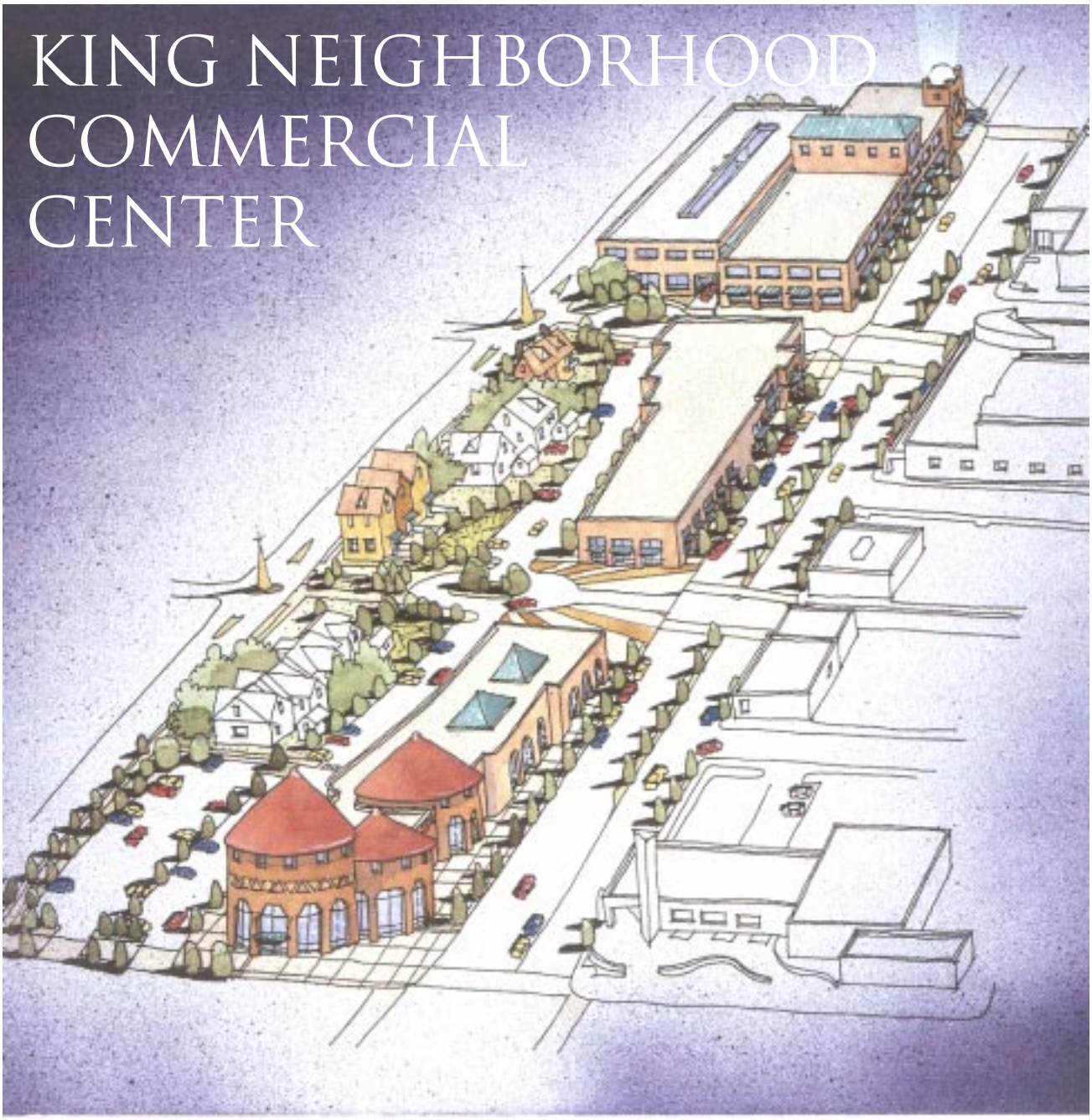
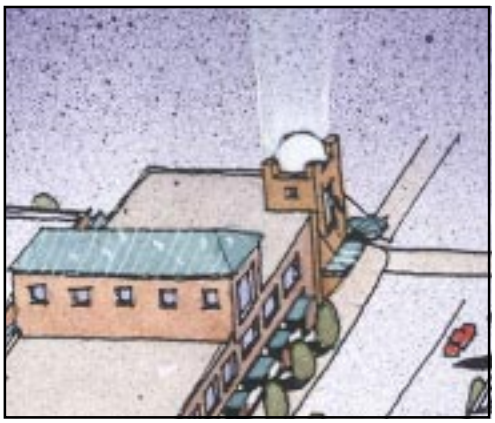
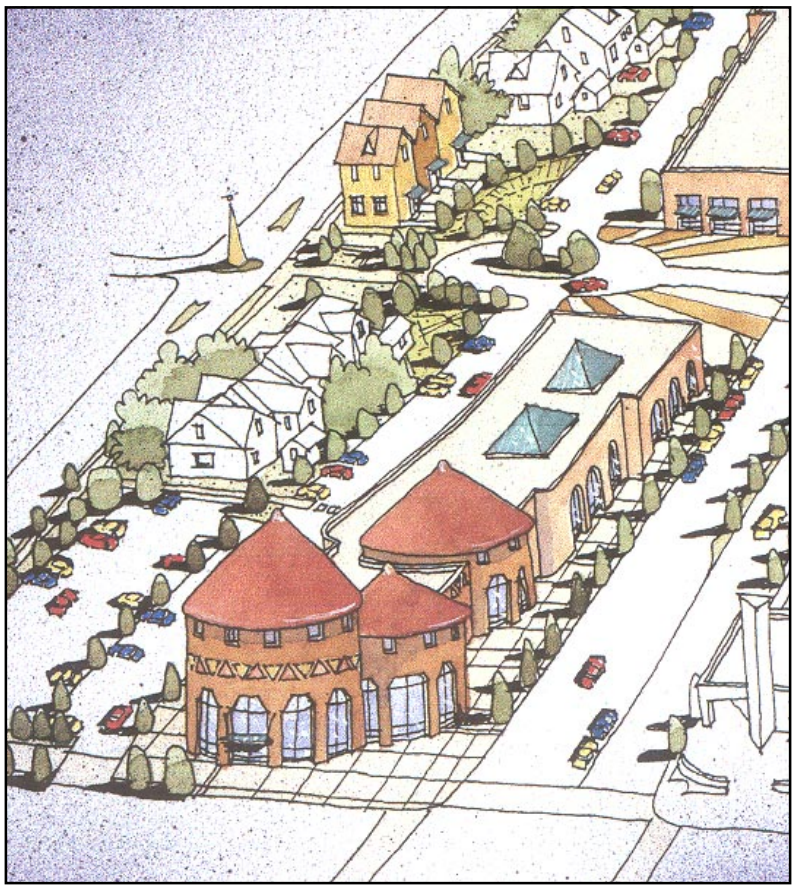


COMMERCIAL DEVELOPMENT STRATEGY

KING NEIGHBORHOOD ASSOCIATION
DISTRICT I





KING NEIGHBORHOOD COMMERCIAL CENTER

COMMERCIAL DEVELOPMENT STRATEGY

KING NEIGHBORHOOD ASSOCIATION
DISTRICT I

April 28, 2000

ACKNOWLEDGEMENTS

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On behalf of the King Neighborhood Visioning Committee and the Consultant team, we thank everyone who participated in a process that will help shape the King neighborhood and enhance the lives of its residents. And, a special thanks goes to Jennifer Siebold who wrote the grant and received the funds from the Portland Development Commission for this work.

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The Vision

New commercial development between Garfield and Martin Luther King Jr. Boulevard complements the scale and architectural character of the King neighborhood and adjacent single-family residences. Businesses and residences are linked by active and visible connections for the convenience of residents and employees who live and work in the King Neighborhood.

Convenient on- and off-street parking is located near commercial and retail uses away from single-family residences. Structured parking is accessed from east/west streets and contains active ground floor uses along street fronts and pedestrian links.

Public open space provides a place for a variety of community and neighborhood uses. Plazas and other open spaces are managed and programmed for neighborhood activities and gatherings. New commercial architecture should reflect the cultural richness, people, history and unique place of the King Neighborhood.

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Case Studies

Ensure the King Neighborhood's improvement and growth as a vital neighborhood in the heart of Portland's Albina Community. As the King Neighborhood physically improves also improve the economic conditions for King's residents. Use the King Neighborhood Plan to guide decisions on land use, capital improvement projects, urban renewal and community development activities within King.

King Neighborhood Plan Objectives, Adopted October 1993

INTRODUCTION

In 1999, the King Neighborhood Association-District 1 received a grant to identify ways to revitalize three blocks between NE Alberta and Killingsworth and Martin Luther King Jr. Boulevard and Garfield. A King Neighborhood Vision Committee (KNVC) comprised of local business owners, King Neighborhood residents and property owners worked over seven months to craft a Vision, General Development Principles and design concepts of desired development programs for the three-block area.

Planning-level market analysis helped define the market profile, development potential and created sketch pro forma for concept use opportunities.

Outreach to the neighborhood included door-to-door distribution of information and fliers by King residents, the King Neighborhood newsletter, and a neighborhood-wide mailing for an open house which over 50 people attended at Walnut Park East Precinct community room. Results from the open house and a project calendar were included in the King Neighborhood newsletter. The King Neighborhood newsletter reaches residents in all five neighborhood districts. Press releases with the Vision and General Design Guidelines were sent to the N/NE Business Association newsletter, the Skanner and Observer.

The development strategy recommends a block-by-block approach that would allow each block to redevelop independently while progressively achieving the common vision. The preferred development concept includes a mix of commercial and retail uses with a combination of surface and structured parking. The commercial and retail uses would be neighborhood scale and provide goods and services for local residents.

Upon completion of this report, the Portland Development Commission (PDC), in conjunction with KNVC members, plans to prepare a "Request for Development Proposals" for Portland Development Commission holdings. This document will supplement the Request for Development Proposals and the KNVC is expected to participate throughout the selection and development process.

A unified concept site plan is provided and demonstrates common open space and circulation that when completed would provide continuity and appropriate transitions to the residences to the west.

Over the past decade, the blocks between Alberta and Killingsworth along Martin Luther King Jr. Blvd. have been incrementally improving.

Background

The Albina Community Plan and the King Neighborhood Plan identify Alberta to Killingsworth along Martin Luther King Jr. Boulevard as the primary commercial node within the 3.5 mile corridor. The Albina Community Plan designates this area as a City Focal Point, a Neighborhood Gateway and a place to develop a Major Attraction. A City Focal Point is a place that is highly recognizable with meeting places, landmarks and centers for community activities. Neighborhood Gateways are local focal points that are highly recognized for serving as a community meeting place with a village square, shopping and recreational opportunities. Major Attractions are places that expect to draw people from the community, region and state.

Over the past decade, incremental change progressively transformed the east side of Martin Luther King Jr. Boulevard. The Walnut Park redevelopment project initiated the rebirth of the Martin Luther King Jr. Boulevard and Killingsworth intersection. The Blazer Boys and Girls Club reinforced the community gathering space in the Walnut Park Center. More recently, Adidas built a new store on the Alberta corner of the Boulevard. New housing to the south and east of the Boys and Girls club added to a dynamic and successful horizontal mix of neighborhood-scale uses. In 1998, the City created the N.E. Martin Luther King Jr. Boulevard Transportation Project that found innovative ways to restore on-street parking in commercial nodes, improve the corridor for pedestrians and improve the night experience by adding pedestrian scale street lighting in commercial nodes. The Boulevard carries approximately 30,000 cars per day which is comparable to traffic volumes on Broadway and Weidler in the Lloyd District where neighborhood-scale retail and dining services are reemerging.

The three blocks of the project area on the west side of the boulevard provide an opportunity to create commercial and retail activity that would complement and balance the improvements on the east side of the Boulevard ultimately creating the envisioned commercial node. Today, the Multnomah County building at Killingsworth acts as a northern anchor to a mix of industrial, retail, residential and vacant buildings. Some of the properties are “soft” with redevelopment potential while others like the Multnomah County building contain important community programs and services that should remain in the area.

This Commercial Development Strategy explains the Vision, General Development Principles and desires of the King Neighborhood-District 1. Actions and programs are outlined to enable the Portland Development Commission to implement projects on properties they control and to guide new or redevelopment projects on other parcels as opportunities arise.

