



IMAGINE||HOLGATE

A Vision for the SE 17th/Holgate Station Area Community

EXISTING CONDITIONS ASSESSMENT

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EXECUTIVE SUMMARY

The area around the future SE 17th Avenue and Holgate light rail station has great potential for growth and development. When the Portland-Milwaukie Light Rail opens in 2015, it will activate the corridor and bring new energy to the Brooklyn neighborhood. The Imagine Holgate project engages neighborhood stakeholders in reimagining the future of the area adjacent to the new light rail station.

The Brooklyn neighborhood has kept its historic industrial character and a strong community cohesiveness through periods of dramatic growth and decline. Over time the neighborhood has seen its geographic area and industry diminished and connectivity to the Willamette River and the surrounding city interrupted. The essential integrity and identity of the neighborhood, however, has remained intact.

Residents of Brooklyn have worked in partnership with local and regional planners to create a distinct path for the future of the neighborhood. Past planning efforts have built a substantial foundation for successful transit-oriented development in Brooklyn.

Five factors of urban form, or the 5 Ds, are used to evaluate the potential for successful transit-oriented development in the station area. This report assesses the current density, diversity, design, destination accessibility and distance to transit in the catchment area. This analysis will help the community create a productive and vibrant place that supports transit and improves the quality of life of residents and employees who live and work around the future station.

This assessment identifies a number of vacant and underutilized parcels in the station area that are primed for new transit-supportive development. Redevelopment potential is particularly strong along Holgate Boulevard between 17th Avenue and McLoughlin Boulevard and in the commercial core along SE Milwaukie Avenue. This report finds an overall lack of neighborhood amenities and spaces available for the community to gather. The coming light rail provides Brooklyn with an opportunity to build on the strengths of the neighborhood and address these issues.

INTRODUCTION

When the Portland-Milwaukie Light Rail line opens in late 2015, it will transform the 17th Avenue corridor of inner southeast Portland. The Imagine Holgate project engages the community surrounding SE 17th Avenue and Holgate Boulevard station to create a vision for future growth and development. The goal of Imagine Holgate is to solicit and synthesize community interests and aspirations into multiple feasible scenarios for transit-oriented development in the station area (see Figure 1).

The following assessment of existing conditions in the catchment area will inform development opportunities and recommendations for the station and focus areas. This document is part of the Imagine Holgate project conducted by BrightRail Planning + Design, a group of five students in Portland State University's Masters of Urban and Regional Planning program. Imagine Holgate commenced in February 2012 and concludes in June 2012. Final recommendations will be available on the Imagine Holgate website: www.ImagineHolgate.org.

FIGURE 1. The 3 Geographies of the Imagine Holgate project.



Imagine Holgate spans three geographic areas around the light rail station: a catchment area, a station area and a focus area. The catchment area comprises the community served by the 17th and Holgate station, generally those within walking distance of the station. The station area is defined as the area within a quarter mile of the station. The focus area is TriMet owned property that will be redeveloped in conjunction with the completion of the light rail. See Figure 1 for a map of these geographic areas.

HUMAN CONTEXT

BROOKLAND: A HISTORY OF THE BROOKLYN NEIGHBORHOOD

The area now known as the Brooklyn neighborhood is recognized as part of the traditional home of the Chinook indigenous tribe. This group and others inhabited the banks of the Columbia and upper Willamette rivers for thousands of years prior to European American settlement. Indigenous peoples have been systematically displaced, despite a number of sovereign treaties with the United States government.

In 1851, the land which became the Brooklyn neighborhood was obtained by Gideon Tibbetts, who staked his claim to 320 acres through the Oregon Donation Land Claim Act of 1850. The legislation granted white settlers land in exchange for four years of occupation and improvements made to the land.

Tibbetts divided his claim into 36 residential sections in 1868 and called it Brook Land, for the many springs and salmon-bearing streams that flowed across it into the Willamette River. Brook Land grew as the City of Portland expanded east of the Willamette River and over time became known as Brooklyn. Tibbetts also sold land to the Oregon Central Railroad for a right-of-way running north to south. The Southern Pacific rail yards were the second largest employer in the area for many years. Today, the 110-acre Brooklyn Intermodal Rail Yard is owned

by Union Pacific Railroad, who took over the facilities in 1996 (Harden, 2011). Today, it creates a nearly impenetrable eastern border for Brooklyn (Stewart, 2011).

Between 1880 and 1930, Brooklyn experienced tremendous growth. The Inman-Poulsen Lumber Mill was built in 1890 and became the largest saw mill in Oregon within ten years. Stephen's Slough, a

IMAGE 1: Welder at work in the Southern Pacific Rail Yard.

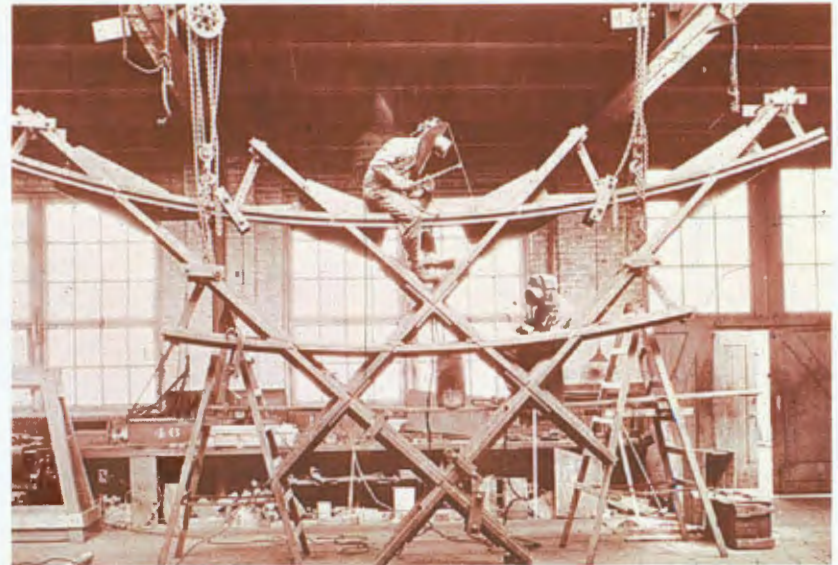




IMAGE 2. Trolley in front of sawdust mound near the Inman-Poulsen Lumber Mill.

prominent inlet in the Willamette, was filled in over time with sawdust from the mill and later paved over by Highway 99 at the Ross Island Bridge.

Many workers drawn to the area were Italian, Polish and German immigrants who brought different cultural influences, including their Catholic faith. The Sacred Heart Parish was founded in the neighborhood in 1893 to serve the growing population. It was located on a hill west of Milwaukie Avenue that became known as Benedictine Heights, after the order who founded the parish. The parish is still there today and Sacred Heart Villa, a senior housing project, is located near the site of the original church

(City of Portland, 1991).

The first public school in Brooklyn was built in 1889 at the site of present-day Brooklyn Park. It served as the center for public life in the neighborhood. The Brooklyn School was built in 1930 to replace the original wooden school building. In 1995, it was converted into Winterhaven, a science and math magnet school serving the entire city of Portland. Brooklyn no longer has a neighborhood public school serving local families. Many Brooklyn children now attend Grout Elementary, located over the Holgate Bridge in the Creston-Kenilworth neighborhood to the east. It can take Brooklyn residents up to 15 minutes to reach Grout by car.

The construction of the Ross Island Bridge in 1926 divided the Brooklyn neighborhood from Division Street and Powell Boulevard to the north. In that same year, a mining operation began extracting gravel from Ross Island. Ross Island had long been a place of recreation for neighborhood residents, who swam and picnicked on its shores.

The construction of Highway 99 (McLoughlin Boulevard, Image 3) was a source of stimulus and employment during the Great Depression. It increased accessibility for Brooklyn to other areas of the city but divided it from the Willamette River waterfront and Ross Island. Between the construction of the Ross Island Bridge and Highway 99, the neighborhood has

lost one-third of its original geographic area.

Brooklyn led other neighborhoods in Portland in establishing Victory Gardens in the early 1940s during World War II. Immigrants had been gardening on vacant lots in the neighborhood for years. After a brief boom in employment during World War II, Brooklyn lost its primary industry when Inman-Poulsen closed its doors in 1954 after 64 years of operation. The diesel technology of the Southern Pacific rail yards was outpaced by investments in steam technology, which moved their operations south to Eugene.

IMAGE 3. Highway 99E shortly after construction. Looking south.



The trolley that helped connect residents to the rest of the city was removed in 1950.



Brooklyn Action Corps was formed in 1962 to give the neighborhood a political voice. Since then, Brooklyn has maintained its geographic configuration and remained largely residential in character. The Portland-Milwaukie Light Rail will restore a public transit option lost for 65 years when the trolley was decommissioned. The light rail has the potential to infuse the neighborhood with new energy, residents and business (City of Portland, 1991).

CONTEXT FOR PLANNING

The need for a high capacity transit option in Brooklyn was identified in the late 1990s in the North/South Corridor Planning Project. In 2003, the Metro Council approved the South Corridor Locally Preferred Alternative (LPA) to begin Phase 1 of expansion of light rail through the I-205/Portland Mall Project. The Portland-Milwaukie Light Rail project began soon after. Phase 2, which development of the south corridor for light rail, was approved by Metro Council

in July 2008. The LPA considered multiple alternatives for station locations and alignment with significant public input. The Final Environmental Impact Statement (EIS) was released in October 2010.

The objectives of the Portland-Milwaukie Light Rail Project in its capacity as the south segment of the South/North Corridor are to:

- Offer high-quality transit service in the corridor
- Ensure effective transit system operations in the corridor
- Maximize the ability of the transit system to accommodate future growth in travel demand in the corridor
- Minimize traffic congestion and traffic infiltration through neighborhoods in the corridor
- Promote regionally agreed-upon land use patterns and development in the corridor
- Provide for a fiscally stable and financially efficient transit system
- Maximize the efficiency and environmental sensitivity of the engineering design of the proposed project (Metro and TriMet, 2010)

The Draft Environmental Impact Statement provides ridership projections, rationale for the station area location and anticipated development impacts. The inner southeast Portland station areas are projected to have the lowest population and employment growth of any of the segments of the Portland-Milwaukie Light Rail (Metro, 2008). The locations considered in the Portland-Milwaukie Supplemental Draft Environmental Impact Statement were based on the 2003 Locally Preferred Alternatives Analysis, findings of the 2007 Refinement Study and recommendations of the Willamette River Partnership and the Steering Committee.

Along 17th Avenue, the addition of light rail will require modifications at most intersections and a widening of the right-of-way. Improvements to bicycle and pedestrian facilities with ADA-compliant access are included in the design. Signalized intersections with crosswalks will be provided for the crossings of light rail and 17th at Rhine Street, Center Street, Holgate Boulevard and Schiller Street. A traffic signal will also be located at the TriMet bus parking access on 17th Avenue. Other side streets and driveways along 17th will be restricted to right-in, right-out movement only. An island station will be located in a median of 17th Avenue, just north of Holgate (Metro and TriMet, 2010).

DEMOGRAPHICS

Social characteristics. The demographic composition of the catchment area is projected to grow by 342 residents, a rate of 18 percent growth, between 2000 and 2015 (ESRI, 2012). Since the mid-19th Century, the population has largely been workers of European descent. In 2010, 82.2 percent of catchment area residents were projected to identify as white, compared to 76.1 percent of Portland residents overall. School aged children, those under the age of 15, are projected to drop as a share of catchment area population by 1.6 percent by 2015.

Housing characteristics. Brooklyn is known for its historic architecture and character. The housing stock within the catchment area is aging, with most (78 percent) built before 1969. Table 2 shows that the housing tenure mix since 2000 has remained relatively stable, with an overall increase in owner-occupied housing by 189 housing units, a two (2) percent rate of growth (see Table 2).

Economic characteristics. The neighborhood was once anchored by employment in timber, railroad, mining and similar industries. Brooklyn residents employed in these industries in the 2000 U.S. Census were approximately one in four (24 percent), slightly less than Portland (25 percent). Most Brooklyn residents were employed in professional occupations by 2000 (see Table 3).

TABLE 1. Social characteristics.

	2000	2010	2015	Change
Total Population	1,861	2,056	2,203	+ 342
Age				
Under 15	16.1%	14.4%	14.5%	- 1.6%
15-34	41.7%	38.7%	38.7%	- 3.0%
35-64	35.3%	38.9%	36.5%	+ 1.2%
Over 65	6.9%	8.1%	10.3%	+3.4%
Race				
White	85.1%	82.2%	81.2%	- 3.9%
Non-white	14.9%	17.8%	18.8%	+ 3.9%
Hispanic	6.1%	9.9%	11.8%	+ 5.7%
Sex				
Female	47.5%	48.1%	48.5%	+ 1.0%
Male	52.5%	51.9%	51.5%	- 1.0%

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing. Esri forecasts for 2010 and 2015.

TABLE 2. Housing Unit Summary

	2000	2010	2015	Change
Housing Units	943	1,057	1,132	+ 189
Owner Occupied Housing Units	33.5%	34.5%	35.1%	+ 1.6%
Renter Occupied Housing Units	61.6%	59.4%	58.8%	- 2.8%
Vacant Housing Units	4.9%	6.1%	6.1%	+ 1.2%
Median Home Value	\$152,835	\$245,548	\$300,336	+ \$147,501

TABLE 3. Economic Summary

	2000	2010	2015	Change
Median Income	\$35,565	\$51,338	\$58,319	+ \$22,754
Employment (Residents)				
Professional/managerial/administrative	59.5%			
Agricultural/construction/manufacturing	23.7%			
Service	16.7%			
Household Income Base				
\$0 - \$24,999	41.1%	21.3%	17.5%	- 23.6%
\$25,000 - \$49,999	32.7%	34.9%	26.3%	- 6.4%
\$50,000 - \$74,999	18.4%	23.3%	29.3%	+ 10.9%
\$75,000 and Over	7.8%	20.4%	26.9%	+ 19.1%

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing. Esri forecasts for 2010 and 2015.

URBAN FORM

The success of the Portland-Milwaukie Light Rail line is dependent on its ability to capitalize on ridership within its eleven future station areas through transit-oriented development (TOD). The ability to leverage TOD to increase ridership is determined, in large part by urban form (Metro, 2011). Five factors of urban form, or the 5 Ds, are thought to contribute to successful light rail station areas (Fehr & Peers, 2005).

- **DENSITY:** Residential and non-residential development per acre
- **DIVERSITY:** Mix of residential, retail and employment land uses in a station area
- **DESIGN:** Connectivity, walkability, bike-ability
- **DESTINATION ACCESSIBILITY:** Location relative to amenities
- **DISTANCE TO TRANSIT:** Residents and employees within a quarter to half mile of transit typically take fewer automobile trips (Cervero, 2008)

In his seminal work The Image of the City, Kevin Lynch reports that humans navigate their surroundings using mental maps with five elements:

Paths: Streets, sidewalks and other routes people travel

Edges: Perceived boundaries such as walls, buildings, and shorelines

Districts: Relatively large sections of the city distinguished by some identity or character

Nodes: Focal points, intersections or loci

Landmarks: Readily identifiable objects that serve as external reference points

The 5 Ds can provide a snapshot of redevelopment potential and existing conditions for transit-oriented development in the 17th and Holgate station area. More importantly, they are aspects of urban form that can be both quantified and changed. By influencing urban form through the 5 Ds, it is possible to shape the station area into a productive and vibrant place that supports transit while improving the quality of life of residents and employees who live and work around the future station.

DENSITY

Within the 17th Avenue and Holgate Boulevard station catchment area, approximately 39 acres are currently used for business and provide 983 jobs. The area features 22 acres of land in residential use and includes 443 households. Employment and residential land uses have respective density levels of 25.4 jobs per acre and 20.4 dwelling units per acre within this area.

Housing and employment density near transit stations can significantly impact ridership numbers and support transit-oriented businesses. Dense neighborhoods typically shorten trip length for local residents, promote walking and biking as alternative modes of transportation and support quality transit.

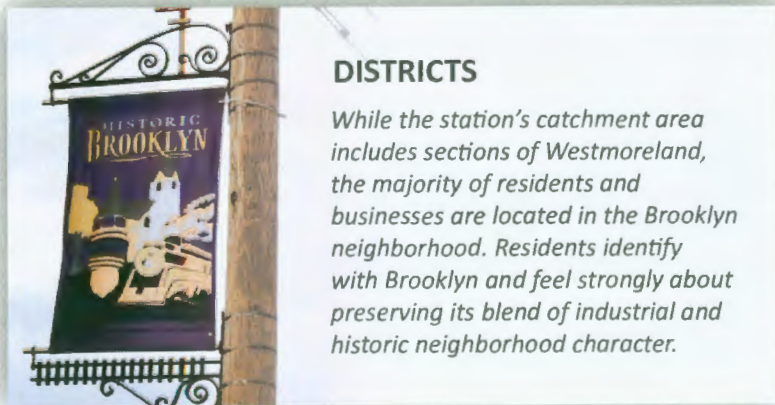


FIGURE 2. Residential density desirable to support transit modes.

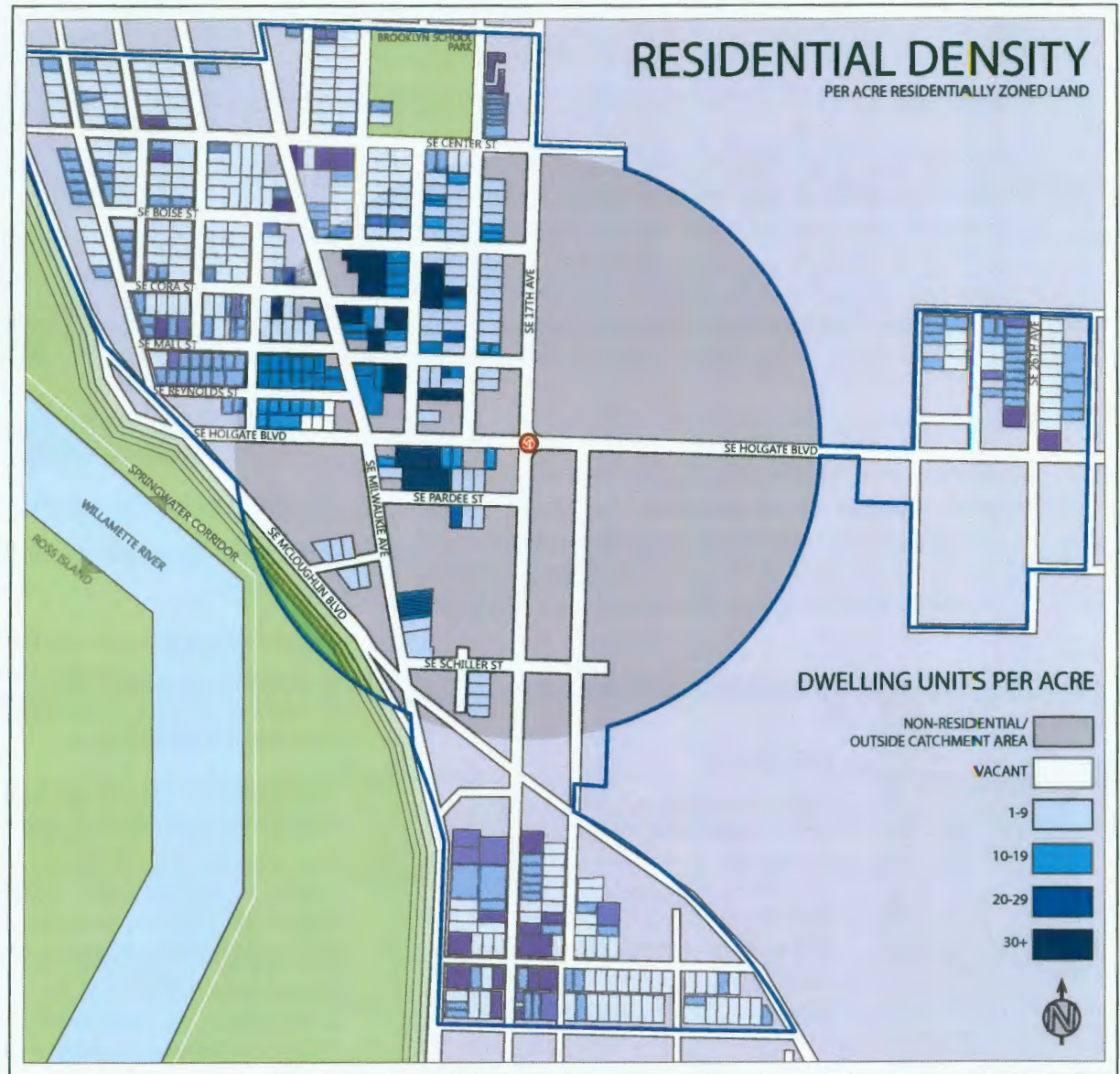
Source: Metro. High Capacity Transit System Plan. 2009.

A primary objective of the Portland-Milwaukie Light Rail project is to capitalize on and promote the high residential and employment density in the SE 17th and Holgate station area.

Target density projections for both employment and residential uses within a light rail station area are 50 jobs per acre and 30 dwelling units per acre (Metro, 2009). To fill the deficit between optimal light rail station area density and current density, roughly 950 jobs and 200 households need to be added within the station area. While this increase in density may be ambitious in the near term, these numbers provide long range targets to guide future planning efforts.

FIGURE 3. Residential density in the catchment area.

Increasing residential density is symbolized by darker shades of blue. Note that multifamily residential uses, some with over 30 dwelling units per acre, are dispersed throughout the station area's residential core. This area, roughly delineated by Holgate, Center, 17th and Milwaukie, maintains a single-family residential feel while incorporating higher density uses.



DIVERSITY OF USES

Brooklyn's residential core is composed of homes dating back to the early part of the 19th Century. The commercial corridors on Milwaukie Avenue and Holgate Street share a mix of historic storefronts and more modern strip mall developments. A lasting legacy of the area's workers is a variety of multi-family housing types. While a few classic apartment buildings remain in use, the majority of the rental housing was built in the mid to late 1960s.

Brooklyn has experienced some new construction in the last three to five years, but the success of these projects has been minimized by the economic recession. The Brooklyn Yard development was built in 2010 and includes a 24 Hour Fitness, which has been leased since opening. Four retail spaces totaling 9,000 square feet have remained vacant at the site since construction. This indicates a soft retail market within the station area.

With new development opportunities coming, some properties in the neighborhood are better suited for redevelopment than others. A ratio that compares the building structure value to land value is a good indicator for determining the redevelopment potential of all parcels in the catchment area. Parcels with high valued land and low valued structures have the lowest ratio, while high value structures will have the highest.



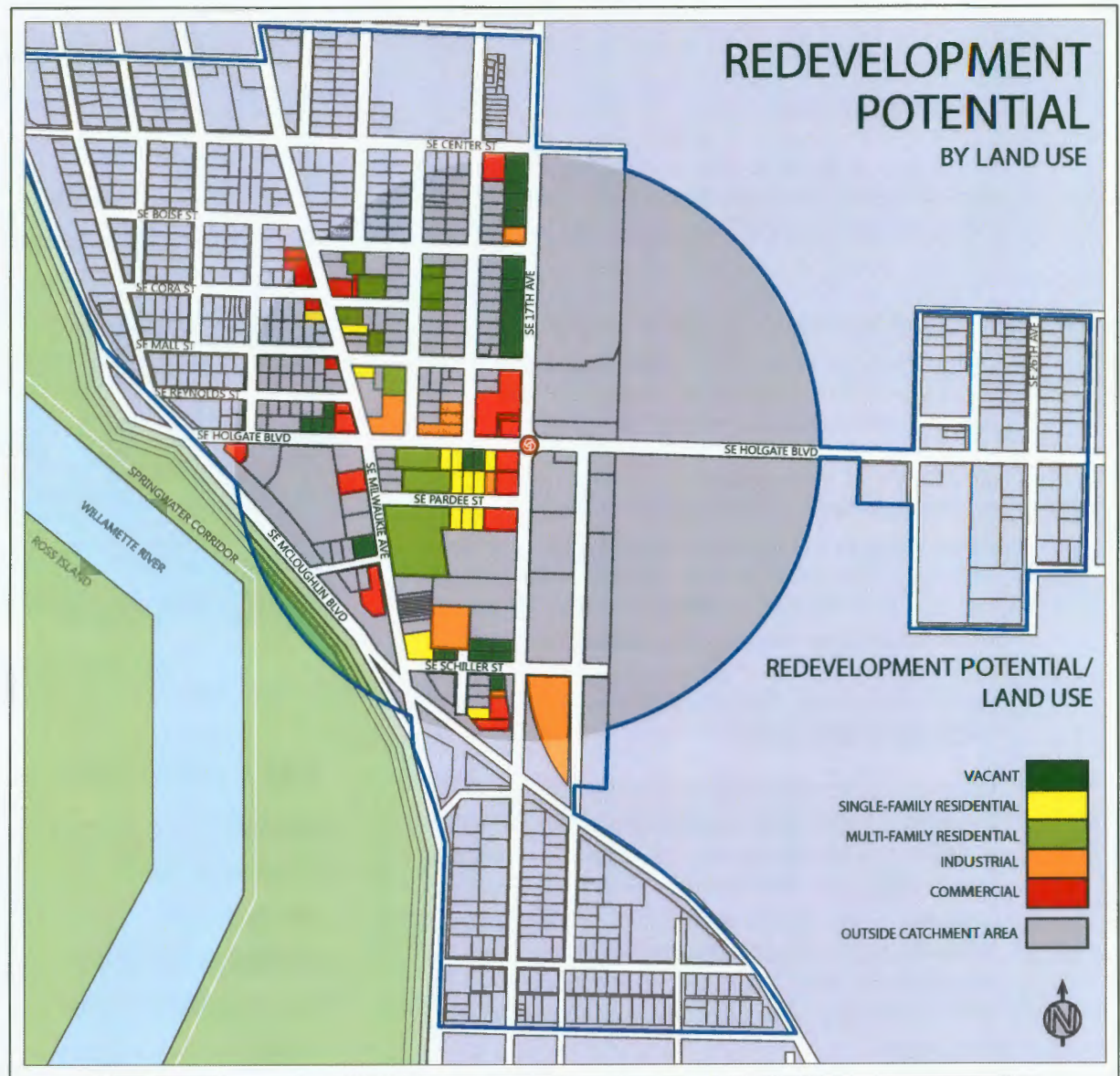
IMAGE 6: The vacant Brooklyn Yard development.

TABLE 4. Total acreage per land use in station area.

Land Use	Total Acres
Commercial	22.7
Industrial	13.2
Multifamily Residential	5.2
Single Family Residential	16.2
Vacant	3.2

FIGURE 4. Redevelopment potential determined by building structure value to land value ratio.

This map indicates the parcels with the greatest gap between their structure and land value, highlighting high value parcels within the station area that are currently underutilized. The analysis identifies significant redevelopment potential on parcels at the intersection of 17th Avenue and Holgate, both sides of the Holgate corridor between 17th and McLoughlin Avenue, and parcels within the triangle formed between 17th, Holgate, and Milwaukie Avenue.



DESIGN

The design of our streets, sidewalks, and bikeways has a significant impact on transit ridership in a station area. Increased intersection density creates more commercial nodes while improved bicycle lanes and better sidewalk coverage bolster active transportation trips that connect to transit (Ryan and Frank, 2009).

The station area features unique conditions of street network connectivity. The area is bracketed by natural and physical barriers that limit connectivity. The Willamette River to the west creates a hard natural boundary while industrial uses to the east block access with limited through-streets.

NODES The intersections at SE 17th/Holgate and SE Milwaukie/Holgate serve as key nodes in the station area. From Milwaukie, one can survey the Willamette River and hills to the west, the character of Brooklyn, neighborhoods to the east and Mount Hood. The 17th and Holgate intersection serves as a major freight intersection often plagued by traffic.

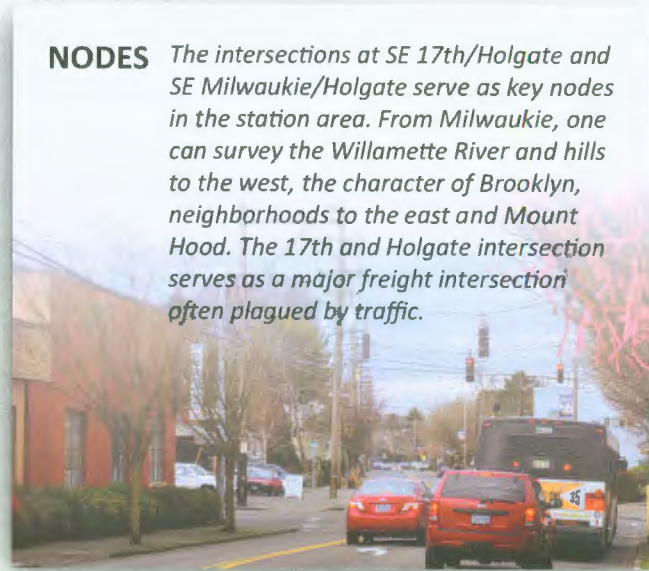
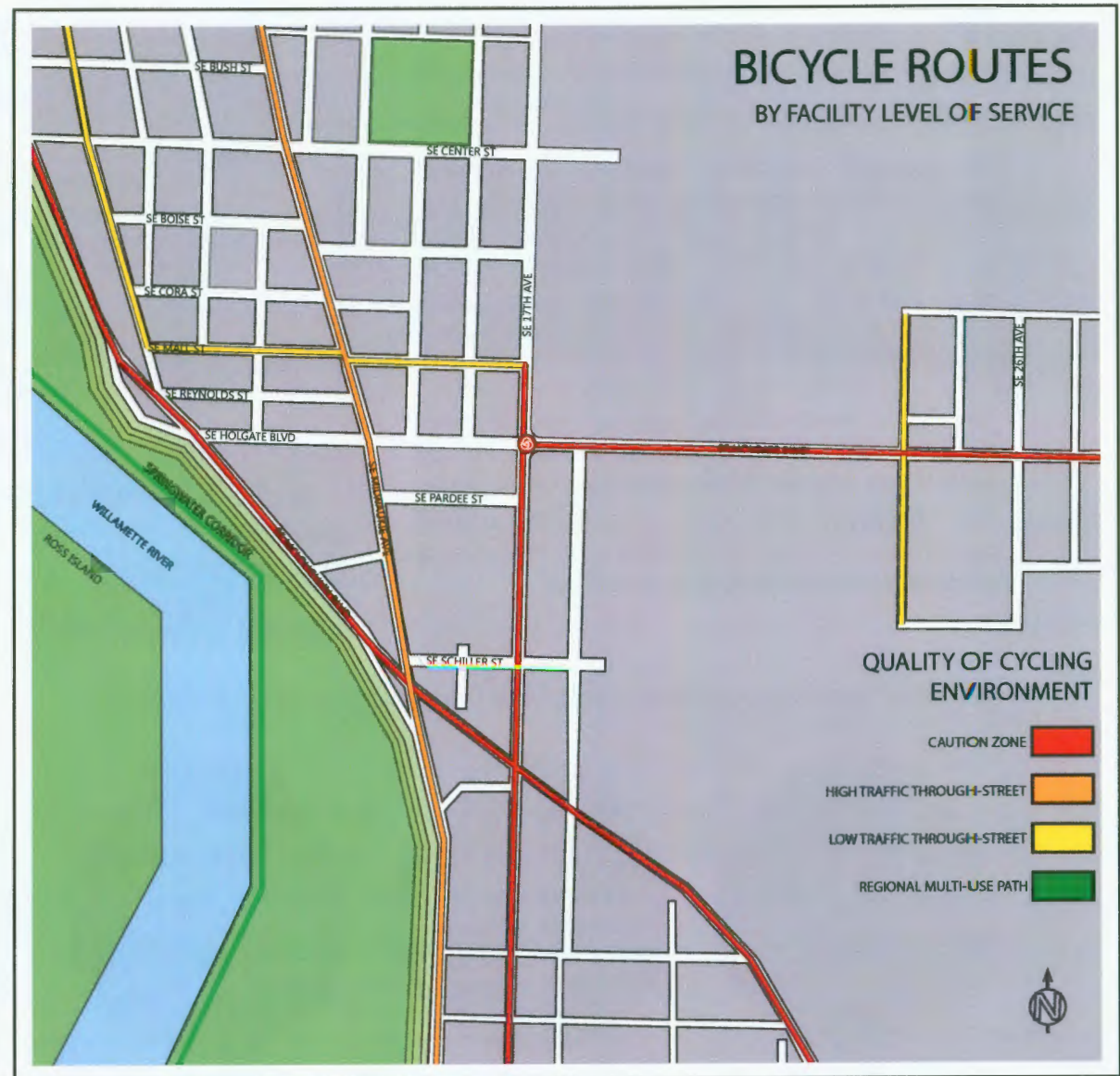


FIGURE 6. Comparison of intersection density at several station areas in Portland.



FIGURE 7. Bicycle routes near the 17th and Holgate station area.

As is evident in Figure 7, the station area has limited bicycle facilities. This lack of facilities may discourage bicycle use in the area and reduce opportunities for multi-modal connections with transit. Moreover, the current speed limits on major arterials in the station area impact the real and perceived safety of cyclists traveling through the Brooklyn neighborhood.



One commonly used measure of connectivity is intersection density. Figure 6 shows the intersection density in the station area relative to several other station areas in the region. It is important to recognize the relatively low connectivity in the SE 17th and Holgate station area. A denser, more connected network of small streets generally creates an environment more easily negotiated by pedestrians and bicyclists. A sparse network of large streets has the opposite effect (Ryan and Frank, 2009).

The station area lacks sidewalks of sufficient size to facilitate a high quality pedestrian environment. As a general rule, a sidewalk of five feet or wider allows two pedestrians to walk side-by-side and should be the minimum width for an attractive pedestrian facility (Ewing, 1999). Table 6 shows coverage of acceptable sidewalks in the SE 17th and Holgate Station area as well as several others in Portland.

TABLE 5. Bicycle counts at intersections near future PMLR stations.

Station	Nearest Count Location	Daily Volume
SE 12th & Clinton	SE 13th & Clinton	1,030
SE 17th & Holgate	SE Milwaukie & Mitchell	755
SE Bybee	SE Milwaukie & Bybee	315
SE Tacoma	SE 19th & Umatilla	915

Source: 2011 Bicycle Counts Report, Portland Bureau of Transportation.

PATHS Most residents prefer to walk and bike on smaller residential streets due to the auto-orientation of 17th Avenue and Holgate Boulevard. Low traffic neighborhood streets such as 16th Avenue and Center Street that run parallel to major arterials offer a safer and more enjoyable bicycle and pedestrian environment.



TABLE 6. Comparison of sidewalk coverage between Portland area station areas.

	Percent Sidewalk Coverage	Percent 5ft+ Sidewalk Coverage
21st & Northrup	96.0%	88.3%
Pioneer	95.4%	77.4%
Clinton	86.3%	69.5%
Holgate	74.9%	64.7%
Killingsworth	71.0%	60.9%
Lents/SE Foster	60.5%	38.2%

Source: Metro's Regional Land Information System (RLIS).

DESTINATION ACCESSIBILITY

Restaurants, markets, cafes and other retail establishments invite people to walk, bike and use transit. These amenities play an important role in establishing the character of a neighborhood. Clustering amenities can reactivate underutilized streetscapes and shorten necessary trips (Fehr and Peers, 2005). Clustering retail-facing uses in the station area will not only support transit ridership, but can also create a distinct sense of place in an area that residents and visitors currently avoid.

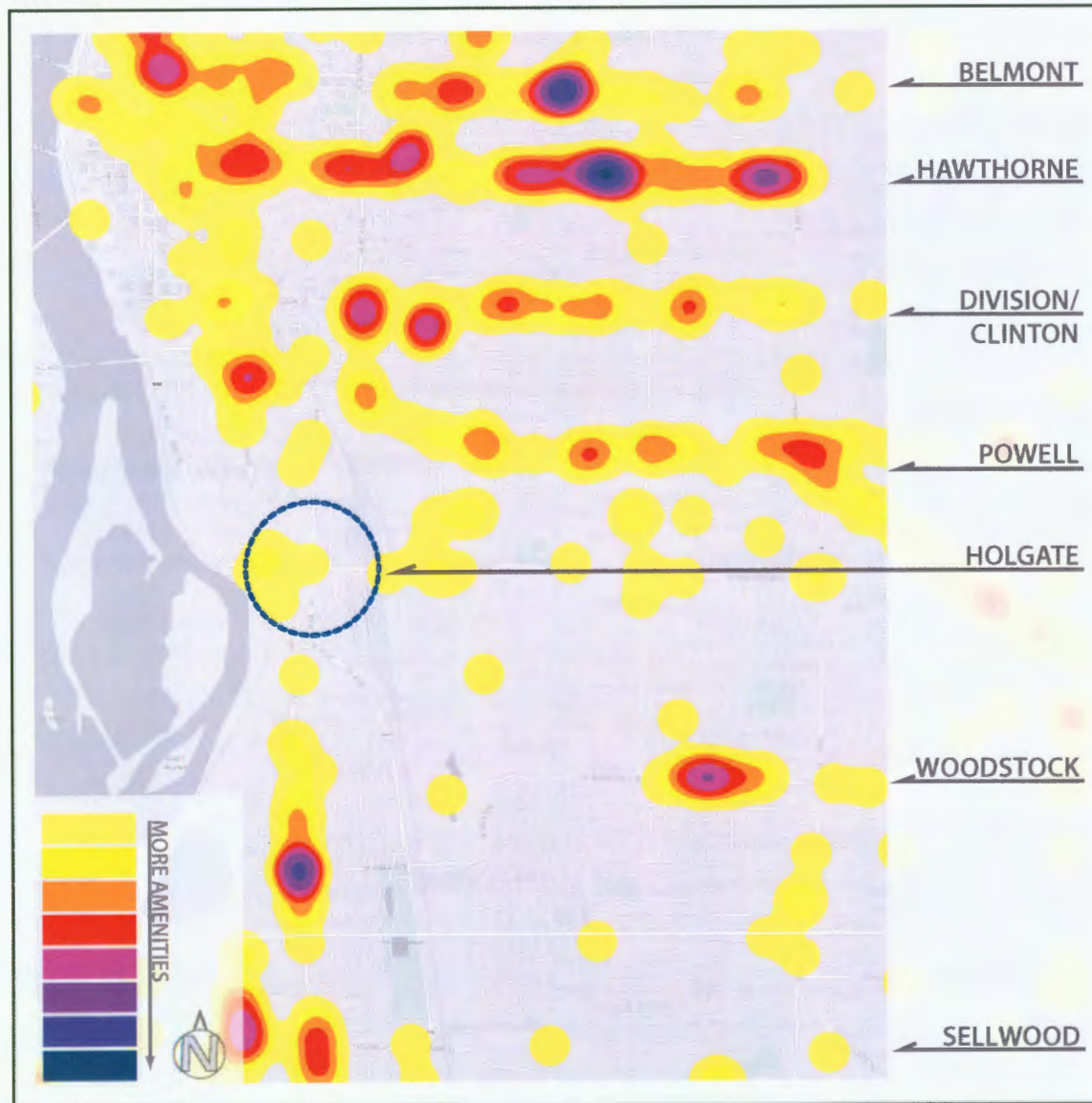
Currently, most destinations are centered on the blocks adjacent to Holgate Boulevard along Milwaukie and 17th. Despite the designation of Milwaukie Avenue as a “Main Street” in the 2040 Growth Concept, the quality of amenities that exist here falls far short of those seen on other Main Streets in the region, such as Alberta Street and the Hillsdale area in southwest Portland. An inventory of destinations within a quarter mile of the future SE 17th and Holgate Station reveals a deficiency in amenities that seriously limits the area’s potential for vitality, walkability and high transit ridership. Of the destinations in the station area shown in Table 7, nearly half will soon be removed by the construction of the Portland-Milwaukie Light Rail. These destinations are shown in red.

Compared to other inner east Portland neighborhoods, the deficiency in destinations around the future light rail station is particularly acute. In Figure 8, the lack of amenities is in stark contrast to the clusters of those found in the Hawthorne, Clinton/Division and Sellwood neighborhoods.

TABLE 7. Amenities in Station Area.

Name	Amenity Type
Yummy Garden	Restaurant
La Carreta	Restaurant
Hound Dog’s Bar & Grill	Nightlife
Milwaukie Market	Market
Brooklyn Laundomat	Services
The Semaphore	Restaurant
Quick Stop Deli Mart	Market
Sun Knees	Children’s Resale Clothing
Smart Buy Market	Market

FIGURE 8. Amenities heat map of southeast Portland.



This map illustrates an interesting trend in historic close-in neighborhood development. The legacy of Portland's once extensive streetcar network can still be seen today in the glow of amenity clusters along legacy streetcar routes. The SE 17th/Holgate station area is noticeably excluded from this trend, despite being situated near SE Milwaukie Avenue, which once had its own streetcar.

DISTANCE TO TRANSIT

Studies have shown that residents and employees within $\frac{1}{4}$ to $\frac{1}{2}$ mile of transit typically take fewer automobile trips (Cervero et al, 2011). This has implications for the Brooklyn neighborhood where parking is at a premium. Transit ridership has also been shown to be correlated with distance from transit stations (Holtzclaw et al., 2002). Ridership drops exponentially with distance from a railway station. This trend is both a function of convenience and availability but also a result an individual's lifestyle choice. Some residents choose to rent or purchase housing near transit facilities for mobility and easy access to employment and amenities. This self-selected population supports transit-oriented businesses and housing. Locating amenities near a light rail station will further entice residents to relocate near these facilities.

The Brooklyn neighborhood is currently well-served by public transit. All residential parcels in the catchment area are within a five minute walk of at least one bus stop, often within this distance of a bus route going in either direction along the street. Map F demonstrates that some areas of the catchment area are better served than others, but overall access is good. There are 32 TriMet bus stops within or immediately adjacent to the project catchment area. Bus stops are located along the main arterials serving the catchment area and thus businesses and

residences adjacent to these streets are typically better served than interior parcels.

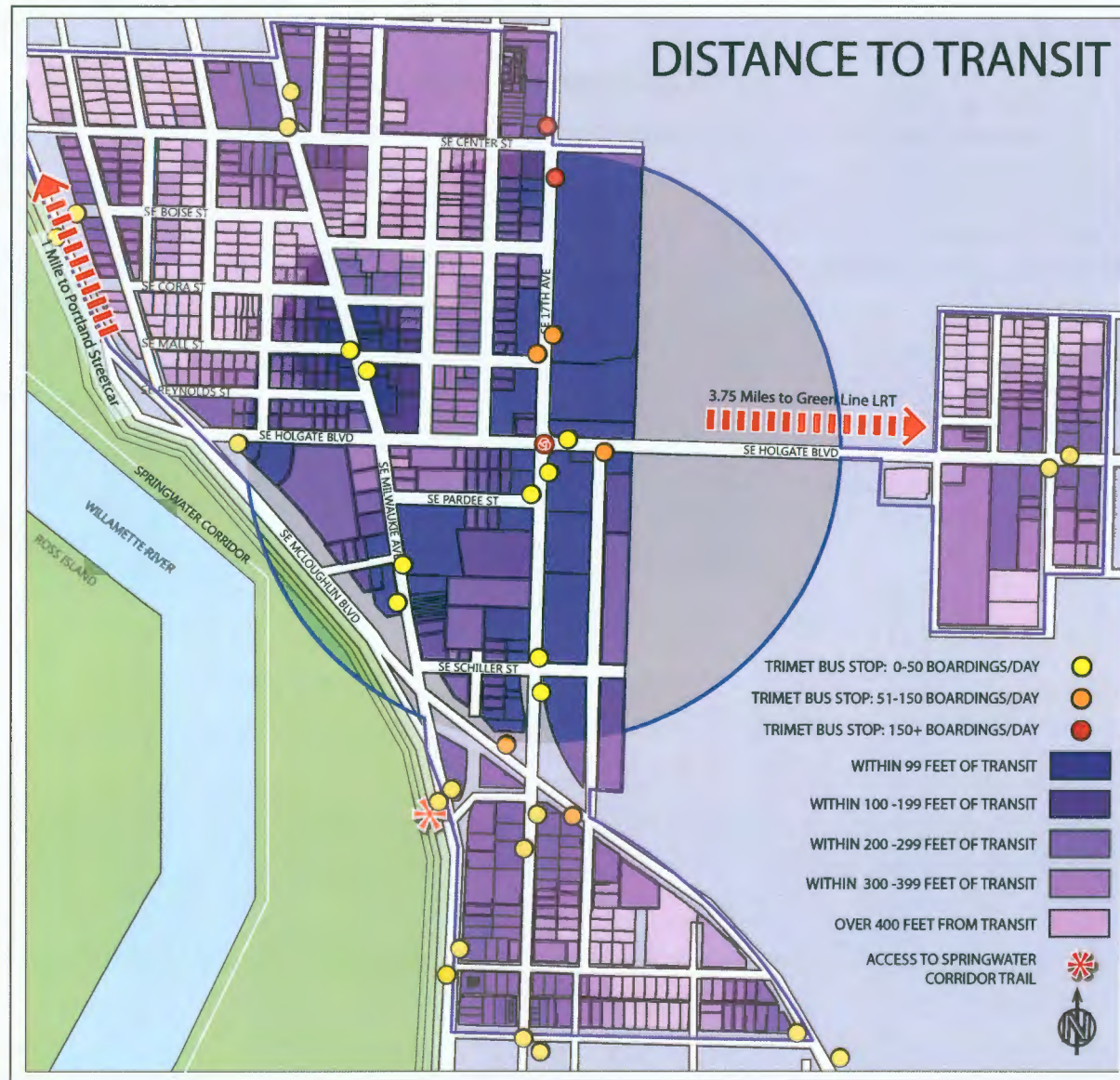
Figure 9 also shows distance and direction to existing or upcoming rail transit service. To the north, the Portland Streetcar Loop will begin operation in

LANDMARKS

In the station area, Sacred Heart Catholic Church, Loaves and Fishes Center, Winterhaven School and the adjoining Brooklyn School Park are points of recognition. In the larger Brooklyn neighborhood, residents feel an attachment to landmarks such as the Aladdin Theater on Milwaukie Boulevard and walk to them routinely.



FIGURE 9: Distance to transit in the 17th/Holgate station area.



Bus ridership along 17th Avenue and Holgate Boulevard is relatively high. Several stops with combined on and off boardings of more than 200 riders are located on 17th within two blocks of the future MAX station. High existing ridership in the corridor suggests that light rail will be well utilized. Station-adjacent properties are likely already seeing a moderate amount of foot traffic.

September 2012. The nearest station on the loop is approximately one (1) mile from the catchment area. Accessing the Streetcar Loop by foot or bicycle is challenging for residents of the catchment area. The most direct access to this station is along McLoughlin Boulevard, which has few bicycle and pedestrian facilities.

To the east, access to the Green Line light rail line is about 3.75 miles from the catchment area, providing little pedestrian or bicycle access. To access the Green Line, a resident of Brooklyn would need to take the 17 bus servicing Holgate Boulevard from 18th Avenue to 92nd Avenue, a trip that takes approximately 30-45 minutes.

EDGES *The 17th and Holgate station area is constrained by two major barriers. McLoughlin Boulevard (OR 99E) on its western edge is a noisy, high-speed facility that impedes pedestrian access to the Willamette River. To the east, Union Pacific operates Brooklyn Yard, a freight rail transfer facility with limited through-access for autos or pedestrians.*



REGULATORY ENVIRONMENT

EXISTING REGULATION

Current zoning within the catchment area can be divided broadly into employment, commercial and residential categories. Employment zoning designations, including EX, EG1, and IG1, are primarily located along the east and west sides 17th corridor. The commercial core, composed of CM, CG and CS zones, is clustered in a triangular area bounded by McLoughlin Boulevard to the west and south, Holgate Boulevard to the north and 17th Avenue to the east. The diverse residential zones, ranging from the densest RH zone in the south end of the catchment area to the least dense R5 zone in the core of the study area between 17th and Milwaukie, constitute the largest land use by acre in the neighborhood.

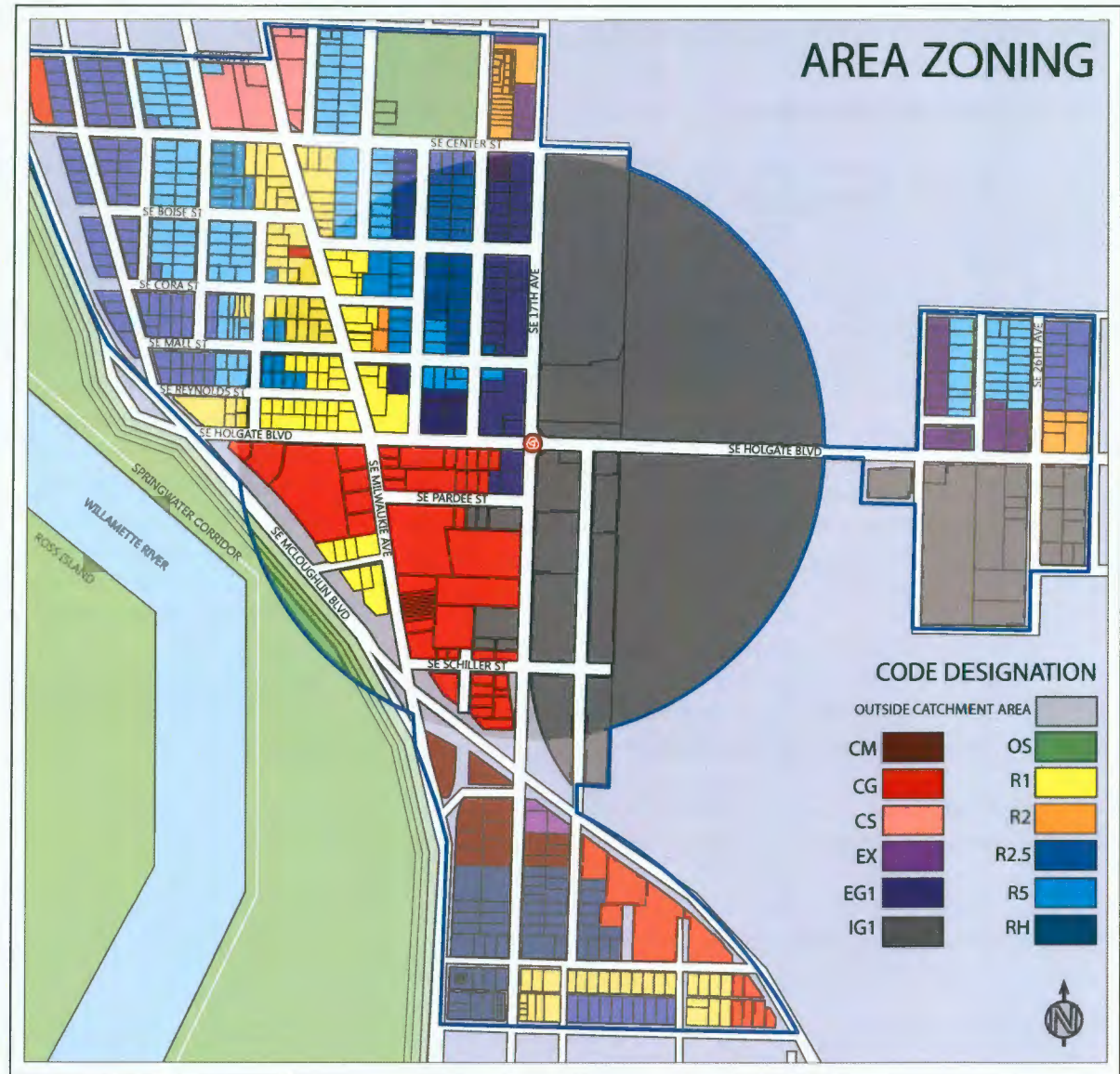
Figure 10 displays the zoning of the broader catchment area and the station area surrounding the SE 17th and Holgate station. A particular area of interest is the current zoning on Milwaukie Avenue, between Center Street and Holgate Boulevard. Currently, it is zoned R1, a zone primarily used for multi-family housing. Commercial uses are specifically prohibited in this zone. A significant portion of this corridor is located within the station area and will likely be a focus for long term redevelopment in the community. In order for this main street to redevelop and serve

the commercial needs of the community, a zone change is necessary. For a more detailed explanation of uses currently allowed in zones in the catchment area, please refer to Appendix B.

Minimum parking requirements and density restrictions are two development review criteria that have relaxed standards within station areas. Due to the frequent bus service along SE 17th there are currently no minimum parking requirements. Future development projects within 500 feet of the 17th and Holgate station will not be subject to minimum parking standards. Future Portland Comprehensive Plan updates will address development standards within the PMLR station areas more specifically. Current station area zoning designations allow various building height, setback, and floor area ratio requirements based on the distance from transit stops.

FIGURE 10: Existing zoning in the catchment area.

Current zoning within the catchment area can be divided broadly into employment, commercial and residential categories.



PREVIOUS PLANNING EFFORTS

Regional planning efforts. Several regional land use and transportation planning efforts have significant bearing on the SE 17th and Holgate station area. Metro's 2040 Growth Concept and map, adopted by Metro Council in 1995, develops a typology for growth in the Portland metropolitan region. The map graphically articulates where growth should occur within the region and identifies corridors for transportation investment. Within the study area, McLoughlin Boulevard is a designated corridor for mixed-use (Metro, 1995). Milwaukie is designated as a Main Street, which "have a traditional commercial identity but are on a smaller scale with a strong sense of the immediate neighborhood" (Metro, 1995).

Metro's 2035 Regional Transportation Plan was approved in June 2010 to complete a federal and state-required air quality conformity analysis of the proposed regional transportation system. The Portland-Milwaukie Light Rail is identified as a prioritized mobility corridor in the plan, as a way to attract growth along this corridor between downtown Portland, the regional hub of business and cultural activity for the region, and downtown Milwaukie, identified as a town center in the 2040 Growth Concept (Metro and TriMet, 2011). Table 6 describes the urban design types used by the 2040 Growth Concept plan which have bearing on the station area.

Metro has also conducted a Regional High Capacity Transit System Plan to ensure that the goals of the Regional Transportation Plan and 2040 Growth Concept are met through transit investments. This plan considers the most effective transit use for catalyzing development along new transit lines through density, diversity of uses and smart design strategies (Metro and Nelson Nygaard, 2009).

City of Portland planning efforts. The Brooklyn Neighborhood has gone through several community visioning processes and needs assessments to guide the City of Portland's decisions impacting the neighborhood. The most recent effort occurred in 1991. The community spearheaded a planning effort to identify policies and strategies for community improvements to the neighborhood. The plan specified a community vision and recommended changes to city policies in order to achieve that vision.

According to the plan, "Brooklyn spells community for its residents." The vision of the community at that time was "to preserve the character and diversity of the Brooklyn neighborhood with safe streets, cherished homes, comfortable gathering places and a healthy balance between businesses and residences" (City of Portland Bureau of Planning, 1991). As early as this planning effort in 1991, residents were considering the potential for re-introducing light rail

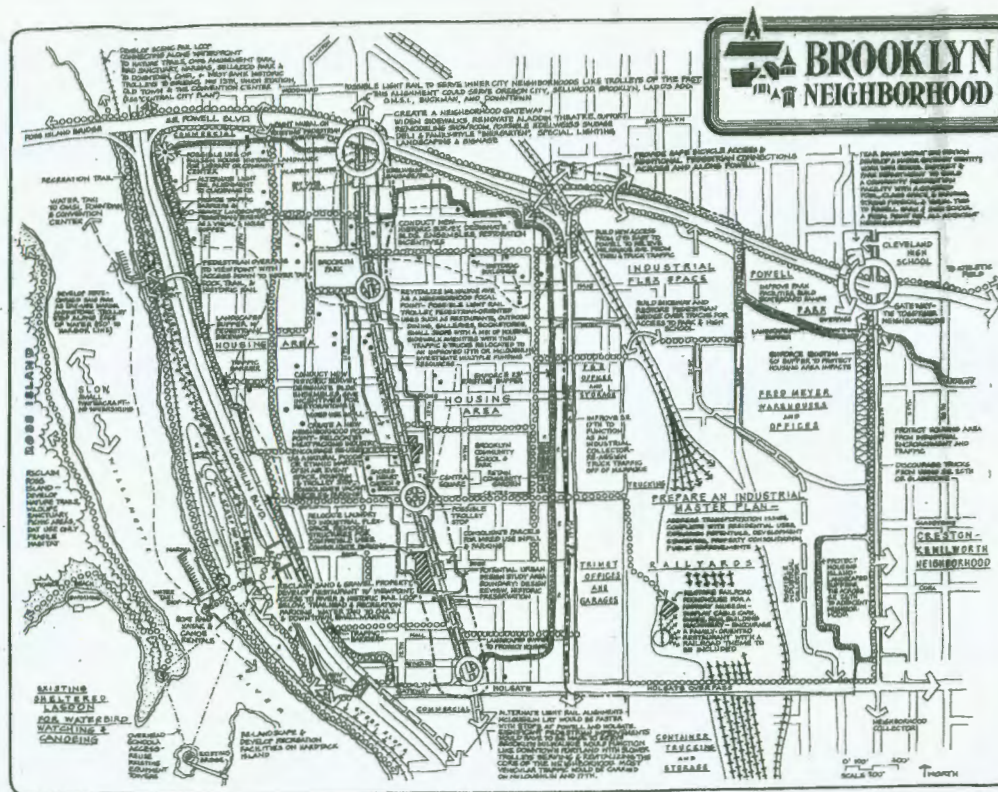


IMAGE 5: Conceptual plan for the Brooklyn Neighborhood.

to the community for speedier access to downtown and contemplating where such an alignment might best serve the community.

The plan articulated a desire that Milwaukie become a more vibrant, attractive mixed commercial neighborhood core where residents can live, work, shop and socialize. It recognized the character of non-conforming uses along Milwaukie and

recommended business development strategies to encourage new businesses locating on Milwaukie. The plan recommended zoning changes to allow for some higher density along Holgate and in specific areas on Milwaukie.

The East Portland Community Plan considered the role of Brooklyn in East Portland Neighborhoods in 1997. It was identified as one of the most diverse

CONCEPT PLAN
BROOKLYN NEIGHBORHOOD PLAN
Bureau of Planning
City of Portland
June 1991

TABLE 8. 2040 Growth Concept design types with bearing on the Imagine Holgate project outcomes.

Area	Design Type	Definition
Downtown Portland	Central city	Downtown Portland serves as the hub of business and cultural activity in the region. It has the most intensive form of development for both housing and employment, with high-rise development common in the central business district. Downtown Portland will continue to serve as the finance and commerce, government, retail, tourism, arts and entertainment center for the region.
Downtown Milwaukie	Town center	Town centers provide localized services to tens of thousands of people within a two- to three-mile radius. One- to three-story buildings for employment and housing are characteristic. Town centers have a strong sense of community identity and are well served by transit.
McLoughlin Boulevard	Corridor	Corridors are major streets that serve as key transportation routes for people and goods. Corridors are served extensively by transit.
Milwaukie Avenue	Main street	Similar to town centers, main streets have a traditional commercial identity, but on a smaller scale with a strong sense of the immediate neighborhood. Main streets feature good access to transit.
SE 17th and Holgate Light Rail Station	Station Community	Station communities are areas of development centered around a light rail or high capacity transit station that feature a variety of shops and services that will remain accessible to bicyclists, pedestrians and transit users as well as cars.

Source: Metro's 2040 Growth Concept.

neighborhoods in east Portland with moderate growth potential and as an area in need of affordable rental housing.

In the last decade, the City of Portland has been conducting extensive public engagement through the processes of visionPDX and the Portland Plan in order to update the 1980 Portland Comprehensive Plan which governs land uses. The Comprehensive Plan Update Process will bring into consideration opportunities for rezoning and policy updates that could better facilitate transit-oriented development in the Brooklyn neighborhood.

Other planning efforts. In 2006, Portland State University graduate students in the Masters of Urban and Regional Planning program worked with Brooklyn Action Corps to create the Milwaukie Avenue Main Street Plan (Image 8), a study of potential land use and transportation improvements to Milwaukie Avenue. They confirmed that the corridor has great potential as a Main Street. Changing the existing zoning code and transportation infrastructure will greatly improve the area. They suggested a Main Street Overlay Zone be applied to the street, made recommendations for bicycle and pedestrian connectivity and identified strategies to solidify neighborhood identity, such as adding a gateway to the neighborhood's southern entrance.

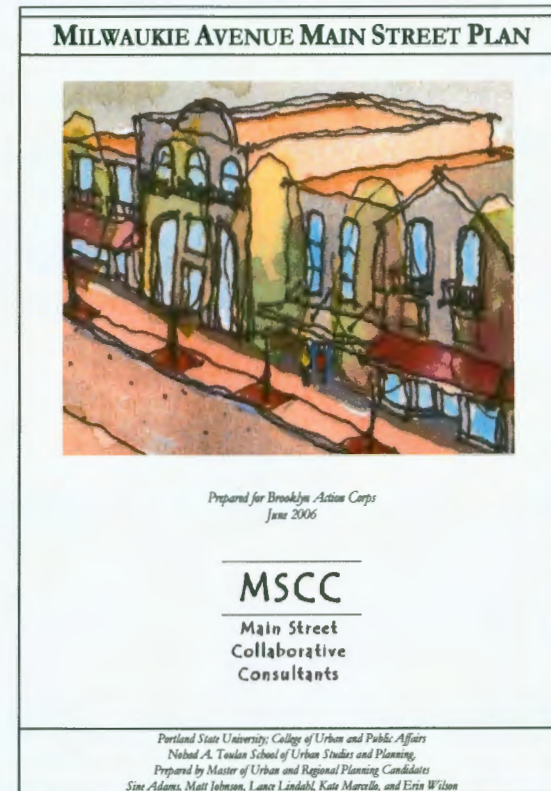


IMAGE 8: Cover of the Milwaukie Avenue Main Street Plan.

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APPENDICES

APPENDIX A. Site photographs.









APPENDIX B. Allowed uses under current zoning in the Brooklyn neighborhood.

	CG	CM	CS	EG1	EG2	EX	IG1	OS	R1	R2	R2.5	R5	RH
Residential Categories													
Household Living	Y	Y	Y	CU	CU	Y	CU	N	Y	Y	Y	Y	Y
Group Living	L/CU	L/CU	L/CU	CU	CU	L/CU	N	N	L/CU	L/CU	L/CU	CU	L/CU
Commercial Categories													
Retail Sales and Service	Y	L	Y	L/CU	L/CU	Y	L/CU	CU	N	N	N	N	CU
Office	Y	L	Y	L	L	Y	L/CU	N	N	N	N	N	CU
Quick Vehicle Servicing	Y	N	Y	Y	Y	N	Y	N	N	N	N	N	N
Commercial Parking	CU	N	Y	CU	CU	CU	CU	N	N	N	N	N	N
Self-Service Storage	L	N	N	Y	Y	L	Y	N	N	N	N	N	N
Commercial Outdoor Recreation	Y	Y	Y	Y	Y	Y	CU	CU	N	N	N	N	N
Major Event Entertainment	CU	N	CU	CU	CU	CU	CU	N	N	N	N	N	N
Industrial Categories													
Manufacturing and Production	L/CU	L/CU	L/CU	Y	Y	Y	Y	CU	N	N	N	N	N
Warehouse and Freight Movement	CU	N	N	Y	Y	Y	Y	N	N	N	N	N	N
Wholesale Sales	CU	N	N	Y	Y	Y	Y	N	N	N	N	N	N
Industrial Service	CU	N	CU	Y	Y	Y	Y	N	N	N	N	N	N
Railroad yards	N	N	N	N	N	N	Y	N	N	N	N	N	N
Waste-Related	N	N	N	N	N	N	L/CU	N	N	N	N	N	N
Institutional Categories													
Basic Utilities	Y/CU	Y/CU	Y/CU	Y/CU	Y/CU	Y/CU	Y/CU	L/CU	L/CU	L/CU	L/CU	L/CU	L/CU
Community Service	L/CU	L/CU	L/CU	L	L	L	L/CU	CU	CU	CU	CU	CU	L/CU
Parks and Open Areas	Y	Y	Y	Y	Y	Y	Y	L/CU	L/CU	L/CU	L/CU	L/CU	Y
Schools	Y	Y	Y	Y	Y	Y	N	CU	CU	CU	CU	CU	CU
Colleges	Y	Y	Y	Y	Y	Y	N	N	CU	CU	CU	CU	CU
Medical Centers	Y	Y	Y	Y	Y	Y	N	N	CU	CU	CU	CU	CU
Religious Centers	Y	Y	Y	Y	Y	Y	N	N	CU	CU	CU	CU	CU
Daycare	Y	Y	Y	Y	Y	Y	N	CU	L/CU	L/CU	L/CU	L/CU	L/CU

Y = Yes, Allowed

N = No, Prohibited

CU = Conditional Use

L = Allowed but with Special Limitations