



Opportunity Mapping Analysis

Lower Southeast Rising

August 2021

DRAFT



THE BUREAU OF
**PLANNING &
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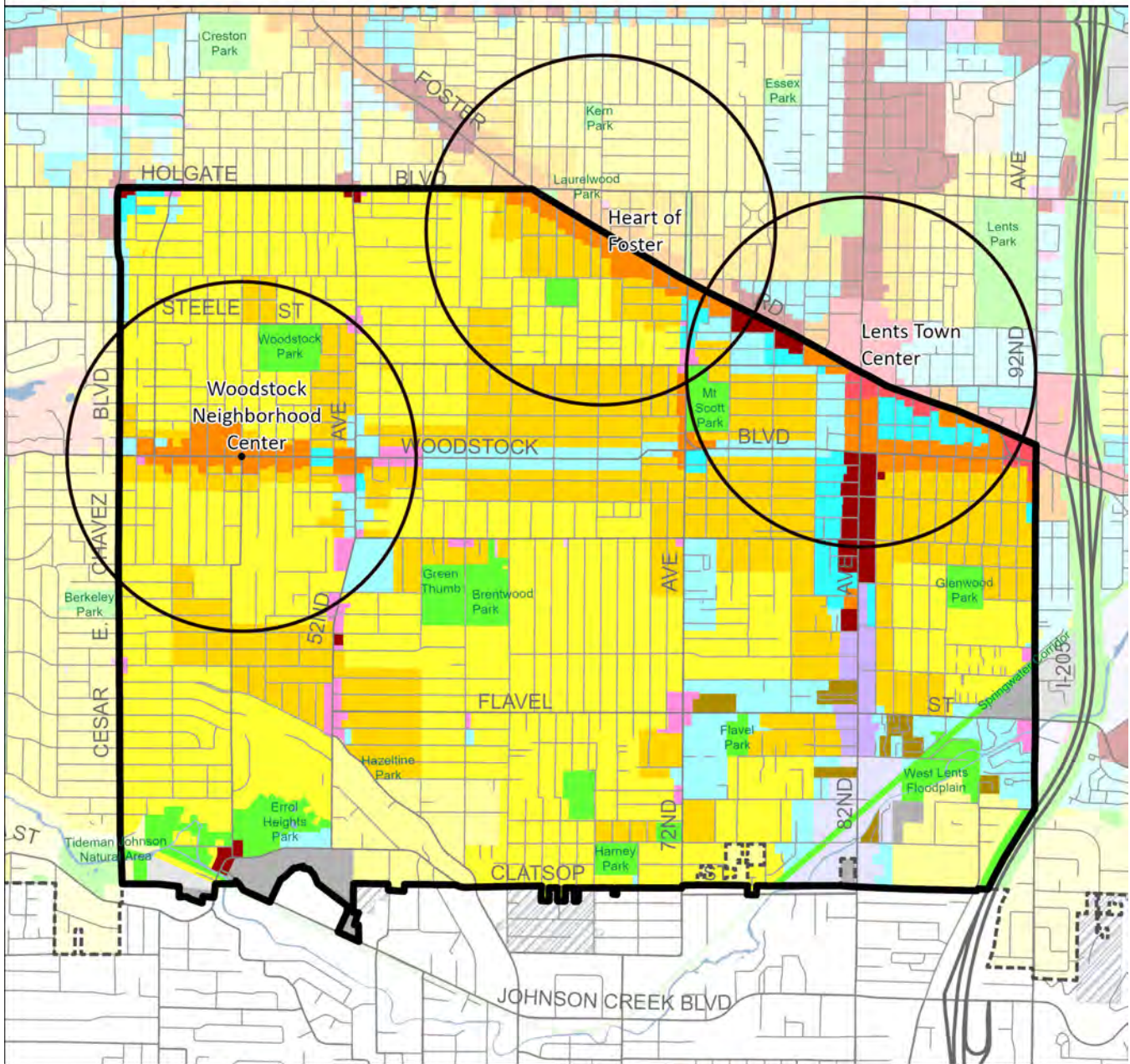
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Zoning and Designated Centers

Lower Southeast Rising



Legend

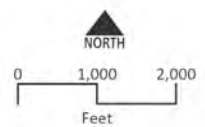
- Lower Southeast Project Area
- Centers 1/2 mile radius
- Existing Center
- City of Portland Boundary

Zoning

- Open Space (OS)
- Single Dwelling Residential 7,000
- Single Dwelling Residential 10,000
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- Residential Manufactured Dwelling Park
- Residential Multi-Dwelling 1
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- General Employment 1
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- General Industrial 1
- General Industrial 2
- County Zoning



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Introduction

Portland's Climate Action Plan and supporting Comprehensive Plan policies call for cultivating Portland as a city where most residents (80 percent) live in "complete neighborhoods" where they can easily walk or bike to access services to meet their daily needs. This goal both supports healthy living and helps lower carbon emissions by reducing dependence on car trips. A large portion of the Lower Southeast Rising (Lower SE) study area lacks the local services and infrastructure necessary to support the ability of the area to function as a complete neighborhood where residents can access local services without driving. The purpose of this report is to:

1. Provide a baseline of information on access to commercial and community services in the Lower Southeast Rising (Lower SE) study area, considering both the availability of services in the area and the presence (or lack of) infrastructure that supports the ability of people to walk or bike to these local services.
2. Analyze the area focused around SE 72nd and Flavel in terms of population and zoning that could support its potential role as a neighborhood center or commercial hub.