The Multnomah County building at the upper left and Marco Machine Works in the center occupy a significant portion of the project area.

Today, Living Color occupies an older single-story, brick building at Alberta and Martin Luther King Jr. Boulevard.

Process

This development strategy builds upon substantial past work in the Albina Community Plan, the King Neighborhood Plan and the Martin Luther King Jr. Boulevard Transportation Project. A focused but inclusive process helped the KNVC work through and reconcile desires, issues, opportunities and constraints. The KNVC met every other week for seven months to craft the Vision, General Development Principles and explore potential development opportunities.

A meeting protocol was established to assure that interested parties' comments and questions received attention. Five minutes at the beginning and end of each meeting were set aside for interested parties' participation. Meeting notes were recorded and circulated by mail and at the following meeting.

A series of workbooks provided instructive and necessary information for the KNVC members, beginning with a Briefing Packet containing relevant excerpts from past planning documents, the City's zoning code and other policy documents that would ultimately influence decisions by the committee. Workbooks titled "A Brief History," "Development Principles and Patterns" and "Case Studies" provided relevant and committee-requested information.

"A Brief History" explained the evolution of the businesses and buildings within the study area.

"Development Principles and Patterns" provoked discussions regarding the character and quality of future development on the three blocks. It also addressed access, architectural scale, transitions and connections between the neighborhood and commercial uses and the influence of new development on Martin Luther King Jr. Boulevard.

"Case Studies" included recent mixed-use developments with similar characteristics and neighborhood relationships that could serve as models for redevelopment within the study area. Some of the examples focused on uses while others illustrated characteristic transitions between commercial and retail development adjacent to single-family residential housing. The workbooks were available to all who attended the KNVC meetings.

KNVC meetings followed a work session format where hands-on exercises enabled participants to contribute to the content of the Vision and Principles and to directly influence the shape and configuration of the potential development scenarios. Workbooks of the development scenarios contained illustrations of the committee's ideas that helped facilitate KNVC decision-making.

To attract public comment and input, illustrated displays of the Vision, General Development Principles, market analysis and development concepts were hung on the walls of the East Precinct community room at Walnut Park. KNVC members led Open House discussions at various stations where the public was encouraged to comment on the committee's work. A tabulation of public comments provided guidance for the KNVC's recommendations, which are presented in this report.

The King Neighborhood Vision Committee met every other week to develop and review the contents of the commercial development strategy.

HISTORY, PROJECT AREA AND ZONING

The King Neighborhood

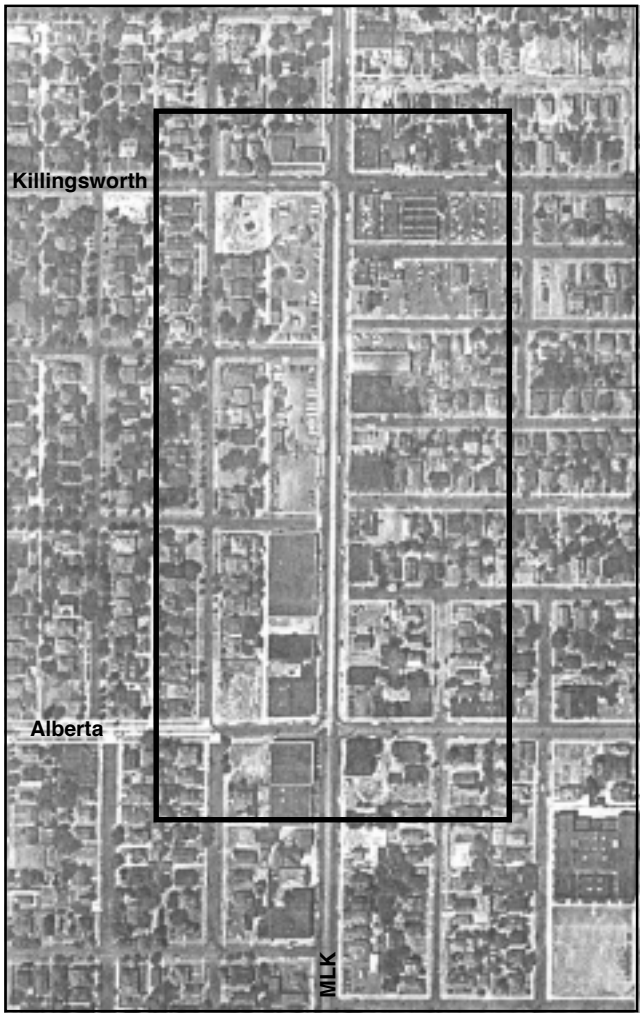
How do we harness and sustain the enthusiasm, nurture the fragile businesses and turn issues into opportunities?

King Neighborhood and Martin Luther King Jr. Boulevard are changing. A few years ago neighbors were asking themselves and the City what they could do to bring prosperity and greater livability to their chronically troubled and unstable neighborhoods.

History

To better understand where new development types should evolve, it is important to review historic urban patterns that have shaped the Northeast community over the past several decades. Influences that affect today's urban landscape began in 1924 with the zoning code revisions enacted by a City Planning Commission dominated by the Realty Board. The zoning revisions were a boon to realtors and the demise of many inner-city neighborhoods. – "All streets, upon which main or through streetcar lines were located, were rezoned to business".[1] Streets such as Martin Luther King Jr. Boulevard were designated for commercial and industrial use - zone 3. This rezoning action ignored the consequences to single family residential neighborhoods and was largely blamed for the decline of many Portland neighborhoods.

Portland's inner city simultaneously contains the city's oldest and newest neighborhoods. Sometimes referred to as "stopover neighborhoods," these neighborhoods are in constant evolution. Over the years, these neighborhoods provided affordable housing and job opportunities to a transient population where immigrants and their children lived and worked but did not settle permanently. Newcomers would use the housing for a year or a decade to learn the rules of their new home and to land a decent job before finding a better house in a better neighborhood.



Martin Luther King Jr. Boulevard between Alberta and Killingsworth in 1945. Note large buildings lining both sides of the street. Fred Meyer and the bank stand at the corner of Martin Luther King and Killingsworth.

The Fields Motor Co. showroom was located on the corner of Alberta and Martin Luther King Jr. Boulevard, shown above in 1927.

[1] E. Kimbark MacColl, The Growth of a City, The Georgian Press Co., Portland, Oregon; 1979

In early streetcar days Engine Company #14 was situated amongst retail, commercial and residential properties at the corner of Alberta and Martin Luther King. In the 1920's, Fields Motor Car Company located a two-story Chevrolet showroom also at the intersection of Martin Luther King and Alberta. The frontage along Martin Luther King between just south of Alberta and just north of Killingsworth provided services and entertainment to the surrounding neighborhoods. These businesses also served transit patrons of the Portland Traction Company's Railway and Bus lines that converged on this community center.

Union State Bank was an elegant Art Deco building with vertical lines that accented the facade of the building. Later razed, the site now has a modern Wells Fargo bank.

Fred Meyer was the cornerstone of the neighborhood with 20 departments to serve shoppers. This building was razed to make way for the Walnut Park store.

In 1930, the area around Killingsworth and Alberta at Martin Luther King Jr. Boulevard contained the highest concentration of foreign-born residents outside of downtown. Fred Meyer built a 13,200 square foot department store on the corner of Killingsworth and Martin Luther King. The store served surrounding neighborhoods with 20 departments and off-street parking. Union State Bank operated in an Art Deco-style building on the northwest corner across from Fred Meyer. By today's standards, Walnut Park could be considered one of Portland's earliest multi-modal centers. It was also a main street with banking, shopping and a theater.

Engine Company #14 sat at the corner of Martin Luther King and Alberta around the turn of the century. Streetcar tracks can be seen in the foreground.

In the late 1980's, after serving the area for more than a half century, Fred Meyer, one of the area's anchor department stores, chose to leave. One of the last economically stabilizing businesses in the area closed. Instead of ringing the death knell for the community, the company's action became a call-to-arms, not only to neighbors but also to city agencies.

In 1993, the City Council adopted a fourth amendment to the Oregon Convention Center Urban Renewal Area Plan which reaches up the Martin Luther King Jr. Boulevard corridor to Portland Boulevard. The results of the urban renewal plan and other revitalization programs are only recently being seen. Urban renewal has enabled the PDC to assist with renovation and redevelopment of under-developed projects. It has also brought employment programs and storefront improvement grants that are improving the image of the corridor.

In April 1998, the PDC accepted the "Martin Luther King Jr. Boulevard Commercial Development Strategy" that places the study area in Segment 3 - "Walnut Park Commercial Core." Target businesses for this segment are identified as neighborhood/ destination retail, family restaurants, pharmacy and cinema.

Today, the stopover neighborhoods are becoming more and more permanent as land and housing costs rise. What was once an inexpensive temporary home is now likely to be handed down to the next generation. And as transportation costs and congestion increase, the desire to live, work, shop and play nearby may also lead to more stable neighborhoods.

While Walnut Park contains some of the basic neighborhood services that help strengthen the community it does not provide the full complement of retail, shopping and entertainment uses that build identity and foster a sense of permanence.

The mission of the KNVC was to identify a full complement of uses and to build on the vitality and enthusiasm that spurred this process.

TARGET BUSINESSES — SEGMENT 3

Business Type	Regional	National	Franchise Potential
Neighborhood/ destination retail		Fila Grow Biz International*	✓
Family restaurants	Izzy's Elmer's Godfather's Pizza		✓
Pharmacy		Hi-School Pharmacy The Medicine Shoppe	✓ ✓
Cinema	McMenamin's	Magic Johnson Theaters Coming Attractions	

Note: Grow Biz International is a parent company of five franchises - Play It Again Sports, Computer Renaissance, Dis Go Round, Once Upon a child, and Music Go Round.

Martin Luther King Jr. Boulevard Commercial Development Strategy, April 1998

Project Area

The commercial development strategy focused on the Blocks 9, 10 and 25 between Killingsworth and Alberta and Martin Luther King Jr. Boulevard and Garfield. These blocks are located about 5 minutes north of the Lloyd District and about 10 minutes from downtown Portland. Portland International Airport is within 10 to 15 minutes and convenient access to Interstate 5 is available on both Alberta and Killingsworth. Regular north/south and east/west Tri-Met bus service is available. Transit service would improve with the completion of the proposed Interstate Avenue MAX line, which would connect the study area to employment centers in the eastern and western reaches of the metropolitan region.

The three-block project area is adjacent to significant new development. Walnut Park, which redeveloped in 1995, contributed to attracting the Blazer Boys and Girls Club and the Adidas store that are across Martin Luther King Jr. Boulevard from the project area.

Today, the three-block project area contains a mix of uses including retail, commercial, industrial, county-provided community services and single family residential homes. The single-family residences on the east side of Garfield are not part of the urban renewal area but are part of this project in that the project concepts preserve and protect these properties.

