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## Milwaukie Ave Main Street Plan

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# MILWAUKIE AVENUE MAIN STREET PLAN

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*Prepared for Brooklyn Action Corps  
June 2006*

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## MSCC

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Main Street  
Collaborative  
Consultants

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*Client – Brooklyn Action Corps Neighborhood Association*

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## IN MEMORIAM

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(Photo courtesy of [www.newyorkpost.com](http://www.newyorkpost.com))

**Jane Jacobs**  
**May 4, 1916 – April 25, 2006**

“There is a quality even meaner than outright ugliness or disorder, and this meaner quality is the dishonest mask of pretended order, achieved by ignoring or suppressing the real order that is struggling to exist and to be served.”

The staff of Main Street Collaborative Consultants would like to dedicate this document to the memory of writer and urban activist Jane Jacobs. Her work helped to redefine the focus of urban redevelopment and the role that planners should play in the world.

Her books include:

- *The Death and Life of Great American Cities* (1961)
- *The Economy of Cities* (1969)
- *The Question of Separatism: Quebec and the Struggle over Separation* (1980)
- *Cities and the Wealth of Nations* (1984)
- *Systems of Survival: A Dialogue on the Moral Foundations of Commerce and Politics* (1992)
- *The Nature of Economies* (2000)
- *Dark Age Ahead* (2004)

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# MILWAUKIE AVENUE MAIN STREET PLAN

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# MILWAUKIE AVENUE MAIN STREET PLAN

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## EXECUTIVE SUMMARY

This plan provides an analysis of Milwaukie Avenue as a neighborhood Main Street and provides recommendations for its growth and improvement. Methods of analysis included a comprehensive land use and transportation safety inventory, data collection from neighborhood residents and master of urban and regional planning students, comparison to other Main Streets, and feedback from a technical advisory committee. The analysis shows that Milwaukie Avenue has great potential as a Main Street, although improvements in the existing zoning code and transportation infrastructure will greatly benefit its condition. Other features, including Green Streets and elements that provide neighborhood identity, will also improve Milwaukie Avenue's Main Street potential.

The following initiatives emerged as the priority actions from this Main Street analysis and should be undertaken to promote more commercial and residential activity along Milwaukie Avenue:

- The City of Portland should refine its vision for how development occurs along this corridor. Currently there is a lack of consistency among adopted plans for this area. Metro designated Milwaukie Avenue as a Main Street in its 2040 Growth Concept Plan, and should be recognized officially as such by the City.
- A comprehensive zoning review is overdue in this area. The City of Portland should undertake a formal review and involve as many local residents and property and business owners as possible. Particular attention must be paid to existing commercial buildings that have been rezoned for residential use. Mixed-use zoning designations should be explored. Plans that were recently adopted for St. Johns/Lombard and Division Streets could serve as a model for the type of work that should be done.
- Properties with frontage on Milwaukie Avenue should be developed with careful

consideration for the historic nature of this district. Voluntary efforts to do so have not been enough in other parts of the city. The neighborhood should explore the adoption of a Main Street or Design Overlay Zone to ensure that new construction matches the character of the neighborhood and exhibits quality design.

- Residents should continue to work with the City to make Milwaukie Avenue more inviting for bicyclists and pedestrians. Better connections to public parks, the Willamette River greenway, and to other neighborhoods should be a top priority.
- Green Street features such as street trees and stormwater treatment swales should be incorporated into the existing streetscape. Funding currently exists at the city and regional levels to add these amenities. Additional earth-friendly features will reduce the burden on the sewer system by treating stormwater on-site, provide traffic calming to slow area motorists, add needed landscaping in a low-maintenance design and act as a gateway feature to the neighborhood.

Finally, this document provides a Resource Guide that locates and describes significant agencies, programs, and grant opportunities to promote the implementation of many of these Main Street recommendations.



**Photo 1** A prominent landmark marking the entrance to the neighborhood and Milwaukie Avenue



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# PROJECT OVERVIEW

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The neighborhoods of inner-Southeast Portland are experiencing a renaissance, thanks in large part to the revitalization of business districts along corridors such as Belmont Street, Hawthorne Boulevard, and most recently, Division Street. Many consider the neighborhoods in which these “Main Streets” are located – such as Buckman, Sunnyside, and Richmond – as some of the most livable in Portland. The Milwaukie Avenue corridor and surrounding Brooklyn neighborhood are poised to follow in these footsteps.

The popularity of inner-Southeast does not appear to be waning. Each year thousands of Portland’s new residents choose Southeast Portland as their home. For this reason, the Brooklyn neighborhood has promise that did not exist several years ago. In addition, Milwaukie Avenue has received much-needed improvements over the past several years, such as the conversion of the Aladdin Theater from an adult movie theater to a live music venue, and the construction of mixed-use independent living for seniors at Sacred Heart Villa. Considering these factors, the time is ripe for a serious look at the Milwaukie Avenue corridor and how it functions as a Main Street for Brooklyn neighborhood.

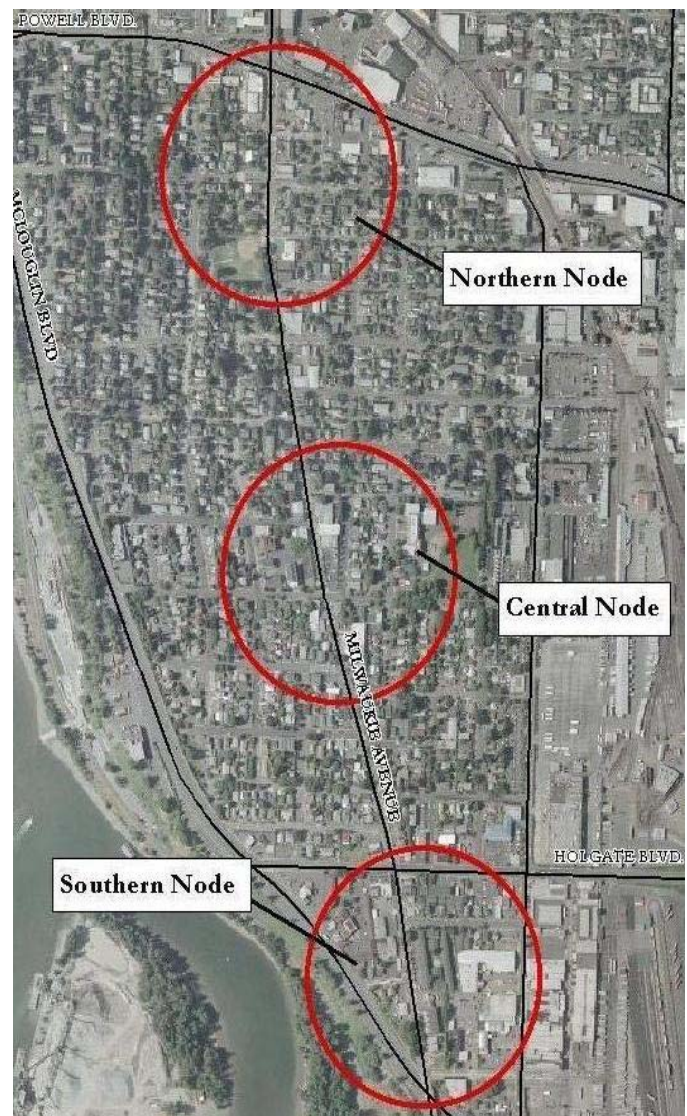
The Milwaukie Avenue Main Street Plan strategically assesses the current conditions of the corridor to find ideal system-wide and site-specific solutions that will create the climate for change.

The Milwaukie Avenue Main Street Plan is comprised of three nodes. These areas provide an in-depth look at issues affecting the street.

1. **Northern Node:** *SE Powell Boulevard to SE Haig Street* – Dominated by commercial uses, this section of Milwaukie Avenue has many identifiable Main Street characteristics.
2. **Central Node:** *Milwaukie Avenue & SE Center Street* – Much of this area is comprised of out-of-date and inconsistent zoning designations. Many historic retail buildings between Center

and Holgate Streets are zoned for residential use.

3. **Southern Node:** *SE Holgate Street to McLoughlin Boulevard* – Serious traffic safety issues persist, particularly in the area south of Holgate Street.



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# PLANNING COMPONENTS

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The following steps were part of the planning approach for Milwaukie Avenue.

## *Research*

Previous plans were studied to gain a better understanding of past successes and challenges along the street:

- Brooklyn Neighborhood Plan
- Milwaukie Avenue Action Plan
- South Corridor Project
- Portland Freight Master Plan

Plans for other Main Streets and commercial corridors in Portland were studied as well. These provided guidance on how to approach Main Street planning for Milwaukie Avenue:

- Division Green Street/Main Street Plan
- Sandy Boulevard Resurfacing and Streetscape Project
- St. Johns/Lombard Plan

## *Land Use and Transportation Inventory*

A land use and transportation inventory was conducted to learn the existing conditions of the street. Data was gathered for each block bordering Milwaukie Avenue, including the blocks located just outside Brooklyn's neighborhood boundaries to the north and south. The following information was gathered for each block:

- Number of buildings
- Zoning and Comprehensive Plan designations
- Open space
- Bus stops and amenities
- Bike racks
- Auto and pedestrian curb cuts
- Street trees
- On-street parking

- Number of parking spaces and trees on-site

Please refer to Appendix A to view the inventory form.

## *Technical Advisory Committee (TAC)*

A technical advisory committee was formed to provide specialized expertise. Biweekly meetings were held with TAC members at the Metro Regional Center.

## *Citizen Participation Event*

An open-house style community meeting was held the evening of May 11, 2006 at the Sacred Heart Villa Community Room/Loaves and Fishes. Brooklyn residents had the opportunity to comment on Milwaukie Avenue's current condition and provide input on how to make it a better Main Street. The survey form used is in Appendix C.

## *MURP Tour*

On April 19, 2006, approximately 35 students and three professors from PSU's Master of Urban & Regional Planning Program were led on a walking tour of Milwaukie Avenue and parts of the surrounding neighborhood. They provided comments and suggestions on the five Main Street keys for Milwaukie Avenue. To see the form used by students, please refer to Appendix B.

## *Client Meetings and Correspondence*

A team representative attended all General Neighborhood Meetings and Neighborhood Executive Board Meetings from January through June. In addition, there were several client meetings scheduled throughout the planning process which all team members attended.

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# METRO'S MAIN STREET GUIDELINES

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Milwaukie Avenue is designated a Main Street by the Metro 2040 Plan. *Metro's Main Street Handbook: A User's Guide to Main Streets* provides a definition of a Main Street:

**Main Street:** A neighborhood or community business district characterized by higher density land uses, high quality transit service, a good pedestrian environment, and apartments on and around the street.

According to *Metro's Main Street Handbook*, there are five primary keys to a successful Main Street. Using the following components, this Plan will analyze Milwaukie Avenue to guide recommendations.

## Design & Physical Appearance

The street looks like a Main Street. The urban design, architecture, and street appearance make the street stand out from the surrounding area.

**Examples:** Street trees, planters, hanging flower baskets, buildings oriented to the street, and on-street parking.

## Transportation

A Main Street has a high volume of traffic, but it is well managed so that pedestrians and bicyclists feel safe and secure. Transit service is safe, convenient, and accessible. Parking is available on the street or in shared parking lots.

**Examples:** Curb cuts for pedestrians, bicycle lanes, striped and specially paved pedestrian crosswalks, and bus stop amenities such as shelters and benches.

## Uses

A Main Street has high-density mixed uses. There are businesses and public and private services to serve residents of the neighborhood and surrounding area.

**Examples:** Grocery store, pharmacy, dry cleaner, restaurant, school, library, doctor and dentist offices.

## Regulations

The zoning code, design standards, and other regulations help to foster a Main Street environment. Mixed uses, such as retail and residential, are allowed.

**Examples:** Design overlay zone, permitted sidewalk uses such as outdoor café seating, and prohibited uses such as drive-through windows at fast food restaurants and banks.

## Organizations

Organizations can provide support and management for the Main Street. They help to ensure that the street continues to be an asset for neighborhood residents.

**Examples:** Neighborhood association, business association, churches, and schools.

In addition to the five Metro Main Street Guidelines, this Main Street Plan includes the following two which also have an impact on Main Street viability.

## Business Climate

The business climate of a Main Street is essential to the success of commercial properties. The current climate of the Main Street was researched to identify places where the Greater Brooklyn Business Association can focus its efforts to create a stronger business climate.

**Examples:** Vacant commercial buildings, gaps in neighborhood services, and climate under which they function.

## Neighborhood Identity

Events and neighborhood enhancement projects improve neighborhood identity and develop a sense of ownership of the street.

**Examples:** Murals, kiosks, traffic calming, and transportation facility repair.

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## NEIGHBORHOOD HISTORY

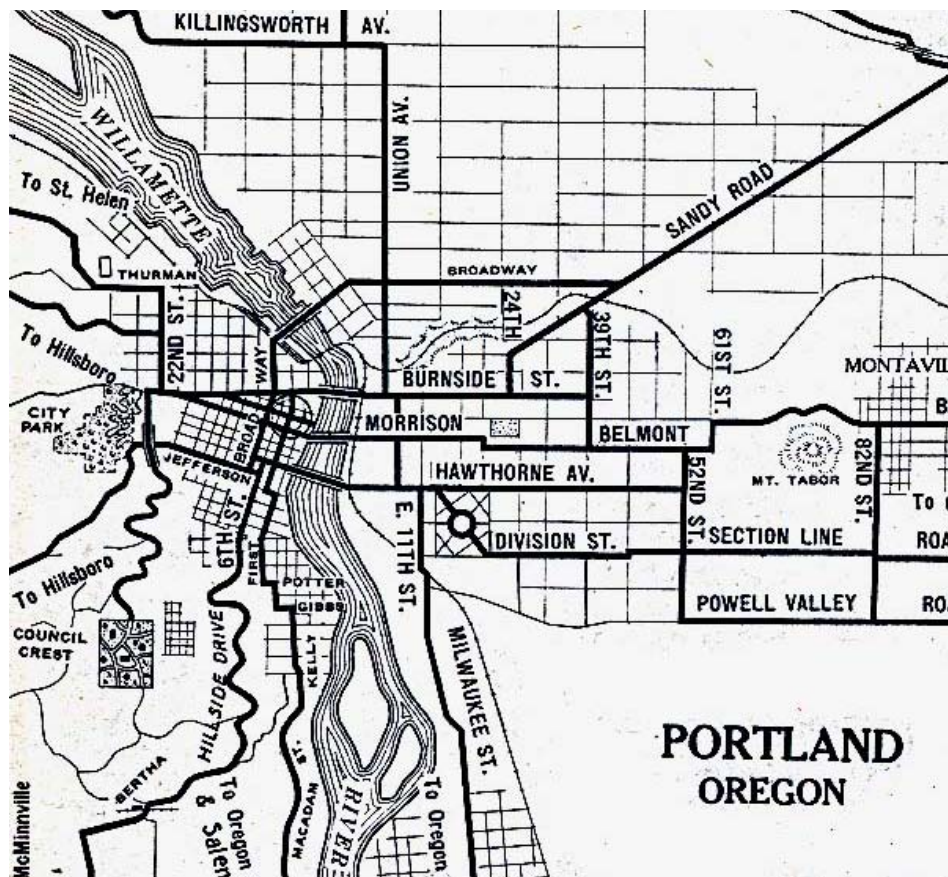
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Milwaukie Avenue is a street with a long and rich history. Unlike most roads in Portland's urban core, it is not oriented to a grid. Native Americans first used the corridor as a trade route running parallel to the nearby Willamette River. It was adopted by Multnomah County in the late 1800s and updated to serve farmers traveling to nearby urban marketplaces.

Milwaukie Avenue became a major thoroughfare and was used as the "Road to California" until the McLoughlin Blvd/99E "superhighway" was constructed nearby in the 1930s. Milwaukie Avenue continued as the focus point for local retail and served as a major streetcar route. Many of the streetcar-era retail buildings still stand

today, although very few of them contain retail uses.

The Brooklyn neighborhood is among the oldest sections of the City of Portland. The neighborhood stretches from the Willamette River on the west to SE 26<sup>th</sup> Avenue on the east. Powell Boulevard forms the northern boundary, while the eastward curve of McLoughlin Boulevard forms the southern tip. The neighborhood is historically blue collar and industrial, and it features a growing close-knit community of artists. The area is known for its quiet residential streets and variety of Victorian- and Arts and Crafts-era homes.



**Photo 2** This map appeared in the 1917 edition of the Automobile Blue Book. The spelling of the street name may have changed, but the route traveled remains the same. (Map courtesy of [www.lib.utexas.edu/maps/historic\\_us\\_cities.html](http://www.lib.utexas.edu/maps/historic_us_cities.html))



The mid-twentieth century brought rapid change to the area. As Portland and other American cities became increasingly suburbanized, young couples and families moved away from the urban core. Decreasing population and increasing industrialization have had ill effects on the neighborhood. Many old homes and farms were cleared and replaced with auto-oriented commercial developments and low-quality duplexes and motel-style apartments.

