

# PDC

## PORTLAND DEVELOPMENT COMMISSION

**DATE:** June 8, 2011  
**TO:** Board of Commissioners  
**FROM:** Patrick Quinton, Executive Director  
**SUBJECT:** Report Number 11-44

Authorize the Executive Director to execute one or more Public Improvement Contracts for an amount not to exceed \$550,000 for the construction of the King Gateway and Heritage Markers Project in the Oregon Convention Center Urban Renewal Area

### EXECUTIVE SUMMARY

#### BOARD ACTION REQUESTED

Adopt Resolution No. 6885

#### ACTION SUMMARY

This action will authorize the Executive Director to enter into contracts for construction of the King Gateway and Heritage Markers project located at NE Grand Ave, and Hancock Street where Grand Ave transitions into NE Martin Luther King Jr., Blvd. (King Blvd.) The project is currently out to bid, closing on June 22, in an effort to keep the project on schedule. The property is owned by Portland Bureau of Transportation (PBOT) and is considered public right of way.

The project is fulfilling long-standing community goals first identified in two neighborhood plans adopted by City Council in 1993; the Albina Community Plan (ACP) and the Eliot Neighborhood Plan (ENP). Each plan designated the 15,000 square foot triangular site as a gateway that marks the entrance into the Albina Community. The plans also call for the celebration of the diverse cultural character of the North Northeast neighborhoods. In 2005, PDC collaborated with area neighborhoods to create the Martin Luther King Jr. Blvd. Strategy Update and Action Plan (Action Plan) which the Board adopted in 2006 (Resolution No. 6374). This project is identified in Plan Strategy #3: *Highlight the image and market on King Blvd.*, Action Item 1: *Create a gateway into the inner northeast neighborhoods of north of Broadway on Martin Luther King Jr. Blvd.*

In 2007 staff worked with the community to complete the design of the gateway site and the heritage markers. The plaza includes open space for community gathering as well a cultural opportunity to discover the history of the neighborhoods. 20-foot tall heritage markers with sixteen interpretive panels tell the stories of the diverse community and their contribution to the city of Portland.

While typically a project of the type does not usually require four years to complete, due to ORS. 457, PDC cannot use its resources for maintenance. There was no desire to construct the project until a sustainable maintenance plan was arranged. It was not until

2010 that staff obtained a commitment with the Oregon Convention Center to maintain the site did the project continue to move forward. Metro recognizes the community goals and see this improvement as positive enhancement for the entire OCC URA.

## **PUBLIC BENEFIT**

This action will benefit the public by supporting the following Commission goals for the Plan area:

### **This action will support the following PDC goals:**

- Strong Economic Growth and Competitiveness
- Sustainability and Social Equity
- Healthy Neighborhoods
- A Vibrant Central City
- Effective Stewardship over our Resources and Operations, and Employee Investment

The project's bidding and construction services will be managed internally by PDC's Construction and Environmental Services department. One of the project's goals is to have the construction work accomplished by local firms, preferably from the surrounding neighborhoods. Staff has already begun outreach to the community so it is fully informed of this opportunity. While this is considered a small project, based on an ECONorthwest study, 5 FTE construction jobs will be associated with the project.

## **PUBLIC PARTICIPATION AND FEEDBACK**

In 2007, PDC established a twelve member Stakeholder Advisory Group whose members have remained with the project during the design process. Numerous public meetings and open houses have occurred during the process to elicit feedback and collect stories of the neighborhoods for the interpretive panels. The following organizations received presentations throughout the design process: Lloyd TMA, Lloyd District Community Association, Eliot, Boise and King Neighborhood associations, North Northeast Coalition of Neighborhoods and the Oregon Convention Center Urban Renewal Area Committee (OCC URAC). Generally feedback has been supportive and positive. (See attached letters of support Exhibit E) Recently, concerns were raised recently by pedestrian groups advocating sidewalks on all three sides of the site. The issue was assessed by PBOT, who ultimately concurred with the design as presented and approved by Design Review.

## **COMPLIANCE WITH ADOPTED PLANS AND POLICIES**

The Oregon Convention Center Urban Renewal Plan (OCC Plan) was adopted in 1989 and amended in 1993 to include the boundary north along King Blvd to Rosa Parks Way. While the OCC Plan specifically does not include this project, it incorporates the goals of the ACP which includes the following:

- Reinforce Albina's identity...celebrate its special diverse architectural and cultural character

- Provide opportunities for people outside of the district to experience the positive characteristics of the Albina Community
- Strengthen the Albina Community's sense of place through the promotion of its art, history and culture
- Develop district and neighborhood gateways that mark the entrances in the Albina Community Plan area

In addition, the project was included in the Martin Luther King Jr. Blvd. Strategy Update and Action Plan (Action Plan) which the Board adopted in 2006 (Resolution No. 6374).

