



Lower Southeast Rising Area Plan

Early Review Draft

Part I

Introduction and
Community Development

**For Advisory
Committee
Review**

March 2023

ACKNOWLEDGEMENTS

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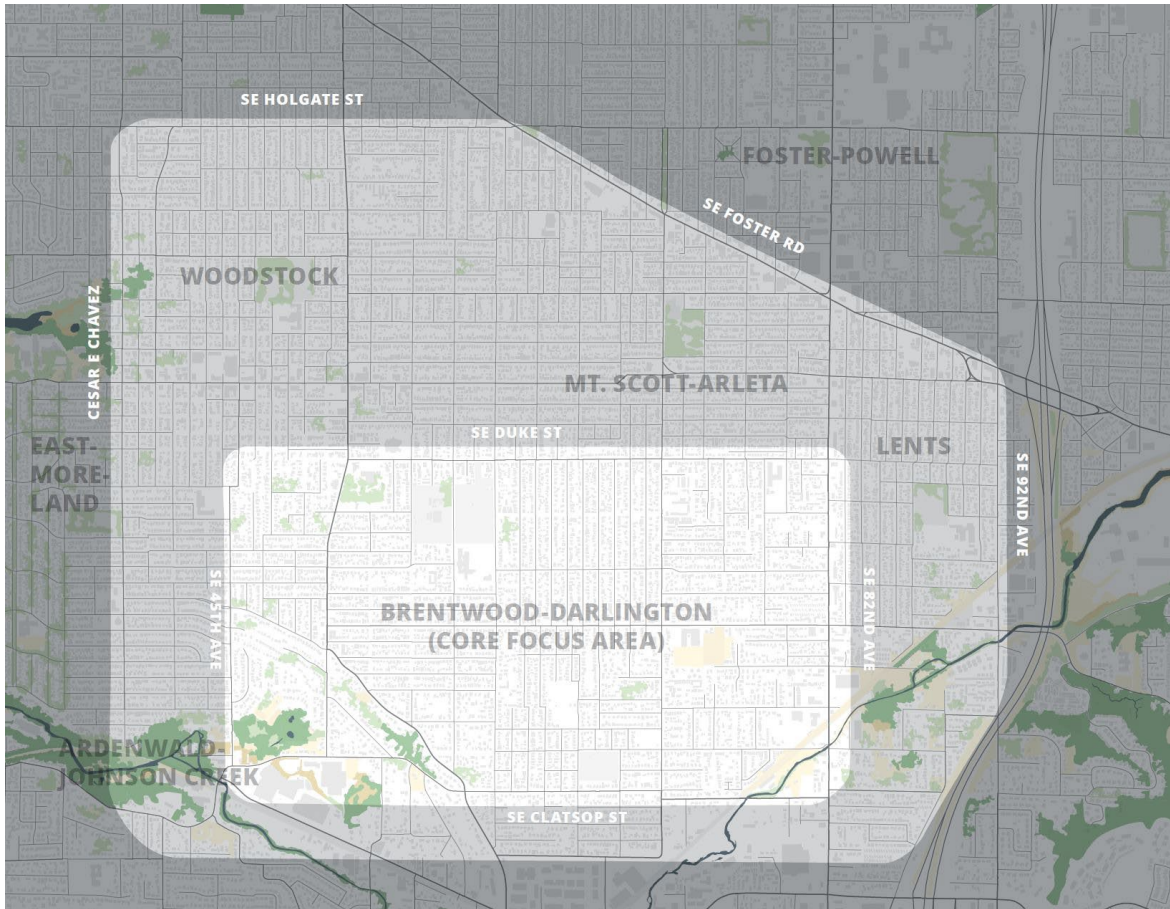
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Lower Southeast Rising Plan Study Area



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.

Section 1: Introduction and Background



Introduction

Lower Southeast Portland – much of which was not annexed into the City until 1986 – shares many physical characteristics with East Portland: gravel streets and missing sidewalks, a disconnected street network and limited bus service, and few neighborhood stores, restaurants, and other conveniences, ensuring residents must resort to driving 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 different potential land use options for the area support the City's equity, climate action, housing, and complete neighborhoods goals. The Plan proposes land use changes in coordination with proposed transportation solutions. The work is funded in part by a Transportation Growth Management (TGM) Planning Grant, a joint program of the Department of Land Conservation and Development (DLCD) and 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 Brentwood Darlington and 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:

- **Land use changes** to provide more neighborhood commercial and housing opportunities.
- **Future transportation projects** to enable people to safely and conveniently walk, roll, and bicycle to local destinations and to take transit to make connections locally and citywide.
- **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's In the Plan

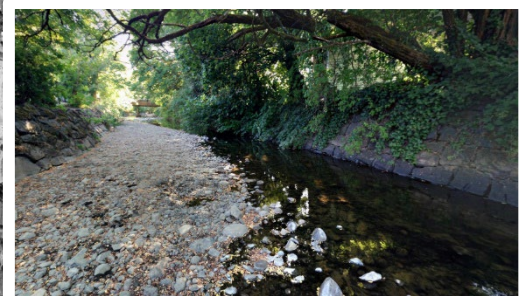
The Lower Southeast Rising Area Plan consists of the following components:

Part I: Community Development

- **Section 1 – Introduction and Background:** provides background on the plan, including summary information on the area's history and issues.
- **Section 2 – Vision and Growth Concepts:** includes the plan's visions and objectives, and presents land use and circulation growth concepts summarizing how the plan will help achieve these objectives.
- **Section 3 – Implementation:** presents the draft land use map and future transportation projects 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 II: Transportation

Presents detailed recommendations for transportation projects to make it easier to walk, bike, roll, or take transit to community destinations, together with bus network recommendations and an implementation strategy.



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)



Portland Archives, A2008-001.95

SE 72nd and SE Woodstock (1931)



City of Portland (OR) Archives, A2009-009.2097

SE 82nd near SE Flavel, looking north (1934)

S-4

History and Past Plans

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.



Springwater Line shelter near Errol Heights

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.

These streetcar developments 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.

Past Plans

There have been multiple city and community plans from the last 30 years that reflect community aspirations and concerns for the Lower Southeast area and established City policies for the 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.

Lower Southeast Today

Assets and 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 – Community Voices

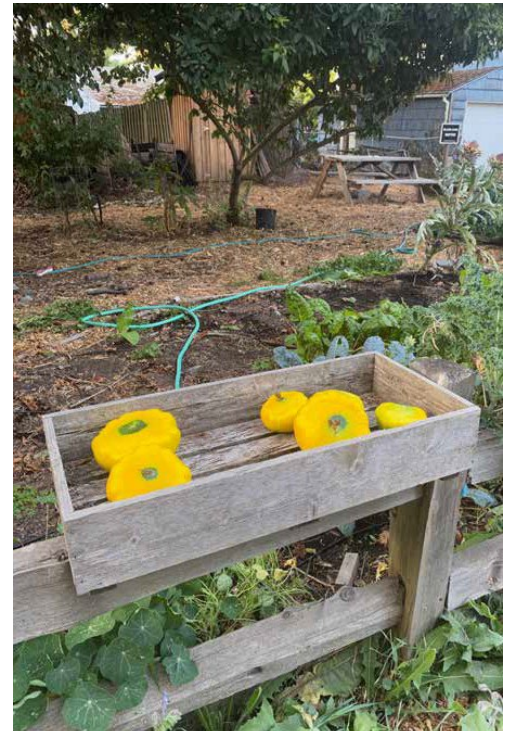
Though this plan exists to help address long-standing problems and deficiencies, as they were sharing what could be better in the area, **community members did not want us to forget what they love about where they live** and spend time.

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

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.



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



“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.”



Black Futures Farm



"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."



"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.

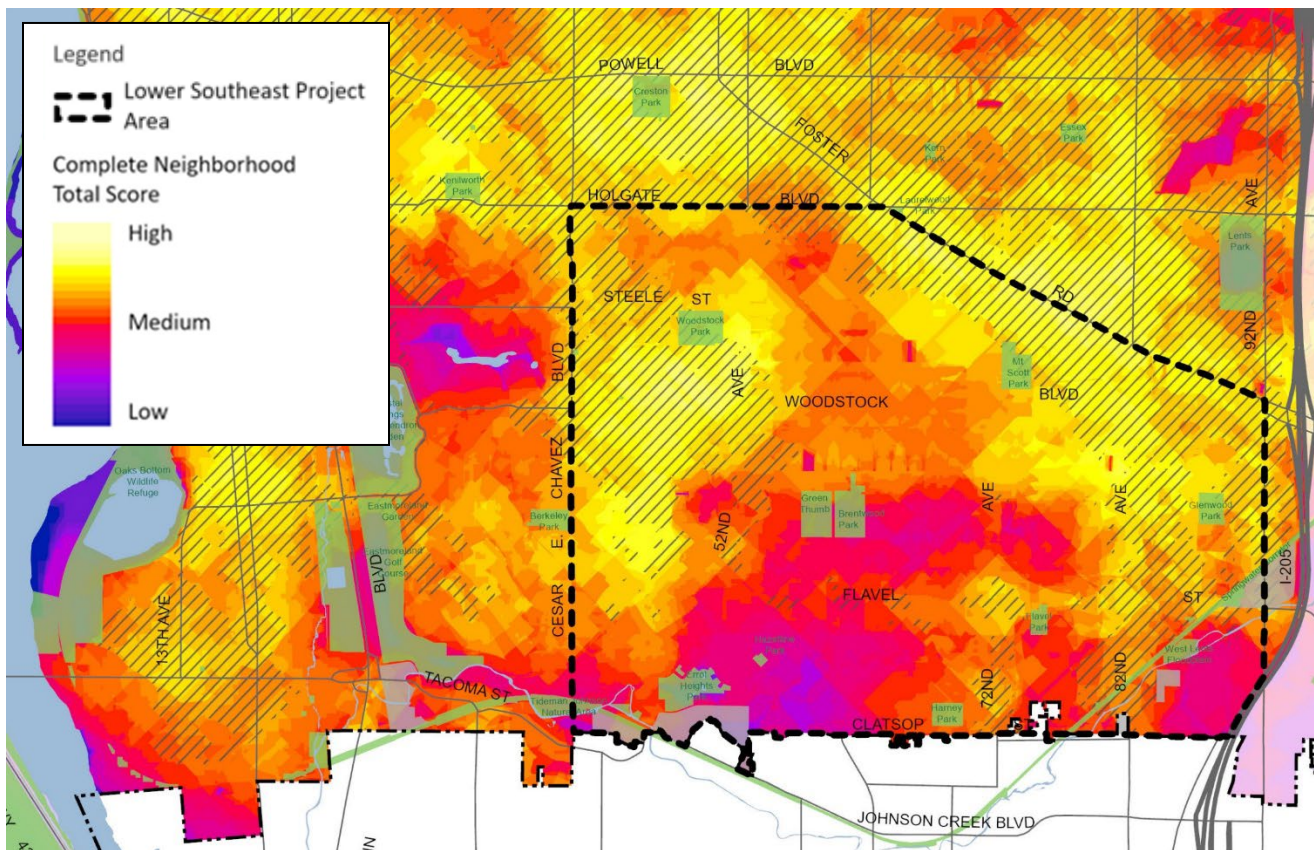
Community members cherish the parks, community centers, and other green spaces they have in the area – oases in a part of town with less tree canopy than average.



Needs and Issues

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 the features of complete neighborhoods. The graphic below is from a Complete Neighborhoods Analysis that measures 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.



Complete Neighborhoods Analysis Map. Areas shown in yellow tones have relatively good access to services, while blue/purple tones indicate they lack local services and connecting pedestrian, bicycle and transit infrastructure.

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.

“Neighbors today have to travel too far for basic services that other residents of Portland take for granted.”

