

Broadway

Corridor

DAR SUBMISSION #1
EA 19-147114 DA



PROSPER
PORTLAND

ZGF

Broadway Corridor

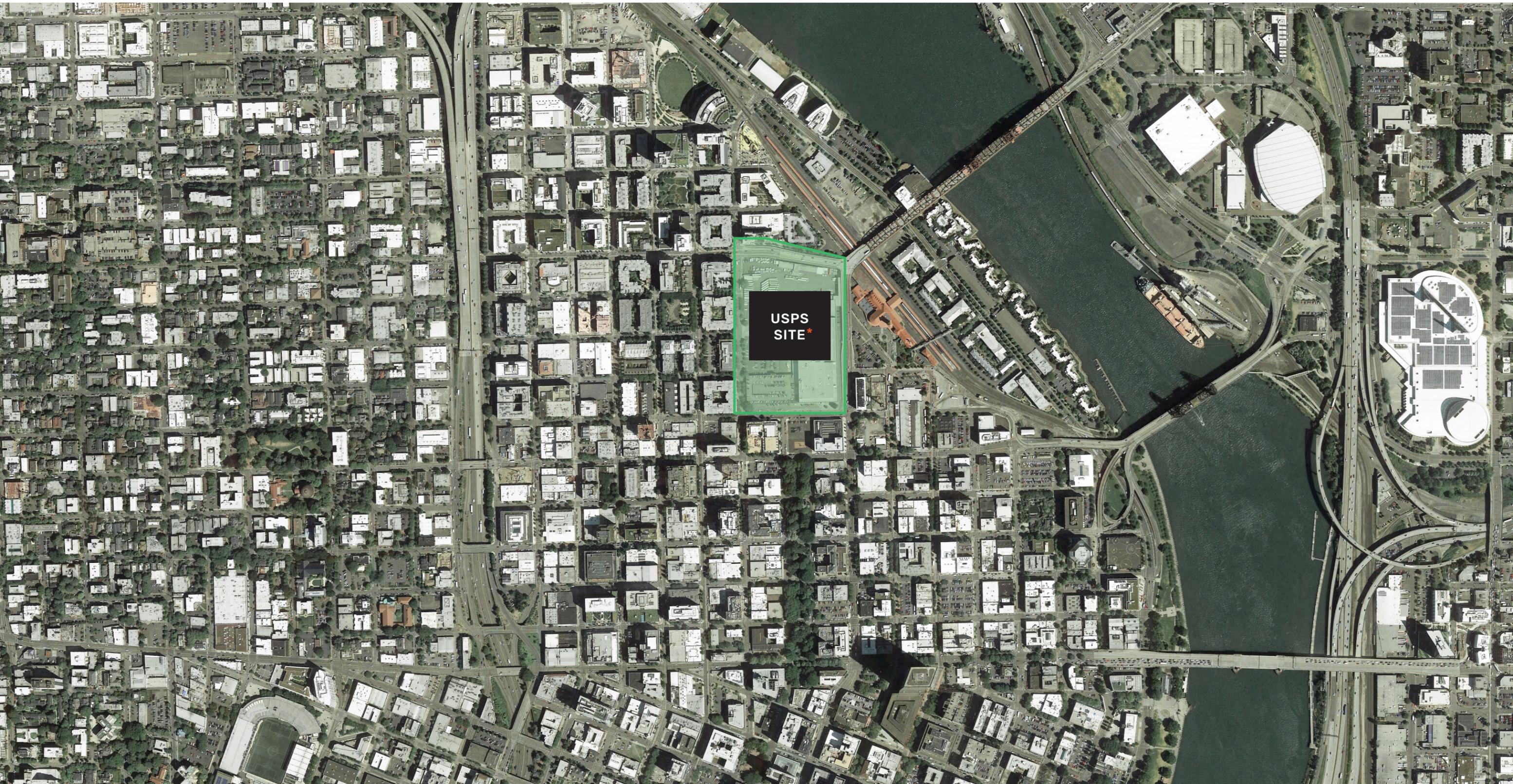
INTRODUCTION

This package was prepared to support the first Design Advice Request for the Broadway Corridor Central City Master Plan on June 6, 2019. Prior to the current DAR, Prosper Portland and its design team visited the Design Commission for briefings at the end of the Framework Plan process in 2015, the start of the Master Plan process in Spring 2018, and between Concept alternative development and Concept alternative refinement in Fall 2018. This DAR will focus on the preferred concept selected by Prosper Portland and the Portland Housing Bureau, with emphasis on the major public realm elements, including streets, open spaces, and the green loop. The second DAR, anticipated to occur in July 2019, will be focused on the vertical development, including building envelopes and the orientation of major building elements such as parking and service access.



Project Summary & Background

Location Map



*Under joint ownership by Prosper Portland + PHB

Framework Plan

Framework Plan Purpose

The Framework Plan, completed in 2015, was conceived as a quick yet thorough evaluation of the Broadway Corridor's potential to meet a number of established City objectives, in particular through acquisition and redevelopment of the USPS site. Validation of both strategic vision and development feasibility would necessarily precede development of a master plan for site redevelopment and associated improvements across the Broadway Corridor.

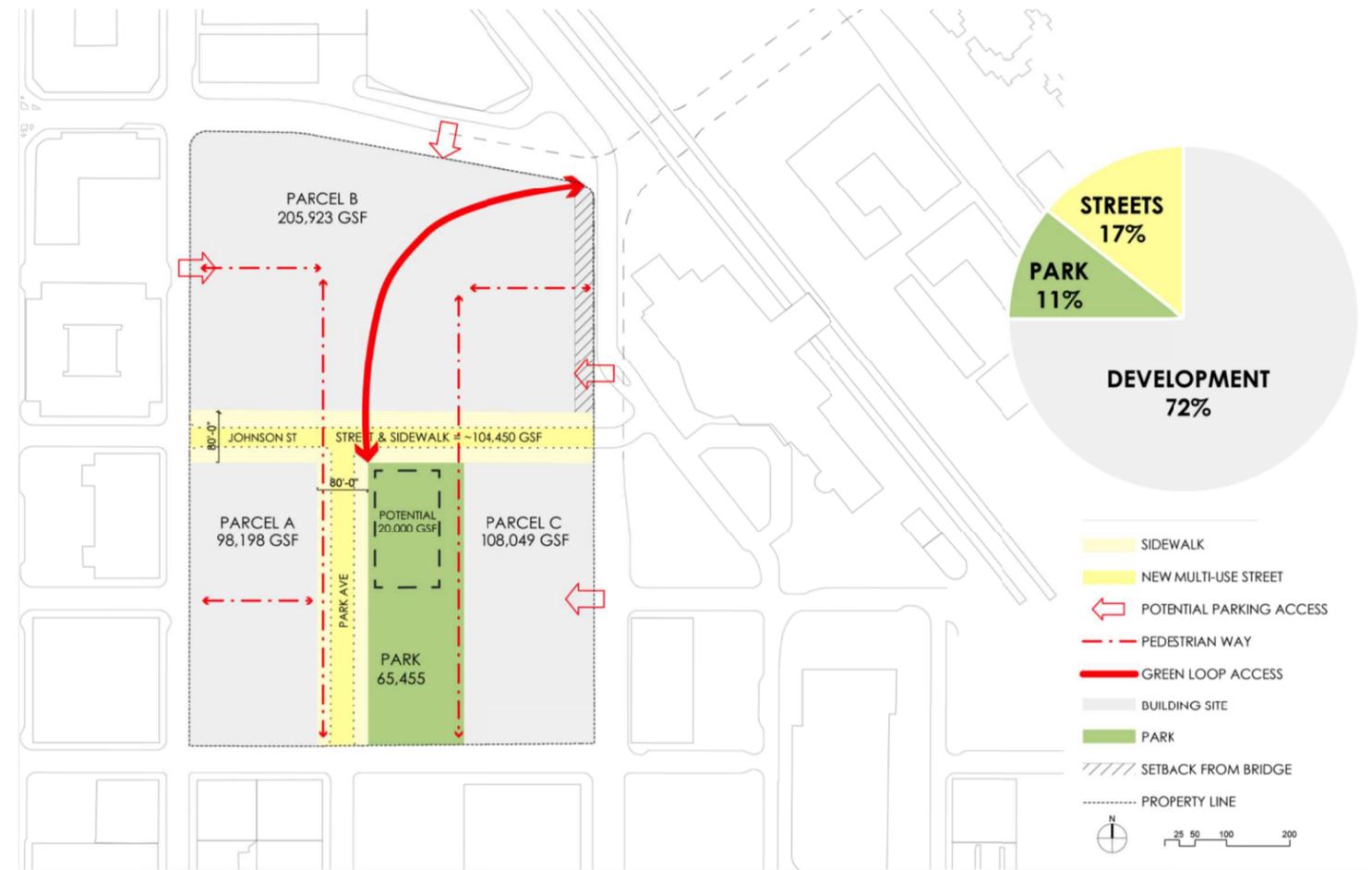
Preferred USPS Development Concept

With just over 3.8 million square feet of development on the 14-acre USPS site, the density of the preferred development program is just below FAR 7:1. Approximately 17% of the site would be occupied by streets, and another 11% by public open space. Land use on the site would include a mix of employment and residential uses that balances financial and citywide economic development objectives, accommodating 4,000 jobs and 3,100 residents, with 25% of units secured for affordable housing.

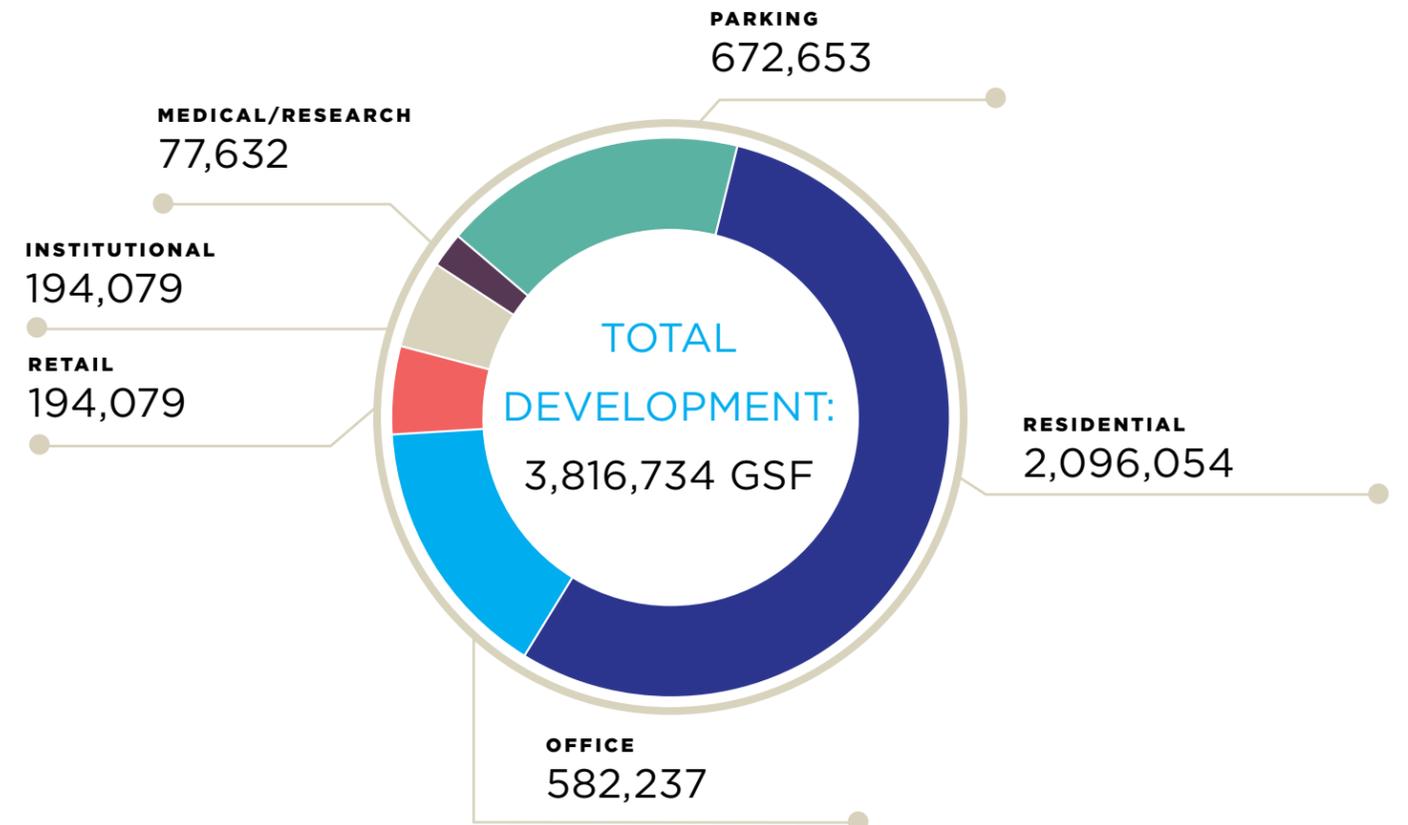
The proposed mix and density of program results in approximately \$113 million of residual land value – assumed to occur over two major phases of development and land sales. The first phase of development is modeled to occur between 2021 and 2025. Development is projected to favor residential use in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

A financial analysis yielded four recommendations:

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



PROGRAM MIX



Project Vision + Guiding Principles

The Broadway Corridor is an urban development project which will permanently change Portland's downtown landscape, knit the city together, attract regional, national and international media attention, and catalyze significant private investments. The Broadway Corridor project approach acknowledges historic disparities; considers what is being created for future generations; fosters culture, social equity and inclusion in a genuinely transparent and equitable way; and reimagines how people live, work, enjoy and move through the city. The project is envisioned as a unique, diverse, vibrant, sustainable, mixed-use, dense urban district seamlessly integrated with a regional multi-modal transportation hub.

ACCOUNTABLE

- a. All concepts are intended to be financially feasible and implementable, delivering targeted and equitable public benefits.
- b. All concepts have evolved to reflect public input, with emphasis on traditionally underrepresented communities.

CONNECTED

- a. All concepts improve safe, reliable, and affordable access to jobs, housing and services for low-income communities.
- b. All concepts reinforce and enhance the site as a multi-modal hub, with emphasis on pedestrian and bicycle mobility, connections to transit, and connections between Old Town/ Chinatown and the Pearl District.

EQUITABLE

- a. All concepts include PHB affordable housing sites, and assume inclusionary housing units in private buildings.
- b. All concepts assume mixed-income development, incl. housing & commercial space for all income levels.
- c. All concepts have been conceived with universal design in mind, to ensure public and private development that is age-friendly, and can benefit and be utilized by all, with public spaces welcoming to all community members.
- d. All concepts have been conceived assuming high environmental standards in all phases of design and implementation.