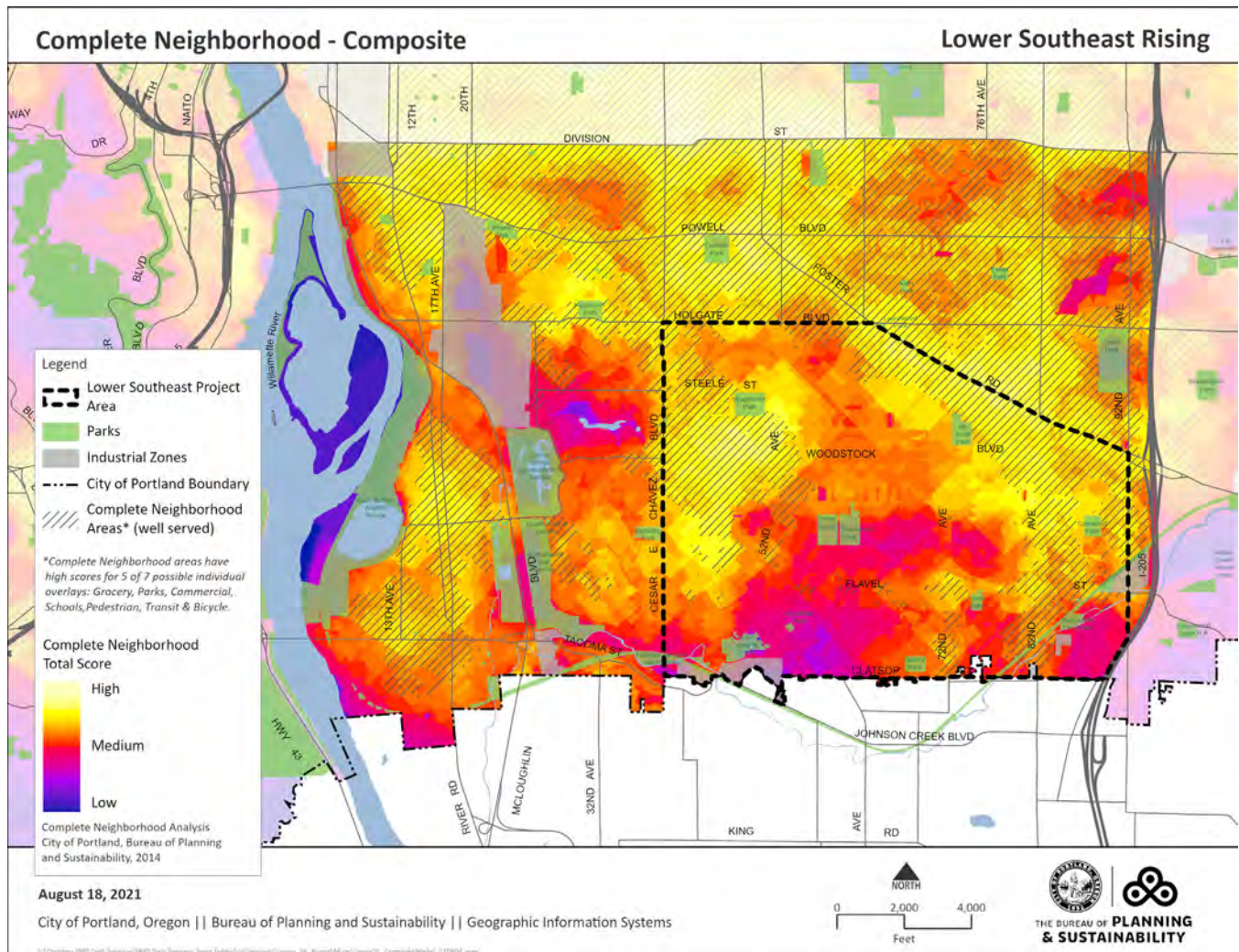
This information is intended to support community discussion on possibilities for changes that could make it easier for area residents to be able to meet more of their needs locally without needing to drive as much.

Designated Centers

The map on the facing page shows the general locations of the three designed centers in the study area: Lents Town Center, Woodstock Neighborhood Center, and the Heart of Foster Neighborhood Center. Centers are intended to be places that serve as hubs for commercial and community services for the surrounding area, and are places where housing growth is focused to allow more people to live close to services. Town Centers (such as Lents) are intended to be larger centers that serve a broad area of the city, while Neighborhood Centers (such as Woodstock) are smaller centers that primarily service nearby neighborhood areas. The core commercial areas of centers have zoning that allows a mix of commercial and higher-density residential uses.

The map shows circles that represent a half-mile walkable distance from the core of each center. Within the Lower SE study area, about 32 percent of residents live within a half-mile of the core of a center, while the majority (68 percent) of residents live outside this distance. Nearly all of the Brentwood-Darlington neighborhood is more than a half-mile distance from a designated center, making it difficult for residents to be able to walk to access the services found in centers. Improved bicycle and transit access are currently the primary ways to improve the ability of residents to access these centers without having to drive.

Complete Neighborhoods Analysis



Combined Analysis

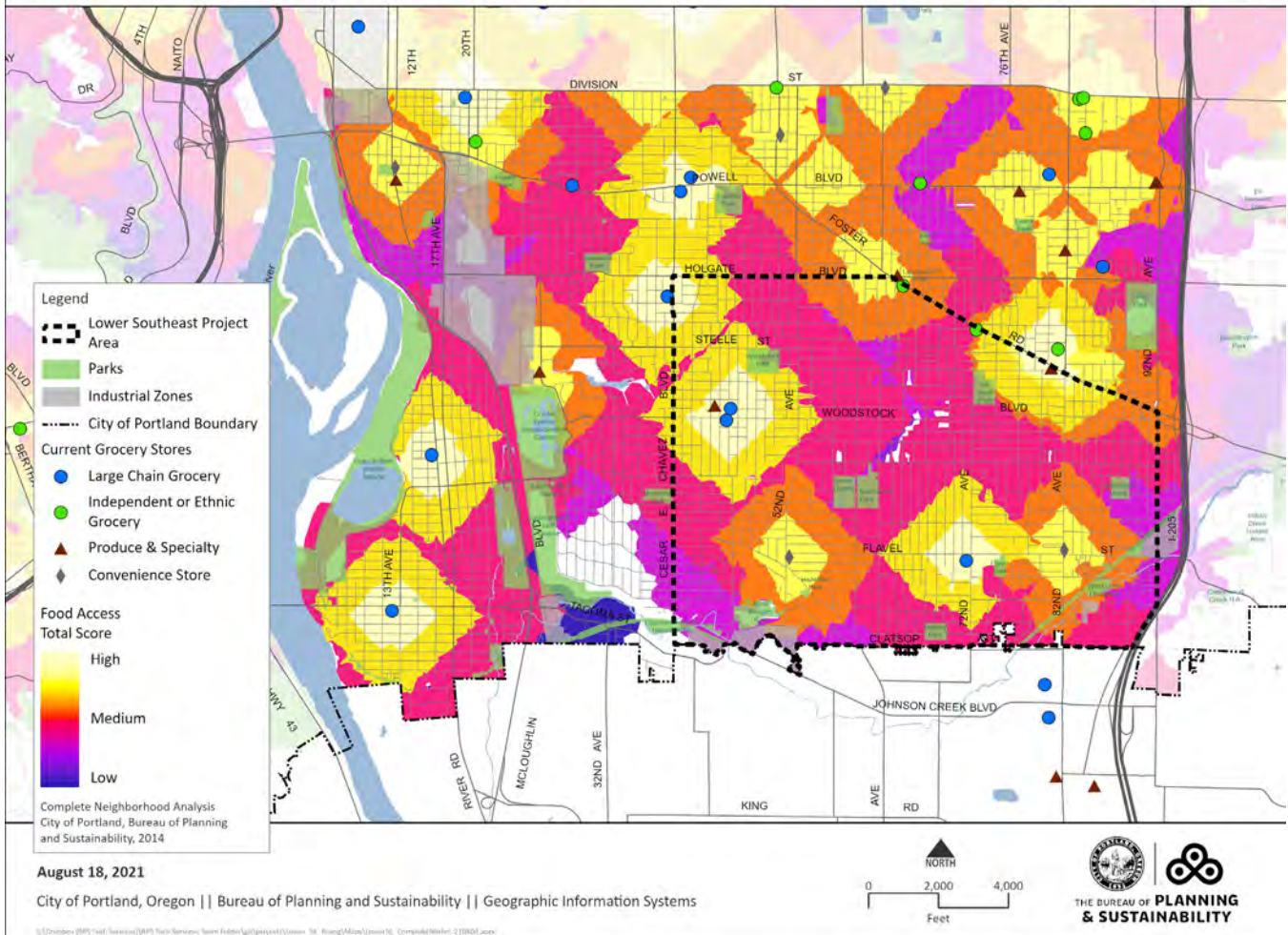
The Complete Neighborhoods analysis (also known as the 20-Minute Neighborhoods analysis) is a tool to measure the extent to which areas have characteristics that support the ability to walk or bike to local services, considering the presence of services, distances, and transportation infrastructure. Hot spots (yellow-white) show areas that are well served by services and infrastructure, while cool areas (purple to blue tones) lack services and infrastructure that facilitates walking, biking, and transit.

