

SKIDMORE OLD TOWN HISTORIC DISTRICT

DEVELOPMENT PROGRAM IMPLEMENTATION SCHEDULE DEVELOPMENT STANDARDS

PREPARED FOR THE

PORTLAND DEVELOPMENT COMMISSION

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I INTRODUCTION

A. BACKGROUND

Residents of Portland have for many years considered the Skidmore/ Old Town District the prime historic area of the City. The area, once the heart of commerce and entertainment, contains Portland's largest concentration of mid to late 19th century business buildings, and next to New York City, one of the largest collections of Victorian Italianate cast iron architecture.

The District was officially recognized in 1959 when the City Council adopted the Skidmore Fountain Design Zone, an area within the present District south of Burnside. In 1969-70, following adoption of the Historical Landmarks Ordinance, 14 buildings in the District were designated as Historical Landmarks by the City Council. The 1972 "Goals and Guidelines for Downtown Portland" further emphasized the City's commitment to preservation and restoration of the Skidmore/Old Town area.

During 1974-75 the Downtown Waterfront Urban Design Plan and Development Regulations were prepared. These plans included historical surveys, modifications to the Landmarks Ordinance, and specific proposals for the Skidmore/Old Town and Yamhill Historic Districts. Ordinance modifications and the two historic districts were approved by City Council in July 1975.

In December 1975 the Skidmore/Old Town Historic District was certified by the National Park Service for enrollment on the National Register of Historic Places. National Register status provides protection for all historic buildings within the District from direct federal action and from federally funded action, and makes historic buildings eligible for federal preservation grants, and for property tax benefits with the State. Limited federal matching grants through the National Park Service are also available for restoration of public elements such as cobblestones and street lights, and for public acquisition of historic properties for preservation and restoration purposes.

The Portland City Council, in August 1976, approved the Urban Conservation Fund, a program jointly administered by the Portland Development Commission (PDC) and the Portland Historical Landmarks Commission (PHLC). The intent of the program is to provide financial assistance for preservation and restoration of historic properties through low interest loans, grants, and other means.

B. FORMAT AND PROCEDURES

The Development Program is a continuation of the planning efforts previously described. The Program, Development Standards, and Implementation Schedule deals with specific public improvements within the context of the Downtown Waterfront Urban Renewal Plan and Strategy. This report to the PDC includes the following elements:

- . Statement of general design concepts and policies for the entire District
- . Historical background on each program element, followed by design concept and policy recommendations, and proposals for specific improvement and acquisition projects
- . Development and design standards for certain public improvements
- . Development priorities and implementation schedule
- . Review of related future development projects
- . Recommendations for future policy, planning, and administration

During all phases of this program, interested and affected public and private groups have been consulted. Their input has been carefully considered, and planning has responded to the needs and desires expressed by the various groups.

Groups consulted include:

- . Fountain Village Association
- . Burnside Community Council
- . Saturday Market
- . Willamette Traction Ltd.
- . Skidmore/Old Town Historic District Advisory Council
- . Portland Historical Landmarks Commission
- . Other City agencies

II DEVELOPMENT PROGRAM GENERAL DESIGN CONCEPTS & POLICIES

A primary purpose of the Development Program is to implement through public improvements the 1972 Goals and Guidelines adopted by City Council, and appropriate segments of the Downtown Waterfront Urban Renewal Plan. To achieve this purpose the following general design concepts and policies are proposed for the Skidmore/Old Town Historic District:

- A. Preserve, restore, reinforce, and in some cases, reestablish the historic character of the District:
 - 1. Retain all existing historic buildings, and historic public elements.
 - 2. Where practicable, reuse existing historic elements, such as cast iron facades, that may be available in the City.
 - 3. Where practicable, reproduce historic elements, such as street lights, that have a special association with the District or the City.
- B. Provide identity and cohesiveness within the District, while at the same time allow for the diversity that is historic and essential for continued vitality.
- C. Deemphasize auto and truck traffic, and stimulate pedestrian and transit use in accord with the Downtown Parking and Circulation Policy.
- D. Develop public improvement projects that will encourage and support private investment, and the development objectives for the Skidmore/Old Town Historic District as stated in the 1975 Urban Design Plan.

III DEVELOPMENT PROGRAM

The Development Program deals with a variety of design elements and possible public improvements. Following is a brief historical summary, general design statement, and specific project recommendations for each program element.

A. STREETS

1. History

a. Paving Materials

Original streets in the District as in other parts of the young river town were dirt - possibly some were graveled in early years. An early street surface was "Nicholson Paving" -- blocks of end grain wood. These proved unsatisfactory due to the tendency to float away during the annual spring flood.

Cobblestone paving was introduced in the 1870s. A continuing myth is that the cobblestones, often called "Belgian Block", came to Portland as ballast in foreign ships. While some did arrive in this manner the great bulk of paving stones came from basalt quarries in St. Helens and elsewhere in the region.

From information furnished by the City Engineer, it is estimated that there are approximately 4.8 million square feet of cobblestones remaining under existing streets or 23 miles @ 40' width. In subsequent years the streets were paved over with asphalt, or in some cases, cobblestones were removed and replaced with asphalt or concrete.

The full width of Front, 1st and 2nd were paved with cobblestones for their full length within the District, as were portions of Oak, Pine, Couch, and Davis. Third Avenue had cobblestones in the center streetcar track bed. East/west streets not cobbled were "macadamized" (rolled oil and gravel). (see map)

b. Street Pattern

With the exception of three major developments, the present street pattern is as originally platted:

- (1) In 1926 the present Burnside Bridge was completed. The bridge passed over 1st and Front Avenue and the Burnside R.O.W. was widened from its original 60' to 110' from 3rd Avenue to the bridge. Portions of existing buildings that extended into the new R.O.W. were demolished and new walls were built within new property lines. Burnside was raised east of 3rd Avenue, as was 2nd Avenue for one block on each side of Burnside. Original streets and sidewalks are presently buried under fill up to a depth of 10 feet.
- (2) In 1942 Harbor Drive was completed and Front Avenue was widened from 60' to 80'. All buildings on the east side of Front were razed.
- (3) In 1960 Vine Street was vacated. The present Skidmore Fountain Plaza was completed in 1962 in the Vine Street R.O. W. and on the adjacent triangular block to the north.

2. Design Concept

- a. The relationship between street, sidewalk and building is an important historical and scale element. Therefore, existing street widths in general should be maintained. There are some areas where sidewalks should be widened to provide greater pedestrian use, and to reduce vehicle traffic.
 - In cases where streets may be closed to traffic, the street/sidewalk relationship should be maintained.
- b. Original cobblestone streets, where still existing and where practicable should be restored. Existing asphalt paving should be removed, and any voids filled with recycled cobblestones from other areas.

3. Project Proposals

a. Restore cobblestone paving on 1st Avenue from the north side of Ash Street northward to the Burnside Bridge, or to a line where existing cobblestones may terminate short of the bridge. It is recognized that restoration of cobblestone streets may present certain problems related to asphalt removal, slippery surfaces, and to certain utility installations. The initial restoration project should be considered a test project, and sufficient time (1 year minimum) should be allowed to evaluate performance before proceeding on other streets.

