



# PORTLAND STREETCAR LOOP DEVELOPMENT STRATEGY

APRIL 14, 2008






Shiels Obletz Johnsen • URS • PB PlaceMaking • Lloyd D. Lindley, ASLA



# PORTLAND STREETCAR LOOP

## DEVELOPMENT STRATEGY

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## INTRODUCTION

### Portland Streetcar Loop Project

The Portland Streetcar Loop is a planned 3.3-mile extension of the existing highly successful, streetcar system. The Loop will extend from Northwest Portland and will serve the Lloyd District and Central Eastside districts of the Central City. The extension, with service beginning in 2011, will reach OMSI with plans for a separate South Corridor Light Rail project to cross the Willamette River, forming a continuous circulator route through the Central City. Earlier design and evaluation, summarized in the *Portland Streetcar Loop Transportation Management Plan* (Appendix), demonstrated that with specific street design, traffic signal, and pedestrian facility improvements, the streetcar could effectively operate in the proposed alignment.

### Why Extend the Streetcar Line?

Looking beyond the streetcar and traffic operation of the Transportation Management Plan, the Loop represents a unique opportunity to leverage this public transportation investment to transform the Lloyd District and Central Eastside into more highly developed and invigorating urban places. E.D. Hovee & Company, LLC has documented the truly impressive amount of development activity associated with the existing Westside streetcar. A January 2008 report by E.D. Hovee titled, *Streetcar – Development Linkage: The Portland Streetcar Loop*, evaluates the development potential of the Lloyd District and Central Eastside and the estimated influence of the streetcar (Appendix).

The Portland Streetcar Loop possesses tremendous untapped development potential, which will be stimulated and greatly enhanced by the streetcar. The development activity in the Westside has demonstrated the streetcar's ability to focus the market for new development and redevelopment along its route. E.D. Hovee identified eight "economic development generators" totaling approximately 250 acres with a potential additional investment value in excess of \$5 billion. Four of these areas, Lloyd Crossing, the Burnside Bridgehead, the Employment Opportunity Subarea (in the Central Eastside), and the OMSI District, are located along the Portland Streetcar Loop project alignment. Streetcar enhances the accessibility of these areas to each other and to other destinations in the Central City, placing them in a stronger market position compared to other less accessible locations. Through their past investment actions, developers have demonstrated how the streetcar has bolstered their confidence in building higher density, mixed-use projects nearby.

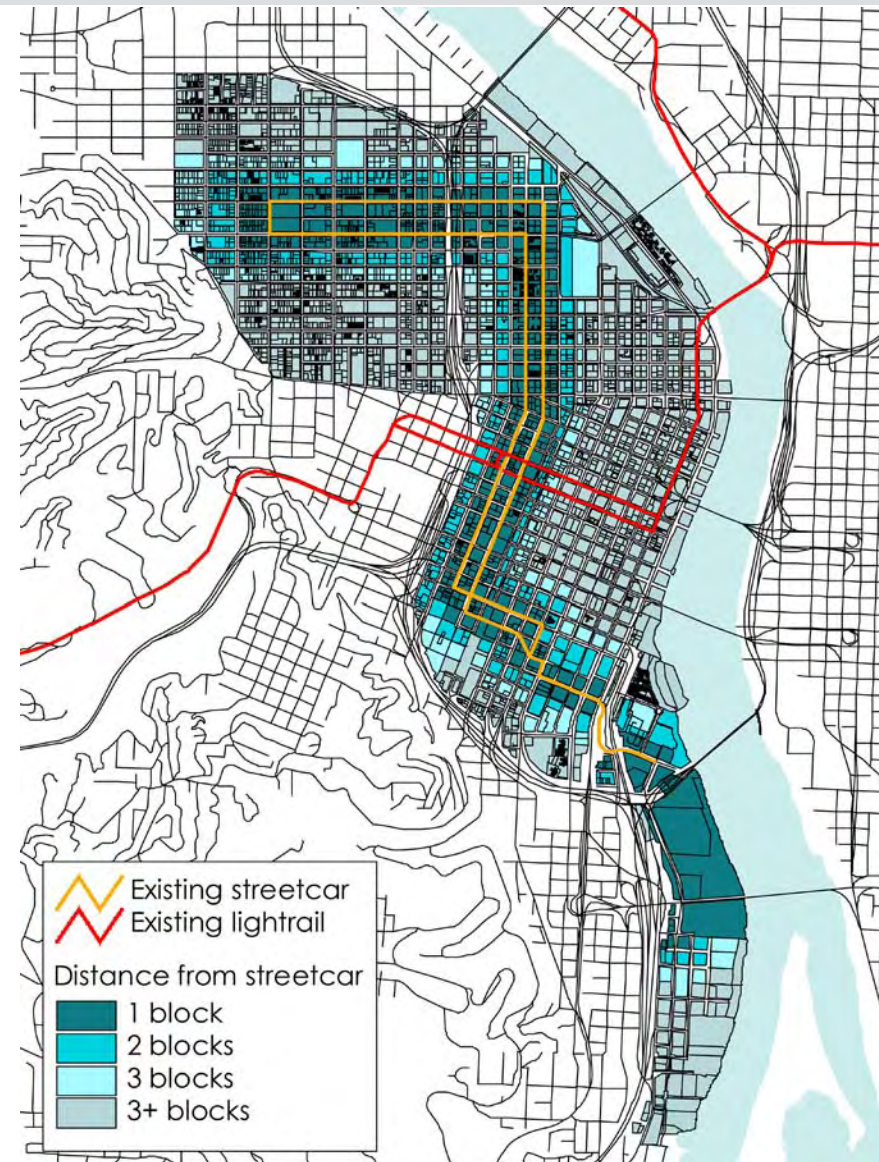
Primary E.D. Hovee findings in this report are summarized below and referenced throughout this document.

- **Streetcar supports high-density development.** The relationship between distance to streetcar and the density of new projects is well-documented along the existing streetcar line. Densities of new development in the Downtown have been highest on the streetcar line, declining to average new development densities beyond three blocks. This is due to the confidence developers and property owners have in the positive influence of the streetcar. Streetcar creates a positive feedback loop where the streetcar encourages higher density, allowing greater use of non-automotive transportation, which in turn promotes still higher density.

Members of Portland's development community repeatedly express their confidence in the ability of streetcar to change the built environment.

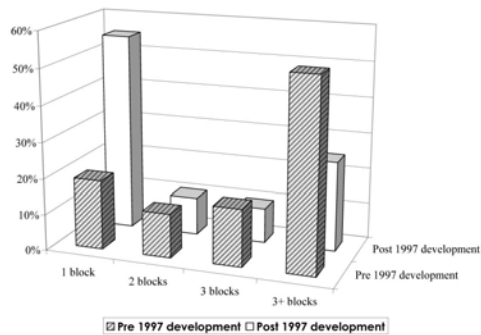
Developers and property owners near the eastside alignment of the planned Portland Streetcar Loop are incorporating streetcar into their plans for their own properties and for larger neighborhoods.

E.D Hovee & Company



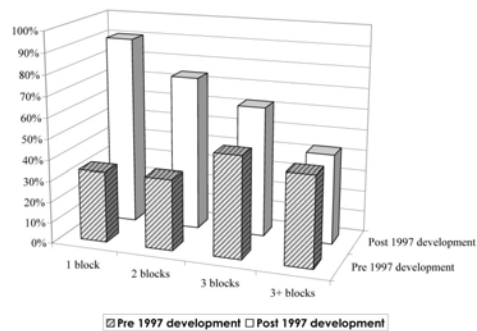
E.D Hovee & Company

Percent of New Development by Distance from Streetcar



Source: E. D. Hovee & Company, LLC, *Portland Streetcar Development Impacts*, prepared for Portland Streetcar, Inc. November 2005.

Density of Development by Distance to Streetcar



Source: E. D. Hovee & Company, LLC.

- Higher density development reduces auto-dependence.** Compared to suburban development, the high-density environment near the Westside streetcar line, has demonstrated travel behavior with less than one-half of the VMT (vehicle miles traveled) as compared to suburban areas. This is consistent with other studies, which show that areas with good transit service often exhibit car ownership rates approaching 50% and VMT rates between 60% and 80% of national averages.

- Current zoning allows significantly higher densities.** Only 15% of the maximum allowed development density, measured by FAR (Floor Area Ratio), currently lies within 3 blocks of the proposed Portland Streetcar Loop alignment. City plans and zoning encourage densities that are far greater than what is on the ground today.
- Current zoning allows mixed-use development.** The city allows mixed-use development throughout much of the corridor. This may include a combination of employment, retail, entertainment, and/or residential uses in the same development. Similar to higher densities, a mix of land uses encourages walking. Examples of mixed-use development include the Merrick, Irvington, and the Eastbank Commerce Center, which includes light industrial, office, restaurant, and service uses.
- The Eastside has significant development potential.** Looking at four key development areas – Lloyd Crossing, Burnside Bridgehead, Employment Opportunity Subarea (in Central Eastside), and OMSI (Oregon Museum of Science and Industry) – E.D. Hovee estimates approximately \$2 billion in potential development value.
- Market conditions support higher density redevelopment.** E.D. Hovee reports that reinvestment is currently taking place near the proposed streetcar route and many other developers and property owners are planning projects within 3 blocks of the streetcar line. The vast majority of them consider the streetcar to be a significant ingredient for the success of their development plans.

## Purpose of the Report

A considerable amount of planning and preliminary project design work has been completed for various areas and specific properties throughout the Lloyd District and Central Eastside. This report assembles the previous planning work (see Bibliography) and summarizes key public and private projects that are poised to leverage the streetcar investment and transform the eastern side of the Central City. The information on the following pages clearly demonstrates the enormous potential and synergy between the streetcar and nearby development. This report focuses on three types of development projects:

- **Key public improvements** that focus on creating better pedestrian and bicycle connections and general traffic circulation. These improvement recommendations represent a blend of ideas that are currently being contemplated along with additional beneficial improvements identified by the streetcar consulting team. The recommendations are intended to complement the “essential improvements” identified in the *Portland Streetcar Loop Transportation Management Plan*. Because streetcar, high-density/mixed-use development, and pedestrian activity are mutually supportive, many of the recommended improvements focus on accommodating pedestrians.
- **Potential redevelopment sites** have been identified in previous studies, plans, and development concepts for properties along the streetcar alignment. Areas within the Lloyd District and Central Eastside have been the subject of multiple studies and plans for future redevelopment. These studies provide a wealth of information and ideas related to the streetcar. The streetcar, plus the transportation management plan improvements and the additional public improvements suggested here, will act as a catalyst to help realize the development potential recognized in these previous studies and plans.
- **Planned development projects** evaluated as part of the work conducted by E.D. Hovee & Company, LLC including 20 planned development projects in the Lloyd District and Central Eastside. This information provides an indication of the substantial redevelopment potential and developer interest in the streetcar corridor. A significant finding of the study was the importance of the streetcar to most developers. Of the 20 projects, 17 were considered to be highly dependant on the streetcar.



