

DEVELOPMENT VISION for the OREGON CONVENTION CENTER BLOCKS

March 2006

Investing in Portland's Future

PDC
PORTLAND DEVELOPMENT COMMISSION



DEVELOPMENT VISION for the OREGON CONVENTION CENTER BLOCKS

MARCH 2006

**Portland Development Commission
Portland Bureau of Planning**

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EXECUTIVE SUMMARY & PURPOSE OF THE STUDY



Executive Summary

This report crystallizes an exciting new vision for the district surrounding the Oregon Convention Center (OCC) in downtown Portland. Created by an unconventional design team through a process of interactive collaborative design sessions, the plan's goal is to describe the unique characteristics that exist in the neighborhood and to propose dramatic additions that will make it a truly vibrant 24 hour district. The district will be fun, exciting, and memorable. We have designed a place where visitors and residents will mingle at new hotels, housing developments, entertainment and retail venues, and on the green streets that characterize our own special city. We have laid out a sequence of projects that is realistic, some of which are already underway. A new hotel at MLK and Holladay, a major housing/retail/office mixed use project that is being planned north of the OCC, and the trail improvements to Sullivan's Bluff are headed toward implementation. We have achieved consensus about developing an Entertainment District that will be successful regardless of the major venues within the area.

We believe that this northeast quadrant of downtown, when improved, will assure the larger concept of re-centering Portland on both sides of the Willamette River, a concept that is supported by parallel developments in Lower Burnside, the Rose Quarter, along Interstate Avenue, and in connecting the Lloyd Center to a residential neighborhood to its west. This vision is a compliment to the other districts in Portland, and avoids duplication of the existing healthy fabric found in the other quadrants of the city. The Entertainment District will add depth to the experience of visiting and living in Portland.

Imagine meeting your visiting friends at a café on the covered plaza at the key corner of MLK and Holladay. A glass canopy arches overhead, providing protection from rain and allowing clear sunshine to bathe the intersection. Artistic banners and electronic displays announce the events

in the OCC. Outdoor activities and destinations such as the wine country and coast, local products like performance clothing and sports gear are featured – all designed by the “young creatives” that have become the hallmark of our city. Enjoy a stroll along the Sullivan's Bluff promenade overlooking the city, ultimately connecting to the Eastbank Esplanade and over the Steel Bridge to Northwest Portland and destinations such as Powell's Books, more theaters and museums. Imagine living just above the bright lights of two-story retail and entertainment clubs and restaurants with views up the river to the south, and the Lloyd Center shopping mall just a five-minute walk to the east. Let your mind wander along the paths connecting this new neighborhood to the Rose Quarter, Lower Burnside, and Irvington to the east. This place has always been here. But with this vision we put together the ingredients within a new market, show a new concept for re-centering Portland, and propose an exciting new district filled with life.



Artist concept of a lively entertainment district

As you look through the OCC Vision Plan you will see the following elements described:

- Major meeting venues
- Hotels, both existing and proposed
- Mixed use development with housing an integral component
- One and two-story retail and entertainment opportunities
- Existing highway, roadway and transit lines
- Proposed open space and park improvements that link this district to the neighbors, the river and the city

We believe this is an achievable vision and that the ingredients are in place to create the kind of community to which Portland aspires. Many of these ideas are already in the implementation stages, the results of shared beliefs between owners, planners and the design team. We look forward to seeing this vision becoming reality.

----- Members of the Design Team



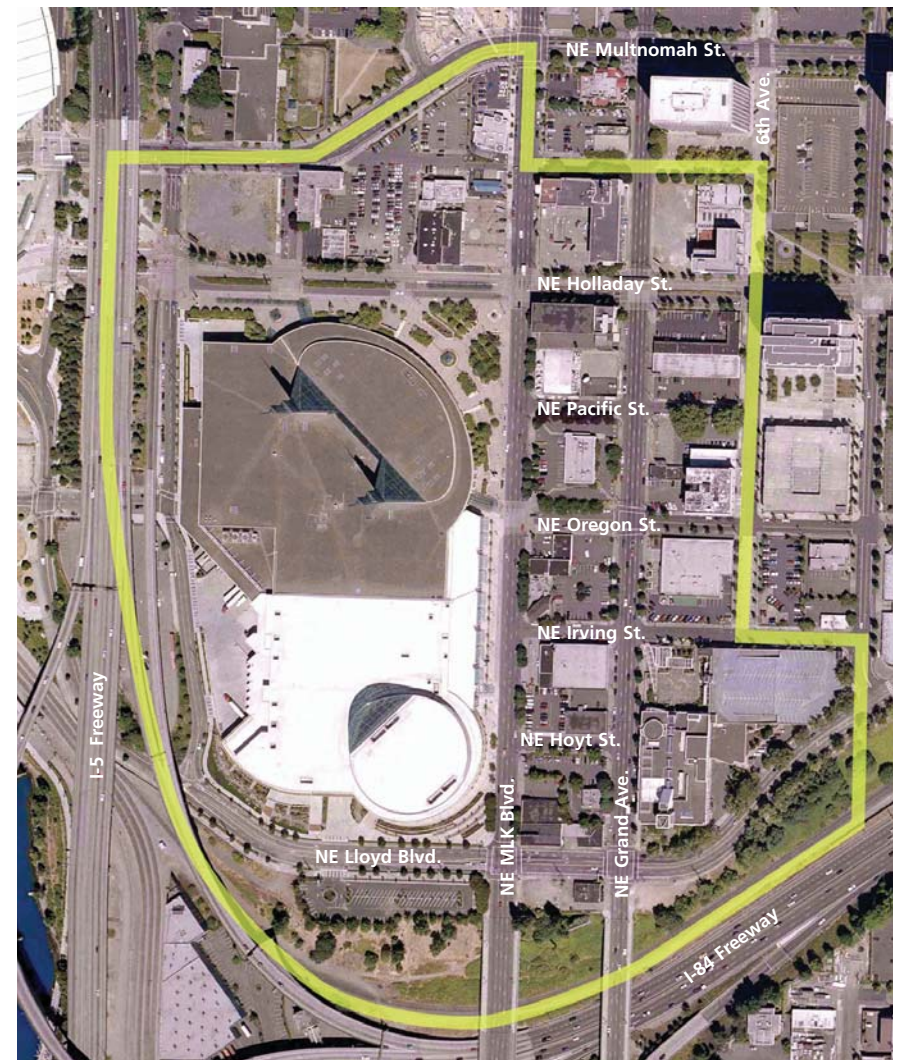
Early concept section at NE Holladay

Purpose of the Study

The Development Vision for the Oregon Convention Center Blocks (OCC Vision Plan) is an action plan for the sixteen blocks adjacent to the Oregon Convention Center in the Lloyd District of Portland, Oregon. The plan is an outgrowth of a previous study titled The Lloyd District Development Strategy, completed in July 2001. The strategy set forth a vision and implementation plan to guide public and private development in the Lloyd District. At the request of the Portland Planning Commission, an urban design framework for development sites was added to the strategy.

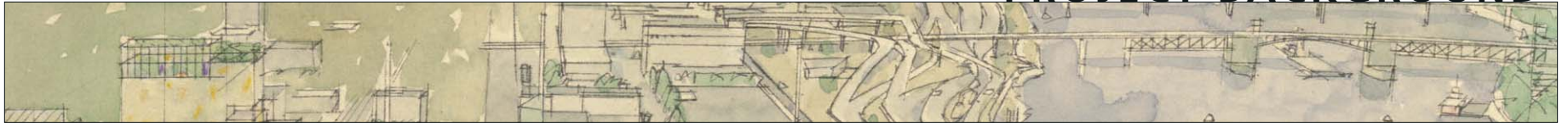
The OCC Vision Plan addresses a more specific area described in The Lloyd District Development Strategy in need of urban and development emphasis. The plan focuses on the significant development potential of these critical blocks adjacent to the OCC and anticipated Convention Center Headquarters Hotel. Using the Lloyd District Development Strategy as its base, the plan builds a more specific action-oriented focus for the blocks. The OCC Vision Plan also integrates the goals and redevelopment potential of the many positive activities underway or recently completed in the area including the Lloyd Crossing Sustainable Urban Design Plan, Burnside Bridgehead Development, east side streetcar, Rose Quarter development and the Vera Katz Eastbank Esplanade.

The study area of the OCC Vision Plan is bounded by NE Multnomah Street on the north, Sullivan's Gulch on the south, NE 6th Avenue on the east and the Interstate 5 (I-5) freeway on the west. The plan describes redevelopment potentials, promotes the convention and tourism industries and supports the economic development of the Lloyd District as a whole. In concert with the goals of the OCC urban renewal area, the OCC Vision Plan emphasizes implementation of specific development components that compliment and integrate into the central city while representing the attributes and values of the people who live and conduct business throughout the region.



The OCC Vision Plan study area

PROJECT BACKGROUND



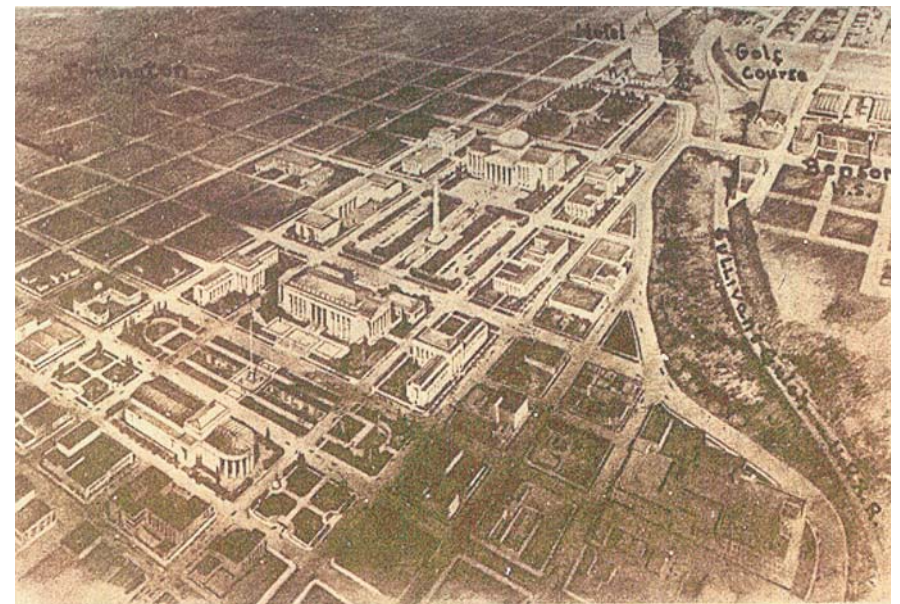
Project Background

The Lloyd District is important as a statewide commerce center in Portland. This area offers unique transportation connections and other amenities, and has land available to create a significant critical mass of development over the next ten years.

Currently, many people perceive the study area of the OCC Vision Plan as a “pass-through” part of the city. This perception is particularly interesting, given the fact that the Lloyd District is the city’s second largest employment center (after the downtown area). While close in to the core, the study area lacks an identity of its own and connectedness to the rest of the central city. Contributing factors include the physical and psychological barriers of large public attractions, development on superblocks, the I-5 and I-84 freeways, an active railroad, bluff topography and the Willamette River. However, the area is well served by many transportation alternatives including bus transit center, light rail transit (LRT), freeways, arterials, bike routes and other public infrastructure.

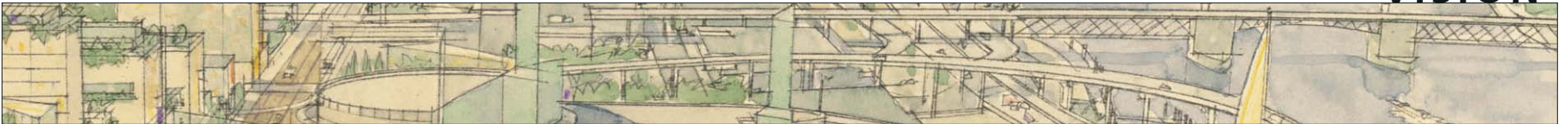
In spring of 2004 the Portland Development Commission selected a design and planning team made up of professionals from the fields of architecture, urban planning and design, landscape architecture, economics, hospitality, marketing, communications and events planning to commence work on the OCC Vision Plan. A Steering Committee of stakeholders included study area property owners, Lloyd District developers/owners, local community organizations, Trailblazers Inc., the OCC, TriMet, Portland Oregon Visitors Association (POVA), Metro, residents and others. The Steering Committee participated at key intervals during the process to guide the planning efforts and identify steps for implementation.

Individual interviews were conducted with property owners and developers to discuss potentials for redevelopment. A well-attended open house for public input was held in the fall of 2004, where participants reviewed the vision statement and plans. From these sources, PDC and the team gained additional insights that enriched the vision, concepts, plan components and development strategies that will make this a successful quadrant of the city. Additional project background information is included in the Appendices.



Ralph Lloyd's 1930s vision of a government center in what is now the Lloyd District

VISION



Mission Statement

The mission of the OCC Vision Plan is to establish a vital, cohesive, livable and marketable entertainment neighborhood in the sixteen-block area adjacent to the Oregon Convention Center, that supports the Lloyd District's

identity and the city's convention/tourism industries, and thereby increases long-term viability and the likelihood of near-term redevelopment.



View of the study area from the south

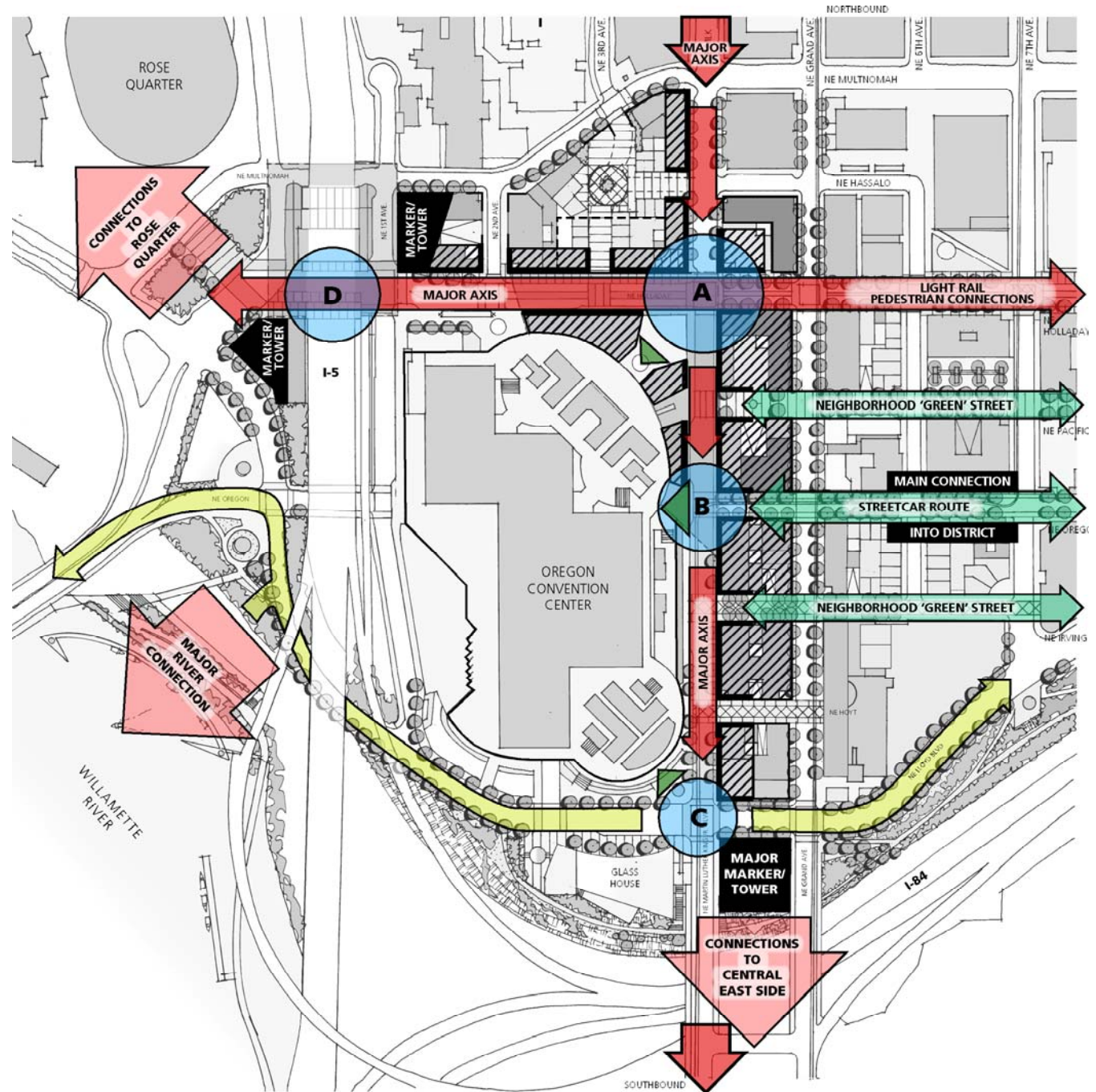
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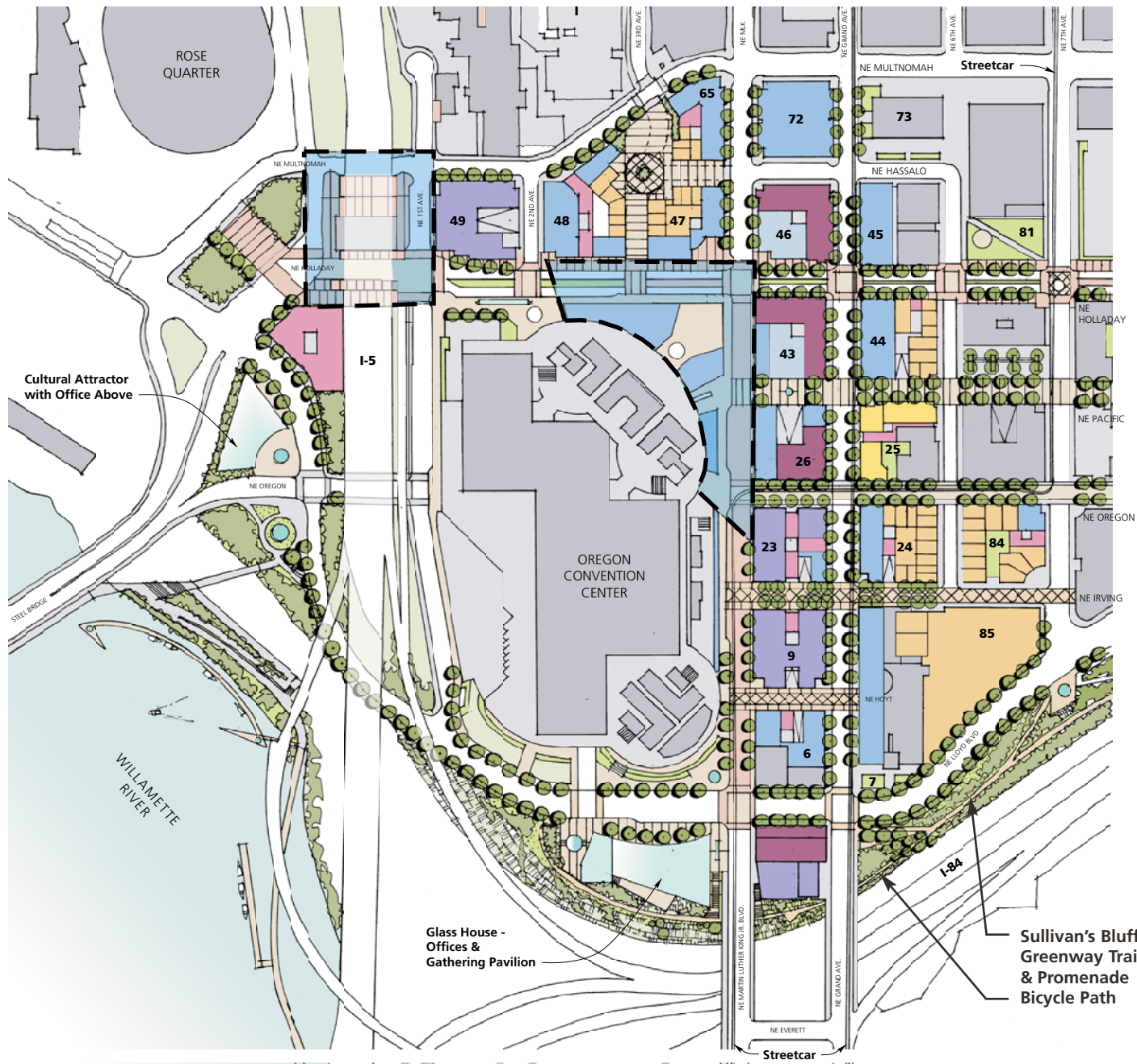
Urban Design Framework & Guidelines

- A** MLK & Holladay: This intersection is the gateway and main focal point for the northern end of the area. Main entries and retail activity are centered here. Light rail station and pedestrian activities link to an improved plaza at the OCC that contains cafés and boutique retail under cover. Pedestrian connections between the corners remain on-grade and not via skybridges or tunnels.
- B** This intersection contains the streetcar alignment and forms a pedestrian/transit link to the neighborhood to the east. Oregon Street will be the primary connection between the OCC area and the Lloyd Crossing district to the east.
- C** This intersection links the Sullivan's Bluff promenade with MLK at Lloyd Blvd. This is the south gateway to and from the district. It links a potential iconic tower between MLK and Grand with an opportunity for a signature "jewel" on the Sullivan's Bluff Green necklace. This prominent site overlooks the entire city, the river and Cascade Mountains to the east.
- D** This underpass connects the OCC Blocks to the Rose Quarter. With improvements, this pedestrian friendly environment will invite easy movement from both sides of I-5, linking the major venues of the district. Opportunities for major marker/towers at the southwest and northeast corners will create a "gateway" with the highway passing through.

Legend

-  MAJOR INTERSECTION, PEDESTRIAN ACTIVITY OR CROSSING
-  MAJOR RETAIL STREET 'ACTIVATORS' WITH PRIMARY FACE
-  PEDESTRIAN ORIENTED STREETS
-  PEDESTRIAN PROMENADE
-  BUILDING ENTRIES





Development Plan

The area of the development plan forms an "L" with the Oregon Convention Center cradled at the inside corner. This corner - MLK Boulevard at Holladay Street - is the primary center of the district, the "100% corner". Covered and connecting blocks to the north and east, the re-designed plaza transforms the Convention Center into a hub of activity that includes a light rail station, entries to major hotels, a major arterial (MLK), and a variety of vibrant urban amenities to connect convention visitors to the neighborhood, the city, and the region. An intense mix of entertainment, retail, office and housing, this area links to the Rose Quarter, the Willamette River, Lloyd Center, the Central Eastside and downtown Portland.

Legend

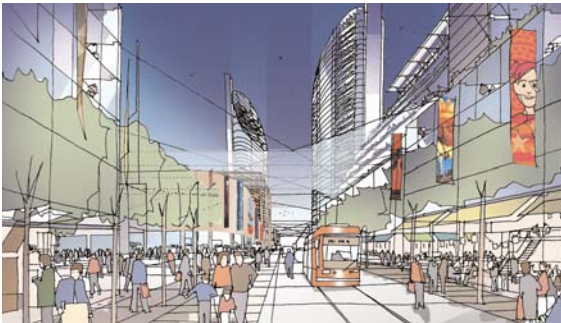
- OFFICE
- HOUSING
- RETAIL
- HOTEL
- ENTERTAINMENT/RESTAURANT
- EDUCATION
- EXISTING BUILDINGS
- PEDESTRIAN CONNECTIONS
- COVERED AREA
- GREENWAY

Bold number indicates block number

Vision

The vision for this vital urban neighborhood is described as an exciting place filled with entertainment and retail opportunities where themes of natural resources, outdoor recreation and the bounty of Oregon's economic, commerce and business landscape are expressed and celebrated. The appeal is intended for urban residents, adjacent neighbors and visitors alike. Through thematic programming, the neighborhood will offer ways to access and gain insight into the unique lifestyle and economic assets of Oregon.

