

A JOINT PROJECT OF
THE PORTLAND DEVELOPMENT COMMISSION
AND THE PORTLAND BUREAU OF PLANNING



ANKENY/BURNSIDE

DEVELOPMENT FRAMEWORK

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EXECUTIVE SUMMARY

THE ANKENY/BURNSIDE DEVELOPMENT FRAMEWORK is a joint Portland Development Commission and Bureau of Planning project intended to define a development strategy and urban design vision for underutilized properties and public spaces in the vicinity of Ankeny Plaza, including the area under the Burnside Bridge. Despite its wealth of assets, the Skidmore/Old Town Historic District has failed to fulfill its potential, even though other Portland Central City districts have thrived.

This report establishes development and urban design goals for future public and private investments in the District. Key development opportunity sites are identified, including those determined to have catalytic potential for the District and those that will serve to support catalytic development. Several programmatic strategies, designed to encourage redevelopment success, are also outlined.

The fundamental vision for the area, refined through a multi-faceted visioning process, is to “create a vital and vibrant District that retains and reinforces the history and character of the Ankeny/Burnside area.” Key elements of this vision include activating the District, encouraging economic rebirth, and retaining existing character, uses and people.

To accomplish this vision, a multi-layered approach is proposed:

- Enhance the variety of primary land uses in the District so as to diversify its use patterns;
- Retain and enhance the built form of the District through preservation, sympathetic new construction and improvements to the public realm;
- Capitalize on existing strengths and redevelopment energy in the District by identifying and supporting the development of catalytic opportunity sites;
- Define how non-catalytic, but still significant, opportunity sites in the District can best be developed to support revitalization efforts; and
- Develop programmatic strategies to reinforce and support revitalization efforts.

As limited public funds are available to initiate revitalization, and as a fundamental goal of this plan is to stimulate private investment through the selective and strategic use of public money, a strategy for the investment of public funds exists. The five priority implementation strategy action items are:

- Development of six catalytic opportunity sites;
- Demonstration of support for Saturday Market;
- Improvements to the public realm;
- Revisions to the existing regulatory framework; and
- The identification of a management entity for the District.

The Skidmore/Old Town Historic District is the foundation of Portland’s soul and spirit. A new generation of public and private leadership must capture the opportunity to build upon the District’s multicultural heritage and architectural legacy to ensure its unique attributes continue in perpetuity. The modern daily life of Skidmore/Old Town can and should thrive in an atmosphere of yesterday’s grace.

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Study Focus Area



Historic District/
Primary Study Area



0 100 200 Feet

CHAPTER I

INTRODUCTION

THE GUIDING VISION:
CREATE A VITAL AND VIBRANT
DISTRICT THAT RETAINS AND
REINFORCES THE HISTORY
AND CHARACTER OF THE
ANKENY/BURNSIDE AREA

TO REVITALIZE AN URBAN AREA IS TO GIVE NEW LIFE or vigor to a place that was once vibrant, enticing, and significant. Urban revitalization comes in many different forms and can have varied levels of success. The most successful efforts – those that retain an area’s original character and charm while establishing new life and purpose – build upon existing strengths and capitalize on opportunities afforded by the unique qualities that made a place great originally. This plan, the Ankeny/Burnside Development Framework, outlines a blueprint for revitalization for the Skidmore/Old Town Historic District.

What is now called the Skidmore/Old Town Historic District was once the very heart and soul of Portland. The City grew up, in the form of plank roads and cast iron buildings, around the Skidmore Fountain. Once the commerce center of a burgeoning city, the area is rich with historic commercial and light industrial buildings. Since the heyday of the Skidmore/Old Town era, Portland’s commercial center moved to other parts of the City and the Skidmore/Old Town area lost its initial purpose.



Skidmore Fountain marks the center of Portland’s birth.



Ankeny Street between SW Second and Third Avenues has a character all its own.



Former Governor Tom McCall led the charge to replace Harbor Drive with Waterfront Park.

The District Today

Preservation policy efforts in 1975 and 1977 served to protect the historic architecture and overall character of the area, but a number of buildings were already lost to surface parking lots by that time. Some parking lots currently serve as home to weekend markets, which generate positive activity on Saturdays and Sundays for much of the year. However, the abundance of asphalt lots has significantly compromised the character of Skidmore/Old Town, and the continued parking operations preclude the creation of more active and lively uses.

Unlike other booming areas in Portland, there has been limited housing development in Skidmore/Old Town. The housing that exists is affordable, but a range of options and prices is not available. Today, the area has the highest concentration of affordable housing and social services in the entire City.

Transportation improvements have occurred. Light rail trains began operation in 1986 and travel along First Avenue, but a perceived lack of safety and cleanliness keeps many users from visiting the eclectic mix of small retailers and office uses that have committed to turning the area around. Despite these challenges, Skidmore/Old Town is the preeminent nightlife destination in the City with a large collection of bars, nightclubs and other entertainment venues.

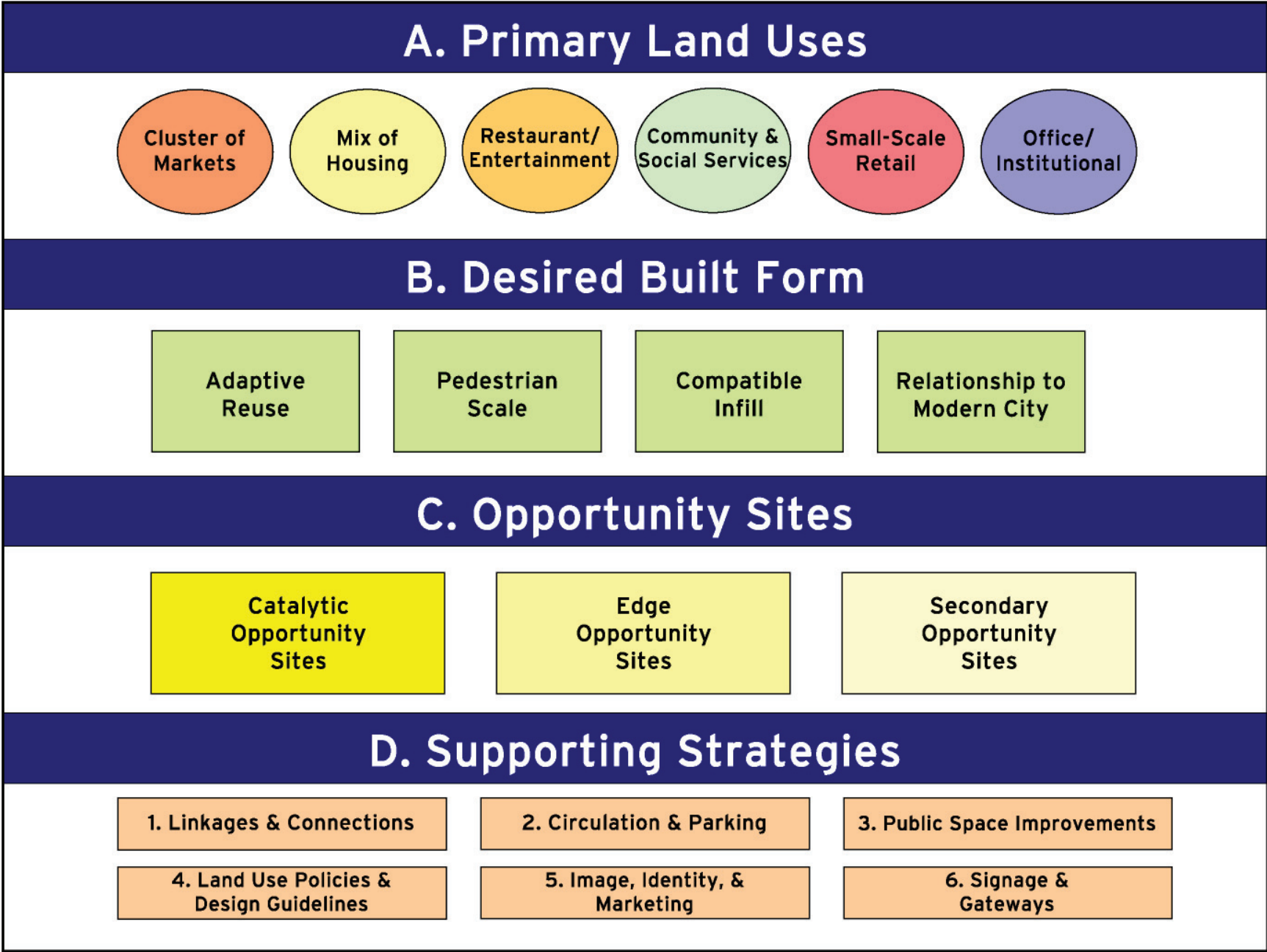
Individual efforts toward revitalizing

the area have achieved varied levels of success, but none have been successful in reestablishing the vibrancy that the community envisions for Skidmore/Old Town. Through the Ankeny/Burnside planning effort, the community expressed a vision for a vital and vibrant District that retains and reinforces the history and character of the Ankeny/Burnside area. To achieve this vision, the District needs to be active 24 hours a day, seven days a week, which will require a greater number and variety of users who choose to live, work, and play there.

The Community Vision

The community vision for the area was developed with involvement from Portland citizens through advisory group meetings, charrettes, and other opportunities over a fifteen month planning process. The vision for the District is summarized as follows:

Skidmore/Old Town Historic District will be a safe and active urban neighborhood with a diversity and choice of housing, shopping, and services. The historic character will be bolstered by adaptive reuse of historic buildings and complementary new construction. New and improved public spaces will support markets and festivals, enhance the area’s historic character, and create great places to gather and interact. The neighborhood will be anchored by office and institutional uses that support and encourage the creativity, entrepreneurship, and multi-cultural heritage that define the spirit of this unique place and its people.



The realization of the community’s vision for the Skidmore/Old Town Historic District will only be achieved through a series of progressive and well-defined strategies and initiatives that build upon one another and set the course for real and tangible change. A multi-layered and cohesive approach, with programs, policies, and improvements to support new development and rehabilitation of existing historic structures, will be able to respond to fluctuations in the market and ever-changing interests of investors that result. The Ankeny/Burnside Development Framework is designed to provide a

multi-faceted, synergistic approach that will achieve the community vision.

The Framework

The Ankeny/Burnside Development Framework organizes and prioritizes action categories into a four-tiered hierarchy:

- A. Primary Land Uses
- B. Desired Built Form
- C. Opportunity Sites
- D. Supporting Strategies.

Each element of the hierarchy builds upon and supports all other tiers.

The Primary Land Uses describe the existing and future land uses most important for achieving the vision and goals for the Skidmore/Old Town Historic District, including the cluster of markets, with Saturday Market, a mix of housing, restaurant/entertainment uses, community and social services, small-scale retail, and office/institutional uses. The Desired Built Form includes adaptive reuse, pedestrian scale, compatible infill, and a relationship to the modern city. This category includes the combination of public and private buildings and open spaces that provide the envelope for future development.



Light rail and cobbled streets contribute to the unique character of the District.



The Blagen Block has benefited from ongoing rehabilitation.



A key step in determining the future direction of the District was to identify a new home for Saturday Market.

Opportunity Sites, the third tier, have the potential to contribute to the desired built form and set the groundwork for additional development in the primary land use categories. Opportunity Sites are organized into three types: catalytic opportunity sites, edge opportunity sites, and secondary opportunity sites. The Supporting Strategies address six areas, and are designed to reinforce the primary land uses, desired built form, and opportunity sites.

Opportunity sites

This plan identifies six catalytic opportunity sites, determined based on recent and planned improvements and other important neighborhood initiatives so that each site builds upon recent and current efforts and is aligned with the primary land uses, desired built form, and supporting strategies of the Framework. The six sites include Blocks 8, 9, 10, 11, 27 and 34.

On Block 9, the University of Oregon is rehabilitating and will consolidate its Portland operations in the three-quarters of block bounded by Naito, First, Burnside, and Couch. Block 8, to the north, originally slated for a new fire station, is an ideal site for a mix of retail, office, and workforce housing. Block 10, to the south, bounded by Naito, First, Ankeny, and Burnside, will likely become the new international headquarters for Mercy Corps with active uses on the ground floor and offices above. Block 11, directly west, bounded by First, Second,

Ankeny, and Burnside is an ideal site for a mixed use development with retail on the ground floor and social services and workforce housing above. Renovations to Fire Station #1 will provide opportunities to activate and improve the north and west edges of Block 34. Rehabilitation of the Smith Block building on Block 27 to the south, bounded by Naito, First, Ash, and Pine, will be a model for restoration of historic structures.

Edge opportunity sites are also identified, and are important because these sites will create transitions to surrounding areas and may develop faster, providing income to fuel historic preservation efforts in the central District. The Plan also identifies a variety of secondary opportunity sites, which are other areas throughout the District with redevelopment or preservation potential.

Supporting strategies

Public and private investment in the catalytic opportunity sites must be supported by improvements to the public realm. This plan specifies a number of improvements to the public spaces and streetscapes within the District. The improvements focus on supporting development, enhancing the area’s historic character, and place-making.

Specific improvements include paving and streetscape improvements to Ankeny Street and First Avenue. The intersections of Ankeny Street with Second and Third Avenues should

receive special attention to improve District identification, pedestrian crossings, and the east-west connection of the area with the waterfront and the rest of downtown. The Skidmore Fountain MAX light rail station, beneath the Burnside Bridge, should be activated with small-scale retail and improved with new lighting, surfaces, and access control.

Ankeny Square and a new plaza space in Tom McCall Waterfront Park will support formal and informal interactions and gatherings. Infrastructure improvements will support events, such as markets and festivals, while creating public spaces that are as great on Tuesday morning as on Saturday afternoon. The creation of new park features will help to attract users to Waterfront Park and the Skidmore/Old Town Historic District.

New development and adaptive reuse of historic structures in the District should be guided by a revised set of design guidelines, with improvement areas noted within this Plan.

The existing guidelines should be improved to enhance usability, attain the desired built form set forth in the Development Framework, and maintain the historic character of the area.