This report provides summaries of recommended public improvements and private redevelopment in eight subdistricts in the Lloyd District and Central Eastside:

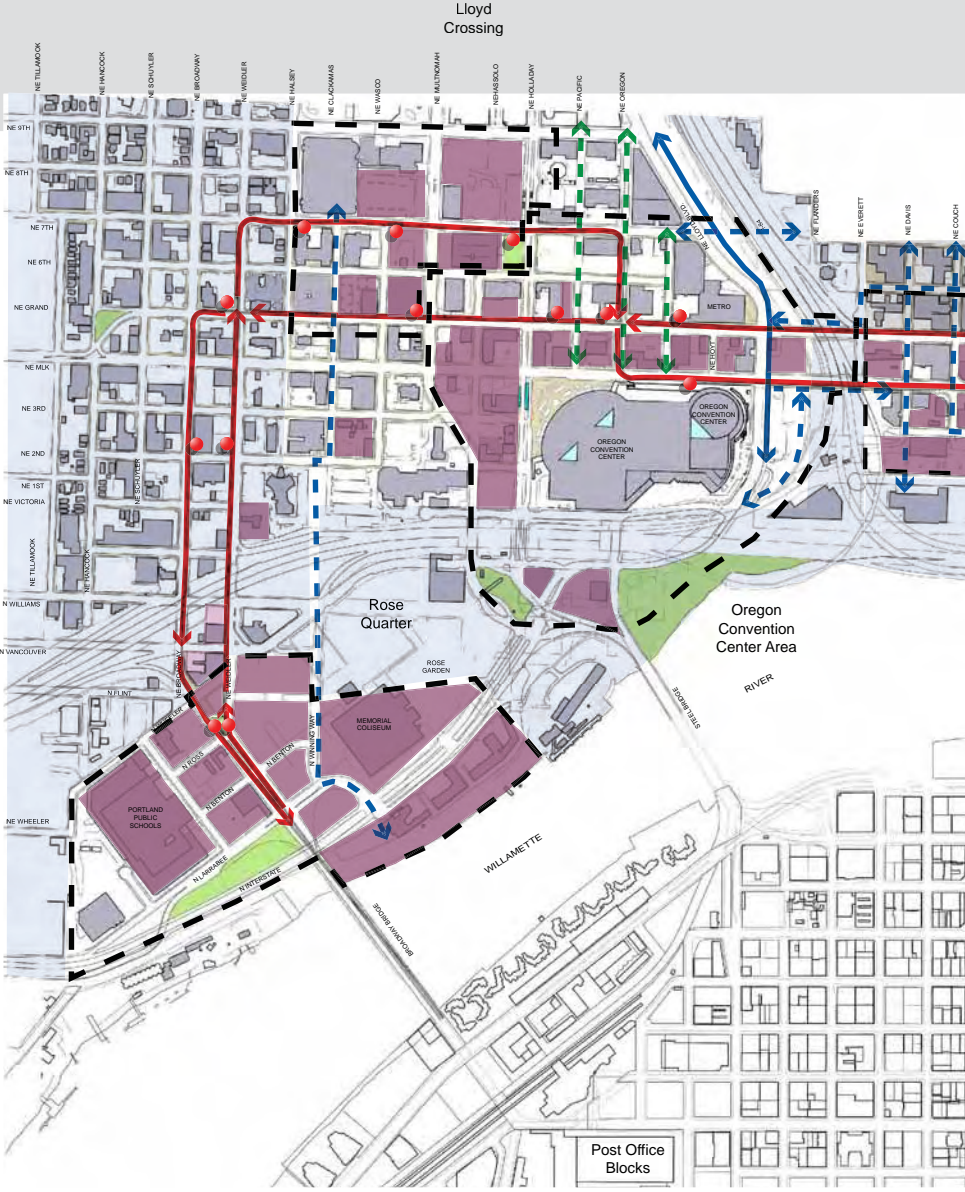
#### Lloyd District

- Rose Quarter
- Lloyd Crossing
- Oregon Convention Center

#### Central Eastside










- Burnside Bridgehead
- Grand Avenue Commercial Area
- Morrison Bridgehead
- Hawthorne Bridgehead
- OMSI District







**LEGEND**

	Potential Development Blocks		Potential Development Area	Shiels Obletz Johnsen Lloyd D. Lindley, ASLA URS, Inc. PB Placemaking E. D. Hovee April 14, 2008
	Rehab Blocks		Grand Avenue Commercial Area	
	Open Space		Employment Opportunity Subarea	
	Streetcar Stop		Proposed Bike Connections	
			Proposed Pedestrian Connections	

## Community-Wide Benefits

A wide range of community benefits have been associated with the streetcar experience in Portland. When considering the merits of strategic public and private investment, four major areas of benefit emerge:

- **Trip not taken** and the overall reduction in transportation infrastructure necessary to support development.
- **Public infrastructure investment** that provides multiple benefits.
- **Private investment** that results in higher densities.
- **Community enrichment** that is directly and indirectly related to the streetcar.

### Trip not Taken

The relationship between land use and transportation choices is well documented in the US and Portland. Residents living in higher density development, with a mix of uses (commercial, civic, entertainment and residential), and good transit service, are significantly more likely to use transit, walk, or bike than use an automobile. This net decrease in automobile use, or the trip not taken, reduces the need to accommodate cars on city streets and provide parking. The streetcar has demonstrated its ability to encourage denser development with a population that is less reliant on automobiles because destinations (e.g., home-work-services) are closer and the streetcar, along with other transportation options, is available.

### Public Infrastructure Investment

The public investments identified in this report are intended to provide important transportation enhancements that will also be valuable to stimulate and support private development on adjoining properties. The goal is to maintain suitable automobile and freight access while improving transit, pedestrian, and bicycle access.

### Private Investment

Developers have overwhelmingly exhibited confidence in the streetcar's potential as a catalyst for new development and redevelopment investment. Their confidence is demonstrated by the development activity along the Westside streetcar and the acceptance of self-imposed taxing districts, which have funded the streetcar to date. Property owners adjacent to the Eastside extension have agreed to provide \$15 million toward its development cost. This private confidence further leverages the streetcar investment by the increase property market values, which stimulates property improvement and redevelopment. E.D. Hovee estimates that \$778± million of the additional future market value in the Lloyd District and Central Eastside may ultimately be attributable to the streetcar.

## Community Enrichment

The transportation investments related to the streetcar and higher density land use are mutually supportive in creating urban, mixed-use environments that are highly accessible. This is complimented by the appropriate streetscape, pedestrian, bicycle, bus, and light rail improvements that provide cleaner air, a human scale, and opportunities for lively interaction between residents, businesses and visitors.



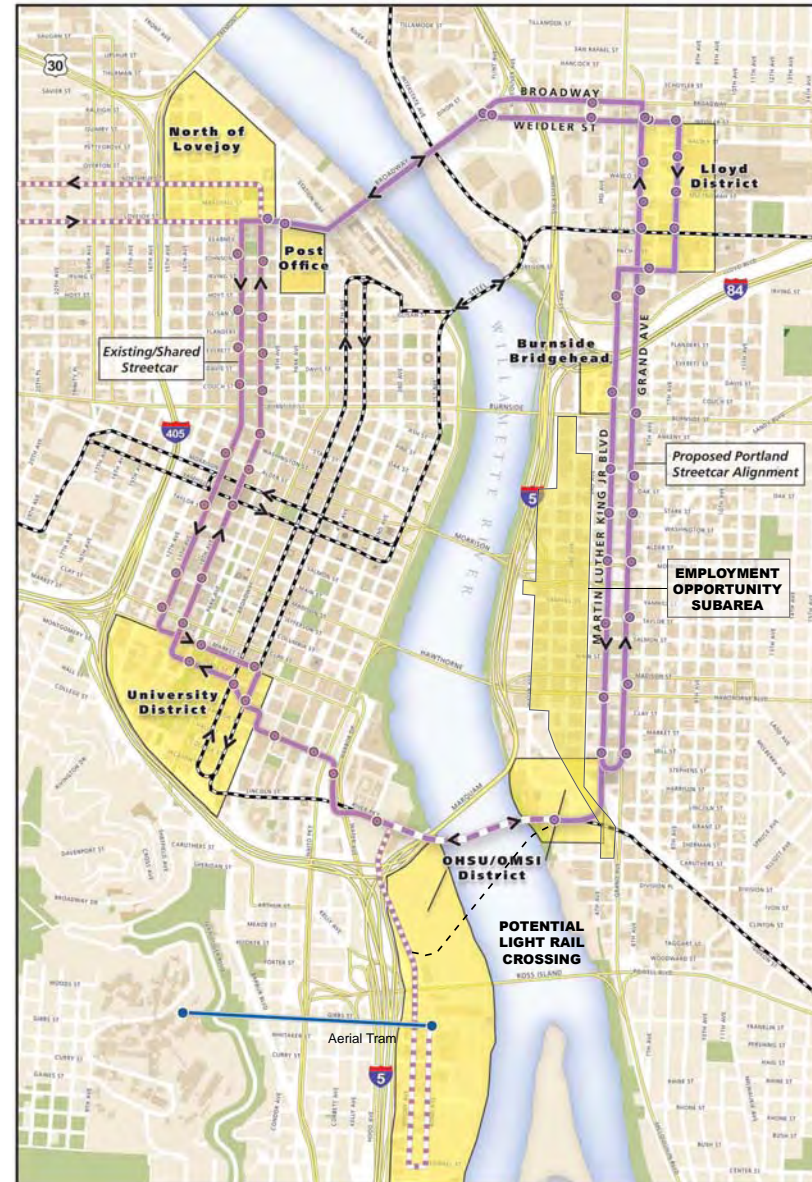


## Central City Development Context

The streetcar loop is expected to continue its role as a catalyst for new development and redevelopment in the Central City. E.D. Hovee has identified eight primary economic development generators in the Central City that are adjacent to the existing and planned streetcar route. Areas 3 through 6 are within three blocks of the proposed Eastside Streetcar Loop. As summarized in the following table, over \$5 billion in new development is expected from these eight areas.