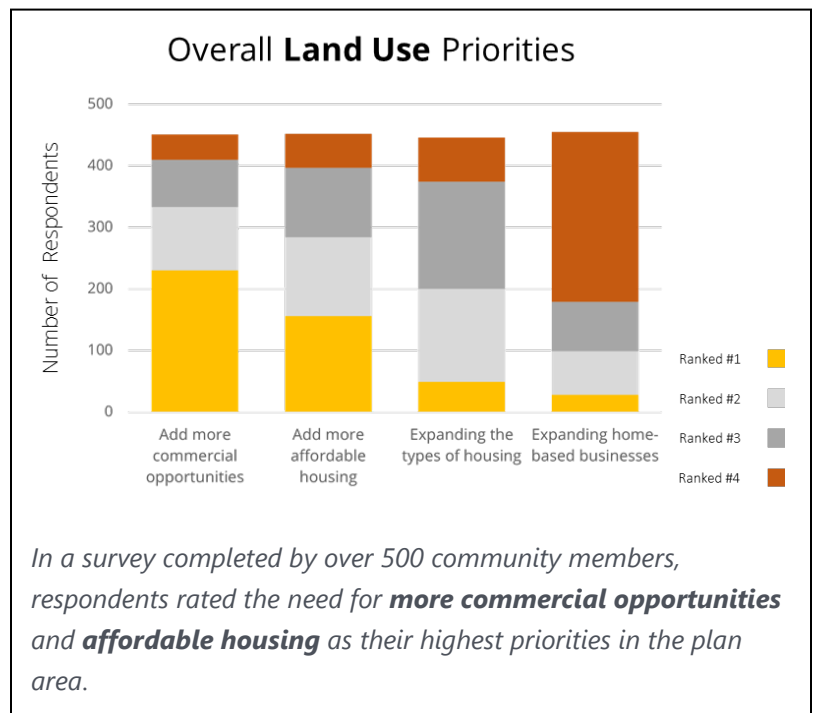
- Community member

Staff analysis and community feedback also identified the following needs in the plan area:

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.

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. A health assessment identified the eastern portion of the plan area as a medically-underserved population area, one of only two such areas in Portland (Health Assessment Memo – Appendix X). 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 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.

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.

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.

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.

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 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.

Focus on Equity

Other issues in the plan area, overlapping with the above issues, relate to demographics and equitable access to opportunity. Some of these issues include:

The Lower SE study 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 (dynamic) 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*.

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

- **Public engagement inclusive of lower-income residents and communities of color**, with outreach material sent to all addresses in the plan area, 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.

**US Census Bureau, 2019 ACS 5-year estimate*

- **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 47).
- **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 continuing zoning for manufactured home parks in and around the proposed Neighborhood Center to prevent their redevelopment.



“I would like to preserve our mobile home parks and low-income housing.”

- *Community member*

For more information

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

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

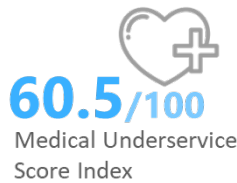
Commercial market analysis: [Lower SE Rising Commercial Real Estate and Retail Market Analysis Report](#)

Health issues: [Health Assessment Memo](#) (Appendix X)

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.

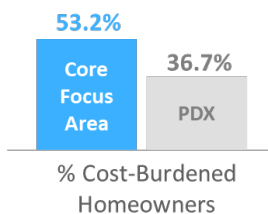
Place-based health needs that surfaced in the Lower Southeast Rising plan area include:



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.



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.



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.



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 influence 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.

For more on health issues: **Health Assessment Memo** (Appendix X)

Public Engagement and Land Use Scenarios

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 were designed to capture public preferences regarding alternative land use scenarios and potential transportation options. This was the first public and “virtual” open house of the project, but it served as the third online survey for the project. The first online kickoff survey collected feedback in Summer 2021 and the “Pin It, Portland” interactive tool collected public feedback on a project area map in Fall to Winter 2021/2022.

Online Open House and Related Public Engagement

An online open house to share information about a range of alternative land use scenarios and potential transportation options was posted on the Bureau of Planning and Sustainability’s website from May 2022 to July 2022. Four alternative land use scenarios for the Lower SE Rising project area were presented for 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 scenario pages included maps, images, and descriptions to highlight the features of each scenario and show how they are different. See pages 22 to 25 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 into Spanish, Russian, Chinese, and Vietnamese and provided translated subtitles in a video presentation and translation of the online survey. 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.

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 10 times through January 2023.

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 of staff about the work and ideas.

Approximately 20-25 community members attended the SE 52nd Avenue Neighborhood Walk and 25-30 attended the SE 72nd Avenue Neighborhood Walk.

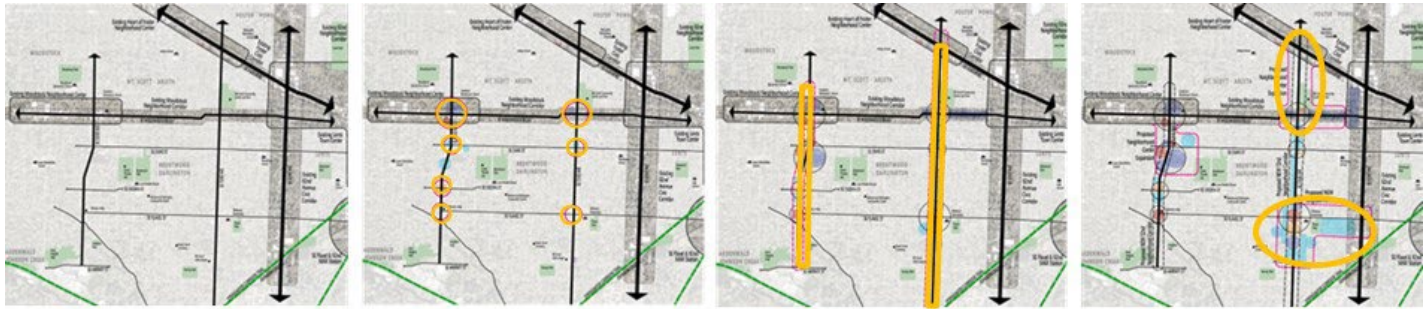
Bike rides were co-hosted with BikeLoud, the PBOT-staffed Bicycle Advisory Committee, and through Pedalpalooza. Tabling in the community occurred at the Mt. Scott Community Center, the Lents International Farmers Market, and ROSE CDC’s Country Square housing community.

Partnership with Latino Network

As part of the funding for the project, a portion of City funds were made available for community-based organizations (CBOs) in order to 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 Latinx 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.





Scenario 1
Basic Level of Service

Scenario 2
Enhanced Intersections

Scenario 3
Corridors

Scenario 4
Centers and Corridors

Alternative Land Use Scenarios

This section summarizes the development and evolution of the preferred land use concept and related transportation options. 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 developed in Winter-Spring 2022 and publicly released in Spring 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 land use changes at key intersections along SE 52nd and SE 72nd avenues to allow more commercial uses 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

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 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.

“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*

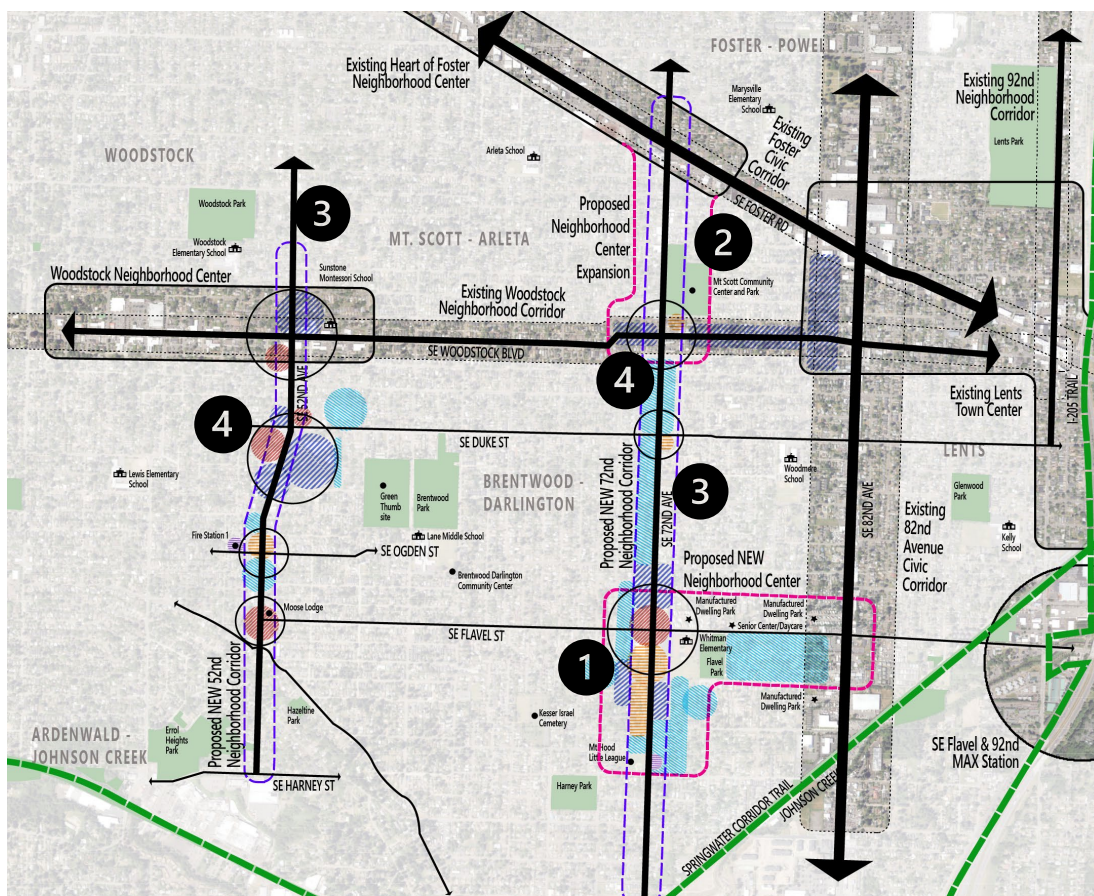
Transportation. The survey also asked participants about priorities for transportation improvements. Pedestrian safety improvements were the highest priorities, especially safer pedestrian crossings and intersections on busy streets. Corridors the community identified as the highest priorities for improvements were SE 72nd, SE 52nd, and SE Woodstock – which were also the streets identified for expanding opportunities for businesses and housing. See the Part II of the Plan for more information on transportation needs and priorities in the area.

The land use changes and transportation projects proposed in the Lower Southeast Rising Area Plan are intended to help implement the Centers and Corridors scenario. The refined Centers and Corridors scenario and its major elements are shown on the following page.

For more information

Public engagement activities and feedback: [Public Involvement Summary](#)

Community Development Scenarios: [Preferred Framework Report](#)



Preferred Centers and Corridors Scenario

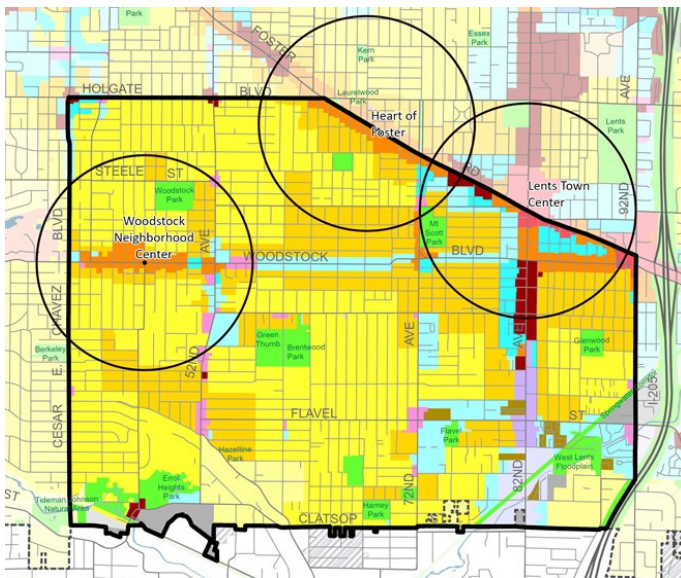
As refined after considering public feedback, Project Advisory Committee input, and further analysis, the major features of the preferred Centers and Corridors scenario include:

- 1 New **Neighborhood Center** focused around SE 72nd and Flavel, extending to 82nd, with a small-scale 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.