When updating the Central City Plan, the City should explore transfer of development rights as a means to protect and enhance the character and scale of the District. The City should also consider increasing height and density allowances along the edges of the District to encourage development on the many surface parking lots that currently greet visitors to the area. The redevelopment of surface parking lots along the edges of the District will mend the built fabric, contribute to the critical mass of residents necessary for revitalization, and provide a transition between the historic scale of the District and the contemporary city that frames it.

The Development Framework recommends the identification or creation of a management entity to facilitate several of the Plan's supporting strate-

gies. First of all, a management entity can assist in coordinating augmented clean and safe efforts for the area. A management entity can support transportation and parking management by facilitating collaborative and creative parking strategies and promoting alternative modes of transportation. The coordination role of a management entity should also include planning and scheduling of events and implementation of District marketing and branding efforts.

Implementation

Implementation of any single recommendation outlined in this Plan will have a positive impact on the Skidmore/Old Town Historic District, but true revitalization will require the dynamic, multi-faceted approach mapped out by the Development Framework. The efficient and effective use of public and private resources will restore a life, vigor, and purpose to the area that will accomplish the community's vision and re-establish Skidmore/Old Town as the heart and soul of Portland.



CHAPTER II

EXISTING CONDITIONS ANALYSIS

IN THIS CHAPTER

DISTRICT IDENTITY

BUILT FABRIC

ACCESS

SITE ANALYSIS SUMMARY

MIX OF USES

INVESTMENT

PLANNING CONTEXT

RELATIVELY FEW URBAN PLACES HAVE A SINGLE, DRIVING IDENTITY - a few of those rare settings include New Orleans’ French Quarter, San Francisco’s Chinatown, and Seattle’s Pike Place Market. All of these districts have a deep cultural heritage that resonates in their architectural fabric. Ongoing, diverse, social activity perpetuates the histories of these places, adding layers of meaning as each new generation passes through.

While the Skidmore/Old Town Historic District is unified visually by its architectural fabric, it lacks the daily activity that can give visitors a strong sense of place upon arrival. Strategic public and private investment is needed to encourage rehabilitation and new construction, diversify existing uses, and stimulate activity, ensuring the longevity of the District’s unique attributes, heritage, and built fabric.

Existing conditions are detailed in this chapter, discerning what is most significant about the District’s past and current identities. The area’s built fabric is studied, along with its mix of uses. Recent investment, development economics and the District’s planning context are also assessed to determine the District’s most significant assets, issues, constraints, and opportunities.



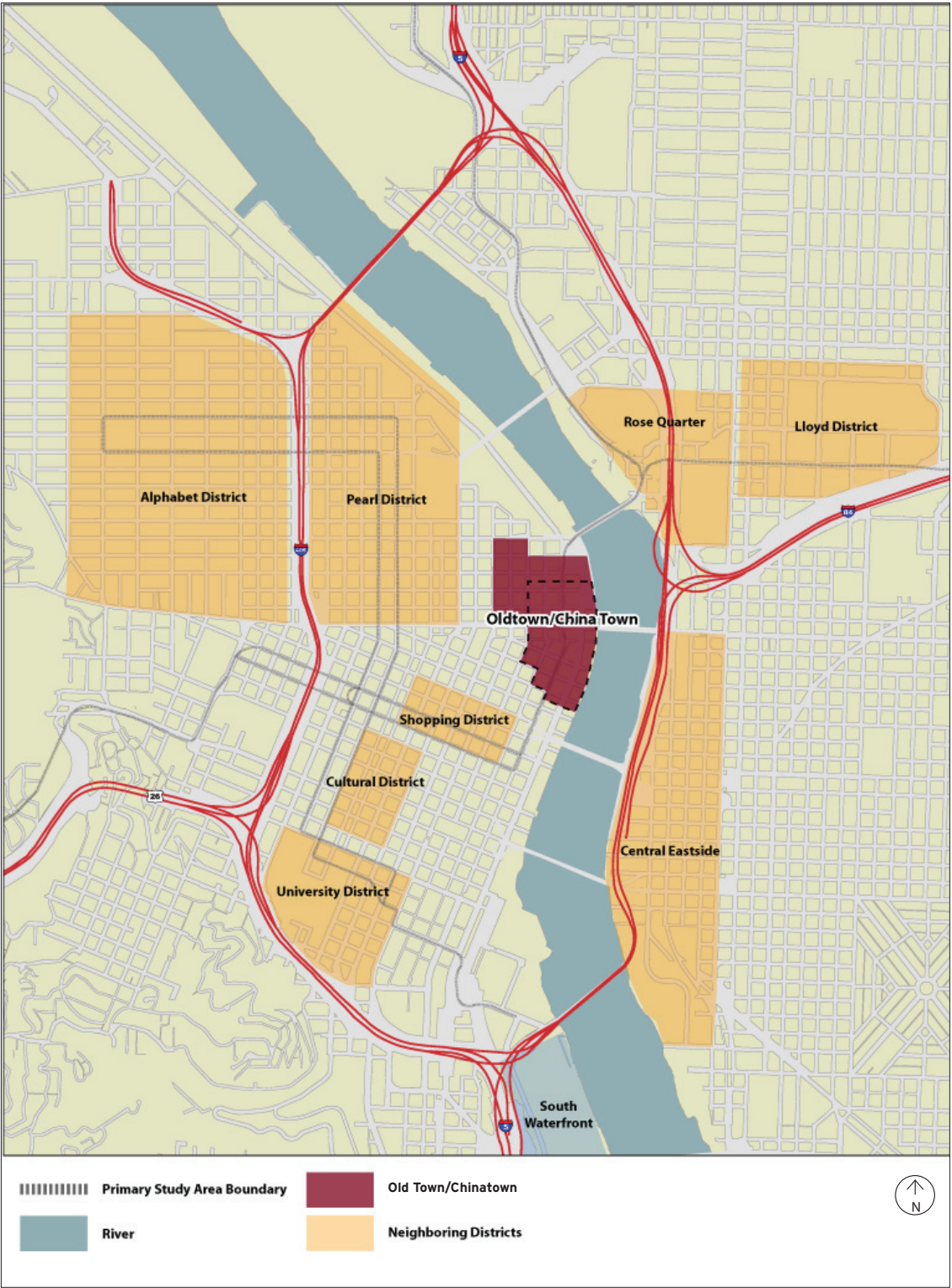
Skidmore Fountain (circa 1930). *Photo courtesy of the Oregon Historical Society.*



Portland’s heritage is evident around every corner.



The District is rich with landmarks and community resources.



MAP 2.1: District context map

District Identity

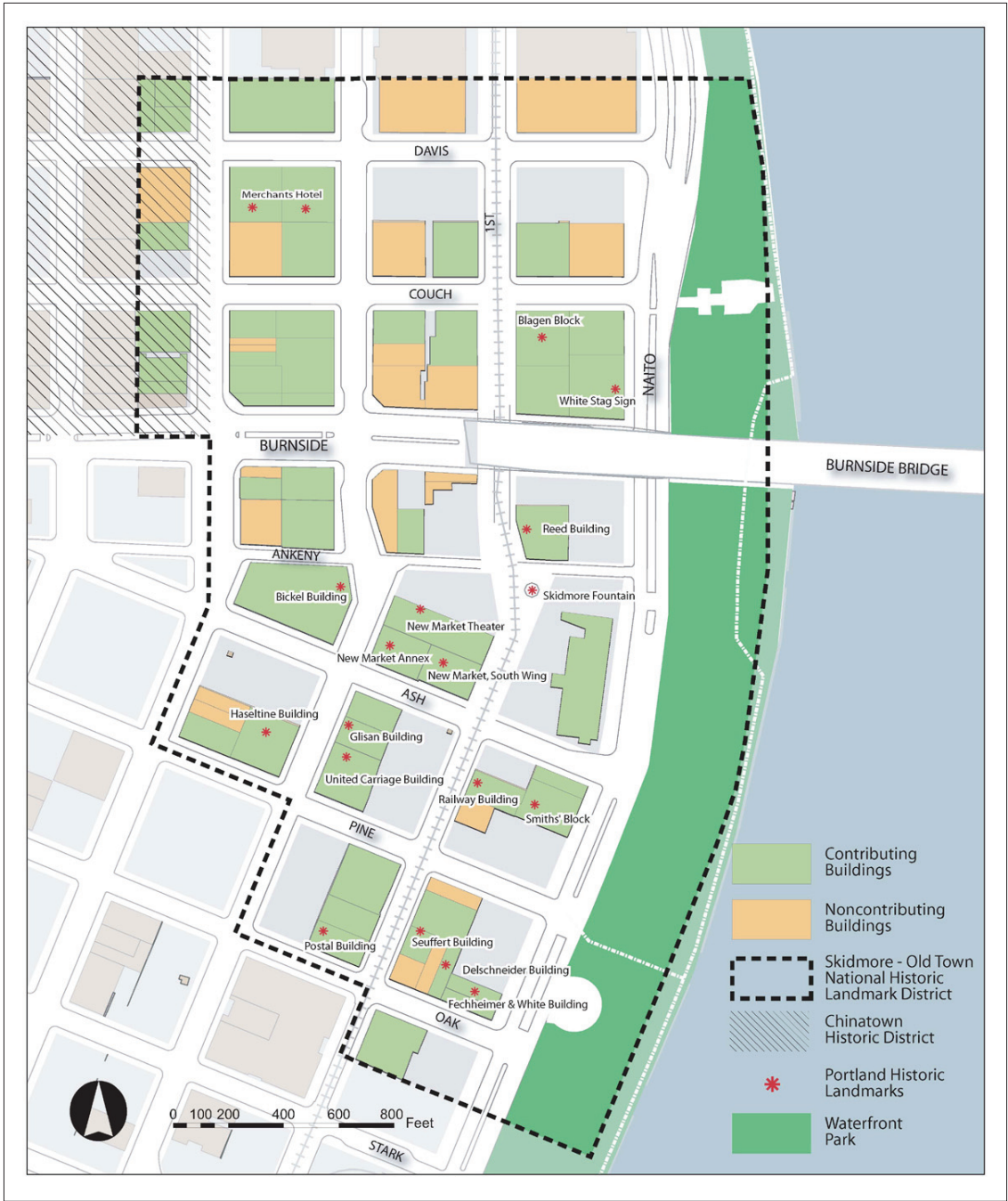
The Development Framework study area has seen many uses since its inception in the mid-nineteenth century. All of these uses have shaped the District’s identity in some way. The most profound elements of the District’s identity today are described below.

Historical significance

The Skidmore/Old Town Historic District was listed on the National Register of Historic Places in 1975. In 1977, the District gained National Historic Landmark status. By definition, National Historic Landmarks are places that have historical significance at the national level, or are exceptional in their ability to represent historical trends common to all Americans of a given era. Of the 2,500 Historic Landmarks in the United States, there are only 158 Landmark Districts.¹

Landmark Districts typically gain designation because of their architectural character, past use, and association with significant historical events or patterns in American history. The significance of the Skidmore/Old Town Historic District is founded in the integrity of its commercial architecture and its links to Portland’s rise as a major West Coast trading center.

The National Register nomination for the District reads as follows: the “Skidmore/Old Town Historic District was once the center of commerce and entertainment in Portland and contains the city’s largest remain-



MAP 2.2: Portland Historic Landmarks and District contributing structures

ing collection of mid- to late-nineteenth century business buildings. The District is an area of approximately twenty blocks. The District is known throughout the United States for its Italianate architecture. The wooden cornices, masonry bearing walls, and the use of architectural cast iron in the street level facades once typified the streets of Portland and are well represented in the present Skidmore/Old Town Historic District.”²

Of the 68 structures within the Skidmore/Old Town Historic District, 46 are currently considered “con-

tributing” structures, meaning they embody the distinguishing characteristics of the Historic Landmark District via their design, materials, and/or construction.

A 2006 update to the 1977 Landmark nomination, currently in progress, may impact the categorization of several structures depending upon the application of evaluation criteria. This could slightly alter the ratio of contributing to noncontributing structures in the District, but is not anticipated to impact it as a whole.



Chinese Joss House in Chinatown (1907). The Joss House was a common meeting place for the Chinese community, as well as a place of worship. Photo courtesy of the Oregon Historical Society.



Chinese laborer (circa 1889). Photo courtesy of the Oregon Historical Society.



Finding shelter on a stoop on NW Couch between First and Second Avenues.

Social and cultural diversity

Since its inception in the mid-nineteenth century, Old Town has had many names, including North End, Japantown, Burnside, Skid Row, and Chinatown. While Portland’s population is relatively homogenous, Old Town has been home to a wide variety of occupational and racial/ethnic groups. Since the City’s founding over 160 years ago, Scandinavian, Greek, Jewish, Roma, Chinese, Japanese, Filipino, African American, and Native American workers and their families filled the streets of the Skidmore/Old Town area.

In September 2000, the \$12.8 million Classical Chinese Garden opened directly northwest of the primary study area. The Chinese Garden has increased tourism in Chinatown, although Chinese residents and businesses are slowly migrating to outer-ring urban and suburban addresses. While it is difficult to ascertain the specific reasons individuals are moving out of Chinatown, recent media reports identify escalating costs and ongoing construction.³

The study area remains more diverse

than the City as a whole, however. According to the 2000 Census, approximately 30% of the study area population was non-white while only 22% of the entire Portland population was non-white (see Figure 2.1). Diversity in the area today is also highlighted by disparities in income.

Service provision

A large percentage of the study area population is homeless and thus underrepresented in statistics generated by the U.S. Census Bureau. With that said, the median documented household income in the study area was approximately one-fourth of the median household income for all of Portland in 2000 at \$10,871. Per capita income for the study area was just 55% of the per capita income for all of Portland in 2000 at \$12,593. In addition, 56.5% of area residents lived in poverty in 2000. If all area residents were represented, these figures might show an even larger disparity.