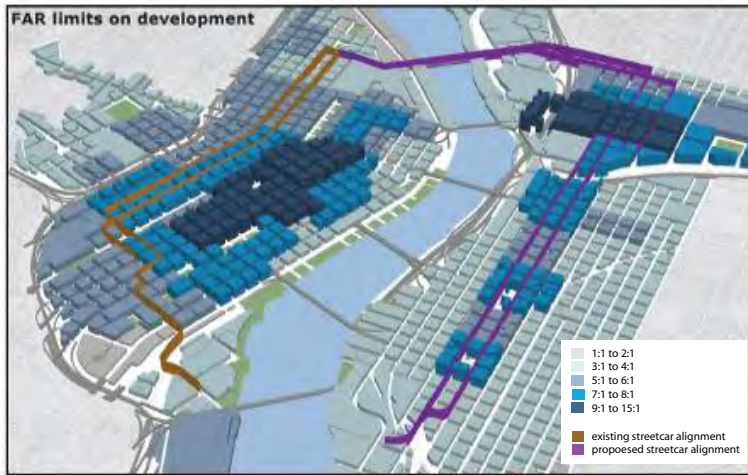
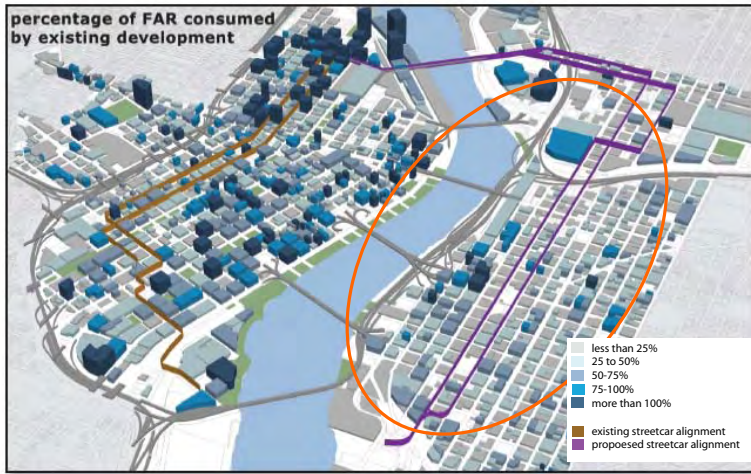
Map ID	DEVELOPMENT AREA NAME	ACRES	POTENTIAL VALUE	USE
1	North of Lovejoy	20	> \$0.5 billion (50% of observed density of 137 units/acre)	Residential / Commercial
2	Post Office	12.4	\$0.5 billion (assuming FAR of 6, 25% infrastructure set aside, 50% development)	Residential / Commercial
3	Lloyd Crossing	25	> \$1 billion (50% of max potential SF)	Office / Retail / Residential
4	Burnside Bridgehead	4	\$150 - \$250 million (all phases)	Office / Retail / Residential
5	Employment Opportunity Subarea	85	> \$0.5 billion (assuming 20% of property redevelops at an FAR of 3)	Office / Retail
6	Oregon Museum of Science & Industry (OMSI) District	22	\$229 million (50% of max potential SF)	Institutional / Educational / Office
7	OHSU South Waterfront	25	> \$3 billion	Institutional / Office
8	University District	49+	\$700 million	Institutional / Residential / Commercial
<b>Total</b>		<b>242</b>	<b>Over \$5 billion</b>	

Source: Development representatives; E. D. Hovee & Company, LLC.

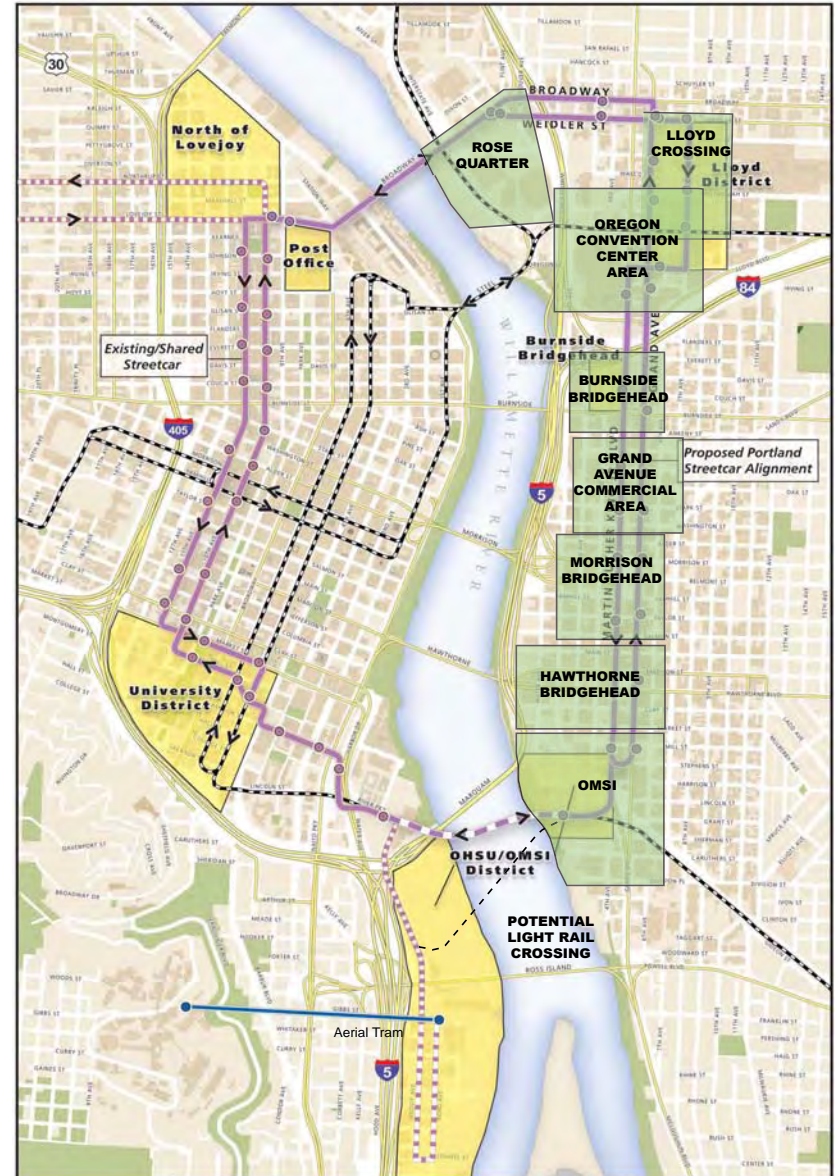


### CENTRAL CITY MAP

The two graphics below show the additional development potential of this Eastside (circled) existing development (top) is well below the maximum allowed by current zoning (bottom).



City of Portland Bureau of Planning



## LLOYD DISTRICT OVERVIEW

In 2001, two development strategies were produced. The first was the *Lloyd District Development Strategy*, which created a vision of the Lloyd District as a vibrant urban neighborhood with a diverse and dynamic mix of uses, high-density residences, multiple transportation options, and a distinct identity. It also identified mobility, activity, livability, and identity as key principles to guide major public and private development decisions. The second was the *Rose Quarter Urban Design Plan and Development Strategy*. The overall consensus goal was “to create a vibrant pedestrian-scale, mixed-use neighborhood. The plan stressed the importance of creating an improved circulation system to support all modes and stimulate new development. Both were accepted by the Portland Development Commission. The plans frame the development future for the Lloyd District.

The development potential in the Lloyd District is considerable. An area of approximately 36 city blocks have a maximum FAR of 12:1, and 16 of them are located on the streetcar alignment. The majority of the properties in the Lloyd District are developed with less 50% of the allowable FAR (Hovee). Proximity to Downtown, major transportation routes, existing transit, including MAX, and major entertainment, retail and office uses make this area ripe for redevelopment. This potential for growth is recognized, and E.D. Hovee reports there are 10 key planned projects within three blocks of the streetcar with a potential value of over \$830 million.



Broadway / Weidler

Lloyd Lindley



# LLOYD DISTRICT



Craig Holmes



## LLOYD DISTRICT

### Rose Quarter

#### *Development Strategy Emphasis*

This area has been a key entertainment and sports venue in Portland for many years. It is well served by its proximity to light rail and bus transit, I-5 and I-84, the Pearl District, Downtown, and the rest of the Lloyd District to the east. Further access enhancements for all modes to and through this area will continue to be important. Improved internal access within the district will help support redevelopment of properties to the north and west of the Coliseum and Rose Quarter.

A number of access improvements will be provided by the streetcar project along Broadway/Weidler. The development strategy emphasis, as shown on page 16, encourages the following types of additional improvements:

- Further enhance the pedestrian environment and connectivity not only along Broadway/Weidler, but north and south to link properties on the north side with the Coliseum and MAX to the south.
- Provide improved pedestrian/bike connections across I-5, including the proposed Winning Way/Clackamas pedestrian/bicycle crossing.
- Enhance circulation and reduce potential vehicle-pedestrian/bike conflicts along Broadway/Weidler.
- Enhance access to, and between, transit modes.
- Take advantage of the tremendous redevelopment potential in the area, where virtually all of the properties surrounding the Coliseum and Rose Quarter are underdeveloped.

