Main Street Parkrose

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main street parkrose
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Gordon Boorse, Parkrose Business Association (Compact & Recycling Equipment)
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<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>introduction</td>
<td>1</td>
</tr>
<tr>
<td>parkrose today</td>
<td>5</td>
</tr>
<tr>
<td>parkrose future</td>
<td>11</td>
</tr>
<tr>
<td>recommendations</td>
<td>15</td>
</tr>
<tr>
<td>reference</td>
<td>27</td>
</tr>
</tbody>
</table>
In late 2006, members of the Parkrose Business Association and Parkrose Neighborhood Association joined together to form the Parkrose Vision Team. As its top priority, the Vision Team charged itself with improving the local business district along Sandy Boulevard between 102nd and 122nd Avenue, a district stripped of its former vitality by years of commercial disinvestment, concerns about safety, and increasing competition from nearby large-scale commercial centers.

To aid their efforts the Parkrose Vision Team sought the assistance of PlanPDX, a group of Master of Urban and Regional Planning students at Portland State University in early 2007. PlanPDX was asked to work with the Vision Team to improve the Vision Team’s understanding of existing district conditions and assist in the development of goals for the district that could inform and guide future improvement efforts. Utilizing a variety of research methods including community outreach efforts, in-person interviews, technical analysis and organizing two well-attended community workshops, the Vision Team and PlanPDX successfully generated three primary goals for the future of Parkrose’s commercial center. The goals, **Strong Community**, **A Great Place to Be** and **Vital Business District**, were created directly from the input of Parkrose residents and business owners, and collectively represent the neighborhood’s desire to **Create a Downtown** in Parkrose.

After determining the community’s goals for the business district, PlanPDX researched local program options, explored case studies from around the country, and consulted with local planning experts to generate a series of recommendations aimed at helping the Vision Team achieve the goals. Through several collaborations with the Vision Team, a final set of nine recommendations has been developed. Each of the recommendations, presented in the diagram to the right, is tailored to fit Parkrose and aimed at directly addressing one or more of the three goals generated by the neighborhood.
This document describes the current conditions in Parkrose today and presents nine recommendations aimed at improving conditions along Sandy Boulevard. Specifically, this document is intended to provide the Vision Team with a valuable resource in its ongoing efforts. Armed with knowledge about its business district and a set of short, medium, and long term recommendations, the Vision Team can make informed, deliberate decisions that will help revitalize Sandy Boulevard and create the downtown Parkrose residents would like to see.
The Evolution of Parkrose

Located in what is now Northeast Portland, Parkrose was first settled in the 1840s as a farming community. As Portland grew eastward in the early 1900s, Parkrose became increasingly integrated into the metropolitan area. In 1911, Parkrose Acres, a community that included industrial, commercial, and residential areas was planned on 2,300 acres. When the plat was filed on October 5, 1911 the area was named Parkrose.

First school in Parkrose located on 122nd and Sandy Boulevard, circa 1890 - photo courtesy of Dorris Nichols

Parkrose neighborhood, Northeast Portland
A few short years after the platting of Parkrose construction began on the Columbia River Highway, and Sandy Boulevard became the entry point into the Portland metropolitan area from the east. As a result, much of Parkrose quickly urbanized. During this period Sandy Boulevard served as a downtown for the Parkrose community. Commercial offerings in and along Sandy included a bank, a pharmacy, a post office, a bowling alley, a movie theatre and drive-in, several grocery stores, medical offices, and restaurants. With the construction of Interstate 84 and 205 in the 1960s and 1970s many of these commercial offerings went into a period of decline and disinvestment; coupled with the rise of auto use and large-scale supermarkets the businesses could not compete. The City of Portland officially annexed Parkrose in 1983.
Parkrose Today

Sandy Boulevard from 102nd Avenue to 122nd Avenue is a significant transportation corridor for the Parkrose neighborhood and the greater Portland Metropolitan Area. Interestingly, the two sides of Sandy Boulevard differ from each other with regard to building styles and uses. While the north side of the street is home to many industrial and auto-dependent businesses, the south side is lined with a wide variety of small-scale retail stores with limited set-back from the sidewalk and nearby homes.

To develop a thorough understanding of Sandy Boulevard and Parkrose itself, current conditions along the boulevard were investigated. Identification of community characteristics was conducted through analysis in the following areas:

- Demographics
- Crime
- Transportation
- Economic Development
- Form and Use
Current Conditions: Demographics

A demographic analysis of the current composition of Parkrose, as well as recent social and economic trends in the neighborhood, provides a better understanding of the context of the area. Notable demographic findings from U.S. Census data include:

• Parkrose is diverse: Parkrose has a similar ethnic make up as Portland as a whole, with a slightly higher percentage of minority groups.
• Parkrose is getting younger: The percent of total population over 65 years in age has fallen from 14 percent in 1990, to 8.8 percent in 2000, to 8.4 percent in 2006.
• Parkrose is affordable: Home prices in Parkrose are more affordable than the greater Portland area with a median home price of $211,769 in 2006 compared to $270,500 for the Portland region.
• Home ownership is increasing: More Parkrose residents are homeowners than renters for the first time in 16 years.
• In 2000, Parkrose lagged behind Portland with respect to the attainment of advanced educational degrees.

Diagram illustrating the distribution of age in Parkrose neighborhood (ESRI Business Analysis)
Current Conditions: Crime

Crime is an important concern to residents near Sandy Boulevard. During the April, 2007 workshop nearly ten percent of participants said that less prostitution, crime and drug activity would bring them to Sandy Boulevard more often. The study area was re-designated a prostitution-free zone in April of 2007. Transients and crime in less visible areas near the railroad tracks one block north of Sandy Boulevard are also of concern. Key findings related to crime include:

- Crime has increased in Parkrose in the past 10 years.
- The community perceives prostitution to be a common problem along Sandy Boulevard.
- Portland Police recently increased its presence along Sandy Boulevard by adding a two-officer foot patrol.

Although statistics from Portlandmaps.com show that reported crime is concentrated along Sandy Boulevard, the Boulevard does not exhibit higher reported crime rates than other major thoroughfares throughout the region.
Current Conditions: Transportation

Traffic along Sandy Boulevard in Parkrose provides both opportunities and challenges. As an important arterial, Sandy Boulevard has good access to Interstate 205 and Washington State. But congestion often occurs during afternoon rush hour traffic. Residents feel that the opening of Cascade Station in the summer of 2007 will further increase the amount of traffic on 105th Avenue.

The Sandy Boulevard-Parkrose Improvement Plan of the late 1990s drastically improved the safety and access of the street. This project added a center turning lane as well as pedestrian islands. Sandy Boulevard is also designated a city bikeway and walkway with bike lanes and wide sidewalks. Metro’s 2040 Growth Concept defines Sandy Boulevard as a Regional Main Street.

Many residents feel that traffic and noise negatively impact the desirability of walking and shopping along the street. While congestion is a significant issue along Sandy Boulevard, traffic volumes are similar to other commercial roads in the region. For example, Sandy Boulevard in the Hollywood neighborhood has a larger amount of daily traffic. However, Sandy Boulevard is narrower and traffic slower in Hollywood as compared to Parkrose.

The Portland Transportation System Plan classifies Sandy Boulevard as a:
- Major City Traffic Street
- Major Truck Street
- Transit Access Street
- City Bikeway
- City Walkway
- Major Emergency Response
- Regional Main Street
Current Conditions: Economic Development

The economic development section serves to assess the current commercial conditions along Sandy Boulevard. This will provide insight into the range of commercial opportunities along the study area, as well as an assessment of the current and future viability of the commercial district.

- Average household incomes in Parkrose are lower than the region as a whole.
- Supply and demand for commercial properties along Sandy Boulevard Parkrose face both opportunities and challenges.
- Land rents along Sandy Boulevard are not at levels needed for larger scale development or redevelopment.
- Commercial centers and destinations in close proximity to the Parkrose neighborhood make it unlikely larger retail businesses (such as a large scale grocery store) will locate along Sandy Boulevard.
- Assemblage of adjacent tax lots into larger parcels might provide more opportunities for economic development of the corridor.
Current Conditions: Form and Use

Building form and uses along Sandy Boulevard help us to understand the area’s development capacity and potential. The size and shape along with the zoning designation help determine what types of development can occur in the area. Some notable form and use characteristics include:

South Side of Sandy: The irregular zoning along with small parcels make the assemblage of land for larger development difficult, but as mentioned in the Economic Development section land rents along Sandy are not yet high enough for large scale redevelopment to occur.