Furthermore, an invitation will be extended to experience the region's spectacular natural beauty and partake in its rich diversity of products, demonstrated through its green and sustainable urban design. This vision calls for the city, developers and property owners to work with Oregonians and regional partners to develop urban attractions that showcase Oregon's industry, creativity and innovation.



Holladay Street looking west



Martin Luther King Jr. Boulevard with hotel concept



Oregon Street looking west



Grand Avenue view looking north



Early concept section at Martin Luther King Jr. Blvd looking east with I-84 at far right

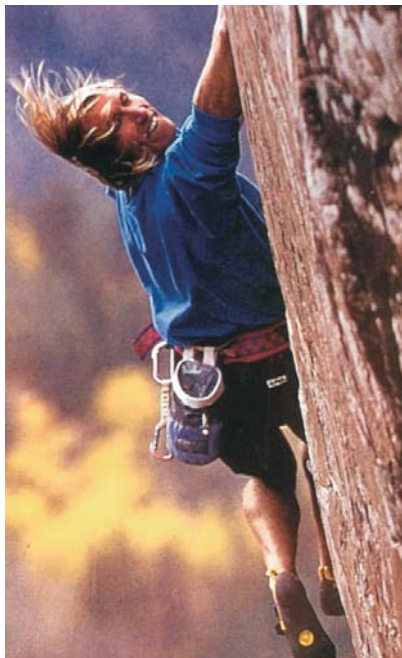
Themes & Identity

Creating a strong Pacific Northwest identity for the OCC blocks is intended to celebrate commerce and recreational activities of the region and appeal to residents and visitors alike. This new identity will require showcasing themes and development on multiple blocks in order to create a critical mass of impact. The OCC Vision Plan proposes three related themes as discussed in the following paragraphs.

The Cascadian Experience

The Cascadian Experience theme emphasizes outdoor recreation, healthy and active lifestyles, and fitness as practiced by many Oregonians. The theme underscores participatory and spectator sports in the region's natural

resources, such as sailing, skiing, bicycling, mountain climbing, kayaking, windsurfing and fishing. The Cascadian Experience includes promotion of local companies that manufacture and sell recreation equipment and apparel. For example, one retail establishment in the area might feature an active, all-season kayak stream, climbing wall or other water sport facility that is a product demonstration facility, participatory activity and a spectator attraction. A bicycling center might be located in the area that provides rentals for visitors to explore Portland's extensive bicycle trail system. Public art installed in the area would be themed around the proposed attractions and could be combined with wayfinding signage and/or media displays.



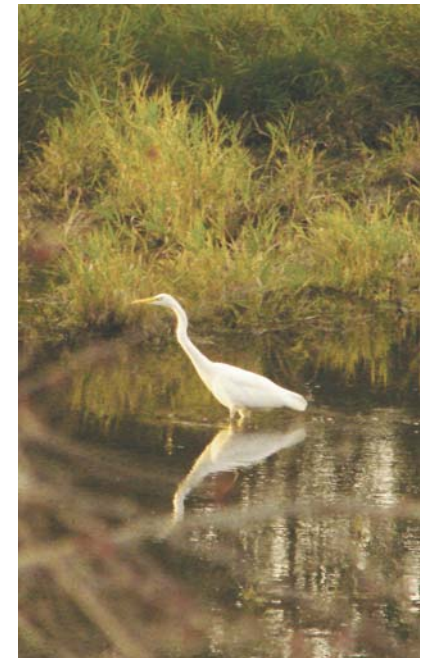
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Themes & Identity

A new visitor commerce and tourism distribution center with travel information is proposed for the ground level of Block 49 at NE Holladay & 1st Avenue. This center will be directly adjacent to the Rose Quarter Transit Center. The trip-planning center will link tourism, travel, recreation and entertainment offerings in the city and state in order to encourage visitors to explore, extend their stays and plan return visits. The trip-planning center will also provide information for local residents to connect with the opportunities offered in the Pacific Northwest. The center will activate the street level and help link the Rose Quarter, OCC and transit center. Parking could be developed on several floors of the block above the visitor center on the first floor. Housing, live/work or office space can be planned above the parking floors.

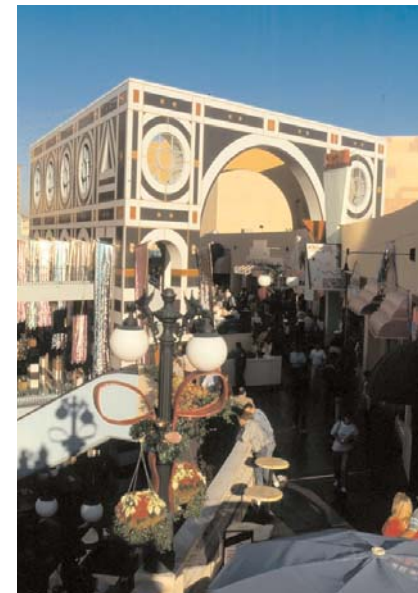
The Oregon Marketplace

A second, but related theme, will showcase the products and industries of the Pacific Northwest. This theme will feature a number of markets, clubs, restaurants, theaters, brew pubs, coffee houses and businesses that have an Oregon focus. The Oregon Marketplace theme will offer opportunities for promoting the region's industries: horticultural, high technology, creative services, green and sustainable design, engineering and development, biomedicine, etc. These industries can be expressed through use of media displays, recruitment of convention trades that relate well with local industries, and by providing office and retail space to house businesses in these trades. The OCC Blocks area can become a portal to Oregon's rich commercial offerings and can provide an interactive center for visitors and residents to explore the employment and business opportunities the region has to offer.

It is desirable to incorporate both of these themes throughout the entertainment, retail and business development of the OCC Blocks. The events and activities of the area will complement and enhance other entertainment venues and a planned public market to be located on the west side of the river in Old Town/Chinatown. There are many opportunities for synergies to take place across the river that will bring greater connectivity within the central city, and provide a stronger environment for increased tourism and business trade.



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Themes & Identity

Sustainability

Sustainability is the third theme identified in the OCC Vision Plan. It is a theme that underscores both the Cascadian Experience and Oregon Marketplace themes. As stated by William McDonough, at the World Affairs Council of Oregon International Speakers Series held in Portland on December 7, 2004, *"Portland is a showcase for a responsible culture and how it translates into built form and infrastructure. You are an international model for the world to be inspired by."*

Portland has an international reputation for being a leader in sustainability and green design on all scales. The level of thought and innovation in its products, urban design and development projects speak to the commitment to sustainability that both city officials and many private industries share. Examples include the state land-use and zoning regulations, the City's Architectural Design Guidelines, LEED-rated buildings and rooftop gardens, the region's alternative transportation systems, air and water quality programs, salmon recovery efforts, and parks and open space. The promotion and demonstration of sustainability and green design, which is vital to livability in the region, ties well with the Cascadian Experience and Oregon Marketplace themes. Promoting green design principles throughout all private and public projects in the OCC blocks is key to creating and maintaining this unique identity.

The 2004 Lloyd Crossing Sustainable Urban Design Plan describes an urban ecosystem in the Lloyd District in which individual property, neighborhood and public realms function together as an environmentally low-impact unit with high economic potential. The Lloyd Crossing Plan sets forth a vision for private redevelopment that achieves a very high level of sustainability in urban design, architecture, stormwater management and energy conservation. The Lloyd Crossing is intended to serve as a sustainable urban design model. The OCC Vision Plan works within the goals and aspirations expressed in Lloyd Crossing Plan (see Green Infrastructure).

Activity and Event Programming

On an annual basis, the Lloyd District hosts an impressive number of visitors. Figures indicate that approximately 500,000 users of the OCC are both conventioners from out of town as well as local residents attending community events or expositions. In addition, approximately 1.6 million people attend events and activities in the Rose Quarter. The Lloyd Center, Portland's oldest shopping mall, continues to attract 15 million shoppers, diners and seekers of entertainment annually. However, visitors tend to come and go from the transit stops or nearby parking facilities, rather than exploring or spending more time in the area. By extending these visits, this area can dramatically improve its economic performance. A tour center would feature activities, trips and transportation options for accessing the



Themes & Identity

Gorge and Cascades.

The potential for programming special activities and events in the Lloyd District, particularly the OCC blocks, is an essential ingredient to establishing a positive identity. Due to the episodic nature of the current visitor population for large events, it is suggested that new activities and events will give a reason for these groups to be more visible and mobile throughout the neighborhood and larger district, thereby expanding the total time of visitation, broadening audience interest and increasing the expenditure of dollars in the area.

Goals & Objectives

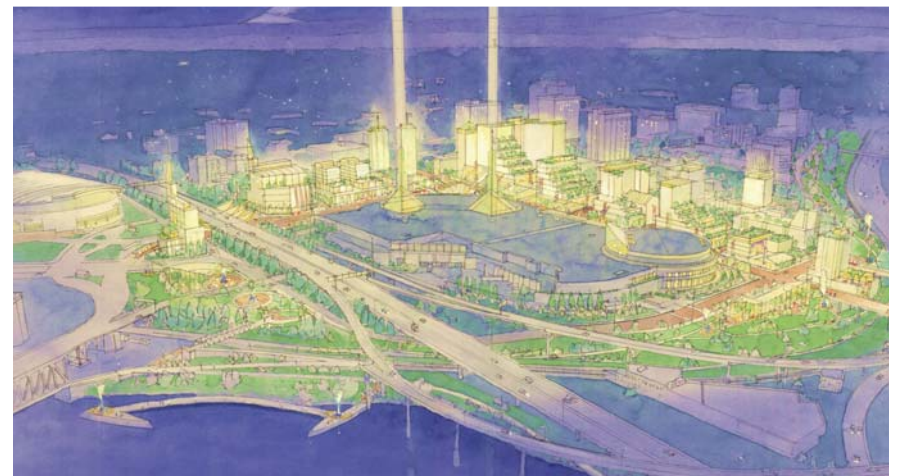
The purpose of the OCC Vision Plan is to prepare an urban design plan and development strategy to facilitate the redevelopment of the blocks adjacent to the OCC. The overall goals and objectives for redevelopment are as follows:

- A. Create a vibrant, sustainable 24/7 urban neighborhood.
 - Capitalize on the existing event-driven nature of the area by creating more continuous business and neighborhood activities.
 - Populate and enliven the streets.
 - Populate the neighborhood with housing and unique entertainment venues.
 - Build on the living history of the Lloyd District.
- B. Encourage greater density and mixed-use development.
 - Make a place in the city that has a distinctive and unique identity.
 - Showcase the regional character of environmental responsibility and sustainable development.
- C. Develop a regional entertainment identity that showcases and reflects the values and characteristics of Oregon.
- D. Improve access, circulation and connectivity within the Lloyd District and downtown; link to the heritage and future vision of the Willamette River.
- E. Maximize return on public investments.
- F. Increase employment opportunities in northeast Portland.



Present condition

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The proposed Entertainment District at night

Actions

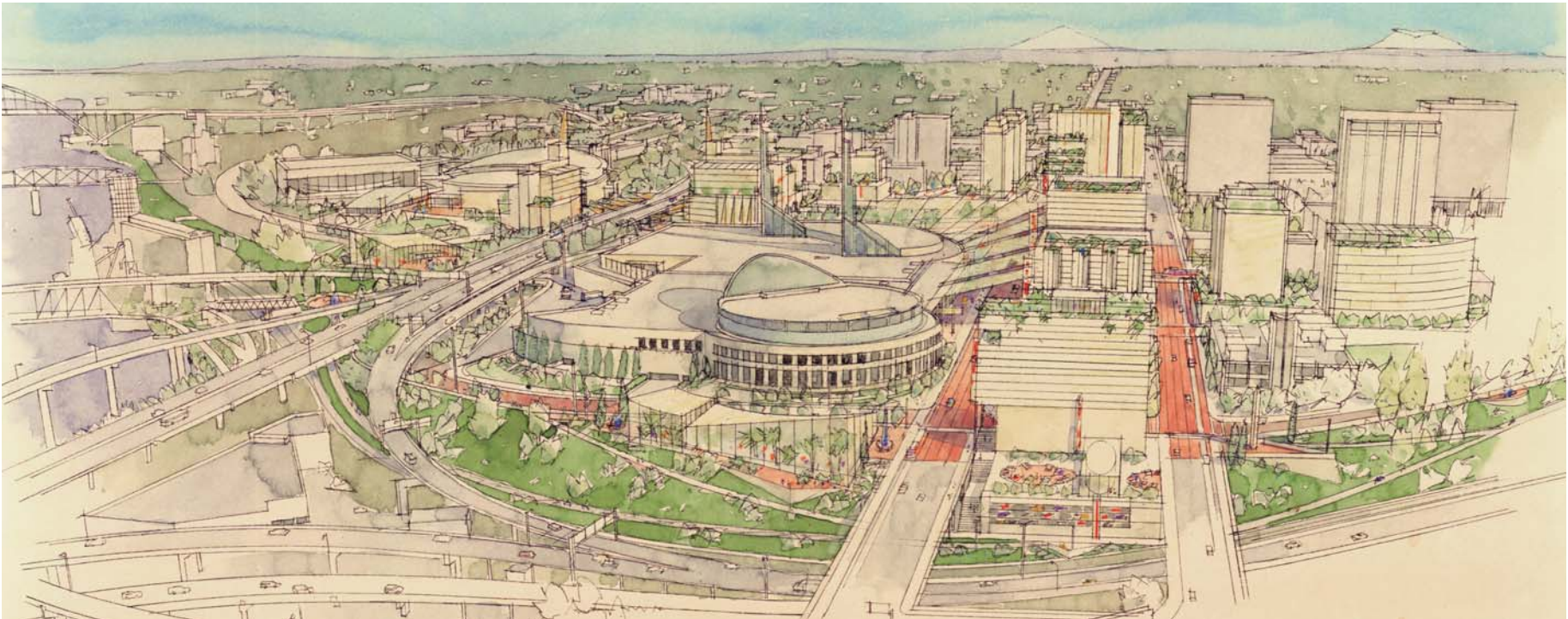
To implement the OCC Blocks Plan, the following actions are recommended. These actions and related components are discussed in greater detail under Development Strategy.

A. Create Neighborhood Identity

- Encourage a themed Entertainment District with shopping and tourism (See Themes & Identity). The Cascadian Experience theme emphasizes active outdoor recreation and natural resources. The

Oregon Marketplace theme introduces agricultural products food products and other green industries.

- Designate an identifiable center of activity in the area at the intersection of NE Martin Luther King Jr. Boulevard (MLK) and Holladay utilizing iconic architectural treatments, such as covering the intersection with a lightweight architectural glass canopy.
- Develop a substantial program of public art, including programmable media displays. Displays will be based on northwest



A concept for Sullivan's Bluff at the MLK/Grand couplet looking north

Actions

themes and incorporate and showcase events at the OCC.

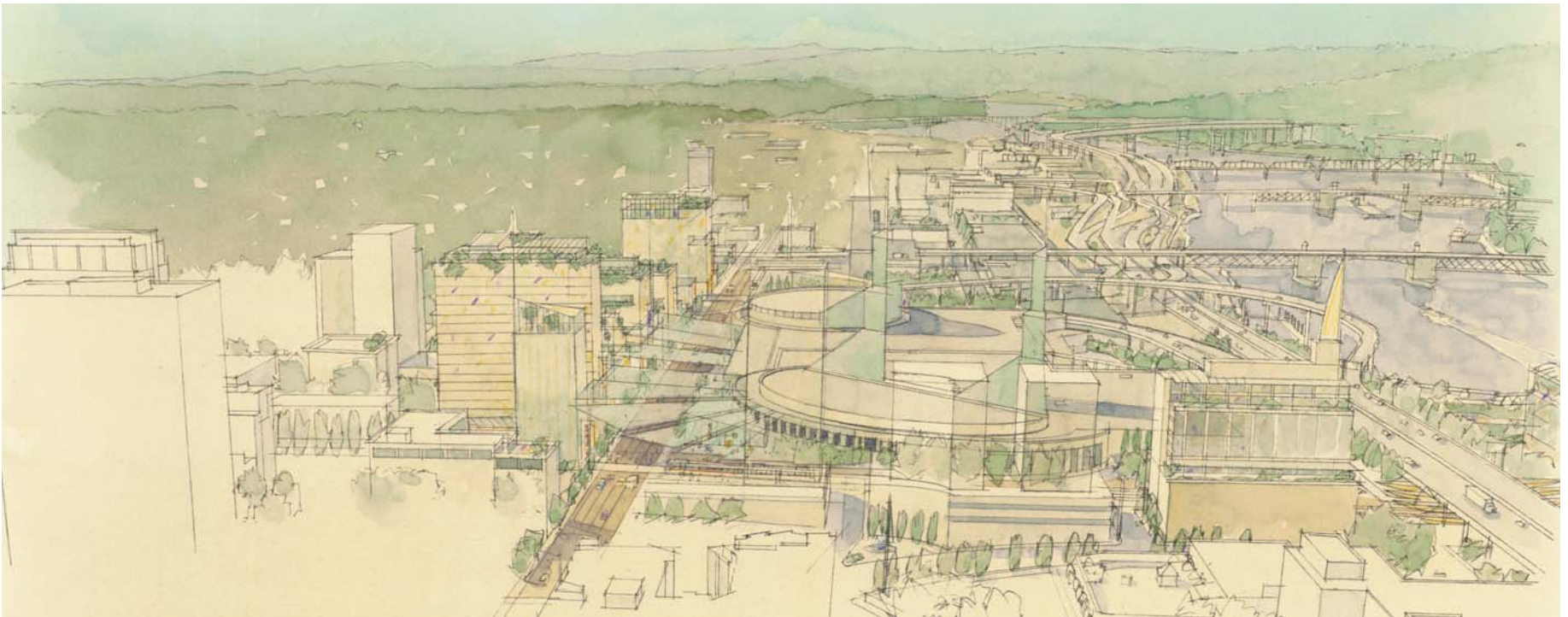
B. Encourage New Development within the Neighborhood

- Develop a Headquarters Hotel that contributes positively to the identity and orientation of the neighborhood, activity on the sidewalks and the local economy.
- Develop “gateway” buildings at the entrances to the OCC Blocks at I-5 & Holladay, I-84 & MLK/Grand and Lloyd & MLK.

- Foster mixed-use on infill blocks with shops and restaurants located on lower levels, car parking at mid-levels and residential or office space on upper levels.

C. Improve and Enliven the Public Realm

- Create a direct and convenient covered connection at the street level between the new Headquarters Hotel and the OCC. One possible solution is to extend a canopy across NE MLK.



A concept for covering the intersection at Holladay Street and Martin Luther King Boulevard looking south

Actions

- Create a new programmable, flexible public space at the northeast corner of the OCC. The space is envisioned to have special paving, furnishings, public art, media displays, food and coffee carts, and lighting. Cover the space for rain shelter.
- Infill between large commercial and entertainment venues with small-scale retail frontages of most blocks throughout the neighborhood to encourage shopping and dining, and to help activate the streets with people.
- Add small-scale glass pavilions or retail kiosks along the north and east facades of the OCC to create an interesting two-sided shopping street the length of the OCC.
- Showcase events and activities at the OCC by “wrapping” the building exterior with highly visible artist-designed and appropriately scaled information art and/or light displays.
- Calm traffic on NE MLK Boulevard and Grand Avenue to improve the pedestrian environment. For example, provide frequent crossings and traffic signalization. Narrow the existing four traffic lanes to reduce speed of traffic. No lane removal is recommended.
- Support TriMet’s transportation planning efforts to improve pedestrian connections and wayfinding at the Rose Quarter Transit Center.

D. Make Links to the City and Adjacent Neighborhoods

- Develop the Sullivan’s Bluff Greenway Trail as an active promenade and recreational route along NE Lloyd Boulevard.
- Develop the east/west streets of the study area with improved pedestrian environments, while providing for service and access to buildings.
- Build dramatic new architectural gateways to the neighborhood.
- Connect the three major destinations of the Lloyd District, namely

the OCC, the Rose Quarter and the Lloyd Center shopping mall, and connect to the planned Lloyd Crossing and Burnside Bridgehead projects.

- Support transportation and land use planning efforts that aspire to minimize or eliminate physical and psychological barriers posed by the I-5 and I-84 freeways.
- Proceed with plans by the Willamette Light Brigade to create dramatic night lighting of the Steel Bridge to emphasize the connection between the new OCC Entertainment District and downtown. Continue lighting the OCC towers.



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Actions

- E. Promote Sustainable Solutions
 - Capitalize on energy efficient and pedestrian-oriented transportation systems, including light rail transit, bus service and the planned eastside streetcar.
 - Incorporate environmentally responsible architectural planning and design such as green roofs, mixed-use development, flexible festival streets, visible urban stormwater facilities and Leadership in Energy Efficient Design (LEED) rated buildings.
 - Link to and utilize principles developed in the Lloyd Crossing Sustainable Urban Design Plan.

DEVELOPMENT CONCEPT



Urban Design Principles

How do the public spaces of the blocks within the study area contribute to the creation of a vibrant neighborhood and support the goals of the area? The following urban design principles describe ways to create connectivity and identity, along with specific actions to carry them out. The urban design principles are intended to address issues raised by the Planning Bureau as well as provide a broader context for this area within the Lloyd District.

Place-making at NE MLK BLVD and NE Holladay Street

The intersection of NE MLK Boulevard and NE Holladay Street is an ideal place to create a focal point for drawing together the activity and energy created by large anchor developments. The key intersection at NE MLK Boulevard and NE Holladay Street is the “100% corner” of the OCC blocks area. The new programmable public open space at the northeast corner of the OCC will activate the street and create a focus for the pedestrian environment (see Oregon Convention Center Improvements).

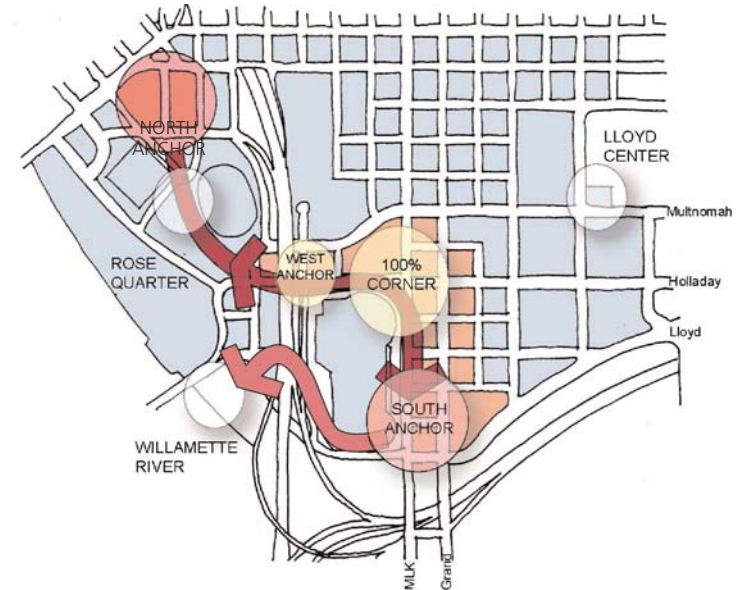
To emphasize and mark the center of the neighborhood and create identity, a dramatic cover is proposed to span the intersection of NE MLK Boulevard and NE Holladay Street. This cover will provide an all-weather connection between the Headquarters Hotel and the OCC, eliminating the need for underground pedestrian tunnels or sky bridges. This connection will support the notion of retaining people and visible activities on the street, not hidden above or below.

