



KENNEDY  
SCHOOL  
MASTER  
PLAN



## KENNEDY SCHOOL TASK FORCE

May 24, 1995

Honorable Mayor and Commissioners:

We are extremely pleased and excited to present you with this Kennedy School Master Plan in fulfillment of our charge to “make recommendations to City Council regarding the future use of the Kennedy School site.”

While this Plan outlines a very exciting private development proposal, we want to preface your consideration of our recommendations by pointing out that we wouldn't even be considering the future of Kennedy School if it weren't for the effort, support and encouragement of you and your predecessors, and numerous other community and public representatives over the past 15 plus years.

What we're happy to report is that we've proved a lot of people wrong. The redevelopment proposal recommended in this Master Plan is a true demonstration of how neighborhood activism, in partnership with public support, can produce exceptional community benefits.

We encourage your favorable acceptance of our recommendations, and as a group, will remain available throughout the redevelopment process to assist in any way we can.

### **Neighborhood Representatives**

### **Public Representatives/Staff**

Jim Roberts, Chairman

Lisa Turpel, Bureau of Parks & Recreation

Melissa Darby

Lt. Larry Findling, Police Bureau

Dennis Stoecklin

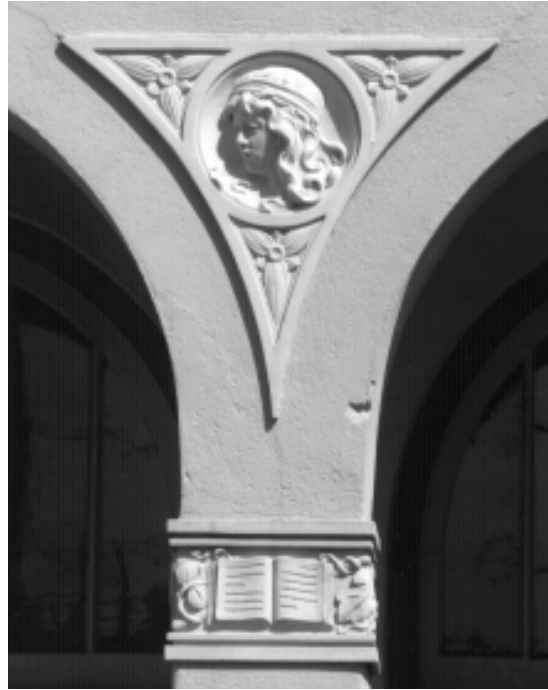
Pam Arden and Michael Delman,  
Office of County Commissioner Hansen

Thelma Diggs

Barbara Madigan, Bureau of Housing & Community Development

David Nemo, Portland Development Commission

# KENNEDY SCHOOL MASTER PLAN



Submitted to  
Portland City Council  
by  
the Kennedy School Task Force

May 24, 1995

Sponsored by:  
the Bureau of Housing and Community Development  
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Tom Armstrong — Pacific Rim Resources  
Bill Kionka — Cost Planners Inc.  
Topaz Faulkner — Faulkner/Conrad Group

## EXECUTIVE SUMMARY

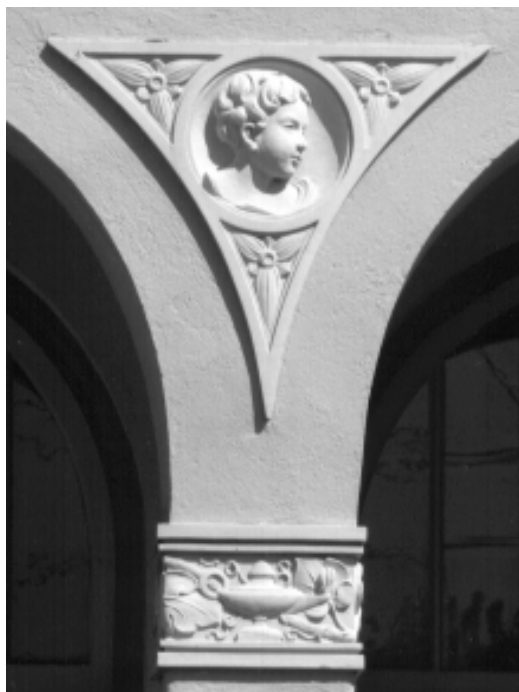
Upon receiving control of Kennedy School in June 1993, the Bureau of Housing and Community Development (BHCD) established a **Kennedy School Task Force** to “make recommendations to the City Council regarding the future use of the Kennedy School site.”

In February 1994, BHCD contracted with the Portland Development Commission (PDC) to assist the Task Force in evaluating the feasibility of redeveloping the school and preparing this Master Plan.

In discussing the future of Kennedy School, the Task Force identified the following vision of a successful development:

- The school building be ‘saved’ from demolition.
- Some portion of the building be available for community uses.
- The development will become an asset to the neighborhood in both its design and activities.

A series of four public workshops were held at key stages of the planning process to provide the neighborhood and interested citizens the opportunity to keep abreast of the Task Force’s work, and provide input and feedback on the emerging issues and development concepts.



A public ‘development offering’ was announced on September 1, 1994, resulting in 11 different proposals. It was the consensus of the Task Force that a proposal from McMenamins Pubs and Breweries was the single most feasible and desirable project from among those considered.

The McMenamins’ proposal was presented to the neighborhood at a public meeting on November 29, 1995 where an overwhelming majority of the approximately 120 community residents in attendance endorsed it.