This first map combines a number of factors (destinations such as grocery stores and other commercial services, parks, and schools; and pedestrian, bicycle and transit infrastructure) into a composite heat map showing the relative “completeness” of areas in terms of local services and infrastructure. This map shows that a large portion of the Brentwood-Darlington neighborhood has relatively poor access to local services and is outside the areas considered to be complete neighborhoods (hatched areas are well served by at least five out of the seven complete neighborhood factors).

The maps on the following pages highlight the individual factors used in the Complete Neighborhoods analysis.

Complete Neighborhood Analysis - Food Access

Lower Southeast Rising

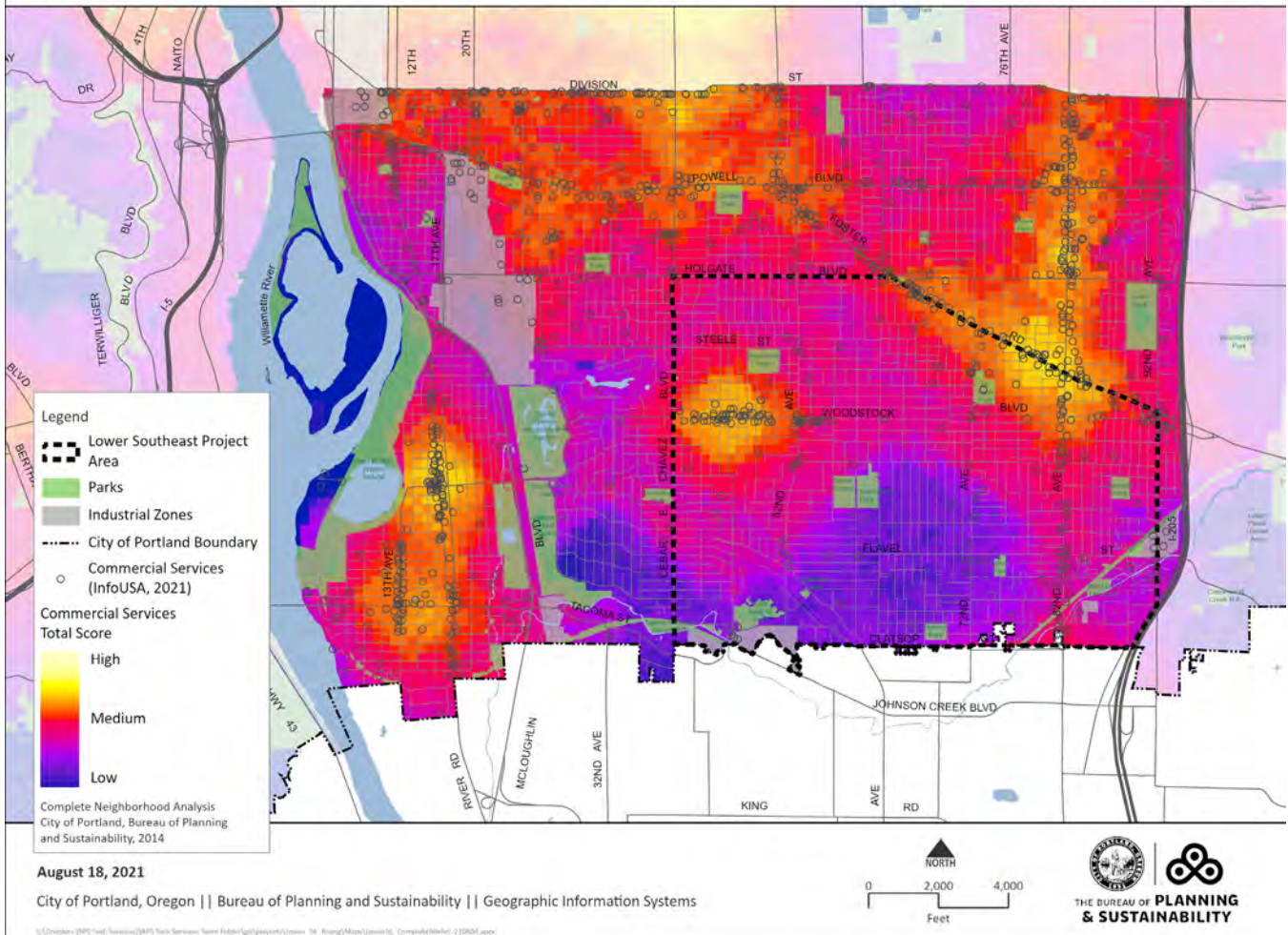


Grocery Stores

The mapping of food access is based on the locations and distances to grocery stores (using the street network to measure distance). Grocery stores are included as a factor because of the critical role of food in meeting people’s daily needs. 40 percent of study area residents live within a half mile of a grocery store, while the remaining 60 percent live further away than this.

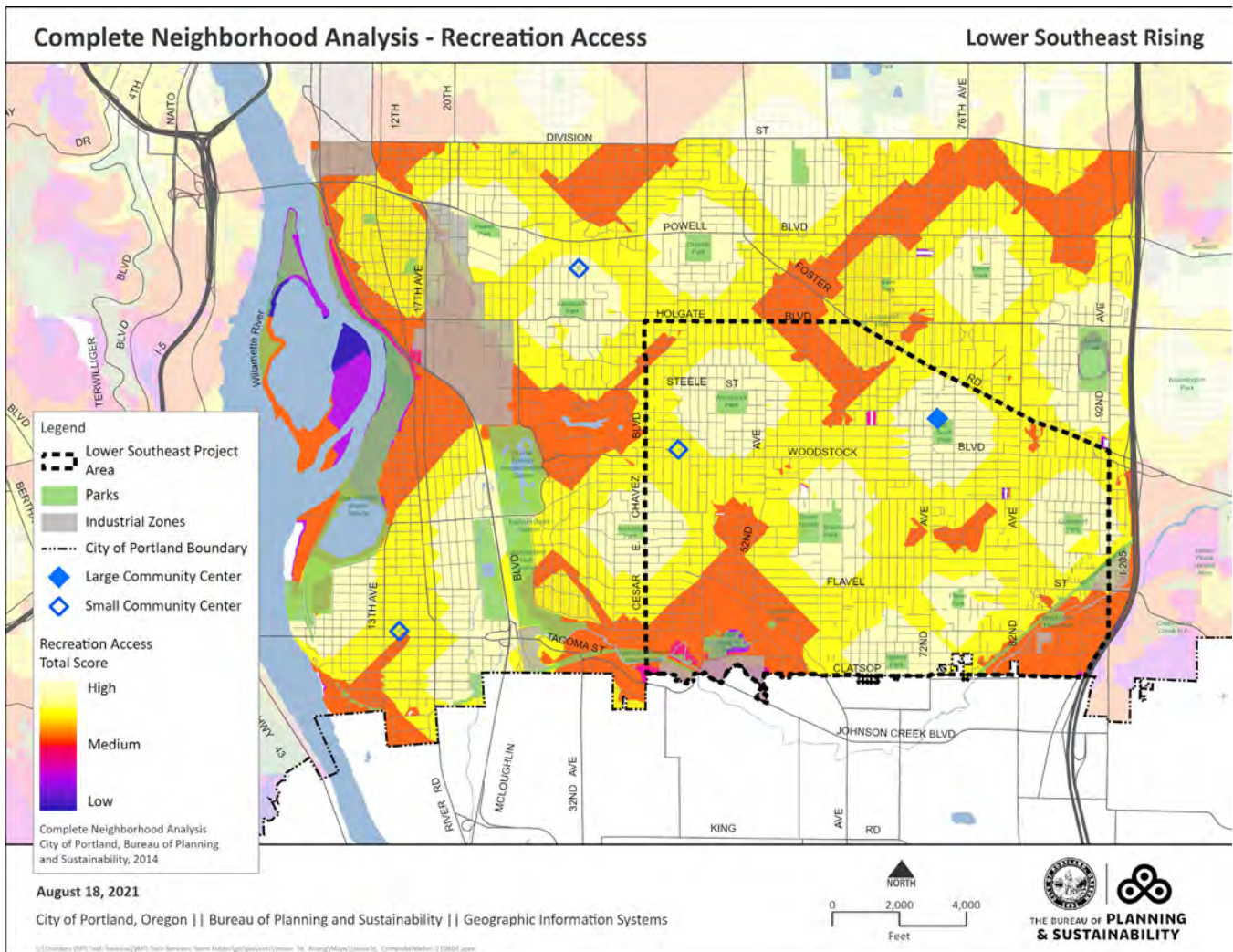
Complete Neighborhood Analysis - Commercial Services