Multiple Connections

Connections beyond the OCC blocks study area to adjacent neighborhoods and amenities are integral to ensuring successful redevelopment in the area. Proximity to the river, the rest of the Lloyd District, inner eastside residential neighborhoods, the Rose Quarter (Rose Garden Arena and Memorial Coliseum), and the planned Burnside Bridgehead and Lloyd Crossing

projects is a valuable asset to the OCC blocks. Existing amenities and new projects will continue to play prominent roles in the design and redevelopment of the study area.

Over time, commuters that pass through the study area will witness the progress of redevelopment and the retail offerings of the OCC blocks. As development occurs along the east side of MLK, each intersection may be signalized, which will control traffic on the busy arterial and support a pedestrian-friendly environment. This population of commuters will contribute to the area becoming a more vital economic force in the central city. The themes and new identity will be noticed and appreciated by thousands passing through the neighborhood each day.



The pedestrian strand linking Broadway, through the 100% corner to Lloyd Boulevard

Urban Design Principles

The following connections will require improvements in order to encourage residents, visitors and employees of the district to use the OCC blocks more frequently.

- Connections to the Rose Quarter, Willamette River (and future water taxis), downtown, Old Town/Chinatown, Pearl District and Vera Katz Eastbank Esplanade are particularly hampered by the visual deterrence and psychological obstacle of the I-5 freeway. The on-street underpass connections to these amenities are currently uncomfortable for pedestrians. Loud traffic noise, dark corners of the underpass and little or no activity in the immediate area all contribute to the perception that the underpass is an unsafe environment. While long-range transportation plans may involve major changes to I-5, it remains a barrier for the foreseeable future. Improvements to the NE Multnomah and NE Holladay Street underpasses will help mitigate the perceived barrier at the north side of the study area (see I-5 & I-84 Crossings).
- South of the study area, the couplet of NE Grand Avenue and NE MLK Boulevard link the OCC blocks across I-84 to future amenities in the Burnside Bridgehead area and jobs in the central eastside industrial district. Currently, a large-scale five-block Burnside Bridgehead redevelopment project on East Burnside Street is planned just south of the OCC blocks study area. This development will include mixed-use retail, commercial office buildings and housing. The OCC Vision Plan has physical and commercial links to this project, thereby enhancing the potential for services to new residents and workers. Exploring opportunities in coordinating the development of these projects is an important task for developers and city staff. The freeway crossing at I-84 requires further improvements to create a more pedestrian-friendly

environment. In the Lloyd District Development Strategy it was envisioned that a major “green attractor” as a cap over I-84 would strengthen connectivity. This concept or similar improvement to lessen the burden of the pedestrian crossing should be pursued.

- The NE MLK Boulevard/Grand Avenue couplet is one of the few complete connections that travels through the region north to south. The OCC blocks are well situated as a focal point centered on the corridor. The couplet is a link from the OCC blocks north to one of the region’s most diverse neighborhoods. It also links to the NE MLK business district which is experiencing renewed activity and development. The OCC Vision Plan seeks to attract additional employment opportunities on the near eastside, thereby providing a quality environment, urban living opportunities and easy commute for local residents.
- On the south side of the study area along NE Lloyd Boulevard, sidewalks and bike lanes link to the river and the Vera Katz Eastbank Esplanade. However, passage under the I-5 freeway is unfriendly and wayfinding signage is lacking. Extending a pedestrian and bicycle greenway trail along Sullivan’s Bluff to the river will provide more inviting access and overcome the lack of connectedness (see Sullivan’s Bluff Greenway Trail).
- NE Holladay Street provides a major east-west connector via the LRT system. The employment and retail offerings to the immediate east of the study area provide additional opportunities for connecting the OCC blocks within the central city. The OCC Vision Plan encourages further development of connections to the office corridor along NE Holladay Street and to the Lloyd Center.

Urban Design Principles

- The OCC blocks have great potential to make connections to regional tourism offerings through the proposed identity and thematic programming, and the proposed tourism distribution center to be located in the study area.
- Making connections from the OCC blocks to the Lloyd Crossing study area is beneficial for capitalizing on the green and sustainable goals and practices outlined for Lloyd Crossing. The two areas are connected along NE MLK Boulevard, NE Grand Avenue and NE Holladay Street. The OCC Vision Plan recommends knitting together the two neighborhoods through streetscape design, pedestrian improvements, and the use of sustainable design and principles.

Public Art Displays & Visual Activity

Art and electronic media displays will underscore Oregon themes in the OCC neighborhood and create a dramatic and varying visual magnet. Public art has potential to set this area apart from other places in the city. Special displays and lighting will be very effective for creating a new identity and entertainment ambience. Themed imagery components of the displays may have a sponsorship program to help bring private revenue to the area. In addition, art shows and temporary installations would enhance activities at the OCC.

These types of public art displays are unprecedented in Portland and the region, and have the potential to become a tourist draw. The City of Portland has recently adopted legislation to encourage such works through a series of “visual easements” and mural approval procedures to expedite and heighten the artistic content and quality of each display. Portland has a strong tradition in developing its public art collection and this approach would further extend that reputation.

The Pedestrian Realm & Streetscape

It is important to entice the current workforce (approximately 10,000 persons in the Lloyd District) out of nearby office towers to help energize the area and populate the streetscape. Northeast Holladay Street, as the major spine of the neighborhood, was redeveloped during the light rail transit project as a pedestrian-friendly street with generous sidewalks, transit stations, reduced automobile traffic, lighting, benches, special paving and street trees. It is also a connector to a series of small privately developed open spaces with NE Holladay Park at its eastern end. Northeast Holladay Street can easily connect the pedestrian workforce of the Lloyd District to the OCC blocks for lunch or for dining and entertainment after work, as attractions and venues are developed.

Streetscape and pedestrian enhancements are key to making a more interesting and distinctive neighborhood. The streets must be more inviting, friendly, “green” and safe. The scale of the large attractions, office towers, super blocks and automobile-oriented development is a challenge to be overcome in order to accomplish identity and livability in the area. The OCC blocks need to express the walkable scale that is so appealing in downtown Portland, the Pearl District and many other neighborhoods in the city.

The OCC Vision Plan recommends acknowledgement of the hierarchy of streets and intersections. Northeast MLK Boulevard and the 100% corner of NE MLK/Holladay Street would attain the highest level of use and intensity. The next highest level of intensity is NE Holladay Street, NE Grand Avenue, and the intersection of NE MLK and Lloyd Boulevards. These are followed by the smaller local cross streets of Pacific, Oregon, Irving and Hoyt. It is anticipated that future development will reflect the character of the street where it is located. Building entries will be oriented to serve the appropriate function of the street, whether the development is a hotel, retail, service facility or parking.

Urban Design Principles

Some of the smaller east-west streets are dead ends, yet they have important potential for improved connections and emphasis for pedestrians. These streets (NE Pacific, Oregon, Irving and Hoyt Streets) allow for convenient access to Metro and office buildings to the east, including the Bonneville Power Administration, One Liberty Centre and the State of Oregon office building. Smaller scale rights-of-way and reduced through-traffic make these side streets ideal for urban design elements such as special paving, street trees, lighting, public art and furnishings. These streets may provide opportunities for “festival streets” where the pedestrian and vehicular realm is shared and can occasionally be closed for neighborhood street fairs, conference events or festivals. This plan recommends maintaining pedestrian throughways, if not full pedestrian/auto/transit, through the OCC blocks.

This plan further recommends additional transportation modeling and stakeholder input as to whether the 200 x 200 foot grid should, under all circumstances, be maintained, or whether some larger multi-block developments would be allowed in the area. It is desirable to provide for the greatest amount of flexibility in pedestrian connections while allowing the theme and entertainment visions of this study to be implemented.

Traffic Calming

Traffic calming on NE Grand Avenue and NE MLK Boulevard is essential to creating an improved pedestrian environment. Pedestrian crossings and streetscape improvements will attract more visitors and make the area safer. Traffic calming measures will slow vehicular speeds without significantly affecting volumes of traffic.

Several ways to accomplish traffic calming include:

- Signalization at important intersections on the couplet of NE MLK Boulevard and NE Grand Avenue

- Narrowed lanes of travel
- Curb extensions that decrease the pedestrian crossing distance
- Parking on the east side of NE MLK Boulevard
- Increased pedestrian facilities and, therefore, activity within the public realm
- Introduction of streetcars on NE Grand Avenue and NE MLK Boulevard
- Covering key areas that link the Headquarters Hotel, LRT and the OCC



Urban Design Principles

Transportation and Parking

As stated, one goal of the OCC Vision Plan is to convey and practice sustainability and green design in the area. A significant public investment of mass transit infrastructure has already taken place in the OCC blocks. Improvement of pedestrian-oriented streets will further encourage the use of the existing mass transit. Orientation and wayfinding to transit stops and public venues is an important component to add (see Pedestrian Wayfinding Program).

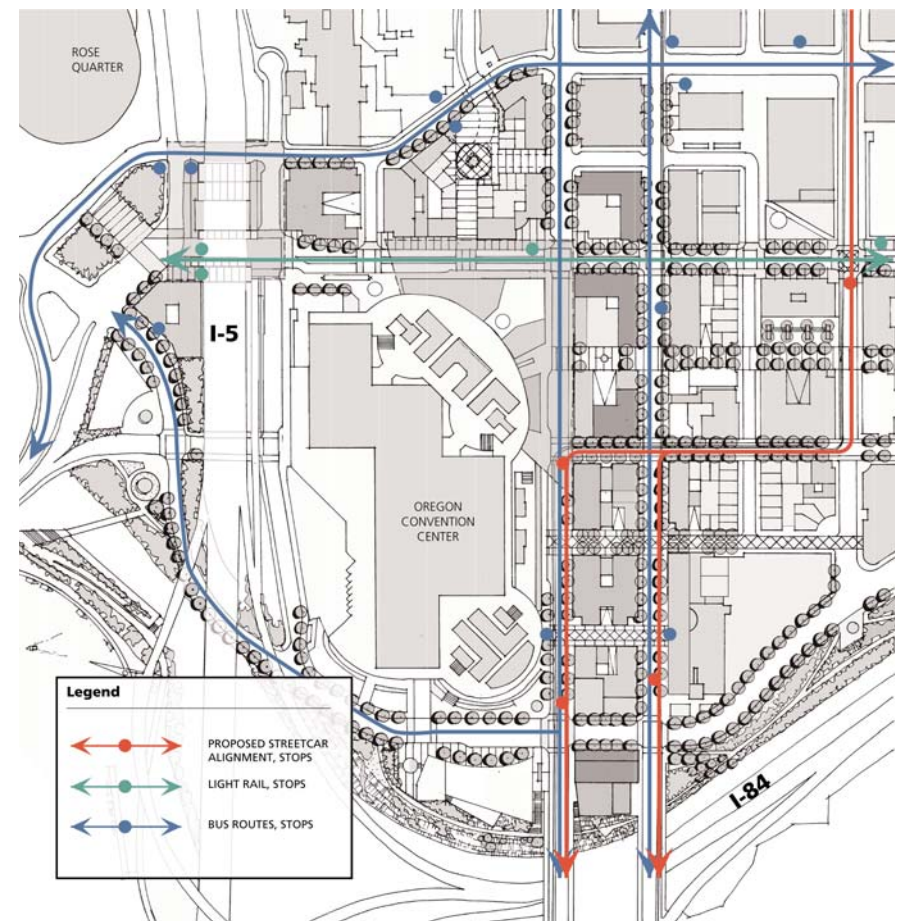
While the area is well served by bus, light rail and bike routes, integration of parking within the new development remains a concern. The OCC blocks currently have a number of surface parking lots that do not contribute to an inviting pedestrian environment. Current zoning does not allow parking on the ground floor of buildings or require parking as a condition of development. Off-street parking for private development will need to be accommodated in garages either underground or above the first floors. Parking, as a building podium above ground floor retail, can be used to elevate housing or office development to improve views.

The OCC Vision Plan recommends orienting parking ingress/egress on side streets as much as possible, so as not to interfere with active ground-floor retail, entertainment and restaurant uses. It is also recommended that the facades of buildings be treated in such a way that the parking levels are not apparent to the pedestrian or passer-by. One possible solution for screening parking along NE MLK Boulevard is the use of media and art displays as discussed under “Public Art Displays”.

Eastside Streetcar

Portland’s streetcar program has met with a great deal of success in downtown, the Pearl District and northwest neighborhoods. The streetcar

was recently extended on the west side to Riverplace, with anticipated expansion to the new South Waterfront redevelopment area and the City of Lake Oswego.



Urban Design Principles

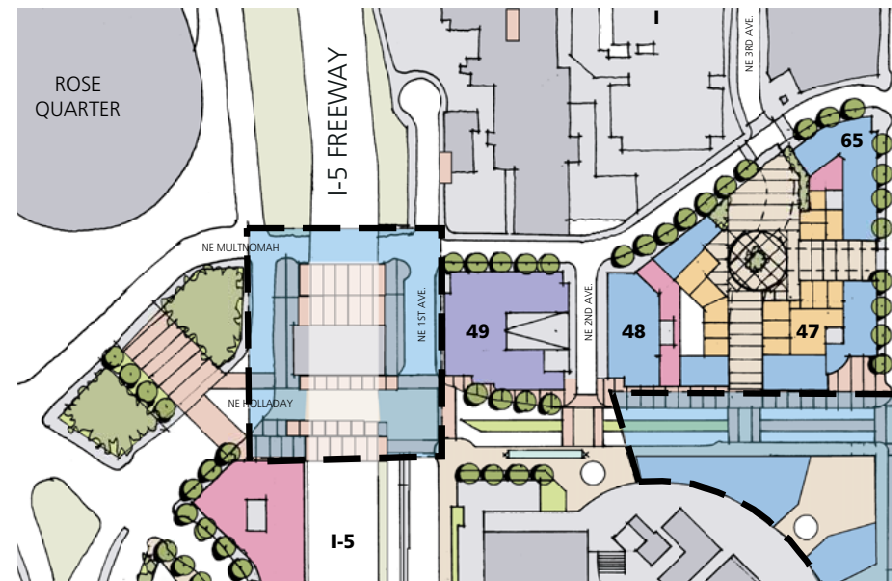
The planned eastside streetcar is anticipated to pass through the OCC blocks, further enabling people to use this form of mass transit. While the exact streetcar alignment has not been determined for the east side, plans indicate that the northbound line will likely utilize NE Grand Avenue and the southbound line will follow NE 7th Avenue to NE Oregon Street, then proceed south on NE MLK Boulevard, intersecting with the LRT and many bus routes already in place. The streetcar is expected to extend south to the Oregon Museum of Science and Industry. On the north it will cross the Willamette River using the Broadway Bridge.

I-5 & I-84 Crossings

Physical connections to other parts of the city and region include the existing freeway network and future river transportation such as water taxis and tour boats. As stated, the I-5 & I-84 freeways remain physical and psychological barriers in the city, particularly in the OCC blocks. The freeways are obstacles to connections within the area, to the river and to downtown, yet the transportation links are important. City and state officials and transportation planners are currently evaluating options for improving the freeway loop in the central city. For the short term, improvements to the crossings are recommended and are very much needed to link the study area to the central eastside, the Rose Quarter (and its mass transit hub) and the river.

Improved pedestrian connections under I-5 are being developed by CH²MHill and the Portland Department of Transportation is now working on additional designs. This study examines the I-5 underpass pedestrian spaces on NE Holladay and Multnomah Streets to create a more inviting, dynamic and attractive portal. Issues include safety, acoustics, pigeons, central wayfinding and aesthetics. Short-term improvements of the underpass will play an important role in the improvement of the identity of the OCC Blocks.

The OCC Vision Plan also supports an improved crossing of the I-84 freeway at NE MLK Boulevard and NE Grand Avenue. The corridor currently links automobiles and buses efficiently over I-84, but neglects the needs of the pedestrian and bicyclist. The Lloyd District Development Strategy recommends “capping” the overpass of I-84 between NE MLK Boulevard and NE Grand Avenue for development of a major park. The OCC Vision Plan supports the long-term vision set forth in the Development Strategy, but further recommends improvements to the pedestrian and bicycle amenities until such time funding is available for major reconstruction of the overpass. Short-term improvements could include expansion of the sidewalk, creation of a structural buffer between the pedestrian/bike corridor and auto travel lanes, a small median strip, on-street parking, reduced traffic speed and narrowed auto travel lanes.



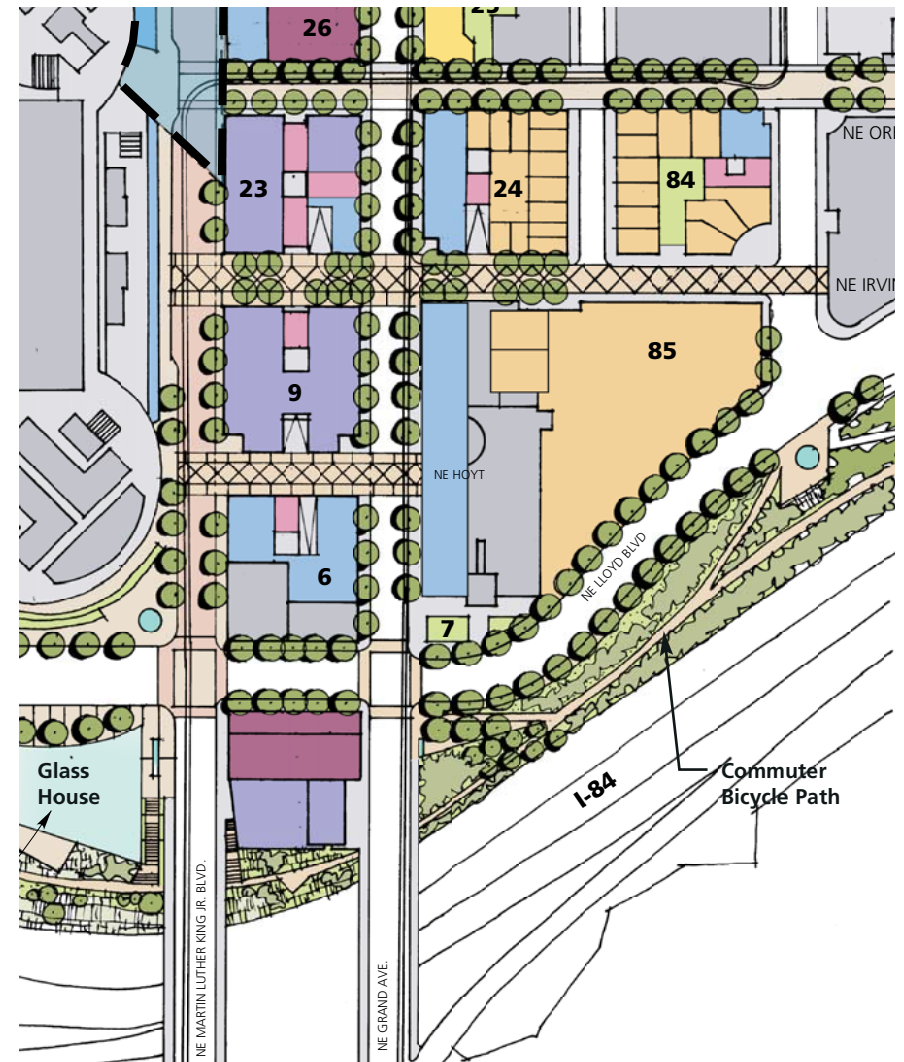
Urban Design Principles

Sullivan's Bluff Greenway Trail

Sullivan's Bluff is by far the most dramatic and under-utilized available land in the Lloyd District. It could be transformed into a spectacular showcase of urban forestry, regional flora and fauna and sustainable demonstration gardens. It has potential to provide a memorable image at the south boundary of this new urban neighborhood. The City, in partnership with area stakeholders such as Metro, is considering a new recreation/commuter bike and pedestrian trail to the river along the south boundary of the OCC blocks called the Sullivan's Bluff Greenway Trail. The trail will extend eastward through the city along the I-84 freeway corridor. The new trail will become an important enhancement and connection from the study area to the inner northeast and southeast neighborhoods of Irvington, Sullivan's Gulch and Kerns, and follows the recommendations of a 1999 report titled, Eastbank Riverfront Neighborhood Access Study, prepared by Mayer/Reed. The OCC Vision Plan recommends the City and Metro elevate the priority of the planning and design of the Sullivan's Bluff Greenway Trail.

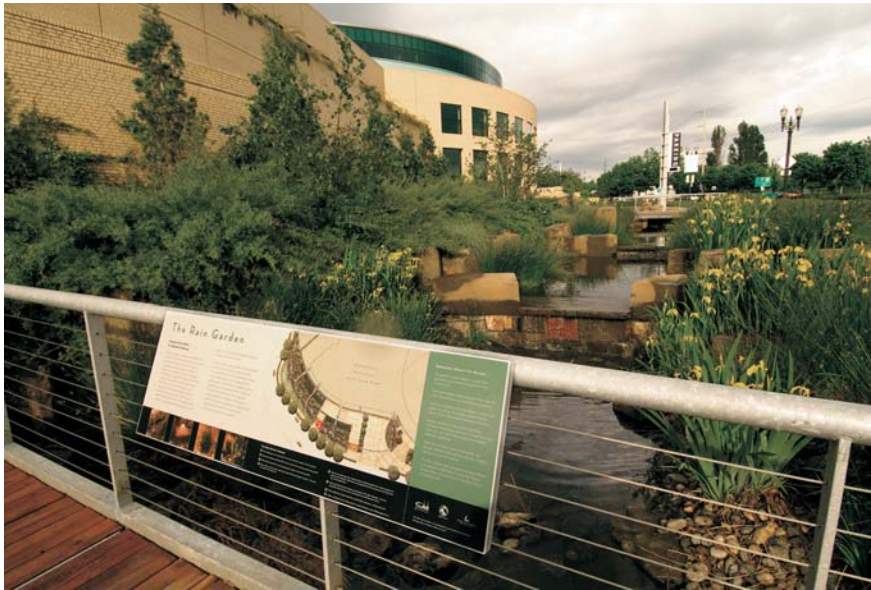
Green Infrastructure

The Lloyd Crossing Sustainable Urban Design Plan and Catalyst Project, completed in July 2004, promotes a vision for an urban ecosystem that is a model for "green", sustainable and economically viable infill development in the Lloyd District. The model demonstrates "an environmentally low-impact unit with high economic potential". Furthermore, the plan demonstrates strategies for urban densities, place-making, energy efficiency, air quality, mass transit, urban habitat, water conservation and stormwater treatment that should be incorporated in all new projects. The Catalyst Project, as a high-rise scenario, is an example of design for mixed-use development that incorporates many of these concepts and strategies.



Urban Design Principles

Completed in 2003, The Rain Garden at the OCC expansion is a visible and tangible demonstration of Metro's and the City's commitment to green infrastructure strategies. The Rain Garden stores, treats and filters all stormwater runoff from the Convention Center's 5.5-acre expansion, thereby reducing impacts to the storm sewer system on Portland's inner east side. This approach to urban stormwater management should be applied to the entire Lloyd District where practical. Each new block development will be required by the City to examine ways in which stormwater is managed in accordance with the Bureau of Environmental Services' regulations. In addition, the development of green roofs on buildings is another method for reducing runoff and detaining rainwater.



