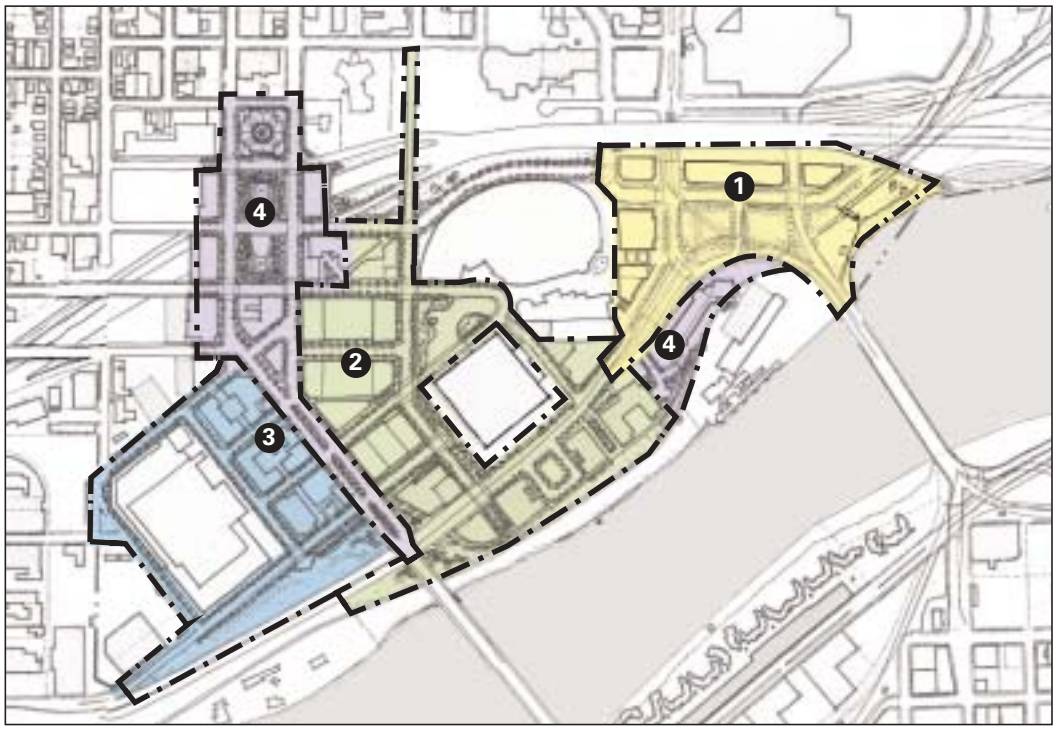
The phasing illustrated below is similiar to the Preferred Vision Phasing with the Transit Center being developed first. Blocks with riverfront views would be completed next, followed by the area north of Broadway Avenue.

Market Forces, and the funding and construction of public investments will more than likely modify the ideal scenario. In any case, development should be phased to create complete addresses (both sides of the street) which may include building across from existing buildings. New development should be linked, not scattered.

INFILL ALTERNATIVE					
	Linear Feet of New Streets	Building Gross Square Feet	ACREAGE		
			Infrastructure	Development	Public Open Space
Phase I	1620	403,700	2.6	2.5	2.0
Phase II	1650	2,613,700	2.6	10.2	2.6
Phase III	850	527,300	1.3	2.2	2.3
Phase IV	0	1,424,700	0.0	6.0	1.8
Total	4120	4,969,400	6.5	20.9	8.7

NOTE: These materials are conceptual only and are for purposes of conveying general information about the present state of proposed plans. Up to a 20 year buildout is anticipated. The proposed plans are subject to change over time.

Infill Alternative Phasing Diagram



Steps to Implementation

The first implementation step has been taken with the preparation of this Rose Quarter Urban Design Plan and Development Strategy. The flow chart illustrates the key steps to follow, which are described below.

Step 1
Prepare the Rose Quarter Urban Design Plan and Development Strategy.

Step 2
The Portland Development Commission, the Portland City Council, and the Portland Planning Commission will officially adopt the Rose Quarter Plan.

Steps 3/4
Two actions will occur simultaneously: Tri-Met will begin the design and initiate a strategy to finance the Transit Center redevelopment; and the City will initiate a process to determine the future of the Memorial Coliseum building and site.

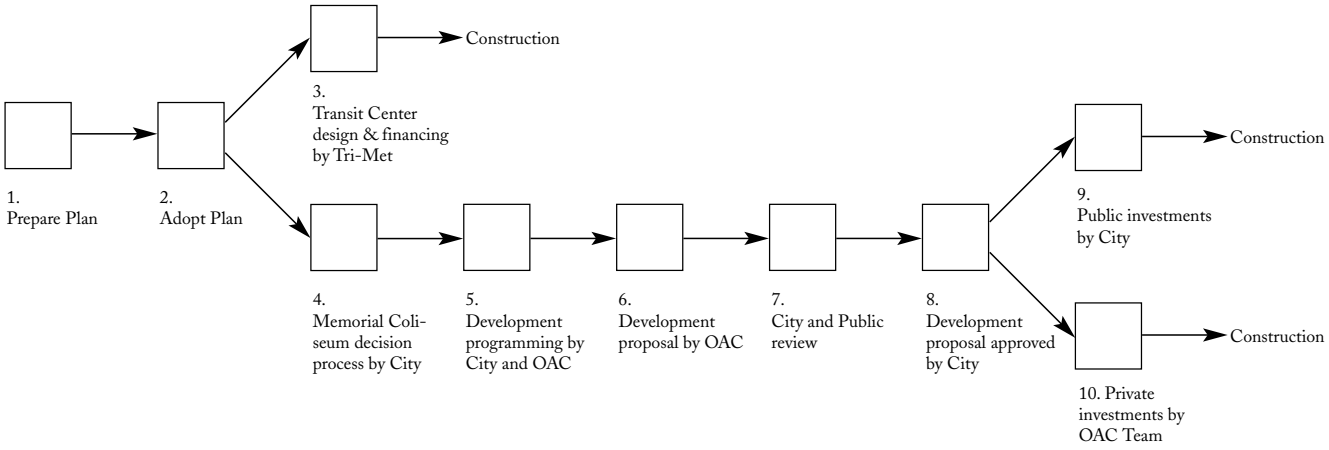
Step 5
Once a decision has been made about the Memorial Coliseum, the City and the Oregon Arena Corporation will enter into a joint programming phase to address the following questions for development sites in the Rose Quarter: what to build; how much to build; when to build (phasing); what it costs; and who pays.

Step 6
The Oregon Arena Corporation will assemble a development team to prepare and present a development proposal to the City.

Step 7
The development proposal will be reviewed by the City and the public.

Step 8
The City will approve the development proposal, with revisions as required from the public review process.

Steps 9/10
The City will design and construct the public investments in infrastructure (streets, plazas, etc.) and the Oregon Arena Corporation development team will design, construct, and market the private real estate investments.



