

# PDC

## PORTLAND DEVELOPMENT COMMISSION

**DATE:** October 13, 2010

**TO:** Board of Commissioners

**FROM:** Bruce A. Warner, Executive Director

**SUBJECT:** Report Number 10-94  
Portland State University Framework Plan Briefing and Economic  
Development Strategy Status Report

### EXECUTIVE SUMMARY

#### BOARD ACTION REQUESTED

None — information only.

#### SUMMARY

Portland State University (PSU) has recently completed the *PSU University District Framework Plan* (PSU Framework Plan) in alignment with the *PSU Economic Development Strategy* (PSU Economic Strategy). The PSU Economic Strategy, which aligns PSU activities with the goals of the Portland region and the City of Portland's Economic Development Strategy, was presented to the Portland Development Commission (PDC) Board of Commissioners (Board) in July 2009.

This briefing, presented by PSU, will provide an overview of the PSU Framework Plan, which outlines planning and design principles, strategies, and recommendations for PSU's physical growth at a building, block, and district level. This briefing will also provide a status report on PSU Economic Strategy activities and accomplishments to date. Finally, the briefing will provide an opportunity for discussion between the Board and PSU regarding current and future opportunities for partnership.

The PSU Framework Plan outlines a new model for urban development for the University District, a unique fusion of mixed and shared university uses with private uses and a manifestation of a district scale approach to sustainability. This new model is based on projected PSU student growth of 10,000 to 20,000 new students and projected research growth of \$50 million over the next 20 years. The PSU Framework Plan recommends that forty percent of new development within the district be set aside for the private sector. The University District is proposed to expand by up to 7 million square feet total, including approximately 4 million square feet of PSU uses and 2 million square feet of private development.

### BACKGROUND

PDC and the City have a long history of partnership with PSU, since the university's relocation to downtown in the late 1960s. Recent cooperative projects between PSU and PDC include the University Place property acquisition, support for the PSU School of Engineering building, the Broadway student housing project, the new Graduate School of Social Work and Student

Recreation Center, the PSU small business accelerator, and the build out of wet lab space within the business accelerator in partnership with the Oregon Health & Science University (OHSU). These partnership efforts have been assisted with tax increment financing (TIF) resources from the South Park Blocks and North Macadam Urban Renewal Areas. PDC is also working closely with PSU, the Oregon University System, and other partners in pursuing the Oregon Sustainability Center and pilot PSU EcoDistrict projects.

This partnership is outlined as a key action item in the 2009 *City of Portland Economic Development Strategy* and the 2010 *PDC Strategic Plan*, and is a significant component of PDC's emerging higher education strategy.

### **Context**

In January 2007, PSU presented to the Board an economic development study evaluating PSU's economic impact on the city and the region, as well as PSU's economic growth potential projecting forward to 2017.

Following this briefing, in June 2007, PSU, PDC, and the Bureau of Planning and Sustainability signed a three-party Intergovernmental Agreement (IGA) to strategically and effectively integrate PSU's economic development role into the City's and regional partnership's economic development efforts. Both the PSU Framework Plan and PSU Economic Strategy were completed as a result of the IGA, which sets forth a partnership to help guide PSU's long-term growth in coordination with the *Central Portland Plan*, the *City of Portland Economic Development Strategy*, and the evaluation of a potential future urban renewal area in the Central City's west side. Specifically, the PSU plans will help integrate PSU's interests in academic program development, research, technical assistance, community outreach, and campus development with City and regional economic development objectives.

In May 2009, PSU hosted a symposium focused on the university's role in the sustainable regional economy as part of its inaugural events to welcome PSU President Wim Wiewel. The symposium resulted in a Memorandum of Understanding (MOU) between PSU and the City, further building on the parties' existing partnership and the IGA. Key University District partnership projects specified in this MOU are the Oregon Sustainability Center living building and a pilot PSU EcoDistrict.

### **PSU Economic Development Strategy**

In July 2009, PSU briefed the Board on the PSU Economic Strategy, including actions that relate to and help implement the City's economic development goals, including:

- Aligning academic and research programs with the City's target industry clusters to support the growth of those clusters and provide the necessary skilled labor force;
- Becoming a center where public and private partners collaborate on research efforts to support regional economic development, including through expanding partnerships with OHSU and other institutions of higher education; and
- Building Portland's global excellence in sustainability by advancing comprehensive approaches to sustainability for PSU, the City, the region, and beyond.

