

2010

North of Broadway / Blanchard Site Development Study



**City of Portland Bureau of
Planning and Sustainability**
Sam Adams, Mayor | Susan Anderson, Director





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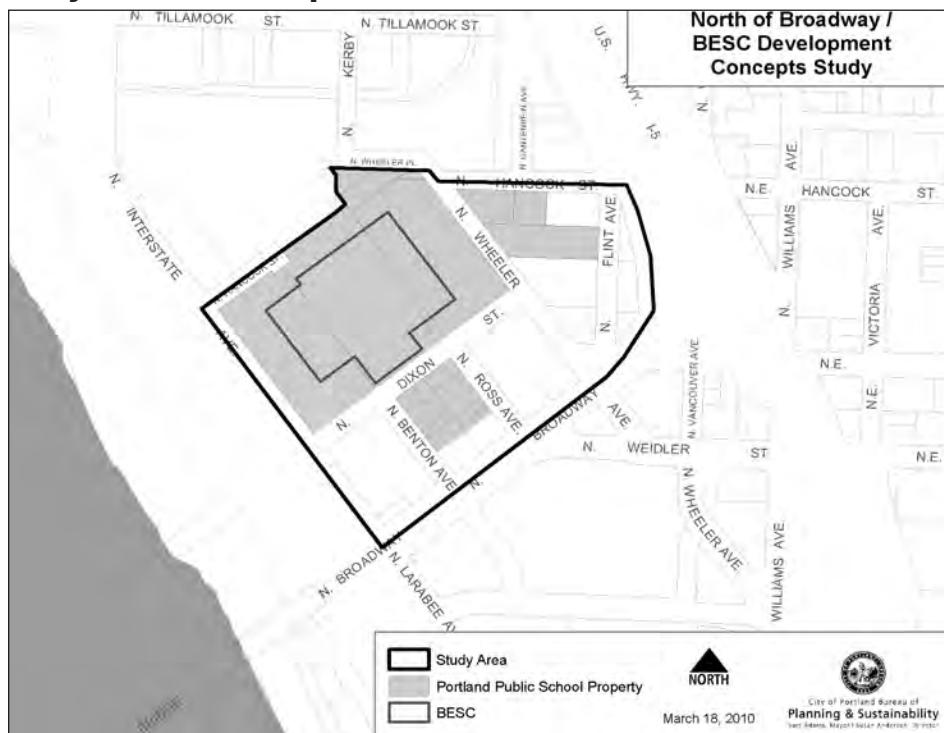
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Appendix: Market Overview: Blanchard Site Redevelopment



Project Area Map



Section 1: Project Scope and Background

Context and Purpose

Portland Public Schools' (PPS) central support services are housed in the Blanchard Education Service Center (BESC) in inner North Portland, at the southern edge of Lower Albina and adjacent to the Rose Quarter. Over the years, various planning efforts have suggested that this site—with its special attributes of access, Central City location, views of Downtown and large size—would be better suited to a different use and greater development intensity. A range of uses, including residential development, headquarters office, and a major or minor league baseball stadium have been previously suggested.

The recently initiated N/NE Quadrant Plan will provide an opportunity to identify the desired long term future of the site and nearby properties. The N/NE Quadrant Plan is part of the broader Central City 2035 effort to update the 1988 Central City Plan, including the development of new guiding policies, updated land use and urban design plans, and more detailed “quadrant plans” for specific Central City districts. The first of four such focused quadrant plans, the N/NE Quadrant Plan will cover Lower Albina and the Lloyd District and address land use, urban design, transportation,



public infrastructure and investment, and development regulations. It will be coordinated with and incorporate ongoing related efforts, such as the Rose Quarter Development Project and the River Plan-Central Reach.

The North of Broadway/Blanchard Site Development Concepts Study was initiated to explore potential redevelopment concepts for the BESC site and adjacent blocks with the goal of informing the N/NE Quadrant Plan process and helping PPS, the City, stakeholders, and elected officials make decisions about the desired future of the site. This preliminary study is

intended to develop a broad range of ideas and redevelopment concepts. **None of the concepts presented in this report represent a preferred alternative; they are meant to be a starting place for more focused conversations, debate and refinement.** Developing and realizing a new vision for the area will take additional planning, public outreach and significant resources, including a strategy for relocating some or all of PPS' facilities to other locations.

Relocating PPS functions will be challenging and require significant resources. However, site redevelopment has the potential to improve

operations and realize financial gains for the school district. While relocation is not a current PPS priority, the district is supportive of City efforts to explore redevelopment concepts for the site.

Project Scope & Background

Basic Information and Assumptions

Bureau of Planning and Sustainability (BPS) staff believe that it is appropriate to advance planning efforts for the eventual redevelopment of the BESC and surrounding area. This is based on a several facts and assumptions:

Site characteristics and land utilization

The BESC building contains approximately 365,000 square feet and occupies approximately 8 acres of General Industrial (IG1) zoned land between the Rose Quarter area and the Lower Albina industrial area. This represents a developed floor area ratio (FAR) of just over 1:1. Because the BESC is located on industrially-zoned land, there is no maximum FAR. Properties immediately to the south of the BESC with commercial (mixed-use) zoning and/or Comprehensive Plan designation have a maximum FAR of 4:1 and access to bonuses for up to an additional 3:1. In this context, the current BESC property is significantly underutilized. Most redevelopment options explored in this study would require changes to the BESC's existing industrial zoning. However, it should also be noted that large industrially-

Site Context & Zoning

zoned sites are scarce in the City of Portland.

Diverse PPS functions

PPS has a variety of distinct functions housed at the BESC including: Central Administration, Central Kitchen and Food Services, Warehouse and Distribution Services, and Maintenance Services. The school district has indicated that these functions do not need to be co-located to meet their needs.

BESC facility condition and suitability for other uses

A 2005 report commissioned by PPS on the feasibility of relocating Central Services from the BESC concluded that given the age, condition, awkward configuration, and seismic vulnerability of the BESC, reuse of the existing structure for new uses is unlikely. In addition, the report suggested that PPS should not make major investments in upgrading the building, but instead should seek a strategy to eventually relocate some or all PPS services and allow redevelopment of all or most of the site.

Transportation changes in the Rose Quarter

A new streetcar line is under construction on

Programming & Principles

Program Concepts

Next Steps

N/NE Broadway. In addition, the Oregon Department of Transportation (ODOT) is a sponsoring partner in the N/NE Quadrant Plan planning effort. It is envisioned that the final plan will include recommendations for improvements to the I-5/Broadway interchange to improve safety, operations, and neighborhood connectivity associated with the freeway. This presents an opportunity to address transportation issues and access requirements associated with different redevelopment concepts for the BESC site.

Rose Quarter Planning and Redevelopment

Changes and improvements to the Memorial Coliseum and surrounding Rose Quarter is the subject of the currently underway Rose Quarter Development Project. It is anticipated that the resulting development vision for the district and the additional planning efforts of the N/NE Quadrant Plan will introduce a variety of new uses and energy to the district. This will dramatically improve the attractiveness of new development on the BESC site and blocks immediately to the south.

Summary of Scope

Project staff first developed a preliminary Urban Design Framework for the project area and a list of urban design criteria to guide the development of design concepts (see Section 3)

Three urban design and planning firms were retained on small contracts to explore redevelopment program concepts for the study area. Three firms were chosen in order to bring a range of perspectives and ideas to the project. The firms are: DAO Architecture, Mithun and SERA. In addition, the Portland Development Commission (PDC) retained the firm of EcoNorthwest, a development advisor with expertise in real estate market and development feasibility analysis, to inform concept development and assist in concept evaluation.

A kick-off internal workshop was held on May 7, 2010. The design and development consultants attended, as well as project staff from BPS and PDC and representatives from other public agencies, including the Oregon Department of Transportation and Portland Public Schools. Workshop attendees reviewed

existing conditions, refined the preliminary Urban Design Framework and criteria, identified critical issues each concept needed to address, and determined the six development programs the design teams would further refine.

This report brings together the urban design framework and criteria, the identified critical issues and the six development concepts. The findings by the development advisor, EcoNW, are summarized in this report. Full findings are available in a separate document.



Section 2: Site Context and Zoning

Overview

This section features a series of maps and graphics that describe the existing conditions of the site and its surrounding context.

The site sits at the southern edge of the Lower Albina subdistrict of the Central City, north of NE Broadway from the Rose Quarter area that includes Memorial Coliseum and the Rose Garden Arena. The site includes the BESC building, a larger triangular block between N. Wheeler and Flint Avenues, and a remnant adjacent to the freeway. It also includes the last three remaining blocks that

reflect the urban pattern predating urban renewal activities in the area beginning with the planning and construction of Memorial Coliseum in the late 1950s.

Much of the site sits on a plinth largely at grade with the Rose Quarter to the south across Broadway, and some 20 feet above the more consistently industrial uses and businesses to the north. The block upon which the BESC sits is currently zoned for industrial uses, while the three blocks between it and Broadway feature higher density mixed use zones.

Next Steps

Program
Concepts

Programming
& Principles

Site Context
& Zoning

Project Scope
& Background



1955



1966

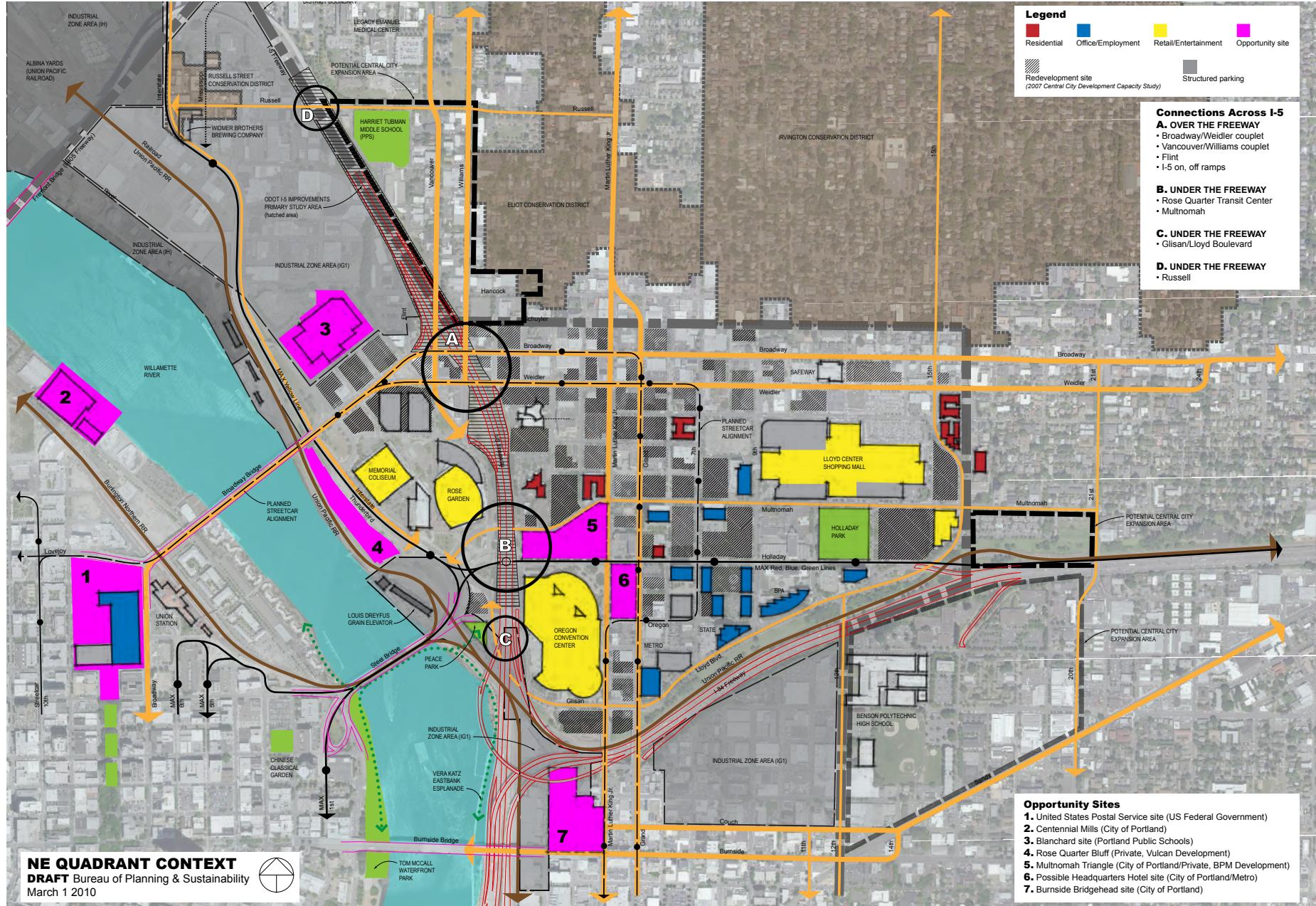


1996



Historic Maps and Photos

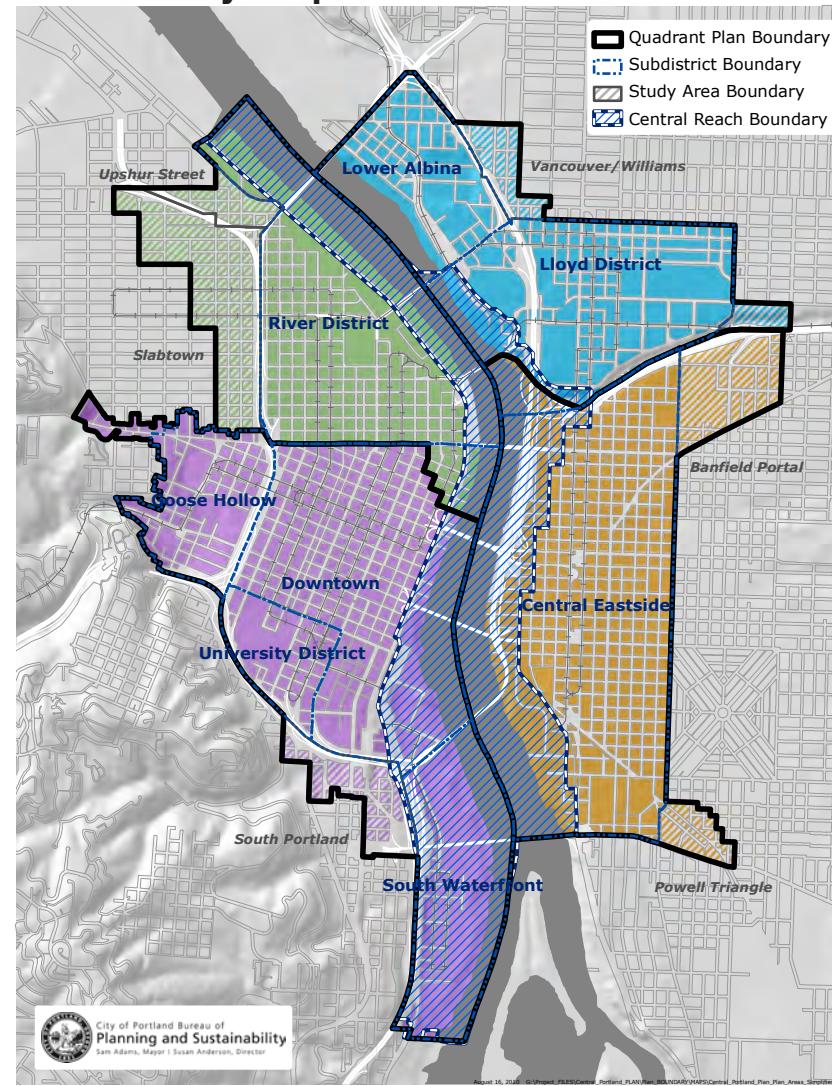
These sequential aerial photos illustrate the transformation of the Rose Quarter from a more traditional Portland streetcar-era, mixed use neighborhood into a grid-less district dominated by large-footprint buildings, including the BESC. The unique, river-oriented grid pattern and focus on Broadway as the centerpiece, was largely lost with mid-century urban renewal projects and demolitions that eradicated the physical forms as well as displacing the social hub for Portland's African-American community.

NE Quadrant Context Map

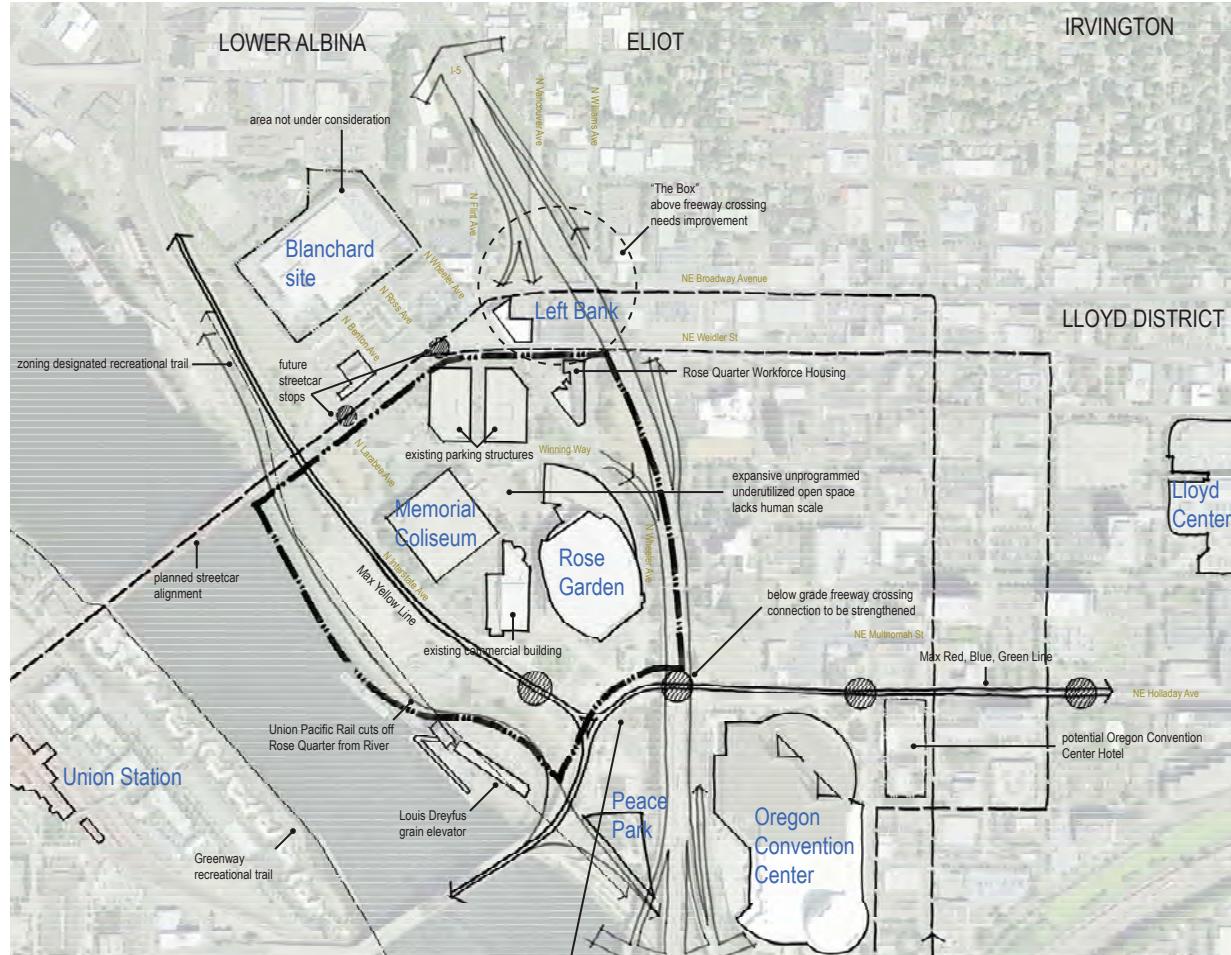
NE Quadrant Context Map

This map illustrates the larger context of the Northeast Quadrant, one of four that together comprise Portland's Central City. The Northeast Quadrant includes the boundaries of current Central City subdistricts Lloyd and Lower Albina, as well as a couple of areas under consideration for future incorporation into the Central City. The context map illustrates numerous existing characteristics of the geography, including key opportunity sites, major land use clusters, significant transportation corridors and existing and planned transit facilities.