Benefits of a New Neighborhood Center

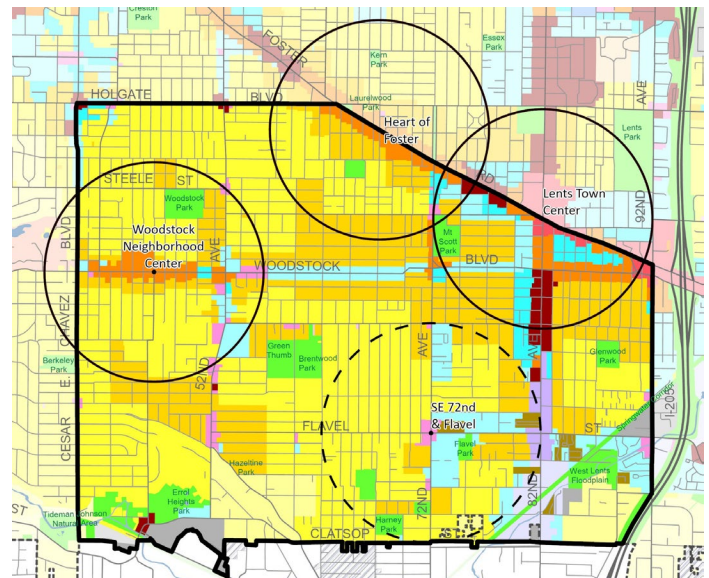
A new neighborhood center in the vicinity of SE 72nd and Flavel would, if successfully implemented, fill in a substantial gap in access to services in this area of Portland. This would help meet Portland Plan and 2035 Comprehensive Plan objectives for increasing the amount of Portlanders living in complete 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 around their core commercial areas



Currently designated centers plus the proposed new neighborhood center

Section 2: 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 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 economic success of the area by being connected to jobs and being able to establish neighborhood businesses that contribute the area's vitality, and by a supportive community.

Objectives

- **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 houselessness.** 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 everyone, especially renters, low-income people, and communities of color, 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 on the following pages are a representation of the land use 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.
- **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. The following graphic summarizes the 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 as well as 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

Lower SE Rising Plan
Land Use Growth Concept
 April 2023

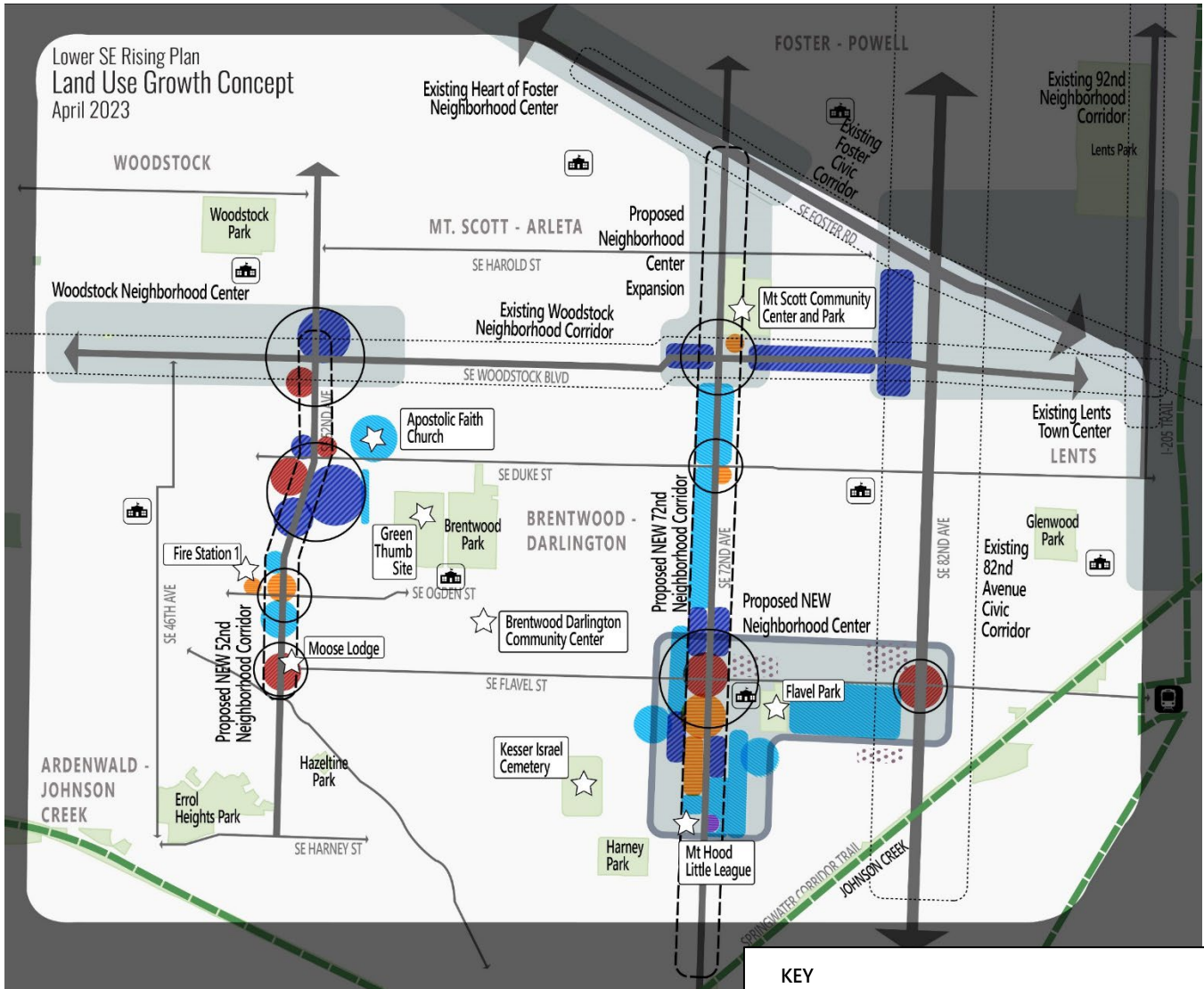


Diagram 1. Land Use Growth Concept

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 and orange colors indicate potential locations for expanded commercial zoning, while the blue tones indicate potential zone changes to allow more housing.

For clarity, the diagrams on the following pages highlight each of the major components of the Land Use Growth Concept.

KEY

- Schools
- Destinations
- Manufactured Dwelling Parks
- 92nd Ave MAX Station

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

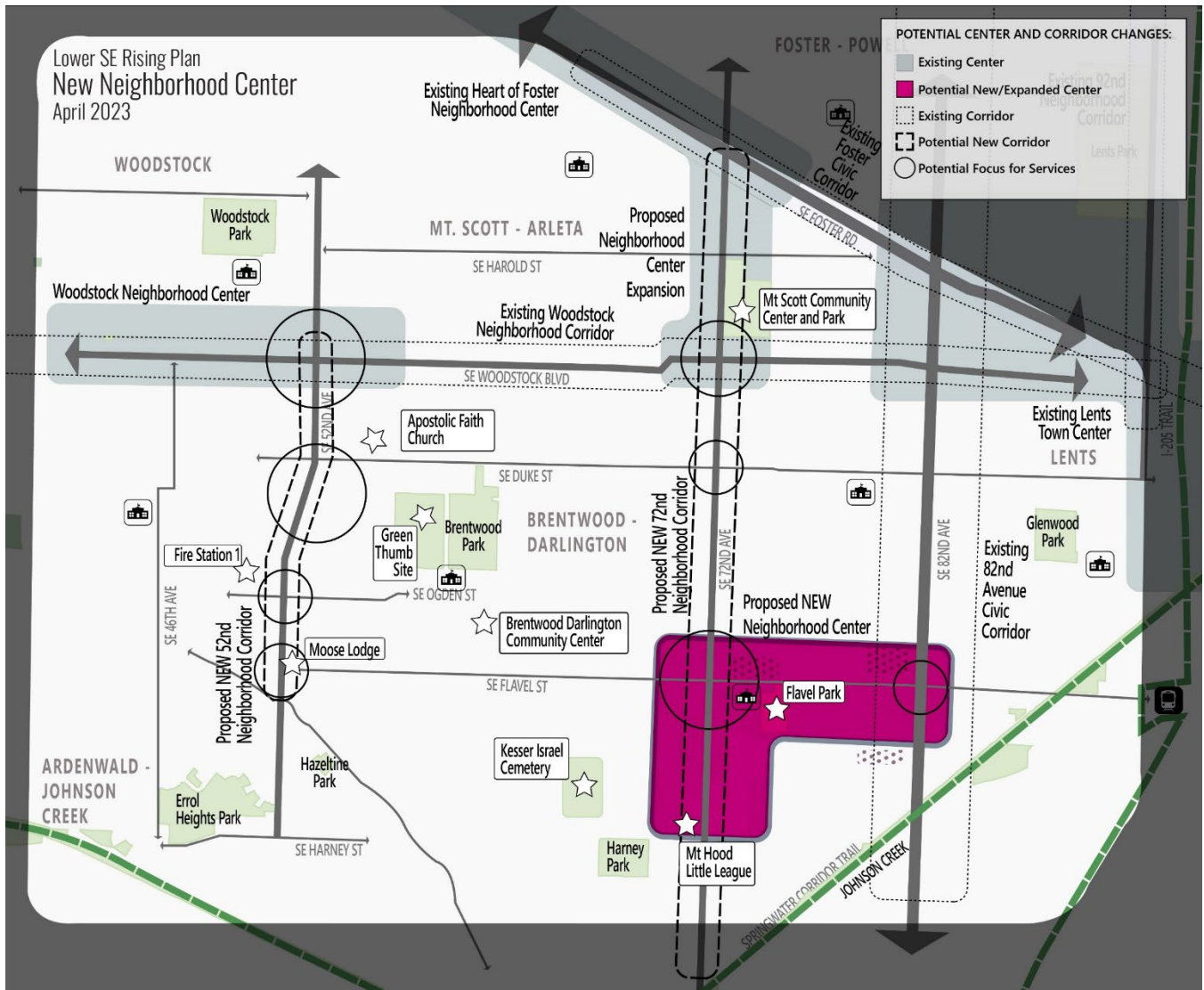


Diagram 2. New Neighborhood Center

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 (see map on Page 41 for more information on the expanded multi-dwelling zoning in this area).

