

---

CHAPTER V

DEVELOPMENT FRAMEWORK

---

IN THIS CHAPTER  
FRAMEWORK ELEMENTS  
OPPORTUNITY SITES  
SUPPORTING STRATEGIES

**THIS CHAPTER OUTLINES THE PHYSICAL AND PROGRAMMATIC FRAMEWORK** required to guide an appropriate revitalization of one of Portland’s greatest assets—the Skidmore/Old Town Historic District. The Development Framework prioritizes known and conceptual development opportunities, indicating which can have a catalytic impact and which can play vital, supporting roles. The Framework also outlines physical and programmatic supporting strategies, such as District-wide design guidelines, streetscape improvements, and signage at specific intersections.

Framework Elements

Revitalization of the Skidmore/Old Town Historic District cannot be achieved through a few simple policy changes or one major development project. Instead, it will occur through a series of progressive, well-defined, synergistic strategies and initiatives that build upon one another and set the course for real change. While a single development project can be susceptible to shifts in the market, a multi-layered and cohesive strategy, with programs, policies, and improve-

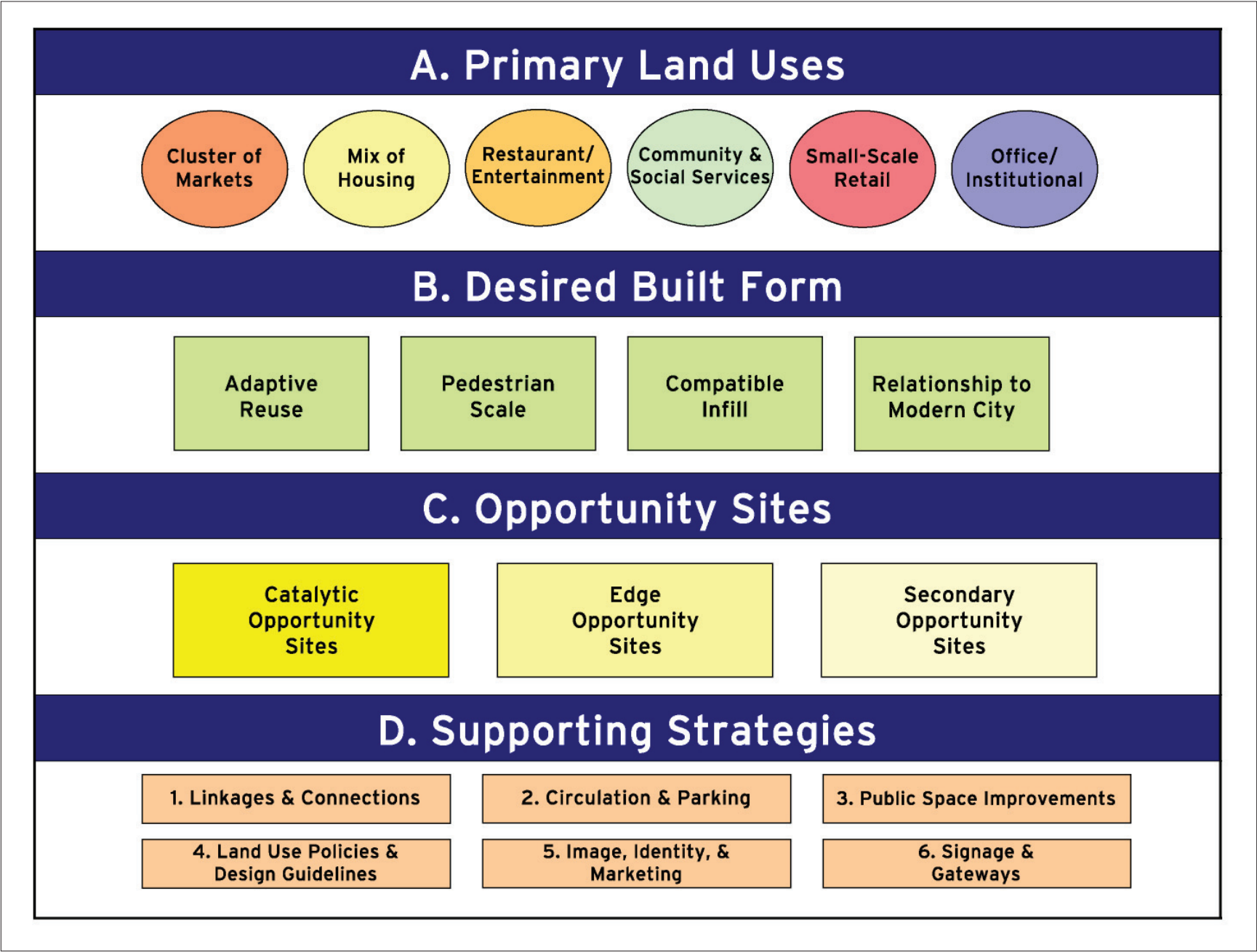
ments to support development, will be better able to respond to unforeseen changes in the future.

The Development Framework maps the multi-faceted, multi-layered approach necessary for success. The framework prioritizes action categories into a four-tiered hierarchy. This hierarchy (Figure 5.1) first identifies **Primary Land Uses**, the existing and future land uses most important for achieving the vision and goals for the Skidmore/Old Town Historic District; second, **Desired Built Form**, a com-

bination of public and private buildings and open spaces that provide the envelope for future development; and third, **Opportunity Sites** that contribute to the desired built form and set the groundwork for additional development in those land use categories. Finally, **Support Strategies** reinforce the primary land uses, desired built form, and opportunity sites.

Together, these levels provide a short and long-term structure for addressing issues and challenges that have faced the District for years.

FIGURE 5.1: Development Framework



Primary land uses

Six primary land uses are identified as vital to the future economic health and vitality of the District:

- A cluster of markets;
- A mix of housing;
- Restaurant/entertainment;
- Community and social services;
- Small-scale retail; and
- Office/institutional.

Skidmore/Old Town has a successful cluster of weekend markets, the largest concentration of social service providers and single room occupancy (SRO) housing in the City, a popular collection of restaurants and entertainment venues, and an entrepreneurial spirit that is captured best by unique and local small businesses.

Any successful revitalization effort begins by supporting and building upon existing strengths. The Portland Saturday Market and other weekend markets have made the District a popular destination for locals and a must-see for travelers from around the world. Future success of the area will require retaining the existing markets and ensuring that revitalization efforts support a **Cluster of Markets** and other outdoor attractions all days of the week.

The strong market for high-end housing in and around downtown Portland suggests that Skidmore/Old Town could become a neighborhood marked by disparity. Wealthy residents on balconies overlooking Waterfront Park would stand in stark contrast to SROs

and small studios overlooking homelessness and soup kitchens along internal streets and sidewalks. Future policies and actions must strive to ensure a **Mix of Housing** options throughout the District by retaining affordable housing, creating workforce housing, and accommodating higher-end market rate housing.

Social services in Portland are concentrated in Old Town. Unfortunately, the lack of breadth and abundance of other uses in the area contribute to and magnify issues created by this concentration. The efficiency and convenience created by concentrating services can be bolstered by promoting a greater variety of **Community and Social Services**. A broader mix of uses overall, coupled with strategies outlined later in this chapter and in the Priority Implementation Strategy, will benefit social services in the area while addressing commonly held negative perceptions.

Another current strength of the Skidmore/Old Town Historic District is its variety of **Restaurant/Entertainment** venues. Restaurants and entertainment venues currently activate several pockets of the District. As the District is revitalized and more people live and work in the area, restaurant/entertainment uses will be in even greater demand.

Community input and economic analysis suggest that Skidmore/Old Town is an ideal incubator for small businesses and entrepreneurs. Specialty



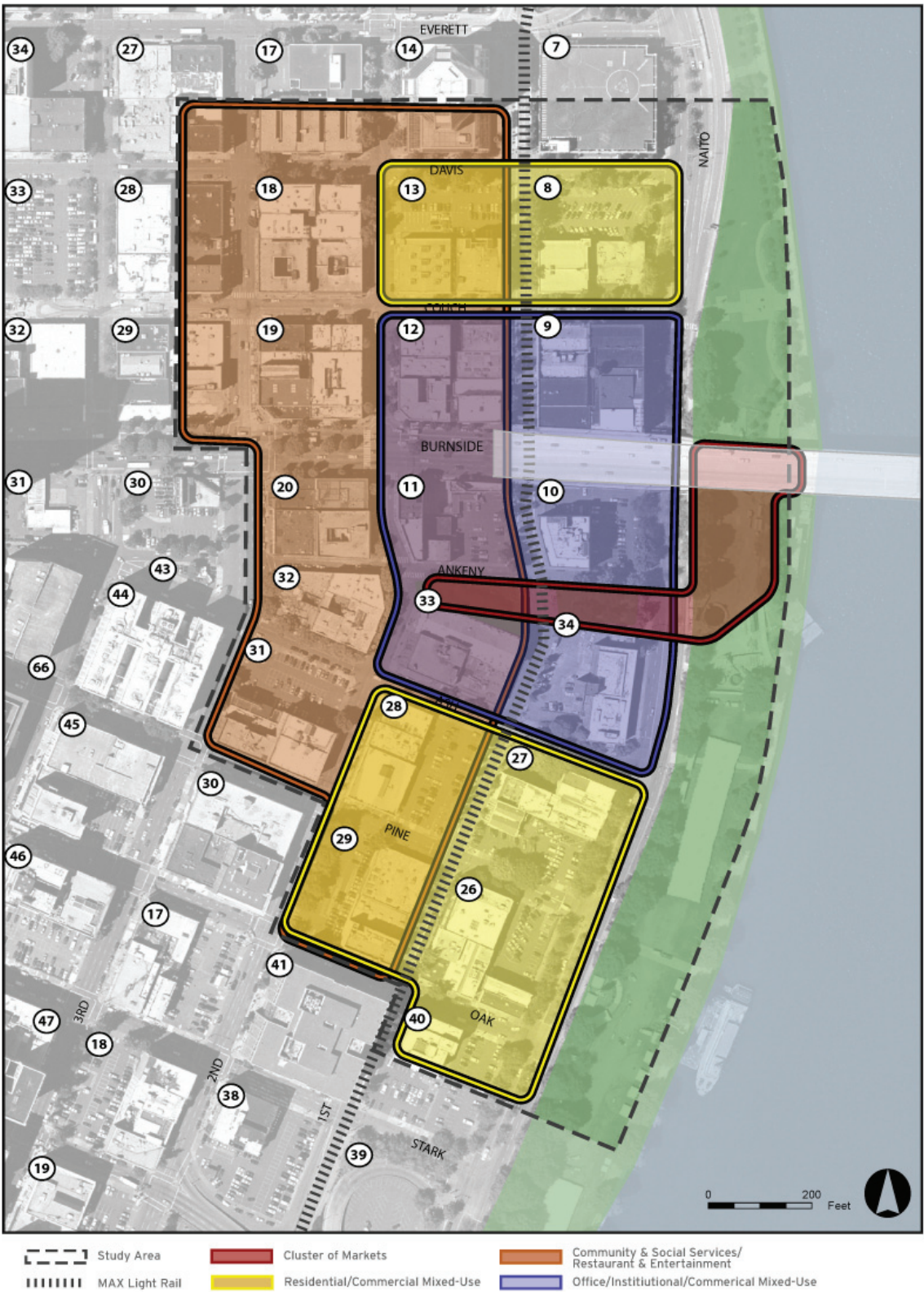
Three outdoor markets currently operate near the Skidmore Fountain on most weekends.



Salvation Army is a fixture in the District and is working to create a new model for social service provision.



McCormick & Schmick's is a landmark restaurant in the District.



