



# Conceptual Design Report

Final Supplement

May 12, 2004

Project partners





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# I. EXECUTIVE SUMMARY

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## PROJECT SUMMARY

The City of Portland, TriMet and Metro are collaborating in a regional effort to extend light rail service between the Central City and Clackamas County. As a part of this effort, light rail service will be added to Fifth and Sixth Avenues from Union Station to Portland State University. The agencies have also taken this opportunity to revisit the future of the Portland Mall and implement a strategy to revitalize the signature Downtown streets to better meet the needs of the community.

Adding capacity to the transit system is essential to the economic growth and vitality of Portland. With limited highway capacity and high rates of population and employment growth projected, enhanced transit is needed to provide access to and circulation within the Downtown core area. In addition, the existing light rail system on First Avenue/Morrison/Yamhill will soon reach its capacity. Additional transit capacity is needed to ensure that downtown can continue to attract and compete for new jobs, shoppers and residents. Light rail service on the Portland Mall implements the *Downtown Plan's* vision for high capacity transit service through the high density office corridor. It also supports the region's *2040 Framework Plan* to preserve natural resources, improve air quality and manage a compact urban form.

## PURPOSE OF THIS REPORT

The Public Discussion Draft of the *Conceptual Design Report* (March 1, 2004) provided the historical and policy context for the project, outlined various design options and summarized the proposed revitalization strategy. Based on comments from the public, Citizen Advisory Committee, Steering Committee, Planning Commission, Landmarks Commission and other entities, final recommendations have been established for the next phase of design.

This document summarizes the recommendations for the following elements:

- Comprehensive Revitalization Strategy
- Conceptual Mall Design
- Preliminary Engineering Issues
- Project Funding Strategy

## **REVITALIZATION STRATEGY**

The Portland Mall Revitalization Project provides a unique opportunity to not only re-engineer and re-build the award-winning Portland Mall, but also to *re-think* the role it will play in the future of the Central City. Fundamentally, the project proposes to add light rail service on the Mall from Union Station to Portland State University. But this is just the start— the project will renew the Mall’s existing physical infrastructure and extend streetscape improvements ten additional blocks to the south.

To be successful, however, the project must expand beyond bricks and mortar and light rail tracks to embrace transportation, urban design, social and economic objectives that will assure that the Mall is even more successful in the next 25 years than it has been over the previous 25.

A four-pronged approach is recommended for implementation:

### **I. Urban Design Vision & Concept**

It is recommended that the revitalized Mall respect the spirit of its original design by preserving the essential elements that stitch it together. However, selective modifications are to be considered to enhance the functional quality, ease the maintenance burden and reflect the character variations of the urban rooms along the length of the Mall. A revitalized Mall needs to build upon the existing successes, but also respond better to its adjacent conditions. Addressing these and ongoing issues should also be seen as a unique opportunity to generate economic and social vitality.

It is recommended that the “Urban Rooms” and “Station as Place” concepts outlined as part of the urban design strategy be used to help guide design decisions. The idea of “Urban Rooms” along the Mall is key to both understanding the current Mall and providing a basis for perceiving how it should be seen in the future.

The “Station as Place” concept is related to the “Urban Rooms” idea. This notion promotes the complete integration of the station design with the “place” itself. Each urban room on the Mall reflects its immediate context and potential. Each light rail station should reflect the character of its room and be successfully integrated into the surrounding area.

### **II. Transit Operations & Transportation Strategy**

Adding light rail service will enhance the Mall’s ability to serve efficiently as the backbone for the region’s transit system and support future downtown growth. However, it also requires a careful rebalancing of the uses and activities on the streets to ensure efficient operation and a quality civic environment. The following key recommendations regarding transit and transportation operations should guide future design and policy decisions:

- **Study options for improving downtown bus service.** It is recommended that TriMet continue developing the Transit Concept Plan to reroute some buses to other locations off the Mall to create a more balanced system downtown. New light rail service will take on the Mall shuttle function that some buses currently provide and the bus system will be adjusted to provide better service to underserved areas of downtown.
- **Reduce bus noise and air quality impacts.** In the short term, TriMet is to explore new methods of training bus operators to reduce vehicle acceleration and braking noise. It is recommended that TriMet also pursue the strategy of phasing in hybrid buses to reduce noise and air quality impacts along the Mall.
- **Preserve and enhance the high quality pedestrian environment of the Mall.** City policy classifies Fifth and Sixth Avenues as Pedestrian-Transit Streets with local auto access and clearly indicates that transit and pedestrian use are a priority. It is essential that the project allocate an appropriate amount of space for pedestrians and transit users to create a safe and comfortable environment.
- **Preserve good downtown bicycle access.** It is recommended that the preservation and enhancement of bicycle service be considered in all relevant design decisions.
- **Maximize flexibility and improve multi-modal access.** The Mall is to be designed with the *flexibility* to adapt to changing needs and conditions in order to best serve the region today and into the future. A multi-modal travel lane is to be provided along the length of the Mall to accommodate the needs of pedestrians, bicyclists, autos and transit.

### III. Development Strategy

To be successful, this project needs to affect a significant change in development patterns along the Mall. This project aims to create a direct link between the planning and design of the Mall and the implementation of specific, complementary development strategies. It is recommended that a Mall Development Strategy be prepared with the following objectives:

- Create shared commitment to the Mall among private owners and public agencies
- Incent in-fill development opportunities that leverage new public and private investments in the Mall
- Enhance the relationship between ground floor uses within buildings and public space along the Mall to create a better business environment.
- Utilize the “Station as Place” concept to focus and catalyze development along the Mall and its adjacent areas.
- Provide a safe and accessible retail environment along the Mall to enhance downtown’s competitiveness with regional shopping areas.

In order to achieve these objectives it is recommended that the Portland Development Commission (PDC) prepare a specific strategy that: (a) identifies both public and private sources to fund development efforts; (b) creates a program of incentives to encourage modifications to ground floor uses and storefronts along the Mall; and (c) establishes a plan for incenting the transit-oriented development of key parcels along the Mall that are currently undeveloped or underdeveloped.