Lower Southeast Rising



Other Commercial Services

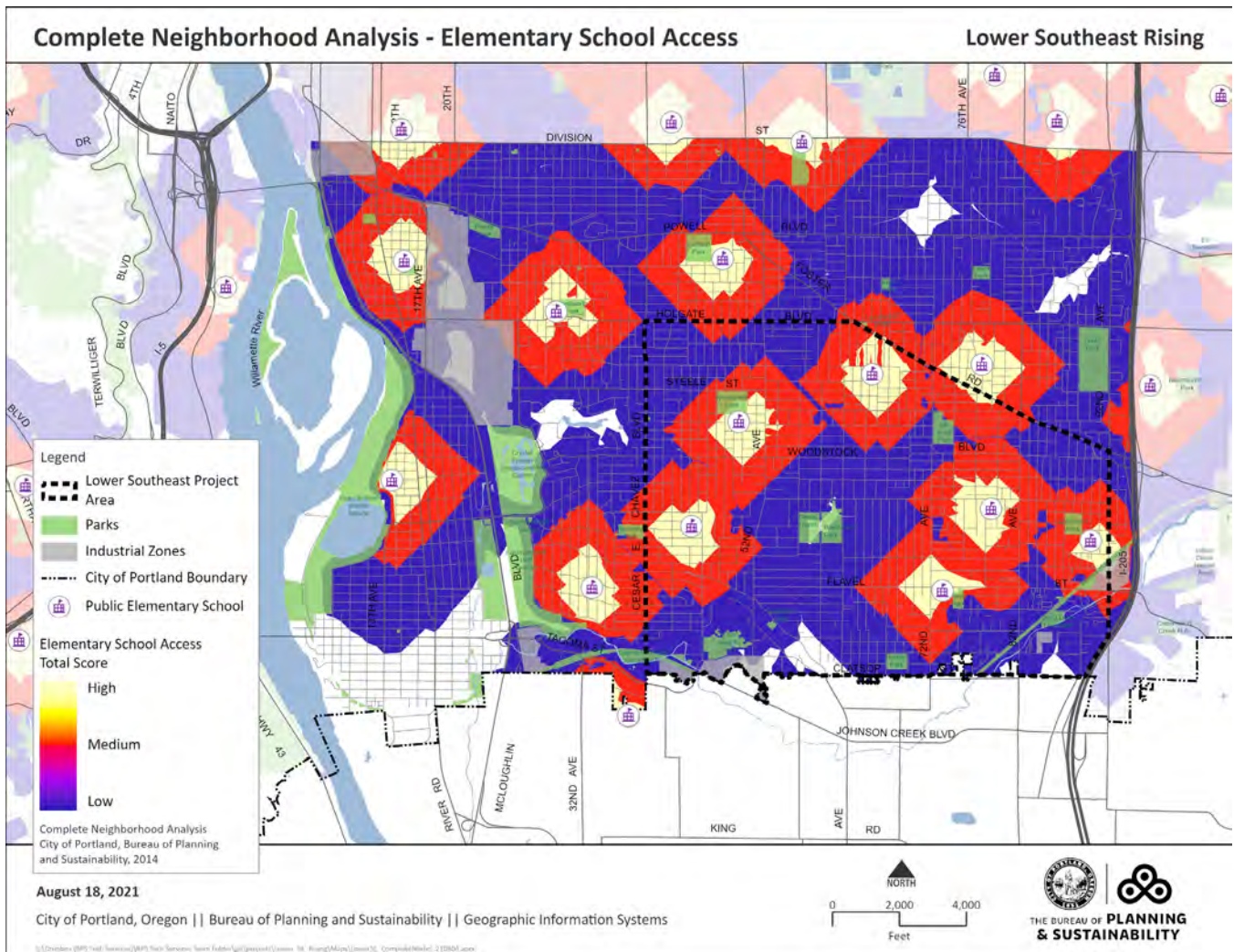
This mapping is based on the presence of commercial services, such as retail, personal services, and restaurants and other eating places. Locations close to clusters of commercial services show up as hot spots. Much of the core of the study area lacks close proximity to clusters of commercial services (as indicated by bluish tones).