A full copy of the PSU Economic Strategy is available upon request.

### **PSU Framework Plan**

The PSU Framework Plan's overarching goal is to unite PSU and the City's strategic planning and to use the University District as a catalyst to position Portland as a global model for sustainable development. A copy of the PSU Framework Plan Executive Summary is provided as Attachment A. A full copy of the PSU Framework Plan is available upon request.

Work resulting from PSU's Framework Plan and Economic Strategy will directly implement key *City of Portland's Economic Development Strategy* and *PDC Strategic Plan* action items: to assist PSU in its efforts to become a center of excellence in sustainability research, innovation, and talent development.

### **ATTACHMENT:**

- A. Portland State University Framework Plan Executive Summary

# PORTLAND STATE UNIVERSITY

## University District Framework Plan





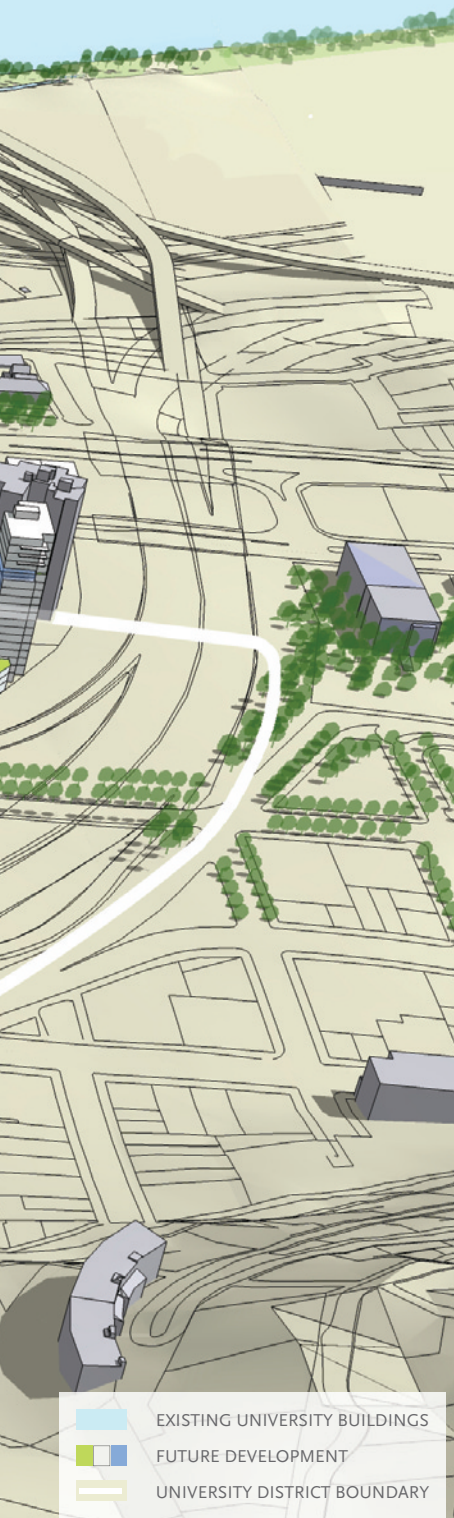
## UNIVERSITY DISTRICT FRAMEWORK PLAN



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## EXECUTIVE SUMMARY

# A NEW VISION

Located in the heart of Downtown Portland, Portland State University is a dynamic and growing urban research institution with over 28,000 undergraduate and graduate students. The University sits at the center of the largest urban region in Oregon, home to nearly 50% of the state's population. Portland is recognized nationally for its culture of civic engagement, its stunning natural setting within the Willamette River Valley, and its commitment to sustainability. These shared characteristics are the metropolitan area's most valuable assets and have, together with sophisticated urban planning and design and a comprehensive transit network, resulted in a vibrant and highly desirable place to live and work.

Portland State has developed a strategy that leverages these assets to guide its future development. Growth is the dominant aspect of this strategy. Because of Portland's expected population growth, the increasing importance of the knowledge economy, and Portland State University's unique role as the only general public university in the region, the institution expects to add at least 10,000, and possibly as many as 20,000 students over the next 25 years. The University District Framework Plan provides a physical framework for future growth that builds upon the University's innovative academic environment and partnership opportunities, a commitment to sustainable neighborhood development, and world-class transit to realize its vision as a sustainable, urban research University.

