

LOWER SOUTHEAST RISING AREA PLAN

DISCUSSION DRAFT

MAY 2023



THE BUREAU OF
**PLANNING &
SUSTAINABILITY**



PBOT
PORTLAND BUREAU OF TRANSPORTATION

PORTLAND CITY COUNCIL

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Online Open House:

www.portlandmaps.com/bps/lser-open-house

MapApp (shows zoning for specific properties:

www.portlandmaps.com/bps/lower-southeast-rising

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The Discussion Draft is the initial draft of the Lower Southeast Rising Area Plan and is intended to support community discussion on the draft proposals. Public feedback will inform refinements to create a "Proposed Draft," to be reviewed by the Portland Planning Commission, which will hold a public hearing and receive public testimony (specific dates to be determined).

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 311, Relay: 711.

www.portland.gov/bps/accommodation

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Устный и письменный перевод | Turjumaad iyo Fasiraad | Письмовий і усний переклад |
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LOWER SOUTHEAST RISING AREA PLAN

DISCUSSION DRAFT

INTRODUCTION	5
I The Plan	7
II History and past plans	11
III Lower Southeast today - assets and aspirations	17
PART I: COMMUNITY DEVELOPMENT	21
I Land use background Needs and issues; Focus on equity, health; Public engagement, Land use scenarios	23
II Vision and Growth Concepts Community development vision and objectives; Growth Concepts	39
III Implementation Urban design framework; Proposed Zoning Map, Comprehensive Plan Map Changes; Community stabilization	51
PART II: TRANSPORTATION	63
I Transportation background	65
III Project recommendations	73
IV Bus network recommendations	109
V Program and policy recommendations	115
VI Implementation strategy	123

A map of the Lower Southeast Rising Plan Area

SE HOLGATE BLVD

FOSTER-POWELL

SE FOSTER RD

WOODSTOCK

CESAR E CHAVEZ

MT. SCOTT-ARLETA

SE DUKE ST

LENTS

EAST-MORE-LAND

SE 92ND AVE

SE 45TH AVE

BRENTWOOD-DARLINGTON
(CORE FOCUS AREA)

SE 82ND AVE

ARDENWOLD-
JOHNSON CREEK

SE CLATSOP ST

Lower Southeast Rising Plan Area

The core focus area of the Lower Southeast Rising Plan Area is the Brentwood-Darlington neighborhood, which has historically not received the same level of investment in local services and transportation infrastructure as other inner southeast Portland neighborhoods.

The plan area also includes portions of adjacent neighborhoods, including parts of the **Lents, Mt. Scott-Arleta, Woodstock, and Ardenwald-Johnson Creek** neighborhoods. The plan area extends from SE Cesar Chavez Boulevard east to SE 92nd Avenue, and from SE Holgate and SE Foster at its northern edge extending south to the Portland city boundary.



The southeastern corner of the plan area as seen from above in 1958

INTRODUCTION

The Lower Southeast Rising planning effort

Lower Southeast Portland

– parts of which were not annexed into the City until 1986 – shares many physical characteristics with East Portland, especially within the plan’s core focus area: gravel streets and missing sidewalks, a disconnected street network and limited bus service, and few neighborhood stores, restaurants, and other conveniences, so that residents must drive to meet daily needs.

The area’s residents value its parks, green spaces, neighborhood schools, and sense of community; and would like it to also become a place where it is easier to get around and access services locally.

The absence of a clear plan to handle growth and changing transportation needs has led to a continued lack of nearby services, infrastructure, and stabilization in the community, even as economic and development pressures continue to rise. The population of the area is more diverse and lower-income than the city as a whole, and has the benefit of existing low-cost housing in eastern portions of the plan area, including several manufactured home parks and low-cost apartment buildings. But without a hub for local commercial and community services, and lacking adequate pedestrian, bicycle, and transit networks, the plan area will not be able to become a complete neighborhood where residents can meet their needs locally, counter to community aspirations and policy objectives. With larger numbers of lower-income and

communities of color living close to the 82nd Avenue portion of the plan area, where there is little commercial zoning to support a hub for commercial services but many negative impacts from traffic and emissions, disparities in access to services and inequitable outcomes cannot be fully addressed.

This plan considered how potential land use options for the area can support the City’s equity, climate action, housing, and complete neighborhoods objectives. The Plan proposes land use changes in conjunction with recommendations for transportation improvements. 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 the Oregon Department of Transportation (ODOT)..

Plan purpose

The purpose of the Lower Southeast Rising Area Plan is to address the land use and transportation challenges faced by community members in the Brentwood-Darlington neighborhood and nearby areas, including parts of the Woodstock, Mt. Scott-Arleta, and Lents neighborhoods within the plan area. The Plan focuses on recommendations for three primary types of implementation tools:

- 1. Land use changes** to provide more neighborhood commercial and housing opportunities.
- 2. Future transportation projects and programs** to enable people to safely and conveniently walk, roll, and bicycle to local destinations and to take transit to make connections locally and citywide.
- 3. Community stabilization approaches** to support housing and economic stability so that all community members can benefit from future improvements in the area, such as the business and housing growth allowed by the Plan's zone changes and future transportation projects.



What is in the Plan?

Part 1 of the Lower Southeast Rising Area Plan **addresses the Community Development aspects** of the area:

- **Community development needs**
Summarizes community needs and desires for the future of the plan area, along with the public process that led to the Plan's land use proposals.
- **Vision and Growth Concepts**
This section includes the plan's visions and objectives, and presents land use and circulation growth concepts summarizing how the plan will help achieve these objectives.
- **Implementation**
This section presents the draft land use map that will implement the plan's concepts, as well as recommendations for community stabilization approaches to accompany future investments in the area to support stability for area residents and businesses.

Part 2 of the Lower Southeast Rising Area Plan **addresses the transportation elements** of the plan:

- **Transportation needs**
Explores the Plan Area's transportation system today and lays the groundwork and rationale for recommendations in subsequent chapters
- **Project recommendations**
Shares the recommended infrastructure projects that support the goals of the plan
- **Program and policy recommendations**
Details the program recommendations and policy changes that support the recommended infrastructure changes
- **Bus network recommendations**
Describes the recommended bus network changes
- **Funding and implementation strategy**
Explains how the projects might be advanced to design and construction

n Street, looking South, Lents, Oregon



Downtown Lents in 1910, as viewed from SE 92nd Ave and SE Foster Rd

INTRODUCTION

Area history

The neighborhoods in the Lower Southeast Rising plan area each have a unique and distinct history

but are generally some of the oldest neighborhoods in the city.

Foster Road was an early farm-to-market road that became a well-traveled route connecting Oregon City and downtown Portland. This activity spurred the founding of towns like Lents in 1892, and a lively commercial district at present-day SE 92nd Avenue and Foster Road. The Brentwood-Darlington neighborhood was established in 1882 as Errol Heights. The Woodstock neighborhood was first platted in 1889.

While a streetcar line to Lents began service in 1892, 1900 to 1915 was the “golden age” of interurban streetcar lines in Portland. This coincided with the population of Portland doubling from 100,000 to 200,000 in ten years. Streetcar lines extended east and homes followed in Woodstock, Mt. Scott, Foster-Powell and Lents. Commercial nodes also formed around streetcar stations, for example at points along Foster Rd, at Woodstock & 72nd (leading to a curved roadway that still exists today where the streetcar made its turn), and in the Lents Town Center. Another streetcar line followed SE Gladstone St and SE 41st Ave to the serve the Woodstock main street. The interurban Springwater Line (now the Springwater Corridor) included a stop at Errol Station, from which the Brentwood-Darlington neighborhood’s original name, Errol Heights, was derived.



Historic photo of a Springwater Streetcar Line stop shelter near Errol Heights



At the time of the photo at left, SE 82nd and nearby areas were at the edges of the more fully urbanized parts of Portland. Starting in the 1930s, **much of the Lower Southeast area was subject to “yellowlining,”** in which maps used for federally-backed home loans identified the area as “declining” and made it difficult to receive favorable terms for home loans, resulting in underinvestment in the area (yellowlined areas were rated just above redlined areas, which were considered hazardous by lenders for investment – often based on the race or income of neighborhood residents).

A 1934 photo showing SE 82nd Avenue (near SE Flavel St) with center strip paving and dirt shoulders and sidewalks



Aerial of the western portion of the plan area, with SE 52nd running through the center of the view and the Errol Heights slope interrupting the street grid at lower center (1971)



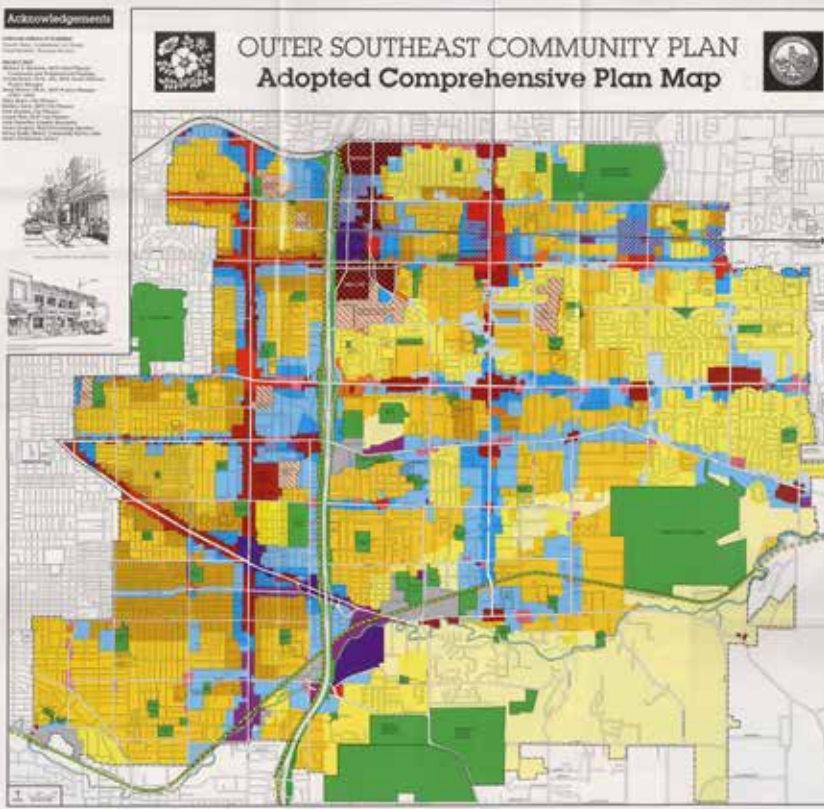
SE 72nd and SE Woodstock in 1931 (today's Arleta Triangle)

Developments built around the street cars at the turn of the 20th century led to many neighborhoods being annexed and incorporated into the City. However, the Errol Heights neighborhood resisted annexation and rejected proposals in 1971, 1977, and 1981. Because Multnomah County did not have subdivision street standards or require sidewalks, the area retained some of its rural characteristics. Finally, in 1986, the neighborhood was annexed after failing cesspools and sewage issues led the Oregon State Environmental Quality Commission (EQC) to conclude that sewers were imminently needed. This, along with Multnomah County's plan to discontinue urban services to unincorporated areas, ultimately swayed the majority of residents to vote yes to annexation.

The last adopted neighborhood plan for Brentwood-Darlington was completed in 1992, six years after the City of Portland annexed the neighborhood. This neighborhood plan informed the *Adopted Outer Southeast Community Plan* in 1996, which included zoning changes within the neighborhood boundaries. Neighborhood plans for Lents, Mt. Scott-Arleta, Foster-Powell and Woodstock were also completed in 1995/1996. Since then, while the City of Portland has grown and home prices have climbed, this area of the City has remained relatively stable. However, Brentwood-Darlington continues to have deficient transportation infrastructure, with most streets lacking sidewalks, and has a lack of local commercial services.



A cyclist navigates around water-filled potholes on an unpaved street in the Woodstock Neighborhood



Comprehensive Plan Map

Comprehensive Plan Designations

Bureau of Planning
City of Portland
April 1997

BRENTWOOD-DARLINGTON NEIGHBORHOOD PLAN

BUREAU OF PLANNING
CITY OF PORTLAND
FEBRUARY 1992

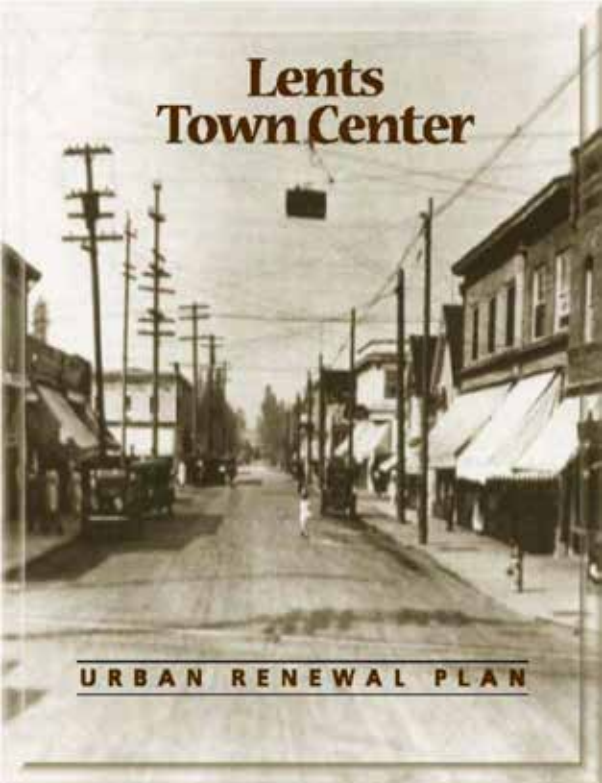


ADOPTED BY CITY COUNCIL JANUARY 22, 1992
ORDINANCE 165071
EFFECTIVE MARCH 13, 1992



Brentwood-Darlington: Say Our Name!

Neighborhood Assessment and Action Plan



Adopted
**OUTER SOUTHEAST
COMMUNITY PLAN**

Adopted
**Outer Southeast
Business
Plan**

City of Portland
Bureau of Planning
Portland, Oregon
March 25, 1998



82nd Avenue Study
UNDERSTANDING BARRIERS TO DEVELOPMENT



RECOMMENDED GRANT REPORT | MAY 2019
www.portlandoregon.gov/bps

**82nd Avenue of Roses
Implementation Plan**
January 2018

Oregon
Department
of Transportation

INTRODUCTION

Past plans

There have been multiple city and community plans from the last 30 years that provide policy guidance and reflect community aspirations for the Lower Southeast area. This plan builds on those efforts.

Brentwood-Darlington Neighborhood Plan (1992)

The neighborhood's first area plan after annexation, which created a strategic framework for growth and development, infrastructure improvements, and overall livability. The two most pressing issues addressed were the construction of sewers and streets.

Outer Southeast Community Plan (1996)

A large-scale effort to address economic development, housing, public safety, neighborhood livability, and urban design in the outer southeast neighborhoods. It developed a regulatory land use framework to managed growth in accordance with Metro's 2040 Growth Concept. Neighborhood plans were adopted as part of the Outer Southeast Community Plan that provided a 20-year framework for the community's growth and development, including:

Lents Neighborhood Plan (1996)

Envisions Lents as a vibrant community hub and economic center for the larger Portland metro area.

Mt. Scott-Arleta Neighborhood Plan (1996)

Lays out policies to improve neighborhood conditions with a focus on livability and community identity.

Woodstock Neighborhood Plan (1995)

Describes neighborhood elements desired by its residents, businesses, and institutions to strengthen identity and community.

Outer Southeast Business Plan (1996)

Developed policies to "raise the standard of living, image, and marketability of the Southeast Area." This plan's recommended action relied on private sector initiatives for completion.

Lents Town Center Urban Renewal Plan (1998)

This plan provided a framework for overcoming the physical and economic conditions of "blight" in Lents. Building on Metro designation of a Town Center, its policies supported the development of a Mixed-use Employment Center.

Brentwood-Darlington: Say Our Name! - Neighborhood Assessment and Action Plan (2017) – not a City plan

A PSU MURP workshop project that identified the community's most pressing challenges and needs to inform future policies and action steps to improve the neighborhood's livability and housing stability.

82nd Avenue of Roses Implementation Plan (2018)

An implementation plan that identified smaller investments to improve pedestrian safety and congestion along 82nd Avenue and aimed at furthering other community goals. This plan helped advance 82nd Avenue's jurisdictional transfer from ODOT to the City of Portland.

82nd Ave Study: Understanding Barriers to Development (2019)

A report that laid the groundwork for additional planning on 82nd Ave to guide its transformation as a Civic Corridor, as envisioned in the 2035 Comprehensive Plan. It identified strategic locations for public action and investment support to business and property development along 82nd Ave, including the southern portion adjacent to Brentwood-Darlington.

Building a Better 82nd (Ongoing)

An in-progress planning effort to address critical infrastructure improvements and repairs throughout the 82nd Ave corridor. Builds on previous designation of 82nd Ave as a Civic Corridor with quality transit service.



INTRODUCTION

Lower Southeast today

Assets & Aspirations

Lower Southeast Portland

– Brentwood-Darlington, Lents, Mt. Scott-Arleta, Woodstock, and Ardenwald-Johnson Creek neighborhoods – is valued by its community members for its diversity and neighborliness, even as it can be a challenging place to meet daily needs within the neighborhood.

Throughout the planning process, the project team heard community members talk about things they would like to see different or improved. Alongside those comments was a sense of pride about the lives, connections, and communities they have forged in the face of those hardships and a sense of being overlooked.

In large part because of its history and development before it was part of the City of Portland, the Lower Southeast Plan Area lacks much of the same infrastructure and access to businesses and services that Portlanders in other parts of the city enjoy. This has led to a quieter, rural-feeling pocket of the city cherished by some community members even as some find the lack of infrastructure and proximity to services a real hinderance to living the lives they want to.

Lower Southeast's Assets

Though this plan exists to help address long-standing problems and deficiencies, as they were sharing what could be better in the area, **community members did not want us to forget what they love about where they live** and spend time.

Community members spoke about their neighbors as friendly, passionate, politically engaged, and not stingy with kind words.

“We knew it was a good and safe neighborhood when we’d see our old neighbor out walking at 10:30 or 11PM”

Community organizations were mentioned as particularly valuable institutions in the area, lending a sense of resilience and purpose to many of the people who were a part of them or nearby.



“This neighborhood is not pretentious...things can start up from nowhere...[the community garden] came from nowhere, and it feels like a kid’s fairy tale...disinvestment here has allowed people to experiment and try things and have ingenuity.”





Community members cherish the parks, community centers, and other green spaces they have in the area, oases in a part of town with less tree canopy than average.

The gravel streets can keep traffic on the street calm and seems to result in more people out walking.

Many love the small pockets of their neighborhoods that are walkable and the variety of things they can get to inside those pockets - local hardware stores, acupuncture, farmers markets, convenience stores.



"We want to be good partners. We want to build and receive...The underlying spirit of mutual aid is strong here...This is the place to experience joy."





A rendering of the intersection of SE Flavel St and SE 72nd Avenue in a future with a full build out of the proposed zoning

Part 1: Community Development

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Land use background

The Land use background section summarizes the community issues and needs – including equity and health considerations – that are the foundation of the Plan’s land use proposals. This section also outlines the public engagement process and alternative scenarios that led to the Plan’s land use growth concept and proposed land use changes

Complete Neighborhoods

A core issue that the Lower Southeast Rising Area Plan seeks to address are the gaps in access to services

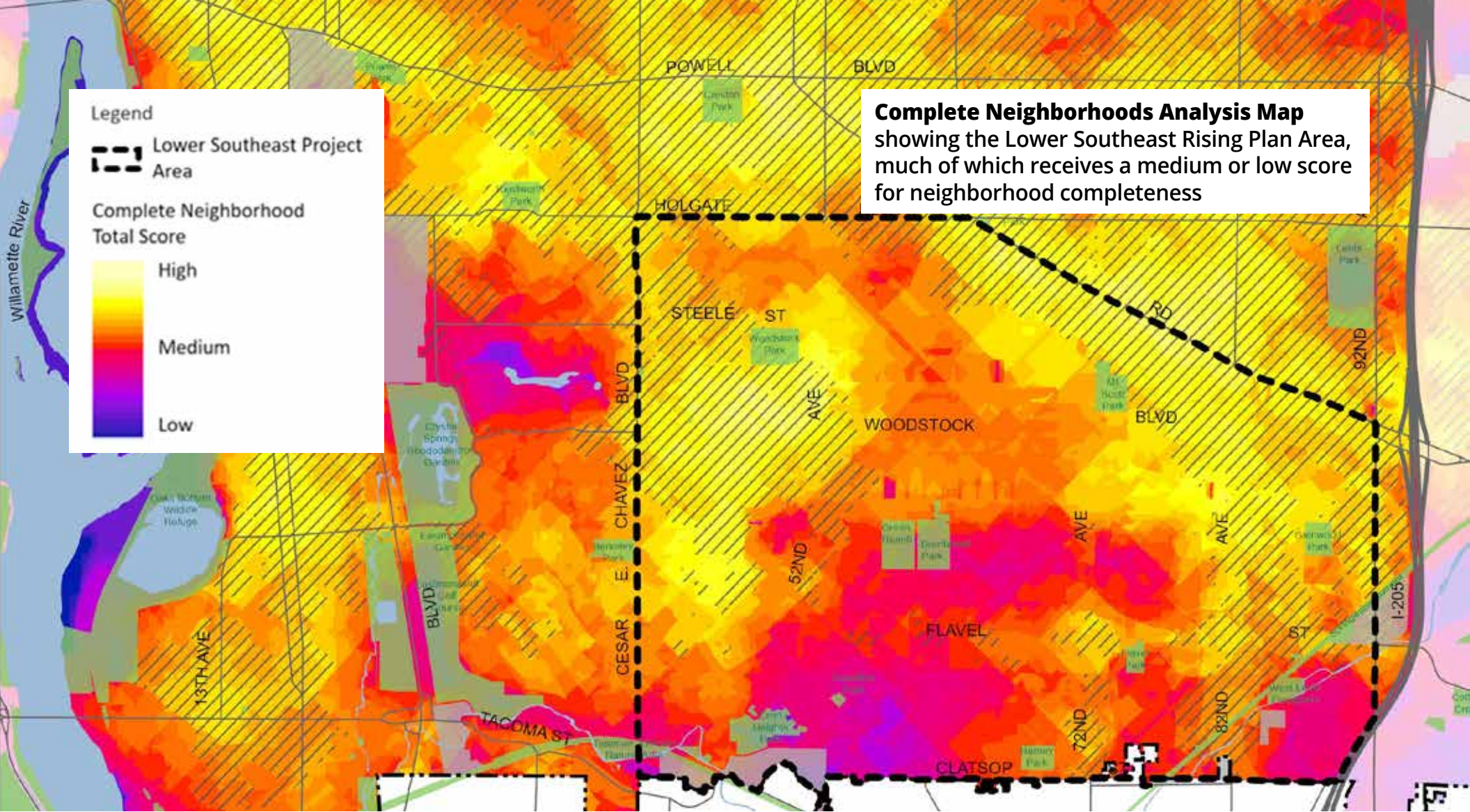
in the area, especially within the Brentwood-Darlington Neighborhood.

The area lacks concentrations of commercial services that can allow people to meet daily needs locally, and also lacks adequate pedestrian, bicycle, and transit infrastructure so that people can safely and conveniently access local destinations without having to drive. The Portland Plan and Portland's 2035 Comprehensive Plan call for Portland to become a place where most people live in complete neighborhoods where they can easily walk or bike to meet their daily non-work needs. The plan area, particularly Brentwood-Darlington, is an area that lacks many of the features of complete neighborhoods.

The graphic on the facing page is from a Complete Neighborhoods Analysis that measured the extent to which areas have the features of complete neighborhoods. Areas well-served by neighborhood businesses and community services, and that have good

pedestrian, bicycle and transit infrastructure are shown in this mapping as yellow, while areas lacking those features are shown as blue or purple. Much of the Brentwood-Darlington neighborhood lacks both local commercial services and the transportation infrastructure that makes it easy to walk, bike, or take transit..

The Complete Neighborhoods Analysis did find that the area has a relatively good system of parks and schools. Much of the deficit in local services is in commercial services. Most of the Brentwood-Darlington neighborhood and southern portions of the Lents neighborhood lack much commercial zoning that could allow for more neighborhood businesses. Most of the commercial zoning in the area is in the Woodstock main street, along Foster Road, or in the Lents Town Center, which are beyond walking distance for most people living in Brentwood-Darlington.



Complete Neighborhoods Analysis Map showing the Lower Southeast Rising Plan Area, much of which receives a medium or low score for neighborhood completeness

Legend

Lower Southeast Project Area

Complete Neighborhood Total Score

High

Medium

Low

WHAT IS A COMPLETE NEIGHBORHOOD?

A “complete neighborhood” is an area where residents have safe and convenient access to goods and services they need on a daily or regular basis. This includes a range of housing options, grocery stores and other neighborhood-serving commercial services; quality public schools; public open spaces and recreational facilities; and access to frequent transit. In a complete neighborhood, the network of streets and sidewalks is interconnected, which makes walking and bicycling to these places safe and relatively easy for people of all ages and abilities.

Having safe, convenient and walkable access to schools, parks, grocery stores and transit can help Portlanders save money and stay healthy. For example, lower transportation costs help reduce overall household costs and increase housing affordability. And incorporating daily exercise is a lot easier with a safe network of sidewalks outside your door. Today, fewer than half of Portlanders live in complete neighborhoods. By 2035, the City aims for 80 percent of Portlanders to be living in complete neighborhoods.

Housing affordability

Affordable housing and more housing options are needed in the plan area

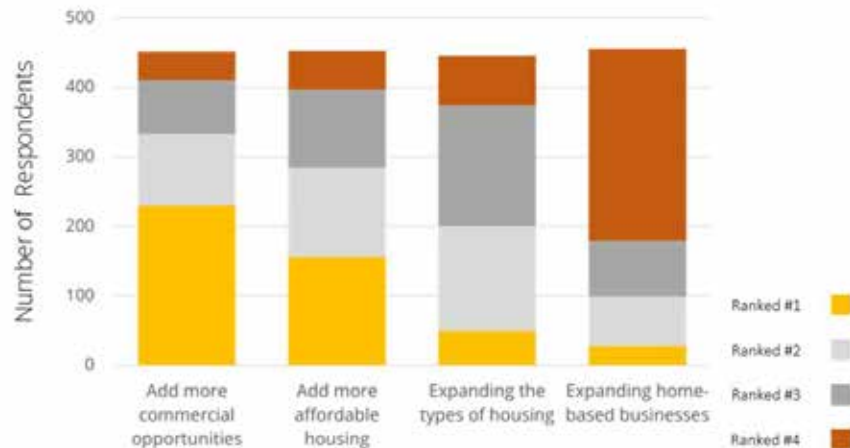
Given the small amount of multi-dwelling zoning in the plan area (10 percent of land), it is unlikely that enough multifamily housing can be built to meet the needs of those who cannot afford single-family houses. The area is highly dependent on single-family housing types for its rental housing, with 83 percent of renters in the plan’s core focus area living in detached or attached units, compared to 36 percent of renters citywide living in such housing. This rental housing can be vulnerable to loss when houses are sold, and there are relatively few multi-family housing options for renters in the area. The area has a considerably smaller percentage of households who are renters (34 percent) compared to the citywide percentage of renters (47 percent). Houselessness is an issue in the area, with people lacking safe and stable housing camping along the Springwater Corridor and other public spaces

Local services

More local commercial and community services and gathering places in the project’s core focus area desired

Community members indicated that their top land use priority for the area was the need for more local businesses and commercial opportunities. Residents relate that they currently go to neighboring Woodstock, Foster, Lents, or Clackamas County for grocery and retail shopping, banking, and eating out, given the lack of more local options in the plan’s core focus area. The Plan’s Health Assessment Report identified the eastern portion of the plan area as a medically-underserved population area, one of only two such areas in Portland. Only 6 percent of the plan area’s land is zoned for commercial uses, and most of this zoning is outside the Plan’s core focus area, limiting opportunities for more local services and businesses. The Lower SE Rising Commercial Real Estate and Retail Market Analysis Report identified potential market demand for more commercial services in the plan area, as area residents have significantly more spending power than is met by commercial services in the plan area, which has lower commercial vacancy rates than Portland as whole.

Overall Land Use Priorities



In a survey completed by over 500 community members, respondents rated the need for more commercial opportunities and affordable housing as their highest priorities in the plan area.

Want to learn more?

Plan area issues and existing conditions: [Existing Conditions Atlas](#)

Complete neighborhoods analysis: [Opportunity Mapping Analysis](#)

Commercial market analysis: [Commercial Real Estate and Retail Market Analysis](#)

Health issues: [Health Assessment Report](#)

Transportation safety

Transportation safety is a concern, particularly for those close to 52nd and 72nd avenues

Community members noted concerns about: busy streets with few safe pedestrian crossings, a lack of sidewalks on many neighborhood streets, and a lack of safe bicycle connections. Concerns were also raised about other public safety issues in and around the area's streets, including crime, trash, noise and abandoned automobiles. A health assessment for the area indicated that residents undertake less physical activity, such as walking, compared to the citywide average. This may be a result of the lack of pedestrian and bicycle infrastructure that allows people to feel safe walking, bicycling, or getting around using mobility devices

Green spaces

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

Heat islands

Urban heat islands are an issue, especially along the area's wide corridors

The plan area's wide major streets, particularly SE 82nd and SE Foster, have large amounts of pavement and few trees, which contribute to urban heat islands that have especially acute impacts on human health during Summer extreme heat events, which are expected to become more common in as a result of climate change. The area's secondary corridors, such as Flavel, Duke, 52nd and 72nd, also contribute to urban heat islands, especially due to the fact that the sidewalks along these streets are mostly curb-tight with no space for street trees.

How does the plan address these needs?

The Plan's proposed implementation actions address many of these issues, such as through:

- More commercial zoning to allow more opportunities for neighborhood businesses
- Expanded multi-dwelling zoning to allow a broader range of housing options and provide regulatory incentives for affordable units
- Designation of a new Brentwood-Darlington Neighborhood Center to serve as a hub for commercial and community services and housing opportunities
- Recommended future transportation projects that prioritize pedestrian, bicycle, and transit improvements and support the area's land uses and activity areas (see Part II for detailed information on transportation projects)
- Strategies to increase street trees and allow flexible uses of public right of way, such as preserving existing large trees when unpaved streets are improved.

A focus on equity

Equity is a foundation of the Lower Southeast Rising Area Plan. Interest in addressing the area's inequitable access to safe transportation options and commercial services was a reason for staff's identifying the area for a land use and transportation planning project. Equity continued to be supported as a key consideration by the community in advisory committee discussions and other forums. This project is also intended to implement Comprehensive Plan equitable development policies that call for guiding development and public facility investments to produce positive outcomes for all Portlanders, reduce disparities, address infrastructure deficiencies, and address housing affordability and displacement. The needs and issues identified in the preceding pages are based on equity considerations, such as addressing the lack of access to services, safe transportation options, and affordable housing. Other equity considerations in the plan area, summarized below, overlap with these issues and include the following:

The Lower SE Plan Area has greater racial diversity than the city overall. People of color made up 32 percent of the area's population in 2019, which is an increase from 28 percent in 2010 (the citywide percentage in 2019 was 29 percent). The plan area also has a higher percentage of immigrant communities than the city overall, primarily from Mexico, Vietnam, and China.

People of color and lower-income residents live further away from commercial and community services. Percentages of people of color are generally higher in areas around 82nd Avenue and further east. These areas are also where households with lower incomes tend to live, and are furthest from existing neighborhood centers that are hubs for commercial and community services.

Need for displacement prevention. The latest available displacement risk analysis of Portland shows eastern portions of the plan area are experiencing either early-stage or mid-stage gentrification. The housing market is still low or moderate as compared to citywide housing costs, but has appreciated significantly since the last analysis was conducted in 2018.

Need for increased access to opportunity. The project area has significantly lower educational attainment than found citywide, which has significant implications for people's income. In 2019, 32 percent of area residents had no more than a high school diploma (compared to 23 percent citywide), an improvement over the 43 percent that was the case in 2010. The percentage of area residents with no more than a high school diploma is especially high for communities of color, which for Asian community members is 55 percent and is 52 percent for Hispanic/Latino residents (US Census Bureau, 2019 ACS 5-year estimate).





LAND USE BACKGROUND: **ISSUES AND NEEDS**

How the plan is addressing equity

Some of the ways the Lower Southeast Rising Area Plan proposes to address equity issues include:

- **Public engagement inclusive of lower-income residents and communities of color**, with outreach material sent to all addresses in the plan area, surveys made available in five languages, outreach to residents of affordable housing complexes, and targeted outreach to communities of color – including working with the Latino Network to reach Spanish-speaking community members.
- **Designating a new Neighborhood Center**, located around SE Flavel and anchored by commercial hubs at SE 72nd and SE 82nd, that will be situated to be conveniently accessible to residents of the low-cost apartments and manufactured home parks in the area.
- **Transportation system improvements that will make it easier for lower-income residents** to access local services, schools, parks and employment areas without having to be dependent on a car and associated costs.
- **A range of recommended community stabilization approaches** to support housing stability and increase access to economic opportunity, so that lower-income residents and communities of color can benefit from area improvements (see Community Stabilization, page 57).
- **Expanded zoning for multi-dwelling housing**, which includes requirements for affordable units as part of larger projects, to increase affordable housing options.
- **Zoning approaches to preserve existing low-cost housing**, such as by not applying higher-density zoning to properties with existing low-cost apartments to avoid adding to redevelopment pressures, and preserving zoning for manufactured home parks in and around the proposed Neighborhood Center to prevent their redevelopment.

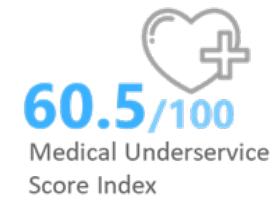
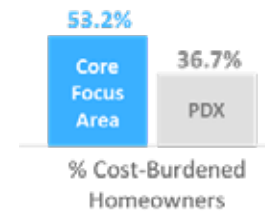
A focus on health

Community design, land use and transportation networks shape the everyday decisions available to us that influence health.

Disparities in access to health-promoting environments can lead to unequal and unjust distribution of health conditions and disease, or health inequities. Community input identified health outcomes as a key consideration for development of the Plan's implementation actions. Place-based health needs that surfaced in the Lower Southeast Rising plan area include:

Medical Access. The east side of the project area is a Health Resources & Services Administration (HRSA) identified medically underserved population area, one of only two in the city. Factors in this assessment include the percentage of area population living below the poverty level, percentage over 65 years, infant mortality rate, and the ratio of primary care physicians per 1,000 residents. The Plan's proposed expansion of commercial zoning in a new Neighborhood Center could provide new opportunities to facilitate the location of potential health facilities in the plan area.

Clean Air and Cool Spaces. Contact with healthy natural environments supports a variety of physical and mental health outcomes. The project area, like most of Portland, experiences higher levels of exposure to diesel particulate than the rest of the state, increasing risk of adverse respiratory outcomes. Areas that experience greater heat island effects and less overnight cooling tend to be concentrated around 82nd Avenue and Foster Road. Plan proposals address this through recommendations for improved neighborhood greenway connections to parks and natural areas, as well as through related efforts to include more trees along area streets to provide shade.



Housing Affordability. Affordable housing is a necessary platform for health and well-being. High housing costs limit funds for health care, healthy food, and other essential needs. The stress of potential displacement contributes to mental and physical illness. Houseless community members in Portland disproportionately experience illness and injury, including traffic injury and fatality, in part because of increased time on the road system. Housing affordability is supported by Plan proposals to expand multi-dwelling zoning to allow for more housing diversity and less expensive housing options, as well as zoning oriented to retaining existing low-cost apartments and manufactured home parks.

Safety and Walkability. Physical activity has many short- and long-term health benefits for body and mind. Neighborhood design at the community- and street-level influences decisions to walk or bike, as do social conditions. Strava running data shows higher activity levels in the north and west of the core focus area, with less activity in the southeast. Gun violence, stolen vehicles, sidewalk camps, and drug use were cited as barriers to accessing public spaces in the project area. Safe streets are promoted by the Plan's many recommended transportation improvements.

Online open house and related public engagement

A broad range of public outreach approaches were used

to engage the community in first identifying pressing issues in the plan area, and then on determining community priorities for solutions and implementation approaches.