MAP 5.1: Primary land use concentrations

This diagram identifies where primary land uses are and will be concentrated. It is not intended to show exclusive uses.

**Small-Scale Retail**, distinct from what is offered in suburban commercial areas, must be cultivated in order to be competitive within the market. Steps must be taken to support existing business owners and encourage new small businesses, such as technical assistance, a small business loan fund, and assistance for small busi-

nesses during major infrastructure construction projects.

**Office/Institutional** uses are also critical to the success of the District, as they will bring a consistent stream of users into the study area. In addition, the office market often acts independently of the housing market; the

office market may remain strong as the housing market slows. Recent history shows that office and institutional users value the historic character, entrepreneurial spirit, access, and visibility offered by Skidmore/Old Town.

**Desired built form**

The desired built form conceptualized for the Skidmore/Old Town Historic District was guided by historic, urban design, and economic analyses and informed by public input and feedback throughout the planning process.

The desired built form sets the stage for historic preservation and new development projects. **Adaptive Reuse** of contributing historic structures will help to preserve and rehabilitate the District’s greatest assets.

Ensuring **Pedestrian Scale** development will help support and showcase contributing historic structures while providing a streetscape that encourages multiple modes of transportation and sidewalk activity.

**Compatible Infill** will alleviate the missing gaps in the urban fabric that have been created by surface parking lots. The mix of uses, building scale, and architectural style and detail must complement contributing historic structures. The reuse of existing cast-iron remnants should be considered.

After much deliberation, it is recommended that the built form of the District create a transition to the increased height and density of the

more contemporary urban fabric that surrounds the District. A **Transition to the Modern City** will help to ensure that historic structures are framed and showcased appropriately.

### Opportunity sites

Six **Catalytic Opportunity Sites** were identified for immediate or short-term development, and are essential for stimulating future private investment in the Skidmore/Old Town Historic District. The six sites were chosen for their strategic location and/or visual quality. They will contribute to the desired urban form by either infilling missing segments of the urban fabric or improving historic character through exterior restoration. A range of land uses, from mixed-use projects to office/institutional anchors, are proposed for these sites. The six sites are discussed in more detail later in this chapter.

Six **Edge Opportunity Sites** were identified for short and long-term infill development. These sites will support desired land uses and assist the transition between the historic scale of the District and the height and density that will frame the area on its north, west and south edges. Appropriate development on edge opportunity sites will ensure that historic treasures are not overshadowed by contemporary towers. Increased allowances for height and density at the edges of the District may also create an additional funding source for District improvements, as denser development on surface parking lots may happen more

quickly, and could generate revenue for District-wide improvements.

The remaining opportunity sites are called **Secondary Opportunity Sites**. Secondary opportunity sites will likely develop later than catalytic and edge opportunity sites. When it occurs, development at these sites should support the primary land uses and desired built form.

### Supporting strategies

Several physical and programmatic strategies have been developed to support appropriate revitalization in the District. These strategies, explained in detail later in this chapter, include:

- linkages and connections;
- circulation and parking;
- public space improvements;
- land use policies/design guidelines;
- image, identity and marketing; and
- signage and gateways.

### Urban Design Concept

The Urban Design Concept illustrated on the following page graphically represents the Development Framework. The map provides a general perspective on adjacencies, interconnections, and relationships. It also emphasizes the principal transportation and circulation routes and open space that link new developments together and connect them with their surroundings. The map highlights the hierarchy of opportunity sites and provides a vision for the completed built form of the District.



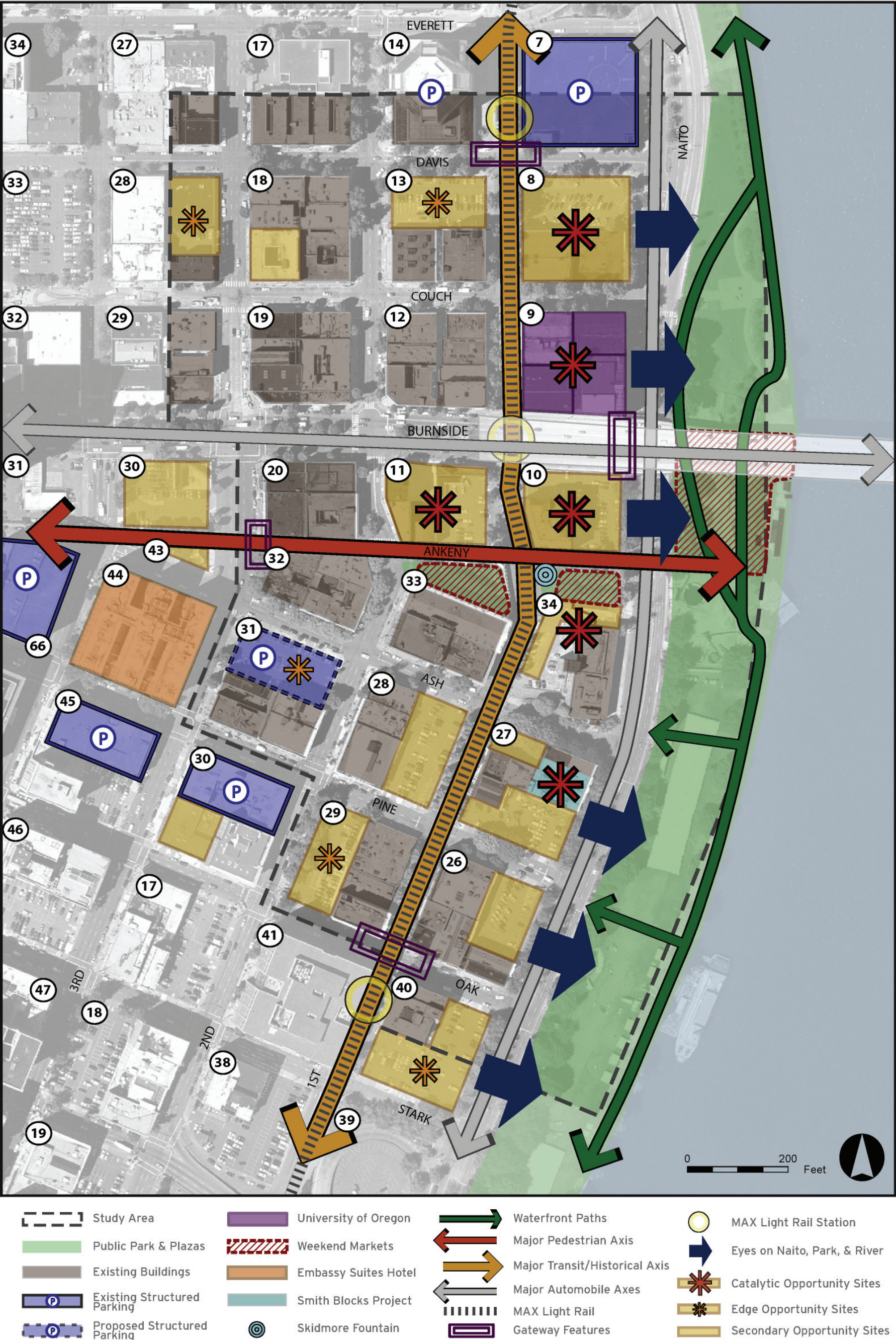
Block 10, with the Skidmore Fountain Building, is a catalytic opportunity site.



The northeast portion of NW Block 28, at NW Third and Davis, is an edge opportunity site.



The surface parking lot on SW Block 28, bordered by SW First, Ash, and Pine, is a secondary opportunity site.



MAP 5.2: Urban design concept

## Opportunity Sites

### Catalytic Opportunity Sites

The catalytic opportunity sites identified by the Development Framework represent an array of development potential on some of the most dynamic sites in the District. They take into account recent and planned improvements and other important neighborhood initiatives so that each site (1) builds on existing and future development, and (2) is aligned with the primary land uses, desired built form, and supporting strategies of the Development Framework.

Together, successful rehabilitation and development of these opportunity sites will help catalyze future development and strengthen the urban fabric of the District. Development of the catalytic opportunity sites will also create linkages within the core, support and enhance existing strengths, and connect the District with surrounding areas.



Redevelopment of Block 8 will include rehabilitation of the Globe Hotel (right) and a new 3/4 block development.

#### Block 8

Rehabilitation of the Globe Hotel and development of the remaining three-quarters of Block 8 will fill a major gap in the urban fabric of the District north of Burnside. The site offers an opportunity to open several new uses onto Naito Parkway, Waterfront Park, and the river. New construction can be designed to create a key entry feature for the District.

Some portions of this block could be allowed to build up to 135', creating a transition between the District and neighboring development, which can build up to 250', and up to 425' north of Everett. Note that this increased height/density opportunity also qualifies Block 8 to be an edge opportunity site. The Globe Hotel should be rehabilitated for a mix of commercial, residential, and/or office uses. The remaining three-quarters of Block 8 provide an ideal location for workforce housing with active commercial uses at street level.

#### Block 9

The University of Oregon will move all of its Portland operations to a single campus on Block 9, with an opening in January 2008. Existing historic structures are being rehabilitated for use as classrooms, studios, and office space. The ground floor will include a library, public event space, gallery space, a University Bookstore and a cafe. Block 9, topped with the historic White Stag "Made in Oregon" sign, is one of the most recognizable sites in the entire City. With major automobile traffic on Burnside and Naito and light rail on First Avenue, Block 9 is also one of the most visible sites in the District. Rehabilitation of Block 9 also creates an opportunity to address crime, safety, and loitering issues under and atop the Burnside Bridge.



Much of Block 9 is under construction. The project involves rehabilitating three contributing historic structures.



Mercy Corps intends to rehabilitate the Skidmore Fountain Building and redevelop the surface parking lots on the north and east sides.

**Block 11**

The Salvation Army and Bill Naito Company plan to redevelop Block 11. The initial concept includes commercial uses at street level, social service uses above the ground floor, and workforce housing above that. The project would likely involve rehabilitation of three contributing historic structures along Second Avenue and Ankeny Street. Full block development on Block 11 will provide needed structure adjacent to Ankeny Plaza and the Skidmore Fountain while strengthening the east-west pedestrian connection through the District. A successful project will provide a model for social service provision and co-location.



Salvation Army and the Bill Naito Company are discussing a joint redevelopment of Block 11.



Renovations to Fire Station #1 create an opportunity to activate and improve the north and west edges of Block 34.

**Block 10**

Mercy Corps, an international humanitarian aid organization based in Portland, intends to relocate their international headquarters to Block 10. The move would involve rehabilitating the Skidmore Fountain Building and new development on the remaining portions of the block. Mercy Corps’ program includes office uses with commercial uses, such as its Mercy Corps Northwest Office’s microenterprise functions and a World Hunger Action Center museum at street level. Successful redevelopment of Block 10 will fill a major gap in the built form of the District, create an opportunity to orient another use toward the park and river, and will aid in addressing the circulation and safety issues under the Burnside Bridge.

**Block 34**

The decision to not move Fire Station #1 created a major challenge in activating the center of the District and completing the desired urban form. The renovation of the north and west edges of Block 34 are most crucial to revitalization efforts. The north edge currently houses a passive display Fire Museum and a relatively blank wall. The west edge is marked with a continuation of the blank wall and a surface lot that is used for employee parking, training exercises, and equipment queuing. Redevelopment along the north edge of Block 34 is critical to the activation of Ankeny Plaza. The ideal development would include a mix of commercial uses and affordable housing. Redevelopment of the west edge is desirable, if only as an aesthetic treatment. In conjunction with efforts at the north end of Block 34, improvements to the west wall will assist in framing Ankeny Plaza and the Skidmore Fountain, the epicenter of the District.

