



City of Portland Design Commission

Design Advice Request

DISCUSSION MEMO

Date: May 30, 2019
To: Portland Design Commission
From: Hillary Adam, Design / Historic Review Team
 503-823-3581 | hillary.adam@portlandoregon.gov
Re: EA 19-147114 DA – Broadway Corridor Master Plan
 Design Advice Request Memo – June 6, 2019

Attached is a drawing set for the Design Advice Request meeting scheduled on June 6, 2019. Please contact me with any questions or concerns.

I. PROGRAM OVERVIEW

Design Advice Request for a proposed Central City Master Plan (CCMP) for the area bound by NW Hoyt, NW 9th, NW Lovejoy, and NW Broadway in the Pearl Subdistrict of the Central City Plan District. The proposed CCMP area comprises 14 acres and will be home to approximately 4 million square feet of new commercial, employment, and residential development as well as open space.

II. DEVELOPMENT TEAM BIO

Applicant	Sarah Harpole Prosper Portland
Owner’s Representative	Julie Bronder ZGF Architects LLP
Project Valuation	\$ 1.0-1.5 billion

III. FUTURE DESIGN REVIEW APPROVAL CRITERIA: PZC 33.510.255.H Approval criteria, which includes the goals and policies of the Central City Plan and the Central City Fundamental Design Guidelines. (See attached matrix. The matrix has not been filled out due to time constraints; however, a blank copy has been provided for your use with criteria specifically relevant to this site/subdistrict highlighted.)

V. STAFF ANALYSIS & RECOMMENDED DAR DISCUSSION TOPICS

Staff advise you consider the following among your discussion items on June 6, 2019:

CONTEXT

1. **Policy.** The following summarizes key policy context as it applies to the subject site.
 - a. **Plan – 2035 Comprehensive Plan / West Quadrant Neighborhood Plan.** The Central City 2035 West Quadrant Plan identifies the Post Office site as “perhaps the most exciting single redevelopment opportunity in the city, with the potential to become a major employment center over time.”

- b. **Development Standards – Central Employment / Central City Plan District, Pearl subdistrict.** Though early in the design process, staff notes that Map 510-9 of the adopted Central City Plan requires that the Ground Floor Active Use standard be met along the southern (Hoyt) and northern (Lovejoy viaduct) boundaries of the site. While this standard could easily be met along Hoyt, it may be more difficult along Lovejoy where buildings will have to be set back 15' for required bridge maintenance clearance (and therefore facing the wall below the on-ramp), Therefore, staff anticipates that a Modification may be required to reduce the requirement along Lovejoy. Staff appreciates commission guidance on what the expectation is for the Lovejoy frontage, as well as the Hoyt frontage.
- c. **Streets – TSP Designations.** The subject property is a 14-acre site, currently with no through-roads. However, streets have been mapped through the site including a through-connection along Johnson and a through connection on Park, intended to veer northeast to the elevated intersection of NW Lovejoy and NW Broadway. The new connection on NW Johnson is designated a Central City Transit/Pedestrian Street and a City Bikeway. The new connection along NW Park is designated a Central City Transit/Pedestrian Street and a Major City Bikeway as the Green Loop is proposed to run through the heart of the site.

As for existing streets around the site, **NW Lovejoy**, which is elevated above grade, is a Major Transit Priority Street, a Central City Transit/Pedestrian Street, and a Major City Bikeway. **NW Broadway** is a Transit Access Street, a City Walkway, and a Major City Bikeway. **NW 9th** is a City Walkway and a Major City Bikeway and therefore does not allow vehicle access (as was shown in the original submittal). **NW Hoyt** is a City Bikeway and a City Walkway. **NW Broadway**, at grade and west of the elevated portion of NW Broadway, is a City Walkway, as is the connection beneath the Broadway Bridge to Station Way, which is also a City Walkway, City Bikeway, and Transit Access Street.

2. **Natural.** No natural features exist on site. The Willamette River is within 1500' due east, however, physical access is limited due to the railroad.
3. **Built.** Significant challenges are presented along the eastern and northern frontages due to the changing grade of the bridge ramps on Broadway and Lovejoy, which also limits through-access. East-west access can be achieved at NW Johnson which is proposed to angle to the northeast to achieve greater clearance beneath the bridge. Beyond the Broadway Bridge ramp is the Landmark 1893 Union Station building. Beneath the NW Lovejoy viaduct is a privately-owned surface parking lot; beyond the viaduct is a 14-story residential tower and a 5-level open-air parking garage. West of NW 9th are multi-story mixed-use developments as well as the Ecotrust building. South of NW Hoyt are the Landmark Honeyman Hardware Lofts, a surface parking lot envisioned to be a North Park Blocks extension, and the Landmark 1918 U.S. Post Office building (now PNCA).

Some of the existing frontages facing the Broadway Corridor area present challenges with regard to the potential quality and safety of the public realm facing these spaces; this include the areas beneath and facing the viaduct walls, garage openings and surface parking along NW 9th, service areas and garage openings along NW Hoyt, as well as surface parking not yet developed as park space on Hoyt.

Per the purpose statement, a Central City Master Plan is intended “to ensure that development on the site will positively contribute to the existing and desired surrounding urban form” and “will result in a safe and vibrant public realm, supported by ground floor uses, open space areas and an internal circulation system that provides access to adjacent public rights-of-way and multimodal transportation options.”

4. **Infrastructure.** In order to meet approval criterion #10, the plan must ensure that 'adequate and timely infrastructure capacity' will be provided for each phase of the build-out. This requires early coordination with City service bureaus on needed infrastructure improvements within the development site, as well as any off-site improvements necessary to provide adequate capacity. Engineering review of a preliminary master utility plan through the City's Public Works Permitting process (i.e. approved 30% Concept Development plans) prior to CCMP approval is vital to confirm whether there are infrastructure capacity constraints and if there are, how the systems might be improved to accommodate the desired development density. The applicant has been working with City service bureaus to ensure that at the time of the Type III, this approval criterion can be shown to be met.