North Side of Sandy: A significant amount of land is undeveloped or used for parking. This suggests that there is room for future development, but the proximity of the railroad tracks to the north reduces the size of property from west to east.

Zoning: Most of Sandy Boulevard is zoned as General Commercial (CG)-the most permissive zoning code in the City of Portland - allowing the greatest number of uses with the fewest restrictions.

Main Street: Sandy Boulevard’s designation as a Main Street (Metro) encourages pedestrian-oriented development and provides opportunities to receive governmental funding for improvements along the street.
The Parkrose Vision Team created three goals representing the interest and desires of the community: building a Strong Community, making Sandy Boulevard A Great Place to Be, and developing a Vital Business District. Together these goals capture the neighborhood’s desire to make the business district on Sandy Boulevard a true neighborhood downtown.

Please refer to Methodology in the Reference section for detailed information on the community workshop and how the goals were created.
Goal 1: Strong Community

Creating a strong and organized community is an essential first step for the neighborhood and business district in revitalizing Sandy Boulevard. A strong community can be described as having a thriving social network exhibiting established social connections, effective leadership, consistent participation and support of community events.

Effective Communication: Good communication within a community helps bring people together and creates new opportunities for neighborhood projects. Creating connections between people, organizations, and resources encourages partnerships and collaboration.

A Strong Parkrose Vision Team: The Vision Team can provide key leadership and coordinate neighborhood activities. A strong Vision Team would be representative of the community and serve as a catalyst for action.

Fully Utilizing all Existing Resources: Leveraging the people, places and organizations already active in Parkrose will help create a strong foundation for the community. Building connections and realizing the full potential of existing assets enhances the community network while supporting efforts to create a better future.
Goal 2: A Great Place to Be

Parkrose residents and business owners have continually emphasized the importance of creating an inviting atmosphere along Sandy Boulevard. Sandy Boulevard is often described as “unattractive”, “not well-maintained” and even “dirty” when residents explain why they do not frequent their local business district. Neighborhood members exhibit a strong desire for change.

**Beautification:** A well-maintained streetscape is inviting to local residents and visitors. It also presents a sense of pride and vitality.

**Safety:** A safe community enables a welcoming and comfortable place for all.

**Identity:** A strong sense of identity can strengthen pride among community members and help create a shopping and recreation destination. A unifying character along Sandy Boulevard can create a unique destination that can be demonstrated by businesses, street furniture and common architecture.
Goal 3: Vital Business District

A thriving business district supports the commercial needs of neighborhood residents and business owners, as well as attracts visitors from outside Parkrose. Given the significant amount of daily traffic along Sandy Boulevard, a large number of potential customers regularly pass through the district. Capturing the attention of these motorists and encouraging them to eat or shop in Parkrose would infuse critical capital into the district. However, it is equally important the district cater to the needs of its local patrons. A vital business district would successfully balance these interests.

Enhance Existing Businesses: Parkrose is currently home to a variety of successful local businesses. Promoting these businesses as anchors for the district will enable them to grow over time and enhance a vital Parkrose business district.

Encourage New Development: The development of new businesses in Parkrose will increase the variety of business vitality, and better serve the commercial needs of nearby residents that are not currently met. New developments can also help to create a specific identity for the district.

Create a Destination: The development of Sandy Boulevard as a destination can draw more customers to support local businesses and help to market the Parkrose Business District as a whole.
Recommendations

After the Vision Team formulated goals, PlanPDX investigated possible next steps and drafted a series of recommendations. The recommendations create a timeline for implementation, and include suggestions for potential neighborhood leaders and examples of successful examples in other neighborhoods and cities. The following pages introduce the nine final recommendations and represent the first steps towards creating a downtown in Parkrose.

The table on the following page summarizes the nine final recommendations and their relationship to the community generated goals. It identifies which community stakeholder - the Parkrose Neighborhood Association, Parkrose Business Association, or their nexus, the Parkrose Vision Team - could lead the effort towards revitalization. The table also provides a timeline for implementation as some recommendations can be acted upon immediately while others will take time and preparation. Again, it is important to note these recommendations are only the first step in a long-term community-based effort to create a downtown in Parkrose.
<table>
<thead>
<tr>
<th>Recommendations</th>
<th>What</th>
<th>Goals</th>
<th>Who</th>
<th>Time</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Expand Parkrose Vision Team</strong></td>
<td>A strong, balanced and representative vision</td>
<td>Strong Community</td>
<td>PVC, PBA</td>
<td>Now</td>
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<tr>
<td><strong>Improve Neighborhood Communication</strong></td>
<td>Share information about neighborhood meetings and activities</td>
<td>Strong Community</td>
<td>PVC, PNA, PBA</td>
<td>Now</td>
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<td><strong>Market Parkrose Business District</strong></td>
<td>Joint marketing attracts visitors, establishes district identity and changes existing perception of the district</td>
<td>Great Place to Be Vital Business District</td>
<td>PBA</td>
<td>Now</td>
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<tr>
<td><strong>Enhance Appearance of Sandy Boulevard</strong></td>
<td>An aesthetic and well-maintained commercial district</td>
<td>Great Place to Be</td>
<td>PVC, PBA</td>
<td>Now</td>
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<td><strong>Expand Crime Prevention Programs</strong></td>
<td>The presence of people is the largest deterrent to crime—people on the streets make a significant difference</td>
<td>Strong Community Great Place to Be</td>
<td>PNA</td>
<td>Now</td>
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<tr>
<td><strong>Support Sandy as a Neighborhood Center</strong></td>
<td>Policy designations help ODOT prioritize improvements</td>
<td>Great Place to Be Vital Business District</td>
<td>PVC</td>
<td>2-5 years</td>
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<tr>
<td><strong>Host Neighborhood Event on Sandy</strong></td>
<td>Building upon existing and creating new event will bring community together and promote local businesses</td>
<td>Strong Community Great Place to Be Vital Business District</td>
<td>PVC, PNA, PBA</td>
<td>1-3 years</td>
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<td><strong>Explore District Design Opportunities</strong></td>
<td>Design tools, such as design review and design guidelines, can protect the character and property values of the neighborhood</td>
<td>Great Place to Be</td>
<td>PNA, PBA, PVC</td>
<td>2-5 years</td>
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<td><strong>Partner with Local Business Support Systems</strong></td>
<td>Fill vacant and underutilized commercial properties by tapping into local resources</td>
<td>Vital Business District</td>
<td>PBA</td>
<td>2-5 years</td>
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CDOT - Oregon Department of Transportation  PBA - Parkrose Business Association  PNA - Parkrose Neighborhood Association  PVT - Parkrose Vision Team
Recommendation: Expand Parkrose Vision Team

The Parkrose Vision Team is in a position to provide leadership and coordinate activities and organizations in the neighborhood.

In order to make effective use of its position we recommend the Vision Team:

- Invite representatives from other community organizations to create a more robust and representative group
- Formalize a monthly meeting schedule to encourage attendance and make effective use of members’ time
- Take advantage of leadership/team building training to help build the team’s capacity to take on projects
- The core of the team should be limited to nine members - this allows for manageable meeting sizes with adequate representation
Recommendation: Improve Neighborhood Communication

Good communication within a community brings people together and enables neighborhood projects.

To improve communication within the neighborhood we provide the following recommendations:

• Maximize use of existing resources, such as community facilities and organizations
• Employ a multi-media approach
• Develop a central place where information is posted
• Make better use of websites as a tool to post and receive information
• Develop a community network to communicate information
• Develop a Parkrose specific newsletter to make a wide range of people in the neighborhood aware of community events and issues

Personal communication is often the most effective way of informing people and building support. To “get the word out” the Vision Team must reach out to well-connected individuals who can inform large numbers of people about issues, projects and meetings. This may be an especially effective way of reaching out to the different ethnic communities in the neighborhood. The Oregon School Board Association offers a guide to setting up a “key communicator network” at www.osba.org/commsvcs/kcnetwrk.htm.
Recommendation: Market Parkrose Business District

Collectively marketing Parkrose as a unified business district will maximize advertising funds and help Parkrose proactively create its identity. Using existing channels such as the Parkrose Business Association, the neighborhood can advertise as a unified business district rather than as individual businesses. Individual business logos can be used, but the emphasis should be on promoting Parkrose as a robust commercial destination offering numerous retail and dining options. One local example of this practice is the St. Johns neighborhood. The businesses along Lombard Street have pulled together to promote their commercial business and redefine the city’s perception of St. Johns.