#### **IV. Mall Management Strategy**

A coordinated management of the Mall is essential to this revitalization effort. Chief among the benefits of this approach is the dedicated and visible stewardship to sustain the vitality of the space.

The following are the key objectives for the establishment of a formalized process of Mall Management:

- Create shared commitment to the Mall among private and public owners
- Consolidate and leverage existing and future public and private maintenance commitments
- Coordinate maintenance, crime prevention and public space programming
- Improve responsiveness to ongoing and capital maintenance issues
- Provide for common management and programming of Mall activities (e.g., vending, seasonal decorations, and street media)

It is recommended that a Mall Management entity be created to take responsibility for the maintenance and operations of the streets and to assist with coordinating development efforts. The entity will establish and implement an activation strategy that could include programming activity, adding street media, managing maintenance and security, and other efforts. This effort is to include the establishment of benchmarks to monitor the overall revitalization strategy and the preparation of annual progress reports to City Council.



## **CONCEPTUAL MALL DESIGN**

### **STATION PLATFORMS & LOCATIONS**

It is recommended that all the station platforms be located on the right side of the street at the following locations:

SW Jackson/College

SW Montgomery/Mill\*

SW Jefferson/Madison

SW Yamhill/Morrison (Pioneer Square/Courthouse)

SW Oak/Pine (US Bank Plaza)

NW Couch/Davis

NW Glisan/Hoyt (Union Station)

\* Consideration is being given to move the Sixth Avenue station at SW Montgomery/Mill Streets to SW Harrison/Montgomery to reduce access impacts and Streetcar conflicts.

### **MULTI-MODAL ACCESS**

The recommended right side station platforms provide the flexibility to better serve a variety of transportation demands on the Mall. It is recommended that the Mall be configured to provide a multi-modal travel lane along the entire length of the Mall to improve access for autos, service vehicles, bicycles and other modes of travel. This multi-modal lane should be designed to ensure that all users, including pedestrians, bicyclists, autos, trucks and transit, are well-accommodated.

### **NORTH MALL CONFIGURATION (Burnside to Union Station)**

The North Mall should be configured with the light rail trackway and stations on the right side of the street. Buses are to travel on the trackway, but use a separate lane on the block between Davis and Everett for stops. Autos and bicycles are to travel in the left lane, and turning movements should remain consistent with existing patterns. Preliminary traffic analyses indicate that vehicles and bicycles would be able to cross Burnside on both Fifth and Sixth Avenues.

## **CENTRAL MALL CONFIGURATION (SW Madison to Burnside)**

In the Central Mall it is recommended that buses and light rail operate in the two right lanes and autos utilize the left lane. Light rail is to travel in the center lane until approaching station blocks when it transitions over to a right side platform. Buses are to travel in the center lane through non-station blocks and pull into the right lane at their designated bus stops, much like they do today.

## **SOUTH MALL CONFIGURATION (SW Jackson to Madison)**

On 6th Avenue buses and light rail are to operate in the two right lanes. There will be two auto lanes on the left side until Clay Street to accommodate traffic coming off of I-405. At SW Clay Street one lane forces a left turn and one continues north.

On 5th Avenue buses and light rail are to operate in the two right lanes. One auto lane will travel southbound until College Street, after which autos will have the left lane and share two middle lanes with a low volume of buses. Streetcar is to share the auto lane with autos for two blocks between SW Market and Montgomery.

## **VEHICLE PULLOUTS**

The Vehicle Pullout Guidelines included in Section III are recommended for adoption. The guidelines recommend that the project include four (4) vehicle pullouts between S.W. Alder and W. Burnside with future consideration of up to two (2) additional pullouts. In addition, special consideration should be given to: (a) modifying the existing vehicle pullout at the Hilton Hotel (Sixth Avenue at SW Salmon/Taylor) to improve the pedestrian environment; (b) modifying the manner in which prisoner buses serve the Multnomah County Courthouse (Fifth Avenue at SW Main/Salmon) to assure continuous vehicle access through this block; and (c) meeting the special access needs of the University Club/Ambassador Condominiums (Sixth Avenue at SW Jefferson/Madison) by possibly including an additional pullout on Sixth Avenue.

## **PRELIMINARY ENGINEERING ISSUES**

During Preliminary and Final Engineering it is recommended that PDOT and TriMet resolve the following issues with input from the public:

- Street Trees
- Paving Materials
- Public Art
- Special Lighting
- Utility Relocations
- Transit Shelters
- Intersection Design
- Street Lighting
- Street Furnishings
- Vehicle Turnout Design

## BUDGET & FINANCIAL STRATEGY

The total estimated cost of the Portland Mall segment from Union Station to PSU is currently estimated at approximately \$160 million in Year 2007 dollars. For purposes of determining potential sources of local funding for the downtown segment, a match ratio of 60% Federal/40% Local has been assumed. Therefore, the local funding requirement for the full Downtown segment is approximately \$64 million.

Figure A summarizes the proposed funding sources for the Portland Mall portion of the Project.

<b>Figure A: PROPOSED FUNDING FOR PORTLAND MALL REVITALIZATION PROJECT</b>	
<b>Source</b>	<b>Cost (\$M)</b>
Federal Transit Administration	\$96.0
TriMet	5.0
Metro	5.0
City of Portland	
Urban Renewal Funds	10.0
Bonding of New On-Street Parking Meter Revenues	15.0
Public Utility Contributions (towards facility reloc.)	5.0
Local Improvement District	15.0
Portland State University	5.0
Subtotal	50.0
Other Local Funds	4.0
<b>TOTAL</b>	<b>\$160.0</b>

Beyond the initial construction funding for the Project, there is also a desire to identify potential resources to fund on-going management, operation, maintenance and security of the Mall. It is recommended that the capital funding strategy include consideration of a revenue stream that can carry forward beyond construction of the Project. Specifically, consideration should be given to tapping the parking meter system revenue enhancements to fund a combination of initial capital costs and a maintenance and operations program.