An open house and survey in Spring/Summer 2022 was designed to capture public preferences regarding alternative land use scenarios and options for transportation improvements. This public engagement followed an earlier “project kickoff” online survey that collected feedback in Summer 2021 and also a “Pin It, Portland” interactive tool that collected map-based community feedback in Fall to Winter 2021/2022.

The 2022 online open house focused on sharing information on a range of alternative land use scenarios and potential transportation options. Four alternative land use scenarios for the Lower SE Rising project area were presented for community review and feedback. These scenarios (called “Community Development Scenarios” during the public engagement process) illustrated different land use and development futures for the plan area, and were designed to integrate with the area’s

transportation network, such as its major transportation corridors. The land use scenarios showed differing levels of change from existing conditions (range from low to high levels of change) and included maps, images, and descriptions to highlight the features of each scenario and how they relate to project objectives. See pages 33 to 36 for more detail on the alternative land use scenarios and the community’s preferred scenario.

The online open house included translation of open house materials and the survey into Spanish, Russian, Chinese, and Vietnamese. A companion report, the Public Involvement Summary for Spring-Summer 2022: Alternatives Analysis and Framework Plan Development dated September 2022, summarizes public feedback in response to the online open house and survey.



LAND USE BACKGROUND: **PUBLIC ENGAGEMENT & LAND USE**

Project Advisory Committee

A Project Advisory Committee (PAC) helped guide the development of the land use scenarios and potential transportation options. The PAC reviewed survey results and other public feedback, and recommended that project staff undertake additional focused outreach to community groups not well represented in the survey demographics. In response, staff kept the survey open for an extended time and partnered with ROSE Community Development to conduct outreach with apartment tenants. The PAC acted as a community “sounding board” for the project, provided guidance to the project team and served as a conduit for information between community and neighborhood organizations and the team, meeting 11 times through April 2023.



The Public Advisory Committee on a neighborhood walk in the Plan Area.

Neighborhood Walks, Bike Rides and Tabling

In addition, neighborhood walks in the SE 52nd and SE 72nd Avenue focus areas 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 about the work and ideas.

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.



Project staff lead community members on a bike ride in the Plan Area.

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 reach out to underserved communities. Latino Network was identified as an important partner due to their work with the Latinx community 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 families they serve within the 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 helped shape the Plan’s proposals and to identify the types of public benefits that could foster both equitable development and address deficiencies in an area long lacking in public amenities

Alternative land use scenarios

This section summarizes the development and evolution of the preferred land use concept and related transportation options, which guided the development of the Plan's implementation approaches. Four land use scenarios that offered alternative visions for the project area were created, with the SE 52nd Avenue and SE 72nd Avenue corridors as the core focus areas. Most of the plan area is currently in single-dwelling residential land uses, which is consistent with the existing Comprehensive Plan map and Zoning map designations for the area (74 percent of the plan area has single-dwelling zoning). The alternative scenarios included varying possibilities for expanding commercial and housing opportunities in the plan area.

The four alternative land use scenarios for the Lower SE Rising project area (shown in thumbnail graphics above) were shared with the public during the Spring and Summer of 2022. These scenarios illustrated different land use and community development futures for the project area.

All four scenarios were designed to support Portland's 2035 Comprehensive Plan and climate action goals for improving economic prosperity, human and economic health, equity, resilience, and reducing carbon emissions. Each scenario accomplishes this in different ways, and all the scenarios featured improved pedestrian and bicycle connections and included the concept of preserving larger low-cost apartment complexes in area. The four scenarios and their major features included:



Scenario 1: Basic Level of Service

No land use changes. The existing designated neighborhood centers (Woodstock, Heart of Foster, and Lents) remain as the primary hubs for commercial and community services in the area.



Scenario 2: Enhanced Commercial Intersections

Focused small amounts of land use changes at key intersections along SE 52nd and SE 72nd avenues to allow more neighborhood businesses and housing in and around existing small commercial hubs.



Scenario 3: Corridors

New Neighborhood Corridor designations and expanded housing and small-scale commercial opportunities along SE 52nd and SE 72nd, along with enhanced commercial allowances at key intersections



Scenario 4: Centers and Corridors

New Neighborhood Center focused around SE 72nd and Flavel, expansion of existing centers, along with the corridors and enhanced commercial intersections of scenarios 2 and 3.

Preferred land use scenario

“We need centers and corridors as well as updated transportation infrastructure. 72nd and Flavel is an important place to begin, **those of us living in this area need more options, for food, leisure, more businesses.** We are always having to drive to other neighborhoods to find the things we need.”

-Community member

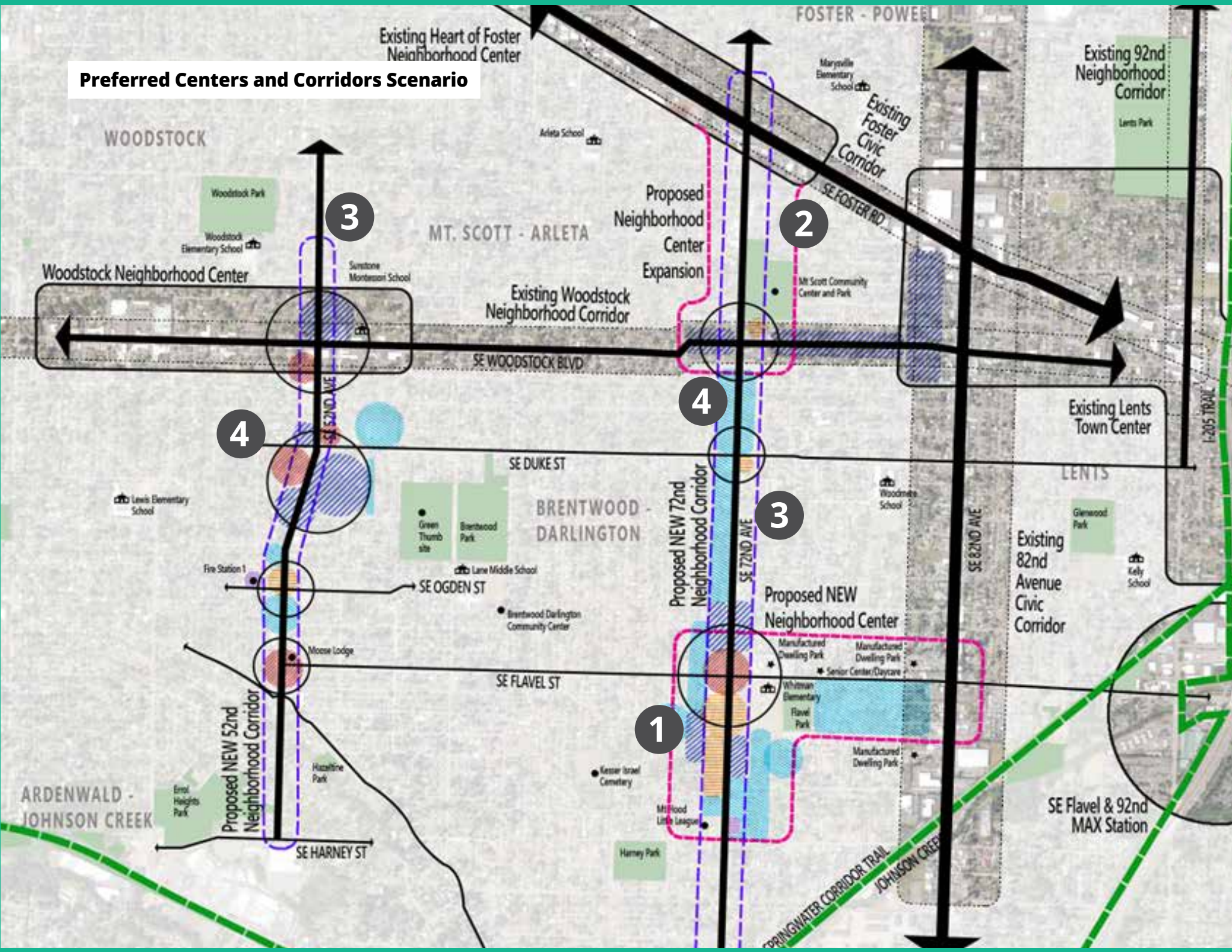
The majority of survey respondents (271 out of 526 completed surveys) supported the Centers and Corridors scenario (Scenario 4) as the most appropriate land use scenario for the area, with smaller numbers of respondents preferring the Corridors (112 respondents), Enhanced Commercial Intersections (73 respondents), and Basic Level of Service (38 respondents) scenarios.

Community members indicated that they felt the Centers and Corridors scenario would do the most to support the area becoming more of a complete community with more local services and housing opportunities. Community members indicated it was important to accompany the land use changes with transportation improvements to make it easier to walk, bicycle, and take transit to destinations instead of driving. Community members also felt that a Centers and Corridors approach needed to be accompanied by strategies to preserve and increase affordable housing, including for families and elders

Preferred Scenario major features

- 1 New Neighborhood Center focused around SE 72nd and Flavel, extending to 82nd, with a commercial main street on SE 72nd extending south from Flavel. This new center would also have expanded multi-dwelling zoning to allow more people to live close to services and to support its emerging business district.
- 2 Expansion of the Heart of Foster Neighborhood Center, currently focused along SE Foster, to extend along SE 72nd south to Woodstock. This would add the Mt. Scott Community Center and the Arleta Triangle (at SE 72nd and Woodstock) into the center, adding to the community hub function of the center
- 3 Designation of SE 52nd and SE 72nd as Neighborhood Corridors, with expanded opportunities for housing and small businesses. Along with their land use roles, such corridors are intended to be well served by transit and multi-modal transportation options. Brentwood-Darlington residents related that they see SE 72nd as the heart of the neighborhood and that it should be a focus of services and improvements
- 4 Enhancement of the small commercial areas at major intersections along SE 52nd and SE 72nd, with focused expansions of commercial and multi-dwelling zoning, to support their local roles in providing commercial services and housing options

Preferred Centers and Corridors Scenario

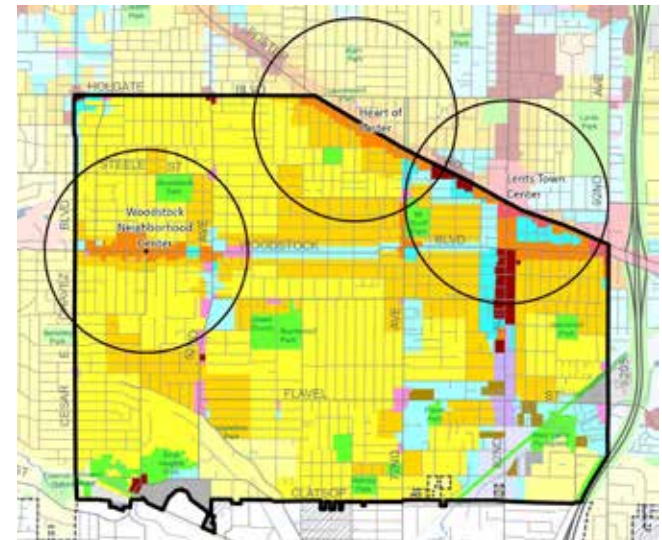


Benefits of a new Neighborhood Center

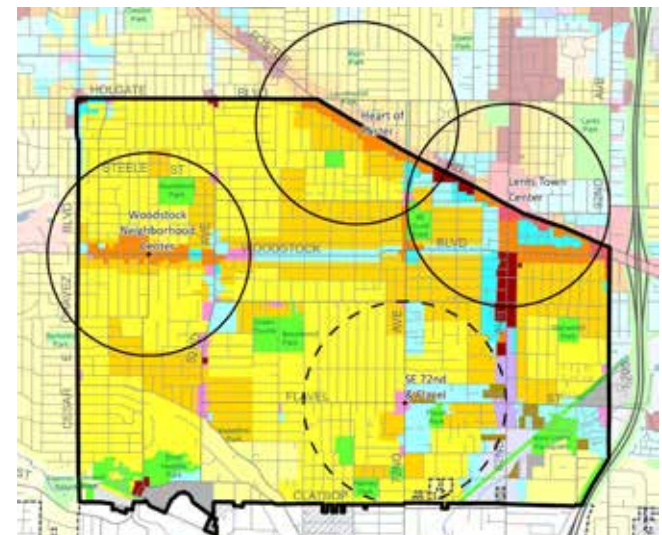
A new neighborhood center in the vicinity of SE 72nd and Flavel would, if successfully implemented, fill in a substantial gap in access to services in this area of Portland.

This would help meet Portland Plan and 2035 Comprehensive Plan objectives for increasing the amount of Portlanders living in complete neighborhoods with access to services that will allow residents to meet their needs locally. If accompanied by housing stabilization strategies, the new neighborhood center would also forward equity objectives by reducing disparities in access to services in an area with concentrations of lower-income residents and communities of color.

The first map, below, shows the existing designated centers in the area (the Woodstock, Heart of Foster, and Lents centers), with a half-mile radius around their cores indicating a walkable distance. The second map shows how the new neighborhood center would be well situated to fill in gaps in access to neighborhood centers and the commercial and community services they provide. It would serve both the Brentwood-Darlington and south Lents neighborhood areas, which include several nearby manufactured home parks and apartment buildings providing homes for lower-income residents who currently have few local services. The new center area currently has a substantial amount of multi-dwelling zoning (66 acres - light blue on maps, with brown showing manufactured home parks), but very little commercial zoning (5 acres). The vast majority (74 percent) of current zoning in the plan area is single-dwelling zoning (yellow and orange on maps). Zone changes are needed to allow the emergence of a neighborhood business district with a range of services in the new Neighborhood Center



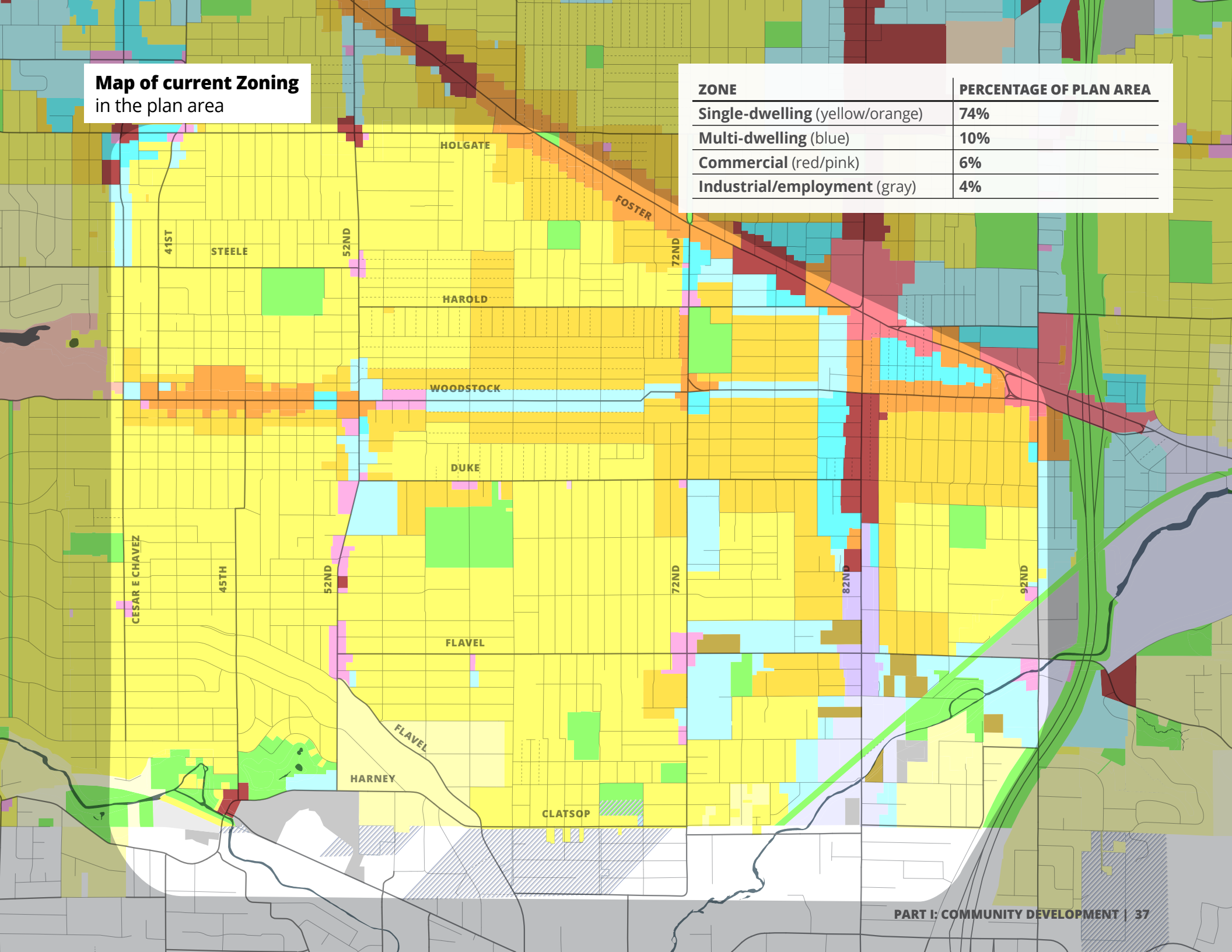
Currently designated centers, with a half-mile radius shown



New neighborhood center show in context with existing centers

Map of current Zoning
in the plan area

ZONE	PERCENTAGE OF PLAN AREA
Single-dwelling (yellow/orange)	74%
Multi-dwelling (blue)	10%
Commercial (red/pink)	6%
Industrial/employment (gray)	4%





Vision and Growth Concepts

Community development vision for the future

The Plan's Community Development Vision and Objectives highlight what the Plan and future implementation is intended to help achieve.

Looking forward into the future, the Lower Southeast area has been nurtured as a place where residents can meet their daily needs locally and can access community destinations safely and conveniently by walking, rolling, bicycling, or transit. A system of neighborhood centers, including the Brentwood-Darlington, Woodstock, and Heart of Foster neighborhood centers and the Lents Town Center, serve as hubs for surrounding neighborhoods by providing a broad range of commercial and community services and gathering places. A network of parks, community centers, and natural areas provide people with access to recreation and nature, support community, and – together with a robust urban forest along streets and in yards – help cool the area's neighborhoods, support wildlife, and bring respite. The local services and amenities within walking distance, combined with the area's resource-efficient buildings and retrofits, contribute to a low-carbon community that is healthy for people and the planet.

The area's most important asset is its people, and residents of all backgrounds and income levels have benefited from community improvements and been able to establish roots in the community. This has been achieved by the area's diversity of housing and affordability levels, through opportunities for all community members to be part of the area's economic success by being connected to jobs and having opportunities to establish neighborhood businesses, and by a supportive community.

Objectives for community development

Increase commercial opportunities and neighborhood-serving businesses.

Prioritize opportunities for local commercial and community services where they can serve those whose needs are currently least served and who are most burdened by transportation costs.

Increase housing affordability and choices to help address housing insecurity and homelessness.

Increase affordable housing and the diversity of housing types close to services, including affordable homeownership opportunities and options that support housing stability.

Expand active and green transportation access.

Ensure that all community members can safely and conveniently access local destinations and services without needing to drive, and have convenient transit and bicycle connections to jobs, education opportunities, and services across the city. Design the transportation system and streets in ways that help reduce heat islands and improve air quality.

Accompany improvements in services and infrastructure with community stabilization strategies.

Focus on creating stable and affordable housing for low-income residents and communities of color so that they can benefit from area improvements; and create pathways to living-wage jobs, homeownership, business ownership, and other wealth-building opportunities.

Growth Concepts

The growth concept diagrams in this section are a representation of the land uses and transportation systems proposed in the Lower Southeast Rising Area Plan to help achieve the Plan’s vision and objectives

The seven growth concept diagrams highlight how and in what locations the Preferred Land Use Scenario is intended to be implemented by potential Zoning Map changes, future transportation projects, and other implementation approaches.

The Land Use Growth Concept indicates the locations of the major Centers and Corridors concept elements, such as:

Centers – where the largest concentrations of neighborhood commercial and community services are intended to be located, and that are also a focus for housing to allow more people to live close to services and to provide part of the customer base for local businesses.

Commercial hubs – neighborhood business districts and smaller commercial areas focused around key intersections.

Corridors – major streets with transit facilities that are zoned to allow a broad range of multi-family and other housing types to help meet the area’s housing needs

The concept diagrams also show the generalized locations of Zoning Map changes (see diagrams 5 and 6) that will implement the Land Use Growth Concept. More detail is found in the Proposed Zoning Map Changes section that follows.

This graphic summarizes the multi-dwelling and commercial zones that are being proposed to be expanded in the plan area. Note that the commercial/mixed use zones allow a wide range of commercial uses, community services, and also housing.

Overview of Zones

Multi-Dwelling Zones		Commercial/Mixed Use Zones		
RM1	RM2	CR	CM1	CM2
				
				
2-3 stories Intended to be compatible with single-family areas	3-4 stories Often located in centers and along corridors	2 stories “Corner stores” located in residential areas	2-3 stories Small-scale mixed-use zone	3-4 stories Mid-scale zone typically located in centers and along corridors

VISION AND GROWTH CONCEPTS: **GROWTH CONCEPTS**

Lower SE Rising Plan - Land Use Growth Concept

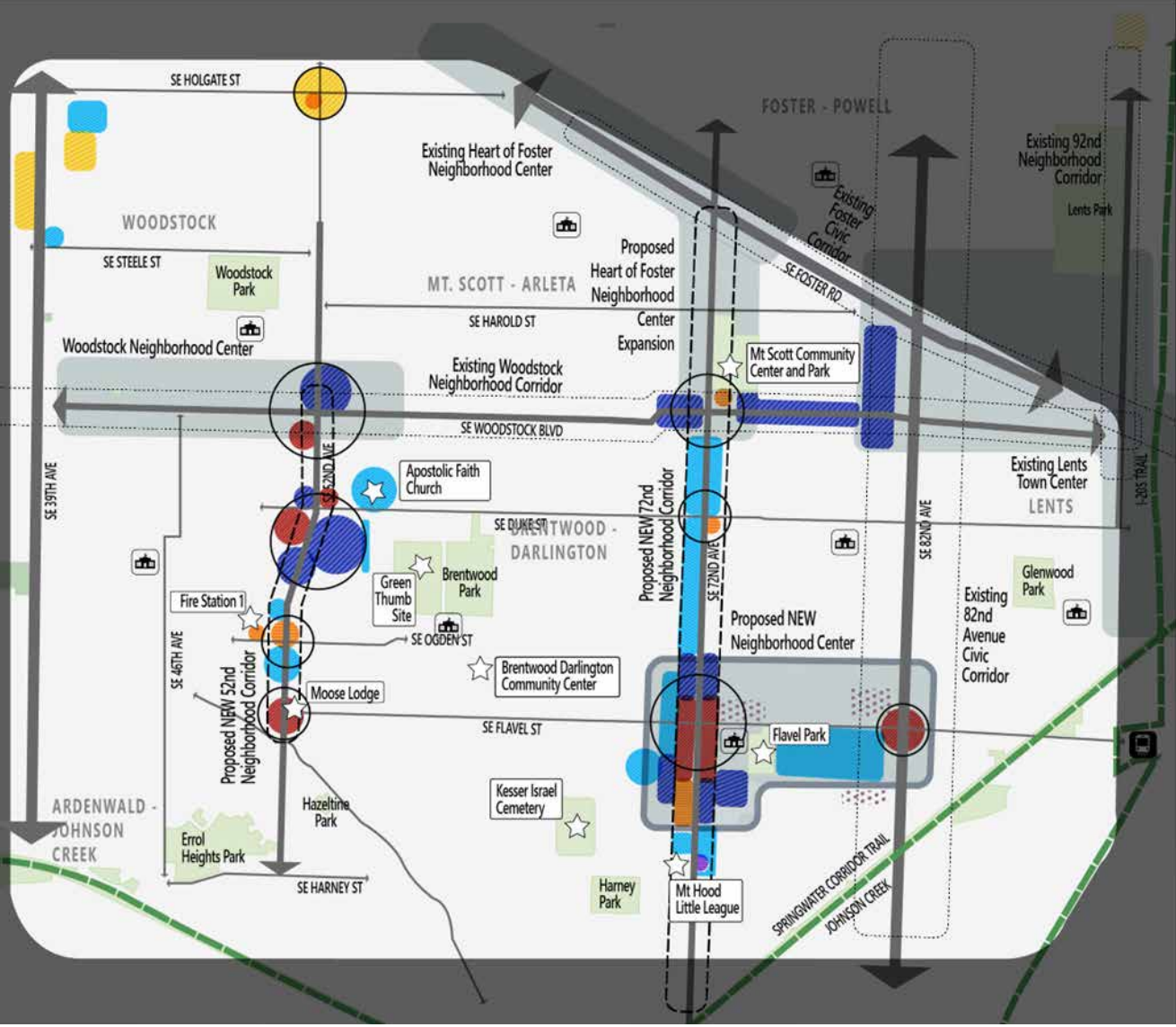


Diagram 1. Land Use Growth Concept

This generalized diagram shows the key locations for expanded neighborhood commercial and housing opportunities. These changes are focused in the new Neighborhood Center and along the major corridors of SE 52nd, SE 72nd, and SE Woodstock to allow more people to live close to commercial services and transit. It also shows existing neighborhood destinations, such as schools and parks. The red/orange/pink tones indicate potential locations for expanded commercial zoning, while the blue tones and gold indicate potential zone changes to allow more housing. The diagrams on the following pages highlight each of the major components of the Land Use Growth Concept

KEY

POTENTIAL CENTER AND CORRIDOR CHANGES:

- Existing Center
- Potential New/Expanded Center
- Existing Corridor
- Potential New Corridor
- Potential Focus for Services

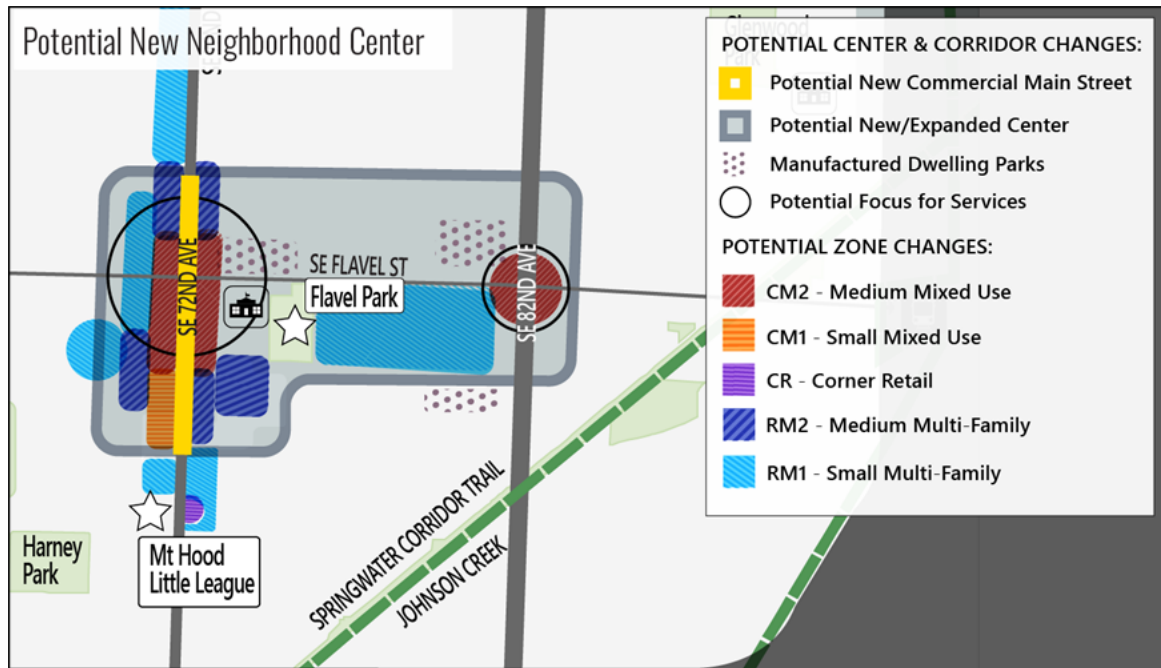
POTENTIAL ZONE CHANGES:

- CM2 - Medium Mixed Use
- CM1 - Small Mixed Use
- CR - Corner Retail
- RM2 - Medium Multi-Family
- RM1 - Small Multi-Family
- R2.5 - Townhouses

DESTINATIONS

- Destinations
- Manufactured Dwelling Parks
- Park or Open Space
- 92nd Ave MAX Station
- Schools

VISION AND GROWTH CONCEPTS: **GROWTH CONCEPTS**



Concept showing how a neighborhood main street along SE 72nd (south of Flavel) could develop over the long term

Diagram 2. New Neighborhood Center

The new Neighborhood Center, focused around SE 72nd and SE Flavel and extending to 82nd Avenue, is intended to become a hub for commercial and community services for the surrounding area. The concept includes land use changes to enable a neighborhood main street business district along SE 72nd, most of which does not currently allow commercial uses. The center would also be anchored by a second, smaller commercial area clustered around SE 82nd around SE Flavel (currently zoned for employment uses), to serve as a hub for commercial services for the nearby apartments and manufactured home parks. The center would include expanded multi-dwelling zoning to allow more housing close to the center’s commercial and community services, which include Flavel Park and Whitman Elementary School. Additional housing would also help provide the customer base to support local businesses (see map on Page 56 for zone changes in the center).



VISION AND GROWTH CONCEPTS: **GROWTH CONCEPTS**

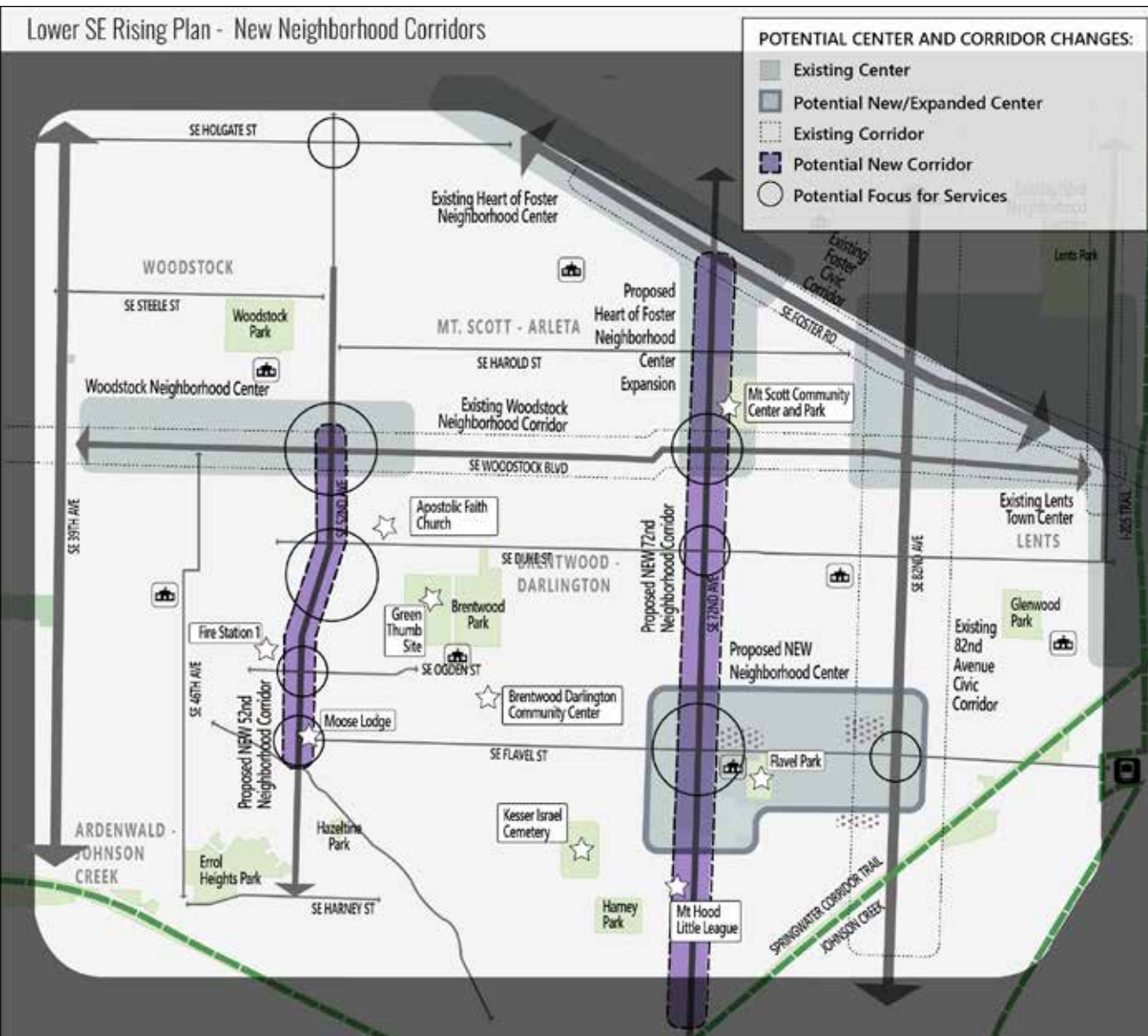


Diagram 3. Neighborhood Corridors
 The Land Use Growth Concept identifies SE 52nd and SE 72nd as Neighborhood Corridors, which are major neighborhood streets where businesses and housing are concentrated and are intended to be well-served by transit and other multi-modal transportation options. Note that SE Woodstock is already designated as a Neighborhood Corridor and currently has commercial and multi-dwelling zoning. Designation as a Neighborhood Corridor allows for small ground-floor businesses in conjunction with housing in the multi-dwelling zones along these corridors, providing expanded opportunities for both housing and neighborhood businesses along these key streets.

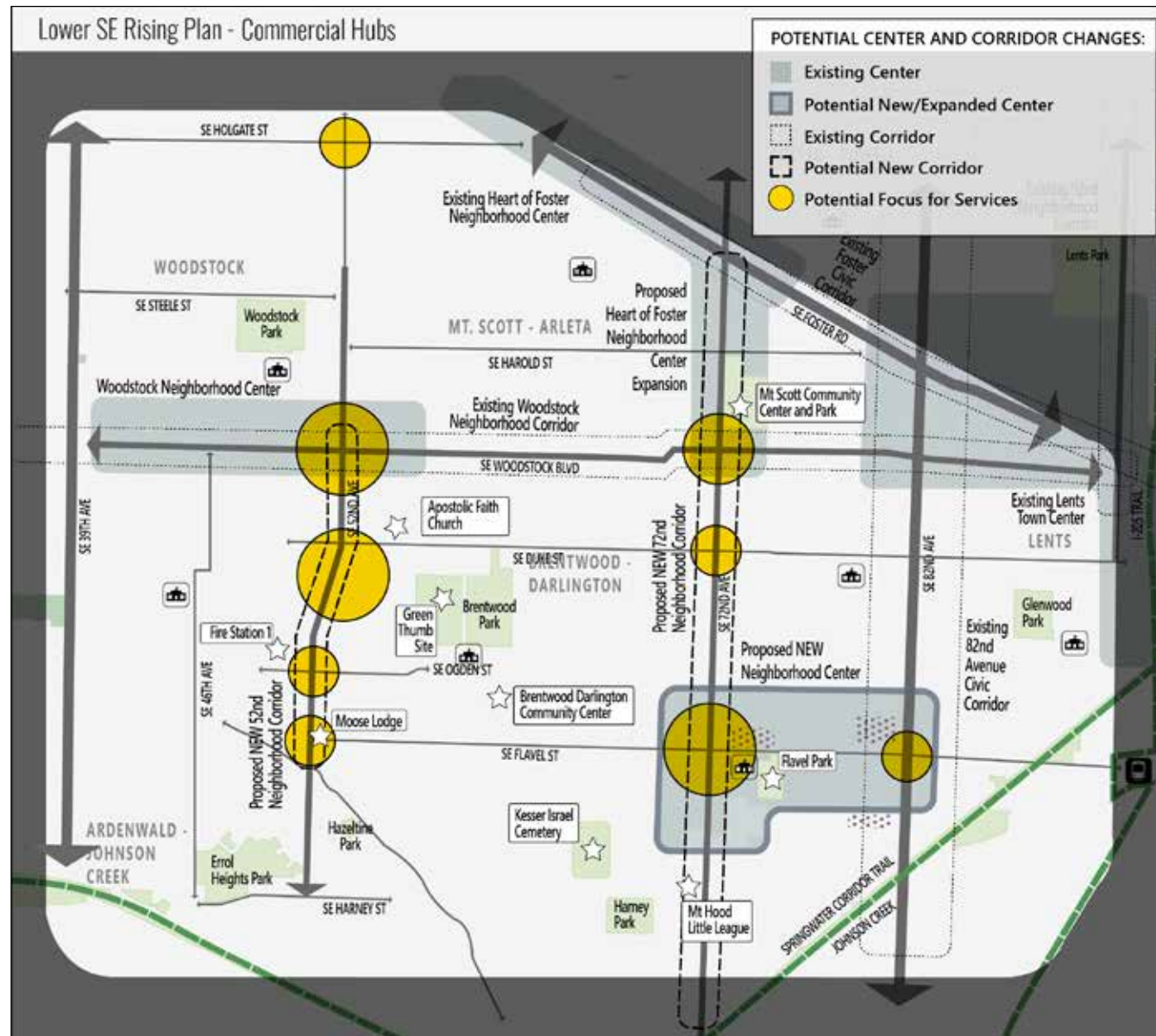
This plan's transportation proposals (see Part II) include recommendations for improved transit service and safety improvements along these corridors, as well as along SE Woodstock.

