



# FREMONT/MLK VISION STUDY

JANUARY 10, 2001

Prepared for:  
Fremont/MLK Vision Committee  
Portland Development Commission

Prepared by:  
Crandall Arambula • Brown-Kline & Co. • E.D. Hovee & Co. • Entranco



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# Forward

*The Portland Development Commission and the Consultant Team wish to thank the Fremont/MLK Vision Committee and all those people in the Fremont/MLK community who have worked so long and hard on this project. The success of this Vision Study comes from their enthusiasm, persistence, ideas, and heartfelt desire to benefit all in the community.*

# Credits

## Fremont/MLK Vision Committee

*A Vision Committee made up of citizen and business leaders from within and adjacent to the study area met over the course of this ten-month project to discuss and formulate the guiding principles, goals and objectives and to design concepts for key sites and circulation.*

- Ric Alexander, Northeast Coalition of Neighborhoods, Sabin Resident
  - Julia Bahati, King Resident
  - Christine Charneski, Eliot Resident
  - Lauren Esserman, Eliot Neighborhood Association
  - Perry Gruber, Boise Neighborhood Association
  - Daina Hamer, NE Grand Avenue Neighbors, King Neighborhood District Four
  - Larry Hecht, Business owner, North/Northeast Business Association
  - Robert Larry, Business Owner, North/Northeast Business Association, NAACP
  - Bill Lucas, King resident
  - Jennifer Marsicek, King Neighborhood Association, Land Use Co-Chair
  - Marlys Mock, King Resident, Land Use Committee
  - James Modie, King Resident
  - Drew Newberry, King Resident
  - Tonya Parker, Commissioner Erik Sten's Office, Humboldt Resident
  - Rocky Polzin, King Neighborhood District Five
  - Fred Smith, Sabin Community Association
  - Martin Trent, King Resident
  - Betty Walker, Sabin Community Association, Northeast Coalition of Neighborhoods
  - Regena Warren, Multnomah County Enterprise Zone, Brownfield Committee
  - Geri Washington, Environmental Justice/Brownfields Committees, Multnomah Education Special District
  - Edwina Wasson, Business Owner, North/Northeast Business Association
  - Peter Wilcox, Business Owner, North/Northeast Business Association
  - John Wolz, Irvington Community Association
  - Jeana Woolley, Business Owner, King Resident
- 

## Technical Review

The following people were available for technical advice, assistance and coordination during the study.

- Domic Boswell, BHCD Brownfields Showcase Program
  - Tami Tyler Cabezas, PDC Economic Development
  - Howard Cutler, BHCD
  - Berta Delman, N/NEBA, Main Street Manager
  - Robert Gay, PDC Environmental Coordinator
  - Michael Harrison, Planning
  - Christine Hermann, PDC Housing
  - Marci Jackson, Police
  - Tonya Parker, Commissioner Erik Sten's Office
  - Linly Rees, Mayor's Office
  - Andre Baugh, PDOT
- 

## Portland Development Commission

- Felicia Trader, Executive Director
- Lois Cortell, Senior Project Coordinator
- Michael McElwee, Development, Manager

## Consultant Team

### **Crandall Arambula PC**

- George Crandall
- Don Arambula
- Kristin Belz

### **E.D. Hovee and Co.**

- Denise Whitney

### **Brown-Kline and Co.**

- Joan Brown-Kline

### **Entranco**

- Xavier Falconi

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## The Vision Study - A Brief Summary

Within the Fremont/MLK study area, residents, business owners, community leaders, and neighborhood and business associations have been working closely with the Portland Development Commission (PDC) to facilitate commercial revitalization and new mixed-development.

***The primary intentions of this study are to promote implementation of the guiding principles in the study area and to provide direction for the development of three key sites on Martin Luther King, Jr. Boulevard, the two PDC properties, at Fremont Street and at Beech Street, and the Bureau of Housing and Community Development Brownfield Showcase site, the Grant Warehouse.***

### **Process**

This Vision Study report represents the results of ten months in which the dedicated volunteer committee challenged the consultant team to look beyond specific site plans to issues of broad community significance.

Outreach efforts were extensive and often non-traditional in an effort to ensure that voices not usually heard were considered and that the committee could be confident of the community's support.

### **Guiding Principles**

The Vision Committee crafted a list of values and beliefs to define the spirit and character for future development of the area. These Guiding Principles explicitly state that the community should benefit from new development, with the primary imperatives that new development enhance the area, strengthen existing businesses and provide living-wage job opportunities.

### **Key Sites**

The three catalyst sites are within the six-block area along MLK from Fargo Street at the south to Shaver Street at the north, and offer the

potential to create neighborhood-serving, mixed-use development.

Concepts for these key sites strive to be economically realistic yet innovative. The committee discussed desirable uses to attract underserved markets, and established a strategy to create a market for uses that preserve and enhance the diversity of the community.

For each of the catalyst sites, design guidelines and concept sketches are offered to convey the flavor of development. Discussed extensively by the community over the length of the study process, these concepts are intended to be used as an evaluation tool for eventual public Requests for Proposals (RFPs).

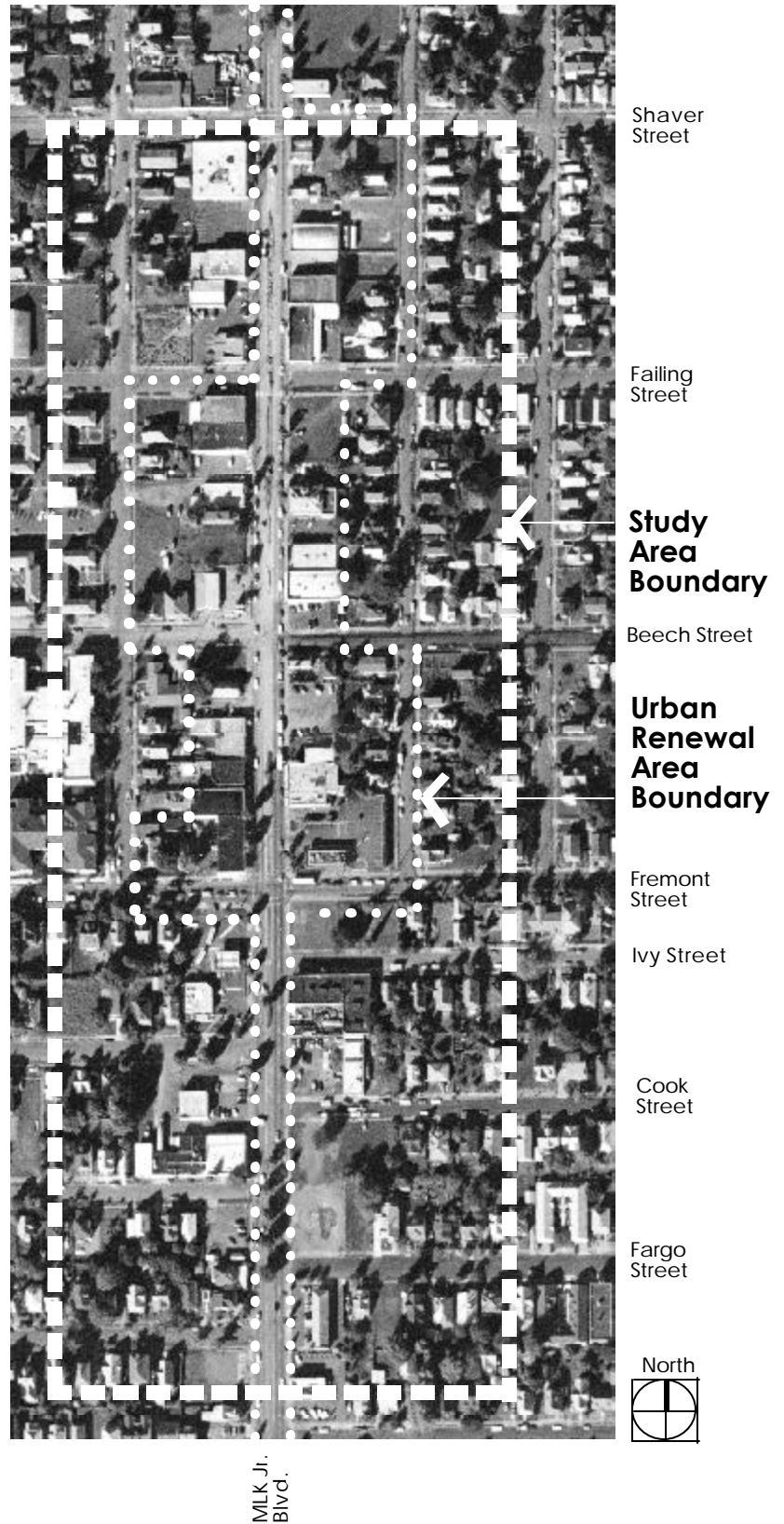
**Circulation**

While not part of any specific development site, street and walkway improvements affect the catalyst sites. Therefore the Vision Committee considered and offered concepts for further study to:

- Enhance the auto, transit and pedestrian environment within the study area.
- Protect adjacent residential areas that may be impacted by additional automobile traffic generated by new development.

**Implementation**

Finally, the committee discussed implementation strategies, programs and financial tools to aid existing new investors or existing businesses.





# Vision Study Process

The Vision Study was an inclusive, focused process carried out over a ten month period in 2000, in which community representatives worked through and reconciled a range of often conflicting issues, desires, opportunities and constraints.

## Meeting Format and Procedures

The volunteer Vision Committee met typically one or two times a month to craft its vision and explore development options for the sites controlled by PDC. To follow is a chart illustrating the process.



Vision Committee Meeting at O.A.M.E. Cascade Plaza

	Feb. 2000	March	April	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Jan. 2001
<b>Major Topic:</b>	<b>Guiding Principles, Meeting Format, and Outreach Strategy</b>		<b>Land Use, Market and Employment Conditions</b>			<b>Key Sites</b>		<b>Design Guidelines</b>	<b>Review and Approval Process</b>			
Public Kick-off Meeting	2/8/00											
Vision Committee Meeting #1	2/29/00											
Vision Committee Meeting #2		3/14/00										
Vision Committee Meeting #3		3/28/00										
Vision Committee Meeting #4			4/4/00									
Vision Committee Meeting #5			4/11/00									
Public Meeting #2			4/26/00									
Vision Committee Meeting #6				5/9/00								
Vision Committee Meeting #7				5/30/00								
Vision Committee Meeting #8					6/13/00							
Vision Committee Meeting #9						7/11/00						
Vision Committee Meeting #10							8/8/00					
Vision Committee Meeting #11							8/22/00					
Vision Committee Meeting #12								9/5/00				
Vision Committee Meeting #13								9/26/00				
Public Meeting # 3									10/19/00			
Vision Committee Meeting #14										11/14/00		
Review and acceptance by PDC and Neighborhood Association												Dates to be determined →

## Vision Study Meetings

The Vision Committee established a meeting format to ensure that all interested parties could comment and that all questions received attention. They specifically asked for public comment in time set aside at the beginning and end of each meeting.

Meeting notes were recorded and distributed by mail and at each meeting. Mailings prior to meetings also included a draft agenda as well as any relevant materials that were prepared ahead of time. Topics discussed at each meeting are listed below:

### General Public Meetings

- February 8, 2000 - Public "kick-off" meeting - Draft versions of guiding principles, goals and objectives, and study area boundaries.
- April 26, 2000 - Input and evaluation of goals and objectives/ guiding principles.
- October 19, 2000 - Review and evaluation of options for key sites.

### Vision Committee Meetings

- February 29, 2000 - Comments on draft goals and objectives, process going forward.
- March 14, 2000 - Goals and objectives, charge, operating principles and practices of the committee, outreach strategy.
- March 28, 2000 - Goals and objectives, public involvement, market overview, study area boundaries.
- April 4, 2000 - Goals and objectives/guiding principles, possible land uses.
- April 11, 2000 - Possible land uses - what makes a successful "boulevard" and "Main Street."
- May 9, 2000 - Walking tour of the study area, transportation research and issues.
- May 30, 2000 - Retail and service market update, continued "Main Street" discussion.
- June 13, 2000 - Business "wish list" and light industrial market needs; Main Street alternative designs.
- July 11, 2000 - Beech Street site, Vision Study process, Employment and Work Force Focus Group Information. Evaluation of the process to date.
- August 8, 2000 - Study process, integrating market and design information on key sites.
- August 22, 2000 - Options for key sites, implementation.
- September 5, 2000 - RFP process/implementation, design guidelines for key sites.
- September 26, 2000 - Key sites guidelines, public meeting format.
- November 14, 2000 - Finalizing draft Vision Study report.



Employment and Work Force Focus Group

## Outreach Strategy

The Fremont/MLK Vision Study involved the community in a variety of ways and throughout the study process. Extensive outreach was important to ensure that all views were heard and represented, and that the project had the support of the community.



Meeting announcement on King Food Mart marquee sign

***The Vision Study strategy for public involvement provided the community with awareness and understanding of the project and allowed everyone to participate in various and meaningful ways.***

The aim of the outreach process was to hear the needs and wishes of everyone in the community, even those not likely to seek participation in the visioning process, such as youth and seniors groups.

Outreach efforts were both traditional and nontraditional, and included:

- newspaper articles in the *Portland Observer* and *The Skanner*
- neighborhood newsletter notices
- paid newspaper advertisements
- cable TV programming
- mailings
- distribution of flyers
- 24-hour telephone information line (503-823-9PDC)
- website (<http://www.portlanddev.org/develop>)
- neighborhood marquee sign at King Food Mart advertising meeting dates.

Stakeholders were diverse, reflecting the breadth of the community, and included:

- businesses
- neighborhood residents
- property owners
- community-based organizations.

There were numerous ways in which to participate in the Vision Study process:

- Vision Committee meetings - all were open to the public
- General public meetings and workshops
- Study area walking tour
- Allen Fremont Plaza Apartments - special meetings held by facilitator Joan Brown-Kline to talk about the needs of the seniors
- McCoy Academy - special meeting with students held by committee member Tonya Parker and project coordinator Lois Cortell of PDC, to hear their needs.

## The Study Area

The Fremont/MLK Vision Study Area consists of approximately 40 acres, stretching along six blocks of NE Martin Luther King Jr. Boulevard in the MLK Main Street corridor.

### Boundaries

- North - Shaver Street
- South - Fargo Street
- East - Grand Avenue
- West - Garfield Avenue
- Includes the major intersection at MLK and Fremont Street.

### Transit service

- Tri-Met 6 and 33 bus routes provide regular north/south and east/west service respectively.
- Interstate MAX red line will be less than a mile away to the west, and will connect the area to North Portland, the Rose Quarter and downtown, and other employment centers east and west in the metro region.

### Driving Distances

- Lloyd District five-minute drive southeast
- Downtown Portland ten-minute drive southwest
- Portland International Airport 10-15 minutes drive northeast
- Interstate 405 access within a few blocks by way of the Fremont Bridge.

### Mix of Uses

A mix of uses is present within the Fremont/MLK Study Area, including retail, commercial, light industrial, community services, and single- and multi-family residential.

### Nearby Amenities and New Development

- Nike outlet store
- Standard Dairy mixed-use building
- Nature's Northwest grocery store complex
- McCoy Academy Charter School
- Allen Fremont Plaza Apartments for seniors
- Irving Park

### Urban Renewal

Portions of the Study Area site are within the following boundaries:

- Oregon Convention Center Urban Renewal Area (OCCURA)
- Interstate Corridor Urban Renewal Area (ICURA).