Project Area

Zoning

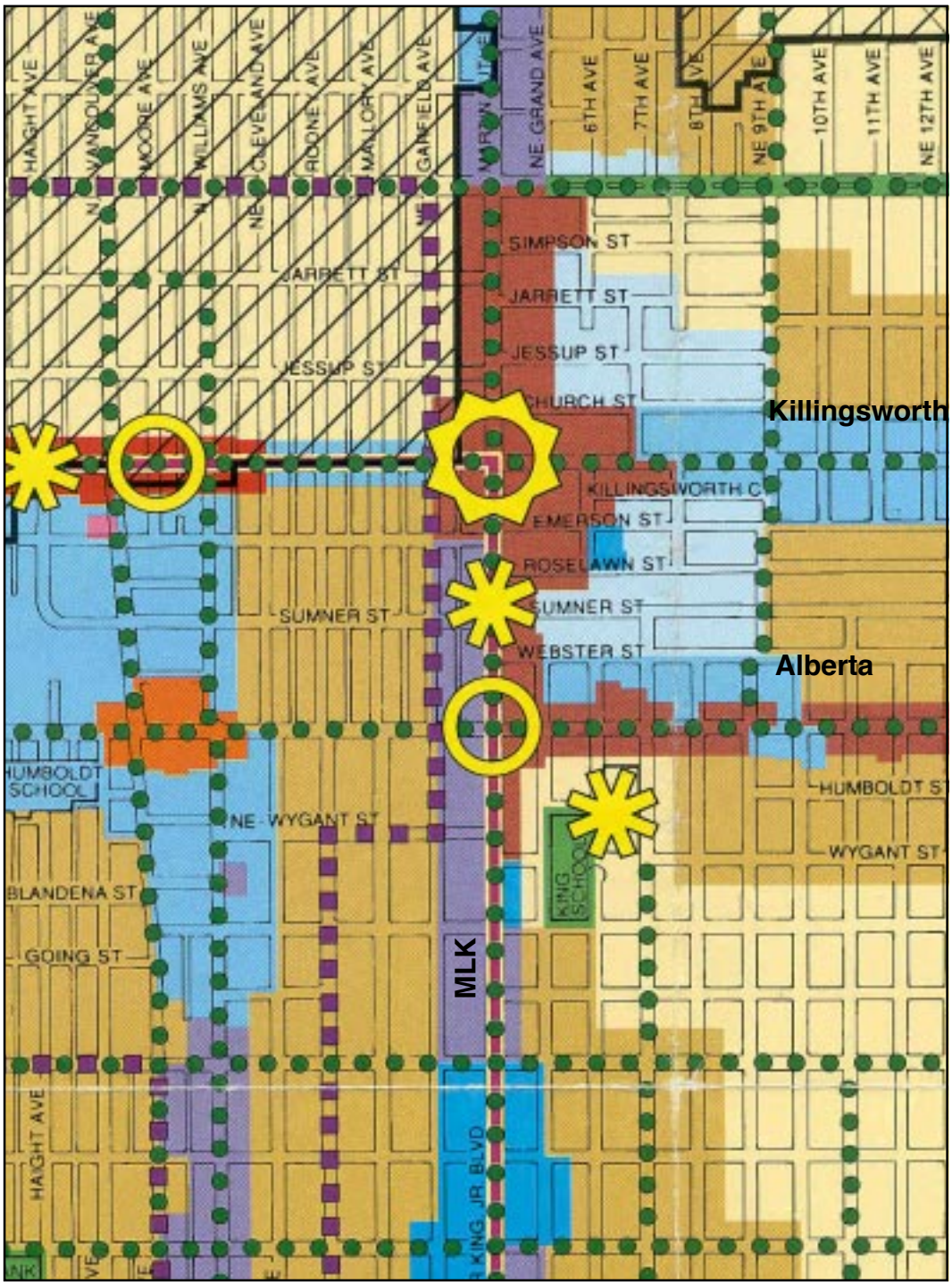
Zoning changes in the study area accompanied the adoption of the Albina Community Plan in 1993. The Albina Community Plan evolved from an extensive three-year process. This strategy assumes that the zoning will remain consistent with the Albina Community Plan and existing City zoning maps.

LEGEND

City Focal Point

Major Attractor

Neighborhood Gateway



The Albina Community Plan identifies this stretch of Martin Luther King Jr. Blvd. as a City Focal Point with supporting plan elements such as Minor Attractors and a Neighborhood Gateway.

Existing zoning is General Commercial (CG) on the Multnomah County Block while the two southerly blocks are designated Central Employment (EX) . Block numbers are indicated in the center of each block.

EXd - Mixed-use area in an overall industrial-type setting, allows a full range of industrial and commercial designations. The Design Overlay Zone promotes conservation, enhancement and continued vitality of areas of the City with special scenic, architectural or cultural value and requires design review or compliance with the Community Design Standards to ensure infill development will be compatible with the neighborhood and enhance the area.

LEGEND

CGdh	General Commercial
EXd	Central Employment
EXdh	Central Employment
R2.5	Residential 2,500
R5	Residential 5,000
a	Alternative Design Density Overlay
d	Design Overlay Zone
h	Aircraft Landing Zone

VISION AND GENERAL DEVELOPMENT PRINCIPLES

The Vision

New commercial development between Garfield and Martin Luther King Jr. Boulevard complements the scale and architectural character of the King Neighborhood and adjacent single-family residences. Businesses and residences are linked by active and visible connections for the convenience of residents and employees who live and work in the King Neighborhood.

Convenient on- and off-street parking is located near commercial and retail uses away from single-family residences. Structured parking is accessed from east/west streets and contains active ground floor uses along street fronts and pedestrian links.

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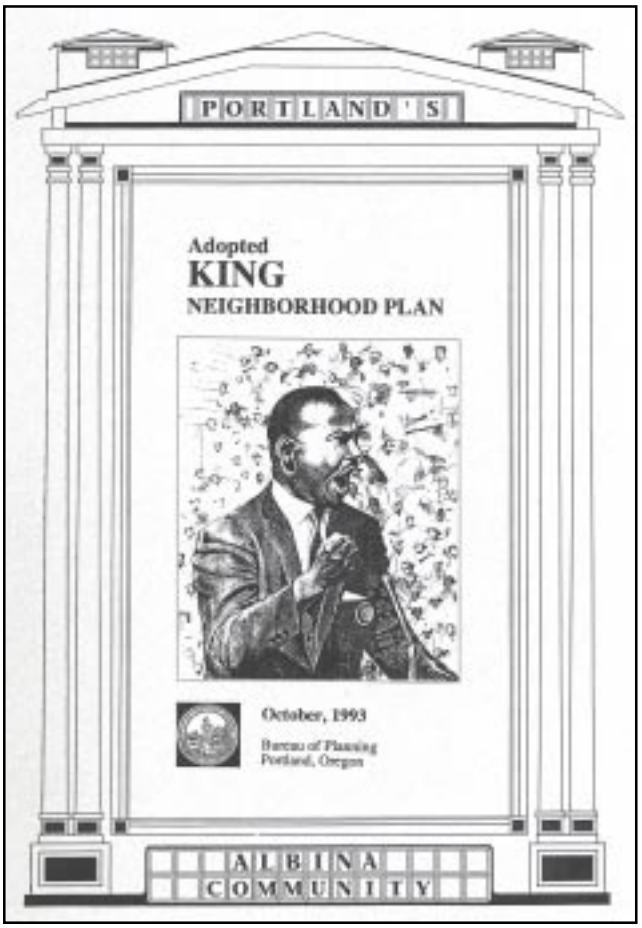
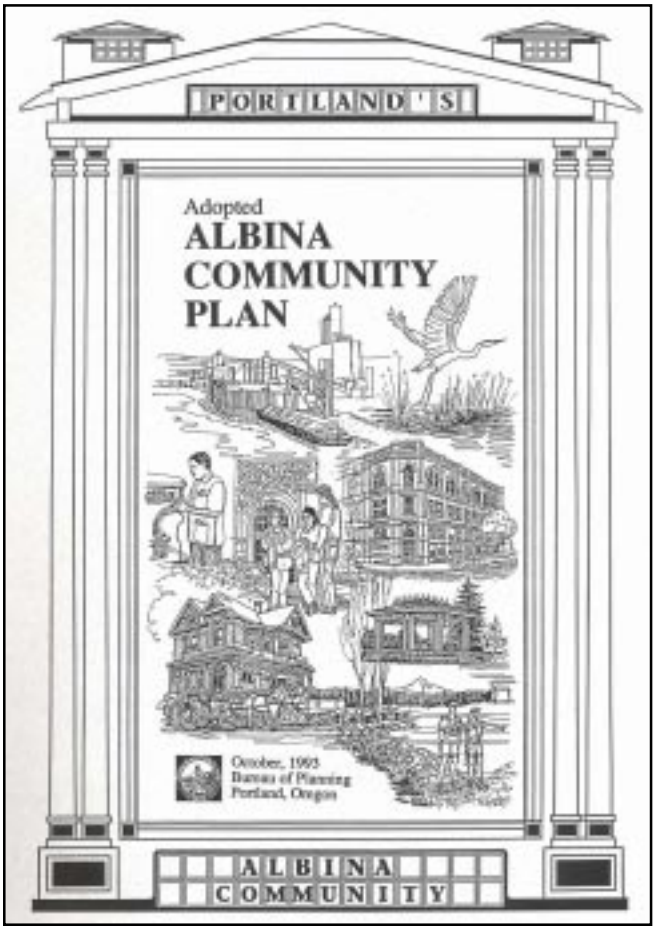
General Development Principles





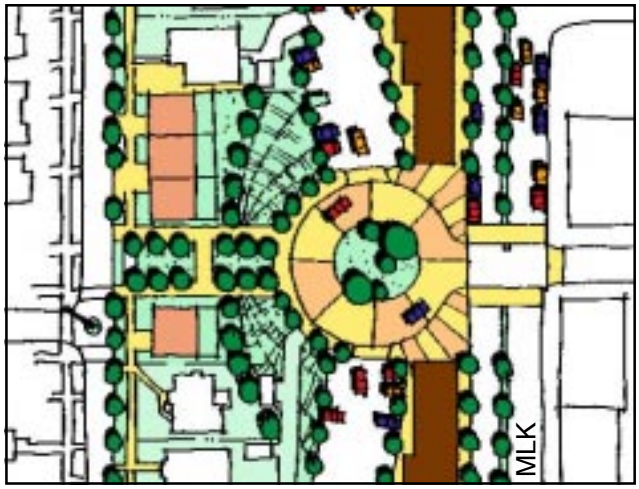
The King Neighborhood Plan and Albina Community Plan, adopted in October 1993, helped guide the King Neighborhood Commercial Development Strategy.

Land Use – Provide phased development that is consistent with the existing zoning and land use designations.

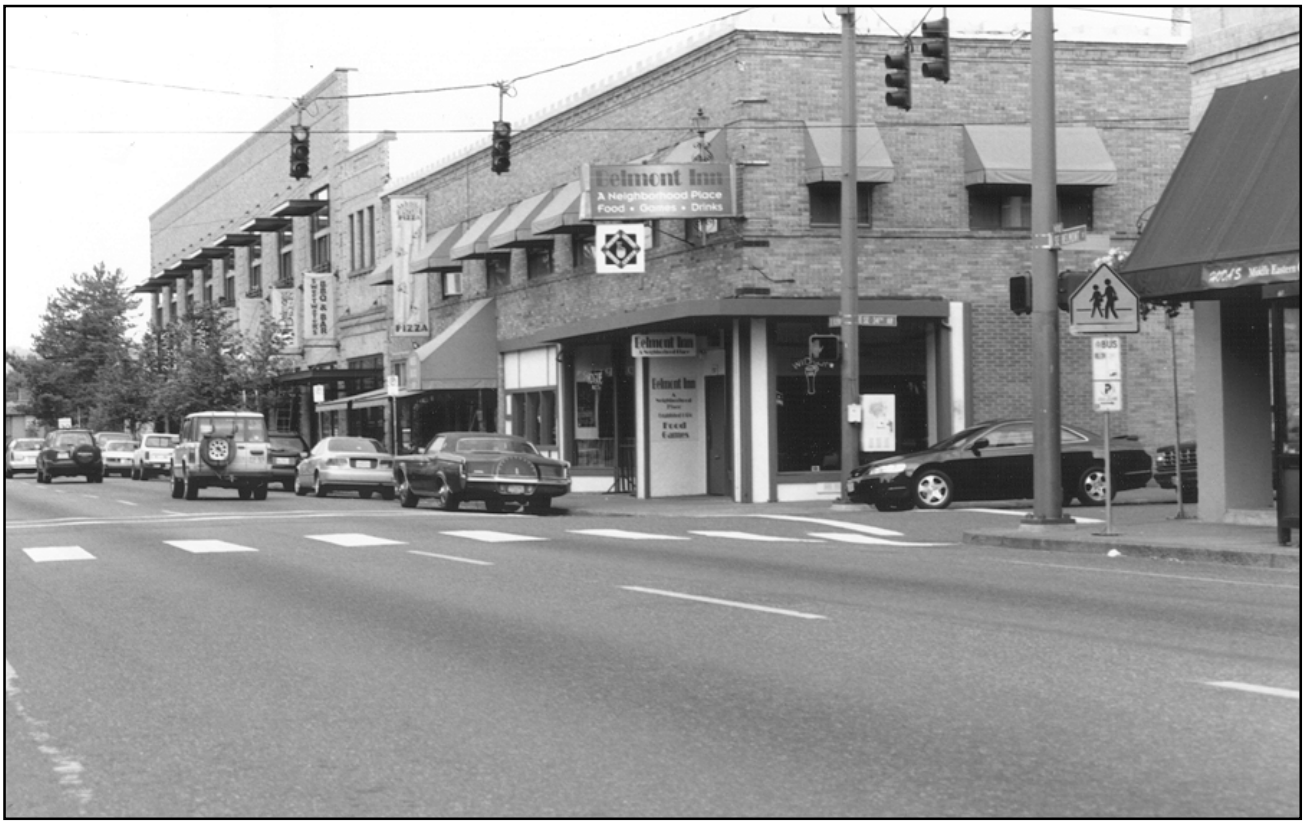
Previous and On-going Plans – Respect and incorporate relevant previous planning work, current work and on-going efforts. The King Neighborhood Plan and the Albina Community Plan are the primary planning references for this strategy.