Road and highway expansion in the area have adversely affected the neighborhood. This began with construction of the Ross Island Bridge in 1926. The town square and a neighborhood park on the southeast corner of Powell and Milwaukie were demolished to make room for the increased traffic. Several years later, during the Great Depression, McLoughlin Boulevard/99E was constructed.

An expansion of McLoughlin/99E in the early 1970s gave it many of the characteristics of an

urban freeway. This required the demolition of numerous homes, eliminated neighborhood access to the river, and threatened to overwhelm the area with noise and air pollution from heavy traffic.

Area residents were finally able to organize and managed to successfully block development of the Mt. Hood Freeway in 1978, which would have further degraded Brooklyn and other inner city neighborhoods.

Brooklyn neighborhood has a rich tradition of citizen involvement. The neighborhood association, Brooklyn Action Corps (BAC), has been active since 1962, making it one of the oldest neighborhood associations in Portland. In 1989 the neighborhood received a grant for the creation of a formal neighborhood plan. Two years of work and public feedback went into the final proposal, which Portland City Council adopted as the Brooklyn Neighborhood Plan in spring of 1991.



**Photo 3** This rendering, viewed from the Willamette River eastward, shows how the proposed Mt. Hood Freeway would have further separated Brooklyn from the central city. Milwaukie Avenue and the Aladdin Theatre can be seen in the lower right hand corner. (Photo courtesy of ODOT planning archives.)



**Photo 4** Brooklyn Neighborhood Boundary; neighborhood in white. (Map courtesy of: <http://www.brooklyn-neighborhood.org/>)

**The following events since 1991 have had a profound effect on the Brooklyn Neighborhood**

- The southern boundary of the neighborhood has been moved. Shortly after adoption of the Brooklyn Neighborhood Plan, the boundary was expanded to include the area south of Holgate Street and north of McLoughlin Boulevard. Since this area was not a part of any recognized neighborhood association, very little in the way of formal planning had been done there.
- Metro and TriMet have adopted the South Corridor Project, which will bring light rail transit through the neighborhood. Plans will be finalized over the next few years and construction will begin in 2009. Frequent light rail service will link downtown Portland to the town of Milwaukie starting in 2013 or 2014. It is likely that critical zoning and land use changes will be made in the next few years as a way of increasing housing density along the proposed line.
- Traffic congestion has worsened. Cut-through traffic from Powell and McLoughlin

Boulevards is having a negative impact on livability. Long-promised traffic mitigation plans have not been implemented. This includes traffic calming on McLoughlin Boulevard and restored pedestrian access to the Willamette River.

- Few streets in the area feature bicycle lanes, despite the growing number of riders. Key bike and pedestrian linkages in and through the area are missing. The Springwater Corridor Trail along the Willamette River has been built, but there is no direct access from Brooklyn.
- Industrial expansion is no longer the threat it once was. In fact, many industrial buildings in the neighborhood are currently vacant or underutilized. Consolidation in the railroad industry has cast a shadow of doubt on the future of the Brooklyn rail yard facility. If the yard were to move to the urban fringe, hundreds of acres in the heart of the neighborhood would suddenly become vacant.



**Photo 5** Plans have been adopted to expand MAX light rail to the south. Frequent service would link the Brooklyn neighborhood to both Downtown Portland and the City of Milwaukie. (Map courtesy of TriMet and can be found at [www.trimet.org](http://www.trimet.org)).

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## PREVIOUS PLANNING EFFORTS

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Numerous planning efforts aimed to improve the Brooklyn Neighborhood and surrounding area have been adopted within the past fifteen years. Below is a description of the planning efforts that contributed to the existing conditions in Brooklyn and the greater southeast neighborhood.

### **1991: Brooklyn Neighborhood Plan**

In the fall of 1989, Brooklyn Action Corps neighborhood association (BAC) applied for a grant to develop a comprehensive neighborhood plan. The grant was approved and a yearlong planning process began. A wide variety of people participated in the public involvement process and a formal plan was completed.

Portland City Council adopted the neighborhood plan in the spring of 1991. This document still stands as the official plan for the area. It is generally held in high regard by those in the neighborhood and many of its recommendations for the Milwaukie Avenue area have been adopted. The neighborhood decided to focus its efforts on making the corridor friendlier to pedestrians and to emphasize the area's rich history.

### **1992 –1998: South/North Light Rail Transit Plans**

Local Planners have long sought to build a region-wide light rail network in the Portland area. Reintroducing rail service to the inner southeast neighborhoods has been in the discussion stages for nearly thirty years now. Despite continued support by local residents and high ridership figures on existing bus lines, no rail line has yet been built in this area.

The South/North transit initiative sought to build a light rail line from Vancouver Washington in the North all the way to Clackamas Town Center in the South. The line would serve Downtown Portland, inner Southeast including the Brooklyn neighborhood, and the City of Milwaukie. Concerns were raised in regards to both the high price of the project and the selected route. This culminated in the defeat of a

ballot measure in 1998 that would have paid the local share of the project's costs. Without a dedicated source of funding for the project, expansion of the light rail system was placed on hiatus.

### **1995: Metro's 2040 Growth Concept Adopted**

Shortly after being granted home-rule powers with regard to transportation and land use planning, Metro undertook a lengthy public process for determining how the region would accommodate future population growth. The adopted plan reflected the opinion of the public that the region should grow upward and not outward. Urban redevelopment is to be encouraged through targeted transportation improvements and zoning changes.

Brooklyn has been impacted by the 2040 Growth Concept in a variety of ways. Milwaukie Avenue from Powell to McLoughlin Boulevard/99E was designated in the plan as a "Regional Main Street." This is a designation given to mixed-use commercial districts along major traffic corridors. The 2040 plan recommends that future efforts work to promote walking, biking, and transit use in these areas through targeted transportation improvements. New development is encouraged to be pedestrian oriented and mixed-use in nature.

### **1998: Milwaukie Action Plan**

REACH Community Development worked with the Brooklyn Neighborhood and looked at community needs along Milwaukie Avenue. Data was obtained through a variety of sources, including both resident and business surveys. Positive suggestions were generated and a good number of these have been implemented to varying degrees over the past decade. Attention was given to increasing commercial activity the business district, improving the local housing stock, and to addressing some of the growing transportation concerns in the neighborhood.



### **1999: Regenerating Brooklyn's Main Street**

REACH's efforts along Milwaukie Avenue in 1998 led to a more detailed effort the following year. This time they partnered with Department of Land Conservation and Development and ODOT's Transportation and Growth Management (TGM) Program. Sienna Architecture Company and Urban Design Collaborative were brought in as project consultants and numerous architectural renderings were produced.

Careful attention is given to the idea of residential and commercial infill development that is respectful of the historic nature of the neighborhood. There is also a strong focus on making Milwaukie Avenue more supportive of bicyclists and pedestrians.

### **1999 – Present: South Corridor Project**

With the defeat of several proposals for funding light rail expansion, Metro undertook a study to look at future transit improvements. Two new light rail lines were built in the northern part of the region utilizing existing funding sources and some creative public/private partnerships. Metro then sought ways to improve transit in the southern part of the region through innovative means. Light rail was initially not considered as an alternative. Planners instead looked at bus rapid transit, dedicated bus right of ways, commuter rail, high occupancy vehicle lanes, and even rapid ferry boat service.

Local residents and business owners worked hard to get light rail back on the list of accepted alternatives. They were successful and planners developed a new, shorter rail line that would connect Downtown Portland to Downtown Milwaukie with two stations serving the Brooklyn Neighborhood. This line will connect with the existing Yellow Line MAX in Downtown Portland and provide a seamless route between Milwaukie and North Portland.

Many Brooklyn residents were disappointed when it was announced that the next MAX line would be built not in their neighborhood, but along Interstate 205, several miles to the east. It appears that route was selected due to

both lower costs and a higher projected ridership. There is currently no source of funding for the Milwaukie transit line, and local residents are skeptical that the line will actually be built.

### **2000: Brooklyn Neighborhood Access to Springwater Corridor**

Area residents have long sought improved access to the adjacent Willamette River. When McLoughlin Boulevard was expanded in the early 1970s, direct access was completely cut off. Various plans have been drawn up over the past 30 years for providing access, but nothing has been built due to high costs and limited funding.

In the summer of 2000, the Brooklyn Action Corps was successful in getting the City and the Oregon Department of Transportation to prepare a report in regard to river access issues. Renewed interest has been given to these plans now that the riverside Springwater Corridor trail has opened. Documents from the City and State archives show that improved river access has been promised in the past and that it is technically feasible.

### **2004: Metro Corridors Project**

Metro received a Transportation Growth Management (TGM) grant in order to learn more about the commercial corridor component of their 2040 Growth Concept. Today there are over 400 miles of street which fall under this designation. This study found that these corridors vary greatly in the type of adjacent land use, streetscape quality, vehicle capacity, and real estate market conditions. It was recommended that future efforts be made to rethink corridor planning and for there to be more funding to address this issue.

Many of the corridor study's conclusions are directly relevant to the issues facing Milwaukie Avenue in the Brooklyn Neighborhood:

- Corridors in the Portland Metropolitan area are drawing from markets larger than those of the adjacent neighborhoods to support their retail sales. This means that there is some opportunity for some businesses to locate along Milwaukie Avenue that would have a customer base that lives outside of the immediate area.

- National trends in retail show more new development at major intersections and less along extended strips. This indicates that Milwaukie Avenue is not likely to experience an overwhelming amount of retail infill and that future infill will likely include residential development and be clustered at specific intersections.
- Residential, office, lodging, and institutional uses have the potential to supplant retail as the highest and best uses along some parts of corridors. Future plans for the Milwaukie Avenue corridor should therefore plan for a greater variety of uses.
- A major transformation of current corridors will require streetscape improvements. Although Milwaukie Avenue is better than most commercial corridors in regards to pedestrian friendliness, targeted improvements would promote additional infill development.
- Transportation improvements including access management can decrease congestion and increase mobility and access along corridors. This finding supports previous efforts to restrict access to McLoughlin Boulevard from Milwaukie Avenue. Traffic along Milwaukie Avenue would likely flow more smoothly if the amount of traffic turning onto McLoughlin was restricted.
- Without the benefit of clear public policy and public investment, most corridors will change slowly. This is consistent with the way that Milwaukie Avenue has been slow to change and evolve in recent years. Little public investment has occurred in the area in the past thirty years.
- Public efforts undertaken to transform development in corridors will need to include a comprehensive public involvement process. This has already occurred along Milwaukie Avenue in regards to transportation changes. It should now happen for possible zoning and other land use changes.

#### **2006: Division Green Street/ Main Street Plan**

Although this plan applies to an area outside of the Brooklyn neighborhood, it has many

features that could apply to future planning efforts along Milwaukie Avenue. The Portland Office of Transportation worked in partnership with the Bureau of Planning to address both transportation and land use issues. Stormwater treatment and other green street elements were included at a level not previously seen in other transportation plans.

This plan's approach to zoning is of particular interest. As on Milwaukie Avenue, past rezoning efforts have left a number of nonconforming uses. In some cases, commercial buildings that have been around for 50 or 75 years were rezoned for residential use. This makes it difficult for existing businesses and property owners to improve their properties due to lengthy permitting processes and high fees. With a comprehensive zoning amendment, these zoning/land use mismatches were corrected with a single vote from City Council.

#### **2006: Portland Freight Master Plan**

The Portland Office of Transportation has developed a citywide plan for the movement of freight on city streets. Portland has long been a center for the transportation of goods by rail, street and water. There has been increasing conflict in recent years as both population density and vehicle miles traveled have grown. Through adoption of a formal plan, the City hopes to balance the transportation demands of local businesses with the livability of local neighborhoods.

The draft version of the plan was strongly criticized by residents of the Brooklyn Neighborhood. The City initially proposed making Milwaukie Avenue a Regional Truck Access Street. This would have likely brought more truck traffic to the area and would have had an impact on the design of future road improvements. A citizen led letter writing campaign was initiated and the response was overwhelming. City Commissioner Sam Adams decided to drop the proposal and allow Milwaukie Avenue to retain its existing designation as a street for local truck access.

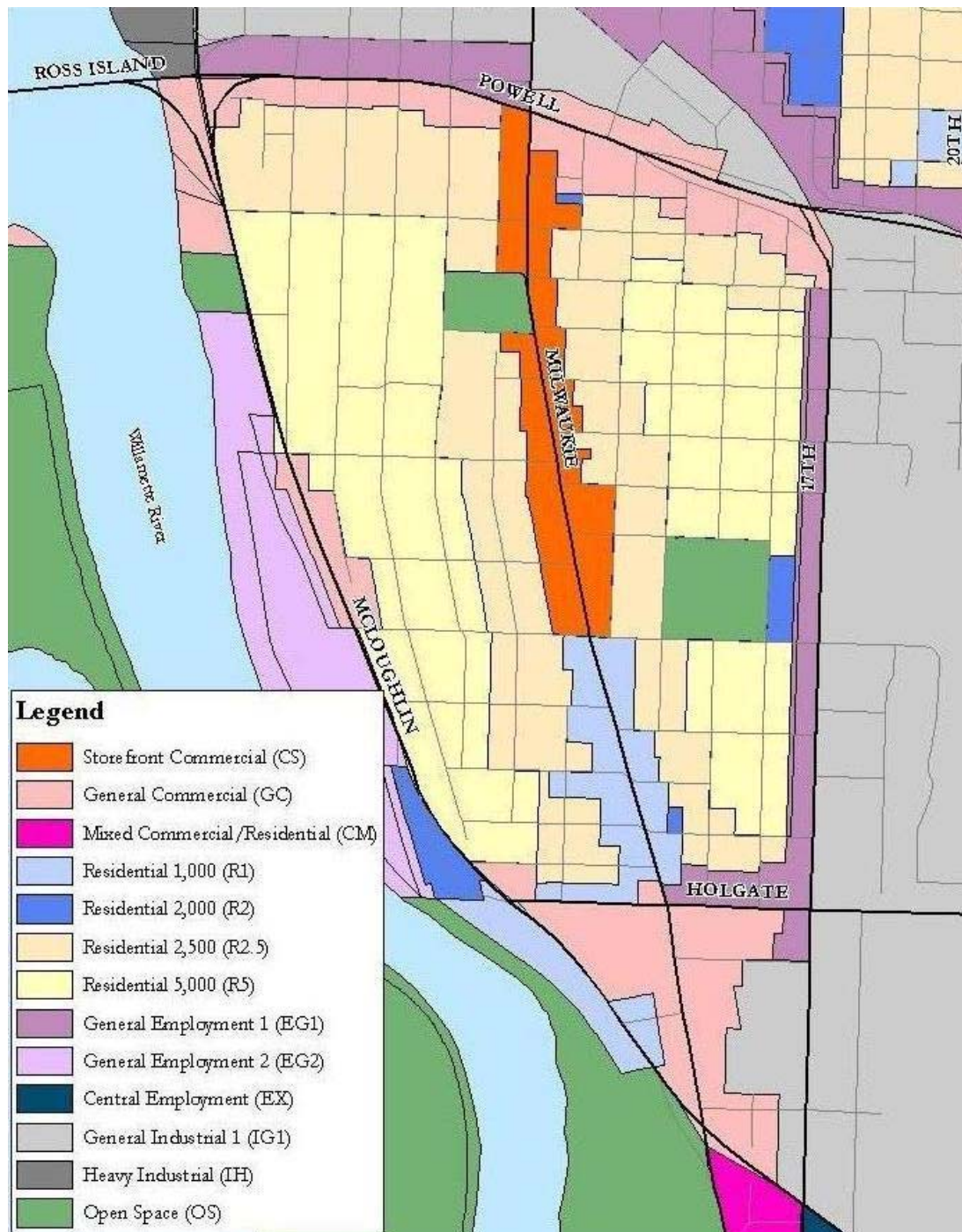
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# EXISTING ZONING CONDITIONS

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The following map displays existing zoning conditions along Milwaukie Avenue. A comprehensive look at zoning along the corridor is essential to fostering a Main Street environment.



**Map 1 Milwaukie Avenue Area Zoning**

Milwaukie Avenue Main Street Plan  
June 2006  
MSCC

In order to evaluate the zoning directly influencing development along Milwaukie Avenue, an analysis was conducted of the current zoning composition. The methodology used in this analysis was derived from the book by *Travel by Design: The Influence of Urban Form on Travel* by Marlon Boarnet and Randall Crane.

A one-quarter mile buffer was created around the length of Milwaukie Avenue from Powell to 99E/McLoughlin and for each node: at Milwaukie and Franklin, Milwaukie and Center, and Milwaukie and Holgate. The zoning coverage was then clipped by the buffer shapes. The area of each parcel was calculated in GIS and then summarized by zone type.