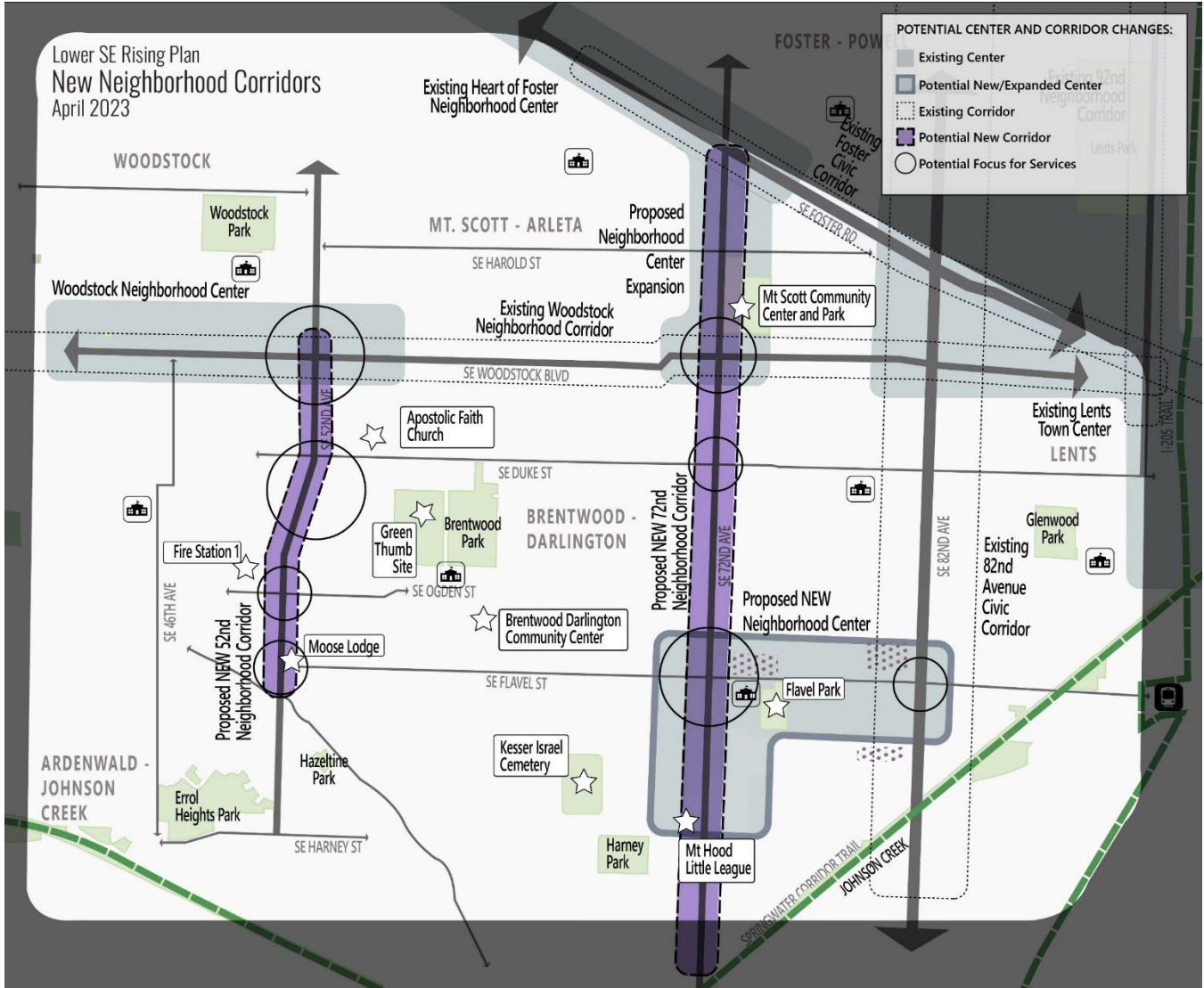


Diagram 3. Neighborhood Corridors

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 corridor safety improvements along these corridors.

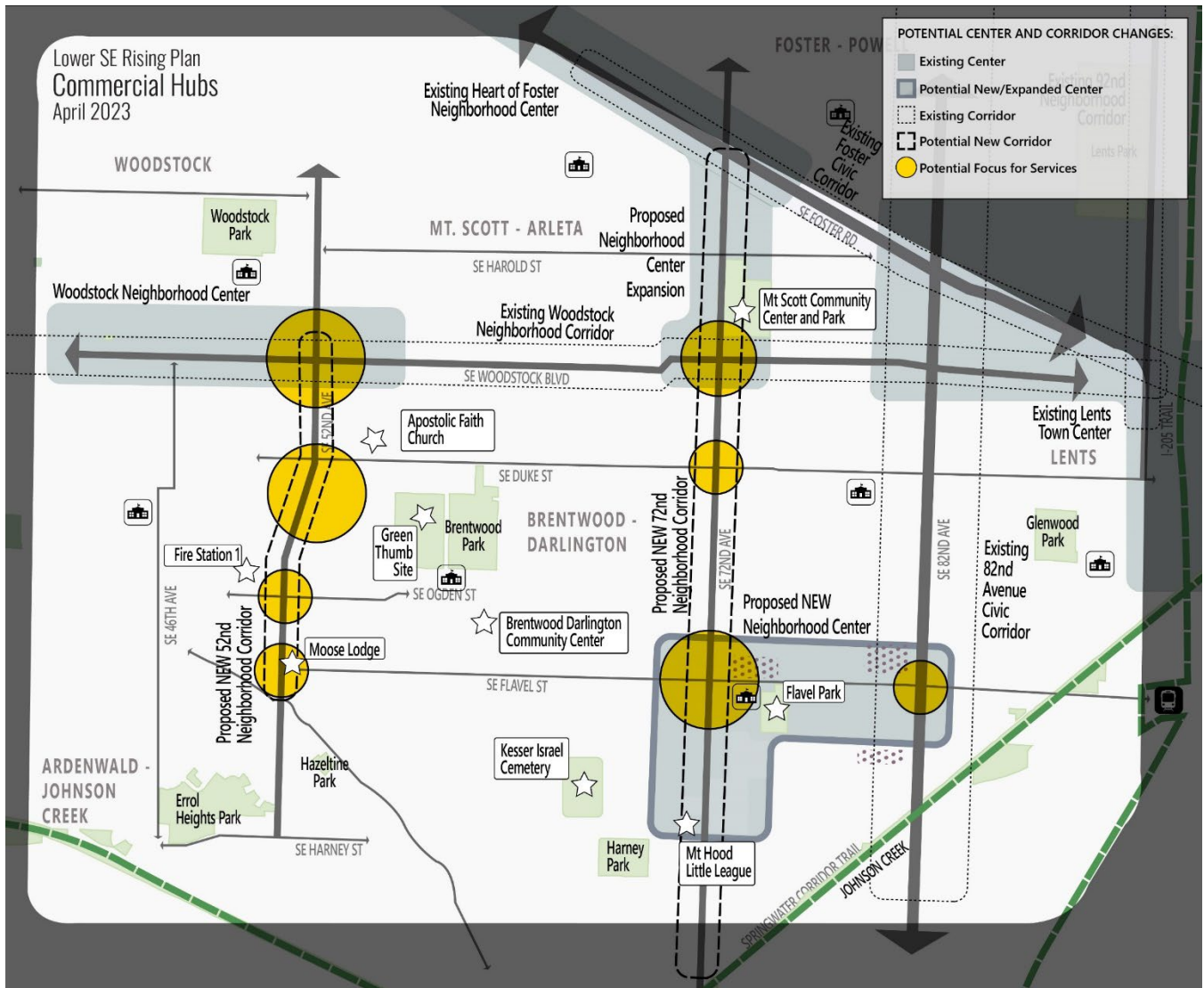


Diagram 4. Commercial Hubs

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.

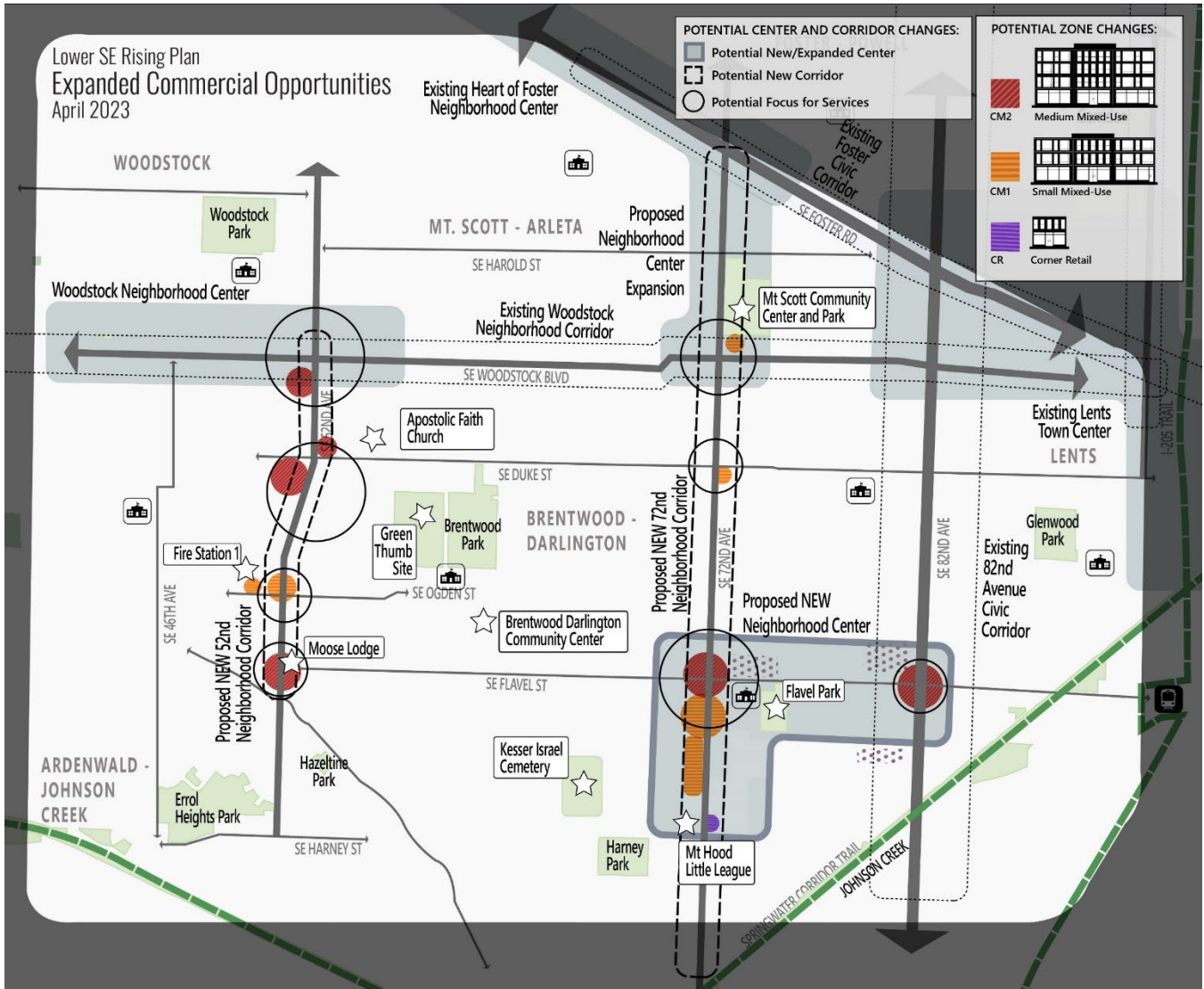


Diagram 5. Expanded Commercial Opportunities

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. The smaller-scale CM1 zone (2-3 stories) is proposed for smaller hubs, and for the future neighborhood main street on SE 72nd south of the commercial hub at SE Flavel. This CM1 zoning will allow for a less abrupt transition from the existing low-rise residential scale of these locations.