Central City Map



Vicinity Map: Relationship to Rose Quarter



Vicinity Map

The site and study area feature some distinct opportunities and constraints unique within the Central City. This map was prepared for the 2009 Rose Quarter Redevelopment Charette that considered options for locating minor league baseball in the Rose Quarter. Opportunities and constraints for the BESC site include the following:

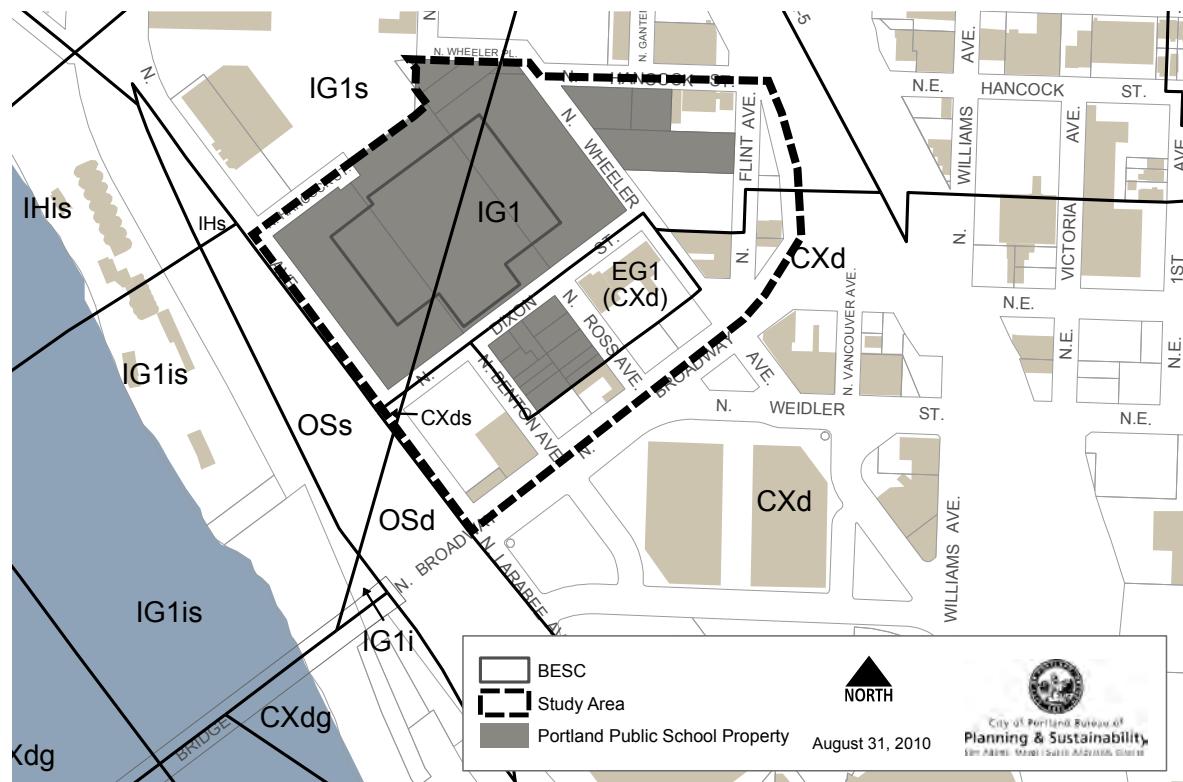
Opportunities

Physically, the study area is some 20 to 30 feet above the Willamette River, offering unparalleled views to the west and south of the Willamette River, Central City and West Hills. Broadway is a major corridor into and out of the Central City from NE neighborhoods, offering high visibility – expanding with Eastside Streetcar construction – to development on both sides of the street. The State of Oregon Department of Transportation (ODOT) has engaged the City in evaluating options for improving the existing interchange at “the box,” where local street couplets Broadway, Weidler, Vancouver and Williams all intersect with I-5 on and off-ramps. The site sits at the northern edge of the Central City and is adjacent to the densest concentration of large event and entertainment facilities, that draws thousands of visitors every year to the Rose Garden Arena, Memorial Coliseum and the Oregon Convention Center. The large size of the site presents opportunities for development firms and/or businesses that would otherwise be limited by the smaller 200-foot by 200-foot typical Central City block size.

Constraints

A distinct lack of the previous smaller, regular block pattern and buildings has yielded the present character of the BESC. It exists as one of several large, imposing buildings sitting in a large, relatively undifferentiated landscape with little apparent public connectivity through it. The episodic and single-use nature of the event facilities brings thousands into the area for relatively brief periods of intense activity, followed by prolonged spells of inactivity, cultivating a perceived decrease in public safety. Boundaries defined by the freeway, a heavy rail line, and busy couplets/corridors have effectively isolated this area from the river and nearby Lloyd District to the east. Some uses or redevelopment programs may be difficult to establish without significantly improved connectivity to nearby neighborhoods and/or districts, in the Rose Quarter area to the south, and to Eliot and Irvington to the east across I-5.

Zoning Map



Title 33 Zoning Entitlements Analysis

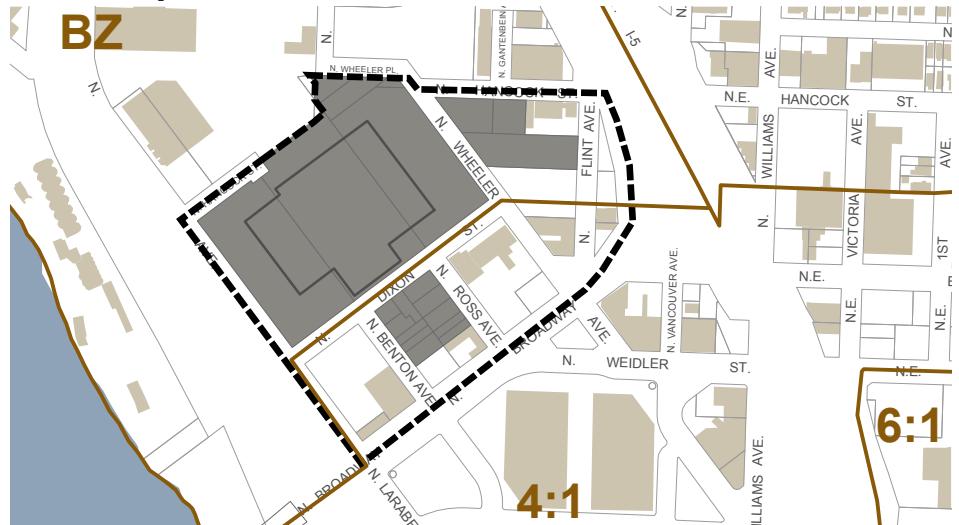
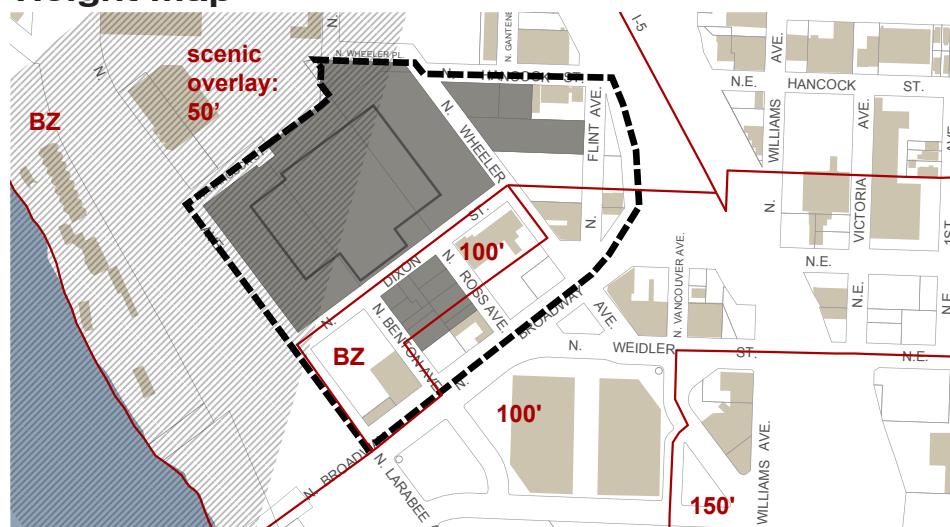
Zoning: Currently, the site features three different base zones intended to create a transition from the mixed use, higher density areas south of Broadway to the industrial areas to the north in Lower Albina. The blocks and parcels fronting Broadway are zoned Central Commercial (CX)

the Central City's highest density commercial zone, allowing 100% commercial or residential development. Back portions of some of these blocks are zoned General Employment (EG1), a zone intended to facilitate employment uses more compatible with adjacent active industrial areas. While the existing EG1 does not allow

residential uses outright (possible through a conditional use process), the properties with this zoning in the study area can be upzoned to CX without a Comprehensive Plan amendment, increasing the parcels' development flexibility.

The block that the BESC sits on, as well as parcels further back from Broadway, are zoned General Industrial (IG1). This zoning is intended to preserve land for industrial use and reflect the character of several of the businesses and uses currently in the area. The Water Bureau's facilities, on properties due north of the BESC facility, are also in this industrially-zoned area, and offer another opportunity for a publicly-owned buffer between more mixed uses and the industrial areas.

Overlay Zones: The CX-zoned parcels fronting Broadway have the Design Overlay zone ("d") implementing Central City design review, and requiring development proposals on these three blocks to address the design guidelines described in the Special Design Guidelines for the Design Zone of the Lloyd District of the Central City Plan. The EG1 (before rezoning to CX) and IG1-zoned areas do not have the Design Overlay zone.

FAR Map**Height Map**

In addition, the northwestern -- roughly half -- triangular portion of the BESC site is within a scenic overlay zone ("s"). The public view from Lillis Albina Park creates this scenic resource, and limits development in this area, regardless of zoning or use, to a maximum height of 50 feet, to protect a viewshed from the school site to the Willamette River and Central City beyond.

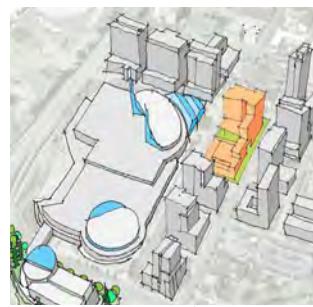
Development Entitlements: Parcels and blocks with more flexible zoning fronting Broadway feature maximum floor area ratios (FAR) of 4:1, increaseable to 7:1. These parcels and blocks also have a maximum height limit of 100 feet. The EG1 parcels are limited to 45 feet, or 75 feet upon rezoning to CXd.

The industrially-zoned blocks and parcels have unlimited FAR and height limitations, as industrial building forms are typically more spread out, one story, and lighter building structures.

Previous Studies

Lloyd Green District, 2009

Building upon the Lloyd Crossing Sustainable Urban Design & Catalyst Project of 2004, major private and public property owners created the Lloyd Green District Projects Work Group to identify district-scale, collaborative investment opportunities and potential project ideas that will improve the environmental performance of the Lloyd District. The City of Portland, in partnership with the Lloyd Green District, has developed a performance baseline for sustainable practices applicable to seven participating property owners who manage 20 properties in the Lloyd District.



Credit: ZGF Architects LLP

Rose Quarter Development Project, 2009

A 35-member steering committee, chaired by Portland Mayor Sam Adams, has been convened to lead a process determining the appropriate future for the Memorial Coliseum, a historic landmark event and sports venue constructed in 1960 and designed by Skidmore, Owings and Merrill Architects. Recent proposals under consideration for the building's future programming include improved event and entertainment functions, a metropolitan amateur sports complex, and a combination of the two with an emphasis on the veteran's memorial character and enhanced community facilities.



Credit: PDC

Major League baseball, 2004

A private interest group initiated a citywide search for a site to locate a Major League Baseball team in the City of Portland. Of the several sites studied, by both the City and HOK Architects, the Blanchard site and the United States Postal Service site (across the Broadway Bridge) emerged as the top two preferred locations for a new major league stadium, capable of holding some 35 to 40,000 seats.



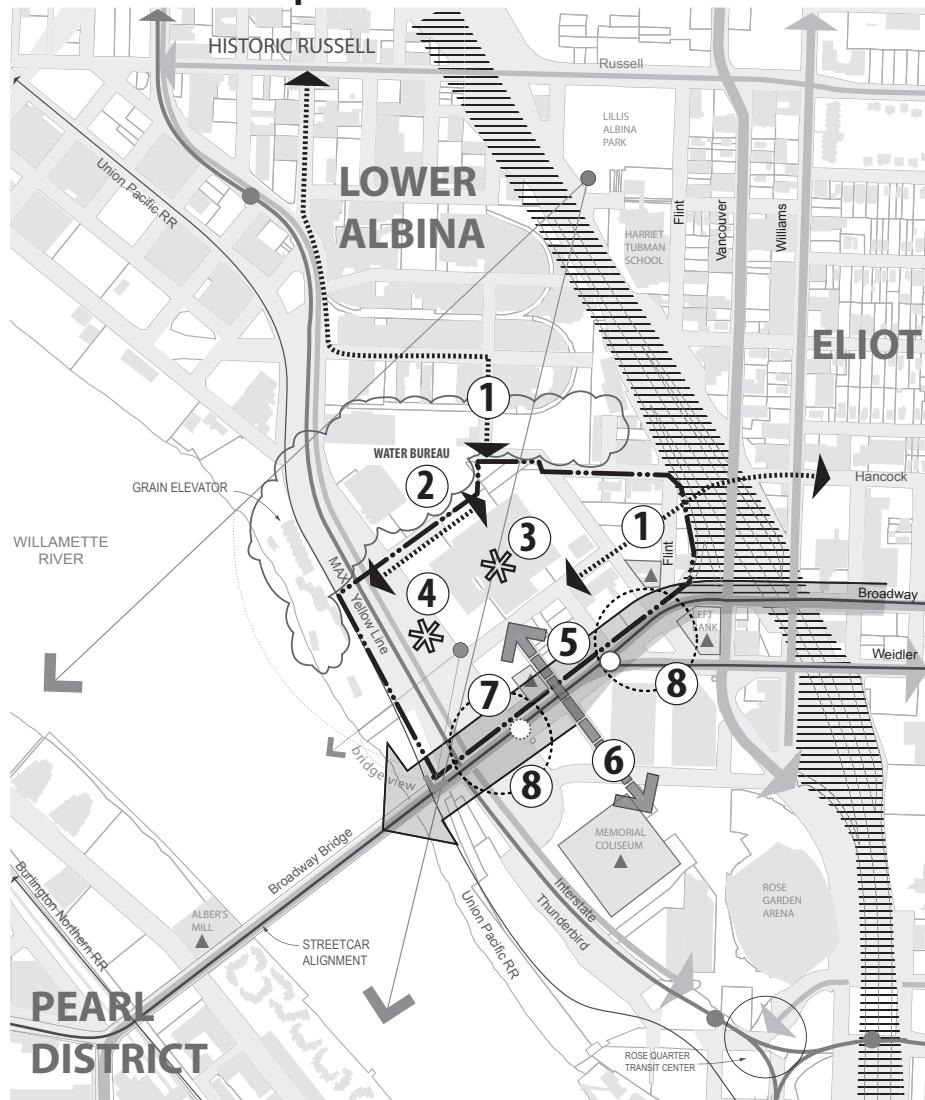
Credit: HOK Architects

Rose Quarter Urban Design and Development Plan, 2001

Prepared by Urban Design Associates for the Portland Development Commission, this comprehensive redevelopment vision and development strategy for the Rose Quarter area, including the Blanchard site, proposed a new set of design principles, a reinstatement of the pre-existing block pattern and street network, improvements to the I-5/Broadway/Weidler interchange and new mixed uses throughout the district. On the Blanchard site, the plan envisioned a new, high density residential district surrounding a new set of open spaces.



Credit: Urban Design Associates

Framework Map

North of Broadway / Blanchard Site Development Study

Section 3: Programming and Principles**Urban Design Criteria/Framework Map**

The following urban design framework map and criteria for the Blanchard site are the result of consolidating and updating those from previous design and development planning efforts in the area and additional site analysis. The primary work that yielded relevant urban design principles or objectives were the Rose Quarter Urban Design and Development Plan (2001) and the Rose Quarter Redevelopment Charrette (2009.)

URBAN DESIGN CRITERIA DRAFT

North of Broadway / Blanchard Site Development Study

1. IMPROVE CONNECTIVITY TO & THRU SITE
2. SUPPORT INDUSTRIAL BUFFER
3. DEVELOP / INCORPORATE FLEXIBLE PUBLIC OPEN SPACE
4. DEFINE PUBLIC VIEW
5. ORIENT TO N. BROADWAY
6. CONNECT SITE TO ROSE QUARTER FUTURE ENTERTAINMENT DISTRICT
7. SUPPORT POTENTIAL FOR FUTURE MASS TRANSIT HUB
8. STRENGTHEN GATEWAY TO RIVER & LLOYD DISTRICT

Development Program Concepts

These urban design criteria were refined by the consultant teams and addressed by all the development program concepts for the Blanchard site. Specifically, they include:

1. *Improve Connectivity to and Through Site:* To realize the site's redevelopment potential, better and clearer connectivity across the freeway from the east, the industrial areas to the north and Interstate Avenue from the west is needed. Linking these connections into a coherent system will facilitate the widest range of development opportunities.
2. *Support the Industrial Buffer:* The northern boundary of the site is adjacent to the industrial uses and businesses in the Lower Albina Industrial District. Redevelopment on these portions of the site should sensitively integrate program elements and new infrastructure to support the ongoing industrial operations in these areas.
3. *Develop/Incorporate Flexible Public Open Space:* New, flexible, and human-scaled public open spaces must be an integral part of any redevelopment on the site. The open

space(s) should respond to the site's unique topography, cultural history and adjacent existing open space system components.

4. *Define Public View:* The site's unique elevation above N. Interstate Avenue and the Willamette River offers a signature opportunity for a public view of the Central City, the Willamette River and a number of bridges. The view may be incorporated into the public open space(s) developed on the site.
5. *Orient to N. Broadway:* Southern portions of the area still include the original block pattern with a strong orientation to N. Broadway, reflecting the corridor's significance in the area. New development intensity, larger building forms and the highest concentrations of mixed, active uses should be oriented to N. Broadway to further emphasize the street's central role in the area.
6. *Connect Site to Rose Quarter Future Entertainment District:* The entertainment and event functions in the Rose Quarter are envisioned to be strengthened with new attractions and additional mixed uses. Redevelopment of the Blanchard site must develop a strong, compatible relationship with these regional

- attractions.
7. *Support Potential for Future Mass Transit Hub:* Redevelopment of the Blanchard site should consider the potential for a transit hub where the Portland Streetcar on the Broadway Bridge crosses over MAX light rail on N. Interstate Avenue. A future streetcar stop is planned at N. Larabee, and the possibility exists for a new light rail station in the vicinity of the Broadway Bridge, which could provide the foundation between the hub and redevelopment on the Blanchard site.
8. *Strengthen Gateway to River and Lloyd District:* The Blanchard site, and surrounding study area, sit at a highly-visible bridgehead location at the eastern end of the Broadway Bridge. The character, form and orientation of new development on the site has an opportunity to signal a transition into the Rose Quarter and Lloyd District.

Critical Issues

Project staff, the consultant teams and workshop participants also identified six critical issues or variables that each concept should address. The assumption was made that there was no single best approach to any of these issues and that the different objectives and needs of each program would result in a variety of responses to the issues.