The broad zoning definitions were put into six categories:

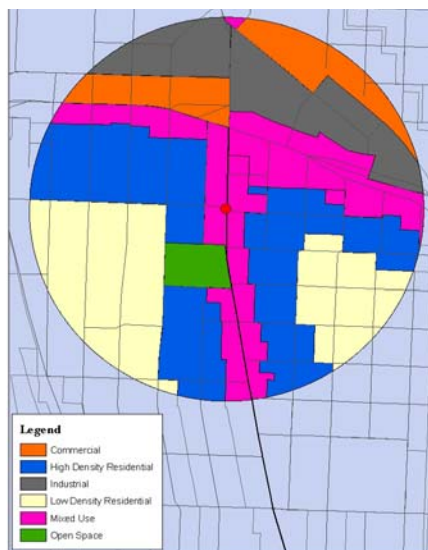
- Open space (OPEN): OS zone

- Industrial (IND): IG1
- Commercial (COM): EG1 and EG2.
- Mixed (MXD): CG, CM, CS, CX, and EX.
- Low-density residential (LDR): R5
- High-density residential (HDR): R1, R2, R2.5

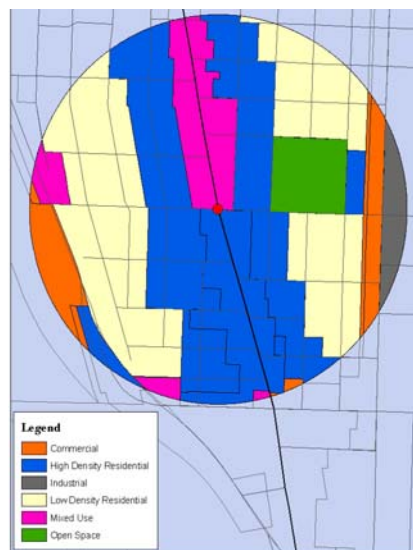
Table 1 compares the different zoning mixes from the nodes to all of Milwaukie Avenue. The Northern Node has the most commercial and mixed-use development and, as many neighborhood residents have indicated, is the section most easily identified as a Main Street. The Central Node has the most residential zoning, in both high and low density. The Southern Node has the most open space (due to Oaks Bottom Park). Overall, the street has more high density residential than any other zoning category, and commercial and mixed-use make up the smallest portion of the street.

**Table 1** Zoning Mix around Nodes and Milwaukie Avenue

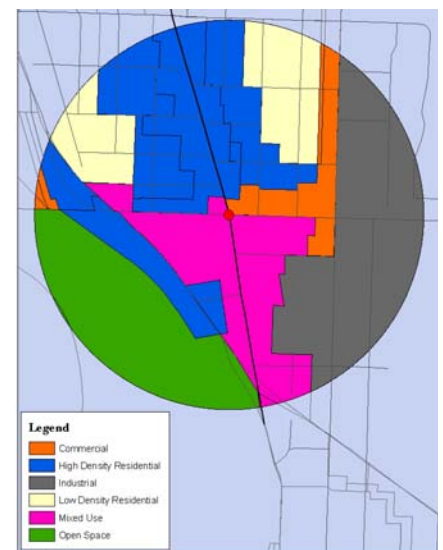
	Northern Node	Central Node	Southern Node	Milwaukie Avenue
Commercial	9.45%	7.43%	5.95%	8.57%
High Density Residential	29.58%	39.70%	27.84%	24.05%
Industrial	14.11%	2.81%	22.23%	18.67%
Low Density Residential	24.07%	35.28%	11.98%	17.99%
Mixed Use	20.40%	9.96%	14.93%	15.04%
Open Space	2.31%	4.83%	17.06%	15.67%



**Map 2** Northern Node Zoning

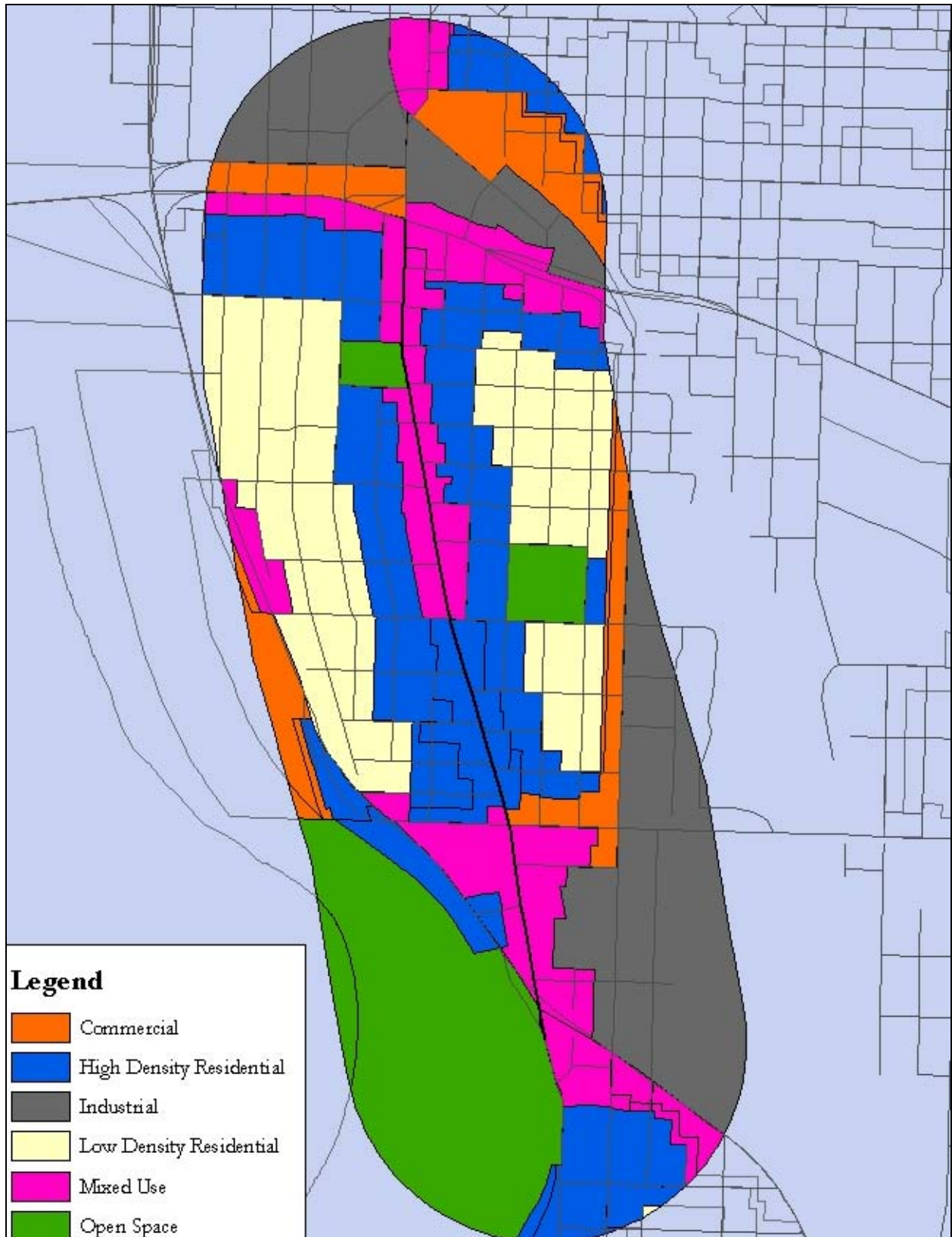


**Map 3** Central Node Zoning



**Map 4** Southern Node Zoning



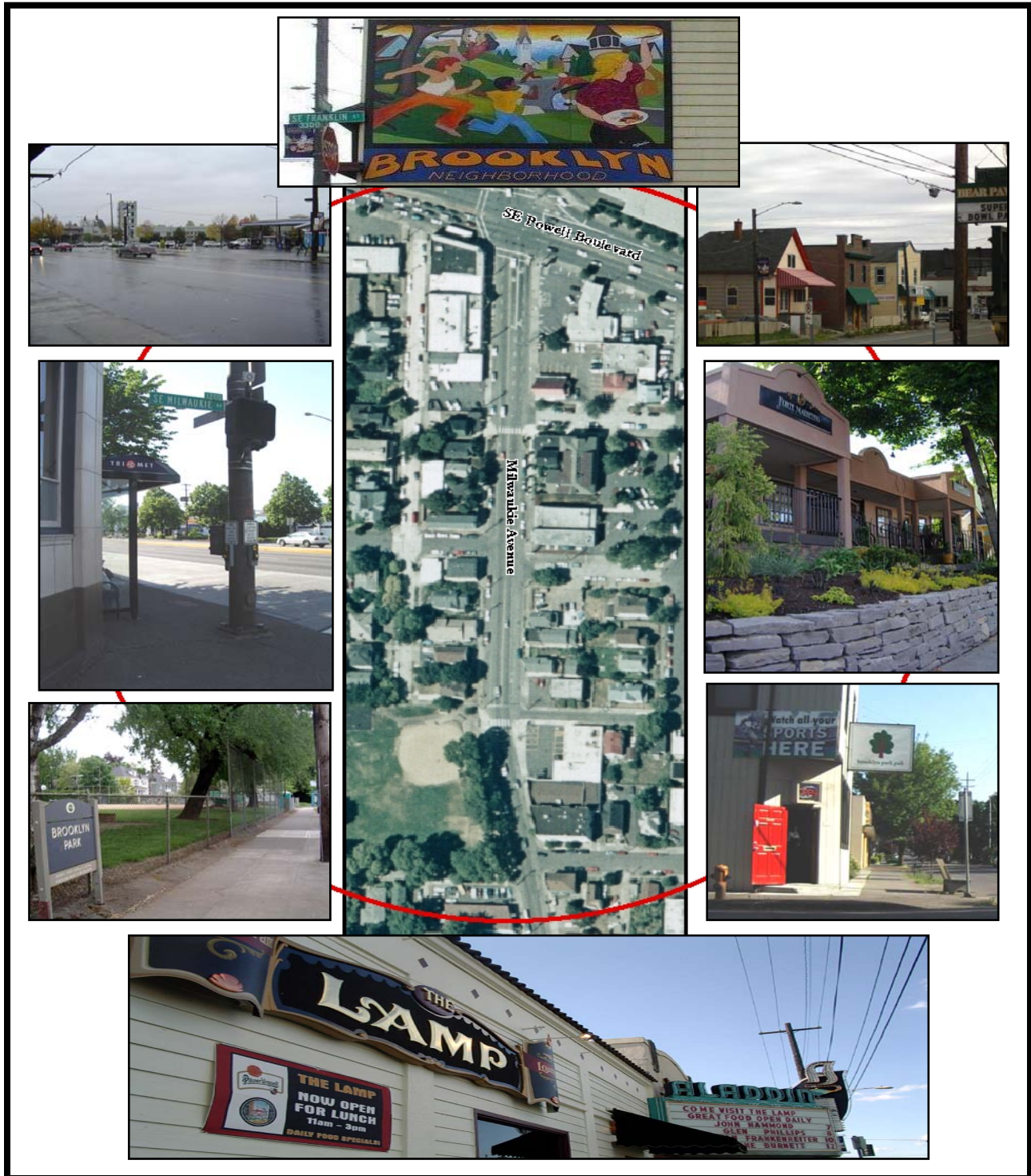


**Map 5** Milwaukie Avenue Zoning (Quarter Mile Buffer)

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# NORTHERN NODE

SE Powell Boulevard to SE Haig Street





The intersection of Powell and Milwaukie is often considered the northern gateway to Brooklyn. This awkward intersection funnels two-lane traffic from Powell and 11<sup>th</sup> Avenue into one lane before the intersection with Kelly Street. An assortment of businesses, including a live music venue, gas station, and three taverns line the street. This area contains many historic buildings with architectural significance, such as the Aladdin Theater. On spring and summer evenings and weekends, Brooklyn Park plays host to Powell Little League baseball games. There are businesses clustered around the park, including True Brew coffeehouse to the south, a used bookstore and the Brooklyn Park Pub. There is ample on-street parking on this stretch of Milwaukie for customers of area businesses and park users.

## MAIN STREET GUIDELINE ANALYSIS

### Key Design and Physical Appearance

- *Unattractive fence at Brooklyn Park*

There is a high chain-link fence along the edge of Brooklyn Park. People arriving at the park from Milwaukie Avenue must use a small entry at the northeast corner. The fence detracts from the pedestrian-oriented, historic nature of the area, and it acts as a visual barrier, isolating the park from the Main Street environment. Some may question whether the fence is even necessary with the recent addition of a backdrop fence extending to third base to prevent foul balls from entering the street.



**Photo 6** This photo, taken at Sunnyside Environmental Middle School, is an example of an attractive chain link fence improvement.

### Recommendation

Implement fence improvements. Artistic design details could be incorporated into the existing fence; it could be replaced with one made of different materials such as cast-iron; or it could simply be removed. Please refer to the Resource Guide for information on available programs and funds to implement changes in fence appearance and design.

### Key Transportation

- *Milwaukie Avenue and Powell Boulevard Insufficient space for bus shelter:*

This is a very busy intersection, with service from several bus lines. Pedestrians can cross Milwaukie at either end of the intersection and Powell at the east side of the intersection. On the southeast corner is a Benson Bubbler, an historic drinking fountain of which Portland is known for. The bus shelter on the southwest corner outside the Classic Piano store is attached to the building, and very close to a light pole. The very small space between the bus shelter and pole is difficult to navigate, especially since the sidewalk is so narrow and the building has virtually no setback. This limits pedestrian access and makes the corner appear unsafe.



**Photo 7** Sidewalk and bus stop access

### Recommendation

Move the existing bus shelter to an alternative location to provide more area for pedestrians on the sidewalk. Or connect the roof of the bus shelter to the Classic Piano store façade to make more sidewalk room and protect people from the rain and other elements.

- *Milwaukie Ave. between Powell Blvd and Kelly St, Abrupt termination of far right lane:*

The far right lane of Milwaukie Avenue terminates abruptly after the intersection with Powell. There is signage to indicate that motorists in the far right lane should merge with traffic to the left, but the lane termination happens quickly. Additionally, the sign's location does not allow sufficient time for motorists to act, and the presence of on-street parking immediately after the lane ends increases the risk of collision.

#### *Recommendation*

Update the signage or physically shift the alignment of the lane to provide a stronger visual cue to motorists. Local businesses would like to retain the on-street parking, so it should not be removed. Eliminating the lane is unlikely, since it is used to facilitate traffic flow through the intersection, which becomes congested during peak hours.

- *Milwaukie Avenue and Pershing Street Problems with pedestrian crossing:*

The signalized striped pedestrian crossing at Pershing Street serves users of Brooklyn Park. There is potential for dangerous pedestrian-auto interaction at this intersection. The signal is located high above the intersection, and since it is a three-way intersection with no striping on the oncoming side, drivers may move through the intersection without realizing that the light is even red.



**Photo 8** Pedestrian crossing at Haig Street to the Brooklyn Park.

#### *Recommendation*

Upgrade the signal timing of this intersection to reduce wait time. Neighborhood observations revealed that pedestrians were crossing against the signal when they grew impatient waiting for it to

change. Also, cars were observed stopping for pedestrians to cross and then running the light when it did turn to a pedestrian crossing phase. Additionally, pedestrian crossings should be designated on all sides of the intersection.

- *Excess right-of-way*

There is a 50-foot auto right-of-way (ROW) in this area, a remnant of the streetcar era when Milwaukie Avenue was a rail route. The excessive road width entices drivers from Powell Boulevard to speed down Milwaukie and use it as a shortcut route to access other neighborhoods in Southeast Portland. This excessive ROW must be mitigated to slow traffic to a speed appropriate for a Main Street.

#### *Recommendation*

Implement a bioswale project in the area. At the community meeting, Brooklyn residents expressed overwhelming support for incorporation of Green Streets elements such as a bioswale on Milwaukie Avenue. A bioswale is a natural system for treating and disposing of stormwater runoff. It captures and filters the runoff, allowing it to infiltrate into the ground. This prevents stormwater from flowing into the sewer system and contributing to combined sewer overflows. A bioswale project would fit well into the existing streetscape, since there is excessive ROW.

Construction of a bioswale median would also calm traffic by narrowing the travel lanes, while simultaneously fulfilling the desire of residents for a more environmentally and pedestrian friendly Main Street.



**Photo 9** Curb bioswale example

- *Large auto curb cut at gas station*

Many blocks along Milwaukie Avenue have large auto curb cuts. In some places, the auto curb cut occupies almost the entire length of the block. The two curb cuts for the Arco gas station and convenience store entices eastbound motorists on Powell to turn right onto Milwaukie to access it.



**Photo 10** Gas Station curb cut; view to the northeast.

*Recommendation*

Reduce or eliminate the northern curb cut. The implementation of the bioswale median would also mitigate this issue.