B. PEDESTRIAN WALKWAYS

1. History

Earliest sidewalks were of wood. Granite or basalt curbs were usually installed when cobblestone paving was introduced. The wood walks continued through the turn of the century when they were replaced with concrete. (Earliest date evident on existing concrete sidewalks is 1903.)

Most original concrete sidewalks are intact except at intersections where handicapped ramps have been installed. Some granite and basalt curbs, and iron horse rings remain.

In a few locations special attention was given to pedestrian crossings. A portion of 2nd Avenue had 2-3 granite strips approximately 18" wide at intersections and at midblock for pedestrian walkways.

Until 1962, when Skidmore Fountain Plaza was developed, there were no special pedestrian areas in the district.

2. Design Concept

- a. In general, the present concrete sidewalks should be retained. Existing stone curbs and horse rings should be retained.
- b. Special treatment of pedestrian crossings at intersections and other pedestrian areas should be considered where special circumstances and opportunities exist.

3. Project Proposals

a. 2nd Avenue & Burnside Pedestrian Crossing - Phase 1

This is the Phase 1 Development Project which will be completed in late 1976. It was selected as the first project after consultation with neighborhood groups who identified the "Burnside Crossing" as a high priority. The Burnside Crossing project addresses the problems of pedestrian safety and comfort at the 2nd and Burnside and 2nd and Ankeny intersections, and of District cohesiveness which is seriously compromised by the change in scale caused by the width of Burnside.

The project consists of: sidewalk widening; brick paving at corners; extension of the median, trees, and ornamental street lights to the east; bollards and chains; and special concrete paving at the crosswalks.

b. 2nd Avenue & Burnside Pedestrian Crossing - Phase 2

Complete the improvements on the east side crosswalk and the southeast corner as described in a. above.

c. 3rd Avenue & Burnside Pedestrian Crossing

Similar treatment as at 2nd & Burnside.

d. 3rd, Ankeny/Ash Improvement Project

This project to be developed around the 3rd and Ash/Ankeny intersection and west along Ankeny to the 5th Avenue Transit Mall. Project to include: sidewalk widening, special paving, landscaping, historical displays, street furniture, and acquisition and plaza development of the triangular block bound by 3rd, Ankeny and Ash Street.

This development would provide a unique opportunity to integrate the pedestrian emphasis of the Mall and the Historic District. Further, the project would implement the adopted policy of restricting auto circulation on Ankeny.

C. PARKING & CIRCULATION

1. History

Parking and circulation problems as we know them today did not exist in the heyday of the District. The streets and a few livery stables accommodated traffic and "parking" in the 19th century.

This is not to say that traffic problems did not exist - the conflict of pedestrians and horses and horse drawn vehicles was serious as was the congestion caused by delivery wagons and other street activity. Portland's first street use ordinance in 1878 stated that Vehicles could not be operated on sidewalks, and that logs and lumber could not be dragged in streets.

The development of the auto and consequent traffic increases had little direct effect on the District until WWII and the construction of Harbor Drive which eliminated all of the buildings on the east side of Front Avenue, including many of Portland's finest cast iron commercial structures.

Following WWII the District became a primary vehicle storage area for Downtown. At present, surface parking occupies 5.59 acres in the District, or 34% of the land area, excluding streets. At present, there are approximately 2400 off-street parking spaces in, and immediately adjacent to the District. Only 550 of these spaces are short term. In addition, there are 400 metered curb spaces.

The one-way grid system was introduced in 1950. Other "traffic handling" projects, if executed, would have virtually destroyed the District. Most notable was the infamous Ash Street Ramp Project - designed in the early 1960s. An elevated ramp from the north bound lane of Harbor Drive would have crossed over Front Avenue and landed at 2nd Avenue and Ash Street, wiping out the 1872 Smith's Block in the process. Fortunately, citizen protest stopped this project a few days short of awarding a construction contract. Many consider this event the major turning point in the effort to preserve and restore the District.

More recent public actions in the traffic field have, and will have a positive impact on the District. The closure of Harbor Drive has already reduced traffic and noise, as will the lane reduction, sidewalk widening, and landscaping on Front Avenue. The Downtown Parking and Circulation Policy adopted by City Council in 1975 is consistent with, and supportive of District goals to reduce vehicle traffic and enhance pedestrian activity.

2. Design Concepts and Policies

Implement the 1975 Downtown Parking and Circulation Policy:

- a. Programs and projects should be developed in accord with the Functional Classification of Streets, and the adopted policy of removing surface parking.
- b. Replacement parking should be available prior to removal of surface parking.
- c. Consistent with the Functional Classification of Streets, angled curb parking should be considered as an interim measure to increase short term parking. 45° parking is possible on one side of streets having a R.O.W. 70' or greater without reducing sidewalk width. On such streets, 45° parking would eliminate one traffic lane.
- d. Long term policy should be to consolidate off-street parking into multi-level structures at the periphery of the District. The feasibility of structured parking is dependent on several factors: the success of Downtown structures currently being planned; transit alternatives and other traffic reduction programs; the pace of infill development on surface lots; other development in the District; and financing.

e. Permanent closure of portions of 1st Avenue and Ankeny within the District to vehicle traffic has been suggested. This may be a desirable long term goal, but it does not appear feasible in the near future, nor would it be acceptable to merchants on the two streets. A more prudent step would be to provide for temporary closure of 1st Avenue from Burnside to Ash, and Ankeny from Front to 3rd Avenue. Closure should be related to special events, such as the Saturday Market (see Section III, K.), Neighbor Fair, and the Rose Festival.

3. Project Proposals

a. Traffic Circulation

Existing traffic on east/west streets, 3rd Avenue and Front is generally in accord with the Functional Classifications.

2nd Avenue, classified as a Local Service Street, is functioning as a Traffic Access Street.

1st Avenue, classified as a Non-Auto Oriented Street, is functioning primarily as a Local Service Street, with some Traffic Access activity.

The following proposals are made to help bring District streets into conformity with the Circulation Policy:

- (1) Second Avenue. Reduce traffic to two lanes north of Oak Street. Install left turn lane and signing at 2nd and Oak directing auto traffic to 4th Avenue and to the Burnside Bridge, east bound. Eliminate, or reduce to acceptable levels, the right turn from 2nd Avenue onto Burnside.
- (2) Couch Street. Eliminate the right turn from Couch Street onto 1st Avenue. Restore two way traffic on Couch between 3rd and 4th.

These changes would direct traffic to the appropriate 3rd and 4th Avenue couplet, and would reduce Traffic Access activity on 1st and 2nd Avenues.

Further traffic reductions will be necessary to bring 1st Avenue into compliance. However, other measures should be deferred until the outcome of current Trolley Line planning is known (see Section H.).

b. Parking

(1) Interim Proposal

In conjunction with the 2nd Avenue District Entrance (see Section III, L.) develop angled curb parking along 2nd Avenue between Oak and the point between Ash and Ankeny where 2nd veers north.

(2) Long Term Proposal

Determine feasibility of developing multi-level parking, with ground floor retail space, at the north and south ends of the District. Two blocks, ideally situated and free of buildings are proposed: Block 14, bounded by NW 2nd, Everett, 1st and Davis; and Block 41, bounded by 2nd, Oak, 1st and Stark.