Integrate new promotional materials into the streetscape

Develop a brochure that includes a map and listings of local businesses along Sandy Boulevard. On the right is an example from the Division/Clinton business district.
Recommendation: Enhance Appearance of Sandy Boulevard

Physical improvements to Sandy Boulevard are representative of the overall changes occurring in the district and serve as visual reminders to both residents and visitors that Parkrose is revitalizing.

**Storefront Improvements:** Many improvements can be made at little or no cost to Parkrose businesses. By drawing upon existing resources, small, incremental improvements can change the appearance and perception of Sandy Boulevard.

**Landscaping:** Coordinating the planting of similar flowers or plants can help visitors to Sandy Boulevard recognize they have entered a cohesive area and help draw cars off the road.

**Graffiti Removal:** Working with the Neighborhood Association and local schools to organize a Graffiti Removal Day would improve the appearance of the street, and brings members of the community together. Similar efforts - perhaps using inexpensive or donated recycled paint from Metro – have been successful in towns across the country.

**Local Art:** While commissioning a professional artist may be cost-prohibitive, working with the Parkrose High School art department could lead to quality art downtown. Whether the projects are large - sides of entire buildings - or small - like painting a newspaper box - original art adds uniqueness to the area and creates an important linkage between the students and downtown. The mural at Parkrose High School is an excellent example.
**Recommendation: Expand Crime Prevention Program**

The City of Portland Office of Neighborhood Involvement offers several programs for neighbors to be involved in community policing efforts. The Crime Prevention Program focuses on preserving public safety and enhancing neighborhood livability by solving problems such as drug houses, frequent burglaries, car prowls, chronic nuisances, gang activity, problem liquor establishments, and public safety issues in parks.

**Neighborhood Watch:** A Neighborhood Watch increases safety and security by involving as many households as possible in a united crime prevention effort. While the neighborhood has maintained a Neighborhood Watch in the past, it has not been active on a consistent basis.

**Community Foot Patrols:** A foot patrol is a trained group of volunteers organized to increase the safety of their neighborhood by adding human presence to the streets. A group of residents committed to meeting as a Neighborhood Watch and performing regular foot patrols can drastically improve ‘eyes on the street’ and enhance the perception of safety.

**Business Watch:** A Business Watch is commonly used in a business district or a large office building to address safety issues. Business Watch participants often develop a communication system through a fax or e-mail network to share information about potential problems.

**Education:** Distributing educational materials and attending training courses in a neighborhood particularly affected by a certain type of crime can provide valuable knowledge on what to do when one witnesses a crime.
Recommendation: Support Sandy as a Neighborhood Center

Several opportunities exist for streetscape improvement along Sandy Boulevard. They begin with taking advantage of existing designations for funding. In addition, policy changes can promote the vision the neighborhood desires for the street.

Take advantage of the Metro Main Street designation: Every two years, Metro regional government selects transportation projects to receive approximately $60 million in funding. Priority is given to projects leveraging economic development and the 2040 Growth Concept land use goals, such as Sandy Boulevard’s Main Street designation.

Support the addition of a signalized intersection at 109th Avenue and Sandy Boulevard: The City of Portland Transportation System Plan (TSP) is the policy document that prioritizes all system improvements on the transportation system in the city. A stoplight at 109th Avenue and Sandy Boulevard has been listed as part of the TSP and could slow traffic without reducing overall capacity.

Investigate policy designations: The 1999 Oregon Highway Plan strives to maintain a balance between serving main streets and the through traveler. The following roadway designations may be appropriate for Sandy Boulevard:

- A Special Transportation Area (STA) is an ODOT designated district of compact development located on a state highway. The objective of an STA is to provide access and circulation among businesses and residences and to accommodate pedestrian and transit movement along and across the highway.
- An Urban Business Area (UBA) is a highway segment designation which may vary in size and which recognizes existing areas of commercial activity or future nodes or various types of centers of commercial activity within urban growth boundaries on District, Regional or Statewide Highways where vehicular accessibility are important to continued economic viability.
Recommendation: Host Neighborhood Event on Sandy Boulevard

Community events bring residents and strangers together to energize the street and reintroduce residents with their community, nurture relationships among the community, and have fun!

Create additional events along Sandy Boulevard: For example, the operation of a community based farmers market and other ventures to support small farmers and healthy urban neighborhoods.

Bring existing event in the neighborhood onto Sandy Boulevard: Existing events in the community, including the Parkrose Harvest Festival and Cruise-In, could provide an opportunity to bring parts of these events onto Sandy and as a result bring more people to street.

Create new events on Sandy Boulevard: Parkrose is home to a rich history and neighborhood pride, which deserves celebration.
- Create additional events along Sandy (such as a weekend food market)
- Turn downtown clean-up activities into events
- Host a festival celebrating the 100th birthday of Parkrose in 2011
Recommendation: Explore District Design Opportunities

The design of buildings and spaces in the community is important in maintaining, enhancing, and creating a sense of place. Parkrose should consider whether certain design features should be pursued in the future.

In Portland the process of design review is used in neighborhoods (Hollywood, St. Johns, Gateway, etc.) falling within defined Design Overlay Zones. These areas are typically places where the design of buildings is particularly important or significant new development is expected. However, design review can be instituted outside city regulated Design Overlay Zones through community created discretionary Community Design Guidelines or non-descretionary Community Design Standards. The purpose of both tools is to evaluate development proposals and ensure district unity.

Both Community Design Guidelines and Community Design Standards may be created by the community in coordination with the Bureau of Planning to protect the interests and assets of the local area. Both tools can be an effective mechanism for protecting unique qualities of the community and for shaping future development toward a community identity.
Recommendation: Partner with Local Business Support Systems

Business development is key to a vital business district in Parkrose. Establishing new businesses can be very challenging. However, there are local programs offered by many non-profits, government agencies, and educational institutions that offer assistance.

Explore options from Mercy Corp Northwest: MCNW has a program that provides loans to new and existing businesses that are not bankable (having insufficient or poor credit) but have an entrepreneurial spirit. (www.pdxbizhelp.org)

Connect with the Business Outreach Program at Portland State University: This organization offers mentoring for small businesses, which helps the profitability and viability of the business. Student groups perform a needs analysis of the given business and help guide the business owner(s) through the necessary course of action to ensure the success of their business. (www.sba.pdx.edu/outreach/index.html)

Utilize programs offered by the Hispanic Metropolitan Chamber of Commerce (HMCC): The HMCC offers business and technical assistance for business startup, business expansion and the development of marketing materials, as well as small business loans. All services are free of charge and are offered in both English and Spanish. (www.hmccoregon.com/index.htm)
<table>
<thead>
<tr>
<th>Recommendations</th>
<th>What</th>
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</tr>
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<tr>
<td>Expand Parkrose Vision Team</td>
<td>Invite representatives from other community organizations, formulate monthly meeting schedule, undergo leadership/employee training</td>
<td>Strong Community</td>
<td>PVC</td>
<td>Now</td>
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<td>Improve Neighborhood Communication</td>
<td>Maximize use of existing resources and employ a multi-media approach</td>
<td>Strong Community</td>
<td>PVC, PNA, PTA, PFA</td>
<td>Now</td>
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<td>Market Parkrose Business District</td>
<td>Promote Parkrose as a unified business district providing consumers a range of goods and services</td>
<td>Great Place to Be</td>
<td>PBA</td>
<td>Now</td>
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<td>Enhance Appearance of Sandy Boulevard</td>
<td>Improve storefronts and landscaping along Sandy Boulevard</td>
<td>Great Place to Be</td>
<td>PVC, PBA</td>
<td>Now</td>
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<tr>
<td>Expand Crime Prevention Programs</td>
<td>Further develop current community policing efforts</td>
<td>Strong Community</td>
<td>PNA</td>
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<td>Support Sandy as a Neighborhood Center</td>
<td>Work with ODOT to have Sandy recognized as more than a transportation corridor</td>
<td>Policy designations help ODOT prioritize improvements</td>
<td>Great Place to Be</td>
<td>PBA</td>
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<td>Host Neighborhood Event on Sandy</td>
<td>Food festivals, street fairs, live music – especially for Parkrose's 100th anniversary</td>
<td>Strong Community</td>
<td>PVC, PNA, PBA, PFA</td>
<td>1 - 3 years</td>
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<tr>
<td>Explore District Design Opportunities</td>
<td>Community-driven design tools to promote development appropriate for Sandy Boulevard</td>
<td>Design tools, such as design review and design guidelines, can protect the character and property values of the neighborhood</td>
<td>Great Place to Be</td>
<td>PNA, PBA, PVA</td>
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<td>Partner with Local Business Support Systems</td>
<td>Take advantage of existing business assistance programs to encourage entrepreneurship in Parkrose</td>
<td>Vital Business District</td>
<td>PBA</td>
<td>2 - 5 Years</td>
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The following reference section supplements the information provided in the body of the report. Specifically, the section details the project’s methodology, provides full current conditions reports, includes information regarding existing community strengths and offers additional details for particular recommendations.