**Key Uses**

The northern node is characterized by a diversity of uses, including the 2.37-acre Brooklyn Park. It provides attractive, pleasant open space for the neighborhood. The park contains a baseball diamond and bleachers, horseshoe pits, basketball court, playground, small circular wading pool for children, picnic table, water fountain, and restroom facilities. Considering that the largest age group in Brooklyn is people between 18 and 34 years of age, and that the number of elderly residents has grown with the opening of Sacred Heart Villa, it seems the park should offer more uses targeted at an older population.



**Photo 11** Brooklyn Park

*Recommendation*

Enhance Brooklyn Park to accommodate adult and elderly residents. The addition of shuffleboard or bocce ball courts would attract a wider range of neighborhood residents. In addition, uses adjacent to the park such as True Brew Coffee and the Brooklyn Park Pub would benefit from the presence of older park users. (Refer to Appendix D to view the land use map)

**Key Regulations**

The parcels on this stretch of Milwaukie Avenue, except for Brooklyn Park, are zoned Storefront Commercial (CS). This zoning is appropriate for a Main Street.

*Recommendation*

Retain CS zoning. Explore adding a Main Street Overlay Zone.

**Key Organizations**

All of the businesses in this area are members of the Greater Brooklyn Business Association (GBBA), but in recent years there has been little active participation in business promotion activities.

*Recommendation*

A business improvement district (BID) would benefit this area by raising funds designated for enhancements along the street. For more information on implementation of BIDs, please refer to the Resource Guide.

**Key Business Climate**

Many businesses in the area cater primarily to pass-through commuters and traffic from Powell Boulevard. The clustering of businesses close to Powell is advantageous for this purpose. However, targeting such customers results in “one-stop shop” behavior, which does not correspond well to a Main Street environment.

Recently there has been reinvestment in this area. A new commercial structure built next to the US Bank branch, Brooklyn Gardens, is fully leased with competitive market rates. This is a good indicator that investment in the area can produce positive results for building owners and tenants. However, the persistent presence of some dilapidated storefronts poses a barrier for investment.





**Photo 12** Milwaukie Teriyaki restaurant redevelopment opportunity

Recent reinvestment can help to launch future development efforts, but this depends on the support of longtime business and building owners towards such change. There are three likely possibilities: They can view reinvestment as an opportunity to expand business and increase revenue; they can resist change out of fear; or they may have unrealistic expectations regarding appreciation of their property, prompting them to list it well above what the market would define as a fair price.

Most of the businesses strive to maximize profit as any business would in a market economy. These owners likely would welcome a more competitive business climate. However, there are “hobby” businesses in the area that would not do well if normal market conditions prevailed, so they might resist change associated with increased reinvestment.



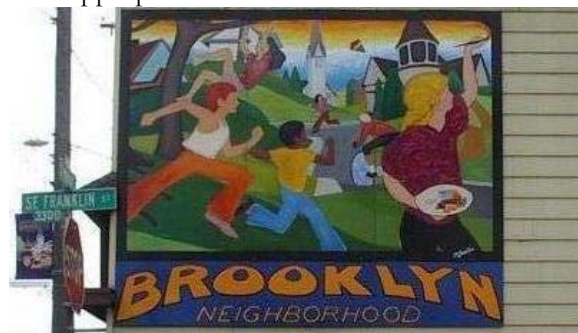
**Photo 13** Currently this business has unpredictable hours.

#### *Recommendation*

Encourage involvement in GBBA and communication among businesses on Milwaukie Avenue to ensure that future changes are amenable to everyone. Promote more communication between the GBBA and Brooklyn Action Corps.

#### **Key Neighborhood Identity**

In comparison to the rest of Milwaukie Avenue, neighborhood identity is strongest in this area. There is a brightly colored mural celebrating Brooklyn on the north side of Lowell’s Print-Inn, indicating the presence of a distinct neighborhood. Despite this visual cue, many motorists still do not decrease their speed to a level appropriate for a Main Street.



**Photo 14** Brooklyn Mural

#### *Recommendations*

- *Gateway Facility*

A gateway element is an additional visual cue that would strengthen neighborhood identity. A welcome sign should be added to the recommended bioswale median.



**Photo 15** Entrance sign in SW Portland’s Multnomah Village

- *Kiosk at Brooklyn Park*

Construct a kiosk at the northeast corner entrance to Brooklyn Park. As part of the 1998 Milwaukie

Avenue Action Plan, a kiosk/gazebo was designed for the entrance to Brooklyn Park, but after a five-year struggle, the project was never implemented. A kiosk would be used to announce neighborhood news and events such as BAC meetings, events at Winterhaven School, and Brooklyn's annual ice cream social. Please refer to the Resource Guide for additional information.

- *Murals*

There are a few blank walls on Milwaukie Avenue. Blank walls do not provide visual interest or a sense of security for pedestrians, so they are usually considered incompatible with a Main Street environment. The Morrison Center Breakthrough building has a large blank white wall appropriate for a mural. It would not only improve the pedestrian experience on that particular block, it would also help to tie together visually both sides of Milwaukie Avenue, especially if the mural depicted a Brooklyn Park

theme. Although there was resistance to more murals in the neighborhood, a mural with an historic theme benefit the neighborhood in establishing a stronger sense of place for the residents.



**Photo 16** Historic mural example courtesy of: [www.danville-va.go](http://www.danville-va.go)

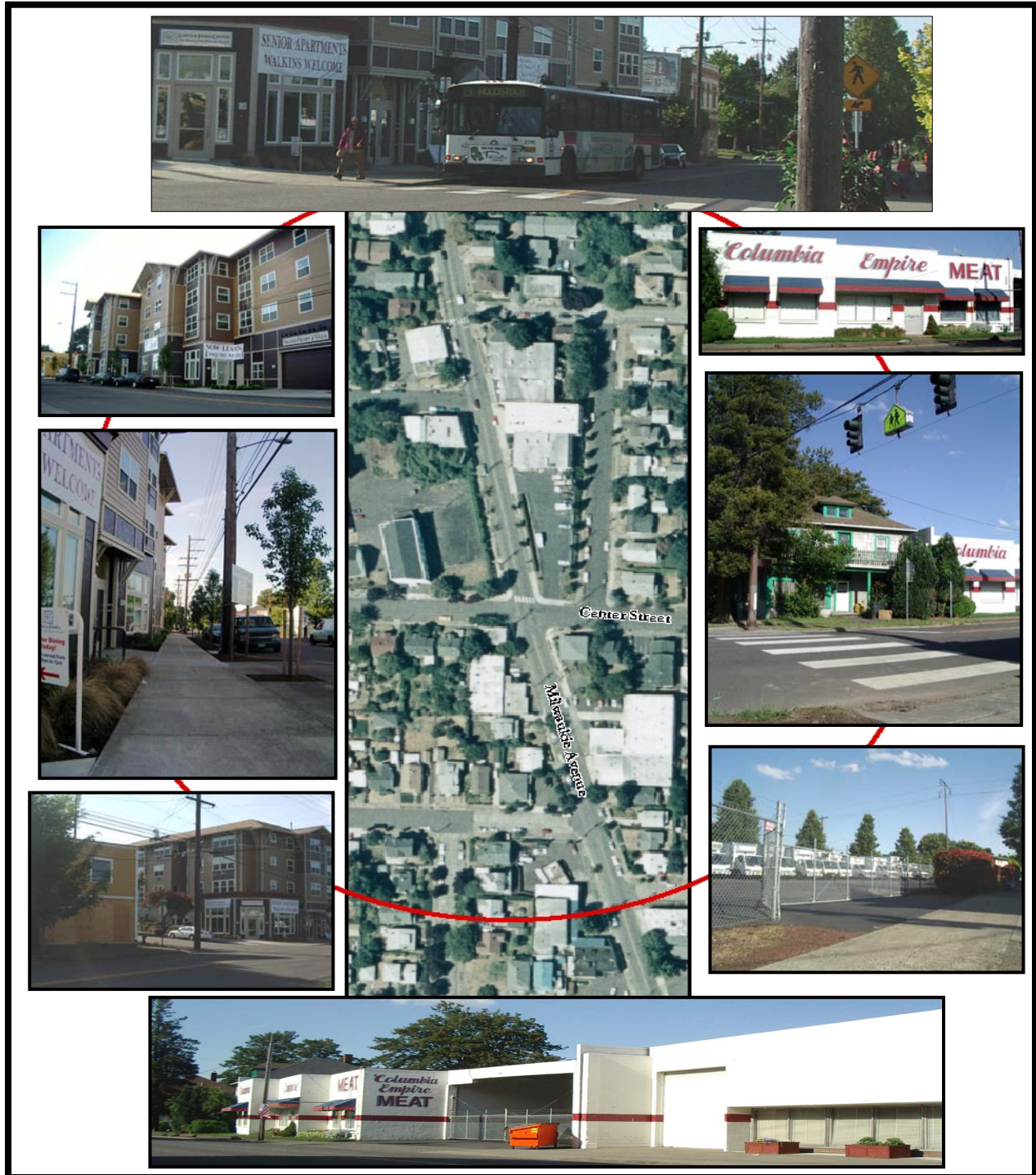


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# CENTRAL NODE

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## Milwaukie Avenue & Center Street



This node marks the halfway point for Milwaukie Avenue in Brooklyn. This area has historical significance for the entire neighborhood. Sacred Heart Parish has been part of the neighborhood since 1893. The church was located at Milwaukie and Boise Street until 1910, when it was moved to its present location at 11<sup>th</sup> Avenue and Center Street. Soon after the rectory, convent, hall, and Sacred Heart Catholic School were added to the site. The school closed in the 1980s due to decreasing enrollment, and the building fell into disrepair over the years. In 2005 it was demolished for redevelopment of the site into Sacred Heart Villa.

Sacred Heart Villa opened in January 2006. It offers independent living for seniors in a total of 70 market-rate and affordably-priced studios and one- and two-bedroom units. The ground-level community room is the new location of the Thelma Skelton Loaves & Fishes Center, which operates a Meals-on-Wheels program and provides breakfast and lunch on weekdays at an affordable price. Activities for seniors, such as a knitting circle and book club, also take place in the community room. Providence Health Systems offers on-site physical therapy, and the local organization Garden Partners is providing plots and gardening workshops for residents in a courtyard area behind the building.

## MAIN STREET GUIDELINE ANALYSIS

### Design & Physical Appearance

- Building face design*

The design of Sacred Heart Villa – minimal setback from the sidewalk, a corner storefront-style entrance, large windows, and architecture reminiscent of the Craftsman bungalows in Brooklyn – is a step towards making the physical appearance of this area more akin to a traditional Main Street. Across Milwaukie Avenue from Sacred Heart is Columbia Empire Meat Company. The storefront portion of the building, located in the northeast part of the block, sits close to the lot edge and has awnings and a pedestrian-friendly sidewalk entrance. There is a large paved lot

surrounded by a chain-link fence, with a large auto curb cut for trucks to enter the lot. The building south of the truck entrance has two planter boxes of flowers. There is a row of tall shrubbery in front of the chain-link fence, and the southernmost edge contains a strip of grass. There is an auto curb cut into the paved lot from Center Street.



**Photo 17** Columbia Empire Meat façade, southbound

### *Recommendation*

The next step should be to foster Main Street-friendly design on other sides of the intersection. The paved lot surrounded by a fence is not Main Street-friendly, especially considering the size of the auto curb cut in the middle of the block. The planter boxes of flowers help to soften the blank face of the building. Removing the paved lot may be unrealistic, but small design improvements could be easily implemented. The strip of grass at the southern end would benefit from minor landscaping which would enhance the area around the #19 northbound bus stop.

### Transportation

- Bus stop amenities*

It is expected that bus boardings at the #19 bus stops at Center Street will increase now that Sacred Heart Villa and the Loaves & Fishes have opened. Currently there is a bench containing advertisements at the #19 southbound bus stop.

### *Recommendation*

TriMet has discussed installing shelters at these stops to accommodate the increase in usage. It is recommended that this happen as soon as possible.





**Photo 18** Bus stopped at Sacred Heart Villa.

- *Milwaukie Avenue and Bush Street*

Existing signalized pedestrian crossing with striping. This signal is coupled with school crossing signs since it is two blocks away from Winterhaven Elementary School and park. Since the school is no longer a neighborhood school, pedestrian issues for schoolchildren are now a lesser issue at this intersection. This crossing is not heavily utilized by children since most Winterhaven students live outside of this neighborhood.

*Recommendation*

Move existing pedestrian signal to Center Street since it has more pedestrian traffic.



**Photo 19** Pedestrian crosswalk at Milwaukie and Bush

- *Milwaukie Avenue and Center Street*

The intersection of Milwaukie and Center is the location of the new Sacred Heart Villa with independent living for seniors. This intersection has an unusual alignment, since Milwaukie cuts at

an angle through the neighborhood. Center Street and 13<sup>th</sup> Avenue come together at an angled alignment very close to Milwaukie Ave. The intersection has a stop sign, but the stop bar is far from the intersection due to the angle, so cars must ‘creep’ forward before turning or proceeding straight ahead. Although this intersection has curb bulb-outs and a striped pedestrian crossing, it is not signalized. Many neighbors observe that Center Street is used as a cut-through route for trucks to reach Milwaukie from the more industrial areas to the east, and then turn onto Powell Blvd. There is a Tri-Met bus stop on either side of the intersection north of Center Street.

*Recommendation*

Relocate pedestrian signal from Bush Street to Center Street. Since this intersection now has the senior center and bus stops it has a greater need for the pedestrian signal. Due to the odd intersection alignment, a pedestrian crossing signal could improve pedestrian security. A signal could also reduce the amount of cut-through traffic since it would present a barrier to a quicker trip. The bus stops close to the intersections should be upgraded to shelters due to their higher usage and to make them more attractive to residents in the senior center.

## **Key Uses**

- *Adding retail to the mix*

Present uses in this area include community institutions (Sacred Heart Catholic Church and Winterhaven School), single- and multi-family residential, industrial, and health and personal services. Retail – an essential component of any Main Street – is missing from this mix.

*Recommendation*

The addition of retail storefronts would further increase activity at this node. There is a storefront appropriate for this purpose on the southwest corner of Milwaukie and Center adjacent to Sacred Heart, but the property is zoned for residential use. The zoning should be changed to allow retail at this central location on the Main Street. In addition, Columbia Empire Meat – an industrial use that has been part of Brooklyn for many years – could add a small retail component. For more information, please see the proceeding “Business Climate” section. (Refer to Appendix D to view the land use map)



## **Key Regulations**

### *• Zone change*

Despite the presence of commercial storefront buildings, the parcels on Milwaukie Avenue from Center to Reynolds Street are zoned R1 for residential use at a high density. Commercial uses are not permitted outright in R1, therefore these buildings cannot be used for the purpose for which they were designed, unless a conditional use permit is obtained. This process is both lengthy and costly.

### *Recommendation*

The residential zoning could pose a barrier to Main Street-type development in this area. Changing the zoning to Storefront Commercial (CS) would enable the addition of retail to this part of Milwaukie Avenue. The storefront adjacent to Sacred Heart could become home to a business that is useful to nearby Brooklyn residents, such as a coffee shop or hair salon.

## **Key Organizations**

### *• Integrating school and neighborhood*

Two blocks east of Sacred Heart Villa is Historic Brooklyn School, which was a neighborhood school until very recently. Portland Public Schools closed Brooklyn Elementary at the end of the 2002-3 school year, and allowed the Winterhaven science and math magnet program, which had opened there in 1995, to take over the entire building. About 300 children in kindergarten through eighth grade attend Winterhaven. Due to the loss of the neighborhood school, many of Brooklyn's children board buses or are driven to schools farther away, such as Grout Elementary at Holgate and 31<sup>st</sup> Avenue.



**Photo 20** Winterhaven Science and Math Magnet School

### *Recommendation*

Although it is no longer a neighborhood school, Winterhaven could still play a role in making Milwaukie Avenue a better Main Street. At the community meeting on May 17<sup>th</sup>, a resident suggested that Winterhaven students contribute to the BAC monthly newsletter. For example, students could submit articles about news and events at their school. They could invite neighborhood residents, especially seniors living nearby at Sacred Heart, to school events such as drama performances, science fairs, and Winterhaven's annual birthday party celebration. This would be a creative way to integrate Winterhaven into the Brooklyn neighborhood.

## **Key Business Climate**

### *• Unfriendly zoning*

Many of the buildings in the central node are no longer used for their original industrial or commercial purposes. The Columbia Empire Meat factory is the only industrial use still in business in the central node. Many of the former industrial buildings, such as the toy factory on the same block as Sacred Heart, are now used for storage or left vacant. The commercial buildings south of Center Street are now zoned residential so their use is severely restricted. While the redevelopment of the Sacred Heart may have been a positive sign for the neighborhood it has yet to spur future redevelopment.