D. LANDSCAPING

1. History

Except for a few potted trees, balcony planters and residential yards, there is little evidence of landscaping in the District during the 19th and early 20th century. Street trees are a recent phenomena - beginning with the building improvements in the early 1960s. In recent years there has been a proliferation of a wide variety of street trees, some appropriate and some not.

2. Design Concept and Policy

a. Street trees and other landscaping should be used where appropriate. Appropriateness should be evaluated for each street and each building frontage.

Uniformity of street tree species throughout the District should be avoided. Rather, a group of tree species appropriate to an urban environment, and appropriate in form and scale to nearby buildings have been identified and are proposed as a standard. (see IV, H.). The standard is not meant to be limiting, and other species should be considered.

Location and type of street trees should be determined by the following criteria:

(1) Existing sidewalk width and growth characteristics.

- (2) Potential for sidewalk widening as related to the Parking and Circulation Policy, the Skidmore/Old Town Development Program, and other related plans and programs.
- (3) Relationship to building facade elements.
- (4) Relationship to other landscaping in the area species, size, and spacing.
- b. Tree grates, and tree guards should be used. It is proposed that grates and guards be of cast iron in a variety of individual designs. (see IV, D. and E.)
- c. Placement of landscape elements should be a part of the Design Review process.
- d. Street trees, grates, and guards should, in general be the responsibility of adjacent property owners. As part of a Development Project, public financing of these landscape elements would be appropriate.

3. Project Proposals

Landscaping is included as an integral part of several project proposals involving other elements, e.g. District Entrances. Trees should be 8-10 feet minimum height, and 2-3 inches minimum caliper.

E. LIGHTING

1. History

The first street lights were oil lamps mounted on wood poles. Gas lights were first installed in 1859. The gas fixtures, made in New York, were of a design common in many cities - 4 sided clear glass lamps on ornamental cast iron standards. It is believed that these fixtures were installed throughout most of the present District, at least in the area south of Burnside. Gas lights were added to telephone poles after their introduction in the late 1870s and early 80s.

Electric street lights began replacing gas lights in 1885. Earliest lights, of the carbon arc type, were suspended from telephone poles at intersections and set on standards at midblock.

Through the late 19th and early 20th century a great variety of street lights were used as technology advanced and styles changed. Also, many businesses installed specially designed street lights in front of their own properties, a practice that has continued to the present.

The first effort toward establishing a standard downtown electric street light began about 1914. The fixture consisted of an ornamental cast iron standard, 3 glass balls symetrically arranged around the standard and a single glass ball on top. This "4-Ball" fixture was used throughout the downtown area. The extent to which these fixtures were installed in the District is not known, though they were very likely situated on 3rd Avenue and possibly on other streets. None of these fixtures remain today, though several cast iron standards have been saved by private parties.

The present "Downtown Ornamental" fixture began replacing the "4-Ball" fixture in 1925. Except on Burnside, they were never used in the District.

At present there are 4 different street lights within the District:

- a. "Downtown Ornamental" fixtures recently restored on Burnside west of 3rd Avenue, and soon to be installed east of 3rd Avenue (Phase 1 Project), and on Front Avenue.
- b. Aluminum davit fixtures on Third Avenue, and on First Avenue, north of Davis.
- c. The majority of street lights are "2-Ball" fixtures (single ball on Ankeny) with an anodized aluminum standard which have been installed during the past 10 years. These lights are located east of 3rd Avenue and generally placed 3 to a block on one side of the street. Fixtures extend beyond the District on 1st and 2nd Avenue.
- d. Three turn of the century fixtures (similar to the "4-Ball" fixture noted above) installed by the property owner are located around the southeast corner of 1st and Couch.

2. Design Concept & Policy

a. The design and style of street lights are important elements in the character of the District. Like buildings, street lights can help establish a flavor and recall a period of history.

The design of street lights has evoked the widest variety of attitudes and proposals: some feel that there should be a single design for all street lights in the District, while others call for a variety; some favor the 1859 gas light, and others propose the 1914 "4-Ball" design; some say the gas light is too small in scale, and others argue that the "4-Ball" represents a later period than the historic buildings in the District.

The concensus among District residents, planners, and other interested parties favors the "4-Ball" fixture throughout the District except on Front and Burnside where the "Downtown Ornamental is preferred (see Development Standards). It is therefore recommended that:

- (1) The "Downtown Ornamental" fixtures existing and planned for Burnside and Front Avenue be retained.
- (2) The 1914 "4-Ball" fixture be the standard street light for all other areas in the District.
- (3) The 1859 gas light design be considered in "off-street" areas such as the Skidmore Fountain Plaza and other public spaces that may develop.
- (4) Spacing and placement should be related to appropriate light levels, building facades, street trees, and other street elements.
- b. As a general proposition it is proposed that new street lights not be installed on an individual basis, rather, installation should be part of an overall improvement project.

3. Project Proposals

As a part of other improvement projects the following priorities are recommended for installation of "4-Ball" fixtures:

- a. At all District Entrances.
- b. On 3rd Avenue where davit poles now exist.
- c. Throughout the remainder of the District as opportunity arises.

F. RAIN PROTECTION

1. History

During the 19th century many buildings had some form of rain protection, as much for protection of goods stored on sidewalks as for pedestrians. Rain protection elements were often later attachments. There were generally 3 basic types of rain protection used: awnings, wood or steel canopies supported by brackets (similar to the present canopy on the Packer-Scott Building) and 2nd level wood porches supported by iron or wood posts at the curb line.

There is no evidence of rain protection elements that were not attached to buildings.

2. Design Concept and Policy

- a. When the type and design of an original rain protective device on a historic building can be determined through photos or other historical research, a new device should be based on the original design to the extent possible under current building codes.
- b. In cases where buildings never had rain protection or where the original design cannot be determined, the type and design should be evaluated by P.H.L.C. for each individual building. Unless otherwise indicated new rain protective devices should be designed in one of the three historic types noted above.
- c. As a general proposition, free standing rain protection elements should not be provided in existing sidewalk areas. However, there may be certain special areas where such elements are appropriate, such as in widened sidewalks and other passive pedestrian areas.

3. Project Proposals

a. None. Rain protection elements should be the responsibility of the property owner. Financing is available through Bancroft bonding.

G. GRAPHICS

1. History

Nineteenth century buildings were often identified, by name and date, with carved or cast lettering and numerals usually located in a central architectural feature at the top story.

Advertising signs were predominantly painted signs, directly on the building, or on wood or metal panels. Signs were placed in every conceivable manner: flat against the building, often at each story under a cornice; horizontally projecting; and vertically projecting, sometimes higher than the building. Projecting signs often masked adjacent signs, a problem that resulted in the City's first sign control ordinance in 1918.

Other historic signing techniques in the area included: paint and gold leaf on window glass, signs on building columns and on sidewalk standards.

In Portland's earliest years, street name signs were affixed to the curbs of wooden sidewalks. Occasionally, street name signs were painted or inscribed on buildings as can be seen on the New Market Annex and the Haseltine Building. Street name signs were attached to the telephone poles after they were introduced in the late 1870s.

At present, street name signs are mounted in a variety of ways: on tall wood or steel poles which support traffic signal cables; on pedestrian signal standards; on mast arms; and on separate pipe standards.