## ROSE QUARTER



Lloyd Lindley

## Rose Quarter

- 1 Remove Larrabe southbound slip ramp
- 2 Pedestrian connection from Larrabe/Broadway to Interstate LRT station
- 3 New center streetcar platform at Larrabe and Broadway
- 4 Close Wheeler between Broadway and Weidler
- 5 Close Wheeler between Dixon and Broadway
- 6 Remove I-5 SB off-ramp to Broadway
- 7 Reconfigure Weidler/Vancouver sidewalks and frontage between Williams/Vancouver and Winning Way at Rose Quarter Housing
- 8 Rose Quarter/Broadway enhanced streetcar shelter
- 9 Add infill street trees on Broadway/Weidler and side streets
- 10 Enhance pedestrian facilities at Broadway overcrossing
- 11 Enhance pedestrian facilities at Weidler overcrossing
- 12 Winning Way connection to Clackamas/I-5 pedestrian/bike crossing
- 13 Portland Public Schools redevelopment opportunity site
- 14 Redevelopment opportunity between Wheeler/Larrabe and Dixon/Broadway
- 15 Addition of ground floor commercial and office to existing parking structure
- 16 Addition of ground floor commercial and office to existing parking structure
- 17 New development opportunity on Broadway/Weidler at Wheeler
- 18 Potential new development opportunity site
- 19 Potential new development opportunity site
- 20 Waterfront development opportunity site
- 21 Infill opportunity site
- 22 Planned development project\*
- 23 Planned development project\*
- 24 Planned development project\*  
\* (E.D. Hovee and Co. analysis)

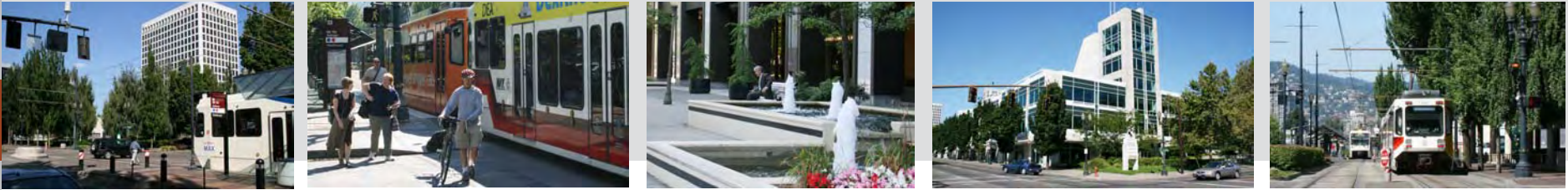


ROSE QUARTER



Redevelopment Concept

UDA



## LLOYD DISTRICT

### Lloyd Crossing/NE 7th Avenue

#### *Development Strategy Emphasis*

This section of the Lloyd District has experienced an appreciable amount of development activity over the past 20 years near the Lloyd Center and the blocks to the west. However, significant development potential remains with a number of underdeveloped blocks and low-density development. Office and retail are the dominant uses with relatively minor amounts of residential use.

Centrally located in the Lloyd District, the 25-acre Lloyd Crossing, has a zoned density that would allow 10 million square feet of additional construction according to E.D Hovee. The property is primarily owned by Ashforth Pacific and Kaiser Permanente, both of whom have participated in area planning efforts such as the 2004 Lloyd Crossing Plan. The streetcar will provide an opportunity to create a “Main Street” focus along NE 7th Avenue. Conversion of adjacent surface parking lots into high density developments with structured parking (FAR in this area is 15:1) are proposed.

The streetcar project will provide some pedestrian crosswalk improvements at the streetcar platforms. The development strategy emphasis, as shown on page 20, supports the additional types of improvements:

- Connect NE 7th Avenue with a bridge across I-84 to enhance circulation for all modes between the Lloyd District and the Central Eastside while providing some congestion relief to the MLK and Grand Avenue corridor.
- Enhance NE 7th Avenue to become a more vibrant and active main street with redevelopment and the introduction of a greater mix of uses – especially residential.
- Create the pedestrian/bicycle link with the Rose Quarter on Clackamas and Winning Way.
- Enhance the pedestrian environment, especially near transit facilities and services on NE Broadway/Weidler, MLK/Grand, Holladay, Multnomah, and 7th.
- Expand the presence of residential uses in the district.
- Encourage mixed-use development in the MLK corridor.

LLOYD CROSSING / NE 7TH AVENUE



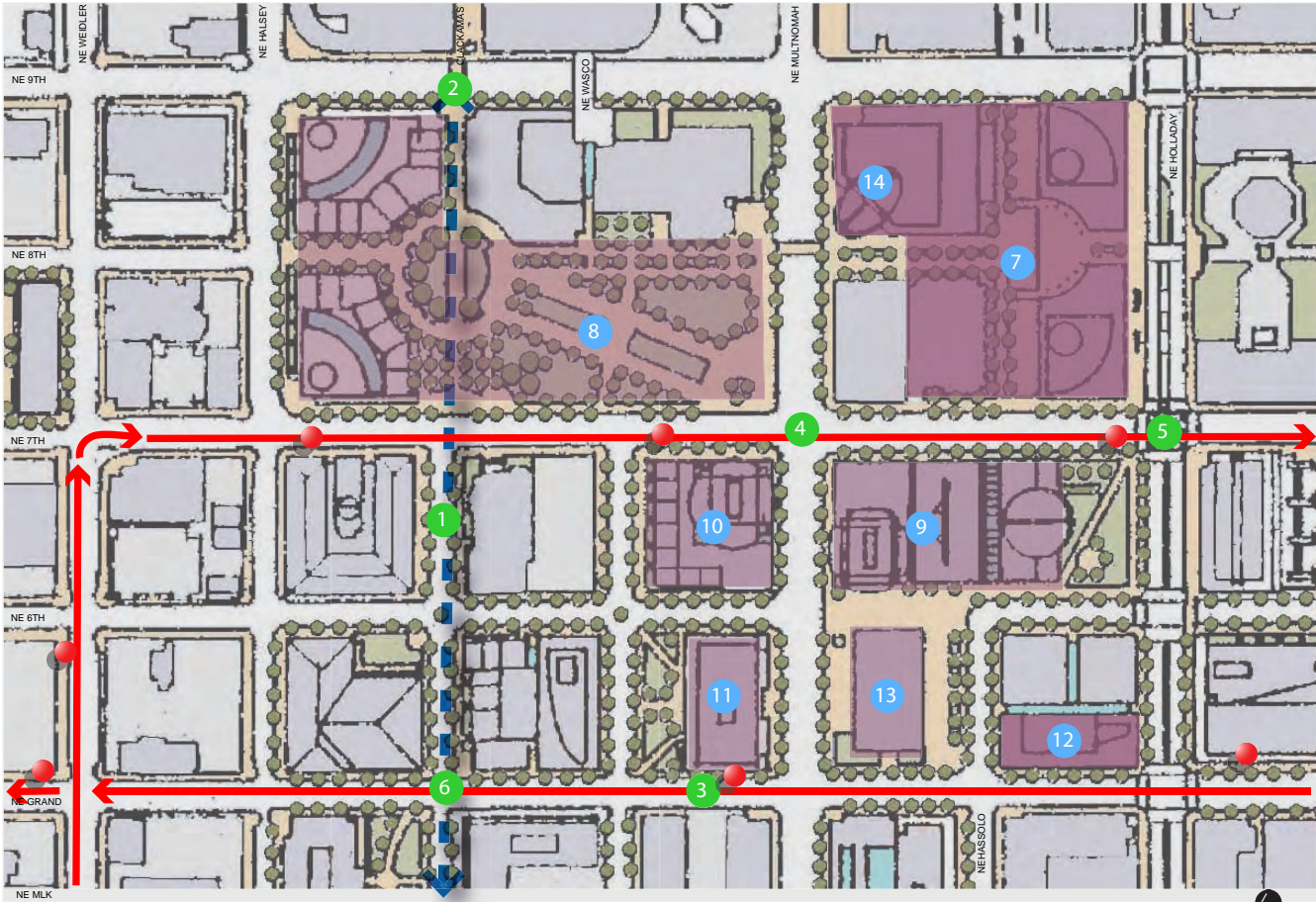
Lloyd Lindley

# Lloyd Crossing

- 1 Clackamas green and pedestrian street improvements
- 2 Pedestrian refuge at 9th and Clackamas
- 3 Grand Avenue curb extensions and streetscape from Holladay to Broadway
- 4 Transit hub at 7th and Multnomah
- 5 Public art at 7th and Holladay
- 6 MLK/Grand new signals at Clackamas
- 7 Lloyd Crossings site
- 8 Mixed-use housing development opportunity site - high density
- 9 Development opportunity site - employment
- 10 Mixed-use development opportunity - high density
- 11 Mixed-use development opportunity - high density
- 12 Development opportunity high-rise residential
- 13 Planned development project\*
- 14 Planned development project\*  
\*(E. D. Hovee & Co. analysis)

**LEGEND**

- Potential Development Blocks
- Rehab Blocks
- Green Space
- Streetcar Stop
- Streetcar Route
- Proposed Pedestrian/Bike Connection
- Proposed Pedestrian Connections
- Streetscape Improvements
- Potential Development





## LLOYD CROSSING



Development Concept

Lloyd Lindley



Development Concept

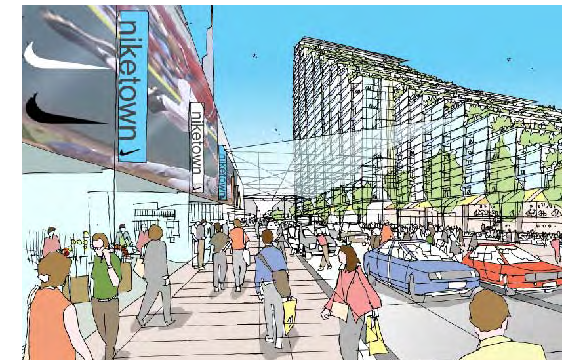
Lloyd Lindley

## LLOYD DISTRICT

### Oregon Convention Center

#### *Development Strategy Emphasis*

The Oregon Convention Center is served by NE Grand Avenue and MLK Boulevard. The key for this area will be to expand upon the energy of the Oregon Convention Center (OCC), the proposed development of Block 49 (north of the OCC) with a 19-story office building, and the proposed Headquarters Hotel to create an active urban area, which is seamlessly integrated with Lloyd Crossing and Burnside Bridgehead. The streetcar will provide a missing transportation link between the OCC, Headquarters Hotel, the Pearl District, Downtown, and the Central Eastside down to OMSI. Making traffic behave and creating a good pedestrian environment along MLK/Grand will be critical to stimulate development on the blocks between these two streets.



MLK Looking North

Lifschutz Davidson Sandilands

The development strategy emphasis, as shown on page 24, is intended to:

- Transform NE MLK/Grand into active, pleasant, and safe pedestrian areas.
- Provide a welcoming connection along the MLK/Grand corridor between the OCC and Burnside Bridgehead.
- Establish bicycle connections over I-84.
- Calm the traffic on MLK/Grand and create pedestrian crossings for the redevelopment blocks in the OCC and Metro Headquarters area.
- Create connections to the proposed Sullivan’s Gulch trail.
- Use improved pedestrian environments to stimulate mixed-use development and ground floor retail along MLK/Grand and Holladay.