**Photo 21** Residentially zoned commercial building to the south of Sacred Heart Villa.

### *Recommendation*

Zoning restrictions in the central node repress business growth. Allowing commercial uses in the

southern portion of the node could spur development in the area. Several business owners have already inquired about moving into the area, and are unable to because of the zoning. The owner of the former commercial building (now zoned residential) across Center Street from Sacred Heart has had interest from several prospective retail tenants but the building cannot be easily used for that purpose. Converting older commercial buildings into a residential use often involves a significant investment. In addition, residential rents are often significantly lower than rents retail uses would provide. This can leave business owners frustrated with regulations and result in a vacant building.

### **Key Neighborhood Identity**

The Central Node is visually confusing and is difficult to identify with. The new Sacred Heart Villa has brought energy to the area. However, the existing zoning to the south of the development makes new commercial development difficult. Significant cut-through traffic to Milwaukie Avenue by trucks trying to access SE Powell Boulevard, Holgate Street and McLoughlin Boulevard/99E makes this part of Milwaukie Avenue feel unsafe for pedestrians. Motorist's drive too fast down Center Street and frequently

knock down signs because of the tight right hand turn onto Milwaukie Avenue.



**Photo 22** Example of a crosswalk facility enhanced with brick paving. Photo Courtesy of: [www.students.bucknell.edu](http://www.students.bucknell.edu).

### *Recommendation*

The installation of either brickwork or colored cement at this location will support the walkable environment intended of Main Streets while also catching the attention of motorists to remind them they are in a neighborhood. In addition to psychological calming, a pedestrian signal on Milwaukie or a speed bump or traffic circle on Center would force drivers to slow down.

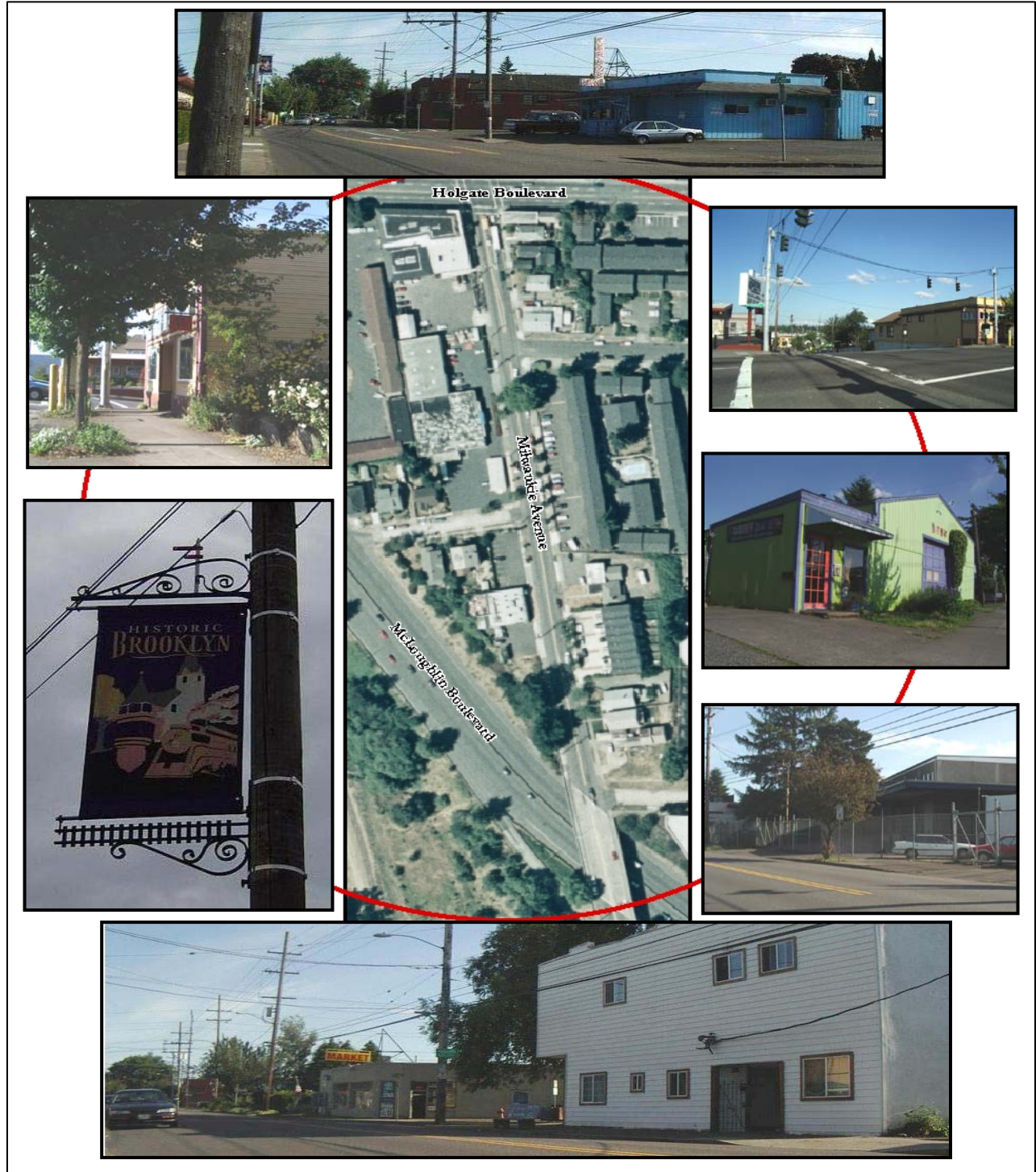
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# SOUTHERN NODE

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Holgate Street McLoughlin Boulevard/99E





This part of Milwaukie Avenue contains many commercial uses. Over the years, single-family homes in the area have been replaced with warehouses, commercial showrooms, and apartment buildings. There are also vacant and underutilized parcels, some of which are being used for storage space.

Traffic flow in the area is controlled by the signal at Holgate Street, it is “stop-and-go,” causing frustrated motorists to turn onto neighborhood side streets or use adjacent parking lots as a shortcut. Pedestrian traffic is light but persistent throughout the day. There are no bicycle lanes, but there is frequent use by bicyclists.

The intersection of Milwaukie with major streets has distinct effects on this area. The signal at Holgate has priority, so it tends to slow the traffic flow on Milwaukie. When the green light for Milwaukie finally appears, motorists rush to beat the light. At the intersection with McLoughlin Boulevard, motorists make sudden turns onto narrow side streets in an attempt to access McLoughlin more quickly.

## MAIN STREET GUIDELINE ANALYSIS

### Design & Physical Appearance

This area already has many characteristics of a Main Street, including a variety of land uses and many buildings oriented to the street. Structures are generally well-maintained, and many have been enhanced in recent years. Street trees common in this area, providing shade from the sun and shelter from the rain.



**Photo 23** Old, well-maintained locksmith building.

### Transportation

#### • *Bicycle infrastructure*

Despite proximity to the Springwater Corridor Trail, bicycle infrastructure is insufficient in this area. Observations made during peak commuting times on a pleasant sunny day revealed that a cyclist passed by every 45 to 60 seconds.

#### *Recommendation*

Add a designated bicycle lane to Milwaukie Avenue, beginning at the intersection with Holgate Street. There is ample right-of-way, and on-street parking is already prohibited along much of the street. Bicycle parking should also be added, as there is only one bike rack in this area.

#### • *Pedestrian infrastructure: curb cuts*

Auto curb cuts outnumber those designed for pedestrians, and many of them are so wide as to occupy most of the block length. Overgrown trees and landscaping limit visibility, creating hazardous conditions. Uneven sidewalk grades and unusually high curbs pose a tripping hazard and an impediment to people with mobility impairments.

#### *Recommendation*

Consider eliminating unnecessary auto curb cuts, and add or improve pedestrian curb cuts at all intersections. Many existing curb cuts do not meet the current standards set by the Americans with Disabilities Act (ADA) and will need to be replaced eventually.



**Photo 24** Portions of the sidewalks are in poor condition and should be repaired. This driveway curb cut north of SE Schiller Street could pose a tripping hazard.

#### • *Pedestrian infrastructure: Crosswalks*

There are intersections in this area where pedestrians cross Milwaukie Avenue, despite the

absence of a striped crosswalk. Pedestrians may not feel safe crossing at these locations, as the speed limit is 30 miles per hour and traffic can be heavy during peak commuting times.

#### *Recommendation*

At least one well-marked crosswalk should be added in this area. Adding a striped crosswalk with a pedestrian crossing sign on each side could help calm traffic by indicating the presence of pedestrians. Long and Schiller Streets are good options for a striped crosswalk.

- *Milwaukie Avenue Bridge over McLoughlin/99E*

The bridge over McLoughlin Boulevard was built in the 1930s and it has been retrofitted over the years. It is now in poor condition, given the volume of traffic it accommodates today.

#### *Recommendation*

The bridge will need to be rehabilitated or replaced soon. When this occurs, Main Street-friendly features should be added, including bicycle lanes, pedestrian-scaled lighting, decorative railings, and improved drainage.



**Photo 25** The existing bridge over McLoughlin Boulevard features low railings with none of the safety screening and decorative features common today. Sidewalk grades are uneven and pedestrian curb cuts are absent.



**Photo 26** (Photo courtesy of The Dalles Chamber of Commerce) This decorative railing was added to a freeway overpass in the city of The Dalles, Oregon. Public safety was enhanced while at the same time creating a signature artwork at the entrance to the city.

- *Access to McLoughlin Boulevard/99E*

The interchange with McLoughlin Boulevard is particularly dangerous. Narrow neighborhood streets such as Long Street are used as on- and off-ramps, making it difficult for residents of these streets to pull out of their driveways.

#### *Recommendation*

Consider blocking access to McLoughlin Boulevard from some neighborhood streets. It is unnecessary to have so many connecting streets.

- *Unsafe conditions at McLoughlin/99E off-ramp*

Pedestrians from Brooklyn wishing to access Oaks Bottom Wildlife Refuge must walk across the off-ramp area. Grass obscures motorists' view from the off-ramp, endangering pedestrians, cyclists, and motorists alike. Due to the intersection's awkward alignment, the pedestrian curb cut is approximately 20 feet from the stop bar on the west side of the off-ramp. This forces pedestrians and cyclists to cross behind cars that are trying to turn onto Milwaukie Avenue.

#### *Recommendation*

This intersection should be improved to ensure a safer connection between Brooklyn and Oaks Bottom. A signal could be installed, and the grassy area on the side of the road needs regular maintenance to ensure adequate site distance.

- *Unsafe pedestrian crossing at Oaks Bottom*

There is another pedestrian crossing just south of the off-ramp from McLoughlin Boulevard. It is striped but not signalized. On the west side of the street there is no pedestrian curb cut. Pedestrians must walk through about six feet of grass before reaching the sidewalk to continue their journey.

The speed limit on this part of Milwaukie Avenue is 30 miles per hour.

#### *Recommendation*

Install a pedestrian curb cut to connect the crosswalk to the sidewalk. A lighted overhead pedestrian crossing sign or signal would also be beneficial, considering the speed limit in this area.



**Photo 27** The existing crosswalk near the Oaks Bottom Trailhead does not connect to the nearby sidewalk. This makes access for those in wheelchairs nearly impossible.

#### **Key** Uses

There are a wide variety of land uses in this area, including a large apartment complex, artists' studio space, and a Chinese restaurant. The buildings are modest in both scale and appearance. There are a few single-family homes located off Milwaukie Avenue on quiet side streets. (Refer to Appendix D to view the land use map)



**Photo 28** The current location of Terry's Inn at SE Milwaukie Avenue and Holgate Street is ripe for redevelopment. Four of the adjoining lots are currently vacant. Mixed use commercial and retail could work well here so long as the issue of safe traffic access is addressed.



**Photo 29** Many of the properties between Long and Holgate Streets have been renovated in recent years. The addition of street trees has gone a long ways towards enhancing the overall pedestrian experience.



**Photo 30** This building sits across the street from the trailhead serving the Oaks Bottom Wildlife Area and the Springwater Corridor Trail. The building is severely blighted and has a history of nuisance complaints from the city. Residents should play a larger role in ensuring that local building codes are regularly and fairly enforced.

#### **Key** Regulations

The current zoning in this area is General Commercial (CG), which requires generous free parking and allows large building setbacks. This designation corresponds with the existing development in the area, but it is not the most appropriate designation for a Main Street. Large parking lots and pervasive auto curb cuts do not make for a pleasant walking or bicycling experience.

#### *Recommendation*

Replace the CG zoning. One option is to implement Storefront Commercial (CS) zoning, which would allow for the current mix of land uses to continue while fostering development that is more Main Street-oriented. The CS zone requires that buildings be constructed to the



sidewalk edge. In addition, the CS zone does not have the ample parking requirements of the CG zone.

Another option is a Mixed Commercial (CM) designation. This would promote the construction of mixed-use buildings and allow for increased housing density. The addition of housing units in this area might help to revive commercial properties that are currently underutilized. Sellwood-Moreland neighborhood immediately to the south utilizes CM zoning. The neighborhood adopted it in anticipation of new light rail transit through the area. For more information on zone changes, please refer the Resource Guide.



**Photo 31** Located in the adjacent Sellwood-Moreland neighborhood, this mixed use building has a scale and style that would work well in the Brooklyn Neighborhood. The downstairs houses a public library branch and office space while the top floors contain condos.



**Photo 32** This building, known as 'The Clinton,' may soon be built at the corner of SE 26<sup>th</sup> and Division in the nearby Hosford-Abernethy neighborhood. Its modern design is controversial and members of the local neighborhood association are working to stop it. (photo courtesy of [www.portlandarchitecture.com](http://www.portlandarchitecture.com))



**Photo 33** The Vaux Condominiums will be completed in the summer of 2006. It is located in Northwest Portland on the corner of NW 24<sup>th</sup> and Savier. Brooklyn residents liked the overall design of this project, but felt that the scale was too large for the Brooklyn Neighborhood. (photo courtesy of [www.portlandarchitecture.com](http://www.portlandarchitecture.com))

## Key Organizations

Portland Parks & Recreation manages Oaks Bottom Wildlife Refuge.

## Recommendation

The agency should work with PDOT and BAC to improve pedestrian and bicycle access to Oaks Bottom. An appropriate first step would be to install a pedestrian curb cut for the striped crosswalk mentioned in the preceding Transportation section.



**Photo 34** This photo-simulation shows what this section of street would look like with the addition of bike lanes and pedestrian curb cuts. These changes could be easily accommodated by narrowing the existing traffic lanes. This would also help to slow down speeding motor vehicle traffic in the area.

## Key Business Climate

Business uses in this area are diverse. Although some uses are quite disparate, this does not seem to have adverse effects on the general business



climate. Two businesses near Holgate – Barbo Machine Works and Portland Marble – have had storefront and landscaping improvements recently.

#### *Recommendation*

Recent investment in the area indicates that redevelopment of underutilized and vacant parcels is likely in the near future. Retail business uses should be encouraged, as this area currently lacks some of the retail usually characteristic of a Main Street, such as a coffee shop. Transportation improvements would help launch such development. Improvements that would lend support to future retail business development include the installation of pedestrian and bicycle improvements recommended in preceding sections.

#### **Key Neighborhood Identity**

This portion of Milwaukie Avenue lacks the strong identity of areas to the north. In fact, many people passing through this area do not know what neighborhood this portion of the city is in. It may be because this area became part of Brooklyn only ten years ago. The area also lacks a definitive landmark that would denote the presence of a distinct neighborhood.



**Photo 35** Grants Pass, Oregon gateway sign- photo courtesy of: [www.outdoordestination.com](http://www.outdoordestination.com)

#### *Recommendation*

Install a gateway element to indicate the southern entrance to Brooklyn neighborhood. As part of the Milwaukie Avenue Action Plan, a decorative pedestrian rest area was proposed, designed, and sited on ODOT land adjacent to Milwaukie, overlooking McLoughlin Boulevard. This project should be re-examined, updated if necessary, and implemented. According to BAC, ODOT is still receptive to the idea as long as liability and maintenance issues are addressed.

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# TOP RECOMMENDATIONS

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Each node has several recommendations that are easily attainable and would immediately contribute to the Main Street atmosphere along Milwaukie Avenue. These items are politically and financially feasible in the near future. Furthermore, at the community involvement event residents expressed strong support for these ideas. These recommendations will help build neighborhood confidence in implementing a successful project and prompt further implementation of Main Street recommendations. Each recommendation accomplishes more than one goal, bundling several items into one improvement.

## NORTHERN NODE

### *Bioswale and Gateway Element*

A bioswale median is recommended to alleviate the effects of speeding traffic accessing Milwaukie Avenue from Powell Boulevard. Funding is currently available for bioswale projects from the City of Portland Bureau of Environmental Services. The bioswale will accomplish four goals for the Brooklyn Neighborhood.

1. It will narrow the street lanes and slow vehicular traffic.
2. It will help to 'green the street', which creates a more friendly pedestrian environment. The Northern Node is currently lacking in street trees and plantings.
3. It will prevent motorists from accessing the gas station from the southbound lane on Milwaukie, which creates a conflict with oncoming traffic and pedestrians.
4. It will act as a gateway to the northern entrance of Brooklyn and the Main Street.



