

Ankeny/Burnside Development Framework Summary

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Investing in Portland's Future

PDC

PORTLAND DEVELOPMENT COMMISSION

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Ankeny/Burnside Development Framework Summary

Introduction

Portland Bureau of Planning ('Planning') and Portland Development Commission ('PDC') are initiating the Ankeny/Burnside Development Framework Project ('Development Framework'). The purpose of this joint Planning/PDC project is to analyze how we can use City resources and further leverage private interests to invest and revitalize around Ankeny Plaza including the area under Burnside Bridge, and the public interface of the new Fire Station #1 and Globe Hotel. The Development Framework will incorporate elements of the *Old Town/China Town Vision – Development Plan*, updated in January 2003 ('OT/CT Plan'), and the *PDC Downtown Waterfront Development Opportunities Project Report*, May 2003 ('DTWF DOS').

The outcome of the Development Framework will establish the urban design and development goals for future public and private investments in the area. It will include a phased strategy to address the area's longstanding redevelopment needs, historic character and new development opportunities. It will be developed with a Stakeholder Advisory Group including neighborhood property owners, residents, businesses and organizations, as well as guided by a public outreach process.

Project Summary

The decision by the citizens of Portland to remove Harbor Drive and replace it with Waterfront Park along the Willamette River in 1974 is considered a seminal step in the city's subsequent urban renaissance. Properties adjacent to Waterfront Park have unique historic significance, excellent views, transit service, and convenient river access. Despite these assets, the area has not realized its full potential. In response, the City has been undertaking a number of ongoing efforts including: the new *Waterfront Park Master Plan*, Naito Parkway Reconstruction, as well as examining ways to stimulate the redevelopment of properties around Ankeny Plaza, along 1st Avenue, and under the Burnside Bridge. These efforts are intended, in part, to catalyze further private development along Naito Parkway in order to create an outstanding riverfront environment, in furtherance of the goals of the Downtown Waterfront Urban Renewal Plan. These efforts will help better integrate this area within the larger central city urban fabric.

This Development Framework will be used to initiate, support and guide development in the Ankeny/Burnside area over the next five years. By identifying key public-sector capital improvements and desired private sector investments, the study will be an integral step in creating a more active and vibrant Ankeny/Burnside environment.

More specific goals to be initiated by this project include: stimulating development on vacant and underused land; encouraging preservation, rehabilitation and reuse of historic structures; maintaining and improving public plazas, parks and streets; improving transit and transportation infrastructure; and increasing housing and jobs in the area. The Development Framework will help the City reach these goals by accomplishing the following for the project study area:

1. Assessment and synthesis of current studies (including historic documentation updates) applicable to the study area.
2. Analysis of existing conditions and identification of unique and area-specific opportunities and constraints;
3. Development of alternative concepts that consider specific redevelopment opportunities as well as public space and amenity improvements aimed at enhancing the area's historic and symbolic status as the *heart of Portland*.



4. Provide associated specific recommendations for transit, automobile traffic, pedestrian and parking enhancements consistent with the above alternatives;
5. Further development and enhancement of preferred concepts to include urban design and development recommendations;
6. Significant coordination of efforts with parallel projects and studies to identify and integrate redevelopment opportunities with preferred alternatives;
7. Definition of specific development goals, public and private responsibilities and recommend immediate, short and long-term actions; and
8. Development of a phased redevelopment strategy to take place over the next five years.

Project Study Area

The Core Study Area is focused on Ankeny Plaza and under the Burnside Bridge along 1st Avenue and Naito Parkway and across the street to meet the Ankeny Pump House in Waterfront Park (see attached Ankeny/Burnside Development Framework Study Boundaries).

The Broader Study Area is comprised of the Skidmore/Old Town Historic District roughly bound by SW Naito Parkway and SW 3rd Avenue between SW Oak and NW Davis Streets.

The Skidmore/Old Town Historic District is one of Portland's two National Historic Landmarks and is considered along with New York's SoHo district to be one of the country's premiere cast iron districts. Waterfront Park, the Willamette River, a series of bridge/street connections, and other key adjacent sites define the study area's context. Linkages of the Skidmore area with Old Town/China Town, Burnside Street, Waterfront Park, the downtown Retail Core, and other transportation and traffic systems will also be considered.

Project Coordination—Other Studies and Developments

The Downtown Waterfront area, on the west side of the Willamette River, is described as Portland's 'front door.' Ankeny Plaza, as well as the area north of the plaza under the Burnside Bridge, has been the symbolic focus of Portland's most historic neighborhood, the Skidmore/Old Town Historic District.