<table>
<thead>
<tr>
<th>Reference Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>methodology</td>
<td>28</td>
</tr>
<tr>
<td>current conditions</td>
<td>37</td>
</tr>
<tr>
<td>community strengths</td>
<td>59</td>
</tr>
<tr>
<td>additional recommendations</td>
<td>63</td>
</tr>
</tbody>
</table>
Methodology
The Main Street Parkrose project was a community-based process designed to create a vision for the future of Sandy Boulevard in Parkrose. The project consisted of five phases. The diagram below details the phases and specific elements undertaken to generate the goals and recommendations.
Phase I: Information Gathering

Phase I consisted of three elements: Community Outreach, Research, and Technical Analysis. Further, each element was comprised of several simultaneous tasks. Each element, and its associated tasks, are detailed below.

Community Outreach
This element provided PlanPDX with the opportunity to better understand the current environment along Sandy Boulevard by interacting directly with members of the Parkrose neighborhood. By sharing their historical knowledge of Parkrose and perception of neighborhood assets and constraints, Parkrose residents and business owners provided the foundation for exploring a future for Sandy Boulevard. Each Community Outreach task is detailed below.

Neighborhood Walk
The Parkrose Vision Team introduced PlanPDX to the community by leading a walk along Sandy Boulevard on March 26th, 2007. The walk provided a forum to discuss general neighborhood issues in the context of the neighborhood itself. The walk also served a team building function for members of PlanPDX and the Vision Team.

Interviews
A series of personal and group interviews were conducted with members of the Parkrose community.

First, PlanPDX held an intergenerational focus group on March 31st, 2007 with longtime residents of and business owners in Parkrose. Among many issues, the focus group discussed changes in Parkrose (often with their personal photo albums by their side), local civic organizations, and homelessness. In addition, participants spoke to what was missing in Parkrose as well as the community strengths and assets.
Second, each member of PlanPDX interviewed a member of the Vision Team to better understand their perspective. The one-on-one interviews provided another chance for the Vision Team and PlanPDX to form a relationship and gave Vision Team members a chance to share their thoughts outside of a group setting.

Third, PlanPDX conducted a focus group Parkrose Alternative High School students to understand the unique perspective of Parkrose’s youth. Students were enthusiastic and interested in participating in neighborhood improvement efforts.

Community Inventory
An inventory of the current commercial and community services along Sandy Boulevard from 102nd to 122nd was created to understand the range of existing uses and identify neighborhood assets. The use of each building along Sandy was catalogued and mapped. In addition, a digital panoramic view of both the north and south side of Sandy Boulevard was generated. The panoramas were displayed at the community workshop where attendees wrote comments regarding local businesses and conditions along the street.

Police Ride-A-Long
To understand the level crime activity in the neighborhood, PlanPDX conducted a ride-a-long with the Portland Police Bureau. Discussions with local police officers provided insight into types of crime present in Parkrose and the steps the Bureau has taken to reduce crime.
**Research**
For this element, PlanPDX investigated previous planning efforts in Parkrose, relevant case studies and attended the annual Oregon Downtown Development Association conference to uncover successful revitalization approaches applicable to Sandy Boulevard.

**Review of Historical Planning Efforts**
An investigation of previous planning efforts in Parkrose provided PlanPDX with historical insight into how past planning efforts have impacted Sandy Boulevard.

**Case Study Review**
Downtown business districts throughout Oregon with similar characteristics were identified and assessed to learn how other locales have successfully and unsuccessfully addressed similar issues. In particular, PlanPDX provided the Vision Team with copy of the Oregon Department of Transportation’s handbook for improving main streets that are also state highways.

**Oregon Downtown Development Association Conference**
To learn how other cities and neighborhoods has attempted to revitalize their downtowns, two members of PlanPDX and two members of the Vision Team attended the Oregon Downtown Development Association’s Downtown Solutions Conference in Astoria on May 11, 2007.

**Technical Analysis**
In order to help the Vision Team make informed planning decisions, PlanPDX conducted a series of technical studies. Specifically, the studies investigated issues related to demographics, crime, transportation, economic development and form and use. The findings of each study were summarized in memorandums and presented to the Parkrose Vision Team. In addition to the brief description of each technical analysis provided below, complete versions of the memorandums provided to the Vision Team are included later in the Reference section.
Demographic Analysis
To determine the current and past composition of the Parkrose population, as well recent social and economic trends in neighborhood, data collected from the U.S. Census Bureau and the City of Portland was collected and analyzed. Specifically, PlanPDX investigated population, age, ethnicity, household size, housing tenure, median income, educational attainment, poverty rates, employment and travel time to work of residents in the community.

Crime Analysis
To explore issues of crime in the neighborhood, PlanPDX researched crime statistics and interviewed residents regarding their perception of criminal activity. Specifically, PlanPDX investigated issues related to prostitution, drugs and graffiti.

Transportation Analysis
To assess the current transportation conditions along Sandy Boulevard, PlanPDX researched automotive, pedestrian and bicycle transportation issues. Specifically, PlanPDX investigated freight traffic levels, overall traffic volume, through traffic versus local traffic, pedestrian safety, and the availability of bike routes.

Form and Use Analysis
To develop a basic understanding of the built environment along Sandy Boulevard, PlanPDX analyzed the form and use of Parkrose development. Specifically, PlanPDX investigated zoning designations, the variety of building types and uses allowed, potential development options, and parking conditions.

Economic Development Analysis
To evaluate the commercial market conditions along Sandy Boulevard, PlanPDX conducted an economic development study. Specifically, PlanPDX assessed land values, market rents, vacancy rates and push-pull market factors.
Phase II: Identification of Critical Issues

Utilizing the information gathered in Phase I, PlanPDX and the Vision Team worked collaboratively to determine the critical questions and issues meriting further discussion at the Community Workshop. Given the Community Workshop was only two and a half hours in length, it was critical the Vision Team and PlanPDX effectively glean the most important issues from among the large pool of information collected to date. Once the set of issues was determined, the Vision Team and PlanPDX developed a series of questions and activities for the community to react to the information presented.

Phase III: Community Workshop

Once the critical issues were identified they were presented to Parkrose residents and business owners at a community workshop. The workshop held on April 24th, 2007 was attended by more than 50 people. The workshop was used to gather feedback on what issues were important to the community and what the community would like to see for the future of Sandy Boulevard.

At the Community Workshop, the following three questions were asked...
1) What would bring you down to Sandy Boulevard more often?
2) What would you like other people to think of Sandy Boulevard ten years from now?
3) Name 3 things you think would make Parkrose better?

Participants were broken into small groups and asked to share responses. All the responses were written on large sheets of paper and hung in the hallway. Attendees voted for the responses they agreed with the most using dots, a process known as “dot-mocracy”. A red dot indicated a person’s first choice, while a green dot denoted their second. As people voted, dots began to cluster around certain responses best capturing the larger group’s opinion. To better understand the results of the exercise and begin transforming the responses into goals, PlanPDX categorized each response and calculated the score it received (2 points for each red dot, 1 for each green).
Community Workshop Results

1) What would bring you down to Sandy Blvd. more often?
- Grocery Store: 34 points, 27% of total points
- Greater Dining Options: 16, 13%
- Specific Specialty Stores (Bookstores, Bike Shops, etc.): 15, 12%
- Less Prostitution, Crime and Drugs: 12, 9%
- Improve Neighborhood Appearance: 9, 7%

2) What would you like other people to think of Sandy Boulevard ten years from now?
- Multi-Cultural Area: 18 points, 17% of total points
- Safe and Well-Maintained: 15, 14%
- Family Friendly Area: 14, 13%
- Prostitution Free Area: 11, 10%
- Local Business Oriented: 9, 8%

3) Name three things you think would make Parkrose better?
- Fewer Adult-Oriented Businesses: 27 points, 20% of total points
- Encourage Neighborhood Unity, Communication & Involvement: 19, 14%
- Improve Neighborhood Appearance: 19, 14%
- Decrease Prostitution, Crime and Drugs: 11, 8%
- Prioritize Children: 9, 6%
Phase IV: Development of Community Goals

Using the results of the Community Workshop, PlanPDX and the Vision Team form community goals at a collaborative work session. These goals are intended to inform future Vision Team planning efforts along Sandy Boulevard.