1. Retention or modification of existing buildings and uses, including historic resources
2. Retention, modification, establishment or reestablishment of a street grid and lot pattern/platting
3. Mix and location of land uses and development types, and use of zoning entitlements, including:
 - Estimates of square footage by land use
 - Building types

- Number of residential units
 - Building massing, FAR and heights
4. Impacts to the public view of Downtown Portland from Albina Park and/or establishment of new public views on-site
 5. Provision of parking and loading facilities, including estimated number of spaces, location and form (structured, subsurface, surface)
 6. Measures to buffer the site from adjacent industrial uses to the north and west



Section 4: Program Concepts

A workshop was held at the Bureau of Planning and Sustainability on May 7, 2010 with the three design consultant teams, the market consultant, staff and partner agencies to determine the set of potential program concepts to be explored. The process for selecting program concepts was based on an interest in exploring the broadest set of uses possible on the site. The programs selected for further development by the consultants included:

- Mixed Use Residential
- Research & Development
- Incremental Industrial
- Big Box/Mixed Use
- Employment Incubator
- Entertainment

Following assignment of the programs, the consultant teams prepared development concepts which addressed the urban design criteria and several specific issues and/or development variables that would need to be considered under each program. Some of these variables included building heights, amount(s) of parking needed, and other infrastructure improvements to better facilitate redevelopment of the site. An analysis of economic and market considerations applicable to the program concepts was performed by EcoNorthwest, which is included in the appendix of this report.

Supplemental text for each concept that follows was provided by the consultant.

OVERVIEW OF SITE PLANS



Mixed-Use Residential Concept
Credit: Mithun



Research & Development Concept
Credit: Mithun



Incremental Industrial Concept
Credit: DAO Architecture

Project Scope
& Background

Site Context
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Big Box/Mixed-Use Concept
Credit: DAO Architecture



Employment Incubator Concept
Credit: SERA



Entertainment Concept
Credit: SERA



Mixed-Use Residential Concept

MITHŪN

A. Concept Overview

- The urban design strategy repairs the urban fabric by re-establishing the street grid, reducing travel lanes on Broadway in order to make a distinct and memorable place of arrival, and transition at the eastern end of the Broadway Bridge and concentrating density and retail activity along Broadway as a compliment to the redevelopment of the Rose Garden area.
- The street network is clearly defined by buildings built to the property line with active ground floors. A series of open spaces are linked together and to the larger community, defining a number of sub-neighborhoods within the development. Open spaces in the concept are distinct and semi-private, providing a respite for residents and preserving views. Along Broadway, the building edges and tree allees are used to buffer from the adjacent uses.

Project Scope & Background

- This new neighborhood should maximize sustainable stormwater management strategies and habitat creation through the use of green roofs and native planting. Because development may occur incrementally, each block is provided with open space that can serve both recreation and stormwater functions to account for phasing over time.
- High standards for energy conservation and sustainable material use should be established and district-wide energy and waste water treatment strategies should take advantage of the program diversity, and could be coordinated with the Lloyd District and the redevelopment of Rose Quarter.
- The concept introduces a variety of residential types into the neighborhood, with density and retail/mixed-use buildings focused along Broadway. The historic storage building is envisioned to be adapted for loft living.

Site Context & Zoning

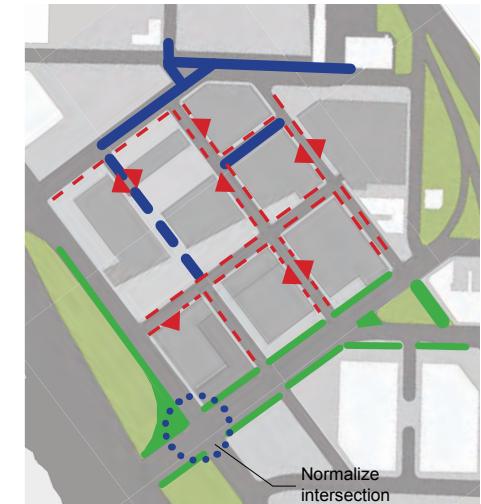
Programming & Principles

Program Concepts

Next Steps



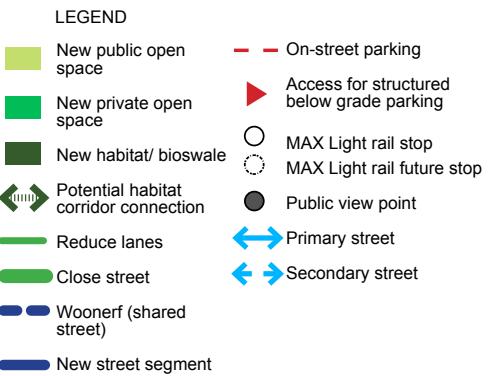
ACCESS AND MOVEMENT PLAN



PARKING AND ACCESS PLAN



OPEN SPACE PLAN



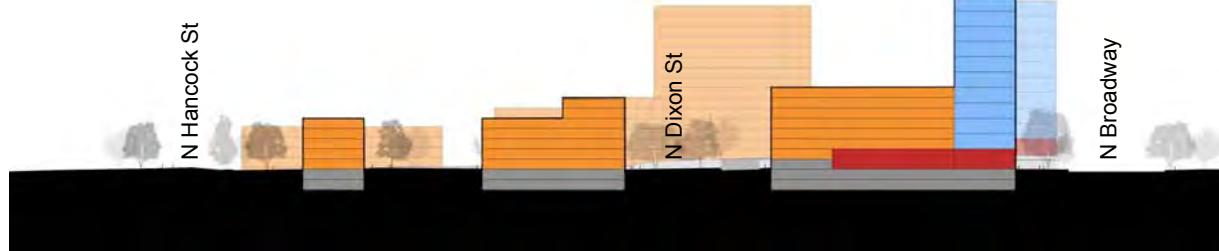
Next Steps

Program Concepts

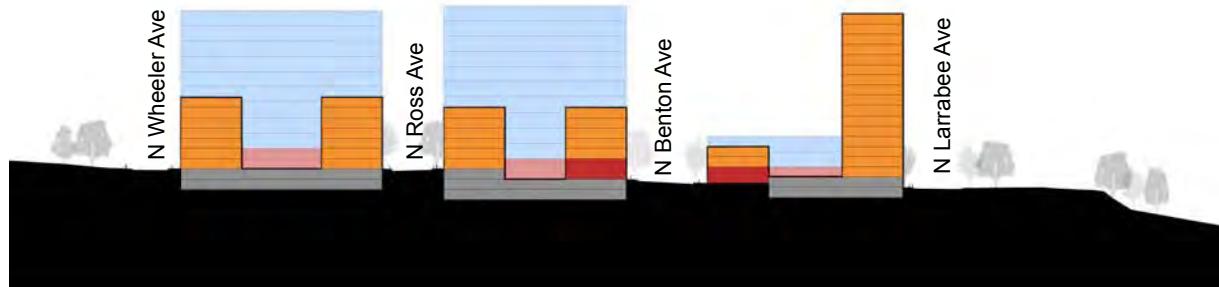
Programming & Principles

Site Context & Zoning

Project Scope & Background



E-W SITE SECTION "A"



N-S SITE SECTION "B"

LEGEND

- Residential
- Office
- Parking structure below
- Ground floor Retail

SITE SECTIONS

B. A summary discussion of how the development concept addresses the eight Urban Design Criteria identified in the Urban Design Concept:

1. Improve Connectivity To & Thru Site: The site is connected to its surroundings by changing the nature of Broadway from a vehicular conduit to a distinct and memorable place. Hancock Street is reconnected across the I-5 freeway and N Benton Avenue should become the central north-south spine of the Rose Garden redevelopment and the Blanchard site.
2. Support Industrial Buffer: Open space and significant tree plantings act as a buffer to the industrial areas to the north and northwest of the site.
3. Develop / Incorporate Flexible Public Open Space: a central open space acts as a focus for the development and is linked to Broadway along N Benton Avenue. A secondary neighborhood space, as well as private courtyards, are provided.
4. Define Public View: Buildings are kept lower in the viewshed from Lillis Albina Park. Ad-

ditional public view points are provided from the western edge of the central open space of the development.

5. Orient To N. Broadway: The proposal creates density, retail activity, and spatial definition along North Broadway. Traffic lanes are reduced and allees of trees provide amenity along widened sidewalks. Wheeler Avenue is closed in front of the left bank, thus providing an appropriate setting for the streetcar stop and a focus for the new urban space that defines entry from the west.
6. Connect Site To Rose Quarter Future Entertainment District: N Benton Avenue is treated as a strong spirit connector between the site and the Rose Quarter. The Rose Quarter should also establish a strong and active spatial edge on Broadway.
7. Support Potential For Future Mass Transit Hub (if applicable): A mass transit hub connecting light rail and streetcar lines should have head houses at the intersection of Broadway and N Interstate Avenue with escalators and elevators to overcome the change of level.



View from Albina Park/Tubman MS



View from North Side of Broadway Bridge

VIEWS OF SITE

**Aerial View Looking North****Aerial View Looking Southwest**

VIEWS OF SITE

8. Strengthen Gateway To River & Lloyd District: The gateway from the river to the Lloyd District is defined as a linear, tree filled, urban space along Broadway with the left bank acting as a focus to the east. Transit head houses at Interstate further define this place.

C. A summary of how the development concept addresses the six critical issues or variables identified in the May 7 work session:

1. Retention or modification of existing buildings and uses, including historic resources: The left bank, the historic apartment building and the historic storage building are retained.
2. Retention, modification, establishment or re-establishment of a street grid and lot pattern/platting: The existing street grid is retained and completed, although in some instances street rights-of-way are treated as pedestrian linkages or woonerfs.
3. Mix and location of land uses and development types, and use of zoning entitlements. *Building massing and heights: Building heights in this proposal vary from 50' to 200', utilizing a variety of both mid-rise buildings and a few high rise buildings focused along Broadway. The building massing is typically shown as courtyard type, creating a strong street edge and internal open spaces. Parking is accommodated in underground structures, which take advantage of the topography. In addition, on-street parking is envisioned*

Summary Table

Land Use	Built area (gross square feet)	Number of Units (av. 1300 gsf/unit)	Parking Needed* (spaces)	Parking Provided (spaces)
Residential	1,622,454	1248	1348	
Retail	54,437		109	
Office	268,953		545	
TOTAL	1,945,844	1248	2002	2241
Net Site Area (excluding ROW)	650,876			
F.A.R.	2.99			

4. Impacts to the public view of Downtown Portland from Albina Park and/or establishment of new public views on-site: see above #B4
5. Provision of parking and loading facilities, including estimated number of spaces, location and form (structured, subsurface, surface): see above #C3. *Assumed parking ratios include: 2/1000 sf commercial (including retail, office, and lab), 0.5/1000 sf hotel, and 0.8/unit for residential.
6. Measures to buffer the site from adjacent industrial uses to the north and west: see above #B2



SITE PLAN: Research & Development

Research & Development Concept

MITHŪN

A. Concept Overview

- The urban design strategy repairs the urban fabric by re-establishing the street grid, reducing travel lanes on Broadway in order to make a distinct and memorable place of arrival, and transition at the eastern end of the Broadway Bridge and concentrating density and retail activity along Broadway as a compliment to the redevelopment of the Rose Garden area.
- The street network is clearly defined by buildings built to the property line with active ground floors. A series of open spaces are linked together and to the larger community, defining a number of sub-neighborhoods within the development. Moving northwest from the transit hub on Broadway, the open space at N Benton Avenue is designed to draw in activity to the center of the site at N Dixon Street. This public gathering space then opens to views and establishes a

Project Scope & Background

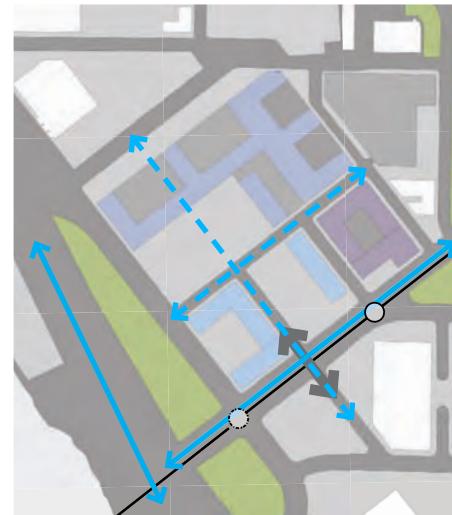
- presence or hub of activity.
- This new neighborhood should maximize sustainable stormwater management strategies and habitat creation through the use of green roofs and native planting. Each block provides for private open space for the users as well as for ecosystem function.
- High standards for energy conservation and sustainable material use should be established and district-wide energy and waste water treatment strategies should take advantage of the program diversity, and could be coordinated with the Lloyd District and the redevelopment of Rose Quarter.
- This concept envisions a central open space and retail pavilion which provides a destination from the Rose Quarter and enlivens the campus with activity. A limited amount of hotel space is synergistic with nearby nighttime uses, and ensures that the redevelopment is truly a 24 hour experience.

Site Context & Zoning

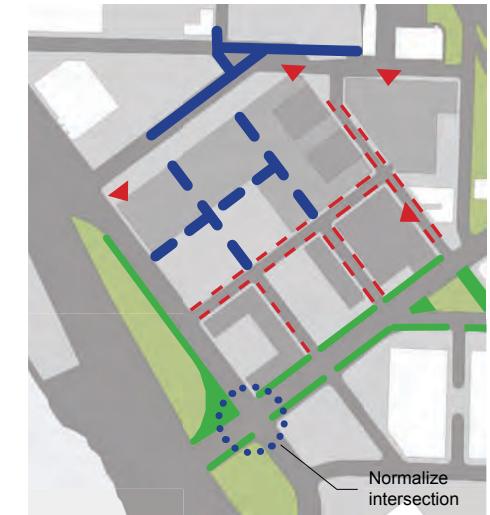
Programming & Principles

Program Concepts

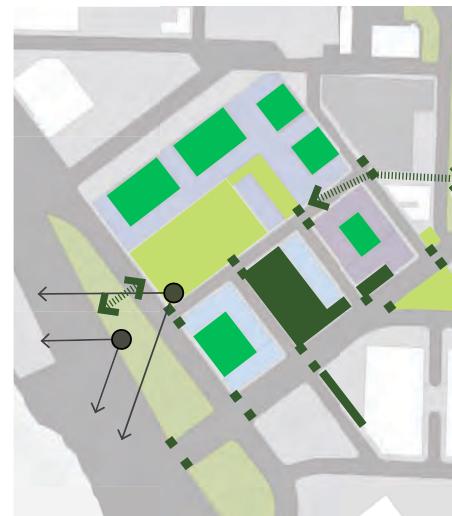
Next Steps



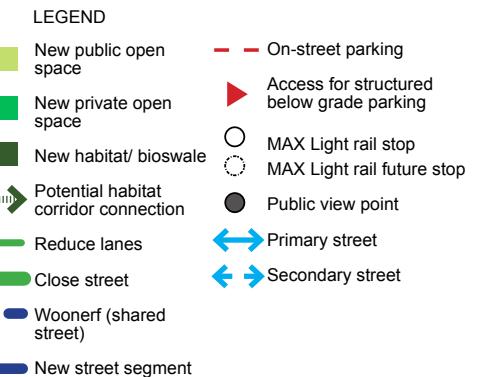
ACCESS AND MOVEMENT PLAN



PARKING AND ACCESS PLAN



OPEN SPACE PLAN



SITE DIAGRAMS: Access / Movement / Open Space

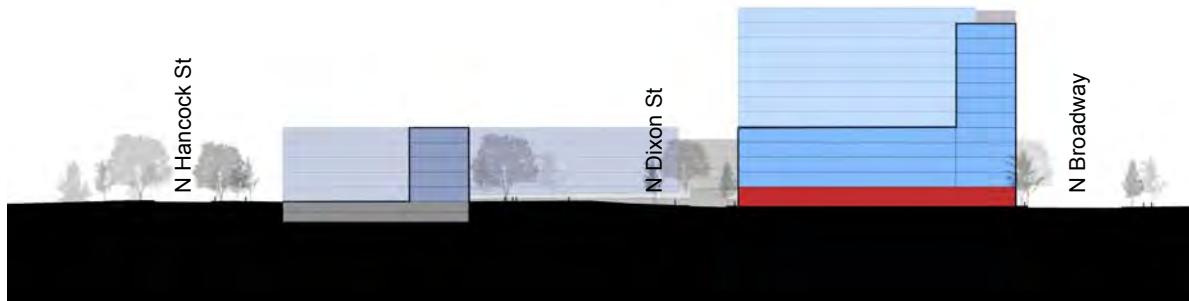
Next Steps

Program Concepts

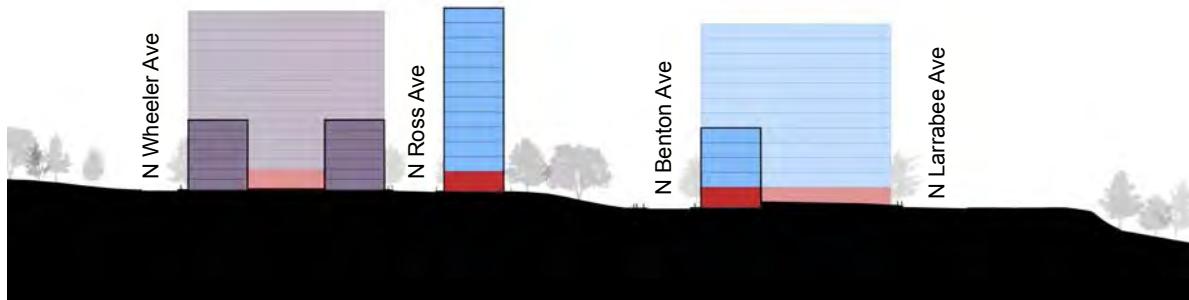
Programming & Principles

Site Context & Zoning

Project Scope & Background



E-W SITE SECTION "A"



N-S SITE SECTION "B"

LEGEND

- Laboratory/ research
- Office
- Hotel
- Retail pavillion
- Ground floor Retail

SITE SECTIONS

B. A summary discussion of how the development concept addresses the eight Urban Design Criteria identified in the Urban Design Concept:

1. Improve Connectivity To & Thru Site: The site is connected to its surroundings by changing the nature of Broadway from a vehicular conduit to a distinct and memorable place. Hancock Street is reconnected across the I-5 freeway and N Benton Avenue should become the central north-south spine of the Rose Garden redevelopment and the Blanchard site
2. Support Industrial Buffer: Open space and significant tree plantings act as a buffer to the industrial areas to the north and northwest of the site.
3. Develop / Incorporate Flexible Public Open Space: a central open space acts as a focus for the development and is linked to Broadway along N Benton Avenue. A central open space is also linked to Broadway and private courtyards provide amenity for the buildings.
4. Define Public View: Buildings are kept lower in the viewshed from Lillis Albina Park. Ad-

ditional public view points are provided from the western edge of the central open space of the development.

5. Orient To N. Broadway: The proposal creates density, retail activity, and spatial definition along North Broadway. Traffic lanes are reduced and allees of trees provide amenity along widened sidewalks. Wheeler Avenue is closed in front of the left bank, thus providing an appropriate setting for the streetcar stop and a focus for the new urban space that defines entry from the west.
6. Connect Site To Rose Quarter Future Entertainment District: N Benton Avenue is treated as a strong spirit connector between the site and the Rose Quarter. The Rose Quarter should also establish a strong and active spatial edge on Broadway.
7. Support Potential For Future Mass Transit Hub (if applicable): A mass transit hub connecting light rail and streetcar lines should have head houses at the intersection of Broadway and Interstate Avenue with escalators and elevators to overcome the change of level.