Illuminated signs were seen soon after electricity came to the City in the 1880s. Neon signs were developed in 1926 and rapidly became the most popular form of identification and advertisement.

Signs became larger and many were mounted on roofs or building walls and were visible for miles. Few of the larger signs remain today, a result of changing styles of advertising and the Sign Control Zones along the river and the freeways. One such sign still exists in the District, the White Stag sign facing Front Avenue which was erected in 1940 (originally the White Satin Sugar sign - converted to White Stag in 1959 but retaining the original neon outline of the State). There is substantial interest in preserving this sign as a historical landmark.

2. Design Concept and Policy

a. Variety in building identification and advertising signs should be encouraged, provided that signing is appropriately placed, and is compatible in design, scale, and materials with the individual building, and with the District.

Traffic signs should be placed in an orderly and compatible manner with other street furniture.

The present program of design and sign review by the Historical Landmarks Commission should be extended to cover all signing and graphics, both public and private.

b. Some business people in the area have suggested that the District be identified by graphic means - symbols and/or lettering mounted on pylons, arches, or other structural elements. It is not recommended that advertising of this type be encouraged. Such elements would be out of scale with the District, and are not necessary to identify the District.

District identity is basically self-evident - it is manifest in the 19th century architecture. This perception, however, is weakest at the District edges, and it is proposed that identification, of a subtle nature, be limited to the periphery of the District, and to the use of a small logo on street name sign standards.

c. Distinctive street name sign standards, and frames for street names should be used throughout the District, with high priority for District Entrances. Sign standards should incorporate the District logo noted above (see IV, I.). All traffic and other public signing should be placed in an orderly and compatible manner with other street furniture.

3. Project Proposals

- a. Establish an agreement between appropriate City bureaus and PHLC as soon as possible to utilize the design review process for street and other public signing.
- b. Design a logo for the District.

H. PUBLIC TRANSIT

1. History

The Skidmore/Old Town Historic District was the scene of Portland's first public transit - a mule drawn streetcar on 1st Avenue organized by Ben Holladay in 1872. Other streetcar lines, all privately owned, developed along Front, 2nd, 3rd, and Burnside.

Electric streetcars were introduced in 1889, and by 1905 a unified system had been developed. 1924 saw the first gas bus, and 1938, the first trackless trolley.

By 1950 gas buses had replaced all streetcars, and soon thereafter, all trolleys.

At present, four buslines operate in the District, all on Burnside. Until completion of the Transit Mall, west bound buses turn north on 2nd Avenue, then west on Couch to 6th. After completion of the Mall, westbound buses will stay on Burnside until the left turn on 5th Avenue. No other Tri-Met lines are planned for the District.

2. Design Concept and Policy

a. An historical trolley line on 1st Avenue was given first priority among several proposed development projects by the Skidmore/OldTown and the Yamhill Historic District Advisory Councils. Their action was endorsed by the Portland Historical Landmarks Commission.

Planning for the 1st Avenue trolley line is currently in progress. Specific project proposals should be deferred until planning has reached a stage where costs, impacts, and coordination with other transit has been established.

3. Project Proposals

a. None

I. RESTORATION - INFILL - CAST IRON

1. History

In 1857 when the District's oldest remaining building was constructed, Portland was a bustling river town of 1, 280 pioneers. Most of the lots were occupied by wood houses and business structures. By 1860, according to a survey by Edward Failing, there were 34 masonry buildings in town, 1-2 and 3 stories high, nearly all located on Front Street.

During the next 4 decades growth was rapid, as were changes in building techniques and styles. The ornate classical cast iron facade was introduced in the late 1850s and became the dominant stylistic feature in the District until the late 1880s when the heavier stone and brick Richardsonian Romanesque became popular.

By 1890 every lot in the District was built upon or under construction. Except for a few remaining wood structures, buildings were of masonry and/or cast iron, 1 to 4 stories high.

Though a few new structures were built during the next 50 years, the District, in a physical sense, remained the same as it had been at the turn of the century. The nature of commercial activity, however, had drastically changed. The center of business had moved south and west, and once prominent structures were vacant or used for warehousing.

Construction of Harbor Drive in 1942 destroyed all buildings on the east side of Front Avenue. Following WWII demolition for parking lots proceeded rapidly. By the early 1960s one third of the land had been laid bare for parking.

Since demolition of the earlier Haseltine Building (southwest corner of 2nd and Ash, immediately north of the existing Haseltine Building) in 1962, no buildings in the District have been razed, though one, the Helm Building was destroyed by a mysterious explosion.

The first restoration project was the Fechheimer and White Building (213 S. W. Front) also in 1962. Other rehabilitation soon followed: part of Smith's Block at Front and Ash; the Bickel Block at 2nd and Ash; the Merchant's Hotel and others.

Some buildings, such as Packer-Scott, Chown Electric, and the Blagen Block, while not restored, have had their historic appearance preserved.

Several important restoration projects are currently under way or being planned: The Simon Building at 3rd & Couch, the Delschneider Building, Oregon Marine Supply Building, Overland Hotel, and the Districts most significant landmark, the New Market Block.

Nearly all ground floor space in the District is presently occupied, while upper floors are often vacant. Upper floor vacancy is not due to a lack of prospective tenants, rather, it is a result of building code deficiencies, which to correct, requires extensive rehabilitation, especially fire protection and proper exits.

2. Design Concept and Policy

a. The most important architectural and urban design characteristics of the 19th century District were the solid blocks articulated with columns and arches, varied in detail but unified in scale.

Little of this street scene is evident today - only on 1st between Couch and Burnside and on 2nd between Ankeny and Ash can the 19th century flavor be fully perceived.

The restoration of existing historic buildings is a well established City goal. The infill of vacant land with appropriate new construction and reconstructed historic buildings is also an important goal and should be given high priority.

- b. It is recognized that virtually all restoration and infill projects will be done by the private sector, with financial assistance, and other subsidy available from the Urban Conservation Fund, the 15 year freeze on property tax assessment (HB 2476), matching grants for restoration and acquisition from the National Register Program, and the Federal Tax Reform Act of 1976. To further improve the District, and to encourage private development, funding through P.D.C. should be considered for special projects, particularly projects that would restore and enhance the streetscape. P.D. C. participation could include:
 - (1) Restoration of a facade on an existing historic building with the possible acquisition of a facade easement to insure appropriate long term maintenance. There are several historic structures in the District where the original facade is completely missing or obscured by later alteration. In such cases it is unlikely that restoration would be feasible without additional subsidy.
 - (2) Acquisition of vacant land and resale to private developers for appropriate infill projects.
 - (3) Acquisition of historic cast iron facade elements which would be made available to private developers for appropriate infill or restoration projects.

3. Project Proposals

a. Facade Restoration - Restore the facade of a historic building where original material is missing or covered by later alterations. Several potential projects exist in the District, such as the Salvation Army Harborlight building at 131 S. W. Ankeny, and the J. Y. Hollingsworth Co. building at 104 S. W. 2nd. Other opportunities exist in the oriental community at the northwest corner of the District.

b. Fire Station Wall - Construct a brick wall along the south side of Skidmore Fountain Plaza, and along the 1st Avenue frontage of the Fire Station. The wall should be modulated with pilasters and/or arches to reestablish the historic street scale. The cast iron that adorned the previous building on the site is available, and it has been suggested that the iron be applied to the proposed wall. This could be an appropriate use of the iron, however, a better use would be on a full building infill project. The wall along the Plaza could also be developed as a covered arcade, approximately 12' deep, which could house historical exhibits.