Phase V: Recommendations

After determining the goals for the Vision Team and the neighborhood, PlanPDX extensively researched methods for achieving the goals. Exploring local program options, case studies from around the country and consulting with local experts, PlanPDX searched for specific recommendations that would help the Vision Team effectively move forward towards its goals of business revitalization and the creation of a true downtown in Parkrose. Through this process and several collaborations with the Vision Team, a final set of nine recommendations were developed. Each of the recommendations is tailored fit Parkrose’s unique situation and aimed at directly addressing one or more of the three goals determined by the neighborhood.

These recommendations were presented to the Parkrose Community on June 5th, 2007. Approximately 40 people attended this event. To continue the process towards revitalization those attending the presentation were asked to comment on each recommendations during a poster session. In addition, community members were encouraged to sign up for work groups focused on enacting each recommendation.
Electronic Resources

PlanPDX utilized free online applications provided by Google throughout the Main Street Parkrose project. The following is a list of tools used: Blogger, Docs. & Spreadsheets, Calendar, Gmail, My Maps, Picasa Web, and YouTube. We recommend the Vision Team continuing working with the existing tools to improve neighborhood communication.
Current Conditions: Demographics

Key Findings
- Neighborhood population grew at a similar rate as Portland from 1990 to 2000, about 2% growth a year
- Housing prices in Parkrose have not increased at the same rapid rate as the greater Portland area
- Parkrose has gotten younger – senior citizens as a percent of total population fell from 14% in 1990 to 9% in 2000
- Parkrose’s 2000 median income ($34,092) lags behind Portland overall ($40,150)
- In 2000, Parkrose lags behind Portland with respected to the attainment of advanced educational degrees.

Population
The Parkrose neighborhood had a population of 6,125 in 2006. More residents of Parkrose own their home than rent (52% to 48%). This is a change from 2000 and 1990 when slightly more residents rented than owned. Parkrose still lags behind Portland in terms of home ownership. 56.6% of Portland residents owned their residence in 2005. The number of family households in Parkrose did not change much from 2000 (55.0%) to 2006 (55.2%). These figures are somewhat lower than 1990 when 58.7% of households were considered families.

The age distribution for Parkrose in 2006 was very similar to the age distribution for Portland as a whole in 2005. Children (those under 18) made up a little over 21% of the population for each (21.4% for Parkrose in 2006 and 21.9% for Portland in 2005). The age group where there was the biggest difference was for those over 65 years in age. 8.4% of the Parkrose population was over 65, compared to 10.4% for Portland.

The ethnic make up of Parkrose is also fairly similar to Portland as a whole, but Parkrose does have a slightly higher percentage of minority groups. The largest difference between Parkrose and Portland in ethnic composition was among Asians, who make up 11.1% of Parkrose’s population compared to 7.1% of Portland’s. Asians and Latinos have increased their percentage of Parkrose’s
population considerably since 1990. Latinos have not increased much more than what was seen in Portland, though. Parkrose had an ethnic composition fairly similar to Portland as a whole 2000 and in 1990 as well.

**Income**

In 2000, incomes in Parkrose lag behind the rest of Portland. The median income for Parkrose was $34,092, compared to $40,150 for Portland. The estimated 2006 median income for Parkrose is $45,255, which considerably higher than in 2000. Portland had a median income of $42,287 in 2005. 2006 information for Portland was not available, and because of inflation it is difficult to compare 2006 to 2005. It does seem that Parkrose may be catching up to Portland as a whole in median income, though. Parkrose did have a higher level of poverty than Portland in 2000. 16.3% of Parkrose residents had incomes below the poverty level compared to 13.1% for Portland. 2006 figures were not available. The national poverty rate in 2000 was 12.5%.

**Home Values**

Home prices in Parkrose are quite a bit lower than for Portland as a whole. The median home price in Parkrose in 2006 was $211,769, compared to $270,500 for Portland region according to the Regional Multiple Listing Service. Median home price in Parkrose did not increase as fast from 1990 to 2000 as Portland did overall (161% to 88%). Median home prices in Parkrose were actually higher than for Portland in 1990 ($68,400 to $59,200). Median gross rents in Parkrose are a little higher than for the average for Portland in 2000, at $642 per month compared to $622 for Portland. Gross median rent in Parkrose was slightly higher in 1990 as well. Gross median rent was unavailable for 2006.

**Education**

Parkrose exceeds Portland for educational levels up to those who have had some college education (see Graph 2). Parkrose had considerably fewer residents who have graduated from college compared to Portland. 14.2% of Parkrose residents have attained at least a bachelor degree, compared to 32.7% for Portland. 14.2% was an
increase from 1990, when 11% of Parkrose residents had at least a bachelor degree. Portland made large gains from 1990 to 2000 (a 54% increase) in the percent of its population that had at least a bachelor degree.

The Metro regional government forecasts continued population and job growth in the Portland regional at levels higher than the expected national average, but lower than the Portland region as experienced in the past. Population will not grow as fast as it did in the 1990s, but is expected to increase at an average annual rate of 1.6% for the next 20 to 25 years. Housing prices are also expected to continue to increase at a strong rate as population growth continues.

Employment growth will be slower than it was the last 30 years due to productivity gains (from automation and information processing technologies) and the maximization in labor market participation (from women participating in the labor market at full levels). Growth areas for jobs will most likely be in the high-technology sector, health services, retail and wholesale trade and construction. Manufacturing employment will decline (as is the case across the country), but durable manufacturing (metals, machinery, electronic machinery, semiconductors, etc…) levels are expected to remain constant for the long term in the Portland region.

Implications
The possible implications for Parkrose are a continued change in the demographic make up of the neighborhood. As more people continue to move to the region and housing prices continue to rise, especially closer in, Parkrose will be a more attractive place to locate. This will be because of its more affordable housing costs and good access to employment sources (downtown, near by industrial areas and the Portland International Airport) by Interstate 84, Interstate 205, and the MAX. The neighborhood will likely continue to see growth in immigrant populations, such as Asians and Latinos, as well. The resulting increase in housing demand for Parkrose will likely increase housing prices at a rate higher than has been seen in Parkrose in the past (at least since 1990).
Demographic Details

The table to the right compares U.S. Census data for the Parkrose neighborhood with the city of Portland overall in both 1990 and 2000. More recent 2006 estimates were used whenever available.
Current Conditions: Crime

Key Findings
- Crime has increased in the last ten years
- The community perceives prostitution to be a problem along Sandy Boulevard
- The Portland Police have recently increased their presence along the boulevard by adding a two officer foot patrol
- Sandy Boulevard was re-designated a prostitution-free zone in April 2007

Crime is an important concern to residents near Sandy Boulevard. Nearly ten percent of workshop participants said that less prostitution, crime and drugs would bring them down to Sandy Boulevard more often. Also, community members cited prostitution as a frequently occurring crime along Sandy Boulevard. Though crime has increased in the neighborhood in the past ten years, the residents have noticed a recent decline, and believed that it may be due to an increase in police presence.

Police Interviews
According to local police, prostitution has increased within the past ten years as gentrification in inner north and northeast Portland have resulted in some movement of illegal activities further away from downtown to areas such as Parkrose and along 82nd Avenue. Prostitution is often difficult to convict in court and thus the number of convictions is low. Police also identified the increasing presence of drugs. Though a variety of narcotics are prevalent, methamphetamines are increasingly finding their way to the streets of Parkrose. A large portion of drug trafficking occurs on bicycle, allowing quick and unbarred movement.

Theft is a commonly occurring crime. Theft from an auto, vehicle theft, burglary and larceny (the unlawful taking of property from the possession of another; includes pickpocket, purse snatch, shoplift, and bike theft) were common in the past year. A majority of the theft crime was concentrated along Sandy Boulevard.
The police have responded to an increasing number of domestic violence calls. Though generated from throughout the neighborhood, the police respond to more domestic violence calls in areas with a higher concentration of people and in areas with lower incomes such as the motels, apartments and subsidized housing.

