

HISTORIC ALBINA ADVISORY BOARD

MEETING 28

September 26, 2023



WELCOME!



This meeting includes live captioning.



Please mute when you are not speaking.



When calling in by phone, mute your computer speakers to prevent feedback.

AGENDA

- ▶ Principles of Agreement
- ▶ Public Comments
- ▶ HAAB Revised Charter Adoption
- ▶ Project Updates
- ▶ Reconnecting Communities & Neighborhoods Grant
- ▶ Design Update
- ▶ Economics of Highway Covers
- ▶ Next Steps

7 PRINCIPLES OF AGREEMENT

1. Your voice matters
2. Be authentic and genuine
3. Listen for understanding
4. Deal with issues, not with people
5. Experience discomfort
6. Remain respectfully engaged
7. Expect & accept non-closure

PUBLIC COMMENT

- ▶ Focus comments on today's meeting topics
- ▶ Speakers have up to 2 minutes to comment
- ▶ To provide more extensive comments reference page 1 of your agenda

To provide comments

Call: 971-247-1195

Meeting ID: 869 3533 4143

Passcode: 445546

1. Dial ***9** to raise your hand
2. After you are invited to speak, dial ***6** to unmute

HAAB REVISED CHARTER ADOPTION



HAAB REVISED CHARTER

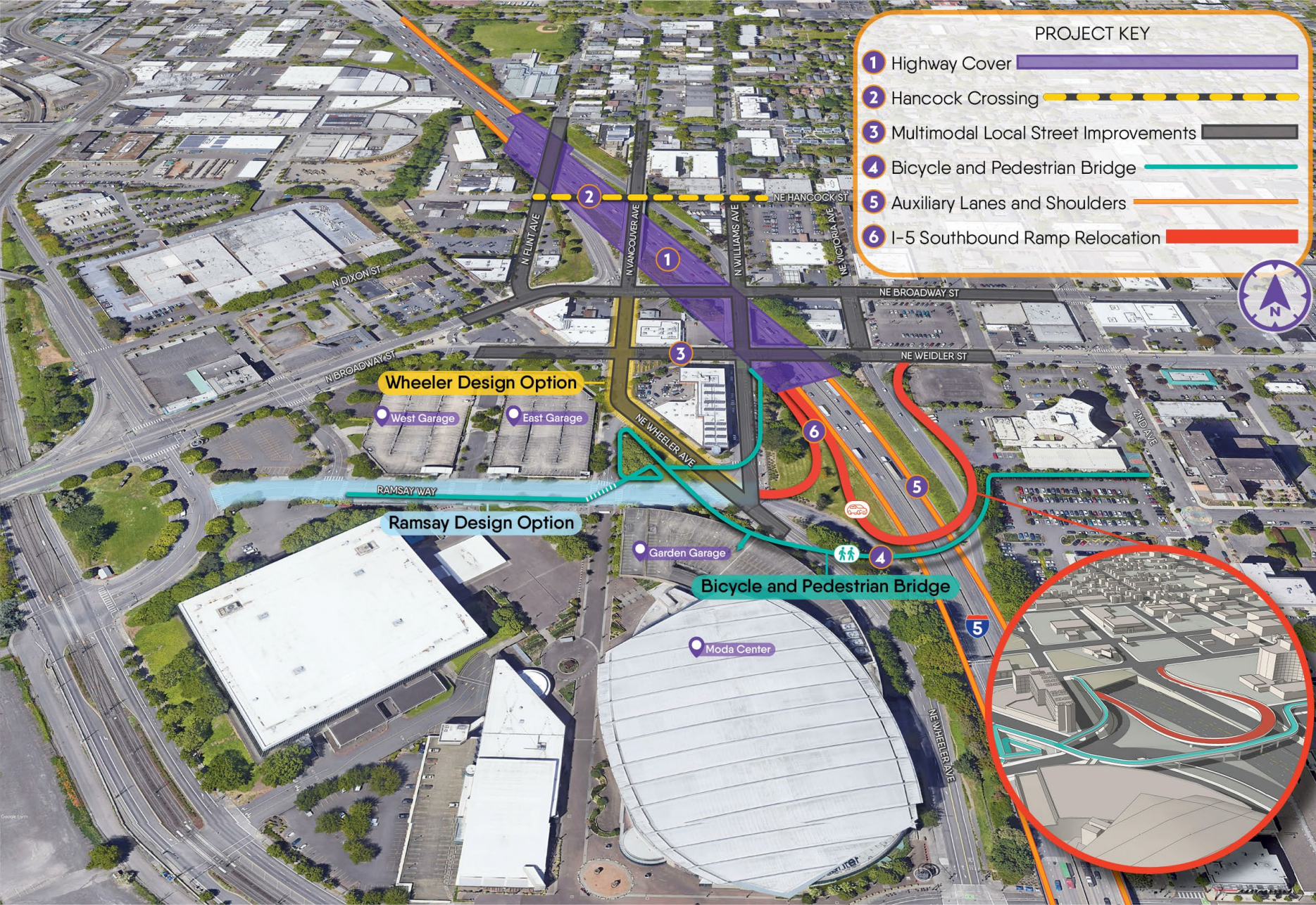
- ▶ Are there any comments or questions?
- ▶ Discussion
- ▶ Vote

PROJECT UPDATES



RECONNECTING COMMUNITIES AND NEIGHBORHOODS GRANT





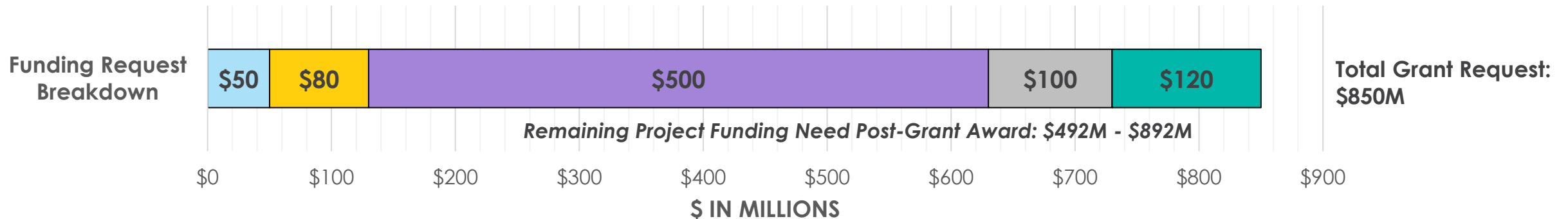
PROJECT KEY

- 1 Highway Cover
- 2 Hancock Crossing
- 3 Multimodal Local Street Improvements
- 4 Bicycle and Pedestrian Bridge
- 5 Auxiliary Lanes and Shoulders
- 6 I-5 Southbound Ramp Relocation

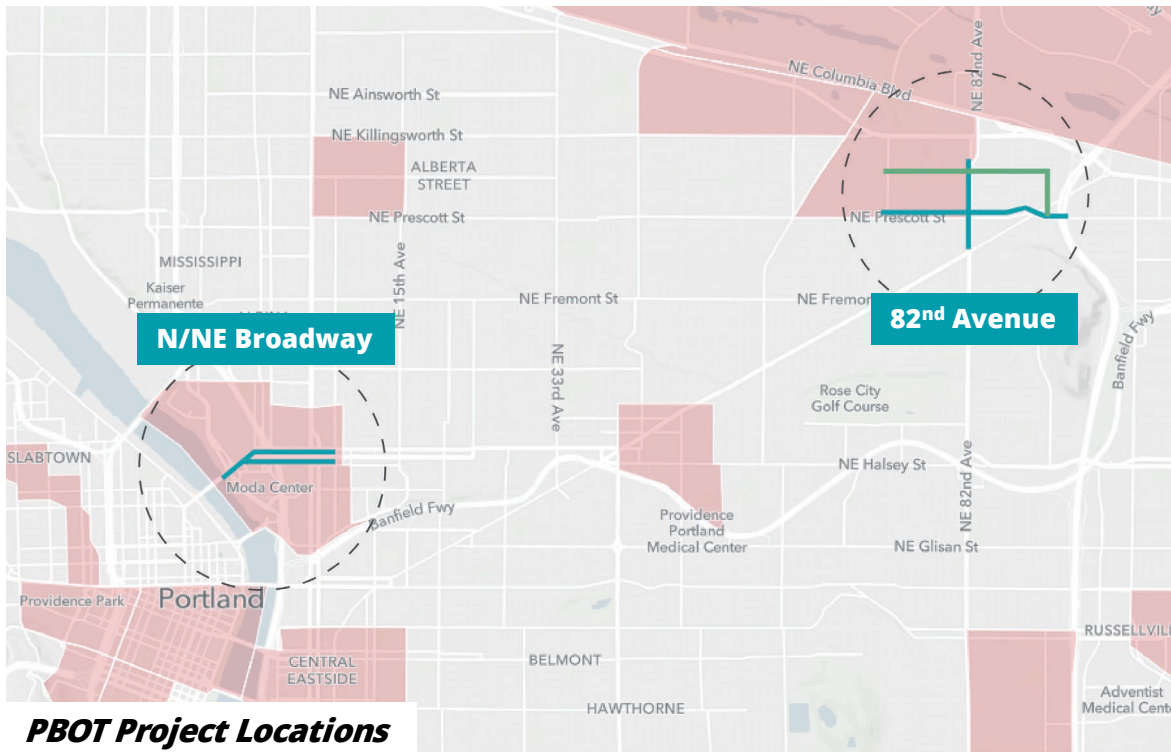
I-5 ROSE QUARTER IMPROVEMENT PROJECT

NAE GRANT APPLICATION FUNDING REQUEST

- ▶ The total funding request of this grant application, in order of priority to ready the project for construction and implement primary reconnecting features, includes:
 - » **\$50 million to complete project design**
 - » **\$80 million to complete project's right-of-way acquisition and utility relocation phase**
 - » **\$500 million to complete construction of the highway cover**
 - » **\$100 million to make multimodal improvements to city streets**
 - » **\$120 million to construct a bicycle and pedestrian bridge that crosses over I-5 through the project area**



PBOT Grant Applications



The Portland Bureau of Transportation is pursuing two grant applications under the Neighborhood Access and Equity Capital Construction Program.

