

Lower SE Rising Area Plan

Preferred Framework Report

October 2022



THE BUREAU OF
**PLANNING &
SUSTAINABILITY**

LANGUAGE ACCESS

The City of Portland is committed to providing meaningful access.

To request translation, interpretation, modifications, accommodations, or other auxiliary aids or services, contact 503-823-7700, Relay: 711.

Traducción e Interpretación | Biên Dịch và Thông Dịch | अनुवादन तथा व्याख्या | 口笔译服务 |
Устный и письменный перевод | Turjumaad iyo Fasiraad | Письмовий і усний переклад |
Traducere și interpretariat | Chiaku me Awewen Kapas |
翻訳または通訳 | ການແປພາສາ ຫຼື ການອະທິບາຍ | الترجمة التحريرية أو الشفهية

www.portland.gov/bps/accommodation

Table of Contents

Summary and Overview	4
Background	4
Project Goals	5
Community Development Overview	6
Public Involvement	8
Concept Development and Alternatives Analysis	10
Preliminary Community Development Scenarios	10
Public Feedback and Further Analysis of the Scenarios	22
Preferred Scenario: Modified Scenario #4 Centers + Corridors	25
Potential Transportation Improvements	27
Background	27
Potential Improvements	28
Public Feedback and Further Analysis of the Transportation Options	39
Priority Transportation Projects	40

Summary and Overview

Background

The Lower Southeast Rising Area Plan aims to address the historic lack of infrastructure investment and services in parts of Southeast and East Portland, including Brentwood-Darlington and portions of Mount Scott-Arleta, Woodstock, and Lents. Throughout this project, staff are seeking community input to guide healthy and equitable community development in this historically underserved area.

In spring through summer 2022, this project considered how different preliminary scenarios (or land use options) and community development opportunities support the City’s racial equity, climate justice, employment, and housing goals. It proposes land use changes in this area to complement proposed transportation solutions. The work is funded in part by a Transportation Growth Management (TGM) Planning Grant, a joint program of the Department of Land Conservation and Development (DLCD) and Oregon Department of Transportation (ODOT).

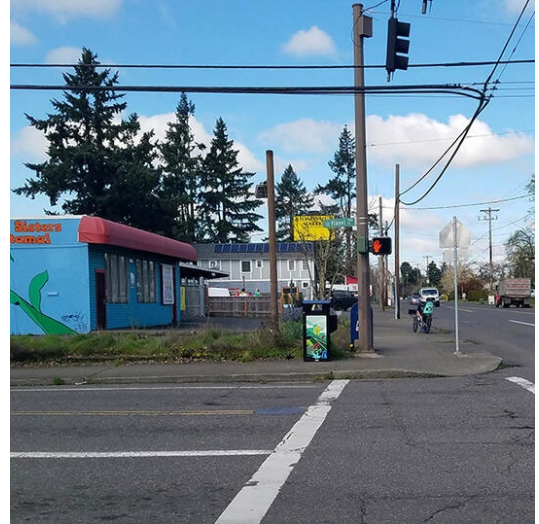


SE Ramona St.

Project Goals

Working with the community and local businesses, the project team seeks to:

- **Increase commercial opportunities and neighborhood-serving businesses.** Consider whose commercial needs are currently least served and the relative ability to have their needs met elsewhere.
- **Increase housing affordability and choices to help end houselessness and housing insecurity.** Increase affordable housing and housing types, the location of housing near services, first-time homeownership opportunities, and local support for houseless individuals.



SE 72nd Ave and SE Flavel St.

- **Expand active and green transportation access.** Ensure that everyone, especially renters, low-income people, and BIPOC communities, can access future jobs, education, and services; and design transportation systems and the built environment to reduce heat islands and improve air quality.
- **Improve public amenities in deficient areas accompanied by anti-displacement strategies.** Focus on stabilizing and growing BIPOC home, property, and business ownership and other wealth-building opportunities.
- **Welcome collaboration for policy, technical expertise, and funding.** Work together toward project recommendations that are equitable, community-focused, and achievable.

Community Development Overview

Community issues and needs

This report and the related [Online Open House](#) are shaped by previous planning efforts and City policies, an analysis of existing conditions, and public input. Members of the public shared their feedback via the kick-off survey in the summer of 2021 and an online mapping tool, called "[Pin It, Portland](#)," during the fall through winter of 2021-22. The Project Advisory Committee also helped increase understanding of the areas in need of improvement. This analysis and feedback identify the following areas of need:

Affordable housing in the project area is needed. Given that only 8 percent of the plan area has multi-dwelling zoning, together with infrastructure and market constraints, the likelihood of enough multifamily developments being built in the neighborhood under current zoning to meet the needs of those who cannot afford single-family houses is relatively low.

More local commercial, community-serving businesses and gathering spaces in the project's core focus area desired. Survey respondents mentioned going to neighboring Woodstock, Foster, Lents, or Clackamas County for grocery and retail shopping, banking, and eating out.

Parks and green spaces are valued, and more investment for these areas is needed. There are large parks throughout the neighborhood, but community members want improvements, such as shaded areas, picnic tables and playground equipment.

Public safety is a concern, particularly for those close to 52nd and 72nd Avenue. Public safety is highly important to the community. Comments noted: street safety and road conditions, lack of sidewalks and general walkability, crime and safety, houselessness and trash, noise and abandoned automobiles.

Low-density zoning designation poses a challenge to neighborhood infrastructure investment. The lack of a neighborhood center or designated corridor reduces prioritization of the area for infrastructure investments targeted to serve growth areas.



Site Manager at Learning Gardens Laboratory educating residents on local farming.

Equitable development

Who benefits and who is burdened by any future changes in policy or investments? Except for Scenario 1 (Basic Level of Service), each of the following scenarios assumes some degree of change in land use policy to allow different kinds of development.

Changes in policy that affect zoning and land use allowances can increase development potential by allowing additional development and providing more opportunities for housing, and can benefit the community by allowing for more commercial uses that expand local access to services and amenities. These can create benefits for property owners and businesses, such as higher values for development and land. Changes can also result in burdens, such as displacement of lower income individuals or can result in the loss of inexpensive commercial spaces for lease.

The Lower SE Rising project will evaluate the potential benefits and burdens of land policy, transportation improvements and transit investments to determine if benefits can be shared more broadly with community members. This could happen through creation of affordable housing and commercial spaces, preservation of existing low-cost housing, investment in transportation facilities, urban heat island remediation, or other approaches. As the public reviews these scenarios, please think about how benefits and burdens can best be addressed in the scenarios.

Learn more in the [Lower SE Rising Area Plan Racial Equity Summary](#).



Rose CDC led street painting at Woody Guthrie Apartments.

Public Involvement

A companion report, the *Public Involvement Summary for Spring-Summer 2022: Alternatives Analysis and Framework Plan Development* dated September 2022, captures public feedback in response to a Lower SE Rising Area Plan Online Open House held during May to July 2022. The open house and survey were designed to capture public preferences regarding the Preliminary Community Development Scenarios and Potential Transportation Options being studied. This was the first public and “virtual” open house of the project, but it served as the third online survey for the project. The first online kickoff survey collected feedback in summer 2021 and the “Pin It, Portland” interactive tool collected public feedback on a project area map in Fall 2021 to Winter 2022.

Online Open House and Related Engagement

An online open house to share information about the Community Development Scenarios and Potential Transportation Options was posted on the Bureau of Planning and Sustainability’s web page from May 2022 to July 2022. Below is the description and link to the online open house.

Lower SE Rising Online Open House

<https://www.portland.gov/bps/planning/lower-se-rising/lower-se-rising-open-house>

Four future Community Development Scenarios for the Lower SE Rising project area, including the SE 52nd and SE 72nd avenue focus areas, were presented for review and feedback. These scenarios illustrated different land use and development futures for this part of Southeast Portland, and relate to the area’s transportation network, such as the area’s major corridors. The scenario pages included maps, images, and descriptions to highlight the features of each scenario and show how they are different.

The online open house included translation of open house materials into Spanish, Russian, Chinese, and Vietnamese and provided translated subtitles in a video presentation and translation of the online survey. While a number of respondents identified that they spoke other languages at home other than English, primarily it was the survey’s Spanish version that residents accessed and completed due to the partnership with Latino Network described further in this section.

Project Advisory Committee

The Project Advisory Committee (PAC) met two times before the release of the online open house in February 2022 and April 2022 to support the development of the Community Development Scenarios and Potential Transportation Options. The Committee then met in June 2022 while the online open house and related survey were still receiving public feedback to review preliminary survey results. During the June PAC meeting, the Committee recommended that project staff undertake additional focused outreach to community groups not well represented in the survey demographics. Staff left the survey open through mid-July and partnered with ROSE Community Development to conduct outreach

at the Country Squire housing community on SE 72nd Avenue. The Committee met again in August 2022 to review the final survey results. The Committee acted as a “sounding board” for the project area, provided guidance to the project team and served as a conduit for information between community and neighborhood organizations and the team.

Neighborhood Walks, Bike Rides and Tabling

In addition, neighborhood walks on the SE 52nd and SE 72nd avenue Community Development Scenarios and their corresponding Potential Transportation Options were held on June 2, 2022 (SE 52nd Avenue) and June 14, 2022 (SE 72nd Avenue). The neighborhood walks were hosted by project staff to share detailed information about the scenarios and transportation options and to provide an opportunity for community members to ask questions of staff about the work and ideas. Approximately 20-25 community members attended the SE 52nd Avenue Neighborhood Walk and 25-30 attended the SE 72nd Avenue Neighborhood Walk.