Block 49 - 19 Story Office Building

Ankrom Moisan



Development Proposal

ZGF

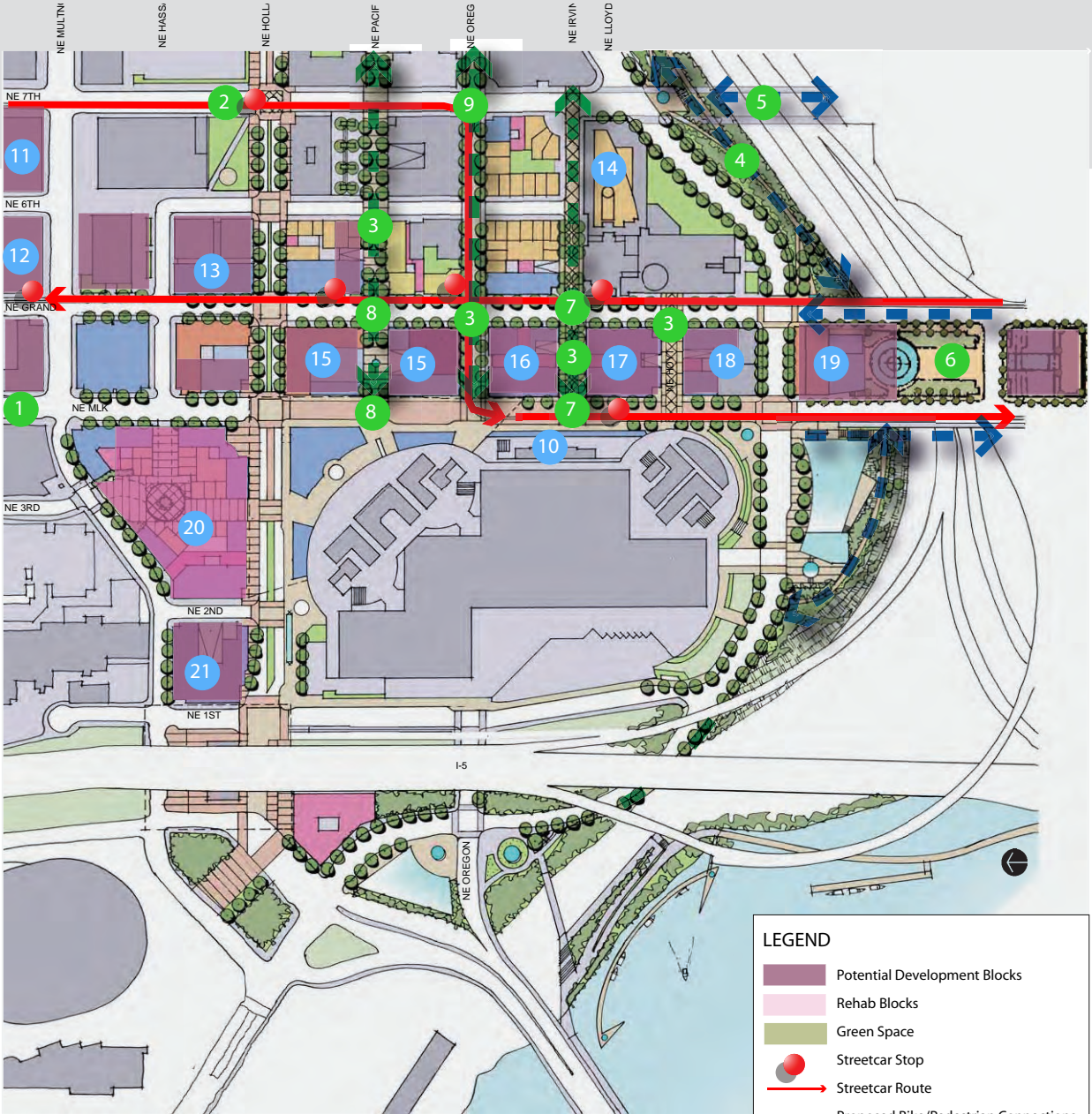
## OREGON CONVENTION CENTER



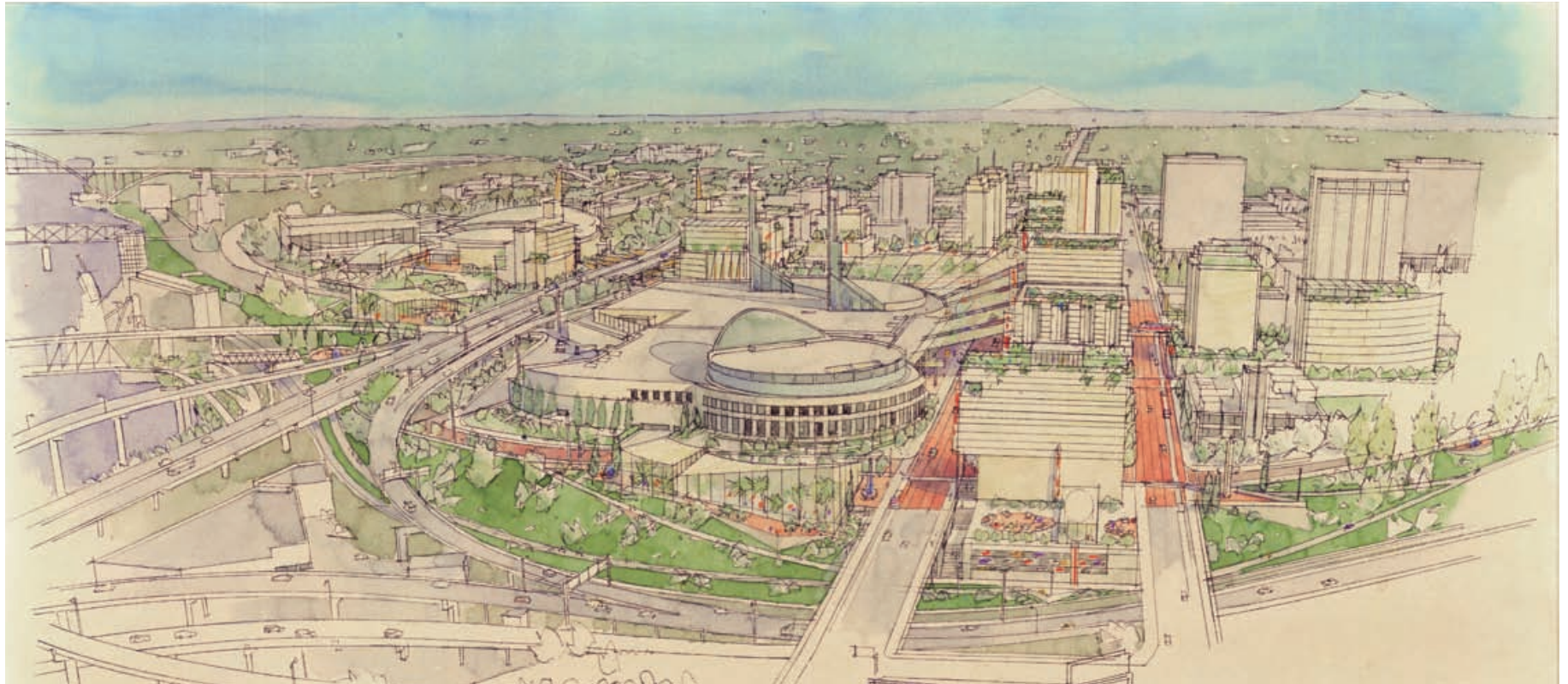
Lloyd Lindley

### Oregon Convention Center Area

- 1 Grand Avenue curb extensions and streetscape from Holladay to Broadway
- 2 Public art at 7th and Holladay
- 3 Pacific, Oregon, Irving and Hoyt green and pedestrian streetscape improvements
- 4 Lloyd Dist. connection to Sullivan's Gulch trail
- 5 7th Avenue bridge over I-84
- 6 Cap I-84 between Everett and Lloyd Blvd. for a public plaza
- 7 MLK/Grand - new signals at Irving
- 8 MLK/Grand - new signals at Pacific
- 9 Oregon green pedestrian streetscape improvements
- 10 Storefront retail on MLK
- 11 Mixed-use development opportunity - high density
- 12 Mixed-use development opportunity - high density
- 13 Development opportunity high-rise residential
- 14 Development opportunity high-rise residential
- 15 Headquarter Hotel site
- 16 Mixed-use development opportunity - high density
- 17 Mixed-use development opportunity - high density
- 18 Infill development opportunity
- 19 Mixed-use development opportunity - high density
- 20 Mixed-use development opportunity - high density
- 21 Mid-rise office development opportunity



## OREGON CONVENTION CENTER AREA



Craig Holmes



## CENTRAL EASTSIDE OVERVIEW

Compared to the other districts in the Central City, the Central Eastside redevelopment has not been as robust. This more modest redevelopment rate is due in part to:

- An interest in retaining the considerable existing employment uses in the district.
- The impact of high volume of through traffic, which impacts the desirability of the area.
- A challenging pedestrian environment, particularly at all the bridgeheads.
- High traffic volumes on MLK/Grand.

With the large pending redevelopment investments for the Burnside Bridgehead, OMSI, and other locations, the character of the Central Eastside will fundamentally begin to change. This potential for growth is recognized, and E.D. Hovee reports there are 10 key planned projects within three blocks of the streetcar with a potential value of almost \$400 million (Appendix A). The zoning in the area calls for high intensity mixed-use development along MLK/Grand, and recent development in the Central Eastside has demonstrated that the market is ready for new employment uses. The market is now poised to support a transition to be a more intensive employment center. The streetcar can serve as a catalyst to stimulate positive change in the district generally and to create high-density, mixed-used development along the MLK/Grand corridor.

An important ingredient for each of the districts in the Central Eastside will be to create a more active pedestrian environment. The area must focus on how to deal with the significant traffic volumes that travel through it every day. This traffic is directed to MLK/Grand, Burnside, Morrison/Belmont, and Hawthorne/Madison. Facilities have been designed for the car first and foremost, with transit, walking, and cycling being treated as subservient modes. It is this environment which forms the preferred development strategies for this district.