J. PUBLIC SPACES

1. History

From the time of Lovejoy and Pettygrove's original townplat in 1843 until completion of Harbor Drive a century later, there were no public spaces in the District other than streets and sidewalks. Harbor Drive provided narrow strips of public space along the seawall and between Harbor Drive and 1st Avenue. These strips were subsidiary to the traffic activity of Harbor Drive and had little if any impact on the District.

The first true public open space was the Skidmore Fountain Plaza completed in 1962. The Plaza was built on vacated Vine Street, and Block 35 between Vine and Ankeny, formerly the site of the Bank of B. C. which had been razed in the mid 1920s. One of the early efforts to improve the District, the Plaza was achieved primarily through the efforts of the Portland Junior Chamber of Commerce with help from city agencies. The J.C.s promoted the idea, planned the park, and performed nearly all the construction with their own and other volunteer labor. The Plaza was a great success, and it stimulated interest and concern for the broader historic area.

In 1974 Harbor Drive was closed and the paved area planted with grass. Plans are presently under way for park development.

2. Design Concept and Policy

a. If there is one element the District does not need is more open space - rather - the District needs "closed space" as discussed in other sections.

b. The most important public space issue is the relationship between the District and the Waterfront. While the area east of Front is technically within District boundaries, they are, in fact, two distinct areas. However, the river is historically important to the District, and there should be a strong visual relationship as well as an interaction of activities between the two areas. Ease of pedestrian crossing on Front, and some visual ties have been developed in the Front Avenue Boulevard Project. Additional efforts should be made to strengthen the visual connection.

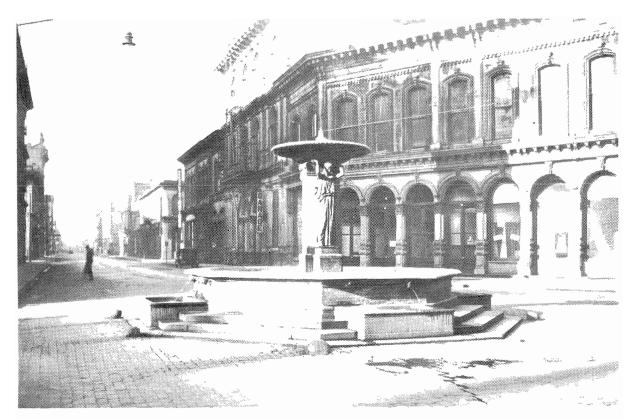
The primary opportunity for enhancing the visual connection between the District and the Waterfront is the area between the Skidmore Fountain and the seawall. Infill or screening of the Ankeny Block and the Fire Station wall will enhance the definition of the Fountain and Plaza, and would strengthen a potential axis to the Waterfront.

Additional modifications to the Plaza, in coordination with Phase 2 Waterfront planning, could improve the historical aspects of the Plaza, and the relationship with the Waterfront. Modifications could include:

- . extend brick crosswalk material into the Plaza and into the Waterfront Park.
- . extend existing Plaza tree pattern into the Waterfront.
- install historical street lights, bollards and benches in the Plaza and along the axis to the Waterfront.
- develop a sculptural event in the Waterfront Park, as a counterpoint to, and on axis with the Skidmore Fountain.
- c. More usable pedestrian space can be developed in District Entrances and widened sidewalk areas which are discussed in other sections.

3. Project Proposals

a. In coordination with New Market Block plans, develop a public plaza on the vacant site immediately north of the New Market Block. At the sidewalk line reconstruct the cast iron facade of the Ankeny Block which formerly occupied the site. The Portland Friends of Cast Iron Architecture presently owns about half of the original cast iron elements. The remaining parts are available in the City. The reconstructed wall would restore the streetscape, and the historic backdrop of the Skidmore Fountain.



First Avenue looking south from Skidmore Fountain, 1930s. Buildings (right to left): Ankeny Block (1873). New Market Block (1872), Poppleton Building (1871). Note cobblestone streets



Looking west from Skidmore Fountain (1930s). Ankeny Block on left. Leonard Block on right. Cast iron facade elements of the Ankeny Block are available for reuse.

K. SATURDAY MARKET

1. History

The Saturday Market, a very recent activity, recalls the early days when street peddlers worked in the District. It started in 1974 as a loose organization of artisans banding together to market their crafts and foods. During the first year the Market occupied a half block on the south side of Davis between 1st and 2nd. The Market was a big success, and the following year it expanded into the block across Davis. Gross sales reached \$500,000 by the season's end, an impressive figure considering that the Market operates one day a week from late spring to Christmas.

Success has led to increased organization. The Market now has an office and staff to deal with local and state government, space allocation, and promotion.

In 1976 the Saturday Market moved to its present location under the Burnside Bridge between 1st and Front, and in the parking lot between the Bridge and the Skidmore Fountain Plaza. The Bridge provides shade and shelter, and the adjacent Plaza is used by musicians, for a child care area, and for pleasant loafing.

Observation of the Market during 1976 indicates that the public and the vendors prefer the outdoor market areas over the space under the Bridge. In spite of paint, banners, and some lighting, the area under the Bridge remains gloomy.

2. Design Concept and Policy

- a. The future of the Saturday Market in its present form, as with any organization of this type, is uncertain at best. At the moment the Market is healthy. It is well patronized by a wide range of the populace, and it has had a positive impact on the District. The Market's continued operation should be encouraged and assisted.
- b. Where the Market should ultimately be located is presently being debated by the vendors as well as the planners. The goal of infill if realized would eventually eliminate the opportunity for the Market to use open space west of Front Avenue.

Some have proposed using a portion of the large open space being planned for the Waterfront Park, but other equally important uses will be competing for, and entitled to use this space. Further, use of the Park would remove the Market from the "streets" which has been an essential element of the Market's appeal and success.

c. For the long term, it is proposed that the Saturday Market be developed in a linear manner along 1st Avenue with possible use of adjacent east/west streets. During Market days, 1st Avenue and Ankeny should be closed to vehicle traffic. Booths could be set up in the parking lanes facing the sidewalks - or the reverse - booths on the sidewalks facing the street.

3. Project Proposals

- a. No long term development projects directly related to the Saturday Market are proposed.
- b. An interim project of high priority is the painting of the underside of the Burnside Bridge between the west side of 1st Avenue and Front Avenue. This project should be deferred until completion of bridge repairs by Multnomah County.
- c. To implement and enhance temporary street closure for the Market and other special events, provisions should be made for removable bollards and chains, and portable landscaping. The initial project should encompass 1st Avenue from Ash to Couch, and Ankeny from 3rd to Front.
- d. A possible future project in the area, in conjunction with private or other public development would be to enhance the visual and pedestrian aspects on 1st Avenue under the Burnside Bridge. Such a project could include: special lighting, landscaping, street furniture, and a wall or arcade along the east side of 1st Avenue. A project of this type should await the outcome of Trolley Line planning, Saturday Market disposition, and possible traffic reduction measures on 1st Avenue.