Bike rides were co-hosted with BikeLoud, the PBOT-staffed Bicycle Advisory Committee, and through Pedalpalooza. Tabling in the community occurred at the Mt. Scott Community Center, the Lents International Farmers Market, and ROSE CDC’s Country Square housing community.

Partnership with Latino Network

As part of the funding for the project, a portion of City funds were made available for community-based organizations (CBOs) in order to provide/conduct outreach to underserved communities. Latino Network was identified as an important partner due to their Latinx community-based work within Portland Public Schools and specifically engagement of the Latinx parent and families within the Franklin High School cluster of schools that serve the project area.

Latino Network conducted additional public outreach to Spanish-speaking Latinx families they generally serve within Colegio de Padres program. Colegio de Padres is for parents of middle and high school students, hosts workshops that help parents, many of whom are immigrants, understand the educational system in the US and the challenges facing their children. Latino Network conducted outreach to understand the aspirations, concerns, and priorities of the Latinx parents and families. This feedback was intended to help shape the proposals and the type of public benefits that might be sought to foster both equitable development and to address deficiencies in an area long lacking in public amenities.

- **Scenario 3: Corridors**
- **Scenario 4: Centers and Corridors**

All four scenarios propose improved pedestrian and bicycle connections as well as the preservation of larger low-cost apartment complexes in area. The scenarios also identify improved pedestrian and bicycle connections, as well as preservation of larger low-cost apartment complexes in the area. The unique features of each community development scenario are highlighted to show how they are different.

Evaluation matrix

The matrix helped to explain the differences between the scenarios. The matrix was used along with public input, transportation needs, and policy direction to determine the preferred scenario.

Considerations and Evaluation Criteria	Scenario 1: Basic Level of Service	Scenario 2: Enhanced Intersections	Scenario 3: Corridors	Scenario 4: Centers and Corridors
Access to services Commercial services, home-based business opportunities, amenities, and other key spaces are within walking/biking/etc. distance and/or with transit access.	No land use changes. Limited commercial activities within walking distance, and continued travel to adjacent Woodstock, Foster, Lents, and Clackamas to access commercial activities	+ Modest new commercial opportunities at small-scale development at key intersections	++ Expanded commercial opportunities at medium-scale development within walking distance along the proposed neighborhood corridors	+++ Further expanded commercial opportunities at medium-scale development in the expanded neighborhood centers, proposed neighborhood corridors, and the proposed 72 nd and Flavel neighborhood center
Affordable housing opportunities New buildings with more than 19 units must make 10–20% of them affordable to low-income households. Additional affordable housing could come from nonprofit developers with public funding.	No land use changes. Affordable housing is limited to existing multi-dwelling and commercial mixed use zoning	+ Modest new opportunities for affordable housing development at key intersections	++ Expanded affordable housing opportunities along proposed neighborhood corridors of SE 52 nd and SE 72 nd	+++ Further expanded affordable housing opportunities in the expanded neighborhood centers, proposed neighborhood corridors, and the proposed new 72 nd and Flavel neighborhood center
Existing low-cost apartments discouraged from redevelopment Zoning regulations incorporate anti-displacement and equitable community development work.	No land use changes	+ Future phase to include number of potential low-cost apartment properties identified for preservation	+ Future phase to include number of potential low-cost apartment properties identified for preservation	+ Future phase to include number of potential low-cost apartment properties identified for preservation
Estimated number of new households and range of housing types Actual development depends on demand and new infrastructure.	Approximately 2,350 new households created by 2035 (only a 15% increase, compared with Portland's projected 25% household increase)	+ Future phase to include acreage of land with added development capacity	++ Future phase to include acreage of land with added development capacity	+++ Future phase to include acreage of land with added development capacity
Proximity to high-frequency transit Placement of additional commercial and housing opportunities next to high frequency transit lines (e.g., TriMet #14-Hawthorne on Foster Road, #72-Killingsworth/82nd).	+ Modest commercial and housing opportunities within walking distance to existing high-frequency transit	+ Modest commercial and housing opportunities within walking distance to existing high-frequency transit	++ /adjacent Expanded commercial and housing opportunities within walking distance to existing high-frequency transit	+++ /adjacent Further expanded commercial and housing opportunities within walking distance to existing high-frequency transit
Displacement risk and potential need for mitigation Displacement risk is the involuntary relocation of current residents or businesses and can occur through physical, economic, and cultural factors despite public action/inaction and potentially increased by public intervention. Assessment may necessitate economic analysis to determine if different zones are associated with differing levels of residential displacement.	+/- Project area has 66% owners in 2019 vs. only 53% in all of Portland, likely due to the lack of diverse housing options	+/- Topic will be the subject of further analysis	+/- Topic will be the subject of further analysis	+/- Topic will be the subject of further analysis
Urban heat island mitigation Opportunities to mitigate excessive heat impact will depend on existing conditions and new development/infrastructure, including increased planting or preservation of trees, alternative roof and paving treatments, and site design practices.	+/- Flavel Street was the hottest during the June 2021 heat wave with Lents having the most heat-related deaths	+/- Topic will be the subject of further analysis	+/- Topic will be the subject of further analysis	+/- Topic will be the subject of further analysis

Key: +/- Pros/Cons Potential, + Modest Change Potential, ++ Expanded Change Potential, +++ Further Expanded Change Potential. For more detail, please see the [Evaluation Matrix \(PDF\) file](#).

Scenario 1: Basic Level of Service

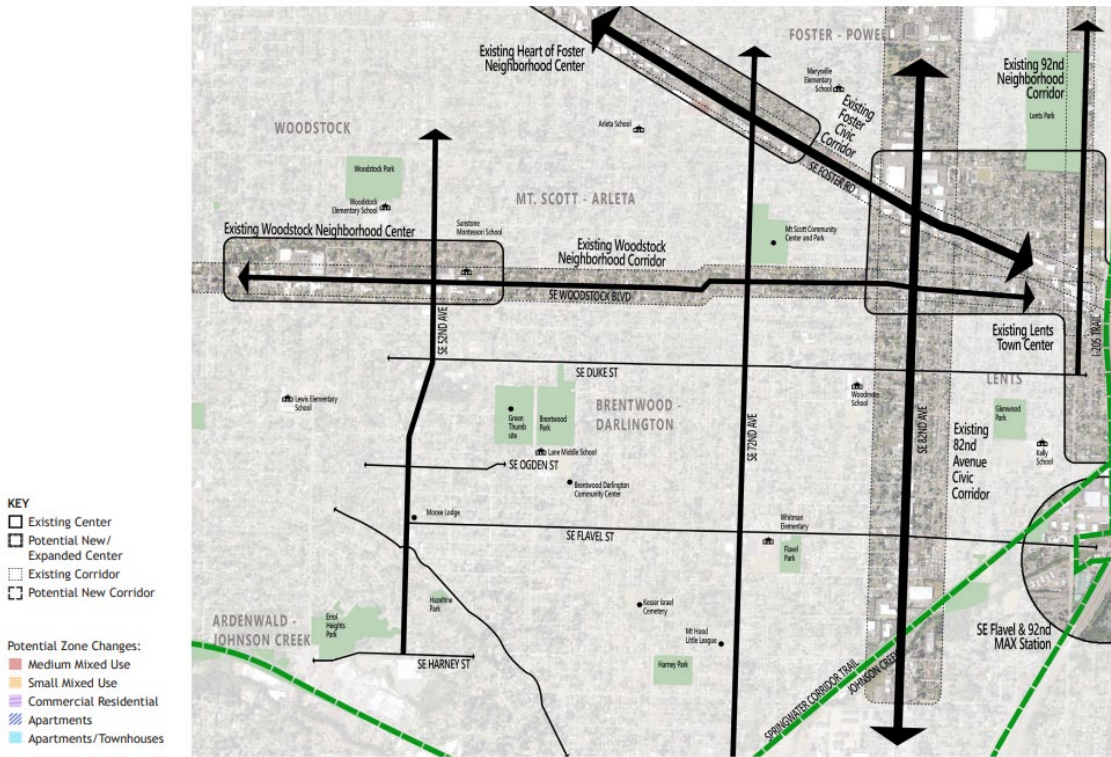
Scenario 1 maintains and builds upon the area's existing land use patterns and identifies opportunities to improve transportation and transit access to existing centers (e.g., Woodstock, Heart of Foster, Lents) and existing corridors (e.g., Woodstock, Foster, 82nd Avenue).

Scenario 1 highlights:






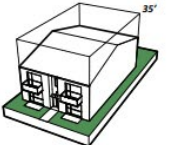
























1. **No land use changes.**
2. **Residential growth in new multi-dwelling buildings** within existing multi-dwelling zoning:
 - a. North of SE Duke, along both sides of SE 52nd Avenue; and
 - b. South of Woodstock, along the eastern side of SE 72nd Avenue.
3. **Limited local services and amenities will build upon existing commercial sites.** Growth for small businesses will primarily be in Woodstock, Foster, Lents, and along 82nd Avenue.

Scenario 1: Basic Level of Service

- No land use changes
- Some transportation improvements



This table illustrates the various land uses proposed in this scenario. Please note that these are examples of the types of future development that could occur within each zone.