### **FINANCIAL IMPACT**

The financial impact for construction of the of the project is not to expected to exceed \$550,000, which is budgeted in the Oregon Convention Center URA FY 2010-11 Revised Budget and FY 2011-12 Proposed Budget under budget code H25537. The bid documents includes some deleted elements as add alternates should the bids come in lower than expected.

### **RISK ASSESSMENT**

The project team, including PBOT staff, has provided documentation of the site but unknown site conditions could affect the construction budget and schedule. To mitigate this risk, there is a 15% construction contingency and the bid package will have 6 alternative bid items to allow flexibility to construct within existing resources.

If the project is not constructed, however, there is a risk related to the impact that it would have on the north/northeast community after four years of stakeholder involvement. The project has consistently been identified through multiple planning documents has a top tier priority that celebrates the multicultural diversity of the neighborhoods.

### **WORK LOAD IMPACT**

Staff resources are available and programmed to support the proposed action.

### **ALTERNATIVE ACTIONS**

If the Board does not approve the delegated authority to execute a contract up to \$550,000 the project work will not commence this summer/fall and the project will risk not being completed by January 16, 2012, in time for the next annual celebration of Dr. Martin Luther King, Jr. birthday.

Alternate Actions include:

- a) The Board could elect to reject the authorization amount and thereby forgoing funds expended to date with likely significant community relations impacts.
- b) The Board could request and authorize a greater reduction in the construction budget. A reduction request would significantly impact the design, triggering another presentation to Design Review, with negative impacts to soft costs, schedule and community relations.

- c) The Board could request staff wait until the bid closing on June 22, delaying the start of construction. A delay would result in having the majority of the construction occurring during the unpredictable weather months in the fall and winter.

## CONCURRENCE

PBOT and Metro are in concurrence on the development.

## BACKGROUND

The Gateway and Heritage Markers Projects fulfills long-standing community goals and celebrates the unique characteristics of the North/Northeast neighborhoods. The Project originated in previous community planning efforts begun over two decades ago by area residents and business owners. The following Plans reflect some of the key desires and/or policy goals for the area:

### Albina Community Plan (1993)

- Provide opportunities for people outside of the district to experience the positive characteristics of the Albina Community
- Strengthen the Albina Community's sense of place through the promotion of its art, history and culture
- Develop district and neighborhood gateways that mark the entrances in the Albina Community Plan area
- Improve the appearance of the boulevard and enhance the experience of pedestrians

### Eliot Neighborhood Plan (1993)

- Develop a park as a gateway at or near the area bounded by NE Hancock Street, NE Broadway Street, NE Martin Luther King, Jr. Boulevard and NE Grand Avenue, including a memorial to Dr. Martin Luther King, Jr.

### Martin Luther King, Jr. Boulevard Transportation Project (1998)

- Support the creation of gateways that enhance the distinctive identity of NE Martin Luther King, Jr. Boulevard
- Support elements contributing to a pedestrian friendly environment

### Martin Luther King, Jr. Boulevard Strategy Update and Action Plan (2006)

- Highlight the image and commercial destinations on NE Martin Luther King, Jr. Boulevard
- Implement Albina Community Plan goal of creating gateway into inner North/Northeast neighborhoods north of Broadway

These desires are further delineated in the NE Martin Luther King, Jr. Boulevard Gateway and Heritage Markers Concept Master Plan dated September 2008. A 12-person

Stakeholder Advisory Group as well as input from the public open houses authored the Plan for the PDC and PBOT. The three stated goals of the project are as follows:

- Create a clear threshold announcing the arrival into a unique neighborhood district
- Preserve, interpret and celebrate the diverse history of the area's cultural community
- Focus the Markers on local neighborhood stories

The Project will be built with quality materials, distinct and significant landscape features and be accentuated with the Markers. The plaza includes open space for community gathering as well a cultural opportunity to learn the history of the neighborhoods. Four 20-foot tall heritage markers with sixteen interpretive panels tell the stories through historic images and information of the diverse community and their contribution to the city of Portland. The interpretive content for the Markers was gathered from the community through open houses and a local historian. The work generated about 60 stories that convey the following:

- The history of inner N/NE Neighborhoods from 1800's to 1980's
- The history of communities that call, or have called, the project area home, including Native American, Irish, Scandinavian, German Russian, Eastern European, and African American

From the stories emerged the themes of immigration and migration, activism and civil rights, commerce and transportation, ethnicity and race, and community-building.