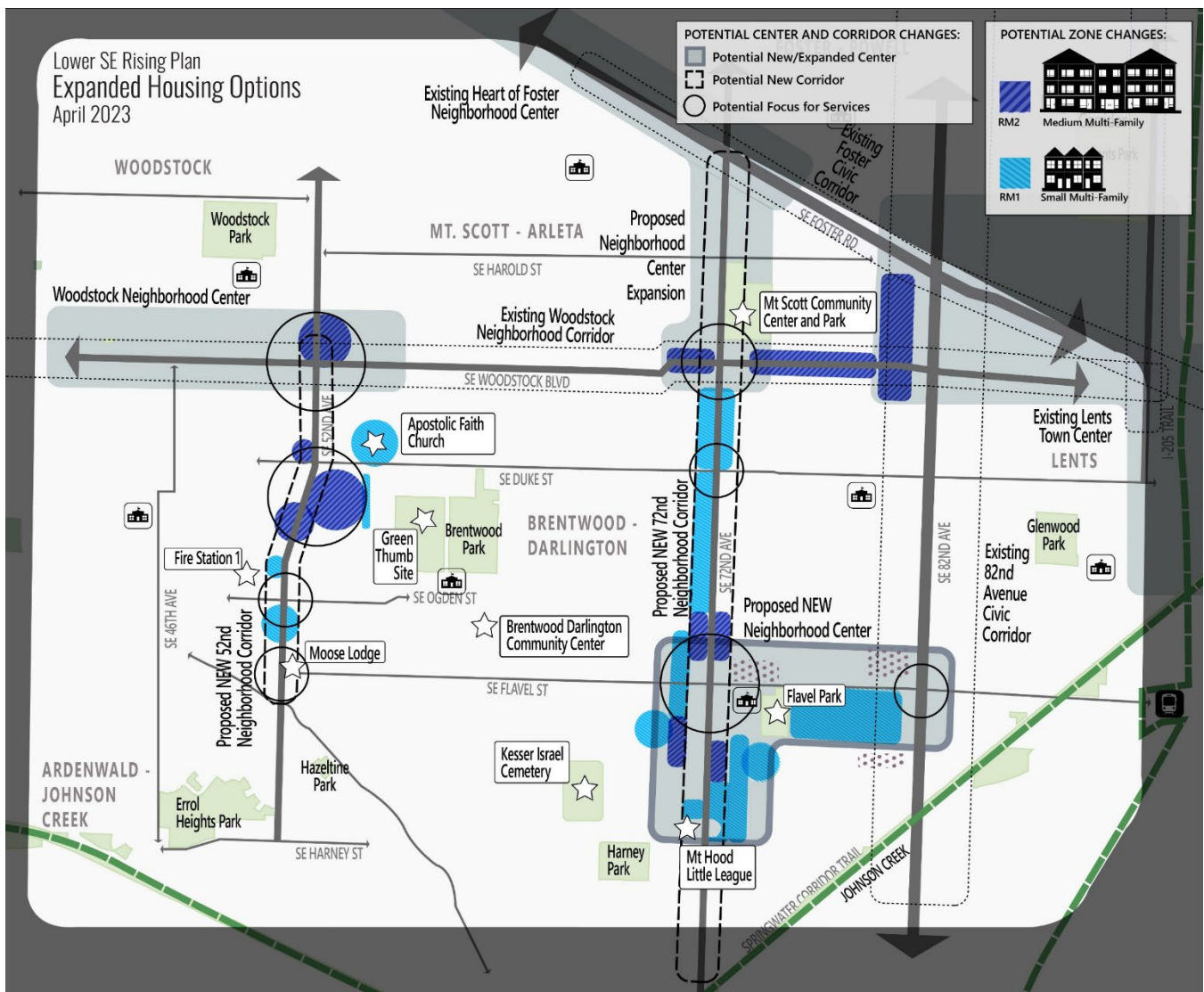


Diagram 6. Expanded Housing Opportunities

In keeping with the community’s preferred Centers and Corridors scenario, the Land Use Growth Concept 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:

- **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 (most of the existing zoning along this portion of SE 72nd is the townhouse-oriented R2.5 zone).
- **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 the commercial services and transit options around SE 82nd and SE Foster.

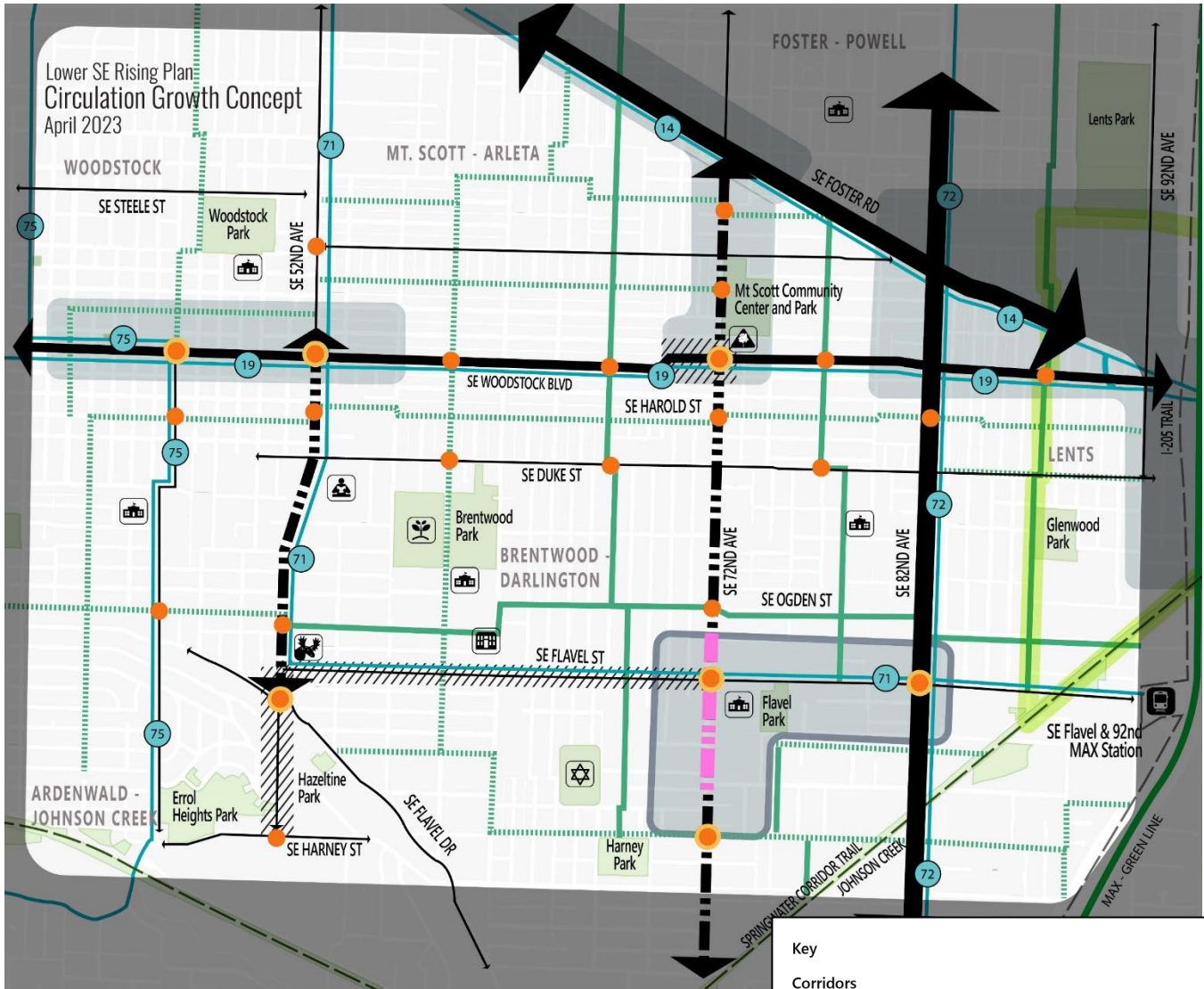


Diagram 7. Circulation Growth Concept

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.

See the **Transportation Projects** section and **Part II** of the Plan for more information.

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

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-dwelling residential zoning (RM1) to commercial/mixed use zoning (CM1) to allow for the emergence of a main street business district here. The following graphics 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.

NOTE TO REVIEWERS:

Sketches in process of refinement

1. Existing Conditions

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



2. 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.



3. Within 20 years

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

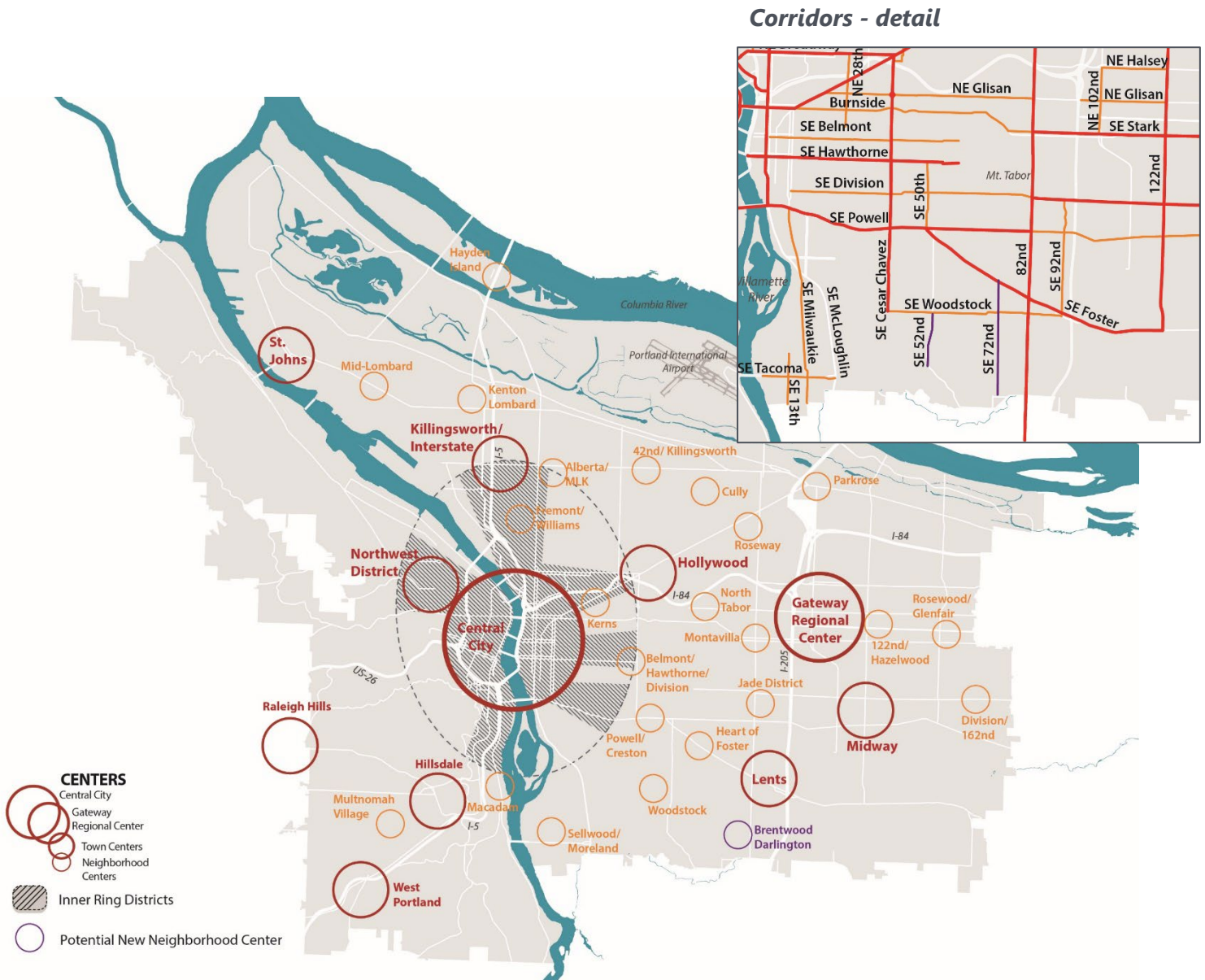


Section 3: Implementation

Urban Design Framework

The graphics below 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 as Neighborhood Corridors



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.