Smith Block

R.V. Kuhns & Associates is in the process of rehabilitating three-quarters of the Smith Block on Block 27 and will move its Portland operations to the site upon completion. The existing Portland operation includes 62 employees. Rehabilitation of the Smith Block preserves a major historical asset and provides a primary land use along Naito Parkway. The project will help to catalyze reuse of other historic structures and investment along Naito Parkway toward the Morrison bridgehead.



The Smith Block rehabilitation will contribute to a critical mass of activating uses along Naito Parkway, fronting Waterfront Park.

Edge Opportunity Sites

Six Edge Opportunity Sites provide an opportunity to create a transition through the encouragement of additional height and density (see Map 5.2, Urban Design Concept). These include:

- The north half of Block 8 (north of Burnside - also a catalytic opportunity site);
- The north half of Block 13 (north of Burnside);
- The east half of Block 28 (undeveloped portion; north of Burnside);
- The north half of Block 31 (south of Burnside);
- The west half of Block 29 (south of Burnside); and
- The south half of Block 40 (south of Burnside).

Increased height and density at the edge of the District will benefit revitalization efforts in four major ways. First, height and density at the edge will provide a necessary transition between contributing historic structures and adjacent areas, which can build from 100’ to 250’ in height.

Conditional height and density increases can also create a potential funding source for other improvements in the District. Conditional height and density will likely stimulate short-term development on sites that would otherwise require substantial public subsidy. Finally, conditional height and density will create a critical mass of residents and employees. The Bureau of Planning should determine the appropriate height and density for Edge Opportunity Sites, as it is essential that extra height be allowed only in a manner that will not negatively impact the historic character of the District.

Secondary Opportunity Sites

The remaining opportunity sites are reserved for development projects that will support the primary land uses and desired built form. While development of these sites will ultimately provide a marker of revitalization, projects on these sites are not considered catalytic and are not appropriate for increased height or density. Secondary opportunity sites include:

- The southwest quarter of Block 18 (north of Burnside);
- The east half of Block 28 (south of Burnside);
- Northwest and south portions of Block 27 (south of Burnside); and
- The northeast portion of Block 26 (south of Burnside).

Supporting Strategies

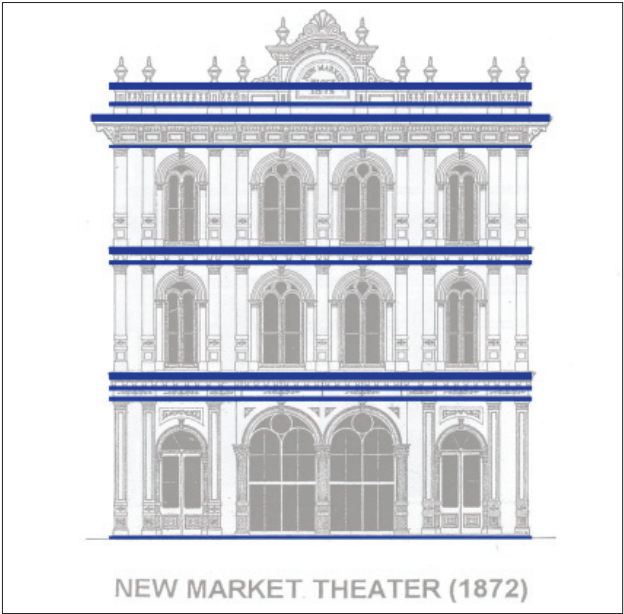
Several physical and programmatic strategies are required to support the Primary Land Uses, Desired Built Form, and Opportunity Sites. The strategies focus on overlays that will leverage private development and create a holistic approach to revitalization. For example, the University of Oregon project alone will not ensure success. A new project must connect to its surroundings, have easy access, have identification through signage and wayfinding, be linked to open space and transportation amenities, have adequate parking, and play a role in the overall image and marketing of the District. This integrated approach



Linkages and connections to plazas and Waterfront Park are critical to the revitalization effort.



Burnside should remain the primary east-west traffic route through the District.



Improved design guidelines, with supporting graphics for clarification, will guide rehabilitation and new construction throughout the District.

will support the long-term success and vibrancy of each Opportunity Site as well as the entire District.

The Development Framework’s Supporting Strategies include:

**1. Linkages & Connections:**

Physical connections between development, public open spaces, neighboring Districts, and the rest of downtown.

**2. Circulation & Parking:**

Good automobile and transit circulation to minimize conflicts with pedestrians and allow the efficient movement of vehicles; adequate parking supply and access.

**3. Public Space Improvements:**

A system of interconnected public open spaces and improvements to create a public realm that supports and encourages private development.

**4. Land Use Policies & Design Guidelines:** Broad land use policies and design guidelines to ensure that all new projects, redevelopment projects, public space improvements, and other planning initiatives contribute to a cohesive, well-managed, well-designed Skidmore/Old Town Historic District.

**5. Image, Identity, & Marketing:**

A suite of tools to cultivate a unified District image and identity, boost the area’s economic health, address negative public perceptions, and increase awareness of the District’s historic and cultural amenities.

**6. Signage & Gateways:**

Building on image, identity, and marketing efforts, a comprehensive program to direct residents and visitors to stores, civic uses, entertainment venues, events, parks, open spaces, and other District amenities via gateways, signage and wayfinding.

**1. Linkages & Connections**

Connecting existing and future amenities and destinations will be critical to revitalizing the District. **Ankeny Street** will provide a link through the District from the waterfront to the transit mall on Fifth Avenue. Improved crossings at Naito, Second, and Third will strengthen this connection. The scale of existing structures along Ankeny Street and their relationship to this link already make Ankeny pedestrian-oriented. Ankeny should remain open to vehicle traffic but temporary closures should be made possible for markets, festivals, and other outdoor events on nights and weekends.

**First Avenue** is already a transit axis through the District. This major pathway is closed to automobiles with the exception of the blocks between Pine and Oak, and Couch and Davis. Light rail stops between Stark and Oak, under the Burnside Bridge, and between Davis and Everett. The historic scale should be protected along First Avenue between Oak and Couch to support the existing concentration of historic structures and the cast-iron arcades. Safety concerns at the Skidmore Fountain MAX station

(under the Burnside Bridge) should be addressed to make the area less intimidating and more attractive to users. **Burnside** and **Naito Parkway** provide the major automobile connections to and through the District. These thoroughfares should be retained for automobile access, but major pedestrian and bicycle crossings should be improved. Special attention should be devoted to improving the crossings of Naito at Ankeny, Couch and Davis and the crossing of Burnside at Second Avenue. Remaining streets in the District should receive pedestrian-oriented streetscape improvements.

**Second and Third Avenues** should retain their character as major automobile axes through the District. Special attention should be given to the intersections of Second and Third with Ankeny Street.

2. Circulation & Parking

The circulation of people and goods and sufficient parking are also critical ingredients for revitalization of the District. Several projects will make significant changes to circulation in and around the study area. The Naito Parkway Reconstruction Project is adding bike lanes to the roadway and widening the sidewalk along the western side of the street. Ankeny, Couch, and Davis Streets will receive new traffic signals and pedestrian improvements. The ramp to the Steel Bridge from northbound Naito is being reconfigured as a four-way intersec-



MAP 5.3: Major pathways

tion. Oak will become a two-way street for its length in the District. The Burnside/Couch Couplet Plan, if implemented, would make Burnside a one-way street west of Second Avenue. Westbound traffic would be moved to Couch at Second. The changes would establish stronger connectivity between the north and south sides of Burnside and improve

the pedestrian experience overall. A large pedestrian island would be added to the intersection of Burnside and Second and crossing distances along Burnside would be reduced. Even if no couplet is built, safety and connectivity issues are expected to be addressed through ongoing improvements to Burnside.



Naito reconstruction will create several changes to circulation patterns throughout the area.



Burnside is the primary automobile arterial heading east and west through the District.



The existing parking structure at Naito and Davis provides the only structured parking in the District. Additional floors could be added to the structure if seismic upgrading is carried out.

The Central City Parking and Access regulations implement the Central City Transportation Management Plan by managing the supply of off-street parking. These regulations are intended to “pinch” the parking supply, particularly for downtown commuters, so as to achieve overarching alternative transportation, economic development, air quality and urban design goals. As such, there are no minimum parking requirements in the Central City - only maximums. It is left to the market to determine what the minimum parking supply should be.

Currently, adequate parking exists in the District. As surface parking lots are infilled and the District sees an increasing number of users, however, there will be an inadequate supply of parking to meet demand. New construction should keep a keen eye to this future issue. A new mixed-use parking structure on Block 31 should be supplemented by other creative and collaborative parking solutions.

To ensure that future parking needs are met, PDC and the City should:

- Explore various funding and ownership schemes for a mixed-use parking structure on Block 31;
- Encourage new developments to integrate parking on-site and ensure efficient ingress and egress;
- Consider increasing the capacity of the structured parking facility on Block 7;
- Encourage creative parking strategies including, but not limited to, shared parking, hydraulic parking,

and selling parking separately from residential and/or other uses; and

- Support collaborative and consolidated parking solutions among existing and new properties.

### 3. Public Space Improvements

Public open space should support and enhance the built environment and provide clean and safe places for people to meet and interact. Public improvements in the District should be concentrated along Ankeny Street, First Avenue, in Ankeny Plaza and Waterfront Park, and under and atop the Burnside Bridge.

Improvements to Ankeny and First Avenues should emphasize their roles as major pedestrian and transit pathways through the District. Improvements to Ankeny Plaza and Waterfront Park should support programmable outdoor events, such as Saturday Market, that will bring people and energy to the District. Improvements to the Burnside Bridge must address both the difficult conditions under the bridge as well as the accessways that link the bus stops on Burnside Street to the District below.

All of the strategies listed below are physical in nature. A programmatic strategy that would strongly benefit all elements of the public realm is a cohesive dumpster and garbage management plan. This plan could be administered by a District-wide management entity, discussed later in this chapter.

Key elements to improving the streetscape along Ankeny include:

- Distinctive and consistent paving from Third Avenue to the River;
- A curbless street environment that will allow outdoor seating and other outdoor events;
- Reclamation of extra right-of-way at the Second and Third Avenue intersections;
- The creation of public spaces in the reclaimed right-of-way, embellished with small fountains; and
- Enhance the crossing at Naito Parkway with closure of two traffic lanes on weekends to decrease the crossing distance for pedestrians.

Key elements to improving the streetscape along First include:

- Street furnishings, sidewalk paving materials, and street trees;
- Improved delineation of light rail and pedestrian zones, especially in curbless areas between Couch and Ash; and
- Increased visual permeability of retail and office ground floor uses.

Key elements to improving Ankeny Plaza and Waterfront Park include:

- The provision of utilities for events and markets;
- The provision of permanent and semi-permanent shelter coverings;
- New plaza space in Waterfront Park to support a multitude of events and markets;
- A stage, water feature and new restrooms in Waterfront Park; and
- Restoration of and public access to the Ankeny Pump Station.

Key elements to improving the area under and atop the Burnside Bridge include:

- Controlled, visually permeable access between the MAX light rail station and the area to the east between Blocks 9 and 10;
- Improved lighting under the entire bridge and at the bus access above the bridge;
- The use of durable, easy to clean materials and furnishings;
- Active reuse of the storage facility on the west side of First Avenue as a newsstand or coffee cart, restrooms, or retail, management, and/or security space; and
- Use of the area between Blocks 9 and 10 for service access and short-term parking.

## 4. Land Use Policies & Design Guidelines

For successful revitalization in the Skidmore/Old Town Historic District, all development efforts must adhere to improved design guidelines that strengthen the historic character of the District and promote an active, pedestrian-friendly street life. Any new development should draw upon the District’s historic vernacular while allowing for individual architectural creativity and style.