CENTRAL EASTSIDE



Lloyd Lindley



## CENTRAL EASTSIDE

### Burnside Bridgehead

#### *Development Strategy Emphasis*

The Burnside Bridgehead project has been in the planning stage for several years. Redevelopment in the Burnside/Couch – MLK/Grand “box” is an enormous opportunity. This is a major confluence for virtually all travel modes, including: autos, freight, bus, walking, bicycling, and streetcar. The Burnside/Couch streetcar would further enhance development potential and connectivity for the area. The change from two-way to one-way operation on Burnside and Couch streets near the Burnside Bridgehead represents one of the city’s most prominent public infrastructure investments. This investment is expected to greatly improve the functionality of the transportation system for all modes, while greatly enhancing the redevelopment potential of properties in the area.

This transportation investment represents a major catalyst for new development on the Burnside Bridgehead site being managed through PDC. The Burnside Bridgehead is a four-acre mixed-use project to be developed immediately northwest of the Burnside/MLK intersection. The first phase will include office or retail. Extensive street improvements to Burnside/Couch will be made by the city in coordination with this project. Its significant size, with an anticipated total development value ranging from \$150 to \$250 million, will help stimulate redevelopment of the entire area.

The development strategy emphasis, shown on page 30, is intended to:

- Transform the Burnside/Couch and MLK/Grand “box” into an active, pleasant, and safe pedestrian area.
- Provide pedestrian and bicycle connections between the Oregon Convention Center, Burnside Bridgehead, and the Eastbank Esplanade.
- Improve pedestrian opportunities to cross major streets.
- Provide a 7th Avenue bridge connection across I-84 to allow for improved local circulation and to remove some of the traffic pressure from MLK/Grand and Burnside/Couch intersections.
- Calm the traffic on Burnside and MLK/Grand.
- Create mixed-use development as planned for the Burnside Bridgehead project.



**BURNSIDE BRIDGEHEAD**



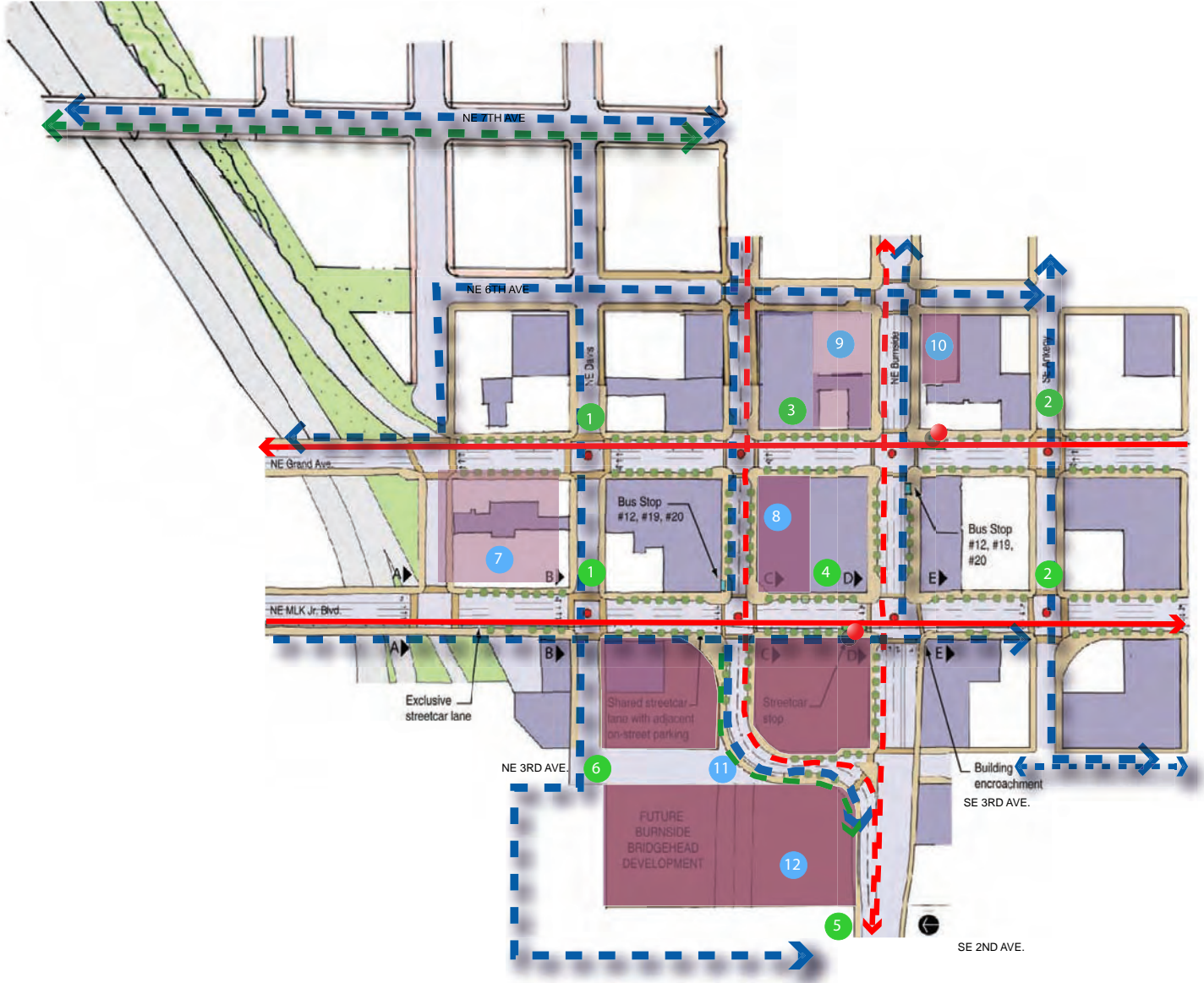
Lloyd Lindley

### Burnside Bridgehead

- 1 Signals on MLK/Grand at Davis
- 2 Signals on MLK/Grand at Ankeny
- 3 Streetscape enhancements on Grand
- 4 Streetscape enhancements on MLK
- 5 Pedestrian link on north side of Burnside Bridge to Eastbank Esplanade
- 6 Bicycle connection from MLK to 2nd via Davis/Everett
- 7 Mixed-use development opportunity (retail, residential, office tower)
- 8 Redevelopment opportunity - high-density
- 9 Infill and renovation opportunity
- 10 New development opportunity - medium-density office
- 11 Bridgehead development project
- 12 Planned development project\*  
\*(E.D. Hovee and Co. analysis)

**LEGEND**

- Potential Development Blocks
- Rehab Blocks
- Green Space
- Streetcar Stop
- Portland Streetcar Loop Route
- Burnside Couch Streetcar Route
- Proposed Bike Connections
- Proposed Pedestrian Connections
- Streetscape Improvements
- Potential Development



## BURNSIDE BRIDGEHEAD



Development Concept

Opus



## CENTRAL EASTSIDE

### Grand Avenue Historic District

#### *Development Strategy Emphasis*

The Grand Avenue Commercial Area East lies on both sides of SE Grand Avenue between SE Ankeny and SE Salmon, contains an assortment of commercial and service uses on the ground floor. Portions of this area are also designated as the East Portland/Grand Avenue Historic District. The heavy traffic volumes traveling through the district on MLK and Grand have been a significant deterrent to redevelopment.

An Employment Opportunity Subarea (EOS), which is located within one block of the proposed Eastside alignment, was created in January 2007 with zoning that applies to 85 acres within the Central Eastside Industrial Sanctuary. The zoning allows for greater flexibility in office development, increasing square footage maximums and liberalizing the types of office use allowed outright within the industrial district. It responds to private market interest in transitioning this former warehousing district to flexible office space in demand by creative firms. The streetcar will be well-positioned to serve this major expanding employment center.

The development strategy emphasis, as shown on page 34, is to transform the MLK/Grand corridor into a true main street featuring:

- A pleasant pedestrian environment on MLK/Grand by making further streetscape improvements.
- Traffic calming along MLK/Grand.
- A greater mix of uses, including ground floor retail by providing enhancements to the pedestrian environment and taking advantage of the existing historic character of the area.