PROSPEROUS

- a. All concepts include parcels that can accommodate a diverse range and size of businesses, including stabilizing and growing small local businesses.
- b. All concepts assume the Broadway Corridor is a regional employment hub including approximately 4,000 jobs, with the ability to accommodate a major anchor employer.

RESILIENT

- a. All concepts were conceived consistent with the Climate Action Plan's goal of becoming an equitable, ecologically healthy, net-zero carbon, and fossil-free city.
- b. All concepts provide a built environment that promotes human, social and ecological interaction.

VIBRANT

- a. All concepts portray a mixed-use, diverse, active, high-density development.
- b. All concepts provide an integrated network of high quality green and hardscape open spaces, providing spaces for a variety of activities, landscape elements, and public art.
- c. All concepts include spaces for civic, community-serving amenities and services.



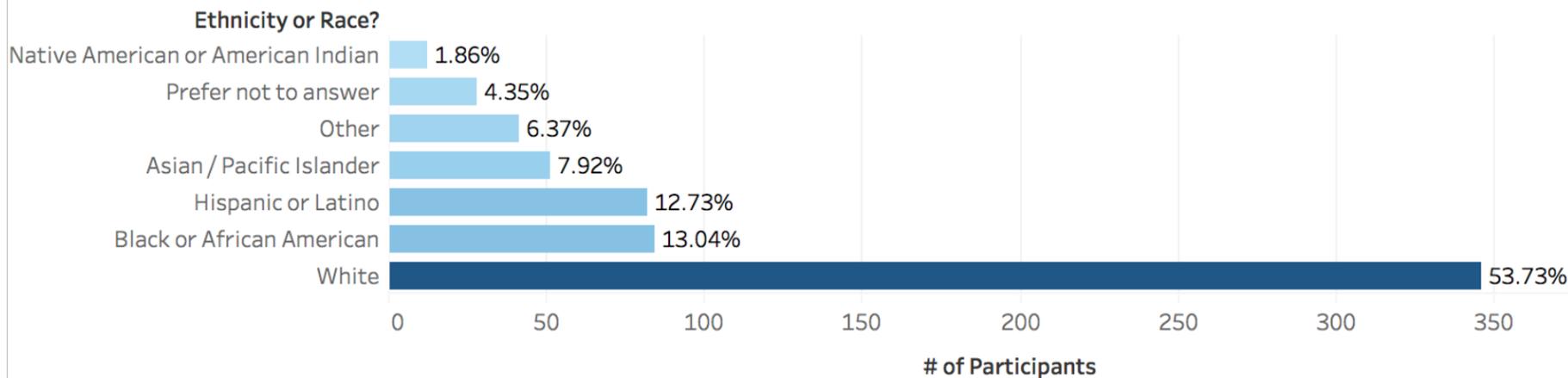
Community Engagement

WHAT WE'VE HEARD - COMMUNITY BENEFIT PRIORITIES

- Affordable commercial space (office or retail)
- Community space / flexible event space
- Affordable housing
- Transportation Demand Management Program
- Energy, Water, Materials, Resiliency
- Living wages – construction, operations, and tenants
- Workforce development (i.e. apprenticeship, etc.)
- M / W / DBE contracting
- Monitoring/compliance



Overall Ethnicity of Participants



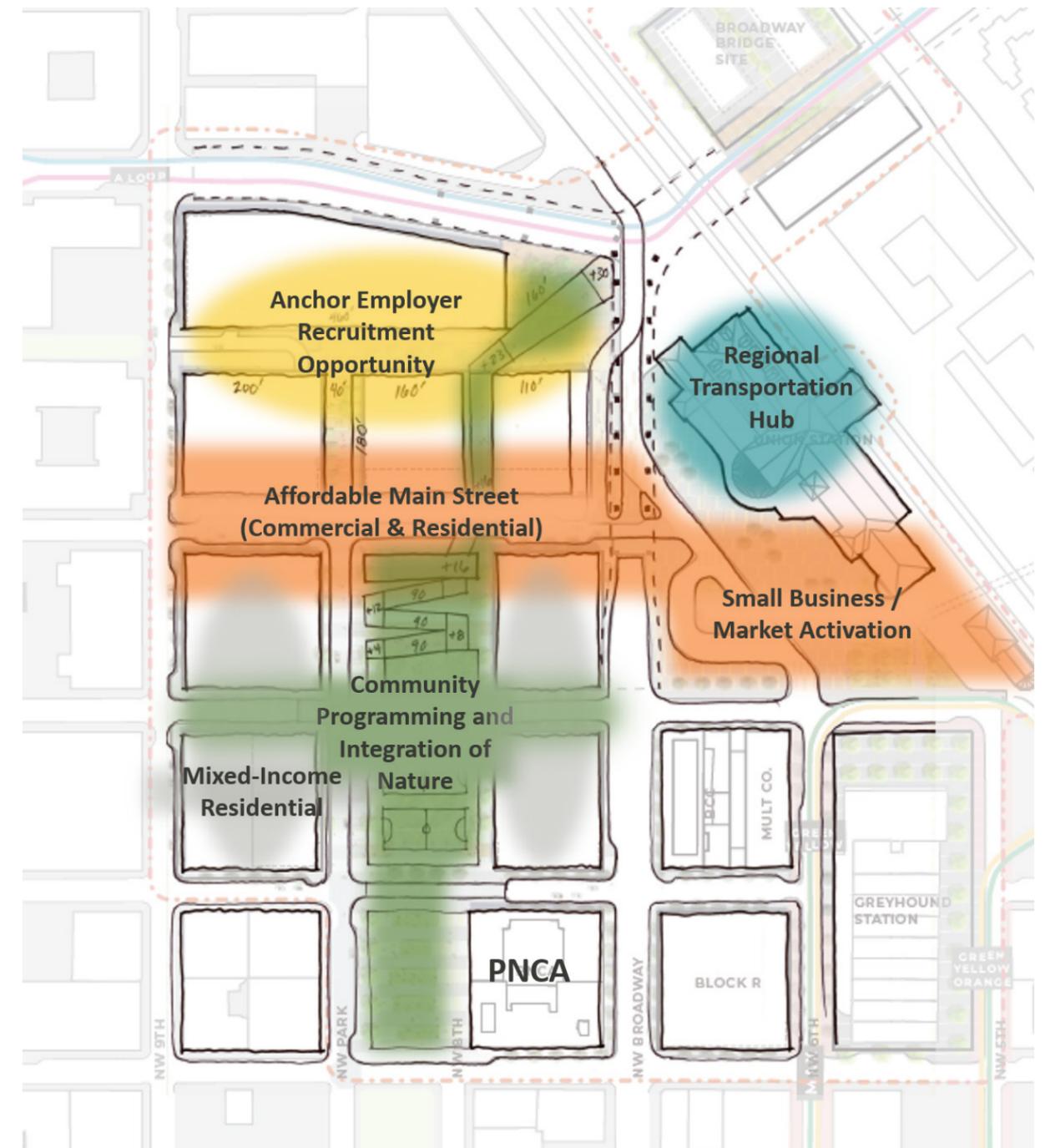
Equitable Design

Principles of Design for Racial & Social Equity*

- **Engage and elevate the voices of underrepresented groups** in each phase of planning & design
- Provide **public spaces to just be**, meaning:
 - Places that don't feel like you need a specific purpose, activity or transaction to be there.
 - Places to sit that don't appear to be connected to a building or a business
 - Places for groups to gather
- Create spaces in buildings and within the public realm to **accommodate businesses serving low-income customers**, particularly with respect to food and drink, including:
 - Affordable retail space in buildings
 - Designated spaces for food carts or other street vendors
- **Avoid excessive or unnecessary spending on infrastructure** that may limit resources available for other community priorities.

Affordable Housing

- **Multiple Medium Sized Parcels** - Breaking the PHB land into two medium sized parcels allows for flexibility in implementation
- **Distributed Affordability** - Don't cluster affordable housing parcels in one corner or section of the project area.
- **Integrate and Connect Affordable Housing** - Don't push all the affordable housing to the edges of the site.

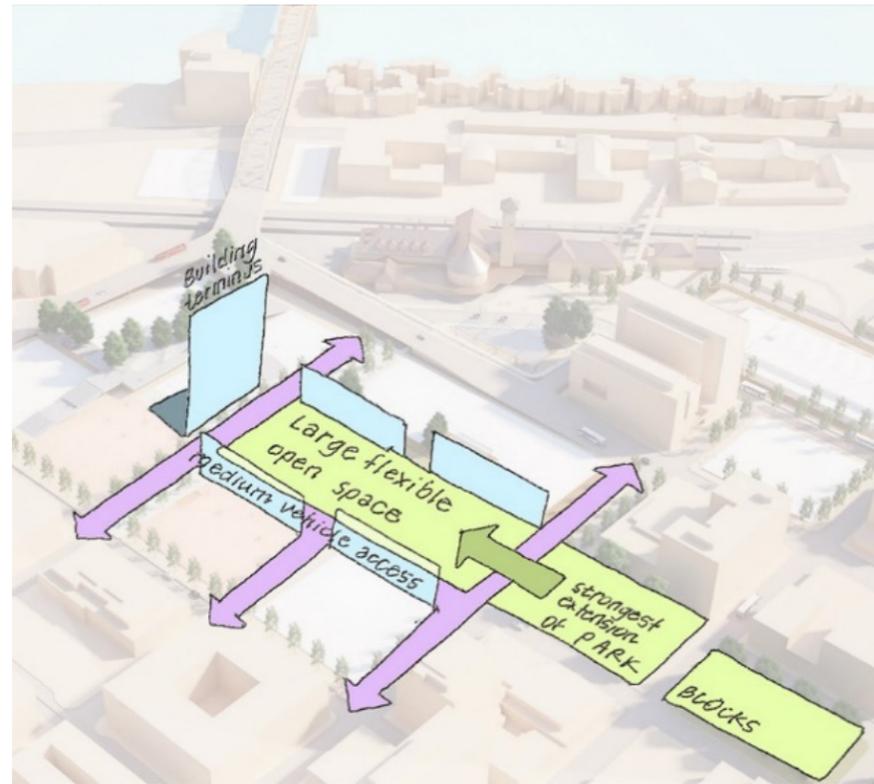


*These principles are the result of interviews and public engagement during Phases B2 and C1. As we develop the master plan, we will refine, expand, and translate them into specific site features or district design guidelines for future development projects in the Broadway Corridor project area.

Variations Studied + Feedback Received

PLAY*

*PREFERRED SCHEME



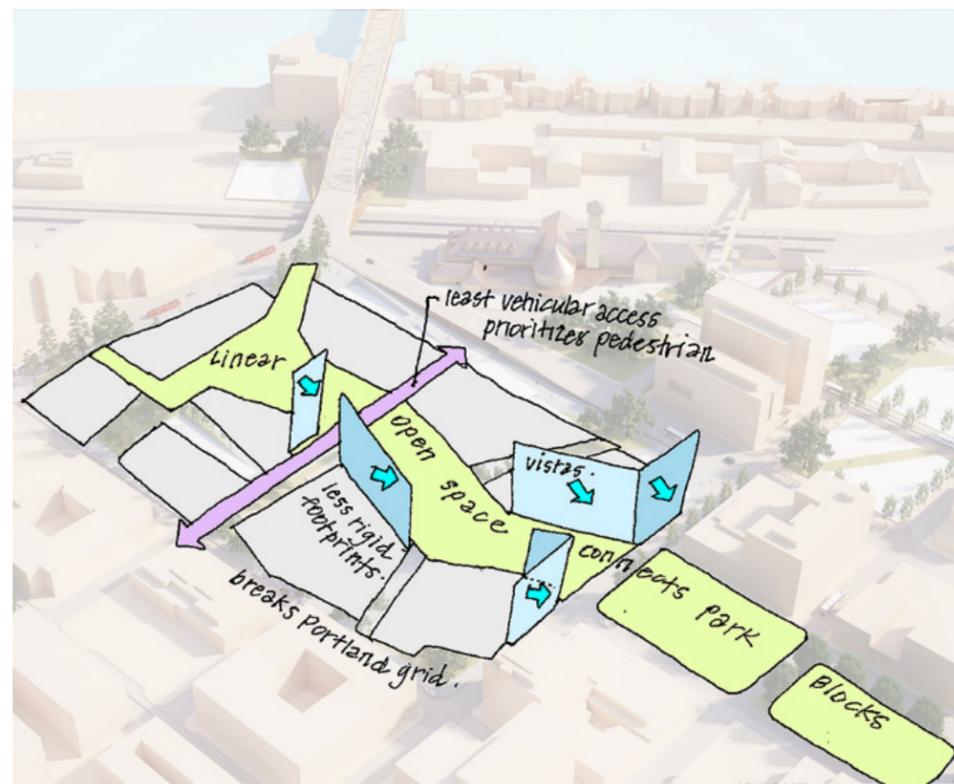
What's Working

- Large gathering area feels welcoming to all ages and abilities, fosters a space for community interaction, and seems most flexible for different activities and needs.
- Feels people- and pedestrian-friendly.
- Connectivity to the rest of the city, between existing neighborhoods, through the Green Loop, and to Union Station is appealing.
- Utilizing this space for a small business incubator is appealing.
- Continuation of the Park Blocks is clear and continues the historic grid.

What's not working:

- Configuring the Park Blocks as a large open space feels unsafe and requires active ground floor uses and programming to work.
- Needs stronger connectivity from open space to Union Station.
- Space feels unorganized and has a lack of identity.