Parks

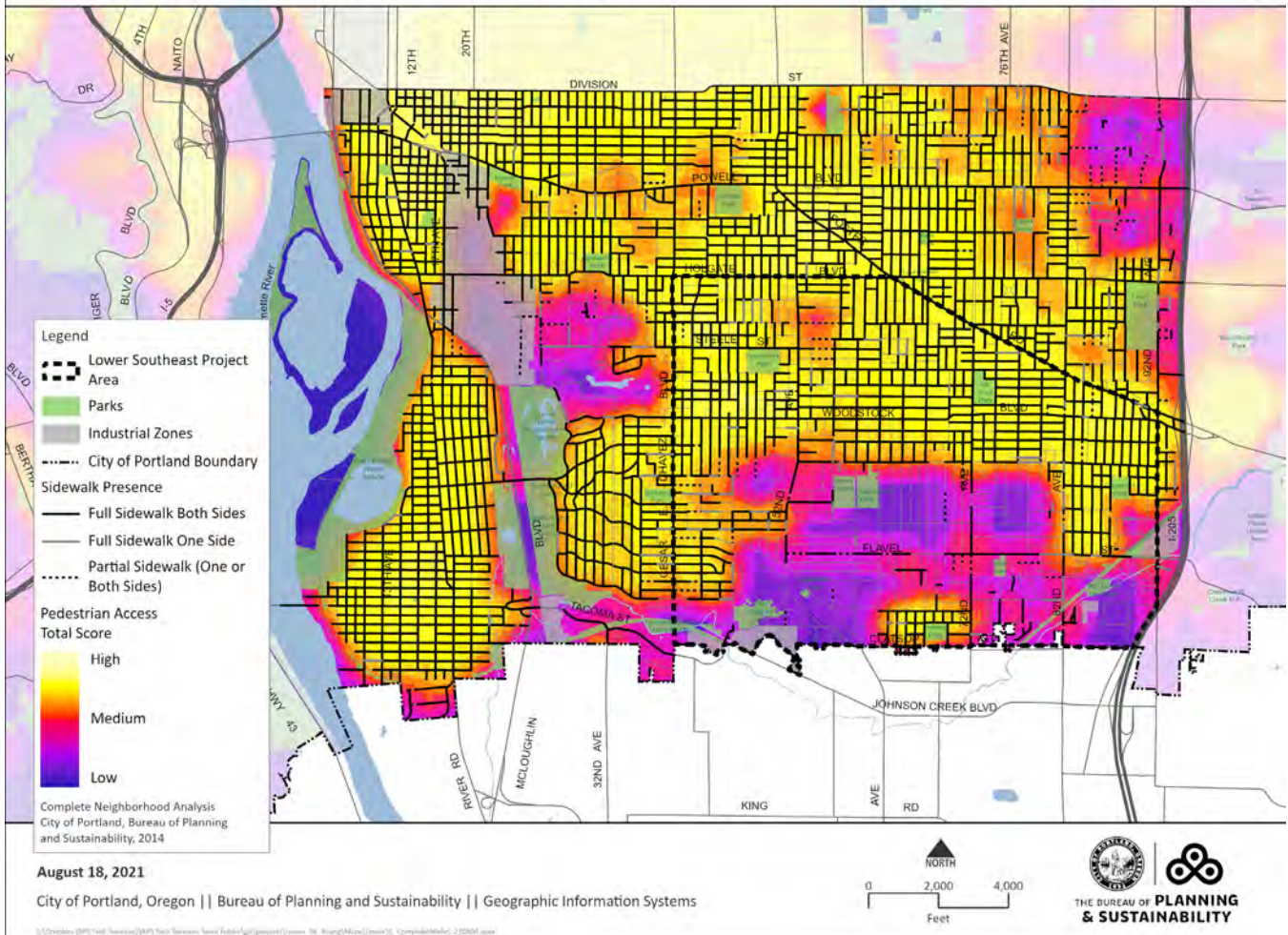
This mapping is based on the locations of public park and recreation facilities, including parks, community centers, and natural areas with facilities such as trails. Parks are well distributed in the study area, and 100 percent of the area’s residents live within a half-mile of a park or community center. The area’s parks include:

- Brentwood Park and Community Garden (14 acres)
- Errol Heights Park and Community Garden (16 acres)
- Flavel Park (4 acres)
- Glenwood Park (7 acres)
- Harney Park (7 acres)\
- Mt. Scott Park and Community Center (11 acres)
- Woodstock Park (14 acres)



Elementary Schools

This mapping is based on location and distance to public elementary schools. Elementary schools are typically more neighborhood-based than middle and high schools, which typically serve a broader area. Nearly all of the study area is within a mile of an elementary school.

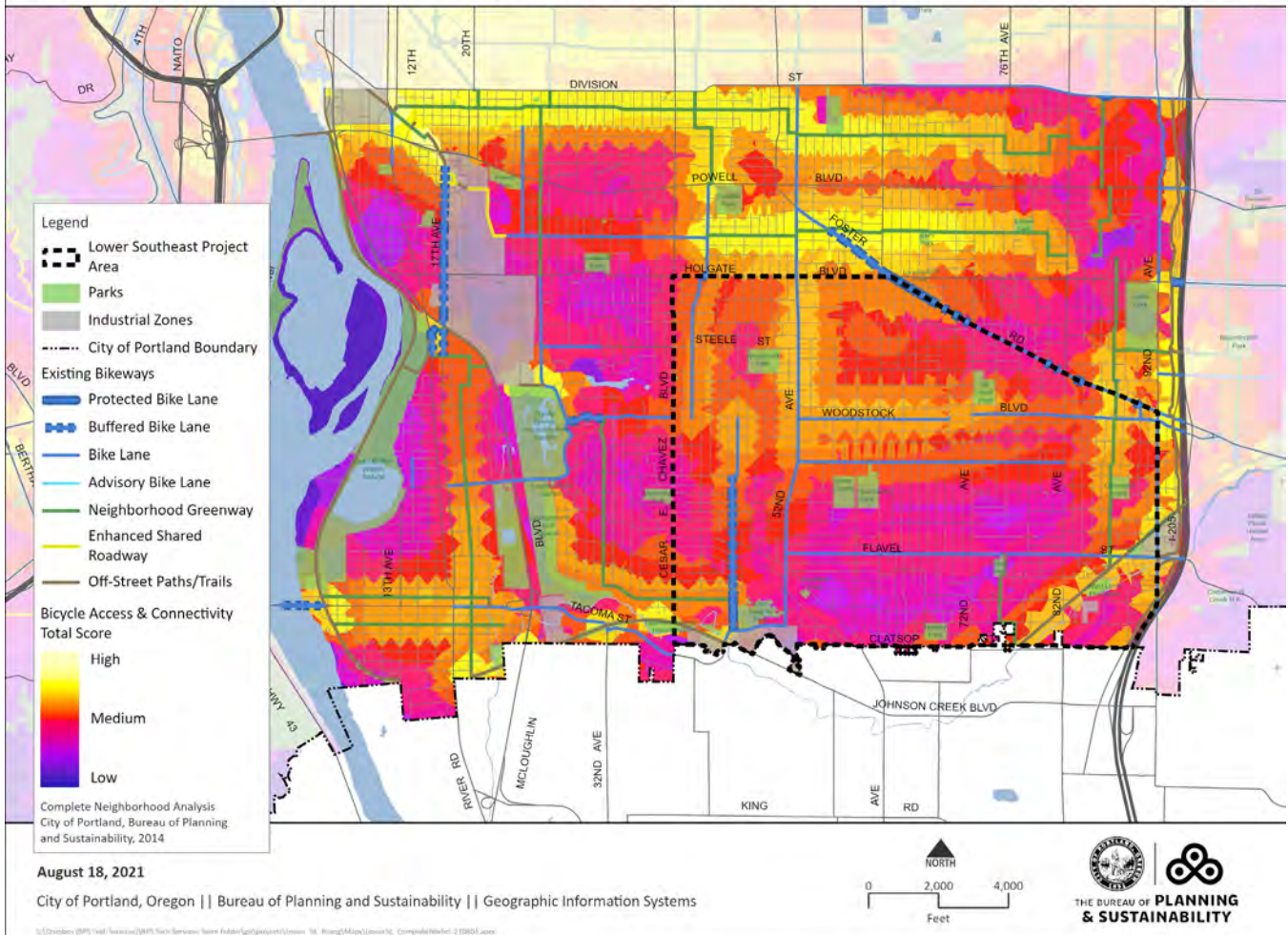


Pedestrian Access

This mapping is based on the presence of sidewalks and street connectivity, both of which support pedestrian access. The northern half of the study area generally has sidewalks and good street connectivity. The southern half of the study, largely in the Brentwood-Darlington neighborhood, generally lacks sidewalks and has less frequent street connections.