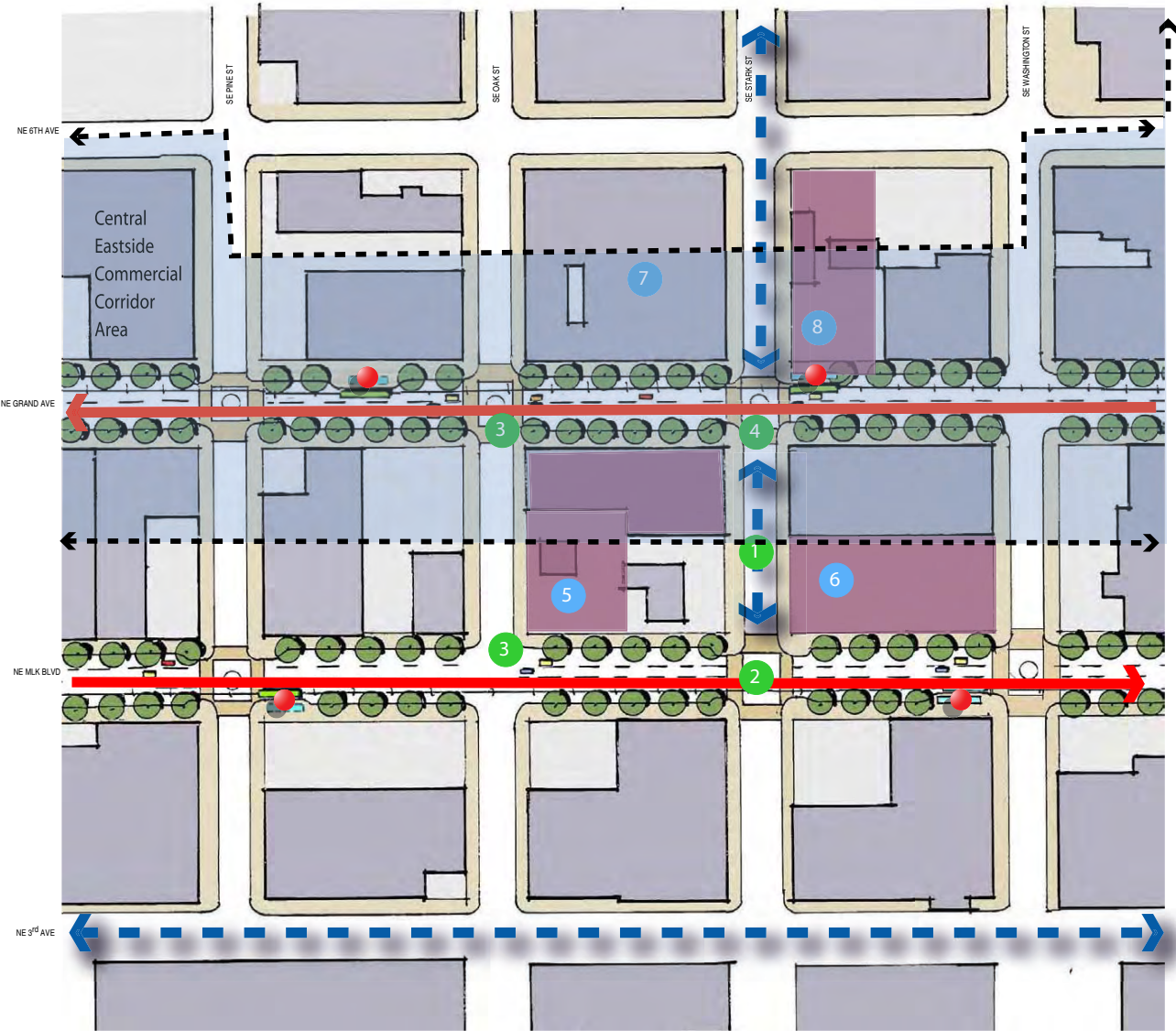
**GRAND AVENUE HISTORIC DISTRICT**



Lloyd Lindley

# Grand Avenue Commercial Area

- 1 Streetscape improvement area - Stark between 3rd and 6th and on MLK/Grand between Washington and Oak
- 2 New signals on MLK/Grand at Washington
- 3 New signals on MLK/Grand at Oak
- 4 Improve MLK and Grand streetscape
- 5 Development opportunity for low-rise mixed income apartments or condominiums
- 6 Development opportunity for ground floor retail, lofts, or speculative office/residential space
- 7 Development opportunity for ground floor retail and residential (mixed income)
- 8 Planned development project\*  
\*(E.D. Hovee and Co. analysis)



**LEGEND**

- Central Eastside Commercial Corridor
- Potential Development Blocks
- Green Space
- Streetcar Stop
- Streetcar Route
- Proposed Bike Connections
- Proposed Pedestrian Connections
- Streetscape Improvements
- Potential Development

GRAND AVENUE COMMERCIAL AREA



Redevelopment Concept

SERA



## CENTRAL EASTSIDE

### Morrison Bridgehead

#### ***Development Strategy Emphasis***

The streetcar project will provide a number of important improvements at the Morrison Bridgehead to allow for appropriate streetcar operation and accessibility for all modes. The streets in this area are designed primarily to accommodate vehicle movement. As noted in the Transportation Management Plan, basic pedestrian improvements will be included in the vicinity of MLK/Grand and Morrison/Belmont to improve pedestrian access through this one-block area and the ability to make streetcar-bus transfers. The improvements noted here are intended to complement these basic improvements with supplemental pedestrian route improvements and amenities. In addition, the location of the Morrison Bridgehead, and its proximity to Downtown, suggests this area should change from an auto-oriented area to one that is more urban and pedestrian-friendly in character.

Consistent with this direction, the development strategy emphasis, as shown on page 38, is to:

- Reconfigure the on- and off-ramps for the Morrison Bridge to enable safer and more convenient pedestrian movement and to make additional land available for development.
- Create additional pedestrian improvements, including signalized crossings, which build upon those deemed essential in the Transportation Management Plan.
- Provide facilities and amenities to make walking and bicycling safer, more convenient, and pleasant.
- Create mixed-use development in the vicinity of the bridgehead.



MORRISON BRIDGEHEAD



Google Earth

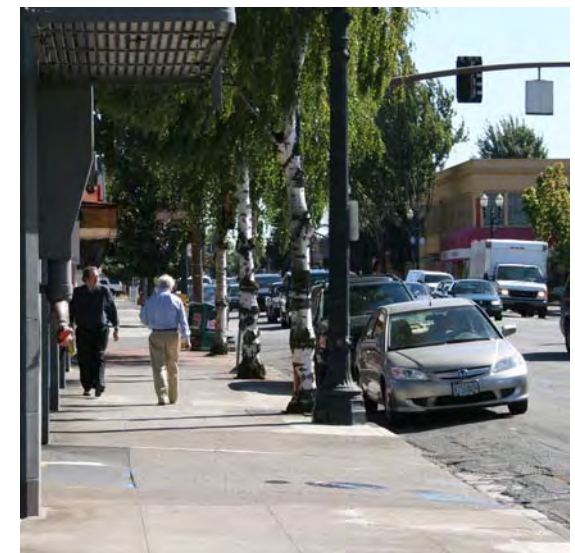


## Morrison Bridgehead

- 1 Accessible ramp from MLK to Grand on north side of Belmont viaduct
- 2 Angle parking on the north side of the Morrison viaduct
- 3 Covered stair access and bus stop on Morrison viaduct between MLK and 3rd
- 4 Remove SB Belmont off-ramp and Belmont slip ramp and reconfigure SB access to parallel Grand connecting to Yamhill and MLK
- 5 Enhance pedestrian environment with public art, lighting, and plantings around and under Morrison and Belmont viaducts
- 6 Yamhill - MLK to Grand intersection and street improvements
- 7 New signals on MLK/Grand at Salmon for pedestrian and bike crossing
- 8 Signal on Morrison at MLK
- 9 Redevelopment opportunity site - mixed-use
- 10 New redevelopment opportunity site - mixed-use
- 11 Redevelopment opportunity site - mixed-use
- 12 Redevelopment opportunity site - mixed-use
- 13 Renovation opportunity site
- 14 Renovation opportunity site
- 15 Encourage classic and historic façade improvements
- 16 New redevelopment opportunity site - mixed-use
- 17 Planned development project\*
- 18 Planned development project\*  
\*(E.D. Hovee and Co. analysis)

**LEGEND**

- Potential Development Blocks
- Rehab Blocks
- Green Space
- Streetcar Stop
- Streetcar Route
- Proposed Bike Connections
- Proposed Pedestrian Connections
- 1 Streetscape Improvements
- 1 Potential Development





## CENTRAL EASTSIDE

### Hawthorne Bridgehead

#### *Development Strategy Emphasis*

The streetcar project will provide a number of important improvements at the Hawthorne Bridgehead to allow for effective streetcar operation and accessibility for all modes. The streets in this area are designed primarily to accommodate vehicle movement. As noted in the Transportation Management Plan, basic pedestrian improvements will be included in the vicinity of MLK/Grand and Hawthorne/Madison to improve pedestrian access through this one-block area and the ability to make streetcar-bus transfers. The improvements noted here are intended to complement these basic improvements with supplemental pedestrian route improvements and amenities. In addition, with its location near Downtown, the Hawthorne Bridgehead should change from an auto-oriented area to one that is more urban and transit-, pedestrian- and bike-friendly.

Therefore, the development strategy emphasis, as shown on page 42, has a greater transportation focus to:

- Change the street alignments to conform more closely to the normal city block configuration.
- Create additional pedestrian improvements that build upon those deemed essential in the Transportation Management Plan. This includes better facilities and amenities for pedestrians and transit transfers between MLK and Hawthorne.
- Add pedestrian amenities to make walking safer, more convenient, and pleasant.
- Focus on improved east-west connections to the Eastbank Esplanade. Clay is not an effective vehicular connection for this purpose and other street options need to be provided.
- Create mixed-use development in the vicinity of the bridgehead.

**HAWTHORNE BRIDGEHEAD**



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### Hawthorne Bridgehead

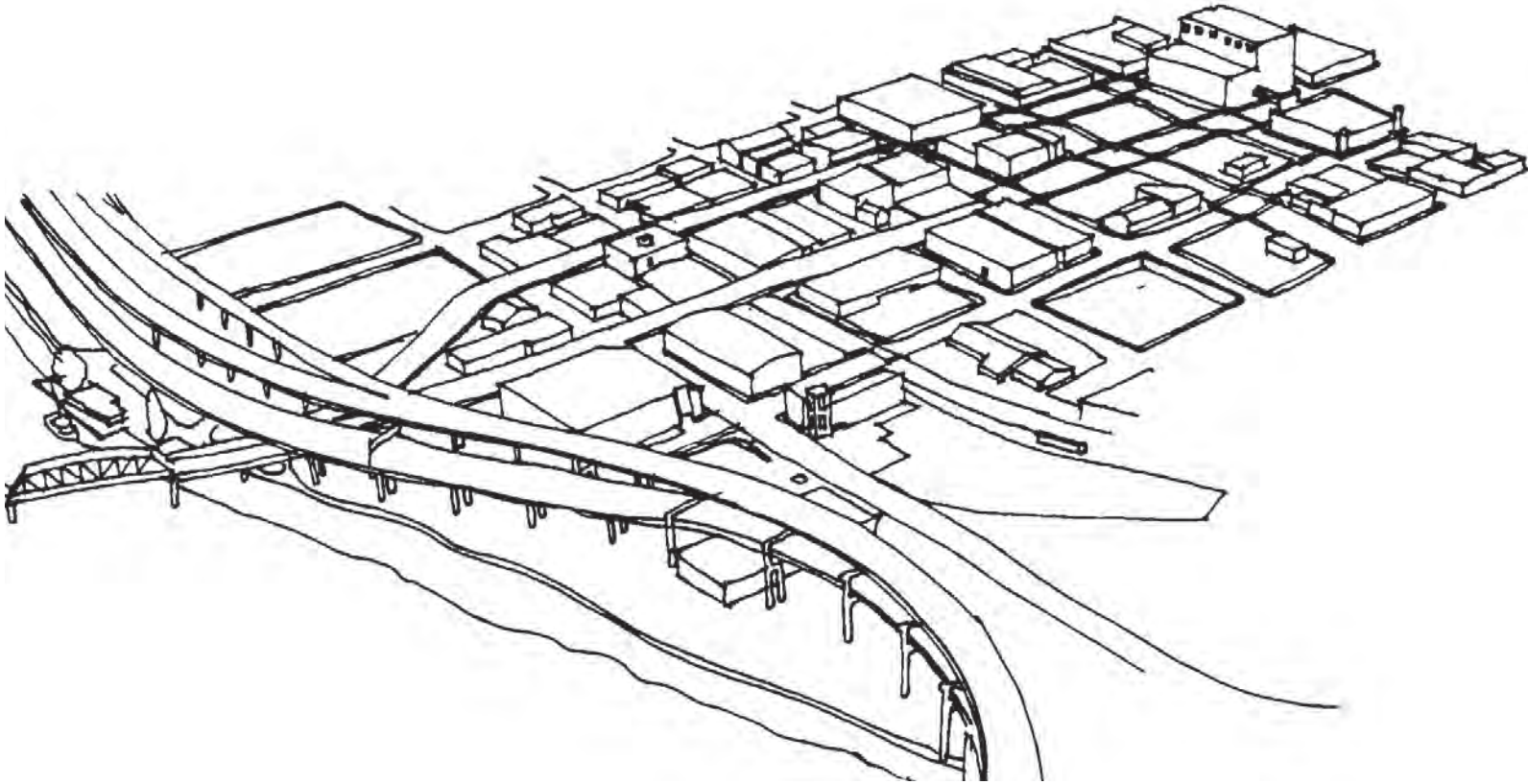
- 1 New stair and ramp connection between MLK and Grand
- 2 Gateway public art opportunities at Hawthorne and Madison
- 3 Enhance public walkway at MLK/Grand south of Hawthorne
- 4 Enhance overall streetscape with lighting, public art and plantings to improve pedestrian environment around and under Hawthorne/Madison viaducts
- 5 New signals at MLK/Grand and Salmon for pedestrian and bike crossing
- 6 Green street and pedestrian improvements on Salmon
- 7 Green street and pedestrian improvements on Main
- 8 Green street and pedestrian improvements on Clay
- 9 Improve the street environment under the Madison viaduct between MLK and Eastbank Esplanade using creative lighting systems and paint
- 10 Improve the street environment under the Hawthorne viaduct between MLK and Eastbank Esplanade using creative lighting systems and paint
- 11 Redevelopment opportunity - mixed-use
- 12 Redevelopment opportunity - employment
- 13 Central Eastside underdeveloped with development opportunities
- 14 Planned development project\*  
\*(E.D. Hovee and Co.)