Tri-Met #6 bus at Fremont and MLK



Allen Fremont Plaza Apartments



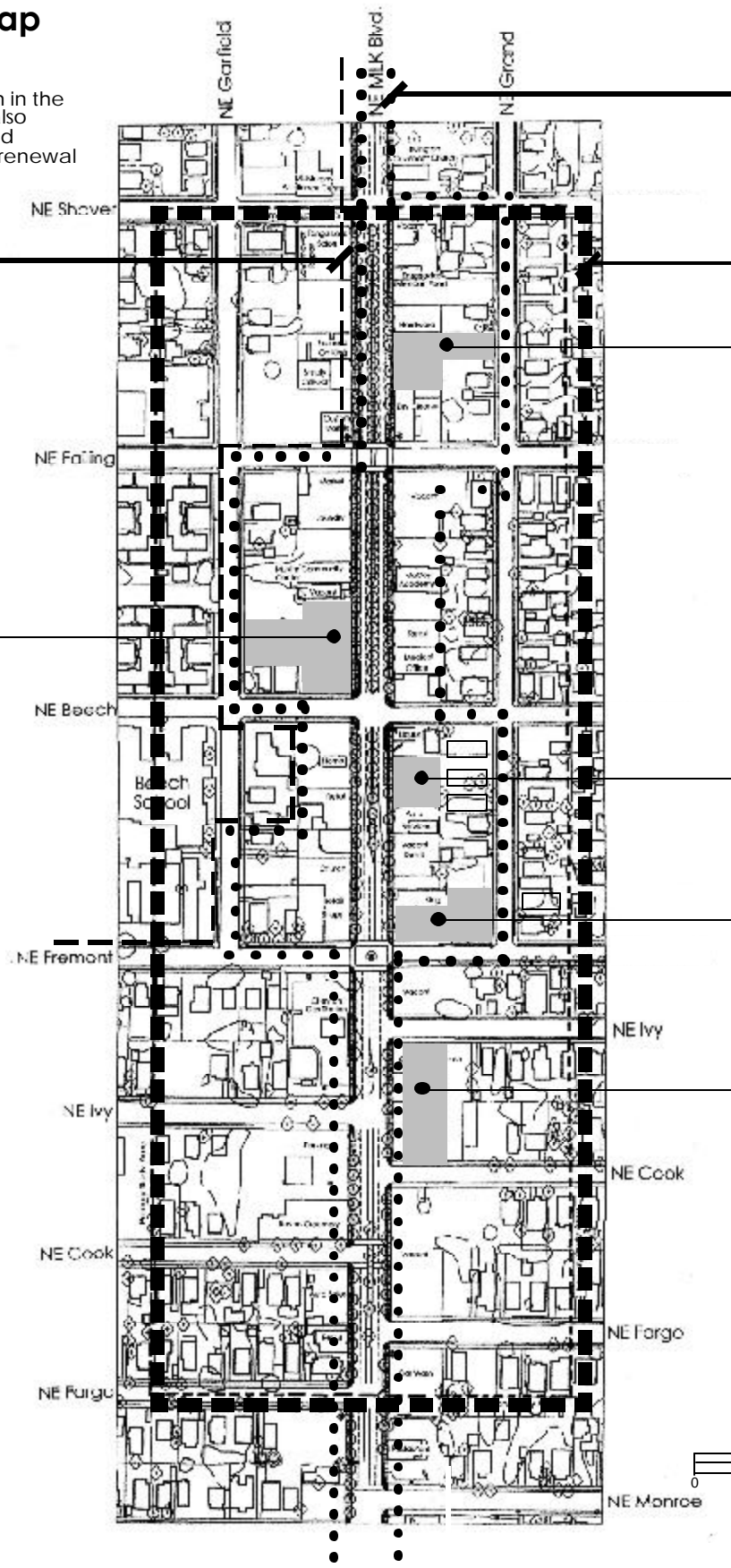
McCoy Academy Charter School

# Study Area Map

The study area is shown in the following map, which also identifies publicly owned properties and urban renewal area boundaries.

**Interstate Corridor Urban Renewal Area (ICURA) Boundary** (extends west from dashed line)

PDC-owned Beech St. properties



**Oregon Convention Center Urban Renewal Area (OCCURA) Boundary** (within dotted lines)

**Vision Study Area Boundary**

PDC-owned Weimer Warehouse

City of Portland public parking lot

PDC-owned Fremont site (former King Food Mart)

Grant Warehouse area Brownfields Showcase

## Guiding Principles

The Vision Committee developed a comprehensive set of guiding principles that stem from the community's core values and beliefs. They are meant to articulate what the community wants the development to achieve, and they were used to shape the concepts for the key sites, and to direct the implementation strategy. These principles, in combination with the goals and objectives outlined on the page to follow, will drive the criteria by which future efforts and development proposals in the study area will be evaluated.

The guiding principles are as follows:

**Strengthen the community and reflect its diversity by reinforcing existing development and encouraging new development that will:**

- Increase living-wage retail and office employment opportunities for the community, including during all phases of construction.
- Create office and retail space that appeals to local businesses and residents.
- Provide the infrastructure to support job creation (i.e. telecommunications, street improvements, and lighting).
- Increase opportunities for small businesses, non-profit organizations and local developers.
- Mix of uses on site, vertically and horizontally.
- Preserve and enhance the racial and ethnic mix of businesses and housing in the study area.
- Avoid involuntary displacement of African Americans, other ethnic/minority groups, or low-income families who reside or have businesses in the study area.



Public and Vision Committee at Meeting

## Goals and Objectives

Along with determining guiding principles for the Vision Study, the Vision Committee developed a set of goals and objectives for the process. These goals and objectives were used as a standard by which to measure the project as it evolved, helped to shape the concepts for the three catalyst sites, and with the guiding principles will help guide evaluation of future efforts.

The goals and objectives are as follows:

- Utilize existing commercial and open-space assets.
- Develop a pedestrian-friendly retail node “Main Street.”
- Protect and strengthen adjacent residential neighborhoods.
- Provide quality new multi-family residential development.
- Increase living-wage employment opportunities for the community.
- Identify catalyst/anchor projects to stimulate additional locally owned development.
- Improve transportation access.
- Provide attractive and safe open spaces and streetscapes.
- Develop community consensus on the preferred Fremont/MLK vision.
- Provide affordable housing for a range of incomes that is compatible with existing residents in the study area.



Reviewing Draft Goals and Objectives at Public Workshop

## History and Background

The Study Area is centrally located on NE Martin Luther King Jr. Boulevard. Since early in the 1900s until the 1960s, the boulevard was an active, pedestrian-oriented “Main Street,” a place where smaller businesses thrived, served adjacent neighborhoods and reinforced the community. The area boasted Portland’s most ethnically diverse population and the boulevard itself was prominent in the social, cultural, and economic life of North and Northeast Portland. Today, this trait continues to be among MLK Jr. Boulevard’s most valuable assets.

Photos of two properties in the study area compare and contrast the changes from the 1930s, when the street was called NE Union Avenue, to the year 2000.



Weimer Warehouse in 1930s (Oregon Historical Society photo)



Vacant Weimer Warehouse in 2000



NE Union and Fremont circa 1940 (Oregon Historical Society photo)



NE MLK Blvd. and Fremont in 2000



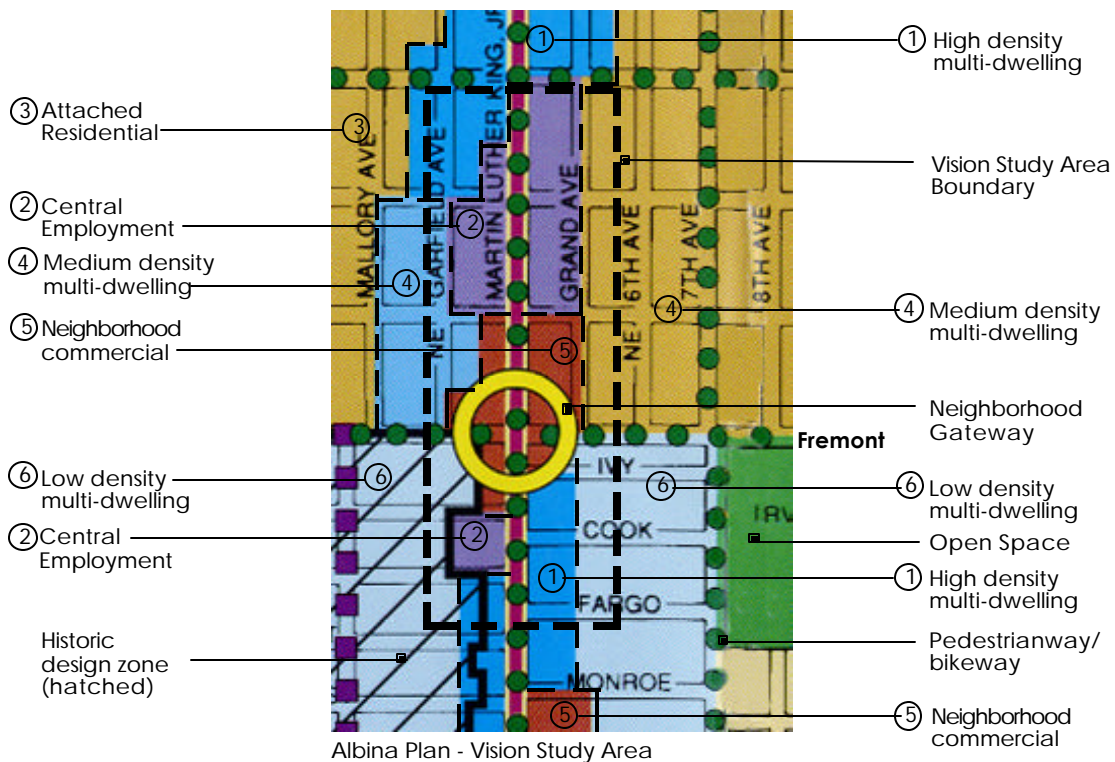
## Albina Community Plan

Looking toward a more positive future, the Albina Community Plan (“ACP”) provides the principal policy context upon which the Portland Development Commission’s work in Northeast Portland, including the Fremont/MLK Vision Study takes place. Built on three years of community input, the 1993 plan directed the Commission to extend the Convention Center Urban Renewal Area boundary to include the MLK Boulevard and Alberta Street corridors. It also charged the Commission to prepare a revitalization strategy, to work to assemble larger development sites, and to facilitate opportunities for neighborhood business development and job creation on MLK Boulevard with tools such as renovation grants and economic loan programs. The ACP was prepared in conjunction with specific neighborhood plans in the area, including King, Eliot, Boise, Irvington, and Sabin.



Albina Community and neighborhood plans

The ACP identified commercial “nodes” in order to reinforce existing business clusters and to create attractive, buildable sites for new development. A node is characterized by a grouping of similar uses, such as retail businesses, which can create a sense of identity and serve to attract additional, similar activity. The NE Fremont Street and NE MLK Jr. Boulevard area is one such potential node. It was identified in the ACP as a “minor or neighborhood gateway,” a hub of activity and an entrance or point of transition to the neighborhoods. The identity of this gateway area could be reinforced with such amenities as landscaping, public art, structures, and special lighting or signs. The land uses prescribed include a pedestrian-friendly mix of commercial, residential and employment opportunities.



## MLK Commercial Revitalization Efforts

Building on the ACP's identification of commercial nodes and segments on the boulevard, the MLK Jr. Boulevard Commercial Development Strategy (April 1998) was prepared by PDC to take this planning into implementation. The strategy drew upon a diverse citizen and business advisory committee to assess changes on the boulevard and to evaluate competitive advantages and disadvantages. The strategy was written as a ten-year plan to guide and support commercial revitalization efforts on the MLK corridor. In a parallel process, the MLK Jr. Boulevard Transportation Project final report (April 1998) was prepared by neighborhood and business representatives led by the MLK Action Committee. This plan defined specific street and streetscape improvements meant to enhance such things as the pedestrian environment and parking access, and to be implemented in a series of phases over five years - the first of which was recently completed from NE Fremont to NE Shaver Streets.

Today, planning efforts of the past and significant investments by community-based, private and public entities have created substantial momentum toward commercial, residential and employment revitalization along NE MLK Jr. Boulevard. The Standard Dairy mixed-use project to the south of the study area serves as an example of the most recent type of change on the boulevard. While the community is generally positive about its housing, commercial and retail development, the scarcity of parking availability and negative impacts on the neighborhood are growing concerns. Maintaining the character of the neighborhood, the spirit of the community's longtime residents and the affordability and diversity that made the area ripe for change in the first place, is crucial and a real priority for the community. The Vision Committee echoed this sentiment and their concerns about gentrification and displacement were heard throughout the process.

The Fremont/MLK Vision Study area stands at a crossroads where change may be imminent and the character of the neighborhood is at stake. This vision study is intended to provide the community with the opportunity to guide PDC in its effort to catalyze overall revitalization in the study area, to reclaim a safe, active pedestrian environment, while maintaining the areas's character and the diversity that keeps it strong.



In conjunction with the community, prior planning efforts have helped direct significant possible change on MLK Jr. Boulevard.



Hankins Hardware Storefront Improvement

## Zoning Regulations

The City of Portland Zoning Code provides regulatory use and development standards for the study area. All vision concepts proposed in this study are consistent with existing city regulations.

Brief descriptions of use zones (including overlay zones) applicable to the study area are as follows:

**CGd (General Commercial with a “d” design overlay\*) -**

The zone allows auto-oriented commercial development except along a transit street. CG includes a full range of retail and service businesses and limited industrial uses.

**EXd (Central Employment with a “d” design overlay\*) -**

The zone encourages a mix of industrial, business, and service uses. Residential uses are allowed but not intended to predominate.

**RHd (Residential High Density Multifamily with a “d” design overlay\*) -**

The zone’s density is not regulated by units per acre, but instead by the floor area ratio (FAR). Density generally ranges from 80 to 125 units per acre within apartments and condominium developments.

**R1ad (Residential Medium-Density Multifamily with “d” design\* and “a” alternative design density\*\* overlays) -**

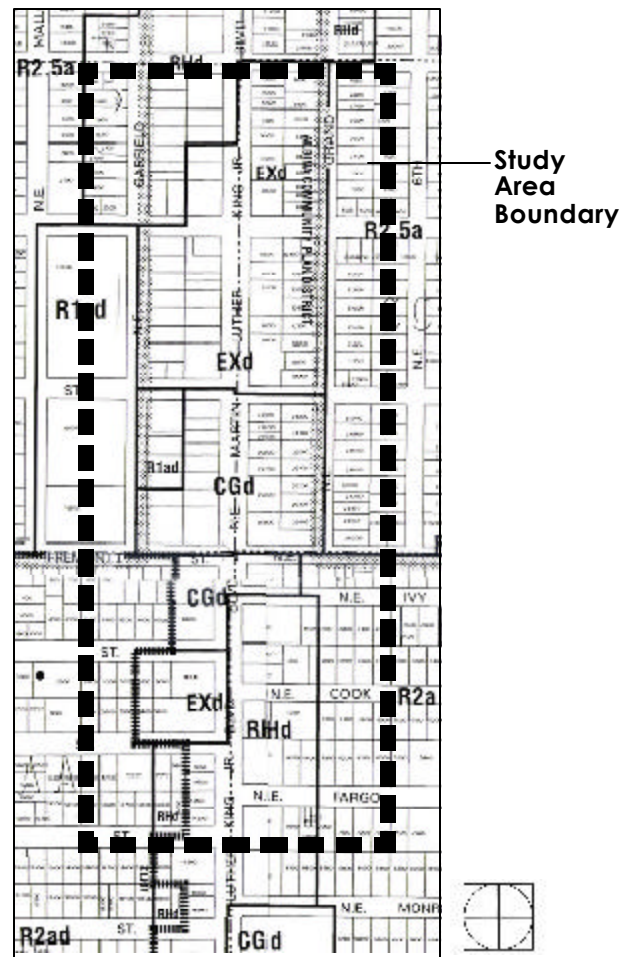
The zone allows 43 units per acre or up to 65 units with amenity bonus provisions. Developments are generally one to four stories in height and include apartment buildings, condominiums, rowhouses and duplexes.

**R2a (Residential Low-Density Multifamily with an “a” alternative design density overlay\*\*) -**

The zone allows 21.8 units per acres or up to 32 units with amenity bonus provisions. Developments are generally one to three stories in height and include garden apartments, rowhouses and duplexes.

**R2.5a (Residential Low-Density Multifamily with an “a” alternative design density overlay\*\*) -**

The zone allows 18.1 units per acres or up to 26.5 units with amenity bonus provisions. Developments are generally one to three stories in height and include garden apartments, rowhouses and duplexes.



**Notes:**

\* - “d” Design Overlay Zone - promotes the conservation, enhancement, and continued vitality of areas of the City with special historical, architectural, or cultural value. This is achieved through the creation of design districts, the development of design guidelines for each district, and by requiring design review.

\*\* - “a” Alternative Design Density Overlay Zone - provides a mix of housing that responds to changing family needs and smaller households, and a broader range of accessible and more affordable housing, in exchange for meeting additional design requirements.

(The above descriptions are taken directly from City codes, which are available on-line at the city website: [www.planning.ci.portland.or.us/zoningzonetoc.html](http://www.planning.ci.portland.or.us/zoningzonetoc.html).)

The Albina Community Plan (ACP) includes a proposed commercial node around the intersection of Martin Luther King Jr. Boulevard (MLK) and NE Fremont Street. The Fremont-MLK Vision Study process is intended to develop understanding of community goals and objectives for the study area, and promote the goals through recommendations for public and private investment on key sites.

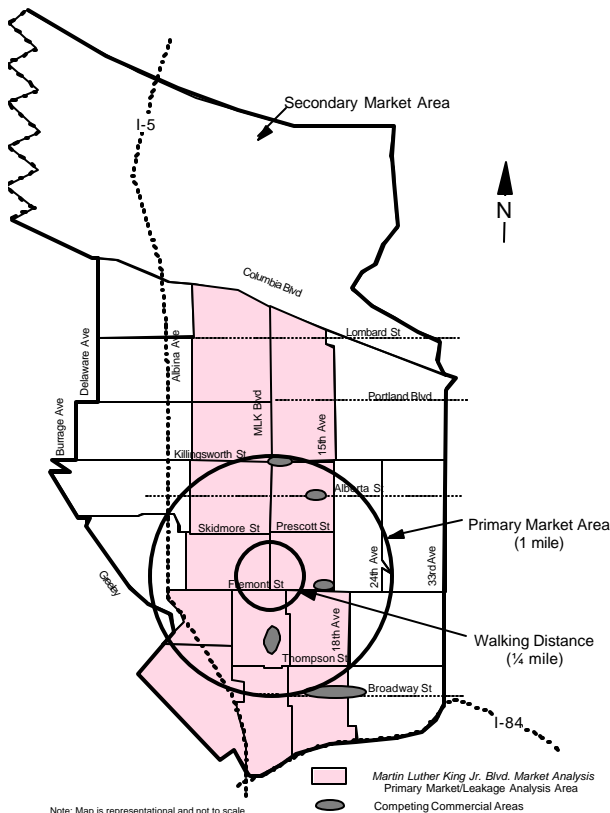
Early in the process the vision committee expanded the project study area to include those blocks between Fargo and Shaver Streets along Martin Luther King Jr. Boulevard. This expansion allowed the inclusion of two city-owned sites (the former King Food Mart and Beech Street sites), as well as the Grant Warehouse site and adjacent vacant property.