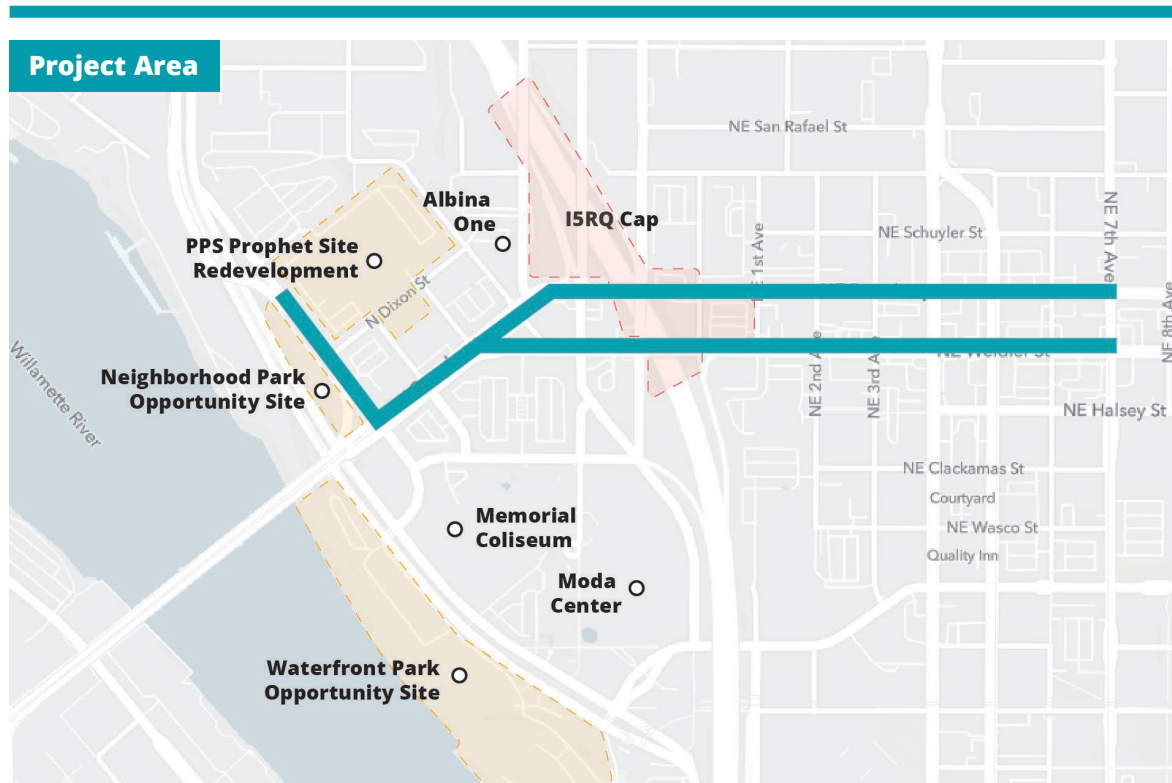
- **Broadway Main Street & Supporting Connections**
- **82nd Avenue: Cully/Sumner Neighborhood Connections**

Both grants are intended to mitigate major transportation barriers, improve multimodal access, and address safety needs.

These project advance PBOT Transportation Justice priorities by focusing investments in federally designated areas of persistent poverty.

Broadway Main Street & Supporting Connections

Neighborhood Access & Equity



Broadway and Weidler are the primary multimodal connections over I-5 connecting Albina Vision identified catalytic sites to neighborhoods and community institutions to the north and east.

Streetscape and safety investments make this busy corridor **a more welcoming street for current and future residents.**

This project compliments and extends the planned investments in the I5RQ cover and local street improvements to better reconnect neighborhoods on either side of the highway.

Broadway Main Street & Supporting Connections

Neighborhood Access & Equity

N BROADWAY



Conceptual Rendering of a Redesigned N Broadway

Broadway and Weidler are the primary multimodal connections over I-5 connecting Albina Vision identified catalytic sites to neighborhoods and community institutions to the north and east.

Streetscape and safety investments make this busy corridor **a more welcoming street for current and future residents.**

This project compliments and extends the planned investments in the I5RQ cover and local street improvements to better reconnect neighborhoods on either side of the highway.

PBOT
PORTLAND BUREAU OF TRANSPORTATION



Broadway Main Street & Supporting Connections

Neighborhood Access & Equity

Portland City Council Wednesday AM Session

Broadway Main Street & Supporting Connections

Neighborhood Access & Equity

Albina, 1950

The original construction of Interstate 5 **divided the Albina neighborhood** and was part of a series of public and private developments that **led to disinvestment in Albina and the forced displacement of many of its residents, businesses, and community institutions.**

Albina, Today

This USDOT grant opportunity seeks to award federal funds to projects that **retrofit or mitigate highways or other transportation facilities that create barriers to community connectivity, including to mobility, access, or economic development.**

1950S AND 60S DIVIDED THE ALBINA NEIGHBORHOOD AND WAS

9/20/2023
Portland City Council
Agenda Item 795

PBOT

Updates:

- Grant applications approved unanimously by Portland City Council last week and will be submitted this Thursday.
- Final construction estimates came in at \$38.4M for the full project
- **Thank you HAAB for your letter of support!**

PBOT
PORTLAND BUREAU OF TRANSPORTATION



PBOT
PORTLAND BUREAU OF TRANSPORTATION

QUESTIONS?

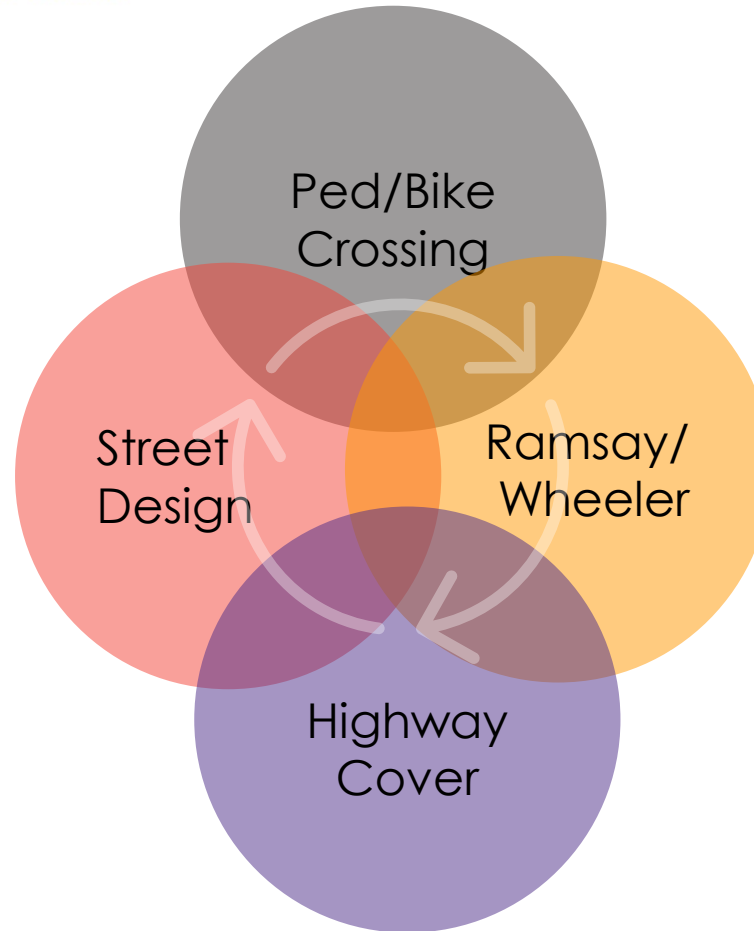


DESIGN UPDATE




KEY DESIGN TOPICS FOR HAAB INPUT

- ▶ Ramsay and Wheeler operations
- ▶ Pedestrian & Bicycle Overcrossing
- ▶ Multimodal Street & Public Realm Design
- ▶ Highway Cover Engineering



These topics are inter-related so we will discuss them individually and together

KEY DESIGN TOPICS: DRAFT TIMING

	2023			2024								
	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep
Ramsay / Wheeler		Intro		Discuss		Recom- mend						
Ped/Bike Crossing						Intro		Discuss	Recom- mend			
Street Design							Intro		Discuss			Recom- mend
Cover Engineering		Due Diligence Report		Discuss			Discuss			Discuss		Continues 

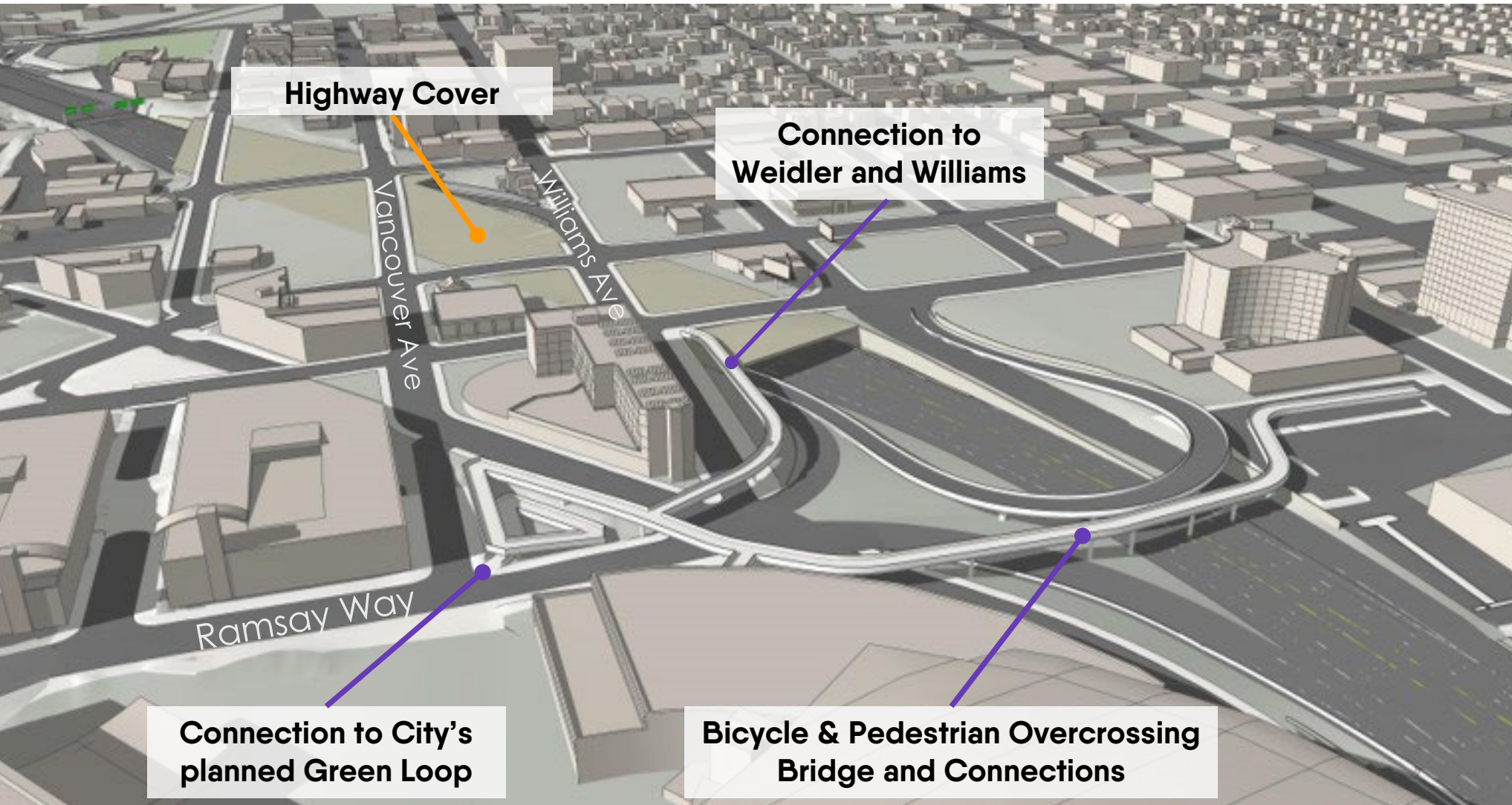
KEY DESIGN TOPIC: 2-WAY RAMSAY OR 2-WAY WHEELER