In addition to more regular patrols, a neighborhood foot patrol was recently created whereby a police officer regularly walks the neighborhood each weekday for a few hours (concentrating along Sandy and the development to the north). The neighborhood has noticed a decrease in crime after the foot patrol began. An exclusion zone prohibiting the presence of people from an area of the city because of criminal activity was recently expanded to include Parkrose, though the legality of the exclusion zone is being challenged in court.

**Prostitution and Drug Free Zones**

Created in 1993, the Prostitution and Drug free zones are areas designated by the Portland City Council, on the advice of the Multnomah County District Attorney’s Office, where drug- and prostitution-related crimes are unusually frequent. When people are arrested or cited for such crimes in such a zone, the arresting officer can order them “excluded” from the zone for up to 90 days; if they are subsequently convicted of a crime, the exclusion can last for a year. If people re-appear in zones from which they have been excluded, other than for the reason that they are traveling to or from their homes, places of work, medical treatment or some other legitimate destination, they can be arrested for criminal trespass. Sandy Boulevard was designated as such a zone in April 2007.

The City of Portland Office of Neighborhood Involvement offers several programs to support community policing efforts. Crime Prevention Coordinators work closely with public safety activists, police precincts, community members, neighborhood associations, the city, businesses, and local service providers to address crime and livability issues. The Crime Prevention Program focuses on preserving public safety and enhancing neighborhood livability by solving problems such as drug houses, frequent burglaries or car prowls, chronic nuisances, gang activity, problem liquor establishments, and public safety issues in parks.
Neighborhood Watch: A neighborhood watch increases safety and security in neighborhoods by involving as many households as possible in a united crime prevention effort. This program teaches community members to: communicate regularly using tools specific to Neighborhood Watch, recognize and report suspicious activity; increase home and vehicle security; and increase personal safety of residents.

Business Watch: A business watch is commonly used in a business district or a large office building to address issues such as shoplifting, robbery prevention, dealing with difficult people, workplace violence prevention and security when handling money. Business watch participants often develop a communication system through a fax or e-mail network to share information about potential problems.

Community Foot Patrols: A foot patrol is a trained group of volunteers organized to increase the safety and livability of their neighborhood. Community members walk neighborhood streets, parks, or schools to deter crime and report incidents and problems. Foot Patrol members are directly involved in solving those problems in a non-confrontational manner by collaborating with the City’s Crime Prevention Coordinators, police, neighborhood coalitions and associations, schools, parks personnel, and area businesses to help make sure that neighborhood problems receive a prompt and effective response.

Education: Distributing educational materials and training courses in a neighborhood particularly hard-hit by a certain type of crime can provide valuable knowledge of what to do when you witness a crime and crime prevention techniques. The most commonly requested assistance includes: burglary prevention, identity theft awareness, car prowl prevention, personal safety, gang awareness, and methamphetamine awareness.

Senior Locks Program: The Senior Locks Program by the Portland Police Bureau installs free deadbolt locks and other security hardware on houses of eligible senior homeowners. For more information, call the Identification Division of the Portland Police Bureau at 503-823-0284. Where Community Policing has worked
In 2002, car break-ins were a major problem in the Goose Hollow neighborhood. Neighborhood Patrol Officer Jeff Myers concluded that the break-ins were largely the result of criminals noticing an item of value inside a car and smashing a window to steal the contents. Officer Myers spoke with area employers, building managers and neighborhood groups about the importance of keeping valuables out of sight. When patrolling the neighborhood, he wrote the license numbers of cars in which items of value could be seen and sent letters to the owners (using information from the State Department of Motor Vehicles) advising them of the danger of leaving valuable items visible in their cars. Because the Goose Hollow neighborhood had several encampments of transients living in the bushes along Interstate 405, the bushes were additionally arranged to be cut back. The joint effort of citizens and police reduced crime in the area.

The Portland Police Bureau Part I Crimes

The Portland Police Bureau Part II Crimes
Current Conditions: Transportation

Key Findings

- As a highway serving as a gateway Portland, Sandy Boulevard has a high volume of traffic. However, traffic counts on Sandy are not higher than other major arterials in the region.
- Because Sandy Boulevard is located next to a regionally significant industrial corridor, truck volumes are comparably higher than other areas in the region.
- While Marine Drive and Columbia Boulevard are major freight routes, a number of trucks frequently use Sandy Boulevard.
- Parking is an important asset to the downtown core of Sandy Boulevard.
- The Sandy Boulevard-Parkrose Improvement Plan greatly improved traffic circulation and sidewalk conditions along Sandy.
- Two areas continue to hinder pedestrian access: crossing across Sandy Boulevard, and sidewalk conditions on side streets.

Parking

The importance of parking was emphasized in the Sandy Boulevard-Parkrose Improvement Plan. It was determined that removal of on-street parking would adversely impact existing storefront businesses and hinder the areas economic vitality. It was also determined that replacement off-street parking was not an adequate solution to limiting parking. No on-street parking was removed as part of the plan, but it was also recommended to investigate the feasibility of diagonal parking and loading zones on intersecting side streets.

Transit

Since the introduction of Airport MAX, the Parkrose neighborhood has featured a light rail station near Sandy Boulevard and Interstate 205. According to the 2004 City Transportation System Plan (TSP), this line serves 2,500 – 3000 riders per day. The #12 Bus line running between downtown Portland and Gresham serves Sandy Boulevard. According to the Portland Transportation System Plan, transit services are inadequate and difficult to provide in the neighborhood.
Bike/Pedestrian

Sidewalks were reconstructed along Sandy during the Sandy Boulevard-Parkrose Improvement Plan. Unfortunately, there are currently few crosswalks or signalized intersections in the Main Street area. A recommended signal at 109th has not been developed. Crosswalks currently exist at four intersections along the 20-block study area: at 102nd, 105th, 112th, and 121st Avenues. The lack of crossings is a significant barrier for pedestrians. The Improvement Plan called for the development of landscaped medians that could serve as pedestrian refuges and streetscape elements. Sandy does currently include bike lanes in both directions. In addition, the limited separation between traffic on Sandy and sidewalks make the street uninviting to pedestrians. Noise, particularly during the day and at rush hour, is a concern for pedestrian comfort.

Policy Designations

The 1999 Oregon Highway Plan includes policies for integrating land use and transportation. The policy strives to maintain a balance between serving these main streets and the through traveler. ODOT and local governments work together in designating highway segments that planned community development patterns are individually tailored yet also meet statewide highway needs for safety and mobility. This policy provides different roadway designations as tools for fostering compact development patterns in communities:

**Special Transportation Area (STA):** A STA is a designated district of compact development located on a state highway within an urban growth boundary in which the need for appropriate local access outweighs the considerations of highway mobility. STAs look like traditional “Main Streets” and are generally located on both sides of a state highway. The primary objective of an STA is to provide access to and circulation amongst community activities, businesses and residences and to accommodate pedestrian, bicycle and transit movement along and across the highway. Direct street connections and shared on-street parking are encouraged and individual driveways are discouraged. Traffic speeds are slow, generally 25 miles per hour or less.

**Urban Business Area (UBA):** An Urban Business Area is a highway segment designation that may be applied to existing areas of commercial activity or future nodes or various types of centers of commercial activity on District, Regional or Statewide Highways.
where vehicular accessibility is important to continued economic viability. Highways that have posted speeds of 35 miles per hour or less are permitted access spacing standards that reflect the dual objectives of providing local access to meet the needs of abutting properties while maintaining existing speeds to move through traffic. For highways posted greater than 35 miles per hour, the UBA designation is available as recognition that vehicular accessibility and circulation are often as important as pedestrian, bicycle and transit accessibility, but a management plan is required to ensure that these objectives are balanced. Safe and regular street connections are encouraged. Transit turnouts, sidewalks and bicycle lanes are accommodated.

The process for designating highway segments begins with the identification of an area in a local transportation system plan, facility plan, downtown plan or other adopted plan. Through communication and cooperation, the local jurisdiction and ODOT reach agreement on the specifics of the designation. Once the parties have reached agreement, the Oregon Transportation Commission will formally designate the segment whereupon the Oregon Highway Plan map will be amended to reflect the designation. The overall process is designed to reflect the planning efforts of local governments while still giving certainty to both ODOT and local governments regarding community development and transportation planning and project development.