View from Albina Park/Tubman MS



View from North Side of Broadway Bridge

VIEWS OF SITE



Aerial View Looking North



Aerial View Looking Southwest

VIEWS OF SITE

8. Strengthen Gateway To River & Lloyd District: the gateway from the river to the Lloyd District: The gateway from the river to the Lloyd District is defined as a linear, tree filled, urban space along Broadway with the left bank acting as a focus to the east. Transit head houses at Interstate further define this place.

C. A summary of how the development concept addresses the six critical issues or variables identified in the May 7 work session:

1. Retention or modification of existing buildings and uses, including historic resources: The left bank and the historic apartment building are retained. The storage building will require careful analysis to determine if it is suitable for conversion to office space.
2. Retention, modification, establishment or re-establishment of a street grid and lot pattern/platting: The existing street grid is retained and completed although in some instances street rights-of-way are treated as pedestrian linkages or woonerfs.
3. Mix and location of land uses and development types, and use of zoning entitlements. *This scheme includes development ranging from 65'-200' high. Typical laboratory or office space is 65'-75' and organized to be flexible for multiple users. Mixed-use buildings in taller tower configurations frame the Broadway corridor.*
4. Impacts to the public view of Downtown Portland from Albina Park and/or establish-

Summary Table

Land Use	Built area (gross square feet)	Parking Needed* (spaces)	Parking Provided (spaces)
Lab	523,485	1048	
Office	377,305	756	
Retail	54,466	54	
Hotel	429,720	219	
TOTAL	1,385,084	2077	2148
Net site area (excluding ROW)	679,590		
F.A.R.	2.04		

ment of new public views on-site: see above #B4

5. Provision of parking and loading facilities, including estimated number of spaces, location and form (structured, subsurface, surface): see above #C3 *Assumed parking ratios include: 2/1000 sf commercial (including retail, office, and lab), 0.5/1000 sf hotel, and 0.8/unit for residential.
6. Measures to buffer the site from adjacent industrial uses to the north and west: see above #B2



SITE PLAN: Incremental Industrial Concept

Incremental Industrial Concept

DAO Architecture LLC

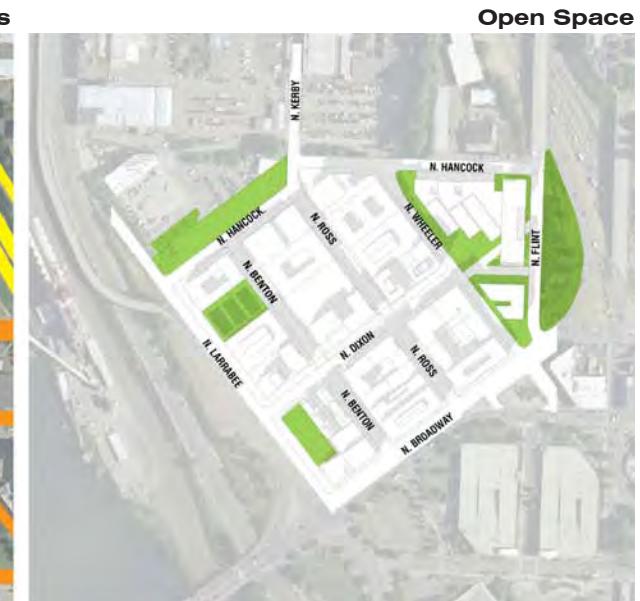
Concept Overview

This development scenario replaces the existing Blanchard Education Service Center (BESC) structure with a continuation of the street grid. The blocks created are shown parcelized to allow for incremental industrial development. Comparable districts (such as the Central Eastside Industrial Sanctuary and the nearby Lower Albina neighborhood) consist primarily of parcels 100' x 100' or occasionally at 100' x 200'. This option creates a number of available parcels of 120' wide x200' deep, efficient for parking, and which can be accessed from both east and west sides to facilitate manufacturing processes. Most auto parking is accessed from the streets on the site's perimeter (Wheeler and Larrabee), while the interior streets (continuations of Benton and Ross) are lined with more loading docks and truck access. Districts such as the Central Eastside or older portions of the Pearl have a number of streets similar to these, which helps define the essence of their districts. A variety of 2, 3, and 4 story industrial structures are shown, with vari-

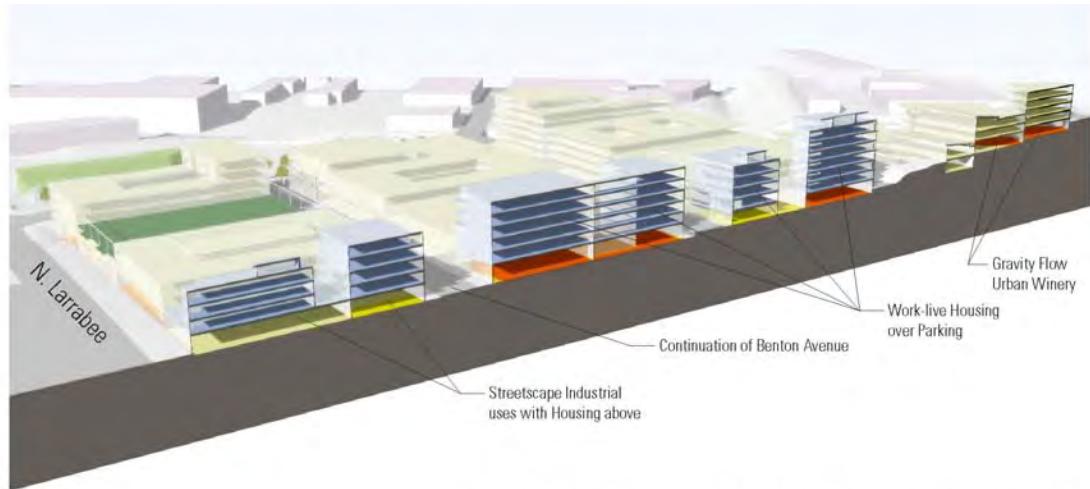
Site Diagrams: Access / Open Space

ous rooftop treatments and skylights, as well as a rooftop basketball courts on the Larrabee side.

In addition to the new street grid across the Blanchard site, upper Hancock has been regraded at the northern edge of the site to directly connect with Kerby and lower Hancock. This creates a number of steeply-sloping parcels accessed off of Hancock and Wheeler, an opportunity for industrial uses able to take advantage of loading on multiple levels (such as an urban winery or other gravity feed industrial processes). If a winery, brewery, or vertical farm, this type of use could be combined with restaurant or other uses on the Bluff able to take advantage of the views over the district, river, and downtown beyond, served by terraced structured parking. The existing apartment building to the south is shown remaining, with the block to the west a location for a more active industrial use, possibly an urban culinary center or cannery, easily accessed from the freeway. The central block along Broadway has a large number of small parcels, and these



could be developed singly if parking could be provided off-site or in a hydraulic configuration. Further west, the existing Bekin Building is augmented by a more public industrial use, such as a TechShop, capped by an additional rooftop open space.

*Longitudinal East / West Section through both Industrial and Work-live Housing along Dixon**North / South Cross Section through Streetscape Industrial, Mixed-use, and incremental Industrial structures*

SITE SECTIONS

Urban Design Criteria identified in the Urban Design Concept:

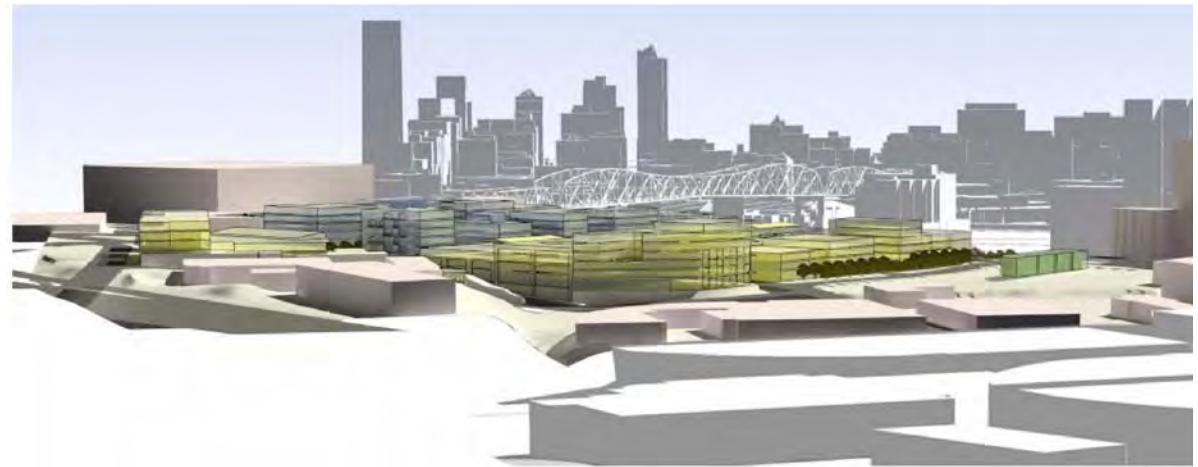
1. Improve connectivity to and thru site –
 - Connecting Benton and Ross through to Hancock and Kerby allows auto and truck traffic to access all sides of the Blanchard's new interior blocks, as well as pass from the industrial areas in the north to Broadway.
 - Regrading upper Hancock to Meet Wheeler and Kerby allows direct access to the Lower Albina district from Flint.
2. Support industrial buffer –
 - The majority of the site provides for industrial uses, with mixed-use work-live housing shown focused along Dixon and to the south.
3. Develop / Incorporate flexible public open space -
 - Several of the rooftops are illustrated providing public open space, either active use (rooftop basketball), or more passive space with a view over the river.
 - Greenspace is indicated the full length of both upper and lower Hancock, terminat-

ing in the educational Living Machine located on Water Bureau land.

- Where Dixon terminates at Wheeler, an open space and pathway connect through to Flint in the east.
4. Define Public View –
- The pathway at Dixon and Wheeler also provides a new view corridor from Flint to the river, along with new views through the site with the continuations of Ross, Benton, and Hancock.
5. Orient to N. Broadway –
- As the traffic is still relatively fast on this stretch of Broadway, mixed-use housing over streetfront industrial is focused on Dixon, one block to the north.
 - More public uses and active public uses, such as culinary or Tech Shop uses are shown on the blocks fronting Broadway.
6. Connect to Rose Quarter future Entertainment district –
- If urban winery, vertical farm, or other regional culinary center can be attracted to the locations shown, these amenities will draw from and support the Rose Quarter.



View from the West



View from Albina Park Viewpoint

VIEWS OF SITE

7. Support for future mass transit hub –
 - Parking is often challenging to accommodate in industrial districts, and if a MAX stop was provided, this would be an amenity for the workforce.
8. Strengthen gateway to river and Lloyd District
 - Locating industrial uses, such as green building technologies, able to be constructed incrementally, would have synergy with the existing glass, metalworking, and eating establishments in the Lower Albina industrial district and continue this gritty, alternative district flavor.



**Sustainable development elements --**

- The full build-out of the site represents a significant area of impermeable roofs and industrial district streets (loading docks, etc.). This, coupled with the site's sloping topography, make it a candidate for a Living Machine, or other EcoDistrict-scale infrastructure measures for treating both storm and wastewater. A Living Machine, along with other green stormwater retention areas, are shown at the site's lower terrain, to the north of lower Hancock, on current Water Bureau property, as an appropriate demonstration project.
- Skylights and daylighting have traditionally been used in industrial structures and are outlined here, as well as light courts to reach lower floors of these large footprint buildings. Rooftop photovoltaics could provide significant renewable power and also serve as demonstration projects if green technology companies are housed here.

Precedent Case Studies --

- Similar local districts include the Central Eastside, Lower Albina, or older parts of the Pearl. South of Market, and particularly the mix of streetfront industrial shops surrounding South Park in San Francisco.
- Gravity flow wineries are often used for Pinot Noir production, such as at WillaKenzie Estate or other urban wineries.
- Rooftop recreation uses such as the Basket-Bar in Utrecht, Netherlands, or the Vertical Gym in Bello Campo, Venezuela.
- Communal shop spaces such as TechShop or ShopPeople, or other PCC industrial arts programs, coupled with community tool libraries.
- Independent local film production companies such as Laika, Michael Curry, etc. are additional models for larger footprint facilities such as these

Six Critical Variables Explored with the Redevelopment

1. Existing Building retention or modification –
 - Existing BESC Building has been removed and replaced with new street grid,
 - Bekin Building remains and is re-activated to energize Broadway and Benton,
 - Existing Hotel on Broadway is replaced,
 - Existing Apartment Building remains.
2. Existing Building street grid / lot patterning–
 - Street grid is enhanced, with Benton and Ross Avenues extended through Blanchard site,
 - Upper Hancock is regarded to extend all the way to lower Hancock, and joins with Kerby, enhancing connections to the north,
 - New parcels created on Blanchard site, existing small parcels on central Broadway block maintained and developed incre-

mentally.

3. Mix and location of land uses and development types – (numbers conceptual and approximate)
 - Industrial within new blocks and parcels of Blanchard site – 800,000sf, structured parking within.
 - Streetlevel industrial or retail on surrounding blocks – 50,000sf, below-grade parking on block interiors and on-street
 - Urban winery or similar use – 60,000sf, parking within slope beneath structures
 - Regional culinary center – 40,000sf street-level, 40,000 upper floors, below grade parking on block interior
 - Community-access shop use – 20,000sf, above parking
 - Housing - Work-live Midrise - 400 units, small parking lots beneath structures, hydraulic as a possibility

- Overall net FAR approximately 4:1
4. Impacts on view corridors –
- View corridor from Albina Park remains clear, as within view zone development shown is mid- low-rise. Additional view corridors are established within the development through new street connections, and from the higher land near Flint.
5. Parking and Loading –
- Where possible, parking is dug into the slope, to maximize streetfronts for other uses, with primary auto and parking access is on Larrabee and Wheeler. Active industrial-district loading dock street environments are shown on Benton and Ross. Parking and loading off upper Hancock for urban winery use shown.
6. Buffer from industrial uses to the north –
- Work-live mixed-use units are shown on the upper floors along Dixon, pulled away

from the northern part of the study area. More dense industrial parcels are located to the north, compatible with the adjacent Lower Albina uses.



SITE PLAN: Big Box/Mixed-Use Concept

Big Box / Mixed-Use Concept

DAO Architecture LLC

Overview

This development scenario uses the retail space and shared parking of two Big Box tenants as a catalyst for additional complementary mixed uses on the surrounding blocks. For most uses, the existing Blanchard Education Service Center (BESC) structure would not offer significant re-use potential. However, the existing 100,000 sf subsurface warehouse on the eastern portion of the parcel could be seismically upgraded, to contain one Big Box tenant and three stacked parking levels accessed off the sloping N Wheeler Street to the east. In addition, the existing BESC below-grade parking garage on the western portion of the site could serve as existing parking for a second big box retailer in a new structure above. The central portion of the existing BESC structure would be removed, allowing N Benton Avenue to form a continuous connection through the parcel to N Hancock Street and N Kerby Avenue beyond.

On the roof of the Big Box retail stores, a mix

Site Diagrams: Access / Open Space

of housing types and green-roofed openspace is shown. Due to the site's topography, this rooftop is essentially at grade and easily reached by foot or bicycle from N Dixon and across a short bridge from the triangular housing bluff to the east of the Blanchard. The low- and mid-rise housing would be light framed structures, promoting a rooftop village environment, with private greens interspersed within the public paths and green courts.

On the steeply sloping triangular parcel (the Bluff) between Blanchard and the highway, mid-rise courtyard housing is shown with parking in the hill, similar in scale to the existing apartment block near Broadway. Immediately to the west of the exist apartment building, the medical facility is likely to remain, expanded towards Broadway with a unique mixed-use building, with medical office building below, topped by a number of floors of housing. Further to the west, the existing hotel is shown with a mid-rise expanded facility along Broadway and N Benton, with



their parking located beneath an inner-block court, entered from the low western corner of the site. On the study area's southwest block, the Bekin Building remains and a mid- to high-rise housing tower immediately to the west would be able to take the advantage of views of the city and provide a gateway element.



SITE SECTIONS

Urban Design Criteria identified in the Urban Design Concept:

1. Improve connectivity to and thru site –
 - Connecting Benton to Hancock and then through to Kerby allows auto and truck traffic to reach this site's amenities, as well as pass from the industrial areas in the north to Broadway.
 - A bike and pedestrian bridge from the Big Box 1 rooftop openspace to upper Hancock and Flint will allow much better non-vehicular access north of Broadway.
2. Support industrial buffer –
 - With the Big Box loading areas, and Living Machine fronting the Water Bureau land, the housing uses are elevated from this northern area's street level and are likely to be primarily live-work.
3. Develop / Incorporate flexible public open space --
 - The roofs of both Big Box retailers is shown as public courts and greens, or garden center nurseries, connected by pedestrian and bicycle paths, and view

corridors.

4. Define Public View –

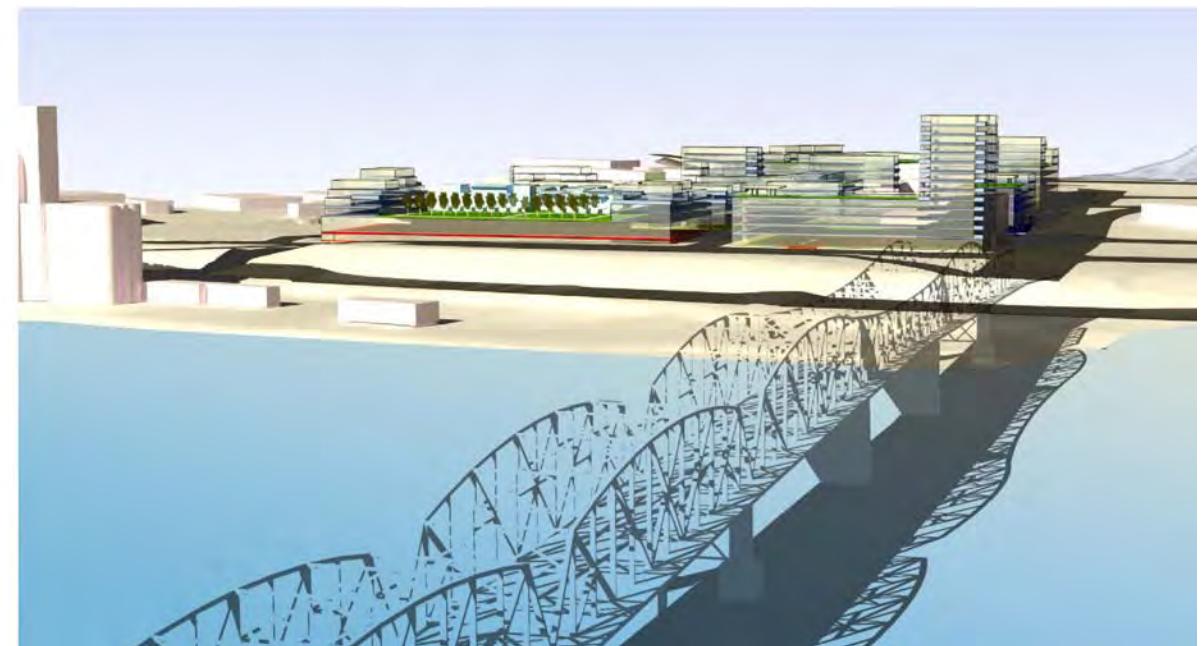
- A substantial rooftop green fronting the River, grain elevators, and the Pearl beyond is shown, connected to the other pathways and providing ventilated views through the site

5. Orient to N. Broadway –

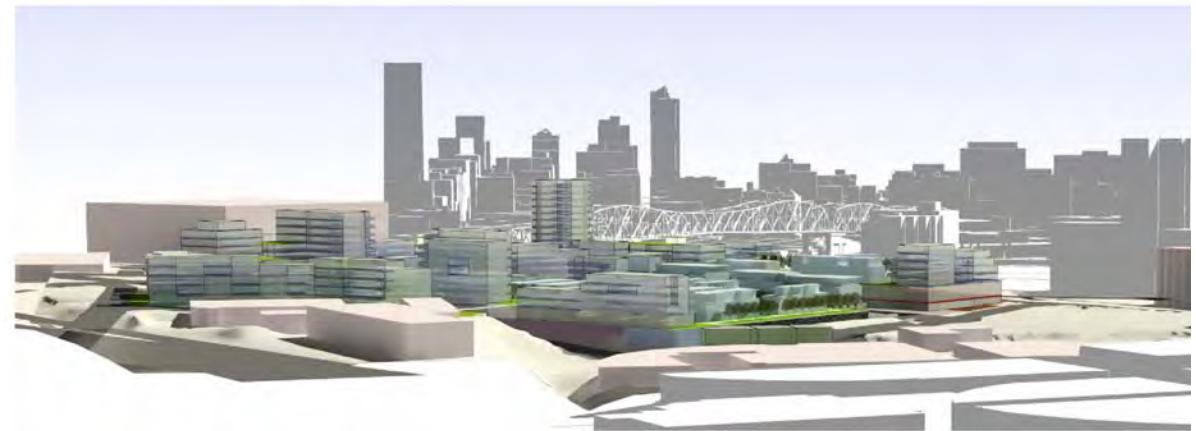
- Enlarging the existing hotel use, reinvigorating the Bekin Building and building a housing tower next door, along with enlarging the existing medical uses will help activate this stretch of Broadway and new streetcar route.
- As the traffic, however, is still relatively fast on this stretch, pulling the majority of the streetlevel retail onto Benton and Dixon is appropriate, in order to provide on-street parking.