**Photo 36** Looking towards Powell



**Photo 37** Curb cut #1



**Photo 38** Curb cut #2



**Photo 39** Bioswale in NE Portland



**Photo 40** Bioswale on SW 12th Avenue in downtown Portland



**Photo 41** Example of Neighborhood Gateway Sign to be incorporated with Bioswale

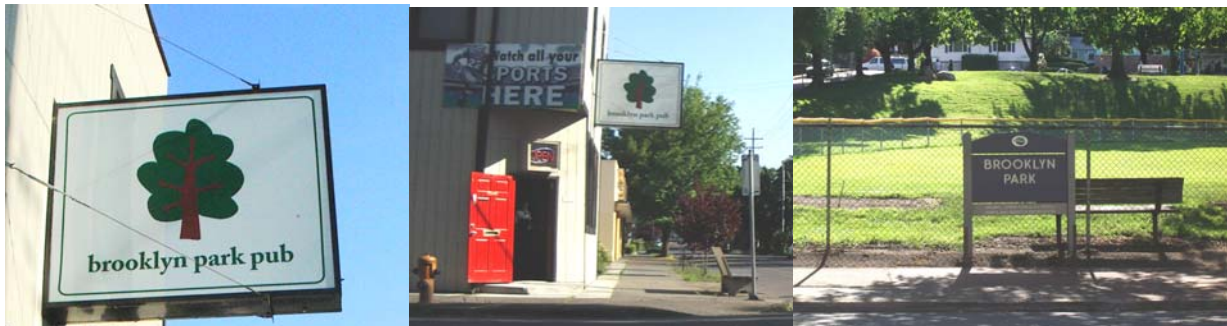
### ***Kiosk and Fence Beautification at Brooklyn Park***

Brooklyn Park has an aesthetically unpleasing interface with Milwaukie Avenue. Two chain-link fences surround the park, and there are only two small entrances. An inspiring entrance on Milwaukie Avenue would help identify this park as the neighborhood's, as well as improve access for users. The Resource Guide identifies several grant opportunities that may help the community undertake a neighborhood fence beautification project and implement the kiosk project that did not succeed several years ago. This project will accomplish the following three things:

1. It will enhance the aesthetic interface of the park with Milwaukie Avenue, cuing motorists to slow down and enjoy their surroundings.
2. It will provide an opportunity for community involvement, which may strengthen neighborhood identity and a feeling of ownership for the park and Main Street.
3. Provide an opportunity for the community to post events.



**Photo 42** The fence at Brooklyn Park



**Photo 43** The community already identifies with Brooklyn Park



## CENTRAL NODE

### *Center and Milwaukie Intersection and Bus Stop Amenities*

The Thelma Skelton Loaves and Fishes provides creative arts, lifetime fitness exercise, card games, board games, computer classes, and field trips. Many people come and go from the Loaves and Fishes on a daily basis to attend these classes. Many of the people who take advantage of these activities are elderly and low-income and many of them ride the bus. Additionally, the housing on the upper floors of the building is senior apartments. There are two recommendations to provide better access to the neighborhood, visually communicate to drivers that this is a significant intersection and provide better sidewalk and bus stop amenities to the many people coming and going from Sacred Heart Villa and Loaves and Fishes.

### *Bus Amenities*

It is expected that bus boarding's at the #19 bus stops at Center Street will increase now that Sacred Heart Villa and the Loaves & Fishes have opened. According to the TriMet TAC representative, the installation of shelters and other amenities at these stops is supported in order to accommodate the increase in ridership along Milwaukie Avenue. It is recommended that installation occur as soon as possible.



**Photo 44** Sacred Heart Villa, Thelma Skelton Loaves and Fishes, bus stop & crosswalk

### *Colored or Designed Crosswalks*

Despite a striped crosswalk at Center Street and Milwaukie Avenue, many people worry about speeding traffic. To complicate matters, the number of pedestrians that access this location is increasing. Furthermore, many of motorists that drive on Milwaukie Avenue are unaccustomed to large amounts of pedestrian traffic. Repaving intersections and utilizing design or brickwork may encourage motorists to reduce their speed as well as provide improved safety for pedestrians.



**Photo 45** Bus stop outside of Sacred Heart Villa



**Photo 46** Example of designed brickwork at intersection - photo courtesy of: [www.students.bucknell.edu](http://www.students.bucknell.edu).



**Photo 47** Sacred Heart Villa and the Thelma Skelton Loaves & Fishes Center



## SOUTHERN NODE

### *Pedestrian and Bicycle Infrastructure*

Pedestrian access to Oaks Bottom Wildlife Refuge from Milwaukie Avenue is disjointed. There is a crosswalk to get to the trail but the sidewalk does not connect directly to the sidewalk, as shown in Photo 48. Additionally, a crosswalk should be striped at either SE Long Street or SE Schiller Street to increase connectivity within the southern node.



**Photo 48** Crosswalk to Oaks Bottom without connection to the sidewalk



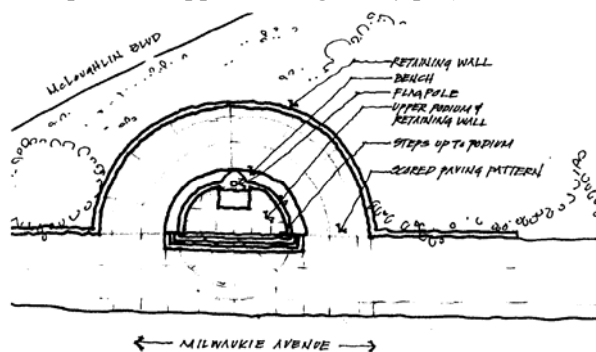
**Photo 49** Example of crosswalk to Oaks Bottom with connection to the trail



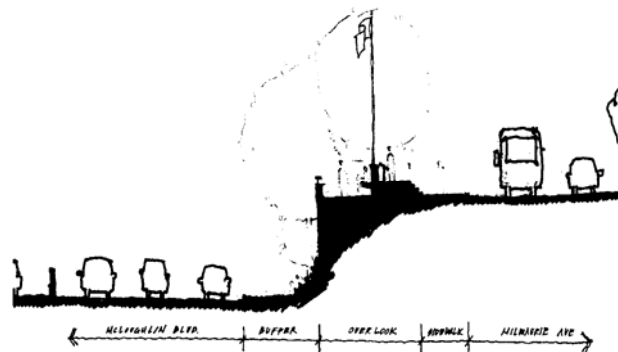
**Photo 50** Access to McLoughlin/99W from Long Street

### *Southern Gateway*

A gateway is needed at the southern entrance to the Brooklyn neighborhood. This will signal the entrance into the neighborhood and foster a sense of place for the residents of the neighborhood. The land immediately south of the Yummy Garden restaurant is currently owned by ODOT, who has expressed support for a gateway project at this location.



**Photo 51** Design of Gateway courtesy of: REACH CDC's Regenerating Brooklyn's Main Street Project



**Photo 52** View approach to the Gateway from the south

## SYSTEM-WIDE MAIN STREET RECOMMENDATIONS:

### *Comprehensive Zoning Examination*

Many blocks along Milwaukie Avenue have zoning designations that date to a planning era when land uses were segregated and separated. A Main Street's functionality derives from its active and mixed uses. A reexamination of the uses and types of buildings along Milwaukie Avenue will help it develop as a Main Street. In addition to a zoning code update, a Main Street Overlay Zone should be placed over the length of Milwaukie Avenue. The Main Street Overlay Zone will guide development to create a cohesive corridor that is considerate of the historic nature of the neighborhood.

### *Continuous Pedestrian Curb Cuts and Additional Street Trees*

Milwaukie Avenue has far too many vehicular curb cuts of too wide a distance. Also, pedestrian curb cuts should be located at every intersection. With the Sacred Heart Villa opening on Center, many new elderly residents have been introduced to the neighborhood. Providing an accessible and easy walking environment for these citizens is of utmost importance. Street trees should also be incorporated wherever they are missing along Milwaukie Avenue. There are many areas that currently function as a Main Street in this respect but consistency and cohesiveness is the key to promoting walkability along a Main Street. It will tie each node together and provide a consistent sense of comfort as one makes their way down the street.



**Photo 53** Street trees and curb cuts along Milwaukie Avenue.

### *Bicycle Boulevard*

The number of cyclists on Milwaukie Avenue has grown over the years, but there have not been substantial infrastructure improvements to accommodate them. A bicycle lane starts at Powell but ends after only two blocks. The width of Milwaukie Avenue varies considerably from one end of Brooklyn to the other, making it difficult to add a continuous bike lane. However, another type of bicycle infrastructure – the bicycle boulevard – would be a good fit for Brooklyn neighborhood. A bicycle boulevard is a local street with features that make it a safer, more pleasant route for cyclists than nearby arterials, which carry a higher volume of auto traffic. Bicycle boulevards usually have crossing treatments at major intersections, traffic calming devices to reduce auto speeds, and a pattern of stop signs that allows cyclists to travel down the street with relative ease. In addition, PDOT has begun adding special pavement markings to indicate to cyclists the location of nearby bicycle boulevards.



**Photo 54** Example of Bicycle Boulevard courtesy of: [www.openpermaculture.com](http://www.openpermaculture.com)



**Photo 55** Photo courtesy of: [www.mtc.ca.gov](http://www.mtc.ca.gov).



**Photo 56** Photo courtesy of: [www.bikeroute.com](http://www.bikeroute.com).

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# RESOURCE GUIDE

This Resource Guide provides tools, both funding options and program descriptions, to help the area residents and business owners develop Milwaukie Avenue as a Main Street. MSCC outlines numerous opportunities and provides suggestions on how to use each grant or agency. Be creative when pursuing some of these opportunities...they are for YOUR Main Street!





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## Oregon Department of Transportation

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→ ***AGENCY DESCRIPTION –***

ODOT is Oregon's state transportation planning agency. ODOT develops and operates programs for the statewide transportation system, including highways, bridges, transit, and rail. Although ODOT generally does not have jurisdiction over neighborhood streets, it frequently collaborates with local transportation planning agencies, particularly when there could be an impact on a nearby highway or bridge. In Brooklyn, ODOT is mostly concerned with maintaining traffic capacity on McLoughlin/99E and Powell Boulevard, including the Ross Island Bridge. Any project that may impact these facilities will require ODOT's input.

→ ***HELPFUL PUBLICATIONS –***

ODOT's website, [www.oregon.gov/odot](http://www.oregon.gov/odot), is full of information relating to all aspects of the transportation system. The website also contains data that could be valuable to a neighborhood association, including traffic volumes and crash data. Large-scale transportation improvements, such as the Oregon Transportation Plan (OTP), are available online, along with guides for citizen participation.

→ ***GRANT OPPORTUNITIES –***

ODOT generally gives funding as part of the Oregon Transportation Plan. The process for project funding and approval is rigorous and lengthy. However, there are additional grant programs for the enhancement of bicycle and pedestrian facilities.

→ ***WHERE CAN WE FIND OUT MORE?***

ODOT Citizens' Representative  
355 Capitol St. N.E.  
Salem, OR 97301-3871  
Phone: (888) 275-6368  
Fax: (503) 986-3432

→ ***WHAT DOES MSCC THINK?***

It is beneficial for Brooklyn to know about proposed ODOT projects that could affect the neighborhood. This knowledge will enable residents and business owners to protect Brooklyn's livability and accessibility.

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## Transportation and Growth Management Program – State of Oregon

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→ ***WHO IS IN CHARGE?***

Transportation and Growth Management Program is a joint program between the Oregon Department of Transportation and the Department of Land Conservation and Development. Its purpose is to provide a venue to link transportation and land use planning to create vibrant and livable communities in Oregon.

→ ***HELPFUL PUBLICATIONS –***

The website provides links to numerous publications, papers and briefs that address pertinent issues in transportation and land use planning and provide information in support of vibrant and healthy communities. Many ideas from these documents can be implemented on a local scale in the Brooklyn community.

→ ***GRANT OPPORTUNITIES?***

The TGM program provides several grant opportunities to local governments. To submit an application, the proposed project must have support from either a government agency or an officially recognized nonprofit group. These are very competitive grants, so approximately 1 in 5 applications receives funding.

→ ***EXAMPLE –***

TGM grant money has been used in the past to fund a wide variety of transportation and land use projects. The most recent example of this in the Brooklyn area is the effort by REACH CDC in 1998 that produced the document “Regenerating Brooklyn’s Main Street.”

→ ***WHERE CAN WE FIND OUT MORE?***

Transportation & Growth Management  
555 13<sup>th</sup> Street, NE  
Salem, OR 97301  
Hours: 8:00 AM – 5:00 PM  
Cindy.L.Lesmeister@odot.state.or.us  
[P] 503.986.4349  
[F] 503.986.4174  
<http://www.oregon.gov/LCD/TGM/index.shtml>

→ ***WHAT DOES MSCC THINK?***

Although these are competitive grants, the potential benefits of receiving a grant are great. Local organizations should be encouraged to submit proposals that continue to address the transportation and land use problems in the neighborhood.

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## Bureau of Environmental Services (BES)

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→ ***WHO IS IN CHARGE?***

This City of Portland agency oversees the local sewage and stormwater treatment systems. It is currently overseen by Commissioner Sam Adams.

→ ***HOW DOES IT WORK?***

BES receives a majority of its funding from sewer and stormwater collection fees. The agency has begun using these funds to retrofit existing streets to slow stormwater runoff and treat the water using more environmentally-friendly methods.

→ ***WHO CAN USE IT?***

All neighborhoods are eligible for funds to construct stormwater treatment projects. Priority for these projects is given to streets that are already being rebuilt for other reasons. There is also an initiative to construct these projects in neighborhoods affected by the Big Pipe project to extend the service life of facilities in these areas.

→ ***HOW CAN IT BE USED?***

Watershed stewardship grants provide up to \$5,000 to citizens and organizations to encourage watershed protection and enhancement at the local level. Grant money can be used for supplies, materials, equipment, room rentals, feasibility studies, and technical assistance.

→ ***EXAMPLE –***

BES is currently looking to implement stormwater treatment projects in neighborhoods with proximity to the Big Pipe project to reduce sewer overflows into the Willamette River.

→ ***WHERE CAN WE FIND OUT MORE?***

Environmental Services will begin accepting 2007-2008 grant applications in Spring 2007. For more information on the Community Watershed Stewardship Grant Program, call Lisa Libby at 503-823-7917 or email [lisal@bes.ci.portland.or.us](mailto:lisal@bes.ci.portland.or.us).

→ ***WHAT DOES MSCC THINK?***

Now is an excellent time for Brooklyn to pursue mitigation funding for stormwater treatment projects by BES because the Eastside Big Pipe project will directly impact the neighborhood. Bioswales and other Green Street projects will not only provide environmental benefits, they will also calm traffic and provide low-maintenance landscaping along local streets.

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## City of Portland Zoning Code Amendments – Overlay Zones

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→ ***WHO IS IN CHARGE?***

City of Portland Bureau of Planning.

→ ***HOW DOES IT WORK?***

Overlay zones apply to specific zone circumstances rather than specific areas of the city and may deal with issues like design review, Main Streets, scenic resources, and environmentally sensitive areas. Requesting the initiation of a Main Street Corridor Overlay Zone requires a Comprehensive and Zoning Map Adjustment. This is a Type III procedure through the City of Portland.

→ ***WHO CAN USE IT?***

Once implemented and incorporated into the Portland Zoning Code, all development proposed within the overlay boundaries must adhere to the new regulations outlined in the Overlay. Essentially, the Overlay Zone guides the site layout and structural design of proposed development projects along Milwaukie Avenue.

→ ***HOW CAN IT BE USED?***

An overlay zone is written and incorporated into the Portland Zoning Code. It places new requirements on development and encourages such characteristics as mixed uses, appropriate building scale, and transitions among different areas.

→ ***EXAMPLE –***

The Main Street Overlay Zone is a recent addition to the Portland Zoning Code. Currently it is being applied as part of the St. Johns Lombard Plan and the Sandy Boulevard Resurfacing and Streetscape Project. In addition, some general conditions apply to designated Main Streets throughout Portland.

→ ***WHERE CAN WE FIND OUT MORE?***

You can find out more at the City of Portland's website: [www.portlandonline.com](http://www.portlandonline.com). Follow the links to the Bureau of Planning and the Zoning Code.

→ ***WHAT DOES MSCC THINK?***

MSCC recommends use of the Main Street Corridor Overlay Zone (MSCOZ). MSCOZ encourages higher density residential uses by allowing greater building heights, reducing required building coverage for residential development, and allowing more flexibility in site design. The intent of the zone is to provide transit-supportive levels of residential and mixed-use development along identified main streets.



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## Greater Brooklyn Business Association (GBBA)

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→ ***WHO IS IN CHARGE?***

There is a board of directors and a president, vice president, secretary, and treasurer.