Sustainable strategies for the project focus on the use of durable and locally sourced materials, retention of valuable district green space, new trees enhance the site's overall canopy cover and integration of stormwater best management practices.

**ATTACHMENT:**

- A. Project Summary
- B. Project Illustration
- C. Project Illustration
- D. URA Fund Summary
- E. Letters of Support

## PROJECT SUMMARY

<b>Project Name:</b>	The Martin Luther King, Jr. Boulevard and Gateway and Heritage Markers Project
<b>Description:</b>	Redevelopment of PBOT owned right of way parcels into a gateway/plaza, including interpretive panels depicting the history of the NNE neighborhoods.
<b>Location:</b>	The site is located at the confluence of NE Grand Avenue and NE Martin Luther King, Jr. Boulevard where the vehicular traffic transitions from one-way to two-way at NE Hancock Street.
<b>URA:</b>	Oregon Convention Center
<b>Current Phase:</b>	Pre- Bid and Permits
<b>Next Milestone:</b>	Construction
<b>Completion Target:</b>	August 2011
<b>Outcome:</b>	Plaza/Gateway
<b>Aerial Photo:</b>	



**PROJECT ILLUSTRATIONS**  
**Gateway Site**

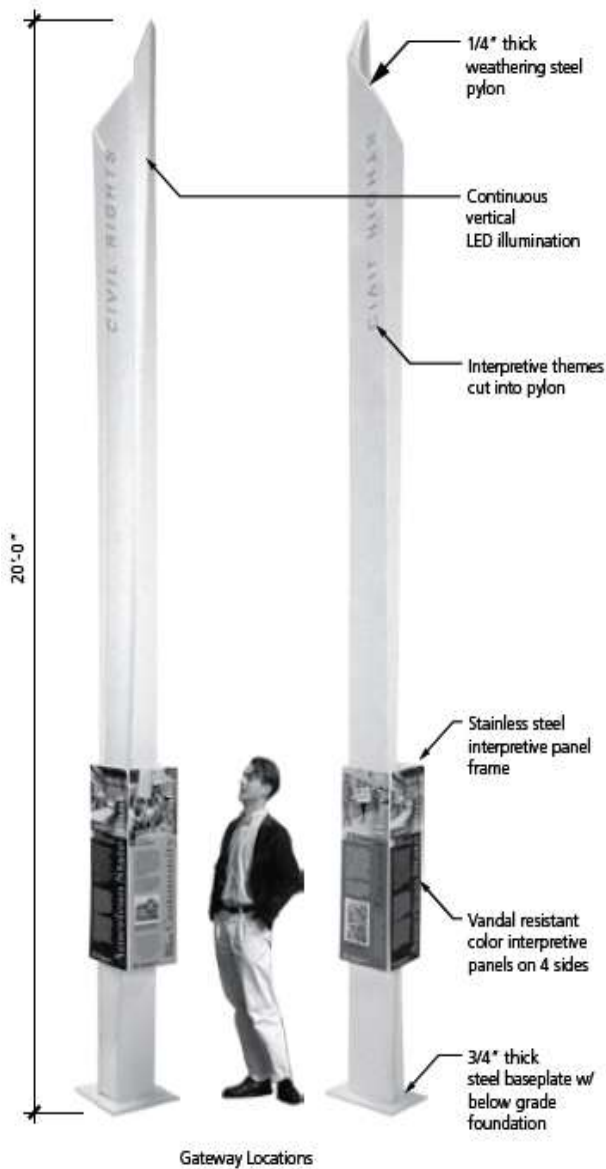


**South View**



**North View**

**PROJECT ILLUSTRATIONS**  
**Heritage Markers**





## URA FUND SUMMARY

### Financial Summary

#### Fund Summary - Five-Year Budget Projections

	Revised FY 2010-11	Proposed FY 2011-12	Forecast FY 2012-13	Forecast FY 2013-14	Forecast FY 2014-15	Forecast FY 2015-16
<b>Convention Center URA</b>						
<b>Resources</b>						
Beginning Fund Balance	3,054,495	1,638,487	1,864,342	2,065,828	39,175	303,122
Fees and Charges	0	0	0	0	0	0
Interest on Investments	75,000	50,000	25,000	0	0	0
Loan Collections	527,079	325,000	300,000	300,000	300,000	300,000
Miscellaneous	0	0	0	0	0	0
Property Income	208,000	0	0	0	0	0
Reimbursements	0	0	0	0	0	0
TIF Proceeds	7,495,500	20,495,500	19,198,939	0	0	0
Transfers In	0	0	0	0	0	0
<b>Total Resources</b>	<b>11,360,074</b>	<b>22,508,987</b>	<b>21,388,281</b>	<b>2,365,828</b>	<b>339,175</b>	<b>603,122</b>
<b>Requirements</b>						
<b>Program Expenditures</b>						
<b>Business Development</b>						
<b>Business Lending</b>						
H79020 Business Finance	512,500	500,000	500,000	0	0	0
<b>Cluster Industry Development</b>						
H72026 Cluster Development	0	200,000	200,000	0	0	0
H79022 Business Retention	20,000	0	0	0	0	0
H79100 Site Recruitment	0	38,000	38,000	38,000	0	0
<b>Small Business &amp; Entrepreneurship</b>						
H72030 Neighborhood Economic Development	100,000	100,000	100,000	0	0	0
<b>Business Development Total</b>	<b>632,500</b>	<b>838,000</b>	<b>838,000</b>	<b>38,000</b>	<b>0</b>	<b>0</b>
<b>Housing</b>						
<b>PHB Housing</b>						
H19032 King/Parks Affordable Housing	250,000	1,519,066	0	0	0	0
H80002 MFH - 2nd and Wasco	5,000	0	0	0	0	0
H80003 Lloyd Cascadian Phase II	3,000	0	0	0	0	0
H80026 Grant Warehouse - Affordable Housing	285,392	0	0	0	0	0
H80042 OCC Miracles Club	3,151,863	0	0	0	0	0
H80043 Rose Qtr Afford Rental Housing	89,000	0	0	0	0	0