6. Connect to Rose Quarter future Entertainment district –

- An enlarged hotel presence on Broadway with ground level restaurants, renovating the unique northern spaces and rooftop of



View from the West



View from Albina Park Viewpoint

VIEWS OF SITE

the Bekin Building, and providing other retail uses along Benton, will support the Rose Quarter goals fronting Benton.

7. Support for future mass transit hub –
 - Providing a large number of housing units and types on these parcels, in a unique mix of streetlevel mixed-use structures, and rooftop village environment would greatly help support a Max stop to the west of this site.
 - While significant parking has been provided for the Big Box retailers, utilizing the slope and existing subterranean structures has allowed the streetlevels to remain pedestrian friendly, with enhancing potential future connections to light rail.
8. Strengthen gateway to river and Lloyd District
 - New housing tower to the west of the Bekin Building will signal this new development as a gateway to the northern east-side, and the upper level openspace fronting onto Larrabee will provide enhanced visual connections to the Willamette.



**Sustainable development elements --**

- With such large roofscapes, a very urban impermeable site, sloping site topography, and a large combined development acreage, a Living Machine able to treat both storm and wastewater would likely be economically viable. This is shown at the site's low point near the intersection of the lower Hancock extension and Kerby intersection.
- Skylighting and building integrated photovoltaic panels could be incorporated to provide daylighting and renewable power to all of the structures.
- A transportation management plan, incorporating short-term rental trucks for the Big Box retailers, communal flex-car parking for the rooftop village housing, and other shared parking strategies could be encouraged, to make this become a model of progressive urban Big Box mixed-use.
- Renovating any existing building poses challenges, but repurposing the BESC's very large subterranean areas would be a sustainable use of resources.
- Utilizing the large Big Box rooftops as at-grade accessible greens and/or nurseries would be a progressive land-use strategy.

Precedent Case Studies --

- Recent urban Target and Home Depots have opened with similar usable and parking square footages as shown here, notably in New York, Chicago, and Minneapolis.
- Uwijamaya, the Japanese grocery store with locations in Seattle and Beaverton, and currently planning a location in Old Town, has housing above several of their stores, similar to SW Portland's Museum Place Lofts and Safeway.
- Similarly-scaled hotels that have proven successful in districts such as this include Portland's Jupiter Hotel or San Francisco's Phoenix Hotel.

Six Critical Variables Explored with the Redevelopment

1. Existing Building retention or modification –
 - Existing BESC Building partially repurposed, where applicable,
 - Bekin Building remains and is re-activated to energize Broadway and Benton,
 - Existing Hotel assumed to be replaced by an expanded, similar facility,
 - Existing Apartment Building remains.
2. Existing Building street grid / lot patterning –
 - Street grid is enhanced, with Benton Avenue extended through Blanchard site,
 - Hancock also extended to join up with Kerby, enhancing connections to the north,
 - Pedestrian bridge connection to upper Hancock on the eastern side of the study area,
 - Some lot patterning may be revised on blocks south of Blanchard, depending on whether current owners wish to redevelop, or sell to other parties wishing to redevelop. On Blanchard block, parcel lines currently exist which may facilitate form of development shown.
3. Mix and location of land uses and development types – (numbers conceptual and approximate)

- Big Box 1 - 80,000sf lower floor, 20,000sf upper floor, 60,000sf parking (200ps) on three levels off Wheeler, loading off lower Hancock
- Big Box 2 – 70,000sf upper floor, 25,000 lower floor, 60,000sf parking (200ps) on one level off Larrabee, loading off lower Hancock
- Streetlevel retail on Blanchard parcel – 60,000sf, shared parking with Big Boxes and on-street
- Streetlevel retail on surrounding blocks – 50,000sf, below-grade parking on block interiors and on-street
- Hotel – 25,000sf streetlevel, 75,000 upper floors, below grade parking on block interior
- Medical uses – 20,000sf streetlevel, 40,000sf upper floors, surface parking on block interior
- Housing – *Gar-den type* – 150 units, shared parking with Big Box below
Midrise - 450 units, shared parking with Big Box below
Highrise - 120 units, below grade parking on block interior
- Overall net FAR approximately 3:1
- 4. Impacts on view corridors –

- View corridor from Albina Park remains clear, as within view zone development shown is mid- low-rise. Additional view corridors are established within development, through new street connections, public paths, and open space.

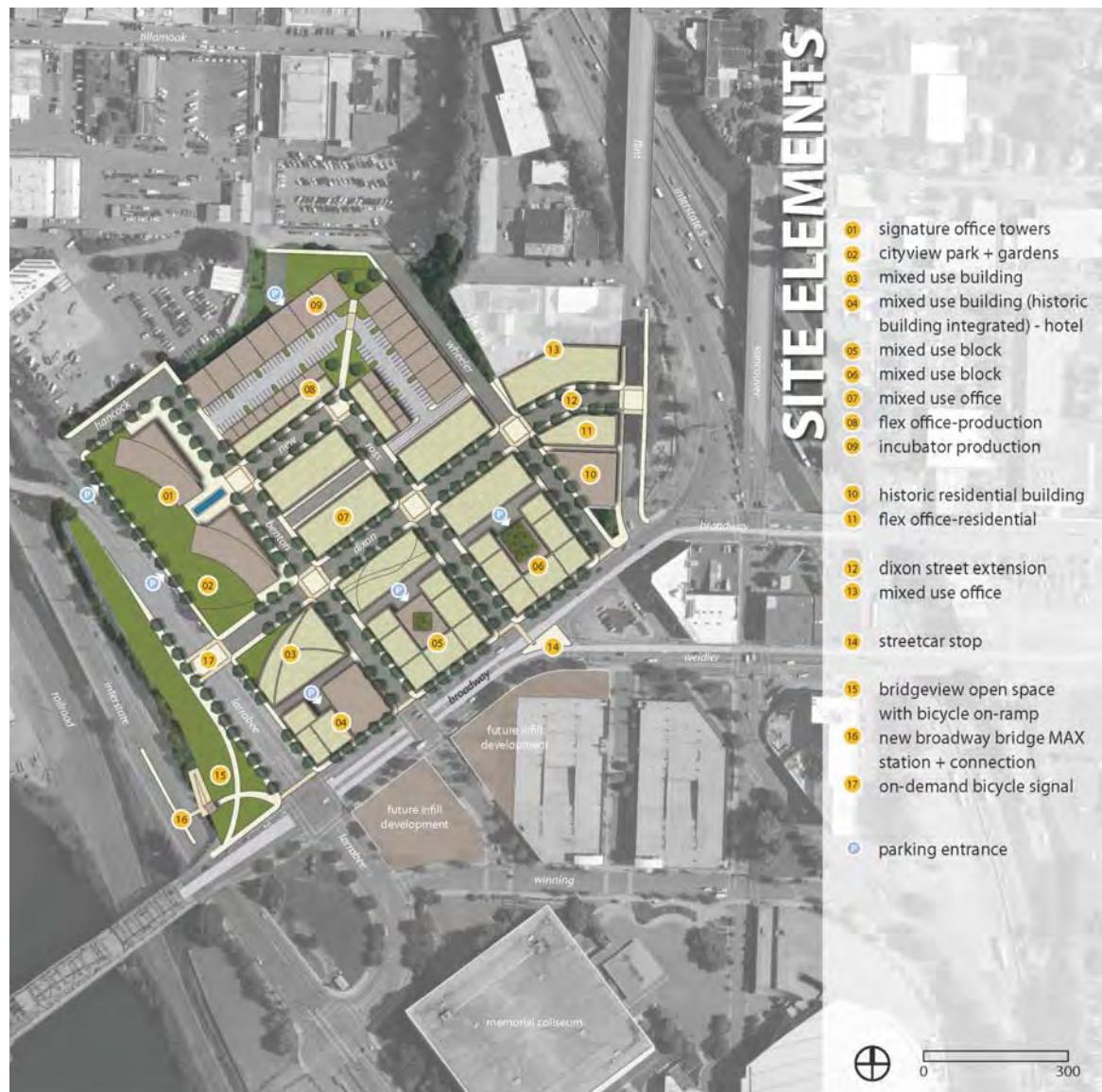
5. Parking and Loading –

- Due to the size of purchases, even progressive urban Big Box retailers will require sufficient parking. A large amount of parking for these uses is shown, located in existing partially or fully below-grade excavated areas. Loading is accessed from the most utilitarian side of the study area, off an extended Hancock and Kerby. If possible, the day-use parking may be shared off-hours with the housing units above.
- In the adjacent blocks, to take advantage of the site's topography, parking is dug into this slope, entered at the low points of the block, and topped with interior-block courts or greens. On the medical block, surface parking is shown, shared with the housing above.

6. Buffer from industrial uses to the north –

- The loading areas for the Big Box retailers is the primary function most directly adjacent to the northern industrial zones,

along with the Living Machine storm-and waste-water treatment structure. The northern and western-facing housing is elevated onto the Big Box rooftops, and oriented onto their adjacent open greens.



SITE PLAN: Employment Incubator Concept

Employment Incubator Concept

SERA

Concept Overview

The Employment/Office Concept recognizes that employment zones play an important role in the regional economy and are critical for business development and growth. This concept also recognizes that many businesses – particularly small or production-oriented ones -- do not need or cannot afford conventional Class A or even Class B office space and instead desire flexible spaces where production and office functions can be commingled. The Employment/Office Concept illustrates a compact employment district that supports a variety of business sizes and types, shares resources (such as parking, conferencing space, utilities, and technology), and enables individual businesses to grow or change without needing to relocate to another part of the city, or region.

Under this concept, the district has been organized into four zones:

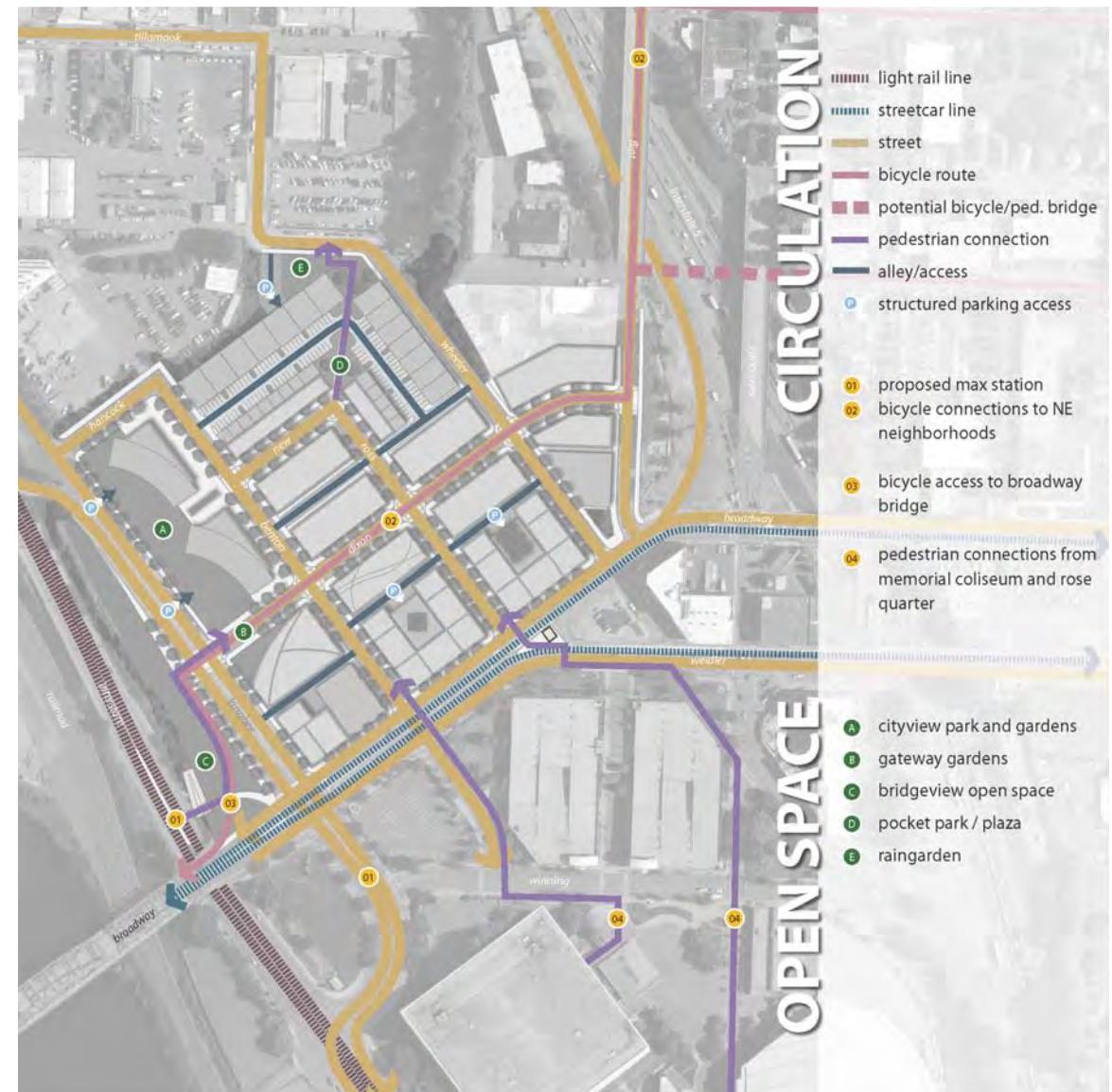
1. The first zone is comprised of three blocks of high-quality mixed-use buildings, which are oriented to Broadway, and two signature of-

fice towers (7 stories), which are oriented to the river and the city views to the west.

2. The second zone consists of 4-story mixed-use buildings that provide opportunities for conventional commercial uses and, potentially, residential units.
3. The third zone introduces a flex-production prototype concept that provides spaces and amenities for a variety of business types.
4. The fourth zone, which serves as a buffer between the site and the adjacent industrial area, is comprised of warehouse buildings (“incubator production” building type) for production, storage or commercial applications.

The buildings in the third and fourth zones have a modular design that allows them to be assembled in a variety of configurations to respond to individual needs and preferences.

The Employment/Office Concept utilizes the excavation work that was done when the Blanchard Building was initially developed in the 1970s.



SITE DIAGRAMS: Access / Movement / Open Space

Next Steps

Program Concepts

Programming & Principles

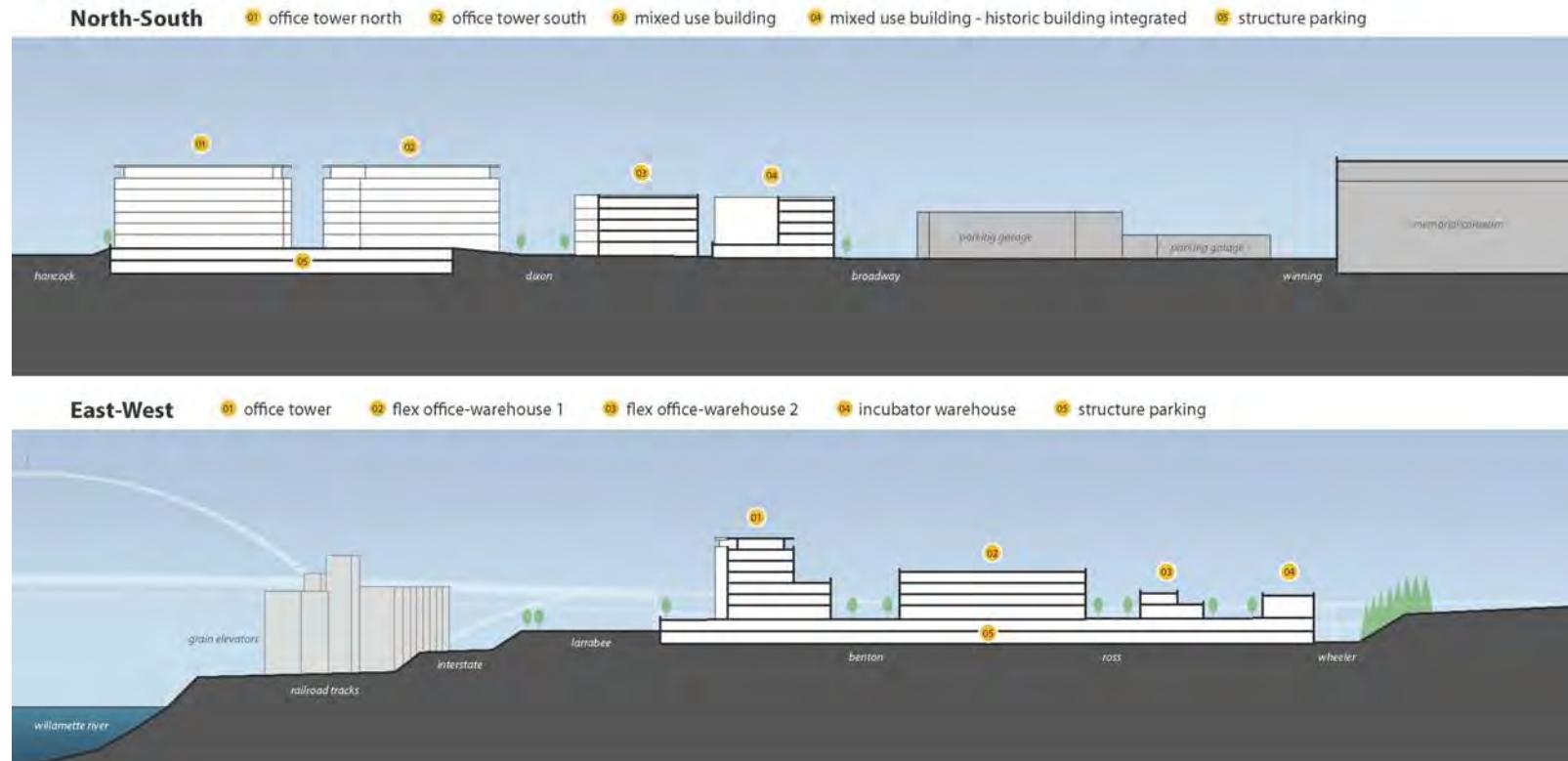
Site Context & Zoning

Project Scope & Background

While the floor-to-floor heights in the existing building allow for below-grade structure parking and storage, modern building and seismic codes would likely require rebuilding or at least substantially modifying the existing structure. As

such, this concept utilizes the existing “hole” that would result from demolishing the Blanchard Building, and creates two levels of structured parking. This key component of the concept accommodates 950-1,000 below-grade parking

spaces, which virtually eliminates the need for costly parking structures in other district buildings.