HAAB Engagement

- ▶ Confirmation of evaluation considerations
- ▶ Feedback on design options
- ▶ Selection of 2-way Ramsay or 2-way Wheeler



KEY DESIGN TOPIC: PEDESTRIAN & BICYCLE OVERCROSSING



HAAB Engagement

- ▶ Confirmation of critical connections
- ▶ Input on alignment preferences
- ▶ Initial input on bridge aesthetics

KEY DESIGN TOPIC: HIGHWAY COVER ENGINEERING

HAAB Engagement

- ▶ Review and validate key design assumptions
- ▶ Inform future development scale and placement
- ▶ Advise on parcel sizing through street design

LEGEND

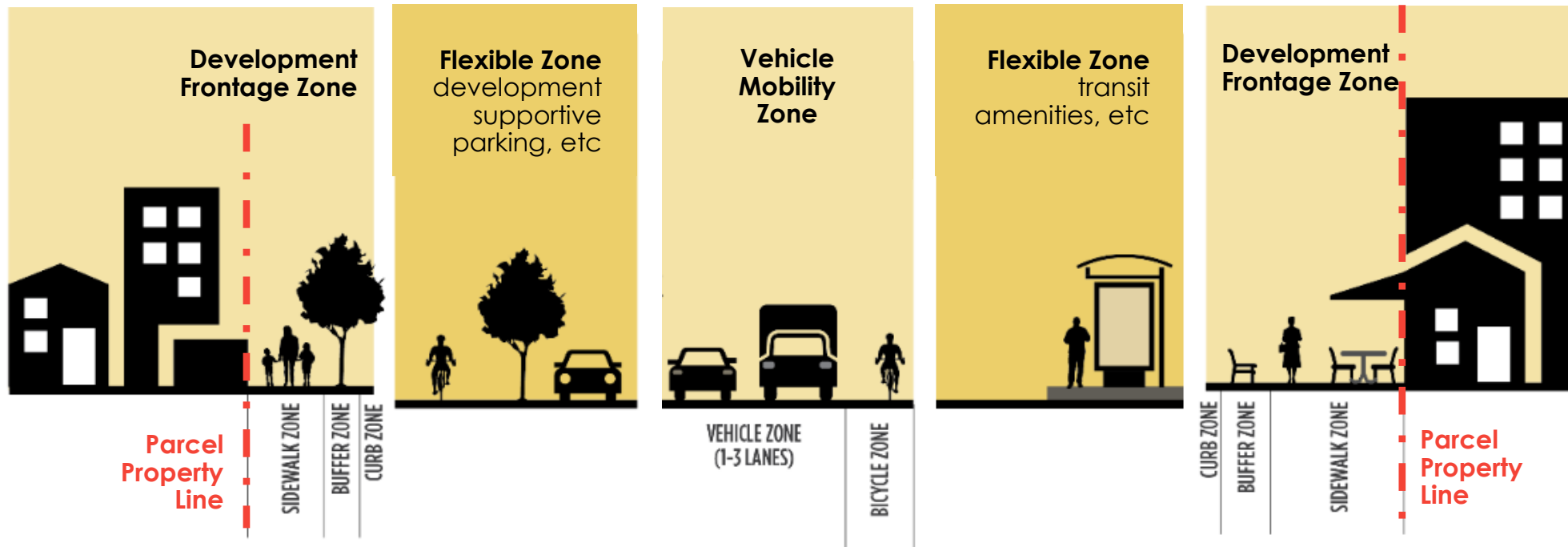
- Cover Joint
- Lower weight/building height possibility due to longer, flared girders
- Higher weight/building height possibility due to shorter girders, parallel to east-west streets
- Difficult / unallowed vehicular access
- Top of cover grading (1' contours)
- Taxlots
- - - I5RQ project parcels (excluding assumed setbacks)
- Building Potential - Off Cover



KEY DESIGN TOPIC: STREET DESIGN

HAAB Engagement

- ▶ Discuss tradeoffs between street/public realm size and development parcel size
- ▶ Right-sizing both public and private realm are key to determining street section
- ▶ Framework of policy, guidelines and code will inform design along with HAAB



QUESTIONS?



ECONOMICS OF HIGHWAY COVERS: EXPERIENCES FROM WASHINGTON, DC TO SEATTLE



ECONOMIC ANALYSIS CONSIDERATIONS



KEY OUTCOMES

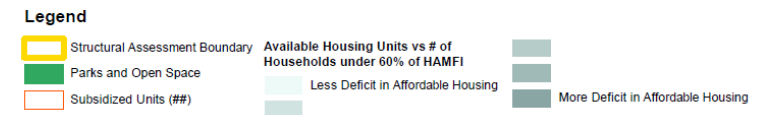
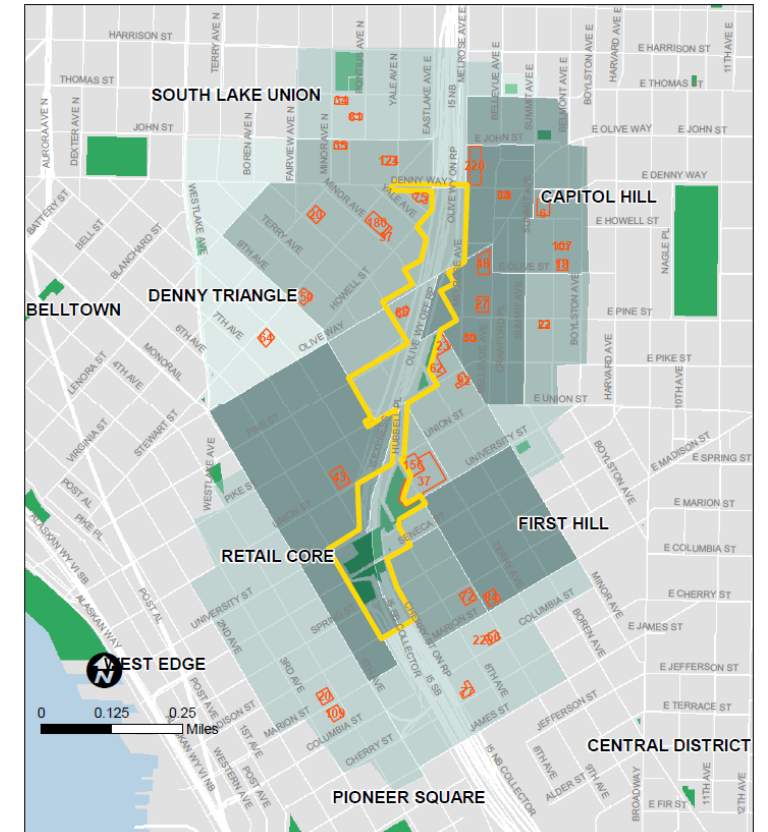
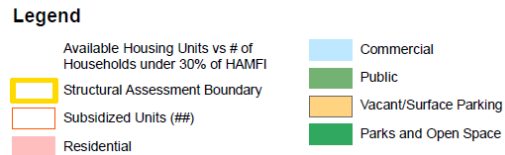
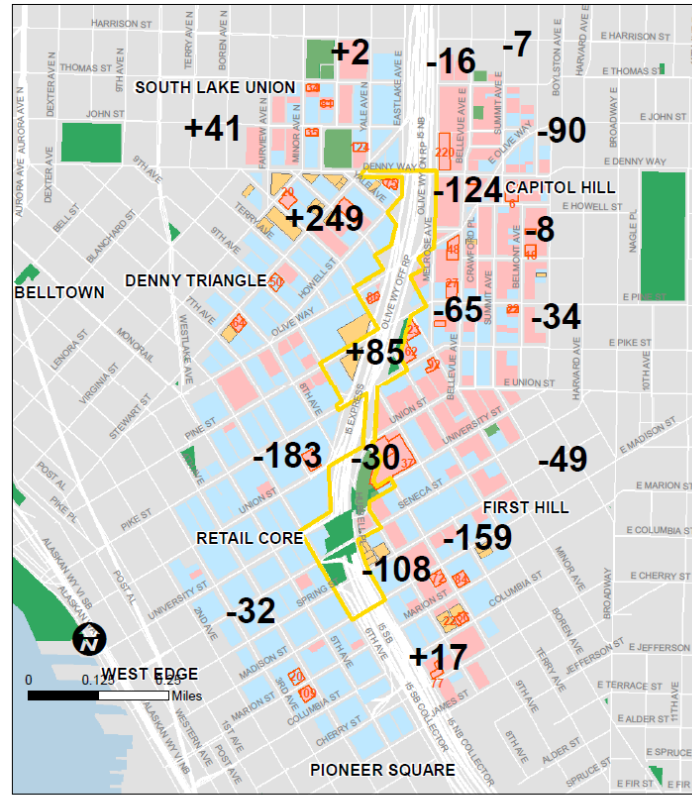
- ▶ **Economic Benefit Cost Analysis** – Evaluation of base case conditions and various alternatives to assess the overall incremental economic benefits compared to the incremental associated infrastructure and programming costs
- ▶ **Funding Capacity Analysis** – Projections of market conditions to assess development potential for housing, commercial/retail space, hotels, parks and recreation, civic uses, and infrastructure. Evaluation of key outputs including internal rate of return and net present value for the alternatives.
- ▶ **Funding and Financing Options** – Matrix of key criteria identifying federal, state, local and private revenue options to fund the capital and operational costs of the cover.
- ▶ **Governance** – Development of primary strategies leveraging national best practices and local experience that considers public, private, and non-profit opportunities

ECONOMIC BENEFIT COST

- ▶ What is the incremental cost of the cover alternatives over the current projected baseline conditions?
- ▶ What is the gap between revenue generation potential for each alternative and the associated costs?
 - » How much of that gap can be offset or more than offset through economic benefits?
- ▶ How will the cover improve connectivity and transportation for all modes, and what is the monetized benefit of each alternative?
- ▶ Monetization of residential and commercial/retail displacement risk?
- ▶ Detailed noise and emissions analysis by height above the lid and distance from the lid?
- ▶ Travel time reliability?
- ▶ Property value?