PUBLIC REALM

1. Site organization.

- a. **Open Space.** As is currently shown on Page 24, the 20% open space requirement does not appear to be met. Staff notes that open areas "may include parks, outdoor recreation amenities, plazas, public fountains, or landscaped areas" and that bike and pedestrian pathways may not constitute more than 25% of the required open space. As is shown on pages 28, the Green Loop occupies a good portion of the open space counted on page 24 but is not included in the total calculation for bike and pedestrian allowances. Rather the sidewalks along NW Irving and NW Kearney are counted toward the bike and pedestrian pathway allowances whereas these sidewalks should not be included in either calculation unless Irving and Kearney are designated open areas and have public access easements (Goal 5.C, Policy 5.5, Policy 5.PL-3). Staff believes that additional plaza area could easily be identified by reducing the length of the driveways along Irving and Kearney and identifying these spaces as plaza areas instead. Additional plaza area could also be provided at the elevated intersection of the bridge.
- b. **Ground Floor Active Uses.** The applicant has provided a very useful diagram on page 19 showing ground level uses in the vicinity. This helps to provide some indication of the level of activation on adjacent blocks though actual conditions vary. Page 38 shows the intended location of active uses throughout the site. As is noted above, Map 510-9 requires the Ground Floor Active Use standard be met along NW Hoyt and NW Lovejoy, which requires a 15' setback from the bridge for PBOT maintenance. Staff also believes that the standard should be required along the Park frontages and NW 9th. Staff notes that only one Active Use plan was provided (Page 38); however, the Green Loop connection from the bridge junction is expected to pass through the site at an elevated level which would demand activation of that level adjacent to the Green Loop (guideline A8). Staff notes that it is not clear per Page 38 whether the area under the Green Loop would be activated or occupied with building footprint.
- c. **Vehicular Access.** Staff notes that vehicular access is proposed for each building site because no below-grade parking is intended; however, staff believes that parking access and loading should be consolidated to a greater degree than currently shown on Page 38 (approval criterion #11). As is noted under Open Space above, the proposed driveway extensions could be reduced so that more land area could be devoted to open space and plaza areas rather than devoted to vehicles. For instance, the applicant can work with PBOT to reduce the length of the driveway connections on Irving to the minimum possible so that the areas facing the park can be expanded for plaza use. The driveway along Kearney could be designed to go no further east than NW Park, with shared parking in the northern buildings so that the eastern stub of this driveway on Kearney could be designed

as plaza area and the frontages along NW Kearney can be designed with minimal back of house uses per approval criterion #11.

2. Circulation System.

- a. **Vehicles.** Page 30 indicates that both NW Park and NW Johnson are intended to be designed as two-way vehicular streets, however, the applicant has indicated that these streets would be designed as woonerfs. In order to make this area feel less private and more an extension of the existing neighborhood, and to ensure pedestrian safety, staff believes that woonerfs may be more suitable to those streets (Irving and Kearney) with limited vehicle access while NW Park and especially NW Johnson could be designed to safely accommodate two-way vehicular traffic that integrates with the city beyond. While PBOT will ultimately determine what Park and Johnson can safely accommodate, staff appreciates the Commission's feedback related to the integration of this area within the existing city fabric, particularly as the proposal relates to guidelines A4, A5, and B2.
- b. **Bicycles.** As is noted above, the Green Loop is intended to come through the site from the elevated junction of NW Lovejoy and Broadway, remain elevated until NW Johnson, where it will bridge over the street to a built-up switchback to be constructed over a 1-story building located within the designated open space. The Green Loop is intended to provide both bicycle access but also ADA access and is thus challenged with resolving the grade differential between NW Hoyt and NW Lovejoy. Staff acknowledges that the Green Loop is not designed yet but has concerns with potential conflicts between bicycles, pedestrians and users with mobility devices at the switchbacks. Staff also notes that this alternative "Play" was selected in part because of the need for recreation fields downtown, however, it is not clear if larger grass fields or pitches can be accommodated (Policy 5.16, guideline B5). Most importantly, staff notes that this signature element of the Master Plan area requires significant infrastructure and threads its way through the site at an elevated level (which could impact adjacent development) so phasing and responsibility for this element of the proposal must be made clear at the Type III stage and its phasing must be binding in order to ensure success of the project (Policy 5.12).
- c. **Pedestrians.** Page 33 shows public rights-of-way to be dedicated along NW Park and NW Johnson, with public access easements provided along the Green Loop and the northern reach of NW Park. NW Irving and NW Kearney are shown as private streets, however, page 24 shows that these streets will have pedestrian accessways. Staff suggests that it would be desirable for Irving and Kearney to also have public access easements to ensure pedestrian connectivity between the site and the adjacent neighborhood (Goal 5.C, Policy 5.5, Policy 5.PL-3, guideline B1). This would also help ensure that the project is meeting its stated guiding principles related to equitable use of public spaces. Staff notes that NW Johnson is shown to be extra wide at 80' to support a pedestrian-rich environment, including unobstructed views toward the Union Station clock tower (Policy 5.4).

QUALITY & PERMANENCE

1. **Resilience.** Policy 6.PL-1 of approval criterion #1 states that large areas such as the subject site should be encouraged to be "high performance areas" that promote energy efficiency, green building technologies, sustainable site design. Staff notes that all buildings proposed within the boundary will be subject to the 33.510 standards which require ecoroofs, bird-friendly glazing, and low-carbon design.