 Apartments / Townhouses	 Apartments	 Commercial Residential	 Small Mixed Use	 Medium Mixed Use
				
				
				
				
				

Scenario 2: Enhanced Commercial Intersections

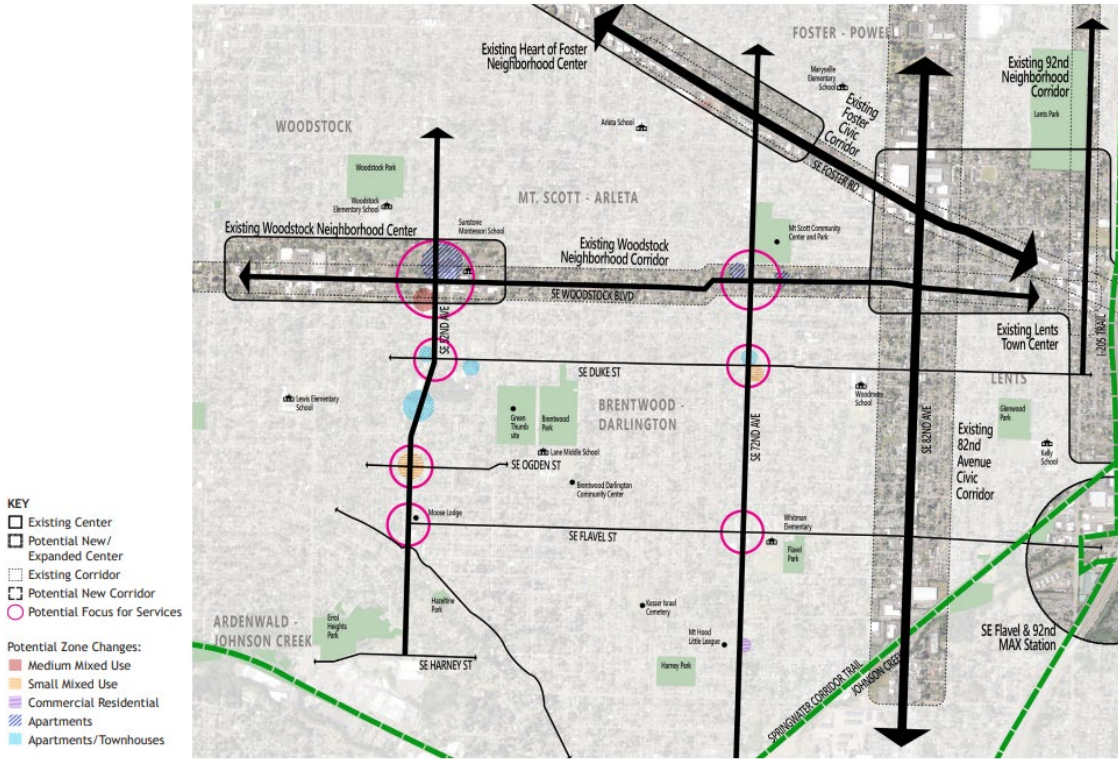
Scenario 2 focuses on opportunities to improve transportation and transit access to existing centers and corridors and maintains and builds upon the area's existing land use patterns.

Scenario 2 highlights:

1. **Focused land use changes at key intersections along SE 52nd and SE 72nd Avenues:** small expansions of commercial zoning at key intersections to strengthen existing commercial nodes.
2. **Map clean-up issues:** split-zoned sites, nonconforming commercial uses and densities, and areas where the Zoning Map differs from the Comprehensive Plan Map.

Scenario 2: Enhanced Commercial Intersections

- What's the same as Scenario 1? Includes some transportation improvements
- What is different? Zoning map changes at key intersections



This table illustrates the various land uses proposed in this scenario. Please note that these are examples of the types of future development that could occur within each zone.

Apartments / Townhouses	Apartments	Commercial Residential	Small Mixed Use	Medium Mixed Use

Scenario 3: Corridors

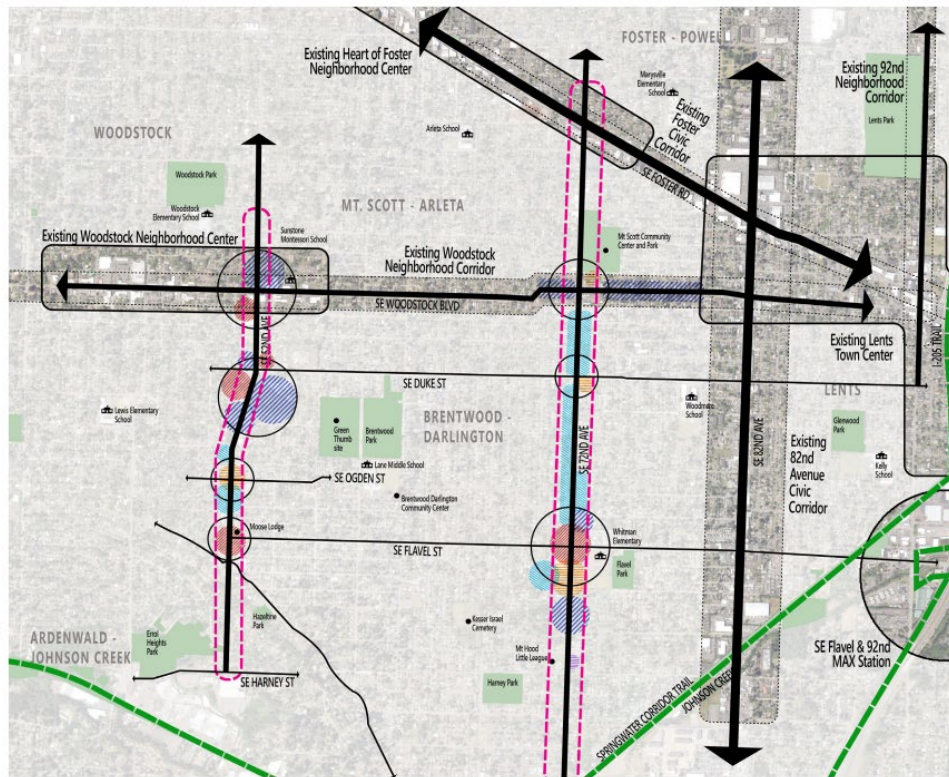
Scenario 3 focuses on opportunities to broaden the range of housing types along corridors, as well as provide support for expansion of home-based businesses along SE 52nd Avenue and SE 72nd Avenue.

Scenario 3 highlights:

1. **Proposed new Neighborhood Corridor designation for SE 52nd Avenue.** Prioritizes SE 52nd Avenue, south of Woodstock, as a primary main street that connects neighborhoods with each other and to other parts of the city. This designation provides allowances for small-scale businesses along the corridor and provides housing opportunities close to local services, amenities, and transit lines.
2. **Proposed new Neighborhood Corridor designation for SE 72nd Avenue.** Prioritizes SE 72nd Avenue, south of Foster, as a primary main street that connects neighborhoods with each other and to other parts of the city. This designation provides allowances for small-scale businesses along the corridor and provides housing opportunities close to local services, amenities, and transit lines.
3. **These changes:**
 - a. Create space and support for a diversity of home-based business activities and jobs.
 - b. Allow for residential growth in new multi-dwelling buildings along SE 52nd and both sides of SE 72nd Avenue, south of Woodstock.
 - c. Support future public and private investment along SE 52nd and 72nd Avenues.

Scenario 3: Corridors

- What is the same as Scenarios 1 & 2? Zoning map changes with transportation improvements
- What's different? Proposed new Neighborhood Corridor designations (52nd and 72nd)



This table illustrates the various land uses proposed in this scenario. Please note that these are examples of the types of future development that could occur within each zone.

Apartments / Townhouses	Apartments	Commercial Residential	Small Mixed Use	Medium Mixed Use

Scenario 4: Centers and Corridors

Scenario 4 envisions a transformation of the SE 72nd Avenue portion of the project area into a complete community with multi-dwelling housing, commercial, and mixed uses.

Scenario 4 highlights:

SE 52nd Avenue

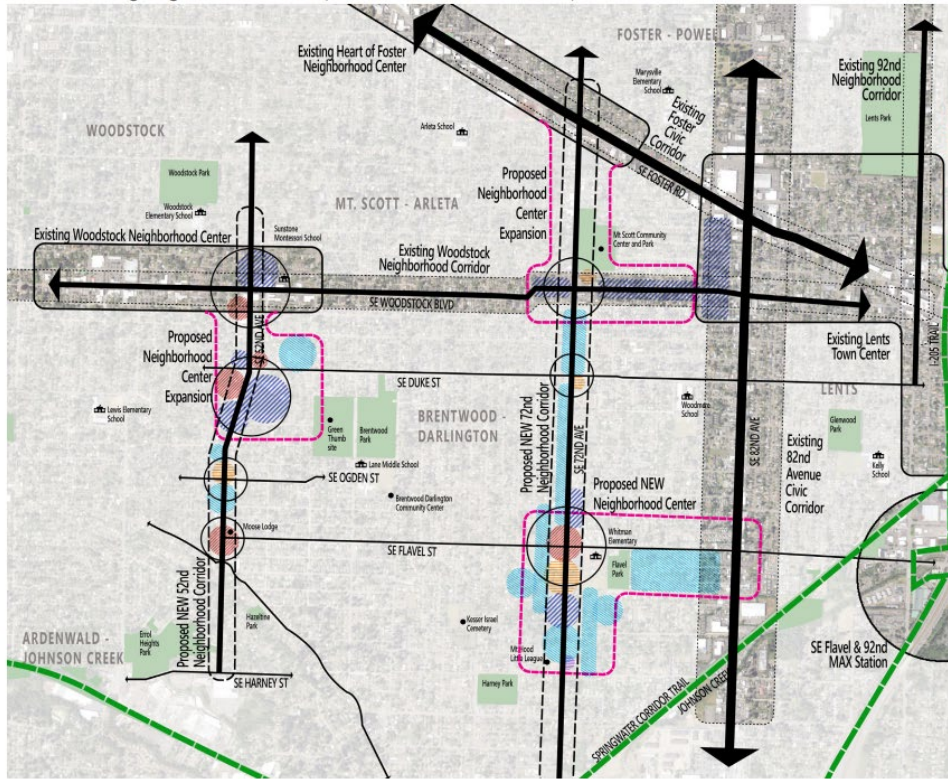
1. **Proposed expansion of existing Woodstock Neighborhood Center to include SE 52nd Avenue to the intersection at SE Duke Street.** Expands a vibrant mixed-use district supported by a faith-based institutions, mixed housing, and neighborhood retail.
2. **Proposed new Neighborhood Corridor designation for SE 52nd Avenue.** Prioritizes SE 52nd Avenue, south of Woodstock, as a primary main street that connects neighborhoods with each other and to other parts of the city. This designation provides allowances for small-scale businesses along the corridor and provides housing opportunities close to local services, amenities, and transit lines.
 - a. Create space and support for a diversity of small-scale business activities and jobs, including opportunities for expanded home-based businesses.
 - b. Allow for residential growth in new multi-dwelling buildings along SE 52nd Avenue, south of Woodstock.
 - c. Support future public and private investment along SE 52nd Avenue.