## PROJECT SCHEDULE

It is expected that Final Design will be completed in February 2006, construction will begin spring 2006 and the light rail alignment will open in early 2009.



## II. SUMMARY OF PUBLIC OUTREACH

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### **PUBLIC OUTREACH FOR THE FINAL PORTLAND MALL REVITALIZATION PROJECT CONCEPTUAL DESIGN REPORT**

A final public discussion draft of the *Conceptual Design Report* was released March 1, 2004, after review by the Portland Mall Citizen Advisory Committee and Steering Committee. The report primarily focused a request for public input on the relative merits of two station alternatives (Option A - Left Side Station Platforms, and Option B - Right Side Station Platforms), station configuration, and the station location options for each alternative along the Mall.

The availability of the final draft and the schedule for associated public meetings to discuss station alternatives were publicized in various ways:

- Press release to local media
- Oregonian ad in Metro section
- Oregonian article on report release
- 3,500 postcards to downtown property owners, tenants and businesses
- TriMet website postings
  - o Final Public Discussion Draft
  - o City of Portland Planning Bureau: Portland Transit Mall— Urban Design Analysis & Vision, March 2004
  - o Zimmer Gunsel Frasca: Great Pedestrian & Transit Streets, March 2004
- Online meeting announcements
- Online invitations for public comment
- Meeting invitations mailed to 50 largest firms downtown
- Office of Neighborhood Involvement email notification
- Email notice to PSU faculty, staff and students via email
- Email notice to Mall staff, committee members and downtown business and neighborhood organizations

Several different public forums were held in March and April to solicit public opinion on the two station alternatives for the Portland Mall Project. On March 9, 120 people attended noon and late afternoon open houses at the Portland Building. On March 15, an Urban Design Forum attracted over 50 people to focus on the design vision for the Mall, including

new concepts such as “station as place.” On March 30, the City of Portland Planning Commission hosted a public hearing on the Mall project: twenty persons, all in favor of the project, testified in front of an audience of forty.

Additionally, project staff conducted six briefings with members of the City Council, and the Landmarks, Design and Planning Commissions. Project presentations continued to fifteen downtown organizations and mall property owners, including BOMA, the Portland Business Alliance Transportation Subcommittee, the Hoffman Columbia property, the University Club, Ambassador Apartments and the PacWest Building.

A total of sixty-seven comments were provided in written form to the project between March 1 and April 16, the close of public input for this phase, in addition to the testimony of twenty persons at the Planning Commission Hearings.

In general, over seventy-five percent of testimony received supported Option B for the right side station alignment and locations. Most of these comments also endorsed continuous auto access along the mall, a previously contentious concept in earlier phases of the project.

However, some people who supported Option A, the left side station platform, specifically chose this option because it did limit auto access on the Mall to its present day configuration.

Other issues mentioned in the public comment included:

- Opposition to reduction of sidewalk widths
- Increase in bicycle access on the Mall
- Preservation of existing street trees
- Comments on shelter design
- Desire for cleaner, quieter buses on the Mall
- Consideration for the transit needs of the disabled community

Testimony received from mall property owners and residents included:

- Consideration of moving the 6<sup>th</sup> & Madison station one block south
- Impacts at SW Jackson turnaround on rental properties

A complete record of written testimony received by the project is available on the TriMet website: [www.trimet.org](http://www.trimet.org).

The Portland Mall Citizens Advisory Committee met twice in April to prepare their final recommendations on the discussion draft for the Portland Mall Steering Committee. The Steering Committee issued the final set of recommendations for the March 1 Conceptual Design Report at their meeting on April 23, 2004. Both sets of recommendations are included in this document.

The Steering Committee’s Final Recommendations will be forwarded to the Portland City Council, the Metro Council and the TriMet Board for adoption in May 2004.

# III. VEHICLE PULLOUT GUIDELINES

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*Portland Mall Revitalization Project*

## **GUIDELINES FOR VEHICLE PULLOUTS ON THE PORTLAND MALL**

*REVISED MAY 11, 2004*

### **INTRODUCTION**

The placement of pullouts requires the balancing of objectives for economic revitalization and maintenance of a strong pedestrian environment. The balance struck in these guidelines includes a limitation on the total number of pullouts, limitation of the number of pull outs that result in substandard sidewalk widths, limitation of pullout length and prioritization of locations based on the needs of adjacent businesses and potential support for development.

It is recommended that the City Council adopt the following Portland Mall Project (Project) guidelines for the placement of pullouts along SW Fifth and Sixth Avenues:

### **POLICY DIRECTIVE**

Maintain a minimum sidewalk width of 15 feet on SW Fifth and Sixth Avenues from W. Burnside to Portland State University. Guidelines below provide for exceptions to this Policy Directive.

### **GUIDELINES**

1. Except as provide under "Special Situations" below, turnouts will only be considered in the area between SW Morrison and W. Burnside Streets.
2. At full build-out, no more than a total of six (6) pullouts would be allowed on the Mall between SW Alder Street and W. Burnside.
3. Of these six new pullouts, only four (4) may be exceptions to the 15-foot minimum sidewalk width Policy Directive above. These four turnouts will be constructed as part of the project and will be subject to the following requirements:
  - i) The width of the sidewalk adjacent to the pullout will not be less than 10 feet.
  - ii) The length of the turnout would be limited to a single vehicle as determined by the City Engineer.
  - iii) Turnouts resulting in sidewalk widths narrower than 15 feet will not be allowed in successive blocks.