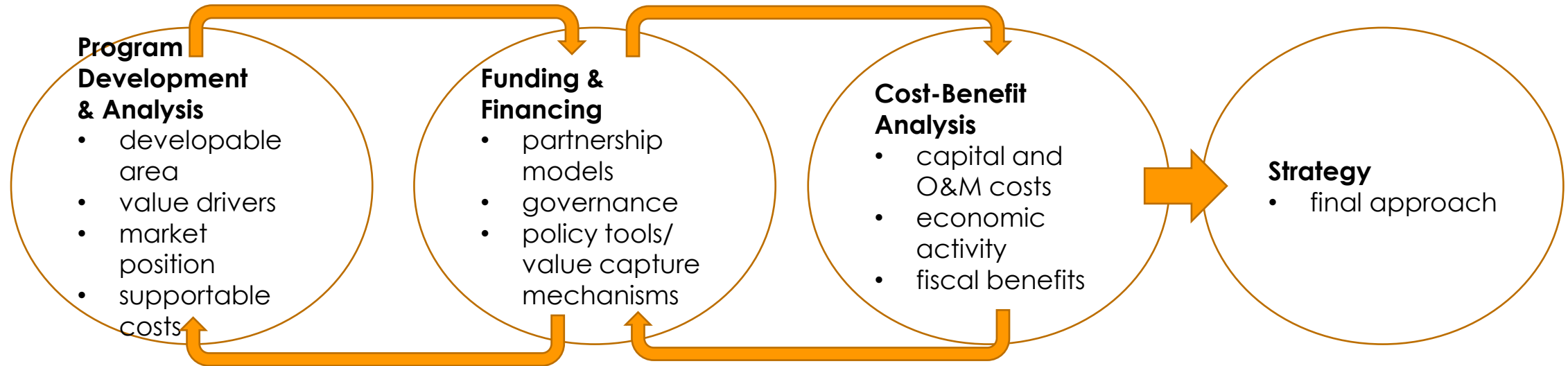
ECONOMIC BENEFIT COST - DISPLACEMENT ANALYSIS

- ▶ **Anticipating gentrification and displacement**
- ▶ **What are the impacts**
 - » Affordable housing
 - » Commercial space
 - » Community
- ▶ **How can they be measured**
 - » Census data
 - » Community Outreach
 - » Walk tour
- ▶ **Mitigation strategies**



FUNDING CAPACITY ANALYSIS

- ▶ What is the scale and timing of real estate development potential?
- ▶ What is the potential for value creation from real estate development on the cover and in the district?
- ▶ To what extent will development values on the cover offset costs?
- ▶ What are potential value capture strategies in the district to supplement funding?



FUNDING AND FINANCING

- ▶ Who are the decision makers?
- ▶ What are the funding and financing options?
- ▶ What are the cover construction approaches, public, private or public-private?
- ▶ What legal structures have been utilized for cover projects across the country?

GOVERNANCE

- ▶ What are the options to consider in managing public realm and greenspaces?
- ▶ What are the benefits of each?
- ▶ What is the recommended governance model?
- ▶ What is the operating cost of greenspace on the cover?

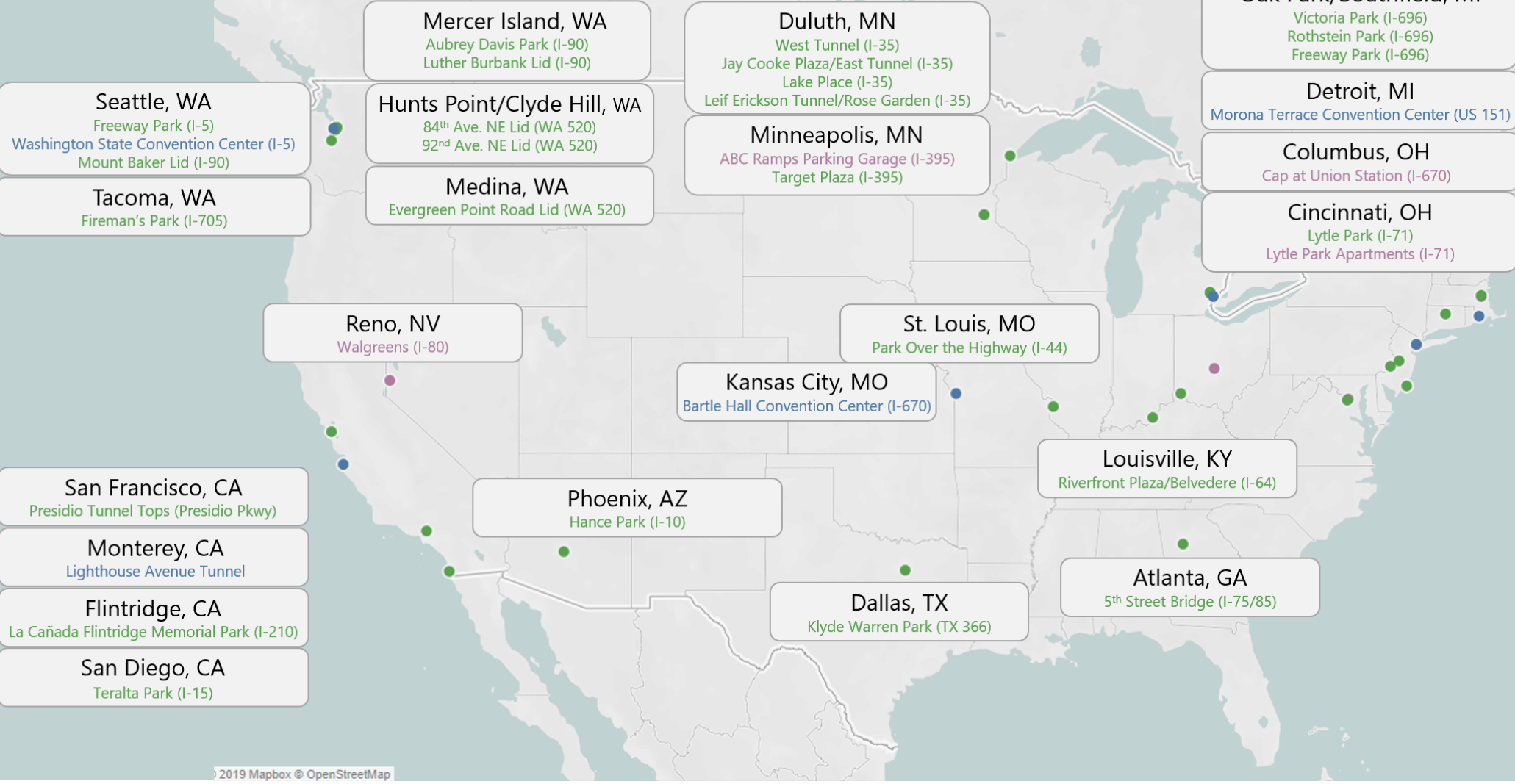
ECONOMIC ANALYSIS IN PRACTICE



United States Freeway Lid Inventory

Legend

- Civic (6)
- Park (32)
- Private (8)



- Boston, MA:** Hancock Garage-Retail (I-90), Copley Place (I-90), City Square Park (US 1)
- Fall River, MA:** Fall River Government Center (I-195)
- Hartford, CT:** Mortenson Riverfront Plaza (I-91)
- New York City, NY:** George Washington Bridge Bus Station, Bridge Apartments (I-95)
- Trenton, NJ:** South River Walk Park (US 29)
- Philadelphia, PA:** Chestnut Street (I-95N), Spruce & Dock Streets (I-95S)
- Atlantic City, NJ:** Horace Bryant Park
- Arlington, VA:** Gateway Park (I-66)
- Washington, D.C.:** Capitol Crossing (I-395)

2019 Mapbox © OpenStreetMap



SELECT CASE STUDIES

Park



Margaret T. Hance Park,
Phoenix, AZ



Klyde Warren Park,
Dallas, TX

Civic



WA State Convention
Center,
Seattle, WA



Lytle Park,
Cincinnati, OH

Private



Municipal Tower,
Seattle, WA



Copley Place,
Boston, MA



Capitol Crossing,
Washington, D.C.