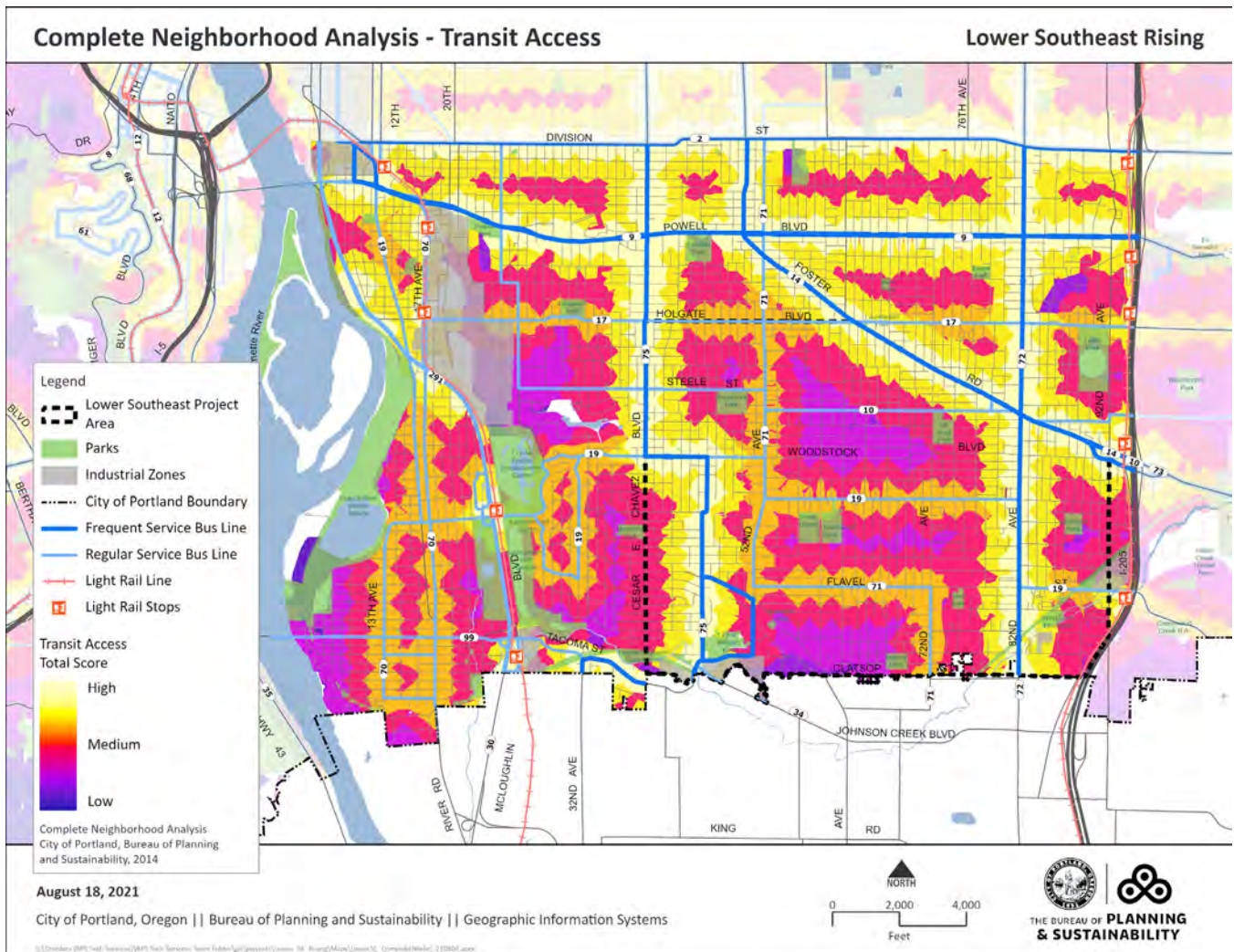
Complete Neighborhood Analysis - Bicycle Access and Connectivity

Lower Southeast Rising



Bicycle Access

This mapping is based on the presence and connectivity of bicycle facilities, including bike lanes, neighborhood greenways, and off-street paths. The southern portion of the study area generally has a less extensive network of bicycle facilities, although at its southern edges it includes portions of the Springwater Corridor trail, providing off-street bicycle connections to regional destinations.

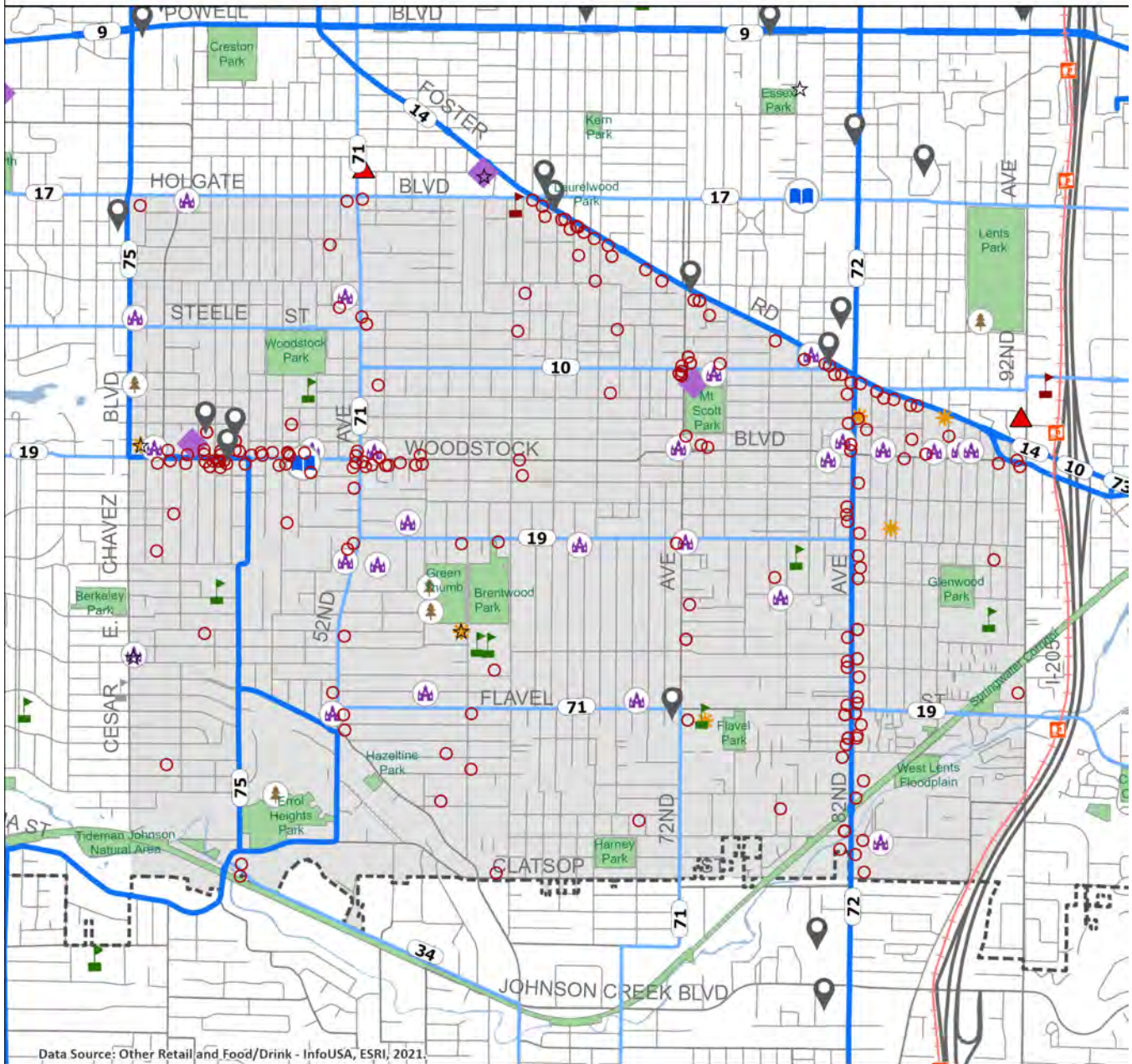


Transit Access

This analysis map is based on proximity to transit, with additional weight given to areas in close proximity to frequent-service transit (which show up as yellow/white areas on the map). The corridors with larger amounts of commercial and multi-dwelling zoning are generally well-served by transit, although a notable exception is the lack of transit service along SE Woodstock between SE 52nd and SE 82nd – much of which is located in the blue area on the map. 41 percent of the study area’s residents live within a quarter mile of frequent-service transit.