NATURE



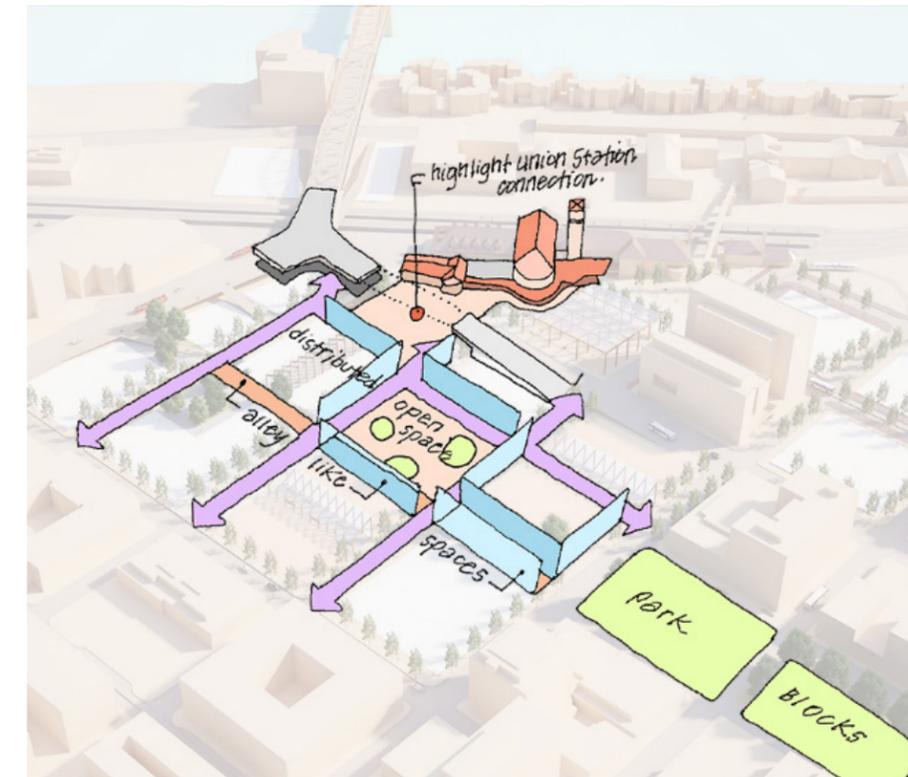
What's Working

- The revision to larger gathering spaces are appealing as it creates dynamic and flexible spaces.
- Expands access to nature in the city.
- Feels safe and pedestrian-friendly as it has the least amount of vehicular access.
- Concept is unique and would be iconic.
- Anticipate businesses prospering here.

What's not working:

- Does not feel welcoming as the broken-up grid feels disorienting, wooded/forested areas can feel unsafe, the public spaces seem less accessible, and the overall concept feels too contrived.
- Feels less community-focused and unaccommodating to larger gatherings such as festivals.
- Needs a better connection to the river.

DISCOVERY



What's Working

- Art alleys and market plaza provide opportunities for a diversity of small businesses; has potential to function as a small business incubator and/or cultural business hub.
- Smaller scale (gathering spaces, pocket parks, and buildings) would be a more intimate way to experience the city and provides flexibility for the blocks to change over the years.
- Good walkability and ground-level engagement in this concept and it connects well with Old Town Chinatown and the Pearl neighborhoods.

What's not working:

- Park spaces do not offer enough greenspaces or strong extension of the Park Blocks.
- Feels difficult to navigate, boring, less pedestrian friendly with greatest amount of vehicle access.
- Green loop route does not seem intuitive and spiral bike ramp is not appealing – would rather have a more direct connection.
- Seems less inviting because it's more closed off and focused more on building development than a community hub.

Site Context

Site History

Early Days

The land on which the Broadway Corridor now sits has been an economic hub for the region before the dawn of the United States of America. The site was once home to the Wapato Valley people who occupied a large area at the confluence of the Columbia and Willamette Rivers.

Multi-Cultural Hub

When Oregon gained statehood on February 14, 1859, it became the first state admitted to the Union with an exclusion law written into its state constitution. As California increased its exclusionary laws during its work shortage, Oregon saw a huge increase of Asian workers, primarily Chinese, begin to arrive mostly to mine and construct railroads. On May 6, 1862 the Chinese Exclusion Act was passed prohibiting all immigration of Chinese laborers. By the turn of the Century, Portland was the hub from which Japanese immigrants were sent to work on railroads, for lumber companies, canneries and farms throughout Oregon.

The opening of the Portland Hotel and the completion of the transcontinental railroad system were two catalysts for the growth of Portland's African American population. The completion of the transcontinental rail lines brought African American rail workers to Portland. The majority of Oregon's Black population resided in Multnomah County, and a small African American community began to form a geographic center on Portland's west- side, near Union Station and the Portland Hotel.

Over time, the large rail yards north of NW Hoyt Street became less and less useful as businesses turned to trucks instead of railroads for shipment of goods. Also in the late 1950s, the Post Office Department started to change the way it sorted mail. Around this time, the Post Office Building on NW Broadway functioned as the Pacific Northwest Regional Office Headquarters. The 1918 building was no longer sufficient to serve as the Pacific Northwest Regional Office Headquarters, and a new building was planned.

Pearl District then and now

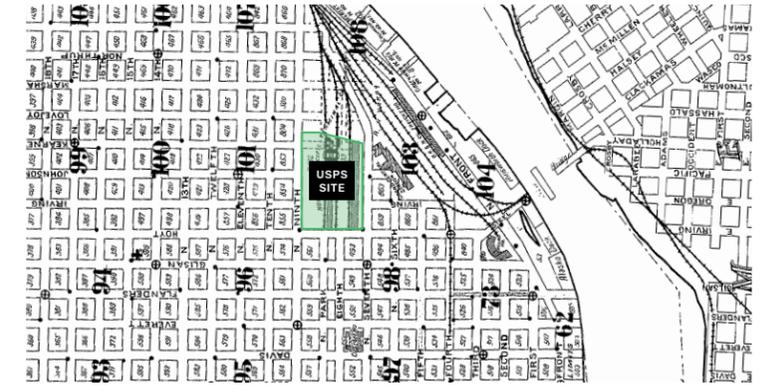
The transformation of the Broadway neighborhood is perhaps most clearly illustrated by the evolution of the Pearl District. The Pearl District was named after Pearl Clark Clow. She was the President of the Oregon Women's Clubs and urged women to assume responsibility for political action by using the ballot box. The area known as the Pearl was originally designated as Couch's Addition in 1869, featuring a park in the North Park Blocks dedicated exclusively to women and children.

By the 1980s, the Pearl was mostly known for breweries, bookstores, and the massive post office complex that opened in 1964. But mostly it was characterized by the numerous abandoned buildings as Portland developed outside its urban core. The city's urban growth boundaries and the Portland Development Commission began to spark development in the area, culminating in the River District Urban Renewal Plan in 1998. The Pearl now is a glitzy destination spot, full of fine dining establishment, boutiques, expensive condos and lofts, and a number of ghosts who know how much the neighborhood has changed.

As buildings fall and cranes rise to build additions to our growing city we must always remember the once vibrant communities that have paved the way for Portland to be an inclusive city. As we look to develop a more equitable future we must remember to not let the past dictate our future, just inform it.