During weekdays, sidewalks throughout the study area are often full of people queuing for the area’s social services. Lines for the Portland Rescue Mission, Salvation Army, Union

FIGURE 2.1: Racial diversity comparison of study area to all of Portland

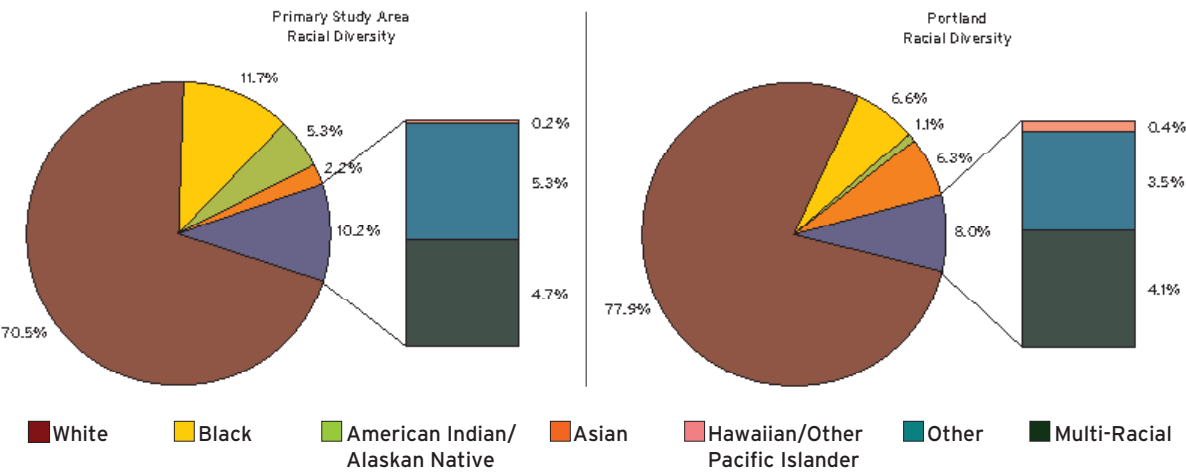


Table 2.1: Essential Elements of the Skidmore/Old Town District Identity Today

Cultural Importance:	Physical Attributes:	Activities:
<ul style="list-style-type: none">» Significant historically for its links to West Coast commercial development» Significant historically for its multicultural heritage and the diversity of its residents» Significant in the past 30 years due to the rise of Saturday Market and other associated markets, giving the District a unique flavor» An emerging cultural/institutional identity: the Chinese Gardens opened at the north end of the District in 2000, the University of Oregon Portland Campus will open in the White Stag Building in 2008, and the non-profit organization Mercy Corps is slated to relocate to the Skidmore Fountain Building in the near future	<ul style="list-style-type: none">» 20 locally designated landmarks and 46 contributing structures within one National Historic Landmark District» Strong repetition of defining architectural characteristics, such as height, scale, massing, and fenestration» Pedestrian- and cyclist-oriented design, achieved through the incorporation of light rail into the District, vehicular restrictions, and streetscape amenities» Unique visual features, such as cast-iron fronts, Skidmore Fountain, the “canopy” created by the Burnside Bridge, and the intimacy of Ankeny Street	<ul style="list-style-type: none">» Strong level of tourism and retail activity on weekends due to Saturday Market and other, associated markets» Strong restaurant and entertainment district due to presence of numerous eateries, bars and nightclubs» Strong social service presence in the District at all hours of the day and week» Strong level of activity during evenings and weekends» Moderate office and institutional use during the weekday created largely by the creative class and public agencies» Lessened levels of activity during weekdays due to current mix of uses

Gospel Mission, and Central City Concern are concentrated on highly visible, main vehicular thoroughfares such as Burnside Street and Second and Third Avenues. While concentrating social service providers into one area is efficient for both providers and users, a visual scarcity of other street activities creates the perception that these streets lack safety and cleanliness, a perception that extends to the study area as a whole, whether accurate or not.

Statistics show that Part 1 Crime (murder, rape, robbery, aggravated assault, burglary, larceny, motor vehicle theft, and arson) in the study area remained at a constant level between 2000 and 2005, but was lower than Part 1 Crime in the area during the early 1990s. Total Person Crime in the study area has been comparable to that of downtown, with rape and assault showing a slight increase in both locations from 2000 to 2005.

Overall, Property Crime has decreased the past five years, and drug abuse cases in the study area and the neighborhood have dropped dramatically. This can be attributed to several factors, including increased police patrol and the exclusion of drug dealers and buyers from the area as part of Portland’s Drug Free Zone Ordinance. Crime reduction data is supported by anecdotal evidence from Portland patrol officers who have observed a decrease in crime and order maintenance issues within the study area.⁴

The social service providers in the study area provide tangible relief and assistance to the District’s underprivileged populations. Collectively, organizations serve over a half-million meals each year and provide programming and services to over 10,000 individuals; the Portland Rescue Mission alone serves nearly 250,000 meals annually. Individuals served include veterans of

the armed forces, those with chemical dependency, victims of domestic abuse, recent parolees, and individuals who lack housing and/or employment. Programs include substance abuse recovery, parole transitioning, health care, vocational education, employment, food and clothing distribution, daily shelter, and ministry.⁵ The provision of social services in the District is central to its identity; it instills the study area with a sense of humanity and compassion.

Entertainment district

On most evenings, the streets of the study area serve as Portland’s most bustling entertainment spot, dotted with restaurants, bars, nightclubs, and music venues. This activity is in stark contrast to the barren feel of the District on weekdays. Several entertainment venues contribute to this phenomenon – ground floors that are booming in the late evening are dark and empty during daytime busi-



Several of the most popular night clubs in the city are located in the study area.



Saturday Market is thriving on weekends, contributing to the District’s identity.



The study area contains several pockets of taverns and restaurants.

ness hours. These venues, along with vacant storefronts and surface parking lots, contribute to public perceptions of disinvestment and crime.

Unfortunately, the majority of bars and nightclubs in the study area, of which there are nearly twenty, do not open their doors until nightfall. For instance, Concept Entertainment Group operates four venues along Second and Third Avenues in the study area, including Barracuda, Bar 71, The Zone, and Dixie. Only Dixie opens before 7:00 p.m. Several bars do help to activate the street environment with sidewalk seating during daily happy hours. However, Portland weather limits sidewalk seating to just five or six months of the year.

Most entertainment venues in the study area are located along Second and Third Avenues. No entertainment venues are located along Naito Parkway and only the Voodoo Lounge, McFadden’s, and Voleur are located along First Avenue. The lack of entertainment venues along Naito and First Avenue in an area known for its nightlife contributes to a general lack of activity near the waterfront.

Urban marketplace

The study area has been a weekend destination for Portland residents and tourists since the mid 1970s due to the Portland Saturday Market, which began as a small collective of vendors that sold handmade goods on Saturdays only. Today, the study area hosts a collection of open air markets and food vendors on both Saturday

and Sunday for ten months of the year. These markets ring the Skidmore Fountain Building, with Saturday Market located east of First Avenue and the Skidmore Saturday and Sunday Market, a group of vendors selling handmade and imported crafts, located west of First Avenue.

According to most sources, Saturday Market is the largest outdoor arts and crafts market in continuous operation in the United States. It was founded in 1974, modeled after the Saturday Market in Eugene, Oregon. Over 220 vendors (on average) gather every Saturday and Sunday from the first weekend of March until the week of Christmas to sell arts, crafts, and prepared foods that members make themselves.

Saturday Market is a mutual benefit corporation. All members share in the cost of operations and are allowed to keep individual profits made from selling their wares. According to Portland Saturday Market management (PSM), members generate approximately \$10 million in annual gross sales and attract over one million visitors to the study area each year.⁶

Saturday Market is best accessed by foot or transit; all three of TriMet’s MAX light rail lines currently stop at the site while the 12, 19, and 20 bus routes stop directly above the Market on the deck of the Burnside Bridge.

PSM is the current owner of the Skidmore Fountain Building and uses the building’s north parking lot

MAP 2.3: Current and future weekend marketplace configuration



for vendor booth space during the weekends. Additional booth space is obtained by renting parking lots to the east of the Skidmore Fountain Building from the Naito family, and portions of Ankeny Plaza from the City. The Naito lots are leased on a month-to-month basis.

Saturday Market creates a tremendous sense of place two days of the week for ten months of the year. Ankeny Plaza and the parking lots that house Saturday Market are energized when they are in operation. However, the area experiences a lack of vibrancy when the Market is not in operation, with deactivating, empty parking lots creating a dispirited impression. In addition, the weekend presence of Saturday Market has not catalyzed significant redevelopment or private investment in the study area.

PSM does not occupy or use the Skidmore Fountain Building as part

of its weekend operations. Instead, the building is home to retail and office tenants. Current market conditions and high vacancy rates for Class C office space have lowered rents and created insufficient cash flow to cover operating expenses and loan payments for the Skidmore Fountain Building. The Portland Development Commission (PDC) has been assisting with payment of these expenditures.

The possibility of redevelopment of the rented parking lots adjacent to the Skidmore Fountain Building, in conjunction with the ongoing financial difficulties of PSM, prompted the PDC and PSM Board of Directors to study options for a permanent home for Saturday Market as part of this Development Framework process.

After analysis, the PSM Board and the Advisory Committee for the Permanent Home Study have decided that PSM will abandon its use of rent-

al lots for vendor space and relinquish ownership of the Skidmore Fountain Building. PSM will increase its use of Ankeny Plaza for vendor space, and move the remainder of its operations across Naito Parkway to Waterfront Park. Mercy Corps, an international non-profit aid organization, will likely assume ownership of the Skidmore Fountain Building and its adjacent parking lots and initiate redevelopment of the site.

Built Fabric

While people and activities create the energy that make a place, the built environment sets the stage - buildings, streets, and open space can support the energy of a place or detract from it. Key attributes of the built fabric in the Skidmore/Old Town District are summarized below; historic attributes are detailed in Appendix A.



Cast-iron Italianate ornamentation in the District.



The Early 20th Century Commercial architecture of the White Stag Building, currently being renovated.



The Italianate architecture of the New Market Theater abuts the Romanesque design of the Haseltine Building.

Historic character

Contributing structures occupy about 62% of building square footage in the District and share many height, scale, massing, and fenestration characteristics. Italianate architecture is the most prevalent in the study area. However, significant Richardsonian Romanesque and Early 20th Century Commercial structures exist as well.

Italianate building facades in the area are typically symmetrical, highlighted by rhythmic fenestrations. The primary and secondary facades of buildings are clearly differentiated. There is strong ornamentation on first floors, with less ornamentation on second and subsequent floors. Upper levels feature rhythmic fenestration patterns with balanced ratios of wall-to-window surface. Ornamentation is evident on the roof cornice. The cornice itself is relatively flat with the exception of a parapet, often indicating a building’s name and construction date.

Italianate building proportions are generally wider than tall with strong horizontal roof lines. Ground floors are generally somewhat taller than the others (18’- 20’), while the remaining floors are of the same height (16-18’). A sense of verticality is maintained through colonnades and windows.

Many Italianate structures in the area are marked with an additional defining feature: cast iron. Once found on almost 200 buildings in the District, cast iron now fronts only 20 structures. This number, while diminished,

is still one of the largest collections of cast iron on the West Coast. The cast-iron fronts remaining in the District feature a variety of decorative patterns but share fundamental elements: evenly-spaced columns, rounded or coffered arches, and high ornamentation.

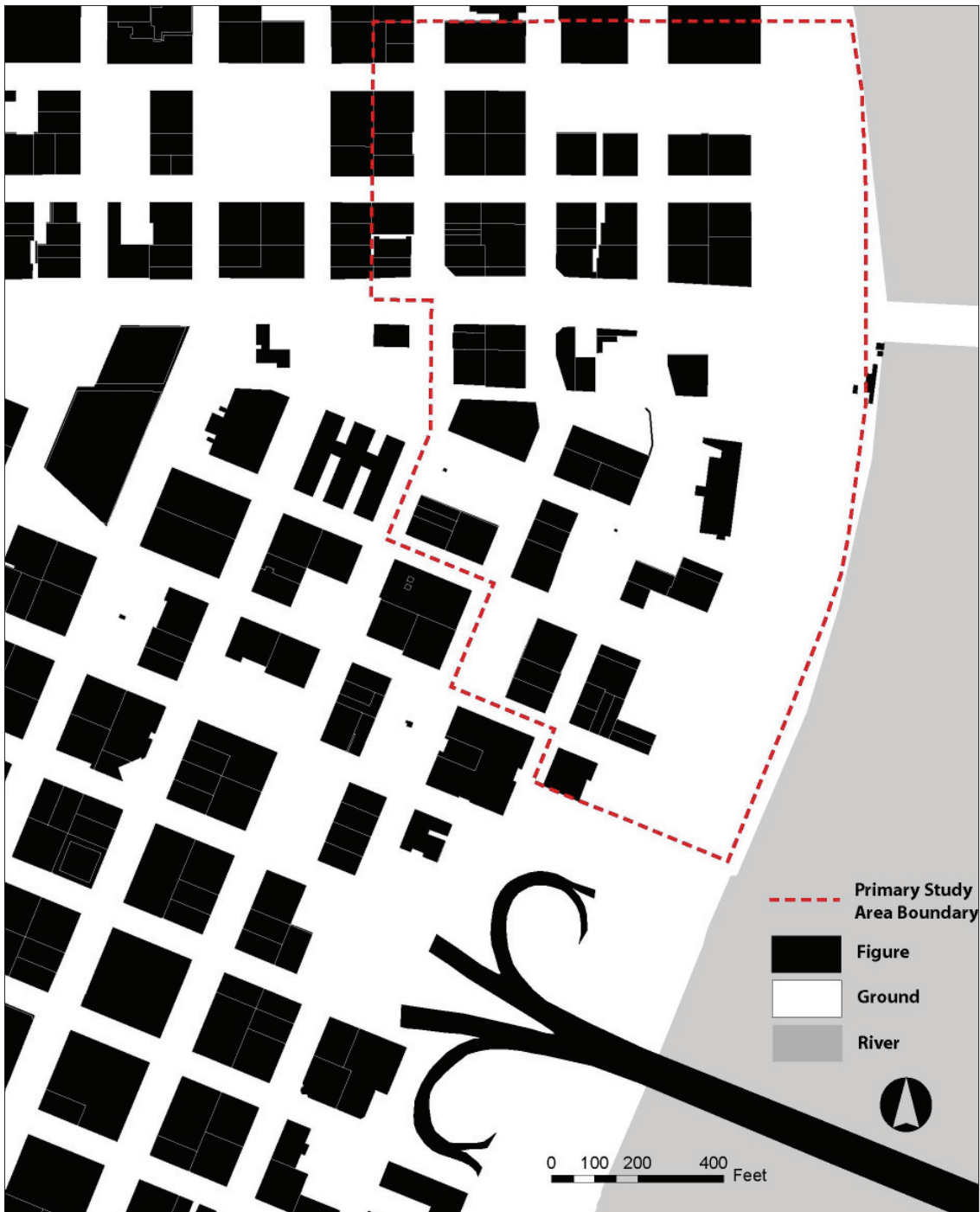
A small number of the approximately 180 cast-iron fronts lost to “rehabilitation” in the early and mid-twentieth century were salvaged by local citizens. Owned by the PDC, these remnants are eligible for reuse in the District in accordance with design guidelines. The remnants available consist of several complete facades as well as many smaller, separate, decorative pieces.