Recommendations for revisions to the existing District Design Guidelines are provided in Appendix F. These revisions will facilitate implementation of the Development Framework and maintenance of the District’s integrity.



The scale and low-traffic volumes on Ankeny Street make it an ideal pedestrian axis through the District.



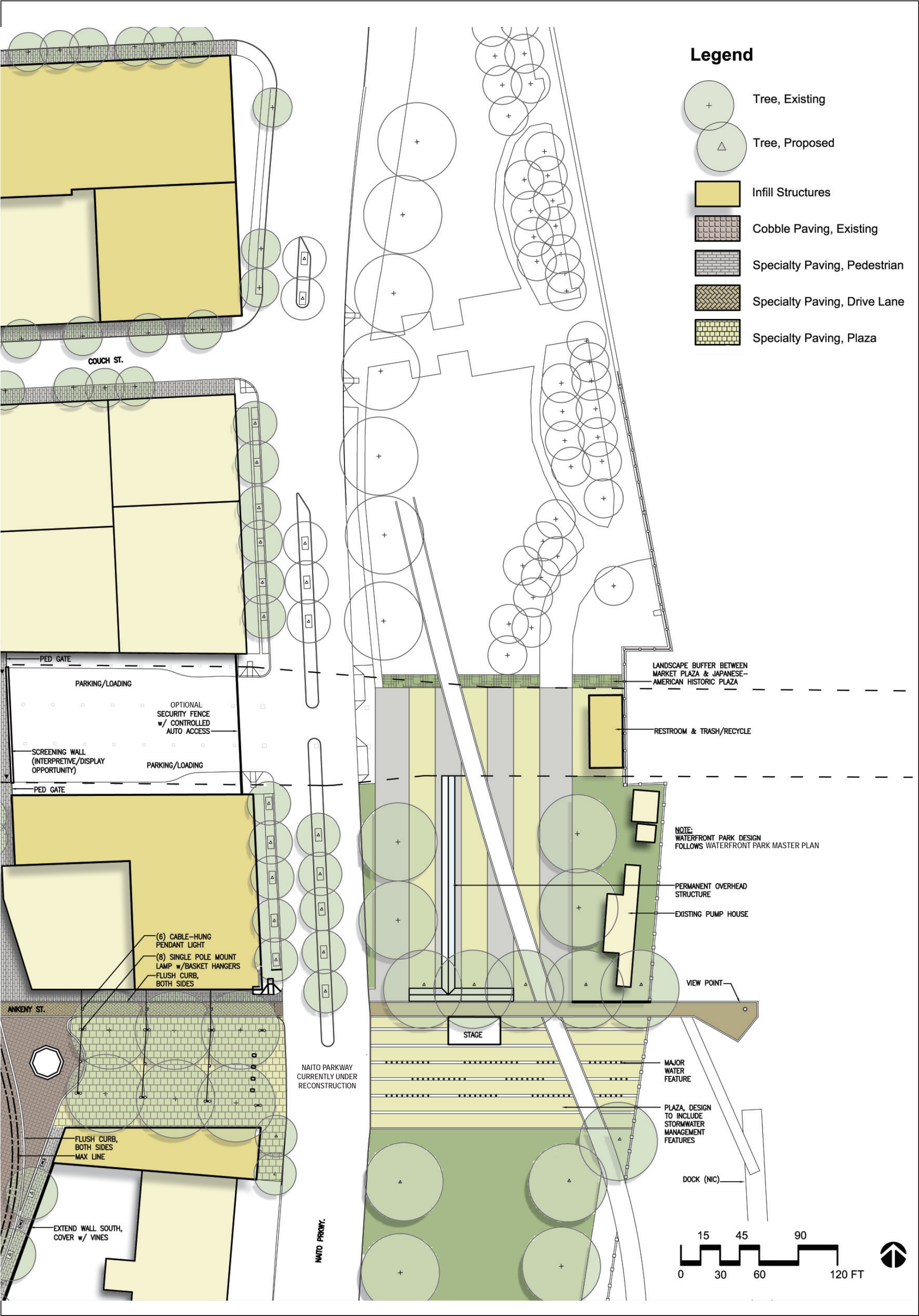
The Waterfront Park Master Plan identified the area near the Ankeny Pump Station as a plaza and event space.



The underside of the Burnside Bridge requires improvements to lighting, circulation, and safety.

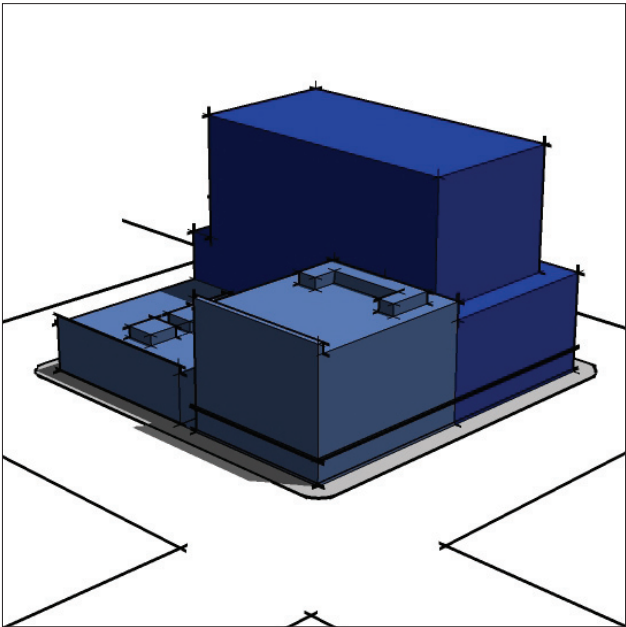


FIGURE 5.2: Conceptual public realm improvements





The historic character of the District was defined by strong articulation and communication between buildings.



Several sites in the District may be appropriate for the additional height that can create a transition between the District's historic scale and the rest of the city.



The Union Gospel Mission's new construction project was designed to be distinct from the existing structure, yet incorporated many common visual elements.

Revisions and additions to the existing guidelines are needed because:

- The Framework contains recommendations that are not addressed by the existing guidelines;
- The existing guidelines lack specificity in their goals and terminology as well as examples (both in text and image) of how the guidelines can be accomplished;
- The guidelines need to be reorganized to be consistent with the City's standard organization for District design guidelines; and
- The guidelines need to be more user-friendly.

The appendix contains four sections:

1. Purpose of Revision/Relationship to Framework Plan
2. District History and Context
3. Defining District Characteristics
4. Recommendations for Revisions and Additions to the Existing Design Guidelines
  - a. Skidmore/Old Town Character Guidelines
  - b. Pedestrian Emphasis Guidelines
  - c. Project Design Guidelines (includes sections for alterations and additions to historic buildings and for new construction)

In addition to updated Design Guidelines, PDC and the Bureau of Planning should explore the use of the following incentives and disincentives:

- Increased permitted height and floor area ratio (FAR) limits at edge opportunity sites;
- Increased FAR rights throughout the District but retention of the existing height limit. Allow sale of

- unused FAR to subsidize District improvements. Disallow demolition as a mechanism to gain usable or transferable development rights;
- Use of public funds to fill the feasibility gap for desired development;
- Assessment of special taxes on surface parking lots in the District;
- Abatement of property taxes when developing on current parking lots;
- Disallowance of surface parking lots in the District; and
- Transfer of existing parking rights to other properties in the District.

## 5. Image, Identity, & Marketing

Promoting a clear District identity is also fundamental to the area's revitalization. A strong identity builds pride and patronage among local residents, and can distinguish the District from other downtown commercial and retail areas.

Branding efforts for the District can benefit from the visioning work already completed by the Old Town/Chinatown Visions Committee. The Old Town/Chinatown Visions Committee and Neighborhood Association have successfully implemented identity-enhancing physical improvements in several areas of Chinatown, resulting in streetscape improvements, storefront improvements and enhanced signage. The re-emerging business association for Old Town/Chinatown recently

developed a brand for the Skidmore/Old Town area, although it has yet to be fully implemented. A slogan for the District, “Historic Old Town - the Heart of Portland” was created as part of this effort. Visions Committee recommendations for physical improvements to the District, such as the “Fountain Walk,” have also yet to be constructed.

Building upon these efforts will assist in defining Skidmore/Old Town as a unique neighborhood. Additional marketing ideas are provided below:

- Ensure a consistent urban design throughout the District that draws upon and showcases the District’s unique historic character;
- Develop gateways and signage;
- Initiate District business marketing campaigns, including special events and promotions that inform visitors of businesses and activities;
- Consider direct methods of marketing, such as shopping bags distributed by area retailers that are branded with a Skidmore/Old Town logo;
- Create a new resident and new employee packet that welcomes newcomers to the District and communicates marketing messages through business guides, maps, and promotions; and
- Address negative public perception of social services and homelessness by implementing off-street queuing, neighborhood policing, and District-specific clean and safe efforts.

**Create a Management Entity**

A management component is critical to improving negative perceptions about the District and ensuring the success of image, identity, and marketing efforts. The management entity could:

- Coordinate and implement marketing and advertising efforts;
- Plan and coordinate events, such as markets and festivals;
- Coordinate a clean and safe strategy specific to the District (this should be coordinated closely with the Portland Business Alliance);
- Administer a comprehensive dumpster and garbage management plan;
- Facilitate collaborative public and parking strategies;
- Promote alternative modes of transportation through a transportation management plan; and
- Develop programs to support small businesses and existing community groups.

**Promote New District Events**

Events are an excellent form of interactive marketing. Consider:

- Creating annualized events that bring high volumes of “repeat” visitors to the area;
- Supporting and showcasing cultural and arts-related events as a way to renew the District’s image and attract new patrons; and
- Building upon the success of existing events by planning activities that support local businesses and enhance the identity of the District seven-days-a-week, year-round.



The White Stag sign is an icon for the District that could be used in imaging and marketing efforts.



The Old Town mural on the rear of McFadden’s promotes the vibrant nightlife of the District.



The Under the August Moon Festival recently christened the Davis Festival Street in the northwest portion of the District.



PDC and the Office of Transportation are collaborating on a pedestrian wayfinding signage program.



The gate to Chinatown is an example of an ornamental and monumental gateway feature to a distinct area.



Existing signage on lamp posts and street signs helps visitors identify the District.

## 6. Signage & Gateways

There is a perception that people move through the Skidmore/Old Town Historic District, whether on Burnside, Naito, or First, before they realize that they were there. A hierarchy of directional signs can help community members and visitors choose Skidmore/Old Town as their target destination. When strategically placed at key entry points to the District, and at more distant locations such as adjacent neighborhoods, along the waterfront esplanade, and along the freeways, signage can tell residents and visitors where to go, what they'll find, and where to park.

A signage and gateway program will inform patrons of the existence and location of retail shops, businesses, services and restaurants, as well as parking, restrooms, and other information. A signage and gateway program will also support the creation of a unique District identity.

PDC and the Portland Office of Transportation are in the process of implementing a pedestrian wayfinding program in downtown and the Lloyd District (see prototype on left). This program will include six wayfinding sign locations in the District, and six more within one block of the District boundary. Map 6.4 illustrates planned locations for pedestrian wayfinding signs and recommended locations for District gateways.

Improvements beneath the Burnside Bridge should include informational and wayfinding signage. Opportunities should be explored to create additional wayfinding signage directing people to the District from areas outside of downtown and the freeway.

The District already has small banners on lamp posts and street sign toppers (see photo on left) that provide visitors with clues regarding where they are in Portland. The naming and graphic schemes used for these signing efforts should be carried through in other marketing and signing efforts.