H89049 McCoy Apartments Rehab	989,455	367,800	0	0	0	0
<b>Housing Total</b>	<b>4,773,710</b>	<b>1,906,866</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Infrastructure</b>						
<b>Public Facilities</b>						
H25537 MLK Jr Blvd Gateway Improve	290,000	500,000	0	0	0	0
<b>Transportation</b>						
H29072 Rose Quarter Connection	0	0	150,000	0	0	0
<b>Infrastructure Total</b>	<b>290,000</b>	<b>500,000</b>	<b>150,000</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Property Redevelopment</b>						
<b>Commercial Real Estate Lending</b>						
H25533 Vanport Redevelopment	15,000	0	0	0	0	0

## LETTERS OF SUPPORT

To Whom it May Concern:

The Land Use and Transportation Committee of the NECN (Northeast Coalition of Neighborhoods), comprised of the land use chairs of 12 Northeast Portland neighborhood associations, has been concerned for some time about the gateway project long planned for NE MLK Boulevard at NE Hancock. We had heard some time ago from PDC reps about a proposal-in-process for the site but have heard nothing since and, at the same time, becoming aware of the deteriorating condition of the entrance site. A site that frankly had become a blight.

This summer as the weeds grew and trash collected in the bushes and pedestrians took their lives in their hands crossing the unmarked area, we encouraged a member of our committee to pursue the PDC to get some resolution to the problem – and she did.

At our September 22 meeting PDC's rep Irene Bowers gave us the news we wanted. Members were positive and hopeful about the proposed plans. – a serious park design, acknowledgement of the historical importance of the community that the "gateway" signifies, the traffic calming, the pedestrian-friendliness, etc. The safety of the intersection is of concern to some members of the committee but it appears that PDC was adequately able to answer their questions. We were also encouraged that the Convention Center would be responsible for the continued maintenance as we were concerned that something would be built, but that we would be seeing languishing upkeep in the future.

This gateway is important, as important as the other projects PDC has built in the area. It has been sorely needed. A formal vote of support was not taken at our Land Use and Transportation Committee meeting. However, as the committee chair, I can report that we were generally pleased with what Irene presented to us. And support its rapid implementation.

Sincerely,

George M. Bruender  
NECN LUTC co-chair  
503-267-8979



# NNEBA

"Since 1974, promoting and sustaining economic and business development in inner N/NE Portland."

April 27, 2011

Portland Development Commission

Re: Gateway Heritage Marker Project

Dear Commission Members,

We, the Board of Directors of the North Northeast Business Association (NNEBA), wish to voice our unanimous support of the *Gateway Heritage Markers Project* entering the *MLK Jr. Blvd. Corridor* and the team responsible.