Stormwater concepts of the Rain Garden could be applied to the entire southern boundary of the district

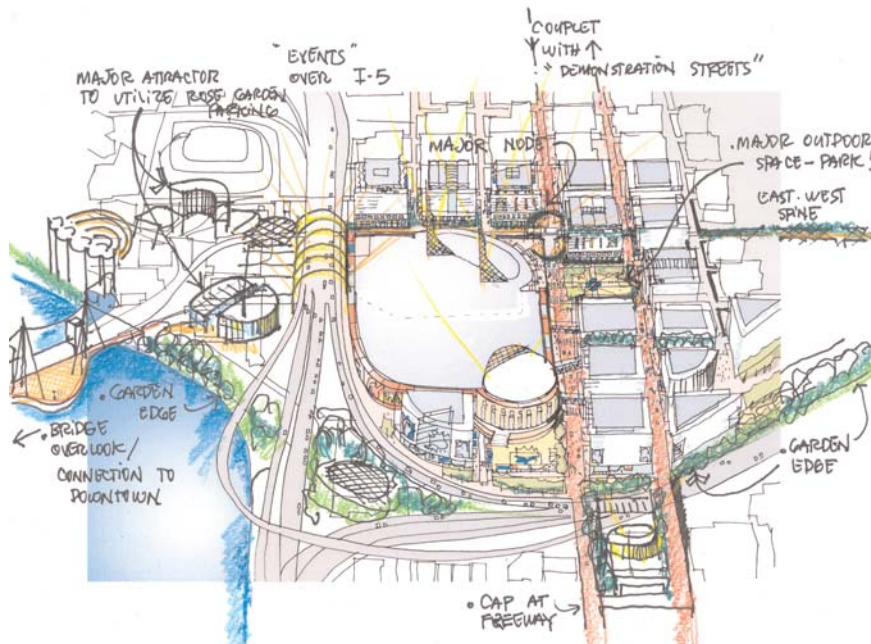
On a larger scale, two additional areas hold possibility for stormwater treatment. One area includes the landscape zones flanking the freeway within the I-5 right-of-way owned by the Oregon Department of Transportation. These areas could become important visual gateways as well as stormwater treatment areas for the north part of the Convention Center. As the freeway alignment changes or is placed subsurface, this right-of-way should be considered as a site for stormwater treatment for the larger district.

Another area for district stormwater management is the Sullivan's Bluff Greenway, where linear bioswales that treat and filter runoff from the trails and streetscape could be integrated with the pedestrian and bicycle trails.

Pedestrian Wayfinding Program

In May 2003, the PDC and Portland Office of Transportation commenced a design program for development and installation of pedestrian-oriented informational and directional signage in Portland's central city. Boundaries for the project include the downtown area within the I-405 loop and across the river to the Lloyd District. The wayfinding system will create clear, attractive and easy to understand signage for locals and visitors to reach transit stations, urban features, neighborhoods, districts and other destinations. The program will allow visitors to discover new city attractions and safely navigate around Portland. The signage system will greatly increase the visibility of attractions in the Lloyd District and will also aid pedestrians in finding connections. Installation of the signs will begin in early 2006. The OCC Vision Plan recommends that the wayfinding program be expanded throughout the inner eastside especially as it relates to Lloyd District connections.

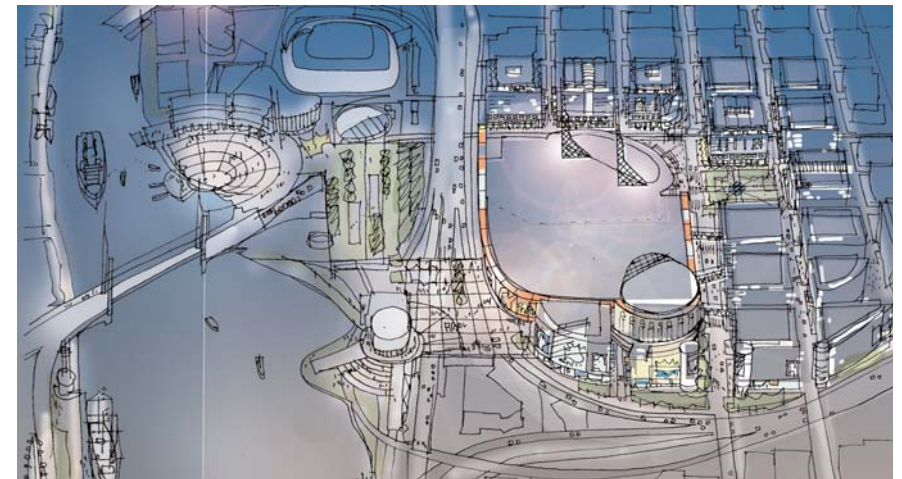
Urban Design Principles



Early concept diagram of the OCC Vision Plan



The 'Green Necklace' forming the south boundary of the district from 15th to Broadway



Early idea for riverside attractions

Development Opportunities

Hotels

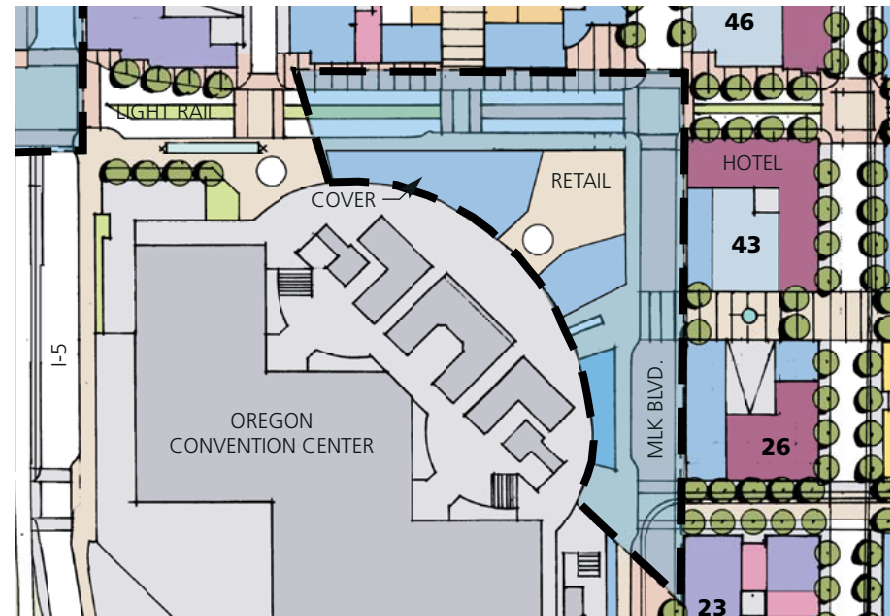
The Headquarters Hotel is the most significant and imminent catalyst project in the study area. In fall of 2004, the PDC issued a Request for Proposal (RFP) for development of a hotel to be located within two blocks of the OCC. Responses were received in late December 2004 and the PDC selected a team and entered into negotiations in October 2005. The hotel will be a unique, “green”, high-quality, full-service facility, with a target opening date in 2009.

So that it will become an asset to the Lloyd District and particularly the OCC blocks, the OCC Vision Plan recommends that the Headquarters Hotel be unique to Portland and incorporate the identity themes and goals. Architecturally, it is recommended that the hotel be of the highest quality environmental design and contribute positively in its height and mass to the skyline of Portland’s east side. It should be exemplary in environmentally responsible design.

The Headquarters Hotel must be an important activator of the public realm. At street level, it is envisioned that the hotel will help activate the surrounding blocks with restaurants, cafes and other retail venues that create an invitation to pedestrians. The hotel has great potential as the anchor at the southeast corner of NE MLK Boulevard and NE Holladay Street, the key intersection of the OCC Vision Plan. The design of the hotel could incorporate a glass canopy or other covering at the intersection in order to provide site-specific neighborhood identity and sense of arrival. The covering could provide weather protection for hotel guests to cross to the OCC at street level. This plan encourages ways for pedestrians to use sidewalks as surface routes, rather than crossing via a sky bridge or through an underground tunnel, to better ensure that the public realm is populated and visibly active (see Place-making at NE MLK Boulevard and NE Holladay Street).

There is also potential for development or expansion of smaller, “boutique” hotels in the area and on adjacent blocks in the Lloyd District. Boutique hotels are defined as having less than 200 rooms, and being specialty, upscale or non-branded. These hotels can further enhance the themes and would fit well within the redevelopment program outlined in this study.

Currently, the existing Red Lion Hotel Portland–Convention Center, the Courtyard by Marriott and Doubletree Hotel Portland/Lloyd Center are located within walking distance of the OCC and are used to serve conventions and other business in the Lloyd District and downtown. Some of these hotels have plans for expansion or remodeling as momentum in the area builds and markets expand.



Development Opportunities

Oregon Convention Center Improvements

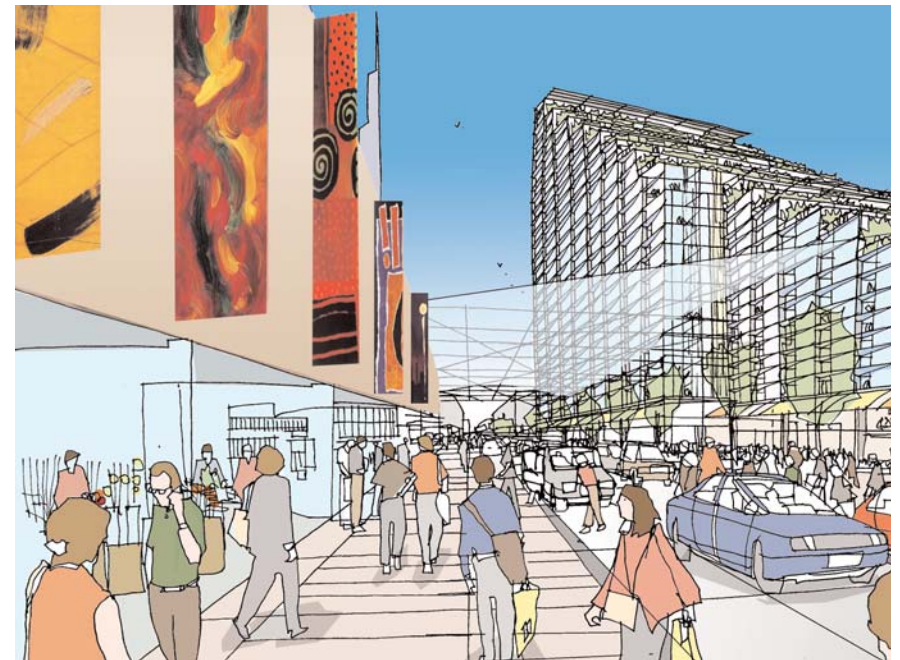
An opportunity envisioned for the Oregon Convention Center is to create a focus of activity at the “100% corner” of NE MLK Boulevard and NE Holladay Street. It is recommended that this corner be redeveloped from a passive building entry to an active, programmable public open space as well as a gateway to the OCC. As a dynamic and lively gathering area and outdoor activity venue, this space can be programmed for a variety of events that range from community and city-wide venues to public events that showcase the conventions or trade shows that are in town. Activating this space has great potential to take the life of the OCC to the street in a more public way through special lighting, displays, events, colorful banners and appropriately designed electronic media/images. The space would have retail establishments such as cafes, coffee shops, vending carts and small shopping venues to enliven the street even when there is not a convention in progress. Additionally, the space would be covered to accommodate outdoor activities in all weather conditions, and illuminated with exciting, artistic visual media displays.

Along a portion of the east and north sides of the OCC, glass enclosed retail spaces are proposed in the area between the sidewalk and the building. Retail offerings may be themed and tourism-oriented, but also be attractive to the neighborhoods and employees of the entire Lloyd District.

The Metro Exposition-Recreational Commission currently holds a parcel of land used as a surface parking lot for expansion of the OCC. The OCC Vision Plan features a Glass House on this site. The Glass House will be developed primarily for convention center hospitality events, but will also be available for local community events. The Glass House is envisioned to be a dramatic architectural landmark. It would be an amenity like no other in the city, given the spectacular views of the river and downtown. It would also be a focal point along the Sullivan’s Bluff Greenway Trail.

Entertainment

The development of entertainment opportunities are directly tied to the Cascadian Experience and Oregon Marketplace (See Themes and Identity). Along with larger-venue entertainment opportunities, development of smaller scale entertainment venues that are compatible with the OCC and Rose Garden Arena is an essential ingredient of the 24-hour community. These may include restaurants, theaters, sporting venues, music clubs, brewpubs, cultural facilities and sport gym/studios. It is recommended that these entertainment facilities, to the greatest extent possible, play up the Cascadian Experience and Oregon Marketplace themes.



A unique hotel with covered pedestrian crossings

Development Opportunities

While other neighborhoods in the central city offer adult, nighttime entertainment, the OCC Vision Plan recommends day- and night-time venues as well as family entertainment. These entertainment offerings would be developed to attract residents of the Lloyd District, surrounding neighborhoods and the larger region. Ideally, entertainment will help to retain visitors for longer stays. To remain economically viable, these businesses will need to function on a daily, non-event driven basis, while accommodating the episodic groups of people attending larger events.

Retail

An important component of the plan is an improved image and identity or “brand” for the area and to express the Oregon experience through its retail offerings and entertainment. In order to make the area distinctive and compelling, “authentic Oregon” needs to be reinforced. Expressing the characteristics and lifestyles of Oregon will be a draw for residents of surrounding neighborhoods as well as showcasing the region for visitors and related tourism industries.

New commercial retail establishments are very desirable in the study area as contributing to the attractions and sustainability of the neighborhood. A broad mix of places to eat and small specialty shops geared toward the Cascadian Experience or Oregon Marketplace themes will help support the consistent identity of the OCC blocks.

Properties with orientation to the cross streets between NE MLK Boulevard and NE Grand Avenue offer opportunities for small-scale retail establishments on both sides of the streets. These streets will be designed in accordance with adjacent development as places to stroll, linger and relax. Again, the street appeal is geared towards both residents and visitors, and creating an atmosphere for people to meet.

Office Development

Northeast Holladay and Multnomah Streets in the Lloyd District have been very successful in the development of a healthy commerce center of private and institutional office towers and as an extension of the central city business district. The area currently holds 10,000 daytime employees and is expected to grow to 20,000 over the next 20 years. The Lloyd District offices have experienced fairly high occupancy rates the past few years, weathering downturns in the economy quite well. Its proximity to downtown and competitive pricing have allowed the Lloyd District to thrive as an office corridor. Amenities including public transportation, freeway access, proximity to Lloyd Center and available parking have helped bolster the market.

Office use alone does not create a 24-hour community or support retail in the same way that a mixed office and housing neighborhood will. Office uses would be best combined with retail on the ground floor and, where possible, housing above to create a diverse area that enlivens the streets day and night. It is intended to allow for flexibility in response to market demands, recognizing that while housing is currently more in demand than office space, that could change in a number of years. While the OCC blocks are thought to be equally suited to housing or office use, a balance of both should be accommodated.

Housing

Urban housing within the Lloyd District and adjacent neighborhoods is essential to creating a vital 24-hour neighborhood. Residential development is described in the Lloyd District Development Strategy as, “...an opportunity to generate activity and strengthen the market for office, retail and leisure development in the District.” Given the current market for inner-city housing and urban living in Portland, the OCC blocks’ convenient

Development Opportunities

location in the central city and its mountain and city views make housing a viable infill development opportunity. In fact, apartments and condominiums will likely drive the redevelopment of the OCC blocks to their highest and best economic use. When properly designed, housing can be compatible with mixed-use retail and entertainment venues.

Currently there are several “pioneer” condominium and rental apartment projects in the vicinity, and more are planned in the adjacent Lloyd Crossing and Burnside Bridgehead projects. City views and elevated topography make the Lloyd District an attractive location for additional urban housing development. It is foreseen that the OCC blocks will incorporate some housing within its boundaries, but will also be reliant upon adjacent areas to round out the market demand necessary for retail and entertainment. In the OCC Vision Plan, housing is a viable use on the upper floors (above parking) throughout the study area. Properties along NE Holladay Street and NE Grand Avenue offer an inviting environment for housing development dictated by market forces over time.

Flexible Space for Infill Development

In order for the OCC blocks to grow with the demands of the market, it is proposed that smaller infill development could take place in the near term. There is, however, a concern about under-building the area with this approach, so structures should be constructed with the anticipation to receive additional upper stories of development in the future. It may be possible to develop some blocks with flexible building shells at a less-dense level that are designed to “grow” with demand. Smaller buildings could feasibly be built in the short-term while allowing for expansion of the structure vertically over time. Despite the additional expense of new construction, this idea of building flexible structures provides potential to meet a growing market and to reach the goal of a vital 24-hour

neighborhood. Interim uses in the smaller-scaled, less-finished buildings could include structured parking or live/work space.

The OCC Vision Plan does not specifically prescribe blocks suitable for housing or office use, but sets forth a strategy for creating a flexible architectural envelope that can adapt and build-out as the market dictates. For example, interim parking decks could be constructed at 12 feet rather than 10 feet to allow for the option of converting to office or housing space in the future. These types of flexible and recyclable buildings are consistent with sustainability goals and identity. They have tremendous potential to add a mid-level or finer-grained urban fabric to the neighborhood until the market dictates a need for greater capacity.

APPENDICES



Appendix A - Economic Viability

COMMERCIAL USES

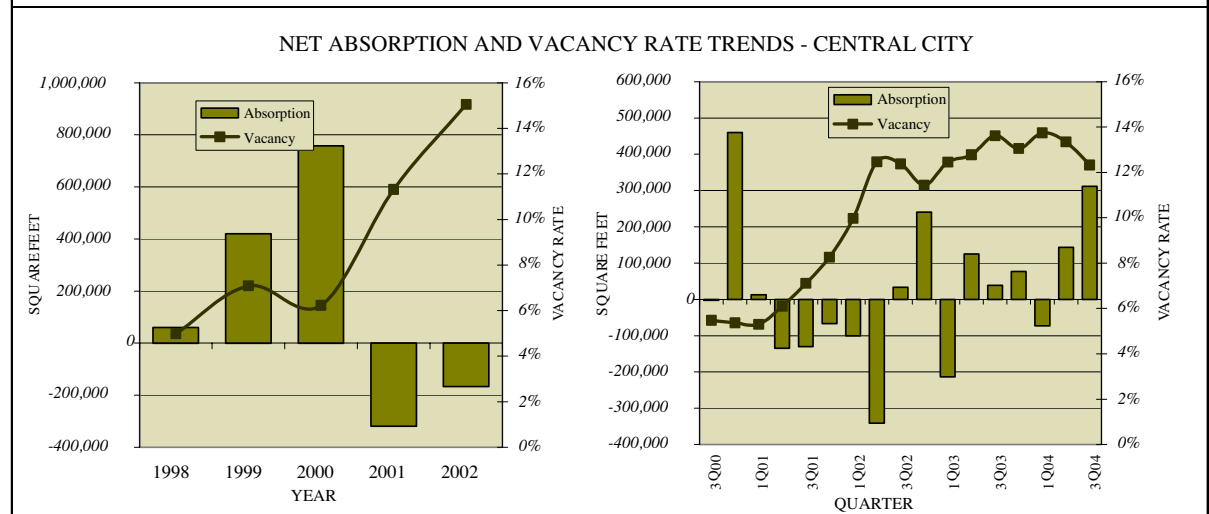
The following pages address the financial viability of the OCC Vision Plan. While programs for potential development products are suggested herein, these are offered as general guidelines for organizing development activity in the OCC blocks rather than prescriptive solutions. As a result, program development is not at a level of specificity adequate for project-specific costing and pro forma analysis. Actual development programs are intentionally flexible within the design and the general viability of constituent elements reported as relevant to the entire study area.

A number of commercial uses have been envisioned in the study area, including a mix of entertainment retail, office and ground floor retail uses. This section discusses the general viability of these uses in the OCC blocks.

Speculative Office Space

The OCC blocks are considered to be part of the City Center office sub-market, which had an overall vacancy rate of 12.3% (14.4% including sublease space) at the end of the third quarter of 2004. The overall vacancy rate in the Lloyd District was lower than the overall City Center, at 8.0% direct or 8.3% with sublease space.

	Speculative Inventory	New Construction	Inventory Adjustments	Net Absorption	Vacancy		Vacancy	
					Direct	Sublease	Direct	Total
BREAKOUT BY SUBMARKET								
CBD	21,047,812	0	795,666	43,610	2,826,989	449,270	13.43%	15.57%
CBD Perimeter	1,567,850	0	-563,506	100,947	64,132	55,982	4.09%	7.66%
Lloyd District	2,406,453	0	-193,944	166,946	192,722	6,997	8.01%	8.30%
Total	25,022,115	0	38,216	311,503	3,083,843	512,249	12.32%	14.37%



YEAR END 2003 CONDITIONS

Class	Year Built	Address	Total SF	Vacant SF	Vacancy Rate	Asking Rate	Lease Type
A	2002	1201 Lloyd Blvd.	222,684	157,991	71%	\$18.00-\$20.00	NNN
A	1997	650 NE Holladay	270,000	3,988	1%	\$24.00	Gross
A	1974	500 NE Multnomah	236,796	0	0%	n/a	Gross
A	1970	700 NE Multnomah	241,248	18,390	8%	\$18.00-\$21.00	Gross
A	1981	825 NE Multnomah	428,325	4,009	1%	\$22.50	Gross

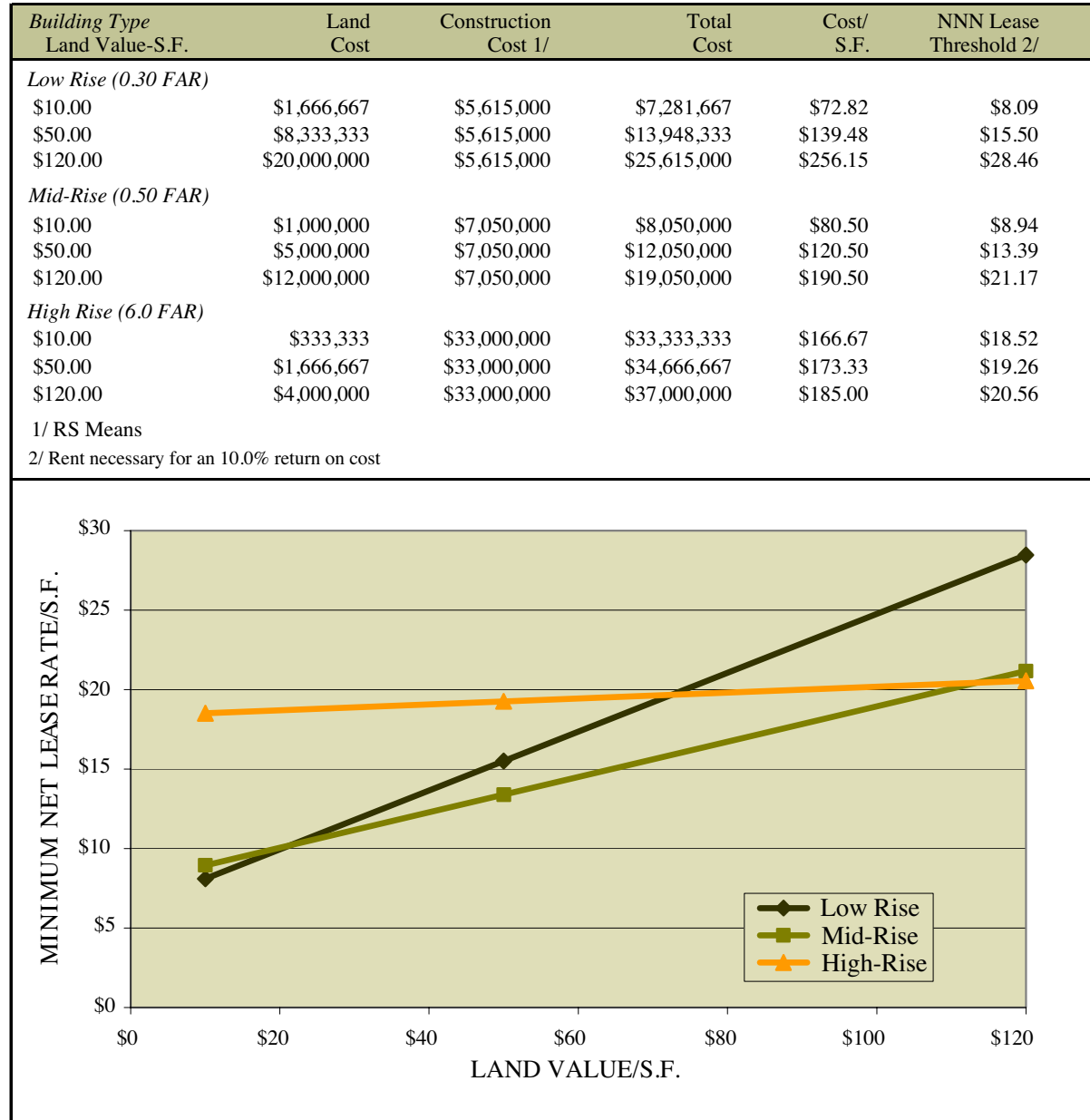
Source: CoStar Group & Johnson Gardner LLC

Appendix A - Economic Viability

Near the OCC blocks, direct vacancy in Class A Office space was estimated at 15% at the end of 2003. Most of the vacancy in the area can be attributed to the 1201 Lloyd Building which came on line in 2001 when the Portland office market was flooded by a wave of new construction. Over half of the space in the building had not been absorbed at the end of 2003. Since that time, occupancy in the area has increased substantially.