Portland State University has the potential to become the urban catalyst for sustainability-based economic growth in the Portland metropolitan area, by laying the groundwork for:

- A model learning and research environment
- A model sustainable community
- A model economic environment
- Multiple partnerships between University, city and public and private enterprise
- An urban design that captures and enhances Portland's unique characteristics



## THE RATIONALE

In today's knowledge-based global economy, universities increasingly are catalysts for economic growth. Through the creation of a highly educated workforce and innovative research, universities become magnets and sources for business development and growth. In Portland and Oregon, sustainability has become a key area of economic opportunity, both in how the region itself functions, and in terms of the knowledge it exports globally. Because of its high quality of life, Portland also attracts members of the 'creative class' from all over the United States, many with a special focus on technology and sustainability. While there is broad competition in this rapidly expanding field, Portland is very strongly positioned to be a dominant player, and can take specific steps to create an optimum urban environment for sustainable economic growth--that is, growth which is environmentally sustainable and contributes to social justice and equity.

## UNIQUE OPPORTUNITIES

Portland is distinguished by its unique collective commitment to civic engagement and by its embracing sustainability as a way of life. In a city dominated by small and mid-sized businesses, sophisticated urban planning and design have led to a highly developed urban transportation infrastructure that is the envy of most cities. As Oregon's only urban University, Portland State University is fully embedded in the city and region. With rapid growth in enrollment and research activity, it has already formed strong partnerships with organizations throughout the region. For instance, PSU and the City have made a commitment to the concept of urban Eco-Districts – urban development districts committed to sponsoring and monitoring comprehensive approaches to sustainability. A \$25 million grant from the Miller Foundation gives PSU the resources to realize its aspiration to be a global leader in sustainability.

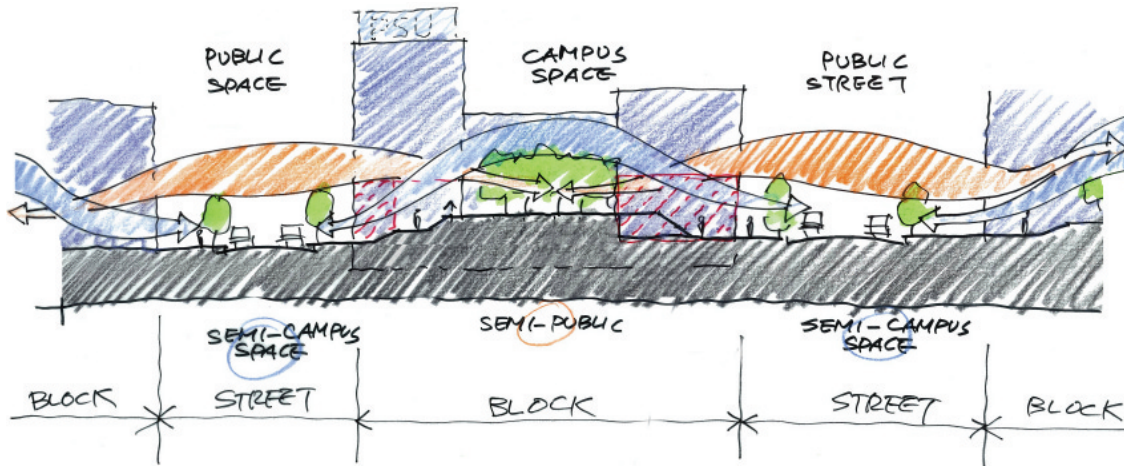
## INGREDIENTS OF SUCCESS

To succeed, Portland will require from PSU a highly educated workforce with an ingrained cultural commitment to sustainability. PSU will also have to provide an attractive collaborative interdisciplinary research environment that will draw entrepreneurial academics from around the world. Attracting the right students and faculty demands a distinct and well publicized sustainable urban setting that stimulates international attention.