**Based on the research and analysis undertaken in preparing this Master Plan, and the overwhelming support of the Concordia neighborhood, the Task Force recommends to the City Council that the proposal of McMenamins Pubs & Breweries be accepted as the most feasible plan to realize redevelopment of Kennedy School at this time in a manner compatible with community interests and objectives.**

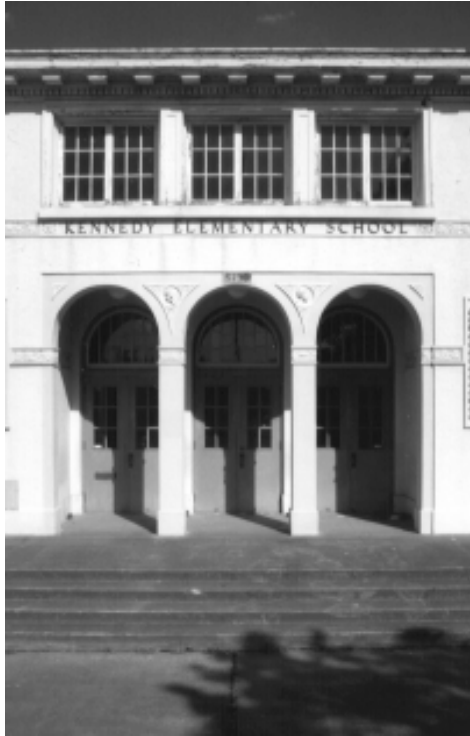
## BACKGROUND

John D. Kennedy Elementary School is located at 5736 NE 33rd Avenue in Portland, Oregon, encompassing Block 11 and Block 14 of Kennedy's Addition to East Portland, and is approximately 4.25 acres in area. The school was built by the Portland Public School District in 1915 on farm land acquired from John D. Kennedy.

Kennedy School was designed by Floyd A. Naramore, a prominent northwest architect, and on the *Historic Resource Inventory of Portland* is the highest ranked of the twelve school buildings he designed for the Portland Public School District. Featured in the *Ladies Home Journal* in 1916 as a "first of its kind one-story schoolhouse," the building was designed with particular concern for fire safety and evacuation.

The building architecture is historically noteworthy, and a significant factor in the community support for its restoration. An application to have the building paced on the National Register of Historic Places was submitted on December 15, 1987, by Melissa Darby, a neighbor (Exhibit A). On October 13, 1988, the Department of the Interior determined that Kennedy School was "eligible for inclusion in the National Register" (Exhibit B). The school district, however, officially objected to the listing, so the school is not on the National Register, though could be if the owner (now the City of Portland) were to remove this objection.

The school was designed to be completed in phases, with major additions occurring in 1917, 1918, 1924. The additions have, both on the exterior and interior, retained the architectural integrity of the original designs and its 'Italian Villa' style.



The school district closed Kennedy School in 1975, citing "declining enrollment from the nearby neighborhood." Over the next two years, students from King, Rose City Park, Sabin, Vernon, Sellwood, and Beaumont schools were temporarily relocated to Kennedy School while their schools were being remodeled. The district's plans at that time were to sell the property or demolish the building. No special precaution or maintenance was undertaken in the following years to preserve its condition. As a result, considerable deterioration and damage (primarily water from leaky roof drains) has occurred.

In 1983, the school district reaffirmed its determination that the school was surplus, and entered into a contract with the Portland Development Commission (PDC) to assist in identifying redevelopment options. The Concordia Neighborhood Association (CNA) participated in this process which included considerable community involvement.

While a community center was a strong preference of the neighborhood, converting the school into elderly housing became the eventual plan. In February of 1985, PDC issued a Request For Proposal to identify a developer. Despite considerable early interest, no proposals were received.

Between 1985 and 1988 the school district had discussions with local private schools, hospitals, the Portland Parks Bureau, and even listed the property with a real estate broker — but nothing serious ever developed, and demolition was ordered.

On August 10, 1988, before a special meeting of the Portland School District Building and Use Committee, community activists once again won a temporary reprieve when the committee agreed to delay demolition “until the end of the year” and allow the neighborhood association time to complete a feasibility study. Bill Muir, CNA President, contacted Mayor Bud Clark seeking assistance in funding the feasibility study and saving the building.

The Concordia Neighborhood Association subsequently received a grant from the City’s Bureau of Housing and Community Development (BHCD) to finance a building conditions survey and analysis of Kennedy School. This report was completed by Unthank, Poticha, Waterbury Architects in 1989, concluding that “the building is structurally sound” and “can accommodate all the proposed or identified potential users.” An initial estimate of \$2.2 million to renovate was offered.

Meanwhile, the Mayor’s office undertook discussions with the school district to further delay demolition and eventually transfer Kennedy School to the City. The key bargaining vehicle became the PILOT Agreement (Payment In Lieu Of Taxes made by the Housing Authority of Portland) between the City, County, School District and Housing Authority regarding the distribution of money accruing to this fund.

Early in these discussions the school district expressed an interest (sometimes reported as “glee”) in transferring Kennedy School to the City or county in return for extra consideration of money from the PILOT fund. Discussions and negotiations on other issues related to the distribution of PILOT funds delayed transfer of the school until adoption of an *Intergovernmental Agreement Between Portland, Multnomah County and Portland School District No. 1* on April 22, 1993 (Exhibit C). The City received possession of Kennedy School on June 10, 1993. From the distribution of PILOT funds (\$1.17 million), \$150,000 was earmarked for BHCD to maintain the property and fund pre-development work. The School District received \$650,000 for development of Jefferson High School.

## THE MASTER PLANNING PROCESS

Upon receiving control of the property in June 1993, BHCD established a **Kennedy School Task Force**. The Task Force was charged to “make recommendations to City Council regarding the future use of the Kennedy School site.” Invitations were extended to several neighborhood associations and interested groups to be represented on this Task Force, with the ultimate representation being:

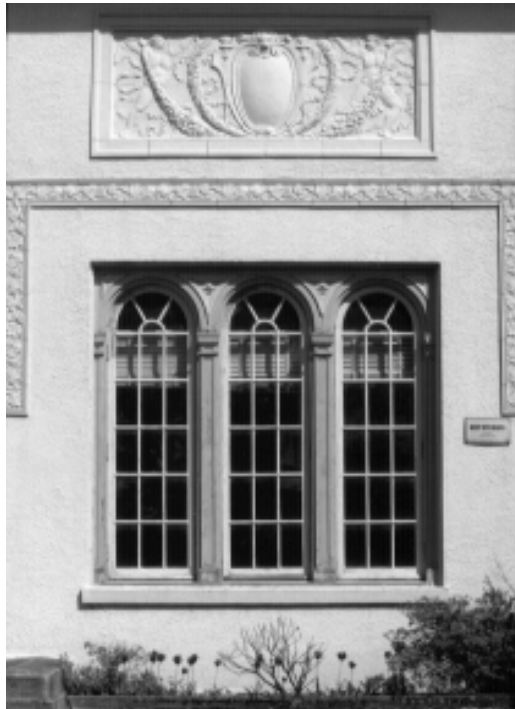
- Concordia Neighborhood Association (3 representatives)
- Northeast Coalition of Neighborhoods (1)
- Multnomah County (1)
- Portland Bureau of Parks and Recreation (1)
- Portland Bureau of Police (1)
- Staff assistance provided by BHCD and PDC.