**Regional:** Every two years, Metro regional government selects transportation projects to receive approximately $60 million in funding through flexible funds and the Metropolitan Transportation Improvement Program (MTIP). These are federal funds distributed to urban areas for the funding of projects and programs of local priority. Cities, counties, transit districts and other transportation service providers apply to Metro for these funds. A significant priority is given to projects that leverage economic development and the 2040 Growth Concept land use goals, such as Sandy Boulevard’s Main Street designation.

**City of Portland:** In the transportation system in the city. The Parkrose neighborhood is considered part of the Northeast Transportation District.
Transportation Maps
Current Conditions: Economic Development

Key Findings
- Supply and demand for commercial properties along Sandy Boulevard face both opportunities and challenges.
- Land rents along Sandy Boulevard are not at levels needed for larger scale developments.
- Assemblage of adjacent tax lots might spur economic development of the corridor.
- Average household incomes are lower than the region as a whole.
- Commercial offerings in and around the Parkrose neighborhood reflect the lack of these businesses along Sandy Boulevard.
- Criteria for the placement of a Walgreen’s Pharmacy might be possible in the Sandy corridor.

Opportunities
A study by the Portland Bureau of Planning examined Sandy Boulevard from 102nd to 112th Avenue. The table below is a summary of a Commercial Corridors Study that took place in 2004. The good news is that there are six lots that range from 43,560-99,999 square feet. Lots of this size as will be shown later can accommodate a national chain such as a Walgreen’s Pharmacy. Other opportunities for Sandy Boulevard are vacant lots that can be promoted for development. Vacant lots help developers save money from not having to purchase existing improvements and allows for faster construction time.

Other opportunities for Sandy Boulevard are vacant lots that can be promoted for development. Vacant lots help developers save money from not having to purchase existing improvements and allows for faster construction time.
Challenges
The land values along Sandy Boulevard are a signal to developers to look to build their projects elsewhere. Developers look for land values that range from $15-$40 per square foot. This price range allows a developer to be able to use the land as collateral to help fund a new development or redevelopment. As can be seen in the two land values maps, Parkrose neighborhood has the lowest land values along a major arterial after St. Johns. However, with that said Parkrose does have some tax lots whose value is in the $15.01-$20 per square foot. Most of Sandy Boulevard has property that is on the verge of consideration for development. One note should be made about the land valuation. The information was derived using tax assessor information and may not reflect "market value". However, this approach was used for both neighborhoods and one can see how Parkrose rates in relative terms.

Another challenge that confronts Sandy Boulevard from 102nd to 122nd Avenue is that market rental rates are approximately $16 monthly triple net lease (NNN). Triple net lease is a lease in which the lessee pays rent to the lessor as well as all taxes, insurance, and maintenance. An example of this is if a monthly NNN lease is $15/Sq. Ft. for a 1,000 Sq. Ft. space this translates into $15,000 annually. The problem is that new construction of Class A commercial space in Parkrose would need to have a NNN lease that is considerably higher than the market can support at this time.

Commercial Offerings
Parkrose neighborhood has to travel outside of its immediate area in order to access commercial offerings such as supermarkets, post office, wholesale stores, and pharmacies. This can be seen in the attached map.

Criteria for Walgreen’s
Discussions with residents of Parkrose at the Community Workshop on April 24th, 2007 and on other occasions voiced a desire to have a super market or retail establishment that would serve the neighborhood. PlanPDX carried out discussions with real estate professionals in the Portland area determined that a supermarket was not a viable consideration at this point in time. Some did voice that they were interested in a Walgreen’s so this route was pursued. In researching location decisions used by Walgreen’s a
conversation was carried out with Carol Hively who is Walgreen’s Corporate Spokeswoman.

Currently Walgreen’s has approximately 3,000 stores and wants to have 7,000 stores by 2010. A new Walgreen’s with the highest probability for approval by the Walgreen’s Real Estate Committee have the following characteristics:

• Freestanding location at signalized intersection of two main streets with significant traffic counts
• Direct access to the service site
• 75,000 square feet (1.72 acres) +/- of land to accommodate parking for 70+ cars and a pharmacy drive thru

Building Criteria (for 112’ x 130’):
• 14,560 square feet (.33 acres)
• Trade area population of 20,000
• Reader-board pylon sign

Heavy preference is given to traffic counts at the intersection of a potential store location. There is no population requirement but consideration is given to pharmacies, and consideration of factors such as proximity to medical services or a hospital, the age of the population living near the store, number of existing local drugstores, senior housing, retirement communities or nursing homes nearby.

Walgreen’s is interested in a location on a commuter traffic route or, in some parts of the country, a route leading to a tourist destination or major attraction. Traffic count past the store would be more important to sales than population density around the store.
Average Household Income 2005: Northeast Portland
Comparative Land Values: Parkrose (2006)
Current Conditions: Form and Use

Key Findings

• Gaining a Special Transportation Area designation from ODOT increases the chances of receiving state funding
• A wide range of current uses on Sandy have no apparent pattern in land uses or localized industries identified
• Irregular zoning can create difficulty assembling parcels for a large development
• Significant undeveloped land still remains within the neighborhood

Uses

A diversity of uses currently located along Sandy, including an assortment of retail, office space, employment services, gas stations, restaurants, houses and motels. Patterns of business uses are not readily apparent as uses are relatively evenly distributed along the street. On the north side of Sandy, business activity is more auto-oriented with an assortment of automobile repair and large hardware/construction supply stores. The businesses south of Sandy are generally smaller scale, such as gas stations, restaurants and locally owners retail stores.

Zoning

The zoning adjacent to Sandy allows a variety of activities. Sandy itself is zoned for general commercial activities, but four different zoning designations abut Sandy within approximately 20 blocks. The physical boundaries of the zones create ridged divides from one block to the next, in a manner that the residents do not understand. Block by block zoning can prevent a cohesive community as building forms vary from one street to the next and create difficulty in assembling parcels for a large development. A brief description of zoning designations found along Sandy from 102nd Avenue to 122nd Avenue is provided below. Please note that the entire study area falls within the Aircraft Landing overlay (h), which facilitates safer operating conditions for aircraft in the vicinity of Portland International Airport by limiting the height of structures and vegetation.
General Commercial (CGh): The most permissive zone in Portland, allowing a variety of retail and service oriented businesses, as well as a limited amount of industrial uses.

General Industrial (IG2h): Allows most industrial uses while limiting other non-industrial uses. The development requirements are intended to allow construction similar in character to the existing development as well as promote visible and attractive industrial uses. Much of the IG2 zone contains large lots with an irregular block pattern. In areas less built out, the IG2 zone contains buildings located away from the street with a large amount of open space.

General Employment (EG2): Allows a wide range of employment opportunities, including industrial and industrially related uses, similar in character to existing development. A limited amount of commercial is allowed, provided it serves the wide range of
services and employment opportunities. The area is less built out, and buildings are located away from the street with a large amount of open space.

**Residential 2,000 (R2):** A low-density multi-dwelling zone characterized by one to three story duplexes, townhouses, and garden apartments. It allows approximately 21.8 dwelling units per acre, with as many as 32 units per acre if amenity bonus provisions are used. Housing types are intended to be compatible with adjacent houses. The zone is usually located near high volume streets, and local streets adjacent to commercial areas and transit streets.

**Open Space:** Intended to preserve and enhance public and private open, natural, and improved park and recreational areas. The zone may provide any of the following functions: opportunities for outdoor recreation; contrasts to the built environment; preservation of scenic qualities; protection of sensitive or fragile environmental areas; preservation of the capacity and water quality of the stormwater drainage system; and/or providing pedestrian and bicycle transportation connections.

**Building Form**
The buildings along Sandy from 102nd to 122nd Avenue were constructed over a long time period and thus reflect a variety of architectural styles. Some structures were built in an era rich with architectural detail and an orientation toward pedestrians, such as large windows and a small setback. Many buildings constructed today generally do not display such details and are setback from the street. Though the year the structures were built has no apparent pattern. The south side of Sandy generally contains older, smaller buildings, which are located closer to the street. Buildings on the north side of Sandy are generally larger then those on the south with parking lots separating buildings from the street. Parking lots adjacent to the street can be desirable to business, but the space between buildings and a large setback can discourage pedestrians and create a disjointed space.