1866



1901



1955



1970



1990



2001

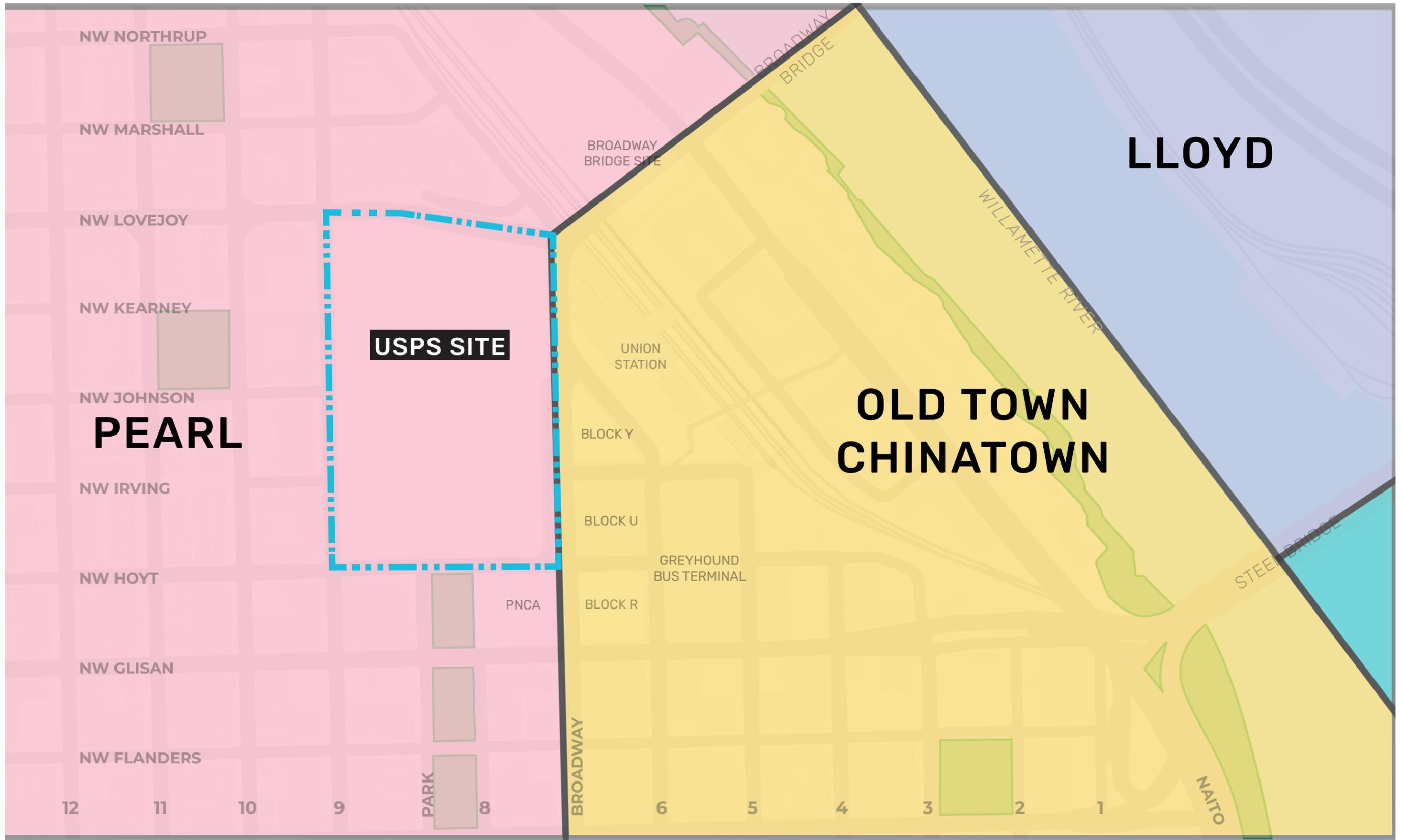


2010



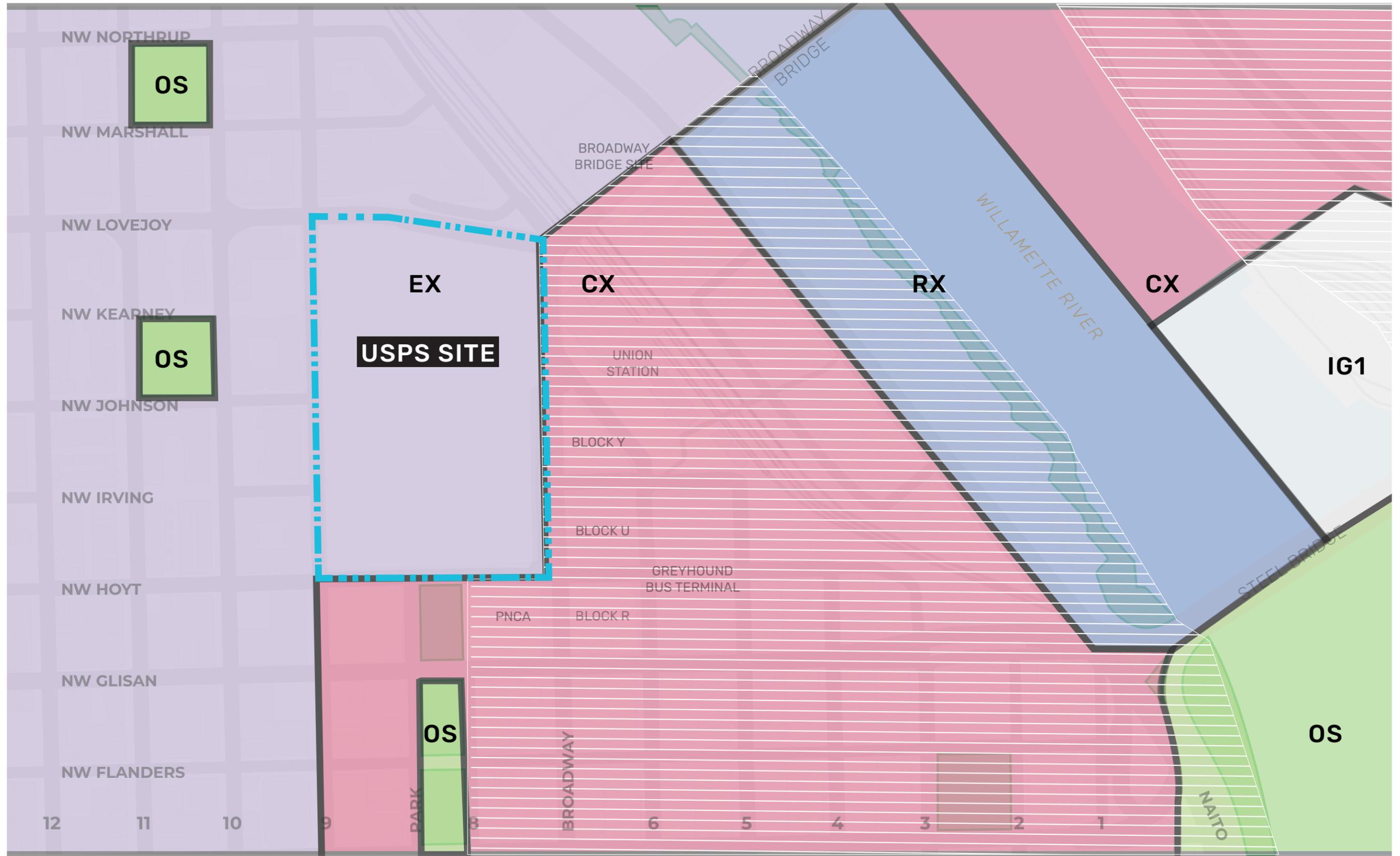
2017

Central City Subdistricts

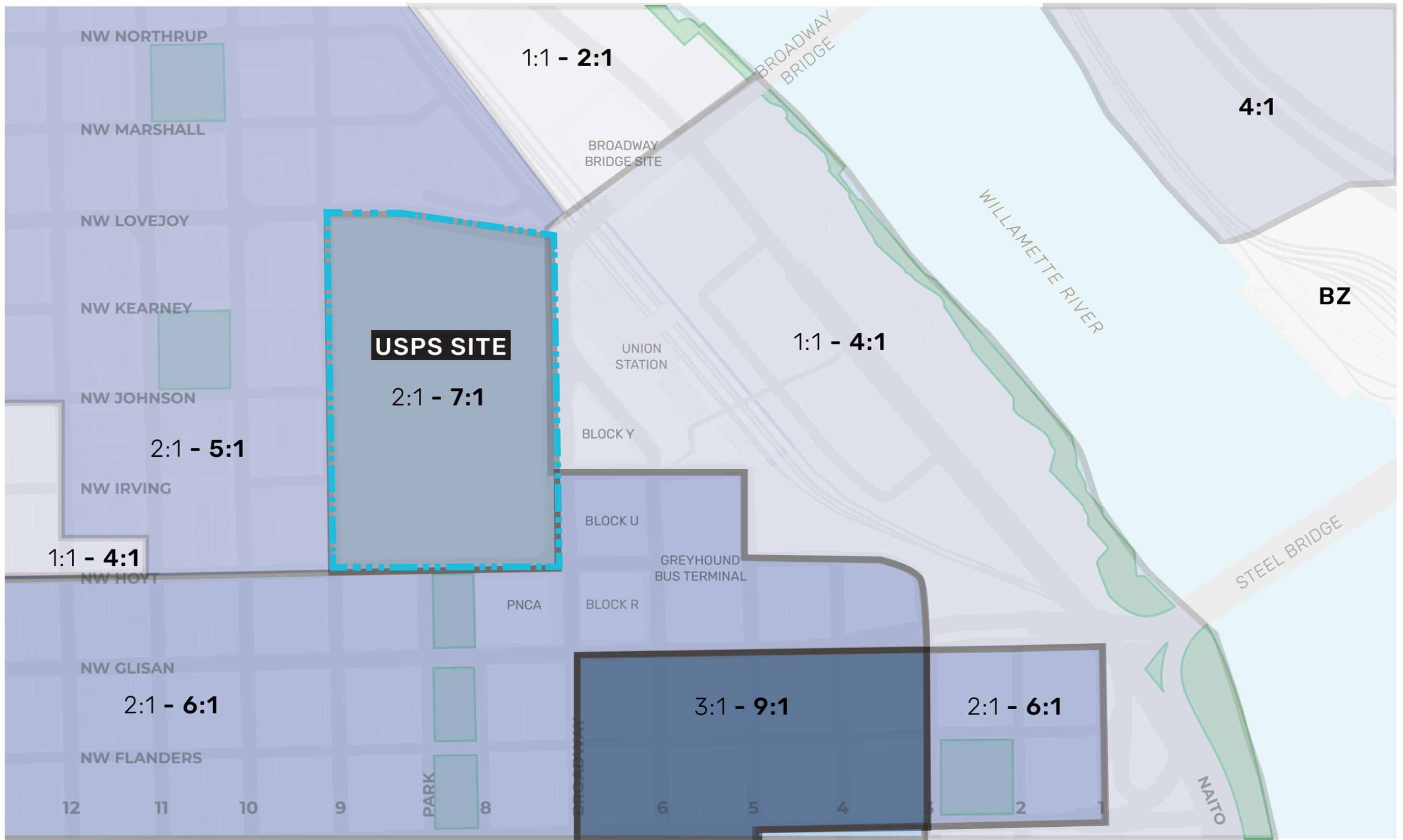


Zoning

- CENTRAL COMMERCIAL (CX)
- OPEN SPACE (OS)
- CENTRAL MULTI-DWELLING RESIDENTIAL (RX)
- CENTRAL EMPLOYMENT (EX)
- GENERAL INDUSTRIAL (IG1)
- AREAS WHERE VEHICLE REPAIR, SALES, AND LEASING USES ARE RESTRICTED



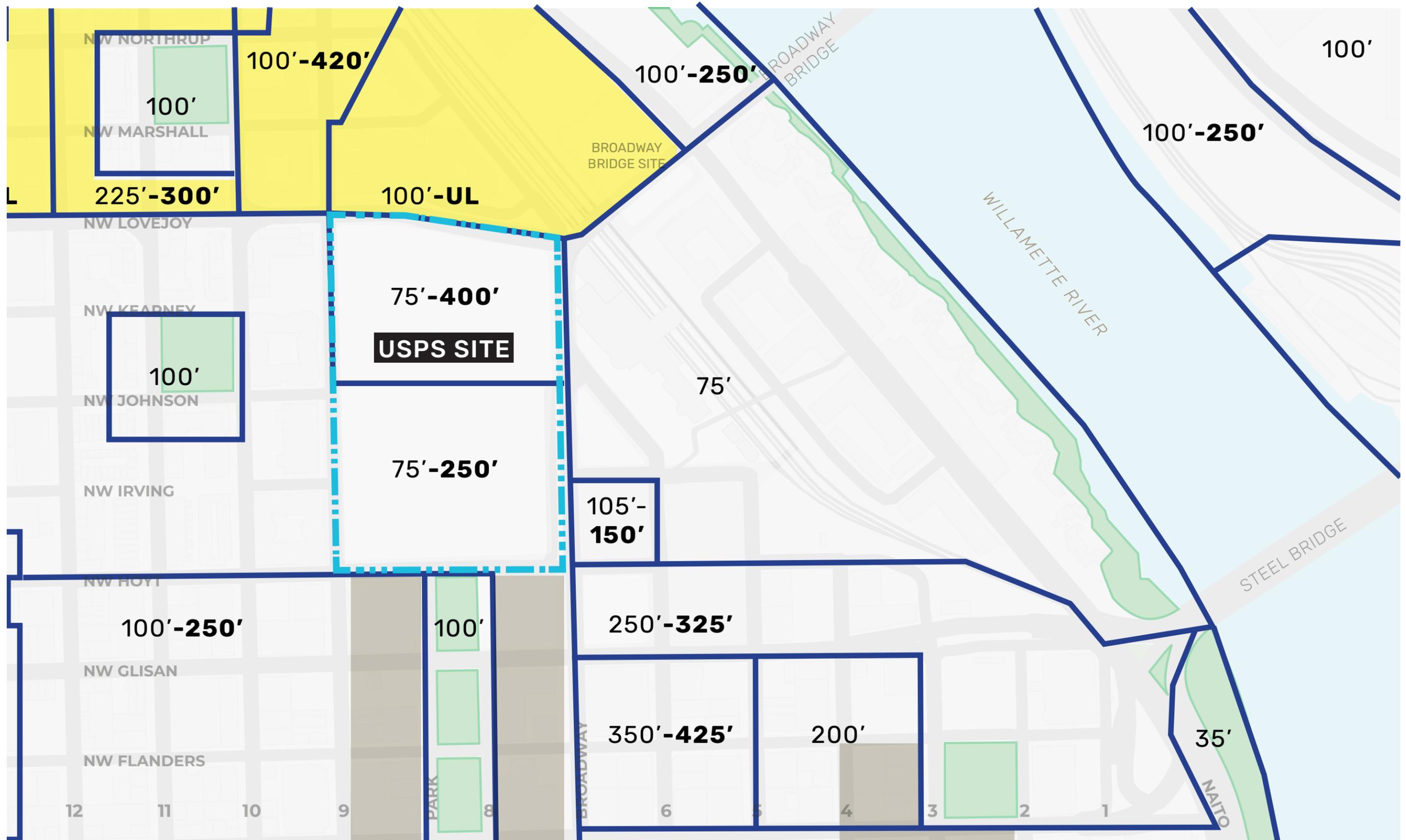
Minimum-Maximum FAR



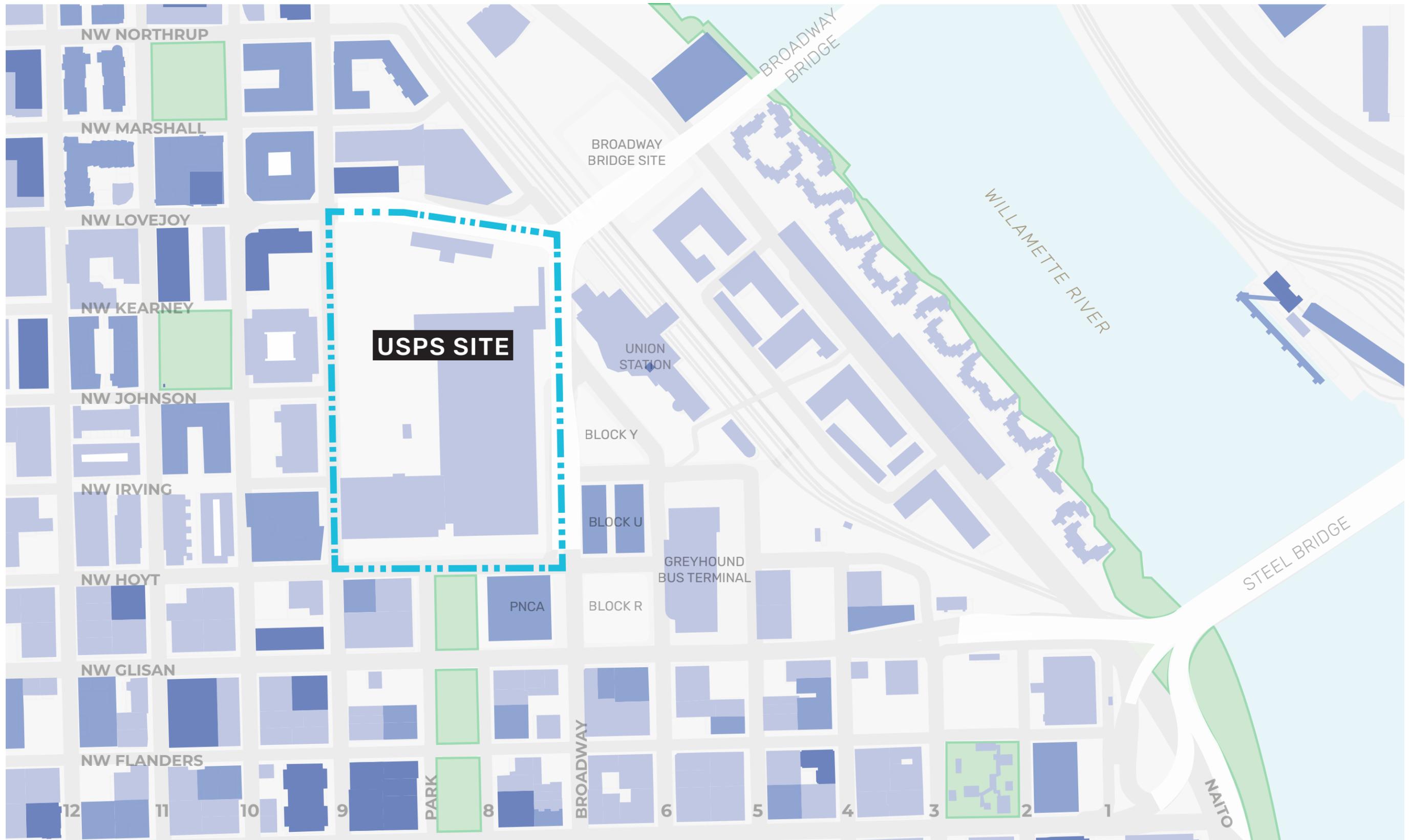
Base Height + Bonus Height

BASE HEIGHT - **BONUS HEIGHT (# IN BOLD)**
 AREA ELIGIBLE FOR ADDITIONAL HEIGHT

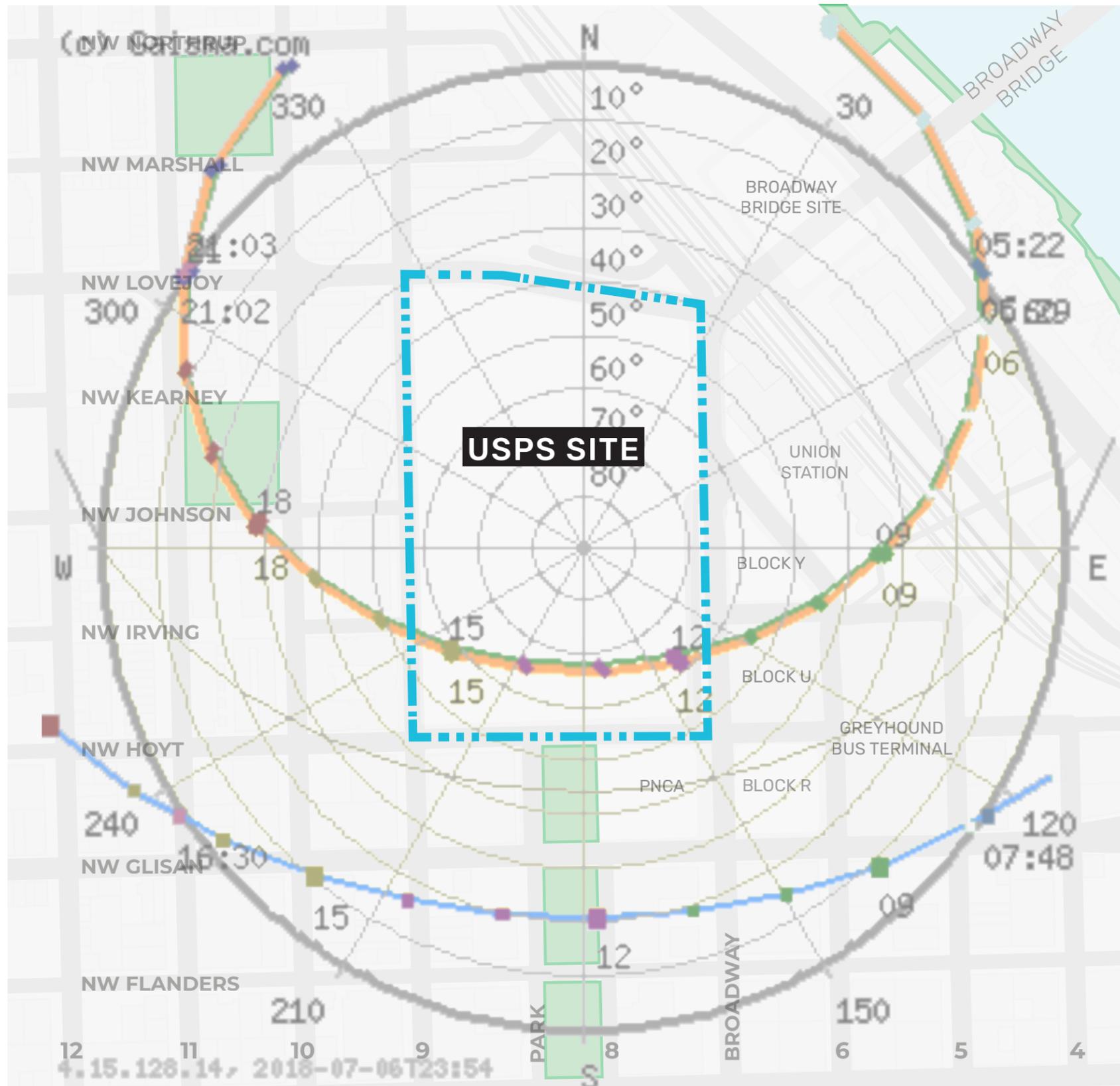
AREAS WHERE A SHADOW ANALYSIS IS REQUIRED