VISION AND GROWTH CONCEPTS: **GROWTH CONCEPTS**

Diagram 4. Commercial Hubs

The Land Use Growth Concept identifies commercial hubs that are intended to be key locations for neighborhood businesses. These hubs are typically located at important crossroads and currently have small clusters of existing neighborhood businesses. The plan proposes expanded commercial/mixed use zoning in these locations to strengthen these commercial hubs and provide more opportunities for neighborhood businesses, as well as housing close to services.

The new Neighborhood Center is identified here as having two commercial hubs, on SE 72nd and SE 82nd, anchoring the western and eastern ends of the center. Having more housing and services in close proximity, besides helping to realize the community's aspirations for its future, would also help reduce carbon emissions by decreasing the need to drive, and would contribute to healthy living by making it easier – in conjunction with transportation improvements – to walk and bicycle to local destinations.



VISION AND GROWTH CONCEPTS: **GROWTH CONCEPTS**

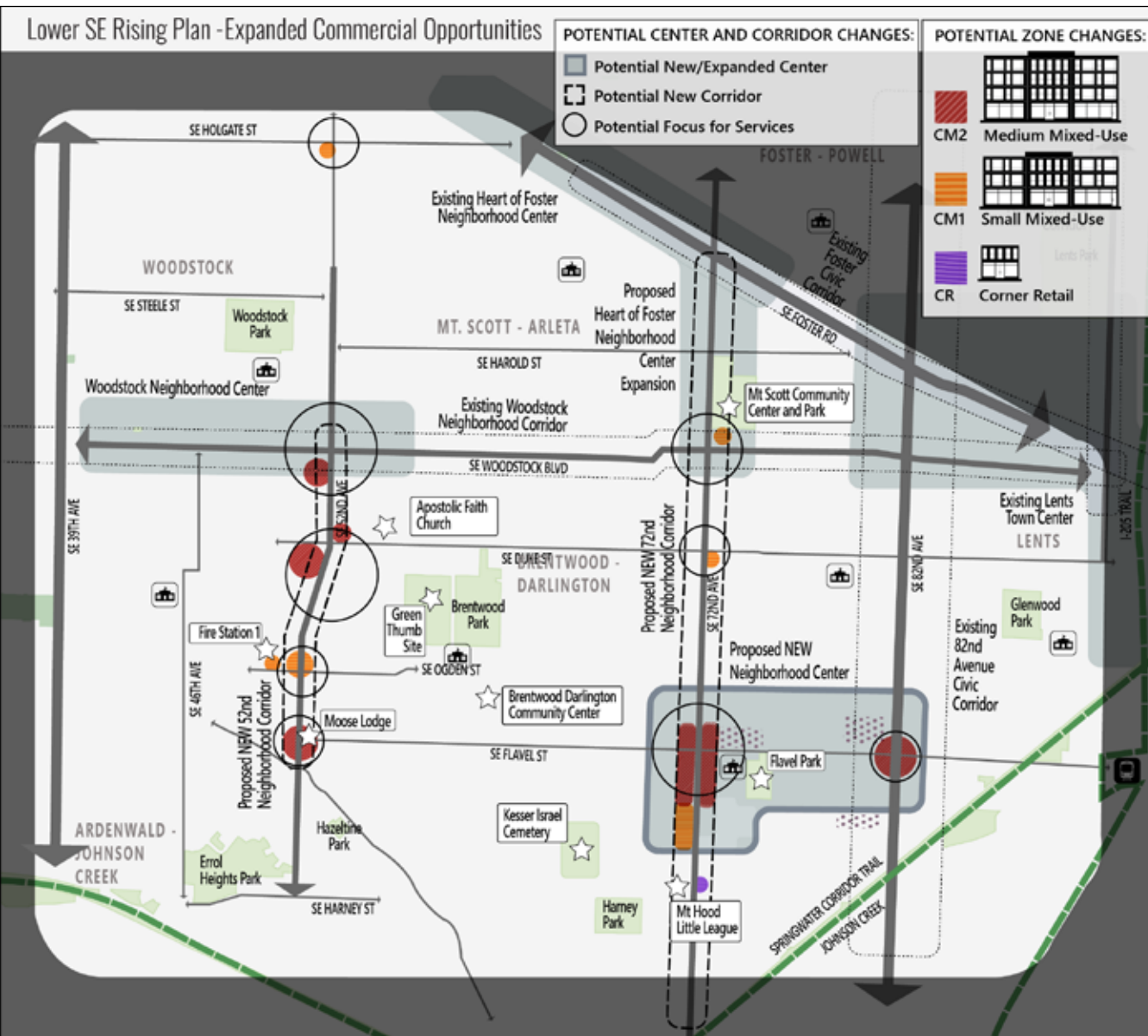


Diagram 5. Expanded commercial opportunities

This diagram shows the locations of potential zone changes to allow options for more neighborhood business and mixed-use development in the commercial hubs.

The potential zone changes include applying the CM2 zone (allows 3-4 story buildings) to some of the more significant commercial hubs, including along the future neighborhood main street on SE 72nd south of SE Flavel in the proposed new Neighborhood Center. The smaller-scale CM1 zone (2-3 stories) is proposed for smaller hubs, allowing for a less abrupt transition from the existing low-rise residential scale of these locations.

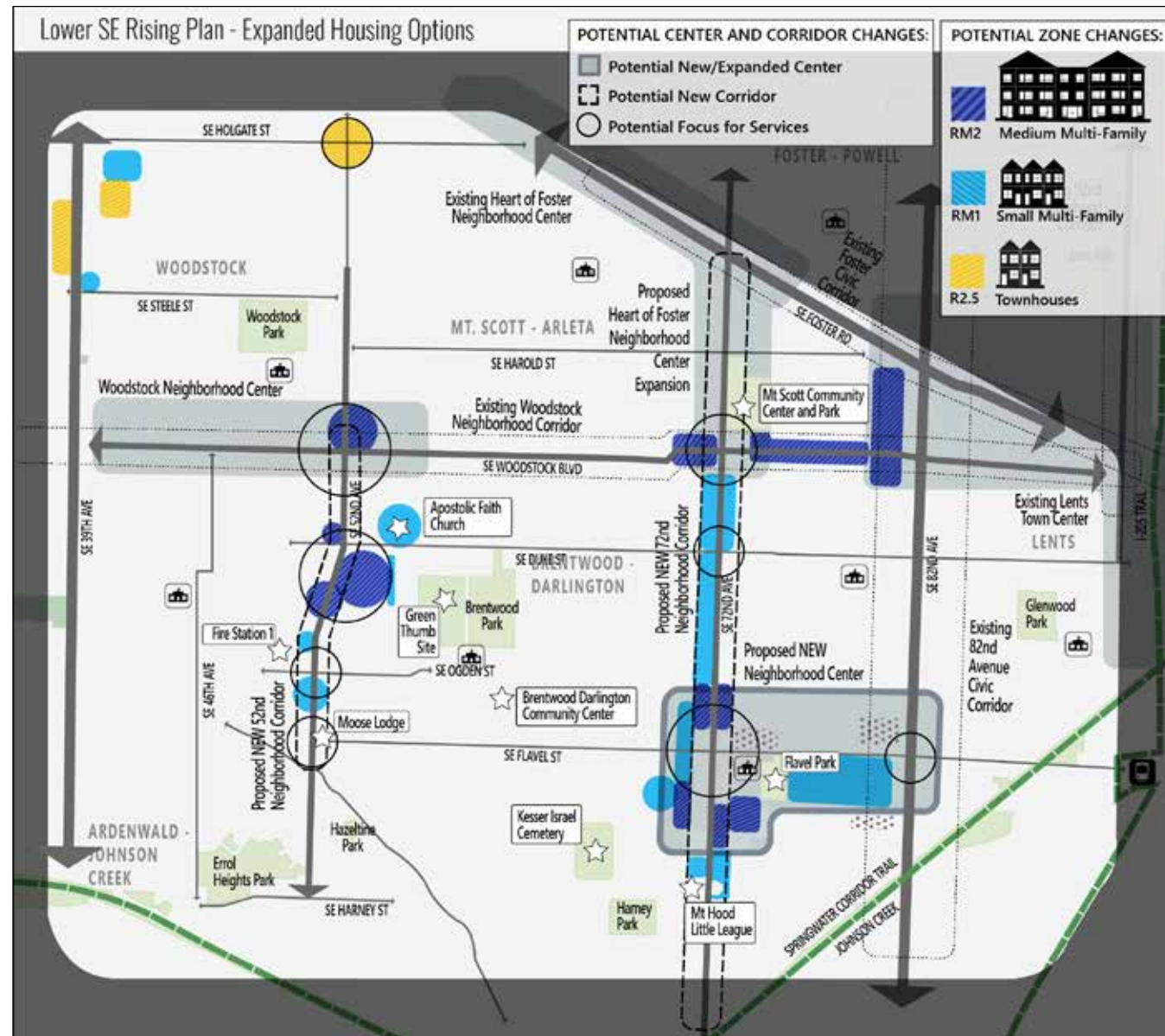
Diagram 6. Expanded housing opportunities (on following page)

In keeping with the community’s preferred Centers and Corridors scenario, the Plan proposes expanded multi-dwelling zoning (shown in blue) to allow for more housing options along the area’s Neighborhood Corridors and in the new Neighborhood Center. This diagram only shows locations where zone changes are proposed and does not show existing multi-dwelling zoning, which already applies along some corridors. Locations proposed for more multi-dwelling zoning include (see following page):

VISION AND GROWTH CONCEPTS: **GROWTH CONCEPTS**

Diagram 6. Expanded housing opportunities (continued)

- **Within the new Neighborhood Center**, allowing more people to live close to services and its school and park. The concept envisions the center's existing manufactured home parks as an important part of the low-cost housing mix of the area and retains zoning that prevents their redevelopment.
- **Along SE 72nd between SE Woodstock and SE Flavel**, which would be rezoned to the small-scale RM1 multi-dwelling zone, intended to be compatible in scale to areas where single-family housing predominates.
- **Along SE 52nd**, including in the hub locations (where the medium-scale RM2 zone is proposed).
- **Along SE Woodstock**, including around the Arleta Triangle to support its emerging role as a community hub, **and at the edges of the Lents Town Center**, to allow more people to live close to services and transits.
- **Around SE Holgate near the small commercial hubs at SE 52nd and SE Chavez**, where rezones would allow more small scale housing options such as townhouses and plexes (allowed by the R2.5 zone).



VISION AND GROWTH CONCEPTS: **GROWTH CONCEPTS**

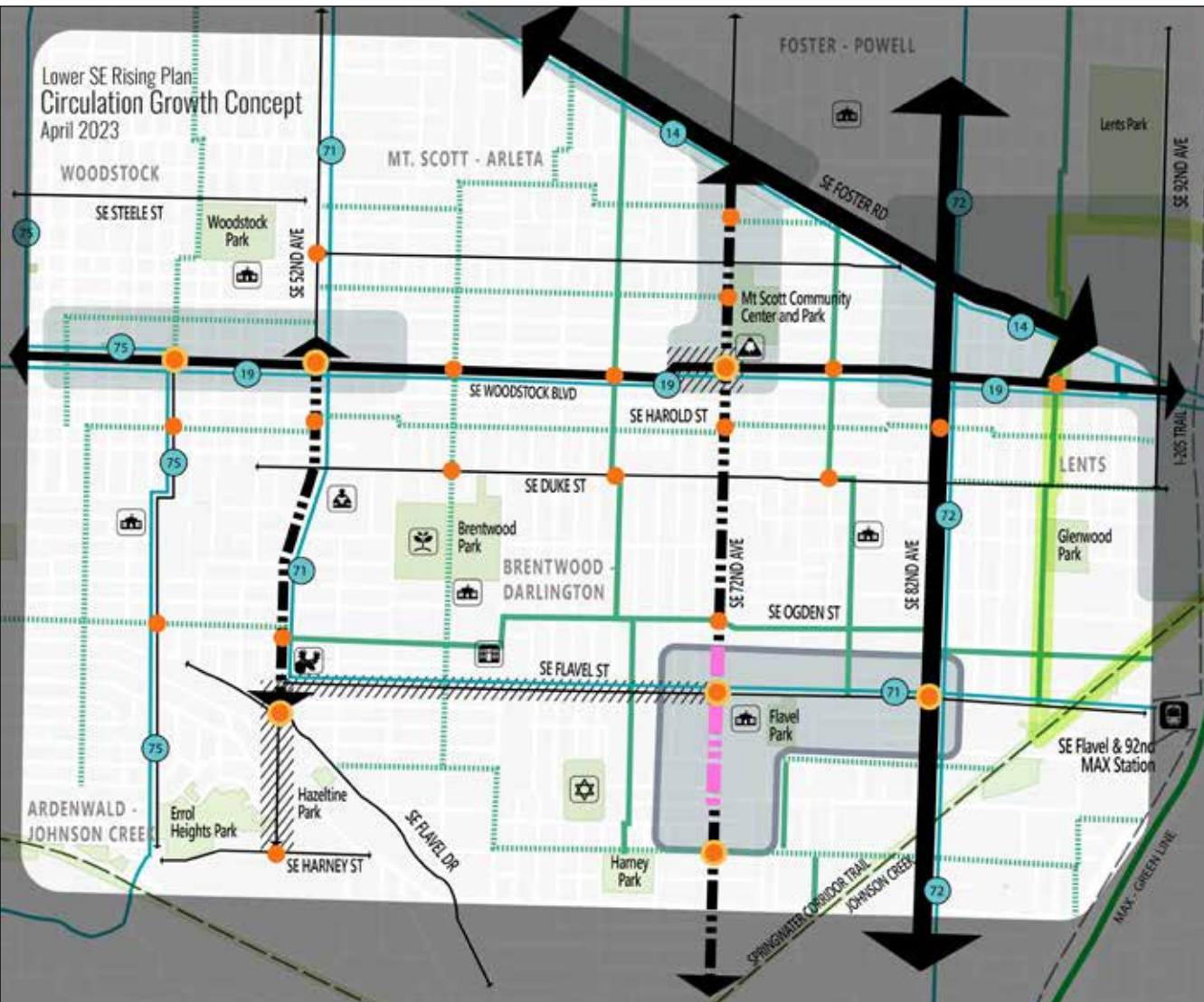


Diagram 7. Circulation Growth Concept

This concept diagram highlights the relationship between the Plan’s recommendations for transportation projects and the Land Use Growth Concept. Major components of the Circulation Growth Concept include:

- Key corridors include SE 52nd, SE 72nd, and Woodstock – where housing and commercial land uses are focused. These, together with other important corridors in the area, are prioritized for corridor safety improvements and transit.
- Neighborhood greenways – priority projects fill in gaps in the area’s network of bicycle facilities and provide pedestrian and bicycle connections to community destinations such as parks and schools and to surrounding areas.
- Recommended changes to the transit system include frequent service along SE Woodstock connecting to the Lents Town Center, frequent transit service along SE 52nd and Flavel, and new service along SE 72nd.

KEY

Corridors

- Regional Connectors (Civic Corridors)
- Existing Neighborhood Connectors (Neighborhood Corridors)
- Neighborhood Connectors (Neighborhood Corridors)
- Potential New Main Street
- Local Community Connectors
- Springwater Corridor

Centers

- Existing Center
 - Potential New/Expanded Center
- ### Greenways
- Existing/Funded Greenways
 - Potential/New Greenways
 - Lents Green Ring

Corridor Improvements

- Intersection Improvements
- Potential New Greenway Crossings

Transit Improvements

- Frequent Bus Service

Destinations

- Park or Open Space
- 92nd Ave MAX Station
- Community Garden
- Kesser Israel Cemetery
- Moose Lodge
- Arleta Triangle Square
- Schools
- Brentwood Darlington Community Center
- Apostolic Faith Church

From concept to reality

Zoning changes do not typically create much immediate change, especially if development economics do not initially support the type and scale of development allowed by zoning. Zoning is a starting place, and can take decades to fully implement. Commercial zoning, however, is necessary to allow a business district to even begin to emerge, which cannot happen with zoning that does not allow commercial uses. The Plan proposes to rezone properties along SE 72nd, south of the Grocery Outlet at SE Flavel, from multi-unit residential zoning (RM1 and R2.5) to commercial/mixed use zoning (CM2 and CM1) to allow for the emergence of a main street business district here. The graphics below show how this transition could happen, starting out with low-cost commercial activity such as food carts and the addition of commercial uses to existing residential properties (which can also continue as housing), and then later having new commercial or mixed-use buildings built.



Full build-out allowed by commercial/mixed use zoning proposed for the SE 72nd commercial area, but not likely in the near term.



Existing Conditions

Side of Grocery Outlet along SE 72nd, with residences to the south screened by trees.



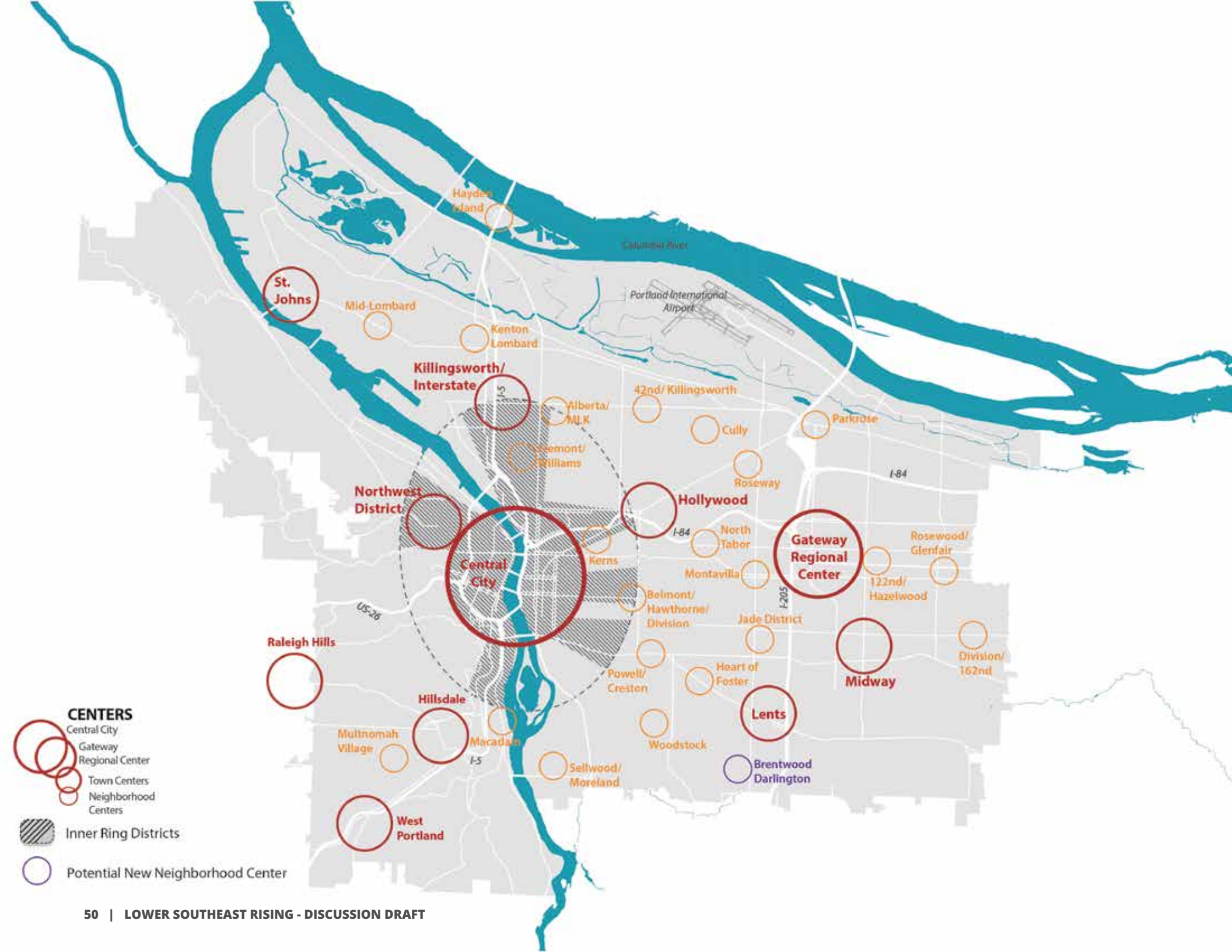
Within 10 years

Food carts and outdoor seating added to paved area. Storefront added to front of adjacent residential building. Other residential buildings (not seen) have added commercial uses, sometimes with front yards converted to outdoor seating for restaurants.



Within 20 years

Storefront addition to grocery building, bringing activity up to the sidewalk. New mixed-use buildings with storefront added to the south.



- CENTERS**
- Central City
 - Gateway Regional Center
 - Town Centers
 - Neighborhood Centers
 - Inner Ring Districts
 - Potential New Neighborhood Center

Implementation

Urban Design Framework

The graphic on the previous page shows changes proposed to the Centers and Corridors components of the 2035 Comprehensive Plan's Urban Design Framework, which provides guidance on Portland's intended urban form. Centers are intended to be mixed-use places with a broad range of services and housing that serve as anchors for complete neighborhoods. Corridors are prominent streets that have key land use and transportation functions, connecting neighborhoods and destinations across the city. The proposed changes to the Urban Design Framework diagrams (shown in purple) are:

- **The new Brentwood-Darlington Neighborhood Center**
- **Designating portions of SE 52nd and 72nd Avenues as Neighborhood Corridors**



Corridors - Detailed view of Plan Area

Draft Zoning Map and Comprehensive Plan Map Changes

The 2035 Comprehensive Plan Map depicts a long-term vision of how and where the city will accommodate anticipated population and job growth. Its designations are tied to policy statements in the Comprehensive Plan and they specify where various land uses can be located.

Each Comprehensive Plan Map designation corresponds with one or more implementing zones. The zones are defined in the Portland Zoning Code, which also contains regulations that specify the permitted uses and intensity of each zone and required development standards. In short, zoning directs how land can be used and what can be built on any given property today. A Zoning Map depicts where the zones apply.

The Lower Southeast Rising Area Plan Land Use Growth Concept has been translated into Zoning Map changes consistent with the concept, along with corresponding Comprehensive Plan Map designations.

Upon adoption of the Lower Southeast Rising Area Plan, both the citywide Comprehensive Plan Map and the Zoning Map will be updated and modified to integrate the newly adopted land use designations for the plan area.

The following four maps identify the draft changes to the Zoning Map. They also show (with pink dashed lines) the proposed Comprehensive Plan Map boundaries for the new Neighborhood Center and the expansion of the Heart of Foster Neighborhood Center boundary. The draft Zoning Map changes, which primarily apply additional commercial/mixed use and multi-dwelling zoning to expand options for neighborhood businesses and housing, affect only a small portion (6 percent) of the plan area. These changes are focused in the proposed new Neighborhood Center and along the area’s existing and proposed corridors, so that the additional activity and housing is located close to transit and services and is supported by the Plan’s proposed transportation improvements. The Zoning Map changes would primarily affect new development, allowing property owners more options for the future use of their properties; they would not require changes to existing properties, houses, or other existing development.

Zoning and Corresponding Comprehensive Plan Map Designations (for zones proposed for expansion)

ZONE	COMPREHENSIVE PLAN DESIGNATION
CM2 (Area around 82nd & Flavel)	Mixed Use - Civic Corridor
CM2 (along 52nd & 72nd corridors)	Mixed Use - Neighborhood
CM1 (along 52nd & 72nd corridors)	Mixed Use - Neighborhood
CR	Mixed Use - Dispersed
RM2	Multi-dwelling - Corridor
RM1	Multi-dwelling - Neighborhood
R2.5	Single-dwelling 2,500
OS	Open Space

IMPLEMENTATION: DRAFT ZONING MAP AND COMPREHENSIVE PLAN MAP CHANGES

Proposed Zoning Map Changes

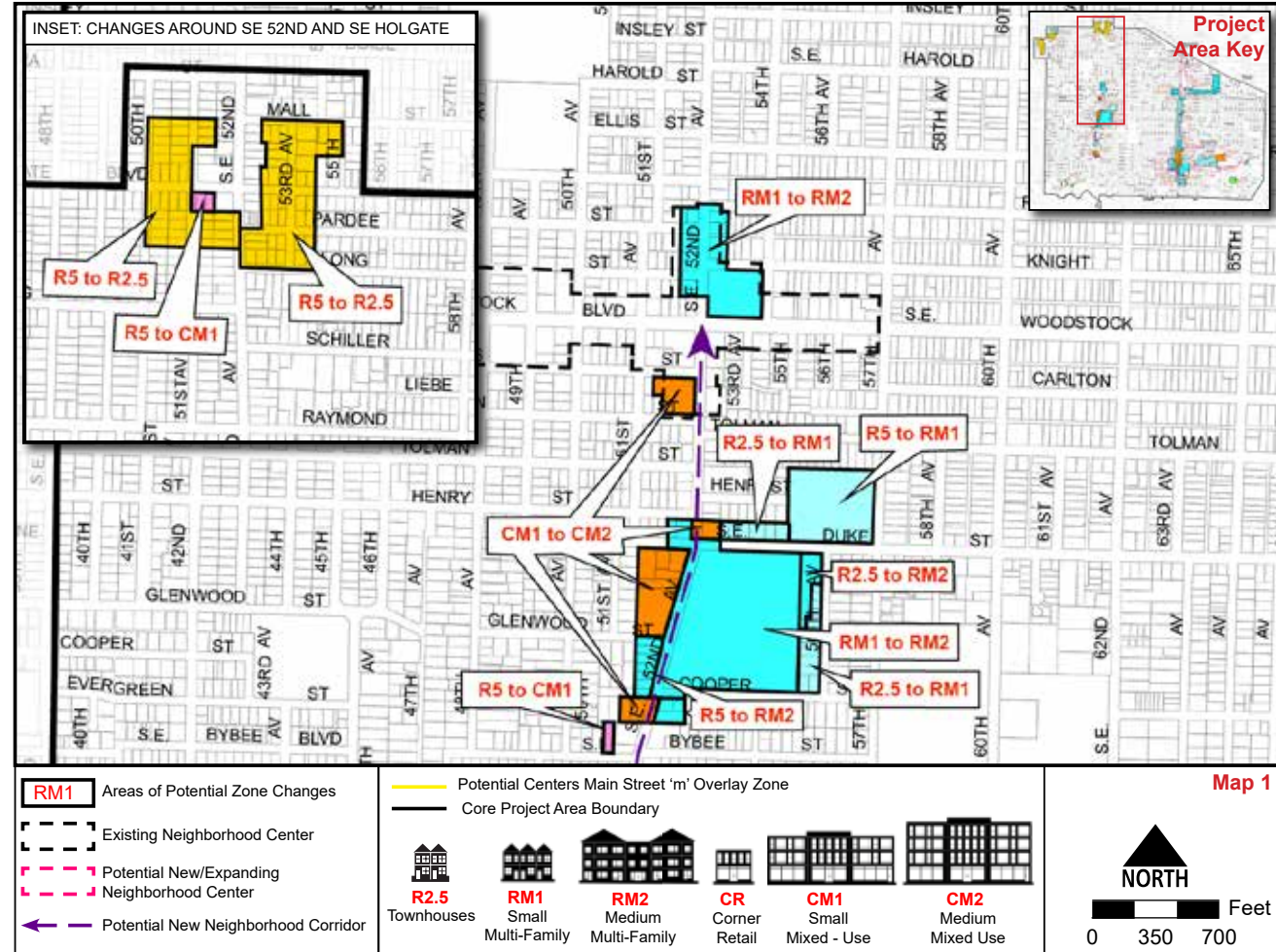
NW Quadrant

This map shows details of the zone changes described in Land Use Growth Concept diagrams 5 and 6. Along parts of SE 52nd, these include zone changes around SE Duke and near SE Woodstock from the small-scale CM1 zone to the medium-scale CM2 commercial/mixed-use zone to expand opportunities for commercial uses and housing around these key intersections. These locations also include a few rezones from single-dwelling zoning to the small-scale RM1 multi-dwelling zone, and from existing RM1 zoning to the medium-scale RM2 multi-dwelling zone to expand opportunities for housing.

There are also rezones proposed around the small commercial hub at SE 52nd and SE Holgate from single-dwelling R5 to R2.5 (see inset), which will provide additional opportunities for compact housing such as townhouses and plexes that have a single-family character. This rezoning is consistent with existing long-range plans for the area, as Portland's Comprehensive Plan identifies R2.5 as the intended long-term land use designation for these properties. There is also a small rezone on SE Holgate to CM1 to allow additional opportunities for neighborhood businesses, also in keeping with long-range plans for the area.

Lower SE Rising Plan

Discussion Draft - Zoning Changes



IMPLEMENTATION: DRAFT ZONING MAP AND COMPREHENSIVE PLAN MAP CHANGES

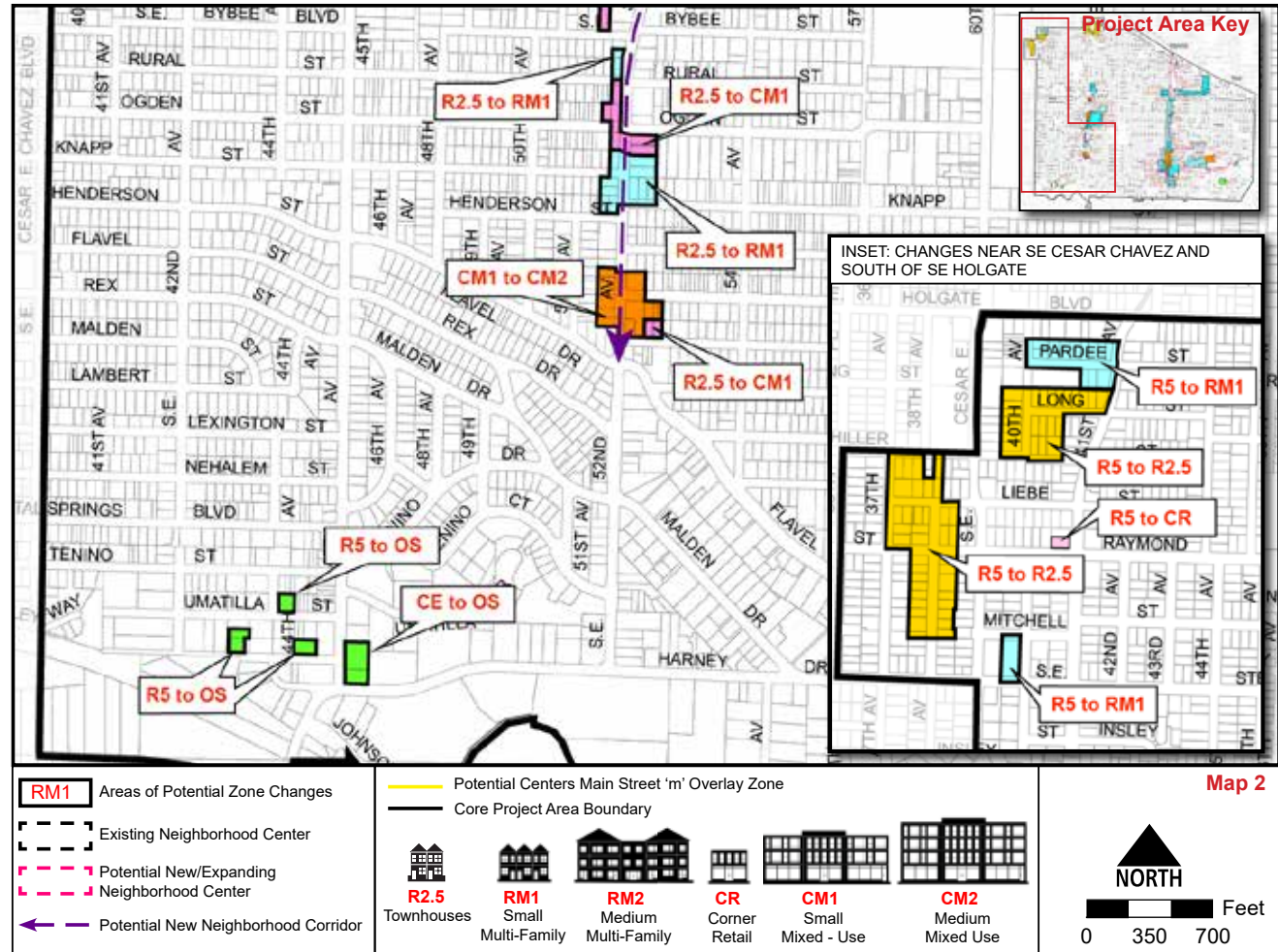
Proposed Zoning Map Changes

SW Quadrant

Besides the proposed zone changes described in the Land Use Growth Concept section (diagrams 5 and 6) to expand opportunities for neighborhood businesses and housing along the SE 52nd Avenue corridor, the proposed zone changes on this map include four small zone changes close to the Springwater Corridor to Open Space (OS). One involves a zone change from CE commercial zoning, while the others involve zone changes from R5 single-dwelling zoning. These properties are owned by the Bureau of Environmental Services, which is intending to undertake habitat and floodplain restoration on the properties to help manage flooding and stormwater and to provide habitat. The properties have Environmental Protection Overlay zoning and have large portions within the 100-year floodplain, which limit their ability to be developed with urban uses. These changes to Open Space zoning respond to these properties' public ownership and intended use in floodplain management and habitat restoration.

There are also rezones proposed around the commercial hub at SE Cesar Chavez and SE Holgate (see inset) to provide additional opportunities for housing close to services and transit. These rezones are primarily from single-dwelling R5 to R2.5, which will provide additional opportunities for compact housing

Lower SE Rising Plan



such as townhouses, but also include limited rezones to RM1 to allow small-scale multi-dwelling housing in locations adjacent to existing multi-dwelling zoning. The majority of these rezones are consistent with existing long-range

plans for the area. There is also a small rezone to CR to facilitate continued commercial use of an existing small corner commercial building at SE 41st and SE Raymond.