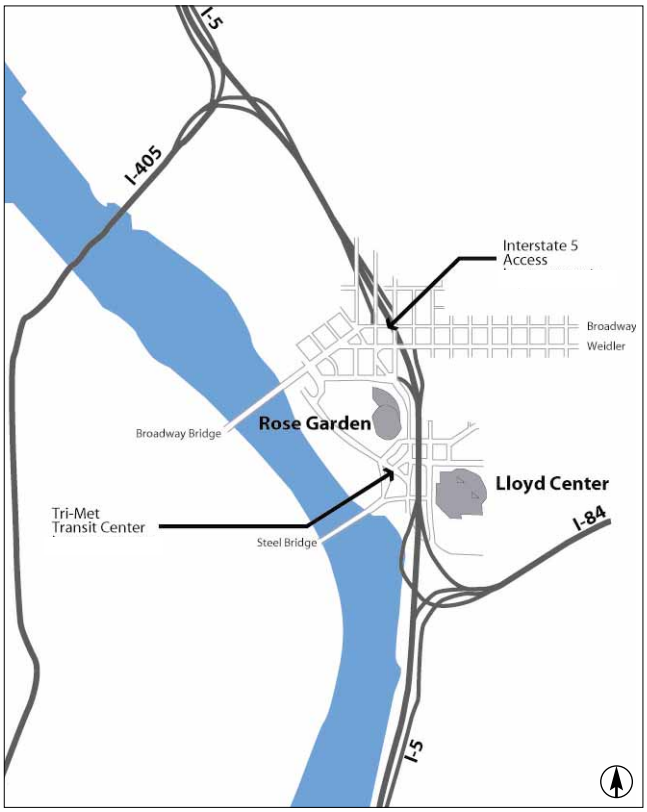
Steps to Implementation

Transportation Improvement Plan

1 Introduction

THE TRANSPORTATION MASTER PLAN will facilitate implementation of the vision for a revitalized Rose Quarter. Transportation strategies outlined within this report were developed based on an understanding of the regional context in which the district is situated and were driven by the need to create reasonable transportation improvements that balance transportation issues with improving the vitality and livability of the Rose Quarter. The strategies outlined are designed to *manage* transportation issues. The transportation investments described are intended to support a dynamic, multipurpose, twenty-four-hour urban district with an array of transportation options.

Image depicting existing conditions and regional access in and around the Rose Quarter



11 Regional Context

THE ROSE QUARTER'S transportation facilities are influenced by the regional transportation network. The Rose Quarter is fortunate to have direct access from both the Interstate System and the MAX. Both systems provide excellent regional access for the district. Yet many past transportation actions for the district focused on improving the capacity of individual facilities rather than balancing the overall transportation resources with its needs for vitality and livability. These discreet improvements have significantly improved access and egress, and although well intentioned, have also made it difficult to circulate within the Rose Quarter. All new transportation improvements within the Rose Quarter should be aimed at balancing regional access needs with basic internal circulation requirements.

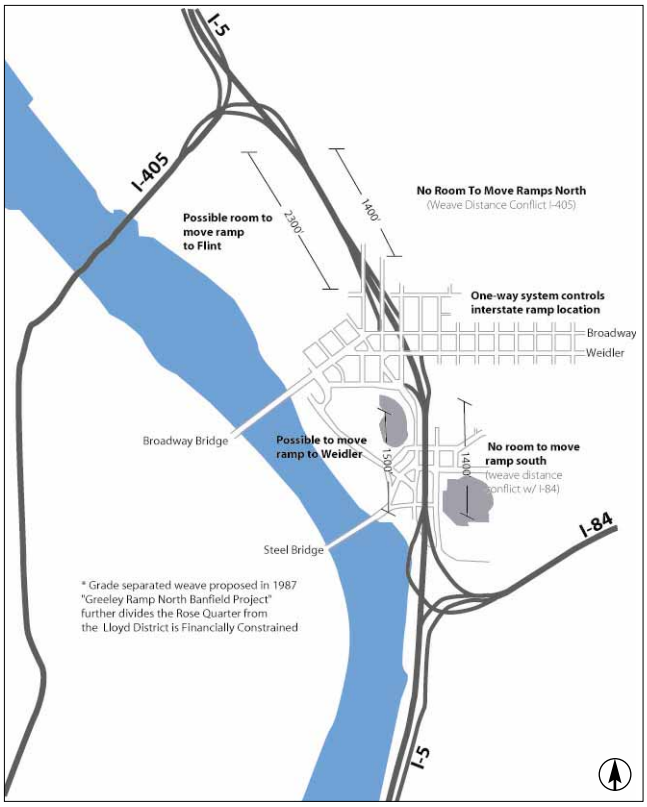
I-5

Regional activity centers like the Rose Quarter need good interstate access and the Rose Quarter has just that via direct access to and from I-5 and I-84. I-5 has access ramps to and from the north at Broadway, access ramps from the south at Weidler Street, and to the south at Winning Way. I-84 has access ramps from the east at 1st Street and access ramps to the east at Grand Avenue and Everett Street.

In 1987, the Oregon Department of Transportation (ODOT) attempted to redesign the proximity of the Interstate ramps by grade-separating ramp movements. ODOT actions isolated traffic flows so that the weaving between through-traffic on the Interstate system and turning traffic interested in accessing the Rose Quarter would not conflict. These recommended actions where met with negative reaction because of the cost involved and the impact on the community for both the Rose Quarter and the Lloyd District, as well as the potential environmental impact on the Willamette River.

Currently, ODOT and the City of Portland Department of Transportation (PDOT) are examining I-5 and determining how to deal with the corridor as well as the short weaving distances between access ramps and system interchanges.

The Transportation Master Plan addresses these problems of the existing regional Interstate access for the Rose Quarter. Only a few opportunities exist to modify I-5 ramp locations without compromising the livability of the Rose Quarter. The closeness of the I-405 makes it likely that the Vancouver Avenue Interstate ramp could be moved back to Flint Avenue. Because of potential turning conflicts with the I-84 system interchange, the Winning Way Interstate ramp could only be moved north to Weidler Avenue. While many other engineered alternatives could be developed, the transportation study indicated that these would not be a reasonable public investment due to cost and the potential impact on the community.



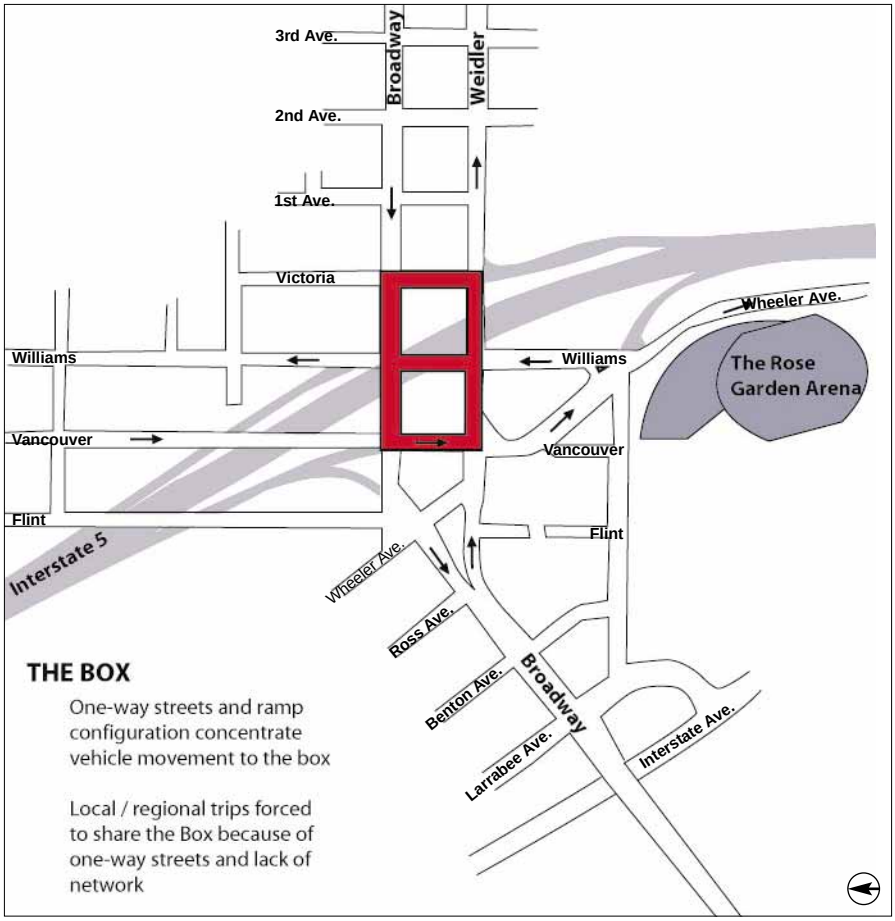
System interchanges between I-405, I-5, and I-84, limit local Interstate access locations for the Rose Quarter