- iv) Specific turnout locations under these conditions will be determined on the basis of Preliminary Engineering and discussions with adjacent property owners. However, the desired locations for pullouts that would result in sidewalk widths of less than 15 feet are:
    - Fifth Avenue/Alder-Washington
    - Sixth Avenue/Alder-Washington
    - Fifth Avenue/Oak-Pine
    - Sixth Avenue/Stark-Oak
4. Up to two (2) additional vehicle turnouts will be considered as part of future development or redevelopment, subject to the following requirements:
    - i) Minimum sidewalk widths of 15 feet must be maintained adjacent to the pullout.
    - ii) The building design orients the building and retail activity toward the Mall.
    - iii) The proposed building must be primarily a retail, office or residential building (not a parking garage), and must have at least 50% of its frontage on the Mall devoted to Retail Sales and Service as defined in PCC Title 33.920.250.
    - iv) Requirements and eligibility for the installation of future turnouts would be incorporated into the City Council’s approval of the Final Conceptual Design for the project. The Portland Office of Transportation will be directed to amend the Transportation System Plan (TSP) and other related plans or policies as needed to incorporate these Guidelines.
    - v) Potential locations include only those locations where a 15 sidewalk can result, including:
      - Fifth Avenue/Stark-Oak
      - Sixth Avenue/Oak-Pine
      - Fifth Avenue/Pine-Ankeny
      - Sixth Avenue/Pine-Burnside
  5. Except as provided in 3.ii. above, the length of the pullouts may vary from 35-50 feet (tangent) to minimize impacts on the pedestrian environment, street furniture and street trees.
  6. Pullouts will be designated for truck loading or passenger drop-off only, and would not be designated for short-term parking.
  7. All pullouts will be located adjacent to the auto (left) lane and a maximum of one (1) pullout would be permitted in any single block face.
  8. The specific design treatment for pullouts will be resolved during Final Design as part of the on-going urban design analysis associated with the “Station as Place” and “Urban Rooms” concepts.
  9. The design of the pullout and the adjacent sidewalk will seek to maximize the usable sidewalk width. Design elements to use in maximizing sidewalk width include selection of the location of the pullout on the block face; elimination of by eliminating signage, street fixtures and furniture in the sidewalk area adjacent to the pullout; and adjustments to the width of the pullout.



## **SPECIAL SITUATIONS**

1. The Office of Transportation and TriMet are directed to work with Multnomah County to address the special security needs at the Multnomah County Courthouse, with a preference for meeting these needs: (a) without construction of a pullout on SW Fifth Avenue; and (b) while maintaining through auto access on SW Fifth Avenues during most hours of the day.
2. The existing pullout at the Hilton Hotel should be examined as part of Preliminary Engineering to determine whether it can be brought into conformance with current City practices and to increase the width of the through pedestrian zone consistent with the spirit and intent of these guidelines.
3. The special needs of the University Club should be examined as part of the project to determine the best approach to addressing truck access needs with a determination made as soon as possible regarding the need for a turnout on SW Sixth Avenue between SW Jefferson and SW Main Streets. The design of a turnout, if constructed, will be consistent with the spirit and intent of these guidelines.

**Editor's Note:** The above guidelines were approved by the Planning Commission on May 11, 2004. The following "Special Situation #4" is included in the recommendations of the CAC but not the Planning Commission:

4. As part of the Preliminary Engineering phase, the Office of Transportation, TriMet and the Bureau of Planning should review conditions on Fifth & Sixth Avenues between SW Main Street and SW Jackson Street (where there will be 15 ft. sidewalks) to determine the best approach to meeting auto drop-off and truck loading requirements.



# IV. STEERING COMMITTEE RECOMMENDATIONS

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## FINAL

### REPORT OF THE MAYOR'S STEERING COMMITTEE ON THE CONCEPTUAL DESIGN FOR THE PORTLAND MALL REVITALIZATION PROJECT

April 23, 2004

#### INTRODUCTION

The Mayor's Steering Committee has completed an 18 month-long effort to review the background, key design and development issues and conceptual design options for the Portland Mall Revitalization Project. Based on the deliberations of the Committee, advice from the City's key Commissions and Bureaus, the Citizen's Advisory Committee and an extensive public review and input process, the Committee hereby forwards its recommendations for consideration by the City Council, Metro Council and TriMet Board.

#### RECOMMENDATIONS

The Steering Committee recommends the following:

- 1) Adoption of the draft *Conceptual Design Report* dated March 1, 2004, with emphasis on the following key elements:
  - a) **Revitalization Plan.** The Steering Committee recommends support for the overriding concept of a multi-faceted revitalization strategy, consisting of *infrastructure improvements, redevelopment strategies, a Mall management program and transit/traffic/pedestrian management.*
  - b) **Conceptual Design Elements:**
    - i) **Urban Design Considerations.** The Steering Committee has devoted considerable energy to insuring the project is grounded in excellent urban design. The Committee has carefully reviewed a detailed urban design analysis of the Mall prepared by the Bureau of Planning and a "Great Streets" report prepared by the project's lead urban designer, Zimmer Gunsul Frasca Partnership. The Steering Committee recommends continued efforts to promote design of the project consistent with the key principals of 'station as place' and the 'urban rooms', as outlined in the report. Moreover, every effort should be made to continue to preserve the original design intent of the Mall by emphasizing a strong environment for pedestrians and transit patrons.

- ii) **Station Platform Configuration/Multi Modal Street Use Concept.** The Steering Committee has reviewed nearly a dozen alternative configurations for installation of light rail tracks and station platforms. Option B, or the “Right Side Option,” as outlined in the report, represents the most workable option and creates a multi-modal street that will accommodate the needs of pedestrians, bicycles, bus and light rail transit, as well as improved business access for motor vehicles.
  
- iii) **Station Locations.** Option B has a clear urban design advantage over all the other alternatives. This option allows greater flexibility with regard to the location of light rail station platforms consistent with the ‘*station as place*’ urban design concept and will best leverage development opportunities. Therefore, the two station sets in the Central Mall should be located at Pioneer Square and Oak Street as contemplated in Option B. This option also locates stations at intervals that will balance convenience to platforms with improved transit travel time in Downtown.
  