As mentioned, Romanesque and Early 20th Century Commercial architecture impact the District’s historic character as well. Seven Romanesque structures remain, characterized by heavy stone arches and robust, structural columns. Twelve Early 20th Century structures remain, constructed of brick and steel with rectangular window bays, creating a simple, streamlined appearance.⁷

Missing teeth

Although the District is graced with 20 locally-designated landmarks and a number of buildings with cast-iron facades, gaps exist in the built fabric.

Map 2.4 is a figure ground diagram showing the existing buildings and spans of empty space. Historically, the Skidmore/Old Town Historic District was almost entirely built up; very few lots were without a structure. In



MAP 2.4: Study area figure ground

the mid-twentieth century, however, buildings were razed to create room for public infrastructure, surface parking, and new development.

Very little of that anticipated development has in fact occurred. The result is that the District feels inconsistent: beautiful historic buildings look onto surface parking lots; Naito Parkway and the Willamette River are bounded by a built edge that resembles a picket fence; gaps exist on nearly every other block. As Map 2.4 illustrates, most

“missing teeth” are located south of Burnside.

Open space

Skidmore Fountain is situated in Ankeny Plaza, the heart of the Skidmore/Old Town Historic District and the Development Framework focus area. The fountain honors the memory of Stephen G. Skidmore, an early Portland pharmacist whose will provided \$5,000 for the construction of a public fountain. Skidmore Fountain is the defining feature of

the District for many, recognizable in both modern photos and old.

Ankeny Plaza, located at the intersection of First Avenue and Ankeny Street, is an open plaza currently graced with large trees and a colonnade of freestanding arches reconstructed from original cast-iron remnants. The colonnade recalls the architectural character of the District in the mid-nineteenth century. Cut pavers also reinforce the historical feeling of Ankeny Plaza.

Waterfront Park is the only other refined open space in the District besides Ankeny Plaza, providing visitors with nearly 30 acres of recreational park land, in total. Waterfront Park runs along a linear north-south axis, edging the Willamette River until reaching the south end of downtown. Naito Parkway is a major barrier between the District and the north end of the Park, which has pathways, landscaped open space, and a significant but little-visited cultural feature in the Japanese-American Historical Plaza. Crosswalk improvements will, ideally, enable and encourage easier use of Waterfront Park by District visitors.

Streetscape

The alignment of the light rail along First Avenue also contributes to the built fabric of the study area. There is no on-street parking along First Avenue through the District. In addition, automobiles are prohibited on First Avenue between NW Everett



Facade modification at Burnside Street and Second Avenue, designed to accommodate the bridge’s grade change in the early 1950s. The uninviting facade detracts from the overall streetscape.



Open space surrounding Skidmore Fountain at Ankeny Plaza, the result of colliding street grids.



Historic scale along Ankeny Street, looking east.

and SW Ash Streets. Streetscape improvements within much of the light rail corridor include full-grown trees, cobbles, MAX transit facilities and signage. The corridor is unique in the District, removed from the vehicular chaos of the rest of downtown.

Major arterials within the District are configured in a manner that prevents easy access and visibility. The Burnside Bridge does not come to grade until Second Avenue, which creates street level facades on Burnside of what were once second-story fronts. As these second stories were not designed to serve as facades, many of these fronts lack visual appeal, preventing visitors from “experiencing” the District, with the exception of the social service queues on the deck of the bridge. Minor signage exists that points to the District below, but the signage is hard to see among the bustle of cars and buses on Burnside.

Likewise, signage or some form of entrance feature for the District is lacking on Naito Parkway, and stoplights do not appear to slow southbound traffic until Ash Street. Major improvements to arterial streetscape features are underway on Naito: crossings are being improved, along with bike paths, lighting and plantings.

Minor streets in the District feature a number of streetscape amenities, such as large trees and historic street signage. Primary storefront entrances are lacking on minor streets, however, adding to a sense of inactivity.

Street grid

Competing mid-nineteenth century real estate speculators platted lands in the West with little to no municipal oversight. So being, many West Coast cities feature street grids that collide in interesting misalignments. Couch’s Addition collides with the Portland Plat in the middle of the Skidmore/ Old Town Historic District, with Ankeny Street as their seam. Thus, the following conditions exist today:

- Ankeny Street is very short because of its unique position at the north end of the District’s “wedge.” The siting of the US Bancorp Tower, constructed in 1983 between Fifth and Sixth Avenues, eliminated direct access to the street from Burnside. As a low-volume local circulation road with exceptional views of both modern and historic buildings, terminating at Skidmore Fountain, Ankeny Street is a major contributing factor to the District’s identity.
- Ash and Pine Streets are also interrupted by the US Bancorp Tower. Their disconnect from Burnside renders these streets local circulation routes as well, significantly discouraging car traffic in the District.
- Fourth and Fifth Avenues align well across the Ankeny seam, but First, Second and Third Avenues were once misaligned entirely. At some point, the City acquired additional right of way to connect these streets across the two grids. The open space remaining after the realignment of First Avenue served to house Ankeny Plaza and Skidmore Fountain, key features of the District. The open space remaining at Second and Third Avenues was simply paved over, however, and now serves as expanded roadway.

Table 2.2: Character-Defining Elements of the Built Fabric

- | | |
|---|--|
| » A preponderance of Italianate, Romanesque and Early 20th Century Commercial architecture dating from the 1850s to the 1920s | » Historic Skidmore Fountain and the reconstructed cast iron colonnade along First Avenue at Ankeny Plaza, created in street grid open space |
| » Building heights of one to four stories (14 to 85 feet) | » Adjacency to Waterfront Park and the openness of Ankeny Plaza |
| » Masonry construction (brick, parged brick, and stone) | » Colliding street grid at Ankeny along Second and Third Avenues, creating pockets of paved, underused “open space” in roadway |
| » Cast-iron and wood storefronts with wood windows on upper levels, defined by arching patterns (Italianate) | » Burnside Bridge “canopy” over Waterfront Park, Naito Parkway and First Avenue; unattractive facades when crossing Bridge from the east |
| » Strong facades at the street level and on upper stories; clear visual delineation between floors (Italianate) | » Multi-modal transportation access, including MAX light rail, automobile, bicycle and pedestrian allowances |
| » Strong, rhythmic fenestration patterns; a balanced ratio of wall-to-window surface on upper levels (Italianate) | » Historically, an absence of street trees |
| » Heavy stone arches, columns, and cavernous entries (Romanesque) | » Historically few (if any) vacant lots |
| » Simple commercial structures with rectangular window bays (20th Century) | » Historically, cobblestone street paving |

Burnside Bridge “canopy”

Today’s Burnside Bridge replaced an earlier version built in 1894, which came to grade at First Avenue, blending with the historic streetscape to allow for strong visual lines along the unbroken facades of Front, First, and Second Avenues. Today’s Burnside Bridge reaches street level at Second Avenue, three blocks west of the waterfront.

The canopy created by the bridge deck over Waterfront Park and First Avenue is both an asset and a constraint. The area west of Naito Parkway has been used effectively as shelter for Saturday Market and parking. The bridge canopy also creates a multi-dimensional visual dynamic at First Avenue along the light rail tracks.

The canopy east of Naito Parkway is less than ideal, however. It has typically served a utilitarian function only as staging for Waterfront Park events, and, most recently, for Big Pipe construction equipment. While visually intriguing, the canopy has not been used to its full potential or value.

Access

A common attribute of successful historic districts is good access. Good access requires a strategic location, diverse modes of transportation, sufficient parking, and good circulation. Additional information about access, circulation and parking in the study area can be found in Appendix B.

Strategic location

The Skidmore/Old Town Historic District benefits from centrality and adjacency. The study area is within the freeway loop created by Interstates 5 and 405. In addition, it is located at the center of a city-wide grid system that has Burnside Street and the Willamette River as its axes. The study area also benefits from its proximity to neighboring districts such as the Rose Quarter and the Pearl District, linked through light rail and bikeways.

Multimodal transportation

The study area is one of the few areas of Portland where it is easiest to get around without a vehicle. Three bus lines operate on Burnside, stopping



Burnside Bridge coming to grade on the west side of Naito Parkway, creating a canopy over Waterfront Park, Naito Parkway and First Avenue.



Burnside Bridge “canopy” at Waterfront Park, looking west toward the MAX.



MAP 2.5: Study area transit system

on the bridge just above the Skidmore Fountain MAX Station. TriMet operates three MAX light rail lines on First Avenue that board over 6,000 passengers per weekday at stations in or adjoining the study area. Burnside and Second and Third Avenues are classified as city bikeways, and all other streets in the study area are classified as local service bikeways. Waterfront Park provides a car-free route along the river for both cyclists and pedestrians, and the entire Central City is designated as a pedestrian district with

Ankeny Street and Second Avenue classified as city walkways.

Parking

The District’s current parking system operates at a high level of efficiency, particularly during the work week. Of the 2,578 stalls available, the system operates within 54 stalls of optimal occupancy. There will be a parking strain as real estate in the area becomes more valuable and surface lots are infilled. The importance of public transportation will increase.

Circulation

Local streets in the District can be characterized as low-volume, one-directional routes. Traffic volumes on streets correspond with their classifications. Access to and from Naito and Burnside is limited. Burnside prohibits left turns in either direction of travel in the study area, and north-bound Naito has a limited number of turn points into the District. Naito is now undergoing reconstruction. Improvements include left turn bays, new traffic signals, median islands, on-street bicycle facilities, crosswalk replacement, and ADA compliant corner curb ramps.

Site Analysis Summary

After extensive site analysis, several overarching issues can be identified that discourage interest in and use of the District by potential new visitors and residents. These issues are detailed below and are illustrated in Map 2.6. They must be addressed during the course of redevelopment if the Ankeny/Burnside District is to fulfill its potential.

Poor pedestrian crossings

Poor pedestrian crossings exist in two forms: deficient crosswalks, and roadways that serve as barriers. Pedestrian crossings that are dangerous or otherwise deficient are located in the following places:

- NW Davis and Naito Parkway;
- NW Couch and Naito Parkway;
- Burnside and Second Avenue;

- Ankeny Street and Third Avenue;
- Ankeny Street and Second Avenue;
- Ankeny Street and Naito Parkway.

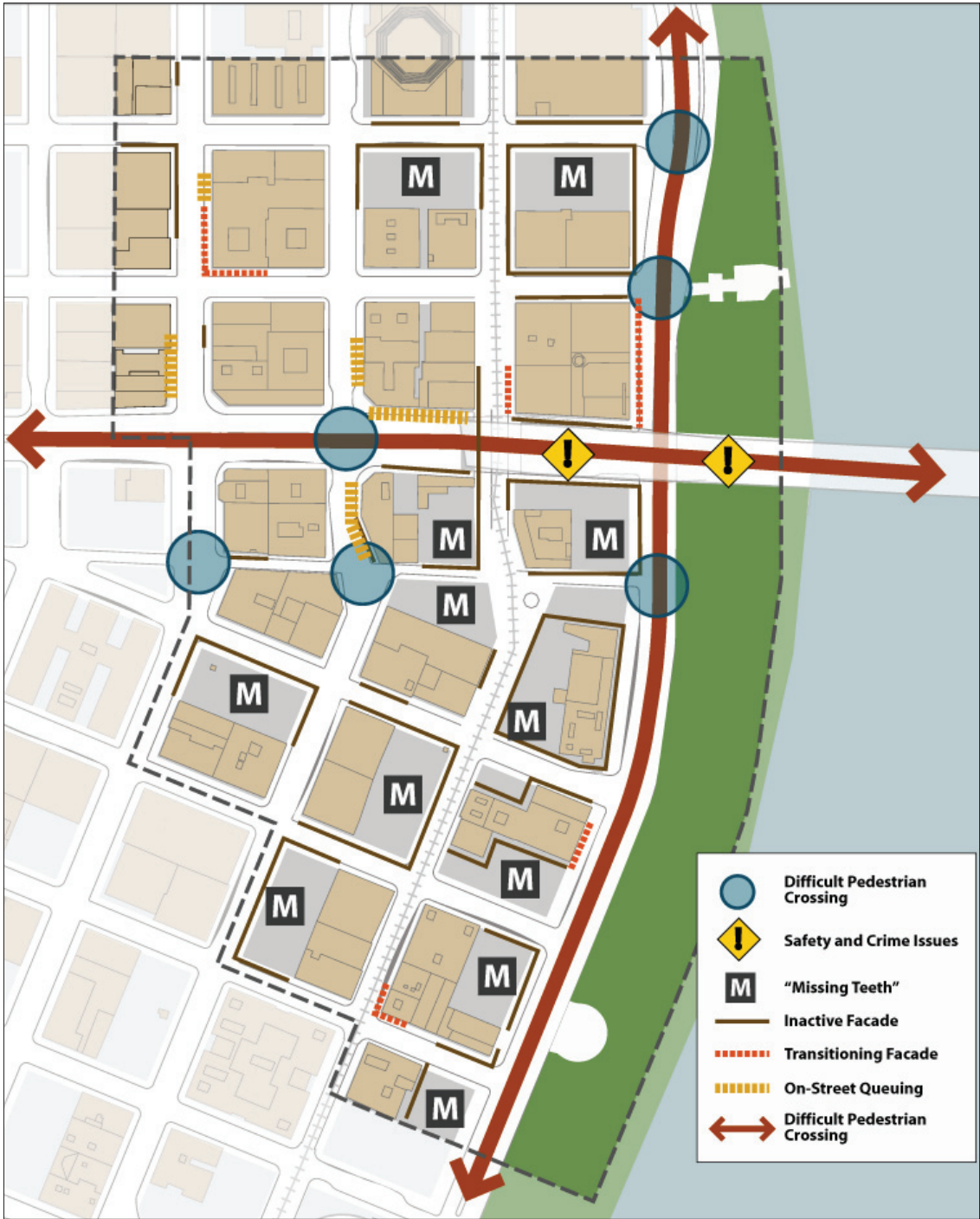
Crossing issues on Naito Parkway are being addressed during reconstruction of the roadway, currently underway. Raised crossings, curb extensions, or improved signalization and signage could assist in improving other crossing issues.