SITE SECTIONS

Urban Design Criteria Identified in the Urban Design Concept

Improve Connectivity To and Thru Site:

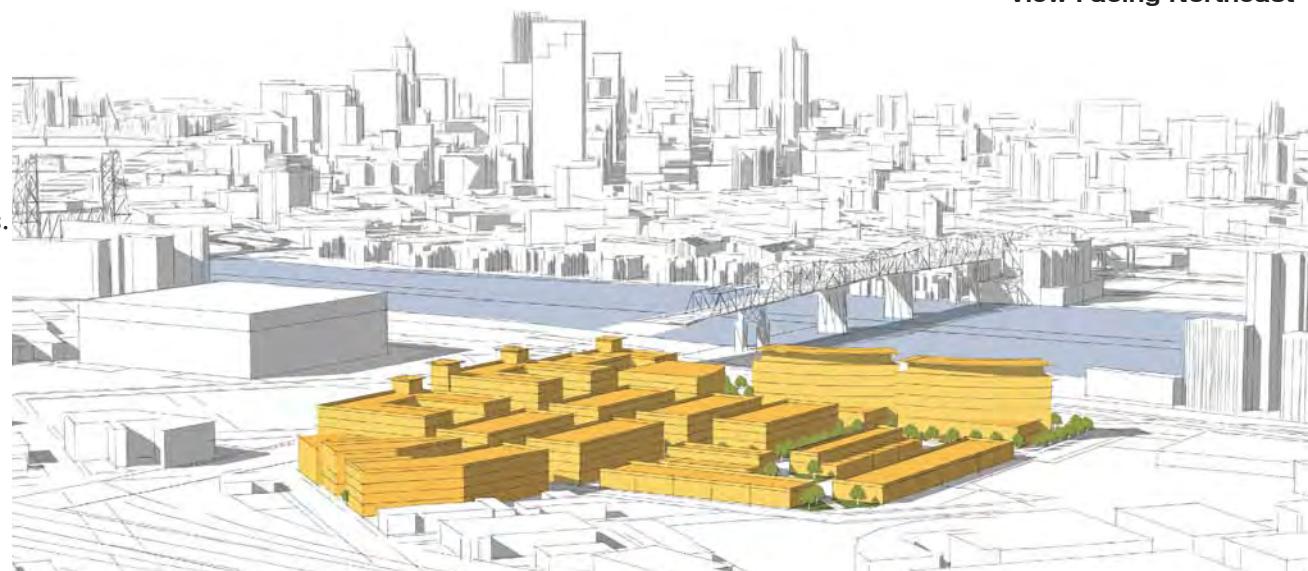
- Reintroduces the urban grid by extending Benton north to Hancock, and Ross north to a new east-west street that connects Benton and Ross.
- Creates a new east-west Dixon extension between Wheeler and Flint.
- Provides a dedicated bicycle/pedestrian signal and/or full signalization at the Dixon-Larrabee intersection for easier and safer access into the site.
- Eliminates existing vehicle right-turn slip lane at Larrabee-Broadway intersection and creates a better bicycle and pedestrian connection from the Broadway Bridge.
- Improves Wheeler between Broadway and Tillamook to support future vehicle volumes.
- Provides sidewalks on all existing and new public rights-of-way.
- Creates an east-west alley system or parking drive to provide service and parking access for redevelopment.
- Introduces a dedicated pedestrian path as a direct connection from Ross to Wheeler at the north end of the site.

Support Industrial Buffer:

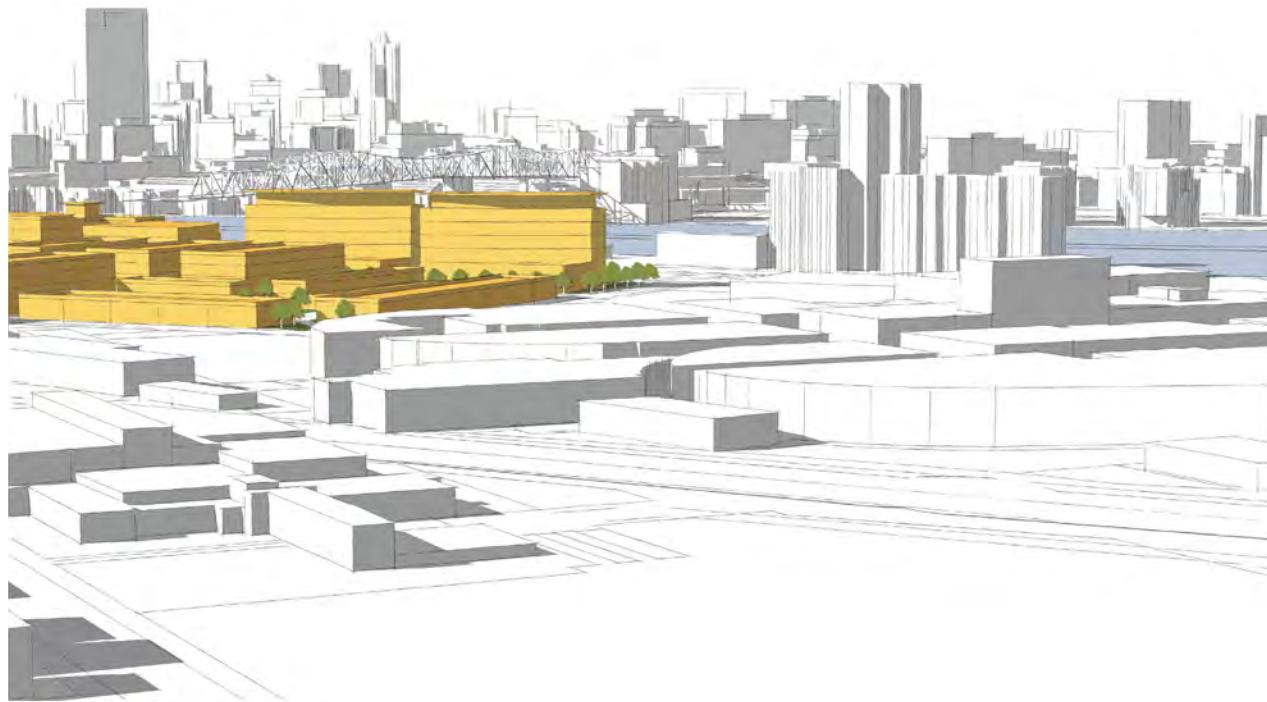
- Site is lined on the northern edges with land



View Facing Northeast



View Facing Southwest



Looking West from Lillis Albina City Park

- uses that are compatible with the Water Bureau and industrial uses to the north.
- Existing elevation and structure of the Blanchard site provides a physical buffer that can be accentuated by taking advantage of topography and landscaping.

Develop/Incorporate Flexible Public Open Space:

- A new city-view park and garden is provided on the westernmost edge of the Blanchard site to take advantage of outstanding views to the west – of Downtown, the Willamette, and the West Hills.
- A greenspace is proposed between Larabee and Interstate to facilitate a safe and aesthetically-pleasing connection between the district and a proposed MAX station on Interstate near the Broadway Bridge. This greenspace would also provide an enhanced bicycle and pedestrian link between Dixon and the Broadway Bridge.
- Taking advantage of grade differentials, a small open space/gateway green is proposed at the western end of Dixon (east of Larabee) to announce entry into the site and visually link the two western blocks.
- Two small pocket parks/plazas are proposed at the north end of the site to provide open space for site employees and visitors.

- Raingardens throughout the site provide an essential stormwater management function and opportunities for education.

Orient to Broadway:

- The three blocks along Broadway have continuous building frontage with uses oriented to Broadway.

Connect Site to Rose Quarter Future Entertainment District:

- Benton provides direct access for motor vehicles, bikes and pedestrians from the Blanchard site to the Rose Quarter.
- Pedestrian crossing improvements near the new streetcar stop also provide a good connection to the Rose Quarter.

Support Potential for Future Mass Transit Hub:

- With a dense program and a diverse mix of office, employment, residential, and hotel uses, this concept does indeed support the creation of a future mass transit hub adjacent to the district. As such, this concept recommends a new MAX stop on Interstate adjacent to the Broadway Bridge, and could also support a future streetcar stop on Broadway near Larrabee.

Strengthen Gateway to River and Lloyd District:

- Significant mixed-use buildings line Broadway on the north side of the street. Together with new development proposed in the Rose Quarter that could also orient to Broadway, the corridor becomes a lively, pedestrian-oriented street that is well served by transit, bicycle facilities, and appropriate land uses. Of particular note will be the development of the blocks on either side of Broadway between Larrabee and Benton.

Six Critical Issues

1. Historic Buildings

- Both of the existing historic buildings are retained in the Employment/Office Concept. The existing residential building is proposed to stay “as is”. Its adjacent surface parking lot is removed to accommodate the new Dixon connection between Wheeler and Flint. The remaining space between the existing residential building and the new road is posited as a new mixed-use residential building that replaces some or most of the surface parking that was removed for the new street connection.
- The historic Bekins storage building would be adaptively-reused as a mixed-use building. New buildings would flank the historic building to fill out the block, and could actually be architecturally “tied in” to the Bekins building.

2. Street Grid and Lot Pattern/Platting

- As described above, the traditional 200' by 200' block would be reintroduced to the site as topographic and existing structural conditions allow. The district, which currently is comprised of five blocks, would be increased to eight blocks.

3. Land Use and Development Types

- Mixed-use: 1,069,254 sf
 - Retail: 76,018 sf
 - Residential: 51,310 sf
 - Hotel: 42,896 sf
 - Total: 1,239,478 sf
 - Number of residential units: n/a
 - Building massing, FAR and heights: see diagram
- ### 4. Views
- Existing views from Albina Park would likely be impacted by the two office towers proposed on the site as they would exceed the 50-foot maximum height limit. However, the views provided from the public open space on the site are as good as or better than the views from the park currently, as these latter views are obscured by trees and other vegetation.
- ### 5. Parking and Loading
- Between 950 and 1,000 spaces can be provided on the Blanchard site in structured parking that utilizes the existing structural shell. Access to this structured parking would be from Wheeler and Larrabee. A new surface lot at the north end of the site can accommodate about 100 vehicles.

- New roads through the site provide on-street parking. Additionally, tuck-under parking spaces can also be provided in the mixed-use buildings that front Broadway.
6. Industrial Buffer
- The district is comprised of zones that step down in intensity from Broadway and Larrabee. The least intense use (“incubator production”) is compatible with industrial uses to the north. Additionally, existing topography and structural conditions provide a degree of physical separation from the industrial district to the north.



SITE PLAN: Entertainment Concept

Entertainment Concept

SERAFIN

Concept Overview

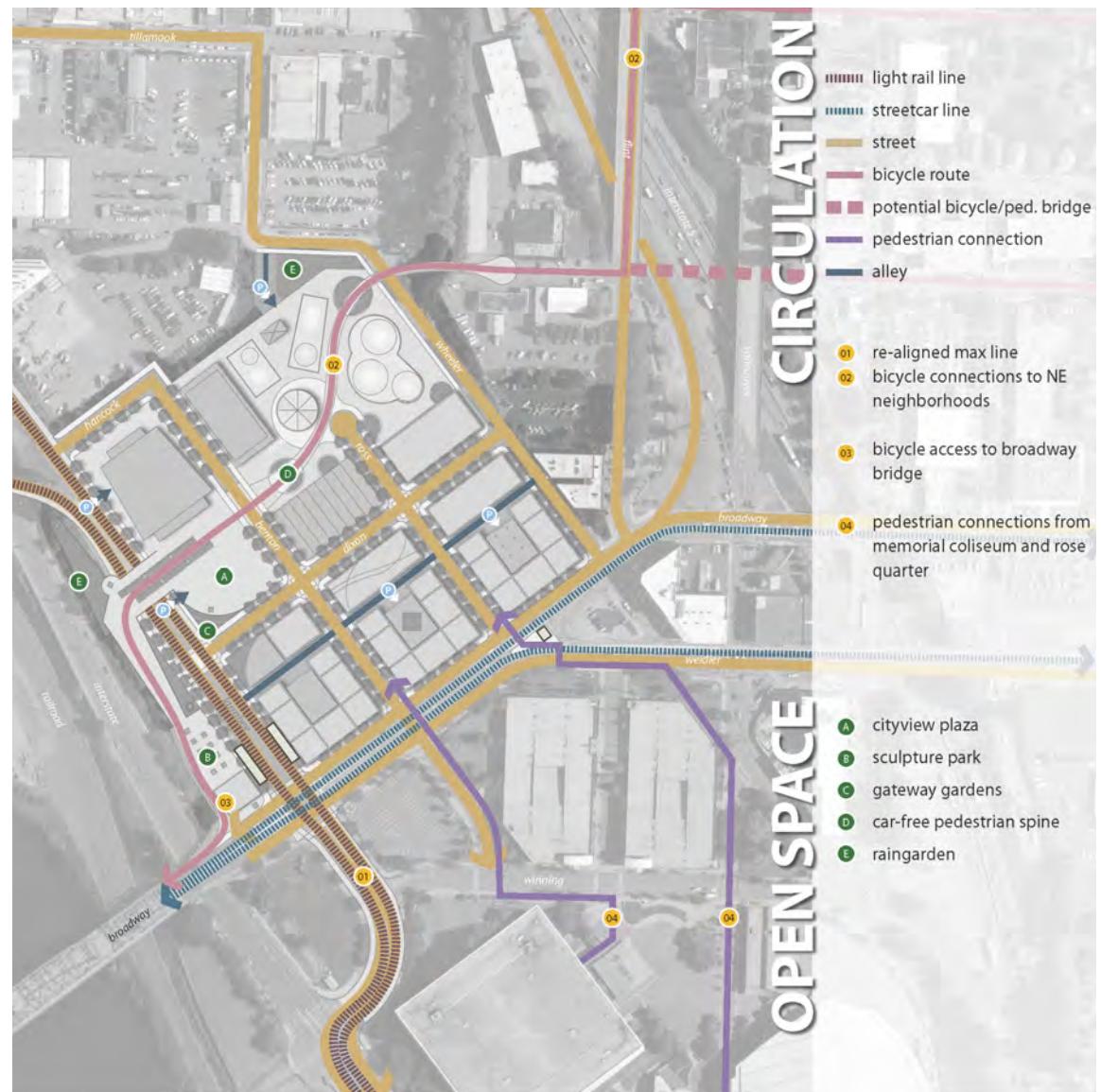
The Entertainment Concept seeks to respond to and augment the ambitious redevelopment plans for the adjacent Rose Quarter Entertainment District. Rose Quarter attractions are – for the most part – regionally focused and rely on bringing nationally-known entertainment and attractions to the area. The Entertainment Concept for the Blanchard site envisions a smaller-scale district that hosts a variety of local entertainment venues and attractions that appeal to the unique Portland demographic. The big idea for this district is to create an entertainment district that celebrates ideas and activities that “Keep Portland Weird.”

Key to the Entertainment Concept is a significant public plaza and sculpture park that overlook the Willamette River and the downtown skyline. A car-free spine threads through the district and links surrounding neighborhoods to the open space via new bridges across Wheeler and Larrabee. A 2,500-seat entertainment venue, imagined to be a new music hall or performing

arts center, fronts the public plaza.

Two smaller venues front to a series of small plazas along the car-free spine. Ideas for these venues include a children's museum, theater, roller derby arena, indoor play fields (for soccer, lacrosse, ultimate Frisbee, etc.), a large rock climbing gym, and any number of other active and creative pursuits. A world-class skate park, similar to the Millennium Skate Park in Calgary, is proposed to attract local and international talent. The skate park is divided into three smaller parks: one for beginner skaters, one for intermediate skaters, and one for advanced/professional skaters.

The new mixed-use buildings that line Broadway are envisioned to provide space for local restaurants, bakeries, breweries, vintners, and coffee shops. The upper floors of these buildings could have either residential or office uses. A small building at the Broadway bridgehead serves as a gateway element to and from the Broadway Bridge.



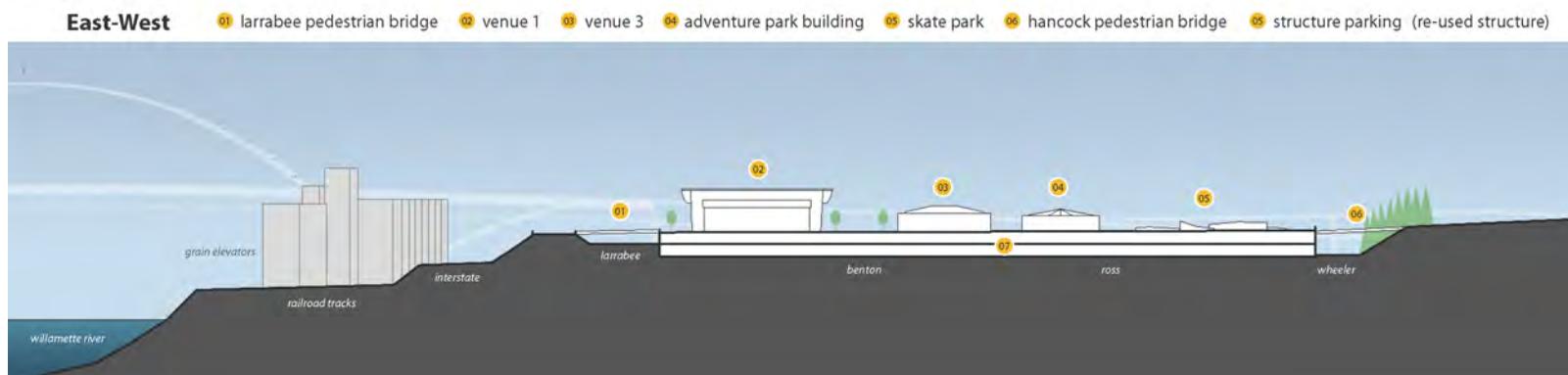
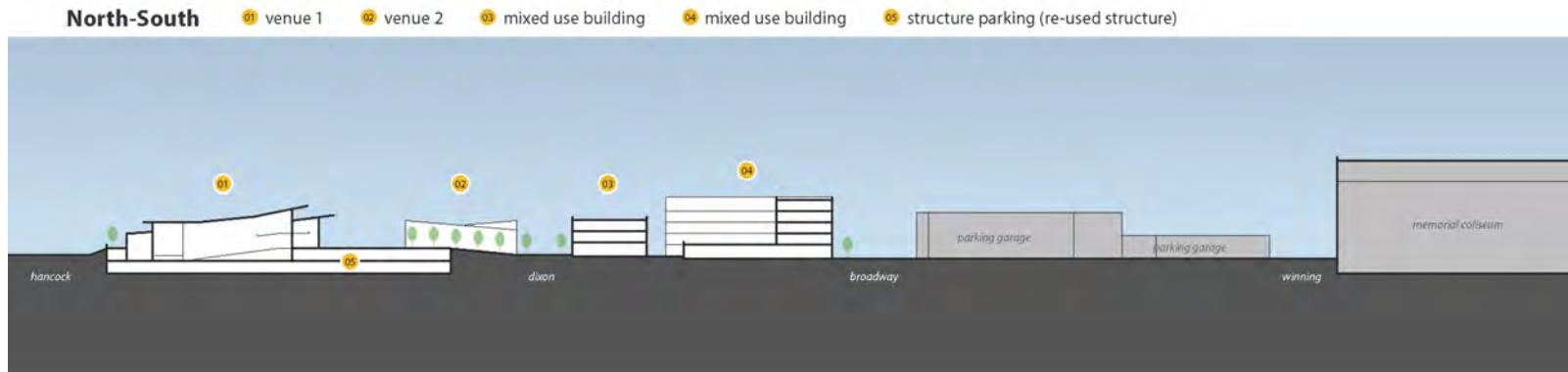
SITE DIAGRAMS: Access / Movement / Open Space

Another strong concept articulated in this plan is rerouting the MAX line along Larrabee to improve connections to the regional transit system. New platforms would be established on Larrabee just north of Broadway.