PARKS



MARGARET T. HANCE PARK, PHOENIX (AZ)

- ▶ **Year of Opening:** 1987
- ▶ **Size:** 32-acre park extends north and south of the I-10 freeway lid in downtown Phoenix
- ▶ **Construction Cost:** \$105 M (\$75/sq. ft)
 - » Funded and constructed by Arizona Department of Highways (ADOT)
 - » Improvements on lid constructed by ADOT
- ▶ **Air rights:** Agreement between the ADOT and the City of Phoenix
 - » There is no air rights payment, per se, by the City to ADOT, only \$300 annually for ADOT administrative costs, increased only if ADOT administrative costs increase
 - » The City has use of the lid through an air rights lease for 50 years



Proposed Expansion of Hance Park

MARGARET T. HANCE PARK, PHOENIX (AZ)

► Operations, Maintenance and Programming (O&M&P)

- » O&M, repair and replacement are the responsibility of the City Parks & Recreation Department
- » Annual O&M Budget for Parks \$1.0 M
- » Programming Support from:
 - Japanese Friendship Center
 - Irish Cultural Center
 - Phoenix Center for the Arts
 - Arizona Humanities
- » Park Staff 8.5 FTE
- » 30 – 40 Events Hosted Annually
- » Currently proposing an expansion and renovation



KLYDE WARREN PARK, DALLAS (TX)

- ▶ **Year of Opening:** 2012
 - » Size: 5.2-acre park on lid over TX 366 through downtown Dallas
- ▶ **Construction Cost:** \$110 M (\$485/sq. ft)
 - » Texas Department of Transportation (TxDOT) constructed tunnel/lid
 - » City constructed the utilities, civil and street work, park area and signage
 - » \$56.7 M Public Funds and \$55 M Private Funds
 - \$20 M City of Dallas Bond
 - \$20 M Regional Transportation/TXDOT
 - \$16.7 M Federal
- ▶ **Air rights:** Air rights agreement between the TxDOT and the city of Dallas where the City pays TxDOT for tunnel maintenance cost in lieu of air rights payments
- ▶ **Development Agreement:**
 - » City pays for reasonable annual cost to maintain the tunnel (the lid), estimated at \$750,000 at the time of the agreement, closer to \$1,000,000 currently
 - » The Woodall Rogers Park Foundation (Foundation) is responsible of developing and managing the park
 - » Foundation funds the operations and maintenance, estimated at \$1.5 M per year at the time of the agreement
 - » The term of the City/Foundation agreement is 40 years with five 10-year renewal options



KLYDE WARREN PARK, DALLAS (TX)

► Operations, Maintenance and Programming

- » All OM&P is done by the Woodall Rodgers Park Foundation, a 501 (c)(3)
- » No annual funding from the City of Dallas for O&M&P
- » 2019 Annual Budget \$5,200,000
- » Park Staff 13 FTE
- » 1300+ Free Programs & Events Hosted Annually
- » 5 Sources of Park Revenue to Cover Expenses
 - Public Improvement District
 - Sponsorships
 - Food & Beverage – restaurant, food trucks, catering, concessions
 - Annual Giving, Grants & Fundraising Events
 - Event Rental



CIVIC SPACE



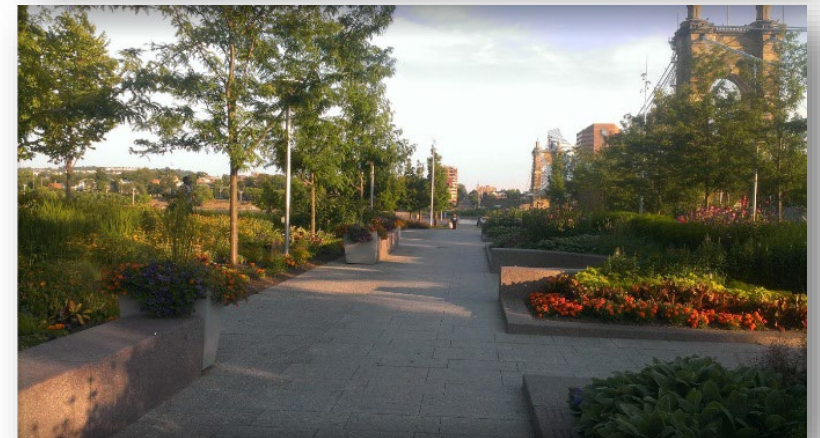
WA CONVENTION CENTER, SEATTLE (WA)

- ▶ **Year of Opening:** Phase 1 – 1988 and Phase 2 in 2001
- ▶ **Size:** Convention Center ~5 acres built above I-5 in downtown Seattle.
- ▶ **Construction Cost:** Phase 1: \$186 M (\$854/sq. ft.) and Phase 2: \$205 M
 - » The construction included 30 concrete columns in the median of I-5 and 22 steel trusses over the freeway
 - » The vast majority of the funding was provided by State bonds
- ▶ **Air rights:** The portion over I-5 is an air rights lease from the Washington State Department of Transportation (WSDOT)
 - » The Washington State Convention Center spans a portion of I-5 in downtown Seattle
 - » The Center was owned by Washington State and has since transferred to King County Public Facilities District
- ▶ **Operations and maintenance:** O&M, repair and replacement are the responsibility of the building owner (KC PFD); however, WSDOT maintains the I-5 tunnel



LYTLE PARK, CINCINNATI (OH)

- ▶ **Year of Opening:** 1970
- ▶ **Size:** 2.31-acre park over I-70 in downtown Cincinnati
- ▶ **Construction Cost:** Not available
 - » Funded and constructed by Ohio DOT
- ▶ Original site of the Lytle Family homestead built in 1809 by General William Henry Lytle
- ▶ Original park designed in 1907 by George Kessler



LYTLE PARK, CINCINNATI (OH)

- ▶ **Air rights:** The agreement is between Ohio DOT and the City of Cincinnati
 - » The development on the lid is a city park and an apartment building
- ▶ **Operations, Maintenance & Programming:**
 - » Cincinnati Parks is responsible for management, operations and maintenance of the park
 - » 2018 Annual Budget \$84,297
- ▶ Currently considering a \$6 M park revitalization



PRIVATE DEVELOPMENT



MUNICIPAL TOWER, SEATTLE (WA)



- ▶ **Year of Opening:** Building was completed in 1990
- ▶ **Size:** The building takes up one city block and straddles I-5 off ramps and pedestrian tunnel Washington State Department of Transportation (WSDOT) right of way in downtown Seattle.
- ▶ **Construction:** 62-story office tower funded and constructed by private developer
- ▶ **Air rights:** The original lease was between WSDOT and Gateway Associates
 - » The lease is for 77 years, at which time WSDOT may extend or renegotiate the lease
 - » The lease payment is a percentage of the net operating income (NOI) from the private development, initially at 3.175% of the NOI, then a percentage based on a new fair market value/NOI.
 - » The City purchased the tower in 1996 for \$124 million to house utilities and general governmental functions
- ▶ **Operations and maintenance:** O&M, repair and replacement are the responsibility of the building owner. WSDOT maintains the underground highway off ramps.



COPLEY PLACE, BOSTON (MA)

- ▶ **Year of Opening:** 1983
- ▶ **Size:** 2-level shopping mall partially built above I-90 spanning approximately 11 acres 1.3 M Sq. ft
- ▶ **Construction:** Mall funded and constructed by private developer
- ▶ **Air rights:** Developer acquired the real property rights from MassDOT
 - » The developer for the private development on the lid is Simon Property Group
 - » The development includes the Hynes Convention Center, Marriott and Westin hotels, a major shopping center anchored by Neiman Marcus and includes the Clarendon Street parking structure.
- ▶ **Operations and maintenance:** Privately-owned property



CAPITOL CROSSING, WASHINGTON, D.C.

- ▶ **Year of Opening:** 2019
- ▶ **Size:** 6.5 Acres
- ▶ **Construction Cost:** \$200 M (\$706/sq. ft)
 - » The Federal Highway Administration (FHWA) conveyed in fee, a portion of the real property it acquired to construct I-395 to the District Department of Transportation (DDOT)
- ▶ **Air/Property rights:** Developer, Property Group Partners, acquired 6.5 acres in real property rights from DDOT based on \$200 M construction cost
 - » The developer is constructing 2.2 million square feet of new development on the lid
 - » The development includes 7 buildings expected to reach full build out in 2021
 - » The initial building at 200 Massachusetts Avenue is completed and occupied
 - » The developer has petitioned to replace a 150 unit apartment with a hotel with the same amount of square feet
- ▶ **Operations and maintenance:** Privately-owned properties



CAPITOL CROSSING, WASHINGTON, D.C.

- ▶ FHWA [Capitol Crossing, DC] - The Capitol Crossing Project in DC is constructed on the airspace above and below I-395
 - » FHWA approved a conveyance, in fee, of a portion of the real property rights that were acquired to construct and operate I-395
 - » DDOT reserved a permanent transportation easement for the continuing operation of the I-395 highway facilities
 - » The developer used the real property rights it acquired to construct the mixed-use activities above and parking below the interstate
- ▶ Safety and ramp integration with surface streets
 - » High crash rates including cyclist fatality



SUMMARY



CAPITAL IMPROVEMENT FUNDING STRUCTURES

- ▶ Funding varies from total public funding to total private funding with variations in between
- ▶ Margaret T. Hance Park in Phoenix lid and improvements paid by ADOT - a public park
- ▶ Klyde Warren Park in Dallas - funding from TxDOT, Stimulus Funds, City of Dallas and private contributions - a public park
- ▶ Capital Crossing in D.C., Copley Place in Boston and Municipal Tower in Seattle, privately funded
- ▶ Convention Center in Seattle, funded by the State of Washington
- ▶ Lytle Park in Cincinnati - lid paid by ODOT - both park and private development

ANNUAL OPERATIONS, MAINTENANCE AND PROGRAMMING

▶ Park Management Options:

- » City Parks Department – city owned and city funded/maintained
 - Lytle Park
- » Private/Non-Profit – city owned but privately funded/maintained
 - Klyde Warren Park
- » Joint Involvement between Parks Department and Non-Profits
 - Hance Park
 - O&M, Limited Programming – Parks
 - Programming – Parks & Private/Non-Profits
 - Freeway Park
 - O&M – Parks

▶ Primary Factors that Influence Deck Park Annual Operating Costs

- » Being on structure vs. terra firma
- » Amount of square footage of landscape and hardscape
- » Annual attendance impacts
- » Weather
- » Number of special events and programs
- » Level of service and maintenance

QUESTIONS?



NEXT STEPS



THANK YOU!