Naito Parkway and Burnside Street present their own, unique pedestrian obstacles. As mentioned, Naito’s issues are being addressed via reconstruction. Burnside has a slow western descent into the District that forms a barrier at several streets, particularly Second Avenue, discouraging crossing. Enhancements to the entire Burnside/Second Avenue intersection need to be made to establish any sort of pedestrian feel.

Safety and crime

Actual crime rates in the Skidmore/Old Town District are akin to those in Portland’s downtown. However, the presence of bars, taverns, social service agencies and their constituents creates a feeling of disinvestment and diminished safety for many of the District’s users.

Two areas suffer from this feeling in particular: the Burnside Bridge “canopy” near the Skidmore Fountain MAX Station and the “canopy” in Waterfront Park. Spatial voids, darkened corners, and colonnades of bridge piers behind which one could



MAP 2.6: Primary issues to be addressed in the study area

hide make both places discomforting to be at night or when alone. Improvements such as screening, call boxes, and improved lighting could enhance visitors’ sense of safety.

Inactive facades

Inactive edges on buildings are uninviting to the pedestrian passerby. At edges such as these, ground floor uses are either nonexistent or minimal, and facade treatments are uninteresting. A casual observer may not see anyone coming or going from these sites in a

given hour. The street environments along Naito Parkway and Ash Street are relatively inactive. Street-level activity along First Avenue is sporadic and activity throughout the rest of the District is clustered. Inactive edges can be remedied through the selective construction of primary storefront entrances, the installation of pedestrian furnishings, or the creation of exciting sidewalk activities such as seating at restaurants and food carts.



District nightlife.



Ongoing daytime activity is prevalent on only some blocks in the District.



The New Market Theater is primarily office space with some retail and food on the north side.

On-Street queuing

Social service providers and their constituents are central to the Ankeny/Burnside identity. The humanitarian services provided by social service agencies instill the District with a strong sense of compassion. Embracing the “real people” who value, depend upon, and utilize the District today is a central vision of the Development Framework.

No provisions currently exist for the queues that develop outside of the District’s social service agencies, as the area’s structures were not designed with the social service needs of today in mind. This can be problematic for those seeking services, as they must wait in inclement weather or in the midst of traffic. In addition, it is believed that some who seek to use the District for non-social service reasons avoid it due to intimidation and fear. Greater accommodation of queuing needs to be provided.

Union Gospel Mission is at the forefront of this effort. Their new facility, currently under construction, can accommodate queues inside. This will be an improvement for both constituents, who will no longer have to stand outside while waiting, and passersby.

Mix of Uses

Vacancy rate estimates in the District for above-ground-floor square footage range from 15 to 20%. In addition, a significant amount of space is used

sub-optimally (e.g. personal storage). Approximately 130,000 square feet of land, or 17% of non-public right-of-way land, is also vacant. Most of this is currently used for surface parking. A detailed description of all land uses is provided below, noting occupancy rates and rental/sale rates per use type. Additional information on this topic can be found in Appendix C.

Residential

The study area has a limited supply of housing; the small amount that does exist primarily serves the subsidized and/or affordable housing market. Land use data suggests that of the 400 to 450 housing units in the area, 30 to 50% are single-room occupancy units (SROs). A constant demand for such housing exists, resulting in vacancy rates that are negligible.

Market rate rents in the area vary from \$600 to \$800 for a one bedroom apartment and \$750 to \$1,350 for a two bedroom apartment, considerably lower than prices in neighboring areas such as the Pearl District. The amount of rental or for-sale product in this market class is insignificant.

Office

The study area has a relatively active office market with an eclectic mix of tenants attracted to the neighborhood’s unique environment, convenient location, and relatively low lease rates. Specifically, the neighborhood market caters to smaller “pioneer” tenants in the creative fields (e.g. software and internet, architects and designers,

Table 2.3: Summary of District Uses and Use Characteristics

» 400-450 housing units in the area with a negligible vacancy rate and almost no for-sale product	» Significant percentage of housing devoted to SROs and very-low income residents
» 872,000 square feet of office space with a vacancy rate of 10-15%; average lease rates currently at \$15 per square foot	» Average office and retail lease rates that are 60% of those in the Central Business District
» 350,000 square feet of retail space with a vacancy rate of 10%; average lease rates currently at \$12 per square foot	» Strong attraction for the creative class and business startups due to good location and affordable rates
» 91,000 square feet of entertainment and food-related establishments; 75,000 square feet classified as general dining, and 16,000 square feet classified as restaurant/tavern and entertainment	» Local and independent retailers and dedicated market audience
» 84,000 square feet of social services; 101,000 square feet of public facilities; 324,000 square feet of surface and structural parking	» Large tavern and nightclub presence
	» Emerging institutional presence through the rehabilitation of the White Stag building for the University of Oregon, and potential rehabilitation of the Skidmore Fountain Building for Mercy Corps

marketing, and start-ups) that do not require a prestigious Central Business District address, are willing to occupy less conventional space, and can tolerate perceived neighborhood safety issues. In return, they get direct proximity to the Central Business District and the waterfront, excellent mass transit and bicycle accessibility, cheaper and more abundant parking, a hip and historic setting, and below-average costs. This attraction has allowed the District to serve as an incubator office market for the rest of the City.

About 872,000 square feet of office space exists in the project study area. The vacancy rate is estimated at about 10 to 15%, which is comparable to downtown as a whole. Meanwhile, lease rates average about \$15 per square foot, as compared to about \$25 for Class A space in the Central Business District.

Retail

The study area currently serves as a tourist destination in the Portland Metro region. This role defines both the type of retail tenant that exists in

the area, as well as their performance. Specifically, the area is dominated by local and regional independent retailers, with few national tenants. Retail uses include an eclectic mix of arts and craft venues, galleries, antiques stores, and boutiques oriented toward tourists and Saturday Market patrons. The bulk of weekday retail demand is generated by office workers. However, the area does not, at present, serve as a destination for regular daily purchases by local residents.

Annual retail lease rates average about \$12 per square foot, compared to \$20 or higher in the Central Business District. Overall, there is about 350,000 square feet of retail space in the study area, most of which is on the ground floor of office, residential, or warehouse/storage buildings. The vacancy rate is about 10%, compared to 6% in the downtown as a whole.

Food and entertainment

As previously mentioned, the study area is one of the City’s most vibrant entertainment districts, with a mix of

bars, restaurants, daytime eateries, and coffee shops, as well as theaters and nightclubs. Restaurants vary in price, food type, and clientele; taverns specialize toward the weekday evening clientele and the weekend nighttime adventurer.

About 91,000 square feet of restaurant and restaurant/tavern establishments exist in the study area. Of this, 75,000 square feet is classified as general dining. Nearly 16,000 square feet is classified as restaurant/tavern.

Other uses

Other land uses in the study area include social services, public facilities, parking, and park/open space. Social services, excluding SRO units, occupy approximately 84,000 square feet of building space. Fire Station #1 accounts for 101,000 square feet of building space. Approximately 324,000 square feet of combined surface and structured parking are scattered throughout the study area, including the public parking structure at First Avenue and NW Davis. Ankeny Plaza provides just over an acre of

public recreational open space, and Waterfront Park provides, in total, almost 30 acres of public open space.

The 2008 addition of the University of Oregon Portland Campus will add a unique audience to the District as students, faculty, and staff search out support services. Initially, the White Stag building will provide 90,000 total square feet of institutional space, with classrooms, a library, event space, galleries, a University store, and a cafe.

Investment

The study area contains the largest concentration of historic buildings in Portland. While many of these historic buildings were at least partially renovated or rehabilitated in the 1970s and 1980s, major investments in the past twenty years have been relatively rare, despite a number of public financial incentive programs. Notable renovation and rehabilitation projects between 1975 and 1995 include the:

- Blagen Building (1983);
- New Market Theater (1983);
- George Lawrence Building (1985);
- Packer Scott Building (Skidmore Fountain Building, 1985); and
- Oregon and Washington Investment Trust Building (1991).

The rationale for more recent lack of investment, particularly private investment, may be grounded in economics.

Development economics

Economic analysis reveals that prevailing market and financial parameters

in the study area make developing its many surface parking lots imprudent. With the existing market conditions and an all-around low level of entitlements, surface parking is estimated to yield the highest return on investment for current property owners.

Given the existing market and regulatory environment, office development is infeasible on vacant land, even with no alternative uses, because existing lease rates will not warrant the level of investment required. Residential development is estimated to be marginally feasible on a vacant parcel with no existing income stream. When current income from surface parking is considered, residential development without subsidy only becomes profitable when a project is allowed to reach approximately 95 feet in height.

Given existing height restrictions, current market conditions would need to improve to make new development profitable. Economic analysis suggests that a 4% increase in average condominium sale prices would make the relative return for residential development more favorable. For office development, average lease rates per square foot would have to increase by 6% in real terms to make development preferable to surface parking.

The financial feasibility of rehabilitation is difficult to ascertain due to the unique circumstances associated with individual projects. According to developers, the costs associated with successful rehabilitation range from

about \$100 to \$200 per square foot. The costs associated with reuse suggest that annual lease revenues would have to increase by \$8.50/square foot to \$17.00/square foot before such investments would be profitable, or that public subsidy of rehabilitation is necessary.

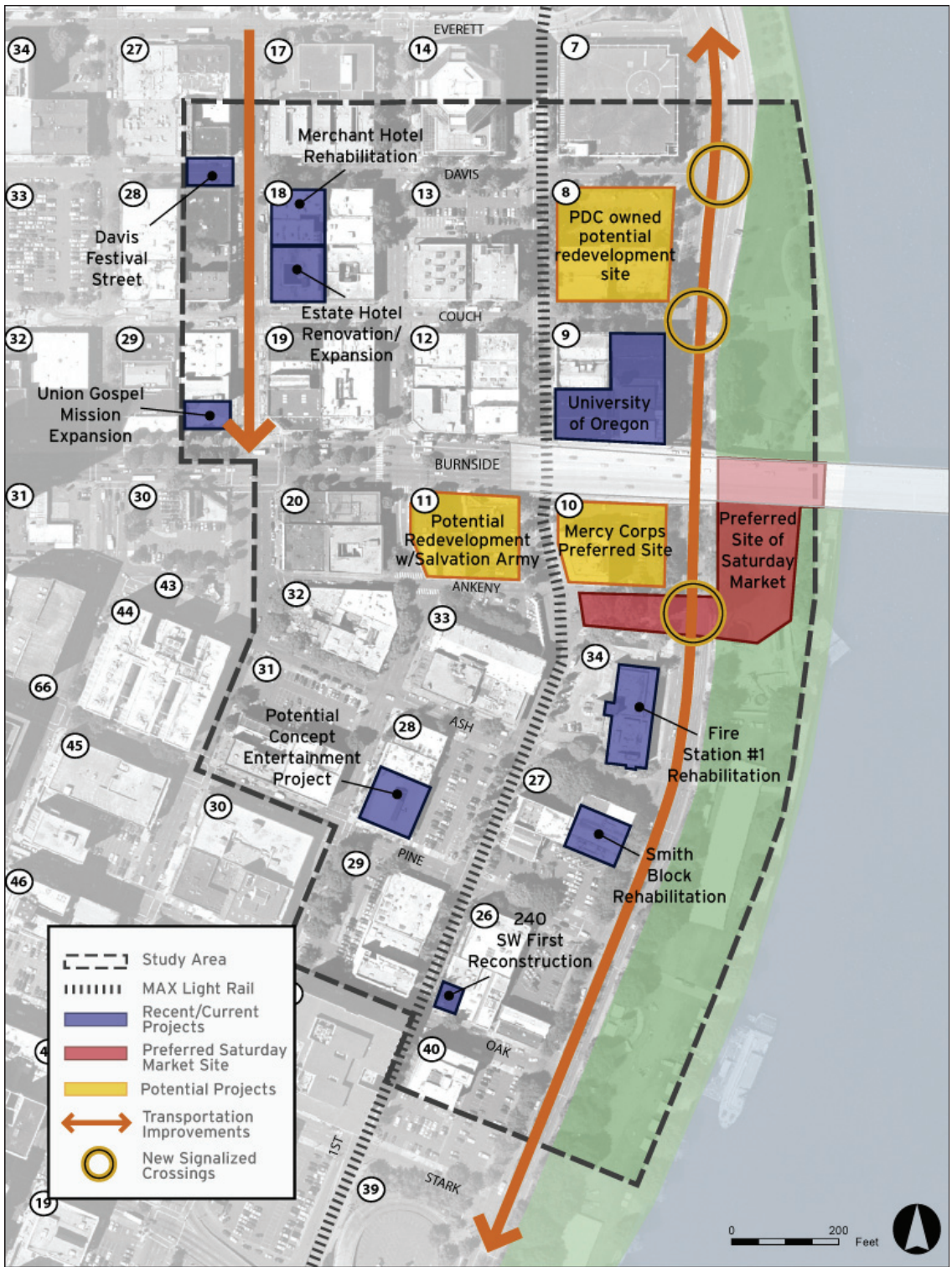
The economic model that generated the analysis above can be found in Appendix C. Note that all statistics provided above and in Appendix C are based upon hypothetical development cash-flow pro formas for prototype projects.

Recent investment

With the recent redevelopment of several historic neighborhoods in the Central City, interest in the Skidmore/Old Town Historic District has piqued. The District's proximity to light rail, the waterfront, and other Central City amenities makes it appealing for many uses. Restoration, adaptive reuse, or essential upgrades of the following structures have recently been completed or are currently underway:

- Freimann Kitchen Building (2002);
- Merchant Hotel (2004);
- Freimann Restaurant Building (2006);
- 240 SW Oak (underway);
- Estate Hotel (underway);
- White Stag Building/Bickel Block (underway); and
- Smith Block (underway).