- iv) **Multi-Modal Travel Lane.** The Steering Committee recommends that the project include a continuous, multi-modal travel lane along the entire project length. This lane will be exclusive of any continuous transit use south of Burnside and will be intended to improve business access and visibility while accommodating autos, delivery vehicles, bicycles and other modes of travel allowed by law.
  
- v) **North Mall Configuration.** The North Mall should be configured to match the rest of the Mall with the light rail trains utilizing the same “Right Side” configuration inherent in Option B, provided that the issue of bus layovers is resolved to the satisfaction of the community and the Council. TriMet should work with the City to develop a plan acceptable to key stakeholders for bus service revisions in the North Downtown area, including changes to bus layover locations and the North Terminal. The plan for the North Mall should include vehicle access across Burnside and renewed efforts to link both sides of Burnside through special urban design treatments.
  
- vi) **South Mall Configuration and Finishes.** The South Mall should be constructed to a standard similar to the existing Central and North Malls, including brick sidewalks, street trees (not Sycamores) and ornamental street lighting. At the same time, the design of the South Mall improvements should reflect the ‘*urban rooms,*’ different vehicular access requirements and street configuration of this part of Downtown.

**2) Adoption of Key Planning Commission Recommendations.** The Steering Committee recommends strong consideration of the Planning Commission’s recommendations as outlined in their letter dated April 13, 2004, attached hereto as Exhibit “A”. Further, the Steering Committee concurs with the Planning Commission’s recommendations concerning future consideration of “green busses”; accommodation of short- and long-term bicycle parking and Mall Management. These issues and the other recommendations of the Planning Commission should be incorporated into the planning process going forward. Staff should

be directed to provide a progress report to the City Council at key milestones in the design and approval of the project as to the conformance of the project design to the key recommendations of the Planning Commission.

- 3) **Adoption of Key Citizens Advisory Committee Recommendations.** The Steering Committee recommends strong consideration of the recommendations of the Citizens Advisory Committee as outlined in their memorandum dated April 20, 2004, attached hereto as Exhibit "B".
- 4) **Mall Management Strategy.** The Steering Committee recognizes the need for and benefits of a coordinated Mall management program that would be developed prior to project completion. Formation of a Mall Management Entity or District to oversee the day-to-day operations, management, security, maintenance, programming and marketing of the Mall is recommended.
- 5) **Development Strategy.** The Steering Committee recommends that PDC be directed to prepare a *Development Strategy*, consistent with the *Conceptual Design Report*, which will result in specific initiatives to encourage development of underutilized sites and buildings along the Mall concurrent with the Mall Revitalization project.
- 6) **Project Funding.** The Steering Committee recommends efforts to reconcile the budget to available resources, including an on-going value-engineering program. Local funding for the project should be developed from multiple public and private stakeholders as generally outlined below:

***Portland Mall Revitalization Project***  
**Proposed Project Funding**

<b>SOURCE</b>	<b>ENTIRE PROJECT (\$M)</b>	<b>PORTLAND MALL SEGMENT (\$M)</b>
Federal Transit Administration	\$299.0	\$96.0
MTIP/Metro	39.8	see below
TriMet	20.0	see below
City of Portland/Other Local Funds:	60.0	see below
TriMet/Metro		10.0
Urban Renewal Funds		10.0
Bonding of New Parking Meter Revenues		15.0
Public Utility Facility Upgrades Contributions		5.0
Local Improvement District		15.0
Portland State University		5.0
Clackamas County	35.0	0.0
STIP/ODOT	20.0	0.0
Other	<u>24.8</u>	<u>4.0</u>
<b>TOTAL</b>	<b>\$499.1</b>	<b>\$160.0</b>

Project staff should work to develop necessary financial commitments which will allow the project to advance through the FTA rating process, and return to the City Council, Metro Council, and TriMet Board of Directors with necessary actions by August 1, 2004.

- 7) Mall Improvement Standards.** The Steering Committee supports a design and construction approach that will result in a comprehensive refurbishment of the North and Central Mall, including the repair of existing brick sidewalks to a “like new” condition. At the same time, the Steering Committee recommends that TriMet employ the “best practices” of the Portland Streetcar project to assure the minimum construction duration and impacts to properties along the Mall.
  
- 8) Vehicle Pullouts.** The Planning Commission and CAC have both devoted attention to the issue of vehicle pullouts, and to date, the preferred guidelines of the two have not been reconciled. It is recommended that staff be directed to continue the evaluation of the issue during the early stages of Preliminary Engineering in accordance with the CAC-approved guidelines attached hereto as Exhibit “C” and the proposed Planning Commission policies outlined in Exhibit “D”. The Steering Committee directs PDOT and TriMet to reconcile the vehicle pullout recommendations from the Citizens Advisory Committee and the Planning Commission prior to the City Council hearing currently scheduled for May 19, 2004.
  
- 9) Other Issues to be Resolved in Preliminary Engineering.** During Preliminary and Final Engineering, the Steering Committee recommends that PDOT and TriMet be responsible for addressing and resolving the following issues, including discussions with the public and stakeholders, advice from other City bureaus, the Design Commission and the Landmarks Commission:
  - a) Street Trees
  - b) Transit Shelters
  - c) Character of physical improvements vis a vis the “urban rooms” and “station as place” urban design concepts
  - d) Intersection design
  - e) Public art
  - f) Special lighting
  - g) Street furnishings
  - h) Relationship to future Burnside-Couch Couplet
  - i) Traffic impacts for off-Mall bus routes
  - j) Public safety
  - k) Jackson Street stations
  - l) Auto turnouts

**10) Memorandum of Agreement.** Staff should work with key stakeholders to develop an overriding Memorandum of Agreement covering project design and funding and provide it for approval by all parties no later than August 1, 2004.

**Collateral Documentation**

Attached please find copies of the recommendations from the Citizen’s Advisory Committee and the Planning Commission which represent extensive participation and review by these two key participants in the review process leading to the recommended conceptual design.