Estimated achievable rents for a new office building in the OCC blocks would likely range between \$18 and \$22 per square foot net. Some sites in the OCC blocks might be best suited for owner-occupied office space given the superb visibility and the opportunity for signature signage in the area.

Speculative office space represents a viable development form in the area under current quoted rent levels, but softness in the larger Central City market will likely keep effective rates somewhat depressed. Over the next few years, achievable lease rates are expected to rebound in the district to a point in which new office space construction is once again supportable in the area. Current lease rates in the area are somewhat below what is necessary to support high-rise construction, particularly if structured parking is required.



Appendix A - Economic Viability

Entertainment Retail

As previously discussed, the two themes proposed for entertainment in the area are the Cascadian Experience and the Oregon Marketplace. These two themes have the opportunity to be expressed in different entertainment development concepts. The Cascadian Experience is a specific "Destination Development Complex," while the Oregon Marketplace is a more general "Cultural and Entertainment District". The table at right outlines characteristics of these two concepts based on definitions developed by the Urban Land Institute.

Destination development complexes, which represent a definable real estate development project, can be either stand-alone or incorporated into a broader cultural and entertainment district. Cultural and entertainment districts typically have required significant public intervention to initiate, as they involve multiple property owners.

Both of the themes and concepts of the OCC Vision Plan are focused around an "Oregon-centric" branding effort, with emphasis on local tenants.

The viability of either of these major concepts is dependent upon a wide range of variables, and

	CULTURAL AND ENTERTAINMENT DISTRICTS	DESTINATION DEVELOPMENT COMPLEXES
General Definition	Urban areas that have been revitalized as leisure destinations through the development and renovation of properties and public spaces and the attraction of desirable tenants	Cohesively managed complexes with tenants, similar to traditional retail centers. Tenant mix has an emphasis on entertainment, dining and entertainment-oriented retail. The goal is to capitalize on the drawing power of a destination, lengthen patrons' visits and broaden their spending profile.
Anchor Regional	Destinations: stadiums; arenas; convention centers; performing-art centers	Entertainment (i.e., Metreon, GameWorks, cinema, Imax) Dining/Bar (i.e., ESPN Zone, PF Changs, Wolfgang Puck) Retail (i.e., Borders Books, Discovery Channel, NikeTown, REI)
Examples Old	Pasadena, Third Street Promenade (Santa Monica), Baltimore's Inner Harbor, Denver's Lower Downtown	Metreon, San Francisco Camden Yards, Baltimore One Colorado, Pasadena Denver Pavilions, Denver Pacific Place, Seattle
Players Government	Initiative	Private sector developer, often with public partner
Benefits	Increase in property values Increased local employment Decreased crime Improved Civic Image	Definable project with strategic tenantry.

there are examples of these projects being completed with a continuum of public participation. Projects such as One Colorado in Pasadena required public bond financing for parking garages, while The Third Street

Promenade in Santa Monica used publicly funded parking. Projects such as Pacific Place in Seattle, arguably in a significantly more marketable location, received no public funding.

Appendix A - Economic Viability

At this point in time, there is insufficient specificity with respect to program or location to comment authoritatively on the viability of these uses in the study area. The preliminary assessment is that a variant of the concept would be successful in the area, as well as complementary to existing and planned uses. Further research needs to be conducted with developers experienced with master planned entertainment concepts to ascertain the area's ability to support the necessary scale of development as well as any required public assistance.

Ground Floor Retail

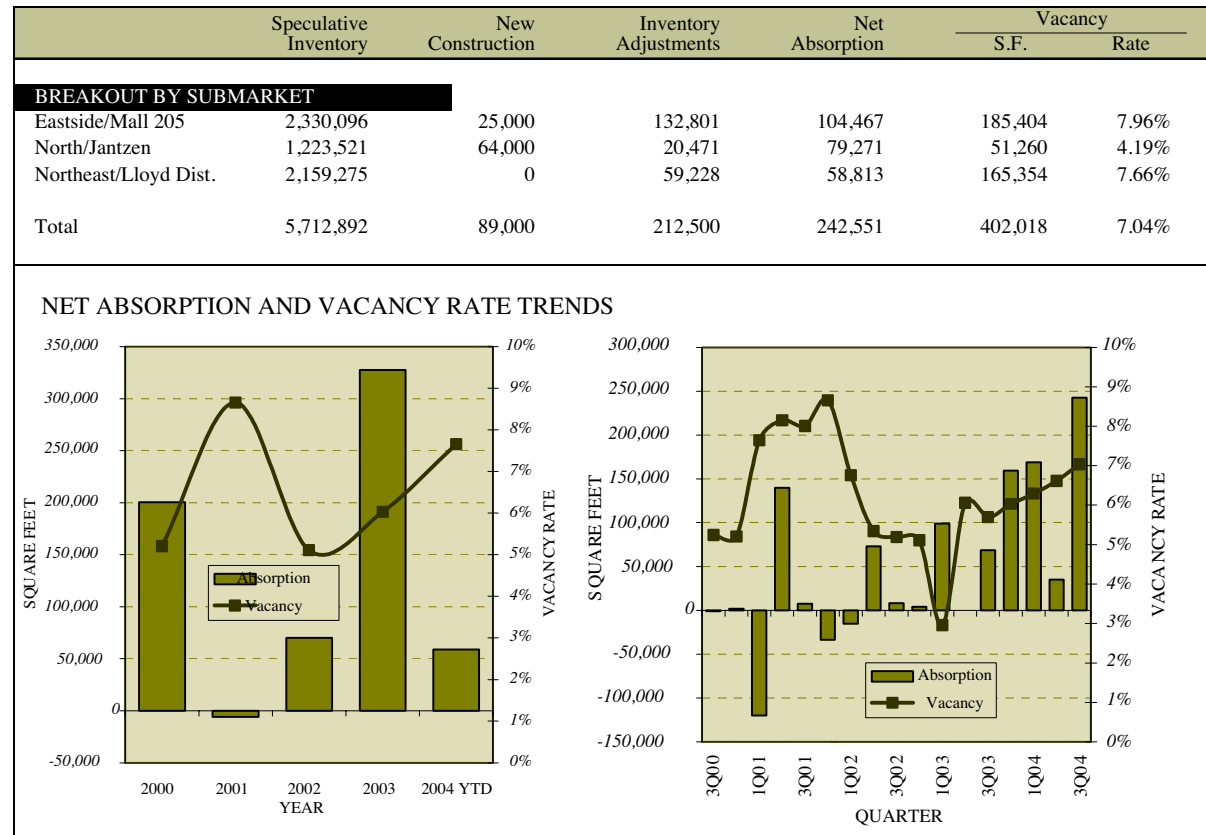
The OCC blocks are part of the close-in eastside sub-market, which had an overall vacancy rate of 7% in the third quarter of 2004. Although this rate is lower than that of the overall Portland retail market, vacancy in strip/specialty/urban retail, which predominates the OCC blocks, was higher than the Portland average at 24.6%.

Specialty retail space along the Broadway/Weidler corridor at Irvington Place and the Lloyd Place Apartments is currently leasing from \$18 to \$20 net. The Merrick (See Rental Apartments) is also currently leasing ground floor retail space, marketed at \$24 to \$30 psf net. Based on these comparables, it is expected

that retail space in the study area could support net lease rates in the \$18 to \$25 range, depending upon location and parking.

While none of the concepts being evaluated includes stand-alone retail space, it remains

viable in this area. Ground floor retail pro formas indicate that the lease rates can be achieved with street parking. Providing structured parking for these uses quickly erodes the near-term viability.



Appendix A - Economic Viability

PARKING

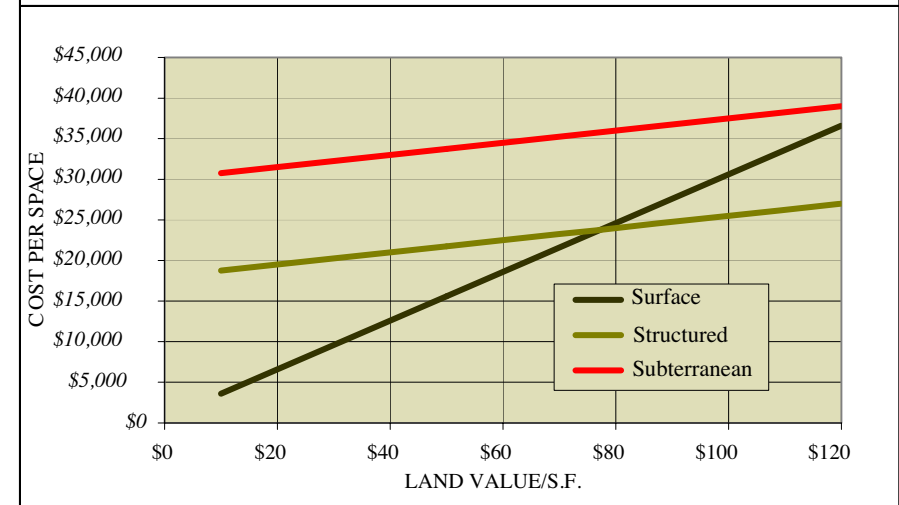
Within the study area, the cost of structured parking is a significant limitation with respect to achieving the envisioned forms of development. The cost of this type of parking exceeds what can be justified on a financial basis by current anticipated revenues in the Lloyd District. The cost of structured parking ranges from approximately \$12,000 per space for above-ground structures to over \$35,000 for subterranean spaces.

While structured parking is not expected to be a stand-alone revenue generator in the area, it remains an essential program element to sell condos, rent apartments or lease commercial space. As a result, any losses resulting from unrecoverable parking costs must be borne by the remainder of the development. Reducing parking costs to the extent possible is therefore critical to overall viability. A generalized pro forma was prepared to evaluate the relative cost of providing surface and structured parking assuming alternative land values. As shown in the following table, surface parking is substantially less costly to provide when underlying land values are relatively low. However, surface parking does not promote an improved identity or add to the pedestrian amenities of the area.

Land values in the study area are expected to range from \$35 to \$85 per square foot. Under these values, surface parking or structured parking represents the most cost effective way to provide parking. Using the rough cost estimates presented in the previous table, the cost for traditional structured parking does not become competitive with surface parking until land values approach \$75 per square foot.

Parking Type Land Value-S.F.	Land Cost	Construction Cost	Total Cost	Monthly Amortization 1/
<i>Surface Parking</i>				
\$10.00	\$3,000	\$600	\$3,600	\$29
\$50.00	\$15,000	\$600	\$15,600	\$126
\$120.00	\$36,000	\$600	\$36,600	\$295
<i>Structured Parking 2/</i>				
\$10.00	\$750	\$18,000	\$18,750	\$151
\$50.00	\$3,750	\$18,000	\$21,750	\$175
\$120.00	\$9,000	\$18,000	\$27,000	\$218
<i>Subterranean 2/</i>				
\$10.00	\$750	\$30,000	\$30,750	\$248
\$50.00	\$3,750	\$30,000	\$33,750	\$272
\$120.00	\$9,000	\$30,000	\$39,000	\$314

1/ Assumes 100% financing, 20 year loan term at 7.5%.
2/ Assumes four story structure



Appendix A - Economic Viability

RESIDENTIAL USES

The following pages address the financial viability of the OCC Vision Plan. While programs for potential development products are suggested herein, these are offered as general guidelines for organizing development activity in the OCC blocks rather than prescriptive solutions. As a result, program development is not at a level of specificity adequate for project-specific costing and pro forma analysis. Actual development programs are intentionally flexible within the design and the general viability of constituent elements reported as relevant to the entire study area.

Residential development in the Lloyd District has largely been targeted towards price-sensitive households employed either in the district or on the west side of the river. The extension of TriMet’s “Fareless Square” into the area has increased the district’s marketability for these households.

Rental Apartments

There are a few recent examples of market-rate rental apartment development in the Lloyd District. The most recent and notable example is The Merrick. The Merrick is a mid-rise project developed by Trammell Crow Residential adjacent to the study area. The mid-rise project has underground parking as well as ground floor retail uses. The project offers studios, one- and two-bedroom units, primarily targeting singles and young professionals.

Initial pricing at The Merrick was set at approximately \$1.60 per square foot. Later adjustments were necessary due to slow lease-up, yielding an overall weighted average rent level of \$1.46 according to a survey completed by Johnson Gardner in the summer of 2004. Rent levels have shifted significantly since that time, with quoted rents for studios rising

while quoted rents for larger units have dropped. The project is currently offering up to two month’s free rent with a one-year lease, indicating ongoing marketing difficulties. Discussions with property managers indicated a concern regarding the level of new rental supply coming on-line in the Pearl District, and a desire to complete lease-up rapidly.

The following table summarizes the results of a survey of rental apartment projects in the general area completed in June 2004, with The Merrick and The Cornerstone representing what is considered to be the most relevant comparables for the study area.



The Merrick

Appendix A - Economic Viability

In general, rental apartment market conditions in the area indicate future achievable rental rates for new product ranging from \$1.25 to \$1.50 per square foot, with views providing the most marketable amenity.

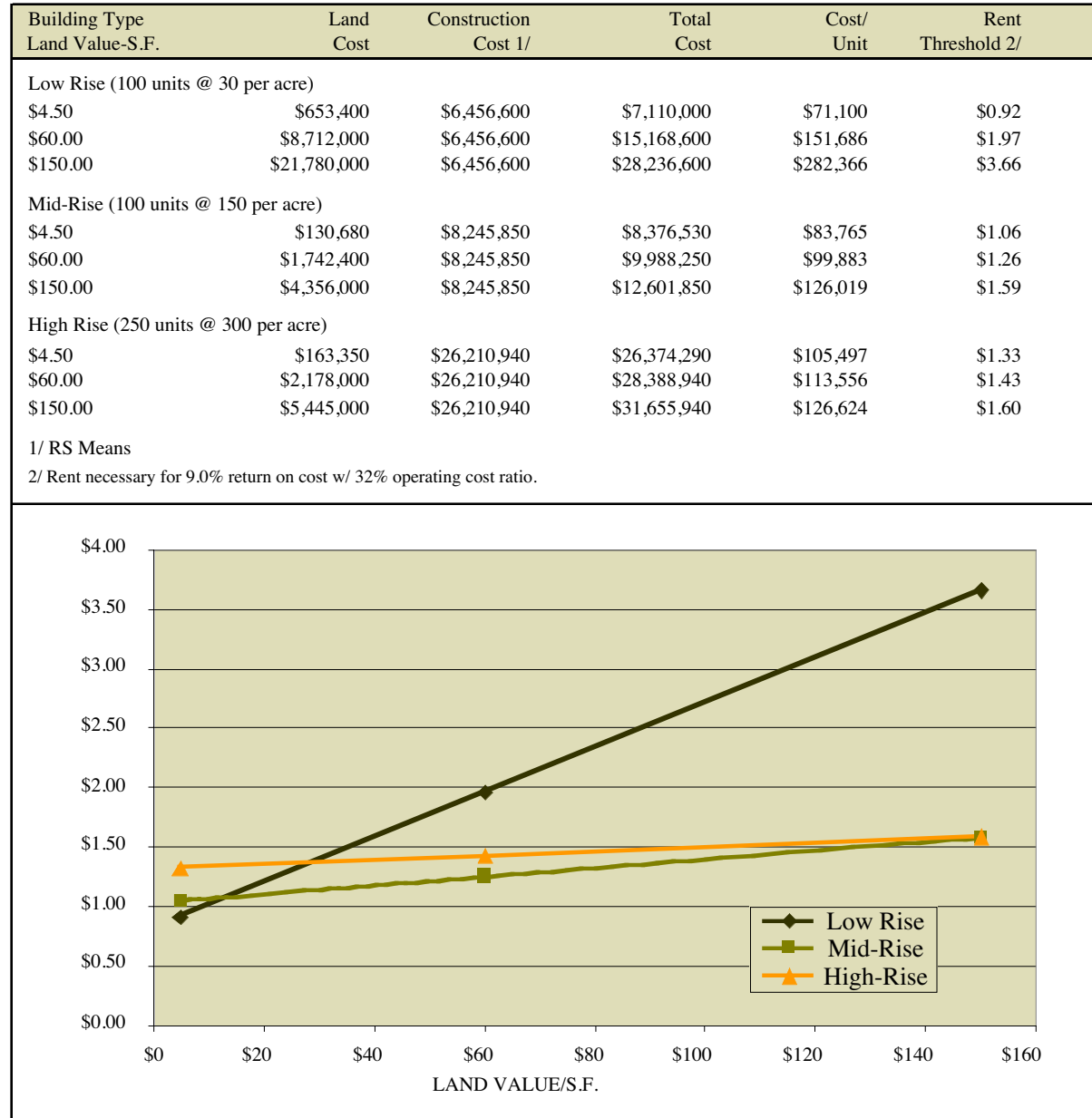
Project Name/ Location	Unit Characteristics						Rent Characteristics					
	Year Built	Total	Type	Average S.F.	Mix	Units Available	Vacancy Rate (%)	Price Range				
								Low	High	Average	\$/ (S.F.)	
Lloyd Place	1997	16	1B/1b	651	8%	1	6%	\$825	-	\$925	\$875	\$1.34
1500 NE 15th		76	1B/1b	704	38%	0	0%	\$795	-	\$895	\$845	\$1.20
Portland, OR 97232		2	1B/1b	790	1%	0	0%	\$925	-	\$955	\$940	\$1.19
503 331-1234		4	1B/1b	858	2%	0	0%	\$925	-	\$955	\$940	\$1.10
		19	2B/2b	932	9%	0	0%	\$1,175	-	\$1,225	\$1,200	\$1.29
		71	2B/2b	985	35%	1	1%	\$1,000	-	\$1,225	\$1,113	\$1.13
		2	2B/2b	1005	1%	0	0%	\$1,095	-	\$1,150	\$1,123	\$1.12
		8	2B/2b	1090	4%	0	0%	\$1,225	-	\$1,375	\$1,300	\$1.19
		4	2B/2b	1144	2%	0	0%	\$1,295	-	\$1,375	\$1,335	\$1.17
		202		851		2	8%	\$795	-	\$1,375	\$1,008	\$1.18
Buckman Terrace	2000	4	Studio	550	2%	0	0%	\$595	-	\$625	\$610	\$1.11
303 NE 16th Ave.		7	1B/1b	553	3%	0	0%	\$595	-	\$625	\$610	\$1.10
Portland, OR 97232		110	1B/1b	757	52%	0	0%	\$650	-	\$825	\$738	\$0.97
503-230-9000		1	2B	895	0%	0	0%	\$1,025	-	\$1,025	\$1,025	\$1.15
		122		740		0	0%	\$595		\$1,025	\$728	\$0.98
The Cornerstone	1999	20	Studio	680	17%	0	0%	\$800	-	\$825	\$813	\$1.19
1425 NE 7th		16	Studio	745	14%	0	0%	\$815	-	\$850	\$833	\$1.12
Portland, OR 97232		30	1B/1b	648	26%	6	20%	\$795	-	\$825	\$810	\$1.25
503 235-2869		44	1B/1b	700	38%	0	0%	\$875	-	\$950	\$913	\$1.30
		6	2B/1b	964	5%	0	0%	\$975	-	\$1,100	\$1,038	\$1.08
		116		703		6	20%	\$838	-	\$890	\$864	\$1.23
The Merrick 1/	2004	n/a	Studio	527	n/a	n/a	n/a	\$710		\$780	\$745	\$1.41
1231 NE MLK Jr.		n/a	1B/1b	723	n/a	n/a	n/a	\$930		\$1,285	\$1,108	\$1.53
Portland, OR 97232		n/a	2B/2b	1057	n/a	n/a	n/a	\$1,255		\$1,760	\$1,508	\$1.43
503-231-0716		185		625				\$710		\$1,760	\$1,120	\$1.46
TOTALS/AVERAGES		625				8	2%	\$595		\$1,760	\$930	\$1.20

1/ The Merrick began lease-up in April of 2004

Appendix A - Economic Viability

Both The Cornerstone and The Merrick were constructed as mid-rise projects over a concrete podium or subterranean parking. From a financial viability perspective, this represents the highest and best use in the area given current achievable rents. As shown in the chart at right, mid-rise construction yields the greatest residual land value when rents range from about \$1.20 to \$1.70 per square foot.

Within the area, it is expected that the most viable near-term development for rental apartments will remain mid-rise construction. Ground floor commercial in these projects will remain problematic to lease, particularly without immediate and clear parking access.



Appendix A - Economic Viability

Condominiums

Recent condominium activity has allowed insight into current market conditions and achievable sales prices. A survey was completed in June 2004 of a number of condominium developments considered relevant to establishing achievable pricing in the study area. Of these, the Cascadian Court project is the only condominium project in the study area, while the 1620 Broadway project provides more current pricing information.

The table at right summarizes recent sales activity at select new condominium developments near Portland's city center. Projects in northeast Portland are the best indication of achievable market rates in the study area, but developments in other areas have been included to establish pricing relative to other Portland neighborhoods. Given image and location considerations, residential developments in the OCC blocks are at a price point well below those in the Pearl District, but could likely achieve higher rates per square foot than those in southeast, given their view premiums and transit access.

Pricing in the Pearl District has ramped up impressively in the last decade, as the increased number of units has reduced the perceived risk

in the area, increased local amenity levels and improved market liquidity.