Because of their potentially higher cost and lower rate of return, the majority of major urban historic reha-



MAP 2.7: Current and potential projects in the District

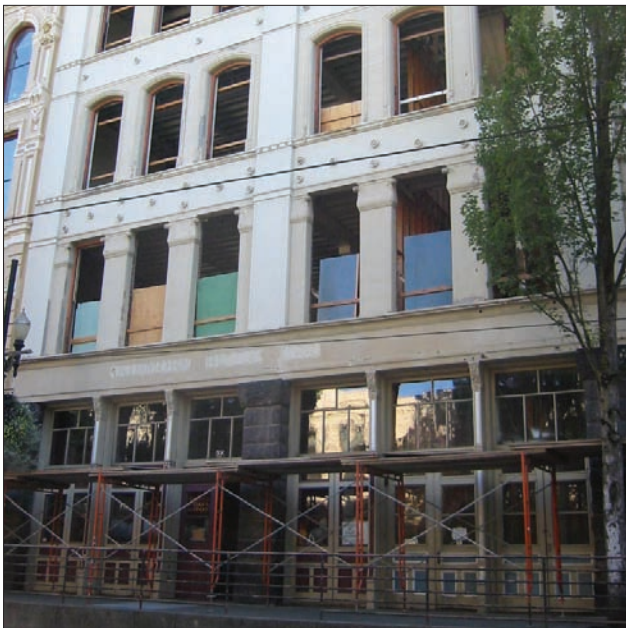
bilitation projects utilize some form of public subsidy to assist in their implementation, from federal tax credits to state property tax reductions to the use of urban renewal funds. Indeed, all of the above-listed projects required or are requiring some level of public assistance to assist with rehabilitation expenses. Current redevelopment efforts could assist in improving market rates so as to enable private-only endeavors in the future, however.

Investment proposals currently under consideration are located in the District as shown on Map 2.7. They include:

- Block 8: restoration/rehabilitation of the block, including the Globe Hotel (PDC-owned);
- Block 10: sale/rehabilitation of the Skidmore Fountain Building (Saturday Market/PDC-owned) and relocation of Mercy Corps’ world headquarters to block;



The University of Oregon’s rehabilitation project will encourage daytime pedestrian activity in the District.



The University of Oregon’s Portland Campus will open in January 2008. Improvements to the White Stag Building and the Bickel Block are underway.



Smith’s Block is being rehabilitated on Naito Parkway.



The Downtown Waterfront Urban Renewal Plan addresses improvements to Waterfront Park and areas adjacent to the Willamette River.



The reconstruction of Naito Parkway is in accordance with existing transportation plans and studies.



A diversified mix of housing must be provided as a result of redevelopment efforts.

- Block 11: renovation/reconstruction of the Salvation Army buildings (Salvation Army-owned); and
- Relocation of the Portland Saturday Market to Ankeny Plaza and Waterfront Park (PDC/Saturday Market concept).

Improvements to infrastructure are also underway in the District. Street improvements to Third and Fourth Avenues, and Davis Street between Third and Fourth, were recently completed. Improvements to Naito Parkway are in progress, and include improved pedestrian crossings, on-street parking along the west side of the street, and bike lanes, among others.

Planning Context

Analyzing the planning and regulatory context of the District is necessary to understand the opportunities and challenges that future redevelopment initiatives will face. A review of plans, studies, reports, zoning regulations, and design guidelines was conducted to understand development requirements in the Skidmore/Old Town Historic District. A more detailed summary of this contextual information is provided in Appendix D.

General plans

Four general plan documents guide development in the District: the original 1972 City of Portland Downtown Plan, the 1988 City of Portland Central City Plan, the 1995 Central City Transportation Management Plan, and the Metro 2040 Regional Growth

Concept. These documents maintain the downtown core of Portland as the metropolitan regional center for business, professional services, finance, and government, and seek to create and maintain vibrant arts and entertainment districts in the Central City.

Development plans and studies

PDC and the City of Portland have been working for decades in the project area, and have developed a variety of development plans and studies that seek to spark revitalization in the District. Of particular relevance are the Downtown Waterfront Development Opportunities Study, the Downtown Waterfront Urban Renewal Plan, the Old Town/Chinatown Development Plan, and the Central City Urban Renewal Area Study. Each of these documents have helped guide the project team’s understanding of potential implementation and investment strategies.

Land use/transportation plans

Three land use and transportation plans are particularly relevant to the project area: the Burnside Transportation and Urban Design Plan, the Naito Streetscape Improvement Plan, and the Waterfront Park Master Plan.

These documents directly impact land use and transportation infrastructure within the District and have been instrumental in developing the evaluation framework for implementation recommendations.

Base Zone: Central Commercial

A three-tier zoning hierarchy exists in the District that will impact development efforts. The base zone for the District is Central Commercial. This zone covers all of the Skidmore/Old Town Historic District, in addition to much of the surrounding area. This zone essentially calls for high density development, pedestrian orientation, and safe and attractive streetscapes. It allows for a wide variety of commercial office, retail, and residential uses.

Central City Plan District

The second zoning tier is the Central City Plan District (33.510), which implements the Central City Plan and addresses circumstances particular to the Central City. Regulations from the Central City Plan District supersede base zone provisions where differences exist. While many standards articulated in the Central City Plan District apply to the study area, those most pertinent to this plan include:

- 33.510.200 Floor Area Ratios
- 33.510.205 Height
- 33.510.210 Floor Area and Height Bonus Options
- 33.510.225 Required Building Lines
- 33.510.220 Ground Floor Windows
- 33.510.225 Ground Floor Active Uses
- 33.510.261 Parking

Historic Resources Overlay Zone

The third tier in the zoning hierarchy is the Historic Resources Overlay Zone, which works in conjunction with other zoning provisions to provide the Skidmore/Old Town Historic District with strong regulatory protec-

tions. Central to the Overlay Zone are clauses regarding historic design review, demolition review and preservation incentives.

New construction and major exterior alterations to existing structures in the District will require design review, which varies in its intensity depending upon the scope of alterations proposed. Demolition review will occur for contributing structures in the District only; the City has the authority to deny a demolition request or place conditions on its approval. A variety of preservation-related incentives are also detailed in the code.

Design Guidelines

The Central City Fundamental Design Guidelines are applicable in the District. In addition, a District-specific set of guidelines, the Skidmore/Old Town Historic District Guidelines, also apply.

Special issues

Two issues are addressed in existing policy that deserve special attention:

- *Entitlements:* the District currently has a 75' height limit and a Floor to Area Ratio (FAR) of 4:1 for new development or redevelopment of existing buildings, set forth in the Central City Plan. With bonuses, an FAR of 7:1 is attainable. These limits may make private development in the District unfeasible if market conditions do not improve. However, some level of height and FAR restriction will be needed to preserve the small-scale character

of the District.

- *“No Net Loss” Housing Policy:* In August 2001, Council adopted a No Net Loss resolution to preserve, rehabilitate and/or replace housing in the Central City that is affordable to households at or below 60% MFI. The resolution directed PDC and the Bureau of Housing and Community Development to develop funding and implementation plans to meet near term goals through the preservation or replacement of 1,200 affordable housing units by 2006. The study area has a large portion of the affordable housing in the Central City. Changes to housing in the area must consider the overall housing mix.



MAP 2.8: Study area assets, issues and opportunities

Summary of Assets, Issues & Opportunities

Assets

- The Skidmore/Old Town Historic District, unified by one of the nation’s largest collections of cast-iron buildings, is listed on the National Register of Historic Places and has earned National Historic Landmark status.
- The study area has a rich multicultural heritage and remains one of the more racially and ethnically diverse areas of Portland.
- Ankeny Plaza and Skidmore Fountain provide a unique urban open space and mark the heart of Portland, and Waterfront Park and the Willamette River are directly east of the District.
- Saturday Market attracts over one million visitors to the study area each year; it will soon occupy some of Waterfront Park.
- Connections to the waterfront have been improved as part of Naito Parkway’s reconstruction; the Davis festival street provides space for community gatherings between NW Third and Fourth Avenues.
- The study area is in a strategic location at the center of Portland; excellent transit service is available with several buses running east and west along Burnside and three light rail lines running north and south along First Avenue.
- A vibrant collection of evening entertainment venues exists.
- Social service providers in the study area serve tens of thousands of individuals each year including veterans, victims of abuse, and homeless individuals.
- There is demonstrated interest in and commitment to the District on the part of major institutional entities.
- Nearly one-fifth of the non-public right of way land in the study area is currently used as surface parking, creating many pockets of inactivity and “missing teeth” in the built fabric.
- Sporadic activity and vibrancy occur in the study area: Saturday Market only operates on weekends ten months of each year and most entertainment venues in the study area do not open until nightfall.
- There is a general lack of housing in the study area and a very small residential population; a large portion of the existing population lives in poverty.
- Current market conditions require public subsidization and/or a change in height/FAR regulations to make significant private development in the study area profitable.

Opportunities

- Vacant buildings and surface parking lots offer an opportunity to redefine the study area and strategically frame the historic character of the existing built fabric.
- The intersections of Ankeny Street at Second and Third Avenues include “extra” public right-of-way created when land was acquired to join the streets of the colliding grids; this land could be used to enhance the public realm.
- Three-quarters of Block 8 is available for new development and the Globe Hotel is available for rehabilitation.
- Mercy Corps may relocate to the Skidmore Fountain Building and a new structure may be constructed on the remaining three-quarters of the site so as to consolidate its global headquarters and house its microfinance operation and a World Hunger Museum.
- While funding has yet to be identified, a new plaza and interactive water feature are planned for the area adjacent to the Ankeny Pump Station in Waterfront Park.

Issues and constraints

- There is a perception that crime is rampant in the study area, particularly under the Burnside Bridge.
- Lines form outside many of the social service providers in the study area, contributing to the perceived lack of safety and making adjacent properties unattractive to investors.

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CHAPTER III

DEVELOPMENT OBJECTIVES AND
EVALUATION FRAMEWORK

IN THIS CHAPTER
COMMUNITY VISION
AGENCY GOALS
DEVELOPMENT PARAMETERS
SITE OBJECTIVES

UNDERSTANDING CONDITIONS IN THE SKIDMORE/OLD TOWN DISTRICT TODAY

allows one to parlay development visions and goals into tangible site objectives, and to create an evaluation framework for future development carried out in the context of this plan. The objectives and evaluation framework defined herein seek to achieve the community’s visions for the study area, as well as the objectives of the Bureau of Planning and the Portland Development Commission. The evaluation framework is strongly informed by the physical and economic parameters of the District today. Appendices A and C provide detailed analyses of two key parameters: the District’s historical significance and development economics.



The first of three community workshops focused on establishing a vision for the study area.



Project staff provided background context on a site tour with the Stakeholder Advisory Group (SAG).



Design charrette participants create development models that respond to stated visions.

Community Vision

Through a 15-month planning process and numerous public involvement efforts, an overarching community vision was defined for the Ankeny/Burnside Development Framework: *“Create a vital and vibrant District that retains and reinforces the history and character of the Ankeny/Burnside area.”*

This vision was expanded through public workshops, technical advisory group meetings, and stakeholder interviews and meetings to include:

- Activation of the District;
- Consideration of new, mixed uses;
- Retention of existing, unique uses;
- Preservation and enhancement of existing historical character;
- Retention of a pedestrian feel;
- Enhancement of links to adjacent neighborhoods and open space; and
- Retention of a mix of incomes, ages, and races in the District.

As the planning process concluded and draft Development Framework recommendations were revealed, five additional community priorities emerged. They included:

- Development of a cohesive District identity that reflects Skidmore/Old Town’s unique character, yet complements adjacent downtown neighborhood identities;
- Retention of the historic character of the District through strong regulatory reviews and incentives for the reuse of original cast-iron remnants;

- Safety improvements under and atop the Burnside Bridge;
- Implementation of priorities from other plans, such as the Old Town/Chinatown Vision/Development Plan, that are yet unrealized; and
- Investment of available public funds as strategically as possible so as to improve market conditions and enable future, fully private market developments.

Agency Goals

The Skidmore/Old Town Historic District has numerous development assets, but lacks daily activity. In addition, the District has high vacancy rates, provides a low level of tax revenue, and suffers from a negative public perception that crime in the District is worse than elsewhere in downtown. So being, the Portland Development Commission and the Portland Bureau of Planning created the following goals for the Development Framework, some of which coincide with the community goals noted above:

- Stimulate development on vacant and underused land;
- Encourage the reuse and preservation of historic structures;
- Maintain and improve public plazas, parks, and streets;
- Improve transit and transportation infrastructure;
- Establish strong connections to the rest of downtown, Waterfront Park, and the Willamette River;

- Increase housing and jobs; and
- Allocate available public resources in a manner that will most effectively and efficiently stimulate private-market investment.

Development Parameters

A contiguous built fabric, diversity of uses, and critical mass of users are common to successful, market-driven historic districts throughout the nation, as detailed in Appendix E. It is felt that the Skidmore/Old Town Historic District needs to fill in its “missing teeth” and expand its range of facility types to attract new and more visitors to the District. With increased market opportunities, fully private investment may be more viable.

Market-driven investment carries with it, however, the risk of overzealous modifications to the built fabric. As detailed in Appendix E, successful, market-driven historic districts in the United States and Canada also share a strong regulatory review process for exterior alterations and new development.

Several significant parameters exist for development in the Ankeny/Burnside area. These parameters shape the ways in which community and agency visions and objectives can be implemented. In some instances, development parameters are eligible for reconsideration; other parameters are fixed.

Physical constraints

Fifty-five percent of existing land area



Rehabilitating historic structures carries greater financial risk than new construction due to the unpredictability of site conditions. Restoration and rehabilitation costs can range from \$100-\$200 per square foot.

in the District (not including public rights of way) is occupied by historic structures; 62% of building square footage is derived from historic properties. The entire study area is encompassed by the Skidmore/Old Town Historic District, and both zoning regulations and design guidelines impact exterior alterations and new construction.