Current Built Height



Sun Path



SUN PATH

- TODAY
- JUNE SOLSTICE
- DECEMBER SOLSTICE
- ANNUAL VARIATION
- EQUINOX (MARCH AND SEPTEMBER)

SUNRISE/SUNSET

- SUNRISE
- SUNSET

TIME

- 00-02
- 03-05
- 06-08
- 09-11
- 12-14
- 15-17
- 18-20
- 21-23

Shadow Analysis

WINTER SOLSTICE, DECEMBER 21ST



9 AM



12 PM



3 PM

SUMMER SOLSTICE JUNE 21ST



9 AM



12 PM



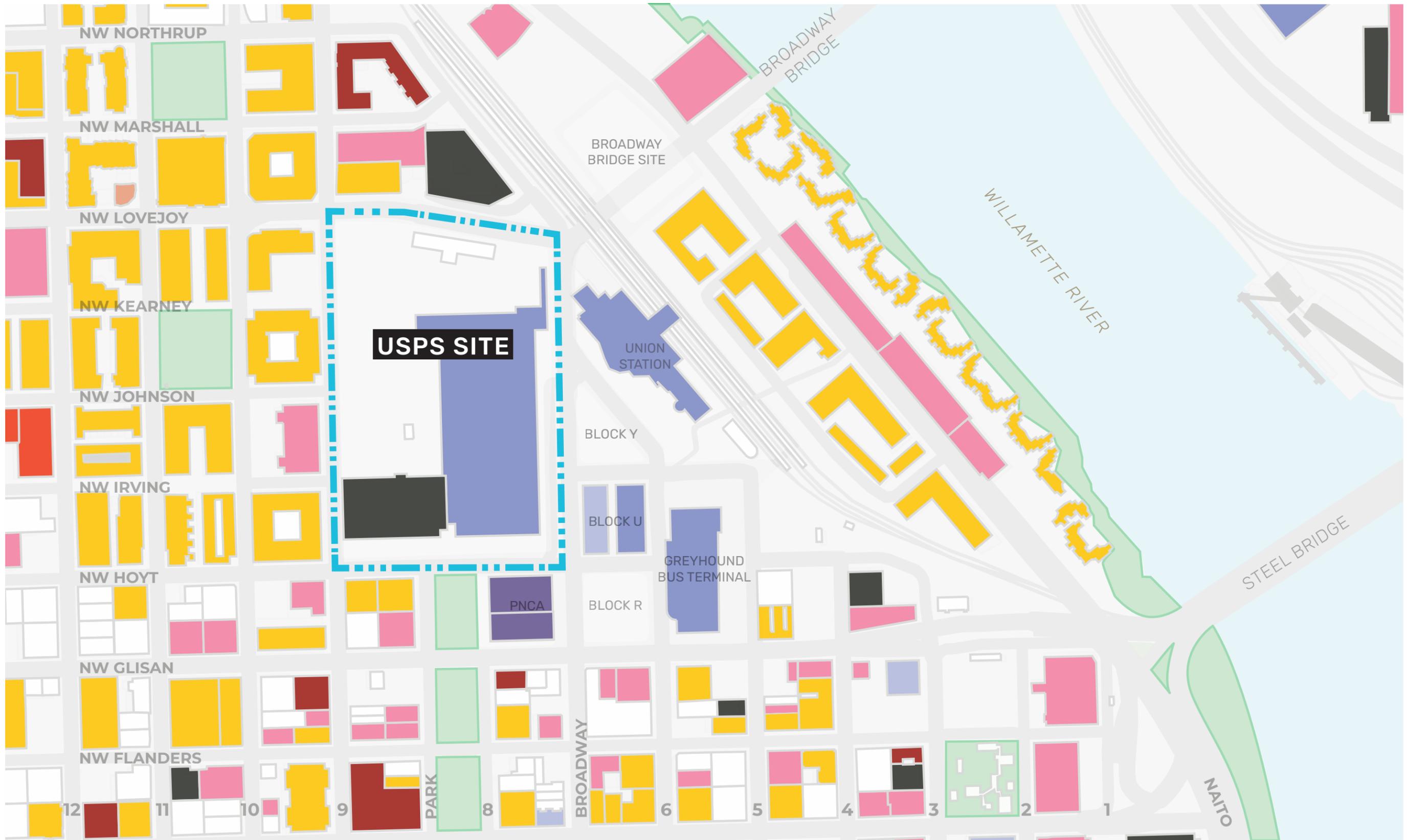
3 PM

Building Uses - Ground Floor

EDUCATION	2%	RETAIL	22%	RESIDENTIAL	19%	SURFACE PARKING	15%
CIVIC	6%	RESTAURANT	7%	OFFICE	13%	VACANT LOT	4%
SOCIAL SERVICES	1%	HOTEL	2%	PARKING GARAGE	4%	PARK	5%



Building Uses - Upper Floors



Development Concept

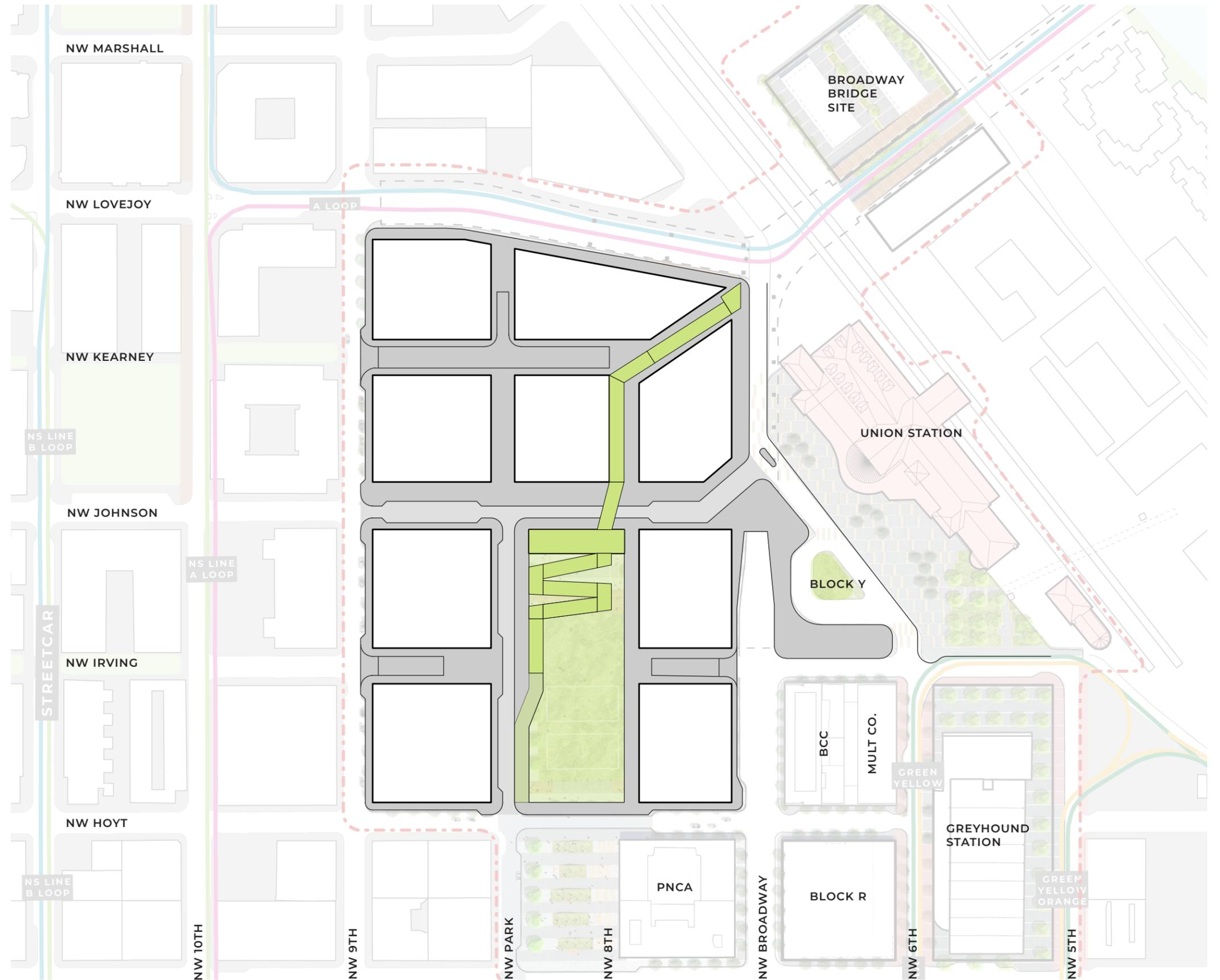
Site Boundary



Concept and Key Areas of Refinement

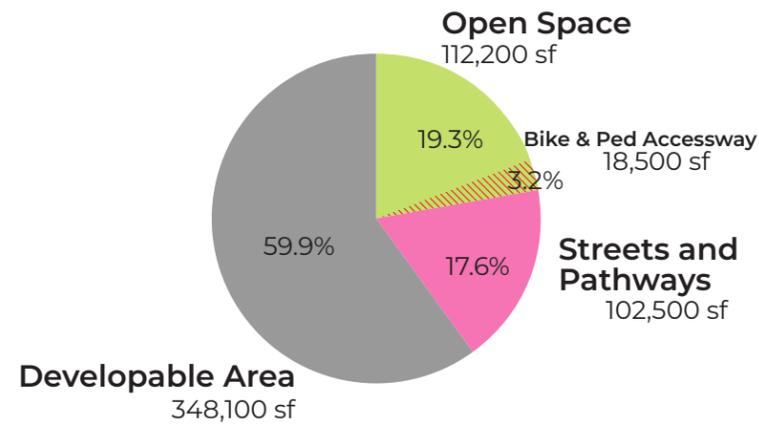
Key Areas of Refinement

- **Green Loop:** Clarify vision, identify opportunities for cost savings, minimize impacts on adjacent development, integrate Universal Design principles.
- **Union Station:** Ensure activation and integration of Union Station, including safe and inviting public realm beneath Broadway Bridge.
- **Public Realm Programming and Activation:** Pursue a strategy for long-term public realm programming and safety; Integrate amenities for families such as a children's playground.
- **Natural Environment & Green Infrastructure:** Increase integration of the natural environment; express Portland's leadership in green development.
- **Phasing, Density & Parcellation:** Explore how to best balance opportunities for incremental development, multiple ownership opportunities, and affordable commercial opportunities while also accommodating the City's forecasted growth.



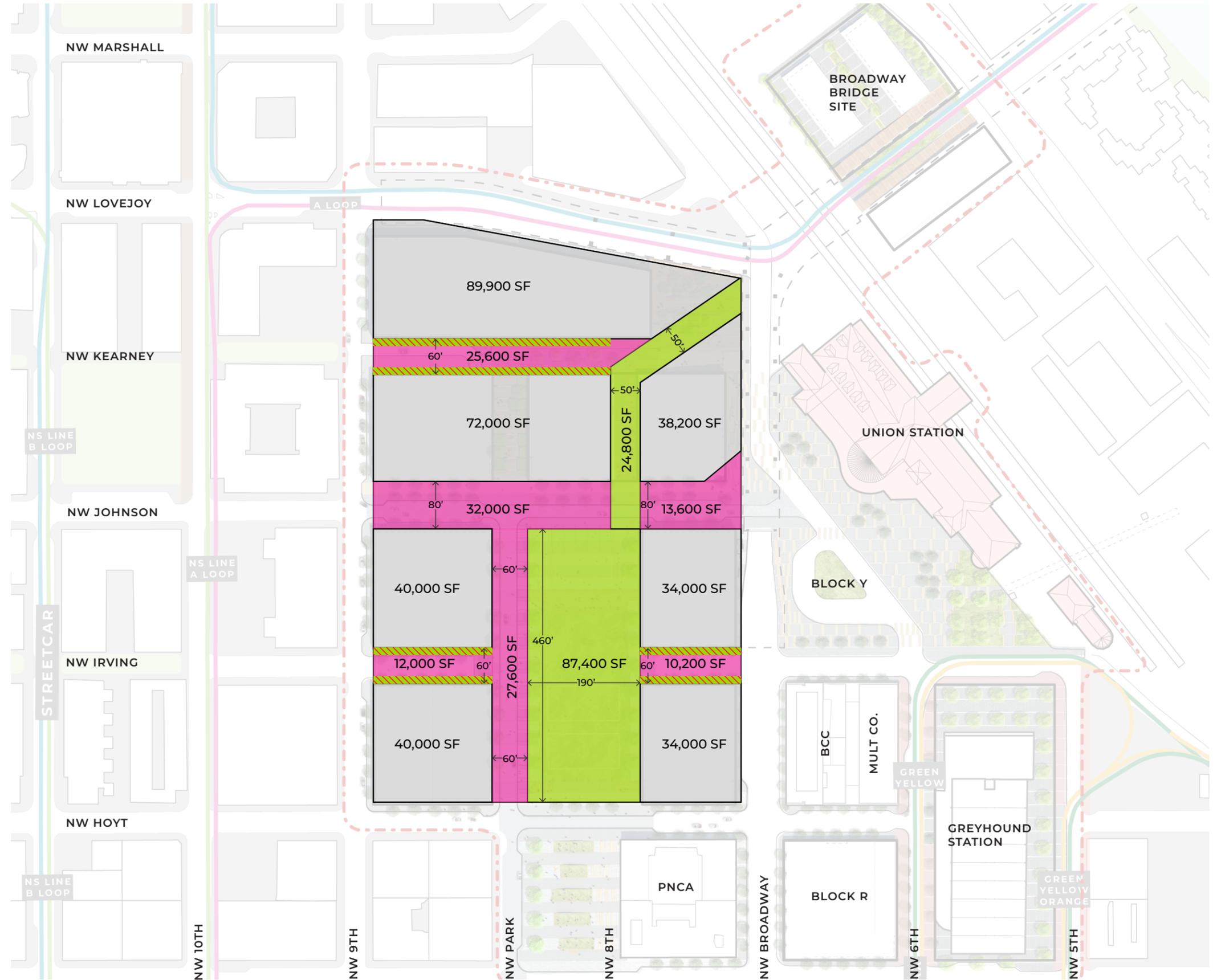
Concept Diagram

The preferred concept extends public and private streets and pathways through the USPS site, connecting with the existing Portland City street grid and extending the North Park Blocks to the Broadway Bridge via the Green Loop.