The Task Force has held regular meetings since June 1993, gathering information on the condition of the school, investigating potential uses and discussing the feasibility of many ideas.

A professional consulting study was determined necessary to help the Task Force more thoroughly analyze the building’s potential for development and formulate recommendations.

In February 1994, BHCD contracted with PDC to manage the feasibility/pre-development phase of the project, and development of the *Kennedy School Master Plan*.

An RFP for consultants was issued in April 1994 (Exhibit D), and the local architectural firm of Donald B. Genasci & Associates (working with Sumner Sharpe and Tom Armstrong of Pacific Rim Resources, Bill Kionka of Cost Planners, Inc., & Topaz Faulkner) was



selected by the Kennedy School Task Force to help prepare the Master Plan.

With a heavy emphasis on public involvement, the program for developing the Master Plan included these key steps:

- Analysis of Existing Conditions
- Identification of Alternative Development Concepts
- Identification of Most Feasible Development Options
- Public Offering of Development Opportunity
- Development Vision

It was envisioned that the final Master Plan document would provide a detailed program for fulfilling a recommended development project for Kennedy School, and that development would occur in basically one of two ways:

- as a publicly sponsored project to identify funding and manage rehabilitation of the school for uses which are compatible with the desired objectives of the community, and which would financially support the operations of the facility; or
- by a private developer who would finance redevelopment of the school for uses which are compatible with the desired objectives of the community.

In discussing the future of Kennedy School the Task Force identified the following vision of a successful development:

- The school building be ‘saved’ from demolition.
- Some portion of the building be available for community uses.
- The development will become an asset to the neighborhood in both its design and activities.

A series of four public workshops was planned at key stages of the planning process to provide the neighborhood and interested citizens the opportunity to keep abreast of the Task Force's work, and provide input and feedback on the emerging issues and development concepts. Each meeting was widely publicized through notices mailed to all of the households in the Concordia neighborhood (4,000+) (Exhibits E, F, G) as well as news releases generating mention in various local media (Exhibits H, I) and special mailings to people who had expressed an interest in the Kennedy School site in the past.

## PUBLIC WORKSHOP NO. 1

June 29, 1994

*The purpose of the first workshop was to inform people about the master planning process, review existing site information, discuss possible uses and development options, and identify neighborhood concerns. Participants were also asked to complete a questionnaire (Exhibit J). Approximately 75 people attended this workshop. The following common themes were expressed:*

- *The strengths of the site are the historical architecture of the building and its central location in the neighborhood.*
- *The condition of the building and the high cost of rehabilitation is a major obstacle to redevelopment.*
- *The neighborhood should have a strong connection to uses of the building and site. A community center or private school were mentioned most often as desirable uses of the site.*
- *Development of the site should be compatible with the surrounding neighborhood. Uses such as an apartment building or a correctional facility were noted to be unacceptable.*

Based on input received at the workshop, and preliminary cost and market information developed by the consultant team, the Task Force narrowed down the general categories of use for further discussion and review:

- Education
- Special Community/Social Services
- Community Center
- Commercial/Retail
- Senior Housing/Services

- Housing
- Mixed-Use (any combination of above)

## DEVELOPMENT SCENARIOS

To help answer the question of "how can we make this happen," there was considerable discussion and research related to organizational and financial options for developing and operating the Kennedy School site. Should the development plan recommended in this report not be implemented, reconsideration of development options should begin with a review of four possible development scenarios:

### 1. Private Developer

In this approach, the structure and land would be privately owned and operated, with provisions made for some community uses allowed for in the structure, either through a set aside of rooms or play areas, or through a shared use arrangement. The dominant private uses anticipated include housing, offices, health clubs, restaurants, or some combination of private and nonprofit/public users. The land and building could be owned by the primary user or be developed and leased by a separate private entity.

#### Advantages

- Easier access to financing
- Experience

#### Disadvantages

- Uses might create unacceptable impacts (e.g., traffic, parking)
- Lack of community accountability

### 2. Public Agency

In this approach, a public agency would own and operate the structure, using public funds in addition to rent, fees and other sources as income. A public bond measure was discussed as one way of raising funds to refurbish the building, in the same manner that the Bureau of Parks and Recreation both owns and operates other community centers.

#### Advantages

- Experience in managing other community centers
- Public accountability



### **Disadvantages**

- Might locate unacceptable public activities
- Property is removed from tax base
- Uncertain or limited public funding for capital improvements or operations

### **3. Nonprofit Organization**

In this approach, a nonprofit educational, housing or social service organization would raise the funds from foundations, through donations and solicitations to develop the site and would be one of the users, if not the sole proprietor. In turn, part of the structure could be used to house community uses, public and nonprofit services, and some private activities, such as professional offices or a small restaurant.

#### **Advantages**

- More flexibility in meeting needs expressed by community
- Other successful examples (e.g., Head Start, Montessori School, YMCA)

#### **Disadvantages**

- Lack of financial resources
- No experience in developing or operating a similar project
- Takes the longest time to complete development

### **4. Community Development Corporation (CDC)**

In this approach, the community could form a nonprofit community development corporation (CDC) to raise the funds and donations needed to develop and operate the facility, in addition to income generated by users such as educational and nonprofit social service and community service agencies, such as arts organizations, etc. Funding sources might include foundations, volunteer donations of labor and materials, and community fund raising. The focus would be on creating a mix of uses serving the community while maintaining the school and site as a community center.