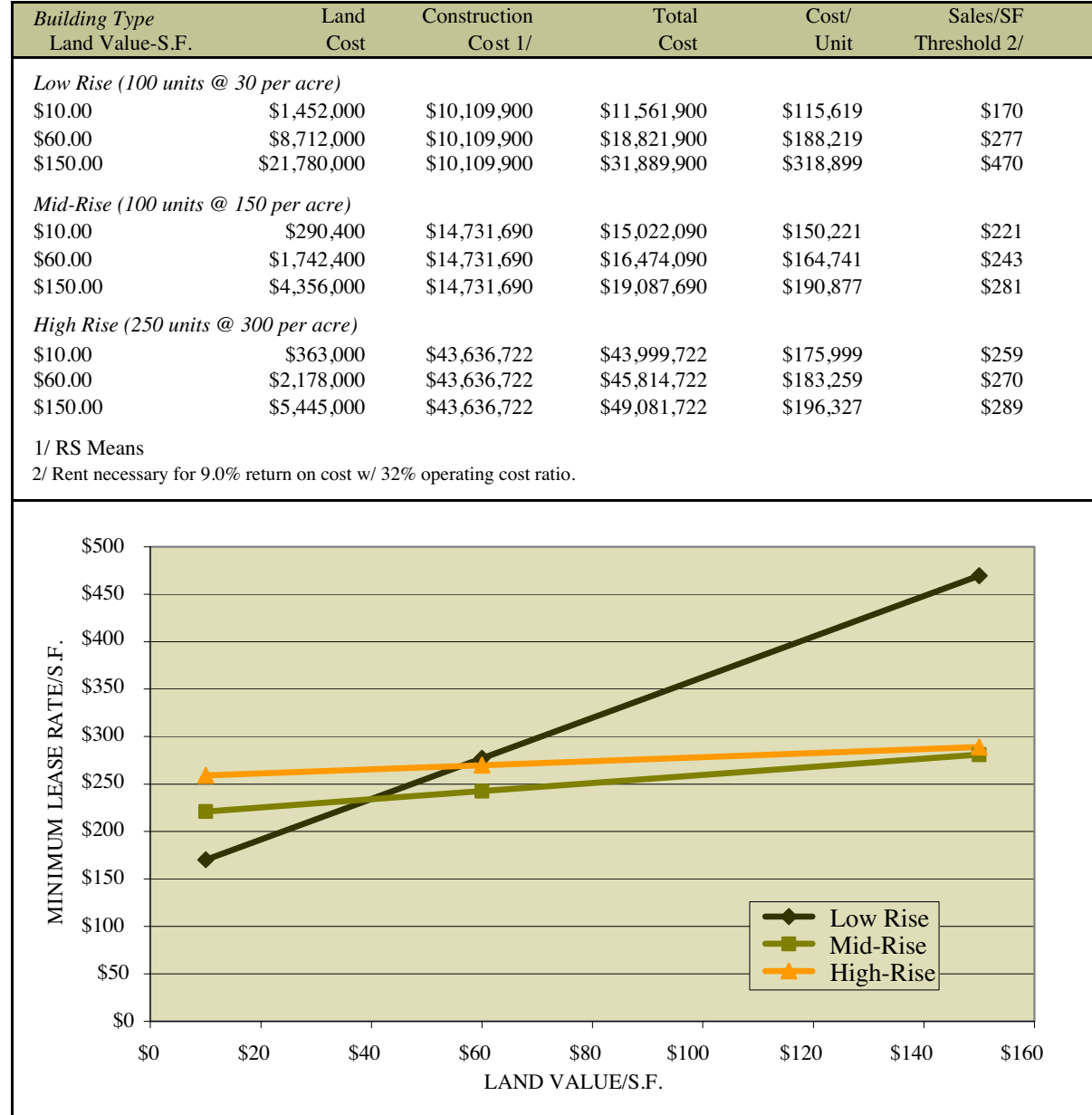


Cascade Court Condominiums

<i>Project/ Location</i>	<i>Address</i>	<i>Year Built</i>	<i>Avg. Unit Size</i>	<i>Avg. Sale Price</i>	<i>\$/Sq. Ft.</i>
<u>Northeast Portland</u>					
Cascadian Court Condominiums	533 NE Holladay	2002	728	\$146,669	\$202
1620 NE Broadway	1620 NE Broadway	2003	1186	\$322,948	\$273
Sullivan's Village Condominiums	2134 NE Multnomah St.	2003	1514	\$239,780	\$158
<u>Southeast Portland</u>					
Hawthorne Condominiums	1510 SE 34th	2003	1143	\$271,776	\$238
<u>Northwest Portland</u>					
The Henry	NW 11th & Couch	2004	1409	\$474,694	\$334
Park Place Condominiums	922 NW 11th Ave.	2004	1381	\$452,780	\$328

Appendix A - Economic Viability

New condominium development in the Pearl District has been transitioning from mid-rise to high-rise configurations, as achievable sales prices have shifted. As with rental apartments, the increased density associated with high rise construction comes at a higher cost per square foot. With achievable sales prices estimated to be currently well below \$300 per square foot in the study area, the most viable development form under current conditions is expected to be a mid-rise configuration. View premiums are expected to be significant in the area, potentially justifying new high-rise construction if achievable sales prices can be moved well beyond \$300 per square foot. It is also expected that the nearby Burnside Bridgehead project proposed south of the OCC blocks will add to the inner eastside urban living market, thereby lessening the risk of development in the OCC blocks.



Appendix B - Sequencing & Recommendations

Development of the OCC blocks study area will be largely reliant upon development of complementary uses within this area and in other portions of the Lloyd District. Rising amenity levels in the area can translate into higher achievable rent levels or sales prices, which can then substantively impact viability of some of the proposed development forms. The strength of the OCC blocks should also support a greater level of residential development in the Lloyd Crossing area, helping to link the study area and the Lloyd District with a more urban development form. It is critical that the OCC blocks have residential development within or on the edges, constructed concurrently with the proposed Headquarters Hotel development. The link to residential is essential in creating a 24-hour neighborhood that caters to the tourism and convention trades, but also has a life of its own supported by new residents and new and existing employees of the Lloyd District.

Sequencing

A key assumption in the analysis has been completion of the Headquarters Hotel that is consistent with the program parameters contained in the developer RFP by the PDC (dated September 29, 2006 and subsequent amendments). Completion of the hotel facility will serve to strengthen the competitive position of the OCC, increase activity levels in that facility, retain a larger proportion of that activity on the east side of the river and provide ground floor retail activity. The completion of the hotel represents a substantial public investment, which would be expected to yield dividends through greater marketability of the remainder of the Lloyd District.

A decision regarding the Headquarters Hotel is likely to precede any other significant development activity in the area. Redevelopment of a broader portion of the area could enhance the attractiveness of the hotel development, providing a critical mass of activity consistent with what

would be necessary to sustain activity and make the area a destination exclusive of events at the OCC or Rose Quarter.

A key challenge for the Headquarters Hotel development is the lack of local amenities outside of the existing Oregon Convention Center and Rose Quarter. A major concept outlined in the OCC Vision Plan has been entertainment retail development. This type of development is unlikely to be realized in a piecemeal fashion, and a master developer with control over several blocks would be the most likely to implement this concept. This type of development would be complementary with the Headquarters Hotel, and could potentially be developed in conjunction with the hotel. A key characteristic of either of these developments is that they should increase adjacent land values, increasing the desirability of controlling a larger site if these developments were pursued. For a developer of either use, certainty of the existence of the other amenities in close proximity would increase the attractiveness of their respective developments. A plausible strategy may be for a single master developer to develop assets concurrently, generating a dramatic shift in the physical and activity characteristics of the OCC blocks.

If the two catalytic developments outlined previously were completed, it is expected there would be a more rapid pace of development/redevelopment, as the higher amenity level translates into shifts in achievable pricing. The area's outstanding access and visibility, combined with a highly marketable amenity mix, should help it capture a greater share of metropolitan area demand over time, and at higher prices.

Another critical element to early catalytic development is the utilization of current public property holdings in the area. For instance, the OCC Vision Plan envisions development of the PDC-owned property at NE Holladay and

Appendix B - Sequencing & Recommendations

1st Avenue (commonly referred to as Block 49). This suggested development would include a tourism distribution center (as outlined in Themes and Identity section of this report) on the ground level, parking in the mid-levels and office or housing uses on the floors above. The site, adjacent to the I-5 freeway, holds significant potential for jumpstarting development in the western portion of the study area and will provide a more suitable environment to tie together the Rose Quarter to the OCC blocks. A full block development in the near-term could greatly add to the economic advantage of this area.

In summary, the most likely sequencing of development will be led by major catalytic projects such as the Headquarters Hotel development, potentially in conjunction with an entertainment/retail concept. The area is already seeing incremental development, such as the redevelopment of a smaller building at NE Lloyd & MLK Boulevards, which is expected to continue. Without larger catalytic developments, incremental retail development would likely continue to cater to the strong local neighborhoods as well as the significant level of drive-by traffic. Residential development would remain viable, at a price discount more similar to marketable areas such as the Pearl District or Mid-Town Blocks. If one or both of the catalytic developments are completed, achievable rent levels would likely rise substantively. This is due to the greater local amenity level, that favors more intense development as well as increasing redevelopment activity. Viable development forms would continue to include a mix of office, retail and residential uses, but at more intensive levels than currently seen in the study area.

Recommendations

The OCC blocks are at the brink of changing to development patterns that are a higher and better use of available real estate, with full realization of the Vision Plan taking 10 to 15 years to build out.

The OCC Vision Plan is an effort to bring to light new ways of seeing the future and aligning opportunities for development that will bring the OCC and its adjacent blocks success in the future. The following tables describe development negotiations underway and future opportunities for private development and public infrastructure, along with recommended priorities.

Themes & Identity						
Project/Uses	Est. Timing	Block(s)	Potential Participating Parties	Size	Priority Level	Comments
Implementation/ Outreach: Retain existing Steering Committee, promote district opportunities, foster public private partnerships	Ongoing 2006 forward	OCC blocks study area	PDC, OCC Vision Plan Steering Committee, OCC/MERC, METRO, OECCD	N/A	High	<ul style="list-style-type: none"> Staff & develop marketing plan. Requires action by Commission if PDC-sponsored. Essential to sustaining cohesive momentum, clear vision for area, presenting united interest. Emphasis regional responsibility & promotion.
The Cascadian Experience & Oregon Marketplace: Mixed use retail/ housing, tourism-distribution project, public art	2006 -2010	OCC blocks study area	PDC, private property owners, POVA, Oregon Economic & Community Development Department, other tourism interests		Medium	<ul style="list-style-type: none"> Promote themes through new entertainment & retail outlets at street level and through public art/media displays throughout the study area. Enlist OECCD, POVA, & other tourism interests to promote identity.
Tourism Distribution Facility: Mixed-use retail/ tourist information/ housing project, public art	2006 -2008	49	PDC, POVA, Oregon Economic & Community Development Department, other tourism interests		Medium	<ul style="list-style-type: none"> Work with OECCD, POVA, & others to develop a tourism facility that promotes Oregon opportunities at the coast, Cascade Range, Gorge, etc. This facility could act as a clearinghouse of information, trip planning, & distribution point for tours. Block 49, PDC-owned, present an opportunity to house tourism facility with parking & housing constructed on upper levels.
Sustainability & Environmentally Responsible Urban Design	2006 -2015	OCC blocks study area	All parcels, public & private		High	<ul style="list-style-type: none"> This is a key usage and performance requirement that showcases the guiding principles of the region - those being: environmental stewardship, appreciation of outdoor activities and industry linked to the regional culture and climate.

Development Opportunities						
Project/Uses	Est. Timing	Block(s)	Potential Participating Parties	Size	Priority Level	Comments
Hotels HQ Hotel Project: 400+room hotel with support functions at MLK & Holladay Unique/Boutique Hotels: Develop smaller, supportive hotels as market demands.	In progress 2004 –2009		Private developer (solicited via RFP process), PDC, City of Portland, OCC/MERC, METRO	400 rooms 1st phase	High	<ul style="list-style-type: none"> Development negotiations underway. Key initial catalyst. Creates major “urban room” at intersection. Green design practices are essential. At Bluff edge site, between MLK & Grand. Key image & dramatic views to/from site. Anchors Sullivan’s Bluff bike path at Lloyd Blvd. At Forum Building site in conjunction with East/West College.
	2006 -2010		Private property owners/ developers		High/ Medium	
OCC Improvements 100% Corner, covered public space & retail kiosks Glass House at Sullivan’s Bluff: Lloyd Blvd. at MLK	2006 –2010	OCC exterior along MLK & Holladay	OCC/MERC, METRO, City of Portland, PDC, private development &/or tenant interest, RACC		High/ Medium	<ul style="list-style-type: none"> Rehab plaza into covered public space at Holladay & MLK (requires further study) Develop small retail kiosks along the edges of the OCC on Holladay and MLK Additional OCC venue, valuable as major public attractor, “jewel on the green necklace”, “community lantern”. Needing feasibility and concept study.
	2010 -2015	71,72	OCC /MERC, METRO, ODOT, PDOT, PDC	85,000 sf	Medium	
Entertainment/Retail Develop larger entertainment venues, playing up the Themes and Identity. Develop smaller scale infill entertainment including restaurants, theaters, sporting venues, music clubs, brewpubs, cultural facilities and sport gym/studios.	Ongoing 2006	OCC blocks study area	Private developers and/or tenant interest, PDC, private property owners		High	<ul style="list-style-type: none"> Entertainment venues are seen as appropriate for ground and second floors of new multi-story development. Large venue entertainment should be focused on NE MLK Blvd, with other opportunities along Holladay. Infill entertainment retail should follow larger-scale entertainment development. Cross-streets between MLK & Grand offer opportunities for infill retail. Operation & management coordination, recruitment & management of the tenant mix should be established for the short term & possibly for the long term coordination & management of the retail & entertainment uses.
	Ongoing 2007	OCC blocks study area	Private developers and/or tenant interest, PDC, private property owners		Medium	

Development Opportunities (cont'd)

Project/Uses	Est. Timing	Block(s)	Potential Participating Parties	Size	Priority Level	Comments
Office Development	Ongoing 2006	OCC blocks study area	PDC, private property owners, private developers		High (public properties) Medium (other)	<ul style="list-style-type: none"> • Develop as market demands. • Look for combining with entertainment themes on ground floor. Could also be combined in a building with hotel and/or housing, depending on market tolerance. • Support tenant recruitment program.
Housing Rental apartments Condominiums	Ongoing 2006	OCC blocks study area	PDC, private property owners, METRO, private developers		High (public property) Medium (other)	<ul style="list-style-type: none"> • Develop OCC-blocks specific housing strategy development (complementing Lloyd District Housing Strategy). Disposition/development of publicly owned properties. Develop strategy for integrating housing into entertainment district. • Major mixed-use projects to 8-20 stories with retail or entertainment venues at street, parking 2nd floor & above, housing atop parking (green practices key). • Reinstate discussions about housing at METRO parking structure as catalyst for southern portion of OCC blocks.
Flexible Space for Infill Development	Ongoing 2006	OCC blocks study area	Private property owners, private developers, PDC		High/medium	<ul style="list-style-type: none"> • Phased development - smaller infill with ground floor retail and modest office and/or residential above, constructed to accommodate high-rise additions as market demands. • Utilized to fill in surface parking lots and provide an active streetfront for a reasonable near-term investment.

Urban Design Principles

Project/Uses	Est. Timing	Block(s)	Potential Participating Parties	Size	Priority Level	Comments
Placemaking at MLK & Holladay	Ongoing 2006	MLK & Holladay intersection	OCC/MERC, PDOT, TriMet, PDC, private property owners, HQ, Hotel developers		High/ Medium	<ul style="list-style-type: none"> • Develop design guidelines for redevelopment project treatments at MLK & Holladay. • Refer to OCC Exterior improvements noted above. • Actively work with private property owners & developers to create an “urban room” at this important intersection. • Create center of activity at this corner through programming & event development.
Activity & Event Connections	Ongoing 2006	OCC blocks study area	OCC/MERC, City of Portland, private non-profit		High	<ul style="list-style-type: none"> • Develop a strategy for events and programming at public venues in the OCC blocks study area, specifically the northeast corner of the OCC. • Early item for implementation - could begin to generate energy and interest in the area prior to major redevelopment taking place.
Connections Local and regional	2006 - 2030	OCC blocks study area and beyond				
Public Art Displays Electronic, interactive, kinetic art	2006 - 2010	Especially along MLK & Holladay	OCC/MERC, METRO, City of Portland, PDC, private development and/or tenant interest, RACC		High/ Medium	<ul style="list-style-type: none"> • Art and electronic media displays to underscore Themes and Identity • Electronic media art highly recommended for exterior of OCC and could also work in conjunction with buildings across from the OCC. • Integrate with public improvements noted herein - OCC, pedestrian, traffic calming, underpass connections.
The Pedestrian Realm/Streetscape MLK/Grand Improvements: sidewalks, on-street parking, streetscape	2006 - 2008	Right-of-way from Holladay to I-84	PDC, PDOT, OCC/MERC, developers, METRO	7 blocks on Grand & MLK	High/ Medium	<ul style="list-style-type: none"> • Widen sidewalks to pedestrian district standards, add parking on east side of MLK, add street trees & furniture where needed.

Urban Design Principles (cont'd)

Project/Uses	Est. Timing	Block(s)	Potential Participating Parties	Size	Priority Level	Comments
Traffic Calming	2006 - 2008	MLK & Holladay	PDOT, PDC, OCC/MERC, METRO, developers	7 blocks on Grand & MLK	High/ Medium	<ul style="list-style-type: none"> Signalize important intersections on Grand & MLK. Narrow travel lanes where possible. See pedestrian improvements above.
Transportation & Parking Further bolster and integrate public transit, bicycle and foot travel	Ongoing 2006	OCC blocks study area	Lloyd TMA, PDOT, PDC, developers, property owners			<ul style="list-style-type: none"> Enhance pedestrian and bike amenities within the study area and ensure safe connections to surrounding areas. Promote efficient and sustainable parking management plan for area, especially as new development occurs. Develop festival streets and other special treatments on east-west streets.
Eastside Streetcar: Current proposed alignment; south is 7th/MLK, north is Grand Ave	Ongoing 2006 - 2009	Grand, Oregon St, MLK south of Oregon	TriMet, PDOT, Federal Transit Administration, PDC, OCC/MERC	Multi-block system	Medium	<ul style="list-style-type: none"> Support current alignment & create developments that utilizes streetcar opportunities. Critical north-south connector with stop at Oregon St., main Convention Center entry.
I-5 & I-84 Crossings:	2006 - 2030	I-5 at Holladay and at Multnomah; I-84 at Grand and at MLK	Lloyd TMA, PDOT, ODOT, PDC		High/ Medium	<ul style="list-style-type: none"> Enhance public spaces under I-5 by developing a feasibility & concept design plan. Improve bicycle and pedestrian connections across I-84 to the Central Eastside employment area and new Burnside Bridgehead development. Sullivan's Bluff Trail. Regional tourism hub. Connections to Lloyd Crossing development via Holladay. Support relocating I-5 underground.
Sullivan's Bluff Greenway Trail South side of Lloyd Blvd., including sloped bank	2006 - 2010	Lloyd Blvd. through study area	Portland Parks, PDOT, Railroad, ODOT	Multi-block	Medium/Low	<ul style="list-style-type: none"> Master plan, fundraising, construction. Showcase regional nursery industry, bicycle commuting, art walk; promenade connects to downtown.
Green Infrastructure		OCC blocks study area	Portland Office of Sustainable Development, PDC, Portland Parks, PDOT, OCC/MERC, METRO, BES, Lloyd TMA, Lloyd District Community Association		High	<ul style="list-style-type: none"> Follow sustainability strategy outlined in Lloyd Crossing Sustainable Urban Design Plan & work closely with catalyst project. Promote & implement innovative strategies for stormwater management & green building techniques.

Urban Design Principles (cont'd)

Project/Uses	Est. Timing	Block(s)	Potential Participating Parties	Size	Priority Level	Comments
Pedestrian Wayfinding Program Directional signage in the Central City	2006 - 2010	OCC blocks study area and beyond	Lloyd TMA, PDOT, Portland Parks, PDC, OCC/MERC		High	<ul style="list-style-type: none"> • Implement City's Wayfinding signage initiative. Design is complete & partial funding is secured. Initial signs will be installed beginning in 2006. • Work with OCC to install wayfinding system in conjunction with HQ Hotel & plaza redevelopment projects to better aid pedestrian in & around OCC property.

Appendix C - Process

In spring of 2004, the Portland Development Commission chose a team led by Michael McCulloch Architects, LLC to prepare the urban design and development strategy plan for the OCC blocks. Team members include Mayer/Reed, Lloyd Lindley, FASLA, Karen Whitman Projects, Art Fortuna, and Lifschutz Davidson Sandilands. Johnson Gardner LLC was commissioned by the PDC to provide economic expertise.

First steps included meetings with the PDC and City staff to set a program and process for the study. The economist created a baseline market analysis for the area and conducted research on case studies for similar convention/entertainment districts. Design team members collected previous reports and site data of the study area, and photographed street conditions. Data collection also included a number of stakeholder interviews with developers and property owners. The design team prepared site analysis diagrams. The city recruited a number of business leaders and public agency representatives to participate in a Steering Committee that met at key points during the process.

The design team held a charrette in August to exchange observations, identify goals and objectives, and formulate concepts. A second design charrette was held in October to refine urban design components, make recommendations and summarize information. A public open house was held in late October to present graphic materials and to receive input on the direction of the plan. The Steering Committee met throughout the process to provide guidance and information on the plan. The late fall of 2004/early 2005 was spent finalizing graphic materials and writing the report document. (See Appendices D - F for documentation of the process.)



Design charrette in progress

Appendix D - Context

The following is a summary of a number of observations and comments by the design team about existing conditions and urban characteristics of the study area:

The Oregon Convention Center

The OCC, like convention centers in many cities, is a large-scale facility that is currently not providing a visible level of activity at the street. The OCC is very inwardly focused and does not particularly reveal the people or their activities. Presently there is little connection of the surrounding area to convention business.

There is a “surge” phenomenon of people attending large events. This population of people is not consistent and therefore makes it difficult for retail or dining businesses to survive. The demand for event parking has created a significant number of inexpensive, privately owned surface lots. The low scale of development and lack of viable businesses has created an area that is not thought of favorably by locals, which further erodes the marketplace.

The OCC towers, as icons for the district, are an urban design strength in that the OCC is easy to see at the larger city scale and provides a wayfinding context. Yet the towers are hardly visible at the street level within the OCC blocks and do not assist with closer proximity wayfinding at the pedestrian scale.