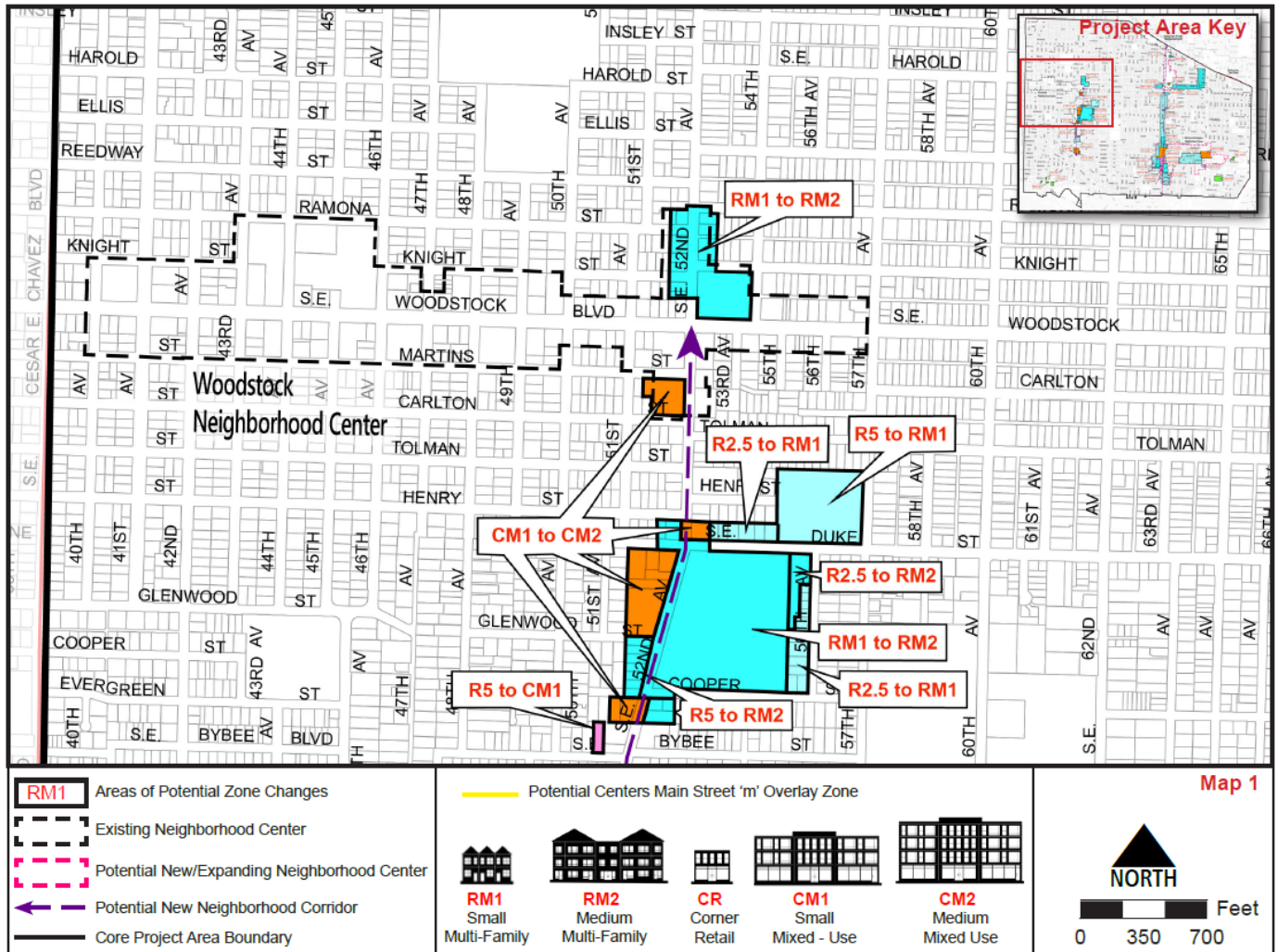
Each Comprehensive Plan Map designation corresponds with one or more implementing zones. The zones are defined in the **Portland Zoning Code**, which also contains regulations that specify the permitted uses and intensity, and required standards, in each zone. In short, zoning directs how land can be 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 – divided by quadrant - 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 south along SE 72nd to SE Woodstock.

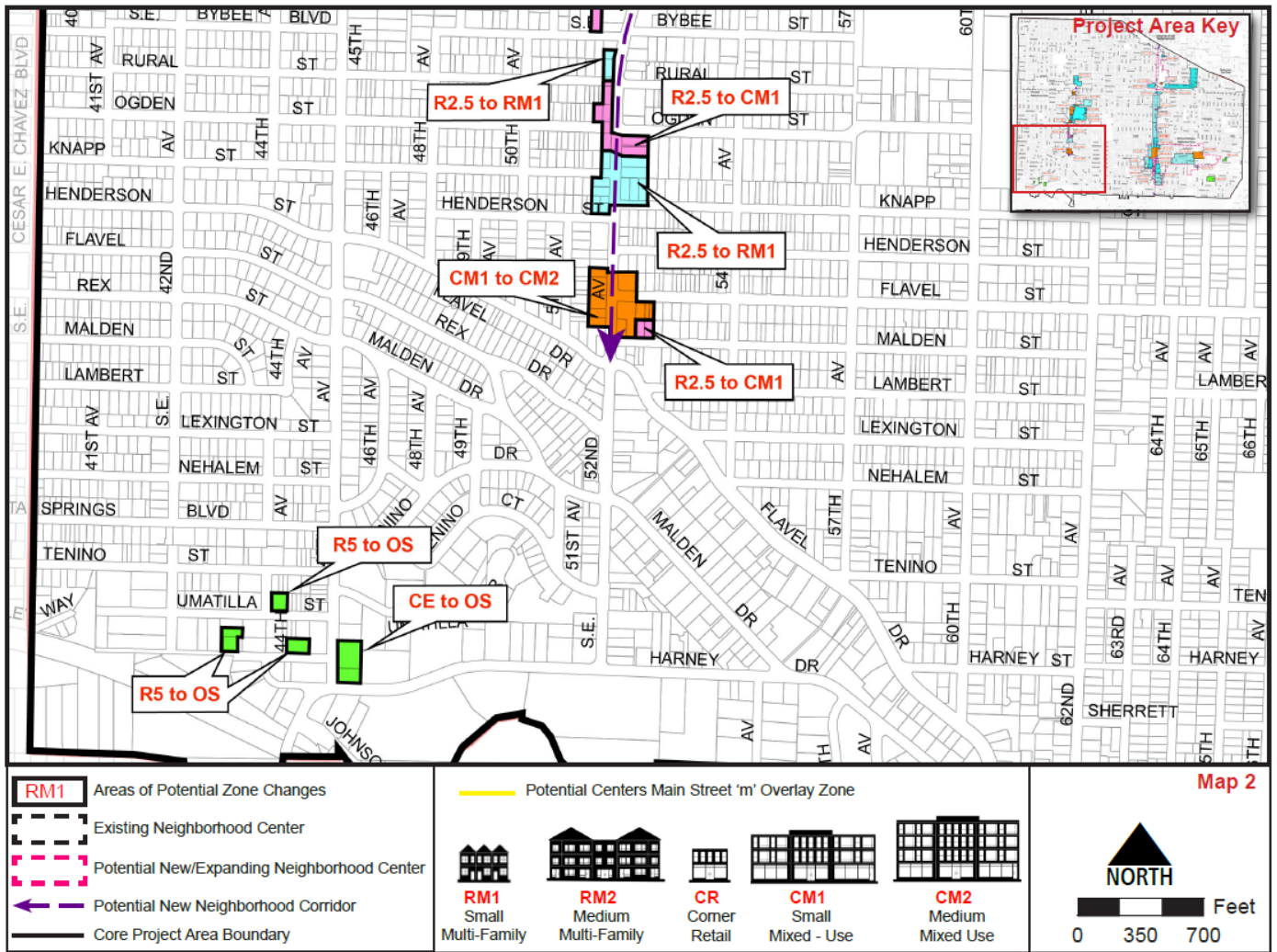
Zoning and Corresponding Comprehensive Plan Map Designations *(for zones proposed for expansion)*

Zone	Comprehensive Plan Designation
CM2 (area around 82 nd & Flavel)	Mixed Use – Civic Corridor
CM2 (along 52 nd & 72 nd corridors)	Mixed Use - Neighborhood
CM1 (along 52 nd & 72 nd corridors)	Mixed Use - Neighborhood
CR	Mixed Use – Dispersed
RM2	Multi-Dwelling - Corridor
RM1	Multi-Dwelling - Neighborhood
OS	Open Space



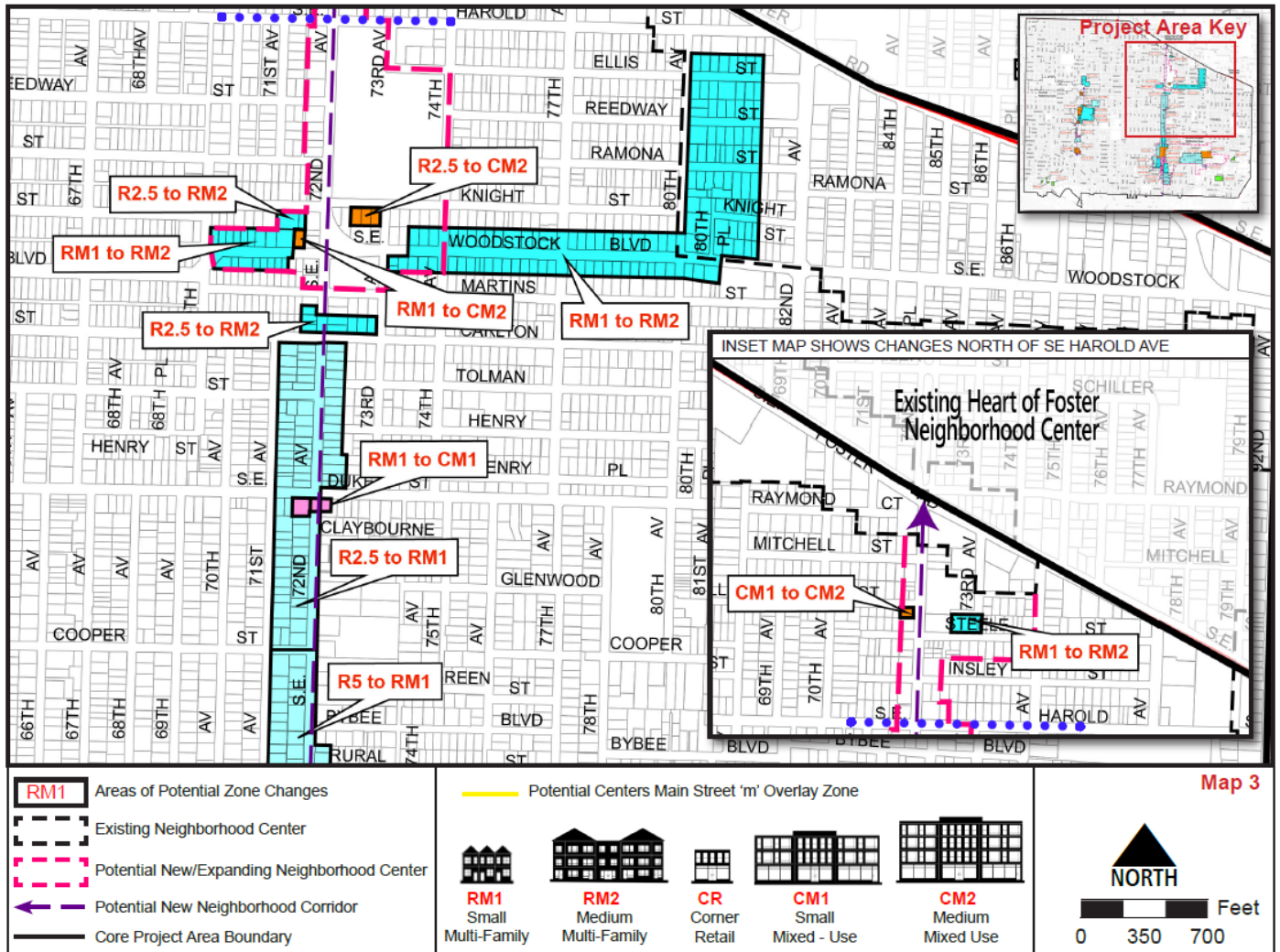
Proposed Zoning Map Changes – NW Quadrant

This map shows details of the zone changes described in Land Use Growth Concept diagrams 5 and 6 (pages 32 and 33). 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. See the Land Use Growth Concept section for more information on what the zone changes are intended to achieve.