#### **Advantages**

- Greatest level of local control
- Most responsive to community needs

### **Disadvantages**

- Limited operating or capital funding
- Limited development/management experience

In addition to these options, some combination of these approaches may be worth considering. For example, the facility could be developed and owned by a CDC, and a public agency with experience in operating community centers, such as the Bureau of Parks and Recreation, could contract to serve as the manager-operator of the facility. As another example, part of development could be owned by a nonprofit or a CDC, such as a free-standing gym facility, and a nonprofit operator such as the YMCA could serve as the manager-operator; or a gym could be a joint private-nonprofit-community venture, with agreements for private, community and nonprofit use of the facility, with a nonprofit manager-operator.

In the discussions about these different strategies, no one option dominated and all possibilities were kept open, although it was felt that the most realistic potential was in seeking private or nonprofit developers and operators.

### **BUILDING CONDITION**

A threshold question for any potential redevelopment of the building is its condition. One of the consultant's work items addressed this issue directly:

Analysis of existing conditions — to prepare an updated cost estimate of the building rehabilitation which includes architectural, structural, mechanical, electrical, civil and landscape disciplines, and specific analysis and cost estimates complying with current seismic and Americans with Disabilities Act (ADA) requirements.

The local engineering firm of KPFF was retained to provide an analysis of the building's condition and restoration feasibility related to seismic issues and necessary code compliance. Structural engineer Grant Davis provided the following comments after inspecting the building on September 2, 1994:

*The biggest concern with a building of this vintage would be the potential seismic hazard due to the clay tile bearing wall construction. We have found that the best way to deal with*

*this potential hazard is to construct a new stud bearing wall system inside the clay tile walls. The new stud walls would act as bearing members if the clay tile walls are severely damaged. They also provide the opportunity for insulation, electrical distribution and a backup structure for anchoring the clay tile wall, which in essence provides an assembly not unlike current construction, where the clay tile walls could then be considered veneer.*

*The gymnasium construction appears to be relatively modern, with a steel frame and exterior concrete panels. We feel that this particular structure would require very little seismic strengthening, other than perhaps a check of the roof/wall attachments and potentially some rod bracing between the steel frame members.*

*The relatively tall walls in the boiler room would definitely need to be braced. The chimney structure would either need to be removed and replaced, or strengthened. It is also likely that the wall in the auditorium would need to be braced and interior shear walls or a steel frame would need to be added to brace this particular building globally.*

With this analysis and underlying conclusion that the building was structurally sound and could practically meet seismic standards, Cost Planners, Inc. calculated estimates for complete renovation of the building and property using the following assumptions:

1. Fire and Life Safety —
  - Maintain all existing exits
  - Install automatic fire sprinkler system
  - Install no-addressable fire alarm system
  - One hour corridors and area separations
2. Seismic —
  - Bring building up to Zone 3 compliance
3. ADA —
  - Bring building up to ADA compliance

- Install wheel chair lift at existing ramp adjacent to girl's locker room
- Modify all other ramps to 1 in 12 slope

4. Historical —
  - Retain all exteriors as originally designed
  - Retain main entrance lobby and existing corridors
  - Retain assembly hall and stage as originally designed
5. Architectural —
  - Remove boilers and build new floor level with adjacent corridor
  - Restoration of gutters and cornices
  - New exterior doors and hardware (historical)
  - Restore skylights
  - Operable dividing wall at assembly
  - New finishes throughout
  - New gymnasium equipment
6. Mechanical —
  - New plumbing fixtures
  - New HVAC system - all areas air-conditioned
7. Electrical —
  - New electrical service
  - New lighting throughout (historical fixtures in lobby and corridors)
  - New data and communications rough-in
8. Site —
  - New parking for 108 cars
  - New landscaping and security lighting

In order to determine if different types of uses identified by the Task Force would carry significantly different renovation costs, and therefore would be 'less costly' and perhaps a more feasible development alternative to pursue, cost estimates (shown below) were calculated for renovating the building to meet code level 'Q' for four types of uses:

<u>Costs</u>	<u>School</u>	<u>Housing</u>	<u>Commercial</u>	<u>Community</u>
Construction	\$3,235,758	\$3,312,486	\$3,779,906	\$3,211,296
Project	\$1,061,646	\$1,074,191	\$1,160,615	\$1,057,646
Total	<b>\$4,297,404</b>	<b>\$4,386,677</b>	<b>\$4,940,521</b>	<b>\$4,268,942</b>
Gross Yearly Oper. & Man.	\$173,873	\$173,873	\$173,873	\$173,873

What the Task Force learned from this exercise was that:

- The building is still structurally sound, and could be restored.
- New building code requirements (seismic, ADA) have increased the cost of building restoration from estimates made in 1989.
- The cost to restore the building will vary, depending on what the ultimate use is programmed to be.
- A publicly managed construction project would be more expensive than a private project when factoring in prevailing wages.
- Certain uses might be able to support operating costs (through lease income), but would not be able to support construction debt financing.
- Renovation of the school for housing, and/or developing housing on the vacant property, appeared to offer the only potential development option which could conceivably be able to generate adequate construction financing.

## MARKET RESEARCH

In concert with the development of cost estimates, Pacific Rim Resources conducted a market study to assess the interest of potential developers and/or tenants in the Kennedy School Site for the variety of uses being considered by the Task Force. Forty-nine telephone interviews were completed with the following broad categories:

Category	Number of Interviews
Family and Youth Service	11
Housing Providers	8
Development/Real Estate	6
Education	6
Community Users	6
Senior Services	5
Others	7
Additional Calls Not Completed	10

The interviews utilized a questionnaire as a framework for a discussion about the development potential of the Kennedy School, though not all questions were asked in each interview. In general, the market study showed that there were a number of interested users that would be compatible with a mix of uses in

the building and the neighborhood. The study also found that the financial feasibility, both in terms of capital and operating budgets, of most of these uses would be difficult.

Based on input received at the first public workshop, and preliminary development cost and market information obtained by the consultants, the Task Force decided to focus further analysis on five different development options:

- Restore the school as an educational facility.
- Renovate the school for mixed use by education and community service programs; construct new family housing on vacant land.
- Renovate school for mixed use by social and community service programs; construct new senior housing on vacant land.
- Convert school into senior housing; construct new senior housing on vacant land.
- Convert school into professional office space.