The purpose of including market analysis in the process was to inform decision-making so that recommendations made by the vision committee are grounded in economic reality. This market analysis section is a summary of the full report developed to provide background for, and respond to questions that arose during, the community visioning process. A copy of the full report is available from the Portland Development Commission.

## Market Overview

The Fremont-MLK study area is well served by public transportation and by the I-5 and I-84 freeways, providing easy access from all directions. It is connected to the rest of Portland's Central City by bridges over the Willamette River. The study area is close to Lloyd Center, the Oregon Convention Center, and the Rose Quarter – all major centers of public activity.

For the commercial district around the Fremont/MLK node, the map to the left illustrates:



*Walking distance (one-quarter mile radius)* – represents the trade area from which a business might expect to draw foot traffic.

*Primary market area (one mile radius)* – represent the trade area from which businesses would most likely draw customers for convenience or day-to-day needs.

*Secondary market area (North/Northeast Portland)* – represents the trade area needed to support a business such as a comparison retailer.

*Competing commercial areas* – the crosshatched ovals on the map represent commercial areas that compete with the study area for customers.

### Trade Area Concepts & Competing

## Demographic and Economic Profiles

Demographic and economic profiles provide information about the potential customers in a trade area. From 1990 to 1999, all three market areas experienced population growth and decreasing or smaller average household sizes. These trends are forecast to continue.

### Market Area Profiles (1990-2004)

Item/Year	Walking Distance (1/4 Mile Radius)	Primary Market Area (1 Mile Radius)	Secondary Market Area	Multnomah County
<b>Population</b>				
1990	1,452	21,912	69,590	583,887
1999	1,665	23,577	73,400	635,740
2004	1,746	24,299	75,222	657,848
Absolute Change 1990-1999	213	1,665	3,810	51,853
Forecast Change 1999-2004	81	722	1,822	22,108
<b>Households</b>				
1990	506	8,393	27,598	242,140
1999	586	9,108	29,408	265,355
2004	617	9,427	30,280	275,621
Absolute Change 1990-1999	80	715	1,810	23,215
Forecast Change 1999-2004	31	319	872	10,266
<b>Median Household Income</b>				
1990	\$18,667	\$25,920	\$31,251	\$37,373
1999	\$21,156	\$27,506	\$32,475	\$38,101
2004	\$22,050	\$28,189	\$33,105	\$38,536
Absolute Change 1990-1999	\$2,489	\$1,586	\$1,224	\$728
Forecast Change 1999-2004	\$894	\$683	\$630	\$435

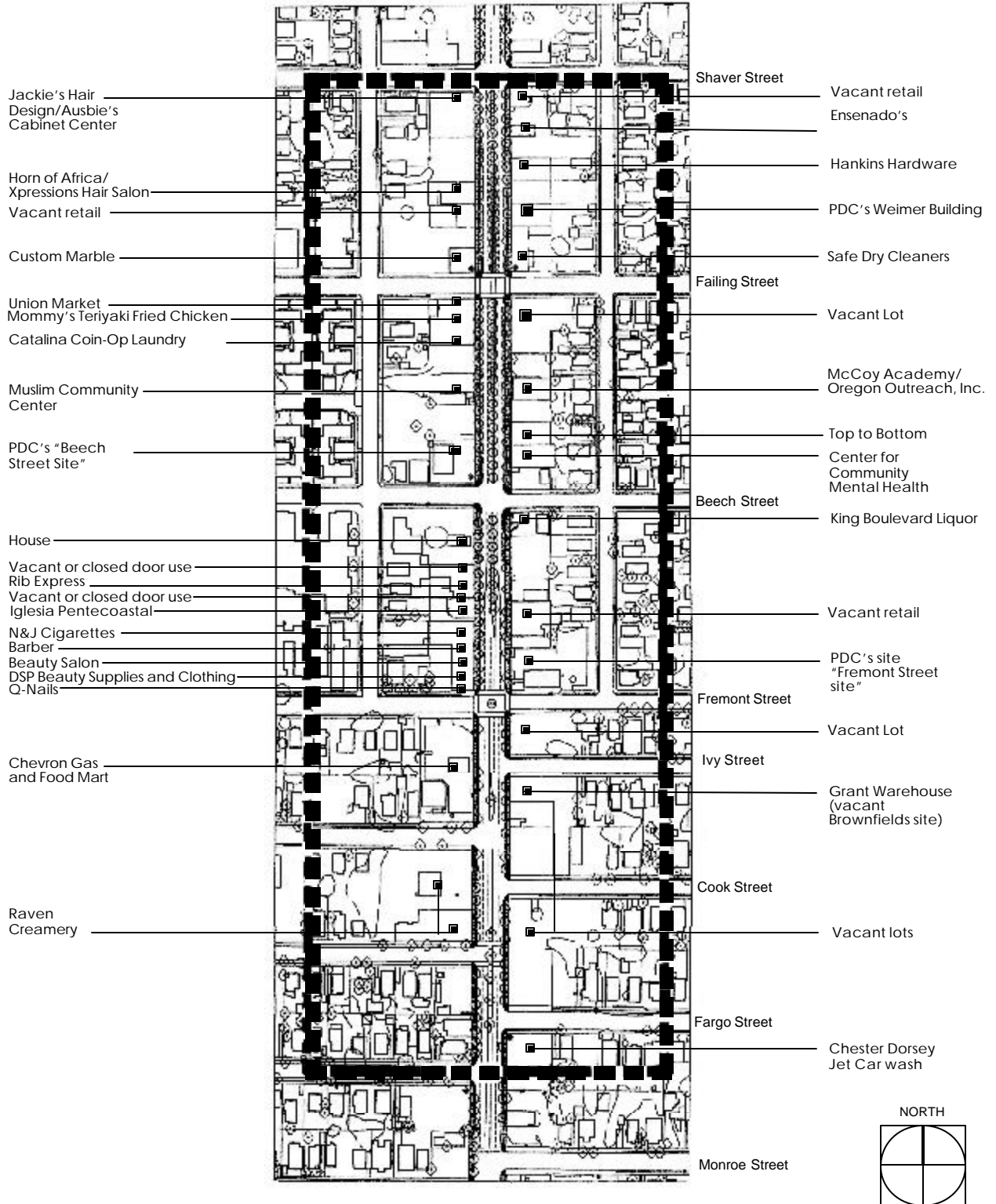
Note: All median household incomes expressed in 1999 dollars. Inflation adjustment from 1990-1999 based on Portland-Vancouver CPI. The 1999-2004 adjustment assumes inflation will average 3.0% per year.  
 Source: CACI, Inc., U.S. Census Bureau, Oregon Employment Department, E.D. Hovee & Company.

The table above illustrates that:

- The project market areas are expected to experience continued population growth and thus increasing demand for convenience retail goods and services.
- The incomes (spending power) of households are growing in real terms (adjusted for inflation). However, it may take some time for area incomes to reach the county median.
- Incoming households over the next five years are expected to be more affluent (predominantly households with incomes of \$50,000 per year or higher).

## Existing Businesses

A key concern of the vision committee and the public has been to take into consideration and support existing businesses on the Boulevard within the study area and beyond. Field surveys of businesses, other organizations, and opportunity sites within the study area were conducted. The study area includes 22 businesses as well as a number of membership organizations and community centers.



## Retail & Service Market

In 1997, a *Martin Luther King Jr. Boulevard Market Analysis* determined the MLK primary market area (the area shaded in the map) was significantly underserved in terms of local retail and service establishments. Residents were frequently taking their business to outlying areas such as Lloyd District, downtown Portland, and Hayden Meadows/Jantzen Beach to meet their needs.

### Fremont-MLK Retail & Service Business Opportunities

A number of steps were taken to determine both the desires of the community (in terms of the neighborhood serving businesses they would like to see located nearby) and the amount of retail and service space supportable given area household incomes and competing commercial areas.

Wish lists of specific businesses desired by the community were gathered from a variety of groups including: Allen-Fremont seniors, McCoy Academy students, Grand Avenue Neighbors, participants in the Fremont-MLK Vision Study public meetings, and Fremont-MLK Vision Committee members and the general public that attended their meetings. The full market report compares this list with similar requests gathered during other visioning efforts in northeast Portland.

#### Fremont-MLK Vision Study Wish List

- Grocery (w & wo/pharmacy)
- Farmers' or produce market
- Full service restaurant (various types)
- Pizza parlor
- Ice cream shop
- Brew pub/theater
- Juice bar
- Coffee shop
- Deli/sandwich shop
- Bakery
- Variety store
- Flower shop
- Gift and card shop
- Clothing store
- Shoe store
- Bookstore
- Arts and crafts store
- Bike/sports equipment store
- Lawn & garden store/nursery
- Optometry store
- Medical equipment & pharmaceutical supply
- Beauty products store
- Art gallery
- Bowling alley
- Small theater (independent movie-house)
- Arcade
- Under-age night club
- Video rental
- Shoe repair
- Photo copy shop
- Mail & package service
- Day care center
- Assisted care facility
- Adult foster care

**Market Demand Conditions**

Initial estimates were made of the amount of retail and service space supportable. The following table illustrates the total square feet of neighborhood retail and service space supportable based on market area incomes and typical spending patterns.<sup>1</sup>

**Total Square Feet Supportable**

Area	1999	2004
1 Mile	260,000 SF	320,000 SF
15% of 1 Mile	40,000 SF	50,000 SF
1/4 Mile	13,000 SF	16,000 SF

Source: CACI Inc., Urban Land Institute, US Economic Census, and E.D. Hovee & Company.

The incomes of residents within the one-mile primary market area could support as much as 260,000 square feet of neighborhood retail and service space today and more than 320,000 square feet by the year 2004.

However, this retail potential is shared with a number of competing commercial areas. The study area could capture as much as 15% of this potential assuming the character and businesses of the commercial area begin to draw neighbors from more than a five-block walking distance.

The ability to draw from outside the immediate market area is greatly enhanced by an anchor tenant or a cluster of tenants acting as an anchor. Having a strong draw to the commercial area also can help to strengthen the customer base for existing businesses. This is one element contributing to the vision committee’s decision to encourage location of ground floor retail and an anchor for the commercial area at the Beech Street site.

If the study area succeeds in capturing 15% of the primary market area potential, approximately 40,000 square feet (or four block faces) of neighborhood retail and service space could be supported today, and 50,000 square feet (or five block faces) by the year 2004. This does not take into account the additional retail and service space demand potentially created by new housing units (for instance those conceptualized for the Grant Warehouse site) or existing and future added employment.

**Market Demand for Specific Business Types**

Following the initial overall supportable retail and service space estimates, a similar methodology was used to determine the likelihood of the market area supporting specific business types including those identified by the community.

The results of this analysis can be summarized as follows:

- The best immediate opportunities for new retail and service establishments identified as desirable by the community – and allowing for continued support of existing businesses – are for a full service restaurant and a snack or non-alcoholic beverage bar.
- Opportunity also exists for smaller than average or combination versions of miscellaneous retailers also identified by the vision committee and community groups – such as news dealers, baked goods, florist, and gifts/cards. Demand for these goods could also be satisfied if existing area businesses were to expand offerings to cover these items.
- Potential businesses identified based on demand – but not mentioned by the community – include automotive parts and accessories and home furnishings.



## Housing & Office Market Conclusions

Overviews of the north/northeast housing and office space markets were also provided to inform the Vision Committee decision-making process. The results of this analysis include:

- North and northeast average home prices continue to be more affordable than is typical region-wide. As a result, the number of study area single family home sales was stable or increasing while the number of sales fell region-wide between 1998 and 1999.
- Given increasing construction and financing costs and stagnant rents, new multi-family rental housing is currently difficult to build without financial incentive or subsidy.
- The popularity of urban living coupled with high regional housing costs have resulted in new multifamily for sale housing and conversions of rental buildings to condominiums. Based on this information, the Vision Committee encouraged inclusion of housing that could be offered for sale in site-specific concepts developed for the study area.
- More affordable land and building prices in north and northeast Portland (relative to the rest of the city) represent an opportunity for business owners who want to purchase or build their own space.
- Lower space rents in the vicinity of MLK and smaller size needs mean new speculative office space is less likely to be built without financial incentive or subsidy. However, one possible option for providing this space is through the creation of office or executive suites. Office/executive suites are a business in themselves who service is to provide business office and meeting spaces for rent. Amenities typically include furnished offices and conference rooms, a staffed reception area, full service kitchen, and restrooms. Beyond that the range of physical amenities and business support services available varies widely.

## Employment & Workforce Conclusions

Employment and workforce information was developed in response to committee requests and to inform decision-making related to employment and business development. In particular, it was important to identify uses that could be located in the study area and to evaluate the potential to provide living-wage job opportunities for community residents. Information was gathered during a focus group on the subject and can be summarized as follows:

- Living wages for Oregon's higher cost areas, including Multnomah County, range from \$11.50 an hour for a single person to a combined wage of \$20.90 for a household with two working adults and two children (in year 2000 dollars).
- The highest growth industries for the Portland metro area over the next 8-10 years in terms of added employment are projected to be business services, wholesale trade, eating and drinking places, and health services.
- Business, finance, real estate service (or office uses) have the highest employment density, meaning that for the same amount of space they would house the highest number of employees.
- Paid work at home is on the rise.
- Competitive advantages for MLK business location are its proximity to highways, available workforce and under-served market for retail & services. Competitive disadvantages include limited on-street parking, lack of large sites needed for industrial uses, and continued (though abated) perception of crime.
- Profiles of the existing under and unemployed northeast residents are diverse and will require a range of opportunities.
- Living wage job opportunities for the resident workforce are not limited to traditional manufacturing jobs.
- Broad ranges of industries are currently making use of the local workforce including construction, health care, manufacturing, hospitality, services, etc.
- Current workforce placements may include benefits but are often entry level and below living wage scale for households of more than one person.
- New light industrial development would likely require a building of 30,000-80,000 square feet. The Beech Street site may be better suited for other types of employment.

The purpose of including market analysis in the process was to inform decision-making so that recommendations made by the vision committee are grounded in economic reality. This market analysis section is a summary of the full report developed to provide background for, and respond to questions that arose during, the community visioning process. A copy of the full report is available from the Portland Development Commission.

## Catalyst Sites

### Purpose

Catalyst sites are key development parcels that have the potential to trigger additional development throughout the study area. In selecting catalyst sites, the committee considered the location, existing uses, zoning, adjacent development patterns and ownership.

Three sites were determined by the Vision Committee as having the greatest potential to spur new development:

- A Fremont Street Site** - Controlled by PDC. This site is envisioned by the committee to provide:
  - Local commercial and service uses
  - Opportunities for small entrepreneurial businesses
  - Housing.
- B Beech Street Site** - Largely controlled by PDC. This site is envisioned by the committee to provide:
  - A "jobs creation" site
  - Retail uses for an anchor tenant
  - Housing.
- C Grant Warehouse Site** - Privately owned, but identified as a Brownfields Showcase Program priority. It is envisioned by the committee to provide:
  - A range of housing opportunities, especially for families
  - Home occupation "work-live" office uses
  - Commercial and retail spaces.

### General Site Information and Details

For each catalyst site, four categories of information are offered:

#### Existing Features

Current policies (zoning codes, urban renewal area status) and site conditions and context (parcel size, shape, and location, parking availability, auto access, traffic volumes, etc.) are noted.

### Possible Uses

The Vision Committee suggested possible land uses inspired by the guiding principles and goals and objectives. Each site will likely fulfill some but not all of the principles and goals, and consideration of the study area as a whole is necessary to achieve the community's vision.

The guiding principles, goals and objectives suggest uses which will:

- Address social and economic needs of the community which may otherwise be ignored or inadequately served by the private sector.
- Strengthen and complement rather than compete with or reduce the viability of existing businesses.
- Provide local investors, developers and residents an opportunity to benefit from the economic growth of the MLK Jr. Boulevard corridor.
- Attract additional shoppers (including those who might otherwise shop outside the study area) to adjacent existing and new commercial establishments.
- Provide the opportunity to meet underserved market segments by offering space for emerging uses such as small, locally owned businesses and possibly in "work/live" units.
- Encourage residential development along existing streets that is in character with adjacent neighborhoods
- Encourage residential development that includes large units that appeal to families.

### Design Guidelines

The design guidelines describe in abstract graphic and verbal terms how development may occur on the site. They establish the fundamental elements of possible designs, without prescribing specific solutions. The design guidelines foster characteristics that strengthen and reestablish this area of MLK Jr. Boulevard as more of a pedestrian-friendly "Main Street" environment and promote the community's vision for mixed-use development.