→ ***HOW DOES IT WORK?***

GBBA is comprised of businesses in and around Brooklyn. All businesses within the neighborhood are automatically members. The organization collects annual dues on a voluntary basis. Businesses can request a dues statement at any time. Suggested annual dues are based on the size of company and number of employees, and they range from \$25 to \$200 per year. The association is officially recognized by the City of Portland and receives assistance from the Office of Neighborhood Involvement.

→ ***WHO CAN USE IT?***

GBBA meets the second Tuesday of every month at 4:30PM. Anyone is welcome to attend, but it is suggested that interested parties call ahead to confirm the meeting time and place and to place desired items on the meeting agenda.

→ ***HOW CAN IT BE USED?***

Local business associations can initiate projects that enhance the physical and/or social environment of local business districts. Business associations in Portland often address such issues as parking regulations, neighborhood events, enhanced security, and streetscape improvements.

→ ***EXAMPLE –***

GBBA has provided financial resources for such neighborhood enhancement projects as the Brooklyn Art Walk and advocating in favor of the South Corridor Light Rail Project.

→ ***WHERE CAN WE FIND OUT MORE?***

To learn more about the Greater Brooklyn Business Association, please call David Weislogel at 503-239-9050 x101. Send email to [gbba@brooklyn-neighborhood.org](mailto:gbba@brooklyn-neighborhood.org), or write to P.O. Box 42411, Portland, OR 97242.

→ ***WHAT DOES MSCC THINK?***

GBBA should continue to work with the City and Brooklyn residents to address transportation and land use issues facing the neighborhood. To maintain open communication and to foster collaboration, a member of GBBA should attend all BAC board meetings, and vice versa.

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## Business Improvement District (BID)

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→ ***WHO IS IN CHARGE?***

City of Portland Bureau of Licenses

→ ***HOW DOES IT WORK?***

Property owners within the district pay a special assessment to fund the BID. A BID can deliver a variety of supplemental services to the designated area, such as sanitation & maintenance, public safety & visitor services, marketing & promotional programs, and capital improvements & beautification.

→ ***WHO CAN USE IT?***

The organization administering the BID should be well-organized. For example, it should have a board of directors, a strategy plan, and financial accountability resources. Perhaps the Greater Brooklyn Business Association (GBBA) would be appropriate in this role.

→ ***HOW CAN IT BE USED?***

Milwaukie Avenue business owners in GBBA could form a subcommittee specifically to administer a BID for Milwaukie Avenue between Powell and McLoughlin. A BID on Milwaukie might focus on the areas of marketing and capital improvement & beautification.

→ ***EXAMPLE –***

To increase local residents' patronage of Milwaukie Avenue businesses, the BID might conduct a marketing campaign specifically targeted at residents of Brooklyn and nearby neighborhoods such as Sellwood-Moreland and Hosford-Abernethy. The campaign would identify Milwaukie Avenue as a Main Street suitable for both regular shopping needs and entertainment.

→ ***WHERE CAN WE FIND OUT MORE?***

Contact the Bureau of Licenses at (503) 823-5435. More information is also available at [www.portlandonline.com](http://www.portlandonline.com).

→ ***WHAT DOES MSCC THINK?***

There are no specific requirements for the size of a BID, but the only two BIDs in Portland – Downtown and the Lloyd District – are denser and much larger in area than a Milwaukie Avenue BID would be. This precedent might make it harder for a Milwaukie Avenue BID to gain approval.

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## Neighborhood Business Association Grant Program, City of Portland

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→ ***WHO IS IN CHARGE?***

The Alliance of Portland Neighborhood Business Associations (APNBA) – APNBA is a nonprofit organization representing all of the business district associations in Portland neighborhoods, industrial sanctuaries, town centers, and Main Streets. APNBA provides technical help, advocacy, training and education, information on government activity, and the APNBA grant program.

→ ***HOW DOES IT WORK?***

The City of Portland funds the grant program and APNBA administers it. Matching funds can be secured from the Bureau of Housing and Community Development. The maximum amount awarded per organization in one year is \$5,000. The organization must match the grant amount with volunteer hours, donations, or in-kind contributions.

→ ***WHO CAN USE IT?***

Business district associations are eligible for APNBA grants. GBBA would most likely be the recipient, unless perhaps a Milwaukie Avenue Business Association were founded as a sub-group of GBBA.

→ ***HOW CAN IT BE USED?***

APNBA grants are used for a variety of improvement projects that are consistent with plans for the area. For example, Multnomah Village used a \$3,000 grant for hanging flowers and a website update; Hillsdale used \$2,000 to have a charette to design a new plaza; and the Foster Road Area was awarded \$3,900 to beautify Laurelwood Park.

→ ***EXAMPLE –***

A grant from APNBA could be used for a variety of projects on Milwaukie Avenue, such as the addition of hanging flowers or design of the proposed kiosk at the entrance to Brooklyn Park.

→ ***WHERE CAN WE FIND OUT MORE?***

<http://www.apnba.com>

→ ***WHAT DOES MSCC THINK?***

Because a wide variety of projects are eligible, this grant program seems a good fit for Main Street-oriented projects on Milwaukie Avenue.

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## Oregon Arts Commission – Arts Build Communities (ABC)

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→ **WHO IS IN CHARGE?**

As a division of Oregon's Economic and Community Development Department, the nine-member Oregon Arts Commission determines policies, establishes long-range plans, and reviews grant applications to determine individual funding levels.

→ **HOW DOES IT WORK?**

This is a fairly limited funding source, so not all worthy applicants can receive funding. Typically, grants range from \$3,000 - \$7,000. This is a dollar-for-dollar matching grant, meaning the community will have to show that they can match the amount given, if not exceed it.

→ **WHO CAN USE IT?**

This grant must be facilitated through a 501(c)-3 nonprofit organization or a government institution (like a library or school) and show responsible leadership.

→ **HOW CAN IT BE USED?**

The Arts Build Communities grants support the arts in local communities and involvement of the arts and artists in community development. The grants recognize the expanding role that arts organizations are taking in the broader cultural, social, educational and economic areas of community life. Support is provided to arts- and other community-based organizations to form alliances and partnerships to strengthen communities.

→ **EXAMPLE –**

This is a great opportunity to use the talent of artists in Brooklyn to enhance public space on Milwaukie Avenue and in Brooklyn Park.

→ **WHERE CAN WE FIND OUT MORE?**

Call Laurel MacMillan at 503-986-0083 for more information.

[http://www.oregonartscommission.org/grants/commission\\_grant\\_programs.php](http://www.oregonartscommission.org/grants/commission_grant_programs.php)

FY07 Applications are due October 2, 2006.

FY07 Applications will be available after July 1, 2006.

→ **WHAT DOES MSCC THINK?**

An ABC grant would foster excitement for visual improvements on Milwaukie Avenue. Successful implementation of an ABC grant project would strengthen neighborhood identity and increase residents' sense of ownership of the street. This would make it look more like a place worth visiting and enjoying, rather than a shortcut route to somewhere else.



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## Regional Arts & Culture Council (RACC)

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→ **DESCRIPTION –**

RACC has a five-member board of directors and additional staff. Together they promote the use of arts and culture as tools to promote regional and community development.

→ **PURPOSE –**

RACC is the steward of public investment in arts and culture, working to create an environment in which the arts and culture of the region can flourish and prosper. RACC is funded in part by local, regional, state and federal governments to provide grants to artists and operating support to art organizations in the tri-county region.

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### 1. Public Art Murals Program

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→ **WHO IS IN CHARGE?**

The Public Art Murals Program is a Portland citywide program administered by RACC as part of its 25-year-old Percent for Art Program.

→ **WHO CAN USE IT & HOW CAN IT BE USED?**

Individual artists, not-for-profit organizations, and business owners are eligible to apply for matching funds for the creation of a mural on their building facade of 200 square feet or larger. RACC reviews submissions for public art murals, which are to be placed on public wall space and paid for with public funds administered by RACC. Funds are awarded based on need as evidenced in the application.

→ **EXAMPLE –**

This RACC-sponsored mural is located at 2821 SE Stark Street, on the west building facade.



Photo 57 Artist: Ping Khaw; 2005

→ **WHERE CAN WE FIND OUT MORE?**

<http://racc.org/publicart/muralprogram.php>

→ **WHAT DOES MSCC THINK?**

This mural program could be used in several locations along Milwaukie Avenue. However, MSCC suggests developing a single project to implement. The blank wall of Morrison Center Breakthrough across from Brooklyn Park is an appropriate location for a mural.



Photo 58 The Morrison Center Building

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## 2. Project Grants for Individual Artists and Organizations

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→ **WHO IS IN CHARGE?**

RACC

→ **WHO CAN USE IT?**

This grant has either an individual or organizational component. MSCC is encouraging BAC to use the grant.

→ **HOW CAN IT BE USED?**

The Project Grant Program provides financial support to Multnomah, Washington and Clackamas County non-profit organizations and individual artists in three categories: Artistic Focus, Neighborhood Arts, and Arts In Schools. Applicants apply to present "project-based" arts programming.

→ **EXAMPLE –**

This grant provides another opportunity for Brooklyn to foster a greater artistic presence along Milwaukie Avenue. Similar to the ABC grant, the RACC grant could be used to develop and implement fence beautification for the chain-link fence bordering Brooklyn Park.

→ **WHERE CAN WE FIND OUT MORE?**

Access to more information on this grant is located at: <http://www.racc.org/grants/project.php>. An intent form must be submitted no later than August 7, 2006 and the entire application must be submitted by August 14, 2006.

Lorin Schmit Dunlop

Grants Program Officer

503.823.5408

[lsdunlop@racc.org](mailto:lsdunlop@racc.org)

Helen Daltoso

Grants Program Officer

503.823.5402

[hdaltoso@racc.org](mailto:hdaltoso@racc.org)

→ **WHAT DOES MSCC THINK?**

Enhancing the interface of the park with Milwaukie Avenue would increase community pride while communicating to motorists that this is a distinct neighborhood. This would contribute to traffic calming at the north end of Milwaukie Avenue and encourage passers-by to stop and enjoy the park or the establishments surrounding the park, such as the Brooklyn Park Pub.

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## The City Repair Project

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→ **WHO IS IN CHARGE?**

The City Repair Project is a team of 15 part- and full-time volunteers. Its motto:

***The Public Square is the Heart of the Community.***

*We create gathering places because sharing time and space with each other is the starting point of community. By helping people reclaim their urban spaces to create community-oriented places, we plant the seeds for better neighborhood communication, community empowerment and revitalized local culture.*

→ **HOW DOES IT WORK?**

City Repair has 501(c)-3 nonprofit status. Grant monies can be used to enable a community such as the Brooklyn neighborhood to apply for ABC or RACC funding. (See preceding sections.)

→ **WHO CAN USE IT?**

Neighborhood associations such as BAC.

→ **HOW CAN IT BE USED?**

City Repair Project helps communities to reclaim or create public gathering places in areas such as a Main Street.

→ **EXAMPLE –**

A gazebo-type information kiosk at the entrance to Brooklyn Park would work in concert with the bioswale proposed nearby to strengthen the Green Streets identity of Milwaukie Avenue.

→ **WHERE CAN WE FIND OUT MORE?**

<http://www.cityrepair.org/wiki.php/>

→ **WHAT DOES MSCC THINK?**

This idea for a kiosk is not new. Many Brooklyn residents remember the five-year struggle to implement a kiosk project. City Repair can restart a kiosk discussion with the City of Portland Bureau of Parks and Recreation. The kiosk will be a communication hub for the Main Street and the neighborhood, enabling news and information to flow among residents, business owners, parents, and others who visit Brooklyn Park. In addition, its visual appeal will help to slow traffic and further the Main Street-feel of Milwaukie Avenue.

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## Nature in Neighborhoods Capital Grant Program

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→ ***WHO IS IN CHARGE?***

Metro's proposed 2006 Natural Areas bond measure launches a new \$15 million capital grants program to fund neighborhood projects.

→ ***HOW DOES IT WORK?***

The Nature in Neighborhoods capital grants program provides opportunities for the community to protect fish and wildlife habitat and water quality near the places in which people live and work. The program would engage schools, community groups, non-profit organizations, park providers and others in neighborhood projects that benefit nature. Grant funds would leverage additional resources for these projects through a 2-to-1 match requirement (At least \$2 of outside funds or in-kind contributions would be required for every \$1 of bond measure funds).

→ ***WHO CAN USE IT?***

Neighborhood associations such as BAC.

→ ***HOW CAN IT BE USED?***

Projects could include the acquisition of neighborhood natural areas, development of community gardens, habitat restoration efforts, interpretive displays and development of trails, among others. Funds would be spent on acquisition of land for public ownership or capital improvements to publicly-owned property.

→ ***WHERE CAN WE FIND OUT MORE?***

<http://www.metro-region.org/article.cfm?articleID=18203>

Ken Ray

Metro Public Affairs and Government Relations,

503.797.1508

[rayk@metro.dst.or.us](mailto:rayk@metro.dst.or.us).

→ ***WHAT DOES MSCC THINK?***

This could be a good opportunity to fund construction of a pedestrian bridge over McLoughlin Boulevard/99E, enhance Brooklyn Park, or create a community garden in the neighborhood.



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## CONSULTANT DESCRIPTION

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Main Street  
Collaborative  
Consultants

This document was produced in the six-month Planning Workshop course for Master of Urban and Regional Planning (MURP) students at Portland State University. The goal of the Planning Workshop is to give students a culminating experience that provides exposure to the world of professional planning practice.

### CONSULTANTS

#### **Sine Adams**

Sine has a Bachelor of Arts in Geography from Eastern Washington University. In the MURP program she specialized in Community Development with a broad focus on Land Use and Transportation.

#### **Matt Johnson**

Matt has a Bachelor of Science in Communications from Portland State University. In the MURP program he specialized in Community Development and Real Estate.

#### **Lance Lindahl**

Lance has a Bachelor of Science in Planning, Public Policy Management from the University of Oregon. In the MURP program he has a specialization in Transportation and Land Use.

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Kate has a Bachelor of Arts in Women Studies from University of Colorado, Boulder. In the MURP program she specialized in Community Development and Land Use.

#### **Erin Wilson**

Erin has a Bachelor of Science in Urban and Regional Studies from Cornell University. In the MURP program she specialized in transportation and had a Graduate Research Assistantship at the Intelligent Transportation System Lab at PSU.

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# APPENDIX A

## *Land Use and Transportation Safety Survey*

The Land Use and Transportation Safety Survey Consisted of 4 main survey items –

1. Buildings facing Milwaukie Avenue were surveyed for the following information:

	Block1W					
	Building 1	Building 2	Building 3	Building 4	Building 5	Building 6
Floors						
Parking Spaces						
Trees						
Curent Uses						
Businesses						
Notes						

... along the entire length of the Main Street.

2. General information along each block facing Milwaukie Avenue:

General Info	Block1W	Block 1E	Block2W	Block2E	Block3W	Block3E
# of Buildings						
Zone						
Comp. Plan						
Open Space						
Bus Stop						
Notes						

... along the entire length of the Main Street.

3. Along each block edge (east, south, west, and north) were surveyed for the following information:

Northern Edge	Block1W	Block 1E	Block2W	Block2E	Block3W	Block3E
Curb Cuts						
auto curb cuts						
street trees						
on street parking						
Bike Racks						
Notes						

... along the entire length of the Main Street.

4. Each block was also surveyed for Parking and the following information:

Parking Lot	Block1W	Block 1E	Block2W	Block2E	Block3W	Block3E
Company/usage:						
# parking spaces						
#trees						
Notes						

... along the entire length of the Main Street.



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## APPENDIX B

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### *Student Tour and Survey*

#### Main Street Critique Guidelines –

From Metro's Main Street Handbook

<http://www.metro-region.org/article.cfm?ArticleID=434>

According to Metro's Main Street Handbook, a Main Street is a neighborhood or community business district characterized by:

- Higher density land uses
- Apartments on and around the Main Street
- High quality transit service
- Good pedestrian environment

Metro has identified five primary keys to a successful Main Street:

- **Design** – architecture, urban design, street front appearance, public space

How do the buildings interact with one another? Are there certain areas that could use a 'face lift'? Do you see design elements that work well together and you would like to see more of? Is there a need for more meeting and gathering spaces?

- **Transportation** – bicycle and pedestrian traffic, automobiles, public transit and parking

How do you perceive the interaction of vehicles, pedestrians and bicyclists? Do you notice any safety problems? Are there areas that could be strengthened as transportation nodes? Could the public transit be improved?

- **Uses** – the types of land uses (retail, office, residential) in an area

Do you notice any patterns in uses? Do you like the way the uses are organized in your node? Are there certain uses that you think should be restricted or abolished?

- **Regulations** – zoning and other codes that govern activities in main streets

You may not know exactly what type of zoning regulations apply now, but think of ways to mitigate the current issues.

- **Organizations** – community organizations that make districts successful

Brooklyn has a Business Association and an active Neighborhood Association but can you think of any additional organizations that this neighborhood specifically could benefit from? (i.e. a volunteer trash clean-up organization or an opportunity for an Intersection Repair project.)

#### Maps –

During your walk to your study node, use the large Milwaukie Avenue map to write specific critiques about locations. Use the small node map to locate specific critiques about items or issues within your node.

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***Please answer the following questions with a yes or no response prior to tour:***

1. *Is this your first time to the Brooklyn Neighborhood?* \_\_\_\_\_
2. *Is this your first time walking Milwaukie Avenue?* \_\_\_\_\_

***Please answer the following questions at the end of your tour:***

3. *Would you visit Milwaukie Avenue in its current state?* \_\_\_\_\_
4. *If so, what would bring you here?* \_\_\_\_\_

## Mixed-Use Node – Milwaukie and Center

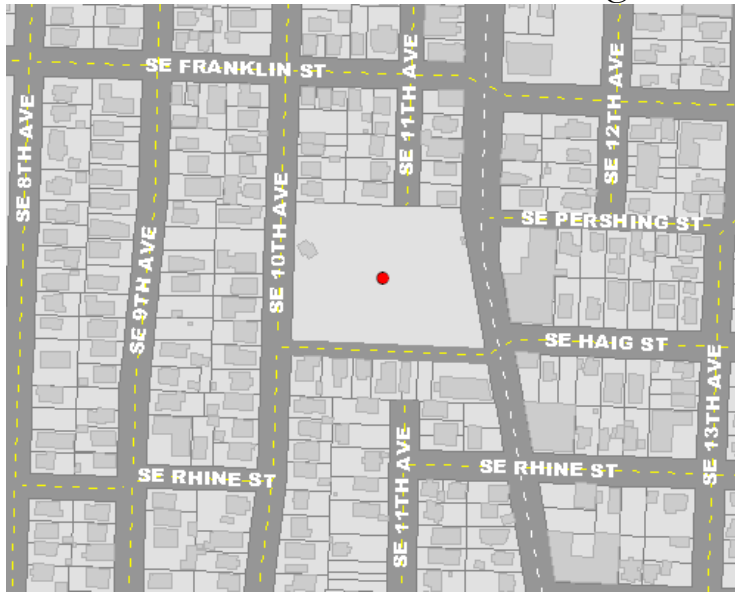


### **Sacred Heart Villa**

#### **Brooklyn/Winterhaven School and Park**

Brooklyn Elementary was a neighborhood school until very recently. It offered kindergarten through fifth grade. In Spring 2003, Portland Public Schools decided to close Brooklyn Elementary and allow the Winterhaven science and math magnet program, which had opened at Brooklyn in 1995, take over the entire building. In Fall 2003, the Winterhaven School officially opened, serving kindergarten through eighth grade. About 300 students attend Winterhaven. Many of them do not live in the neighborhood. The closing of Brooklyn was a contentious issue; although small and somewhat struggling, parents and kids felt a strong neighborhood connection to the school. Now kids who used to walk to school at Brooklyn must board a bus and travel to other schools further away such as Grout. The closing of Brooklyn was a defeat for neighborhood parents and activists who had taken pride in the existence of a neighborhood school. Once a prominent part of the local community, the school now exudes an air of disconnection from its surroundings.

## Park Node – Milwaukie and Haig

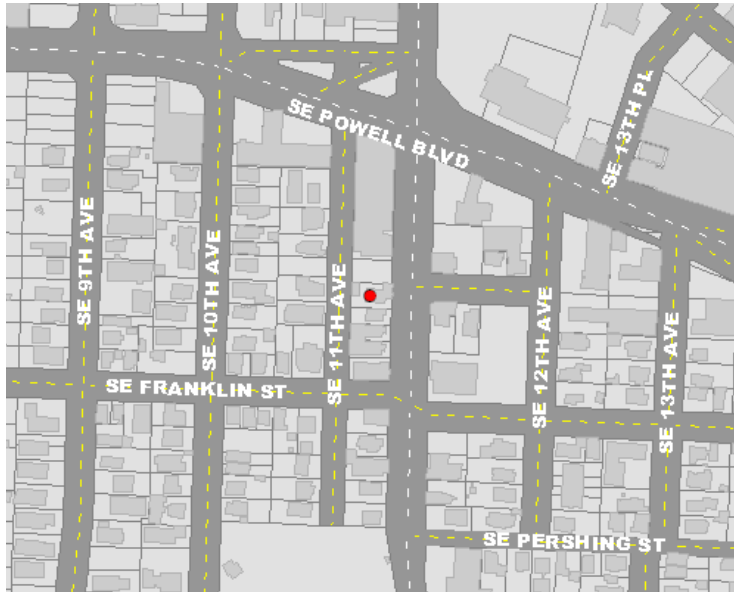


The Brooklyn Park is 2.37 acres in size and is one of three parks in the Brooklyn Neighborhood. It was acquired in 1949 and provides the neighborhood with a basketball court, picnic tables, softball field, park play field and a water feature/wading pool. The park is a great meeting place for the entire neighborhood, especially in warm seasons. As you will notice, due to the location of the softball field, the Brooklyn Park's interface with Milwaukie Avenue is disrupted by a chain-link fence.

This tour will guide you to the park and into the Brooklyn neighborhood. Please be thinking of ways to improve accessibility to the park for all patrons. You will also be lead into the western portion of the neighborhood; please note the historical significance of homes and the potential deterrent of McLoughlin Blvd/99E due to traffic noise and the physical barrier from the Willamette River and Springwater Trail.

How can the neighborhood better utilize the park? What site planning would you do to improve the existing park? How can the neighborhood overcome the barrier of McLoughlin Blvd? Do you think this is a pleasant place to live? Would you visit the park if you lived in the neighborhood? Why or why not?

## Commercial Node – Milwaukie from Powell to Pershing



The highest concentration of commercial activity along Milwaukie takes place between Powell Blvd and SE Pershing St. This commercial node is anchored by the historic Aladdin Theater. The Aladdin was originally a vaudeville house in the late 1920's. In the middle of the century, it became a family movie theater. By the 1970's, it had become famous for showing X-rated films. In 1993 it was converted into a music venue and is one of Portland's best known.

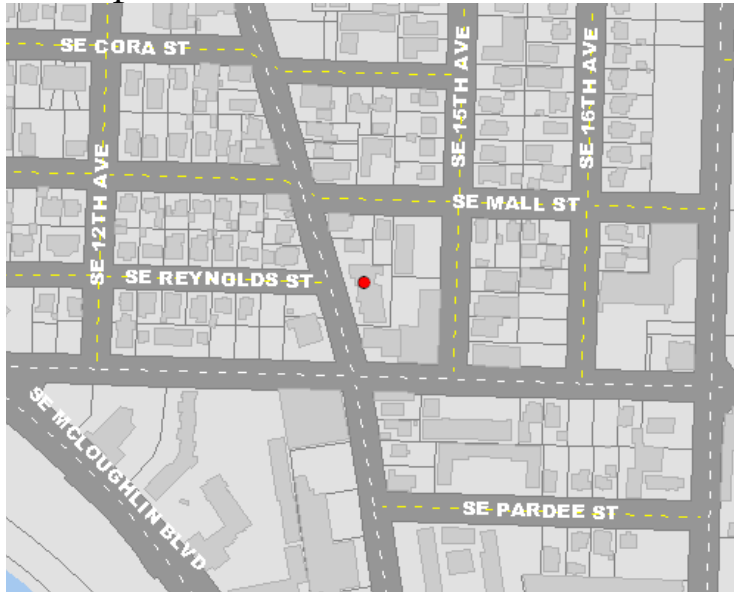
South of the Aladdin is a broad mix of businesses, ranging from restaurants and bars, to a pharmacy, a bookstore, and a variety of services. Many of these business occupy buildings or lots that do not interface well with the street or environment (see the Chinese restaurant as an example). A new building north of Franklin Street occupied by services incorporates an architectural design that fits into the neighborhood environment and attractive landscaping. This could serve as a model for future redevelopment of vacant properties along Milwaukie. You can see some redevelopment happening, but there are many vacant buildings in disrepair.

The Brooklyn Park Pub recently changed hands and the new owners are very involved with the neighborhood and business association. They would like to see improvements such as trash cans and a bus shelter outside their business and are interested in improving the overall quality of the street. Their involvement is encouraging and hopefully other business owners will follow suit.

How can the local businesses improve their appearance to fit into a Main Street Plan? What types of businesses are missing? What can be done to encourage transition of the vacant buildings/lots to successful businesses? What are barriers to a commercial Main Street environment?



## Transportation Node - Milwaukie and Holgate



This intersection represents an important crossroads for the Brooklyn Neighborhood. Holgate Street provides access to McLoughlin Blvd/99E and is one of the few streets in the area to cross the Brooklyn Rail Yard to the east. This section of Holgate was expanded to four lanes about twenty years ago through the elimination of on street parking.

Future plans call for street improvements that will make this area safer for heavy truck traffic as well as for bicyclists and pedestrians. The South Corridor light rail project may bring profound changes to this area. Current plans call for trains to run along SE 17th Avenue with a station about three blocks east of Milwaukie on Holgate.

How should the transportation system evolve in this area? Does it make sense to build MAX light rail nearby, or would it suit the neighborhood better if streetcar service was re-introduced to Milwaukie Avenue? Is the land use mix appropriate, or should important changes be made? How could the empty lots at SE Milwaukie and Holgate be re-developed?

Please note your observations and suggestions in the five areas of Metro's Main Streets Guidelines:

1. Design & physical appearance – shared & on-street parking, visual signals, change in building intensity
2. Transportation – well-served by transit, pedestrian infrastructure, high but well-managed traffic volume
3. Uses – high density, mixed uses, mix of appealing businesses, public services, personal services
4. Regulations – parking, setback, landscaping, use, and zoning regulations that foster a Main Street environment
5. Organizations – business alliances, government agencies and small business support programs

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## APPENDIX C

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### Community Outreach Event Handouts

- *Short Form*

Name:

Address:

Email:

Number of people in your household: 1\_\_\_\_ 2\_\_\_\_ 3\_\_\_\_ 4\_\_\_\_ 5+\_\_\_\_  
(Please check one.)

**Thanks for coming!**

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- *Long Form*

Main Street Collaborative Consultants

**Milwaukie Avenue Main Street Plan**

**Thursday, May 11, 2006**

**Neighborhood Workshop**

### Survey

Hi! We would like to know what you think of Milwaukie Avenue. Please take a few minutes to complete this survey. **Thank you very much!**

Gender: Female\_\_\_\_ Male\_\_\_\_

Age: 15-24\_\_\_\_ 25-34\_\_\_\_ 35-44\_\_\_\_ 45-54\_\_\_\_ 55-64\_\_\_\_ 65+\_\_\_\_

Number of people in your household: 1\_\_\_\_ 2\_\_\_\_ 3\_\_\_\_ 4\_\_\_\_ 5+\_\_\_\_

1. What do you like best about Milwaukie Avenue? (Choose up to 3.)

Historic character of buildings\_\_\_\_\_ Brooklyn Park\_\_\_\_\_

Convenient route through Brooklyn\_\_\_\_\_ Variety of businesses\_\_\_\_\_

A specific business/shop\_\_\_\_\_ Pleasant strolling environment\_\_\_\_\_

“Main Street” feel\_\_\_\_\_

Other\_\_\_\_\_

2. What do you typically buy on Milwaukie Avenue?

3. Are the goods and services on Milwaukie Avenue meeting your basic/desired needs?

Yes\_\_\_\_\_ No\_\_\_\_\_ Sometimes\_\_\_\_\_ Don’t know\_\_\_\_\_

4. How often do you shop on Milwaukie Avenue?

1-2 times per week\_\_\_\_\_ 3-5 times per month\_\_\_\_\_ 5+ times per year\_\_\_\_\_

Other\_\_\_\_\_

5. What mix of businesses and housing do you think is right for Milwaukie Avenue? Please place a check in the appropriate column for each category:

	<i>Need less</i>	<i>Keep the same</i>	<i>Need more</i>	<i>Don't know</i>
Retail				
Wholesale				
Single-family housing				
Multi-family housing				
<b>Mixed use</b>				

6. What do you think would make Milwaukie Avenue a better Main Street for Brooklyn neighborhood? (Choose as many as you’d like.)



Rehabilitate buildings\_\_\_\_\_

Landscaping (trees, flowers, etc.)\_\_\_\_\_

“Green Street” features, such as stormwater treatment\_\_\_\_\_

Public art\_\_\_\_\_

Slow traffic down\_\_\_\_\_

Better walking environment\_\_\_\_\_

Better bicycling environment\_\_\_\_\_

Better bus stop conditions\_\_\_\_\_

More retail and restaurants\_\_\_\_\_

Better entrance to Brooklyn Park\_\_\_\_\_

Gateway feature at northern and southern ends to signify entrance to Brooklyn\_\_\_\_\_

Other\_\_\_\_\_

7. What do you think is the most important thing that should be addressed in a Main Street Plan for Milwaukie Avenue?

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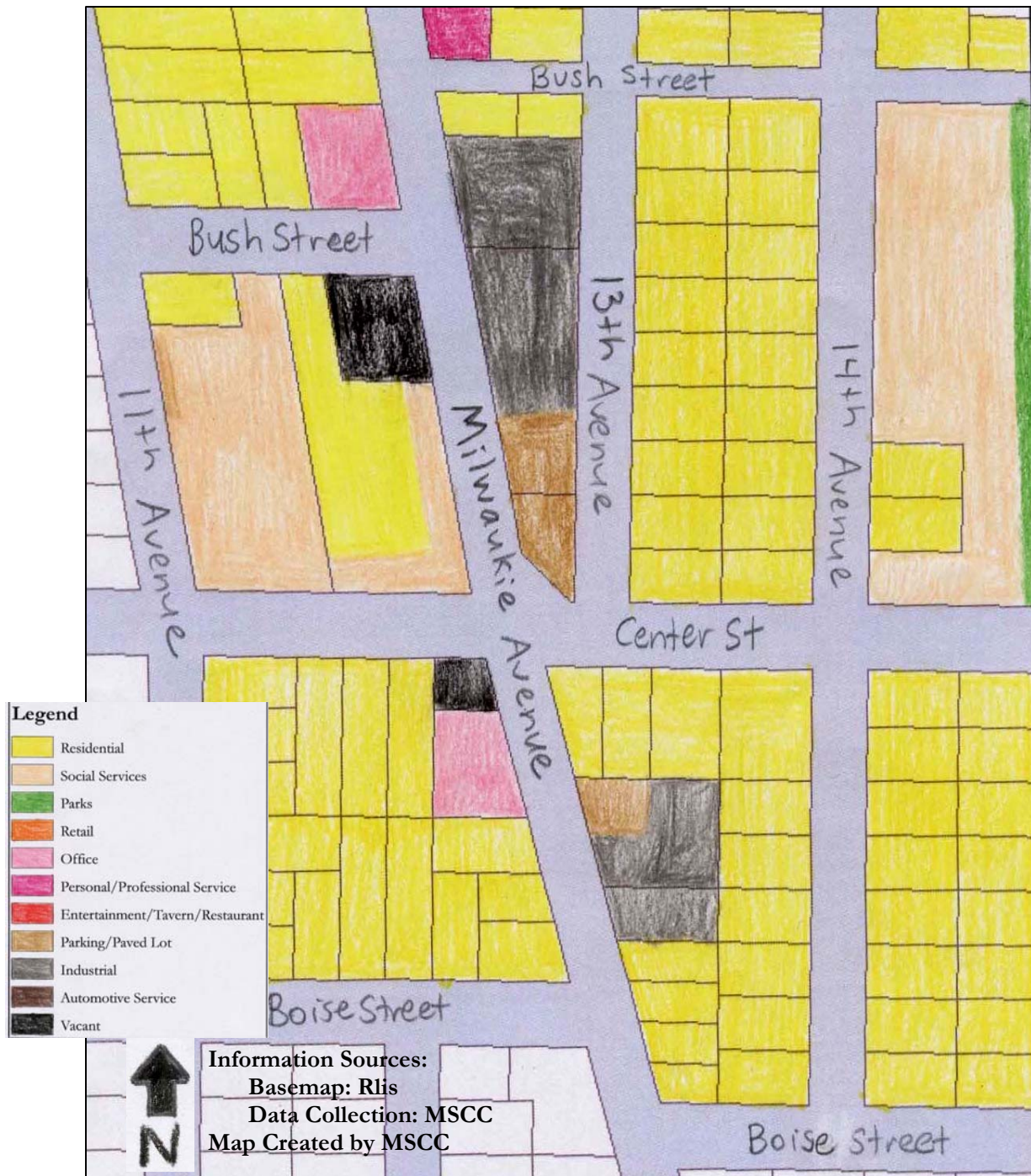
## APPENDIX D

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### Northern Node Land Use Map



# Central Node Land Use Map





# Southern Node Land Use Map