SE 72nd Avenue

3. **Proposed expansion of existing Heart of Foster Neighborhood Center to include SE 72nd Avenue to the intersection of SE Woodstock Boulevard.** Expands a vibrant mixed-use district supported by a community center, a public park, mixed housing, and neighborhood retail.
4. **Envisions a new 72nd Avenue and Flavel Neighborhood Center as a mixed-use hub for the community.** Creates a vibrant mixed use district supported by a school, public park, mixed housing, and neighborhood retail.
5. **Proposed new Neighborhood Corridor designation for SE 72nd Avenue.** Prioritizes SE 72nd, south of Foster, as a primary main street that connect neighborhoods with each other and to other parts of the city. This designation provides allowances for small-scale businesses along the corridor and provides housing opportunities close to local services, amenities, and transit lines.
 - a. Create space and support for a diversity of home-based business activities and jobs.
 - b. Allow for residential growth in new multi-dwelling buildings along both sides of SE 72nd Avenue, south of Woodstock.
 - c. Support future public and private investment along SE 72nd Avenue.

Scenario 4: Centers and Corridors

- What is the same as Scenarios 1, 2 & 3? Zoning map changes with transportation improvements; and
 - Proposed new Neighborhood Corridor designations (52nd and 72nd)
- What's different? Proposed new Neighborhood Center (72nd & Flavel); and
 - Proposed expansion of existing Neighborhood Centers (Woodstock and Heart of Foster)



This table illustrates the various land uses proposed in this scenario. Please note that these are examples of the types of future development that could occur within each zone.

Apartments / Townhouses	Apartments	Commercial Residential	Small Mixed Use	Medium Mixed Use



This rendering illustrates a possible future vision for the intersection of SE Flavel Street and SE 72nd Avenue with the maximum development potential of commercial mixed use zoning with several bike infrastructure upgrades.

Public Feedback and Further Analysis of the Scenarios

The scenarios were shared with the public in an [Online Open House](#), and related Neighborhood Walks and bike rides, in Summer 2022. The scenarios were also discussed with the Project Advisory Committee in Spring and Summer 2022. Below are some key takeaway findings from responses to the Online Open House surveys and information sessions. Overall, a variety of opinions were expressed about the merits of alternate land use scenarios in the Lower SE Rising project area. In response to survey questions, strong preference was expressed for Scenario #4 Centers and Corridors. What we heard (see the [Public Involvement Summary](#) for more complete information):

- A total of 526 surveys were completed.
- A majority of respondents (271) preferred Scenario # 4, Centers and Corridors.
- A large number of respondents (199) felt that Scenario #1, Basic Level of Service would negatively impact or burden the neighborhood.
- There was support for investments on both SE 52nd and SE 72nd avenues.

Scenario 1: Basic Level of Service

- Respondents were concerned that the basic level of service scenario would negatively impact or burden the neighborhood.
- Overall, respondents felt that neighbors today must travel too far for the commercial amenities and basic services that other residents of Portland take for granted.
- The small number (38 respondents) that supported this approach expressed a desire for gradual change, preservation of existing single-dwelling housing stock, and a focus on home ownership.
- The respondents that were in favor of this approach cited, from their perspective, negative visual, street level impacts of zoning changes.
- Concern about redevelopment, affordable housing, and new multi-dwelling and /or commercial mixed-use buildings.
- Strong concerns about increased traffic and development without parking.

Scenario 2: Enhanced Commercial Intersections

- Slightly more respondents (73 compared to 38) supported the enhanced commercial intersections over the basic level of service scenario above.
- People in favor of this scenario believe that maintaining the quiet, blue-collar neighborhood while investing in safer streets, sidewalks, and trees, and slowing down traffic, is compatible with a focus on enhancing commercial uses at intersections.
- Those in favor of both the basic level of service and enhanced commercial intersections felt any redevelopment was at the expense of old growth shade trees.
- Strong support for more access to commercial services and businesses.

Scenario 3: Corridors

- Slightly more respondents (112, compared to 73 and 38 for the other scenarios) supported the corridors over the enhanced commercial intersections and the basic level of service scenarios above.
- Those expressing preferences for the corridors scenario described the importance of building a mix of residential and local commercial services, suggesting Scenario 3 as a means for moderate growth in gradual steps.
- Those that preferred the corridors scenario over the centers and corridors scenario generally indicated that the idea of developing complete neighborhood centers in the project area is appealing, but the level of investment required is daunting. Given existing conditions, the corridors plan seems more plausible with minor changes to transit routes, street layouts, and environmental services.
- Strong support for addressing the current lack of businesses, amenities bus lines, so that people will not have to drive to other parts of town for errands, shopping and entertainment.

Scenario 4: Centers + Corridors

- Significantly more respondents (271, compared to 112, 73 and 38 for the other scenarios) supported the centers and corridors scenario over the corridors, enhanced commercial intersections, and the basic level of service scenarios above.
- Respondents were more likely to agree with the centers and corridors scenario (271) than disagree, with stronger agreement amongst respondents than the other scenarios (223 total for the other three scenarios combined).
- Those that preferred the centers and corridors scenario believe this relatively “close-in” area of the city could contribute a lot if it were developed into a more complete community with access to services of various kinds and more housing opportunities.
- Strong support, with the caveats that transit and bike infrastructure would need to be expanded to encourage less driving, and actions are needed to preserve and increase affordable housing/housing types, including units for families and seniors on fixed incomes in the new corridors and centers.
- Stronger preference for “growing” SE 72nd, which respondents believe is the heart of Brentwood-Darlington and should be the focus of Lower SE Rising. This street would be accessible by most residents through walking and biking and central to the neighborhood, so should be the focus area.

Scenario Analysis and Alternate Scenario Development

The four alternate community development scenarios were analyzed for their relative impact on access to services, affordable housing, range of housing types, and proximity to existing high-frequency transit. These factors are important in determining the tradeoffs associated with the alternative scenarios and

the potential public benefits that may be achieved by land use changes, particularly changes that would be responsive to realignments and increased service in transit. Overall highlights of feedback from the public and the Project Advisory Committee are summarized below.

From the Public – online open house survey and related outreach

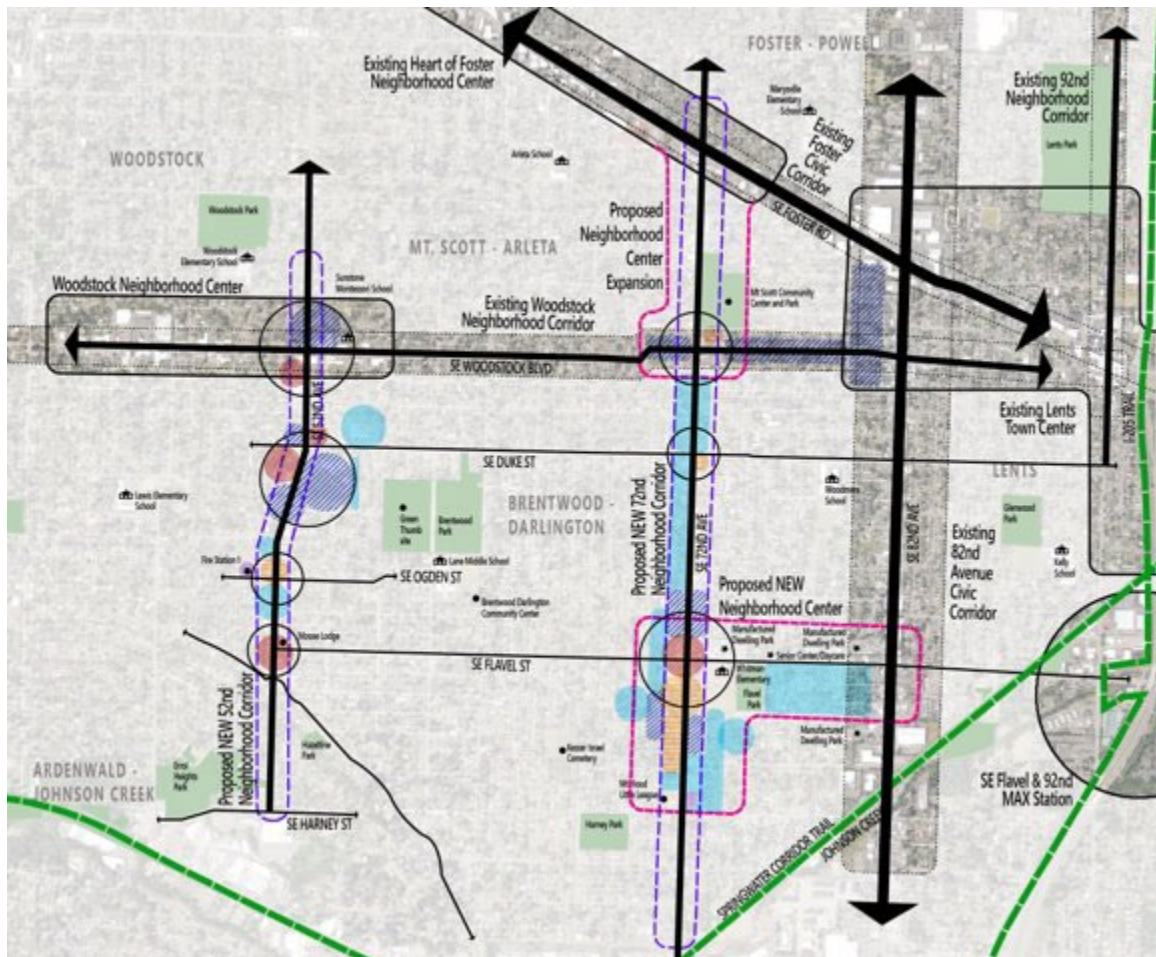
- Uncertainties about gradual redevelopment or land use change timed with transportation improvements.
- More support for transportation improvements with enhanced commercial intersections.
- Stronger support for proposed corridors served by transportation improvements.
- Strongest support for expanded and proposed centers, together with proposed corridors served by transportation improvements.