**LEGEND**

- Potential Development Blocks
- Rehab Blocks
- Green Space
- Streetcar Stop
- Streetcar Route
- Proposed Bike Connections
- Proposed Pedestrian Connection below bridge
- 1 Streetscape Improvements
- 1 Potential Development



# HAWTHORNE BRIDGEHEAD



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Sketch illustration showing removal of the Hawthorne and Madison viaducts from SE 3rd Avenue east. The viaduct would continue to span the UP main line railroad and ramp down to SE 3rd Avenue.



## CENTRAL EASTSIDE

### OMSI District

#### ***Development Strategy Emphasis***

The OMSI District centers on 22 acres owned by the Oregon Museum of Science and Industry (OMSI), as well as the Portland Opera offices and Portland Community College. OMSI and other property owners in the area have united to develop a new master plan responding to the access improvements related to the streetcar and the Portland to Milwaukie light rail extension. New development with 2.8 million feet of floor area is being contemplated. OMSI is developing plans for a 100,000 square-foot museum expansion and a 100,000 square-foot science academy, to be run in partnership with Oregon Health Sciences University. This academy will attract high school students from throughout the state. A second phase envisions office development compatible with its science focus.

The Portland to Milwaukie light rail bridge is proposed to accommodate the Portland Streetcar Loop when completed around 2015. This will create the transit loop envisioned in the *Portland Central City Plan*. This connection to the OHSU South Waterfront District will further development interest in both areas by increasing connectivity between these two

related employment centers. Anticipated density has increased because of the anticipated access afforded by light rail and streetcar.

The success of redevelopment in this area hinges on improved access for all modes. Therefore, the development strategy emphasis, as shown on page 46, features a number of additional transportation improvements to:

- Improved vehicular access to and from MLK/Grand and MLK Viaduct south of Division Place.
- Relocate Water to align with 4th at Caruthers.
- Improve bicycle access via 3rd, Division Place, and Clay to supplement existing access on Water and the Esplanade.
- Provide bike access from the planned bike lanes on the MLK Viaduct to OMSI via Division Place.
- Bike connections via Water Avenue.
- Provide bike connections between the proposed bike lanes on MLK/Grand immediately north of the MLK Viaduct and 3rd and 7th.
- Connections to the Willamette Greenway.
- Integration with future light rail.



**OMSI DISTRICT**



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### OMSI District

- 1 Relocate Water Avenue to align with 4th Avenue and Caruthers
- 2 Make connections to Streetcar and LRT
- 3 Enhance Willamette River Greenway
- 4 Implement deferred pedestrian and bike ramp from the MLK Viaduct to Caruthers.
- 5 Potential development area



**LEGEND**

- Potential Development Blocks
- Rehab Blocks
- Green Space
- Streetcar Stop
- Streetcar Route
- Potential LRT Alignment
- Proposed Bike Connections
- Pedestrian Connections
- Streetscape Improvements
- Potential Development



Development Concept

Lloyd Lindley

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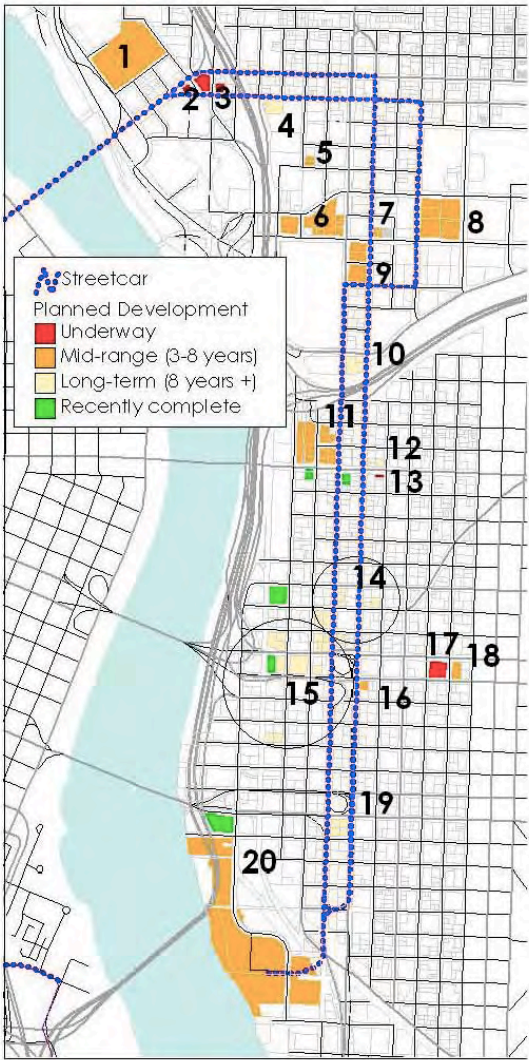
# APPENDIX



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**APPENDIX A**  
**Streetcar Development Linkage:**  
**The Portland Streetcar and Loop**  
**Pages 38-39**

Figure 23. Mapped Eastside Projects



Planned Projects Key

- 1 Blanchard Building
- 2 Left Bank
- 3 1618 N Vancouver Ave
- 4 Bee Car Rental
- 5 Old Rosary Housing Site
- 6 Schlesinger Holdings
- 7 Cosmopolitan Tower
- 8 Urban Village
- 9 Westin Convention Center Hotel
- 10 Rich's Deli
- 11 Bumside Bridgehead
- 12 United Finance
- 13 Bside6
- 14 Bums Brothers Inc. Properties
- 15 Walt Pelett Properties
- 16 514 SE Belmont St
- 17 Grand Central Building
- 18 East of Grand Central
- 19 Burger King
- 20 OMSI

Source: City of Portland, development representatives, E. D. Hovee & Company, LLC.

E.D. Hovee & Company, LLC for City of Portland Office of Transportation: Streetcar-Development Linkage: The Portland (Template 14) Approach



**4. If Eastside Neighborhoods Mirror Westside Development Response, Eastside Development will Increase 65%.** In 2005, an aspirational projection through 2025 was created for the proposed eastside alignment in which the rate and intensity of development mirrored that experienced along the westside alignment. The result was a 65% increase in the Central Eastside (CES) building stock and a 310% increase in the number of housing units anticipated. Details of the projection are summarized in the following table.<sup>10</sup>

**Figure 24. Westside Development Experience Extrapolated to Eastside**

Distance from streetcar	Land SF in redevelopment lots (2004)	Building SF in redevelopment lots (2004)	2007-2025		% of FAR realized		Percent of land area vacant 2025*	
			annual building dev.	Added building SF by 2025	Avg. zoned FAR	2007-2025 Land dev'd (SF) by 2025		
1 Block	6,074,000	5,053,000	5.8%	4,752,000	5.9	90%	886,000	11%
2 Blocks	1,923,000	1,862,000	1.7%	429,000	5.1	74%	114,000	26%
3 Blocks	785,000	512,000	1.2%	71,000	3.8	62%	30,000	29%
3+ Blocks	707,000	687,000	1.0%	51,000	5.3	43%	22,000	16%
Total	9,489,000	8,114,000	2.0%	5,303,000	-	-	1,052,000	16%

Source: City of Portland, E. D. Hovee & Company, LLC.

The key ingredients in this Central Eastside development scenario were:

1. The westside track record of post-streetcar development trends;
2. Zoned FAR limits within the Central Eastside, and
3. Extent of existing development within the Central Eastside.

The zoned capacity of the CES is significant; its existing building stock is not. Applying westside experience – the percent of zoned FAR achieved by block from streetcar and the rate of development as a percentage of the existing building stock – to the CES produces an *aspirational projection* of over 5 million square feet of development that might be achieved within this district.

**5. Eastside Development Forecasts Attribute 30-40% of Future Development Activity to Streetcar Investment.** Two market studies have been completed for the eastside extension of the Portland Streetcar Loop project which provide a contextualized alternative to the aspirational projection summarized below.

**Central Eastside Forecast:** Development within the southern portion of the eastside extension – the Central Eastside Urban Renewal Area – was forecast in May 2007 to inform tax revenue projections for the Central Eastside Urban Renewal Area.<sup>11</sup> This alternative forecast scenario was prepared for the more immediate purpose of issuing tax increment bonds based on a conservative estimate of future tax revenue growth. The long-term aspirational methodology for the entire eastside was accordingly modified to reflect a more conservative, bankable approach.

E.D. Hovee & Company, LLC for City of Portland Office of Transportation, Streetcar-Development linkage: The Portland (Template 14) Approach

## **APPENDIX B**

# **Portland Streetcar Loop Transportation Management Plan**