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 RM5 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.

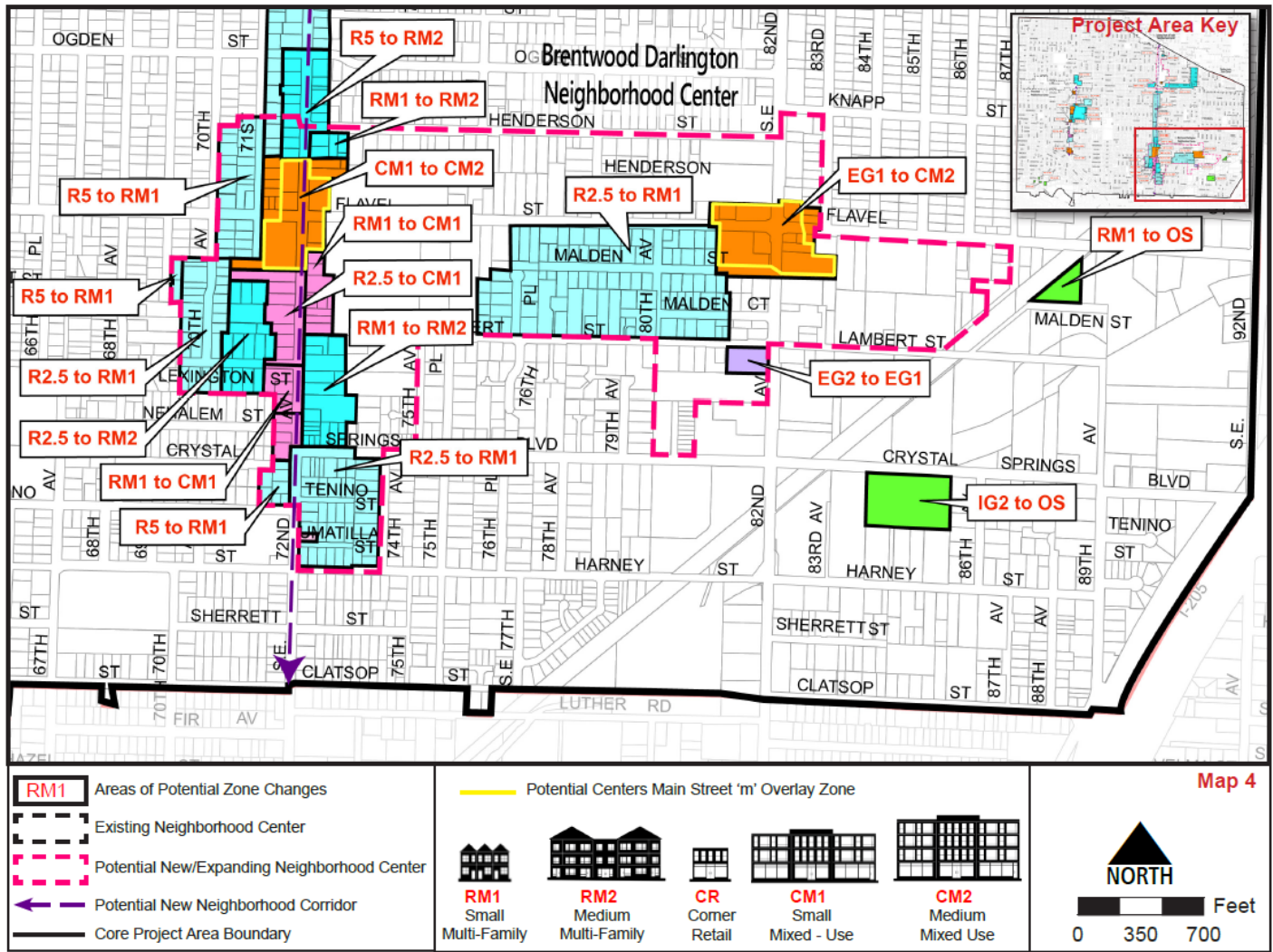


Proposed Zoning Map Changes – NE Quadrant

See the Land Use Growth Concept Diagram 6 (page 33) section for descriptions of what the zone changes on this map are intended to achieve. The majority of the 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 expand housing options close to transit and the commercial services of the Lents Town Center. 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.

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.

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 commercial services and transit options around SE 82nd and SE Foster.



Proposed Zoning Map Changes – SE Quadrant

Besides the proposed changes described in the Land Use Growth Concept section (see Diagram 2, page 29), 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 zone changes respond to these properties’ public ownership and intended use in floodplain management and habitat restoration.

Transportation Projects

Context

Alongside the proposed land use changes, the Lower Southeast Rising Area Plan identifies several categories of transportation improvements. These improvements were developed concurrently with the proposed land use changes and are complementary to and supportive of them. Including these recommended transportation improvements in this Plan is an important first step. The recommended transportation projects will then need to be added to Portland’s Transportation System Plan (TSP) and assigned funding.



Gravel street in the Woodstock neighborhood

Historically, the plan area has had a challenging combination of a lower quality and quantity of infrastructure for walking, biking, and taking transit, as well as a lack of close-by businesses and neighborhood services. The Plan seeks to make it easier for community members to walk, bike, and take transit for daily needs by addressing both deficiencies: creating opportunities for new concentrations of businesses and service to emerge, and connecting the surrounding communities to those destinations with streets improved for walking, biking, and taking transit.

The solutions to the transportation and land use problems were also crafted to address many of the other neighborhood needs the project team heard during community outreach and identified through its Existing Conditions Atlas and needs analysis process, including:

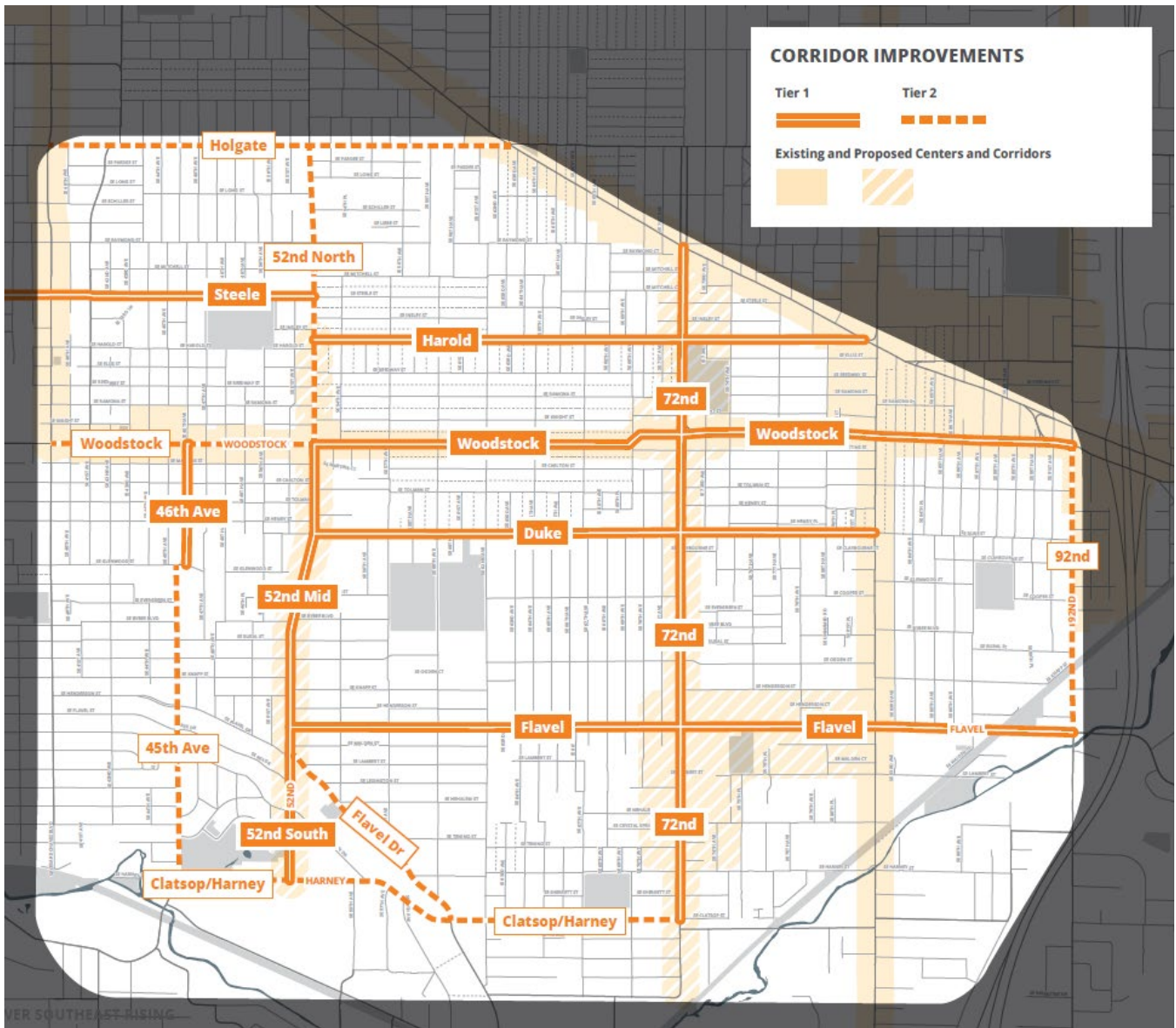
- High motor vehicle speeds on neighborhood streets
- Lack of sidewalks and paved streets
- Long distances between safe crossings
- Transit that doesn’t take people to the places they want to go
- A limited bicycling network

“The current status-quo is not accessible nor equitable. Senior citizens in wheelchairs, mothers with strollers, children on bikes and scooters, etc. should not have to navigate unsafe roads where there is no paving, no sidewalks, no traffic calming.”