NNEBA supports programs and projects that strengthen the commercial vitality of our N/NE community. We support Projects that create local jobs, workforce opportunities, and economic resources made available to businesses and professionals operating within these boundaries – particularly locally based, minority-owned, and women-owned firms.

Further, we fully endorse projects that increase the visibility and positive profile of the "SOUL DISTRICT" business community and surrounding neighborhoods while honoring the diverse cultures, ethnicities, and heritages they represent. This has been a truly inclusive process from conception through design.

The *Gateway Heritage Markers* clearly demonstrates Portland's commitment to embracing diversity and equity to both residents and visitors.

Thank you for your time and consideration,

*Joice A. Taylor*, Chair  
Signed on behalf of the Board of Directors  
North Northeast Business Association (NNEBA)  
PO Box 11565  
Portland, OR 97211

**2011-12  
Board of  
Directors**

**Joice Taylor**  
Chair  
Global Management  
Strategies, LLC

**Gary Marschke**  
Vice Chair  
RPM Associates

**Ron Laater**  
Treasurer  
Print Results

**Felicia Tripp-Folsom**  
Portland Housing Center

**Rodney Ferguson**  
Spirit Mountain Casino

**John Washington**  
Flosser Media

**Ian Jaquiss**  
Portland Trail Blazers

**James Hansen**  
Henry V Events

**Glenn Smith**  
Concordia University

**Alem Gebrehiwot**  
Queen of Sheba  
Atrique  
Restaurants

**Harry Jarvis**  
Local Lounge

**Mercy Corps NW**

**Board Liaisons**

**Skip Newberry**  
Office of Mayor  
Sam Adams

**Stephen Green**  
MLK Jr. Blvd.  
Portland Development  
Commission

**-KING NEIGHBORHOOD ASSOCIATION-**

**4815 NE 7<sup>TH</sup>  
PORTLAND, OR 97211  
KINGNEIGHBORHOOD.ORG**

9/12/2009

To Whom It May Concern,

The King Neighborhood Association has deliberated on the proposed MLK Gateway and Heritage Marker program and we would like to offer our strong support for this project. As MLK Boulevard and Northeast Portland as a whole evolve and grow into the 21<sup>st</sup> century, it is an inarguable benefit to weave reminders of the community's past into the hardscapes and landscapes around us. We would like to thank Irene Bowers and the PDC for undertaking this project and involving the KNA in the feedback process.

While we offer our strong support for this project as it stands, we would like to make clear two provisions that are essential to continued KNA support. Firstly, that the major vertical hardscape materials (e.g. benches, plinths) be graffiti-proof or graffiti-resistant, in order to discourage defacement of the project structures. Secondly, that there be in place, before ground is broken, an explicit designation of caretaking and upkeep responsibilities to a particular City agency.

Please direct any questions about this letter of support to myself or to Trace Salmon, Co-Chair, King Neighborhood Association.

Sincerely,



Charles Boardman

Chair, KNA

503.333.3977

[charles.boardman@kingneighborhood.org](mailto:charles.boardman@kingneighborhood.org)



Dear Ms. Bowers:

The Lloyd Transportation Management Association Board of Directors recently heard a presentation regarding PDC's Heritage Gateway project at NE Grand and NE Hancock. We were very impressed with the overall purpose of the project and the design chosen for implementation. We are very pleased to support the PDC in its effort to finalize and implement this new asset for the N/NE community. We truly believe that this Gateway will serve as a long lasting asset and identifier for this area on the eastside of the Central City.

Our support was garnered given that the project provides the following benefits to our community. These include:

- The project highlights the proud heritage of the N/NE neighborhoods by giving the new space a sense of local history that should be communicated and not forgotten.
- The project improves the visual appeal at the entry/exit point for the N/NE neighborhoods by activating the space with both hard and landscaped amenities.
- The addition of two significant bioswales is in keeping with green and sustainable practices goals of the Lloyd District and the N/NE communities.

With any added amenity, it is important that we express our support for an implementation plan that assures improved bicycle accessibility to and through the residential area and safe pedestrian access to the Heritage Gateway site. Similarly, the plan should also address on-going maintenance and upkeep of the site at a level that maintains the quality and beauty of the investment being made. The Gateway cannot be allowed to fall into disrepair but should serve as a lasting visual asset into the area.

Again, we are excited by this investment in the area and are pleased to support the project. PDC should be commended for a process that led to a design that our community can be proud of for years to come.

Let us know if there is more that our association can do to continue the process to move this project to completion.

Yours truly,

A handwritten signature in black ink, appearing to read "David Gragg", is written over the typed name and title.

David Gragg  
Chairman, Lloyd TMA