L. DISTRICT ENTRANCES

1. History

Historically the District did not have "entrances" in the physical sense as did later areas like Laurelhurst with its stone pillars, and Westmoreland with its entry arches. The present Skidmore/Old Town District was Downtown in the 19th century and didn't need special entrances for identification.

2. Design Concept and Policy

a. Though still an integral part of Downtown, the District today is unique, and to some degree separate. District identity is manifest in its historic buildings, most of which are toward the center. Identity is weakest at the edges. Public improvements at the periphery, of a subtle nature, would enhance the overall District, and would tell the pedestrian and the motorist that he was entering a special area. The introduction of historical elements at the

entrances would set a tone and amplify the experience for the visitor.

3. Project Proposals

- a. Develop District entrances at all access streets entering the District except Front Avenue and Burnside. Entrances should include the following elements:
 - widened sidewalks to provide pedestrian amenities, elements to define the District, and to inhibit vehicle traffic.
 - . historical street lights, benches and bollards.
 - . landscaping
 - historical displays with illustrations depicting the immediate vicinity as it was in the 19th century.

Top priority for developing District entrances should be given to ingress streets, followed by edges where District perception is weakest, and finally, egress streets. Priority groups could be as follows:

- (1) 2nd at Oak 1st at Davis 3rd at Davis Couch at 3rd
- (2) Pine at 3rd Davis at 3rd
- (3) 2nd at Davis 1st at Oak

The entrance at 3rd/Ash/Ankeny is included as part of a larger pedestrian walkway project (see Section B., 3., d.)

Adjustment of the suggested priorities would be appropriate when an entrance project would enhance and support nearby private development.

M. STREET FURNITURE

1. History

In the early years of the District there was very little "street furniture" as we know it today. The earliest elements were probably the whale oil street lights, (see Section E.), and a few wood or iron benches that could be seen in front of stores.

The telegraph with its overhead wires and wood poles came to Portland in 1855. Poles in the streets took a quantum jump with the introduction of telephone and electric service in the 70s and 80s.

The first auto appeared in Portland in 1898, and by the time of the Lewis and Clark Exposition in 1905 the number of cars exceeded a hundred. Soon thereafter "traffic furniture" came to dominate the street scene. Traffic signs proliferated, and in 1938 electric signals appeared. Today the major elements of any street intersection are traffic related, especially noticeable are the "mast arms".

Except for the installation of a few park benches and some trash receptacles during the past year or two, there has been no public activity in the area of street furniture. A program to mark historic buildings with placques is presently being implemented by the PHLC.

2. Design Concept and Policy

- a. Installation of pedestrian oriented street furniture, separately, or as part of larger projects should be given primary consideration in all development plans. Street furniture includes: trash receptacles, drinking fountains, benches, bollards, and historical and other informational displays.
- b. Where possible, and if evidence is available, design of street furniture should be based on historic elements that existed in Portland's early years, such as benches, bollards, and street lights. Contemporary designs should be compatible with the general character of the District.
- c. Encourage City agencies to install older elements when available and feasible, such as fire and police boxes, fire hydrants, sign standards, etc.
- d. It is recognized that modern traffic control equipment is essential, and will remain in the District. More appropriate placement, better design, and possible elimination and/or combining of traffic fixtures could be achieved by closer coordination between planning, development, and traffic agencies. Of particular concern are the recent mast-arm installations. Their presence at the 1st and Ash

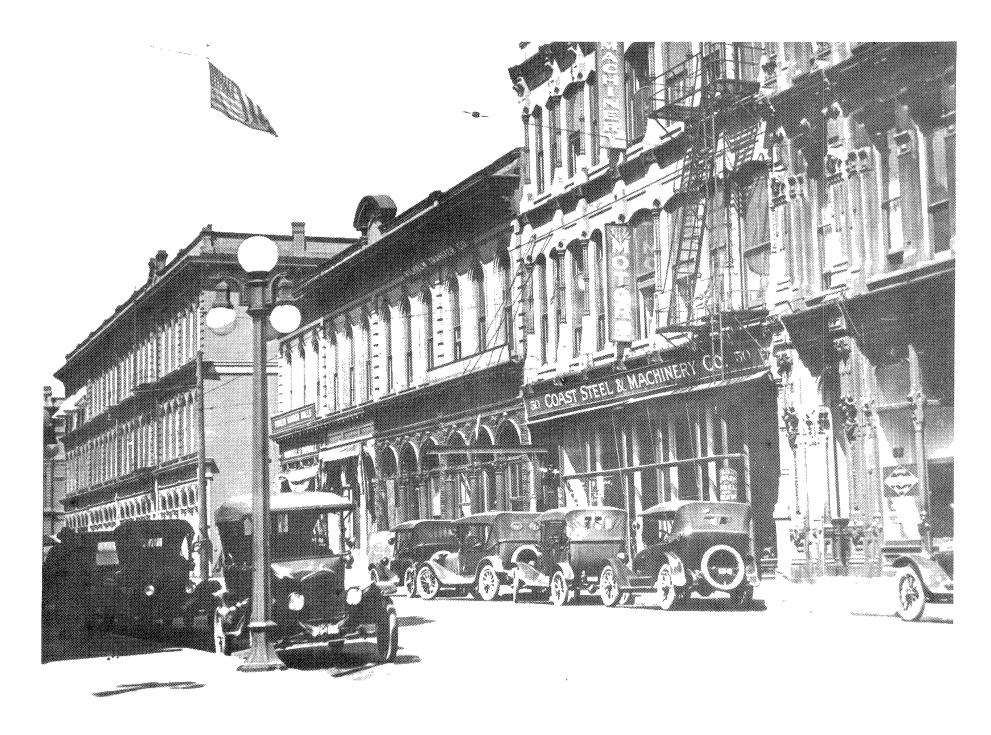
and 1st and Couch intersections is nothing short of disastrous to the setting of adjacent historic landmarks.

3. Project Proposals

a. As discussed in this and other sections, street furniture elements should generally be included as part of larger development projects. One element that could be installed as a separate project would be trash receptacles which are badly needed in the District.

Specific designs and development standards for street furniture items are described in Section IV.

b. It is recommended that a moratorium on new mast-arm installations be put into effect as soon as possible, and that existing mast arms be relocated to other areas outside of the District.

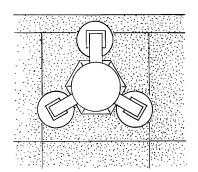


First Avenue in the 1920s. Amodified version of the street light is proposed as the design standard for the District

IV DEVELOPMENT STANDARDS

This section describes development and design standards for specific public improvements, and the historical source where applicable.

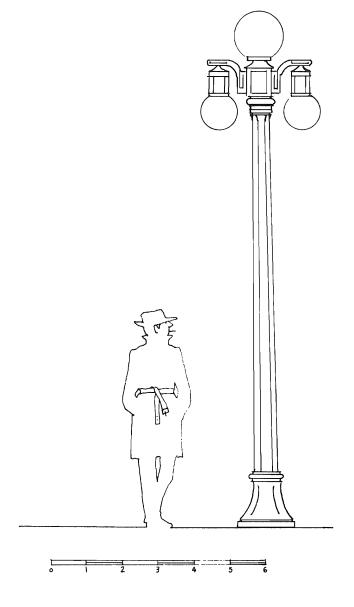
In certain cases the standard is intended to be a general design framework within which a variety of individual designs is possible, and encouraged. Such cases are noted.