The center focus could serve everyday traffic circulation but could also provide a place for special community events.

Center Focus – Develop a center and focus for the King Neighborhood within a three-block area.



One "central focus" opportunity may lie within the vacated Sumner right-of-way where formal and informal open space could provide identity and contribute to the shared community.



Belmont Dairy provides a local example of a vertical and horizontal mix of retail, commercial and residential uses.

Mix of Uses – Encourage a dynamic vertical and horizontal mix of uses that provide neighborhood services, multipurpose space, entertainment and housing. Provide goods and services desired by the neighborhood with opportunities for locally-owned businesses and family-wage employment for North/ Northeast Portland residents.

Development – Develop each block to its full potential, consistent with the neighborhood scale. Activate street frontages on Martin Luther King Jr. Boulevard, Alberta and Killingsworth. Strive to develop active street frontages with retail and commercial uses.

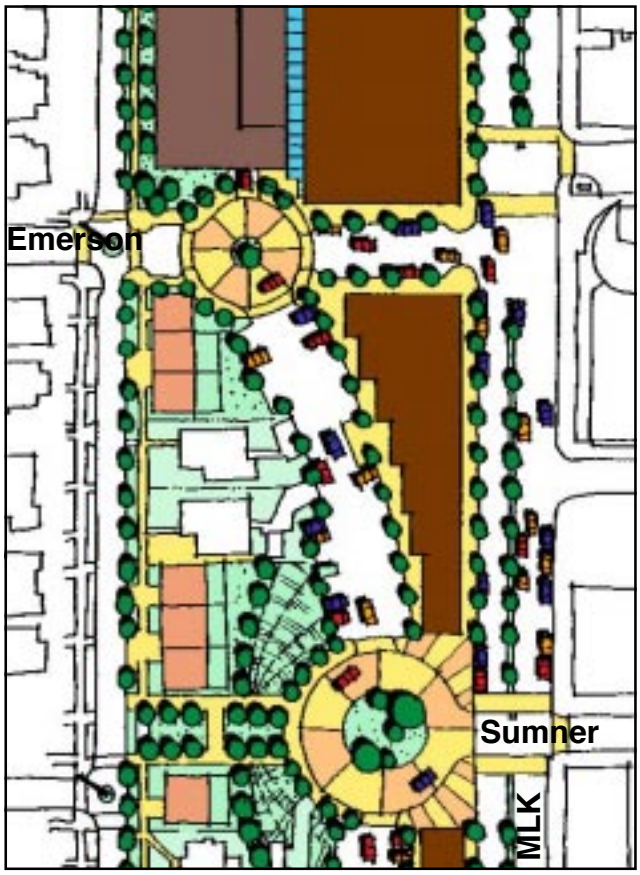
A minimum of 15-foot-wide sidewalks abutting storefronts with active retail and commercial uses on Martin Luther King Jr. Boulevard would help enliven and connect the east and west sides of the commercial node.

Mural by Isaka Shamsud-din on the east side of Martin Luther King Blvd. near Shaver.

Ceramic tile at Walnut Park by Baba Wague Diakite'.

Neighborhood Diversity – Reflect the history, heritage and cultural diversity of the King Neighborhood and North/Northeast Portland in the architecture of new development.

Public Art – Integrate artists into the site and architectural design process.



Create off-street parking with internal circulation that ultimately connects the entire three-block area. Create a central feature that provides traffic circulation and can also accommodate special events.

Traffic and Transportation – Discourage through traffic and protect the neighborhood from the infiltration of traffic. Provide increased opportunities for safe pedestrian crossings at intersections, including those with special needs.

Access – Utilize central access that can eliminate commercial shipping, receiving, parking and storage adjacent to or on public streets and minimize neighborhood impacts.

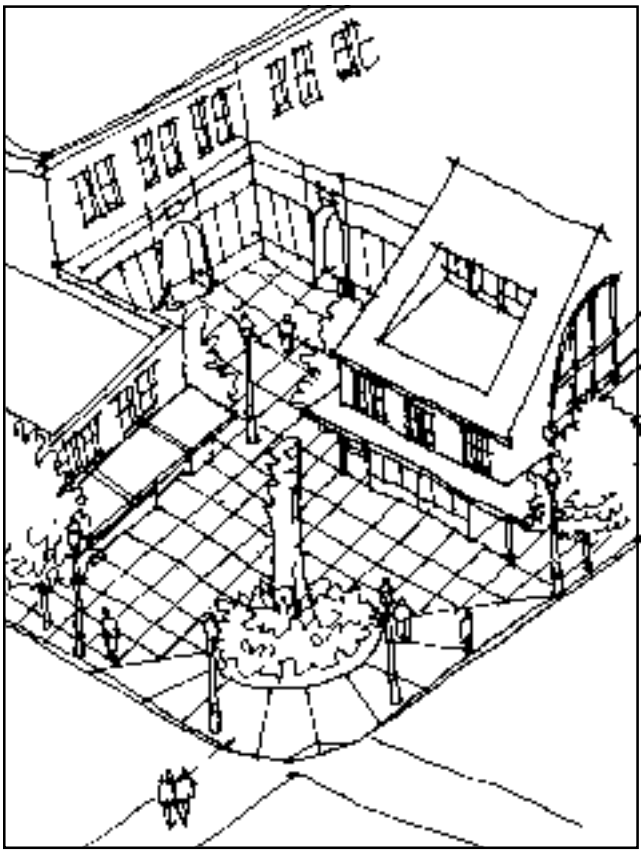
Parking – Provide off-street parking for new developments. Encourage shared parking to maximize land area for development.

Protect the pedestrian and residential qualities of Garfield.

Access ways would provide pedestrian and bicycle connections between the neighborhood and the Boulevard. They would also provide an opportunity for public open space.

Shared Community – Create a variety of public places that foster a sense of shared community. Provide corner building access indentations and public spaces that integrate new development with the existing King Neighborhood and local businesses.

Transitions – Develop the scale and articulation of commercial building forms to blend with single-family residential properties across the street on Garfield. Reinforce visual and physical connections across Martin Luther King Jr. Boulevard to create a cohesive commercial place.



Corners would provide space for outdoor dining, meeting and public art. Stepping architectural elements would help provide a transition from larger retail and commercial buildings to the single-family residences of the neighborhood.

Open spaces would provide places for neighbors to meet, sit, stroll or play. A play structure would provide a space for young people.

Open Space – provide a variety of large and small open spaces such as outdoor performance space, a play area and ample places for dining and sitting for neighborhood, business and visitor use.

Open space could follow a linear concept that connects the neighborhood to businesses and the Boulevard. Space would be available for a play structure, seating and bike parking.

Open space could occupy vacated right-of-way on Sumner. A variety of passive spaces would enable multiple uses.

MARKET OPPORTUNITIES

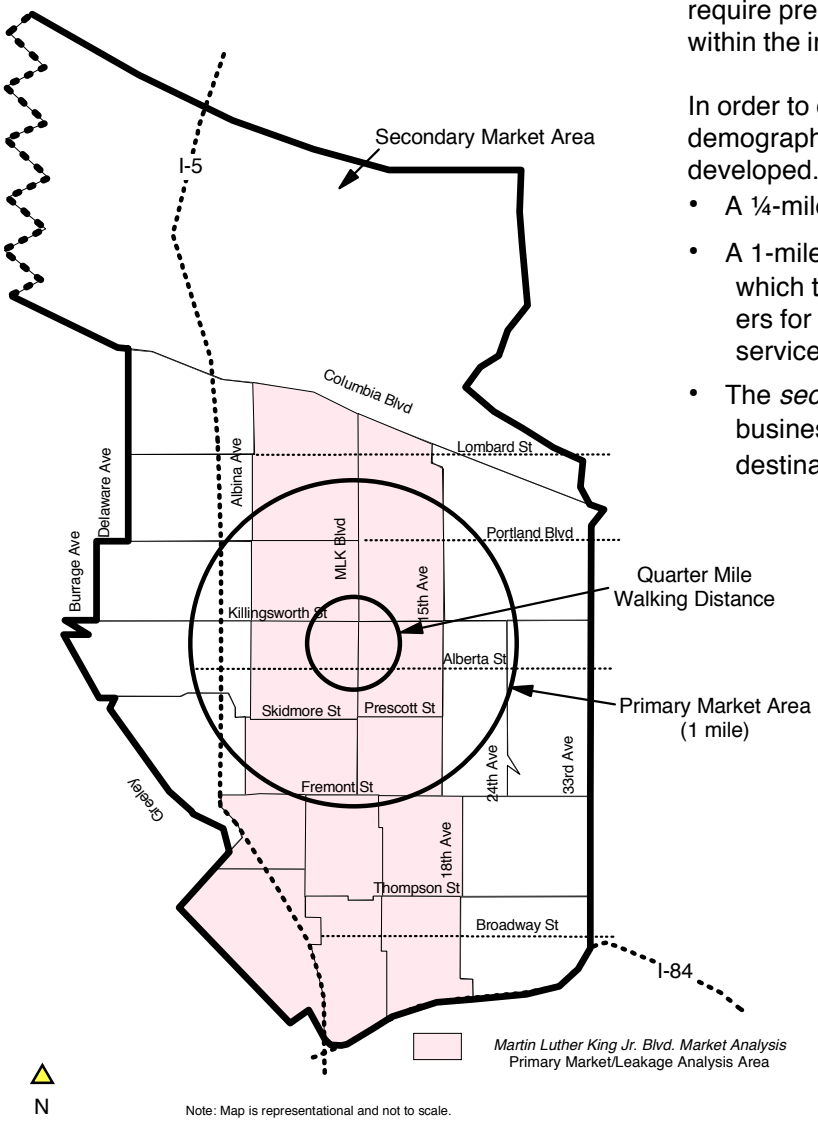
Market Profile

The King Neighborhood and surrounding primary and secondary market areas are in transition. Historically, this area suffered from a transient population that, combined with progressively debilitating factors such as the Minnesota Freeway construction, Emanuel Hospital Urban Renewal and elimination of on-street parking on Martin Luther King Jr. Boulevard, led to a depressed real estate and business market. Over the past decade, planning work and public/private partnerships produced reinvestment throughout the corridor. Newer developments such as McCoy Village, Wygant Corners, Alberta Simmons Plaza, State Farm Insurance Claims Center, Adidas, Small Parts Manufacturing, Nike and Standard Dairy are contributing to the goals of the 1998-MLK Commercial Development Strategy and creating significant redevelopment momentum in the area.

The Multnomah County building currently contains important community services that are reliant on the convenient transit service and the accessible location. However, the building is an important component in the commercial development strategy as it is located at the 100 percent retail/commercial corner, was once an anchor retail use and contains substantial leaseable square footage. Redevelopment would require preserving the County's communirty services within the immediate area.

In order to complete the KNVC planning process, a demographic and economic profile of the market was developed. These market areas included:

- A ¼-mile walking radius from the site.
- A 1-mile radius or the *primary market area* from which the project could expect to draw customers for day-to-day convenience goods and services.
- The *secondary market area* from which businesses may draw clientele for comparison or destination shopping.



Demographic & Economic Profile of Market Areas

Item/Year	¼ Mile Walking Distance	Primary Market Area (1- Mile Radius)	Secondary Market Area
Population			
1990	1,249	25,590	69,590
1999	1,373	27,469	73,400
2004	1,423	28,292	75,222
Households			
1990	463	9,167	27,598
1999	515	9,933	29,408
2004	537	10,279	30,280
Median Household Income			
1990	$22,296	$24,894	$31,251
1999	$23,714	$26,766	$32 475
2004	$24,225	$27,018	$32 391
Median Age			
1990	29.4	29.7	33.0
1999	30.1	30 9	35 3
2004	30.7	31.5	36 2
Owner-Occupied Housing			
1990	45%	48%	54%
1999	48%	50%	54%
2004	49%	50%	55%

Note: All median household incomes expressed in 1998 dollars. Inflation adjustment from 1990-1998 based on Portland-Vancouver CPI. The 1999-2004 adjustment assumes inflation will average 3 45% per year over the peiod (reflecting local average inflation for all of the 1990s). Portland-Vancouver CPI inflation has averaged 2 92% over the last five years.