From Project Advisory Committee – meeting discussions

- Preference for more commercial mixed use opportunities, and/or outreach and education explaining that the proposed multi-dwelling zoning will also allow for ground-floor commercial uses if paired with a neighborhood corridor designation.
- Question about bureau coordination on the SE 45th Avenue and SE Harney Street intersection, specifically regarding Errol Heights Park (Portland Parks & Recreation), Errol Heights Street Improvement (Portland Bureau of Transportation), and the Franz Bakery site (Bureau of Environmental Services) projects.
- Question on the need/trade-offs for expanding the existing Woodstock Neighborhood Center.
- More information is needed about trade-offs and equity implications of preserving existing housing vs. additional housing opportunity.
- Provide information about zoning and programmatic incentives for redevelopment.
- The 92nd & Flavel MAX Station and the 82nd and Flavel intersection should be further explored.
- The balance of zoning for commercial mixed use and multi-dwelling housing along both SE 52nd and 72nd avenues should have additional analysis and public input.

In Fall and Winter 2022-2023, the project team will analyze the preferred scenario using an economic impact analysis, which includes using residual land value as a determining factor of potential development feasibility and land use change. The economic impact analysis will use a predictive pro forma model that looks at the real market value of parcels against a series of housing prototype to determine the relative likelihood that a parcel will develop and the approximate residential capacity. For example, when the adjusted real market value (RMV) of a parcel is less than the residual land value (RLV) of a development type, redevelopment is considered feasible on that parcel. A high-level narrative of market conditions, trends, and the likely phasing of new development will accompany the pro forma analysis. This analysis will be shared with the Project Advisory Committee and then the public.

Preferred Scenario: Modified Scenario #4 Centers + Corridors



Further discussion of the public feedback and analysis of the scenarios with the project team, technical bureau staff, and the Project Advisory Committee led to a series of modifications to Scenario #4 Centers + Corridors to create the Preferred Scenario. The Preferred Scenario involves the following modifications:

SE 52nd Avenue

- Remove the Woodstock Neighborhood Center expansion on SE 52nd Avenue south of SE Woodstock Blvd

SE 72nd Avenue

- Shorten the Proposed Heart of Foster Neighborhood Center expansion east on SE Woodstock Blvd
- Widen multi-dwelling land uses on the west side of SE 72nd Avenue south of SE Woodstock Blvd
- Expand commercial/mixed-use land uses on SE 72nd Avenue south of SE Flavel St

The Preferred Scenario, with a focus on the proposed 72nd & Flavel Neighborhood Center, would provide about nine acres of commercial/mixed-use zoning along 72nd Avenue near Flavel. Expanding opportunities for commercial/mixed-use development in this location could involve allowing greater scale on existing commercial-zoned properties, as well as changing the zoning of some multi-dwelling properties along 72nd to small-scale commercial/mixed-use zoning. An additional 15 acres of employment land use designations (EG1 employment zoning) already exists along SE 82nd Avenue at Flavel Street. Considering both the existing and proposed commercial/mixed use and employment designations along 72nd and 82nd avenues, roughly 24 acres of land providing access to jobs, services and local amenities would support the proposed 72nd & Flavel Neighborhood Center in the Preferred Scenario.

At the Project Advisory Committee meeting on August 29, 2022, Committee members were presented the question of what to name the proposed 72nd & Flavel Neighborhood Center. The Committee's early suggestions include the Brentwood-Darlington Neighborhood Center or the Errol Heights Neighborhood Center. Related public feedback at the 72nd Avenue Neighborhood Walk in June 2022 included participants identifying the need for signage at the SE 72nd Avenue and SE Flavel Street intersection welcoming people into the Brentwood-Darlington neighborhood.

Potential Transportation Improvements

Background

Most of the street grid in the Lower SE Rising plan area was established during the late 1800s/early 1900s as urban streetcar lines extended farther east. But by the mid-20th century, the primary form of transportation shifted to the motor vehicle and development became more auto oriented. Consequently, many streets in the Brentwood-Darlington neighborhood were constructed without sidewalks or bike facilities. However, the compact street grid provides opportunities to move throughout the area without a vehicle.

Community issues and needs

During the fall of 2021, the project team asked community members to help identify neighborhood issues and needs. This feedback, along with analysis of conditions and a review of past plans, was used to develop a comprehensive list of issues and needs. For more complete information, please review the [Existing Conditions Atlas](#).

In general, the project team heard about the need to improve street conditions for walking and biking as well as to calm/slow motor vehicles. To address these issues and needs, project staff developed some potential projects to improve conditions and safety for pedestrians, as well as people biking, taking public transportation and/or getting around in other ways. The proposed improvements may not address every transportation issue in the project area, but they respond to the most critical needs of the neighborhood and – in addition to community feedback – are informed by prior plans and a needs analysis.

Potential Improvements

The following potential transportation improvements highlight these existing issues and needs, as well as the priorities for potential projects. They are organized into three groups:

1. **Potential Corridor and Local Street Improvements**
2. **Potential Bike Network Improvements**
3. **Potential Bus Network Redesign**

The project team shared the list of potential improvements with the public to confirm that this captures the area’s most pressing issues and needs before project staff begin the process of developing projects and prioritizing investments.

1. Potential Corridor and Local Street Improvements



The image above displays the intersection of two major streets – SE 72nd Avenue and SE Flavel Street.

Major corridors

In the Lower SE project area, several busier streets—such as 52nd Avenue, 72nd Avenue, and Woodstock Boulevard—need transportation improvements. On many of these streets, there are large gaps between crossings for pedestrians, lighting deficiencies, substandard bicycle facilities, and a road design that encourages excessive speeds, while some even lack sidewalks in some locations.

The project team heard several concerns about the large gaps between crossing locations and a desire for slower motor vehicle speeds on “major streets” in the project area. Major corridors typically carry higher volumes of motor vehicles and are usually identified as “Neighborhood Collectors” in the City’s Transportation System Plan (TSP). However, some are classified as local streets but currently function as a collector (like SE Harold Street). The map below shows where sidewalk gaps exist within the project area.



Lower SE sidewalk gaps. For more detail, please see the [Lower SE existing sidewalk gaps \(PDF\)](#).

A few of these busier streets were recently improved or have funding for pedestrian improvements. Improvements to Foster Road were recently completed, and 82nd Avenue, Duke Street (52nd to 82nd) and Flavel Street (52nd to 82nd) are all funded for pedestrian improvements. However, several streets within the project area are still in need sidewalk infill, lighting, and/or pedestrian crossings. While bike

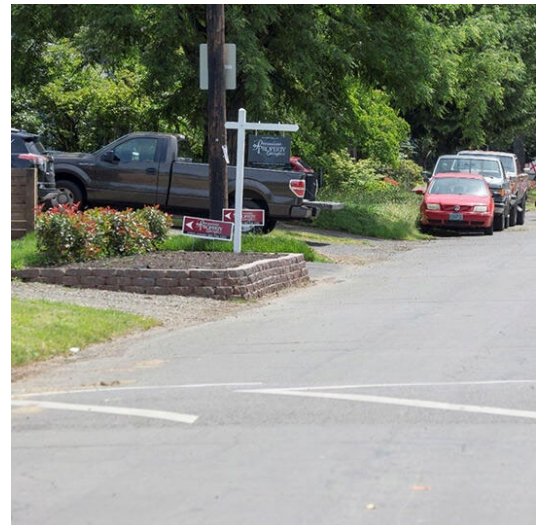
lane improvements were recently implemented on SE Foster Rd and SE 45th/46th Avenue, there are no funded bike lane improvements in the project area at this time.

Local/neighborhood streets

On local/neighborhood streets, the project team heard many concerns about cut-through traffic and speeds and requests to calm traffic. The map and table below identify specific streets in need of traffic calming or other improvements to make it safer for neighborhood travel.

In some areas, such as around Brentwood City Park, multiple streets had requests for traffic calming. In these situations, staff proposed traffic calming “areas,” where speeds and traffic could be addressed holistically within a multi-street area. Many of these local streets in Brentwood-Darlington also lack curbs and sidewalks. However, sidewalk construction can be complex and very expensive. In some situations, alternative street designs are possible, as noted in the [Tryon-Stephens Headwaters Neighborhood Street Plan](#) and underway with the current [Errol Heights Street Improvement Project](#).

