

# Waterfront Park, Ankeny Plaza & Street Improvements Project Advisory Committee

## Meeting Summary

June 20, 2007, 4:00 – 6:15 pm  
Portland Development Commission  
222 NW Fifth Avenue, Portland

## Attendance

### PAC members present

Tom Corrollo	Beardsley Development (for John Beardsley)
Harriet Cormack	Waterfront Park Master Plan Citizens Advisory Committee
Carol Edelman	Waterfront Park Master Plan Citizens Advisory Committee
Lou Elliot	Bill Naito Corp.
Daniel Friedman	Downtown Neighborhood Association
Patrick Gortmaker	Old Town/Chinatown Neighborhood Association
Jerry Marshall	Portland Rescue Mission
Chet Orloff	Portland Parks Board, Historic Resources
Henry Sakamoto	Oregon Nikkei Endowment
Louis Wachsmuth	Dan & Louis Oyster Bar
Terri Warpinski	University of Oregon

### PAC members absent

Richard Harris	Old Town Chinatown Visions Committee, OTCT Neighborhood Association
Carly Riter	Portland Business Alliance

### Project team

Shelby Acteson	Portland Development Commission (PDC)
Kevin Brake	Portland Development Commission
Sandra Burtzos	Portland Parks and Recreation
Chelsea Cochran	Walker Macy (consultant landscape architect)
Barbara Hart	EnviroIssues (consultant facilitator)
Joleen Jensen-Classen	Portland Development Commission
Doug Macy	Walker Macy (consultant landscape architect)
Ross Plambeck	Portland Development Commission
Mauricio Villarreal	Walker Macy (consultant landscape architect)
Nick Williams	TVA Architects (consultant architect)

### Audience members present

Lisa Hamel	International Market
Jan Oliver	University of Oregon
Paul Verhoeven	Portland Saturday Market
Jessica Englman	Venerable Properties
Lew Bowers	Portland Development Commission
Rhia Weinhaus	Portland Saturday Market

## **Welcome and introductions**

Facilitator Barbara Hart welcomed everyone to the fourth meeting of the Project Advisory Committee (PAC).

## **May 23 Meeting Summary**

Barbara asked for changes, additions, or edits to the May 23 PAC meeting summary. No changes were suggested and the meeting summary was approved by the PAC.

## **LID Discussion**

(Andrew Aebi, City of Portland Office of Transportation)

Kevin Brake announced that discussions amongst property owners in the project area had yielded preliminary support for a Local Improvement District (LID). Andrew Aebi, the City of Portland Office of Transportation's LID administrator, provided an overview of what an LID is, how it functions, and how this tool might apply to the Waterfront Park, Ankeny Plaza, and Street Improvements project.

Andrew described the LID as a planning tool used successfully around Portland. LIDs are flexible in their application and can be used to fund nearly any type of public improvement. Two primary criteria are that the improvements are in the public realm and that they produce a public benefit. Also, as a general rule, the City does not like to combine different project scopes into one LID. However, several LIDs for separate public improvements may overlap one another.

One of the most important factors to the success of an LID is property owner support. To the extent that there is close to unanimous support in the Waterfront Park, Ankeny Plaza, and Street Improvements project area, there is a good chance an LID would be approved. In addition to landowner support, a detailed cost estimate is needed to establish an LID through the City. The process for LID approval is relatively straight forward. Once the estimate is in-hand and the City is able to have a discussion with the property owners, an LID can be formed relatively quickly.

The PAC discussed the LID area and project elements that could be funded through this mechanism. Kevin Brake explained that the proposed LID only applies to Ankeny Street between First and Third avenues. A discussion has not taken place about the use of an LID for other areas. Lou Elliot asked if the fountains would be included in the estimate; Kevin affirmed their inclusion. Andrew added that there can be challenges associated with funding elements with a creative or artistic nature because the city requires that improvements go through a formal bidding process. This can complicate the selection of a specific artist or artistic design.