IMPLEMENTATION: **DRAFT ZONING MAP AND COMPREHENSIVE PLAN MAP CHANGES**

Proposed Zoning Map Changes

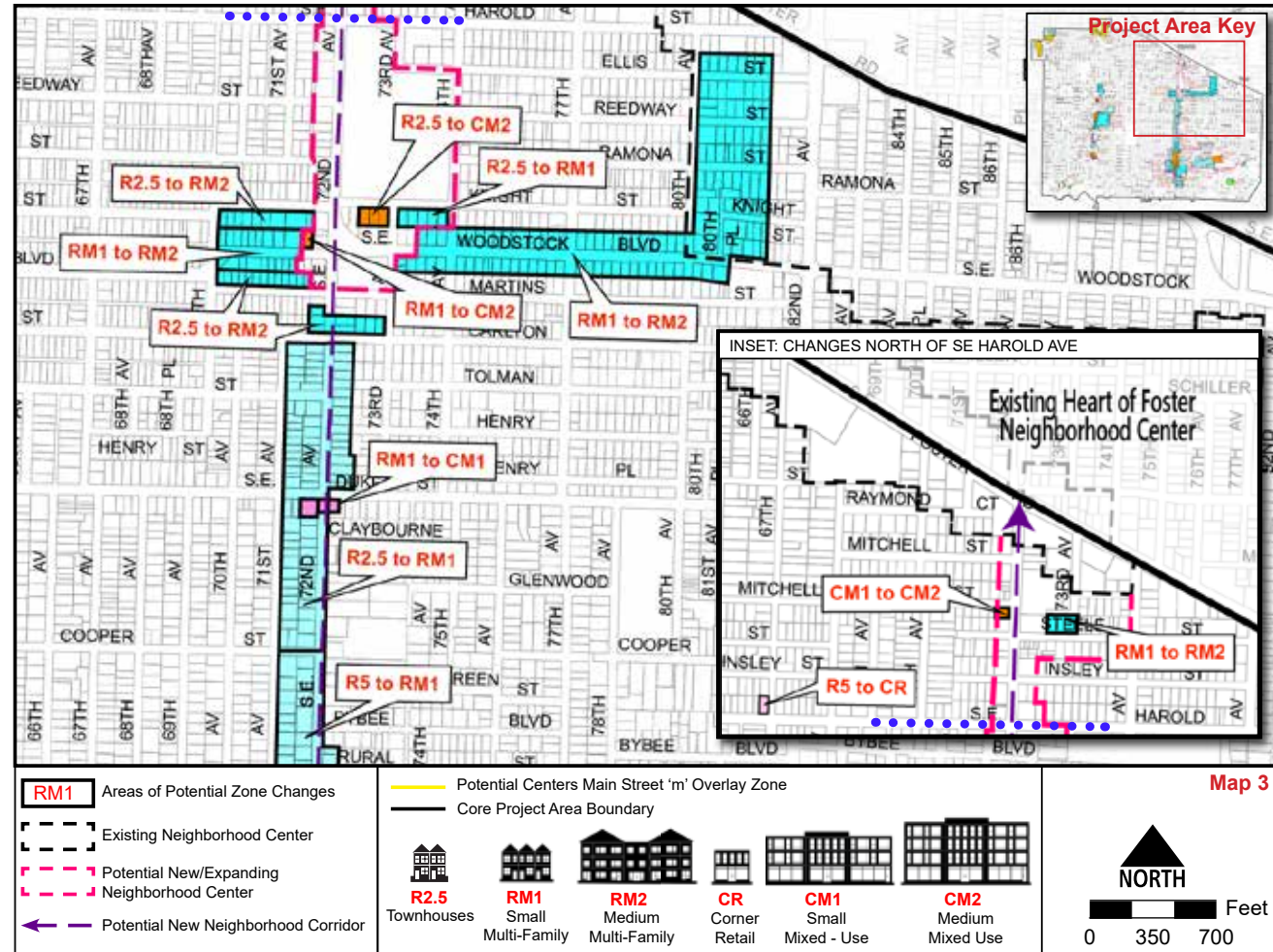
NE Quadrant

The majority of these zone changes – along SE 72nd and SE Woodstock, and in an area east of SE 80th south of SE Foster – involve rezones from lower-scale residential zones to the multi-dwelling RM1 and RM2 zones to allow more housing close to commercial and community services and transit. The zone changes also include small amounts of rezones to commercial/mixed use zoning (CM1 and CM2) to provide opportunities for more neighborhood businesses along SE 72nd at the intersections with SE Woodstock and SE Duke. There is also a small rezone to CR to facilitate continued commercial use of an existing small corner market at SE Harold and SE 67th (currently zoned residential).

The zone changes along SE 72nd south of Woodstock would primarily be to the small-scale RM1 zone, allowing more housing units than existing single-dwelling zoning (R2.5 and R5), while keeping the scale of development compatible with the corridor’s existing low-rise character. Applying multi-dwelling zoning along the SE 72nd Neighborhood Corridor will also allow for small ground-floor commercial uses, providing more opportunities for neighborhood businesses.

Lower SE Rising Plan

Discussion Draft - Zoning Changes



Along SE Woodstock east of 72nd and at the edges of the Lents Town Center, properties would be rezoned from the small scale RM1 multi-dwelling zone (2-3 stories) to the medium-scale RM2 zone (3-4 stories) to allow more

people to live close to the area’s community services and to the commercial services and transit options around SE 82nd and SE Foster

IMPLEMENTATION: DRAFT ZONING MAP AND COMPREHENSIVE PLAN MAP CHANGES

Proposed Zoning Map Changes

SE Quadrant

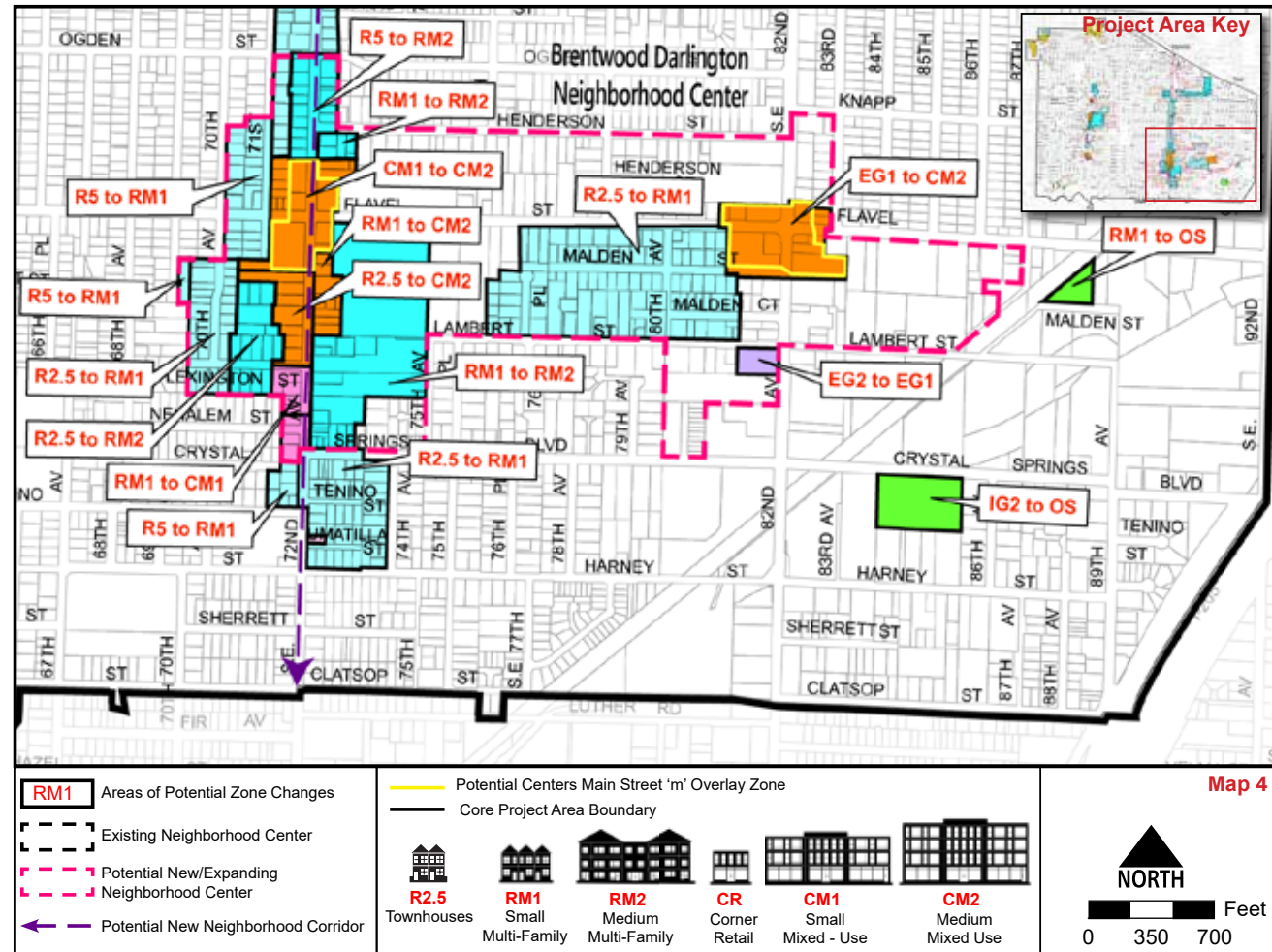
Besides the proposed changes described in the Land Use Growth Concept section, which include expanded commercial/mixed use zoning and multi-dwelling zoning in the proposed new Neighborhood Center to allow for more neighborhood businesses and housing, the proposed zone changes on this map include:

The Centers Main Street Overlay Zone (m overlay) would be applied to the core commercial areas at SE Flavel and 72nd and at 82nd. This overlay zone would require active ground-floor uses, such as commercial services and other active uses, to support the intended commercial function of these areas and prevent purely residential buildings in these key commercial hubs.

Two small zone changes along the Springwater Corridor to Open Space (OS). One involves a zone change from IG1 industrial zoning, while the other involves a zone change from RM1 multi-dwelling. Both properties are owned by the Bureau of Environmental Services, which is intending to undertake habitat and floodplain restoration on the properties to help manage flooding and stormwater and to provide habitat. Both properties have Environmental Overlay zoning and have large portions within the 100-year floodplain, which limit their ability to be fully developed with urban uses. These

Lower SE Rising Plan

Discussion Draft - Zoning Changes



zone changes respond to these properties' public ownership and intended use in floodplain management and habitat restoration.

Community stabilization

The Lower Southeast Rising Area Plan proposes a range of land use changes to allow for more neighborhood businesses and housing opportunities, as well as future transportation projects to improve the ability of community members to meet their daily needs and safely access local destinations.

So that all community members can benefit from these improvements, the following are recommendations for actions to provide stability for residents and businesses to minimize future displacement, which could potentially occur over time as the area gains more services, amenities, and improved infrastructure. Based on an economic analysis, the draft zone changes (the majority of which provide relatively small increments of additional development allowances) are not anticipated to increase overall displacement risk for at least the near term. As outlined in this section, the community stabilization approaches include regulatory changes that will be adopted with the Plan, as well as recommendations for ongoing collaboration and future implementation actions.

COMMUNITY STABILIZATION

Adopt with plan

Regulatory Approaches to Support Housing Affordability and Stabilization

- **New affordable units and housing diversity**

Provide expanded multi-dwelling and commercial/mixed use zoning to allow for a broader range of housing types affordable to a broader range of households. Expanding these zones also increases where zoning code requirements for including affordable housing as part of new development applies (implemented through Inclusionary Housing requirements applicable in these zones).

- **Preservation of existing low-cost apartments and manufactured homes**

Limit redevelopment pressures by applying low-scale multi-dwelling zoning (RM1) to locations with existing low-cost apartment buildings (“unregulated affordable housing”), avoiding the redevelopment pressures that larger-scale zoning can contribute toward. Retain existing manufactured dwelling park zoning (RMP) to prevent redevelopment of existing low-cost manufactured homes, including within the new Neighborhood Center

Home-Based Businesses – Opportunities for Expansion Along Corridors

- In multi-dwelling zones along Neighborhood Corridors (e.g., SE Woodstock Blvd, SE 52nd and SE 72nd avenues), **allow the opportunity for small businesses (such as retail and office) in conjunction with housing**, facilitating the ability of homeowners living along corridors to stay in place while establishing and growing small businesses (beyond the constraints of home-based business regulations). Implemented through designation of SE 52nd and SE 72nd as Neighborhood Corridors and through zone changes to multi-dwelling zoning (RM1 and RM2)

Zoning to Support Business Stability and Affordability

- **Apply zoning that supports the continuation of existing small businesses** in the vicinity of SE Flavel and 82nd (the easternmost portion of the potential neighborhood center), which consists of a range of small-scale commercial uses, but are currently zoned to allow development such as self-service storage, gas stations and other drive-through uses (allowed in the EG1 zone that applies in this portion of 82nd). Implemented through zone changes from EG1 to CM2 around the intersection of SE 82nd Avenue and SE Flavel.
- **Increase awareness of the existing affordable commercial space bonus** as an incentive for new development in commercial/mixed use zones to include affordable commercial spaces (providing options for additional development scale in exchange for providing affordable commercial space)

COMMUNITY STABILIZATION

Ongoing collaboration

There are ongoing opportunities for coordination with the anti-displacement work being undertaken along 82nd Avenue as part of the Build a Better 82nd Plan and the Lower Southeast Rising Area Plan, especially given the location of the potential neighborhood center within the 82nd Avenue corridor. These opportunities include:

- Coordination with the Build a Better 82nd planning effort on approaches for housing stability and small businesses stabilization.
- Coordination on workforce development efforts, such as the Housing and Workforce Demonstration Project, to provide workforce training and career pathways for corridor residents most at risk of displacement, including those living in the Lower Southeast Rising Plan area near 82nd Avenue.
- Consideration of how multi-dwelling zoning in the Lower Southeast Rising Plan area provides an important low-cost housing resource in the southern portion of the 82nd Avenue corridor, and ensuring that the area is part of any housing strategy for the 82nd Avenue corridor.



COMMUNITY STABILIZATION

Recommendations for future implementation

The following are potential future actions that could involve City and other governmental agencies, community groups, affordable housing and workforce development organizations, and community partnerships. These actions are not funded and will require exploration by community and public partners.

Affordable housing and community development

- Identify opportunity sites for affordable housing development, including land currently used as surface parking lots.
- Encourage investments by affordable housing providers/community development corporations (e.g., ROSE CDC, Hacienda CDC, Proud Ground) in development initiatives or land banking in the area.
- Work with homeowners, affordable housing providers, and developers to utilize new zoning code provisions for middle housing types in single-dwelling zones, including cottage clusters, townhouses, and accessory dwelling units, that provide housing options – including ownership housing – affordable to moderate-income and lower-income households.
- Encourage development arrangements that allow existing homeowners, especially people of color and others who have often not benefited in the past from zoning and lending practices, to benefit from zoning code middle housing development allowances.
- Work with non-profits on possibilities for creating affordable businesses incubator space, as a pathway for lower-income/BIPOC/immigrant community members to establish businesses.
- Work with businesses and workforce development organizations on connecting lower-income/BIPOC/immigrant community members to living-wage jobs in the area.
- Emphasize wealth creation for neighborhood residents and businesses through approaches that support ownership of property and participation in redevelopment; opportunities for tenants to purchase homes and manufactured home parks; and through home businesses, including childcare facilities.
- Recommend that Prosper Portland consider the proposed Brentwood-Darlington Neighborhood Center for a future Neighborhood Prosperity Initiative (NPI), similar to the Jade District or Division Midway NPIs, in order to support community-based economic development and small businesses.
- Consider a Tax Increment Finance (TIF) district for the plan area, especially around the new neighborhood center, to provide funding for affordable housing and community-based economic development as part of community stabilization approaches.
- Encourage community efforts and partnerships to seek grants from the Portland Clean Energy Community Benefits Fund (PCEF) to support tree plantings, regenerative agriculture, de-paving, energy efficiency retrofits, renewable energy installations, and transportation decarbonization, especially when these investments can support community stabilization and provide pathways to prosperity for lower-income households and communities of color

COMMUNITY STABILIZATION

Community resilience center

- Support an expanded role for the Brentwood-Darlington Community Center in serving as a resource hub that connects residents to critical resources and services, including housing, employment, childcare, and public benefits, in order to contribute to residential, economic, and community stability.
- Work with community partners and recommend allocation of resources so that the Brentwood-Darlington Community Center can serve as a Resilience Center for the community during emergencies and extreme-weather events, functioning as a warming/cooling center, temporary shelter, with resilient energy sources to provide charging stations for mobile phones and other needs.
- Recommend the funding of ImpactNW staff at their Brentwood-Darlington Community Center site through the Joint Office of Homeless Services to directly serve residents in the project area, and work with Portland Public Schools and Multnomah County on long-term arrangements for the continuation of the center



Part 2: Transportation

Part 2 of the Lower Southeast Rising Area Plan addresses the transportation elements of the plan.

- **Transportation needs**
Explores the Plan Area's transportation system today and lays the groundwork and rationale for recommendations in subsequent chapters
- **Project recommendations**
Shares the recommended infrastructure projects that support the goals of the plan
- **Program and policy recommendations**
Details the program recommendations and policy changes that support the recommended infrastructure changes
- **Bus network recommendations**
Describes the recommended bus network changes
- **Funding and implementation strategy**
Explains how the projects might be advanced to design and construction

The southeast corner of the plan area (near SE 82nd Ave and SE Duke St) in 1958 showing an auto-oriented mid-century neighborhood constructed with spotty sidewalks



Transportation 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.

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, before this area became part of Portland 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. Many of the concerns heard from community members and deficiencies uncovered in analysis stem from this history. The infrastructure and transportation characteristics within the plan area can vary significantly by neighborhood.

Want to learn more?

In 2021, the Lower Southeast Rising Area Plan team published the [Existing Conditions Atlas](#). This document summarizes what the team knew about the Lower Southeast Rising Plan Area. In the Atlas, you can find a much more detailed discussion of the on the ground conditions in Lower Southeast.

Streetcar-oriented early-20th-century neighborhood near SE Woodstock Blvd constructed with sidewalks



Street surface

The condition of street infrastructure varies throughout the project area. Some clear patterns are evident:

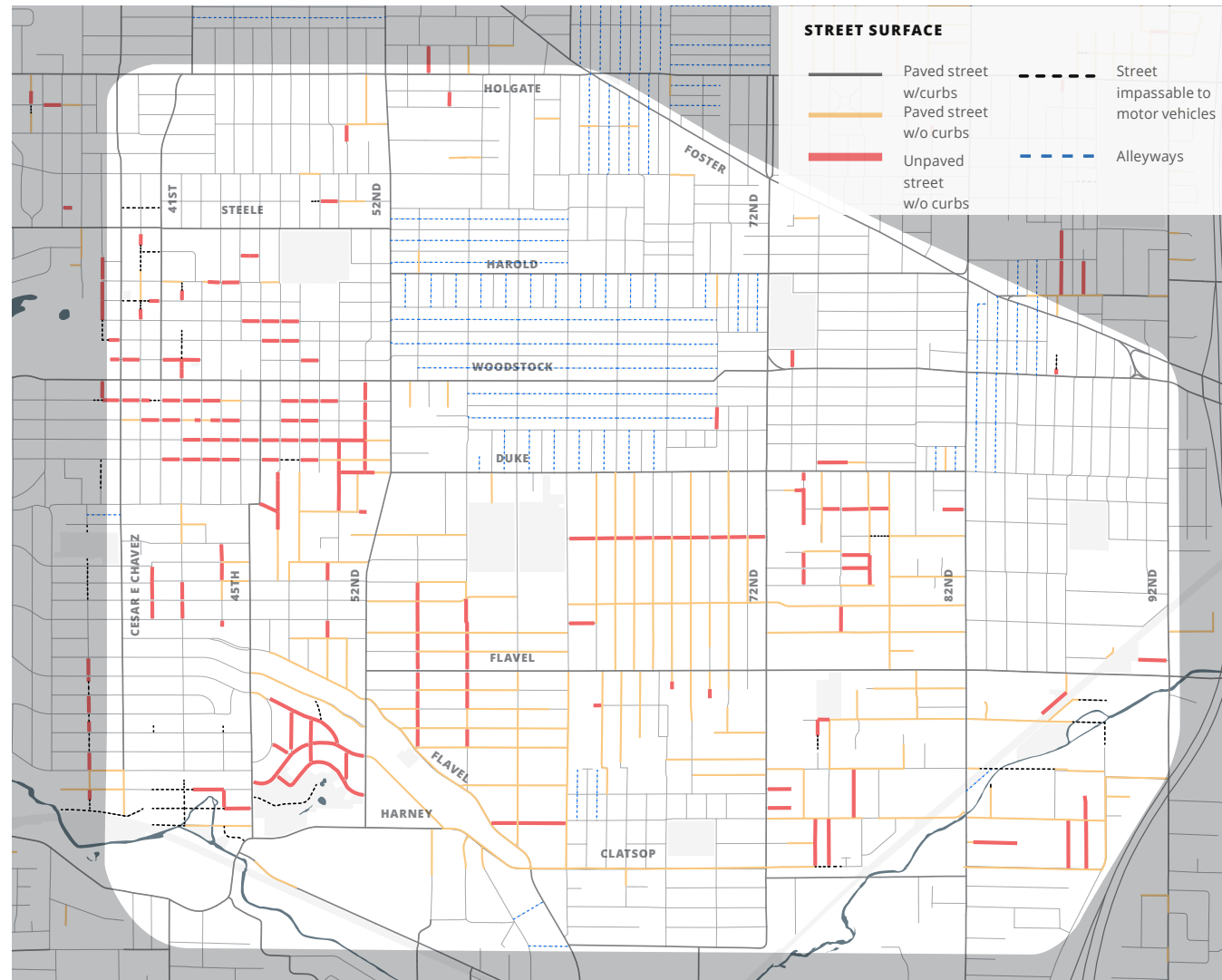
In **Brentwood-Darlington**, most streets are paved, but most of those paved streets are missing sidewalks, and lack curbs to channel stormwater to the drainage system.

Errol Heights, an area within Brentwood Darlington south of Flavel Drive, has a high concentration of unpaved streets.

In the **Woodstock area**, there are high concentrations of unpaved gravel streets running east-west in the areas just north and south of the Woodstock main street.

Most streets in the **Mt Scott-Arleta** neighborhood are paved with curbs and full sidewalks, and in comparison to the rest of the project area has the best quality of basic roadway infrastructure.

Though the part of **Lents** within the plan area has a similar block structure as Mt Scott Arleta, the area of Lents south of the Springwater Corridor, has many unpaved and/or curbless streets, and a lack of connectivity to the rest of the project area.



In our outreach for the plan, **pedestrian improvements** were consistently the highest transportation priority.

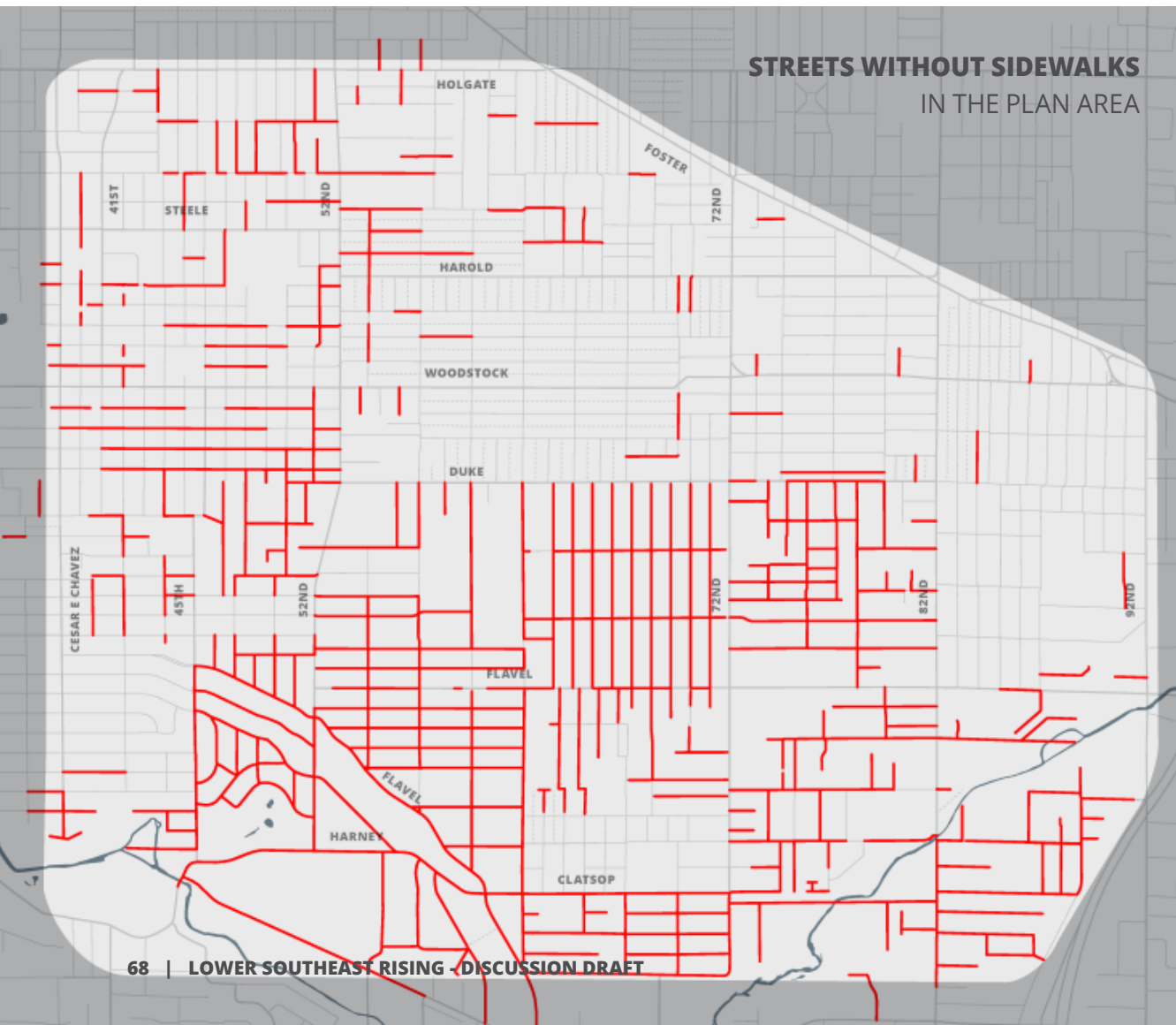
Pedestrian crossings

Most of the major streets in the plan area do not meet the City's adopted guidelines for pedestrian crossing spacing. This includes gaps on SE Woodstock Boulevard between SE 52nd and SE 72nd avenues, on SE 72nd and SE 82nd avenues between SE Duke and SE Flavel Streets, and on SE Flavel, SE Harney, and SE Clatsop.

Missings sidewalks

For the most part, the highest concentration of sidewalks in the project area are found in the areas that were annexed into Portland in the early 20th century, including Woodstock, Mt Scott Arleta, and most of Lents. These are areas where the original housing developers built sidewalks as a typical practice, and eventually sidewalks were required by the City of Portland for most new housing projects.

The Brentwood Darlington neighborhood, as well as the area of Lents south of Flavel, largely developed pre-annexation in the mid-20th-century in unincorporated Multnomah County land, during a time when sidewalks were not typically included in housing developments and were not required by the County. This has resulted in Brentwood Darlington having very few streets with sidewalks, despite being surrounded by neighborhoods with high sidewalk coverage. Even busier streets like Flavel Street, Duke Street, and 52nd Ave have many sidewalk gaps, as sidewalks have been built piecemeal over the years by individual property owners.






Traffic volumes

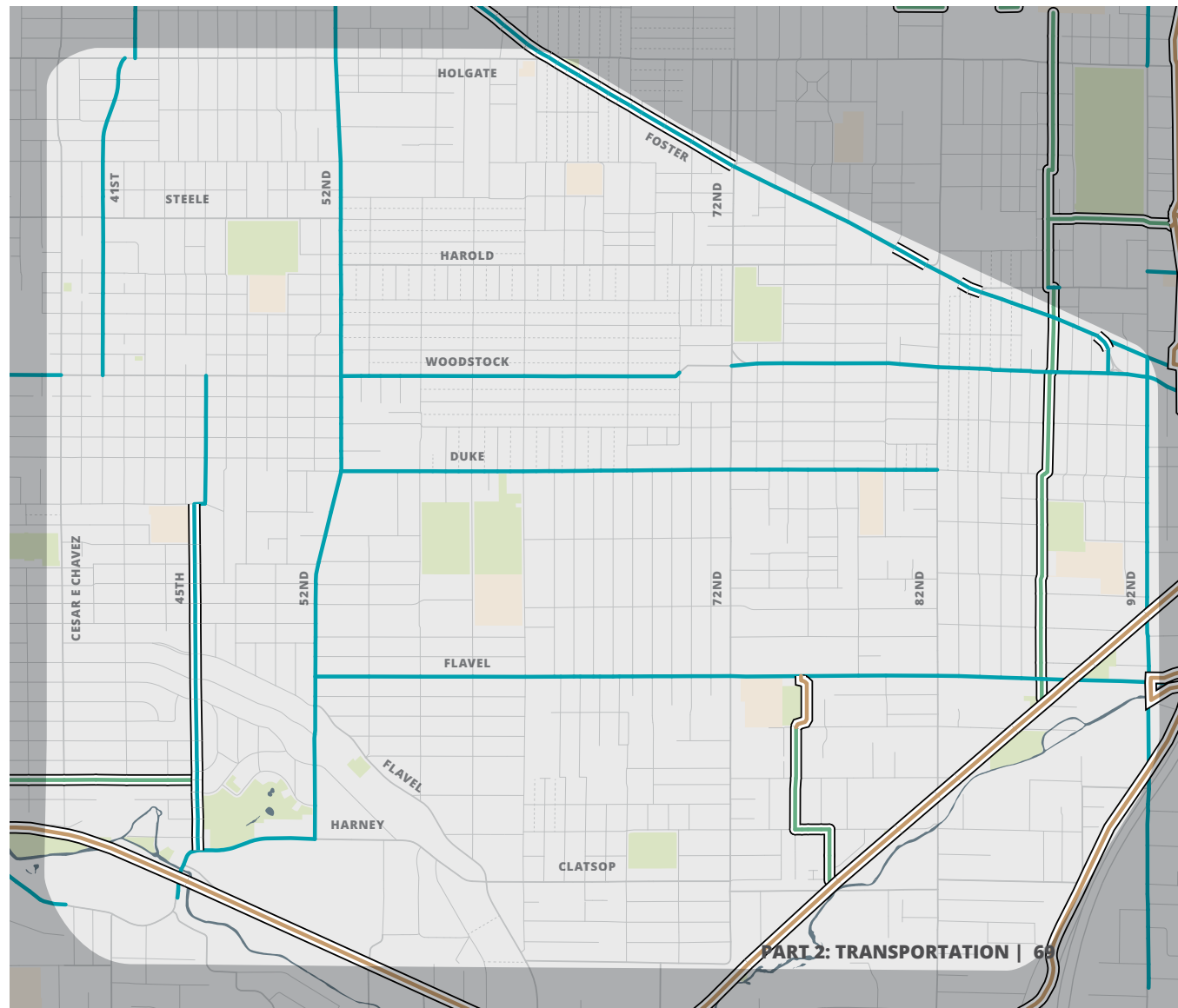
Many of the highest volume streets in the plan area define its edges (Holgate St, Foster Rd, 92nd Avenue, Cesar E Chavez). Other than 82nd Avenue, 52nd Avenue, and the Woodstock Main Street, most of the arterial- or collector-type streets internal to the plan area have fewer than 10,000 cars on an average weekday. This pattern is consistent with the land use of the area, which is predominantly single dwelling in the middle of the plan area with more major destinations (local- and regional-serving commercial uses) on the edges and outside of the plan area.

Bicycle network

The plan area has bike lanes on several of the major streets in the area, but many of the bike lanes do not meet city guidelines for what is low-stress. There are low-stress bike routes along the edges of the project area, like the Springwater Corridor trail, but there are limited connections to these facilities. Many parts of the bike network in the project area are fragmented and don't connect to any other facilities.

-  Bike lane
-  Neighborhood Greenway
-  Trail

Black outlining signifies a lower-stress facility



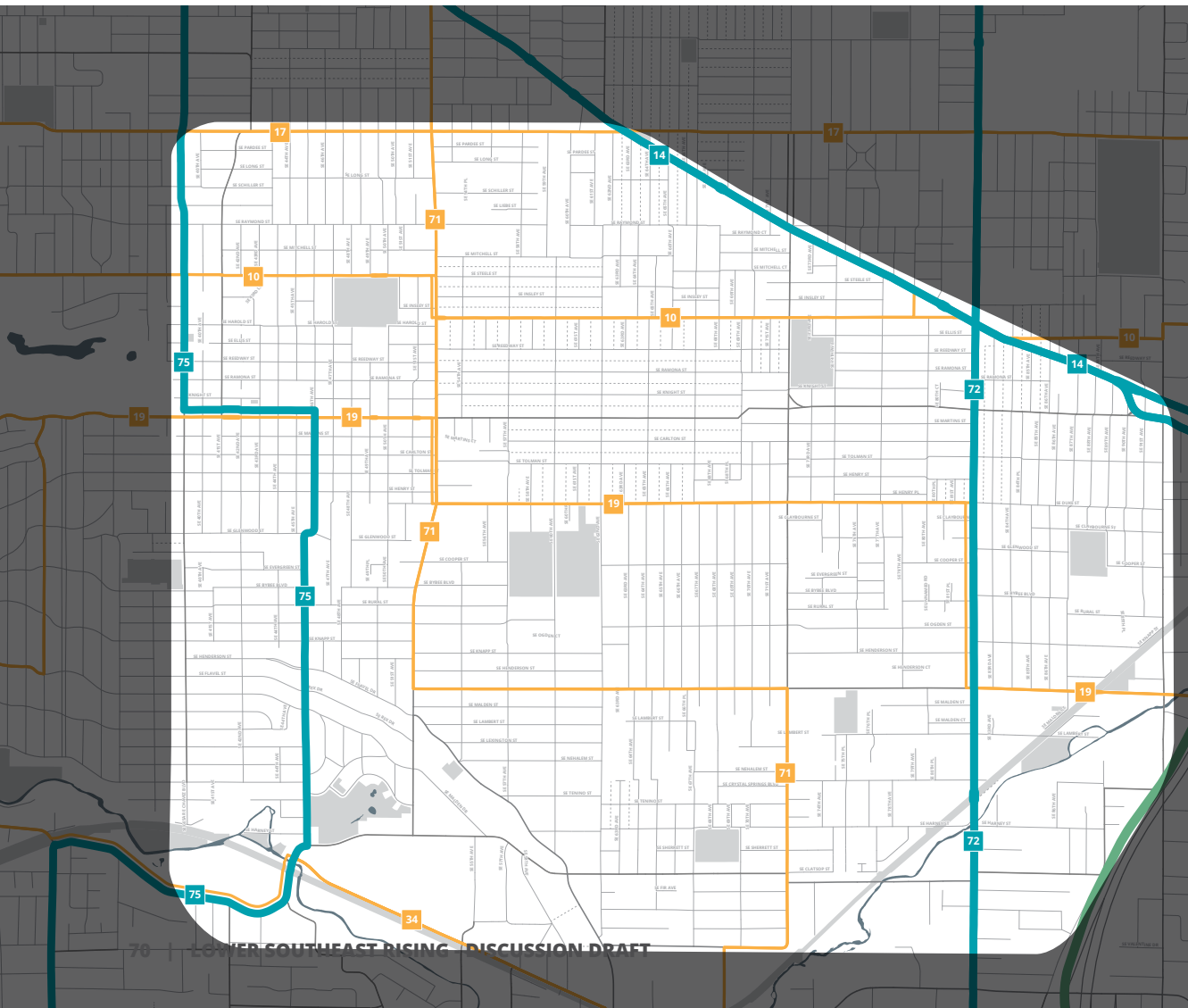
Transportation safety




The Lower Southeast Rising Plan Area is bounded and bisected by five of the 30 streets on the Portland High Crash Network: Cesar E Chavez Blvd, Holgate Blvd, Foster Road, 82nd Avenue, and 92nd Avenue. Most of the crashes

that involved a bicyclist or pedestrian or that resulted in a serious injury for someone in an automobile took place along these Vision Zero high crash streets and at intersections of collector/arterial-type streets.

Transit network

High-frequency transit service in the project area consists of a few major bus lines around the edges of the area, on Chavez/45th (Line 75), Foster (Line 14), and 82nd Ave (Line 72), as well as the MAX light rail Green Line at the very eastern edge along I-205. The center of the plan area, in Brentwood Darlington and Mt Scott Arleta, does not have any frequent transit service, and is instead served by a number of lower-frequency and limited-span bus lines that “stair-step” through the neighborhood to provide basic coverage service.



-  FREQUENT BUS LINE
-  NON-FREQUENT BUS LINE
-  MAX LIGHT RAIL

What is Vision Zero?

In 2015, Portland made a commitment to eliminate traffic deaths and serious injuries. Vision Zero is the name of this commitment and the set of on-going actions the City of Portland is undertaking to make sure no one dies or is incapacitated in the every day act of moving about the city.

Travel behavior

(2017 5-year American Community survey)

Walking

Very few people in the project area walk to work, with the lowest percentage in the Brentwood-Darlington neighborhood where only 0.3% walk to work. The frequency of people walking to work is notably higher in every area surrounding the Lower Southeast Rising project area. About 6% of people employed citywide walk to work.

Biking

The frequency of people biking to work decreases the further away one moves from the city center; correspondingly, the highest usage rates in the plan area (6-7%) occur in the northwest corner of the plan area (Woodstock neighborhood). This same trend is visible in other parts of the city, but the lack of adequate bike infrastructure may exacerbate this issue in the Lower Southeast Rising project area. About 6% of people employed citywide bike to work.