Source: Compilation of documents from CACI, Inc., U.S Census Bureau, Oregon Employment Department, E.D. Hovee & Company, 1998-1999.

All three market areas have been and are forecast to continue to experience increases in population, household income and home ownership.

The market within walking distance of the proposed site is forecast to experience population growth at a slightly faster average annual rate (0.7%) over the next five years than either the primary (0.6%) or secondary market (0.5%) areas.

As of 1999, median household incomes in the market areas were significantly lower than the Multnomah County median of $38,100. However, the gap between incomes in the project market areas and the county are getting smaller. The ¼-mile and primary market areas have experienced and are expected to continue to experience higher absolute and percentage increases in median household income than the secondary market area or county.

Development Potential

The KNVC felt that many residents travel outside the King Neighborhood to shop for basic needs such as groceries, pharmaceuticals and other convenience purchases and services. This observation is reflected in the results of a market analysis developed for the Martin Luther King Jr. Boulevard (MLK) Commercial Development Strategy in 1997.

Each person in a given geographical area has money to spend and chooses where to spend that money. The amount of money residents spend outside their market area is referred to as *sales leakage*. Under these circumstances, the buying power of the community is leaking to other geographic areas.

The 1997 market analysis determined there was significant sales leakage from the MLK primary market area to the Lloyd District, downtown Portland, and Hayden Meadows/Jantzen Beach areas. The analysis translated the sales leakage into the number of *additional* businesses, by type, that could be supported by the combined buying income of MLK primary market area residents.

The results indicated that the MLK market area, which includes the primary market area, was underserved by at least 33%. In other words, area residents could support up to 144 more businesses than the 290 identified as currently operating on MLK and portions of Alberta.

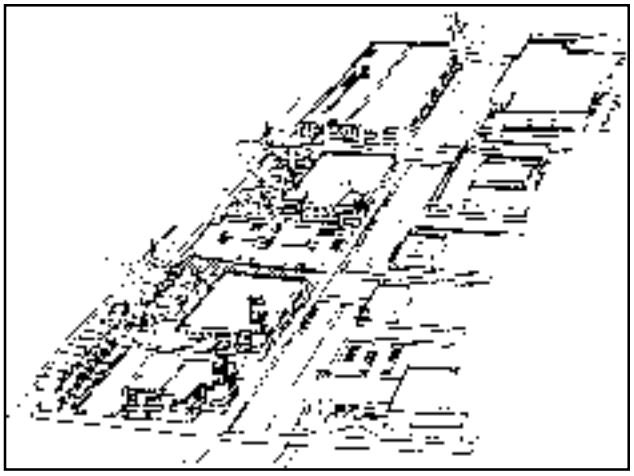
In addition, future market area income and business potential were estimated. By the year 2015, the MLK primary market area potentially could support a cumulative total of up to 207 added businesses.

The Commercial Development Strategy also identified the area from Alberta north to Portland Boulevard, in which this project study area falls, as the commercial retail core or hub of the MLK corridor. Businesses identified as potential targets for this section of MLK fit the Vision Statement and General Development Principles developed by the KNVC.

The businesses identified include neighborhood and destination grocery, retail, family restaurants, pharmacy, and cinema. Additional businesses that the area desires and could support include:

- Retail nursery/lawn and garden
- Women's clothing
- Family shoes
- Furniture and nonelectric home furnishings (including floor coverings)
- Refreshment places (coffee or sandwich shops)
- Sporting goods (not apparel)
- Gift and novelty items
- Jewelry store
- Video rental business
- Fitness facility
- Entertainment
- Family restaurant
- Grocery store
- Professional office

Important community services are provided from the Multnomah County building including Aging and Disabilities Services, Health Department, and Loaves and Fishes. Approximately 80 employees provide services and receive 300 visits per day.

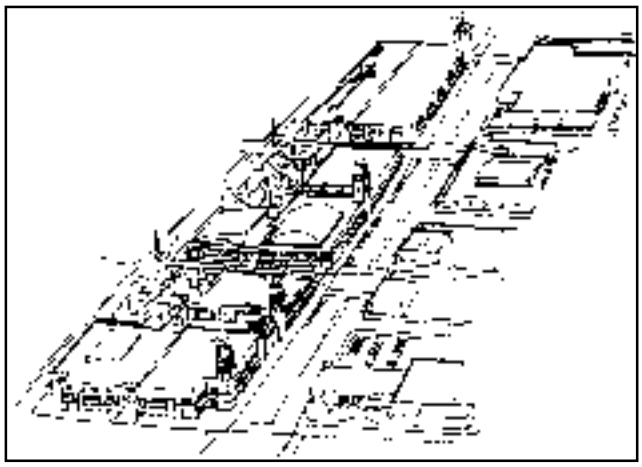


Early sketch concept used to illustrate committee members' ideas.

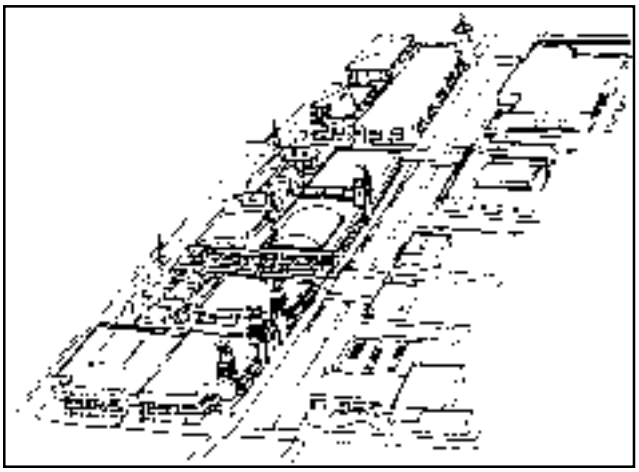
Sketch Pro Forma and Use Opportunities

A number of illustrative development concepts were produced to help KNVC members visualize mixed-use scenarios. A series of five sketch pro formas were developed to provide a preliminary evaluation of the financial feasibility of mixed-use scenarios with surface or structured parking. These pro formas showed that the cost associated with structured parking could not be supported by local rental rates despite the associated increase in allowable development on the site. However, mixed-use development with surface parking appeared to offer a sufficient rate of return.

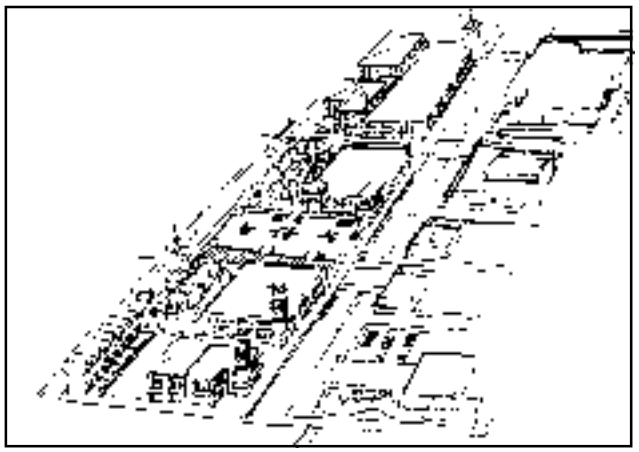
In addition, the KNVC members directed the consultants to include more public space in the scenarios. Two additional sketch pro formas were developed to provide a preliminary evaluation of the financial feasibility of including developer-funded public spaces in mixed-use scenarios with surface parking. These pro formas indicated a potential pre-tax rate of return on equity of 9-10%, suggesting some type of assistance would likely be necessary to provide the desired public spaces and a reasonable rate of return.



Early sketch concept showing full usage of all nonresidential parcels.



Early sketch concept that demonstrated a housing project on the northern block.



Early example of surface parking configuration.

CONCEPTS

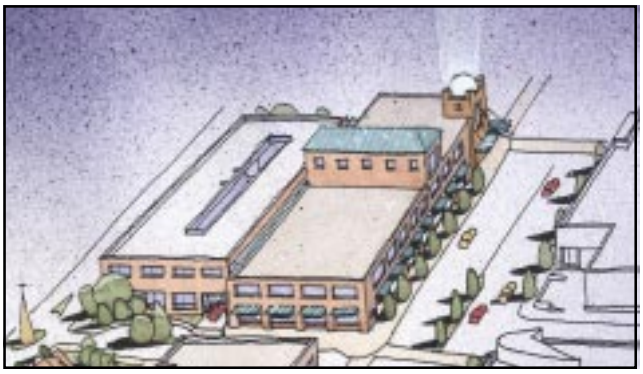
A considerable number of concepts were illustrated to help KNVC members and the public visualize the scale and mass of various mixed-use scenarios. Illustrations also helped to stimulate discussion regarding the location of uses, parking, open space and the relationship of new or redevelopment opportunities to adjacent residences. Two concepts, with variations, help demonstrate the range of opportunities discussed by the KNVC and are provided to guide potential development proposals for the three-block area. Most of the sketches are interchangeable between concepts.

Concept A-1

This concept envisions a north and south anchor with small-scale retail or commercial uses between. The concept suggests filling the Multnomah County block with commercial and retail uses. (County services are assured to remain within the immediate area.) The two southerly blocks demonstrate redevelopment in a linear form with surface parking behind.

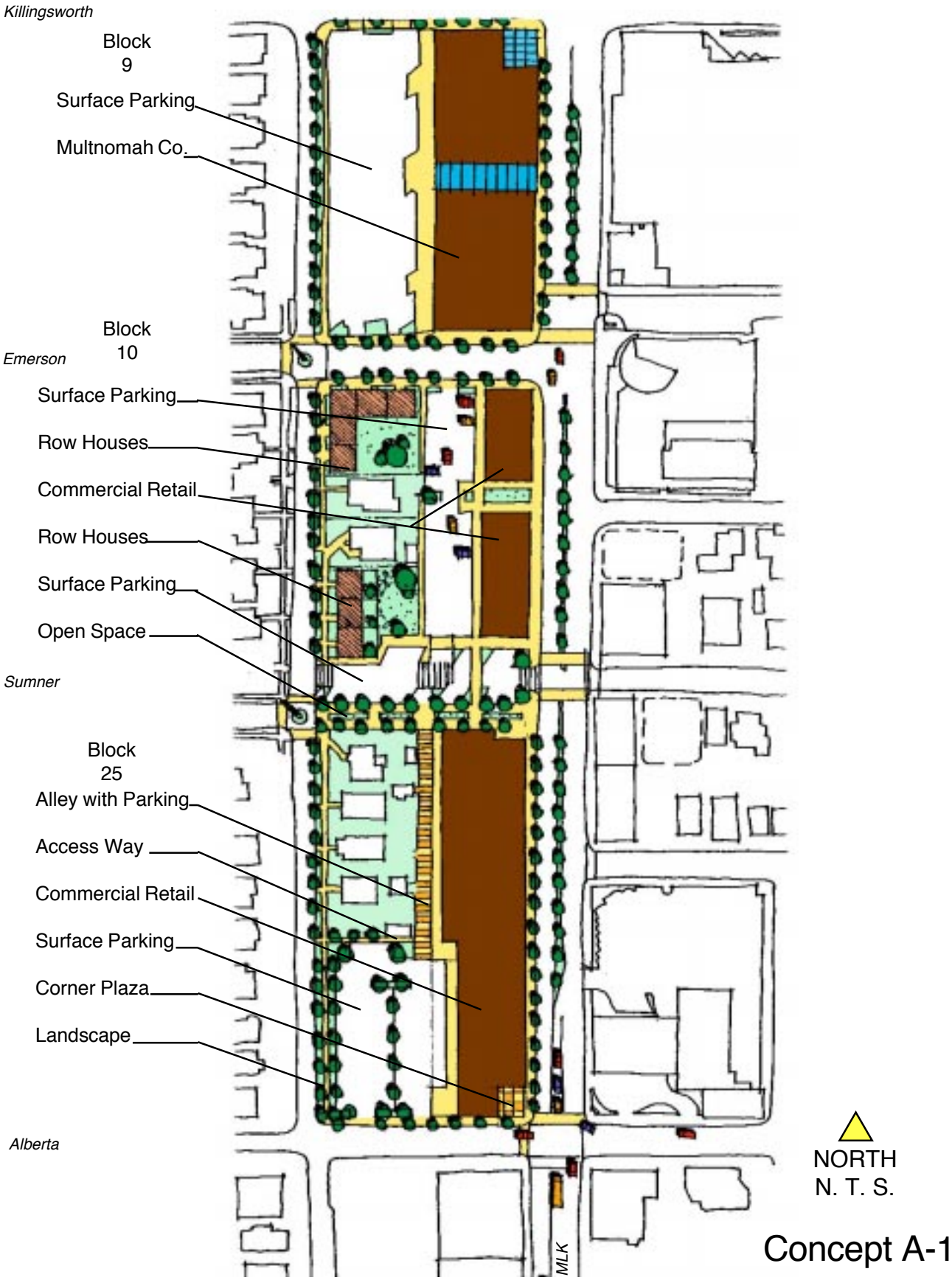
Vacation of Sumner would enable an open space connection between the neighborhood and the Boulevard. Sumner would realign with Sumner on the east side of Martin Luther King Jr. Boulevard and be designed to minimize undesirable traffic movement. Other traffic calming devices may occur on Garfield at Sumner and Emerson.