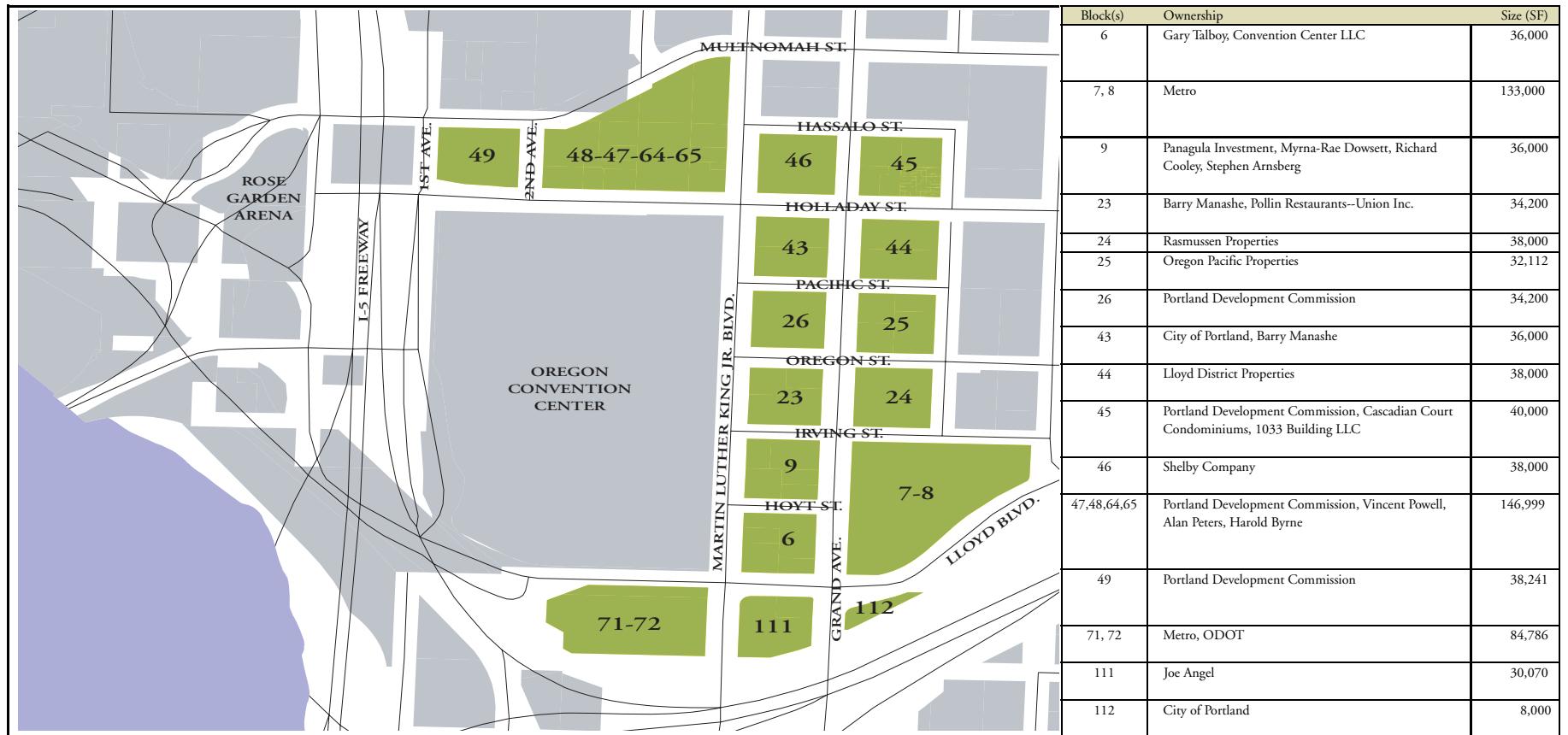
Obstacles to Development

The “chicken & egg” syndrome appears to be an obstacle to development in the district. Property owners appear to be reluctant to move development forward unless there is movement by others (i.e. development), a phenomenon often seen in untested markets. Large-scale “land banking” may also be a contributing factor of development not moving forward.

The current lack of commercial and retail (interesting restaurants, clubs, bars, shops and other venues) necessitates that people from large events and the workforce of the Lloyd District travel away from the area for dining, shopping, and entertainment. Existing development is suburban and automobile-oriented in character, at a large scale. A comfortable, interesting pedestrian environment is lacking. The existing one- or two-story buildings do not build a successful urban framework for development. The many surface parking lots do not activate the surrounding streets and have a negative effect on the pedestrian experience and streetscape.

There are many undeveloped, underdeveloped, ‘vacant’ or even blighted parcels. Unlike other districts in the city, such as NW 23rd and the Pearl District, there are very few old buildings or old warehouses for developers to renovate or where a developer can take some risks. Without these existing buildings, the area requires more significant development. Smaller scale properties are rare in this district.

Presently, the streetscape feels unclaimed because there are not sufficient urban design features, activities, housing and ground floor retail to populate the sidewalks. The scale of many of the streets is perceived to be dominated by traffic, rather than comfortable for pedestrians, despite the fact that the area is well served by light rail transit and bus. Vehicles dominate the area, not people.



Property Ownership

Appendix D - Context

Visual and physical access to the river, downtown and the Rose Quarter is difficult due to the presence, noise and influence of Interstate 5. The study area market draw feels isolated because freeways and railroads wrap the south and east sides of the study area.

Architectural History

The Lloyd District Development Strategy contains an excellent summary of the history of the district, dating back to 1908. Prior to the vision of Ralph Lloyd, the earlier land use was a residential neighborhood made up of large private wood frame houses, boarding houses, churches and small-scale commercial businesses. The vision of Ralph Lloyd for the district was a grand and very formal government center based on a Beaux-Arts model. Only several of the office buildings of the original plan were realized and exist today east of NE 7th Avenue.

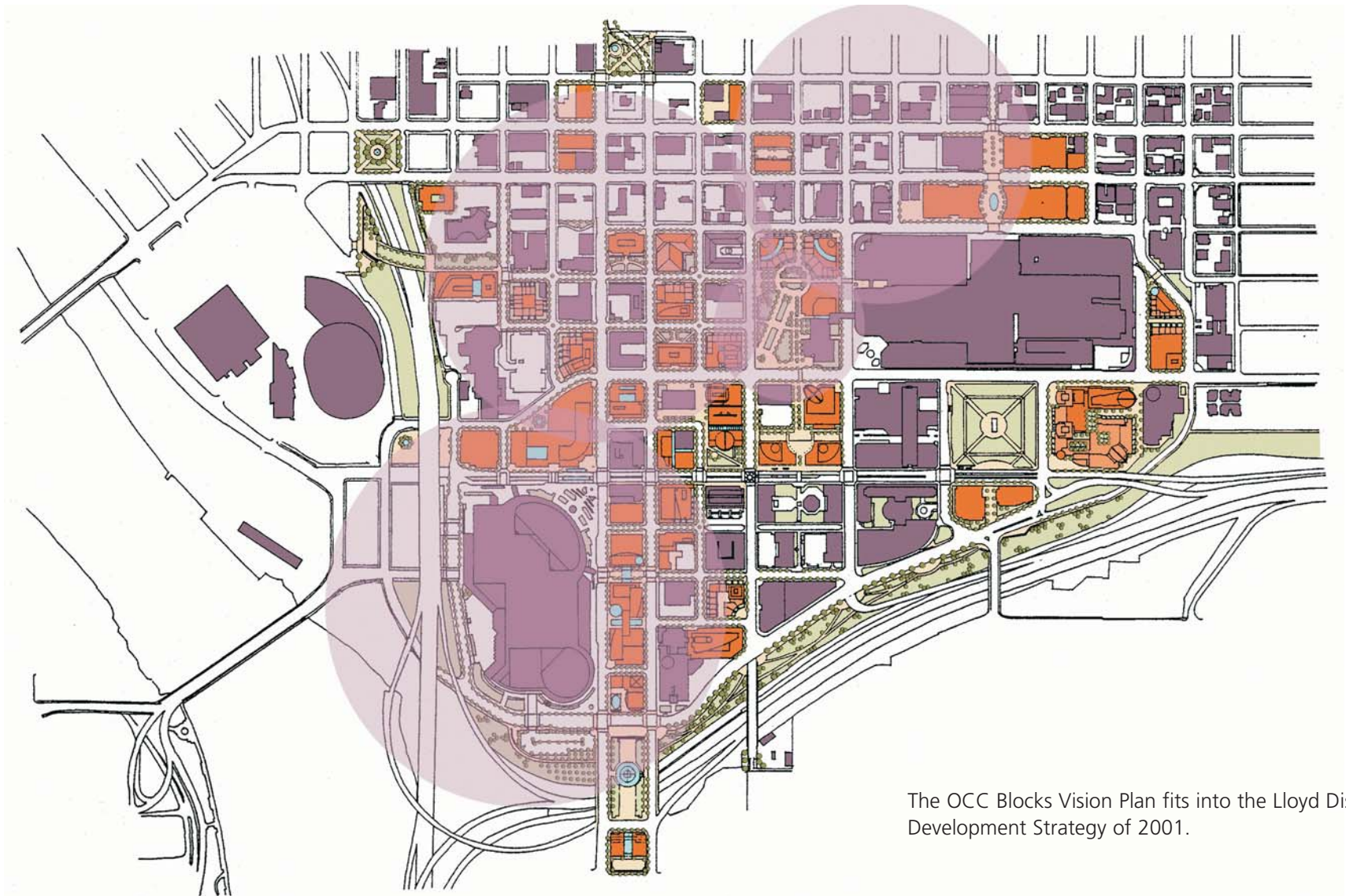
The Forum Building located on NE Grand Avenue and NE Oregon is the most significant historic building in the study area. The Metro Headquarters was remodeled in the 1990s from a Sears department store to a modern office building that houses the regional government, METRO. A small, one-story commercial building designed by the Portland architectural firm of A. E. Doyle is located at the corner of NE Lloyd and NE MLK Blvds. It is currently being rehabilitated as a restaurant.

Connections

The OCC blocks connect well to many parts of the city via the transit and roadway network; however there are also significant barriers to the Willamette River, namely the I-5 freeway and the railroad. NE MLK Boulevard is a real and perceived barrier within the district and particularly the OCC blocks.

Residents of the successful and active inner-city neighborhoods adjacent to OCC blocks do not feel connected to the district and the OCC blocks. Barriers include the super block Lloyd Center shopping mall, lack of pedestrian-friendly streets on the north and east; and I-84 freeway and Sullivan's Gulch on the south. The OCC, as a superblock, interrupts east-west travel for four blocks.

Appendix E - Lloyd District Development Strategy



The OCC Blocks Vision Plan fits into the Lloyd District Development Strategy of 2001.

Appendix F - Summary of Stakeholder Interviews

M E E T I N G R E C O R D

Project:	Oregon Convention Center District	Meeting Notes
Date:	09.14.04	Time:
Subject:	Ashforth Stakeholder Meeting	
By:	Karen Whitman	To: McCulloch
319 SW Washington Street, Suite 820 Portland, Oregon 97204 T 503.223.5953 F503.223.8076		

Ashforth acknowledged apparent market readiness – that there is a general cohesiveness amongst the key developers. The BID organization meets regularly and basically adheres to the Lloyd District Vision Plan. An overarching concern relates to the possibility of “underdevelopment” of the area siting current market needs and opportunities will not match future potential needs and opportunities. There is a current “land banking” condition.

There is an issue with PDC and other planning bureaus about economic gaps affecting the timing of start-up projects in the area. PDC’s use of subsidies isn’t seen as having any positive effect on the broader district vision and near-term development. Also, there are existing properties that seem to be “out of sync” with city codes, effectively preventing the cleanup of buildings to support occupancy goals. This results in concerns about security and visual eyesores in certain pockets in the district.

In discussing the vision of the area, they advocate taking a positive approach listing the east downtown proximity to easy accessible freeways, developed infrastructure and 20,000 people in the area (Ashforth alone has 4,000 in their portfolio). The forecast is double the 20,000 by 2015. The Lloyd Center is the #1 visited place in the city. They advise that promoting the grid with one or two attractors will build the fabric of the area and allow expected fill-in by smaller businesses. The team is further advised that the ideas and concepts recommended in our report should be additive to the basic attributes already in place.

Recommendations for future visits by the team:

Convention Center Advisory Committee
 Central City Committee (PBA)
 Lloyd District BID
 Garfield Traub (hotel and expertise in public financing projects): Ray at 972.991.5200-phone, 972.991.5150-fax, 972.740.8845-cell, www.garfieldco.com, 15150 Preston Road #220, Dallas, Texas 75248
 Vulcan
 School of Massage: David Slausson and Edie Maul
 Wayne Pierson, DA
 Tri-Met: Olina Clark and Rick Williams (Consultant)
 Glimpshur (?): Pass over the local manager
 Heartland: Economic (associated with Lloyd Crossing)

Also interested in talking with Len Bergstein, consultant to tribes.

M E E T I N G R E C O R D

Project:	Oregon Convention Center District	Meeting Notes
Date:	10.26.04	Time:
Subject:	Stakeholder Misc Draft Notes	
By:	Mike McCulloch	To: File
319 SW Washington Street, Suite 820 Portland, Oregon 97204 T 503.223.5953 F503.223.8076		

Attendees:

319 SW Washington Street, Suite 820 Portland, Oregon 97204 T 503.223.5953 F503.223.8076

The group was mostly stakeholders and those directly affected. METRO, PDC and the City, were well represented. I guessed that there were around 75 attendees, with quite a few not signing in. The discussions were lively and it seemed as through the schemes were seen to be audacious and compelling, but achievable. The big roof idea caught on, even with those who know what an engineering challenge it represents. There were numerous comments to the effect “...we need to do something big here to distinguish this district”. The concept of the Activities District was well received too. There were many suggestions that indicated that the audience wanted to see more. The stream of visitors went consistently from 4:00 to 7:00 pm.

A few specific reactions:

Larry Brown from PDC, suggested that we raise the buildings along MLK so that there was a wall of development highly visible from downtown and the west side. He like the covered intersection. He agreed that the housing should be maximized, and that office or live/work was appropriate in the towers along MLK. He had not heard any negative comments about the project or our process. He remains curious about the proposals to come for the hotel. He liked the options for connecting the hotel site to the west and south.

David Bragdon from METRO, said his organization was excited about the key position their headquarters was in, relative to the project. He said that they were again evaluating their old scheme to add housing over their parking structure and the reason they delayed before was the market. He believes that the market has evolved in the neighborhood to the point that it may now be feasible. He really liked the idea of the surface improvements to MLK to slow traffic. He reminded me that METRO has retail along Grand Avenue and that we should show that in our diagrams. He encouraged another meeting with him to talk specifics.

Rex Burkholder from Metro, was also very supportive of more life in the “too quiet” neighborhood. He also agreed with more housing in the district and was excited about the prospect of having a richer place to go to work in. He applauded the bike paths and the promenade and the distinct character of the neighborhood shown in the images. (I had a limited time with Rex unfortunately.)

Alan Peters came and asked for the “whole \$50 tour”. He was joined by his wife and Virgil Oval from Star Park. He said that he had no objections to the schemes and Virgil liked the housing and attention to parking, an element he considers essential to make these entertainment venues work. He liked a bit of

Appendix F - Summary of Stakeholder Interviews

Meeting Record
10.26.04
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bright dazzle here and it is not found anywhere else in Portland at the moment. Virgil was optimistic that the development of the community would see the district as a "second downtown" and that as soon as the hotel gets settled, development as we show will likely follow. He has deep experience in the district and believes the views, convenience and nearby developments at Burnside, and at 15th and Broadway, are creating a less isolated context for the developments we are showing.

Several architects, from Mahlum, ZGF, Thompson Vaivoda, GBD and two independents, were scouting sites and asking about timing, subsidies and the interaction between this project and the hotel. I assume some of the attendees were already on teams and were trying to see how PDC was positioning collateral development.

Several local residents and our Steering Committee delegate from the condo tower came to encourage more development of street activity and small-scale commercial. They all think that a district that is known for its pedestrian and bicycle focus is appropriate here and would be just what they want.

I spoke to two private developers that want to pursue sites within the study area.

Oregon Convention Center

**Meeting Purpose: Discussion with OCC Sales Team
August 11, 2004**

Attendance: Scott Youngblood, Marriott Courtyard, Midge Dodds, OCC Sales Manager, Marina Kouhalova, OCC Sales/Marketing Intern, Cheri Hanson, Marriott Courtyard, Cathy Kretz, POVA Convention Sales Manager, Matt Pizzuti, OCC Director of Sales, Mike Smith, VP Sales, POVA, Cayhill, DTLC, DOM, Steve Faulstick, DTLC, GM.

Mike McCulloch and Karen Whitman conducted the meeting.

The overall discussion included philosophical and desirable qualities about the character of the emerging district. Following are suggestions about priorities, ideas and recommendations.

HQ Hotel: Critical to the convention center business for both improved commerce and the development of the identity of the area. The architecture should be uniquely Portland and emulate the quirky quality of life here along with our "green" commitment – all of which is consistent with the marketing approach used to attract conventions.

Bait & Switch Marketing Problem: Many in attendance expressed concern over the appearance of the district. They feel that site visits by prospective convention clients need special routes to avoid negative visual experiences. The visual images used in the marketing proposals show the icons of Portland, i.e, more downtown scenes than eastside scenes. There are many comments about the eastside image being completely inconsistent with what they believed they were to experience.

Future Planning: Create evening activity; develop unique experiences for shopping, dining, a River Walk, better connections between Rose Garden and OCC, expand residential to bring life to the streets, work with TriMet to curb the drug traffic so visitors will feel safe using public transportation; address the transient problem to minimize the visibility of this issue; the pedestrian tunnels need to be cleaned and maintained, calm the traffic on MLK and develop a plan to upgrade the existing hotels, eliminate the codes preventing the use of vacant buildings. In general, undertake a short-term place making project to improve the aesthetics, cleanliness and safety of the area that also has the benefit of stimulating the impending development of public and private projects. On-going management of the area is also suggested.

Case Studies: San Antonio, River Walk, San Jose, Denver, Columbus, Ohio "The Limited"

Appendix G - Steering Committee Meeting Notes

M E E T I N G R E C O R D

Project:	Oregon Convention Center District		
Date:	8.23.04	Time:	10:00 am
Subject:	Steering Committee Meeting #1		
By:	Carol Mayer-Reed	To:	McCulloch, Meihoff
Attendees:	Deb Meihoff, Michael McCulloch, Art Fortuna, Karen Whitman, Lloyd Lindley, Carol Mayer-Reed, Julie Rawls, PDC, Moira Green, Lee Perlman, Mark Rohden, Alan Lehto, Vicky Peters, Alan Peters, Harold Byrne, Steve Faulstick, Robert Sacks, Brian McCartin, Dave Unsworth, Joe Angel, Brad Perkins, Jeff Blosser, Dick Cooley, Phil Goff, Dan Muggli, and Doug McCollum, PDOT		
319 SW Washington Street, Suite 820		Portland, Oregon 97204	T 503.223.5953 F503.223.8076

The following issues and comments have been paraphrased from input from various participants:

1. A number of people are interested in locating a casino in the Convention Center district. It was stated that the governor is a roadblock to discussion and progress on this issue. Some people feel that a casino should be talked about, but it is now being by-passed as a possibility.
2. Is there anyone who is willing to build a hotel privately, or what kind of subsidy will it require? Does every urban design plan assume there is a hotel? Urban design solutions are multi-faceted, and some Steering Committee members are glad to see that the two hotel blocks are not the only focus. The team will study the effects on adjacent blocks of the hotel.
3. The Oregon Convention Center (OCC) is very inwardly focused, and does not reveal people or activities. Presently there is little connection of the district with convention center business. Visitors have little connection with downtown Portland or the Eastbank Esplanade. Are there any reasons for conventioners to leave the convention center? What is there to do around the OCC now? Visitors want to go where the locals go. One participant felt that the improvements along Broadway/Weidler have definitely been a positive influence for the district.
4. Participants feel that we need to get greater numbers of people from Portland to this district. How do we make this a vibrant district? There is a danger in under-building the district. There is not a lot of land to use and blocks to develop.
5. Housing in the district is vital and important. The surrounding development has to be mixed use. For commercial and retail to work, customers have to be there. Residents first, visitors second. Business from sport events and conventions will just be gravy on the top of the day-to-day business. All other districts (of the city) have tapped into the housing market. There needs to be a critical mass of housing for this district to be successful.
6. Transportation is also important. The team needs to consider transportation connectivity and I-5, how traffic comes into the district. Integrate the potential of the streetcar. It will be a strong tool. One participant feels there is a need for second exit at 9th Ave. from I-84. Have transportation planners looked this at? The N. Greeley/Banfield study by ODOT has looked at the difficult braided ramp conditions on I-5.

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7. To create a denser district, we need infill development between all of the big boxes. One-story buildings do not build an urban framework. No surface parking lots because empty space does not contribute. There has to be continuous infill structure.
8. One participant felt that we need to build a "security belt" along the greenway, better lighting, and reveal the prominence of the properties along the edge.
9. Previous studies need to be acknowledged and incorporated. This study needs to include a look outside the 15-block plan of this study to see how it all ties together. Don't dismiss the six-block study around the Rose Garden that has some good ideas.
10. A multi-use trail along Sullivan's Gulch is a great idea. Parks is looking at this as a possibility. The open space needs to connect the Gulch and the river. Can the I-5 freeway really be covered for several blocks? Or can I-5 be dropped so it is not such a barrier?
11. One participant offered that the governor wants to create a new state park every year, in accordance with a Heritage Committee. Should this area be looked at for one?
12. Some participants liked the idea of a plaza covering I-84. But building the density nearby to support it is key to keeping it active.
13. In terms of new open space, maybe a new plaza can be incorporated as part of the new hotel. Can the open space at OCC be re-configured? It would be better to program the NE corner of OCC. There is concern over too much open space that is not used very much. There also needs to be focus on the SE and SW corners of the Convention Center.
14. One property owner is trying to kick-start some activity in the district, such as the renovation of the historic AE Doyle building as a new brewpub.
15. According to a resident who lives in the district, there is a big difference between renters and owners. Condo owners are encouraged to get more people in the district, along with more cultural activities and restaurants. A collection of small-scale fine dining establishments would be good in close proximity to where events are held. How to get more entertainment venues? The Gaslight District in San Diego is interesting with shops and nightclubs. Can the Portland Farmer's Market be an activity in the district?
16. Are we looking at super-block development? Pedestrian connections are disrupted, but street closures can make room for larger venues.
17. It was noted that the physical building stock in the district is not very good or interesting. Putting entertainment on the ground floors is a benefit, but this district is not on the same playing field as Old Town or the Pearl District with great building stock to be renovated.
18. In summary, the district in reality, in an early cycle of re-development, similar to the way the Pearl District was ten years ago. The timing is on track for the Convention Center district, but a new vision can take about 15 years to realize.

END

Appendix G - Steering Committee Meeting Notes

M E E T I N G R E C O R D

Project:	Oregon Convention Center District	Meeting Notes
Date:	10.05.04 (Revised 10.22.04)	Time: 2:00 pm
Subject:	Steering Committee Meeting #2	
By:	Carol Mayer-Reed	To: McCulloch, Meihoff
Attendees:	Deb Meihoff, Mike McCulloch, Lloyd Lindley, Jerry Johnson, Karen Whitman, Art Fortuna, Carol Mayer-Reed; & Steering Committee Members: David Unsworth, Maria Carlson, Sloan Schag, Heather Hansen, Rick Williams, Chris Lonigro, Steve Faulstick, Alan Lehto, Jeff Blosser, Scott Langley, Mark Raggett, Phil Goff, Joe Angel, Brad Perkins, & Robert Sacks	
319 SW Washington Street, Suite 820 Portland, Oregon 97204 T 503.223.5953 F503.223.8076		

A summary of comments from the Steering Committee discussion is as follows:

1. The concept of creating a strong Pacific Northwest identity theme for the district was presented. Both themes will require a multi-block development to create an initial critical mass of activity. The Cascadian theme plays up outdoor recreation, lifestyle, fitness, and access to sports and natural resources in the region. The plan might even have an active, all-season kayak stream or other water sport facility that is central to the district and creates a unique identity. The concept includes working with local companies to showcase recreation equipment and apparel as a shopping opportunity in the district. A cycling center might be located here that provides bike rentals to explore the city. This theme is intended to complement, not compete with, the MARC proposal at the Memorial Coliseum.
2. Another theme proposed by the team is the Oregon Market Place, a venue that showcases Pacific Northwest cuisine and agricultural products. This theme would have a number of markets, restaurants, brew pubs, coffee houses and wine bars. For example, the wine industry might elect to have an urban winery located here. Both themes could have great appeal to visitors and commerce activities of the greater Pacific Rim countries.
3. It is important to build on and make convenient pedestrian links of the triad of "anchors" in the district, namely, the Convention Center, the Lloyd Center and the Rose Quarter.
4. The convention center is a large-scale facility that is currently not providing a visible level of activity at the street. This proposal illustrates ways for the convention center to activate the key intersection in the district at MLK and Holladay through a new programmable plaza. As a gathering area and outdoor activity venue, this space can be adaptable to showcase public events when conventions or trade shows are in town. Activating this space will take the life of the convention center to the street in a more public way with special lighting, displays, events, colorful banners and (tastefully designed) electronic media/images.
5. To emphasize and mark the center of the district, a large glass canopy is proposed to span at the intersection of MLK and Holladay. The intersection would extend to the west and south several blocks. The canopy would provide an all-weather connection between the hotel and the convention center, eliminating the need for an underground tunnel from the hotel to the convention center. This connection will support the notion of retaining people and visible activities on the street, not hidden below. The glass architecture of the convention center would

extend over this key intersection and brings the iconic towers and new skylight to the street level. There is some concern over how to create a safe mix of pedestrians and traffic beneath the canopy, if the intersection reads too much as a pedestrian plaza.