The Box

The biggest vehicular transportation problem in the Rose Quarter is often referred to as the **Box**. Located where the I-5 ramps access the local street network at Broadway and Weidler. The Box is formed by four, one-way streets - Broadway, Weidler, Vancouver, and Williams - that control both local and regional traffic movements. All traffic movement entering or leaving I-5, as well as that which is just passing through on a local trip, is hostage to the Box.

The Box

All traffic movement, both regional and local, is concentrated in the Box



Transit

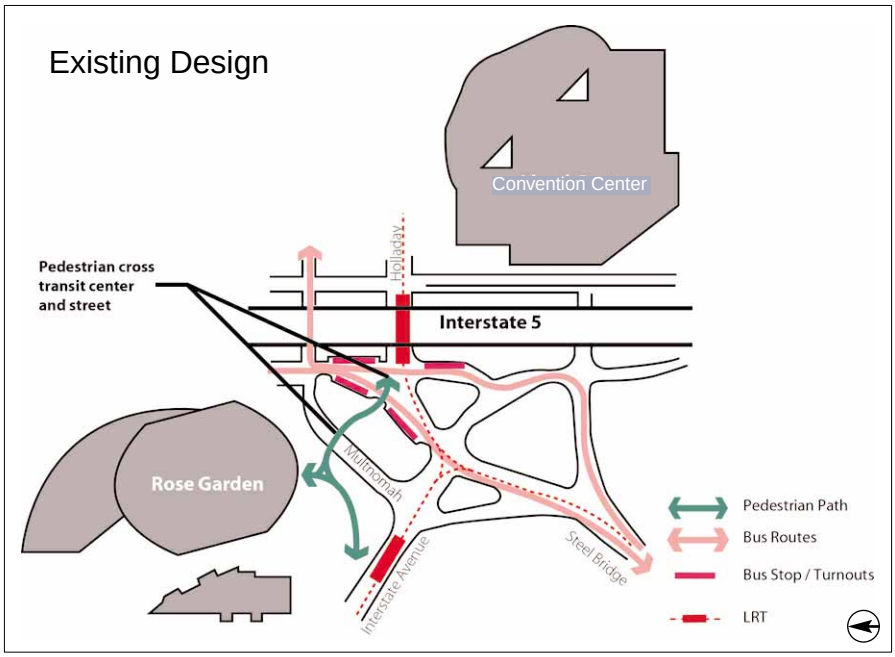
Mass transit is an important means of access to the Rose Quarter. Currently Tri-Met is operating the east-west MAX line with a station on Holladay Street under I-5. Trains operate every ten minutes. Next year, Tri-met is going to open Airport MAX and increase train service to every 7½ minutes.

Tri-Met is also beginning construction on Interstate MAX this year. Interstate MAX will connect to east-west MAX in the Rose Quarter. A station will be located near the intersection of Interstate Avenue and Multnomah Street. Trains are planned to be running every fifteen minutes.

Transit Center

Improving transit connections to the Rose Quarter was a primary objective of the planning process. Tri-Met provides excellent service to the area; however, once Tri-Met customers leave the transit vehicles, they encounter an undesirable and confusing physical environment.

When Interstate MAX begins operation in 2003, there will be significant transfers occurring with the east-west MAX and the bus transit center. Unfortunately, the LRT platforms are separated by approximately 500 feet, and as a result, transit customers and area visitors accessing the Rose Quarter by MAX need to negotiate the bus-only transit center, and then Multnomah Street to reach the new Interstate MAX platform or the Rose Garden Arena.



Pedestrians utilizing MAX must first negotiate the Tri-Met lanes and Multnomah Street prior to accessing the Rose Garden or the Interstate MAX platform.

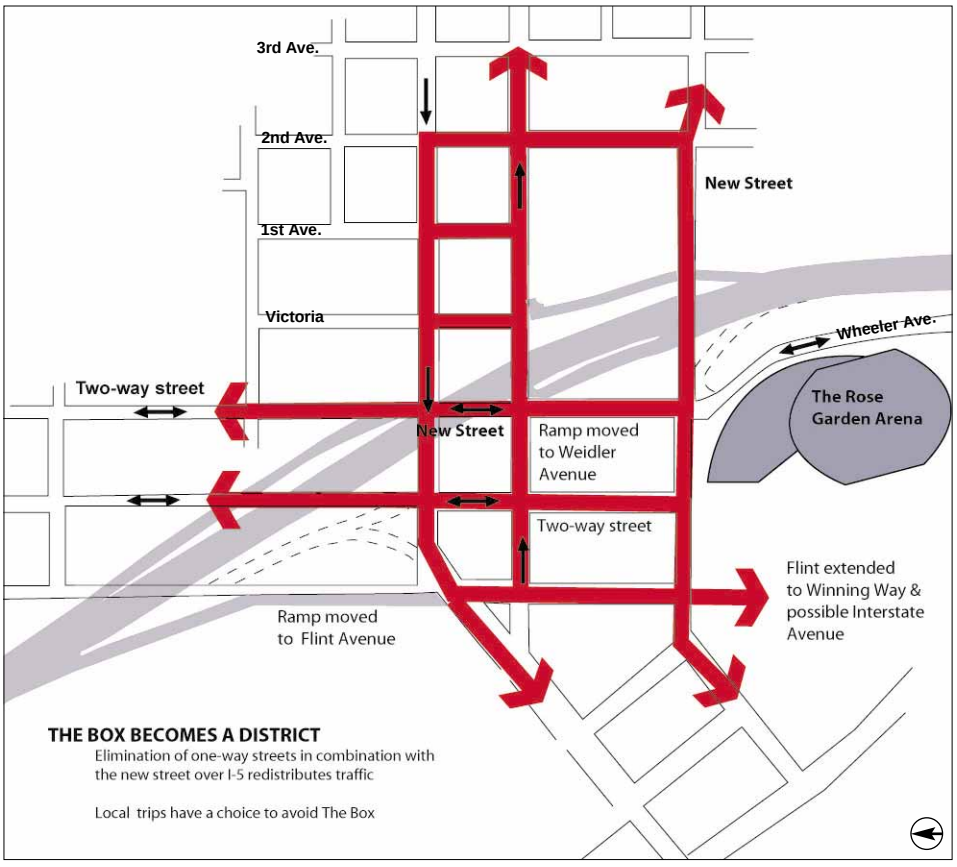
III Rose Quarter Improvements

TRANSPORTATION IMPROVEMENTS for the Rose Quarter focus on balancing livability with internal circulation.