## PUBLIC SOLICITATION OF DEVELOPMENT PROPOSALS

The Task Force then decided to initiate a public ‘development offering’ to determine if there was any interest from private developers in redeveloping the school for one of the five Task Force identified options, or one proposed by the developers; and any interest from potential users/tenants who did not have development interests or capacity.

On September 1, 1994, PDC issued RFP #95-06 (Exhibit K) “requesting a formal Statement Of Interest from potential users and/or developers.” It was the Task Force’s intent to “initiate discussions with selected respondents” possibly leading to identification of a developer.

In addition to public notices and articles (Exhibit L) in local newspapers, over 500 announcements (Exhibit M) were mailed to private schools (225+), commercial real estate brokers, property developers and other interested parties (Exhibit N).

A total of 68 RFP packages were requested, with 11 development proposals ultimately received.

## PUBLIC WORKSHOP NO. 2

September 29, 1994

*At the second workshop, the public was asked to comment on the five development options that had been established by the Kennedy School Task Force, and being advertised to potential developers.*

*This public workshop offered a description of each development option, small group sessions to critique these options, and a large group discussion to provide feedback on how to further narrow and refine these options. Participants were also asked to complete an exit questionnaire (Exhibit O) and rank the development options. Approximately 30 people attended this workshop, and thirteen others sent letters or called in with their comments.*

*In general, participants were:*

- *Supportive of educational and community service uses, especially continued use of the building as an educational facility.*
- *Wanted neighborhood oriented services that served community needs, but were concerned about financing and management issues.*
- *Opposed to any kind of housing on the site, including senior housing, and expressed a lack of trust that any housing would be compatible with the existing neighborhood.*
- *Gave little support to the professional office option.*
- *Expressed concerns about traffic and parking problems.*

On October 13, 1994, a proposal screening committee met to review the 11 development proposals received as a result of the public RFP solicitation. Six proposals were received which were for some variety of housing development, two were for educational uses, and three were for commercial/retail uses.

Based on the strong community sentiment opposing housing, the screening committee decided to recommend to the full Task Force that the housing proposals be deferred for the time being, and the other five developers be invited to submit additional information and make an oral presentation.

*The third public workshop included a generic report on the five development proposals under consideration (developer identities were not revealed), identification/discussion of potential impacts on the neighborhood, and the process for developing design guidelines for any future development on the site. Participants were encouraged to ask questions and were provided with an exit questionnaire (Exhibit P) to comment on specific issues of concern. Twenty-two people attended this workshop.*

*Overall, the greatest concern was that any development serve the neighborhood and minimize impacts on neighborhood livability.*

*Participants were asked to assess the impacts of three categories of potential uses (Education, Commercial/Retail, and Community Uses). In response to questions about visual compatibility with the neighborhood, most people felt that an educational or community use would be ideal and expressed concerns about commercial uses. Concerns about disturbances focused on noise, traffic and parking impacts, but most participants were confident that any potential problems could be solved through good design. Most people thought that an educational or community use would have a positive effect on property values, and some were concerned about negative impacts from commercial/retail uses. Economic stimulus and job creation were generally seen as a secondary impact of any new development. People also thought educational and community uses would serve more as a neighborhood attraction.*

On November 9, 1994, the entire Task Force heard presentations from, and interviewed, the five non-housing developers:

### **1. Kennedy School Coalition**

% Kathy Henley  
4715 NE 13th  
Portland, OR 97211

**Proposal:** To establish and offer educational and specialized services to autistic children, their families and the general community; create an Autism & Health Center to provide medical, dental and physical therapy services, as well as a clinic labora-

tory, research facilities and library; and a Community Center for various community services and programs.

Developer would finance construction and operations from a combination of private donations, public grants and contracts, and income from school tuition and space leases.

## 2. The Education Development Center

% Richard Meinhard  
The Institute for Developmental Sciences  
3957 E. Burnside  
Portland, OR 97214

**Proposal:** To establish within Kennedy School, several small “Model Schools” that would act as educational laboratories for program research and development. Each school would be separately sponsored and managed, but would be under contract with the Education Development Center. The community would have limited access to facilities.

Developer would finance through private donations and tuition/space income.

## 3. McMenamins Pubs and Breweries

% Mike McMenamin  
1624 NW Glisan  
Portland, OR 97209

**Proposal:** To restore the existing school building and convert it to a commercial enterprise with primary uses of: Overnight lodging, theater, restaurant/pub, meeting rooms, and conference facilities. Dedicated office space would be made available to the Concordia Neighborhood Association and the Portland Police Bureau.

Developer would finance the project from their own resources and conventional bank financing.

## 4. The Debnam Group

% Chad Debnam  
6431 NE Martin Luther King Jr. Blvd.  
Portland, OR 97211

**Proposal:** To develop the school as a mixed use facility including: Professional offices, commercial/retail/restaurant, performing arts center, community based private school, and athletic/health club. To construct single family housing on open space of property.

Developer would finance the project from private investment sources.

## 5. Premier Holding Inc.

% Patrick Messinger  
Premier Holding Inc.  
3009 NE Emerson  
Portland, OR 97211

**Proposal:** To rehabilitate and convert the school building into professional office spaces for lease. The building would contain some amenities and facilities for tenant and/or general community use (e.g., meeting rooms).

Developer would finance the project through private investors and conventional bank financing.

Using information and material provided by the developers at these interviews and in previous submissions, the Committee deliberated to decide if any one or more of these proposals were worthy of further consideration and/or selection as the preferred development proposal to present to the neighborhood.

The Task Force considered issues such as:

- How the proposed development would meet the objectives of the community.
- The economic feasibility of the project.
- The developer’s qualifications and financial capability to accomplish the development.

It was the consensus of the Task Force that the McMenamin’s proposal was the single most feasible and desirable project from among those considered, and that it should be presented to the neighborhood for review.