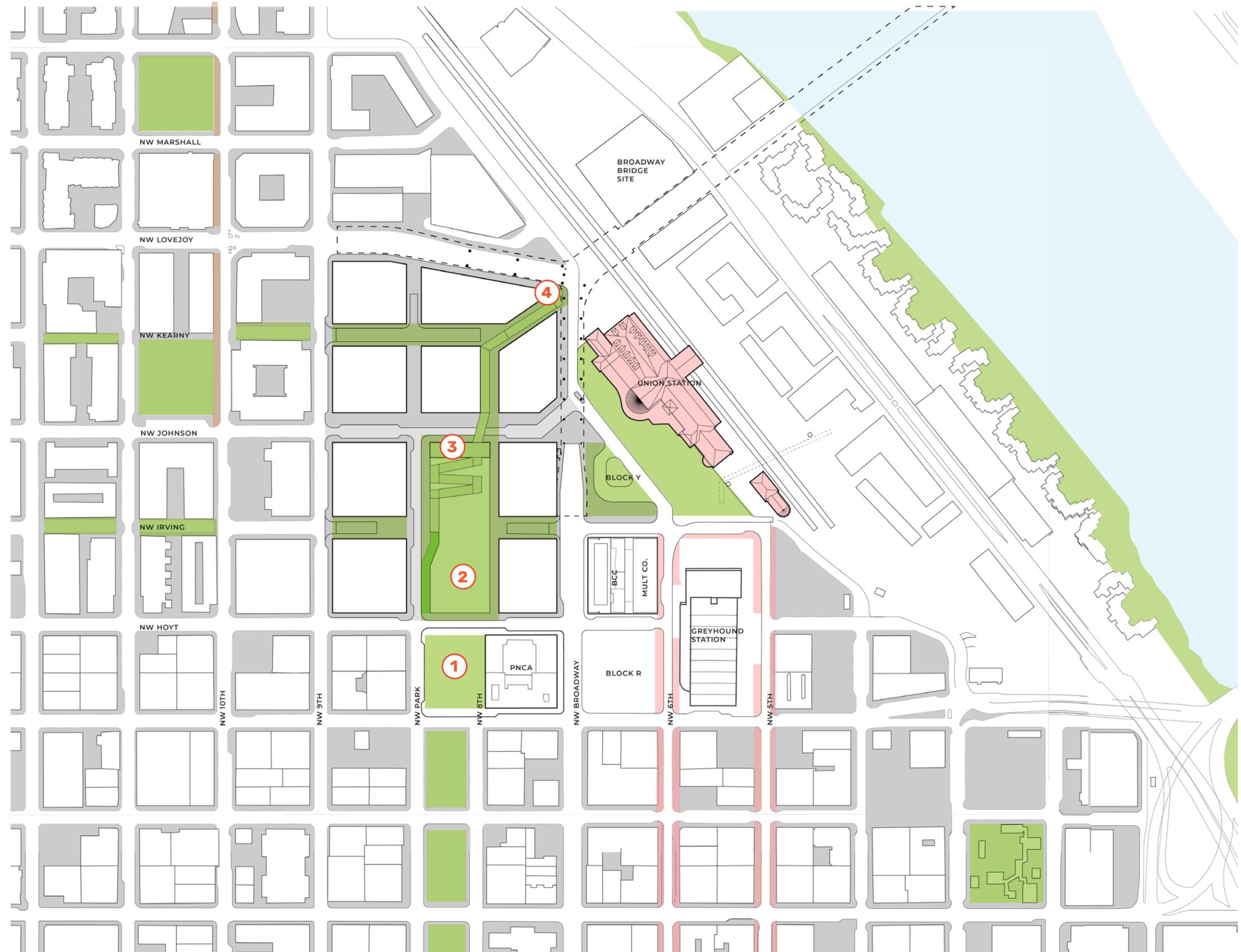
CCMP Open Area Requirements:

1. Minimum of 20% of Master Plan area must be devoted to open area.
2. At least 20,000 sf of the required open area must be designated parks or plazas. At least one park/plaza must allow a 50' x 50' square to fit entirely within it.
3. Bike and pedestrian accessways may not constitute more than 25% of required open space.



Open Space Network

- 1. Strong linear extension of the North Park Blocks
- 2. Multi-purpose open space at the center
- 3. Green loop moves through the north end of the site
- 4. Elevated plaza at the Broadway Y



Open Space

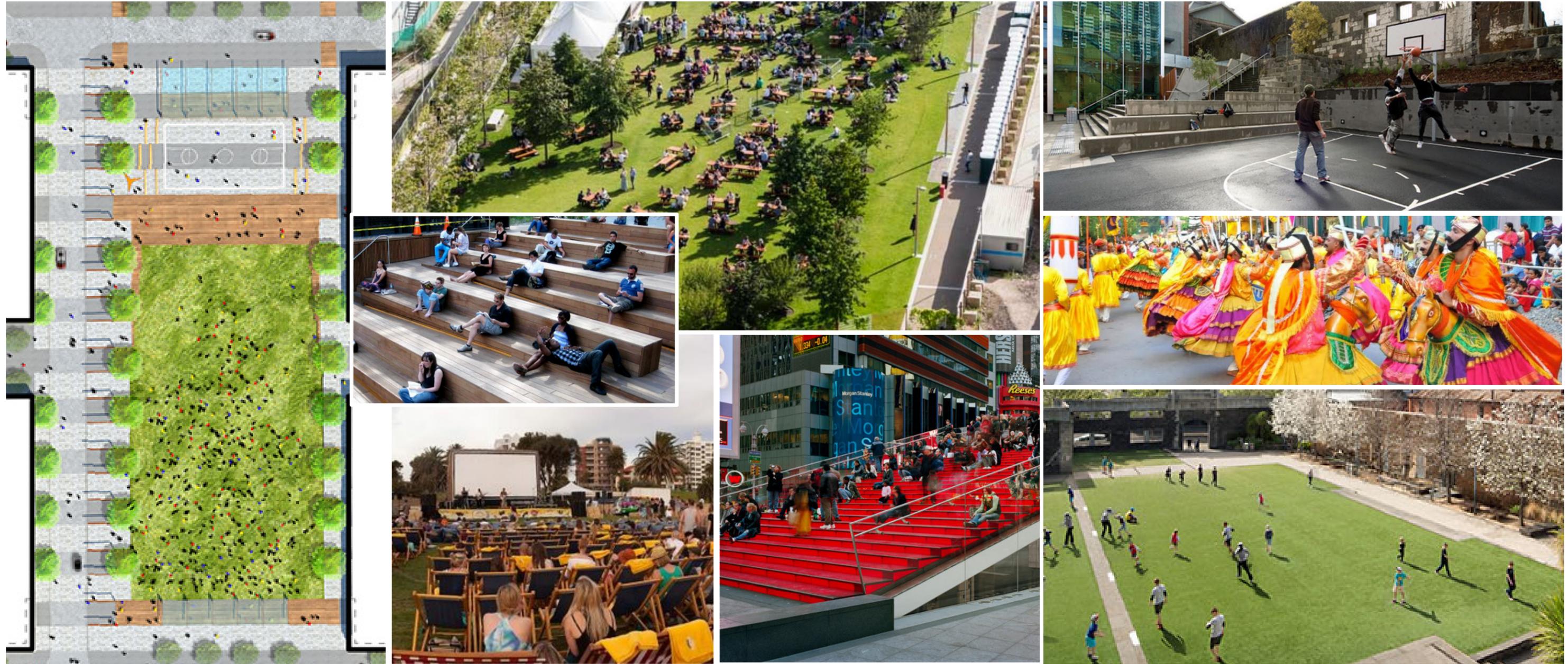
Approval Criteria 7:

Internal open areas are accessible within, and distributed thought-out, the master plan area and have connections to the surrounding neighborhood and to any adjacent open space. Internal open areas enhance visual permeability through the site, especially the Willamette River. The size and location of each open areas must be adequate to accommodate the intended use of the space.



Open Space Character

The large central open space is intended to be flexible, accommodating a wide range of people and activities at different times of the day, week, and year.



Green Loop

The Green Loop will approach the USPS site from the south along the North Park Blocks, gradually climbing at the north end of the central open space to a bridge crossing of Johnson Street. North of Johnson, the Green Loop continues as an elevated bridge to the intersection of the Lovejoy and Broadway Bridge ramps. The ramp will be integrated with landscape and an active retail facility, providing a significant placemaking opportunity.



INLET PARK, NEW YORK



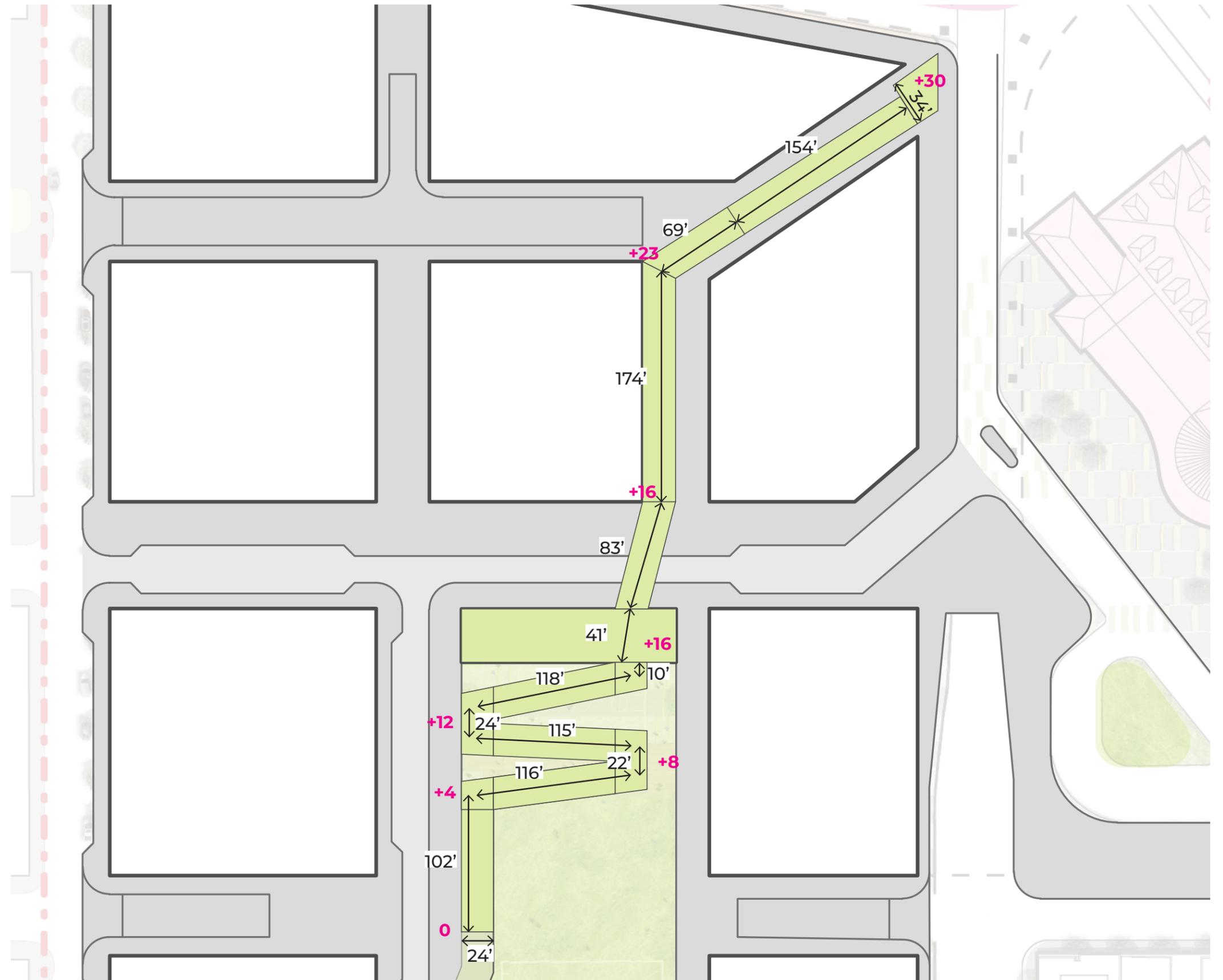
INLET PARK, NEW YORK



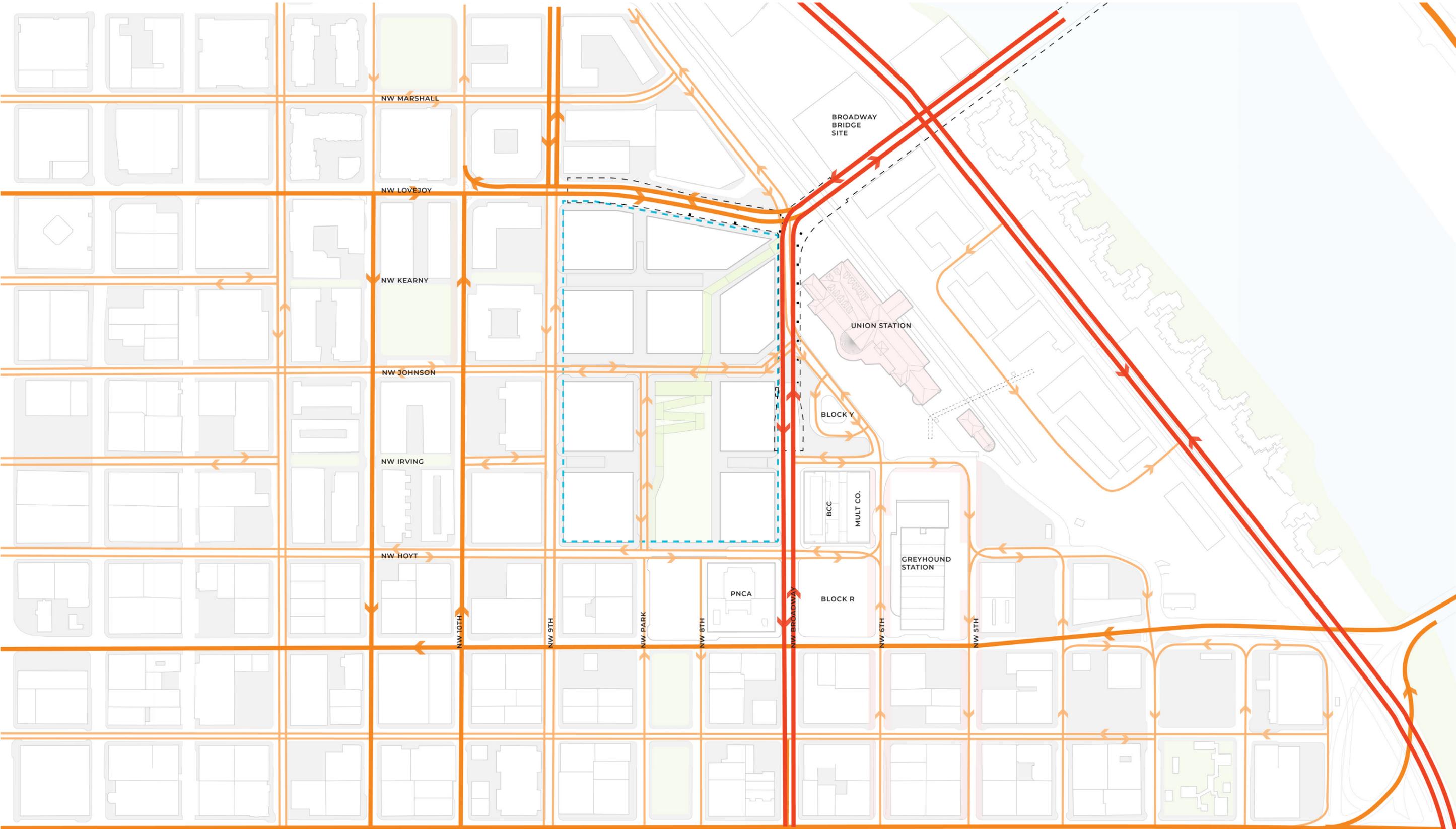
Green Loop - Grading & Dimensions

Assumptions:

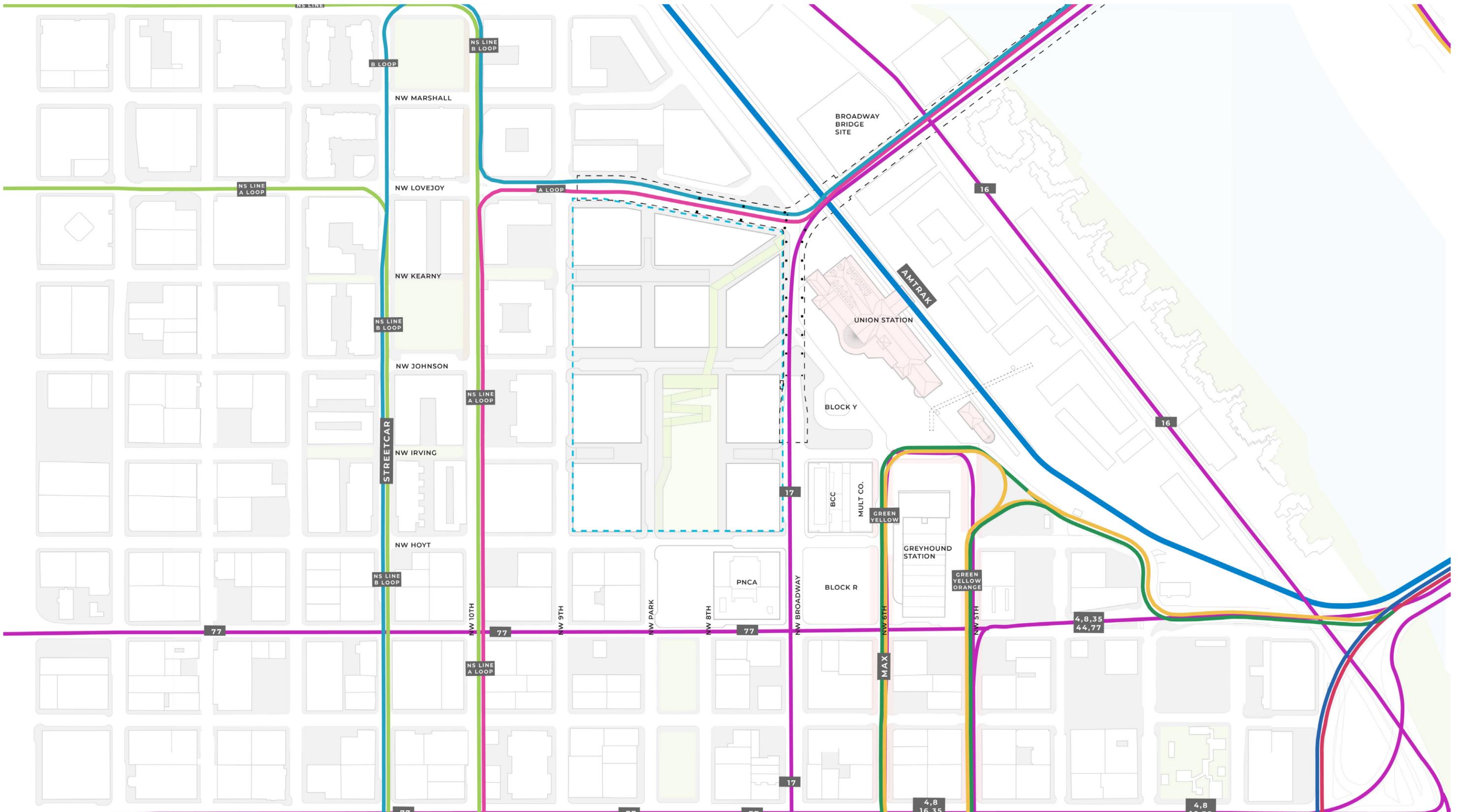
Elevated green loop construction is assumed to be concrete deck on steel columns



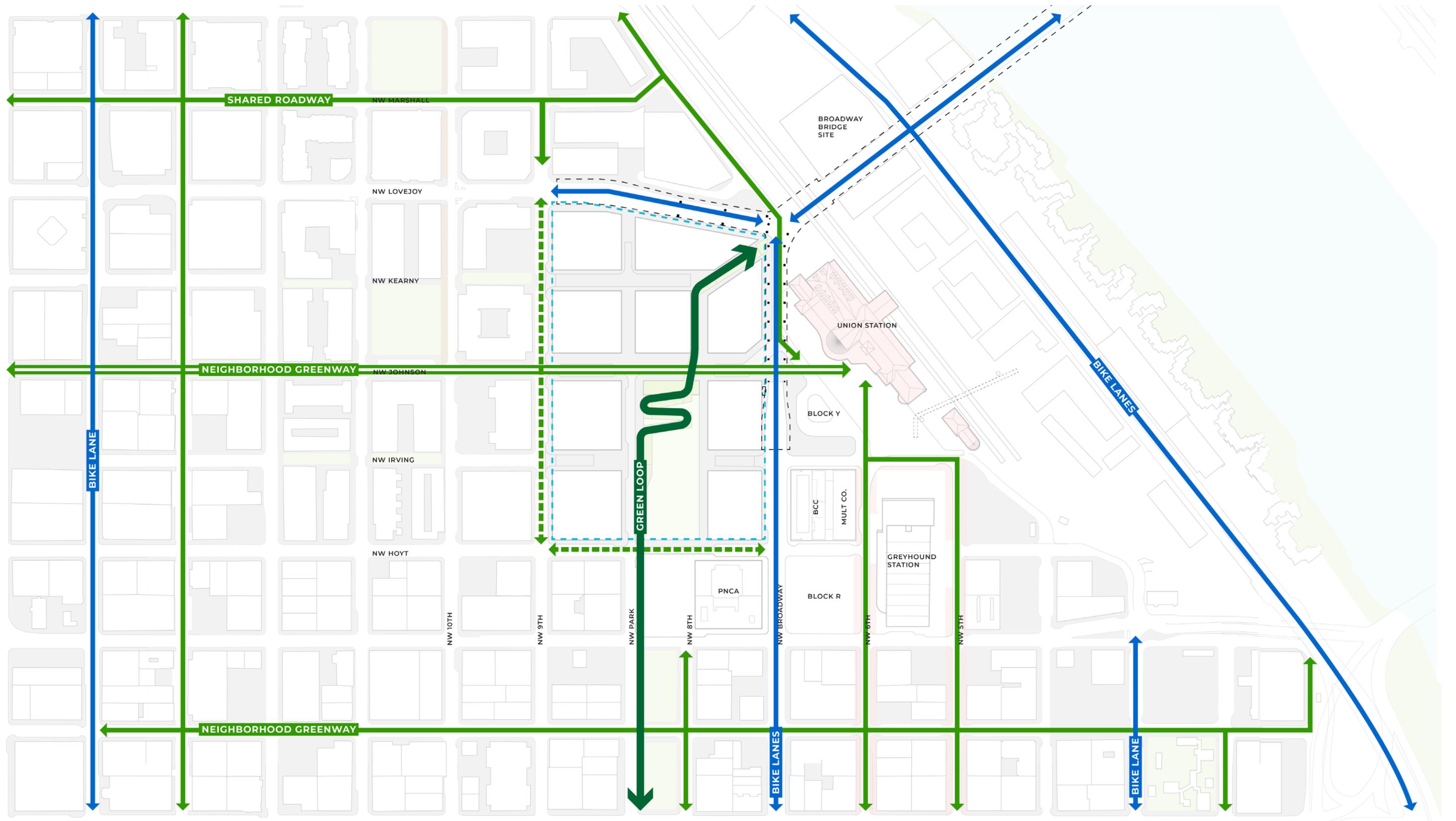
Vehicular Circulation



Public Transit



Bicycle Circulation



Right of Way

- Public Right of Way
- Easement (Utility, Bike / Ped Access)
- River District Pedestrian Street / Private Street
- Green Loop

Approval Criteria 6:

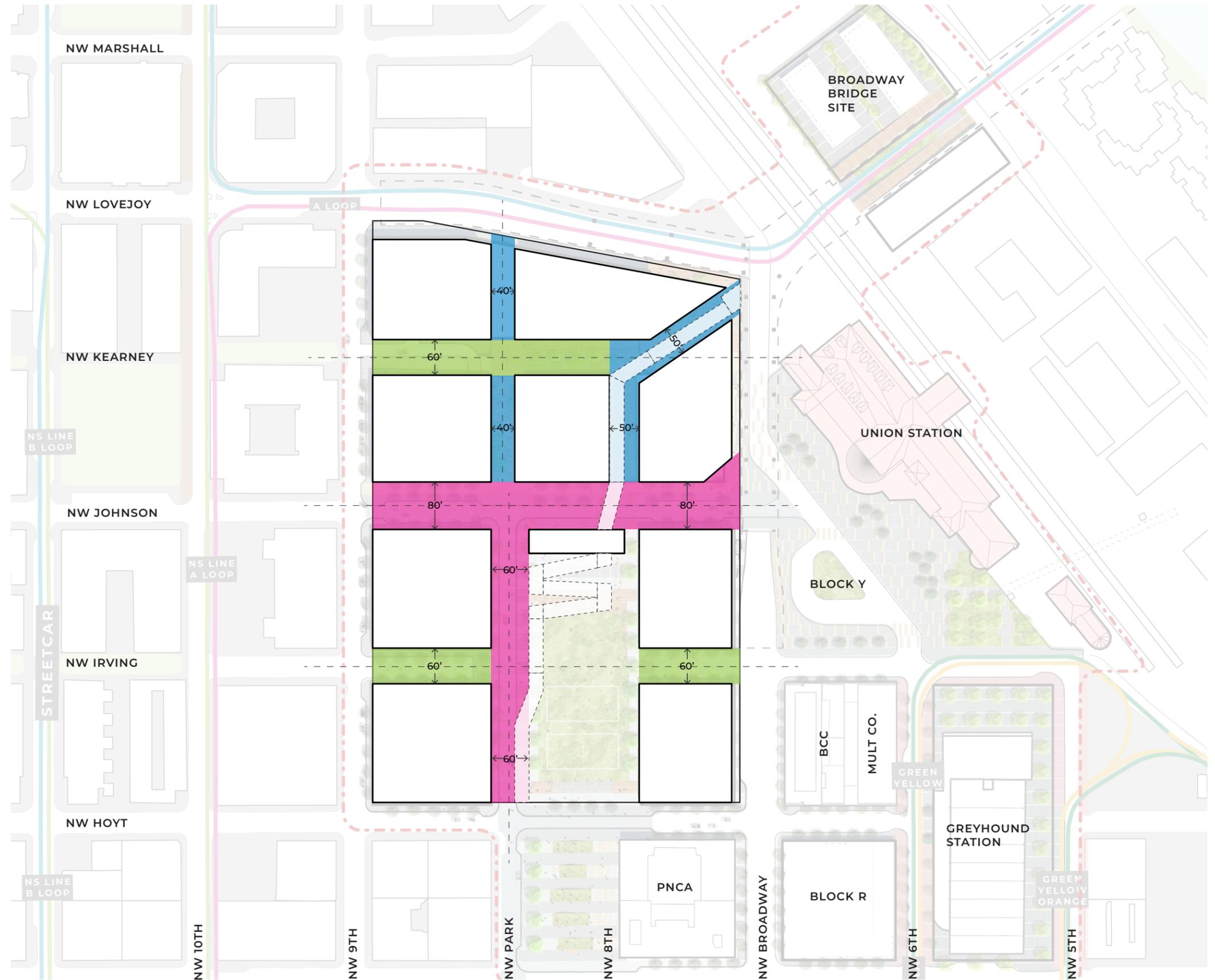
The master plan demonstrates that easy and safe access will be provided to transit stations located within or immediately adjacent to the master plan boundary, and any buildings located immediately adjacent to a transit station include ground floor uses that create an active and safe pedestrian environment throughout the day, evening, and week.

Approval Criteria 8:

The transportation system is capable of supporting the proposed uses in addition to the existing uses in the plan area.

Approval Criteria 9:

The proposed street plan must provide multi-modal street connections to support the surrounding street grid pattern.



Street & Public Realm Sections

JOHNSON STREET NEIGHBORHOOD GREENWAY

The Johnson Street Neighborhood Greenway is one of three streets in NW Portland designated as a Neighborhood Greenway, and it alone reaches from the foot of the West Hills, under I-405 at Grade, past the Pearl trio of parks, and terminating at Union Station. As such, the design of Johnson through the Broadway Corridor is intended to celebrate and strengthen these connections, prioritize pedestrian and bicycle connectivity. Based on the Framework Plan approved by Portland City Council, Johnson is planned to be 80' wide, biased slightly to the north, to take advantage of the Union Station view corridor, and to create additional space for placemaking within the street right-of-way, on the sunnier north side of the street. The concept shows the potential for a northern strip of the roadway to be used to serve a mix of functions, including food trucks, parking, pickup/dropoff, and landscape. This space is intended to be flexible over time to accommodate evolving transportation needs. This concept also shows the intent to provide a protected bicycle facility within the roadway.

The illustrations on this page are intended to describe the basic concept and relationship between program elements within the Johnson Street Right-of-Way, and will be refined based on feedback from public agency stakeholders, and the design commission. Edge conditions represent generic urban buildings, and will be described in more detail during the second Design Advice Request.