The Box

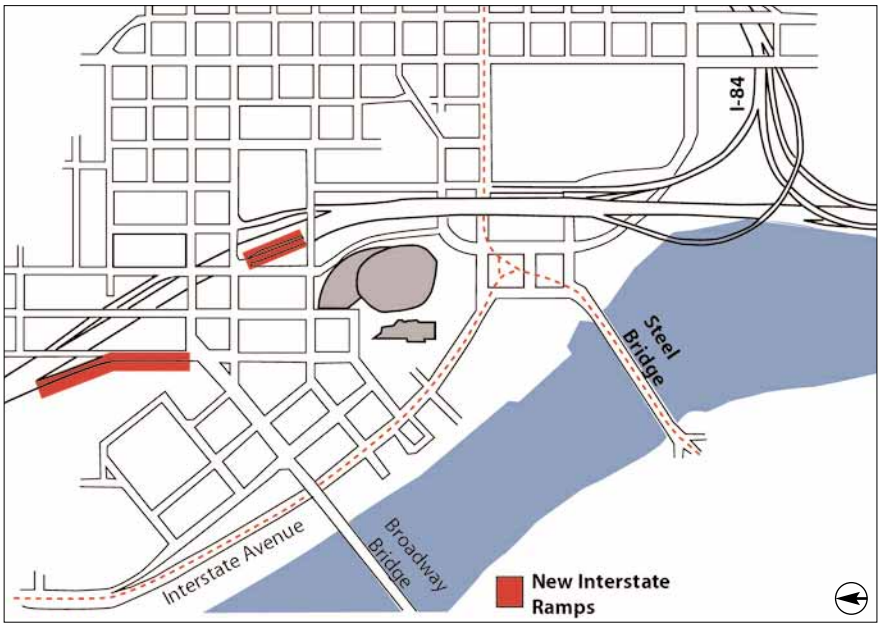
Transportation improvements to the Rose Quarter should focus on improving the Box. Whatever improvements are made, they should redistribute traffic to filter through multiple streets relieving the traffic congestion in the Box. The first proposed improvement shifts Interstate access from Vancouver Avenue to Flint Avenue. Flint Avenue will then be extended to Winning Way, possibly as far south as Interstate Avenue (with redevelopment of the Coliseum). Vancouver and Williams Avenue would be converted to two-way streets. Winning Way is extended over I-5 to Clackamas Street and Wheeler Avenue converted to a two-way street. These improvements will create a network of local transportation improvements that improve traffic flow and provide alternatives to Broadway and Weidler.

Specific transportation improvements redistribute traffic throughout the Rose Quarter rather than concentrating it within the Box



Interstate Ramps

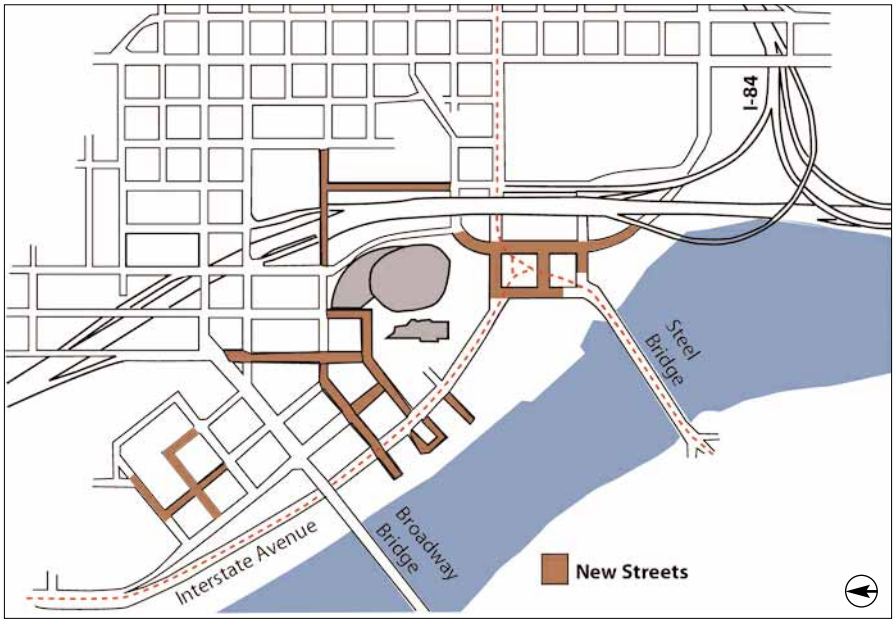
Two I-5 access ramps are shifted to encourage the development of a more comprehensive street network. The Vancouver Avenue ramp is moved one block west to Flint Avenue. This move in combination with converting Vancouver to a two-way street will help spread traffic flow rather than continue to concentrate it in the Box. The Winning Way access ramp is shifted north to Weidler Street to allow Winning Way to be extended to Clackamas Street.



Interstate ramp modifications alter traffic patterns so that motorists do not have to enter the Box to access ramps

New Streets

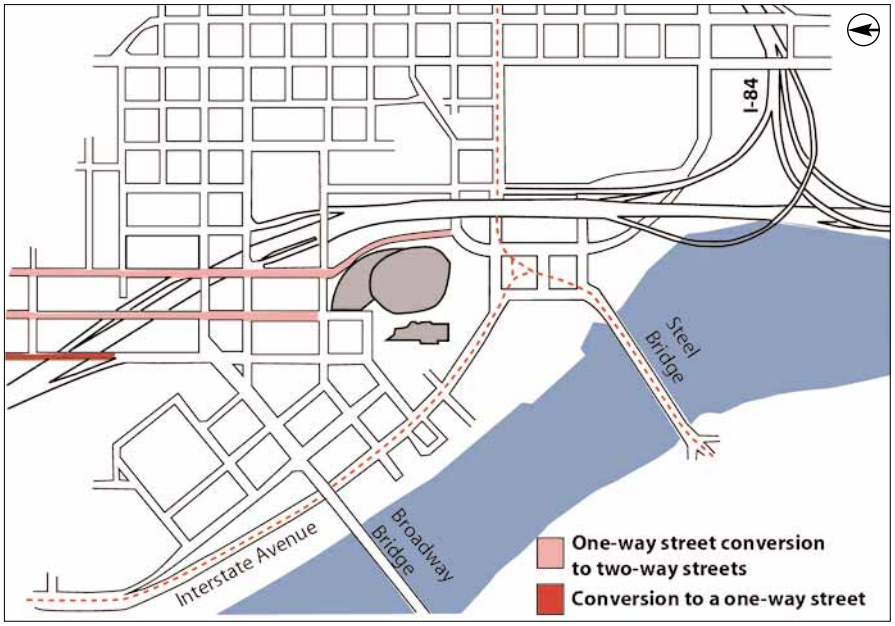
Several new streets are recommended to develop a comprehensive street network for the Rose Quarter. These streets will equitably distribute traffic and give pedestrians and bicyclists more choices in circulating throughout the Rose Quarter. Three streets in particular are important to altering traffic patterns. The extension of Winning Way to Clackamas Street will provide an important internal connection between the Rose Quarter and the Lloyd District. The Flint extension to Winning Way and, if possible, Interstate Avenue will provide an important alternative to Weidler Street for interstate traffic to access the Lloyd District. The 1st Avenue extension to Clackamas will provide parallel access to Interstate Avenue.