## **Presentation of Preferred Design Concept**

(Mauricio Villarreal, Walker Macy)

Mauricio Villarreal of Walker Macy presented the preferred schematic design. Mauricio explained that this concept borrowed the best elements from each of the previous designs presented to the PAC and had been shaped as a result of the comments the design team received from the PAC, the community and others.

### *Streetscapes*

Along First Avenue, the street surface will utilize existing cobblestone pavers (making repairs, as needed) between Davis and Pine Streets. The preferred design concept closes Ankeny St. to vehicular traffic to create a pedestrian-only walkway between Second and Third Avenues. The surface on Ankeny Street would be upgraded to a stone paving, with pervious strips for stormwater infiltration. At the intersections of Ankeny with Second and Third Avenues, the plan reclaims right-of-way for pedestrian space by the use of curb extensions. These areas may include stormwater planters, fountains, and paver sidewalks.

### *MAX Station and Burnside Bridge*

The Skidmore Fountain MAX station under the Burnside Bridge would include a new façade for the storage vault on the west side of the tracks. This could provide space for retail. A backlit perforated metal panel soffit feature spanning overhead between the two platforms would create a lower ceiling and illumination to improve the atmosphere under the bridge. On the east platform, an “art wall” would help to create a sense of separation from the parking lot. This could be constructed of a material such as glass or perforated metal that will have a design image on the surface. It was suggested that this might be historical imagery that reflects the district’s past, such as the designs of the cast iron columns. The west side of 1<sup>st</sup> Avenue has a double row of street trees adjacent to the bridge. The westernmost row would be removed to improve visibility. The switchback of the stairways would be eliminated and replaced by a straight stair alignment.

### *Waterfront Park*

Paving would extend across Naito Parkway connecting Ankeny Plaza to Waterfront Park. Where the paving enters the park, a circular plaza area is proposed, with steps that surround the space and a water feature off to one side. The steps surrounding the circular plaza would extend around the east side at the seawall, providing a three to four-foot rise to the upper walkway area at the seawall, as well as south to the lawn and north to the market platform. The walkway at the seawall would cantilever out slightly, providing people with a place to sit, as well as view the Willamette River. The wall west of the pump station is removed and a secondary esplanade will be installed west of the pump station facade for use on market and event days. The three large oak trees west of the Pump Station and those along Naito Parkway will be retained and protected.

The preferred design provides for the covered structure of opposing wedge forms. Each of the wedges is approximately 30 feet wide and 170 feet long. The project team is looking at options for fritted glass sides, a thin metal louver system, or a very simple removable fabric that could be used within the structure to provide transparency. The podium design incorporates a reflecting pool that can be activated when the platform is not in use.

Saturday Market booths would pair up underneath the wedge structures between the columns with 12 foot wide aisles. In addition, food booths would be moved along the main esplanade during the weekend event, making room for more craft vendors on top of the podium. This layout yields 280 total booths, with 208 in Waterfront Park and 72 in Ankeny Plaza.

## **June 13 Open House Comments on Preferred Design**

(Sandra Burtzos, Portland Parks and Recreation)

Sandra Burtzos presented a summary of comments on the preferred design received at the June 13 Open House. A questionnaire was distributed at the event and ten participants provided

responses. A comment summary distributed to the PAC shows the responses for each of the questions. Sandra explained that they may receive more comments, and these will be factored in as the design is refined.

Overall, respondents were in favor of the following design elements:

- Circular plaza in Waterfront Park
- Raised platform at Waterfront Park
- Seawall at Waterfront Park, choices for seating
- Retention of oak trees
- Water feature in circular plaza
- Alternative esplanade route
- Retention of Ankeny Plaza columns
- Closing Ankeny to vehicle traffic between Second and Third Avenues

Those design elements that received mixed comments included:

- Overhead structure
- Reflecting pool
- Cantilevered pier
- Treatment of stormwater on-site
- Repaving Ankeny Plaza
- Straight run stairs at MAX station
- Glass art wall at MAX station
- Removal of First Avenue street trees
- Rain garden at Japanese American memorial
- Curb extensions at intersections of Ankeny St. and Second and Third Avenues