Guidelines meet all minimum code requirements for the governing base zone and overlay zones. They are not a substitute for the design review process, and new development on the catalyst site parcels will be subject to design review by Planning Bureau staff.

In summary, catalyst site development should:

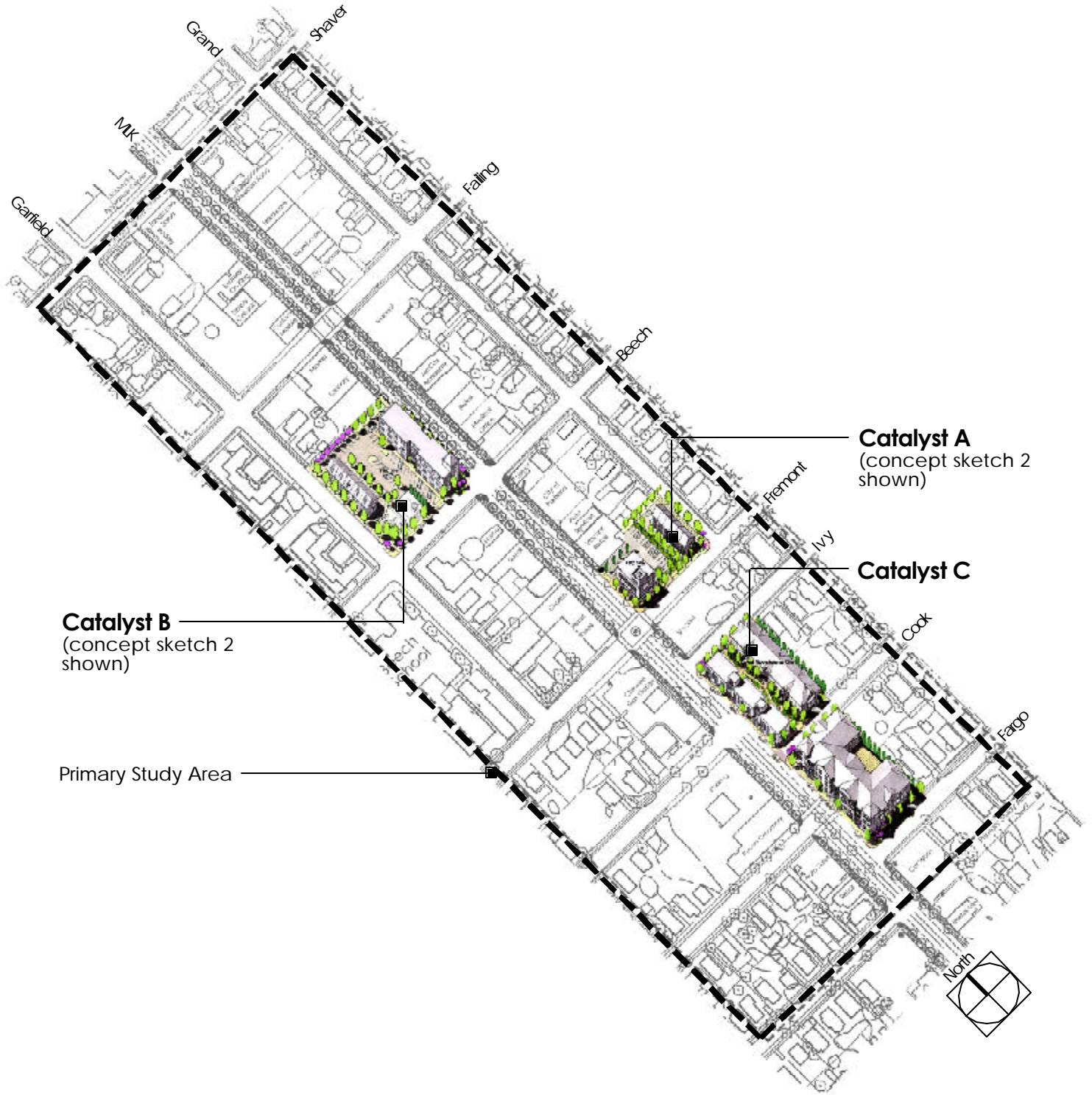
- Have active street edges along MLK.
- Contain buildings that engage the street right-of-way rather than being setback or separated from the sidewalk by expanses of landscaping or parking lots.
- Encourage two- and three-story development rather than one story buildings to maximize use of development sites and create a comfortable sense of enclosure and intimacy along the boulevard.
- Include active spaces where neighbors and friends can safely and comfortably congregate.

### **Concept Sketches**

Concept sketches exemplify in visual and verbal terms types of development the design guidelines foster. They are merely initial options, offered to provide scale, to give a taste of the possibilities and to act as a guide for developers and those reviewing proposals.

It is likely that there will be other creative solutions that fulfill the design guidelines and satisfy the guiding principles; the committee urges developers and their designers to propose innovative design schemes.

### Map of Catalyst Sites in the Study Area



# Catalyst Site A - Fremont Street

## Existing Features

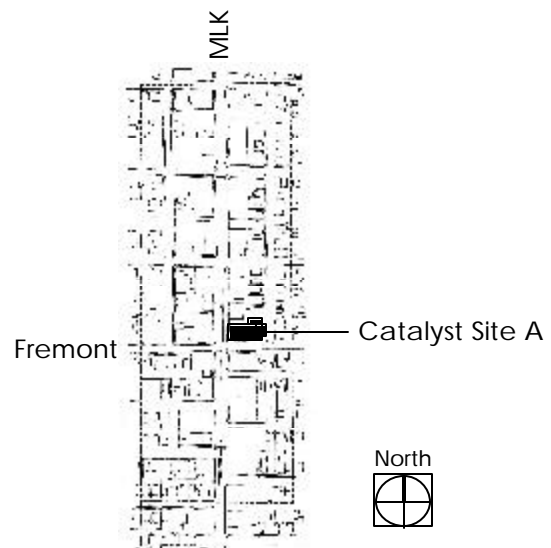
This catalyst site, at the intersection of Fremont and MLK Jr. Blvd., is the location of the former King Food Mart convenience store. Built originally as a fast food restaurant, the existing building is situated on the south side of the site with an adjacent parking lot fronting all surrounding streets.

### The site currently:

- Has been identified as a “gateway” by the Albina Community Plan.
- Is approximately 23,050 square feet and is irregularly-shaped.
- Is zoned CG (General Commercial) and requires design review.
- Is located within Oregon Convention Center Urban Renewal Area (OCCURA) boundary and the King Neighborhood.
- Has limited left-turn auto access from MLK Jr. Blvd. and Fremont.
- Experiences high traffic volumes on adjacent MLK Jr. Blvd. and Fremont Street.



Former King Food Mart Site at Fremont Street



## Possible Uses

The existing CG zoning allows auto-oriented “strip commercial” uses. However, the Vision Committee wishes instead to promote pedestrian-oriented commercial and possibly office development. In addition, the list of possible uses reflects the committee’s desire for residential development that strengthens and reinforces the existing residential character and scale of Grand Avenue.

The layout and location of the lot may make it a better site for “destination” businesses, as opposed to businesses that rely heavily on spur of the moment consumer decisions or “drop-in” customer traffic.

The Vision Committee suggests:

- A small restaurant, coffee shop or juice bar, which could include a newsstand or flower kiosks. This type of retail space could occupy up to a total of 3,000 to 5,000 square feet and would be a good complement to office suites on the second floor.
- A potential second-story office use, in particular office suites. The suites could be rented by small businesses requiring as little as 200 square feet of space. Facilities such as conference rooms and restrooms could be shared by all tenants.
- Complementary housing uses - either for-sale or rental units and possibly including home-occupation offices along the Grand Avenue side of the parcel. If a developer proposes to include housing here, however, it will reduce the amount of land that would otherwise be available for anchor use parking, thereby limiting the flexibility, size and type of anchor use.



Small coffee shop/newsstand



Small coffee shop with office suites above



Bakery with outdoor cafe seating

## Design Guidelines

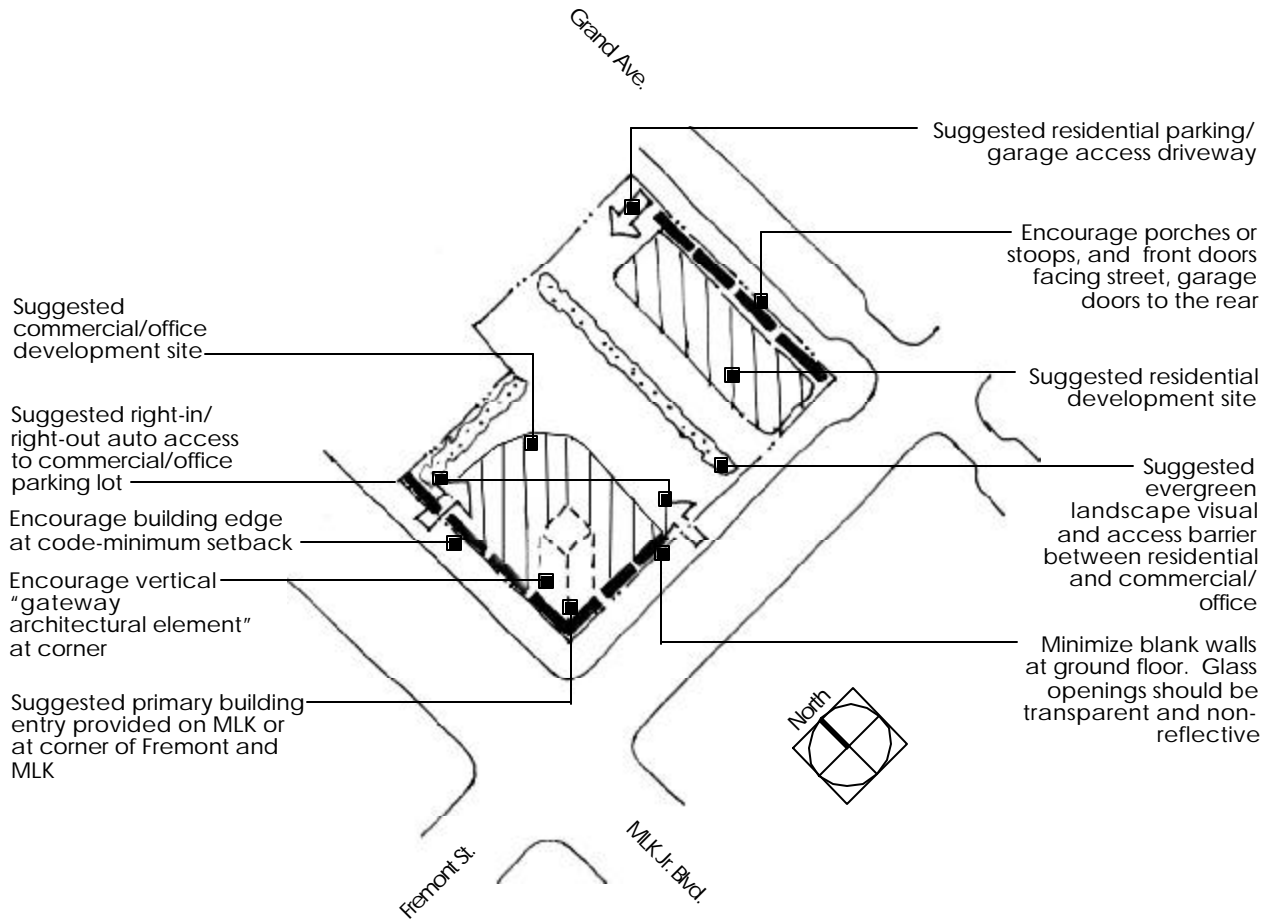
### Mixed-Use Commercial/Office Guidelines:

- Foster an active pedestrian street level environment along MLK with window glass that is transparent and non-reflective, and storefront entries located at the street.
- Encourage a minimum setback (15' from curb line) that is consistent with adjacent building setbacks.
- Encourage design elements that enliven the street and add scale, such as fabric awnings. Discourage contemporary materials such as vinyl or internally lit awnings.
- Encourage signs that are compatible with the design of the building facade. Discourage internally lit plastic signs that are not compatible with the historic "Main Street" retail character of MLK.
- Promote architectural design that is compatible with historic MLK "Main Street" building forms, high-quality, durable materials and colors including the use of brick and simple, rectangular forms with a vertical emphasis.
- Encourage the creation of a neighborhood gateway architectural element at the corner of MLK and Fremont.

### Residential Guidelines:

- Promote architectural design that is compatible in form, massing, and materials with existing residential development patterns along Grand Avenue.
- Foster active and safe street life on Grand Avenue.
- Encourage shared private driveway access rather than individual drives.
- Encourage garage doors at rear of building rather than along street
- Promote screening and separating residences and commercial/office uses.
- Encourage pedestrian-oriented features such as porches or stoops.
- Encourage architectural design that provides an opportunity for home-occupation office uses.

To follow is a graphic illustration of these design guidelines:





## Concept Sketches

Two concepts were developed to illustrate how these design guidelines could be implemented. With its high visibility and easy access to downtown and I-405, the site could attract commercial or office tenants seeking a well recognized location.

If a developer proposes to include housing here, however, it will reduce the amount of land that would otherwise be available for anchor use parking, thereby limiting the flexibility, size and type of anchor use.

Each concept envisions housing development along Grand Avenue. Over the last few years, Grand Avenue has seen a number of new infill residences contribute to the revitalization of this street. And so the housing suggested engages the street with welcoming front doors, porches and stoops.

### **Concept Sketch 1: One-story Option**

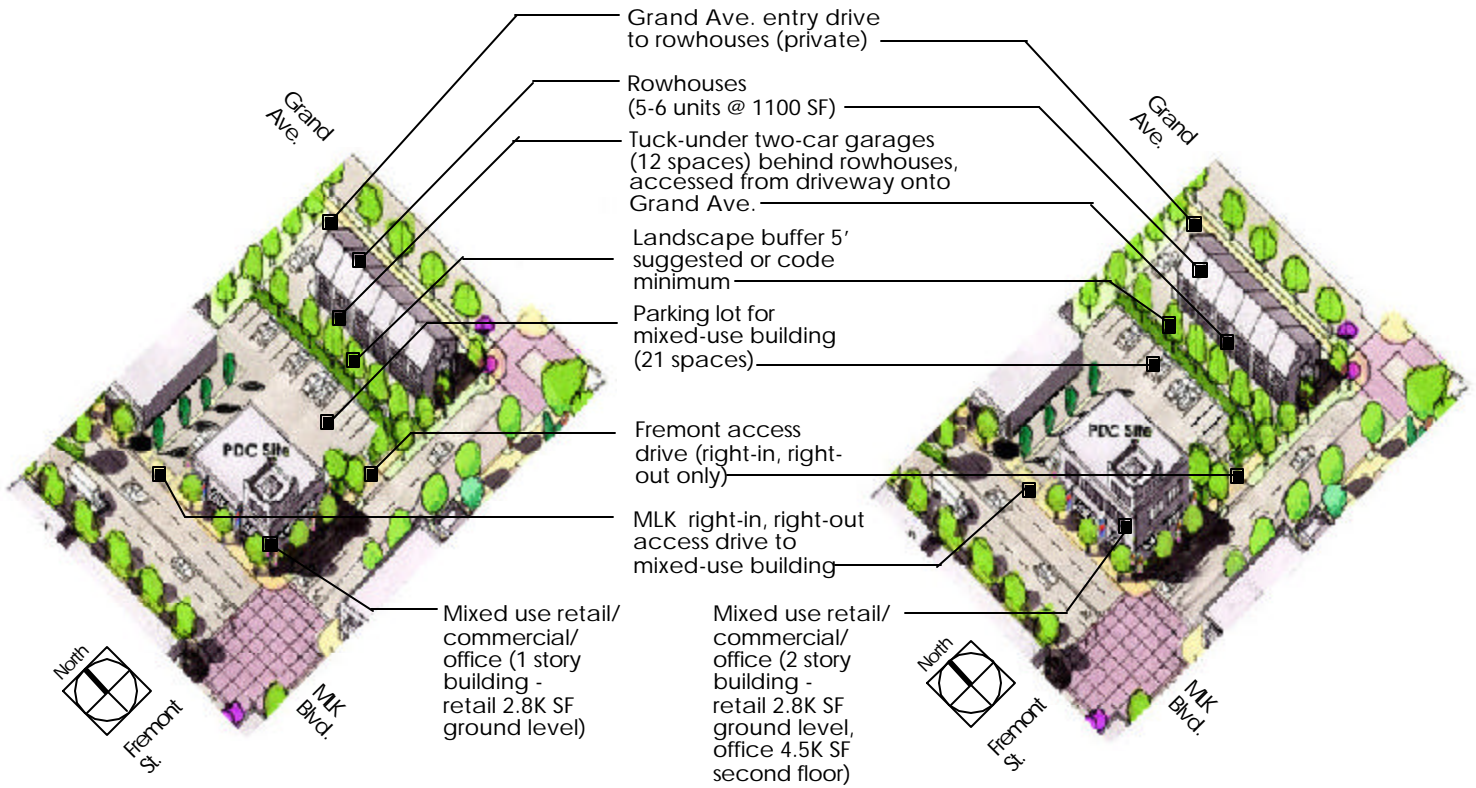
Concept Sketch 1 envisions a retail use such as a small restaurant or coffee shop. These uses require considerable off-street, on-site parking, thereby precluding second story development. While the community feels two story development would be more desirable, they believe that a one story building with an active ground floor would nonetheless be compatible with the existing adjacent MLK retail building, and could allow a use - namely a restaurant - that would not be possible with a two-story building because of its parking requirements.