New streets are needed to create a logical block pattern and provide transportation alternatives to motorists

Street Operations

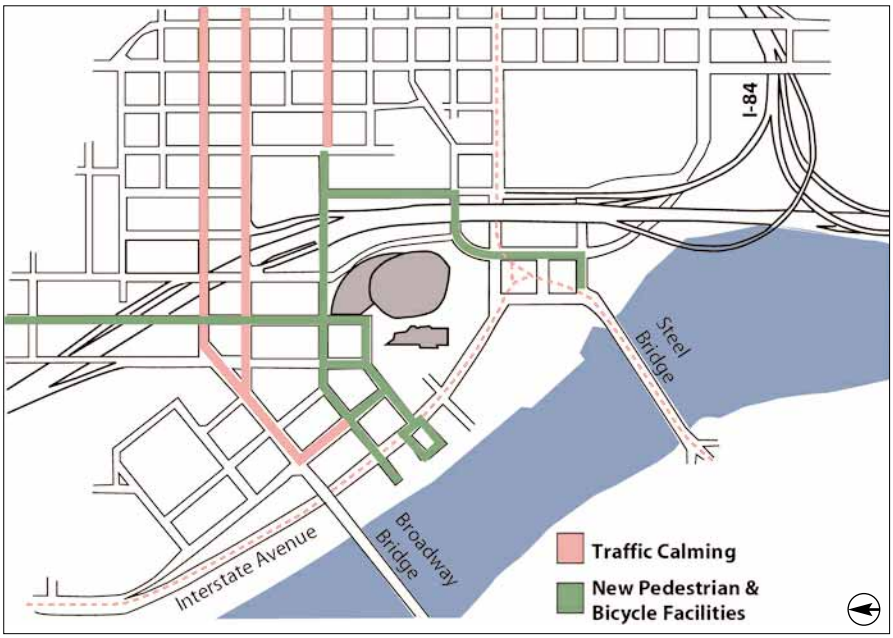
Converting one-way streets to two-way traffic will improve the accessibility of the Rose Quarter. The Vancouver Avenue and Williams Avenue one-way couplet is caused by the existing interstate access ramp configuration. Moving the Vancouver Ramp to Flint Avenue allows Vancouver to become a two-way street. The Wheeler Street conversion will better connect the Lloyd District to the Rose Quarter, allowing motorists an alternative to using Interstate Avenue.



Converting street operations will improve the Rose Quarter's internal circulation

Traffic Calming, Pedestrian, and Bicycle Facilities

Enhancing the local street network will, inherently, redistribute traffic flow. Planners and engineers must be careful about how that redistribution occurs. Typically traffic-calming measures help balance traffic distribution so that new traffic entering a neighborhood does so on the neighborhood's terms. Such traffic calming mechanisms have been identified as part of the Transportation Master Plan.

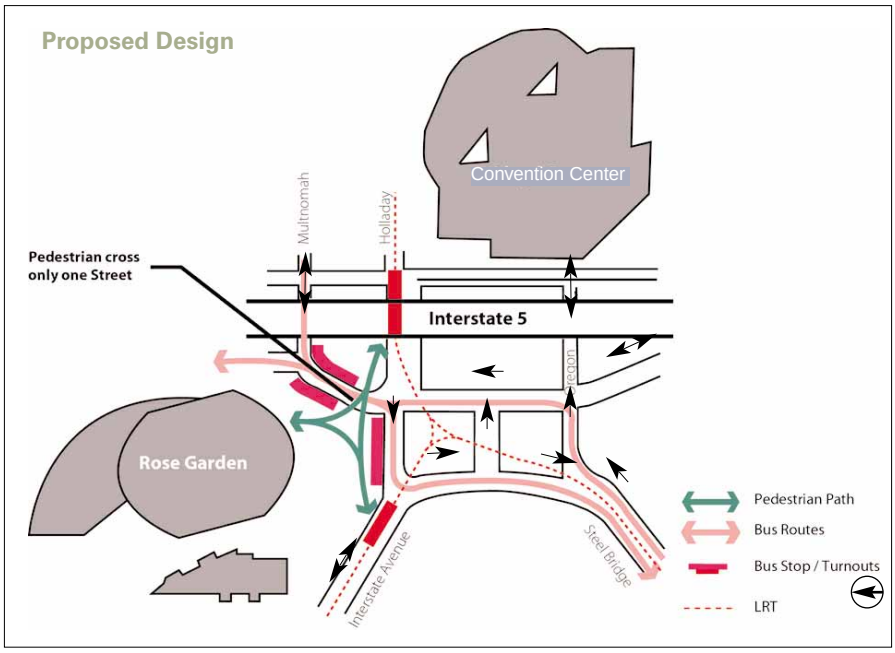


New street connections will include traffic-calming and pedestrian facility improvements

Revised Transit Center

Physical improvements recommended for the Transit Center in the Rose Quarter fundamentally reshape the district. The transportation plan shifts transit away from being the focal point of the public space to a supporting feature of the public space outside the Rose Garden Arena. Currently, the Tri-Met Transit Center is located in the center of the public space. Proposed changes to the area realign the street grid to organize a public space with simplified vehicular, transit, and pedestrian patterns.

A primary consideration in developing the plan was to avoid altering the location and profile of the current and proposed LRT alignment. Physical changes to the district do not affect the LRT system; however, these changes do change the street pattern of the area. Recommended improvements create a directional rectangular street pattern. The directional rectangle is multi-purpose for motorists, bus transit, and pedestrians.



Transit stops and routes have been realigned to safely position pedestrians at the forecourt of the revitalized district as well as within walking distance of the LRT, MAX, and Tri-Met platforms

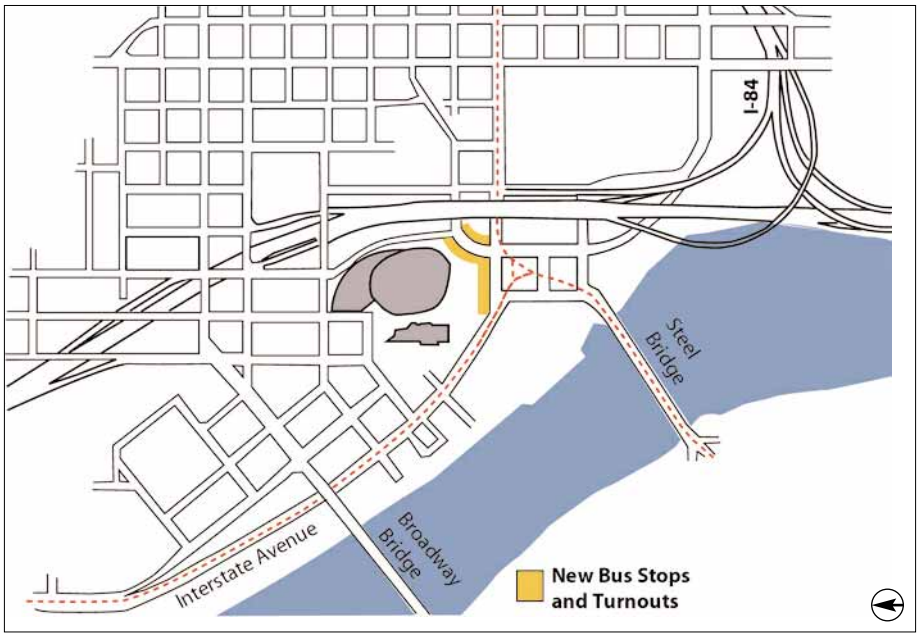
Transit will no longer have dedicated bus lanes through the Rose Quarter. Buses will be required to share the street network with automobiles.