Taking transit

After driving, public transit is the second most common most way people get to work in the Lower Southeast Rising project area with the census tract centered on Woodstock Elementary seeing the highest transit usage rate (15%). About 12% of people employed citywide take transit to work.



Transportation needs summary

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.** In outreach, pedestrian improvements were seen as the highest priority. 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.



A recently completed project
along SE 45th Avenue

Project recommendations

Lower Southeast needs **a new network of transportation infrastructure** in place to support the area's updated land use vision.

To adequately address issues of safety and access to services, **two simultaneous approaches are needed:**

- Adjusting the land use regulations to create opportunities for new goods and services physically closer to community members
- Building new transportation infrastructure to improve access to those amenities when they come

During the plan process, the city team developed two kinds of projects aimed at improving walking and biking access for current and future community members. Working with community members, the team then developed tiers prioritizing the projects according to what is most important to do sooner than later as well as available resources.

Lower Southeast Projects are divided into two project types:



Safer crossings, bikeway, and streetscape improvements on Lower Southeast's busiest streets.



Low-stress neighborhood streets that are great places to walk, bike, roll, play, and just be.

Each project type is organized into two prioritization tiers:

TIER 1 Projects are the highest priority for active project development and seeking funding in the next 5 years.

TIER 2 Projects may be implemented opportunistically, for example if a leverage opportunity arises, but will not be a focus for PBOT in the first 5 years.

THE TRANSPORTATION STRATEGY

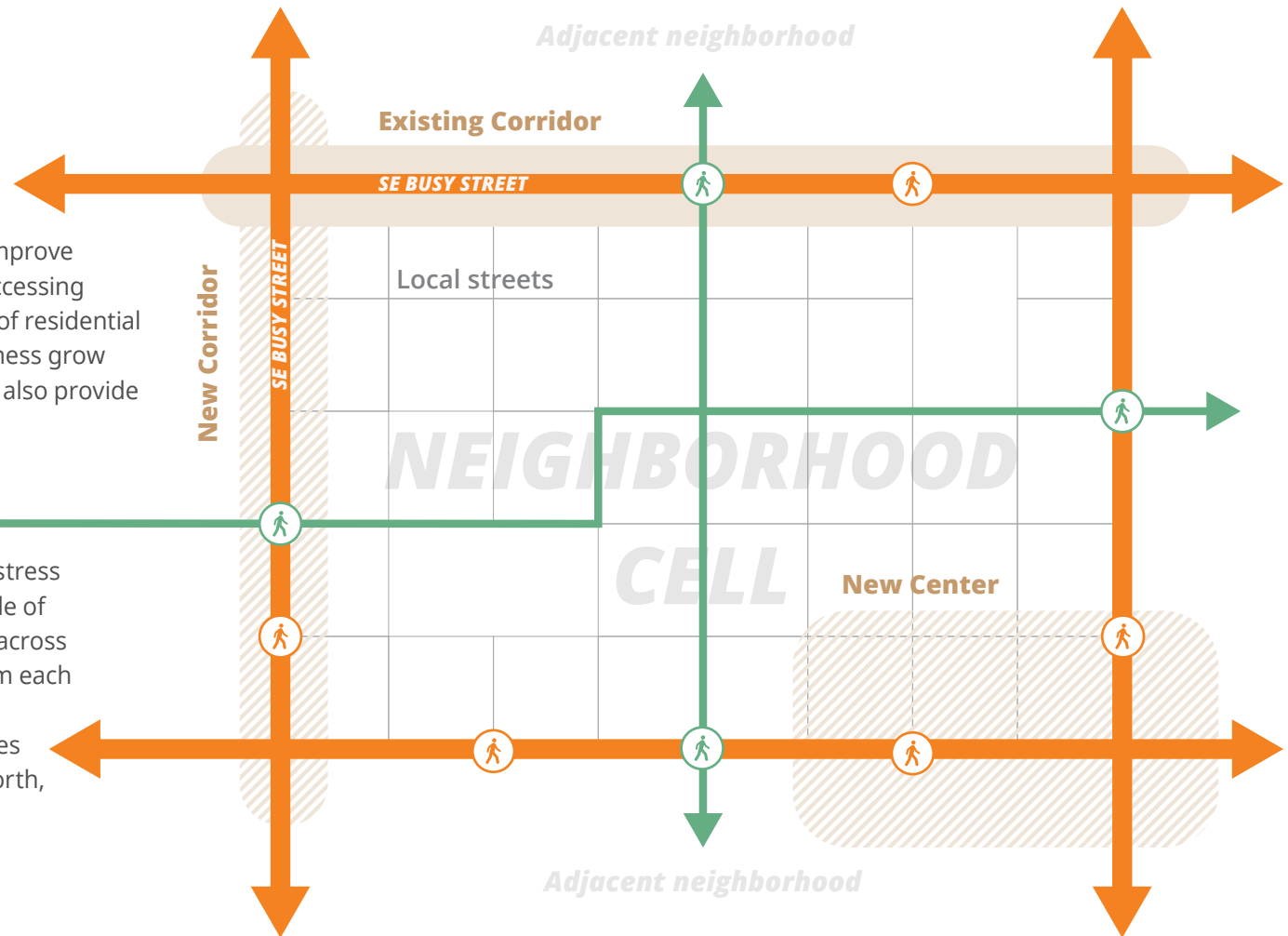
Corridor Improvements and **Neighborhood Greenways** work together to expand safe biking, walking, and access to transit - supporting the new land use vision

Corridor Improvement Project

Each neighborhood cell is bounded by Corridor Improvement Projects which improve safety for people walking, biking, and accessing transit on the busy streets at the edges of residential areas where future residential and business growth will be focused. Corridor Improvements also provide low-stress bike lanes where possible.

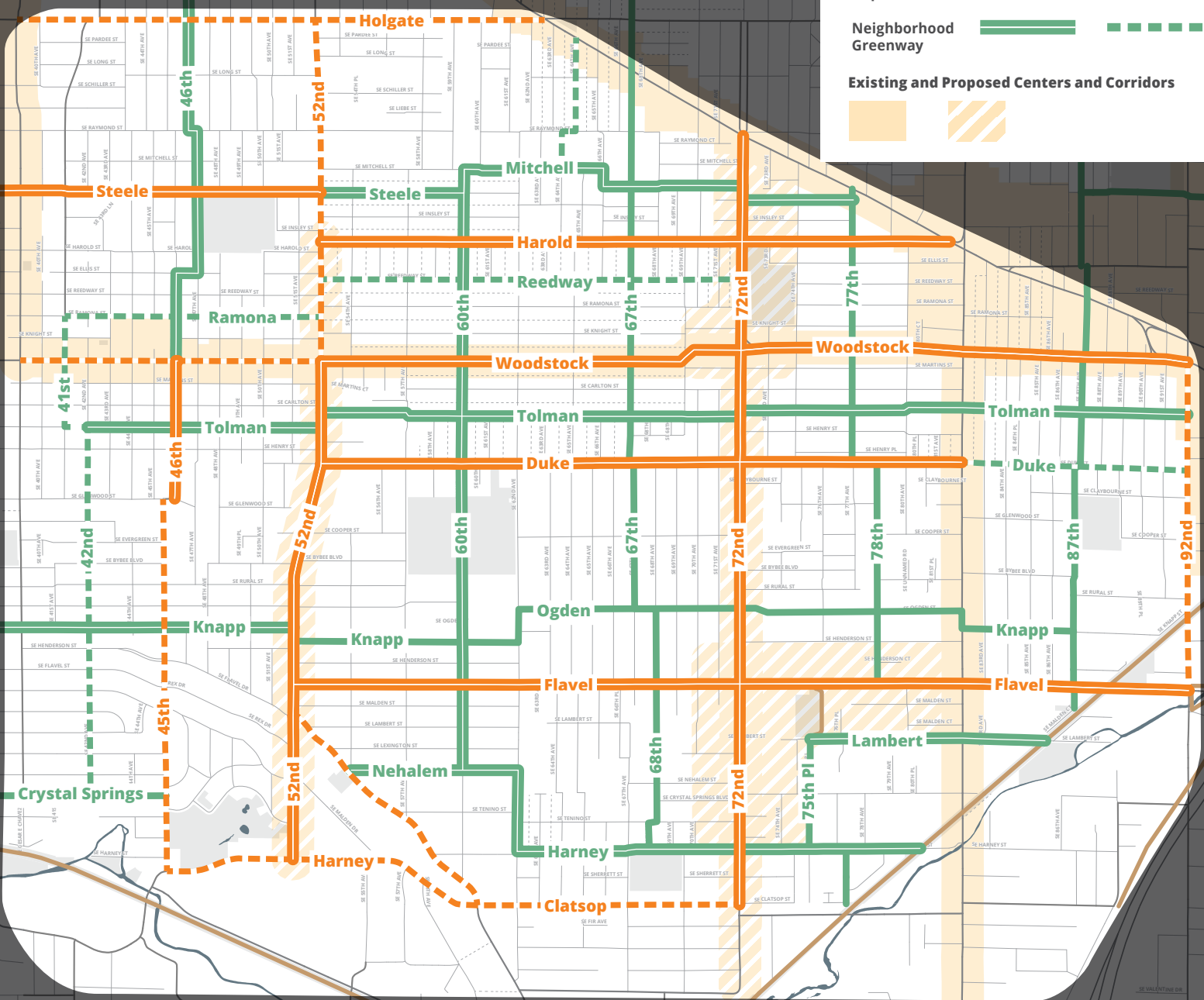
Neighborhood Greenway

Neighborhood Greenways provide low-stress biking and walking access from the inside of neighborhood cells to busy streets and across them into adjacent neighborhoods. From each neighborhood cell, there will be a Neighborhood Greenway route that takes you in each of the cardinal directions: north, south, east, or west.



RECOMMENDED PROJECTS

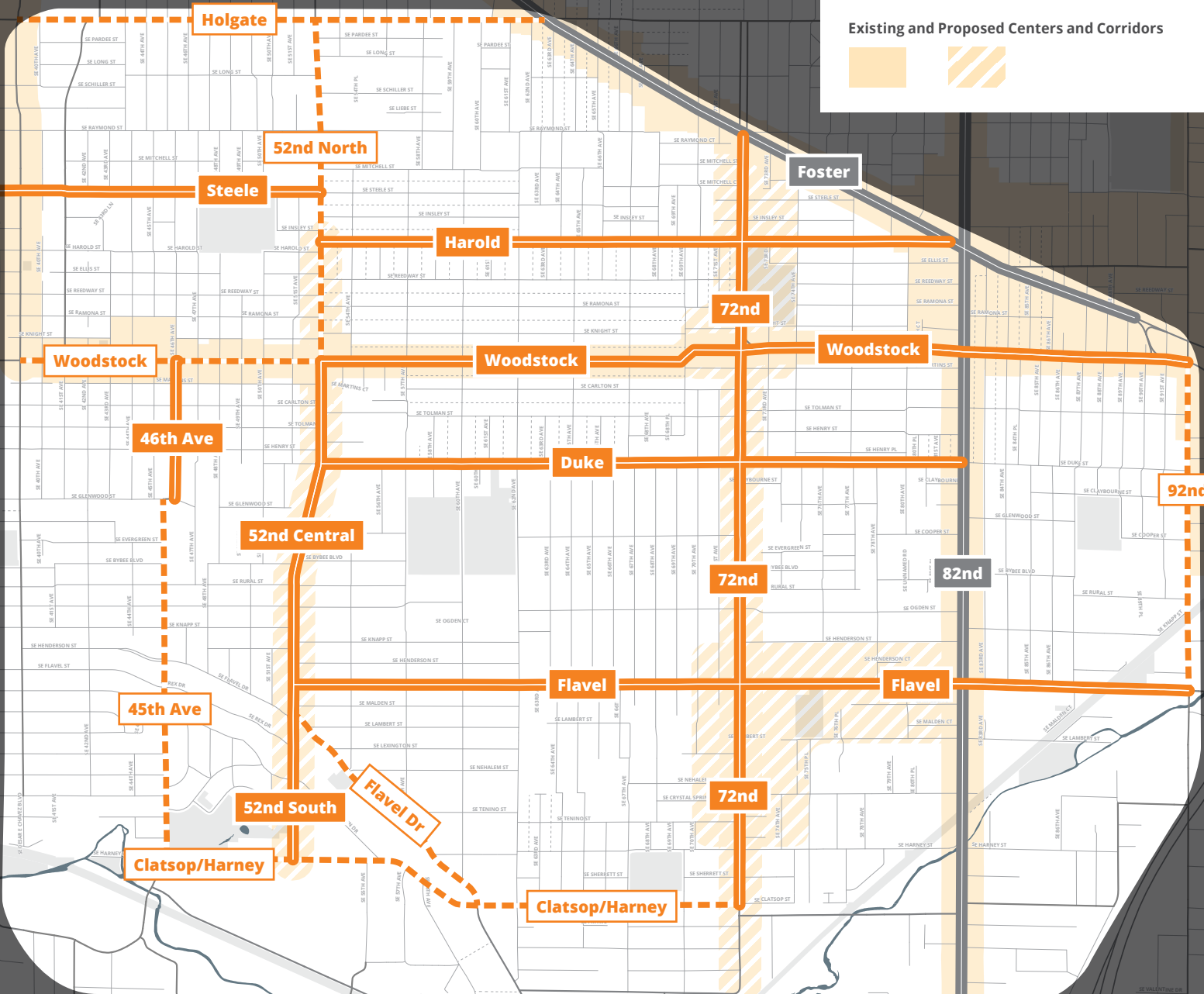
	Tier 1	Tier 2	Existing
Corridor Improvement			N/A
Neighborhood Greenway			
Existing and Proposed Centers and Corridors			



CORRIDOR IMPROVEMENTS

- Tier 1
- Tier 2
- Recent/funded

- Existing and Proposed Centers and Corridors
-



PROJECT RECOMMENDATIONS

Corridor Improvements

Corridor improvement projects address conditions on busy streets - places where crossing improvements and other improvement projects can have the biggest benefit for the safety and comfort of people walking, biking, or accessing transit.

Corridor improvements are focused on providing regularly spaced safe crossing of busy streets, as well as traffic calming and protected or buffered bicycle lanes.

In the Lower Southeast Rising Area Plan, the highest priority Corridor Improvement projects were developed to support the new land use vision, which proposes new Neighborhood Corridors along SE 52nd Avenue and SE 72nd Avenue and a new Neighborhood Center radiating from the intersection at SE 72nd Avenue & SE Flavel St. Corridor Improvement projects will make sure these streets, which are intended to become places with more housing and businesses, will be safer to walk, bike, and take transit to and along.

DESIGN ELEMENTS

Enhanced crossings

Enhanced crossings shorten the distance a pedestrian is exposed to traffic when crossing the street. These crossings often include median islands and curb extensions. On the busiest streets, enhanced crossings can also include more active features like flashing beacons or signals that give traffic a red light when activated.

Enhanced bike lanes

Buffered and protected bike lanes feature in many Corridor Improvement projects, providing access along the busier streets in the neighborhood, often where they're also concentrations of destinations.

Sidewalk infill

Sidewalk infill fills gaps in the sidewalk network along busy streets to provide a safe and clearly delineated place to walk or roll.

Alternative Walkways

Alternative Walkways provide a safe space to walk or ride a bike in locations where a traditional sidewalk is technically infeasible or cost prohibitive.

Corridor Improvement trade-offs

In most cases, the Corridor Improvement Projects recommend buffered or protected bike lanes on the Plan Area’s busy streets. Most of these busy streets are either 40 feet or 44 feet wide. Such limited space also limits the different options for expanding bike lanes on the street while maintaining its existing uses. Given the narrow busy streets in this district, where a Corridor Improvement project calls for enhanced bike lanes, parking removal on one or both sides of the street will often be necessary.

DISTANCE BETWEEN CURBS ON STREETS WITH RECOMMENDED CORRIDOR IMPROVEMENTS

- 40 feet** | SE 52nd Ave (Holgate to Duke)
SE 72nd Ave
SE Steele St
- 44 feet** | SE Flavel St
SE Duke St
SE Woodstock St

This plan is a 20 year vision highlighting concepts for different streets. Many city policies support adding or upgrading bike lanes on Lower Southeast’s busy streets - to improve safety, to encourage Portlanders to bike for more trips, to connect people biking directly to nodes of businesses and services. Other demands are placed on these streets that often align with improving conditions for biking but that sometimes require balancing to make tradeoffs.

As funding becomes available, these projects will enter a project development phase where cross section details and competing and aligning demands will be worked out as a part of a public process.

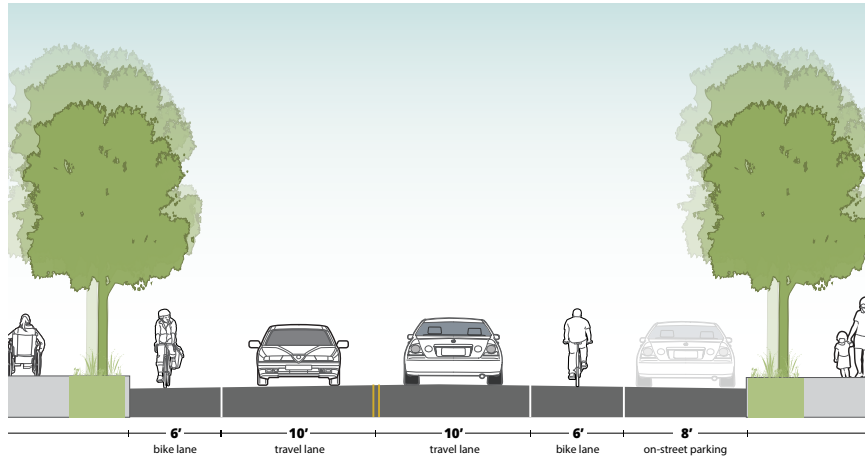
The next page previews how some existing streets in the Lower Southeast Rising Plan Area could be changed to accommodate safer and more comfortable biking based on how wide the existing streets area.



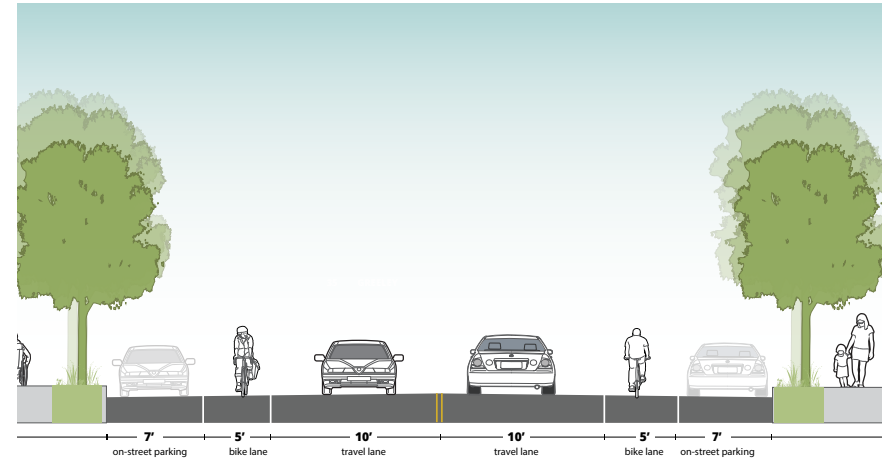
Corridor Improvement trade-offs

40 foot streets *width between curbs*

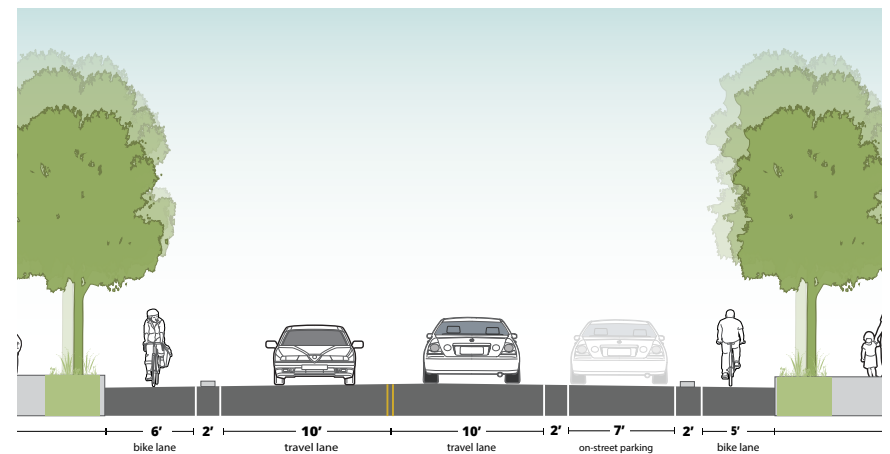
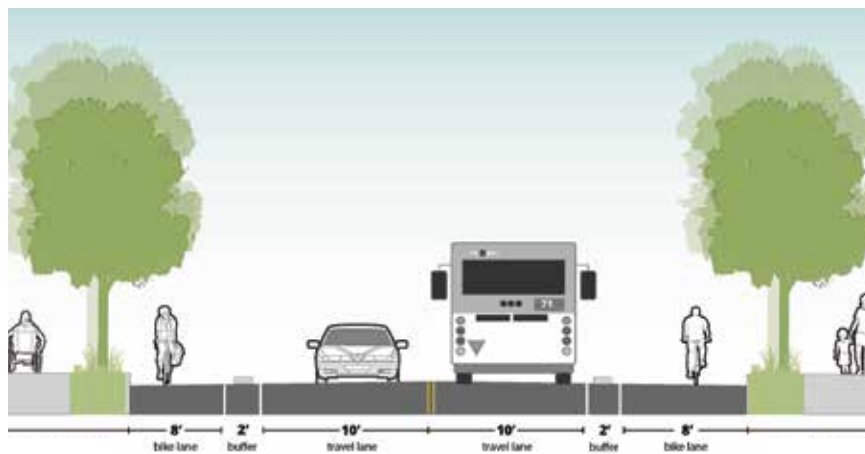
CURRENT TYPICAL CROSS-SECTIONS



44 foot streets *width between curbs*



POTENTIAL CROSS SECTIONS WITH ENHANCED BIKE LANES*



**These cross sections are representative of a higher-cost version of a project. There are many other design options that could improve biking on the busy streets in the plan area, including interim treatments, buffered lanes, and protected lanes with or without parking. The final designs will be selected on a project-by-project basis after assessing the needs of the corridor.*

TIER 1

52nd Ave Corridor Improvements



Duke to Flavel St

PLANNING-LEVEL COST ESTIMATE: **\$800,000**

PROJECT DESCRIPTION

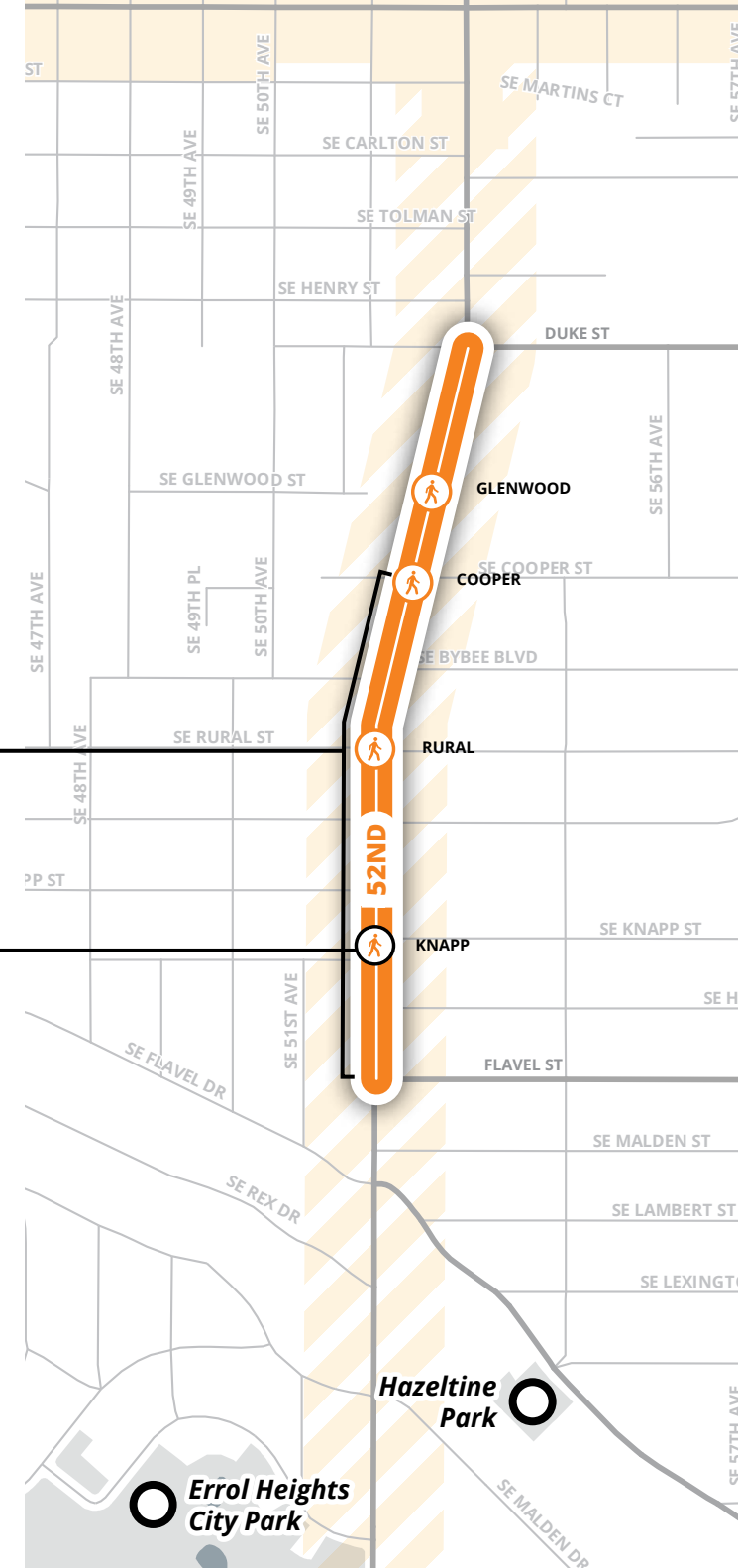
Improve safety for pedestrians and people biking by filling sidewalk gaps on SE 52nd between Cooper and Flavel St, adding enhanced pedestrian crossings at regular intervals, and enhancing existing bike lanes. A paving project in 2025 will be the key near-term opportunity to bring improvements to this segment of SE 52nd Ave.

PROJECT ELEMENTS

-  New or improved pedestrian crossing
-  Funded pedestrian crossing

*Fill sidewalk gaps
between Cooper and
Flavel St*

*Funded Crossing at SE
Knapp Street*



TIER 1

52nd Ave Corridor Improvements Flavel St to Harney

PLANNING-LEVEL COST ESTIMATE: **\$850,000**

PROJECT DESCRIPTION

Improve safety for pedestrians and people biking by filling sidewalk gaps along the street, adding enhanced pedestrian crossings at regular intervals, and enhancing existing bike lanes. Striped walkways may be an appropriate cost-effective sidewalk alternative where topography is challenging on this stretch of SE 52nd Ave.

POTENTIAL ALTERNATIVE WALKWAY EXAMPLE (FROM SE 45TH AVE)

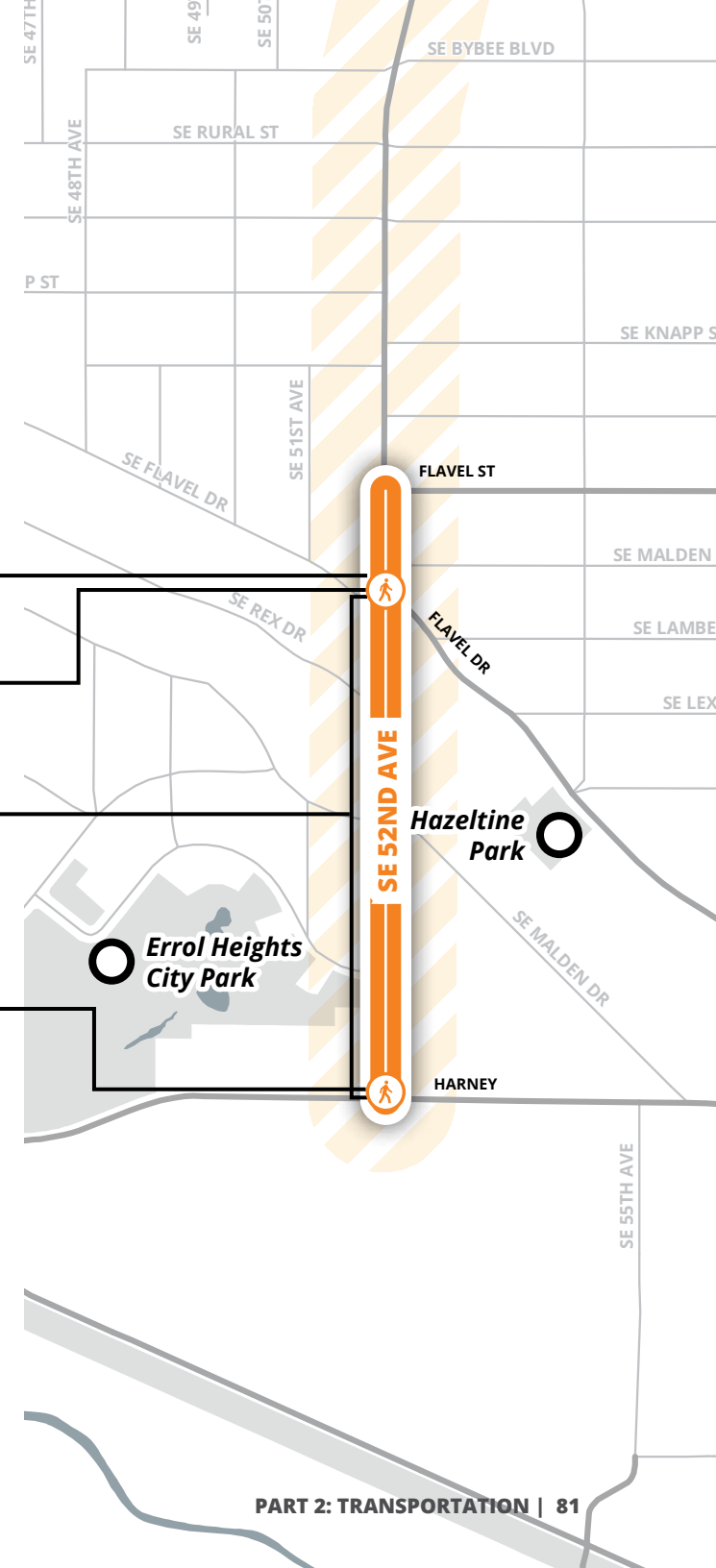


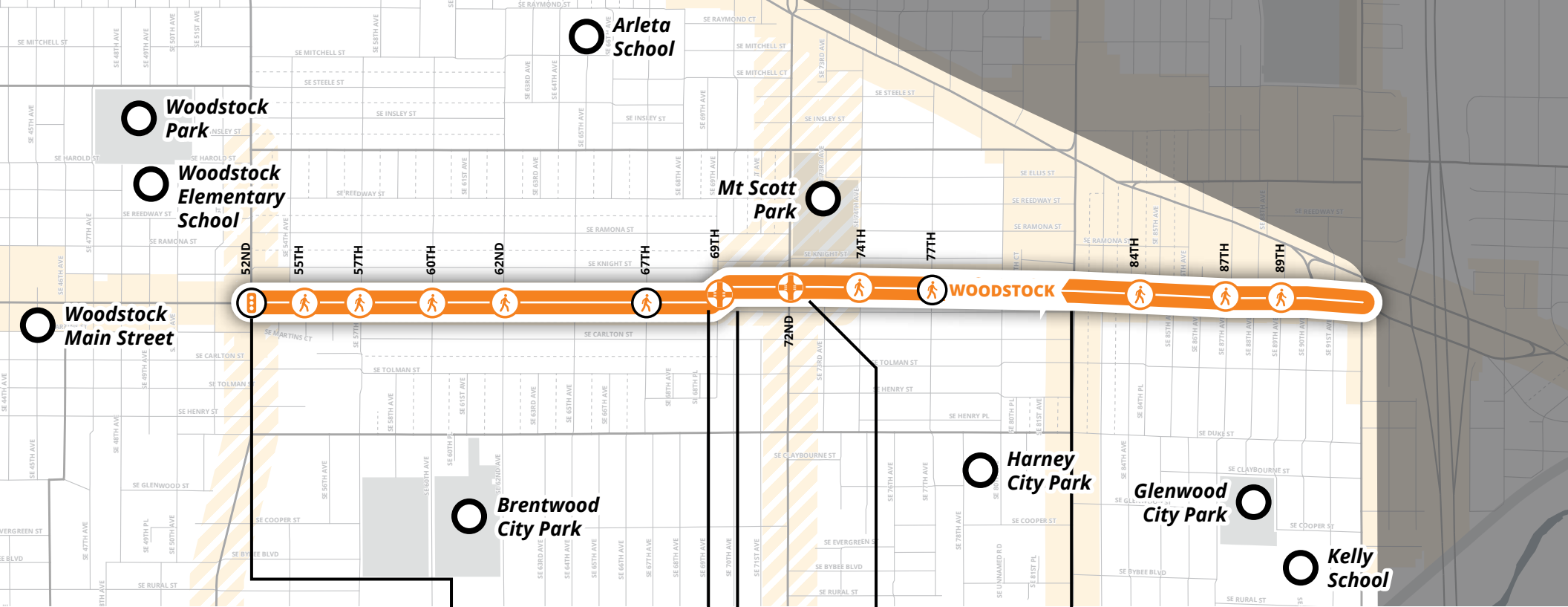
Fill sidewalk gap on west side of street between Flavel and Malden

Mark crossing and improve safety at Flavel Drive

Harney - Flavel: Remove parking on one side, add buffered/protected bike and walk ways.

Consider traffic control changes and marking crosswalks to improve safety at Harney Dr





TIER 1

Woodstock Blvd Corridor Improvements

PLANNING-LEVEL COST ESTIMATE: **\$9,780,000**

PROJECT DESCRIPTION

This project would improve safety and connectivity by adding enhanced pedestrian crossings at regular intervals, and upgrading existing bike lanes to protected bike lanes, filling the bikeway gap from 69th to 72nd Ave. This project would also improve conditions at the offset intersection at 69th Ave while making permanent improvements to slip lane plaza area at 72nd & Woodstock.

Signal rebuild
(funded)




Reconfigure and harden
intersection at SE 69th Ave

Fill bike lane gap
between 69th
and 72nd
(Funded)

Make additional
enhancements to
Arleta Triangle
Square

Fill bike lane gap
at SE 82nd

PROJECT ELEMENTS

-  New or improved pedestrian crossing
-  Funded pedestrian crossing
-  Reconfigure intersection

TIER 1

SE 72nd Ave Corridor Improvements

PLANNING-LEVEL COST ESTIMATE: **\$900,000**



CORRIDOR NEEDS

Bike network connection
Safer crossings

PROJECT DESCRIPTION

Improve safety by adding enhanced pedestrian crossings at regular intervals. Consider the addition of bike lanes after further engagement and analysis of impacts to transit, parking, and redevelopment.