PAC members provided the following comments on the preferred design:

*Covered structure*

- Tom Carrollo asked if there had been some adjustment to the scale of the overhead structure-it now appears to be lower than the elevation of the Burnside Bridge. Mauricio responded that the previous designs had relied on different sources of bridge elevations and that the final scale of the covered structure is still being worked on.
- Tom also expressed his concern that the covered structure would attract roosting pigeons and deter public use.
- Harriet Cormack commented that of the design options for the covered structure, she prefers a design that is lighter and less massive. Concerning the current structure design, she prefers to maintain the retractable cover. She expressed concern about a closed roof and that people will use the space to sleep under in the winter when the reflecting pools are turned off. Nick Williams responded that the project team has been working with several different design concepts that are reflected in the various renderings of the covered structure. They are considering both open and closed roof designs.
- Chet Orloff asked about maintenance responsibility for the covered structure. Sandra responded that Portland Parks & Recreation will be primarily responsible for maintenance, and that maintenance estimates are still being developed and will be potentially available in the coming month.

### *Restrooms*

- Carol Edelman asked how probable it was that the restrooms would be sited next to the fire station. Sandra responded that this conversation is still in process. Carol asked if the pump house could be appended with a restroom facility. Sandra responded that there was no space at the pump station site for restrooms.
- Chet asked whether space on the west side of Naito Parkway had been considered for a restroom facility. Sandra responded that the project team will be reviewing designs for the restrooms at different locations.

### *Food vendors*

- Carol asked whether the design allowed Saturday Market visitors to walk from the craft area to the proposed food area. Mauricio responded that visitors can access the market platform from both the south end of the food area, via the steps, or along the northern half, where the esplanade and plinth are at the same elevation.
- Harriet commented that the Waterfront Park Master Plan calls for consistent open walkways, at least 25' in width at all times. The preferred design with the alternate, esplanade route width of 16' is a concern.

### *MAX Station*

- Chet commented that elements of the Bill Hawkins book "*The Grand Era of Cast-Iron Architecture in Portland*" could be used for art wall imagery.
- Jan Oliver suggested that safety issues should be vetted with local experts on these concerns. Kevin responded that a public safety coordination group representing local public safety organizations has been convened and apprised of these design concepts and will be providing feedback.

## **Implementation and Available Budget**

(Sandra Burtzos, Portland Parks and Recreation)

The PAC considered a detailed cost estimate for all project elements and discussed the path forward for project implementation in light of available budget. The cost estimate presented to the PAC consisted of an Executive Summary that differentiated between the "core project" and additional project items. Sandra reported that the available budget is \$6.5M for all direct construction costs, and \$8.8M total with soft costs.

Elements included in the cost estimate include the following:

- Waterfront Park: Hardscape, Landscape, and Utilities; Shade Structure; 4-Place Restroom (4 stalls for women and 4 for men), River Wall + Infill; Water Feature
- Burnside Bridge/MAX Station: Hardscape, Landscape, and Utilities; MAX Station Improvement/Retail Space; Art Wall; Stairs to Burnside Bridge
- Naito Crossing: Hardscape, Landscape, and Utilities
- Lighting Under Burnside Bridge: Demolition of existing lighting and installation of new lighting
- Ankeny Plaza/Ankeny St. Between Naito Parkway and First Avenue: Hardscape, Landscape, and Utilities
- Ankeny St. Streetscape (between First and Second Avenues): Hardscape, Landscape & Utilities
- Ankeny St. Streetscape (between Second and Third Avenues): Hardscape, Landscape & Utilities
- First Avenue Streetscape: Hardscape, Landscape & Utilities

Design elements that were not included in the cost estimate and would be additional to the total, include:

- A larger version of Restroom Building
- Ankeny Plaza Retail Building Shell
- Curved Cantilevered Deck Extension
- Rectangular Pier Extension
- Gangway and Docks

Mauricio Villarreal described elements of the project where cost savings could potentially be realized to meet the currently available budget. This package of savings was developed with the entire project team and is being proposed for the PAC's feedback. The cost estimate shows these cost reduction options as "Option A". It is approximately \$1M over budget, but the deficit is anticipated to come from a private fundraising campaign that is currently underway, with a \$1M goal.