The rectangular traffic pattern which borders the revised Transit Center and its proposed green is directional to improve traffic flow. Motorists entering the area from Interstate Avenue will be required to turn right at Multnomah Street. Motorists will then be able to exit at the Steel Bridge by turning right or continue in the rectangle. Motorists interested in using Lloyd Boulevard will turn right or go straight to access Oregon Street. Motorists can continue in the rectangle and to access Multnomah Street or return to Interstate Avenue. Each corner of the rectangle will be controlled by a simple two-phase signal. LRT traffic will continue to control vehicular flow in the area. Bus traffic will no longer preempt automotive traffic because buses will be required to share the street and overall traffic flow should improve as a result.

The pedestrian environment will be greatly improved because pedestrians also will only need to negotiate Multnomah Street to walk between the east-west MAX and the Rose Garden. Pedestrians accessing Interstate MAX, the Transit Center, and the Rose Garden will not have to cross any vehicle environment.

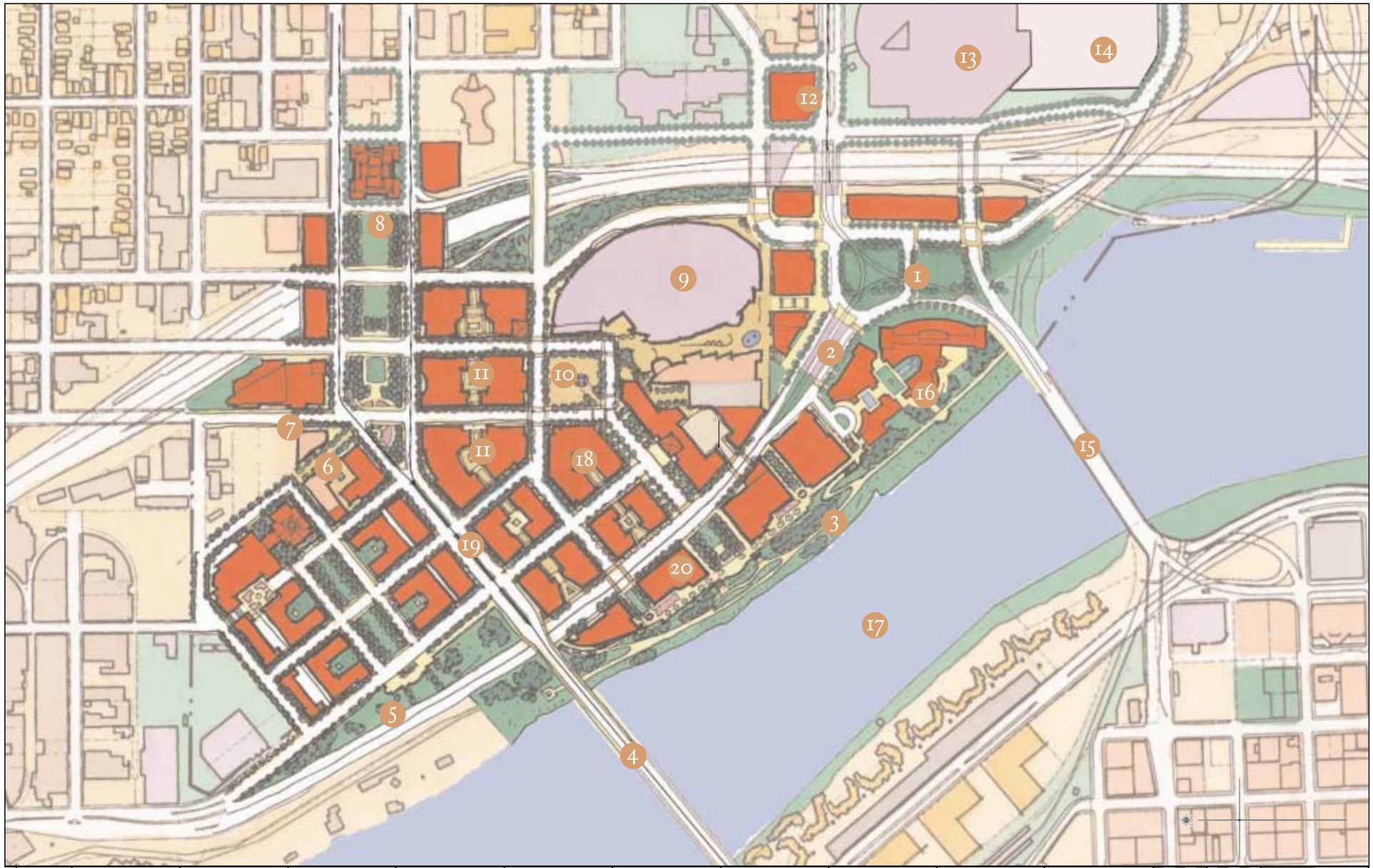
Transit Center Bus Staging

Transit Center modifications place bus turnouts, on a newly aligned Multnomah Street, strategically between LRT Platforms. The difference in this proposal is that the bus routes will no longer enter a dedicated facility. Buses will be required to share traffic flow with motorists while pedestrian conflict points with motorists and transit vehicles will be minimized.