There are also many unpaved streets in the area, especially in the Woodstock neighborhood, but also in the Brentwood-Darlington and Lents neighborhoods. Some of these make circulation and local access difficult, especially in locations with few parallel alternatives. While the City’s recent [Gravel Street Service](#) has significantly improved the condition of these streets, this service occurs on a three-year cycle. As a result, potholes, ruts, and uneven grading are still a common occurrence.



A local street in Brentwood-Darlington without sidewalk.



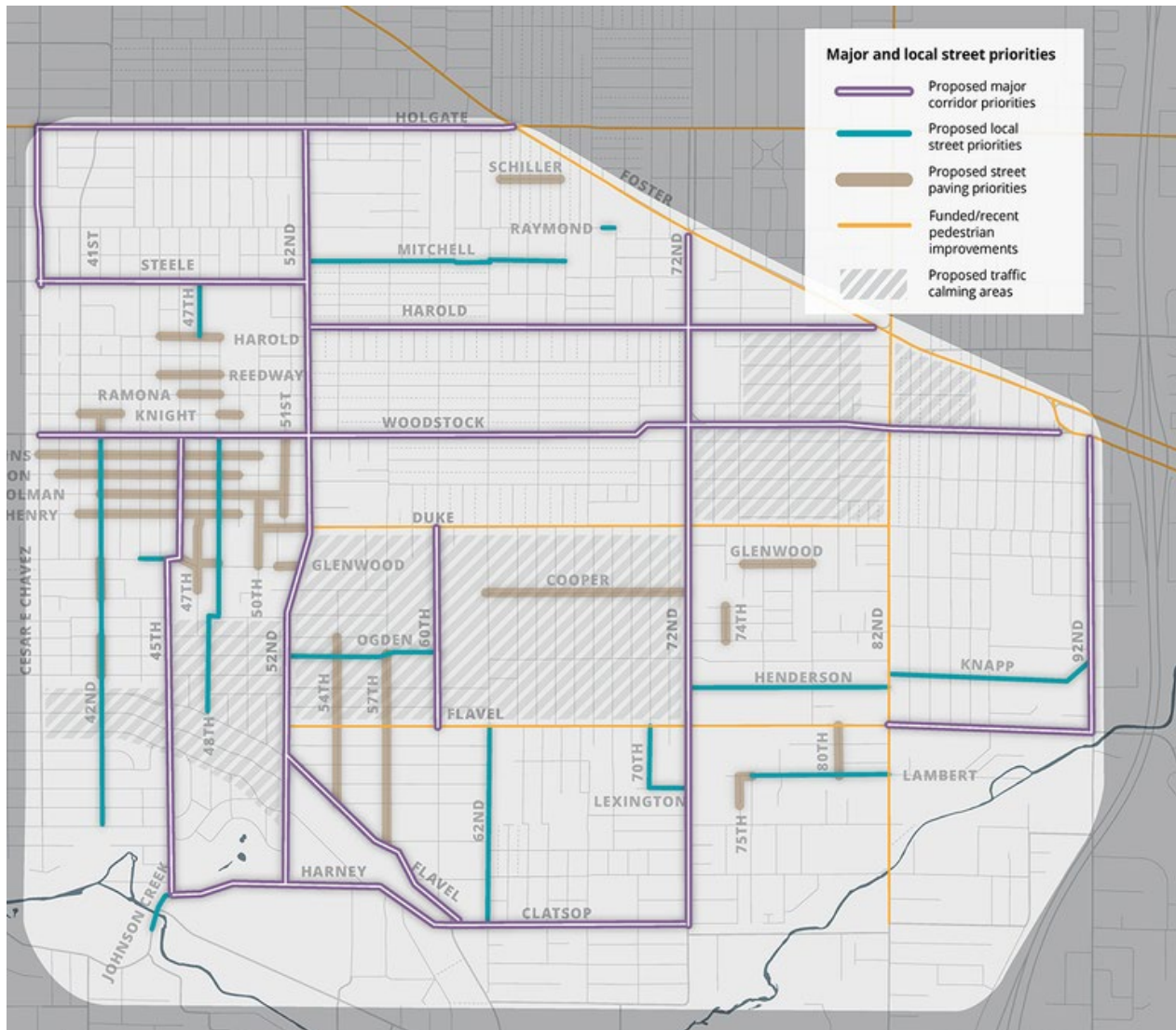
Gravel Street in the Woodstock neighborhood.

Proposed corridor improvements

To prioritize transportation needs in the project area, the project team identified the major streets shown below as initial priorities. On the major corridors, the focus would be (based on need and context): improving pedestrian crossing gaps, filling sidewalk gaps, improving lighting, and making intersections safer. Additionally, where appropriate, transit stops could be improved, and bicycle facilities enhanced (see the discussion of bicycle and transit needs below).

On local/neighborhood streets, the proposed priority streets would most benefit from traffic calming, and also include streets most in need of paving to improve circulation. In other locations, traffic calming or an alternative street design could be considered to improve pedestrian safety and comfort.

For possible paving, the project team proposed streets that address major circulation issues in the neighborhood or provide other benefits to the community. See the map below.



Lower SE major and local street priorities. For more detail, please see the [Lower SE major and local street needs \(PDF\) file](#).

A list of these streets and potential improvements can be found in the following linked table: [Lower SE Rising Transportation Potential Projects \(PDF\)](#).

2. Potential Bike Network Improvements



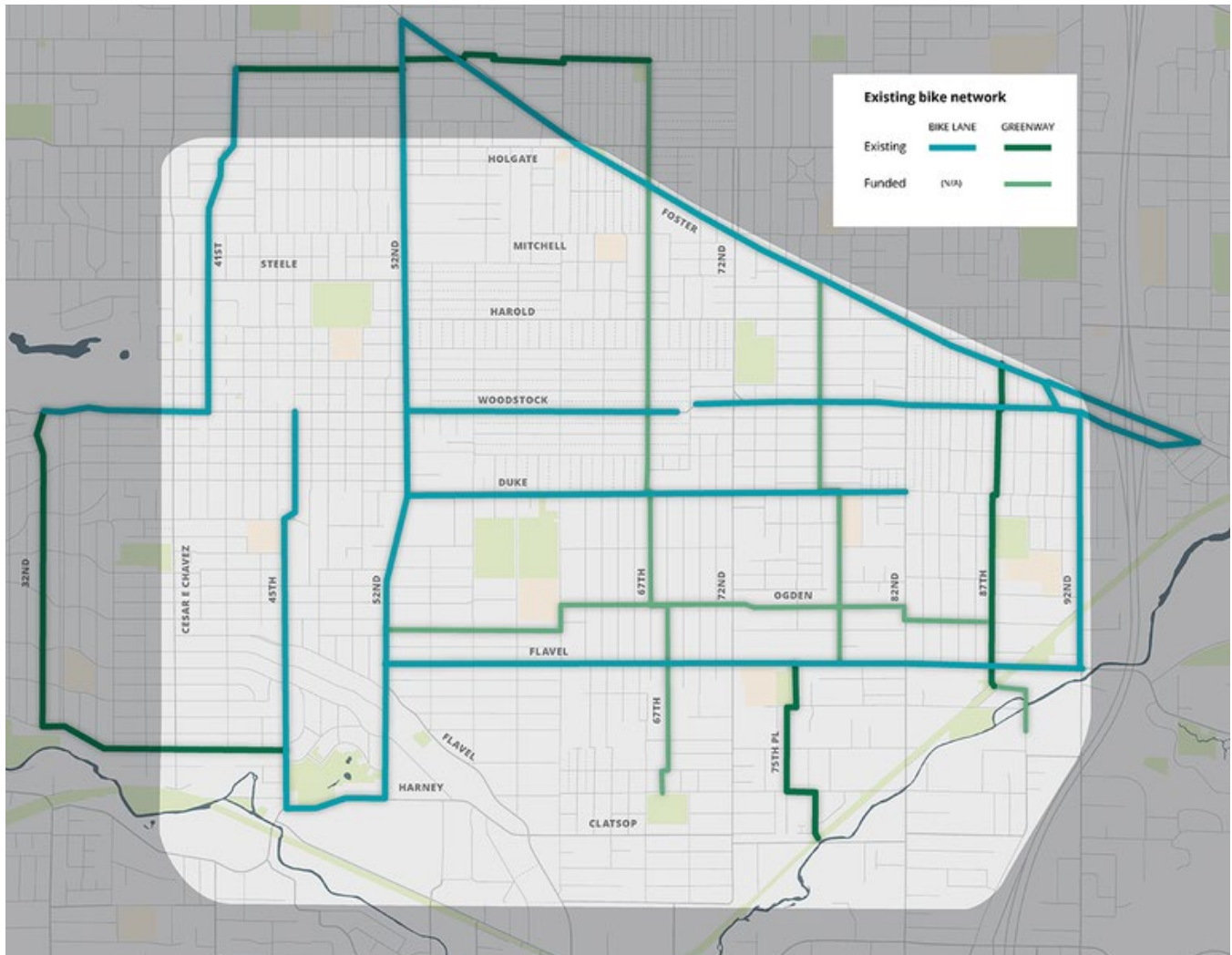
As shown in the image above, few bike lane connections exist in the project area.

Existing bicycle network

While bike lanes exist on several of the major streets in the Lower SE project area, most do not meet the City's more recent guidelines focused on creating a low-stress network for safer and more convenient bike travel. In the Brentwood-Darlington neighborhood, there are large areas without dedicated neighborhood greenways or other safe bike facilities. Although there are enhanced bike routes along the edges of the project area, like the Springwater Corridor trail, there are limited connections to these facilities.