In Waterfront Park, the savings consist of: reduction of length of stairs, reduction of number of uprights, change some stone paving to concrete pavers, change paving material under bridge to asphalt, and reduce the circular plaza diameter. The overhead structure could realize some savings by a reduction in square footage since it covers more of the market than required, changing side materials to perforated metal, and omitting the retractable roof coverings in favor of a solid roof. The 4-stall (x2) restroom could find savings by reducing the quality of finishes. The water feature could reduce the quantity of nozzles and not have water pooling at upper rectangular plaza, only moving across it.

Savings can be realized under the Burnside Bridge by reducing the retail space size at the vault, using different materials and construction methods for the art wall, and omitting reconstruction of the stairs from the MAX station to the top of the bridge.

The project team also proposes the following cost savings measures: elimination of repaving the Naito crossing, new lighting under the Burnside Bridge in Waterfront Park, and the Ankeny Plaza/Ankeny Street between Naito and First improvements at this time.

#### *Discussion*

The PAC discussed their questions and concerns about the available budget and preferred design elements. Several members were interested in the process for decision-making on outstanding design elements.

Chet asked whether, from the perspective of the designers, these potential cuts are a loss of essential project character. Doug responded that the cost estimates provided are as accurate as possible at this stage of the design process, and that some practical sacrifices could be made without compromising the project's overall character. If an LID is formed, participants could discuss modifications to the streetscape design that could yield some cost savings. Chet stated that he believes the full project design should be implemented.

Lew Bowers of PDC clarified that the available budget could be applied to a first phase of construction and that additional elements can be implemented as funding becomes available. However, for the purposes of meeting the tight deadlines, the project team will need direction on how to move forward in the near term with a project that meets the currently available budget.

Terri Warpinski commented that while there is a tendency to want to cut back budget from each of the areas equally, she is uncomfortable with a reduction in the size of the structure if it would reduce booth coverage. She still questions the mass of the structure. In addition, she suggested the removal of one staircase to the south of the Burnside Bridge, with a signal for pedestrian crossing on top of the bridge. Sandra responded that the project team is not looking at reducing the size of the market, but rather scaling back the costs of the design. She also thanked Terri for the suggestion, but believed that the costs of a traffic signal are likely prohibitive.

Paul Verhoeven commented that the covered structure is critical for the success of Portland Saturday Market and he didn't want to see quality sacrificed to save costs. Pigeon roosting is a central concern, as is ensuring that it has a light and airy feel. In addition, Paul commented that the planned restroom facilities providing just four stalls each are inadequate. If the permanent restrooms of that size are to be built, there needs to be space for porta-potties. He encouraged the project team to pursue other restroom options.

Lou Elliot commented that he supports the design for the covered structure in Waterfront Park. The transparency of the structure will be important, but he is confident that the project team will devise a solution. Also he noted that the reflecting pool feature is acting as a deterrent and is displacing other costs associated with maintaining the area. He added that just one fountain should be built, not two or three, as proposed.

Carol commented that she does not support a solid roof for the structure. Nick Williams replied that the project team is cognizant of the design issues associated with the structure and will be working to resolve concerns.

Several PAC members questioned the need for the fountain on the market platform. Jerry Marshall, Gene Maier, and Carol Edelman all felt that this feature was unnecessary considering its cost and should either be redesigned or removed from the preferred design concept. Harriet Cormack and Lou Elliot supported the fountain, commenting that a major water feature will create a major public attraction, is what the Waterfront Park Master Plan calls for and was agreed to as part of the Saturday Market move into Waterfront Park.

Henry Sakamoto commented that the Oregon Nikkei Endowment does not want to see a stormwater treatment facility adjacent to the Japanese American Historical Plaza.