### **Concept Sketch 2: Two-story Option**

Concept Sketch 2 envisions less intensive corner retail requiring less parking on the first floor, such as a bookstore or an arts and craft supply store, or a combination of compatible small commercial and office uses. On the second floor, an office or office suites are envisioned. The office use here might serve a small company or a number of small entrepreneurs.

Concept Sketch 1: One-story Option

Concept Sketch 2: Two-story Option



Concept Sketch 1 Development Summary					
Use (CG Zone)	Area sf or units	Required*		Parking Provided	Ideal**
		Min.	Max.		
Restaurant	3,900	16	—	18	52
Housing	5	—	—	10	10

\* Required Parking Ratios per City of Portland:  
 Restaurant: Min. - 1 space/250 sf  
 Housing: Min. - 1 space/1 unit; Max. - none  
**Ideal Parking Ratios**  
 \*\* Restaurant: Min. - 1 space/75 sf  
 Housing: 2 space/unit

Concept Sketch 2 Development Summary					
Use (CG Zone)	Area sf or units	Required*		Parking Provided	Ideal**
		Min.	Max.		
Retail/Commercial	3,900	8	—	8	20
Office	5,200	13	—	13	18
Total	9,100	21	—	21	38
Housing	5	5	—	10	10

\* Required Parking Ratios per City of Portland:  
 Retail/Commercial: Min. - 1 space/500 sf  
 Office: Min. - 1 space/400 sf  
 Housing: Min. - 1 space/1 unit; Max. - none  
**Ideal Parking Ratios**  
 Retail/Commercial: 1 space/200 sf  
 Office: 1 space/300 sf  
 Housing: 2 space/unit

# Catalyst Site B - Beech Street

## Existing Features

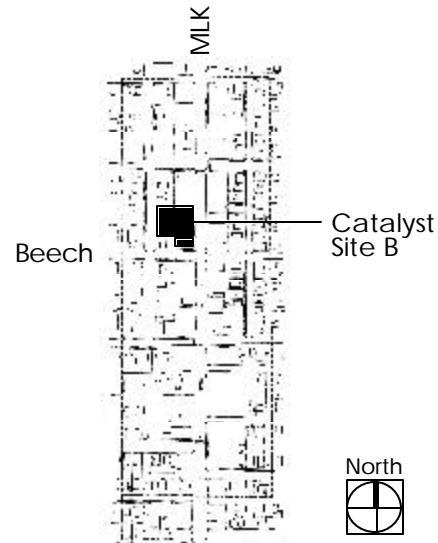
The Beech Street catalyst site is located at the intersection of MLK and Beech. It extends from the corner of MLK approximately one-quarter of the block north and west the length of the block to Garfield Street. The site excludes two residential parcels at the northeast corner of Beech and Garfield. Presently, a PDC-owned residential building exists on the site on a small knoll, and it would have to be demolished prior to development of the site.

### The site currently:

- Has key requirements for creating viable anchor uses - high visibility and drive-by traffic.
- Is at least 30,860 square feet.
- Is zoned EX (Central Employment) and requires design review.
- Is located in the King Neighborhood and the Oregon Convention Center Urban Renewal Area.
- Is large enough to provide an opportunity for a variety of retail, commercial and housing uses, but is probably not large enough for manufacturing or light-industrial uses.
- Includes convenient on-street parking along its entire block length.



Beech Street site



## Possible Uses

The existing Albina Community Plan and EX zoning encourages employment uses for this site. The possible uses reflect the committee's desire for a strong employment hub and anchor retail tenant.

The Vision Committee suggests:

- A corner, ground floor retail anchor use, for example, for sports equipment or housewares.
- Retail tenants such as limited service restaurants and/or businesses selling combinations of merchandise and services. Possible combinations include: gifts/cards, books/arts or crafts/art gallery.
- Non-retail, living-wage employment generating uses, such as office space (office suites or possibly office condominium spaces), a call center or other type of back office use on the upper floor(s).
- An option for rental or owner-occupied loft apartments or condominiums averaging 1200 square feet over the ground-floor retail or office uses or optimal affordable, owner-occupied rowhouses from 900 to 1200 square feet on the Garfield Avenue side. If a developer proposes to include housing here, however, it will reduce the amount of land that would otherwise be available for anchor use parking, thereby limiting the flexibility, size and type of anchor use.



Sports equipment retailer



Office suites

## Design Guidelines

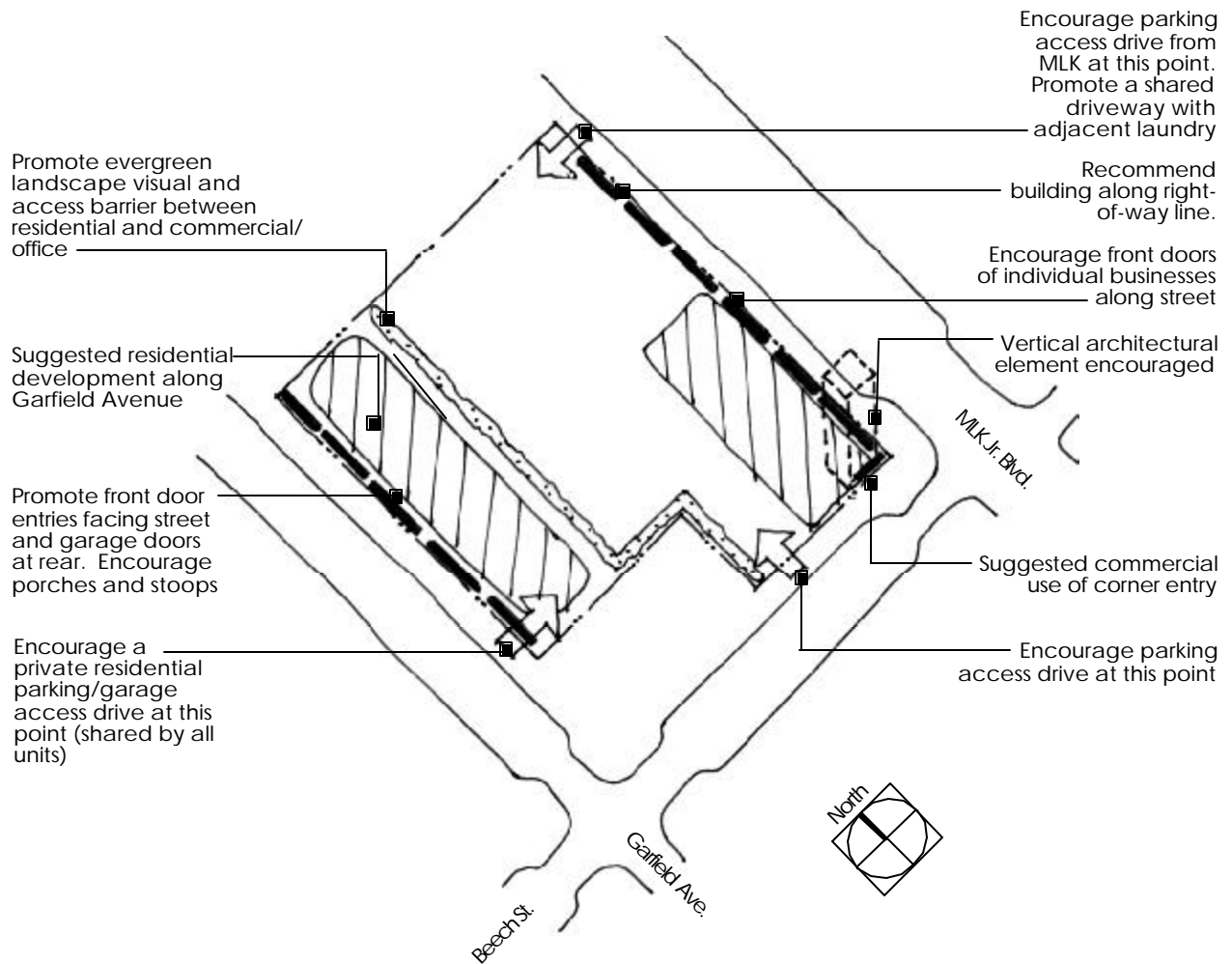
### Mixed-Use Commercial/Office Guidelines:

- Tall vertical “architectural element” at the corner of MLK and Beech is encouraged.
- Encourage 2-3 story building containing mix of uses.
- Foster an active pedestrian street level environment along MLK with window glass that is transparent and non-reflective, and storefront entries located at the street.
- Encourage a minimum setback (15’ from curb line) that is consistent with adjacent building setbacks.
- Encourage design elements that enliven the street and add scale such as fabric awnings. Discourage contemporary materials such as vinyl or internally lit awnings.
- Encourage signs that are compatible with the design of the building facade. Discourage internally lit plastic signs that are not compatible with the historic “Main Street” retail character.
- Promote architectural design that is compatible with historic King “Main Street” building forms, high-quality, durable materials and colors including the use of brick and simple, rectangular forms with a vertical emphasis.
- Encourage buildings to be oriented along MLK.
- Encourage building design which includes vertical elements to break up horizontal mass and scale, including a varied cornice line.

### Residential Guidelines:

- Promote architectural design that is compatible in form, massing, and materials with existing residential development patterns in the area.
- Foster active and safe street life on Garfield Avenue.
- Encourage shared private driveway access rather than individual drives.
- Encourage garage doors at rear of building rather than along street
- Promote screening and separating residences and commercial/office uses.
- Encourage pedestrian-oriented features such as porches or stoops.

To follow is a graphic illustration of these design guidelines.



## Concept Sketches

Three concepts were developed to illustrate how these guidelines could be implemented. Concepts 1 and 2 suggest the inclusion of adjacent privately-owned property and illustrate optional housing.

### Concept Sketch 1:

This scheme illustrates a two-story, mixed-use retail and office building that serves as an employment hub and anchors a collection of neighborhood-serving businesses between Fremont and Shaver. The anchor tenant could be, for example, a home-furnishings establishment that provides unique and quality furniture and housewares to shoppers drawn from the neighborhood and elsewhere in North and Northeast Portland. Next to the anchor could be a small restaurant frequented by local residents, including seniors from the Allen Fremont Plaza apartments, and employees who could work in the offices upstairs. Along Garfield, first-time homebuyers might occupy affordable rowhouses.

### Concept Sketch 2:

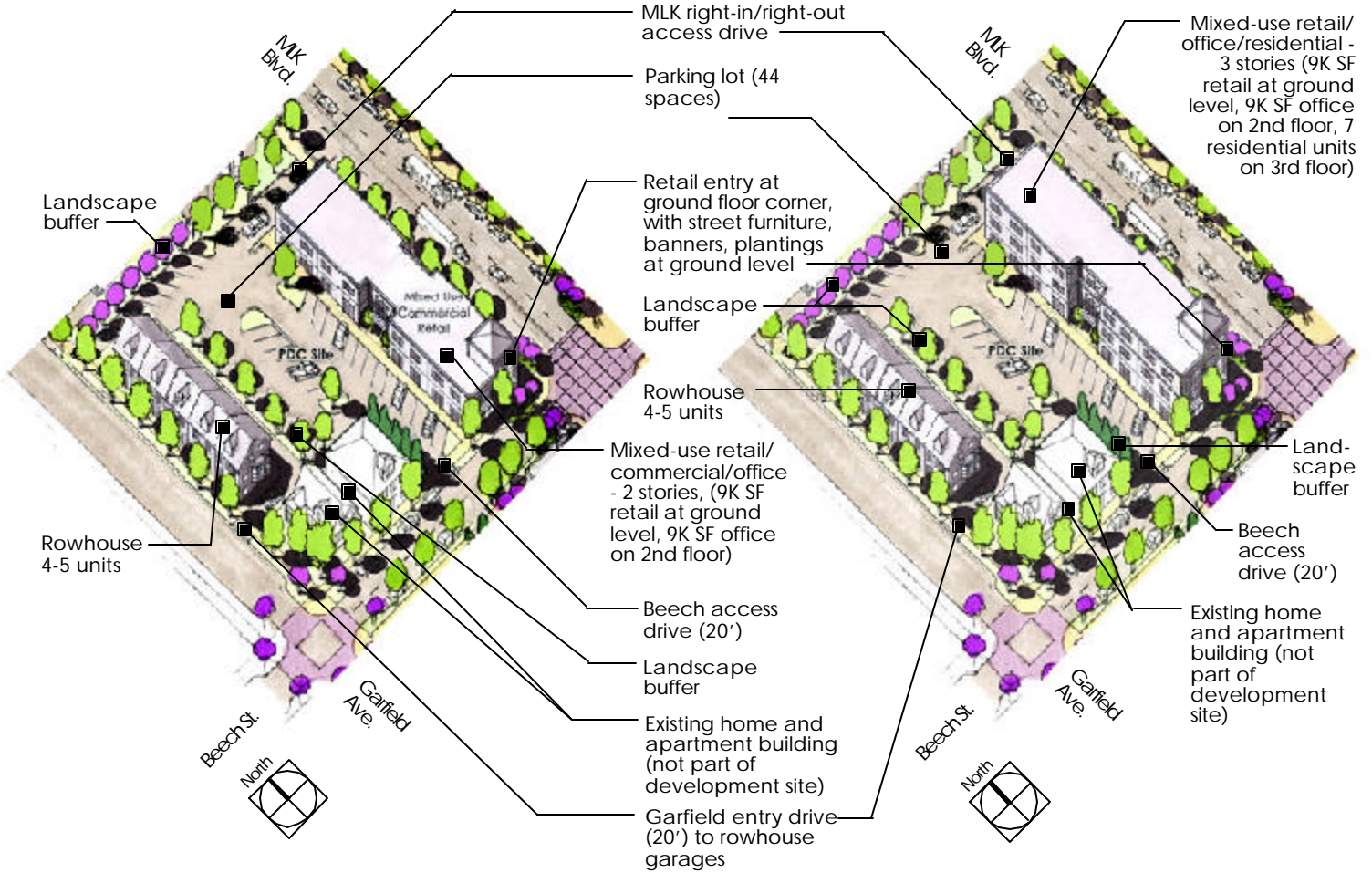
This scheme illustrates a three-story, mixed-use commercial, office and retail building. The ground floor includes a sporting goods anchor tenant that sells outdoor recreation equipment. The upper two stories include loft-styled residences adjacent to office suites potentially occupied by locally-owned entrepreneurial businesses.

### Concept Sketch 3:

This scheme illustrates a concept that uses only current PDC-owned property and shares parking with the neighbor to the north. It envisions a smaller, mixed-use building on the site. Similar to Concept Sketch One, this option illustrates an anchor use tenant at the ground floor, with an office use above. To ensure adequate parking is provided on this smaller site, residential uses along Garfield are not included as an option.