**Editor’s Note:** The Planning Commission letter referred to as Exhibit “A” is attached in Section VII. The Citizens’ Advisory Committee (CAC) letter referred to as Exhibit “B” is attached in Section V. The CAC-approved pullout guidelines (Exhibit “C”) and the proposed Planning Commission policies (Exhibit “D”) referred to in this letter are not included in this supplement. The *Guidelines for Vehicle Pullouts on the Portland Mall* (May 11, 2004) attached in Section III is a revised version of these documents that reconciles and updates the guideline recommendations put forth by the Planning Commission and the Citizens’





# V. CITIZENS' ADVISORY COMMITTEE RECOMMENDATIONS

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*Portland Mall Revitalization Project*  
**CITIZENS ADVISORY COMMITTEE**

**M E M O R A N D U M**

**TO:** Portland Mall Revitalization Project  
Mayor's Steering Committee

**FROM:** Portland Mall Revitalization Project  
Citizens Advisory Committee  
Christopher Kopca, Chair

**DATE:** April 20, 2004

**RE:** Final CAC Recommendations on the Conceptual Design  
for the Portland Mall Revitalization Project

- 1) Revitalization Plan.** The CAC supports the overall, multi-faceted revitalization strategy consisting of infrastructure improvements, redevelopment strategies, Mall management and transit/traffic/pedestrian management. The CAC supports the overriding urban design concept of 'urban rooms' as put forth in the Final Conceptual Design Report.
  
- 2) Station Platform Configurations and Station Locations.** The CAC has reviewed the various station platform configurations and locations. Option A includes 'Left' side platforms in the North and Central Mall and 'Right' side platforms in the South Mall, and Option B includes 'Right' side platforms throughout the Mall. Based on the information available to the CAC to date, the CAC finds that:
  - a) Given the proposed bus service improvements planned by TriMet in conjunction with adding light rail on the Mall, both Options A and B provide sufficient transit capacity to meet expected demand for the next twenty years.
  - b) Compared to other options studied, Option B enhances transit rider safety and convenience by keeping all transit functions on one side of the street, which will require fewer street crossings.
  - c) Both Options A and B generally feature sidewalk widths that will provide for pedestrian and passenger safety and comfort.
  - d) Option B has a clear urban design advantage over all the other alternatives weighed in allowing the central downtown stations to be located to create 'station as place' and to best leverage development opportunities.

- e) Option B can be designed to provide continuous all-hours through access for automobiles and bicycles for the length of the Mall (Union Station to PSU) without decreasing safety, transit capacity or pedestrian and rider comfort, and thus it allows for a reasoned public discussion of the merits of added vehicle access on the Mall.
- f) Option B will provide the greatest future urban design and multi-modal flexibility on 5th and 6th Avenues to adjust to changes in demand and street use over time.
- g) The added cost of Option B (approximately \$5M) is justified by the increased opportunities for development, by the advantages of the urban design potential, and by the likelihood of securing support for the project from all the potential funding sources.
- h) Option B provides the opportunity to unify the North Mall with the rest of the Mall south of Burnside by providing improved vehicle access and improving pedestrian connections across Burnside.

Based on the above findings, the CAC respectfully submits a preliminary recommendation to the Steering Committee in favor of Option B.

- 3) Project Funding.** The CAC supports the local funding concept outlined in the Final Conceptual Design Report, including, the participation by multiple public and private stakeholders.
- 4) Mall Management Strategy.** The CAC recognizes the need for and benefits of coordinated Mall management. Therefore we recommend the formation of a funded Mall Management Entity to oversee the day-to-day operations, management, security, maintenance, programming and marketing of the Mall.
- 5) Development Strategy.** The CAC recognizes the importance of a complementary strategy to stimulate private redevelopment along the Mall and at the key station areas. Therefore, the CAC recommends preparation and implementation of a development strategy as part of the design process.
- 6) Mall Improvement Standards.** The CAC recognizes the overriding budget limitations of the project and the desire for the shortest feasible construction durations. At the same time, the CAC supports a design and construction approach that will result in a comprehensive refurbishment of the North and Central Mall, including the repair of existing brick sidewalks to a “like new” condition.
- 7) Vehicle Pullouts.** The CAC recommends that the Steering Committee adopt the *Guidelines for Vehicle Pullouts* attached hereto as Exhibit “A”. It is further recommended that the location of pullouts that will be constructed as part of the project be finalized as part of the City Council’s approval of the local funding package for the Project.
- 8) Issues to be resolved in Preliminary Engineering.** During Preliminary and Final Engineering, the CAC recommends that the following issues be addressed, discussed with the public and stakeholders, and resolved:

- |                                       |  |
|---------------------------------------|--|
| a) Street Trees                       | f) Public art                              |
| b) Transit Shelters                   | g) Special lightings                       |
| c) Character of physical improvements | h) Street furnishings                      |
| d) Intersection design                | i) Traffic impacts for off-Mall bus routes |
| e) Vehicular pull-outs                | j) Public safety                           |

These recommendations represent the consensus of the CAC after thoughtful deliberations over the last 13 months. The committee believes that the Final Conceptual Design Report and these recommendations reflect the original goals to increase transit use, revitalize the Mall and provide for a quality pedestrian environment. We look forward to reviewing the Preliminary Engineering and Final Design of the Project in the context of these recommendations.

Finally, the CAC would like to acknowledge the excellent work of the public agency and consultant staff in working with the CAC over the period of our work to respond to issues raised by the CAC and in preparing the Conceptual Design for the Project.

Thank you for the opportunity to provide detailed input on the Conceptual Design for the Portland Mall Revitalization Project.