### **Next Steps**

Sandra Burtzos explained the next steps for the Waterfront Park, Ankeny Plaza, and Street Improvements project. The project team will be considering this additional PAC comments, as well as that from the Technical Advisory Group in refining the design. The design will eventually be reviewed by the Historic Landmarks Commission.

At this point in a project, at the end of schematic design, it is typical for an advisory committee to have fulfilled its project contributions. However, given the number of elements that are still in flux, she suggested an update meeting on July 25. In addition, a range of dates have been identified for a site tour of the project area once construction begins. Any additional comments may be emailed to the project team.

Next meeting: August 15, 2007, 4:00 – 6:00 pm at PDC Commission Room

<b>Waterfront Park, Ankeny Plaza</b>	<b>Architectural Cost Consultants, LLC</b>	Estimate Date	27-Jun-07
Portland, Oregon	James A. Jerde, AIA - Stanley J. Pszczolkowski, AIA	Document Date	20-Jun-07
Walker Macy	8060 SW Pfaffle Street, Suite 110	Print Date	6-Jul-07
Portland, Oregon	Tigard, Oregon 97223	Print Time	11:00 AM
SCHEMATIC DESIGN ESTIMATE	Phone (503) 718-0075 Fax (503) 718-0077	Constr. Start	1-Mar-08

EXECUTIVE SUMMARY			OPTION 'A'			
DESCRIPTION	item total	area total	reductions	item total	area total	area total w/ soft cost
<b>CORE PROJECT - DIRECT CONSTRUCTION COST</b>			<b>CORE PROJECT - DIRECT CONSTRUCTION COST</b>			
<i>Waterfront Park</i>		\$9,275,168			\$6,839,312	\$8,985,495
Hardscape, Landscape & Utilites	\$ 4,592,374		25%reduce 'stadium' steps / 50% reduce uprights /reduce stone pavers-add conc pavers / add asphalt / reduce plaza size no opening / perf metal sides /	\$ 3,666,791		
Shade Structure	\$ 1,725,919		25% reduce size	\$ 1,157,918		
4-Place Restroom (4 stalls each side)	\$ 382,194		25% reduce finishes	\$ 286,645		
River Wall + Infill Existing Dock Area	\$ 227,958		50% reduce nozzles - no water pooling at top plaza	\$1,500,000		
Water Feature	\$ 2,346,724					
<i>Burnside Bridge / Max Station</i>		\$919,048			\$563,699	\$740,589
Hardscape, Landscape & Utilites	\$ 254,953		25% reduce size	\$ 272,142		
Max Station Improv. / Retail Space	\$ 362,856		75% reduce	\$36,604		
Art Wall	\$ 146,416			\$0		
Stairs to Burnside Bridge	\$ 154,823					
<i>Naito Crossing</i>		\$82,052			\$0	\$0
Hardscape, Landscape & Utilites	\$ 82,052			\$0		
<i>Lighting Under Burnside Bridge</i>		\$174,643			\$87,322	\$114,723
Demo Existing & Install New	\$ 174,643		west side only	\$87,322		
<i>Ankeny Plaza / Ankeny St. between Naito &amp; 1st</i>		\$863,332			\$0	\$0
Hardscape, Landscape & Utilites	\$ 863,332			\$0		
<u>Streetscapes</u>						
<i>Ankeny Between 1st &amp; 2nd</i>		\$784,084			\$0	\$0
Hardscape, Landscape & Utilites	\$ 784,084			\$0		
<i>Ankeny Between 2nd &amp; 3rd</i>		\$1,109,574			\$0	\$0
Hardscape, Landscape & Utilites	\$ 1,109,574			\$0		
<i>First Avenue</i>		\$440,870			\$0	\$0
Hardscape, Landscape & Utilites	\$ 440,870			\$0		
<b>CORE PROJECT - DIRECT CONSTRUCTION COST</b>					<b>\$7,490,333</b>	<b>\$9,840,807</b>
Available Budget		\$6,500,000			\$6,500,000	\$8,800,000
Project Delta		<b>(\$7,148,771)</b>			<b>(\$990,333)</b>	<b>(\$1,040,807)</b>