TOP VIEW

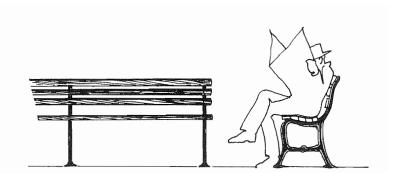
A. STREET LIGHTS

Design based on downtown Portland fixture introduced in c. 1914 and used until the present downtown ornamental fixtures were installed in 1925. Street lights to be custom made. Original lamp design to be modified to meet appropriate light levels. Cast iron standards to be painted black.



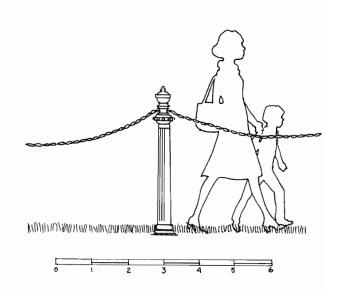
B. BENCHES

Design based on City park benches located in Chapman and Lownsdale Squares --- cast iron supports, painted black with naturally finished wood slats.



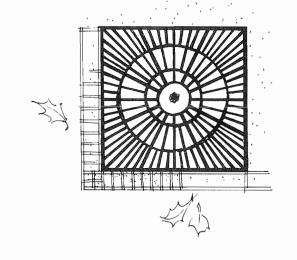
C. BOLLARD AND CHAIN

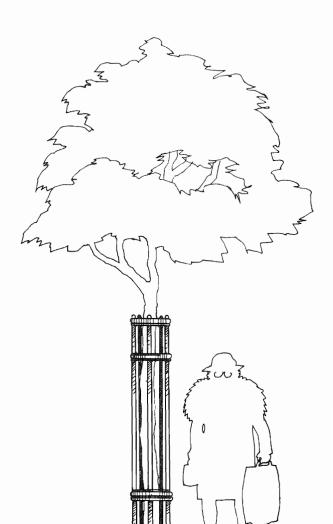
Cast iron bollard and chain design is based on existing located in Chapman and Lownsdale Squares. Bollard and chain to be painted black.



D. TREE GRATES

Cast iron grates, black finish, 4' square or 4' diameter - a variety of individual designs is encouraged - manufactured by Neenah Foundryor Urban Accessories.



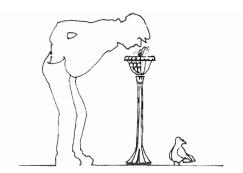


E. TREE GUARDS

Wrought iron tree guards, painted black - a variety of individual designs is encouraged - manuf. by Urban Accessories or Phoenix Iron Works.

F. DRINKING FOUNTAIN

Cast bronze fountain based on design in Chapman Square - manufactured by Oregon Brass Works.



G. TRASH RECEPTACLE

Removable, 16'' diameter steel can, painted dark gray, set in black steel frame fastened to sidewalk.





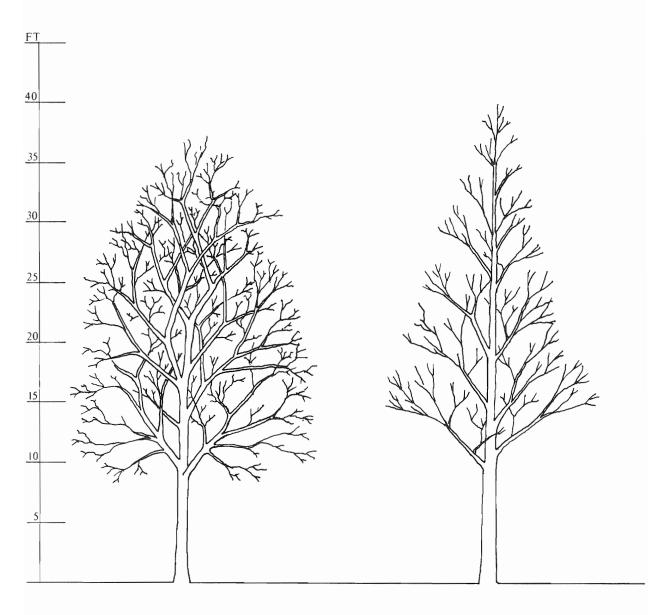
H. STREET TREES

Minimum height: 8'-10' Minimum caliper: 2''-3''

Trees shown 10 years after installation

<u>II-l</u>

Sidewalk width: 18'-24'

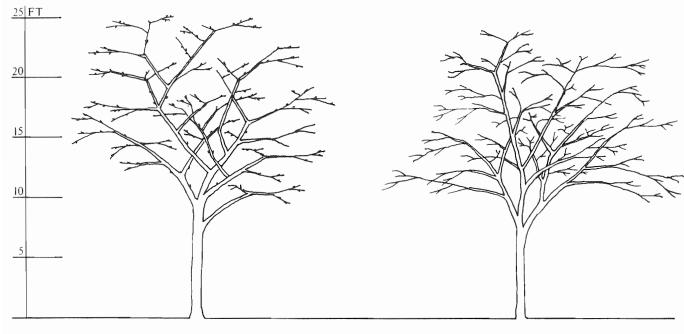


ACER RUBRUM 'SUNSET' Sunset Red Maple

LIQUIDAMBAR STYRACIFLUA Sweetgum

<u> 11-2</u>

Sidewalk width: 10'-12'

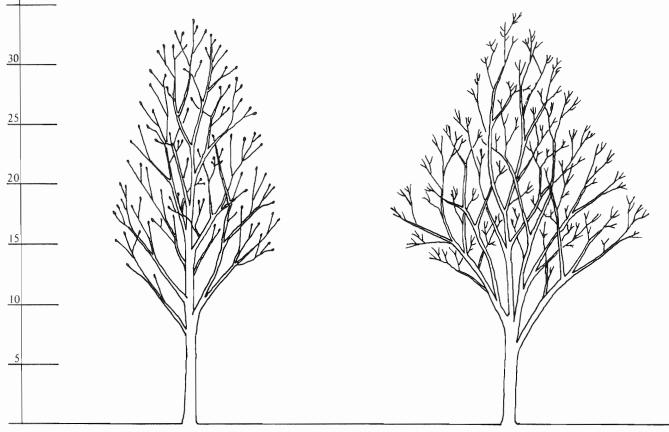


CRATAEGUS PHAENOPYRUM Washington Hawthorn

PRUNUS WHITCOMBI Whitcomb Cherry

H-3

Sidewalk width: 12'-18'



MAGNOLIA KOBUS BOREALIS Kobus Magnolia

TILIA EUCHLORA Crimean Linden

SW ASH ST

I. STREET SIGN STANDARD

Modified City traffic light standard-4" diameter pole with cast iron base-painted blackmetal frame around signcast iron finial with District logostandard will accommodate pedestrian signal where required.