Two zoning regulations will most impact future redevelopment efforts in the study area, although many regulations apply. A 75' foot height limit will restrict additions and new construction; a maximum Floor Area Ratio (FAR) of 4:1 will impact allowable density.

The District also has a strong regulatory review process for exterior modifications and new construction due to its presence in the Historic Resources Overlay Zone. Design guidelines specific to the District

recommend a variety of spatial and aesthetic treatments. New construction and major exterior alterations to existing structures in the District will require design review. Demolition review will occur for contributing structures in the District; the City could deny a demolition request or place conditions on its approval. A variety of preservation-related incentives also exist as a result of the zone overlay.

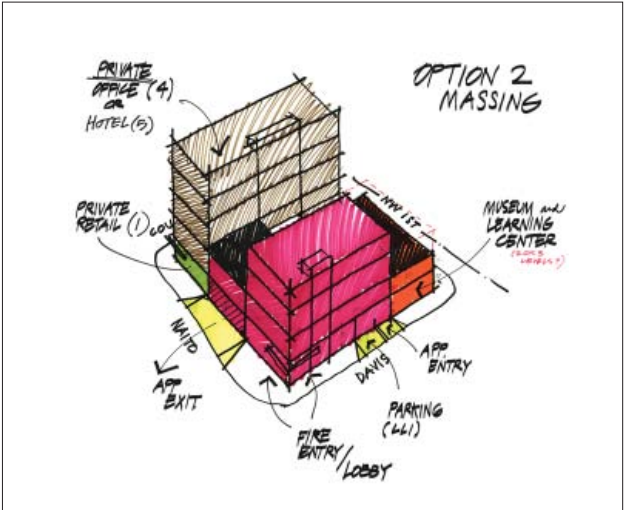
Economic constraints

Historic structures have redevelopment costs that average \$100-\$200 per square foot, and expenditures for such projects are less predictable than those for new construction. Thus, adaptive reuse is a greater financial risk than new construction and infill.

The ground floor configurations of many historic buildings in the District are not



Pedestrian features, such as crosswalks, enhance a sense of safety and connectivity. Improve crossings in the District where possible.



Explore options for increased height and density that complement the historic character of the Skidmore/Old Town Historic District .



Reuse of cast iron remnants from the District has already occurred to enhance landscape design; reuse of cast iron in new construction is encouraged.

attractive to some large national-level retailers, dissuading some potential anchor tenants from investing.

Current market conditions require public subsidization and/or a change in regulations to make significant private development in the area profitable, and thus, feasible.

Recent development decisions support the notion that true market-driven investment is not possible in the District today. Several rehabilitation and new construction projects are underway. While momentum is building in the study area, these projects are all relying upon some level of public subsidy from local agencies to fill their funding gaps.

Site Objectives

With community visions, agency goals and development parameters in mind, the following site-specific objectives were derived for the Skidmore/Old Town Historic District. These objectives will serve as an evaluation framework for assessing future projects and overall progress in the context of this plan. These objectives are also the foundation of the implementation strategy detailed in Chapter Six.

Activate the District

The District is currently active evenings and weekends. To activate the District the rest of the time, the following objectives should be implemented:

1) Expand the number and mix of uses offered in the area beyond nighttime entertainment venues and weekend commercial use so as to diversify the range of users and use patterns. Specifically, encourage office, institutional, and residential uses, which would increase traffic flows during the day and in the evenings. Encourage office and institutional use north of Ash Street and east of Second Avenue. Encourage residential development south of Ash Street, east of Second Avenue.

2) Maintain existing entertainment and commercial uses to retain the vibrancy that does exist at night and during the weekends. Focus entertainment venues west of First Avenue. While ground floor retail and entertainment may be appropriate in several locations, waterfront opportunity sites should be retained for market rate residential and Class A office development. Reconfigure existing market uses to allow for redevelopment of the Skidmore Fountain Building.

3) Implement associated objectives: improve the public realm to allow for special events and activities; improve pedestrian features so as to enhance a sense of safety and connectivity.

Encourage economic rebirth

The combination of current market conditions and restricted entitlements are serving as a disincentive to capital investment. To stimulate private investment in the District, the following objectives should be implemented:

1) Discern which sites in the District are “catalytic opportunity sites,” meaning their development will have the largest positive impact on revitalization in the area for the least amount of public investment. Encourage anchor tenants in these opportunity sites, and evaluate what level, if any, of public subsidy would generate the highest rate of private return.

2) Consider the visual and contextual impact of increased height limits on the Skidmore/Old Town Historic District. Several potential development sites exist where additional height and density may not negatively impact the historic character of the area. Consider increasing effective height limits and FAR in areas where current vacant parcels exist, and retaining height limits and the current FAR in areas where few vacant plots exist.

Such a strategy could reduce the need for public subsidy on some blocks, thus increasing the pool of public money available for preservation on blocks with significant or contributing structures. This objective is not intended to encourage the demolition of historic structures; care should be taken to avoid this. This objective would have the added benefit of creating a visual transition between the District and taller adjacent development.

3) Strongly encourage residential development on vacant land that is in closest proximity to contributing structures, as the feasibility threshold

for such projects requires a lessened public subsidy or height increases of only 20 feet (two stories), as compared to the higher public subsidy or height increases required for office and institutional development.

4) Implement associated objectives: create a diverse mix of uses to bring new users to the District and diversify existing use patterns; retain existing high-visibility uses, such as Saturday Market, which is a small business incubator as well as a tourist and resident attraction.

Retain existing character, uses, and the mix of people

The Skidmore/Old Town Historic District is one of only two National Historic Landmark Districts in Oregon. In addition, the area’s current mix of uses makes it a unique destination within the metropolitan area. To retain the District’s character, unique uses, and mix of people, the following objectives should be implemented:

1) Review the existing regulatory framework and revise as necessary. Consider the importance of design guidelines to the retention of distinctive historic features. Evaluate which guidelines need to be refined and strengthened to ensure that new construction fits with the existing visual character. Evaluate which, if any, of the existing zoning regulations serve to diminish capital investment and could be modified to encourage private enterprise.



Consider how the mix of housing impacts overall demographics when planning housing developments.



Weekday surface parking is currently used by Saturday Market vendors. Saturday Market will soon adjust its location to allow for development of these lots.



Saturday Market is a distinctive venue within the region. Build upon this asset to reposition and revitalize the District.



Improved connections to Waterfront Park are sought to enhance the pedestrian scale of the District, as well as existing recreational and landscape assets.



Multi-modal access is a key asset within the District. Use and improve existing transportation infrastructure during redevelopment.



Perceptions of safety must be improved, particularly under the Burnside Bridge, to encourage activity and use.

- 2) Encourage the reuse of original cast-iron remnants through incentives.
- 3) Provide for social service venues in building, streetscape, and landscape redesigns. Current building and streetscape configurations have no provisions for the queues that assemble today, creating the perception of a public safety issue. Make room for these services to allow them to more easily co-exist with new development.
- 4) Implement associated objectives: retain existing high-visibility uses, such as Saturday Market, which is both a tourist and resident attraction; improve pedestrian features so as to enhance a sense of safety and connectivity while maintaining the existing sense of scale.

Capitalize on existing assets

Several strong assets exist in the District, and should serve as foundational elements of any redevelopment effort. To capitalize on the District’s best existing assets, the following objectives should be implemented:

- 1) Take advantage of recent improvements to Naito Parkway when positioning or repositioning new and existing uses, such as Saturday Market. Ensure that proposed uses benefit from improved crossings and enhanced access to Waterfront Park, a regional recreational attraction.
- 2) Use the scale and location of Ankeny Street to its maximum advantage. Ankeny features low traffic volumes, a pedestrian scale, and a unique

street pattern that showcases historic architecture and character. Enhance pedestrian accessibility on this street by improving crossings at Second Avenue, and reducing or eliminating vehicular access on Ankeny.

- 3) Take advantage of the District’s strategic location and multi-modal transit access to encourage mixed-use development. Envision what uses are most enhanced by the presence of light rail and other modes of public transit.
- 4) Microenterprise is a defining feature of the District at present, and an element many wish to preserve. Consider how small businesses and market ventures can be best served through policy decisions and facility designs. Make space for market-oriented enterprise throughout the District.

- 5) Implement associated objectives: encourage preservation and enhancement via modifications to existing design guidelines and the reuse of original cast-iron remnants; retain existing high-visibility uses, such as Saturday Market, which is both a tourist and resident attraction.

Retain/enhance the existing pedestrian environment

Pedestrian access to the Ankeny/Burnside District is not only vital for successful redevelopment, as detailed above, but is central to the District’s appeal: the area’s pedestrian scale is deeply reflective of the District’s history and is unique among downtown

neighborhoods. To retain and enhance this central feature, the following objectives should be implemented:

- 1) Improve key elements of the pedestrian environment: crossings at major intersections and screens and dividers near maintenance corridors so as to enhance the visitor or resident’s sense of personal safety.
- 2) Restore historic landscape features, such as paving materials, plantings, benches and decorative lights, based upon research and documentation.
- 3) Redevelop open spaces in Waterfront Park and Ankeny Plaza to support more programmable and interactive events.



One asset of the District is its distinctive architecture, featuring large windows and strong vertical and horizontal lines. New construction should complement these features.

Table 3.1: Development Framework Objectives

Activate the District

- » Diversify the current mix of uses
- » Maintain existing active uses, such as retail, market, restaurant and entertainment venues
- » Enhance pedestrian features and other elements of the public realm to inspire a greater sense of comfort and safety in potential new visitors and residents

Retain existing character, uses and mixes of people

- » Encourage the reuse of cast iron through incentives
- » Provide for queuing in building/landscape redesigns
- » Retain high-visibility uses such as Saturday Market
- » Strengthen the regulatory framework as is necessary
- » Improve the public realm but retain the existing scale

Encourage economic rebirth

- » Identify/develop catalytic opportunity sites
- » Consider the benefits and drawbacks of increased height and FAR in the District
- » Encourage residential development near contributing structures in order to respect existing height/FAR limits
- » Consider office/institutional uses at edge opportunity sites, where increased height/FAR limits may have a lesser impact

Capitalize on existing assets

- » Maximize recent infrastructure/building improvements when planning new uses
- » Use the District’s location and multi-modal access to its best advantage
- » Consider how to best serve small businesses
- » Encourage the reuse of cast iron
- » Retain high-visibility uses like Saturday Market

Retain/enhance the existing pedestrian environment

- » Improve the public realm but retain the existing scale
- » Restore historic landscape features
- » Redevelop open spaces and plazas to provide for better event programming



CHAPTER IV

CONCEPT DEVELOPMENT

IN THIS CHAPTER

DESIGN PROCESS

DESIGN PRINCIPLES

CONCEPT EVOLUTION

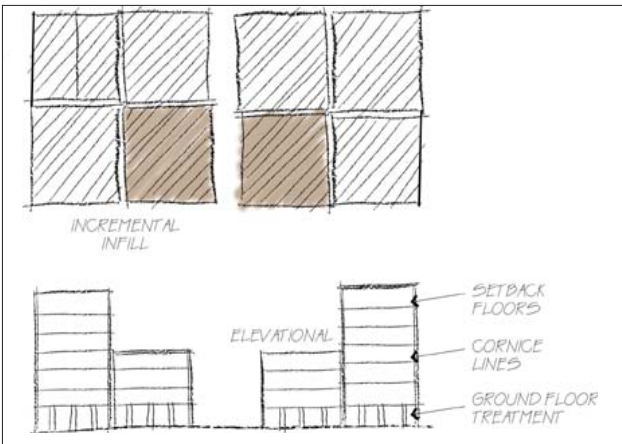
THIS CHAPTER OUTLINES THE PROCESS, PRINCIPLES, AND CONCEPT EVOLUTION of the urban design vision for the Skidmore/Old Town Historic District. Critical development and relocation decisions were made throughout the 15-month planning process that necessitated a flexible and responsive conceptual design approach. Thus, the Development Framework planning process was punctuated with three design charrettes. During these charrettes, key design concepts were conceived and then refined with project staff, technical advisory and stakeholder advisory group input. Each iteration of the urban design concept built upon the strengths of previous iterations, addressing new challenges and incorporating new opportunities as they arose throughout the process.



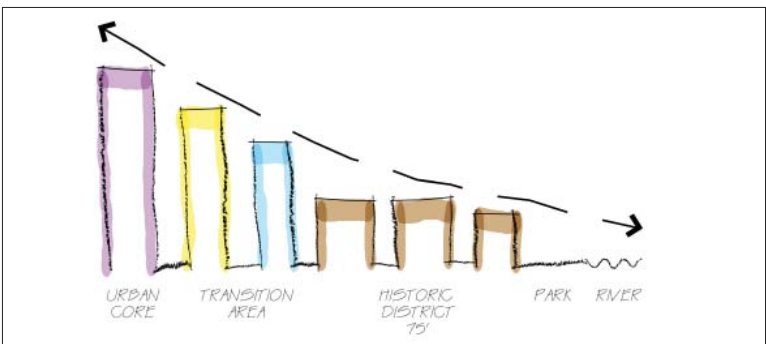
1. Introduce a wide range of uses to create a vibrant neighborhood.



2. Support and enhance Saturday Market, a magnet in the study area.



3. Respect the historic form and character of Skidmore/Old Town.



4. Capture the essence of history in a modern city through building heights, while respecting the integrity of the District.

Design Process

The urban design concept for the Skidmore/Old Town Historic District evolved over the course of fifteen months and three intensive design charrettes. A design charrette, named for the cart that was used to collect the work of design students at the École des Beaux-Arts in Paris after several sleepless nights of work, is an intensive, collaborative design session that typically spans multiple days.