Several related and ongoing efforts will have an impact on the rejuvenation of this historic part of Portland. A **Waterfront Park Master Plan**, developed by Portland Parks and Recreation (PP&R), provides direction for the park's renovation, and addresses related land use and environmental issues. The Portland Office of Transportation (PDOT) is currently developing final plans for the adjacent **Naito Parkway Reconstruction** expected to begin in 2006. PDC and the Portland Business Alliance completed a **Downtown Retail Strategy** that extends east from the Retail Core toward the Downtown Waterfront. PDC also produced the **Downtown Waterfront Development Opportunities Project Report**, focusing on providing a development strategy for underutilized properties along the downtown waterfront. To complete and better leverage these improvements, as well as to concentrate of completing projects in Old Town / Chinatown, the City Council and PDC **extended until 2008 the deadline to issue new bonds in the Downtown Waterfront Urban Renewal District**. Recently, PDC Commission adopted the **Central City Urban Renewal Area Study** which highlights financial resource allocations in the Downtown Waterfront Urban Renewal Area. It is expected that the selected team will also coordinate its work with other projects in progress such as **the NW 3rd & 4th Avenue Streetscape construction, the Transit Mall Reconfiguration, River Renaissance, and the Consolidated Sewer Overflow (CSO) project**.



The project is expected to study and define specific goals for the following projects in the Study Area:

- **Redevelopment scenario(s) for the current Fire Station #1 site, Block 34, to be acquired by PDC.** It is expected that

new development on this site will include mixed-use residential and commercial use. Block 34 is bounded by SW Naito Parkway, First Avenue, Ash and Ankeny Streets.

- **Redevelopment potential under the Burnside Bridge** to provide more active uses and public spaces, including Tri-Met's MAX Skidmore Station.
- **Redevelopment alternative(s) of surface parking lots** that are currently leased to hold the Portland Saturday Market on weekend days.
- **Redevelopment option(s) for the Skidmore Fountain Building**, including the potential for a Portland Public Market
- In addition, several property owners and non-profits in the area have expressed an interest in **private redevelopment scenarios** that will need to be analyzed. These may include the private redevelopment proposals for Salvation Army Harbor Lights, Smith Building, Little Italy, Bickel Block and Block 20 in Couch's Addition.
- The historic context of this Historic District is a major city asset, and along with new investment, can attract greater activity and benefits to the area. Recommendations for potential **updates to the Skidmore/Old Town Historic District design guidelines** may help promote contemporary, high quality projects that are compatible with the historic buildings' character and scale. Specifically, revised design guidelines can help encourage the rebuilding of a continuous, vibrant streetscape edge in the district.
- Potential utilization of the PDC / Bosco Milligan owned **Eric Ladd Cast Iron Collection** which consists of multiple cast iron facades saved during building demolitions during the 1960-70's in the study area. The owners are committed to permanently protecting the artifacts, and eventually, if appropriate and feasible, re-incorporating them into one or more redevelopment projects in Skidmore/Old Town Historic District.