A recently-constructed project now connects Flavel Park to the Springwater Corridor trail and will eventually continue north as part of the 70s Neighborhood Greenway. There are also funded neighborhood greenways on Knapp/Ogden Street and on 67th/68th Avenue. However, many parts of the bike network in the project area are fragmented and don't connect to any other facilities.

A map of the existing bike network can be seen below, as well as funded facilities.



Lower SE existing and funded bicycle facilities. For more detail, please see the [Lower SE existing bicycle network \(PDF\) file](#).

Potential bike network improvements

One way to improve the bicycle network is to expand the network of [neighborhood greenways](#), which are low-traffic and low-speed streets where priority is given to people walking, rolling and biking. These streets usually parallel a busier, higher traffic street by one or two streets. [Learn more about neighborhood greenways in this video.](#)

Another option is to create new separated space for people biking on major streets like 72nd Avenue, and filling gaps in the existing bike network, such as on Woodstock Boulevard between SE 69th Avenue and SE 72nd Avenue. Existing bike facilities, such as on SE Flavel Street or SE 52nd Avenue, can also be upgraded (widened with buffers and/or physically protected) to improve safety, comfort, and better meet the City's new bicycle design standards.

The way the street is modified to add or improve a bicycle facility often depends on the width of the street. Sometimes, adding or improving the bike facilities requires reducing or removing parking on one or both sides. As such, a consideration of benefits and impacts is necessary before changes are implemented.

The map below shows potential new neighborhood greenways and bikeways and where upgrades are needed to existing facilities to meet current guidelines, making them safer and more comfortable. The map also highlights areas where paving would be necessary to accommodate bicycle travel.



Recent improvements to SE 45th Avenue involved removing parking from one side of the street to add posts and a wider buffer between the bike lane and travel lanes.



Lower SE potential bicycle network priorities. For more detail, please see the [Lower SE potential bicycle network priorities \(PDF\)](#).

These improvements are described in the following linked table:
[Lower SE Rising Transportation Potential Projects \(PDF\)](#).

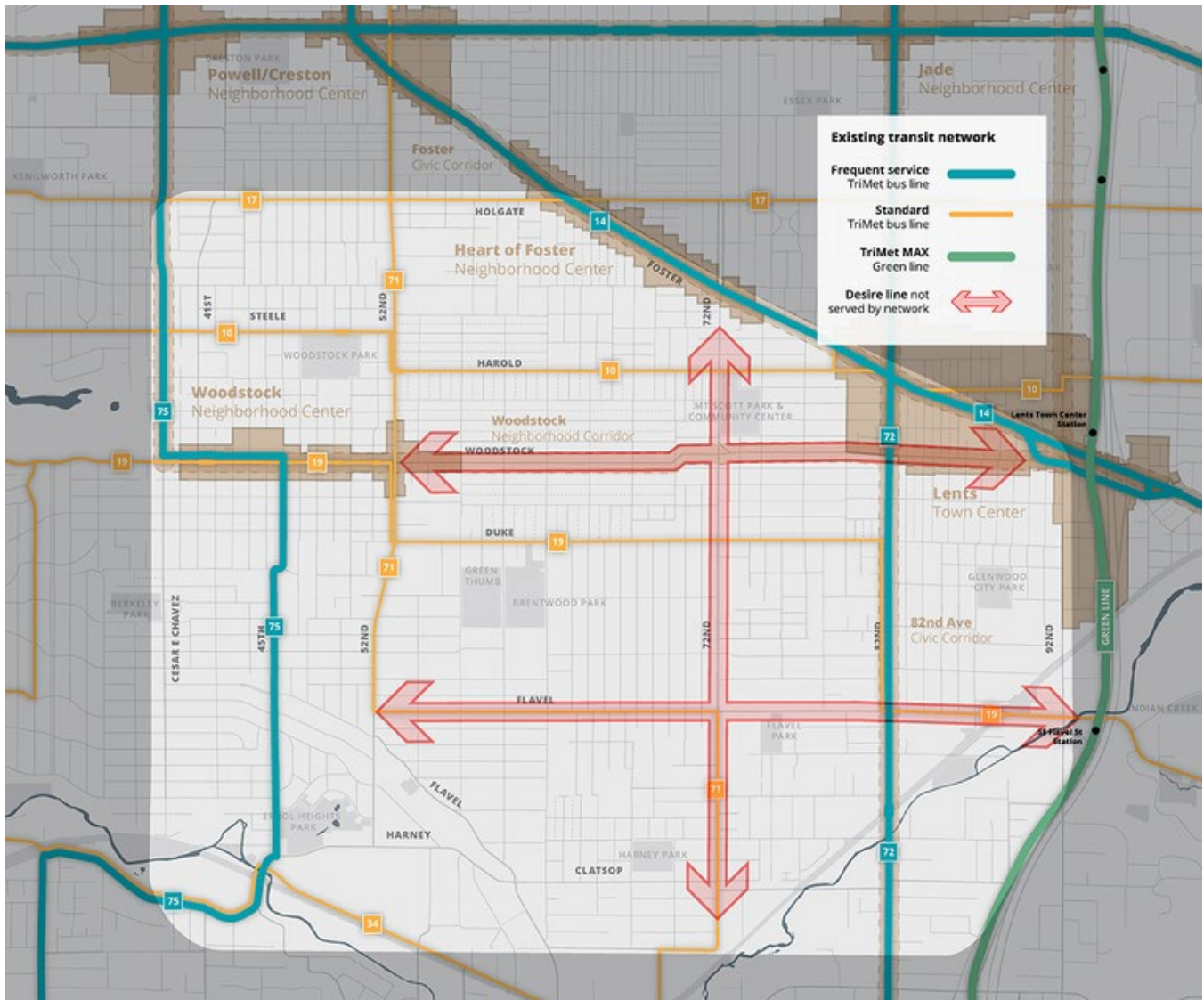
3. Potential Bus Network Redesign



The bus network in the Lower SE project area is part of TriMet’s grid network. Each of the bus routes serving the area crosses many other routes, and travel is possible in all directions. However, apart from the high-frequency routes serving the edges of the area (lines #72 - 82nd Avenue, #75 - Chavez, and #14 - Hawthorne), none of TriMet’s routes that cross the interior of Lower Southeast run frequently. This makes bus trips to and from the area longer because passengers must endure long waiting times. That means, on average, a resident of the study area can reach about 46% fewer jobs by bus than the average resident of Portland.

The bus network in Lower Southeast covers most of the developed residential and commercial areas within a 1/4-mile walk to service, but some important streets lack direct service: Woodstock Boulevard east of 52nd Avenue, and SE 72nd Avenue north of Flavel Street. This limits access to important destinations like the Mount Scott Community Center, as well as corridors like Woodstock Boulevard designated for higher density development in the 2035 Comprehensive Plan.

The map below shows the existing public transportation network, as well as “desire lines” illustrating where direct service is currently lacking.

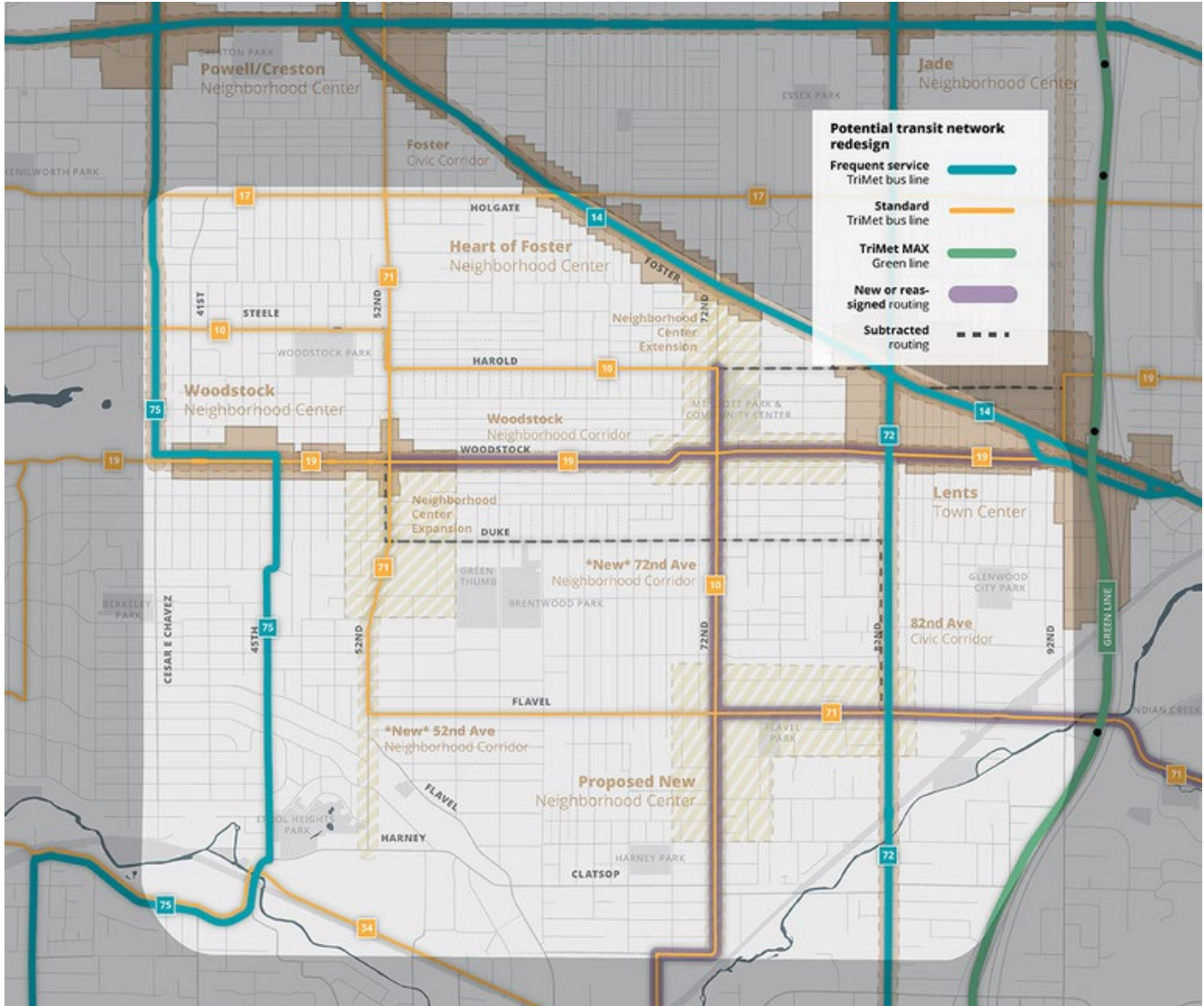


Lower SE existing bus/public transportation network map. For more detail, please see the [Lower SE existing transit network and deficiencies \(PDF\) file](#).