**Concept Sketch 1 - Two-story w/ Garfield Housing**

**Concept Sketch 2 - Three-story w/ Garfield Housing**



Development Summary				
Use (EX Zone)	Area sf or units	Parking Required	Parking Provided	
Retail/Commercial	9,000	9	28	
Office	9,000	9	16	
Total	18,000	27	44	
Housing	5	3	10	

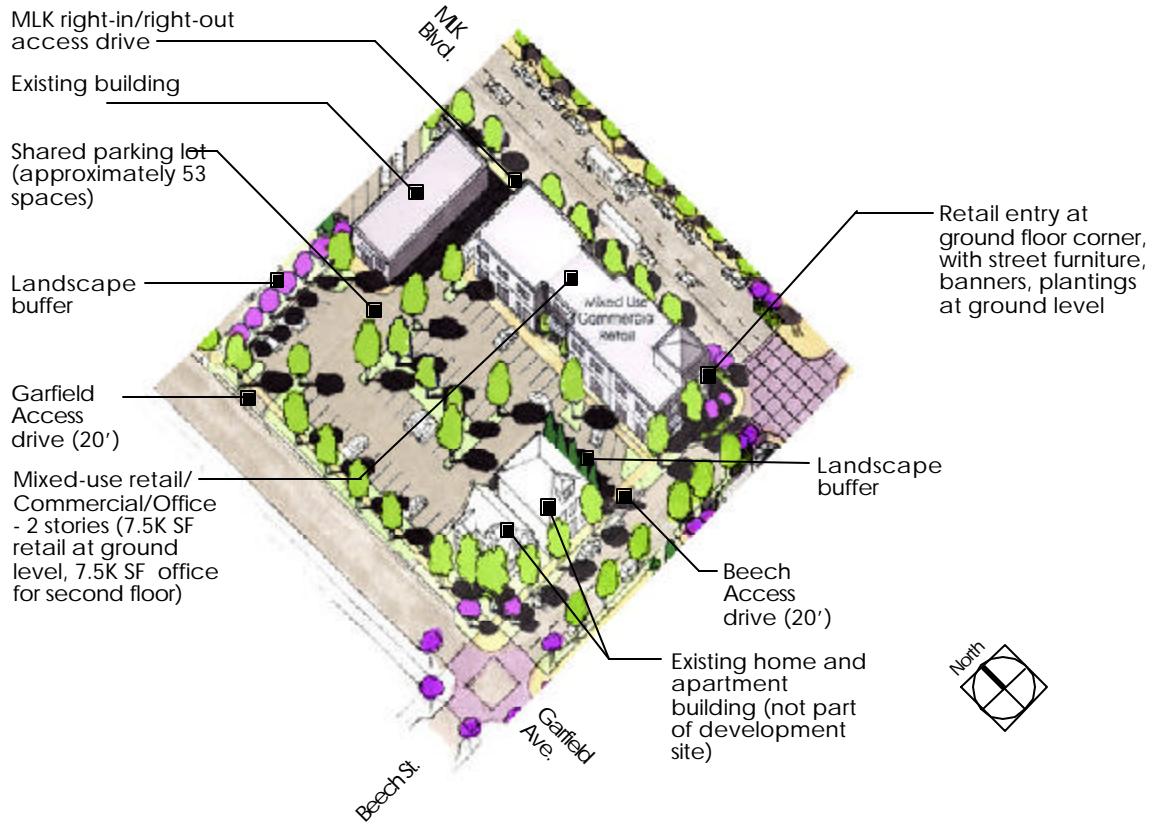
Concept Sketch 2 Development Summary						
Use (EX Zone)	Area sf or units	Required*		Parking Provided		Ideal**
		Min.	Max.			
Retail/Commercial	9,000	9	45	20	45	
Office	9,000	9	—	10	30	
Total	18,000	18	—	30	75	
Housing	12	6	—	24	24	

\* **Required Parking Ratios per City of Portland:**  
 Retail/Commercial: Min. - 1 space/1000 sf; Max. - 1 space/200 sf  
 Office: Min. - 1 space/1000 sf  
 Housing: Min. - 1 space/2 unit

\*\* **Ideal Parking Ratios**  
 Retail/Commercial: 1 space/200 sf  
 Office: 1 space/300 sf  
 Housing: 2 spaces/ 1 unit



### Concept Sketch 3 - Two-story w/ Smaller, Upper-floor Office



Development Summary			
Use (EX Zone)	Area sf or units	Parking	
		Required	Provided
Retail/Commercial	7,500	8	38
Office	7,500	8	14
<b>Total</b>	<b>15,000</b>	<b>16</b>	<b>52</b>

## Catalyst Site C - Grant Warehouse Area

### Existing Features

This two block site on the east side of MLK includes the Grant Warehouse (north block), located between Ivy and Cook Streets, and the adjacent block south, a large vacant parcel. The blocks are considered together as a single catalyst site to allow the broadest range of innovative development schemes, especially those requiring a larger, two block assembled site.

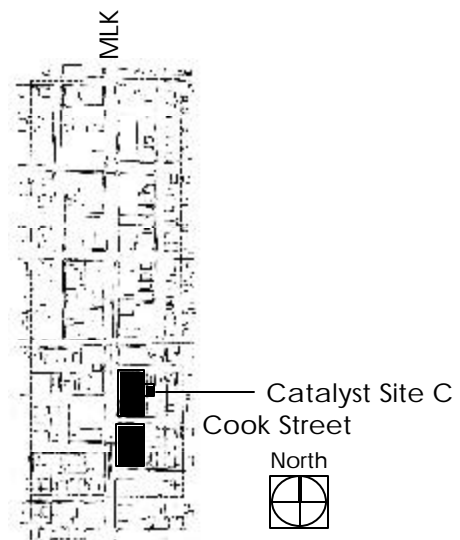
Both of these Eliot neighborhood parcels have been the focus of considerable community discussion outside this study. Schemes developed as part of the study are intended to provide guidance for Eliot neighborhood groups in their future discussions.



South Grant Warehouse Site

### The site currently:

- Is approximately 1.7 acres (75,500 square feet)
- Is zoned RH (High Density Residential)
- Requires design review
- Is located in the Eliot neighborhood
- Has been impacted over a number of years by environmental pollutants. A Grant Warehouse "level one" environmental assessment identified the type and extent of pollutants and recommended remediation actions required for redevelopment. To date, the Grant site has been cleaned to a standard that supports only commercial or industrial uses. Additional cleanup may be required for housing development.
- Consists of parcels that are in private ownership. The U.S. Environmental Protection Agency has placed a lien on the Grant Warehouse is currently attempting to recover this emergency removal costs. The City of Portland has identified the property as a potential "Brownfield Showcase" site.



### Possible Uses

The existing RH zoning allows up to one-third of the building area to be commercial or office uses. Possible uses listed here reflect the committee's desire for quality housing, office or small commercial space. The Vision Committee suggests:

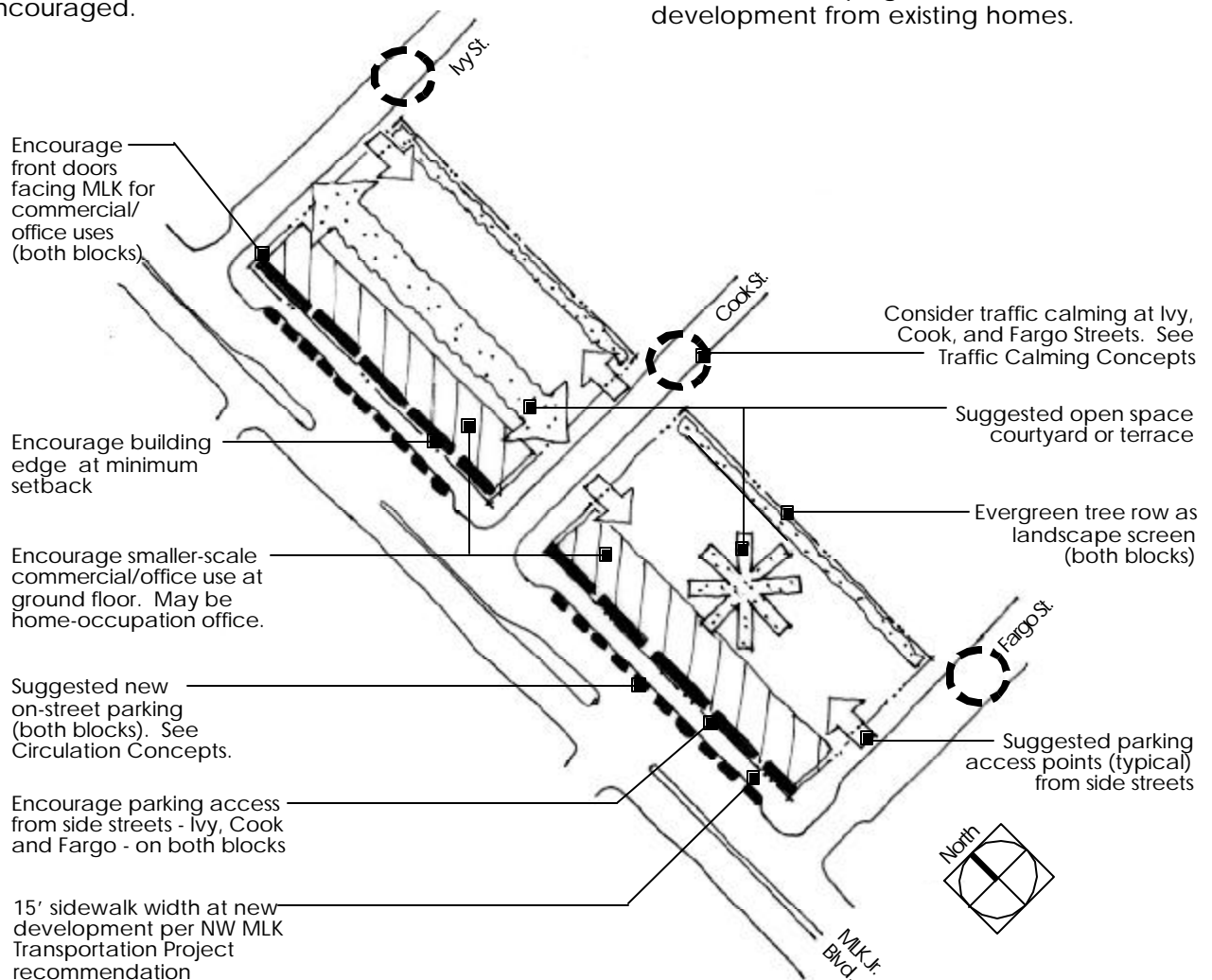
- Affordable ownership and/or rental housing for all ages and ethnicities. Family-oriented three-bedroom units of 1000-1200 SF should be considered.
- Rental or owner-occupied, work-live townhome units from 800-1100 SF.
- Small commercial shops with ground-floor offices from 300-600 SF. Ground floor spaces may be combined to create larger offices or shops. There could be shared-use parking with the residential units.

## Design Guidelines

### Mixed-Use Commercial/Office/Residential Guidelines:

- Encourage 3-4 story building containing mix of uses including commercial, office and residential. Retail uses are permitted at the ground floor but may be constrained by parking availability.
- Encourage a minimum setback (15' from curb line) that is consistent with adjacent building setbacks.
- Promote use of high-quality, durable materials.
- Encourage building orientation that places the bulk of the building along MLK.
- Encourage building design which includes vertical elements to break up horizontal mass and scale. Tall vertical "architectural element" at the corner of MLK and Beech is encouraged.

- Promote architectural design that is compatible in form, massing, and materials with existing architectural development patterns in the area.
- Encourage roof forms that are compatible with the existing residential shapes and forms of adjacent houses. Flat roofs are appropriate only along MLK Blvd.
- Encourage first-floor office or home occupation live/work entries that are pedestrian-friendly and face MLK.
- Architectural design that uses innovative construction methods and materials, and that fosters sustainable "green" principles.
- Encourage usable outdoor open spaces and appropriate play areas.
- Promote a graceful transition between commercial and existing residential areas. Provide landscaping that screens new development from existing homes.



## Concept Sketch

The concept sketch illustrates the community's vision for the Grant Warehouse and adjacent block as new mixed-use residential development. The development schemes illustrated for the two blocks could be used interchangeably on either block.

### Concept Sketch:

For the north block, the sketch illustrates two buildings separated by a landscaped green that includes a garden, play area, barbeque grill and small gazebo. The live/work rowhouses along MLK are flat-roofed and reflect the character of traditional buildings along MLK. These may be owner-occupied or rental units. The offices located along MLK may be occupied by a tax accountant, building contractor, and real-estate agent.

The adjacent apartment building may include rental or owner-occupied units. It features design elements of the fine homes in the nearby neighborhoods, such as gabled roofs and dormer windows. First-time homebuying residents may enjoy the convenience of accessing their homes from a secured ground-level parking structure by way of elevators adjacent to the gracious lobby.

For the south block, the sketch illustrates a three-story, high-quality rental apartment building. Surrounded by large, family-oriented units, a landscaped terrace and courtyard might open to the Eliot neighborhood to the east. Along the street level of MLK, office-space tenants might include a daycare and a dental office.



Grant Warehouse Site

### Concept Sketch



Development Summary			
Use (RH Zone)	Area units/SF	Parking Required	Parking Provided
Grant North housing	52	26	35
Grant South housing	48	24	49
Housing totals	100	50	84
Grant North Commercial	3,000	8	3
Grant South Commercial	3,500	9	4
Commercial totals	7,500	17	7*

\*Does not include 10 on-street parking spaces.  
There may also be an opportunity for shared-use parking spaces with the housing units.



## Infill Development and Renovation

The catalyst sites were identified as properties with the potential to stimulate additional development and renovation efforts throughout the study area. In addition to the catalyst sites, in the study area there are many opportunities for existing businesses to renovate and upgrade their buildings and for current property owners to initiate new infill development. "Infill" development refers to the opportunity for construction on scattered vacant lots located within an otherwise already built-up area.

The Vision Committee felt it was very important that support be available for existing property owners interested in and capable of improving their properties in accordance with the community's vision. The Guiding Principles were prefaced by the declaration to "Strengthen the community and reflect its diversity by reinforcing existing development and encouraging new development that will" meet the list of principles proposed.



Bynum retail property at MLK and Fremont, northwest corner

One of the best ways to keep alive the guiding principles and goals developed under this visioning effort, will include working with property owners and the neighborhoods to look beyond the three specific "catalyst sites" and to the study area as a whole, seeking also to achieve them in infill development and renovation projects whenever possible.

### Financial Assistance Programs & Resources

Whether to reinforce existing buildings or to assist with new ideas, property owners and businesses in the study area are encouraged to make application for the various programs and policies that may be available to them. Resources may include the following:

**Storefront Grants:** Designed to assist property and business owners in rehabilitating their visible storefronts, revitalize neighborhood commercial areas and enhance the livability of surrounding neighborhoods in targeted neighborhood areas.

**Development Opportunity Strategy (DOS):** Assists property and business owners with predevelopment costs to help evaluate project feasibility. Services may include architectural plans, engineering reports, and market and environmental studies in designated target areas.

**Bureau of Housing and Community Development (BHCD) Loan Program:** Loans for business startups/expansion/neighborhood revitalization/working capital/equipment in City of Portland's Lents Town Center Urban Renewal Area and in the N/NE Enterprise Zone.

**Brownfields Assessment:** Funds for environmental site assessments.

**Target Investment Program (TIP):** Loans for expansion of existing businesses, generally for job creation.

**Economic Development Initiative (EDI-Section 108):** Loan program primarily for the commercial portion of mixed-use projects, but available for other considerations in Portland's Enterprise Community only. Funding eligibility is based on job creation guarantees.

**Economic Development Administration (EDA) Revolving Loan Fund:** Geared toward expansion of existing business in Portland, city-wide. Requires job creation.

**Economic Development Administration (EDA) Real Estate:** Loans for Real Estate Investment in Portland, city-wide. Requires job creation.

**Deferred Loan:** Business startups/expansion and building community wealth in the Oregon Convention Center Urban Renewal Area.

**Oregon Business Development Fund (OBDF):** Revolving loan fund that provides long term fixed rate financing for land, buildings, equipment and machinery, and permanent working capital.

**Capital Access Program (CAP):** Designed to increase the availability of loans to Oregon small businesses from banks. The program provides loan portfolio insurance, so lenders may make loans that carry higher than conventional risks.

**Oregon Entrepreneurial Development Loan Fund:** Provides initial of up to \$25,000 to entrepreneurial businesses enrolled in a Small Business Development Center (SBDC) small business management program.

**Oregon Industrial Development Revenue Bond Program:** Program that offers low interest rate loans and tax exempt bonds manufacturing projects, exempt facilities, and non-profit organizations that creates jobs.

**Oregon Credit Enhancement Fund:** Provides guarantees to banks to increase capital availability to small Oregon firms, thereby assisting them to create jobs.

**Tax Abatement (Housing):** The Limited Property Tax Abatement for New Multiple Unit Rental Housing Program encourages new multi-family rental housing construction by offering a ten-year property tax exemption for a qualifying project. Eligible projects have ten or more permanent rental units, are located within the Central City Plan District or urban renewal areas, and should be approved by the City Council.

**Tax Abatement (Job Creation):** Enterprise Zone tax abatement for job creation.

**Federal HOME Program:** This federal (HUD) housing program is based on needs identified in the Comprehensive Housing Affordability Study(CHAS). HOME funds can be use for property acquisition, new construction, rehabilitation, site improvements, demolition and other activities that support affordable housing.

**Small Business Administration 504 Loan Program:** Low interest loan program for economic development. Funding eligibility based on job creation goals.

To follow is a brief write-up on the Hankins' Hardware renovation, completed in 1999, just before the Fremont/MLK Vision Study began.



### **Hankins' Hardware\***

*From a boarded up eyesore to a historically inspired renovation*

Ben and Lois Hankins were looking for a place to open a second hardware store. As they drove along NE Martin Luther King, Jr. Blvd., they noticed a building with a "for lease" sign. When it turned out that the owner had just decided to sell it, the Hankins were prepared to make the move.

The former Weimer Hardware building is located in the Oregon Convention Center Urban Renewal District, and is in a part of the city that is receiving a lot of public support for community economic development. The Hankins were working with PDC to help finance purchase of the building when they learned of the Storefront Improvement Program.

"We totally removed the façade and rebuilt it. We have three sets of new windows and steel canopies welded into steel posts in front," Ben said. Today, the building is an excellent example of an up-to-date overhaul that draws on the building's historic charm.

"I think this program is helping to encourage new investment in this neighborhood," Ben said. "We see businesses around us taking advantage of the program, and things are looking better all the time."