<b>Waterfront Park, Ankeny Plaza</b> Portland, Oregon Walker Macy Portland, Oregon SCHEMATIC DESIGN ESTIMATE	<b>Architectural Cost Consultants, LLC</b> James A. Jerde, AIA - Stanley J. Pszczolkowski, AIA 8060 SW Pfaffle Street, Suite 110 Tigard, Oregon 97223 Phone (503) 718-0075 Fax (503) 718-0077	Estimate Date 27-Jun-07 Document Date 20-Jun-07 Print Date 6-Jul-07 Print Time 11:00 AM Constr. Start 1-Mar-08
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DESCRIPTION	QUANT	UNIT	UNIT COST	ITEM TOTAL	AREA TOTAL	AREA TOTAL W/ SOFT COST	COMMENTS
<b>CORE PROJECT - DIRECT CONSTRUCTION COST</b>					<b>\$13,648,771</b>	<b>\$17,931,768</b>	
<b>Waterfront Park</b>					\$9,275,168	\$12,185,726	Build Out to Seawall Line
Hardscape, Landscape & Utilites			\$ 4,592,374				
Shade Structure			\$ 1,725,919				
4-Place Restroom (4 stalls each side)			\$ 382,194				
River Wall + Infill Existing Dock Area			\$ 227,958				
Water Feature			\$ 2,346,724				
<b>Burnside Bridge / Max Station</b>					\$919,048	\$1,207,446	
Hardscape, Landscape & Utilites			\$ 254,953				
Max Station Improv. / Retail Space			\$ 362,856				
Art Wall			\$ 146,416				
Stairs to Burnside Bridge			\$ 154,823				
<b>Naito Crossing</b>					\$82,052	\$107,799	
Hardscape, Landscape & Utilites			\$ 82,052				
<b>Lighting Under Burnside Bridge</b>					\$174,643	\$229,446	
Demo Existing & Install New			\$ 174,643				
<b>Ankeny Plaza / Ankeny St. between Naito &amp; 1st</b>					\$863,332	\$1,134,247	
Hardscape, Landscape & Utilites			\$ 863,332				
<b>Streetscapes</b>							
<b>Ankeny Between 1st &amp; 2nd</b>					\$784,084	\$1,030,130	
Hardscape, Landscape & Utilites			\$ 784,084				
<b>Ankeny Between 2nd &amp; 3rd</b>					\$1,109,574	\$1,457,759	
Hardscape, Landscape & Utilites			\$ 1,109,574				
<b>First Avenue</b>					\$440,870	\$579,216	
Hardscape, Landscape & Utilites			\$ 440,870				

<b>ADD FOR 10-PLACE STAND ALONE RESTROOM BUILDING</b>					<b>\$670,800</b>	<b>\$881,298</b>	
<b>Stand Alone Toilets Building</b>					\$670,800	\$881,298	
Toilets - ten stalls each side	1,032	SF	\$ 650.00	\$ 670,800			
<b>ADD FOR ANKENY PLAZA RETAIL BUILDING SHELL</b>					<b>\$1,134,540</b>	<b>\$1,490,560</b>	
<b>Retail Building Shell</b>					\$1,134,540	\$1,490,560	
Retail Shell	3,723	SF	\$ 180.00	\$ 670,140			
Toilets - ten stalls each side	1,032	SF	\$ 450.00	\$ 464,400			
<b>ADD FOR CURVED CANTILEVERED DECK EXTENTION</b>					<b>\$204,693</b>	<b>\$268,926</b>	
<b>Per Detail</b>					\$204,693	\$268,926	
<b>ADD FOR RECTANGULAR PIER EXTENSION</b>					<b>\$283,582</b>	<b>\$372,570</b>	
<b>Per Detail</b>					\$283,582	\$372,570	
<b>ADD FOR GANGWAY &amp; DOCKS</b>					<b>\$441,282</b>	<b>\$579,757</b>	
<b>Per Detail</b>					\$441,282	\$579,757	