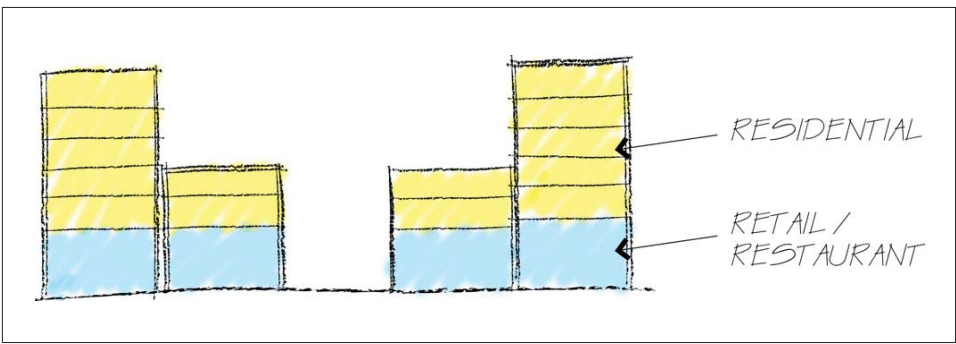
The charrettes employed in the design process each spanned two days and brought together a team of planners, urban designers, architects, economists, and transportation specialists. The first charrette, held in February 2006, concluded with a public presentation. The second charrette occurred in May 2006 and the final charrette occurred in September 2006. Both the second and third charrettes concluded with presentations to project staff and the Stakeholder Advisory Group.

The design process built upon a strong foundation of input gathered during three well-attended community workshops, stakeholder interviews and Stakeholder Advisory Group meetings, and from City and PDC staff.

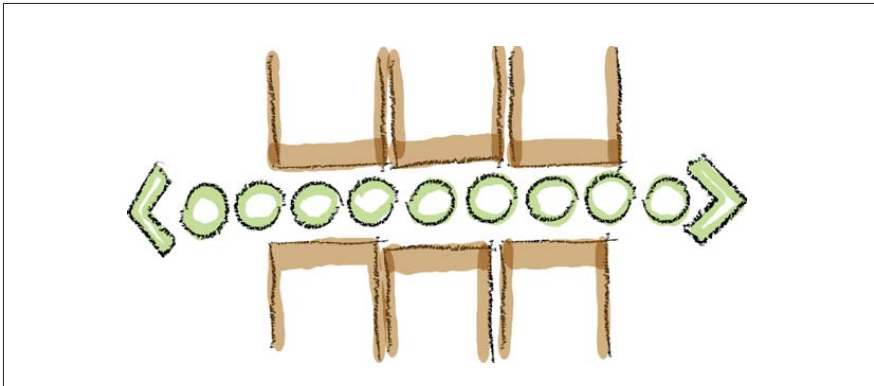
Design Principles

The challenge of the first design charrette was to distill a large volume of site and other information into a concise set of design principles to guide the team during the design process. Overarching project goals were translated into ten design principles:

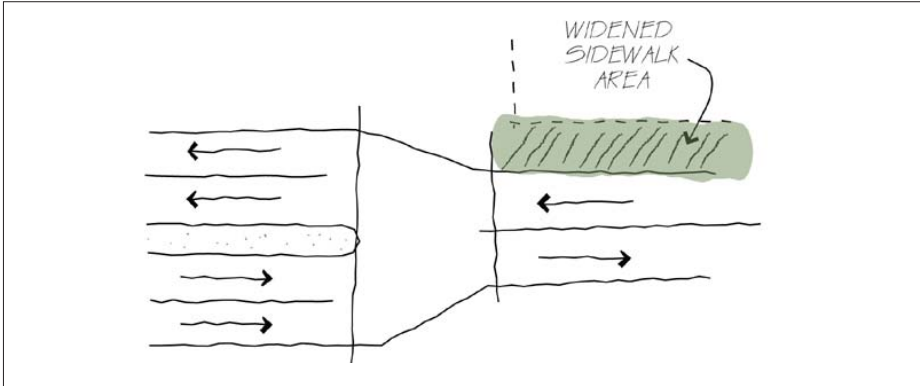
1. Introduce a wide range of uses to create a vibrant neighborhood;
2. Support and enhance Saturday Market, a magnet in the study area;
3. Respect the historic form and character of Skidmore/Old Town;
4. Capture the essence of history in a modern city through building heights, while respecting the integrity of the District;
5. Increase residential density and housing choice in the District;
6. Connect the District to the River and the Central City;
7. Reduce the impact of Naito Parkway through functional and streetscape improvements;
8. Reinforce Ankeny Plaza as the central focal space for the District;
9. Create an animated public realm with public-oriented uses on the ground floor; and
10. Locate new parking facilities to service the whole District.



5. Increase residential density and housing choice in the District.



6. Connect the District to the River and the Central City.



7. Reduce the impact of Naito Parkway through functional and streetscape improvements.

Concept Evolution

A secondary goal of the first design charrette was to examine development and revitalization potential with and without the move of Fire Station #1. At the beginning of the planning process, Fire Station #1 was slated to move to Block 8 in the District, as its current facility on Block 34 does not meet seismic code. Block 34 was also identified as a catalytic opportunity site in the Waterfront Development Opportunities Study. However, it was decided mid-way through the planning process that Fire Station #1 would not move because of exorbitant construction cost estimates.

As it occurred before the final decision on Fire Station #1 was made, the first charrette ended with a public presentation of four development scenarios:

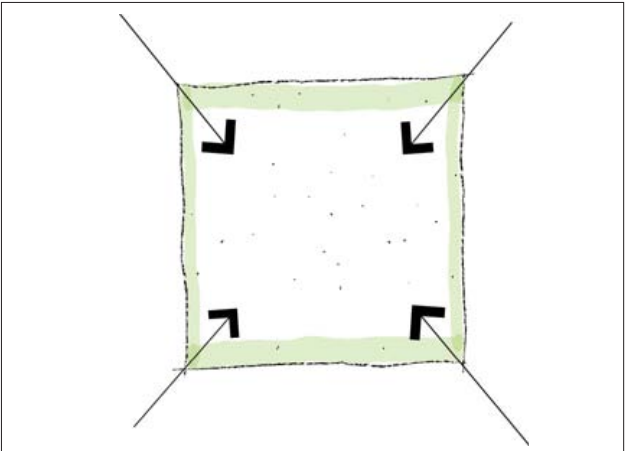
- 1A. Fire Station #1 moves and the Portland Public Market locates in Skidmore Fountain Building;
- 1B. Fire Station #1 moves and other uses move into the building;
- 2A. Fire Station #1 doesn't move and the Public Market does not locate into the District; and

2B. Fire Station #1 doesn't move and Public Market does locate to the Skidmore Fountain Building.

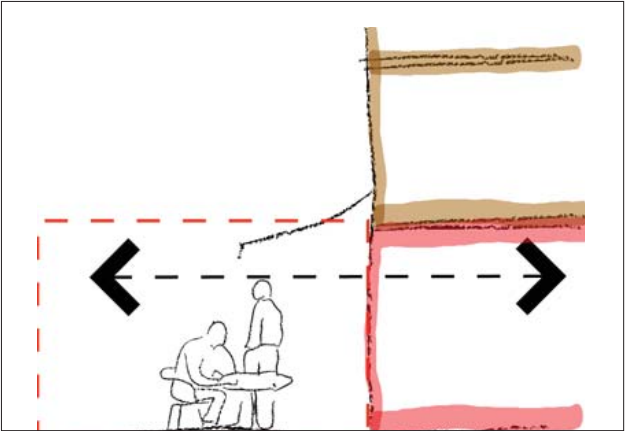
The preferred concept from the first charrette was Scenario 1B because it had the greatest potential for catalytic change and the development of a market concept, while minimizing impacts to existing markets.

The goal of the second charrette was to create a scenario that showcased the Portland Saturday Market while maximizing catalytic change. The result was a design concept that located Saturday Market in plazas along Ankeny Street, moved Fire Station #1, and made the Skidmore Fountain Building and Block 10 available for Mercy Corps.

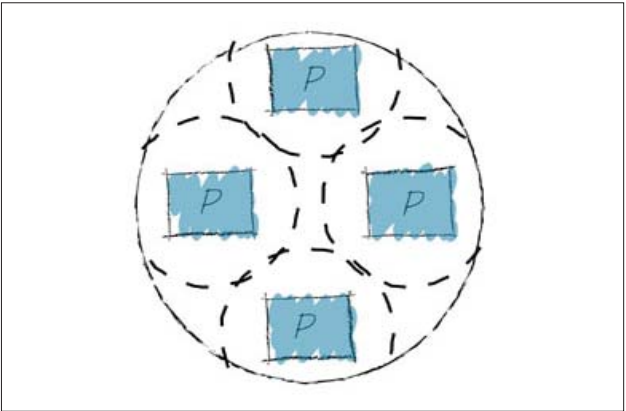
The goal of the final charrette was to incorporate the strengths of the previous design concepts in light of the decision to keep Fire Station #1 on Block 34 and locate Saturday Market in Ankeny Plaza and Waterfront Park. The concept identified catalytic opportunity sites and included removing the fire museum from Block 34 to expand Ankeny Plaza.



8. Reinforce Ankeny Plaza as the central focal space for the District.



9. Create an animated public realm with public-oriented uses on the ground floor.



10. Locate new parking facilities to service the whole District.

DESIGN CHARRETTE I: URBAN DESIGN CONCEPT
WITH & WITHOUT FIRE STATION MOVE

FIRE #1 MOVE W/ PUBLIC MARKET IN
SKIDMORE FOUNTAIN BUILDING






FIRE #1 MOVE W/ PUBLIC
MARKET ON BLOCK 34



NO FIRE #1 MOVE AND
NO PUBLIC MARKET



KEY ELEMENTS	<ul style="list-style-type: none">• Fire Station #1 moves north to Block 8• Public Market in Skidmore Fountain Building• Residential on Block 34• Moderate height & density increase at select edge sites• Saturday Market in Waterfront Park & Ankeny Plaza• University of Oregon in White Stag Block• New parking structures on Block 28 and Block 30	<ul style="list-style-type: none">• Fire Station #1 moves north to Block 8• Public Market on Block 34 with hotel or residential above• Moderate height & density increase at select edge sites• Saturday Market in Waterfront Park & under Burnside Bridge• University of Oregon in White Stag Block• New parking structures on Block 28 and Block 30	<ul style="list-style-type: none">• Fire Station #1 doesn't move• Fire museum removed to expand Ankeny Plaza• Saturday Market in current location & expanded Plaza• No Public Market• Substantial height & density increase throughout District• No University of Oregon
OPPORTUNITIES	<ul style="list-style-type: none">• Adds to the existing cluster of markets• Increases number of residents and mix of housing in the neighborhood• Creates new jobs• Adds student population to the District	<ul style="list-style-type: none">• Adds to the existing cluster of markets• Increases number of residents and mix of housing in the neighborhood• Creates new jobs• Adds student population to the District• Includes hotel on Block 34	<ul style="list-style-type: none">• Quickly increases number of residents in neighborhood• Increases mix of housing• Creates new jobs• Expands Ankeny Plaza• Revenue from sale of height and FAR bonuses
CHALLENGES	<ul style="list-style-type: none">• Moves Saturday Market into Waterfront Park• Moves Fire Station #1• Increase of allowable height and density at the edges of Historic District• Site not ideal for Public Market	<ul style="list-style-type: none">• Requires activation of market halls on weekdays• May move portion of Saturday Market to Waterfront Park• Moves Fire Station #1• Residential over Public Market• Increase of allowable height and density at the edges of Historic District	<ul style="list-style-type: none">• Significant increase of allowable height and density detracts from historic character• Removes Fire Museum• Little new development near Ankeny Plaza
CONCLUSION	Public Market displaces Saturday Market NOT PREFERABLE	Creation of market District with minimal disruption to existing markets PREFERABLE	Diminished historic character with minimal change to core NOT VIABLE

CHARRETTE II: DESIGNING FOR SATURDAY MARKET		CHARRETTE III: FIRE STATION STAYING IN CURRENT LOCATION
NO FIRE #1 MOVE W/ PUBLIC MARKET IN SKIDMORE FOUNTAIN BUILDING	MARKET SPINE ALONG ANKENY STREET	MARKET IN WATERFRONT PARK & ANKENY PLAZA
		
<ul style="list-style-type: none">• Fire Station #1 doesn't move• Fire museum removed for new residential development• Public Market in Skidmore Fountain Building• Substantial height & density increase throughout District• Saturday Market in Waterfront Park & Ankeny Plaza• University of Oregon in White Stag Block• New parking structures on Block 28 and Block 30	<ul style="list-style-type: none">• Saturday Market in three nodes along Ankeny• Fire Station #1 moves north to Block 8• Public Market on Block 34 with hotel or residential above• Moderate height & density increase at select edge sites• University of Oregon in White Stag Block• New parking structures on Block 31 and Block 30	<ul style="list-style-type: none">• Fire Station #1 doesn't move• Fire museum removed to expand Ankeny Plaza• Saturday Market in Ankeny Plaza & Waterfront Park• No Public Market• Moderate height & density increase at select edge sites• Mercy Corps on Block 8 or Block 10• Parking structure on Block 31• University of Oregon in White Stag Block
<ul style="list-style-type: none">• Adds to the existing cluster of markets• Significantly increases number of residents in neighborhood• Increases mix of housing• Creates new jobs• Activates Ankeny Plaza• Revenue from sale of height and FAR bonuses	<ul style="list-style-type: none">• Adds to the existing cluster of markets• Increases number of residents and mix of housing in the neighborhood• Creates new jobs• Adds students to the District• Strengthens Ankeny connection	<ul style="list-style-type: none">• Expands Ankeny Plaza• Supports Saturday Market• Increases number of residents and mix of housing in the neighborhood• Creates new jobs• Adds students to the District• Strengthens Ankeny connection
<ul style="list-style-type: none">• Significant increase of allowable height and density detracts from historic character• Moves Saturday Market into Waterfront Park• Removes Fire Museum• Public Market without Fire Station #1 move	<ul style="list-style-type: none">• Moves portion of Saturday Market into Waterfront Park• Creates a three node scenario for Saturday Market• Moves Fire Station #1• Relies on market spaces in Ankeny R.O.W.• Increase of allowable height and density in Historic District	<ul style="list-style-type: none">• Moves Saturday Market partially into Waterfront Park• Removes Fire Museum• Increase of allowable height and density at the edges of Historic District
Diminished historic character and displacement of Saturday Market NOT VIABLE	Conflicts with City's later decision not to move Fire Station #1 NOT VIABLE	Showcases Saturday Market, fills missing teeth, and maintains historic character PREFERRED ALTERNATIVE