Services and Amenities

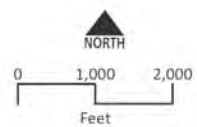
Lower Southeast Rising



Data Source: Other Retail and Food/Drink - InfoUSA, ESRI, 2021.

Legend

- Lower Southeast Project Area
- City of Portland Boundary
- City of Portland Parks
- 🌳
Community Garden
- Community Centers
- 📖
Library
- 📍
Grocery Stores (chain, independent & specialty)
- Other Retail and Food/Drink
- 🚒
Fire Station
- 🏫
Places of Worship
- 🌟
Day Care
- ★
Pre-School or Kindergarten
- 🎓
Public K-8 School
- 🏫
Public High School
- 🎓
Private Schools K-12
- Frequent Service Bus Line
- Regular Service Bus Line
- Light Rail Stops
- Light Rail Line



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Services and Amenities

This map shows the locations of commercial and community services and amenities in the Lower Southeast study area. As can be seen, commercial services are concentrated along the area's major corridors, such as SE Woodstock, SE Foster, and SE 82nd, with a small number of scattered commercial services within the interior of the study area. Schools, parks, and places of worship are dispersed across the Lower Southeast study area. The area includes a small scattering of day cares and pre-schools.

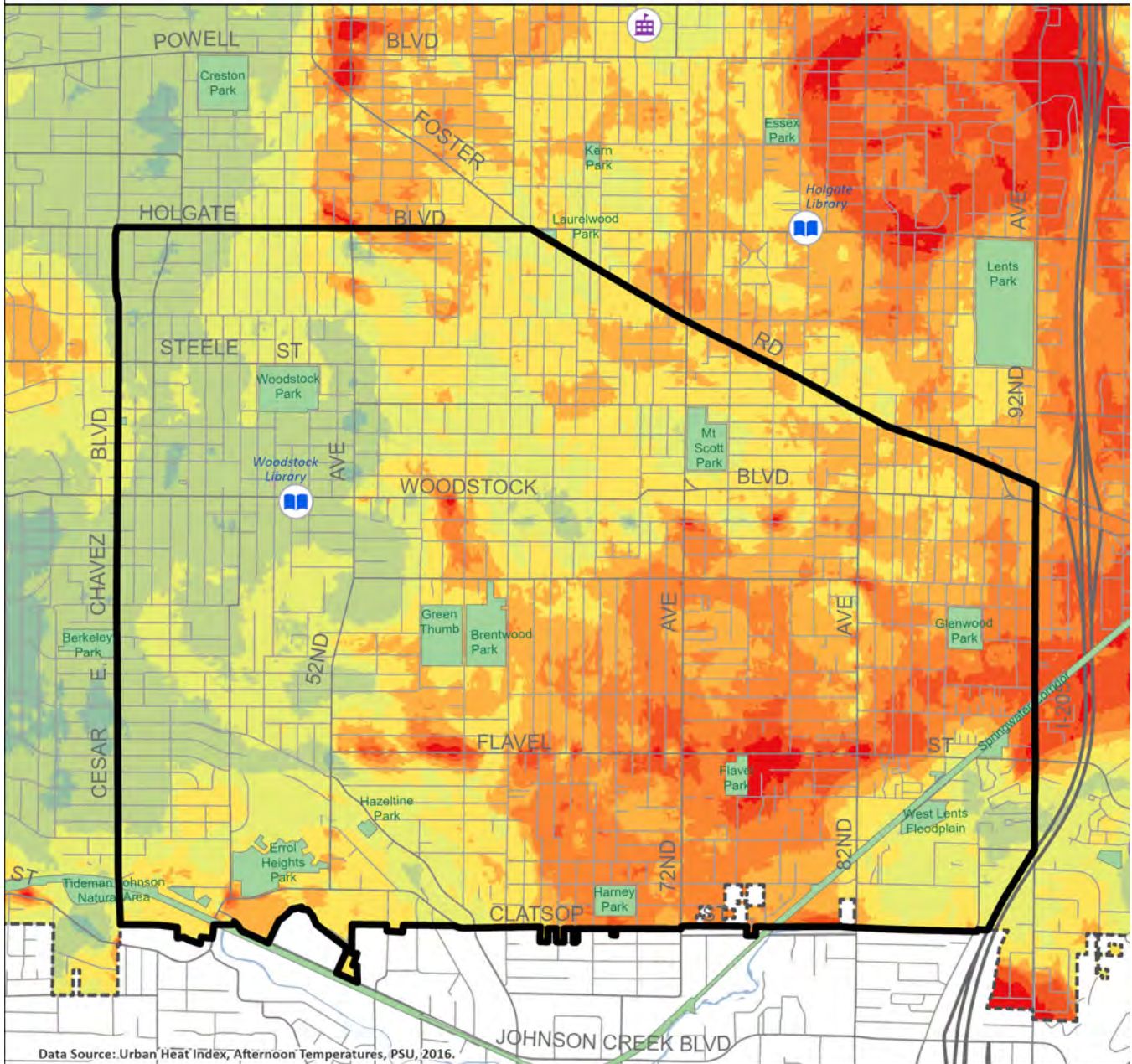
See the **Commercial Real Estate and Retail Market Analysis** report for detailed information on commercial services and opportunities in the area.



Commercial node at SE 72nd and SE Flavel

Urban Heat Index and Cooling Centers

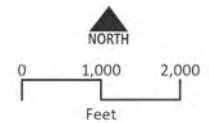
Lower Southeast Rising



Data Source: Urban Heat Index, Afternoon Temperatures, PSU, 2016.