## PUBLIC WORKSHOP NO. 4

November 29, 1994

*Over 120 people attended this workshop. Following a presentation by Jim Roberts, Task Force Chair, of the master planning process, Mike McMenamain presented his proposal to utilize Kennedy School as a restaurant, movie theater, bed and breakfast, and community meeting place; including provisions for neighborhood and community uses and users.*

*Discussions with the audience centered on topics such as traffic and parking, open space, gym facilities, community uses, operations, safety, preservation of the building's character, landscaping, and neighborhood relations. Strong support for the McMenamain proposal was evident by those in attendance, and the developer expressed a willingness to work with the community on issues that were raised during the meeting or subsequently.*

As a result of the positive neighborhood response to the McMenamain's proposal, the Task Force reconfirmed their support of the proposal, and officially identified this development plan as the one to recommend to the City Council. The Concordia Neighborhood Association was advised of this recommendation on December 6, 1994 (Exhibit Q) — which was subsequently endorsed by both the Association Board and the general membership.

## PROPOSED DEVELOPMENT PLAN

**B**ased on the research and analysis undertaken during the preparation of this Master Plan, **the Task Force recommends the proposal of McMenamins Pubs & Breweries** be accepted as the most feasible plan to realize redevelopment of Kennedy School at this time in a manner compatible with community interests and objectives.

The following outline represents the significant tasks necessary to accomplish this proposed development plan:

1. A mutual letter of understanding between both parties be obtained, confirming interest and intent.

*Status: completed December 27, 1994 (Exhibit R).*

2. The Bureau of Planning be enlisted to assist in addressing and resolving the zoning code issues of the proposed redevelopment.

*Status: conditionally completed on April 11, 1995 with Planning Commission approval (Exhibits S, T) of a Comprehensive Plan Map amendment and zone change for the property from R5 (residential) to CS (commercial storefront) — on May 10, 1995, City Council passed Ordinance on to second reading.*

3. Design guidelines be developed to offer any future developer a framework of ideas and desired actions from which to carry out restoration or design alterations of Kennedy School in a way that will be compatible with the community's interest.

*Status: completed by consultants and neighborhood representatives, and incorporated into this Master Plan.*



4. A Disposition and Redevelopment Agreement be negotiated and entered into between the Developer and the Portland Development Commission which addresses specific details and conditions of performance by both parties including these key elements:

- a. The City retains some leverage, or right, to approve any substantial change in use of Kennedy School from that being planned by the Developer.

- b. The Developer agrees to provide dedicated space

within Kennedy School for the Concordia Neighborhood Association and accommodate other community uses of meeting rooms, recreation facilities and open space on the property.

- c. The Developer agrees to enter into a *Good Neighbor Plan* with the Concordia Neighborhood Association that will address issues of operations that will minimize negative impacts on the neighborhood.

- d. The deal is subject to the Developer determining that the project is financially feasible.

- e. The deal is subject to the Developer obtaining adequate financing to construct and operate the project as proposed to the City.

*Status: negotiations have been underway since January, 1995. Final Agreement will be presented to the City Council for consideration in conjunction with receipt of this Master Plan.*

5. Developer makes deposit on property and begins developing construction drawings, refining operations plan, determining project costs and seeking financing.

*Schedule: will begin upon execution of the Redevelopment Agreement and could take from six to eighteen months.*

6. Developer commences construction if project deemed feasible.

*Schedule: will begin upon obtaining necessary permits and could take from six to eight months.*



## RELEVANT FINDINGS

The following information relates to the existing conditions and circumstances discovered throughout this planning process and deemed pertinent to analyzing the feasibility of redeveloping Kennedy School at this time.

### SITE

The total site is 400 feet x 460 feet (4.22 acres). It slopes south to north approximately 11 feet, with the easterly portion of the site, an existing playground, graded flat. This undeveloped portion of the site is approximately 200 feet x 400 feet (80,000 sq. ft.).

### CURRENT ZONING

The Kennedy School site is currently zoned as R5h. R5 is a standard single dwelling residential zone with a minimum lot size of 5,000 sq. ft., or 8.7 units per acre. Other allowable uses include attached houses and duplexes on corner lots. Multi-dwelling structures are only allowed as part of Planned Unit Developments. Group living is subject to a conditional use permit. Institutional uses such as schools, community services, parks, and daycare are a conditional use with special limitations. Commercial and industrial uses are not allowed. The "h" designation is an aircraft landing zone overlay district that basically imposes limits on building heights which should not be a factor at the Kennedy School site.

A comprehensive plan amendment, zone change and/or other land use approval (i.e., conditional use) will be necessary to implement any redevelopment of Kennedy School. Resolution of this zoning issue was deferred during consideration of the Albina Community Plan in 1993, pending the results of this planning process.



### STRUCTURAL CONDITION

The local engineering firm of KPFF was retained to provide an analysis of the buildings condition and restoration feasibility related to seismic issues and necessary code compliance. Structural engineer Grant Davis provided the following comments after inspecting the building on September 2, 1994:

*The biggest concern with a building of this vintage would be the potential seismic hazard due to the clay tile bearing wall construction. We have found that the best way to deal with this potential hazard is to construct a new stud bearing wall system inside the clay tile walls. The new stud*

*walls would act as bearing members if the clay tile walls are severely damaged. They also provide the opportunity for insulation, electrical distribution and a backup structure for anchoring the clay tile wall, which in essence provides an assembly not unlike current construction, where the clay tile walls could then be considered veneer.*

*The gymnasium construction appears to be relatively modern, with a steel frame and exterior concrete panels. We feel that this particular structure would require very little seismic strengthening, other than perhaps a check of the roof/wall attachments and potentially some rod bracing between the steel frame members.*

*The relatively tall walls in the boiler room would definitely need to be braced. The chimney structure would either need to be removed and replaced, or strengthened. It is also likely that the wall in the auditorium would need to be braced and interior shear walls or a steel frame would need to be added to brace this particular building globally.*

## **ALBINA COMMUNITY PLAN**

Kennedy School is designated as a neighborhood focal point for the Concordia Neighborhood in the Albina Community Plan. These focal points are highly visible locations or have a clear identity as landmark locations for the residents of one or more neighborhoods. The Plan also includes an action item (#FS32) to investigate the feasibility of establishing a Community Family Center, similar to the Columbia Villa model, at the Kennedy School site.

## **THE CONCORDIA NEIGHBORHOOD PLAN**

Kennedy School is identified as a neighborhood attraction and potential landmark (Rank II, not designated). One of the plan objectives is to preserve the historic buildings at the Kennedy School site and to consider their reuse as a comprehensive community service and activity center.