CMK/do

cc: Portland Mall Revitalization Project Citizens Advisory Committee:

- Low Bowers, Portland Development Commission
- Trond Ingvaldsen, Standard Insurance Company
- Phil Kalberer, Old Town/Chinatown
- Janice Marquis, Russell Development
- Deborah Murdock, Portland State University
- Ann Niles, Pearl District Neighborhood Association
- Greg Peden, Portland Business Alliance
- Allyson Reed, Pioneer Place
- Ellen Vanderslice, Willamette Pedestrian Coalition
- Dan Zalkow, Downtown Community Association

**Editor's Note:** The *Guidelines for Vehicle Pullouts* (Exhibit "A") referred to in this letter is not included in this supplement. The *Guidelines for Vehicle Pullouts on the Portland Mall* (May 11, 2004) attached in Section III is a revised version of the document that reconciles and updates the guideline recommendations put forth by the Planning Commission and the



## **VI. LANDMARKS COMMISSION RECOMMENDATIONS**

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March 31, 2004

Ethan Seltzer , Chair  
and Members of Portland City Planning Commission  
1900 SW 4th Avenue  
Portland, OR 972

Dear Mr. Seltzer and Members of the Portland City Planning Commission

The Portland Historic Landmarks Commission had the opportunity to review and discuss the current draft of the Portland Mall Revitalization Project's Conceptual Design Report (March 2004). The overall approach to incorporate urban design vision, revitalization strategies, multi-modal operations, and management strategies is the right approach because of the significant role of 5th and 6th Avenues in history of Portland, in the 1972 Downtown Plan, and to the future of vitality of downtown Portland.

The preservation of historic resources is an important responsibility of the Portland Historic Landmarks Commission. We are excited with the urban design potential of the "Station as Place" concept and integrating this concept with Station Option B-the right side to reinforce the historic context of place. The proposed station locations identified with Option-B are the appropriate siting. These concepts can offer an important sense of traveling through the varied historical and architectural history of downtown Portland. Station Option B with the weave can provide for the transition from urban room-to-urban room and a sense of station arrival. This arrival is especially important for two historically significant buildings-the Pioneer Courthouse and City Hall. The station design would present tremendous opportunities to relate their historical importance, their civic function, and urban room setting. The Old Town-Chinatown Station would also present a great opportunity to recognize the emerging changes to the Chinatown area with the historic role of immigrant communities in Portland, especially the Chinese and Japanese communities. The Landmarks Commission is looking forward to evolution of the design during the next phases of the project.

We are looking forward to our continued involvement with the project as it evolves through Preliminary Engineering and Final Engineering. In closing, the Portland Historic Landmarks Commission recommends that the Planning Commission support the Portland Mall Revitalization Project, including the overall approach for revitalization, Station Option B and the station locations associated with this option.

Sincerely,

John Czarnecki - Chair  
Portland Historic Landmarks Commission



# VII. PLANNING COMMISSION RECOMMENDATIONS



## CITY OF PORTLAND, OREGON PLANNING COMMISSION

c/o Bureau of Planning  
1900 S.W. 4th Ave., Suite 4100  
Portland, OR 97201-5350  
Telephone: 503-823-7700  
Fax: 503-823-7800

April 13, 2004

Mayor Katz and Members of Portland City Council  
Portland City Hall  
1221 SW Fourth Avenue  
Portland, OR 97204

Dear Mayor Katz and Members of Portland City Council:

The Portland City Planning Commission conducted a public hearing on the Portland Mall Revitalization Project's *Public Discussion Draft: Conceptual Design Report (CDR)*. The hearing was held on March 30, 2004, and a follow-up worksession was held on April 6. After reviewing the documents prior to the hearing, the testimony at the hearing, and the work of staff in response to questions from both the Commission and the public, we ask that you adopt the following **Five Fundamental Principles** to guide preliminary engineering and all subsequent design, planning, and (re)development actions taken to revitalize the transit mall:

- 1) Station areas should be expected to conform to the "urban rooms" and "station as place" concepts in the CDR. The "station as place" design concept should be preeminent in establishing the overall project design, including design of the station, roadway, and sidewalk. The urban room concept should extend from building front to building front, diminishing the distinctions between sidewalk, station, and roadway within the room. Each station should be designed around a particular function and contribution to the Central City as a whole. For example, the northern and southernmost stations should play important roles as gateways, and should reflect that in their design. Note that by designing stations as "urban rooms," this then raises the question of what the nature of the places between the stations or "rooms" should be. This is an important watershed for the mall, originally envisioned as one place and now evolving into several. As we develop the vision for the rooms, the City needs to spend an equal amount of time clarifying intentions for the spaces in between.
- 2) The clear policy and expectation of the City of Portland should be for a continuous and minimum 15-foot wide sidewalk along both sides of 5th and 6th avenues south of Burnside, and a continuous and minimum 12-foot sidewalk along both sides of 5th and 6th avenues north of Burnside. There will always be a temptation to sacrifice sidewalk space for uses not related to pedestrian movements. The great streets of the world are known for the ease with which they accommodate pedestrians in and among traffic and commercial activity. We simply must make a commitment at this early stage to not sacrifice this essential characteristic of great streets, particularly on the streets that form the hub for our regional transit system. Diminishing the width of sidewalks must not be done lightly. A clear statement of policy now is crucial for avoiding unnecessary conflict and poor function later.