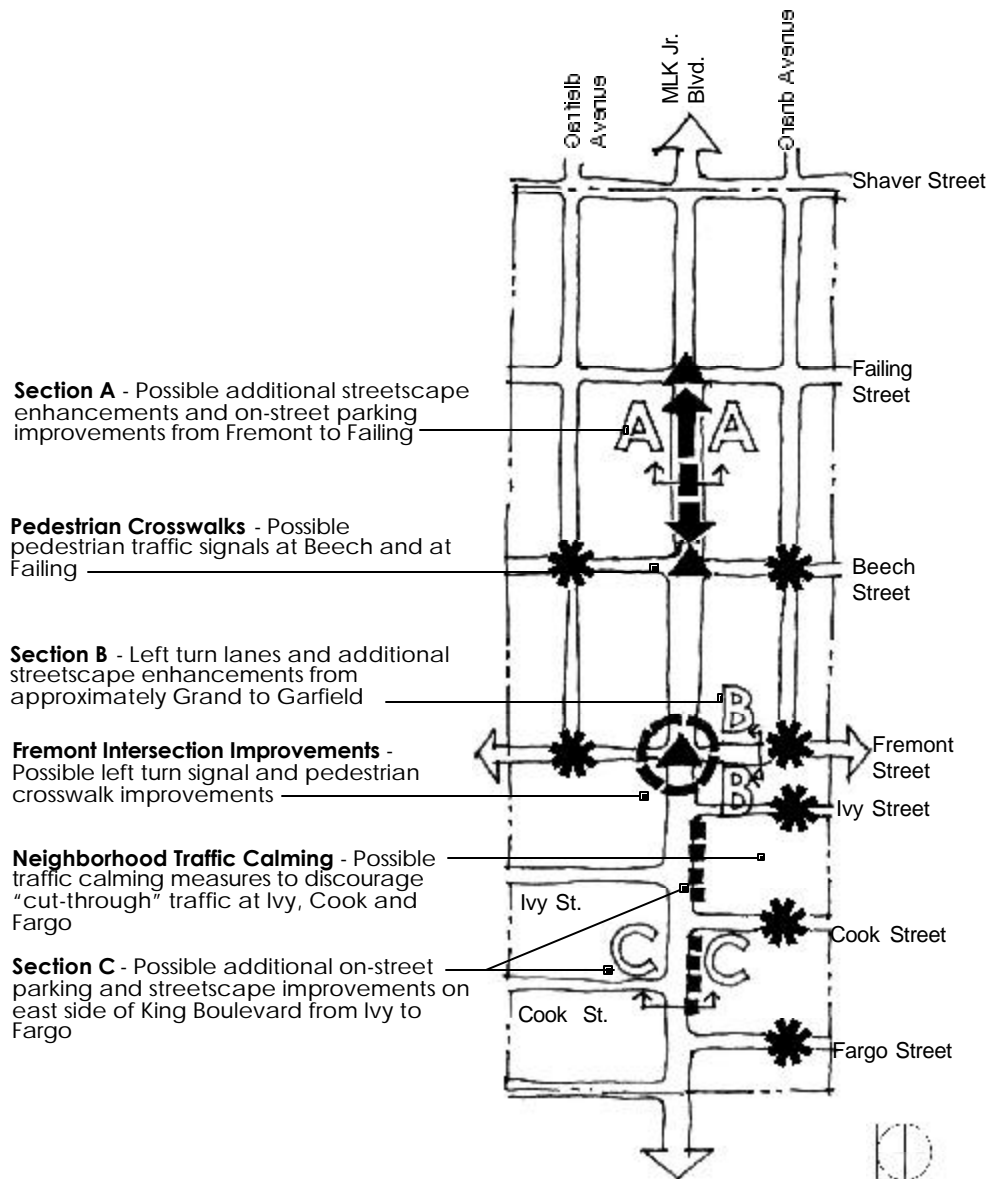
*\*Story from PDC Storefront Improvement Brochure*



# Circulation Concepts

Circulation concepts were also developed to illustrate a range of possible transportation improvements for streets, sidewalks and streetscapes within the study area. Recognizing the extensive work that went into the development of the 1998 *MLK Boulevard Transportation Project*, these concepts are meant to enhance new and existing commercial and residential development around the catalyst sites, while also recognizing potential impacts on areas just outside of the study area.

Improvements and further studies may occur as part of the overall transportation program on the corridor as well as during the development process of the individual catalyst sites. To follow is a diagram illustrating the overall concepts for the study area that is followed by more detailed information on each of the three sections.



## MLK Refinements - Section A

The streetscape improvements that have been constructed as part of Phase 1 of the NE MLK Boulevard Transportation Project have greatly improved the pedestrian environment on MLK between Beech and Failing, and have set the stage for future development.

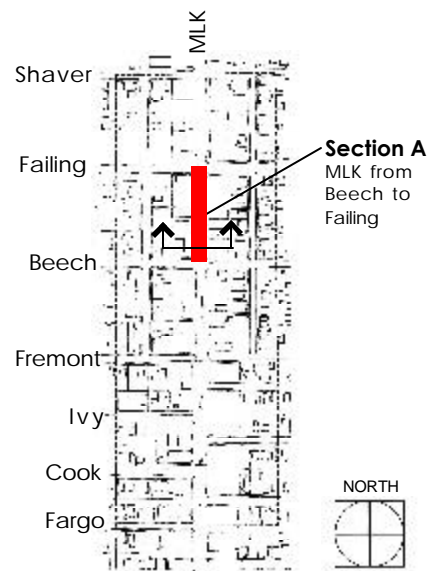
### Concepts for Further Study:

The Fremont/MLK Vision Committee suggests upgrades over time and refinements to ensure that positive momentum continues, including:

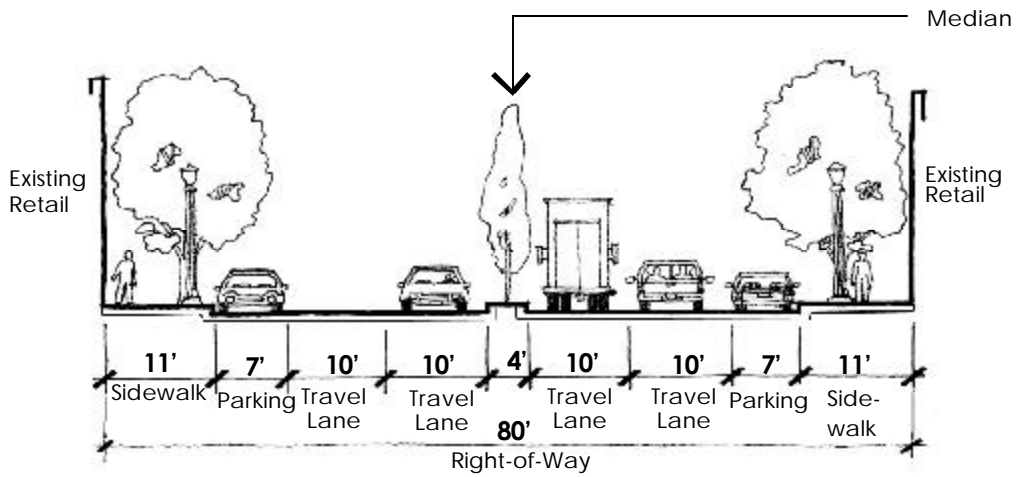
- Study the possibility of adding more landscaping to soften and humanize the streetscape. Current wide expanses of concrete are harsh and unfriendly to the pedestrian.
- Investigate the possibility of providing additional signals to allow, safe pedestrian access across MLK.
- Investigate methods to improve the safety and usability of on-street parking.
- Consider methods to slow traffic such as new paving of parking lanes with a material which will contrast with the paving of travel lanes; this has the effect of decreasing the apparent width of the roadway and thus may reduce the “raceway” feel. PDOT policy regarding materials currently does not allow concrete because of maintenance issues; review policy at later date.
- As redevelopment occurs, assess the need for traffic calming on NE Garfield and Grand Avenues.
- Foster private parking lot screening and buffering to improve the pedestrian environment by providing and maintaining a continuous street wall that encloses the street edge between buildings.
- Work with property owners to improve signage and better utilize existing parking lots.



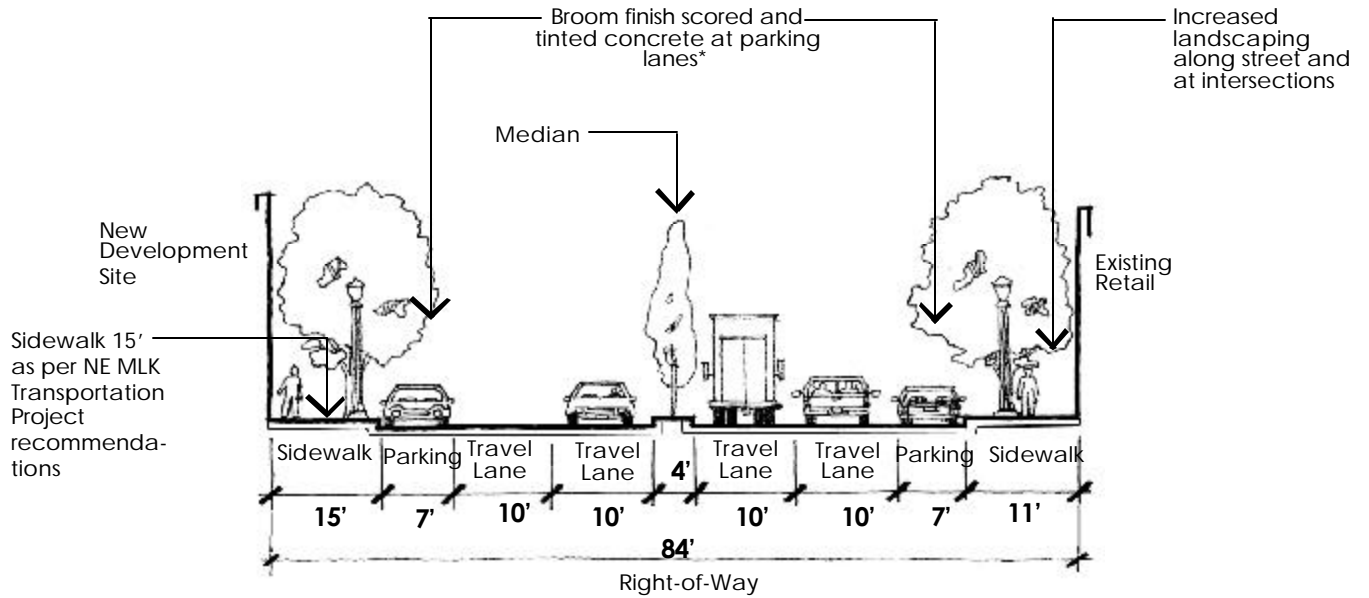
MLK between Beech and Failing



To follow are illustrations of this street section:



**Existing Conditions**



**Concepts for Further Study**

## Fremont Improvements - Section B

Currently the intersection of Fremont Street and MLK suffers from several traffic problems: back-ups occur during a.m. and p.m. peak travel hours because left turns are very difficult; and north-south traffic along MLK and from the I-405 Fremont Bridge results in heavy traffic that often diverts onto nearby residential streets as motorists search for an alternate route.

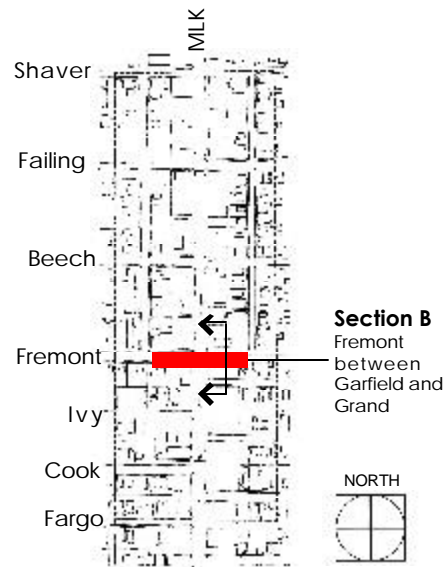
### Concepts for Further Study:

The Vision Study offers concepts for addressing the traffic problems at the Fremont/MLK intersection, including:

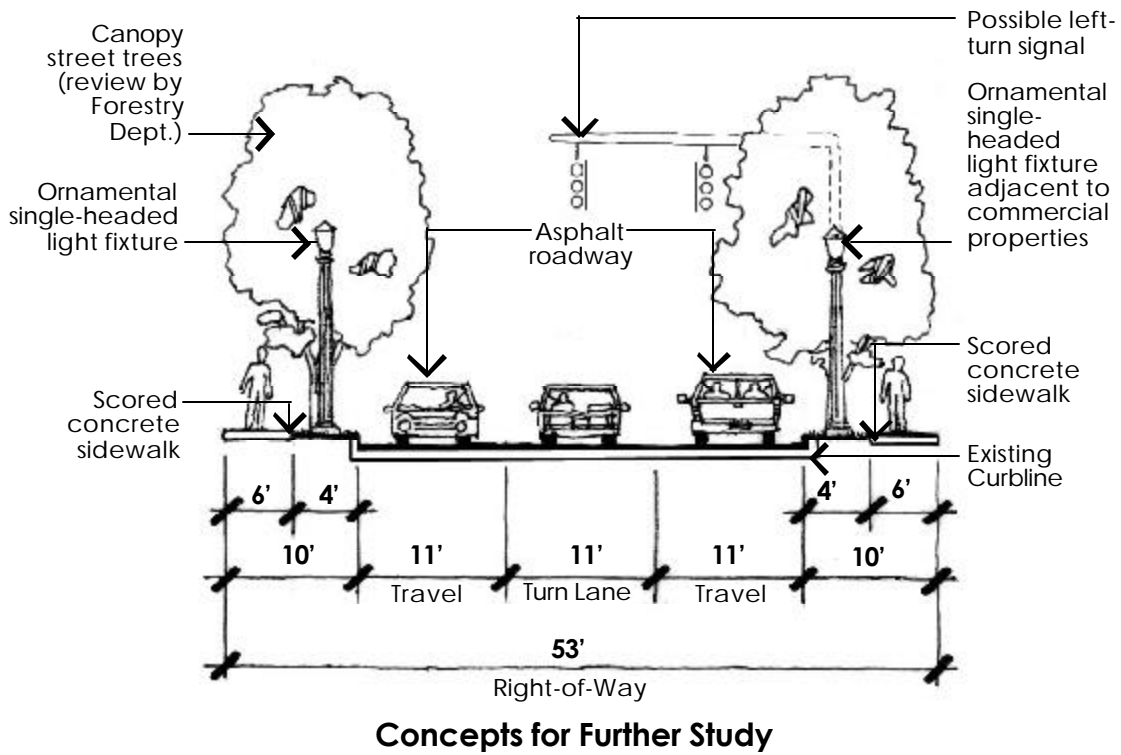
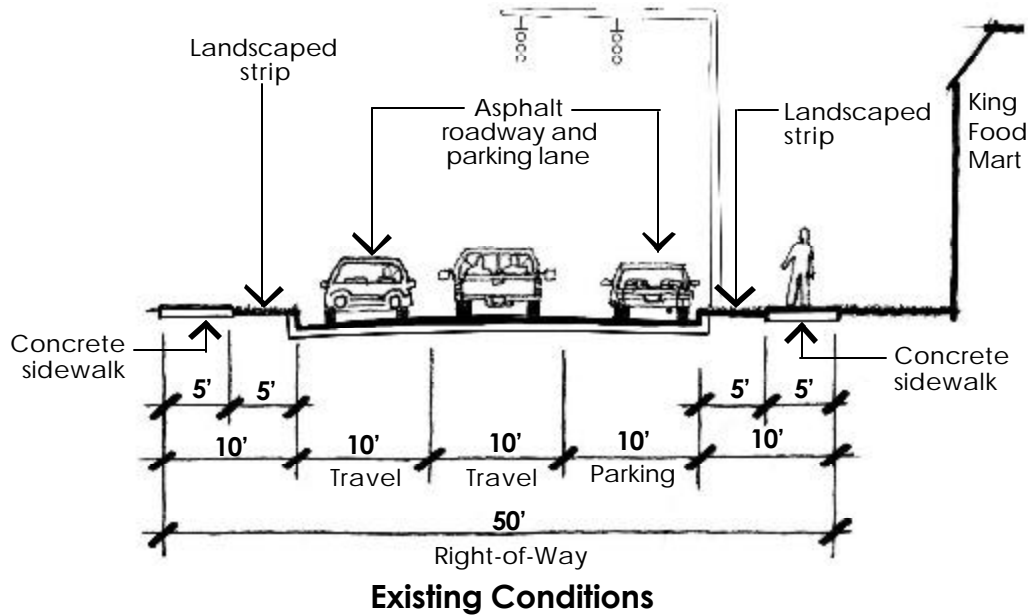
- Reduce the back-up of cars by adding a left turn lane in both directions onto MLK from Fremont, and provide a safer intersection by installing a turn signal for east and westbound traffic on Fremont.
- Investigate public funding sources, such as PDOT, to make this happen and reduce the burden on the private developer to fund the left turn.
- Add street trees along the sidewalks to provide a separation between the pedestrian and auto traffic, and provide concrete crosswalks, new bus shelters and other pedestrian amenities.



Intersection of MLK and Fremont looking northeast



To follow are illustrations of this street section.



## MLK Improvements - Section C

The existing streetscape on MLK Blvd. between Fargo and Ivy Streets was developed in the 1960s for an auto-oriented corridor. Currently, it provides neither a pedestrian-friendly environment nor convenient parking for potential businesses on MLK.