## **PARKING REQUIREMENTS**

Chapter 33.266 of the City Code establishes the standards for the amount, location, and development of motor vehicle parking, standards for bicycle parking, and standards for on-site loading areas. The minimum number of required parking spaces is dependent on broad use/zoning categories as described in Table 266-2 of the City Code. When there are two or more separate uses on a site, the required parking for the site is the sum of the required parking for the individual uses. Joint use of parking spaces is possible if the separate uses are able to share the same parking spaces because their demands occur at different times. Parking areas are subject to landscaping requirements, which vary with the adjacent uses.

Bicycle parking is required for some use categories. The required minimum number of bicycle parking spaces varies for each use category (Table 266-6) but are typically 1 per 20 auto spaces. Bicycle parking must be located within 50 feet of an entrance to the building and in some cases may be required to be covered.

## **ENVIRONMENTAL HAZARDS**

A *Level I - Environmental Site Assessment* was completed in December 1993, by LaVielle Geotechnical P.C. Summarized, their conclusions at that time were that:

- *There is a significant amount of asbestos in the building which is badly deteriorated and presents a significant hazard.*
- *One underground heating oil tank (UST) , which is no longer in use, is located on the property. The tank was last cleaned and inspected in 1986 and no evidence was found that would suggest there has been any leaks or spills of fuel oil at the UST.*
- *Based on the previous and current land-use and our current knowledge of the existing conditions, we believe there is a low potential for hazardous or toxic materials to be present beneath the site.*

## DESIGN GUIDELINES

**K**ennedy School, located at N..E. 33rd Avenue in Portland, represents a significant historic resource for the Concordia Neighborhood. As such, there is considerable community interest and concern over its future. The City Of Portland, as property owner, has engaged in an effort with the Concordia Neighborhood Association to identify and promote the redevelopment of Kennedy School.

While there are diverse opinions within the neighborhood about what should happen to the school, there is overwhelming support for the preservation of the building and its unique character. As a way to express the neighborhood's interest and concern over the design and implementation of any restoration or redevelopment of the school, a Concordia neighborhood committee, with assistance from Donald B. Genasci & Associates, has developed these *Design Guidelines* to be incorporated into the *Kennedy School Master Plan*.

These *Design Guidelines* are intended to offer any future developer a framework of ideas and desired actions from which to carry out restoration, or design alterations, of Kennedy School in a way that will be compatible with the community's interests. They should act as a site specific supplement to any other guidelines (i.e., local building codes, zoning compliance, historic preservation plan) having an influence on the rehabilitation of Kennedy School, either now, as a result of the current Master Plan, or in subsequent remodelling or redevelopment affecting the structures and open spaces of the property.

To assist in interpreting and revising these guidelines, and responding to emerging development plans and specifications, it is recommended that a Design Com-



mittee be convened consisting at a minimum of a neighborhood representative, an architect and PDC staff member. To serve in this capacity for any development occurring as a result of the initial Master Plan, the following representatives are suggested: Melissa Darby (CNA), Don Genasci (Architect), Judith Rees (PDC) and David Nemo (PDC).

### **I. REDEVELOPMENT ISSUES**

These issues reflect the community's overarching objectives for the redevelopment of Kennedy School as they relate to design and development.

#### **A. Preservation**

Short of a full and complete restoration of Kennedy School, the overwhelming desire of the community is for the complete and authentic restoration of the west, south and north facades. Also, it is important to maintain as a theme the historic use of the building as a school.

#### **B. COMMUNITY ATTRACTION**

Kennedy School represents a considerable opportunity to improve the quality of public life in the Concordia neighborhood. It offers the potential, both inside and outside, to once again become the focal point for community activities and neighborly conversation. The front entrance of the building (facing 33rd Ave.) provides an ideal opportunity to create a community gathering place, and building uses with direct access to the front courtyard could serve to stimulate and enhance this use (e.g., coffee shop, gift store, restaurant).

### **C. Recreation**

The open space to the east of the school has always been a playground for the neighborhood and it is important that as much of this space as possible be retained for recreation activities (e.g., soccer, softball).

### **D. Expansion**

Any new development that may occur on the eastern portion of the site, needs to take into consideration the scale and character of adjacent houses, in addition to that of the school. There is strong concern in the neighborhood that any new development not overwhelm existing homes, which could be mitigated by using examples of building types and elements from adjacent houses in any new architectural proposals.

## **II. SITE DESIGN**

**A.** Any future additions to the school should be compatible with the existing structures.

- Additions would preferably be to the main building and complete the original (Naramore) build-out plan.
- Additions should be positioned to complement the size, proportions, elements and type of the existing building.
- Setbacks from public streets should be maintained.
- Any addition beyond the original build-out plan should be positioned to the North and East of the main building.
- Maintain the function, original configuration and character of the courtyards in any development.

**B.** Any future addition to the school should be compatible with existing neighborhood housing.

- An addition should be configured to reduce the impact of its bulk on the neighborhood by accentuating front and back stairs and entry, and by emphasizing the pieces of the addition rather than the bulk of the whole.
- Retain the essential symmetry of the original building.

- Develop site strategies to increase neighborhood activity at the front of the school (33rd Ave.).
- Incorporate a sitting area at the South end of the front lawn.
- Increase seating around the flag pole (i.e., a low wall, gardens and/or public space).
- Use street widening (pull out) rather than an entry drive to accommodate loading and unloading of passengers.

### **C. Lighting & Utilities**

- Lighting fixtures inside the building should replicate original fixtures or be compatible with the historic nature of the building.
- Lighting fixtures on the outside face of the building should replicate original fixtures or be compatible with the historic nature of the building (i.e., not flood lights).
- Lighting fixtures along walkways or in a parking lot should replicate original fixtures or be compatible with the historic nature of the building.
- New utility connections should be underground.

### **D. Exterior Signage**

- Building signs should be pedestrian scale, wooden painted, with minimal lighting at right angles to the building.
- Free standing signs with lighting are to be in the character of the building (i.e., same lettering as name above front entrance). No neon signs should be used.