PROJECT ELEMENTS

-  New pedestrian crossing
-  Reconfigure intersection



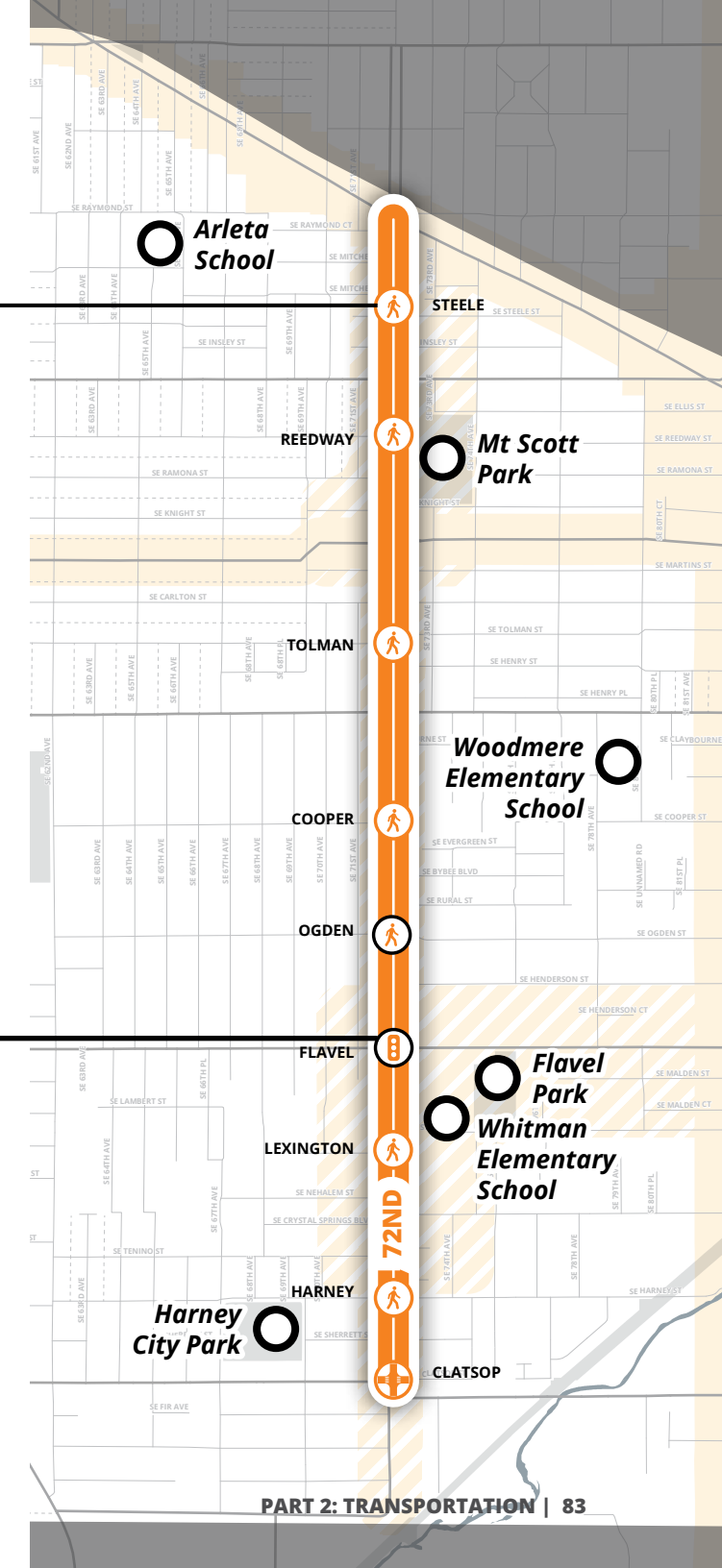
SE 72nd Ave



Whitman Elementary School

Improve intersection with LPs, protected left (funded)

Improvements at Mitchell/ Steele for Neighborhood Greenway crossing



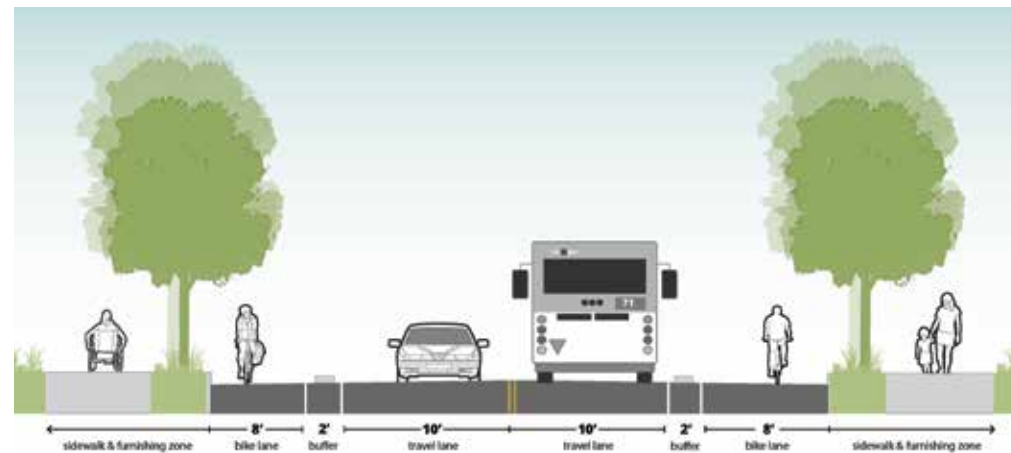
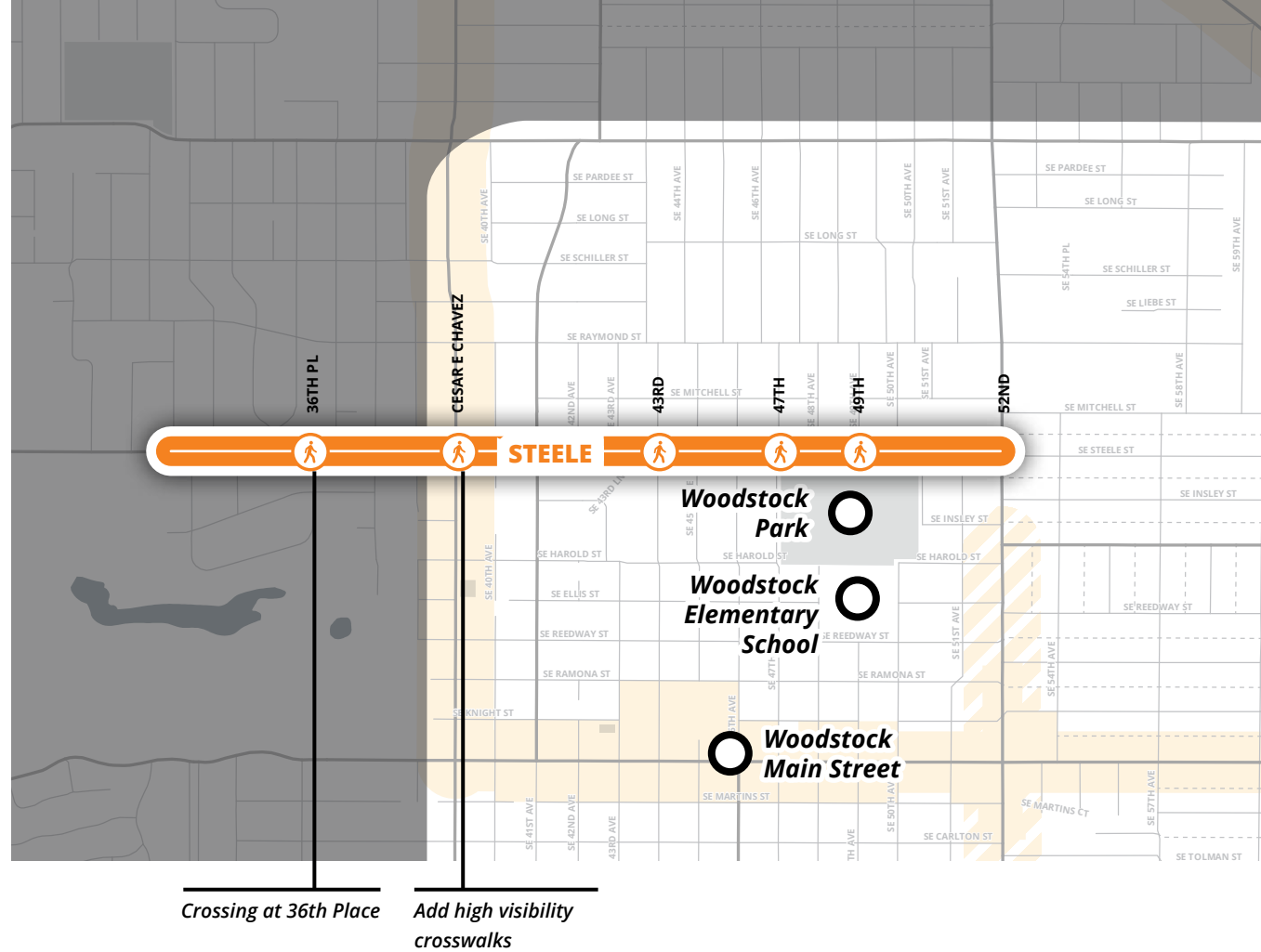
TIER 1

SE Steele St Corridor Improvements


PLANNING-LEVEL COST ESTIMATE: **\$1,700,000**

PROJECT DESCRIPTION

This project would create a safer and calmer street with enhanced pedestrian crossings at regular intervals, fire-friendly speed cushions, and new bike lanes. Consider center line removal for traffic calming.



PROJECT ELEMENTS

-  New or upgraded pedestrian crossing

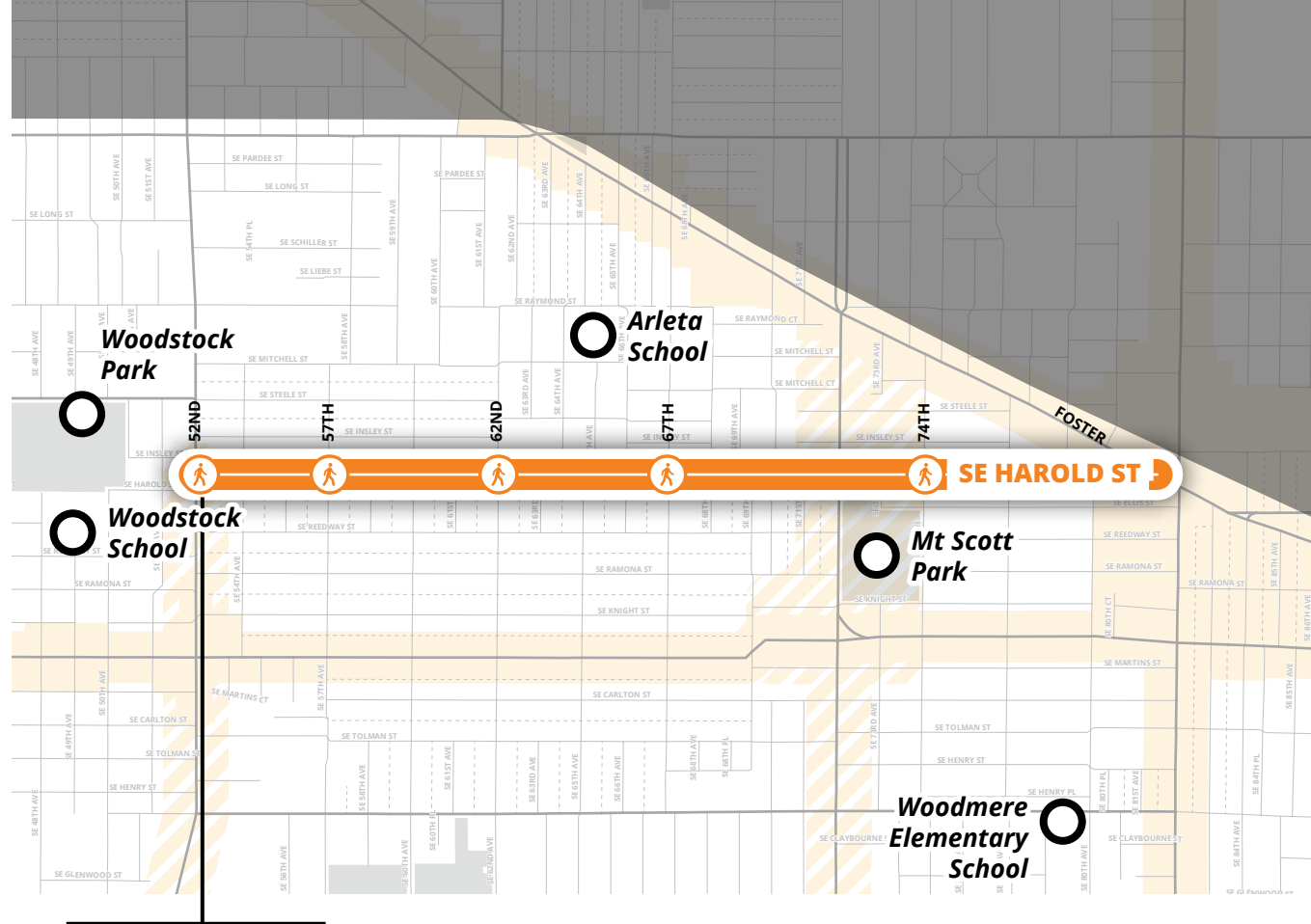
TIER 1

SE Harold St Corridor Improvements

PLANNING-LEVEL COST ESTIMATE: **\$100,000**


PROJECT DESCRIPTION

This project would create safer conditions along SE Harold St by adding enhanced pedestrian crossings and stop signs at regular intervals to make SE Harold feel and work more like a local street.



Mark crosswalk on all three legs of T-intersection

PROJECT ELEMENTS

-  Co-locate crossing with bus stop and analyze all-way stop



Mt Scott Park and Community Center



SE Harold St

TIER 1

SE 46th Ave Corridor Improvements

PLANNING-LEVEL COST ESTIMATE: **\$600,000**

PROJECT DESCRIPTION

This project would improve safety and connectivity by adding enhanced pedestrian crossings at regular intervals, adding protected turn arrows to the signal at SE Woodstock, and upgrading existing bike lanes to buffered and/or protected bike lanes along SE 46th Ave.



SE 46th Ave
86 | LOWER SOUTHEAST RISING - DISCUSSION DRAFT

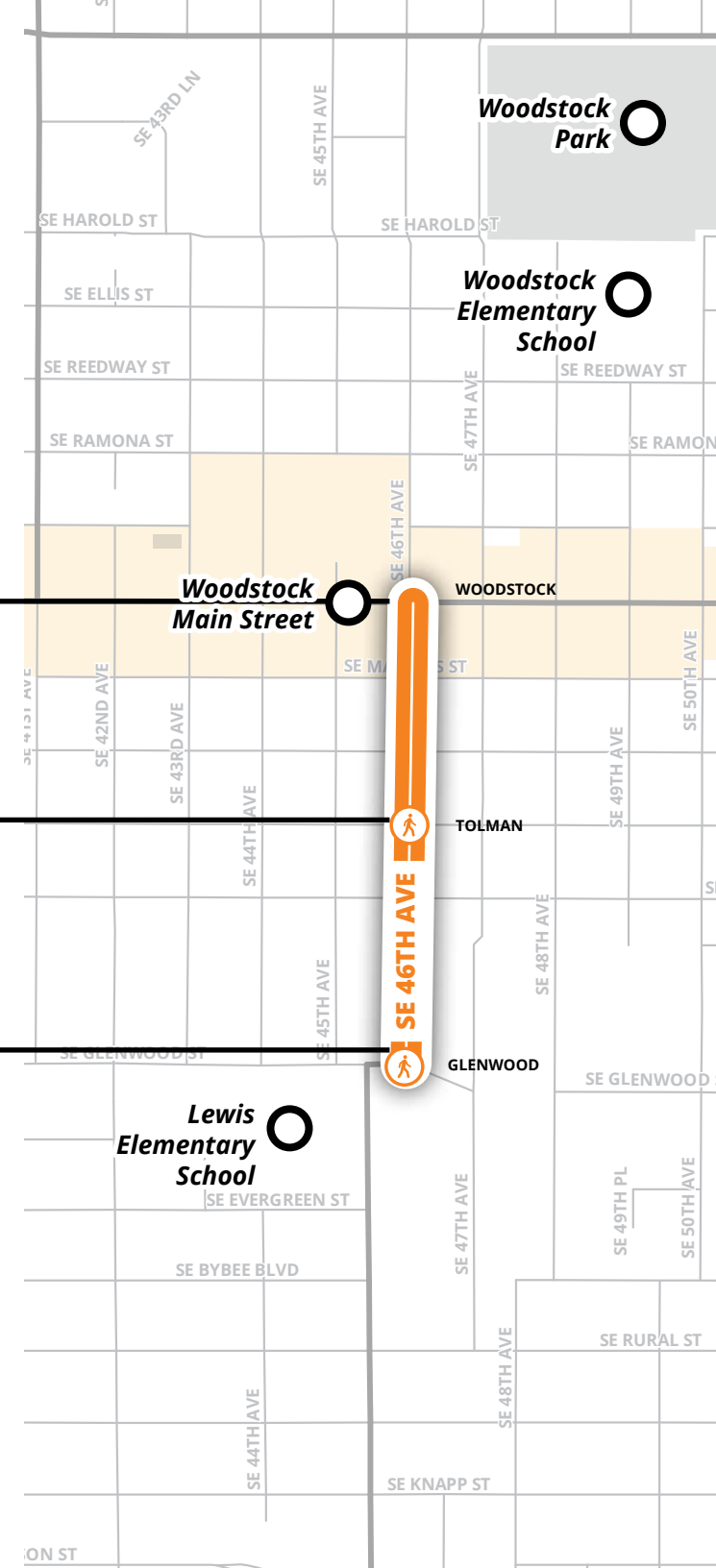


Woodstock Main Street

Added protected left turns at SE Woodstock signal

Add marked crossing at SE Tolman St

Add crossing at offset intersection



TIER 1

SE Duke St Corridor Improvements

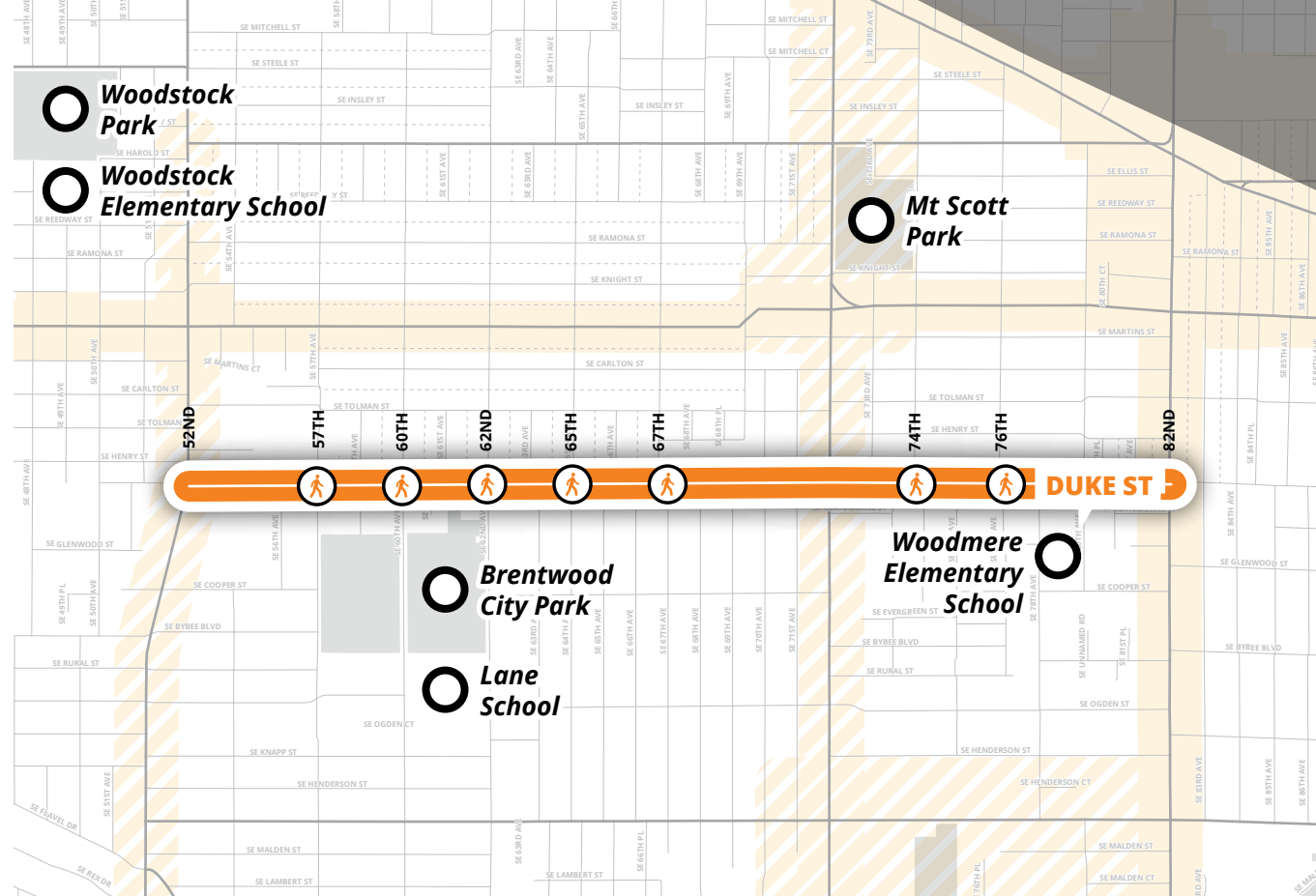
PLANNING-LEVEL COST ESTIMATE: **\$650,000**

PROJECT DESCRIPTION

The Duke St corridor improvements project would make a safer and calmer street through additional enhanced pedestrian crossings, fire-friendly speed cushions, and enhanced bike lanes. This project would also plant street trees where and when possible.

This stretch of SE Duke St has multiple funded improvements to be constructed soon, including sidewalk infill, several crossings. Street trees are also funded along SE Duke St east of this Corridor Improvement project, between 82nd and 92nd.

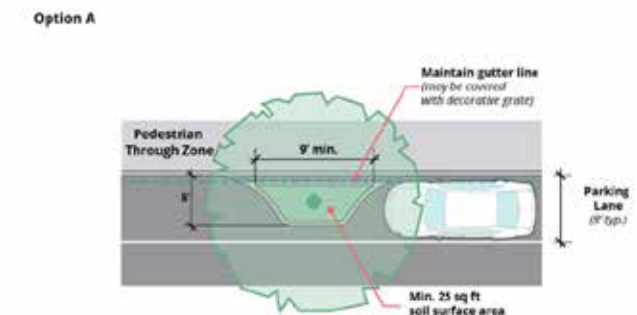
Enhanced bike lanes will likely be installed when the street is repaved in the future.

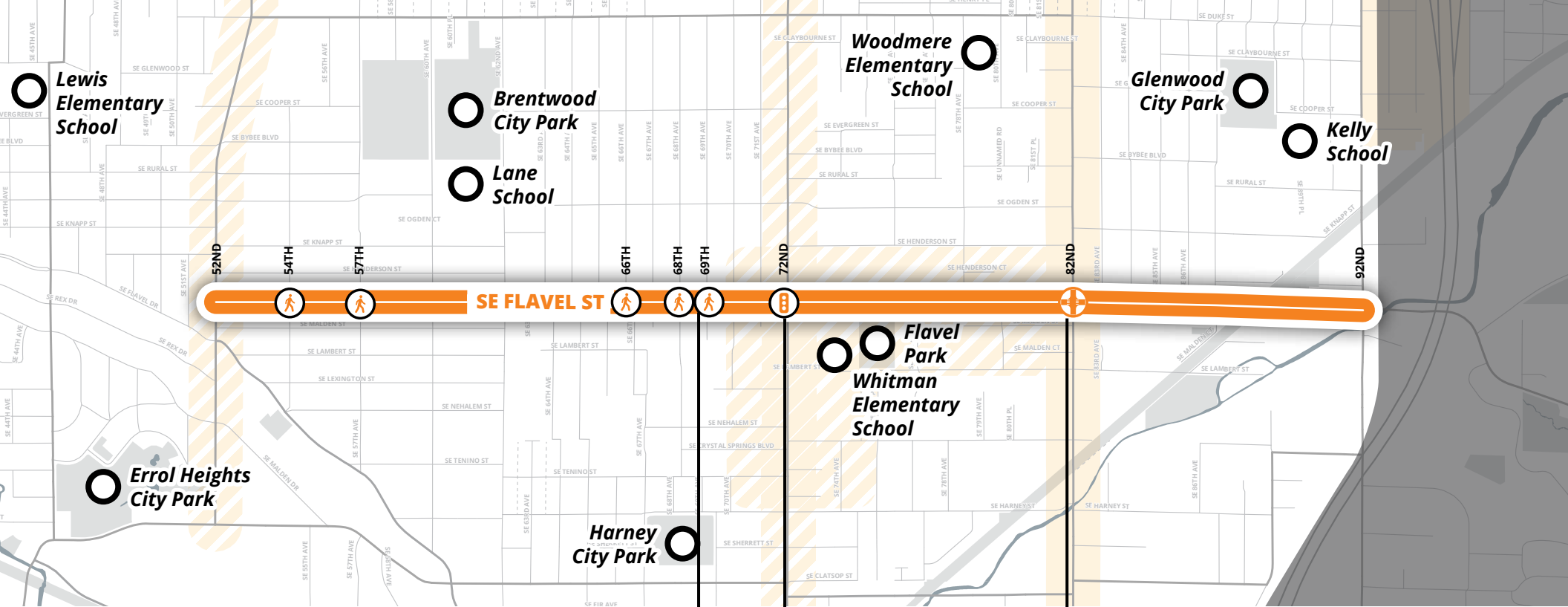


PROJECT ELEMENTS

- Funded pedestrian crossings

OPTION TO EXTEND TREE WELL INTO CURB ZONE





TIER 1

SE Flavel St Corridor Improvements

PLANNING-LEVEL COST ESTIMATE: **\$650,000**

PROJECT DESCRIPTION

The Flavel St corridor improvements project would add enhanced pedestrian crossings at regular intervals, and enhance existing bike lanes; to accommodate bike lanes, parking will be removed on one side of the street.




SE Flavel St has multiple funded improvements to be constructed soon, including filling sidewalk gaps and adding several crossings.

Pedestrian crossings (funded) at 54th, 57th, 66th, 68th, and 69th

Improve intersection with LPIs (signal funded) and better-protected bike lanes

Improve intersection with LPIs and better-protected bike lanes

PROJECT ELEMENTS

-  Reconfigure intersection
-  Funded pedestrian crossings
-  Funded signal improvement

PROJECT RECOMMENDATIONS

Tier 2 Corridor Improvements

Tier 2 projects may be implemented opportunistically, for example if a leverage opportunity arises, but will not be a focus for PBOT in the first 5 years.

52nd Ave North Corridor Improvement

Add enhanced pedestrian crossings at regular intervals. Enhance existing bike lanes.

Woodstock Blvd Main Street Corridor Improvements

Add protected left turns to signals. Add enhanced crossings to fill crossing gaps. Improve bike lanes from Cesar Chavez Blvd to 41st Ave.

45th Ave Corridor Improvements

Fill sidewalk gaps along the corridor. Make permanent improvements to paint and post bikeways and walkways. Improve the intersection of 45th Ave & Harney Dr.

92nd Ave Corridor Improvements

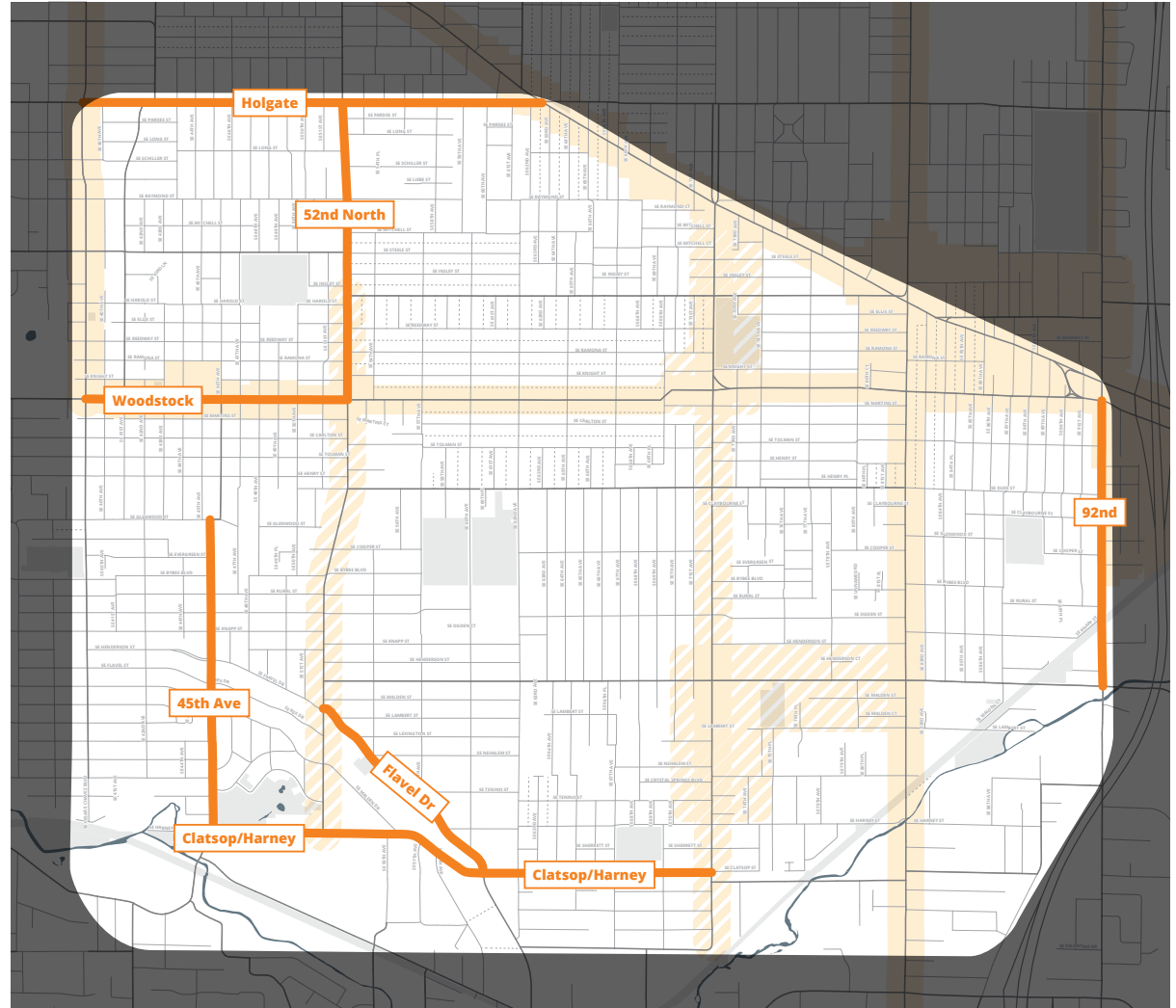
Add enhanced pedestrian crossings at regular intervals. Enhance existing bike lanes.

Flavel Dr Corridor Improvements

Add protected ped/bike shoulders along Flavel Dr.

Harney/Clatsop Corridor Improvements

Enhance existing bike lanes from 45th to 52nd Ave. Add protected ped/bike shoulders from 52nd to 72nd Ave.



List of recommended Corridor Improvements

TIER 1

PROJECT NAME	PROJECT LOCATION	PROJECT DESCRIPTION	COST ESTIMATE
52nd Ave Corridor Improvements Duke to Flavel St	SE 52nd Ave, Duke to Flavel	Improves safety for pedestrians and people biking by filling sidewalk gaps on SE 52nd, adding enhanced crossings at regular intervals, and enhancing existing bike lanes.	\$800,000
52nd Ave Corridor Improvements Flavel St to Harney	SE 52nd Ave, Flavel to Harney	Improves safety for pedestrians and people biking by filling sidewalk gaps along the street, adding enhanced pedestrian crossings at regular intervals, and enhancing existing bike lanes. Striped walkways may be an appropriate cost-effective sidewalk alternative where topography is challenging.	\$850,000
Woodstock Blvd Corridor improvements	SE Woodstock Blvd, 52nd to Foster	Improves safety and connectivity by adding enhanced pedestrian crossings at regular intervals, replacing and upgrading aging traffic signals, and upgrading existing bike lanes to protected bike lanes, filling the bikeway gap from 69th to 72nd Ave. This project would also improve conditions at the offset intersection at 69th Ave while making permanent improvements to slip lane plaza area at 72nd & Woodstock	\$9,780,000
72nd Ave Corridor Improvements	SE 72nd Ave, Foster to Clatsop	Improves safety by adding enhanced pedestrian crossings at regular intervals.	\$900,000
SE Steele St Corridor Improvements	SE Steele St, 52nd to 33rd	Create safer and calmer street with enhanced pedestrian crossings at regular intervals, speed cushions, and new bike lanes.	\$1,700,000
SE Harold Corridor Improvements	SE Harold St, 52nd to Foster	Creates safer conditions along SE Harold St by adding enhanced pedestrian crossings and stop signs to make SE Harold feel and work more like a local street.	\$100,000
SE 46th Ave Corridor Improvements	SE 46th Ave, Woodstock to Glenwood	Improves safety and connectivity by adding enhanced pedestrian crossings at regular intervals, upgrading the signal at SE Woodstock, and upgrading existing bike lanes to buffered and/or protected bike lanes	\$600,000
SE Duke St Corridor Improvements	SE Duke St, 52nd to 82nd	Makes a safer and calmer street through additional enhanced pedestrian crossings, fire-friendly speed cushions, enhanced bike lanes, and upgraded traffic signals. This project would also plant street trees where and when possible.	\$650,000
SE Flavel St Corridor Improvements	SE Flavel, 52nd to 92nd	Adds enhanced pedestrian crossings at regular intervals, enhance existing bike lanes and replace or upgrade aging traffic signals at 92nd.	\$650,000

List of recommended Corridor Improvements

TIER 2

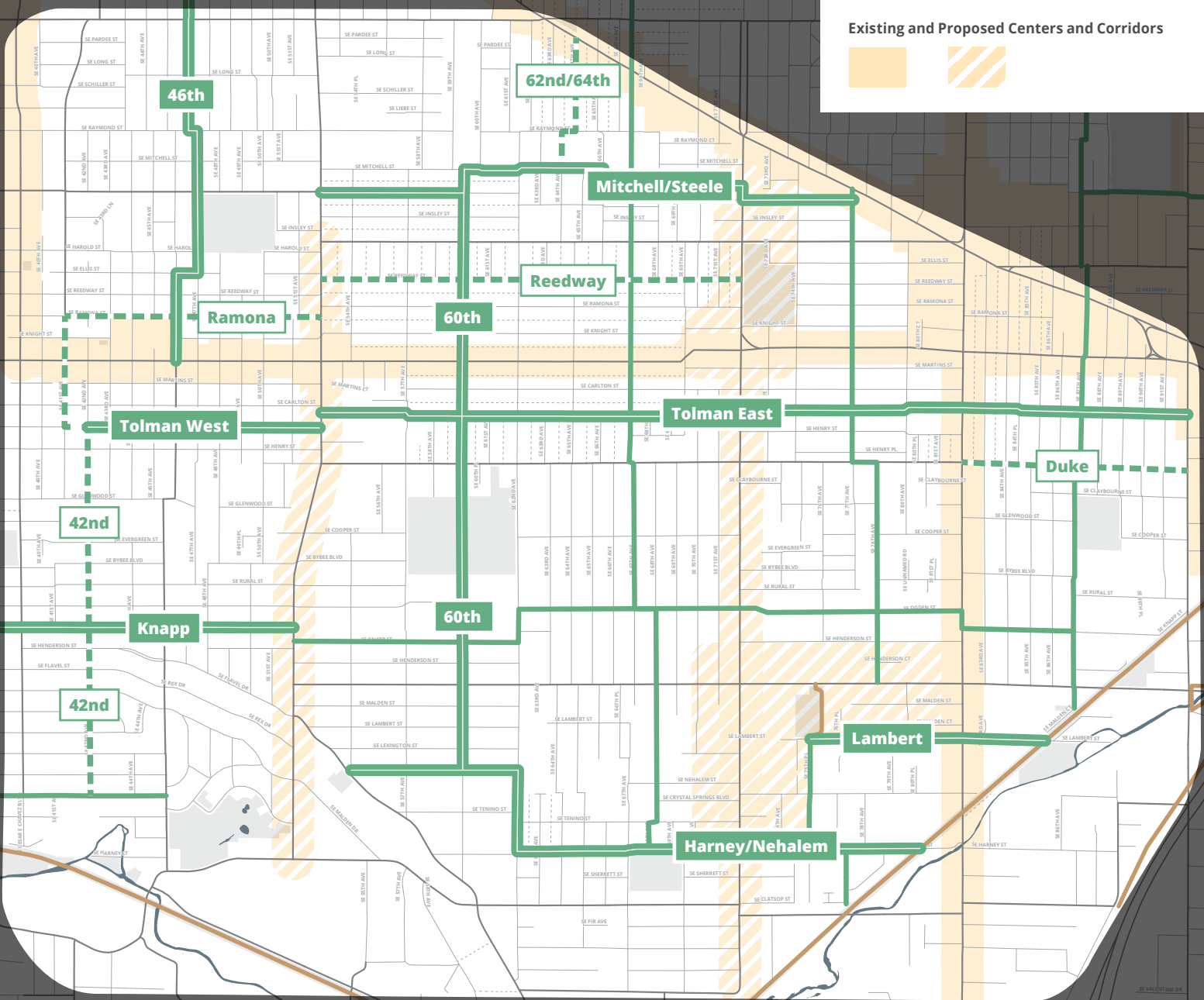
PROJECT NAME	PROJECT LOCATION	PROJECT DESCRIPTION	COST ESTIMATE
52nd Ave Corridor Improvements Holgate to Woodstock	SE 52nd Ave, Holgate to Woodstock	Add enhanced pedestrian crossings at regular intervals. Enhance existing bike lanes. Replace and upgrade aging traffic signals.	<i>Pending</i>
Woodstock Blvd Main Street Corridor Improvements	Woodstock Blvd, 52nd to Cesar Chavez	Rebuild aging traffic signals and add protected left turns. Add enhanced crossings to fill crossing gaps. Improve bike lanes from Cesar Chavez Blvd to 41st Ave	<i>Pending</i>
45th Ave Corridor Improvements	SE 45th Ave, Glenwood to Harney Dr.	Fill sidewalk gaps along the corridor. Make permanent improvements to paint and post bikeways and walkways. Improve the intersection of 45th Ave & Harney Dr	<i>Pending</i>
92nd Ave Corridor Improvements	SE 92nd Ave, Woodstock to Flavel	Add enhanced pedestrian crossings at regular intervals. Enhance existing bike lanes. Replace and upgrade aging traffic signals.	<i>Pending</i>
Flavel Dr Corridor Improvements	SE Flavel Dr, 52nd to Clatsop	Add protected ped/bike shoulders along Flavel Dr	<i>Pending</i>
Harney/ Clatsop Corridor Improvements	SE Harney/SE Clatsop, 45th to 72nd	Enhance existing bike lanes from 45th to 52nd Ave. Add protected ped/bike shoulders from 52nd to 72nd Ave.	<i>Pending</i>

NEIGHBORHOOD GREENWAYS

Tier 1 Tier 2 Existing/funded



Existing and Proposed Centers and Corridors



PROJECT RECOMMENDATIONS

Neighborhood Greenways

Neighborhood Greenways are calm streets designed to create a safe and comfortable biking and walking experience. They allow people of all ages and abilities to use low-volume, low-speed neighborhood streets rather than busy arterials.