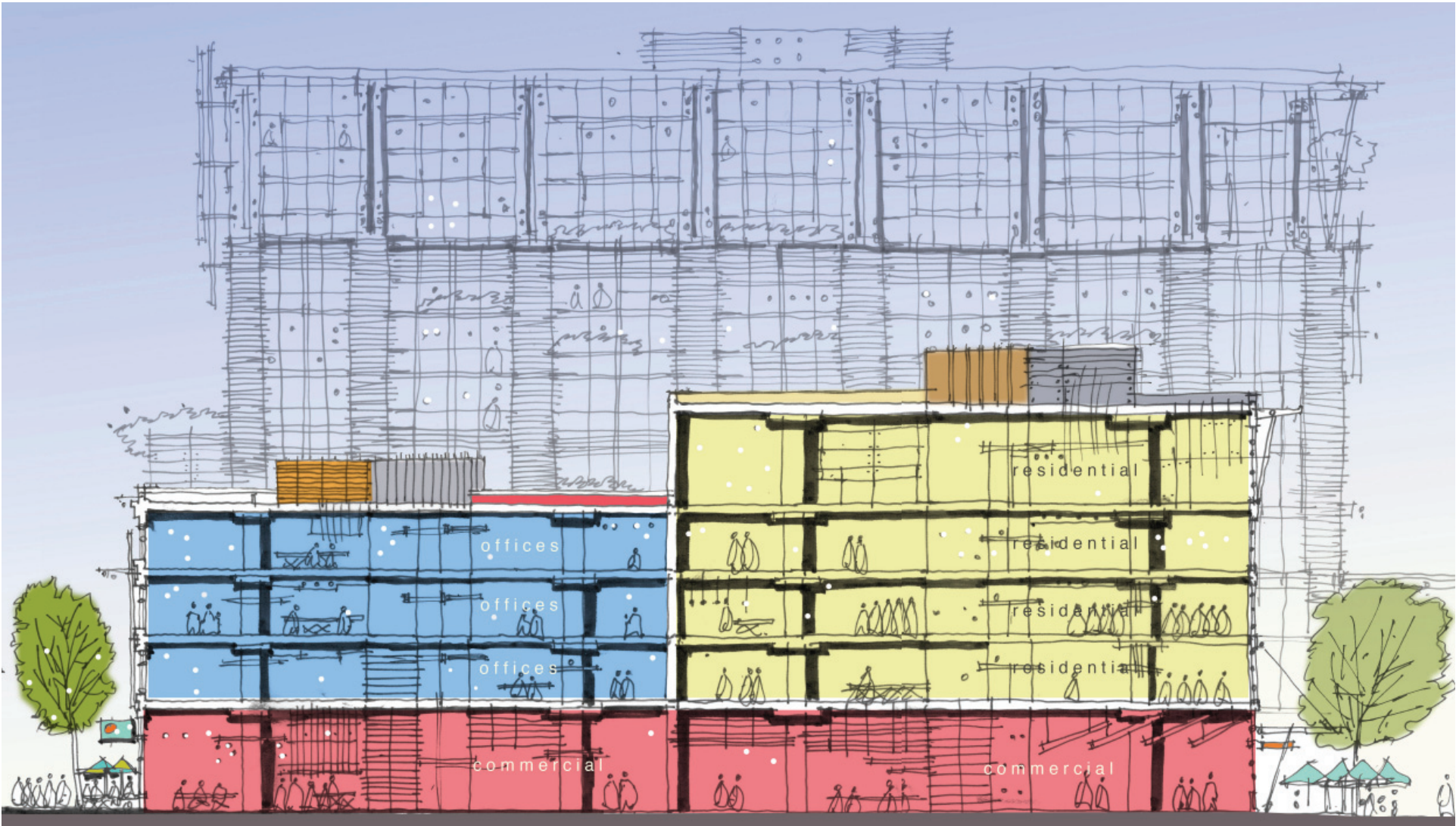
Gateway features are related to signage in helping to identify the District and signal the start of a unique area. At a minimum, gateway features should be installed:

- On the deck of the Burnside Bridge, over Naito Parkway;
- At the intersection of SW Third Avenue and Ankeny;
- At the intersection of SW First Avenue and Oak; and
- At the intersection of NW First Avenue and Davis.

Such features can be created through a combination of landscaping, directional signage, lighting and public art. They can range from subtle to monumental in design and scale, but all gateways should fit with the District’s historic character.



MAP 5.4: Wayfinding signage and gateways



---

CHAPTER VI

PRIORITY

IMPLEMENTATION STRATEGY

---

IN THIS CHAPTER
ACTION ITEM SUMMARY
CATALYTIC OPPORTUNITY SITES
SATURDAY MARKET
PUBLIC REALM
REGULATORY FRAMEWORK
MANAGEMENT ENTITY

**THE DEVELOPMENT FRAMEWORK PRESENTED IN CHAPTER FIVE** detailed numerous strategies and recommendations to accomplish overall plan goals of activating the District, encouraging economic rebirth, and retaining existing character, uses and people. An urban design approach, grounded in development economics, is central to the Development Framework and will encourage revitalization in a manner that respects the built form of this National Historic Landmark District.

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 priority implementation strategy for public investment and effort is warranted. The strategy has five central action items:

- Development of catalytic opportunity sites;
- Demonstration of support for Saturday Market;
- Improvement of the public realm;
- Revision of the regulatory framework; and
- The identification of a management entity.

## Action Item Summary

### Develop Catalytic Opportunity Sites

Six catalytic opportunity sites will best provide for the implementation of the Ankeny/Burnside development goals. These sites are listed below by block number. If a structure currently exists on the block, the structure’s name is indicated in parentheses.

Note that some structures were historically titled with the word “block” in their name, but do not actually occupy an entire City block site.

- Block 8 (Globe Hotel Building);
- Block 9 (Blagen Block, White Stag Building, Skidmore Block, and Bickel Block);
- Block 10 (Skidmore Fountain Building);
- Block 11 (Salvation Army Buildings);
- Block 27 (Smith Block); and
- Block 34 (Fire Station #1).

These sites were selected for immediate redevelopment due to their adjacency to one another and the level of redevelopment work already underway.

Specific improvements for each of the blocks are recommended herein, and will have the effect of creating a solid core of redevelopment along First Avenue and Ankeny Street once complete.

As such, public funding should be selectively but assuredly funneled into redevelopment efforts on these blocks so as to stimulate development in other areas of the District.

### Support Saturday Market

The Portland Saturday Market is a vital cultural and economic institution for the region and the District. Ensuring this Market remains not only viable, but thrives and grows, is key to ensuring the District’s long-term success. The priority implementation strategy envisions two main actions to support and enhance Saturday Market:

- Improvements to Ankeny Plaza to better accommodate market activities; and
- Improvements to Waterfront Park, which will assist and enable a variety of public events, including Saturday Market, through the installation of paving, utility connections, and other enhancements.

### Improve the Public Realm

Streetscape improvements throughout the District will be essential for revitalization. Limited resources necessitate a focused approach, however. Improvements to the following prioritized areas will be made part of the priority implementation strategy.

- Ankeny Street Pedestrian Corridor;
- First Avenue Transit/Pedestrian Spine; and
- The Burnside Bridge.

### Revise the Regulatory Framework

Providing a regulatory framework to guide improvements in the District is essential if its historic character is to be maintained. The following incentives should apply across the District, but serve to support and enhance those areas where public funds will

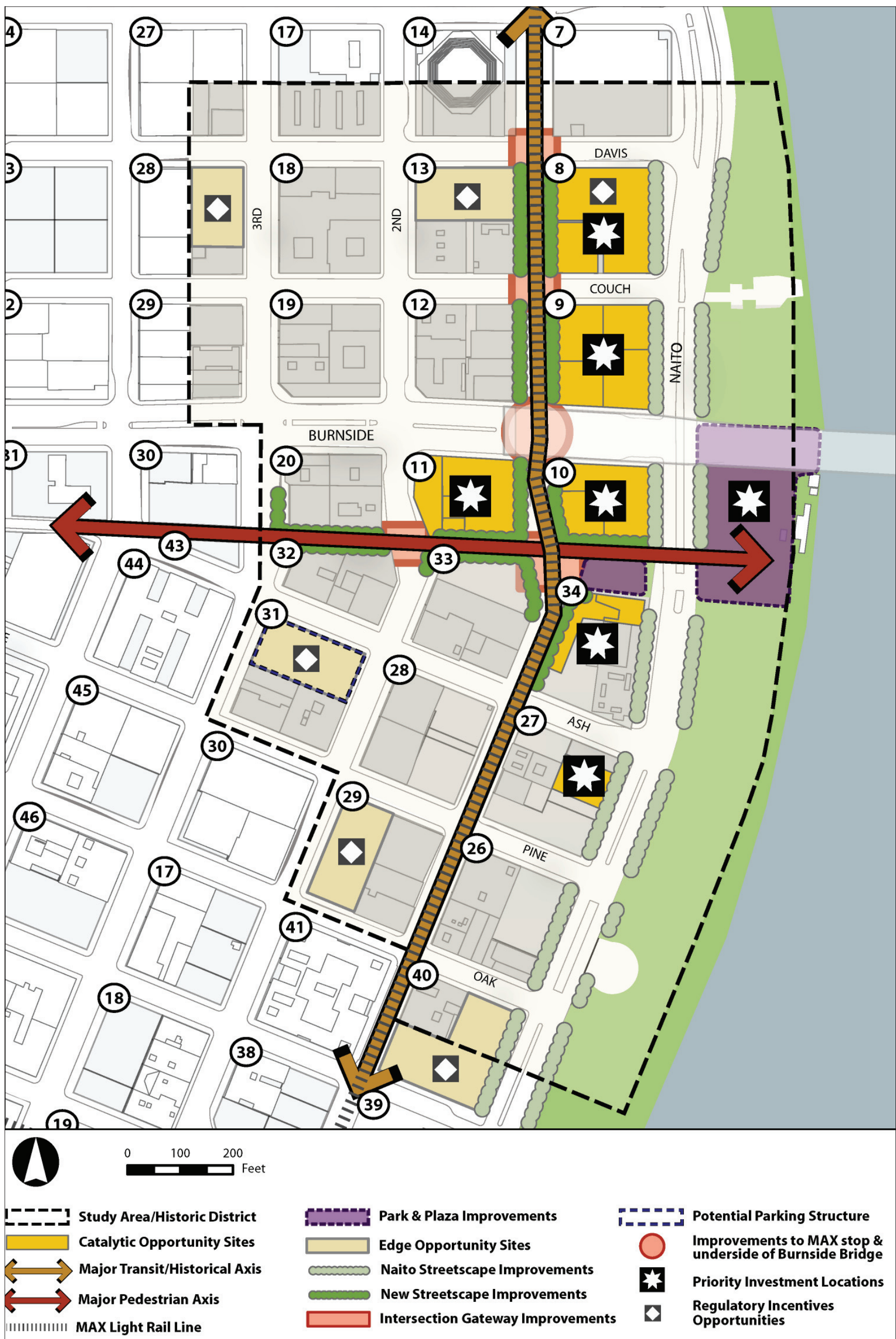
be most useful for attracting residents and visitors, activating public space, and supporting business:

- Increased permitted height and Floor Area Ratio (FAR) limitations for selected edge opportunity sites;
- The transfer of development rights to structures beyond the District;
- Potential bonuses for including car share in residential sales packages, or the sale of parking and residential units separately;
- The transfer of parking rights to other structures in the District so as to pool demand and encourage construction of structured parking;
- Incentives to reuse original cast-iron remnants in the District; and
- Implementation of revised and expanded design guidelines.