Website: www.i5rosequarter.org

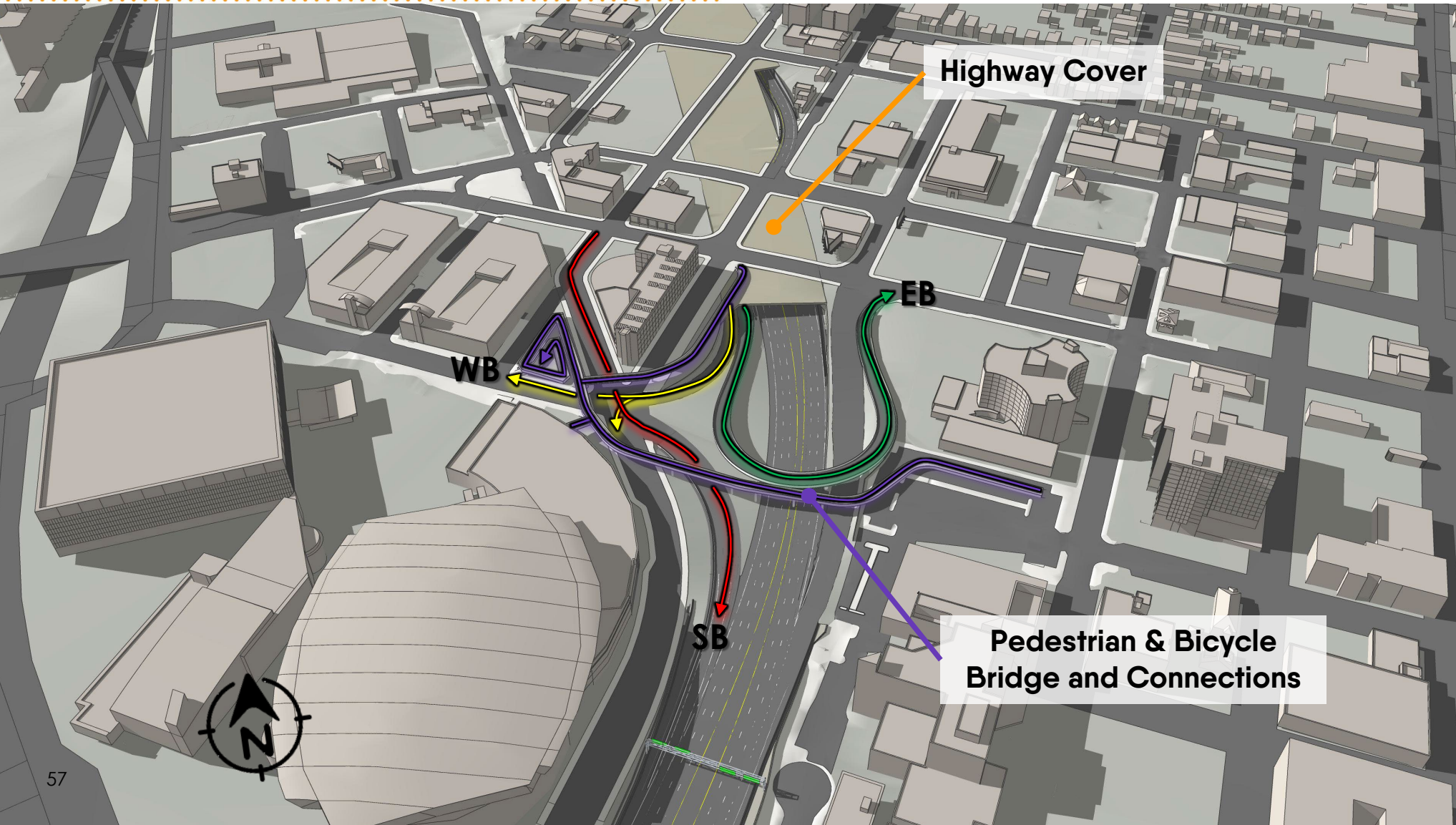
Email: i5rosequarter@odot.oregon.gov

Phone: 503-470-3127



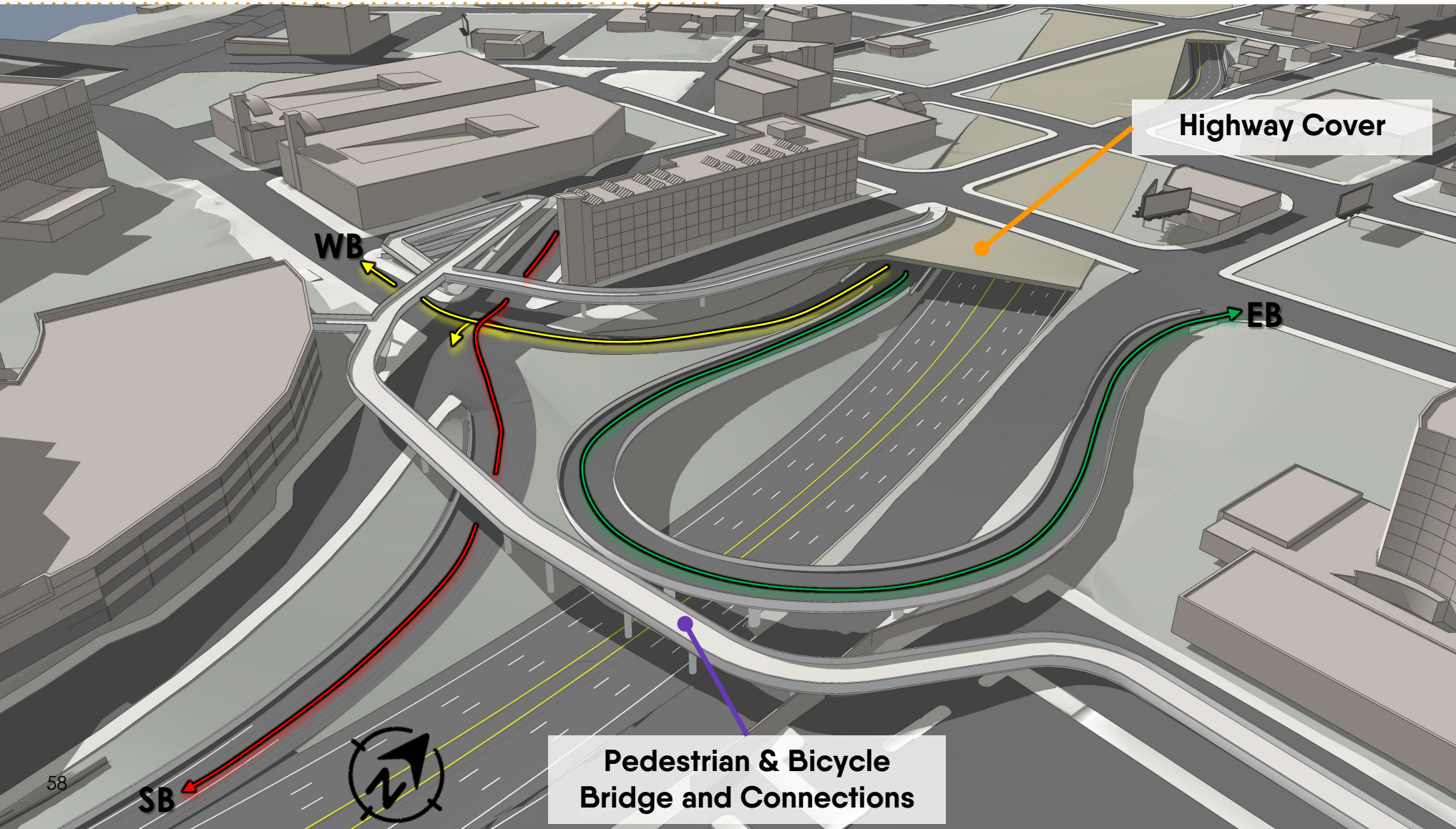
**CONCEPT
VISUALIZATIONS:
SOUTHBOUND
FLYOVER USING 2-
WAY RAMSAY**

DESIGN REFINEMENT 1A: ANCHOR CONCEPT USING 2-WAY RAMSAY



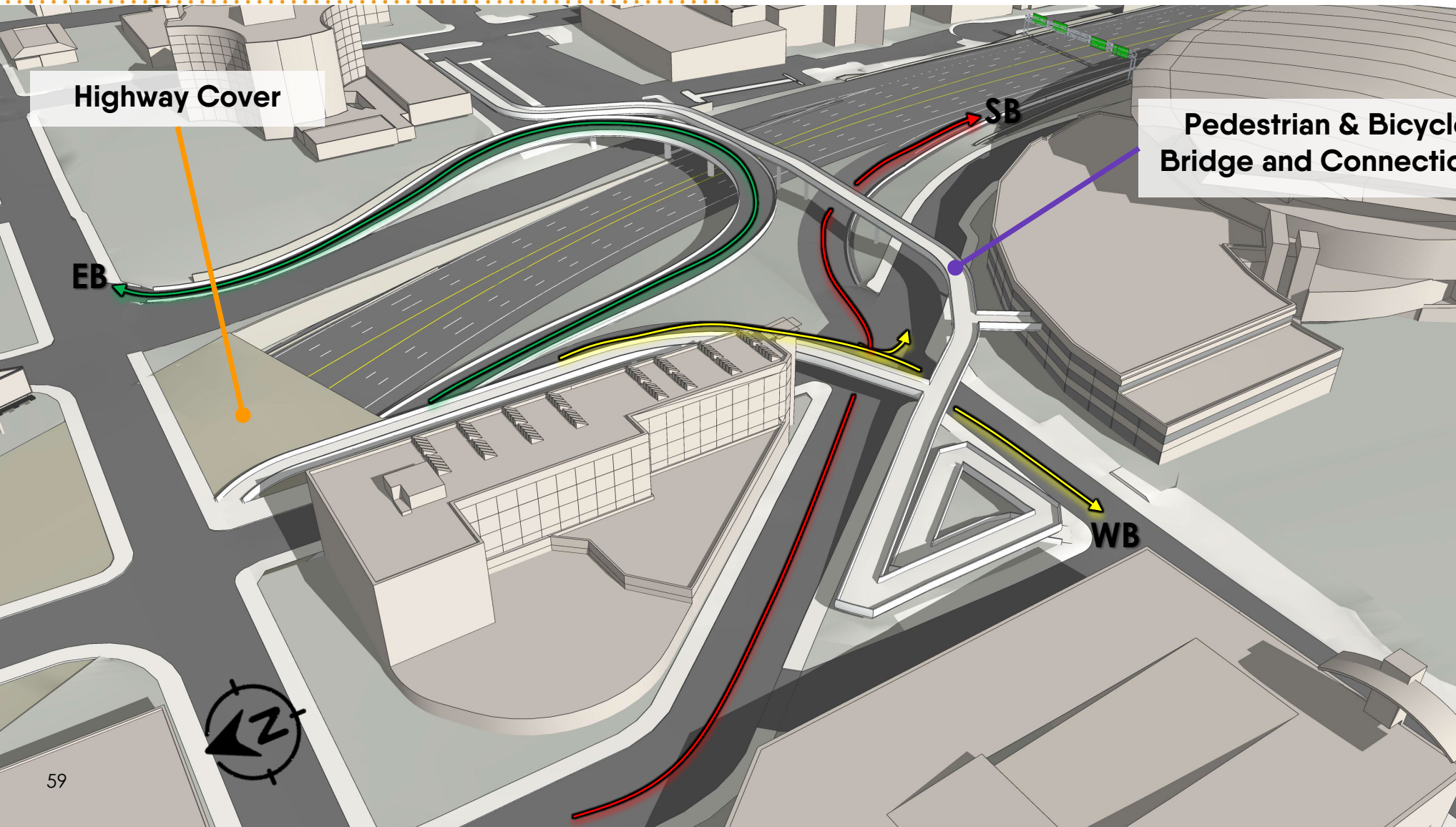
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DESIGN REFINEMENT 1A: ANCHOR CONCEPT USING 2-WAY RAMSAY