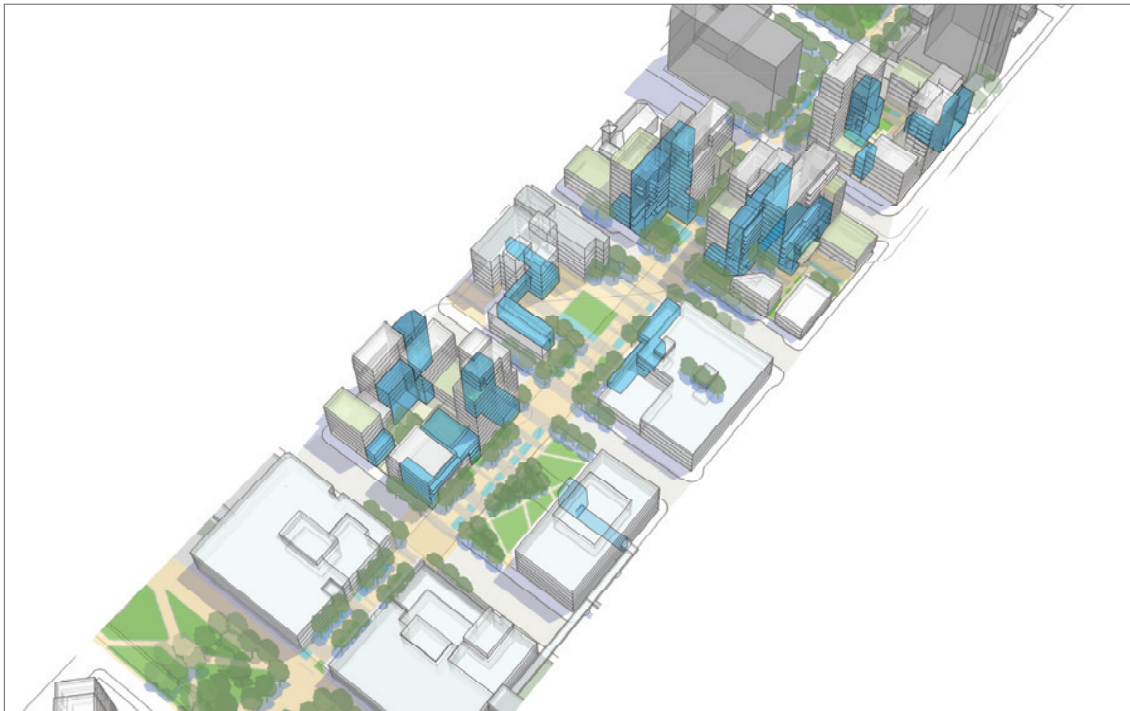
To stimulate the economic impact of the University, PSU will need soft organizational boundaries and close physical proximity between University research, private R&D, and public policy development. Investment incentives for sustainable development and partnerships between the University and private enterprise will also be required. These goals necessitate an approved framework plan that ensures an integrated approach to sustainable development and provides clear guidelines and incentives to investors and collaborators.

Finally, the expected population growth of the Portland region will contribute greatly to its success. Smart entrepreneurial people from all over the country, and increasingly the world, are flocking to the region. While many of them are already well-educated, they will continue to increase demand for professional and advanced education. Along with this, Portland's own population will increasingly need higher education if it is to participate in global economic competition. Oregon's 40-40-20 plan, which calls for increasing numbers of college graduates, explicitly recognizes this need.

## CITY AND CAMPUS



## MONTGOMERY STREET PUBLIC REALM



## A NEW MODEL OF CAMPUS/CITY DEVELOPMENT

Located in downtown Portland, the Portland State campus is seamlessly integrated with the surrounding neighborhood and its buildings intermingle with a variety of different businesses, residences, and private offices. The blending of the campus and city experience is one of Portland State's greatest strengths and is essential to the University's identity as an urban sustainable research University.

The University District Framework Plan proposes a new model of urban development that is neither City nor Campus, but a unique fusion of the two. Boundaries between public and private are blurred; uses are not only mixed, but shared; and a transparency permeates the environment, making the academic and social life of the University visible to all.

Integral to the district environment is the manifestation of Portland's EcoDistricts Initiative, where urban infrastructure, social programs, and systems-based design are used as teaching tools, reinforcing the identity of the district as a learning laboratory.

Within the University District, the blending of city and campus creates a vibrant urban environment. A network of corridors, parks, and plazas creates a web of active open spaces connecting people across and beyond the district. Development is concentrated in integrated centers at transit hubs. And at the building level, vertically layered uses blend public and private development and provide collaborative spaces and other opportunities for interaction. Active uses and transparency on the street level connect buildings to the city, integrating indoor and outdoor spaces.

## THE FRAMEWORK PLAN

The Framework Plan identifies the urban infrastructure that will guide the revitalization of the University District, weaving together the park and street systems of southern Downtown, and linking the Park Blocks to the Willamette River via new “Green Streets”. Working at the scale of the street, the block, and the building, planning and design principles provide the tool box for the physical transformation of the University and its District, and embody the spirit of a sustainable urban University. The invisible becomes visible as the City’s infrastructure is brought to the surface, the serendipitous exchange of ideas becomes part of the course of daily life as land uses are layered and campus mingles with city activities.