### Identify a Management Entity

A management entity could help to meet a number of localized administrative needs. The entity could be a non-profit funded by property owners in the District. The Old Town/Chinatown Business Association, just recently reemerging, may also be able to fulfill these needs. Existing downtown organizations are yet another qualified entity. The management entity could be responsible for:

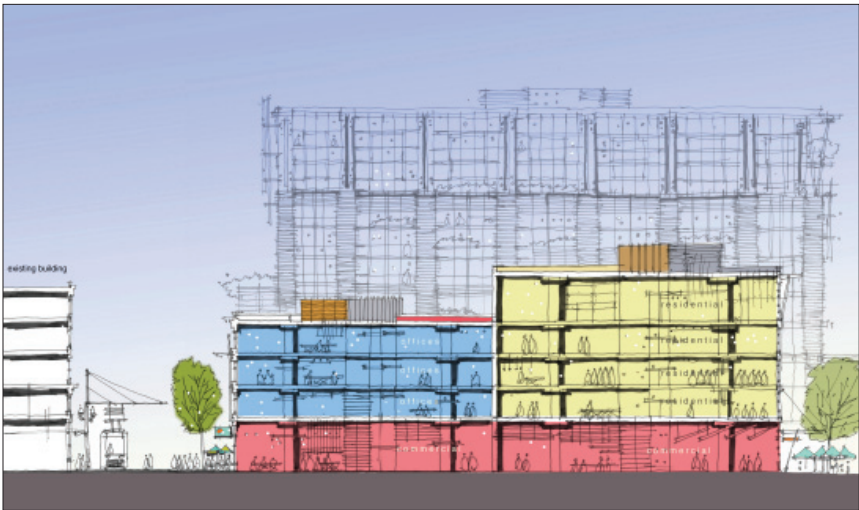
- Public space programming;
- Advertising and marketing;
- Maintenance and security;
- Coordination of shared parking;
- Transportation coordination; and
- Small business assistance.



MAP 6.1: Priority Implementation Strategy

Catalytic Opportunity Site: Block 8

- Existing Structures: 2
- Globe Hotel
  - Import Plaza
- Peak Block Height: 47'
- Contributing Structures: 1
- Globe Hotel
- Ownership:
- PDC



Cross section by Won Kang, HBBH

FIGURE 6.1: Potential massing of infill development. Design is indicative only.

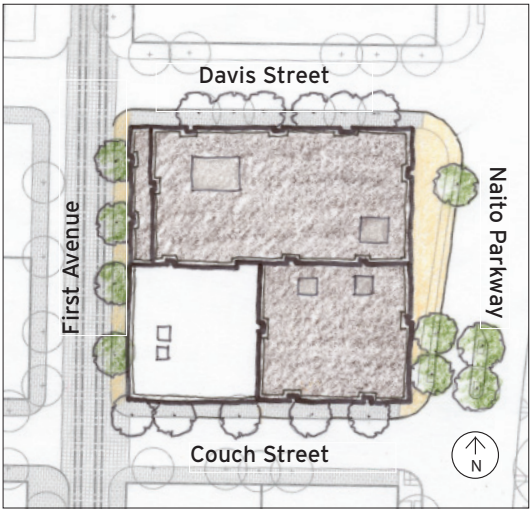


FIGURE 6.2: Plan view of potential development on Block 8.

**BLOCK 8:** Currently, half of Block 8 is used as surface parking. The southeast quarter of the block is occupied by a vacant two-story wood frame and stucco structure, built in 1967. The southwest quarter of the block is occupied by the four-story Globe Hotel building, a contributing structure built in 1911. This block is located directly across Naito Parkway from Waterfront Park, and is less than one block from a MAX stop.

The Globe Hotel contributes to the streetscape along First Avenue and to the District. The 1967 structure is not a contributing historic building, and its blank walls significantly degrade the streetscape along Couch and Naito. Adjacent buildings across Davis, to the north, are significantly taller than structures on this block, making Block 8 a potential transition zone between historic and modern scales.

Opportunities

Site Characteristics

The site allows for flexibility in redevelopment designs and programs. As it is a transitional block for height, the block could be a revenue generator via purchase of development rights.

Ownership

Block 8 was acquired by PDC as the site for a new fire station. A decision was made to not move Fire Station #1, leaving Block 8 under public ownership. This should allow PDC to more effectively realize the potential for this block by directing redevelopment and sale terms.

Challenges

Seismic Retrofitting

The Globe Hotel needs a seismic retrofit to ensure stability during an earthquake.

Helipad Proximity

Directly across Davis Street to the north is a helipad available for private and commercial use. The helipad noise is a potential nuisance, particularly if residential development occurs on Block 8.

Public Safety

As with much of the project area, public safety is a perceived and tangible concern. An increase in the diversity of uses and visitors can combat this perception.

Recommendations

- PDC should redevelop the Globe Hotel's ground floor as commercial and its upper floors as commercial,

office and/or housing. New construction should consist of ground floor commercial with workforce housing above.

- The vacant building on the southeast corner should be removed and a new 3/4 block building should be developed. This would alleviate gaps in the urban fabric and bring energy and activity to street level.
- Construction on the north half of the block should be allowed to 135'. This will increase residential density, assist in activating the area, and create a visual transition to taller structures.
- New construction should have a 15' step back from First Avenue at the 75' height mark. New construction on the southeast corner should not exceed the existing 75' height limit so as to complement the White Stag Building.
- To maximize compatibility with historic structures, new construction should have a ground floor height of 15-20' and upper floors should have heights of 11-12'.

## Catalytic Opportunity Site: Block 9

**Existing Structures: 4**

- Blagen Block
- White Stag Building
- Bickel Block
- Skidmore Block

**Peak Block Height: 75'**

**Contributing Structures: 4**

- Blagen Block
- White Stag Building
- Bickel Block
- Skidmore Block

**Ownership:**

- Mixed Private

*Rendering courtesy of David P. Sauter*



**FIGURE 6.3: Sketch of finished rehabilitation. Design is indicative only.**

**BLOCK 9:** Along with Block 10 to the south, Block 9 brackets the Burnside Bridge and serves as a gateway to downtown. One of the most significant features of this block is the iconic sign on the roof of the White Stag Building. Originally a sign for White Satin Sugar, the sign featured White Stag sportswear for many decades. Today it advertises the Made in Oregon stores. The sign is designated as a local historic landmark.

The University of Oregon recently signed an 18-year lease to occupy, at a minimum, 70,000 square feet of space in the historic buildings on this block, including two designated landmarks, the Bickel Block (1883) and the Blagen Block (1888). The University will expand its graduate architecture, journalism, and law programs in the buildings, which are undergoing substantial renovation.

### Opportunities

*Site Characteristics*

Block 9’s location at the center of the District will provide ample opportunity for catalytic effects such as increased eyes on the street and activity during weekdays, week nights, and weekends. Significant

opportunities exist for storefront commercial activity along First Avenue, and potentially along portions of Couch Street. Retail-type uses will also face Naito Parkway.

*Tenant*

With the University of Oregon set to move in as a tenant, Block 9 will serve as a center of activity in the District and is already generating positive momentum.

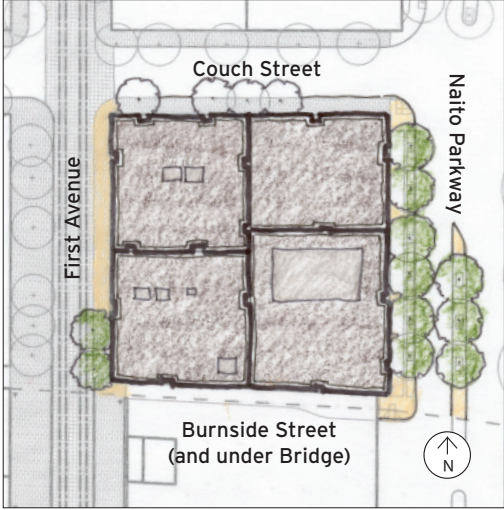
### Challenges

*Burnside Bridge*

The Burnside Bridge is a considerable challenge for Block 9. It creates a large covered area that attracts illicit activity, and creates a dark and potentially dangerous barrier along the south side of the block. Additionally, the bus stop on the bridge and the stairs leading to First Avenue attract homeless and pose an intimidating environment.

*Site Access*

Accessing Block 9, particularly by car, can be difficult. First Avenue is closed to automobiles, making Couch Street and the southbound lanes of Naito Parkway the only way to access the block by car. The



**FIGURE 6.4: Plan view of improved Block 9.**

bridge also makes access problematic.

*Public Safety*

The MAX stop under the Burnside Bridge is a loitering and litter trouble spot in the urban core, and has an unsafe feel. Addressing this issue will be of primary importance if Blocks 9 and 10 are to thrive.

### Recommendations

- PDC should work with the Block 9 and Block 10 tenants to develop a strategy for securing the area under the Burnside Bridge. Restricted access, improved lighting, and active monitoring and security are recommended.
- Activating uses under the Burnside Bridge, such as a news or coffee stand.
- A series of art, informational, and wayfinding features at the MAX stop.
- Shared parking strategies should be explored with Blocks 8, 10, 11, and 34. These may include partnering to develop underground parking, or developing structured parking off-site.

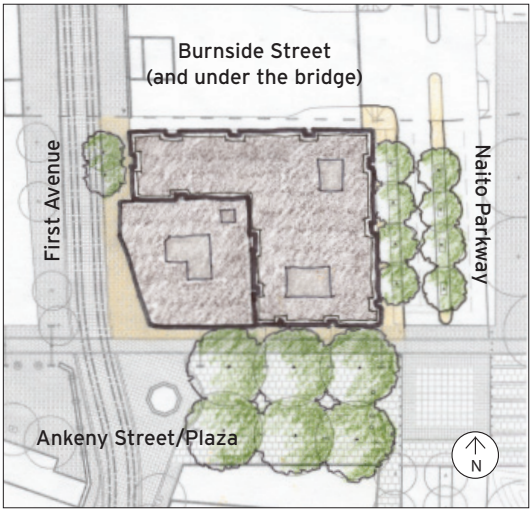
## Catalytic Opportunity Site: Block 10

- Existing Structures: 1**
- Skidmore Fountain Building
- Peak Block Height: 73’**
- Contributing Structures: 1**
- Skidmore Fountain Building
- Ownership:**
- Portland Saturday Market
  - Bill Naito Company



Rendering courtesy of David P. Sauter

**FIGURE 6.5: Sketch of potential development.**  
Design is indicative only.



**FIGURE 6.6: Plan view of potential development on Block 10.**

**BLOCK 10:** The Skidmore Fountain Building was built in 1890 and purchased in 1999 by Portland Saturday Market with a \$3.3 million U.S. Department of Housing and Urban Development loan and down payment assistance from the PDC. The building contains a variety of specialty shops on the first two floors with offices above. The parking lot surrounding the building is the site of the Portland Saturday Market on weekends. A MAX stop overlaps the western face of this block.

### Opportunities

#### Location

Block 10, along with Block 9 directly to the north, brackets the Burnside Bridge and serves as a gateway for the bridgehead and a focal point for the District. This visibility makes Block 10 a “prestige” location for potential new tenants.

#### Ownership

There is potential for the property to transfer to temporary PDC ownership in the near future. This would assist PSM in relieving itself of the debt burden associated with the loan servicing costs that were incurred when the building was purchased. This transfer will also allow PDC to realize the potential for this block by

directing redevelopment and sale terms.

#### Motivated Potential Tenant

Mercy Corps, an international relief agency, has expressed an interest in relocating its headquarters to Block 10. This could include an interpretive center, retail space, and offices for its international aid and supporting microenterprise. This would also bring 150 employees into the area during weekdays, thereby energizing the District.

### Challenges

#### Site Access

Auto access is constrained on the site, especially on the weekends. This presents some difficulties, particularly when it comes to loading and unloading.