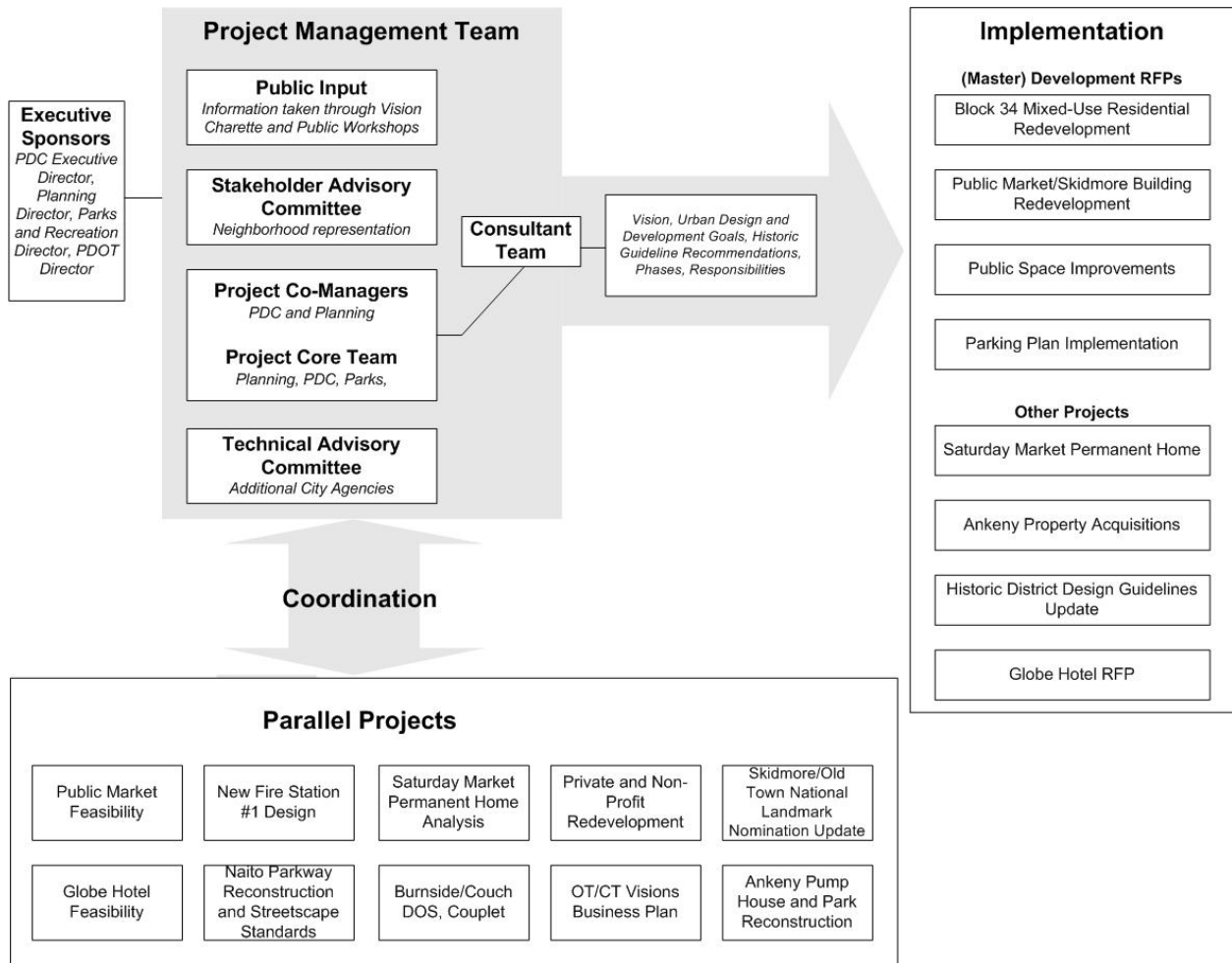


Additionally, key to the scope of this project is the coordination of distinct but integral parallel projects within the Development Framework area. Each of these projects/studies will need to be integrated as part of an iterative process, including:

- Coordination of siting and neighborhood issues related to the **Portland Saturday Market Permanent Home** project.
- Integration with PDC **Portland Public Market Feasibility Study** in the Skidmore Fountain Building and surrounding area.
- Ongoing coordination with the **draft Burnside Transportation and Urban Design Plan** which outlines potential development opportunities in the vicinity of Burnside Street.
- Assimilation of neighborhood context issues related to a new **Fire Station #1 Headquarters** to be built on three-quarters of Block 8. The new headquarters will contain space for Portland Fire and Rescue (PF&R) Fire Station #1, fire administration, a fire museum and a fire learning center.
- Integration of the remaining one-quarter of Block 8, the PDC-owned **Globe Hotel**, planned for a seismic upgrade and active redevelopment. Block 8 is bounded by NW Naito Parkway, First Avenue, Couch and Davis Streets.
- Coordination with the **Skidmore/Old Town National Landmark Nomination update project**.
- Incorporation of the **Ankeny Pump House and Park Reconstruction**, a part of the CSO project plan.
- Integration with the **OT/CT Visions Business Plan** process.

This project is an opportunity to develop a coherent approach to revitalizing the Ankeny/Burnside area and the Historic District in general. Success will depend on the ability of the framework to accommodate surrounding land uses and linkages. A combination of the above described projects and careful identification of catalyst projects within an overall development and urban design framework is expected to further encourage private investment and help fulfill the goals of the Downtown Waterfront Urban Renewal District Plan.

ANKENY/BURNSIDE DEVELOPMENT FRAMEWORK



Management of Project Team

Executive Sponsors comprised of the PDC Executive Director and Planning, PP&R, and PDOT Directors, or their designees, will guide the co-project managers. Planning and PDC staff will co-manage the project and oversee the efforts of the Core Project Team and Consultants. PDC will be the contract manager and Planning will oversee public outreach.

Citizen and Stakeholder Involvement

A Stakeholder Advisory Group shall be appointed by the Chairs of the Planning Commission and PDC Board of Directors, and organized by PDC and Planning Project Co-Managers. Direction to the Core Project Team and Consultants will be guided by recommendations of the Stakeholder Advisory Group. Stakeholder advisory representatives include:

- Portland Parks Board
- Portland Historic Landmarks Commission
- Portland Public Market
- Saturday Market/Naito Parkway PAC
- OTCT Visions Committee
- OTCT Neighborhood Association (resident)
- Social Service Provider
- Property Owners
- Business Owners
- Portland Business Alliance
- Architect/Historian



The group will have an advisory role and will not be required to reach consensus. The Stakeholder Advisory Group will also advise on the outreach plan coordinated by Planning. All deliverables will be reviewed by the Stakeholder Advisory Group or its designated subcommittee.

Citizen involvement and outreach will be a vital component of every phase of the project. In addition to the Stakeholder Advisory Group, public participation will be solicited through public meetings (including a vision charrette and public workshops) and meetings of the PDC, Planning and Historic Landmarks Commissions, City Council, media outreach and project webpage.

Project Schedule (Tentative)

The [project schedule](#) posted on the Ankeny/Burnside project website has been developed for this project. Modifications to the project schedule may become necessary as the project moves forward.