V IMPLEMENTATION SCHEDULE

The Implementation Schedule outlined in this section is intended to identify specific development projects within the framework of the Urban Renewal Plan and Strategy. The Schedule responds to the expressed desires of neighborhood groups and interested public agencies, and to the interrelationship with planning and development projects outside the District.

The first project, presently under construction and scheduled for completion at the end of 1976, is the 2nd and Burnside Pedestrian Crossing, and sidewalk widening at 2nd and Ankeny. The project includes: sidewalk widening; brick paving at corners; special concrete crosswalks; extension of the Burnside median, landscaping, and street lights; and cast iron tree grates and bollards.

Work on the southeast corner of 2nd and Burnside and the east side pedestrian crossing on Burnside has been deferred until traffic reduction measures are implemented on 2nd Avenue.

The background and basis for each of the projects listed in the Schedule is described in Section III. See map for location.

A. PROJECTS

Saturday Market - Painting

Paint the underside of the Burnside Bridge from the west side of 1st Avenue to Front. This area is presently used by the Saturday Market. This project should await completion of bridge repair by Multnomah County. (see p. 22)

2nd Avenue and Burnside Pedestrian Crossing - Phase 2

Complete the project described above. This project could also include the District entrance at 2nd and Oak and the traffic reduction measures proposed in Section III, C. (reduce traffic lanes on 2nd Avenue from 3 to 2 north of Oak Street and eliminate, or reduce to acceptable levels, the right turn from 2nd Avenue onto Burnside.) (p. 7)

Facade Restoration

Restore the facade of a historical building. (see p. 17-20)

Skidmore Fountain and Cobblestone Restoration - 1st Avenue

Remove blacktop paving and restore existing cobblestones on 1st Avenue between the north side of Ash Street and the Burnside Bridge, or to a line where existing cobblestones may terminate short of the Bridge. (This work should be considered a test project to determine feasibility of restoring cobblestones on other streets.)

Clean masonry and metal surfaces (without removing patina) and restore fountain nozzles to reestablish the original water flow pattern. (A grant request has been submitted to the National Register Grants Program for this project and the Cobblestone Restoration. Estimated cost of the project is \$40,000. If the request is approved the federal government will pay 50% of project cost on a reimbursable basis. Money would be available in November 1976 and work must be underway within three years of project approval or grant is forfeited.) (see p. 5)

Fire Station Arcade and Wall

Construct a brick wall and arcade along the south side of Skidmore Fountain Plaza and a brick wall along the 1st Avenue frontage of the Fire Station. (At present there are 2 driveways, one for fire apparatus at mid-block on 1st Avenue and one for other vehicles at the corner of 1st and Ash which extends along both Ash and 1st. The 1st Avenue section of the corner driveway should be closed to allow the proposed wall to extend to the corner.) The arcade along the Plaza should be designed for exhibit space. (see p. 20)

District Entrances

Develop District Entrances, generally as described in III, L. Detailed planning for all proposed District Entrances should be part of the initial project so as to identify utility problems and other factors that would influence design. (see p. 23)

3rd and Ankeny/Ash Improvement Project

Project to include: landscaping, special paving, historical displays, street lights, and bollard and chain. This project would incorporate the District Entrance and the acquisition and development of the triangular block bound 3rd, Ash and Ankeny. (see p.7)

Street Lights - 3rd Avenue

Remove existing davit poles and install replicas of the 1914 "4-Ball" street lights (see Section III, E.) on 3rd Avenue between District boundaries (Pine to Davis). (see p.13)

3rd and Burnside Pedestrian Crossing

Develop intersection in the same manner as 2nd and Burnside. (p. 7)

VI FUTURE RELATED DEVELOPMENT

The projects listed in this section are those which the scope, nature, and sequence are dependent on further planning, or on the development and scheduling of other projects and program. These projects, in the main, will be implemented by the private sector or by other public agencies with possible participation by P. D.C.

Each of the projects listed below is described in greater detail in Section III.

A. PROJECTS

1st Avenue Trolley Line

Develop a historical electric trolley line along 1st Avenue between N.W. Davis and S.W. Taylor Streets, connecting the Skidmore/Old Town Historic District and the Yamhill Historic District.

Ankeny Block Development

- a. Option 1 Reconstruct the 2 store Ankeny Block at the southwest corner of 1st and Ankeny, reusing available cast iron elements.
- b. Option 2 Reconstruct the cast iron facade of the Ankeny Block develop a plaza between the facade and the New Market Block.

This project should be coordinated with plans for the New Market Block project.

1st Avenue - Burnside Connection

This project should be coordinated with Trolley line planning and traffic reduction programs, and should provide a strong visual and pedestrian linkage between the north and south parts of the District.

Waterfront Connection

This project would involve modifications to the Skidmore Fountain Plaza in coordination with current planning for the Waterfront Park.

Demonstration Infill Project

This project envisions a historical reconstruction or contemporary design infill. P.D.C. would acquire land, develop appropriate preliminary design, and resell land at a price necessary for economic feasibility.

Multi-Level Parking

This project will depend on transit and traffic programs, and the pressure for off-street parking that could develop as a result of infill and the removal of surface parking.

VII FUTURE POLICY - PLANNING - ADMINISTRATION

A. DISTRICT BOUNDARIES

Part of the south and west District boundary lines are drawn at center lines of streets. Some of the proposed public improvements will be eligible for certain federal funds which can only be used within District boundaries. Several projects, such as restoring cobblestone streets, and district entrances, would involve the entire street area. On streets where the boundary runs along the centerline, one half of such projects would be ineligible for certain funds.

It is therefore recommended that District boundaries presently on street centerlines be moved outward (south or west) to the nearest property line (see map). The boundary should be changed for the National Register District as well as the local Historical Landmark District.

B. STREET FACADE ELEVATIONS

An important and useful tool for future planning, and for design review, would be street facade drawings depicting existing conditions - in effect, third dimension base maps. Street elevations can be used to establish detailed criteria for restoration and infill development; to assist evaluation of proposed restoration and infill projects; to develop coordinated exterior treatment of adjacent buildings; and to assist in the appropriate placement of trees, street lights, bollards, rain protection, or other possible public improvements.

It is recommended that detailed street facade drawings be prepared for all streets in the District, and that a drawing project be developed with the Historic American Building Survey of the National Park Service. Approximately 50% of the cost of such a project would be borne by the H. A. B. S. The local match can be a combination of cash and in-kind service.

C. DESIGN ASSISTANCE

A long standing problem in achieving quality restoration work is the lack of professional design services in the area of paint colors, signs, and minor exterior alterations where architects and other designers are not normally employed. There have been many cases of tenants and owners asking the city planning staff, "what color should I paint my building", or, "how should I remodel my storefront".

Planning staff has responded to these requests when time was available. However, recent staff cuts and increased restoration activity has made it impossible for staff to render this design assistance. Consequently, restoration work has gone undone, or the applicant has gone ahead and painted his storefront or installed a sign in a manner that may be inappropriate. When such work is done without prior approval of the Landmarks Commission, it is in violation of a city ordinance, but "post facto" enforcement is difficult if not impossible - Frankenstein's Tavern is a recent example.

A program that would make design assistance available to the businessman would return substantial benefits to the District at very little cost. Such a program could take the form of a design referral service that would include interested and qualified architects, landscape architects, graphic designers, and other design disciplines.