Row housing would infill on vacant parcels along Garfield. Other uses would include a grocery store, one or two restaurants and small retailers.



Birds-eye view showing potential parking structure on the west side of the Multnomah County building.

Redevelopment of the Multnomah County building would provide opportunities for a northern anchor to the project area. The KNVC envisions a cinema, galleries, restaurants or retail shopping. New uses would potentially be supported by structured parking on the west side. Exisiting Multnomah County community services would be relocated within the immediate geographic area.


Killingsworth
Block
9
Surface Parking
Multnomah Co.
Block
10
Emerson
Surface Parking
Row Houses
Commercial Retail
Row Houses
Surface Parking
Open Space
Sumner
Block
25
Alley with Parking
Access Way
Commercial Retail
Surface Parking
Corner Plaza
Landscape
Alberta
MLK
NORTH
N. T. S.

Concept A-1

Concept A-2

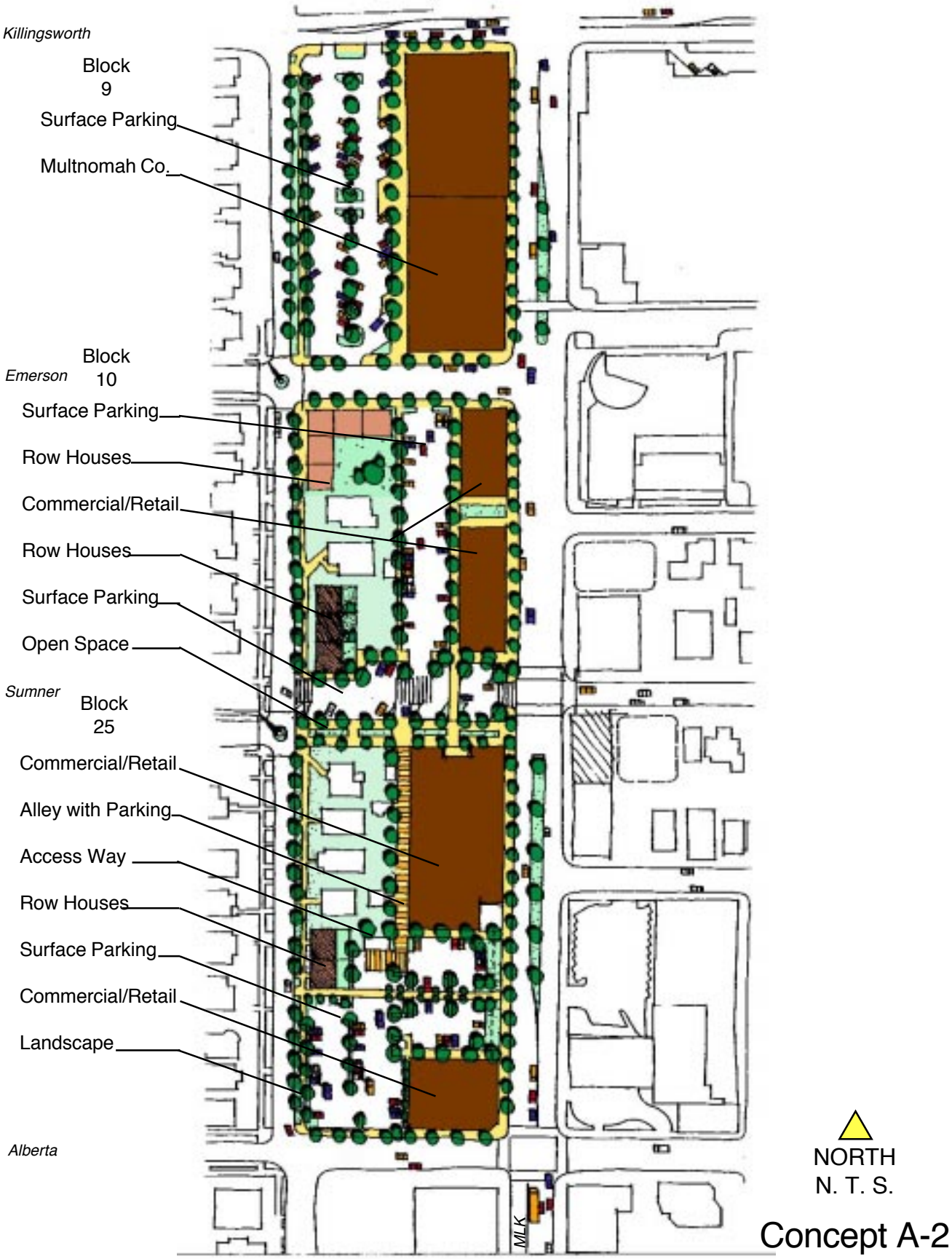
Concept A-2 is linear with a large scale north anchor and a composite anchor in the south. The composite anchor would include a medium-sized grocery store and complementary retail or commercial use on the corner of Alberta and Martin Luther King Jr. Boulevard.

Parking would be located to the side and in the rear of uses. The alley would be off-set to limit cut-through traffic.

Open space would connect the neighborhood to the Boulevard. Pedestrian walks would connect the entire project area. Row housing would infill vacant parcels along the east side of Garfield, providing a scale and use transition between commercial and retail uses and the single-family neighborhood.

Concept sketch view looking northwest at Martin Luther King Jr. Boulevard and Alberta.

Night view of the Martin Luther King Jr. Boulevard and Alberta gateway. Public art and architecture could create a striking entrance into Walnut Park and the Alberta corridor.


Killingsworth
Block 9
Surface Parking
Multnomah Co.
Emerson
Block 10
Surface Parking
Row Houses
Commercial/Retail
Row Houses
Surface Parking
Open Space
Sumner
Block 25
Commercial/Retail
Alley with Parking
Access Way
Row Houses
Surface Parking
Commercial/Retail
Landscape
Alberta
MLK
NORTH
N. T. S.