Legend

Lower Southeast Project Area	Afternoon Temperature Range (Fahrenheit)	88.8 - 89
City of Portland Boundary	77.4 - 82.4	89.1 - 89.2
City of Portland Parks	82.5 - 85.9	89.3 - 89.5
Library	86 - 87.8	89.6 - 89.9
Cooling Center (Kellogg Middle School)	87.9 - 88.3	90 - 94.7
	88.4 - 88.7	



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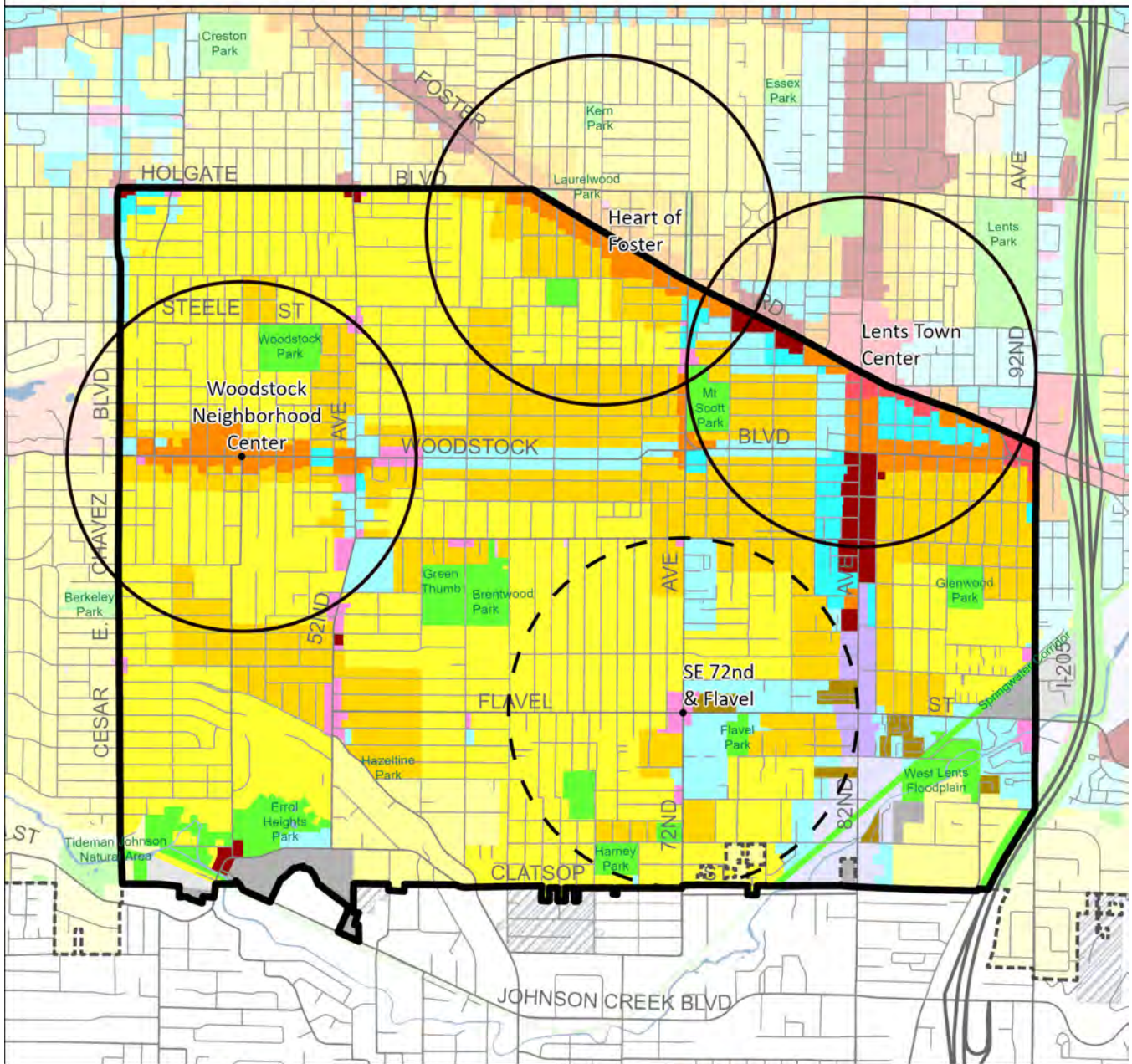
Urban Heat Islands and Cooling Centers

Due to climate change, Portland's future is expected to include hotter, drier summers with an increased frequency of high-heat days. As was experienced during heat events this past summer, hotter summers have significant impacts, including poor air quality and increased heat-related illnesses and deaths. The increased summer temperatures will be magnified in some locations by the urban heat island effect, which results from higher concentrations of paved surfaces and lack of vegetation in the urban environment. This map shows study area locations with relatively cooler summer high temperatures (green tones) and areas with hotter summer temperatures (orange to red tones [temperatures shown were recorded for an August afternoon]). The hotter areas tend to be located in southeastern portions of the study area. Besides industrial areas near the I-205 freeways, these hotter areas include residential areas with multifamily housing and manufactured home parks along SE Flavel and near 82nd Avenue, other southeastern residential areas, as well as hot spots along SE Flavel itself – which has a wide area of paving and few street trees providing shade.

This map also shows emergency cooling centers in and near the study area. During the August heat event, the Woodstock and Holgate libraries were open with extended hours to serve as cooling centers. Further north, Kellogg Middle School (at SE 69th and Powell) served as a 24-hour cooling center.

Zoning and Designated Centers

Lower Southeast Rising



Legend

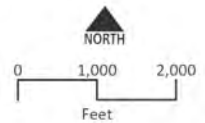
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Analysis for Potential Neighborhood Center at SE 72nd & Flavel

This mapping analysis is intended to support consideration of the possibility of designating the area around the intersection of SE 72nd and SE Flavel as a Neighborhood Center or commercial hub. Cultivating a concentration of commercial and community services in this location could address the lack of local services in the southern portion of the Lower Southeast study area and support its functioning in the future as a more complete neighborhood. The SE 72nd and Flavel intersection includes a grocery store (Grocery Outlet) and a small number of other commercial services on land that is zoned for small-scale commercial and mixed-use development (CM1 zoning – allows up to three stories). Adjacent areas include several acres of small-scale multi-dwelling zoning (RM1 zoning – two to three stories).

Population needed to support a Neighborhood Center with a broad range of services

Estimates on the number of households needed to support a neighborhood commercial center anchored by a supermarket and with a broad range of commercial services vary, but generally range from around 6,000 to 10,000 households. Portland's Comprehensive Plan (Policy 3.36) calls for Neighborhood Centers to have zoning that provides housing capacity for 3,500 households within a half mile of the core of the center. This is about half the population needed to support the commercial services in the center (the rest of the customer base would come from nearby areas beyond the initial half-mile distance).

Population and Zoning Around SE 72nd and SE Flavel

The following figures are for the area within a half-mile of the SE 72nd and SE Flavel intersection:

Current Population: 2,520 households (6,940 people)

Zoning: Commercial zoning: 5 acres (1.2% of center analysis area)
Multi-dwelling zoning: 66 acres (16.6% of center analysis area)

Zoned capacity: 3,200 total housing units (existing plus future possible units)

Comments

The 72nd and SE Flavel center analysis area has zoning that allows for roughly the number of housing units the Comprehensive Plan calls for in Neighborhood Centers. However, the area has far less commercial zoning (5 acres) than comparable existing Neighborhood Centers, which could limit the ability to foster a center with a broad range of services. For comparison, the Woodstock Neighborhood Center has 29 acres of commercial zoning, while the Heart of Foster Neighborhood Center has 47 acres of commercial zoning.

Next Steps

Besides possibilities for a Neighborhood Center, other potential options for supporting more commercial services or housing options in the SE 72nd and Flavel area could include fostering it as local commercial hub (with less of a focus on growth) or focusing on the broader SE 72nd Avenue corridor as a street that provides opportunities for small businesses and additional housing options. These and other possibilities will be considered in a future **Equity and Land Use Alternatives Analysis**.

Contact

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