## **III. Building Design And Character**

**A.** Any new building addition should respect and strongly relate to the style and character of the existing school and neighborhood homes in terms of:

Plan  
Elevation  
Scale & size

Materials  
Construction details  
Elements

- B.** Develop a building that uses its configuration to reduce the impact of its bulk on the neighborhood.
- C.** Use the best architectural elements found in the neighborhood to relate new construction to surrounding neighborhood houses (e.g., front porches, dormers, bays, trellises).
- D.** Building Height should be no more than two stories (26 feet).
- E.** Any building addition to the south of the school should account for the termination of 34th street.
- F.** Develop building strategies to increase neighborhood pedestrian activity.

#### **IV. Design For A Pedestrian Emphasis**

- A.** Develop site strategies and traffic calming methods to increase neighborhood pedestrian activity along 33rd Avenue which may include:
  - Widen sidewalks (preferably with materials such as brick or pavers to enhance project's appearance).
  - Uses in the school building that are dedicated or primarily available for community activities should be placed on the periphery of the building with easy access.
  - Provide for bicycle parking, preferably secured and sheltered.
  - Support curb extenders on 33rd Avenue.
- B.** Develop site strategies to increase compatibility between transportation and pedestrian activity on 33rd Avenue.
- C.** Develop site strategies to increase compatibility between cars and pedestrian activity.
  - Develop planter strips in parking area.
  - Make sheltered connections between the building and on-site parking.
- D.** Develop public places for people to come together in front of the school. Support these public places with direct access to services within the school.

#### **V. Landscape Design**

- A.** Develop landscape strategies to increase compatibility between the existing school building and surrounding neighborhood housing.
  - Minimize the impact of the automobile on the front of the building.
  - Replace and maintain landscape elements that are consistent with those existing in the neighborhood.
  - Acknowledge the end of 34th Avenue with special landscaping.
- B.** Retain all significant and healthy existing trees. Where removal is necessary and replacement appropriate, a similar type of tree having a minimum of a 4" caliper is to be used.
- C.** Retain or restore historic landscape plantings and design elements, including:
  - Courtyards
  - Front of school (along 33rd Ave.)
- D.** Incorporate historic plantings indigenous to the site into new development by:
  - Planting street trees around the perimeter of the site.
  - Incorporating trees and other plantings in any on-site parking lot.
- E.** Use materials other than asphalt or concrete to construct new paved surfaces adjacent to the building.
- F.** Retain a maximum amount of open/green space on the East side of Kennedy School and respect the symbolic importance of the open space for community use.

#### **VI. Parking Design**

- A.** Develop parking strategies to reduce the impact of cars on the existing school building.
  - On-site parking should be located to the east of the main school building, and no parking created between the building and NE 33rd Ave. or NE Simpson St.

- On-site parking lots should have significant trees planted on 30'-0" centers in each row of parking.
  - Parking lots should have walkways (minimum of 5ft. wide) across the parking lot approximately every 75'-0. Walkways should be of a different material than the main parking area to differentiate crossing.
  - Parking lots should have a landscaped edge to a height of 4'-0" or a trellised walkway between the parking and adjacent structures.
  - A sidewalk should extend North to South on the West side of parking lot.
- B.** Develop parking strategies to reduce the impact of cars on the surrounding private residents.
- Adequate on-site parking should be available to accommodate normal customer volumes.
  - On-site parking should be separated from perimeter sidewalks by a buffer of open or landscaped space.
- C.** Personal safety should be a concern in the design of the parking lot.

Exterior architectural details.  
 Roof configuration.  
 Classroom details

- C.** Every reasonable effort should be made in any remodelling or redevelopment project to maintain design and use elements which are important to the historical character of Kennedy School.
- Maintain, as a design theme, the former function of the building as a school.
  - Minimize reconfigured appearance (exterior and corridor) of classrooms; and retain some classrooms in original (restored) state.
  - Interior decoration should relate to the original character and use of the building.

## **VII. Transportation Design**

- A.** Integrate bus stops into the design of the public area in front of the school.
- B.** Incorporate recommendations of the Portland Bureau of Traffic Management *33rd Ave. Traffic Calming Project* completed in 1995.

## **VIII. Historic Preservation**

- A.** Restoration of Kennedy School should comply with the Secretary of the Interior's *Standards for Rehabilitation* and *Guidelines for Rehabilitating Historic Buildings*.
- B.** Every reasonable effort should be made to minimize any change to essential elements which contribute to the character of Kennedy School:
- Configuration and appearance of windows.
  - Design and detail of building entrances, both interior and exterior.

## **KENNEDY SCHOOL MASTER PLAN EXHIBIT LIST**

### **Exhibits**

- A. *Application*: National Register of Historic Places;  
June 20, 1988
- B. *Letter*: United States Department of the Interior;  
October 27, 1988
- C. *Intergovernmental Agreement*: City of Portland,  
Multnomah County and Portland School District  
No.1; April 22, 1993
- D. *RFP 94-11*: Kennedy School Master Plan
- E. *Notice*: Public Workshop I
- F. *Notice*: Public Workshop II
- G. *Notice*: Public Workshop III and IV
- H. *Press Release*: June 22, 1994
- I. *Press Release*: October 18, 1994
- J. *Questionnaire*: Public Workshop; June 29, 1994
- K. *RFP 95-06*: Kennedy School Use/Development
- L. *Notice*: RFP 95-06; Portland Observer
- M. *Announcement*: For Sale - Lease - Rent
- N. *List*: RFP 95-05 Distribution List
- O. *Questionnaire*: Public Workshop; September 29, 1994
- P. *Questionnaire*: Public Workshop; October 27, 1994
- Q. *Memorandum*: Task Force Recommendation;  
December 6, 1994
- R. *Letter*: Letter of Understanding; December 27, 1994
- S. *Memorandum*: Planning Commission Recommen-  
dations
- T. *Letter*: City of Portland, Planning Commission; April  
17, 1995

Note: To reduce printing costs, and to make this copy of the Kennedy School Master Plan available free of charge, copies of the exhibits (approximately 150 pages) are not included. The exhibits may be reviewed at the Portland Development Commission office, 1120 S.W. Fifth Avenue, Suite 1100, or a complete copy of the Master Plan including exhibits may be purchased for \$15.00.