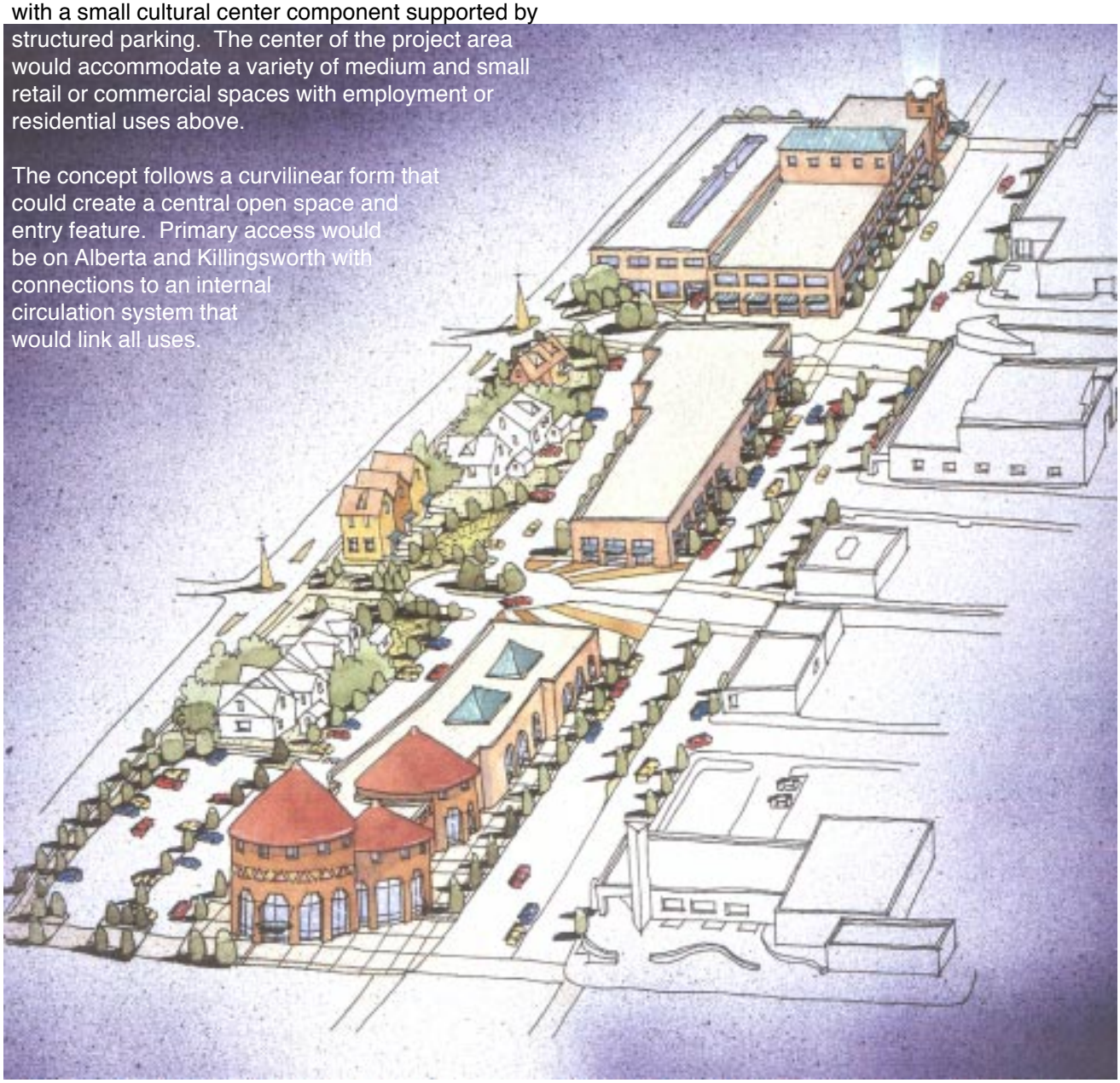
Concept A-2

Concept B-1

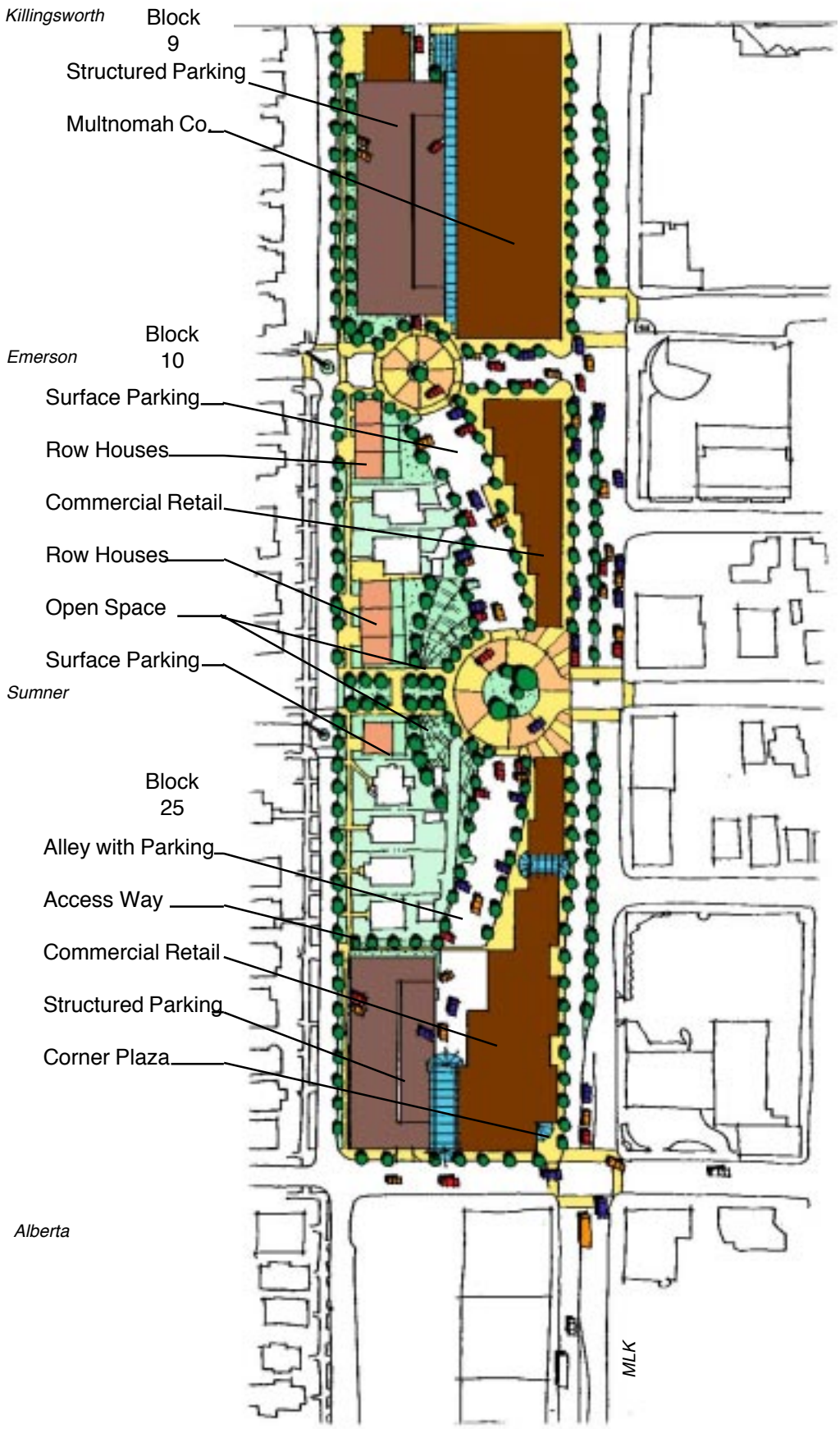
Concept B-1 would be anchored at the north and south ends of the project area. The north anchor could accommodate a medium to large retail use or a small cinema with structured parking.

The southern anchor may contain a grocery store with a small cultural center component supported by structured parking. The center of the project area would accommodate a variety of medium and small retail or commercial spaces with employment or residential uses above.

The concept follows a curvilinear form that could create a central open space and entry feature. Primary access would be on Alberta and Killingsworth with connections to an internal circulation system that would link all uses.



The above concept drawing depicts potential redevelopment of the three block area. The northern block at the corner of Killingsworth and MLK illustrates a small 3 to 4 screen cinema with structured parking. The center block demonstrates a single story retail building with surface parking behind. The southern block shows a grocery store with a cultural center component that would mark the gateway at the corner of MLK and Alberta.



NORTH
N. T. S.

Concept B-1

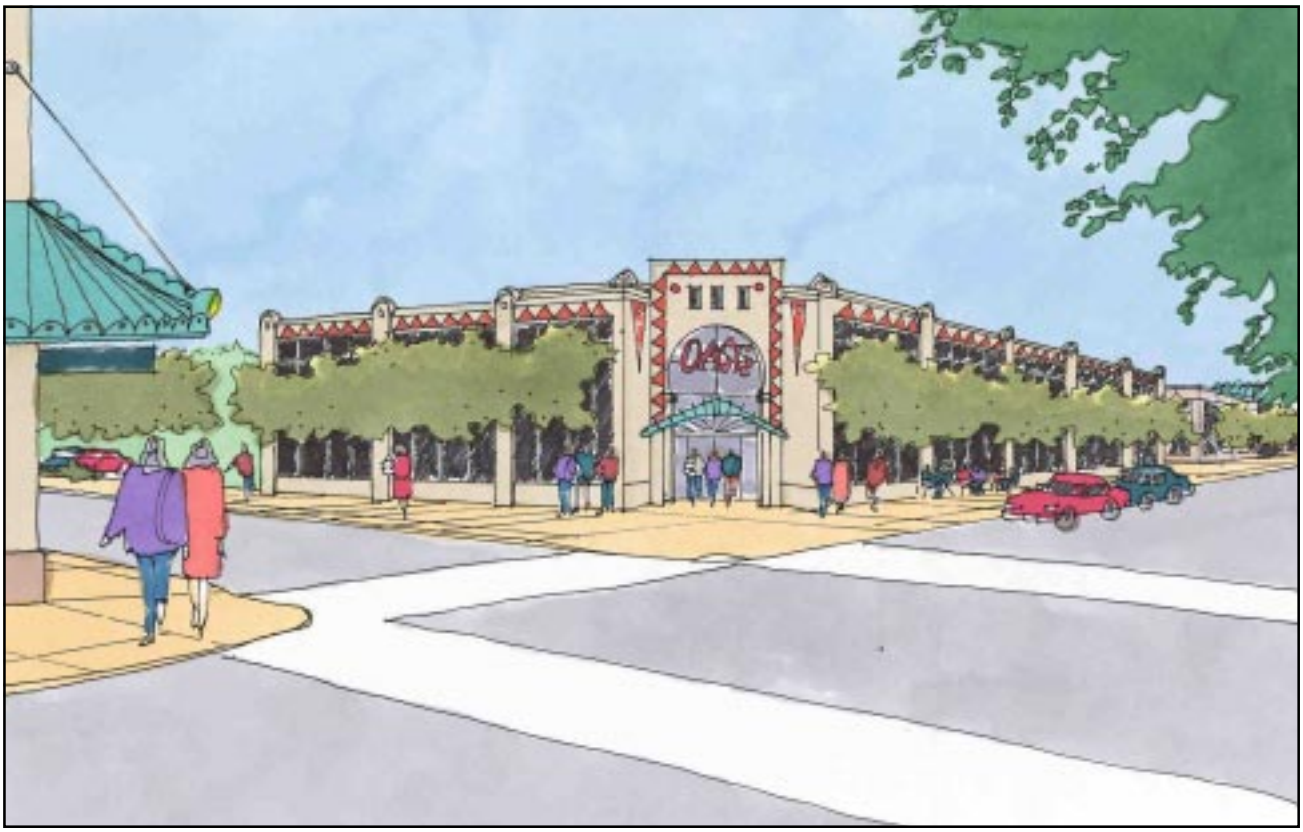
Concept B-2

Concept B-2 would be anchored at the north and south ends of the project area. The north anchor could accommodate a medium retail use or office with surface parking.

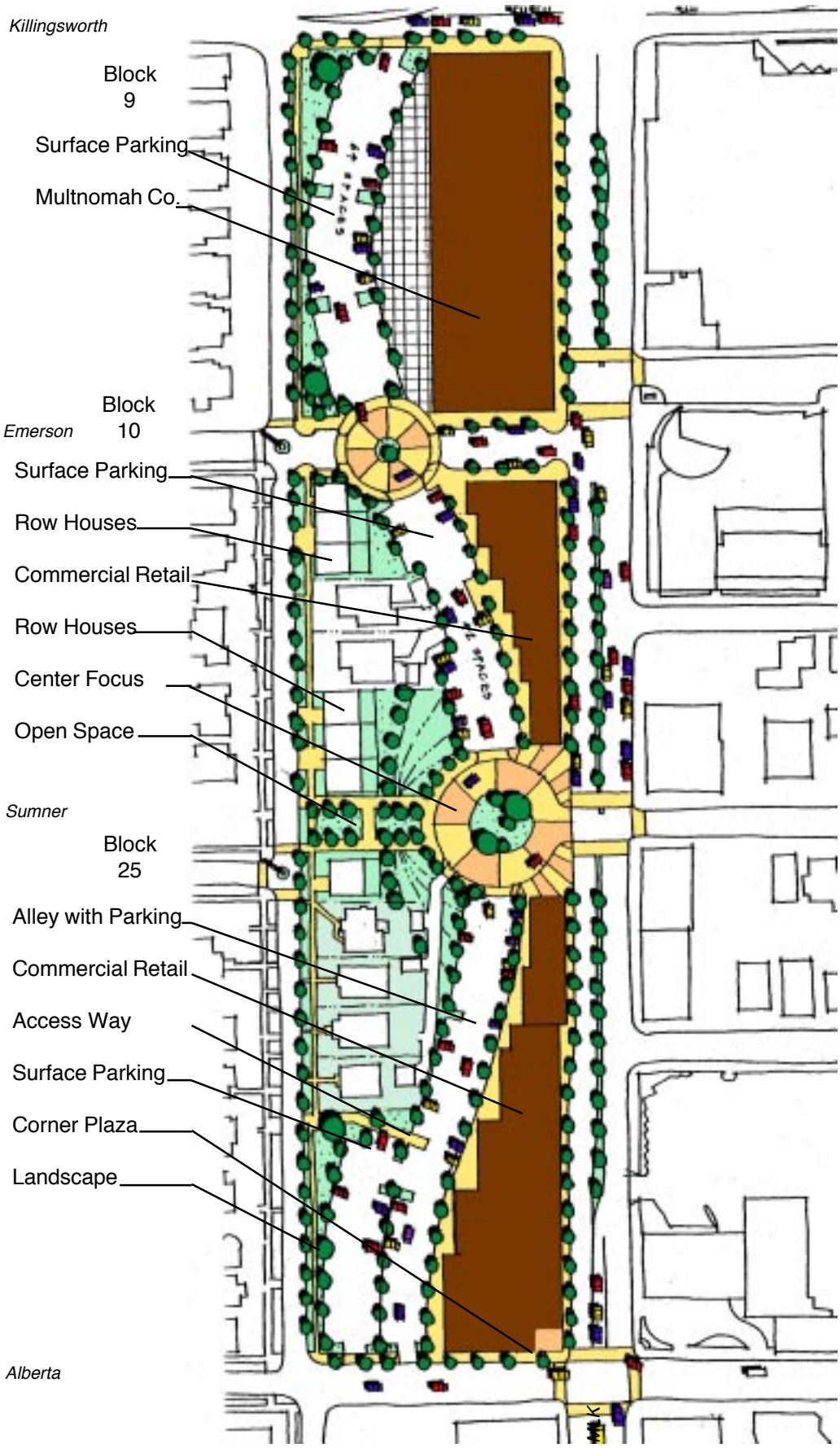
The southern anchor may contain a grocery store with a small cultural center component supported by surface parking. The center of the project area would accommodate a variety of medium and small retail or commercial spaces.

The concept follows a curvilinear form that could create a central open space and entry feature. Primary access would be on Alberta and Killingsworth with connections to an internal circulation system that would link all uses.

Block 10 would contain a mix of retail and commercial space with surface parking. Row houses would infill vacant properties along Garfield.



Architecture at the corners of Martin Luther King Jr. Boulevard at Alberta and at Killingsworth would provide a signature gateway to the King Neighborhood, the King commercial node and help create a special identity for the area.



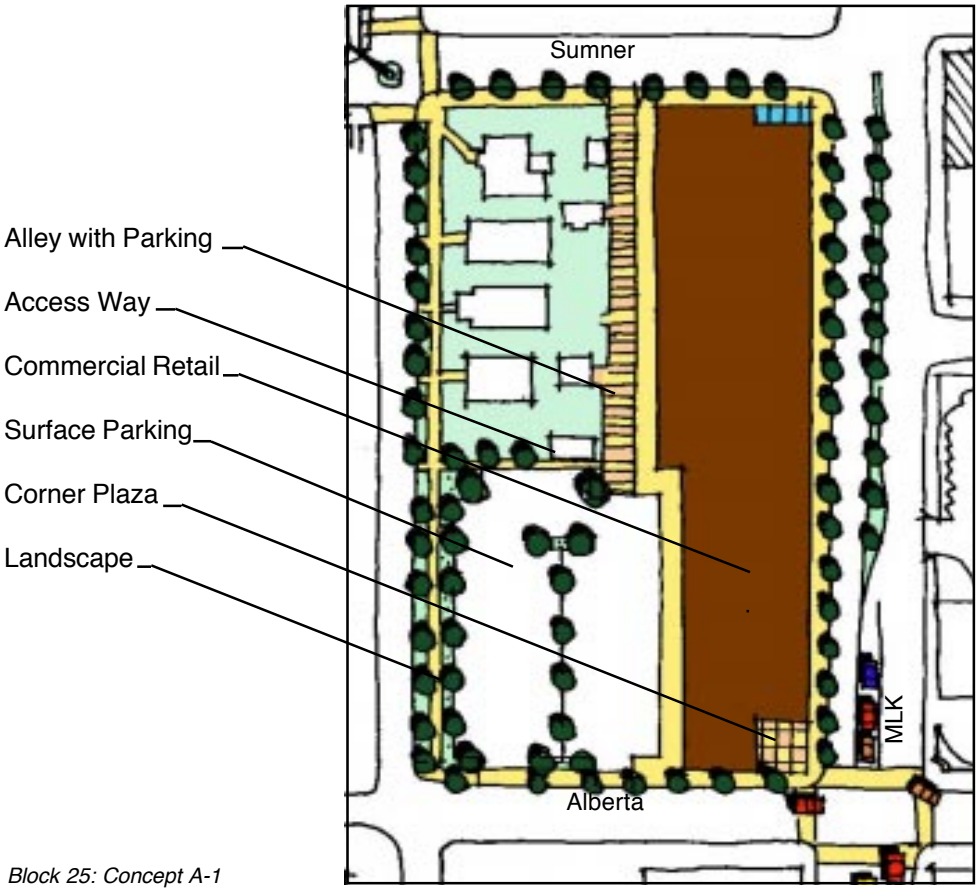
NORTH
N. T. S.