6. Along a portion of the east side and the north side of the convention center, infill glass retail spaces are proposed in the space between the sidewalk and the building. Retail offerings may be tourism-based, but also an attractor to the neighborhood and the nearby worker force already in the district. This infill development will help activate the street life.
7. A new visitor/commerce and trip planning center with travel information (and parking on the first few floors and housing above) would be located on the ground level of Block 49. This facility could link with tourism; travel, recreation and entertainment offerings in the rest of the state to encourage visitors to explore, extend their stays and plan repeat visits. To activate the street level, this block would help knit the Rose Quarter, convention center and LRT station together. One concern is that it not become a park-and-ride for visitors or commuters to downtown. Another location for the visitor center might be on the Kalberer block at the east end of the Steel Bridge, west of I-5. This very visible location (but difficult to access by auto) would help connect visitors to the river and downtown.
8. Housing is an important part of the proposal, but that the team should take a longer-term view of its potential. Housing was indicated on most of the development blocks in the proposal as presented. Some committee members questioned whether housing is appropriate for the blocks between MLK and Grand across from the convention center. It may be best at the perimeter of the study area, not in the center. Currently there are a number of housing projects being developed in inner Portland now and that these sites may not be as attractive. Housing doesn't have to be spread on all blocks; maybe emphasize entertainment for now and the housing could come later. Views over the top of the convention center are an amenity, however, that may make housing an attractive use.
9. The proposal, as presented, showed a lot of underground parking in the blocks between MLK and Grand. Comments included the fact that below-level construction is expensive and will probably require a great deal of public subsidy. Some blocks may have parking underground, or some may be at upper floors. It was agreed that parking should not be at street level, since it does not help make an interesting pedestrian environment. One participant questioned whether this much parking is justified. Don't we want to promote the idea of sustainability and public transportation, given there are great bicycle, LRT and streetcar transit options? Good transportation systems are already in place as infrastructure. Current zoning does not require parking as a condition for development.
10. Traffic calming on Grand and particularly MLK will be key to all of the schemes so that pedestrian crossings and streetscape improvements are safe. More visitors will be on the street if there is something to attract them.
11. The concepts require that automobile speeds are slower. There are a number of ways to accomplish this objective, including narrower lanes of travel.
12. There is a concern that the proposal does not build out to the allowable FAR. Can there be a transfer of credits to other areas? There need to be some special development incentives.
13. The headquarters hotel is the initial significant project in the district. The PDC has issued the Request for Proposal, with responses due in early December. There may also be good potential for smaller boutique hotels on adjacent blocks, such as at the south end of the district between MLK and Grand.
14. At the south end of the convention center, the proposed plan showed a glass pavilion for convention center events. It could be temporary, or perched above the space planned for convention center expansion. In any case, city and river views would be compelling and create an amenity like no other venue in the city.
15. Many property owners, developers and investors indicated that they would love to see a project like this proposal. But who is committed to seeing that this will happen? The project will need a master developer and it may not be through local resources. Public "interventions" or improvements mean that it will need public money. We all need to better understand the costs, but the ideas are a place to start. The economist needs to be an integral part of the team and

Appendix G - Steering Committee Meeting Notes

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needs to help us understand how to bridge the gap between the market and the cost. The committee does not want to see another study that only delivers ideas, with nothing grounded in reality. The whole projects needs an agenda of advocacy.

16. New signage, lighting and imagery were proposed to be effective for creating a new identity for the district. However, there was some concern that there could be too much "glitz" in lighting and signage that does not reflect Portland's image and lifestyle as a more "laid-back" place to live. Themes can be effective, but they have to be tasteful and reflective of Oregon.
17. A new recreation/commuter bike and pedestrian trail was shown at the top of the bank along Sullivan's Gulch to the Willamette River and Steel Bridge. The pedestrian trail would be at the top of the bank, while the bike trail could continue down the bank to pass beneath the MLK/Grand couplet. This idea has been discussed with the parks bureau and seems to be an attractive amenity to the Steering Committee.
18. Better connections to the river should be made. An earlier plan showed better possibilities of making stronger links than the current plan indicates. This plan should not lose sight of the value of being so close to the river and that the river is a gateway to our city and this district.
19. Most Steering Committee members agreed that an improved pedestrian connection under I-5 is very much needed to link the district to the Rose Garden and river.
20. The team was encouraged to think through how this district will attract people to it from the inner eastside neighborhoods. Also, plan for how to keep conventioners in the district to support commercial and retail offerings.
21. The next iteration of the proposal will show phasing and a hierarchy of blocks as priority projects.

M E E T I N G R E C O R D

Project:	Oregon Convention Center District		Meeting Notes	
Date:	11.10.04 (revised 11.16.04)		Time:	10:00 pm
Subject:	Steering Committee Meeting #3			
By:	Carol Mayer-Reed		To:	McCulloch, Meihoff
Attendees:	Deb Meihoff, Mike McCulloch, Lloyd Lindley, Jerry Johnson, Karen Whitman, Art Fortuna, Carol Mayer-Reed; & Steering Committee Members: David Unsworth, Marcia Carlson, Heather Hansen, Jeff Blosser, Scott Langley, Mark Rohden, Joe Angel, Doug McCollum, Richard Meade, Alan Peters, Dick Cooley, Brad Perkins, Brian McCartin & Robert Sacks			
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The consulting team and PDC reviewed the overall Vision Plan for the Oregon Convention Center (OCC). Concepts discussed included the headquarters hotel, urban design issues, opportunities for the convention center and new development blocks, Sullivan's Bluff trail, river connections and traffic calming on MLK and Grand Avenue. Also addressed in the presentation was an overview of the economics of new development and parking, along with opportunities for increased identity and retail through Cascadian themes and the potentials for the district to host both convention and community activities.

A summary of comments from the Steering Committee discussion is as follows:

1. The Lloyd District is at the brink of changing to development patterns that are of a higher and better use of the real estate. Important catalyst projects are housing and the headquarters hotel that need support. Most Steering Committee members agreed that they should be given a priority. The headquarters hotel may need public subsidy to make it work and function to the appropriate level.
2. The Lloyd District is of emerging importance on the east side of Portland as a statewide commerce center. The district will be competing with downtown and the Pearl District, but can offer different amenities. The Lloyd District's lower price point will make it more appealing initially, until it is seen as having more amenities and gains a critical mass of development.
3. There are a number of other cities across the country, such as Hartford and Baltimore that are planning similar entertainment districts. Some include large, multi-block developments. There may be non-local developers who are more experienced at entertainment districts in other cities. These developers might be willing to look at the concepts of the plan, or perhaps become interested in the project.
4. The OCC district needs to have a local appeal to the neighborhoods, yet extend a layer of the larger regional draw. The elements of interest and vitality need to reflect the character of the region and the essence of the Oregon lifestyle.
5. There are many opportunities to populate the area with the people who can't be seen on the sidewalks, but who are already present or could be attracted to the district. Improvements to make the area a pedestrian friendly place will help to accomplish this goal. One opportunity is to create a focus of activity at the "100% corner," at the northeast corner of the Convention

Appendix G - Steering Committee Meeting Notes

Center MLK and Holladay Street. This site can be redeveloped as either a “green,” transparent enclosed space or a covered, all-weather plaza. The space can be illuminated with art/media displays and become a magnet for community gathering and “signature” space for events at OCC. The space could be used for media events and gathering places for tours. It can be used to highlight different conventions or expos that come to Portland. The plaza or glass atrium would have retail establishments such as cafes and coffee shops to support activities, even when there is not a convention in progress. The space would have the capability to host festival or lunchtime events (such as activities in association with the Rose Festival) to draw people who work in the Lloyd District.

6. Art/media displays can underscore Oregon themes. They may have a sponsorship component to help bring revenue to the area. The displays can also tie across the street to the new headquarters hotel. Colorful electronic media displays may create a visual magnet in the city and set this area apart from other districts.
7. The Steering Committee encouraged PDC and the team to define the next steps and to commence an implementation of the Vision Plan. One step is to look for partners, such as the state’s Oregon Economic Development agency. This is key to creating a statewide commerce link and promoting the Branding Oregon movement.
8. Another step is to test the commercial viability of retail and thematic programing of the area as a gateway to the region. An important question is how to encourage retailers to be part of this project? Where do the customers go? Where do they park? Does underground parking pencil out economically? What ideas are timely? What is the appropriate scale of commercial development?
9. One participant of the steering committee did not see a clear vision to sell yet. He felt it was important to build on the strength of the Lloyd Center. He was skeptical that retail activities will work around the OCC, but agrees that it needs to appeal to locals and visitors alike. He also remarked that Metro and OCC might need to become more outwardly focused and interactive with the neighborhood. Retail strips down MLK and Grand need to be more active and porous.
10. Connections to the Willamette River remain an important topic. CH2M Hill is currently doing a study for improvements to the I-5 underpass. The team is also looking at opportunities to use the ODOT right-of-way as a landscape gateway and stormwater treatment area.
11. Traffic calming is critical for success of the pedestrian spaces and sidewalks. Vehicular speeds are a function of the signal spacing. Signals could be located at every block when demands warrant it. This is a comparatively inexpensive way to begin to deal with traffic calming. The PDOT representative is willing to look at the signalization issue, along with the impacts of the streetcar alignment on MLK.
12. Metro will discuss housing again over the parking structure and elsewhere on the site. There can also be an effort to encourage retail in Metro’s block frontage on Grand Avenue to help activate the street, rather than the passive ground floor offices that are currently located there.
13. One Steering Committee member liked the notion of an exciting, even larger entertainment district in Portland that could extend to the waterfront with an extensive promenade, including the undeveloped riverfront parcel west of the Memorial Coliseum. He felt that a casino or floating boat on the waterfront could be appropriate.
14. There was concern among the group that concluding the Steering Committee’s involvement will not result in forward motion of an implementation plan. It was acknowledged that many projects will need a level of public participation and PDC is an important link to funding. The group agreed that they should pursue ways to get attention from the newly elected mayor of the city so that this plan is given a priority for political and financial support. There needs to be a core group that is from the private sector to demonstrate intent and the ability to partner with the city.
15. Another question is how does this study become more public?
16. One member of the Steering Committee felt that the streets with so much public transportation on Holladay, Multnomah and the transit center west of I-5 are very difficult to navigate by car and limit development potentials.

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17. Housing remains an important aspect of the Vision Plan and the creation of a neighborhood. It will become a component of redevelopment of blocks for the highest and best use.
18. One member particularly liked the scenic and recreation distribution point discussed for Block 49 programming. He suggested that the city and OCC begin testing out the concept at existing properties to prove that it is marketable before pursuing private development to carry out the concept.
19. It was mentioned that we need to better understand the parking needs of the development strategy, as parking will direct the type of development. For instance, housing will likely have better parking ratios than office. Parking may drive housing development initially.
20. There were concerns about noting Blocks 23, 9, and 6 as catalyst sites, given they are not under a single ownership. It may take years for the property owners to sell or get together for a major redevelopment of the blocks.
21. It was suggested that we should concentrate on stimulating the area through development of properties under public control. The study needs to outline timing of implementation.

END

Appendix H - Design Charette Notes

M E E T I N G R E C O R D

Project:	Oregon Convention Center District		Meeting Notes	
Date:	8.24.04	Time:	9:00 am	
Subject:	Charrette Notes			
By:	Carol Mayer-Reed		To:	McCulloch, Meihoff
Attendees:	Deb Meihoff, Mike McCulloch, Karen Whitman, Art Fortuna, Alex Lifschutz, Carol Mayer-Reed Lloyd Lindley			
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The team's preliminary goals for the Oregon Convention Center District include the following:

- 1) Focus the district study to become a catalyst for urban renewal, with an emphasis on implementing the Lloyd District Development strategy components.
- 2) Promote the district as a more integral part of the city. Currently, the district is largely seen as a pass-through area. It appears to have a lack of physical connectedness to other parts of the city due to superblock development, freeways, topography and the river.
- 3) Express the Oregon experience within the district and its entertainment venues. Does "Oregon" equal the notion of "green"? How can green industries, fitness, growing, clean, and progressive technologies be expressed? In any case, the authentic, or "real" Oregon needs to be reinforced to make it compelling for residents and visitors alike.
- 4) Create an improved identity or "brand" for the district.
- 5) Draw the surrounding neighborhoods into district.
- 6) Ensure that this study is focused and directly applicable to the goals. Dovetail this study with earlier studies. Avoid duplicating efforts and studies that have been approved by the city and other stakeholders.

Issues discussed during the charrette include the following:

- 1) The "chicken & egg" syndrome is an obstacle to development in the district. Property owners appear to be reluctance to move development forward unless there is movement by others.
- 2) Scale is a large issue in the attractiveness and livability of the district. The historical plan for the Lloyd District was grand and very formal. Instead, the development is suburban and automobile-oriented in character, at a large scale. The comfortable pedestrian scale is lacking.
- 3) Housing and entertainment are areas of emphasis for the district study. How they overlap may yield great opportunities. It is important to draw the surrounding neighborhoods into the district.
- 4) Balancing land uses is important. How are new and existing developments integrated within the district? Unlike other districts in the city, such as NW 23rd and the Pearl, there are very few old buildings to work with. It may be possible to add some blocks of flexible building shells or architectural space that can be adapted to live/work, office or retail that will add a mid-level or finer grained urban fabric for the district.
- 5) There is a need for improved continuity and connectivity in the district, both horizontally and vertically. It is important to entice workers out of large towers and crowds out of the large

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entertainment venues and convention center. These populations of people will energize the district and populate the streetscape. From the standpoint of the large entertainment venues and convention center, there is a "surge" phenomenon of people that is not consistent, and takes up a lot of surface parking lots.

- 6) The area is lacking in interesting restaurants, clubs, bars, shops, and other venues to draw people that are already there. This district should function at a high level on a daily basis; and that any business from the Convention Center and the Rose Garden should be additional "gravity" on the top.
- 7) There are many undeveloped, underdeveloped, 'vacant' or even blighted parcels. (Is this Portland's version of blighted?) There are both physical and social conditions that need improvement. The study area doesn't have that many blocks to develop; yet there is a big hole in density because few people really live there. Some say that the district feels unsafe, particularly at night.
- 8) The Lloyd District is the second highest employment area in the city outside of downtown. So why is it underdeveloped? One theory is that there are no inexpensive real estate properties where a developer can take risks. Smaller scale properties are rare in this district. Is large-scale land banking contributing to the problem of development not moving forward?
- 9) It is interesting to note that the Rose Garden development has not leveraged additional investment, although it was planned to do so. The Cucina! Cucina! Restaurant and the retail have not been successful.
- 10) More planned or programmed activities are needed to energize and populate the district. The district will then be seen as positive and will benefit from a cumulative effect. Then strategies will be needed to sustain the desired levels of activity and ensure that individual parts are viable over time. For example, the programs and activities of the Convention Center and the Rose Garden should become more visible to the general public with banners, displays, scrim images, lighted signage, etc. They are very visible public facilities, given they are adjacent to light rail and major automobile transportation routes.
- 11) The OCC towers as an icon for the district is an urban design concern. The Bureau of Planning believes that the towers are important architectural elements. However some members of the design team think they are not key; and they should not drive architectural massing or building designs, or limit the potentials for other iconic forms. The towers are not as important to the streetscape experience as they are in a larger city-wide scale or wayfinding context.
- 12) Streetscape and pedestrian enhancements will be important to the district to make it distinctive. Presently, the streetscape is unclaimed because there is not enough life adjacent to buildings and in the public realm other than vehicles. Interestingly, the best mass transportation system in the city, the light rail transit, runs through the district. However little pedestrian movement is seen in the surrounding blocks.
- 13) Physical and psychological connections to the river will benefit the OCC District. There are significant barriers to the river, namely I-5 and the railroad. But there are opportunities to connect a greenway on the south side of the convention center, the I-5 freeway can be reconstructed or capped, and in the shorter term, the underpasses can be improved.
- 14) The team will make list of catalyst projects. Right now they are scattered, but this study should work to connect the dots.
- 15) MLK Jr. Blvd. is a real and perceived barrier within the district. How can traffic be calmed? Can it have narrower lanes to reduce the speed of traffic and make pedestrian crossing distances shorter? Can it become more interesting on a block-by-block basis? Can crossings be improved with special paving?
- 16) The team needs to provide a cohesive vision for the infrastructure, including identity and a framework or armature. The team needs to focus on the unique opportunities and constraints; and then prepare a plan for how to transform them into physical realities
- 17) Some assumptions for the hotel are as follow:
 - a) It should be unique to Portland.
 - b) It should feel safe & predictable.
 - c) There will be about 600 rooms first phase, expanded to 800 in the long term.
 - d) Some kind of covered connection to convention center is desired, without taking away activities of the streetscape.
 - e) The blocks around hotels work compatibly and offer interesting places to visit, dine, etc.
 - f) The strategy of this study may inform hotel negotiations.

Appendix H - Design Charette Notes

The following is a summary of opportunities and constraints of the district from the Design Charette held in Summer, 2004.

OPPORTUNITIES

1. Riverfront could be a wonderful location if barriers are removed.
2. The Steel Bridge provides good pedestrian/bike connections to downtown, Old Town and the northwest.
3. There is future potential for commuter rail to Seattle and Eugene.
4. Light rail transit provides great access. Convention center station is good and free transportation to downtown is excellent through the. Fareless Square program.
5. I-5 Freeway creates visibility and is a gateway into the city.
6. I-84 Freeway is depressed below the bluff, it can be capped, the north bank is undeveloped and it is under a singular ownership (the railroad).
7. The Convention Center operates about 150 days/yr and people come by the thousands. The towers are an architectural and wayfinding icon.
8. Legacy Holladay Park is an employment center.
9. MLK Jr. Blvd. Provides great visibility and automobile access.
10. Sullivan's Gulch bluff is a topographic feature and green edge with views to city. Orientation to the south and west provides a great microclimate. The bank could be reforested, natural drainage restored and it could provide an excellent pedestrian and bike trail access from neighborhoods to the river.
11. Government buildings in the district include Metro, BPA, State offices, Tri-Met that provide lots of employment.
12. Holladay Park is recently restored with mature trees, public and an interactive fountain. It could potentially be a programmable space for festivals or farmers market.
13. Lloyd Center is a regional shopping center providing lots of parking, and an employment center and visitor destination.

CONSTRAINTS

1. People can't get to the river very well.
2. Approaches to the Steel Bridge are not very visible. Improved wayfinding is needed.
3. The railroad is an industrial barrier, and trains are frequent.
4. The pedestrian environment and connectivity at Rose Quarter is difficult.
5. The I-5 freeway cuts off access to the river, Rose Quarter. It is noisy, a visual blight, and a pollutant.
6. It is noisy, a visual blight, and a pollutant.
7. The Convention Center is a super block and a major obstacle in the fabric of the district; the expansion makes this worse.
8. Legacy is high security, and not publicly friendly. It offers only a harsh urban edge.
9. MLK Jr. Blvd. Has a heavy traffic volume and speed of vehicles makes it difficult to cross.
10. Slopes of Sullivan's Gulch are steep and covered with blackberries. There is the I-84 traffic at the base and a railroad. Currently it is somewhat difficult to access.
11. Ground level floors of government buildings are dead, and there is no night activity.
12. Holladay Park is not embraced by surrounding land uses; it has evidence of drug trafficking.
13. Parking garages and surface lots ring the Lloyd Center and there is no visible activity externally. The center is of a huge scale, a super-duper block, and makes an unfriendly presentation to street.

14. The Rose Quarter hosts large events that draw lots of people. There will be potential for active sport retail at the city-owned parking garages if the MARC proposal goes forward.
15. The Central City Concern will provide affordable housing for key workers at the Ramada Inn site. It is a type of 'pioneer' housing and will help to vitalize a very difficult site.
16. Surface parking lots are beneficial, given that there is nothing there yet, they are easy to develop, they are opportunity sites, and land values are high.
17. High-rise towers are great employment centers, with lots of people. Some provide street life. Lloyd 500 & Liberty Mutual. Liberty Mutual plaza is successful. The small Kaiser Park is also successful and draws people. The towers offer some architectural variety.

14. The Rose Garden provides little street activity besides the episodic events. Parking in the district is impacted during events; yet the building and parking structures are empty most of time. The Blazer team is not currently a draw.
15. The Central City site is difficult to connect to, and is surrounded by busy streets.
16. Surface parking lots offer nothing to the pedestrian experience and are inhospitable environments. They appear to be leftover sites, despite the high land values.
17. The Lloyd Center tower doesn't offer street or nightlife. Some towers have residual, under-used space at the base; they not very interesting architecturally.

The following is a summary of projects that are known to be underway in the district, or some level of planning has gone into them. Projects with an * have plans for construction.

1. Robert Sacks' brewpub has a permit; is a renovation of an historic A.E. Doyle Building. *
2. PDC has funded a pedestrian wayfinding study by Joel Katz of Philadelphia. It is a district-wide study and implementation plan.
3. Red Lion Hotel expansion and refurbishing. *
4. Lloyd Crossings study catalyst project located at 7th & Multnomah.
5. The Forum Building may become an Eastern medicine college and boutique hotel with an Asian health focus. There is currently a redevelopment study for renovation of the historic building.
6. Expansion of Convention Center includes parcel south of Lloyd Blvd. In the future.
7. Holladay/Multnomah underpass improvements under I-5.
8. Metro housing over parking garage.
9. Boutique hotel/housing and office/hotel at site between Grand and MLK by Joe Angel. Studies have been done.
10. Streetcar will be expanded along MLK & Grand. The planning effort is underway and construction is expected to be complete within 5 years.
11. MARC is a proposal for retrofitting of Memorial Coliseum with a new recreation and sports center. Proposal lacks funding, but a study will be commenced.
12. Central City Concern affordable housing project at Ramada Inn site north of the Rose Garden. *

Conclusion: There are a number of plans, lots of potential and land banking in the district. Yet there is a hesitation to move forward, waiting for others.

Appendix I - District Character



Sheltered streets & plazas to encourage street life & cultural activity



Outdoor gathering places for casual interaction



Small scale retail along pedestrian corridors running east-west



Mixed uses combining housing, retail, office, parking & transit

Appendix I - District Character



"Festival streets" for locals & visitors to enjoy



Visitors & residents in an active urban scene



Enhanced pedestrian & bike connections to the river & downtown



Transit, retail, office & housing can all co-exist comfortably



Appendix J - References

- Oregon Convention Center Urban Renewal Plan*, Portland Development Commission, 1989.
- Eastbank Riverfront Neighborhood Access Study*, Portland Development Commission, 1999.
- Lloyd Crossing Sustainable Urban Design Plan*, Portland Development Commission, 2004.
- Lloyd District Development Strategy*, Portland Development Commission, 2001.