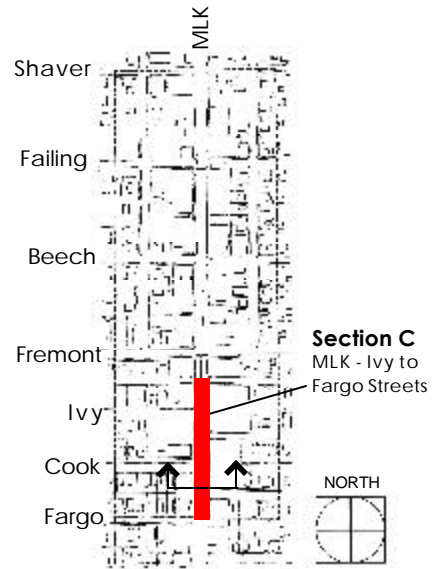
The existing conditions include:

- A median planted with large oak trees, berm, and ivy ground cover.
- Unimproved 5' sidewalks.
- No on-street parking.
- Four travel lanes, with a left turn lane at Fremont.
- Auto-scaled "cobra head" overhead street lights.

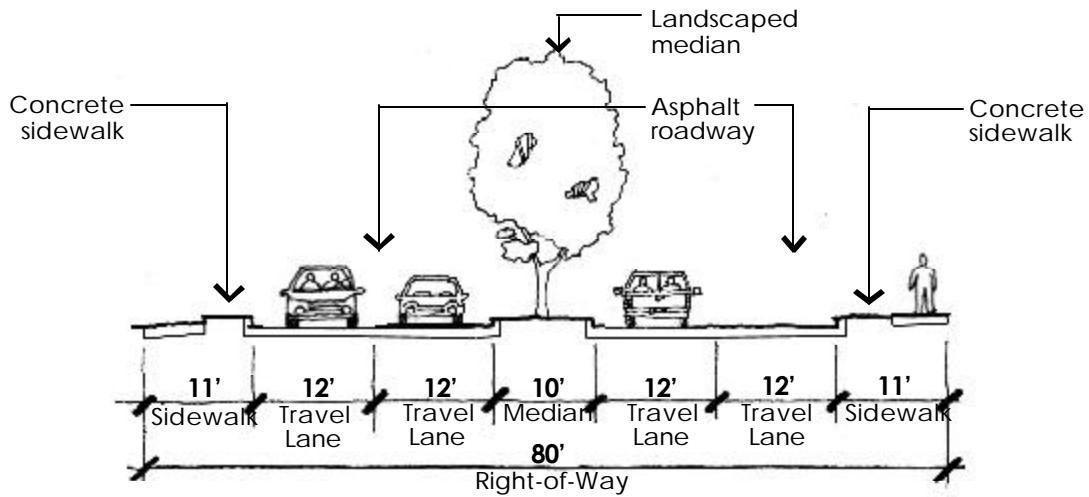
### Concepts for Further Study:

The Vision Committee offers the following concepts for further study:

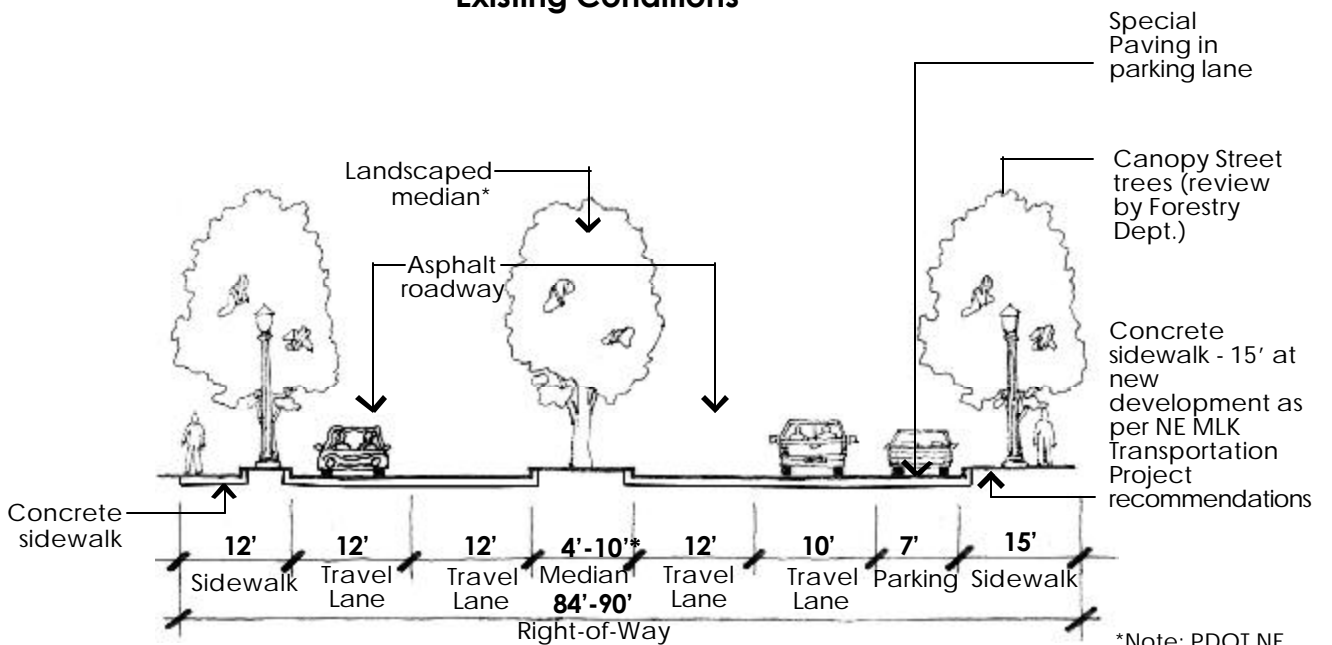
- In conjunction with the catalyst development of the Grant Warehouse area, create new, 7' on-street parking lanes in front of ground floor office/commercial uses. Parking would be intended for short-term use similar to that at the nearby NE MLK/Wygant mixed use project. The on-street parking lane should be paved with scored concrete or pavers that contrast with the travel lanes, to reduce the perceived width of the street.
- Widen sidewalks to 15', ornamental lights and other street furniture consistent with existing MLK design standards.
- Landscaped curb extensions on the east side of MLK at Ivy and Cook Streets and on the north side of Fargo Street, except where bus stops are located.



To follow are illustrations of this street section.



**Existing Conditions**



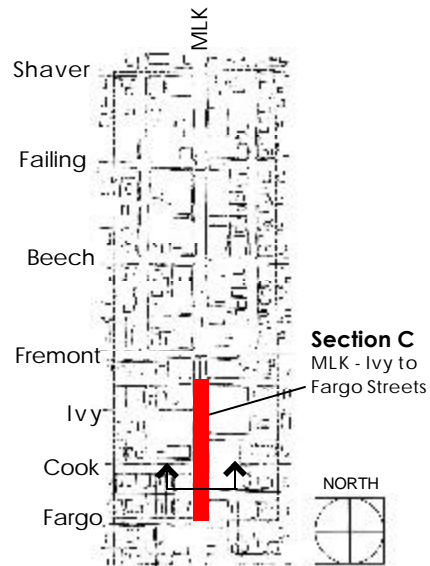
**Concepts for Further Study**

\*Note: PDOT NE MLK Transportation Study allows median to min. 4' to maximize development parcel area.

## Typical Traffic Calming Concepts

In order to understand the current traffic situation in the study area and adjacent streets, baseline transportation information was collected. In sum, it reveals that local neighborhoods are already being impacted by motorists using streets like Garfield and Grand Avenues, Ivy, Cook and Fargo Streets as alternate routes to avoid the congested Fremont/MLK intersection at a.m./p.m. peak traffic hours. As the area revitalizes and new infill development occurs, there is a potential for this situation to worsen without mitigation.

The Vision Committee reviewed information from the City's Traffic Calming Program regarding the criteria and procedures for determining whether calming techniques like speed bumps were viable. It also reviewed accident data collected by the consultants on MLK Jr. Blvd. and on 7th Avenue. The following table indicates the frequency of accidents at the intersections in and just outside of the study area between 1994 and the end of 1998.



<b>Summary of Accidents on Martin Luther King Jr. Blvd. From January 1, 1994 to December 31, 1998</b>				
<b>Intersection with MLK Jr. Blvd.</b>	<b>NUMBER OF ACCIDENTS</b>			
	<b>Fatal</b>	<b>Injury</b>	<b>Non-Injury</b>	<b>Total</b>
NE Monroe Street	0	5	1	6
NE Fargo Street	0	4	3	7
NE Cook Street	1	3	1	5
NE Ivy Street	0	3	1	4
NE Fremont Street	0	35	25	60
NE Beech Street	0	6	6	12
NE Failing Street	0	9	3	12
NE Shaver Street	0	5	9	14
NE Mason Street	0	3	0	3
NE Skidmore Street	0	10	7	17
NE Prescott Street	0	11	10	21



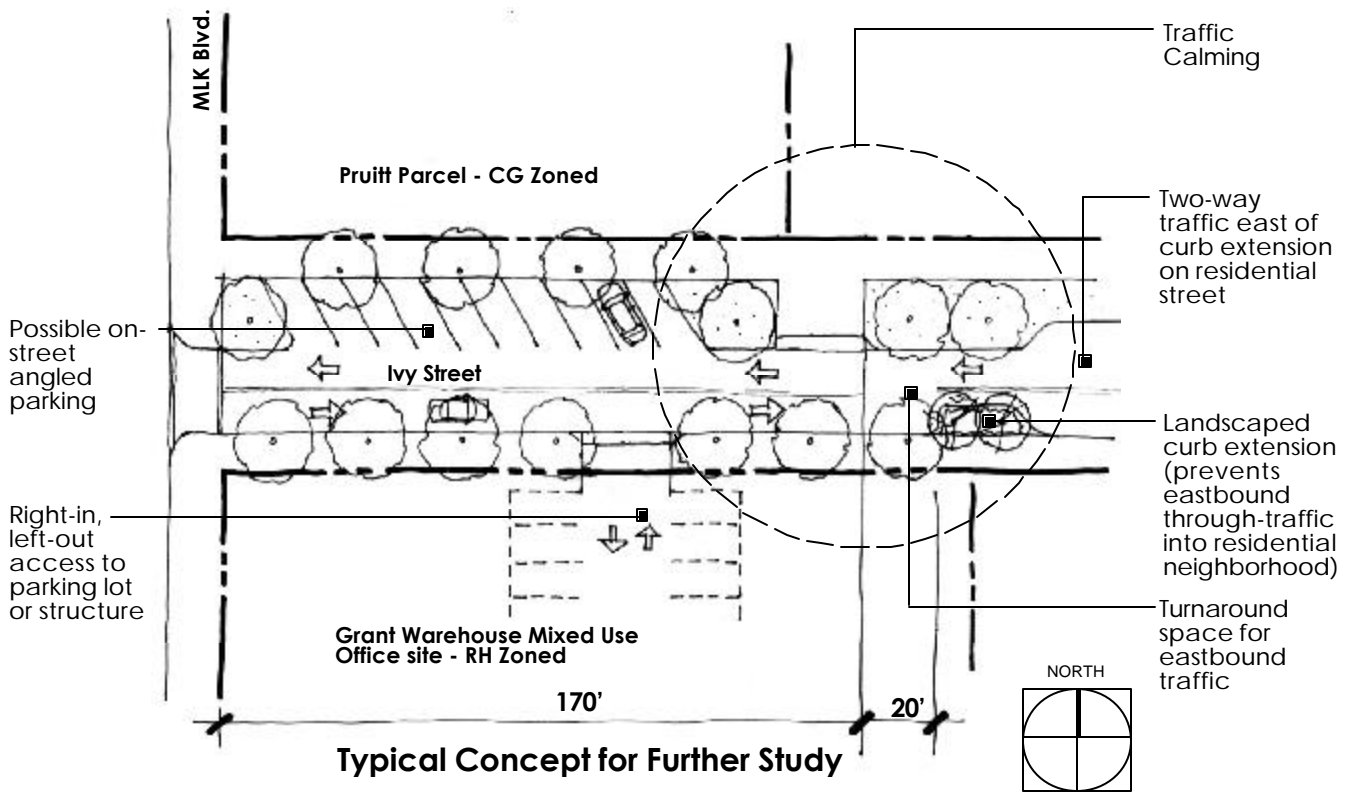
**Concepts for Further Study:**

The Vision Committee suggests a traffic analysis that would investigate methods for minimizing “cut-through” traffic. The concept illustrated shows one of many mitigation measures that may be studied further.

The analysis should identify:

- Impacts and benefits of limiting access to these streets, including comparisons of mitigation techniques available.
- Changes in the roadway and signal operation design of MLK Blvd. and Fremont Street that may reduce “cut-through” traffic.

To follow is one example of a potential traffic calming measure. It is illustrated here in Section C.





## Implementation

The implementation stage provides another opportunity to continue to keep the committee's guiding principles at the forefront. Throughout the process, the committee and the public raised various issues concerned with implementation, and in particular the committee challenged PDC to work to ensure that local benefits are maximized throughout the implementation process.

Achieving a very classic definition of a "Main Street" with four active corners, continuous commercial fronts, and priority for the pedestrian will be very difficult in the study area given the current size and speed of MLK Jr. Boulevard, the auto-oriented uses there, and significant sections of vacant land and buildings. Nevertheless, concentrating on key sites, the Fremont/MLK vision strives to incorporate the best aspects of a Main Street, making it more pedestrian-oriented and with more active street frontage, creating more on-street parking, and providing more neighborhood commercial opportunities.

Implementation must involve a variety of public and private resources. PDC and its partners in the City – PDOT, BHCD, Planning, etc. – at the County and at the State, in addition to numerous other private and public funding sources can all have a role. Yet even with all of these programs, the private sector and neighborhood support are key to making the vision a reality.

Specific steps toward implementation of the vision include the following:

- After finalization, the Vision Study should be taken to the PDC Commission for adoption and recommendation to the City Council.
  - Conduct targeted outreach to existing businesses in the area about public and private loan, grant and technical assistance programs that could be available to them.
  - Work with the Portland State University business outreach program to provide technical assistance to small businesses in the area.
  - Support and seek to leverage private initiatives for infill development and reuse in the study area.
  - Coordinate with other Portland Development Commission projects and efforts in North and Northeast Portland to avoid duplication.
- Include the study area in larger North and Northeast Portland analyses of economic development and employment promotion, and of gentrification and displacement issues.
  - Report back to vision committee members on a quarterly or as needed basis; maintain communication channels for providing information and soliciting feedback.

### Catalyst Sites

- Involve vision committee members in the development and selection processes of a Request for Proposals ("RFP") for development at the catalyst sites.
- Encourage creative and innovative responses to the RFPs.
- Continue to use the former King Mart marquee sign for RFP outreach.
- Target outreach locally to increase access to the RFPs and to the construction elements for local contractors and developers.
- Provide information on financial programs and on proposal preparation in order to broaden the opportunities for and competitiveness of local contractors and developers.
- Assemble additional property as needed or possible, particularly at the Beech Street and at and adjacent to the Grant Warehouse.
- Conduct additional site preparation as needed, including demolition, site grading and environmental assessments or remediation if needed. When possible, use the City's Sheltered Market Program to increase access for Emerging Small Businesses, and for Minority-, Disadvantaged- and Women-Owned businesses (ESB, MBE, DBE, and WBE).
- Continue to coordinate with BHCD, the Brownfields Showcase Program, the Eliot Neighborhood, Brownfields Committee, and other government and community partners to address the environmental contamination concerns and the legal situation surrounding the Grant Warehouse property.
- Continue community outreach to determine whether any expansion of the Oregon Convention Center Urban Renewal Area is appropriate or desired in the area around the Grant Warehouse.

- Investigate and encourage a community land trust or non-profit housing ownership system for the Grant Warehouse area concepts.

**Circulation and Transportation**

- Enhance the pedestrian environment and safety in the study area, in particular at the Beech Street and Fremont Street crossings at MLK Jr. Blvd. and in the connection with development of the three catalyst sites.
- In connection with site development, conduct additional transportation studies to assess the benefits and impact of traffic mitigation measures at, for example: NE Garfield at Beech and Failing Streets; NE Grand Avenue at Fremont, Beech and Failing Streets; and NE Ivy and Cook Streets. Mitigation measures might include: speed bumps, stop signs, curb extensions, and pedestrian signals.
- Recognize the connection of parking accessibility to strong commercial businesses. During site development, support creative approaches to resolving parking issues and consider the need for a more comprehensive analysis of parking on the boulevard.
- Promote transit usage in the area. Work with Tri-Met to improve the image and safety of bus stops and to re-evaluate the adequacy of transit frequency as sites are developed.
- Encourage PDOT to seek funding and install a left turn lane onto MLK from Fremont Street and to assess the Vision Committee’s strong preference for including a protected left turn signal.



Vision Committee Meeting at OAME

Copies of the full market analysis conducted by E.D. Hovee and Company in conjunction with this project are available by request to PDC and on-line at [www.portlanddev.org/develop](http://www.portlanddev.org/develop).

For additional information, contact Lois Cortell, Portland Development Commission, 1900 SW 4th Avenue, Portland, Oregon 97201, 503-823-3200.