Concept B-2

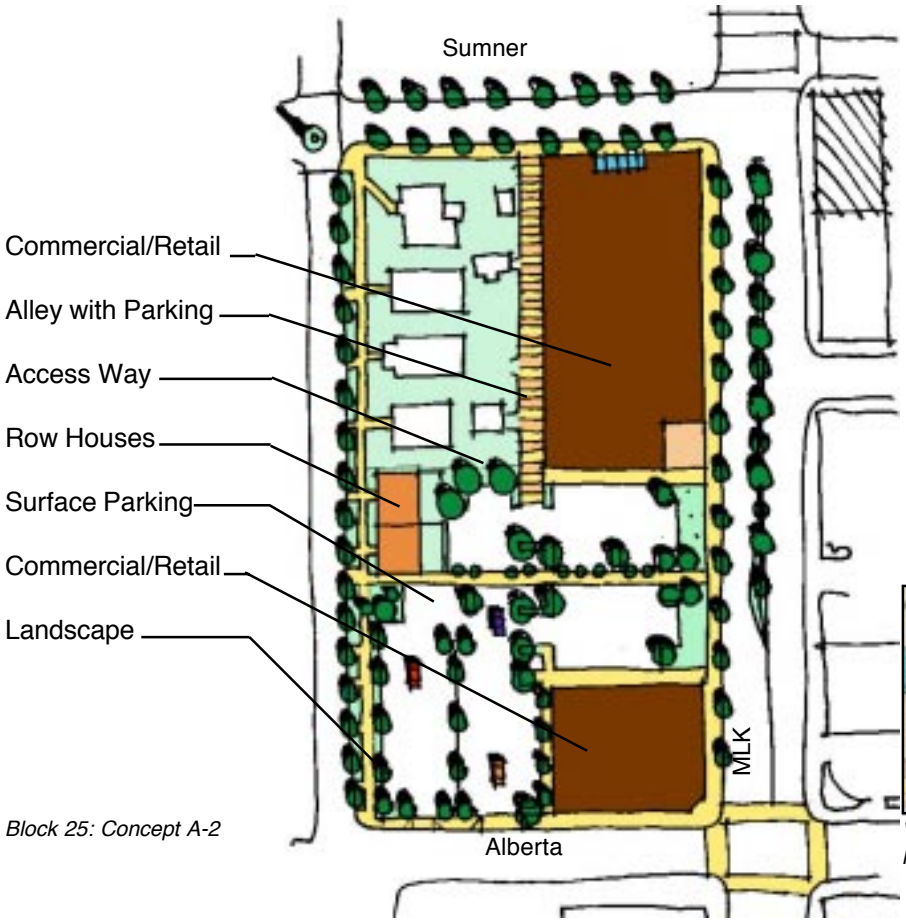
Potential Phasing Opportunities

Concepts are illustrated to demonstrate individual parcel and block development. Each concept shows configurations that enable blocks to be incrementally and independently developed. However, consistently designed parking, right-of-way and open space improvements would contribute to the continuity and overall visual identity of the three-block area. Concept sketches are provided to demonstrate how desired program elements would fit and how the Vision and General Development Principles can be applied to potential developments within the study area.

View looking northwest from Alberta and MLK.



Block 25: Concept A-1



Block 25: Concept A-2

View looking northwest from Alberta and MLK.

Block 25: Concept B-2

View looking northwest from Alberta and MLK.

ACTIONS AND IMPLEMENTATION

Action Chart

Action	Responsibility
• Install full-time, on-street parking.	PDOT, ODOT, PDC
• Investigate left turns from Martin Luther King Jr. Boulevard to Sumner.	PDOT
• Install pedestrian crossings at Sumner and Emerson at Martin Luther King Jr. Boulevard.	PDC, PDOT, ODOT
• Vacate Sumner Street and realign access with Sumner on the east side of Martin Luther King Jr. Boulevard.	PDC, PDOT
• Implement parking strategy	PDC, PDOT
• Improve the Martin Luther King Jr. Boulevard streetscape with single ornamental streetlights, street trees, tree grates and special concrete scoring patterns	PDC, PDOT
• Work to acquire and assemble nonresidential properties or encourage partnerships on Block 25 for development	PDC
• Work with Multnomah County to encourage partnerships on Block 9 for redevelopment.	PDC, Multnomah Co.
• Issue a Request for Proposal to potential developers for PDC Block 25 holdings	PDC
• Work to acquire and assemble nonresidential properties or encourage partnerships on Block 10 for redevelopment.	PDC
• Work to acquire and assemble or encourage partnerships for other properties to realize the King Neighborhood District 1 vision.	PDC

Implementation Strategy

Task/Projects	Funding
ONE-YEAR COMPLETION	
• Vacate Sumner Street	Public
• Assemble Block 25, encourage partnerships	Public/Private
• Encourage partnerships on Block 9	Public/Private
• Block 25 Request for Proposal	Public/Private
• Transportation analysis and implementation	Public
• Parking strategy	Public
• Martin Luther King Jr. Blvd. street improvements	Public/Private
• Pedestrian crossing improvements at Sumner and Emerson	Public
TWO-YEAR COMPLETION	
• Work to assemble Block 10 nonresidential properties or form partnerships	Public/Private
FIVE-YEAR COMPLETION	
• Work to acquire other key parcels or encourage partnerships	Public/Private

NEXT STEPS

The King Neighborhood Association - District 1 Commercial Development Strategy is consistent with the Albina Community and King Neighborhood Plans and implements applicable Actions and Policies from those plans. The Development Strategy now goes to the King Neighborhood Association Board of Directors for adoption and then to the PDC and City Council for acceptance. Once accepted, the PDC should take the following steps to implement the strategy:

Development

1. Work to assemble properties and encourage partnerships on Block 25 for development and redevelopment.
2. Prepare and issue a Request for Proposal for development of Block 25 that concurs with planning documents and this strategy.
3. Work to assemble nonresidential parcels and encourage partnerships on Block 10.
4. Work to encourage partnerships on Block 9.
5. Work to acquire and assemble other key parcels and encourage partnerships.

Transportation

1. Develop a strategy for creating additional public parking and management of public and private parking resources including but not limited to shared parking. Investigate ways to reduce employee parking demand including car/van pools, shuttle vans and transit incentives.
2. Work with property owners to vacate Sumner Street between Martin Luther King Jr. Blvd. and Garfield.
3. Conduct a traffic analysis to assure left turns from Martin Luther King Jr. Blvd. to Sumner Street. Also analyze realignment of access to the study area to coincide with Sumner on the east side of Martin Luther King Jr. Blvd.
4. Identify funding sources for improvements.
5. Continue the current improvements on Martin Luther King Jr. Blvd. to reinstate on-street parking between Alberta and Killingsworth.

Streetscape and Urban Design

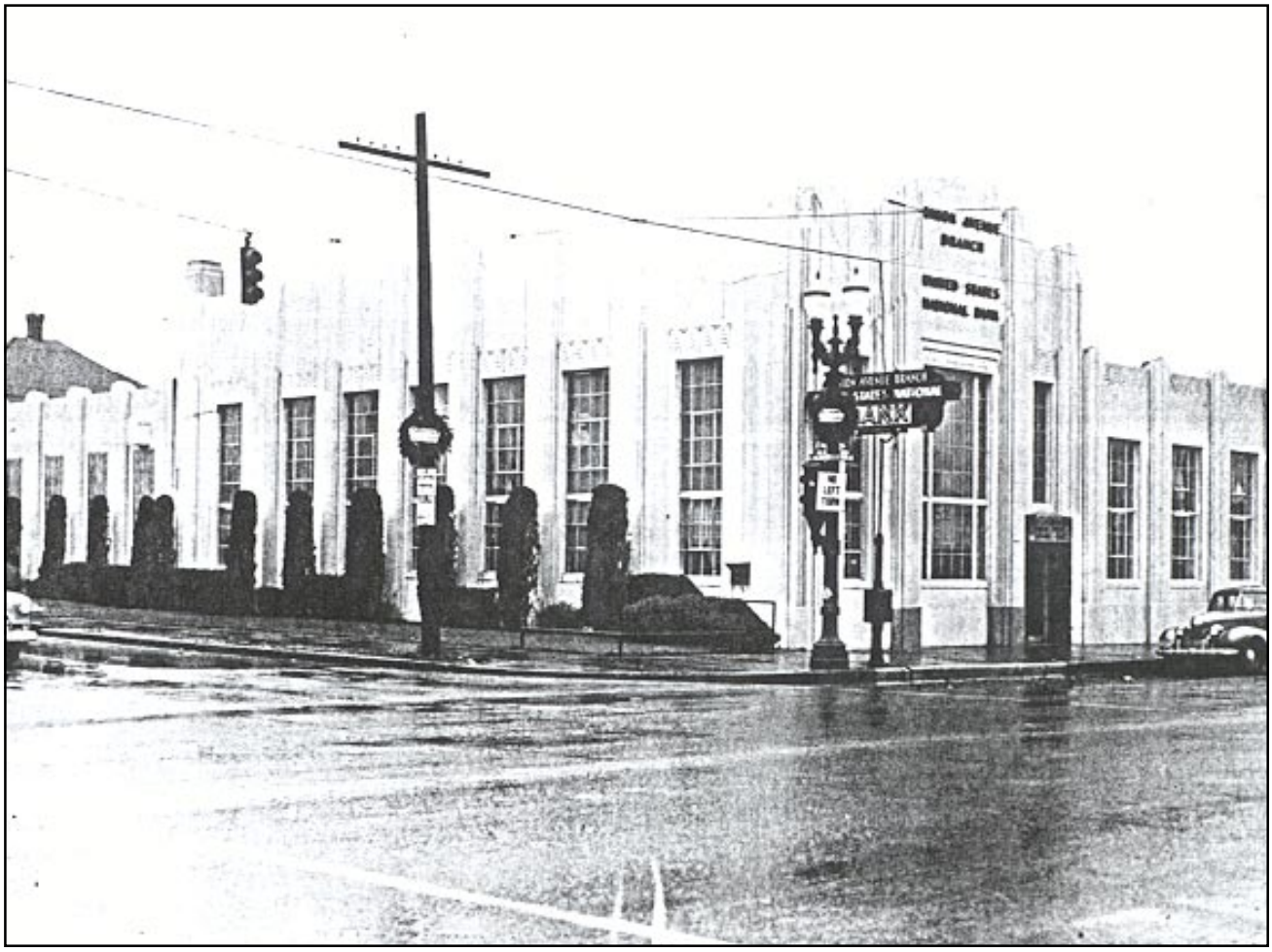
1. Continue the current improvements on Martin Luther King Jr. Blvd. from Alberta to Killingsworth with cast-iron single ornamental streetlights, street trees, tree grates and other pedestrian improvements.
2. Prepare a unified site plan for public open space and internal pedestrian, bicycle and vehicular circulation.

For additional information and continued involvement, contact:

Michael McElwee
Portland Development Commission
1900 SW Fourth Avenue, Suite 7000
Portland OR 97201

503-823-3351

APPENDIX



Union State Bank was an elegant Art Deco building with vertical lines that accented the facade of the building. Later razed, the site now has a modern Wells Fargo bank.