The Entertainment Concept capitalizes on the excavation work that was done when the

Blanchard Building was initially developed in the 1970s. While the floor-to-floor heights in the existing building allow for below-grade structure parking and storage, modern building and seismic codes would likely require rebuilding or at least substantially modifying the existing structure. As such, this concept utilizes the existing “hole” that would result from demolishing

the Blanchard Building, and creates two levels of structured parking. This key component of the concept accommodates 950-1,000 below-grade parking spaces, which virtually eliminates the need for costly parking structures in other district buildings.



SITE SECTIONS

Urban Design Criteria Identified in the Urban Design Concept

Improve Connectivity To and Thru Site:

- Creates a significant car-free spine through the site by bridging Wheeler and Larrabee and linking public open spaces. This bike/ped connection would connect the site to Hancock and Flint, and could actually be extended along the Hancock alignment across I-5 in the future.
- Reintroduces a portion of the urban grid by extending Benton north to Hancock, and Ross to the car-free spine.

Support Industrial Buffer:

- Venues are serviced on the northwestern edge, which orients the “back of house” functions toward the industrial area.
- The skate park also serves as a buffer between the venues and mixed-use buildings on the southern part of the site.
- Existing elevation and structure of the Blanchard site provides a physical buffer that can be accentuated by taking advantage of topography and landscaping.

Develop/Incorporate Flexible Public Open Space:

- A large public plaza, bridge, and sculpture park provide excellent views to the south and west.

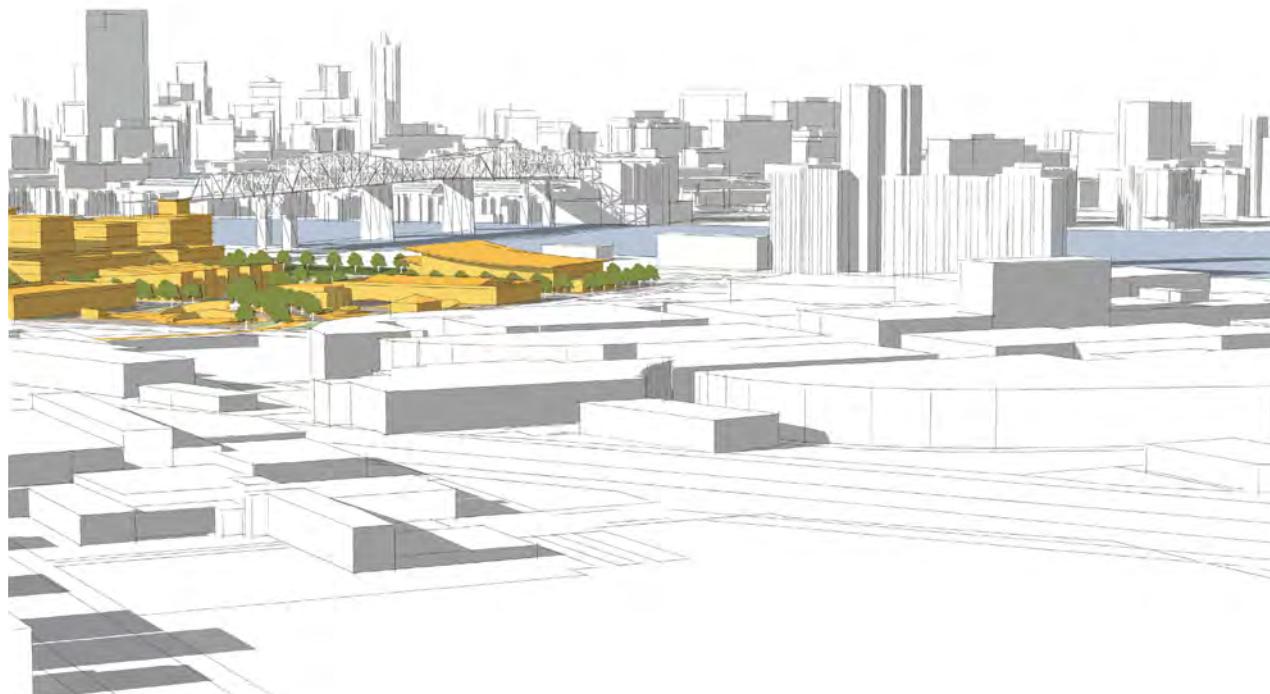


View Facing Northeast



View Facing Southwest

VIEWS OF SITE



Looking West from Lillis Albina City Park

- Mini plazas dot the car-free spine and provide places for programmed events or casual gathering/relaxing.
- Taking advantage of grade differentials, a small open space/gateway green is proposed at the western end of Dixon (east of Larabee) to announce entry into the site and visually link the two western blocks.
- Raingardens throughout the site provide an essential stormwater management function as well as opportunities for education.

Orient to Broadway:

- The three blocks along Broadway have continuous building frontage with uses oriented to Broadway.

Connect Site to Rose Quarter Future Entertainment District:

- Benton provides direct access for motor vehicles, bikes, and pedestrians from the Blanchard site to the Rose Quarter.
- Pedestrian crossing improvements near the new streetcar stop also provide a good connection to the Rose Quarter.
- MAX line provides train access between the sites.

Support Potential for Future Mass Transit Hub:

- With a diverse mix of uses and strong des-

tination/entertainment draws, this concept does indeed support the creation of a future mass transit hub adjacent to the district. As such, this concept recommends a new MAX stop on Larrabee just north of Broadway, and could also support a future streetcar stop on Broadway near Larrabee as well.

Strengthen Gateway to River and Lloyd District:

- Significant mixed-use buildings line Broadway on the north side of the street. Together with new development proposed in the Rose Quarter that could also orient to Broadway, the corridor becomes a lively, pedestrian-oriented street that is well served by transit, bicycle facilities, and appropriate land uses. Of particular note will be the development of the blocks on either side of Broadway between Larrabee and Benton.

Six Critical Issues

1. Historic Buildings

- Both of the existing historic buildings could be retained in the Entertainment Concept, but only the existing residential building is proposed to stay “as is”. The historic Bekins storage building is shown as removed but could be adaptively-reused as a mixed-use building. As in the Employment/Office Concept, new buildings would flank the Bekins building to fill out the block, and could actually be architecturally “tied in” to the Bekins building.

2. Street Grid and Lot Pattern/Platting

- As described above, a portion of the traditional 200’ by 200’ block would be reintroduced to the site as topographic and existing structural conditions allow. The car-free spine between Ross and Benton could serve as an emergency vehicle route, and a portion of it could be opened to vehicles on rare occasions.

3. Land Use and Development Types

- Mixed-use: 442,634 sf
- Entertainment: 115,836 sf
- Residential: 51,310 sf
- Hotel: 131,465 sf
- Total: 741,245 sf
- Number of residential units: n/a

- Building massing, FAR and heights: see diagram.

4. Views

- Existing views from Albina Park would not likely be impacted by the new buildings on the site, as the proposed buildings located in the viewshed cone do not exceed 50-feet in height. It should be noted that the views provided from the public open space on the site are as good as or better than the views from the park currently, as these latter views are obscured by trees and other vegetation.

5. Parking and Loading

- Between 950 and 1,000 spaces can be provided on the Blanchard site in structured parking that utilizes the existing structural shell of the PPS Blanchard Building. Access to this structured parking would be from Wheeler and Larrabee.
- New roads through the site provide on-street parking. Additionally, tuck-under parking spaces can also be provided in the mixed-use buildings that front Broadway.

6. Industrial Buffer

- Most of the uses on the Blanchard site have been organized so that their “back of house” functions and service areas are oriented to the industrial area. In addition, the skate park provides a significant

**Project Scope
& Background**

**Site Context
& Zoning**

**Programming
& Principles**

**Program
Concepts**

Next Steps

buffer between the adjacent industry and the proposed entertainment venues and mixed-use buildings along Broadway.

Section 5: Next Steps

The North of Broadway/Blanchard Site Development Concepts Study was initiated to explore potential redevelopment concepts for the BESC site and adjacent blocks. The goal for this study was to inform the N/NE Quadrant Plan process and to help PPS, the City, stakeholders, and elected officials make decisions about the desired future of the site. This study identifies a broad range of preliminary ideas and redevelopment concepts. None of the concepts presented in this report represent a preferred alternative; they are meant to be a starting place for more focused conversations, debate and refinement.

To move beyond this initial collection of ideas and concepts towards developing and realizing a new vision for the area will take additional plan-

ning, public outreach and significant resources, including a strategy for relocating some or all of PPS' facilities to other locations.

As a starting place, this document as well as other relevant studies and plans will be distributed to staff at PPS, the City, and ODOT. It will be made available to area property owners and both the Rose Quarter Development Stakeholder Advisory Group and the N/NE Quadrant Stakeholder Advisory Committee for discussion and feedback.

Appendix: Market Overview: Blanchard Site Redevelopment

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May 14, 2010

ECO Project #: 20202

TO: Denyse McGriff, Portland Development Commission
FROM: Abe Farkas, Lorelei Juntunen
SUBJECT: DRAFT MARKET OVERVIEW: BLANCHARD SITE
REDEVELOPMENT

This technical memorandum provides an overview of the market factors that will influence the redevelopment of Portland Public Schools' Blanchard site and three adjacent parcels, located near the Rose Quarter in inner North Portland. The Portland Development Commission (PDC) has initiated a "Concepts Study" that engages several design teams in the generation of ideas for the site's re-use. This memorandum is intended to ground the design teams in current and possible future market realities for the various uses that might be proposed for the site. It is not a detailed market analysis for uses; such an analysis would require a more thoroughly-developed concept and, ideally, site plans. Rather, this memorandum provides preliminary documentation of existing and anticipated future development conditions based on a review of existing studies. It evaluates land values, development challenges, and market conditions that may affect the redevelopment of the site.

The memorandum has the following sections:

- **Key findings** provides a summary of results and conclusions.
- **Concepts Study background** provides a brief overview of the larger project that this memorandum informs.
- **Site description** briefly describes the physical attributes of the site.
- **Market for possible uses** draws on existing research to provide a high-level overview of some of the factors likely to influence use of the site for various uses, including industrial, major campus / headquarters office, employment, residential, event / entertainment, and adaptive reuse of the existing building.
- **Conclusions** draws meaning from the analysis in the previous section.

KEY FINDINGS

All of the uses considered in this analysis are, to varying degrees, expected to experience long-term growth and demand that will support new building supply

Market Overview:
Blanchard Site Redevelopment

ECONorthwest

May 2010

Page 2

construction in the City. For that reason, this memorandum focuses on the Blanchard site's locational advantages. What characteristics does the site have that would give it a competitive advantage (or disadvantage) over other sites where the same use might also locate? Do those characteristics suggest a particular market advantage for any particular use?

The site's key advantages relative to its competitor sites are:

- **Size, especially given the potential for land assembly with adjacent parcels.** This is a particular advantage for industrial and campus office / headquarters developments, which need large spaces that provide alternatives for parking and building configurations. Parcels of this size are difficult to find so close to the City's core. The Conway site in northwest Portland, the 7Up side in northeast and the Post Office site in Old Town / China Town are example of the few other sites that offer similar size advantages.
- **Location.** Every use evaluated would benefit from the site's proximity to the Willamette River, I-5, downtown and the Rose Quarter, and public transportation. The Blanchard Site is desirably located.
- **View potential.** Some uses, especially office and residential, benefit from views of downtown, the river, and the mountains.
- **Land values** are an advantage, but only given the site's excellent location. The site's land value is lower than the City's business core across the river for office and residential development though it shares many of the same locational advantages. It is higher, however, than competing sites on the urban fringe. As a point of reference, the County Assessor values the land (without improvements) at the Blanchard site at \$36 per square foot. In the Central City, land goes for \$120 per square foot. In the City of Portland as a whole, it is valued at about \$12 per square foot.¹

The key disadvantages that would have to be overcome are:

- **Access issues for pedestrians and bicycles** will present a barrier to redevelopment. The site is not well-connected to the surrounding Rose Quarter or the residential neighborhood to its north.
- For every use except an industrial one, required **zoning changes and height modifications** would present an impediment.

¹Source for land values: Multnomah County Assessors Database, 2009-2010. "Central City" includes all land inside the I-405 loop, bounded to the North by Burnside St. and to the east by the Willamette River. While the assessor's database is not always accurate to true market conditions and may not, for example, account for the value of the income stream that a commercial property produces, this does give some sense of the relative value of the land, compared to its likely competition.

- While the site's size is a key advantage, the need for **land assembly** could present an obstacle if some land owners are uninterested in selling.
- For all uses except industrial, surrounding noise from adjacent industries, rail and highways would need some mitigation.
- For all new redevelopment that would occur on the site demolition costs and possible environmental issues would add a burden.

Two of the possible uses considered (event / entertainment and adaptive re-use) are special cases that are more difficult to assess. This memorandum finds that the ability of the site to capitalize on the likely City-wide demand for event / entertainment uses is dependent in large part on how much of that demand is captured through the potential redevelopment of the adjacent Memorial Coliseum. Regarding adaptive re-use, it finds that the existing building's age, condition, and configuration make adaptive re-use a challenging option that is not likely to be financially feasible in the short- or long-term.

At first glance, the site appears to be a strong contender for industrial uses: its current industrial zoning, size, proximity to transportation infrastructure and the river, and a regional undersupply of industrial lands all weigh in favor of a compatible industrial use. However, this apparent advantage must be weighed against the opportunity cost for other types of development (such as residential or mixed use) that will also naturally benefit from a location near downtown and the Rose Quarter and better take advantage of locational characteristics. While these opportunity costs are difficult to quantify, they relate to the key question of the design process the City is currently undertaking: what is the highest and best use for a large parcel with such significant locational advantages? This memorandum suggests that ultimately, a mix of uses that includes residential, office, small-scale entertainment venues and restaurants, and other uses that draw from a neighborhood as well as a regional market could be the best approach for this large site.

CONCEPTS STUDY BACKGROUND

The Portland Public Schools' (PPS) central support services are housed in the Blanchard Education Service Center (BESC, or the Blanchard Site). Over the years, various efforts looking at the development of the Rose Quarter have suggested this site – with its unique attributes of access, Central City location, and large size – would be better suited to a different use and greater development intensity. The North of Broadway / Blanchard Site Development Concepts Study (the “Concepts Study”) will explore ideas for the reuse of the site with the goal of informing the Northeast Section Plan process and helping PPS, the City, stakeholders, and ultimately elected officials make a decision about the desired future of the site. The Concepts Study will result in a provisional urban design framework for the Blanchard Site and some surrounding blocks. Redevelopment programs may include industrial, major campus / headquarter

office, employment, residential, event/ entertainment, and adaptive reuse of the existing buildings. This memorandum will inform concept development.

BLANCHARD SITE DESCRIPTION

The BESC building contains about 365,000 gross square feet and occupies about 8 acres of IGI zoned land, with a calculated floor area ratio (FAR) of just over 1:1. The building currently houses PPS's administrative offices, kitchen and food services, warehouse and distribution services, and maintenance functions. A portion of the facility is rented to Multnomah County. Because the land is industrially-zoned, there is no maximum FAR.² Additional characteristics relevant to the potential redevelopment of the site:

- **Site size.** The site is comprised of 32 tax lots, 20 of which are owned by PPS. The total area is 14.7 acres, 10.1 of which are owned by the District. The BESC is located on the three largest tax lots, which total 7.6 acres.
- **Land Ownership.** Figure 1 shows land ownership in the study area. PPS owns the entire block holding the BESC, as well as portions of two others.

² Bureau of Planning and Sustainability, North of Broadway / Blanchard Site Development Concepts Study Project Description, 3/22/10.

Figure 1. Land ownership in study area



- Property Value.** According to the County Assessor, the real market value of property owned by PPS in the study area was about \$74.3 million in 2009: \$7.6 million in land and \$66.8 in buildings and other improvements. The most valuable tax lot was the BESC's tax lot, which was valued at \$68.5 million (\$66.5 million of which was improvement). The value of properties not owned by PPS totaled \$22.1 million; \$7.8 million in land and \$14.2 million in improvements. The medical clinic at the corner of Dixon and Ross was the most valuable single property, worth \$11.5 million, \$8.7 million of which were in improvement value. Total land values in the study area average about \$24/SF. In comparison, land in the Central City area (between I-405 and the river, south of Burnside) was worth \$120/SF in land value. Land in the entire City of Portland was worth \$12/SF in land value. While the assessor's database is not always accurate to true market conditions and may not, for example, account for the value of the income stream that a commercial property produces, this does give some sense of the relative value of the land, compared to its likely competition.

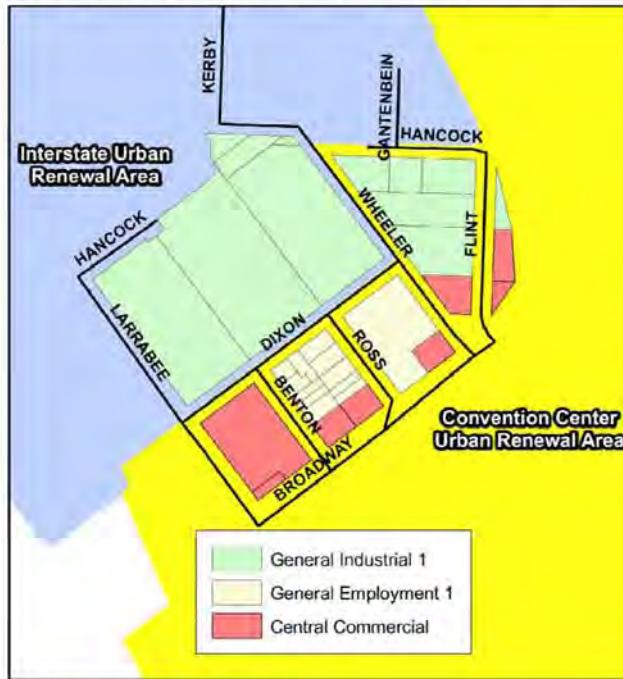
Table 1. Real market value by land ownership, Blanchard site, 2009

	Land	Improvements	Total
PPS owned			
Total (millions)	\$7.58	\$66.77	\$74.34
Per SF	\$17.16	\$151.19	\$168.35
Other			
Total (millions)	\$7.84	\$14.24	\$22.08
Per SF	\$39.40	\$71.60	\$111.00
Any Ownership			
Total (millions)	\$15.41	\$81.01	\$96.42
Per SF	\$24.07	\$126.48	\$150.54

Source: Portland Development Commission GIS data

- Transportation access.** The site is located adjacent to I-5 and only minutes away from I-84 and I-405. Portland Union Station and Downtown Portland are immediately across the adjacent Broadway Bridge. The nearby Rose Garden Transit Center is a stop for all four MAX lines and four bus lines. The site is challenging for pedestrians and bicyclists to access in its current configuration. The Portland Streetcar Loop Project's 3.3 mile extension of the existing Portland Streetcar route would run in two directions on Broadway immediately adjacent to the site. When completed in 2012, the Streetcar Loop Project will connect the study area to Northwest Portland, Downtown Portland, the South Waterfront, and the inner Eastside via Martin Luther King Jr. Boulevard and Grand Avenue.
- Zoning.** Figure 2 shows zoning and urban renewal area boundaries in the study area. The main BESC site is zoned for general industrial use and is located within the Interstate Urban Renewal Area. The remainder of the study area is within the Convention Center Urban Renewal Area is zoned for either general industrial, general employment, or central commercial.