#### Parking

Parking in the area is limited, and if existing surface parking is eliminated it will need to be replaced. Mercy Corps plans to feature cycling support facilities in their redesign, which may mitigate some of the parking impact from this use.

#### Public Safety

The area under the Burnside Bridge is a loitering and litter trouble spot in the urban core. Addressing this issue will be

important if Block 10 is to thrive.

### Recommendations

- PDC should work with Mercy Corps to redevelop Block 10 with a combination of retail and office space.
- To maximize compatibility with historic structures, new construction should have a ground floor height of 15-20’ and upper floors should have heights of 11-12’.
- The Skidmore Fountain Building will need to be rehabilitated/retrofitted.
- It is recommended that the ground floor uses feature retail, with office above. The Skidmore Fountain Building is also an appropriate location for an activating use such as the proposed Mercy Corps interpretive center.
- New construction on Block 10 should consist of ground floor commercial fronting First Avenue and Ankeny Plaza, with office space above.
- The construction of underground parking should be encouraged for this location.

## Catalytic Opportunity Site: Block 11

- Existing Structures: 3**
- Salvation Army (2 structures)
  - Saturday Market (Offices/ Restrooms)

**Peak Block Height: 53'**

- Contributing Structures: 3**
- Salvation Army Buildings
  - Young's Marble Works Building

- Ownership:**
- The Salvation Army
  - Bill Naito Company



**FIGURE 6.7: Sketch of potential development.**  
Design is indicative only.

Rendering courtesy of David P. Sauter



**FIGURE 6.8: Plan view of potential development on Block 11.**

**BLOCK 11:** This prominent block, along with Block 10, anchors the south side of the Burnside Bridge. The Salvation Army owns and occupies the west portion of the block. The eastern portion of the block is owned by the Bill Naito Company, and is currently a vacant lot, small office building and surface parking lot. This lot is leased on the weekends on a month-to-month basis and is committed to International Market through 2009. The northeast corner of Block 11 contains a narrow, three-story masonry building leased on a month-to-month basis by Portland Saturday Market for office space and storage. Modular restrooms and a garbage/recycling area for market operations are located on the parking lot adjacent to the building.

### Opportunities

#### Location

Block 11 is located in close proximity to a wide variety of cultural and entertainment amenities, and is ideally located for tenants looking for a central location.

#### Built Form and Urban Design

Infill development should activate Ankeny, First, and Second while creating a pedestrian friendly edge on Burnside Street.

### Challenges

#### Site Access

Block 11 slopes west to east toward the river. This slope is exaggerated at the north by Burnside Bridge approach. This makes auto access difficult from the north and west. In addition, Ankeny Street to the south is narrow and closed to automobiles on weekends, and First Avenue is closed to cars at all times. This may create challenges for vehicle access, particularly for loading and unloading.

#### Public Safety

Safety concerns in the area surrounding Block 11 are an important challenge. To many visitors, the area can feel unsafe, especially after dark.

### Recommendations

- PDC should work with the Salvation Army and the Bill Naito Company to redevelop Block 11 into a mixed-use development.
- Development should expand and improve the Salvation Army facilities, and provide ground floor retail that complements Portland Saturday Market and the surrounding neighborhood.
- Care will need to be taken to ensure

that the International Market is able to find a suitable relocation spot, preferably in a place that contributes to the success of the overall market area.

- Development should create a continuous pedestrian-oriented urban fabric along Ankeny Street. This site is a key for generation of 24-hour activity in the area and keeping “eyes on the street” to help mitigate safety concerns. It also serves as a focal point for revitalization in the District.
- To maximize compatibility with historic structures, new construction should have a ground floor height of 15-20’ and upper floors should have heights of 11-12’.
- New construction should have a 15’ step back from First Avenue at the 75’ height mark. New construction on the southeast corner should not exceed the existing 75’ height limit and could, perhaps, be lower than 75’.
- Shared parking strategies should be explored with Block 9, Block 10, and Block 34, as well as the potential for developing structured parking off site. Underground parking is encouraged.

Catalytic Opportunity Site: Block 34

- Existing Structures: 1**
- Fire Station #1 (including Fire Museum on north side, structurally attached)
- Peak Block Height: 44'**
- Contributing Structures: 0**
- Ownership:**
- City of Portland (Bureau of Fire and Rescue)



Cross section by Won Kang, HBBH

FIGURE 6.9: Potential massing of infill development. Design is indicative only.

- Street frontage on Burnside should be an active use, yet should accommodate social service provisions and queuing. When possible, accommodations for indoor queuing should be created.

**BLOCK 34:** This block is the site of Portland’s central fire station, known as Fire Station #1. At the outset of this project, Fire Station #1 was expected to be moved to Block 8 to allow for mixed-use redevelopment Block 34, but budgetary and other considerations caused a reversal of this decision. Therefore, Fire Station #1 will be rehabilitated in place.

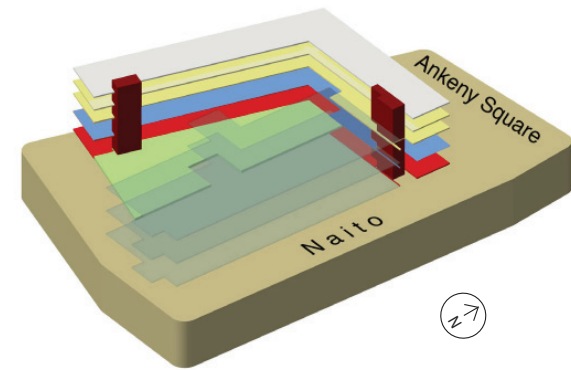


FIGURE 6.10: Massing of potential development on Block 34.

It is critical that rehabilitation of Fire Station #1 address the needs of Portland Fire and Rescue while acting as a catalyst for other strategies and public investments taking place in the District. In particular, the passive appearance of the station’s north and west sidewalls must change.

Opportunities

Location

Block 34 occupies one of the most prominent locations in the District, directly adjacent to Ankeny Plaza and Skidmore Fountain. It is ideally located for office, commercial, and residential tenants looking for a central location.

Fire Museum Facility

A use in the existing fire museum facility that would provide weekday and evening activity would help to enliven the District, increase foot traffic, and assist in solving public safety issues by bringing more “eyes on the street” to the area.

Saturday Market Integration

Redevelopment would provide an excellent opportunity for a design that complements the Portland Saturday Market and works to integrate it into Ankeny Plaza.

Ownership

Block 34 is publicly owned. PDC needs to realize the potential of this block by shaping the design of its edges, at the least.

Challenges

Parking

Parking is very restricted on this site, and a plan will need to be in place to ensure that fire station employees and visitors have adequate parking.

Fire Station Proximity

Development on Block 34 is complicated by the need to ensure that fire services are not impaired.

Interaction of Site with Ankeny Plaza

Fire Station #1 currently interacts poorly with the public realm, presenting blank walls, fencing and a little-used museum front to Ankeny Plaza and First Avenue.

Recommendations

Block 34 may be the project area’s biggest challenge and greatest opportunity. Fire Station #1 is the center of the City’s emergency response network. It is also publicly-owned property situated at the center of an eclectic market and nightlife District. This

## Catalytic Opportunity Site: Block 27

**Existing Structures: 4**

- Smith’s Block Buildings (2)
- Railway Buildings (2)

**Peak Block Height: 52’**

**Contributing Structures: 3**

- Smith’s Block Buildings (2)
- Railway Buildings (2)

**Ownership:**

- Mixed Private



Rendering courtesy of David P. Sauter

FIGURE 6.11: Smith’s Block. Design is indicative only.



FIGURE 6.12: Plan view of potential development on Block 27.

dichotomy requires bold, inspired design. Portland has the opportunity to demonstrate that public safety, security, and urban vitality can go hand in hand.

- Development on Block 34 must not interfere with fire station operations, nor must it hinder revitalization. All redevelopment ideas must be crafted with the full cooperation of both the Fire Bureau and the PDC.
- The Development Framework proposes to flank the north face of Fire Station #1 with a narrow bank of workforce housing and ground-floor small-scale commercial, which will simultaneously protect the fire station and animate the public realm.
- To complement historic structures, new construction should have a ground floor height of 15-20’ and upper floors should have heights of 11-12’.
- The ground floor should be as “permeable” as possible, allowing for a lively flow of pedestrians between Ankeny Plaza and interior spaces.
- Height of new development should not exceed that of the fire station.

- Development should create a continuously pedestrian-oriented urban fabric along both Ankeny Street and First Avenue. Thus, visual improvements to the west edge are strongly desired.
- Shared parking strategies should be explored with Block 9, Block 10, and Block 11; as well as the potential for developing structured parking off-site.

**BLOCK 27:** R.V. Kuhns & Associates is currently rehabilitating Smith’s Block on Block 27 and will move their Portland operations to the site upon completion. Their Portland office has 62 employees.

Restoration of Smith’s Block preserves a major historical asset in the District and provides a primary active land use along Naito Parkway. The project will help catalyze adaptive reuse of other structures along Naito Parkway and near Block 27.

### Opportunities

#### Location

Smith’s Block is highly visible on Naito Parkway, and provides a stellar example of successful exterior restoration.

### Built Form and Urban Design

Restoring Smith’s Block helps preserve the historic streetscape along Naito Parkway and will serve as an important asset for the Waterfront Park block face.

### Challenges

#### Connecting to the District

Smith’s Block is bounded by an empty parking lot and Fire Station #1, both of which are deactivating uses. Until infill occurs, activity in the area may be sparse.

### Recommendations

- PDC should explore the creation of historic-scale infill on the remainder of Block 27, and should seek to create a continuously pedestrian-oriented urban fabric along First Avenue.
- To complement historic structures, new construction should have a ground floor height of 15-20’ and upper floors should have heights of 11-12’.
- Cast iron has been salvaged from the demolished building to the south of Smith’s Block. It should be considered for reuse, perhaps in a courtyard component along Naito Parkway.



FIGURE 6.13: Sketch of Saturday Market, with improvements in Ankeny Plaza.

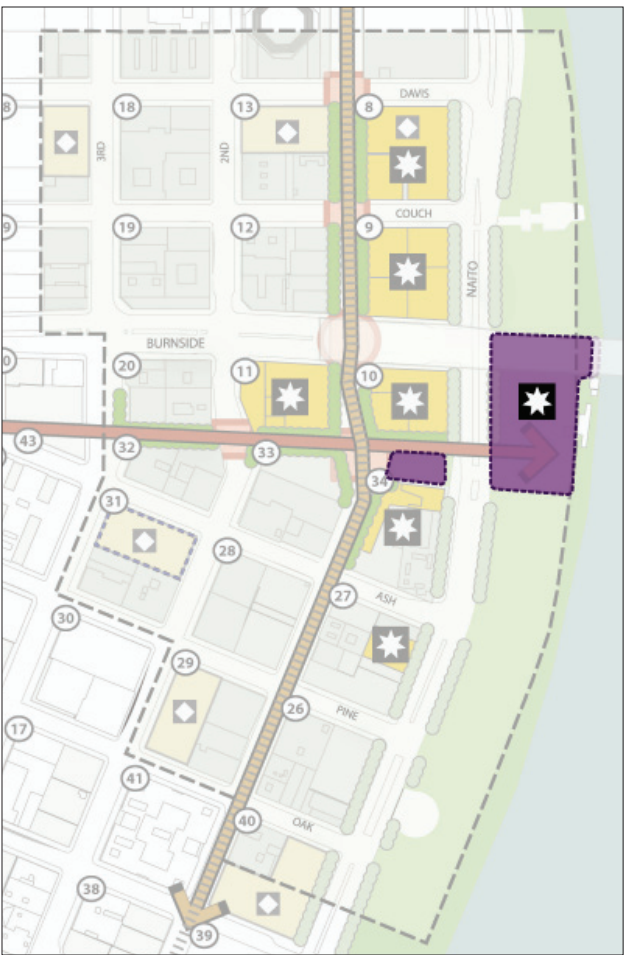


FIGURE 6.14: Plan view of Saturday Market's footprint in the new event space in Waterfront Park

Support Saturday Market

The Portland Saturday Market is a vital cultural and economic institution for the region and the District. Ensuring this Market remains not only viable, but thrives and grows, is key to ensuring the District's long term success. The priority implementation strategy envisions two main actions to support and enhance Saturday Market. These actions are detailed below with specific supporting strategies.