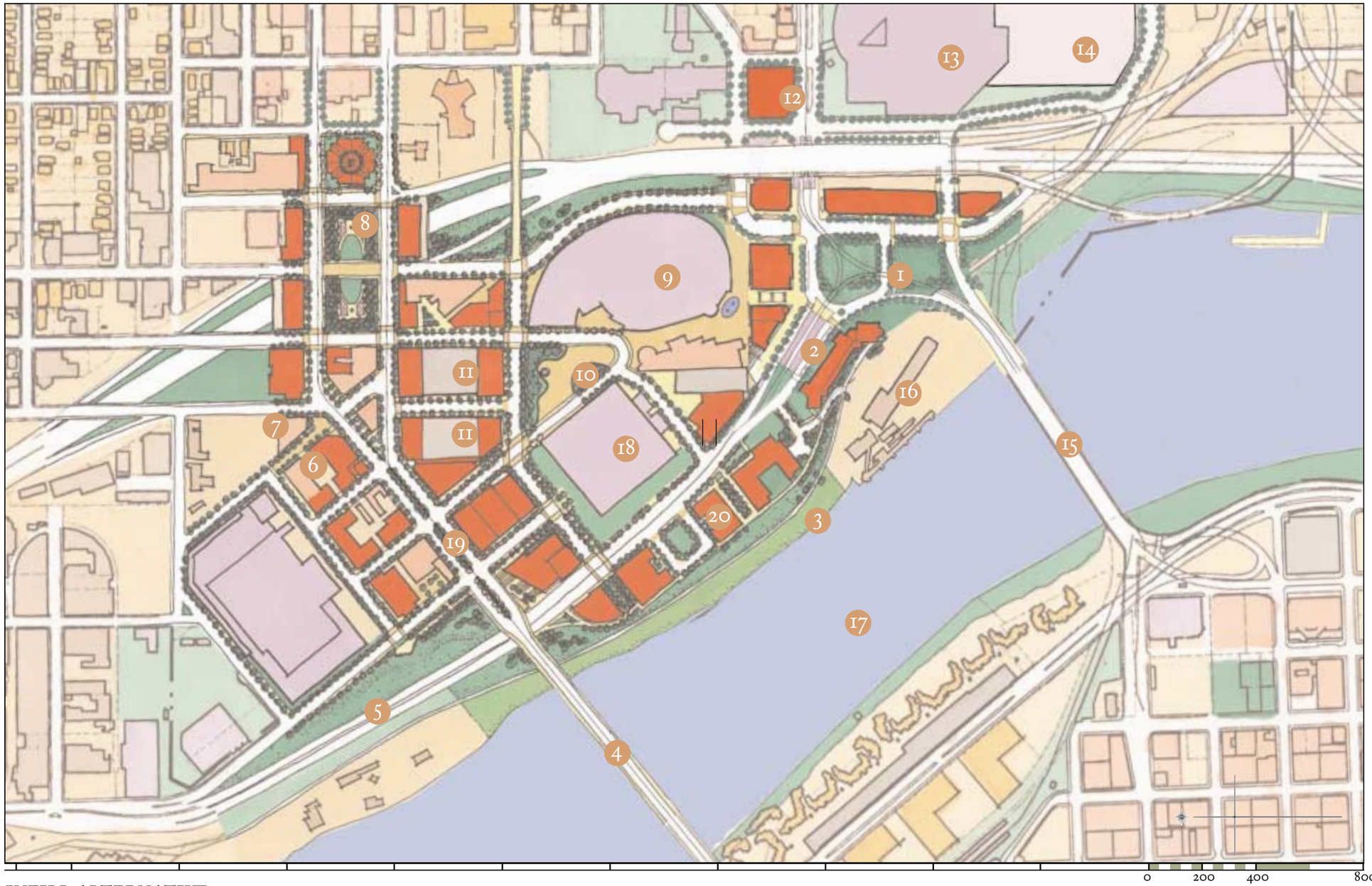
New bus stops and turnouts eliminate a number of dangerous crossings where transit and pedestrian traffic are currently at odds

Appendix



1 Proposed Transit Center Square
2 MAX LRT Station
3 Proposed Riverfront treatment
4 Broadway Bridge
5 Interstate Avenue
6 Medical Office Building
7 Paramount Apartments
8 Proposed deck over I-5
9 Rose Garden
10 Proposed Square
11 Existing Parking Garages lined with Office/Retail
12 Proposed Convention Center Hotel
13 Convention Center
14 Convention Center Expansion
15 Steel Bridge
16 Proposed Development on Dreyfus Property
17 Willamette River
18 Proposed Memorial Coliseum Site Redevelopment
19 Proposed beautification of Broadway
20 Proposed Development on Red Lion Site

PREFERRED VISION



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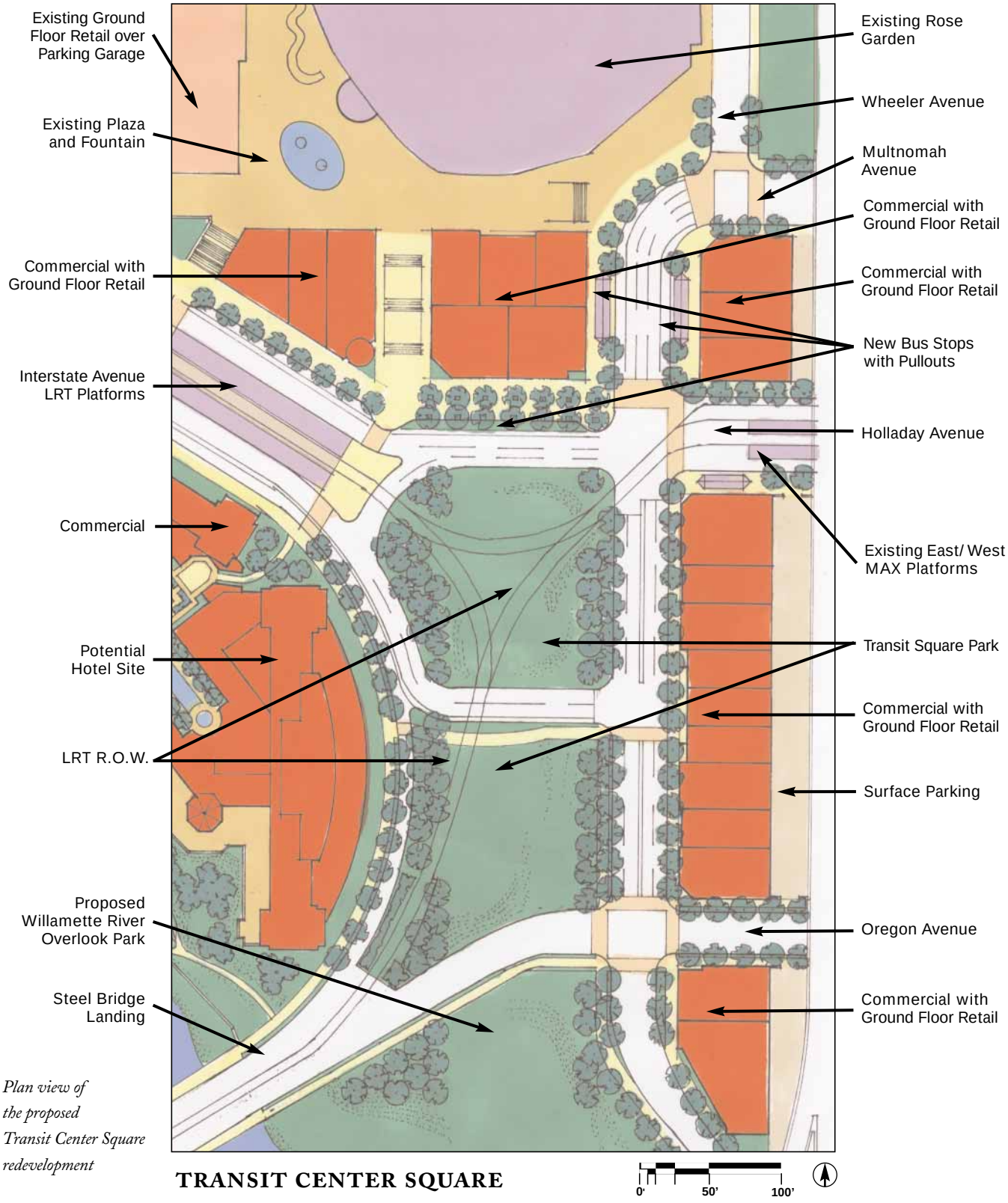
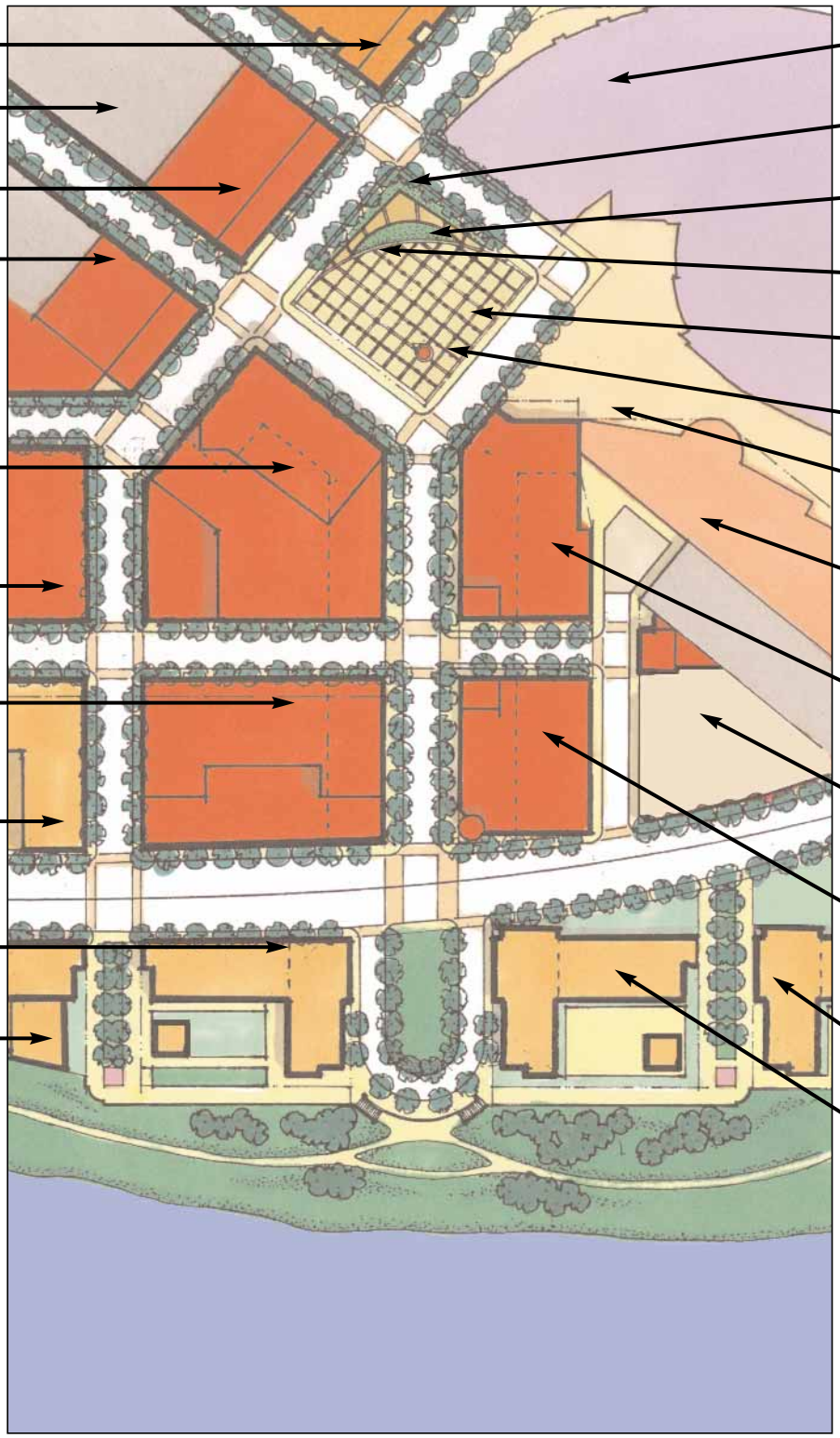
INFILL ALTERNATIVE