Neighborhood greenways typically feature a shared street environment rather than separated bike lanes, and use elements such as speed bumps, traffic diverters, enhanced crossings, and wayfinding to ensure that the street is clearly prioritized for people walking and biking while preserving local motor vehicle access. Neighborhood greenways are also great walking routes, providing an alternative to walking along traffic-heavy streets.

In the Lower Southeast Rising Area Plan, the highest priority neighborhood greenways fill the largest gaps in the existing neighborhood greenway network (SE 60th Avenue and SE Tolman St) and provide low-stress travel adjacent to busy streets in the area.

KEY DESIGN ELEMENTS

Neighborhood greenways are intentionally designed to be low-stress streets that are great places for walking, biking, and rolling.

Slow Speeds

Traffic calming tools including speed bumps, curb extensions, and median islands help keep vehicles moving at slow speeds.

Low Vehicle Volumes

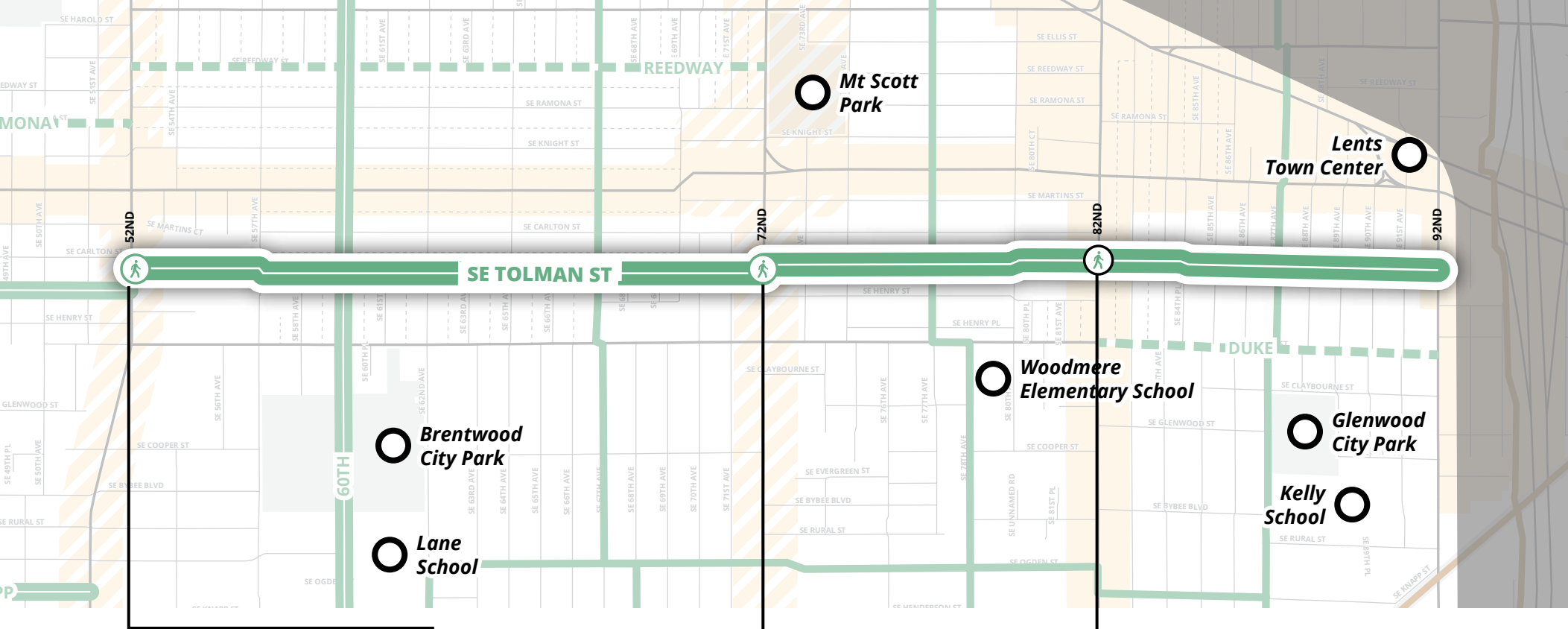
Some streets require traffic pattern changes to discourage cut-through traffic and keep traffic volumes low. These changes can be achieved through physical barriers (diverters) or through signage.

Safer Crossings

When a neighborhood greenway reaches a busy street, crossing treatments appropriate to conditions make it safer and easier to cross. Such treatments include median islands, curb extensions, high visibility crosswalks and signal treatments.

Placemaking and Wayfinding

Neighborhood greenways often connect key neighborhood destinations like parks and schools.



TIER 1

SE Tolman St Neighborhood Greenway: Eastern segment

PLANNING-LEVEL COST ESTIMATE: **\$580,000**

PROJECT DESCRIPTION

The SE Tolman St greenway will provide an east-west connection across the plan area and an alternative to walking or biking on SE Duke St and SE Woodstock St.

Project elements may include:

- Wayfinding and signage
- Speed bumps as required
- Improved crossings at busy streets
- Diversion as needed

Crossing improvement at 52nd Ave

Facilitate crossing of 72nd Ave

Funded pedestrian crossing as a part of the 82nd Avenue Crossings Project



Woodmere Elementary School

TIER 1

Steele / Mitchell Neighborhood Greenway

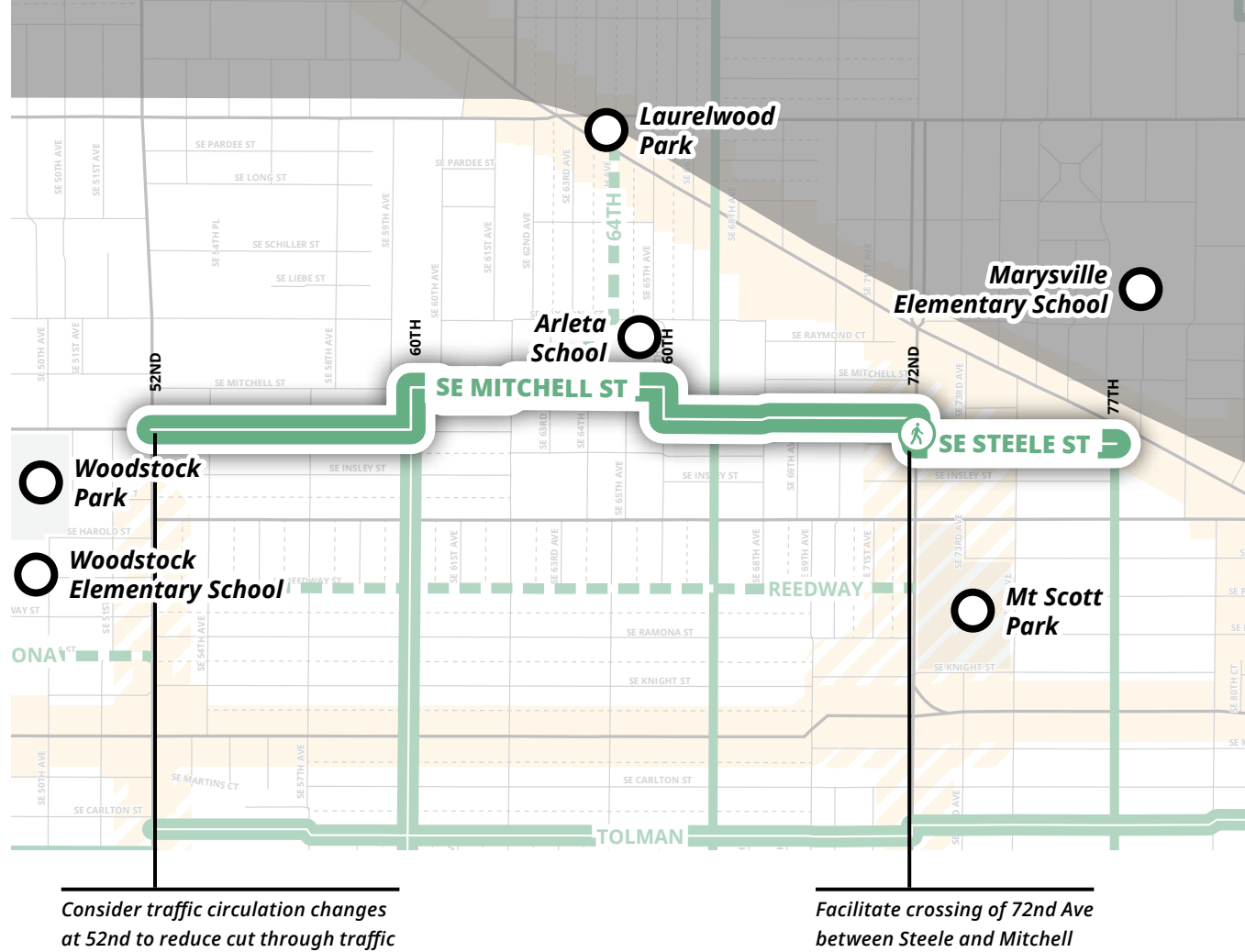
PLANNING-LEVEL COST ESTIMATE: **\$430,000**

PROJECT DESCRIPTION

The Steele/Mitchell greenway will provide a low-stress east-west walking and biking connection from Woodstock to the Foster main street and points in between.

Project elements may include:

- Wayfinding and signage
- Speed bumps as required
- Enhanced crossings
- Diversion as needed



Woodstock Park



Arleta School

TIER 1

SE 60th Ave Neighborhood Greenway

PLANNING-LEVEL COST ESTIMATE: **\$1,050,000**

PROJECT DESCRIPTION

The 60th greenway will provide north-south low-stress walking and biking connections to Brentwood City Park Lane School from the surrounding community. For much of the greenway, the standard suite of neighborhood greenway tools (speed humps, wayfinding, safer crossings) should work; however, the stretch between Duke St and Flavel St may need a different treatment, such as advisory bike lanes, as well as sidewalks.

Project elements may include:

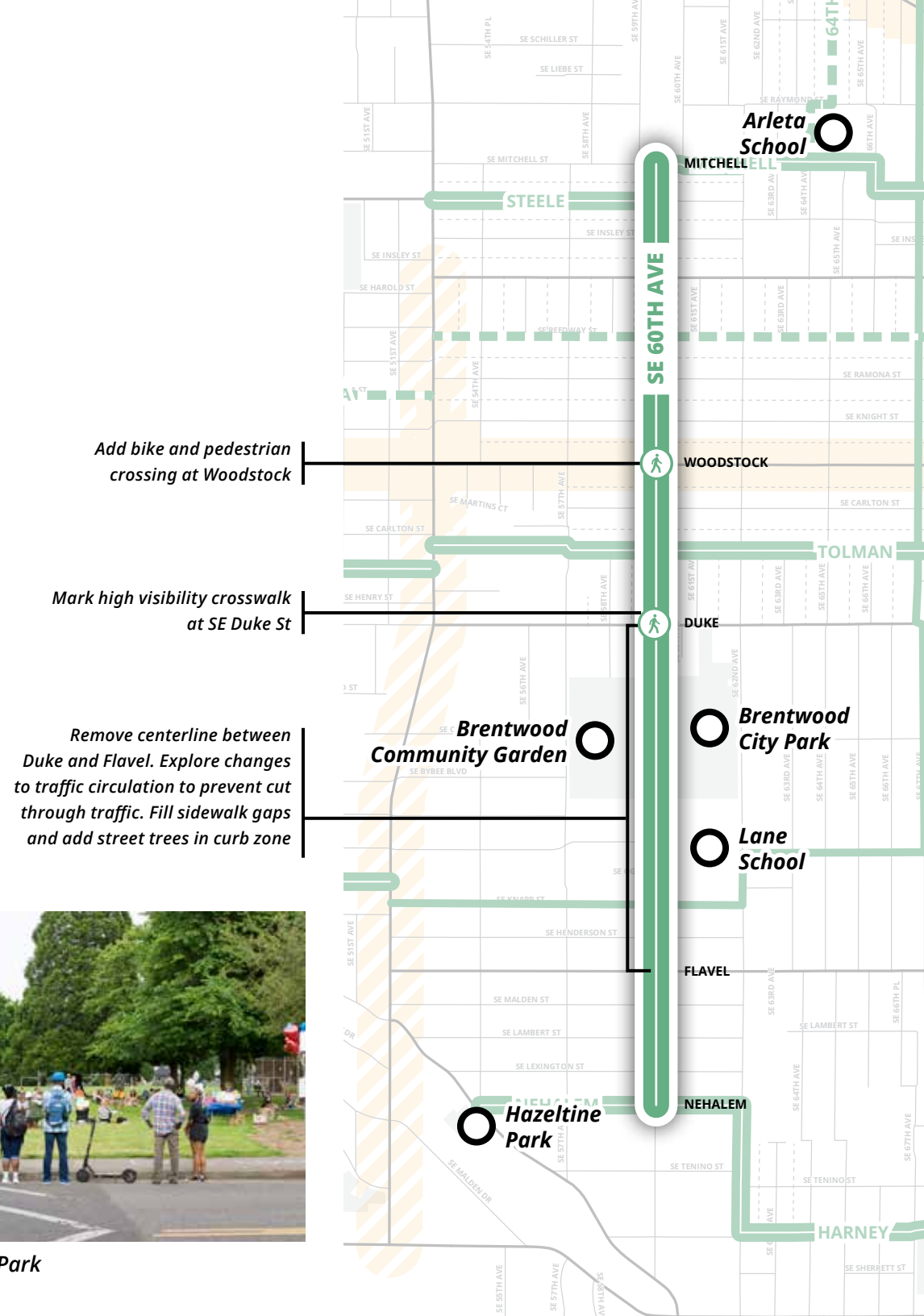
- Wayfinding and signage
- Speed bumps as required
- Crossing enhancements may be required at busier streets.
- Additional analysis is required to determine if traffic calming or traffic diversion required in some areas.



Lane School



Brentwood City Park



Add bike and pedestrian crossing at Woodstock

Mark high visibility crosswalk at SE Duke St

Remove centerline between Duke and Flavel. Explore changes to traffic circulation to prevent cut through traffic. Fill sidewalk gaps and add street trees in curb zone

TIER 1

SE 46th Ave Neighborhood Greenway

PLANNING-LEVEL COST ESTIMATE: **\$590,000**

PROJECT DESCRIPTION

The SE 46th St greenway would provide a low-stress north-south connection from the Woodstock main street to Woodstock Park and points north. The greenway also extends the bike lanes on SE 46th Ave that currently exist.

Project elements may include:

- Wayfinding and signage
- Speed bumps as required
- Crossing enhancements may be required at busier streets.
- Additional analysis is required to determine if traffic calming or traffic diversion required in some areas.



Woodstock Park

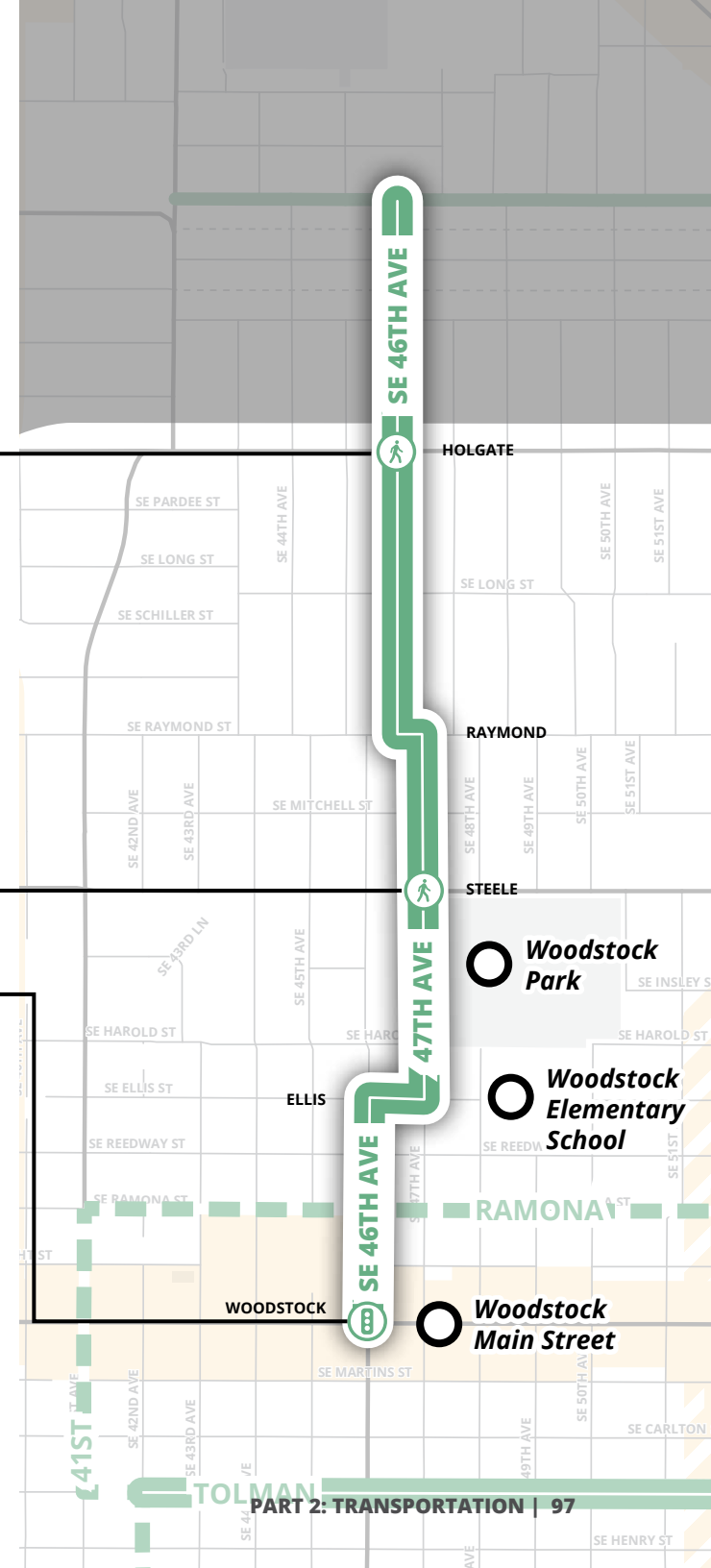


Woodstock Main Street

Add bike and pedestrian crossing at Holgate

Crossing improvement at Steele identified in Safe Routes to School plan

Improve bike safety at signal at Woodstock



TIER 1

SE Knapp St Neighborhood Greenway

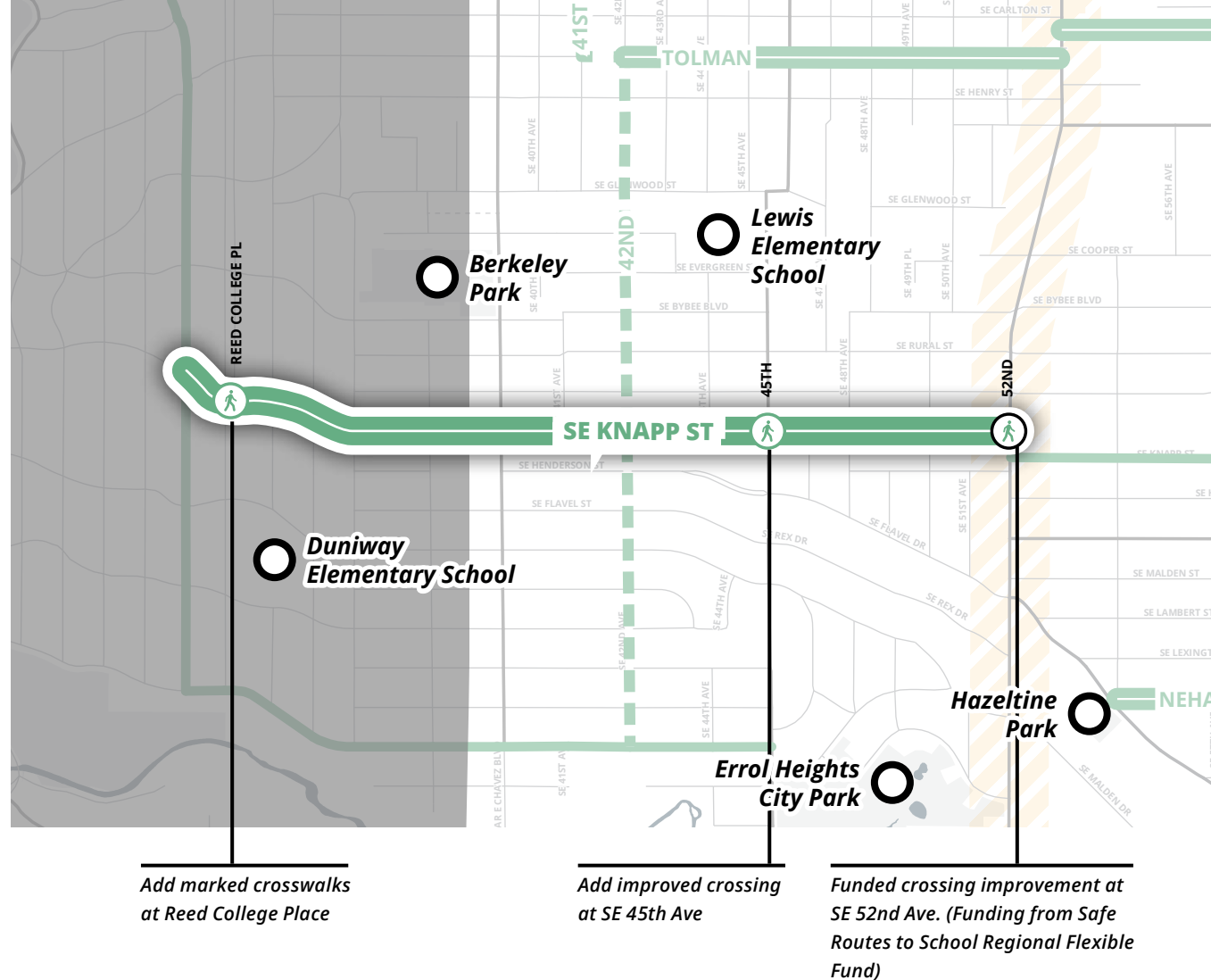
PLANNING-LEVEL COST ESTIMATE: **\$900,000**

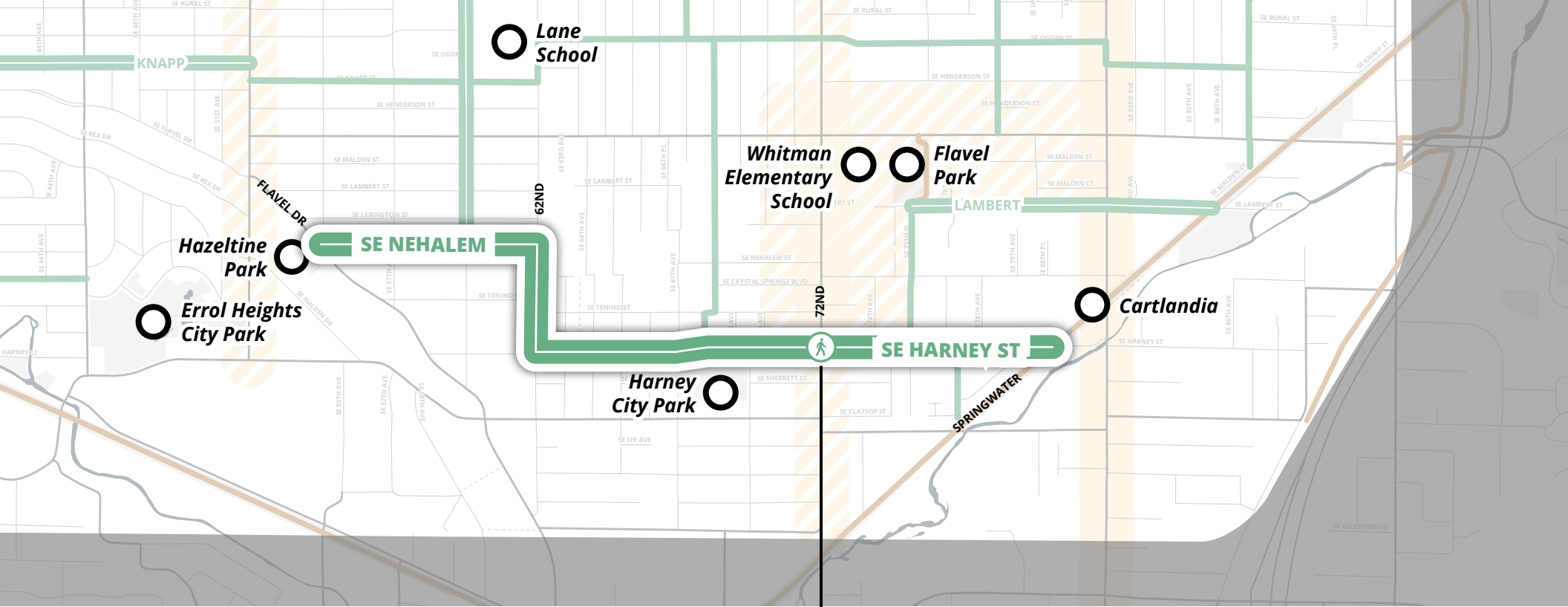
PROJECT DESCRIPTION

The SE Knapp greenway provides a low-stress walking and biking route between Eastmoreland and the project area. This project would extend the funded Ogden-Knapp Neighborhood Greenway project to the east.

Project elements may include:

- Wayfinding and signage
- Speed bumps as required
- Crossing enhancements may be required at busier streets.
- Additional analysis is required to determine if traffic calming or traffic diversion required in some areas.





Add bike and pedestrian crossing at SE 72nd

TIER 1

Nehalem / Harney Neighborhood Greenway

PLANNING-LEVEL COST ESTIMATE: **\$282,000**

PROJECT DESCRIPTION

The Nehalem/Harney greenway would fill a large gap in the east-west low-stress biking network in Brentwood-Darlington, providing connections to Harney City Park, Hazeltine Park, and the Springwater Corridor.

Project elements may include:

- Wayfinding and signage
- Speed bumps as required
- Improved crossings at busy streets



Harney City Park

TIER 1

SE Lambert St Neighborhood Greenway

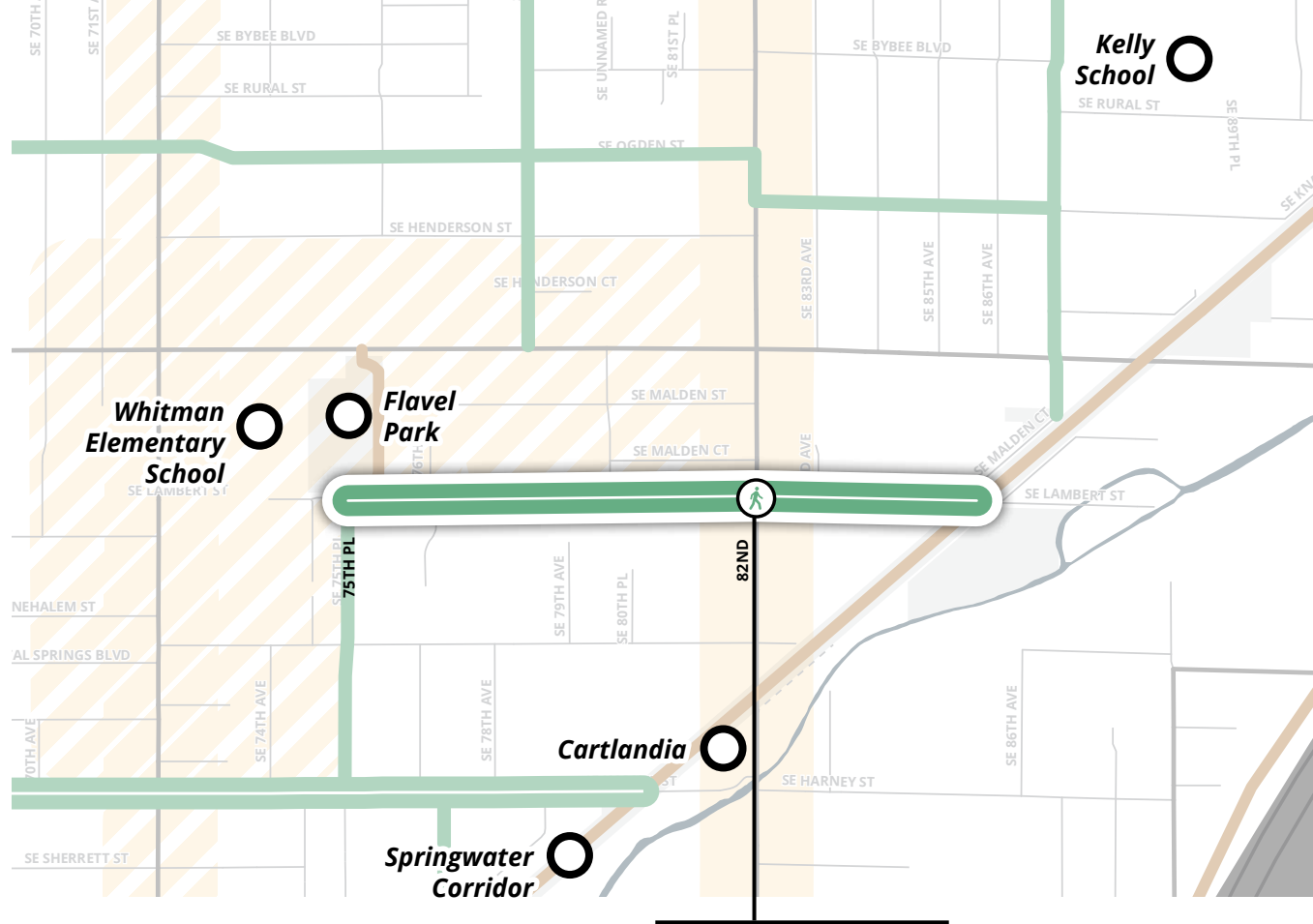
PLANNING-LEVEL COST ESTIMATE: **\$88,000**

PROJECT DESCRIPTION

The SE Lambert greenway provides an east-west connection between Whitman Elementary School, 82nd Ave and the Springwater Corridor, taking advantage of an funded improved crossing at SE 82nd Ave.

Project elements may include:

- Wayfinding and signage
- Speed bumps as required
- Crossing enhancements may be required at busier streets.
- Additional analysis is required to determine if traffic calming or traffic diversion required in some areas.



Improved crossing of 82nd Ave funded as part of 82nd Ave Crossing project



Whitman Elementary School



Flavel Park

TIER 1

SE Tolman Neighborhood Greenway: Western segment

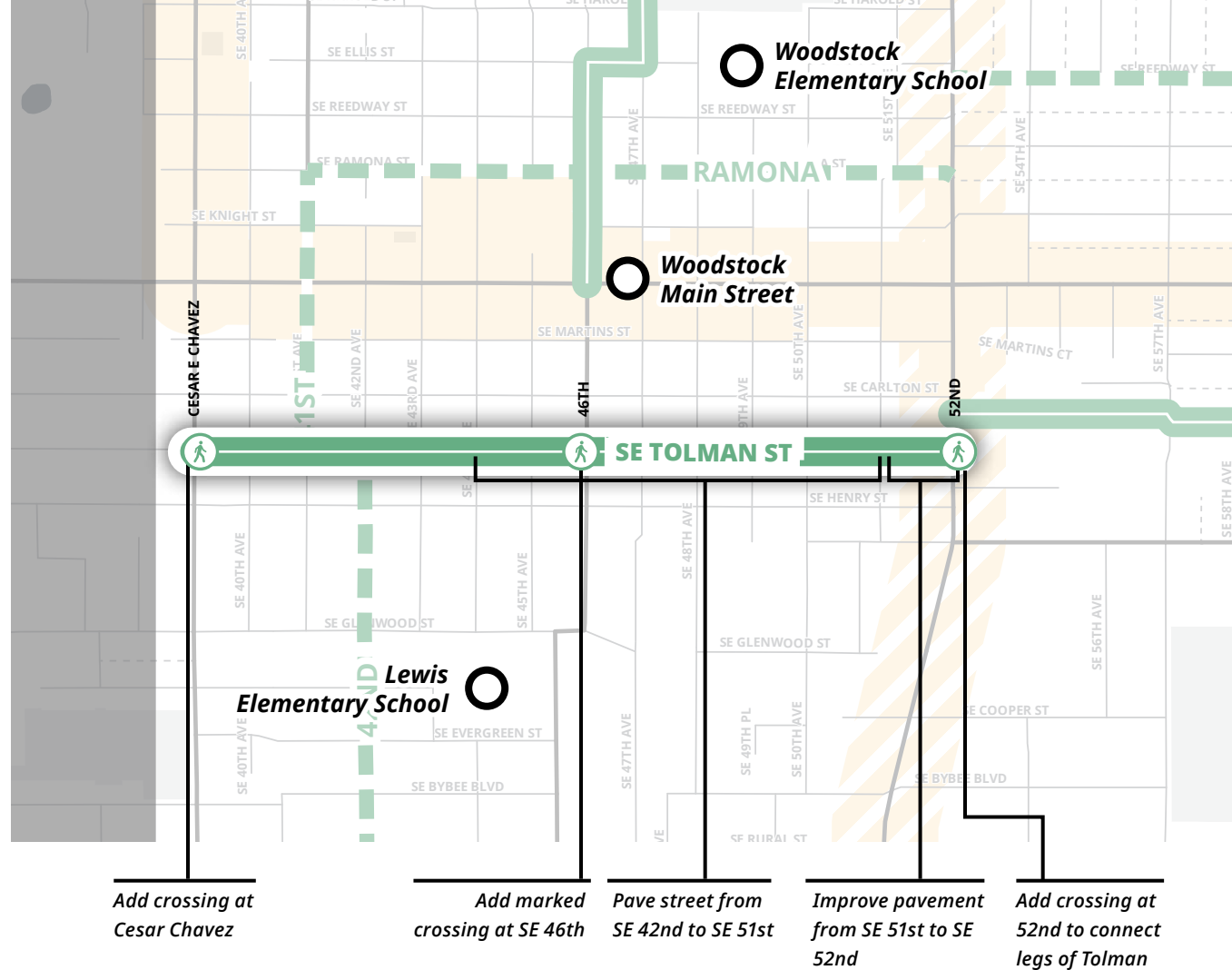
PLANNING-LEVEL COST ESTIMATE: **\$2,172,000**

PROJECT DESCRIPTION

The SE Tolman St western segment neighborhood greenway would provide important east-west connectivity between existing bikeways on 52nd Ave, 46th Ave, and 41st Ave while continuing the eastern segment of the Tolman neighborhood greenway across the rest of the plan area. The greenway would also aid bike access to the Woodstock main street.