Figure 2. Zoning and urban renewal area boundaries



Source: Portland Development Commission

- A 2005 report on the feasibility of relocating PPS Central Services concluded that given the age, condition, and configuration of the building, reuse of the existing structure for new uses is unlikely.³

Any successful redevelopment of this site will need to respond to other ongoing planning processes in the surrounding area, including the Rose Quarter. The City is currently considering the potential for a major redevelopment of the Memorial Coliseum that may include the surrounding area, which could reinvigorate the Memorial Coliseum facility and bring additional entertainment / retail venues to the Rose Quarter area.

³ Shielz Obletz Johnsen, GBD Architects, and the Kalberer Company; *Feasibility study for the relocation of Central Support Services*, February 2005.

Given the current configuration of the site and its access issues, public investment could be necessary to spur redevelopment. Program eligibility would need to be explored in more detail as part of any redevelopment planning effort. A portion of the site is currently in the Oregon Convention Center Urban Renewal Area, which will expire in 2013 and is not issuing new debt. Through the North / Northeast Economic Development Initiative, the City is considering the expansion of the Interstate Urban Renewal Area to include this site, which could provide a source of funds for some improvements. Other sources of public financing that the site could include tax credit programs and tax exempt or taxable revenue bonds.

MARKET ASSESSMENTS FOR POSSIBLE USES

Many factors can affect the future supply of and demand for the types of uses that might locate in the Blanchard Site; key among them are continued growth in regional population and employment. If the region's population and employment opportunities increase – and they are projected to do so – demand for housing and businesses will correspondingly increase throughout the region.

Where the new development that accommodates that growth will be located, however, depends in part on the compared locational and site characteristics of the many potential areas within the region that could contain that growth. In other words, the area that has the most favorable characteristics for a particular use will have an advantage for capturing development and redevelopment that accommodates that use. Some of these characteristics relate to markets and economics: Where is land cheapest? What rents might be achieved in a given location? Is there an over/under supply of land appropriate to accommodate the use? Others relate to access: Can pedestrians, mass transit, cars, and freight to get to the site? Still others relate to less tangible characteristics: Does the site have view potential? Is it located near similar or complimentary uses?

This section will explore the characteristics that give the Blanchard site an advantage for attracting redevelopment in various use categories as well as identifying conditions that detract from various uses.

INDUSTRIAL

Table 2 shows short-term industrial real estate market conditions in Portland compared to average conditions in the 56 largest real estate markets in the U.S., as reported by Integra Realty Resources. Although the Portland industrial real estate market has suffered the impacts of a larger economic recession, average annual net absorption from 2006-2009 was positive and is projected to remain so, the vacancy rate is nearly 2% below average, and the market is closer than average to balance ("years to balance" in the table below refers to the number of years that it would take to absorb all of the vacancies in the existing inventory and the new space now under construction).

Table 2. Industrial real estate market conditions, Portland and average of top-56 real estate markets, central business districts and suburban areas, 2010

Central Business Districts and Suburban Areas	Inventory (Millions of Sq Ft)	Vacancy Rate	Avg Annual Absorption 2006-2009 (Millions of Sq Ft)	Total Under Const 2010-2013 (Millions of Sq Ft)	Forecast		Estimated Years to Balance
					Total Under Const 2010-2013 (Millions of Sq Ft)	Avg Annual Net Absorp 2010-2012 (Millions of Sq Ft)	
Portland	156.53	8.5%	13.26	1.89	1.17	0.56	4.0
Average of top-56	211.40	10.2%	21.50	0.41	3.58	0.95	4.8

Source: Integra Real Estate, IRR-Viewpoint 2010.

Note: Portland had the 28th largest market in the U.S. in terms of industrial real estate inventory.

Portland is defined as "Central business districts and suburban market areas".

"Years to balance" refers to the number of years that it would take to absorb all of the existing inventory vacancies and new construction.

The City is in the process of evaluating the need for additional industrially-zoned land to meet the long-term (25 year) demand. A recent economic opportunities (EOA) analysis drew the following conclusions about the future of industrial jobs and related land supply and demand in Portland:

- The EOA classifies nearly 100,000 jobs that currently exist in Portland in two categories that might locate in industrial-zoned land: close-in incubator, and manufacturing and distribution. These jobs categories are projected to grow.
- In total, 150,000 new jobs are forecast to locate in Portland by 2035.
- Looking at all of the types of jobs that are forecast, the EOA identified shortfalls in developable land available for industrial district and institutional campus job growth. In a low growth scenario, the overall supply for employment land appears adequate to meet demand, but certain types of uses (especially institutional uses) are mismatched to the available land. In a high growth scenario, the EOA projected a deficit of nearly 1,000 acres for industrial districts.

While the short-term supply of land for industrial uses appears adequate, in the longer term, demand for industrial uses could be robust. The Blanchard site has several characteristics that would suggest a competitive or comparative advantage for industrial development:

- Proximity to I-5, rail yards, and the river
- Size of parcel
- Mass transit connections for employees
- Zoning is in place

⁴ E.D. Hovee & Company, *City of Portland Economic Opportunities Analysis: Task 4 – Alternative Choices*, June 30, 2009.

Overall, large parcels with locational advantages such as these are in short supply in the City of Portland. At the same time, the site has characteristics that suggest disadvantage:

- There are currently four property owners of the total site. If site assembly is required for industrial use this could add time and expense and may not be achievable, especially if any individual owner is uninterested in participating.
- As the Rose Quarter develops and changes, it is likely to become a more vibrant area with a broader mix of uses. Any industrial facility would need to be compatible with those adjacent uses, or be prepared to mitigate against any impacts.
- Land prices for a tax lot in the study area are about twice that of the average tax lot in the City of Portland.
- Developing the site for industrial uses may impose opportunity costs for other types of development (such as residential or mixed use) that will also naturally benefit from a location near downtown and the Rose Quarter. While these costs are difficult to quantify, it relates to the key question of the design process the City is currently undertaking: what is the highest and best use for a large parcel with significant locational advantages? This opportunity cost becomes higher as the larger area develops for mixed uses, increasing the value of the site beyond what can be supported for industrial development.
- Except in the unlikely event that the existing BESC building is re-used, building demolition costs could make replacement industrial uses less viable.

EMPLOYMENT

For the purposes of this analysis, "employment" refers to mixed offices for multiple tenants, which may include some ground-floor retail spaces and some assembly space for low-impact products, but is primarily rentable office space. Construction would probably be mid- to high- rise office (at least 4 stories), generally supported by some component of on-site structured parking. This type of use is currently concentrated in the Central City (which includes the Lloyd District and Rose Quarter sites).

Table 3 provides an overview of the current, under construction, and projected future supply of office space in Portland's central business district compared to other large cities. Suburban areas are not included as they are in Tables 2 and 4. Table 3 shows that the office market in Portland is currently experiencing high vacancies (8.7%), but compared to other large cities, the office market is performing relatively well and, even given a projected slow-down in net absorption in the next two years, demand would outstrip supply in about four years without new office construction.

Table 3. Office real estate market conditions, Portland and average of top 53 real estate markets, central business districts, 2010

Central Business Districts	Inventory (Millions of Sq Ft)	Vacancy Rate	Avg Annual Net Absorption 2006-2009 (Millions of Sq Ft)	Forecast		Estimated Years to Balance	
				Total Under Const 2010-2012 (Millions of Sq Ft)	Net Absorp 2010-2012 (Millions of Sq Ft)		
Portland	18.94	8.7%	1.65	0.25	0.35	0.13	4.0
Average of top-53	29.53	13.4%	3.96	-0.04	0.71	0.14	6.3

Source: Integra Real Estate, IRR-Viewpoint 2010.

Note: Portland had the 16th largest market in the U.S. in terms of office real estate inventory. Data is for central business districts only, not including suburban areas as in Tables 1 and 3.

The City's Economic Opportunity Analysis (EOA) forecasts between about 34,000 and about 65,000 new jobs in the Central City in the next 25 years, and estimates that about half of those jobs (15,000 to about 32,000) would be associated with increases in private-sector office-related employment. The EOA draws several conclusions that are relevant to discussion of long-term supply of and demand for Central City office space:

- Capacity is sufficient to accommodate long-term demand given current headroom (a measure of the difference between zoned or market-supportable development capacity, less existing squarefootage).
- There is more than enough headroom potential in the Central City so that added office space need not occur as high-rise office towers only. In effect, some portion of the development also could be accommodated in mid-rise and mixed office / residential structures without needing to demolish and reconstruct any higher value buildings at a higher density.
- Encouragement of work / live integration could bring a new type of office tenant to the City's core, and effectively increase the demand for Central City office space. While many of the currently developed work / live facilities are not working particularly well, the EOA suggests that it is worth continuing to explore these opportunities as the demographics shift in the longer-term.

The implications of this analysis for the Blanchard site:

- Short-term the City and metro area are oversupplied in office, vacancy rates are high, and demand is very low.
- Long-term, the demand for Central City office space is projected to be stronger, which would mean that achievable rents would increase relative to construction costs. The type and density of office space is likely to be influenced by the development horizon. As the supply of vacant and low value land is consumed, higher office densities will be supported. In other words, office construction that begins in five years is likely to be mid-rise. Office construction that begins in 10 or 15 years is more likely to approach a high-rise construction type.

The characteristics of the Blanchard site that would give it an *advantage* over its competition (which includes both Central City locations in Portland's Downtown Core and office space available at the City's perimeter):

- Proximity to other office space in the downtown core, and to public investments in the transportation infrastructure already emphasized in other parts of this memorandum (light rail, coming streetcar line, I-5)
- Size of the parcel to accommodate a range of parking configurations and floor plates
- Land costs that are lower than locations in the core of the City
- Views of downtown, river, and mountains

Characteristics that suggest a disadvantage and would require remediation to make a successful project:

- Land cost relative to suburban locations
- Achievable rents are generally lower than Central City locations
- Demolition costs for the existing buildings
- Structured parking rates have been generally lower on the east side
- Rezoning would be needed

MAJOR CAMPUS / HEADQUARTERS OFFICE

Headquarters office, in this analysis, refers to office and associated development designed to accommodate a single tenant or owner. Examples can be both urban in form (such as Adidas in North Portland) or more suburban (Nike or Intel). Campus office developments in an urban setting usually have multiple buildings, usually mid-rise (though high rise is possible if the market supports it) with one or more tenants. Campus office developments can house corporate headquarters but can also house multiple tenants, as in Kruse Way in Lake Oswego.

The key difference between this type of office development and more traditional office space described above is that it offers open spaces between buildings that are controlled by one owner. These can be green areas or hardscapes.

From a market demand perspective, major campus / headquarters offices respond to the same set of trends that are described in the section above on office. The land supply side, however, can be quite different. Major campus / headquarters office requires larger parcels and may require different parking configurations.

Blanchard site characteristics that would suggest a competitive or comparative advantage for this type of office development include:

- Proximity to I-5, to downtown, to office and retail development in the Lloyd district, and access to public transportation,
- Potential for a large redevelopment parcel, which is very hard to find in the central city
- Views of downtown, river, and mountains
- Close in large sites can lend themselves to medical or corporate campuses that prefer or need to be in the heart of the city, as well as to higher scale back office functions that may not want to pay downtown rents.

Identify site characteristics that suggest disadvantage:

- For a campus office use, the key disadvantage is the cost associated with land assembly and demolition. If some owners are unwilling to sell, land assembly may not be possible
- Competition from suburban sites where larger parcels are more available and land prices are lower
- Rezoning needed

RESIDENTIAL

Residential development in the study area would probably take the form of owner- or renter-occupied multi-family housing, either condominiums or apartments due to adjacent land uses, availability of transportation, achievable density in the area, and centralized location.

Table 4 shows short-term apartment real estate market conditions in Portland's central business districts and suburban areas compared to average conditions in the 56 largest real estate markets' central business districts in the U.S., as reported by Integra Realty Resources. As with industrial real estate, the Portland apartment real estate market is considered to be in a recession.⁵ Despite the downturn, average annual net absorption from 2006-2009 was positive and is projected to remain so. The vacancy rate is higher than in previous years, but is still almost 2% below average for other cities.

Table 4. Apartment real estate market conditions, Portland and average of top 56 real estate markets, central business districts and suburban areas, 2010

Central Business Districts and Suburban Areas	Inventory (Sq Ft)	Vacancy Rate	Vacancy (Sq Ft)	Avg Annual Net Absorption 2006-2009 (Sq Ft)			Total Under Const 2010-2013 (Sq Ft)	Forecast 2010-2012 Avg Annual Net Absorp (Sq Ft)
				2006-2009 (Sq Ft)	Const 2010-2013 (Sq Ft)	2010-2012 (Sq Ft)		
Portland	99,291.00	5.9%	5,806.00	511.00	3,420.00	750.00		
Average of top-56	181,124.64	7.6%	13,689.28	402.38	5,123.27	1,093.84		

Source: Integra Real Estate, IRR-Viewpoint 2010.

Note: Portland had the 37th largest market in the U.S. in terms of apartment real estate inventory.

Estimated years to balance data not available.

Potential residential development in the study area has the opportunity to capitalize on the projected patterns of household growth in the next 25 years, both in terms of location and housing structure type.

The City of Portland's Housing Background Report⁶ uses forecasts of population to project housing need in Portland for 2035. Between 2005 and 2035, the number of households in Portland is projected to increase by at least 44%, but growth will be focused closer to the Central Business District, which is projected to see growth in households of 277% over the period. In contrast, the number of households in Northeast Portland and Southeast Portland are projected to grow by 17% and 15%, respectively. Additionally, the Report projects that condos and other owner-occupied housing structure types will see dramatic growth. While the Blanchard site is not located in the Central Business District, its proximity to the core means that it could benefit from this market's expansion.

This projected demand suggests the residential development could be a strong contender for this site, especially in a longer term. Currently, achievable rents on the east side of the river are lower than on the west side and financing for ownership product is almost nonexistent, which may present short-term challenges for residential development on the site. However, some residential product types - for example frame construction apartments on Mississippi - are successful even in the current market, and other residential construction types will regain ground given time.

As the market improves, large sites with locational advantages will be the first to see new residential development. The Blanchard site has the following advantages:

- Central location, near downtown and a major jobs center and with excellent public transit access
- Views and proximity to riverfront parks and open spaces

⁵ Integra Real Estate, IRR Viewpoint 2010.

⁶ Housing Background Report Overview, City of Portland, 2009. Available online at <http://www.portlandonline.com/portlandplan/index.cfm?c=51427>. Accessed May 5, 2010.

- Lower land prices than other areas that might support similar densities

Some challenges would need to be overcome to make the site work for residential:

- The current configuration is not conducive to pedestrian or bicycle access.
- Proximity to I-5 could require screening and construction designed to reduce noise, which would increase construction costs.
- Environmental issues, if there are any would need to be addressed for all commercial and residential uses
- Rezoning to a residential zone will add time and cost.
- Compatibility with adjacent uses would need to be evaluated as plans for the renovation of the Memorial Coliseum continue to advance.

EVENT / ENTERTAINMENT

The Blanchard site is close to three important Rose Quarter event and entertainment centers: the Oregon Convention Center, the Rose Garden Arena, and the Memorial Coliseum. Redevelopment of the Blanchard site could capitalize on this activity to create a stronger event / entertainment destination in the Rose Quarter. There are two possibilities:

- (1) The site could be large enough to support another entertainment venue. For example, the site was recently considered as a possible location for a baseball stadium
- (2) The site could be developed with a mix of restaurants, smaller music venues, and possibly hotel space to add to the mix of uses in the Rose Quarter.

The study area's prospects for this type of redevelopment are intimately tied to the transformation of the Memorial Coliseum and the Rose Quarter in general. Three options (or some combination of the options) are under consideration for the Memorial Coliseum, and all three would aim to expand on the Rose Quarter's strength as a recreational destination. A successful Memorial Coliseum redevelopment, especially one with restaurants and other amenities, would have spillover benefits for a Blanchard site event/entertainment center. However, the selected concept and its timeline for development will affect the type, scale, and timing of any event-related development at the Blanchard site in ways that cannot currently be projected. Jumptown, for example, could meet much of the demand for event-related facilities in the Rose Quarter, and create competition for related development at Blanchard that is not as well-located. However, we can look at current trends in spending, related to demographics, to get some sense of the likely future market.

Compared to the U.S. as a whole, the Portland area is forecast to have strong growth in the age groups that spend the most on entertainment admissions and fees.

Households whose "reference person" is aged between 35 and 54 spent more than \$800 yearly; no other group spent more than \$650. In the tri-county Portland area (Multnomah, Washington, and Clackamas counties), population growth of 30% in that age group is predicted by 2040. Nationwide, that group is predicted to grow by only 14%. The Portland area's demographics are favorable to live entertainment businesses.

Table 4. Spending on entertainment admissions and fees by age group, compared to projected population growth, US and Tri-County Portland Area

	Under 25 years	25-34 years	35-44 years	45-54 years	55-64 years	65 years and older	Total
Spending per consumer unit, US average:	\$271	\$524	\$823	\$805	\$643	\$389	\$616
Percent increase in population, 2010-2040:							
United States	24%	24%	20%	9%	19%	102%	31%
Tri-County Area	34%	33%	30%	30%	32%	153%	45%

Sources: U.S. Bureau of Labor Statistics' Consumer Expenditure Survey, 2008 data; Oregon Office of Economic Analysis Population Forecast

Note 1: Tri-County Portland Area comprised of Multnomah, Washington, and Clackamas Counties.

Note 2: A consumer unit is similar to a household; the responses are categorized by the reference person's age.

In short, regional demographic trends favor more entertainment and event related development in the region, but it is uncertain that the Blanchard site is well-positioned to capture it. The Blanchard site has a number of comparative advantages as an entertainment/event center:

- Nearby parking structures, interstate highways, and mass transit
- Large parcel in central location
- Potential synergy with Rose Quarter development as entertainment destination
- Proximity to downtown and hotels

The site also faces a number of challenges to entertainment/event development:

- Competition from other metro area venues, and potentially from redevelopment of the Memorial Coliseum
- Current weakness of events/entertainment market
- Short-term uncertainty about direction and success of Rose Quarter redevelopment
- Difficulty of pedestrian access across Broadway
- Need for rezoning the site

ADAPTIVE RE-USE OF EXISTING BUILDING

A 2005 report on the feasibility of relocating PPS Central Services (the BESC) concluded that given the age, condition, and configuration of the building, reuse of the existing structure for new uses is unlikely. The study also found that the BESC layout

does not lend itself to partitioning and subleasing beyond the current subleasing arrangements. Any adaptive re-use would need to address the access and other challenges described in other parts of this report and would face significant costs with upgrading the building. Re-use of the building would require very creative architectural and financial solutions.

CONCLUSIONS

At first glance, the site appears to be a strong contender for industrial uses; its current industrial zoning, size, proximity to transportation infrastructure and the river, and a regional undersupply of industrial lands all weigh in favor of a compatible industrial use. Examples might include smaller scale industrial users that could locate in vertical industrial facilities or larger clean industries that can more easily co-exist with the surrounding mix of uses. However, this apparent advantage must be weighed against the opportunity cost for other types of development (such as residential or mixed use) that will also naturally benefit from a location near downtown and the Rose Quarter and might generate higher revenues for property owners and better take advantage of locational characteristics. While these costs are difficult to quantify, it relates to the key question of the design process the City is currently undertaking: what is the highest and best use for a large parcel with such significant locational advantages?

The site's size (especially if land assembly is possible) should support a mix of uses that could include a combination of residential, retail, small entertainment venues, office or hotels, or even possible compatible industrial uses. Ultimately, a mix of uses will best take advantage of the sites positive attributes, diversify the risk that a developer incurs in financing construction, allow the site to take advantage of a neighborhood and a regional market, and create a more balanced and vibrant destination.