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- 3) The success or failure of the transit mall should be judged in terms of its ability to host significant transit movements to and through the Central City. Towards this end, we urge the Council to direct that benchmarks for transit service to and through the Central City be established and used to manage the uses and design of 5th and 6th avenues. Though it may seem to be unnecessary to focus on transit goals for the transit mall, we are concerned that transit goals will be incrementally compromised in a manner that will lead to a significant diminution of transit service, particularly for transit-dependent populations. Throughout the design, development, and ongoing management of revitalization strategies, the City cannot and must not lose sight of the impact that proposed strategies will have on transit service and system performance itself.
- 4) A total of seven pullouts should be allowed on 5th and 6th avenues south of Burnside. We have reviewed the pullout policy developed by staff (see Attachment A). We recommend that this policy be adopted as an amendment to the Central City Street Master Plan. Though we are concerned that linking pullouts to new retail development, either in existing or new buildings, creates an incentive for retail in locations with limited accessibility, we are satisfied that there are a number of locations that might merit special concern due to the lack of loading areas on adjacent streets. The application of the proposed policy to the mall south of Burnside yields no more than seven locations where pullouts would be warranted. To avoid any ambiguity, we believe that a clear statement limiting the number of pullouts to no more than seven should be made now, prior to preliminary engineering. Could additional pullouts be warranted in the future? Perhaps, but at that juncture, any additional pullouts should be evaluated in the context of the transportation system plan and other applicable policies, not in isolation. In any event, no new pullouts should be authorized until specific development proposals require that any hardships for loading and unloading in locations meeting the requirements of the policy be remedied.
- 5) Any continuous lane developed along the length of the transit mall on 5th and 6th avenues for non-transit modes should be developed in a manner that does not compromise the four principles articulated above. We believe that such a lane should be designed for all and not just a single non-transit mode of transportation. However, any such development must not compromise the pedestrian experience, the emergence of distinct and functional urban rooms at stations, or the ability of all transit modes to serve the needs of transit riders to and through the Central City. Again, transit mall function must be monitored and managed according to a set of well-articulated benchmarks. Our assumptions about the mall and its design must be tested and adjusted. A need and desire for flexibility should be expected at the outset, designed into any improvements, and drawn on should the need arise.

We unanimously endorse these five fundamental principles and urge the Council to do the same. With these principles guiding preliminary engineering and all subsequent efforts to revitalize the mall, the Planning Commission confidently endorses Option B, the so-called "right side" alternative, as the best alternative for the alignment of any future light rail construction on the transit mall. In doing so, the Planning Commission also supports the station locations identified with Option B: specifically, for the Central Mall segment the 5th Avenue Stations located at City Hall/Jefferson, Pioneer Square/Yamhill, and Oak Street; and the 6th Avenue Station located at City Hall/Madison, Pioneer Square/Morrison, and



Pine Street. The Planning Commission requests that Preliminary Engineering include additional analysis to respond to community concerns regarding the impacts to the Ambassador Apartments. The Commission also requests further analysis to locate the northend station closer to Union Station.

Finally, based on our public review of the project, we have also made the following findings:

- 1) Green Busses – Busses now in use are noisy and emit odors and “smoke” that can make the mall an unpleasant place for pedestrians and nearby merchants, businesses, and employees. We can do better. Portland is the place that pioneered low-floor rail cars, trolleys, and busses. Portland should be the place that pioneers “green” bus technologies. The City and Tri-Met should aggressively seek new bus technologies that overcome the limitations of existing models. We note that this will both benefit the Central City and all neighborhoods receiving the benefits of transit service.
- 2) Short and Long-term Bicycle Parking – We urge the City Council to direct all bureaus working on the revitalization of the mall to seek new, attractive, and fully functional alternatives for accommodating short and long-term bicycle parking in conjunction with the unfolding of the “urban rooms” concept. Successful models from around the world for creating urban rooms out of station areas have made important strides towards the incorporation of bicycle transportation and parking needs. We can and must learn from these efforts to make our “urban rooms” a leader in the nation when it comes to meshing bicycle transportation with a wide range of other transportation modes operating to, through, and within the Central City.
- 3) Mall Management - The Planning Commission strongly supports active stewardship and management of the mall through the kind of public/private partnership that resulted in the Downtown Plan, Transit Mall, and downtown revitalization generally in the past. We are long past the point where we can simply expect this signature public space to take care of itself for all time. The Planning Commission recommends the following to shape that effort:
  - Additional research and evaluation of other cities' experiences converting transit only streets to multi-modal streets as a strategy for revitalization and stimulating new retail and other development. This baseline research will be essential for evaluating the impacts of the Portland Mall Revitalization Strategy on retail and other stated and implied goals for revitalization.
  - Develop benchmarks to measure Portland Mall revitalization, including impacts to retail and businesses.
  - Develop transit benchmarks to measure overall transit performance.
  - Develop multi-modal benchmarks for overall performance of the Portland Mall for access and circulation for all transportation modes. The Planning Commission requests that as part of the Mall Management Strategy that these benchmarks shall be part of an annual report to the Planning Commission and City Council.
  - Develop a System Disruption Strategy to adequately plan for maintaining transit system operations in the event of a major disruption of key system elements due to a natural disaster or other cause.

In conclusion, The Planning Commission strongly urges the City Council to adopt the Five Fundamental Principles presented above as a framework for guiding all future preliminary engineering and revitalization strategies for the transit mall. We recommend that upon adoption of the Five Fundamental

Principles, that the Council designate Option B as the desired alignment for future light rail transit development on the transit mall. Finally, we ask that the Council actively pursue green bus technologies, a new commitment to bicycle parking, and an explicit mall management strategy equal to the task of presenting one of our most important civic spaces, the transit mall, to the public and the world.

We look forward to discussing these principles and our assessment of the proposals for revitalizing the transit mall at an upcoming Council informal. Please feel free to call on any member of the Commission should you have any questions about these recommendations. Thank you for the opportunity to review this important project for the future of our city and region, and to provide you with these recommendations.

Sincerely, and on behalf of the entire Portland Planning Commission,

Ethan Seltzer, President  
Portland Planning Commission

C: Gil Kelley, Director, Bureau of Planning  
Brant Williams, Director, Office of Transportation  
Fred Hansen, General Manager, TriMet  
Portland Planning Commission  
Portland Transit Mall Revitalization Project Citizens Advisory Committee

Attachment

**Editor's Note:** The pullout policy (Attachment A) referred to in this letter is not included in this supplement. The *Guidelines for Vehicle Pullouts on the Portland Mall* (May 11, 2004) attached in Section III is a revised version of the document that reconciles and updates the guideline recommendations put forth by the Planning Commission and the Citizens' Advisory Committee.

## **VIII. AUTO ACCESS DIAGRAM**

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The attached Auto Access Diagram serves to replace and update Figure 34 in the Public Discussion Draft of the *Conceptual Design Report* (March 1, 2004).