- Expansion of the University District to facilitate up to 7 million square feet of private and PSU development to accommodate expected enrollment and research growth
- Block by block integration of University renewal and private development
- Maximum flexibility within strong guidelines to ensure imaginative and appropriately-scaled massing of city blocks
- Full integration with the City’s EcoDistrict concept; sustainability made visible throughout the district, through Green Streets, innovative building typologies and construction methods, diverse street-level active uses, maximum leveraging of transportation infrastructure
- Development of a distinct urban character in the district, clearly reflecting the University’s presence, but urban rather than institutional
- Operating the district as a comprehensive real-world learning environment, with visible physical integration of businesses and the University
- Providing capacity for collaborative research growth
- Offering a supportive environment for traditional and non-traditional students





### THREE NEW CENTERS FOR EARLY REDEVELOPMENT

Early redevelopment in the Framework Plan radiates from three major focal points in the University District, and complements existing hubs of activity. All three focal points incorporate the stated core values of the plan, namely: optimize land use & accommodate growth; ensure institutional distinctiveness & campus/city integration; maximize connectivity; capitalize on the Portland experience and support partnerships.

All three have key characteristics of a blend of public and private uses; transparency on the street level; integrated indoor and outdoor spaces; and exemplary sustainable development. However, each focal point has a dominant theme, supporting the complex needs of the University in achieving its goals.

These focal points are representative of the eventual vision for the district as a whole.