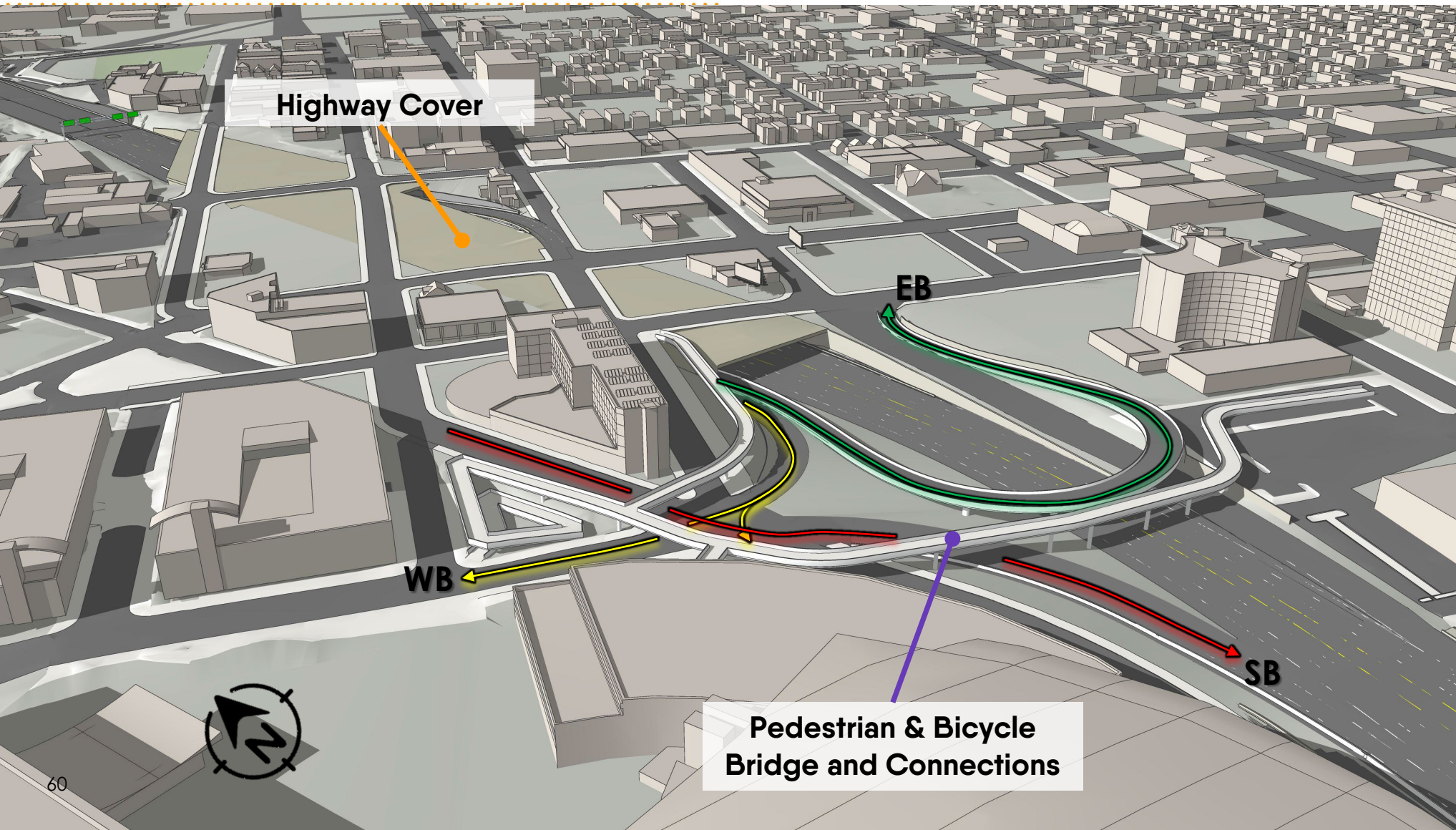
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DESIGN REFINEMENT 1A: ANCHOR CONCEPT USING 2-WAY RAMSAY



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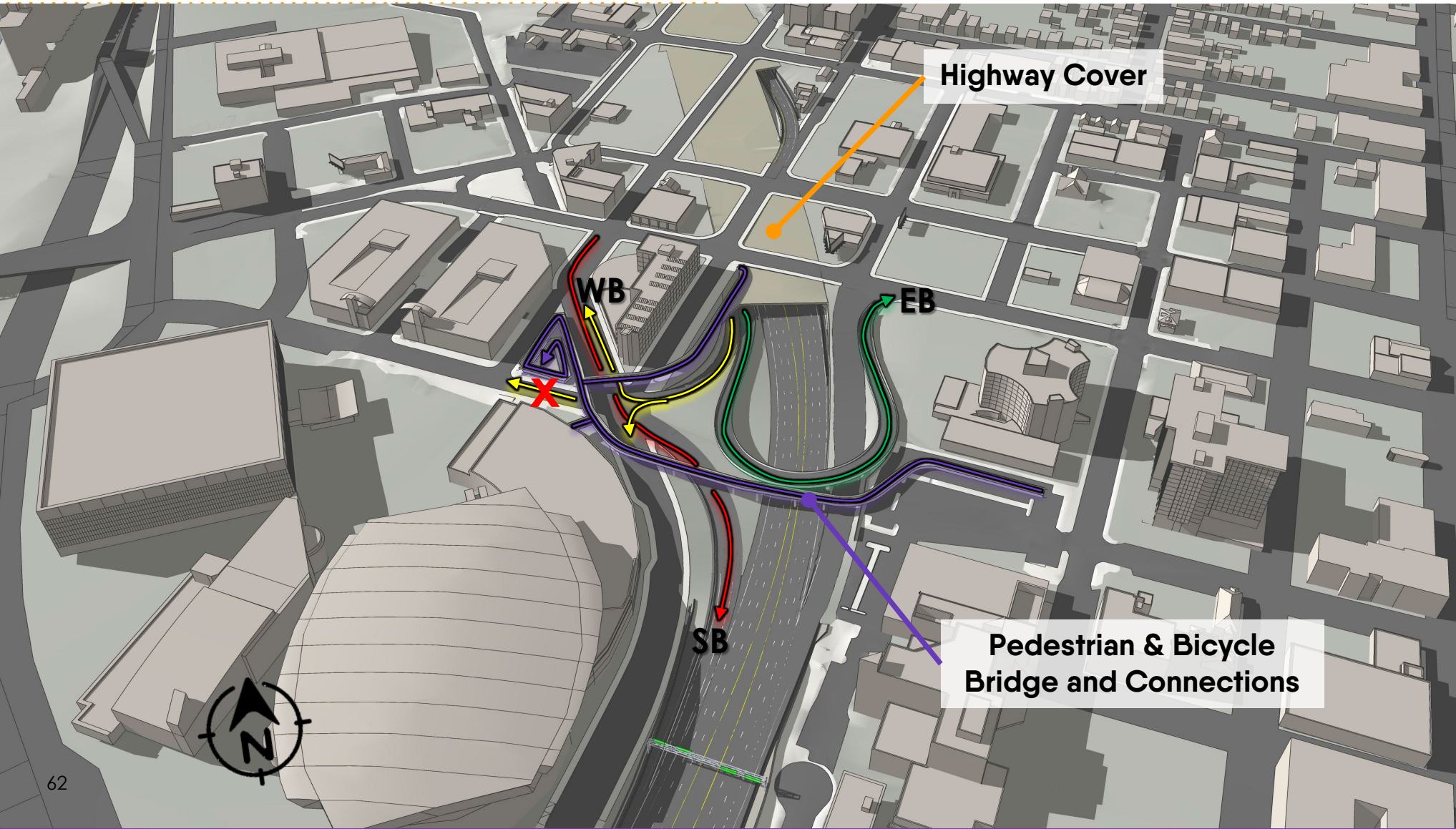
DESIGN REFINEMENT 1A: ANCHOR CONCEPT USING 2-WAY RAMSAY