The buildings in figure are colored black, allowing one to see the amount of space covered by a building. The resulting open space and parking (shown in white) demonstrate areas available for potential future development. A large amount of white space is found along the north side of Sandy and in the rear of the buildings on the south side of Sandy.
Sandy as a Main Street

As part of its 2040 Concept Plan, the Metro Regional Government (Metro) designated numerous streets segments throughout the Portland area as “Main Streets”. Sandy Boulevard, between Interstate 205 and 112th, is one such street segment. The Main Street designation allows development that provides neighborhood goods and services such as coffee shops, dentists, bakeries, video stores, banks, service stations and restaurants. In essence, a Main Street is supposed to provide the majority of a resident’s basic daily services within a short distance of their home. While no Main Street will offer everything a resident would like to have nearby, it is become clear the business district in Parkrose does not currently meet the needs of residents.

According to Metro, a successful Main Street is comprised of five elements. The elements, listed below, provide a framework for assessing the current function and future potential of Sandy Boulevard as a Main Street:

- **Aesthetic and Functional Design**: architecture, urban design, street front appearance, public space
- **Multiple Modes of Transportation**: bicycle and pedestrian traffic, automobiles, public transit and parking
- **Variety of Land Uses**: mixture of goods and services that match community needs
- **Appropriate Regulations**: zoning and other codes that govern street activity
- **Viable Organizations**: local community organizations that make districts successful

In response to comments that the planning practices of Metro and its urban main streets did not work in more suburban setting, the Oregon Department of Transportation (ODOT) created a Main Street Handbook. The handbook is specifically aimed at empowering communities looking to improve their main streets when the main street happens – as in the case of Sandy Boulevard – to run through the middle of it. Clearly, the traffic associated with state highway increases the challenges associated with revitalizing a Main Street.

other than focus almost exclusively on the needs of the highway itself.
Community Strengths

**Parkrose Hardware Store:** Parkrose Hardware is a family owned and locally operated business since 1948. The store has been a supporter of the Parkrose community and is a strong anchor tenant along Sandy Boulevard.

**Senn’s Dairy Park:** After ten years of hard work by the Neighborhood Association, Parkrose’s first playground and community garden is being constructed at Senn’s Dairy Park in 2007. Located on Prescott in the center of the neighborhood, Portland Parks plans to spend $150,000 on construction.

**The Columbia Slough:** A 60-mile long remnant of lakes, and wetlands in the southern floodplain of the Columbia River covers much of northern Parkrose. There are miles of hiking and canoeing trails.

**Rocky Butte Natural Area:** A 17-acre park located on an extinct volcanic cinder cone, full of hiking trails and vista points. The Interstate 205 bike path runs adjacent to the park and connects the Columbia River to the Springwater Corridor bicycle path.

**Peace Labyrinth:** Parkrose High School received $653 for a community peace labyrinth and park on a corner of the school grounds. The groundbreaking ceremony occurred on April 21st, 2007 and is being designed and constructed by local students.

**Alternative School:** Described as a “school within a school” by Parkrose High School teacher Evan McFadden, the Parkrose Alternative Center for Education (PACE) has the potential to be a valuable contributor in future neighborhood planning efforts. PACE, which works with students who struggle in a traditional school setting, offers enthusiasm, a flexible schedule and a progressive, proactive approach to changing the environment around them. For example, each year PACE identifies
a community or humanitarian cause to research and then donate both time and $5,000 dollar annual grant to. This year, PACE is working to help homelessness. As part of their efforts, PACE students interviewed representatives from various local homeless agencies to determine how best to donate their annual grant.

**Library, Theater, and Community Center:** The Parkrose High School Community Center was designed to create a community focus and institution for lifelong learning. The center supports the community with a gymnasium, weight rooms and performing arts stage, a county public library, social-services offices, job-placement offices and public meeting rooms. Unfortunately many of the community members are not aware of this valuable asset.

**Foursquare Community Church:** Local Eastside Foursquare Church successfully cleaned up the Flamingo Travelodge, a former haven for drug use and prostitution. The newly renovated Roadway Inn also supports two social programs: 1) City Help that helps feed over 1,000 families a week and 2) My Father’s House that provides shelter for homeless families. The site also is home to Sacred Grounds Coffee.

**Restaurants:** The Parkrose neighborhood has a variety of restaurants that are vital businesses along Sandy Boulevard. Two, Elmers and Old Country Sausage, were even identified on the asset map by residents at the community workshop. Sandy Boulevard also has a diversity of ethnic restaurants ranging from a German bakery and one of the oldest Mexican restaurants in Portland to a Vietnamese Pho establishment. Tupelo Joe’s a new barbeque restaurant with live blues music, also recently opened on Sandy Boulevard.
Community Assets

A first step of a community building and helping a neighborhood grow even stronger is building upon its strengths. The Community Asset Map catalogs the strengths in the neighborhood identified by community members at the Community Workshop. Information from the workshop was cataloged using Google MyMaps and interactively edited by PlanPDX and members of the community. The map indicates a diverse mix of local businesses and restaurants, churches, a strong school system, and newly created Senn’s Dairy Park.
Additional Recommendations: Form and Use

In addition to the recommendations provided in the body of the document, the Vision Team should also consider the following issues:

**Quality:** Design tools can protect character and property values by ensuring consistency in future development by insisting on high-quality building materials and design. Avoid materials and architectural details that will not stand the test of time. High-quality materials and construction details will assure the built environment retains its value. Thoughtful, deliberate design can contribute considerably to the character of Parkrose. Design tools are one potential mechanism to ensuring development complies the the district’s high-level standards.

**Form:** In addition to “base” zoning regulations, design tools can promote the preferred siting of structures, access, and parking. These three elements work together to determine the user’s experience. The term “siting” refers to a structure’s location and orientation on a piece of property. Sitings near the front property line tend to facilitate pedestrian access while buildings set-back tend to enable better automotive access. Neither siting strategy is better than the other, each has values and a combination, like what currently exists in Parkrose, is often successful. It is important the Vision Team consider building form and conciously shape the future of the district.

The images on the following page illustrate different approaches in which buildings can be placed along Sandy Boulevard. The Auto-Orientated approach features ample parking available directly off of Sandy Boulevard while the Pedestrian-Orientated approach features buildings facing the sidewalk with parking behind. The Balanced Approach best reflects the existing conditions along Sandy Boulevard and allows the traditional orientation of the buildings to remain on the south side while providing a buffer between commercial and residential uses. Mixed-use buildings (in yellow) with residential units above put “eyes on the street” increasing safety in rear parking lots.
Existing Condition

Auto-Oriented: Parking available from Sandy Boulevard between buildings.

Pedestrian-Oriented: Buildings accessed by sidewalks and feature parking behind.

Balanced With Mixed-Use Buffer: Auto-orientated buildings along the north side with pedestrian along the south. Mixed-use buildings provide a buffer between commercial and residential while placing eyes on the parking lots.
Additional Recommendations: Business Development

Hispanic Metropolitan Chamber of Commerce
Business Assistance Program:
Provide assistance with business loan proposals, Business plan writing, certification as minority owned, women-owned, and emerging small business, bidding and estimating and identification of procurement opportunities. Conducts trade shows, business classes and workshops.

Hispanic Metropolitan Chamber
Paulina Maorgali, Business Development Coordinator; or Jonath Colon
333 SW 5th Avenue, Suite 100 Portland, OR. 97204
Tel: 503-222-0280 Fax: 503-243-5597
Email: hmcc@awest.net or pmorgali@hmccoregon.com
Website: www.hmccoregon.com

Mercy Corp Northwest
Individual Development Accounts:
Provide access to capital through and loans; business advisory services; training, marketing, business networking events and benefits.

Asset Builder Individual Development Account (IDA) program:
Help entrepreneurs save money, write a business plan and invest in their own micro-enterprise. Over six, twelve, or 18 months, eligible participants make regular deposits into a savings account with a partner bank to reach a savings goal and attend a money management and business planning workshop series. Upon successful completion, savers access a matched investment to purchase business-related assets. Current program match rates range from 1:1 to 3:1.
Mercy Enterprise Corporation Loan Fund (MECLF):
This program provides financing and assistance to entrepreneurs that need capital for their ventures. Applicants are required to present a business plan demonstrating the ability to earn income and repay the financing. Loan range from $500 to $50,000 based on capacity. Borrowers receive advisory services from staff and mentors in support of their business development.

Business Basics Training Program:
Offers introductory workshop series and advanced seminars on business-related topics. See website training schedule and entrepreneurial self-test.

John W. Haines, Director
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Portland State University (PSU)
Business Outreach Program:
Serves existing minority, women and emerging small businesses [M/W/SB] located in north and northeast Portland, but also serves the other businesses in the Portland area that meet certain criteria.

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