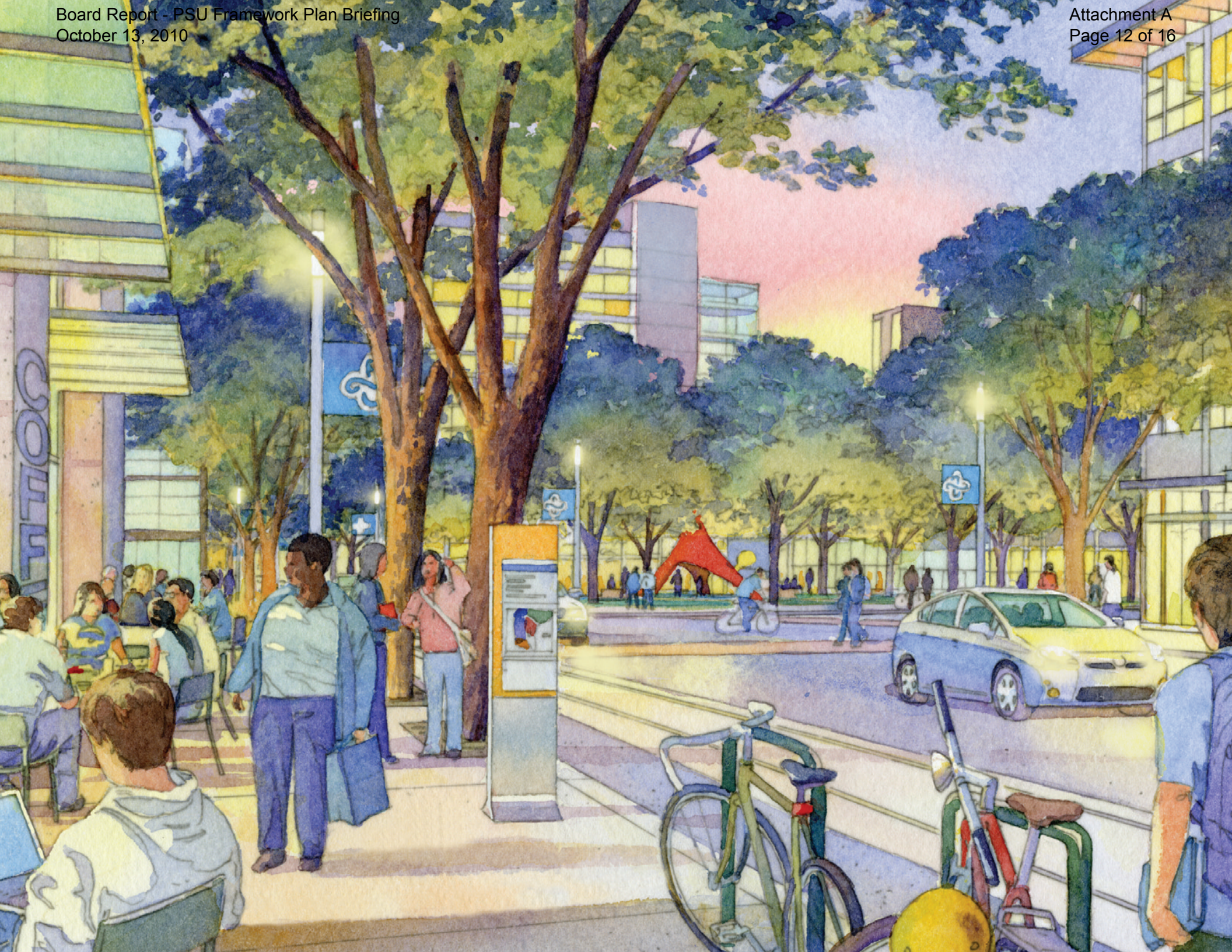


- ① PARK BLOCKS
- ② NEW ACADEMIC DEVELOPMENT
- ③ MONTGOMERY GREEN STREET
- ④ LINCOLN HALL
- ⑤ CRAMER HALL

## PARK BLOCKS CENTER

The Park Blocks Center leverages the capacity for significant additional development in the area west of the Park Blocks to create a reinvented academic hub for the campus. A mix of instructional, office and research space will promote interdisciplinary collaboration in a development form that showcases to the region the creative and innovative academic endeavors that characterize Portland State. Transparent and inviting ground floor spaces will engage the community in the University's academic life and will reinforce its role as a learning laboratory for the city.

Pedestrian connections along SW Montgomery Street will create a new cross-campus pedestrian and bicycle corridor, the Montgomery Green Street. The Green Street will provide valuable public space and showcase the environmental and social benefits of green infrastructure. A new quadrangle at the intersection of SW 11th Avenue and SW Montgomery Street in the Park Blocks Center will tie into this corridor, expanding on the district's system of connected open space.





- ① LIVING/LEARNING CENTER PARK
- ② COLLEGE STREET
- ③ NEW HOUSING / MIXED USE
- ④ MONTGOMERY GREEN STREET
- ⑤ BROADWAY HOUSING

## LIVING/LEARNING CENTER

Focused on providing housing to meet the needs of Portland State's diverse student body, a new living/learning node at the intersection of SW College Street and SW 5th Avenue will become an important center for student life in the district. A diverse mix of uses including housing, retail, and other student support spaces, both public and private, will anchor the SW 5th and SW 6th Avenue transit corridor. A potential new park will provide a focal point for student life and public recreational activities, offsetting the dense urban fabric. This new green space will also help strengthen the east-west open-space connection from the Park Blocks along SW College Street to Lovejoy Park and the necklace of Lawrence Halprin designed open spaces. The first development to expand the Living/Learning Center will be a significant student housing project at the Max Green Line turnaround. A joint project between the University and a private developer, College Station will add 600-1,000 additional beds to the existing housing supply. This project will begin transforming the southern edge of the University District into a vibrant center of student life. The future expansion of MAX service down SW Lincoln Street in 2015 will connect this node to other potential partnership institutions including OHSU, the Oregon Museum of Science and Industry, and Portland Community College.







- ① URBAN CENTER PLAZA
- ② MONTGOMERY GREEN STREET
- ③ ACADEMIC AND STUDENT RECREATION CENTER
- ④ LIVING/LEARNING CENTER PARK
- ⑤ OREGON SUSTAINABILITY CENTER

## CITY GATEWAY CENTER

Just three blocks north of the Living/Learning Center, the intersection of SW Montgomery Street and SW 5th Avenue will become a major gateway to the University District and a dynamic center for sustainable development, exemplifying the bridge between the University and the city. As a key location in the Portland State EcoDistrict pilot, the new center will showcase the benefits of sustainable design, illustrated by the Montgomery Green Street, the proposed Oregon Sustainability Center, and other facilities and open spaces. New academic facilities as well as private sector office and research space will provide opportunities for sustainable businesses to collocate, creating possibilities for future collaboration.

Active ground-level uses, including retail, will enliven the street and, together with new plazas and public spaces, will create a varied and engaging public realm. The intersection of several transit lines including the Streetcar and the MAX Line, creates an important transit hub, connecting the district to the larger metropolitan region while supporting the city and University's sustainability goals. Anchored by the Urban Center Plaza, the City Gateway Center will be characterized by incubator spaces for business development, and by R&D space developed commercially, in conjunction with spaces occupied by the University.