Improve Ankeny Plaza to better accommodate events/markets

- Retain one-way auto traffic on Ankeny Street between SW First Avenue & Naito Parkway, but restrict traffic during market days, other programmed events and evenings. Some level of access to Block 10 should be maintained as needed by occupants, however.
- Ankeny Street and Ankeny Plaza should be re-surfaced with a consistent system of pavers.
- Separation between designated pedestrian areas and auto areas should be delineated by changes in the paving material, color and/or

patterning, however raised curbs should not be used in this area.

- Improvement efforts should provide utility connections within the Plaza for market vendors.
- Open space around the Skidmore Fountain should be maintained to help create a landmark and focal point for the District.

Improve Naito Parkway crossing between Ankeny Plaza and Waterfront Park

- Reduce traffic lanes to one in each direction on weekends.
- Modify signal timing at the crossing to give pedestrians priority.

Improve the Public Realm

Open Space and streetscape improvements throughout the District will be essential for revitalization. Limited resources necessitate a focused approach and consideration of unique funding strategies, such as the creation of a Local Improvement District. Improvements to the following prioritized areas are part of the priority implementation strategy:

**Develop the Waterfront Park Plaza**

- Develop a plaza with accommodations for a variety of events, including Saturday Market.
- Provide utility connections for use by event sponsors.
- Design new spaces in Waterfront Park to support the current and future rebuilding of the dock area and approach ramps.
- Refurbish the pump station and integrate it as a feature of the park.
- Additional consideration should be given to creating an aspect of the market plaza that could provide education on stormwater and the environment.
- Develop restroom facilities to serve the park and its events.
- All improvements should integrate with the Waterfront Park Master Plan.

**Underside of the Burnside Bridge**

- Work with Block 9 and Block 10 tenants and owners to develop a safety management strategy.
- Improve lighting, install artwork, and consider incorporating cast iron into designs.
- Create an activating use on or near the MAX platform, such as an informational kiosk, coffee shop, or newsstand. This would help to improve public safety and keep more eyes on the station.
- Install the current signage and

wayfinding elements being fabricated for the District to orient MAX users and provide clear guidance for transit riders.

**First Avenue Transit and Pedestrian Spine**

- Develop a comprehensive signage and wayfinding system with priority installation on First Avenue between Davis and Ash.
- Plant street trees along First Avenue. Ensure through proper tree selection that historic facades are not obscured. Consider tree plantings for new construction or non-contributing structures only.
- Include on-site stormwater management features, such as bio-swales and permeable pavers.
- Mark intersections along First Avenue between Davis and Ash with differentiated paving patterns.
- Consider the creation of gateway features at the intersection of First Avenue and Davis Street, and the intersection of First and Ash.
- Install the current signage and wayfinding elements being fabricated for the District to orient MAX users and provide clear guidance for transit riders.

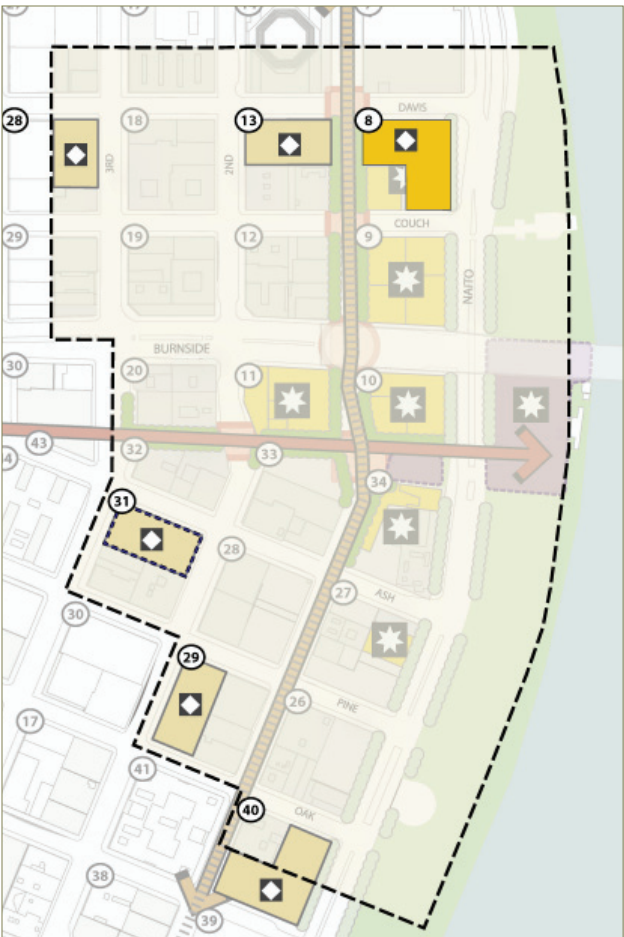
**Ankeny Street Pedestrian Corridor**

- Develop a comprehensive signage and wayfinding system with priority installation on Ankeny Street between Third and Naito Parkway.



**FIGURE 6.15: Plan view of public realm improvements**

- Include on-site stormwater management features, such as bio-swales and permeable pavers.
- Reclaim excess right of way at the intersections of Ankeny Street with Second and Third Avenues to create public space. Consider the creation of a feature such as the Fountain Walk. A gateway feature at the intersection of Third Avenue and Ankeny Street would also assist with District visibility.
- Close Ankeny Street between Second Avenue and Naito Parkway to vehicle traffic during market hours and events.



**FIGURE 6.16:** Edge opportunity sites, which will need a strong regulatory framework for proper implementation.



**FIGURE 6.17:** Potential boundary of a management entity.

## Regulatory Framework

Providing a regulatory framework to guide improvements in the District is essential if its historic character is to be maintained. The following incentives should apply across the District, but serve to support and enhance those areas where public funds will be most useful for attracting residents and visitors, activating public space, and supporting business.

### Increase permitted height and FAR limits on edge opportunity sites

Six edge opportunity sites have been designated as ideal locations to encourage additional height and density. The Bureau of Planning should determine the appropriate height and density for these sites. These edge sites are:

- The north half of Block 8 (north of Burnside);
- The north half of Block 13 (north of Burnside);
- The east half of Block 28 (undeveloped portion; north of Burnside);
- The north half of Block 31 (south of Burnside);
- The west half of Block 29 (south of Burnside); and
- The south half of Block 40 (south of Burnside).

### Sell development rights to subsidize District improvements

The use of tradeable development rights from existing properties to subsidize historic redevelopment and

finance public realm improvements in the District will be an important incentive for ensuring that the District thrives.

It will be important to ensure that the funds realized by trading development rights are reinvested in the District. Specific guidelines on reinvestment should be adopted. In addition, provisions should be put in place to ensure that this incentive does not encourage the demolition of historic properties.

### Provide incentives for the reuse of historic cast iron

Historic cast iron is a signature of the District. A large amount of this cast iron is currently held by the Bosco-Milligan Foundation in partnership with the PDC. Reusing this cast iron as part of historic restoration efforts, or as streetscape and interpretive elements, should be encouraged through incentives.

### Sell parking separately from residential development

Residential development should be encouraged to sell parking stalls separate from housing. This “unbundling” will help to make housing more affordable for those residents that wish to forego car ownership, as they will not be required to bear the cost of providing a parking space. Additionally, this will decrease parking needed for development, and will help to make projects more feasible.

**Transfer existing parking rights to designated properties in the District to pool demand and encourage the construction of structured parking**

Allow development in the District to pool parking needs off-site. This would encourage property owners to pool parking demand and would help to make the construction of structured parking in the District more likely.

**Implement District-wide Design Guidelines**

A revised set of comprehensive District-wide design guidelines should be implemented to update and enhance current guidelines. Recommendations on how to revise and enhance the existing District Design Guidelines are located in Appendix F.

**Management Entity**

Downtown Management Districts became popular in the 1980s as a means of caring for the public realm and promoting the collective welfare of downtown businesses. Portland pioneered the downtown management concept with the ground-breaking “Clean and Safe” District that was established by the Association for Portland Progress in 1988. Since then, “Portland Downtown Services, Incorporated” has cleaned and supervised the streets and public areas of downtown, providing a wide variety of security and maintenance functions to downtown property owners, including private busi-

nesses, the City of Portland, Tri-Met, and many nonprofit organizations.

Portland Downtown Services provides both a basic level of maintenance and security throughout the downtown core and enhanced services in special places such as Pioneer Courthouse Square and the Transit Mall. These special places receive extra services—which are paid for by the relevant property owners—because these places receive a higher level of visitation than other parts of downtown. Pioneer Courthouse Square is the site of hundreds of major downtown events each year. The Transit Mall is the hub of the regional bus system. Additionally, Portland Downtown Services provides enhanced security and maintenance for a variety of public parks throughout downtown Portland.

The Ankeny/Burnside area is already part of the Clean and Safe District, with business and property owners paying into the common pool managed by Portland Downtown Services. Nevertheless, this is a special area. It is home to several dynamic weekend markets, some of downtown’s most active weekend nightlife, and the Central City’s largest concentration of social service providers and homeless. It is in the interest of the property and business owners in the Ankeny/Burnside area to augment existing clean and safe services with security and maintenance that is dedicated to the public realm in this neighborhood.



Import Plaza and the Globe Hotel on Block 8



The White Stag Building on Block 9.



The Skidmore Fountain Building on Block 10.



Salvation Army Buildings on Block 11.



The north and west edges of Block 34.



Smith's Block under reconstruction on Block 27.

Specific recommendations include:

- Explore a Skidmore/Old Town Management Entity, an independent nonprofit organization that enters into an agreement with the City of Portland and all area property owners to collect an assessment on property and/or business for the purposes of management, promotions, maintenance, and security in the District.
- The board of directors of this nonprofit organization should be made up of payers of the assessment.
- An initial board should be appointed by the city council, in consultation with city and PDC staff, as well as area property and business owners.
- The board itself should make successive appointments in accordance with the organization's by-laws. (The International Downtown Association has publications and professional advice available for such an effort.)
- The Skidmore/Old Town Management Entity might choose to contract with Portland Downtown Management Services to provide enhanced maintenance and/or security for the District or the organization might choose to employ its own personnel for these activities.
- Public space programming and management for the District. This means scheduling events in Ankeny Plaza and the plaza to be created in Tom McCall Waterfront Park, south of the Burnside Bridge. The management entity should own, rent and maintain the semi-permanent coverings to be used by Portland Saturday Market and other users of these spaces.
- The management entity should be the lead organizer for developing a District-wide shared parking strategy.
- The management entity could be responsible for coordinating a District-wide alternative transportation plan. Providing bicycle lockers and showers in a centralized area is one example of how this idea could be put into practice.
- PDC and the City of Portland should work with the management entity and Mercy Corps to explore the possibility of creating a small business and microenterprise incubator to be overseen by the management entity.

It should be noted that the reemerging Old Town/Chinatown Business Association has expressed a need for services akin to those sought for the District. If an opportunity arises for cooperation on this front, it should be maximized.

In addition to maintenance and security, the management entity should also provide services in the following areas: