

Acknowledgements

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Visit the project websites:

SE Quadrant Plan - www.portlandoregon.gov/bps/cc2035/sequadrant

Brooklyn Station Areas - www.portlandoregon.gov/bps/brooklynstationareas

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The Bureau of Planning and Sustainability is committed to providing equal access to information and hearings. If you need special accommodation, please call 503-823-7700, the City's TTY at 503-823-6868, or the Oregon Relay Service at 1-800-735-2900.

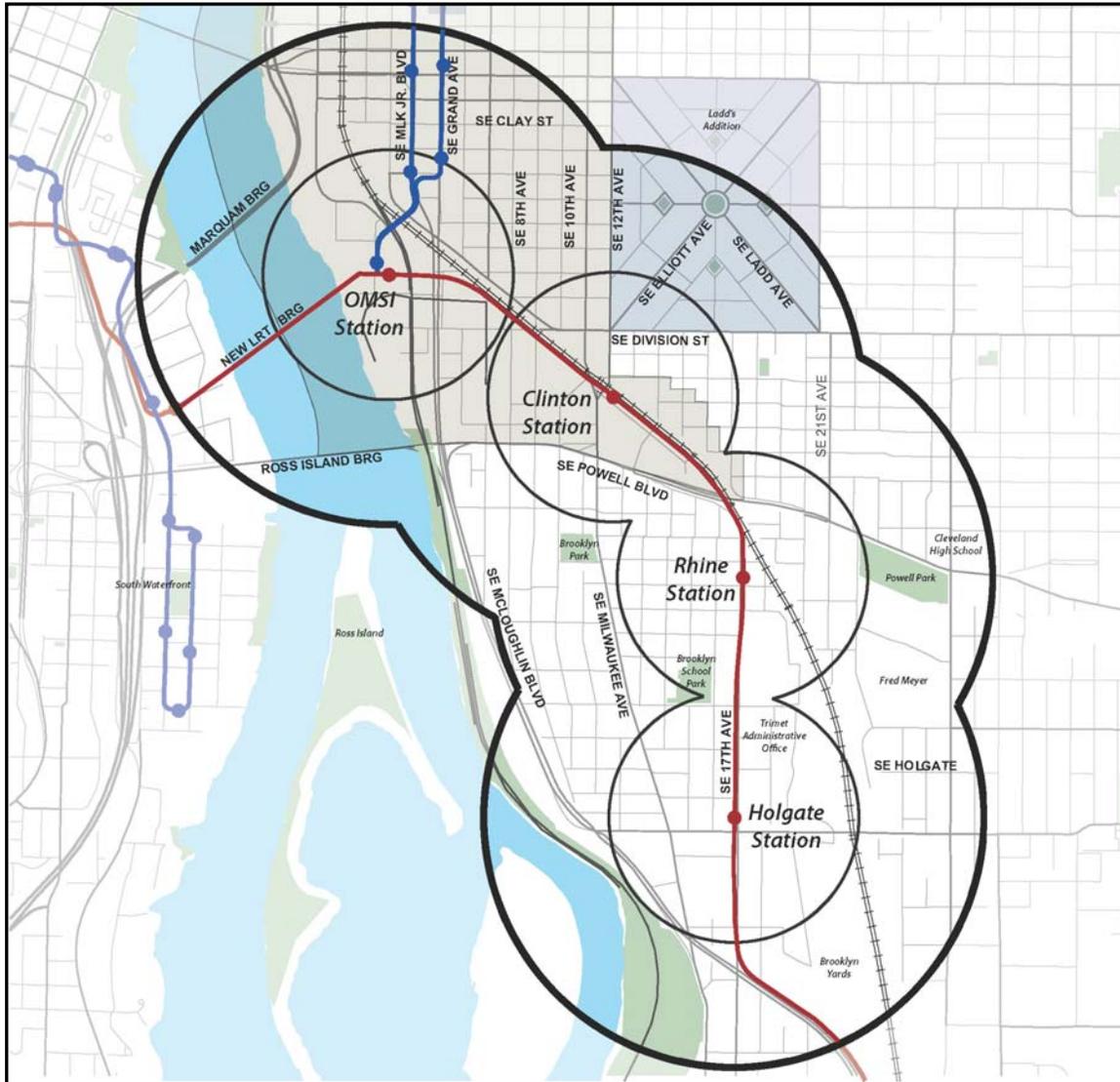
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I. Introduction

Project Overview

The Inner Southeast Station Area planning process provides detailed planning for the four close-in southeast light rail station areas at OMSI, Clinton, Rhine and Holgate on the new Portland-Milwaukie light rail alignment (PMLR). The primary study area is a ¼ mile around each station, with additional consideration for the area within a ½ mile radius for context.



The project is led by the Portland Bureau of Planning and Sustainability with assistance from other City bureaus and local, regional and state agencies and organizations. The City's involvement is funded through a combination of general fund, urban renewal sources and a Metro CET grant.

The Inner SE Station Area Planning process began to explore ways to leverage new investment in the Central Eastside Industrial District and Brooklyn Neighborhood with an emphasis on employment transit-oriented development (ETOD). Typically, station area planning processes

have focused on developing housing and retail near light rail stations – an approach that may not be appropriate in these predominantly industrial station areas. Instead, this process seeks to create a new model – one that increases density of employment uses near the light rail stations in a way that encourages investment in the area and boosts transit ridership, while also complementing adjacent residential neighborhoods.

Planning for the station areas is occurring in two stages. Initial work took place during the summer of 2013 to engage the community about their vision for the station areas and develop preliminary ideas and concepts about land use mix, development character and infrastructure needs. This report summarizes the input from this initial stage of work.

The concepts presented in this report will be further explored and refined in separate, coordinated tracks. The OMSI and Clinton station areas are located within the **SE Quadrant Plan** area of the Central City. Detailed planning for this area is currently underway as part of the Central City 2035 project (CC2035), a long-range planning effort in the Central City to guide development and investment through the coming decades. Preliminary concepts for the Rhine and Holgate stations will be further refined through the **Brooklyn Station Areas Project** and incorporated into the Comprehensive Plan Update.

Planning Process

The Inner SE Station Areas project kicked off in summer 2013 with outreach and conceptual work. The process was guided by a Station Area Working Group, an open-membership group of interested parties and key community members. Staff conducted extensive outreach to ensure that interested community members knew about the project and the multiple opportunities for input. The Working Group met three times between June and September 2013 to consider the existing conditions within the study area, provide input on area issues and opportunities, and review draft concepts for urban design, land use and transportation ideas.

Staff also hosted community walks at the start of the project, where community members shared their knowledge of the station areas and discussed issues, opportunities and constraints, which provided valuable background for the subsequent concept development process.

A key public event for the Inner SE Station Areas process was a charrette that took place August 20-22, 2013. During the three-day event, more than 80 attendees representing area businesses, neighborhoods, institutions and other interests worked with staff and consultants to generate ideas about the future character of the four new light rail station areas.

The charrette included two public work sessions, where the project team and consultants worked with the community to develop corridor-wide concepts and explore ideas for each of the four station areas. The preliminary results of the work sessions were presented at an open house on August 22, where participants viewed drawings and offered feedback, and at a Working Group meeting in mid-September. Feedback from those meetings led to additional staff refinements to the concepts, which are presented in this summary report.



Throughout the process staff presented to formal community groups, including the Central Eastside Industrial Council and Brooklyn Action Corps, and met with a variety of individuals, property and business owners, area institutions and partner agencies. Staff also maintained a project website with news and announcement, event listings and meeting handouts and minutes. Project updates and key announcements were sent to interested parties throughout the process and distributed through community information networks.

The community engagement approach for this project has aimed to be inclusive and welcoming to a wide range of interested and potentially affected individuals and organizations. However, so far, some demographic groups and interests have been underrepresented in the process, including renters, employees, older adults, youth and communities of color. Staff will continue to look for ways to improve outreach efforts to welcome participation of additional voices in the refinement efforts in the SE Quadrant Plan and Brooklyn Station Area processes.

Next Steps

Concepts for the OMSI and Clinton stations will be folded into the SE Quadrant Plan, which kicks off in November 2013. The SE Quadrant Plan process is expected to finish up in early 2015 with detailed recommendations for the SE Quadrant of the Central City.

Concepts for the Rhine and Holgate stations will be refined throughout the winter of 2013/2014. The recommendations for the Brooklyn station areas will be folded into the Comprehensive Plan Update process in the spring of 2014.

Get Involved

You can get involved in the station area refinement process or tell us what you think in any of the following ways:

- Sign up to receive email news and event announcements about refinements for the OMSI-Clinton stations (SE Quadrant Plan) and/or the Rhine -Holgate stations (Brooklyn Station Areas Plan)
- Visit the project websites:
 - SE Quadrant Plan - www.portlandoregon.gov/bps/cc2035/sequadrant
 - Brooklyn Station Areas - www.portlandoregon.gov/bps/brooklynstationareas
- Contact the project team with questions or to provide feedback (see inside cover for contact info)



II. Issues and Opportunities

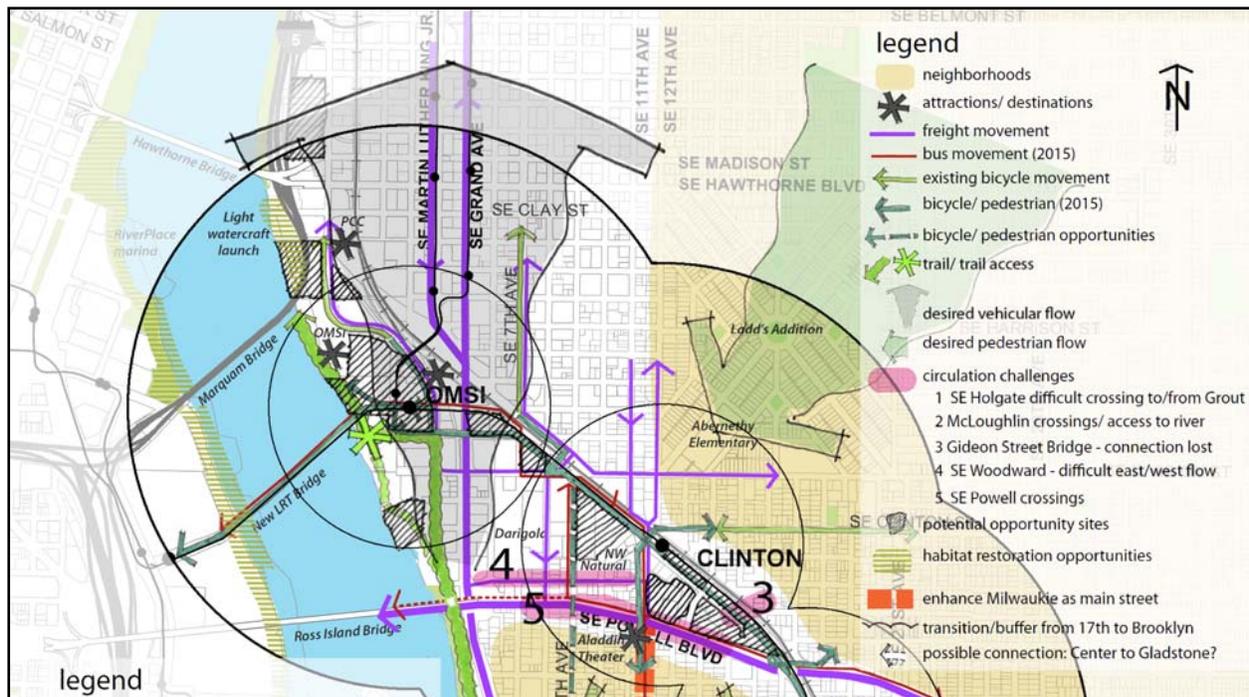
At the beginning of this planning process staff conducted a detailed existing conditions analysis to establish baseline information and provide context for the community discussion around identifying issues and opportunities and evaluating potential conceptual solutions. Please see Appendices A and B, OMSI/Clinton Station Area Profiles and Rhine/Holgate Station Areas Profiles, for the detailed analysis.

This section summarizes the station area issues and opportunities to consider moving forward. These have been informed with community input at several public events hosted by City staff, as well as feedback heard at other meetings with community groups and individuals. For a more detailed summary of the feedback for area issues and opportunities, please see the Inner SE Station Area Planning - Issues and Opportunities Summary Report.

Corridor Wide Issues and Opportunities

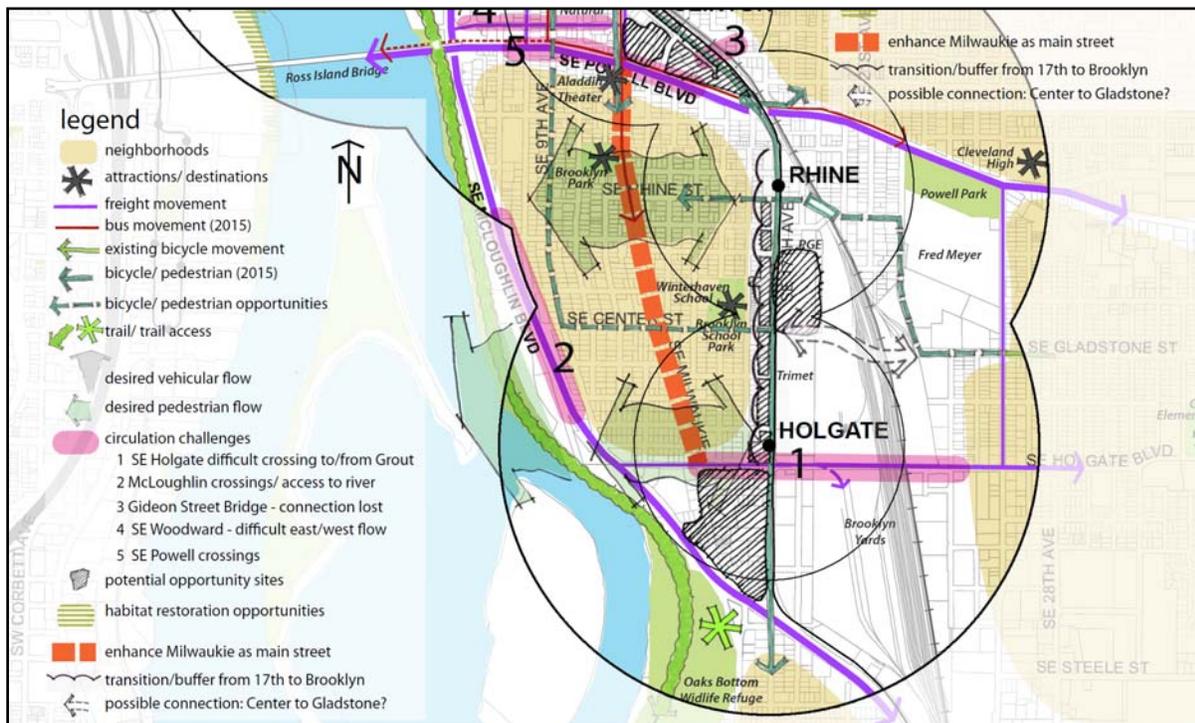
- **Employment/Industrial Character:** There is a desire to increase employment densities in the area, leveraging the potential of light rail to grow new jobs. However, there are concerns about impacting existing industrial businesses by introducing new incompatible uses, impacting freight mobility or other industrial operations and increased lease rates for various industrial tenants.
- **Connections:** There is a common desire to establish better connections and reduce barriers for cyclists and pedestrians at each station area. Specifically, better connections to the river, additional north/south connections, improved access on arterials and improved freight mobility are desires for the four station areas.
- **Pedestrian Environment:** There is a desire for more vegetation and street trees, greater pedestrian and bicycle access, and a more flexible mix of uses to create a more active street-level environment.
- **Parking:** Limited parking has been an issue at all station areas, which could become a greater concern if denser development or large attractions are added.
- **Noise:** Noise is an issue at the station areas due to the presence of rail, freight, the freeway and industrial uses.
- **Safety:** Safety, graffiti and homelessness have been an issue at the proposed station areas. Creating more active uses and getting more eyes on the street may help with these problems.
- **Willamette River:** Increasing public access to the Willamette River, encouraging river-related development and recreation, and improving watershed health is desired to celebrate this Central City amenity.

OMSI-Clinton Issues and Opportunities



- Big Ideas:** The large redevelopment parcels and riverfront location around the OMSI station are seen as a major opportunity to enhance the area and create a high density regional destination focused on the river. Many “big ideas” were proposed, including support for new and existing cultural district attractions and strengthening the connection to research institutions on the westside’s “Innovation Quadrant”. Under any scenario, there a strong desire for development to relate to the river and provide for greater connections to and amenities along the river.
- Connections:** With its multimodal connections to the new light rail bridge, the OMSI station has the potential to become a transit and bike hub. However, there continue to be connectivity issues especially for pedestrians and conflicts with freight traffic.
- Transitions:** The Clinton Station area serves as a transition from the industrial area to more mixed-use and traditional residential areas. There is a desire to create an active and safe station to serve the adjacent residential neighborhoods, as well as the employment area. Increasing the mix of uses, density and creating gathering spaces are potential ways to increase activity and anchor the station as a destination. Improved access to the station area, particularly from Powell and adjacent neighborhoods will be critical for its success.
- Incubator District:** There is a history of small businesses around the Clinton Station. There is a desire to support this character, particularly in existing buildings, and to encourage the area to grow as an “incubator district”, with new industries and creative jobs augmenting the existing businesses.

Rhine-Holgate Issues and Opportunities



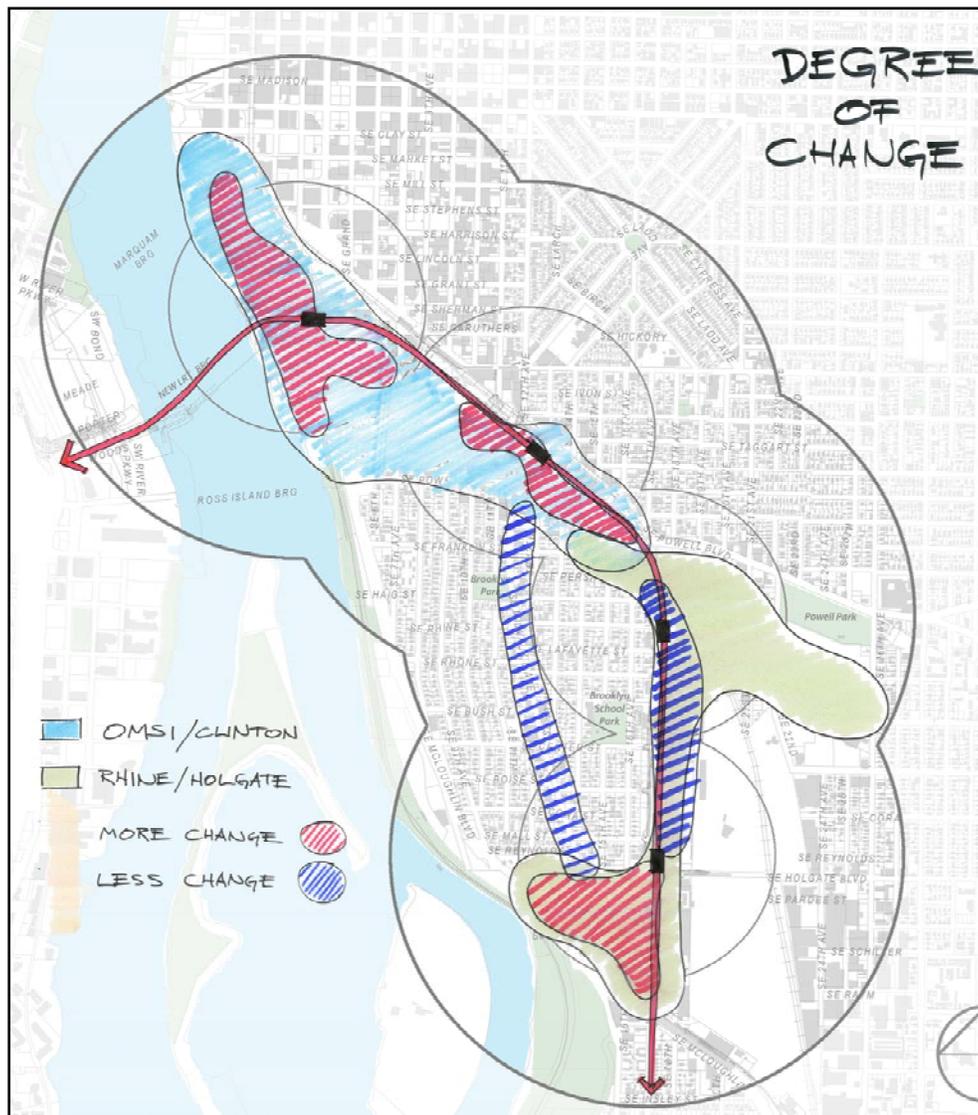
- **Residential Neighborhoods:** There are concerns about impacts to the existing single family residential areas, including increased traffic and parking constraints on local streets, redevelopment pressures eroding the historic character of the area and air and light issues related to greater density. Traffic calming measures, parking programs and focusing change on the edges of the residential areas could address these concerns.
- **Neighborhood-Serving Uses:** There is a desire for Milwaukie Avenue to be enhanced as a neighborhood main street. Extending the existing commercial zoning south of Center St to Holgate could help encourage neighborhood serving uses and enliven the area. Other locations to consider for redevelopment and infill with additional neighborhood-serving uses include parts of Holgate and around the station areas.
- **Employment:** There is a desire to increase job densities on industrial and employment zoned sites around the Brooklyn rail yard. Intensification on the TriMet, PGE and Fred Meyer sites could increase employment opportunities.
- **Mixed Use Redevelopment:** The area south of Holgate could be explored for higher-density mixed use redevelopment. Currently, there is a wide mix of uses and some vacant parcels.
- **Brooklyn Yard:** The rail yard is important for our region's economy, but neighbors are concerned about noise and truck traffic associated with the rail yard and desire more east-west connections across this large barrier.
- **Green Buffer:** Extensive reconstruction of 17th street provides an opportunity for new vegetation to act as a buffer between residential and industrial uses and enhance the street-level experience.
- **Safety and Connections:** There is a need for improved safety and connections, particularly to area schools, new light rail stations and the river. SE Holgate and Powell are noted as a major barriers to pedestrian and bicycle travel in the area.

III. Charrette Outcomes

The following section presents a series of land use and transportation concepts developed at the Inner Southeast Station Areas Charrette held August 20 - 22, 2013. These diagrams provide an overview of where the greatest degree of change is likely to occur at a corridor-wide scale, how redevelopment activities at the OMSI-Clinton stations and Rhine-Holgate stations could occur, including a focus on each individual station, followed by transportation-related concepts for the station areas. It should be noted that these diagrams are not intended to present a preferred alternative but rather capture a range of concepts charrette participants offered for consideration.

Degree of Change Diagram

This diagram highlights the main areas of influence of the new light rail stations and illustrates areas where change is desired and/or expected in response to the new light rail. Areas with more change include the immediate area around the OMSI and Clinton stations and south of the Holgate station where there are significant redevelopment opportunities. Areas identified for less change include Milwaukie Avenue and properties along SE 17th.



Common Themes Diagram

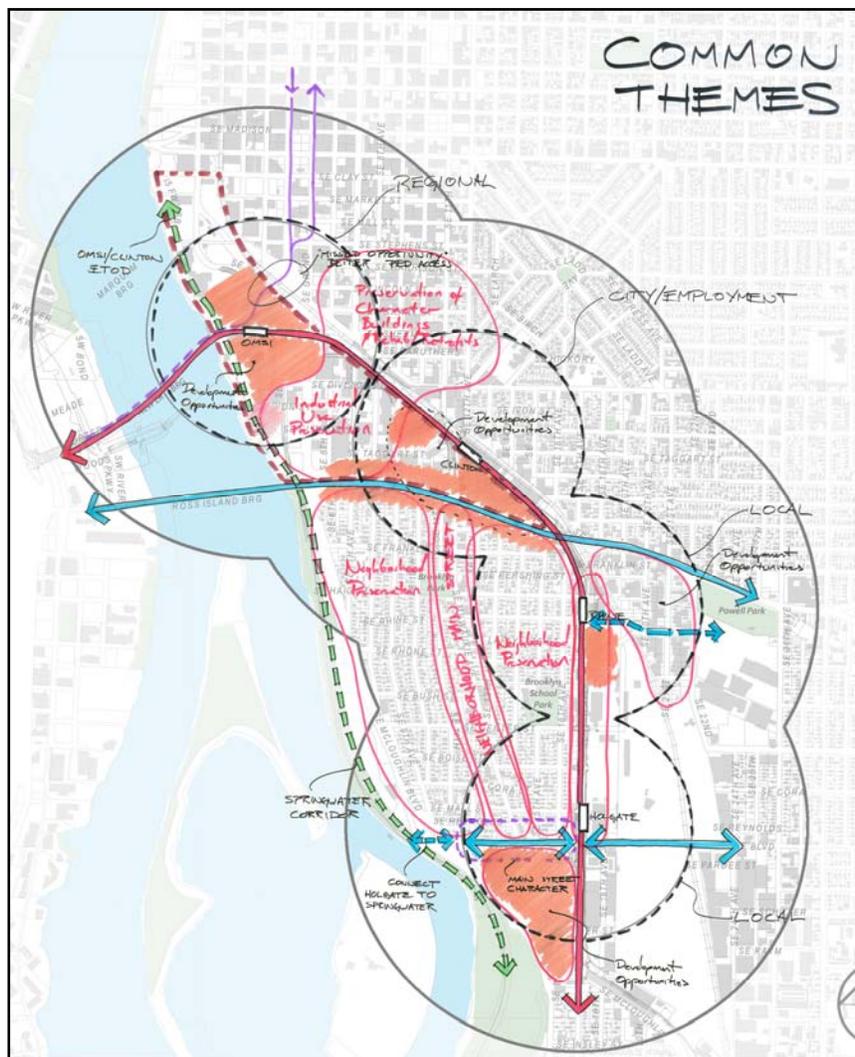
The following common themes emerged from the charrette:

Focus on the River: The Willamette River is a major asset that should influence what uses located along the shore and how they are designed and oriented to the river. In-water uses that promote maritime commercial, educational and recreational experiences are also desirable. Public access to, along and in the river are necessary via a combination of new access points, green connections, an interconnected trail system, and riverfront gathering places. Habitat for fish and wildlife can be improved by removing unnecessary riprap and in-water structures, and planting vegetation on the riverbank.

Better Connections: There is a need to overcome the substantial transportation barriers to and from the station areas, such as access from and across Powell Blvd, over the freight rail lines, to the river and to area schools.

Employment Center: The area should continue to function as an employment center, but with allowances that increase the types of businesses and other uses that can locate in the area and provide for more vibrant station areas.

Retain Character: The historic industrial character should be maintained and enhanced by encouraging the rehabilitation of historic buildings that can be reused for industrial office or small incubator businesses.

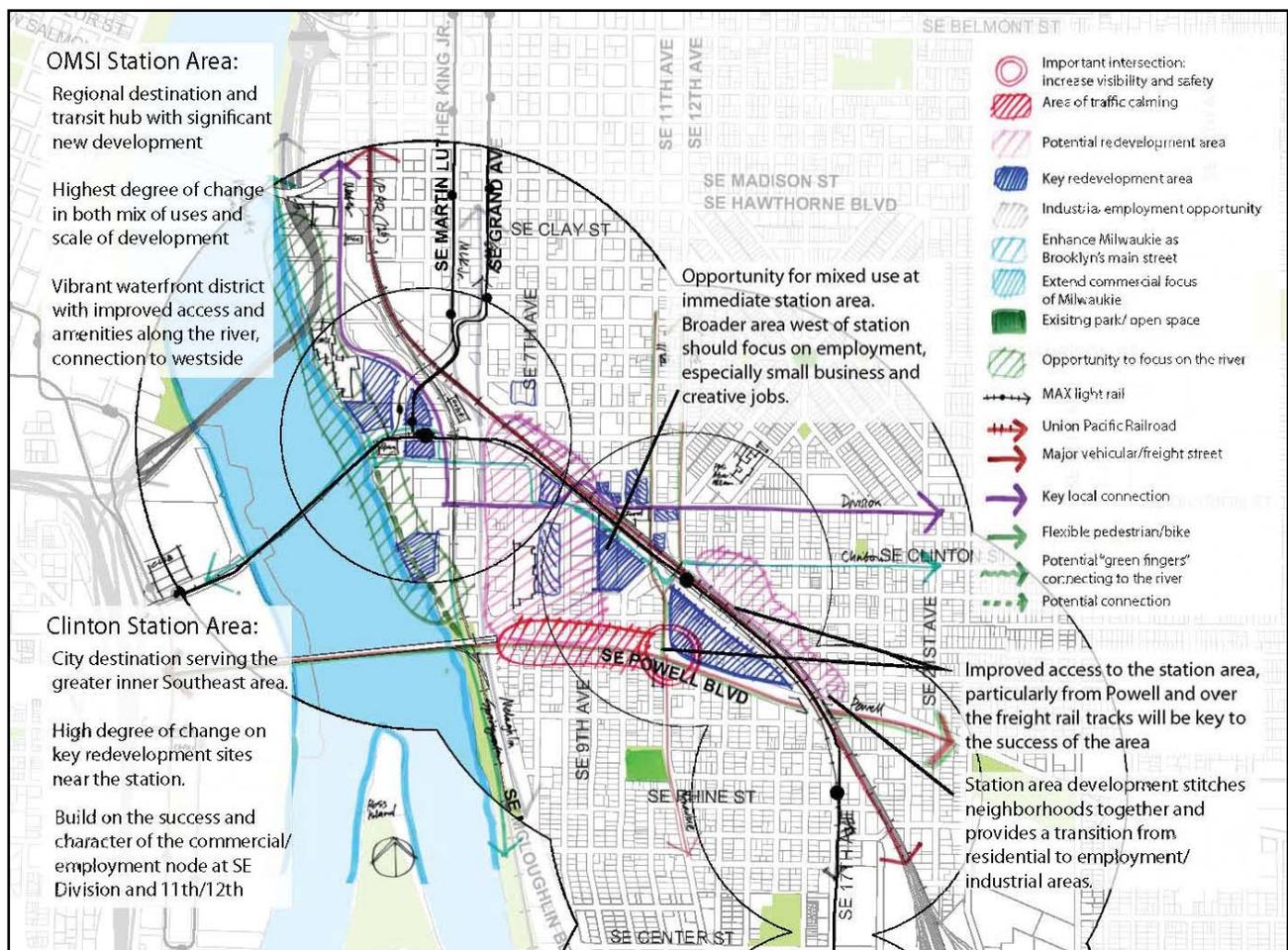


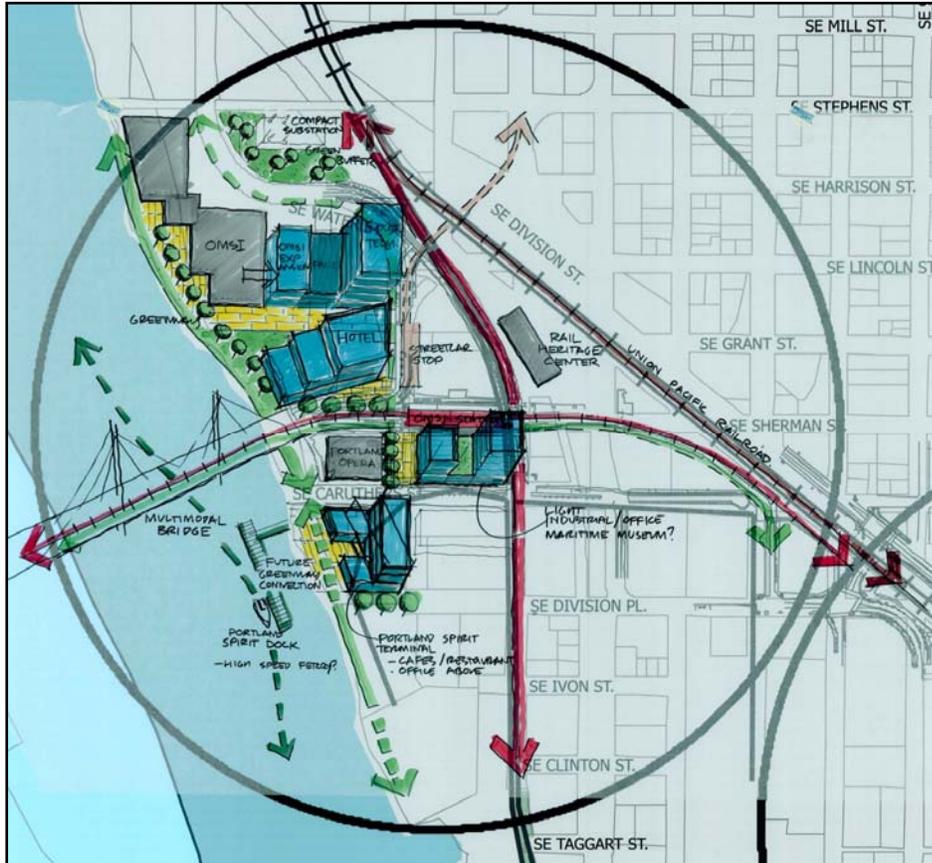
OMSI-Clinton Station Areas Summary Diagrams

The diagram below illustrates some of the major concepts explored for the combined OMSI-Clinton station areas. These stations were generally identified as places where significant change should be encouraged in the form of higher employment densities, new visitor attractions, or in a greater mix of uses including institutional, recreational, commercial, and in some cases residential.

OMSI Station: The OMSI Station was noted as being the most “regional” station of the four due to its presence on the river, adjacency to OMSI as well as being a major multimodal transportation hub for bus, light rail, streetcar, bike and pedestrian trails, and presence of a major boat dock. The station was also described as a potential “vibrant waterfront district” with a strong connection to the river, the westside of the Central City and a place with a focus on sustainability.

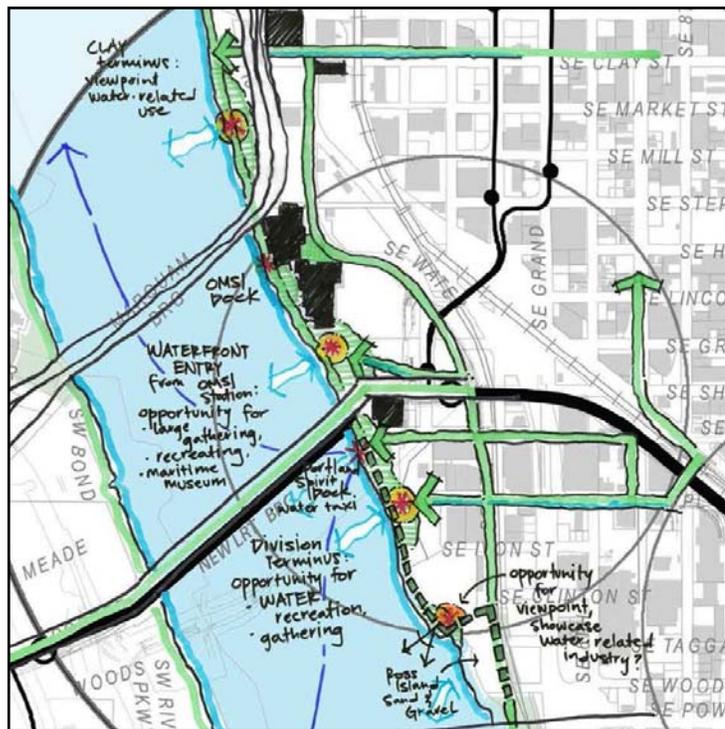
Clinton Station: The Clinton Station was identified as a more local SE Portland destination where new development and a greater mix of uses could benefit and serve as a transition between adjacent residential neighborhoods (Hosford-Abernathy and Brooklyn) and industrial districts (Central Eastside and Brooklyn Rail Yard).

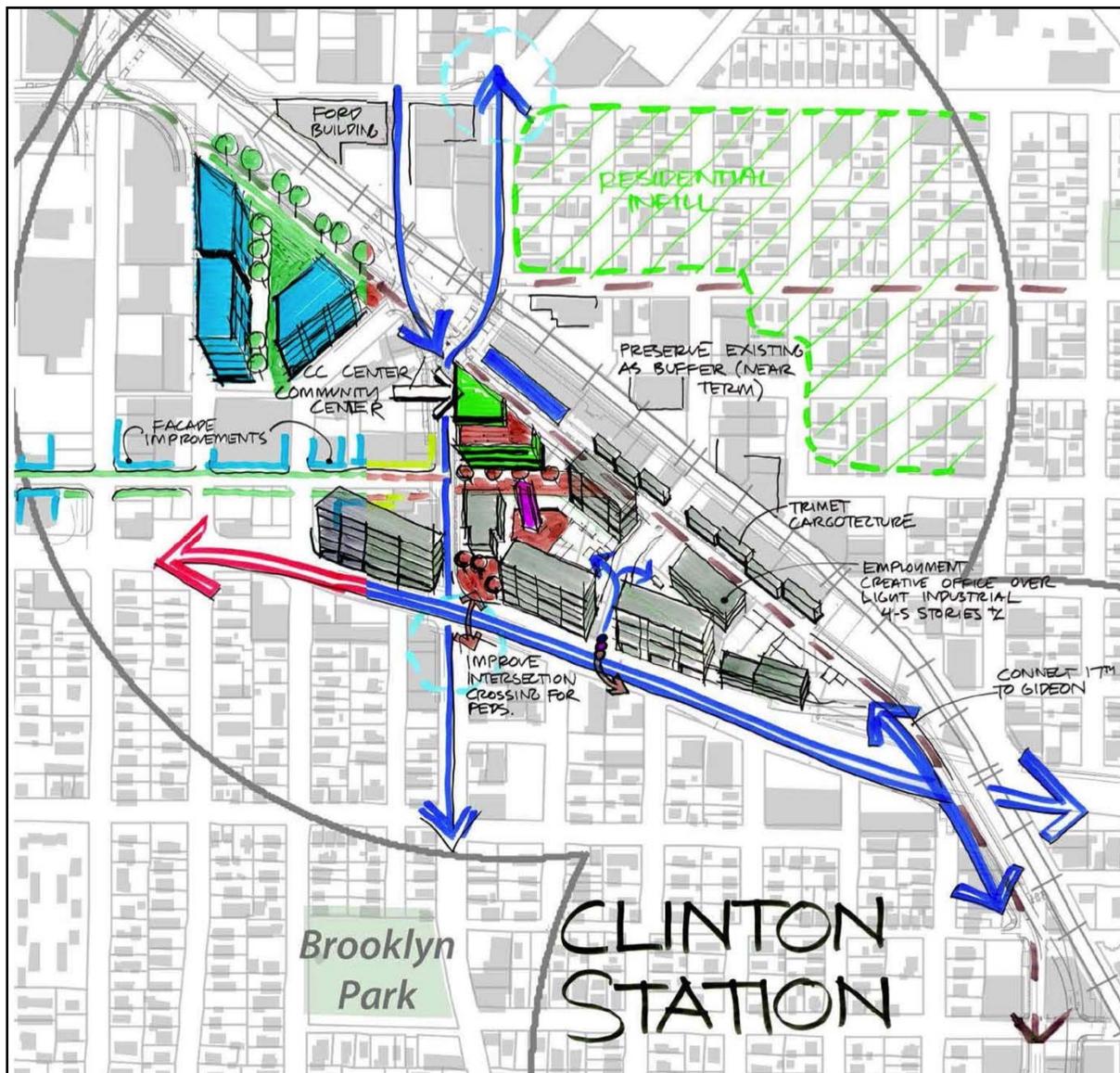




River-related Concepts at OMSI

- Enhance views of the river.
- Create publicly accessible open space and improve access to the river.
- Improve station area and associated land uses to encourage public use and enjoyment of the Willamette River, such as:
 - Formalized boarding facility for Portland Spirit.
 - Regional high speed ferry / local water taxi terminal.
 - New permanent home for Portland Boat House.
 - New boat fueling station at Staff Jennings (Sellwood Bridge).
- Improve habitat for fish and wildlife by removing unnecessary riprap and in-water structures, and planting vegetation on the riverbank.



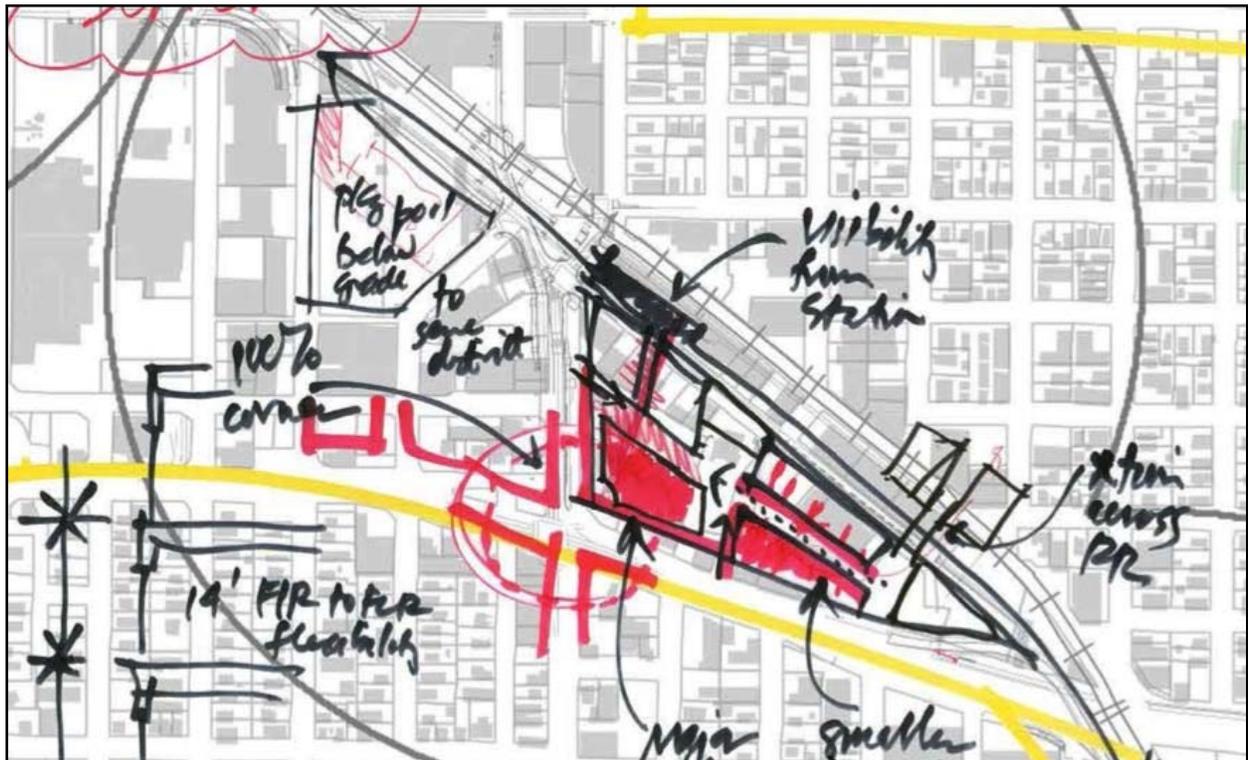
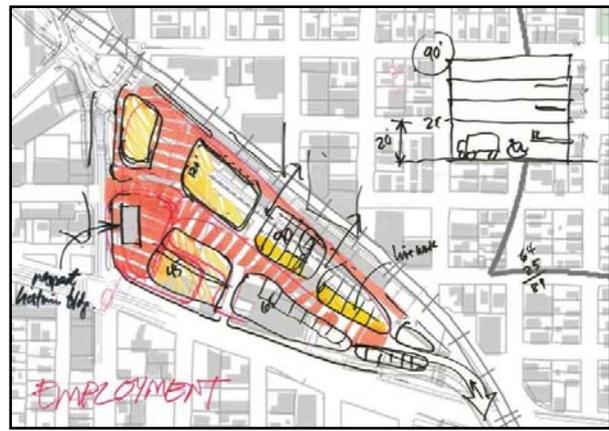
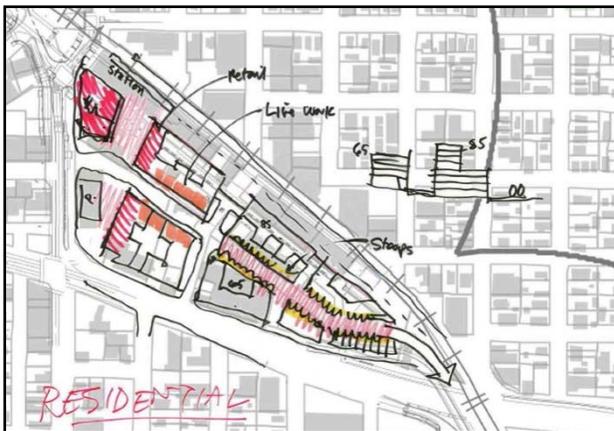


Clinton Station: Specific suggestions for the Clinton Station included:

- Ensure that redevelopment of station area includes a mix of land uses that make the station area safe and attractive to use in evenings and weekends as well as uses that support adjacent neighborhoods and people within immediate station area.
- Consider incorporating a mix of public amenities and services at the station that could include:
 - Inner Southeast Community Center.
 - Satellite campuses for local universities and/or colleges.
 - Potential relocation or consolidation of Fire Bureau facilities.
- Create a retail main street feel along the west side of the station area to better link the Milwaukee main street area in Brooklyn and SE 12th Avenue and Division retail intersection.
- Improve access between the station and the neighborhoods to the north, including restoration of pedestrian overpass.

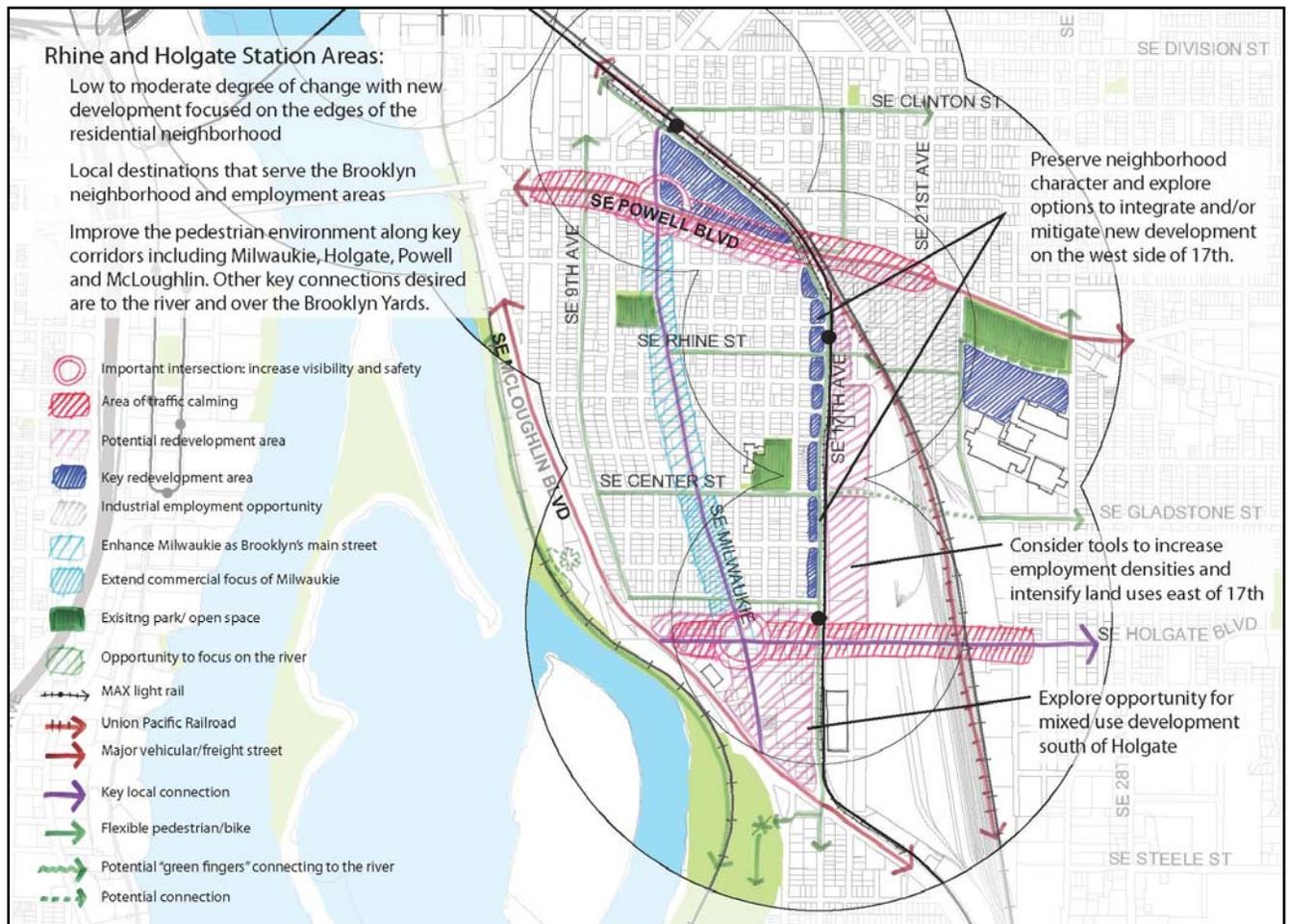
Clinton station cont.

- Consider ways to increase the density of land uses north of the station.
- Improve connections between the station area and adjacent streets and neighborhoods, including but not limited to:
 - Auto access onto and off of Powell.
 - Potential developments sites along Woodward Street and the NW Natural site
- In the areas south of Division:
 - Maintain primarily as industrial employment center.
 - Do not allow housing or additional retail uses (except along Powell and SE 12th).
 - Improve access into and out of subarea from Powell.
 - Tame impacts on (especially SE Woodward Street) associated with intersection of Highway 99 and 26.



Rhine and Holgate Station Areas Diagrams

The diagram below presents a summary of the concepts that were explored for the Rhine and Holgate station areas during the charrette. These stations were viewed as being more local or neighborhood serving destinations where a low to moderate amount of change should be expected. These stations were viewed as having the potential to leverage more intense employment on adjacent existing employment and industrial lands as well higher density retail and residential uses along Milwaukie, Powell, and Holgate. However, improved connections to and from the stations to the north, south, and especially east and west were noted as a major desire by charrette participants.

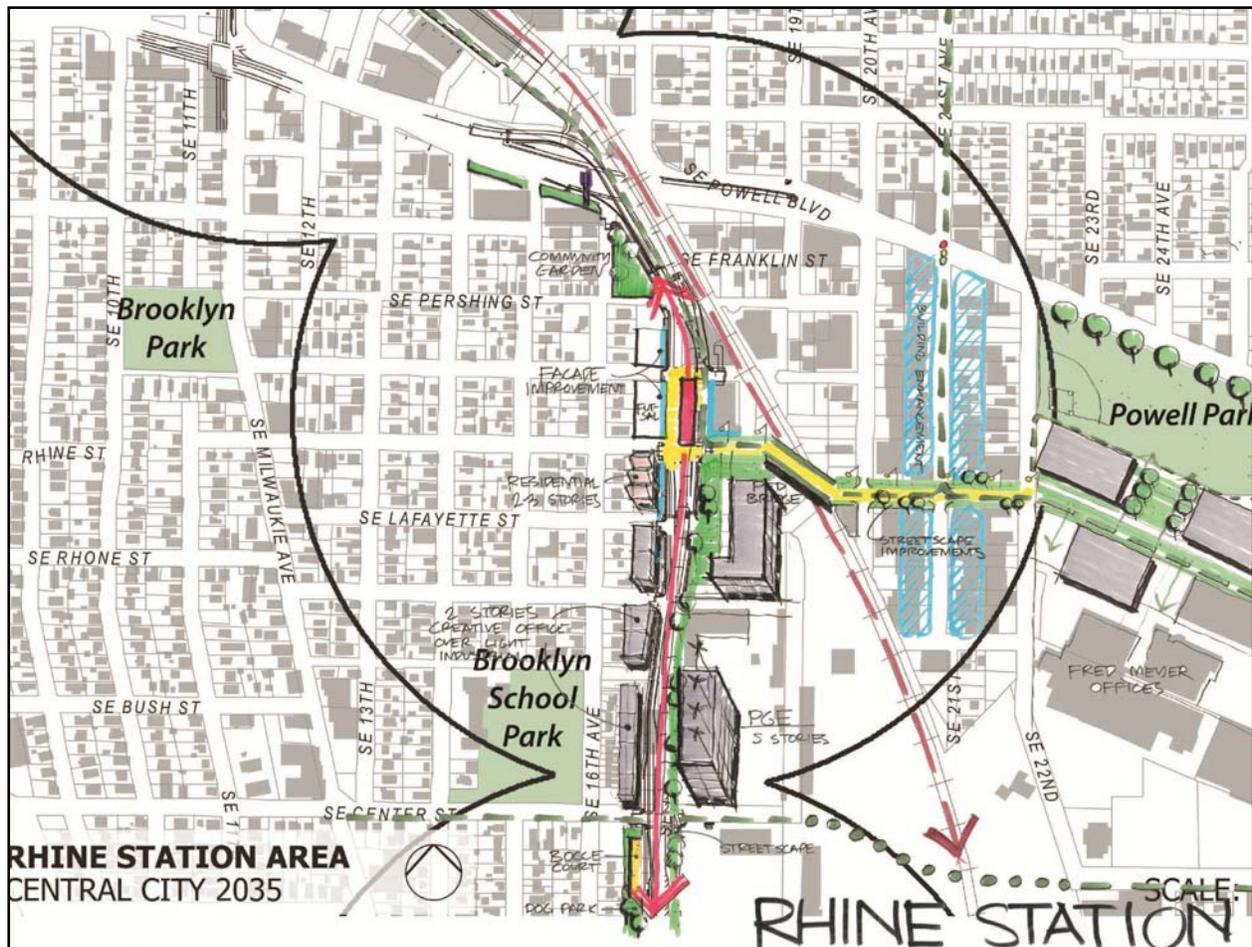




Milwaukie Avenue

Charrette participants noted that the new stations could leverage addition interest in developing retail, commercial, and residential uses along Milwaukie between Holgate and Powell. The following input was provided for Milwaukie Avenue:

- Enhance Milwaukie Avenue as Brooklyn’s Main Street.
- Improve pedestrian environment and safety at crossings.
- Make strong pedestrian and connections between Milwaukie Ave and Rhine-Holgate stations.
- Extend commercial mixed-use zoning on Milwaukie between SE Center and SE Holgate.
- Consider new parking strategies to prevent “spill over” parking into neighborhood.



West of 17th

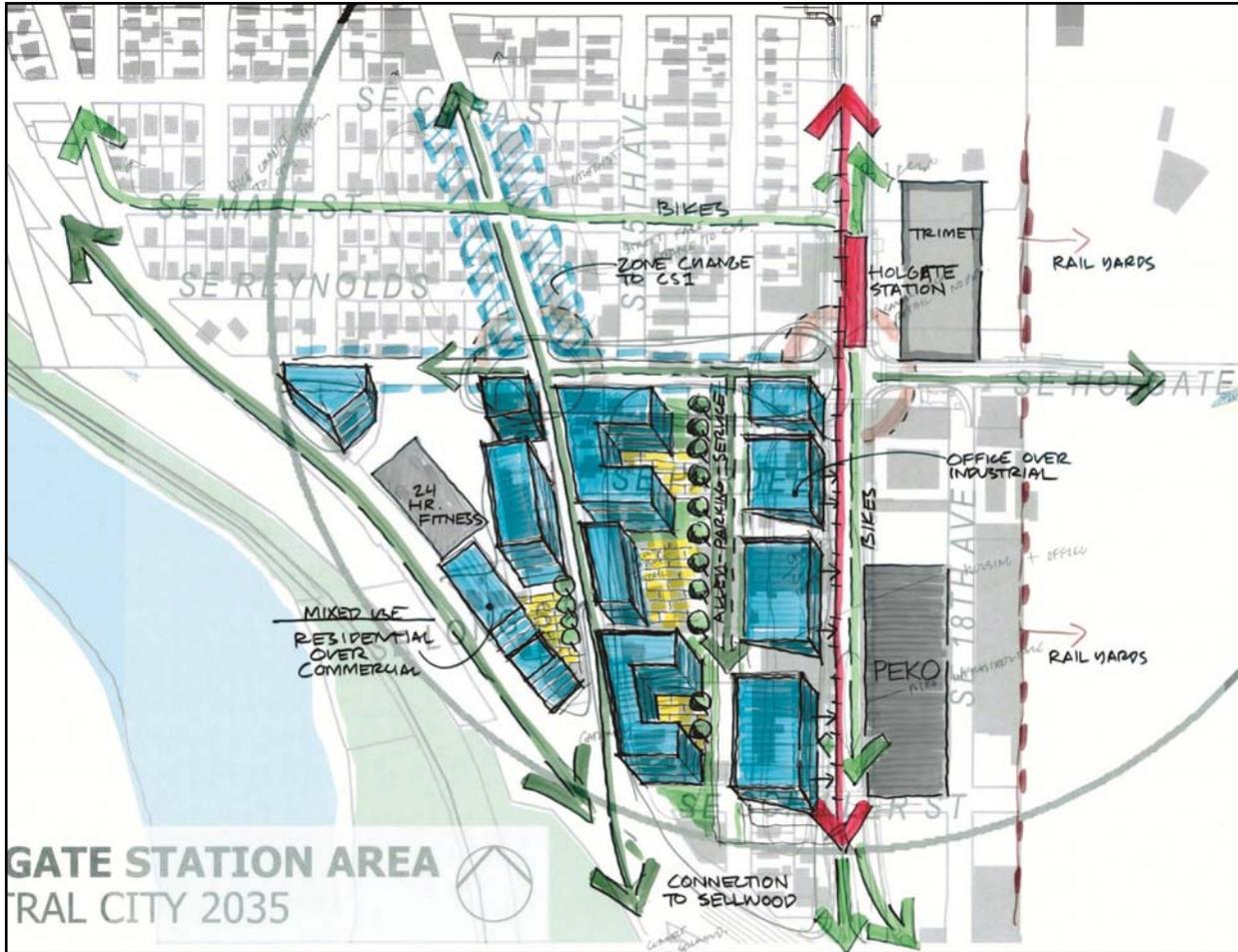
Specific suggestions for the areas along the west side of 17th Avenue included:

- Maintain a scale of development that is consistent with the residential neighborhood to the west (2-3 stories in height).
- Consider screening strategies, such as setbacks and landscaping, to ensure privacy between existing residential uses along SE 16th Avenue and new development along SE 17th Avenue.
- Allow limited retail uses near new stations along SE 17th Avenue.
- Pursue opportunities to place pocket-parks along SE 17th Avenue that could include but not be limited to community gardens, dog parks and active recreation (bocce ball).
- Consider new parking strategies to prevent “spill over” parking into neighborhood.

Brooklyn Yard North

Specific suggestions for the industrially zoned area east of 17th Avenue included:

- Maintain primarily as industrial employment center.
- Do not allow housing or additional retail uses.
- Promote stronger pedestrian and bicycle connects through area that link to Rhine Station.
- Enhance aesthetic and pedestrian character along SE 17th Avenue, especially along the eastern side of street.
- Promote new office development within surface parking lots at Fred Meyer site.



Holgate Station South

Specific suggestions for the area called Holgate Station South included:

- Improve pedestrian and bicycle safety along SE Holgate.
- Allow flexibility for more commercial uses on Holgate.
- Along north side of Holgate, ensure new development is consistent in scale/height with adjacent residential land uses (2-3 stories).
- South of Holgate allow denser development and maybe taller buildings.

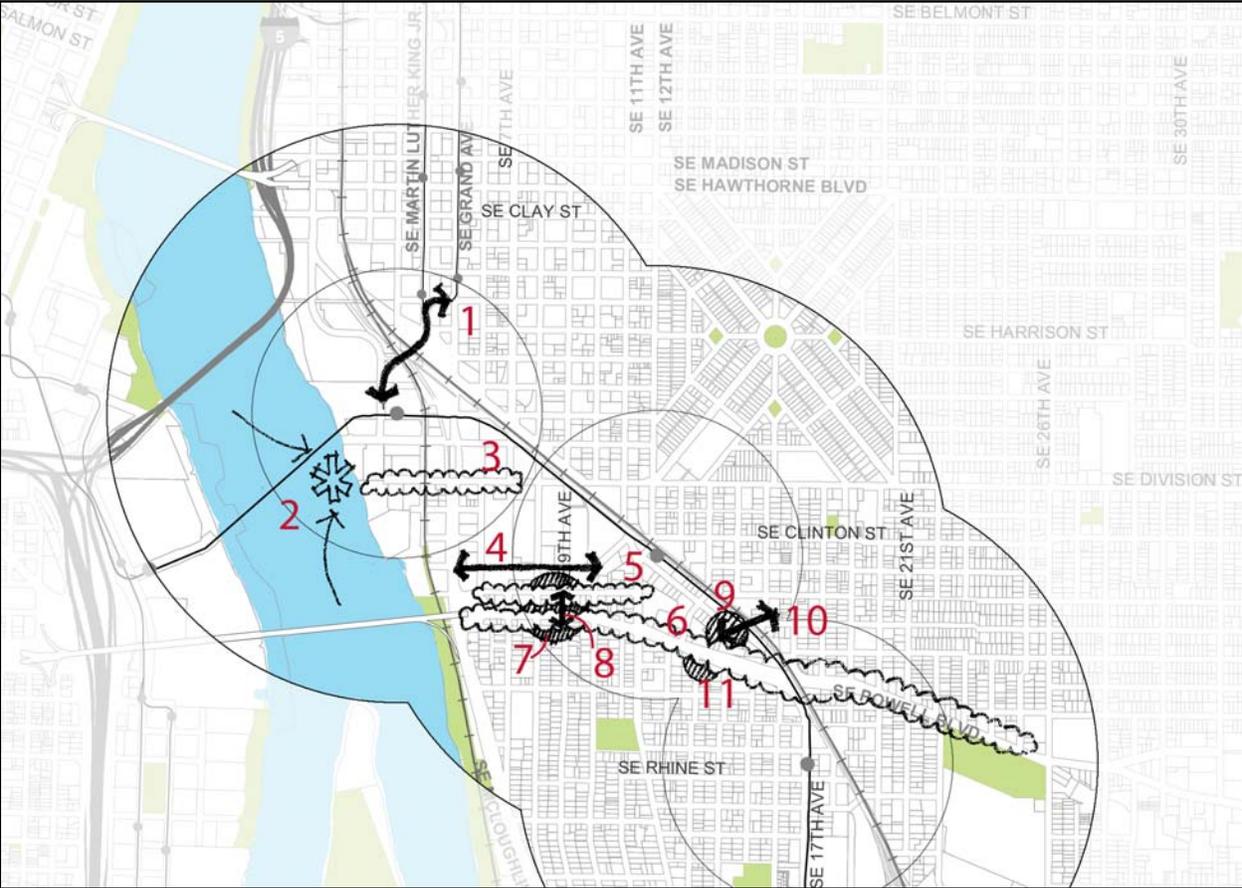
Transportation Concepts

Potential transportation projects that would address issues related to the areas around the four inner SE station areas are displayed on the maps on the following pages. Many of these projects were identified as part of the Station Area Working Group meetings and design charrette. However, there are several older ideas that have been incorporated into this process. For example, greater permeability for bicycles and pedestrians across Powell has been a long-standing desire for residents of Brooklyn. Improving access to the Willamette River from residential areas east of McLoughlin has been explored since the 1970s. Other concepts, such as a 9th Avenue bikeway and pedestrian access on the Streetcar viaduct connecting MLK and OMSI, are newer but were noted as clear priorities by stakeholders.

These concepts will be explored further through several ongoing processes to evaluate feasibility and priorities. The SE Quadrant Plan will include the OMSI and Clinton Station areas. The Rhine and Holgate station areas will be further analyzed as part of the Brooklyn Station Areas process. PBOT staff will continue to work with TriMet to potentially incorporate the replacement of the Gideon St overpass into the Portland-Milwaukie light rail project, and will work with ODOT to improve access from and across Powell. Other ideas, such as new street connections near the Fire Bureau and Northwest Natural sites, will likely remain concepts until a specific development proposal is put forth by property owners.

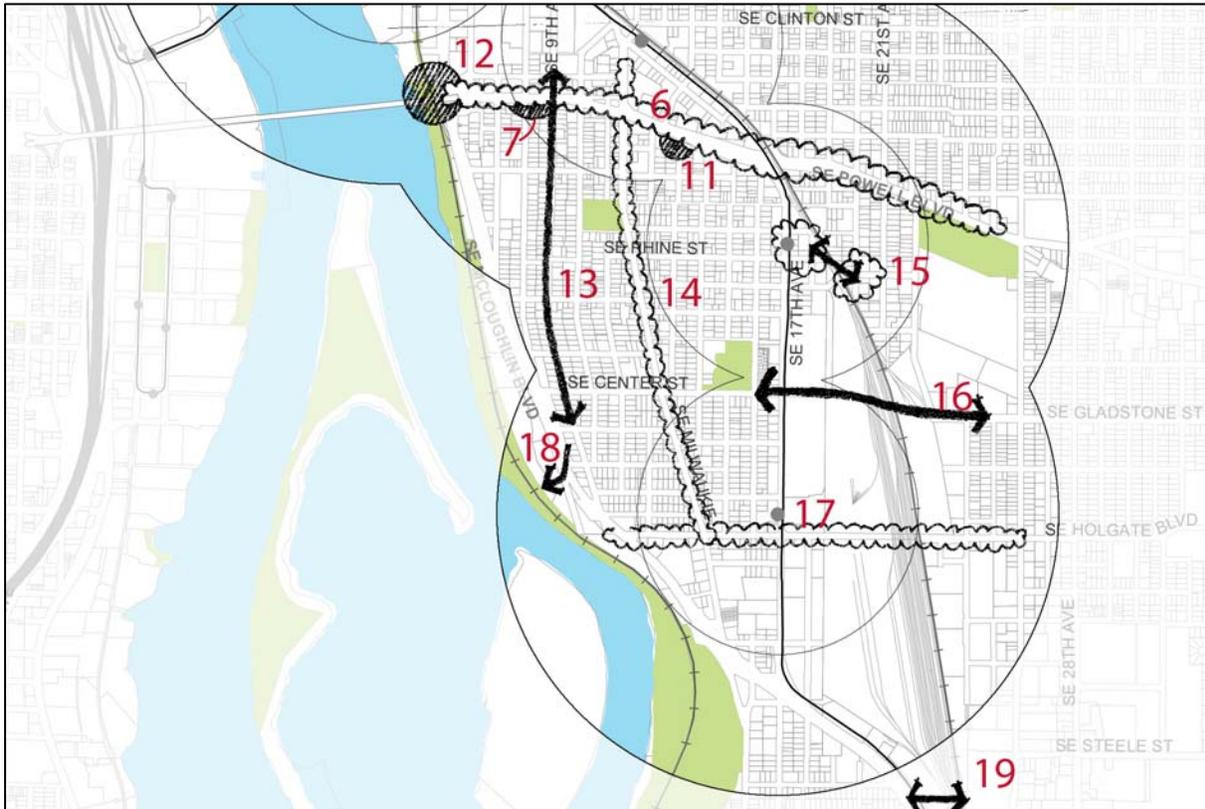


OMSI - Clinton Transportation Projects



Map ID #	Project Name	Description
1	Streetcar Loop Bridge Pedestrian facility	Would add pedestrian facility to streetcar viaduct from MLK to OMSI
2	Regional Ferry Service	Establish water-based commuter passenger service between Portland/Vancouver/Lake Oswego/Oregon City
3	SE Division Pl Streetscape	Extend SE Division Street Streetscape Improvements onto SE Division Place between 8th and SE 4th and on SE 4th from Division to Caruthers
4	Taggart Street Streetscape	New street connection
5	SE Woodward Streetscape	Plan and implement streetscape improvements on SE Woodward from Milwaukie to McLoughlin
6	Powell Streetscape	Implement recommendations from Inner Powell Blvd Streetscape Plan
7	8th/9th and Powell Traffic Signal	New traffic signal
7	8th/9th and Woodward signal	New traffic signal
7	Milwaukie/Woodward signal	New intersection from 17th connection
8	9th/Powell bike crossing replacement	Replace existing overcrossing
9	17th Ave to Milwaukie Connection	New street connection from 17 th to Milwaukie, either through the existing Gideon street connection or to Woodward
10	Gideon Pedestrian Bridge replacement	Replace existing UPRR overcrossing (to be removed as part of PMLR and not scheduled to be replaced)
11	13th Avenue and Powell Traffic Signal	New traffic signal

Rhine - Holgate Transportation Projects



Map ID	Project Name	Description
6	Powell Streetscape	Implement recommendations from Inner Powell Blvd Streetscape Plan
7	8th/9th and Powell signal	New traffic signal
7	8th/9th and Woodward signal	New traffic signal
7	Milwaukie/Woodward signal	New intersection from 17th connection
11	13th Avenue/Powell signal	New traffic signal
12	US 26/99E interchange	Improved/direct connections between regional facilities
13	9th Avenue Bikeway	Create Neighborhood Greenway on SE 9th
14	Milwaukie Ave Streetscape	Plan and implement streetscape improvements to SE Milwaukie Ave between SE Woodward and SE Holgate
15	Lafayette Pedestrian Bridge access connections	Signage and wayfinding
16	Center Street Pedestrian Bridge	Overcrossing of Brooklyn Yard
17	Holgate Street Reconfiguration	Improve bike/ped environment on Holgate
18	Springwater Corridor Access	Provide bike/ped connection from Brooklyn to Springwater corridor
19	Reedway Bridge	Increase connections to light rail stations

IV. Preliminary Land Use Concepts

This section contains preliminary land use concepts developed by staff after the charrette, based on feedback at the Working Group meeting on September 18, 2013 and other community feedback received over the summer 2013. These do not represent a staff recommendation or preferred direction - they reflect public input about the future development character of these areas. These concepts show land use bubbles that reflect the predominant land use that would be allowed and/or encouraged under that scenario.

OMSI-Clinton Concepts

Concept 1: Mixed Use and Employment Emphasis (p.26)

Concept 2: Employment Emphasis (p. 28)

Rhine Holgate Concepts

Concept 1: Mixed Use and Industrial Office (p. 30)

Concept 2: Mixed Use and Industrial (p. 32)

The concepts are not meant to be mutually exclusive. Any final concept developed is likely to include some elements from each option and will be further shaped by additional input and analysis during the subsequent processes - the SE Quadrant Plan and the Brooklyn Station Areas project. These two processes will be coordinated to ensure that the overall vision for the corridor is represented in the individual station area concepts.

The following predominant uses are shown on the maps:

Employment (High-Density): High - density office development with buildings 5 stories or higher and FAR of no less than 3:1.



Employment/Light Industrial/Recreation (Low-Density): A mix of low-density employment (office), light industrial, and recreational (pocket parks and open space areas) uses. Buildings would be compatible in height with the adjacent residential development but with greater building coverage.



Employment/Light Industrial/Recreation/Residential (Low-Density): A mix of low-density employment (office), light industrial, recreational (pocket parks and open space areas), and residential land uses. Buildings would be compatible in height with the adjacent residential development but with greater building coverage.



Industrial (No Change): Remains mix of industrial uses with no changes to zoning or entitlements considered.



Industrial Office (Medium-Density): Medium-density industrial office and light industrial uses. Office development would likely be no more than 5 stories tall with floor area ratios in the area of 3:1.



Industrial Office (High-Density): High-density industrial office and light industrial uses. Office development would likely be no more than 10 stories tall with floor area ratios in the area of 6:1.



Mixed-Use (High-Density): A mix of high-density uses including office, residential, institutional, commercial and industrial land uses. Buildings would likely be no more than 5 stories tall with floor area ratios in the area of 3:1.

Mixed-Use Commercial Corridor (High-Density): A mix of high-density (development between 4-6 stories) retail, office, and residential uses serving adjacent neighborhoods as well as other Southeast Portland neighborhoods.



Mixed-Use Commercial Corridor (Medium-Density): A mix of medium-density (development no taller than 3-4 stories) retail, office, and residential uses serving adjacent neighborhoods as well as other Southeast Portland neighborhoods.



Mixed-Use Commercial Main Street (Medium-Density): A mix of medium-density retail, office, and residential uses that together with streetscape improvements would establish a local neighborhood main street character. Buildings height and coverage allowances would be similar to those on existing commercially zoned section of Milwaukie (45' maximum height, maximum FAR 3:1).



Office/Limited Retail (High-Density): High-density office development with limited ground floor retail. Office development would likely be no more than 10 stories tall with floor area ratios in the area of 6:1.

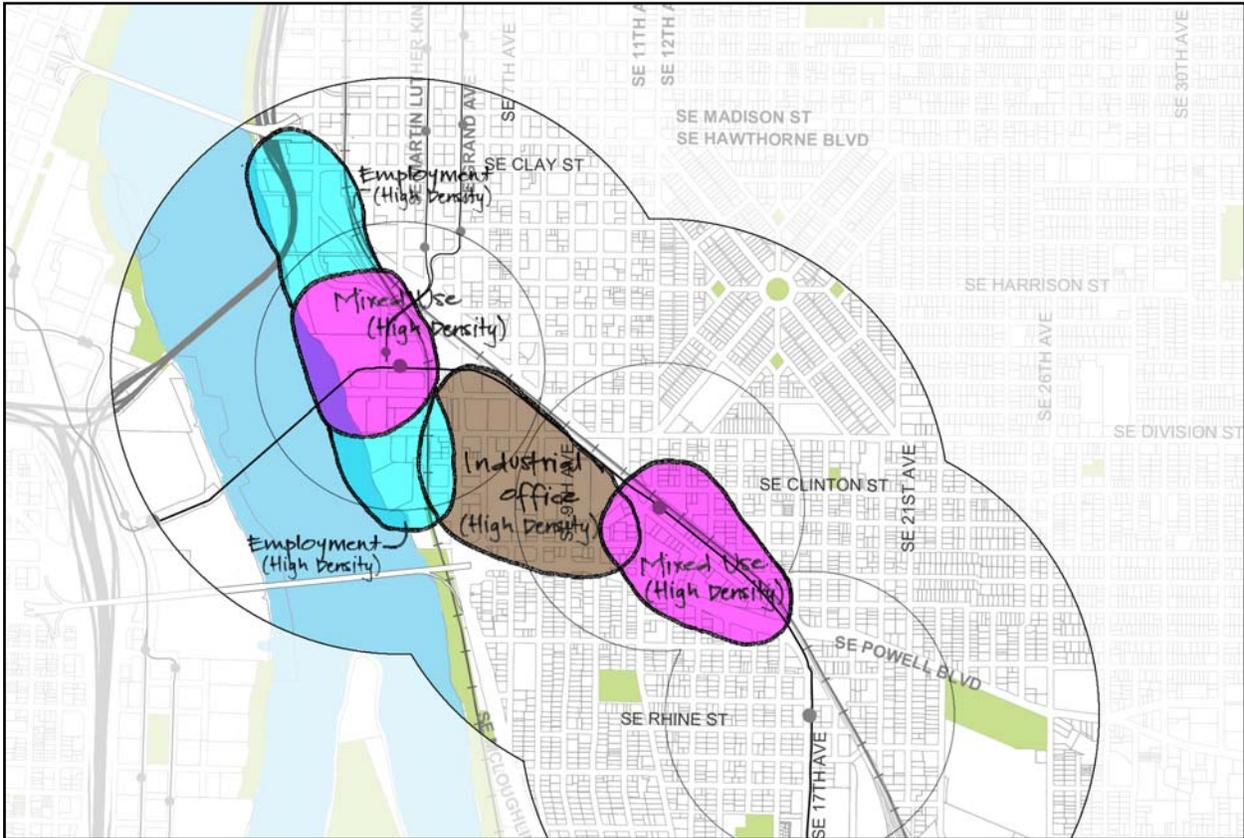


Work/Live (Low Density): Ground floor employment with the ability to place a small studio or small apartment on the upper floor that the owner or tenant of the workspace could live. Buildings would be compatible in height with the adjacent residential development but with greater building coverage.



OMSI-Clinton Station Areas

Concept #1: Mixed Use/Employment Emphasis



Mixed Use (High-Density)



Employment (High-Density)

Concept #1: Mixed Use and Employment Emphasis

This concept envisions the transition of the properties immediately adjacent to the OMSI and Clinton stations from an industrial/employment focus to a higher density mixed use focus that includes institutional, office, retail, and residential land uses. The areas just north and south of the OMSI station area would be focused on office development, and the industrially developed area between the two stations (the area between SE Division and Powell) would shift to a high density industrial office focus. The area around the Clinton station would transition to higher density mixed use development.

It should be noted that these areas are currently zoned for heavy industrial and light industrial purposes. The concept of moving to a more flexible zoning pattern in this area could support increased ridership on the Portland-Milwaukie MAX and Portland Streetcar as well as a significant increase in employment densities beyond that possible under current zoning.

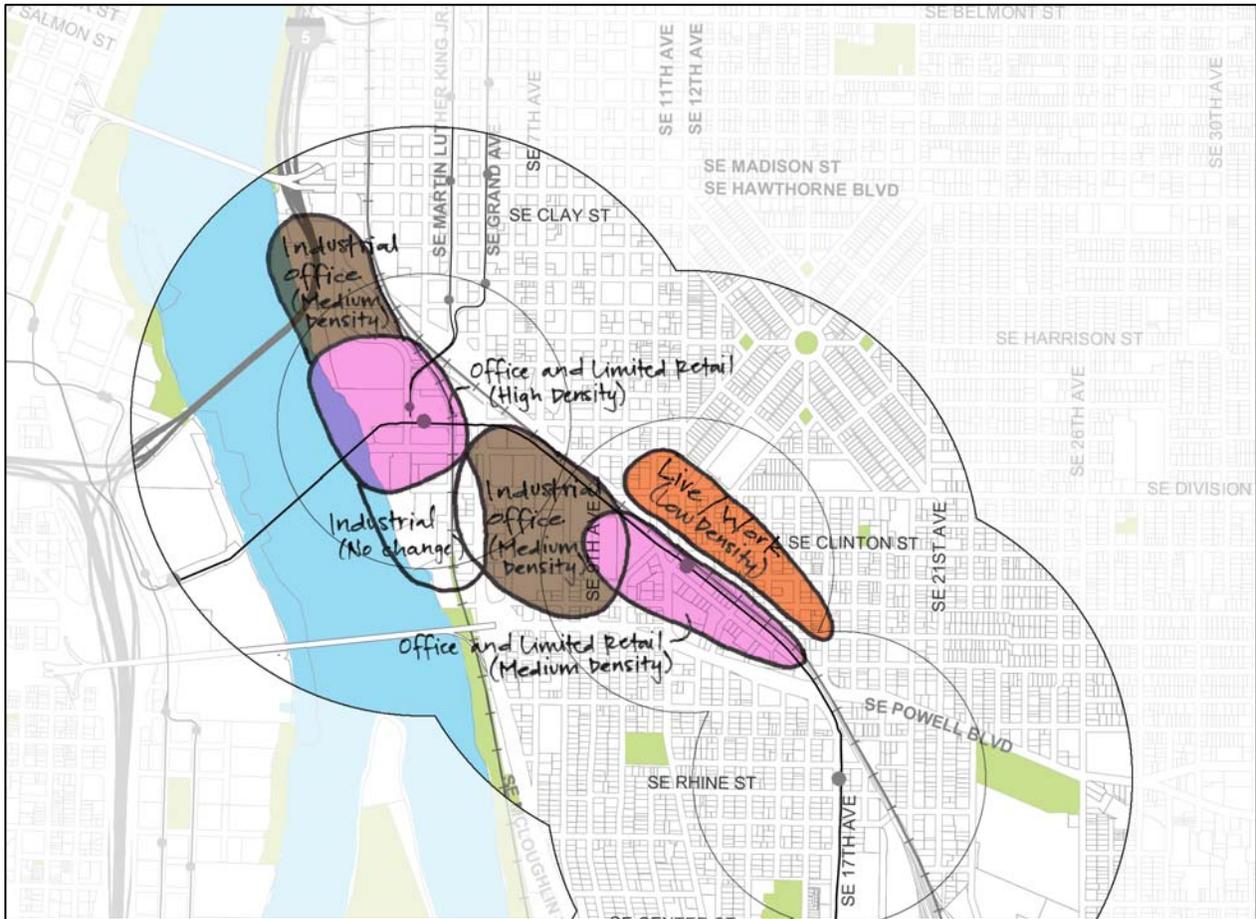
On the other hand, significant policy and land use considerations would need to be addressed with the rezoning of any industrial lands:

- **Industrial Land Supply:** As part of the new Comprehensive Plan, the City must demonstrate to the State of Oregon that there is adequate long-term land supply for economic development and job growth. The Economic Opportunities Analysis (EOA) prepared for the Comprehensive Plan indicates there is a shortage of capacity in the Central Eastside to accommodate expected growth, making it important to preserve land for employment uses. Given this, can the impact of losing some of the city's industrial land supply be mitigated within the City of Portland and how?
- **Supporting Infrastructure:** Can the existing public infrastructure in the area (water, sewer, roads and highways, parks, etc.) support this level of growth? If not what new infrastructure is necessary, is there a cost benefit in providing this infrastructure and how will these improvements be funded?
- **Land Use Compatibility:** What are the impacts associated with introducing nonindustrial land uses in these areas and how might these impacts be mitigated? A primary concern would be the potential of displacing existing industrial businesses due to complaints, conflicts, and land values associated with allowing mixed use development, especially residential development. Further transportation issues associated with traffic congestion, impacts to freight mobility, and parking would also need to be addressed.



Industrial Office (High-Density)

Concept #2: Employment Emphasis



Office/Limited Retail (High-Density)



Work/Live (Low Density)

Concept #2: Employment Emphasis

This concept envisions the transition of the properties immediately adjacent to the OMSI station from an industrial/employment focus to a higher density office focus that includes institutional use and limited retail, but no residential uses. The areas just south of the station would remain focused on industrial land uses, whereas the areas just north of the station, and between the OMSI and Clinton stations, would have a low-density industrial office focus.

The Clinton station area south of the rail alignment would transition from an industrial/employment focus to a higher density office focus that also allows institutional use, limited retail, but no residential development. However, north of the rail alignment the focus would shift from exclusively industrial/employment to allow some live/work uses where residential units could be placed above work space so long as the units created are used primarily by building owners and tenants.

As with the first preliminary concept for the OMSI-Clinton station areas, a shift from a focus primarily centered on industrial/employment has the ability to better support increased ridership on the Portland-Milwaukie Max and Portland Streetcar as well as a significant increase in employment densities beyond that possible under current zoning.

However, such a move raises the same considerations as the first concept for industrial land supply, infrastructure and land use compatibility:

- **Industrial Land Supply:** As part of the new Comprehensive Plan, the City must demonstrate to the State of Oregon that there is adequate long-term land supply for economic development and job growth. The Economic Opportunities Analysis (EOA) prepared for the Comprehensive Plan indicates there is a shortage of capacity in the Central Eastside to accommodate expected growth, making it important to preserve land for employment uses. Given this, can the impact of losing some of the city's industrial land supply be mitigated within the City of Portland and how?
- **Supporting Infrastructure:** Can the existing public infrastructure in the area (water, sewer, roads and highways, parks, etc.) support this level of growth? If not what new infrastructure is necessary, is there a cost benefit in providing this infrastructure and how will these improvements be funded?
- **Land Use Compatibility:** What are the impacts associated with introducing non-industrial land uses in these areas and how might these impacts be mitigated? A primary concern would be the potential of displacing existing industrial businesses due to complaints, conflicts, and land values associated with allowing mixed use development, especially residential development. Transportation issues associated with traffic congestion, impacts to freight mobility and parking would also need to be addressed.



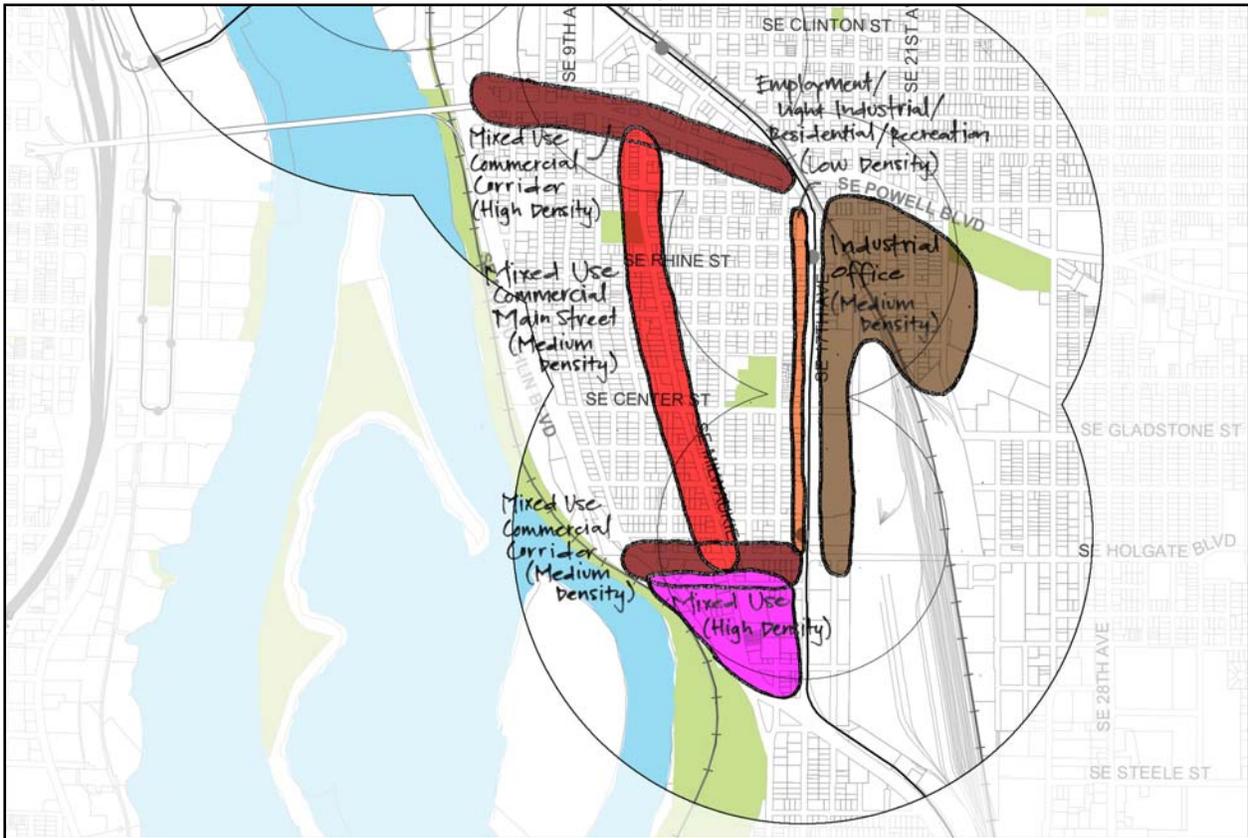
Industrial Office (Medium-Density)



Industrial (No Change)

Rhine - Holgate Station Areas

Concept #1: Mixed Use and Industrial Office Emphasis



Mixed-Use Commercial Main Street (Medium-Density)



Industrial Office (Medium-Density)

Concept #1: Mixed Use and Industrial Office Emphasis

This concept envisions subtle land use shifts that collectively support the Rhine and Holgate stations by allowing for medium density industrial office uses on properties located east of SE 17th Avenue, expanding commercial main street / mixed-use zoning allowances along Milwaukie between SE Center and Holgate Blvd, and promoting higher density commercial mixed-use development along Powell Boulevard. The concept also envisions the narrow line of properties on the west side of SE 17th (between the new LRT alignment and residential development) shifting from a primary focus of industrial employment to a mix of those uses as well as residential and recreational uses. Lastly, the concept envisions promoting high density mixed-use development in the area south of SE Holgate between SE 17th and McLoughlin Boulevard, part of which is designated as Prime Industrial Land.

This concept promotes changes that would support transit ridership and increase the density of employment and residential and commercial land uses along the main streets that frame the Brooklyn neighborhood while avoiding impacts to the residentially developed portions of the neighborhood. However, because this concept suggests higher density industrial employment on the lands east of SE 17th and conversion of a small area of Prime Industrial Land south of Holgate, there are issues regarding industrial lands supply, similar to what is noted in the OMSI-Clinton concepts sections.

Issues that would need to be considered with this concept include:

- Land Use Compatibility: What are the impacts associated with introducing nonindustrial land uses in this area and how might these impacts be mitigated? A primary concern in this area would be impacts to industrial uses around the Brooklyn Rail Yard, increased traffic congestion, impacts to freight mobility and parking.
- Supporting Infrastructure: Can the existing public infrastructure in the area (water, sewer, roads and highways, parks, etc.) support this level of growth? If not what new infrastructure is necessary, is there a cost benefit in providing this infrastructure and how will these improvements be funded?

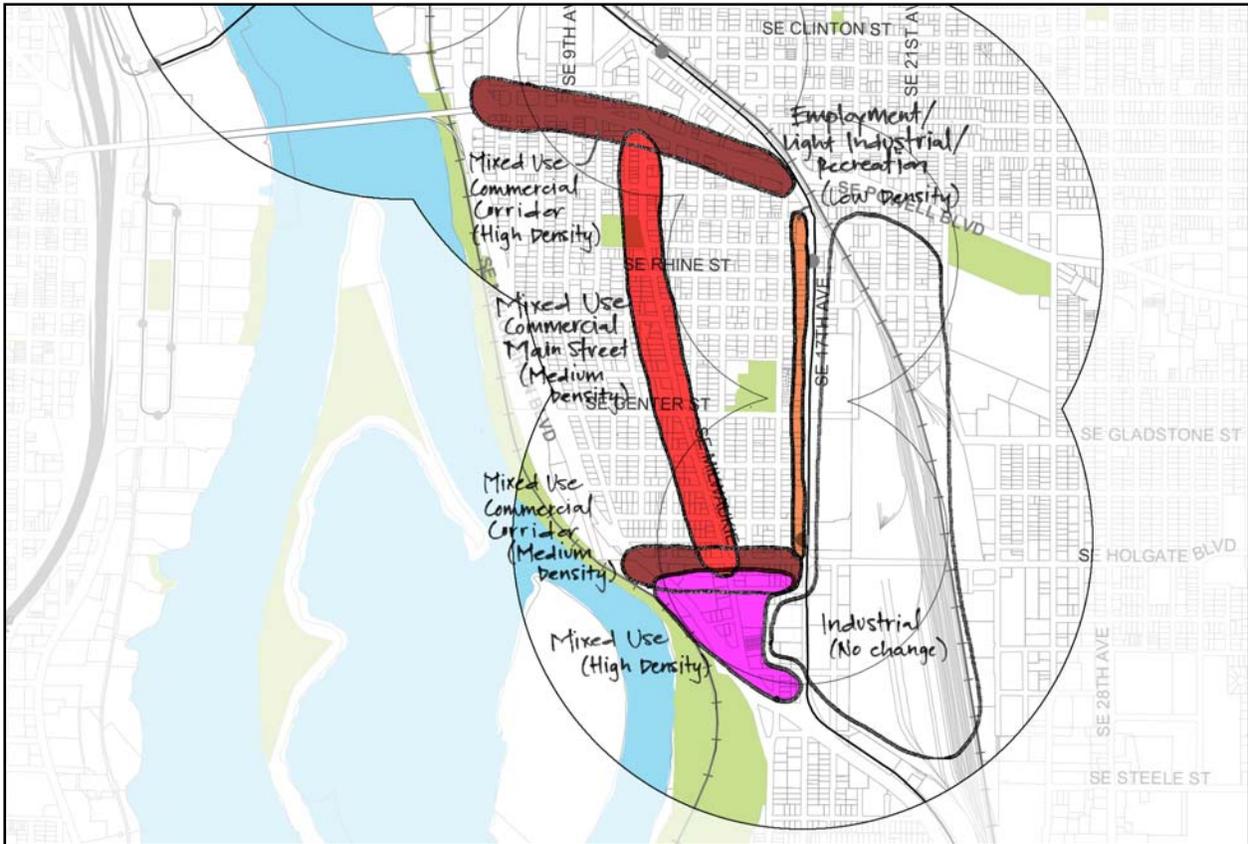


Prime Industrial Land south of Holgate (shown with hatching)



Mixed Use (High-Density)

Concept #2: Mixed Use and Industrial Emphasis



Mixed Use Commercial Corridor (Med-Density)



Employment/Light Industrial/Recreational/Residential (Low-Density)

Concept #2: Mixed Use and Industrial Emphasis

Much like the first concept for the Rhine / Station areas, this concept envisions subtle land use shifts that collectively support increased ridership as well as employment, residential, and commercial densities at the station areas. However, this alternative differs from the first as no land shifts are considered for the industrial zoned areas surrounding the Brooklyn Rail Yard, or the industrially zoned parcels west of SE 17th south of Holgate Blvd. Further, the narrow line of properties the west of SE 17th (between the new LRT alignment and residential development) would be used for a mix of employment, light industry and recreational uses, but not housing.

Consistent with the first concept, this one promotes changes that could support transit ridership and increase the density of employment, residential and commercial land uses along the main streets that frame the Brooklyn neighborhood, while avoiding impacts to the residentially developed portions of the neighborhood. However, unlike the first concept for these stations this one proposes no changes to the industrially zoned parcels in the area.

Issues that would need to be considered with this concept include:

- **Land Use Compatibility:** What are the impacts associated with introducing non-industrial land uses in this area and how might these impacts be mitigated? A primary concern in this area would be impacts to industrial uses around the Brooklyn Rail Yard, increased traffic congestion, impacts to freight mobility and parking.
- **Supporting Infrastructure:** Can the existing public infrastructure in the area (water, sewer, roads and highways, parks, etc.) support this level of growth? If not what new infrastructure is necessary, is there a cost benefit in providing this infrastructure and how will these improvements be funded?



Mixed-Use Commercial Main Street
(Medium-Density)



Industrial (No Change)

V. Next Steps

The preliminary concepts and ideas in this report help start the conversation about the four inner SE stations on the Portland-Milwaukie Light Rail line. The concepts will be further refined in subsequent processes: the SE Quadrant Plan project will refine concepts for the OMSI and Clinton stations, and the Brooklyn Station Areas project will refine concepts for the Rhine and Holgate stations.

Several outstanding issues remain for the station areas and will need to be further explored during these subsequent processes:

OMSI and Clinton Station Areas

- What type of destination is desired and/or feasible at the OMSI station? Main ideas include:
 - Eastside cultural and entertainment district
 - Center of innovation and employment building on the connection to the westside's "Innovation Quadrant"
- Should residential uses and services such as a hotel and retail be allowed around the OMSI and Clinton stations, and if so, to what extent?
- How can redevelopment of the OMSI station area further activate public use, enjoyment and appreciation of the Willamette River by capitalizing on existing educational and boating components, and how can riverfront redevelopment be a catalyst for improving fish and wildlife habitat?
- Should changes be made to industrially zoned lands, and if so, how can those changes be mitigated in the context of an industrial lands shortfall.
- What are the priorities for transportation and other infrastructure investments to support new development?

Rhine - Holgate Station Areas

- What is the appropriate scale of new development along key corridors (17th, Milwaukie, Powell)?
- What is the appropriate scale and mix of uses south of Holgate, between Milwaukie Ave and 17th St?
- Should changes be made to industrially zoned lands, and if so, how can those changes be mitigated in the context of an industrial lands shortfall?
- What are the priorities for transportation and other infrastructure investments to support new development?

Get Involved

You can get involved in the station area refinement process or tell us what you think in any of the following ways:

- Sign up to receive email news and event announcements about refinements for the OMSI-Clinton stations (SE Quadrant Plan project) and/or the Rhine -Holgate stations (Brooklyn Station Areas project)
- Visit the project websites:
 - SE Quadrant Plan - www.portlandoregon.gov/bps/cc2035/sequadrant
 - Brooklyn Station Areas - www.portlandoregon.gov/bps/brooklynstationareas
- Contact the project team with questions or to provide feedback (see inside cover for contact info)