- Community member

Recommended Transportation Improvements

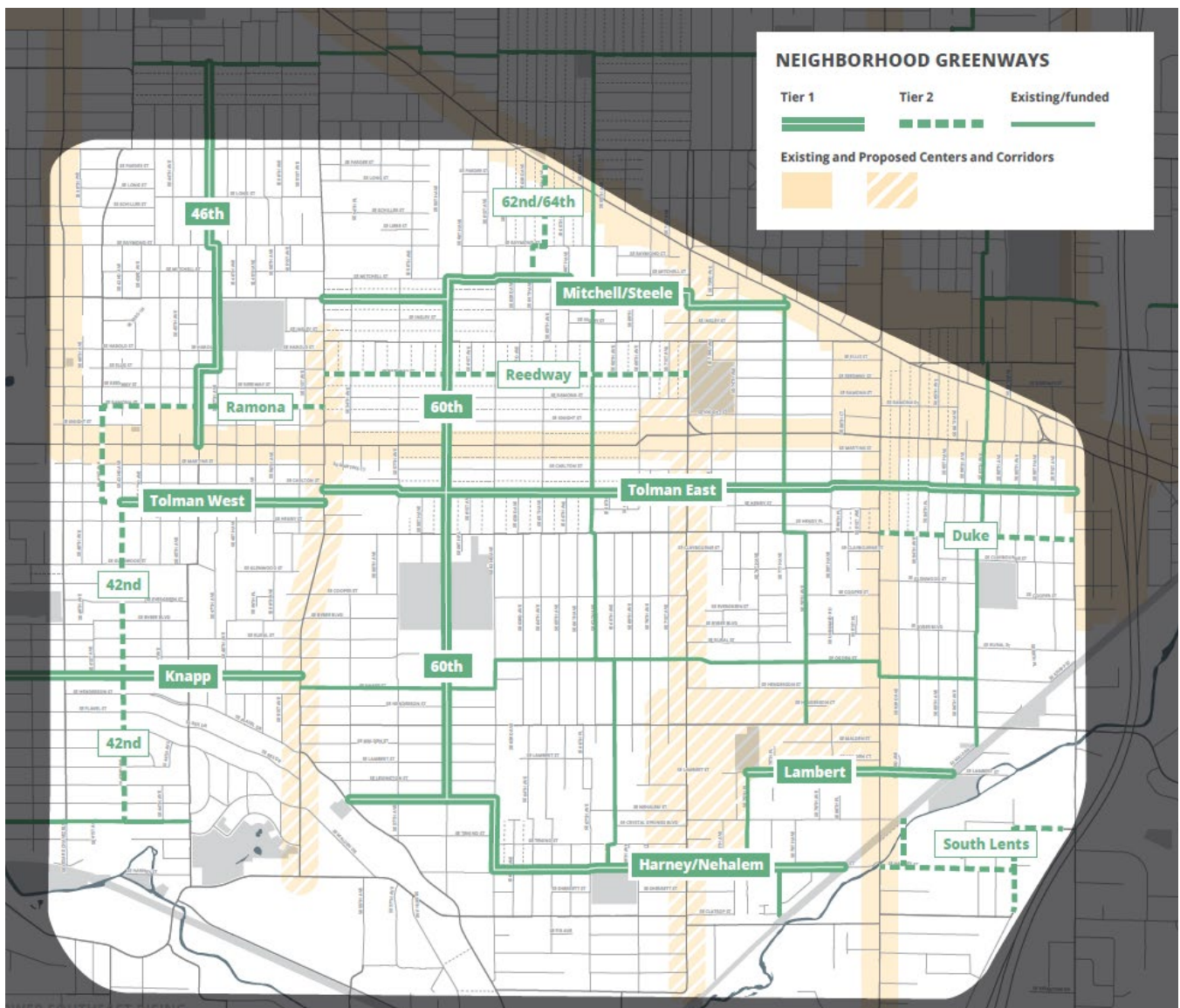
Based on public feedback, analysis, and consideration of the preferred Community Development Scenario, the Lower Southeast Rising Area Plan proposes four types of transportation improvements, as summarized in the following pages. For more complete information, see Part II of the Plan.



Map of the recommended Corridor Improvements for the Lower Southeast Rising Area Plan

Corridor Improvements

Corridor improvement projects focus on improving safety on the busiest streets in the Plan area (for example, SE 72nd Ave, SE 52nd Ave, SE Woodstock). These projects often include recommendations for more frequently spaced safe crossings, higher quality bike lanes, sidewalk infill, and signal upgrades.



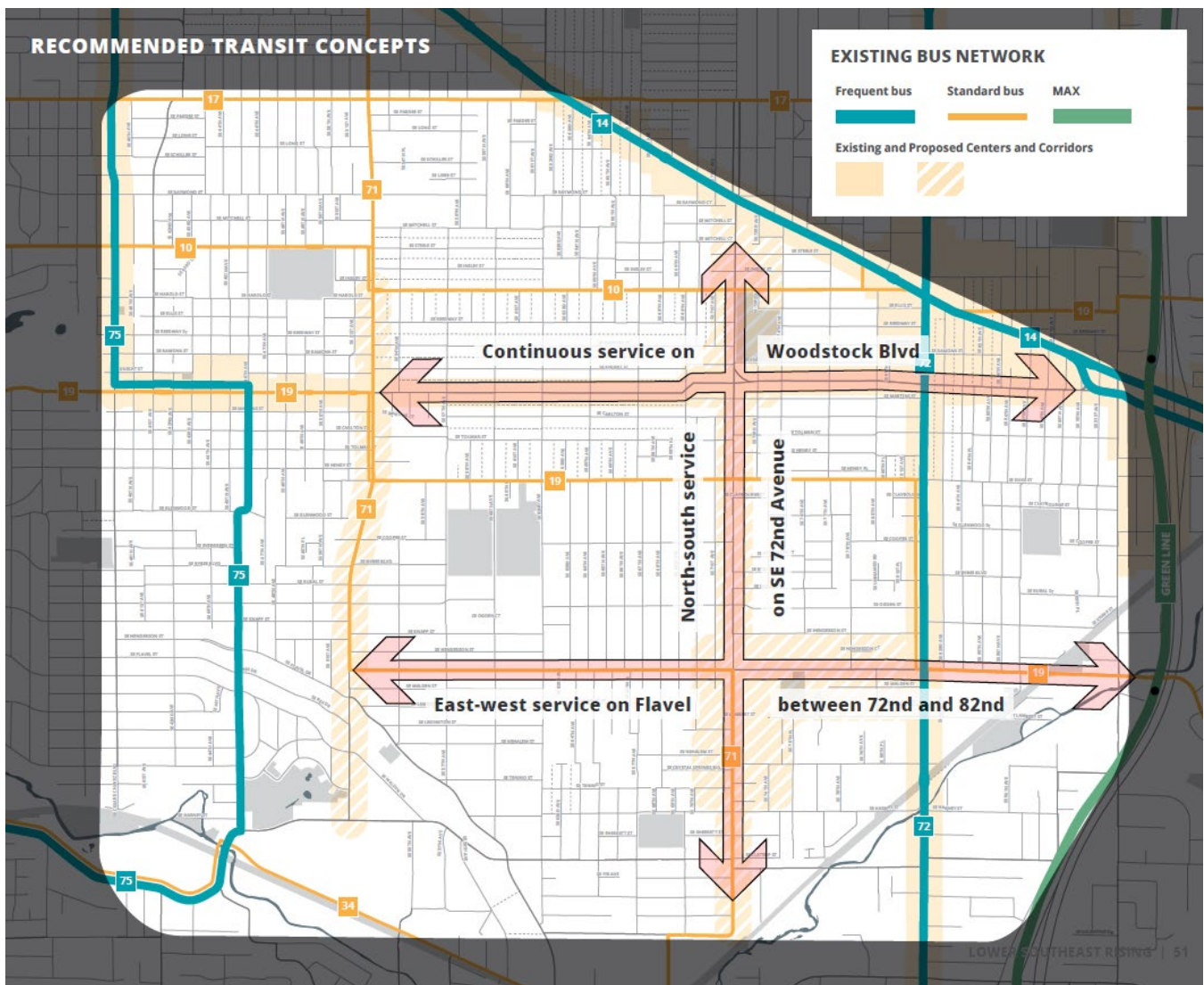
Map of the recommended Neighborhood Greenways for the Lower Southeast Rising Area Plan

Neighborhood Greenways

Neighborhood Greenway projects build out the network of low stress streets for people to walk and bike on, sometimes parallel to busier streets. The focus of these recommended projects is often safe crossing of busy streets, speed humps to calm traffic, and diversion where necessary to reduce cut-through traffic.

Local Street Improvements

Local Street Improvements seek to address concerns around lack of sidewalks, accessibility, unpaved streets, and too-fast traffic. These improvements may consist of speed humps, alternative walkway treatments, and maintained gravel streets.



Map of recommended conceptual changes to the bus network for the Lower Southeast Rising Area Plan

Bus Network Redesign

The Bus Network Redesign recommends changes to the plan area’s transit network to meet many of the expressed needs of community members, including better north-south connectivity to Mt. Scott Community Center and more direct transit routes to major destinations. Changes to the bus network have also been recommended to re-orient transit around the recommended land use changes, including continuous bus service on SE Woodstock (where transit service is currently not continuous) and new transit service on SE 72nd Ave. PBOT worked closely with TriMet and community members to integrate and align these recommendations with TriMet’s recent Forward Together transit network redesign for future implementation.

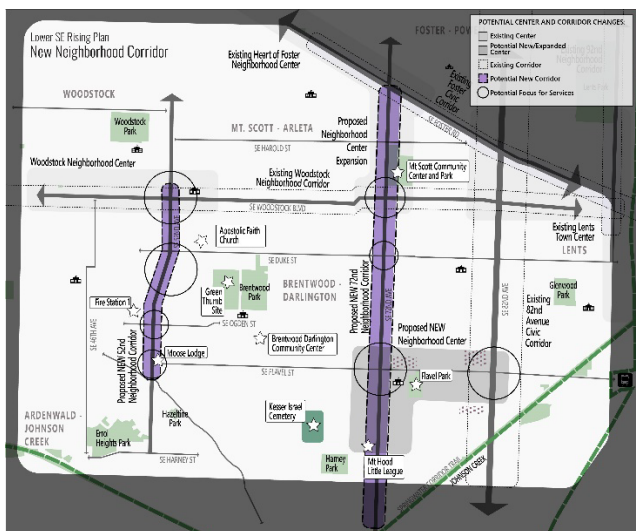
To learn more about the transportation recommendations for Lower Southeast Rising Area Plan, please see Part II/Transportation Projects.

Transportation System Plan Street Classification Changes

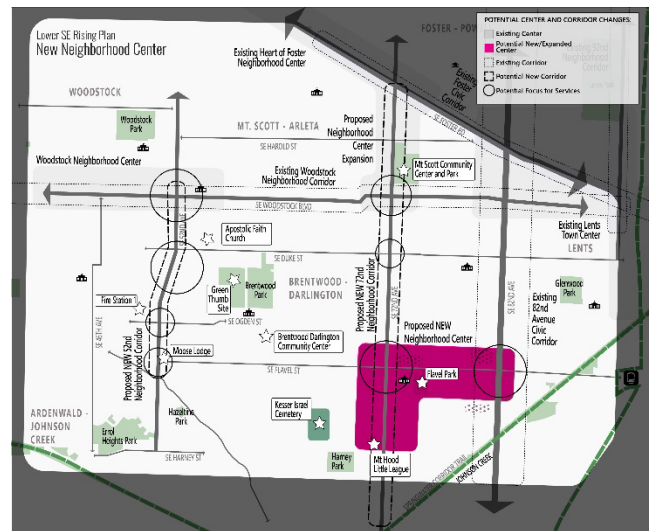
Note to In-House Reviewers: the next iteration of the draft plan will show proposed changes to TSP Street Classifications related to the proposed designation of SE 52nd and SE 72nd as Neighborhood Corridors, and the proposed designation of a new Neighborhood Center and the expansion of the Heart of Foster Neighborhood Center (the TSP designates centers as pedestrian districts, which trigger requirements for wider sidewalks and more frequent pedestrian crossings).

Staff anticipate that the TSP Street Classification changes would be adopted with the rest of the Plan as part of the City Council ordinance.

Placeholder Graphics



SE 52nd and SE 72nd (shaded) will be proposed to receive TSP Street Design Classifications of **Neighborhood Corridors**, with commercial segments designated as **Neighborhood Main Streets**.



The proposed new Neighborhood Center (shaded) and the extension of the existing Heart of Foster Neighborhood Center will be proposed to be designated as **Pedestrian Districts** in the TSP Pedestrian Classifications.

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. As outlined below, 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.

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, 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 limitations). 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).

Ongoing Collaboration

Coordination with 82nd Avenue Planning Efforts (Build a Better 82nd Plan)

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 project area, 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 stability.
- 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 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.

Recommendations for Future Implementation

Affordable Housing and Community Development

- Identify opportunity sites for affordable housing development, including land currently used as surface parking lots.
- Partner with affordable housing providers/CDCs (e.g., ROSE CDC, Hacienda CDC, Proud Ground etc.) on 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, 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.

- 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.

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.

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About City of Portland Bureau of Planning and Sustainability

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



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