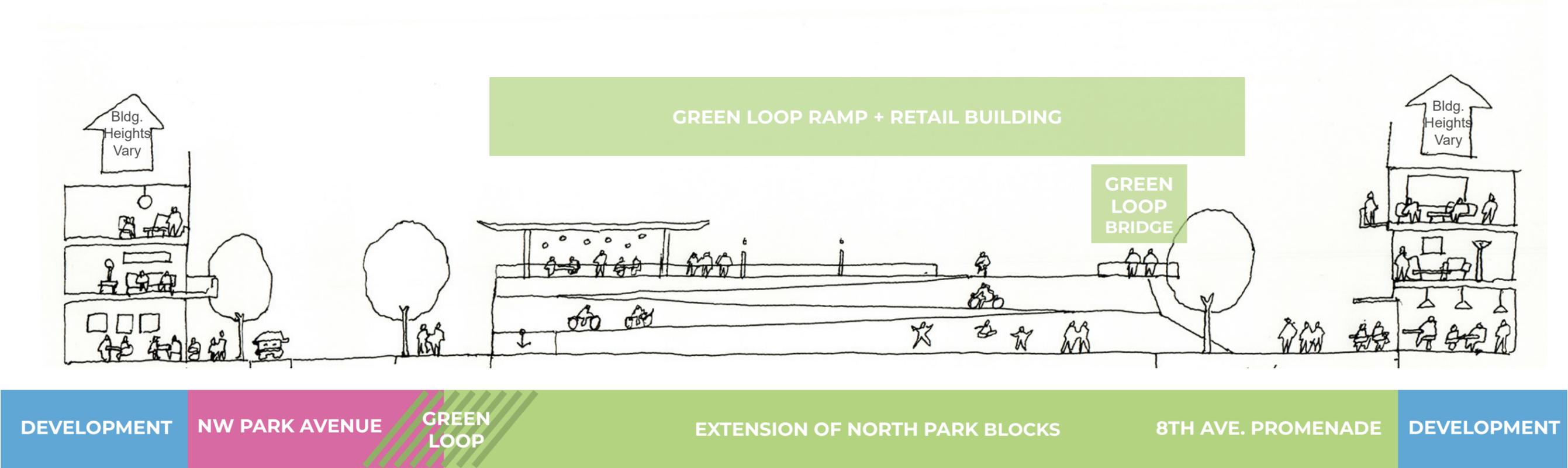


Street & Public Realm Sections

NW PARK AVENUE & NEW PARK BLOCK

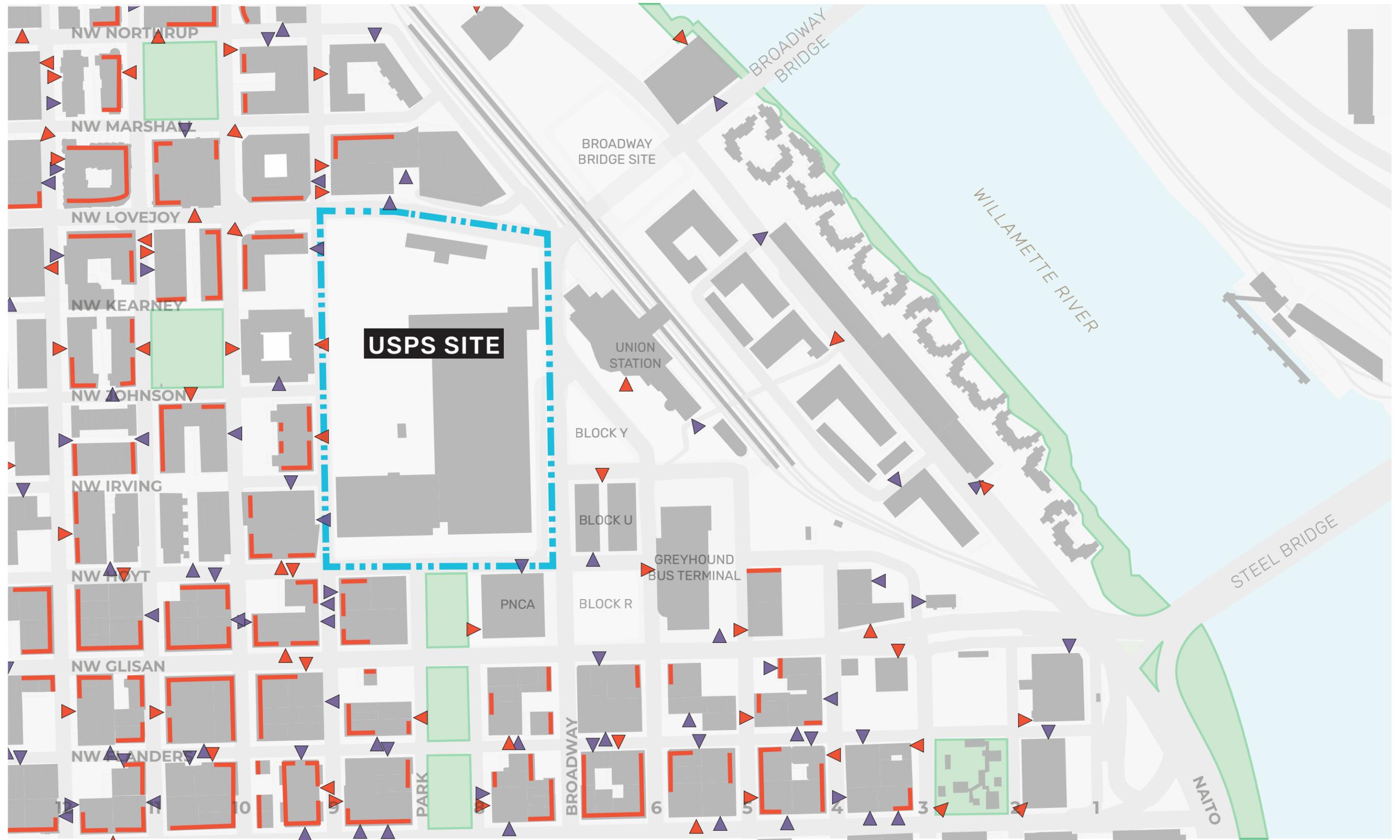
The preferred concept brings the existing two-way Park Avenue north from Hoyt Street to Johnson Street, helping to connect the North Park Blocks to the Johnson Street Neighborhood Greenway, which also serves as the southern edge of the Pearl District trio of open spaces. Park Avenue is an asymmetrical street, not unlike NW 10th Avenue adjacent to Jamison Square or Tanner Springs Park. The street will have active ground floors of buildings at its western edge, with a pedestrian focused woonerf street serving one lane in each direction. At the east edge of the street, the Green Loop will transition from Park Avenue to the Park Block, where it will climb north and up over Johnson Street on a landscaped switchback ramp. The adjacent park block is intended to be open and flexible, to accommodate a wide range of programmed and informal community gathering and recreation.

The illustrations on this page are intended to describe the basic concept and relationship between program elements, including the street, open space and 8th Avenue promenade, and will be refined based on feedback from public agency stakeholders, and the design commission.



Adjacent Uses

- ▲ MAIN ENTRY
- ◆ STOREFRONT
- SITE
- SERVICE ENTRY



Retail & Loading

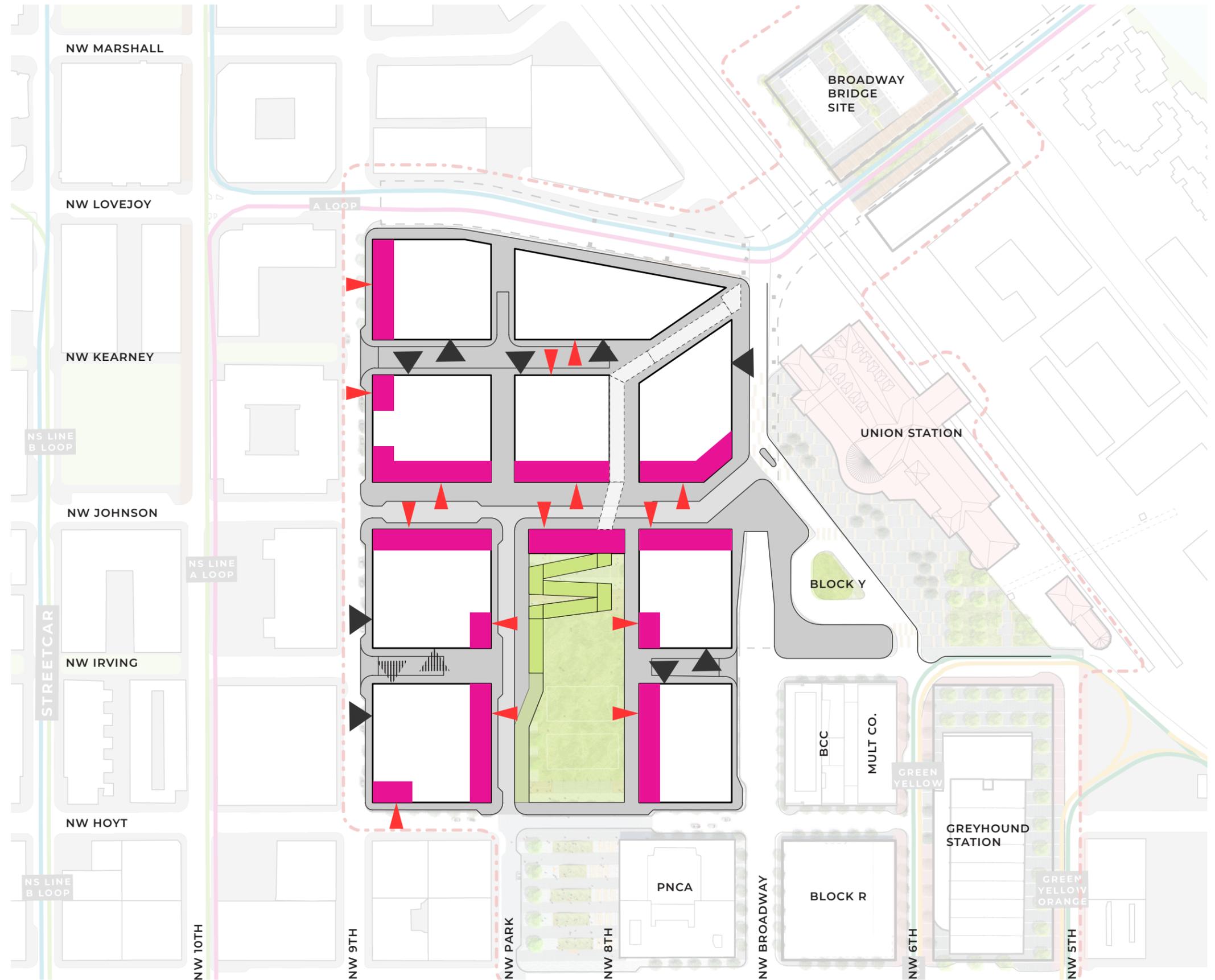
- Active Use
- Main Access
- Vehicular Access
- Alternative Vehicular Access

Approval Criteria 5:

The master plan demonstrates that development within the plan boundary will establish an overall building orientation through massing, the location of entrances, and the location of ground floor uses that result in an edge that embraces adjacent public park rather than creating an abrupt edge between the plan area and parks, and ensures that development within the plan boundary will not excessively shade the adjacent park.

Approval Criteria 11:

The master plan demonstrates that, to the extent practical and feasible, inactive uses, such as, but not limited to, parking and access, loading, and trash and recycling are shared or consolidated, with the goal of activating the pedestrian environment.



Key Discussion Areas

Key Approval Criteria Addressed in DAR #1

Approval Criteria 5

The master plan demonstrates that development within the plan boundary will establish an overall building orientation through massing, the location of entrances, and the location of ground floor uses that result in an edge that embraces adjacent public park rather than creating an abrupt edge between the plan area and parks, and ensures that development within the plan boundary will not excessively shade the adjacent park.

Approval Criteria 6

The master plan demonstrates that easy and safe access will be provided to transit stations located within or immediately adjacent to the master plan boundary, and any buildings located immediately adjacent to a transit station include ground floor uses that create an active and safe pedestrian environment throughout the day, evening, and week.

Approval Criteria 7

Internal open areas are accessible within, and distributed thought-out, the master plan area and have connections to the surrounding neighborhood and to any adjacent open space. Internal open areas enhance visual permeability through the site, especially the Willamette River. The size and location of each open areas must be adequate to accommodate the intended use of the space.

Approval Criteria 8

The transportation system is capable of supporting the proposed uses in addition to the existing uses in the plan area.

Approval Criteria 9

The proposed street plan must provide multi-modal street connections to support the surrounding street grid pattern.

Approval Criteria 11

The master plan demonstrates that, to the extent practical and feasible, inactive uses, such as, but not limited to, parking and access, loading, and trash and recycling are shared or consolidated, with the goal of activating the pedestrian environment.

What we Heard from Design Commission in October 2018

Placemaking

- Make this a special destination and not a forgotten corner of the city
- Extend North Park Blocks as far as possible into the project and celebrate the terminus
- What is the context and public realm?

Edges

- How is this not an inward facing campus?
- How do 9th and Broadway feel?
- Connections to the bridge ramps will be critical
- Activate areas under the ramps
- Acknowledge the grid for pedestrians, even if streets don't go all the way through for vehicles

Master Plan Response to Key Approval Criteria

Open space:

- Ground floor uses embrace the adjacent public park.
- Park Ave and Johnson St as woonerfs, prioritize pedestrian connection.
- The concept terminates the North Park Blocks with an integrated landscape/architecture launching point toward the Broadway Bridge
- Johnson biased to north to preserve Union Station tower view, and take advantage of sun path
- Pedestrian grid pattern closely matches rhythm of existing Portland grid
- The preferred concept assumes streets and open spaces are seamless rather than distinct, similar to Director Park

Connectivity and Transit

- The Broadway Corridor site is located in an existing multi-modal transit hub making it easy to expand and further integrate modalities.
- A transportation impact study is being performed in collaboration with PBOT.
- Proposed open space and park extends and connects to existing Park Blocks, PNCA and neighborhood parks to the North.
- Open Space can be used simultaneously for different activities or in conjunction with the woonerf streets, a single large event.
- Green Loop:
 - Connects an active existing network reaching through the city
 - Degree of integration with a retail building on Johnson Avenue
 - Elevated character and conditions below
 - Appropriate character and program at Broadway Y
- Connectivity to the River is achieved visually by the raised Green Loop connection to the Broadway Bridge
- Inactive uses are clustered on Irving and Kearney.

Considerations

- A desire to make Irving & Kearney quiet extensions of their pedestrian character in the Pearl may be in conflict with the desire to install a cycle track on 9th Avenue.
- Activate the space under the bridges and connected with Union Station.
- The existing local bus, regional bus, Greyhound bus, and bicycle routes and uses in the Broadway Corridor are likely to evolve or even dissolve, eminently.
- Green Loop development timeline
- Park development timeline
- Flexibility for multiple separate parcel developments and simultaneously flexibility for one large office tenant north of Johnson