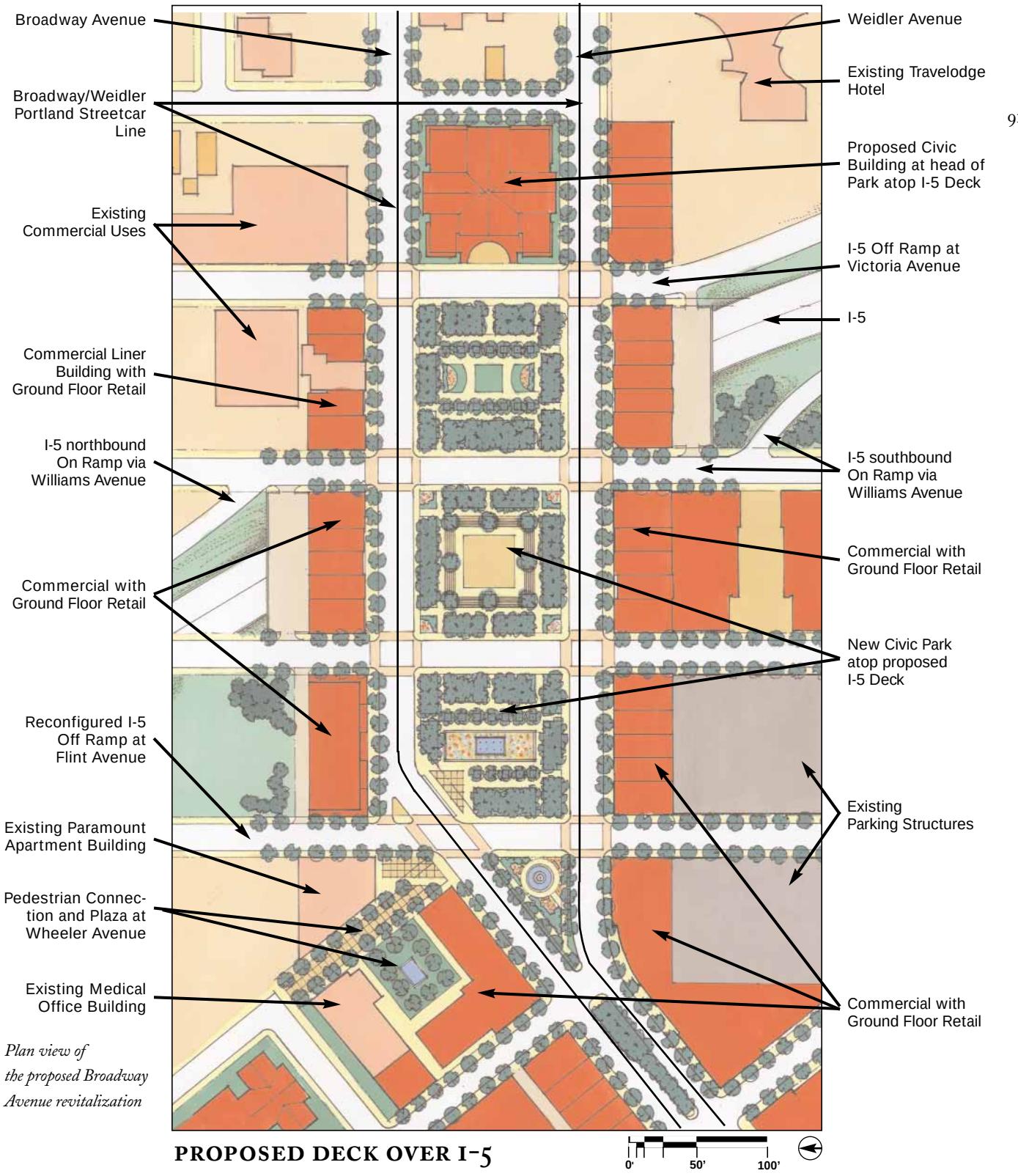


Plan view of the proposed Transit Center Square redevelopment



Plan view of the proposed Coliseum Site development

PROPOSED MEMORIAL COLISEUM SITE REDEVELOPMENT



Plan view of the proposed Broadway Avenue revitalization

PROPOSED DECK OVER I-5