To provide more direct access to community destinations and higher density corridors, a few changes to bus routes are proposed for consideration:

- To create continuous access on Woodstock Boulevard, the Line 19 service could continue east-west on Woodstock to Lents Town Center instead of, or in addition to, the current service that goes along SE Duke Street to 82nd Avenue and then to Flavel Street.
- Line 10 service could serve SE 72nd Avenue instead of current service on Harold St between 72nd Avenue and SE Foster Road, and SE Ellis Street between Foster Road and SE 92nd Avenue
- Line 71 could continue east-west on Flavel Street from 72nd to the SE Flavel Green Line MAX station, instead of current service north-south on SE 72nd Avenue south of Flavel Street.

The potential network redesign is illustrated in the map below.



Lower SE proposed bus network map. For more detail, please see the [Lower SE proposed transit network changes \(PDF\) file](#).

These potential changes not only impact service and access within the project area, but they also have implications to the broader TriMet public transportation network. More analysis and coordination is necessary before any changes are formally considered or adopted. However, the project team solicited community feedback about these potential changes to learn more about the benefits or burdens these changes would have on riders.

Public Feedback and Further Analysis of the Transportation Options

These potential improvements were shared with the public in an [Online Open House](#) and related Neighborhood Walks and bike rides in Summer 2022. They were also discussed with the Project Advisory Committee in Spring and Summer 2022. Below are some key takeaway findings from responses to the Online Open House surveys and information sessions related to potential transportation improvements:

- A total of 526 surveys were completed
- There was a strong desire for pedestrian improvements, with almost 300 respondents ranking this their first or second overall priority
- There was a desire to focus on the major corridors of 72nd Avenue, 52nd Avenue, and Woodstock Boulevard
- Respondents wanted to slow speeds and add sidewalks on local streets, as well as desiring (if necessary) to add traffic calming on more streets rather than adding sidewalks on fewer streets
- There was a mixed response about upgrading existing bike facilities versus adding bike facilities on new streets
- There was more support for neighborhood greenways rather than adding bike lanes on busier streets
- There was desire to add transit service along Woodstock Boulevard between 52nd Avenue and Lents Town Center
- There was a desire to have connected bike/walk networks in the neighborhood, and for clarity on preferred routes
- There was support for gravel streets and the role they play regarding traffic calming and flexibility in the right-of-way, but with a desire for more frequent maintenance

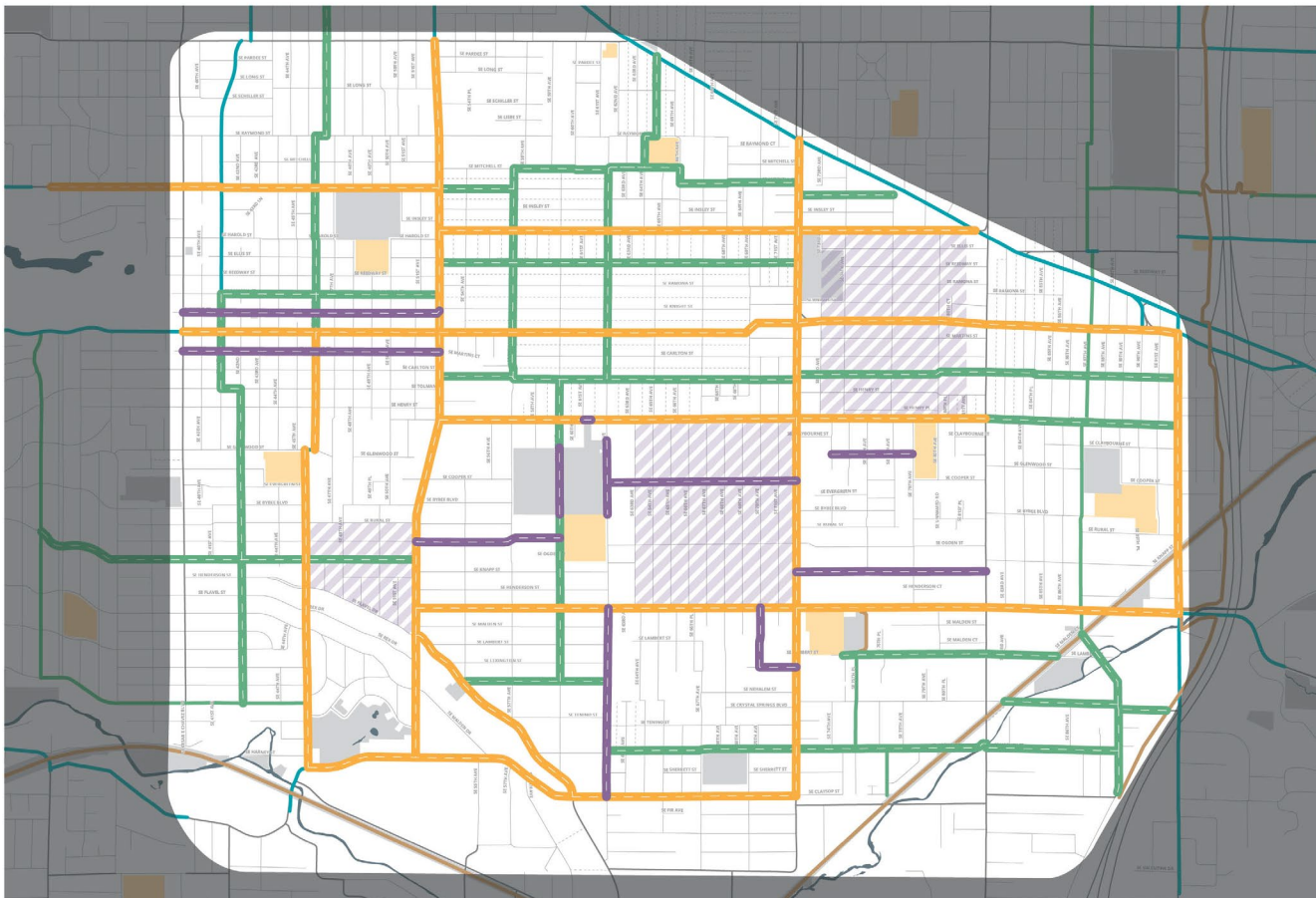
Priority Projects: Transportation

Based on the public feedback staff received, further analysis, and consideration of the preferred community development scenario, the project team developed revised maps that will be further developed into distinct projects. The projects include:

- **13 neighborhood greenways**, which are calm, low-speed shared neighborhood streets that connect people to community destinations.
- **15 corridor improvements**, focused on reducing speeding and improving comfort of people traveling along and across busier streets in the neighborhood.
- **11 local street improvements**, focused on improving connectivity, safety, and comfort within neighborhoods, providing safe and accessible spaces for pedestrians and bringing traffic to safer speeds.

These improvements can be seen below in the following map:

Transportation Priority Projects Lower SE Rising



The project team will next develop more detailed project sheets for each of these projects to share with the PAC and the public. Additionally, the project team will work with the PAC to prioritize the projects and put them into implementation tiers.

Additionally, the project team continues to work with TriMet on potential transit network redesigns. Since the beginning of the Lower SE Rising plan process, TriMet has begun their own Forward Together plan that is exploring potential new/revised routes coming out of the COVID-19 pandemic. PBOT and TriMet staff are working together on ways to incorporate the recommendations from the Lower SE Rising online open house into the new fiscally constrained changes being considered by TriMet.

Contact

Bill Cunningham

Senior Planner | Bureau of Planning and Sustainability

bill.cunningham@portlandoregon.gov

Bryan Poole

Senior Transportation Planner and Co-Project Manager | Portland Bureau of Transportation

bryan.poole@portlandoregon.gov

Authors

Marty Stockton

City Planner and Co-Project Manager | Bureau of Planning and Sustainability

marty.stockton@portlandoregon.gov

Bryan Poole

Senior Transportation Planner and Co-Project Manager | Bureau of Planning and Sustainability

marty.stockton@portlandoregon.gov

About City of Portland Bureau of Planning and Sustainability

The Bureau of Planning and Sustainability (BPS) develops creative and practical solutions to enhance Portland's livability, preserve distinctive places, and plan for a resilient future.



THE BUREAU OF **PLANNING
& SUSTAINABILITY**

<http://portland.gov/bps>

503-823-7700

bps@portlandoregon.gov