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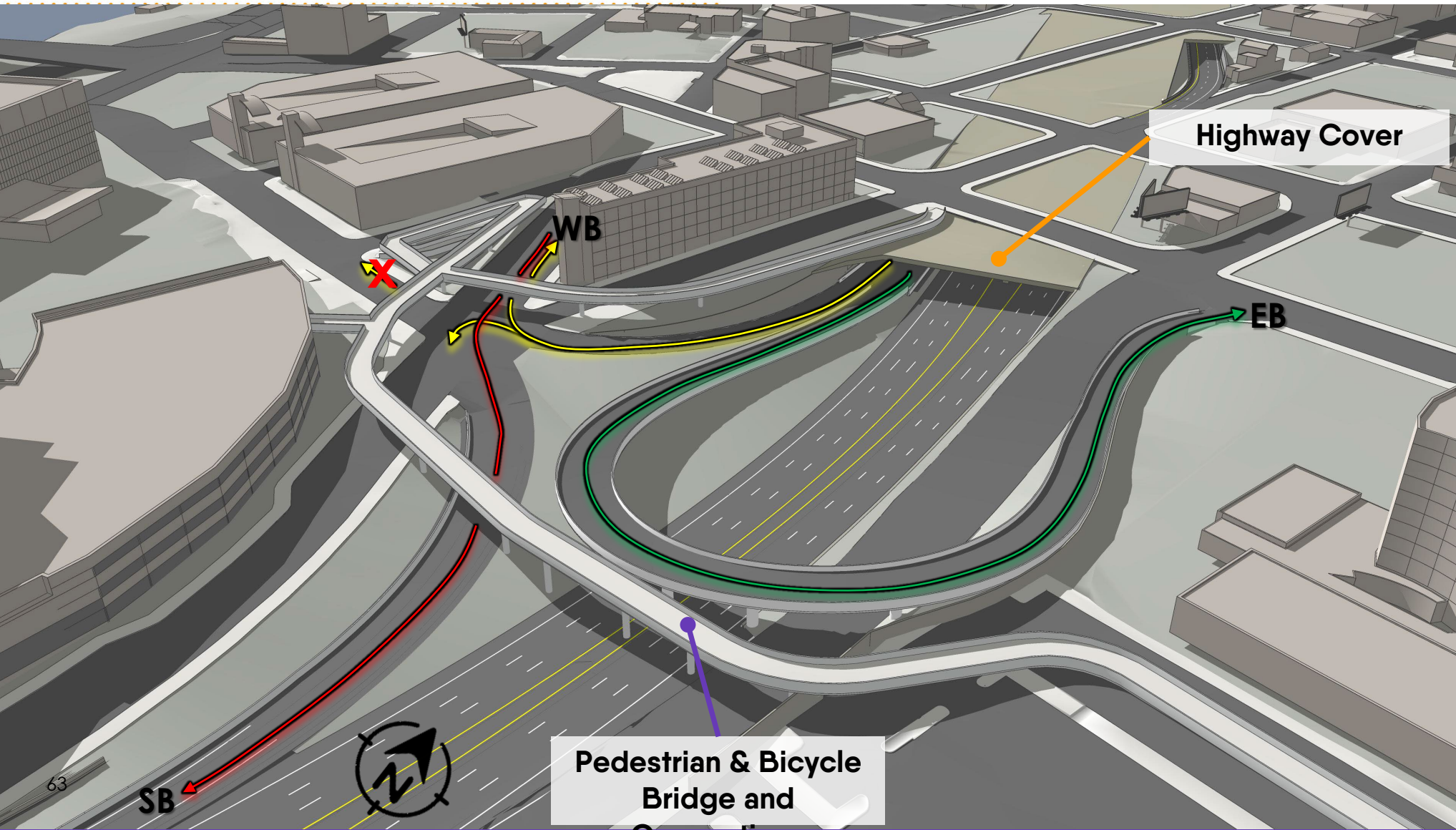
**CONCEPT
VISUALIZATIONS:
SOUTHBOUND
FLYOVER USING 2-
WAY WHEELER**

DESIGN REFINEMENT 1B: ANCHOR CONCEPT USING 2-WAY WHEELER



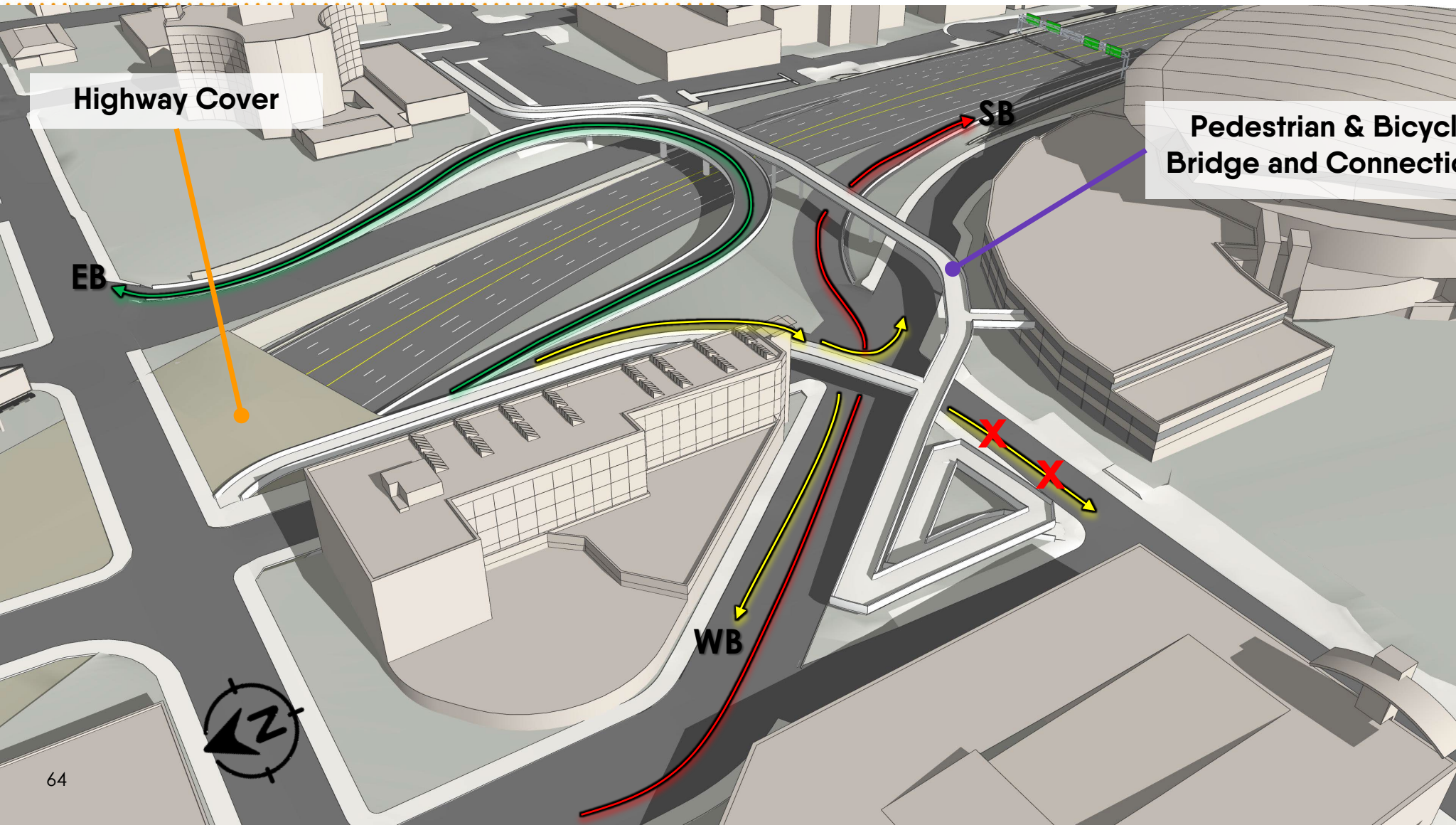
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DESIGN REFINEMENT 1B: ANCHOR CONCEPT USING 2-WAY WHEELER



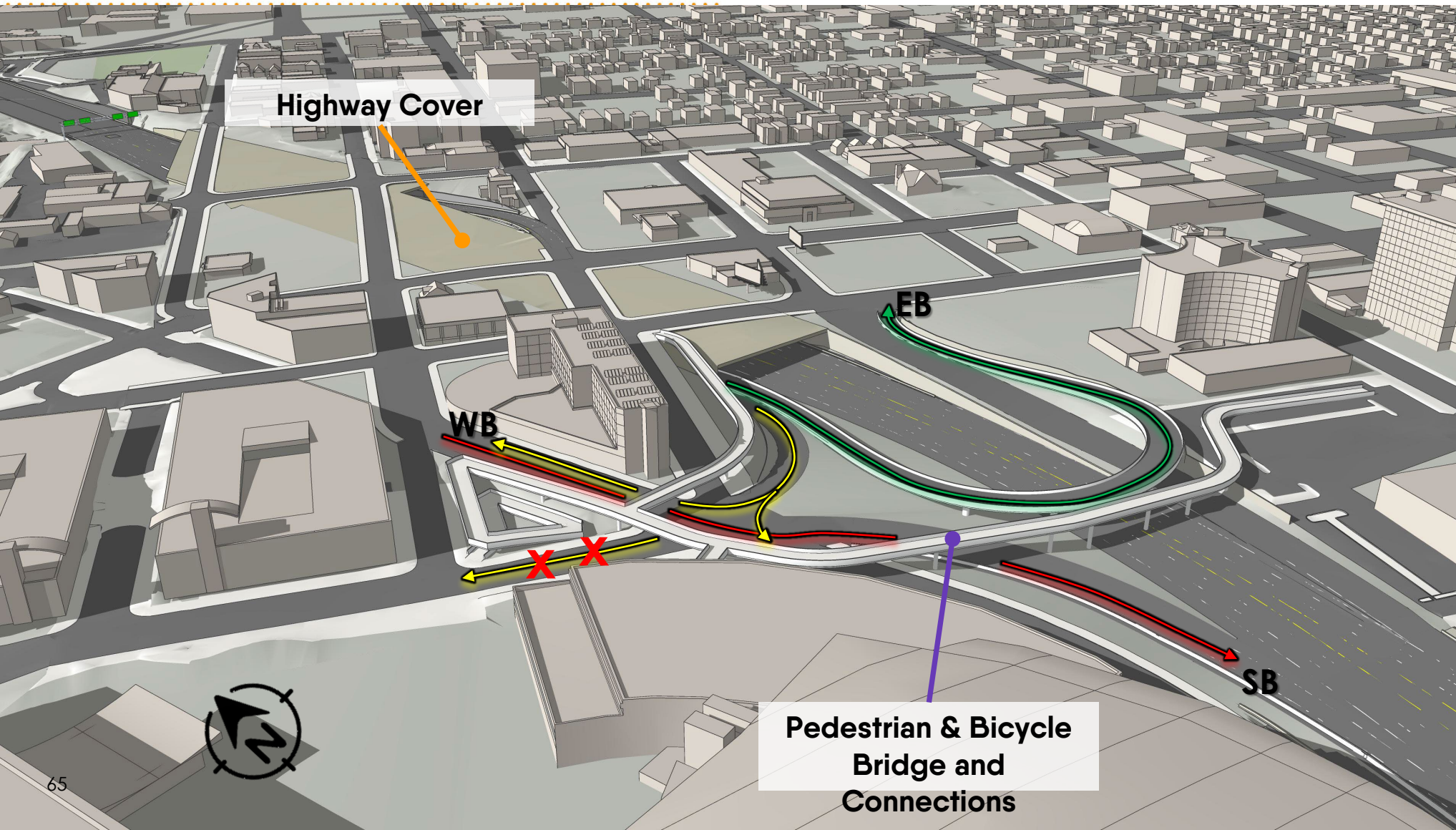
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DESIGN REFINEMENT 1B: ANCHOR CONCEPT USING 2-WAY WHEELER



DRAFT

DESIGN REFINEMENT 1B: ANCHOR CONCEPT USING 2-WAY WHEELER



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