Project elements may include:

- Wayfinding and signage
- Speed bumps as required
- Crossing enhancements may be required at busier streets.
- Street paving



Woodstock Main Street



Lewis Elementary School

PROJECT RECOMMENDATIONS

Tier 2 Neighborhood Greenways

Tier 2 projects may be implemented opportunistically, for example if a leverage opportunity arises, but will not be a focus for PBOT in the first 5 years.

SE Ramona Neighborhood Greenway

Design and implement a neighborhood greenway, including traffic calming, enhanced crossings, and diversion as needed to meet guidelines. Includes several blocks of street paving.

Reedway Neighborhood Greenway

Design and implement a neighborhood greenway, including traffic calming, enhanced crossings, and diversion as needed to meet guidelines.

64th/62nd Ave Neighborhood Greenway

Design and implement a neighborhood greenway, including traffic calming, enhanced crossings, and diversion as needed to meet guidelines.

41st/42nd Ave Neighborhood Greenway

Design and implement a neighborhood greenway, including traffic calming, enhanced crossings, and diversion as needed to meet guidelines. Includes several blocks of street paving.

Duke Neighborhood Greenway

Design and implement a neighborhood greenway, including traffic calming, enhanced crossings, and diversion as needed to meet guidelines.



List of recommended Neighborhood Greenways

TIER 1

PROJECT NAME	PROJECT LOCATION	PROJECT DESCRIPTION	COST ESTIMATE
SE Tolman St Neighborhood Greenway: Eastern Segment	SE Tolman St, 52nd to 92nd	The SE Tolman St greenway will provide an east-west connection across the plan area and an alternative to walking or biking on SE Duke St and SE Woodstock St.	\$580,000
Steele/Mitchell Neighborhood Greenway	SE Mitchell / SE Steele, 52nd to Foster	Provides a low-stress east-west walking and biking connection from Woodstock to the Foster main street and points in between.	\$430,000
SE 60th Ave Neighborhood Greenway	SE 60th Ave, Mitchell to Nehalem	Provides north-south low-stress walking and biking connections to Brentwood City Park Lane School from the surrounding community. For much of the greenway, the standard suite of neighborhood greenway tools (speed humps, wayfinding, safer crossings) should work; however, the stretch between Duke St and Flavel St may need a different treatment, such as advisory bike lanes, as well as sidewalks.	\$1,050,000
SE 46th Neighborhood Greenway	SE 46th / 47th, Gladstone to Woodstock	Provides a low-stress north-south connection from the Woodstock main street to Woodstock Park and points north. The greenway also extends the bike lanes on SE 46th Ave that currently exist.	\$590,000
SE Knapp St Neighborhood Greenway	SE Knapp St, 32nd to 52nd	Provides a low-stress walking and biking route between Eastmoreland and the project area.	\$900,000
Nehalem/Harney Neighborhood Greenway	SE Nehalem / SE Harney, 60th to Springwater Corridor	Fills a large gap in the east-west low-stress biking network in Brentwood-Darlington, providing connections to Harney City Park and the Springwater Corridor	\$282,000
SE Lambert St Neighborhood Greenway	SE Lambert St, 75th Pl to Springwater Corridor	Provides an east-west connection between Whitman Elementary School, 82nd Ave and the Springwater Corridor, taking advantage of an existing safe crossing at SE 82nd Ave.	\$88,000
SE Tolman Neighborhood Greenway: Western Segment	SE Tolman St, Cesar Chavez to 52nd	Provides important east-west connectivity between existing bikeways on 52nd Ave, 46th Ave, and 41st Ave while continuing the eastern segment of the Tolman neighborhood greenway across the rest of the plan area. The greenway would also aid bike access to the Woodstock main street.	\$2,172,000

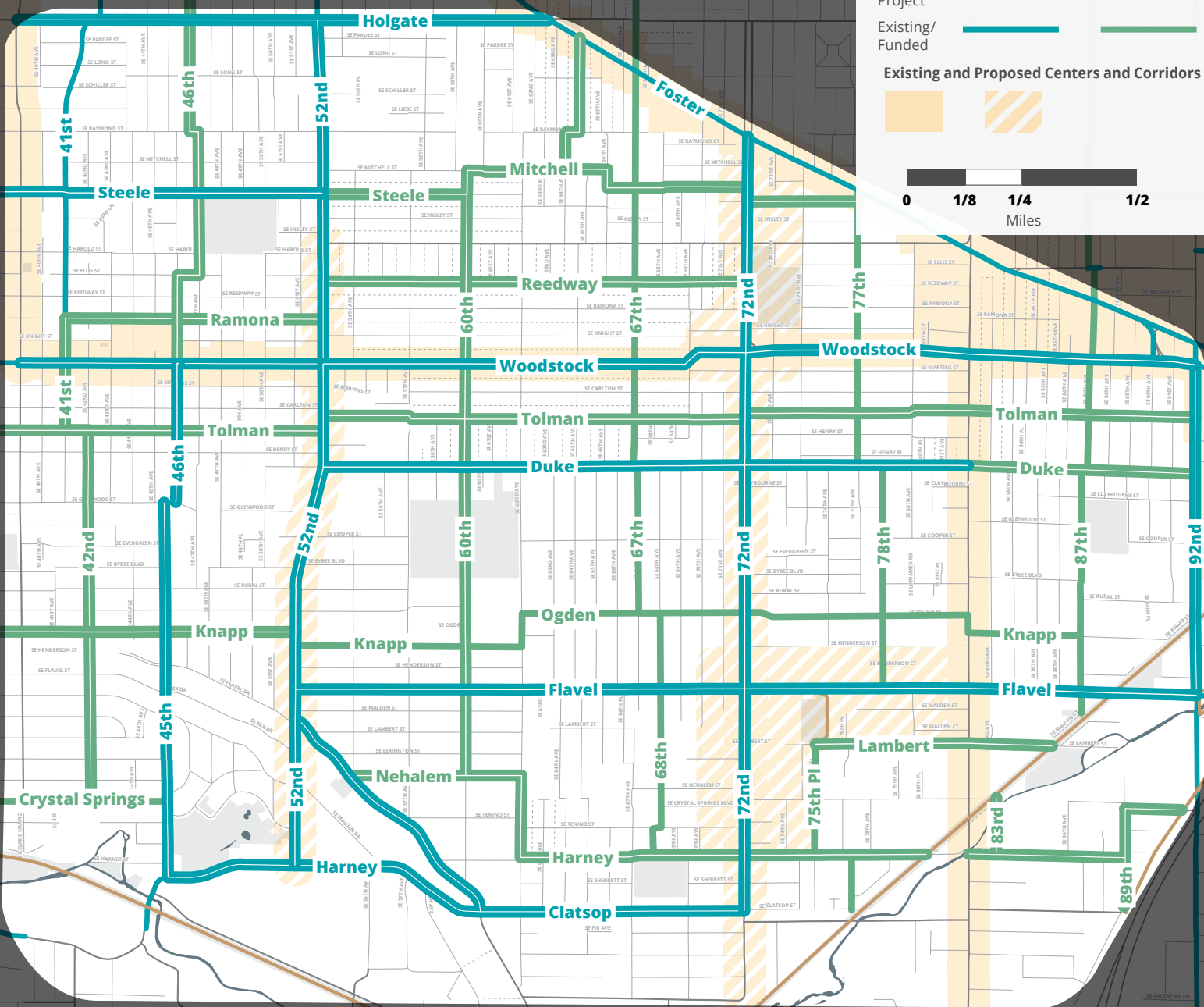
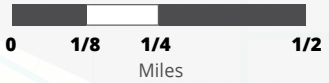
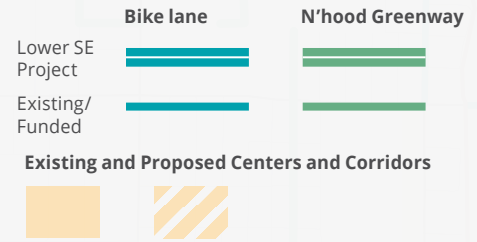
List of recommended Neighborhood Greenways

TIER 2

PROJECT NAME	PROJECT LOCATION	PROJECT DESCRIPTION	COST ESTIMATE
SE Ramona Neighborhood Greenway	SE Ramona, 41st to 52nd	Design and implement a neighborhood greenway, including traffic calming, enhanced crossings, and diversion as needed to meet guidelines. Includes several blocks of street paving.	<i>Pending</i>
Reedway Neighborhood Greenway	SE Reedway, 52nd to 72nd	Design and implement a neighborhood greenway, including traffic calming, enhanced crossings, and diversion as needed to meet guidelines.	<i>Pending</i>
64th/62nd Ave Neighborhood Greenway	SE 64th / SE 62nd, Foster to Mitchell	Design and implement a neighborhood greenway, including traffic calming, enhanced crossings, and diversion as needed to meet guidelines.	<i>Pending</i>
41st/42nd Ave Neighborhood Greenway	SE 41st/42nd, Ramona to Crystal Springs	Design and implement a neighborhood greenway, including traffic calming, enhanced crossings, and diversion as needed to meet guidelines. Includes several blocks of street paving.	<i>Pending</i>
Duke Neighborhood Greenway	SE Duke St, 82nd to 92nd	Design and implement a neighborhood greenway, including traffic calming, enhanced crossings, and diversion as needed to meet guidelines.	<i>Pending</i>

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FUTURE BIKE NETWORK



Lower Southeast's future bike network

The future Lower Southeast Rising Area Plan bike network shows what the biking network would look like in the scenario where all Tier 1 and 2 Corridor Improvement and Neighborhood Greenway projects are built. This network will also be enhanced with more frequent safe crossings on and of busy streets with traffic calmed local streets to make pedestrians safer and more comfortable. Building this network will be a main focus of PBOT once the Lower Southeast Rising Area Plan is adopted.

When fully built, this network will bring every corner of the Plan Area to within a few blocks of a safe and low-stress walking and biking route, with a focus on the Brentwood-Darlington Neighborhood.





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TRI MET



Bus network recommendations

Apart from the high-frequency routes serving the edges of the area, **none of TriMet's routes that cross the interior of Lower Southeast run frequently** (every 15 minutes or more often). In partnership with the community, a consultant team, and TriMet, the project team developed a bus network concept to provide better access within and beyond the Plan Area.

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 (Line 72 - 82nd Avenue, Line 75 - Chavez, and Line 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 in a given amount of time 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, SE 72nd Avenue north of Flavel Street, and Flavel St from 72nd Ave to 82nd Ave. 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 lack of the "grid" of bus service that exists in many other parts of Portland means many bus trips are much longer-distance (and often require multiple transfers) than an equivalent direct car trip.

Arriving at a recommendation

The Plan's recommended bus service changes not only impact service and access within the project area, they also have implications for the broader TriMet public transportation network. More analysis and coordination is necessary before any changes are formally 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.

TriMet's Forward Together, a recently completed plan for how TriMet will expand and change transit service across the regional system in the next 3-6 years, became a key opportunity to advance the Lower Southeast Rising bus network recommendation. Working with community members, a consultant team, and TriMet, a substantial portion of this recommendation was adopted into the TriMet Forward Together plan.

THE RECOMMENDATION

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

- 1. To create continuous access on Woodstock Boulevard, the Line 19 service should 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. Service should be upgraded to frequent.
- 2. Line 10 service should 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
- 3. Line 71 should 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. Service should be upgraded to frequent.
- 4. Line 19 and Line 71 should become frequent service**, improving transfers to and from the most important and high ridership lines in the area.

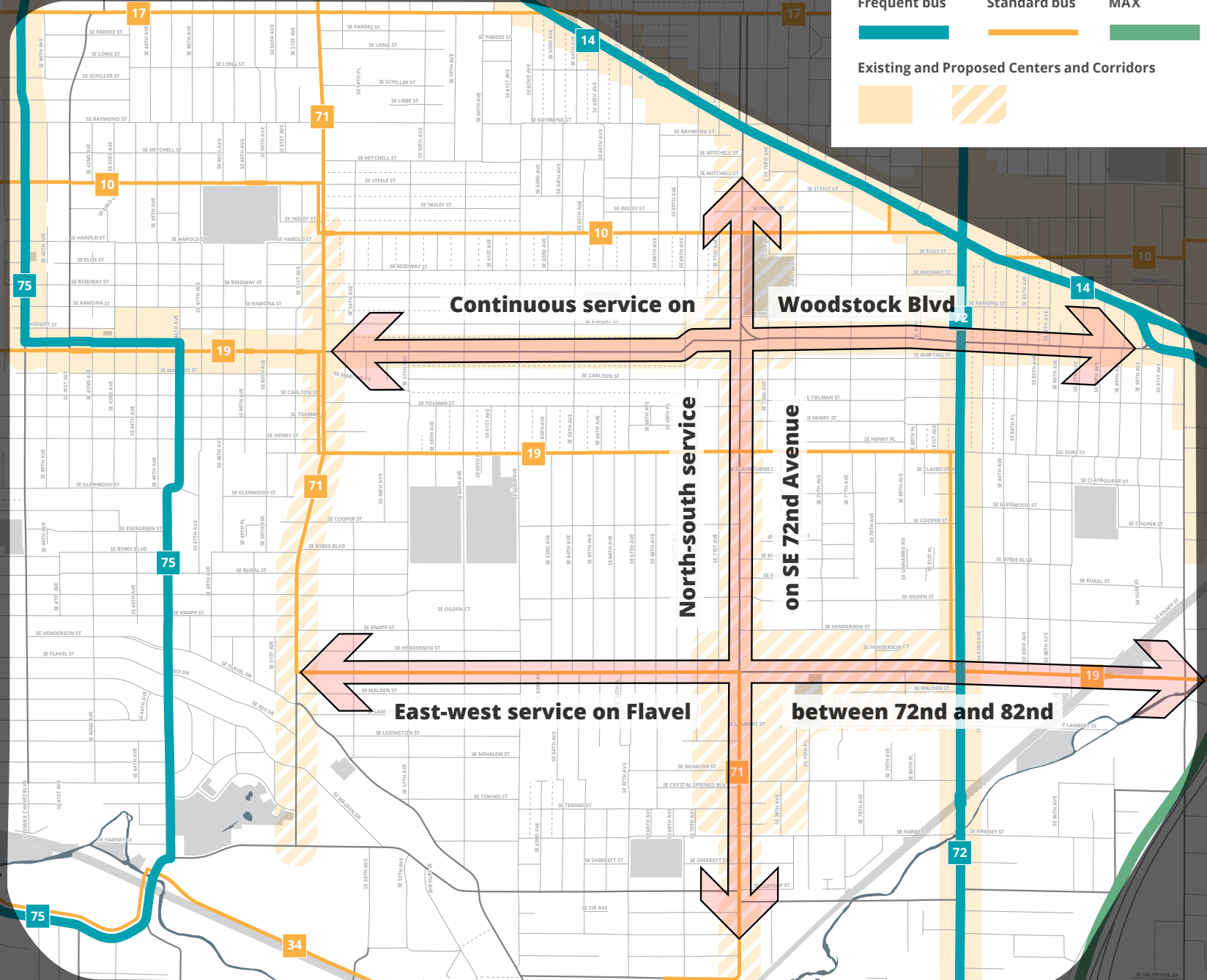
RECOMMENDED TRANSIT CONCEPTS

EXISTING BUS NETWORK

Frequent bus Standard bus MAX



Existing and Proposed Centers and Corridors



TriMet's Forward Together

TriMet's Forward Together is a near-term proposal for service changes across the regional transit network. Forward Together implements many of the recommendations outlined in the Lower Southeast Rising Area Plan (detailed in table below). In addition to implementing some of this plan's transit recommendations, Forward Together will also bring increased transit service to the area; buses will come more often on the new Woodstock Blvd line (which TriMet will renumber as Line 4) as well as on the Line 71. There are a few recommendations from this plan which were not adopted by the Forward Together service plan but that could be in the long term; these recommendations are supportive of the long term transportation and land use vision described in this plan.

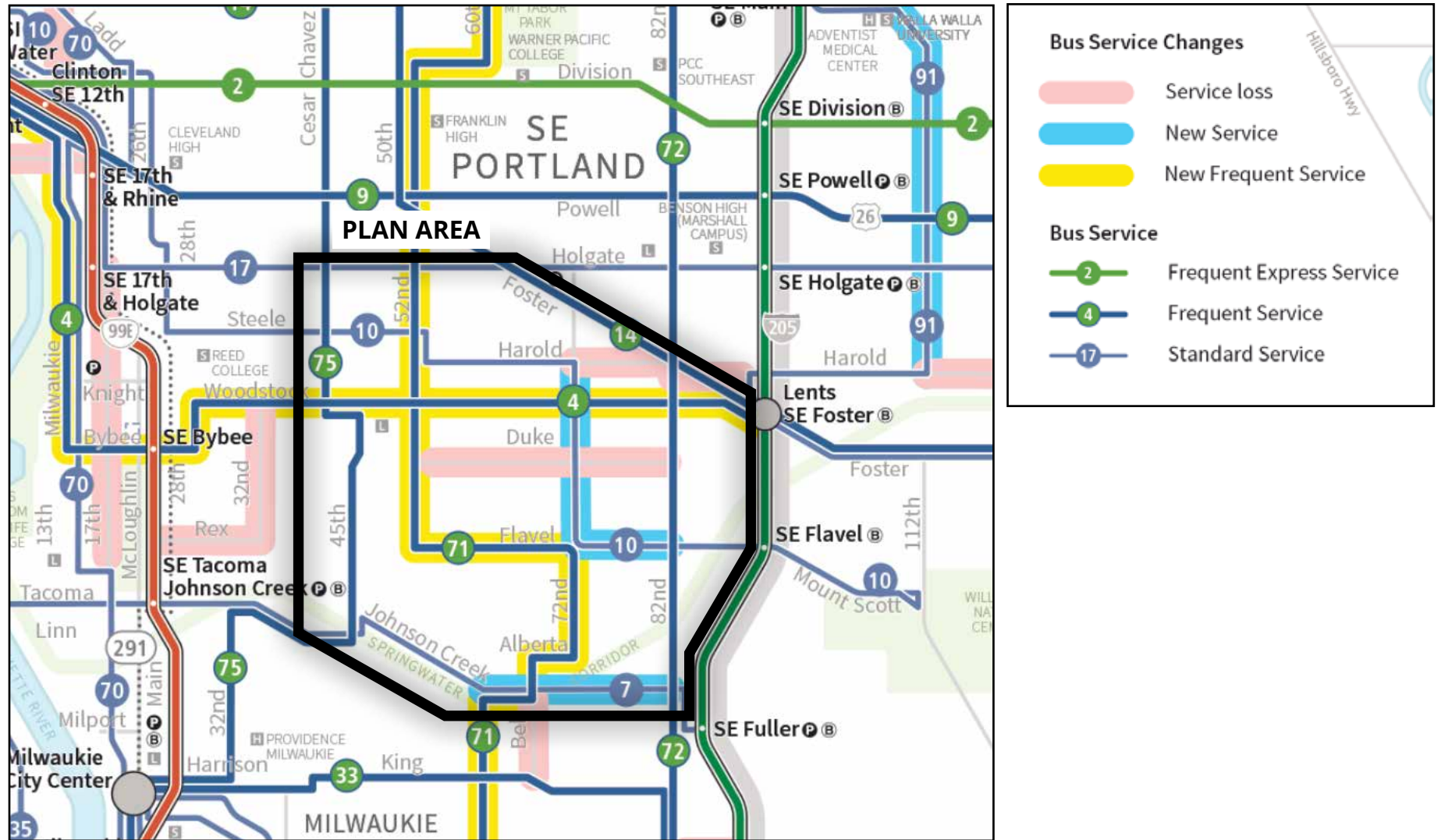
Though not in the plan area, many community members over the years have advocated for the Line 19 to cross the Willamette River on the Tilikum Crossing to get to downtown more quickly, avoiding congestion on the Ross Island Bridge. Forward Together includes this idea as a recommended service concept.

One recommended change that has generated community discussion is the shifting of service from Duke in favor of a frequent and streamlined route on Woodstock and new north-south service on 72nd. While there are some tradeoffs in longer distances to bus stops, access analysis demonstrates the plan area's transit access on the whole is improved by this change.

STATUS OF TRANSIT NETWORK RECOMMENDATIONS

CHANGE	Lower SE Rising Recommendation	To be implemented in TriMet Forward Together Plan
Continuous east-west bus service on SE Woodstock Blvd to support the Neighborhood Corridor designation		
Frequent Service on new SE Woodstock Blvd bus line		
Continuous east-west bus service on SE Flavel St for better connection to 82nd and to support new Center designation	 <i>Seek future opportunity to implement</i>	
Frequent service on Line 71		
Continuous north-south bus service on SE 72nd Ave to create better neighborhood connectivity and access to Mt Scott Park	 <i>Seek future opportunity to implement</i>	

TRIMET FORWARD TOGETHER PLAN FOR LOWER SOUTHEAST RISING AREA





Program and Policy Recommendations

To complement the recommended projects, there are several programs which can address other system and community needs uncovered during the planning process.

Lower Southeast Rising Area Plan contains a series of programmatic recommendations that are distinct from individual projects. These recommendations are intended to be applied throughout the district - both in places where recommended projects exist, but also more broadly and comprehensively.

PROGRAM RECOMMENDATIONS

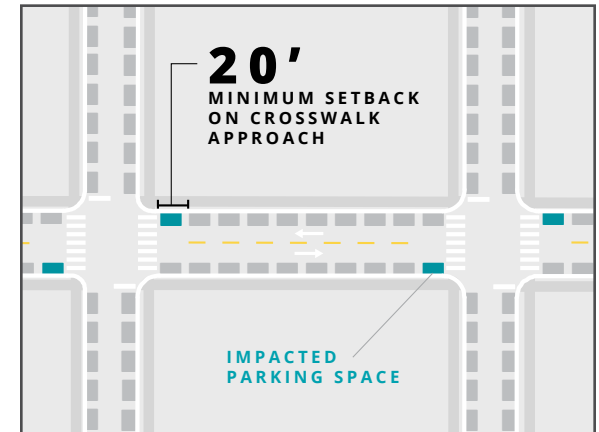
Improve visibility at intersections

Throughout the City of Portland, vehicles have historically been allowed to park right up to the edge of the street corner - encroaching on the pedestrian zone and limiting the field of vision for all roadway users. Notably, Oregon state law and the Oregon Driver Manual specifically states that parking is prohibited within 20 feet of a marked or unmarked crosswalk or intersection, unless a local jurisdiction has different regulations. In the past, the city has often permitted parking adjacent to an intersection or crosswalk. This regulatory situation is uncommon in most major American cities and creates a stressful and unsafe condition for people walking, biking and driving - especially in denser areas of the city with more pedestrian activity.

During the summer of 2019, Portland City Council unanimously adopted PedPDX, the City of Portland's update to the 1998 Pedestrian Master Plan. In addition to a robust inventory of needs and a prioritized framework for investing in sidewalks and crossings, PedPDX contains the "PedPDX Implementation Toolbox" which outlines many strategies and actions to improve walking in Portland. Key among these recommendations is to implement new 'vision clearance' guidelines as part of new

PBOT capital projects, development review, and paving projects. As a default strategy for new projects, this recommended action recommends creating a 20 foot parking setback on the approaches of all marked and unmarked crosswalks to improve visibility at intersections. Further, the plan recommends the additional action of identifying key intersections for retroactive vision clearance implemented by programs such as Safe Routes to School, neighborhood greenways, Vision Zero and Pedestrian Network Completion Programs.

Lower SE Rising intends to build upon this prior planning work by recommending vision clearance guidelines be applied on: 1) all new and existing neighborhood greenways; 2) all Major City Walkways (the district's busiest commercial and transit streets); and 3) on all identified Safe Routes to School routes within the plan area.



PedPDX recommends a 20 ft setback approaching all marked crossings.



Removing street parking from intersections allows space for important transportation-related amenities like improved transit stations, Biketown and shared scooter parking, and bicycle corrals.

One advantage of setting back parking is that it creates extra space in the right-of-way for other amenities. These spaces at intersections could be used for things like curb extensions, bike corrals, Biketown stations, e-scooter parking zones, street seats, community parklets, transit platforms, benches, or wayfinding kiosks. Some of these improvements would be more expensive, requiring concrete construction, but others can be constructed using low-cost

materials without having to move curbs. Bike parking, e-scooter parking, and street seats in particular would be effective and affordable choices for spaces adjacent to main streets, since there is a high need for bike parking and sidewalk seating in the commercial districts.

PROGRAM RECOMMENDATIONS

Local streets improvements

On local/neighborhood streets, the project team heard many concerns about cut-through traffic and speeds and requests to calm traffic. The map opposite identifies 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.



Lack of sidewalks on street in Brentwood-Darlington



Cyclist navigating puddles on a gravel street in Woodstock

LOCAL STREET PRIORITIES

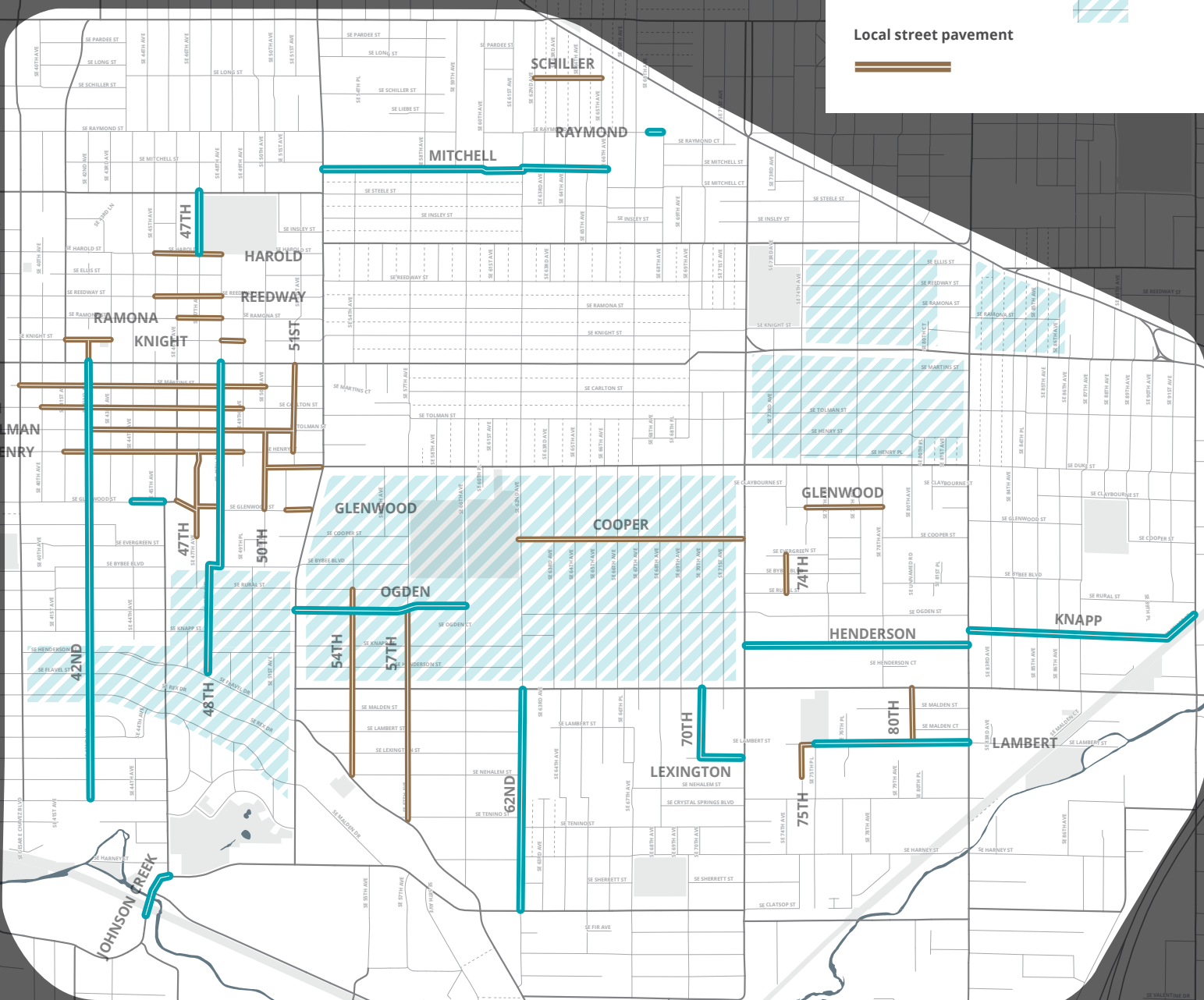
Local street safety



Traffic calming area



Local street pavement



PROGRAM RECOMMENDATIONS

Portland in the Streets

The Portland in the Streets program provides an avenue for community participation in shaping the use and function of public streets. Block Parties, public spaces, and street redesigns can be implemented and designed by community members themselves.

Collaborating with community partners creates opportunities for more people to shape their city, and to do so in a way that strengthens communities. While the walking and biking projects identified in this plan will be designed and built by the City, there are many opportunities for new and improved connections and enhancements to be led by community groups with the City in a support role. Community-initiated projects take advantage of community interest, knowledge, resources, and passion, while providing a useful connection at a fraction of the cost and time of a city-initiated effort.

Portland in the Streets permit program

While Lower Southeast Rising does not identify any specific community-led project opportunities, the plan recognizes the vital role community-led efforts have in shaping the landscape of walking and biking in Lower Southeast Portland. The Portland in the Streets program offers a framework for community members and organizations to change their relationship with their streets and open

their minds to new ways using streets for placemaking or for travel. Through the Portland in the Streets permit program, you can activate public spaces (streets, sidewalks, underutilized spaces) for small and large community gatherings and places. Portland in the Streets encourages people to get creative and re-imagine their streets, parking spaces, plazas, and alleys as places to enjoy and engage the surrounding community.

Portland in the Streets Project Types

A variety of Portland in the Streets project types are available for community members interested in community-use of public streets and spaces. Program staff are available to work with community members to identify the right project type for their effort. The sample of project types on the following page can be used by neighbors and business to advance development of new walking and biking routes, amenities, and awareness among their community.



Street Painting projects install large-scale paintings right on the road. These projects feature community-designed and implemented paintings with a process that builds relationships between neighbors and increases residents' ownership of place.

Pedestrian Plazas are long-term community placemaking projects within the right-of-way to create open space on underutilized streets, alleys, or other roadways for the public to use and activate. Pedestrian plazas may occur on any street type that is adjacent to or close proximity to a partnering business or organization.

Creative Crosswalk projects enhance existing painted crosswalks in your neighborhood with a whimsical, artistic design. These projects give you and your community an opportunity to collaborate on an enduring design for the community to appreciate.

Spaces to Places projects turn an underutilized or underdeveloped space of public right-of-way into places where people want to gather and return. Spaces to Places projects beautify, re-purpose, and energize public spaces into socially and culturally important site.

Street Prototyping projects are short- or long-term temporary projects that test a new street or intersection design concept. Information and results obtained from such projects inform future design decisions.

Park(ing) Day! is a world-wide event held in September designed to give people the opportunity to re-envision how we use our public on-street parking spaces. These projects are designed to strengthen community connections, and increase awareness about the importance of walkable, livable, and healthy cities.

Street Seats projects allows businesses or non-profit organizations to convert on-street parking into other public uses, such as café seating or a mini-park, also called a parklet. The program enhances street vitality and benefits local businesses.

Play Streets projects make neighborhood streets available to kids and adults for play, socializing and physical activity on a frequent and recurring basis. Play streets open the right of way for everyone to come and play and are a great way to create a fun active space, especially when recreational areas are scarce.

Portland Pathways projects are permitted path connections for walking and biking through otherwise undeveloped or impassable street connections. More information about Portland Pathways is available on the following pages.



**ROAD
WORK
AHEAD**

Funding and implementation strategy

The Portland Bureau of Transportation relies upon a variety of internal and external funding sources to pay for project implementation. These funding sources each come with their own limitations, priorities, and time lines; full plan implementation and a precise time line for construction will depend on funding availability and grant award success. The sources listed in this section are citywide funding sources.

Near-term funding sources



Fixing our Streets

The voter approved work plan for Fixing Our Streets includes funding for design and construction of some of the bike lanes and crossing enhancements recommended by the Southwest in Motion plan. This funding source is also implementing recent and ongoing projects in Southwest.



Transportation System Development Charges (TSDC)

Whenever a new building is constructed in Portland, including a home, store, office, etc., the developer pays Transportation System Development Charges (TSDC). The fee covers part of the cost of building transportation facilities to serve development—things like roads, sidewalks and other facilities that get people to where they need to go. Funding is limited to projects included on the TSDC project list and generally pay for only a portion of the full project cost.

Eligible Funding: Generally, up to 30% of project costs, only applicable to “TSDC Eligible” projects.



Local Transportation Improvement Charge (LTIC) Funding

In Spring 2016, the City adopted the Local Transportation Infrastructure Charge (LTIC), a charge on new infill development occurring on these streets in single-dwelling residential zones.

Eligible Funding: Total amount varies upon collection rate.



Ongoing Quick Build Network Completion funding

Three program areas now receive ongoing funding for completing walking and biking transportation links. These programs include Neighborhood Greenways; Bikeway Network Completion; and Pedestrian Network Completion. Ongoing funding can support small-scale restriping projects for new crosswalks, bike lanes, and other minor enhancements. This funding sources is inadequate to cover road-widening or significant sidewalk construction.

Potential future funding sources

Potential future funding sources

Future funding sources are uncertain and fluctuate in response to political and economic trends. These funds may be subject to a local or regional vote; federal funding availability; and future legislative commitments.

Potential renewal of local gas tax

Renewal of Portland's Fixing our Streets measure would continue to fund important maintenance, system expansion, and safety needs. These funds are highly flexible, and can be used to fully fund moderate scale projects or as a match for larger scale projects.

Metro Regional Flexible Funds

Oregon Metro offers regular grant opportunities to fund transportation projects across the region. Projects must address the grant criteria, be of regional significance, and compete against other project applications.

Metro Parks and Nature Bond

Four times during the last two decades, voters across greater Portland have approved investment in a network of regional parks, trails and natural areas. A future parks and nature bonds could fund projects that improve parks and natural areas and support community projects.

Other financing mechanisms

Other funding mechanisms are available for highly motivated community members interested in investing directly into the streets in their neighborhood. These strategies are particularly useful for local streets, special projects or other needs not met by traditional funding sources.

Local Improvement Districts (LID's)

LID's are used by cities or private property owners to fund and construct local projects such as streets, bike infrastructure, sidewalks and stormwater Management features. Using the LID process, area property owners share the cost of transportation improvements.

Public Private Partnerships (PPP)

Direct community funding can also help contribute to project financing. A recent example of a successful PPP project is the Footbridge over Burnside project in NW Portland. Community crowd-funding helped complete the funding necessary to complete the Portland Parks Foundation led project.

AGENCY PARTNERS AND COORDINATION

Other agency partners often have interests in PBOT projects, and PBOT is obligated to address other bureau requirements. For example, street widening to add bike lanes or sidewalks must also meet requirements of the Portland BES Stormwater Management Manual. Similarly, investments in the stormwater system involve work in the right-of-way that may expand opportunities for transportation access improvements, or require investments in transportation infrastructure to meet regulations such as the Americans with Disabilities Act. Collaboration on projects with shared interests can minimize individual bureau costs and deliver a more complete project.

BES Matching Funds and Collaboration

BES has committed funds for cost-sharing with PBOT on projects to help both bureaus get more from our projects. This includes coordinated right-of-way improvements to address PBOT transportation needs with BES's stormwater system improvement needs. These project opportunities also include water quality improvements by converting high-priority City maintained roadside ditches to swales to slow, partially detain, and treat stormwater before it reaches streams. Work on the road edge may bring opportunities to enhance a street to improve conditions for people walking and biking.

LOWER SOUTHEAST **RISING** AREA PLAN

DISCUSSION DRAFT



THE BUREAU OF
**PLANNING &
SUSTAINABILITY**



PBOT
PORTLAND BUREAU OF TRANSPORTATION